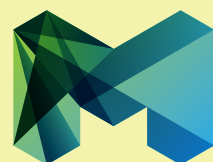


# WEST MELBOURNE STRUCTURE PLAN

## DRAFT FOR ENGAGEMENT

JULY 2017



CITY OF MELBOURNE



# A CITY FOR PEOPLE

We support our community members – whatever their age, sex, physical ability, socio-economic status, sexuality or cultural background – to feel like they can be active, healthy and valued. We plan and design for our growing city, including safe, healthy and high-quality public spaces.

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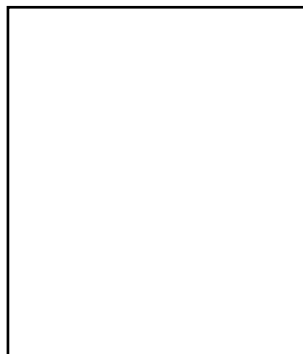
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# FOREWORD

This is a draft Structure Plan for West Melbourne for community engagement. It will be considered by the Future Melbourne Committee on 4 July 2017 for endorsement for community and stakeholder engagement for 6 weeks in July and August. If the draft structure plan is endorsed by the Future Melbourne Committee, a Foreword will be inserted here. This is the third round of detailed community engagement. Further details on the engagement process can be found on the opposite page.



Insert signature

**Robert Doyle**  
Lord Mayor



Insert signature

**Cr Nicholas Reece**  
Chair Planning Portfolio





# HELP US PLAN FOR THE FUTURE OF WEST MELBOURNE

The structure plan has been shaped by the community through two phases of engagement. The most recent engagement in February and March 2017 demonstrated a generally strong level of support for the *Ideas for West Melbourne* Discussion Paper. The ideas in the discussion paper with most community support have been developed, tested and refined into 18 proposals and corresponding actions in the structure plan.

We now want to hear your views on the structure plan, which sets the framework for the future growth, development and character of West Melbourne over the next 10 to 15 years.

Do you agree with the vision for West Melbourne? Do you support the proposals and actions? How could they be improved? Have we missed anything?

**Visit Participate Melbourne for more details and to share your insights and views.**



[participate.melbourne.vic.gov.au/westmelbourne](https://participate.melbourne.vic.gov.au/westmelbourne)





# PART ONE: INTRODUCTION

In this part you will find:

- 1.1 The vision for West Melbourne
- 1.2 A snapshot of the Structure Plan
- 1.3 Introducing West Melbourne
- 1.4 Drivers of change
- 1.5 How the structure plan has been prepared



# 1.1 THE VISION FOR WEST MELBOURNE

**West Melbourne will play a complementary role to the more intensive areas of development which will surround it into the future. It will retain its identity, diverse areas of character and mix of uses as it evolves.**

**Its heritage buildings and wide green streets will provide high amenity for residents, as well as commercial and retail opportunity in this distinct, inner urban neighbourhood.**

A vision statement expresses the aspirations and goals of a place and guides decision making and investment. The vision for West Melbourne has been informed by community input and a range of background studies.

The vision will be delivered through a number of proposals and actions (see Part Two: The Framework). The proposals and actions relate to built form and density, activities, uses and infrastructure, movement and access and streets and spaces.

The structure plan identifies five distinct places in West Melbourne, each with its own character and qualities. The vision for West Melbourne is translated into separate visions for these five places, and outlines how the proposals and actions in the structure plan relate to each place (see Part Three: Places).



Increased use of photovoltaic or solar thermal panels

Sensitive interface with existing residential area

Water sensitive design

Preserved fine grain heritage buildings







## 1.2 A SNAPSHOT OF THE STRUCTURE PLAN

### Preparing the structure plan

Before preparing a new West Melbourne Structure Plan, we asked the local community and stakeholders what they liked about the area and what their concerns and priorities were for the new plan. Background studies were then commissioned on transport, parking, economics and employment, heritage, urban design and character to help build an evidence base.

The feedback from the first phase of community engagement, along with emerging findings from the background studies, informed the draft vision and ideas in the *Ideas for West Melbourne* discussion paper.

In the second phase of engagement, a generally strong level of support was received for the strategies and ideas in the discussion paper. This feedback was used to develop and refine proposals and actions in the structure plan which are detailed in Part Two: The Framework.

**Below:** An aerial image of West Melbourne looking north-east, with the higher rise central city to the south and south-east of West Melbourne and the lower rise North Melbourne to the north. The sketches on the following pages are based on this viewpoint. Image © Google Earth





## Characterised by its diverse surroundings

- West Melbourne has been shaped by its underlying topography and its location next to the central city.
- The significant level of growth anticipated in adjacent urban renewal areas (City North, Arden and E-Gate) will influence the form of development, types of uses and urban context of West Melbourne.
- Some parts of West Melbourne share an architectural heritage and character with adjacent North Melbourne.
- West Melbourne's proximity to universities, the medical precinct, QVM, retail, entertainment and jobs, has seen a renewed interest for residential development in the area.



## Celebrating West Melbourne's different places

- West Melbourne has evolved to include a mix of building types and uses, from low rise heritage cottages in the north, mid-rise factories and warehouses in the middle to larger scale high-rise apartment buildings in the south.
- The structure plan takes a character approach to planning for the future of West Melbourne by identifying five distinct 'places' within the area.
- These places have been identified based on their character - the way buildings, landscape and topography, and the way public and private areas relate to each other.
- The five places are Spencer, Flagstaff, Adderley, Station Precinct, Historic Hilltop, as shown opposite.
- The structure plan defines a vision, design objectives, built form controls and priority street improvement projects for each place (see Part Three: Places).



## Streets as places for people

- Updated parking controls will improve access to on-street parking for local residents, support local businesses and create more opportunities for street greening.
- Some of the asphalt surfaces in West Melbourne's 30 metre wide local streets will be used for parks, open spaces, trees and recreation space.
- Streets will incorporate sustainability elements including Water Sensitive Urban Design, increased tree canopy and permeable paving to cool the city, reduce flood risk and improve habitat and biodiversity.
- Open space design and street greening will incorporate the Arts Melbourne Public Art Framework principles and practices relating to Caring For Country.



