

Report to the Future Melbourne (Planning) Committee

Agenda item 6.3

**Ministerial Planning Referral: TPM-2019-26
50-94 Waterfront Way and 2-16 Little Docklands Drive, Docklands**

15 September 2020

Presenter: Evan Counsel, Director Planning and Building**Purpose and background**

1. The purpose of this report is to advise the Future Melbourne Committee of a Ministerial referral seeking approval of an addendum to the Waterfront City Outline Development Plan 2003 ('WFCDP'). The submitted 'Waterfront City East Development Plan – June 2020' ('The DP Addendum') would modify the future land use and built form guidance for the land located at 28-38 Pearl River Road and 3-43 Waterfront Way, Docklands (refer Attachment 2 – Locality plan).
2. The applicant is Ashe Morgan Pty Ltd, the owner is Development Victoria, and the architect is NH Architecture.
3. The land is located within the Docklands Zone Schedule 6 (DZ6) and is affected by the Design and Development Overlay Schedule 12 (DDO12 - Noise Attenuation Area) and Schedule 54 (DDO54 - Business Park Precinct, Area 1) and Parking Overlay Schedule 10 (PO10 - Docklands Business Park).
4. The DP Addendum seeks to amend the overall site layout, recommended building heights, setbacks and land uses contained in the WFCDP. The DP Addendum would include a deck over a realigned road network; allow for buildings up to 80 metres in height with some built directly to the street frontage; and the use of the land for a mix of retail, commercial / office and residential uses.
5. The Department of Environment, Land, Water and Planning (DELWP), on behalf of the Minister for Planning, has informally referred the application to the Council for comment.

Key issues

6. The key issues relate to the proposed site layout, built form (including height and setbacks), the pedestrian movement network, and public realm impacts (including visual bulk, overshadowing and wind).
7. The redevelopment of Waterfront City East under a new DP Addendum with a greater development intensity than the WFCDP is generally supported, as is the mix of uses proposed including a high proportion of office uses. However, the proposed layout with its undercroft vehicle access and raised, pedestrianised public realm provides an unacceptable outcome.
8. Further concerns relate to the potential for excessive bulk, insufficient setbacks, wind comfort, overshadowing of public open space, excessive car parking, insufficient bicycle facilities and insufficient detail in relation to public benefits and signage.
9. The proposal is not considered to be consistent with relevant provisions of the Melbourne Planning Scheme and is not an acceptable outcome for the site or the broader precinct.

Recommendation from management

10. That the Future Melbourne Committee resolves to advise the Department of Environment, Land, Water and Planning that Melbourne City Council does not support the application on the grounds listed in the delegate report (refer to Attachment 4 of the report from management).

Attachments:

1. Supporting Attachment (Page 2 of 134)
2. Locality Plan (Page 3 of 134)
3. Urban Context Report (Page 4 of 134)
4. Delegates Report (Page 98 of 134)

Supporting Attachment

Legal

1. The Minister for Planning is the Responsible Authority for determining this application.
2. The application is exempt from the notice 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 *Planning and Environment Act 1987*. Council therefore has no formal status under the *Planning and Environment Act 1987* in relation to the application.

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.

Health and Safety

5. Relevant planning considerations such as traffic and waste management, potential amenity impacts and potentially contaminated land that could impact on health and safety have been considered within the planning permit application and assessment process.

Stakeholder consultation

6. The application is exempt from the notice 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.
7. It is the responsibility of Department of Environment, Land, Water and Planning on behalf of the Minister for Planning to refer this application to other referral authorities where required.

Relation to Council policy

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

Environmental sustainability

9. The development has acceptable ESD targets to satisfy the minimum requirements of Clause 22.19 (Energy, Water and Waste Efficiency) and Clause 22.23 (Stormwater Management).

Locality Plan

50-94 Waterfront Way and 2-16 Little Docklands Drive, Docklands



WATERFRONT CITY EAST

Development Plan

June 2020

AsheMorgan
INTUITIVE CAPITAL

LUODA
PROPERTY

OPEN
WORK

NHArchitecture

URBIS

This report has been developed through a collaborative process involving the full project team, comprised of:



Urbis
Planning

NH Architecture

NH Architecture
Architecture



Open Work
Public realm and landscape



Cardno
Traffic



Mel Consultants
Wind

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01 EXECUTIVE SUMMARY

The Waterfront City East Development Plan (WCEDP) has been prepared on behalf of Ashe Morgan to update the Waterfront City Outline Development Plan from 2003 for the land described in Figure 1. It represents the specialist knowledge and design strengths of NH Architecture, Urbis, Open Work, MEL Consultants and Cardno.

The WCEDP responds to the changes which have occurred since the Outline Development Plan was prepared in 2003, particularly the following changes in strategic policy, physical and economic contexts:

- The inclusion of E-Gate, Dynon and Arden-Macaulay as major urban renewal precincts;

A string of major urban renewal precincts has been created around the west and north-west of the CBD. This changes the access and future built form context of the site.

- The unprecedented growth of Melbourne;

Melbourne has consistently exceeded growth forecasts. At the time of the preparation of the 2003 Outline Development Plan, Melbourne was expected to reach 4.5 million people by 2031. Melbourne's current population is approximately 4.9 million people, with no sign of any deceleration in this level of growth.

- The scale of development which has occurred in the precinct since 2003;

The Outline Development Plan was prepared in the context of (effectively) a clean slate. The context now includes buildings of up to 120-130 metres.

- A shortage of sites capable of accommodating large scale commercial development; and

The growth of the CBD has led to a significant reduction in the number of sites capable of accommodating large scale development, particularly commercial development. If forecast requirements for residential and commercial floorspace are to be achieved, unconstrained sites will need to be fully utilised.

- The limited commercial development which has occurred in the area.

Large scale commercial development has particular locational requirements, a fact which has become clearer through the recent growth years. This section of Docklands has seen limited commercial development due, in particular, to its distance from an accessible train station.

The WCEDP assists in facilitating the Ashe Morgan's reinvigoration of the Waterfront City precinct; a process which was commenced by upgrades to The District Docklands, the delivery of a state of the art entertainment and dining precinct anchored by an 8 screen cinema and, on this site, the inclusion of a supermarket and a fresh food market through the entire ground floor of the existing car park with active frontages on surrounding streets. The update to the Outline Development Plan for Waterfront City East is the next step, forming a key plank in this regeneration process and has a vision:

To create a new village for Melbourne with all the uses, activities, spaces and places that support a healthy inner-city community — a genuine piece of Melbourne.

To achieve this vision, the updated Development Plan provides a set of use and development guidelines based around:

- Eight overarching objectives;
- Design requirements; and
- A series of concept plans, movement and parking plans and landscape plans.

Development of the site will need to be generally consistent with these objectives, design requirements and plans and in so doing, will be a positive outcome for the site and the precinct more generally.



Figure 1 Land affected by the Development Plan

1.1. ROLE OF THE DEVELOPMENT PLAN

The Development Plan Overlay is applied to land which requires “the form and conditions of future use and development to be shown on a development plan before a permit can be granted to use or develop land”. Schedule 7 to the Development Plan Overlay applies to the “Business Park Precinct” of Docklands, which was identified as an area requiring such a control.

The “Business Park Precinct” currently has seven development plans incorporated into it, prepared between 1999 and 2017.

Use and development on the subject site is currently controlled by the Waterfront City Outline Development Plan which was approved on 28 November 2003. Given the age of this document, it is timely to reconsider the outcomes allowed on the site.

To do this, the Waterfront City East Development Plan has been prepared. It provides an updated framework which includes use and development parameters which responds to the current site context. This framework is designed to be flexible to allow the development of this part of Waterfront City to evolve, enabling an appropriate response to the site’s unique location and importance.

The Development Plan incorporates all information required by Section 2.0 of Schedule 7 to the Development Plan Overlay.

02 SITE INFORMATION AND DESCRIPTION

2.1 WATERFRONT CITY

Waterfront City is located to the north-west of the Melbourne Central Business District (CBD), with the remainder of the Docklands to the south, E-Gate and Arden-Macaulay to the north-east, Dynon to the north-west and the Port of Melbourne to the west.

The Waterfront City Outline Development Plan 2003 covers all land shown in Figure 2, stretching from Footscray Road to the north-east, to the Harbour to the south and Pearl River Road to the west.

This section of Docklands is connected to the Melbourne CBD via Dockland's Drive, and to the suburbs via Footscray Road/ City Link, which also positions the site within 20 minutes of the Melbourne Airport. Waterfront City has excellent active circulation which is further complemented by good access to public transport facilities including trams, buses and ferries. Access to trains is not currently as good as other forms of public transport

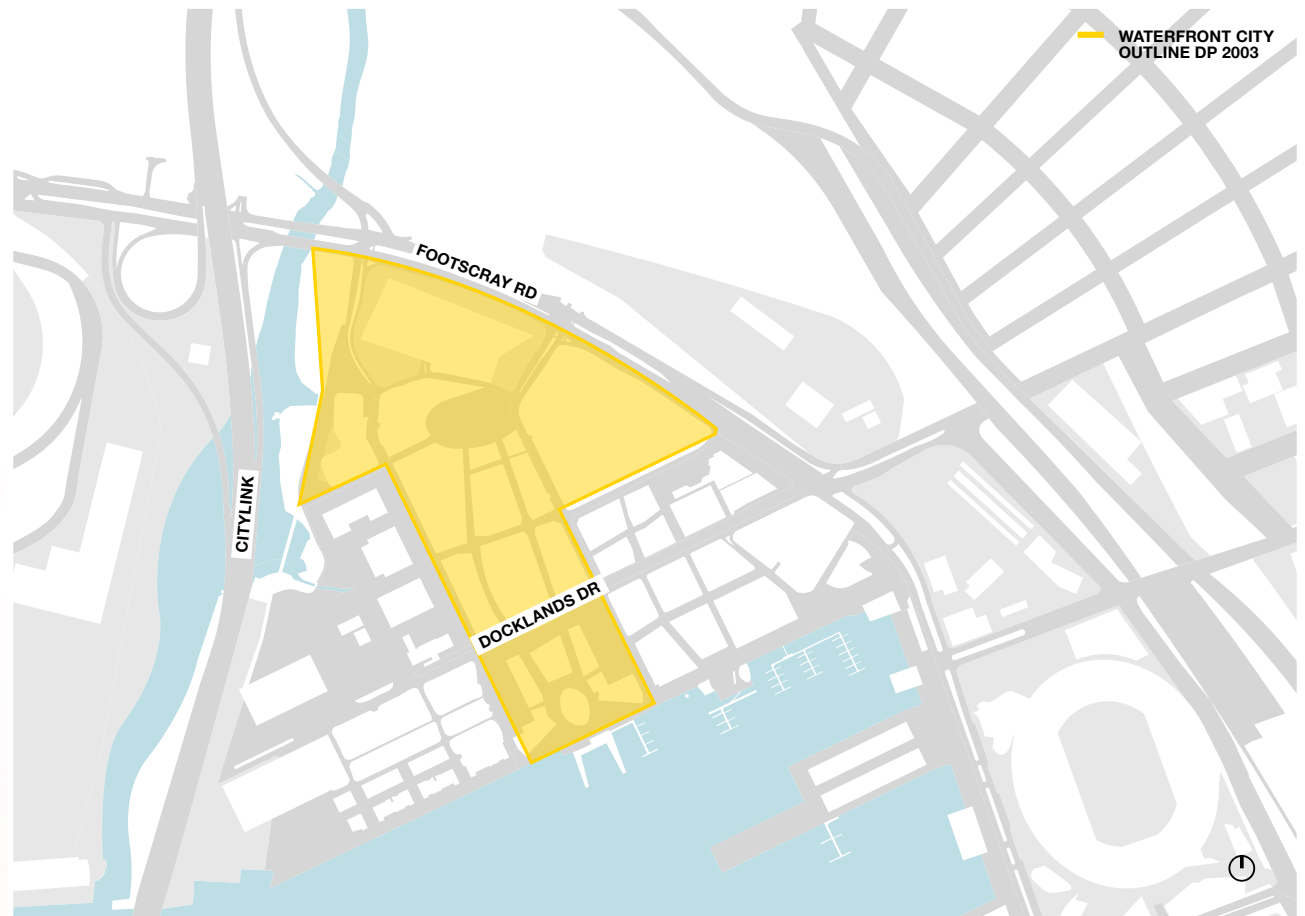


Figure 2 Waterfront City outline Development Plan 2003 Plan

Pedestrian and cycle networks to this section of Docklands are established, with these being further enhanced within the precinct as part of all development schemes.

Incorporation and enhancement of open space and the public realm is a key factor in driving the success of Waterfront City as an environment which encourages successful and usable spaces. Surrounding public open space is shown on Figure 4.

Development Plans within this part of Docklands have been evolving, including through an update to the Development Plan for New Quay Central (the southern part of Waterfront City) in 2012 and New Quay West in 2017. The Development Plans affecting land within Schedule 7 to the Development Overlay are shown in Figure 3.

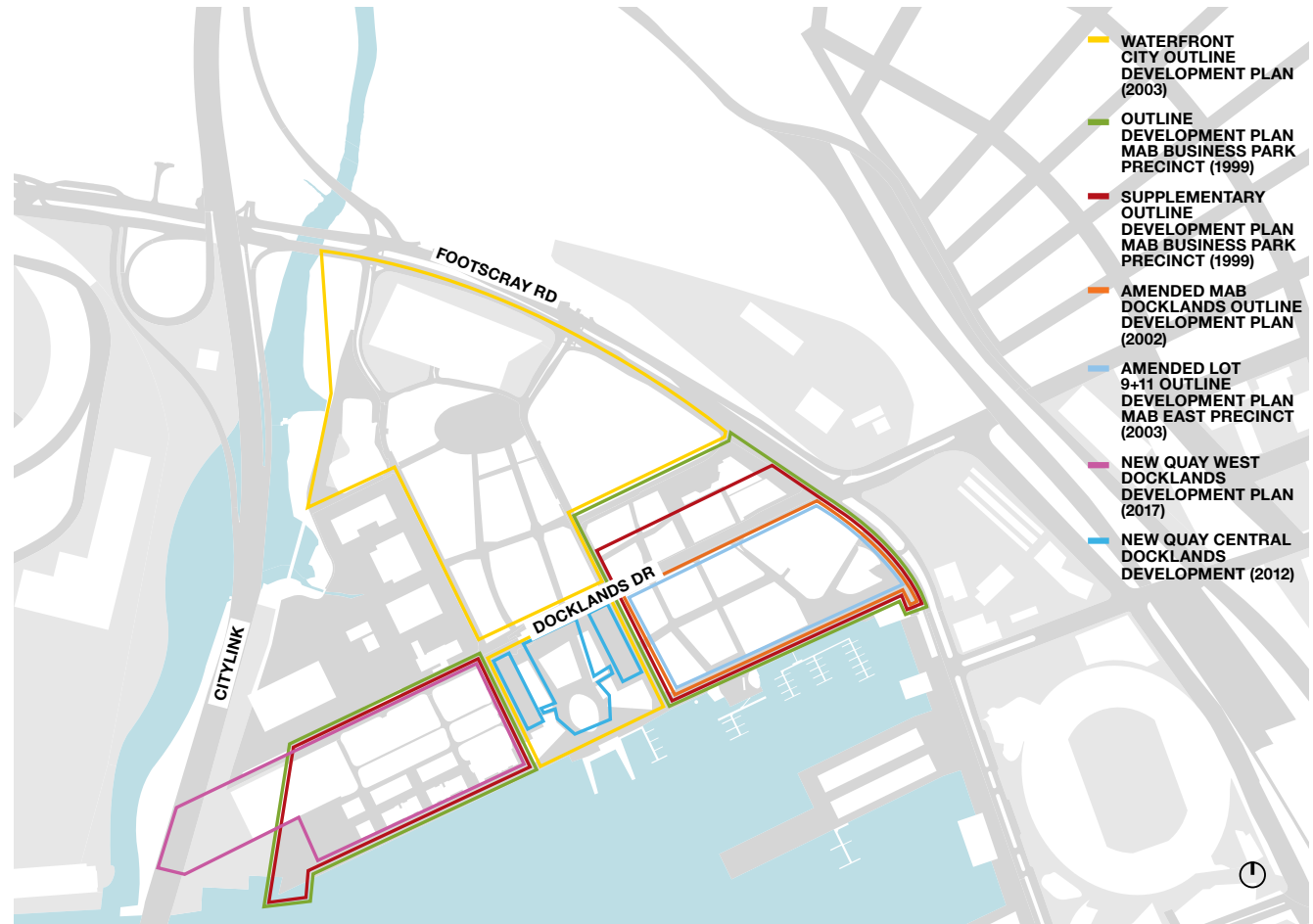


Figure 3 Development Plans within the DP07



Figure 4 Public Space Plan

2.2 WATERFRONT CITY EAST

The land affected by this Development Plan is known as Waterfront City East and is located at the eastern edge of this precinct. It is bound by Footscray Road to the north-east, Little Docklands Drive to the south and Waterfront Way to the west and wrapping around to the north-west. The site has an overall area of 30,211 sq.m with an existing multi-level car park occupying approx. 9,200 sq.m of the site.

The site is developed as follows:

- A 6 storey public car park is located in the western part of the site. It provides for 2,183 car parking spaces. Two raised links are provided across Waterfront Way to The District Docklands.
- The land is otherwise vacant but for fences. There are no buildings of heritage value on site.
- The land is generally flat.
- No significant vegetation exists on site.

Figure 5 shows the existing conditions of the land.

2.3 APPLICABLE POLICY

The planning policies which apply to the site at the time this Development Plan is written are outlined at Appendix A.

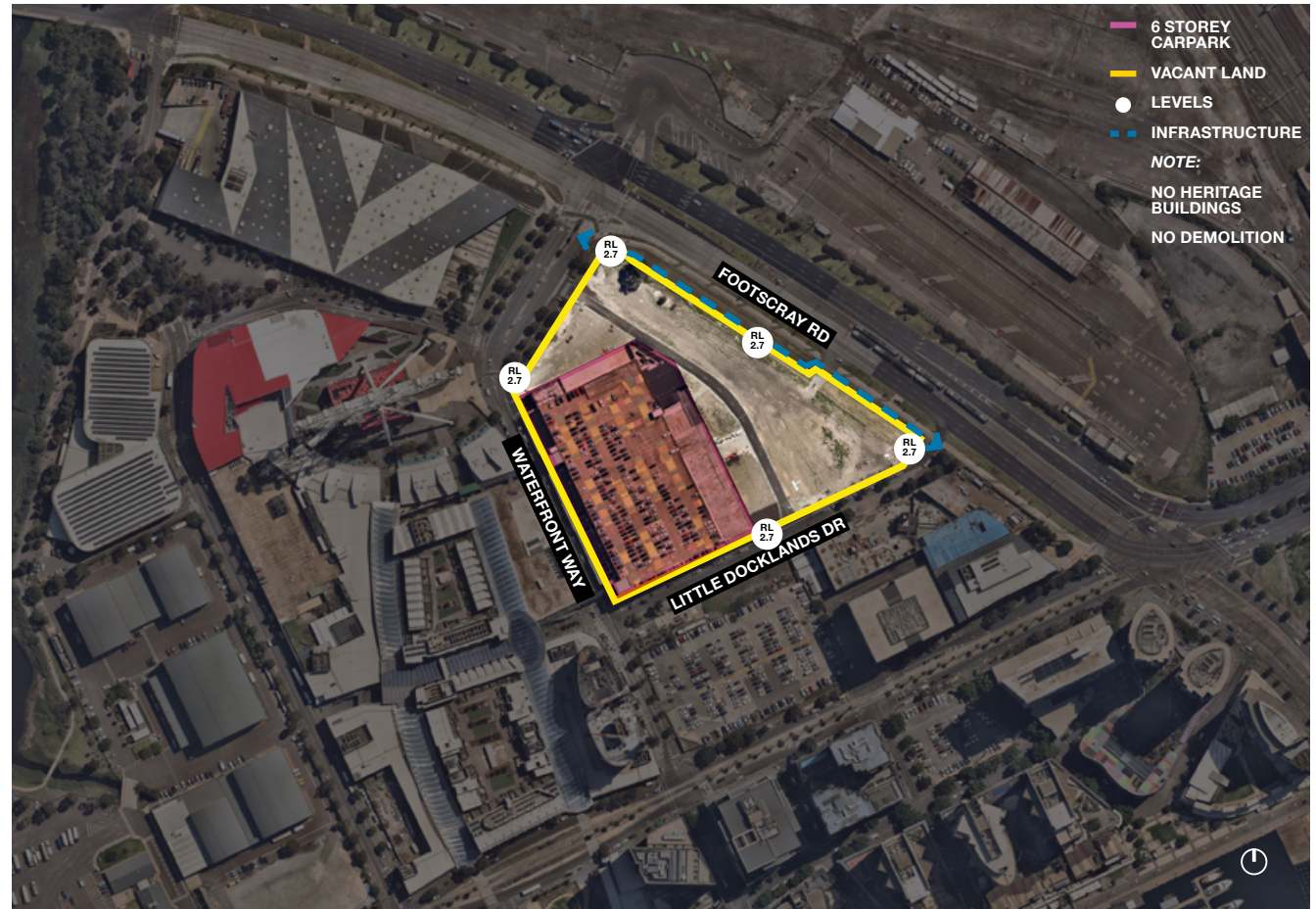


Figure 5 Existing Conditions

03 URBAN DESIGN STATEMENT

3.1 DESIGN PHILOSOPHY

The vision for the WCEDP is:

To create a new village for Melbourne with all the uses, activities, spaces and places that support a healthy inner-city community — a genuine piece of Melbourne.

3.2 DEVELOPMENT FRAMEWORK

The development framework is firstly informed by the site attributes that have been identified through a thorough analysis of the site and its strategic, physical and economic context. The major site attributes and the opportunities that arise from these attributes are as follows:

ATTRIBUTES	OPPORTUNITIES
Poor connectivity to major rail transport hubs	Integrate a destination for the North Melbourne link, that can accommodate a connection to West Melbourne (via E-Gate)
Bolte Bridge: A defining edge condition	Create a distinct western entry and edge to the central city
Existing multi-level car park on site	Repurpose ground floor for supermarket and market hall to activate ground plane and use the underutilised roof deck
Land is located immediately to the north of a proposed new school open space	Activation and shared uses and communal spaces
Large land holding of 3 Ha in single ownership	Develop a site of significant scale
Poor streetscape and little activation on perimeter streets of the site	Improved streetscapes with ground level activation and a rich public network
Context of predominantly single use buildings	Genuine mixed-use development
Significant frontage to Footscray Road	Contribute to a genuine Boulevard streetscape as entry to the City.

These site attributes and opportunities together with specialist input from NH Architecture, Urbis, Open Work, MEL Consultants and Cardno, have informed the WCEDP. The Development Plan is based on eight critical objectives:

Concept Plans

1. Create a significant employment focus that, together with a residential offering, will allow for the development of a true mixed-use precinct which will contribute to the success of the broader Docklands area;
2. Provide active frontages at ground level, including encapsulating and transforming the existing multi-level car park to activate the ground plane and edges of the structure with new uses, as well as providing residential uses in the upper levels contributing to the site activation;
3. Provide a series of buildings of individual design excellence that respond to the opportunities and constraints of the site;
4. Protect significant privately owned communal space and public spaces from unreasonable wind and overshadowing impacts;

Movement and Parking Plans

5. Provide the opportunity to incorporate an integrated “landing point” for a connection from North Melbourne across E-Gate to Docklands;
6. Create a series of connections and linkages through the site to integrate with the wider pedestrian network.
7. Ensure an appropriate provision of car parking and bicycle spaces and a road network which provides for safe and efficient access and egress.

Public Realm and Landscape Plans

8. Enhance the public and communal realms through the provision of open space and streetscape improvements that link to the broader network of open space.

These eight objectives will be met through compliance with the development requirements and their associated concept plans, movement and parking plans and landscape plans as articulated through sections 4-6.

3.3 PRECINCT PLAN

The eight objectives include a series of plans and development requirements to guide the future development of the land. The Precinct Plan contained at Figure 6 provides an overarching summary of the key development outcomes of these objectives, and in particular shows:

- A mix of employment and residential floor space;
- Substantial open space provisions;
- A prominent building on the corner of Footscray Road and Waterfront Way;
- Integration of a potential future connection to North Melbourne;
- Active frontages around the edges of the site;
- Protection of the future school to the south from wind and shadow impacts; and
- The retention of key views from the Melbourne Star across the site to the CBD.

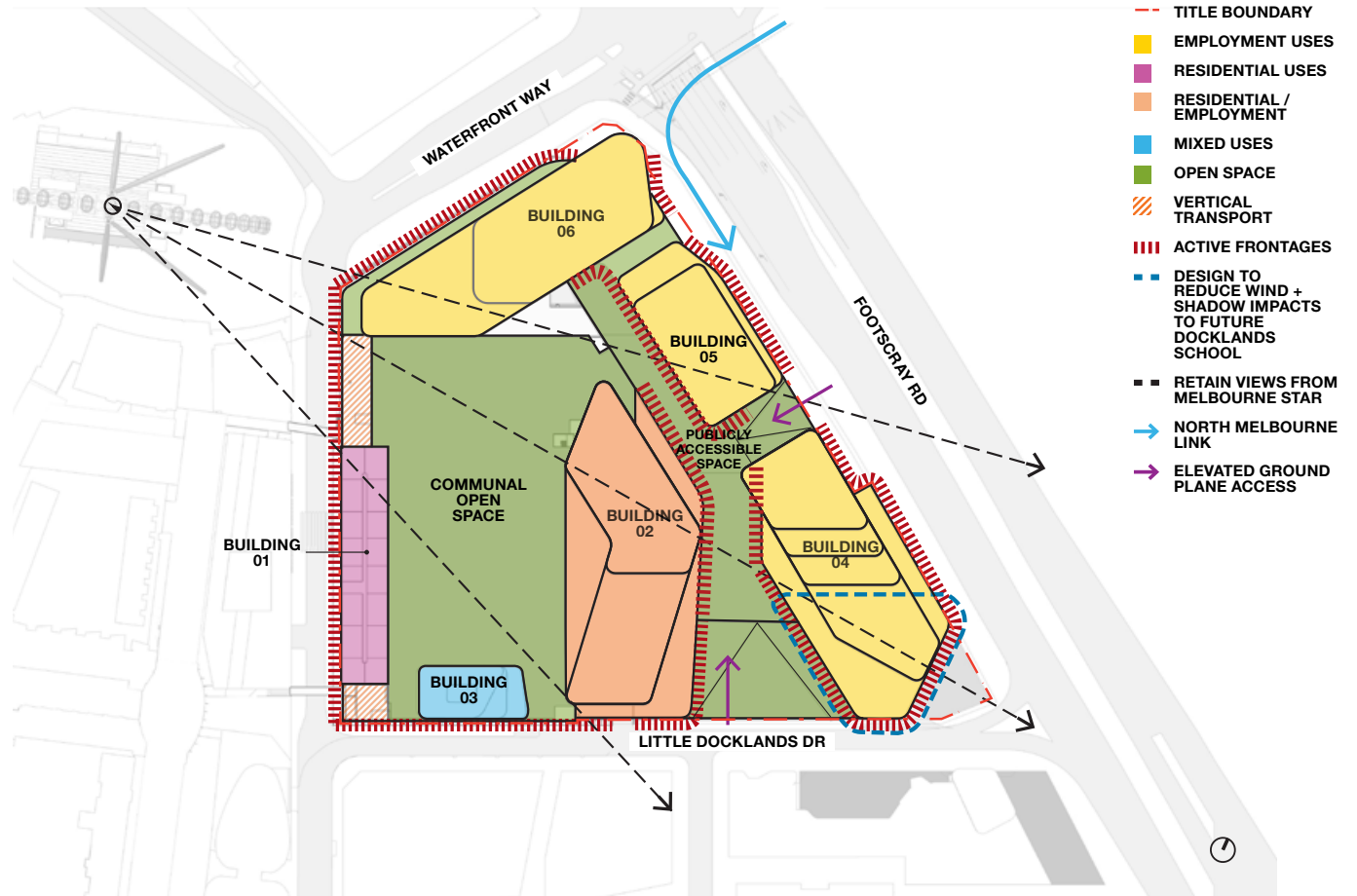


Figure 6 Precinct Plan - Roof Plan

04 CONCEPT PLANS

4.1 LAND USE

Create a significant employment focus that, together with a residential offering, will allow for the development of a true mixed-use precinct which will contribute to the success of Docklands.

Uses within the development should be predominantly employment focussed (being retail, office, education, health, services and residential hotel and associated car parking).

This variety of employment uses will activate the street level and provide large scale floor plates at upper levels which draw high quality tenants into the area.

To facilitate a dynamic, 24 hour activity precinct, medium to high density residential uses (comprising dwellings and residential hotels and associated car parking) are included alongside this substantial offering of employment uses.

To ensure this mix of uses is provided, the following development requirement should be met:

- a maximum of 56,000sqm of residential floorspace.

The location for the employment and residential uses should be generally in accordance with Concept Plans 1, 2 and 3.

Affordable Housing

Concept Plan 3 nominates Building 2 to be developed for employment or residential purposes. A provision of affordable housing should be considered for incorporation into Building 2, if developed for residential purposes.

Any component of affordable housing should be provided in accordance with the Ministerial Notice and be generally consistent with State and local planning policy objectives. Any provision of affordable housing would be provided through voluntary agreement and should not exceed 6% of total dwellings of Building 2.

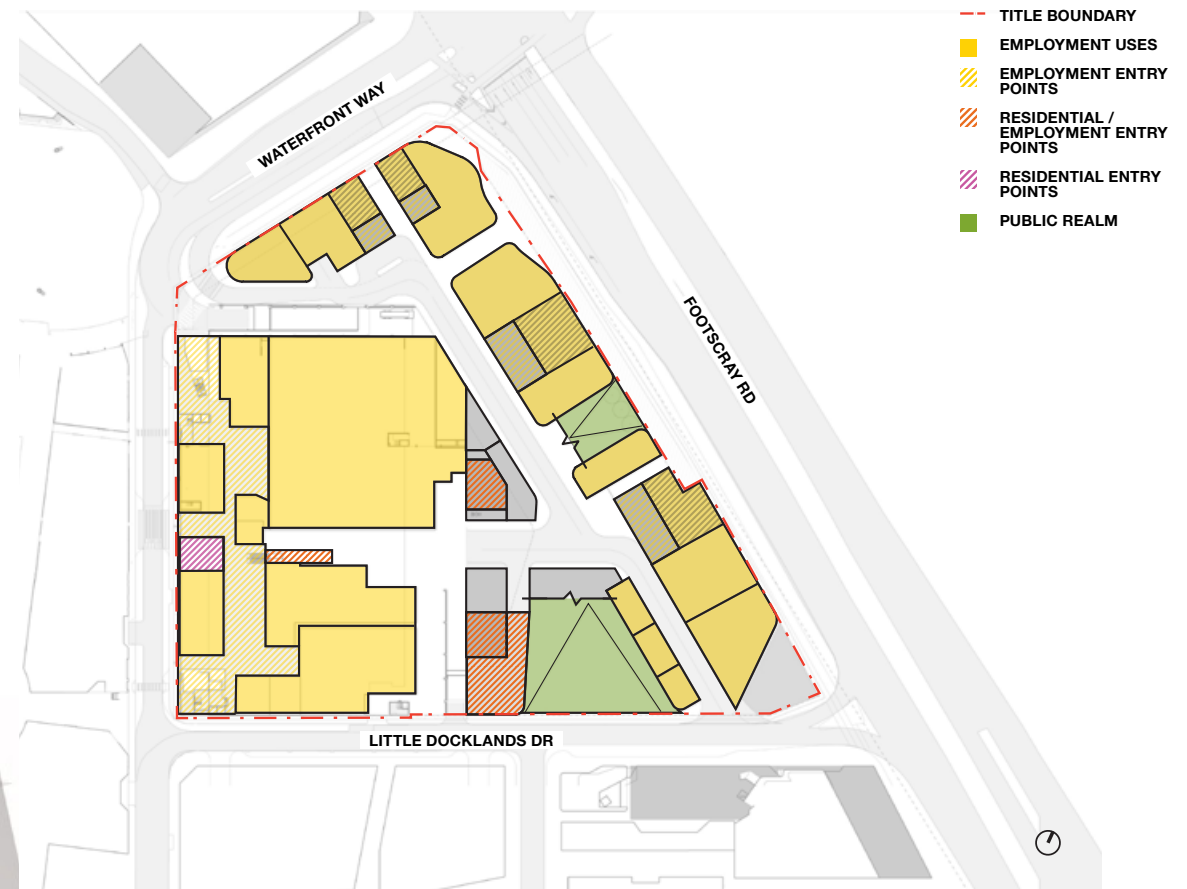


Figure 7 Concept Plan 1 - Ground level uses

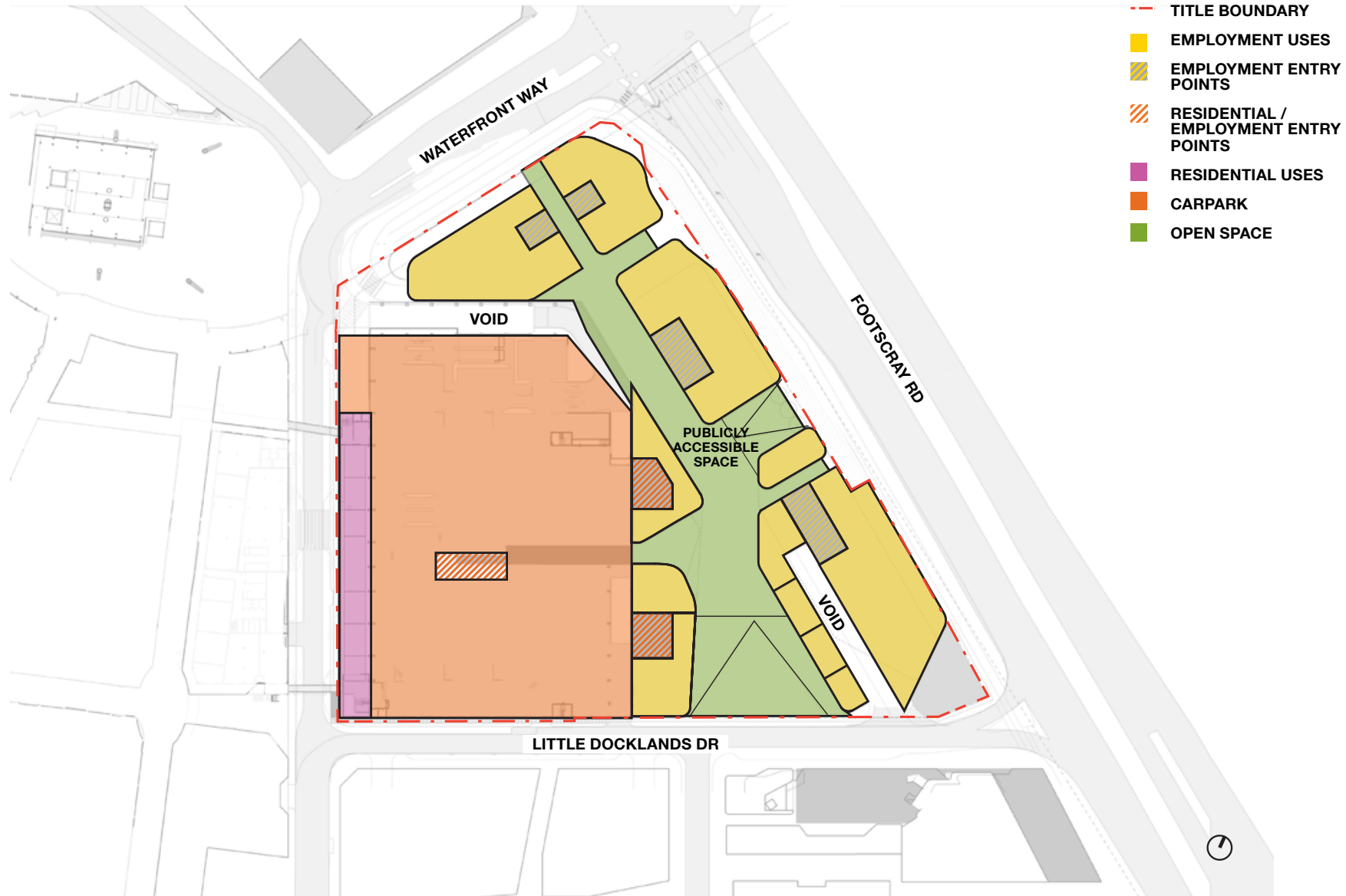


Figure 8 Concept Plan 2 - Level One uses



Figure 9 Concept Plan 3 - Tower uses, Roof Plan

4.2 ACTIVATION

Provide active frontages at ground level, including encapsulating and transforming the existing multi-level car park to activate the ground plane and edges of the structure with new uses in the upper levels contributing to site activation.

A high level of public interaction and activity will be provided at the ground level to ensure a safe and interesting public environment around the site. This will include repairing the interface between the car park and the surrounding footpaths and providing active uses, including retail tenancies, lobbies, public entries and vertical circulation spaces along Waterfront Way, Footscray Road and Little Docklands Drive.

Residential uses at upper levels will also be designed to provide passive surveillance of and interaction with public and communal spaces.

To achieve this, the following design requirement should be met:

- Active uses to a minimum of 50% or 80% of the frontages as identified in Concept Plans 4 and 5.
- May include smaller retail tenancies and larger format retail.
- provide visually connected lobby spaces.
- Upper level residential and commercial uses should be designed to provide surveillance of public and communal spaces in the areas identified in Concept Plan 6 to ensure safety through incorporation of CPTED principles.

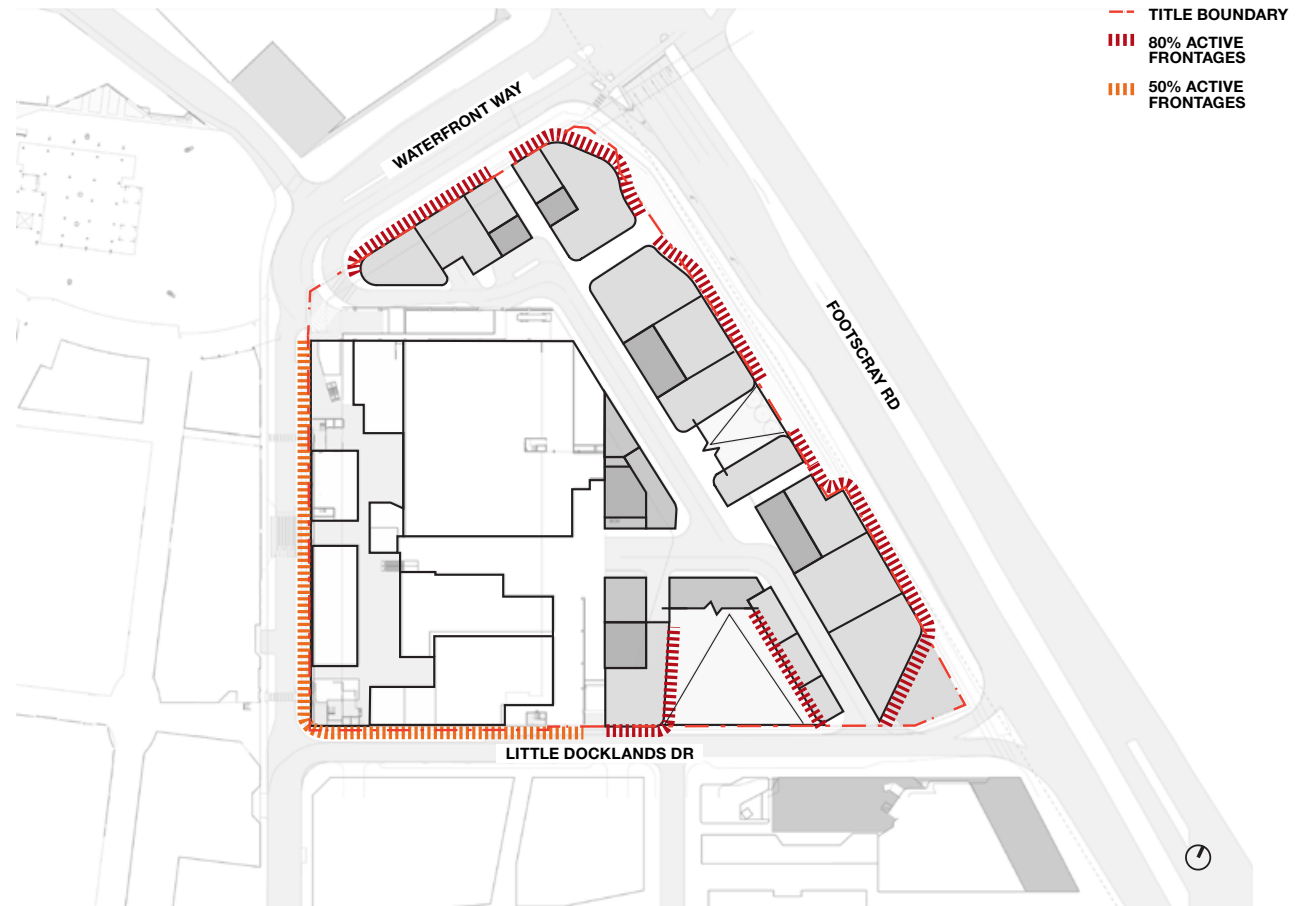


Figure 10 Concept Plan 4 - Ground Floor Public Realm Activation

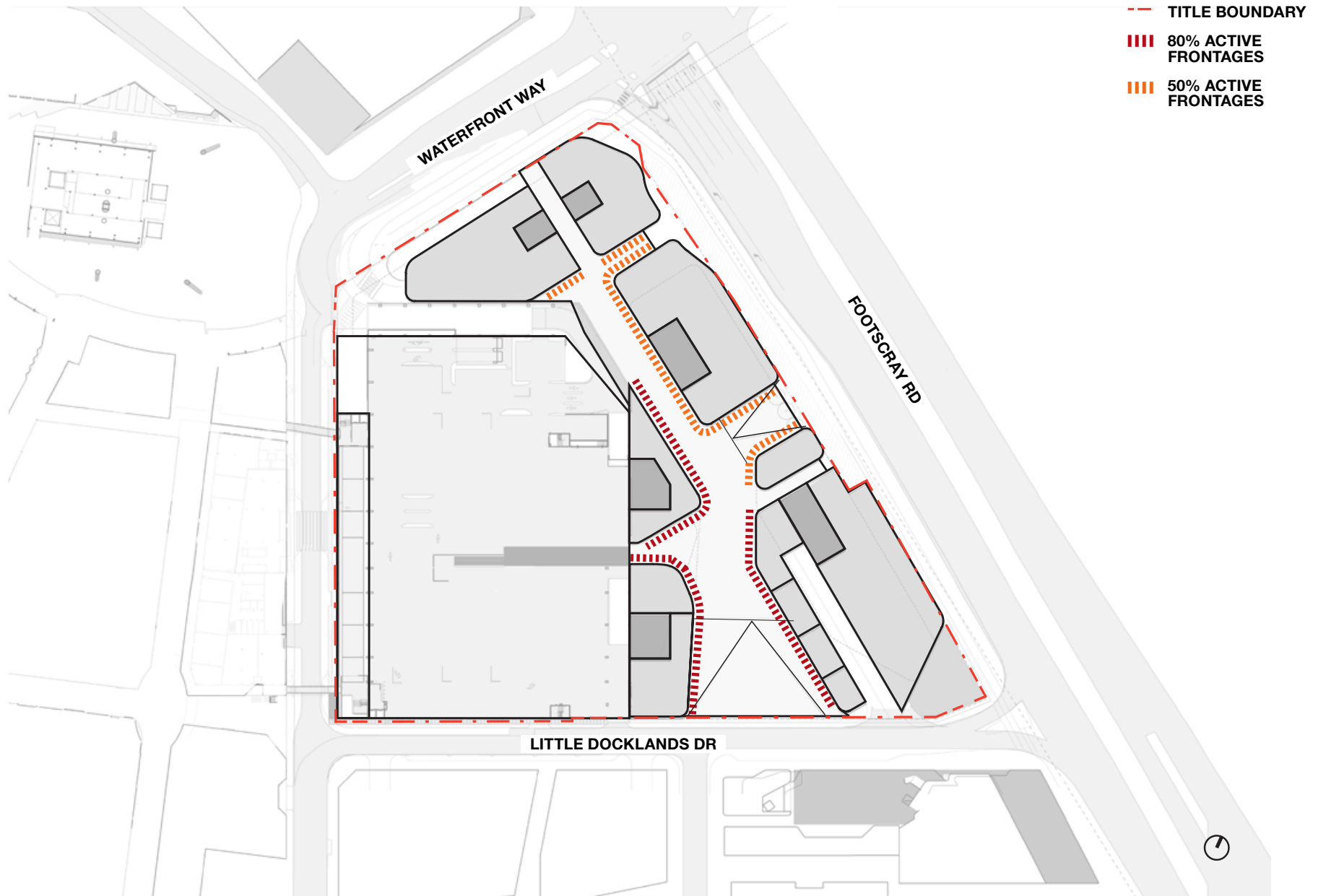


Figure 11 Concept Plan 5 - Level One Public Realm Activation

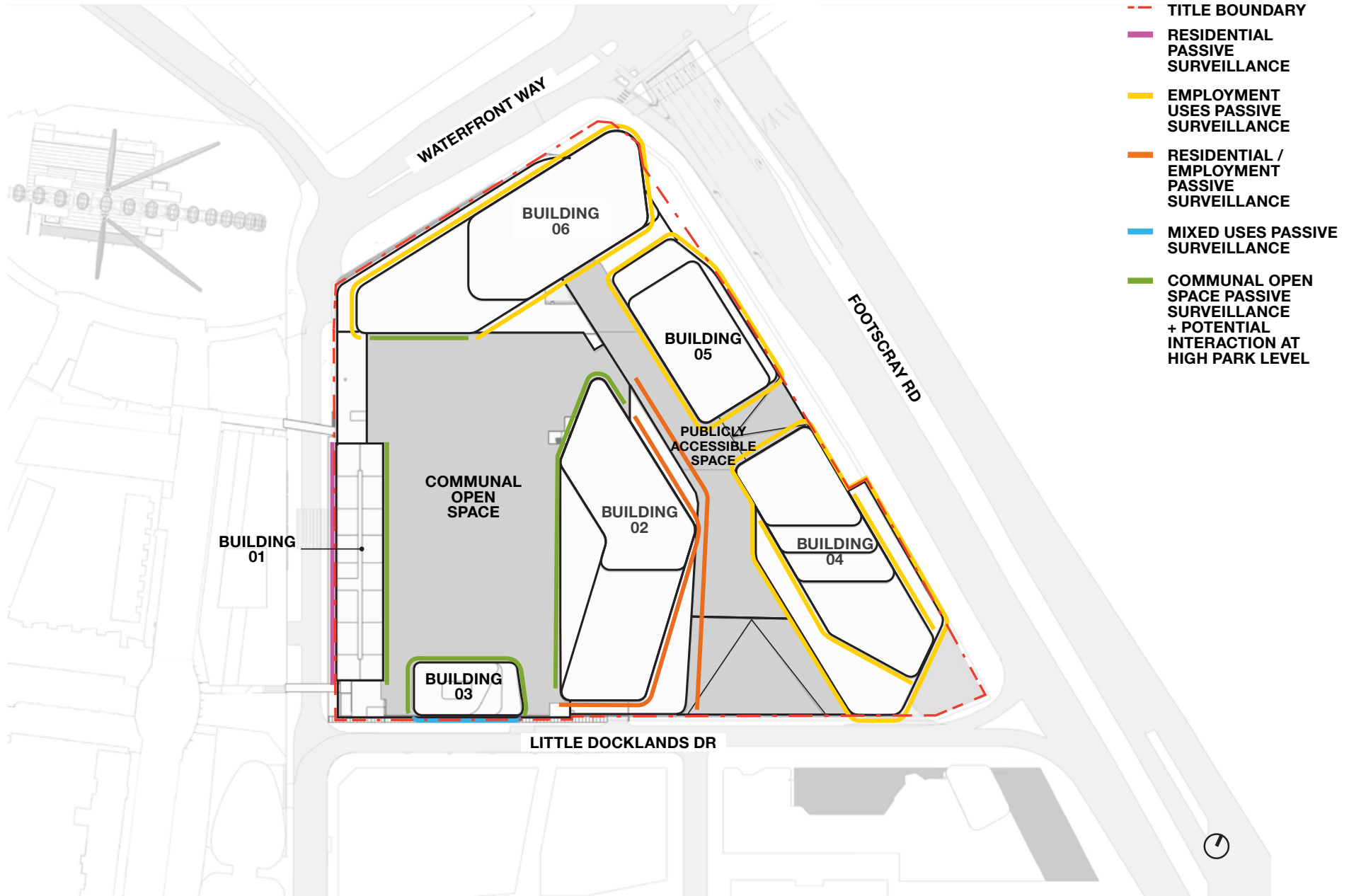


Figure 12 Concept Plan 6 - Upper Level surveillance of public and communal spaces

4.3 DESIGN EXCELLENCE

Provide buildings of design excellence which respond to the opportunities and constraints of the site.

