



PART TWO: THE FRAMEWORK

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

The proposals have been shaped by engagement with the community and stakeholders, background research and analysis (see How the structure plan has been prepared on page 30) as well as good planning and urban design principles (see Ensuring Good design on page 118).

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

The proposals are summarised below and have been split into four main sections.

2.1 Density and built form

These proposals focus on ensuring new development in West Melbourne is appropriate to the scale, character and heritage of the area and achieves a high level of amenity and sustainable design.

- **Proposal 1:** Introduce Floor Area Ratio controls and accompanying built form controls that better address West Melbourne's diverse character
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2.2 Activities, uses and infrastructure

These proposals support West Melbourne to grow as a mixed use neighbourhood with local shops and services, community and creative infrastructure and affordable housing.

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These proposals aim to increase mobility and improve access for West Melbourne's residents, workers and visitors as the population grows.

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2.4 Streets and spaces

These proposals outline the approach to create new and expanded open spaces in West Melbourne and embed sustainability principles in streetscape and public realm design.

- **Proposal 15:** Create linear open spaces through West Melbourne to enhance connectivity with surrounding areas
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- **Proposal 16:** Deliver new open spaces in Flagstaff, Spencer and Adderley to meet the different needs of the growing community
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- **Proposal 17:** Create high quality green streets
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- **Proposal 18:** Ensure Integrated Water Management (IWM) is incorporated into West Melbourne to support a resilient and liveable neighbourhood
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2.1 DENSITY AND BUILT FORM

Introduction

West Melbourne is currently experiencing significant levels of growth, well beyond what was previously planned for the area.

As development pressure continues to increase, planning controls need to be updated to deliver high quality built form outcomes that align with the vision for West Melbourne and provide greater certainty to the community and the development industry.

What do we know?

- West Melbourne has a varied local character informed by its historic mix of industrial, commercial and residential land uses - as such the density and built form in West Melbourne varies significantly throughout the area.
- West Melbourne is identified as an 'other local area' of incremental growth within the current Municipal Strategic Statement (part of the Melbourne Planning Scheme), located between the intense growth occurring in the central city and the more stable area of North Melbourne.
- Current Victorian planning policies, as identified in Plan Melbourne (the current Metropolitan Planning Strategy for Melbourne) encourage and support higher density development in areas like West Melbourne that are well located in relation to Melbourne's central city.
- Some areas in West Melbourne, particularly those with 'discretionary' height controls close to the central city or North Melbourne Station have become subject to development pressures that significantly exceed the preferred building heights.
- There has been a significant increase in the level of development in West Melbourne than was initially envisaged when the current planning controls were introduced in 2006. This is a result of the ambiguity and lack of certainty with the current height controls, along with the strategic justification for increased development on inner city sites close to public transport, jobs and services.
- There is a wide assortment of different sized sites, building typologies and heritage assets across West Melbourne which adds significantly to the character of the area. However some of the existing uniform (or 'blanket') height controls fail to respond to this diversity and character.
- Levels of supporting infrastructure such as open space and community facilities are not matching levels of development in West Melbourne.
- One of the key messages from the community during previous rounds of engagement is for greater certainty from the planning process, particularly related to built form controls.
- There are currently more than 4000 dwellings in the development pipeline for West Melbourne, the majority of which are one and two bedroom apartments. This includes proposals under construction, approved or awaiting planning approval. If all these dwellings are built, this would more than double West Melbourne's dwelling stock.
- The current built form controls in West Melbourne often result in the repetition of the podium tower typology (see Figure 2.1).
- Some smaller sites are being consolidated into single ownership, creating larger sites and altering the urban grain and local character of the area.
- There are not many examples of independently assessed high quality sustainable developments in West Melbourne (for example, using Green Star or NABERS), particularly across residential developments.
- Servicing requirements sometimes dominate street frontages which has a detrimental impact on the quality of streets in West Melbourne.
- The primary outlook from inside some buildings is to neighbouring properties - this reduces the quality of internal amenity and the ability for neighbouring sites to be developed equitably.
- Developments with 100 per cent site coverage are resulting in poor environmental performance of the area due to reduced site permeability (storm water cannot drain naturally) or the ability to plant trees on private land.

What are we proposing?

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

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

This will be achieved by introducing new built form controls that offer greater certainty to the community through *Floor Area Ratios* (Proposal 1), improving the climate change adaptation and mitigation performance of new and existing buildings (Proposal 2) and recognising the valued heritage of West Melbourne (Proposal 3).

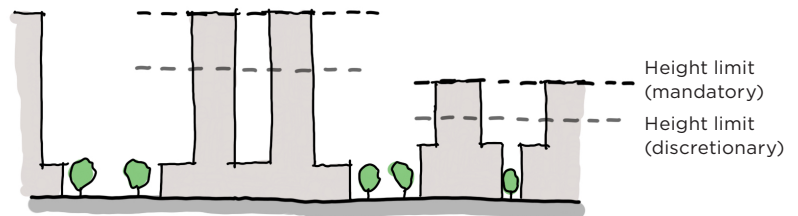


Figure 2.1: By only using height limits (mandatory or discretionary) and setbacks to guide built form, there is less control over the density, or intensity, of a development - the development will often be built to the maximum height limit allowed, irrespective of the size of a site. This sometimes results in less diverse buildings and is less responsive to the surrounding context and character of an area.

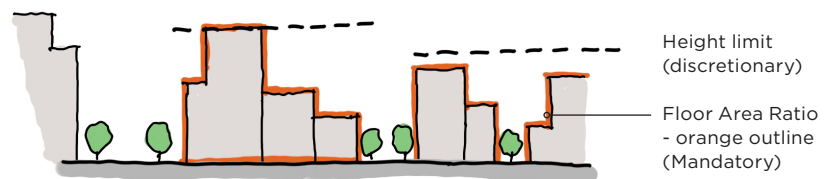


Figure 2.2: Floor Area Ratios help to control the density, or intensity, of the development in relation to the size of a site. The orange outline above highlights a potential allowed density of a site according to an FAR control. When used in combination with built form controls, such as height limits and setbacks, floor area ratios can enable a better response to the surrounding context and character of a site, allowing for a greater diversity of buildings.

Proposal 1: Introduce Floor Area Ratio controls and accompanying built form controls that better address West Melbourne's diverse character

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

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

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

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

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

What is proposed?

The proposed changes will introduce:

- **Floor Area Ratio controls**
New Floor Area Ratio controls (FARs) will determine the density of development in the four areas of Spencer, Flagstaff, Adderley and Station Precinct (see Figures 2.6 and 2.8).
- **Updated design objectives**
The design objectives in the planning scheme will be updated for West Melbourne as a whole and for each of the five identified places in the area (see page 40).
- **Updated built form controls**
To achieve the design objectives, updated built form controls will be introduced in each Design and Development Overlay (see Figure 2.6 on page 43).

Why is this proposed?

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

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

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

- Respond better to the varying characteristics of specific sites in West Melbourne compared to the blanket height controls which have no relationship to the size of a site.
- Provide a clear and consistent measure to support efficient decision making.

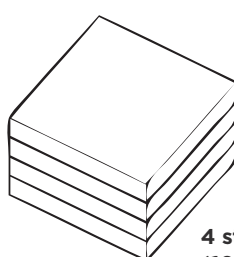
Floor Area Ratio (FAR) controls

A Floor Area Ratio (FAR) sets a limit on the amount of development that can occur on a site. The FAR is the ratio of a new building's total floor area in relation to the size of site it is being built on.

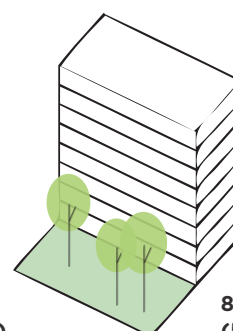
Figure 2.3 explains the concept of floor area ratio and how it can result in different building types. For example, a floor area ratio of 4:1 allows for total floorspace up to four times the size of the site itself. This could be up to four storeys if 100 per cent of the site is developed (left) or eight storeys if only half the site is developed (right).

FARs will allow for a variety of building types in certain areas. When combined with height and setback

controls, FAR controls will create a flexible framework in which multiple successful building forms can be achieved. More information on the benefits of using Floor Area Ratios is discussed on the opposite page.



4 storeys
(100% site coverage)



8 storeys
(50% site coverage)

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

- Ensure that the future development of a site is proportionate to its size.
- Deliver a range of different building typologies, rather than just developing each site to its maximum allowed height.
- Enable flexibility for an architect to design developments within the built form envelope of the floor area ratio control (and the accompanying built form controls) to better respond to the varied characteristics of each site (see Figure 2.2 on page 37).
- Provide greater certainty about the level of population growth to occur in West Melbourne to determine the need for supporting infrastructure such as open space, public transport, services and community facilities.
- Can support additional benefits to an area, such as new laneways, retention of heritage buildings and additional open space, by allowing flexibility for how the floor area ratio is achieved on each site, without reducing the total amount of development on a site.
- Ensure a coherent built form outcome is achieved within each of the five places of West Melbourne.
- Improve the amenity of streets and spaces in West Melbourne and help ensure they are comfortable, attractive and welcoming places.
- Set realistic and clear expectations about the potential development yield on each site.
- Can be used to set minimum floor areas for non-residential uses to help deliver commercial and retail development and support West Melbourne retaining its mix of uses (see Proposal 4 on page 48).

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

The floor area ratios for Flagstaff, Spencer, Adderley and Station Precinct have been set through an iterative process of commercial and architectural testing (see background studies on page 33) and through a review and understanding of density controls in other cities. The proposed floor area ratios for Flagstaff, Spencer, Adderley and Station Precinct are shown in figure 2.8 on page 43.

Comparing the floor area ratio controls

The floor area ratios proposed in West Melbourne respond to the vision for the area and help support a range of building typologies, including mid-rise perimeter and courtyard developments. These typologies are supported by floor area ratio controls of between 2:1 to 5:1, as identified in the NSW Apartment Design Guide (NSW Government, 2015). Depending on the size of a site, tower typologies are sometimes in excess of a 5:1 floor area ratio.

