

FISHERMANS BEND ADVISORY COMMITTEE

REPORT 1

October 2015

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1 Executive Summary

The urban renewal of Fishermans Bend (the Area) is a nationally significant opportunity to build on Melbourne's best assets. The former industrial district, south of the Yarra River and west of Southbank, offers a large area of affordable developable land close to the Central Business District which allows the opportunity to provide attractive office space for the high end service industries which have formed a significant part of the recent employment growth of Melbourne and the creative industries which have a strong traditional base in adjoining areas.

The Area also offers the opportunity for significant residential growth with the advantages of a highly desirable inner city lifestyle and the benefit of reducing the pressure on development in Melbourne's middle suburbs and on the fringe. It has the potential to assist housing affordability by increasing supply and, with the recent inclusion of the Employment Precinct between the Westgate Freeway and the Yarra River, the further potential to become an important employment cluster for twenty first century industries.

Maximising these opportunities is complex because the Area has difficult geotechnical conditions and high levels of contamination, and unlike most large urban renewal areas in comparable cities, the land is largely in fragmented private ownership. These factors make a best practice approach to the renewal task imperative.

Unfortunately, the current planning and implementation arrangements for the Area are flawed and if continued, would result in poor urban outcomes for new residents and workers, existing residents and workers, local businesses, the Port of Melbourne and both local and State Government.

Recognising this, in July 2015 the Minister for Planning, the Hon Richard Wynne, appointed an Advisory Committee for Fishermans Bend comprising six experts in urban issues, the two local government Mayors and three community representatives. The first task of the Committee was to review the process to date of the planning for the Urban Renewal Area. In undertaking this review, Committee members examined a wide range of background material and sought briefings from many of those involved in the planning, and from key stakeholders.

The Committee's conclusion is that the decision in 2012 to rezone 250 hectares of industrial land to Capital City Zone in advance of due diligence and planning work was misguided, and that the subsequent release of light handed planning guidelines in mid-2014, without establishing clear financial, governance and implementation arrangements for the Area, did little to improve the situation.

The result is that since January 2014, permits have been issued for 20 high rise towers of between 20 and 49 storeys and applications have been received for another 26 towers of between 20 and 64 storeys. All of these towers are residential buildings, involving the

potential for approximately 17,600 apartments. A large proportion is in the Montague Precinct, adjacent to Southbank. By contrast, Docklands has 5300 apartments which have been developed over 20 years.

The number and scale of these development approvals is alarming, but more alarming is that development is proceeding without reliable implementation mechanisms to ensure that contamination will be addressed, that planned new roads can be built, that connected open space can be secured and that infrastructure will be delivered in time, or at all.

At the same time as appointing the Advisory Committee, the Minister Wynne established a process to 'recast' the planning for the Area to develop an overall infrastructure plan and to focus on detailed neighbourhood planning for each of the five precincts in the Area supported by high levels of community engagement. This Report provides advice on that process, and makes a number of recommendations about the steps needed to get the planning for Fishermans Bend back on track and to get new implementation mechanisms in place.

In the first instance, the Committee recommends that immediate action be taken to:

- Refresh and redefine the rationale and vision for Fishermans Bend in the context of wider planning for the capital city, and the changes which have occurred to the economic and policy settings affecting the Area including decisions about the Port;
- Establish effective governance and financial arrangements appropriate to the scale of the Fishermans Bend urban renewal task; and
- Confirm the key decisions about transport for the Area and in particular, the timing and route/s of the future tram network, the route for dedicated cycling and walking track/s to the Central Business District and the long term planning for any future Metro line through the Area.

These actions underpin the future planning for the Area. Detailed neighbourhood planning for Lorimer, Wirraway, Sandridge and the Employment Precinct should not proceed in advance of decisions on these issues. Fine grain neighbourhood planning can proceed for the Montague precinct where light rail infrastructure is in place, but should not be finalised in the absence of a refreshed vision regarding the preferred future of the precinct.

The recast of the planning process and the recommendations in this Report propose an approach to planning and implementation which will result in a much better outcome for the Area. Pending the development and implementation of a workable long term development strategy for the Area, the Advisory Committee has also proposed a difficult recommendation about stronger interim planning controls to ameliorate the impact of the current inadequate planning regime.

It should be noted, however, that the permits already issued are legally binding, and that applicants who have submitted development proposals have a right to expect that they will

be assessed on the rules in place at the time of their application. For that reason, the urban renewal of the Area, and particularly the Montague Precinct, will not be as good as it should be. It is not too late, however, to develop most of the Area as an exciting urban renewal area that Melbourne and Victoria can be proud of.

2 Introduction

The Fishermans Bend Advisory Committee (FBAC) was appointed in July 2015 by the Minister for Planning, the Hon Richard Wynne, to provide advice to him on:

- the preparation of detailed Precinct Plans for Fishermans Bend, including:
 - four Neighbourhoods of Lorimer, Montague, Wirraway and Sandridge; and
 - the Fishermans Bend Employment Precinct
- an overarching Infrastructure Plan for the entire Fishermans Bend area
- the draft planning scheme amendment and proposed implementation actions arising from the development of the plans
- the draft Community Engagement Plan

The Committee is established pursuant to Section 151 of the *Planning and Environment Act 1987*. It comprises eleven (11) members including:

- Meredith Sussex AM, Chairperson, expert in public administration and city planning
- Lord Mayor Robert Doyle, Elected Representative City of Melbourne (represented by Cr Ken Ong as delegate)
- Mayor Amanda Stevens, Elected Representative City of Port Phillip
- Lucinda Hartley – urban renewal, design and community engagement expert
- Michelle Howard – social infrastructure, community engagement expert
- Eric Keys – integrated transport planning expert
- Rob McGauran – architecture, urban design and housing expert
- Tania Quick – statutory and strategic planning, land development industry expert
- Janet Bolitho – community representative and former mayor
- Helen Halliday – community representative, former councillor and Fishermans Bend Network member
- Phil Spender – community representative and local businessman.

The Fishermans Bend Advisory Committee Terms of Reference require it to:

- Review background material (provided by the Metropolitan Planning Authority), comment on previous process and provide recommendations for the process of development of the plans
- Comment on a Communications and Engagement Plan (prepared by the Metropolitan Planning Authority Taskforce)
- Review and provide written comments on the Scope of Neighbourhood Plans, Employment Precinct Framework Plan and Infrastructure Plan (as referred to it by the Metropolitan Planning Authority Taskforce)

This is the First Report of the Fishermans Bend Advisory Committee.

3 Background

Fishermans Bend Urban Renewal Area

Fishermans Bend is an area of 455 hectares south of the Yarra River and west of Southbank on the doorstep of the Central Business District of Melbourne, and represents a redevelopment opportunity of national significance. It includes the original four precincts of Montague, Lorimer, Wirraway, Sandridge totalling 250 hectares and the recently added Fishermans Bend Employment Precinct of 205 hectares.

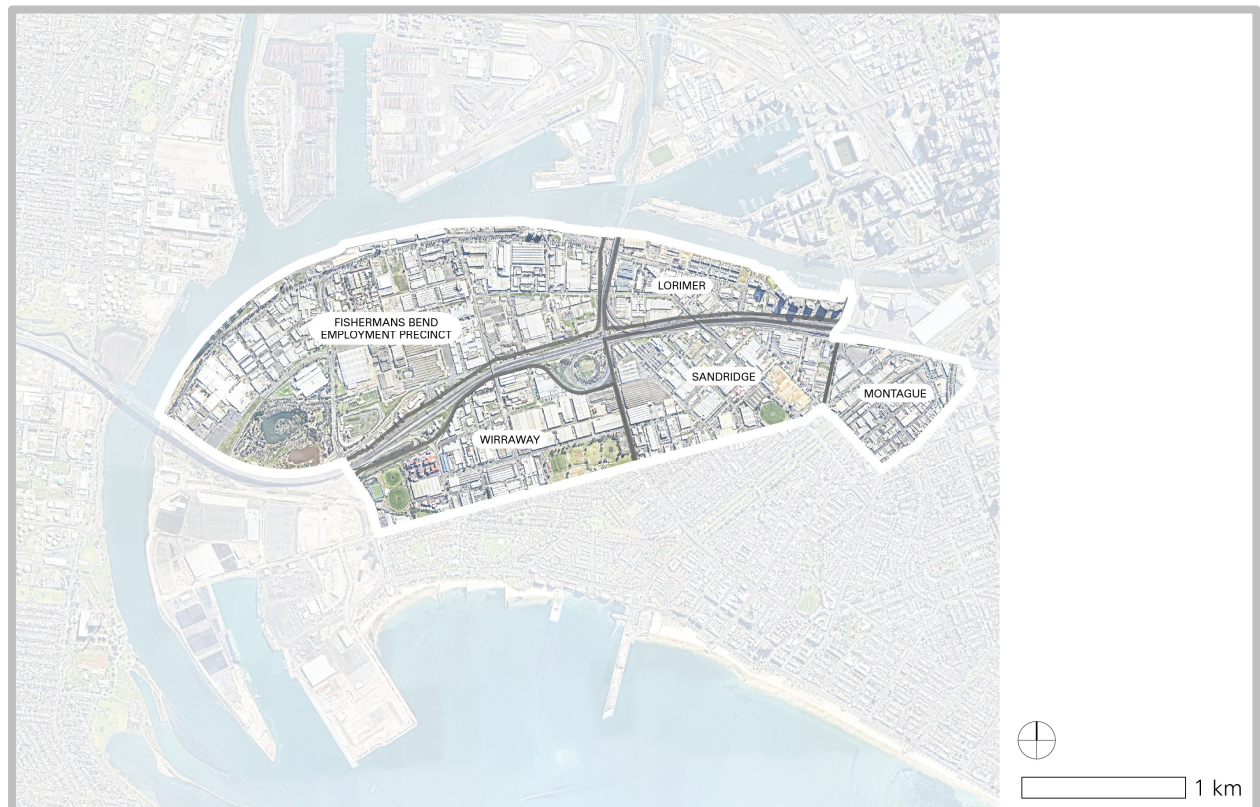


Figure 1: Fishermans Bend geographic map. Source: MGS Architects.

The land has traditionally been used for industrial and commercial purposes with a building stock of generally low profile industrial style form of various ages and some heritage stock. Most land in the Area is in private ownership, and ownership patterns vary from highly fragmented small parcels in the east in the Montague Precinct to large sites in the rest of the Area. Many of these sites are underutilised considering their inner suburban location and are suitable to accommodate change.

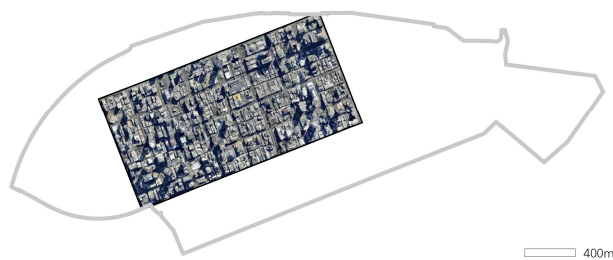


Figure 2: Comparison of Fishermans Bend geographic area to Melbourne's CBD. Source: MGS Architects.

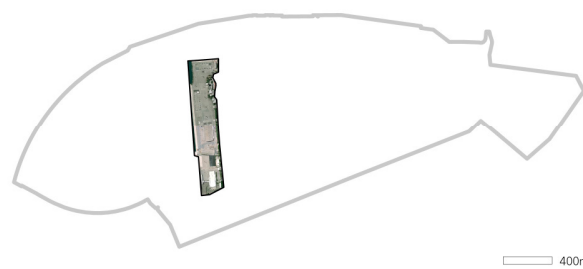


Figure 3: Comparison of Fishermans Bend geographic area to Barangaroo, NSW. Source: MGS Architects.



Figure 4: Comparison of Fishermans Bend geographic area to Docklands, Victoria. Source: MGS Architects.

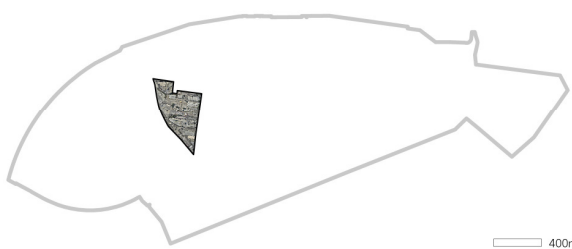


Figure 5: Comparison of Fishermans Bend geographic area to Arden, Victoria. Source: MGS Architects.

Rezoning to Capital City Zone

Originally 250 hectares were identified as the Urban Renewal Area declared a 'Project of State Significance' and rezoned as Capital City Zone by then Minister for Planning in July 2012. This was in line with the Coalition Government's policy agenda for urban renewal and identification of Fishermans Bend for significant change.

The Area was identified at the time by that Minister as a 'high density, high rise urban renewal area' and 'Australia's first inner urban growth corridor' to take pressure of high density development off existing suburbs and increase housing supply and diversity in existing urban areas close to existing social and physical infrastructure.

The rezoning of the land in 2012 occurred as a 'Ministerial Amendment' prior to comprehensive due diligence work and without the necessary planning for such a major urban renewal task. In addition, the rezoning did not involve the normal consultation processes that would occur for a planning scheme amendment. The stated reasons for this action were the State significance of the project, and the risks of delay, such as speculation and uncertainty regarding the possible outcome of the planning scheme amendment process and risk of deterring investment in existing uses. Under the new planning arrangements, the Minister also became the responsible authority, with the role of assessing and approving large developments.

Due diligence and planning work proceeded after the rezoning. Places Victoria, established a Project Coordination Group and commissioned a series of background reports based on low, medium and high growth scenarios. Most planning was based on a mid-range scenario of 80,000 residents and 40,000 jobs. The research undertaken was extensive and generally competent although poorly integrated. Soil contamination and high level geo technical input were reported in June 2012 but all other reports were submitted from December 2012 to December 2013, well after key decisions were made. Assumptions also changed during the study period and some reports had different scenarios and planning assumptions to others. There does not appear to have been coordination or knowledge sharing as the various reports were compiled.

In addition, some of the initial planning for the Area used models developed for 'greenfields' low density residential development to assess the need for infrastructure and services in a complex 'brownfields' high density urban development area

The City of Melbourne and the City of Port Phillip also continued or started their own planning processes while the Places Victoria research work was under way.

Almost immediately upon the rezoning, the private sector took up the opportunity for redevelopment within the precinct. Permit applications for high rise, high density, residential developments with very small amount of mixed use, began being lodged from December 2012. Most of these applications were in the Montague precinct. Projected building scale and residential densities based on permits approved to date far exceed projected or anticipated development scenarios and there have been no applications for permits for the expected employment uses.

Draft Vision

A Draft Vision for Fishermans Bend was released in September 2013 by Places Victoria. This Vision identified the opportunity for a population of 80,000 and 40,000 jobs to be accommodated and included an outline of key aspirations and qualities for Fishermans Bend. They were:

1. The creation of 21st century jobs
2. The timely provision of infrastructure
3. A place that is easy to get around
4. A vibrant mix of uses and activities
5. Distinctive and diverse neighbourhoods
6. A great place for families
7. A high quality built environment
8. Smart environmental solutions
9. Environmental constraints addressed
10. Strong partnerships and effective governance

Places Victoria undertook consultation and an engagement process on the Draft Vision during 2013 and it received cautious support from community and industry, and the relevant local government authorities, the City of Melbourne and the City of Port Phillip. Draft design guidelines for future development were also released for comment alongside the Draft Vision in September 2013.

Strategic Framework Plan

The Metropolitan Planning Authority took over strategic planning functions for Fishermans Bend from February 2014.

In July 2014, the Fishermans Bend Strategic Framework Plan, prepared by the Metropolitan Planning Authority, was released. This included broad planning and design guidelines to inform permit applications and decision making. The guidelines are light-handed – of the 146 guidelines in the document, only 34 are mandatory and much of the Area did not even include suggested height limits.

At the time, the focus on ‘flexibility’, rather than ‘prescription’ in the Strategic Framework Plan was intentional. The purpose was to attempt to maintain sufficient incentive for diverse and innovative outcomes that satisfy the intent of the guidelines, as well as project viability. This approach has proved to be misguided.

It should also be acknowledged that the Strategic Framework Plan has some features, which, if delivered, will provide for a higher quality of development than required in other parts of Melbourne. However, there is significant concern, including from both the City of Melbourne and the City of Port Phillip, the community and professional groups, that the strength of the guidelines is inadequate.

There was no community consultation about Fishermans Bend planning after the release of the Draft Vision and prior to the release of the Strategic Framework Plan in July 2014 and limited consultation with the two Councils involved. Neither Council endorsed the Strategic Framework Plan.

Planning Approvals to date

So far, 15 permits have been issued involving 20 individual high rise towers of between 20 and 49 storeys, and a number of lower profile buildings. These represent approval for approximately 6700 dwellings. An additional 23 applications have been lodged up to 30 June 2015. These applications propose another 26 towers between 20 and 64 storeys, and a number of lower profile buildings, representing an additional approximately 10900 dwellings.



Figure 6: 171-183 Ferrars Street, South Melbourne. Source: Denton Corker Marshall.



Figure 7: 228-238 Normanby Road, South Melbourne. Source: Rothe Lowman

A total of potentially 17,600 dwellings are either approved or proposed since 2013. This compares to the 5300 dwellings which have been developed over 20 years in Docklands.

A large proportion of these permits and permit applications are in the Montague Precinct, and all are for residential use. There have been no applications for office or large commercial use buildings to support the employment vision for the precinct. Once built, the opportunity to develop the land to support high end service employment and employment in the creative industries close to the CBD will be lost.



