

<b>C o m m i t t e e   r e p o r t   t o   C o u n c i l</b>	<b>Agenda item 5.1</b>
<b>Planning Scheme Amendment C323 – Arts Precinct</b>	<b>Council</b>
	<b>26 May 2020</b>

**Committee**            Future Melbourne (Planning Portfolio)

**Presenter**            Councillor Reece

**Purpose**

1.    The purpose of this report is to recommend that Council, having considered the planning panel's report, adopts Planning Scheme Amendment C323 – Arts Precinct.

**Consideration at Committee**

2.    Following consideration by the Future Melbourne Committee (the Committee) on 19 May 2020 (refer to Attachment 2), the Committee made a recommendation to Council as presented below.

**Recommendation**

3.    That Council:
  - 3.1    Adopts Melbourne Planning Scheme Amendment C323 as shown in Attachment 5 of the report from management
  - 3.2    Submits the adopted Amendment to the Minister for Planning for approval.
  - 3.3    Authorises the General Manager Strategy, Planning and Climate Change to make any further minor editorial changes to the Amendment documents prior to submitting to the Minister for Planning for approval.

**Council Report Attachment:**

1.    Future Melbourne Committee, Agenda item 6.2, 19 May 2020 (Page 2 of 113)

**Report to the Future Melbourne (Planning) Committee**

**Melbourne Planning Scheme Amendment C323 Arts Precinct**

**Attachment 1  
Agenda item 5.1  
Council  
26 May 2020**

**Presenter:** Emma Appleton, Director City Strategy

**Purpose and background**

1. The purpose of this report is to recommend that the Future Melbourne Committee (FMC), having considered the planning panel's report, recommends that Council adopt Amendment C323.
2. Amendment C323 proposes to introduce permanent planning controls, in the form of Schedule 7 to the Capital City Zone (CCZ7), to enhance the Melbourne Arts Precinct along the Sturt Street spine, by delivering arts uses within the lower levels of buildings.
3. The Amendment was initiated by Creative Victoria and prepared in collaboration with officers from the City of Melbourne. Amendment C323 was placed on exhibition from 19 April to 21 May 2018. Four submissions were received. The panel hearing was held in October 2018 and the Panel recommended drafting changes and re-notification of the revised amendment. Councillors were notified of this via a Briefing Paper dated 17 December 2018.
4. Re-notification occurred from 19 June to 25 July 2019. Twelve submissions were received in response. The Panel reconvened in October 2019 and delivered its final report on 16 December 2019 (refer Attachment 2).

**Key issues**

5. The Panel supports Amendment C323 stating that enhancement of the Melbourne Arts Precinct is a sound strategic basis for the Amendment and that CCZ7 is an appropriate way to provide space for arts, creative, and cultural uses in the lower levels of new developments.
6. The Panel recommends that Amendment C323 be adopted subject to some changes. Management supports all the Panel's recommendations except:
  - 6.1. Replacing the examples of arts uses in the Table of Uses with broad references to arts uses. A representative list of uses has been included to give guidance as to which uses would be considered arts, cultural or creative uses.
  - 6.2. Expressing the requirement for arts uses on the lower levels of buildings in heights (16 metres) as well a number of storeys (4). This is contrary to drafting advice received from DELWP.
7. Recommendations supported by management are as follows:
  - 7.1. Minor wording refinements and additional wording in the Municipal Strategic Statement.
  - 7.2. In CCZ7, increase the floor area cap for a Shop not requiring a permit from 200 square metres to 250 square metres.
  - 7.3. In CCZ7, include provisions so that applicants must demonstrate that they have engaged with the arts sector to identify potential occupants, compliance with noise protection standards and that an equitable proportion of the building will used for arts uses.
8. The Panel's preferred version of Capital City Zone Schedule 7 is at Attachment 3 and a summary of the Panel's recommendations and Management's response is at Attachment 4.
9. Management has worked collaboratively with Creative Victoria in the finalisation of the Amendment. The version of Amendment C323 proposed for adoption is at Attachment 5.

**Recommendation from management**

10. That the Future Melbourne Committee recommends Council:
  - 10.1. Adopts Melbourne Planning Scheme Amendment C323 as shown in Attachment 5 to this report.
  - 10.2. Submits the adopted Amendment to the Minister for Planning for approval.
  - 10.3. Authorises the General Manager Strategy, Planning and Climate Change to make any further minor editorial changes to the Amendment documents prior to submitting to the Minister for Planning for approval.

## Supporting Attachment

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### Legal

1. Section 29(1) of the *Planning and Environment Act 1987* (the Act) provides that after complying with Divisions 1 and 2 of the Act in respect of a planning scheme amendment, the planning authority may adopt the amendment with or without change.
2. The decision to adopt the Amendment cannot be made under delegation.

### Finance

3. Costs associated with the Panel Hearing have been met by the proponent, Creative Victoria, except for the approximately \$2,000 cost for Ministerial approval, gazettal of the amendment and public notification. Under section 6 of the Planning and Environment (Fees) Regulations 2016, a fee is to be paid when requesting the Minister to approve an amendment and give notice of the approval in the Government Gazette. Once the Planning Scheme Amendment is approved, a notice will also be required to be placed in a newspaper circulating in the local area. This will cost approximately \$2,000, which is included in the FY19-20 budget.

### 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.

### Health and Safety

5. No Occupational Health and Safety issues or opportunities have been identified.

### Stakeholder consultation

6. The Amendment was exhibited in accordance with the Act. The Amendment was placed on public Notification of the public exhibition of the Amendment included:
  - 6.1. A letter and notice mailed out on 13 April 2018 to the owners and occupiers of affected properties and to prescribed Ministers
  - 6.2. A notice in The Age and the Melbourne Times on Wednesday 18 April 2018
  - 6.3. A notice in the Government Gazette on Thursday 19 April 2018
  - 6.4. A copy of the documentation and online submission form available on the Participate Melbourne website
  - 6.5. A printed copy of the documentation available for viewing at Council's offices.
7. The Amendment was re-exhibited between the 19 June and 25 July 2019 with letters sent to all owners and occupiers and copy of the Notice of Amendment in the Government Gazette and the Age newspaper.

### Relation to Council policy

8. The Amendment strongly supports existing directions, objectives and strategies of Plan Melbourne 2017 – 2050 and the State and Local Planning Policy Frameworks, which recognise Melbourne as a national and international leader in creative endeavours. The Municipal Strategic Statement (clause 21.02-4) specifically acknowledges the premier cultural institutions along the Sturt Street spine and the Council endorsed Southbank Structure Plan 2010 in supporting arts, entertainment, cultural and educational attractions in Southbank, especially in the Arts Precinct.

### Environmental sustainability

9. Environmental sustainability issues or opportunities are considered not relevant to this proposal given the Amendment is responding to a land use issue to foster arts related uses on lower levels of new buildings.

*Planning and Environment Act 1987*

**Final Panel Report**

**Melbourne Planning Scheme Amendment C323**

**Melbourne Arts Precinct**

**16 December 2019**

*Planning and Environment Act 1987*

Final Panel Report pursuant to section 25 of the Act

Melbourne Planning Scheme Amendment C323

Melbourne Arts Precinct

16 December 2019



Dalia Cook, Chair



Lorina Nervegna, Member

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## Glossary and abbreviations

Amendment	Amendment C323 to the Melbourne Planning Scheme
CCZ7	Capital City Zone (Schedule 7)
Council	Melbourne City Council
CV	Creative Victoria
DDOX	Design and Development Overlay (Schedule X)
DELWP	Department of Environment, Land, Water and Planning
MSS	Municipal Strategic Statement
OVGA	Office of the Victorian Government Architect
planning scheme	Melbourne Planning Scheme
Precinct	Melbourne Arts Precinct as delineated in the exhibited Amendment documentation
Transformation Project	Melbourne Arts Precinct Transformation Project



## Overview

Amendment summary	
<b>The Amendment</b>	Melbourne Planning Scheme Amendment C323
<b>Common name</b>	Melbourne Arts Precinct
<b>Brief description</b>	Introduction of Schedule 7 to the Capital City Zone pertaining to the Melbourne Arts Precinct to enhance provision for arts, cultural and creative uses and improve street activation. Amendments are made to Design and Development Overlay Schedule 1, together with associated policy changes to the Municipal Strategic Statement and Local Planning Policy at Clause 22.01. A mapping correction is made under the Parking Overlay.
<b>Subject land</b>	Identified in Figure 1
<b>The Proponent</b>	Creative Victoria
<b>Planning Authority</b>	Melbourne City Council
<b>Authorisation</b>	19 March 2018
<b>Exhibition</b>	13 April to 21 May 2018, with re-exhibition from 20 June to 25 July 2019
<b>Submissions</b>	Number of original submissions: 4 Submissions following re-exhibition: 12

Panel process	
<b>The Panel</b>	Dalia Cook, Chair and Lorina Nervegna, Member
<b>Further Directions Hearing</b>	PPV, 19 September 2019
<b>Further Panel Hearing</b>	Creative Victoria, 28 and 29 October 2019
<b>Further site inspection</b>	Unaccompanied, 13 November 2019
<b>Appearances</b>	<p>Mr Ian Munt of Counsel for Creative Victoria and Melbourne City Council. He called:</p> <ul style="list-style-type: none"> <li>Ms Catherine Heggen, Town Planner, Message Consultants to give expert evidence</li> <li>Mr Daniel Tatton, Manager Strategic Infrastructure Development, Creative Victoria to explain the Melbourne Arts Precinct Transformation Project</li> </ul> <p>Ms Wendy Lasica in person Mr David Passarella, Solicitor, Mills Oakley for Pacific Asia Express Pty Ltd Mr Mark Naughton, Solicitor, Planning and Property Partners for LSH Group Australia</p>

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	Mr Cameron Gentle, Town Planner, Hansen Partnership, for Manoa Pty Ltd
<b>Citation</b>	Melbourne PSA C323 [2019] PPV
<b>Date of this Report</b>	16 December 2019

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## Executive summary

The Melbourne Arts Precinct is a recognised and highly valued destination of state and national significance on the edge of the central city extending along the Sturt Street spine. It is anchored by substantial arts institutions with an ambitious planned expansion and reinvigoration process underway. The Precinct also comprises land in private ownership, some of which is used for arts, creative and cultural purposes while other land is used for conventional retail, commercial and residential use.

The Amendment seeks to strengthen the role and function of the Precinct, through changes to local policy and the introduction of a new schedule to the Capital City Zone. A principal mechanism is to encourage the lower four levels of buildings to be used for arts, creative and cultural purposes by creating a tailored table of uses, supported by relevant application requirements and decision guidelines. An inherent challenge is the absence of a definition of 'Creative industry' or similar in the Victoria Planning Provisions.

The Panel originally considered the Amendment in 2018 and issued an interim report following a hearing. It made specific suggestions for further work to improve the content of the Amendment, to provide for more comprehensive outcomes. The Panel reinforces the importance of reading this report in conjunction with the Interim Report, since the analysis and discussion largely continue to apply and are therefore not repeated.

Reflecting on the process, the Panel considers that both the original and updated Amendment have substantially the same content. However, the Amendment was refined and re-exhibited and further submissions were received and referred to the Panel. Melbourne City Council as planning authority and Creative Victoria as proponent have joined together to present a unified position on the Amendment.

Submissions in response to re-exhibition generally expressed support for the concept of a strengthened arts precinct, but raised detailed concerns about the proposed wording and operation of the Capital City Zone (Schedule 7) as the key planning scheme tool.

This is the final Panel report in respect of all outstanding issues. It should be read in conjunction with the views expressed by the Panel in its Interim Report which are largely maintained unless specifically noted.

The Panel concludes that there is sound strategic support for the Amendment. It supports the inclusion of detailed local policy provisions subject to minor refinement as well as the inclusion of a requirement to refer permit applications for use or development to Creative Victoria as a recommending referral authority.

That said, the planning controls need to be mindful of commercial realities, to ensure both the viability of land use and development in the Precinct as well as its overall vibrancy. It has approached its consideration of the Amendment in both its Interim and Final Report with these considerations in mind.

Overall, the Panel is satisfied that the key components of the Capital City Zone (Schedule 7) represent a suitable way forward, subject to recommendations about its detailed content. It will also be important to apply its provisions consistent with the new purpose of this schedule while seeking to achieve workable outcomes.

The schedule has been drafted with an intention to change the status quo, especially for private development in the Precinct, to provide space for arts, creative, and cultural uses in integrated development and land use proposals. It is one potential but legitimate way of seeking to achieve such outcomes and has sought to strike a balance between conventional commercial interests and the need to strengthen the operation and presentation of the Melbourne Arts Precinct.

It will be important for Council to review the operation of CCZ7 in the short to medium term once practical outcomes emerge.

Based on the reasons set out in this Report, the Panel recommends that Melbourne Planning Scheme Amendment C323 be adopted as exhibited subject to the following:

- 1. Amend Local Planning Policy in Clause 21.13 as provided in Appendix C.**
- 2. Council consider the relationship between the provisions of Amendment C323 and the provisions and operation of Amendment C308 to ensure consistent outcomes and terminology, depending on which amendment progresses to approval first.**
- 3. Amend Schedule 7 to the Capital City Zone as provided in Appendix D.**
- 4. Review the practical operation of CCZ7 in the context of the programmed review of the Melbourne Planning Scheme if not earlier.**
- 5. Amend the trigger in Clause 66.04 of the Melbourne Planning Scheme for referral to Creative Victoria to “Any permit application for use or development of land in the first 16 metres of a building above natural ground level or lower four storeys of the building, whichever is the lesser”.**

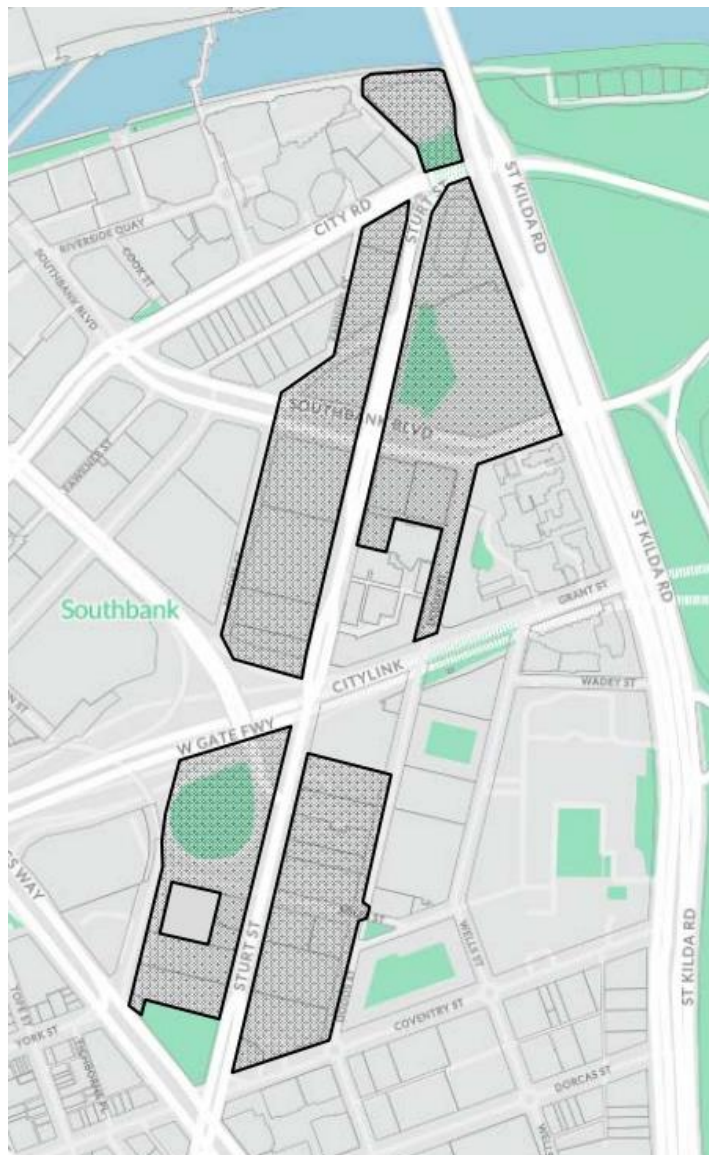
# 1 Introduction

## 1.1 The Amendment and its refinement

### (i) Amendment as originally exhibited

The Amendment is intended to provide permanent land use and development controls for the Melbourne Arts Precinct (Precinct) to replace the interim controls currently in place.<sup>1</sup> It applies to land in Figure 1.

**Figure 1** Proposed mapping of Melbourne Arts Precinct for the purpose of Schedule 7 to the Capital City Zone



<sup>1</sup> Introduced by Amendment C330.

The Amendment as originally exhibited and as re-exhibited proposes to:

- introduce a new Schedule 7 to the Capital City Zone – Melbourne Arts Precinct (CCZ7) (Clause 37.04) in the Melbourne Planning Scheme (planning scheme)
- amend Schedule 1 to the Design and Development Overlay – Active Street Frontages (DDO1) (Clause 43.02) to include reference to CCZ7
- make consequential amendments to local planning policy at Clause 22.01 (Urban Design in the Capital City) to include reference to CCZ7
- delete Schedule 12 of the Parking Overlay and apply Schedule 1 of the Parking Overlay to nominated land rezoned from General Residential Zone (Schedule 1).

The re-exhibited Amendment also proposes additional local planning policy provisions at Clause 21 in the Municipal Strategic Statement (MSS).

## **(ii) Interim Panel Report**

The Panel issued an interim report dated 3 December 2018.<sup>2</sup> Its substantial finding was that the Amendment was strategically justified and it supported the use of a schedule to the CCZ but recommended further work before adoption, including re-exhibition.

The Panel regarded the proposed CCZ7 as somewhat of a “*missed opportunity to recognise, protect and expand on the features of the Precinct*”.<sup>3</sup> It suggested the Amendment could potentially be refined to:

- delineate what makes the Precinct unique or to identify the future character sought
- identify and address the future needs of arts institutions, as distinct from transferring existing zone provisions that apply to the Southbank area of Melbourne as a whole
- consider expanding the geographic definition of the Precinct.<sup>4</sup>

The Panel also observed that current Design and Development Overlay provisions substantially lacked suitable direction for the Precinct. It recommended that Melbourne City Council (Council) carefully consider the interaction between this Amendment and the strategic planning work being undertaken in respect of a proposed new Design and Development Overlay (Central Melbourne Urban Design) being introduced by Amendment C308.

Recommendations were made for future work on refinements recommended by Creative Victoria (CV) (as it was a separately represented authority) and other parties that were not adopted by Council. The Panel also suggested that the need for transitional provisions be considered.

The Panel reinforces the importance of reading this report in conjunction with its Interim Report, since the analysis and discussion largely continue to apply and is therefore not repeated in this report.

<sup>2</sup> Melbourne C323 Interim Report (PSA) (2018) PPV 116.

<sup>3</sup> Executive Summary.

<sup>4</sup> Ms Lasica (Submitter 4 and 9, respectively) reinforced the Panel’s comments in this regard.

**(iii) Re-exhibited Amendment**

Council advised that it had considered the Panel's interim recommendations and had worked in partnership with CV to enhance the effectiveness of the Amendment. Essentially, the same planning scheme mechanisms are proposed in the re-exhibited Amendment, subject to:

- alteration and refinement of the provisions of Schedule 7 to the CCZ
- enhanced changes to local planning policy in the MSS at Clause 21.

The Panel regards this work more in the nature of 'fine tuning' rather than representing substantial change to the Amendment as originally exhibited.

Ms Heggen confirmed in her evidence on behalf of Council and CV that the physical context of the Precinct remained largely as it was at the date of the original Hearing, with public realm works advancing somewhat. Council also confirmed that no new planning permits had been granted since that time.

**1.2 Related strategic work**

**(i) Amendment C308 to the Melbourne Planning Scheme**

Amendment C308 proposes a revised urban design approach for the Central City and Southbank through a new Design and Development Overlay Schedule 1 – Central Melbourne Urban Design (DDO1). This would replace the existing DDO1 – Active Street Frontages and delete clause 22.01 – Urban Design within the Capital City Zone. It would be accompanied by the *Central Melbourne Design Guide*, which is proposed to be included as an incorporated document in Clause 72.04 of the planning scheme. Significantly for this Amendment, DDO1 is proposed to apply to all land within the Precinct.

The proposed DDO1 would consolidate many existing urban design policies and controls to guide the delivery of a high standard of urban design, architecture and landscape architecture in central Melbourne. It is intended to complement existing built form (building envelope) DDOs with a greater emphasis on the quality of a building's interface with the public realm.

The Panel considering Amendment C308 made a number of recommendations to clarify and refine the controls, mapping and geographical definitions, expression of built form outcomes and design requirements as well as editorial and formatting changes to the *Central Melbourne Design Guide*.<sup>5</sup>

Given the focus of DDO1 on a development's interface with the public realm, specifically at street level and the lower levels of a building (typically the podium), it is relevant that the current amendment will be workable and consistent with the thematic areas included in Amendment C308, namely:

- permeability and through-block connections

<sup>5</sup> Melbourne C308 (PSA) [2019] PPV 28 (16 May 2019).

- privately owned publicly accessible plazas and laneways
- building alignment
- vehicle parking, loading and waste facilities
- building services where they impact on the public realm
- public realm projections
- weather protection
- active frontages and ground level design
- design detail and building façade materials.

The outcomes of Amendment C308 would apply to all planning scheme CCZ schedules, including CCZ7. Additionally, it would also apply to a number of geographic areas that already have a number of built form or building envelope DDOs applying to Capital City Zones. For the Melbourne Arts Precinct, the relevant built form overlay is DDO60 – Southbank Special Character Areas.

The C308 Panel concluded that the minimum acceptable threshold for design in central Melbourne should be “*high quality design*” – a threshold higher than “*good design*”. However, it supported “*design excellence*” being pursued where development satisfies one of the following conditions:<sup>6</sup>

- abuts significant architecture (heritage or contemporary)
- is hyper dense
- has a complex context
- is on a strategic site or
- is in an area that has a metropolitan function including the Southbank Arts Precinct (current Panel emphasis).

More specifically, Council and CV confirmed their view that Amendment C308:<sup>7</sup>

... is the proper and principal tool for achieving better design consistent with the objectives for the Precinct, the latter [C323] is the tool for achieving the promotion and protection of the Precinct for arts, cultural and creative uses.

In terms of timing, they explained that:<sup>8</sup>

Were Amendment C308 to be approved before the Amendment (and assuming both remained in their current form) the Amendment would no longer need to amend clause 22.01 of the Scheme as that clause would be deleted. Alternatively, if the Amendment were to be approved first then the translation of the policies in clause 22.01 of the Scheme into the revised DDO1 would need to take account of the changes made to clause 22.01 by the Amendment.

The Panel was advised that an officer’s report is likely to be presented to Council in respect of Amendment C308 in January 2020.

<sup>6</sup> Chapter 2, Threshold issues in managing design, at Chapter 2.1.iv (C308 Panel Report May 2019).

<sup>7</sup> Part A submission, paragraph 36.

<sup>8</sup> Part A submission, paragraph 34.



**(ii) Melbourne Arts Precinct Transformation Project (Transformation Project)**

Mr Tatton on behalf of Council and CV provided the Panel with an overview of the Transformation Project which is to be delivered by Development Victoria over the next decade.<sup>9</sup> Council and CV explained that the Transformation Project is a “*State government initiative to re-imagine the north extent of the Precinct*”.<sup>10</sup>

Works comprise the redevelopment of No 1 City Road with performance spaces, art gallery, music vault and educational facilities, upgrades to the Arts Centre and a new flagship NGV Contemporary development at 77 Southbank Boulevard (the former Carlton United Brewery site). Public realm improvements also include extensive proposed ‘decking’ over Sturt Street.<sup>11</sup>

The geographic extent of the Melbourne Arts Precinct for the purpose of this Amendment is broader than the land included within the Transformation Project, which focuses in particular on key current and emerging arts institutions near the intersection of Sturt Street and Southbank Boulevard.

The Panel was advised that a Melbourne Arts Precinct Transformation Master Plan including design guidelines was being developed. The Melbourne Arts Precinct Masterplan Steering Committee includes the Department of Premier and Cabinet and the National Gallery of Victoria.

**1.3 Procedural issues**

Mr Naughton on behalf of LSH Group Australia expressed concern at the resumed Directions Hearing that Council and CV were now proposing to be represented jointly. He explained that it would be difficult for the Panel and parties to be confident that their interests are ‘one’ and would remain as such for the duration of the matter.

Mr Naughton requested that these authorities prepare a joint letter to the Panel and parties, confirming their positions and the nature of their joint representation and instructions to Mr Munt (acting on behalf of both authorities). The Panel made a direction accordingly.

Council and CV provided a letter to the effect that both authorities agree on the text of the Amendment in its modified form, and proposed to present a joint and unified case to the Panel including a joint response to submissions, evidence and representation. They advised that they “*intend to continue to co-operate on Amendment C323 following receipt of the panel’s final report*”.<sup>12</sup>

<sup>9</sup> He gave oral evidence and was subject to questioning and spoke to a written outline (Document 4A).

<sup>10</sup> Part A submission, paragraph 25.

<sup>11</sup> Part A submission, paragraph 26 (d).

<sup>12</sup> Document 2A.

## **1.4 Summary of issues raised in submissions following re-exhibition**

The second round of submissions consisted of a mix of support for the Amendment (subject to changes in some instances) and opposition to particular elements of proposed amended CCZ7 in particular. Matters raised in opposition included:

- the geographic delineation of the Precinct
- concern about the proposal to facilitate arts, cultural and creative industry uses in the first four floors of a building in the purpose and decision guidelines of the CCZ7
- the removal of the additional reference to height in metres leaving the reference to only the first four floors
- opposition to the requirement for a planning permit to use the first four floors of a building for accommodation or office not associated with arts, creative or cultural uses
- the challenges involved with some sites meeting the purpose of the schedule especially if height restrictions apply or large floorplates are provided
- the use of the term “legibility” as part of the Precinct as a desired land use or design response
- misgivings about the potential role of CV as a referral authority.

Some submitters remained concerned that the re-exhibited Amendment did not address their original concerns or would not achieve intended outcomes.

For example, Mr Passarella submitted that although his client (Asia Pacific Express Pty Ltd) broadly supported the Amendment, there were important outstanding issues relating to the redevelopment potential of its site with the new CCZ7 schedule that could render it unfeasible. Likewise, Mr Naughton submitted that his client (LSH Group Australia) remained concerned about the permissible uses at the four lower levels of any new development on their site as well as the wording of the controls with respect to “legibility”. Mr Gentle (for Manoa Pty Ltd) echoed these concerns. These submissions are discussed in further detail at Chapter 5.

## **1.5 Panel approach**

This report deals with the issues under the following headings:

- Strategic support for the Amendment
- Policy provisions
- Capital City Zone (Schedule 7)
- Further response to submissions.

## 2 Strategic support for the Amendment

### 2.1 Earlier Panel conclusions

The role of the Melbourne Arts Precinct and the Sturt Street spine in particular is recognised in current planning scheme policies at a high level, albeit to a lesser extent in local policies. Substantial strategic work has also been undertaken for the Precinct<sup>13</sup> and is continuing as part of the Melbourne Arts Precinct Transformation Project.

