

Report to the Future Melbourne (Planning) Committee

Agenda item 6.4

**Planning Permit Application: TP-2014-1072
Harbour Esplanade, Docklands**

2 June 2015

Presenter: Karen Snyders, Planning Coordinator

Purpose and background

1. The purpose of this report is to advise the Future Melbourne Committee of a planning permit application for the Harbour Esplanade Master Plan (Master Plan) at Harbour Esplanade, Docklands (refer to Attachment 2 – Locality Plan). The planning permit application was received by Council on 14 December 2014. A response to a request for further information was submitted on 27 March 2015.
2. The subject site is located within mostly the Docklands Zone Schedule 2 - Victoria Harbour Precinct with minor part of the northern end of the Master Plan area located in the Docklands Zone Schedule 6 - Business Park Precinct. The subject site is also covered by Design and Development Overlays (DDO12), Design and Development Overlays (DDO50), Parking Overlay Schedules 6 and 10 and Heritage Overlay Schedule 915 (HO915).
3. The applicant is Places Victoria, the owner is Places Victoria and the Council (as either owner or land manager) and the architect is Hassell.
4. The planning permit application seeks approval for buildings and works associated with the Master Plan. The extent of the Master Plan covers a rectangular area between Harbour Esplanade to the east, Victoria Harbour Promenade to the south, the Victoria Harbour basin including Central Pier to the west, and the existing residential buildings of New Quay Promenade to the north (attachment 3 Master Plan map).

Key issues

5. The role of the Master Plan is to define a clear physical structure for the Harbour Esplanade waterfront promenade that will facilitate a staged delivery of the precinct. This approach will also allow a degree of flexibility in the final design whilst setting parameters that will underpin and guide location, form and design intern for future building and public realm spaces.
6. Prior to the lodgement of the Master Plan, a process of Stakeholder and Community Engagement was undertaken. In May/June 2014 Places Victoria together with offices of Council (COM) engaged with the community. This Stakeholder and Community engagement helped shape the scope of the Master Plan and defined the underpinning Vision and Urban Design Principles.
7. It is recognised that the Master Plan is a high level document that will guide more detailed design through the submission of plans and supporting documents. It is considered that the Vision and Urban Design Principles that underpins and guides the direction of the Master Plan set a sound foundation and scope for the more detailed elements as later described under the four components of the Master Plan. Key to the success of the Master Plan will be the execution of a cohesive staged design process to ensure that there is proper integration between all components of the Master Plan. Key vistas must be protected throughout the site, particularly along La Trobe Street, and comfortable and safe conditions must be provided for the public realm areas. However most important of all, Harbour Esplanade must continue to provide an integrated connection between the north and south promenades of Victoria Harbour and to this extent a balance must be found between providing safe, wide and attractive areas of public spaces and the placement of new structures.

Recommendation from management

8. That the Future Melbourne Committee resolves to issue a Planning Permit in relation to Planning application TP-2014-1072 Harbour Esplanade Docklands, subject to the conditions included in the delegate's report (refer Attachment 4 – Delegate's Report).

Attachments

1. Supporting Attachment
2. Locality Plan
3. Selected Plans
4. Delegate Report

Supporting Attachment

Legal

1. Division 1 of Part 4 of the Planning and Environment Act 1987 (Act) sets out the requirements in relation to applications for permits pursuant to the relevant planning scheme.
2. Notice of the application has been given in accordance with the requirements of Clause 67.02 of the Melbourne Planning Scheme and Section 52(1)(c) of the Act. No objections were received from the owners or occupiers of adjoining land that were required to be notified. One objection has been received from a person that is not the owner or occupier of adjoining land. As such, this person does not have the usual decision, notification or third party review rights under the Act.

Finance

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

Conflict of interest

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

Stakeholder consultation

5. Adjoining owners and occupiers were notified in accordance with Clause 67.02 of the Melbourne Planning Scheme and Section 52(1)(c) of the Act.

Relation to Council policy

6. Relevant Council policies are discussed in the attached delegate report (refer to Attachment 3).

Environmental sustainability

7. Pursuant to Clause 22.19 of the Melbourne Planning Scheme, an environmentally sustainable design statement is required. Given that the application is for approval of a master plan and detailed design is to follow, this requirement should be met at each stage of the development and can be addressed through the inclusion of condition on the permit that may issue.

Locality Plan

TP-20141072, Harbour Esplanade, Docklands



Vision

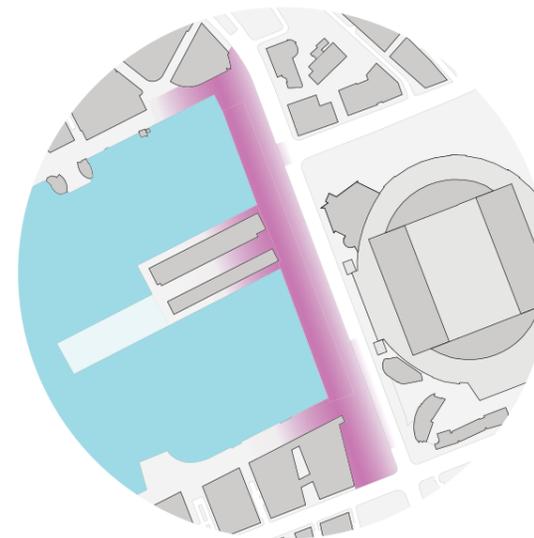
03 Vision

Role of Vision

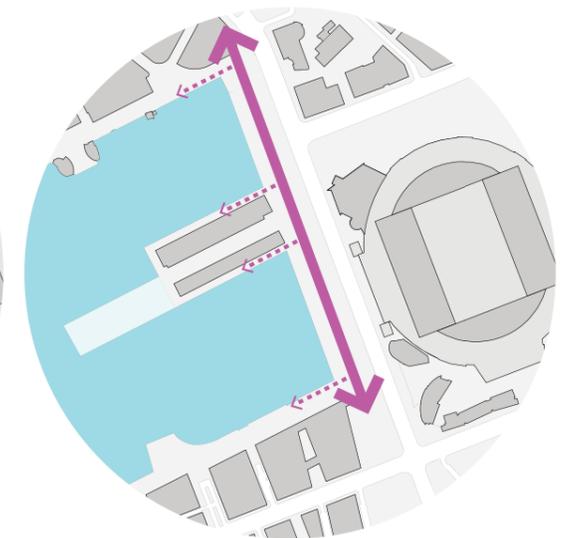
The Vision has a wide ranging influence over the Master Plan area to ensure that any works are consistent with its overall intent.

A place of increased national significance, and one of the great post-industrial waterfronts anywhere in the world.

The primary public space in Melbourne Docklands



A fine boulevard for promenading

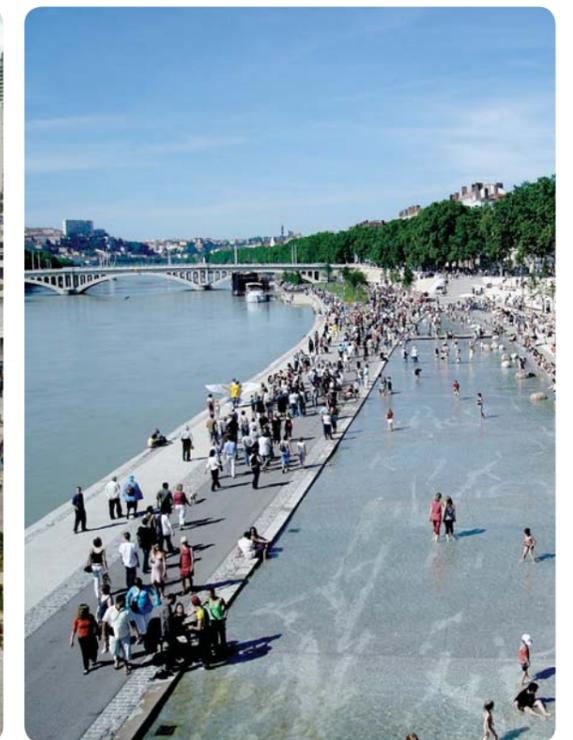


Harbour Esplanade will be the primary public space in Docklands. A fine boulevard for promenading, an opportunity to experience elements of Melbourne’s rich maritime heritage and a place to welcome and guide the public through the sub-precincts of Melbourne Docklands and the central city. It will be flexible, adaptive, changing - an event space by the water.

The design approach will be one of simplicity, revealing key artefacts from the past and allowing for the curation of new experiences, programs and buildings over time. It will embrace water transport as a legitimate way of getting to and around Melbourne and resolve the connectivity requirements and pressures on the precinct that this shift will bring.



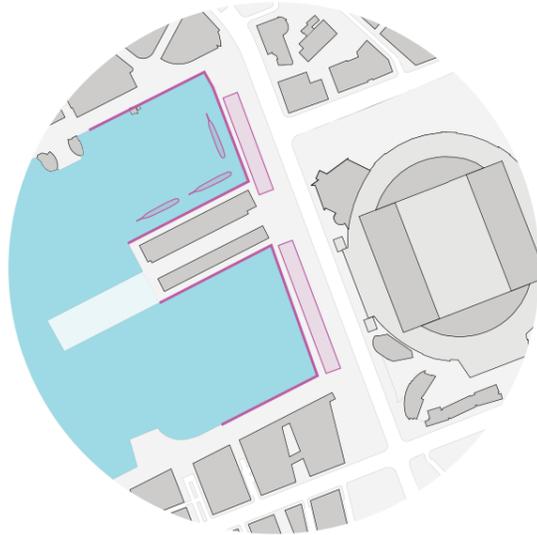
Reference Project _Auckland Waterfront, New Zealand



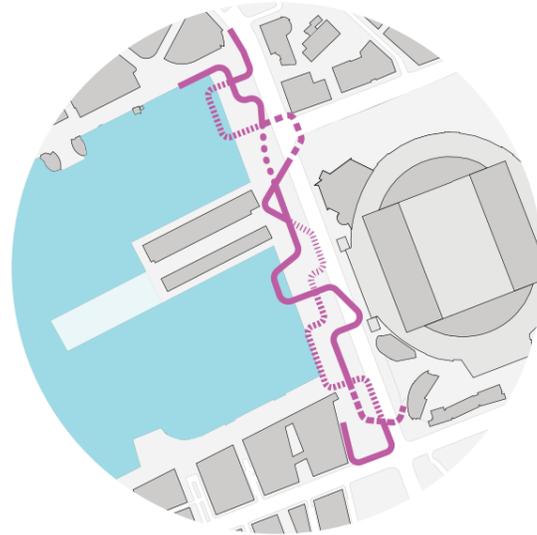
Reference Project _Rhone River Waterfront, France

03 Vision

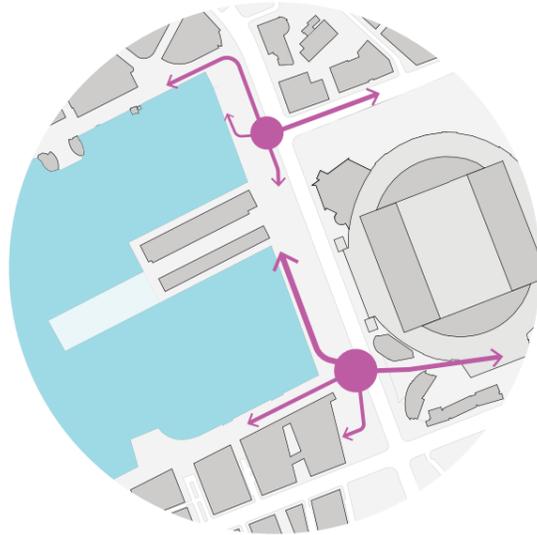
An opportunity to experience elements of Melbourne's rich maritime heritage



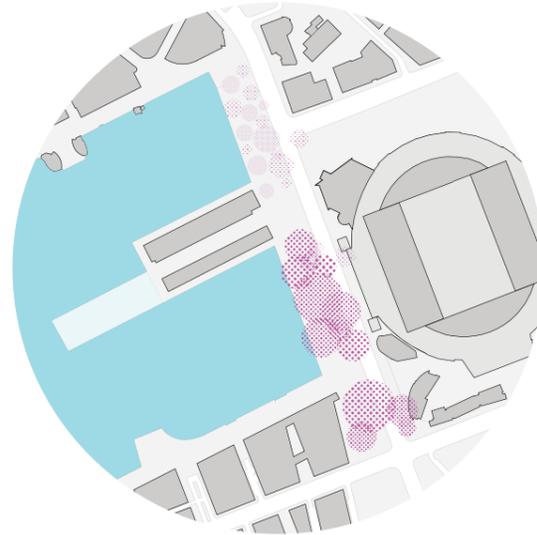
Flexible, adaptive, changing - an event space by the water



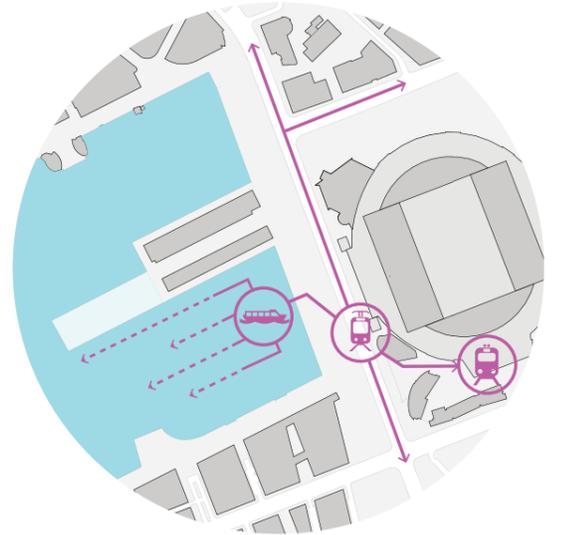
A place to welcome and guide people through Docklands and central city



A clear focus on people, comfort and experience



Melbourne's water transportation hub



Reference Project _Cutty Sark Museum, London, UK



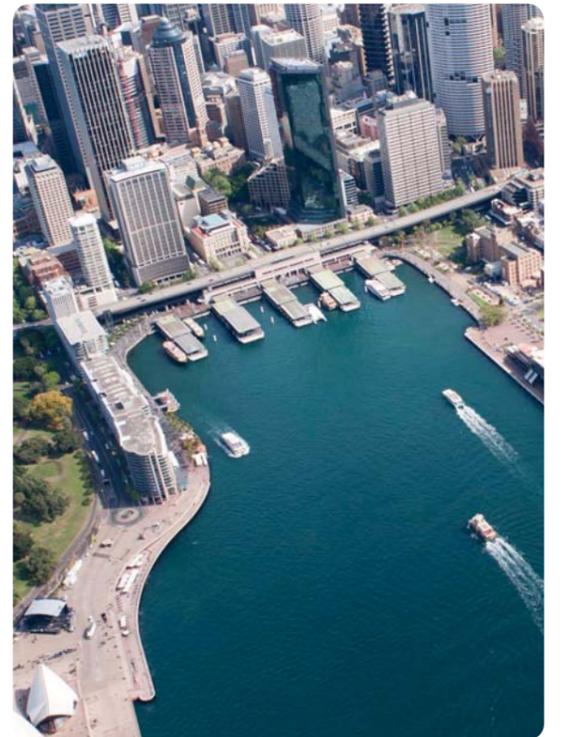
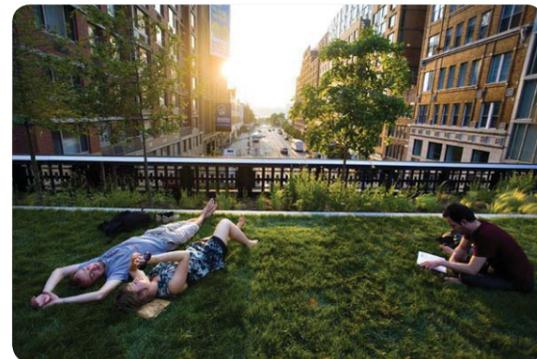
Reference Project _Den Norske Opera Centre, Oslo, Norway



Reference Project _Keelung Port, Taipei, Taiwan



Reference Project _Foundries Garden, Nantes, France & The Highline, New York, USA



Reference Project _Circular Quay, Sydney, NSW

04 Urban Design Principles

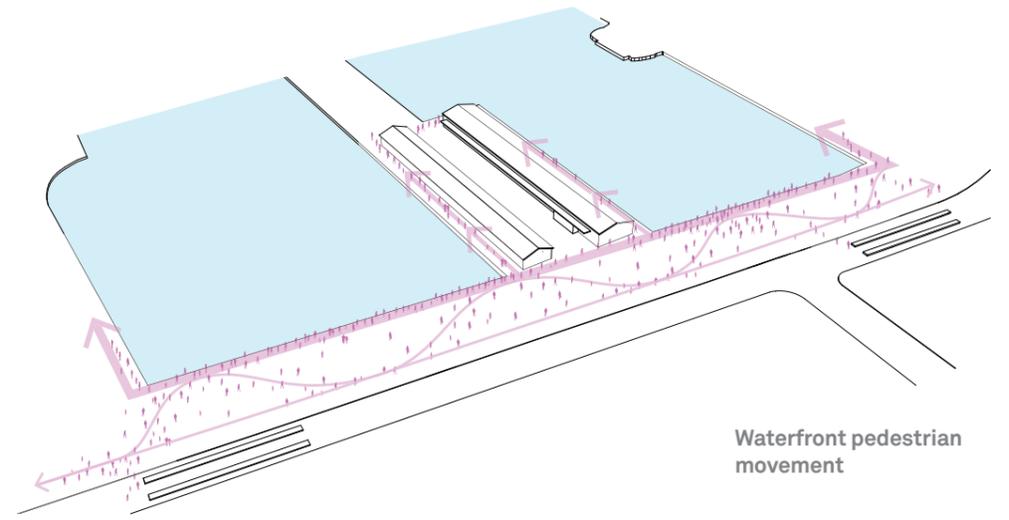
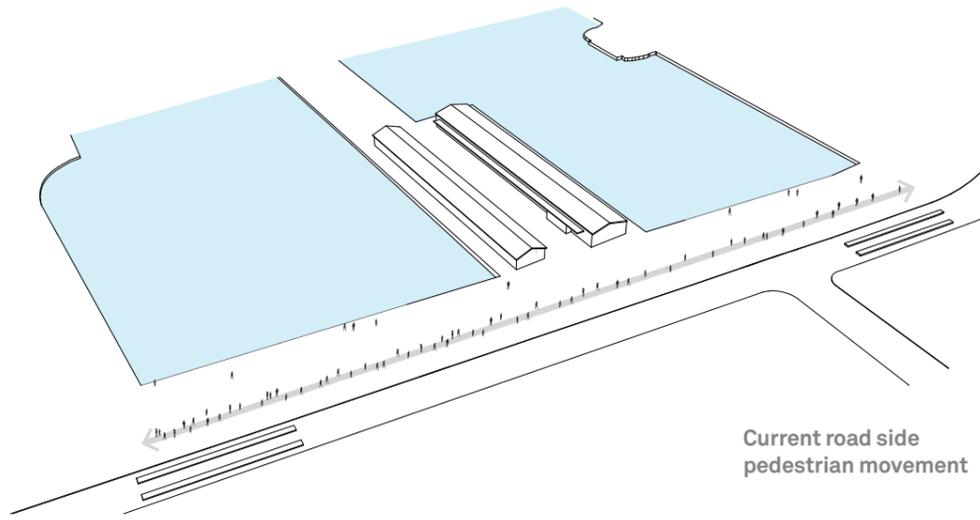
Role of Urban Design Principles

The Vision has a wide ranging influence over the Master Plan area to ensure that any works are consistent with its overall intent.

01

Embrace the water

Water must be quintessentially woven into the story of Harbour Esplanade. The harbour is a unique destination for Melbourne and is the primary attractor for Docklands. The evolution of Docklands will see the harbour transition from being the precinct's picturesque backdrop to becoming the facilitator of new Melbourne experiences; arriving to the city by water, playing, swimming and recreating in, on, and around the water. It will provide the stage on which new types of events can be held; boating, small watercraft, opera and cinema on the water, harbour festivals. The design of Harbour Esplanade will embrace and pre-empt these new activities and enable them in the way the waterfront addresses Melbourne's 'blue park.'



01 Victoria Harbour
Photography:
Trevor Pendock
Photography

02 Pirrama Park, Sydney,
Australia - Aspect Studios
Photography: Adrian Boddy

03 Rhone River Banks
- In Situ Architects
Photography: In Situ Arch.

04 Urban Design Principles

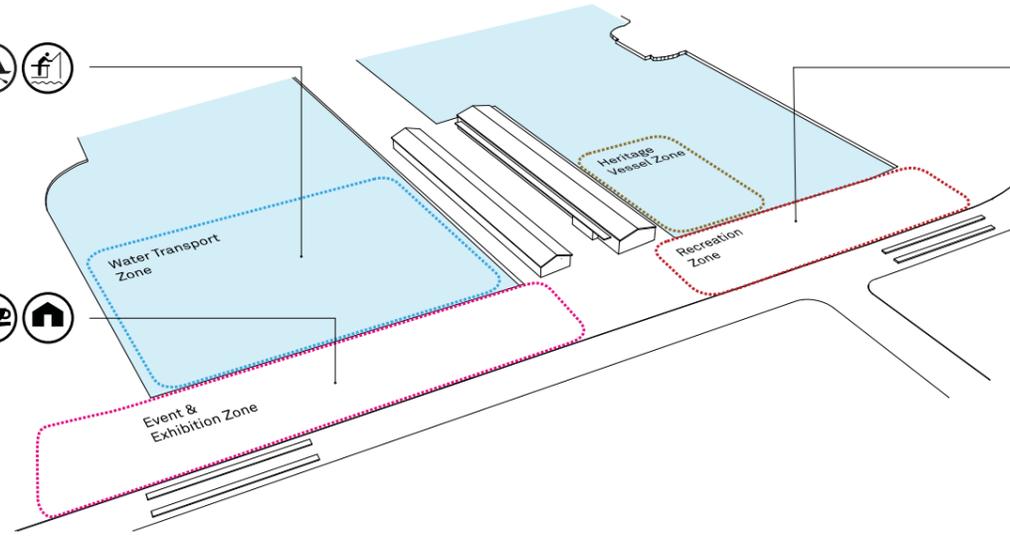
Water Activities



Family and Recreation



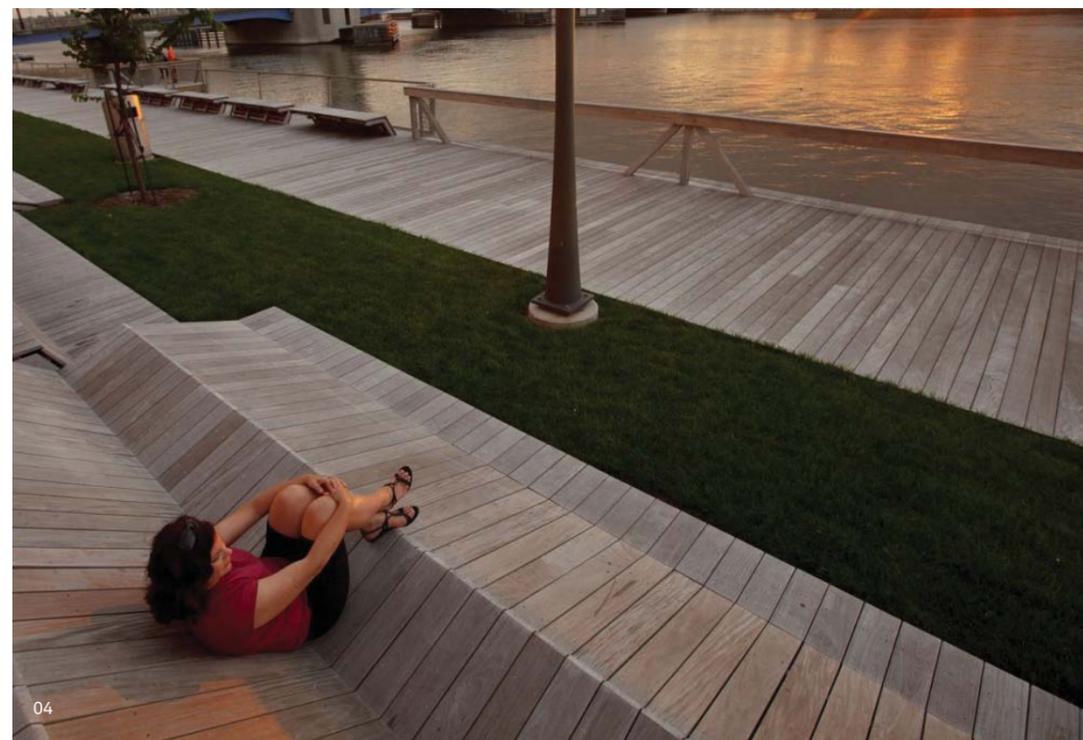
Events and Exhibition



02

Provide a diverse range of experiences

The future form of the Harbour Esplanade waterfront promenade should focus on establishing a variety of experiences and interactions. New facilities such as a uniquely Docklands water play space should be targeted as a key water based attractor, bringing a broad cross-section of visitors to the precinct. The Harbour edge condition should be explored in different ways, through sloping, stepping, raising and lowering its level and in turn, a range of relationships between people and the water. As a complement to the water based activities, provision should be made for cycling, walking, passive recreation and experiencing heritage interpretation of the precinct as well other land based activities.