Figure 8: 89-93 Lorimer Street, Southbank. Source: Elenberg Fraser.



Figure 9: 89-103 Gladstone Street, South Melbourne. Source: Plus Architecture.

In the absence of clear guidance being provided by the Strategic Framework Plan about appropriate density and development outcomes, land owners were left to use the planning permit application process to ‘test’ development capacity of their sites. This has resulted in confusion and uncertainty for the community and permit applicants, and a loss of confidence within the development industry overall about planning in the precinct.

The permits already issued in Fishermans Bend are legally binding and the developers have a clear right for up to five years to proceed in accordance with their approvals. However, a number of these permits and applications appear to be speculative in that the applicants have proceeded to permit in order to increase the value of the land for on-selling. In these circumstances it is difficult to determine the implications for community or utilities infrastructure planning.

A schedule of permit applications is provided at Appendix 8.5.

Review and Recast of Fishermans Bend

Following the change of government, in April 2015 the new Minister announced a review and recast of Fishermans Bend. This recast reflected the high levels of Government, community and industry concern about the direction of the Area, but also changes in a range of policy and economic settings including the decision to route the Melbourne Metro through the city centre rather than Fishermans Bend, the decision to lease the Port of Melbourne for 50 years, the ongoing acceleration of the housing market and the close down of the car industry – a significant employer and landowner in the Area.

The scope of the review and recast includes:

- Expanding the Fishermans Bend Urban Renewal Area to include the 205 hectare Employment Precinct south of the Yarra River and north of the Westgate freeway, expanding the total area to 455 hectares;
- Adopting a 'Neighbourhood Precinct' approach to planning for development;
- Introducing interim mandatory height limits;
- Establishing the Fishermans Bend Advisory Committee to provide advice;
- Establishing a Metropolitan Planning Authority led Taskforce to prepare detailed precinct plans and an overarching Infrastructure Plan, including a revised transport plan and community infrastructure plan; and
- Strong commitment to involvement of Councils, stakeholders and the community.

A detailed Chronology of Events is provided at Appendix 8.4.

4 Key issues, findings and recommendations

The Fishermans Bend Advisory Committee has reviewed the background material provided by the Metropolitan Planning Authority considered the planning process to date, examined the planning for future work proposed by the Metropolitan Planning Authority Taskforce, reviewed the communications and engagement plan prepared by the Metropolitan Planning Authority Taskforce and met with various agencies and stakeholders and has identified the following key issues, findings and recommendations.

Full details of the reports reviewed by the Fishermans Bend Advisory Committee, a detailed 'process' timeline, and details of stakeholders consulted is provided at Appendices 8.3 and 8.4.

4.1 Rationale and Vision for Fishermans Bend urban renewal

The initial planning for Fishermans Bend coincided with the development of Plan Melbourne – the new metropolitan Planning Strategy released in 2013. Plan Melbourne confirmed the need for Melbourne to cater for very high levels of growth to 2050, as well as the strategic importance of an expanded central city and the urban renewal role for Fishermans Bend. The final Plan Melbourne, released in May 2014 identified 37 areas in Melbourne to be considered for transit oriented development and urban renewal. Fishermans Bend is one of those areas. Plan Melbourne further outlined the intention to plan for the five municipalities in the Central subregion to provide for at least an additional 260,000 jobs and 230,000 residents by 2031 and a total of one million jobs and one million people by 2050.

Fishermans Bend offers a range of opportunities to Melbourne and Victoria. This includes:

- The availability of affordable developable land close to the Central Business District. This is a key competitive advantage for Melbourne.
- The opportunity, particularly in the Montague Precinct, to provide attractive office space for the high end service industries which have formed a significant part of the recent employment growth of Melbourne and the creative industries which have a strong traditional base in adjoining areas.
- The opportunity for significant residential growth with the advantages of a highly desirable inner city lifestyle and the benefit of reducing the pressure on development in the middle suburbs and on the fringe.
- The potential to assist housing affordability by increasing supply and through possible affordability initiatives.
- With the inclusion of the Employment Precinct, the further potential to become a nationally significant employment cluster

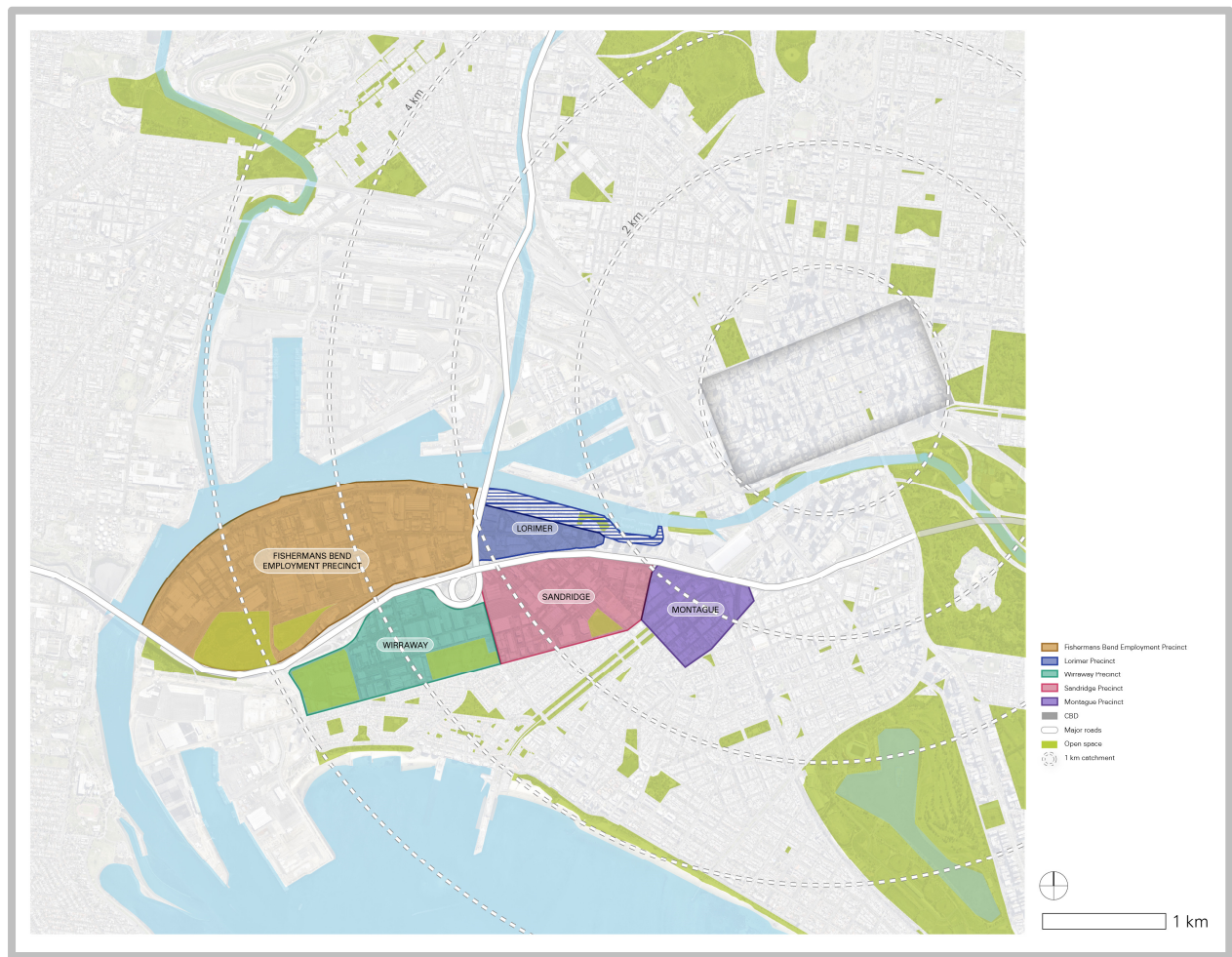


Figure 10: Fishermans Bend proximity to CBD. Source: MGS Architects.

However, there was no well-developed and publicly discussed rationale for the decision to proceed with the rezoning and immediate development of the Area when there is still significant development capacity available in Docklands and plans for the development of other central city areas were already under way.

There has also been minimal effort to engage with the wider Melbourne and Victorian community about the vision for the future of their city, as it relates to Fishermans Bend.

The original vision for the precinct has been further called into question by the changed policy and economic settings since the time of the original rezoning.

There is an urgent need to articulate and define the economic, social and environmental vision for the Area in the context of wider capital city planning and the changes in the economic and policy settings impacting on Fishermans Bend.

In particular, if any of the Area is needed for future office space or other employment purposes, it will need to be preserved for that purpose by the application of planning incentives.

This work need not involve a long deliberative process and should proceed from the conceptual baseline of the 2013 Draft Vision which was cautiously supported by most of the direct stakeholders. It is intended that the new visioning would predominantly involve high level whole of Victorian Government decisions about priority setting in the context of the need to maintain investor confidence and to ensure future liveability and amenity of the Area. At the same time, community engagement must occur on the redefined vision, and should be informed by the principles for community engagement outlined in section 6 of this Report.

Recommendation

- **Refresh and redefine the Vision:** Using the 2013 Draft Vision for Fishermans Bend as a baseline, articulate and define the economic, social and environmental vision for the Area in the context of wider capital city planning and the changes in the economic and policy settings which have impacted on Fishermans Bend since the original rezoning.

4.2 Finance and Governance

The Fishermans Bend Urban Renewal Area was conceived as a ‘business as usual’ development without specific financial or governance arrangements to plan and drive the implementation. The intention was for the private sector to drive the development of the Area with the State Government playing a hands off role and providing no financial support with the exception of public transport, health and education services.

It is not evident that this approach has delivered good urban renewal outcomes anywhere in the developed world in recent times, and early indications are that it will not deliver good outcomes in Melbourne.

In most jurisdictions, a long term urban renewal project of the scale and significance of Fishermans Bend would involve political investment at senior levels of Government and high level private sector and community involvement in driving the project. This was certainly the case in the development of Docklands where a specific statutory authority was established very early in the planning, with clear financial parameters for the project to be self-financing after 30 years and a high powered Board and executive team to drive the planning and development. Within Government, Docklands was supported by a Cabinet Committee chaired by the Premier which was in turn supported by an officers committee at Deputy Secretary level. Docklands may have its critics, but there is no doubt that its planning and development has more than achieved the short and long term economic boost to Melbourne which inspired the development in the first place.

Fishermans Bend will not achieve the same outcome without a significant rethinking of the current financial and governance arrangements.

The 2012 rezoning and the 2014 Strategic Framework Plan did not provide for effective governance arrangements to drive implementation of the planning for the Area. Primary governance for the Area is split between two Councils, a Statutory Authority and two Government Departments (the City of Melbourne, the City of Port Phillip, Metropolitan Planning Authority, Department of Environment, Land Water and Planning and the Department of Economic Development, Jobs, Transport and Resources). There is no single body with the necessary powers and responsibility to deliver the planning, financing and implementation arrangements the Area needs. This is a clear project delivery risk, but also a significant financial risk to the Government.

The urban renewal of Fishermans Bend is a significantly more complex exercise than most large urban renewal projects because the land is mostly privately owned and the levers available to government to influence the outcomes are therefore more limited. This is further complicated by the fact that the Area is currently providing an important employment function, that it has divided governance and that it provides significant access, servicing, contamination, drainage and geotechnical challenges. In this context, the planning task has been under resourced since the start of the project, and while the resourcing has recently improved, it is still under resourced today.

Most urban renewal involves publicly owned land, or if not, a public role in land consolidation, contamination issues and the provision of public and social infrastructure and a significant upfront financial injection. Without direct intervention, it is impossible to guarantee that even the new roads will be delivered. If one landowner does not wish to develop their land, critical connections will not be achieved. A more proactive approach is required in the context of a governance arrangement charged with implementation as well as planning.

Further, the precinct was intended to be 'self-funding' with infrastructure funded via a Development Contributions Plan. However, this approach is not adequate or appropriate in an inner urban renewal context because it leaves a significant funding shortfall and is subject to significant uncertainty and risk around timing and delivery of infrastructure. The high density urban renewal context and fragmented patterns of private ownership of land will require new models for delivery of development infrastructure, beyond delivery by individual developers of works-in-kind delivery of infrastructure items identified in the draft Development Contributions Plan.

A Development Contributions Plan has not been implemented in Fishermans Bend. Instead, the current approach for all permits is to require developers to enter into a Section 173 agreement to contribute to precinct infrastructure, based on a capped 'per dwelling rate' of \$15,900 per dwelling and a pro rata rate for commercial or retail developments, paid at the

time of building completion. Developers are also required to make a contribution of 8% of the development site or its equivalent as public open space. This approach relies upon delivery of open space and infrastructure, once funds are collected and after development has occurred. It fails to properly realise opportunities for partnerships, incentives or development leveraging to facilitate private sector delivery of infrastructure.

Recommendations

- **A Financial Plan** - There is an urgent need for a short, medium and long term financial plan for the development of Fishermans Bend, which considers all potential sources of funding including open space contributions, development contributions, special rates/levies to capture a proportion of the land value uplift provided by the 2012 rezoning local and State government revenue and debt financing and possible Commonwealth government funding. This also needs to include innovative ways to facilitate and incentivise private sector delivery of infrastructure, which go beyond works-in-kind delivery.
- **Resourcing** - For the planning and implementation of Fishermans Bend Urban Renewal Area needs to reflect the scale of the task. In the immediate term, work on the planning for the Area requires significant additional resources.
- **Best Practice Governance Arrangements** - Current governance arrangements are complicated, are undermining confidence and will not produce good outcomes. Given the significant delivery and financial risks of the Fishermans Bend Urban Renewal Area, and the poor urban outcomes which are now on the way to being delivered, and given that none of the bodies currently involved on the primary governance of Fishermans Bend Urban Renewal Area will have an impartial view about the most appropriate governance structure for Fishermans Bend, it is recommended that the Department of Premier and Cabinet commission a rapid review of the options based on an examination of best practice models in similar urban renewal projects.

4.3 Strategic and Statutory Planning

The decision to rezone 250 hectares of inner urban industrial land to 'Capital City Zone' prior to undertaking the necessary strategic planning for such a major urban renewal task is unprecedented in the developed world in the 21st century. The rezoning mistakenly assumed that the development of an urban renewal area could be managed by the exercise of the same controls and processes as the rest of the Capital City Zone which applies to the 'Hoddle Grid' and Southbank where there is a strong Municipal Strategic Statement, existing statutory design and development planning overlay controls, and where public transport, roads, open space, heritage overlays and building form are all in place. None of these factors applied in the Fishermans Bend Urban Renewal Area at the time of the rezoning.

Even now that it is in place, the 2014 Strategic Framework Plan is largely a statement of planning aspirations. With few mandatory requirements to ensure the aspirations are met by the private landowners who own most of the land in the Area, the approach to date relies upon negotiated outcomes via the planning permit process on a site by site basis. It does not provide enough regulatory control on the Fishermans Bend area to guarantee satisfactory outcomes, even in the short term.

For example, the delivery of a proposed network of streets and laneways on a site by site basis is simply unachievable where there are a number of smaller sites. In these circumstances, if one landowner does not wish to develop their property, the whole plan could fail. A more proactive approach will be essential. On the ground, the lack of coherent implementation arrangements is also of significance in the development of the public realm, which requires rigorous implementation of a vision for spaces that are attractive and human scale. This will not occur with the current arrangements.

One important option is to consider 'superlot' planning which identifies opportunities for grouping multiple sites and bringing land owners together to apply a coordinated 'masterplanning' approach to planning and delivering development infrastructure.

The Strategic Framework Plan provided for the convening of a Design Review Panel by the Metropolitan Planning Authority to examine the merit of significant development proposals at pre-application stage. This service has been provided to date for some applications by the Office of the Victorian Government Architect, but is not a mandatory application requirement.

After examination of the permits issued and applications lodged in Fishermans Bend to date an overall conclusion is that the problem is not with the implementation of the guidelines on a building by building process, but with the guidelines themselves, the light handed approach underpinning the guidelines and the implementation arrangements for the delivery of decontamination, open space, public realm, community facilities and transport.

This conclusion supports the concern expressed by local community members, the local Councils, the development industry, planning experts, architects, transport planners, utility providers and the Government itself about the inadequacy of the planning and implementation arrangements for the Fishermans Bend.

In an effort to modify the scale of development while additional planning work is undertaken and new implementation arrangements put in place, interim mandatory height limits were introduced by the new Minister for Planning for Fishermans Bend in April 2015. These height limits are significantly lower than some nearby buildings in adjoining precincts, and have not been able to be informed by consideration of geotechnical conditions on development viability since much of that information is not available. In addition, mandatory height limits reduce the opportunity to negotiate with developers about the

provision of public realm and community infrastructure in exchange for transparent 'density' bonuses.

The interim height controls have not been successful in modifying development activity. Eleven additional permit applications were lodged between April and June 2015, seven of them for high rise, high density residential towers in the Montague precinct. There have not been new applications since July but pre application discussions have occurred in relation to almost 50% of the entire rezoned area.

Stronger Interim Planning Controls

The most difficult question considered by the Advisory Committee in reviewing the current status of Fishermans Bend development is whether to recommend any further constraints on development while additional planning work is undertaken and basic issues like contamination due diligence, transport arrangements, open space and finance and governance are resolved.