The floor area ratio range of 3:1 to 6:1 proposed within West Melbourne is consistent with the range in the NSW Apartment design guide to ensure that a range of building typologies are delivered in West Melbourne, including mid-rise, perimeter, courtyard and some well-designed towers in appropriate locations.

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

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

Testing the floor area ratio controls

Independent feasibility testing by SGS Economics and Planning has identified that, based on average land values, development is likely to be feasible using the proposed floor area ratios for each area. Various sensitivity tests were also applied, which involved lowering land values, increasing sale prices and requirements for affordable housing (see Proposal 7 on page 52) and development contributions (See Part Four: Making it happen). The modest changes to the findings as a result of the various sensitivity tests suggest the findings of the base feasibility analysis are robust.

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

Design objectives

The following design objectives are proposed for the whole neighbourhood of West Melbourne in order to help achieve the vision for the area.

Additional design objectives specific to each of the five identified places in West Melbourne are included in Part Three: Places.

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

	EXISTING CONTROL	PROPOSED CONTROL*
DDO28 (Station Precinct)	Maximum building height 5 storeys (discretionary)	Maximum FAR 5:1 (mandatory) Maximum building height 8 storeys (discretionary)
DDO29-1 (Spencer)	Maximum building height 4 storeys (discretionary)	Maximum FAR 4:1 (mandatory) Maximum building height of 8 storeys fronting Spencer, King and Dudley Streets (discretionary) Maximum building height of 6 storeys elsewhere (discretionary)
DDO29-2 (Adderley)	Maximum building height 4 storeys (discretionary)	Maximum FAR 3:1 (mandatory) Maximum building height of 4 storeys (discretionary)
DDO32	Maximum building height 14 metres (mandatory)	No change from existing
DDO33 (Flagstaff)	Maximum building height 40 m (around 12 storeys) (discretionary)	Maximum FAR 6:1 (mandatory) Maximum building height 16 storeys (discretionary) Minimum side and rear setbacks of 6 metres (mandatory)
DDO31/34	Maximum building height 10.5 m (mandatory)	No change from existing
General Residential Zone	Maximum building Height 11 m (mandatory)**	No change from existing

* The Floor Area Ratio control (FAR) is calculated by measuring the gross floor area to the outside face of all external walls for all enclosed areas, as per the Victorian Planning Scheme definition. Below ground level basements are to be included in the FAR calculation of a site given the scale of FAR control proposed and the outcomes of the built form testing (see West Melbourne Built Form Testing, Breathe Architecture). Areas for bicycle parking are exempt from the FAR calculation to help support and promote more sustainable travel in West Melbourne. The FAR control in Spencer, Flagstaff, Adderley and Station Precinct includes a specific requirement for a proportion of development for retail/commercial uses (see Proposal 4 on page 48).

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

Figure 2.4: Proposed changes to the Design and Development Overlays that apply to West Melbourne.

Population capacities and forecasts

At the floor area ratios proposed, there is residential capacity for more than 15,000 residents in over 11,000 dwellings in West Melbourne, which is sufficient capacity to meet the projected population of 8000 residents by 2036. The floor area ratio requirement for commercial development will help to enable the projected 10,000 jobs in West Melbourne by 2036.

Capacities are often higher than population projections as they look at the total built floor space that could theoretically be built in a given area, based on proposed built form controls.

Population projections follow a well-established method which take the latest known population and project forward based on historic growth trends, birth, death and net migration rates. This is combined with other analysis including household size and dwelling construction rates and adjusted accordingly to forecast the population.

The capacity analysis prepared as part of the structure plan can provide a useful input into the future population forecast process and could be used to amend the longer term dwelling construction rates.

ACTIONS

DELIVER

Action 1.1: Prepare a planning scheme amendment to implement the built form outcomes.

Action 1.2: Improve the quality of urban design in West Melbourne through the planned review of Clause 22.17 Urban Design Outside the Capital City Zone in the Melbourne Planning Scheme.

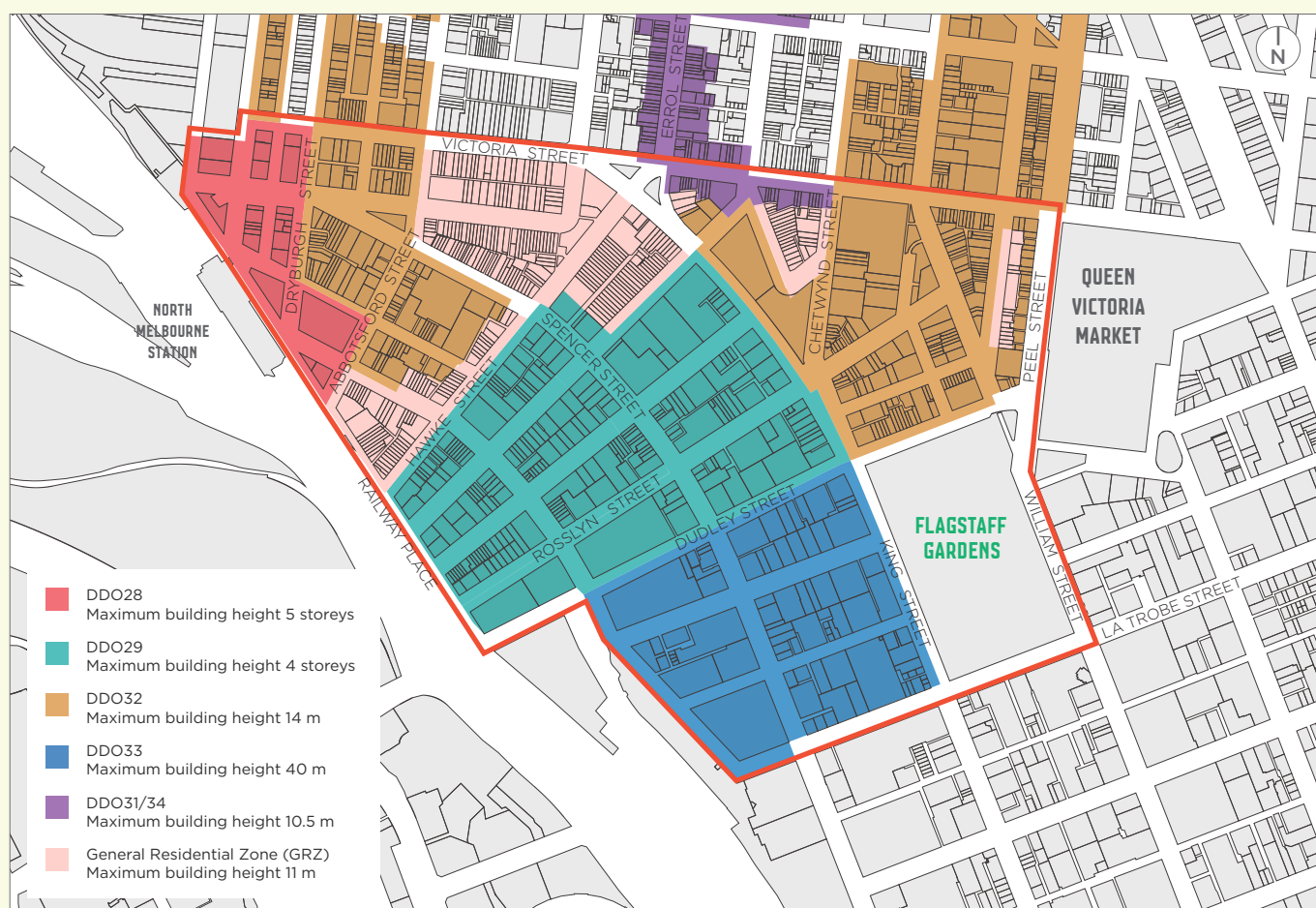


Figure 2.5: Existing Design and Development Overlays in West Melbourne along with the area covered by the General Residential Zone.