01 Copenhagen Harbour Bath, Denmark - PLOT (BIG+JDS) Photography: BIG

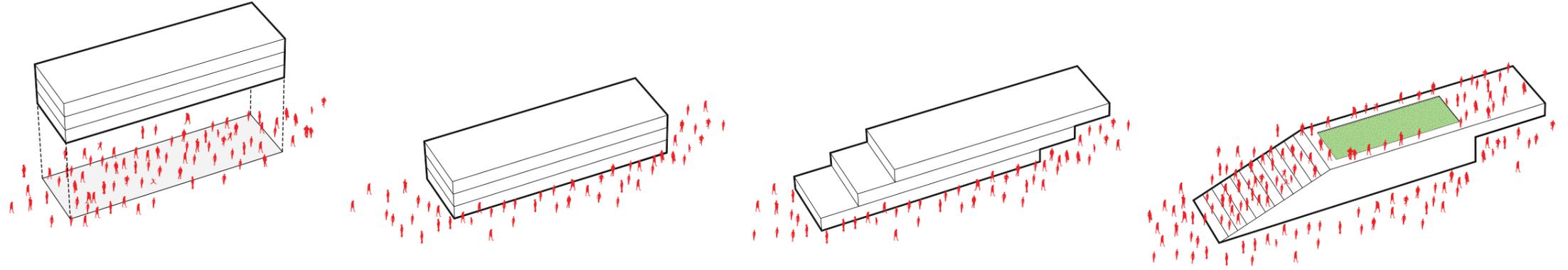
02 The CityDeck, Green Bay, USA - Stoss Photography: Stoss

03 Dragon Boating on Victoria Harbour Photography: James Miller c/o backpackerjam.com

04 The CityDeck, Green Bay, USA - Stoss Photography: Stoss

05 Kalvebod Waves, Copenhagen, Denmark - JDS Architects Photography: JDS Arch.

04 Urban Design Principles



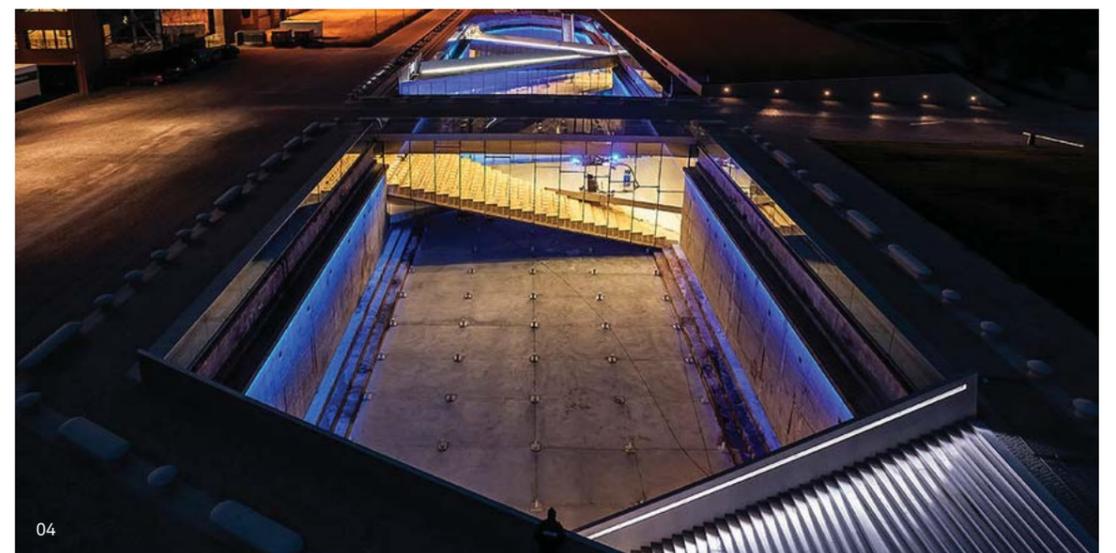
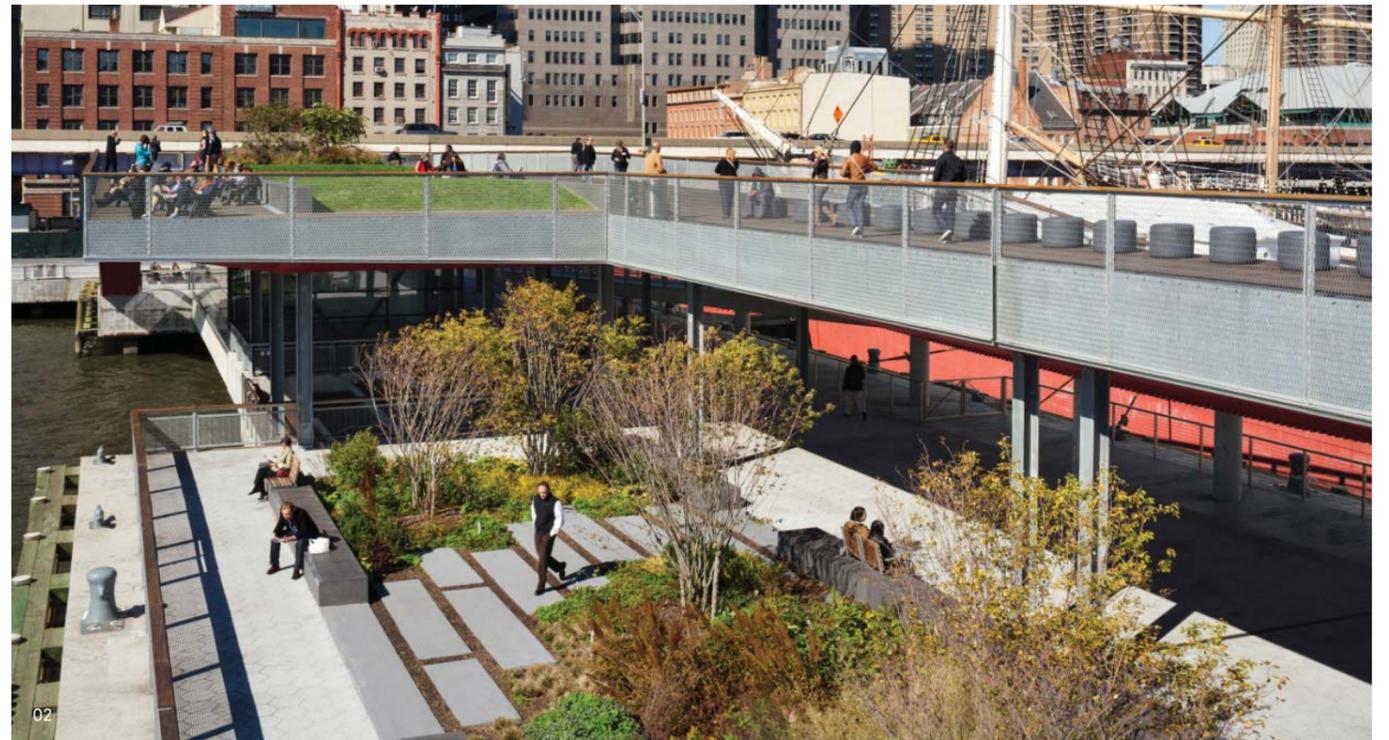
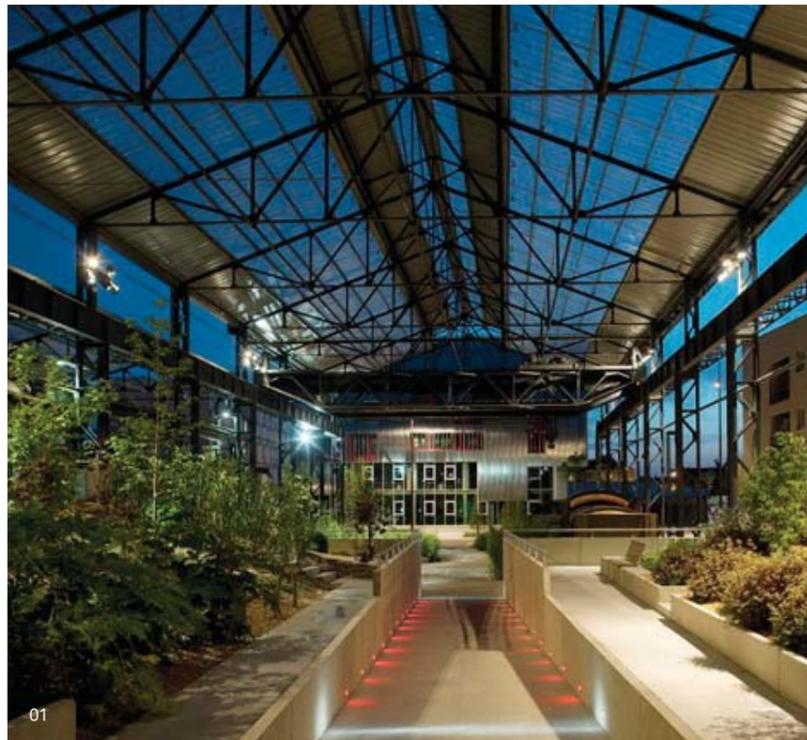
Built form and public space

03

Integrate public spaces within the built form

Whilst Harbour Esplanade in its current state is generous of scale, the future will see it become one of Melbourne's most contested public spaces; a major transport interchange, the city's primary waterfront promenade and a space for big city events. The addition of new built form within the precinct is encouraged and will bring new attractors and activity to the harbour's edge. However built form should impose minimally on the public realm. All new buildings should be conceived with this in mind, that they are in fact positive additions to the street and waterfront and through design innovation, integrate public spaces within them.

A net gain of public space within building envelopes should be targeted within Harbour Esplanade.



01 Foundries' Garden, Nantes, France - ADH Doazan+Hirschberger
Photography: Hervé Abbadié

02 Pier 15, New York, USA - SHoP Architects
Photography: Amanda Silvan Coen

03 Den Norske Opera & Ballett, Oslo, Norway - Snohetta
Photography: c/o publicspace.org

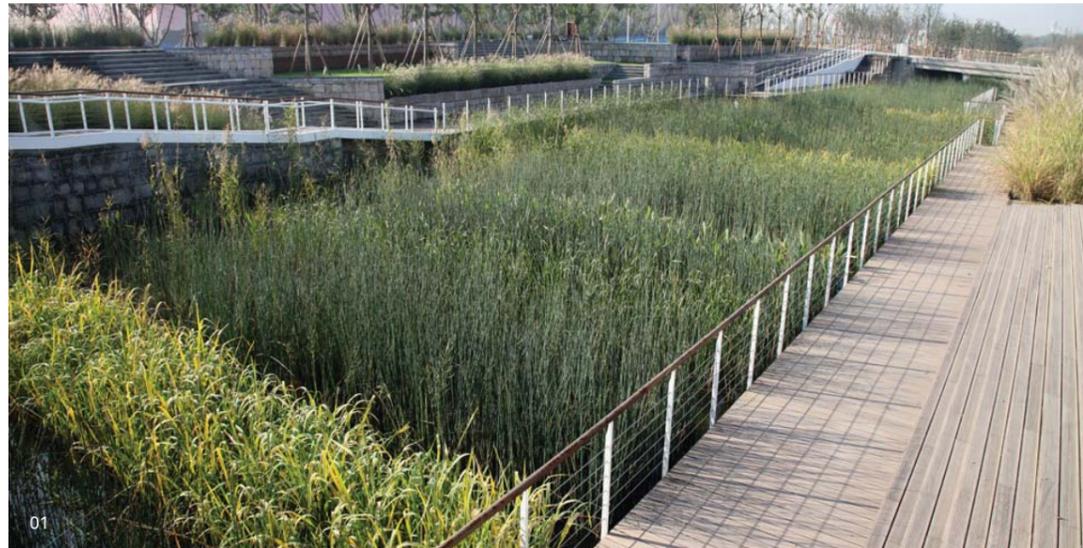
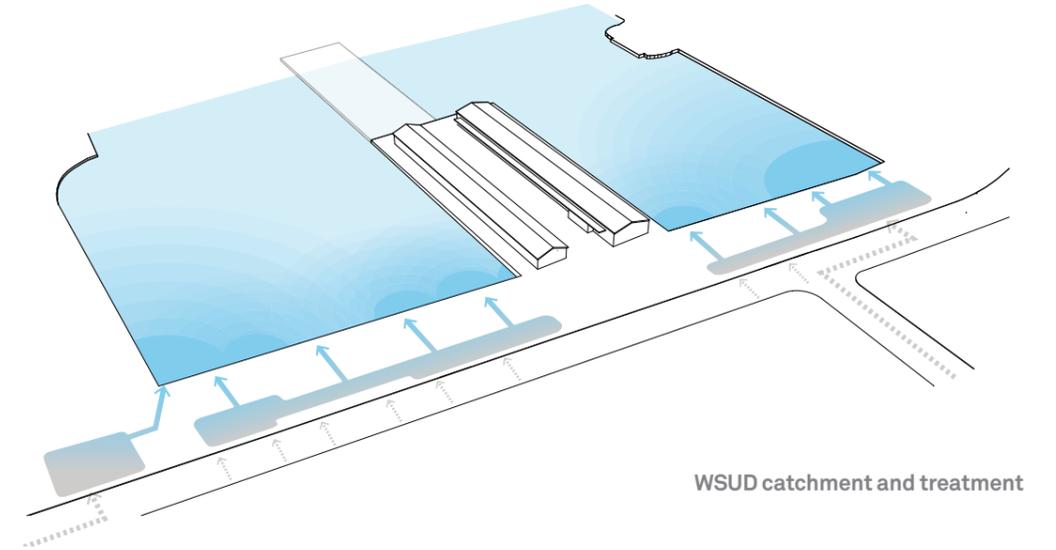
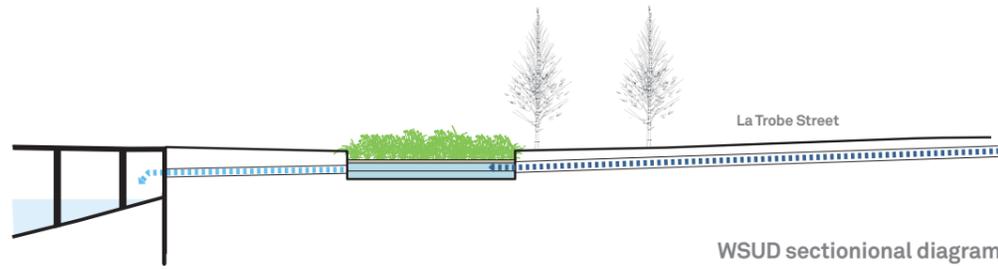
04 Danish Maritime Museum, Helsingor, Denmark - BIG
Photography: c/o publicspace.org

04 Urban Design Principles

04

Take a restorative design approach

At the time of Melbourne's European settlement, the 'West Melbourne Swamp,' known today as Victoria Harbour was described as "intensely blue," and "full of the clearest salt water". It was said to be "fringed all around by 'pigsface' in full bloom," "as though girdled with a belt of magenta fire." It provided a rich bird habitat. The continuing evolution of Harbour Esplanade should consider all opportunities to integrate elements of and interpret the former ecology of the site. Management of stormwater within the precinct and the retention and treatment of this water will be critical to achieving this. Harbour Esplanade should be viewed as the small margin between the city and its harbour, working in tandem with other city wide systems to ensure Melbourne's waterways are kept as clean as possible.

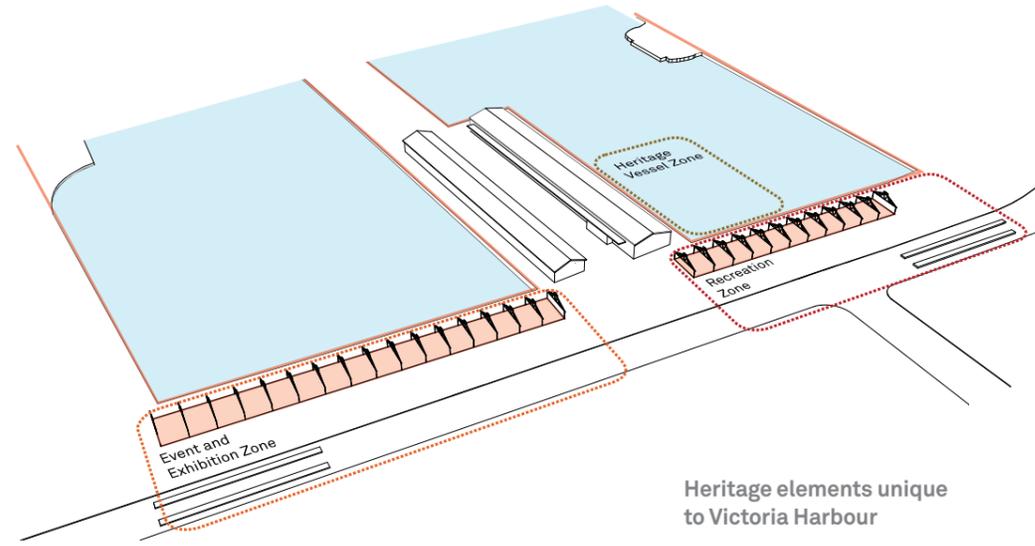


- 01 Shanghai Houtan Park, Shanghai, China - Turenscape
Photography: Turenscape
- 02 Foundries' Garden, Nantes, France - ADH Doazan+Hirschberger
Photography: Hervé Abbadie
- 03 North Wharf Promenade, Auckland, New Zealand - TCL w/ Wraight + Assoc.
Photography: Simon Devitt

05

Make it unique, reinforce its heritage character

Victoria Harbour, one of the nation's oldest and most productive working waterfronts has played a key role in the development of Melbourne as an international city. It was constructed as a result of Melbourne's late 19th century economic boom, and was the main port facility for general cargo in Victoria from the 1920s to the 1970s. The recent transformation of Docklands from working port to a developing new quarter of the city, saw the loss of many of the key historical artefacts from its maritime past. However some of the heritage listed sheds remain or are proposed for adaptive re-use and the majority of the historical wharf structures remain. This rich canvas should be built on in future stages of the development of Harbour Esplanade, maintaining it's distinct heritage character through the materiality of the ground plane and in the design of new elements and interventions.



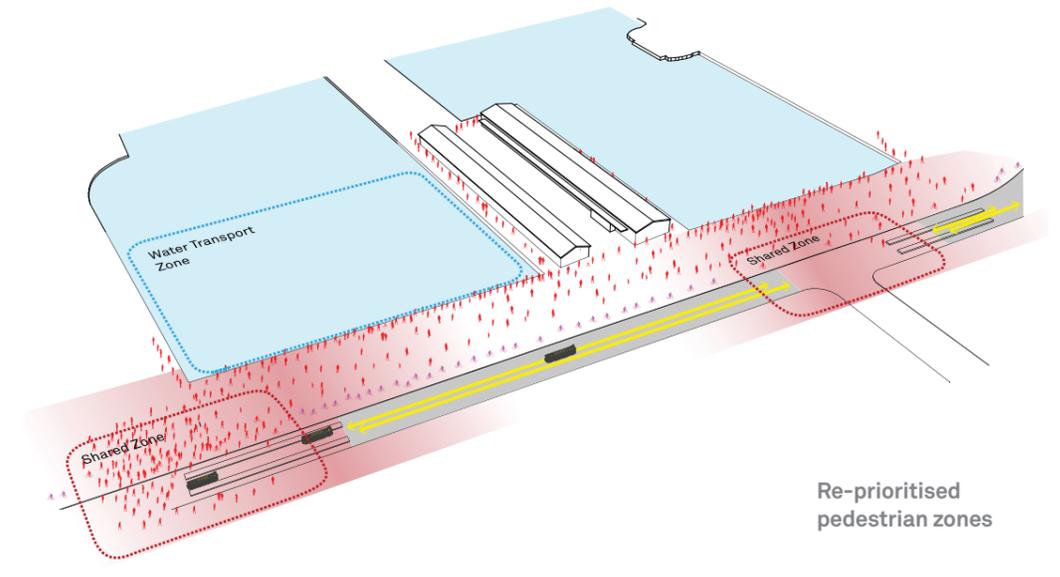
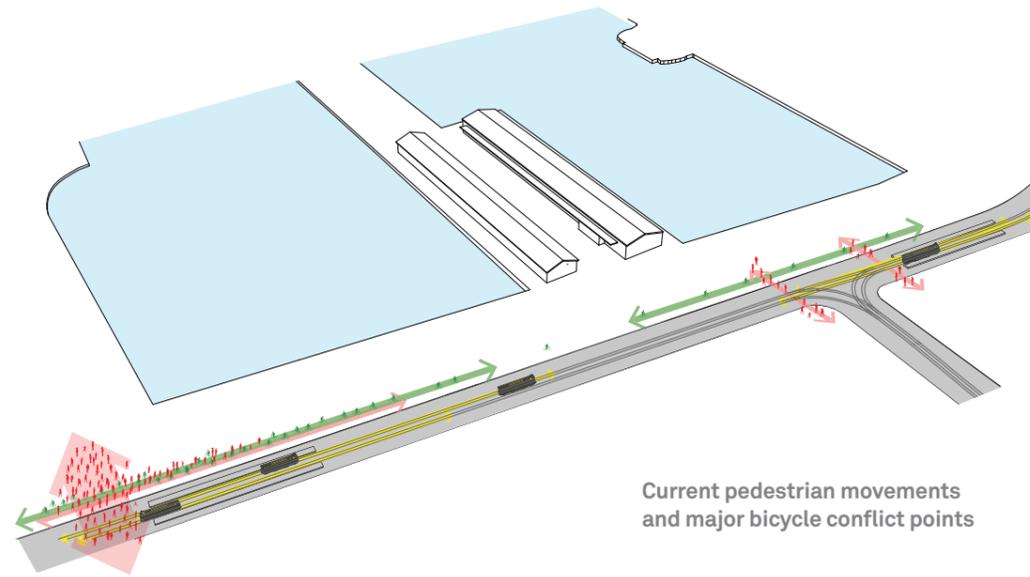
01 Franklin Wharf, Hobart, Australia - Oculus
Photography: Oculus

02 Victoria Dock Historic Image, 1925

03 Foundries' Garden, Nantes, France - ADH
Doazan+Hirschberger
Photography: Hervé Abbadie

04 Urban Design Principles

06



Re-prioritise pedestrian movement at key locations

Harbour Esplanade represents quite a unique public realm typology. Most international waterfronts present as a wide, pedestrian focused promenade space bounded by buildings on their landside, but Harbour Esplanade performs a dual role. In the north-south direction, it takes on the role of a 'boulevard', facilitating movement for cars, trams, bikes and pedestrians. But it must also facilitate the significant east-west movement of pedestrians accessing the growing Victoria Harbour and New Quay precincts. As a result a number of conflict points have emerged, where pedestrian movements are rather constrained and at times unsafe. To establish itself as a truly world class public waterfront destination, Harbour Esplanade must be liberated of these conflict points. Pedestrians must be re-prioritised through the creation of shared, slow-moving street environments that bring equity and safety for all street users.



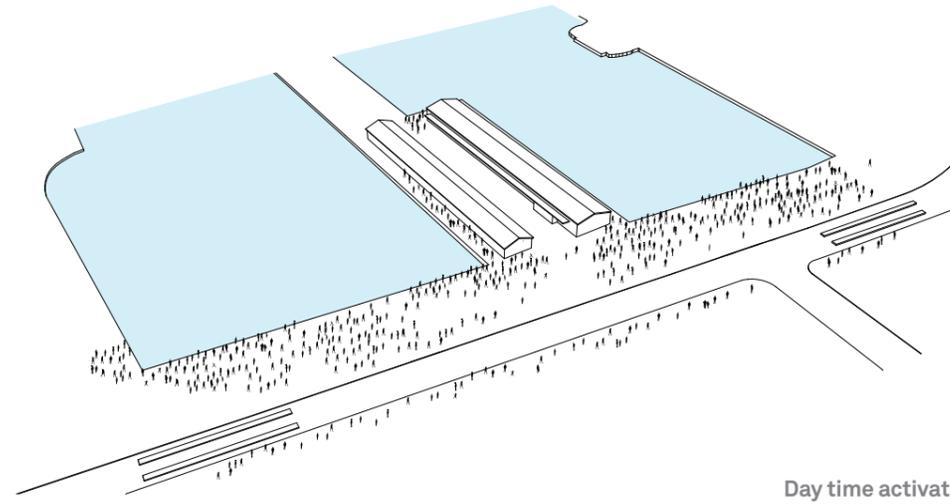
01 Bourke Street Mall, Melbourne, Australia - City of Melbourne
Photography: c/o images.google.com

02 Swanston Street, Melbourne - City of Melbourne
Photography: HASSELL

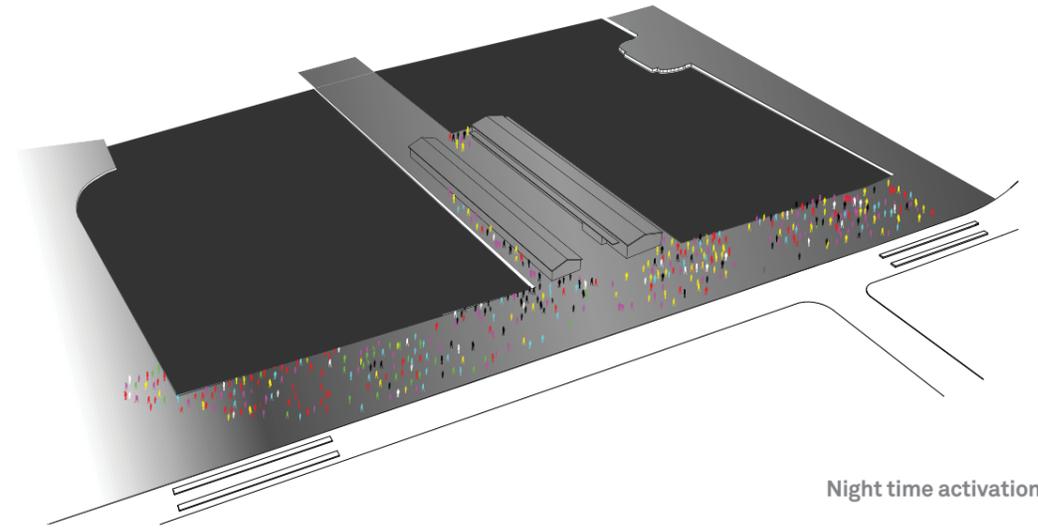
03 New Road, Brighton, UK - Gehl Architects
Photography: Gehl Arch.

04 Urban Design Principles

07



Day time activation



Night time activation

Program the space for day and night activation

Harbour Esplanade provides an enviable opportunity to become Melbourne's day and night time event space by the water. Through an intensity of events programming and activation, it will become Docklands' primary public space. This is of course reliant on the realisation of catalyst sites and attractors within the precinct. The establishment of facilities such as a new water play space, maritime centre and market space could seed new destinations along the harbour's edge and draw visitors to the site. The hardware, or physical environs and the software or programming/events must work in concert to achieve an exceedingly vibrant destination.



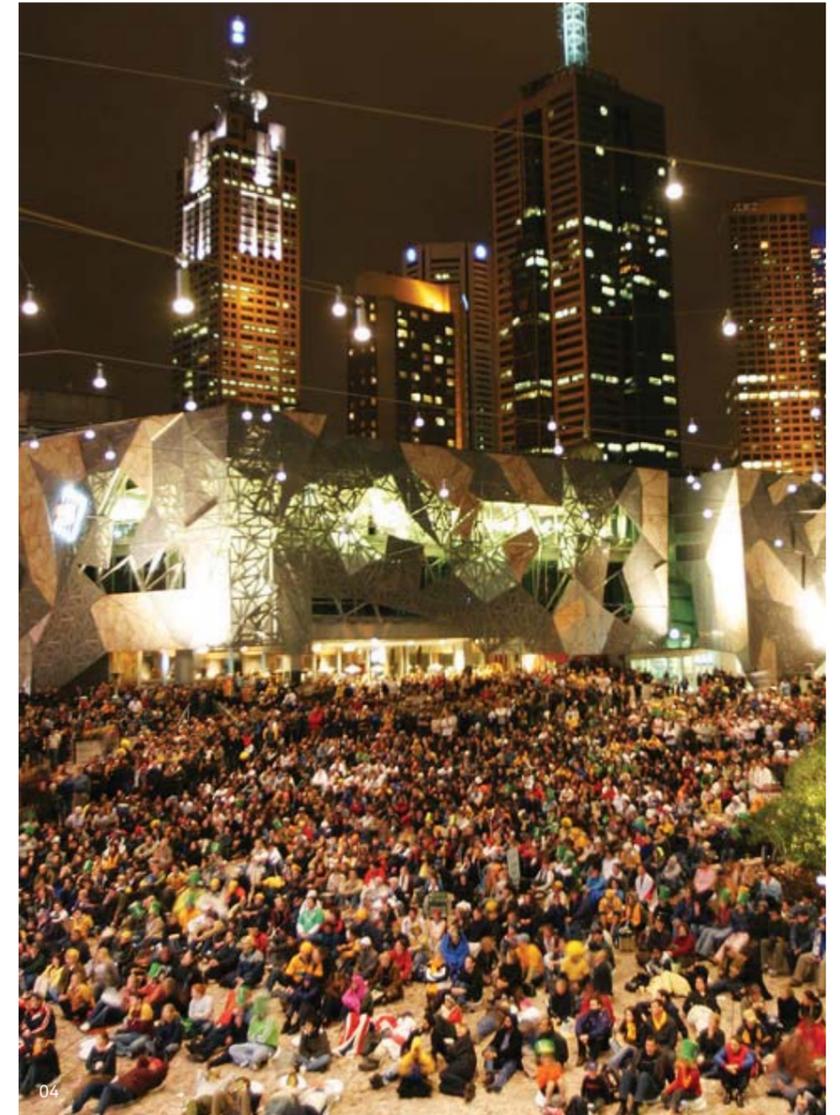
01



02



03



04

01 Den Norske Opera & Ballett, Oslo, Norway - Snohetta
Photography: c/o publicspace.org

02 The Sea Organ, Croatia - Nicolas Basic
Photography: c/o images.google.com

03 Vivid Festival, Sydney, Australia
Photography: c/o images.google.com

04 Federation Square, Melbourne, Australia
Photography: c/o images.google.com

05 Master Plan

Role of Master Plan

The role of the Master Plan is to define a clear physical structure for the Harbour Esplanade waterfront promenade that will facilitate a staged delivery of the site over time. The Vision, in tandem with a series of Urban Design Principles underpin and control the location, form and design intent of any future buildings and public realm spaces within the site.