## Better walking and cycling routes

- West Melbourne's movement and access network will evolve to meet the changing needs of the area's residents, workers and visitors.
- West Melbourne will leverage off its proximity to high value destinations with improved walking and cycling routes to surrounding areas.
- Streets will be upgraded to support walking and cycling to existing and expanded open spaces in West Melbourne and surrounding areas.





## Spencer Street as a local high street

- Spencer Street will become a vibrant and active mixed-use street - the local high street of West Melbourne with shops, cafes and restaurants.
- The high street will accommodate local businesses to provide everyday needs within walking distance for residents, promoting more sustainable and healthier travel.
- Spencer Street will be rezoned to Commercial 1 Zone between Hawke Street and Dudley Street to support the delivery of the high street.
- Spencer Street will be improved as a street for all users with an upgraded public realm and greater pedestrian, cycling and public transport priority.
- Tram and priority buses services will be extended along Spencer Street to connect with Footscray and/or Arden in the medium to long term.



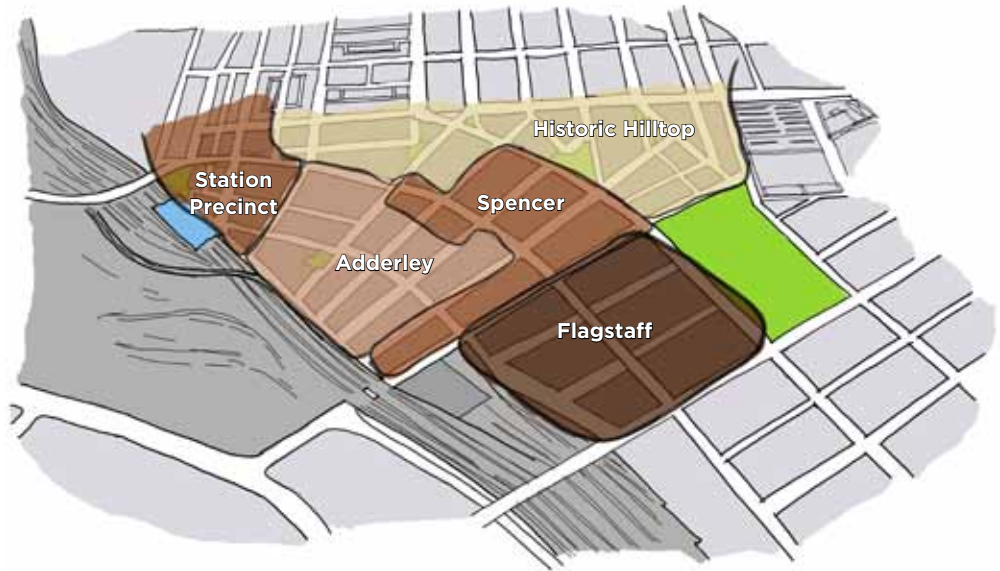
## Showcasing climate resilience

- New built form controls will provide greater certainty for the introduction or protection of solar panels and will include specific design objectives.
- The Urban Forest Strategy 40 per cent tree canopy cover target will help mitigate the Urban Heat Island effect.
- Achieving a 20 per cent increase in understorey planting will improve habitat, biodiversity and water management.
- Water management will be integrated in buildings and street design to reduce flood risk and increase opportunities for stormwater harvesting.



## Well-designed, sustainable development, supported by community and creative infrastructure

- New built form controls will ensure that development responds to the vision and design objectives for each area.
- Revised built form controls will include maximum Floor Area Ratios (FAR) and prescribed building heights.
- An established development capacity will give greater certainty for future density and population to determine infrastructure requirements.
- The structure plan supports the 11 metre mandatory height limit in the General Residential Zone area in West Melbourne, following a review by the Victorian Government.
- A six per cent affordable housing target will help deliver around 250 affordable dwellings in West Melbourne.



## Supporting a mix of uses

- Proposed rezoning of some areas will help support a genuine mix of uses in West Melbourne.
- Minimum employment floorspace requirements are included in the FAR controls in most areas to support a greater mix of commercial uses in West Melbourne.
- Employment floorspace requirements will help to enable the projected 10,000 jobs in West Melbourne by 2036 (see Drivers of change on page 16).





Photographs of the five identified places in West Melbourne showing their different characters and built form (clockwise from right): **Historic Hilltop, Adderley, Flagstaff, Station Precinct and Spencer.**



# 1.3 DRIVERS OF CHANGE

**A number of key drivers of change that are currently impacting West Melbourne, or will impact West Melbourne in the future, have been considered in the development of the structure plan.**

Melbourne is projected to be a city of nearly 8 million people by 2051. Many areas of Melbourne, particularly those close to the central city such as West Melbourne, are under pressure to change.

## Current planning in West Melbourne

The current West Melbourne Structure Plan was completed in 2005 and informed the existing planning controls for the area within the Melbourne Planning Scheme.

Since then, a lot of change has occurred in and around West Melbourne and further change is expected into the future. A gradual shift away from industrial uses has seen a renewed interest in the development of land for a mix of higher value uses, including residential and commercial.

Some areas in West Melbourne, particularly those with 'discretionary' height controls close to the central city and North Melbourne Station, have been developed in a way that significantly exceeds current planning controls and existing growth forecasts.

The ambiguity and flexibility of the current built form controls leads to uncertainty for the community, landowners and developers regarding what is considered an appropriate level of development in West Melbourne. It also means that supporting infrastructure, such as open space, transport and community facilities, are not keeping pace with increasing populations.

One of the key messages from the community during the first phase of engagement was a desire for greater certainty from the planning process. The structure plan aims to give a greater level of certainty with regard to built form outcomes, while helping to ensure that supporting infrastructure meets the needs of the growing population.