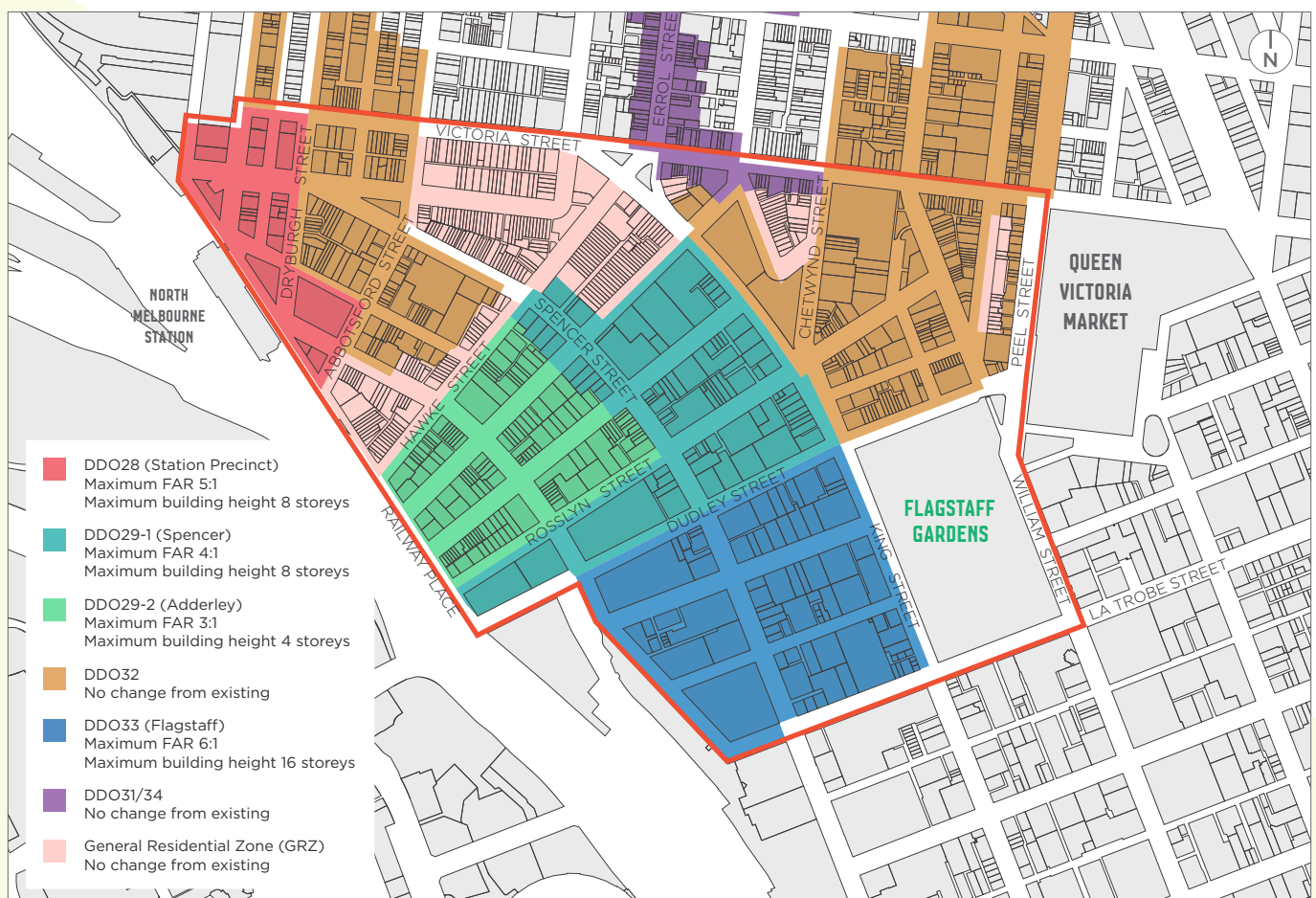


Figure 2.6: Proposed changes to the Design and Development Overlay's in West Melbourne.

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

New and existing buildings will be designed or retrofitted to the highest sustainability standards to ensure a sustainable and resilient West Melbourne. The ability of the existing buildings to contribute towards meeting City of Melbourne climate goals should be considered when new development is proposed.

There are few formally rated or certified green buildings in West Melbourne. Most buildings with such ratings in Australia are large commercial buildings, which is not a typical building type in this area. In the same way that West Melbourne's existing buildings are now being adaptively reused, it is desirable for new buildings to be designed in a way that enables adaptation for different uses in the future.

One of few examples of sustainable buildings and refurbishments within the study area which are not formally rated or accredited is the Australian Red Cross Blood Service Melbourne Processing Centre. An exemplar sustainable building demonstration project like the Processing Centre should be identified in West Melbourne to showcase the opportunities and benefits of sustainable development to other developers.

As part of the State Government's target to achieve zero net emissions, Plan Melbourne identifies the need to facilitate the uptake of renewable energy technologies. This sentiment is echoed by our Zero Net Emissions Strategy. In Future Melbourne 2026, the community sets the goal of achieving this target by 'sourcing all of its energy from renewable sources'.

City of Melbourne's Green our City Strategic Action Plan details how green roofs and vertical greening provide many benefits and can contribute to mitigating and adapting to urban heat island effect, enhancing health and wellbeing and reduced energy use for heating and cooling buildings.

New developments can be encouraged to integrate solar, green roofs and cool roofs by City of Melbourne planning policy 22.19 Energy Water & Waste.

City of Melbourne has completed substantial research to establish the current use of Melbourne's rooftops for climate change mitigation and adaptation. Rooftops in central Melbourne make up 880 hectares of space with most of these rooftops being used for storing air conditioners and heating equipment. There is a large potential for rooftops to be used to benefit building owners, the community and the environment by adapting these spaces for:

- Solar energy creation - photovoltaic or solar thermal panels
- Cool roofs to reflect heat
- Green (vegetated) roofs.

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

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

By partnering with the local electricity distribution provider (CitiPower), the grid could be significantly improved and there could also be opportunities to better support locally generated renewable energy.

Through the Stormwater Management planning clause, stormwater runoff can be reduced by using on-site rainwater tanks to harvest stormwater and reuse on site.

ACTIONS

DELIVER

Action 2.1: Use built form controls to help protect and encourage the use of solar in appropriate areas of West Melbourne.

Action 2.2: Develop programs to support residential and community solar, battery storage and smart grids on new and existing building.

Action 2.3: Renew the Energy, Water and Waste Efficiency policy to implement precinct approaches to waste management, in particular to enable collection of organic and food waste.

Action 2.4: Integrate sustainability expectations and objectives for energy, water, waste, solar, water sensitive urban design and green infrastructure through the Municipal Strategic Statement refresh and an amendment to the planning scheme.

ADVOCATE

Action 2.5: Identify opportunities for new and existing buildings to increase greening, including green roofs and vertical greening, in West Melbourne in line with the 'Green our City Action Plan'.

Action 2.6: Explore ways to incentivise and increase canopy cover and support nature in the private realm.

Action 2.7: Investigate community solar initiatives to increase rooftop solar.

Proposal 3: Recognise the valued heritage of West Melbourne

Heritage is integral to community identity. This includes both physical heritage and intangible aspects of heritage such as memories and rituals. The rich heritage of West Melbourne is recognised, celebrated and integrated in the structure plan.

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

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

A social history of West Melbourne that includes proper recognition of its Aboriginal Heritage will help to build on the findings of this heritage review. This document can identify shared values between Aboriginal and non-Aboriginal people and inform future capital works projects in West Melbourne.

In the context of post-European contact, a number of heritage buildings and places have been identified and protected through the planning scheme. Planning Scheme Amendment C273 was gazetted in May 2017 and provides immediate protection on an interim basis for properties indicated in Figure 2.7 below. Planning Scheme Amendment C258 is underway to provide permanent heritage protection for these properties.

ACTIONS

DELIVER

Action 3.1: Develop Caring for Country guidelines to ensure the implementation of Caring for Country principles over time.

Action 3.2: Finalise Planning Scheme Amendment C258 West Melbourne Heritage Review.

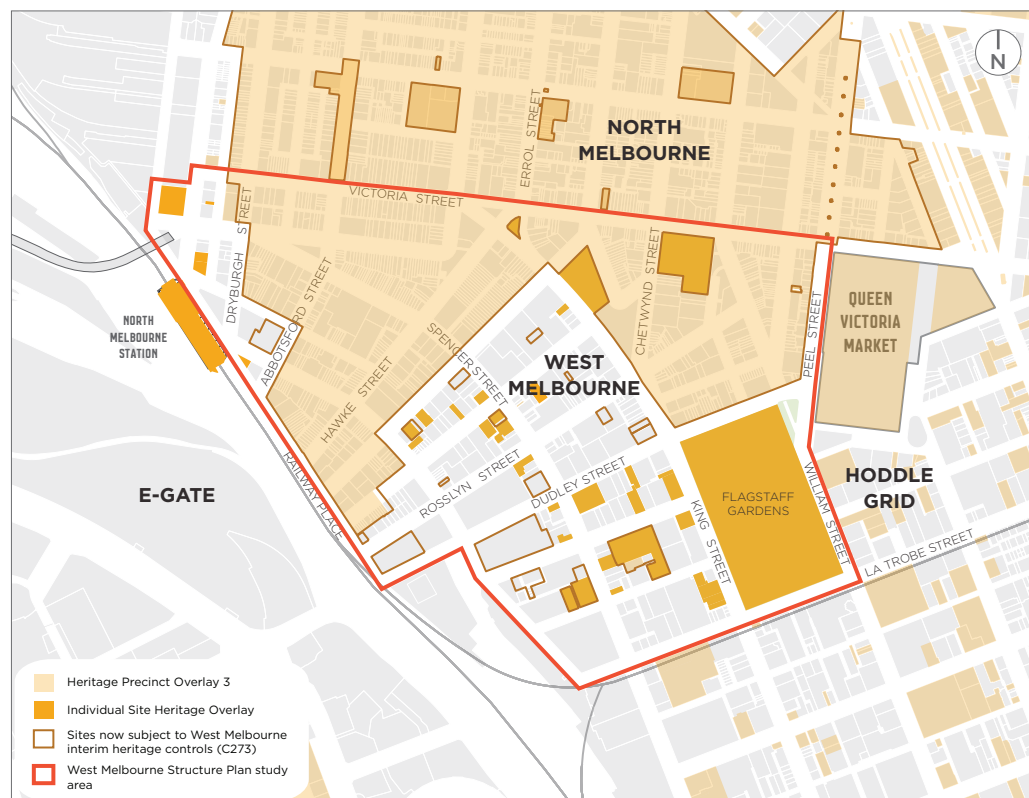


Figure 2.7: Heritage controls for West Melbourne including sites subject to the West Melbourne interim heritage controls (C273).

2.2 ACTIVITIES, USES AND INFRASTRUCTURE

Introduction

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

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

What do we know?

