

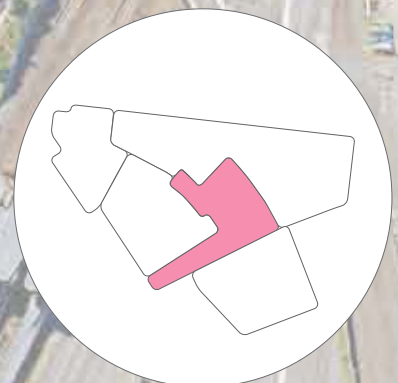
# PART THREE: PLACES

**There are five distinct places within West Melbourne, each with its own individual characteristics and economic functions.**

This chapter details how the vision for each place will be achieved through the application of the proposals and actions outlined in Part Two: The Framework, including built form controls and street and public realm improvements.

- 3.1     Spencer**
- 3.2     Flagstaff**
- 3.3     Adderley**
- 3.4     Station Precinct**
- 3.5     Historic Hilltop**







# 3.1 SPENCER

## Where is Spencer?

Spencer is located in the centre of West Melbourne bounded by Roden, King, Dudley, Rosslyn and Spencer Streets. It includes properties on both sides of Spencer Street between Hawke and Stanley Streets but is generally defined by major streets (see Figure 3.1).

An urban design analysis and character study identified Spencer as a distinct area based on its industrial character, generally large allotment sizes, relatively limited heritage and likelihood of significant change into the future.

## What is the area like now?

Spencer has a mixed commercial character with some fine-grain residential located throughout. Spencer Street forms the central spine of the precinct with several shops, offices and corner pubs.

Festival Hall is a large events venue located in Spencer. There are two large open spaces directly to the east, Flagstaff Gardens and Eades Park.

Site sizes vary, but the majority are greater than 1500 m<sup>2</sup> and several sites are greater than 3000 m<sup>2</sup>. Substantial light industrial or commercial buildings occupy many of these larger sites. Many of these buildings are currently vacant.

The built form is varied and includes former industrial brick buildings, smaller warehouses and Victorian terraces. Some blocks have bluestone laneways with small businesses and residential warehouse conversions.

Buildings in Spencer are predominantly two to four storeys. Some buildings of up to 14 storeys have been approved along Dudley Street. Heritage controls apply to several sites including industrial buildings that have been identified as having heritage significance.

Wide local streets have generally poor tree canopy cover and are characterised by a large number of on-street car parking spaces.

