



Amendment C308

# Urban Design in the Central City and Southbank



CITY OF MELBOURNE

- Why is Amendment C308 needed?**
- Planning for Growth - a Snapshot**
- Design Quality in the City of Melbourne**
- Research Methodology**
- Key Findings**
- Planning Scheme Amendment**
- Design Excellence Program**

## Why is Amendment C308 needed?

*Amendment C308, comprising the Design and Development Overlay 1 (DDO1) and the Central Melbourne Design Guide aims to raise the bar on urban design quality in the Central City and Southbank.*



## **Why is Amendment C308 needed?**

- Proliferation of low quality urban design outcomes in recent development**
- Current urban design policies are no longer performing and require review**
- After the implementation of Amendment C270 a gap remains to guide urban design outcomes**
- There is a need to complement planning provisions with supporting processes and guidelines to promote design quality**

# Why is Amendment C308 needed?

1985-1993

**FROM OFFICE BOOM TO  
FACILITATING INVESTMENT  
DURING THE RECESSION**

**STRATEGY PLAN**

25,000 TRIGGER  
POSTCODE 3000



1999-2004

**RETURNING TO GROWTH.  
BOOM IN INTERNATIONAL  
STUDENT INTAKE**

NEW FORMAT  
PLANNING SCHEME

**CLAUSE 22.01**



2004-2015

**COMPLETION OF NEW CROP OF  
HYPER DENSE TOWERS**

LIMITED PLANNING  
REFORM



2015-2018

**RAPID INCREASE IN TOWER  
CONSTRUCTION. SHIFT IN LAND  
USE EMPHASIS**

AMENDMENT C262  
AMENDMENT C270

B.A.D.S

# Why is Amendment C308 needed?

# 1999

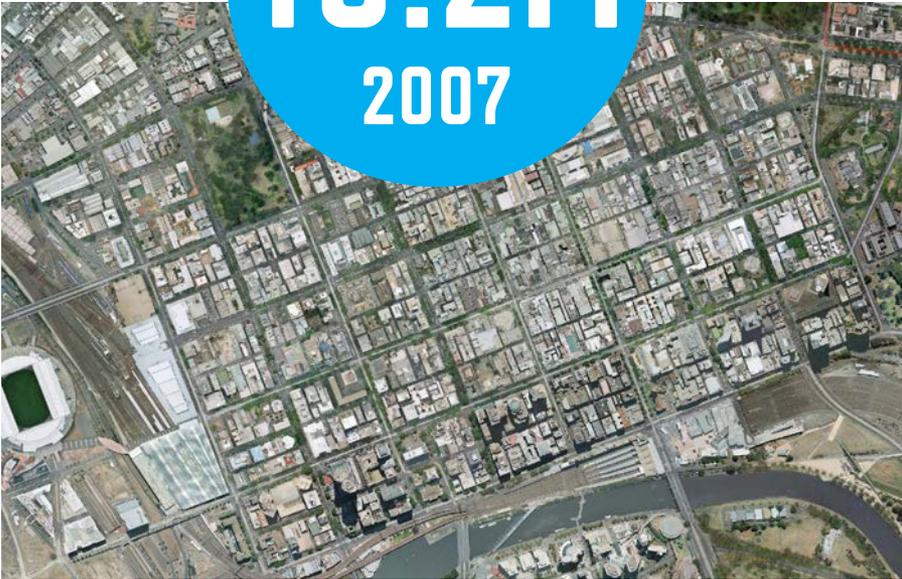


# 2019



# Planning for Growth - a Snapshot

**10.2M**  
2007



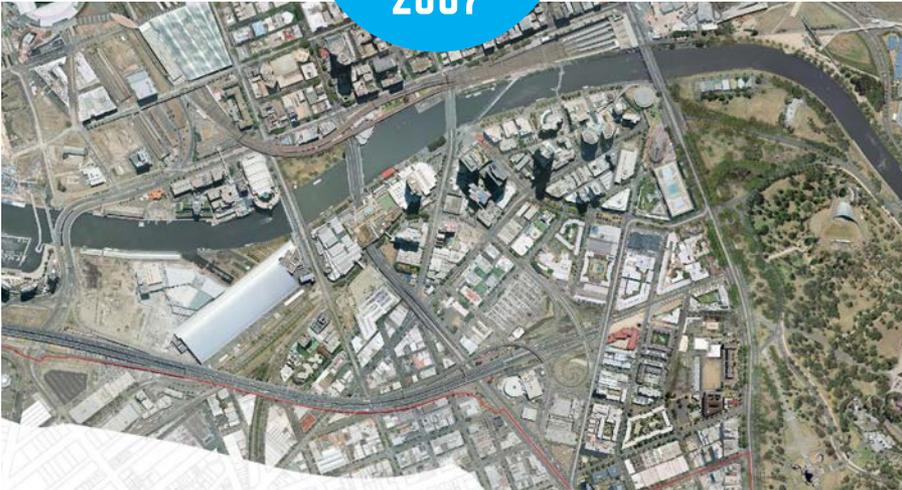
**12.1M**  
2017



*Floorspace in sqm increase within the Central City (CLUE data)*

# Planning for Growth - a Snapshot

**2.7M**  
2007



**4M**  
2017

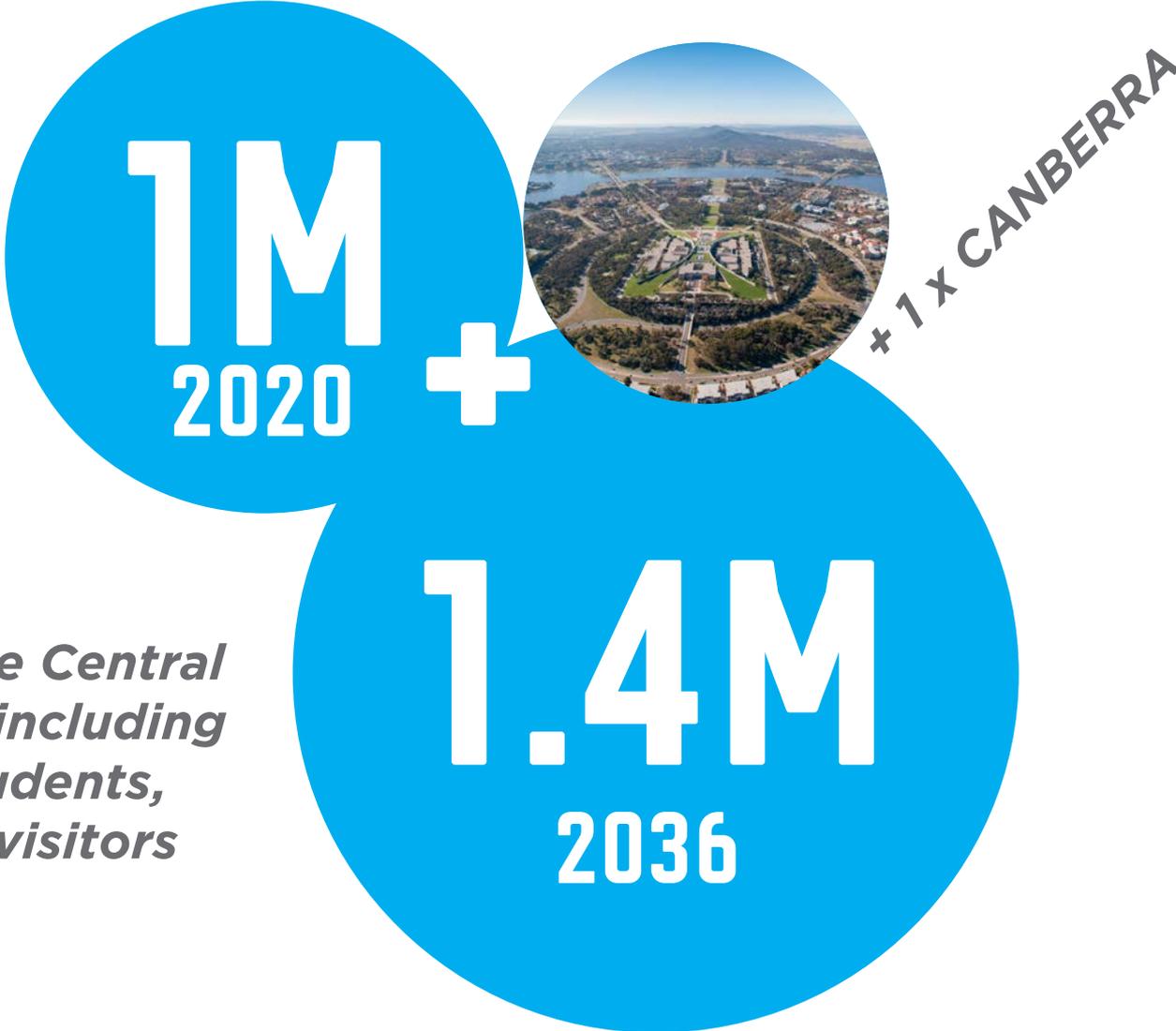


*Floorspace in sqm increase within Southbank (CLUE data)*

# Planning for Growth - a Snapshot



# Planning for Growth - a Snapshot



*Visitors to the Central City per day including residents, students, workers and visitors*