The Amendment principally seeks to encourage arts, creative and cultural uses on the lower four floors of buildings in the Precinct. In its Interim Report, the Panel observed that:<sup>14</sup>

A key recommendation of strategic work adopted by the Amendment is the intention to secure space within the Arts Precinct that could be used for creative endeavours. In the absence of this, the Panel accepts that market forces will be likely to simply continue to dictate preferred land uses which may not be responsive to site's Arts Precinct location.

Regrettably, and perhaps because of the urgency of the Amendment in seeking to preserve arts uses on potential redevelopment sites, the strategic work referred to was not translated in any fulsome way into proposed planning controls and policies, to the detriment of the current Amendment.

The Panel concluded on this issue:<sup>15</sup>

... there is consistent strategic support in-principle for the Amendment, both as exhibited and as refined through the Panel process. There is justification for a separate schedule to the CCZ to reflect the qualities and significance of the Arts Precinct.

It further agrees that the mechanism of a specific schedule to the CCZ is appropriate as the key VPP tool.

However, a comprehensive set of policies should also be prepared for the planning scheme to provide a firm base on which to establish and embed effective new controls.

The Panel strongly encourages Council and CV to further draw on the strategic work that has been completed for the Arts Precinct to expand the scope, detail and functionality of the Amendment.

### 2.2 Further submissions and evidence

When giving evidence for Council and CV, Ms Heggen acknowledged the Panel's earlier conclusions about the nature of the "*missed opportunity*" for the Amendment to reconsider the geographic extent of the Precinct, to identify and build upon features that make the Precinct unique and to more directly meet the needs of established and emerging arts institutions.

<sup>13</sup> Including the *Southbank Strategic Plan 2010* and the *Melbourne Arts Precinct Blueprint 2014*.

<sup>14</sup> Chapter 2.5.

<sup>15</sup> Chapter 2.6.

Ms Heggen agreed with the Panel, although she considered this was not fatal to the progress of the Amendment and should be pursued in future strategic work, with the current Amendment providing a suitable platform.

The Panel asked Mr Tatton from CV and the parties whether the proposed planning scheme provisions would apply to facilitate the substantial redevelopment and renewal works associated with the Transformation Project. He and Council and CV responded that the approval pathways were still being explored, possibly involving the application of a Development Plan Overlay.<sup>16</sup>

In terms of the relationship between the Transformation Project and this Amendment, Council and CV submitted that:<sup>17</sup>

Both the Amendment and the Transformation Project have the same objective: to strengthen the role of the Precinct as Victoria's pre-eminent arts, culture and creative industry hub, to encourage greater contact and collaboration between bodies within the Precinct, and to enhance its connections to the balance of Southbank, the Yarra River and the CBD.

It follows the Amendment would not hinder achievement of the Transformation Project and nor would the Transformation Project undermine the Amendment. Rather, the Transformation Project would spur precisely the activity and amenity that would encourage arts, cultural and creative industries to take up space in new mixed use development sites.

### 2.3 Discussion and conclusion

While the Panel identified greater potential for the Amendment to be re-worked to provide for the future of the Melbourne Arts Precinct, it is not in a position to direct this work either within the scope of this Amendment or otherwise.

For the record, the Panel notes that even with the benefit of the Panel-recommended provisions for Amendment C308, there is still little guidance in the planning scheme to distinguish the existing or preferred built form context of the Sturt Street spine with its iconic arts institution buildings and its potential for active Precinct linkages from the rest of the Capital City or Southbank.

It was evident to the Panel from submissions and evidence for Council and CV at the resumed hearing that they have taken the decision for the time being to largely keep the scope of the Amendment as originally exhibited. That is, its genesis and main focus remain concerned with the need to align the development and use of private land in the Precinct more closely with Precinct objectives. This was consistent with Ms Heggen's description of the Amendment as "*seeking to solve a land use problem*" which would be applied in addition to the Design and Development Overlay – the latter considered as the principal tool to guide appropriate built form.

<sup>16</sup> Presumably in the form of a bespoke schedule.

<sup>17</sup> Part A submission, paragraphs 29-30.

In reality, there are relatively few sites in private ownership in the Precinct that are likely candidates for fulsome redevelopment.<sup>18</sup> Most are south of the new University of Melbourne Ian Potter Southbank Centre building. At the same time, the use and development of those sites has the potential to contribute in a material way to the objectives proposed for the Precinct, especially to extend the recognised extent of the Precinct along the full length of Sturt Street.

Given the scope of the Amendment as it stands, it is appropriate for the Panel to adopt its earlier conclusions in respect of its strategic justification. That is, the Amendment is supported by and implements relevant sections of the Planning Policy Framework and is consistent with relevant Ministerial Directions and Practice Notes. It is suitably founded and strategically justified.

The Amendment should proceed subject to addressing more specific issues raised in submissions which are principally directed at the wording of policy provisions and zone controls as discussed in the following chapters.

<sup>18</sup> While there is a relatively high proportion of existing low rise townhouse development, the ownership arrangements of such land are not known but are anticipated to make it challenging for these sites to be redeveloped in their entirety with taller mixed use buildings with concealed car parking facilities.

## 3 Policy provisions

### 3.1 The issue

The originally exhibited Amendment did not propose enhancement of local planning policies to support its content.

At the original Hearing, both Ms Heggen and CV recommended a series of additions to local planning policy to this effect.

The re-exhibited Amendment proposes to add to the following provisions to strengthen the strategic base for the permanent planning controls:

- Clause 21.04 (Settlement)
- Clause 21.08 (Economic Development)
- Clause 21.10 (Infrastructure)
- Clause 21.13 (Urban Renewal areas).

The issue is whether the amended suite of policy provisions in the re-exhibited Amendment is appropriate or should be further refined.

### 3.2 Evidence and submissions

#### (i) Policies in Clause 21 (Municipal Strategic Statement)

In evidence at the original Hearing, Ms Heggen recommended a suite of changes to local policies as a suitable adjunct to the provisions of CCZ7. A marked-up version was also proposed by CV at that time.<sup>19</sup> The re-exhibited Amendment included further modifications to policies at Clause 21 of the planning scheme which adopted many of the CV suggestions in principle.

Ms Lasica, an individual submitter, strongly supported the version of local policy as recommended by CV in the original Hearing. She considered this was more detailed and directed to the significance and future planning of the Precinct.

In evidence at the further Hearing, Ms Heggen supported some elements of the version originally proposed by CV that had not been picked up, in preference to the re-exhibited version. Key suggestions by Ms Heggen included:

- amendment to Clause 21.08 (Economic Development) to include:
  - an 'Arts and culture' heading and summary
  - reference to 'culture' in Objective 1 of Clause 21.08-2 'Business'
  - specification of a new objective in Clause 21.08-6
- amendment to Clause 21.13 (Urban Renewal Areas) to include additional dot points:

<sup>19</sup> Document 5.

- under 'Economic Development' to *"strengthen the ongoing role of the Arts Precinct by facilitating the provision of floor space for creative industries in the precinct, particularly within the lower four storeys of a building"*
- under 'Infrastructure' to *"facilitate the provision of floor space for creative industries, including arts and arts education, especially in the Arts Precinct"*.

Council departed from this position and urged the Panel to support policy provisions within the Amendment largely as re-exhibited.

Originally, the Australian Ballet (Submitter 3) requested specific reference in policy to it and other key institutions in the Precinct. In a revised submission to the Panel, it acknowledged that a Precinct-wide approach would be acceptable.<sup>20</sup>

### **(ii) Local Planning Policy at Clause 22.01**

It is important to note that Clause 22.01 (Urban Design within the Capital City Zone), that is proposed to be amended by Amendment C323 to make specific reference to CCZ7, is also proposed to be deleted by Amendment C308.

The Panel requested Council address the interaction between these two Amendments. The response is recorded in Chapter 1.2 above.

Council submitted that both Amendments seek to lift the quality of urban design in the Precinct, but that this will be principally achieved through C308. The current Amendment would be consistent with C308 by seeking to ensure a threshold of *"design excellence"* in the Precinct including involvement of the Office of the Victorian Government Architect (OVGA) as appropriate.

## **3.3 Discussion**

The iterations of proposed local policy changes presented to the Panel have a similar intent to those discussed at the original Hearing. The question is which form of wording will best reflect current and future aspirations for the Precinct.

An overarching consideration as highlighted by the Panel at the further Hearing is the need for policies in the planning scheme for this Precinct to be generally proportionate to those for other key precincts in the City of Melbourne, such as the urban renewal, employment, sports and entertainment and health and education precincts.

The Melbourne Arts Precinct sits within an important urban renewal area. The Panel considers that a suitable balance has been struck in the wording of amended Clause 21.04 between the arts and culture aspirations for the Precinct, and its context, especially in so far as it puts the Precinct into the broader Southbank context and expands the future vision for the land use mix in an extended central city.

<sup>20</sup> Dated 3 September 2019.

Beyond this, the Panel agrees with Council and CV that there is justification to bolster Clause 21.08 (Economic Development) to a limited extent, although it considers that the further inclusion of reference to arts and culture in the heading of Objective 1 to Clause 21.08-2 as supported by Ms Heggen would arguably overstate the influence of this sector over a myriad of others that are not referenced specifically.

The Panel does not have a concluded view about whether it is appropriate to include a separate heading 'Arts and culture' in the outline or opening to Clause 21.08. One reason for this is that no evidence or documentation was provided to identify whether this sector is of comparable economic significance to others already listed, such as retail and business. There are conceivably other sectors that should equally be considered as additions if a full review of this clause was undertaken, such as tourism or sport.

Ultimately, the inclusion proposed by Ms Heggen is not necessary to bolster the policy basis of the Amendment, so long as support for the enhancement of the role and contribution of the Melbourne Arts Precinct with suitable floor space opportunities is identified elsewhere in the policy. The Panel suggests that the inclusion of a separate 'Arts and culture' heading in this part of the clause could potentially be re-visited as part of the conversion of local policies to the Municipal Planning Strategy, which anticipates a potentially more streamlined approach in any case.

The Panel supports the inclusion of the new Strategy 1.8 proposed in the re-exhibited Amendment and regards the following wording as sufficient:

Recognise the contribution of arts, cultural and creative industries to the economic health, vitality and competitive strength of Melbourne.

On balance, the Panel considers that a separate objective in Clause 21.08 with a related strategy (as supported by Ms Heggen) is not warranted unless there are connected strategies that directly pertain to economic development. Instead, it considers that support for the expansion of creative industries and 'Precinct legibility' issues are best addressed under other policies of the planning scheme such as Clause 21.10 (Infrastructure). This is because the Amendment principally relates to floor space allocation and providing additional capacity for arts, cultural or creative use.

The Panel considers that the more detailed aspirations for the Precinct are best addressed in Clause 21.13 (Urban Renewal Areas) as supported by Ms Heggen. It is reasonable to refer to strengthening its ongoing role by providing suitable floor space, as well as the urban design objectives for the Precinct. This level of specificity appropriately draws on the broader policy statements supported by the Panel in the provisions referred to above.

The Panel's preferred version of local planning policy is provided in Appendix C in respect of elements where it has recommended changes. If no changes have been recommended expressly (such as for Clause 22.01), the Panel supports the version of policy as re-exhibited.

### **Relationship with C308**

In summary, the Panel accepts the submission on behalf of Council and CV that the two Amendments are inter-related but generally complementary. At this stage, it is not known which will be progressed first in time.



The Panel also agrees with parties that it will be important for Council to carefully integrate the content of Amendment C323 with the content of Amendment C308, depending on which progresses to approval first. The two Amendments will need to be synthesised for maximum effectiveness in terms of both content and terminology since they are intended to operate side by side.

It appears to the Panel that the approach taken by Amendment C308, to delete the local planning policy provision at Clause 22.01 and to bolster the relevant schedule to the Design and Development Overlay is more consistent with the structure of new format planning schemes introduced by state-wide Amendment VC148.

### **3.4 Conclusion and recommendations**

The Panel concludes:

- The proposed additions and refinements to local planning policy in the re-exhibited Amendment are supported subject to modifications to wording as recommended by the Panel.

The Panel recommends:

- 1. Amend Local Planning Policy at Clause 21.13 as provided in Appendix C.**
- 2. Council consider the relationship between the provisions of Amendment C323 and the provisions and operation of Amendment C308 to ensure consistent outcomes and terminology, depending on which amendment progresses to approval first.**

## 4 Capital City Zone (Schedule 7)

The CCZ7 is at the heart of this Amendment to facilitate land use and development outcomes to progress the vision for the Melbourne Arts Precinct. The wording of this schedule received substantial attention in submissions and evidence at both hearings and the Panel asked many questions to clarify the intent of its provisions.

### 4.1 Geographic extent of the controls

#### (i) The issue

The issue is whether the boundaries of the Precinct are acceptable for the purpose of the CCZ7. This issue was raised by submitters in various guises and by the Panel itself as to whether the area was sufficiently broad to create an integrated, nuanced precinct with scope for complementary land use.

#### (ii) Submissions

The Australian Ballet submitted that the geographic boundaries of the Arts Precinct should be broadened (and as echoed in Ms Lasica's submission) as follows:<sup>21</sup>

We support the proposition of coordinating understanding of what constitutes the Arts Precinct, noting that the proposed Design and Development Overlay differs from the earlier Blueprint work and the current Melbourne Arts Precinct Transformation scope.

We would suggest a broader application of the mapping, aligning this with current broader precinct and core mapping being undertaken by Development Victoria (including Southbank Boulevard to the west) to ensure that the strategic underpinning State curation of the sector is supported by the planning scheme.

In its revised submission, the Australian Ballet explained:

As the owners of the only privately-owned building directly impacted by the Melbourne Arts Precinct Transformation Plan, we are conscious of the potential impacts of the Plan on any future development of the Primrose Potter Australian Ballet Centre and we are concerned that there may be confusion between the planning amendment and the proposed Design and Development Overlay for the Melbourne Arts Precinct Transformation Plan.

Our recommendation to apply an exemption from Amendment C323 to the holdings of the institutions in the core area, from Hamer Hall to the National Gallery of Victoria, was intended as a potential solution to prevent such confusion.

Another submitter (Number 8) suggested that the Panel should consider excluding low rise residences from the Amendment, since they give the area of Southbank Village its valued character and amenity.

<sup>21</sup> Submission No 3 from the Australian Ballet, 4 July 2019.

**(iii) Discussion**

The Precinct boundaries for this Amendment have been set through longstanding strategic work as discussed in the C323 Interim Panel Report. It appears that these were:

... designed to align with framework maps already contained in the Planning Scheme (such as those in clause 21.08 – *Economic Development* and 21.13 – *Urban Renewal Areas*)<sup>22</sup>

and that:

The Sturt Street spine in and of itself has long been recognised and promoted as a key arts cultural spine of State significance.<sup>23</sup>

This position was re-confirmed by Council and CV at the further Hearing. They also explained that properties such as the University of Melbourne Southbank Campus (Victorian College of the Arts) and the Victorian College of the Arts Secondary School had been excluded from the Precinct boundaries for the purpose of the Amendment because of their inclusion in the Public Use Zone (rather than the Capital City Zone).<sup>24</sup>

The Panel considers that it is vital that both public and private land used for arts, creative and cultural purposes (including by key institutions) be included in the Precinct where such land is within the Capital City Zone. This position was supported by numerous institutional submitters to the re-exhibited Amendment<sup>25</sup> and provides the anchor for the controls proposed.

The fact that more direct forward planning may be undertaken for key institutions using subsequent or varied planning scheme provisions does not preclude the provision of specific zone controls for land in the Precinct, especially when they are consistent with the current and potential future use of major institutions.

It is noteworthy that this Amendment has confined the Precinct boundaries to a core of the original area defined in earlier strategic planning that is, the Sturt Street spine, and not to the larger area of land bounded by Southbank Boulevard to the north, Kings Way to the west, Coventry Street to the south and St Kilda Road to the east as previously demarcated in other strategic work.<sup>26</sup> The Panel previously remarked that:<sup>27</sup>

... this runs the risk of a loss of contextual understanding of the broader area and key connections within it and outwards.

Nevertheless, Council and CV have sought not to revisit the precinct boundaries for the purpose of this Amendment and they remain as exhibited in 2018.

<sup>22</sup> Page 11, Melbourne C323 Interim Report.

<sup>23</sup> Page 24, *Southbank Structure Plan 2010*.

<sup>24</sup> This responded to questions asked by the Australian Ballet and LSH Group Australia Pty Ltd.

<sup>25</sup> Except for the revised position of the Australian Ballet.

<sup>26</sup> Including the *Melbourne Arts Precinct Blueprint 2014*.

<sup>27</sup> Page 13, C323 Interim Panel Report at Chapter 1.2.

Although the current boundaries also include low scale residential unit development that may not be realistic candidates for redevelopment due to ownership arrangements<sup>28</sup>, the Panel supports their inclusion in the Precinct. If there was ever practical capacity to agglomerate land interests within such developments, these sites would constitute prime contributors to the vision for the Precinct, being large and often centrally located.

The permissible heights for future development have been included in the planning scheme through earlier amendments following due process. This Panel is not able to revisit the height limits despite concern expressed by local residents about the potential for overdevelopment.

The Panel considers the suitability of including land up to Dodds Street, Southbank within the Precinct boundaries in Chapter 5.1.

#### **(iv) Conclusions**

The Panel concludes:

- The Panel maintains the view expressed in its Interim Report that there is scope to extend Precinct boundaries in line with detailed strategic work already undertaken on behalf of Council and key institutions.
- However, the more limited geographic boundaries confirmed for the Precinct by Council and CV in the re-exhibited Amendment are acceptable in so far as they reflect existing mapping of the Precinct in the MSS.

## **4.2 Purposes of the Capital City Zone Schedule 7**

### **(i) The issues**

Some elements of the purposes of the re-exhibited CCZ7 were not overly contentious, such as the intent to strengthen the Precinct as an arts, cultural and creative industry precinct of State significance, which was largely supported by all submitters.

Other proposed purposes were debated at the Hearing. The issues are:

- whether the schedule should seek to facilitate arts, cultural and creative industries or uses by providing appropriate spaces "*within the first four storeys of buildings*"
- the inclusion of proposed examples of arts, creative and cultural industry uses
- the appropriateness of seeking "*design excellence*" for buildings within the Precinct
- the suitability of the aspiration for buildings to contribute to the "*legibility*" of the Precinct.

<sup>28</sup> For example, the townhouse complex with centrally located shared open space at 120 Sturt Street, Southbank.

**(ii) Facilitating arts, cultural and creative industries in the first four storeys**

**Evidence and submissions**

The Amendment as originally exhibited sought diversity of arts, creative and cultural uses (including studios, galleries, rehearsal spaces and the like) within the *“first four storeys of buildings”*. This was supplemented by greater detail in the Table of uses in proposed Clause 1.0 which referred to *“the first four storeys of a building or within the first 16 metres of building height above ground level, whichever is the lower ...”*

By contrast, the version of the CCZ7 proposed by CV at the original Hearing referred to the more generic term, ‘lower’ floors of buildings, compared with ‘upper’ floors used elsewhere. At the original Hearing, submitters such as LSH Group Australia generally supported the greater flexibility that would be associated with the use of the term ‘lower’ and ‘upper’ floors of buildings.

The re-exhibited version supported by both Council and CV now refers to the first four storeys of a building in both the purpose and Table of uses.

The Panel queried why the alternative reference to *“first 16 metres of a building”* had been deleted given its earlier support for this wording in its Interim Report. Council and CV advised that this was a result of instruction from DELWP. However, DELWP did not provide clear reasoning to the Panel as to why this was necessary or appropriate especially having regard to the Ministerial Direction on the Form and Content of Planning Schemes.

A number of submissions from land owners in the Precinct raised concerns that the reference to a preference for arts, creative and cultural uses within the *“first four floors”* of buildings was too prescriptive; with the consequence that it would either be unachievable or may make certain types of development and land use unviable. This was particularly emphasised by submitters with large land holdings such as Manoa Pty Ltd or with height restrictions such as Pacific Asia Express Pty Ltd as elaborated in Chapter 5. They urged the Panel to reinstate the broader wording referencing ‘lower’ and ‘upper’ floors of buildings if this approach was to be pursued.

It is worth noting here that in Amendment C308, DDO1 will (if approved) require the first 20 metres of a building to consider higher ceiling heights for more adaptable uses. The C308 Panel Report states:<sup>29</sup>

There is a general issue with respect to ceiling heights as to whether a minimum of 3.5 metres floor to floor heights would be sufficient in the lower 20 metres of a building. This requirement is consistent with the proposed controls for the Southbank Arts Precinct (C323 Interim Report December 2018), but in contrast to other schemes. For example the Panel for Amendment C172 Chapel Street Activity Centre proposed that the minimum floor to floor in the lower floors of a building of 4.0 metres for the first level (ground floor) and 3.8 metres for the subsequent lower floors to cater for future building adaptability; this was in response to the suitability of heights for commercial floors at lower levels.

<sup>29</sup> Page 56, Melbourne C308 (PSA) [2019] PPV 28 (16 May 2019).

## Discussion

The Panel regards this measure as a key mechanism to facilitate the overarching intent of the Amendment to strengthen the Precinct as an arts, cultural and creative precinct of State significance.

The Panel maintains the position outlined in Chapter 4.4(ii) of its Interim Report. Specifically, it accepts Council and CV's submissions that there is a need to 'change the status quo', especially for emerging private development within the Precinct. In the absence of this, market forces are leading to conventional commercial and residential towers especially along Sturt Street, often without provision or possibility for arts, cultural or creative uses either at development stage or in future retrofits.

The Panel considers that ensuring the provision of appropriate space for arts, cultural and creative uses are entirely legitimate aspects of the Amendment and are a feature that will strengthen the distinctiveness of the Precinct.

Many types of arts, cultural and creative uses have particular physical requirements or are best facilitated by adaptable spaces given diverse demands. Theatre or circus performance or rehearsal spaces may have different requirements to sculpture studios, for example. Many arts, cultural or creative uses may require higher than average ceiling heights or mezzanines.

The question is whether the schedule should specifically nominate the parts of buildings in which such uses are preferred.

In the Panel's opinion, the first (lower) four storeys or, preferably, the first 16 metres of a building whichever is the lower is a reasonable starting point for the reasons explained in its Interim Report.

This view is formed on the basis that the schedule does not seek to mandate the use of lower levels for this purpose, either partially or exclusively. Rather, it is a physical measure intended to guide the exercise of discretion. The Panel believes that this exercise of discretion by decision makers will be critical for the success of this particular measure.

DELWP appears to be seeking a particular approach that references the term 'storeys' which is defined in the planning scheme. Even so, the Panel notes the many complex decisions of the Victorian Civil and Administrative Tribunal as to what constitutes a 'storey'.

The Panel has considered Planning Practice Note 60, September 2018 which relates to Height and setback controls for activity centres. It provides guidance that could be applied equally to this Precinct as follows:

### **References to building heights and setbacks**

The preferred expression of heights and setbacks is in metres and should be in reference to a defined point such as the footpath at the frontage or Australian Height Datum or natural ground level. Reference can also be made to height in terms of storeys, however the definitive control should be in metres.

Where references to both metres and storeys are used, adequate allowance should be made for greater floor-to-floor heights needed to support employment uses where the zoning supports these uses.

In terms of what is appropriate for the current provisions, floor to ceiling heights already vary across existing development in the Precinct. Arts and creative uses have varying requirements depending on the nature of the use. As explained in its Interim Report, the Panel prefers the 16 metre measure to cater for flexible floor to ceiling heights that are often desirable for creative uses. It explained:<sup>30</sup>

On balance, with an emphasis on viewlines, the Panel considers that it is appropriate for all references in the schedule to be to the lower 16 metres of buildings rather than four storeys specifically, encompassing flexibility and the ability for applicants to incorporate lesser storeys if desired (with for example double height ceilings or greater, or mezzanines) within this building volume. The reference to four storeys or 16 metres whichever is lower tends to assume commercial type ceiling heights that may not suit some arts uses. The control would also need to carefully document where the 16 metres measurement is to be taken from, such as from the centre of the site along the primary frontage.

The Panel notes that Amendment C308 refers to the lower 20 metres of buildings, and recommends floor to ceiling heights at ground level of a minimum of 3.5 metres. The Panel's recommendation for the current Amendment would provide a consistent approach.

The maximum building heights for land along the Sturt Street spine (Area 4A in DDO60) are a preferred maximum of 40 metres, generally consistent with more recent development in the Precinct (with a floor area ratio of 10:1 as a modified requirement). The Panel considers that a discretionary requirement to make provision for arts, creative and cultural uses within the lower four levels or 16 metres of a building, whichever is the lower, is reasonable.

A judgement will need to be made about the extent to which each proposal would in fact contribute to the purpose of the schedule. In some instances, a single purpose-built arts, cultural or creative facility at ground level may be entirely adequate. This will need to be considered in the broader exercise of discretion and relates to the comments throughout this report that the provisions of the schedule will need to be applied qualitatively.

### **(iii) References to examples of arts, creative and cultural industry uses**

#### **Evidence and submissions**

The CCZ7 purposes have been redrafted to make specific reference to types of arts, cultural or creative uses such as media, design, literature, fashion, cultural heritage, arts education and the like. Arts Centre Melbourne (Submitter 4) supported this approach to clarify what form artistic and creative offerings may take. Mr Munt advised that the specific types of uses referred to were informed by the current work of CV.

At the original Hearing, CV had proposed a 'note' before the Table of uses describing "*Creative industries*" for the purposes of the schedule. The Panel understood this approach but had some reservations given the desire to streamline the content and format of planning scheme provisions, especially the need for consistent land use definitions across the Victoria Planning Provisions.

<sup>30</sup> Page 47, Chapter 4.4 (ii).

At the resumed Hearing, DELWP confirmed that it has no current intention to expand the land use definitions in the Victorian Planning Provisions to include “*Creative industries*” or similar.

The Panel asked the parties whether it would be preferable to refer to broader types of uses, especially given the constantly emerging nature of this industry, as emphasised by Ms Lasica. Those parties who responded indicated that they would be comfortable if the Panel made a recommendation to this effect.

### **Discussion**

The Panel does not see any real benefit in individually documenting creative uses for this Precinct. A risk of making reference to particular types of arts, cultural or creative uses is that it may become outdated within a short period of time, or may suggest that only nominated types of creative uses are encouraged by the schedule.

In reality, such uses are incredibly diverse and it is important to encompass emerging uses over time. Also, not all these uses can be described as ‘industry’. Industry is but one sub-set of such uses, commonly relevant to creative uses.

In these circumstances, the Panel considers it is preferable to refer to “*supporting the growth of a full range of arts and cultural uses and creative industries*”.

### **(iv) References to ‘design excellence’**

#### **Evidence and submissions**

Council and CV acknowledged that the proposed DDO1 contained in Amendment C308 sought to elevate the acceptable threshold of design quality in the Arts Precinct to “*design excellence*”, and that this threshold is elevated above the “*high quality*” threshold generally sought in central Melbourne.