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

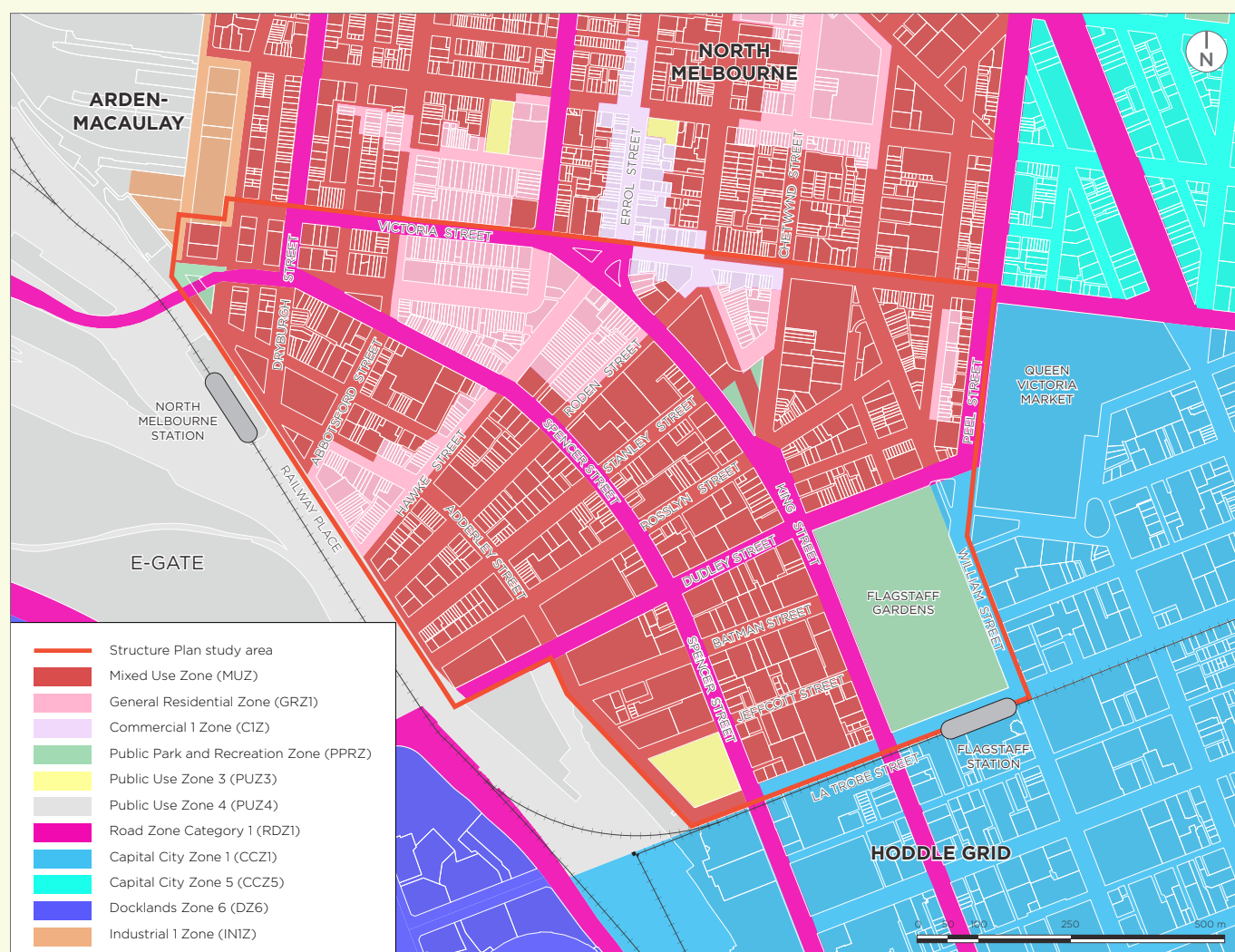


Figure 2.8: Existing Land Use Zoning in West Melbourne

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

What are we proposing?

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

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

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

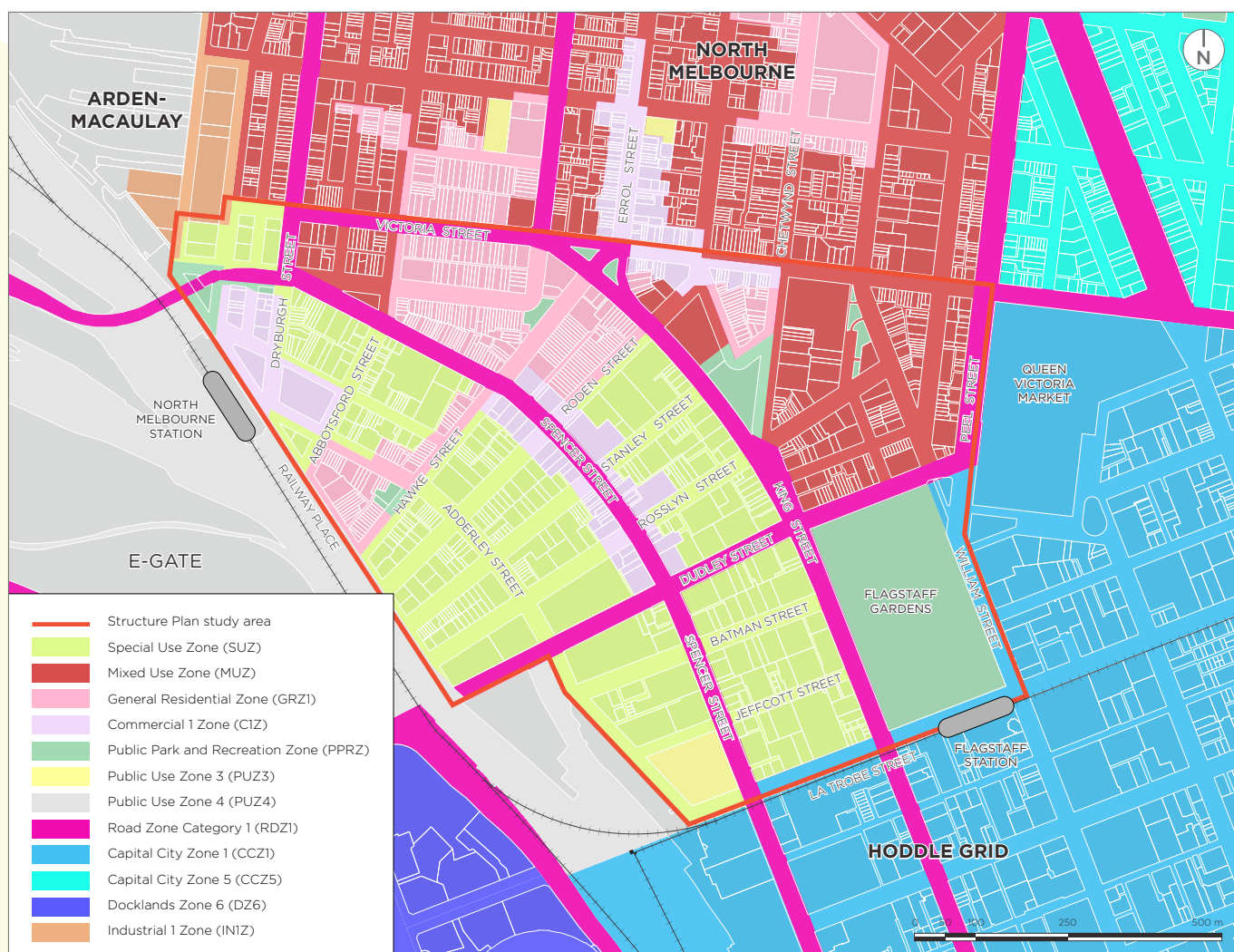


Figure 2.9: Proposed Land Use Zoning in West Melbourne

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

West Melbourne's built form and walkable streets offer opportunities to provide an important 'back of house' function with smaller businesses that support the operation of Arden and the central city.

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

Benefits of mixed use

A mix of different uses help make a place more interesting and lively at different times of day and days of the week. Having a range of shops, services and jobs available within a short distance of homes encourages more sustainable transport choices and improves people's quality of life.

Different types of employment

An important part of a resilient economy is providing opportunities for a range of different types and sizes of businesses. Small start-ups and multinationals have very different requirements for locating their businesses, including rents, floor space, access to clients and suppliers and clustering with similar firms. These different businesses also offer very different employment opportunities to the local and wider labour pool.

Three specific opportunities for the development of employment activity in West Melbourne have been identified:

1. Developing a business-oriented precinct that accommodates 'back of house' functions for the central city while supporting the growth of small and new businesses, including start-ups, creative enterprises and small scale manufacturing.

2. Building capacity to support and leverage the health and research functions that operate in Parkville.
3. Supporting tourism, arts and cultural activities located in West Melbourne and nearby.

West Melbourne building stock

The existing building stock in West Melbourne provides a diversity of spaces for businesses to locate including a range of different sized floor plates, forms and price points. This is somewhat unusual in the inner city and provides appropriate conditions for employment uses that might not otherwise locate in the inner Melbourne region. The loss of activities to alternative locations (or their loss entirely) could damage Melbourne's competitiveness and productivity and impact West Melbourne's local vitality.



Figure 2.10: The proposed use of a Special Use Zone will aim to deliver a greater mix of uses.

What is proposed?

Land use zoning will be changed in order to retain and attract the types of businesses appropriate to West Melbourne.

Additions to local policy and advocacy programs to encourage the retention of existing building stock will support small creative, innovative and entrepreneurial businesses through the retention of lower rent spaces and a diversity of floor spaces.

The appropriate zone would allow flexibility for some residential uses, while allowing a variety of employment uses. Such a zone does not currently exist in Victoria. The application of a Special Use Zone is proposed.

This would work in conjunction with a requirement for a minimum proportion of the mandatory maximum Floor Area Ratio (FAR) to be dedicated to a non-residential use.

See Proposal 1 on page 38 for more details on the proposed revisions to the Design and Development Overlay.

Why is this proposed?

Businesses and jobs are being pushed out of West Melbourne in favour of residential development. The number of jobs has decreased by 25 per cent over the past 10 years as warehousing, manufacturing and logistics industries have moved out of the area. A high proportion of the 6000 existing jobs in West Melbourne are in the business services sector.

The Mixed Use Zone (MUZ), which applies to the majority of West Melbourne, is failing to deliver a genuine mix of uses. The ability to provide residential uses without a permit in the MUZ is impacting the feasibility of other permitted uses such as food and drink premises, offices (over 250 m²) industrial, warehouse, leisure and other retail uses.

The application of the MUZ did not sufficiently anticipate the current market conditions that significantly favour residential development over other uses. The MUZ was intended to support a genuine mix of uses. However, there is now a significant risk of losing employment activity from the precinct.

Other commercial zones available in the Victorian planning system are considered inadequate to develop a truly mixed use precinct that supports the type of employment activity described.

Commercial 1 Zone (C1Z) allows a variety of employment uses, however does not allow for manufacturing unless it can be proven to be an ancillary use.