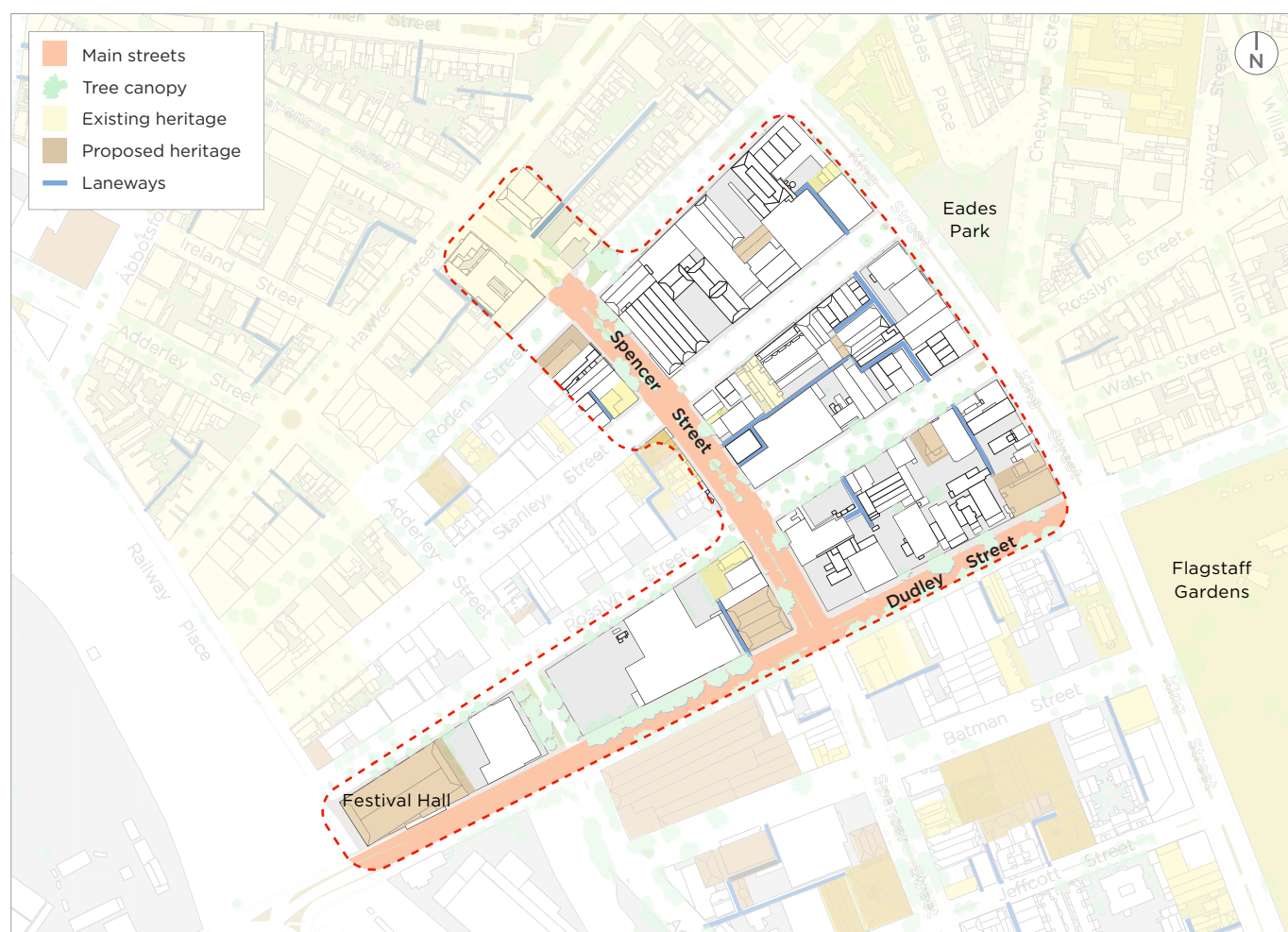


Figure 3.1: Location and characteristics of Spencer.

## What is the vision for Spencer?

**Spencer will be a vibrant inner-city area with a mix of retail, commercial, residential, community and creative uses spilling out onto its streets. Spencer will be distinct from the central city and North Melbourne with its mix of converted warehouses, contemporary developments, heritage corner pubs and Victorian shop fronts.**

### Density and built form

High quality design will be at the forefront of new developments in Spencer. In contrast to the central city, tower and podium developments will not be supported. Instead, alternative typologies that respond to the characteristics of individual sites will be expected. The large sites in Spencer will enable courtyard and perimeter block developments.

Former warehouses will be reused or sensitively redeveloped to retain integrity and a sense of history. There will be an expectation of exceptional architectural quality for any contemporary addition to the heritage fabric.

Spencer will be a mid-rise area with new buildings a maximum of eight storeys in height. Higher built form will be focused on Spencer, Dudley and King Streets. The height and bulk of buildings will reduce below eight storeys in the side streets in order to respond to the different character of these streets.

### Activities, uses and infrastructure

Spencer will be a mixed use area focused around the busy local high street on Spencer Street, lined with shops, cafes, restaurants and bars south of Hawke Street. Some of these uses will turn the corner into the quieter, greener side streets. Mixed use will be achieved through rezoning Spencer to a special use zone with a commercial zone along Spencer Street (see Part Two: The Framework for more information).

King, Dudley, Rosslyn and Stanley Streets will have more of a residential character with some commercial office space and retail. Residential buildings will offer some affordable housing and a mix of dwelling types including housing suitable for families.

### Movement and access

Destinations on Spencer Street will be supported by high quality public transport, walking and cycling facilities. Regular bus and tram stops will provide safe access to reliable public transport services. Spencer Street will be safer and more pleasant for all users due to reduced vehicle speeds and lower volumes of traffic.

Dudley and King Streets will continue to be busy arterial streets carrying the bulk of vehicle traffic through West Melbourne. The character of these streets will be emphasised as important boulevards leading into the city with tree planting in central medians.



Photographs of Spencer: looking west along Rosslyn Street at brick buildings that reflect the area's history (left) and looking north-east along Stanley Street (right).



## Streets and space

Open space in Spencer will be located in Rosslyn and Stanley Streets including tree planting, water sensitive urban design (WSUD), small plazas, seating areas and on-street dining. Pedestrian safety and access will be improved across King Street to Eades Park.

Spencer Street will be the commercial heart of the neighbourhood. All new off-street car park entrances will be accessed from side streets or rear laneways to improve Spencer Street for pedestrians. Adequate on-street parking will be retained to support access to local businesses, some on Spencer Street and some on side streets. Fees and restrictions will encourage a high turn over of use.



Figure 3.2: Artist's impression of Spencer, looking north-west along Spencer Street (indicative only). Existing view above.

## Proposed built form controls - Spencer

Proposed built form controls for Spencer seek to achieve high quality development outcomes that respond to site characteristics and support the local context.

The application of a maximum floor area ratio of 4:1 in combination with height controls will support an attractive mid-rise precinct. The tower and podium typology is not considered appropriate in this neighbourhood.

This flexible framework seeks to deliver a range of built form typologies that are able to respond to the varied site characteristics that exist across Spencer.

A minimum employment floor area ratio will ensure that this precinct continues to offer employment opportunities, taking advantage of its proximity to the central city and improvements to public transport on Spencer Street.

The following built form controls are proposed in Spencer DDO29-1 (see Figure 3.3):

- Maximum floor area ratio (FAR) 4:1
- Maximum building height 8 storeys fronting Spencer, King and Dudley Streets (discretionary)
- Maximum building height of 6 on other streets (discretionary)
- Minimum employment floor area ratio (FAR) 1:1
- Street wall height range between 3 to 8 storeys
- Ground floor setback of 3 m from the laneway centre line
- Minimum floor-to-floor height of 4 m for non-residential uses
- Minimum floor-to-floor height of 3.5 m for residential use.

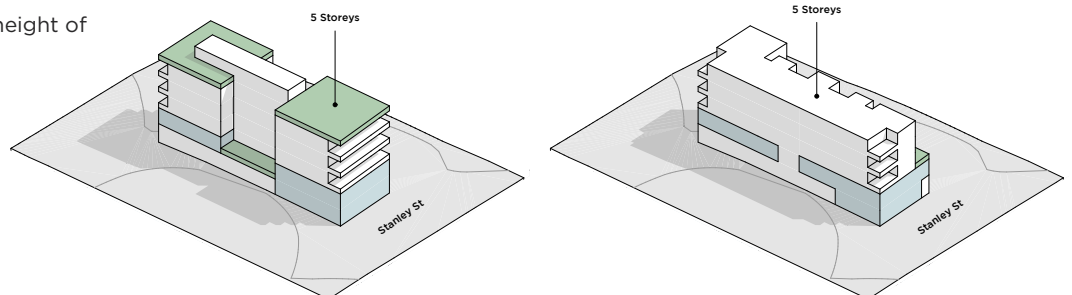


Figure 3.4: Built form testing to show the proposed floor area ratio and built form controls on a mid-block site in Spencer (DDO29-1). Images are indicative only to test the proposed controls and are not representative of actual building proposals (*West Melbourne Built Form Testing*, Breathe Architecture).