Development on the land will be high quality and respond to the opportunities and constraints of the site. To achieve this, the development should be provided as a series of buildings above a podium where appropriate. The podium and overall heights, setbacks and architecture should meet the following design requirements:

- Architectural design which demonstrates innovation, variety, creativity, and a considered response to time and place to create identity for Waterfront City.
- Create a functional, attractive liveable and sustainable contribution to Docklands' built form and urban spaces and its ongoing prosperity.
- Generously contribute to the public realm.
- Podium heights and tower setbacks should respond to their interface and provide a pedestrian friendly scale and an attractive public realm.
- Maximum heights designed to respond to their context, with the greatest height in the northern corner to mark the entry to the CBD and Docklands, and reduced heights to the south to protect important views from the Melbourne Star and minimise wind and shadow impacts.

- Towers should be separated to ensure high quality internal amenity and ESD performance.
- The design of the overall precinct and each individual building should be exemplary and utilise high quality materials and finishes.
- The development will provide architectural themes and material and finishes
- Create a legible movement network, linking the public realm

Each of these principles are detailed further in the following sections.

4.4 BUILT FORM

4.4.1 Podium heights and tower setbacks

Podium heights and tower setbacks should respond to their interface and provide a pedestrian friendly scale. Development should be generally consistent with Concept Plan 7, achieving the following:

- The podium height along the northern and eastern frontages should be no higher than 4-5 storeys (maximum height of 22 metres) with a minimum setback of 3-5 metres to the towers above;
- The building on the corner of Footscray Road and Waterfront Way is to hold the corner and sit above a potential integrated landing point for the link to North Melbourne;
- The podium height along Little Docklands Drive, opposite the school, should be no higher than 3 storeys, and 5 storeys at the corner of Footscray Road and Little Docklands Drive, with upper levels set back to ensure compliance with the overshadowing design requirement; and
- No podium height or upper level setbacks are to be provided for construction above the existing car park.
- Tower separation within the site to be minimum 10-18m.

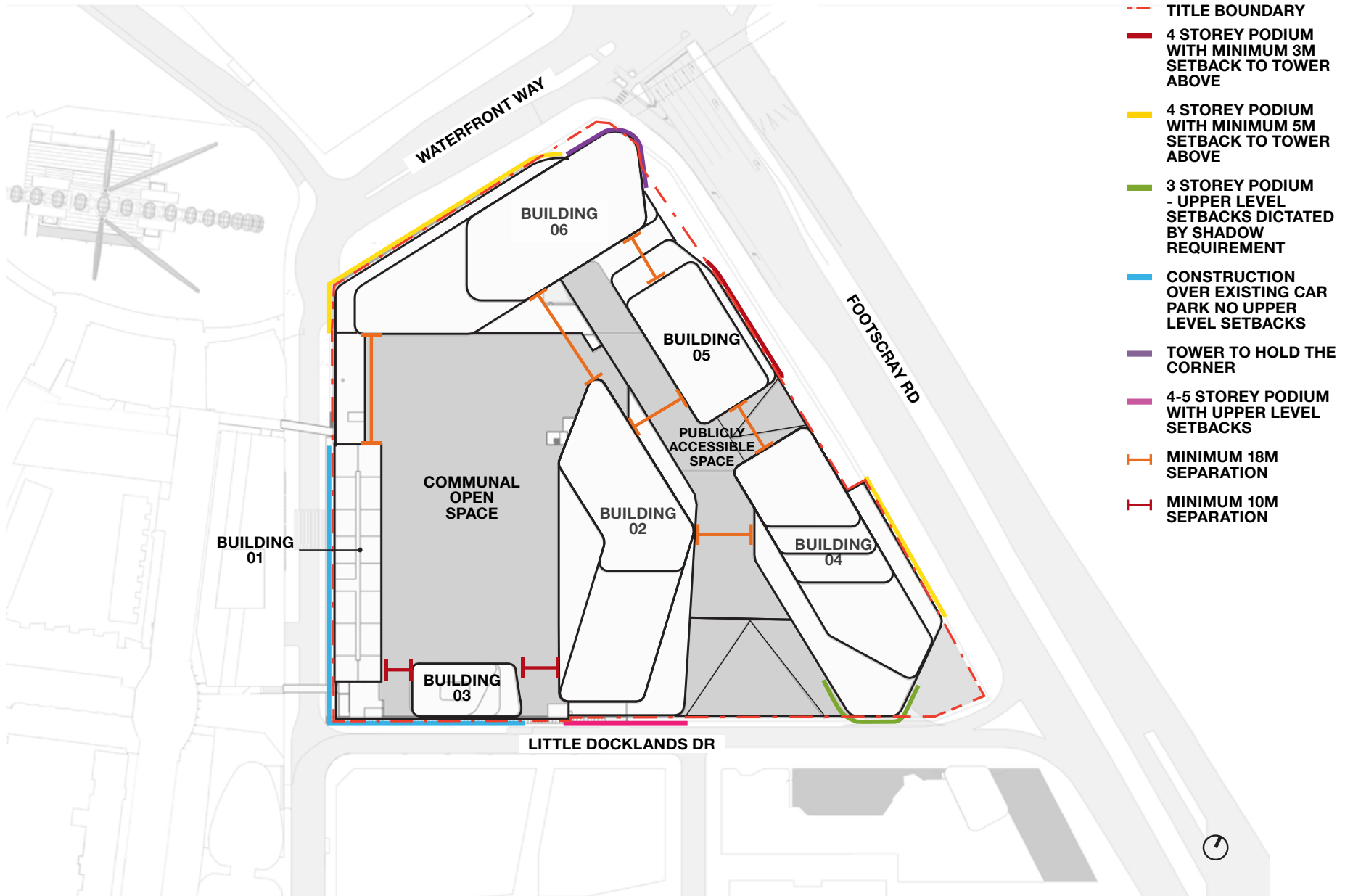


Figure 13 Concept Plan 7 - Podium Heights, Tower Setbacks and Tower Separation - Roof Plan

4.4.2 Maximum Building Heights

Maximum heights are designed to respond to their context, with the greatest height in the northern corner to mark the entry to the CBD and Docklands, and reduced heights to the south to protect important views from the Melbourne Star and minimise wind and shadow impacts. Development should generally achieve the following:

- The maximum height for each of the towers (including plant and service) should be no greater than shown in Concept Plan 8.
- The maximum building heights and locations should generally allow continued views of the CBD from uppermost pods of the Melbourne Star within the primary view cone shown in Concept Plan 9 and Sightlines 1 and 2.

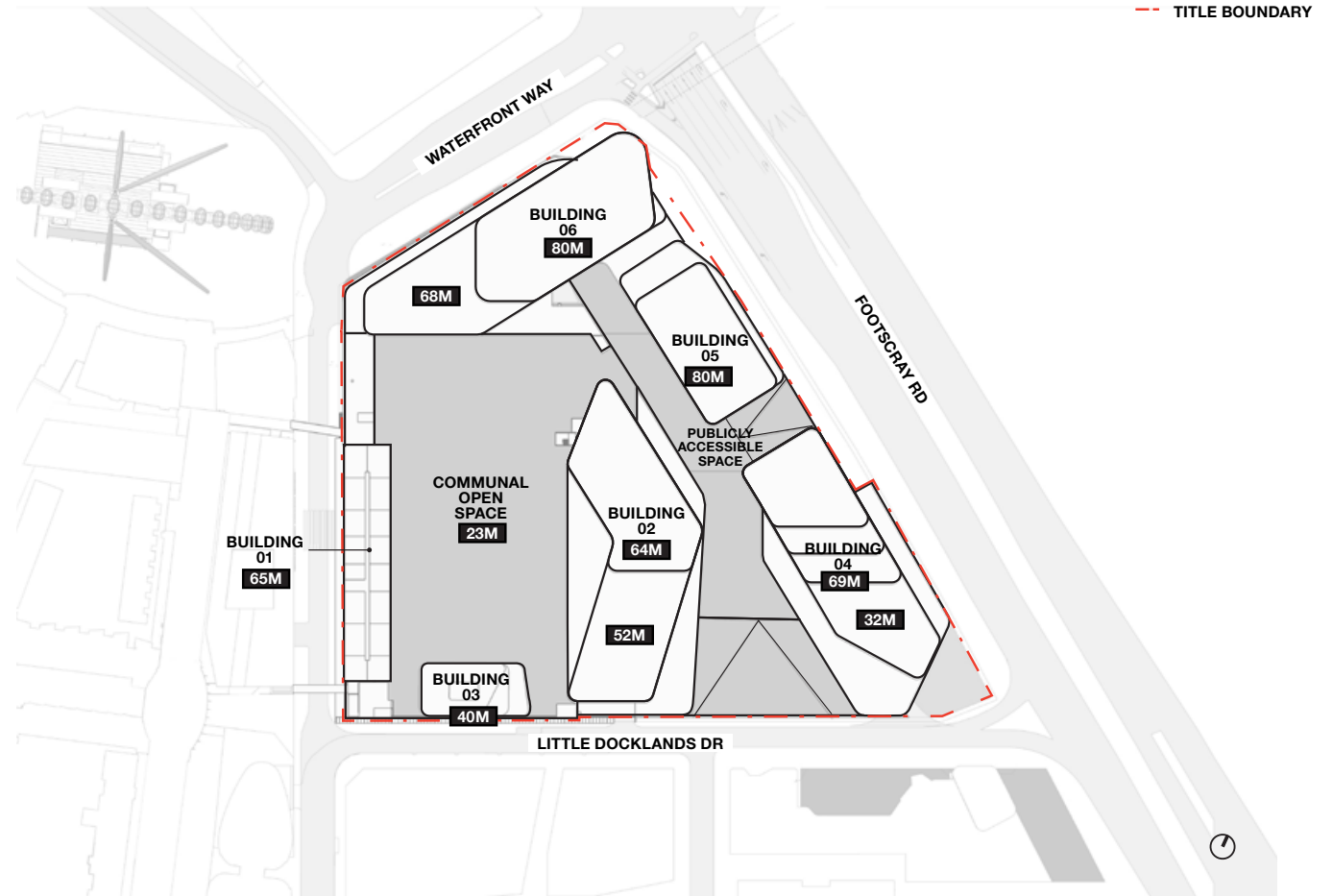


Figure 14 Concept Plan 8 - Maximum heights, Roof plan

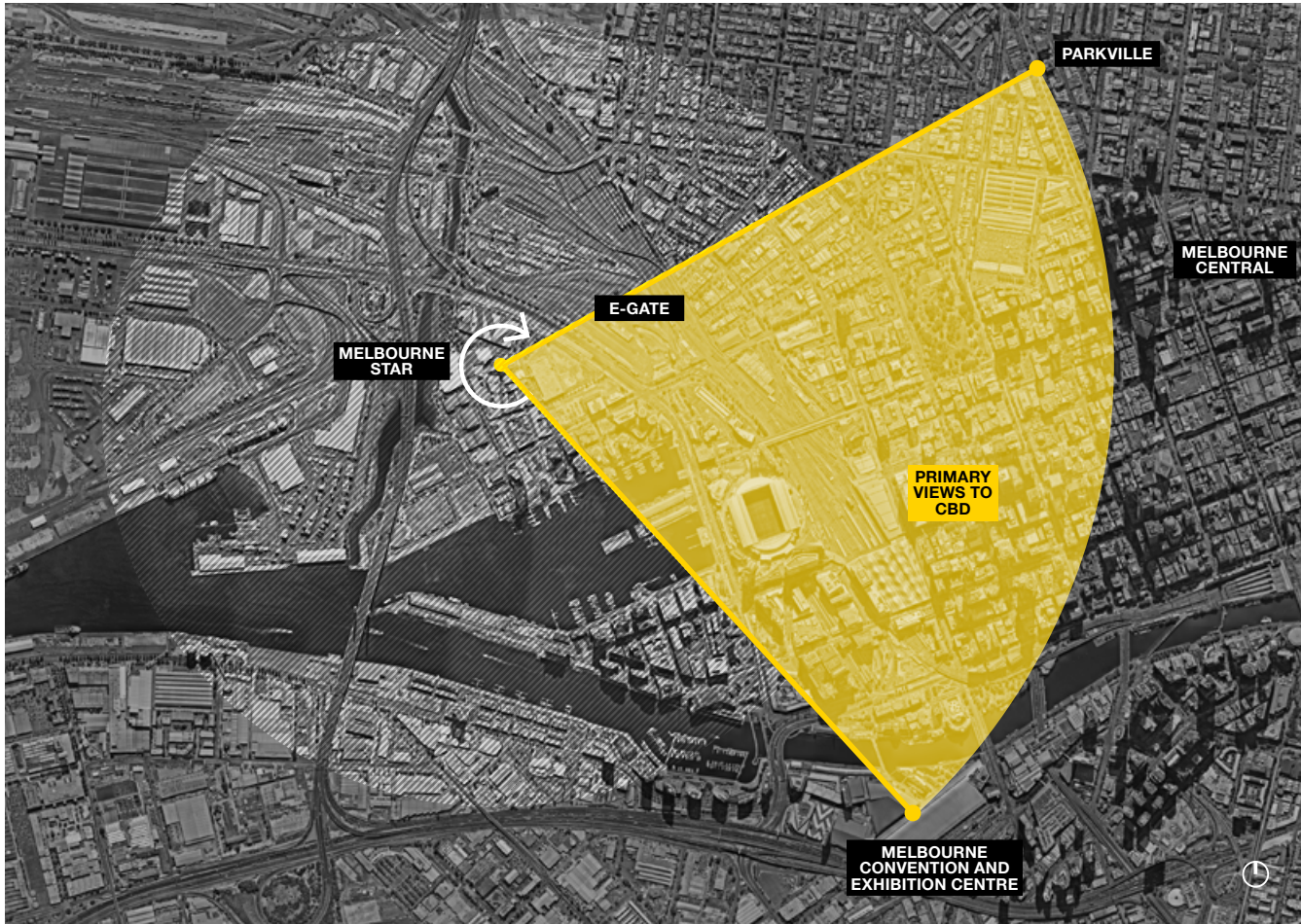
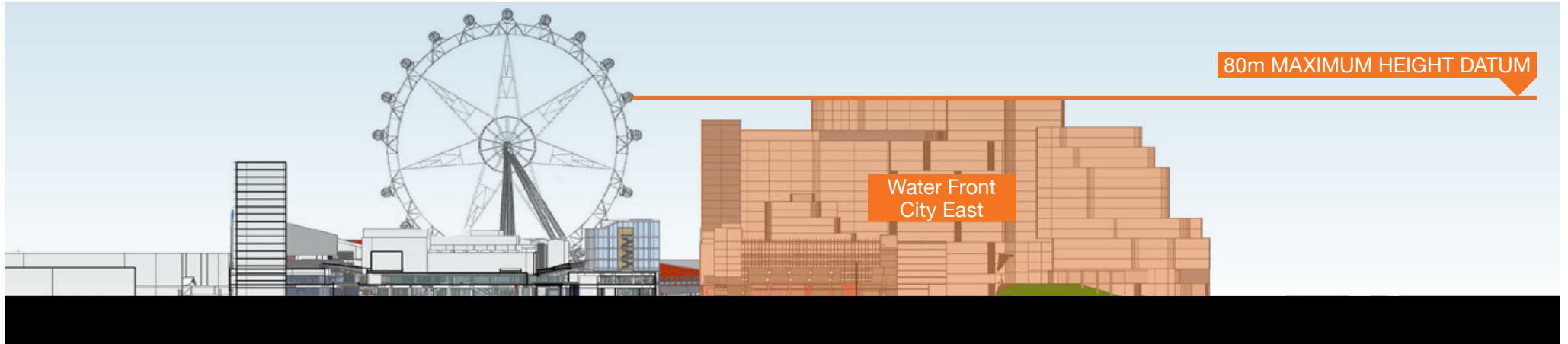


Figure 15 Concept Plan 9 - Melbourne Star view cone

4.4.3 Internal Amenity and ESD

The towers should be separated to ensure high quality internal amenity and ESD performance. Development should generally achieve the following:

- The separation between the buildings should generally be no less than shown in Concept Plan 7.
- A minimum 5 Star Green Star/ Nabers rating.



Sightline 1



Sightline 2

4.4.4 Architectural Design Principles

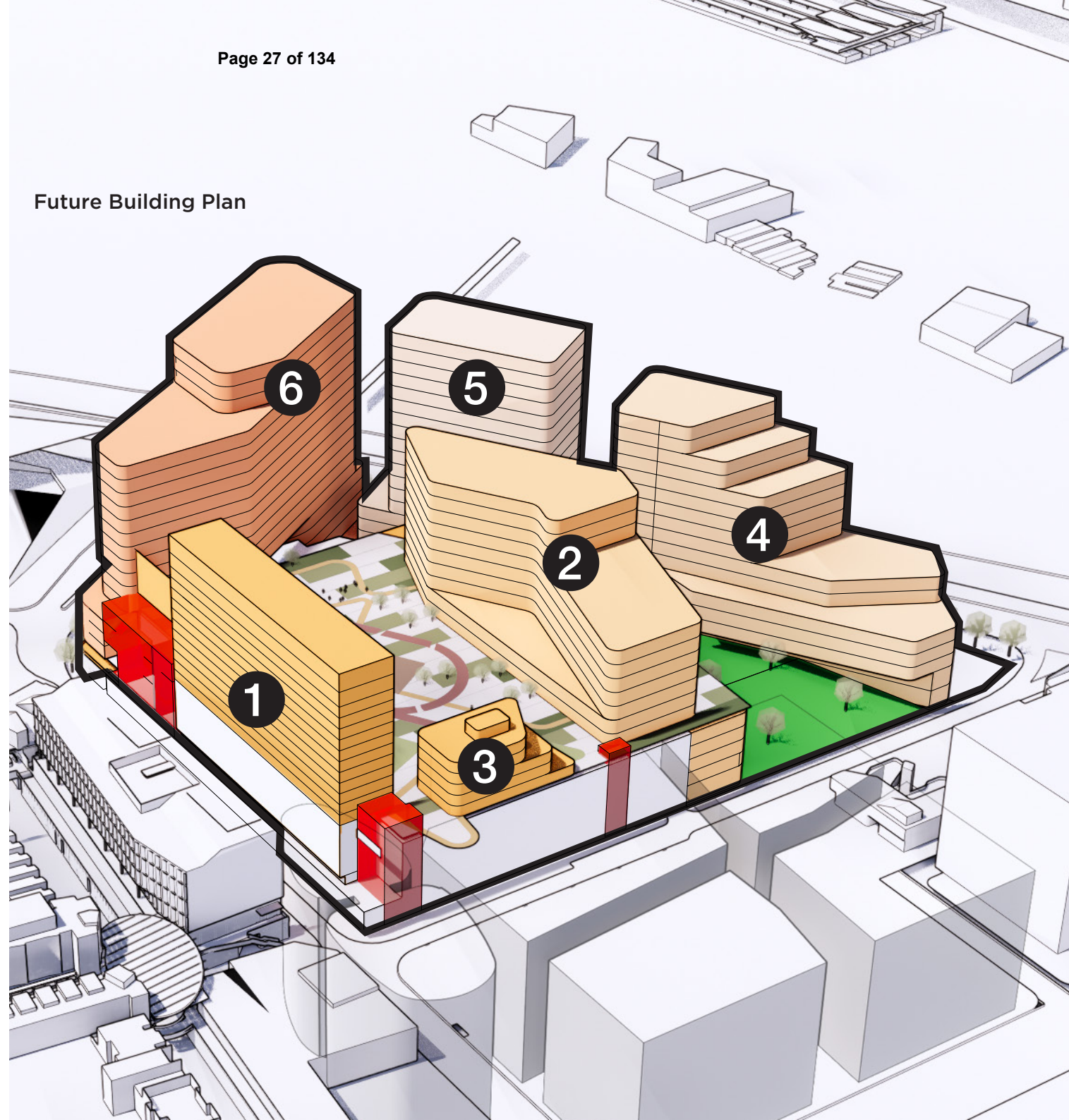
The design of the overall precinct and each individual building should be exemplary and utilise high quality materials and finishes.

Development should provide architectural themes and material and finishes generally consistent with the design requirements indicated within the following sections.

This addresses overall architectural variety, podium design, integration of vertical transport and design principles for each of the six buildings within the precinct as shown below at Future Building Plan.

Building	Indicative Maximum Building Height (levels/M)	Indicative Floor Area (GFA)	Indicative Uses
1	20/70	19,740 sqm	Residential
2	15/64	34,980 sqm	Commercial / residential
3	18/40	2,635 sqm	Commercial
4	5/69	34,533 sqm	Commercial
5	16/80	29,098 sqm	Commercial
6	18/80	55,610 sqm	Commercial
Total		Approx. 176,596 sqm	

Future Building Plan



4.4.5 Architectural Variety

Create an identifiable precinct responding to the unique characteristic and history of the area

- Materiality, Colour, Facade type and Orientation, building form & typology
- Limit singular application of glass curtain wall and provide a high degree of facade depth and texture to distinguish from CBD and other neighbouring precincts
- Coherent ground scape stitching the buildings
- Create proportional building relationships and references in form and facade expression
- Moments of formal and facade independence to create independent buildings registration within precinct.



Figure 1 QV Melbourne

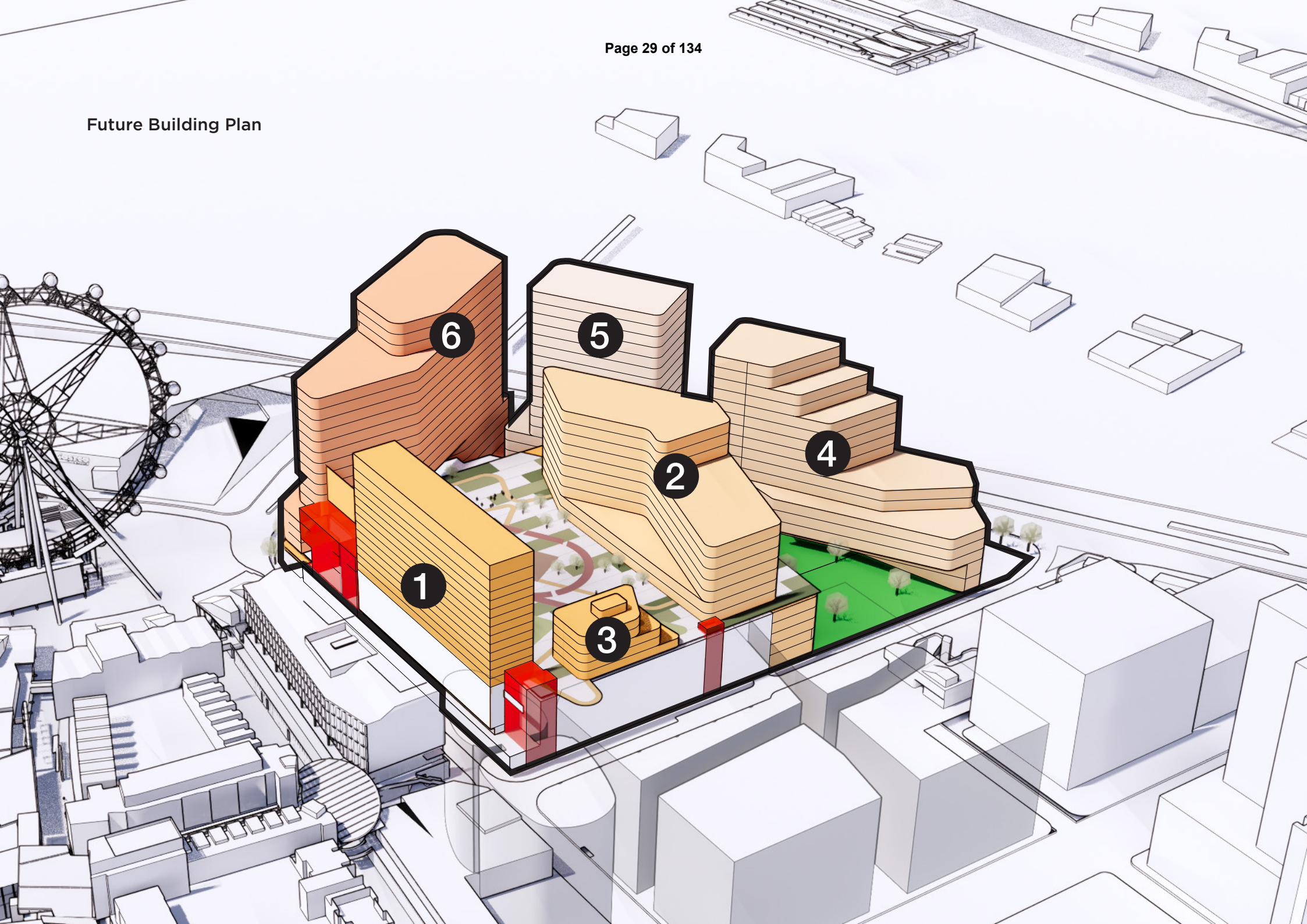


Figure 2 St Pancras Square, London



Figure 3 Barcode, Oslo

Future Building Plan



4.4.6 Precinct Plinth / Podium Definition & Ground Plane Principles

Create a thematic definition of a plinth to highlight the elevated publicly accessible areas from street level

- Where new built form extends to ground level, design will differentiate the ground floor (up to level +8.1) from the rest of the building through facade treatment, setback or break in mass.
- Where weather protection elements are required at ground floor (i.e. canopies) those should be incorporated into the building design.

Create a differentiated podium for the building to establish a street wall at human scale to surrounding streets

- Create a distinct expressions of podium and tower through façade treatment, setback or break in mass.
- Where possible, create visual links from above ground terraces, balconies and other outdoor areas to street level.

Ground uses to invite activity and create a pedestrian friendly, human scaled environment

Ground floor should promote activation and visual links from internal spaces to surrounding streets and publicly accessible spaces

Where possible, create visual links between activity and outdoor areas on level +8.1 and street level (+2.7)



Figure 1 Chicago Riverfront



Figure 2 Paddington Reservoir Gardens

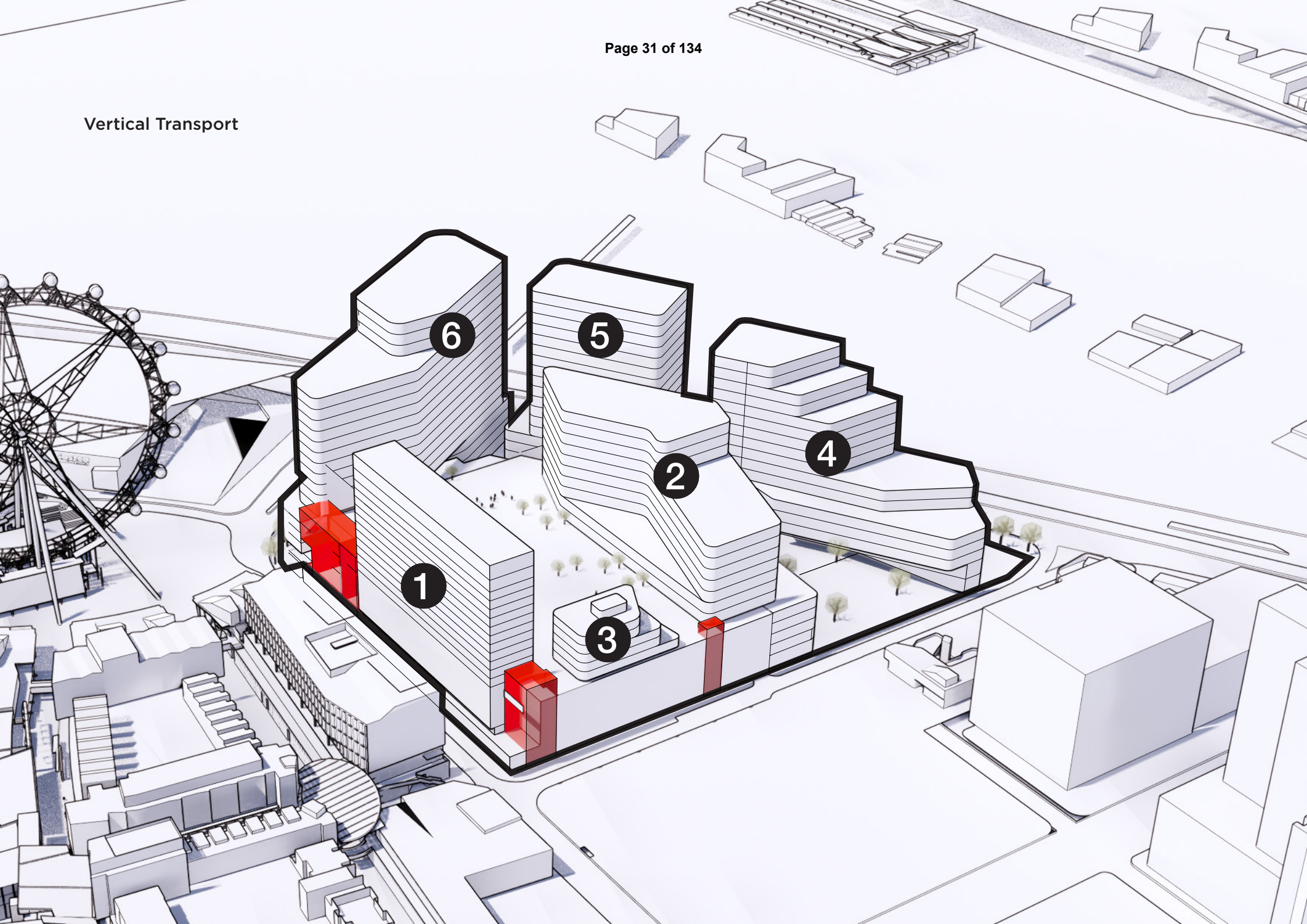


Figure 3 Paris Courthouse



Figure 4 International Towers, Sydney

Vertical Transport



4.4.7 Vertical Transport To Publicly Accessible Spaces

Create a legible movement network, linking the public realm to the elevated publicly accessible open spaces

- Design of vertical transportation elements will distinguish them from the surrounding built form as distinct elements.
- Entrances to vertical transport areas designed to be clearly legible from the surrounding public realm.
- Encourage expression of the vertical transport elements on building façade.
- Encourage façade treatment that allows transparency and visual links to street level.
- Where possible, create opportunities for visual links between the elevated open spaces and street level.



Figure 1 R7 Barangaroo, Sydney



Figure 2 Park 'N' Play, Copenhagen



Figure 3 Raised Gardens of Sants, Barcelona



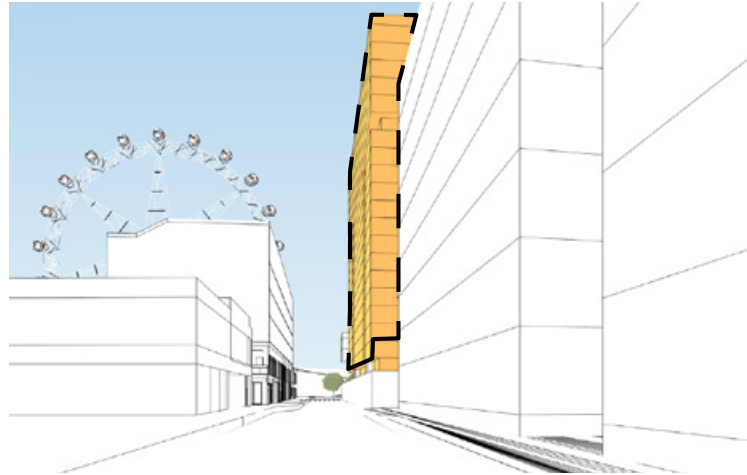
Figure 4 Raised Gardens of Sants, Barcelona

4.4.8 Building 01

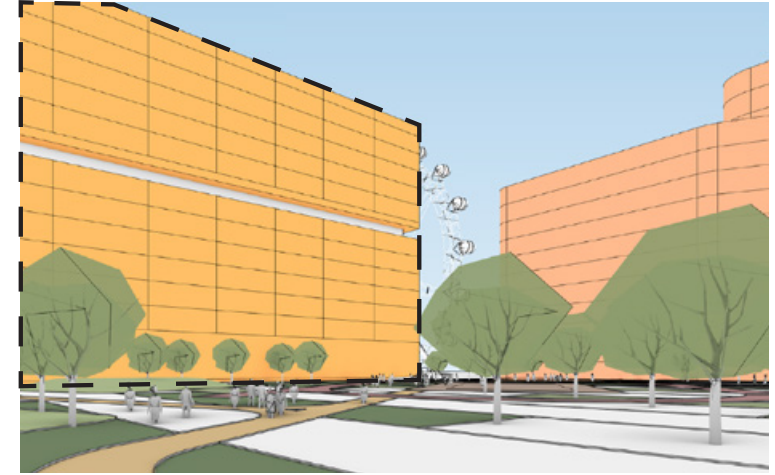
Building Mass Conditions



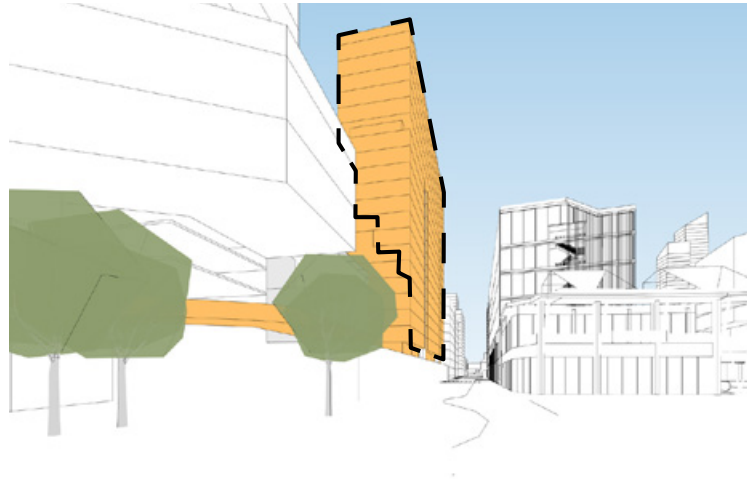
key plan



View 1 Gateway entrance Waterfront Way looking north west



View 3 Elevated communal open space view looking west



View 2 Gateway entrance Waterfront Way looking south west

Building 01

Design Principles

Express residential programme and floor plate design

1. Facade to articulate and respond to internal layout and modulation
2. Facade depth and articulation to create texture and support residential scale

Address oblique views and short elevation reading

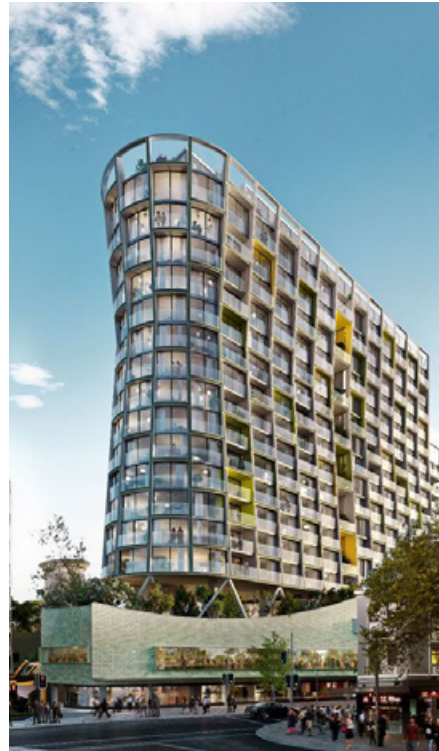
3. Building to read as object holding the corner through facade articulation creating invitation to Waterfont Way
4. Break the building envelope at 50m to express a top as a separate element with a horizontal datum either through material change or recessed floor

Manage proportion and scale in addressing the elevated open space and elevation reading of eastern facade

5. Facade to articulate and respond to internal layout and modulation to create scale differential with building 02
6. Vertical registration to differentiate from building 02
7. Facade and form to vary and/or break to descale elevational reading of facade.

Building to respond to relationship on top of carpark

8. Formal and articulation definition of building components



1 2 3 4 5 6 8



2 5 7 8



1 2 3 5 6 7 8



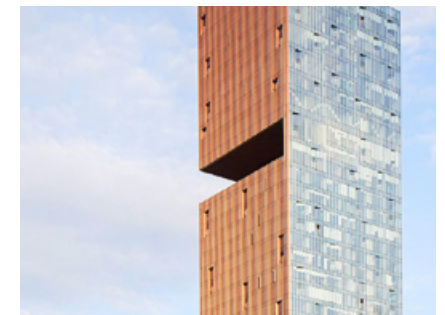
1 2 4 6



1 2 3 5 6 7



1 5



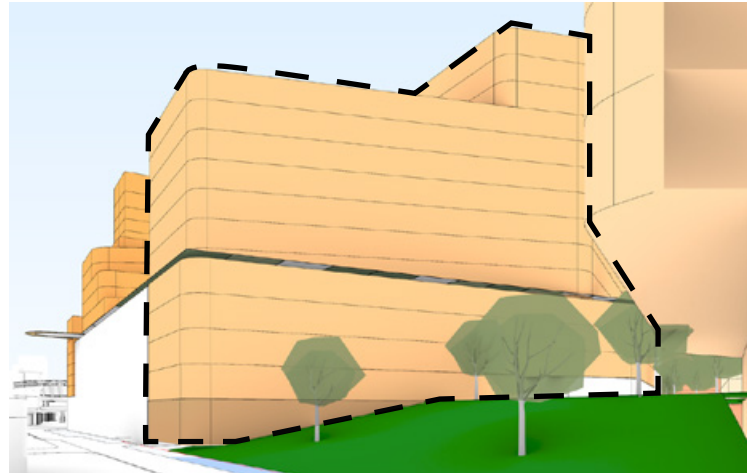
2 3 4 6 8

4.4.9 Building O2

Building Mass Conditions



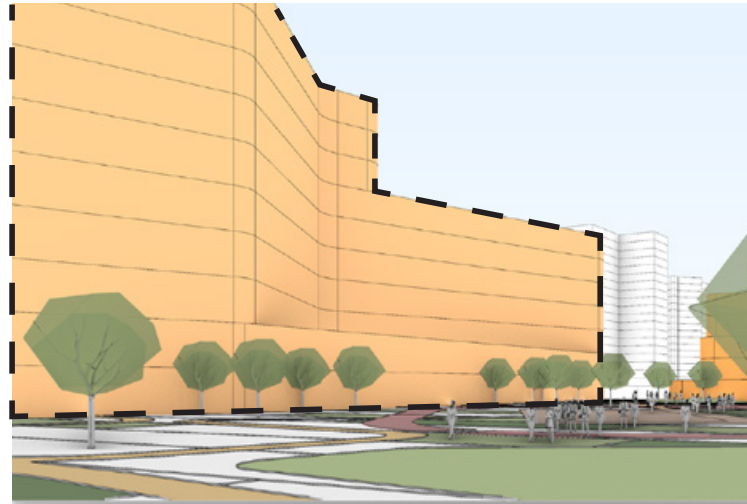
key plan



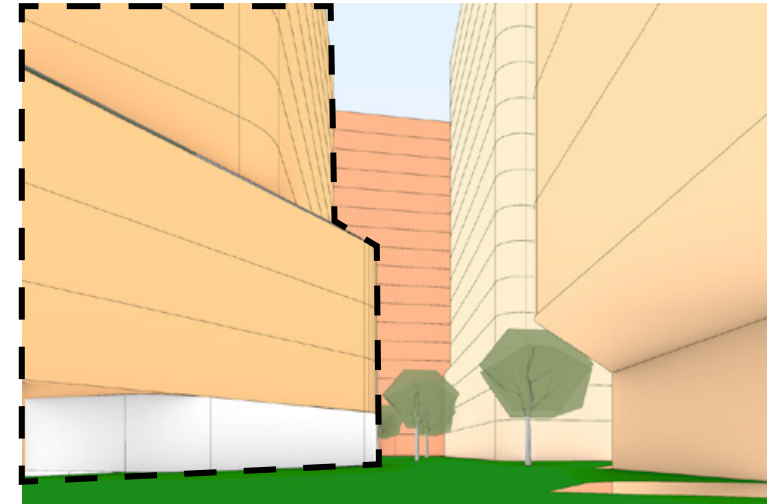
View 1 West along little Docklands Drive



View 2 View north St Mangos Lane



View 3 View elevated communal open space



View 4 View north along raised plaza

Building O2

Design Principles

Address scale and proportion of unique floor plate

1. Horizontal expression to distinguish building in cluster
2. Vertical secondary reading to provide scale and texture to elevations
3. Formal & facade variation to descale elevations

Manage proportion and scale in addressing the rooftop terrace and elevational reading of western facade

4. Horizontal expression to hold and support open space
5. Vertical secondary reading to provide scale and texture to elevations
6. Formal & facade variation to descale elevations

Address approach from St Mangos Drive

7. Express vertical connections and integration with building
8. Break Form and facade to create building invitation & Orientation
9. Utilise elements of the internal layouts in expression of facade and form

Respond to oblique views from the raised ground plane

10. facade, Colour and formal articulation to descale foreground mass

Address oblique views from corner of little docklands drive and footscray road over the ramped plaza

11. Express vertical connections and integration with building
12. Break Form and facade to create building invitation & Orientation
13. Utilise elements of the internal layouts in expression Create a differentiated podium for the building to establish a street wall to surrounding streets entrance to elevated open space.
14. Create a distinct expressions for podium and tower through facade treatment, setback or break in mass.
15. Where possible, create visual links from terraces, balconies and other outdoor areas to street level.



1 2 3 4 8 9 10



2 3 4 7 8 9 10



1 2 3



1 2 3 4 10



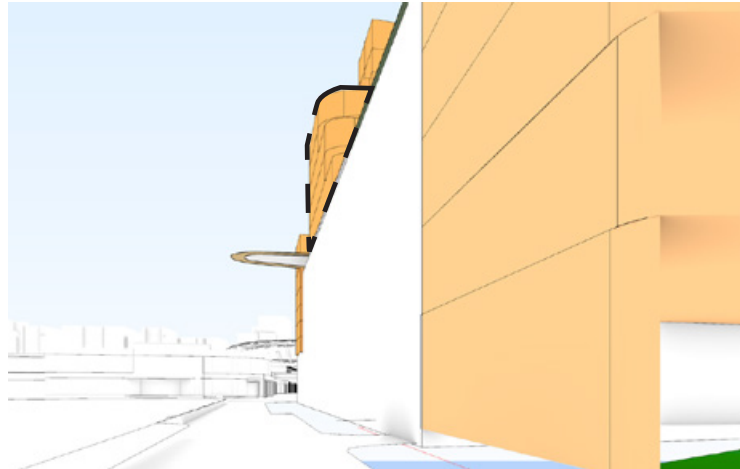
1 3 4 7 8 9

4.4.10 Building 03

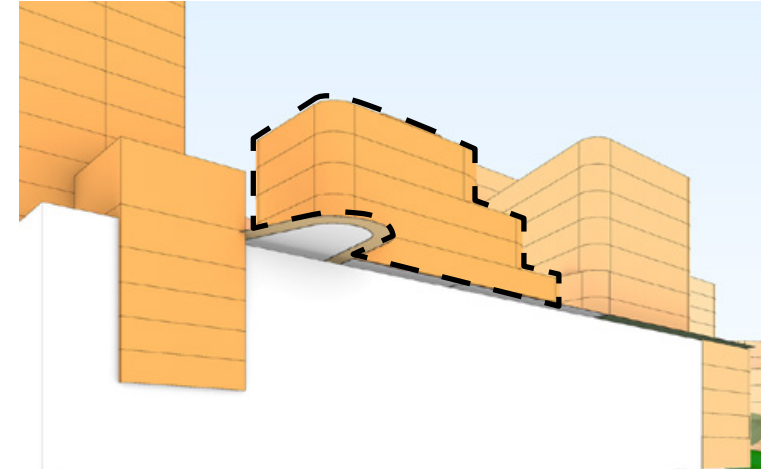
Building Mass Conditions



key plan



View 1 View west along Little Docklands Drive



View 2 View along Waterfront Way looking north east



View 3 Elevated communal open space

Building 03

Design Principles

Distinguish Building 03 as a unique building within the Waterfront City cluster commensurate with its function

1. Respond to unique scale and size within the Waterfront City cluster
2. Ensure high quality design to distinguish this building within the precinct.
3. Create a pavilion type expression offset relationship with larger buildings
4. Create transparency and invitation
5. Express internal function and vertical connections

Respond to elevated condition on top of carpark

6. Formal and facade differentiation of component pieces



1 2 3 4



1 2 3 4



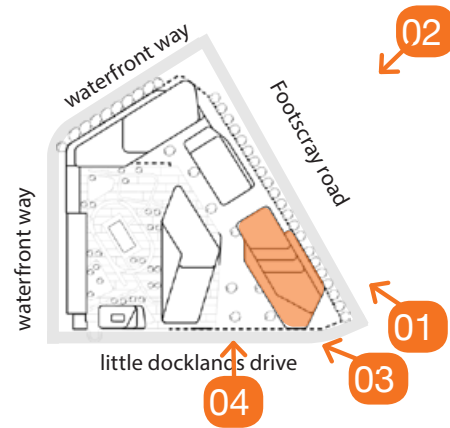
1 2 3 4



1 2 3 4

4.4.11 Building 04

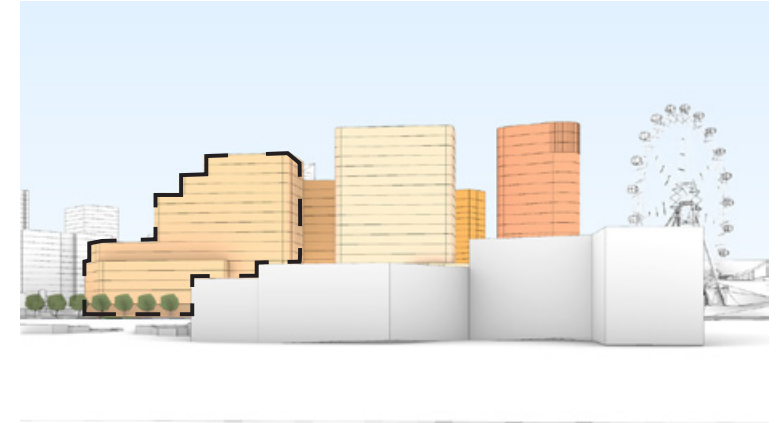
Building Mass Conditions



key plan



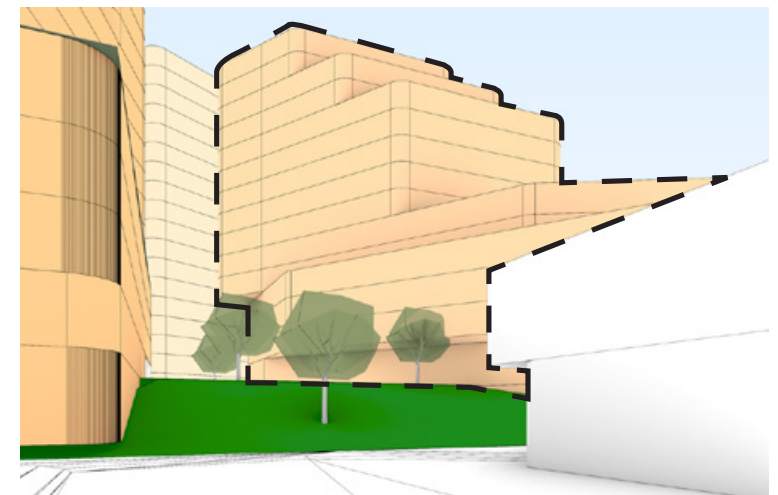
View 1 Oblique view Footscray Road



View 2 View from North Melbourne Station



View 3 Street wall Little Docklands Drive



View 4 St Mangos Lane

Building 04

Design Principles

Respond to Gateway Corner condition of Footscray Road and Little Docklands Drive

1. Building form to address corner arrival and entry
2. Articulation of facade and form to descale foreground mass
3. Horizontal expression to support terracing of massing envelope

Respond to distant and oblique views

4. Building silhouette and form to create independence in street wall
5. Facade depth and articulation to create texture
6. Identity in street wall through Colour and Texture

Respond to scale of ramped plaza and raised ground plane

7. Facade, colour and formal articulation to descale foreground mass
8. Horizontal expression as directional vector into site
9. Utilise elements of the internal layouts in expression of facade and form

Address the entrance and links from both Footscray Road and the raised ground plane

10. Visual connection to circulation paths / routes
11. Express vertical connections
12. Form and facade to create invitation

Create a definition of a plinth towards Footscray Road to emphasize the elevated publicly accessible area:

13. Differentiation through facade treatment, setback or break in mass.
14. Where possible, create visual links between activity and outdoor areas on level +8.1 and street level (+2.7).