The Commercial 2 Zone (C2Z) encourages a variety of entertainment, industrial and retail uses but prohibits all forms of residential uses (other than caretaker's house, motel and residential hotel).

It is for these reasons that a Special Use Zone is proposed. The Special Use Zone may also be relevant to other neighbourhoods.

ACTIONS

DELIVER

Action 4.1: Rezone some Mixed Use Zone areas to a Special Use Zone to deliver not only residential, but a true mix of uses.

Action 4.2: Require a proportion of the proposed floor area ratio to be allocated to a non-residential use:

- 1:1 in Spencer, Station Precinct and Flagstaff
- 0.5:1 in Adderley.

PARTNER

Action 4.3: Actively seek to match small cultural and creative organisations to potential development sites.

ADVOCATE

Action 4.4: Encourage the adaptive reuse of existing buildings that offer a range of floorspace types and rent through local advocacy.

Proposal 5: Establish a new local activity centre along Spencer Street and enhance North Melbourne Station

A new local activity centre will be established along Spencer Street and around North Melbourne Station to encourage retail and services.

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

Zoning changes will help achieve this proposal in conjunction with capital works improvements outlined in Proposal 8 on page 56.

Why is this proposed?

The metropolitan planning strategy 'Plan Melbourne' proposes to create a city of 20-minute neighbourhoods, where people can meet most of their everyday needs within a 20-minute walk, cycle or local public transport trip of their home.

West Melbourne does not have a retail or activity core within the neighbourhood. Residents rely on surrounding destinations such as North Melbourne, Docklands and the central city for shopping, community facilities and creative spaces.

Spencer Street is well located to serve the local daily needs of the residential and working community. Through appropriate zoning and capital works improvements Spencer Street could become the central activity area within West Melbourne.

Rezoning coupled with improvements to the public realm around North Melbourne Station would help to reinforce this area as a hub of activity and key gateway into West Melbourne.

ACTIONS

DELIVER

Action 5.1: Rezone Spencer Street to Commercial 1 Zone between Hawke Street and Dudley Street to encourage the provision of local shops and services and the development of a consolidated high street.

Action 5.2: Require active interfaces on Spencer, Rosslyn and Stanley Streets that contribute to an attractive and safe public realm.

Action 5.3: Rezone sites around North Melbourne Station to Commercial 1 Zone to support local convenience retail.



Figure 2.11: The proposed Commercial 1 Zone will aim to deliver a commercial hub around the station and a consolidated high street.

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

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

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

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

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

Why is this proposed?

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

The analysis identified that, while some infrastructure such as a primary school and a childcare centre could be required in West Melbourne in the long term (by 2036) depending on the population growth of the area and other nearby local services, there is unlikely to be the demand for a community centre or local library given the current population forecasts. Following feedback on the draft structure plan, further analysis could be undertaken to reflect the potential local demographic profile of the projected population.

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

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

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

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

ACTIONS

DELIVER

Action 6.1: Create excellent walking and cycling connections to the new community hubs in Arden and QVM.

Action 6.2: Explore locations to provide the identified floor space requirements for community and creative infrastructure.

Action 6.3: Develop a Development Contribution Plan (DCP) to help fund the improvements to streets and local connections.

Action 6.4: Consider the Aboriginal naming of public buildings and community infrastructure to be informed by a social history of West Melbourne.

Action 6.5: Seek a location for a dedicated Aboriginal Economic Development Hub that can provide opportunities for small business, event space, Aboriginal services, drop-in space and meeting place.

PARTNER

Action 6.6: Support an annual Caring for Country festival and smaller local festivals and street parties.

ADVOCATE

Action 6.7: Continue to work with the Department of Education and Training to ensure that new schools in Arden and the Docklands are well connected to West Melbourne and consider the need/potential of a primary school in West Melbourne in the longer term.

Proposal 7: Help deliver affordable housing in West Melbourne

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

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

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

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

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

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

There is a need to facilitate the provision of affordable housing in order to respond, which in turn ensures a good social mix in a neighbourhood.

Affordable housing is that which is outside the main housing market, subsidised below the market rate and provided to specified eligible low and moderate income households whose needs are not met by the market (*Homes for People 2014-18*, City of Melbourne Housing Strategy). Affordable housing should be owned by a registered housing association.

In the City of Melbourne, supply alone is not delivering the desired housing mix and social diversity in our communities. To increase the number of affordable housing units in the municipality, our housing strategy sets a goal to 'help provide at least 1721 affordable homes (subsidised) for low and moderate income earners by 2021'.

Why is this proposed?

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

Jobs in these industries are typically within the low to moderate income bracket, making affordable housing an important component to support these industries. As well as its location, West Melbourne's established community services, access to transport and existing job opportunities make it an ideal location for affordable housing.

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

The analysis assumed that the ownership of the affordable housing is transferred to a third party (for example, a Community Housing Provider) at no cost to them, as currently occurs in other cities across the world, including in Sydney and London. The inclusion of affordable housing will help deliver diverse, interesting and inclusive communities which will add value and ensure West Melbourne remains a desirable place for investment.

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

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

Economics and Employment Study Part 2, SGS Economics and Planning, p29.

This proposal to consider providing at least 6 per cent affordable housing dwellings could help provide around 250 affordable homes and help contribute to Goal 1 in the Housing Strategy to 'help provide at least 1721 affordable homes (subsidised) for low and moderate income earners by 2024'. It will also contribute to housing diversity, increased supply and achieve the City of Melbourne's aspiration for an inner and central city where housing is affordable, well designed and meets the diverse needs of our residents.



The affordable housing in West Melbourne should be transferred to, and managed by, a registered housing provider or association and secured by a Section 173 Agreement or a similar mechanism at no cost to the provider.

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

The City of Melbourne can also play a role in facilitating partnerships between developers and housing providers to help support the delivery of appropriate, well-designed affordable housing.

ACTIONS

DELIVER

Action 7.1: Amend the planning scheme for West Melbourne (through the local policy or other similar control) to require applicants to consider providing 6 per cent affordable housing on development sites in Flagstaff, Spencer and Station Precinct. All figures should be rounded up to the nearest dwelling.

PARTNER

Action 7.2: Understand the needs of community housing providers' models to strengthen the partnership between community housing providers and the development industry.



2.3 MOVEMENT AND ACCESS

Introduction

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

The transport network will need to move more people in less space in the future. Facilitating walking, cycling and public transport will help free up space for other uses such as open space, tree planting and on-street dining.

For more details see Streets and spaces on page 64.

What do we know?

- Streets are currently designed, and space is allocated, to prioritise motor vehicles ahead of other modes.
- The major infrastructure corridor to the west includes multiple metropolitan and regional train lines and rail yards. The corridor creates a physical barrier between West Melbourne, Docklands, the Moonee Ponds Creek and E-Gate.
- The only two connections to the west are the Dynon Road Bridge and Dudley Street underpass. These are 800 m apart and provide poor amenity for walking and cycling.
- The West Gate Tunnel and Metro Rail Tunnel will impact on traffic movement.
- Spencer Street and King Street support high levels of through movements by motor vehicles.
- Spencer Street and King Street are the main north-south arterials, however there is no clear road hierarchy.
- Walking access though West Melbourne is generally good, though is compromised by high vehicle speeds and low pedestrian priority, particularly on the main streets.
- There are some bicycle routes, but usage is generally low. Cycling has great potential to be improved particularly given West Melbourne's close proximity to the central city and areas of activity.

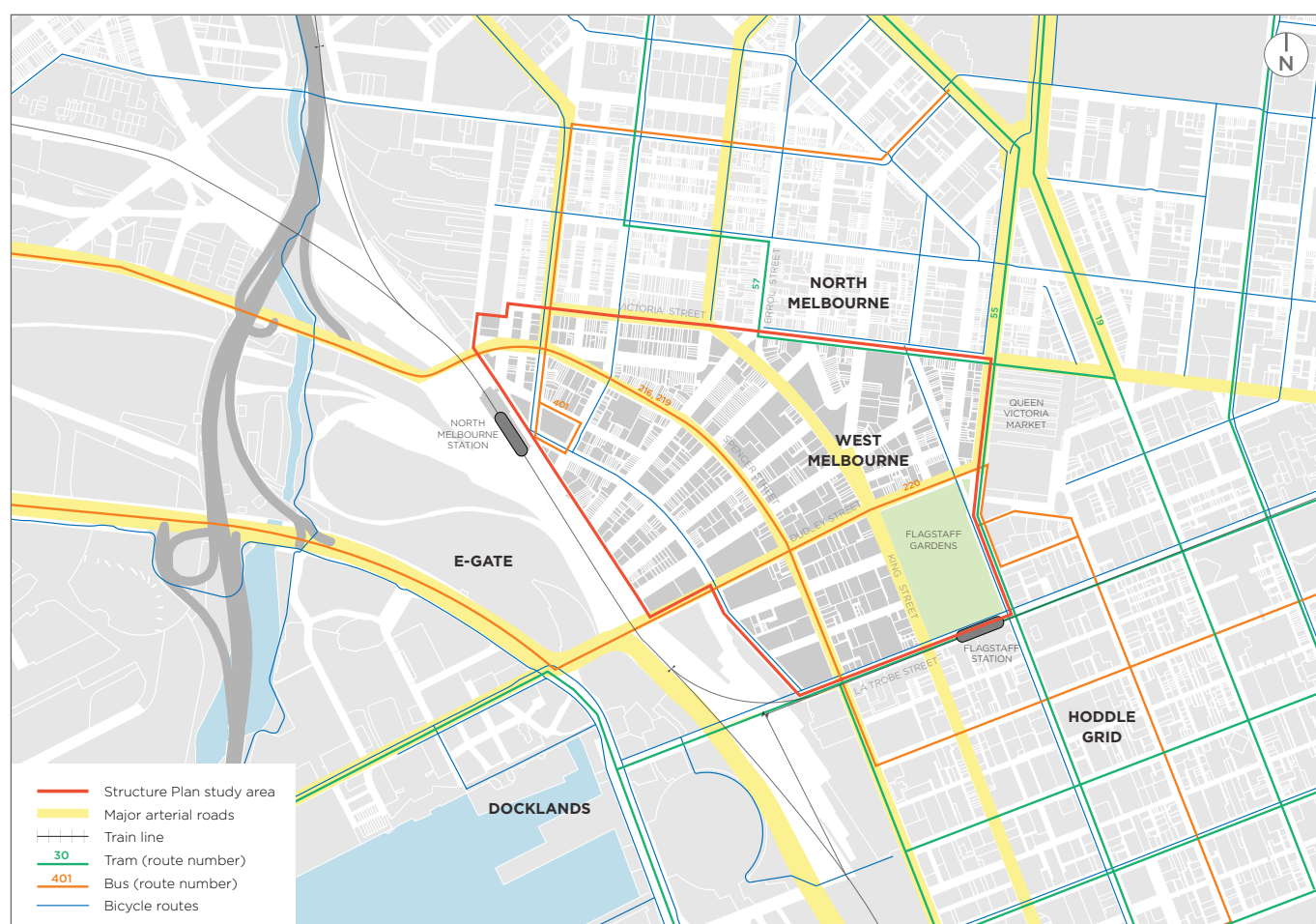


Figure 2.12: Existing transport network in West Melbourne.