# Design Quality in the City of Melbourne

# REGULATE



ul 2018  
Melbourne  
or: Timna Jacks • Section: General News • Article Type: News Item  
ence : 83,229 • Page: 18 • Printed size: 284.00cm² • Market: VIC  
ntry: Australia • ASR: AUD 15,888 • words: 460 • Item ID: 984201904

ntia.medialportal  
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## Use of space: City's parking

Street parking  
vacant in Mel-  
e, but a review of  
rules will not re-  
nt to provide one  
to two-bedroom

and that as many  
residential cars  
e believed to be  
cent  
per  
nt.  
ne, 7  
at hi  
king  
arking  
16 b  
car

he 2016 census.  
more than 4000  
s are empty in  
3000 spaces are  
and about 2500  
lands.

ows, the suburbs  
a different story.  
North Melbourne  
e is a clear short-  
a similar amount  
ential parking as

a includes private  
s not capture on-  
parking, come  
se living in older

at the parking  
t be as dire as is  
tions of the map.  
ates the most de-  
late of how park-  
ed - or under-  
its surrounding

Council plans to  
arking glut in its  
plan set for re-  
ne only local gov-  
ses a cap on resid-

ential parking (of up to two spaces  
for any dwelling), yet there is still an  
oversupply of spaces in the CBD.

Outside the city and across the  
state there is no parking cap and a  
minimum requirement of one park-  
ing space for one and two-bedroom  
apartments. Two parking spaces are  
required for every apartment with  
three or more bedrooms.

The state's parking provisions

# ADVOCATE

said RMIT research fellow Elizabeth  
Taylor.

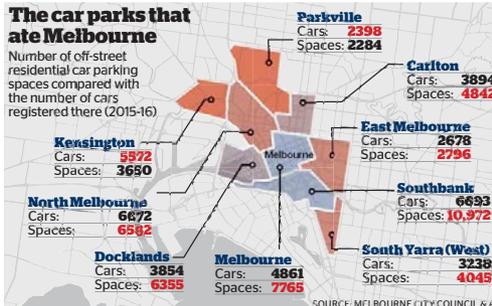
"In some areas, people own three  
cars and in other areas, like the CBD,  
half the population doesn't have a  
car, so how can you have a one-size-  
fits-all rule?"

While the planning review will not  
overhaul minimum parking require-  
ments, a government spokeswoman  
said it would look at parking provi-  
sion in areas within walking distance  
of high-quality public transport.

The findings of the planning re-  
view will be released this month.