On the one hand, while the rezoning in 2012 was a windfall gain to landowners in the Area, many have made plans based on that rezoning and some have bought in at the rezoned price in the expectation of immediate development under light handed rules. On the other hand, as documented in this report, the current planning and implementation arrangements for the Area are flawed and if continued, will result in poor urban outcomes for new residents and workers, existing residents and workers, local businesses, the Port of Melbourne and both local and State Government. Current development plans also have a significant opportunity cost for the people of Melbourne and Victoria.

This Report recommends an approach to planning for the Area which will result in a much better outcome. But if most of Montague and a number of large sites across the whole area are already permitted by the time the new arrangements are in place, the outcome will still be poor.

A number of options have been suggested as interim arrangements until a workable long term development strategy for the Area can be developed and implemented which is likely to be late 2016. None of these options are attractive and may have the unfortunate effect of undermining investor confidence. But the continuation of the current arrangements will also undermine confidence and ultimately damage Melbourne's reputation as a liveable city and a good place to invest.

Options considered by the Advisory Committee were:

- Use Ministerial powers to declare a moratorium on permit applications. This proposal is advocated by many in the local community and some other influential stakeholders.

- Implement very tight interim controls with the promise of later looser (and more profitable) rules. This would have the effect of slowing development, but is an unusual use of regulatory power.
- ‘Call in’ for Ministerial determination all permit applications for the Area based on the State significance of the outcomes of the poor planning to date. This would ensure that exemplary proposals could continue, but poor proposals which technically could comply with the substandard rules would not. There is no appeal against a ‘called in’ Ministerial process or decision except on matters of law.
- Implement interim controls similar to those introduced recently to the Hoddle Grid and Southbank but tailored for the Fishermans Bend context and complemented by additional emphasis on good design in planning application processes. This approach has the benefit of policy consistency, and will provide a brake on poor development, but it will still leave Fishermans Bend in a much looser regulatory environment than the rest of the Capital City area because of the lack of basic planning for the Area.

A variation of the last approach is the preferred approach of a majority of the Advisory Committee although a minority support the ‘call in’ option.

It should be noted that none of these options will have an impact on the permits already granted or submitted and for that reason, the urban renewal of the Area, and particularly Montague, will not be as good as it should be. It is not too late, however, to develop most of the Area as an exciting urban renewal area that Melbourne and Victoria can be proud of.

Recommendations

- **Stronger Interim Planning Controls** - The current arrangements for the development of Fishermans Bend have no precedent in the Victorian Planning System and will lead to poor urban outcomes. Early consideration should be given to additional interim controls similar to those recently introduced via Amendment C262 to the Melbourne Planning Scheme (but tailored for the Fishermans Bend context). These interim controls could include plot ratio controls (with transparent density bonuses) and additional interim podium height and setback controls to supplement or replace the interim height controls introduced into the Capital City Zone in Fishermans Bend in April 2015.
- **Built Form and Urban Design Excellence** - Should be built in as a mandatory permit application requirement. Revised design guidelines are required, and design review panels convened by the Office of the Victorian Government Architect should be required for all buildings to be determined by the Minister and reports of those panels should be made public. Consideration should be given to requiring a design competition for landmark sites as occurs in Sydney and other major cities.
- **Design Guidelines** - For applications still being considered, the design guidelines should be considered a minimum design standard, and every effort should be made

to negotiate better development and place making outcomes through the application process.

- **Superlot planning** - Further work is required to identify opportunities for grouping multiple sites and bringing land owners together to apply a coordinated 'master planning' approach to planning and delivering development infrastructure.

4.4 Statutory Planning Implementation

As indicated above, the rezoning in 2012 opened up the Area for immediate private sector redevelopment, without the necessary strategic or statutory planning framework in place.

Much of the implementation of the planning cannot be achieved through the statutory planning system. However even those aspects which can be delivered by regulation have not been delivered in accordance with the plans:

- **State and Local Planning Policy** - does not articulate a Vision for Fishermans Bend, or for the Neighbourhood and Employment Precincts, because the 2013 draft Vision was never confirmed as an agreed document
- A **Development Contributions Plan** - has not been prepared or implemented, despite a Development Contributions Plan Overlay being in place.
- **Public Acquisition Overlays** - have not been applied to land required for open space, transport network upgrades or community facilities
- **Public Realm Technical Standards** - have not been finalised, and Permit Conditions used to date relating to delivery of public realm outcomes lack provision for enforcement
- **Heritage Controls** - have not been implemented to protect the industrial heritage of the Area

Recommendations

- **Planning policy and tools to implement the Vision** - once agreed, the redefined Vision should be given statutory weight as a new State Planning Policy Statement. There is also a need to consider new planning instruments to better provide for the orderly development of the Area, such as a new 'Urban Renewal Zone'.
- **Heritage** - implementation of heritage building protection is urgent across the whole Fishermans Bend area, including the Employment Precinct.
- **Permit Conditions for Public Realm Plans** - should be immediately reviewed and strengthened to ensure implementation and enforceability. There is a need for a unified public realm vision for the Area across both Councils.
- **Public Acquisition Overlays** - should be applied to land required for community or physical infrastructure, once identified through Precinct Plans.

4.5 Transport (including walking and cycling)

Transport planning underpins land use planning. The potential use of land and therefore its ultimate development depends on access and transport arrangements.

The original decision to rezone the Fishermans Bend area did not take into account the criticality of public transport to a 'capital city' function (the Hoddle Grid is the same area of 'Capital City' zoning and has five railway stations and trams in every second street whereas Fishermans Bend has no rail transport except tram access on the edge of the Montague precinct).

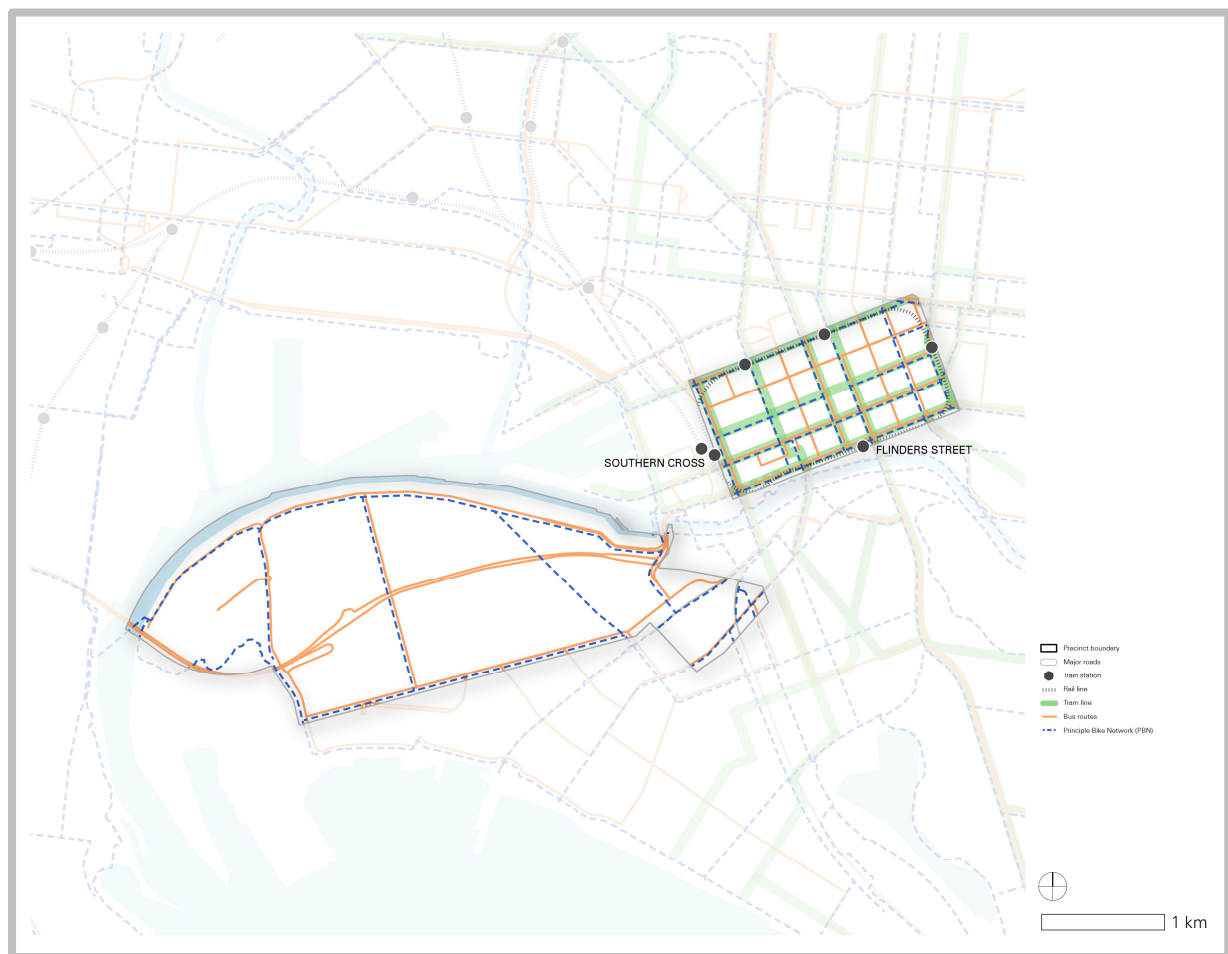


Figure 11: CBD transport network compared to Fishermans Bend transport. Source: MGS Architects.

In recognition of the important role of transport in the development of Fishermans Bend, a Draft Integrated Transport Plan for the precinct was developed in 2014 with a commitment to heavy rail infrastructure through two Metro stations and a light rail commitment through a tram extension from Collins Street across the Yarra and through Wirraway and Sandridge via the Lorimer precinct. This Plan was never finalised.

As a result of the changed policy and economic conditions affecting the Fishermans Bend Urban Renewal Area and at the direction of the incoming Minister, this draft Plan is now under review and a new plan will be developed.

Access arrangements for Fishermans Bend currently reflect the long term use of the Area as an industrial precinct. Most roads are designed to move freight to and from the freeway/tollway network and this access has recently been upgraded in preparation for the new container terminal at Webb dock. Access to the Hoddle Grid has not been a priority, although the Montague Precinct is serviced by two light rail links. Bike and pedestrian access in and through the Area is not developed.

The current road network and public transport arrangements are not suitable for a high density living or high density employment. There is general agreement that people living and using the Fishermans Bend area must be encouraged to adopt different travel habits and that unless there is a major shift to walking, cycling and public transport, Fishermans Bend and the surrounding area will be grid locked with traffic generated from the new residents and employees. This traffic will add to the volumes currently on the main arterial roads especially in the Montague and Lorimer Precincts and will affect Port and freight traffic.

The current suggested “aspirational” mode share targets for the Area are 25% walking, 20% cycling, 30% public transport and 25% private vehicle. These mode shares represent a substantial shift to public transport and walking and cycling compared to current behaviour in Melbourne, or indeed New York or Berlin. Achieving the targets will require not only significant upgrades in capacity, but also rigorous demand management strategies.

At the same time, given the plans to develop the Port of Melbourne to the capacity of 6-8 million containers over the period of the development of Fishermans Bend, detailed planning for the western end of the Area should not proceed in advance of an integrated transport plan.

No work has been undertaken to explore the transport options for the employment precinct. Depending on the proposed long term land use and the type of jobs to be encouraged in the Area, public transport to this area is a major consideration.

Inner city urban renewal land is a finite resource and its future development potential should be maximised and supported by a properly conceived integrated transport plan that addresses rail, bus, walking, cycling, and water transport options. To date planning for Fishermans Bend has failed to provide this.

A number of the permits already approved on smaller sites in Montague tend to have vehicle and car parking access which is compromised, relying on car-lifts, inefficient floor plate configuration, and on-street queuing. A consolidated off site, precinct based approach

to car parking provision may result in more efficient management and accommodation of car parking and more activity at the lower levels of buildings.

Recommendations

- **Key decisions on public transport** - Whatever the future vision for the Area, it will need additional rail transport. An early in principle decision on the timing and route/s of the tram network, and any future Metro line through the Area is critical and must precede further decisions about possible development yield and density outcomes and fine grain neighbourhood planning. This must also consider potential options for public transport in relation to the Employment Precinct and any capacity issues on existing tram routes.
- **Walking and cycling** - Given the poor car access to and from the Area, Fishermans Bend requires walking and cycling to be major forms of transport. Best practice walking and cycling opportunities must be built in to the earliest planning for the precinct and lead a new model for urban development. High capacity dedicated walking and cycling route/s to the Hoddle Grid need to be identified.
- **Implications of port and freight traffic** - Transport planning for the Area must take into account consideration of long term freight and port movements. A fully integrated transport plan for the Area which gives the proper weight to protecting the role of the Port is required.
- **Phasing of transport infrastructure** - Following key transport decisions, mode solutions and phasing should be defined to deliver short/medium term transport capacity to support the progressive increase in residents and workers on the way to the full vision for the Area.
- **Parking Precinct Plans** - Should be prepared in accordance with the Parking Overlay as part of Neighbourhood Precinct Plans, including the identification of potential sites for car-parking stations, particularly in the Montague precinct
- **Water transport** - Should be considered as part of any overall transport strategy, while taking into account ownership of waterfront land, and ongoing operations of, the Port.

4.6 Contamination and Environmental Issues

The development of Fishermans Bend is challenging given the combination of difficult geotechnical conditions, large areas of land reclamation, long industrial uses and high levels of contamination. Areas northeast of Ingles Street are very low relative to sea level with poor drainage and flood risk and climate change will exacerbate these risks. There are modest increases in elevation towards the west and particularly north of Plummer St.

Ground conditions in the Area are generally poor and many buildings will require very deep piling to ensure stability given the differential movement and secondary consolidation of the predominant Coode Island silt. Basement construction will often be impossible because

of the risk of escalating movement in ground conditions and the combination of these two factors makes medium density development unviable in some parts of the Area.

Planning to date has not given adequate attention to the complexity of the contamination and geotechnical issues evident in the Area, and the interrelationship of those issues to the commercial viability of development of the Area.

In addition, roadways, community infrastructure sites and open space may be contaminated due to fill with contaminated materials or due to previous use, and may pose environmental planning and cost implications for proposed future uses. This is already evident in the Ferrars Street school site.

Research conducted by Places Victoria in 2013 noted that highly contaminated areas may cost in excess of \$10m/hectare for effective rectification and recommended a cost benefit analysis to determine where redevelopment and renewal should be focussed. This analysis has not occurred to date. Instead, planning for Fishermans Bend did not question the suitability of land for residential or open space use, but rather examined the issues, likely risks and costs and optimal decontamination methodologies to achieve the predetermined ambition. This approach is not consistent with best practice due diligence.

While the development of residential and other sensitive uses on former industrial land has significant challenges, Docklands and Southbank in Melbourne, and numerous other precincts around the world have demonstrated that it can be done. The real challenge in Fishermans Bend is to learn from previous experience and develop innovative new ways to address the issues.

The early rezoning and the light handed regulatory regime are not consistent with the lessons of prior experience and leave the community and the Government vulnerable on a number of fronts. In particular, the assessment of groundwater contamination has still not been completed and the provision for environmental audits and management of contamination risks applies only to sites with permits for sensitive uses and not any of the other land in the Area – even if that land is being disturbed next door to a residential building, open space or a child care centre.

In addition, adequate attention has not been given to the impact on both existing industry and future residents of progressive development of sensitive residential uses in an industrial area without the normal buffers.

In relation to the broader issues of sustainable development, it is clear that this has not been a high priority in the planning for Fishermans Bend. The Strategic Framework Plan outlines broad sustainability goals- a low carbon city, a water sensitive city, a climate adept city, a connected and liveable city and a low waste city. The framework does not, however, propose development scale initiatives and precinct wide mandates on these issues except in relation to reduction of potable water consumption, some limited but important guidelines

in relation to windows in new buildings and some basic provisions in relation to parking and bicycle infrastructure. A great deal of further work is required if the Area is to reflect the outlined goals.

Recommendations

- **Contamination Study** - Expedite the EPA groundwater contamination study to provide a basis for rigorous environmental planning for the Area followed up by more detailed mapping of contamination sources in cooperation with landowners. This should include investigating the provision of incentives for the consolidation of sites into super lots in order to facilitate more orderly and effective decontamination and contamination management strategies.
- **Contaminated Land Audit Requirements** - Consider amending the schedules to the Capital City Zone for Fishermans Bend to require environmental audit and management procedures for any developments within that Zone which may affect residential and other sensitive use sites.
- **Reverse Amenity Provisions** - Ensure the rigid enforcement of the requirement for noise attenuation and other amenity protection in all residential development in order to maintain residential amenity and to protect ongoing Port operations, freight and local industry and business.
- **Sustainability Strategy** - Develop a strategy to give effect the implementation of the sustainability goals in the Strategic Framework Plan - a low carbon city, a water sensitive city, a climate adept city, a connected and liveable city and a low waste city.

4.7 Community Infrastructure, Public Open Space, the Public Realm and Activation

The 2012 rezoning and the subsequent planning work demonstrated an inadequate understanding of the residential development market in Melbourne which has meant that all planning to date has based on population projections which are half the likely outcome if current development trends continue. The previous projections provided for the addition of the population of Greater Shepparton to the Area. Current development trends indicate that the Area may need to provide for the population of Greater Ballarat.

In reality, Fishermans Bend is not just another suburb for Melbourne, but a city within itself. Planning for a population of this scale requires the planning for the full range of supporting and sustaining community and social infrastructure. To date, this has not occurred for Fishermans Bend.

