

4. HERITAGE

Heritage is integral to community identity. This includes both physical heritage and intangible aspects of heritage such as memories and rituals.

A heritage review of the buildings in West Melbourne is currently underway that will make recommendations to update heritage controls in the Planning Scheme and result in a Planning Scheme Amendment.

The Heritage Strategy is the overarching document that sets out the City of Melbourne's plan to understand, protect, manage and celebrate our city's heritage over the next 15 years. Heritage is defined in the Heritage Strategy as 'the full range of our inherited traditions, monuments, objects and culture'.

The roles and responsibilities of the City of Melbourne in relation to heritage include:

- Understanding the value of our heritage today and for the future
- Identifying places, buildings, objects and stories to be conserved.
- Sustaining heritage through protection, adaptations, reuse and creative interpretation.
- Communication through signs, marketing and promotional materials, and various other print and online media.
- Celebrating the city's heritage, with events and activities, publicity, community gatherings.
- Partnering with communities and other heritage organisations such as Heritage Victoria and the Heritage Council.



Austin Motor Company on the corner of Dudley and Adderley Streets, circa 1950.
Source: State Library of Victoria.

Aboriginal Heritage

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

The Indigenous Heritage Action Plan (2012-2015) established an approach to the protection, maintenance and recognition of identified sites that have cultural importance to Victoria's Aboriginal communities in or connected to the City of Melbourne.

Currently, no Aboriginal Heritage places in West Melbourne are listed on the Victorian Aboriginal Historical Place Register. However, the Indigenous Heritage Study (2010) identified Flagstaff Gardens as a potential significant place as it marks the site where the first settlers were killed in conflict with the Aboriginal people.

The Aboriginal Heritage Action Plan (2015-2018) is the second part to the Indigenous Heritage Action Plan. This focuses on the themes of conservation, celebration and collaboration. The following actions are the most relevant to the West Melbourne Structure Plan:

- Updates made to areas of cultural heritage sensitivity mapping.
- Work with Traditional Owner and Aboriginal community groups to acknowledge and protect Aboriginal heritage in a culturally appropriate and meaningful way.



Figure 4.1: Looking west from Batman's Hill (Docklands) across the salt flats to the You Yangs. Source: State Library of Victoria

Existing heritage controls

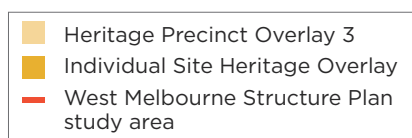
Statutory protection of heritage places in the City of Melbourne is primarily controlled by the Heritage Overlay (HO) in the Melbourne Planning Scheme. Under the overlay, a planning permit is required to demolish, remove, construct, externally alter or paint a building. Heritage Overlays can apply to heritage precincts and/or to individual heritage places.

Precinct Heritage Overlay 3 (HO3) applies to part of the West Melbourne Structure Plan study area and extends into North Melbourne. Several significant buildings and places are covered by individual Heritage Overlays that apply to individually significant heritage places outside of this precinct.

The precinct was developed from the mid-nineteenth century as part of the extension of Melbourne to its north and west during a period of significant population growth. Buildings with heritage value are largely from the mid-nineteenth century through to the interwar period, although Victorian development predominates. The precinct is mainly residential with historic mixed use development and several commercial streetscapes.



Figure 4.2: Heritage Overlays in the Melbourne Planning Scheme



West Melbourne Heritage Review

The City of Melbourne commissioned Graeme Butler and Associates to undertake a heritage review of West Melbourne in 2015. The review included assessments of currently protected heritage places and other sites that may merit heritage protection. The outcome is a series of recommendations about places that warrant heritage protection.

Some of the buildings recommended for heritage protection or upgrade include:

- Autocar Industries Proprietary Limited Assembling and Motor Body Works (now Red Cross Blood Service), Batman Street.
- Dixon & Co. cordial factory, later Felton Grimwade & Duerdins P/L chemical laboratory, factory & store complex, Rosslyn Street.
- Melbourne Remand Centre, later Assessment Prison, Spencer Street.
- Flagstaff Place, corner of Spencer Street and Batman Street.

Two amendments to the Melbourne Planning Scheme are currently underway to implement these recommendations.

Amendment C272 seeks to implement the findings of the Heritage Review by proposing changes to the heritage controls on a permanent basis. It proposes adding, removing, and modifying existing Heritage Overlays, altering heritage gradings and changing the description of places in the Heritage Overlay. The amendment will go through the normal planning scheme amendment process, including public exhibition and the opportunity to make a written submission and be heard by a panel.

Amendment C273 is proposed to provide immediate protection on an interim basis for all of the properties included in Amendment C272. This is to be implemented through a Ministerial Amendment and, as is the case for all Ministerial Amendments, normal notification processes do not apply.



Figure 4.4: Flagstaff Place, circa 1951.
Source: State Library of Victoria.



Figure 4.3: West Melbourne Heritage Review - Proposed changes to building grades in the Melbourne Planning Scheme

5. BUILT FORM

West Melbourne's built form includes a mix of building types and scales that reflect the suburb's changing history. There is a transition across the study area from central city high rise buildings to the lower scale of North Melbourne.

The development context for West Melbourne has changed in recent years, with growth in the central city's west end and Docklands. Construction of Melbourne Metro and the renewal of Arden-Macaulay and City North will intensify development to the north.

In recent years, there has been a significant level of development in West Melbourne, with a concentration near North Melbourne Railway Station and the CBD fringe.

Many of the approved applications have been well above the discretionary height limits set out in existing planning controls. This has caused uncertainty for the community and the development industry regarding what is considered appropriate in the area. During the community engagement for the West Melbourne Structure Plan, a number of residents questioned the effectiveness of discretionary planning controls and suggested a move towards mandatory planning controls and in particular maximum building heights. Generally there was a desire for greater certainty around built form outcomes.