Extent of Application/Works

The Extent of Application and Works represents the totality of buildings and works which are sought for approval by this permit application.

These buildings and works are presented in this Master Plan and considered within four Components including:

- _Component 01 – Wharf Decks
- _Component 02 – Public Realm
- _Component 03 – Built Form (heritage / lightweight zone)
- _Component 04 – Built Form (street zone)

Within each Component, the identified buildings and works are presented as specific elements which must demonstrate consistency with the Vision and Urban Design Principles and are intended to be the starting point for further detailed design. Each Component will provide certainty around of series of elements that will underpin and control the location, form and design intent of the proposed buildings and works. This approach allows the responsible authority to consider the future development of Harbour Esplanade in a holistic manner whilst providing the flexibility to bring forward opportunities of the site using a staged approach

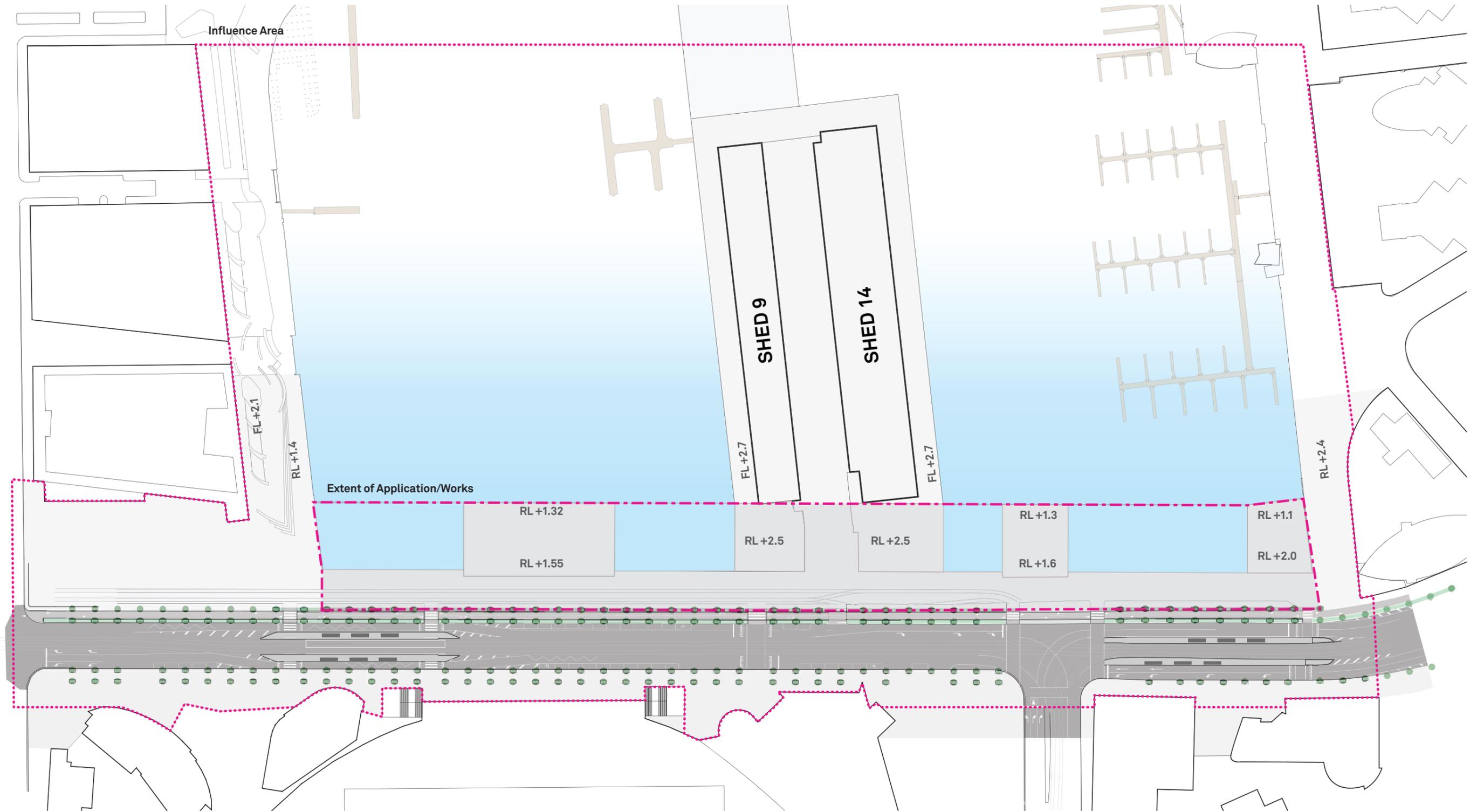
Master Plan influence area

The Master Plan Influence Area identifies a zone surrounding Harbour Esplanade where significant benefits and opportunities are presented through the delivery of the buildings and works within the Extent of Application and Works. As these opportunities do not fall within the Extent of Application and Works, relevant approvals will be subject to future permit applications.

Within the Master Plan Influence Area, four Complimentary Components are identified for future consideration including:

- _Complimentary Component 01 – Water Transport
- _Complimentary Component 02 – Heritage Ships
- _Complimentary Component 03 – Shared Zones
- _Complimentary Component 04 – Central Pier

05 Master Plan
Existing conditions plan



05 Master Plan Component 01

Wharf decks

Component 01 (Wharf Decks) will facilitate the construction of a continuous wharf edge to Victoria Harbour which replicates the historic edge of the harbour. The wharf edge includes the construction of four new deck structures with two existing structures to provide a platform for the future use and development of these spaces. This effectively creates the building blocks and platform for the realisation of the Master Plan and specifically the remaining three Components.

Extent of Works

The extent of works includes the area within the application boundary which is west of the existing sea wall. This involves the construction of four new individual deck structures at different levels*. The level of each wharf deck intends to respond to its immediate surrounds including to the south for Victoria Harbour Wharf (existing RL1.4), Central Pier (existing RL2.7) and to the north for New Quay Wharf (existing RL2.4). This approach ensures Harbour Esplanade provides for seamless access and integration with adjoining areas.

Details of Works

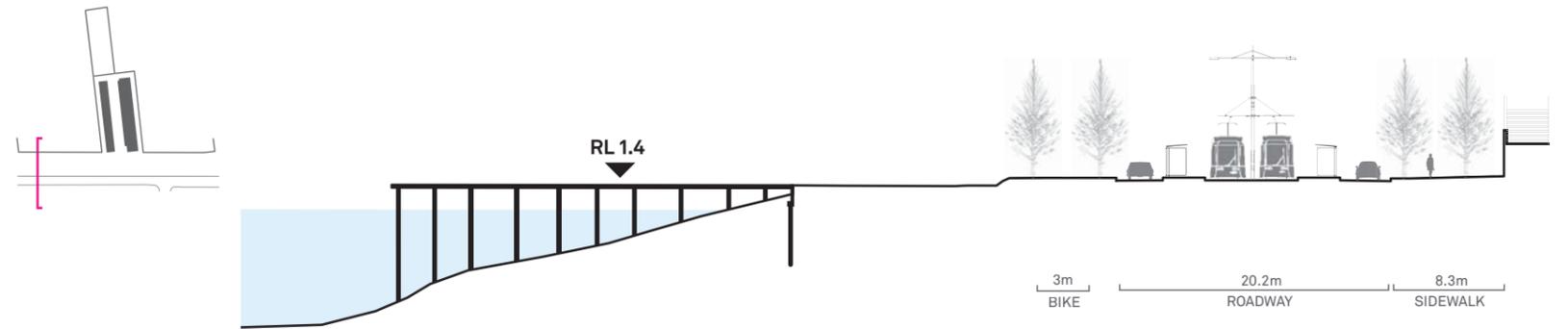
The wharf decks trigger the requirement for a planning permit for buildings and works and include the following key details:

- _ The creation of a continuous edge to Victoria Harbour which maintains the historic extent of wharf decks west of the existing sea wall location
- _ Structural integrity through the use of long-lasting material including concrete to ensure a strong base for the future use of the wharf decks
- _ Construction at a height (RL) that future-proofs potential uses against flood events and storm surges
- _ A platform to allow for the future servicing of surrounding sites, including Central Pier

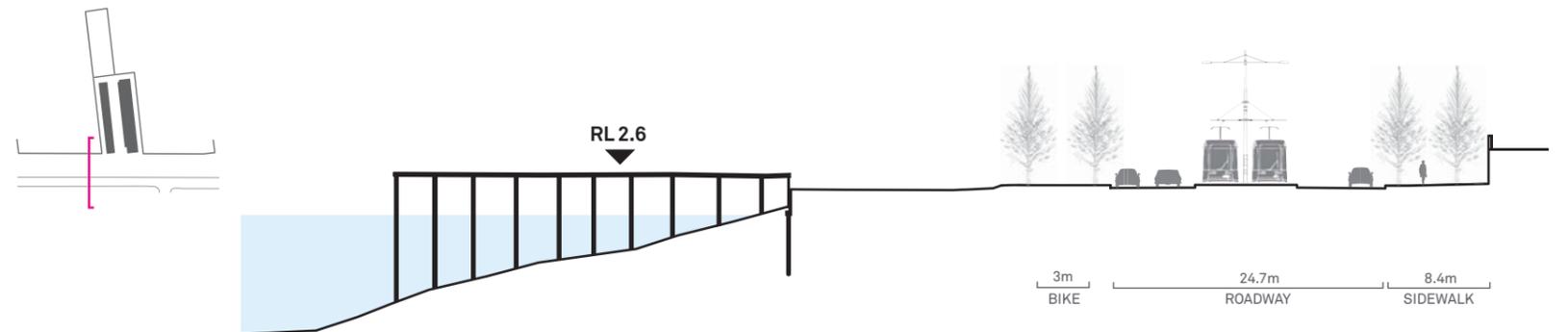
Timing and Staging

The wharf decks are proposed to be constructed in stages with the preparation of detailed design including confirmation of finished levels, materials and finishes to occur prior to the construction of each wharf deck. This is to be to the satisfaction of the City of Melbourne and Heritage Victoria in addition to other relevant authorities as required. Timing of the construction of each wharf deck will depend on a number of factors including funding, servicing requirements and public realm benefits.

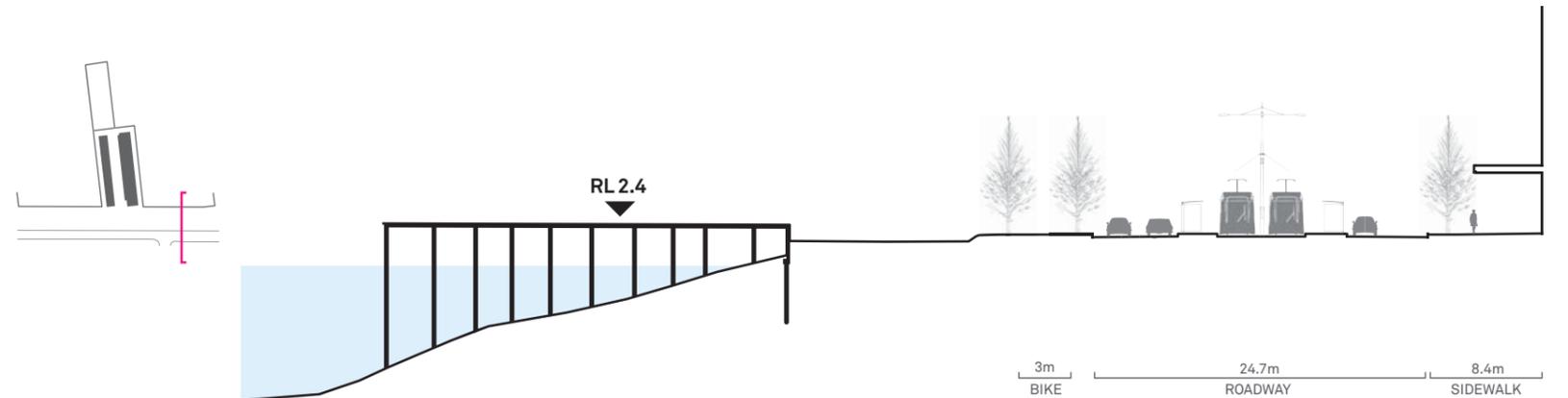
*Level configuration to be determined during design development phase.



Typical Section - Deck 01



Typical Section - Deck 03



Typical Section - Deck 08

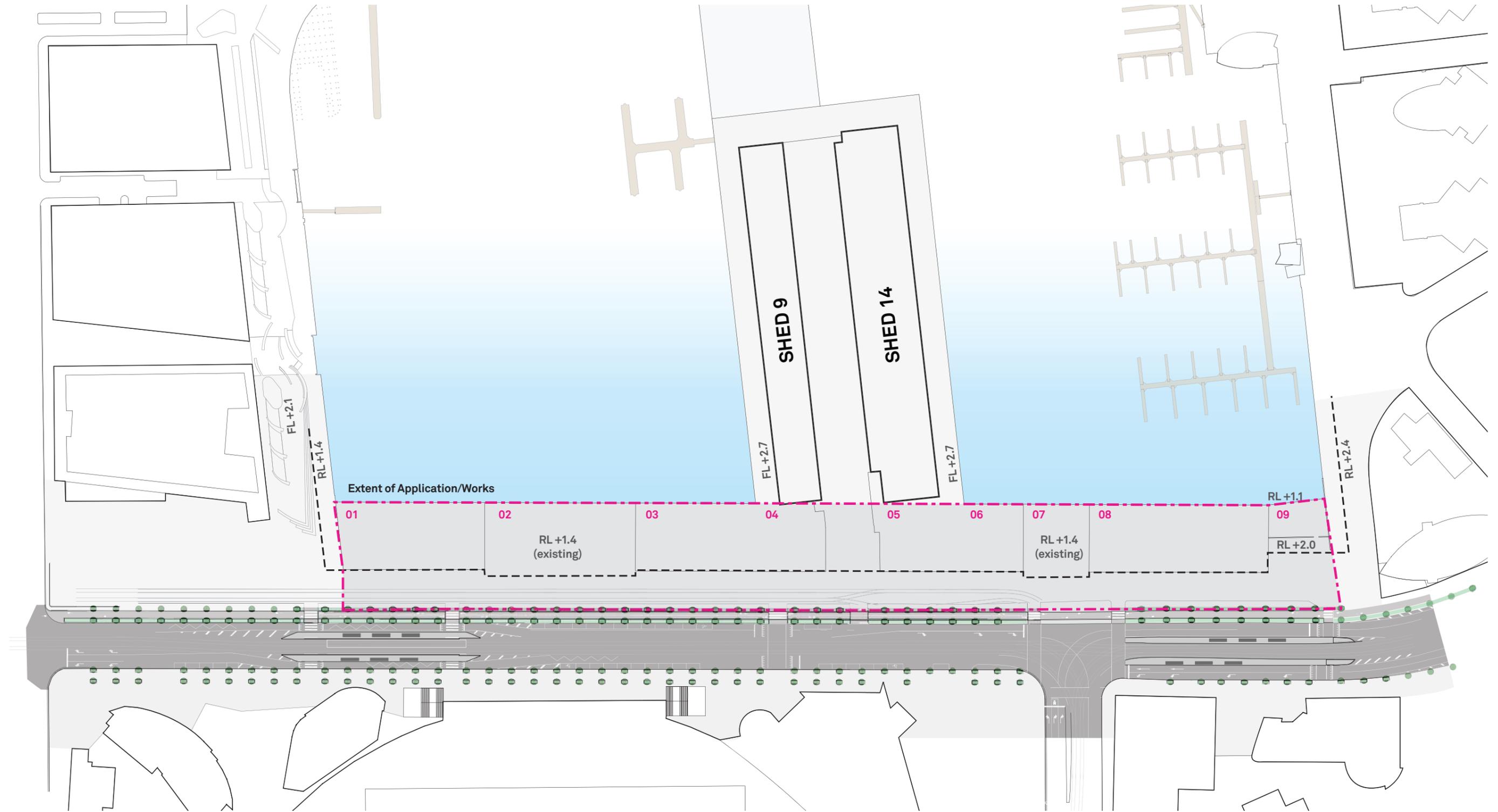
05 Master Plan

Wharf Reconstruction Schedule

Deck	01	02	03	04	05	06	07	08	09
Existing RL	n/a	+1.4	n/a	+2.5	+2.5	n/a	+1.4	n/a	+1.1 - +2.0
Proposed RL	+1.4	+1.4	+2.6	+2.6	+2.6	+2.6	+1.4	+2.4	+2.4
Timing (Indicative)	2020+	Complete	2016	2016	2016	2016	Complete	2017	2020+

Key

- Existing sea wall
- Deck boundaries



05 Master Plan Component 02

Public realm and landscaping

Component 02 (Public Realm) proposes the construction of a number of elements which in combination provide for an improved public realm in context of the Master Plan's vision and urban design principles. The public realm will focus on offering landscaping opportunities and improvements to pedestrian movement corridors both along the harbour edge and adjacent the Capital City Trail.

Extent of Works

The extent of works within the application boundary includes an 8 metre wide strip along the western edge of the wharf decks (Component 01) which includes a number of level changes in a north-south direction, and land to the east of the existing sea wall which proposes a 3 metre wide pedestrian path and a landscape zone of varied width.

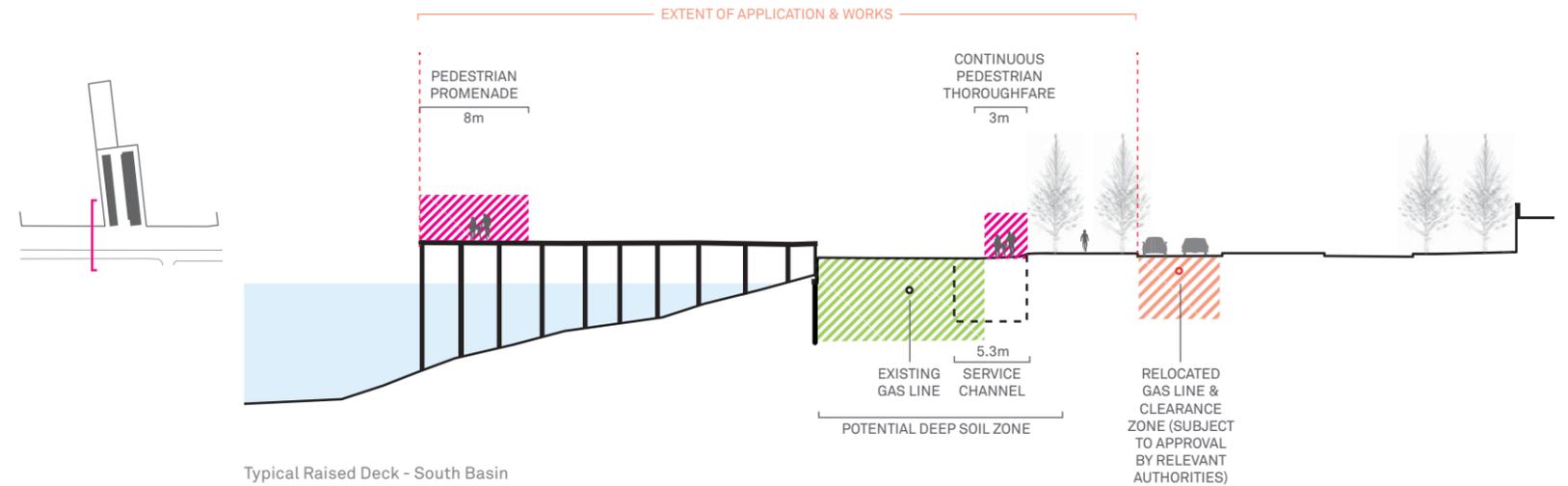
Details of Works

The public realm works trigger the requirement for a planning permit for buildings and works and include the following key details:

- _ Creation of a potential deep soil zone of varying width between the sea wall and road reserve of Harbour Esplanade to protect potential areas of deep soil in order to allow opportunity for significant trees and greening.
- _ Creation of a dedicated minimum 3 metre wide pedestrian pathway along the eastern edge of the application boundary and adjacent the road reserve of Harbour Esplanade and independent of the Capital City Trail.
- _ Creation of a continuous pedestrian promenade / thoroughfare of approximately width of 8 metres along the harbour edge which references the historic footprint (western most) of the Good Sheds (8 and 15).
- _ Creation of a protected view zone, which intends to restrict significant development to ensure view lines along the axis of Latrobe Street to the Harbour are maintained.
- _ Allowance for a 5.3 metre wide service channel including electricity, telecommunications, sewer and water to be consolidated which includes the potential relocation of a gas transmission line. Note these works are exempt from requiring a planning permit

Timing and Staging

The public realm will be staged to ensure works are integrated with a number of other components. Due to the linear nature of the works, it is anticipated that each project will be delivered in a single stage to ensure a seamless and coordinated approach.



Key

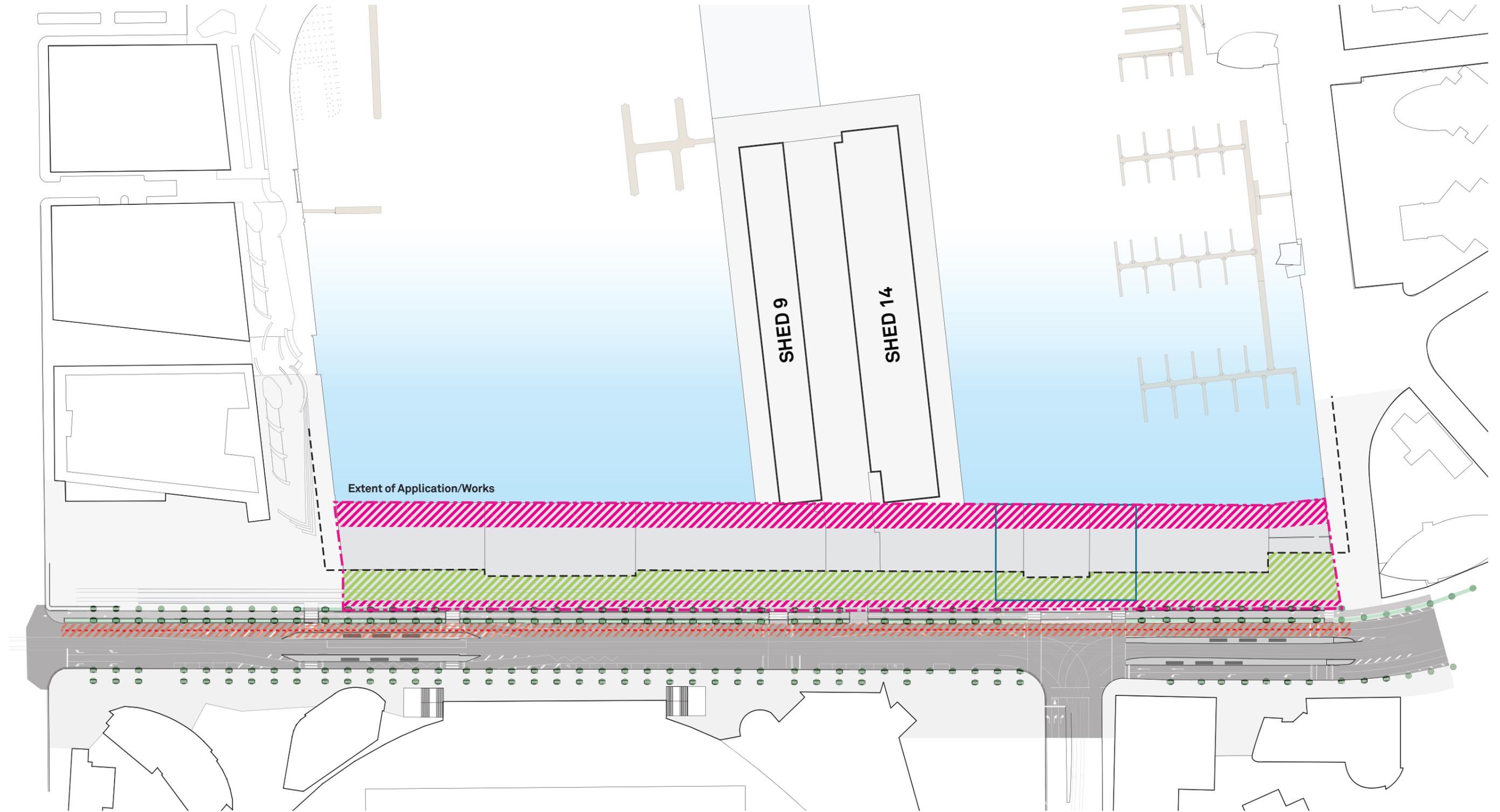
--- Existing Sea Wall

□ Protected view zone

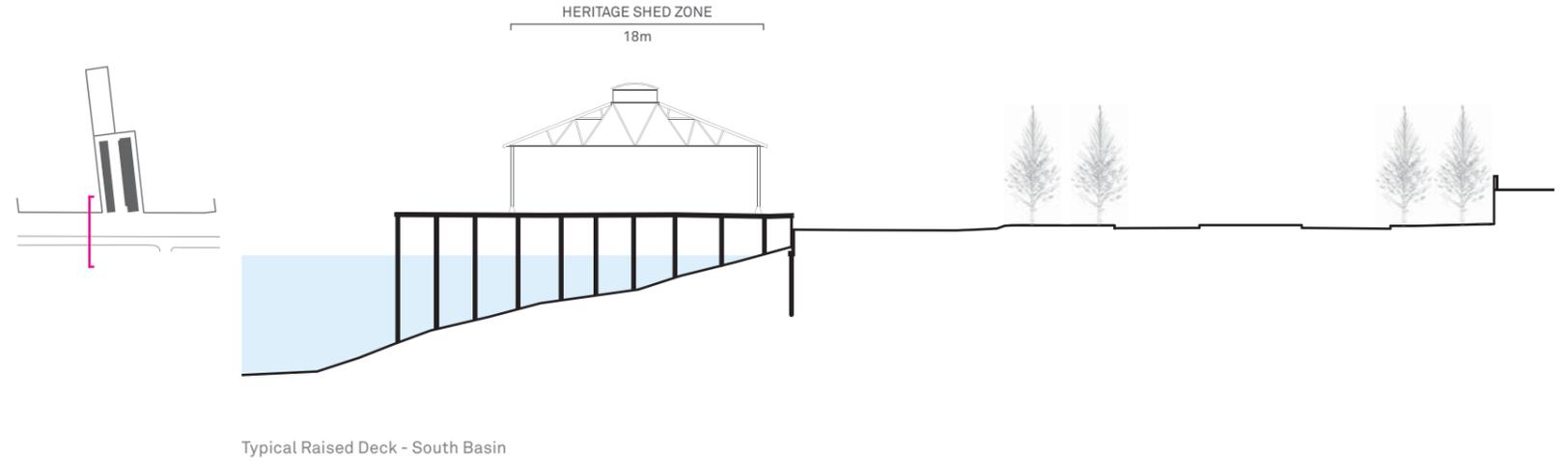
▨ Potential deep soil zone

▨ Pedestrian promenade / thoroughfare

▨ Proposed gas transmission (no planning permit required)



05 Master Plan
Component 03



Built Form (heritage/lightweight zone)

Component 03 (Built Form (heritage/lightweight zone) will provide the opportunity for built form on the wharf decks to act as a form of activation and heritage interpretation representing the location and scale of the former Good Sheds 8 and 15.