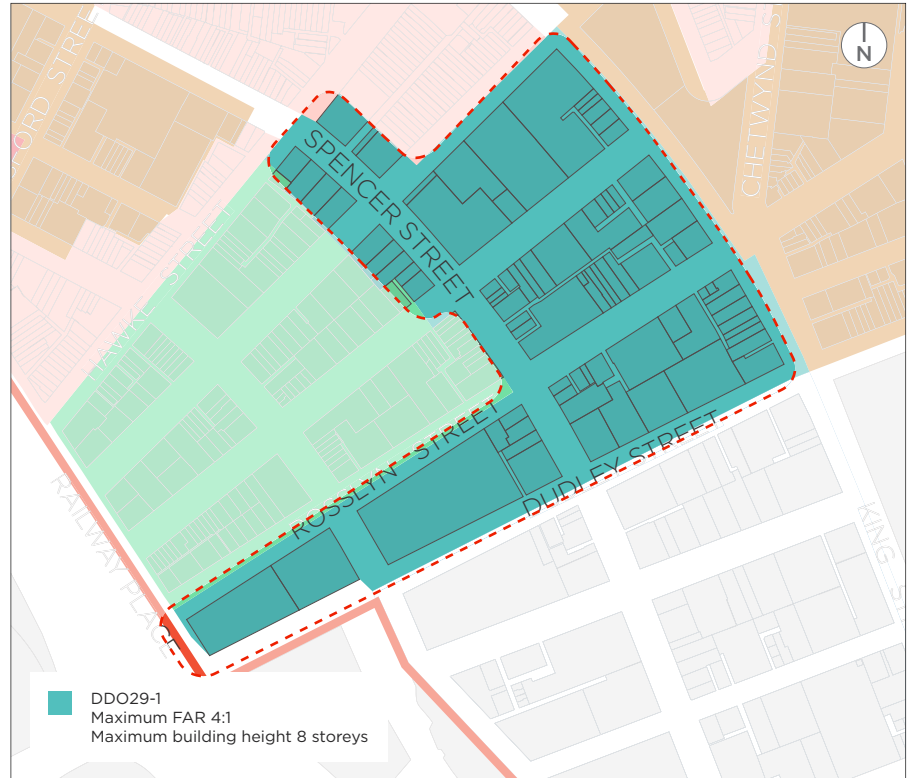


Figure 3.3: Spencer including DDO29-1.



## Design objectives - Spencer

New developments in Spencer must respond to the following specific design objectives:

To create a mid-rise precinct (between four and eight storeys) of the highest design quality.

To reinforce the role of Spencer Street as the high street of West Melbourne and the role of Railway Place as an important pedestrian link between North Melbourne Station and Docklands.

To reference the industrial history of this precinct through the contemporary use of common materials such as red brick.

To expand the laneway network and ensure development supports the laneways to be positive additions to the public realm network.

To ensure developments are adaptable to different uses by providing adequate floor to ceiling heights.

To create an active interface along Dudley Street and improve its amenity.

### Figure 3.4 and Figure 3.5

A number of likely development outcomes have been tested on a range of different types and sizes of sites in Spencer using the proposed FAR controls, building heights and place specific design objectives.

The proposed mandatory maximum FAR of 4:1 sets clear expectations around the density of development and required supporting infrastructure in Spencer. Development of most sites is unlikely to be able to exceed eight storeys while meeting the FAR requirement and design objectives.

A discretionary maximum building height of eight storeys on Spencer, King and Dudley Streets and six storeys elsewhere is included to ensure that the development of larger sites is consistent with the desired future character for Spencer.