Create a differentiated podium to establish a street wall

15. Create distinct expressions for podium and tower through facade treatment, setback or break in mass.
16. Where possible, create visual links from terraces, balconies and other outdoor areas and street level.



3 4 6



3 8 10



1 2 7 12



2 10



5 12



2 4 8



8 10 11 12

4.4.12 Building 05

Building Mass Conditions



key plan



View 1 Gateway entrance Footscray Road



View 2 View from North Melbourne Station



View 3 Raised plaza

Building 05

Design Principles

Facades and form to respond to oblique views along Footscray Road and distant views from east

1. Building silhouette and form to create independence in street wall
2. Facade depth and articulation to create texture
3. Identity in street wall through Colour and Texture

Articulation to respond to floor plate and massing proportions

4. Dominant vertical facade to reinforce proportions of envelope
5. Utilise elements of the internal layouts in expression of facade and form
6. Facade and Form respond to environmental conditions - e.g. Wind/solar/daylight factor.

Respond to building adjacencies and setbacks

7. Facade orientation, depth, colour and Building Form
8. Variegated building datums

Address the entrance and links from both footscray road the raised ground plane

9. Visual connection to circulation paths / routes
10. Express vertical connections

Create a definition of a plinth to emphasize the elevated publicly accessible area:

11. Differentiation through facade treatment, setback or break in mass.
12. Where possible, create visual links between activity and outdoor areas on level +8.1 and street level.

Create a differentiated podium to establish a street wall

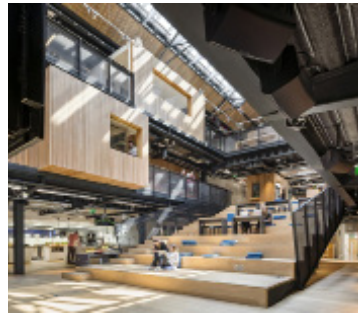
13. Create a distinct expressions for podium and tower through facade treatment, setback or break in mass.
14. Where possible, create visual links from terraces, balconies and other outdoor areas and street level.



1 3 5 6 7



2 3 4



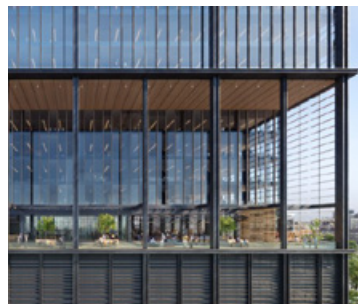
9 10



9 10



2 3 4



4 5



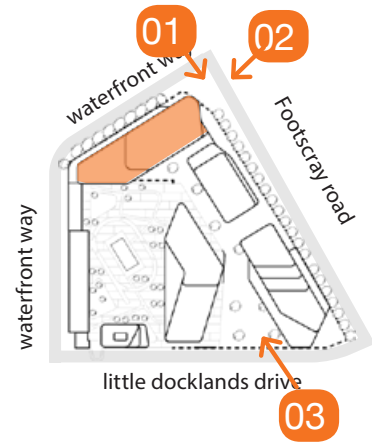
4 6 7 8



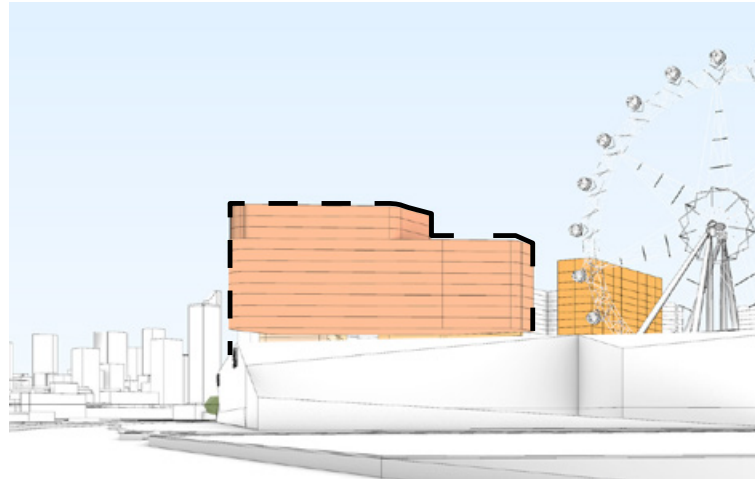
2 4 5 6

4.4.13 Building 06

Building Mass Conditions



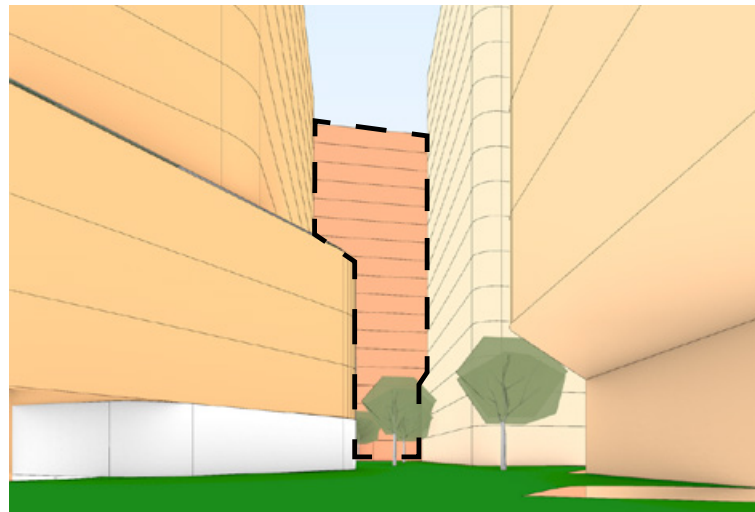
key plan



View 1 Gateway entrance Footscray Road



View 2 Street wall Waterfront Way



View 3 Raised plaza

Building 06

Design Principles

Respond to gateway entrance of footscray road.

1. Envelope to create visual identity to precinct
2. Address corner condition and arrival
3. Facade to address scale expression from distant views

Articulate proportion and mass to create multiple building elements and components

4. Break massing envelope into multiple components.
5. Utilise elements of the internal layouts and expressing them within the façade & Form.
6. Facade address multiple scales of building elevations. IE. Large Long Northern elevation, Narrow Bookend of East Elevation
7. Facade and Form respond to environmental conditions - e.g. Wind/solar/daylight factor.

Articulate bulk and mass to create appropriate scale of street wall along waterfront way

8. Utilisation of podium. Articulate to create scale shifts
9. Utilise elements of the internal layouts and expressing them within the façade.

10. Where possible, create visual links from above ground terraces, balconies and other outdoor areas and street level.

11. Facade expression to reinforce street scale

Articulate entrance and linear connection with raised ground plane expressing connection to waterfront way.

12. Form to respond to building entries
13. Express vertical connections
14. Visual connection to circulation paths / routes
15. Frame a visual link outside the precinct at the termination of the elevated publicly accessible space.
16. Facade scale to reinforce pedestrian experience

Create a definition of a plinth to emphasize the elevated publicly accessible area:

17. Differentiation through facade treatment, setback or break in mass.
18. Where possible, create visual links between activity and outdoor areas on level +8.1 and street level.

Ensure publicly accessible movement network to Waterfront Way and vertical transport areas is clearly legible.

Allow for possible integration of the viaduct from E-Gate as part of the building design and public movement network.



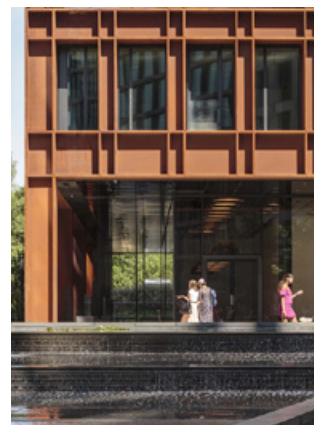
1 3 4 6



1 3 4 6 15



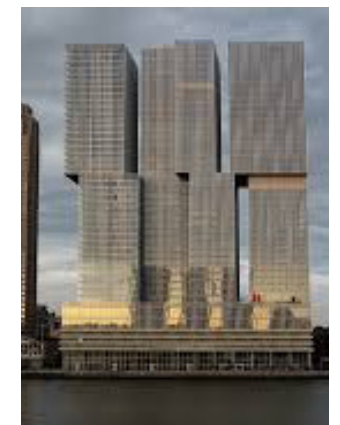
1 3 4 5 6 8



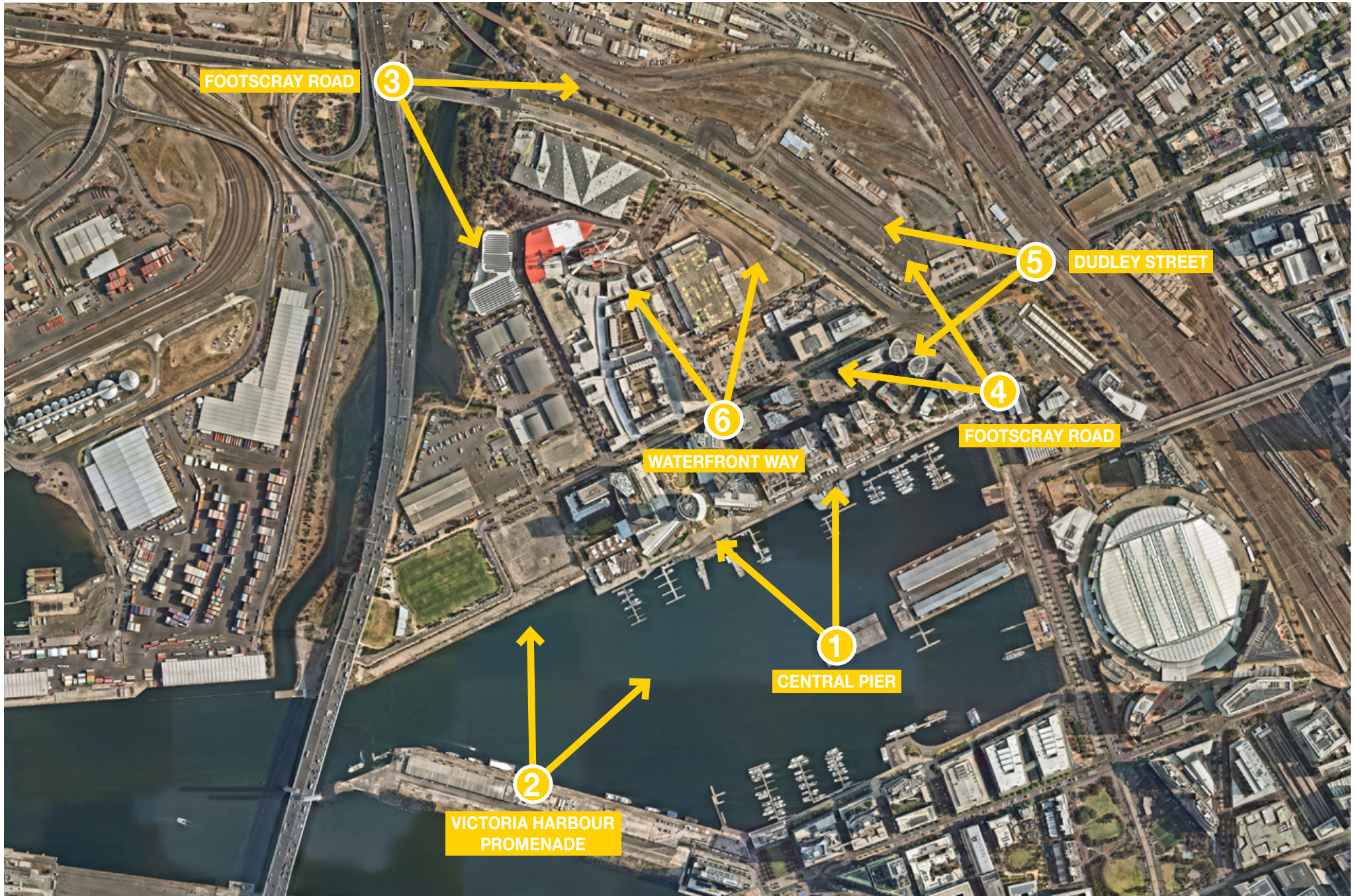
10 12



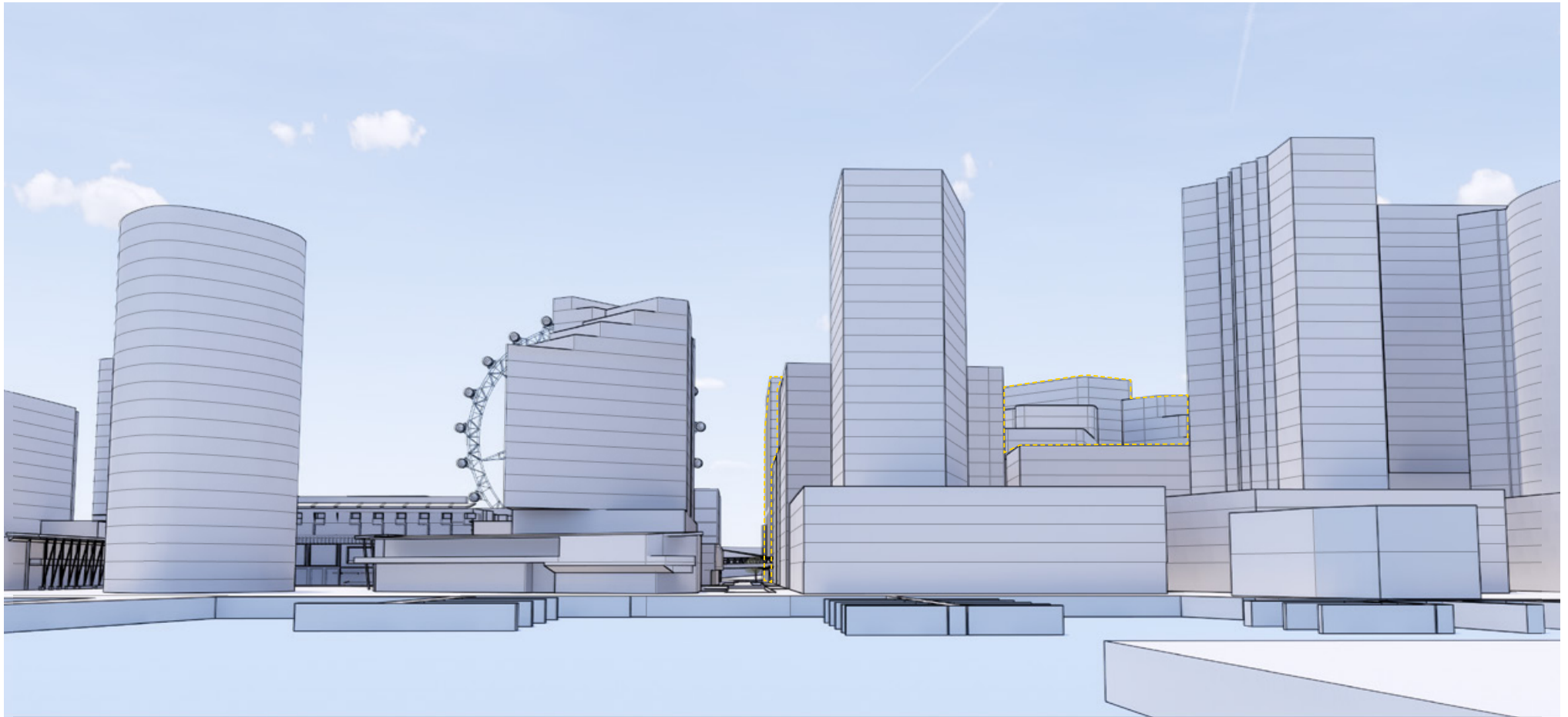
3 4 5 9



1 3 4 5 6 8



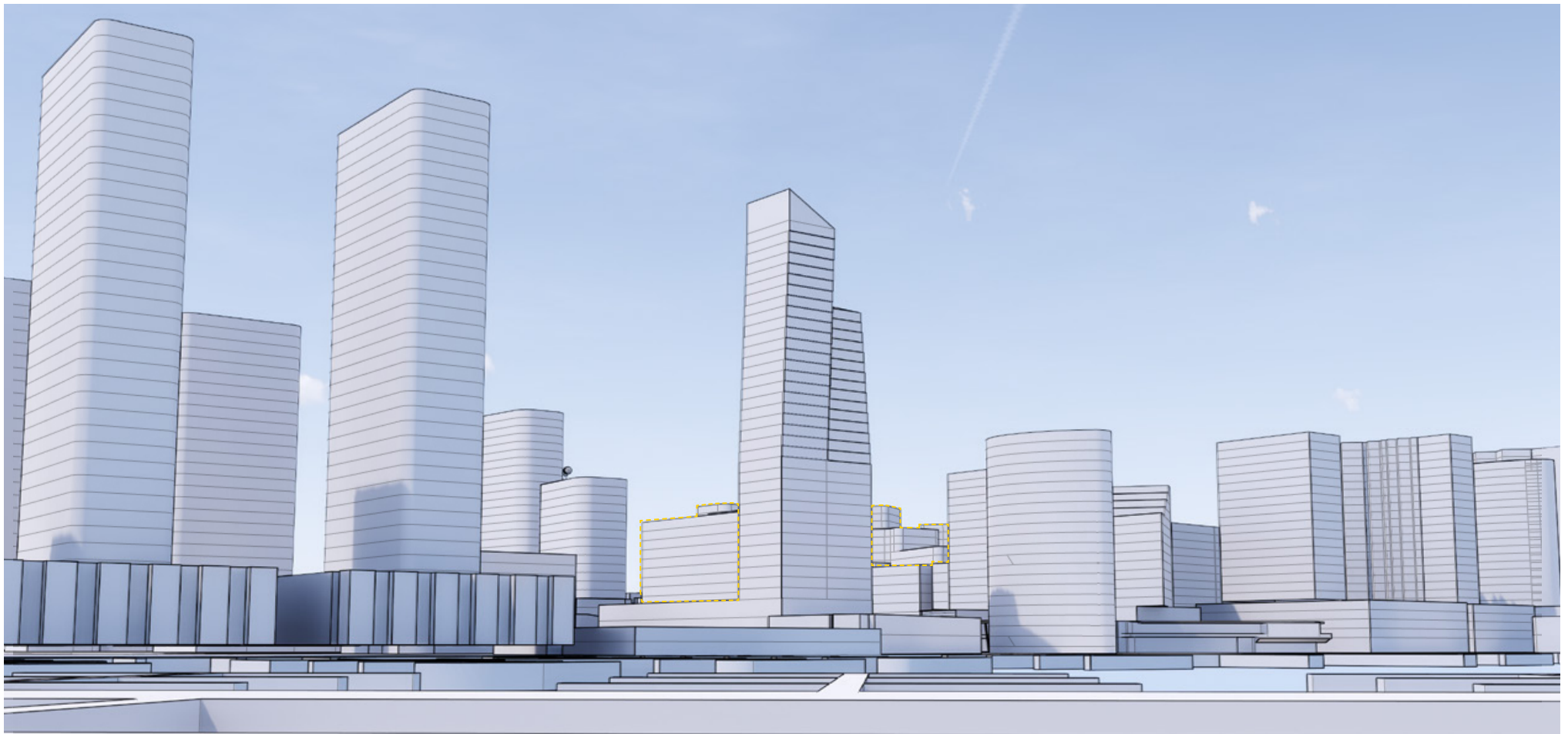
CITY MASSING VIEW 01 CENTRAL PIER



--- WATERFRONT CITY EAST MASSING

NHArchitecture

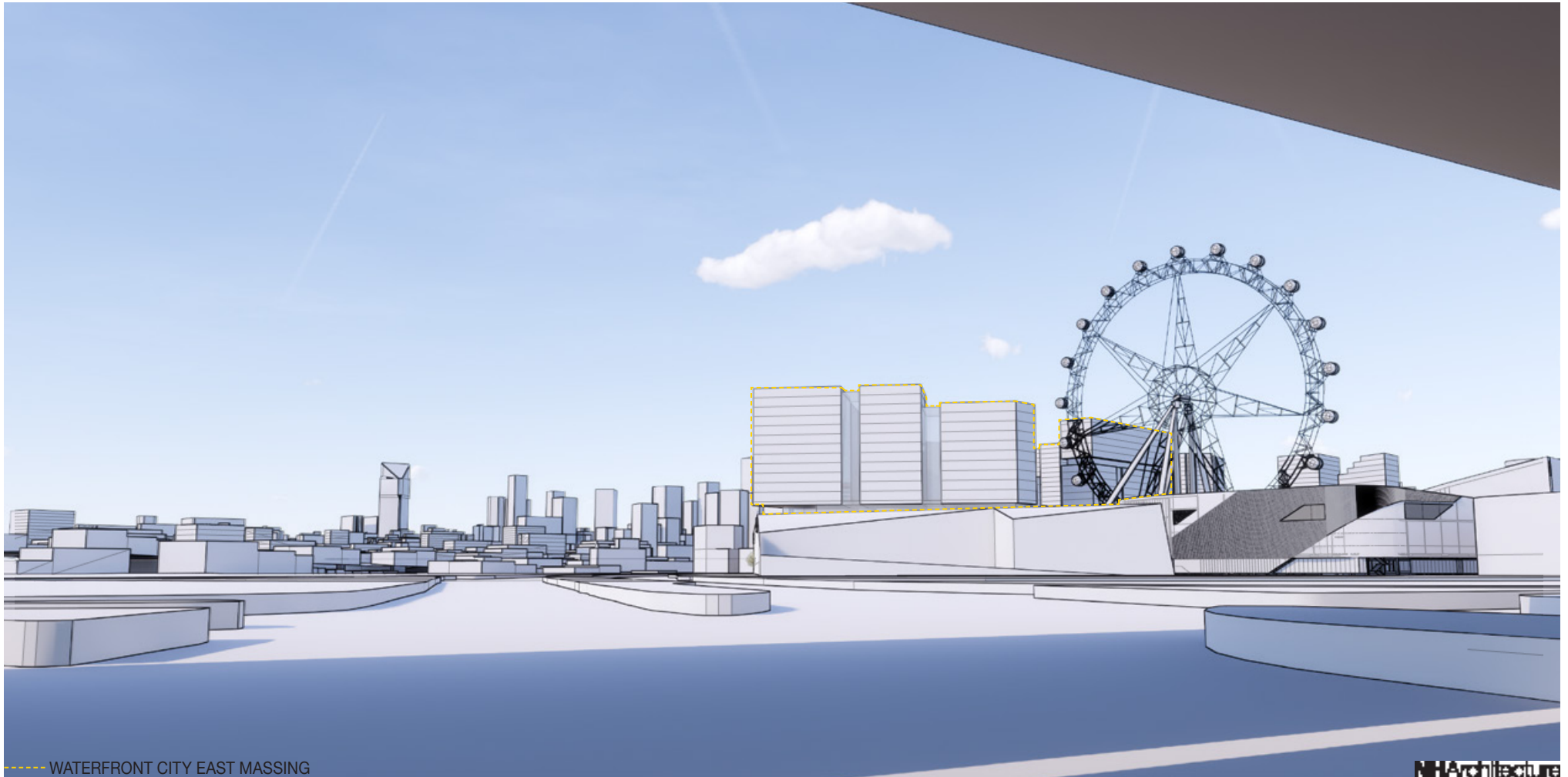
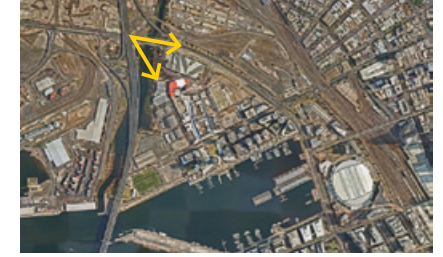
CITY MASSING VIEW 02 VICTORIA HARBOUR PROMENADE



----- WATERFRONT CITY EAST MASSING

NHArchitecture

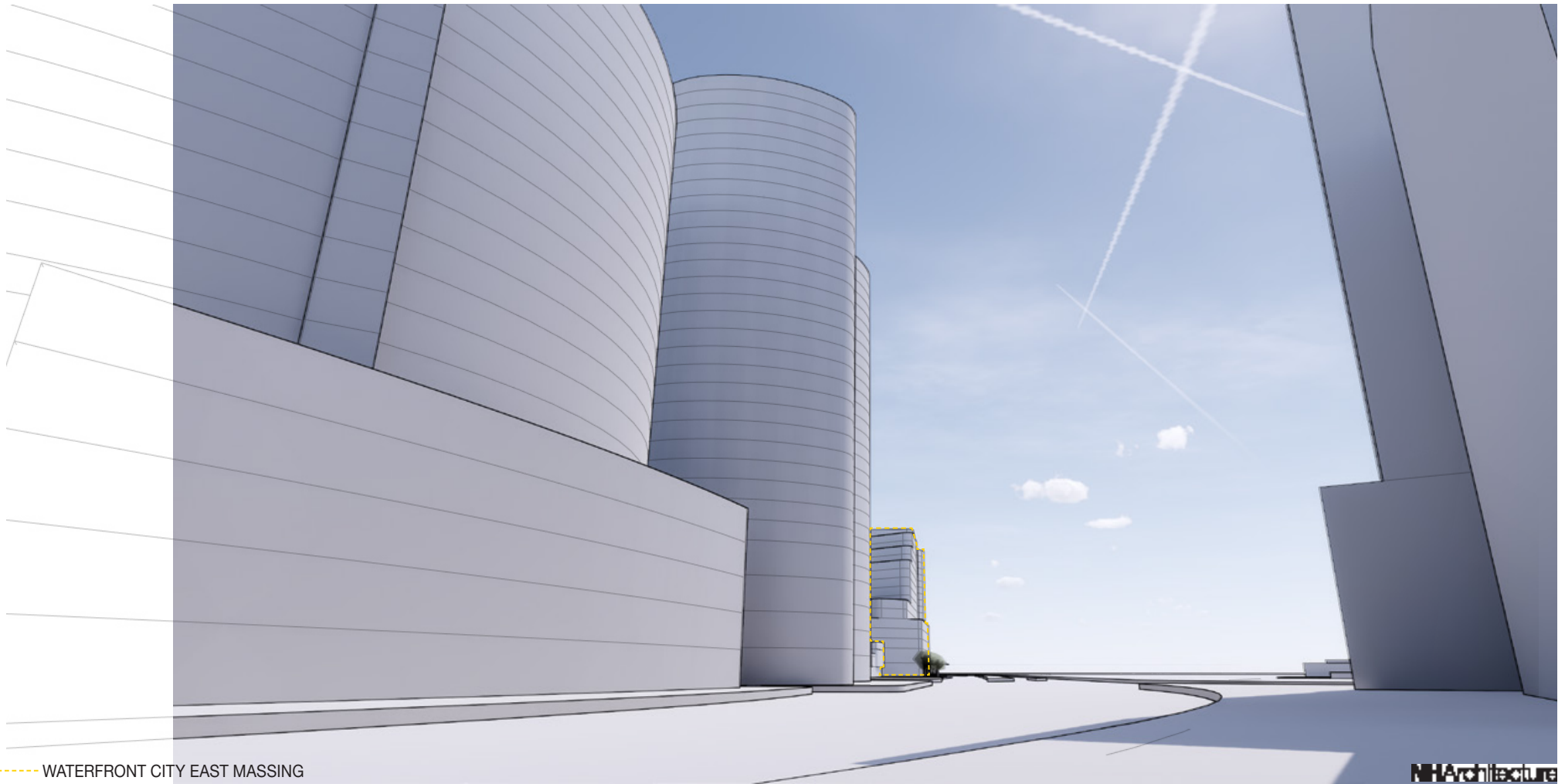
CITY MASSING VIEW 03 FOOTSCRAY ROAD



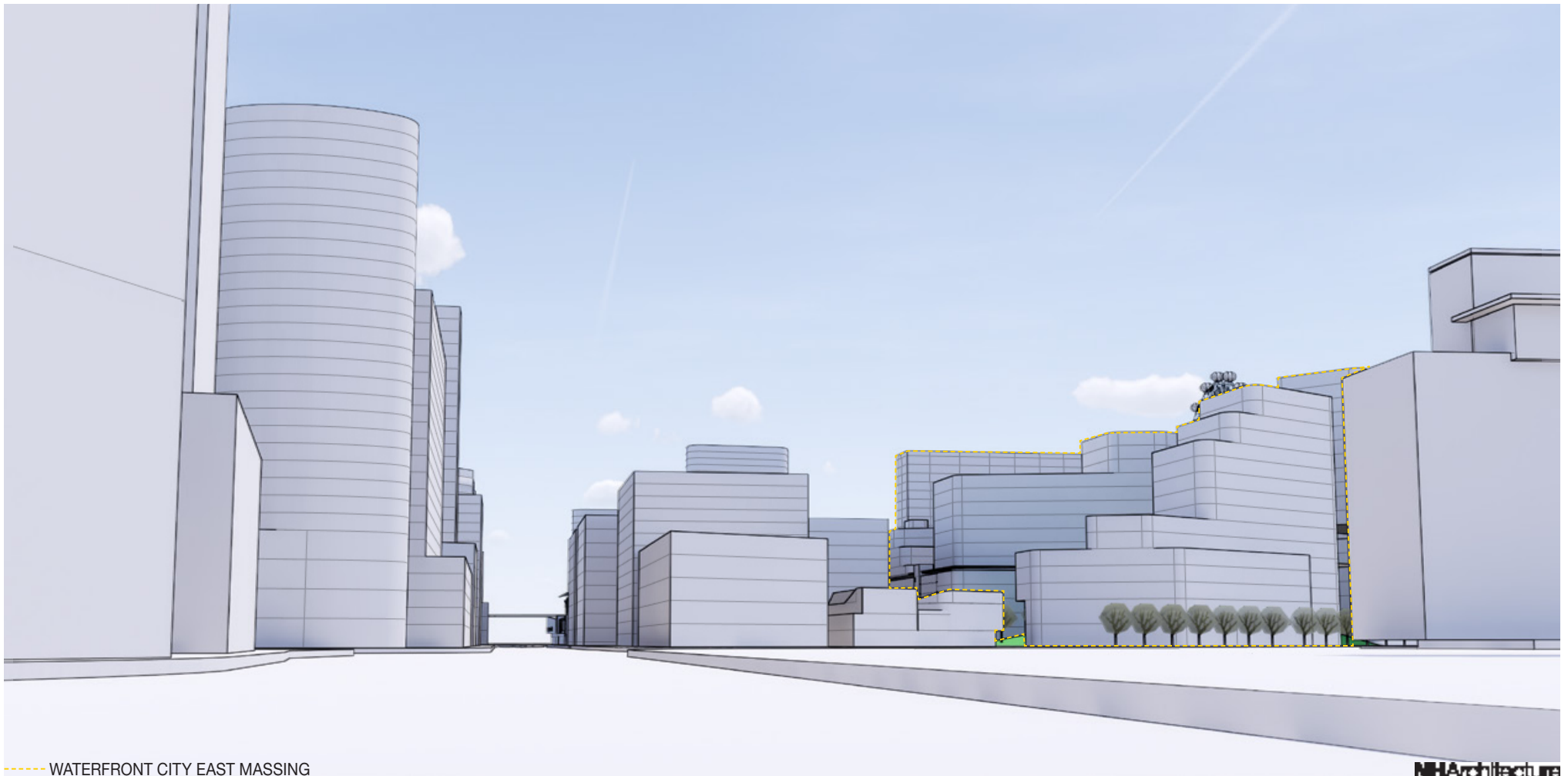
----- WATERFRONT CITY EAST MASSING

NHArchitecture

CITY MASSING VIEW 04 FOOTSCRAY ROAD



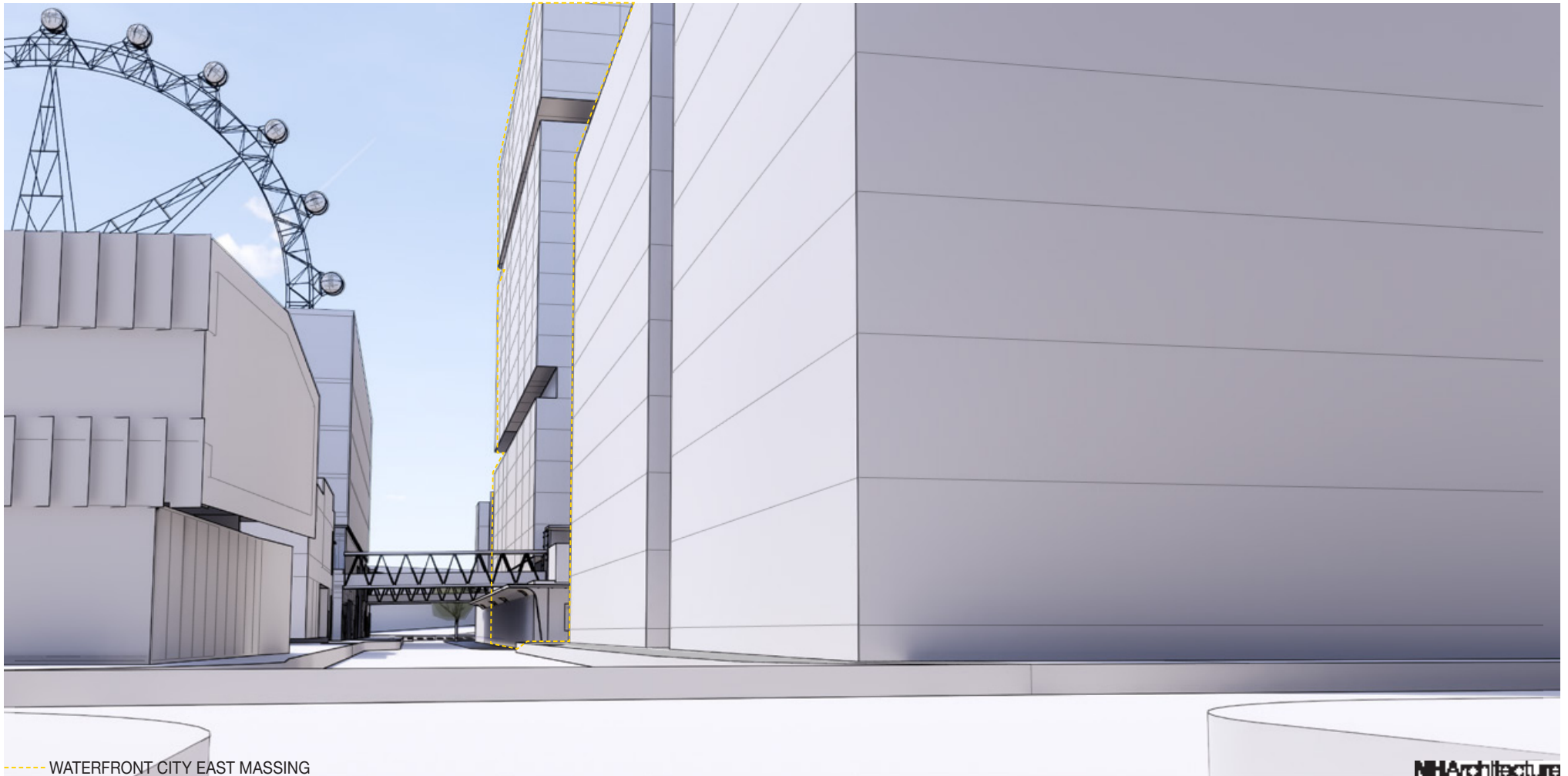
CITY MASSING VIEW 05 DUDLEY STREET



--- WATERFRONT CITY EAST MASSING

NHArchitecture

CITY MASSING VIEW 06 WATERFRONT WAY



--- WATERFRONT CITY EAST MASSING

NHArchitecture

4.5 WIND AND SHADOWING

Protect significant communal and public spaces from unreasonable wind and overshadowing impacts.

4.5.1 Wind Conditions

Development should ensure that all public and communal areas are protected from unreasonable wind impacts so that they are safe, usable and appropriate for their intended purpose. To achieve this, the following design requirements should be met, generally as shown in Concept Plans 15 and 16:

- A minimum of stationary criteria:
 - In sections of the communal space designed for long term stationary use;
 - around entrances and key pedestrian activity areas; and
 - Within the open space courtyard of Docklands Primary School on the southern side of Little Docklands Drive.
- A minimum of walking criteria:
 - On footpaths surrounding the site and within the new road;
 - In the two publicly accessible spaces on Footscray Road and Little Docklands Drive;
 - In sections of the communal space other than identified above;
 - On the North Melbourne link.

The resolution of the specific location of entrances, key pedestrian activity areas and areas for long term stationary uses, i.e. outdoor dining, will be resolved at the permit application stage for each building and will be done so with specific guidance by project wind consultants.

The ability to achieve stationary criteria within the courtyard of the Docklands Primary School can be achieved through various design measures and will be resolved at the permit applicant stage for the relevant buildings and will be done so with specific guidance by the project wind consultants.

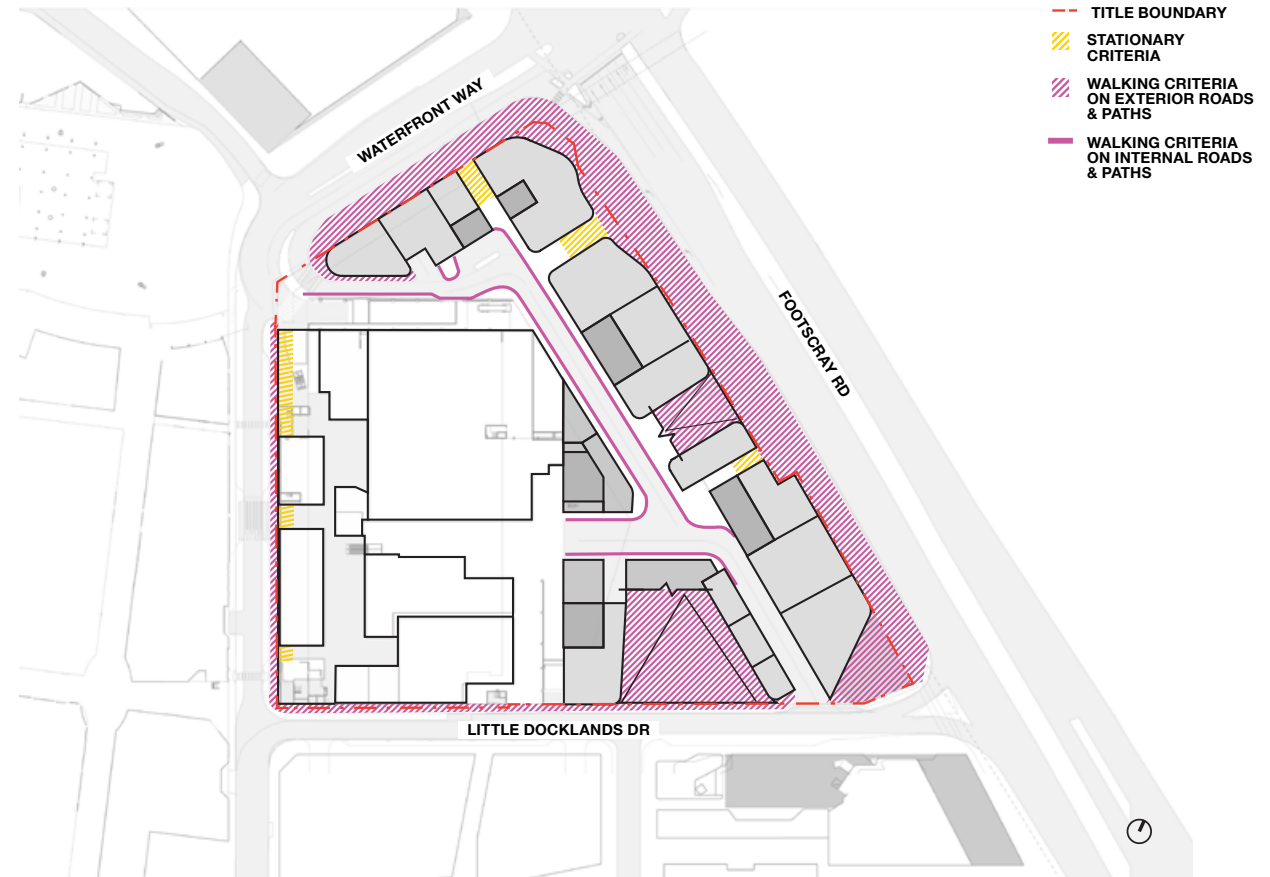


Figure 16 Concept Plan 15 - Wind standards

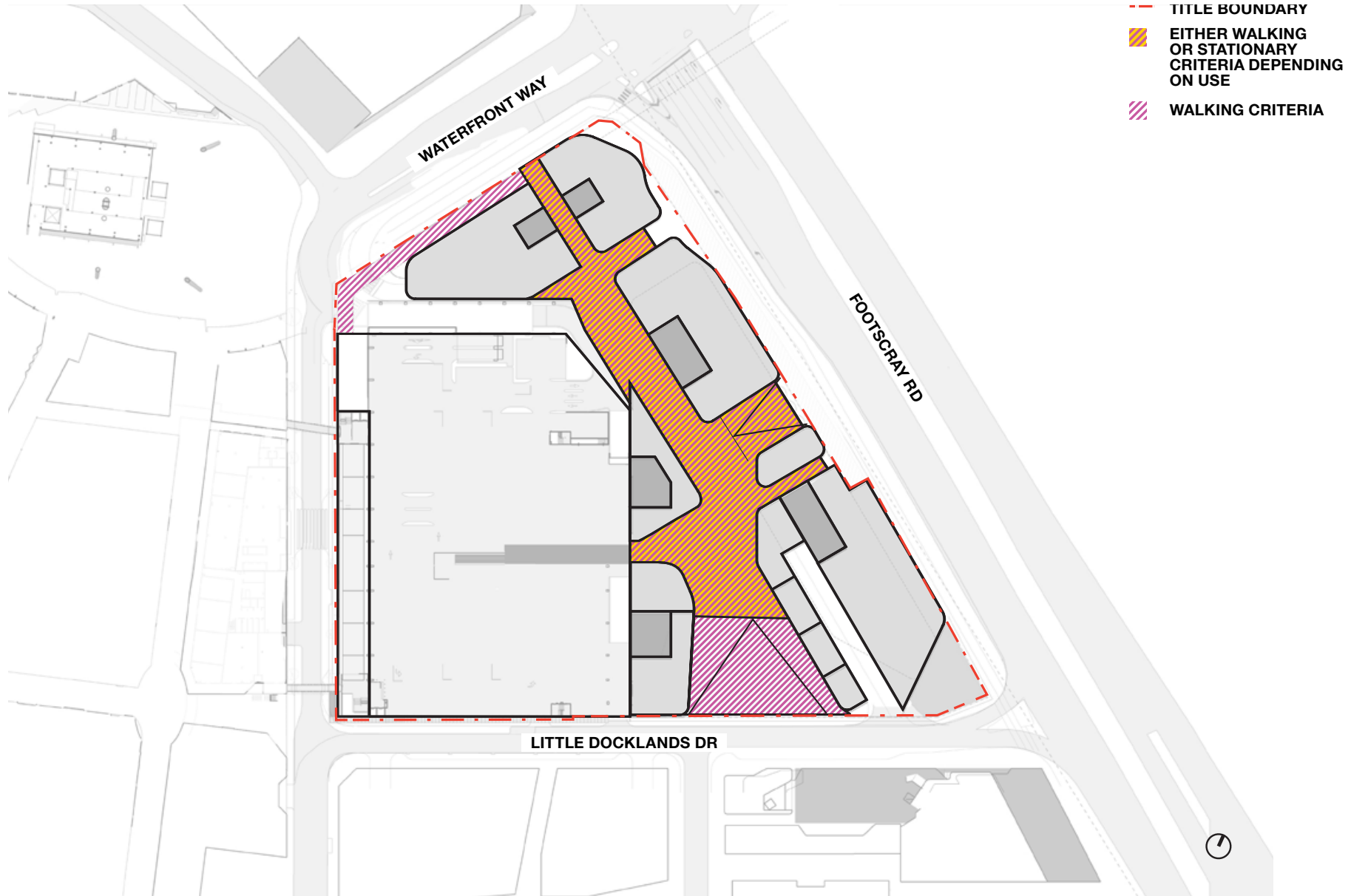


Figure 17 Concept Plan 16 - Wind standards

Wind Mitigation Measures

In order to achieve the wind conditions outlined above, wind mitigation measures may include (but are not limited to) the following:

- Pedestrian exclusion zones where wind levels exceed the nominated level;
- Venting through the building to alleviate ground level wind impacts;
- High balustrades; and
- Localised porous wind break screens (private and communal spaces only)

Note: Above principles extracted from wind report prepared by MEL Consultants

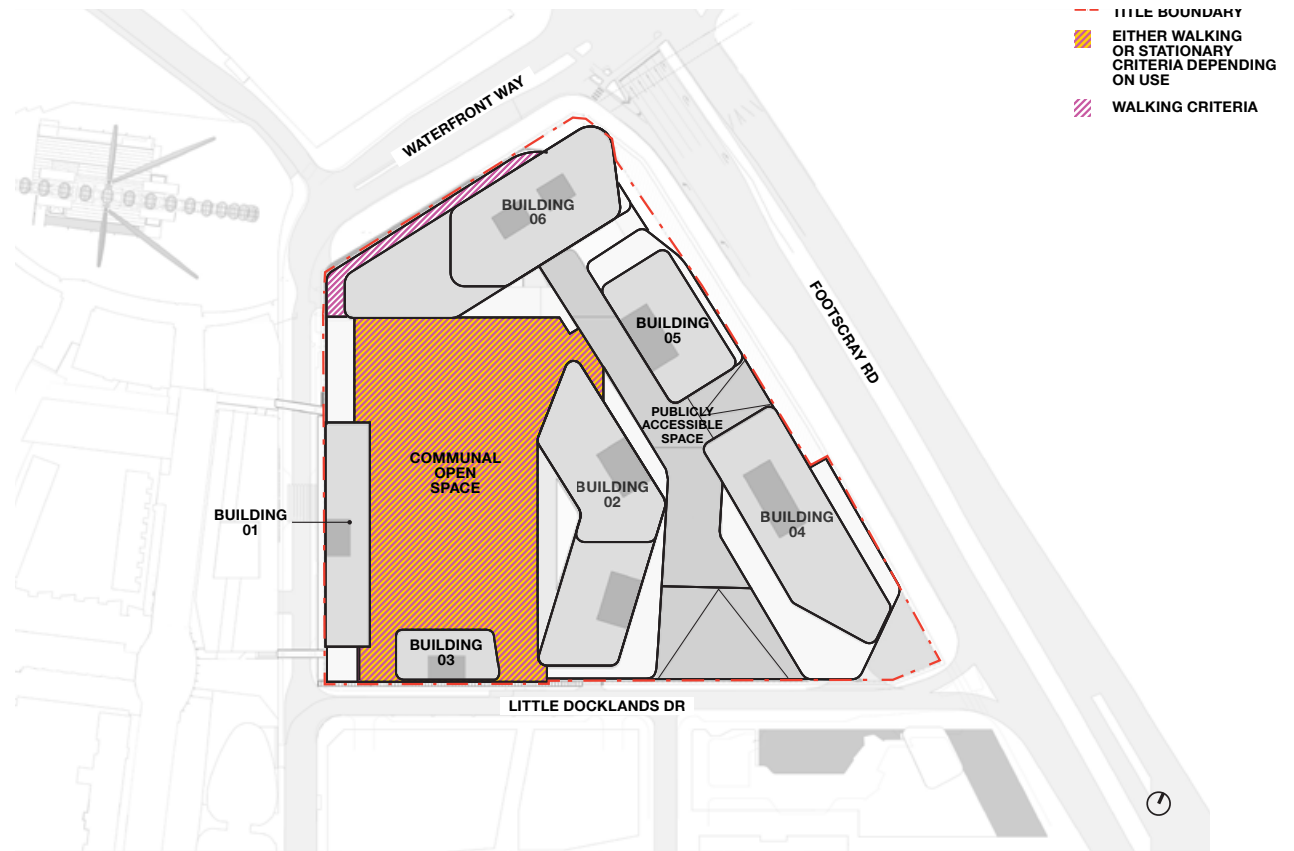


Figure 18 Concept Plan 16 - Wind standards, Elevated Communal Open Space

4.5.2 Shadowing

Building heights and setbacks should allow continued sunlight access into key public spaces and privately owned communal spaces at the equinox to ensure their continued use as high quality open space areas. To achieve this, the areas listed below, and as shown in Concept Plan 17, should meet the following design requirements:

The open space for the school on Little Docklands Drive:

- No additional shadowing between 9am and 3pm on the equinox.