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

What are we proposing?

Proposals and actions within the structure plan will change the way traffic moves through West Melbourne and make walking and cycling a preferred choice for residents and workers. The transport network will support West Melbourne as a destination, as well as a place to travel through.

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

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

Car parking has been reconsidered to better prioritise residents and local businesses while creating much needed green space in West Melbourne's wide local streets.

The West Gate Tunnel road project and Metro Tunnel rail project are major infrastructure proposals that will significantly influence movement and access in West Melbourne and surrounding areas.

See page 32 for more details on the West Gate Tunnel.

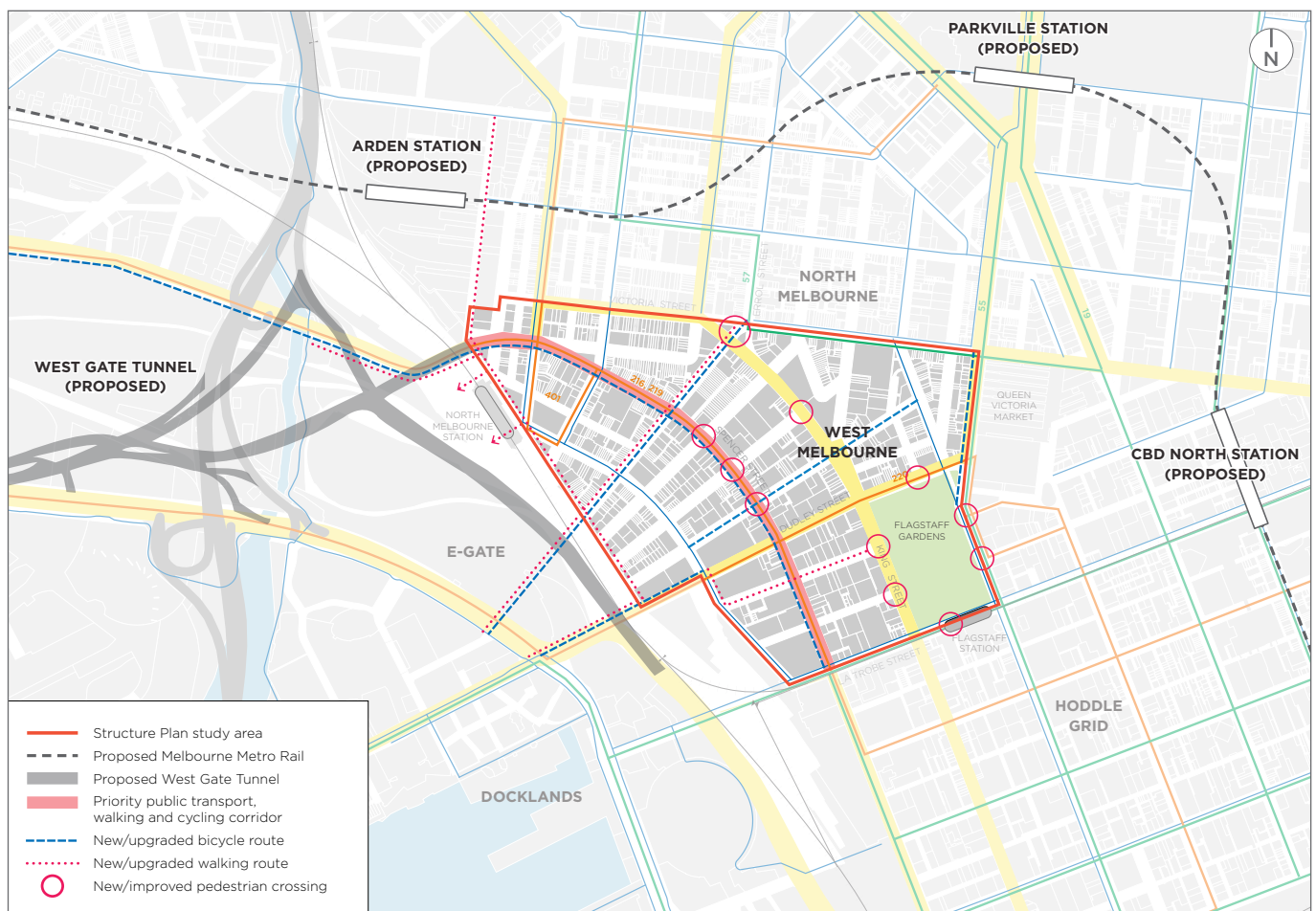


Figure 2.13: Proposed changes to the transport network in West Melbourne including proposed Metro Tunnel project and the West Gate Tunnel.

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

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

Spencer Street will be converted into a 'high mobility' street, which is defined in the Transport Strategy (2012) as having:

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

For more details see Spencer Street Master Plan in Part Three: Places.

Spencer Street is an arterial road managed by VicRoads.

Why is this proposed?

Spencer Street's transport role must change in order for it to become an active high street that supports local shops and services.

Spencer Street is currently a busy traffic and heavy vehicle route with two travel lanes in each direction and frequent opportunities to cross the road and make U-turns. Motor vehicle priority and dangerous turning movements make it an unsafe environment for pedestrians and cyclists.

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

Some people cycle along Spencer Street despite poor facilities and no separation from vehicles. The design of the street does not reflect its designation as a priority bicycle route

in VicRoads' SmartRoads Network Operating Plan and a 'high mobility street' in the City of Melbourne in the Transport Strategy (2012).

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

ACTIONS

DELIVER

Action 8.1: Deliver short term works to improve pedestrian priority and safety.

Action 8.2: Prepare and implement a Spencer Street Master Plan that achieves a high quality street design to support the heart of the West Melbourne neighbourhood.

See Spencer Street Master Plan in Part Three: Places, for more details.

Action 8.3: Install bicycle parking along Spencer Street, at North Melbourne Station and other suitable locations.

PARTNER

Action 8.4: Work with VicRoads and Transport for Victoria to change the status of the street from arterial to local collector.

Action 8.5: Work with key stakeholders to prepare and implement a detailed concept plan for a raised, high priority public transport corridor along the centre of Spencer Street between La Trobe and Abbotsford Streets that can be used by buses and trams.



Figure 2.14: Spencer Street will be transformed into high mobility street running through the heart of West Melbourne.

Proposal 9: Improve walking safety, access and amenity

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

The City of Melbourne's Walking Plan (2014) endorses wider footpaths, improved road crossings, lower motor vehicle speeds and increased amenity including high quality paving, trees and active uses on the street. Proposed improvements include:

- Redesign of Spencer Street (see Proposal 8 on page 56)
- Upgrades around North Melbourne Station and Railway Place
- New links to better connect West Melbourne with E-Gate, Docklands and Moonee Ponds Creek, including:
 - Reopening the existing footbridge at the north end of North Melbourne Station
 - Establishing a new pedestrian and cycling bridge at Hawke Street (over the rail lines)
 - Widening the shared path at the Dudley Street underpass.

Why is this proposed?

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

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

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



Figure 2.15: Spencer Street will be upgraded as a priority bicycle route.

ACTIONS

DELIVER

Action 9.1: Produce a detailed design proposal for the upgrade of the area around North Melbourne Station including Railway Place.

See North Melbourne Station Upgrades in Part Three: Places, for more details.

Action 9.2: Reduce the number of private vehicle crossovers to increase footpath space and opportunities for street greening.

PARTNER

Action 9.3: Work with Transport for Victoria and VicRoads to:

- Review pedestrian signals
- Reduce speeds on local streets
- Investigate 10km/h shared zones
- Introduce new crossings, including at all entrances to Flagstaff Gardens
- Enhance the Dudley Street underpass.

Action 9.4: Work with PTV and Metro Trains to reopen the existing pedestrian footbridge between North Melbourne Station and the Moonee Ponds Creek.

Action 9.5: Work with stakeholders to develop feasible options to connect West Melbourne with Docklands via a pedestrian and cycling bridge.

Proposal 10: Expand and upgrade the cycling network

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

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

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

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

Why is this proposed?

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

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

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

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

ACTIONS

DELIVER

Action 10.1: Include the following upgrades in the next City of Melbourne Bicycle Plan:

- Spencer Street as a priority bicycle route
- Hawke Street (between Adderley and Errol Streets)
- Extend Hawke Street cycling route to the north
- Peel Street (between A'Beckett and Queensberry Streets)
- 'New Franklin Street' (between Dudley and Swanston Streets)
- Rosslyn Street (between Adderley and William Streets).

Action 10.2: Ensure that all new developments provide suitable levels of bicycle parking and storage facilities with appropriate design controls in line with the 'Off-street Bicycle & Motorcycle Parking Review' (April 2016).