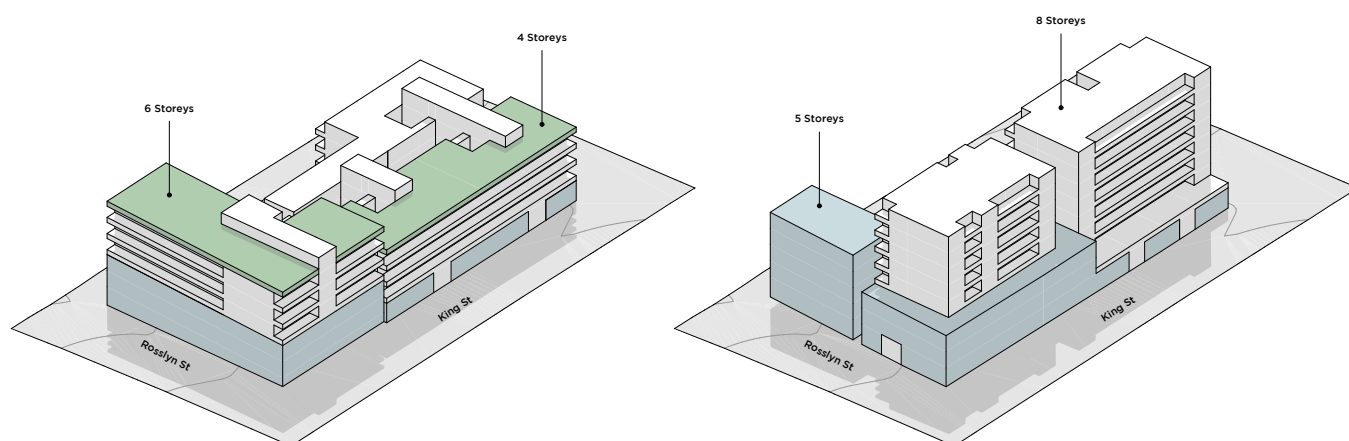


Figure 3.5: Built form testing to show the proposed floor area ratio and built form controls on a corner site in Spencer (DDO29-1). Images are indicative only to test the proposed controls and are not representative of actual building proposals (*West Melbourne Built Form Testing*, Breathe Architecture).

# Spencer Street Master Plan

The transformation of Spencer Street from a low amenity arterial traffic route into a lively, attractive and welcoming street will be delivered in stages.

An implementation plan will be developed through engagement with local residents and businesses and key transport stakeholders including VicRoads, Transport for Victoria, Public Transport Victoria, the Western Distributor Authority, Transdev and Yarra Trams.

## Stage 1 - short term

Capital works will be delivered in the short term to improve pedestrian priority and safety at local street intersections, increase tree canopy and introduce basic cycling infrastructure.

The following upgrades are proposed in the short term (see Figure 3.8):

- Install kerb outstands and raised pedestrian crossings at local street intersections with Spencer Street to shorten crossing distances, including Roden, Stanley and Rosslyn Streets (see Figure 3.9)
- Narrow wide vehicle lanes to allow space for cycling infrastructure while maintaining two vehicle lanes in each direction

- Install green painted cycling lanes
- Change the pedestrian signal settings to 'auto-on' to provide a green crossing signal in every cycle
- Investigate the closure of some side streets at Spencer Street, particularly those that have easy car access alternatives
- Plant trees within parking lanes to ensure trees are established prior to central median tree removal required in Stage 2
- Changes to the planning scheme restricting new vehicle crossovers or driveways and the removal of existing driveway access onto Spencer Street.

## Existing

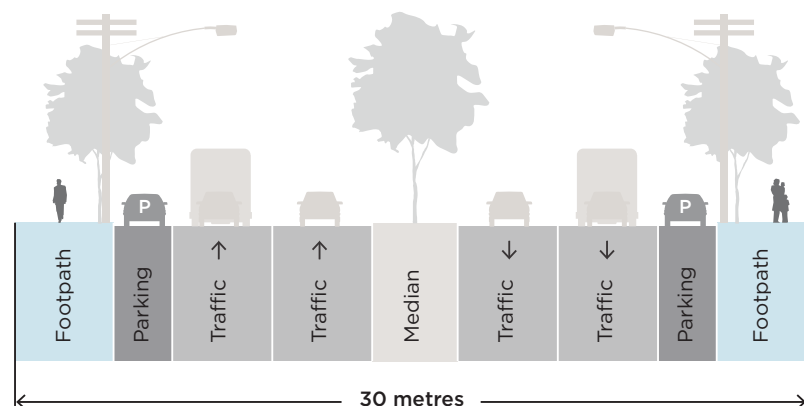


Figure 3.6: Existing typical street section of Spencer Street.



Figure 3.7: Existing local street intersection.

## Stage 1 - Short term (potential)

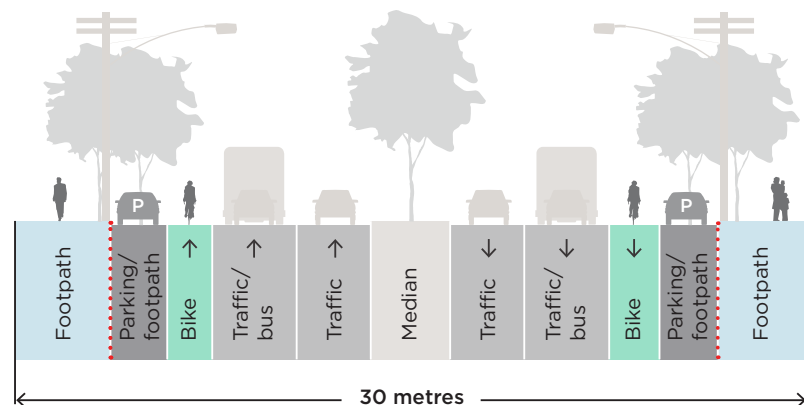


Figure 3.8: Potential typical street section for Spencer Street in the short term.



Figure 3.9: Proposed local street intersection.



## Stage 2 - medium term

Medium term changes involve the reservation of space in the centre of the street for both bus and tram services, as is seen in Queensbridge Street, Southbank (see Figure 3.11).

This change will require the removal of the existing central median and eucalyptus trees. These trees are replanted regularly due to the harsh environment conditions on Spencer Street. These trees will be replaced with tree planting on the sides of the street to achieve a net increase in the number of trees and an expanded tree canopy. Trees will be planted in the existing parking lane to allow for maximum canopy cover and footpath width.

A detailed concept plan will be prepared for a raised, high priority public transport corridor along the centre of Spencer Street to be used:

- Immediately by the current bus services - Routes 216, 219 and 952 (NightRider)
- In the short term by bus services currently terminating in Lonsdale Street such as the Doncaster Area Rapid Transit services (Routes 905, 906, 907 & 908)
- In the medium term by tram services linked to the south along La Trobe and Spencer Streets
- In the longer term by tram and/or bus services extending to the north to Arden and the west to Dynon.