The Melbourne Star Plaza

- No additional shadowing beyond 10.30am on the equinox.

The Elevated Communal Open Space

- At least 50% with direct sunlight between 9am and 3pm on the equinox.

The publicly accessible communal plaza on Little Docklands Drive

- Some direct sunlight that moves across the space between 11am and 3pm on the equinox

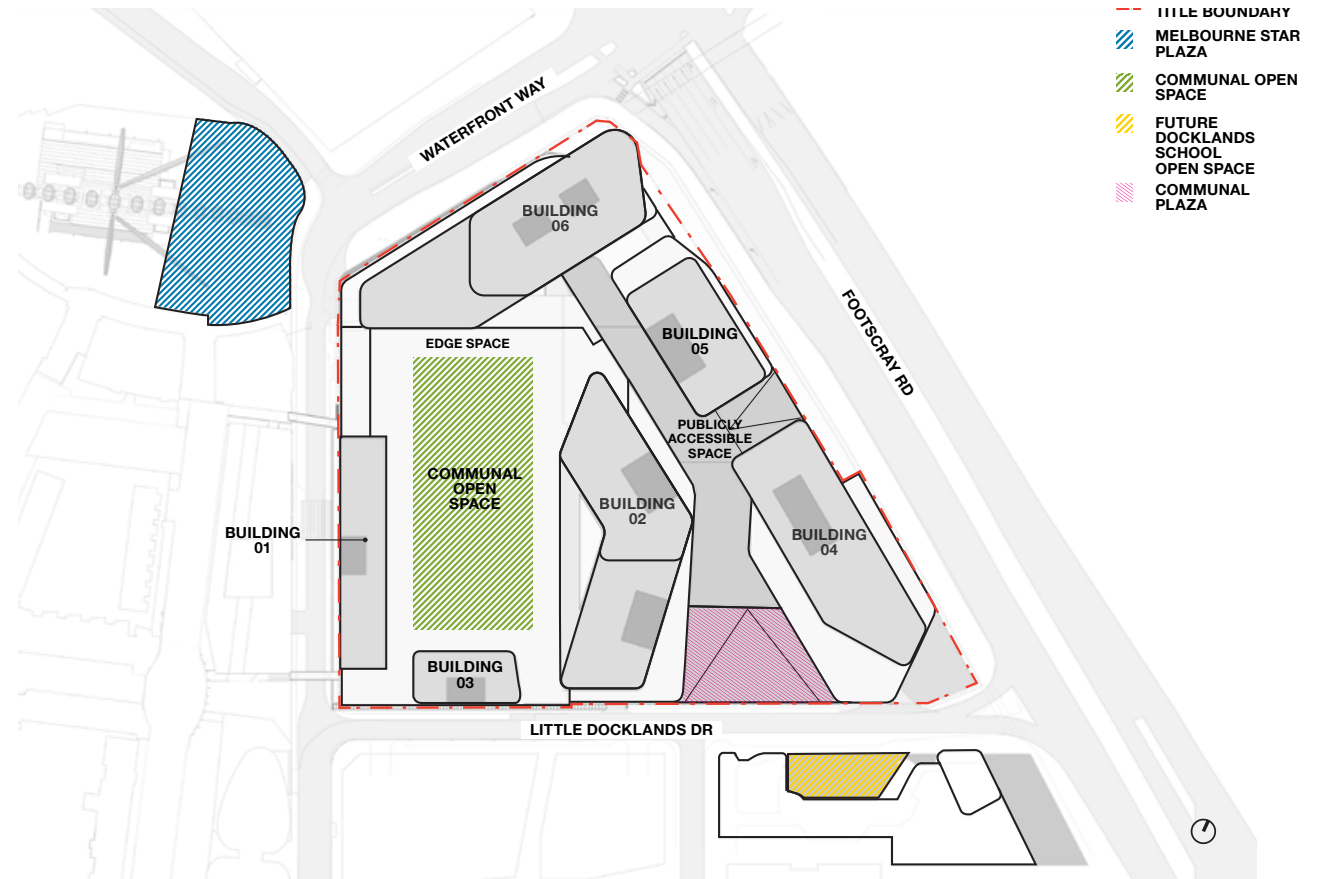
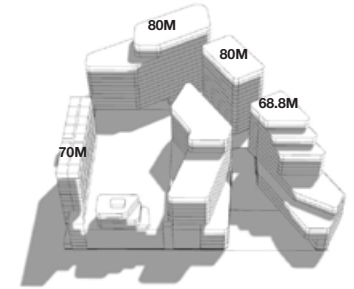
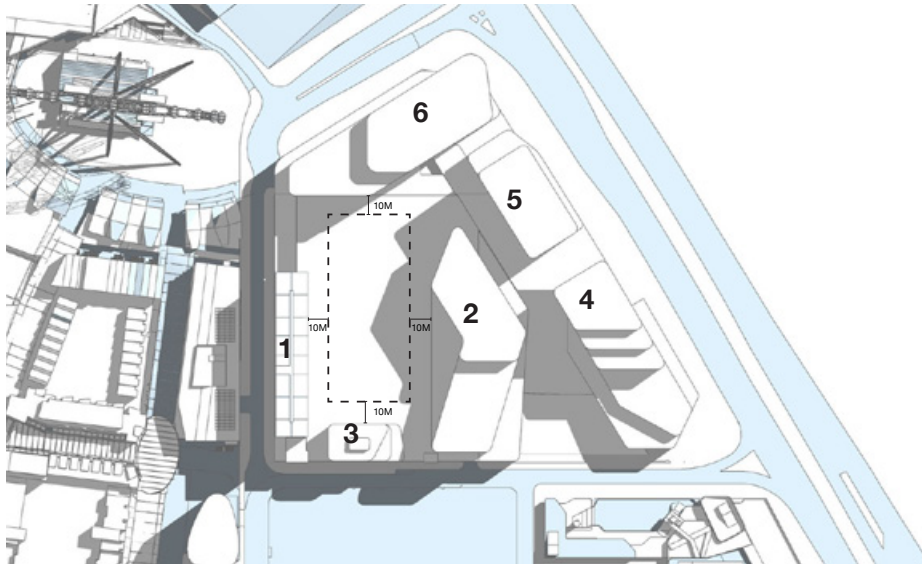


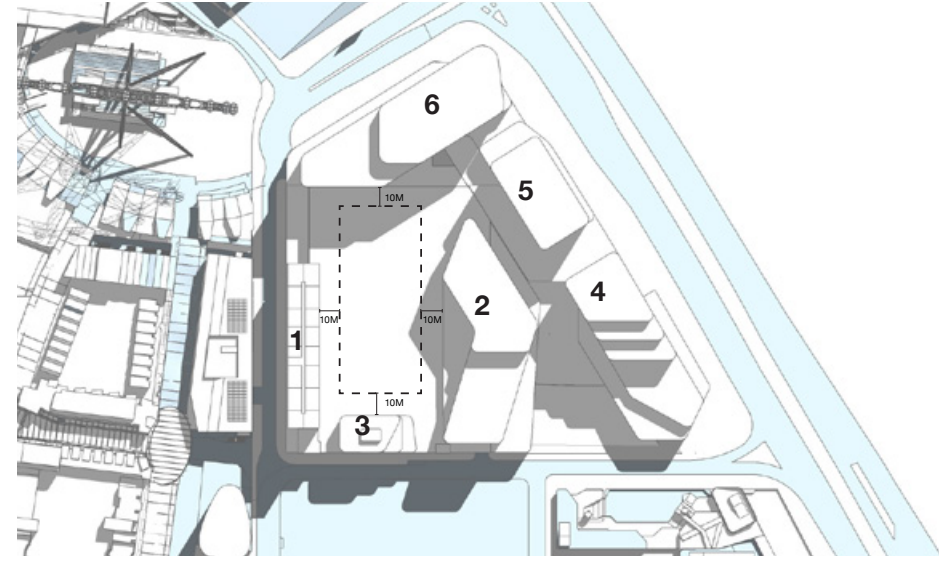
Figure 19 Concept Plan 17 - Shadowing, Elevated Communal Open Space



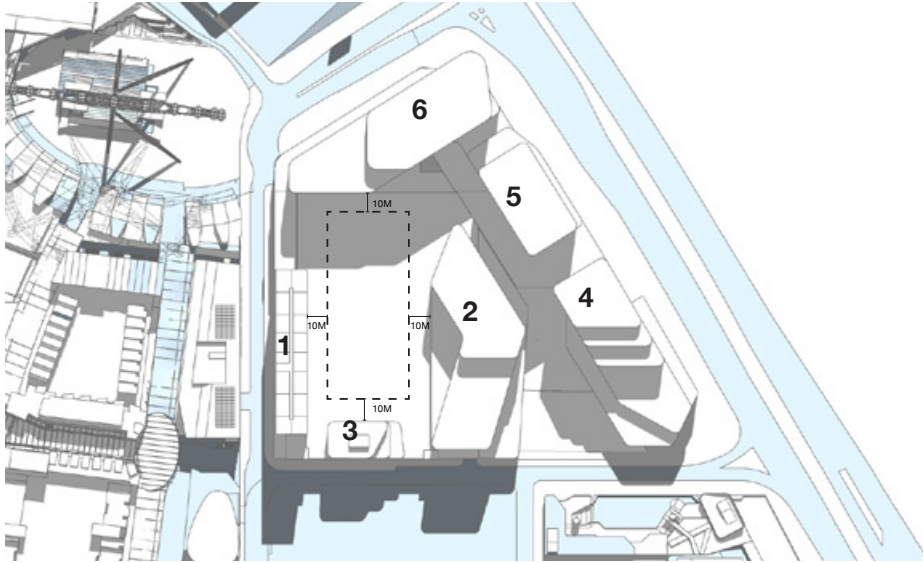
Sun amenity to Elevated Communal Open Space



21st September 11:00AM
75% total sun amenity to Elevated Communal Open Space

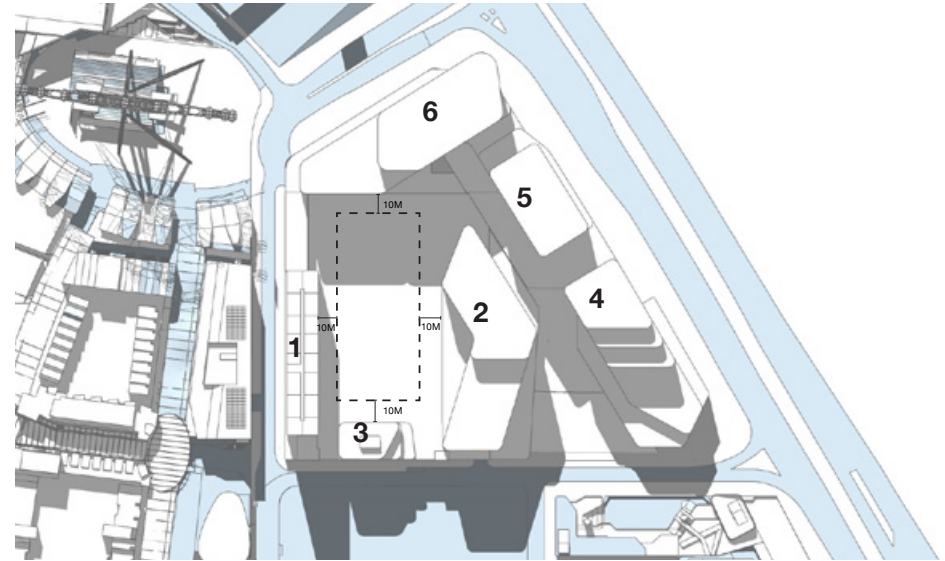


21st September 12:00PM
84% total sun amenity to Elevated Communal Open Space



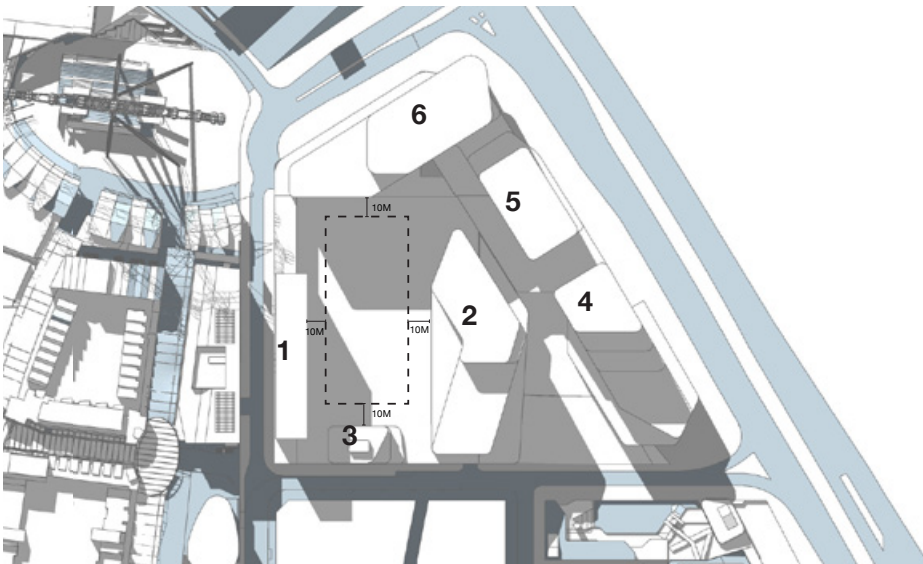
21st September 1:00PM

72% total sun amenity to Elevated Communal Open Space



21st September 2:00PM

62% total sun amenity to Elevated Communal Open Space



21st September 3:00PM

40% total sun amenity to Elevated Communal Open Space

4.5.3 Weather Protection

Weather Protection should be provided through the integration of canopies to buildings and areas of open space generally consistent with Canopy Plan Figure 20. Detail will be resolved at the planning permit stage for each building in consultation with wind requirements.

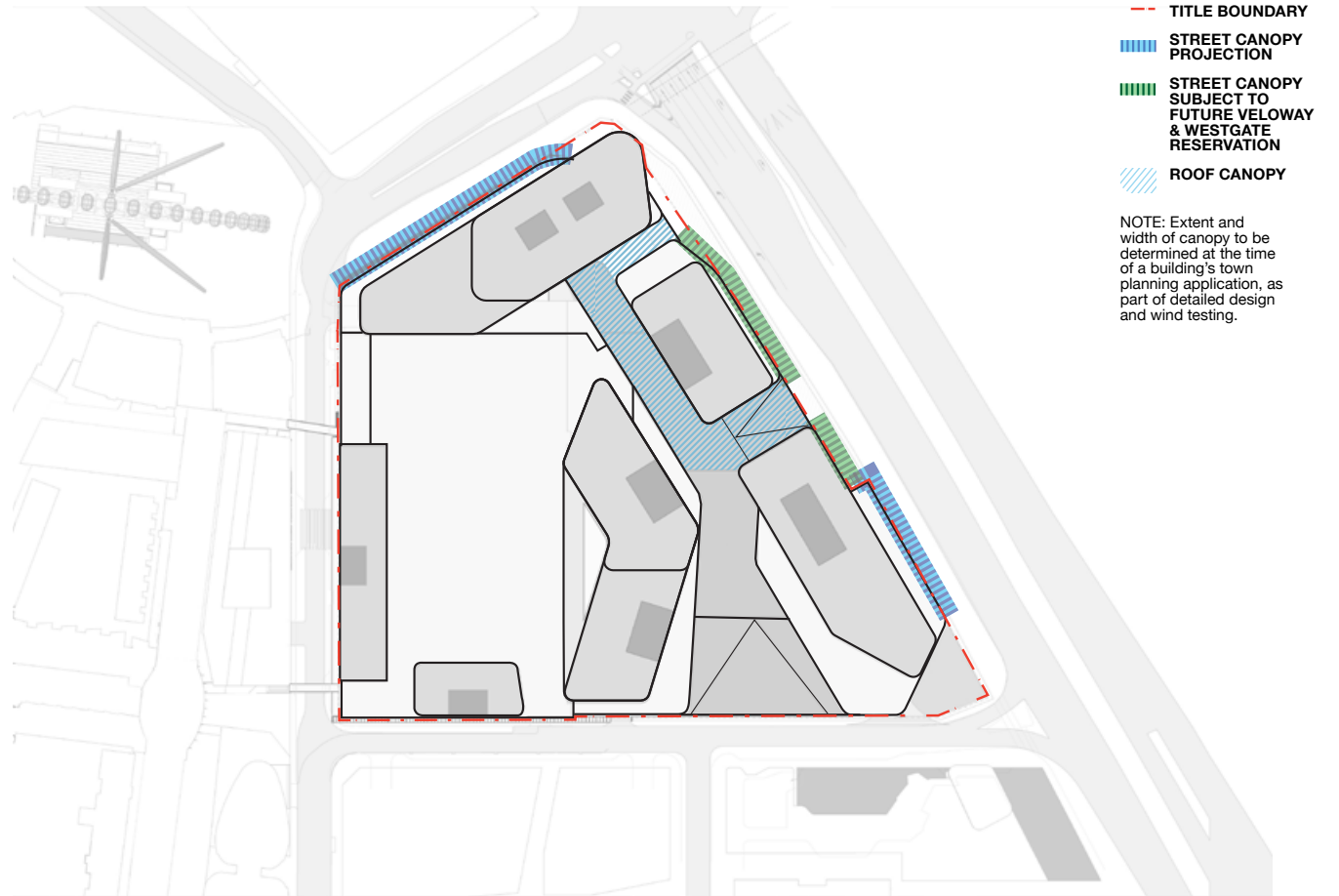


Figure 20 Canopy Plan

05 MOVEMENT AND PARKING PLANS

5.1 PEDESTRIAN CONNECTIONS

Create a series of connections and linkages through the site to integrate with the wider pedestrian network and provide for fluid pedestrian movements across levels.

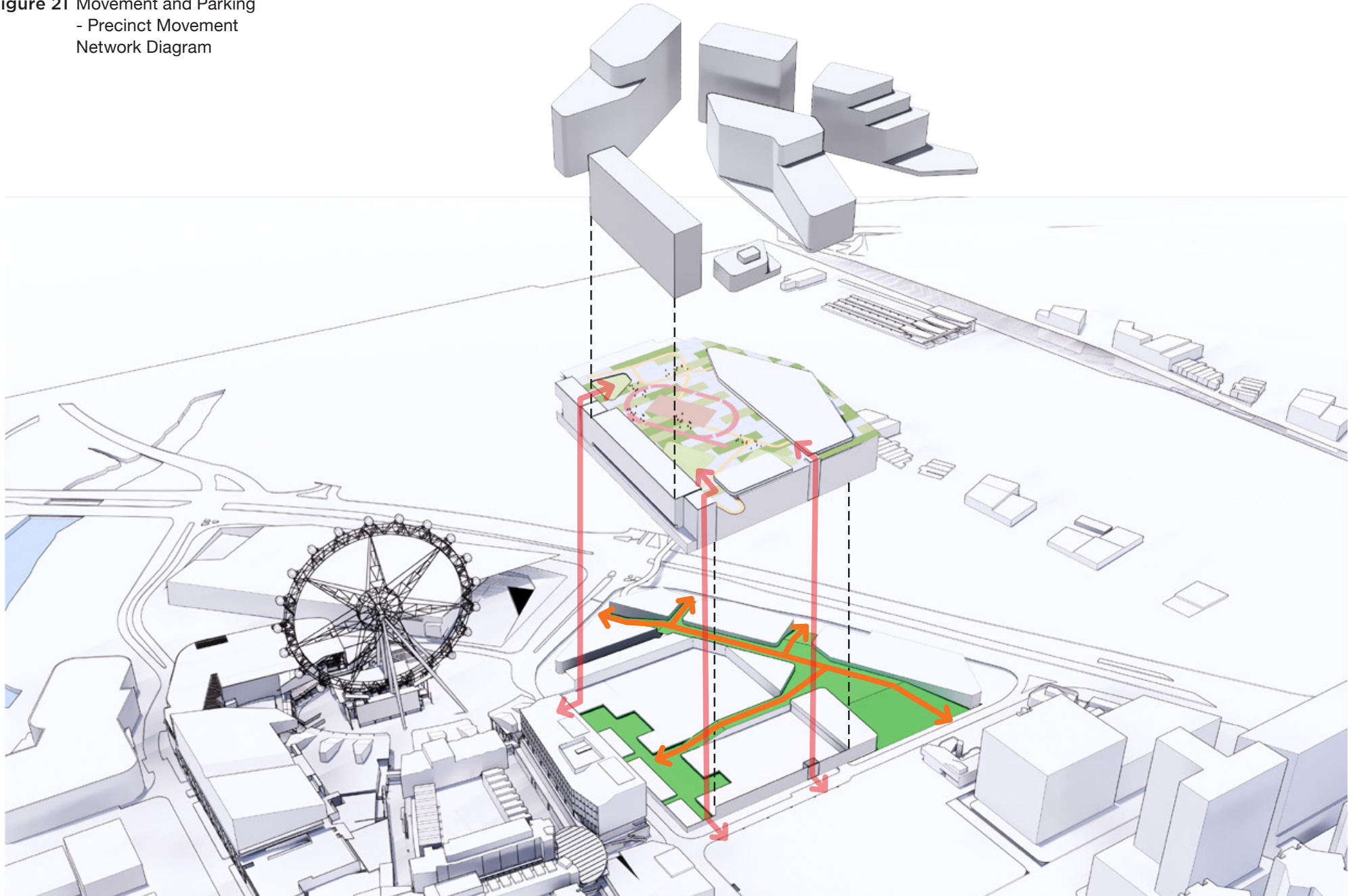
A high level of pedestrian permeability will be provided through the site, within a pedestrian network that will guide visitors through the varying levels of the site in a fluid manner as demonstrated on **Movement and Parking: Precinct Movement Network Diagram and Sections A, B and C**. Access points will be located and designed to:

- be obvious, attractive and efficient;
- avoid conflict with vehicles; and
- Provide seamless integration between the ground plane and upper levels.

To achieve this, the following design requirements should be met:

- Provide pedestrian access points at ground level, located generally in accordance with **Movement and Parking Plan 3**;
- Provide for movement through the site at first floor level, generally in accordance with **Movement and Parking Plan 4**;
- Provide capacity for the inclusion of a potential integrated 'landing point' from North Melbourne across E-Gate to Docklands generally as shown on **Movement and Parking Plan 4**;
- Provide for access to the Elevated Communal Open Space, generally in accordance with **Movement and Parking Plan 5**; and
- Provide for a variety of access point types which may include (but is not restricted to) those shown in **Movement and Parking Plan 6**.

Figure 21 Movement and Parking
- Precinct Movement
Network Diagram



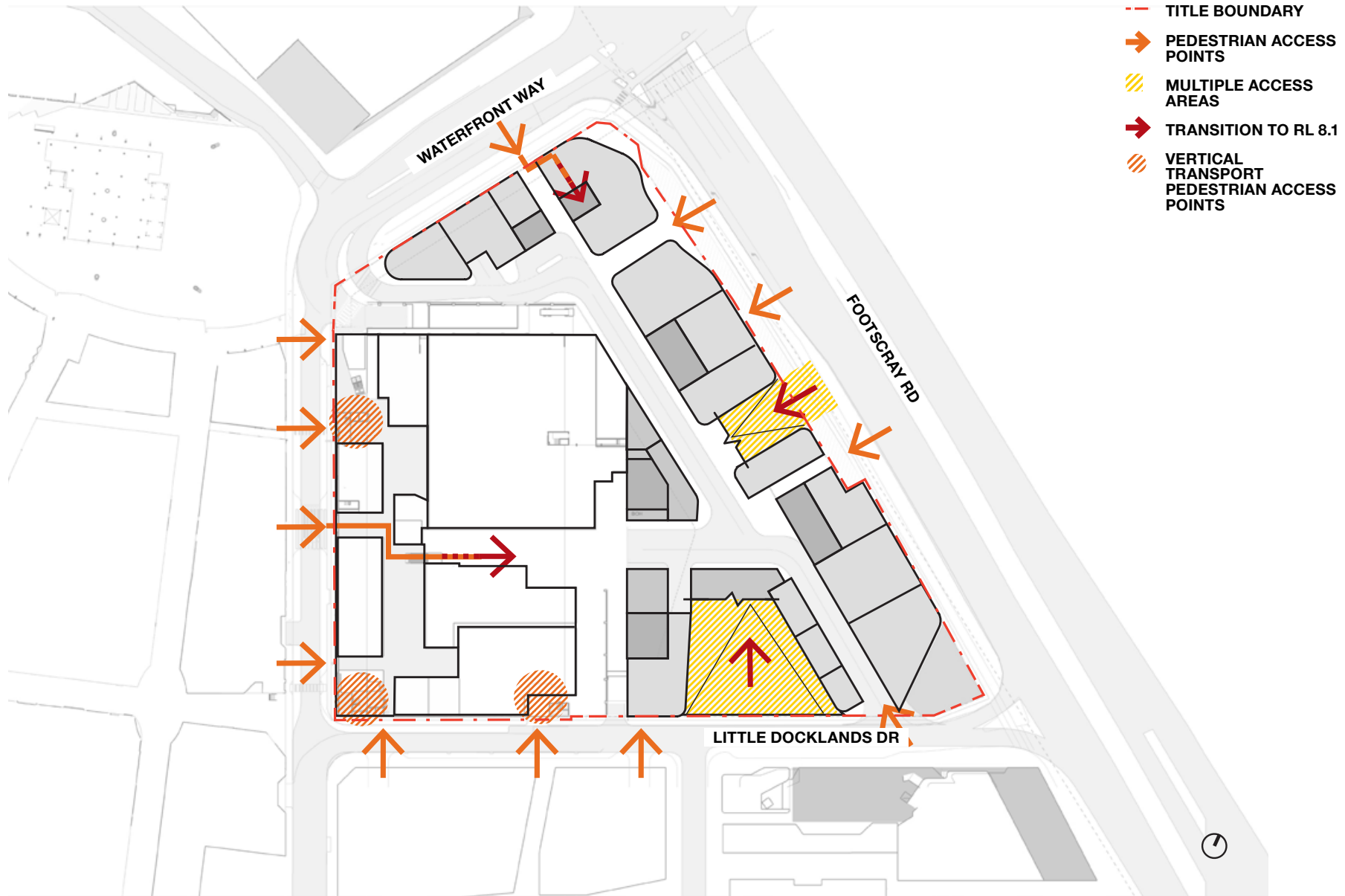


Figure 22 Movement and Parking Plan 3 - Ground Floor pedestrian paths and access points

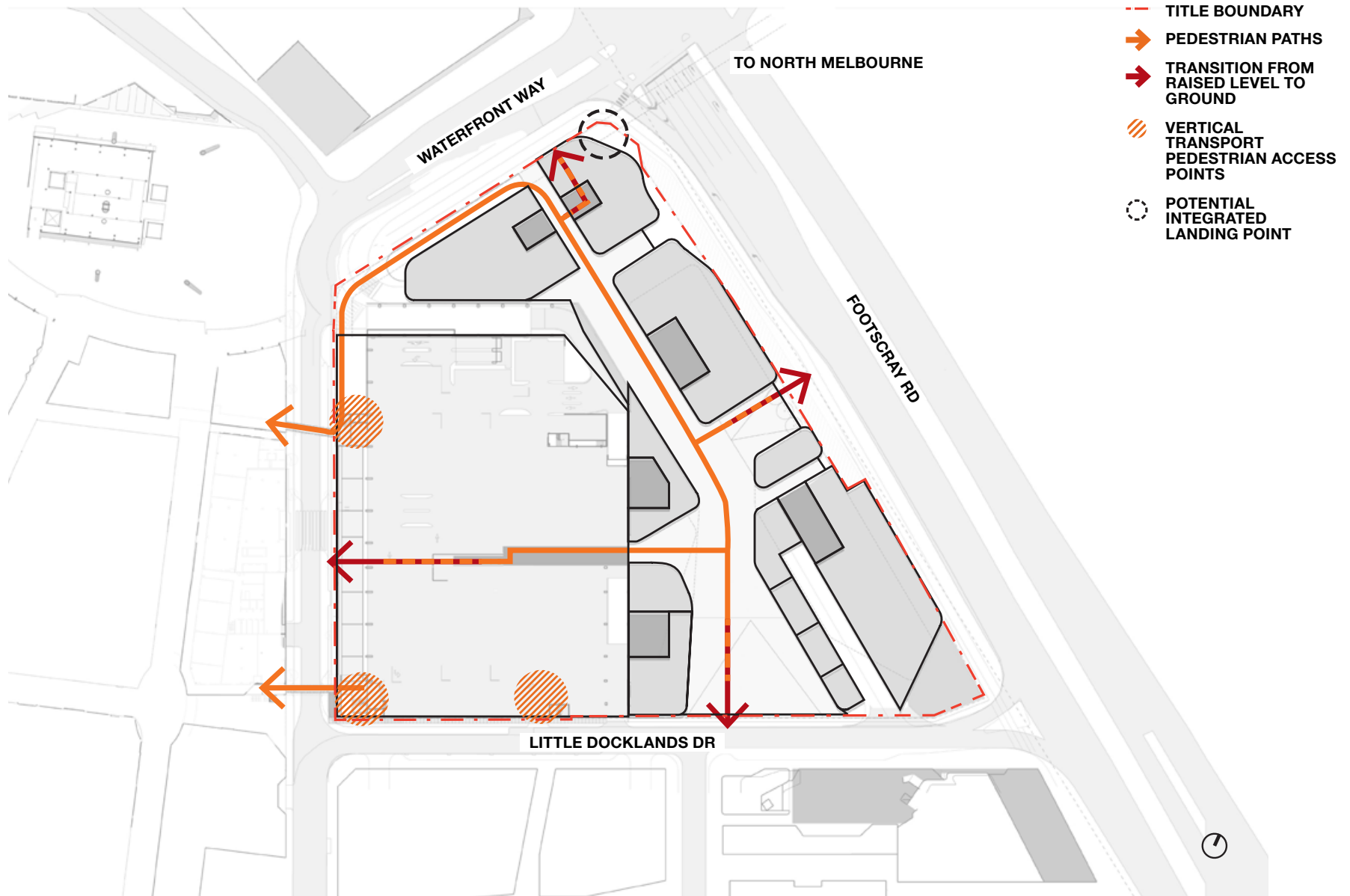


Figure 23 Movement and Parking Plan 4 - Level One pedestrian paths and access points

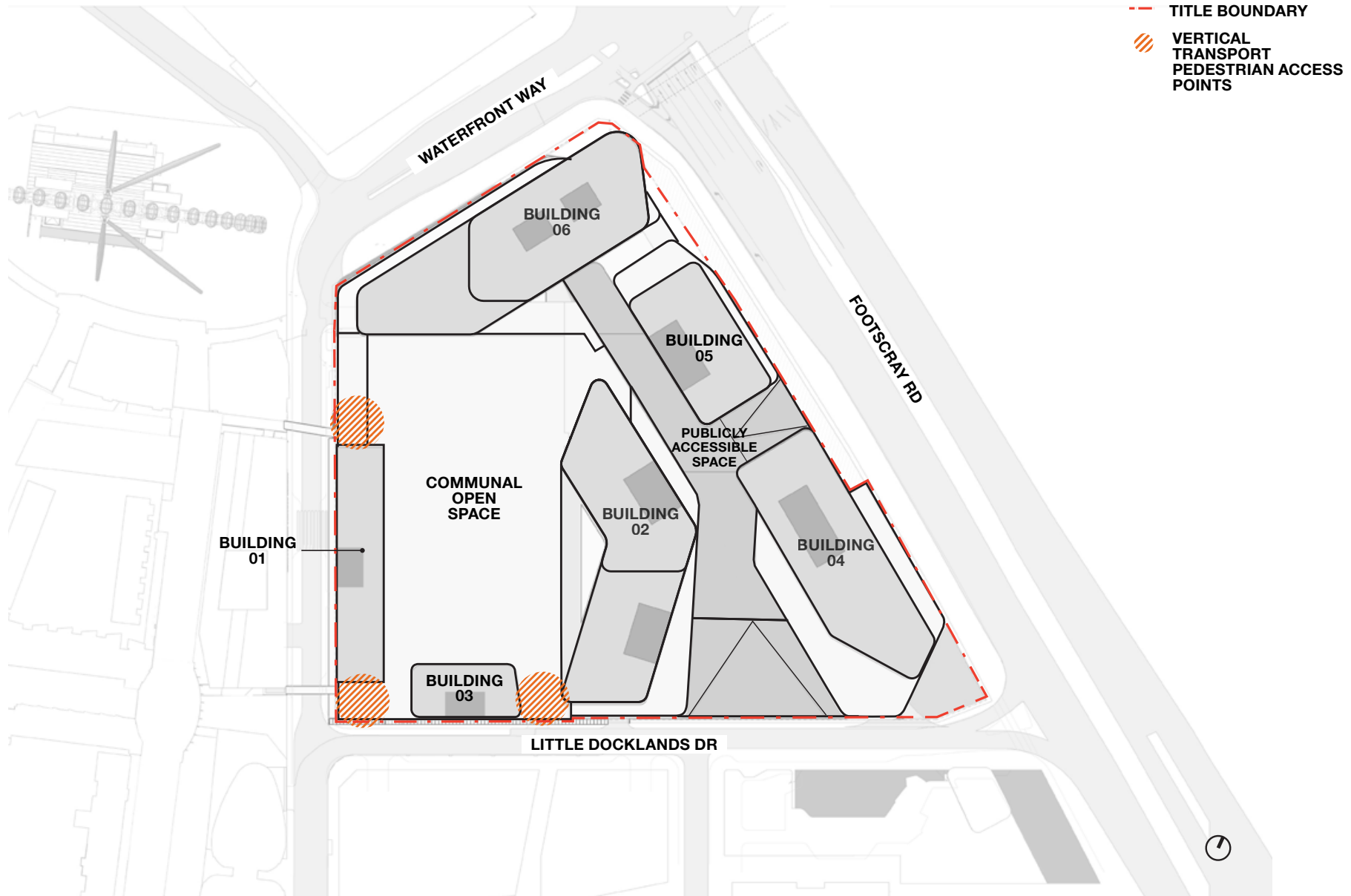
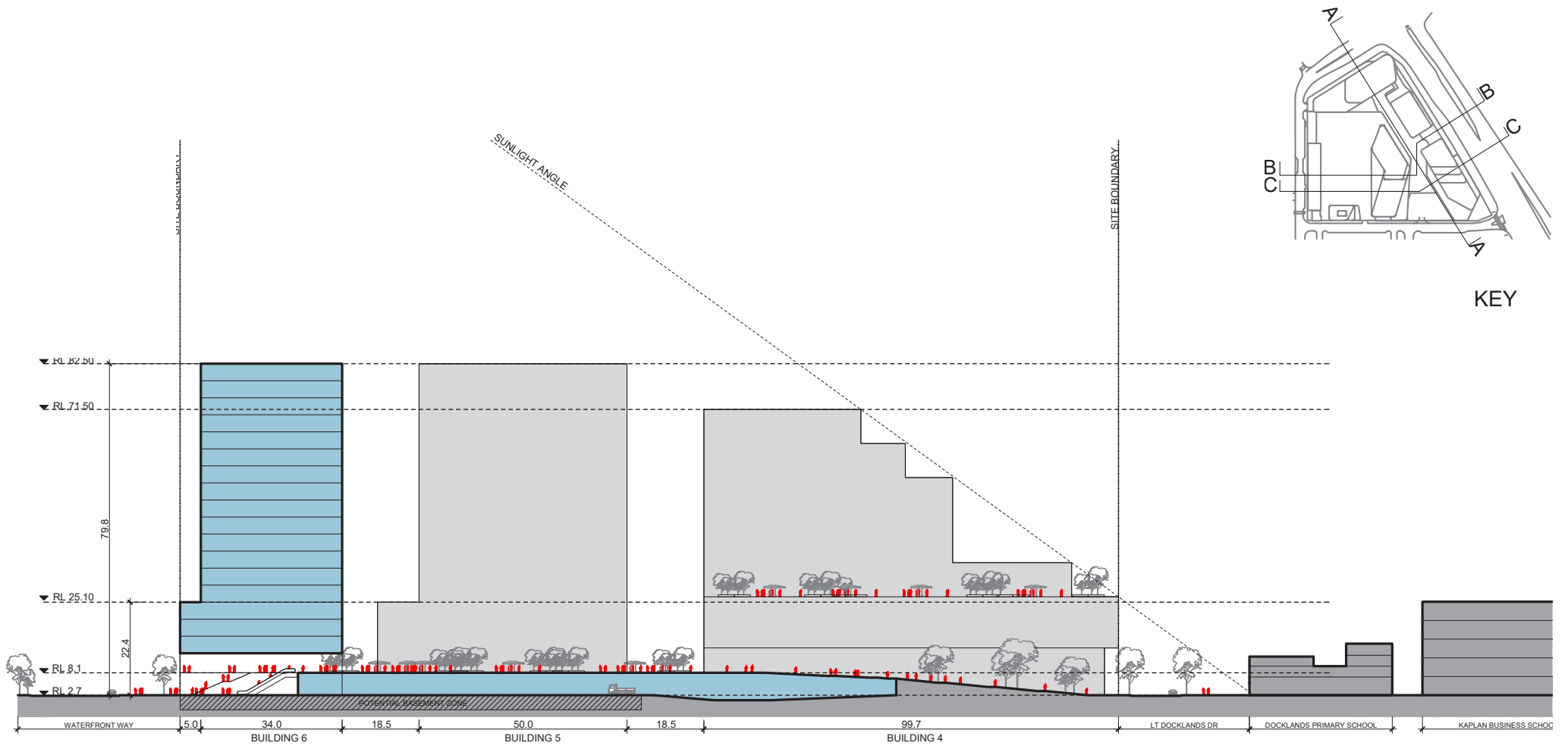


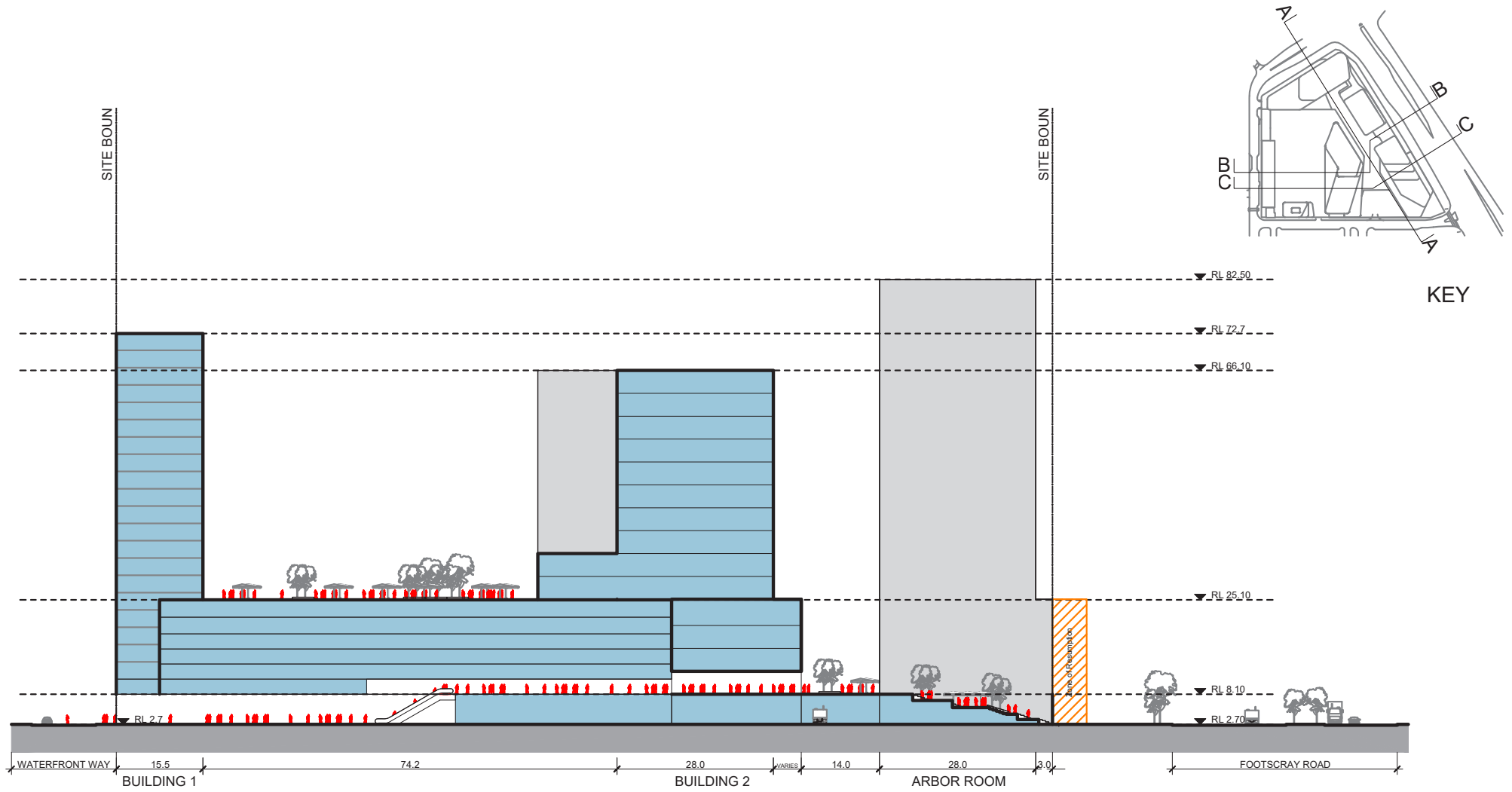
Figure 24 Movement and Parking Plan 5 - Elevated open space and pedestrian access points



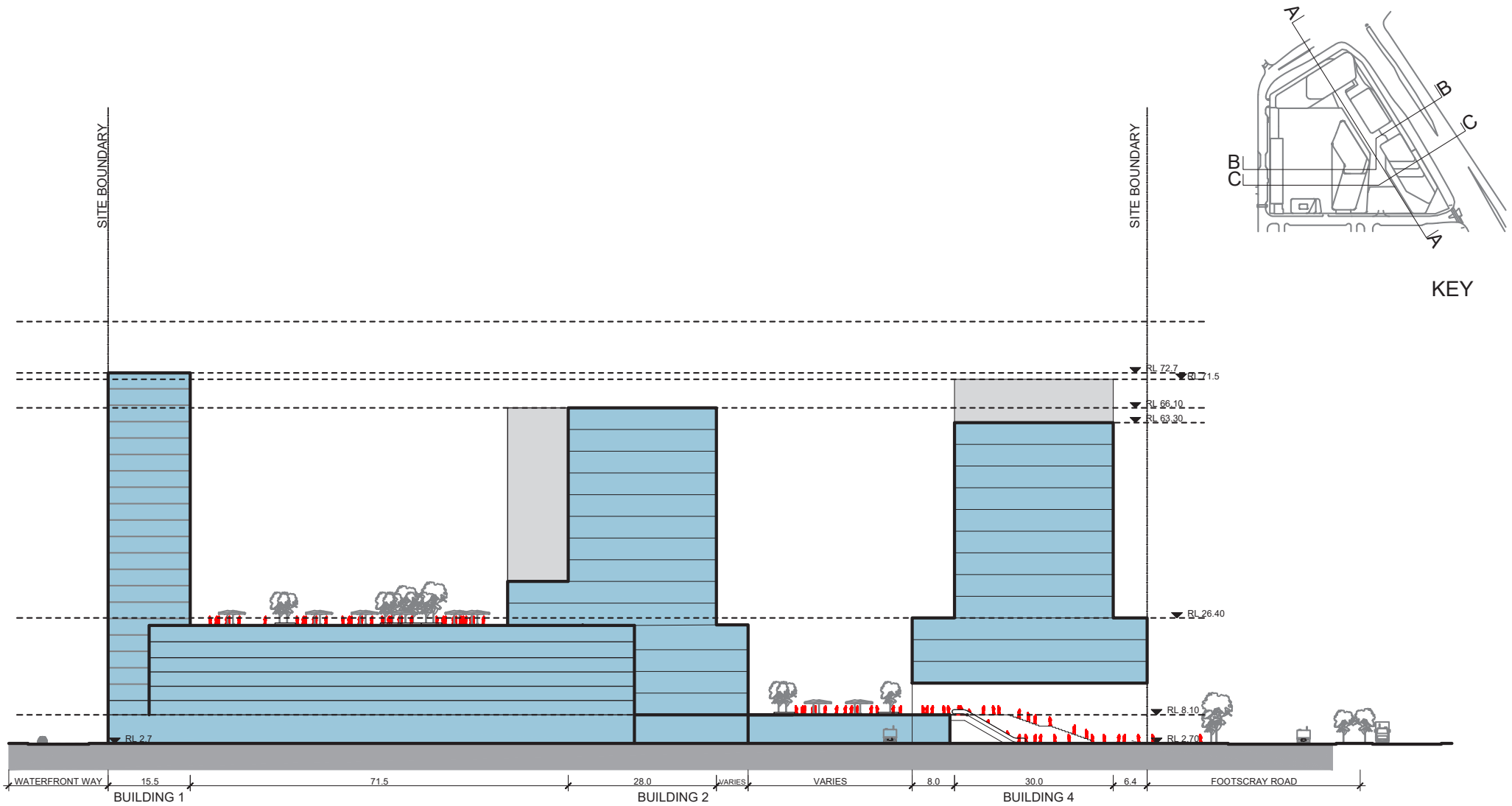
circulation
daily life
invitation
publicness
spectacle
transitional form
urban stitching



SECTION AA 1:1000 @ A3



SECTION BB 1:1000 @ A3



SECTION CC 1:1000 @ A3

5.2 BICYCLE AND CAR PARKING.

Ensures an appropriate provision of car parking and bicycle spaces and a road network which provides for safe and efficient access and egress. Car parking will be provided within sleeved podiums and potential basements.