## Delivering City of Melbourne strategies and plans

A new structure plan also helps to ensure that West Melbourne contributes to reducing green gas emissions and is able to adapt, survive and thrive in the face of the stresses and shocks of a changing climate.

The structure plan provides an opportunity to implement City of Melbourne strategies in West Melbourne, including Zero Net Emissions Strategy, Climate Change Adaptation Strategy Refresh 2017, Urban Forest Strategy, Transport Strategy and Total Watermark Strategy. Relevant strategies are referenced throughout the structure plan.

## Caring for Country

The use of Caring for Country principles provides an opportunity to continue to make West Melbourne a sustainable, liveable and prosperous precinct that respects its Aboriginal past while creating a future that respects contemporary Aboriginal culture and values. Caring for Country principles have been embedded throughout the structure plan.

## The objectives of the Structure Plan

There are four key objectives that underline the preparation of the structure plan:

- To establish a shared vision and framework for the long-term future growth, development and character of West Melbourne.
- To ensure that community and creative infrastructure, open space and transport provision better match the needs of a growing population.
- To deliver current City of Melbourne strategies and policies related to West Melbourne.
- To identify a set of actions to deliver the vision and framework for the future development of West Melbourne. These include planning scheme amendments and street and open space improvements (capital works proposals).

## Global influences

There are major shifts in environmental, social and economic conditions in the world today that will substantially change the way people live. These external forces will impact on the future of cities and their neighbourhoods and include:

- **Population growth:** The world's growing population will place pressure on scarce natural resources. Australia, with a population of 50 million in 2089, will be very different to the Australia of today.
- **An ageing population:** A shift to an increasingly aged population will have an impact on people's lifestyles, the services they demand and the structure and function of the labour market.
- **Powerhouses of China and India:** Coming decades will see the world economy shift from west to east and north to south. This economic shift will build new export markets, trade relations, business models and cultural ties for Australia.
- **Climate change:** The impact of climate change, including increasing temperatures and more frequent extreme weather events, will place pressure on our water resources and food production systems.
- **Biodiversity:** Population growth will place pressure on natural habitats if not planned and managed well and has the potential to contribute to the decline of our biodiversity.
- **Increased connectivity:** Individuals, communities, governments and businesses will become more immersed into the virtual world than ever before, resulting in changes to business models, the retail sector and existing work patterns and arrangements.







## Future Melbourne 2026

*Future Melbourne 2026* sets out the community's vision for the city:

**In 2026, Melbourne will be a sustainable, inventive and inclusive city that is vibrant and flourishing.**

It provides a foundation for individuals and institutions with an interest in the city's future to work towards common goals. The framework of goals and priorities builds on the strengths and attributes that make Melbourne the world's most liveable city now and for future generations.

The wider community goals of *Future Melbourne 2026* have helped shape the vision for West Melbourne. These goals include Melbourne as a city managing change, a connected city, a creative city that encourages innovation and initiative, and a city that cares for its environment.

These community aspirations, along with focused engagement with local residents, businesses and stakeholders, have directly informed the proposals and actions in the West Melbourne Structure Plan.

## Plan Melbourne 2017-2050

*Plan Melbourne* is a 35-year blueprint to ensure Melbourne grows more sustainable, productive and livable as its population approaches 8 million. The vision for Melbourne is:

**Melbourne will continue to be a global city of opportunity and choice.**

A separate five-year implementation plan of actions has been developed as a companion document to *Plan Melbourne* to help make the ambitions of the plan a reality.

*Plan Melbourne* helps address the challenges and opportunities around managing population growth, growing the economy, creating affordable and accessible housing, improving transport, responding to climate change and connecting communities.

West Melbourne is not identified as a renewal or growth area in *Plan Melbourne*. However it does form part of an expanded central city planned to become Australia's largest commercial and residential centre by 2050 (see Figure 1.1 on page 19).

The plan identifies that for the central city to remain a desirable destination for business investment and a major destination for tourism, new space must be found for office, retail, education, health, entertainment and cultural activities. The plan also refers to the major urban renewal precincts, some of which border West Melbourne, to deliver high-quality, distinct and diverse neighbourhoods offering a mix of uses.

*Plan Melbourne* is structured around 9 principles, 7 outcomes, 32 directions and 90 policies, many of which relate to West Melbourne and are referenced in the relevant proposals in the structure plan.

## A changing context

As Melbourne's rapid growth continues, the Victorian Government is expanding the central city to meet demand for new housing and create new jobs.

Significant growth is occurring in urban renewal areas adjacent to West Melbourne, dramatically changing the urban context of West Melbourne. Melbourne Metro Rail Project and West Gate Tunnel are major transport infrastructure projects creating further pressure for change in West Melbourne.

### Metro Tunnel and Arden Station

The Victorian Government's Metro Tunnel is a high capacity rail project, which delivers a tunnelled connection between the existing Sunbury and Cranbourne-Pakenham lines with five new stations at Arden, Parkville, CBD North, CBD South and Domain.

Arden Station will be about half a kilometre northwest from North Melbourne Station, further enhancing West Melbourne's public transport access.

### Arden-Macaulay and City North urban renewal areas

Arden-Macaulay and City North are urban renewal areas identified for significant change over the next 10-15 years overlap the West Melbourne study area. Arden-Macaulay will become a mixed use, commercial and residential precinct. City North will become an extension of the central city, supporting the Parkville health, medical and education sectors.

### Intensive development of the expanded central city

The central city, including the Hoddle Grid, Southbank and Docklands has undergone significant high density residential and commercial growth in the last two decades, increasing development pressure on adjacent areas.

### Redevelopment of the Queen Victoria Market

The City of Melbourne's Queen Victoria Market Precinct Renewal is a \$250 million investment over five years to create a world-class market precinct, with better facilities and new public open spaces.

### E-Gate urban renewal area

E-gate is a 20 hectare identified urban renewal area led by the Victorian Government between the railway yards and Docklands. The timing of the renewal of E-Gate is uncertain and may be impacted by the West Gate Tunnel.