### The car parks that shape Melbourne

Number of off-street  
residential car parking  
spaces compared with  
the number of cars  
registered there (2015-16)

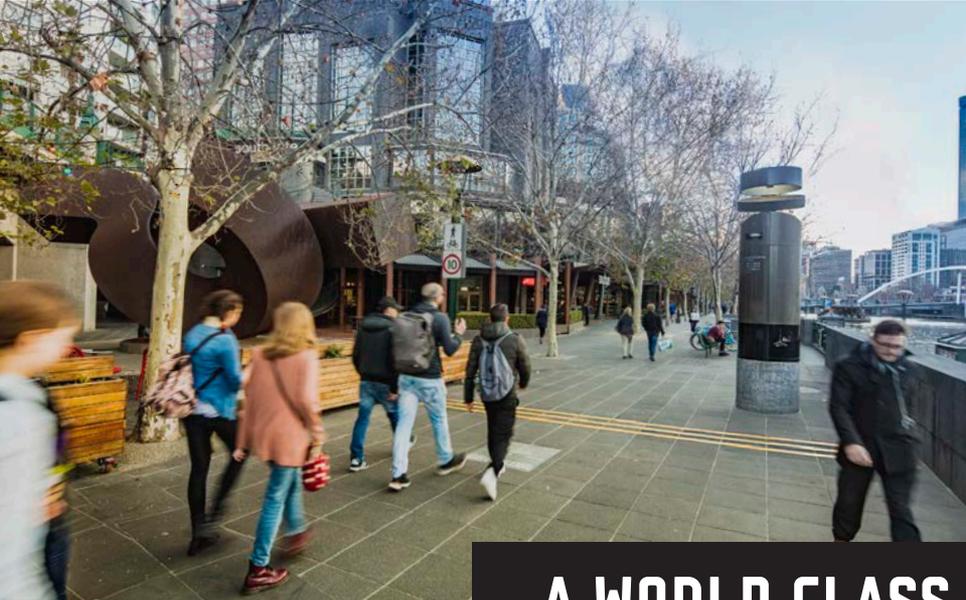


SOURCE: MELBOURNE CITY COUNCIL & ABS



# INVEST

# Design Quality in the City of Melbourne



**A WORLD CLASS PUBLIC REALM**



# Design Quality in the City of Melbourne



**A TRADITION OF GREAT STREETS**



# Design Quality in the City of Melbourne



## A TRADITION OF GREAT STREETS



# Design Quality in the City of Melbourne



**CULTURE OF DESIGN QUALITY**



**SIGNIFICANT GROWTH  
PLACING PRESSURE ON OUR  
CITY'S PUBLIC REALM**



**COUNCIL AND COMMUNITY  
COMMITMENT TO INVESTING  
IN DESIGN QUALITY**



**AMENDMENT C308 + DESIGN  
EXCELLENCE PROGRAM**

- Thematic and Geographic Scope**
- Audit of Design Review**
- Policy Audit & VCAT Review**
- Benchmarking Study**
- Built form analysis**
- Stakeholder Workshop & Targeted Interviews**
- Specific Investigations**