There is a clear link which is documented in the research literature between high density and the requirement for high public realm amenity, well connected open space, community meeting space and opportunities for social interaction, recreation etc. In high density living,

open space and community infrastructure has a significant role in quality of life and attractiveness of the Area to residents and workers alike.

Open Space

The urban renewal process provides a valuable opportunity to provide a new high quality regional open space asset for all Melbournians, linking the Hoddle Grid to Port Phillip Bay. Further, the West Gate Park has significant potential as part of a broader public open space network. Current plans for the quantum of open space in the Area are inadequate by comparison to other parts of Melbourne and by international standards, and completely inadequate in the context of current development trends.

Minimum land areas (or similar measure) are required for public open space, although their delivery can be highly flexible and different approaches will be needed for community sport. While the detail of public open space provision will be determined by neighbourhood planning, the general layout of open space and the connection to and between it must be determined very early in the development process. Some opportunities have already been compromised by permit approvals.

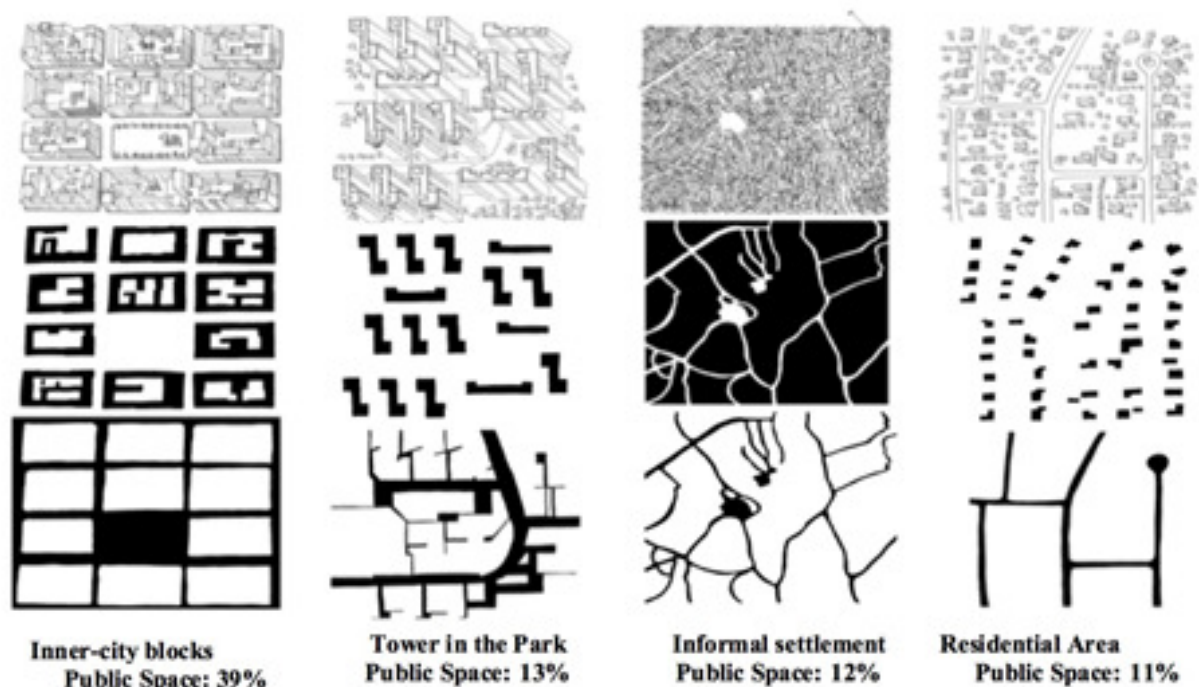


Figure 12: different open space contributions, compared with different residential density models.

Source: UN Sustainable Development Goal on Cities (11.7)

Community Infrastructure

The 2013 Draft Vision sought for Fishermans Bend to be ‘a great place for families’, but inadequate consideration and planning has been given to catalyst community infrastructure to attract this market segment. Good community infrastructure builds social capital and can

act as a catalyst for development and demographic diversity. Child care, playgrounds and schools are obviously important in the attraction of families. Current development trends indicate very high proportions of small apartments which are likely to continue unless more family friendly community facilities are provided upfront.

Funding and delivery of community infrastructure and the public realm

In relation to community infrastructure and the public realm, it is clear that in the high density urban renewal context and with fragmented patterns of private ownership of land new models for delivery will be required, beyond delivery of works-in-kind by individual developers of items identified in the draft Development Contributions Plan. The greenfields model of infrastructure provision generally relies on one owner undertaking the necessary works in accordance with a structure plan. This will not work in Fishermans Bend with multiple private owners developing often quite small sites one by one in accordance with their own timelines. As noted above, this approach cannot guarantee the delivery of the roads, let alone the required connected open space, public realm and community infrastructure. Community infrastructure, small scale open space and public realm issues will need to be addressed by neighbourhood planning to determine what needs to be delivered and the financial plan for the Area, the new governance arrangements to determine how what is planned will be delivered.

Activation

In the meantime, the way people feel about an area depends on what is done in the Area. At the moment Fishermans Bend is an industrial area and a development site with some newer residential areas on the river developed as part of Docklands and two important sporting facilities.

Early activation such as innovative events, investment in artistic activities or encouraging pop up endeavours can change people's thinking about an area and build liveability and social and economic value.

Recommendations

- **Public Acquisition of land for Open Space** - Whatever the vision for the Area, it will need additional open space that is connected as part of an open space network. Action should be taken immediately to assess whether the nominated sites are consistent with the planning and current development patterns in the Area and future population needs, and if so to proceed with their acquisition as the first call on available resources. This work would need to include the impact of contamination issues and the importance of green space in managing storm water in the Area.
- **Catalyst projects** - Independent housing market research should be commissioned to understand role of community infrastructure in attracting key housing market segments and following this market research, and depending on the findings,

consideration should be given to the provision of catalytic infrastructure to drive development outcomes.

- **Early Activation** - There should be a program of early activation to engage the population of Melbourne and local residents, landowners and workers in the planning and to guide the evolution of the cultural identity of the Area.

4.8 Utilities and public realm Infrastructure

Utilities infrastructure includes consideration of stormwater drainage and flooding, water supply, sewerage, integrated water management, electricity, gas supply, energy initiatives, waste management, pipelines and telecommunications.

Planning for utilities infrastructure in Fishermans Bend was initially undertaken by Places Victoria and led to the development of a plan providing a 'best practice sustainable approach to infrastructure provision' This Plan is described as an 'Integrated Servicing Strategy' and involved proposals for progressive upgrading of existing infrastructure, development scale initiatives and precinct wide mandates.

The benefits of the 'Integrated Servicing Strategy' are outlined in a 2013 Report commissioned by Places Victoria. These benefits include the reduction in carbon emissions, the reduction in potable water use, more effective drainage and flood mitigation, cleaner and healthier waterways, waste diversion, the economic benefits of high performing buildings and improved liveability through greener spaces. There are also clearly costs involved.

The 2014 Strategic Framework Plan did not provide for the implementation of the 'Integrated Servicing Strategy' although it did provide for precinct wide mandates in relation to the reduction of potable water use and stormwater runoff – both areas of particular challenge in Fishermans Bend. Significant additional work on an integrated water management strategy has occurred in the last 12 months. However, no implementation delivery strategy has yet been agreed to give effect to this work beyond development permit conditions, and there are no details of potential thresholds to trigger the necessary infrastructure investment.

Further, there has still been no decision as to whether the stakeholders, including the Government, wish to pursue an integrated servicing strategy for utilities infrastructure. Even if an integrated strategy is not supported, a coordinated strategy on utility infrastructure investment, roll out, trenching and issues such as undergrounding power lines is essential. Also critical is the identification of methodologies and funding sources to deal with the high voltage power lines and high pressure gas pipeline which run across the Area.

Recommendations

- **Sustainable infrastructure and Integrated Utilities Development strategy** - An update of the work on the 'Integrated Servicing Strategy' in the current context is required, including additional work on the financial and economic viability of the Strategy and consultation with Government, the utilities and developers, with a view to establishing potential interest in pursuing the Strategy further.

4.9 Affordable and Diverse Housing

A fundamental principle of 21st century urban renewal is that housing diversity is essential to creating vibrant communities and that housing diversity will not be developed without intervention. This intervention can take the form of mandates (as in inclusionary zoning), incentives for affordable housing (as for example, in density bonuses) direct subsidy (as in purchase of housing stock or the subsidy of aged care) or 'nudging' (through the advance provision of social infrastructure). It is notable that the Sydney development at Barangaroo includes provision for 'key worker housing' as do all large developments in London.

To date, there has been no provision for affordable and diverse housing options included in Fishermans Bend planning.

Recommendations

- **Affordable and Diverse Housing** - Further consideration needs to be given to options for ensuring that Fishermans Bend will include housing diversity and perpetually affordable housing.

4.10 Employment Precinct (West of Lorimer, north of Westgate Freeway)

The Employment Precinct in Fishermans Bend is the Area north of the Westgate Freeway, west of the Bolte Bridge and south of the Yarra. It comprises approximately 205 hectares of flat, low lying land with wide streets and significant greenery. The Area has traditionally been an industrial zone, with advanced manufacturing playing a major role. The Area is also home to uses relating to the Port of Melbourne dry bulk shipping area on the South Bank of the river and in particular concrete batching.

The end of motor vehicle manufacture in Australia will have a significant impact on the Area and the major General Motors land holding is currently on the market. Updated research is required to provide baseline data about existing employment throughout Fishermans Bend to inform the planning for the Employment Precinct and the other precinct plans.

In April 2015 it was announced that planning for the Employment Precinct would proceed in association with Fishermans Bend planning, although the land was not rezoned nor included in the Area of State Significance pending the overall planning for the Area. Given the recent inclusion of this land in the Area, the background due diligence work previously commissioned by Places Victoria did not include the Employment Precinct.

The Government's intention for the Employment Precinct is that the land will continue to be used for employment purposes. Consideration of employment outcomes based on alternative scenarios is needed to assess the potential and scale of the Employment Precinct and provide economic, employment and place making vision and planning direction including marketing and incentive strategies to encourage market driven job creation. This may include transformation of this precinct to higher density jobs and hence a prevailing campus character over time similar perhaps to employment areas within parts of the Docklands precinct and Arden Macaulay where similar 21st century jobs are envisaged.

The potential for changed use of the employment precinct will require consideration of a different transport plan and priorities from that originally envisaged. Careful consideration must also be given to the future mix of uses.

In the short to medium term, the precinct is expected to continue to serve an important support role for the CBD, with facilities such as the concrete batching plants providing service to inner city construction industry. A broad scale strategy will be required to support this important city-shaping precinct and early action will be necessary to properly respond to anticipated significant change in ownership and land use on key landholdings in the early years.

The proximity to the CBD, accessibility, and range of other strategic advantages the Employment Precinct offers potential to become a nationally significant employment cluster. Planning for this land is a nationally important opportunity which should involve the Commonwealth Government.

Job growth is concentrated close to city centres...

Geographic distribution of employment growth,
Sydney, Melbourne, Brisbane, Perth and Adelaide combined, 2006-11

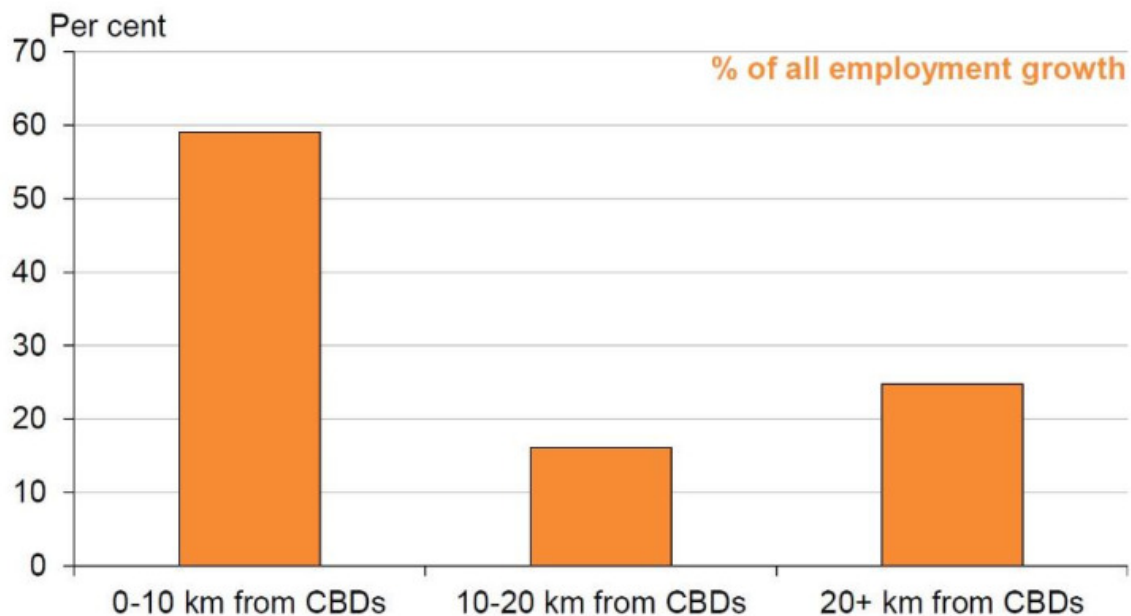


Figure 13: Job Growth relative to location from CBD. Source: Grattan Institute.

In addition to the overall vision and key transport priorities for the whole Fishermans Bend Area, other key considerations that must be addressed in strategic planning for the Employment Precinct include:

- **Port of Melbourne operations** - Noting that the entire waterfront of the Employment Precinct is owned by the Port of Melbourne.
- **Waterfront** - The inclusion of the Employment Precinct and associated waterfront presents opportunities for open space and recreation, and to consider use of water based transport as part of any overall transport solution, however this must be considered in the context of a working port as mentioned above.
- **Open Space** - Once the long term vision for the Area is determined, further work will be required to plan and implement open space provisions and key destinations within the Employment Precinct.
- **Buffers** - Much of the Employment Precinct is affected by buffer separation distances for Major Hazard Facilities west and northwest across the river in Yarraville, or for buffers of existing industries located within the Employment Precinct. Further consultation with these industries is also required to understand in detail the implications of the nature of their operations. Detailed examination of the buffer issues in the Employment precinct is needed. This will include consideration of current and future employment in the Area.

- **Federal Government owned land** - The Department of Science and Technology Organisation (DSTO) site is a large key site within the Precinct. The Commonwealth Government should be engaged as a matter of priority regarding the long-term future for that site and potential partnerships or leveraging that could occur.
- **Other major landholdings** - Further work is also required to engage directly with major landowners/businesses (for example Holden, Boeing, Kraft) in the precinct to understand their respective company's plans for future employment and land use. This should also include consideration of opportunities for future master-planning of large sites for infrastructure delivery, and transition planning to ensure existing employment uses are protected as renewal and redevelopment occur.

Recommendations

- **Commence and complete due diligence work in the Employment Precinct** - The whole gamut of due diligence research should be commenced on existing conditions in relation to the 'employment land' north of the Westgate.
- **Dry bulk Port facilities** - Given the imminent process for the lease of the Port, a decision will need to be taken urgently about the future and scale of the dry bulk port facilities (cement, fertilizer etc) on south side of the Yarra River and immediately to the north of the employment land in Fishermans Bend.
- **Strategy for twenty first century jobs** - Consideration of employment outcomes based on alternative scenarios is needed to assess the potential and scale of Fishermans Bend and provide economic, employment and place making vision and planning direction including marketing and incentive strategies to encourage the creation of twenty first century jobs.
- **Consult with stakeholders on 'issues and opportunities'** - Specific targeted consultation with stakeholders on the issues and opportunities of the Employment Precinct should proceed in concert with the work of redefining the Vision for Fishermans Bend. This should include involvement of the Commonwealth Government and major landowners/business operators. Any plans will need to protect ongoing industrial/employment uses and essential Port of Melbourne operations.

5 Detailed Neighbourhood precinct planning and the Infrastructure Plan for Fishermans Bend

Neighbourhood Precinct Plans

The Government has identified the need for detailed planning to occur to develop distinctive Neighbourhood Precinct Plans for the four neighbourhoods of Lorimer, Montague, Sandridge and Wirraway, as well as the Employment Precinct Plan, and an overarching Infrastructure Plan.

This 'Local Precinct approach' to planning at a neighbourhood level is supported as this approach provides opportunity:

- To plan at a level of detail, understanding constraints of individual sites and the distinctive character elements of each neighbourhood.
- To understand and plan for contamination and geotechnical issues in terms of suitability for scale and type of development.
- Precinct based planning for car parking and transport demand management, including detailed bicycle and walking networks.
- To test built form outcomes and development capacity through 3d modelling, and plan for community facilities, open space, transport and great urban design and public realm outcomes.
- To identify large or groups of sites where 'master-planning approach' can be used to achieve infrastructure or built form outcomes.
- To engage with community, local business and landowners, and the development industry in a more meaningful way.

However, as outlined earlier in this report, the Fishermans Bend Advisory Committee has identified a number of priority issues and the need for immediate action relating to:

- Defining the rationale and vision for Fishermans Bend in the context of changes to the economic and policy settings, and wider capital city planning.
- Governance and financing arrangements, including the need for high-level, whole-of-State-government commitment to the project, with Federal and Local government input.
- Transport priorities including key decisions and commitments around future tram or heavy rail, port related freight traffic, and early provision walking and cycling infrastructure.