### Dynon urban renewal area

Freight and industrial land to the north of Dynon Road is identified as a potential urban renewal area in the Melbourne Planning Scheme.



Figure 1.1: 'Key features in and around Melbourne's central city' from the Victorian Government's metropolitan planning strategy, *Plan Melbourne*. West Melbourne Structure Plan area (red line).

# WEST GATE TUNNEL PROJECT

**The West Gate Tunnel Project is a proposed road project led by the Victorian Government in partnership with Transurban.**

It will connect into West Melbourne via the Dynon Road Bridge. The project also proposes a fly-over extension of Wurundjeri Way to connect with Dynon Road via an alignment through E-Gate (see Figure 1.2).

The design for the project has recently been released. The Environment Effects Statement (EES) for the West Gate Tunnel Project is open for public submissions from 29 May 2017 to 10 July 2017. Construction is expected to be completed by 2022 (see Figure 1.3).

## Council position on the West Gate Tunnel

On 19 July 2016 the Future Melbourne Committee established the following position on the West Gate Tunnel Project (then Western Distributor).

*The City of Melbourne reserves the right to oppose the Western Distributor unless the following design elements [relevant to West Melbourne] are changed:*

- *Suggested removal of the Dynon Road entry/exit.*
- *Further open and transparent traffic modelling is conducted with real time and projected traffic scenarios for the CBD, Docklands, North and West Melbourne, Carlton and*

*Parkville; including implications of Metro Rail and the Grattan Street closure.*

- *The fly-over cutting through key urban renewal area E-Gate is removed.*
- *Incorporates opportunities to enhance sustainable transport networks.*

The Minister for Planning has appointed an Inquiry and Advisory Committee (IAC) to consider submissions on the West Gate Tunnel Project. The City of Melbourne will make a formal submission to the IAC. Submissions close on Monday 10 July 2017.

City of Melbourne's submission will be considered at Future Melbourne Committee on 4 July 2017.



Figure 1.2: Map of the West Gate Tunnel Project. West Melbourne is at the eastern end of the proposed elevated road along Footscray Road with on and off ramps at the Dynon Road Bridge, Footscray Road and Wurundjeri Way. Source: [www.westgatetunnelproject.vic.gov.au](http://www.westgatetunnelproject.vic.gov.au)



## Potential impacts of the West Gate Tunnel on West Melbourne

While the proposals in the structure plan have been developed with consideration of the potential effects of the West Gate Tunnel Project. It is important that the vision for West Melbourne be achieved regardless of the West Gate Tunnel Project, in line with the City of Melbourne's commitment to making great places for people.

Of particular concern to the City of Melbourne is the Dynon Road connection from the West Gate Tunnel, and its potential to funnel significant volumes of traffic through established residential streets and neighbourhoods.

### Traffic: impacts

- The West Gate Tunnel Project Environmental Effects Statement forecasts an increase in traffic volumes on some streets in North Melbourne, residual impacts in West Melbourne and a reduction on Spencer Street as a result of the Dynon Road exit.
- City of Melbourne modelling suggests significant impacts on east west residential streets in North Melbourne and residual impacts in West Melbourne.
- Hawke Street may be impacted by additional traffic moving east west.

### Traffic: structure plan response

- Removal of the Dynon Road entry/exit.
- Improvements to Hawke Street and Spencer Street to create great places for people in line with the adopted Transport Strategy.
- Upgrades to cycling and pedestrian connections between Arden and West Melbourne to ensure this movement is not disrupted by additional vehicular traffic.

### Connections to E-Gate and Docklands: impact

- The fly-over extension of Wurundjeri Way through the E-Gate urban renewal area will impact the potential for future connections between Docklands and West Melbourne.

### Connections to E-Gate and Docklands: structure plan response

- Improved connection between Docklands and West Melbourne should be delivered as part of the project.
- The Dudley Street underpass should be upgraded for walking and cycling between West Melbourne and Docklands as part of the project.

## City of Melbourne Transport Strategy

The City of Melbourne Transport Strategy (2012) sets key directions and policy targets for transport in the municipality and focuses on creating sustainable transport solutions to support significant growth to 2030.

The strategy is based on the principle that growth in travel to the central city will be supported through improved public transport, cycling and walking.

The strategy notes that residential and mixed use precincts should be protected from the effects of through traffic and that the role of motor vehicles will decline in importance as the city develops and intensifies.

## Timeline

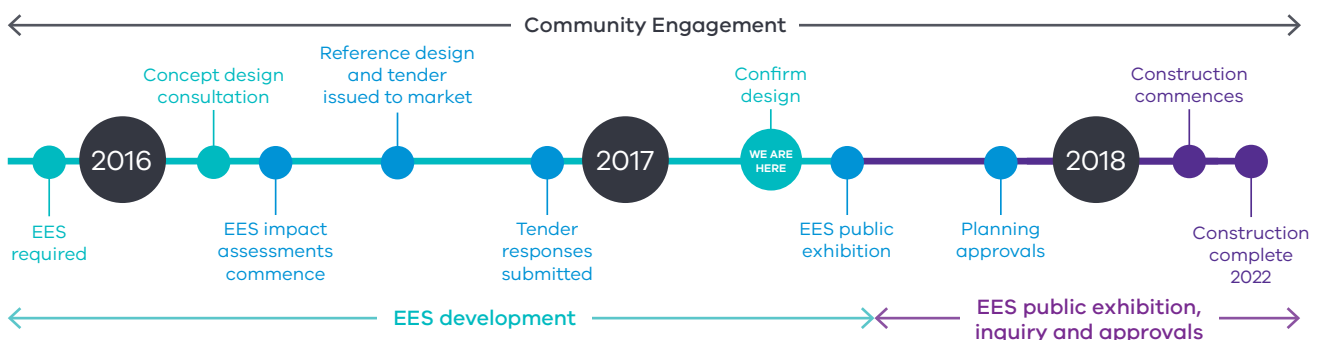


Figure 1.3: Timeline of the West Gate Tunnel Project. Source: [www.westgatetunnelproject.vic.gov.au](http://www.westgatetunnelproject.vic.gov.au)

# 1.4 INTRODUCING WEST MELBOURNE

## The study area

West Melbourne is an inner urban area of Melbourne situated between the central city and North Melbourne, and adjacent to the renewal areas of City North, E-Gate, Dynon Road and Arden-Macaulay.