5.2.1 Road Network

The road network will be improved by the construction of a road connecting Waterfront Way to Little Docklands Drive and works to surrounding intersections. The road network should be arranged to manage the expected traffic impacts safely and efficiently.

To achieve this, the following design requirement should be met:

- The road alignment and intersection improvements should be generally as shown in **Movement and Parking Plan 7**.

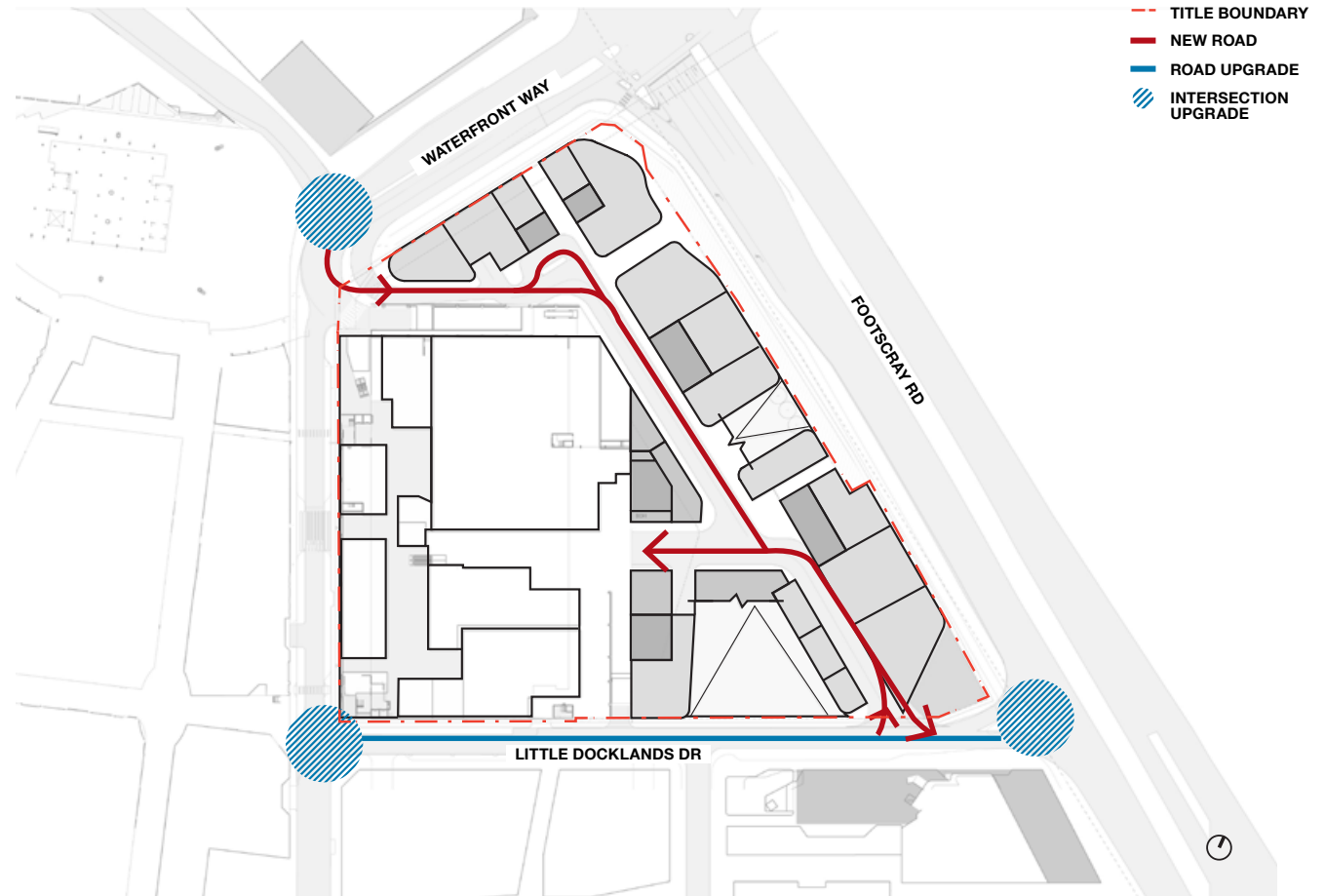


Figure 25 Movement and Parking Plan 7 - Road provision and upgrades

5.2.2 Site Access

The vehicle access points within the site should be designed to efficiently connect to the surrounding road network, as well as minimising conflict points with pedestrian and bicycle movement spaces. To achieve this, the following design requirements should be met:

- access points to car parking, loading and unloading and pick-up/ drop-off areas should be generally as shown in **Movement and Parking Plan 8**.
- Allow for car parking within sleeved podiums
- Car parking spaces and accessways should comply with the relevant Australian Standards.
- Extent of possible basement as shown in **Movement and Parking Plan 9**.

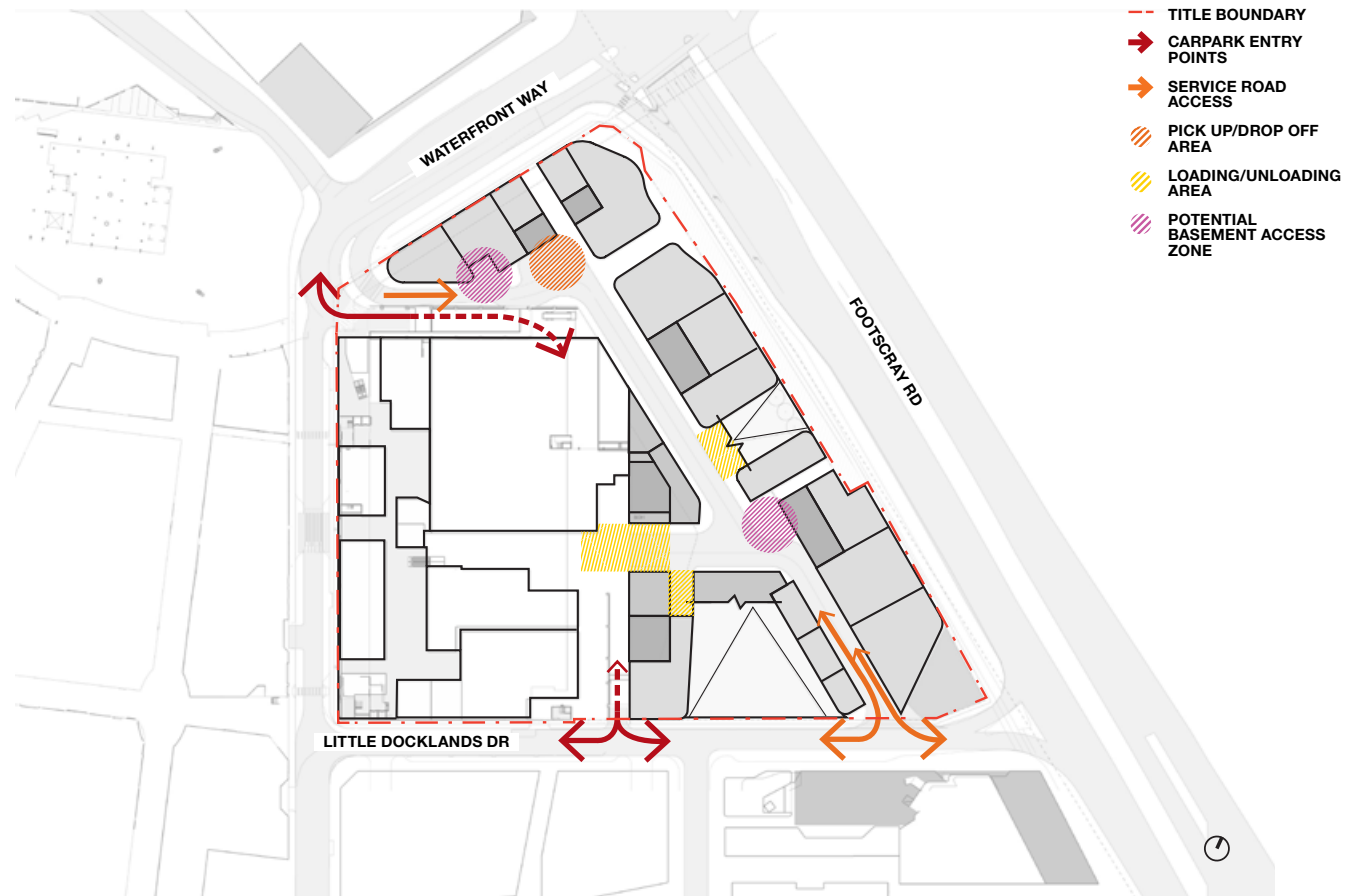


Figure 26 Movement and Parking Plan 8 - Access to car parking spaces, loading areas and pick up/drop off points



Figure 27 Movement and Parking Plan 9 - Possible basement extent

5.2.3 Car Parking, Motorcycle and Bicycle Provision

The development will provide car, motorbike and bicycle parking at rates that reflect the range of transport options available to residents, workers and visitors to the site.

To achieve this, the development should meet the following design requirements:

- A maximum car parking provisions of:
 - 1,333 car parking spaces for residents and workers of the site, including a maximum of:
 - 1 space to each dwelling; and
 - 1 space to each 100 sq m of gross floor area for employment uses.
 - 2,846 publicly available car parking spaces.
- The opportunity for car share spaces within car parks should be considered. The inclusion of car share spaces should be determined at the planning permit stage, once the details regarding the exact composition of the buildings have been refined
- A minimum motorcycle parking provision of:
 - 1 space per 100 car parking spaces.
- A minimum bicycle space provision of:
 - 1 space per dwelling. The use of apartment storage lockers to provide the resident bicycle parking requirement should be permitted provided that the size of the storage locker is sufficient to meet the bicycle storage envelope outlined in the Australian Standard;
 - Provision consistent with the requirements of Clause 52.34 for employment uses.
 - Bicycle parking will be provided in communal areas in convenient locations for users.

06 THE PUBLIC REALM AND LANDSCAPE

6.1 ENHANCE THE PUBLIC REALM

Enhance the public and communal realms through the provision of privately owned open space and streetscape improvements that link to the broader network of open space;

A Place for People
Human Scaled Open Space



Connected
Legible and Permeable



Diversity
Landscape Responding to Setting



Uses
Complimentary Ground Plane Uses



Authenticity
Places for WFC



6.1.1 The Public Realm

The public realm will be designed in a way that is ‘familiar’ and assists with way finding and creating a sense of place.

The shape of Waterfront City’s public realm cannot be superimposed onto the site, but will need instead to opportunistically annex inherited site conditions and work with them to give communal space a scale, connectivity and character that can hold its own within the city. To achieve this, design of the public realm and open spaces should:

- Create a new public realm framework that is responsive, complementary and well connected to Waterfront City and the wider Docklands precinct;
- Build upon the character and structure of the existing street network as a robust and legible armature within which to collect other spatial types such as urban plazas and open space on structure;
- Develop an urban place of distinctive characters that provides safe and equitable access to a diverse range of residents, workers and visitors;
- Extend the public realm and urban waterfront experience of New Quay into Waterfront City with clear accessible and activated connections to the wheel, waterfront, Ron Barassi Snr Park etc; and
- Invest in the infrastructure of connection - the bridge, the inclined ground plane, the street etc with a city making scale and singularity.

To achieve these objectives, the following design requirements should be met:

- The design of the public realm around and through the site should be generally in accordance with **Public Realm Plans 1-11**;
- Materials and finishes of the privately owned communal open space should take reference from the Docklands Design and Construction Standards for Public Infrastructure Works and be considerate of sustainability, durability, fitness for use and resistance to vandalism.
- Planting should be generally in accordance with **Planting Schedule 1**.
- Provide active interfaces between buildings and the public realm at the site’s four street interfaces generally in accordance with **Street Sections A, B, C and D**.

6.1.2 Publicly Accessible Communal Space

The development will provide for two privately owned publicly accessible open space that are high quality, accessible and usable. These should be consistent with the following design requirements:

- Provide a publicly accessible communal space along Little Docklands Drive located generally as show in Public Realm Plan 3; and
- Provide a publicly accessible communal space along Footscray Road located generally as shown in Public Realm Plan 4.

These two areas of open space should:

- Provide open spaces suitable for their intended purpose;
- Provide planting for shading and wind protection; and
- Provide a number of different types of open space experiences ranging from passive/ informal, to highly active urban destinations.

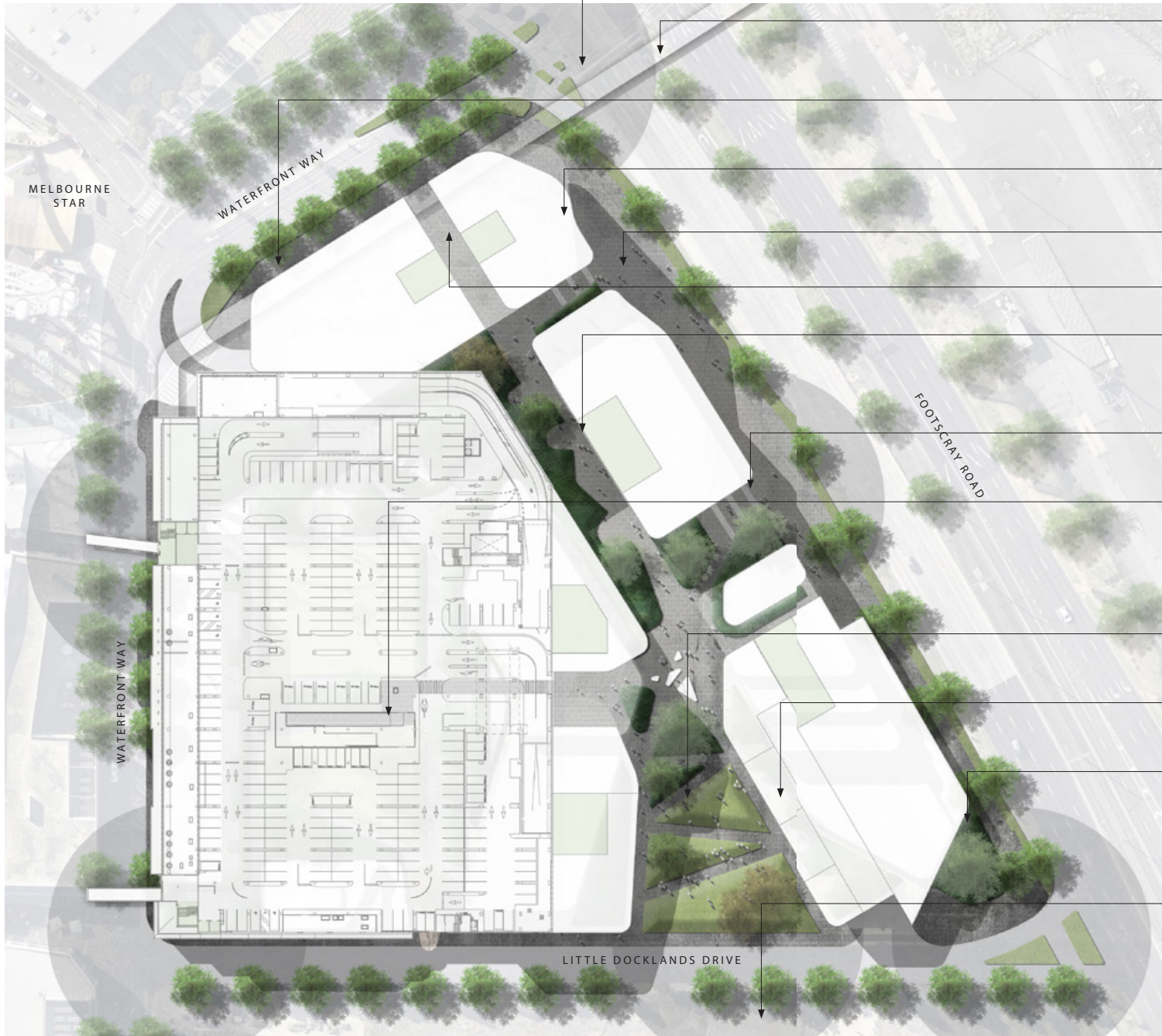
6.1.3 The Elevated Communal Open Space

The development will provide for a substantial privately owned communal space above the existing car parking. It will be an emphatically green space, comprised of a mix of passive and active spaces for the use of its immediate residential and worker community.

The communal area should be consistent with the following design requirements:

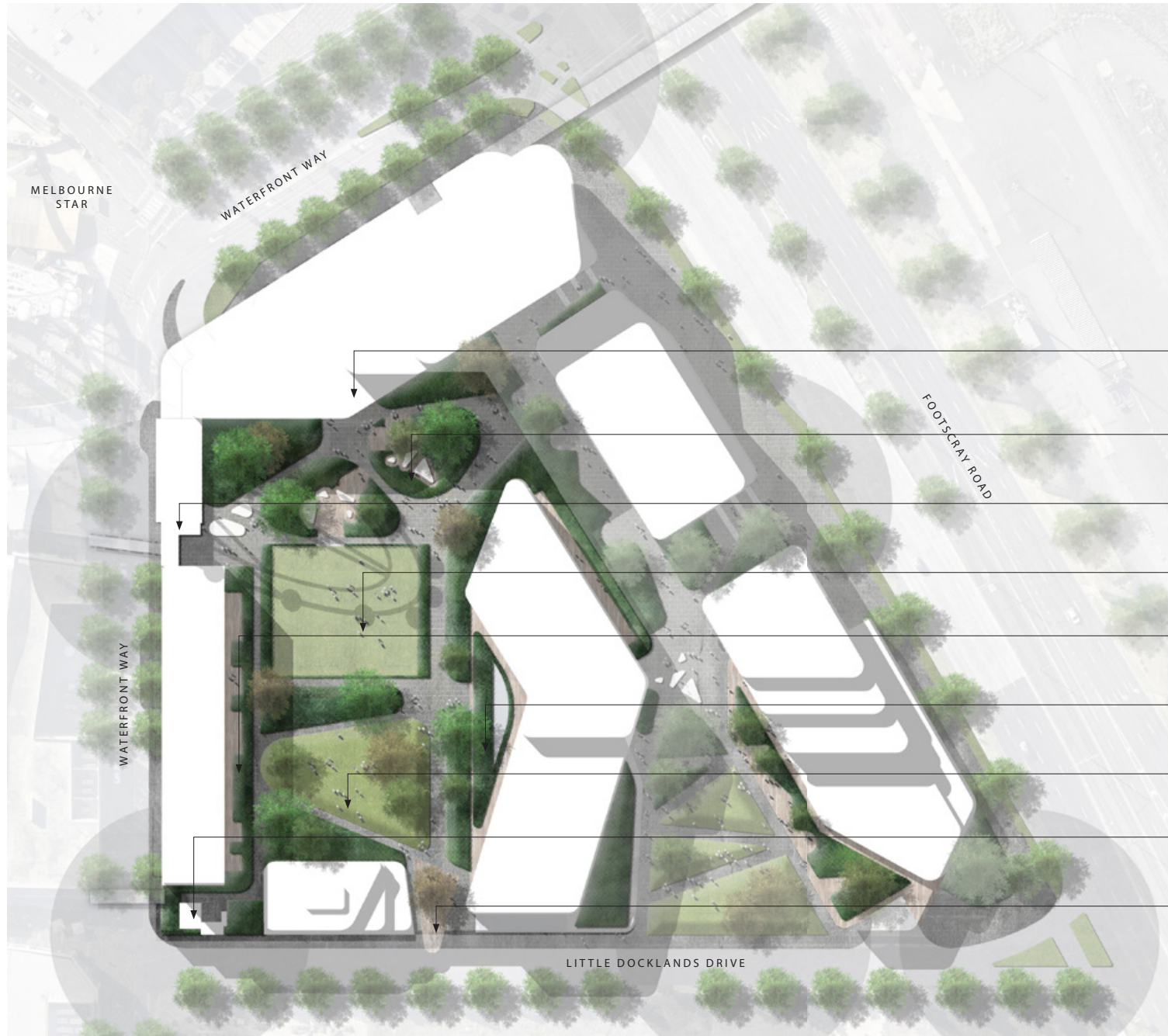
- Provide for vertical integration between the public realm and communal spaces generally as shown in Public Realm Plan 11.
- Provide several different types of communal facilities ranging from passive/ informal, to highly active urban destinations, generally as shown in Public Realm Plan 2.
- Provide opportunities for activities within the communal space, including adequate space to support entertainment and recreational uses including, but not limited to the following:
 - Activity programming linked to other local parks;
 - Creation of/ integration with a Docklands fitness/ health circuit;
 - A future partnership with the Docklands School;
 - Provision of core fitness facilities accessible to the public;
 - Regular night-time activation.
- Provide planting for shading and wind protection

GROUND AND LEVEL 1



- Pedestrian and shared-path crossing at the ground level intersection of Footscray Road and Waterfront Way.
- Possible future elevated North Melbourne Station pedestrian connection shown with on-grade pedestrian connection to Footscray Road beneath.
- Generous footpath connection and street tree planting to Waterfront Way.
- Foyer connection and entry from Waterfront Way.
- Setback for future veloway.
- Lift core connection and stair up the building / down to ground and market.
- Level 1 mews space with activation from adjacent employment uses provides a pedestrian connection and sight-lines from the elevated link to Little Docklands Drive.
- The Arbour Room to Footscray Road creates a public room with sight-lines into the project from Footscray Road.
- Travelator connection from Market level to the level 1 ground plane to facilitate an east-west connection through the site.
Ground level loading dock.
- Ramped and terraced park connecting the ground level to the level 1 ground plane.
- Retail activation to park conceals access road beneath.
- Parklet at the corner of Footscray Road and Little Docklands Drive.
- Docklands School and open space.

ELEVATED COMMUNAL OPEN SPACE



MELBOURNE STAR

WATERFRONT WAY

FOOTSCRAY ROAD

WATERFRONT WAY

LITTLE DOCKLANDS DRIVE

- Skypark plaza with activation from adjacent employment uses.
- Small rooms and furniture embedded in planting.
- Lift core connection and stair up to the skypark / down to ground and market.
- Multi-use courts with planted edge.
- Private open space and planting at the interface of proposed building and the skypark.
- Vegetated terrace to common area below.
- Mounded central area of turf with deciduous trees on structure.
- Lift core connection and stair up to the skypark / down to ground and market.
- Skypark belvedere.

Public Realm Plan 3

THE URBAN PLAZA

Located at the eastern end of Little Docklands Drive and opposite the Docklands Primary School, The Urban Plaza is an inclined park space that makes a transition between the ground level of the project and its level 1 ground plane. The transition of approximately 5 metres is enabled by stairs, elevators, ramps and meandering paths ensuring multiple ways of moving through the space for all bodies and abilities.

The change of grade is an opportunity for a constructed and created topography that will be emphatically green and largely passive.

Voids under the structural slab will be utilised as zones for large volumes of soil to support large and established trees.

Ingredients / elements

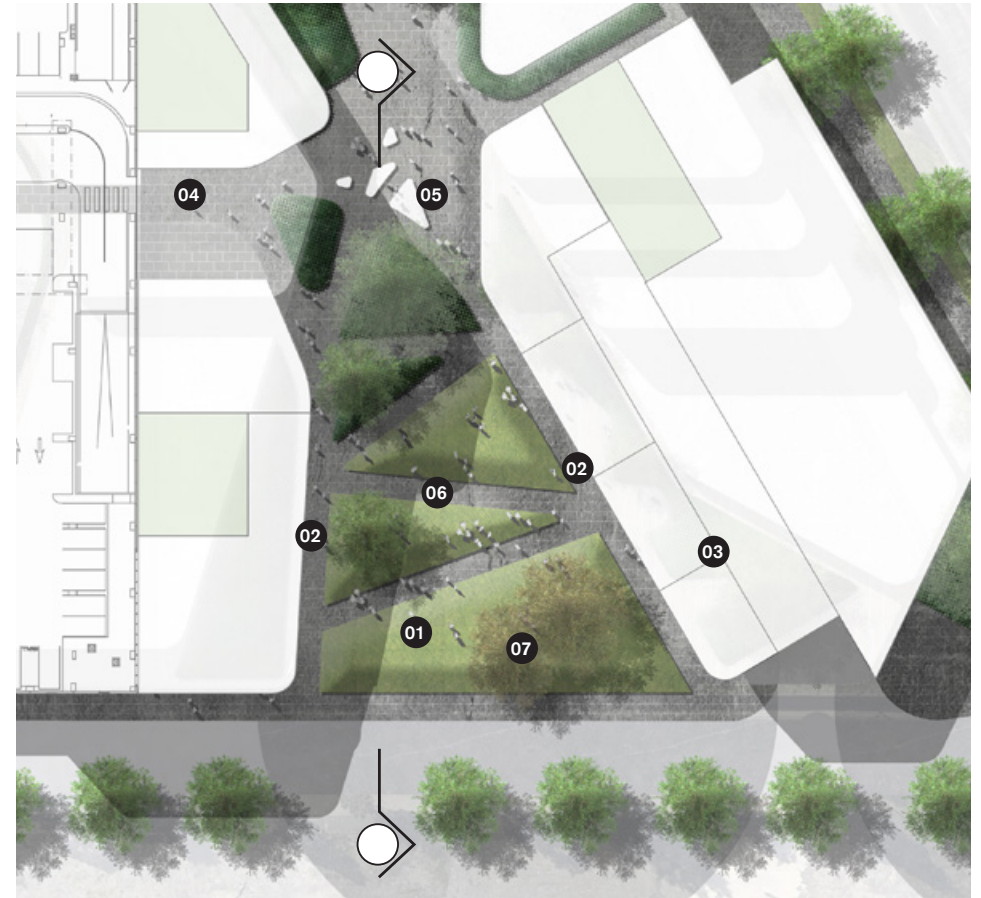
- Lawn seating
- Seating walls, steps, standard benches
- Drinking fountain
- Bins
- Bicycle parking racks
- Standard lighting
- Garden planting
- DDA access ramps at 1:14
- Access stairs and seating stairs
- A food and beverage kiosk
- Bluestone paving
- Multi-purpose lawn area
- Exercise station / stair as exercise point



Location



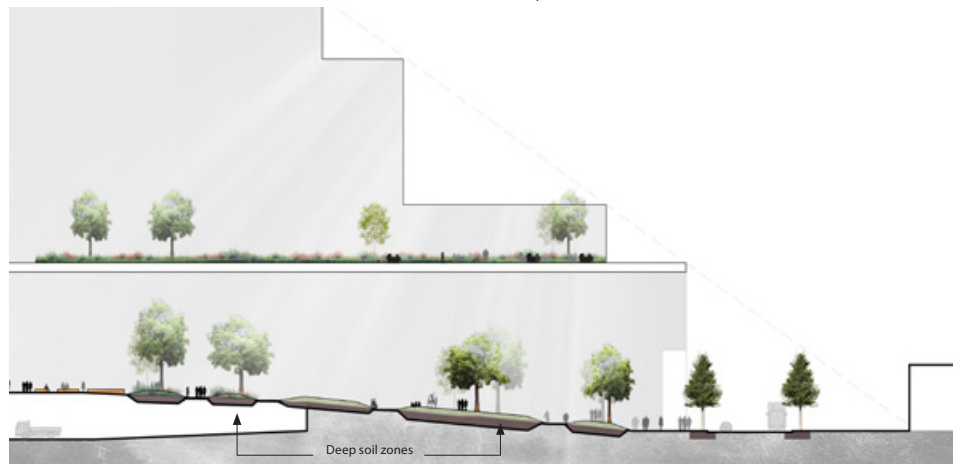
Exemplar



Illustrative Plan



- 01** Turf mounds with tree planting
- 02** Path with stairs and retail activation at edges
- 03** Upper level terrace landscape adjacent
- 04** Connection through to Market / Street
- 05** Plaza
- 06** 1:20 access ramp
- 07** Potential for 0-5 play station opposite Docklands Primary School



Public Realm Plan 4

THE ARBOUR ROOM

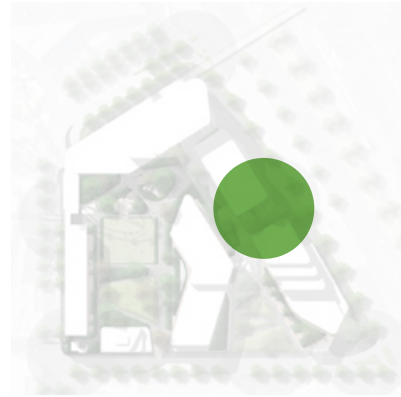
The Arbour Room is a public space that provides a green break in the massing facing Footscray Road and which holds the definition of the street wall via a visually porous structure.

The room is seen as an entry and anteroom from Footscray Road as well as a sheltered space for passive use, food and beverage activation, gathering and the hosting of events.

The space can be seen as a version of the Federation Square Atrium: an all weather room connected to the life of the street.

Ingredients / elements

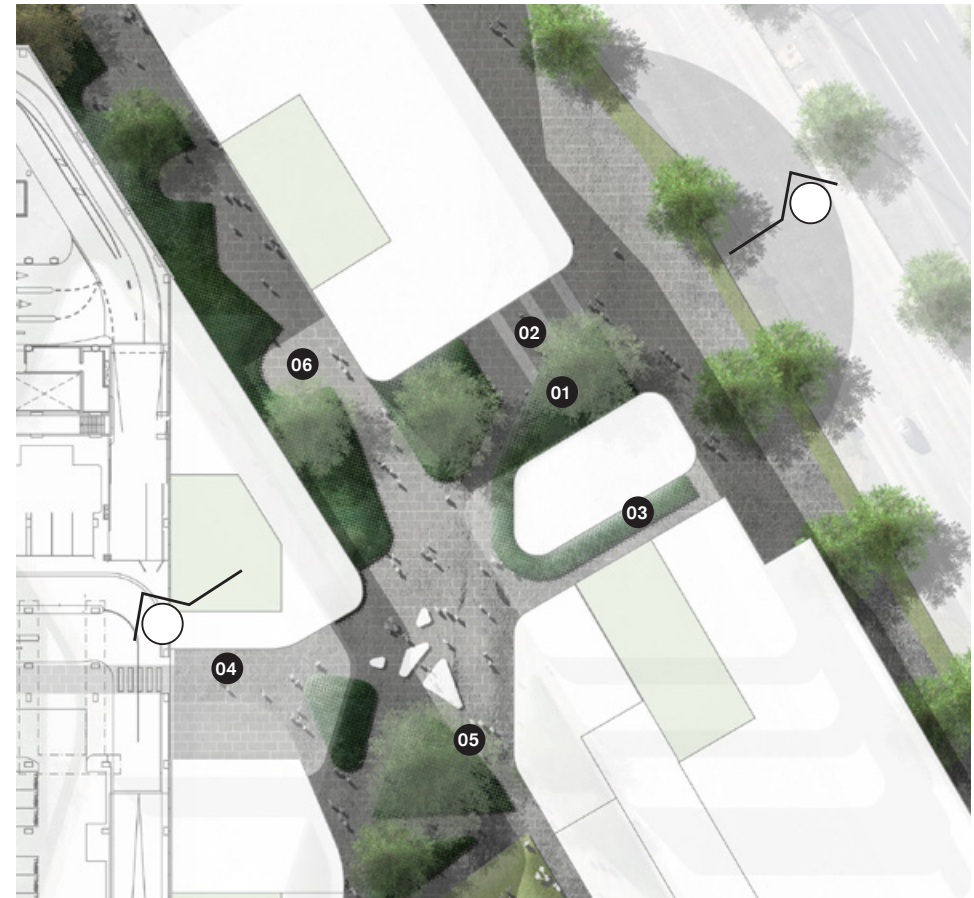
- Seating walls, steps, standard benches
- Drinking fountain
- Bins
- Bicycle parking racks
- Standard lighting
- Trees
- Garden planting
- Self supporting climbing plants on structure
- Edges activated by retail / employment activity
- Bluestone paving
- Multi-purpose lawn area
- Exercise station or temporary half court basketball



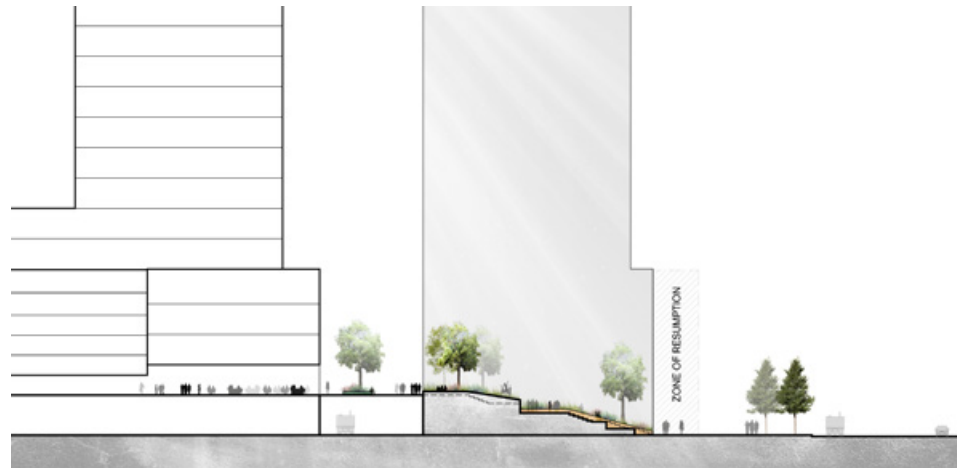
Location



Exemplar



Illustrative Plan



Exemplar

- 01 Planted terrace with tree planting
- 02 Stair
- 03 Laneway connection to foyer / lift
- 04 Connection through to Market / Street
- 05 Plaza
- 06 Mews

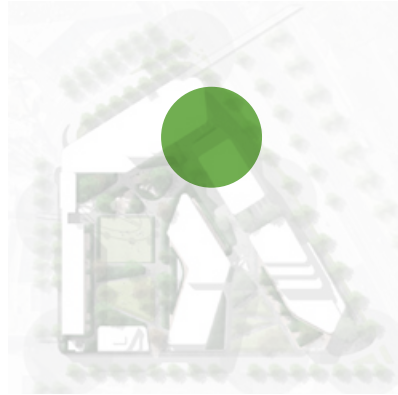
Public Realm Plan 5

THE TERRACES

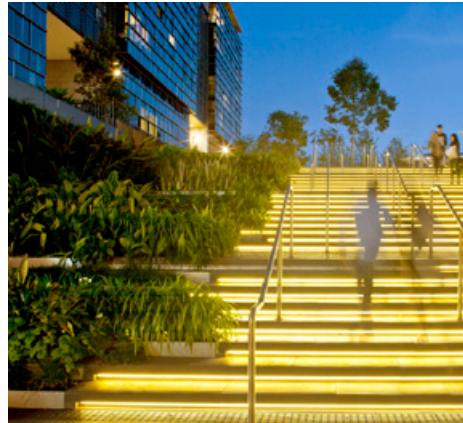
The terraces are a series of stairways and steps integrated into the design of the podium that surrounds the carpark. They function in three ways. The first is to provide multiple ways of moving from the ground plane into the building and vice versa in a way that can be seen from the street and that animates the edge and entrances into the building. The second way is to provide a scale and texture to the podium that is of the scale of the body, rather than the tower. Finally, they provide ways of integrating facade greening, belvedere balconies and small passive parks into the fabric of the building in a way that lends amenity to both the street and users of the building.

Ingredients / elements

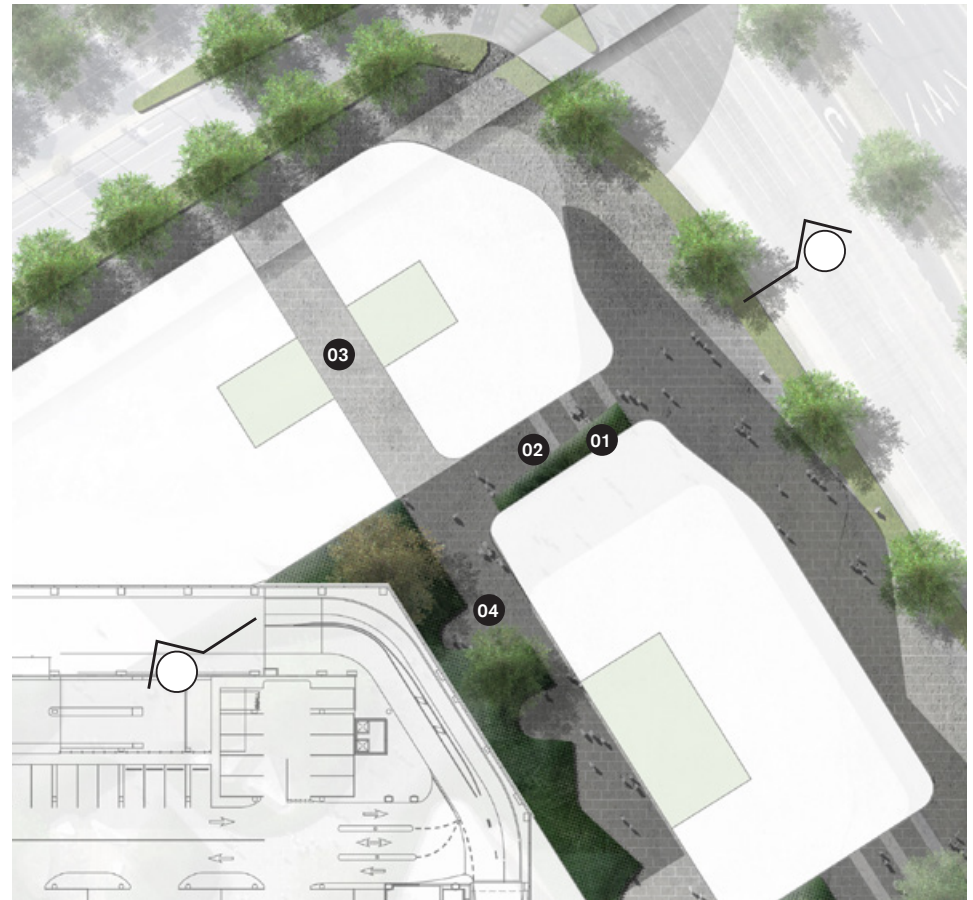
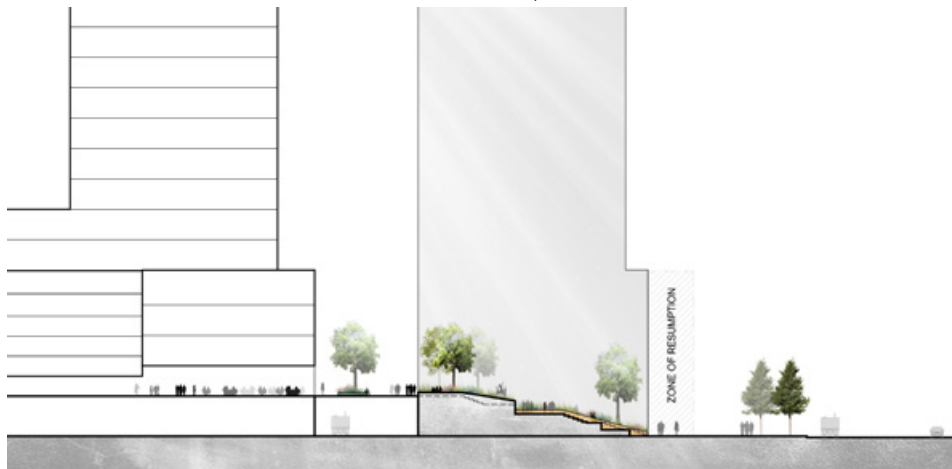
- Seating walls, steps, standard benches
- Integrated lighting
- Trees
- Garden planting
- Self supporting climbing plants
- Belvedere and overlooks



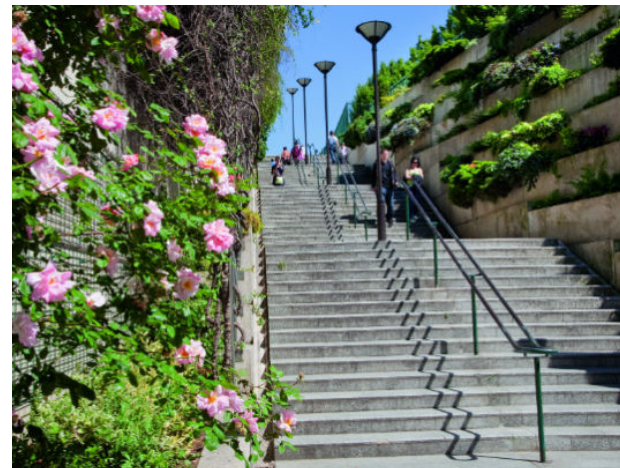
Location



Exemplar



Illustrative Plan



Exemplar

- 01 Planted terrace
- 02 Stair
- 03 Laneway connection to foyer / lift
- 04 Mews

Public Realm Plan 6

THE MEWS

The Mews is a non vehicular public space on the level 1 ground plane located on a structural slab. The Mews is an important connector space in the design of the super-block, facilitating clear and visual links between the North Melbourne connection bridge, Waterfront Way, Little Docklands Drive, the Market and The District Docklands. The Mews creates a common ground for the users of the adjacent podium and towers and becomes a kind of external anteroom to a series of foyers, lobbies and tenancies on either side of it, enabling an active and porous edge between landscape and built form.

Ingredients / elements

- Seating walls, steps, standard benches
- Drinking fountain
- Garden planting
- Bins
- Bicycle parking racks
- Standard lighting
- Lawn seating
- Trees on structure
- Food and beverage kiosk
- Edges activated by retail / employment activity
- Bluestone paving
- Play opportunities
- Multi-purpose lawn area
- Exercise station



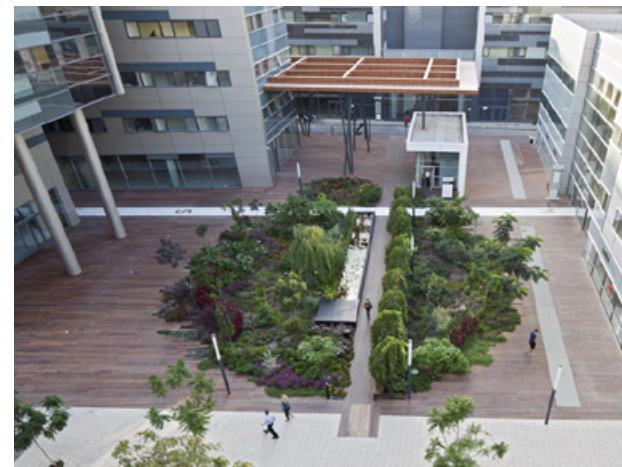
Location



Exemplar



Illustrative Plan



Exemplar

- 01** Planted terrace
- 02** Stair
- 03** Laneway connection to foyer / lift
- 04** Mews

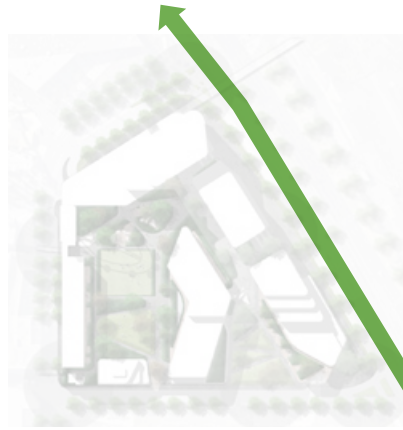
Public Realm Plan 7

THE BOULEVARD

The Boulevard is a vision for the extension of the civic scale planting, paths and streetscape of Harbour Esplanade north to Waterfront Way to engage with Waterfront City. Others will need to determine whether this treatment literally extends the language of the existing Esplanade or chooses instead to shift the language as an acknowledgement of not having an adjacent water's edge. Nevertheless, the development plan anticipates the importance of this civic scale by providing an appropriate scale and setback of built form, by breaking that form at regular intervals along the street to provide porosity and activation and by connecting it into the proposed North Melbourne elevated link.