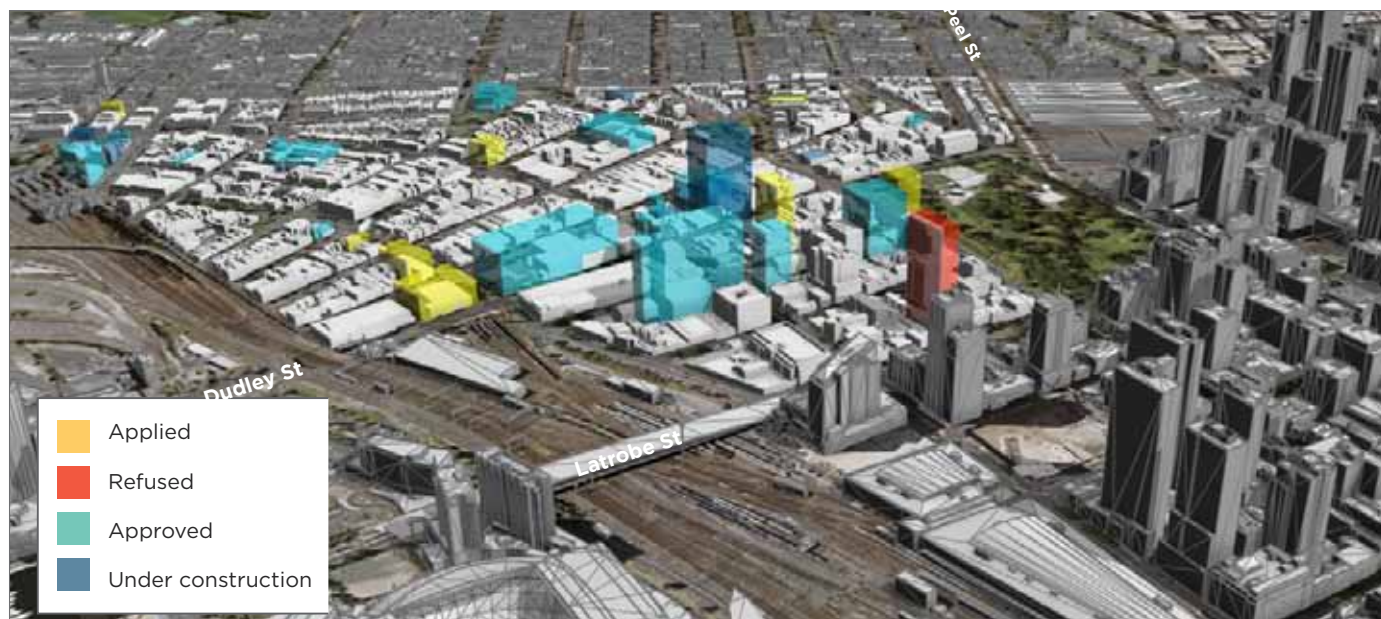


Figure 5.1: A representation of West Melbourne Development Activity Monitor, August 2016.
This indicative model shows sites extruded to their maximum height and doesn't account for built form detail such as height variation or setbacks. This illustrates the divergence in the building heights of new developments from the prevailing heights of existing built form in West Melbourne.



Figure 5.2: West Melbourne Development Activity Monitor, August 2016.
This shows applications, refused, approved, under construction and completed developments. The numbers on the map indicate the number of storeys of each development. When this map is read in conjunction with Figure 5.3 it is clear that there has been a significant divergence from the preferred maximum building height in DDO33.

Existing planning controls

The form of new development is regulated largely by zones and overlays in the Melbourne Planning Scheme. Some of these were first introduced as early as 1999. The 2005 West Melbourne Structure Plan led to adoption of a new suite of controls in the form of design and development overlays (DDOs).

The DDOs set out objectives and requirements for built form in new development in specific areas. These may relate to building setbacks, height, plot ratio, landscape or other factors. Some of these are mandatory, where a permit cannot be issued for a building that differs from the controls; mandatory controls are particularly related to the high heritage value of areas that overlap with Heritage Overlays. Most DDOs are discretionary, and guide built form outcomes but allow a degree of freedom in how the objectives may be achieved.

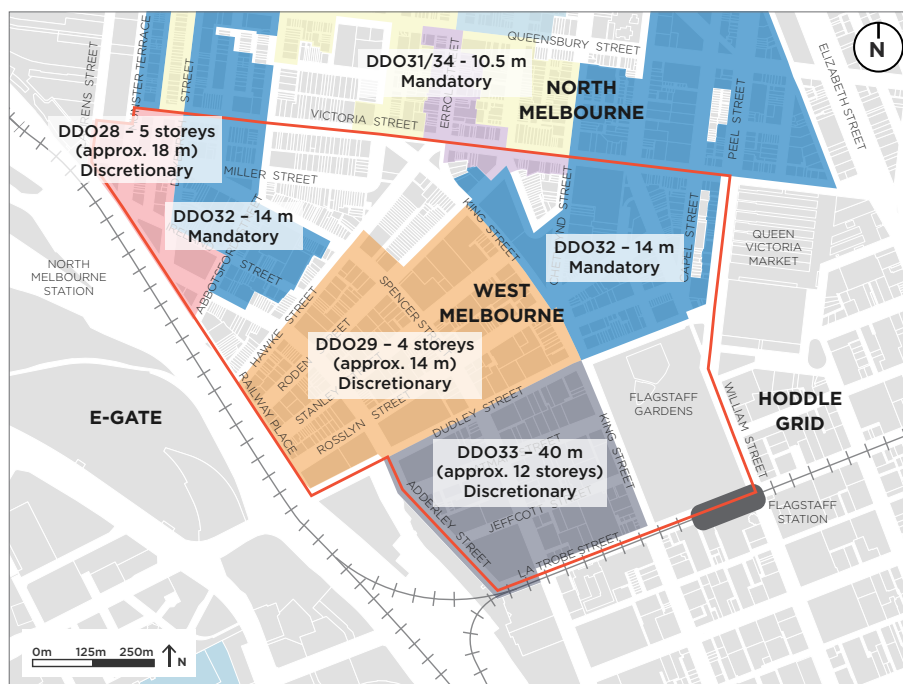


Figure 5.3: Design and Development Overlays in the Melbourne Planning Scheme

- DDO28 (North Melbourne Station) - 5 storeys, discretionary
- DDO29 (West Melbourne) - 4 storeys, discretionary
- DDO31 (North Melbourne central) - 10.5 m - mandatory
- DDO32 (North Melbourne peripheral) - 14 m - mandatory
- DDO33 (CBD fringe area) - 40 m - discretionary
- DDO34 (Errol Street and Victoria Street) - 10.5 m - mandatory
- West Melbourne Structure Plan study area

DDO28 North Melbourne Station

This area is characterised by a mix of medium sized industrial sites, several large island sites and some finer grain residential sites. Building heights range from single storey up to five storeys. Several six and seven storey buildings are currently under construction, and the site at 109-115 Ireland Street has planning approval for a 10 storey building.

Current Policy

The objectives of DDO28 are:

- To acknowledge the transitional nature of the area.
- To encourage development of the area as a distinctive urban activity node.
- To encourage the development of a new built form character and the retention of the mixed use nature of the area.
- To acknowledge the potential for higher density development near the North Melbourne railway station.

DDO28 applies a discretionary five storey (approximately 18 m) Maximum Building Height to the area.

The built form outcomes that DDO28 aims to achieve are:

- Higher development and a new built form character.
- Development that complements the scale of and provides a transition to adjoining lower heritage buildings.

Assessment of Policy

Recent approvals in the DDO28 area have been generally in accordance with the design objectives of the DDO.

The site at 109-129 Ireland Street received VCAT approval for a ten storey development, reduced from the original proposed height of 14 storeys. This is double the maximum building height and demonstrated the willingness of VCAT to consider greater built form on sites with unique conditions. This is an island site (three street frontages) and is opposite North Melbourne Station.

Most of the development sites in DDO28 are recently built out or have planning approval with the exception of 13-37 Abbotsford Street. This strategic redevelopment site is an island site (four street frontages) and is directly opposite North Melbourne Station.