This work is a fundamental and critical to all future planning for Fishermans Bend.

Accordingly, the detailed Precinct Planning should not proceed until clarity is provided around the vision and transport priorities for the whole of the precinct except in relation to the Montague precinct where light rail infrastructure exists.

Once the vision and transport priorities are identified, there is an urgent need to refresh and update the Strategic Framework Plan to include these outcomes to provide overarching

guidance for the Neighbourhood Plans. Integration of the Employment Precinct into the Strategic Framework Plan, including updated transport plan, as well as street network and open space plans will also need to occur.

Key considerations for detailed neighbourhood planning

A Neighbourhood Precinct Plan Fact Sheet is included in Appendix C to the Metropolitan Planning Authority Taskforce Action Plan which includes a high level description of the content and issues to be included in the plans. (A copy of this Fact Sheet is provided at Appendix 8.1 to this report). Key considerations that must be addressed in detailed planning for each of the neighbourhoods are outlined at Appendix 8.2 Key considerations for precinct planning for the Employment Precinct are outlined in the previous section of this report.

Infrastructure Plan

The Infrastructure Plan cannot be commenced until clarity is provided around the vision and transport priorities for the whole of the precinct. It will need to consider infrastructure networks that cover all of the expanded Fishermans Bend Urban Renewal Area, including the Employment Precinct, as well as sequencing and staging of development roll-out. The Infrastructure Plan is proposed to include four components:

- Transport Infrastructure
- Community Infrastructure (including open space)
- Environment and Water Sensitive Urban Design
- Development Contributions

The Advisory Committee suggests a two-phase approach to preparing the Infrastructure Plan:

- A high level Infrastructure Plan prepared to accompany the recast Strategic Framework Plan, with indicative costings on key transport infrastructure.
- Detailed Infrastructure Plan/s with detailed costing and funding strategies identified for all infrastructure (community and physical), developed in conjunction with the detailed Precinct Plans.

Key issues to be addressed in relation to each of the four components is outlined further below. This expands upon the scope of the relevant action provided in the Taskforce Action Plan

Transport Infrastructure

- An early decision on the timing and route of a tram is critical, including consideration of the Plummer Street tram route and a tram/bus link to the Employment Precinct as well as consideration of any long term proposal for a Metro route through the Area, and consideration of capacity constraints of the trams in the Montague precinct.

- Best practice walking and dedicated cycling opportunities must be built into the earliest planning for the precinct to lead a new model for urban development, and achieve a major shift in travel behaviour patterns. Securing dedicated walking and cycling route/s to the Hoddle Grid is an early priority.
- A road network capacity analysis, including the capacity to manage private vehicles and freight traffic through and around the Area, should be commissioned immediately.
- Planning for phased introduction of new transport is required.
- Precinct based parking arrangements should be developed.
- Demand management strategies should be developed.
- The inclusion of the Employment Precinct and associated waterfront presents opportunities to consider use of water based transport as part of any overall transport solution.

Community Infrastructure (including Open Space):

- Identify types and timing for catalyst community infrastructure to support creation of a 'family friendly' community.
- Look for opportunities for vertical integration of community hub sites with other uses (including private, institutional or not-for-profit sectors) at upper levels.
- Consider options for affordable housing to be included as part of broader community infrastructure, and various associated government or institutional funding streams.
- The high level open space network and connections in the Strategic Framework Plan to be further refined through detailed planning at the precinct level.
- Should focus on the quality of design of the open spaces, not just quantitative measures, including the contribution of the open space to place making and identity creation.
- Include early consideration of potential land contamination impacts on future suitability of sites nominated for open space.

Sustainable Infrastructure (Environment and Water Sensitive Urban Design)

- Seek to showcase best practice urban renewal and respond to broader climate change, waste management, renewable energy and sustainable development strategies.
- Working with utilities providers to reduce barriers to delivery and highlight opportunities for a more sustainable and innovative outcomes over time.
- Water Sensitive Urban Design infrastructure should be considered on a precinct, neighbourhood and site by site basis.
- Specific attention should be given to future governance frameworks for implementing the sustainable infrastructure strategy findings.

Development Contributions

- The Development Contributions Plan must not be the only funding stream. It must be considered one part of a comprehensive financial plan which considers all potential sources of funding such as levies, rates, special charge schemes and debt funding.
- Future infrastructure needs will need to be informed by the overall vision for Fishermans Bend, and understanding of future preferred densities and community infrastructure requirements developed through detailed precinct planning.
- Development projections should be tested against current trends in permit approvals and broader real estate market trends and forecasts.
- Cost apportionment should include consideration of likely levels of external demand from existing urban areas in surrounding locations including Docklands, Southbank, Port Melbourne and South Melbourne.
- Provision for works-in-kind delivery should include incentives for early, upfront delivery. This also needs to be complemented by other strategies and incentives such as density bonuses or partnerships to encourage private sector delivery of catalyst community infrastructure and 'city-shaping' projects, and models that do not rely on government acquisition of land to deliver community facilities.

Timeline and process

The Metropolitan Planning Authority Taskforce Action Plan suggests that each detailed Precinct Plan will be developed in parallel with the Strategic Framework Plan, with strategy and detail being mutually reinforcing. However, the Advisory Committee recommends early consultation with stakeholders on the Strategic Framework Plan, ahead of work on the detailed Precinct Plans. The Advisory Committee is conscious that to date there has not been any consultation on the Strategic Framework Plan, and sees value in this occurring to assist in identifying and resolving issues in detail via the Precinct Plans.

The Process Timeline currently envisages completion of planning work by mid-late 2016. Given the extent of work required, a more realistic timeframe for completion of planning work is by early 2017.

Recommendations

- **Strategic Framework Plan Consultation** - Once the vision and transport priorities are identified, there is an urgent need to refresh and update the Strategic Framework Plan to include these outcomes to provide overarching guidance for the Neighbourhood Plans. There should be early consultation with stakeholders on the recast of the Strategic Framework Plan, ahead of work on the detailed Precinct Plans.

- **Employment functions** - Pending direction about the overall vision for Fishermans Bend, the employment role for all neighbourhoods, not just the Employment Precinct, needs to be defined.
- **Detailed Neighbourhood Precinct Planning Work** - The detailed Precinct Planning work for Sandridge, Lorimer, Wirraway and the Employment Precinct should not proceed until clarity is provided around the vision and key transport priorities for the whole of the Fishermans Bend Area. However, preliminary work on the detailed neighbourhood planning should proceed for the Montague Precinct where light rail infrastructure is in place, although it will not be possible to finalise this work until it is determined as part of the visioning what employment role this precinct should serve. All detailed planning work should have regard to the 'key considerations' for each 'Issue' addressed in the plans, as outlined by the Advisory Committee in Appendix 8.2.
- **Infrastructure Plan** - A two-phase approach to preparing the Infrastructure Plan should be adopted:
 - A high level Infrastructure Plan prepared to accompany the recast Strategic Framework Plan, with indicative costings on key transport infrastructure.
 - Detailed Infrastructure Plan/s with detailed costing and funding strategies identified for all infrastructure (community and physical), developed in conjunction with the detailed Precinct Plans.
- **Timeframe for completion of planning work** - Given the extent of work required, a more realistic timeframe for completion of planning work is by early 2017.

6 Communications and Engagement

Fishermans Bend is a project of state and national significance; therefore the engagement strategy should be inspiring, innovative and far-reaching to respond to this unique opportunity. To date there has been limited engagement with wider Melbourne around the opportunities and potential of Fisherman Bend. This is in marked contrast to the approach taken by the NSW Government in relation to Australia's other large urban renewal project – the Bays redevelopment

On the other hand, considerable community engagement work was undertaken in the development of the 2013 Draft Vision for the project site. This Vision had some critics, but had cautious support from local stakeholders and residents. Future community and stakeholder engagement needs to build on this work and goodwill.

Subsequent to the engagement on the Draft Vision, there has been no community engagement process in the further development of planning for the Area. This has undermined the confidence of stakeholders, local residents and workers particularly in the context of the scale of development approvals. Future engagement activities should aim to provide a greater level of information regarding planning processes and trade-offs required for such a complex project so that participants can make truly informed choices.

As an urban renewal area, the future residential and worker community of Fishermans Bend is yet to evolve. As such traditional engagement methods will not be effective in harnessing the diversity of inputs and confidence required to support the planning and development process. The scope and scale of this project means that it should be viewed as a process of managing urban change and building community understanding of and confidence in that process of change.

The draft **Communications and Engagement Plan (September 2015)** sets out a four phase engagement process with the objective of gathering feedback and input to inform the design of the Neighbourhood Precinct Plans. Following a traditional engagement methodology, the scope of the consultation is limited to the neighbourhoods. Community confidence will need to be carefully managed given there has been no interim engagement on the Strategic Framework Plan. More could be done to utilise this forthcoming opportunity to engage and inspire wider Melbourne about the potential of the Area as well as incorporate strategies for engaging with emerging future communities. Community engagement of Fishermans Bend should not be viewed in the same way as regular community engagement processes and there is a need to recast the positioning and success criteria, in line with the significance of the project.

A principles based approach is proposed, which assesses all proposed stakeholder and community engagement against agreed principles.

The principles proposed are:

- Engaging and inspiring wider Melbourne about the potential of the Area.
- Acknowledging, and building on, the existing level of support for the Fishermans Bend Draft Vision (2013).
- Working collaboratively with the diversity of views and interests by actively engaging with the range of stakeholders who are impacted by and should inform the planning process (eg Developers, business owners, local residents, employers, potential future residents, young people, and community interest groups).
- Respecting the knowledge and aspirations of existing community members (local residents, people working and playing locally and local landowners) and community interests.
- Acknowledging the voice of future communities of Fishermans Bend and their role in shaping the place they will live and work.
- Enunciating clear policy positions on the fundamentals of the project (eg. Transport, sustainability, liveability, density and population growth).
- Facilitating well-informed dialogue and decisions from a strong evidence base.
- Building understanding of and confidence in the project outcomes through accurate and timely information, transparent decision-making and mechanisms for implementation.
- Including a strategy for long-term engagement, that is responsive to change over time as the place/precincts and community evolve.

In order to meet these principles, the Metropolitan Planning Authority's draft Communications and Engagement plan (September 2015) will need to be modified to

- Engage and inspire Melbourne by expanding the scope of Phase 1 to reach a wider metropolitan audience, and incorporate greater focus on informing about 21st Century city-making, future urban trends and change management, in order to inspire interest and informed choice about the project.
- Ensure that early consultation during phase 1 provides sufficient opportunity for further engagement and/or to close the loop on changes between the Draft Vision and the Strategic Framework Plan, and opportunities with local residents, before proceeding to further phases.
- Ensure that given the broad support for the draft Vision principles, these principles should provide a framework to inform the development of the neighbourhoods, and guide a conversation on urban futures.
- Provide a clearer description of 'the community' taking into account the small current residential population and acknowledging of the interests of the current business and employee population – their aspirations and expectations, and differentiating this from future residents and workers.

- Provide greater opportunity for engagement opportunities with developers and the private sector, and also cross-sectoral dialogue between local residents, key stakeholders and the private sector.
- Ensure engagement with future residents by undertaking further work to identify potential characteristics of the future community (residents, businesses and employees), and how their needs and aspirations will be brought into the process. This should include robust research into future housing and employment markets. The notion of latent housing markets and changing patterns of employment is critical to this understanding.
- Provide clear policy platforms by articulating the relevant government policy platforms and positions to provide parameters for the conversations and choices inherent in the planning process (particularly densities, open space, transport, and liveability).
- Define an approach to long-term engagement by developing a more iterative process that responds to emergent issues and the evolving communities over time. This will involve building in opportunities for existing groups, residents and businesses to play a role in building the new community and sense of place. This could occur through early activation and placemaking activities.

Recommendations

- **Principles for community engagement success** - Endorse the principles for Stakeholder and Community Engagement in Fishermans Bend outlined in the Report as the basis for further work.
- **Communications and Engagement Plan** - Recast the draft Communications and Engagement Plan (September 2015) as outlined in this Report in order to achieve the principles for success.
- **Review of community engagement lessons learned** - Review and respond to the broad community concerns around the shortcomings of planning processes that have led to the recasting of Fishermans Bend. Demonstrate process improvements that will not repeat the mistakes of the past and rebuild confidence. At the same time, review community engagement in comparable urban renewal projects to inform further engagement success metrics for Fishermans Bend.
- **Review relevance of the community engagement measurement framework** - The international standard, IAP2 should not be the only measure of success for community engagement in relation to this project given its context and scope. Consideration should be given developing alternative, complementary success measures.

7 Further research or planning work

From the review of background material and process to date, and in addition to the analysis of key issues and recommendations, the Advisory Committee has identified the need for a range of key pieces of further work or research to be undertaken. This work will be important in informing the detailed Neighbourhood Plans, Employment Precinct Plan, and Infrastructure Plan. This further work includes:

Vision for Fishermans Bend

The Advisory Committee has recommended that priority action be taken to refresh and redefine the Vision:

‘Using the 2013 draft vision for Fishermans Bend as a baseline, articulate and define the economic, social and environmental vision for the Area in the context of wider capital city planning and the changes in the economic and policy settings which have impacted on Fishermans Bend since the original rezoning.’

This work should:

- Define the overarching strategic position and role for Fishermans Bend.
- Test a number of macro scenarios that consider various options for the ultimate population, density, mix and servicing requirements.
- Understand future preferred residential densities to assist in planning for community facilities, open space, and housing diversity.
- Consider employment outcomes based on alternative scenarios.
- Be informed and guided by key decisions on public transport priorities.

In addition:

- Once this is completed, together with key decisions on transport priorities, there is an urgent need to update the Strategic Framework Plan to provide overarching guidance for other planning work and the assessment of permit applications.
- There is also a need to close the loop on engagement on the Draft Vision, with feedback on what has been heard, and what has been done to inform ongoing planning for the Area.

This work need not involve a long deliberative process and should proceed from the conceptual baseline of the 2013 Draft Vision which was cautiously supported by most of the direct stakeholders. It is intended that the new visioning would predominantly involve high level whole of Victorian Government decisions about priority setting in the context of the need to maintain investor confidence, and ensure future liveability and amenity of the Area.

At the same time, community engagement must occur on the redefined vision, and should be informed by the principles for community engagement outlined in section 6 of this Report.

This work will be fundamental and critical to all future detailed Precinct Planning for the four neighbourhoods and the Employment Precinct, and preparation of all components of the Infrastructure Plan.

It will also inform the 'capacity modelling' work to be undertaken by the Metropolitan Planning Authority Taskforce to understand future capacity and development yield, and 3D modelling to demonstrate built form outcomes and controls.

Infrastructure Funding and Delivery

The Advisory Committee has identified that priority action is required in relation to preparation of a Financial Plan, stating:

'There is an urgent need for a short, medium and long term financial plan for the development of Fishermans Bend, which considers all potential sources of funding including open space contributions, development contributions, special rates/levies to capture a proportion of the land value uplift provided by the 2012 rezoning local and State government revenue and debt financing and possible Commonwealth government funding. This also needs to include innovative ways to facilitate and incentivise private sector delivery of infrastructure, which go beyond works-in-kind delivery.'

In addition, further work is also required to:

- Investigate use of transparent density bonuses to leverage development outcomes for a community benefit.
- Give consideration to value uplift capture mechanisms from land value uplift created by public investment in rail infrastructure, applied along transport spines or around transport nodes.
- Look at innovative ways to deliver community infrastructure involving different service forms and partnerships with the private sector, and facilitating vertical integration of community infrastructure into development.
- Initiate discussions with Councils in order to facilitate the acceptance of works-in-kind private sector provision of community infrastructure within developments once the needs of the future population are understood.
- Identify key catalyst community and development infrastructure to drive development outcomes.

Transport Planning

The Advisory Committee has identified that priority action is required in relation to key decisions on public transport:

Whatever the future vision for the Area, it will need additional rail transport. An early in principle decision on the timing and route/s of the tram network, and any future Metro line through the Area is critical and must precede further decisions about possible development yield and density outcomes and fine grain neighbourhood planning. This must also consider potential options for public transport in relation to the Employment Precinct and any capacity issues on existing tram routes.

Following these early decisions, the Transport Planning Work outlined in the Taskforce Action Plan should be completed as a matter of urgency. In particular:

- **Transport Capacity Modelling** - This should be commissioned immediately; assessing utilised and spare capacity, and should include specific assessment of capacity to manage freight and Port traffic through the Area.
- **Integrated Transport Strategy** - Following key decisions on public transport priorities, the integrated transport strategy will need to be completed as a key reference document to inform the updated Strategic Framework Plan, and future detailed Precinct and Infrastructure Plans. This should include:
 - Identification of preferred tram route/s and linkages to CBD.
 - Options for long term future proofing for Metro rail.
 - Additional services for the 109 and 96 tram routes.
 - Planning for long term freight movements ensuring protection of the Port of Melbourne and local industry and businesses.
 - Demand management strategies.
 - Dedicated walking and cycling routes and infrastructure.
 - Water based transport options (having regard to operational requirements of the working Port).

Housing Research

The apartment market in Melbourne has been transformed in the last 10 years. In addition, there is a disconnect between the vision for Fishermans Bend as a 'great place for families' and the current demographic assumptions informing the planning process and the development applications and approvals.