# Research Methodology - Thematic Scope

## INCLUSIONS

ACTIVE FRONTAGES  
AND GROUND LEVEL  
DESIGN

BUILDING  
SITING AND  
ALIGNMENT

DEVELOPMENT  
INTERFACE WITH  
THE PUBLIC REALM

PERMEABILITY  
AND  
CONNECTIONS

PARKING AND  
BUILDING  
SERVICES

PROJECTIONS  
AND DESIGN  
DETAIL

## EXCLUSIONS

BUILDING HEIGHTS,  
SEPARATION, DENSITY, WIND  
AND SUNLIGHT IMPACTS

LAND USE SPECIFIC AMENITY  
REQUIREMENTS

ESD, GREEN  
INFRASTRUCTURE, WATER  
MANAGEMENT

PUBLIC REALM DESIGN

AMENDMENT C270

AMENDMENT C278  
SUNLIGHT TO PARKS

BETTER APARTMENT  
DESIGN GUIDELINES MK1

BETTER APARTMENT  
DESIGN GUIDELINES MK2

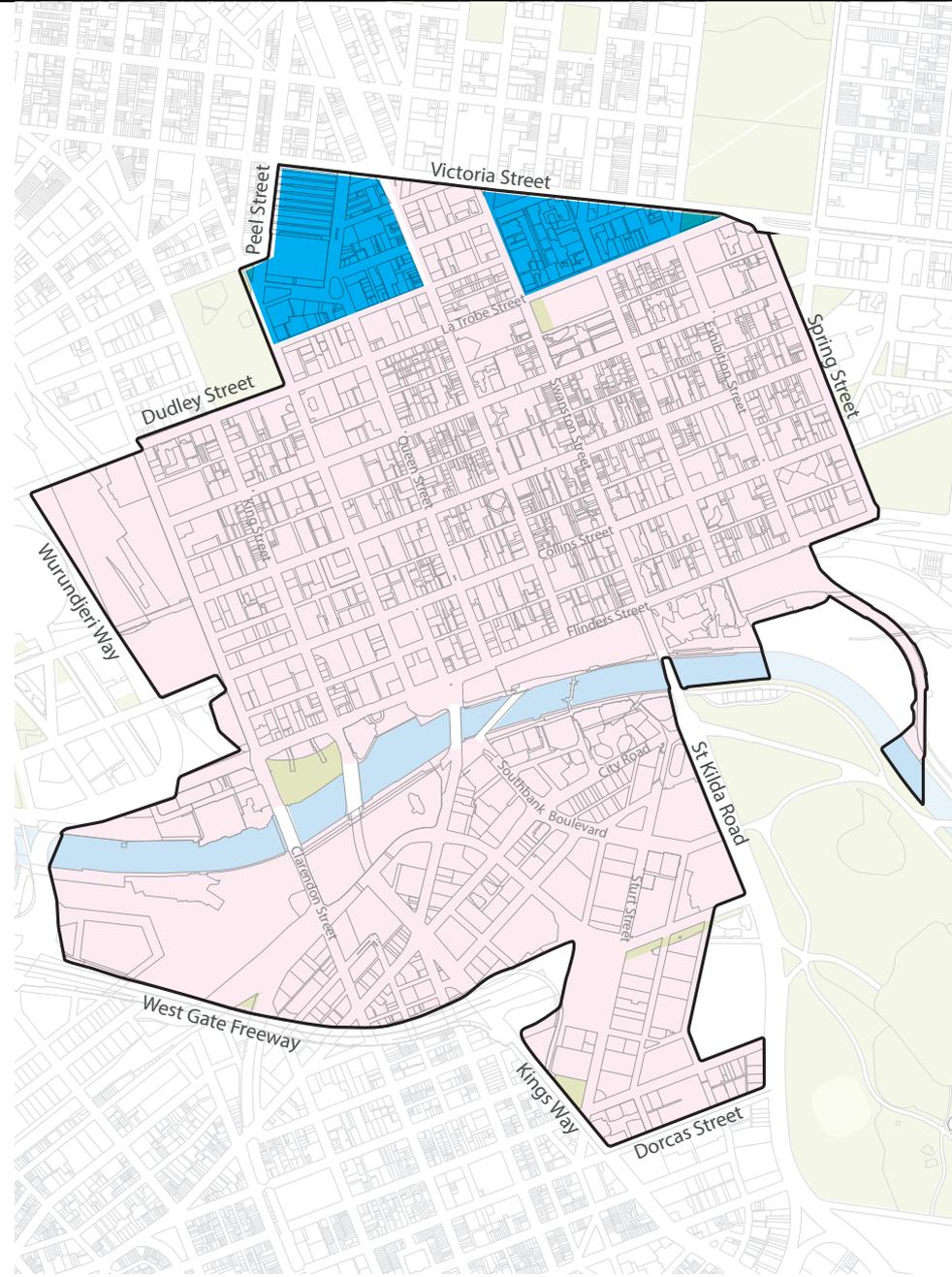
GREENING OUR CITY  
ACTION PLAN (GOCAP)

MELBOURNE WATER /  
DELWP

COM PUBLIC REALM  
DESIGN STANDARDS

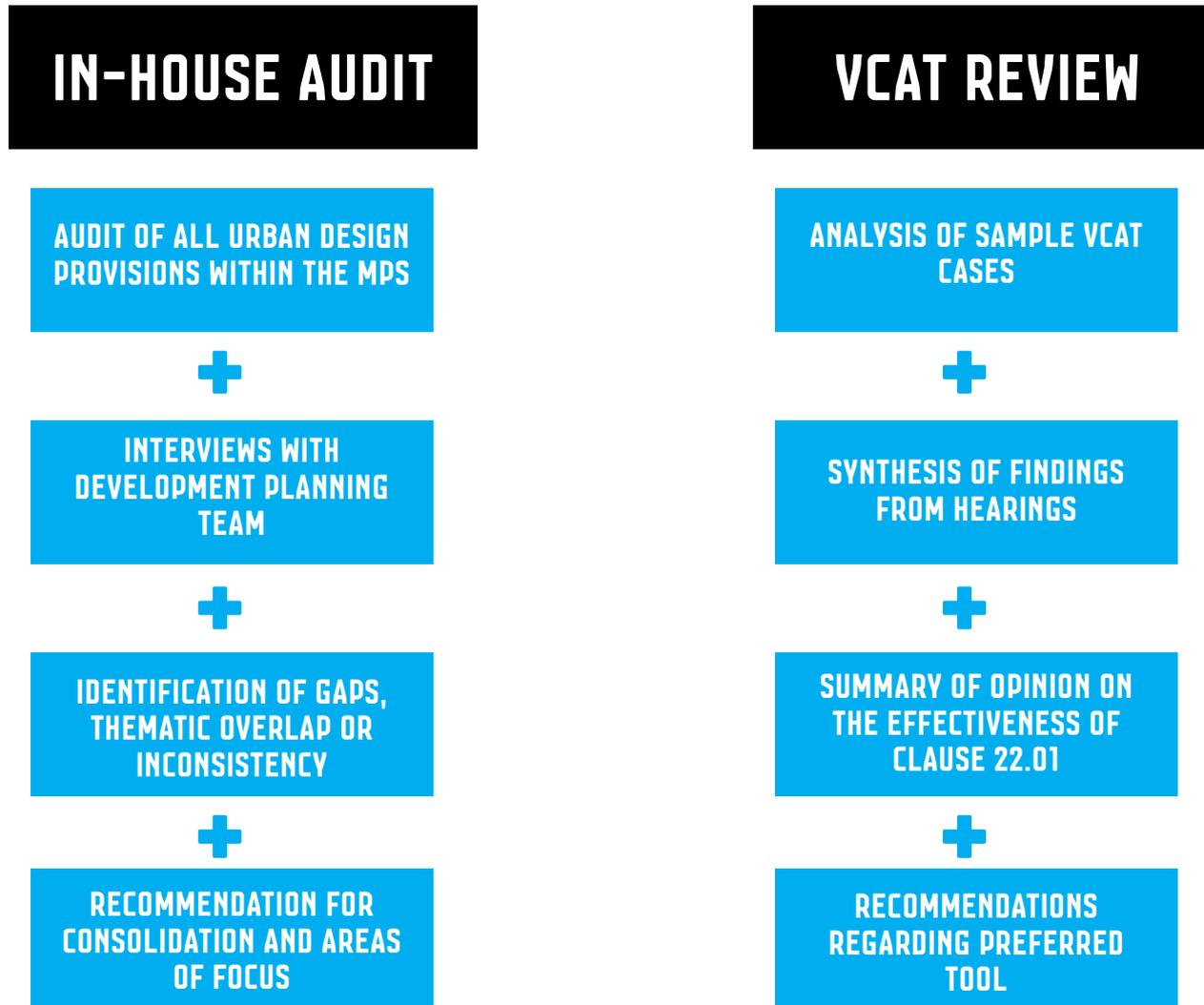
# Research Methodology - Geographic Scope