This was not expressly contested in the Hearing and no specific submissions were made on this purpose of the CCZ7. Mr Munt submitted that this was a sound objective that would direct new buildings to express a connection to the Arts Precinct in response to Amendment C308.

There was some discussion about how the threshold of “*design excellence*” would be measured or determined and whether the involvement of the Office of the Victorian Government Architect (OVGA) could be a requirement or whether referral of applications to Council’s own internal urban design team would be appropriate.

Mr Tatton advised that for larger civic projects underway, such as No 1 City Road and NGV Contemporary, a Design Quality Team was generally employed to review architectural excellence and that although this was not an OVGA constituted Design Review Panel, the OVGA was represented on this team.



## Discussion

The Panel considers that the purpose of the zone ensuring new buildings deliver “*design excellence*” is sound, workable and appropriate for this arts precinct of State significance.

The C308 Panel report provides useful guidance:<sup>31</sup>

When it comes to design excellence, clearly the bar is much higher and requires the skills and talent of highly competent and innovative architects, together with sympathetic clients. This is especially appropriate for strategic sites and civic works. It would be appropriate for Council to advocate for design excellence where any of the following apply:

- the development abuts significant architecture (heritage or contemporary), or
- the development is hyperdense, or
- the development has a complex context, or
- the development is on a strategic site, or
- the development is in an area that has a metropolitan function including the Southbank Arts Precinct.

The key issue is how it can be measured or determined that an application meets this threshold.

The Panel is of the opinion that in assessing whether a proposal meets the threshold of “*design excellence*”, a variety of strategies could be employed such as internal urban design referrals at Council (acknowledging that Council’s Urban Design unit is skilled and well regarded), design review panels (possibly through the OVGA) or other quality based selection methods such as design competitions or peer reviews. This is discussed further in Chapter 4.4 below.

### (v) References to contributions to the “*legibility*” of the Precinct

#### Evidence and submissions

The use of the word “*legibility*” was debated in the Hearing.

Mr Munt on behalf of Council and CV submitted that “*legibility*” is an appropriate word to express the intent of the Amendment and, since “*no-one can think of a better term ... it is important that it is there*”.

Ms Heggen stated that if the term “*legibility*” of the Precinct was not supported, the intent could be expressed in a different manner for example, “*the capacity to read and understand*” the building as part of the Precinct. In her opinion, this would be highly dependent on the use of the lower levels of buildings and the visual connections provided.

LSH Group Australia submitted that the reference to the legibility of the Arts Precinct should be deleted from the schedule as it was subjective and unclear.

<sup>31</sup> Page 9, C308 Panel Report.

Following the Hearing, the Panel requested that Council and CV give further consideration to whether the use of the term “*legibility*” was suitable or whether another description was preferable. They submitted:<sup>32</sup>

MCC and CV have reviewed our position and consider that the term “legibility” best captures a sense of place for the Melbourne Arts Precinct. Legibility will be mainly determined by the delivery of arts, cultural and creative industries on the first four storeys of buildings and through design excellence reinforced by the role of the Office of the Victorian Government Architects. We are unable to provide any other acceptable wording to replace the term “legibility”.

### **Discussion**

In the Panel’s view, a critical point of distinction for successful development in this part of Southbank is that it should connect with or contribute to the sense of place as an arts precinct. Legibility as part of this precinct can be expressed in subtle or more overt ways. It can be expressed by land use, development or both.

The schedule rightly does not seek to prescribe the way this should be achieved. It simply provides this as a desired outcome, which the Panel regards as an important element in strengthening the Precinct, especially towards its southern, less cohesive end.

Past strategic work including the Southbank Structure Plan, the Southbank Study Area and the C171 Panel Report has not singled out the Arts Precinct as warranting specific or unique built form controls to differentiate it from the rest of Southbank or the Hoddle Grid (apart from mandatory height controls given effect through DDO60 through Amendment C270). In short, were it not for differentiating factors in the schedule to the CCZ, buildings in the Arts Precinct would otherwise be subject to the same design requirements and objectives as a tower in the Central City or Southbank.

The Panel expressed the view early in its consideration of the original form of the Amendment that there was justification for considering more defined built form aspirations for the Precinct. Although this was not pursued in full as part of this Amendment, it follows that the more general aspirations of the schedule to establish a sense of place and an integrated relationship with the public realm are supported.

In terms of the language proposed in the schedule, many terms used to express urban design concepts can be hard for a non-specialist to understand. For example, other elements of the schedule that were not opposed include ‘street frontage activation’, ‘passive surveillance’, ‘pedestrian engagement’ and the like. Each of these relies on a qualitative and contextual assessment.

The Panel considers that the concept of legibility is part of this suite of urban design terminology that can be justified to achieve specific requirements. This is subject to two basic provisos – first, that the underlying objective is justified and second, that there is no other simpler, effective alternative. The Panel considers this is the case for this schedule,

<sup>32</sup> Document 17.

which seeks to create a precinct that reads as a distinctive and cohesive arts precinct of State significance.

The Panel notes that the term 'legible' is also used in DDO1 proposed in Amendment C308 to describe the physical architecture of a place or element of a building (such as entries, pedestrian connections and urban blocks). The C308 panel supported the use of the term in that context after considering detailed evidence and submissions.

#### **(vi) Conclusions**

The Panel concludes:

- It is appropriate for CCZ7 to seek to facilitate arts, cultural and creative uses within the lower four floors of buildings or preferably, within the lower 16 metres of buildings above natural ground level.
- It is preferable to refer to arts and cultural uses and creative industries broadly, rather than seeking to document examples or categories, to allow for a diverse range and emerging uses.
- Consistent with the recommendations of the Panel for Amendment C308, it is reasonable to seek 'design excellence' for buildings in the Melbourne Arts Precinct.
- The term "legibility" of the Precinct in the CCZ7 purposes is capable of being understood and applied to mean establishing a sense of place within an arts precinct. Legibility could derive from a wide range of built form or land use elements.
- Refinement to the wording of the zone purpose should be made consistent with the Panel's preferred version in Appendix D.

### **4.3 Table of uses**

#### **(i) The issues**

The issues are the appropriateness of:

- permit requirements for arts, cultural and creative land uses
- permit requirements for conventional office or residential use on the lower four floors of buildings
- the floor area conditions for uses such as Food and drink and Shop without a planning permit.

#### **(ii) Permit triggers for arts, cultural and creative land uses**

##### **Evidence and submissions**

While arts, creative and cultural uses are encouraged on the four lower levels of buildings, the only uses that could be carried out without a planning permit are most likely confined by the Table of uses at Clause 1.0 in the CCZ7 to:

- Art and craft centre
- Cinema based entertainment facility
- Dancing school
- Education centre

- Home based occupation
- Market
- Office
- Place of Assembly
- Shop.

Parties generally acknowledged the challenges of needing to fit within established land use definitions in the planning scheme within the context of this tailored schedule. However some submitted that the Table of uses does not readily encompass the types of uses contemplated for this precinct. Manufacturing sales was included in the original version of CCZ7 but appears to have been deleted for some unknown reason.

### **Discussion**

While a broad range of arts and creative uses constitute Industry as this term is defined in the planning scheme, the Panel agrees that it would not be reasonable for Industry to be permissible without a planning permit, especially in what is effectively a mixed use precinct.

In the absence of a definition of Creative industry or similar, it is unfortunately inevitable that a relatively high proportion of arts and cultural uses will probably still require a planning permit under the schedule. That said, the purposes, application requirements and decision guidelines are well targeted to provide support where appropriate.

Overall, the Panel concludes that the Amendment makes best use of available planning scheme tools. However, the Panel has some reservations about the practicality of how Office has been approached in the Table of uses.

The use of land for an Office would not require a permit if “*associated with arts, cultural and creative industry uses*”. The responsible authority would presumably intend to identify this through the detailed application requirements proposed in Clause 2.0 which would require a description of the proposed use and the types of activities which will be carried out. It is significant that more detailed information about the proposed layout and operation of the uses would only be required under Clause 4.0 if buildings and works were also proposed.

The Panel fundamentally supports the proposition that offices associated with arts, cultural or creative uses should not require a planning permit in the lower four levels of buildings within the Precinct. While there may be little if any difference in the *built form* outcomes between an office used for these purposes as opposed to other purposes, in *land use* terms, it would be one way of providing complementary, supporting or grouped functions to entrench the focus of the arts precinct.

However, there remains an inherent potential for variable application through the use of the term “associated with”. An assessment will almost always be required, and should be guided by the need for a real and substantial ongoing connection with an arts, cultural or creative industry use, and limited capacity to ensure enforceable outcomes if the type of office use were to change after establishment (for example, if the client base were to change), since there is no practical way to record or commit to the particular type of office use. The Panel does not consider that a section 173 agreement would be justified or practical in these circumstances, especially for an intended as-of-right use.

Provided Council is prepared to adopt this level of assessment and management as the responsible authority administering and enforcing planning permits, the Panel would be prepared to support this general approach in the absence of other feasible alternatives. This aspect of the Amendment should be carefully monitored once operational to confirm its effectiveness.

**(iii) Permit triggers for conventional office or residential use**

**Evidence and submissions**

Council and CV acknowledged that a large part of the success of the Amendment will depend on factors outside the statutory framework, but such success is dependent on providing a “lever” in the planning scheme to achieve it. Mr Munt referred to this as “*a targeted intervention*”; a mechanism to alter the development market. Similarly, Ms Heggen supported the Amendment as currently drafted, explaining that it was largely about “*curating*” land use in the Precinct.

LSH Group Australia emphasised in submissions that it was entirely unreasonable to require a planning permit to be obtained for the use of the four lower levels of buildings for offices or accommodation given the Capital City zoning.

Other submitters emphasised aspects of Mr Henshall’s original evidence to the Panel, that not all sites can realistically provide four floors of arts, creative and cultural uses. Site by site consideration will be required.

Pacific Asia Express suggested that other mechanisms could be considered, such as a building height uplift as an incentive to provide arts, cultural and creative uses. This was not the preferred approach taken by CV or Council.

**Discussion**

This issue is closely tied to the justification for the Amendment. The Panel and parties have accepted the desirability of strengthening the Precinct for arts, creative and cultural use and its consistency with planning scheme policies.

In its Interim Report the Panel accepted that, in the absence of a specific schedule directly targeting land use, the status quo was likely to continue with conventional office and residential towers (perhaps with a confined conventional retail component) potentially crowding out the arts, cultural and creative uses sought for the Precinct. The location of this land within an acclaimed arts destination on the edge of the Central City is a significant drawcard for conventional office and residential development as well as for arts, cultural and creative industry uses.

In this setting, a balance needs to be struck between managing legitimate development expectations with the objectives to enhance the Precinct and support its continued development as a hub for arts, cultural and creative industry uses.

The Panel considers that this balance has been reasonably struck by introducing a requirement for a planning permit if the four lower levels (or 16 metres) of buildings in the Precinct are sought to be used for conventional offices or accommodation. In this way, the Amendment introduces a meaningful point of difference between this Precinct and other

areas of the Central City and Southbank, which the Panel thinks is necessary if the Amendment is to achieve its objectives.

Whether such a permit should be granted will depend on a series of directed decision guidelines that are considered by the Panel further in the following chapter. There is still every opportunity for such uses to occur without permission on upper levels of buildings, noting that many sites have the potential for taller forms of development.

#### **(iv) Floor area conditions**

##### **Evidence and submissions**

This issue was addressed in depth in submissions and evidence at the original Hearing, and the Panel documented its opinions in Chapter 4 of the Interim Report. The only notable additional comment in response to the re-exhibited Amendment was a suggestion by Mr Naughton that the leasable floor area for an as-of-right Shop should be increased to 250 square metres. This was considered to be more reflective of the condition for an as-of-right Shop in the planning scheme more broadly.

##### **Discussion**

The Panel generally supports the scale of Food and drink premises and Place of worship nominated in the schedule for use without a planning permit. The floor area conditions generally strike the right balance between allowing a range of such uses that may complement key preferred uses, while not providing substantial floor space for large format uses of this nature without further consideration as to how they interrelate with the purpose of the Precinct. That said, the Panel supports the increase in the cap for as-of-right Shop to 250 square metres, as this is generally consistent with other examples in the planning scheme and could provide a valued service to residents and visitors while not detracting from the key objectives of the Amendment.

#### **(v) Conclusions**

The Panel concludes:

- It is unfortunate, but somewhat inevitable, that many of the types of uses sought to be facilitated in the Precinct will require a planning permit given the lack of detailed land use definitions in the Victoria Planning Provisions.
- It is appropriate for conventional office or residential use of the lower four floors of a building in the Precinct to require a permit.
- The Panel supports the floor area conditions in the Table of uses subject to an increase to the area for a Shop without a planning permit to 250 square metres.

## **4.4 Application requirements – land use and development**

### **(i) The issues**

The issues are the appropriateness of:

- the requirement to specify details of proposed arts, cultural and creative uses
- the requirement for an acoustic assessment for applications for residential use.

**(ii) Details of proposed arts, cultural and creative uses**

**Evidence and submissions**

Some submitters were concerned about the application requirement in Clause 4.0 to specify *“the intended arts, cultural and creative industry uses, including the floor area and any specifications or requirements”* as part of an urban context report. LSH Group Australia considered it was not feasible for a developer to know or be able to commit to these details at the stage a planning permit application is applied for.

Council and CV explained that their intention was to generally ensure adequate, adaptable spaces would be provided in new development, capable of providing floor space for a diverse range of arts, creative and cultural uses. This was consistent with both the proposed purpose of the schedule and enhanced policy.

**Discussion**

The question is how the application requirement should be worded since it cannot be assumed that an ‘end user’ will have been identified or confirmed when lodging a planning permit application.

The Panel agrees that the application requirements should not mandate the provision of information that is dependent on the needs of the actual end user. Rather, at minimum, it should be sufficient to demonstrate that the spaces to be provided are suitable for a range of potential arts, creative and cultural uses.

Therefore, the Panel recommends the use of the words *“Potential arts, cultural and creative uses, including the floor area and specifications or an outline of building features to ensure adaptability for such uses”*. This would be subject to the proviso *“as appropriate”* in the forward to the dot point.

**(iii) Acoustic assessments**

**Evidence and submissions**

The Australian Ballet submitted that the wording of the Amendment does not differentiate between arts-related and non-creative industries in relation to amenity protection. It suggested the following wording for a decision guideline:

Where the development abuts elements of the precinct identified as core current or future Arts organisations or places, a reverse amenity applies to abutting development that recognises the 24/7 nature of world-class arts precinct and their continual change and transformation.

LSH Group Australia questioned how an acoustic assessment to determine the *“maximum permissible noise from nearby noise sources”* would be measured as part of an application requirement.<sup>33</sup>

<sup>33</sup> Submission by Planning Property Partners on behalf of LSH (4 July 2019)

Ms Heggen stated that the noise and acoustic issues required an ‘agent of change’ principle to apply for reverse amenity, and that Clause 53.06 (Live Music and Entertainment Noise) applies in setting noise standards and application requirements for new noise sensitive uses. She also suggested that key arts institutions that may generate music and entertainment noise could potentially seek to be included in the schedule to Clause 53.06 to protect performance and rehearsal spaces.<sup>34</sup>

On Day 1 of the Hearing, Mr Naughton appearing for LSH Group Australia confirmed that the wording of this part of the application requirements would be acceptable.

### **Discussion**

In its Interim Panel Report, the Panel considered the need to protect the ongoing operation and expansion of arts, creative and cultural uses in the Precinct, many of which may generate noise or night time activity. It is important to provide appropriate standards for new residential development in the Precinct to ensure that future residents are provided with a suitable level of protection.

In the case of this Amendment and CCZ7, the application requirements specify what levels of acoustic attenuation must be provided for *new* habitable windows, ensuring the onus is on new developments to protect their own amenity.

The Panel invited parties to the resumed Hearing to comment on the approach taken in the recently introduced Special Use Zone Schedule 6 (Collingwood Arts Precinct) to the Yarra Planning Scheme (SUZ6) which sets out detailed acceptable sound levels to protect nearby existing residential amenity for guidance on suitable noise levels. The Panel agrees with Council and CV that the terminology used for acoustic control in the SUZ6 is not directly transferable to the Melbourne Arts Precinct. Instead, the controls for the Melbourne Arts Precinct can be simplified to refer to the need for sensitive uses to incorporate protective construction measures.

The Panel considers that there was general consensus between the parties that it was appropriate to adopt the same standard used in the CCZ3 currently in the planning scheme namely to limit internal noise levels to a maximum of 45dB LAeq. It approves of the use of this standard in the Melbourne Arts Precinct context but does not consider that there is any need for greater specificity as proposed by the Australian Ballet.

### **(iv) Conclusions**

The Panel concludes:

- A permit application for the use of land should be accompanied by a description of the potential arts, cultural and creative uses capable of or intended to occupy the building, including details the floor area and specifications for such use or uses.

<sup>34</sup> Noting that “live music entertainment venue” is defined for the purpose of that provision to include a rehearsal studio or venue used for the performance of music.



Alternatively, an applicant can demonstrate features of these parts of the building that are suitably adaptable to provide for such uses.

- The proposed construction standard for new dwellings to provide noise protection is supported subject to suggested refinement of the information to be provided to identify noise sources in the accompanying acoustic report.

#### **4.5 Decision guidelines – land use and development**

The issues are:

- Implementation challenges associated with encouraging buildings to contribute to the “*legibility*” of the Precinct
- How to apply the aspiration for “*design excellence*” and whether the proposed role of the OVGA in the re-exhibited Amendment is appropriate
- Whether there is sufficient flexibility to determine what is a reasonable proportion of buildings to be used for creative and cultural uses on specific sites, such as sizeable sites with large floor plates or confined building heights
- Whether other decision guidelines are warranted.

##### **(i) “Legibility” of the Arts Precinct**

###### **Evidence and submissions**

One of the more contentious decision guidelines of the proposed CCZ7 relating to buildings and works applications provides that the responsible authority should consider the following as appropriate:

- The interface between the development and the public realm including:
  - Whether the development contributes to the legibility of the Melbourne Arts Precinct as an arts precinct ...

This would apply in addition to considerations such as active street frontages, passive surveillance, impacts on public spaces and infrastructure and the like.

Some submitters regarded this guideline was poorly expressed, unclear in its intent and suggested it be deleted.

###### **Discussion**

The Panel views the terminology as being about how a place or urban setting is ‘read or understood’ as per Ms Heggen’s evidence. It regards this decision guideline as intending to encourage land use to provide a ‘sense of place’, respecting and contributing to its setting as part of a State wide arts precinct, rather than a more conventional commercial or residential part of the city.

In the Panel’s view, the reference to “*legibility*” as it appears in the decision guidelines of the CCZ7 is sufficiently flexible to allow applicants an opportunity to frame their design responses in the context of the setting within a precinct of State significance. It would urge developers and their consultant team to ensure that development applications demonstrate that they have given due regard and responded to the unique setting of the particular site within Melbourne’s primary arts precinct.

This Precinct already contains notable buildings demonstrating design excellence and an emerging thoughtful approach to creating integrated public spaces and complementary retail facilities - the most recent being the newly completed Ian Potter Southbank Centre (John Wardle Architects) which sits alongside the Melbourne Recital Centre (ARM Architects).

**Figure 2** The Ian Potter Southbank Centre, Sturt Street Southbank (John Wardle Architects 2019), public forecourt and cafe (integrated with heritage façade)



*Source: Panel photographs*

The Panel disagrees that the use of the term “*legibility*” in this context is unclear. In the case of the Arts Precinct there are numerous ‘visual clues’ from the northern edges of the Precinct that the urban setting one is entering is site specific and different to the Southbank high rise setting and for that matter the Hoddle Grid upon encountering the NGV, Arts Centre and Hamer Hall buildings. As one journeys southwards along the Sturt Street spine, the ‘visual cues’ continue from the Melbourne Recital Centre, Australian Ballet Centre, ABC building, Malthouse and Australian Centre for Contemporary Art. The recently completed Ian Potter Centre is a natural extension of and insertion into these urban forms and a progression of unique architectural forms that spell out a urban language that would be

difficult to read as anything but an arts precinct (for example, it would be difficult to interpret them as purely residential or commercial buildings).

In the Panel's opinion, the land owned by Manoa Pty Ltd is a prime example of a privately developed site with high legibility as part of the Precinct in terms of both built form and land use. It has a considered and 'playful' use of concrete with colourful external artwork combined with its activation through an elevated height glazed ground floor for arts and creative uses that wrap around the façade and side of the building, spilling out into an activated walkway with gallery displays.

**Figure 3** 152-160 Sturt Street



Source: Google Images

**(ii) "Design excellence" and the role of the OVGA**

**Evidence and submissions**

Council and CV explained their view that the characteristics of the Precinct do not readily lend themselves to specific built form guidance in the schedule.

One of the proposed decision guidelines that the responsible authority must consider as appropriate is:

The views of the Office of the Victorian Government Architect as appropriate, as to the architectural expression and materiality of the proposal having regard to the significance of the Melbourne Arts Precinct.

Mr Munt submitted for Council and CV that the decision guideline relating to architectural expression and materiality is one mechanism proposed to respond to the Panel's view (expressed in its Interim Report) that the controls should seek to ensure "design excellence", consistent with the CCZ7 purposes.

Ms Heggen considered this was a reasonable requirement to be applied 'as appropriate' since it may elevate the design and potential conveyance of the arts occupation of buildings. She considered that there are few redevelopment sites left in the Precinct, and that these should effectively 'punch above their weight' in terms of their design contribution given their siting in a special area.

Some submitters such as Pacific Asia Express Pty Ltd regarded this proposed decision guideline as overly onerous on developers.

### **Discussion**

The Panel concluded in its Interim and current Report that an expectation of elevated design standards should apply to the Precinct. The question is how this should best be expressed in decision guidelines.

The Panel supports the wording of this decision guideline as proposed, understanding that it is a flexible guideline.

The basic onus will be on applicants to ensure that development proposals are of a sufficiently high standard for their context within existing and emerging eminent and exemplar buildings in the Precinct. Ultimately, developers and their design teams must understand that what is expected in this sensitive and valued setting is to deliver design responses that demonstrate a highly considered and contextual approach to the design process both in the lower levels and upper forms.

Of equal importance to the architectural merit of the building is the way that it connects with other buildings and the public realm as part of an integrated arts precinct. This is extensively borne out in the proposed DDO1 (via C308) and DDO60 (via C270) and supplemented by the purpose and decision guidelines of CCZ7.

It is also important to provide scope for innovative design in the Precinct, which is an inherent contributor to its uniqueness and attraction. For example, highly valued buildings curated for arts institutions such as the Roy Grounds designed bluestone NGV building are often purpose built and do not always provide conventional 'active' streetscape interfaces.

Decision makers should be careful not to stifle the creative process to the extent that applicants and their design team are weighed down by so many processes and requirements that proposals are compromised and watered down.



**Figure 4** Sturt Street entrance to the Melbourne Recital Centre and to the right is the Dodds Street elevation of the Southbank Theatre (both by Ashton Raggatt McDougall, 2009) with glimpses of the Victorian College of the Arts School of Drama building in the background to the left of the image (Edmond and Corrigan, 2002)



*Source: Panel photographs*

The Panel for C308 also found that mandating a design review panel will not necessarily guarantee design excellence as an outcome. This Panel agrees. The use of the wording ‘as appropriate’ should be seen as allowing flexibility rather than automatically deferring to the OVGA or a design review panel to determine design excellence. It would also be unnecessarily onerous for applicants, decision makers and that body itself to expect all permit applications to be considered by the OVGA.

The Panel expects that a high proportion of permit applications for development of even sizeable buildings could be capably assessed by Council’s own urban design unit or with the benefit of other mechanisms identified above.

The expertise of the OVGA should principally be sought when issues arise because of the nature of this land as part of a precinct. For example, consultation with the OVGA may be justified where the proposed development has potential to affect viewlines or interfaces with key arts institutions or exemplar buildings, or where important issues of integration with the public realm arise.

**(iii) Proportion of buildings to be used for arts, creative and cultural uses**

**Evidence and submissions**

This was a key issue raised by submitters, with ‘both sides of the coin’ expressed by the owners of both height restricted sites and those with large site area.

Pacific Asia Express Pty Ltd<sup>35</sup> raised concern about the potential interaction between CCZ7 and DDO60. It submitted that it would be very challenging for a development on its land to contribute to the preferred land use mix in CCZ7 given a maximum mandatory building height of 14 metres under the Design and Development Overlay (Schedule 60 – Area 4B Dodds Street). This submitter explained that it would not be reasonable for the lowest four floors of the building to be dedicated to creative or cultural uses in these circumstances. This height contrasts with a maximum building height of 40 metres for much of the Sturt Street spine (Schedule 60 – Area 4A).

A broader concern was that the provisions of the Amendment may deter redevelopment of sites such as these on the periphery of the Precinct, providing greater commercial opportunities in existing building formats.

Submitters such as Manoa Group Pty Ltd and LSH Group Australia raised what is effectively the ‘flipside’ of the submission made by Pacific Asia Express. They were concerned that CCZ7 would impose an excessive burden for sites with large floorplates if there was an expectation that the whole lower four floors needed to be dedicated to creative or cultural uses.

Council and CV considered that the decision guideline for the use of the land seeking to consider “*the extent of arts, cultural and creative industry floor spaces relative to the height and overall floor space of the building*” would provide sufficient flexibility for suitable outcomes in scenarios such as these.

**Discussion**

The Panel agrees that it is important to direct a decision maker’s attention to the issue of proportionality by reference to the type and density of development that could potentially be achieved on the application site. It regards the proposed drafting as sufficiently flexible to provide for a more confined contribution on sites with reduced height capacity, as well as to contemplate only the partial use of larger lower levels of buildings for arts, creative and cultural uses.

However, it considers it important that a similar decision guideline be included in respect of *buildings and works* applications under the schedule, not only for *use* applications, since this will directly inform the design response.

The Panel also emphasises its comments elsewhere in this report about evaluating contributions to Precinct objectives to achieve workable outcomes.

<sup>35</sup> Original submitter 3 and re-exhibited submitter 11.

One other issue that became apparent at the resumed Hearing was the potential for difference in views about what would constitute an arts, creative, cultural or aligned use. For example, Mr Naughton explained the challenges in securing creative industry tenants for his client's proposed development.

The Panel considers that there is scope for some activities conducted under the auspices of the Mercedes Benz business proposed for part of the site to be regarded as arts, cultural or creative land uses. This might include museum space for significant vehicles, display space in connection with the Melbourne Fashion Festival (for which the company is a major sponsor) or associated event space that may be available for hire for creative purposes. This will depend on the real and substantial purpose of these uses as well as whether they are to be characterised as separate or integrated uses.

**(iv) Are other additions warranted?**

**Evidence and submissions**

In evidence, Ms Heggen proposed additional decision guidelines pertaining to the extent to which an applicant has sought to make provision for arts, cultural and creative uses within a development. These would include *"whether a demonstrated attempt has been made to engage with the creative and cultural sector to identify potential occupiers"*.