Further apartment and housing research work is required to:

- Understand current, emerging and latent housing markets so that pro-active planning for different market segments achieved.
- Understand the nature of potential future housing markets in relation to the Area and the values and aspirations of those market segments.
- Understand role of community infrastructure in attracting key housing market segments.
- Consider options for delivering affordable housing and supporting housing diversity.

This work should be used to assist in identifying key catalyst community and development infrastructure to drive development outcomes, or other government interventions and planning mechanisms to achieve demographic and housing diversity. It could also assist in identifying opportunities to upgrade or enhance existing community infrastructure in areas adjacent to Fishermans Bend to support families or other target market segments

Employment Study

Following the early work to define the vision and role for Fishermans Bend, a detailed Employment Study should be commissioned to understand the future employment role of the whole area, and the precincts within. This work should:

- Assess existing employment across the whole of FBURA, including the Employment Precinct.
- Consider future employment scenarios to deliver on the economic vision for FBURA.
- Identify key enablers, including infrastructure and incentives, or other regulatory measures, to support the desired employment outcomes and sectors.

This work will be important in identifying the employment role for each of the neighbourhood precincts, as well as the Employment Precinct, and strategies for achieving this at the local level. It will complement or form part of the Economic Development Strategy work identified in the Metropolitan Planning Authority Taskforce Action Plan.

Development Feasibility Testing

For approved permits, further work is required to determine:

- The commercial viability of these permits against land values, geotechnical and contamination conditions, and approved yields and therefore the likelihood of being built.
- Which permit holders have commenced presale marketing or have the capacity to develop the approved permit.
- The likely timing and pattern of roll-out of development to assist in planning infrastructure delivery.
- The potential cumulative impact on surrounding streetscapes, pedestrian amenity and traffic operation.
- The alignment of existing permits with the interim controls and subsequent controls.

In addition, this should also:

- Test the interrelationship between development feasibility, interim height limits, and any proposed additional interim controls (podium heights, setbacks and/or design outcomes) should be undertaken.
- Consider cost implications of geotechnical conditions and contamination on development construction methods.

This work will be important in informing detailed precinct planning to understand the impacts of already approved development and the constraints or opportunities presented by these for the precinct.

Heritage Interpretation Plan

A Heritage Interpretation Plan should be commissioned for the entire Fishermans Bend area, including the Employment Precinct, as a valuable input into defining the characteristics of distinct neighbourhoods, and assist in creating places with 'soul'. This study should:

- Articulate the historic narrative of Fishermans Bend.
- Identify innovative approaches to the incorporating and interpreting the Area's indigenous history as part of the ongoing development process.
- Identify innovative approaches to the incorporating and interpreting the Area's industrial heritage as part of the ongoing development process.
- Consider ways recognise the 'intangible values of the former natural landscape'.
- Provide research and options for using place naming as a way of preserving the heritage of the Area.

8 Appendices

8.1 Neighbourhood Precinct Plan Fact Sheet

Neighbourhood Precinct Plans - Fact Sheet

What is a Neighbourhood Precinct Plan?

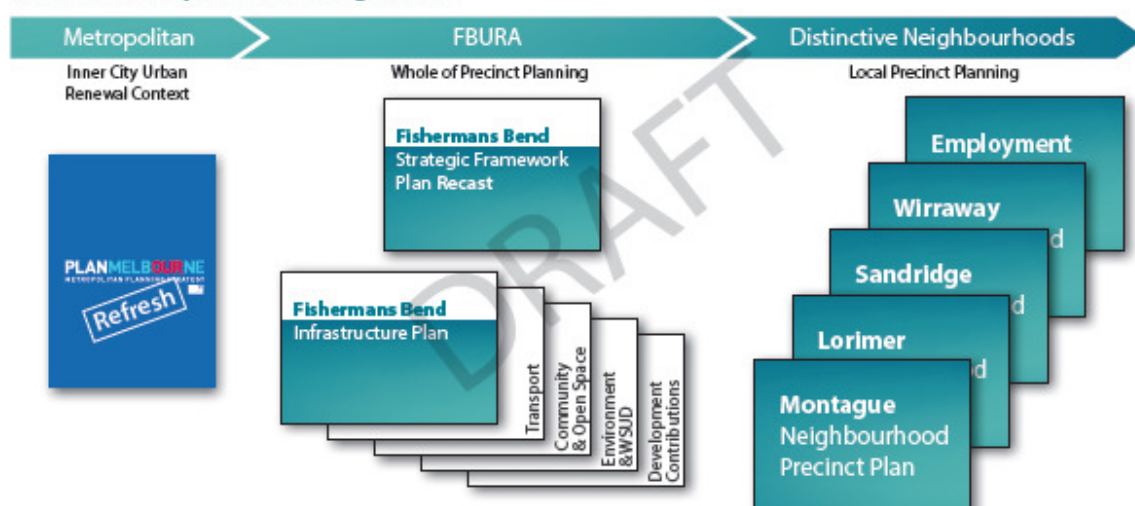
The Neighbourhood Precinct Plans will set out a vision, detailed plans and delivery pathways for contemporary and characterful local spaces for emerging communities in the Fishermans Bend Urban Renewal Area (FBURA).

The following elements will support the development of distinctive neighbourhoods and will be included in the Neighbourhood Precinct Plans:

- Appreciation and discussion of the distinctive elements of the neighbourhood
- A place-specific vision and set of principles to guide future development
- Convenient, comfortable and connected public and active transport
- A range of living, business and recreation spaces
- Viable neighbourhood centres with a genuine mix of uses
- High quality and diverse public spaces
- Characterful and comfortable streets
- Community facilities: medical centres, schools, childcare, meeting hubs, and sports and recreation

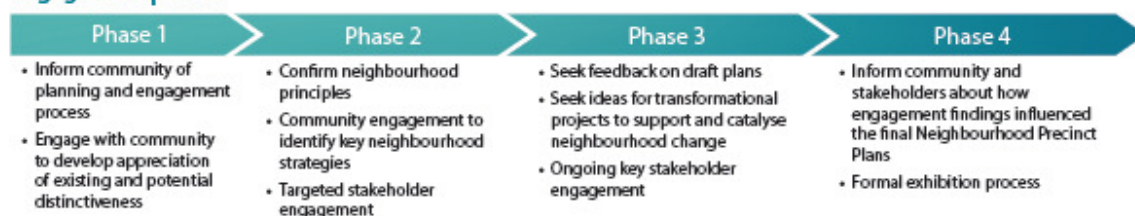
A Community Engagement Plan will facilitate broad community participation at key stages of the development of these plans to ensure that community ideas and knowledge are captured and addressed.

How will the plans be integrated?

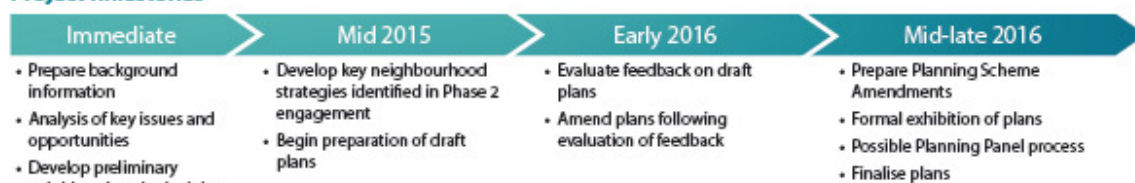


How will the plans be developed?




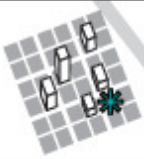



Engagement phases



Project milestones



What issues will be addressed in the Neighbourhood Precinct Plans?

Neighbourhood Precinct Plan		A Neighbourhood Precinct Plan (NPP) will be prepared for each precinct: Montague, Lorimer, Sandridge, Wirraway and the Employment Precinct.
Neighbourhood Vision	Neighbourhood Principles	Provides a vision and set of principles that will drive the development of the distinctive neighbourhood.
Activities & Land Use		Outlines community infrastructure responses and identifies a range of mixed-use neighbourhood hearts.
Movement and Access		Provides strategies to encourage active transport (walking / cycling), public transport connections, parking and vehicle movements.
Public Realm		Provides an integrated strategy for public realm. Describes the qualities and purpose of streets and public spaces.
Urban Structure & Built Form		Provides a walkable and robust urban fabric. Defines appropriate controls to guide development. Identifies key landmark sites, views and vistas. Provide built form guidelines in specific areas.
Sustainable Infrastructure		Provides strategies for green infrastructure, water sensitive urban design and renewable energy.
Key Interventions		Outlines a spectrum of key projects that will support the development of the distinctive neighbourhood. These projects may range from temporary to permanent, quick wins to long-term, small to large.
Implementation & Stewardship		Provides an implementation plan that outlines key actions, phasing, financing, responsibilities and ongoing place management.

8.2 Key considerations for detailed neighbourhood precinct planning

Key considerations that must be addressed in detailed planning for each of the neighbourhoods are outlined below. Key considerations for precinct planning for the Employment Precinct are outlined section 4.10 of this report.

Neighbourhood vision and principles to drive the development of the distinctive neighbourhood:

- Give local expression to the principles embedded in the broader vision for Fishermans Bend, including defining the employment role for each of the precincts, as well as the residential character and different built form models for achieving preferred densities.
- The Employment Strategy will be an important input into this, including infrastructure or other incentives to attract the desired employment outcomes and sectors.
- The Heritage Interpretation Plan will also be important in defining the unique characteristics of each precinct.

Activities and land use - This will identify community infrastructure needs and a range of mixed-use neighbourhood hearts.

- Neighbourhood 'hearts' will include a mix of retail and community uses and public spaces that together create 'a place with soul'.
- Identify opportunities for catalytic community infrastructure and community hubs that can serve a strong place-making role, become key destinations within the precinct and help shape and define the identity of each precinct.
- Direct highest intensity land use and key destinations to locations with best public transport and cycle network infrastructure.
- Consider opportunities for vertical integration of community uses at ground level and other uses in building.
- The recommended further work on Housing and Apartment Market Research work will be important so that pro-active planning for different residential market segments achieved.

Movement and Access - This will provide strategies for active transport (walking/cycling), public transport connections, parking and vehicle movements:

- Walking and cycling must be priority modes and must include detailed planning for early, upfront provision of dedicated cycling (and walking) infrastructure.
- Detailed planning must implement key decisions on public transport priorities – including:
 - Identifying tram routes alignment/s and required reservations.
 - Reservations or investigation areas to future proof provision of metro rail.
 - Provision for road widening to accommodate smart bus routes.

- Public transport connections to and within the Employment Precinct.
- Identify and implement precinct based parking arrangements, including parking demand strategies and identification of potential sites for precinct car-parking stations that could be supported by a parking cash-in-lieu scheme.
- Implement recommendations from the transport capacity analysis for road capacity upgrades and improvements.
- Consider opportunities for water based transport, having regard to requirements of the working Port.
- Apply an integrated transport and land use approach to managing amenity impacts of future freight and port traffic movements along designated truck routes.
- The detailed Transport Capacity Study and Integrated Transport Strategy, as outlined in the Taskforce Action Plan, will be essential reference documents.

Public Realm - provides an integrated strategy for public realm, describes the qualities and purpose of streets and public spaces:

- Identify distinctive open space character and qualities appropriate to each Neighbourhood. For example open space focus for each precinct may be:
 - Montague - 'urban public spaces', use streets, footpaths, pocket parks and linkages.
 - Wirraway - opportunities associated with J.L. Murphy reserve, and adjacent to Melbourne Grammar School sports fields for passive and active recreation.
 - Sandridge - expansion and shared public use of Port Melbourne Cricket Ground, when not used for elite sporting activity.
 - Lorimer - upgrades and connections to Point Park, network of open space linkages.
 - Employment Precinct - Waterfront opportunities, and regional open space at Westgate Park.
- Westgate Park provides opportunity for a high quality future metropolitan regional open space asset and key destination within Fishermans Bend.
- Implement open space linkages to other key destinations such as Southbank, the Yarra Riverbank foreshore, Docklands.
- Inform and give effect to the overarching Open Space Strategy, implement linkages and connectivity between neighbourhoods and destinations
- Consider impacts of potential land contamination on suitability of land for future public open space.
- Define qualities and character of public realm spaces - implemented via Public Realm Technical Standards.
- Climate Change - Ensure open space and public realm is designed to respond to sea level rise, climate adaptation and Water Sensitive Urban Design
- Implements Integrated Servicing Strategy including green infrastructure, water sensitive urban design, third pipe and common utilities trenching, and undergrounding of regular and high voltage power lines.

- Applies relevant place-making and social activation strategies, and heritage interpretation, to the public realm.
- Southbank Tram Depot - The City of Port Phillip proposes to convert the Southbank Tram Depot to open space and cycleway. If this is feasible without damaging the public transport network, it should be addressed as part of the open space strategy.

Urban Structure and Built Form - provides a walkable and robust urban fabric - Defines appropriate controls to guide development, identifies key landmark sites, views and vistas and provides built form guidelines in specific areas:

- Give physical effect at a local level to the Vision for Fishermans Bend Informed by the density and capacity modelling work.
- Demonstrate different built form responses to achieving preferred density through use of 3D tools developed by the Taskforce.
- Provide urban design frameworks for activity centres and neighbourhood 'hearts', including community hubs.
- Test impacts of prescribed height limits and setbacks considering interrelationship of development feasibility and geotechnical and contamination conditions.
- Include consideration of use of Floor Space Ratios (plot ratio controls) with transparent density bonuses for delivery of community facilities and public benefits.
- Identify large sites or groups of sites with opportunities for master-planning to facilitate:
 - Private sector delivery of development infrastructure.
 - Encourage sequential or staged development and infrastructure delivery.
 - More orderly and effective decontamination and contamination management strategies.
- Define key landmark sites and principles for assessing 'Design Excellence', particularly where/if design competitions are required.
- Identify key gateways to Fishermans Bend and their role in establishing identity and connectivity for each precinct. Connectivity and accessibility at CBD Gateway at Montague St/West Gate Freeway must be addressed.
- Identify key landholdings (eg Goodman, Holden, Boeing, DSTO). Engage early with land owners to maximise 'city-shaping' potential of these sites.
- Identify the future street network, including new streets, through block links and laneways. In Montague, the existing network of laneways should be protected and enhanced.
- Identify heritage buildings or other key sites and their values and provide design guidance to implement the Heritage Interpretation Plan.
- For sites with approved permits, test development feasibility and capacity of permit holder to deliver, and understand likely timing and pattern of roll-out of development to assist in planning infrastructure delivery.
- Consider Environmental Risks on development potential including:
 - Potential impact of climate change scenarios on the flood risk in the Area.

- Locations of former landfills and potential gas emissions risk.
- Locations of gas pipelines and powerlines in the Area, including the high pressure gas pipeline adjacent to the Ferrars St School site and through the Montague and Wirraway Precincts.
- Need for sensitive land use buffers/separation distances from existing industrial uses and major hazard facilities in Yarraville, particularly in the Employment Precinct.
- Develop clear ‘reverse amenity’ standards for noise attenuation and other amenity protection in residential development to protect ongoing Port operations, freight and local industry and business.
- Engage early with existing industries to understand the nature of operations, potential amenity impacts, any transitional plans, and potential to reduce, remove or increase buffer distances.
- Consider strategies for sequencing and staging of development to facilitate orderly roll-out of infrastructure.

Sustainable Infrastructure - Provides strategies for green infrastructure, water sensitive urban design, and renewable energy.

- Implements Sustainable Infrastructure Strategy, including Integrated Utilities Servicing Strategy.
- Implement recommendations for common trenching and infrastructure upgrades, informed by services and utilities capacity assessment.
- Investigate international best practice in waste management and resource recovery, and renewable energy in urban renewal areas and identify opportunities for local application.
- Detail precinct based approach to water sensitive urban design, as well as individual building requirements for stormwater harvest and water recycling.
- Identify building level energy solutions to reduce greenhouse gas emissions and reduce peak energy.
- Identify preferred solutions and funding mechanisms for undergrounding or relocating regular and high voltage power lines.

Key Interventions - Outlines a spectrum of projects that will be critical to the development of distinctive neighbourhoods. These projects may range from temporary to permanent, quick wins to long term, small to large.

- Identify opportunities for catalyst community infrastructure to attract diverse demographic base.
- Identify ‘city-shaping’ development infrastructure projects that should be prioritised for upfront delivery to influence future development patterns, for example, dedicated bicycle and/or tram routes, key open space destinations.

- Implement strategies identified through the program of early place making and social activation.
- Identify mechanisms for ensuring that Fishermans Bend will include housing diversity and perpetually affordable housing.

Implementation and Stewardship - Provides and implementation plan that outlines key actions, phasing, financing, responsibilities and ongoing place management.

- Outline ongoing roles and responsibilities within a revised Governance Framework.
- Outline strategies and innovative mechanisms for infrastructure funding including incentives for private sector delivery of infrastructure.
- Sequencing, staging and phasing of development.
- Ongoing business investment, place-making and community engagement programs.
- Identify role for 'board of management'/'chamber of commerce' for neighbourhood hearts.
- Governance structures to support delivery of Integrated Utilities Servicing strategy.