Extent of Works

The extent of works includes the identification of a maximum zone where built form can occur. This zone has been determined by the footprint of Good Sheds 8 and 15, which were originally located on the wharf decks. Approximately 20 heritage 'truss' structures from former Good Sheds 8 and 15 are available for potential adaptive re-use in an interpretive way.

Extent of acceptable built form within heritage/lightweight zone is based upon:

- _ Study of key view lines
- _ Pedestrian flows within the public realm
- _ Wind mitigation requirements
- _ Commercial viability
- _ Ability for service vehicle access

Details of Works

The design of built form will be required to consider the following:

- _ Heritage interpretation involving the opportunity for the reinstatement of Good Sheds 8 and 15.
- _ A proportion of re-instated or adaptively re-used Good Sheds to be considered in combination with contemporary lightweight buildings.
- _ Built form to integrate seamlessly with and provide a contribution to the public realm.
- _ Built form to have active facades in response to variable wind conditions on site.
- _ Maximum height of 9 metres or equivalent of former Goods Shed
- _ Maximum 50% of zone to contain built form

Timing and Staging

Built form will be subject to detailed design prior to the construction of each building.

Heritage or maximum zone



Potential Heritage Built Form Layout



Larger buildings or reinstated sheds



Potential Heritage Built Form Layout

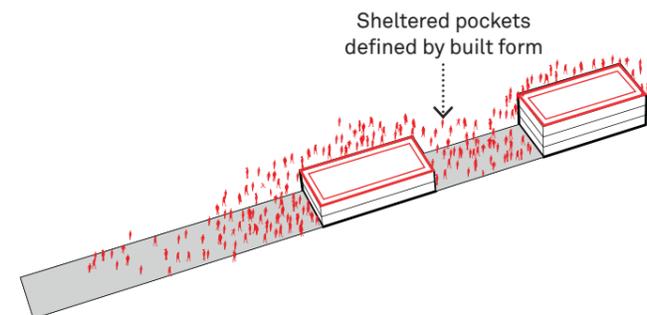


Smaller architectural buildings

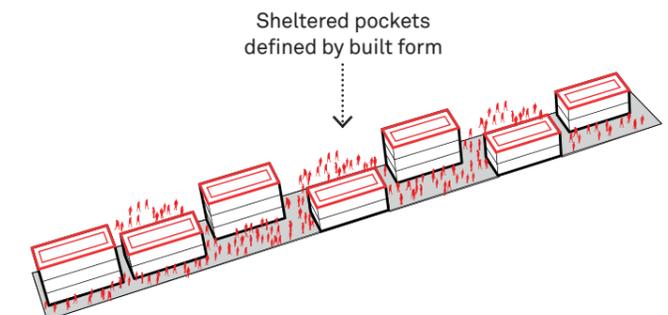


- Heritage Boundary
- built form
- maintain public realm/open space

Shed Zone Built Form (indicative diagram only)



Larger buildings or reinstated sheds



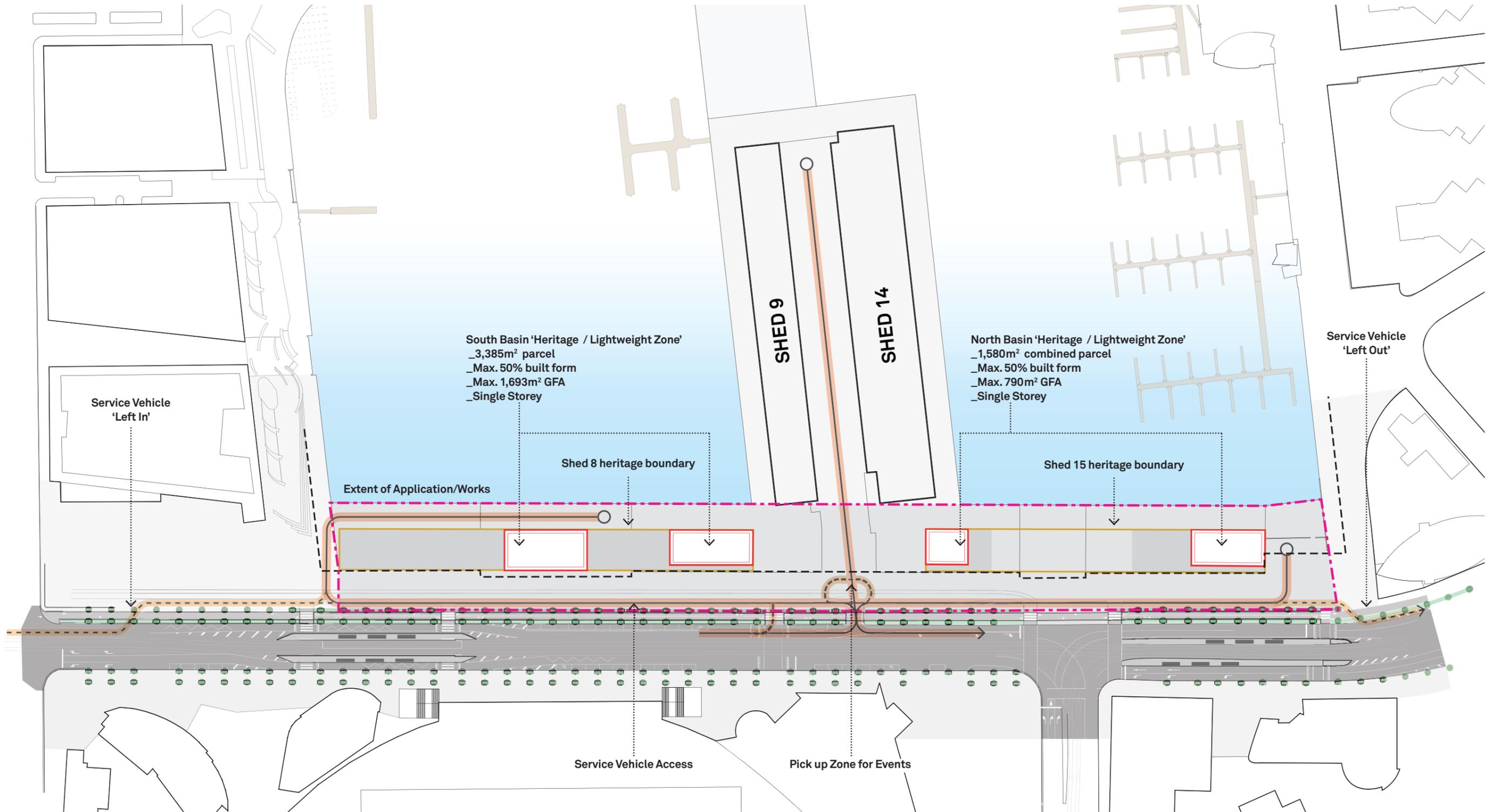
Smaller architectural buildings

Permeable pedestrian movement through built forms

05 Master Plan

Key

- Heritage boundary
- Maintain public realm/open space
- Existing sea wall
- Potential built form layout (alternative layouts subject to detailed design)
- Service vehicle access
- Service vehicle timed access



05 Master Plan
Component 04

Built Form (street zone)

Component 04 (Built Form (street zone)) provides the opportunity for built form to act as an activator for Harbour Esplanade and to integrate seamlessly with and provide a contribution to the public realm.

Extent of Works

The extent of works includes the identification of a maximum zone where built form can occur. This zone has been determined by the extent of deep soil zone which will allow for the construction of built form. Within this zone a maximum of 50% is proposed to accommodate built form.

Extent of acceptable built form within the street zone is based upon:

- _ Study of key view lines
- _ Pedestrian flows within the public realm
- _ Location of underground services
- _ Established deep soil zone
- _ Wind mitigation requirements
- _ Commercial viability
- _ Ability for service vehicle access

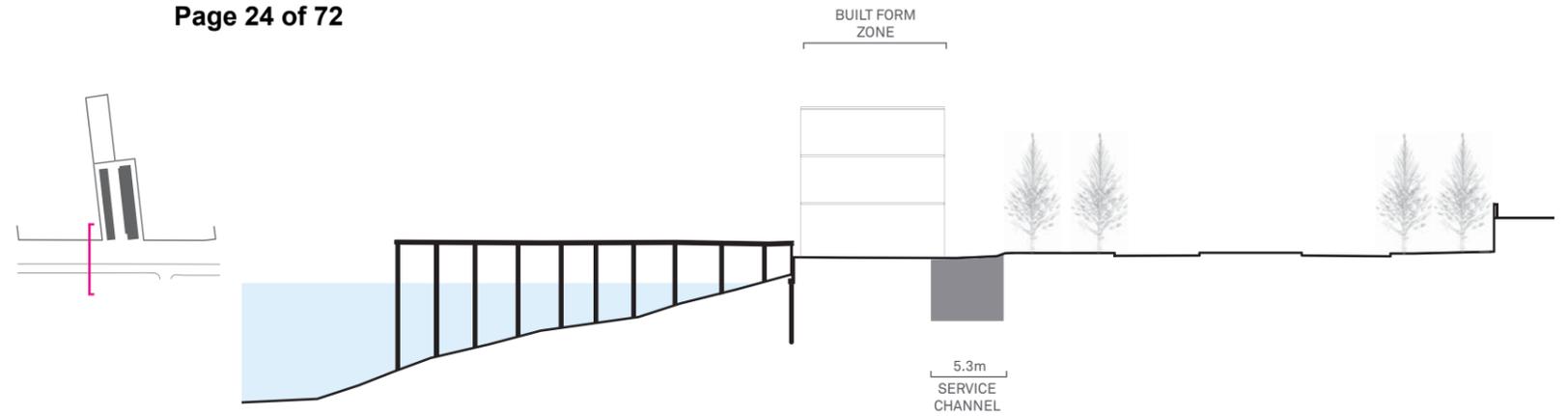
Details of Works

The design of built form will be required to consider the following:

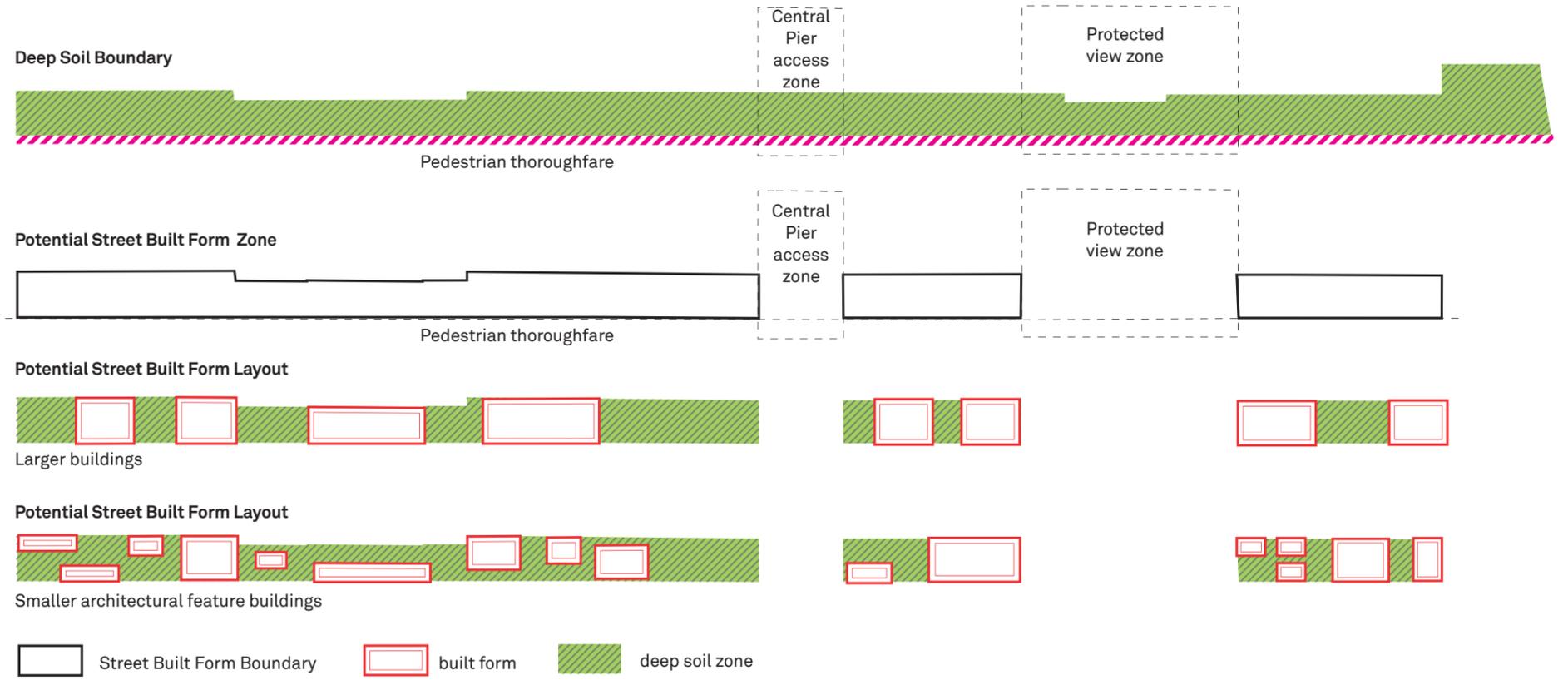
- _ Activation to Harbour Esplanade
- _ Built form to integrate seamlessly with and provide a contribution to the public realm.
- _ Built form to have active facades in response to variable wind conditions on site.
- _ Maximum height of 10 metres or 3 storeys
- _ Maximum 50% of zone to contain built form

Timing and Staging

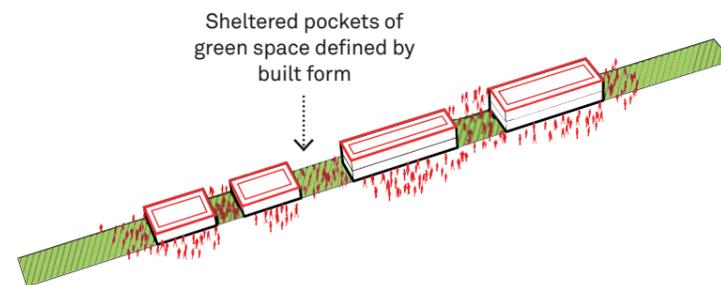
Built form will be subject to detailed design prior to the construction of each building.



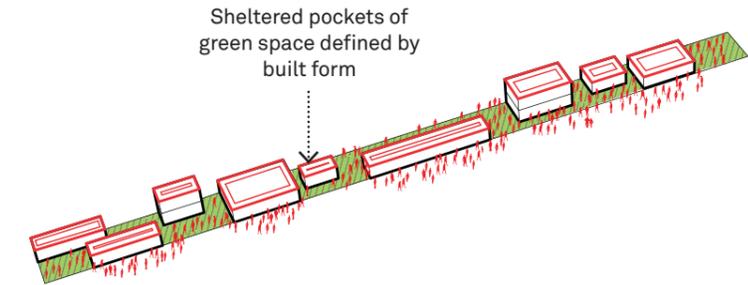
Typical Raised Deck - South Basin



'Street Zone' Built Form (indicative diagram only)



Larger buildings



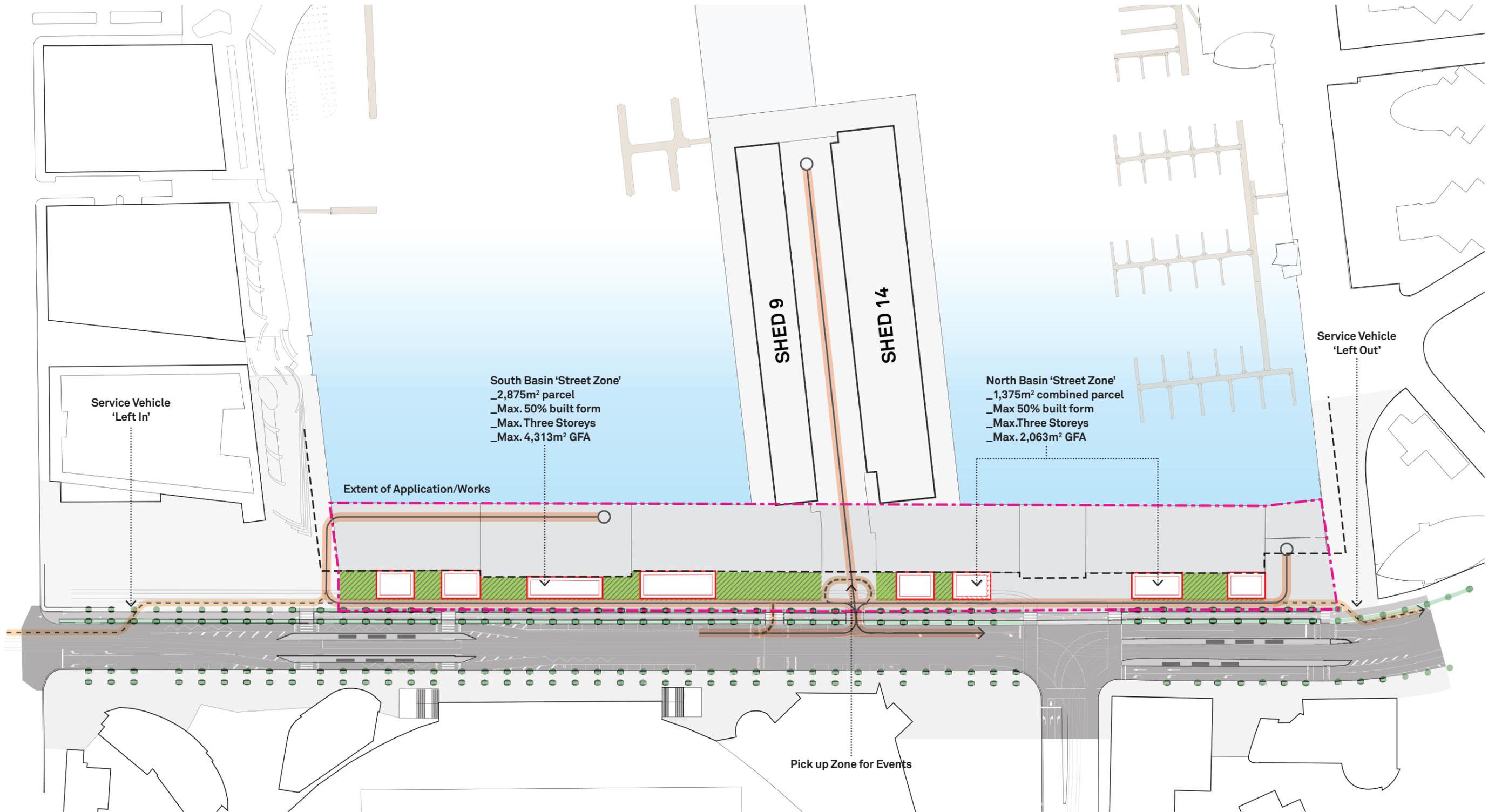
Smaller architectural feature buildings

Permeable pedestrian movement through built forms

Key

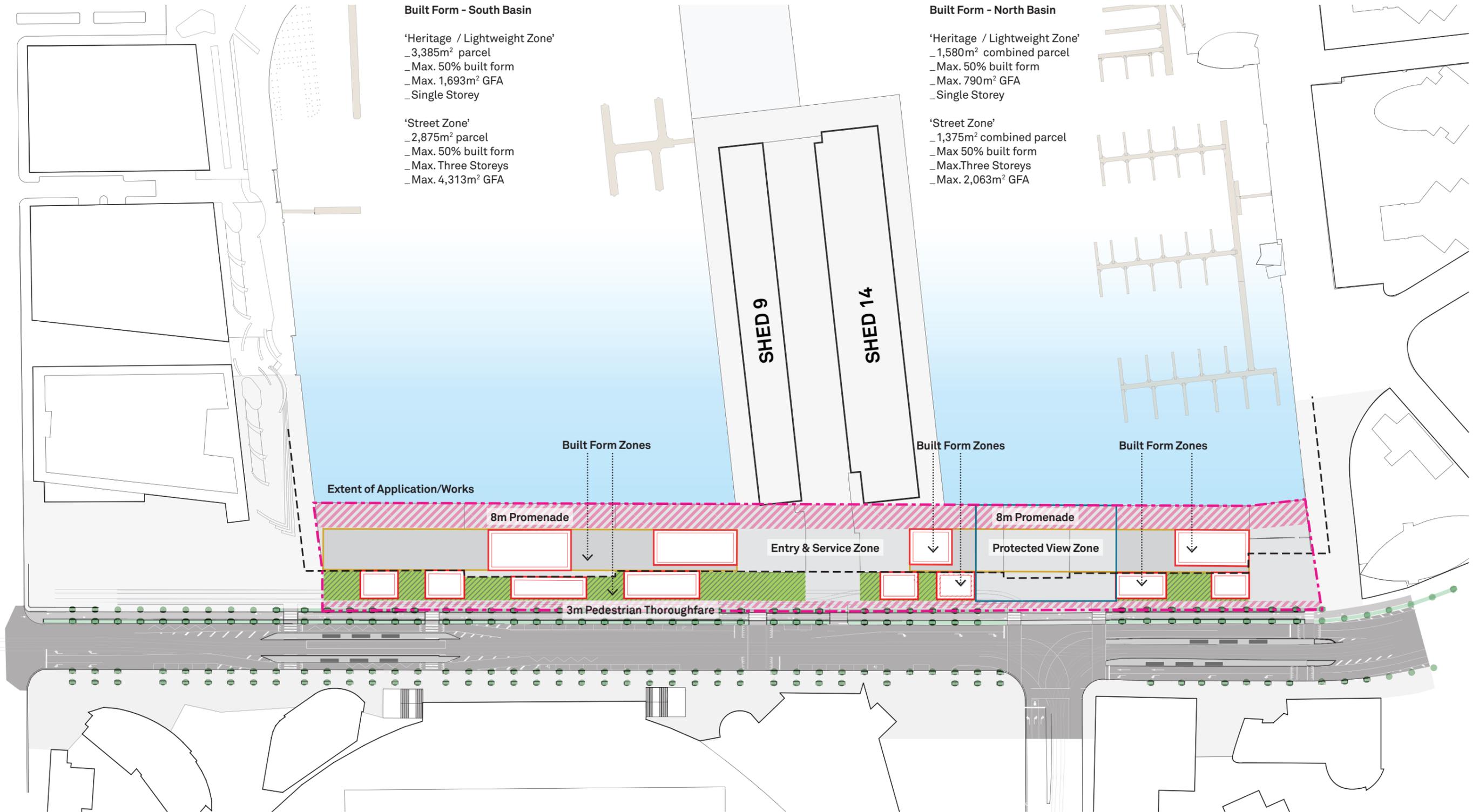
-  Street built form boundary
-  Potential deep soil zone
-  Existing sea wall

-  Potential built form layout (alternative layouts subject to detailed design)
-  Service vehicle timed access



05 Master Plan

Extent of Application/Works



Built Form - South Basin

- 'Heritage / Lightweight Zone'
 - _ 3,385m² parcel
 - _ Max. 50% built form
 - _ Max. 1,693m² GFA
 - _ Single Storey

- 'Street Zone'
 - _ 2,875m² parcel
 - _ Max. 50% built form
 - _ Max. Three Storeys
 - _ Max. 4,313m² GFA

Built Form - North Basin

- 'Heritage / Lightweight Zone'
 - _ 1,580m² combined parcel
 - _ Max. 50% built form
 - _ Max. 790m² GFA
 - _ Single Storey

- 'Street Zone'
 - _ 1,375m² combined parcel
 - _ Max 50% built form
 - _ Max.Three Storeys
 - _ Max. 2,063m² GFA

**Complementary
Components**

06 Complementary Components

Water transport

Opportunity

Victoria Harbour is a remarkably large body of open water. Scale comparisons show the area of the harbour is roughly two times larger than the body of water found in Circular Quay, Sydney or more than five times larger than that of Darling Harbour Sydney.

It is useful to position Victoria Harbour in relation to these two prominent Sydney locations, to understand its potential to perform a similar role for Melbourne; the city's major boating and water transportation hub, in the medium to long term.

Based on the vision and urban design principles of the Master Plan, a water transport opportunity for Victoria Harbour and Harbour Esplanade can be considered in the following context:

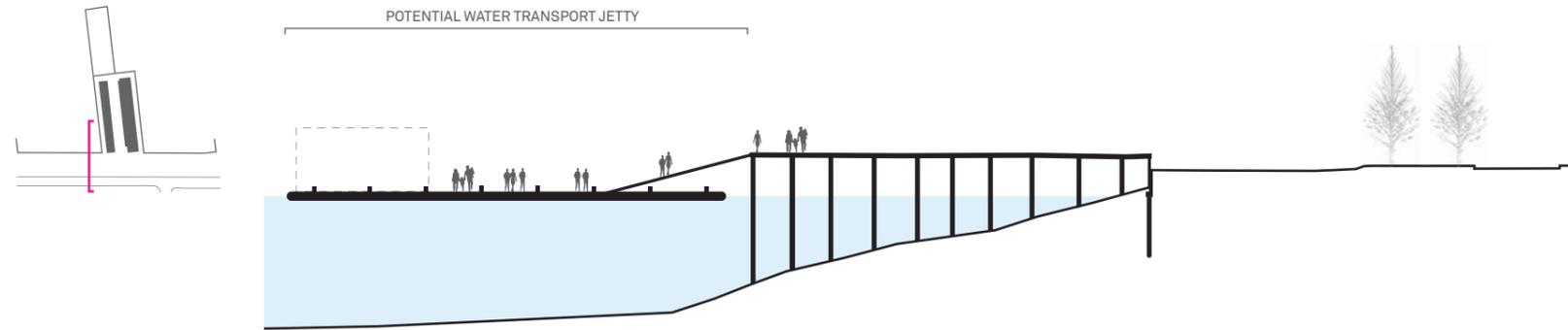
- _ Water transport ideally located in the southern basin of Victoria Harbour with floating jetty connections to wharf decks of Harbour Esplanade.
- _ Water based public transport operations to be housed on future jetties in conjunction with proposed built form within the heritage/lightweight zone.
- _ Planning of ferry wharfs based on dimensions of King Street Wharf, Sydney as per City of Melbourne recommendations.
- _ Removal of western tip of Central Pier wharf may assist with circulation of watercraft in harbour, however is subject to further review and heritage advice.