## Stage 3 - long term

Long term changes between Hawke Street and Dudley Street will include footpath widening and separated cycling lanes on the back of the kerb. These changes will complement the increase in active retail and commercial interfaces on Spencer Street, allowing space for on-street dining and upgraded street furniture, materials and lighting (see Figure 3.12).

A detailed design for Spencer Street in the long term will include:

- A final design for the central corridor
- Attractive, high-quality, transport infrastructure for pedestrians and cyclists along and across the street

- Measures to reduce to motor vehicle trips along and across the street, including the closure of minor intersections and the implementation of 40 km/h or 30 km/h speed limits
- Measures to support local freight and waste access, as well as the removal of the street's status as an approved heavy vehicle route
- Other integrated streetscape improvements including planting, water management, lighting, materials and street furniture.

### Stage 2 - Medium term (potential)

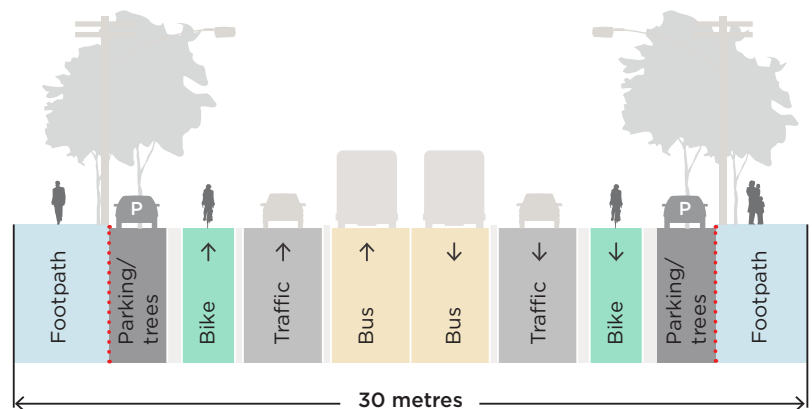


Figure 3.10: Potential typical street section for Spencer Street in the medium term.

### Stage 3 - Long term (potential)

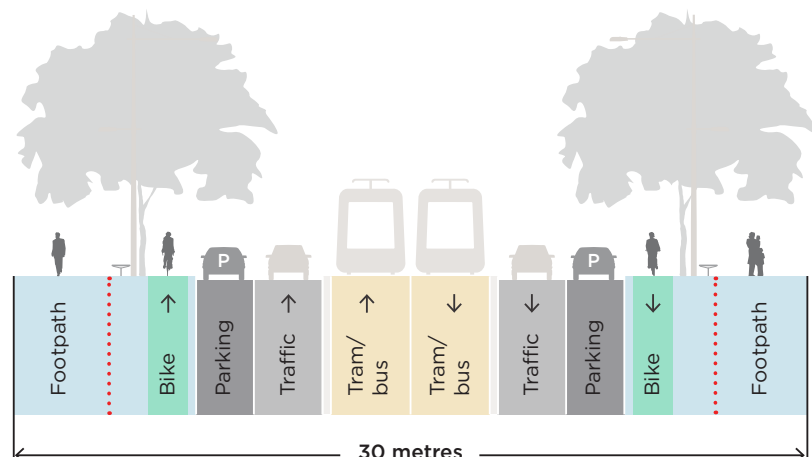


Figure 3.12: Potential typical street section for Spencer Street in the long term.



Figure 3.11: Queensbridge Street Southbank - buses and trams share the same central corridor and passenger platforms.



**Artist's impression of potential changes on Spencer Street looking south-east towards Dudley Street (indicative only).**





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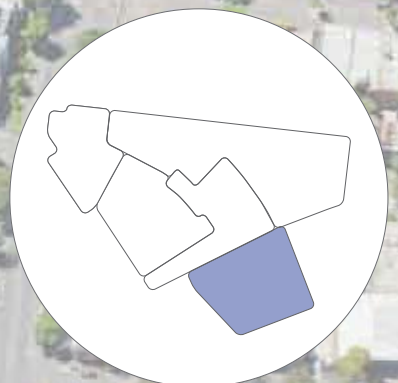
**King Street**

**La Trobe Street**

**Adderley Street**

**Dudley Street**

**Spencer Street**





## 3.2 FLAGSTAFF

### Where is Flagstaff?

Flagstaff is located to the west of Flagstaff Gardens bounded by King, La Trobe, Adderley and Dudley Streets (see Figure 3.13).

An urban design analysis and character study identified Flagstaff as a distinct area within West Melbourne based on its built form character and proximity to Flagstaff Gardens and the central city.

### What is the area like now?

Flagstaff has a more intensive built form than other parts of West Melbourne with an urban character that includes a mix of large institutional buildings, industrial warehouses, residential towers and office buildings.

The majority of sites are between 1500 and 3000 m<sup>2</sup>. To the west of Spencer Street, the built form is characterised by a number of large red brick buildings, including the Sands and McDougall building, Australian Red Cross building and Melbourne Assessment Prison.

Building heights vary significantly across the precinct with two storey warehouses and townhouses alongside 16 storey residential towers. A 130 m tall tower is currently under construction at the corner of Spencer and Dudley Streets. This building has significantly changed the West Melbourne skyline, and at over three times the preferred height limit for Flagstaff is considered an anomaly.

Main streets carry heavy traffic and local streets are used predominantly for car parking. On-street parking in Flagstaff is generally long term parking and presents opportunities for streetscape and open space improvements by reallocating some spaces to other uses.