8.3 Background material and informative discussions

Part 1 – List of information reviewed

Strategic Planning

- Fishermans Bend Urban Renewal Area Draft Vision, Places Victoria, September 2013
- Interim Fishermans Bend Design Guidelines, Department of Transport Planning and Local Infrastructure September 2013
- Strategic Framework Plan, Metropolitan Planning Authority, July 2014 Amended April 2015
- Montague Draft Structure Plan, City of Port Phillip, September 2012

Planning Permits

- Application Material and approved Planning Permits (where issued) for all Existing Planning Applications since July 2012 for which the State Government (Minister for Planning/MPA) is/was the Responsible Authority, (Refer to Appendix X – Schedule of Planning Permits)
- Planning Permit Summary Tables and Maps, prepared by City of Port Phillip and MPA/DELWP
- Relevant planning provisions in Port Phillip and Melbourne Planning Schemes

Development Contributions

- Fishermans Bend Draft Development Contributions Plan, November 2013, SGS Economic on behalf of Places Victoria.
- Report of the Standard Development Contributions Advisory Committee, May 2013
- Development Contributions Planning Permit Conditions for Permits issued by Minister for Planning/MPA

Economics and Employment

- Economic & Employment Study, SGS Economics & Planning November 2012

Real Estate Market Assessment

- Real Estate Assessment Report, 14 December 2012, prepared by Macroplan Dimasi for Places Victoria

Community Infrastructure

- Fishermans Bend Community Infrastructure Plan, by SJB Urban and Capire Consulting Group for Places Victoria (July 2013)

Utilities Infrastructure

- Fishermans Bend Infrastructure Assessment , Places Victoria (October 2012) – GHD
- Addendum to Fishermans Bend Infrastructure Assessment , Places Victoria (December 2012) – GHD
- Utilities Infrastructure Plan Final Report, Places Victoria (June 2013) – GHD
- Review of WT Partnership Cost Estimate – Fishermans Bend Infrastructure Works (June 2013)
- Development Contributions Plan Funding Options and Financial Options and Financial Sensitivity Analysis MacroPlanDimasi (June 2013) – Utilities Infrastructure
- Water Sensitive Cities: Ideas for Fishermans Bend, Cooperative Research Centres (2015)

Transport

- Transport Issues and Opportunities Study, AECOM Nov 2012
- Traffic Study, GHD, April 2013
- Light Rail Alignment Study, Aurecon, May 2013
- Metro Rail Investigation, Raylink, May 2013
- Walking and Cycling Report, GTA, July 2013
- Integrated Transport Plan, DTPLI, July 2013
- Fishermans Bend: An Extension to the Central City – Intersection and Implementation Workshop paper, CoPP, October 2014
- Utilities Infrastructure Plan, GHD, June 2103
- Arterial Road Connection Feasibility Study, Parsons Brinckerhoff, June 2013
- Light Rail Options Assessment, Aurecon, May 2013
- Draft Integrated Transport Plan

Heritage

- Heritage Study, Biosis, June 2013
- Historical Account, Biosis, June 2013

Sensitive Land Use Buffers

- Fishermans Bend Buffer Assessment, GHD, June 2013

Affordable Housing

- Affordable Housing Options Paper, Judith Stubbs & Associates, June 2013

Contamination and Geotechnical Issues

- Preliminary Land Contamination Survey, Golder Associates, June 2012
- High Level Geotechnical Input, Golder Associates, June 2012

Demographic Profiling

- Discussion Scenario Profiling (June 2013): Places Victoria PowerPoint presentation
- Victoria in Future 2015 Population Forecasts, Victorian State Government:

Open Space and Public Realm

- City of Port Phillip Public Space Spatial Analysis, by Aspect Studios (2014)
- CoPP Public Space Qualitative Audit, by Aspect Studios (2014)
- Public Spaces Survey 2014, Resident and intercept survey by Metropolis Research (2014)
- Open Space Metrics, Public Realm Research Study, by Benchmark Study, by Realm Studios (2014)
- City of Port Phillip Public Space Strategy (2009) Public Realm Design and Technical Standards (draft, final to be completed end 2015)
- Panel Report, Melbourne Planning Scheme Amendment C209, Open Space Strategy and Contributions, Planning and Environment Act 1987 (2014)
- Planning Open Space at Fishermans Bend Urban Renewal Area Scoping Paper, DPCD (2013)

Community Engagement

- Fishermans Bend Urban Renewal Project Draft Communications and Community Engagement Strategy (phase 1), Version 0.4, 18 December 2012, Capire Consulting Group
- Community Engagement Report – public consultation summary responding to draft vision and interim design guidelines, Places Victoria, December 2013
- MPA 2015 response to FBURA community consultation findings from Places Victoria work carried out 2013
- Fishermans Bend Community and Stakeholder Engagement Strategy, September 2015 (Working Draft)

Part 2 – List of Discussions/Meetings

- Relevant officers from:
 - Metropolitan Planning Authority – Fishermans Bend Taskforce
 - City of Melbourne
 - City of Port Phillip
 - Department Economic Development, Jobs, Transport and Resources
 - VicRoads
 - Public Transport Victoria
 - Places Vic
 - Department of Environment, Land, Water and Planning – Central City
- Urban Development Institute of Australia
- South Port Urban Responsible Renewal
- Martin Foley MP Electorate Office
- Glen Lamont, Macroplan Dimasi
- Dr Tim Williams Urban Planner, London Redevelopment
- Anthony Calthorpe, Urbis

8.4 Detailed chronology of process to date

Announcement of Fishermans Bend Urban Renewal Area

- **December 2010 – Coalition Plan for Planning** announced a policy platform of urban renewal for Melbourne and announcement of Urban Renewal Authority to identify large scale urban renewal sites.
- **February 2011 - Initial announcement** by Coalition Government - Fishermans Bend would evolve as 'Australia's first inner-city growth corridor' through major urban renewal.
- **June 2011 – Urban Renewal Authority** (Places Vic) established with key strategic urban renewal role.
- **June 2012 - Places Vic** directed by Minister to provide preliminary advice and commence strategic planning.

Declaration of State Significance and rezoning to Capital City Zone

- **July 2012 – Fishermans Bend** 'declared a **project of State Significance** under S201F of *Planning and Environment Act 1987*. Identified 250 ha north and south of Westgate Freeway in Port Melbourne and South Melbourne.
- **July 2012 Ministerial Rezoning to Capital City Zone** and:
 - **Development Contributions Plan Overlay** also introduced, but no Development Contributions Plan incorporated.
 - **Minister for Planning** Responsible Authority for major applications (with Department of Planning, Transport and Local Infrastructure preparing delegate reports).

Strategic/Statutory Planning

- **July 2012 - Places Vic Coordination Group** established to oversee strategic planning and commission due diligence reports. (Reports completed between July 2012 and December 2013).
- **September 2012 - Montague Structure Plan** prepared by City of Port Phillip after community consultation but not incorporated into the planning scheme.
- **December 2012 – first Planning Permit** lodged for high density residential development (Montague).
- **September 2013 - Fishermans Bend Draft Vision** prepared by Places Vic, City of Melbourne and City of Port Phillip and **Interim Design Guidelines**, prepared by Department of Planning, Transport and Local Infrastructure released for consultation.
- **October 2013 - Draft Metropolitan Planning Strategy** released for consultation identifying 37 urban renewal areas, including Fishermans Bend.

- **December 2013 – Places Vic Draft Vision Consultation Analysis** and business plan completed.
- **February 2014 – Metropolitan Planning Authority** assumed strategic planning functions.
- **May 2014 – Plan Melbourne** released, confirming strategic importance of an expanded central city and the urban renewal role for Fishermans Bend Urban Renewal Area.
- **July 2014 – Fishermans Bend Strategic Framework Plan** released (prepared by Metropolitan Planning Authority) with no further consultation.
- **July 2014** - City of Port Phillip assumed Responsible Authority role from Minister for permits up to 8 storeys and under 10,000sqm.
- **August 2014 – CCZ Schedule Amended** (via GC07) to incorporate reference to the Strategic Framework Plan and make Metropolitan Planning Authority responsible authority for major development.

Recast of Fishermans Bend

- **October 2014 – Labour Election Commitment to ‘recast’ Fishermans Bend** as a series of distinct neighbourhoods to showcase best practice urban renewal and to establish a dedicated office (Taskforce) in the Metropolitan Planning Authority.
- **November 2014** – State Election, change of Government.
- **February 2015** – Draft Lorimer Structure Plan released for consultation by City of Melbourne.
- **April 2015 –**
 - **‘Recasting’** announced by Minister for Planning and Premier of Victoria:
 - Employment Precinct included, expanding precinct to 455ha, but with no rezoning.
 - Precinct approach to planning for distinct neighbourhoods.
 - Stronger community engagement and Council involvement.
 - Metropolitan Planning Authority Taskforce to lead planning work.
 - Ministerial Advisory Committee to provide detailed advice.
 - **Strategic Framework Plan revised** and CCZ updated to include reference to the updated Fishermans Bend Strategic Framework Plan (Amended April 2015) and the deletion of the draft transport plan - Proposed Metro Rail Montague station deleted from Strategic Framework Plan. Interim mandatory height limits introduced with transitional provisions for existing applications (Via GC29).
 - **Minister for Planning** (Wynne) reclaimed Responsible Authority Powers (with Department of Environment, Water’ Land and Planning taking over preparation of delegate reports from Metropolitan Planning Authority).
- **July 2015 – Metropolitan Planning Levy** commencement. ‘Rush’ of Permit Applications made immediately prior to 30 June.

- **July 2015 – Fishermans Bend Advisory Committee** members appointed, commence review of process, background, communications and engagement and scope of plans.

8.5 Combined Fishermans Bend Permit Register

All planning permit applications lodged and determined from December 2012 to 30 June 2015.

On April 17 2015 responsible authority status was transferred back to the Minister for Planning, all permits under consideration by the MPA were transferred to the Minister for Planning for consideration.

Application number	Date received	Address of land	Precinct	Proposed use or development	Responsible Authority	# Storeys (by tower)	Height control that applies	# Dwellings	Commercial or retail floor space	# Cars (ratio)	RA Decision	Date of RA Decision
MPA14/0013 (2013/00088)*	21 Dec 2012†	134 - 142 Ferrars Street, South Melbourne	Montague	Demolition of existing buildings and construction of a residential tower above a mixed use podium, and provision of through block link.	Minister for Planning (Formerly MPA)	50	18 storey discretionary	381	826 (commercial)	214 (.56)	Pending	
MPA14/0003 (2013/004001)*	18 Apr 13†	60-82 Johnson Street, South Melbourne	Sandridge	Demolition of existing building and construction of four residential towers above a shared podium for use for accommodation, and use of the land for a supermarket and home occupation.	Minister for Planning (Formerly MPA)	47, 43, 26, 22	Unspecified discretionary	1276	1682 (retail)	1067 (.66)	Permit with conditions	22 May 2015
MPA14/0009 (2013/006334)*	25 June 13†	150 - 160 Turner Street, Port Melbourne	Lorimer	Construction of a residential tower above a mixed use podium, and a waiving of loading bay requirements.	Minister for Planning (Formerly MPA)	30	Unspecified discretionary	361	406 (retail)	252 (.70)	Pending	
MPA14/0010 (2013/006575)*	25 June 13†	351 - 387 Ingles Street, Port Melbourne	Lorimer	Demolition of existing buildings and construction of five residential towers above mixed use podiums, and provision of through block link and public plaza.	Minister for Planning (Formerly MPA)	64, 49, 35, 20	Unspecified discretionary	1853	2557 (retail) 14038 (commercial)	1509 (.79)	Pending	
MPA14/0012 (2013/008000)*	5 Sep 13†	2-4 Buckhurst Street, South Melbourne	Montague	Demolition of existing buildings and construction of two residential towers and a waiving of loading bay requirements.	Minister for Planning (Formerly MPA)	27, 39	4 storey discretionary	359	-	245 (.68)	VCAT failure to determine	
MPA14/0007 (2013/008852)*	16 Oct 13†	228-232 and 234-238 Normanby Road, Southbank	Montague	Demolition of the existing buildings and construction of two mixed use podium and developments for use as accommodation and alteration of access to a road.	Minister for Planning (Formerly MPA)	49, 39	Unspecified discretionary	525	608 (retail)	243 (.46)	Permit with conditions	22 May 2015
MPA14/0008 (2014/001348)*	7 Apr 14†	850-858 Lorimer Street Port Melbourne	Lorimer	Demolition of existing buildings and construction of four residential towers above a mixed use podium, and the provision of a through block link and public plaza.	Minister for Planning (Formerly MPA)	42, 46, 44, 19	Unspecified discretionary	1354	781 (retail)	1134 (.84)	Pending	
MPA14/0006 (2014/001348)*	2 May 14†	85-93 Lorimer Street, Southbank	Lorimer	Demolition of the existing building and construction of a residential tower above a mixed use podium, and the delivery of a large public park.	Minister for Planning (Formerly MPA)	47, 49	Unspecified discretionary	940	1119 (retail)	660 (.74)	Permit with conditions	16 July 2015
MPA14/0011 (2014/002000)*	4 June 14†	101 Salmon Street, Port Melbourne	Wirraway	Construction of a mixed use development and waiver of loading bay requirements.	Minister for Planning (Formerly MPA)	11	Unspecified discretionary	157	269 (retail) 720 (commercial)	157 (1.0)	Permit with conditions	22 May 2015
MPA14/0005	1 Oct 14	320 Plummer Street, Port Melbourne	Wirraway	Demolition of existing building and construction of residential towers above a shared podium for use for accommodation, and waiver of loading bay requirements.	Minister for Planning (Formerly MPA)	12,12, 15	12 storey discretionary	509	908 (retail)	518 (1.01)	Permit with conditions.	15 July 2015
MPA14/0004	1 Oct 14	181 Ferrars Street, Southbank	Montague	Demolition of existing building and construction of a mixed use development, use of the land for accommodation, and a waiver of loading bay requirements.	Minister for Planning (Formerly MPA)	24	18 storey discretionary	122	418 (retail)	42 (.34)	Permit with conditions	8 July 2015
MPA14/0014	22 Dec 14	277-281 Ingles, Port Melbourne	Sandridge	Construction of three residential towers above two mixed use podiums, and provision of through block link and open space.	Minister for Planning (Formerly MPA)	52	Unspecified discretionary	1406	826 (retail)	1117 (.79)	Pending	
2015/35806 (Council Ref: MINRA 0004/ 2015)	29 June 15	256-262 Normanby Road, Southbank	Montague	Demolish existing buildings and works. Construct a multi storey mixed use building. Alteration of access to a Road Zone Category 1.	Minister for Planning	40	40 storey mandatory	244	1162 (retail)	115 (.47)	Pending	
2015/35822 (Council Ref: MINRA 0003/ 2015)	29 June 15	264 - 270 Normanby Road South Melbourne	Montague	Demolish existing buildings and works. Construct a multi storey mixed use building. Alteration of access to a Road Zone Category 1.	Minister for Planning	40	40 storey mandatory	238	1267 (retail)	104 (.42)	Pending	
2015/35831 (Council Ref: MINRA 0008/ 2015)	29 June 15	203 - 205 Normanby Road Southbank	Montague	Demolish existing buildings and works. Construct a multi storey mixed use building. Alteration of access to a Road Zone Category 1.	Minister for Planning	40	40 storey mandatory	237	262 (commercial)	66(.28)	Pending	
2015/35840 (Council Ref: MINRA 0007/ 2015)	29 June 15	207 - 217 Normanby Road Southbank	Montague	Demolish existing buildings and works. Construct a multi storey mixed use building. Alteration of access to a Road Zone Category 1.	Minister for Planning	40	40 storey mandatory	403	1623 (commercial)	160 (.36)	Pending	
2015/35870 (Council Ref: MINRA 0006/ 2015)	29 June 15	240 - 246 Normanby Road South Melbourne	Montague	Demolish existing buildings and works. Construct a multi storey mixed use building. Alteration of access to a Road Zone Category 1.	Minister for Planning	40	40 storey mandatory	216	903 (commercial)	77 (.35)	Pending	