Ingredients / elements

- Seating walls, steps, standard benches
- Drinking fountain
- Bins
- Bicycle parking racks
- Standard lighting
- Planted median
- Trees
- Edges activated by retail / employment activity
- Concrete paving



Location



Exemplar



Illustrative Plan



Exemplar

- 01 Planted terrace
- 02 Stair
- 03 Footpath and setback for future veloway
- 04 Planted nature-strip and trees

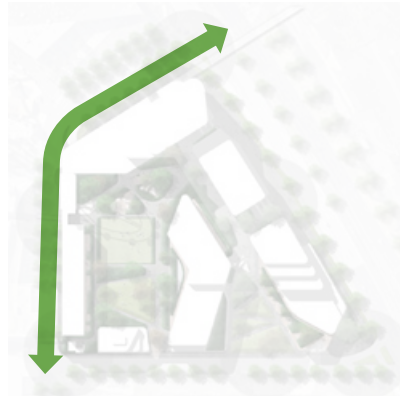
Public Realm Plan 8

WATERFRONT WAY

In the hierarchy of the proposed street network, Waterfront Way will become something akin to a Main Street or High Street for the precinct: a two-way road with on street parking, activated by retail and employment uses on both sides with direct connection to daily services and destinations such as the market. The language of the street will be an extension of the City of Melbourne Standards for Docklands and feature bluestone kerbs and paving with CoM standard furnishings. A number of raised pedestrian crossings will slow traffic and provide on-grade access between the District Docklands / Costco and the market / carpark. The opportunity exists to bring the activation and life of the market onto the street through the design of parklets occupying on street car parking bays.

Ingredients / elements

- Seating, standard benches
- Drinking fountain
- Bins
- Bicycle parking racks
- Standard lighting
- Edges activated by retail / commercial activity
- Bluestone paving
- Street tree planting
- On-street parklets for dining and occupation
- Raised pedestrian crossings



Location



Exemplar



Illustrative Plan



Exemplar

- 01 Footpath with active edge to market
- 02 Bridge over with connection to lift
- 03 New street tree planting

Public Realm Plan 9

LITTLE DOCKLANDS DRIVE

Within the Development Plan, Little Docklands Drive is seen as an extension of the City of Melbourne Standards for Docklands and features bluestone kerbs and paving with CoM standard furnishings. The opportunity exists to include additional streetscape planting as a way of connecting and amplifying the green gestures of Footscray Road, the School and the Urban Plaza.

Ingredients / elements

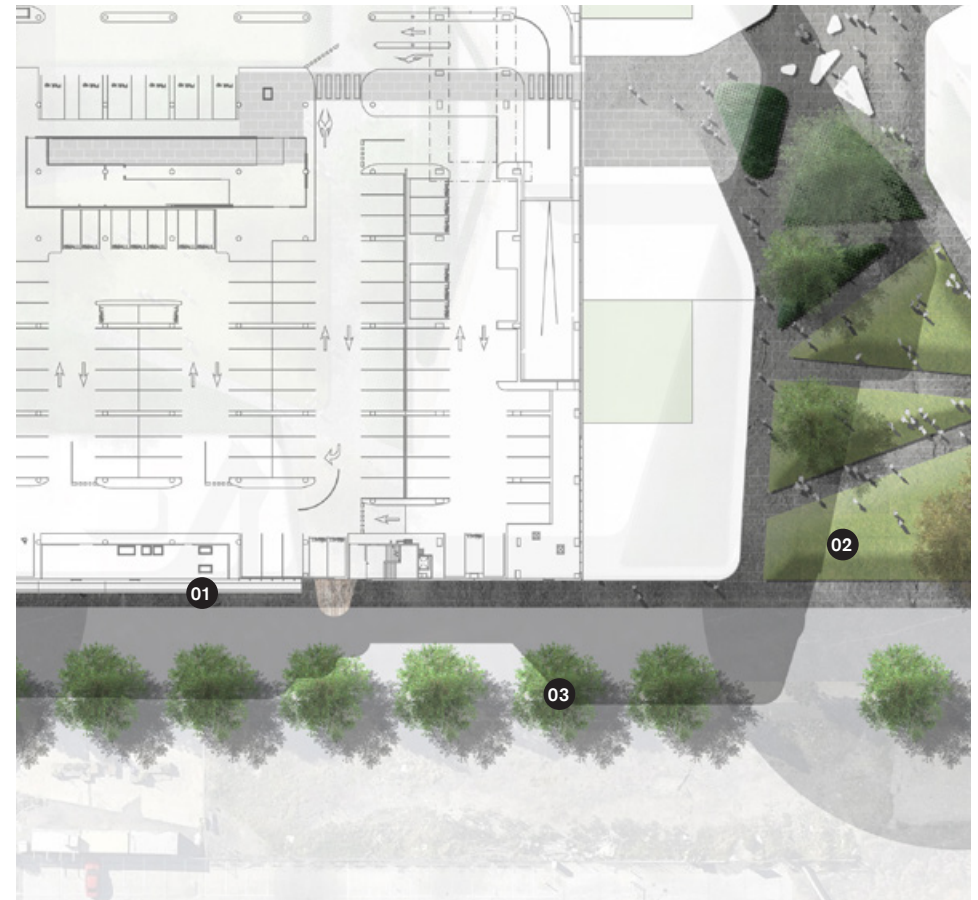
- Seating, standard benches
- Bins
- Bicycle parking racks
- Standard lighting
- Edges activated by retail / commercial activity
- Bluestone paving
- Street tree planting
- Median planting
- Raised pedestrian crossings



Location



Exemplar



Illustrative Plan

- 01 Footpath with active edge to market
- 02 The Urban Plaza
- 03 New street tree planting



Exemplar

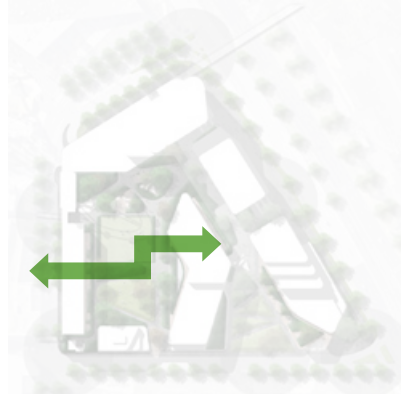
Public Realm Plan 10

THE ARCADE

The Arcade is an internal mid-block connection that provides for access between The District Docklands through the market and up to the level 1 ground plane of the Mews and the Urban Plaza. The inherited arrangement of servicing and loading in the carpark and market mean that this link is not straight, but cranks between an escalator and the cafe pavilion at the top of the Urban Plaza.

Ingredients / elements

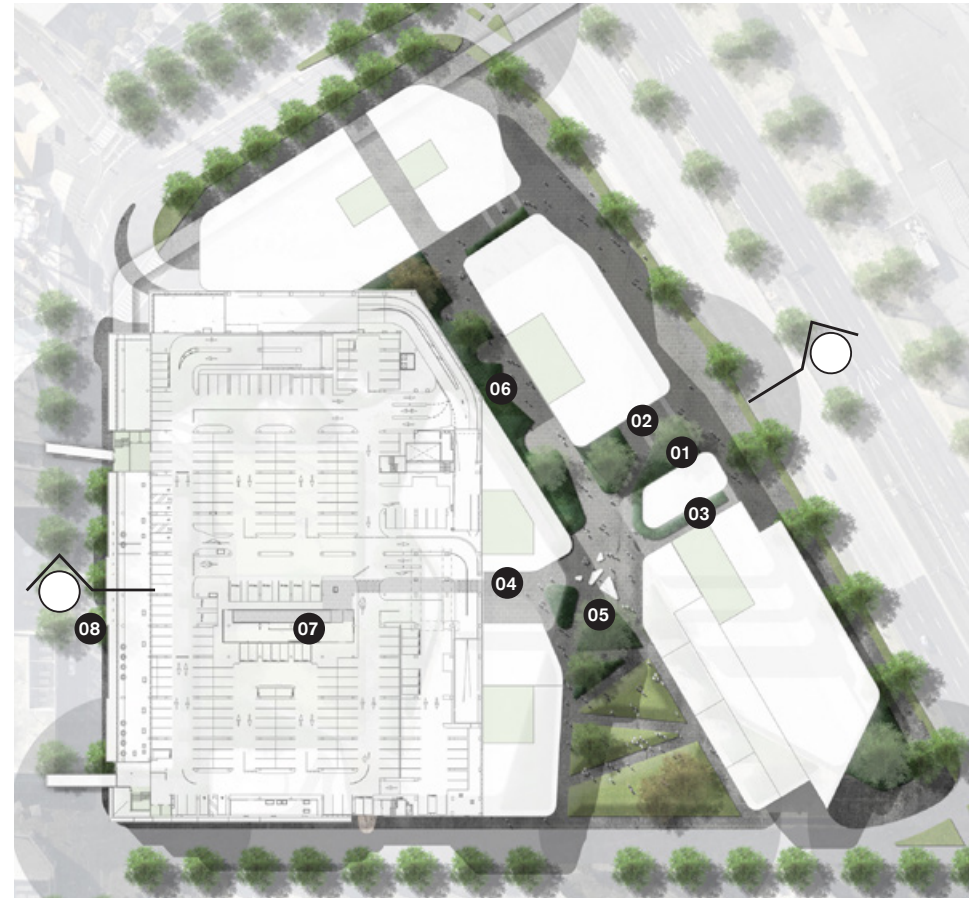
- Seating
- Integrated and custom lighting
- Food and beverage kiosk
- Edges activated by retail / commercial activity
- Bluestone paving



Location



Exemplar



Illustrative Plan



Exemplar

- 01 Planted terrace with tree planting
- 02 Stair
- 03 Laneway connection to foyer / lift
- 04 Connection through to Market / Street
- 05 Plaza
- 06 Mews
- 07 Travelator
- 08 Market / Street



Public Realm Plan 11

ELEVATED COMMUNAL OPEN SPACE

The Elevated Public Communal Open Space is an external space located on the reconfigured top of the existing carpark structure. The space will act as both an address / entry and an asset / amenity for the collection of buildings that surround it and will form an activated common ground for residents, workers and users of the precinct.

Ingredients / elements

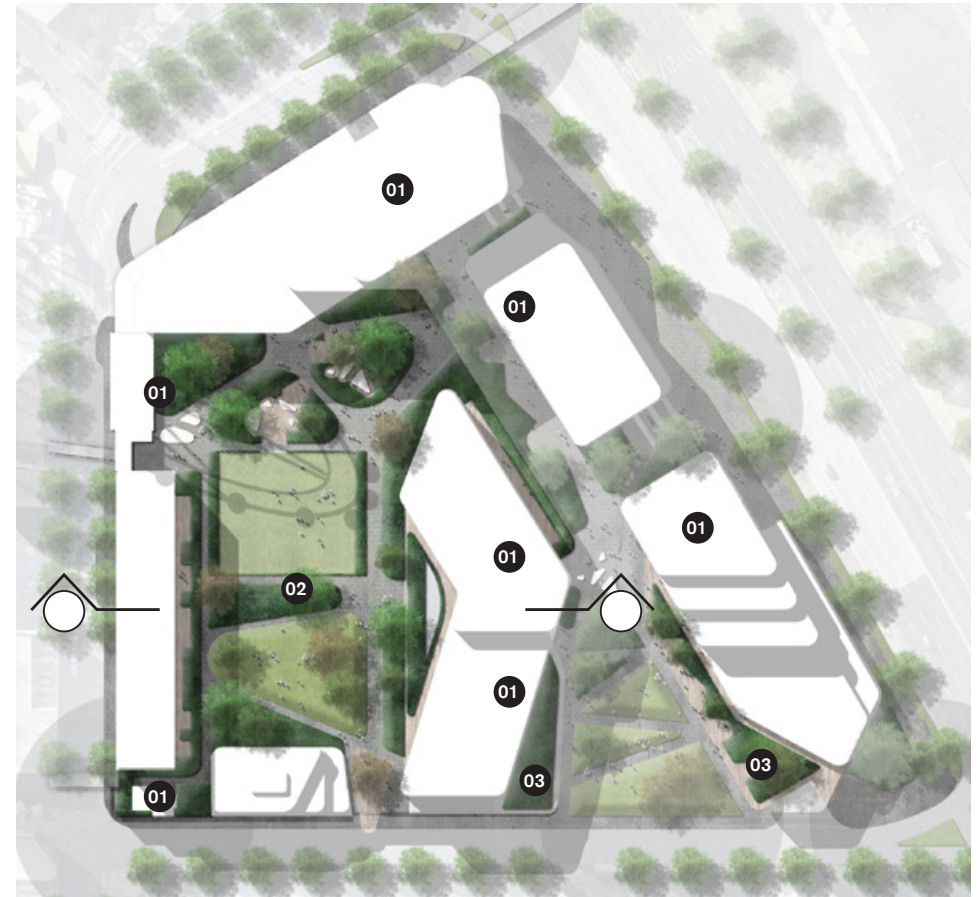
- Multi-use courts
- Mounded planting with canopy trees
- Seating walls, steps, standard benches
- Garden planting
- Productive planting
- Bins
- Bicycle parking racks
- Non-standard lighting
- Lawn seating
- Trees on structure
- Edges activated by communal amenities, commercial uses and residential front doors
- Play opportunities
- Exercise station



Location

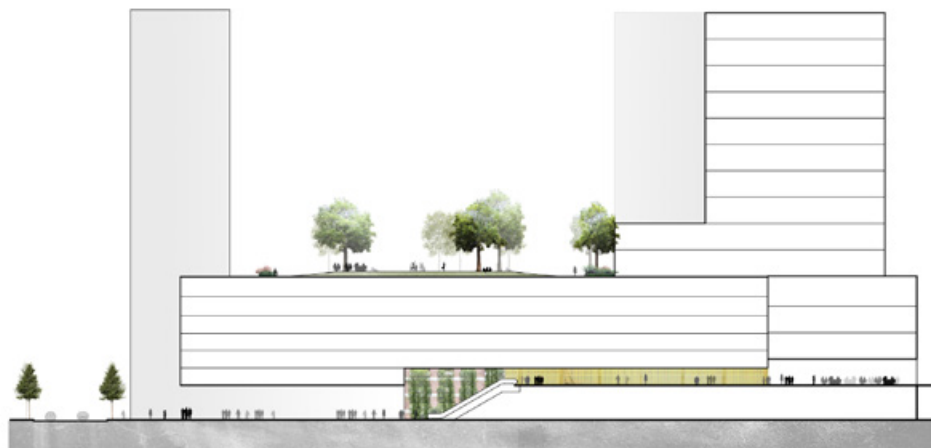


Exemplar



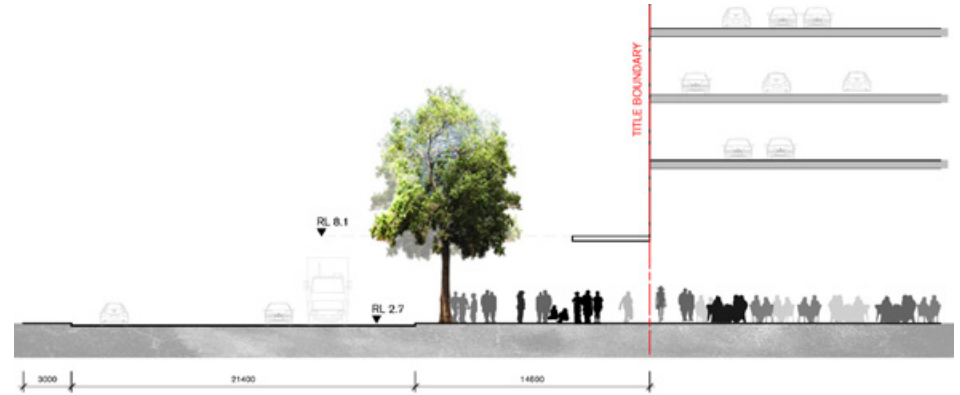
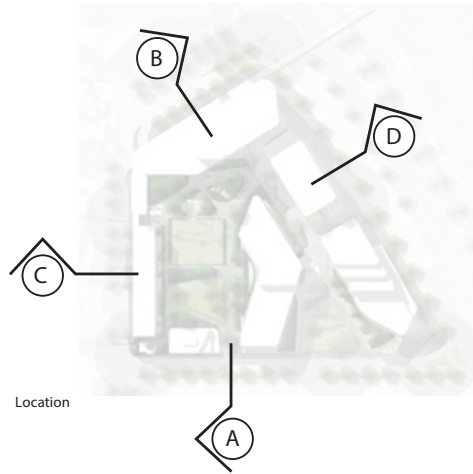
Illustrative Plan

- 01 Vertical connection
- 02 Sky Park / communal open space
- 03 Upper level private terrace landscapes

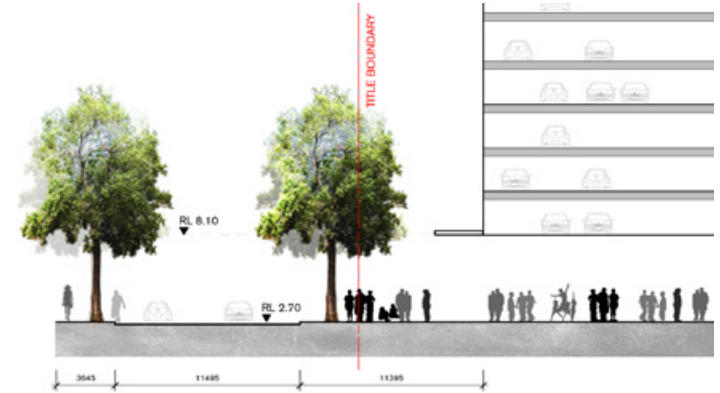


Exemplar

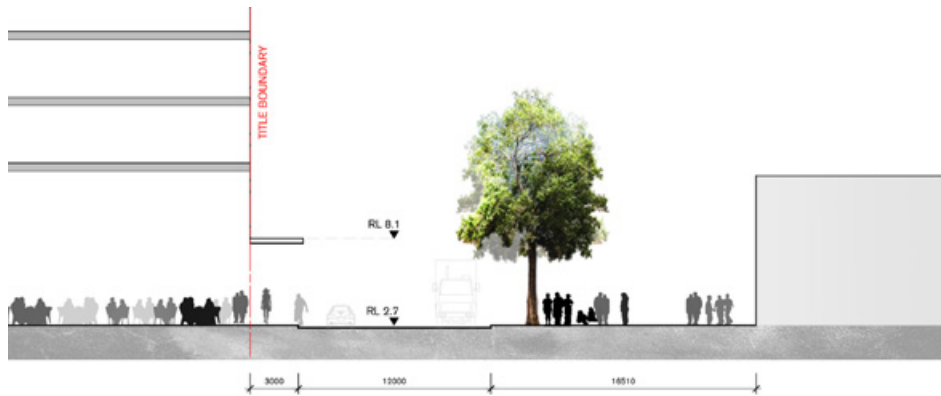
STREET SECTIONS



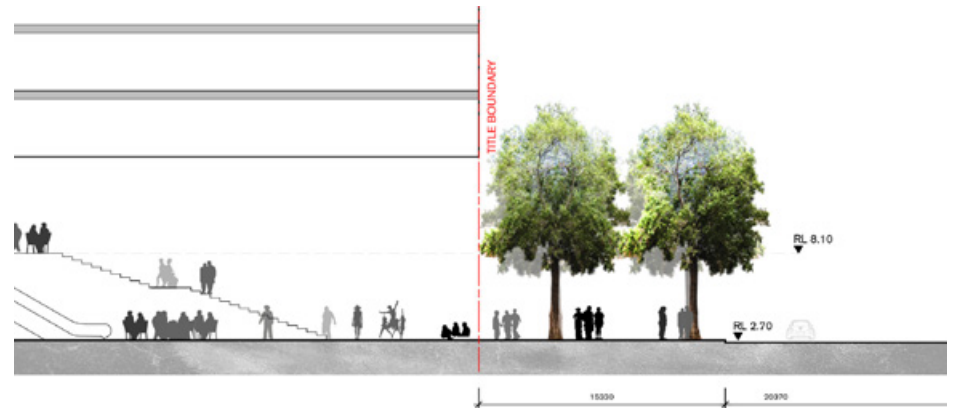
STREET SECTION B



STREET SECTION C



STREET SECTION A



STREET SECTION D

PLANTING

The following section outlines the location and a typical planting schedule for all public landscaped areas described within the Development Plan. Locations are coded as follows:

F: Facade / Wall

P: Parks

R: Rooftops

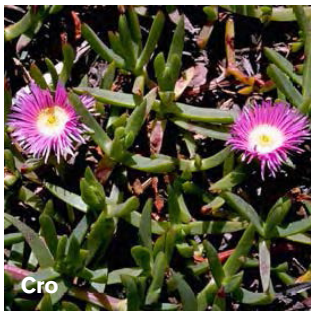
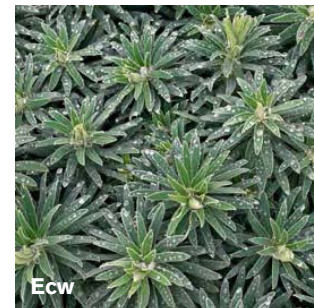
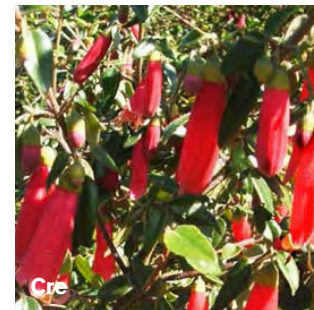
S: Streets

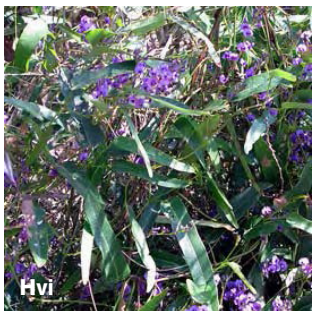
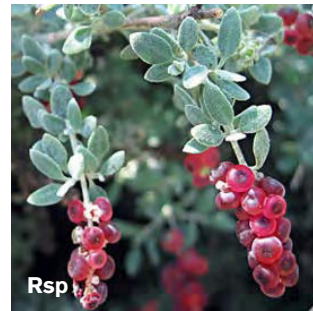
Ground-covers and Cascaders

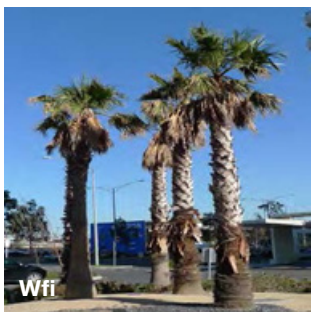
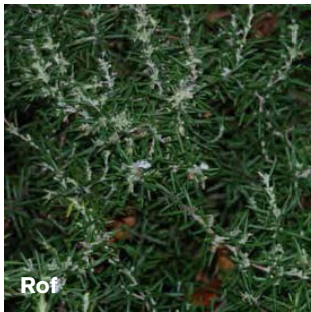
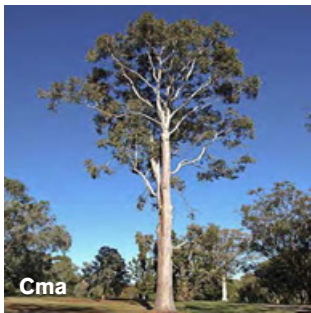
Sym.	Botanical Name	Common Name	Density	Location
Aco	Acacia cognata	Acacia Green Mist / Limelight	0.25	F / P / R / S
Ano	Aceana novae-zealandiae	Bidgee-Widgee	0.25	F / P / R / S
ApS	Aeonium purpurea 'Schwarzkoft'	Black Tree Aeonium	4	F / P / R / S
Aat	Agave attenuata	Lions Tail Agave	1	F / P / R / S
Aca	Aloe castanea	Cat's Tail Aloe	0.5	F / P / R / S
AcM	Arthropodium cirratum 'Matapouri Bay'	New Zealand Rock Lily	1	F / P / R / S
Ase	Atriplex semibaccata	Creeping Salt Bush	1	F / P / R / S
Byu	Beschorneria yuccoides	False Red Agave	1	F / P / R / S
BmS	Buxus microphylla 'Sinica'	Chinese Boxwood	1	F / P / R / S
Cro	Carpobrotus rossii	Karkalla (Pig Face)	1	F / P / R / S
Cmi	Clivia miniata	Kaffir Lily	4	F / P / R / S
Cal	Correa alba	White Correa	0.5	F / P / R / S
Cre	Correa reflexa	Common Correa	1	F / P / R / S
Cor	Cotyledon orbiculata	Pigs Ear	4	F / P / R / S
Cat	Crassula atropurpurea	Purple Crassula	4	F / P / R / S
Dex	Doryanthes excelsa	Gynea Lily	1	F / P / R / S
Eca	Echium candicans	Pride of Madeira	0.5	F / P / R / S
Eto	Enchylaena tomentosa	Ruby Saltbush	1	F / P / R / S
Ecw	Euphorbia characias ssp wulfenii	Wood Spurge	1	F / P / R / S
Emy	Euphorbia myrsinites	Myrtle Spurge	6	F / P / R / S
Ffo	Furcraea foetida	Mauritius Hemp	0.75	F / P / R / S
Gsi	Gahnia sieberiana	Red fruited Saw Sedge	0.25	F / P / R / S
Hvi	Hardenbergia violacea	native Wisteria	1	F / P / R / S
Hhe	Hedera helix	English Ivy	1	F / P / R / S
Jco	Juniperus conferta	Shore Juniper	1	F / P / R / S
LmJ	Liriope muscari 'Just Right'	Lily Turf 'Just Right'	4	F / P / R / S
Mpa	Myoporum parvifolium	Creeping Boobialla	1	F / P / R / S
Oec	Osteospermum ecklonis	Cape Daisy	1	F / P / R / S
Pcl	Pennisetum clandestinum	Male sterile Kikuyu	-	F / P / R / S
Ptr	Parthenocissus tricuspidata	Boston Ivy	1	F / P / R / S
Rin	Raphiolepis indica	Indian Princess Hawthorn	1	F / P / R / S
Rsp	Rhagodia spinescens	Saltbush	1	F / P / R / S
Rof	Rosmarinus officinalis" Blue Lagoon"	Prostrate Rosemary	1	F / P / R / S
Sci	Senecio cineraria	Dusty Miller	4	F / P / R / S
Sse	Senecio serpens	Blue Chalk Sticks	4	F / P / R / S
Yde	Yucca desmetiana	Yucca	4	F / P / R / S
Yel	Yucca elephantipes	Soft Tipped Yucca	1	F / P / R / S

Trees

Sym.	Botanical Name	Common Name	Leaf	Location
Aro	Agathis robusta	Queensland Kauri Pine	Evergreen	P / R / S
Abi	Araucaria bidwillii	Bunya Pine	Evergreen	P / R / S
Cma	Corymbia maculata	Spotted Gum	Evergreen	P / R / S
Fma	Ficus macrophylla	Moreton Bay Fig	Evergreen	P / R / S
FmH	Ficus microcarpa var.Hillii	Hills Weeping Fig	Evergreen	P / R / S
Maz	Melia azedarach	White cedar	Deciduous	P / R / S
Pca	Phoenix canariensis	Canary Island Date palm	Evergreen	P / R / S
Phi	Platanus X acerifolia	London Plane Tree	Deciduous	P / R / S
Wfi	Washingtonia filifera	Desert Fan Palm	Evergreen	P / R / S







6.1.4 Urban Art

Urban art will play an important role in the public realm of Waterfront City, will be important and incorporated into the ultimate delivery of the precinct, and forms an obligation for the site development. Art has a positive impact on the prosperity of a community through creating vibrant and viable places.

Unless otherwise agreed, 1% of Total Development Cost should be attributed to urban art with artwork to be placed:

- 0.5% public spaces of individual building
- 0.3% public spaces in the precinct
- 0.2% public spaces in Docklands

Public art in the development should be consistent with the following design requirements:

- Provide a variety of art opportunities which may include large-scale iconic and landmark works, interactive works, smaller artwork with more intimate details, digital artwork (curated), art as lighting, murals, kinetic sculptures, environmental engagement, sculptural wall treatment, street installations, green installations, ephemeral works and performance activities.
- Include cultural or community infrastructure projects in the broader Docklands area, as agreed with the responsible authority.
- Promote community engagement, place activation, attract visitors and provide a point of difference

A strategy for obtaining approval and implementing the urban art strategy should be a requirement of any planning permit

6.1.5 Lighting

Lighting of public and communal spaces should be consistent with the following design requirements:

- Provide architectural / landscaping lighting to highlight pedestrian paths for night time security while creating various moods for different modes and helping to emphasise public feature facades.

- Provide lighting to beacon private or public car parking entry points.
- Provide lighting to the Urban Plaza, The Arbour, and the Elevated Communal Open Space to ensure security and usability for users.

6.1.6 Signage

An integrated signage strategy should be developed to provide guidance for the development of signage at each development stage and create a consistent and integrated theme across the entire site. This could include wayfinding principles, sign design, typical construction details, graphic standards and guidelines for messaging in addition to specific content.

Guiding principles for signage and wayfinding in the precinct include:

- Use of wayfinding, signage, statutory signage, interpretive signage and place making signage to communicate a range of messages to the user
- Use wayfinding signage to provide a sense of confidence for efficient movement through the site
- Provide wayfinding which creates an engaging environment that adds value to the fabric of Docklands and Waterfront City
- Consider flexibility to accommodate change
- Consider clear links between the surrounding community and how they connect with precinct.
- Provide messaging that integrates the immediate precinct into the Docklands community and beyond including destinations such as Victoria Harbour, Marvel Stadium, Melbourne Star Observation Wheel and Southern Cross Station.
- Define gateways and their use/types to assist in defining site boundaries.
- Enable business identification signs that will appropriately identify businesses within the precinct and are commensurate to their scale.

- Provide signage that will enhance the amenity of the public realm areas and add vitality and colour to a public business area.
- Deliver business identification signage which integrate with the architectural form and detailing of their host buildings and which do not detract from the views along the Footscray Road corridor.
- Do not generate visual clutter in the precinct.
- Ensure lighting is appropriately integrated into the design of the signage and will not impact the amenity of buildings.

The signage types may include:

- Major external signage
- Building and business identification signage
- Pedestrian pathway identification
- Bicycle pathway identification
- Vehicle pathway identification
- Wayfinding signage

Areas where signage is anticipated include:

- External
- External public pedestrian pathways
- External public bicycle pathways and parking
- External public roads and parking areas within the site
- Building entrances
- Building identification
- Loading docks
- Internal
- All public areas within the WFC East Development Plan (land bound by Little Docklands Drive, Footscray Road and Waterfront Way)
- Public roads within the WFC East Development Plan
- Car park structures
- Internal public pedestrian pathways and points of vertical transport
- Bicycle parking

07 STAGING AND SITE PRESENTATION

INDICATIVE STAGING

The indicative staging plan provides a guide to the sequence of development proposed for the site. Given the current use and development of the land, no interim landscaping or activity measures are necessary. Staging of the development should be generally as follows and on the Staging Diagram:

- **Stage 1:**
 - Building 1.
- **Stage 2:**
 - Building 2
 - Elevated Communal Open Space.
- **Stage 3:**
 - Building 3
- **Stage 4:**
 - Elevated Ground Plane (partial including the publicly accessible space on Footscray Road);
 - Building 4.
- **Stage 5:**
 - Elevated ground plane (partial); and
 - Building 5.
- **Stage 6:**
 - Building 6.

Note that this staging can be varied with the further written consent of the Responsible Authority.

Indicative Staging Design Principles

- Retain through-block links at all stages of the development. Where possible, avoid obstructing existing links with hoarding areas.
- Screen hoarding and construction waste areas from surrounding streets and pedestrian links to avoid visual eyesores to the surrounding areas. Screens should be of high design quality and integrate art or signage.
- Where large blank walls to surrounding publicly accessible areas are created in interim stages, ensure treatments that provide an attractive facade through colour, material or texture (such as art, signage or vertical greening).
- Apply measures to mitigate high winds to outdoor publicly accessible areas in the interim stages.

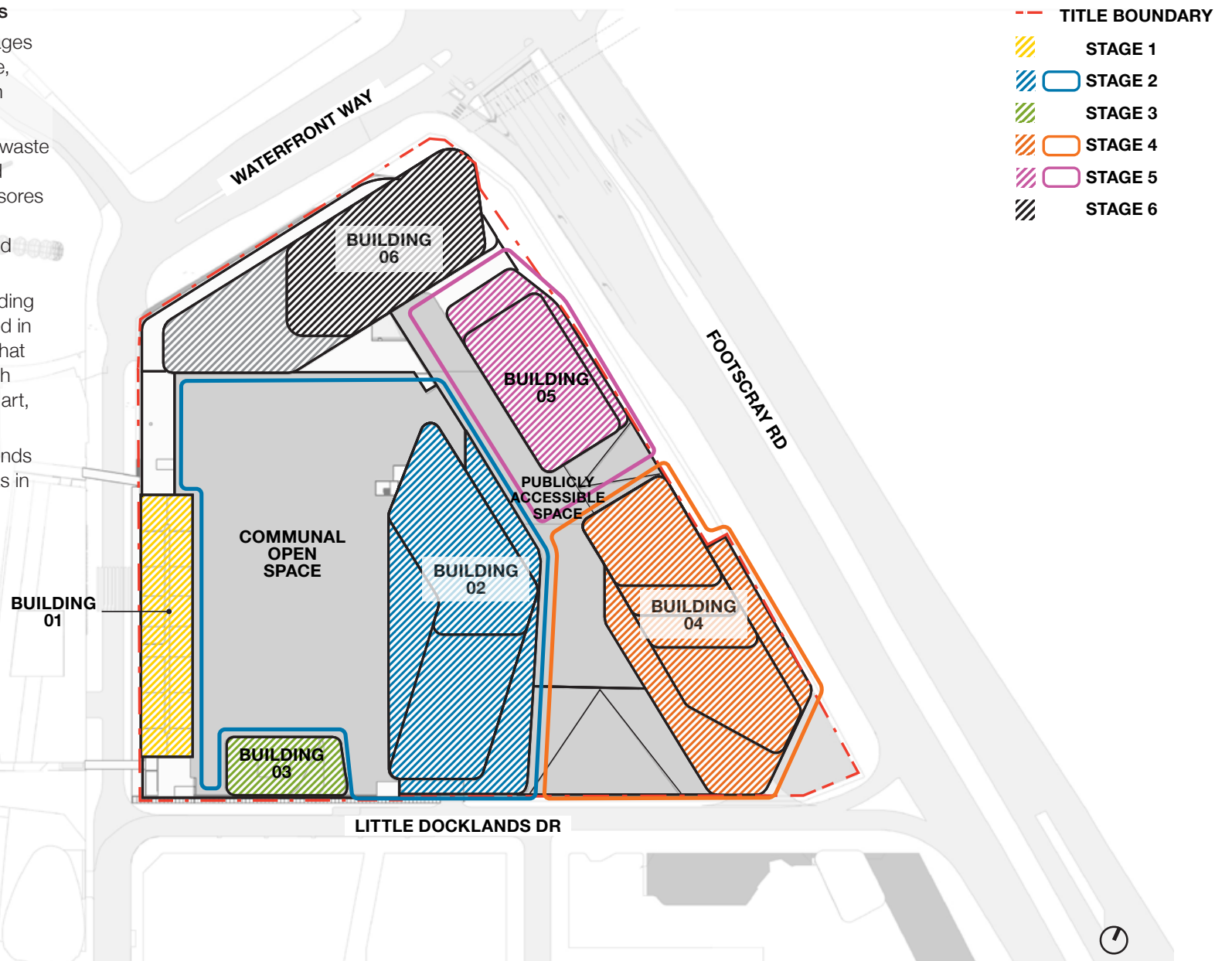


Figure 28 Staging Diagram

08 CONSULTATION

The Development Plan was prepared in the context of pre-application discussions with the following authorities:

- DELWP
- Melbourne City Council;
- Development Victoria; and
- The Victorian Design Review Panel of the OVGA.

An extensive consultation process with the aforementioned authorities resulted in significant changes to the scale, intensity and layout of development in the Development Plan.

The key issues identified by these authorities have been addressed through resolution of the design by way of the below:

- Adjusted overall building heights;
- The facilitation of clearly identified site permeability;
- Easily identifiable and accessible areas of privately owned publicly accessible open space with sufficient access to sunlight;
- The maintenance of views from the uppermost levels of the Melbourne Star to the CBD;

Detailed design principles have been developed for each aspect of the development and incorporated into this Development Plan as outlined in above sections.

Significant consultation was also undertaken by ASR Research to review the additional community infrastructure demands generated by the subject site.

APPENDIX A

PLANNING POLICY IN AUGUST 2019



PLANNING CONTEXT FOR DOCKLANDS

The strategic vision for the Docklands area is primarily set out in the Municipal Strategic Statement of the Melbourne Planning Scheme.

The key policy directions as they relate to this site include:

- Continued and intensive growth of the population of the City (Clause 21.02-2)
- Recognition of the importance of the CBD in terms of employment and the economic prosperity of the state (Clause 21.02-5).
- A vision for the city as one for people, a prosperous and connected city (21.03).
- The identification of the Docklands as an area for Urban Renewal and an extension of the Central city. The focus of development being to create 'an attractive place for people to work, live and visit' with a 'diversity of businesses, activities, residents, public spaces and community infrastructure' (21.041.2).
- The identification of City North, Arden-Macaulay as future renewal areas with structure plans prepared to facilitate the future development of these parcels (21.041.2).
- The direction of growth to Docklands and the development of this area as an 'optimal' living and working environment and which connects to E-Gate (Clause 21.04-2, Strategy 1.2, 1.3, 2.2 and 2.3).
- Housing is encouraged in Docklands, as an urban renewal area (Clause 21.07-1, Strategy 1.2) and to ensure this occurs in a manner which protects future occupants from off site amenity impacts (Strategy 2.1).

- There is an acknowledgement that the CBD is under increased pressure for housing and there is a need to ensure the ongoing functioning and viability of these areas for business (Clause 21.08). The Docklands is an area where business and retail is supported (Clause 21.08-2).
- Encourage and maintain a comprehensive, safe, comfortable and convenient pedestrian network through the city (Clause 21.09-1).
- Within the Docklands there is support for mixed use development. Waterfront City is identified as a primarily retail precinct which complements retailing in the Hoddle Grid. There is a desire to physically and visually link the area to the Hoddle Grid and provide attractive built form while strengthening pedestrian connections (Clause 21.13).

In addition to this context, there are also a number of strategic documents which have been prepared, which include:

- Access Docklands, 2013
- Docklands Public Realm Plan, 2012
- Dockland Community and Place Plan, 2013
- Docklands Report by Gehl Architects, 2013

PLANNING CONTEXT FOR WATERFRONT CITY

The site is located within the Docklands Zone under Clause 37.05 of the Melbourne Planning Scheme. The purpose of the zone is:

To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.

To ensure that use and development take account of the unique nature of the water environment.

To encourage a variety of dwelling types within the Melbourne Docklands area to suit a diversity of needs.

To ensure that development takes account of the relationship of the Melbourne Docklands area to the Central Activities District and the policies relating to the future development of the Central Activities District and other parts of the capital city.

To encourage visual and physical linkages between the Melbourne Docklands and adjacent areas, in particular the Central Business District.

To provide for the conservation and enhancement of buildings, areas and places of scientific, aesthetic, architectural or historical significance.

The site is affected by Schedule 6 'Business Park Precinct' of the Docklands Zone. The purpose of this schedule to the zone is:

To provide for a range of commercial, residential, recreational, educational, technology and business and leisure uses within a mixed use environment.

To provide for a range of active and people oriented uses at the lower levels of buildings that are complementary of residential uses.

To acknowledge the retention of port related activities west of Bolte Bridge.

The site is also affected by the following overlays:

- Design and Development Overlay – Schedule 12
- Design and Development Overlay – Schedule 54
- Development Plan Overlay – Schedule 7
- Parking Overlay – Precinct 10

It is considered that the proposed mix of land uses (retail, residential, office, education and health) and the provision of generous open spaces and greatly improved access and integration through the site will demonstrate general compliance with the objectives of the precinct.

LAND USE CONTROLS FOR THE SITE

The site is located within the "Business Park Precinct" and preferred uses are outlined in Schedule 6 to the Docklands Zone. The WCEDP proposes to allow for a mix of residential, office, retail, educational and health uses.

Of these:

- Dwelling is a Section 1 use;
- Residential Hotel is a Section 1 Use;
- Office is a Section 1 use;
- Many Retail use types, such as shop, restaurant, takeaway food premises and restricted retail premises are Section 1 uses;
- Education Centre is a Section 1 use; and
- Medical Centre (nested under office) is a Section 1 use.

Given the above, there is strong support for the range of residential and employment uses allowed by the WCEDP.

DEVELOPMENT CONTROLS FOR THE SITE

The development controls for the Waterfront City East site are set out under Schedules 54-A1 (northern part) and 54A-4 (southern part) of the Design and Development Overlay.

Under the DDO54-A1, a building of up to 45 metres does not require planning permission, except for:

- Buildings or structures forming part of a theme park which may extend to 60 metres.
- Buildings or structures located within the Waterfront City Precinct that are used for or associated with entertainment purposes that will be a significant attraction for visitors and/or tourists, where no height limit will apply.

Under DDO54-A4, a building of up to 50 metres does not require planning permission, except for:

- No height limit for buildings/ structures in the Waterfront City Precinct associated with entertainment purposes.

Construction above the heights outlined above requires planning permission.



NHArchitecture



LUODA
PROPERTY

AsheMorgan
INTUITIVE CAPITAL

DELEGATE REPORT**MINISTERIAL PLANNING REFERRAL**

Application number:	TPM-2019-26
DELWP Application number:	SP070004
Applicant / Owner / Architect:	Ashe Morgan Pty Ltd / Development Victoria / NH Architecture
Address:	50-94 Waterfront Way and 2-16 Little Docklands Drive, Docklands VIC 3008
Proposal:	Addendum to the Waterfront City Outline Development Plan 2003
Cost of works:	N/A
Date received by City of Melbourne:	26 September 2019
Responsible officer:	Markus Tschech, Senior Urban Planner

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

The application relates to part of the Waterfront City Outline Development Plan 2003 (WFCDP). The extent of the Development Plan area is depicted in Figure 1 below.



Figure 1 – Nearmap Aerial depicting Waterfront City Outline Development Plan 2003

More specifically, the application seeks approval for an Addendum to the WFCDP relating to the land bound by Footscray Road to the north-east, Waterfront Way to the west and north-west, and Little Docklands Drive to the south. The site has an

area of 30,211m² and is improved by a six storey building with a mix of retail premises at ground level, including a Woolworth supermarket, and five levels of car parking above. The remainder of the site is vacant, with a recently constructed road on the eastern side of the existing building.

A site context map and photos of the subject site are provided below.



Figure 2 – Site context map



Figure 3 – View SW across the site from Footscray Road, taken on 17 August 2020



Figure 4 – View SE across the site from Footscray Road, taken on 17 August 2020



Figure 5 – View NE across the site from the Melbourne Star, taken on 17 August 2020



Figure 6 – West elevation of the existing building on the site, taken on 8 January 2020

1.2. Surrounds

The site is located towards the northern edge of Docklands, and as the last part of Docklands to be redeveloped, presents as an area in transition. It is characterised by a mix of recent developments, interim uses such as at-grade car parks and vacant land.

In terms of direct abutments:

- Across Waterfront Way to the **north** is the Costco wholesale supermarket, which is a large warehouse building constructed above a car park. The pedestrian entry is located directly opposite the site, with vehicular access via Observation Drive.
- Across Little Docklands Drive to the **south**, at 400 Docklands Drive, is an at-grade commercial car park. The site benefits from Planning Permit TP-2012-828/A for an eleven storey commercial building. This permit expires in November 2020.

Also to the south, at 259-269 Footscray Road, is the site of the new Docklands Primary School that will include a library, music and arts rooms, administration areas and outdoor learning terraces. A site visit on 17 August 2020 indicated that the building is nearing completion.



Figure 7 – 3D render of Docklands Primary School (under construction)

- Footscray Road adjoins the site to the **east** and is a key east-west connection between the City of Melbourne and the City of Maribyrnong. This section of Footscray Road comprises four vehicle lanes in each direction and a tram line along the centre median. Footscray Road forms part of the Westgate Tunnel project and a 2.5km long elevated veloway is planned along this site frontage. Across Footscray Road to the east is the 'E-Gate' future redevelopment precinct.
- Across Waterfront Way to the **west** is 'The District Docklands', which can be described as a town centre style mixed use precinct comprising retail premises, food and drink premises (including a brewery), offices, residential apartments, entertainment facilities (including a recently completed cinema), and the visually prominent 'Melbourne Star' observation wheel, that has a maximum height of 120 metres. The Melbourne Star is identified as the only 'landmark' structure within the Docklands Urban Renewal Area, in Figure 8 of Clause 21.13 (Urban Renewal Areas).

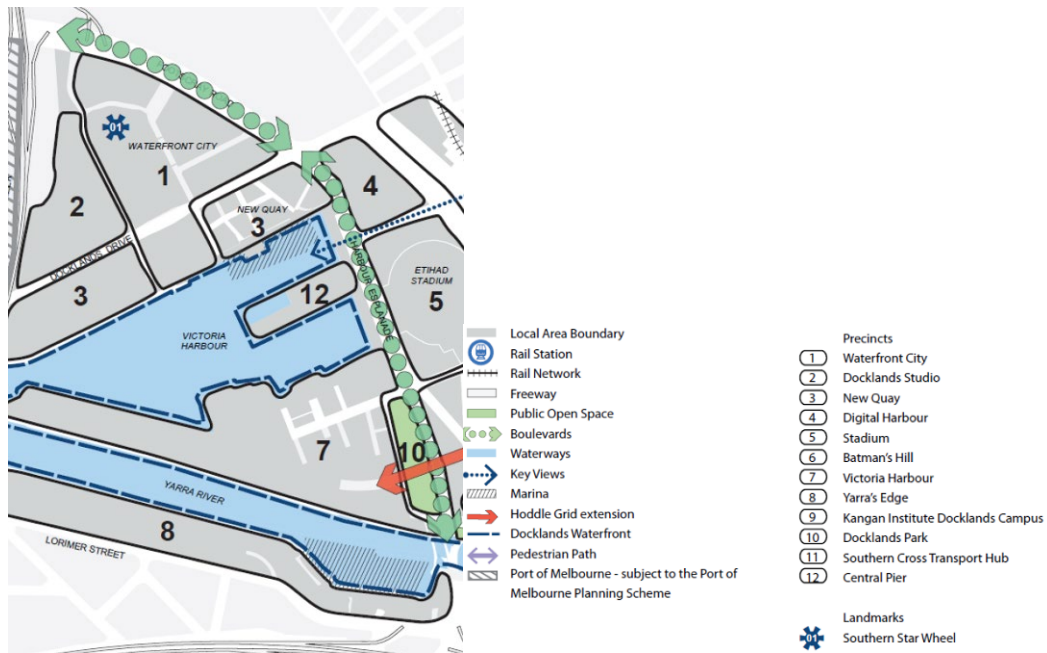


Figure 8 – Extract from 'Figure 8: Docklands' Clause 21.13 (Urban Renewal Areas)

2. THE WATERFRONT CITY OUTLINE DEVELOPMENT PLAN

The Waterfront City Outline Development Plan (WFCDP) was approved by the Minister for Planning on 28 November 2003. It remains the relevant Development Plan for this part of Docklands pursuant to Schedule 7 to the Development Plan Overlay (DPO7).