*Capturing Latrobe Street East and QVM as extensions to the Hoddle Grid or 'Central City'*



# Research Methodology - Audit of Design Review





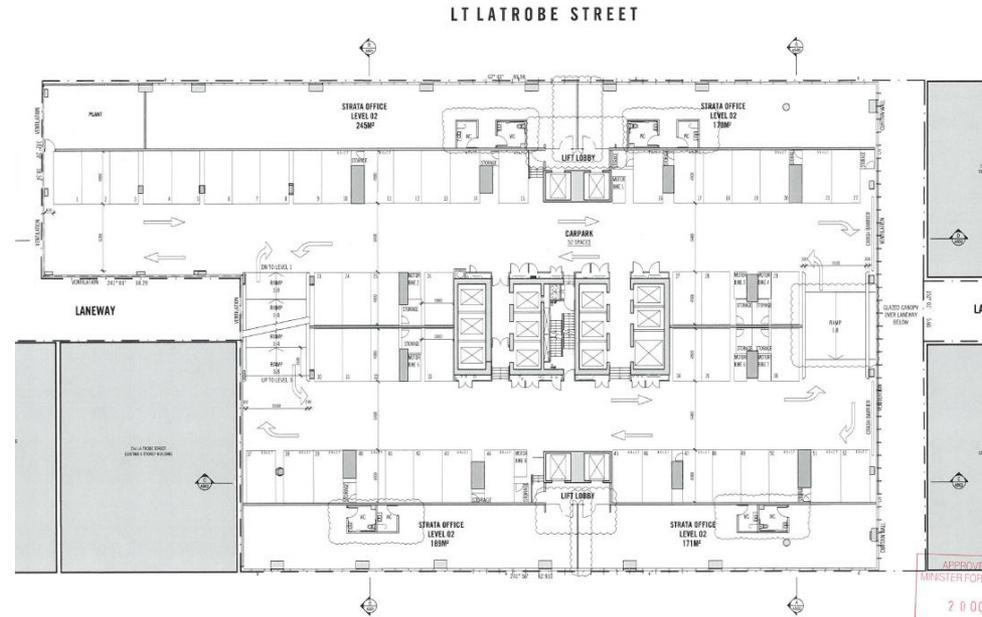
***Effective Design Programs include Policy, Advocacy and Culture. Tools employed include:***

- ***policy provisions***
- ***design guidelines***
- ***design manuals***
- ***self assess systems***
- ***competitive design policies***
- ***design review panels***
- ***awards programs***



# Research Methodology - Built Form Analysis

*Application analysis of the relationship between spatial planning and public realm interface outcomes*



*Site visits and observation of all building projects of five or more storeys completed since 1999 in the Central City and Southbank*



# Research Methodology - Stakeholder Workshops



# Research Methodology - Interviews

MELBOURNE WATER



METROPOLITAN FIRE BRIGADE



CITI POWER



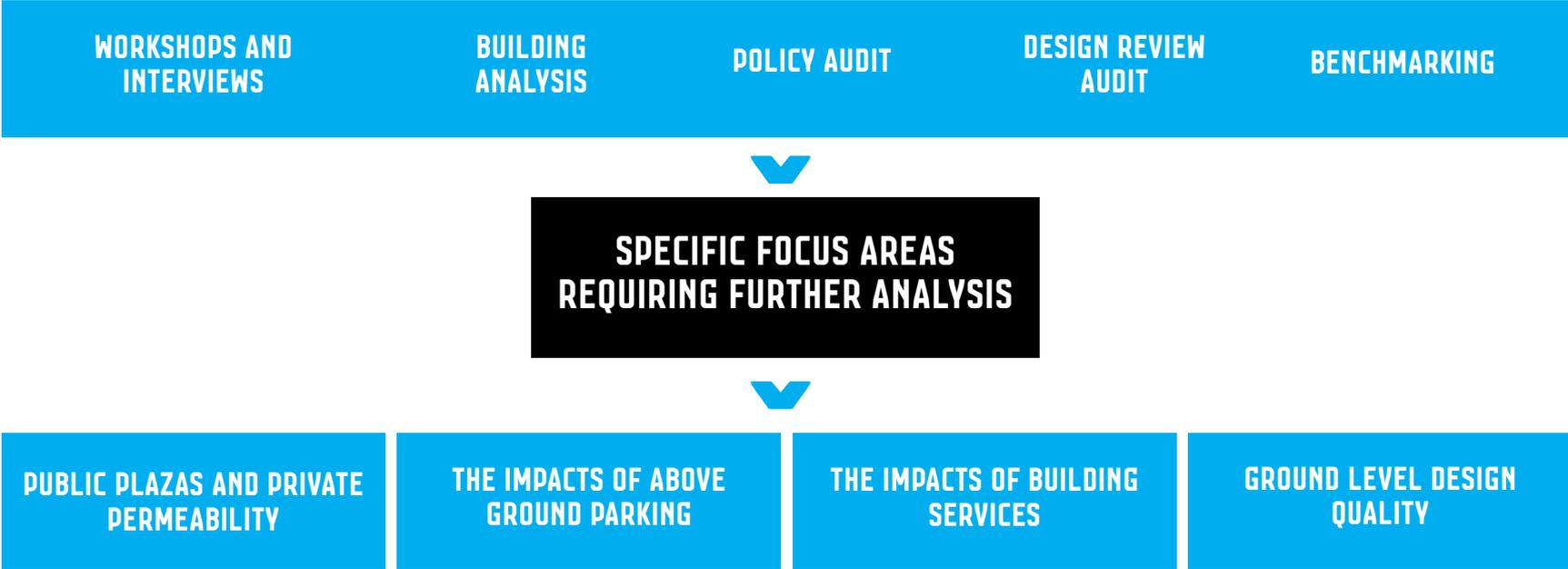
RETAIL DESIGNERS



PEER REVIEW WITH EXPERTS



# Research Methodology - Specific Investigations



# Key Findings



<https://developmentactivity.melbourne.vic.gov.au/>

# Key Findings



1956 > 2013 (P4P)