ADVOCATE

Action 10.3: Advocate to the Western Distributor Authority to improve cycling amenity on Dudley Street between Footscray Road and Adderley Street.



Figure 2.16: Proposed changes to the cycling network in West Melbourne.

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

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

In the short term, Lonsdale Street SmartBus routes should be extended along a Spencer Street centre-of-road public transport priority corridor to North Melbourne Station. This would provide a high-frequency public transport service through the centre of West Melbourne. It would also shape expectations and impact on mode share by signalling that public transport will become the priority mode in West Melbourne – as it is in the central city.

In the longer term, this central corridor can be adapted in order to extend tram services north along Spencer Street. This supports the vision for Spencer Street as a vibrant and active mixed-use street (see Proposal 8 on page 56).

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

Why is this proposed?

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

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

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

Higher density development, particularly in the area between Spencer and King Streets and to the north west in Arden, will generate trips at a similar rate to some parts of the central city. These trips need to be supported with high frequency public transport services including bus and tram routes that penetrate the area and link across the central city.

ACTIONS

ADVOCATE

Action 11.1: Advocate to Transport for Victoria for:

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

Action 11.2: Advocate to the Western Distributor Authority for the removal of the proposed West Gate Tunnel entry/exit at Dynon Road bridge, to ensure the amenity of the streets in North and West Melbourne is maintained and enhanced.



Figure 2.17: Potential changes to the public transport network in West Melbourne.

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

On-street parking controls will be updated to provide an adequate number of resident car parks, support local businesses and create opportunities for more open space.

Figure 2.18 below summarises the existing and potential allocation of the 2900 on-street parking spaces in West Melbourne.

Existing:

- Over 300 free long term parking spaces - often used by commuters.
- All resident permit exempt spaces are free for anyone to use - see below for more on resident permits.

Potential:

- Most resident permit exempt spaces are fee paying for other users.
- 300 additional resident permit exempt spaces.
- No free long term spaces - 300 spaces converted to open space, tree planting and water sensitive urban design.

Why is this proposed?

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

Most parking issues in West Melbourne arise from residents competing with visitors for free and/or unrestricted spaces at peak times. The vast majority of 'resident permit exempt' spaces are free for all users (see Figure 2.18). This makes it difficult for residents to find a parking space at peak times, for example when there are events at Etihad Stadium or Festival Hall.

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

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

ACTIONS

DELIVER

Action 12.1: Convert around 300 car parking spaces to public open space, tree planting and water sensitive urban design.

Action 12.2: Designate around 300 additional car parking spaces as 'resident permit exempt', increasing the total supply to around 1500.

Action 12.3: Undertake a review of the supply and management of on-street car parking and report on where and how controls can be adjusted to achieve the highest value use of the space.

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

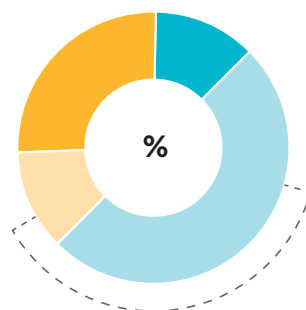
Existing resident permits

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

There are currently around 1200 permit exempt spaces 800 resident permits in West Melbourne and 80 permit holders.

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

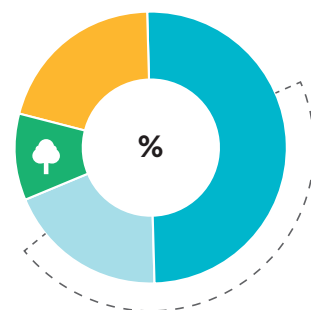
Existing



1200
Resident permit exempt spaces

- Long term (over 4 hours) - fee
- Long term (over 4 hours) - no fee

Potential



1500
Resident permit exempt spaces

- Short term (under 4 hours) - fee
- Short term (under 4 hours) - no fee

Figure 2.18: Existing and potential allocation of 2900 on-street parking spaces in West Melbourne. 400 further spaces are allocated to uses such as loading zones and bus stops and are unlikely to change.

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

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

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

Why is this proposed?

Private car parking spaces are those in purpose-built commercial parking structures, off-street surface car parks and inside commercial and residential buildings. There are no purpose-built commercial parking structures in West Melbourne, although there are several nearby in the central city and Docklands. There are few off-street surface car parks in West Melbourne. Surface car parking is a low value use of inner city land. These sites are likely to be redeveloped in the near future.

There are 3468 off-street car parking spaces in West Melbourne and 3290 on-street. The vast majority of off-street spaces are located within commercial and residential buildings.

The off-street car parking supply is increasing significantly as a result of minimum parking requirements in the planning scheme. Development in parts of West Melbourne must provide a minimum number of parking spaces, whether they are needed or not. However, in neighbouring areas, a maximum parking requirement is set to limit the number of spaces that can be provided.

Off-street parking spaces in private residential and commercial buildings can have multiple impacts on an area, including:

- Increased private car ownership and local traffic congestion due to very high supply (and likely future oversupply)
- Poor building design outcomes
- Larger and/or taller buildings (than a building of equivalent floor area without car parking)
- Increased housing costs of up to 10 per cent
- Inefficient allocation of floor space - a privately owned parking space in a commercial building is typically vacant 75 per cent of the week

ACTIONS

DELIVER

Action 13.1: Investigate amending the parking requirements in the planning scheme to:

- Minimise the unnecessary construction of car spaces in buildings by introducing a maximum parking rate
- Maximise opportunities for the spaces that are built to be used by the wider community
- Support cycling
- Encourage other ways to reduce private motor vehicle ownership and use, such as car share
- Encourage developments within 400 metres of a public parking facility to minimise car parking.

Proposal 14: Facilitate options for shared mobility and last kilometre freight

Shared mobility services will be supported and encouraged across West Melbourne to help reduce congestion, vehicle kilometres travelled and private vehicle ownership.

Shared cars and bikes should be conveniently located close to all homes and businesses, with multiple vehicles at each location to improve the reliability of the service.

Other transport services such as taxis, and ride share will be supported with suitable pick-up and drop-off locations. These should include signage, night-time lighting and shelter and be located at predictable locations in busy areas, such as local intersections along Spencer Street, North Melbourne Station and Festival Hall.

'Last kilometre freight' is the last leg of the freight journey in the inner city where delivery vehicles need to access shops and businesses to distribute goods. These services will be supported to operate and innovate as the pressure for space in West Melbourne's streets increases.

Why is this proposed?

Vehicle ownership rates in the City of Melbourne of 31 vehicles per hundred people are already a significantly lower than neighbouring municipalities. There are more zero car households than single car households.

As the transport system in West Melbourne evolves and active and public transport options become more attractive, people will increasingly choose to reduce their use and ownership of private motor vehicles.

There is a significant opportunity to positively influence people's individual transport choices as they move into West Melbourne. Established residents are more likely to maintain established transport habits.

ACTIONS

DELIVER

Action 14.1: Investigate ways of requiring car share spaces within developments through the planning scheme.

Action 14.2: Consider delivery access and loading space when redesigning streets and implementing upgrades.

PARTNER

Action 14.3: Work with car share operators to ensure that new vehicles are located to best meet the needs of the community.

ADVOCATE

Action 14.4: Advocate for new bike share locations at Spencer Street, Errol Street and Flagstaff Station.



PURCHASE
TICKETS
FROM
KERBSIDE

4P
TICKET
AREA 328
7:30 - 6:30
MON - FRI
7:30 - 12:30
SAT

**PERMIT
ZONE**
PERMIT N° 314
CAR SHARE
VEHICLES
FlexiCar

3000 1717

**PERMIT
ZONE**
PERMIT N° 314
CAR SHARE
VEHICLES
FlexiCar

**PERMIT
ZONE**
PERMIT N° 314
CAR SHARE
VEHICLES
GoGet



FLEXI CAR

2.4 STREETS AND SPACES

Introduction

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

By prioritising more space efficient transport modes and updating parking management (see Movement and access on page 54), the proportion of the public realm available for green open space, tree planting, water sensitive urban design, public art, active recreation and other public space can be increased.

What do we know?

- There are 8.4 hectares of existing open space in the area, of which Flagstaff Gardens contributes 88 per cent.
- 30 metre wide local streets create opportunities for open space, tree planting and water sensitive urban design.
- Fifty five per cent of West Melbourne is dedicated to roadway, parking and footpaths compared to 33 per cent in the Hoddle Grid.
- The high proportion of impermeable surfaces increases flood risk, particularly in low lying areas such as the Dudley Street underpass.
- There is lower average canopy cover in West Melbourne (19 per cent) than the city as a whole (24 per cent). Tree cover is inconsistent in West Melbourne, where some streets have significantly greater tree planting than others.
- Increased tree planting has the potential to mitigate the urban heat island effect and improve the comfort and amenity of streets in West Melbourne.
- 3300 on-street car parking spaces that occupy a significant proportion of the space in local streets. 400 are allocated to uses such as loading zones, taxi ranks and bus stops.
- The Open Space Strategy (2012) identified three areas in need of new local open spaces.