The extent of the WFCDP is depicted in Figure 1 in Section 1 of this report and sets out general development principles and specific guidelines on circulation and access, staging, land uses, open space areas and built form. Schematic feasibility studies that are appended to the WFCDP provide guidance on preferred built form outcomes across the entire area. An indicative massing of the WFCDP area that depicts how this part of Docklands could be developed is reproduced below:

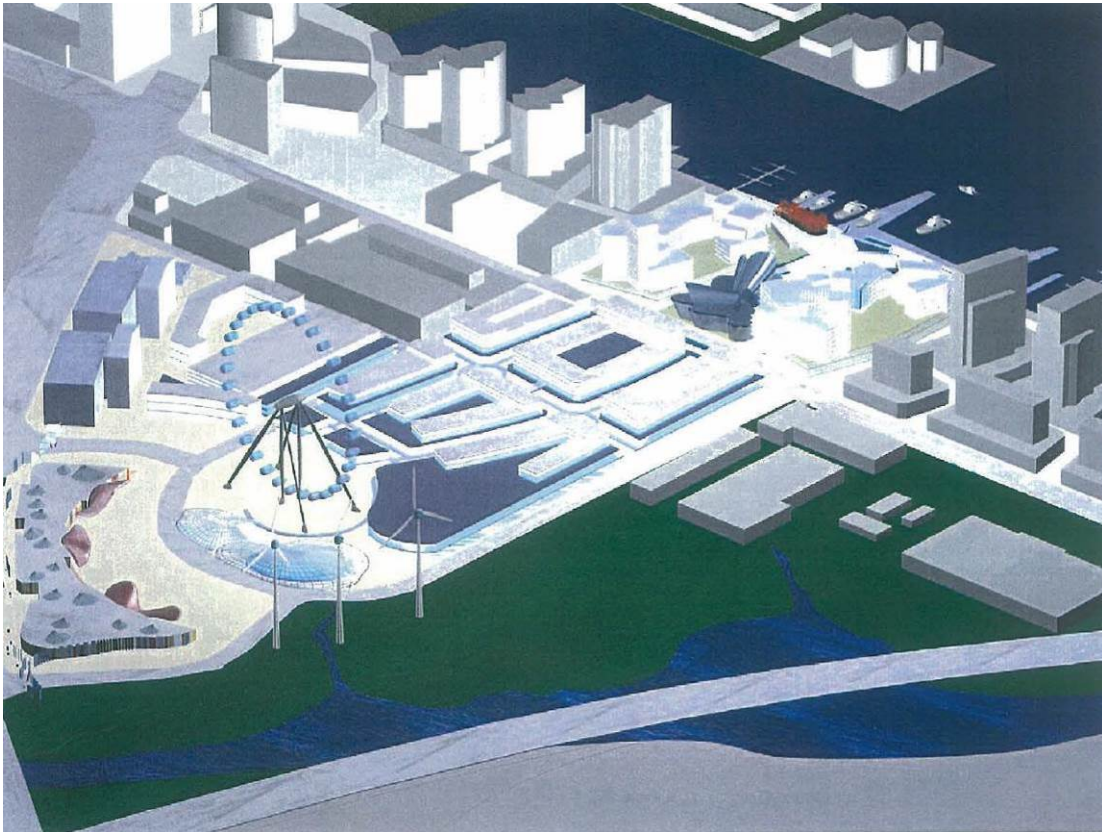


Figure 9 – Indicative Massing Diagram from page 35 of the WFCDP

The feasibility study also includes a set of detailed layout, land use and built form plans for the area. This study recommends that the sites be developed with a mix of uses including commercial, retail, hotel / serviced apartments, home office, a car park and 'human services' at the south-eastern corner. As illustrated in Figure 10 below, the building height shown for the site is 13 metres, noting that 'nominated heights are indicative only' and taller built form is shown in the indicative massing diagram at Figure 9.

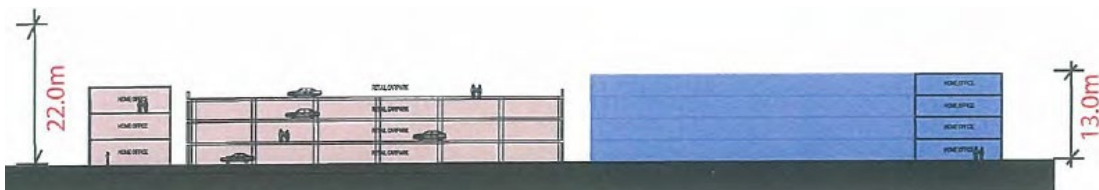


Figure 10 – Extract from 'Schematic Feasibility Sections' Drawing GE SK07, showing recommended building heights

Since the WFCDP was approved in 2003, the land has been improved by the Melbourne Star, Costco Docklands and a number of apartment and mixed use towers on the southern side of Docklands Drive.

It is worth noting that the buildings on the southern side of Docklands Drive are substantially larger than that envisaged by the original WFCDP and 'MAB Docklands Outline Development Plan', which applies to much of the land on the southern side of Docklands Drive. This has been mostly driven by amendments to the Development Plans applying to NewQuay West and NewQuay Central, and the introduction of a new Design and Development Overlay (Schedule 54) in 2008. A recently approved 20 storey building at 3-43 Waterfront Way is now also nearing completion.

3. BACKGROUND AND HISTORY

3.1. Pre-application discussions (PA-2018-30)

Pre-application discussions between the applicant, Development Victoria (DV), the Department of Environment Land Water and Planning (DELWP) and City of Melbourne urban planners took place on numerous occasions between December 2017 and June 2019.

Key issues that arose during pre-application discussions included:

- Building height and bulk, in particular the two buildings fronting Waterfront Way.
- Whether it was appropriate for buildings to be built with a 'sheer wall' to the street.
- Overshadowing of Docklands Primary School.
- Retention of the existing car park and its impact on the development.
- Legibility and safety of pedestrian connections through the site.
- Access, 'publicness' and amenity of the public open space above the existing car park.
- Design and functionality of the proposed public open space along Little Docklands Drive.
- Wind impacts.
- Architectural diversity.
- Community benefits, including the location and need for a community facility.
- Views from the Melbourne Star.

3.2. Application history

The application was referred to the City of Melbourne on 30 September 2019.

Further information was requested by DLEWP and Council, and raised the following preliminary concerns:

- The use of discretionary built form controls, rather than mandatory.
- The sheer form and height of Building 1.
- The wide mass of Building 6.
- A lack of clear affordable housing targets.
- Wind impacts outside of the title boundary, in particular Docklands Primary and the Melbourne Star plaza.
- Wind comfort levels within the development.
- Overshadowing of Docklands Primary School and communal areas within the site.
- Insufficient bicycle parking and indicative visitor bicycle parking locations.
- Excessive car parking and the need for more detailed traffic analysis.

A revised package of documents, in response to Council's concerns was received in April 2020.

A further revised Development Plan was prepared and forwarded to Council in July 2020. This document is the final version of the Development Plan (DP) Addendum

for assessment and does not differ significantly from the further information response received in April 2020.

4. THE PROPOSAL

Ashe Morgan Pty Ltd c/o Urbis has submitted an application to DELWP for an addendum to the Waterfront City Outline Development Plan (WFCDP) dated June 2020.

The addendum applies specifically to the subject site as described in Section 2 of this report, and its primary purpose is to vary the permitted site layout, building envelopes, land use mix, vehicular access, public open space and community facilities.

The relevant documents are those that were received by Council on 20 July 2020. Key aspects are outlined below and on the following pages.

4.1. Land use

The 'Proposed Functional Relationships' plan at Section 2.2.2 of the current 2003 WFCDP indicates that the subject site should be developed with a mix of commercial, hotel / serviced apartments and retail.

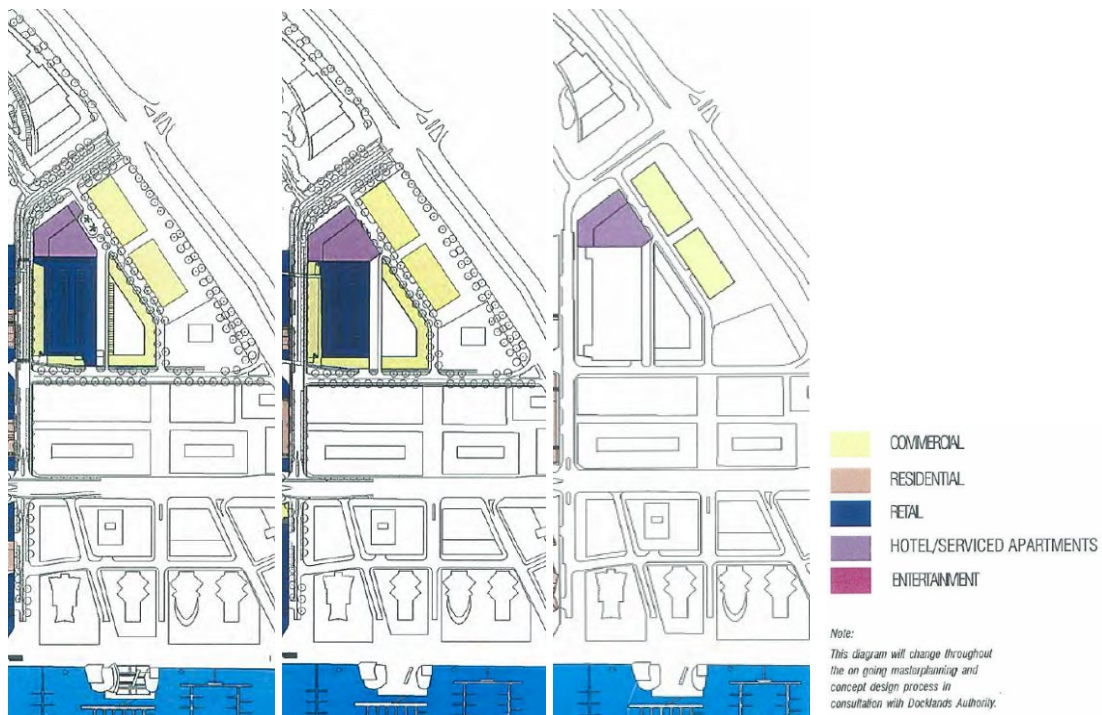


Figure 11 – 2003 WFCDP extracts of ground, first and ‘typical residential’ levels, depicting the recommended land use mix



Figure 12 – Proposed DP Addendum extracts of ground, first and tower levels, depicting the proposed land use mix

Although the proportionality of the uses would be varied as part of the proposed DP Addendum, the overall mix of uses is not proposed to change.

It is also worth noting that the use of the subject site for dwellings, residential hotel, office and most types of retail premises are 'Section 1 – Permit Not Required' uses within the Docklands Zone Schedule 6, which applies to the land.

4.2. Site Layout

The proposed DP Addendum seeks to substantially alter the site layout envisaged by the WFCDP. As depicted in the diagrams below, the WFCDP shows a central public road with separate vehicle entry points to buildings and tree planting on both sides.

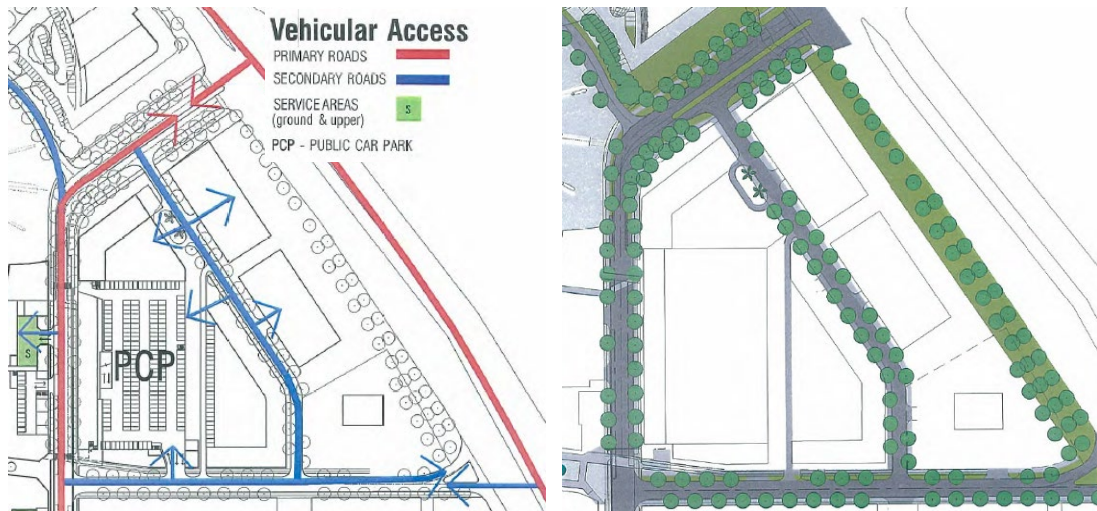


Figure 13 – WFCDP extracts Vehicular Access (left) and Master Planning Site Plan (right)

As illustrated in Figure 14 below, the proposed DP Addendum would replace the central road with a private vehicle thoroughfare for servicing and car park access for the development. This access is proposed to be largely decked over.

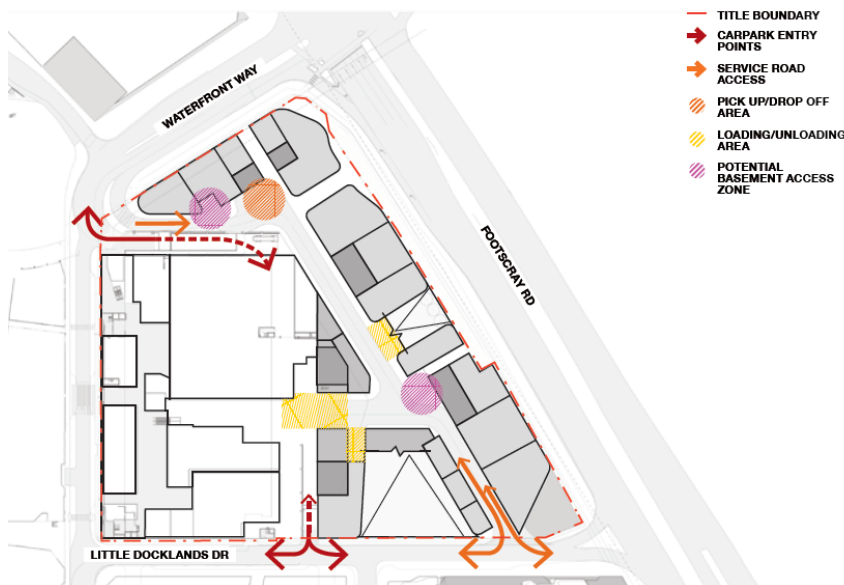


Figure 14 – DP Addendum Movement and Parking Plan 8 extract

All pedestrian movements and landscaping would be relocated to an elevated deck / pedestrian spine, approximately 5.4 metres above ground level. This space would be accessed via a ramped landscaped area off Little Docklands Drive and a combination of stairs, lifts and escalators from all other frontages.

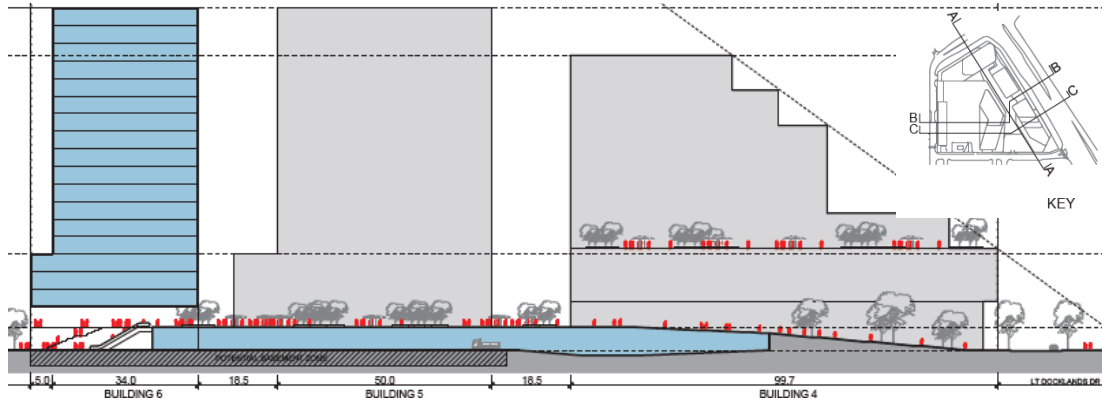


Figure 15 – DP Addendum Section AA depicting the raised pedestrian spine

4.3. Gross Floor Area

The proposal would allow for an estimated 176,596m² of Gross Floor Area (GFA).

Although the building envelopes would significantly increase as part of this Addendum, the WFCDP does not cap the GFA for any of the land that it applies to.

4.4. Building height

The WFCDP does not include any specific controls regarding maximum building heights across the subject site. A review of the extracts included at Figure 9 and 10 suggest that mid-rise buildings up to 13 metres, with some taller forms towards the centre of the site are contemplated by the WFCDP.

Relevantly, Schedule 54 of the Design and Development Overlay (DDO54), which applies to the site, sets a discretionary maximum height of 45 metres to the northern half of the site and 50 metres to the southern half.

As illustrated in Figure 16 below, the proposed DP Addendum seeks discretionary maximum heights for each of the six building envelopes of between 40 and 80 metres. This represents an increase above the DDO54 controls of up to 35 metres.

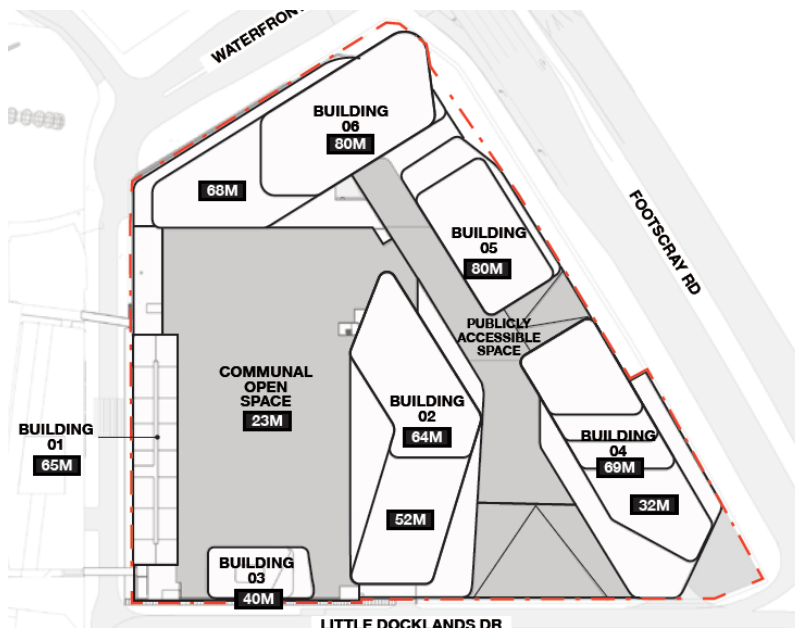


Figure 16 – DP Addendum maximum heights, roof plan

4.5. Building setbacks and separation distances

Similar to the building height controls, the WFCDP does not include specific setback requirements. The diagrams at Figures 9 and 10 do, however, suggest that limited setbacks and building separation distances would be required for the mid-rise buildings shown.

DDO54 which also applies to the site does not provide any guidance with respect to building setbacks or separation.

As illustrated in Figure 17 below, the proposed DP Addendum includes discretionary setback and building separation controls for each of the six building envelopes. In the main, the buildings would have a 3-5 storey podium with upper level setbacks of 3-5 metres. Exceptions to this include a 65 metre street wall height for Building 1, an 80 metre street wall for a portion of Building 6, and overshadowing controls guiding the southern setback of Building 4.

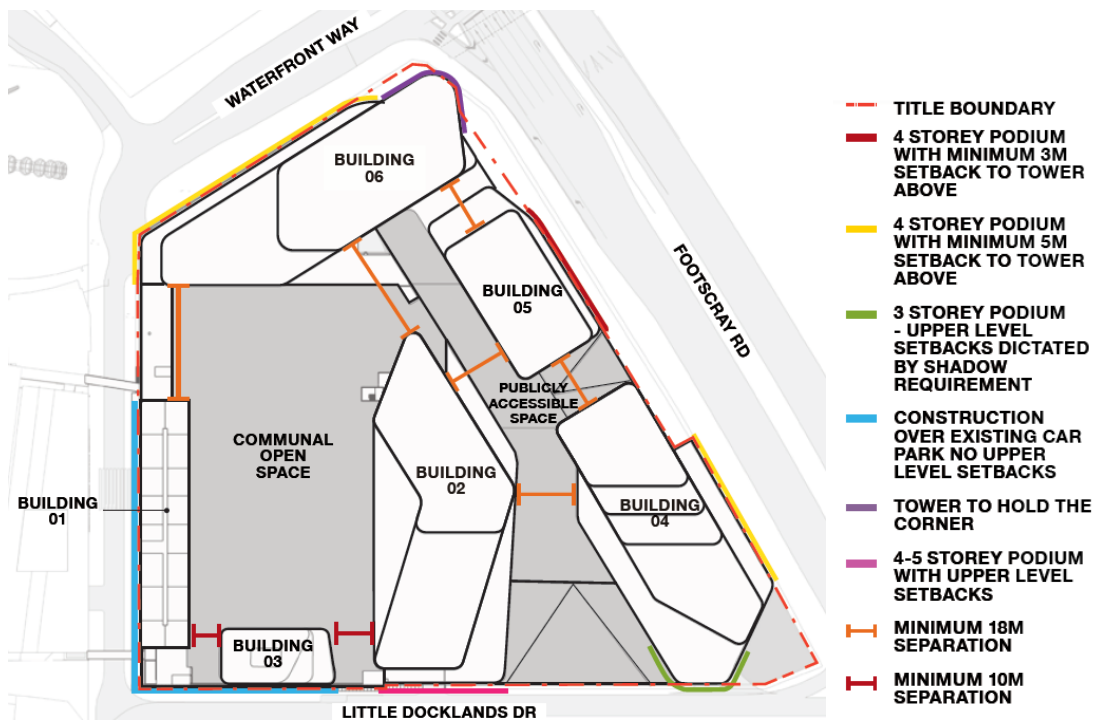


Figure 17 – DP Addendum podium heights, tower setbacks and separation

4.6. Staging

The 'Staging & Site Presentation' section of the WFCDP indicates that the subject site would be developed in successive stages with a portion towards the south-western corner developing first (Stage 1) with the remaining land being used for landscaping and car parking in the interim. The extract at Figure 17 also indicates that the south-eastern corner of the site is to be used for 'Human Services'.

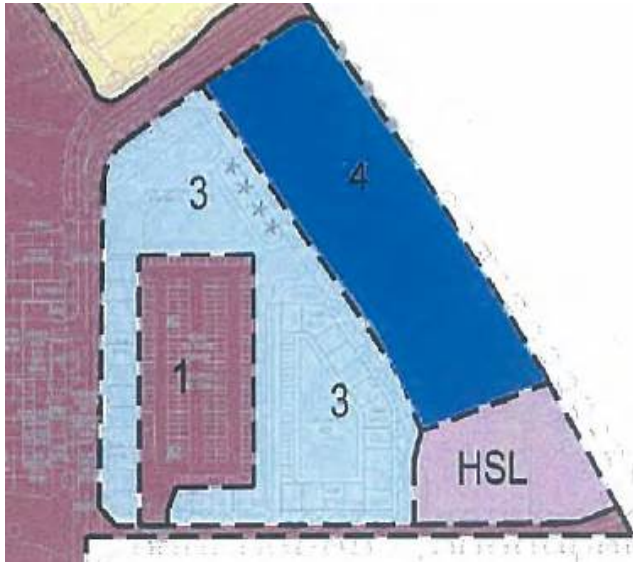


Figure 18 – Map at Section 1.6 (Staging and Site Presentation) of the WFCDP

As illustrated in Figure 18 below, the proposed DP Addendum splits the site into six separate stages. A set of Staging Design Principles would provide guidance in relation to hoarding design, the treatment of blank walls and wind mitigation.

A review of this staging plan indicates that the majority of the elevated pedestrian link would not be delivered until the completion of stage 4 and would not connect through to Waterfront Way until the completion of the final stage.

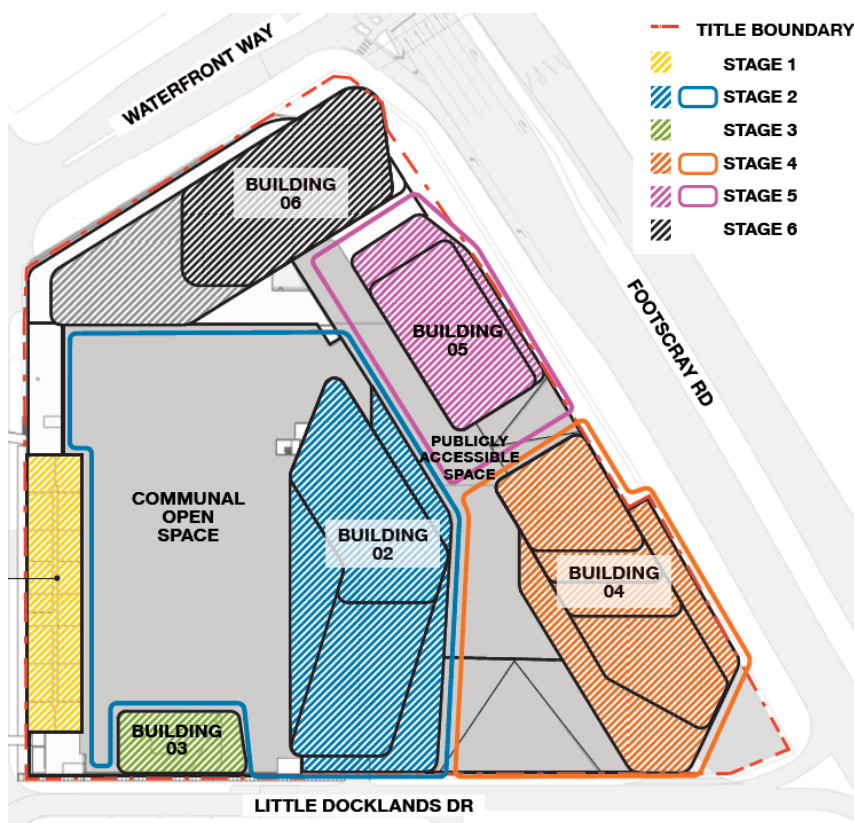


Figure 19 – DP Addendum staging diagram

With respect to the land identified as 'Human Services Land', the permit applicant provided advice from Development Victoria that this requirement was no longer applicable. As such, the application does not need to provide such a facility.

4.7. Landscape and Public Realm Design

The WFCDP includes design objectives and guidelines for the treatment of the public and semi-public spaces throughout the precinct. This includes street furniture, paving, tree planting and urban art strategies for specific sub-precincts, though not the subject site. The WFCDP does, however, recommend the use of native evergreen trees along the northern boundary and exotic deciduous species along the remaining street frontages (including the internal road).

The proposed DP Addendum seeks to supersede the above elements of the WFCDP with the inclusion of detailed landscape design objectives governing the function of different open spaces, integration between landscape design and land use, appropriate plant species, furniture, urban art and lighting.

The proposal would also introduce the requirement for two areas of landscaped open space on the site. They comprise:

- A ramped area of publicly accessible land along Little Docklands Drive at the southern end of the elevated pedestrian link, with an area of approximately 4,500m²; and
- A large area of communal open space above the existing car park, between Buildings 1, 2, 3 and 6.

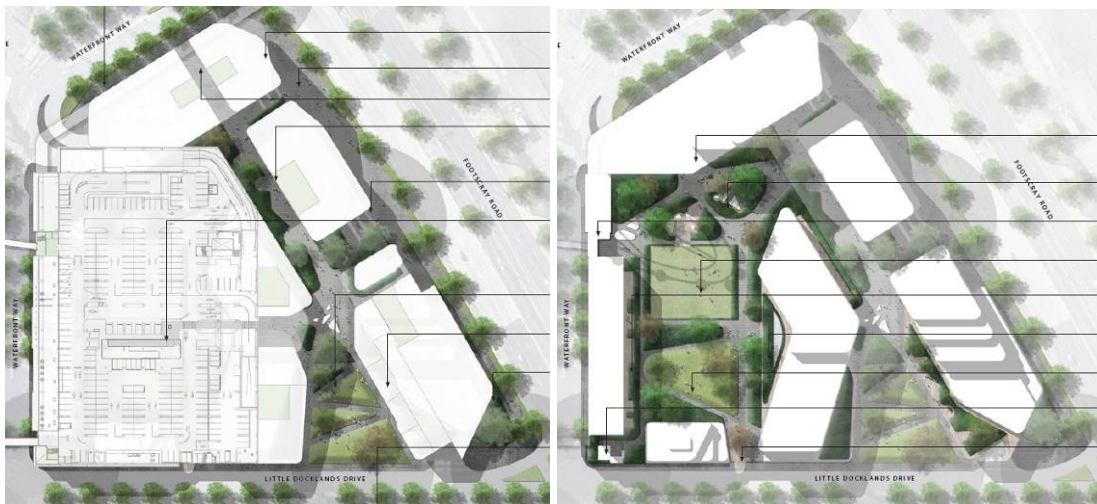


Figure 20 – DP Addendum public realm plans of ground / level 1 (left) and elevated communal open space (right)

4.8. Bicycle Facilities

The WFCDP does not provide specific rates for the provision of bicycle facilities but encourages developments to:

- *Integrate and link bicycle and pedestrian networks to encourage non-motorised transport.*
- *Provide a pleasant and safe pedestrian and bicycle environment.*

The proposed DP Addendum encourages bicycle facilities to be provided in communal areas, as follows:

- One space per dwelling, though this can be varied if sufficient space exists within an apartment storage locker.
- In accordance with the requirements at Clause 52.34 (Bicycle Facilities) for employment uses.

4.9. Car Parking

The WFCDP does not provide specific rates for the provision of car parking but encourages developments to:

- *Provide adequate, convenient and legible parking facilities, within a pleasant user-friendly environment.*
- *Allow precinct peak parking demands to be accommodated within and immediately adjacent to WFC.*

The proposed DP Addendum encourages car parking to be provided within 'sleeved' podiums and 'potential basements'. In terms of car spaces, the DP Addendum includes a discretionary maximum of 1,333 spaces for residents and employees and 2,846 public spaces. It also encourages the provision of at least one motorcycle space per 100 car spaces, and that car share spaces be considered in future developments.

4.10. Other

The proposed DP Addendum also includes objectives, guidelines and controls that provide direction on a range of matters that are not included in the current WFCDP including:

- Design detail.
- Overshadowing.
- Signage.
- Affordable housing.
- Community facilities.

These aspects of the proposal are discussed in Section 7 of this report.

5. PLANNING SCHEME PROVISIONS

5.1. Current provisions

The following provisions of the Melbourne Planning Scheme apply:

State Planning Policies	Clause 10: Planning Policy Framework Clause 11: Settlement Clause 12: Environment and Landscape Values Clause 15: Built Environment and Heritage Clause 16: Housing Clause 17: Economic Development Clause 18: Transport Clause 19: Infrastructure
Municipal Strategic Statement	Clause 21.04: Settlement Clause 21.05: Environment and Landscape Values Clause 21.06 Built Environment and Heritage Clause 21.07: Housing Clause 21.08: Economic Development Clause 21.09: Transport Clause 21.10: Infrastructure Clause 21.13-2: Docklands

Local Planning Policies	<p>Clause 22.18: Urban Design within the Docklands Zone</p> <p>Clause 22.19: Energy, Water and Waste Efficiency</p> <p>Clause 22.23: Stormwater Management (Water Sensitive Urban Design)</p>
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Statutory Controls	
<p>Development Plan Overlay - Schedule 7 (DPO7)</p> <p>Business Park Precinct</p>	<p>The purpose of a DPO is to identify areas which require the form and conditions of future use and development to be shown before a permit can be granted to use or develop the land.</p> <p>The DPO specifies requirements for the content of a development plan and contemplates that development plans may be amended. It specifies decision guidelines for assessing an amendment to a development plan.</p> <p>Once a development plan (or amended development plan) has been endorsed as being to the satisfaction of the responsible authority, separate planning applications will need to be lodged for the individual stages of development. The following statutory controls will apply to the future development of the land. A permit granted must be generally in accordance with the development plan.</p>
<p>Docklands Zone - Schedule 6 (DZ6)</p> <p>Business Park Precinct</p>	<p>The purpose of DZ6 is:</p> <ul style="list-style-type: none"> ▪ <i>To provide for a range of commercial, residential, recreational, educational, technology, business and leisure uses within a mixed use environment.</i> ▪ <i>To provide for a range of active and people orientated uses at the lower levels of buildings that are complementary of residential uses.</i> ▪ <i>To acknowledge the retention of port related activities west of Bolte Bridge.</i> <p>A permit is required for buildings and works on the subject site.</p>
<p>Design and Development Overlay - Schedule 12 (DDO12)</p> <p>Noise Attenuation Area</p>	<p>Seeks:</p> <ul style="list-style-type: none"> ▪ <i>To ensure that new or refurbished developments for new residential and other noise sensitive uses constructed in the vicinity of the Docklands Major Sports and Recreation Facility include appropriate acoustic measures to attenuate noise levels, in particular music noise, audible within the building.</i> ▪ <i>To ensure that land use and development in the vicinity of the Docklands Major Sports and Recreation Facility is compatible with the operation of a Major Sports and Recreation Facility.</i> <p>A permit is required for buildings and works associated with new, refurbished or converted developments for noise sensitive uses.</p>
<p>Design and Development Overlay - Schedule 54 (DDO54)</p> <p>Business Park Precinct, Area 1</p>	<p>Schedule 54 to the DDO applies specifically to the Business Park Precinct and seeks:</p> <ul style="list-style-type: none"> ▪ <i>To provide for a complementary mix of medium and high rise development within the Precinct.</i> ▪ <i>To provide continuous public access along the waterfront area adjoining Moonee Ponds Creek and Victoria Harbour.</i> ▪ <i>To facilitate innovative buildings and structures relating to the Waterfront City precinct for entertainment purposes.</i> ▪ <i>To ensure the conservation of the general form of Victoria Harbour.</i> <p>DDO54 sets a discretionary maximum building height of 45 metres for land within Area 1 and 50 metres for land within Area 4, other than buildings and structures that form part of a theme park or are used for entertainment purposes.</p> <p>A permit is required to exceed the maximum building height.</p>

Parking Overlay - Schedule 10 Docklands Business Park	<p>Sets out maximum car parking rates for various land uses including:</p> <ul style="list-style-type: none"> ▪ 1.5 spaces to each dwelling ▪ 3 spaces to each 100m² of office gross floor area ▪ 0.4 spaces to each room for a residential hotel ▪ 4 spaces to each 100m² of retail gross floor area <p>A permit is required to provide car parking spaces in excess of the maximum number specified.</p>
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Particular Provisions	
Clause 52.06 Car Parking	A permit is required to provide more than the maximum parking provision specified in a schedule to the Parking Overlay.
Clause 52.34 Bicycle Facilities	A new use must not commence or the floor area of an existing use must not be increased until the required bicycle facilities and associated signage has been provided on the land. A permit may be granted to reduce or waive the bicycle parking requirement.

General Provisions	
Clause 72.01 Responsible authority for administering and enforcing a provision of this planning scheme	The Minister for Planning is the Responsible Authority for this matter as the total floor area of the proposal exceeds 25,000 square metres.
Clause 65 Approval of an application or plan	Sets out matters that the responsible authority must consider before deciding on an application.
Clause 66.02-11 Integrated Public Transport Planning	An application for in excess of 60 dwellings, 4,000 square metres of retail floor area or an office development of 10,000 square metres must be referred to the Department of Transport as a Determining Referral Authority.
Clause 66.04 Referral of permit applications under Local provisions	Any application for use or development within the Docklands Zone must be referred to Development Victoria as a Determining Referral Authority.

6. PUBLIC NOTIFICATION

Section 3.0 of Schedule 7 to the Development Plan Overlay specifies that, in assessing an amendment to a Development Plan, the Responsible Authority (i.e. the Minister for Planning) should, among other things, consider the views of the City of Melbourne.

The application was therefore referred to the City of Melbourne for consideration and advice.

7. CONSULTATION

Prior to submitting the DP Addendum to DELWP for approval, the applicant discussed the proposal with the following authorities:

- Development Victoria
- DELWP
- Melbourne City Council
- The Victorian Design Review Panel of the OVGA.

Further to the above, the applicant engaged Max Hardy Consulting to facilitate a community engagement process. This process is outlined in the submitted report dated 13 August 2019 and consisted of a series of community drop-in sessions and small meetings with local stakeholders (including Docklands Primary School, Melbourne Star Observation Wheel, MAB and Docklands Studios).

Key concerns raised during consultation include excessive building height, overshadowing, loss of views, parking provision and ground level activation.

8. REFERRALS

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

8.1. Urban Design

Council's Urban Design Team attended all pre-application meetings at DELWP, subsequent virtual meetings with DELWP and the applicant; and provided advice on numerous occasions throughout the pre-application and application assessment process.

Final Urban Design advice was prepared on 23 July 2020 and includes the following summary:

We note that the updates have not yet addressed fundamental urban design concerns regarding overall building height and mass, public interface quality, and wind and sunlight to publically accessible spaces.

We do not believe that fundamental massing concerns can be addressed purely through architectural treatments. Further to this, the proposed 'design excellence' statement, and design principles put forward in the document lack the strong, coherent wording required to provide confidence that these massing and public interface concerns will be addressed at the design detail stage.

We require a more acceptable massing envelope for buildings 1, 4 and 6, as well as strong and clearly worded design principles to ensure that a suitable outcome will be achieved to all developments and outdoor spaces on this site.

These matters are considered to be fundamental issues that cannot be addressed via conditions.

8.2. Open Space Planning

Council's Open Space Planner provided the following comments on 26 November 2019:

Although not a contribution to the formal open space network, the private open spaces can and should still make a positive contribution to the open space network in a meaningful way. Open Space Planning generally supports the application. Comments, queries and recommendations are outlined below.

Open space over structure

We recommend the following minimum requirements for open space over structures.

- *Structural capacity to support at least 1.5 metre depth of saturated soil and associated live loadings.*
- *Irrigation system acceptable to Council.*
- *Soil profile acceptable to Council.*
- *Plant species acceptable to Council.*

Open space contribution

Cash contributions are reserved for expenditure on open space land acquisition and the open space capital works program. Where and when the money is spent is subject to prioritisation as Council determines appropriate.

Access to open spaces

Please confirm the intentions for access to both the communal open space and publically accessible open space. Access, particularly to the publicly accessible space at ground level should be guaranteed through a S173 or similar.

It is considered that the above matters could be resolved via conditions if the DP Addendum was supported.

8.3. City Design

Council's Principal Landscape Architect provided final comments on 12 May 2020. They were generally supportive of the proposal, though highlighted the following concerns that had not been fully addressed in the final version of the DP Addendum:

- *Reference to the open space fronting Little Docklands Drive as 'public realm', despite remaining in private ownership.*
- *Details of existing street trees.*
- *Further assessment, expansion and/or modification of the proposed planting schedule, including in the context of the shadow studies and acknowledging the complexity of the planting environments so created.*
- *The identification and integration of streetscape works in the landscape staging diagram.*
- *Clarification if on-street parking will remain in the future.*
- *Further information on intended management, activation and integration with the public realm.*

It is considered that the above matters could be resolved via conditions if the DP Addendum was supported.

8.4. City Strategy

Council's City Strategy Team attended pre-application meetings at DELWP, subsequent virtual meetings with DELWP and the applicant; and provided advice on numerous occasions throughout the pre-application and application assessment process. They also separately discussed the application with Development Victoria (the owners of the land) who confirmed that their agreement with the applicant includes a requirement for community facilities to be provided; and that this requirement could also be fulfilled via a cash-in-lieu contribution for facilities elsewhere within Docklands.

Following a detailed analysis of the proposal and the Social Infrastructure Assessment prepared by ASR Research, the City Strategy Team advised that they do not consider it appropriate to locate a Council-operated community facility on the subject site, without a clear service provision requirement.

Although a 220m² community facility, provided for a 'peppercorn rent' adjacent to Little Docklands Drive, as offered by the applicant in separate correspondence is not opposed; a more substantial facility with a demonstrable community benefit that could provide for co-location of services would be preferred.

As such, Council's City Strategy team recommends that a cash-in-lieu payment for community facilities in Docklands be made to Development Victoria in accordance with their sale agreement. Development Victoria and Council's City Strategy Team have agreed to develop a community infrastructure assessment for Docklands to inform a strategic approach to community facility planning in the precinct.

8.5. Sustainability

Council's Green Infrastructure and ESD Officer advised that they were supportive of the 5 Star Green Star / NABERS requirement, though recommended the following update to Section 4.4.3 of the DP Addendum:

To ensure Australian best practice sustainability performance, the development will:

- *Be required to achieve minimum 5 Star Green Star certification, and 5 Star NABERS ratings where applicable.*
- *The Green Infrastructure for developments will be benchmarked using the City of Melbourne's Green Factor Tool.*

8.6. Engineering

8.6.1. Traffic

Council's Traffic Engineer provided advice in relation to the application on multiple occasions, with some concerns addressed in the RFI response and the final Traffic & Transport Assessment prepared by Cardno dated 11 May 2020.

A number of outstanding concerns were raised in the Traffic Engineer's final advice of 18 June 2020 and can be summarised as follows:

- *Proposed number/allocation of additional car parking spaces being fully detailed, and proposed bicycle and motorcycle parking provisions/requirements being clarified.*
- *Detailed concept plans being prepared of the proposed realignment of the Waterfront Lane internal road.*
- *Design of all spaces, ramps, grades, transitions, accessways, loading areas and height clearances.*
- *The proposed car parking provision for the office component being at least halved to 0.5 spaces/100m², given the ample sustainable transport modes available in the vicinity of this prime central city location.*
- *At least 5 car share and electric charging spaces should be provided on site.*

It is considered that the above matters could be resolved via conditions, noting that some are detailed matters more relevant to subsequent planning permit applications.

8.6.2. Waste

The DP Addendum does not provide any guidance in relation to waste management. In the absence of any such guidelines, Council's Waste Engineer recommended the following points be included in a new section of the DP Addendum:

- *An emphasis on resource recovery in order to reduce the overall amount of waste going to landfill.*

- *Separation of organic waste for commercial developments generating over 1500/L per week (soon to be mandated).*
- *Separation of organic waste in residential developments is not mandated but encouraged.*
- *Provision of a communal waste management facility to reduce overall truck movements to the precinct.*
- *A Waste Management Plan for each stage of the development.*
- *Residential waste to be collected by Council. Residential glass and organic waste to be managed privately until Council provides a collection service for these resources.*
- *Collections of each waste stream to be limited to a maximum of 3 per week.*
- *Provision for the storage and disposal of hard waste and e-waste.*

8.6.3. Civil Design

Council's Civil Design Team advised that it did not have any comments to make on the proposal.

8.7. Land Survey

Council's Land Survey Team advised that it did not have any comments to make on the proposal.

9. ASSESSMENT

The key issues in the consideration of this DP Addendum are:

- Land use.
- Built form, including height and setbacks.
- Public realm considerations, including landscaping, overshadowing and wind.
- Public benefits, including public art, community facilities and affordable housing.
- Traffic impacts, bicycle facilities and car parking.
- Other matters, including staging, waste management and signage.

Each is addressed in turn below.

9.1. Land use

The proposal includes a mix of retail, office and residential uses, which align with Schedule 6 to the Docklands Zone, within which the site is located. Office, residential hotel, dwelling and most retail uses (including hotel, tavern/bar and shop) are Section 1 uses with a permit not required for the land use.

The Municipal Strategic Statement (MSS) likewise identifies Docklands as being an Urban Renewal Area (Clause 21.13-2) where mixed use development is supported, including medium to high density residential development, as well as office and commercial development.

Recent changes to the lower levels of the existing multi-storey car park within the western side of the precinct have positively introduced a supermarket and fresh food hall, retaining the parking at upper levels.

The new proposal (refer to Figure 21) favours a majority of office development, which re-addresses the preponderance of residential development in this area of Docklands. Of the five main buildings only one, Building 1 along the western

frontage, is designated residential. The large, centrally located Building 2 is noted as residential or office (according to demand).

Strategically, the focus on office uses is supported, however it is apparently driving the provision of large, continuous floor plates and it creates a precinct with potentially limited activation out of business hours. The design of buildings and the public realm needs to address these consequences (refer to the discussion at sections 9.2.3 and 9.3.1 of this report).



Figure 21 – DP Addendum Concept Plan 3 - upper land uses

9.2. Built form

9.2.1. Site Layout

The site layout is structured around the constraint of the retained multi-storey car park, which occupies more than a third of the site. This limits layout options, but the applicant considers the retention non-negotiable due to existing leasing commitments. The car park roof, some 22.4 metres above ground level, is positively converted to a communal open space for use by new buildings surrounding its perimeter. Public access lifts are proposed to provide access from adjoining streets but it is considered doubtful that this will generate much public uptake and management limitations are likely to be imposed.

The other structuring element is the vehicle access (designated as Waterfront Lane) connecting Little Docklands Drive and Waterfront Way through the remainder of the site to the east and north of the car park. The WFCDP nominates a similar vehicle connection as an open-to-sky street with trees. However, its alignment is now kinked and its connections displaced to the west on Waterfront Way, to avoid a straight through wind tunnel, and moved to the east on Little Docklands Drive, to avoid a direct 4-way cross intersection. This rationale is accepted.

More significantly, the Waterfront Lane through link is now largely covered by a raised deck some 5.4 metres above the ground plane. Waterfront Lane would

become an undercroft vehicle access and service area. The rationale provided by the DP Addendum is that this deals with complex servicing interfaces and avoids the lane acting as a barrier to pedestrian movement through the site. However, the raised public realm in itself inhibits access with grade changes required to access and traverse the site.

9.2.2. Building Heights

As noted at Section 4.4 of this report, the WFCDP does not include definitive building height limits for the subject site, though a desire for mid-rise buildings is evident in the corresponding massing diagrams. In lieu of this, the discretionary height limits of DDO54 are the most relevant planning control governing building height on the subject site.



Figure 22 – DP Addendum Concept Plan 8 - maximum heights

The proposed DP Addendum includes six separate buildings with maximum heights ranging from 40 metres (Building 3) to 80 metres (Buildings 5 and 6) as shown in Figure 22. The extent of increased building heights above the current DDO controls is illustrated in Figure 23 below:

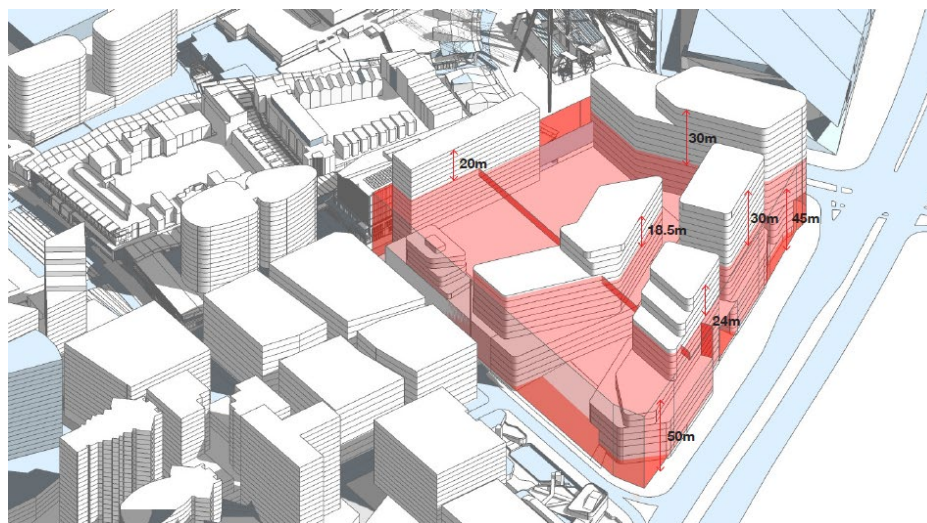


Figure 23 – Massing Diagram submitted as part of the RFI response depicting proposed building heights in relation to DDO54 height controls

The overall heights now included in the DP Addendum represent a significant reduction from the pre-application proposal which had buildings reaching up to 150 metres in height. The reduction was based on feedback regarding the impact on view lines from the Melbourne Star Observation Wheel, and on shadow impacts including to the school south of Little Docklands Drive.