**177**  
TOWERS



2013 > 2017

**70**  
TOWERS



2017 > (APPLIED / APPROVED)

**115**  
TOWERS

# Key Findings



## LEGEND

- Special Character Area
- Study Area
- Allotment Area <300SQM x 638
- Allotment Area 301-600 sqm x 350
- Allotment Area 601-1000 sqm x 27
- Allotment Area 1001-1500 sqm x 18
- Allotment Area >1501 sqm x 360

ALLOTMENT SIZE DISTRIBUTION

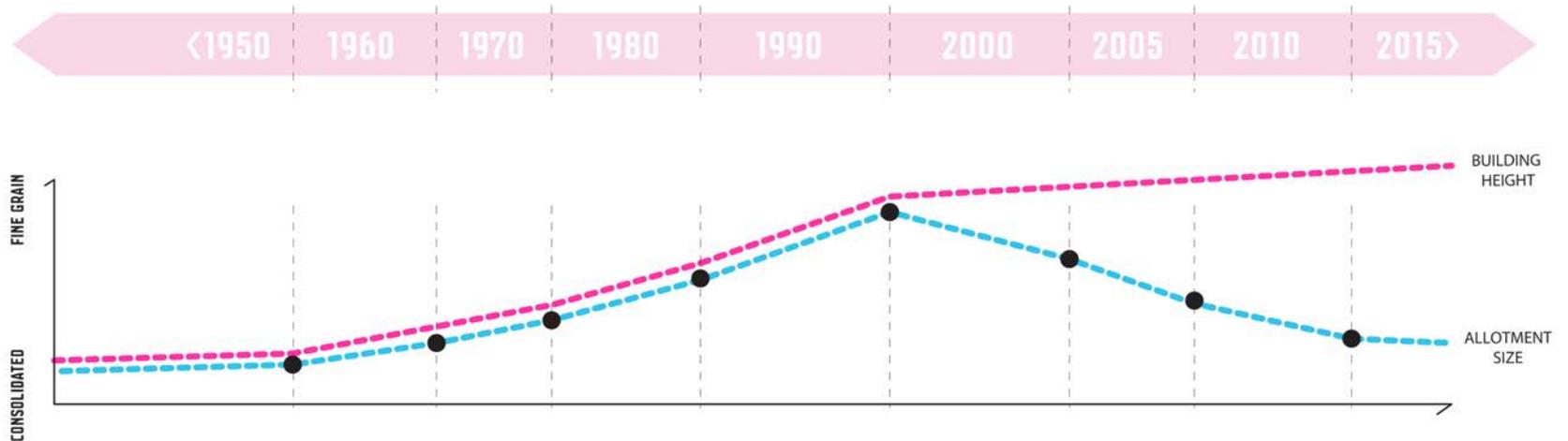
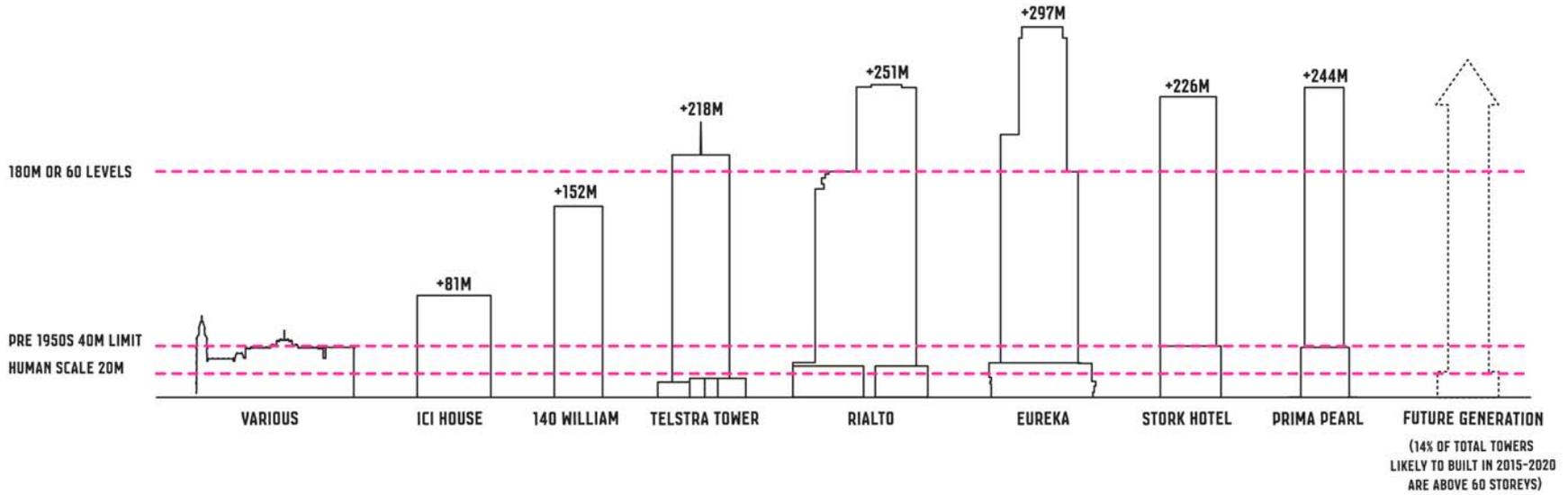
# Key Findings



## LEGEND

 Pre 1860	 1900s	 1930s	 1960s	 1990s	
 1860 - 1880	 1910s	 1940s	 1970s	 2000s	
 1880 - 1900	 1920s	 1950s	 1980s	 2010s	 Multiple Dates