Some commercial landowners in the Precinct expressed concern about this proposal. They were concerned that it would 'raise the bar' in terms of what is required and may be unworkable when having regard to market demand.

**Discussion**

The Panel considers that many elements of Ms Heggen's suggested decision guidelines are already implicitly included in broad decision guidelines already proposed in the re-exhibited Amendment. These include *"the extent to which the proposed use serves or supports arts, cultural and creative industry uses"* and *"whether the building is designed to accommodate arts, cultural and creative industry uses as part of the overall development ..."*

That said, the Panel sees benefit to both applicants and decision makers by including an extra *application requirement* (rather than a decision guideline) for the use of land to show *"attempts made to engage with the creative and cultural sector to identify potential occupiers"*.

This can be viewed in some respects as a 'best endeavours' clause. For example, an applicant could conceivably highlight a lack of practical options for a particular site or proposal despite best efforts that may justify the favourable exercise of discretion for a more limited floor area or alternative use of lower levels of a building. In conjunction with the referral to Creative Victoria (discussed below) it may also enable more targeted assistance to be provided to an applicant parallel to the planning process to facilitate preferred uses.

**(v) Conclusions**

Given the relatively bespoke nature of CCZ7 and attempts made to strike a balance between conventional commercial interests and the need to strengthen the operation and

presentation of the Melbourne Arts Precinct, the Panel agrees with the parties and Ms Heggen that it will be important to review its operation once practical outcomes emerge. This is expected to occur in the short to medium term and should be scheduled by Council, at least as part of its regular planning scheme reviews.

The Panel concludes:

- The reference to “*legibility*” as part of an arts precinct in the decision guidelines is appropriate and capable of practical implementation
- Buildings in the Precinct should aspire to design excellence although this is a qualitative measure. There are numerous techniques that could be used to assess this measure. The opinion of the OVGAs could be most useful where buildings would have a direct relationship to key institutional buildings or where proposals generate important interactions with the public realm.
- The decision guideline seeking to direct attention to the realistic capacity of a building to facilitate arts, cultural or creative uses is appropriate and especially relevant to properties with confined building heights or large footprints.
- A new decision guideline is warranted to demonstrate efforts engaged in by an applicant to identify potential occupiers given the focus and intended operation of the schedule.

**(vi) Recommendations**

The Panel recommends:

**3. Amend Schedule 7 to the Capital City Zone as provided in Appendix D.**

**4. Review the practical operation of CCZ7 in the context of the programmed review of the Melbourne Planning Scheme if not earlier.**

**4.6 Referral of permit applications to Creative Victoria**

**(i) The issues**

The issues are:

- whether it is appropriate to designate CV as a recommending referral authority
- how to identify the relevant ‘trigger’ for referral.

**(ii) Evidence and submissions**

The re-exhibited Amendment proposes to designate CV as a recommending referral authority in respect of permit applications for the lower four storeys of buildings in the Precinct.

Mr Munt on behalf of CV and Council submitted that there is broad scope in the *Planning and Environment Act 1987* to introduce referral authorities in a planning scheme for nominated types of applications. CV and Council submitted that it was appropriate to include CV since it is the expert agency for the arts, cultural and creative industries in Victoria.



Ms Lasica was a strong supporter of the proposal to refer permit applications to CV, with this authority having relevant information and a supporting role; being in a position to provide important oversight for the long term development of the Precinct.

A number of landowner submitters in the Precinct were concerned that the inclusion of CV as a referral authority might represent a potential 'road block' or at least an additional level of difficulty in obtaining a permit and that this may stifle reasonable commercial expectations for sites in the Precinct. For example, they pointed out that CV would be entitled to become a party to review proceedings at the Victorian Civil and Administrative Tribunal.

Council and CV responded that there was scope for CV to facilitate creative and cultural uses within floor space identified for this purpose and that this could be positive for landowners as well as those in the industry. They also explained that the referral would relate to the use and development of the lower four storeys of buildings but not other types of land use on higher levels of buildings.

### **(iii) Discussion**

Although Melbourne City Council has specialist knowledge of the arts, creative and cultural industries,<sup>36</sup> CV is the statutory 'umbrella' authority for these activities and associated development in this field.<sup>37</sup> It also has a key role in facilitating the Transformation Project and other relevant initiatives.

Therefore, the Panel supports the inclusion of CV as a recommending referral authority to enable its views to be taken into account. Although it is not a land manager per se such as Parks Victoria or an infrastructure authority such as VicRoads, it is a recognised statutory authority with precisely the type of expertise that is suited to assessing aspects of permit applications under the CCZ7. This aligns directly with the largely specialised purposes of the schedule to the zone.

In responding to the concern by some landowners that referral to CV may make the process more challenging, the Panel acknowledges that referral authorities invariably have a particular area of focus, and it will be up to the responsible authority to balance all inputs to a permit application to assess net community benefit and sustainable development in line with relevant policy.

The Panel has had regard to the fact that CV may also serve a facilitative role for liaison between developers and the creative industry, which would offer a potential benefit to the purposes of the schedule. However this is not of itself sufficient to justify referral authority status.

The Panel has also considered the trigger for referral. It supports referring both use and development applications to CV, since the CCZ7 is targeted towards both use and

<sup>36</sup> Including specialised departments facilitating these uses and industries including relevant referrals.

<sup>37</sup> Under the *Creative Victoria Act 2017*.

development in seeking to advance the purposes of the Precinct. The actual use and the provision of floor space for future use are equally relevant. However, the Panel recommends that this be expressed in the alternative, as “any permit application for use *or* development of the first four storeys” and with the addition of the words “*of a building in Schedule 7 of the Capital City Zone*” or similar.

The Panel has some residual concern about not wanting to confine CV’s response to only part of a building (if it exceeds four storeys or 16 metres) to enable it to consider issues such as proportionality as raised by submitters. Another alternative would be to refer all applications for use and development in the Precinct (in their entirety).

Given the relatively limited number of sites included in the Precinct, especially those with likely redevelopment capacity, this is unlikely to create any additional burden. However on balance, the Panel prefers the approach of confining the scope of the referral to applications insofar as they relate to the first 16 metres or four storeys of a building whichever is the lower. It is the use and development of this part of a building (not the upper storeys) that the controls identify as contributing to the achievement of the CCZ7 purposes.

#### **(iv) Conclusions and recommendations**

The Panel concludes:

- It supports the inclusion of CV as a referral authority for application insofar as they relate to the use or development of the first 16 metres or four storeys of a building in the CCZ7 whichever is the lower.

The Panel recommends:

- 5. Amend the trigger in Clause 66.04 of the Melbourne Planning Scheme for referral to Creative Victoria to “Any permit application for use or development of land in the first 16 metres of a building above natural ground level or lower four storeys of the building, whichever is the lesser”.**

## **4.7 Potential transitional provisions**

### **(i) The issue**

The draft provisions of CCZ7 do not propose any transitional provisions, with the new schedule to take full effect upon gazettal.

The issue is whether the CCZ7 should include transitional provisions, either for existing planning permits or existing permit applications.

### **(ii) Evidence and submissions**

At the Hearing, the Panel asked Council, CV and its witness Ms Heggen to consider whether any transitional provisions should be provided.

Ms Heggen was of the view that it would be reasonable to provide transitional provisions even though there was likely to be only one ‘live’ planning permit that was yet to be acted on in the Precinct. This would ensure that no further land use permission would be required to use the lower levels of that development for offices or accommodation.

Council and CV took a different view. They submitted that the interim provisions have been operative for some time with a similar operation to the controls now under consideration. They also noted the minimal number of properties that may be affected and considered it would not be unreasonable to require a planning permit to be applied for if offices or accommodation was proposed on lower levels of permitted buildings.

Notwithstanding its primary position, the Panel asked Council and CV to provide draft wording for a transitional provision if the Panel decided to support this approach. It suggested:<sup>38</sup>

**Transitional arrangements**

The requirements of this schedule do not apply to an application (including an application to amend the permit) made before the approval date of Amendment C323 to this planning scheme. For such applications, the requirements of this scheme, as they were in force immediately before the approval date of Amendment C323 continue to apply.

LSH Group Australia had not requested any transitional provisions be included, either in its written or oral submissions or its two annotated versions of CCZ7 provisions.<sup>39</sup>

However, LSH Group Australia responded in writing to the Panel strongly opposing the approach suggested by Council and CV. It suggested that *“if there are to be transitional arrangements they should provide that planning scheme requirements as they were in force immediately before the approval of Amendment C330 on 7 March 2018”* (Panel emphasis).<sup>40</sup> It requested a further opportunity to be heard if *“there are any further developments on this issue”*.

**(iii) Discussion**

It is likely that accrued or existing use rights would apply to many existing uses in the Precinct. However, if accrued or existing use rights did not apply, practical considerations would need to inform the application of relevant decision guidelines, such as where a change of use was sought for lower levels that would now require planning permission under the amended controls.

Given the above, as well as the long inception time for this Amendment, together with the similar nature of the existing interim controls, the Panel agrees with Council and CV that transitional provisions preserving previous versions of the planning scheme for current permit applications or permitted uses are not warranted.

In particular, the Panel would have reservations about the prospect of reverting to previous CCZ3 provisions for sites such as the LSH Group Australia site (as suggested) given the change in emphasis in future strategic directions for the Precinct.

<sup>38</sup> Document 17.

<sup>39</sup> Referencing the original and re-exhibited Amendment and the associated original and further Hearings.

<sup>40</sup> Document 18, noting that Amendment C330 was a Ministerial Amendment introducing the current CCZ7.

**(iv) Conclusions**

The Panel concludes:

- Properties with the benefit of current planning permits may have accrued or permitted rights otherwise existing use rights would apply in some form. Alternatively, the decision guidelines in CCZ7 can be applied intelligently to existing developments and uses to evaluate their ability to contribute to the purpose of the schedule as amended.
- Transitional provisions are not warranted for current permit applications or existing permits and the new controls should apply upon their gazettal.

## 5 Further response to submissions

### 5.1 Pacific Asia Express

#### (i) Submissions

Pacific Asia Express<sup>41</sup> raised concern about the potential interaction between the CCZ7 and the DDO60. It submitted that it would be very challenging for its site to contribute to the preferred land use mix in the CCZ7 given a maximum mandatory building height of 14 metres under the Design and Development Overlay (Schedule 60 – Area 4B Dodds Street). This submitter explained that the 14 metre height limit would only allow a building of up to four storeys, and it would be unreasonable for the lowest four floors of the building to be dedicated to creative or cultural uses in these circumstances. This height contrasts with a preferred building height of 40 metres for much of the Sturt Street spine (Schedule 60 – Area 4A).

A broader concern was that the provisions of the Amendment may deter redevelopment of sites such as these on the periphery of the Precinct, as greater commercial opportunities may be available in existing building formats or based on existing use rights.

Pacific Asia Express offered a number of potential solutions to the concerns it identified, suggesting that the Panel could recommend this site and the western side of Dodds Street south of Miles Street be excluded from the Precinct and the Amendment or possibly recommend that Council review the maximum building height for this land under the DDO.

Council and CV responded that *“the Amendment would not affect the development capacity of the Precinct. That is governed by Schedule 60 to the Design and Development Overlay”*.<sup>42</sup>

They also submitted that the controls relating to the use of the first four storeys of a building are discretionary and would be applied having regard to site specific conditions. More specifically, it pointed to the draft decision guideline directing consideration of *“the extent of arts, cultural and creative industry floor spaces relative to the height and overall floor space of the building”*.

#### (ii) Discussion

This submitter’s site is one of a handful of properties that would be affected by both the CCZ7 together with Area 4B height restrictions under the DDO60.

The Panel agrees that sites that have a mandatory height restriction of 14 metres (or approximately 4 storeys) are likely to have less realistic capacity to contribute to the purposes of the Precinct relating to the use of the lower four floors of a building.

<sup>41</sup> Original submitter 3 and re-exhibited submitter 11.

<sup>42</sup> Part A submission, paragraph 20.

For example, it would be unreasonable and unrealistic to expect that the entirety of the lower four floors or 16 metres of these sites be developed for creative or cultural activities because this would limit (or possibly even prevent) other types of more conventional commercial or residential use.

Mr Passarella conceded that the Pacific Asia Express site lends itself to a mixed accommodation and creative use. The Panel agrees that this is a reasonable outcome for properties such as these and that it is important for the creation of a vibrant Precinct to provide opportunities in adjacent streets where suitable. It would not be appropriate to 'carve out' this site from the Precinct on this basis.

At the same time, it recognises that different sites and different owners/occupiers will have different capacity to contribute to the particular purposes of the schedule relating to the use of the lower floors for arts, cultural and creative industry purposes. The schedule does not mandate the provision of all floor area within the lower four storeys or 16 metres be provided for creative or cultural use. This position is reinforced by the decision guideline that directs consideration to proportionality of floor space for various uses across a site.

As mentioned at the Hearing, it is not within the ambit of this Panel to recommend changes to the application of various areas within the DDO60 to provide capacity for increased development height. While the provisions will interact to some extent, this change does not automatically flow from the application of the Precinct land use controls.

The Panel concludes that this property should be included in the CCZ7 as proposed. If a permit application was made, consideration will need to be given to the practical extent to which it is reasonable to expect the site to contribute to the relevant Precinct purposes in light of its height limitations (if they remain applicable).

## **5.2 LSH Group Australia Pty Ltd**

### **(i) Submissions**

LSH Group Australia<sup>43</sup> submitted that elements of the re-exhibited drafting of the Amendment were a 'backward step' compared with its original drafting and that it would have potentially significant ramifications for private land owners in the Precinct in particular.

It also provided a marked up version of its preferred wording for CCZ7 to assist the Panel's deliberations.<sup>44</sup>

An overarching concern raised by LSH Group Australia was a concern about the practical implementation of the Amendment. Mr Naughton suggested that it may be "*fantastically aspirational*" but queried whether it was really achievable in practice.

<sup>43</sup> Original submitter 2 and submitter 10 following re-exhibition.

<sup>44</sup> Document 14.

**(ii) Discussion**

Most of the detailed concerns expressed by this submitter have informed the issues identified and considered by the Panel earlier in this Report.

It became apparent to the Panel during the Hearing that some parties such as LSH Group Australia may have overly narrow views on how the purpose of the CCZ7 could be satisfied for any given development proposal.

The Panel views the LSH Group Australia site as a possible valuable contributor to Precinct ambitions through the established sponsorship and curatorial activities it provides through Mercedes Benz. Future development of its site could provide an ideal fit with the Amendment subject to flexibility in the way a development makes provision for arts, cultural and creative uses.

**5.3 Manoa Pty Ltd**

**(i) Submissions**

This submitter owns land that has been developed with a sizeable apartment complex with creative uses at ground level, turning into an undercroft promenade to the north. It supported the proposed rezoning and the intent to agglomerate creative uses within the Precinct but explained:

Planning controls focused on facilitating the creation of such a precinct, however, should be mindful of the commercial realities associated with the use and development of land in the precinct. If the controls are overly restrictive they risk jeopardising not only the viability of commercial tenancies but also the overall life and vibrancy of the precinct.<sup>45</sup>

At a more detailed level, it raised what is effectively the ‘flipside’ of the submission made by Pacific Asia Express. It was concerned that the CCZ7 would impose an excessive burden for sites with large floorplates if there was an expectation that the whole lower four floors needed to be dedicated to creative or cultural uses.

**(ii) Discussion**

The Panel considers that the decision guideline directing the decision maker to consider proportionality ‘cuts both ways’. It is sufficiently flexible to account for large building floorplates, where it is conceivable that a creative or cultural use may be committed to for the whole of the lower level or the front portion of say the two lower levels (as an example), with permission granted for other compatible types of land use within the remaining lower levels.<sup>46</sup>

<sup>45</sup> Paragraph 29 of submission, Document 15.

<sup>46</sup> One more obvious complimentary option discussed at the Hearing may potentially be joint working space and accommodation for artists in a flexible layout.

In the Panel's opinion, it is important that the schedule does not propose to establish a fixed percentage for the proportion of a building to be provided for creative or cultural uses. This proportion will vary in each instance due to diverse factors including site features, demand for such use, building location, layout and design, overall site programming, financial viability and more.

The Panel strongly agrees with the observation made on behalf of Manoa Pty Ltd, that the planning controls need to be mindful of commercial realities, to ensure both the viability of land use and development in the Precinct, as well as its overall vibrancy. It has approached its consideration of the Amendment in both its Interim and Final Report with these considerations in mind, including the evidence of Mr Henshall and Ms Heggen as to how these objectives can realistically be achieved.

## **5.4 Other matters raised by submitters**

### **(i) Submissions**

A number of residential landowners or occupiers in the Precinct made submissions, some of whom supported the Amendment as re-exhibited. Others raised concerns about the potential for overdevelopment of the area, including potential increases in traffic and noise.

### **(ii) Discussion**

The Panel appreciated that it can be challenging for existing residents who value particular elements of a neighbourhood when new development is proposed, especially at a substantial scale. The proposed changes to the planning scheme as a result of this Amendment would generally maintain the development potential of sites in the Precinct rather than increasing it. Further, the Amendment deals with this issue by including the proposed decision guideline to consider "*the compatibility of the proposed use with any existing uses within the same building or on adjoining and nearby land*".

Noise from public realm works (especially at night time) appear to be genuine matters of concern for some residents, but are outside the scope of this Amendment and would need to be raised with Council or the relevant authority directly.

If the concerns pertain to expanded or modified arts facilities producing noise, it is important to recognise that land in the Precinct is included in the Capital City Zone and has a mixed use character. Given the prime inner city location and the vision for the Precinct, it is reasonable to expect increased vibrancy of the area, subject to responsible behaviour by current and future arts, creative and cultural industry tenants as well as compliance with applicable noise standards. Future residents will also benefit from the requirement for acoustic protection within new buildings as included in the CCZ7.

Likewise, to some extent, residents need to anticipate potential increases in traffic in connection with intended increased visitation to the Precinct, as well as from urban renewal initiatives which are foreshadowed in policy and reinforced by current zoning and overlay provisions.



## Appendix A Submitters to the Amendment

No.	Submitter (original)	No.	Submitter (re-exhibition)
1	Sturt St Pty Ltd		Dr Jacqui Young
2	LSH Group Australia		Margaret Bernardi
3	Pacific Asia Express Pty Ltd and AAW Global Logistics Pty Ltd		The Australian Ballet
4	Wendy Lasica		Arts Centre Melbourne
5	-		Yarra River Business Association
6	-		Peter Cox
7	-		Testing Grounds
8	-		Stefanie Pearce
9	-		Wendy Lasica
10	-		LSH Group Australia
11	-		Pacific Asia Express Pty Ltd
12	-		Manoa Pty Ltd

## Appendix B Document list

No.	Date	Description	Provided by
1	28/10/19	Draft Schedule 7 to Clause 37.04 of the Melbourne Planning Scheme	Council and CV
2	28/10/19	Council and CV Part A submission	Council and CV
2A	30/09/19 & 1/10/19	Letter from Council and CV to Panel regarding instructions	Council and CV
3	28/10/19	Supplementary evidence of Catherine Heggen – initial evidence?	Council and CV
4	28/10/19	Council and CV Part B submission	Council and CV
4A	28/10/19	Melbourne Arts Precinct – Amendment C323 Context Presentation, October 2019	Mr Tatton in evidence for Council and CV
5	28/10/19	Bundle of marked up policy documents created by CV handed to hearing on 4 October 2018	Council and CV
6	28/10/19	Schedule 6 to the Special Use Zone (Collingwood Arts Precinct), Yarra Planning Scheme	Panel
7	28/10/19	Submission	Pacific Asia Express Pty Ltd
8	28/10/19	Planning scheme mapping extracts	Pacific Asia Express Pty Ltd
9	28/10/19	Photographs of 102 Dodds Street, Southbank and surrounds	Pacific Asia Express Pty Ltd
10	28/10/19	Schedule 3, Capital City Zone, Melbourne Planning Scheme	Pacific Asia Express Pty Ltd
11	28/10/19	Extract from the <i>Southbank Structure Plan 2010</i>	Pacific Asia Express Pty Ltd
12	28/10/19	Submitter location map	Council and CV
13	28/10/19	Memorandum Planning & Property Partners dated 28 October 2019	LSH Group Australia
14	28/10/19	Suggested mark ups to Amendment C323	LSH Group Australia
15	29/10/19	Submission	Manoa Pty Ltd
16	29/10/19	Council and CV Part C submission	Council and CV
17	7/11/19	Email from Council responding to Panel questions about transitional provisions and use of the term “legibility”	Council and CV
18	11/11/19	Email responding to transitional provisions correspondence	LSH Group Australia

## Appendix C Panel preferred version of Clause 21.13

Instructions for amending Clause 21.13 as re-exhibited:

1. Amend dot point 1 of Economic Development in Clause 21.13-1 to read:

Support Southbank's development as an extension of the Central City, providing a mix of commercial, residential, [arts and cultural](#) land uses.
2. Add a new dot point under Economic Development in Clause 21.13-1 to read:

Strengthen the ongoing role of the Arts Precinct by facilitating the provision of floor space for creative industries and cultural uses in the precinct, particularly within the lower storeys of a building.
3. Replace proposed dot point 8 under Built Environment and Heritage in Clause 21.13-1 with the following:

Encourage development that contributes to the legibility of the Melbourne Arts Precinct as an arts, cultural and creative precinct and provides a strong physical and visual relationship with the public realm.
4. Delete dot point 9 under Built Environment and Heritage (and merge content with Infrastructure in Clause 21.13-1 as per item 5 below).
5. Under Infrastructure in Clause 21.13-1, consolidate dot points 2 and 3 to read:

Support arts and education uses and facilities in Southbank, especially by facilitating the provision of floor space for arts, cultural and creative industries in the lower levels of buildings in the Melbourne Arts Precinct.

*Note: No change is recommended to any other local policy provisions beyond the wording proposed in the re-exhibited Amendment.*

## **Appendix D Panel preferred version of Capital City Zone (Schedule 7)**

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**SCHEDULE 7 TO CLAUSE 37.04 CAPITAL CITY ZONE**

Shown on the planning scheme map as **CCZ7**.

**MELBOURNE ARTS PRECINCT**

**Purpose**

To strengthen the Melbourne Arts Precinct as an arts cultural and creative industry precinct of State significance.

To support the growth of a full range of arts, cultural and creative industry and land uses such as media, digital screen, design, writing and publishing, literature, fashion, performing arts, digital games development, broadcasting, music, cultural heritage and arts education and craft.

Commented [A1]: Refer to Chapter 4.2(iii) of report

To facilitate arts, cultural and creative industry uses within the first four storeys 16 metres (four storeys) of a building by providing appropriate spaces such as performance space, rehearsal space, galleries, workshops, event spaces and studios.

Commented [A2]: Refer to Chapter 4.2(ii) of report

To ensure that the design of buildings delivers street frontage activation, design excellence and contributes to the legibility of the Melbourne Arts Precinct.

To provide for commercial and residential uses above the first four storeys 16 metres (four storeys) of a buildings.

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**Table of uses**

**Section 1 - Permit not required**

Use	Condition
Accommodation (other than Corrective institution)	Must not be located within the first 16 metres of a building above natural ground level or within the first four storeys of a building, whichever is the lesser, except for part of a building which provides access such as a lobby or entrance. Any frontage at ground floor level must not exceed 2 metres.
Art and craft centre	
Child care centre	
Cinema based entertainment facility	
Dancing school	
Education centre	
Home based occupation	
Informal outdoor recreation	
Market	
Food and drink premises (other than Hotel and Tavern)	The leasable floor area must not exceed 250 square metres

Commented [A3]: As per comment above

Use	Condition
Office	Associated with arts, cultural <del>and-or</del> creative industry uses.  Office use not associated with arts, cultural <del>and-or</del> creative industry uses must not be located within the first 16 metres of a building above natural ground level or first four storeys of a building whichever is the lesser. Any frontage at ground floor level to the tenancy must not exceed 2 metres.
<b>Place of assembly (other than Amusement parlour, Nightclub and Restricted place of assembly)</b>	
Place of worship	The gross floor area of buildings must not exceed 250 square metres
Postal agency Railway station Tramway	
Shop (other than Adult sex bookshop, Department Store and Restricted retail premises)	The leasable floor area must not exceed 2500 square metres
Any other use not in Section 3	Must be conducted by or on behalf of Melbourne Parks and Waterways or Parks Victoria under the Water Industry Act 1994, the Water Act 1989, the Marine Act, the Port of Melbourne Authority Act 1958, the Parks Victoria Act 1998 or the Crown Land (Reserves) Act 1978.
Any use listed in Clause 62.01	Must meet the requirements of Clause 62.01
<b>Section 2 - Permit required</b>	
Use	Condition
Adult sex product shop Amusement parlour	
Car park	Must meet the requirements of Clause 52.06.
Corrective institution Department store Hotel	
Industry	Must not be a purpose listed in the table to Clause 53.10.
Leisure and recreation (other than Dancing school and Informal outdoor recreation) Nightclub Restricted place of assembly Tavern Utility installation Warehouse (other than Freezing and cool storage, and Liquid fuel depot)	
Any other use not in Section 1 or 3	

Commented [A4]: Refer to Chapter 4.3(iv) of report

Commented [A5]: Correction of typographical error

**Section 3 - Prohibited**

Use
Freezing and cool storage
Liquid fuel depot

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**Use of land**

**Application requirements**

The following application requirements apply to an application for a permit under Clause 37.04, in addition to those specified in Clause 37.04 and elsewhere in the planning scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- The description of the proposed use and the types of activities which will be carried out.
- The compatibility of the proposed use with the purpose of the zone.
- [Attempts made to engage with the creative and cultural sector to identify potential occupiers](#)
- The likely effects, if any, on nearby uses and residential amenity including noise levels, traffic, parking, the hours of delivery and dispatch of goods and material, hours of operation, light spill, solar and glare.
- An application for a residential use must be accompanied by an acoustic assessment to the satisfaction of the responsible authority, which addresses:
  - ~~The~~ [A description and identification of the location and characteristics of nearby land uses with the potential to generate noise that may likely noise source to impact the development.](#)
  - ~~The maximum permissible noise from nearby noise sources.~~
  - ~~The necessary~~ [Relevant standards that apply to the emission or control of noise sources identified above.](#)
  - ~~M~~ [measures required](#) to attenuate ~~these~~ noise impacts, including how the proposal will meet the following requirements:
    - Habitable rooms of new dwellings adjacent to high levels of external noise should be designed to limit internal noise levels to a maximum of 45dB LAeq, in accordance with the relevant Australian Standards for acoustic control.

**Commented [A6]:** Partial acceptance of Ms Heggen's recommendation – see Chapter 4.5 (iv) of report

**Commented [A7]:** More streamlined suggested wording in response to LSH Group Australia submission – Chapter 4.4 (iii) of report

**Commented [A8]:** As above

**Commented [A9]:** Correction of typographical error

**Exemption from notice and review**

An application for the use of land is exempt from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review rights of Section 82(1) of the Act.