West Melbourne's distinctive variety of uses and rich cultural and architectural heritage has long been shaped by its adjacency to the central city, nearby industrial areas, proximity to the port and excellent road and rail connections.

West Melbourne is well connected to regional and local road and rail networks, making it a place that people

pass through to access the central city and key destinations. The area has historically served as a portal to the city due to its access to local and regional transport networks.

The area accommodates a mix of residential, commercial and industrial uses along with the major regional open space of Flagstaff Gardens and North Melbourne Station - a major interchange station connecting six train lines to the north-west of Melbourne.

The structure plan study area includes the area bounded by Victoria Street to the north, Peel and William Streets to the east, La Trobe Street to the south and Adderley Street and Railway Place to the west (see Figure 1.4).

The study area outlined for the new West Melbourne Structure Plan covers a different area to the 2005 plan which included parts of North Melbourne and West Melbourne. The area classified as the 'industrial' part of West Melbourne (west of the railway yards all the way to the Maribyrnong River) is not included in the study area.

While the focus for the proposals and actions in the structure plan (see Part Two: The Framework) are defined by the study area boundary, West Melbourne's strategic context and relationships with surrounding areas and proposals have helped inform and shape the structure plan (see page 18 for more information).

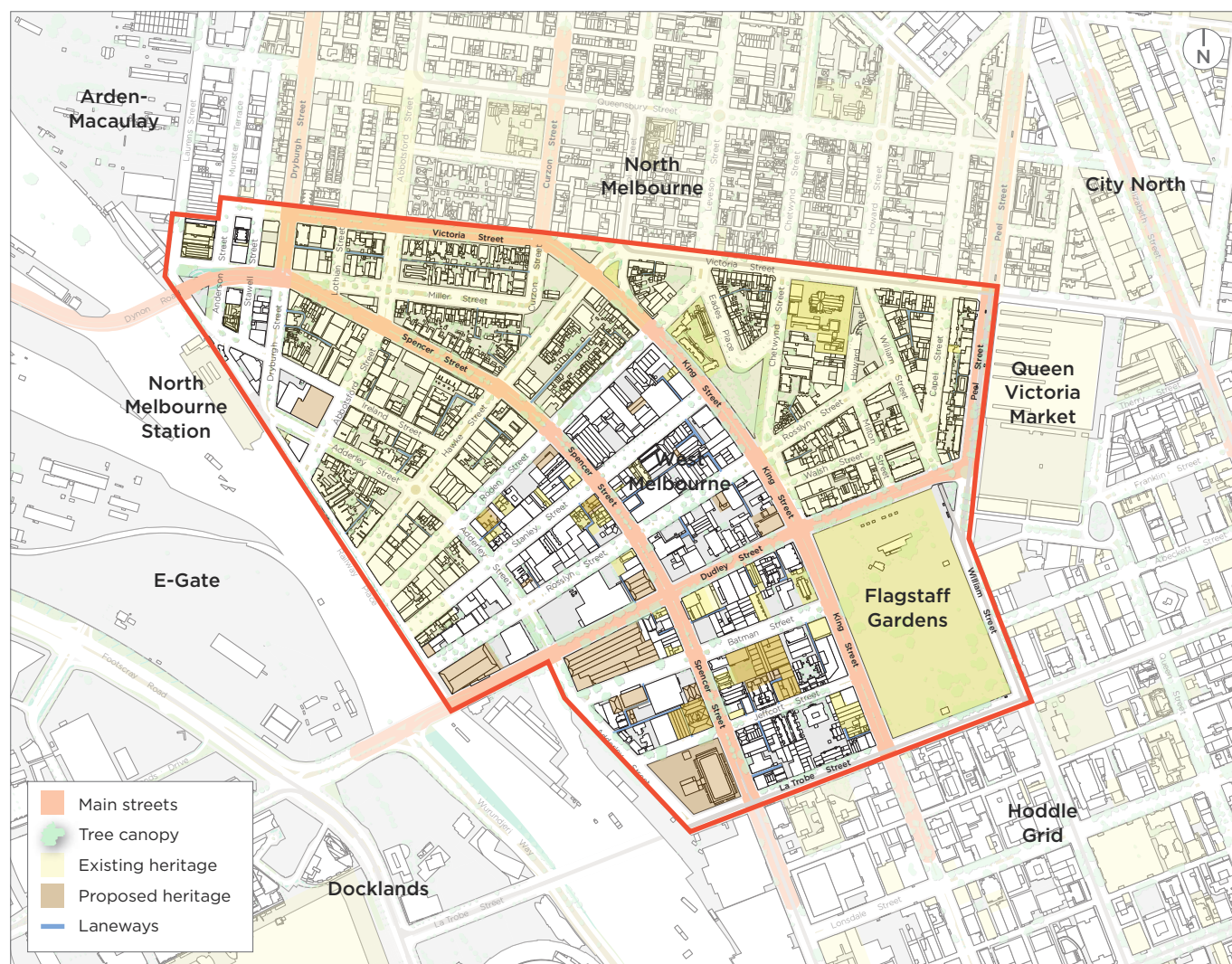


Figure 1.4: West Melbourne Structure Plan area (red line)





Figure 1.5: Aerial image of West Melbourne and its surroundings



## The history of West Melbourne

**West Melbourne is rich in history. Archival images and plans offer clues about the changing character of the place today and provide an important basis for planning for the future. The topography of the land and the area's proximity to the central city, industrial areas and major transport infrastructure have shaped West Melbourne over time.**

West Melbourne has evolved to include a mix of building types and uses, from cottages and factories to office buildings, warehouses and apartments.