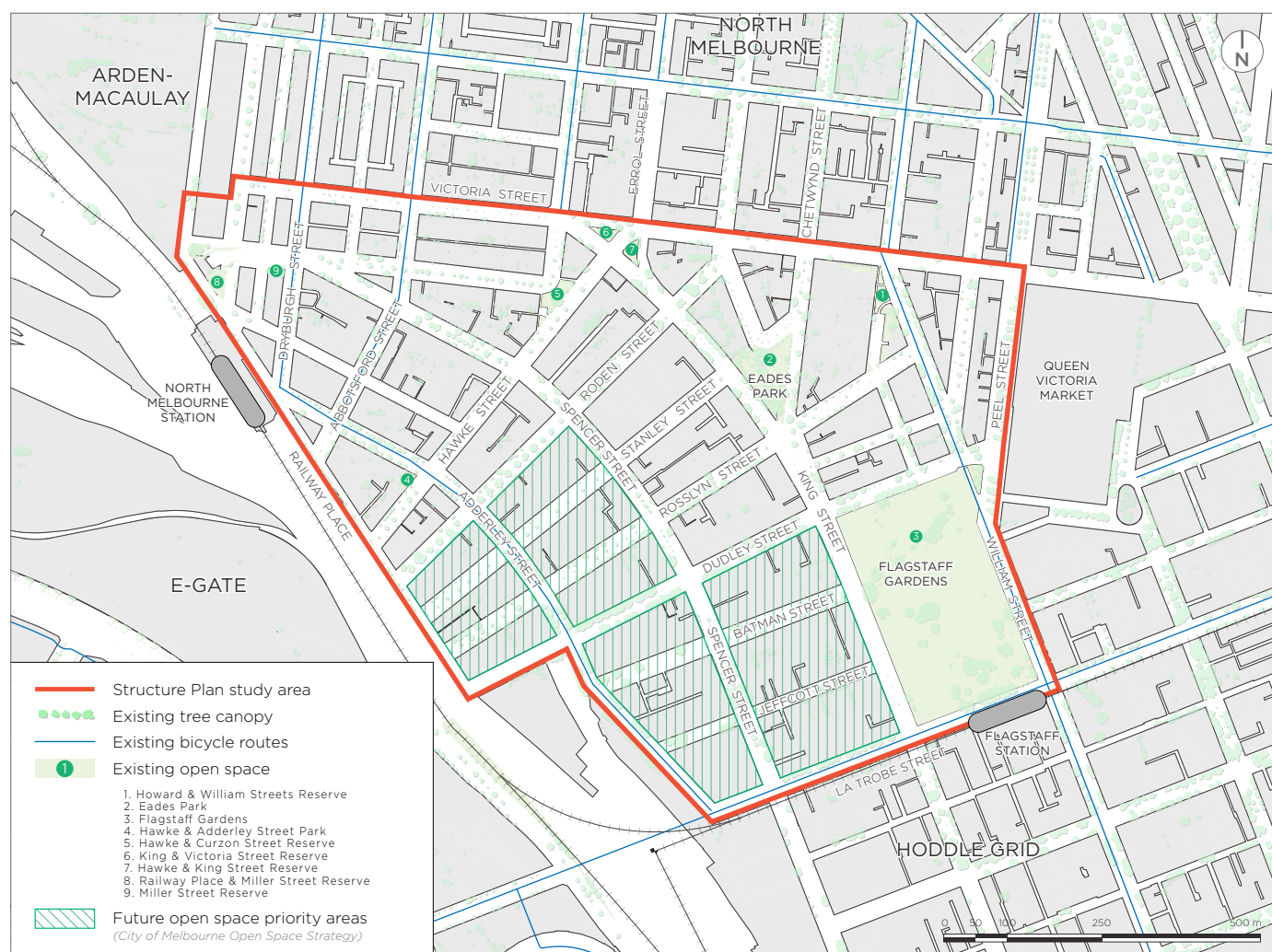


Figure 2.19: Existing open spaces, tree canopy and areas identified for new open space (Open Space Strategy) in West Melbourne.

What are we proposing?

Proposals and actions within the structure plan will turn some streets from grey to green providing much needed open space and urban cooling.

A number of interventions in the public realm have been identified that could provide around one hectare of new and expanded open space. Each of West Melbourne's places has different open space needs. In Part Three: Places several open space projects are discussed in more detail with particular reference to the types of open space best suited to that place.

The design and management of public spaces will reflect and interpret the cultural heritage of local Aboriginal people as well as the general practices relating to Caring for Country.

Opportunities for the Aboriginal naming of streets and parks will be considered. Flagstaff Gardens will be celebrated as an important pre-contact viewing point.



Figure 2.20: New and expanded open space opportunities, priority tree planting streets and proposed walking and cycling routes in West Melbourne.

Proposal 15: Create linear open spaces through West Melbourne to enhance connectivity with surrounding areas

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

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

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

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

Hawke Street Linear Park design will incorporate principles outlined in Arts Melbourne's Public Art Framework (2014-17).

Why is this proposed?

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

The success of the Waterfront City precinct in Docklands along with Arden and E-Gate will, to a large degree, depend on greater integration within the expanded central city. Overcoming the separation of these areas by the railway lines will be important in addressing this issue.

ACTIONS

DELIVER

Action 15.1: Produce a detailed design proposal for the Hawke Street linear park.

See Hawke Street Linear Park in Part Three: Places, for more details.

Action 15.2: Investigate the creation of a 3-5 km recreational loop, connecting walking and cycling paths through North and West Melbourne and Arden, E-Gate and Docklands as renewal of these areas occurs.

Action 15.3: Investigate options to improve the function and usability of existing open spaces and improve pedestrian and cycling access and safety at the junction of Hawke, King, Victoria and Errol Streets.

ADVOCATE

Action 15.4: Advocate to the Western Distributor Authority to build a pedestrian and cycling bridge between Docklands and West Melbourne over E-Gate.

Action 15.5: Advocate to the Western Distributor Authority for the design of the Wurundjeri Way extension to not preclude future connections between West Melbourne, E-Gate and Docklands.

Proposal 16: Deliver new open spaces in Flagstaff, Spencer and Adderley to meet the different needs of the growing community

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

The City of Melbourne's Open Space Strategy (2012) suggests that provision of new open space in these areas could 'utilise one of the larger road reserves.' Batman, Adderley, Stanley and Rosslyn Streets have been identified as appropriate locations for new open space. They are wide local streets with minor roles in the wider transport network and a large amount of commuter car parking.

Opportunities will be investigated along these streets with the potential for a green open space at the eastern end of Batman Street to be integrated with the St James Old Cathedral forecourt.

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

Why is this proposed?

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

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

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

The particular requirements for different types of open space in these areas has also changed. A range of new open spaces are required to meet community needs, including green, active recreation and urban spaces.



Figure 2.21: Open space opportunities Flagstaff, Spencer and Adderley.

ACTIONS

DELIVER

Action 16.1: Undertake a detailed design proposal to reconfigure Batman Street west of Spencer Street to deliver green open space.

Action 16.2: Investigate open space opportunities on the southern side of Batman Street near the intersection of Spencer Street, while ensuring access requirements for the Metropolitan Fire Brigade are met.

Action 16.3: Investigate the potential for creating 5000 m² of active recreation space by closing Adderley Street to cars between Batman Street and La Trobe Street, while maintaining access for buses to Southern Cross Station.

Action 16.4: Investigate opportunities to provide new local open spaces in Stanley and Rosslyn Streets.

Action 16.5: Rezone recently expanded and proposed new public open spaces to Public Park and Recreation Zone (PPRZ).

PARTNER

Action 16.6: Work with St James Old Cathedral to develop a detailed open space design for the eastern end of Batman Street that integrates with the church forecourt and improved access to Flagstaff Gardens.

See Batman and Adderley Street Open Spaces in Part Three: Places, for more details.

Action 16.7: Work with Transport for Victoria and VicRoads to deliver a new pedestrian crossing on King Street to improve access to Eades Park.

Proposal 17: Create high quality green streets

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

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

Planting priorities for the next three years include Dudley, Batman and King Streets. Batman Street planting will be coordinated with proposed open space projects. Dudley Street has significant potential for increased tree planting in the existing painted central median. As Dudley Street is categorised as an arterial route, central planting is not currently possible without VicRoads' approval.

Roden (south of Spencer), Stanley and Rosslyn Street are not identified as priority planting streets. As a result of an expected increase in development activity in these areas, these streets will be included in an updated priority planting program.

Why is this proposed?

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

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

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

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



Figure 2.22: Street tree planting priorities.

ACTIONS

DELIVER

Action 17.1: Deliver street planting priorities in the North and West Melbourne Urban Forest Precinct Plan to increase tree canopy cover and urban forest diversity.

Action 17.2: Deliver a 20 per cent increase in understorey habitat on land managed by the City of Melbourne, including local street greening.

Action 17.3: Align street greening projects with other capital works.

Action 17.4: Update the planting priorities in the North and West Melbourne Urban Forest Precinct Plan to include Roden, Stanley, Rosslyn and Spencer Streets (Years 8-10).

PARTNER

Action 17.5: Continue to engage, involve and collaborate with the West Melbourne community in the process of growing the urban forest.

Action 17.6: Work with VicRoads and Transport for Victoria to establish central median tree planting in Dudley Street.

Proposal 18: Ensure Integrated Water Management (IWM) is incorporated into West Melbourne to support a resilient and liveable neighbourhood

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

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

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

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

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

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

Why is this proposed?

West Melbourne is serviced by City West Water, who provides water and sewerage services. To meet the needs of a rapidly increasing population, City West Water is investigating strategies for planning infrastructure to achieve multiple benefits as part of their Integrated Water Cycle Management Strategy. These include water supply, sewerage, drainage, flood management and stormwater quality.

City West Water already provides residents in Melbourne's urban fringe growth areas with a reliable fit-for purpose (non-potable) water supply based on stormwater capture and re-use. In partnership with Melbourne Water, City West Water is investigating options to provide alternative fit-for-purpose water sources for central Melbourne. This could be an extension to a solution for major urban renewal areas such as Fishermans Bend or Arden-Macaulay. While provision of a fit-for-purpose water supply to West Melbourne may be over 20 years away, it is important that the building stock is ready to use this once it is available, for example by providing dual plumbing to all non-potable water uses.

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

ACTIONS

DELIVER

Action 18.1: Proactively identify opportunities to implement streetscape WSUD interventions in line with Total Watermark and the IWMP.

Action 18.2: Use wide local streets as part of a wider water catchment area and integrate water management with street design.

Action 18.3: Develop a permeability target including opportunities for increasing permeable paving as part of streetscape works.

Action 18.4: Investigate opportunities for WSUD, stormwater harvesting and reuse, and drainage upgrades to reduce flood risk on Dudley Street.

PARTNER

Action 18.5: Work with City West Water to investigate opportunities to supply recycled water.