**Referral of applications**

An application for use of the first ~~four storeys~~ [16 metres \(four storeys\)](#) of a building, [whichever is the lower](#) must be referred in accordance with sections 55 of the Act to the referral authority specified in the schedule to Clause 66.04.

**Commented [A10]:** Refer to Chapter 4.6 of report

**Decision guidelines**

The following decision guidelines apply to an application for a permit under Clause 37.04, in addition to those specified in Clause 37.04 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:



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- The compatibility of the proposed use with the purpose of this schedule.
- The compatibility of the proposed use with any existing uses within the same building or on adjoining and nearby land.
- The extent to ~~whether which~~ the proposed ~~use~~ serves or supports arts, cultural and creative ~~industry uses~~.
- The extent of floor space for arts, cultural and creative industry ~~or use floor spaces~~ relative to the height and overall floor space of the building.

### 3.0 Subdivision

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#### Exemption from notice and review

An application to subdivide land is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

### 4.0 Buildings and works

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#### Permit Requirement

No permit is required to construct a building or construct or carry out works for the following:

- Buildings or works carried out by or on behalf of Melbourne Parks and Waterways or Parks Victoria under the Water Industry Act 1994, the Water Act 1989, the Marine Act, the Port of Melbourne Authority Act 1958, the Parks Victoria Act 1998 or the Crown Land (Reserves) Act 1978.
- Buildings or works for Railway purposes.
- Alterations to a building authorised under the Heritage Act, provided the works do not alter the existing building envelope or floor area.
- Footpath vehicle crossovers provided they are constructed to the satisfaction of the responsible authority.
- Bus and tram shelters required for public purposes by or for the Crown or a public authority in accordance with plans and siting to the satisfaction of the responsible authority.
- Decorations, gardens and planting required for public purposes by or for the Crown, a public authority or the City of Melbourne.
- A work of art, statue, fountain or similar civic works required for public purposes by or for the Crown, a public authority or the City of Melbourne.
- Buildings or works or uses on public land for which a current permit exists under a City of Melbourne local law.
- The erection of information booths and kiosks required for public purposes by or for the Crown, a public authority or the City of Melbourne.
- Traffic control works required by or for the Crown, a public authority or the City of Melbourne.
- The construction, or modification, of a waste pipe, flue, vent, duct, exhaust fan, air conditioning plant, lift motor room, skylight, security camera, street heater or similar minor works provided they are to the satisfaction of the responsible authority.
- A modification to the shop front window or entranceway of a building to the satisfaction of the responsible authority having regard to the architectural character of the building.
- An addition or modification to a verandah, awning, sunblind or canopy of a building to the satisfaction of the responsible authority.



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- The painting, plastering and external finishing of a building or works to the satisfaction of the responsible authority.
- Changes to glazing of existing windows to not more than 15% reflectivity.
- External works to provide disabled access that complies with all legislative requirements to the satisfaction of the responsible authority.

A permit is required to demolish or remove a building or works. This does not apply to:

- Demolition or removal of temporary structures.
- Demolition ordered or undertaken by the responsible authority in accordance with the relevant legislation and/or local law.

Before deciding on an application to demolish or remove a building, the responsible authority may require an agreement pursuant to Section 173 of the Planning and Environment Act 1987 between the landowner and the responsible authority requiring, as appropriate:

- Temporary works on the vacant site should it remain vacant for 6 months after completion of the demolition.
- Temporary works on the vacant site where demolition or construction activity has ceased for 6 months, or an aggregate of 6 months, after commencement of the construction.

Temporary works must be constructed to the satisfaction of the responsible authority.

Temporary works may include:

- The construction of temporary buildings for short-term retail or commercial use. Such structures shall include the provision of an active street frontage.
- Landscaping of the site for the purpose of public recreation and open space.

#### Application Requirements

The following application requirements apply to an application for a permit under Clause 37.04, in addition to those specified in Clause 37.04, and elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- An application for a permit must be accompanied by a written urban context report documenting the key planning influences on the development and how it relates to its surroundings. The urban context report must identify the development opportunities and constraints, and document the effect of the development, as appropriate, in terms of:
  - The compatibility of the proposed development with the purpose of this schedule.
  - Built form and character of adjacent and nearby buildings.
  - Heritage character of adjacent and nearby heritage places.
  - Microclimate, including sunlight, daylight and wind effects on streets and other public spaces.
  - Energy efficiency and waste management.
  - Ground floor street frontages, including visual impacts and pedestrian safety.
  - Public infrastructure, including reticulated services, traffic and car parking impact.
  - Vistas
  - ~~The intended arts, cultural and creative industry uses, including the floor area and any specifications or requirements~~ Potential arts, cultural or creative use, including the floor area and specifications or an outline of building features to ensure adaptability for such uses.

Commented [A11]: Refer Chapter 4.4 (ii) of report.

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An application to construct a building or to construct or carry out works must include, as appropriate, upgrading of adjacent footpaths or laneways to the satisfaction of the responsible authority.

An application for a permit to construct or carry out works for development of a building listed in the Heritage Overlay must be accompanied by a conservation analysis and management plan in accordance with the principles of the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance 1992 (The Burra Charter) to the satisfaction of the responsible authority.

An application to construct a building or construct or carry out works for a residential or other noise sensitive use, must be accompanied by an Acoustic Assessment to the satisfaction of the responsible authority, which addresses:

- ~~The likely noise sources to impact the proposed development.~~
  - ~~The maximum permissible noise from nearby noise sources. A description and identification of the location and characteristics of nearby land uses with the potential to generate noise that may impact the development.~~
  - ~~Relevant standards that apply to the emission or control of noise sources identified above.~~
- The necessary measures to attenuate these noise impacts, including how the proposal will meet the following requirement:
  - Habitable rooms of new dwellings adjacent to high levels of external noise should be designed to limit internal noise levels to a maximum of 45dB L<sub>A</sub>eq, in accordance with the relevant Australian Standards for acoustic control.

Commented [A12]: As above

An application to construct podium carparking must:

- Locate car parking on the first floor or above.
- Sleeve car parking at street frontages with suitably designed floor space including sufficient depth for the nominated arts, cultural and creative industry or use.

#### Exemption from notice and review

An application to construct a building or construct or carry out works for a use in Section 1 of Clause 37.04-1 is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

An application to demolish or remove a building or works is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

#### Referral Requirement

An application for development with a gross floor area exceeding 25,000 square metres must be referred in accordance with section 55 of the Act to the referral authority specified in the schedule to Clause 66.04.

An application for development of the first ~~four storeys~~ 16 metres (four storeys) of a building whichever is the lower must be referred in accordance with section 55 of the Act to the referral authority specified in the schedule to Clause 66.04.

Commented [A13]: As above

#### Decision guidelines

The following decision guidelines apply to an application for a permit under Clause 37.04, in addition to those specified in Clause 37.04 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- The purpose of this schedule.

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- The views of the Office of the Victorian Government Architect as appropriate, as to the architectural expression and materiality of the proposal having regard to the ~~significance~~ purpose of this schedule of the Melbourne Arts Precinct.
- The extent of floor space for arts, cultural and creative industry or use relative to the height and overall floor space of the building.
- Direct or convenient access through the precinct for ~~The convenience of~~ pedestrians, bicycles and vehicles. access within and through the precinct.
- The impact the proposal will have on street amenity if on-site car parking occupies any of the first four floors or first 16 metres of a building and whether any above ground car parking is sleeved by arts, cultural and creative industry or other active uses.
- The adequacy of car parking provision and loading bays.
- The safety and efficiency of of vehicle entry and egress.
- Whether the building is designed to accommodate arts, cultural and creative industry uses as part of the overall development and over time.
- Whether the development provides adequate space and floor to ceiling heights so that it could be adapted for arts cultural and creative industry uses in the future.
- ~~Whether the building enables a visual relationship between occupants of upper floors and pedestrians, and better surveillance of the street.~~
- The interface between the development and the public realm including:
  - Whether the development contributes to the legibility of the Melbourne Arts Precinct as an arts precinct.
  - Whether the building design at street level provides for active street frontages, pedestrian engagement and weather protection.
  - The opportunities for passive surveillance of the public realm from occupants of upper storeys of the development.
  - The impact the proposal will have on street amenity if buildings are not constructed to the street boundary at ground level.
  - Whether the development would compromise the function, form and capacity of public spaces and public infrastructure.
- The impact on the amenity of any dwellings on adjacent sites.
- Whether the development provides acceptable internal noise levels within habitable rooms of new dwellings taking into account existing or reasonably anticipated future noise sources.
- Whether the development includes appropriate measures to attenuate against noise associated with the operation of other businesses and activities, including limiting internal noise levels of new habitable rooms.
- The adequacy and accessibility of waste and recycling facilities.
- Whether the demolition or removal of buildings gives effect to a permit or prior approval for the redevelopment of land.
- Whether the demolition or removal of buildings is required for environmental remediation of contaminated land.
- The provision of temporary buildings and works or landscaping to avoid vacant sites for excessive periods.

**Commented [A14]:** Refer to Chapter 4.5 (iii) of report

**Commented [A15]:** Addressed in general discussion at Hearing as improvement

**Commented [A16]:** Regarded as duplicitous given the next dot point

5.0

Signs

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A permit is required to construct and display a sign except for:

- Advertising signs exempted by Clause 52.05-4
- An under-verandah business sign if:



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- It does not exceed 2.5 metres measured horizontally, 0.5 metres vertically and 0.3 metres between the faces of the sign;
- It is located between 2.7 metres and 3.5 metres above ground level and perpendicular to the building facade; and
- It does not contain any animation or intermittent lighting.
- A ground floor business sign cantilevered from a building if:
  - It does not exceed 0.84 metres measured horizontally, 0.61 metres vertically and 0.3 metres between the faces of the sign;
  - It is located between 2.7 metres and 3.5 metres above ground level and perpendicular to the building facade; and
  - It does not contain any animation or intermittent lighting.
- A window display.
- A non-illuminated sign on a verandah fascia, provided no part of the sign protrudes above or below the fascia.
- Renewal or replacement of an existing internally illuminated business identification sign.

**Exemption from notice and review**

An application to construct or display a sign, is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

**SCHEDULE 7 TO CLAUSE 37.04 CAPITAL CITY ZONE**--/20--  
Proposed  
C323Shown on the planning scheme map as **CCZ7**.**MELBOURNE ARTS PRECINCT****Purpose**

To strengthen the Melbourne Arts Precinct as an arts cultural and creative industry precinct of State significance.

To support the growth of a full range of arts, cultural and creative industry and land uses such as media, digital screen, design, writing and publishing, literature, fashion, performing arts, digital games development, broadcasting, music, cultural heritage and arts education and craft.

To facilitate arts, cultural and creative industry uses within the first four storeys 16 metres (four storeys) of a building by providing appropriate spaces such as performance space, rehearsal space, galleries, workshops, event spaces and studios.

To ensure that the design of buildings delivers s street frontage activation, design excellence and contributes to the legibility of the Melbourne Arts Precinct.

To provide for commercial and residential uses above the first four storeys 16 metres (four storeys) of a buildings.

**1.0**--/20--  
Proposed  
C323**Table of uses****Section 1 - Permit not required**

Use	Condition
<b>Accommodation (other than Corrective institution)</b>	Must not be located within the first <u>16 metres of a building above natural ground level or within the first</u> four storeys of a building, <u>whichever is the lesser</u> , except for part of a building which provides access such as a lobby or entrance. Any frontage at ground floor level must not exceed 2 metres.
<b>Art and craft centre</b>	
<b>Child care centre</b>	
<b>Cinema based entertainment facility</b>	
<b>Dancing school</b>	
<b>Education centre</b>	
<b>Home based occupation</b>	
<b>Informal outdoor recreation</b>	
<b>Market</b>	
<b>Food and drink premises (other than Hotel and Tavern)</b>	The leasable floor area must not exceed 250 square metres

Use	Condition
Office	Associated with arts, cultural <a href="#">and-or</a> creative <a href="#">industry</a> uses.  Office use not associated with arts, cultural <a href="#">and-or</a> creative <a href="#">industry</a> uses must not be located within the first <a href="#">16 metres of a building above natural ground level or first</a> four storeys of a building <a href="#">whichever is the lesser</a> . Any frontage at ground floor level to the tenancy must not exceed 2 metres.
<b>Place of assembly (other than Amusement parlour, Nightclub and Restricted place of assembly)</b>	
Place of worship	The gross floor area of buildings must not exceed 250 square metres
Postal agency Railway station Tramway	
Shop (other than Adult sex bookshop, Department Store and Restricted retail premises)	The leasable floor area must not exceed <a href="#">2500</a> square metres
Any other use not in Section 3	Must be conducted by or on behalf of Melbourne Parks and Waterways or Parks Victoria under the Water Industry Act 1994, the Water Act 1989, the Marine Act, the Port of Melbourne Authority Act 1958, the Parks Victoria Act 1998 or the Crown Land (Reserves) Act 1978.
Any use listed in Clause 62.01	Must meet the requirements of Clause 62.01

## Section 2 - Permit required

Use	Condition
Adult sex product shop Amusement parlour	
Car park	Must meet the requirements of Clause 52.06.
Corrective institution Department store Hotel	
Industry	Must not be a purpose listed in the table to Clause <a href="#">532.10</a> .
Leisure and recreation (other than Dancing school and Informal outdoor recreation) Nightclub Restricted place of assembly Tavern Utility installation Warehouse (other than Freezing and cool storage, and Liquid fuel depot)	
Any other use not in Section 1 or 3	

**Section 3 - Prohibited**

Use
Freezing and cool storage
Liquid fuel depot

2.0  
--/20--  
Proposed  
C323

**Use of land**

**Application requirements**

The following application requirements apply to an application for a permit under Clause 37.04, in addition to those specified in Clause 37.04 and elsewhere in the planning scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- The description of the proposed use and the types of activities which will be carried out.
- The compatibility of the proposed use with the purpose of the zone.
- Attempts made to engage with the creative and cultural sector to identify potential occupiers
- The likely effects, if any, on nearby uses and residential amenity including noise levels, traffic, parking, the hours of delivery and dispatch of goods and material, hours of operation, light spill, solar and glare.
- An application for a residential use must be accompanied by an acoustic assessment to the satisfaction of the responsible authority, which addresses:
  - The A description and identification of the location and characteristics of nearby land uses with the potential to generate noise that may likely noise source to impact the development.
  - The maximum permissible noise from nearby noise sources.
  - The necessary Relevant standards that apply to the emission or control of noise sources identified above.
  - Measures required to attenuate these noise impacts, including how the proposal will meet the following requirements:
    - Habitable rooms of new dwellings adjacent to high levels of external noise should be designed to limit internal noise levels to a maximum of 45dB L<sub>Aeq</sub>, in accordance with the relevant Australian Standards for acoustic control.

**Exemption from notice and review**

An application for the use of land is exempt from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review rights of Section 82(1) of the Act.

**Referral of applications**

An application for use of the first ~~four storeys~~ 16 metres (four storeys) of a building, whichever is the lower must be referred in accordance with sections 55 of the Act to the referral authority specified in the schedule to Clause 66.04.

**Decision guidelines**

The following decision guidelines apply to an application for a permit under Clause 37.04, in addition to those specified in Clause 37.04 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- The compatibility of the proposed use with the purpose of this schedule.
- The compatibility of the proposed use with any existing uses within the same building or on adjoining and nearby land.
- The extent to ~~whether which~~ the proposed ~~use~~ serves or supports arts, cultural and creative ~~industry~~ uses.
- The extent of floor space for arts, cultural and creative industry or use floor spaces relative to the height and overall floor space of the building.

### 3.0

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Proposed  
C323

#### Subdivision

##### Exemption from notice and review

An application to subdivide land is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

### 4.0

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Proposed  
C323

#### Buildings and works

##### Permit Requirement

No permit is required to construct a building or construct or carry out works for the following:

- Buildings or works carried out by or on behalf of Melbourne Parks and Waterways or Parks Victoria under the Water Industry Act 1994, the Water Act 1989, the Marine Act, the Port of Melbourne Authority Act 1958, the Parks Victoria Act 1998 or the Crown Land (Reserves) Act 1978.
- Buildings or works for Railway purposes.
- Alterations to a building authorised under the Heritage Act, provided the works do not alter the existing building envelope or floor area.
- Footpath vehicle crossovers provided they are constructed to the satisfaction of the responsible authority.
- Bus and tram shelters required for public purposes by or for the Crown or a public authority in accordance with plans and siting to the satisfaction of the responsible authority.
- Decorations, gardens and planting required for public purposes by or for the Crown, a public authority or the City of Melbourne.
- A work of art, statue, fountain or similar civic works required for public purposes by or for the Crown, a public authority or the City of Melbourne.
- Buildings or works or uses on public land for which a current permit exists under a City of Melbourne local law.
- The erection of information booths and kiosks required for public purposes by or for the Crown, a public authority or the City of Melbourne.
- Traffic control works required by or for the Crown, a public authority or the City of Melbourne.
- The construction, or modification, of a waste pipe, flue, vent, duct, exhaust fan, air conditioning plant, lift motor room, skylight, security camera, street heater or similar minor works provided they are to the satisfaction of the responsible authority.
- A modification to the shop front window or entranceway of a building to the satisfaction of the responsible authority having regard to the architectural character of the building.
- An addition or modification to a verandah, awning, sunblind or canopy of a building to the satisfaction of the responsible authority.



- The painting, plastering and external finishing of a building or works to the satisfaction of the responsible authority.
- Changes to glazing of existing windows to not more than 15% reflectivity.
- External works to provide disabled access that complies with all legislative requirements to the satisfaction of the responsible authority.

A permit is required to demolish or remove a building or works. This does not apply to:

- Demolition or removal of temporary structures.
- Demolition ordered or undertaken by the responsible authority in accordance with the relevant legislation and/or local law.

Before deciding on an application to demolish or remove a building, the responsible authority may require an agreement pursuant to Section 173 of the Planning and Environment Act 1987 between the landowner and the responsible authority requiring, as appropriate:

- Temporary works on the vacant site should it remain vacant for 6 months after completion of the demolition.
- Temporary works on the vacant site where demolition or construction activity has ceased for 6 months, or an aggregate of 6 months, after commencement of the construction.

Temporary works must be constructed to the satisfaction of the responsible authority.

Temporary works may include:

- The construction of temporary buildings for short-term retail or commercial use. Such structures shall include the provision of an active street frontage.
- Landscaping of the site for the purpose of public recreation and open space.

### Application Requirements

The following application requirements apply to an application for a permit under Clause 37.04, in addition to those specified in Clause 37.04, and elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- An application for a permit must be accompanied by a written urban context report documenting the key planning influences on the development and how it relates to its surroundings. The urban context report must identify the development opportunities and constraints, and document the effect of the development, as appropriate, in terms of:
  - The compatibility of the proposed development with the purpose of this schedule.
  - Built form and character of adjacent and nearby buildings.
  - Heritage character of adjacent and nearby heritage places.
  - Microclimate, including sunlight, daylight and wind effects on streets and other public spaces.
  - Energy efficiency and waste management.
  - Ground floor street frontages, including visual impacts and pedestrian safety.
  - Public infrastructure, including reticulated services, traffic and car parking impact.
  - Vistas
  - [The intended arts, cultural and creative industry uses, including the floor area and any specifications or requirements. Potential arts, cultural or creative use, including the floor area and specifications or an outline of building features to ensure adaptability for such uses.](#)

An application to construct a building or to construct or carry out works must include, as appropriate, upgrading of adjacent footpaths or laneways to the satisfaction of the responsible authority.

An application for a permit to construct or carry out works for development of a building listed in the Heritage Overlay must be accompanied by a conservation analysis and management plan in accordance with the principles of the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance 1992 (The Burra Charter) to the satisfaction of the responsible authority.

An application to construct a building or construct or carry out works for a residential or other noise sensitive use, must be accompanied by an Acoustic Assessment to the satisfaction of the responsible authority, which addresses:

- ~~The likely noise sources to impact the proposed development.~~
  - The maximum permissible noise from nearby noise sources. A description and identification of the location and characteristics of nearby land uses with the potential to generate noise that may impact the development.
  - Relevant standards that apply to the emission or control of noise sources identified above.
- The necessary measures to attenuate these noise impacts, including how the proposal will meet the following requirement:
  - Habitable rooms of new dwellings adjacent to high levels of external noise should be designed to limit internal noise levels to a maximum of 45dB L<sub>A</sub>eq, in accordance with the relevant Australian Standards for acoustic control.

An application to construct podium carparking must:

- Locate car parking on the first floor or above.
- Sleeve car parking at street frontages with suitably designed floor space including sufficient depth for the nominated arts, cultural and creative industry or use.

### Exemption from notice and review

An application to construct a building or construct or carry out works for a use in Section 1 of Clause 37.04-1 is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

An application to demolish or remove a building or works is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

### Referral Requirement

An application for development with a gross floor area exceeding 25,000 square metres must be referred in accordance with section 55 of the Act to the referral authority specified in the schedule to Clause 66.04.

An application for development of the first ~~four storeys~~ 16 metres (four storeys) of a building whichever is the lower must be referred in accordance with section 55 of the Act to the referral authority specified in the schedule to Clause 66.04.

### Decision guidelines

The following decision guidelines apply to an application for a permit under Clause 37.04, in addition to those specified in Clause 37.04 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- The purpose of this schedule.

- The views of the Office of the Victorian Government Architect as appropriate, as to the architectural expression and materiality of the proposal having regard to the ~~significance purpose of this schedule of the Melbourne Arts Precinct.~~
- The extent of floor space for arts, cultural and creative industry or use relative to the height and overall floor space of the building.
- Direct or convenient access through the precinct for ~~The convenience of~~ pedestrians, bicycles and vehicles. ~~access within and through the precinct.~~
- The impact the proposal will have on street amenity if on-site car parking occupies any of the first four floors or first 16 metres of a building and whether any above ground car parking is sleeved by arts, cultural and creative industry or other active uses.
- The adequacy of car parking provision and loading bays.
- The safety and efficiency of of vehicle entry and egress.
- Whether the building is designed to accommodate arts, cultural and creative industry uses as part of the overall development and over time.
- Whether the development provides adequate space and floor to ceiling heights so that it could be adapted for arts cultural and creative industry uses in the future.
- ~~Whether the building enables a visual relationship between occupants of upper floors and pedestrians, and better surveillance of the street.~~
- The interface between the development and the public realm including:
  - Whether the development contributes to the legibility of the Melbourne Arts Precinct as an arts precinct.
  - Whether the building design at street level provides for active street frontages, pedestrian engagement and weather protection.
  - The opportunities for passive surveillance of the public realm from occupants of upper storeys of the development.
  - The impact the proposal will have on street amenity if buildings are not constructed to the street boundary at ground level.
  - Whether the development would compromise the function, form and capacity of public spaces and public infrastructure.
- The impact on the amenity of any dwellings on adjacent sites.
- Whether the development provides acceptable internal noise levels within habitable rooms of new dwellings taking into account existing or reasonably anticipated future noise sources.
- Whether the development includes appropriate measures to attenuate against noise associated with the operation of other businesses and activities, including limiting internal noise levels of new habitable rooms.
- The adequacy and accessibility of waste and recycling facilities.
- Whether the demolition or removal of buildings gives effect to a permit or prior approval for the redevelopment of land.
- Whether the demolition or removal of buildings is required for environmental remediation of contaminated land.
- The provision of temporary buildings and works or landscaping to avoid vacant sites for excessive periods.

## 5.0

### Signs

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Proposed  
C323

A permit is required to construct and display a sign except for:

- Advertising signs exempted by Clause 52.05-4
- An under-verandah business sign if:

- It does not exceed 2.5 metres measured horizontally, 0.5 metres vertically and 0.3 metres between the faces of the sign;
- It is located between 2.7 metres and 3.5 metres above ground level and perpendicular to the building facade; and
- It does not contain any animation or intermittent lighting.
- A ground floor business sign cantilevered from a building if:
  - It does not exceed 0.84 metres measured horizontally, 0.61 metres vertically and 0.3 metres between the faces of the sign;
  - It is located between 2.7 metres and 3.5 metres above ground level and perpendicular to the building facade; and
  - It does not contain any animation or intermittent lighting.
- A window display.
- A non-illuminated sign on a verandah fascia, provided no part of the sign protrudes above or below the fascia.
- Renewal or replacement of an existing internally illuminated business identification sign.

#### **Exemption from notice and review**

An application to construct or display a sign, is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

## Amendment C323 Arts Precinct

### Panel Recommendations:

That Melbourne Planning Scheme Amendment C323 be adopted as exhibited subject to the following:

- Amend Local Planning Policy in Clause 21.13 to strengthen the precincts ongoing role by providing suitable floor space, as well as the urban design objectives for the Precinct.
- Amend Schedule 7 to the Capital City Zone
- Amend the trigger in Clause 66.04 of the Melbourne Planning Scheme for referral to Creative Victoria to “Any permit application for use or development of land in the first 16 metres of a building above natural ground level or lower four storeys of the building, whichever is the lesser”.
- Review the practical operation of CCZ7 in the context of the programmed review of the Melbourne Planning Scheme if not earlier.

<b>OVERALL RECOMMENDATION</b>	<b>SPECIFIC PANEL RECOMMENDATION</b>	<b>SUPPORTED/ NOT SUPPORTED</b>	<b>DISCUSSION</b>
<b>Amend Local Planning Policy in Clause 21.13</b>	Amend Clause 21.13-1 to read: <i>“Support Southbank’s development as an extension of the Central City, providing a mix of commercial, residential, <a href="#">arts and cultural</a> and land uses”.</i>	Supported	The wording changes and inclusions to Clause 21.13 of the Municipal Strategic Statement strengthens the Art’s Precincts ongoing role In Southbank.
	Add a new dot point under Economic Development in Clause 21.13-1 to read: <i>Strengthen the ongoing role of the Arts Precinct by facilitating the provision of floor space for creative industries and cultural uses in the precinct, particularly within the lower storeys of a building.</i>	Supported	Agree to the wording inclusions to Clause 21.13-1 as per the Panel recommendation as they comprise relatively minor wording additions to recognise and support the role of the Arts Precinct and provide a policy basis for the provision of arts, culture and creative industries in the lower levels of buildings in the precinct.
	Replace proposed dot point 8 under Built Environment and Heritage in Clause 21.13-1 with the following: <i>Encourage development that contributes to the legibility of the Melbourne Arts Precinct as an art, cultural and creative precinct and provides a strong physical and visual relationship with the public realm.</i>	Supported	Agree to the wording inclusions to Clause 21.13-1as per the Panel recommendation. Legibility will be mainly determined by the delivery of arts, cultural and creative industries on the first four storeys of buildings and through design excellence reinforced by the role of the Office of the Victorian Government Architects.
	Delete dot point 9 under Built Environment and Heritage (and merge content with Infrastructure in Clause 21.13). Clause 21.13-1, consolidate dot points 2 and 3 to read: <i>Support arts and education uses and</i>	Supported	Agree to the wording inclusions to Clause 21.13-1as per the Panel recommendation as they comprise a consolidation of existing wording.