This site has recently been sold and an application for redevelopment is likely to be lodged in the near future. At approximately 4700 square metres it has the potential to deliver significant benefit to the community and contribute to the design objectives of DDO28.

The State Government recently released the vision and framework for the urban renewal of Arden, this precinct overlaps with the West Melbourne study area and a section of DDO28, specifically in the area bounded by Dryburgh Street, Railway Place, Laurens Street and Victoria Street. This vision was informed by the Arden-Macaulay Structure Plan.



Figure 5.4: Looking north along Dryburgh Street, North Melbourne Station in the foreground (left). Source: Google Earth

DDO34 Errol Street and Victoria Street

DDO34 applies to the Victoria Street and Errol Street commercial land in North and West Melbourne. The area is characterised by its low scale, fine grain Victorian architecture. It features a well preserved example of a 19th century shopping precinct and is covered by the heritage overlay.

Current Policy

The objectives of DDO34 are:

- To maintain the predominant low scale nature of the area.

DDO34 applies a mandatory 10.5 metre maximum building height to the area.

The built form outcomes that DDO34 aims to achieve are:

- Development in the Errol Street and Victoria Street shopping precinct is consistent with the prevailing two storey heritage buildings scale.

Assessment of Policy

There are no recent development approvals in DDO34. The current policy appears to be providing sufficient development control for the heritage streetscape. The outcome of the West Melbourne Heritage Review will inform the review of DDO34.



Figure 5.5: Looking southeast along Errol Street from the corner of Queensberry Street and Errol Street. Source: City of Melbourne.



Figure 5.6: Looking north-east along Errol Street and Victoria Street. Source: Google Earth

DDO29 West Melbourne

This area is characterised by a mix of large to very large sites along Dudley Street, Rosslyn Street and Stanley Street and small to medium sized sites southwest of Spencer Street.

Current Policy

The objectives of DDO29 are:

- To acknowledge the transitional nature of the area.
- To encourage the development of a new built form character and the retention of the mixed use nature of the area.
- To acknowledge the potential for higher density development near North Melbourne Railway Station.

The built form outcomes that DDO29 aims to achieve are:

- Higher buildings and a new built form character.
- Development that reflects the higher building forms in the area.
- Development that respects the scale of, and provides a transition to, adjoining lower scale heritage buildings.

DDO29 applies a discretionary four storey (approximately 14 m) Maximum Building Height to the area.

Assessment of Policy

In the area to the west of Spencer Street, several warehouses have been converted to residential use. In other instances, warehouses have been demolished and new apartment buildings have been developed in their place.

The built form typology of these new developments is dependent on site characteristics. Medium size sites have commonly resulted in 4-6 storey apartments. More recently, applications have been approved for 6+ storey podium tower developments. Most recently, a podium tower development has been approved for the largest site in West Melbourne, the Australia Post site.

The variation in site sizes has led to different built form outcomes across the area. Near Dudley Street, larger sites are obtaining approvals for development of up to nine storeys, which is well over the discretionary four storey height control. The finer grain subdivision pattern in the remainder of the area has seen development of up to six storeys that is generally consistent with the discretionary height control.

This suggests that the current application of a blanket height control is inappropriate in an area known for its diverse site characteristics.



Figure 5.7: Looking north along Spencer Street between Dudley Street and Roden Street. Source: Google Earth

DDO33 CBD fringe area

DDO33 was introduced to the Melbourne Planning Scheme in 1999, and at this time the overlay only included podium controls. It was amended in 2007 following the West Melbourne Structure Plan (2005) to include a height and setback controls.

This area is characterised by its intense built form of the central city to the south and the Flagstaff Gardens to the east. Flagstaff Gardens is the highest point in West Melbourne and King Street was cut into this hill creating a steep escarpment at the interface of the street and the gardens. There is a mix of medium to large sized sites and an existing built form ranging from two storeys to 17 storeys, including several large heritage buildings. The oldest cathedral in Melbourne is located in this area at the corner of Batman Street and King Street.

Current Policy

The objectives of DDO33 are:

- To provide a transition between the taller built form of the central city and the lower scale built form of West Melbourne.
- To maintain the heritage characteristics of the area by ensuring new development respects the scale of, and provides a transition to, adjoining heritage buildings.
- To ensure development limits impacts on the amenity and outlook from Flagstaff Gardens.

DDO33 applies:

- A discretionary 40 metre Maximum Building Height (approximately 12 storeys) to the area.
- A 16 metre podium height control.
- Building setbacks above the podium of 6 m from site boundaries and 2 m from laneways.

The built form outcomes that DDO33 aims to achieve are:

- A visual transition between the taller buildings of the Hoddle Grid and the lower scale built form to the north.
- A transition to adjoining lower scale heritage buildings by the use of podiums and upper level setbacks.
- Avoid overshadowing the Flagstaff Gardens between 11 am and 2 pm on the equinox.
- Strengthen the pedestrian scale.
- Maintain a sense of open outlook from the Flagstaff Gardens

Assessment of Policy

Recently, there has been a significant divergence from the discretionary controls that apply to DDO33. Originally the height control proposed for DDO33 was mandatory but it was converted to discretionary due to the recommendations made at planning panel (2006). At the time, a significant divergence from the discretionary height limit was not expected. It was also felt that the application of the 40 m height limit was arbitrary and unsupported by rigorous urban design analysis.



Figure 5.8: Looking east from Flagstaff Gardens along Jeffcott Street.



Figure 5.9: Site on the corner of Batman Street and Spencer Street.

Recent approval for developments in the area have ranged from 16 to 38 storeys. The 40 m discretionary height control has been largely ignored. This increase in height reflects a change in development intensity across the city and the proliferation of development to the south of the CBD fringe area.

The first design objective that refers to the 'transition between the taller built form of the central city and the lower scale built form of West Melbourne' is important in understanding the divergence from the discretionary height control in DDO33. The increase in building heights that has occurred in West Melbourne reflects the increase in building heights in the central city.

The design objective effectively ties built form outcomes to the central city. Without a defined method to measure performance based objectives there is limited certainty for the community and developers of the appropriate built form outcomes for DDO33.

While a significant portion of the area has been built out, there is still a number of sites in the area that will significantly influence the future built form outcome in West Melbourne.



Figure 5.10: Looking west towards Flagstaff Gardens between Latrobe Street and Dudley Street.
Source: Google Earth

DDO32 North Melbourne peripheral

DDO32 extends outside the study area into North Melbourne. The areas it covers are characterised by a mix of fine and coarse grained sites and irregular shaped blocks. These represent a unique West Melbourne character of mixed uses, building types and scales. The majority of the area overlaps the Heritage Overlay 3 (HO3) which also extends into North Melbourne.

Current Policy

The objectives of DDO32 are:

- To maintain the predominant low scale nature of the area.
- To ensure that development retains views to significant landmarks.
- To ensure development supports high levels of pedestrian amenity related to access to sunlight and sky views and a pedestrian friendly scale.