Flagstaff Gardens is difficult to access due to the heavy traffic on King Street. This major open space is an important destination for locals and workers. Views towards Flagstaff Gardens contribute to a sense of openness, particularly in the blocks east of Spencer Street. St James Old Cathedral is an important landmark located at the corner of King and Batman Streets.

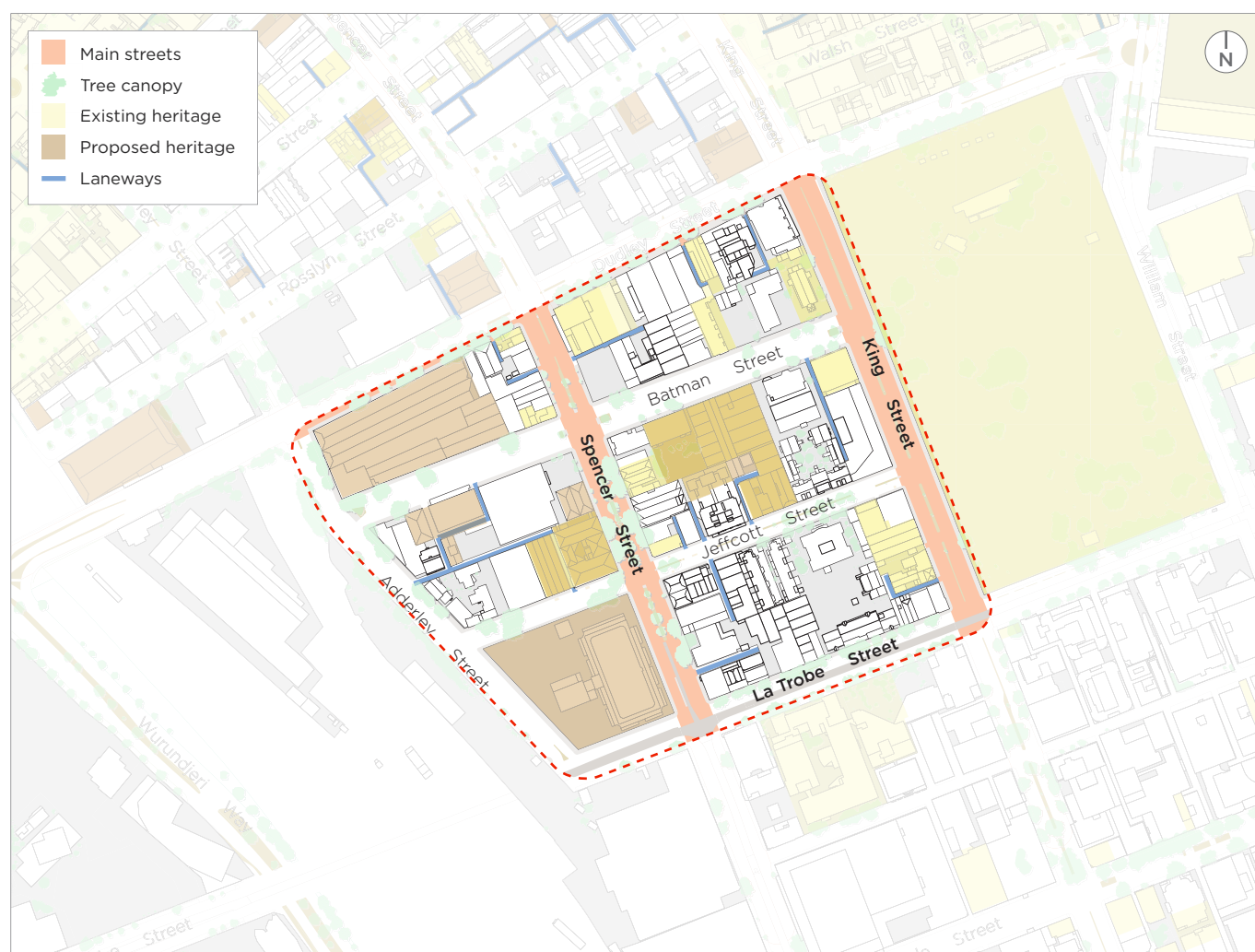


Figure 3.13: Location and characteristics of Flagstaff.



Photographs of Flagstaff (clockwise from top right): Sands and McDougall Building from Jeffcott Street; King Street opposite Flagstaff Gardens; Middleton Place; Spencer Street looking south towards the central city; looking south-west along Batman Street towards St James Old Cathedral.



## What is the vision for the Flagstaff area?

**Flagstaff will be a busy, diverse area of mostly residential and commercial buildings on the fringe of the central city that is well connected to the iconic Flagstaff Gardens. The area will be distinct from the central city, characterised by large historic brick buildings, contemporary developments and warehouse restorations. Local streets will be home to small parks, recreation spaces and broad canopy trees, while a variety of shops and services will be found on Spencer, King and La Trobe Streets.**

### Density and built form

Flagstaff will continue to evolve as a central city fringe precinct with a mix of tower and podium development with a range of other building typologies. Opportunities will be maximised to provide new laneways through large sites. The tallest buildings will be around 16 storeys with smaller sites and mid-block sites accommodating a lower built form. Development on the north side of Batman Street will allow for solar access to new open spaces.

### Activities, uses and infrastructure

Flagstaff will have a mix of uses including residential, businesses, institutions, schools and higher education colleges as well as community facilities. Rezoning the area from mixed use zone to special use zone will ensure the area continues to create local employment opportunities (see Part Two: The Framework for more information). Affordable housing and a mix of dwelling types will be available. Community facilities will help create a greater variety of spaces and activities to bring the growing Flagstaff population together.