Several local landmarks tell important stories from the past, including St James' Old Cathedral (Melbourne's oldest cathedral), Festival Hall, Flagstaff Gardens and North Melbourne Station.

**All images are from the State Library of Victoria archive.**

### Aboriginal Country

The area now known as West Melbourne has been the country of the Wurundjeri (Woiwurrung) and Boon wurrung (Bunurong) people of the Kulin nation for tens of thousands of years. The hill now occupied by Flagstaff Gardens was a meeting place for local clans with expansive views across the salt lakes and flats to the You Yangs in the west.

The hills of West Melbourne were once covered in grasslands and eucalypt woodland leading down to salt marshes, billabongs and floodplains to the west.



Underlying geology of the West Melbourne area - 1860

### Streets and transport

When Robert Hoddle laid out the town grid in 1837, Spencer Street and La Trobe Street formed the western and northern edges of the city. With population growth fuelled by the gold rush, the 30 metre wide streets of the grid were extended into West Melbourne in 1852.

The development of the railways and North Melbourne Station soon led to flour and wool mills popping up throughout the area, as well as cottages to house workers and their families.



Looking across the King and La Trobe Street corner of the Flagstaff Gardens towards West Melbourne - 1869

Pre-1835 to today

West Melbourne is the country of the Wurundjeri and Boon wurrung people of the Kulin Nations

Europeans arrive in Melbourne

Robert Hoddle lays out the town grid

The Benevolent Asylum in Victoria Street opens

The Hoddle Grid is extended northwards into West Melbourne

North Melbourne Train Station opens

The Flagstaff Gardens are reserved

Melbourne's suburban railway network is expanded

Yarra River is realigned and Victoria Dock created

St James Old Cathedral is moved to King Street

1835

1837

1851

1852

1859

1873

1880s

1892

1914



## Industry

In the lead up to World War II, West Melbourne became a centre of industry with a number machine works and manufacturers fabricating parts for military ships, jeeps and aircraft.

Victoria Dock (now Docklands) was the main port for military vessels making West Melbourne a prime location to establish such industries.



Workers in the Ruskin Motor Bodies factory in Dudley Street manufacture parts for jeeps, boats and aircraft - 1943

## Cars and traffic

Automobiles were introduced to West Melbourne's streets during the 1950s and related business such as panel beaters, petrol stations and mechanics' workshops became a common sight. By the 1960s, King, Spencer and Dudley Streets had become busy arterial roads.

Construction of CityLink and Wurundjeri Way in the 1990s influenced traffic through the area. Growth in the northern and western Melbourne has also increased West Melbourne's role as a through-route to the central city.



Crowds and traffic outside the Sands and McDougall Building in Spencer Street - 1964. Photographer: Maggie Diaz

## Urban renewal

A number of former industrial, infrastructure and port areas around the central city were identified as urban renewal areas in the 1990s and 2000s.

Redevelopment of the Docklands urban renewal area to the southwest of West Melbourne began in 1996 with construction of the Docklands Stadium. Docklands is now a mixed use commercial and residential suburb. Other surrounding urban renewal areas at Arden, E-Gate and City North will influence change in West Melbourne into the future.



Looking south east showing the excavation of Docklands - 2000  
Photographer: Ian Harrison Hill

**1915**

Festival Hall is built

**1940s**

Industry to support the war effort increases

**1950s**

Automobile related industries proliferate in the area

**1981**

The City Loop rail tunnel opens

**1989**

Melbourne Assessment Prison is built

**1990s**

Development of Docklands Stadium including Docklands Stadium

**1999**

CityLink is completed

**2009**

North Melbourne Station is upgraded

**2012**

The Australian Red Cross retrofits the Austin Motor Company building

**2015**

Haileybury College opens in a refurbished office building

## Current and future projections

West Melbourne is undergoing a period of significant change, which is projected to continue into the future.

Change in West Melbourne is part of a broader trend in Australian cities as former industrial and manufacturing uses make way for residential and commercial development. This change is reflected in the shifting profile of West Melbourne's population, household size and structure, and allocation of floorspace.

The forecast figures presented on this page provide an estimate of possible change into the future based on a number of factors including past trends, existing built form controls and the City of Melbourne's Development Activity Monitor.

### Resident Population

Around 5000 people currently live in West Melbourne. The population has increased by around 2000 people in the past 10 years and is forecast to reach around 8000 people by 2036.

West Melbourne has a higher proportion of young people when compared to Greater Melbourne, with around a third of residents aged 25 to 34. This age profile is likely to remain relatively stable into the future, despite a broader ageing of the population.

### Employment

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

This trend has reversed somewhat over the past few years with the number of jobs in West Melbourne forecast to increase to about 10,000 by 2036.

### Household Size

The average household size in West Melbourne has decreased as the number of single person households and couples without children increases. This decrease in household size is expected to continue as apartments make up a greater proportion of the housing stock.

### West Melbourne (Residential) CLUE 2016 Report

West Melbourne's residential area has a mix of old and new housing, office, retail and community facilities and open spaces, including the iconic Flagstaff Gardens. The statistics from CLUE (Census of Land Use and Employment) 2016 reflect the transitional nature of the area, with a large amount of floor space currently under construction and an increase in unused space that has been vacated in preparation for development.