<b>OVERALL RECOMMENDATION</b>	<b>SPECIFIC PANEL RECOMMENDATION</b>	<b>SUPPORTED/ NOT SUPPORTED</b>	<b>DISCUSSION</b>
	<i>facilities in Southbank, especially by facilitating the provision of floor space for arts, cultural and creative industries in the lower levels of buildings in the Melbourne Arts Precinct.</i>		
<b>Amend Schedule 7 to the Capital City Zone</b>	In the zone purpose, insert new words <b><i>“supporting the growth of a full range of arts and cultural uses and creative industries”</i></b> to refer to arts and cultural uses and creative industries broadly, to replace examples or categories, to allow for a diverse range and emerging uses.	Not supported	<p>A definition for ‘arts, cultural and creative industries’ was not included in the re-exhibited version of Schedule 7 on the advice of the Department of Environment, Land, Water and Planning. In the absence of a definition, the following description of uses was included in the zone purpose to give guidance as to which uses would be considered arts, cultural or creative uses.</p> <p><i>“To support the growth of arts, cultural and creative industry uses such as media, digital screen, design, writing and publishing, literature, fashion, performing arts, digital games development, broadcasting, music, cultural heritage and arts education and craft”.</i></p> <p>Although the Panel has recommended amending the Purpose to <i>“supporting the growth of a full range of arts and cultural uses and creative industries”</i>, this is not supported as arts, cultural uses and creative industries are not defined in the Victorian Planning Scheme.</p> <p>In the absence of a definition, it is more appropriate to include a detailed description of uses to strengthen outcomes for creative industries spaces.</p> <p>The detailed list of uses was derived from the Creative Victoria Act 2017 as well as industries supported by Creative Victoria. The inclusion of the words “such as” implies that</p>

<b>OVERALL RECOMMENDATION</b>	<b>SPECIFIC PANEL RECOMMENDATION</b>	<b>SUPPORTED/ NOT SUPPORTED</b>	<b>DISCUSSION</b>
			the list is only representative and that other uses, existing or emerging may also be appropriate.
	Amend the zone purpose and table of uses requirements to the include references in the schedule to be to the lower 16 metres of buildings or within the first storey of a building rather than only four storeys specifically.	Not supported	Council has been advised by the Manager-State Planning Services, Department of Environment, Land, Water and Planning that height controls are to be expressed in storeys only.
	Amend the floor area condition for a shop without a planning permit from 200 square metres to 250 square metres.	Supported	It is considered appropriate to increase the leasable floor area for an as-of-right Shop to 250 square metres which is more reflective of the condition for an as-of-right Shop in the planning scheme more broadly.  Permit triggers for shop, food and drink premises and places of worship over a specified floor area encourage these uses on a limited scale only.
	Insert a new permit application requirement to provide a description of the potential arts, cultural or creative uses and details of floor area and specifications.	Supported	Agree to the additional application requirement as per the Panel recommendation to ensure adequate, adaptable spaces would be provided in new development, capable of providing floor space for a diverse range of arts, creative and cultural uses and that a demonstrated attempt had been made to secure an arts, cultural or creative use.
	Insert a new permit application requirement to provide information identifying noise sources in the accompanying acoustic report	Supported	Agree to the additional application requirement as per the Panel recommendation.
	Insert a new decision guideline regarding the extent of arts, cultural and creative industry floor spaces relative to the height	Supported	Agree to the additional decision guideline as per the Panel recommendation to ensure that an adequate proportion of



<b>OVERALL RECOMMENDATION</b>	<b>SPECIFIC PANEL RECOMMENDATION</b>	<b>SUPPORTED/ NOT SUPPORTED</b>	<b>DISCUSSION</b>
	and overall floor space of the building.		<p>the overall floor space is to be provided for arts, cultural and creative uses having regard to the density of development that could potentially be achieved on the site.</p> <p>The proposed drafting is considered sufficiently flexible to provide for a more confined contribution on sites with reduced height capacity.</p>
	Corrections of typographical errors	Supported	Agree as per the Panel recommendation.
<b>Amend the trigger in Clause 66.04</b>	<p>Amend the height trigger in Clause 66.04 of the Melbourne Planning Scheme for referral to Creative Victoria of:</p> <p><b>“Any permit application for use or development of land in the first 16 metres of a building above natural ground level or lower four storeys of the building, whichever is the lesser”.</b></p>	Not supported	Council has been advised by the Manager-State Planning Services, Department of Environment, Land, Water and Planning that height references are to be expressed in storeys only.
	Review the practical operation of CCZ7 in the context of the programmed review of the Melbourne Planning Scheme if not earlier.	Supported	<p>The success of the Arts Precinct will require statutory and non -statutory initiatives which are outside the scope of the proposed planning scheme changes.</p> <p>Council does review the Melbourne Planning Scheme every four years to ensure the scheme is kept up-to-date and is able to respond to emerging planning issues and challenges.</p>

## 21.04 SETTLEMENT

05/10/2018  
GC81

### 21.04–1 Growth Area Framework

23/10/2017  
C190(Part 1)

As the municipality continues to grow and develop, the culture and functioning of the City in twenty years time will be very different from today. However, through these changes the characteristics of the city we value today must be retained.

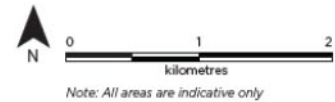
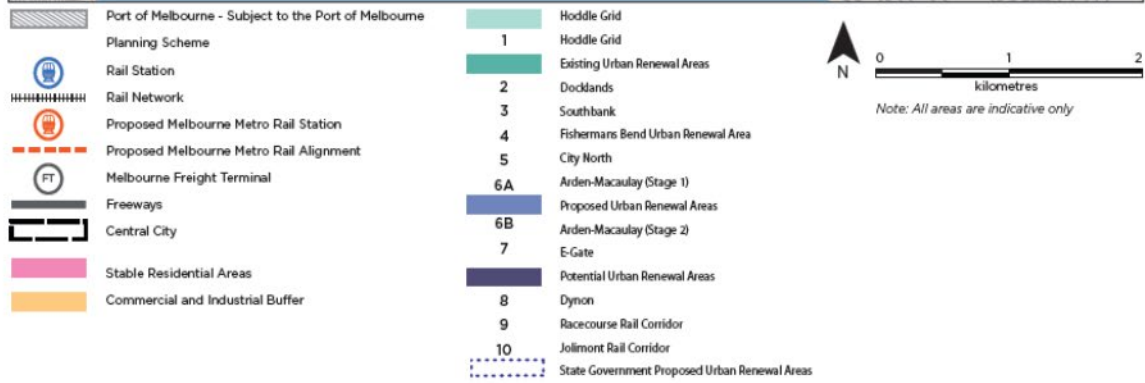
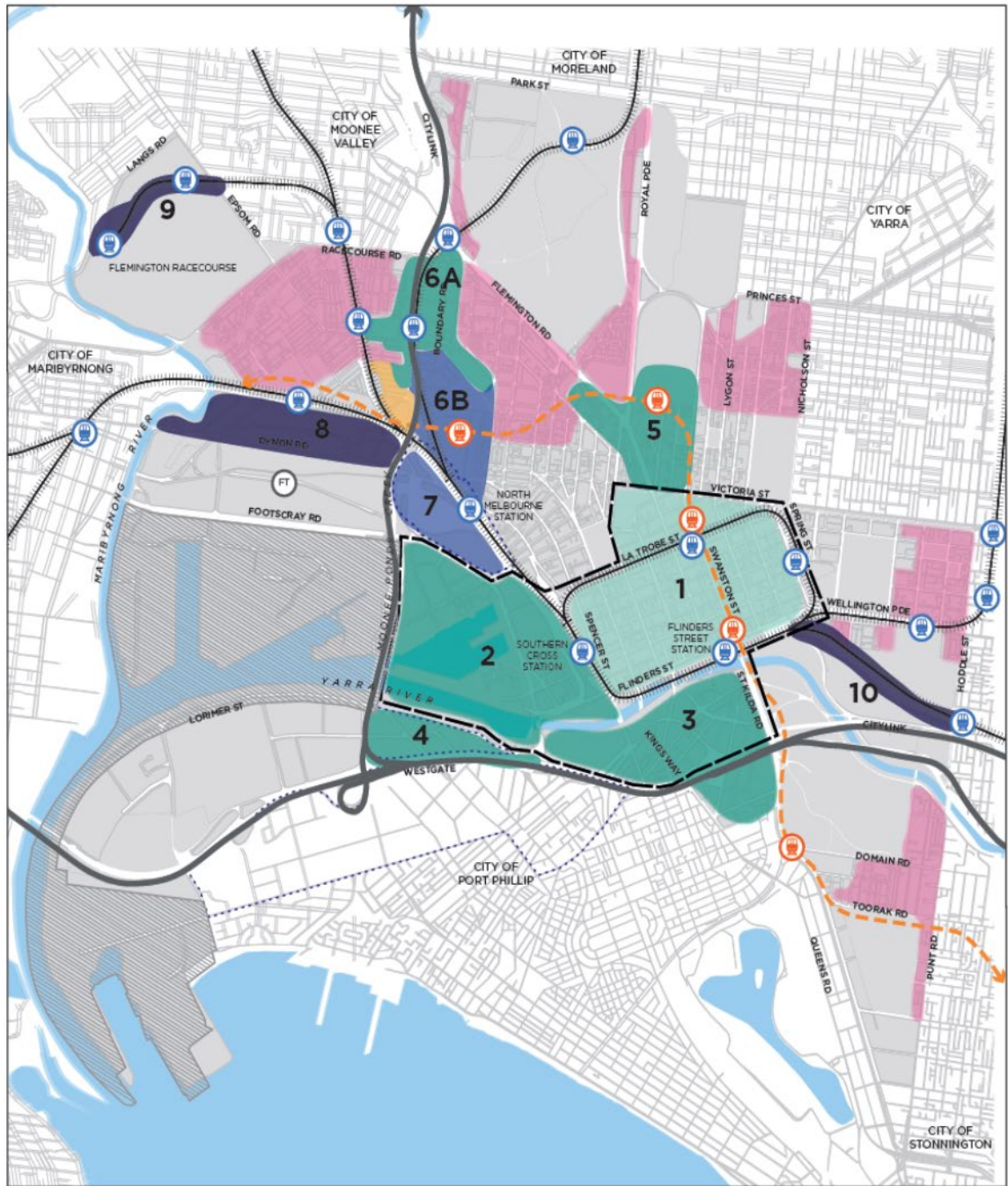
This can be achieved by: targeting urban growth and development into specific areas of the City; enabling ongoing but incremental growth and development in those parts of the City needing constant renewal of their vitality, and by maintaining the existing character in valued established areas.

The focus of this MSS is on promoting areas of growth and protecting areas of stability. Areas of ongoing and incremental growth will continue to be regulated under the current planning scheme controls. The MSS identifies five types of areas:

- The original city centre (the Hoddle Grid)
- Urban renewal areas
- Proposed urban renewal areas
- Potential urban renewal areas
- Stable residential areas

The Growth Area Framework Plan at Figure 1 identifies these areas.

Figure 1 Growth Area Framework Plan



### 21.04–1.1 The original city centre – the Hoddle Grid

29/01/2015  
C225

Central City functions will be located in the Hoddle Grid. This area will be managed to facilitate continued growth where appropriate and limit change or the scale of development in identified locations to preserve valued characteristics. A strong emphasis will be placed on a quality public realm and good pedestrian amenity and connectivity.

### 21.04–1.2 Urban renewal areas

Proposed  
Amendment  
C323

The urban renewal areas are Southbank, Docklands and the Fishermans Bend Urban Renewal Area. These areas have been planned and designed to provide for the expansion of the Central City in optimal living and working environments with a new mix of uses, higher density of development and excellent provision for walking, cycling and public transport services. Here change is guided by well-developed structure plans and master plans adopted by State Government and Council.

The design of the buildings, streets, public open spaces should be integrated over whole precincts with provision of utilities services to minimise the precinct's greenhouse gas emissions, optimise water management, mitigate the effects of extreme storm events, reduce the urban heat island and take precautions against sea level rise.

#### Southbank

Starting in the early 1980s as an "Engaging with the Yarra River Initiative", Southbank has been under urban renewal for close to 30 years. It has now brought the Yarra River into the heart of the city's life and provided a dynamic extension of the Central City with good commercial and residential high-density development opportunities.

Southbank is home to the State's major arts facilities as part of its the internationally recognised Arts Precinct and other major activity areas including the Southbank Promenade, Melbourne Convention and Exhibition Centre and the South Wharf complex.

The Southbank Structure Plan 2010 was prepared to update the 1999 and 2007 plans. It provides a vision and strategy for the next 30 years for the area's continued development as an extension of the central city with a high-density mix of commercial and residential uses, with a focus of arts, cultural and creative industry uses within the Arts Precinct, a built form of a human scale and fine grain detail, greater permeability, activity and pedestrian priority at street level.

#### Docklands

Once one of Victoria's main ports, by the 1990s it was an industrial wasteland. Around 2000 Docklands urban renewal began its transformation into a new residential, commercial and visitor destination providing housing, office, industry, research, institutional, business, education, entertainment/leisure, marina and sporting uses and public spaces. Docklands is an extension of the Central City and it is intended that leisure-related retailing complementary to retailing in the Retail Core is also be provided.

Together, Places Victoria, the City of Melbourne and the Docklands community have been assessing the first decade of development and planning for the second. Where the first decade focussed on creating buildings and attracting investment, the second decade is now being planned to be a place where people want to work, live and visit with a diversity of businesses, activities, residents, public spaces and community infrastructure.

#### Fishermans Bend Urban Renewal Area

The area measuring over 480 hectares includes four mixed use precincts which form part of the expanded Central City. The four mixed use precincts have been declared as a project of State significance and rezoned as part of an expansion to the Capital City Zone. One of these mixed-use precincts is the Lorimer precinct, and is within the City of Melbourne.

This rezoning expands the Capital City Zone by more than 50 per cent and is expected to accommodate jobs and residents within the four mixed use precincts.

The urban renewal area is also within the City of Port Phillip municipality. The area adjoins the Docklands and Southbank existing urban renewal areas.

### **City North**

City North is identified for proposed renewal given its existing role as a specialised activity centre, the proposed Parkville Station as part of the Melbourne Metro project and its proximity as an extension of the Central City. The City North Structure Plan 2012 has been adopted by the City of Melbourne and has been implemented into the planning scheme via a planning scheme amendment.

### **Arden-Macaulay**

Arden-Macaulay is an area in transition. Since the 1880's, Arden-Macaulay has been primarily an industrial area supporting the city's economy through manufacturing and production. The profile of business activity in the area has been changing with some degree of land under utilisation given its potential in relation to its proximity to the central City.

The Melbourne Metro station project to be located between Citylink and Laurens Street will lead to major change east of the Moonee Ponds Creek.

The Arden-Macaulay Structure Plan 2012 has been prepared and adopted by the City of Melbourne and will be implemented into the planning scheme via a planning scheme amendment. The directions of this plan for this local area are still to be inserted into the planning scheme.

Planning controls address the interface between on-going industrial and residential areas, and the interface between new development and existing residential areas and large manufacturing industry will be protected from sensitive uses by a land use buffer of non-residential development and/ or non-sensitive land uses (depicted within Figure 11 as "Commercial and Industrial Buffer"). The planning controls are being introduced in two stages (Stage 1 shown as Area 6A and Stage 2 shown as Area 6B on the Growth Framework Plan).

## **21.04–1.3 Proposed Urban Renewal Areas**

23/10/2017  
C190(Part 1)

The Proposed Urban Renewal Areas have been broadly identified as the locations for the next generation of the city's urban renewal. Once the structure plans for each of these areas are incorporated into the planning scheme the plan for the relevant local area will be updated with new objectives and strategies and the Growth Area Framework Plan will be updated to show the areas as 'Existing Urban Renewal Areas'.

Until the objectives and strategies of approved structure plans are approved and implemented via a planning scheme amendment the existing local area policies for the area will apply.

### **E-Gate**

This land is mostly railway reserve in State Government ownership and it adjoins the Docklands and Arden Macaulay urban renewal areas. State Government is developing plans for its urban renewal area and these plans being implemented into the planning scheme via a planning scheme amendment. The directions of this plan for this local area are still to be inserted into the planning scheme.

## **21.04–1.4 Potential Urban Renewal Areas**

29/01/2015  
C225

The Potential Urban Renewal Areas have been identified as long term options for future urban renewal that are dependant on the resolution of other related infrastructure planning before they can be considered in detail for urban renewal.

### **Dynon**

This area accommodates mainly freight and some industrial activities. In the longer term, these activities will be reconfigured and rationalised within the area. This will be done in conjunction with the planning and development of the Port of Melbourne and the Melbourne Intermodal Freight Terminal serving the port south of Dynon Road.

The rationalisation and modernisation of the freight functions in the precinct will open up the potential for the renewal of the northern section of this area. Any urban renewal of this area should not constrain the operations of the port freight terminal to the south. The State Government in conjunction with the City will undertake the planning for this area.

### **Racecourse Rail Corridor**

The Racecourse Rail Corridor between the Flemington Racecourse and the Showgrounds has potential similar to the Jolimont Rail Corridor. The area’s potential for urban renewal will depend on future options of a rail service to the area.

**Jolimont Rail Corridor**

The Jolimont rail corridor runs through the middle of the Sports and Entertainment precinct. The Federation Square development was the first step in the urban renewal of this corridor. As inner and central city locations have become more highly valued, development over transport corridors will become increasingly attractive not only for the development space they can yield but also for the opportunity to connect adjacent parts of the city that have been separated.

**21.04–1.5 Stable Residential Areas**

29/01/2015  
C225

These residential areas are valued for their existing character and the important contribution this makes to the city. In these areas limited change such as in-fill development and alterations and additions, will continue to occur so that new land use or development fits in with the existing valued character.

**21.04–2 Growth**

23/10/2017  
C190(Part 1)

**Objective 1 To provide for the anticipated growth in the municipality over the next 20 years.**

- Strategy 1.1 Retain the Hoddle Grid area as the core of the Central City and plan for its ongoing change and growth.
- Strategy 1.2 Direct new urban growth into the Docklands and Southbank Urban Renewal Areas.
- Strategy 1.3 Plan and design Urban Renewal areas to provide optimal living and working environments, to be energy, water and waste efficient and adapted to predicted climate change.
- Strategy 1.4 Plan identified Urban Renewal Areas, and define their exact extent, through structure planning for the local area.
- Strategy 1.5 Ensure new development in Urban Renewal Areas does not compromise the preferred future renewal of the area.
- Strategy 1.6 In the longer term, consider sites of Potential Urban Renewal at Dynon Road, the Jolimont Rail Corridor, the Racecourse Rail Corridor. Urban renewal of these areas will be dependant on the resolution of other related infrastructure planning.

**Objective 2 To direct growth to identified areas.**

- Strategy 2.1 Support the ongoing development of the Hoddle Grid.
- Strategy 2.2 Support ongoing urban renewal and Central City expansion in:
  - Southbank
  - Docklands
  - Fishermans Bend Urban Renewal Area
  - City North
  - Arden-Macaulay
- Strategy 2.3 Plan for urban renewal in:
  - E-Gate
- Strategy 2.4 Consider potential for urban renewal in:
  - Dynon,
  - Jolimont Rail Corridor
  - Racecourse Rail Corridor
- Strategy 2.5 Develop Structure Plans to guide the local detail of urban renewal.

**21.04–3 Implementation**

29/01/2015  
C225

Update structure plans for the existing urban renewal areas and implement structure plans into the planning scheme for proposed urban renewal areas.

## 21.08 ECONOMIC DEVELOPMENT

05/10/2018  
GC81

### **Retail**

Retailing is an important component of Melbourne's Capital City function. The Hoddle Grid will remain the State's pre-eminent retail centre and retailing in its Retail Core needs to be maintained and enhanced as a world class shopping district while respecting the character and heritage of this areas existing buildings and lanes.

There is a need to support the provision of local shops to serve the residential and working communities in local centres. A proliferation of eating and entertainment uses should not undermine the character and range of services offered in these local centres.

### **Business**

The Central City is the prime location for commerce in metropolitan Melbourne, and along with the St Kilda Road commercial area, is of state significance. Areas zoned Mixed Use and Commercial around the Central City have traditionally provided locations for business activities, which support Capital City functions. These areas are under increased pressure for housing, and it is important to ensure their ongoing functioning and viability as business areas, which serve both local community needs and Capital City business activity.

### **Industry**

Manufacturing uses in the inner City areas will continue to relocate to more competitive industrial locations in outer metropolitan Melbourne. The City of Melbourne, however offers unique locational and access advantages, particularly for advanced manufacturing industries. These industries and associated research have consolidated in the municipality. They are cleaner and more compatible with dense inner urban settings and need to be, protected and supported.

Industries can affect the amenity and environment of nearby sensitive land uses such as residential. Carefully manage this tension between the traffic, noise and other impacts of industrial operations and the amenity of surrounding residential areas.

### **Knowledge**

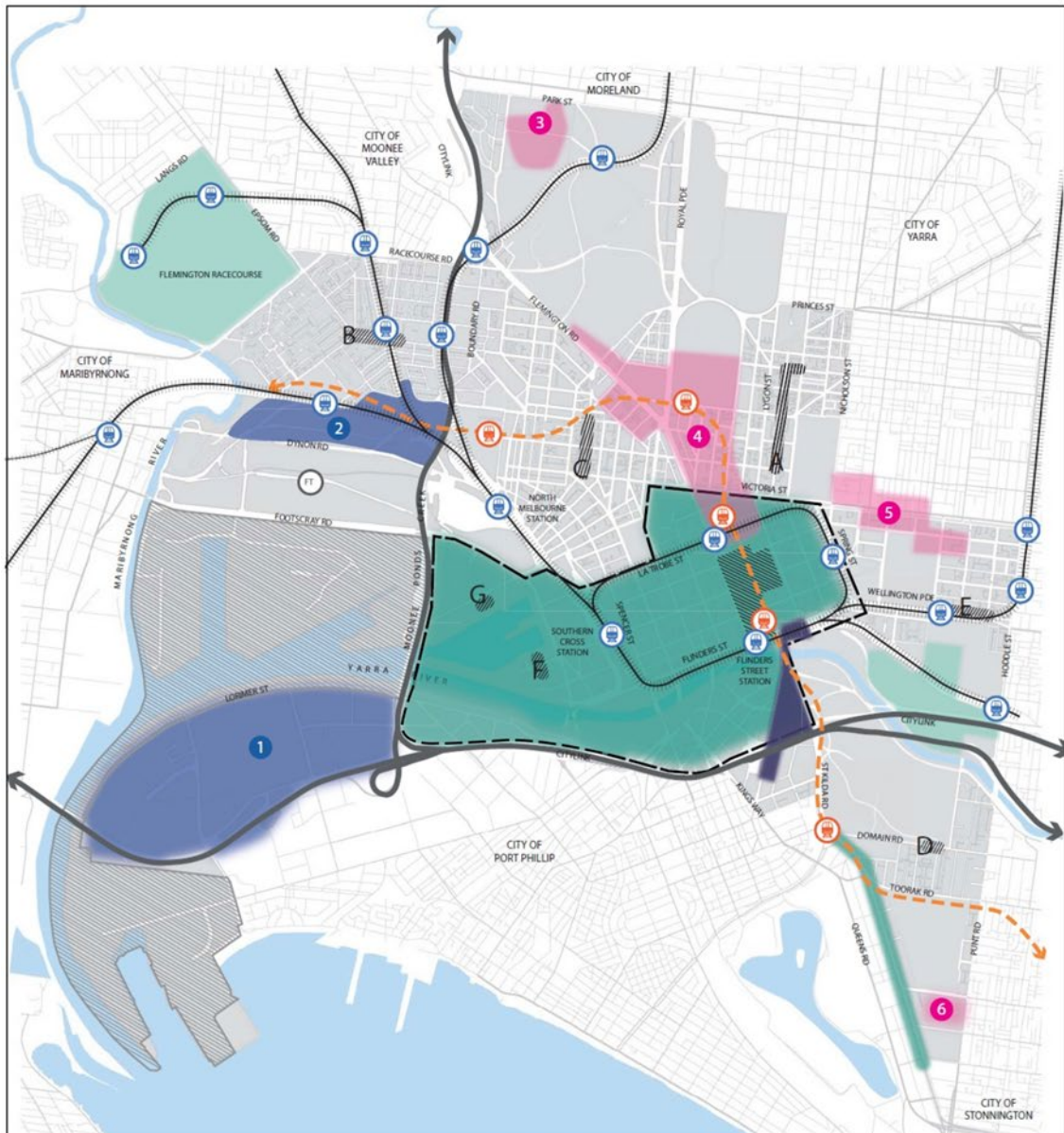
Innovation in business is central to Melbourne's economic vitality and its role as a globally competitive Capital City. The municipality is a dense centre of world standard services and research activity particularly in the financial, engineering, biotechnology and design sectors.

The University of Melbourne and RMIT University, the city campuses of four other universities and a number of TAFE institutes are able to link locally with industry, business, hospitals and research institutes in the Parkville, Alfred Hospital St Vincent's Hospital precincts.

This dense co-location of business, education, and medical and, research centres will be supported to strengthen the City's competitive and innovative capacity.



Figure 3 Economic Development Map



- Port of Melbourne - Subject to the Port of Melbourne
- Planning Scheme
- Rail Station
- Rail Network
- Proposed Melbourne Metro Rail Station
- Proposed Melbourne Metro Rail Alignment
- Melbourne Freight Terminal
- Freeways
- Central City
- Retail Core

- Business
- Arts & culture precinct
- Industrial precincts
- Fishermans Bend Employment Precinct
- West Melbourne/Dynon Road Industrial Area
- Sports and Entertainment Precincts
- Knowledge precincts
- Royal Park North
- Parkville
- East Melbourne
- Alfred

N

0 1 2  
kilometres

Note: All areas are indicative only

- Local centres
- A Carlton - Lygon Street
- B Kensington - Macaulay Road
- C North Melbourne - Errol Street
- D South Yarra - Domain Road
- E East Melbourne - Wellington Parade
- F Docklands - Merchant Street
- G Docklands - Waterfront City

**21.08 – 1 Retail**

12/09/2013  
C162

**Objective 1 To support the Central City and local retail uses.**

- Strategy 1.1 Maintain and enhance the Retail Core as a world class retail offer, by supporting land uses and a built form which sustains this.
- Strategy 1.2 Enhance the viability, diversity and vitality of shops and services in local retail centres providing convenience retailing serving the local community.
- Strategy 1.3 Balance the regional tourism and local roles of the Lygon Street centre.
- Strategy 1.4 Ensure that a proliferation of eating and entertainment establishments in local centres does not undermine the viability of their convenience retailing.
- Strategy 1.5 Encourage the provision of convenience retailing and services including supermarkets in the Central City and Urban Renewal Areas for the local workers and residents.