### Movement and access

Flagstaff's excellent access to public transport services will be enhanced with improved passenger facilities on Spencer Street and La Trobe Street. Pedestrian access to Flagstaff Gardens and local destinations will be improved with safer crossings on King and Spencer Streets. Road closures to create larger open spaces may be possible without impacting local vehicle access or through-traffic movements.

### Streets and spaces

Batman and Adderley Streets will be enhanced to provide distinct local open spaces to meet the needs of Flagstaff's growing number of residents and workers including small urban plazas, parks and active recreation spaces.

King and Dudley Streets will continue to function as important arterial streets, though there will be more opportunities for pedestrians and cyclists to cross these streets safely via new and improved crossings at Jeffcott and Batman Streets.

## Proposed built form controls - Flagstaff

Proposed built form controls for Flagstaff seek to achieve high quality development outcomes that respond to site characteristics and support the local context. It is expected that qualitative design objectives will be met within these development envelopes.

A maximum floor area ratio of 6:1 will provide certainty for the development community and will create a flexible framework to deliver high quality built form outcomes.

A street wall height range will allow for appropriate sites to be developed at a higher intensity while retaining a lower overall height. Proposed controls will allow for different built form typologies rather than the typical podium tower common in Flagstaff.

A minimum employment floor area ratio will ensure that this precinct continues to offer employment opportunities, taking advantage of its proximity to the central city and improvements to public transport on Spencer Street.

The following built form controls are proposed in Flagstaff (see Figure 3.14):

- Maximum floor area ratio (FAR) 6:1
- Maximum building height 16 storeys (discretionary)
- Minimum employment floor area ratio (FAR) 1:1
- Street wall height range between 3 and 10 storeys
- Ground floor setback of 3 m from the laneway centre line
- Minimum 6 m setback above the podium from laneways and all side and rear boundaries
- Minimum 3 m setback above the podium from front boundary
- Minimum floor-to-floor height of 4 m for non-residential uses
- Minimum floor-to-floor height of 3.5 m for residential use.



Figure 3.14: Flagstaff including DDO33.

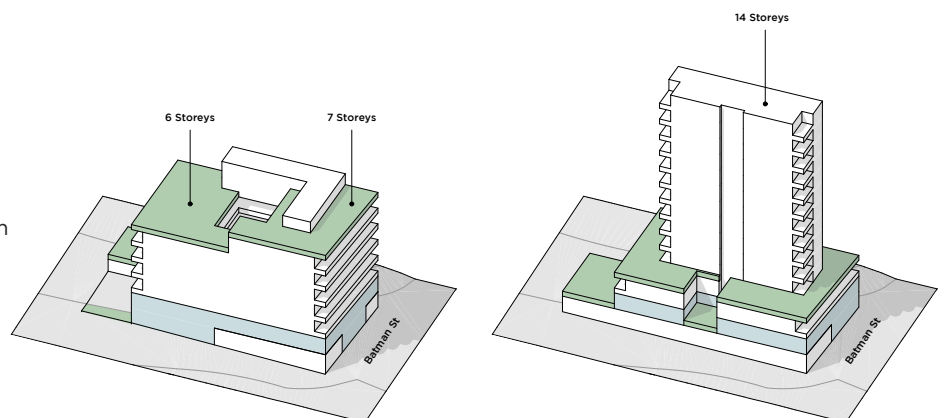


Figure 3.15: Built form testing to show the proposed floor area ratio and built form controls on a mid-block site in Flagstaff (DDO33). Images are indicative only to test the proposed controls and are not representative of actual building proposals (*West Melbourne Built Form Testing*, Breathe Architecture).



## Design objectives - Flagstaff

New developments in Flagstaff must respond to the following specific design objectives:

To create a precinct with variable building heights between six and 16 storeys.

To ensure new development adequately responds to heritage buildings through materiality, scale and form.

To ensure development does not impact on the amenity of, and outlook from, Flagstaff Gardens and St James Old Cathedral.

To enforce a lower scale of development to the laneways and the activation of the laneway interface.

To ensure developments are adaptable to different uses by providing adequate floor to ceiling heights.

### Figure 3.15 and Figure 3.16

A number of likely development outcomes have been tested on a range of different types and sizes of sites in Flagstaff using the proposed maximum FAR controls, maximum building heights and place specific design objectives.

The proposed mandatory maximum FAR of 6:1 sets clear expectations around the density of development and required supporting infrastructure in Flagstaff. Development of most sites is unlikely to be able to exceed 16 storeys while meeting the FAR requirement and design objectives.

A discretionary maximum building height of 16 storeys is included to ensure that the development of larger sites is consistent with the desired future character for Flagstaff.