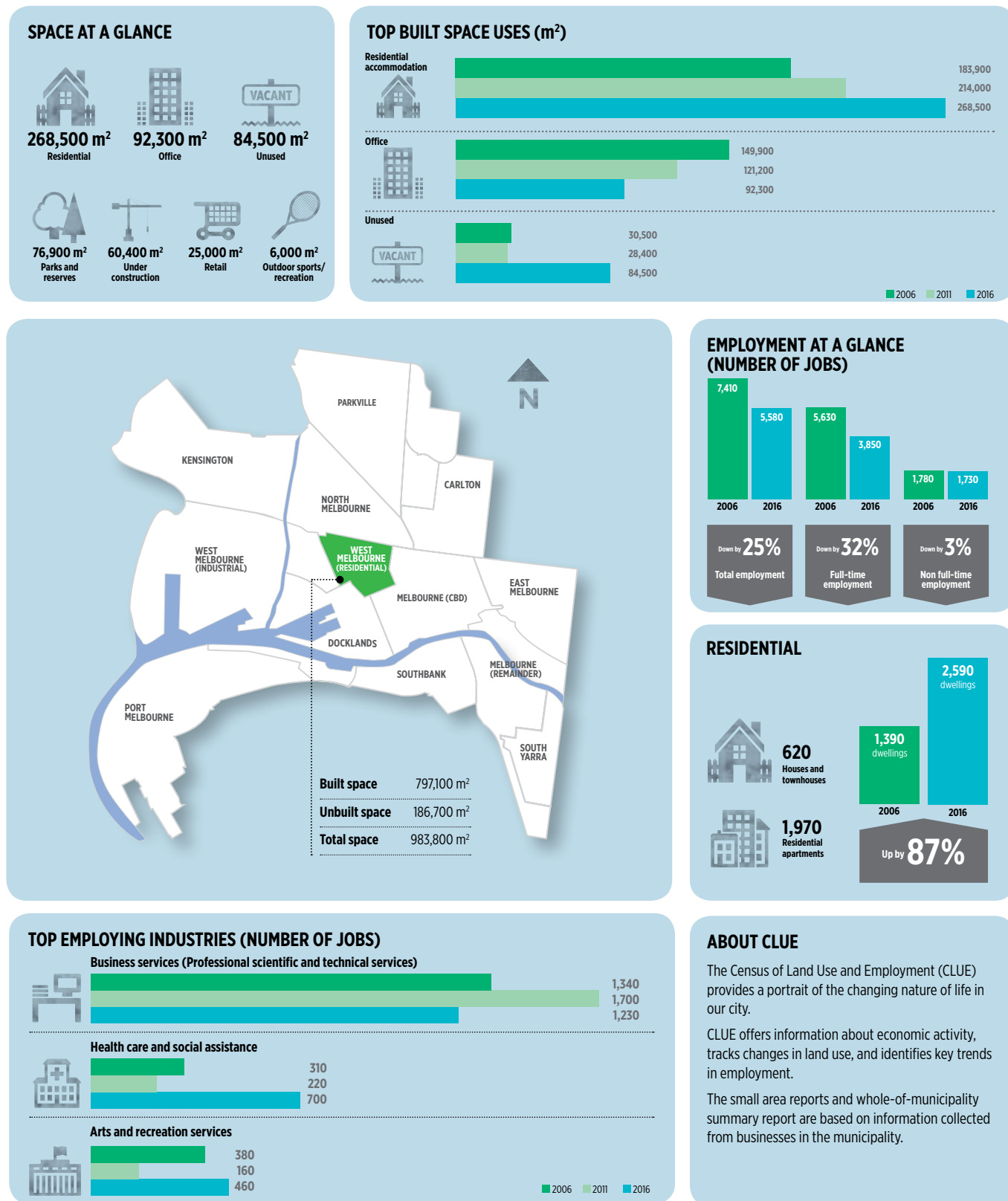


Figure 1.6: West Melbourne (Residential) CLUE 2016 Report. West Melbourne's residential area has a mix of old and new housing, office, retail and community facilities, including the iconic Flagstaff Gardens. The statistics from CLUE 2016 reflect the transitional nature of this small area, with a large amount of floor space currently under construction and an increase in unused space that has been vacated in preparation for development.







## Sustainability in West Melbourne

Sustainability is a strong focus for the City of Melbourne and underpins all the Future Melbourne 2026 goals, including 'a city that cares for its environment'.

West Melbourne has the opportunity to make a contribution towards local, national and global goals of reducing greenhouse gas emissions, and being able to adapt, survive and thrive in the face of the stresses and shocks of a changing climate.

There are a range of policies at national, state and local level for both climate change mitigation and adaptation which set the context and drive forward the sustainability proposals and actions outlined in the structure plan.

### Limiting climate change

In order to keep global temperature increases within 2°C and if possible below 1.5°C, Victoria has committed to reduce its greenhouse gas emissions to net zero by 2050 via the Climate Change Act 2017, as well as set renewable energy targets of 25 per cent by 2020 and 40 per cent by 2025.

*Zero Net Emissions* is a strategy for Melbourne to become a carbon neutral city and create a sustainable future. The City of Melbourne recognises that this goal cannot be achieved alone. Council operations cause less than one per cent of greenhouse gas emissions in the municipality, so we have developed a plan for stakeholders to work together towards this goal.

Some actions can be taken by the City of Melbourne and some by the community. These include setting higher standards for energy efficiency in new buildings and encouraging a shift from private car use to public and active transport. Other actions will be longer term and require action by federal and state government or infrastructure providers. These include transitioning to electricity generation from zero emission sources and eliminating dependence on fossil fuels.

### Adapting to climate change

Our climate has already altered with further changes likely to occur. In the future, Melbourne will experience more frequent extreme weather events such as heatwaves, storm surges, drought and flooding. These weather trends and patterns have an impact on human health, water supply, property and infrastructure and natural environments.

The City of Melbourne's *Climate Change Adaptation Strategy Refresh 2017* acknowledges the need to work together with all stakeholders so planning and development in urban renewal areas considers sea level rise, flood management, increased canopy cover, heat refuges, green roofs and walls, and enhanced permeability, while creating economic and social benefits for our growing population of residents and workers. Strategies such as the *Total Watermark: City as a Catchment*, *Urban Forest Strategy* and *Open Space Strategy* support the implementation of such work.

The importance of preparing for the impacts of climate change is recognised at the international scale through the Paris Agreement. The agreement identifies cities as having a role to build resilience and decrease vulnerability to the adverse effects of climate change.