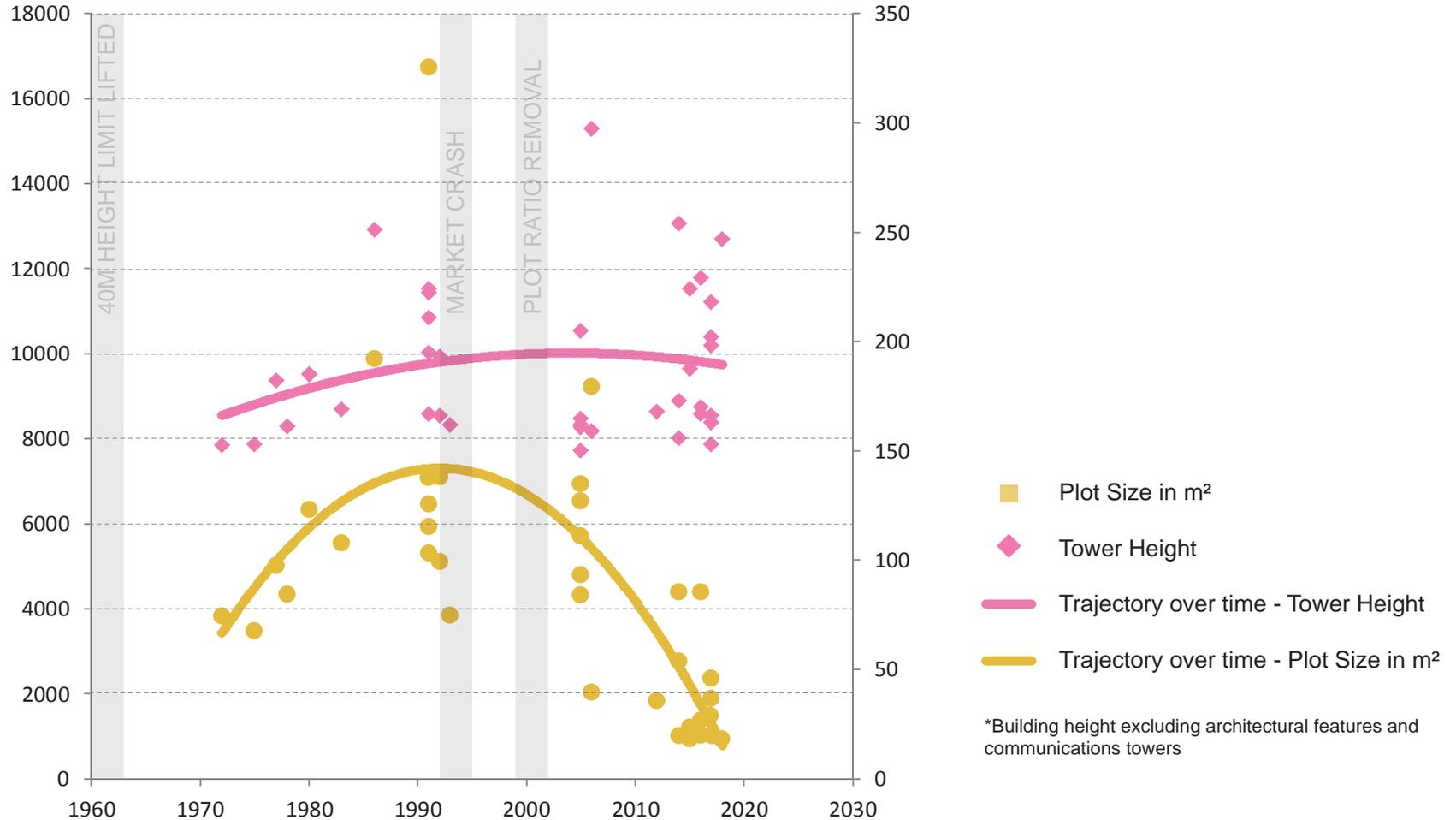
# Key Findings



# Key Findings

PLOT SIZE (m<sup>2</sup>)

HEIGHT (m)