DDO32 applies a mandatory 14 metre Maximum Building Height (approximately four storeys) to the area.

The built form outcomes that DDO32 aims to achieve are:

- New development respects existing built form especially low scale of the existing older building stock in the street.
- Development in streets with higher typical built form provides a transition in scale to the lower building forms.
- Development in the vicinity of the Queen Victoria Market which enhances and respects the importance and general low scale environs of the market as a heritage place and pedestrian focus.
- Enhancement of the character of Peel Street by retaining the skyline dominance of the street trees along the median.
- Development which retains views to the landmark Meat Market building and the North Melbourne Town Hall roof and tower.

Assessment of Policy

DDO32 covers a wide area through North and West Melbourne with a varied character and scale. The area to the northeast of King and Dudley Streets has a mixed built form with a significant number of buildings of different eras already well in excess of the 14 metre mandatory height control.

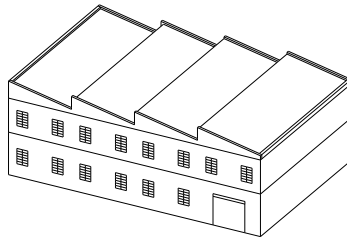
Several of the Built Form Outcomes refer to the retention of views to specific landmarks in the area (Queen Victoria Market, Meat Market, North Melbourne Town Hall). Within the study area this is only relevant to development in the vicinity of the Queen Victoria Market.

The application of mandatory controls in DDO32 reflects the high heritage value in the area. DDO32 is unlikely to be amended significantly as part of the West Melbourne Structure Plan. However, there are several strategic sites on which a different development outcome may be desirable in return for a defined public benefit.

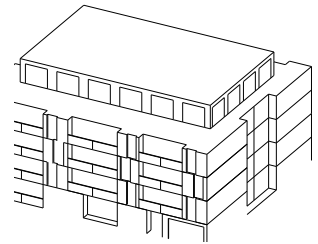


Figure 5.11: Looking north-east along Errol Street and Victoria Street. Source: Google Earth

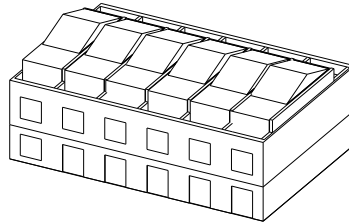
Warehouse



Mid-rise apartment



Converted warehouse



Podium tower

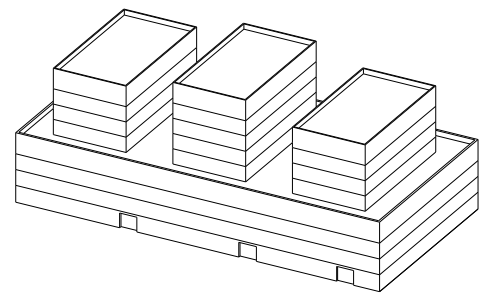


Figure 5.12: Common built form typologies emerging in West Melbourne.

The built form typology of new developments in West Melbourne is dependent on combinations of site characteristics including land area and types of existing buildings on and adjoining the development site.

In the area to the west of Spencer Street, several warehouses have been converted into residential dwellings. In other instances, warehouses have been demolished and new residential apartments have been developed in their place.

Medium size sites have commonly resulted in 4-6 storey apartments. More recently, applications have been approved for 6+ storey podium tower developments. Most recently, a podium tower development has been approved for the largest site in West Melbourne, the Australia Post site.

6. OPEN SPACE

Open space as addressed here includes public parks, gardens, reserves, waterways, publicly owned forecourts and squares.

The Open Space Strategy 2012 is the City of Melbourne's key policy document informing delivery of open space in West Melbourne.

There are now ten open spaces in West Melbourne with a combined area of 8.4 hectares. This is about 9.7 per cent of the total land area in the precinct, and 1.5 percent of the open space in the municipality. The Open Space Strategy treats these in three different groups:

- Small local (0.03 to 0.25 hectares)
- Local (0.25 to 0.99 hectares)
- Regional (unspecified)

Within these categories, the existing open spaces in West Melbourne are:

- Flagstaff Gardens (regional)
- Eades Park (local open space)
- Eight 'small local open spaces'

As a regional space Flagstaff Gardens is large enough to accommodate a number of facilities which cater to residents and workers in West Melbourne. Most of the open space is within Flagstaff Gardens; only three percent of the total is located to the west of King Street, so access to open space is poor for a lot of the area.

Other opportunities for active recreation are lacking in the study area with eight out of ten spaces characterised as small local spaces, which are less useful for active recreation due to their scale.

The Open Space Strategy indicates that the growing West Melbourne community will require more open space and a more diverse range of spaces than is currently available, in order to provide adequate amenity and recreational opportunities.

Population growth in West Melbourne is also currently exceeding projections from the time when the Open Space Strategy was prepared.

The majority of this growth will be in apartments, with approximately 2800 dwellings currently awaiting approval. This will provide residents with minimal private open space, and mean public spaces are increasingly relied upon.

Furthermore, new stakeholders such as Haileybury College are likely to have open space and recreation requirements that will increase pressure on existing open space and facilities.

While no clear guidelines exist for the optimum amount of open space relative to each person, the Growth Areas Authority suggest that the provision of just over 20 m² of open space per person is reasonable. There is currently approximately 17 m² of open space per person in West Melbourne.



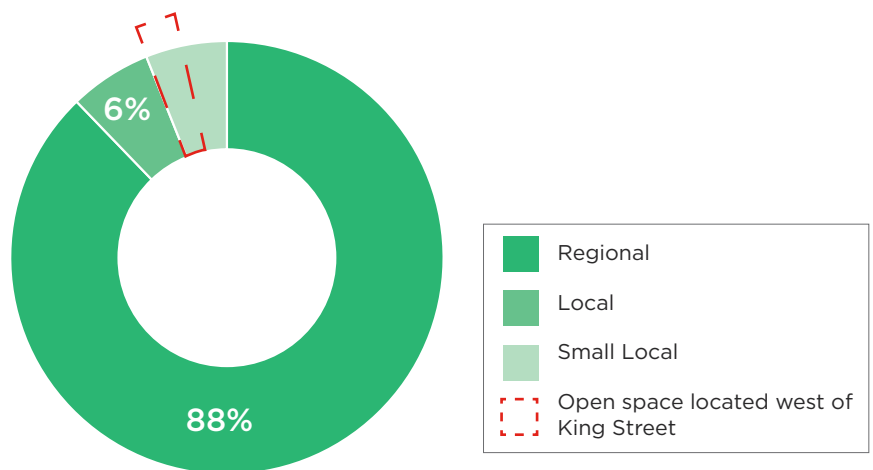


Figure 6.1: Proportion of different types of open space in West Melbourne.



Figure 6.2: Existing open space and Open Space Strategy.