In October 2019 Sanoyas, the owners of the Melbourne Star Observation Wheel, objected to the interference to views that the proposed buildings would have on the wheel, providing visual and economic impact studies for the then proposed buildings up to 108 metres in height.

Subsequently the heights, particularly of Building 6, have been reduced to 80 metres, which would apparently allow for clear views to the city centre from the top seven modules of the rotating wheel (refer to Figure 24). The DP Addendum applicant also submitted an economic study questioning the economic viability of the wheel provided by Sanoyas.

On balance, the now proposed heights enable reasonable views from the top of the wheel, which is a key landmark in Council's MSS, bearing in mind that there are no guarantees as to the continued operation of the wheel, which may well be outlived by the proposed buildings.

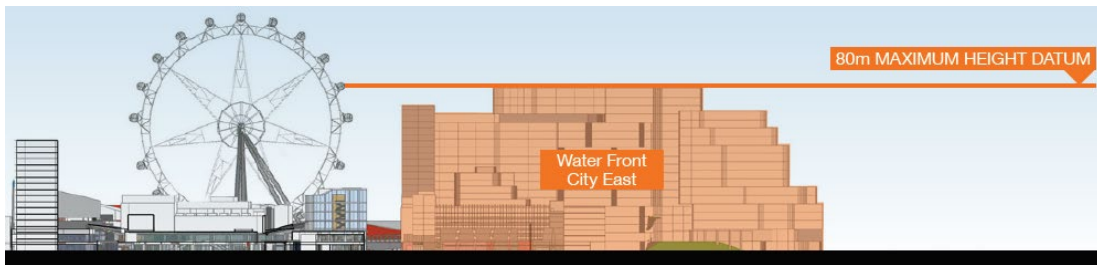


Figure 24 – Wheel Sightline 1 from DP Addendum

In terms of overshadowing, key buildings were stepped to reduce heights closer to Docklands Primary School on the southern side of Little Docklands Drive (refer to Figure 25). Subsequently, and due to continued reservations concerning building heights, Building 1 was reduced from 70 to 65 metres in height.

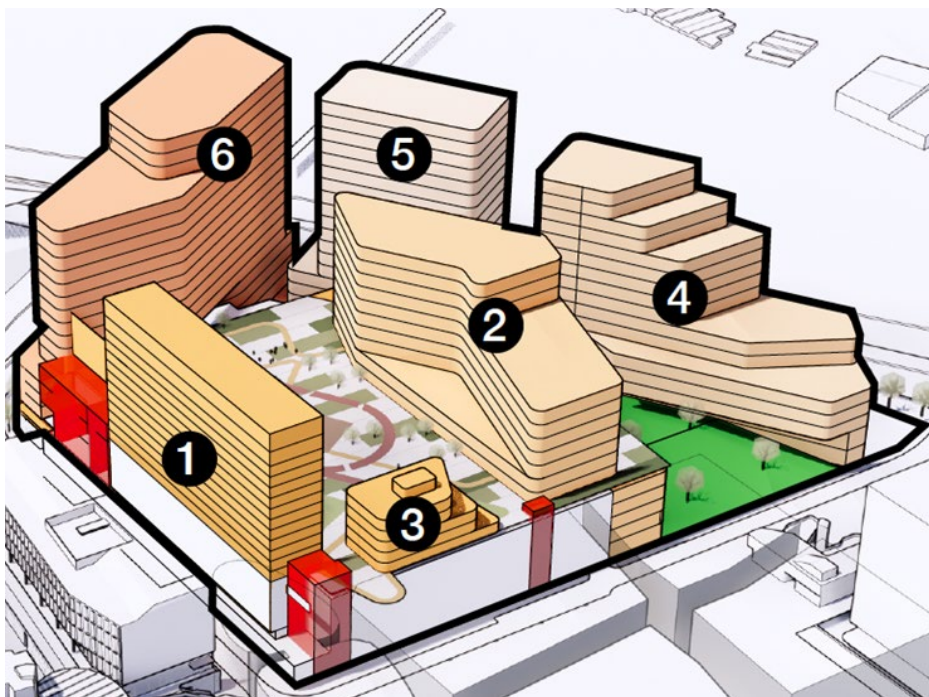


Figure 25 – Future Building Plan from DP Addendum

On balance, and considering the general increase in height of buildings approved nearby in Docklands, responding to expanded growth projections, an increase in height from the WFCDP is not unreasonable. The heights are not arbitrary, being determined by amenity impacts including visual domination, overshadowing and wind. Given the level of discussion that has already been undertaken regarding views from the observation wheel and significant overshadowing impacts to the public realm and the school, these heights should be limited as mandatory maximums. Amenity impacts also depend on the size of building footprints, their upper setbacks and the separation between them, which should also be controlled.

9.2.3. Setbacks and Building Separation

As noted at Section 4.5 of this report, the WFCDP does not include specific setback requirements. DDO54 also does not provide any guidance with respect to building setbacks or separation.

In general, the proposed upper level setbacks from the street walls are limited, varying from zero (Building 6 'holding the corner' of Footscray Road with Waterfront Way and Building 1 over the car park) to 3 metres (long frontages to Waterfront Way and Footscray Road), to 5 metres (only for Building 5 on Footscray Road) or 'to be determined by shadow requirements' (along Little Docklands Drive).

Setbacks to the internal publicly accessible spaces are also limited in the DP Addendum graphic (refer to Figure 26) with many at zero metres, and although some stepped forms are shown, these are indicative without any measurements to confirm them. In general terms, the DP Addendum graphics indicate quite specific forms which may be misleading as there are no measurable controls to support them.

Experience elsewhere, including the Hoddle Grid and Southbank, where setbacks were subject to close scrutiny in the formulation of Planning Scheme Amendment C270 and its associated DDO10 is that a mandatory minimum setback to provide both a visual break and to deflect wind down draughts is 5 metres (noting that the preferred setback remains at a more generous 10 metres). There is no good reason to differ from this practice at Waterfront City East, particularly given the exposed nature of the site.

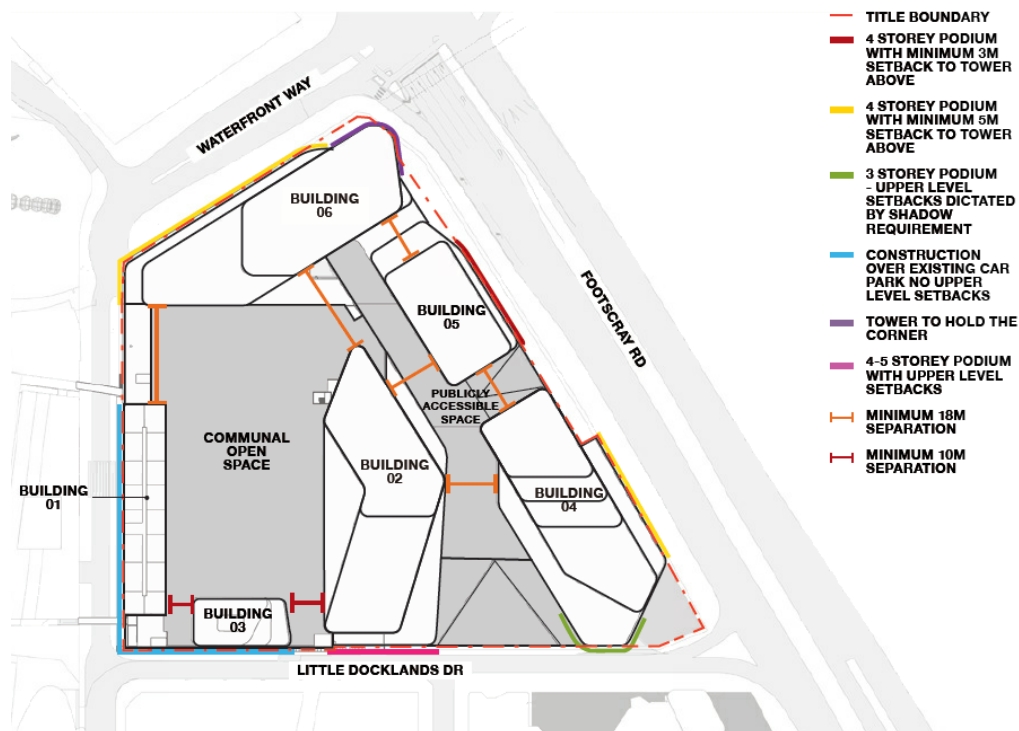


Figure 26 – Concept Plan 7 - podium heights, tower setbacks and separation

In contrast, the proposed street wall or podium heights are generally in the acceptable range of 3-5 storeys, which is a height relevant to pedestrian scale and less impacted by adverse wind effects. The exceptions are Building 1, where the 65 metre residential block directly abuts Waterfront Way, as it is a practical extrusion of the existing car park setback, and Building 6 which is designed to “hold the corner” of the Footscray Road and Waterfront Way intersection. However, the latter with its 80 metre wall to the street causes unacceptable wind impacts (discussed in detailed at Section 9.3.4 of this report) and must be reviewed. With suggested mandatory tower setbacks, the actual street wall or podium heights could remain a preferred maximum of 22 metres.

In terms of building separations, all taller buildings are to be separated by a minimum of 18 metres. This is an acceptable distance to ensure views between buildings and achieve privacy, daylight and outlook amenity. However, and considering the substantial depth of most blocks (around 30 metres, which highlights any canyon effect), it must be made a mandatory minimum separation wherever shown.

A related issue which has been consistently discussed in feedback to the applicant is the excessive length of many buildings. This varies from 75 to 80 metres at Buildings 1 and 4, up to around 100 metres at Buildings 2 and 6 (although Building 2 is shown kinked in the concept plan). Such lengths produce an aspect of excessive bulk and create continuous shadows. It is recognised that larger floorplates may be desirable for big offices and that more continuous built form may protect the site interior from wind, but even if these envelopes cannot be separated into two distinct buildings, their design and footprint must represent linked rather than continuous forms and must indicate substantial subdividing indents of at least 10 x 10 metres.

Whilst the building-by-building consideration in the DP Addendum is supported, the design guidelines currently provided on a site-by-site basis are too general, and should define more measurable parameters such as key dimensions, levels and access points. They would continue to be prefaced by general design excellence principles which should also be further reinforced.

9.3. Public Realm

9.3.1. Activation

The Development Plan proposes surrounding street frontage activation of 80% to the refurbished car park and 50% to the rest at ground level (except in the Waterfront Lane undercroft), with a combination of 50% and 80% activation at the raised Level 1 public realm (refer to Figure 27). The upper levels, including around the car park roof, are described as having “passive surveillance” from surrounding uses.

What is not clarified, especially at Level 1, is the timing of such activation, with the lack of meaningful pedestrian traffic, no passing vehicle access and the closure of surrounding office related uses in the evening and on the weekend creating a dead zone likely to require gating out of business hours for security reasons. This is an unacceptable outcome.

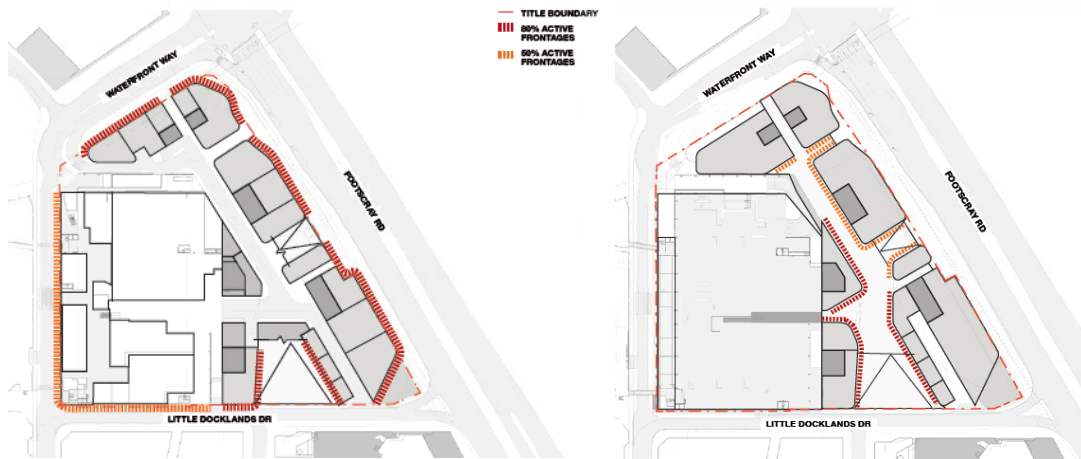


Figure 27 – Concept Plans 4 & 5 – Public Realm Activation Ground and Level 1

9.3.2. Landscape

The Landscape Concept Plans concentrate on the raised public and communal realm, both the Level 1 deck above Waterfront Lane (refer to Figure 28) and the roof of the existing car park.

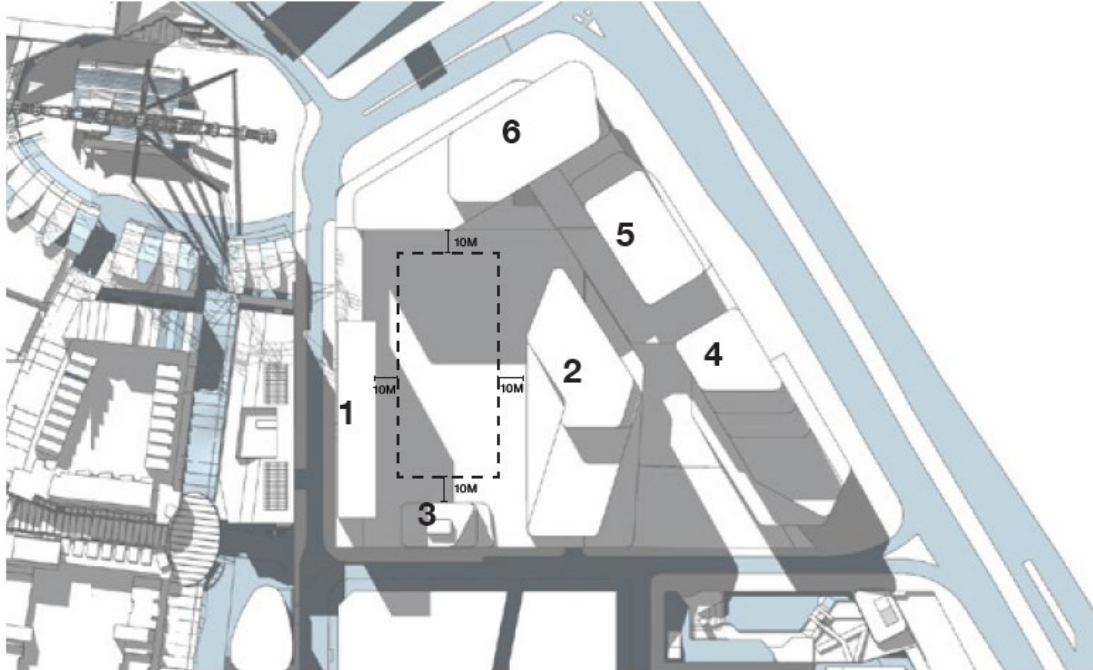
They propose general concepts, planting schedules and benchmark images for a series of spaces. These include tree planting over decks and reveal that the design of the sloped southern public open space in front of the school is largely dictated by the need to provide a zig zag DDA-compliant access ramp which compromises the effective utility of the space. The subsidiary spaces between perimeter buildings are also dominated by terraces and stairs required to accommodate the general 5.4 metre level difference. The treatment of ‘pedestrian exclusion zones’ at key street corners, as required due to wind impacts, is not shown (refer discussion at section 9.3.4 of this report).



Figure 28 – Landscape Concept Plan (lower levels) from DP Addendum

9.3.3. Overshadowing

The increased heights proposed impact the extent of shadowing over public areas. Owing to the fact that Clause 22.02 (Sunlight to Public Spaces) does not apply to land within the Docklands Zone, the proposed control period of 9am to 3pm on 21 September is an acceptable benchmark. As depicted in Figure 29, the maximum extent of overshadowing occurs at 3pm.



21st September 3:00PM

40% total sun amenity to Elevated Communal Open Space

Figure 29 – DP Addendum indicative shadow at 3pm on the equinox

In terms of overshadowing controls, the DP Addendum includes the following design requirements:

- *No additional overshadowing between 9am and 3pm on the equinox over the school site south of Little Docklands Drive.*

Shadow impacts to the Docklands Primary School were thoroughly interrogated throughout the pre-application and application process. Council expressed a strong preference for the outdoor areas of the school to be protected from shadow impacts throughout the year.

As illustrated in Figure 30 below, achievement of this would require a substantial (approximately 25,000m² GFA) reduction in floor area. Importantly, the existing DDO54 height limit of 50 metres, which applies to the southern portion of the site, would extensively overshadow the school at this time and the proposed control improves this to some extent.

In recognition of the importance of solar access to the outdoor areas of the Docklands Primary School, this design requirement should be mandatory.

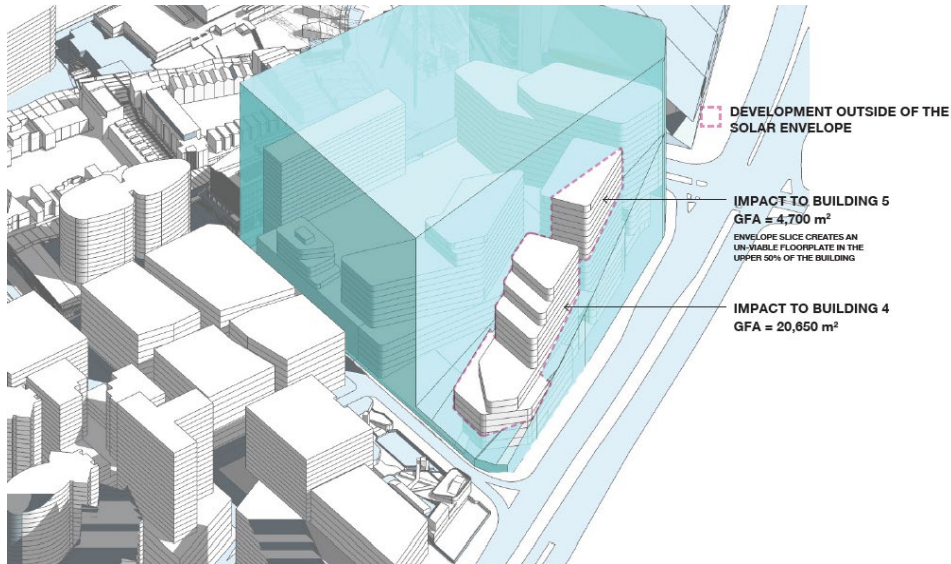


Figure 30 – Massing Diagram depicting extent of floor area reduction to eliminate overshadowing to Docklands Primary School on the winter solstice

- *No additional overshadowing of the Melbourne Star Plaza beyond 10:30am on the equinox.*

This does not raise any issues and is apparently easily achieved.

- *At least 50% of the elevated communal space (atop the car park) with direct sunlight between 9am and 3pm on the equinox.*

This does not raise any issues and is more a matter of private amenity as this is not considered a genuine public space.

- *The open space north of Little Docklands Drive (across from the school) with 'some direct sunlight that moves across the space between 11am and 3pm on the equinox'.*

Given this is the only open space which enjoys direct at ground public access in the whole development, this is unacceptably vague. As a minimum, this space should enjoy the same controls as the raised communal space above the car park, that is, 50% in direct sunlight from 9am to 3pm on the equinox. This control should be mandatory.

Further to the above, the DP Addendum does not include any overshadowing controls for the raised pedestrian link space above Waterfront Lane. As can be seen from the shadowing diagrams, this space is in near complete shadow throughout the control times on the equinox. The orientation of surrounding built form means this cannot feasibly be much improved. This indicates this is not a space for passive pedestrian use and its nature should be reconsidered.

9.3.4. Wind

Wind impacts on this exposed Docklands site present major issues and need to be considered early in the development process. That is, it is not sufficient to establish guidelines or standards to be managed through design development at a later date because the fundamental built form parameters of allowable height and setbacks substantially determine wind impacts. The DP Addendum indicates areas where certain levels of wind comfort are required (refer to Figure 31), noting that these mandate no more than walking comfort in any area. A recent addendum to the wind report was required to extend the wind assessment area beyond the limits of the subject site to include the school and other adjoining areas.

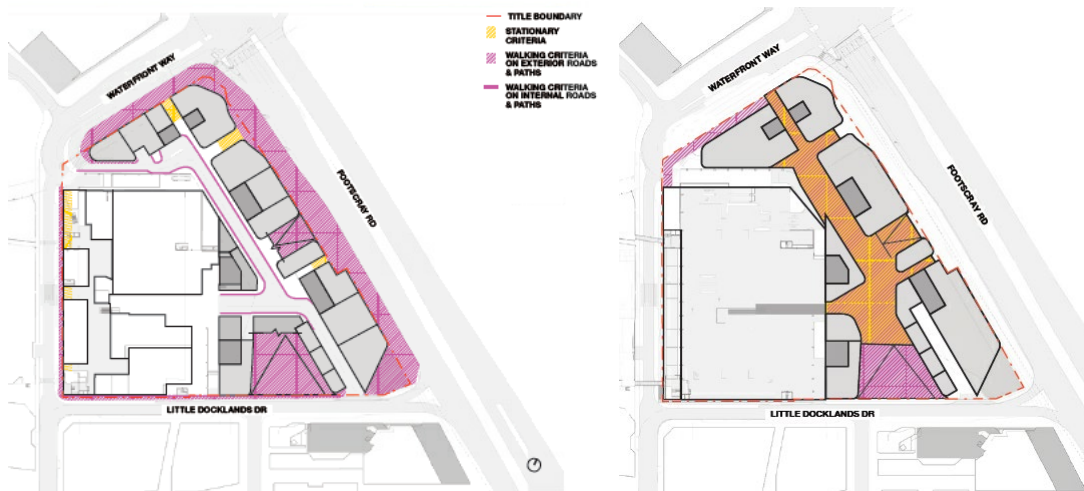


Figure 31 – Proposed wind standards from DP Addendum

It now appears that walking and partial standing wind comfort can be provided in the school and in the raised public realm, but there remains very limited opportunity for consistent stationary comfort.

Crucially, the reality of the proposed built form as assessed by MEL Consultants in their wind tunnel testing reveals the need for damaging mitigation measures to achieve even these standards on key street corners. Both the corners of Footscray Road with Waterfront Way and with Little Docklands Drive require extensive ground level ‘pedestrian exclusion zones’ which are apparently sometimes unsafe for occupation, as well as a smaller area at the corner of Waterfront Way and Waterfront Lane (refer to Figures 32 and 33).

While these areas are supposedly confined to the subject site (within an undescribed building setback), they are totally unacceptable as they foresee delimitation of the public footpath with a substantial area of perforated screens of 4 metre height at Waterfront Way (where the pedestrian bridge from North Melbourne is proposed to land) and up to 6 metre height at Little Docklands Drive (directly opposite the school). None of the main drawings in the DP Addendum show these likely measures.

This wind information represents a totally unacceptable outcome which must be resolved prior to approving the site layout and built form of the DP Addendum.



Figure 32 – Wind tunnel model showing mitigation screens and exclusion zone (MEL Consultants Report, dated 21 June 2020)

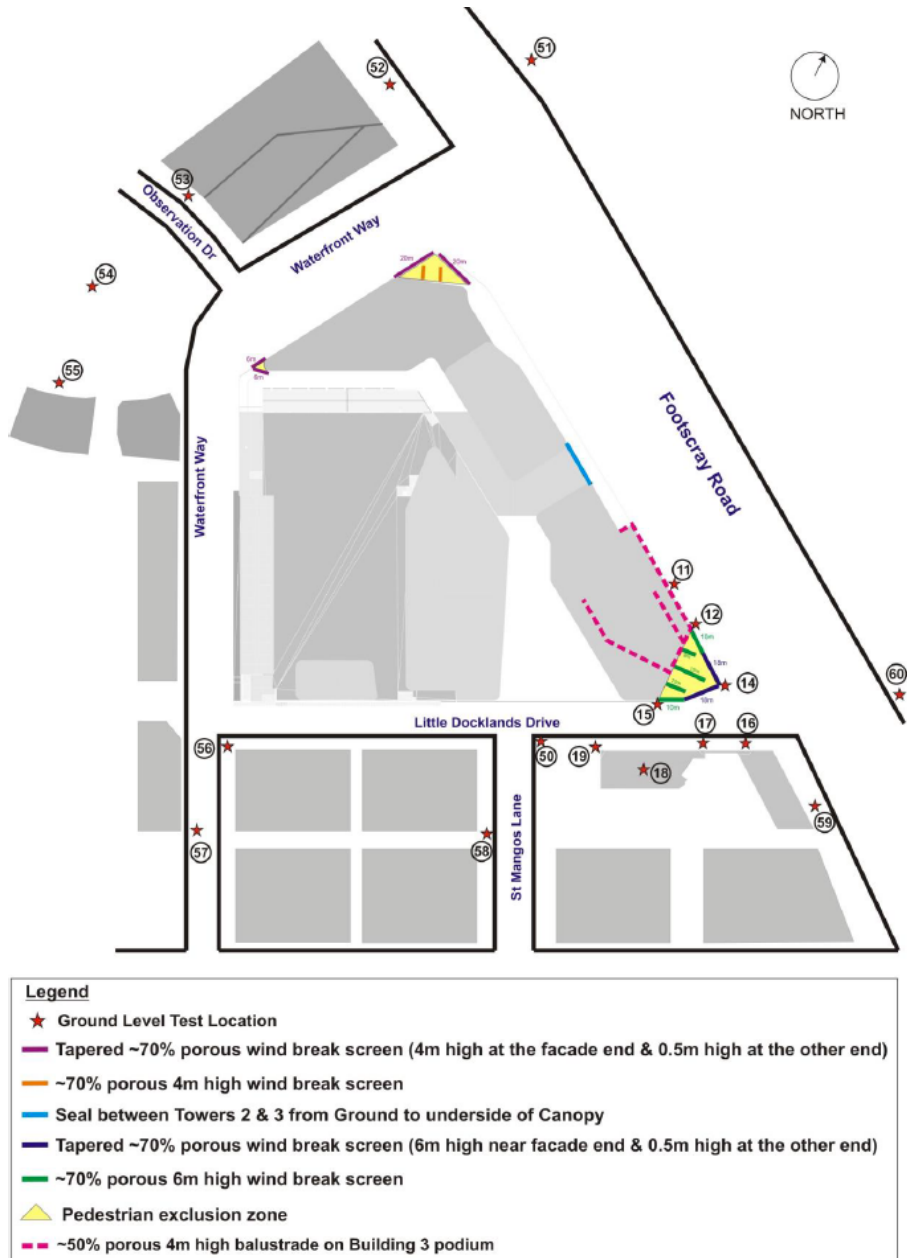


Figure 33 – Wind mitigation measures proposed to achieve the DP Addendum wind standards

9.4. Movement Network
9.4.1. Pedestrian Connections

Due to the proposed undercroft and service road nature of Waterfront Lane which divides the site, there are no pedestrian connections through the site at ground level, but rather a series of pedestrian entry points to all buildings from the surrounding streets, including Footscray Road. Pedestrian movement through the site is proposed to occur exclusively at the upper level, mostly Level 1 (refer to Figure 34).

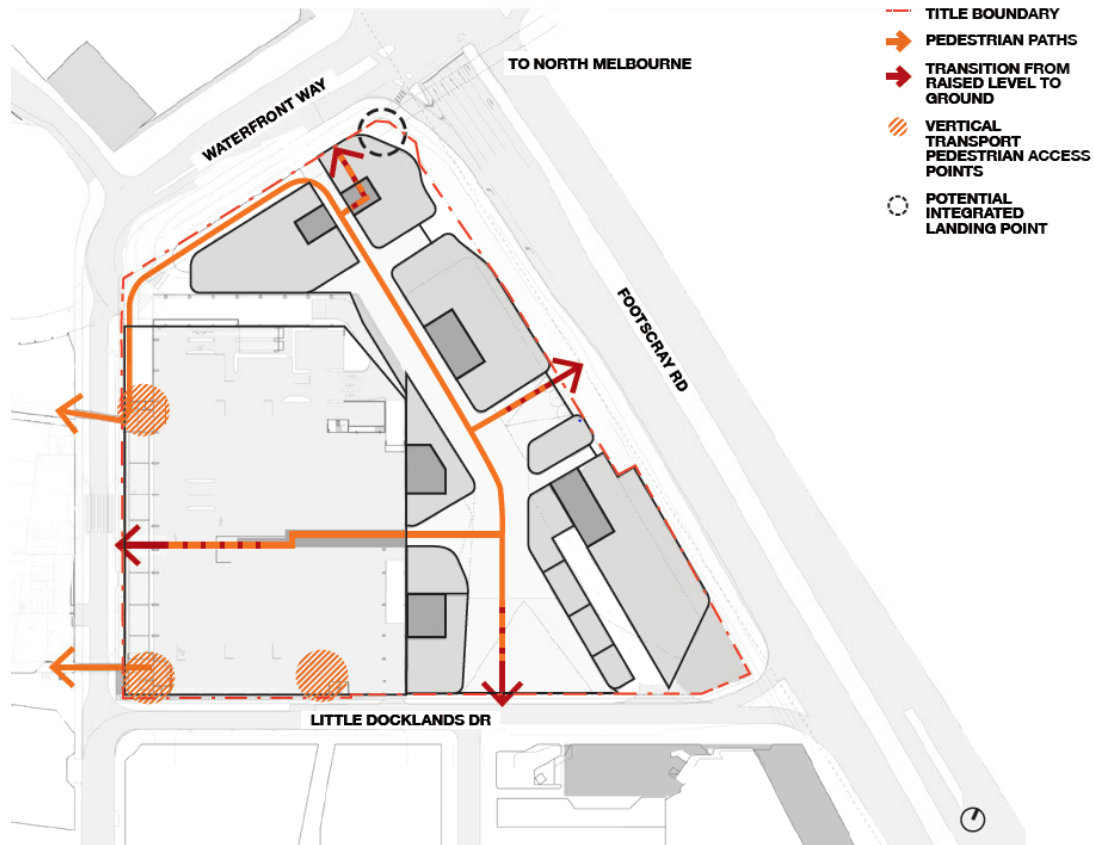


Figure 34 – Level 1 pedestrian access from DP Addendum Movement & Parking Plan 4

While in the future the raised level may link well to a possible bridge over Footscray Road to E-Gate and North Melbourne Station (as recommended in the *Draft West Melbourne Structure Plan*) there is currently no commitment to this infrastructure. The raised public realm therefore requires a significant level change of over 5 metres for all other movements with back-and-forth ramping in the southern open space, a travelator in the car park building and stairs and lifts in other locations (refer to Figure 35). This presents a severe handicap to casual access and activation, particularly when the surrounding uses are mostly offices with more direct access from undercroft parking and from the surrounding public streets.

As an area without good public activation especially out-of-hours, coupled with extensive overshadowing, the viability and safety of the raised and independent pedestrian circulation is problematic and is not supported. Except in very intensely used pedestrian environments with major vehicle traffic conflict, movement at ground level is the preferred outcome.

This position was supported by the early April 2018 review of the concept by the Office of the Victorian Government Architect:

“We are apprehensive that the elevated ground plane ... may deflect focus and activity from the public realm. Greater reassurance that the circulation at street level is properly activated and provided with sufficient levels of sunlight is required.”

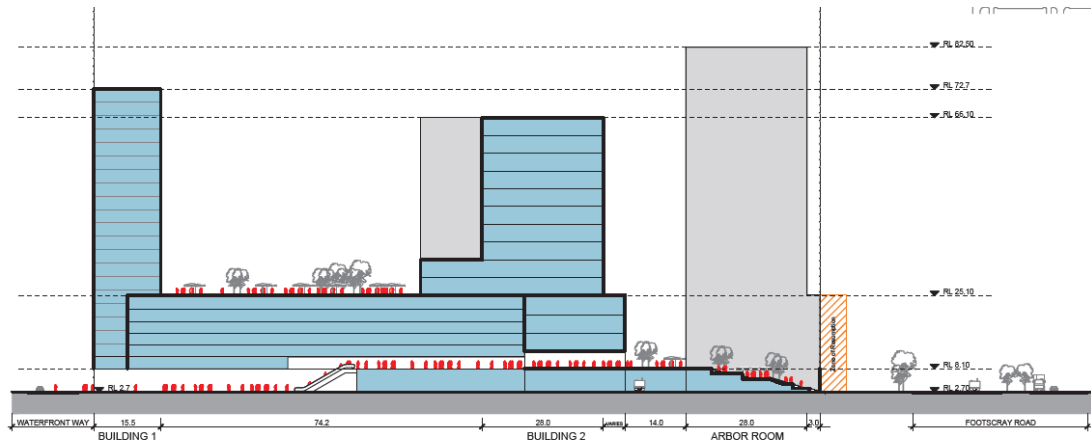


Figure 35 – Section through car park to raised deck and Footscray Road

9.4.2. Bicycle Facilities

The DP Addendum foresees the location of the ‘veloway’ access along the Footscray Road frontage linking into the existing Capital City Trail, but no details of this potential infrastructure are currently known.

Bicycle parking provision at one space per dwelling and the standard Clause 52.34 rates for employment are considered insufficient. As reiterated by Council’s Traffic Engineer, bicycle provision should be more aspirational to encourage active transport. Detailed locational requirements can be negotiated at individual permit stage.

9.4.3. Vehicle Access

As discussed above, the proposed vehicle access is segregated in an undercroft level utilising a reconfigured Waterfront Lane as the main service spine with additional car park entry directly off Little Docklands Drive (refer to Figure 36). While this may simplify servicing, it relegates pedestrian movement to the raised upper level as discussed above (refer to section 7.4.1 of this report), being a fundamental aspect of the proposal which is not supported.

The traffic studies accompanying the Development Plan indicated manageable traffic conditions within the surrounding road network. Council’s Traffic Engineers have questioned the low office parking turnover assumed (suggesting 60% is more appropriate) and have required an independent Road Safety Audit. Both matters can be more fully provided when individual permit details are being negotiated.

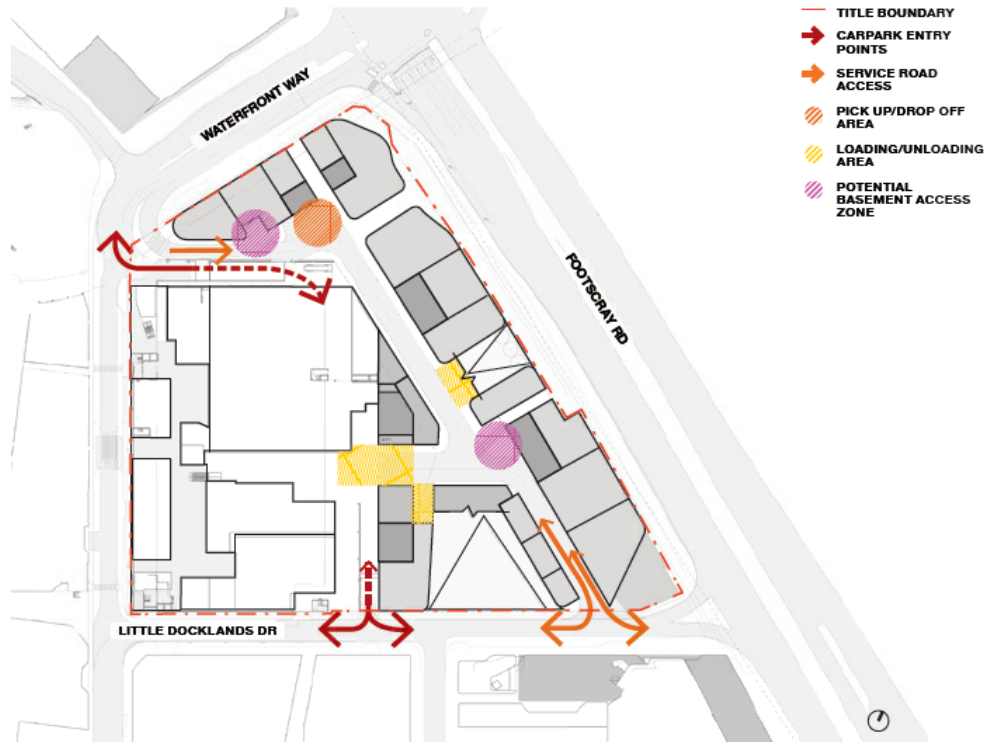


Figure 36 – Vehicle access according to DP Addendum Movement & Parking Plan 8

9.4.4. Car Parking

Proposed car parking numbers have increased significantly from the WFCDP, with a proposal for 1,333 resident and worker spaces on top of 2,846 public spaces (including a possible continuous basement level along the Footscray Road side of the site).

This parking increase may be expected due to the greater floor areas, but must be tempered by changing policy regarding car usage and shared facilities. In particular, it is recommended that employment parking should be limited to 0.5 spaces/100m² GFA, compared with the currently proposed 1 space/100m² GFA. A proportion of car share and electric charging spaces should be committed and the use of public car parking spaces by office workers outside of retail peaks (for the District) would seem viable and appropriate.

9.4.5. Waste Management

The proposed DP Addendum does not provide any details, guidelines or design objectives in relation to waste management. The Movement and Parking Plan (refer to Figure 34) does, however, suggest that loading and unloading areas would be consolidated.

This is considered to be appropriate, however the waste management guidelines suggested by Council's Waste Engineer should also form part of any DP Addendum.

9.5. Public benefits

9.5.1. Public Art

As part of the development agreement with Development Victoria the applicant must provide urban art to the value of 1% of the total development cost. At this stage no locations or formats for public art have been provided, although general guidelines on the distribution of the funding are noted. It would be beneficial to indicate major public art locations, as site-by-site approval is not appropriate.

9.5.2. Community Facilities

As outlined in separate correspondence, the applicant proposes an unspecified community facility with an indicative net lettable area of 220m² on 'peppercorn rent' for up to 18 years

The Planning Scheme does not include specific guidance for the provision of community facilities, and as described at Section 8.4 of this report; is primarily in response to Development Victoria requirements.

Although a community facility in the proposed location is not opposed; a cash-in-lieu payment to Development Victoria for a more substantial facility with a demonstrable community benefit that could provide for co-location of services would be preferred.

9.5.3. Affordable Housing

Despite a significant increase in gross floor area proposed as part of this DP Addendum, the proposal does not include any commitment to affordable housing provision or a firm decision on whether Building 2 will be residential or commercial.

As a minimum, there should be a commitment to at least five percent of any housing provided in accordance with the affordable housing definition at Section 3AA of the *Planning and Environment Act 1987*.

9.6. Other matters

9.6.1. Staging

The staging diagram shown in the DP Addendum (refer to Figure 37) starts by developing Buildings 1, 2 and 3 over and around the existing car park, without constructing Waterfront Lane nor the raised deck above. Buildings 4, 5 and 6 then follow in order such that the common infrastructure will not be concluded until the whole development finishes.

More importantly, there is no guarantee that all stages will remain in the same ownership, nor be developed in a continuous manner. This interdependence of distinct development elements with sensitive interfaces poses serious issues of coordination and conflicting infrastructure provisions. Such problems were experienced in similar sites which were initially to be built as one, but fragmented over time. One such example is the CUB Redevelopment in South Carlton, where limited control over interfaces caused public realm and servicing mismatches as well as building envelopes renegotiated individually.

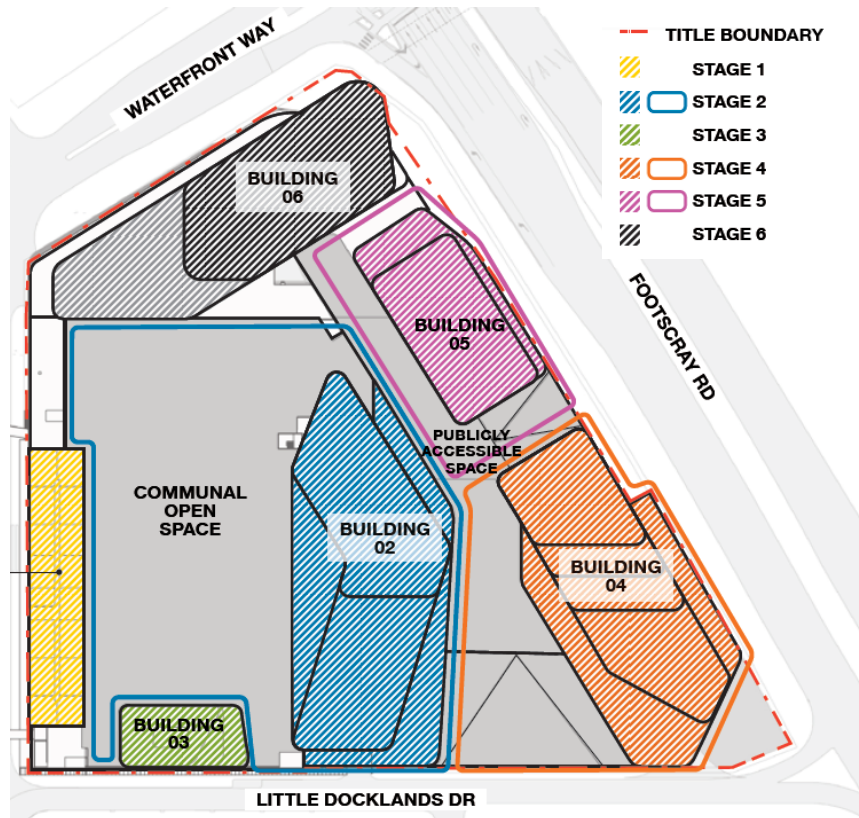


Figure 37 – Proposed staging from the DP Addendum

By contrast, a traditional street network serving individual development lots can be more easily defined and is more robust when changes occur to individual developments over time. If the more complex raised public realm with shared services is to be pursued, it must be tightly specified in the DP Addendum. Currently, there are not even defined access widths nor levels.

The staged DP Addendum cannot be supported without much greater definition.

9.6.2. Signage

While signage is discussed at section 6.1.6 of the DP Addendum, it comprises largely generic statements that are not specific to the site, nor provide sufficient guidance for future signage applications.

As a minimum, the DP Addendum should exclude the introduction of sky signs, high wall signs, pylon signs and major promotional signs generally.

9.7. Conclusion

The redevelopment of Waterfront City East under a new DP Addendum with a greater development intensity than the WFCDP is supported, as is the mix of uses proposed including a high proportion of office uses. However, the proposed layout with its undercroft vehicle access and raised, pedestrianised public realm provides an unacceptable outcome. The raised space discourages pedestrian access and the lack of any real destination in the surrounding commercial uses, which all have alternative lower level access, limits activation to an extent where it is likely to be unsafe out of business hours, leading to potential privatisation. The construction of its yet-to-be-defined shared infrastructure in a staged manner, possibly by distinct agents, will lead to an uncoordinated delivery producing potentially undesirable precinct outcomes.

In terms of overall layout it is recommended that:

- A similar development result in terms of distribution and capacity could be achieved by returning to the traditional internal street proposition similar to the original WFCDP. This maintains movement at ground level in a shared, more activated, open-to-sky street space, with a robust lot structure to facilitate staged development flexibility.

In terms of built form, there is general support for the proposed buildings with the following caveats:

- Heights as shown should be mandatory maximums, particularly to reflect agreed impact mitigation on views from the observation wheel and shadowing of the school site.
- Upper level setbacks should be a mandatory minimum of 5 metres and sheer walls such as the 'corner holding' 80 metre form to Footscray Road are to be avoided due to adverse wind impacts evidenced in the consultant's wind report.
- Building separations indicated as 18 metres between higher buildings should be a mandatory minimum, and building blocks over 60 metres long must be subdivided or significantly indented to provide visual articulation.
- The design guidelines currently provided on a site-by-site basis are too general, and should define more measurable parameters such as key dimensions, levels and access points.

In terms of other matters, the following should be confirmed or amended:

- Only open space with direct ground level access is considered genuinely public, with the car park roof to be a communal open space for surrounding users.
- Public open space should receive sun over 50% of its area between 9am and 3pm on 22 September, and the outdoor areas of the Docklands Primary School must not receive any additional overshadowing during this same period.
- Wind comfort should be to at least walking comfort in all thoroughfares, standing comfort within the school, designated entries and public open space where stationary presence is anticipated and sitting comfort in outdoor dining areas. No areas should be unsafe at any time and building forms must be redesigned to avoid screened "public exclusion zones" such as those currently required at the corners of Footscray Road with Little Docklands Drive and with Waterfront Way.
- Parking numbers must be reduced with a maximum rate of 0.5 spaces per 100m² of office GFA, and sharing of public parking with residential and office parking where peaks do not coincide.
- Genuine public benefit in the form of adoptable open space, appropriate community facilities and affordable housing percentages is yet to be agreed.
- Signage should be limited to identification and wayfinding roles, with major promotional, high wall, sky and pole signs prohibited.

10. OFFICER RECOMMENDATION

That the Department of Environment, Land, Water and Planning be advised that Melbourne City Council does not support the proposal on the following grounds:

1. The site layout, which replaces an open street with a service area below an above-ground, ramped deck would result in a poor outcome in terms of:
 - Pedestrian and cyclist connectivity and amenity.
 - Public realm legibility and activation.

- Limitations to connectivity and amenity prior to all stages of the development being completed.
 - Flexibility of future redevelopment opportunities.
2. Building heights expressed as discretionary maximums may result in the approval of buildings of greater height, which could lead to significant adverse impacts in terms of views, visual bulk and amenity.
 3. Building setbacks expressed as discretionary minimums may result in the approval of buildings with insufficient building setbacks and separation.
 4. The proposed Design Guidelines are too general and provide insufficient detail in relation to key dimensions, levels and access points.
 5. The proposed overshadowing controls would not allow for sufficient sunlight access to publicly accessible areas and the outdoor areas of the Docklands Primary School.
 6. The proposed wind controls would not be sufficient to maintain a comfortable wind environment within publicly accessible areas within and adjacent to the site and the proposed built form does not respond to inevitable wind impacts at key locations.
 7. The proposed provision of bicycle facilities for non-residential uses is insufficient.
 8. The proposed car parking provision for non-residential uses is excessive.
 9. The proposal would not provide a sufficient level of affordable housing.
 10. The proposed signage strategy is deficient in detail.