Location

The southern basin of Victoria Harbour represent the ideal location for a water transport opportunity as it is nearly equal to the width of the ferry terminal area of Circular Quay in Sydney and that it may be capable of accommodating four or five similarly scaled finger wharfs, suitable for the mooring and manoeuvring of large watercraft.

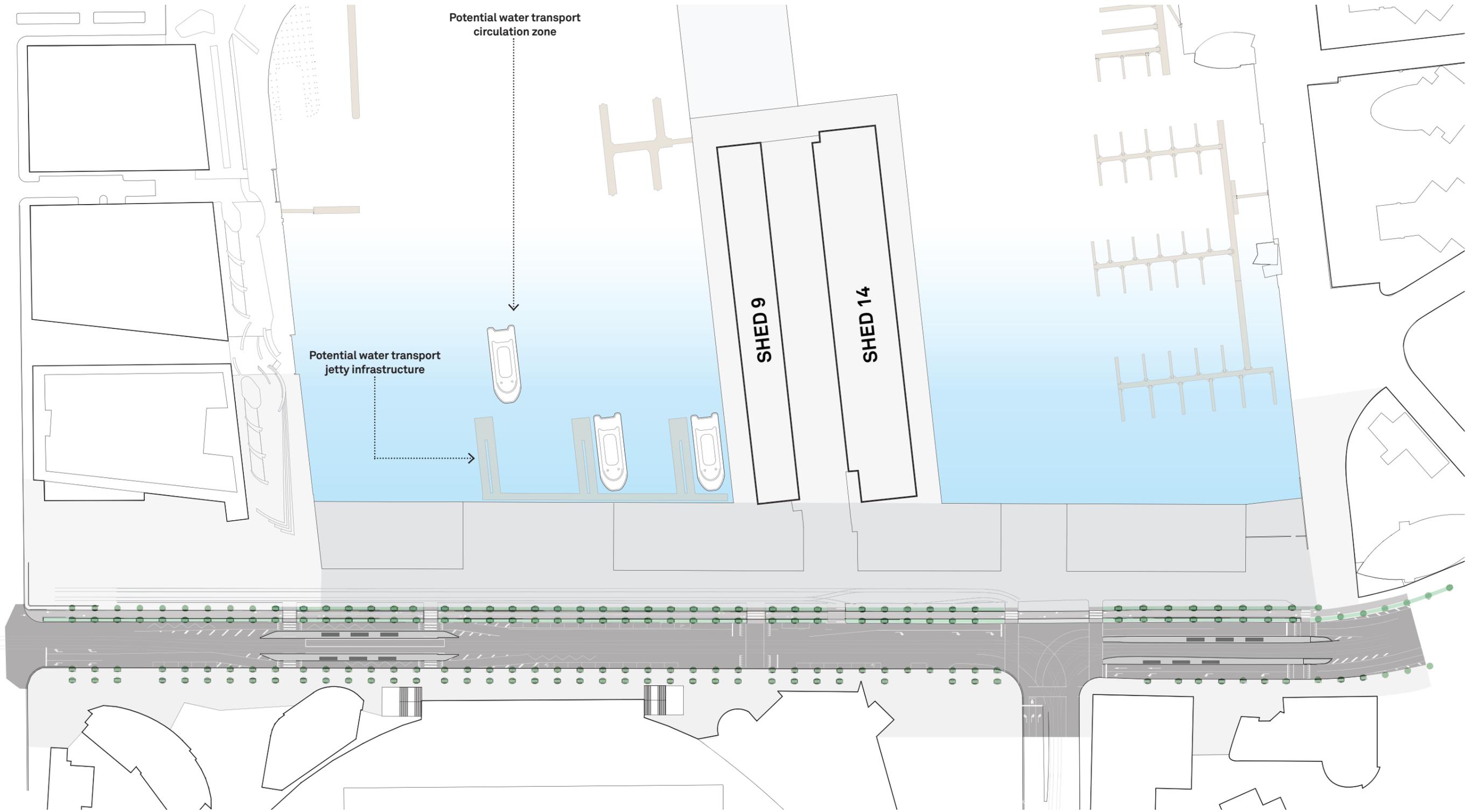
Timing and responsibility

Timing of the construction of water transport infrastructure will depend on a number of factors including funding, servicing requirements and public realm connections to water transport. It is anticipated that commencement of a water transport service will require coordination with both levels of governments (State and Local) to facilitate a transport service on both a local and regional scale.



Typical Raised Deck - South Basin

06 Complementary Components



06 Complementary Components

Heritage ships

Opportunity

The opportunity for mooring of heritage vessels within the northern basin has been identified by the vision and urban design principles of the Master Plan. The vessels intend to act as a public attractor for visitors and tourists and provide a heritage zone as an interpretation of previous uses and events on Harbour Esplanade. This opportunity is flexible to allow both active vessels or for static display.

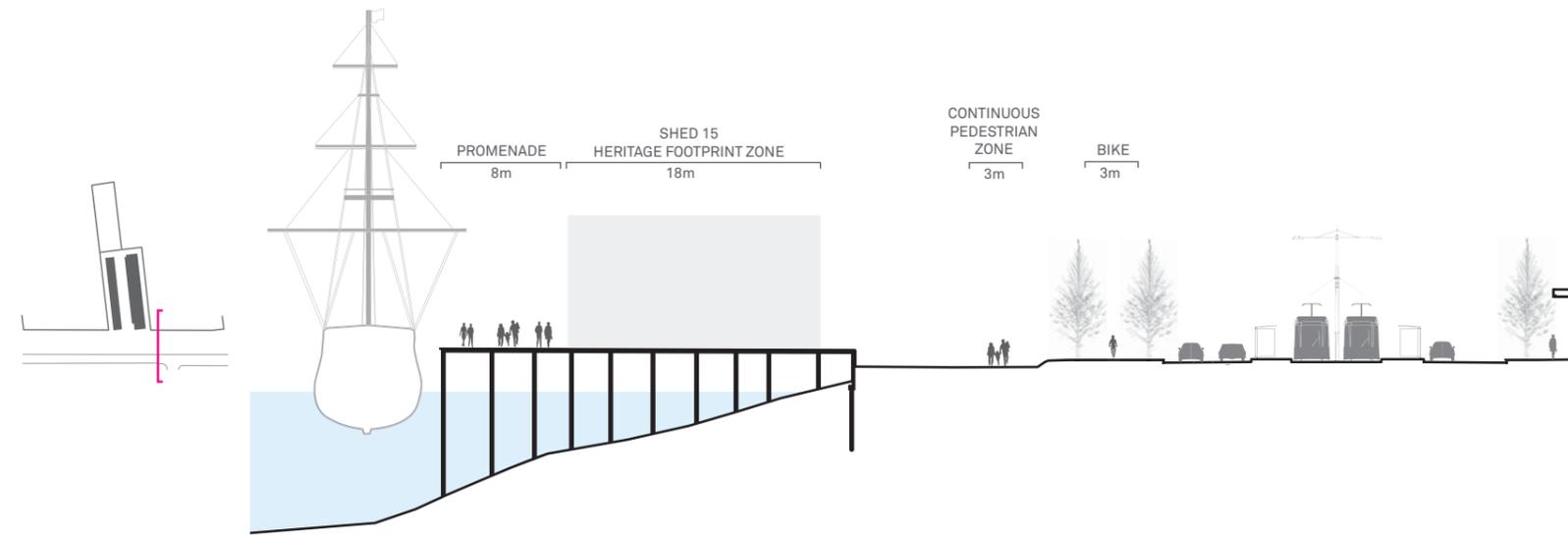
Location

The northern basin of Victoria Harbour provides for a large water body area that may be capable of accommodating a grouping of two or three heritage vessels suitable for mooring at the wharf edge and manoeuvring in Victoria Harbour. Such vessels may have heritage significance both to Docklands and the broader Melbourne city.

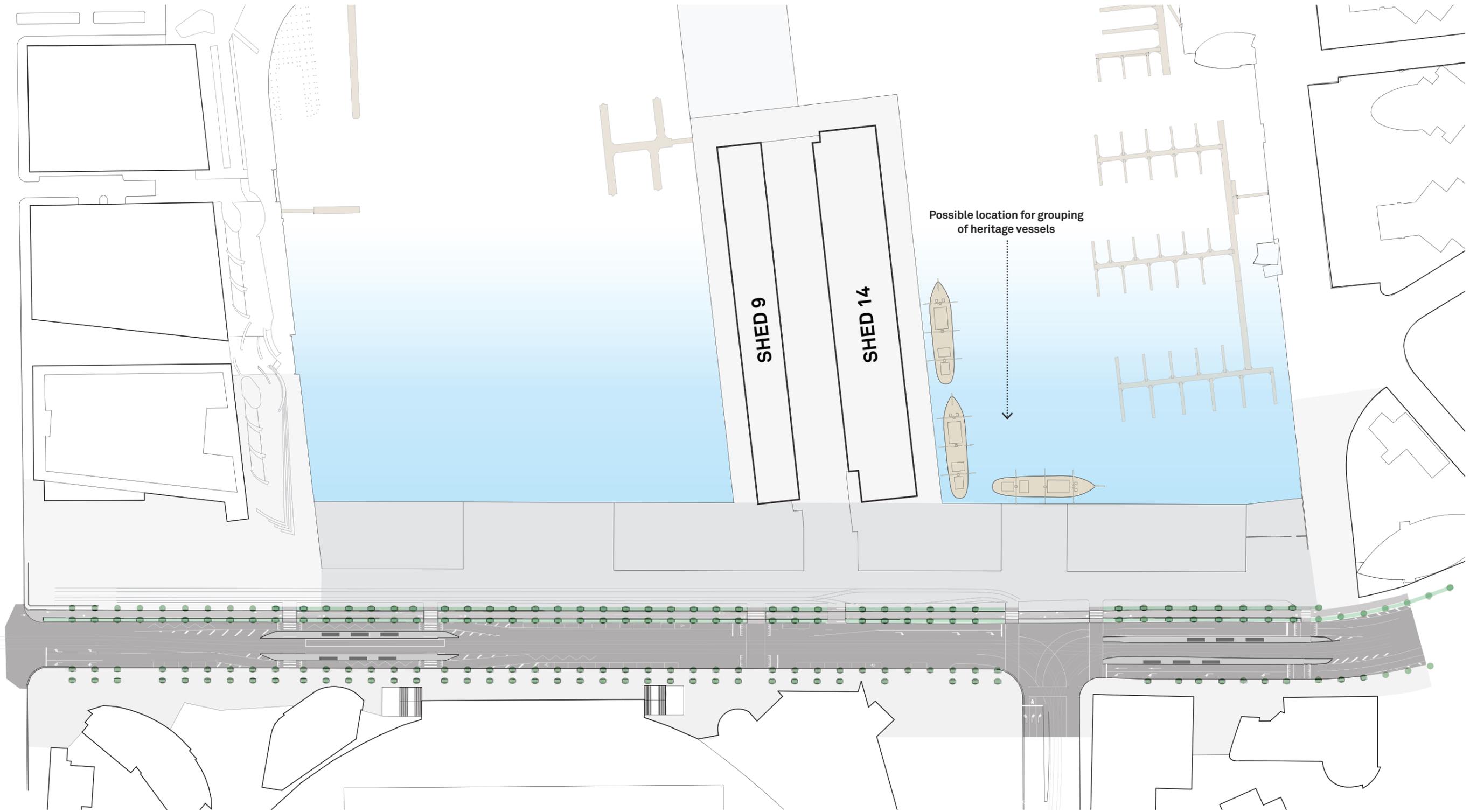
There may be the opportunity for a land based facility to support the vessel activities. Examples include a vessel museum, workshop and information centre.

Timing and responsibility

Heritage vessels will be subject to the delivery of the reinstated wharf deck area to the north of Central Pier and the availability of vessels. It is anticipated that the use of heritage ships will require coordination with both levels of governments (State and Local) and relevant community organisations to realise the opportunity.



Typical Raised Deck - North Basin



06 Complementary Components

Shared zones and active edges

Opportunity

Harbour Esplanade performs a dual role in both a boulevard, facilitating movement for cars, trams, bikes and pedestrians and facilitating the east-west movement of pedestrians from the city end. With the number of users increasing and conflict points emerging, there is the opportunity to re-prioritise pedestrian movements at key locations in both the north south direction and east west direction and create better movement across the precinct.

This should consider the Stadium Precinct's western edge and how it can create a positive and integral contribution to Harbour Esplanade over the long term through redevelopment of the stadium concourse edge. Improved pedestrian connectivity from the east of Harbour Esplanade to the waterfront to activate both the Stadium edge and water's edge.

There should also be a shift of the primary north-south pedestrian movement to the water's edge. Pedestrians must be re-prioritised through the creation of shared, slow-moving street environments that bring equity and safety for all street users.

Location

The major pedestrian route from the CBD to Harbour Esplanade occurs via the Southern Cross Station and Etihad Stadium concourse which link Bourke Street across the rail yards.

Pedestrian arrival and distribution across the site largely occurs from the southern end of the site, near the junction of Harbour Esplanade and Bourke Street.

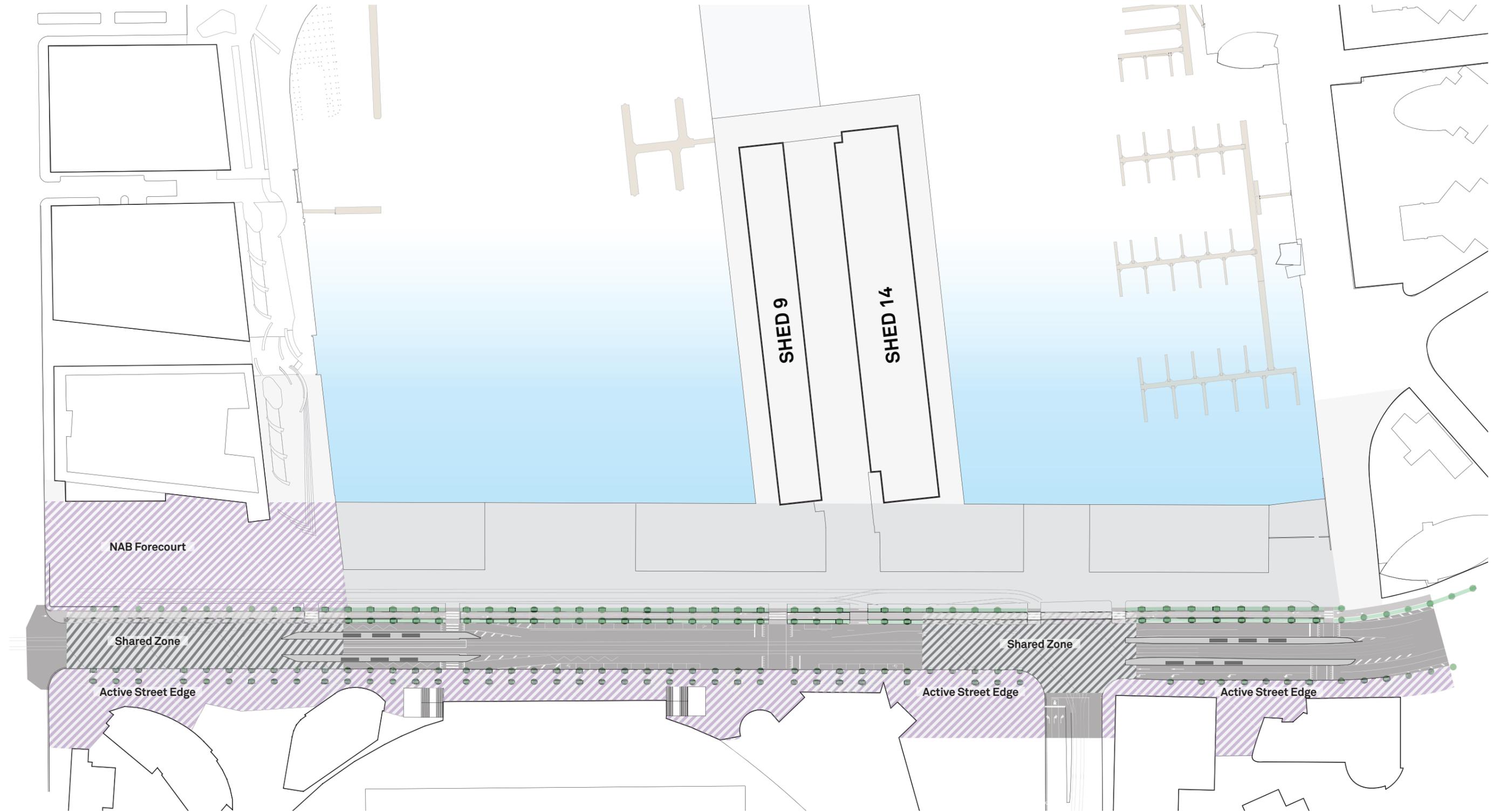
Timing and responsibility

The delivery of future public realm improvements will be subject to a future design proposals over a number of stages of work over an estimated ten year period. As built form proposals are considered, shared zones and active edges will be subject to review prior to the delivery of each stage.

Key

 Shared Zones

 Active Street Edges



06 Complementary Components

Central Pier

Opportunity

Central Pier is a key element of Docklands, surrounded by water on three sides, is located adjacent to Harbour Esplanade and highly visible from most of the precinct. It is recognised that a development of exceptional quality would be appropriate for this site that is significant a use which would make the most of this location and attracting people to Docklands.

Central Pier should integrate and contribute to the activation of Harbour Esplanade. In particular the connection between the Victoria Harbour Promenade (NAB building) and NewQuay would benefit significantly by an activity and interest in the area of Central Pier.

Central Pier represents a very public opportunity to realise the Docklands vision with a piece of infrastructure that also makes a significant contribution to Melbourne as a city. It is described in the Docklands Community and Place Plan – July 2012 as a ‘public destination of regional importance’ and a place to deliver ‘significant cultural destinations and attractions’.

In 2010, as part of the Second Decade process, Places Victoria sought feedback from the community and stakeholders on future infrastructure projects for Docklands. The Docklands Community and Place Plan with support from the Docklands Public Realm Plan, responds to the Second Decade engagement process, listing Central Pier as one of the community priorities for Docklands and notes State and Local Government’s actions as follows:

- _ partner to deliver significant cultural destinations and attractions to Harbour Esplanade and Central Pier
- _ partner to develop Harbour Esplanade and Central Pier as a significant public destination of regional importance, with maritime attractions such as seafood markets, and public and commercial boating.

In mid-2014, a community engagement process was undertaken to test and inform the Harbour Esplanade master plan. An online survey was conducted on the Participate Melbourne website. It had approximately 4,000 hits with 460 people completing the survey. Whilst focusing on Harbour Esplanade, one of the ten survey questions related to what people wanted to see for the future development of Central Pier.

Approximately eight in ten survey respondents considered landscaped areas or allocating a ‘space for a park or garden on the pier’ as important for the development of Central Pier (79% and 78%

respectively). Three quarters (75%) thought ‘facilities for water transport services (e.g. water taxis, ferries, passenger terminals)’ and (74%) a ‘destination attraction for Melbourne on the pier’ were important to make Central Pier an integrated part of a developed waterfront.

Location

Central Pier is a 350 metre long structure, built on piles, in the waterways of Victoria Harbour, Melbourne Docklands. The Pier, which was constructed in 1914, is part of Victoria Dock and is on the Victorian Heritage Register. The Pier houses cargo sheds 9 and 14 which are also on the Victorian Heritage Register. There is an expansive open space area on the western end of the Pier. The length of the Pier has been truncated several times and the potential development area therefore varies from 22,000 m² to 28,300 m² based on adoption of the current or previous footprint.

Timing and responsibility

Places Victoria owns the Central Pier sheds, wharf and wharf deck structure, down to a depth of 100 m below the high water mark. This includes the area known as the Western Tip. However, the water area in the harbour, in addition to the now demolished area of the original pier abutting Central Pier, is reserved Crown Land, with COM as Committee of Management i.e. the CoM have control.

In December 2006, Places and Central Pier Docklands Pty Ltd (CPD) entered into a lease for the temporary use of Central Pier as a function venue with associated complementary uses. Although expressed to be an interim use of the Pier, the lease terms now include options which could potentially extend until 2025.

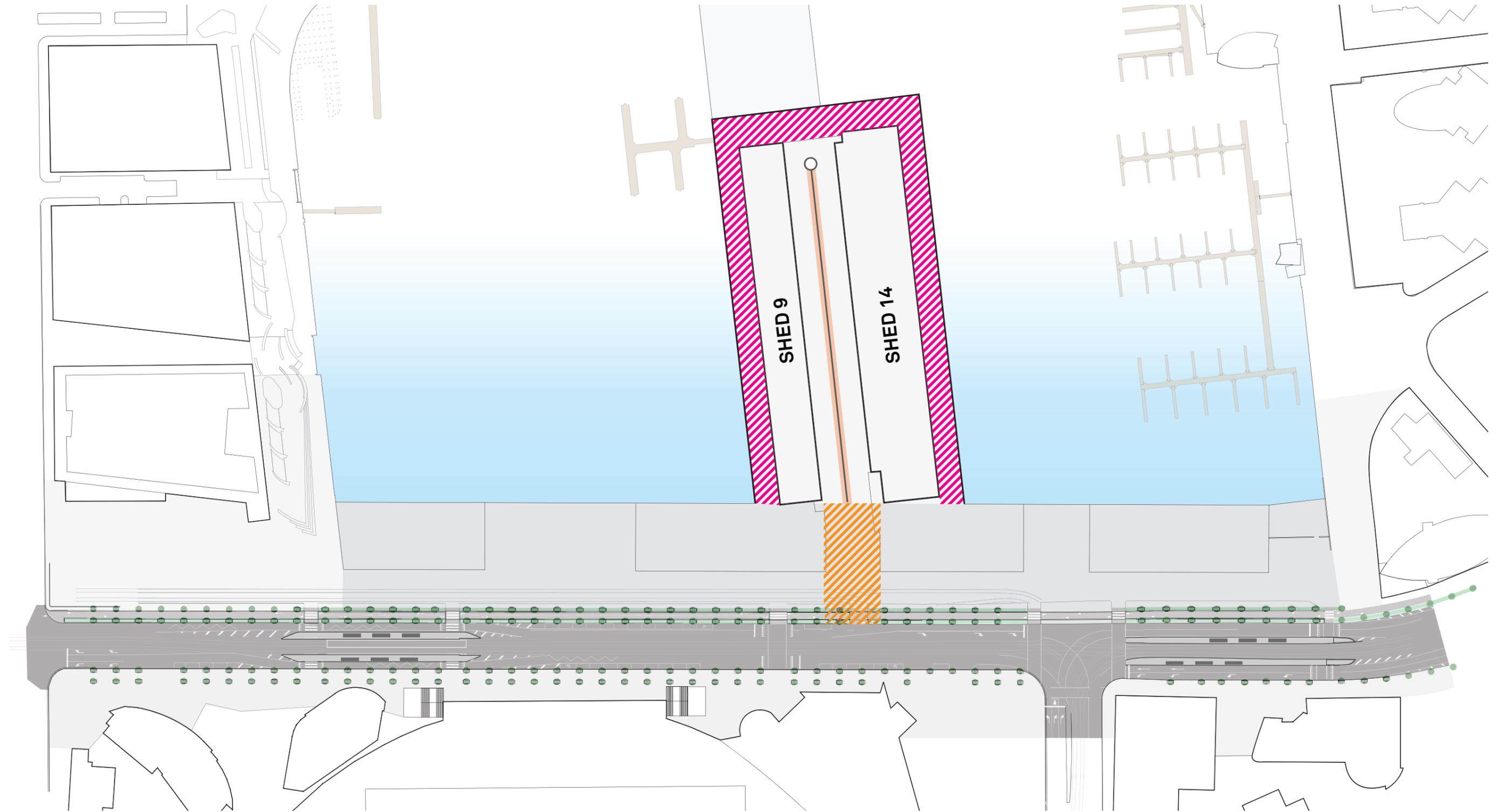
Victoria Dock, including Central Pier and cargo Sheds 9 and 14, are listed on the Victorian Heritage Register. The sheds are architecturally significant as the first sheds at Victoria Dock, redesigned (in 1942) to accommodate mechanical handling equipment. Heritage conditions require that they be rebuilt in their original formats. Under heritage conditions imposed in 2000, as part of the approval to demolish Sheds 8 and 15, Shed 9 was to be rebuilt in its open ended format by June 2006. Heritage Victoria is aware that this deadline has not been met.

The use will be subject to further review and heritage advice. Any detailed design and use should consider the Harbour Esplanade master plan.