Current Park Expansions

Two small local open spaces are undergoing expansion in response to previously identified opportunities for open space delivery in West Melbourne. These respond to a previously identified lack of open space in the study area.

A concept to expand the Hawke and Adderley Street park has been developed with the community. Council has acquired a private property adjacent to the park and the plan also involves extension of the park into Hawke Street (retaining two way traffic but with a loss of 10 to 12 parking spaces). The open space gain is about 740 m². The park will accommodate:

- Open lawn for informal use
- Play space for preschool children;
- Social space for informal gatherings
- Plaza space.

Community consultation on the proposed expansion of Railway Place and Miller Street Reserve was undertaken in 2012 and the design of the park is underway. The proposed park expansion involves reclamation of space from within Dryburgh Street and Miller Street. The open space gained is approximately 3800 m². The park will accommodate:

- Open lawn for informal use
- Rain garden/ water sensitive urban design treatment
- Off-leash dog park
- Multi- purpose area
- Shared bike/pedestrian path



Figure 6.4: Proposed expansion of Hawke and Adderley Street Park



Figure 6.3: Proposed expansion of Railway Place and Miller Street Reserve

Open Space Contributions

The Open Space Contributions Framework provides a basis for financial and land contributions from developers and government towards new open space and open space improvements over the next 15 years.

As part of the implementation of the Open Space Strategy, Amendment C209 introduced public open space contribution rates into the Melbourne Planning Scheme. The adopted framework includes three different rates of contribution. West Melbourne is specified as having a required open space contribution of five per cent for all new developments. A higher contribution rate applies to suburbs with higher growth which generates a greater need for new open space.

Considering the increased growth that has occurred in West Melbourne since 2012, the open space contribution rate may need to be revised.

The amendment also introduces a policy that states when the contribution of land is preferred over a monetary contribution, this is the case for the majority of the municipality including West Melbourne.

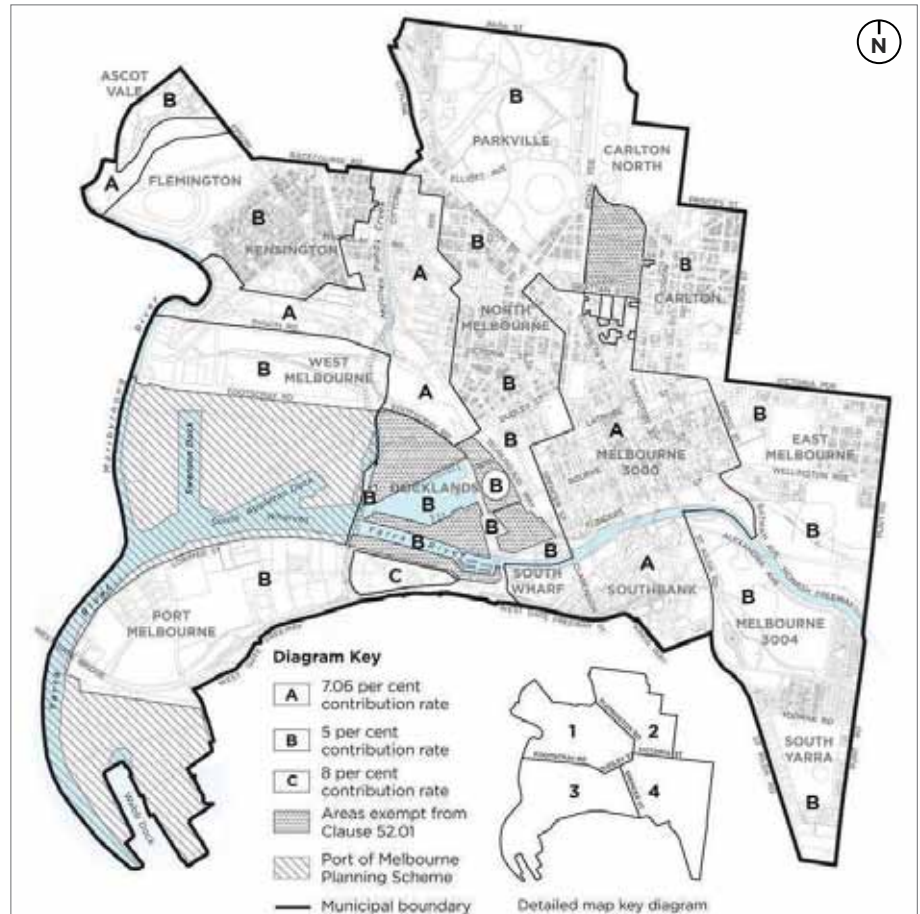


Figure 6.5: Open space contribution precincts (Clause 52.01: Melbourne Planning Scheme)

Open space context

Nearby urban renewal areas need to be considered as part of a holistic approach to open space provision.

Queen Victoria Market

The Queen Victoria Market Precinct Renewal Master Plan proposes making the existing open air car park into a public open space, supporting:

- Markets and programmed events.
- Spill out areas and outdoor facilities.
- Recreational opportunities that complement Flagstaff Gardens.
- Space for informal recreation with public seating and shade.

This space will support residents of West Melbourne. It will therefore be important to improve the access from West Melbourne to the QVM precinct.

Arden-Macaulay

The urban renewal of Arden-Macaulay will include new and upgraded open spaces, which will be accessible from West Melbourne. The Arden Vision and Framework released in September 2016 as the basis for community consultation recommends:

- A plaza at the entry to Arden Station
- A local open space in the south of the precinct.
- A green spine linking Racecourse Road, Arden Central and North Melbourne Station.
- Enhancement of the Moonee Ponds Creek and CityLink corridor.
- Options to deliver open space through road closures and other creative design solutions.
- Link to existing assets, particularly Royal Park, through improved pedestrian and cycling infrastructure.
- Maximise the use of existing and new public space in the precinct. e.g. through sharing between schools and the wider community.



Figure 6.6: Proposed open space as part of the Queen Victoria Market Renewal.



Figure 6.7: Artist's impression of Arden Urban Renewal Precinct after redevelopment, viewed from south-east.

E-Gate

The Open Space Strategy specifies types of spaces that should be included in redevelopment of E-Gate, including:

- A Capital City open space near Moonee Ponds Creek, supporting unstructured and organised sport and recreation, and informal uses.
- A Municipal open space (at least 3 hectares) near Moonee Ponds Creek.
- Local open spaces (between 0.26 hectares and 0.99 hectares) and Small Local open spaces (between 0.03 hectares and 0.25 hectares).

In addition, upgrading the Moonee Ponds Creek corridor would create an important ecological link and open spaces for residents of Arden-Macaulay, E-Gate and West Melbourne. A new pedestrian and cycling bridge over the rail corridor will be needed to ensure that these spaces are accessible from West Melbourne.