**21.08 – 2 Business**

Proposed  
Amendment  
C323

**Objective 1 To reinforce the City's role as Victoria's principal centre for commerce.**

- Strategy 1.1 Support the Central City as metropolitan Melbourne's principal centre for commerce, professional, business and financial services, and encourage new and innovative business that takes advantage of the Capital City location.
- Strategy 1.2 Support the development of Docklands and Southbank as a vibrant business and retail areas along with the Hoddle Grid.
- Strategy 1.3 Support the consolidation of St Kilda Road as a vibrant office and high density residential district.
- Strategy 1.4 Support improved links between City businesses, tertiary educational institutions, research and development organisations and training institutions.
- Strategy 1.5 Support Melbourne as an Australian and the Asia Pacific gateway for health services, financial and business services, education and biotechnology.
- Strategy 1.6 Support the development of enterprise incubators and facilities for innovative business sectors.
- Strategy 1.7 Support the provision of facilities and services for the changing and diverse needs of residents, visitors and workers.
- Strategy 1.8 Recognise the contribution of arts, cultural and creative industries to the economic health, vitality and competitive strength of Melbourne.
- Strategy 1.9 Ensure noise and disturbance from late night commerce related activity does not compromise the reasonable needs of residents and other users of the City.

**Objective 2 To encourage employment opportunities for local residents.**

- Strategy 2.1 Encourage a diversity of small to medium enterprises in the Capital City, Docklands, Commercial and Mixed Use Zones.
- Strategy 2.2 Support the development of home based businesses, consistent with maintaining amenity in Residential and Mixed Use Zones.
- Strategy 2.3 To ensure the nature and intensity of office and commercial activity is appropriate to its location.
- Strategy 2.4 Encourage a mix of commercial and business support and services close to the Central City in identified parts of South Carlton, East Melbourne, Jolimont and North and West Melbourne.
- Strategy 2.5 Ensure that all new office and business uses manage off site impacts such as noise, traffic generation and parking consistent with the local amenity.
- Strategy 2.6 In Residential and Mixed Use Zones support business uses that provide services to the local community only where consistent with local amenity.

**21.08 – 3 Industry**

05/10/2018  
GC81

**Objective 1 To improve the long term viability and security of the City’s industries.**

- Strategy 1.1 Support the development of Fishermans Bend Employment Precinct as a National Employment and Innovation Cluster and as the City’s primary industrial area and the preferred location for clean, advanced manufacturing, research and development, and ancillary services.
- Strategy 1.2 Ensure the development of commercial and retail uses in the Fishermans Bend Employment Precinct supports the vision as Australia’s leading design, engineering and advanced manufacturing precinct.
- Strategy 1.3 Facilitate the on going role of industry in the West Melbourne Industrial Precinct.
- Strategy 1.4 Support the ongoing 24 hour function of the Port of Melbourne and associated industries as Australia’s leading container port.
- Strategy 1.5 Support the ongoing function of freight uses in the West Melbourne Industrial Precinct and the development of the Melbourne Freight Terminal to better integrating Port operations and Fishermans Bend Employment Precinct with the rail network.
- Strategy 1.6 Support the ongoing operation of concrete batching plants located between Boundary and Rodgers Street and the West Gate Freeway in the transition of the Lorimer precinct from an industrial precinct to a high density mixed used precinct, recognising their significance and the role they play in urban renewal.

**Objective 2 To encourage industries to adopt the highest standards of environmental management practice.**

- Strategy 2.1 Encourage industries to adopt Environmental Management Plans and ensure new industrial uses incorporate measures to minimise noise and environmental impacts.
- Strategy 2.2 Ensure that the appearance and operation of transport, manufacturing and wholesale and distribution industries minimise their adverse impacts on the surrounding road network and on the amenity and condition of the public realm.

**21.08 – 4 Maritime precincts**

12/09/2013  
C162

**Objective 1 To promote water transport for recreational and commuter use as part of a larger integrated transport system and consistent with maintaining safe and efficient Port operation.**

- Strategy 1.1 Maintain opportunities for potential future transport access to the rivers.
- Strategy 1.2 Ensure the capacity for necessary shore based infrastructure such as adequate mooring facilities and passenger and service access.
- Strategy 1.3 Minimise the extent of marina encroachment into navigable waterways especially in the Docklands.

**21.08 – 5 Knowledge precincts**

12/09/2013  
C162

**Objective 1 To support education, medical and research activities.**

- Strategy 1.1 Support the operation, development and clustering of education research centres and associated uses whilst protecting the amenity of Residential and Mixed Use zoned areas.
- Strategy 1.2 Support the increased integration of the tertiary education facilities into the public realm of the City through better access connections and the design of new development.
- Strategy 1.3 Encourage research and development uses in appropriate zones throughout the City.
- Strategy 1.4 Discourage the encroachment of non-residential uses associated with research, education and medical institutions into adjoining Residential Zones and parkland.

Strategy 1.6 Manage the off-site impacts of education and research facilities such as car parking and traffic to protect the character and amenity, (including visual amenity) of adjoining areas.

## 21.10 INFRASTRUCTURE

12/09/013  
C162

Growth and development in the municipality will require a matching provision of infrastructure. The expansion and upgrading of roads, utilities, community facilities and public open space will be required to service the growth of resident, worker and visitor populations. Key to this planning is to facilitate the efficient use of existing infrastructure, reinforce those key elements and plan for future needs and requirements.

### 21.10 – 1 Renewable energy and efficient water use

12/09/013  
C162

**Objective 1 To develop integrated precinct utilities to reduce greenhouse gas emissions and increase resilience to climate change.**

Strategy 1.1 Encourage precinct wide integrated water management systems including water sourced from tri-generation power systems.

Strategy 1.2 Encourage precinct wide integrated tri-generation systems to distribute power, heating, cooling and water.

### 21.10 – 2 Open Space

12/09/013  
C162

**Objective 1 To maintain, enhance and increase Melbourne’s public open space network and promote greening of the City.**

Strategy 1.1 Support the development and implementation of Park Master plans.

Strategy 1.2 Ensure parks, gardens, waterways and open spaces remain a prominent element of the City’s structure and character.

Strategy 1.3 Ensure there is no net loss of the area of public open space and secure new public open space where opportunities arise.

Strategy 1.4 Support the maintenance and creation of a variety of public open space to meet the needs of the growing population for formal and informal outdoor recreation.

Strategy 1.5 Ensure that development in and surrounding the City’s parks and gardens does not adversely impact on the solar access, recreational, cultural heritage, environmental and aesthetic values, or amenity, of the open space.

Strategy 1.6 Protect heritage significant trees and landscapes in parks and heritage areas.

Strategy 1.7 Provide an integrated network of public open spaces in Urban Renewal areas.

**Objective 2 To provide a diversity of uses in parks where consistent with Park Master plans.**

Strategy 2.1 Ensure parks are safe and accessible.

Strategy 2.2 Protect and enhance the biodiversity and habitat value of the City’s parks, gardens, open space and waterways.

Strategy 2.3 Ensure that activities, buildings and works in the City’s parks and gardens are consistent with Parks Master plans.

Strategy 2.4 Discourage activities, buildings and works that are not specifically related to the park and its use and that lead to the alienation of the park.

### 21.10 – 3 Education facilities

12/09/013  
C162

**Objective 1 To support education activities.**

Strategy 1.1 Support primary, secondary and tertiary education facilities, whilst protecting the amenity of Residential and Mixed Use zoned areas and the heritage values of areas with cultural heritage significance, consistent with the local amenity.

Strategy 1.2 Support interaction and collaboration between education institutions, and business and industry by promoting their co-location compatible with the amenity of existing residential uses and areas of heritage significance.

**Objective 2 To ensure a high standard of ‘soft infrastructure’ to support innovative activity and education.**

Strategy 2.1 Support accommodation, services and facilities, which serve and attract a highly skilled labour pool.

Strategy 2.2 Support the provision of facilities and services for students and researchers.

Strategy 2.3 Support affordable accommodation options for students.

**21.10-4 Health Facilities**

12/09/013  
C162

**Objective 1 To support medical, and research activities.**

Strategy 1.1 Support the operation of the City’s hospitals and their intensive care–trauma facilities and capacity.

Strategy 1.2 Support the clustering of hospitals and their continued operation and development in their current locations.

Strategy 1.3 Support interaction and collaboration between medical and research institutions, and business and industry by promoting their co-location compatible with the amenity of existing residential uses and areas of heritage significance.

Strategy 1.4 Discourage uses or development near hospitals that prejudice public safety or risk reducing the efficiency or safe delivery of acute health care, trauma and emergency services (including 24 hour emergency helicopter access).

Strategy 1.5 Ensure that all new knowledge and innovation uses manage off site impacts such as noise, traffic generation and parking.

**Objective 2 To encourage research and development uses throughout the City.**

Strategy 2.1 Encourage research and development uses throughout the municipality.

Strategy 2.2 Encourage research and development activity clusters, including biotechnology uses, throughout the municipality.

**21.10-5 Community Facilities**

12/09/013  
C162

**Objective 1 To provide facilities which meet the needs of the community.**

Strategy 1.1 Provide new community facilities, where needed, in strategic re-development sites and in areas of population growth and development.

Strategy 1.2 Integrate new community facilities or renewed community facilities with residential developments in order to provide the appropriate balance and mix of facilities.

Strategy 1.3 Encourage co-location of complementary facilities.

Strategy 1.4 Ensure all future community facilities can accommodate multipurpose uses where appropriate and can be adapted to suit the needs of the community.

**21.10-6 Cultural/Arts and Entertainment Facilities**

Proposed  
Amendment  
C323

**Objective 1 To provide a diverse range of leisure, arts, cultural and entertainment facilities.**

Strategy 1.1 Discourage the concentration of sexually explicit adult entertainment, amusement parlours and gaming venues in the Central City.

Strategy 1.2 Support quality public institutions, including art galleries, libraries and museums, throughout the municipality, where consistent with the local amenity.

Strategy 1.3 Support entertainment, music and cultural attractions in Commercial and Mixed Use Zones, where consistent with the local amenity.

Strategy 1.4 Support the expansion of arts, cultural and creative industries in the Melbourne Arts Precinct.

**Objective 2 Enhance the City as Victoria's pre-eminent cultural and entertainment location.**

Strategy 2.1 Support and encourage the growth of a vibrant cultural environment in the Hoddle Grid, Southbank and Docklands, by supporting entertainment uses, music and the arts.

Strategy 2.2 Support the City's major sports facilities and parks in recognition of their national significance.

Strategy 2.3 Promote the Docklands waterfront as a tourism and leisure destination of State significance.

**21.10-7 Communications infrastructure**

12/09/013  
C162

**Objective 1 To ensure that Melbourne has the infrastructure and capacity to meet anticipated information, communication and technology (ICT) needs.**

Strategy 1.1 Encourage the incorporation of information, technology and communication infrastructure in new developments.

Strategy 1.2 Encourage co-location of communications infrastructure.

**Objective 2 To minimise the visual impact of communications infrastructure and other utilities infrastructure.**

Strategy 2.1 Ensure that the presence and visibility of communications infrastructure and utilities in heritage areas or upon parkland does not unreasonably impact on the heritage place or precinct, or on parkland values.

## 21.13 URBAN RENEWAL AREAS

05/10/2018  
GC81

### Southbank

Proposed  
Amendment  
C323

### Housing

- Support medium scale residential development in the Residential Zones of Southbank Village.

#### Economic Development

- Support Southbank's development as an extension of the Central City, providing a mix of commercial and residential, arts and cultural land uses.
- Support a mix of uses, including residential development, with ground floor retail and small-scale business uses.
- Deliver a good provision of local services and facilities for workers and visitors and within easy walking distance from all residences.
- Support the ongoing operation and establishment of businesses that provide professional and business support services to the Capital City Zone in the Mixed Use Zones of Southbank.
- Strengthen the ongoing role of the Arts Precinct by facilitating the provision of floor space for creative industries and cultural uses in the precinct, particularly within the lower storeys of a building.

#### Built Environment and Heritage

- Connect and integrate Southbank with the Central City and the Yarra River.
- Position Southbank as the natural extension of the city establishing the Yarra River at the City's centre, not its edge. Provide easy and attractive access to and across the river from the central and southern parts of Southbank.
- Maintain low rise development on the northern and southern sides of the Yarra River and Arts Precinct to maintain the low scale river edge to protect key views to the Arts Centre Spire and prevent overshadowing of the south bank of the River.
- Encourage high rise tower development to the north of City Link and west of Moore Street.
- Encourage medium scale development in the Arts Precinct and the areas to the east of Moore Street and to the south of City Link.
- Encourage medium scale development in the Southbank Village.
- Support the physical integration and connection of the Victorian College of the Arts to the surrounding area to enhance its connection with other uses in the precinct.
- Encourage development that contributes to the legibility of the Melbourne Arts Precinct as an arts, cultural and creative precinct and provides a strong physical and visual relationship with the public realm.
- Ensure that buildings along St Kilda Road and in Sturt Street maintain the visual dominance of the Arts Centre Spire.
- Maintain the landscape character of St Kilda Road.
- Ensure that development maintains views to the Shrine of Remembrance as an important landmark.
- Ensure that the scale and design of buildings south of Coventry Street preserve the setting and significance of the Shrine of Remembrance as a historic and cultural landmark and place of reverence.
- Promote high rise, high density development, south of the Crown Casino and the Melbourne Exhibition Centre.
- Ensure all new development creates a high quality pedestrian environment and positively enhances the area's public realm.
- Encourage a mix of public and commercial uses at ground level in new developments to support street life and provide pedestrian interest.



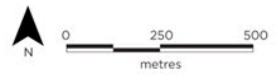
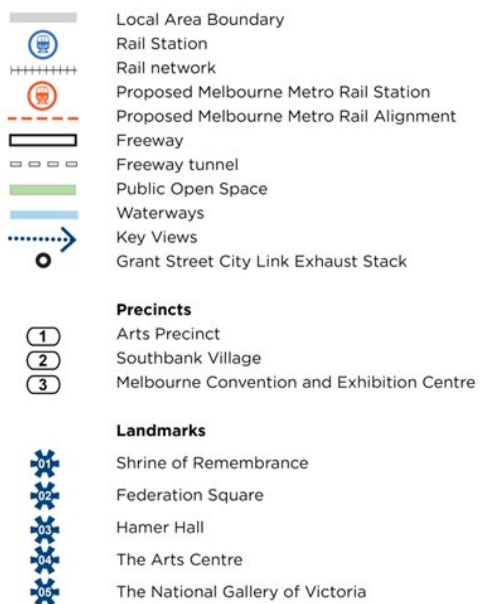
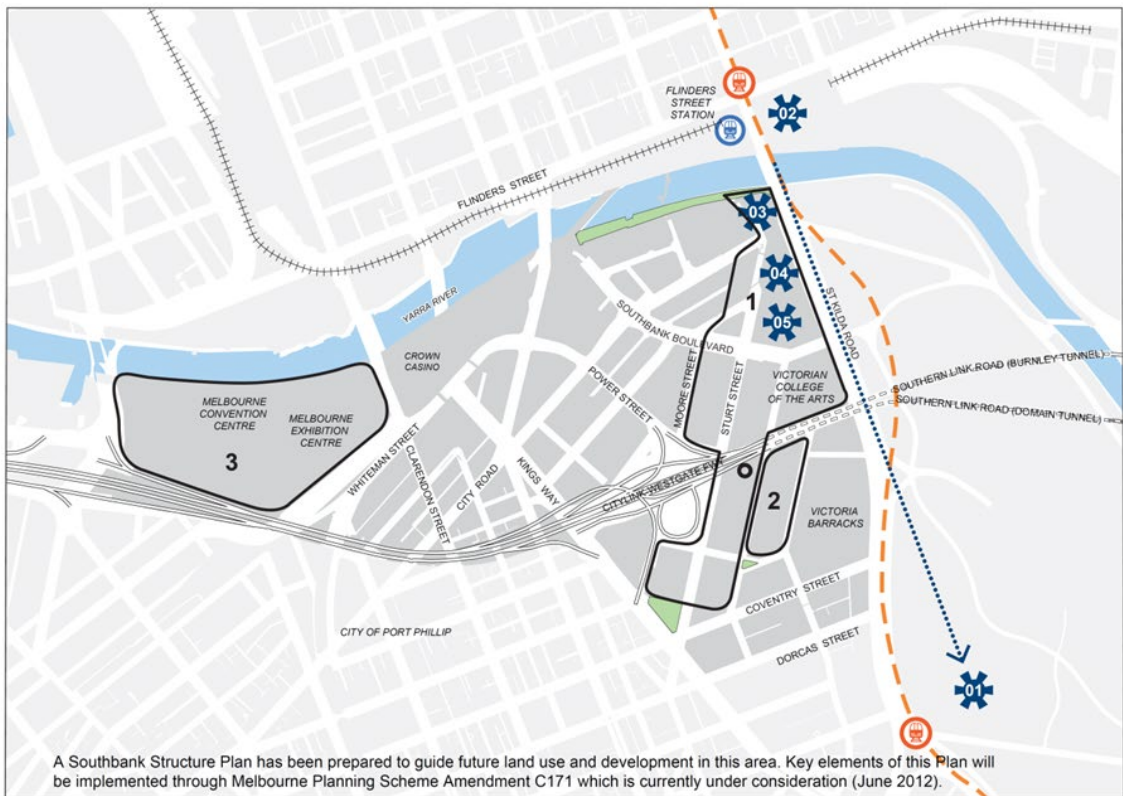
### **Transport**

- Improve the public environment of Southbank by providing public spaces, improving pedestrian facilities and upgrading streetscapes.
- Improve streetscapes as a priority along major pedestrian routes.
- Strengthen pedestrian and cycle connections between Southbank and the Hoddle Grid and South Melbourne.
- Encourage a continuous network of through block links to increase permeability, amenity and safety and to improve access to the Yarra River and Arts Precinct.
- Give greater priority to pedestrian, cyclist and public transport amenity and access ahead of private motor vehicle use.
- Create a connected and permeable neighbourhood.

### **Infrastructure**

- Encourage provision of open space and links between the Port Melbourne foreshore and the Hoddle Grid.
- Support arts and education uses and facilities at Southbank especially by facilitating the provision of floor space for arts, cultural and creative industries in the lower level of buildings in the Melbourne Arts Precinct.
- Encourage the provisions of floor space for arts, cultural and creative industries in the lower levels of buildings located within the Melbourne Arts Precinct.

Figure 7: Southbank



21.13-2 Docklands

12/09/2013  
C162

Housing

- Support residential development in Docklands that complements its other functions.
- Encourage medium to high residential density.

### **Economic Development**

- Support mixed use development including office and commercial development in the Digital Harbour, Stadium, New Quay, Victoria Harbour, Yarra's Edge and Batman's Hill Precincts.
- Encourage active uses in the areas fronting the waterfront to promote maximum usage and activity at the waterfront.
- Support Victoria Harbour waterfront and Waterfront City as the primary retail precinct for Docklands that complements retailing in the Hoddle Grid.
- Limit the impact of marina development on public access to the waterfront.
- Encourage local industries and uses such as recreational boating, marinas, fish markets, and port services, particularly where access to the waterfront is available.
- Encourage the establishment of leading edge industries through the development and promotion of Digital Harbour and the installation of high technology infrastructure.
- Encourage the installation of high technology infrastructure throughout Docklands.
- Support the consolidation of education and research clusters in Docklands, including the Digital Harbour Precinct and TAFE facilities.

### **Built Environment and Heritage**

- Ensure Docklands is physically and visually linked with the west end of the Hoddle Grid.
- Ensure that buildings provide weather protection and an attractive built form to promote an attractive, vibrant, safe and comfortable street environment.
- Encourage a development pattern that acknowledges Melbourne's traditional hierarchy of streets, lanes and arcades. The development pattern should be permeable and fine-grained to create a clear pattern of access and movement.
- Ensure that the design of buildings encourages sustainable outcomes.
- Encourage the reuse of heritage buildings.
- Encourage interim land uses, reuse of existing buildings, infrastructure and landscaping which presents an attractive physical environment during the development phase.
- Ensure building heights and setbacks along the waterfront in Docklands allow for optimum climatic conditions on the promenades.
- Encourage a built form profile in the Docklands that forms an extension of the Hoddle Grid building profile.
- Maintain and reinforce views to the water from the Hoddle Grid where possible, particularly along the Collins, Bourke and Latrobe Street corridors.
- Ensure buildings on landmark sites which terminate views or vistas or mark key local focal points are designed to the highest quality.
- Ensure development in Docklands extends and reinforces Council's public environment initiatives and practices.
- Ensure safe, wide and attractive public promenades are provided along the Docklands waterfront as an integrated part of the development of each precinct.
- Ensure continuous pedestrian and cycle promenades along the waterfront in Docklands.
- Ensure marina development in Docklands allows for public access to the water and the waterfront.
- Strengthen Harbour Esplanade as a civic spine for the Docklands.
- Ensure that new streets and open spaces provide physical and visual linkages to the waterfront.

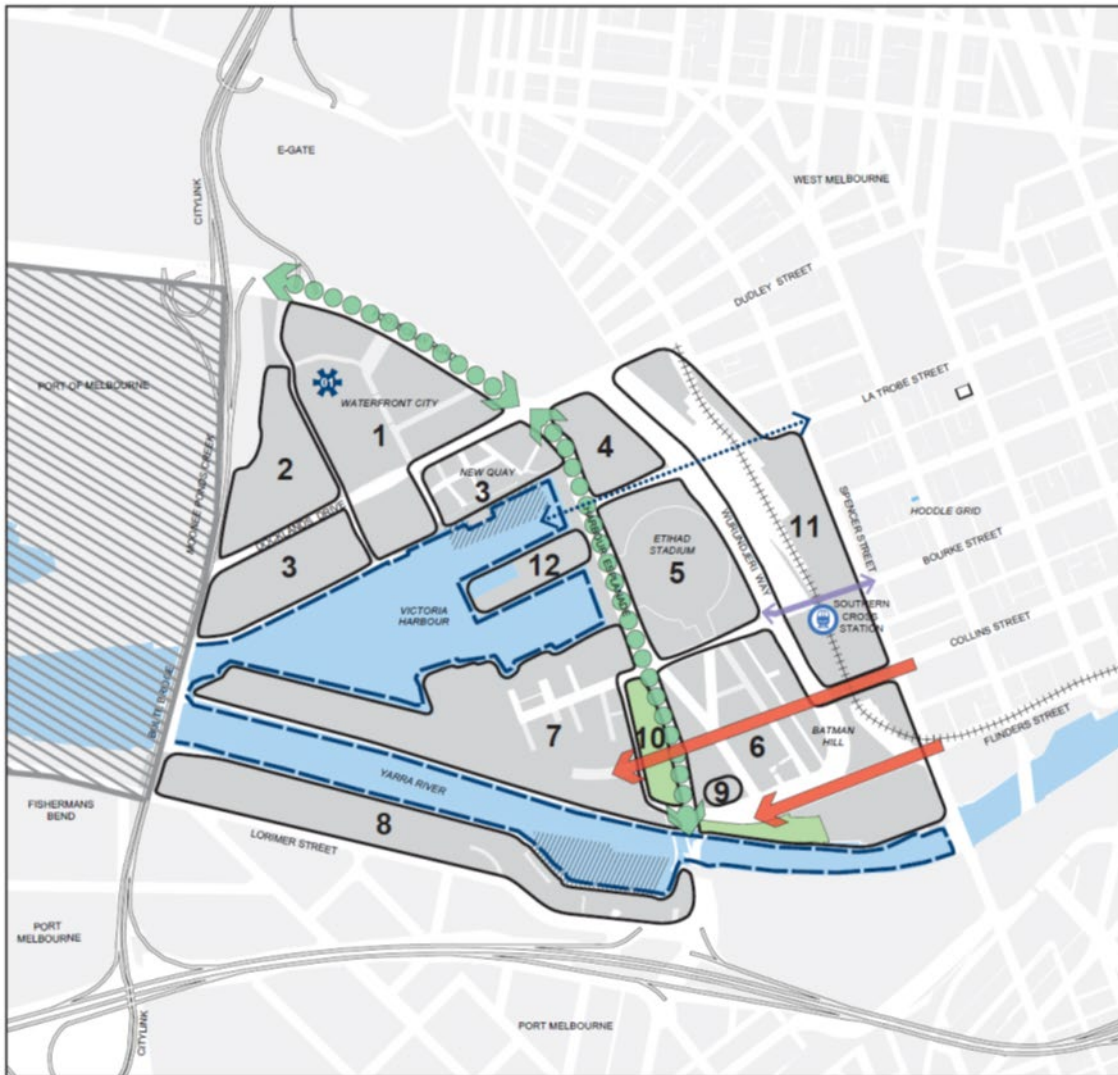
## **Transport**

- Support pedestrian connections to the Southern Cross Major Transport Hub.
- Strengthen pedestrian connections between Docklands and Port Melbourne and West Melbourne.
- Strengthen pedestrian and cycle connectivity between the Hoddle Grid and Docklands.
- Require the development of Docklands to incorporate a high level and quality of pedestrian and bicycle access.
- Support a wide variety of transport modes to and in Docklands, including public transport, vehicular, pedestrian, cycle and water based transport.
- Support an integrated public transport system in Docklands with a high degree of connectivity between tram, rail and bus services.
- Support the extension of light rail services to Docklands.
- Ensure new developments make provision for on-street car parking and bus and taxi parking adjacent to key public spaces and land uses.
- Encourage the co-location and sharing of car parking facilities where appropriate.
- Develop Footscray Road as a western boulevard entry to the City, through the use of strong urban and landscape design elements.
- Ensure the design of roads in Docklands encourages through-traffic to be diverted away from the harbour waterfront.
- Ensure that the provision of car parking for use and development is consistent with the efficient operation of the Melbourne Docklands area road network and approach roads, and with environmental considerations.

## **Infrastructure**

- Support the development of continual open space links along the Docklands waterfront, Yarra River and Moonee Ponds Creek that provide for recreational and ecological purposes.
- Support the provision of an integrated network of parks and open spaces in Docklands.
- Support the development of Victoria Harbour, Harbour Esplanade and Docklands Park as the recreational focus for the Docklands.
- Ensure adequate and appropriate space is set aside in Docklands for community facilities and that these facilities can be extended and upgraded when required.

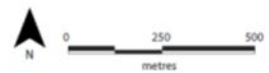
Figure 8: Docklands



- Local Area Boundary
- Rail Station
- Rail Network
- Freeway
- Public Open Space
- Boulevards
- Waterways
- Key Views
- Marina
- Hoddle Grid extension
- Docklands Waterfront
- Pedestrian Path
- Port of Melbourne - subject to the Port of Melbourne Planning Scheme

- Precincts**
- 1 Waterfront City
- 2 Docklands Studio
- 3 New Quay
- 4 Digital Harbour
- 5 Stadium
- 6 Batman's Hill
- 7 Victoria Harbour
- 8 Yarra's Edge
- 9 Kangan Institute Docklands Campus
- 10 Docklands Park
- 11 Southern Cross Transport Hub
- 12 Central Pier

- Landmarks**
- Southern Star Wheel



### 21.13-3 Fishermans Bend Urban Renewal Area

05/10/2018  
GC81

Fishermans Bend is a declared project of State significance and is a priority urban renewal area. It is an unparalleled renewal opportunity within Melbourne. It will provide for 80,000 jobs (40,000 within the four mixed use precincts and 40,000 in the Employment Precinct) and a range of well serviced, high density housing options for 80,000 people. The Lorimer precinct is planned to accommodate approximately 12,000 residents and 6,000 jobs.