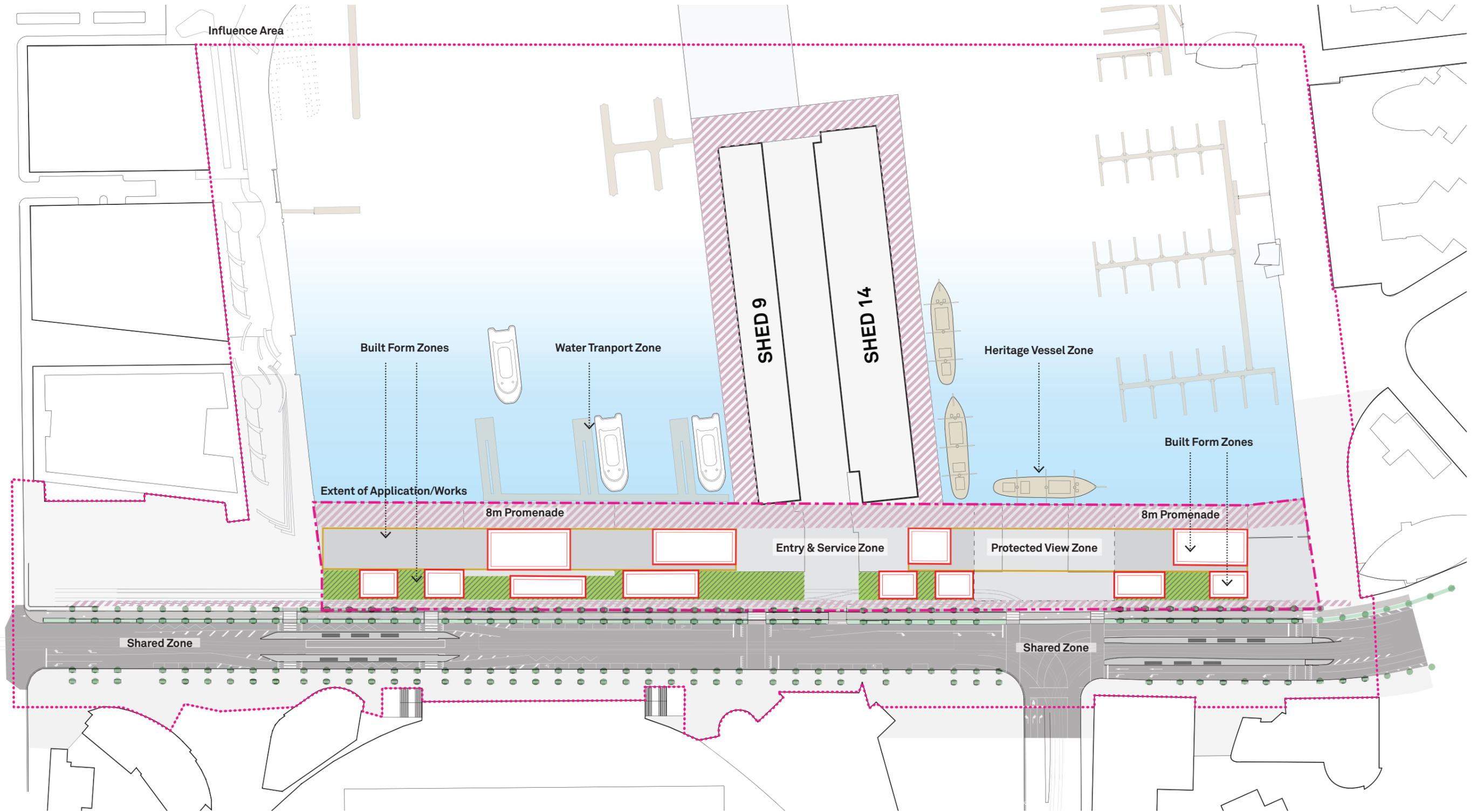
Key

-  Continuous waterfront promenade
-  Central Pier access zone

 Potential built form layout



06 Complementary Components



DELEGATED PLANNING APPLICATION REPORT

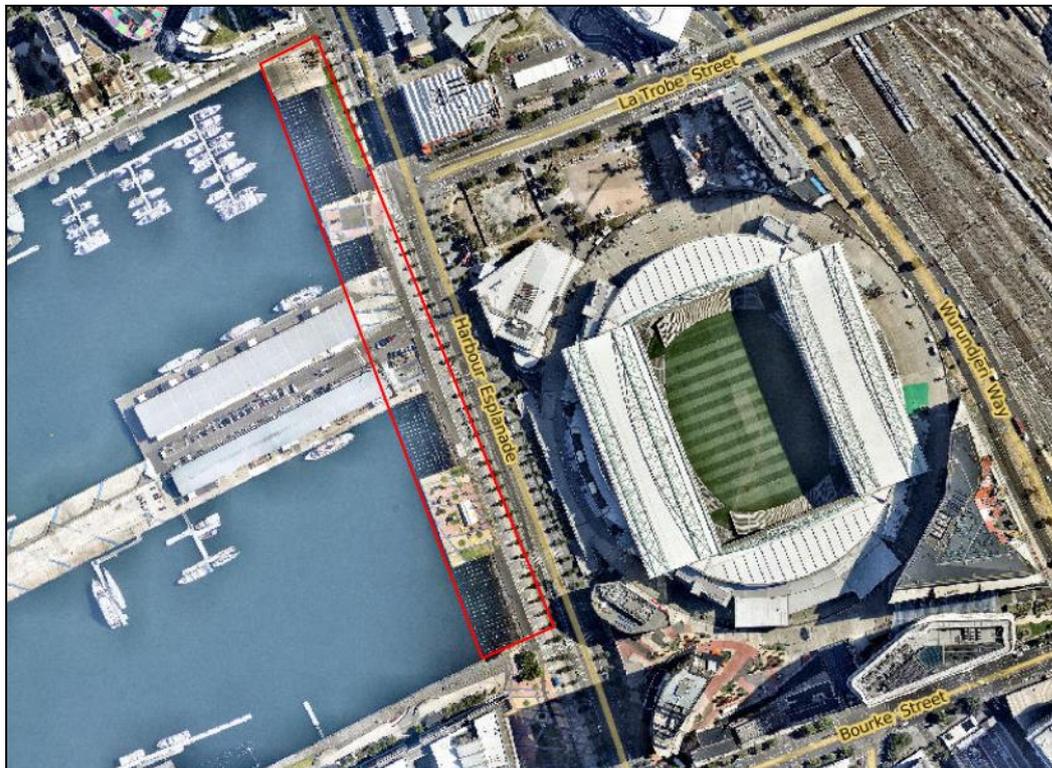
Application number:	TP-2014-1072
Applicant:	Phillip Roth C/- Places Victoria
Address:	Harbour Esplanade, DOCKLANDS VIC 3008
Proposal:	Buildings and works associated with the proposed Harbour Esplanade Master Plan
Date of application:	2 December 2014
Responsible officer:	Brendan Cousins

1 SUBJECT SITE AND SURROUNDS

The proposed Master Plan affects land commonly referred to as Harbour Esplanade, Docklands which is bounded by the Harbour Esplanade and Etihad Stadium to the east, the existing NAB building to the south, the Victoria Harbour basin including Central Pier to the west, and the existing residential buildings of New Quay to the north. The total area of the site is approximately 4.5 hectares.

The land ownership of the Master Plan area is characterized as a mix of public ownership between Places Victoria and the City of Melbourne.

Aerial Photo / Locality Plan



Over the past few years Places Victoria has undertaken a staged approach of improvements to the site including the realignment of the tram corridor, landscape improvements and redesign of the traffic and cycle function of the space. More recently, Places Victoria has commenced a restoration process of the existing wharf structure through the removal of dangerous and decaying structures with the intention for their reinstatement.

The land west of Harbour Esplanade is approximately 60 metres wide and approximately 430 metres in length. This promenade is a pedestrian connection from New Quay Promenade to the north with Victoria Harbour Promenade to the south. A redundant tram line is located within the 60 metre zone, with a new tram line relocated centrally within the road of Harbour Esplanade. A bicycle path is located adjacent to the Road of Harbour Esplanade.

About half way along the promenade is Central Pier which occupied by two large wharf sheds. Atlantic Group operates a number of large function centres and restaurants from these sheds. Central pier also has a number of boat moorings where leisure/party boats operate from. Vehicle access to central pier is also located centrally along the promenade. For the most part, there is limited activated by commercial types uses along the promenade, aside from a temporary cafe located near Central Pier. Limited public amenity is provide along the promenade as there is very little in the way of public infrastructure and landscaping

Imagines of existing sit conditions of Harbour Esplanade



2 BACKGROUND AND HISTORY

2.1 Pre-application discussions/community consultation

In the preparation of the Master Plan a number of workshops were held between key stakeholders including City of Melbourne (CoM) officers from various working areas including, planning, urban design, parks planning, engineering and waterways.

In addition to the workshops from 9 May 2014 to 6 June 2014, Places Victoria and the City of Melbourne sought to build on past conversations with the Docklands and Melbourne community to inform ongoing planning and development of Harbour Esplanade.

During this time Places Victoria spoke to more than 300 people at pop-up information events or formal meetings, and together with the City of Melbourne shared information with almost 4000 people via the Participate Melbourne website and received feedback from about 460 people through a questionnaire.

In their submission, Places Victoria indicated that at a high level, the community and stakeholders desired open spaces that can be used for multiple purposes and activated to enhance events. Lawn areas, seating and passive areas and play opportunities were the key design elements people wanted to see in public spaces. In terms of interaction with the water, space to sit and water level access or water play along the esplanade featured most highly in the feedback. Water transport services were also important. There was high support for the reinstatement of heritage sheds, either through complete reinstatement or a contemporary interpretation and some buildings on the waterfront were deemed acceptable.

2.2 Planning Application History

There is no directly relevant planning history or background for this application as they relate to the proposed Master Plan.

3 PROPOSAL

The application has been submitted by Places Victoria for a planning permit for buildings and works associated with the Master Plan for Harbour Esplanade, Docklands.

The vision for Harbour Esplanade is to create:

A place of increased national significance, and one of the great post-industrial waterfronts anywhere in the world. Harbour Esplanade will be the primary public space in Docklands. A fine boulevard for promenading, an opportunity to experience elements of Melbourne's rich industrial ports heritage and a place to welcome and guide the public through the sub-precincts of the Melbourne Docklands and central city. It will be flexible, adaptive, changing - an event space by the water.

The design approach will be one of simplicity, revealing key artefacts from the past and allowing for the curation of new experiences, programs and buildings over time. It will embrace water transport as a legitimate way of getting to and around Melbourne and resolve the connectivity requirements and pressures on the precinct that this shift will bring.

The role of the master plan is to define a clear physical structure for the Harbour Esplanade waterfront promenade that will facilitate a staged delivery of the precinct. This approach will also allow a degree a flexibility in the final design and whilst setting parameters that will underpin and guide location, form and design intern for future building and public realm spaces.

The Master Plan is structured as follows to provide details of the proposal:

Section 1 - Introduction

Section 2 - Site Analysis

Section 3 - Vision

Section 4 - Urban Design Principles

Section 5 - Master Plan

Section 6 - Appendix

The seven urban design principles that will help guide the future development of Harbour Esplanade. The seven urban design principles are:

1. Embrace the water
2. Provide a diverse range of Experiences
3. Integrate public spaces within the built form
4. Take a restorative design approach
5. Make it unique, reinforce its heritage character
6. Re-prioritise pedestrian movement at key locations
7. Program the space for day and night activation

3.1 Extent of Application/Works

The extent of the application and works presented in the Master Plan and considered within four components including:

Component 01 – Wharf Decks

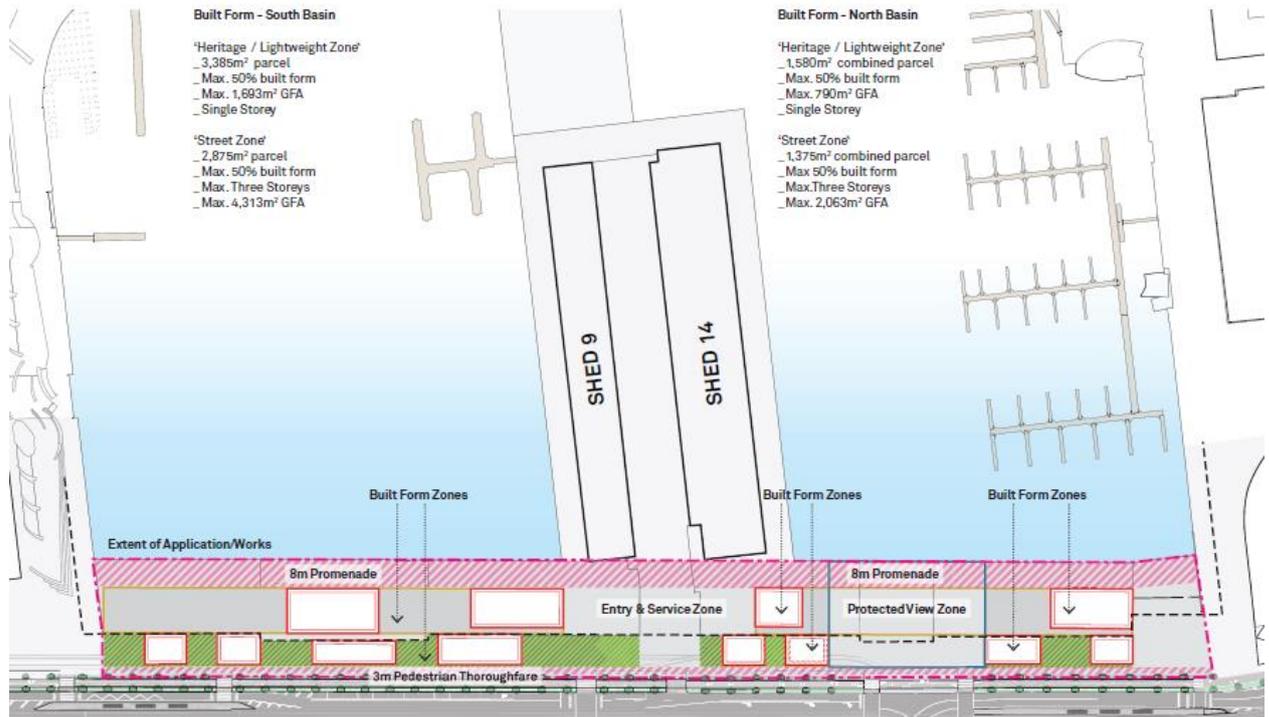
Component 02 – Public Realm

Component 03 – Built Form (heritage / lightweight zone)

Component 04 – Built Form (street zone)

Within each Component, the identified buildings and works are presented as specific elements which must demonstrate consistency with the Vision and Urban Design Principles and are intended to be the starting point for further detailed design.

The location and extent of the application/works of the Master Plan are detailed in plan below and will cover a rectangular area between Harbour Esplanade to the east, Victoria Harbour Promenade to the south, the Victoria Harbour basin including Central Pier to the west, and the existing residential buildings of New Quay Promenade to the north:



3.1.1 Component 01 – Wharf Decks

This component will facilitate the construction of a continuous wharf edge to Victoria Harbour which replicates the historic edge of the harbour. The wharf edge includes the construction of four new deck structures with two existing structures to provide a platform for the future use and development of these spaces.



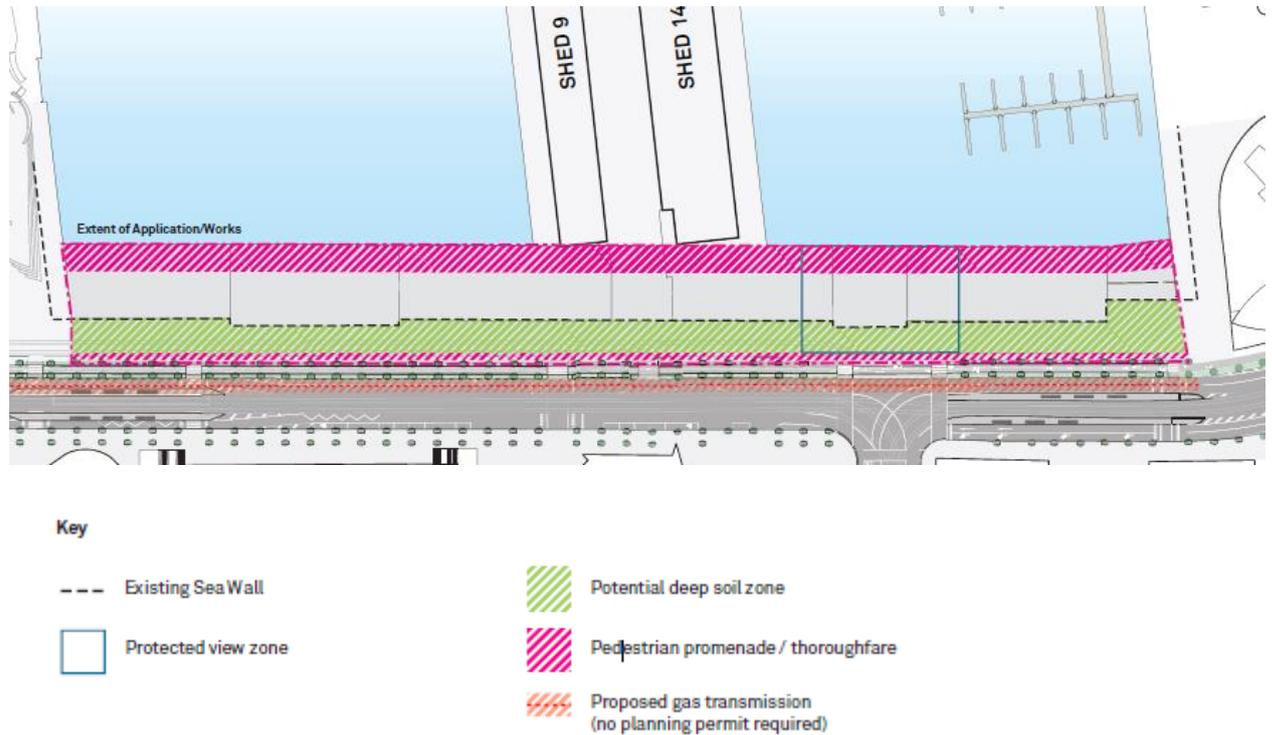
Wharf Reconstruction Schedule										Key
Deck	01	02	03	04	05	06	07	08	09	
Existing RL	n/a	+1.4	n/a	+2.5	+2.5	n/a	+1.4	n/a	+1.1 - +2.0	--- Existing sea wall
Proposed RL	+1.4	+1.4	+2.6	+2.6	+2.6	+2.6	+1.4	+2.4	+2.4	— Deck boundaries
Timing (indicative)	2020+	Complete	2016	2016	2016	2016	Complete	2017	2020+	

3.1.2 Component 02 – Public Realm

The public realm will focus on offering landscaping opportunities and improvements to pedestrian movement corridors both along the harbour edge and adjacent the Capital City Trail.

The extent of works include an eight metre wide strip long the western edge of the wharf decks (Component 01) which includes a number of level changes in a north-south direction, and land to the east of the existing sea wall which proposes a three metre wide pedestrian path and a landscape zone of varied width is proposed. A

protected view zone is proposed to allow a view corridor along La Trobe Street to the Harbour.

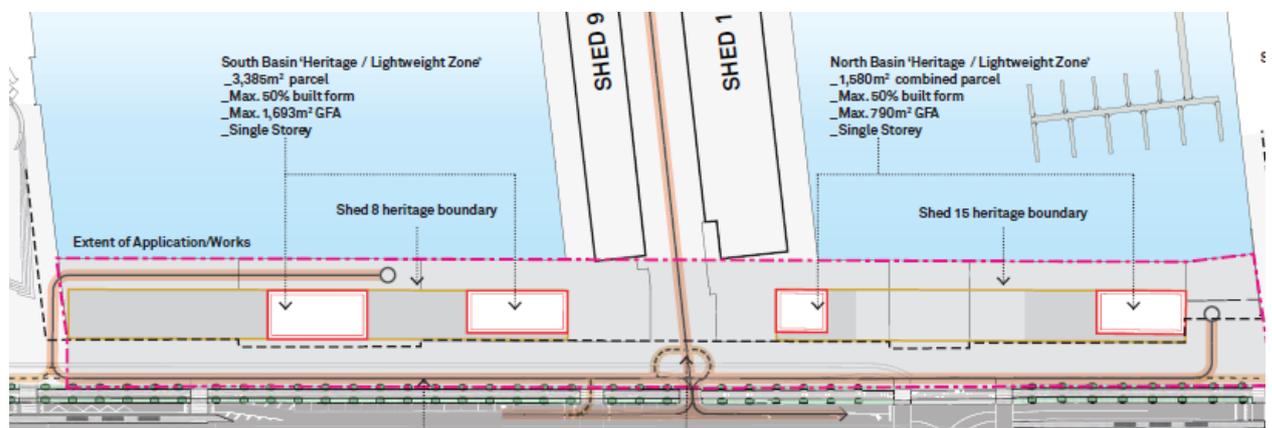


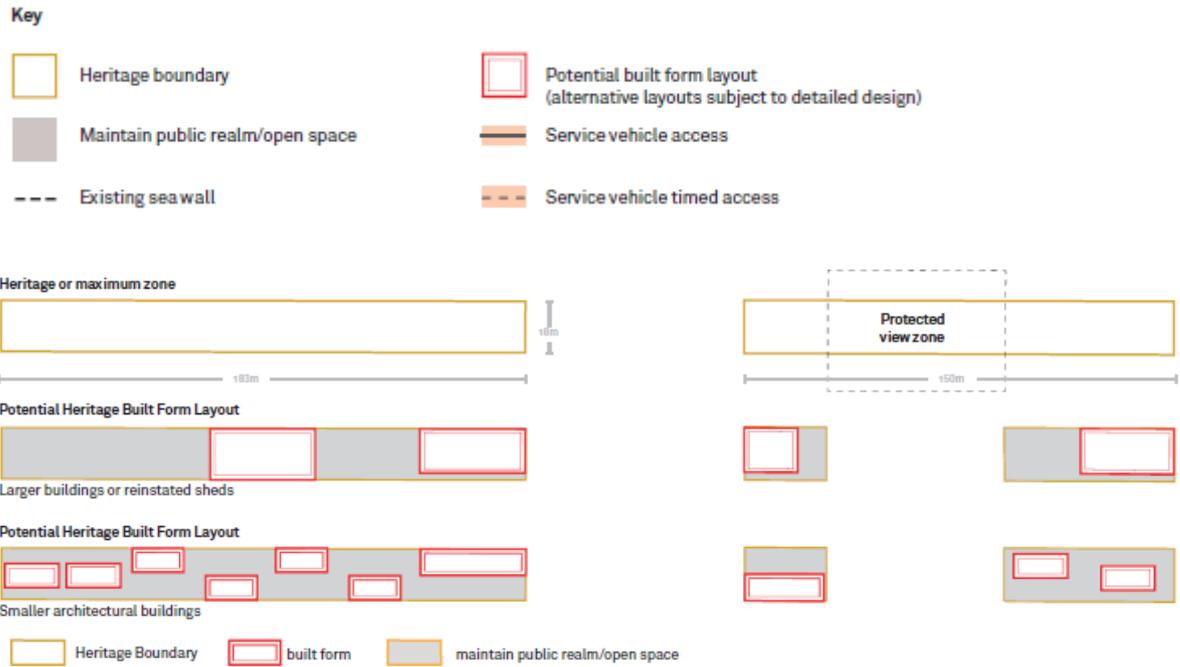
3.1.3 Component 03 – Built Form (heritage / lightweight zone)

This component (Built Form (heritage/lightweight zone)) will provide the opportunity for built form on the wharf decks to act as a form of activation and heritage interpretation representing the location and scale of the former Good Sheds 8 and 15.

The extent of works includes the identification of a two zones where built form can occur. Zones have been determined by the footprint of Good Sheds 8 and 15, which were originally located on the wharf decks. The zones will be 18 metres wide with Southern Zone 183 metres long and Northern Zone 150 metres long.

The maximum height for these buildings will be 1 storey with a total gross floor area of 1693sqm (Southern Zone) and 790sqm (Northern Zone).

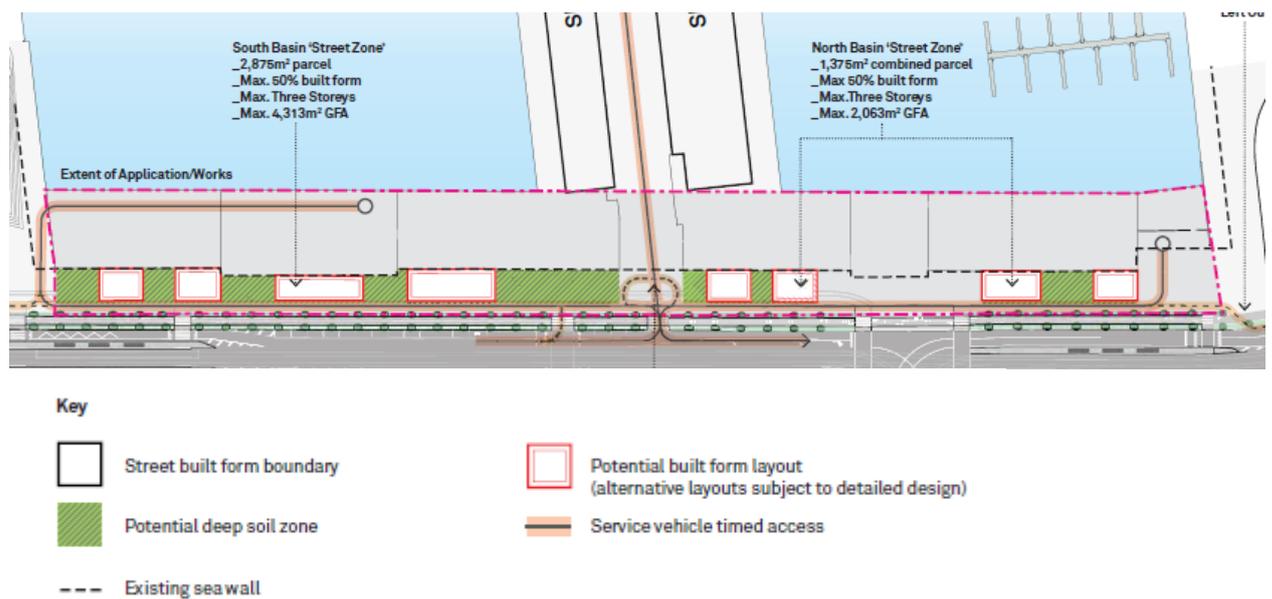


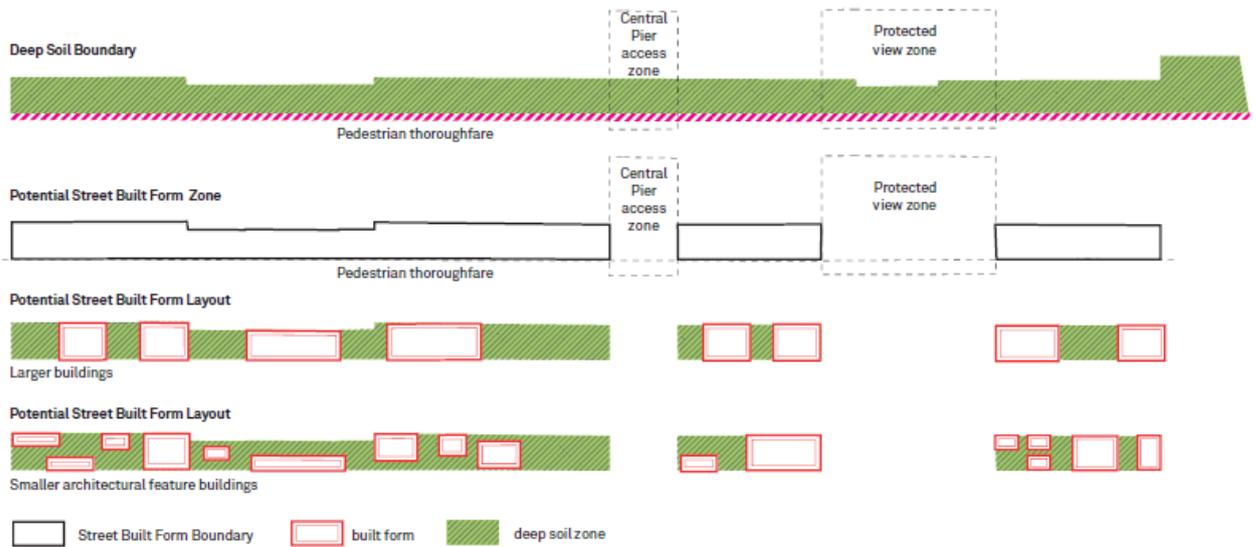


3.1.4 Component 04 – Built Form (street zone)

This component (Built Form (street zone)) provides new built form to act as an activator for Harbour Esplanade and to integrate seamlessly with and provide a contribution to the public realm.

The extent of buildings and works is located with a built form zone adjacent to Harbour Esplanade. The zone is split into three areas due to restrictions on access to Central Pier and a protected view zone at the end of La Trobe Street. Within this zone a maximum of 50% is proposed to accommodate built form. The maximum building height is proposed at 10 metre or 3 storeys. No uses are proposed for these buildings.