Moonee Ponds Creek

Moonee Ponds Creek was home to the Wurundjeri People of the Kulin Nation and it is widely believed that the creek is named after an indigenous inhabitant called Moonee Moonee. In 1838, Moonee Moonee and Tullamareena escaped from and burnt down the first gaol in Melbourne. The City of Melbourne is working with various stakeholders to create a master plan for Moonee Ponds Creek. This plan will consider focus on the entire creek catchment and ways to restore the creek to its natural condition. Community engagement with West Melbourne residents indicated that the creek was considered a valuable asset that should be more accessible from the study area.



Figure 6.8: Moonee Ponds Creek and E-Gate



Figure 6.9: View of Moonee Ponds Creek looking south from Dynon Road.

7. MOVEMENT AND TRANSPORT

The City of Melbourne Transport Strategy (2012) sets directions, targets and plans to support future growth. The key directions for advocacy and action are:

- Integrate transport and land use planning
- Go anywhere, anytime public transport for inner Melbourne
- Optimise the transport effectiveness of inner Melbourne's roads
- Create pedestrian friendly high-mobility public transport streets in the central city
- Make Melbourne a cycling city
- Foster innovative, low-impact freight and delivery in central Melbourne.

A transport and access study has also been undertaken to inform the West Melbourne Structure Plan (by Phillip Boyle & Associates). The study reviews West Melbourne's strategic and spatial context and assesses the performance of different transport modes against the criteria of capacity, priority, accessibility and amenity. It also gives consideration to the potential impacts of nearby major transport projects including the Western Distributor and Melbourne Metro Rail.

The study found that space and priority in West Melbourne is currently given to private motor vehicles ahead of other modes. This is a result of the area's industrial history. As the mix of uses has changed, the transport network has not been changed to best support this.

The increasing number of people working, visiting and living in West Melbourne will require greater capacity in the overall transport system. As there is no available space to increase the capacity for private motor vehicle movement and storage, opportunities must be found to reallocate space to more space efficient modes such as walking, cycling and public transport.

Prioritising these modes can have multiple benefits. It will increase the overall people carrying capacity of the transport system, and as these modes are far more space efficient, will release space for other uses such as open space expansion and street greening.

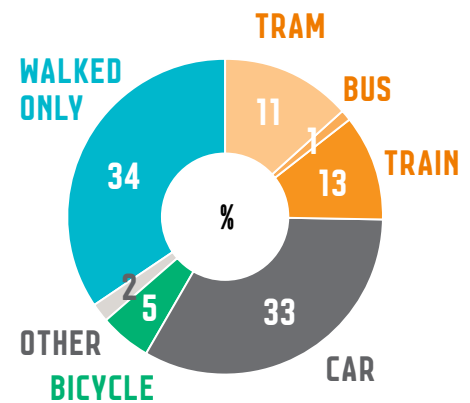


Figure 7.1: Method of travel to work for West Melbourne residents. One in three drives to work, but over 80 per cent of street space is allocated to cars. Source: Australian Bureau of Statistics, 2011



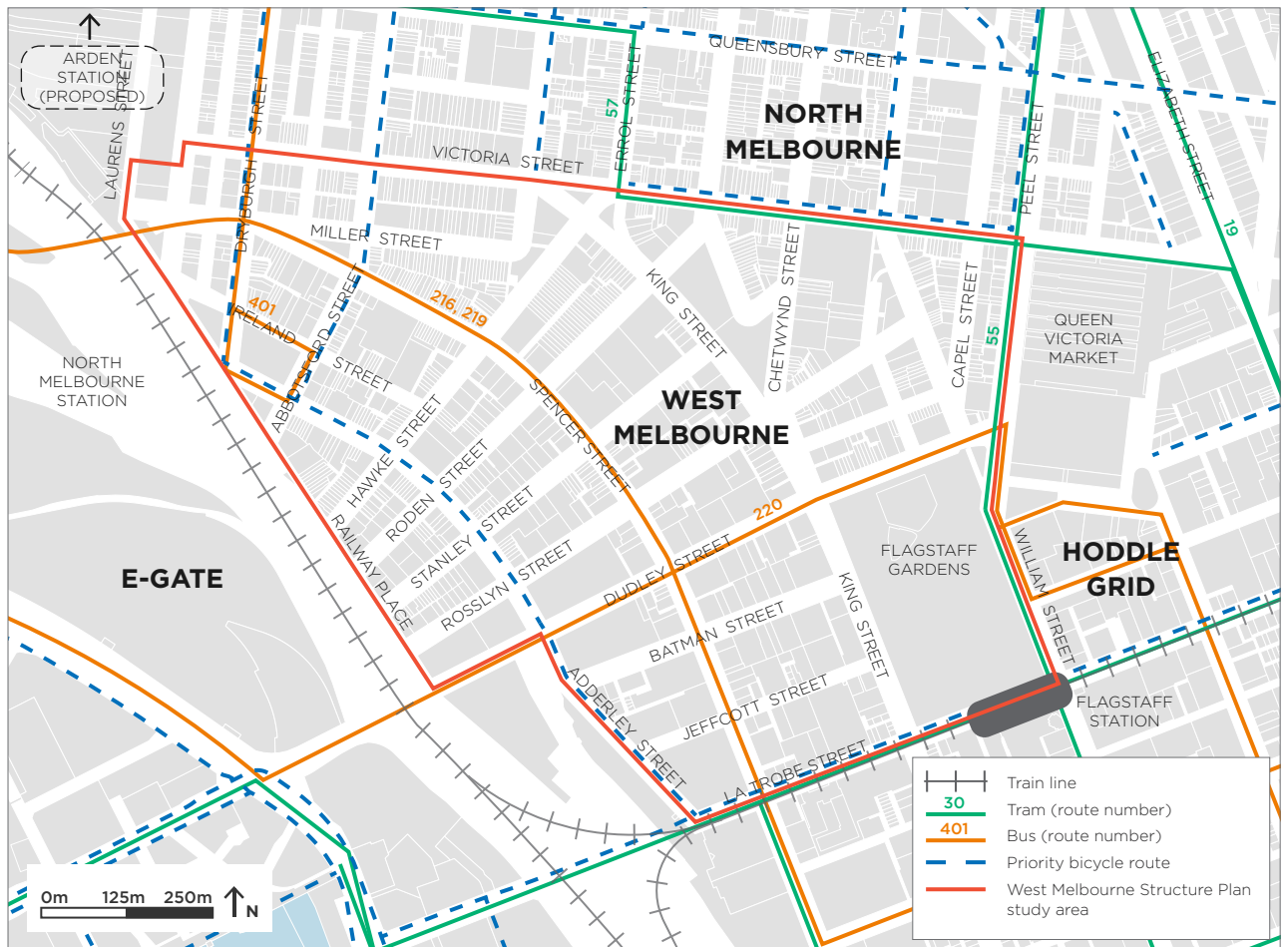


Figure 7.2: Existing transport network in West Melbourne

Walking

The City of Melbourne's policy is to place walking at the top of the modal hierarchy, but in West Melbourne, pedestrians are not now given highest priority. Pedestrian amenity and access has been compromised in many areas in favour of motor vehicles.