The Australian Government's *National Climate Resilience and Adaptation Strategy* identifies cities and the built environment as policy areas or sectors that require planning for the impacts of climate change. The Victorian Government also acknowledges the importance of addressing risks in the planning stage as it is much more cost effective than repairing damage, retrofitting or losing buildings and towns in extreme weather events.

While general temperature rise and the predicted increase in average annual days over 35 degrees cannot be controlled, reducing the urban heat island effect is important for minimising health impacts to vulnerable members of the community. As identified by *Resilient Melbourne*, community resilience is a key component of climate adaptation, as well as response to and recovery from other shocks and stresses.

Sustainability objectives are embedded in all the proposals and actions in Part Two: The Framework. For more specific proposals related to sustainability see:

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

**Proposal 17:** Create high quality green streets

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

**Opposite page:** Water sensitive urban design treatment at the corner of Rosslyn and Howard Streets, West Melbourne.

# 1.5 HOW THE STRUCTURE PLAN HAS BEEN PREPARED

## Engaging with the community and stakeholders

The City of Melbourne has worked with the community and stakeholders to propose a shared vision for West Melbourne to help guide and manage future growth in the area.

The community engagement approach included three phases as set out below, as well as ongoing discussions with key stakeholders, residents' groups and others throughout the development of the structure plan:

- **Phase 1:** Understanding the community's likes, concerns and priorities for the area to help shape the new structure plan (April-May 2015).
- **Phase 2:** Engagement on the draft vision and ideas in the Ideas for West Melbourne discussion paper (February-March 2017)
- **Phase 3:** Engagement on the draft West Melbourne Structure Plan (this document)

There will also be further opportunities for the community and stakeholders to engage through subsequent Planning Scheme Amendments for the area as the Structure Plan is implemented through the Melbourne Planning Scheme. More information on this process can be found in Part 4 - Making it Happen.





## Phase 1 engagement

The first phase of community engagement asked the community and stakeholders to express their likes, concerns, priorities and visions for West Melbourne prior to any plans for the area being proposed

The key messages from this were:

- A sense of community is important to the people of West Melbourne
- People are concerned about increased building heights but supported appropriate redevelopment in certain areas.
- People are concerned about car parking and increased traffic.
- People would like to see more certainty from the planning process.
- People would like more public transport, walking and cycling infrastructure.
- People would like more parks, open spaces, trees and street greening

These key messages helped inform the next stage of the project, a discussion paper called 'Ideas for West Melbourne' to test emerging ideas and proposals for the area.



Figure 1.7: West Melbourne Structure Plan project timeline

## Phase 2 engagement

The second phase of engagement was on the *Ideas for West Melbourne* Discussion Paper and involved three workshops as well as opportunities for people to input at Pop-Up Park events and online via the interactive plan on the Participate Melbourne page.

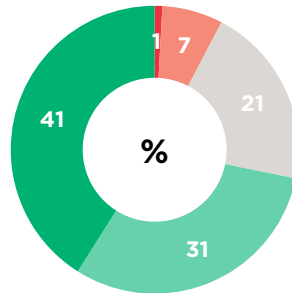
A summary of the feedback on the three strategies and ideas in the discussion paper is shown opposite.

More detailed reports on both phases of the community engagement process can be accessed online at [participate.melbourne.vic.gov.au/westmelbourne](https://participate.melbourne.vic.gov.au/westmelbourne)



### Strategy 1: Create Great Local Places

Make streets places for people with local shops and services, new open spaces, more street trees, water sensitive urban design and better walking and cycling routes.

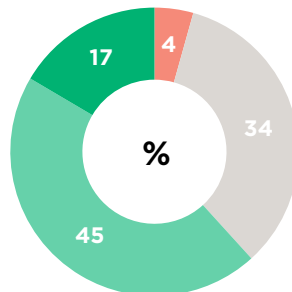


- Strong support for Spencer Street as a local centre.
- Strong support for greening streets and creating linear parks.
- Concern about the potential loss of on-street parking spaces.



### Strategy 2: Support Good Growth

Ensure growth relates better to its context, includes complementary forms of development and incorporates a range of uses to support a growing population.

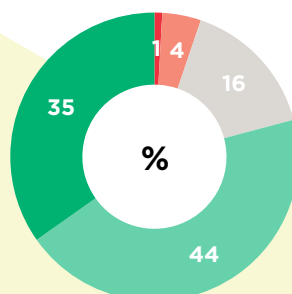


- General support for built form strategy, but more detail required to properly respond - strong desire for mandatory building heights.
- Strong support for mixed use and sustainable development.
- Some confusion about proposed ways to deliver community benefit.



### Strategy 3: Improve Main Streets

Transform Spencer Street into a high mobility street, increase the amenity of King and Dudley Streets while maintaining their role as key traffic routes and improve walking, cycling and public transport.



- Support for walking, cycling and public transport improvements on Spencer Street.
- Support for improved pedestrian access to Errol Street, North Melbourne Station and Docklands via Dudley Street.
- Concern about potential impacts of the West Gate Tunnel.



## Background studies

Alongside the community and stakeholder engagement, a number of background studies were undertaken into heritage, transport and access, economics and employment, parking, urban design and planning to help further analyse and understand West Melbourne.

The key documents that have informed the structure plan are:

- **West Melbourne Heritage Review**  
Graeme Butler & Associates
- **Baseline Report: Understanding West Melbourne**  
City of Melbourne
- **West Melbourne Transport and Access Study**  
Phillip Boyle & Associates
- **West Melbourne Parking Study**  
Phillip Boyle & Associates
- **West Melbourne Economic and Employment Study - Part 1 & 2**  
SGS Economics and Planning
- **West Melbourne Urban Character Analysis**  
Claire Scott Planning
- **West Melbourne Built Form Control Testing**  
Breathe Architecture

All of these documents can be accessed online at [participate.melbourne.vic.gov.au/westmelbourne](https://participate.melbourne.vic.gov.au/westmelbourne)

The analysis and findings from each of these documents has helped shape the structure plan and are explained in the relevant sections of Part Two: The Framework and Part Three: Places.

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