Application number	Date received	Address of land	Precinct	Proposed use or development	Responsible Authority	# Storeys (by tower)	Height control that applies	# Dwellings	Commercial or retail floor space	# Cars (ratio)	RA Decision	Date of RA Decision
2015/35878	29 June 15	248-254 Normanby Road, South Melbourne	Montague	Demolish existing buildings and works. Construct a multi storey mixed use building. Alteration of access to a Road Zone Category 1.	Minister for Planning	40	40 storey mandatory	240	1135 (commercial)	121 (.45)	Pending	
2015/35404	26 June 15	202-214 Normanby Road Southbank	Montague	Demolish existing buildings and works. Construct a 40 level building comprising ground floor level retail and two office tenancies and 284 dwellings above.	Minister for Planning	40	40 storey mandatory	284	437 (retail) 439 (commercial)	116 (.38)	Pending	
2015/35793	30 June 15	31 - 37 Buckhurst Street South Melbourne	Montague	Demolish existing buildings and construct a mixed use building including residential dwellings, commercial and retail tenancies and associated car parking	Minister for Planning	18	18 storey mandatory	112	231(retail) 89 (commercial)	83 (.74)	Pending	
2015/35690 (Council Ref: MINRA 0001/ 2015)	30 June 15	163 - 169 Ferrars Street Southbank	Montague	Demolish existing buildings and works. Construct a mixed use building including retail premises and 98 dwellings.	Minister for Planning	18	18 storey mandatory	98	88 (retail)	58 (.59)	Pending	
2015/34829	23 June 15	Lot 9A/339-441 Williamstown Road, Port Melbourne	Wirraway	Development of a multi storey mixed use building.	Minister for Planning	10	18 storey mandatory	7	157 (commercial)	9(1.28)	Pending	
2015/34819	22 June 15	19 Salmon Street, Port Melbourne	Wirraway	Demolish existing building and construct three and four storey residential townhouse dwellings in the CCZ. Provison of car parking in excess of the the prescribed rates in the Parking Overlay.	Minister for Planning	4	18 storey mandatory	153	--	121 (.79)	Pending	
P0277/2015	9 April 15	15-35 Thistlethwaite Street and 1-4 Shamrock Place, South Melbourne	Montague	Demolish existing buildings and construct an eight level building with a five level podium, comprising basement car parking, ground floor level retail and dwelling entry, and dwellings above, Waive the requirement for a loading bay for the retail uses	City of Port Phillip	8	8 storey discretionary	83	393 (Retail / Commercial)	67 (0.80)	Pending (possible amended plans to be lodged)	
P0012/2015	6 Jan 15	167 Buckhurst Street, South Melbourne	Montague	Demolish the existing buildings. Construct an eight level building containing offices, dwellings, and car and bicycle parking in the Capital City Zone. Construct and carry out works in the Capital City Zone. Use the land for Accommodation in the CCZ1. Exceed the maximum number of car parking spaces for the Office use.	City of Port Phillip	8	8 storey discretionary)	11	346 (Office)	8 (4 for offices, 4 (0.36) for dwellings)	Further information requested	
P0039/2015	16 Jan 15	51-59 Thistlethwaite Street 476-486 City Road, South Melbourne	Montague	Demolish existing buildings, Construct a mixed use, 4, 7, 13 and 16 level development including dwellings, retail and commercial, and community spaces inc. a toy library. Waive the requirement for a loading bay for the retail use. Alter access to a Road Zone Category 1 (i.e. remove an existing vehicle crossing on City Road).	City of Port Phillip	4, 7, 13,16	8 storey and 4 storey discretionary	258	899 (Commercial / retail)	128 (0.49)	Advise VCAT Council would have refused the application (failure appeal)	
P1238/2014	23 Dec 14	454-456 City Road, South Melbourne	Montague	Demolish existing buildings and construct a 4, 7 and 8 storey building comprising a ground floor level café and bicycle workshop, 44 dwellings and bicycle parking, use the land for accommodation, waive the loading bay requirements for the retail use, alter access to a Road Zone Category 1 (remove existing vehicle crossing to City Road).	City of Port Phillip	4, 7,8	4 storey discretionary	44	125 (commercial / retail)	Nil (0.0)	Further information requested	
6/2013/MINRA DTPLI Ref: 2013/003981	28 Mar 13	166 Buckhurst Street, South Melbourne	Montague	Demolish existing buildings and construct a 20 storey (5 storey podium and 15 storey tower above) building containing 88 dwellings, 451m2 commercial floor area, 63 car, 1 motor bike and 36 bicycle parking spaces.	City of Port Phillip	20	8 storey discretionary	88	451 (office)	63 (5 for offices, 58 (0.92) for dwellings	Pending	
P1235/2011/B	20 May 13	179 Gladstone Street, South Melbourne	Montague	Demolish the existing buildings. Construct a seven level building containing 16 dwellings, and car and bicycle parking in the Capital City Zone. Construct and carry out works in the Capital City Zone. Use the land for Accommodation in the CCZ1.	City of Port Phillip	7	Unspecified discretionary	10	52 (retail)	8 (.8)	Permit issued.	20 Jan 14
P1140/2014	26 Nov 14	165-167 Gladstone Street, South Melbourne	Montague	Demolish the existing buildings, construct an eight level building containing a retail tenancy, dwellings, and car and bicycle parking in the Capital City Zone, construct and carry out works including removing the existing vehicle crossing at the front of the site and make good the footpath etc. in the Capital City Zone, use the land for accommodation in the CCZ1, and waive the requirement for the provision of a loading bay for the retail tenancy.	City of Port Phillip	8	8 storey discretionary	45	111 (Retail)	25 (0.55)	Permit issued.	24 April 14
4/2013/MINRA (2013/001464)	8 Feb 13	164 Ingles Street, Port Melbourne	Sandridge	Use of the land for 258 Townhouses, buildings and works, demolition of existing buildings, provision of car parking spaces in excess of the prescribed rates under schedule 1 to the car park overlay.	Minister for Planning	4	Unspecified Discretionary	287	Nil	288 (1.0)	Permit issued.	10 Jan 14

Application number	Date received	Address of land	Precinct	Proposed use or development	Responsible Authority	# Storeys (by tower)	Height control that applies	# Dwellings	Commercial or retail floor space	# Cars (ratio)	RA Decision	Date of RA Decision
7/2013/MINRA	9 April 14	89-103 Gladstone Street, South Melbourne	Montague	Demolition of the existing building, construction of a 30 storey building, use of the land for residential dwellings and a retail premises and a waiver of the requirements of Clause 52.07	Minister for Planning	30	30 storey discretionary	144	304 (retail)	77 (.51)	Permit issued.	1 Sept 14
1/2014/MINRA	2 Jan 14	199-201 Normanby Road, Southbank	Montague	Demolition of the existing building, use and development of a multi -storey building (40 storeys) for the purpose of dwellings, office and waiver of loading bay requirements pursuant to Clause 52.07 of the Port Phillip Planning Scheme	Minister for Planning	40	Unspecified discretionary	310	326 (commercial)	174 (0.66)	Permit issued.	1 Sept 14
11/2013/MINRA (2013/005951)	3 July 14	15-87 Gladstone Street, South Melbourne	Montague	Demolition of existing car park and structures use of the land for the purpose of dwellings and office; staged construction of building and works and waiver of the loading bay requirements	Minister for Planning	30, 27, 27	30 storey discretionary	733	427 (retail)	579 (.79)	Permit issued.	1 Sept 14
10/2013/MINRA (2013/005499)	5 June 14	6-78 Buckhurst Street, South Melbourne	Montague	Demolition of the existing buildings and construction of four (4) staged multi-storey mixed use buildings comprising residential apartments, office and ground floor retail premises and the use of the land for dwellings.	Minister for Planning	38, 29, 27, 35	30 storey discretionary	1023	1651 (retail)	704 (.67)	Permit issued.	1 Sept 14
2/2013/MINRA (P1253/2011)	20 May 14	161 Buckhurst Street, South Melbourne	Montague	Demolish the existing buildings. Construct a four (4) level building and construct and carry out works. Use the land for an Office.	Minister for Planning	6	30 storey discretionary	6	58 (retail) 321 (commercial)	4 (.66)	Permit issued.	17 Mar 14
5/2013/MINRA	26 April 13	134-150 Buckhurst Street, South Melbourne	Montague	Demolish existing buildings, construct two 30 storey towers (with a 5 storey podium). Use the land for residential dwellings and retail (630 dwellings, 1197m2 retail, 570 car spaces + motor bike and bicycle spaces).	Minister for Planning	30, 30	30 storey discretionary	645	1197 (retail)	495 (.75)	Permit issued.	1 Sept 14
2015/35676	29 June 15	162-188 Turner Street, Port Melbourne	Lorimer	Mixed Use development of six multistorey building comprising dwelling and ground floor retail	Minister for Planning	6 x 40	40 storey mandatory	2465	-	1665 (.68)	Pending	

*Denotes former DELWP planning application number.

†Denotes planning permit application transferred from DELWP to MPA on 1 October 2014 when MPA became a responsible authority in the declared Fishermans Bend urban renewal area – as per the Schedule to Clause 61.01 of the Planning Scheme.

8.6 Summary of Recommendations

1. **Refresh and redefine the Vision** - Using the 2013 Draft Vision for Fishermans Bend as a baseline, articulate and define the economic, social and environmental vision for the Area in the context of wider capital city planning and the changes in the economic and policy settings which have impacted on Fishermans Bend since the original rezoning.
2. **A Financial Plan** - There is an urgent need for a short, medium and long term financial plan for the development of Fishermans Bend, which considers all potential sources of funding including open space contributions, development contributions, special rates/levies to capture a proportion of the land value uplift provided by the 2012 rezoning local and State government revenue and debt financing and possible Commonwealth government funding. This also needs to include innovative ways to facilitate and incentivise private sector delivery of infrastructure, which go beyond works-in-kind delivery.
3. **Resourcing** - For the planning and implementation of Fishermans Bend Urban Renewal Area needs to reflect the scale of the task. In the immediate term, work on the planning for the Area requires significant additional resources.
4. **Best Practice Governance Arrangements** - Current governance arrangements are complicated, are undermining confidence and will not produce good outcomes. Given the significant delivery and financial risks of the Fishermans Bend Urban Renewal Area, and the poor urban outcomes which are now on the way to being delivered, and given that none of the bodies currently involved on the primary governance of Fishermans Bend Urban Renewal Area will have an impartial view about the most appropriate governance structure for Fishermans Bend, it is recommended that the Department of Premier and Cabinet commission a rapid review of the options based on an examination of best practice models in similar urban renewal projects.
5. **Stronger Interim Planning Controls** - The current arrangements for the development of Fishermans Bend have no precedent in the Victorian Planning System and will lead to poor urban outcomes. Early consideration should be given to additional interim controls similar to those recently introduced via Amendment C262 to the Melbourne Planning Scheme (but tailored for the Fishermans Bend context). These interim controls could include plot ratio controls (with transparent density bonuses) and additional interim podium height and setback controls to supplement or replace the interim height controls introduced into the Capital City Zone in Fishermans Bend in April 2015.
6. **Built Form and Urban Design Excellence** – Should be built in as a mandatory permit application requirement. Revised design guidelines are required, and design review panels convened by the Office of the Victorian Government Architect should be

required for all buildings to be determined by the Minister and reports of those panels should be made public. Consideration should be given to requiring a design competition for landmark sites as occurs in Sydney and other major cities.

7. **Design Guidelines** - For applications still being considered, the design guidelines should be considered a minimum design standard, and every effort should be made to negotiate better development and place making outcomes through the application process
8. **Superlot planning** - Further work is required to identify opportunities for grouping multiple sites and bringing land owners together to apply a coordinated 'master planning' approach to planning and delivering development infrastructure.
9. **Planning policy and tools to implement the Vision** - Once agreed, the redefined Vision should be given statutory weight as a new State Planning Policy Statement. There is also a need to consider new planning instruments to better provide for the orderly development of the Area, such as a new 'Urban Renewal Zone'.
10. **Heritage** - Implementation of heritage building protection is urgent across the whole Fishermans Bend area, including the Employment Precinct.
11. **Permit Conditions for Public Realm Plans** - Should be immediately reviewed and strengthened to ensure implementation and enforceability. There is a need for a unified public realm vision for the Area across both councils.
12. **Public Acquisition Overlays** - Should be applied to land required for community or physical infrastructure, once identified through Precinct Plans.
13. **Key decisions on public transport** - Whatever the future vision for the Area, it will need additional rail transport. An early in principle decision on the timing and route/s of the tram network, and any future Metro line through the Area is critical and must precede further decisions about possible development yield and density outcomes and fine grain neighbourhood planning. This must also consider potential options for public transport in relation to the Employment Precinct and any capacity issues on existing tram routes.
14. **Walking and cycling** - Given the poor car access to and from the Area, Fishermans Bend requires walking and cycling to be major forms of transport. Best practice walking and cycling opportunities must be built in to the earliest planning for the precinct and lead a new model for urban development. High capacity dedicated walking and cycling route/s to the Hoddle Grid need to be identified.
15. **Implications of port and freight traffic** - Transport planning for the Area must take into account consideration of long term freight and port movements. A fully integrated transport plan for the Area which gives the proper weight to protecting the role of the Port is required.
16. **Phasing of transport infrastructure** - Following key transport decisions, mode solutions and phasing should be defined to deliver short/medium term transport capacity to support the progressive increase in residents and workers on the way to the full vision for the Area.

17. **Parking Precinct Plans** - Should be prepared in accordance with the Parking Overlay as part of Neighbourhood Precinct Plans, including the identification of potential sites for car-parking stations, particularly in the Montague precinct
18. **Water transport** - Should be considered as part of any overall transport strategy, while taking into account ownership of waterfront land, and ongoing operations of, the Port.
19. **Contamination Study** - Expedite the EPA groundwater contamination study to provide a basis for rigorous environmental planning for the Area followed up by more detailed mapping of contamination sources in cooperation with landowners. This should include Investigation the provision of incentives for the consolidation of sites into super lots in order to facilitate more orderly and effective decontamination and contamination management strategies.
20. **Contaminated Land Audit Requirements** - Consider amending the schedules to the Capital City Zone for Fishermans Bend to require environmental audit and management procedures for any developments within that Zone which may affect residential and other sensitive use sites.
21. **Reverse Amenity Provisions** - Ensure the rigid enforcement of the requirement for noise attenuation and other amenity protection in all residential development in order to maintain residential amenity and to protect ongoing Port operations, freight and local industry and business.
22. **Sustainability Strategy** - Develop a strategy to give effect the implementation of the sustainability goals in the Strategic Framework Plan - a low carbon city, a water sensitive city, a climate adept city, a connected and liveable city and a low waste city.
23. **Public Acquisition of land for Open Space** - Whatever the vision for the Area, it will need additional open space that is connected as part of an open space network. Action should be taken immediately to assess whether the nominated sites are consistent with the planning and current development patterns in the Area and future population needs, and if so to proceed with their acquisition as the first call on available resources. This work would need to include the impact of contamination issues and the importance of green space in managing storm water in the Area.
24. **Catalyst projects** - Independent housing market research should be commissioned to understand role of community infrastructure in attracting key housing market segments and following this market research, and depending on the findings, consideration should be given to the provision of catalytic infrastructure to drive development outcomes.
25. **Early Activation** - There should be a program of early activation to engage the population of Melbourne and local residents, landowners and workers in the planning and to guide the evolution of the cultural identity of the Area.

26. **Sustainable infrastructure and Integrated Utilities Development strategy** - An update of the work on the 'Integrated Servicing Strategy' in the current context is required, including additional work on the financial and economic viability of the Strategy and consultation with Government, the utilities and developers, with a view to establishing potential interest in pursuing the Strategy further.
27. **Affordable and Diverse Housing** - Further consideration needs to be given to options for ensuring that Fishermans Bend will include housing diversity and perpetually affordable housing.
28. **Commence and complete Due Diligence work in the Employment Precinct** - The whole gamut of due diligence research should be commenced on existing conditions in relation to the 'employment land' north of the Westgate.
29. **Dry bulk Port facilities** - Given the imminent process for the lease of the Port, a decision will need to be taken urgently about the future and scale of the dry bulk port facilities (cement, fertilizer etc) on south side of the Yarra River and immediately to the north of the employment land in Fishermans Bend.
30. **Strategy for twenty first century jobs** - Consideration of employment outcomes based on alternative scenarios is needed to assess the potential and scale of Fishermans Bend and provide economic, employment and place making vision and planning direction including marketing and incentive strategies to encourage the creation of twenty first century jobs.
31. **Consult with stakeholders on 'issues and opportunities'** - specific targeted consultation with stakeholders on the issues and opportunities of the employment land should proceed in concert with the work of redefining the Vision for Fishermans Bend. This should include involvement of the Commonwealth Government and major landowners/business operators. Any plans will need to protect ongoing industrial/employment uses and Port of Melbourne operations.
32. **Strategic Framework Plan Consultation** - Once the vision and transport priorities are identified, there is an urgent need to refresh and update the Strategic Framework Plan to include these outcomes to provide overarching guidance for the Neighbourhood Plans. There should be early consultation with stakeholders on the recast of the Strategic Framework Plan, ahead of work on the detailed Precinct Plans.
33. **Employment functions** - Pending direction about the overall vision for Fishermans Bend, the employment role for all neighbourhoods, not just the Employment Precinct, needs to be defined.
34. **Detailed Neighbourhood Precinct Planning Work** - The detailed Precinct Planning work for Sandridge, Lorimer, Wirraway and the Employment Precinct should not proceed until clarity is provided around the vision and key transport priorities for the whole of the Fishermans Bend Area. However, preliminary work on the detailed neighbourhood planning should proceed for the Montague Precinct where light rail infrastructure is in place, although it will not be possible to finalise this work until it

is determined as part of the visioning what employment role this precinct should serve. All detailed planning work should have regard to the 'key considerations' for each 'Issue' addressed in the plans, as outlined by the Advisory Committee in Appendix 8.2.

35. **Infrastructure Plan** - A two-phase approach to preparing the Infrastructure Plan should be adopted:
 - A high level Infrastructure Plan prepared to accompany the recast Strategic Framework Plan, with indicative costings on key transport infrastructure.
 - Detailed Infrastructure Plan/s with detailed costing and funding strategies identified for all infrastructure (community and physical), developed in conjunction with the detailed Precinct Plans.
36. **Timeframe for completion of planning work** - Given the extent of work required, a more realistic timeframe for completion of planning work is by early 2017.
37. **Principles for community engagement success** - Endorse the principles for Stakeholder and Community Engagement in Fishermans Bend outlined in the Report as the basis for further work.
38. **Communications and Engagement Plan** - Recast the Communications and Engagement Plan (September 2015) as outlined in this Report in order to achieve the principles for success.
39. **Review of community engagement lessons learned** - Review and respond to the broad community concerns around the shortcomings of planning processes that have led to the recasting of Fishermans Bend. Demonstrate process improvements that will not repeat the mistakes of the past and rebuild confidence. At the same time, review community engagement in comparable urban renewal projects to inform further engagement success metrics for Fishermans Bend.
40. **Review relevance of the community engagement measurement framework** - The international standard, IAP2 should not be the only measure of success for community engagement in relation to this project given its context and scope. Consideration should be given developing alternative, complimentary success measures.