Arterial roads and large intersections act as barriers to pedestrian movement, making areas difficult for pedestrians to move through and making unpleasant environments due to noise, pollution, heat and hard surfaces. Pedestrian access to the west and south is either nonexistent or of very poor amenity.

The City of Melbourne's Walking Plan (2014-17) looks at the many ways walking contributes to the city and how the walking network could be improved through planning, street management and capital works.

Improvements proposed by the Walking Plan include changing traffic signal operation to reduce delays to pedestrians; increasing the number of pedestrian streets, road crossings and shared zones; improving legibility and way finding and access around public transport stops.

Another means of improving the walking network is to amend the planning scheme to require new through-block pedestrian links to be provided on private land. There are several areas in West Melbourne that would benefit from a more fine-grained network.

The central part of West Melbourne around Dudley, Spencer and King Streets has limited pedestrian access to train stations and existing services on Errol Street.

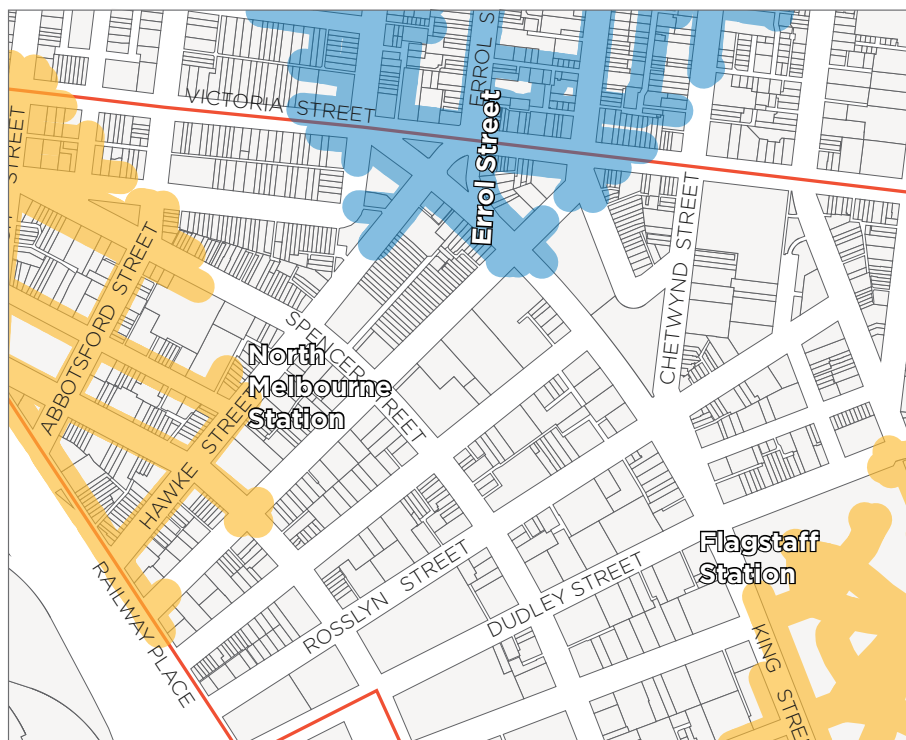


Figure 7.4: 400 m (5 to 10 minute) walking catchment analysis from North Melbourne Station, Flagstaff Station and Errol Street in North Melbourne.



Figure 7.3: High Mobility Streets will have high frequency tram and priority bus services and excellent pedestrian access, and will generally have highest density and diversity of destinations along them. (Transport Strategy, 2012)

Cycling

Cycling is an under-represented mode in West Melbourne with the potential for a more significant contribution to the transport network. Given the proximity of the central city and other local destinations, cycling provides a convenient and space efficient choice for travel to, from and in West Melbourne.

The existing network comprises four designated bicycle routes on Dryburgh, Adderley, Abbotsford and Latrobe Streets. These are located at the periphery of West Melbourne, vary in quality, and do not provide a safe, convenient and connected network with access to local destinations.

The City of Melbourne Bicycle Plan (2016-2020) outlines capital works for the next four years, but includes only relatively minor upgrades in West Melbourne. These include new bike lanes on Peel Street from Victoria to Franklin Street and upgrading the Dynon Road underpass as part of the Railway Place and Miller Street Reserve expansion.

The City of Melbourne Transport Strategy (2012) includes Spencer Street as a future Bicycle Priority Route. This is consistent with the Inner Melbourne Action Plan (IMAP) Network Vision and the VicRoads SmartRoads 'Principle Bicycle Network' (2012).

Upgrading cycling access on Spencer Street would provide a direct and visible connection through the centre of West Melbourne to the northwest. An east-west route would improve access to Errol Street and, in the future, E-Gate.

Adequate bicycle parking both in new developments and on-street would support greater bicycle use in West Melbourne.