The Lorimer precinct will provide a mix of residential, retail, commercial, entertainment and employment land uses that complement the functions and built form of the Central City and Docklands. The Lorimer precinct will provide both employment and housing, implementing the sustainable transport objectives of the *Fishermans Bend Framework, September 2018* through decreased travel times for residents (refer to figure 9).

The urban renewal of Fishermans Bend is driven by the fundamental principles of economic prosperity, social equity and environmental quality that takes advantage of its close proximity to existing employment, residential and transport links in the Central City/ Southbank/ Docklands areas. Design excellence and environmental sustainability are fundamental to delivering a high quality, high amenity urban environment and realising the vision for a highly liveable urban renewal area.

Development within the Fishermans Bend Urban Renewal Area should seek to achieve an affordable housing target of 6%.

The Lorimer precinct has a distinct role in delivering the Vision for Fishermans Bend. It will have its own distinct character and identity. Figure 10 identifies each of the sub-precincts within Lorimer.

#### Vision and Strategic Framework Plan

The Fishermans Bend Vision (September 2016) and the Fishermans Bend Framework, September 2018 set out 10 strategic directions and 8 sustainability goals, each of which are to be delivered in the Lorimer precinct.

#### Housing

- Ensure new residential areas provide for a connected and liveable community and are inclusive and healthy places to live.
- Encourage a vibrant, mixed use precinct close to the Yarra River and connected to Melbourne's Central City, Docklands and other emerging urban renewal areas.
- Encourage a high density mixed use precinct centred around the Lorimer Parkway, an important recreational and biodiversity green link, promoting a healthy and connected community for people of all ages and backgrounds.

#### Economic Development

- Ensure Lorimer has excellent access to employment and public transport, being located on the doorstep of the Central City, Docklands and adjacent to the Fishermans Bend Employment Precinct (NEIC), connected by the northern Tram Route.
- Encourage development to deliver opportunities for economic development through a focus on the attraction and retention of key workers, and investment and growth in the knowledge, creative, design, research, education, innovation, engineering, advanced manufacturing and service sectors.
- Encourage mixed use outcomes to create a significant employment opportunities, complementing existing industries in the Employment Precinct (NEIC), and build on strengths in aeronautical and automotive engineering and defence.
- Ensure that new development manages and mitigates potential adverse amenity impacts from existing industry and warehouse uses, or from ongoing port operations.

### **Built Environment and Heritage**

- Encourage a visual and physical connectivity to the Yarra River through a series of new north-south laneways that will stitch the precinct across Lorimer Street through to the Yarra River.
- Encourage a diversity of building typology with exterior finishes, materials and architectural detailing of demonstrably high quality to form an attractive backdrop to the West Gate Freeway and to provide a buffer between the freeway and the remainder of the precinct.
- Encourage perimeter and open block developments with small block sizes divided by laneways, multiple ground floor tenancies and multiple building entries and public access points.
- Ensure heights are reduced in key locations to protect existing and proposed open spaces from being overshadowed.
- Encourage active and fine-grain street frontages including retail uses to activate ground level interfaces with open spaces. Large and smaller format commercial uses are also encouraged within podium or lower levels of development.
- Ensure towers are well spaced to provide for outlook and view through to the river.
- Ensure buildings are designed to protect the amenity of streets and laneways.
- Encourage higher street walls along the freeway interface, providing a buffer from freeway traffic.

### **Transport**

- Support the creation of the northern tram route along Turner Street and Lorimer Street providing direct, high frequency public transport connection to Docklands and the Central City.
- Support the creation of new or upgraded bridges over the Freeway at Ingles Street and Graham Street to provide public transport, bike and pedestrian access to Sandridge.
- Support the continued access to existing industrial uses, including concrete batching plants, during the transition from an industrial precinct to a high density mixed use precinct.

### **Infrastructure**

- Support the creation of the Lorimer Central Open Space located in the heart of the precinct, between Ingles and Boundary Streets.
- Support Turner Street closure and widening to create Lorimer Parkway along the tram route, creating a green link to the new Lorimer West Open Space, and additional green link connecting to new open space at intersection of Hartley and Lorimer Streets.
- Support a network of new streets and laneways to transform the existing industrial scale blocks into a walkable neighbourhood.
- Encourage new facilities to be delivered as part of mixed use development, located in close proximity to the Lorimer Central Open Space or Hartley Street Open Space and northern tram route.
- Support a pop-up community hub created on land adjacent to the Bolte Bridge, evolving into a Health and Well-Being Hub.
- Support an Education and Community Hub (primary) located in the north-eastern part of the precinct and an Art and Cultural Hub located in the south eastern part of the precinct.
- Encourage a Sports and Recreation Hub (or part of cluster) to be delivered as part of mixed use development, located within the 'investigation area' at the western part of the precinct.

### **Flooding, Sea Level Rise and Water Sensitive Design**

- Ensure the individual and combined impacts of sea level rise and flooding from storm events is appropriately managed through a combination of precinct wide and property specific physical and management measures.



Figure 9: Fishermans Bend Urban Renewal Area

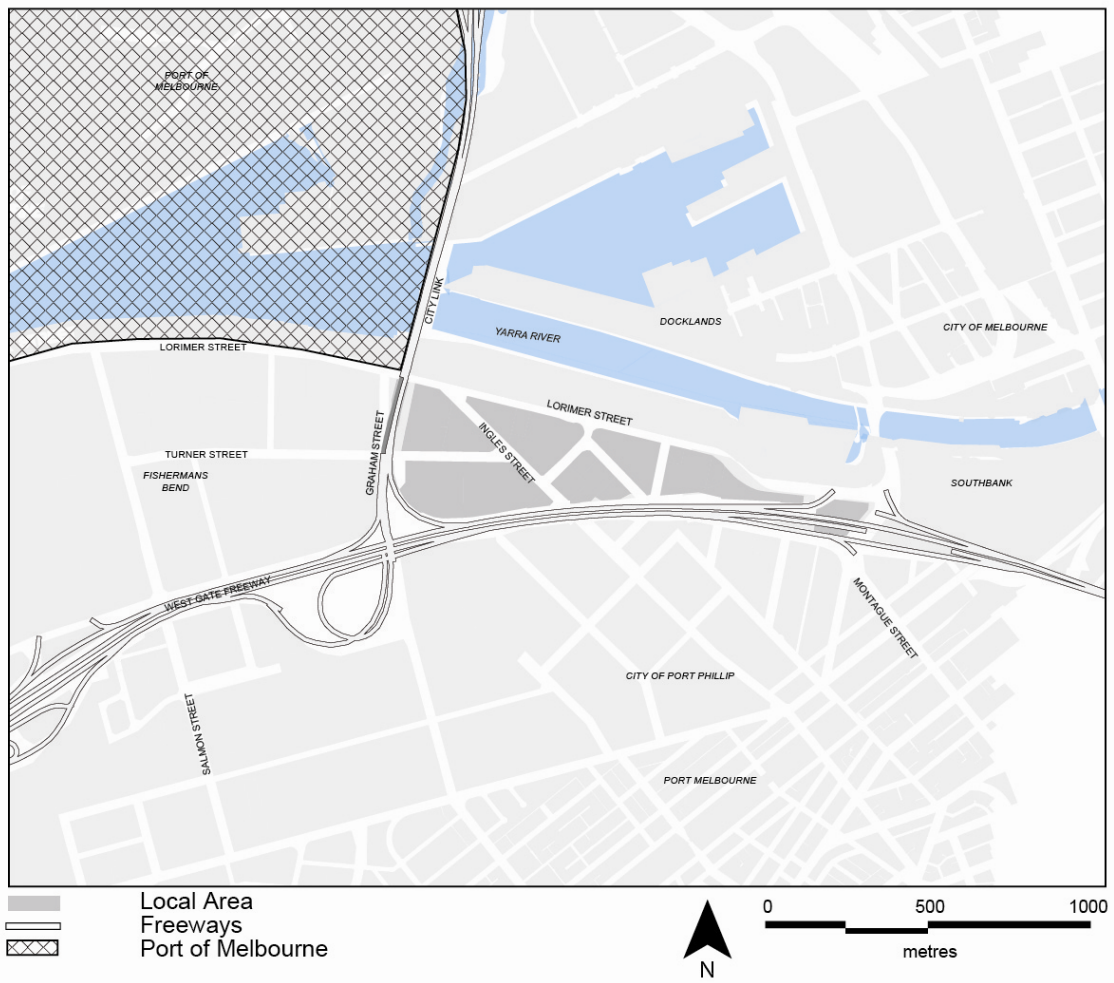
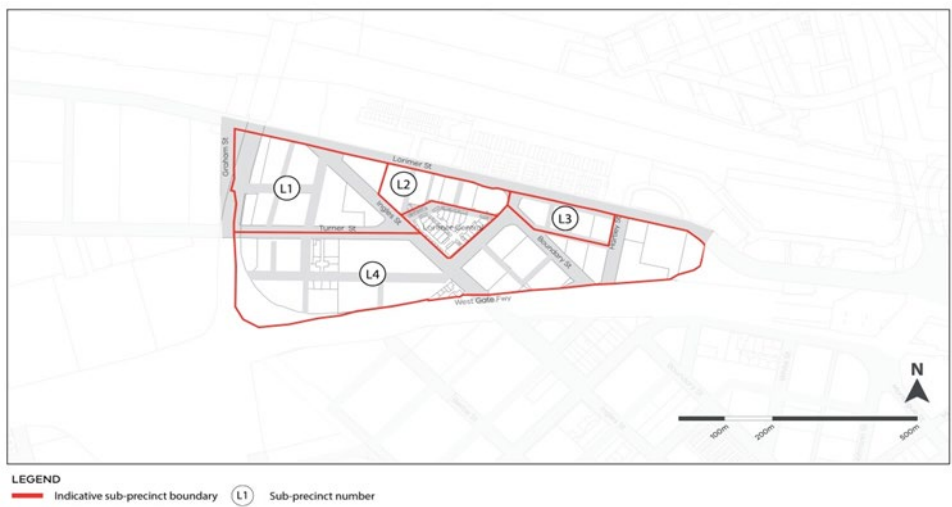


Figure 10: Sub-precincts within the Lorimer precinct





**SCHEDULE 7 TO CLAUSE 37.04 CAPITAL CITY ZONE**

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Proposed  
C323Shown on the planning scheme map as **CCZ7**.**Melbourne arts precinct****Purpose**

To strengthen the Melbourne Arts Precinct as an arts cultural and creative industry precinct of State significance.

To support the growth of arts, cultural and creative industry uses such as media, digital screen, design, writing and publishing, literature, fashion, performing arts, digital games development, broadcasting, music, cultural heritage and arts education and craft.

To facilitate arts, cultural and creative uses within the first four storeys of a building by providing appropriate spaces such as performance space, rehearsal space, galleries, workshops, event spaces and studios.

To ensure that the design of buildings delivers street frontage activation, design excellence and contributes to the legibility of the Melbourne Arts Precinct.

To provide for commercial and residential uses above the first four storeys of a buildings.

**1.0**

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Proposed  
C323**Table of uses****Section 1 - Permit not required**

<b>Use</b>	<b>Condition</b>
<b>Accommodation (other than Corrective institution)</b>	Must not be located within the first four storeys of a building , except for part of a building which provides access such as a lobby or entrance. Any frontage at ground floor level must not exceed 2 metres.
<b>Art and craft centre</b>	
<b>Child care centre</b>	
<b>Cinema based entertainment facility</b>	
<b>Dancing school</b>	
<b>Education centre</b>	
<b>Home based occupation</b>	
<b>Informal outdoor recreation</b>	
<b>Market</b>	
<b>Food and drink premises (other than Hotel and Tavern)</b>	The leasable floor area must not exceed 250 square metres
<b>Office</b>	Associated with arts, cultural or creative use.  Office use not associated with arts, cultural or creative industry uses must not be located within the first four storeys of a building . Any frontage at ground floor level to the tenancy must not exceed 2 metres.
<b>Place of assembly (other than Amusement parlour, Nightclub and Restricted place of assembly)</b>	
<b>Place of worship</b>	The gross floor area of buildings must not exceed 250 square metres

Use	Condition
Postal agency Railway station Tramway	
Shop (other than Adult sex bookshop, Department Store and Restricted retail premises)	The leasable floor area of buildings must not exceed 250 square metres
Any other use not in Section 3	Must be conducted by or on behalf of Melbourne Parks and Waterways or Parks Victoria under the Water Industry Act 1994, the Water Act 1989, the Marine Act, the Port of Melbourne Authority Act 1958, the Parks Victoria Act 1998 or the Crown Land (Reserves) Act 1978.
Any use listed in Clause 62.01	Must meet the requirements of Clause 62.01

### Section 2 - Permit required

Use	Condition
Adult sex product shop Amusement parlour	
Car park	Must meet the requirements of Clause 52.06.
Corrective institution Department store Hotel	
Industry	Must not be a purpose listed in the table to Clause 53.10.
Leisure and recreation (other than Dancing school and Informal outdoor recreation) Nightclub Restricted place of assembly Tavern Utility installation Warehouse (other than Freezing and cool storage, and Liquid fuel depot)	
Any other use not in Section 1 or 3	

### Section 3 - Prohibited

Use
Freezing and cool storage Liquid fuel depot

## 2.0

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Proposed  
C323

### Use of land

#### Application requirements

The following application requirements apply to an application for a permit under Clause 37.04, in addition to those specified in Clause 37.04 and elsewhere in the planning scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- The description of the proposed use and the types of activities which will be carried out.
- The compatibility of the proposed use with the purpose of the zone.

- Attempts made to engage with the creative and cultural sector to identify potential occupiers
- The likely effects, if any, on nearby uses and residential amenity including noise levels, traffic, parking, the hours of delivery and dispatch of goods and material, hours of operation, light spill, solar and glare.
- An application for a residential use must be accompanied by an acoustic assessment to the satisfaction of the responsible authority, which addresses:
  - A description and identification of the location and characteristics of nearby land uses with the potential to generate noise that may impact the development.
  - Relevant standards that apply to the emission or control of noise sources identified above.
  - Measures required to attenuate noise impacts, including how the proposal will meet the following requirements:
    - Habitable rooms of new dwellings adjacent to high levels of external noise should be designed to limit internal noise levels to a maximum of 45dB LAeq, in accordance with the relevant Australian Standards for acoustic control.

### **Exemption from notice and review**

An application for the use of land is exempt from the notice requirements of Section 52(1)(a), (b) and (d), the decision requirements of Section 64(1), (2) and (3) and the review rights of Section 82(1) of the Act.

### **Referral of applications**

An application for use of the first four storeys of a building must be referred in accordance with sections 55 of the Act to the referral authority specified in the schedule to Clause 66.04.

### **Decision guidelines**

The following decision guidelines apply to an application for a permit under Clause 37.04, in addition to those specified in Clause 37.04 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- The compatibility of the proposed use with the purpose of this schedule.
- The compatibility of the proposed use with any existing uses within the same building or on adjoining and nearby land.
- The extent to which the proposal serves or supports arts, cultural and creative uses.
- The extent of floor space for arts, cultural and creative industry or use relative to the height and overall floor space of the building.

## **3.0**

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Proposed  
C323

### **Subdivision**

#### **Exemption from notice and review**

An application to subdivide land is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

## **4.0**

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Proposed  
C323

### **Buildings and works**

#### **Permit Requirement**

No permit is required to construct a building or construct or carry out works for the following:

- Buildings or works carried out by or on behalf of Melbourne Parks and Waterways or Parks Victoria under the Water Industry Act 1994, the Water Act 1989, the Marine Act, the Port of

Melbourne Authority Act 1958, the Parks Victoria Act 1998 or the Crown Land (Reserves) Act 1978.

- Buildings or works for Railway purposes.
- Alterations to a building authorised under the Heritage Act, provided the works do not alter the existing building envelope or floor area.
- Footpath vehicle crossovers provided they are constructed to the satisfaction of the responsible authority.
- Bus and tram shelters required for public purposes by or for the Crown or a public authority in accordance with plans and siting to the satisfaction of the responsible authority.
- Decorations, gardens and planting required for public purposes by or for the Crown, a public authority or the City of Melbourne.
- A work of art, statue, fountain or similar civic works required for public purposes by or for the Crown, a public authority or the City of Melbourne.
- Buildings or works or uses on public land for which a current permit exists under a City of Melbourne local law.
- The erection of information booths and kiosks required for public purposes by or for the Crown, a public authority or the City of Melbourne.
- Traffic control works required by or for the Crown, a public authority or the City of Melbourne.
- The construction, or modification, of a waste pipe, flue, vent, duct, exhaust fan, air conditioning plant, lift motor room, skylight, security camera, street heater or similar minor works provided they are to the satisfaction of the responsible authority.
- A modification to the shop front window or entranceway of a building to the satisfaction of the responsible authority having regard to the architectural character of the building.
- An addition or modification to a verandah, awning, sunblind or canopy of a building to the satisfaction of the responsible authority.
- The painting, plastering and external finishing of a building or works to the satisfaction of the responsible authority.
- Changes to glazing of existing windows to not more than 15% reflectivity.
- External works to provide disabled access that complies with all legislative requirements to the satisfaction of the responsible authority.

A permit is required to demolish or remove a building or works. This does not apply to:

- Demolition or removal of temporary structures.
- Demolition ordered or undertaken by the responsible authority in accordance with the relevant legislation and/or local law.

Before deciding on an application to demolish or remove a building, the responsible authority may require an agreement pursuant to Section 173 of the Planning and Environment Act 1987 between the landowner and the responsible authority requiring, as appropriate:

- Temporary works on the vacant site should it remain vacant for 6 months after completion of the demolition.
- Temporary works on the vacant site where demolition or construction activity has ceased for 6 months, or an aggregate of 6 months, after commencement of the construction.

Temporary works must be constructed to the satisfaction of the responsible authority.

Temporary works may include:

- The construction of temporary buildings for short-term retail or commercial use. Such structures shall include the provision of an active street frontage.
- Landscaping of the site for the purpose of public recreation and open space.

## Application Requirements

The following application requirements apply to an application for a permit under Clause 37.04, in addition to those specified in Clause 37.04, and elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- An application for a permit must be accompanied by a written urban context report documenting the key planning influences on the development and how it relates to its surroundings. The urban context report must identify the development opportunities and constraints, and document the effect of the development, as appropriate, in terms of:
  - The compatibility of the proposed development with the purpose of this schedule.
  - Built form and character of adjacent and nearby buildings.
  - Heritage character of adjacent and nearby heritage places.
  - Microclimate, including sunlight, daylight and wind effects on streets and other public spaces.
  - Energy efficiency and waste management.
  - Ground floor street frontages, including visual impacts and pedestrian safety.
  - Public infrastructure, including reticulated services, traffic and car parking impact.
  - Vistas
  - Potential arts, cultural or creative use, including the floor area and specifications or an outline of building features to ensure adaptability for such uses.

An application to construct a building or to construct or carry out works must include as appropriate, upgrading of adjacent footpaths or laneways to the satisfaction of the responsible authority.

An application for a permit to construct or carry out works for development of a building listed in the Heritage Overlay must be accompanied by a conservation analysis and management plan in accordance with the principles of the Australian ICOMOS Charter for the Conservation of Places of Cultural Significance 1992 (The Burra Charter) to the satisfaction of the responsible authority.

An application to construct a building or construct or carry out works for a residential or other noise sensitive use, must be accompanied by an acoustic assessment to the satisfaction of the responsible authority, which addresses:

- A description and identification of the location and characteristics of nearby land uses with the potential to generate noise that may impact the development.
- Relevant standards that apply to the emission or control of noise sources identified above.
- The necessary measures to attenuate these noise impacts, including how the proposal will meet the following requirement:
  - Habitable rooms of new dwellings adjacent to high levels of external noise should be designed to limit internal noise levels to a maximum of 45dB LAeq, in accordance with the relevant Australian Standards for acoustic control.

An application to construct podium carparking must:

- Locate car parking on the first floor or above.
- Sleeve car parking at street frontages with suitably designed floor space including sufficient depth for the nominated arts, cultural and creative industry or use.

## Exemption from notice and review

An application to construct a building or construct or carry out works for a use in Section 1 of Clause 37.04-1 is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

An application to demolish or remove a building or works is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

### **Referral Requirement**

An application for development with a gross floor area exceeding 25,000 square metres must be referred in accordance with section 55 of the Act to the referral authority specified in the schedule to Clause 66.04.

An application for development of the first four storeys of a building must be referred in accordance with section 55 of the Act to the referral authority specified in the schedule to Clause 66.04.

### **Decision guidelines**

The following decision guidelines apply to an application for a permit under Clause 37.04, in addition to those specified in Clause 37.04 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- The purpose of this schedule.
- The views of the Office of the Victorian Government Architect as appropriate, as to the architectural expression and materiality of the proposal having regard to the purpose of this schedule.
- The extent of floor space for arts, cultural and creative industry or use relative to the height and overall floor space of the building.
- Direct or convenient access through the precinct for pedestrians, bicycles and vehicles. .
- The impact the proposal will have on street amenity if on-site car parking occupies any of the first four floors of a building and whether any above ground car parking is sleeved by arts, cultural and creative industry or other active uses.
- The adequacy of car parking provision and loading bays.
- The safety and efficiency of vehicle entry and egress.
- Whether the building is designed to accommodate arts, cultural and creative industry uses as part of the overall development and over time.
- Whether the development provides adequate space and floor to ceiling heights so that it could be adapted for arts cultural and creative industry uses in the future.
- The interface between the development and the public realm including:
  - Whether the development contributes to the legibility of the Melbourne Arts Precinct as an arts precinct.
  - Whether the building design at street level provides for active street frontages, pedestrian engagement and weather protection.
  - The opportunities for passive surveillance of the public realm from occupants of upper storeys of the development.
  - The impact the proposal will have on street amenity if buildings are not constructed to the street boundary at ground level.
  - Whether the development would compromise the function, form and capacity of public spaces and public infrastructure.
- The impact on the amenity of any dwellings on adjacent sites.
- Whether the development provides acceptable internal noise levels within habitable rooms of new dwellings taking into account existing or reasonably anticipated future noise sources.
- Whether the development includes appropriate measures to attenuate against noise associated with the operation of other businesses and activities, including limiting internal noise levels of new habitable rooms.
- The adequacy and accessibility of waste and recycling facilities.

- Whether the demolition or removal of buildings gives effect to a permit or prior approval for the redevelopment of land.
- Whether the demolition or removal of buildings is required for environmental remediation of contaminated land.
- The provision of temporary buildings and works or landscaping to avoid vacant sites for excessive periods.

## 5.0

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Proposed  
C.323

### Signs

A permit is required to construct and display a sign except for:

- Advertising signs exempted by Clause 52.05-4
- An under-verandah business sign if:
  - It does not exceed 2.5 metres measured horizontally, 0.5 metres vertically and 0.3 metres between the faces of the sign;
  - It is located between 2.7 metres and 3.5 metres above ground level and perpendicular to the building facade; and
  - It does not contain any animation or intermittent lighting.
- A ground floor business sign cantilevered from a building if:
  - It does not exceed 0.84 metres measured horizontally, 0.61 metres vertically and 0.3 metres between the faces of the sign;
  - It is located between 2.7 metres and 3.5 metres above ground level and perpendicular to the building facade; and
  - It does not contain any animation or intermittent lighting.
- A window display.
- A non-illuminated sign on a verandah fascia, provided no part of the sign protrudes above or below the fascia.
- Renewal or replacement of an existing internally illuminated business identification sign.

### Exemption from notice and review

An application to construct or display a sign, is exempt from the notice requirements of section 52(1)(a), (b) and (d), the decision requirements of section 64(1), (2) and (3) and the review rights of section 82(1) of the Act.

**SCHEDULE TO CLAUSE 66.04 REFERRAL OF PERMIT APPLICATIONS  
UNDER LOCAL PROVISIONS**

05/10/2018  
GC81

**1.0 Referral of permit applications under local provisions**

Proposed  
Amendment  
C323

<b>Clause</b>	<b>Kind of application</b>	<b>Referral authority</b>	<b>Type of referral authority</b>
Clause 5.0 of Schedules 1-6 and Clause 4.0 of Schedule 7 to Clause 37.05	Any permit application for use or development within the Docklands Zone.	Development Victoria	Determining referral authority
Clause 3.0 of Schedule 7 to Clause 37.05	Any permit application for jetties, moorings or other works in the Schedule 7 to the Docklands Zone - Waterways.	Parks Victoria	Determining referral authority
Clause 2.0 of Schedule 55 to Clause 43.02	Any permit application for use or development within the area defined by the plan to the schedule.	Energy Safe Victoria	Determining referral authority
Clause 5.0 of Schedule 3 to Clause 37.05	Any permit application that involves the creation or alteration of access, subdivision adjacent or building over the arterial road – Wurundjeri Way.	Roads Corporation	Determining referral authority
Clause 6.0 of Schedule 1 to Clause 37.04	Any permit application that involves the creation or alteration of access to the arterial road – Wurundjeri Way.	Roads Corporation	Determining referral authority
Clause 4.0 of Schedule 4 to Clause 37.04	Any permit application to construct a building or to construct or carry out works.	Melbourne Water	Recommending referral authority
Clause 6.0 of Schedule 1 and 2, Clause 3.0 of Schedule 3 and Clause 4.0 of Schedule 4 to Clause 37.04	Any permit application for development with a gross floor area exceeding 25,000 square metres within the Capital City Zone.	Melbourne City Council	Recommending referral authority
Clause 2.0 and 4.0 of Schedule 7 to	Any permit application for use and development of the	Creative Victoria	Recommending referral authority



Clause	Kind of application	Referral authority	Type of referral authority
Clause 37.04	first four storeys		
Clause 2.0 of Schedule 65 to Clause 43.02 (DDO)	Any application to construct a building or to construct or carry out works.	Department of Health and Human Services	Determining referral authority
Clause 2.0 of Schedule 66 to Clause 43.02 (DDO)	Any application to construct a building or to construct or carry out works.	Department of Health and Human Services	Determining referral authority
Schedule to Clause 52.03 – Hospital Emergency Medical Services – Helicopter Flight Path Protection Areas Incorporated Document, June 2017	Any application to construct a building or to construct or carry out works.	Department of Health and Human Services	Determining referral authority
Clause 2.0 of Schedule 70 to Clause 43.02 (DDO)	An application for buildings and works.	Secretary to the Department of Economic Development, Jobs, Transport and Resources until 31 December 2026, and thereafter VicTrack	Determining referral authority
Schedule to Clause 52.03 – Melbourne Metro Rail Project – Infrastructure Protection Areas Incorporated Document, December 2016	All applications.	Secretary to the Department of Economic Development, Jobs, Transport and Resources until 31 December 2026, and thereafter VicTrack	Determining referral authority