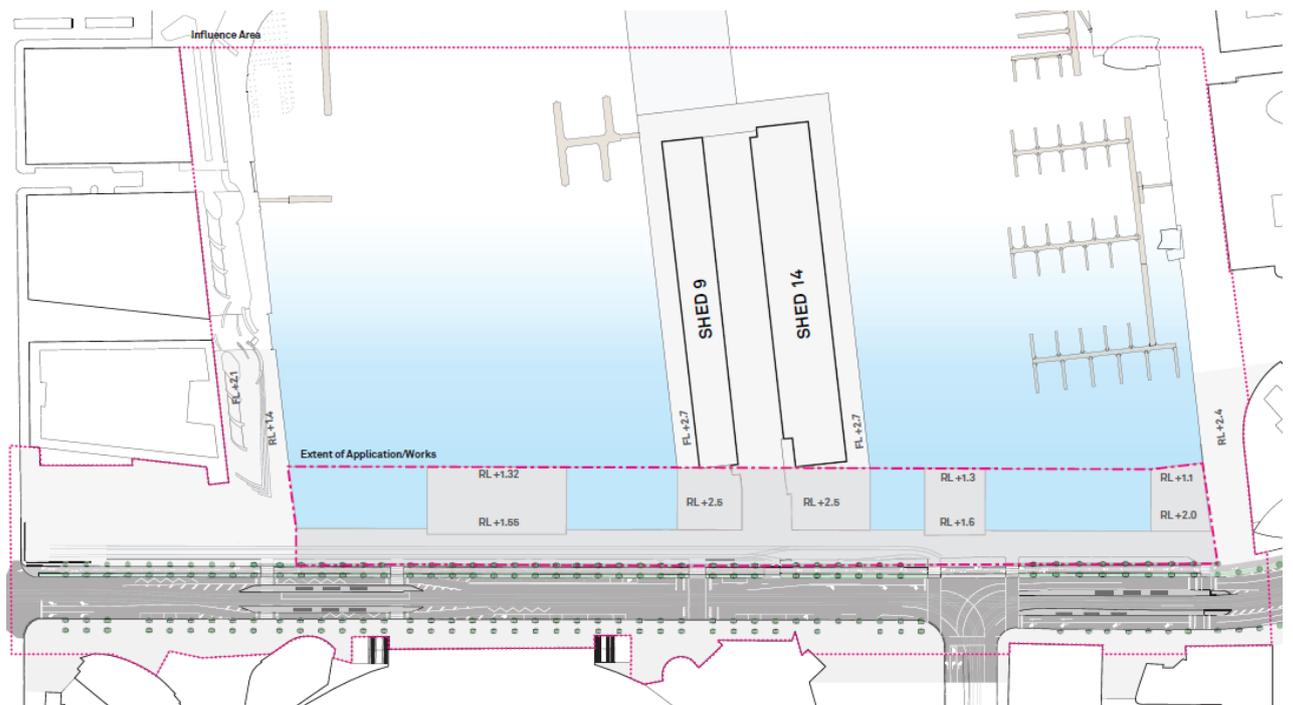




3.2 Areas of influence

A larger area of influence is notated around the Master Plan area which includes significant areas or Complementary Components that should be considered in the planning and final design of Harbour Esplanade. These Complementary Components identified for future consideration include:

- Water Transport (future ferry terminal)
- Heritage Ships
- Shared Zones (shared zone along Harbour Esplanade)
- Central Pier



3.3 Other matters

The following supporting reports and documentation have also been submitted in support of the Master Plan:

- Heritage Assessment (Lovell Chen and Associates)
- Wind Assessment (MEL Consultants)
- Engineering Assessment (GHD)
- DDA Assessment (Morris Access Consulting)

These documents provide a high level overview and are intended provide guidance and direction rather than specific recommendations and conditions. However they do guide and highlight important matters such as loading/unloading, traffic impacts, utility services, wind impacts, heritage considerations and accessibility

4 STATUTORY CONTROLS

The following clauses in the Melbourne Planning Scheme require a planning permit for this proposal:

Clause	Permit Trigger
Docklands Zone Schedule 2 - Victoria Harbour Precinct Docklands Zone Schedule 6 - Business Park Precinct.	Pursuant to this clause a planning permit is required to construct a building or construct or carry out works. The Master Plan does not propose any uses that require planning permission.
Design and Development Overlays (DDO12)	Schedule 12 to the DDO relates to the noise attenuation area around Etihad Stadium. The design objectives seek to ensure that new residential development includes appropriate acoustic features to attenuate noise levels within the building. A planning permit is not required under the DD012 as the proposal is not for a sensitive use (residential).
Design and Development Overlays (DDO50)	Pursuant to this clause a planning permit is not required to construct a building or construct or carry out works if the requirements to Table 1 and 2 to the DDO50 are met. The site, excluding Central Pier, is located in Area 1 of DDO50 with Central Pier located within both Area 2 and Area 3. Table 1 of DDO50 specifies a preferred maximum building height of 10 metres for developments in Area 1 and Area 2, and no maximum building height for Area 3 but rather the following statement - A building of outstanding design quality that is a significant attraction for visitors and/or tourists. Table 2 of DDO50 specifies a minimum width of waterfront promenades, with Areas 1-3 having a 15 metre minimum width. Therefore a planning permit is required as the preferred height of 10 metres is exceeded and the width of promenade is reduced to 8 metres
Parking Overlay Schedules 6 and 10	Schedule 6 and 10 are applicable to the site and specify maximum car parking rates for a range of uses.

	No car parking is proposed however a further traffic report (required by condition of permit) will require further analysis of number of the traffic, access and loading matters including car parking.
Heritage Overlay Schedule 915 (HO915)	In accordance with the HO, no planning permit is required to develop a place on the Victorian Heritage Register. The heritage place is included on the Victorian Heritage Register as Ref No. HI 720 (Victoria Dock, Harbour Esplanade, Victoria Promenade, North Wharf Road, Docklands Drive and Newquay Promenade, Docklands).

5 STRATEGIC FRAMEWORK

State Planning Policy Framework

- Clause 15- Built Environment and Heritage
- Clause 17- Economic Development
- Clause 18 - Transport
- Clause 19- Infrastructure

Local Planning Policy Framework (Municipal Strategic Statement)

Clause 21.05 Environment and landscape values seeks to achieve the following objectives;

- Ensure open space links along waterways provide for recreational and environmental functions.
- Ensure residential, commercial and industrial development adopts a best practice approach to stormwater treatment and management.

Clause 21.06 Built environment and heritage seeks among a number of things to:

- Protect Melbourne’s distinctive physical character and in particular, maintain the importance of:
 - the Yarra River Corridor, Victoria Harbour and waterways
- Promote a high degree of connectivity and urban transition between the Hoddle Grid and Docklands.
- Protect iconic views, including views to the:
 - Victoria Harbour along LaTrobe Street,
- Ensure that the scale, bulk and quality of new development supports a high quality public realm.
- Encourage public art in new developments.
- Ensure development minimises the adverse effects of wind down drafts and provides wind protection to public open spaces suitable for their role and function.
- Ensure that development maximises solar access in public open spaces, and creates microclimatic conditions for a high level of pedestrian comfort.
- Ensure the design of buildings and public spaces enhances the public realm and the pedestrian environment.
- Ensure built form and land uses promote surveillance of the public realm at all times of the day and night.

- Maintain the visual prominence of heritage buildings and landmarks.
- Protect the significant landscape and cultural heritage features of the City's parks, gardens, waterways and other open spaces.
- Ensure that new buildings and new public spaces are environmentally sustainable.
- Design new buildings, streets and public open spaces to minimise their contribution to the urban heat island effect and to contribute to urban cooling.

21.14-2 Docklands to achieve the following objectives:

- Encourage active uses in the areas fronting the waterfront to promote maximum usage and activity at the waterfront.
- To increase the vitality, amenity, comfort, safety and distinctive City experience of the public realm.
- Ensure that buildings provide weather protection and an attractive built form to promote an attractive, vibrant, safe and comfortable street environment.
- Ensure that the design of buildings encourages sustainable outcomes.
- Encourage the reuse of heritage buildings.
- Ensure building heights and setbacks along the waterfront in Docklands allow for optimum climatic conditions on the promenades.
- Maintain and reinforce views to the water from the Hoddle Grid where possible, particularly along the Collins, Bourke and Latrobe Street corridors.
- 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.
- 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.

Local Planning Policy Framework (Local Policies)

Clause 22.02- Sunlight to Public Spaces

- To ensure new buildings and works allow good sun penetration to public spaces.

- To ensure that overshadowing from new buildings or works does not result in significant loss of sunlight and diminish the enjoyment of public spaces for pedestrians.
- To achieve a comfortable and enjoyable street environment for pedestrians.

Clause 22.18 - Urban Design with the Docklands Zone

The identified objectives of Clause 22.18 are:

- To provide a waterfront place of character and quality in which to live and work, creating both a tourism asset and a boost to Victoria's prosperity.
- To encourage exciting, viable developments built to the highest design and environmental standards.
- To respond to the changing urban context of Docklands whilst strengthening its relationship with the Hoddle Grid and the Yarra River corridor.

The policy addresses each specific urban design element, providing guidelines in relation to street frontages, pedestrian access and vehicle networks; site responsiveness; focus to the water; public realm; integration and diversity; creativity; diversity and innovation.

Key to the policy is requirements to:

- Provide strong pedestrian links to tourism focal points, including the harbour.
- Develop Harbour Esplanade to form one of the major open space foci for Docklands.
- Provide full public access to all waterfront areas with dedicated public areas provided.
- Allow waterfront promenades to accommodate low structures within the waterfront area which contribute to the activity and interest of public spaces.
- Ensure the waterfront location is celebrated, with water as a thematic element for artwork, landscape design and community events.
- Promote 24 hour usage and an attractive night 'waterscape'.
- Design streetscapes to maximise opportunities for use as social spaces and places for public activity.
- Provide a range of spaces to cater for diverse activities and uses.
- Ensure that the network of spaces is linked via public promenades, streets and pedestrian pathways or linear parklands.
- Provide protection from adverse wind conditions and create safe and comfortable conditions without compromising architectural character, views or sightlines.
- Encourage innovative design solutions in order to achieve the best possible development outcomes.

Clause 22.19 Energy Water and Waste Efficiency

This policy provides guidance to ensure that the design, construction and operation of buildings and urban renewal areas:

- Minimise the production of greenhouse gas emissions and maximise energy efficiency.
- Minimise mains potable water use and encourage the use of alternative water sources.
- Minimise waste going to landfill, maximise the reuse and recycling of materials and lead to improved waste collection efficiency.

Clause 22.23 Stormwater Management

This policy provides guidance for new building to achieve the following objectives

- To promote the use of water sensitive urban design, including stormwater re-use.
- To mitigate the detrimental effect of development on downstream waterways, by the application of best practice stormwater management through water sensitive urban design for new development.
- To minimise peak stormwater flows and stormwater pollutants to improve the health of water bodies, including creeks, rivers and bays.

6. PARTICULAR/ GENERAL PROVISIONS

Particular Provisions

- Clause 52.06 - Car Parking
- Clause 52.34 - Bicycle Facilities
- Clause 52.07 - Loading and Unloading of Vehicles

General Provisions

- Clause 65- Decision Guidelines

6 PUBLIC NOTIFICATION

Pursuant to Clause 3.0 of the Docklands Zone schedules 2 and 6, an application to construct a building or construct or carry out works for 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.

However, pursuant to Clause 67.02 of the Melbourne Planning Scheme notice of the proposal must be given by ordinary mail to the owners and occupiers of surrounding properties, in accordance with Section 52 of the Planning and Environment Act 1987.

Therefore notice was given to adjoining owners and occupiers.

7 OBJECTIONS

One objection has been received from a person that is not the owner or occupier of adjoining land. As such, this person does not have the usual decision, notification or third party review rights under the Act.

The key matters raised within the objection include (summarised):

- The solution to the redevelopment of Harbour Esplanade should be a landscape solution not a built solution.

- Opportunity to make a presentation at Future Melbourne Committee.
- Impact upon views to Victoria Harbour, specifically along La Trobe. Open and unobstructed views of the water should be provided.
- Opportunity for major large green open spaces.
- Heritage – sheds 9 and 14 provide a sufficient built reference to the past but there may be a opportunity to use a limited number of open 'skeleton' frames.
- Supports the creation of pedestrian prioritised crossing zones at key points along Harbour Esplanade.
- Buildings are not necessary to provide shelter from the wind.
- Built form should be minimised
- Entertain 'pop up' structures, markets, exhibitions or events.
- Large green open spaces to populated with shade trees
- Lower upfront costs could provide the opportunity to complete upgrade works sooner.

8 CONSULTATION

Prior to the lodgement of the Masterplan, a Community Engagement was undertaken in May/June 2014. Places Victoria (PV) together with CoM engaged with the community with regards to the ongoing planning and development of Harbour Esplanade with specific questions asked of the community regarding uses and design elements.

Results of this process have been presented to Council and are available via both CoM and PV websites.

9 REFERRALS

9.1 Internal

The application was referred internally to the following areas:

- Engineering Services Group
- Urban Design
- Parks planning
- Tree planning
- Waterways
- Land survey
- Property Services
- Heritage

The following general comments were provided:

9.1.1 Engineering Services Group

9.1.1.1 Traffic

Car parking

No information is provided regarding parking provision for the MP works. The Site is located in an area to which Schedule 6 of the Parking Overlay applies, which is a car parking limitation policy outlining the following maximum car parking rates for the Site:

Use	Rate
Dwelling	2 spaces/dwelling
Office	2.5 spaces/100m2 g.f.a.
Retail Premises (in area CPC*)	2 spaces/100m2 g.f.a.
Industry	1 space/150m2 g.f.a.
Any Other Use	1 space/100m2 g.f.a.

While MP suggests 12 buildings (max. 8,859m2 g.f.a.), no information is provided regarding their use. Based on the above rates, on-site parking for up to 88 spaces (or > for dwelling uses) could be provided. Such a high provision is unlikely to occur on-site and is not cohesive with the design intent to create slow moving street environments. Future applications to develop the land must be accompanied by a Traffic Impact Assessments (TEA) justifying the parking provided on the Site/allocated to uses from surrounding precinct (e.g. Etihad Stadium) and considering pedestrian/cyclist facilities/movements/desire lines. Any potential loss of on-street parking resulting from MP works should be justified and if required, relocated to a suitable location that could still service the Site. The existing taxi/bus parking in Harbour Esp accommodates the set-down/collection needs of the precinct (including the provisions for events at Central Pier, which should be maintained). The development of the Site may generate higher demand for these spaces, which should be carefully considered/analysed.

Vehicular access/circulation

Both the proposed Site access points north of Bourke St (left-in) and south of New Quay Prom (left-out), and existing access south of Central Pier, are subject to time of day restrictions. The access point directly opposite Central Pier (left in/out) will be retained. It is understood that these access points will be for service vehicles only, which will be able to use pedestrian areas of the promenade during out of hours times. These access points should be appropriately managed so as not to have any adverse impacts on existing traffic conditions proximate to the site, and should be designed to allow loading/other necessary service vehicles to enter/exit the Site in a forwards direction. Vehicles should be able to turn around on Site without causing any loss of safety to pedestrians/cyclists. Loading plans should be prepared to accompany the future development stages.

Bicycles

The Site is conveniently located to the Trail and is easily accessible by bicycle. Planning applications for future developments should provide an appropriate level of bicycle parking to accommodate the potential demands and encourage cycling as a mode of transport.

Motorcycles

No consideration appears to have been given to the amenity/safety issues affecting motorcyclists. In order to promote this sustainable mode of transport and accommodate the likely demand, ample motorcycle parking should be provided, and the MP should be appropriately integrated with the recently adopted Motorcycle Plan 2015-18.

Pedestrians

The movement of pedestrians throughout the Site is a priority and should be considered as part of any future development. Pedestrian modelling should be undertaken to ensure that the pedestrian volumes can be accommodated within the proposed pedestrian facilities, taking into consideration the potential 'significant development' of Central Pier which may serve as a large attractor of pedestrians. The potential establishment of shared zones at the intersections of Harbour Esp with both Bourke and La Trobe Streets is unrealistic as described above, and given the existing traffic volume in Harbour Esp and limited potential to effectively distribute this traffic to other streets in the Docklands. While prioritisation of pedestrian movement through the precinct is supported, this should not occur to the detriment of the existing cycling/vehicular movements. The safety of pedestrians, cyclists and motorcyclists in these areas is considered paramount.

Ferry Terminal

MP suggests water based transport as a further consideration, citing that Victoria Harbour is about twice the size of Circular Quay and could be conducive to such a transport hub. The provision of a Ferry Terminal would require significant forward planning. Areas would be required for waiting passengers, ticket sales/ amenities and defined routes for passengers to disembark/exit the precinct. The provision of such a facility may have significant impact on pedestrian numbers/desire lines, bus connections, set-down/collection facilities, loading requirements and integration with the surrounding area. Further consideration should be given to whether the establishment of such a facility is feasible prior to significantly developing the Site, as retrofitting the facility may be impractical.

9.1.1.2 Civil

The following comments and conditions are provided

Wharf Decks (Component 01):

The ultimate ownership of the Wharf Decks is uncertain at this time. Notwithstanding, the Wharf Decks should be constructed to the satisfaction of City of Melbourne - Manager Engineering Services and in accordance with Plan and Specification first approved by the owner of the asset.

Public Realm and Landscaping (Component 02):

The works shall be undertaken in accordance with the current Docklands Design and Construction Standards for Infrastructure Works.

The works must be undertaken in accordance with plans and specifications first approved by the Responsible Authority – Engineering Services.

Harbour Esplanade west footpath must be reconstructed, including the removal of all redundant tram assets, in accordance with plans and specifications first approved by the Responsible Authority – Engineering Services.

Existing public street lighting must not be altered without first obtaining the written approval of the Responsible Authority – Engineering Services.

Built Form (Heritage/Lightweight & Street Zone) (Component 03 & 04)

Prior to the commencement of Component 03 or 04, a stormwater drainage system incorporating integrated water management design principles must be submitted to, and approved, by the Responsible Authority - Engineering Services. This system must be constructed prior to the occupation of the development and provision made to connect this system to the City of Melbourne's stormwater drainage system.

NOTES

All necessary approvals and permits are to be first obtained from the City of Melbourne and the works performed to the satisfaction of the responsible authority – Manager Engineering Services Branch.

9.1.1.3 Waste

The detail about its intended usage is very light on. If the area is predominantly for events, functions and relaxation activities, the main impact is public waste. However if the built form is eateries, markets and transient stalls, then a more formal waste collection system will be required.

On the promenades and central pier, access for small collection vehicles (6.4m) will be required. At present promenade litter bins are serviced by a small utility vehicle (B99 design vehicle). This is likely to be a small designated waste collection vehicle in the future (6.4m SRV).

As per the loading comments, access points should be appropriately managed so as not to have any adverse impacts on existing traffic conditions proximate to the site, and should be designed to allow loading/other necessary service vehicles to enter/exit the site in a forwards direction. These vehicles should be able to turn around on site without causing any loss of safety to pedestrians/cyclists. Waste management plans should be prepared to accompany the future development stages.

9.1.2 Urban Design

We offer general support for Harbour Esplanade Masterplan that sets up a broad and sound framework to assess future detailed proposals for infrastructure improvements, renewal, landscape, public realm, public space and built form proposals.

Critically, it will be important to get the right balance between open space (both hard and soft landscaped) and built form that support a thriving and engaging civic heart to Docklands on Melbourne's waterfront. Engagement with the community consistently tells us that they want to be further consulted on detailed design proposals as they come forward with the future phases of development.

The long term success of Harbour Esplanade will be dependent on the on-going engagement with and involvement of our community. This masterplan sets up a well considered framework around which decisions can be made. Equally of critical importance will be securing of funding to enable the expeditious roll out of future phases. This will likely rely on both public and private investment into Harbour Esplanade.

9.1.3 Landscape Architecture

The masterplan is still very high level in its approach and has raised a varied suite of potential opportunities however further design work will be needed to establish if the site is able to accommodate what is a very broad wish list.

It will be important that in progressing the proposals and staged implementation of works that there is subsequent overall site design work as there is potential for an incremental approach to compromise the overall potential of the space to meet its broad brief.

I would like to add the following to the following is added to the above Urban Design comments:

Urban Design Principles

As noted; the precedent images should not be taken literally. The scale of many of these project examples are far greater than the spaces available at Harbour Esplanade. This may create the impression that the site has greater capacity that it actually does to accommodate the broad range of amenities and activities identified in the plan.

Role of the Masterplan

With the potential that the masterplan is implemented in iterative stages, it is important that these works progress with further testing of whole of site design proposals.

The Masterplan is very diagrammatic in nature and has not at this stage tested the detail of how many of these component parts will be executed. This is particularly important in relation to services, integration of levels and equity and legibility of access.

Component 2 – Public Realm and Landscape

The relocation of the gas main is supported and necessary to enable the establishment of an unencumbered space for long term tree growth and any adjustments to levels in this zone to accommodate ideas such as the

9.1.4 Parks planning

We are generally supportive of the Harbour Esplanade Master Plan. It sets a sound basis to guide and inform more developed proposals for spatial and infrastructure improvements, in particular public realm, open space and landscape design proposals.

Specific comments include:

- The provision of deep soil areas on the eastern side of the Esplanade is supported and essential to establishing healthy landscapes in the area. It is critical that this element retained throughout future design development to enable decent tree establishment. Ensuring this zone is free of potentially limiting service infrastructure is also supported as is relocation of gas mains.
- The discussion about regenerative approach supports other strategic council directions on water, biodiversity and urban ecology and is supported as an approach.
- There is limited discussion on the role and function of the sheltered pockets of green space. This type of open space is frequently requested by Docklands residents, workers and visitors and it will be important to consider the role and function these spaces could offer from a precinct/suburb based open space planning perspective compared to other Docklands and indeed Melbourne

open spaces. The balance between built structures and functional multipurpose green opens space will be important.

- The proposed built form zones along the esplanade to protect the public from the wind has some implications from a community participation and experience perspective, including:
 - Reduction of the visual link to the water for the public from many points. Viewing the water will still be possible from the immediate pedestrian waterfront and from the elevated areas, but aside from one protected view zone the other links to the water may presumably be lost or gained from within a building.
 - Provision of a 'diverse range of experiences' (principle 2) will have a more limited area to occur outside. In particular, the 'family and recreation' area anticipates a number of activities from the diagram, but it is unclear if this will be achievable in the space available.
- Anticipating and making space for future water transport will be integral to truly 'activating' Docklands. With this in mind, attention to the east – west pedestrian links are critical, and will need to include attention to the interface on the stadium edge. At present this is considered as a 'complementary component'. It may be that further attention to this may be required to ensure the first stages of esplanade development do not restrict the future pedestrian circulation associated with water transport.

9.1.5 Tree planning

In general, very supportive of the deep soil zone to support canopy trees and vegetation.

Given the conceptual and high level of these plans, they will need to collaborate with the Urban Landscapes and Design branches respectively with regard to any successive more detailed plans for the public open space. It would be our preference that any tree planting is carried out as part of City of Melbourne's capital tree planting program to ensure quality stock procurement and best practice tree establishment.

9.1.6 Waterways

The Waterways Unit has been involved throughout the evolution of the Harbour Esplanade Masterplan. The design process has been a collaborative effort that recognises and respects the Docklands Waterways Strategic Plan 2009-18, subsequently the Unit supports the guiding principles and the high level plans that have been submitted.

9.1.7 Land survey

The proposed works are on part of Harbour Esplanade which will need to be discontinued and returned to the Crown and then temporarily reserve for public purposes with the City of Melbourne as Committee of Management. The areas which have been reconstructed are already crown land with the City of Melbourne as Committee of management, these can remain, however Places Victoria usually rescind them back to the crown. The project will most likely need a land tenure report and project plan to ensure that all parties agree to the changes in land tenure and the final status once the re-development is complete, this was done for the Western Park at the end of Docklands Drive.

9.1.8 Property Services

No further comment. If any leases are required then these matters will be dealt with in due course

9.1.9 Heritage

I am comfortable in endorsing the conclusions of the Lovell Chen report; essentially that the proposals are appropriate from the heritage perspective. The detailed undertaking of those parts involving heritage will be critical in an ultimately successful herniate outcome.

9.2 External

Pursuant to Schedules 2 and 4 of Clause 37.01 (Docklands Zone) an application to use land or to construct a building or carry out works must be referred in accordance with Section 55 of the Act to the referral authority specified in the schedule to Clause 66.04.

Therefore was referred to Places Victoria in accordance with the schedule to Clause 66.04.

Places Victoria did not object to the application.

10 ASSESSMENT

The key issues for consideration in the assessment of this Master Plan application are:

- Vision and Urban Design Principles
- Master Plan Components
- Complementary Components
- ESD
- Community engagement

10.1 Vision and Urban Design Principles

The Master Plan outlines a Vision Statement of five Key Aspirations for Harbour Esplanade as a place:

- To experience Melbourne's rich maritime heritage
- Flexible, adaptive, changing and an event space by the water
- A place of welcome
- A focus on people, comfort and experience
- Melbourne's water transport hub

The Vision Statement is supported and helps provide the scope for the Urban Design Principles which in turn helps guide and underpin the main components of the Master Plan.

The seven Urban Design Principles include:

1. Embrace the water
2. Provide a diverse range of Experiences
3. Integrate public spaces within the built form
4. Take a restorative design approach

5. Make it unique, reinforce its heritage character
6. Re-prioritise pedestrian movement at key locations
7. Program the space for day and night activation

The seven key urban design principles that underpin the Masterplan are supported. The images associated with principles should not be taken literally however they do indicate the scope of what may be possible. Further investigation throughout the detail design process will be required to ensure sound and practical design responses for each stage and specific component of the development.

Overall it is considered the Vision and Urban Design Principles (UDP) sets out a sound foundation and scope for the more detailed elements of the Master Plan. The Vision and UDP is generally consistent with the strategic policy direction envisaged for Harbour Esplanade and this part of Victoria Harbour by the Melbourne Planning Scheme which seeks to:

- Strengthen Harbour Esplanade as a civic spine for the Docklands.
- Encourage the reuse of heritage buildings.
- Ensure building heights and setbacks along the waterfront in Docklands allow for optimum climatic conditions on the promenades.

10.2 Master Plan Components

The extent of buildings and works under the Master Plan are considered within four main components including:

- Component 01 – Wharf Decks
- Component 02 – Public Realm
- Component 03 – Built Form (heritage / lightweight zone)
- Component 04 – Built Form (street zone)

10.2.1 Component 01 – Wharf Decks

The construction of the Wharf Decks are supported and will help reinforce heritage character and water edge of Victoria Harbour. The Wharf Decks will also improve pedestrian movement through Harbour Esplanade and will provide areas of open public space close to the Harbour Edge. It is noted that further approval will be required from Heritage Victoria as Wharf Decks fall within a Heritage Registered area.

It will be important that deck levels are set to meet Melbourne Water requirements to cope with future flood/storm surge levels.

10.2.2 Component 02 – Public Realm

The provision of an integrated public realm that is responsive to existing context of the area, harbour and future direction of the Master Plan is important. The new public realm needs to be responsive to the future needs of residents, workers and visitors to the area. Key to the success of public including the following:

- Provision of an integrated approach to public realm areas and new buildings.
- Deep soil landscaping zones for tree planting
- Good pedestrian movement

- Protection of key vistas along La Trobe Street and through the Master Plan area to the water.
- Comfortable and safe conditions
- Activate uses and buildings and works that will engage and attract people to the area.

As such the principles that underpin the Master Plan are considered to set a sound basis to guide more developed proposals for the public realm areas. Future work will be required between the key stakeholders to realise this outcome which will be represented in further detailed and integrated plans. It is considered that subject to the submission of more detailed plans, the direction of the Master Plan for the public realm appropriately responds to the relevant policy directions of the Melbourne Planning Scheme (MPS), specifically under specifically under Clause 21.06, Clause 21.14 and Clause 22.18 which seek to:

- Maintain and reinforce views to the water from the Hoddle Grid where possible, particularly along the Collins, Bourke and Latrobe Street corridors.
- 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.
- Ensure that new streets and open spaces provide physical and visual linkages to the waterfront.
- Support the development of continual open space links along the Docklands waterfront,
- Support the provision of an integrated network of parks and open spaces in Docklands.