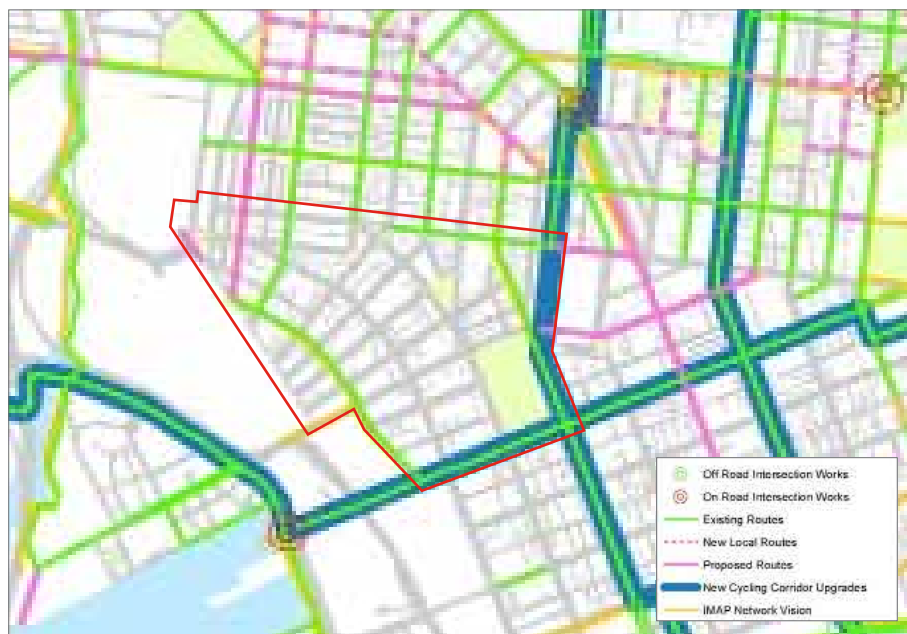


Figure 7.5: Bicycle Plan (2016-2020) - Existing and proposed bike network

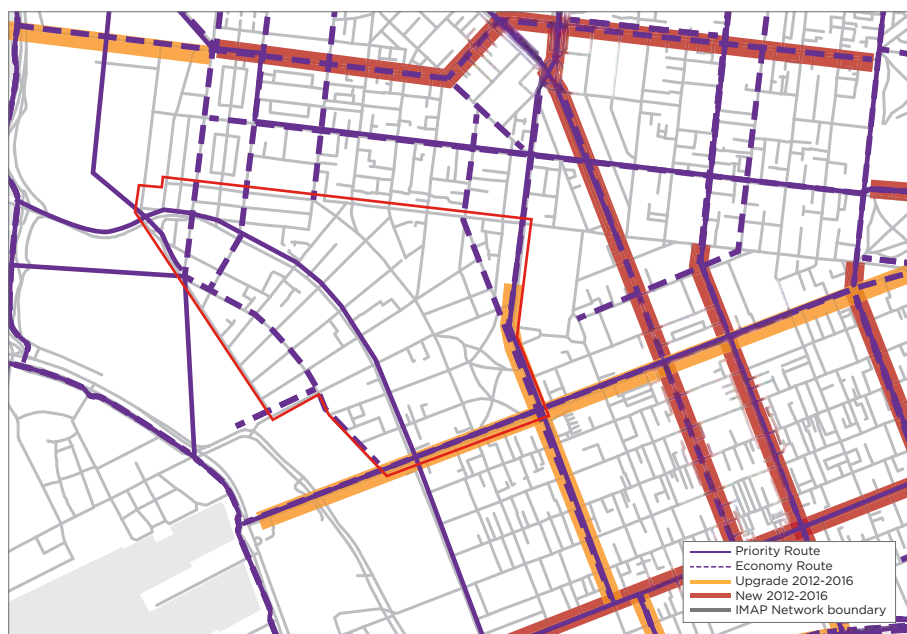


Figure 7.6: Transport Strategy (2012) - Proposed Bicycle Network

Public and shared transport

By metropolitan standards, the study area is well served with public transport although the network's accessibility, amenity and priority is poor relative to some other inner city neighbourhoods.

Two train stations service the study area:

- North Melbourne - access to six lines
- Flagstaff - access to 15 lines

The Melbourne Metro Rail project will add stations at Arden and Parkville.

Three tram lines service the study area:

- Route 30 - Latrobe Street
- Route 55 - William and Peel Streets
- Route 57 - Victoria Street

The Transport Strategy identifies an opportunity to extend the Spencer Street tram to Footscray via Dynon Road. This would significantly improve access to public transport in the area.

Three bus routes service the study area:

- Route 216 - Spencer Street
- Route 219 - Spencer Street
- Route 220 - Dudley Street

Buses run every 15 minutes and provide connections to the west and southeast. Passenger amenity at stops is poor.

Other special bus services include:

- Route 952 Night Bus - City to Broadmeadows on Spencer Street
- Route 401 - North Melbourne Station to University of Melbourne - Express service on Abbotsford Street

There are three low amenity taxi ranks in West Melbourne: two in Peel Street and one in Roden Street.

Car and bike share facilities include:

- About 20 car share vehicles, with the greatest number in the southeast.
- Two bike share nodes, at North Melbourne Station and Flagstaff Gardens on William Street.

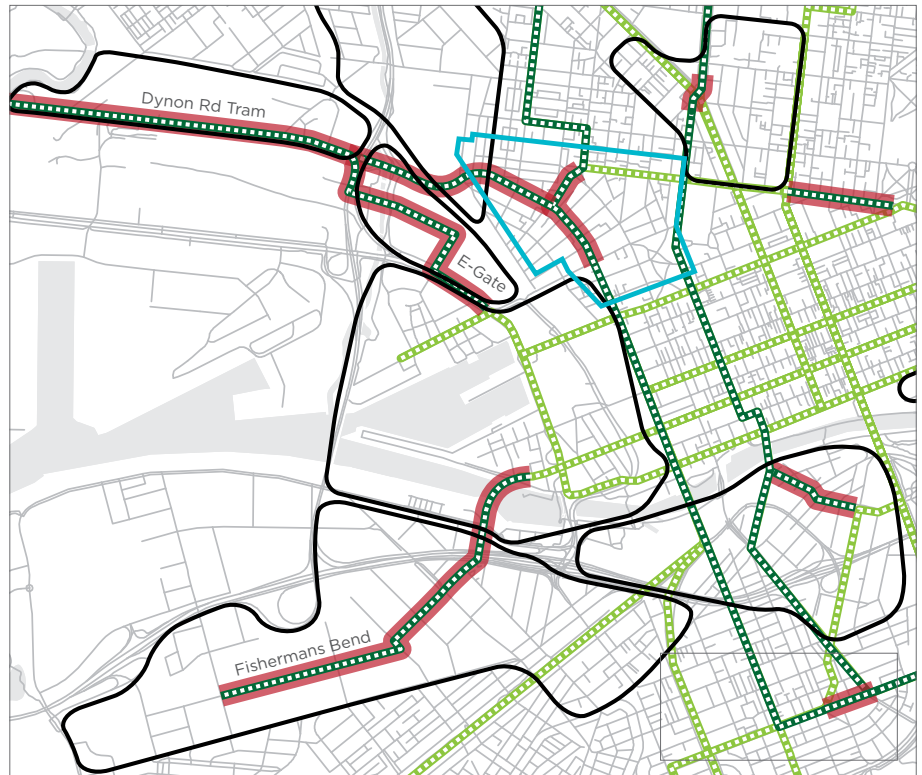


Figure 7.7: City of Melbourne Transport Strategy (2012) - Proposed Tram Network

Motor vehicles and freight

Existing conditions in West Melbourne support private motor vehicles as the highest priority transport mode. The majority of space in the road network is allocated to carriageways and parking. Multiple arterial roads run through the area and signalised intersections are optimised for vehicle throughput.

West Melbourne's road network is now at capacity for motor vehicle transport and there is no space available for further expansion.

Private vehicles will remain a significant part of West Melbourne's transport mix but more space-efficient modes need to be prioritised to move more people in the same road space. City of Melbourne policy supports a move away from cars to more efficient modes.

Freight in West Melbourne is influenced by its proximity to the Central City, the port and transport and logistics services located to the west.

There are several existing heavy vehicle routes through West Melbourne which are not consistent with the changing use of the area and are likely to become obsolete in the near future.

The City of Melbourne's Last Kilometre Freight Plan (2016) establishes policies and actions and sets a framework for private and public sector innovation to reduce the impact of freight delivery and to improve its efficiency. Innovative solutions to freight will need to be considered if West Melbourne is to retain its diverse mix of uses.

The reference design for the Western Distributor toll road project includes on and off ramps at Dynon Road, Footscray Road and Wurundjeri Way that may have significant impacts on West Melbourne. Early traffic modelling for the Western Distributor indicates a potential increase in traffic on Victoria, Hawke, Dryburgh and Adderley Streets and a potential reduction in traffic on Spencer Street.



Figure 7.8: Poor pedestrian environment dominated by motor vehicles at the corner of Spencer and Dudley Streets.