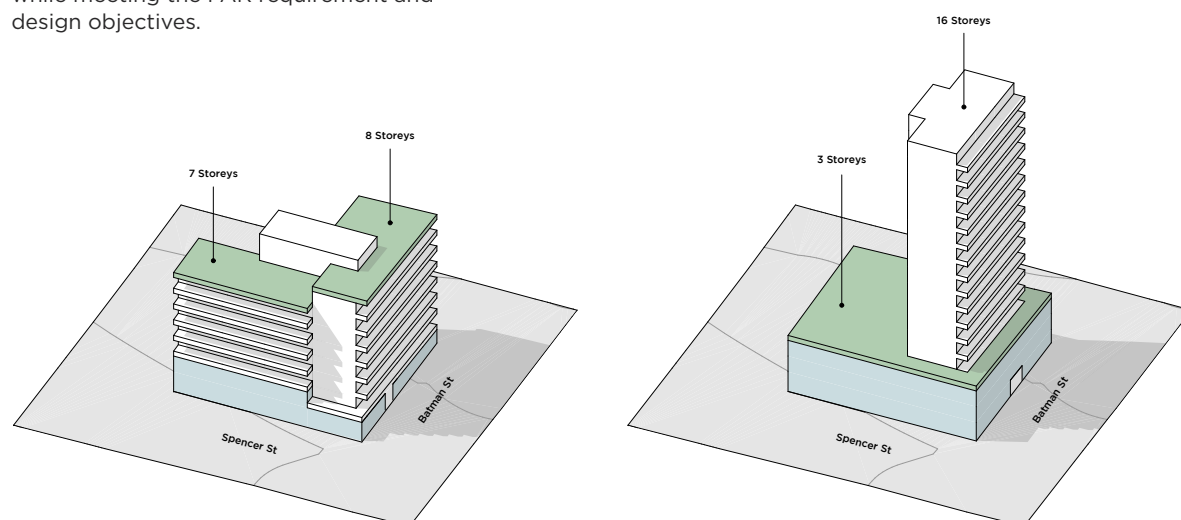


Figure 3.16: Built form testing to show the proposed floor area ratio and built form controls on a corner site in Flagstaff (DDO33). Images are indicative only to test the proposed controls and are not representative of actual building proposals (West Melbourne Built Form Testing, Breathe Architecture).

## Batman and Adderley Street Open Spaces

Batman and Adderley Streets will accommodate local open spaces for Flagstaff's growing number of residents and visitors. Parts of these streets will be redesigned to address the different open space needs of the community.

New and expanded open spaces will be provided at:

1. St James Park
2. Batman and Spencer Plaza
3. Batman Street Park
4. Adderley Street Recreation Space.

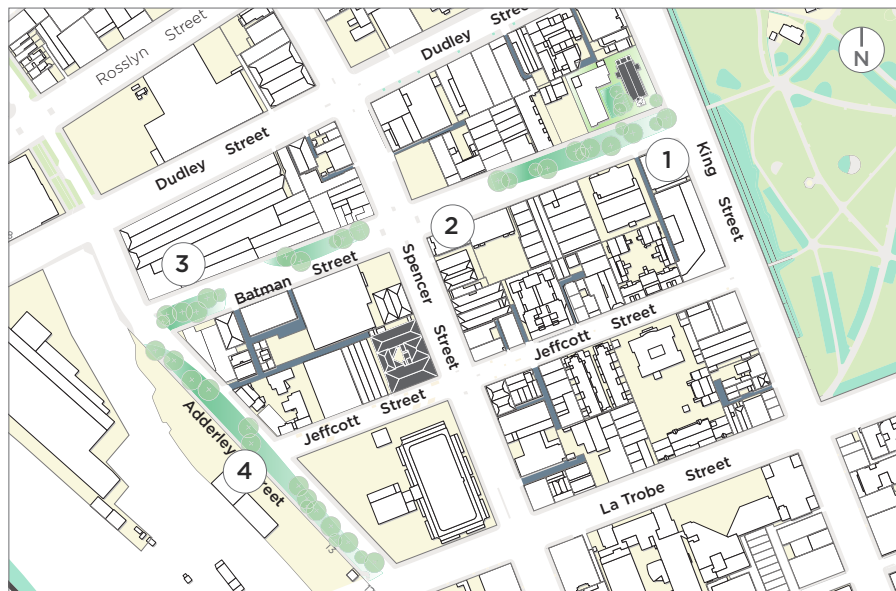


Figure 3.17: Potential open spaces in the Flagstaff Precinct.



Figure 3.18: Indicative landscape concept for potential Adderley Street Open Space including active recreation spaces (indicative only).



### 1 St James Park

At the eastern end near King Street, the street space at the front of St James Old Cathedral will be redesigned to create a more welcoming community space as the forecourt to the church. The City of Melbourne will work with St James Old Cathedral to explore options to master plan the area in order to achieve a good quality public space outcome, with the potential for a pedestrian link to the north connecting with Flagstaff Lane and Dudley Street.

### 2 Batman and Spencer Plaza

At the intersection with Spencer Street, a small urban plaza will complement the redesign of Spencer Street as the high street of West Melbourne. This plaza will include seating, improved lighting, tree planting and WSUD and be integrated with adjacent public transport improvements on Spencer Street.

### 3 Batman Street Park

At the western end near the intersection with Adderley Street, a small park of approximately 800 m<sup>2</sup> will be integrated into the south side of the street. (For reference, this is the size of the existing Hawke and Adderley Street Park). The park will have good access to sunlight from the north due to the low height of the Australian Red Cross Blood Service building and good shade in summer from established Elm trees.

### 4 Adderley Street Recreation Space

Opportunities will be further investigated for Adderley Street to provide active recreation spaces such as multi-purpose sports courts.

The northern end of Adderley Street provides an important access point for bus services to Southern Cross Station. However, between Batman Street and La Trobe Street Adderley Street is essentially a central city car park with a minor role in the street network. Adderley Street could be closed to traffic between Batman and La Trobe Streets creating more than 5000 m<sup>2</sup> of public open space.



Figure 3.19: Indicative landscape concept for potential St James Park near the intersection of Batman Street and King Street (indicative only).



Artist's impression of the potential St James Park in Batman Street looking east towards King Street (indicative only).





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