Design and Development Overlay Schedule 50 A2 (DDO50A2) outlines a preference for a 15 metre wide waterfront promenade. Although a variation to the minimum width sought by DDO50A2, the proposed eight metre wide promenade is appropriate in this context. A maximum of 50 per cent of building zones will be occupied by floor space which means that there will be sufficient opportunity for adequate spacing to be provided between buildings to allow for good permeability and access throughout the Harbour Esplanade promenade. This element is essential to final design of the plan and as such a pedestrian modelling report will required to help guide building spacing and public realm areas within the Master Plan area.

10.2.3 Component 03 – Built Form (heritage / lightweight zone)

Support is provided for the proposal for re-establishment of the single storey heritage sheds 8 and 15 in the zones indicated in the Master Plan. It is considered that the sheds could utilise restored frames that are currently in storage since they were removed from the Harbour Esplanade site at the commencement of development of Docklands. The Master Plan allows flexibility to allow a range of responses from using the frames only through to fully enclosed structures.

The proposed uses for these sheds will need to be consistent with the vision for Harbour Esplanade. In this respect it is anticipated that uses will be of a predominantly public nature. The development of the future detail plans will need to carefully consider the proposed activity within the sheds and the influencing elements located within close proximity, eg. a future water ferry terminal, other buildings within the development. Future design must also incorporate strong connections with the adjacent public realm with a dominance of “active” frontages on all sides. Also of great importance is visual permeability/transparency and ensuring view lines that allow visibility of the water from across Harbour Esplanade and along La Trobe Street.

The proposed height, density and reuse of the Heritage sheds appropriately respond to the relevant policy directions of the MPS, specifically under Clause 21.06, Clause 21.14 and Clause 22.18 which seek to:

- Allow waterfront promenades to accommodate low structures within the waterfront area which contribute to the activity and interest of public spaces.
- Ensure the waterfront location is celebrated, with water as a thematic element for artwork, landscape design and community events.
- Ensure that the scale, bulk and quality of new development supports a high quality public realm.
- Ensure the design of buildings and public spaces enhances the public realm and the pedestrian environment.
- Ensure built form and land uses promote surveillance of the public realm at all times of the day and night.
- Encourage active uses in the areas fronting the waterfront to promote maximum usage and activity at the waterfront.
- Design streetscapes to maximise opportunities for use as social spaces and places for public activity.
- Provide a range of spaces to cater for diverse activities and uses.

10.2.4 Component 04 – Built Form (street zone)

The inclusion of some built form in the deep soil planting zone adjacent to the road is supported. If designed appropriately with due regard to the vision and urban principles set out in the Master Plan, these built form areas can be used to promote activation in and around the precinct. Such built form could support the predominantly public use build form in the wharf zone and could include some commercial uses (e.g. food and beverage). However the final location and height of the built form will need to be sensitively designed and integrated into the existing context and future public realm areas, built form and other influencing components.

The proposed height and density of the street zone built form appropriately responds to the relevant policy directions of the MPS, specifically under Clause 21.06, Clause 21.14 and Clause 22.18 which seek to:

- Allow waterfront promenades to accommodate low structures within the waterfront area which contribute to the activity and interest of public spaces.
- Protect iconic views, including views to the:
- Victoria Harbour along La Trobe Street,

- Ensure development minimises the adverse effects of wind down drafts and provides wind protection to public open spaces suitable for their role and function.
- Maintain the visual prominence of heritage buildings and landmarks.
- To provide a waterfront place of character and quality in which to live and work, creating both a tourism asset and a boost to Victoria's prosperity.
- Encourage innovative design solutions in order to achieve the best possible development outcomes.

Overall it is considered that the four key components as outlined in the Master Plan in combination with the vision, urban design principles and influencing complementary components provide a sufficient guide to inform more developed plans. The detailed plans and supporting documentation will be required as a condition of permit where a complete and depth process can be undertaken by the stakeholders.

10.3 Complementary Components

Although not within the approved Master Plan area, the larger area of influence includes important complementary components that will help shape the final design of the Master Plan. The main complementary components include:

- Water Transport
- Heritage Ships
- Shared Zones
- Central Pier

It is acknowledged that further investigation and work is required with regards the above complementary components. The complementary components are considered important influencing factors that will help shape the final design and detail of Harbour Esplanade. They are important to consider so that buildings and works approved under the Master Plan do not place future barriers and constraints on future developments such as a Water Ferry Terminal.

However, the use and buildings and works associated with complementary components described in the Master Plan documentation are not approved under this permit. Further written permission from the Responsible Authority will be required unless the use and buildings and works accord with the exemption provisions of the Melbourne Planning Scheme.

The following further comments (summarised from internal department comments) are provided in relation to each identified complementary component:

10.3.1 Complementary Components – Water Transport

Support is provided for future consideration to be given to water transport including a ferry terminus for the southern basin of Victoria Harbour. Future considerations will need to be given to the needs of land-based infrastructure in Harbour Esplanade to support this service. A ferry service into this key heart of Docklands would positively contribute to both activation of Harbour Esplanade and Victoria Harbour. It would also contribute to connectivity within Docklands and beyond to the Yarra River and Port Phillip Bay.

Anticipating and making space for future water transport will be integral to activating docklands. With this in mind, attention to the east – west pedestrian links are critical and will need to include attention of the interface of the stadium edge. Attention is

required to ensure that the first stages of development do not restrict the future pedestrian circulation associated with water transport.

10.3.2 Complementary Components – Heritage Ships

The proposal for the grouping of heritage vessels in the northern basin is supported. This would positively support the aspirations of the Docklands Community and Place Plans to both activate the waterways and acknowledge Melbourne's significant maritime heritage with an authentic use for Harbour Esplanade and Victoria Harbour.

Any further exploration of this component will need input from the relevant stakeholders, including Heritage Victoria.

10.3.3 Complementary Components – Shared Zones and Active Edges

Whilst there is general support for shared zones and active edges further detailed work is required to ensure that this is a workable scheme. The movement of pedestrians throughout Harbour Esplanade is a priority. The potential establishment of shared zones at the intersections of Harbour Esplanade with both Bourke and La Trobe Streets is challenging given the existing traffic volume in Harbour Esplanade and limited potential to effectively distribute this traffic to other streets in the Docklands. As such while prioritisation of pedestrian movement through the precinct is supported, it should not be to the detriment of the existing cycling/vehicular movements. The safety of pedestrians, cyclists and motorcyclists in these areas is considered paramount. Further work is encouraged to determine if a share zone can be realised.

10.3.4 Complementary Components – Central Pier

It is noted that Central Pier falls outside the scope of PV's Harbour Esplanade Masterplan, yet this is an integral component of the precinct in a key central location. As yet there neither the State nor CoM have a specific use identified for the pier. Any future works on Harbour Esplanade must take due consideration of potential future needs for access to Central Pier.

Pedestrian modelling should be undertaken to ensure that the pedestrian volumes can be accommodated within the proposed pedestrian facilities, taking into consideration the potential 'significant development' of Central Pier which may serve as a large attractor of pedestrians.

10.4 Traffic matters

A number of traffic matters including access, loading, pedestrian movements, waste management have been identified by internal referral comments. As the Master Plan is a high level document, prior to commencement of each stage/component more detailed documentation such as a traffic management plan, pedestrian modelling, waste management plan will be required as a condition of permit.

10.5 ESD

The use of environmentally sustainable design practices both within the public realm areas and built form zones is important and encouraged by the Melbourne Planning Scheme. Prior to commencement of each stage/component more detailed documentation an ESD assessment will be required that will inform the final outcome of the Master Plan area.

10.6 Amenity

The delivery of a safe and engaging public realm is vital to the success of these areas. As such the stages/components must be designed and completed in an integrated

and cohesive manner. To this extent a staging plan will be required as condition of permit.

Furthermore climatic and physical constraints such a wind, shelter and accessibility will need to be careful considered in the design of public space and location and height of built form. Conditions of permit will required more detail reports regarding, wind, disability access, ESD, traffic and pedestrian modelling.

10.7 Community engagement

Prior to the submission of the application for the Master Plan a proves of engagement was undertaken with key stakeholders and the broad community of Docklands and Melbourne. Broad directions for Docklands were set during the development of the Docklands Community and Place Plan (DCPP) including the notion of “Embracing Melbourne’s Waterfront” via themes of Harbour Destination, A Waterfront Heritage, and Connected Docklands.

In May/June 2014, Places Victoria (PV) together with CoM engaged with the community with regards to the ongoing planning and development of Harbour Esplanade with specific questions asked of the community regarding uses and design elements. Results of this process have been presented to Council and are available via both CoM and PV websites.

Importantly the following findings were derived from the process:

- Community and stakeholders informed that they want open spaces that can be used for multiple purposes and activated to enhance events. Lawn areas, seating and passive areas and play opportunities were the key design elements people wanted to see in public spaces.
- Interaction with the water, space to sit and water level access or water play along the esplanade featured most highly. Water transport services were also important.
- High support for the reinstatement of heritage sheds, either through complete reinstatement or a contemporary interpretation and some buildings on the waterfront are acceptable to the community.

It is considered that the Places Victoria has taken the feedback of the Community Engagement process into account in the preparation of the Masterplan.

The Master Plan is a high level document that guides the more detailed development of the Harbour Esplanade area. Conditions of permit will require more detailed plans to be submitted in relation to each component. The planning permit is not an appropriate document to require further community consultation. As such if further engagement with the Docklands Community is desired it should be done separate to the planning process consistent with the process undertaken prior to lodgement of the Master Plan to CoM.

11 RECOMMENDATION

That a Planning Permit be issued subject to the following conditions:

Permit Preamble

Buildings and works associated with the Harbour Esplanade Master Plan and supporting documents

Recommended Planning Permit Conditions

Staging plan required

1. The development of the land may be undertaken in stages. A staging plan must be submitted to and be approved to the satisfaction of the Responsible Authority prior to the commencement of development, including demolition. The staging plan should be structured to ensure buildings and works associated with each component are delivered within the development period in an integrated and coordinated approach. The staging plan must not be amended without the written consent of the Responsible Authority.

Submission of plans for each stage/component

2. Prior to the commencement of any stage/component of the development associated with the Master Plan approved by this permit, excluding demolition, bulk excavation, site preparation and retention works and soil remediation detailed plans and supporting documents must be submitted and be approved to the satisfaction of the Responsible Authority. The plans must be drawn to scale with dimensions and two copies must be provided. The plans must be generally in accordance with the requirements and Urban Design Principles of the approved Master Plan but also must also provide the following information (where appropriate):

Detailed Plans

- a) Elevation and floor plans at a scale of 1:100 or 1:200 (as appropriate) demonstrating consistency with the Master Plan, vision, urban design principles and complementary components set out in the approved Master Plan and supporting documents, as applicable.
- b) Sectional plans and digital conceptual images that help provide greater detail and clarity of the development.
- c) Details of Reduced Levels above the Australian Height Datum or a Temporary Benchmark, which relate to the existing conditions of the site for all finished floor levels, the top of all walls, plant and equipment or roof features etc..
- d) The location of all external plant equipment, including air conditioner units, and details of screening proposed to limit views from public roads.
- e) Plans that demonstrate how the proposed stage/component has responded to the adjoining areas of influence (complementary components) and adjoining approve or future stages/components as detailed in the approved Master Plan documentation.
- f) A sample board or similar document including colour rendered plans and elevations as appropriate illustrating the location and details of all external materials and finishes. All external finishes and surfaces, including materials and colours, must be in conformity with the approved schedule to the satisfaction of the responsible authority.
- g) Bicycle parking spaces to be designed in accordance with the requirements of Clause 52.34 of the Melbourne Planning Scheme.

Built Form (heritage / lightweight zone)

- h) Careful consideration of the impact on view lines as per Site-Analysis section of the Master Plan. Visual permeability and transparency should be optimised.

Built Form (street zone)

- i) The impact of the proposed built form on adjoining public realm areas, the built form of proposed or existing building within the Master Plan area, and the existing view lines as per Site-Analysis section of the Master Plan

Wharf Decks

- j) Deck levels set in accordance with Melbourne Water requirements to cope with future flood/storm surge levels.

Public realm and landscaping

- k) A detailed public realm/landscape plan prepared by a suitably qualified landscape architect which must include:
 - i. A schedule of all soft and hard landscaping and treatments.
 - ii. Urban design elements including, but not limited to, paving, lighting, public facilities (toilets etc.) seating and public art, and clear demarcation of public realm and private spaces, including arrangements for pedestrian, bicycle and vehicular circulation.
 - iii. Deep soil zone areas and location of any underground services.
 - iv. How the project responds to water sensitive urban design principles, including how storm water will be mitigated, captured, cleaned and stored for onsite use and the location and type of irrigation systems to be used including the location of any rainwater tanks to be used for irrigation.
 - v. Position, type and spread of all trees greater than 3m in height on the site and a schedule detailing the size and physical condition of all trees and, where appropriate, Tree Protection Zones and tree protection measures of trees proposed to be retained (As detailed in an Arboricultural Impact Assessment that complies with AS 4970-2009). The plan should also indicate the proposed removal or pruning of any tree.
 - vi. Location of buildings on neighbouring properties within three metres of the boundary.
 - vii. The location and Tree Protection Zone of any Council trees or Exceptional Trees, where the proposed works would encroach into their allocated Tree Protection Zone (according to AS4970-2009).
 - viii. Planting schedule of all proposed trees, shrubs and ground covers, including botanical names, common names, pot sizes, sizes at maturity, and quantities of each plant.
 - ix. Details of surface finishes of retaining walls, pathways and driveways.
 - x. the ownership, and management responsibilities of the public spaces associated with the development must be prepared and submitted to the satisfaction of the Responsible Authority.

Wind

- l) Any design requirements as a result of the recommendations of the wind climate assessment reports where required under condition 8 for buildings

to ensure acceptable wind conditions to surrounding streets and public areas at overall project completion stage.

Traffic

- m) Any design requirements required to incorporate the recommendations of further traffic reports where required under conditions 9 for buildings.

ESD

- n) Any design requirements as a result of further the ESD reports where required under condition 13 for buildings.

Disability Audit

- o) Any design requirements a result of the Disability Audit reports required under condition 13, where necessary

Layout not altered

3. The endorsed approved Master Plan and documents must not be altered without the written consent of the Responsible Authority.
4. Development as shown on any endorsed plans and documents must not be altered without the written consent of the Responsible Authority.

Satisfactory completion

5. Once each stage/component of development has started it must be continued and completed to the satisfaction of the Responsible Authority.

Construction Management plan

6. Prior to the commencement of each stage/component of the development hereby permitted, a detailed Construction Management Plan (CMP) must be prepared to the satisfaction of the responsible authority in consultation with the City of Melbourne, and approved by the responsible authority. The CMP must describe how the occupier of the subject land will manage the environmental, construction and amenity impacts associated with the construction of the development. The CMP must address the following:
 - Staging of construction;
 - Management of public access and linkages around the site during construction;
 - Site access and traffic management (including any disruptions to adjoining vehicular and pedestrian access ways);
 - Any works within the adjoining street network road reserves;
 - Sediment control and site drainage;
 - Hours of construction;
 - Control of noise, dust and soiling of roadways;
 - Discharge of polluted waters;
 - Collection and disposal of building and construction waste.
 - Reasonable measures to ensure that disruption to adjacent public transport services are kept to a minimum.

If required, the CMP may be submitted and approved in stages

All development must be carried out in accordance with the approved Construction Management Plan to the satisfaction of the responsible authority and the City of Melbourne.

Street trees

7. Any City of Melbourne owned trees which are shown on the endorsed plans to be removed or replaced, lopped or pruned must not be removed, lopped or pruned without the prior written consent of the Responsible Authority. Only people authorised by the City of Melbourne can remove trees. All costs in connection with the removal, relocation or replacement of the trees must be met by the developer/owner of the site.

Wind assessment

8. Prior to the commencement construction of buildings within any stage/component of the Master Plan excluding site preparation and retention works and soil remediation, wind tests carried out by a suitably qualified consultant must be carried out on a model of the approved building. A report detailing the outcome of the testing must be submitted to the satisfaction of the Responsible Authority in consultation with the City of Melbourne and must also recommend any modifications which must be made to the design of the building to reduce any adverse wind conditions in areas used by pedestrians, to the satisfaction of the Responsible Authority in consultation with the City of Melbourne. The recommendations of the report must be implemented at no cost to the Responsible Authority and must not include reliance on street trees.

Traffic, access and circulation

9. Prior to the commencement of construction of buildings within any stage/component of the Master Plan excluding site preparation and retention works and soil remediation, a traffic engineering assessment including functional layout plans and other supporting information as appropriate be prepared to the satisfaction of the responsible authority in consultation with the City of Melbourne – Engineering Services. The assessment must detail satisfactory resolution of:
 - Motor cycle parking provision in accordance with planning scheme rates.
 - Car parking demand.
 - Bicycle parking spaces to be provided in accordance with planning scheme rates.
 - Swept path plans demonstrating appropriate access arrangements to the site including all internal parking areas, and loading and servicing requirements. Access points should be appropriately managed so as not to have any adverse impacts on existing traffic conditions, and should be designed to allow loading/other necessary service vehicles to enter/exit the site in a forwards direction. These vehicles should be able to turn around on site without causing any loss of safety to pedestrians/cyclists.
 - Traffic management arrangements consistent with the requirements of Public Transport Victoria.
10. The areas set aside for car parking and access of vehicles and access ways must be constructed, delineated and clearly line marked to indicate each car space, the access ways and the direction in which vehicles must proceed

along the access ways, in conformity with the endorsed plans. Parking areas and access ways must be kept available for these purposes at all times and maintained to the satisfaction of the responsible authority.

Environmental Assessment and Audit

11. Prior to the commencement of a sensitive use (residential use, child care centre, pre-school centre or primary school) or prior to the construction or carrying out of buildings and works in association with a sensitive use commences, the applicant must provide either:
 - A Certificate of Environmental Audit in accordance with Section 53Y of the Environment Protection Act 1970; or
 - A Statement of Environmental Audit under Section 53Z of the Environment Protection Act 1970. This Statement must state that the site is suitable for the intended uses.

Where a Statement of Environmental Audit is provided, all the conditions of the Statement must be complied with to the satisfaction of the responsible authority prior to the occupation of the building. Written confirmation of compliance must be provided by a suitably qualified environmental professional or other suitable person acceptable to the responsible authority. In addition, sign off must be in accordance with any requirements in the Statement conditions regarding verification of required works.

If there are any conditions of a Statement of Environmental Audit that the responsible authority consider require a significant ongoing maintenance and/or monitoring, the applicant must enter into a Section 173 Agreement under the Planning and Environment Act 1987. This Agreement must be executed on title prior to the occupation of the building. The applicant must meet all costs associated with the drafting and execution of the Agreement including those incurred by the responsible authority.

12. Prior to the commencement of a use for open space, retail, office, industry, warehouse or agriculture within the area defined as Potential Deep Soil Zone by the Masterplan (east of the Existing Sea Wall location), the applicant must carry out a Comprehensive Environmental Assessment (CEA) of the whole of the site to determine if it is suitable for the intended uses. This CEA must be carried out by a suitably qualified environmental professional who is a member of the Australian Contaminated Land Consultants Association or a person who is acceptable to the Responsible Authority. The assessment must be submitted to, and be approved by the Responsible Authority prior to the commencement of the development (including demolition except for demolition works required to undertake this assessment). The CEA must include:
 - Details of the nature of the land uses previously occupying the site and the activities associated with these land uses. This includes details of how long the uses occupied the site.
 - A review of any previous assessments of the site and surrounding sites, including details of any on-site or off-site sources of contaminated materials. This includes a review of any previous Environmental Audits of the site and surrounding sites.

- Intrusive soil sampling in accordance with the requirements of Australian Standard (AS) 44582.1. This includes minimum sampling densities to ensure the condition of the site is accurately characterised.
- An appraisal of the data obtained following soil sampling in accordance with ecological, health-based and waste disposal guidelines.
- Recommendations regarding what further investigate and remediation work, if any, may be necessary to ensure the site is suitable for the intended use(s).

Prior to the occupation of the building, the applicant must submit to the Responsible Authority a letter confirming compliance with any findings, requirements, recommendations and conditions of the CEA.

Should the CEA recommend that an Environmental Audit of the site is necessary then prior to the occupation of the building the applicant must provide either:

- a) A Certificate of Environmental Audit in accordance with Section 53Y of the Environment Protection Act 1970; or
- b) A Statement of Environmental Audit in accordance with Section 53Z of the Environment Protection Act 1970. This Statement must confirm that the site is suitable for the intended use(s).

Where a Statement of Environmental Audit is provided, all the conditions of this Statement must be complied with to the satisfaction of the Responsible Authority and prior to the occupation of the building. Written confirmation of compliance must be provided by a suitably qualified environmental professional who is a member of the Australian Contaminated Land Consultants Association or other person acceptable to the Responsible Authority. In addition, the signing off of the Statement must be in accordance with any requirements in it regarding the verification of works.

If there are conditions on the Statement that the Responsible Authority consider requires significant ongoing maintenance and/or monitoring, the applicant must enter into a legal agreement in accordance with Section 173 of the Planning and Environment Act 1987 with the Responsible Authority. This Agreement must be executed on title prior to the occupation of the building. The owner of the site must meet all costs associated with the drafting and execution of this agreement including those incurred by the Responsible Authority.

ESD Statement

13. For each stage building of any stage/component (where appropriate) a report by an accredited professional must be submitted to the satisfaction of the Responsible Authority documenting the energy efficiency measures and techniques integrated into the buildings, including details of any Water Sensitive Urban Design generally in accordance with Clause 22.19 Energy Water and Waste, must be submitted to and be to the satisfaction of the responsible authority.

Disability Audit

14. Prior to the commencement of each and any stage/component of Master Plan excluding site preparation and retention works and soil remediation, the applicant must commission a Disability Audit of the development and

undertake any modifications to the development as required by the audit to the satisfaction of the responsible authority.

Waste management

15. Prior to the commencement of construction of each building within any stage/component of Master Plan excluding site preparation and retention works and soil remediation, a Waste Management Plan (WMP) must be prepared and submitted to the City of Melbourne – Engineering services. The WMP must detail waste storage and collection arrangements and be prepared with reference to the City of Melbourne Guidelines for Preparing a Waste Management Plan. Waste storage and collection arrangements must not be altered without prior consent of the City of Melbourne – Engineering services.
16. All garbage and other waste material must be stored in an area set aside for such purpose to the satisfaction of the Responsible Authority.
17. The waste storage and collection arrangements must be to the satisfaction of the Responsible Authority - Engineering Services.

Building plant and equipment

18. All building plant and equipment must be concealed to the satisfaction of the responsible authority. The construction of any additional plant, machinery and or other equipment including but not limited to all air-conditioning equipment, ducts, flues, all exhausts including car parking and communication equipment must include appropriate screening to the satisfaction of the responsible authority.

Pedestrian Modelling

19. Prior to the commencement of the construction of buildings within any stage/component of the Master Plan, a Pedestrian Modelling report must be prepared by a suitably qualified professional to ensure that the pedestrian volumes can be accommodated to allow appropriate building spacing and clear and legible access through Master Plan area, having regard for the public realm areas and building zones. The model should also take into account the area of influence as described in the Master Plan. The report must be to the satisfaction of the responsible authority to be approved by the responsible authority.

Glazing

20. Glazing materials used on all external walls must be of a type that does not reflect more than 20% of visible light when measured at an angle of incidence normal to the glass surface to the satisfaction of the Responsible Authority.

Land survey

21. Prior to the commencement of the development, any road reserve land located with the approved Master Plan area where buildings and works will be constructed must be formally discontinued to the satisfaction of the Responsible Authority.

Advertising signage

22. Advertising sign(s) must not be erected, painted or displayed on the land without the permission of the Responsible Authority unless in accordance with the exemption provisions of the Melbourne Planning Scheme.

Use

23. Uses must not commence within the approved Master Plan area without the permission of the Responsible Authority unless in accordance with the exemption provisions of the Melbourne Planning Scheme.

Complementary components not approved

24. The use and buildings and works associated with complementary components described in the Master Plan documentation are not approved under this permit. Further written permission from the Responsible Authority will be required unless the use and buildings and works accord with the exemption provisions of the Melbourne Planning Scheme.

Civil

Wharf Decks (Component 01):

25. The Wharf Decks should be constructed to the satisfaction of City of Melbourne - Manager Engineering Services and in accordance with plans and specification first approved by the owner of the asset.

Public Realm and Landscaping (Component 02):

26. Public realm and landscaping works shall be undertaken in accordance with the current Docklands Design and Construction Standards for Infrastructure Works.
27. Public realm and landscaping must be undertaken in accordance with plans and specifications first approved by the Responsible Authority – Engineering Services.
28. Harbour Esplanade west footpath must be reconstructed, including the removal of all redundant tram assets, in accordance with plans and specifications first approved by the Responsible Authority – Engineering Services.

Built Form (Heritage/Lightweight & Street Zone) (Component 03 & 04)

29. Prior to the commencement of any development associated with Component 03 or 04, a stormwater drainage system incorporating integrated water management design principles must be submitted to, and approved, by the Responsible Authority - Engineering Services. This system must be constructed prior to the occupation of the development and provision made to connect this system to the City of Melbourne's stormwater drainage system.

General

30. All projections over the street alignment must be drained to a legal point of discharge in accordance with plans and specifications first approved by the City of Melbourne – Engineering Services Branch.
31. All pedestrian ramps must be designed and constructed in accordance with AS 1428:2009 Design for Access and Mobility and should be fitted with ground surface tactile indicators (TGI's). Details of the TGI's must be submitted to and approved by City of Melbourne's — Engineering Services prior to their installation.

Lighting

32. All external lighting of the site, including car parking areas and buildings, must be located, directed and baffled so that no nuisance is caused to adjoining or nearby residents. All external lighting must be energy efficient. External lighting must be to the satisfaction of the Responsible Authority.
33. Existing public street lighting must not be altered without first obtaining the written approval of the Responsible Authority – Engineering Services.

Expiry of Approval

34. Notwithstanding other provisions of these conditions, the Master Plan by this planning permit will expire if one of the following circumstances applies:

- The development, including demolition, is not commenced within two (2) years of the date of this permit.
- The development is not completed within ten (10) years of commencement.

The responsible authority may extend the periods referred to if a request is made in writing before the permit expires or within three months afterwards.

NOTES

All projections over the street alignment must conform to Building Regulations 2006, Part 5, Sections 505 to 514 as appropriate. Reference may be made to the City of Melbourne's Road Encroachment Guidelines with respect to projections impacting on street trees and clearances from face/back of kerb.

All necessary approvals and permits are to be first obtained from the City of Melbourne and the works performed to the satisfaction of the responsible authority – Manager Engineering Services Branch.

12 DECISION

The signature and date below confirms that the Lord Mayor, Deputy Lord Mayor and Councillors affirmed this recommendation as the Council's decision.

Signature:

Date affirmed:

Brendan Cousins

Senior Planning Officer