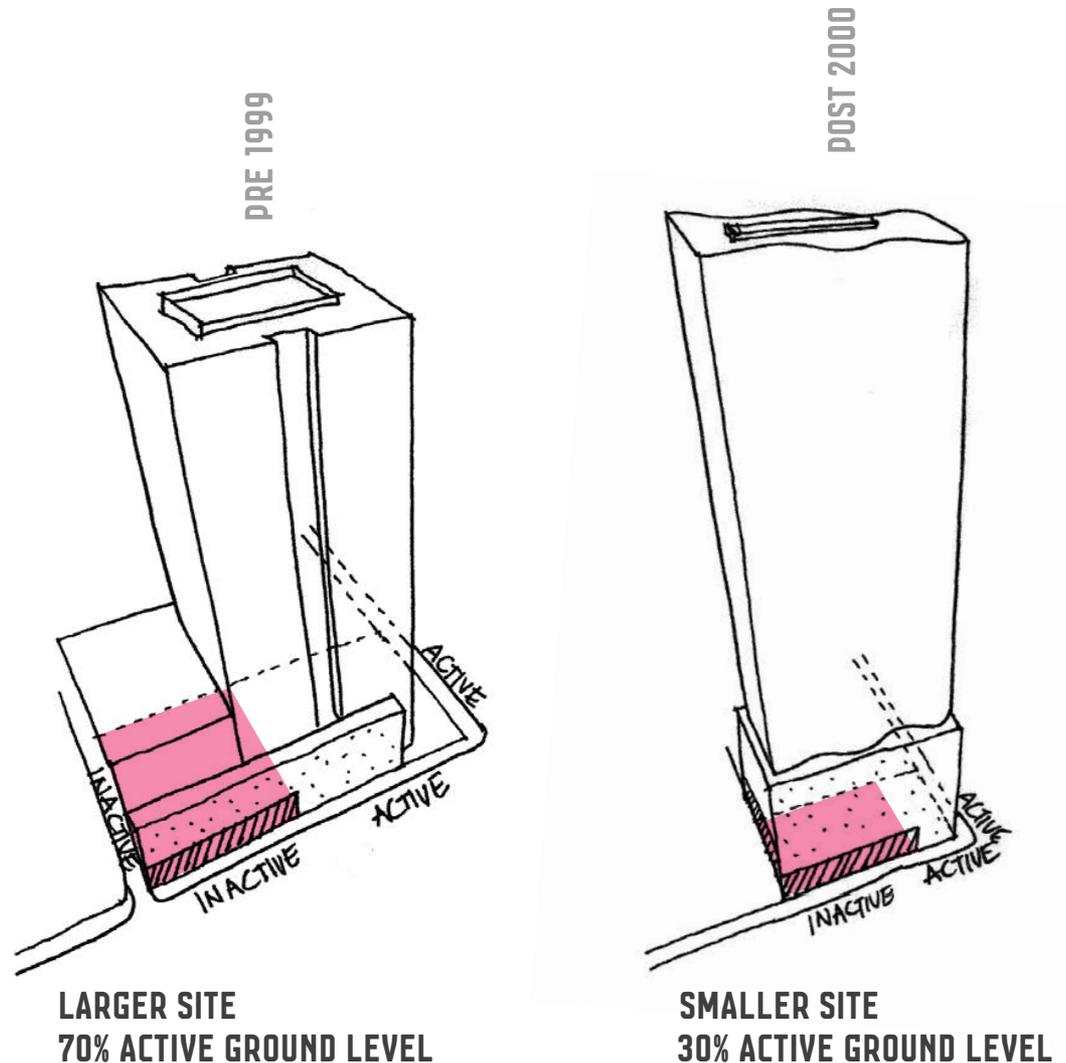


\*Building height excluding architectural features and communications towers

# Key Findings

*Our current phase of development is underpinned by extremely high density (by global standards) on small allotments.*

*With increased intensity on small sites, active frontages are competing with waste, services, parking and loading.*



# Key Findings



## DOMINANT PARKING STRUCTURES

# Key Findings



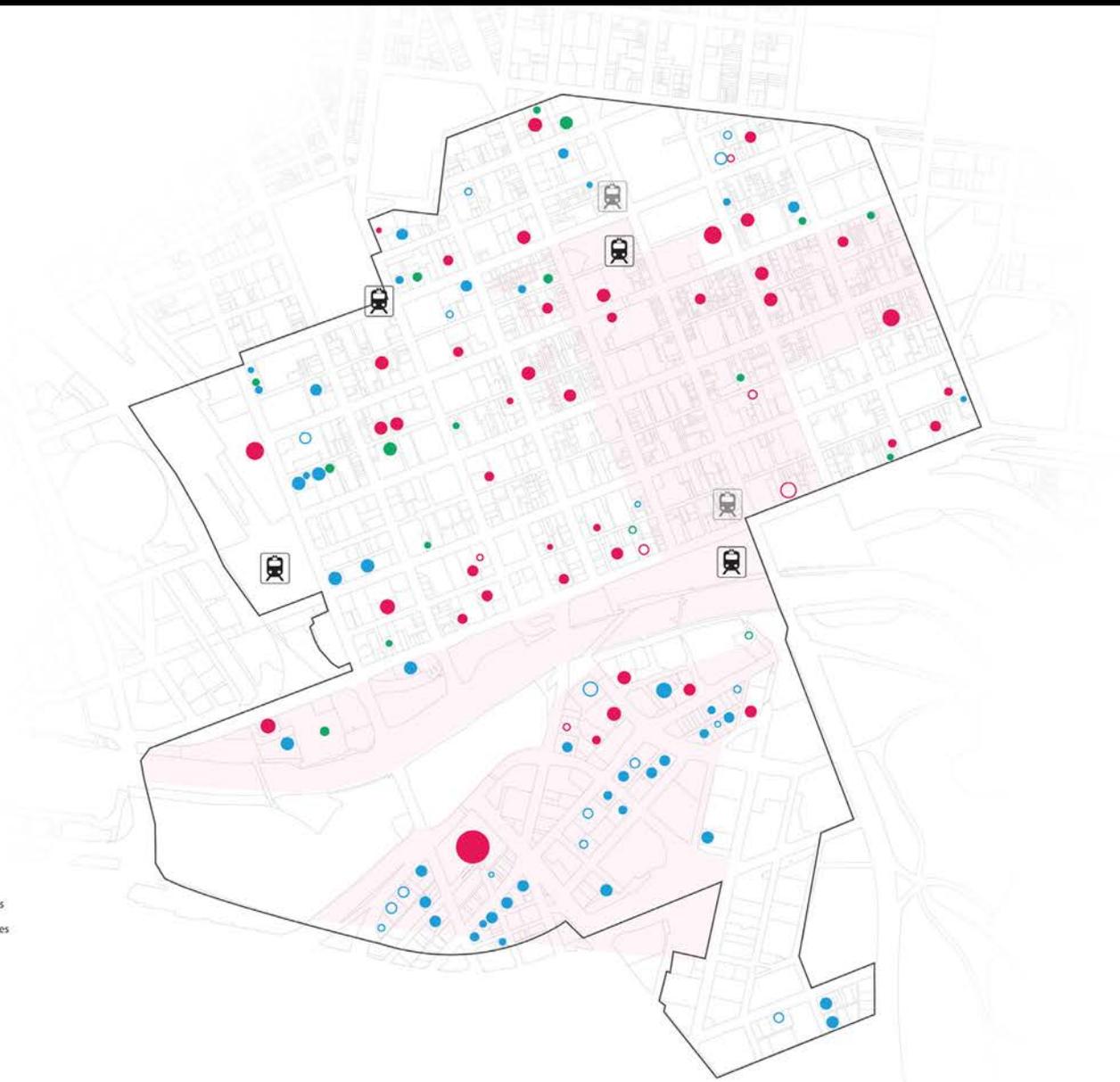
## DOMINANT PARKING STRUCTURES



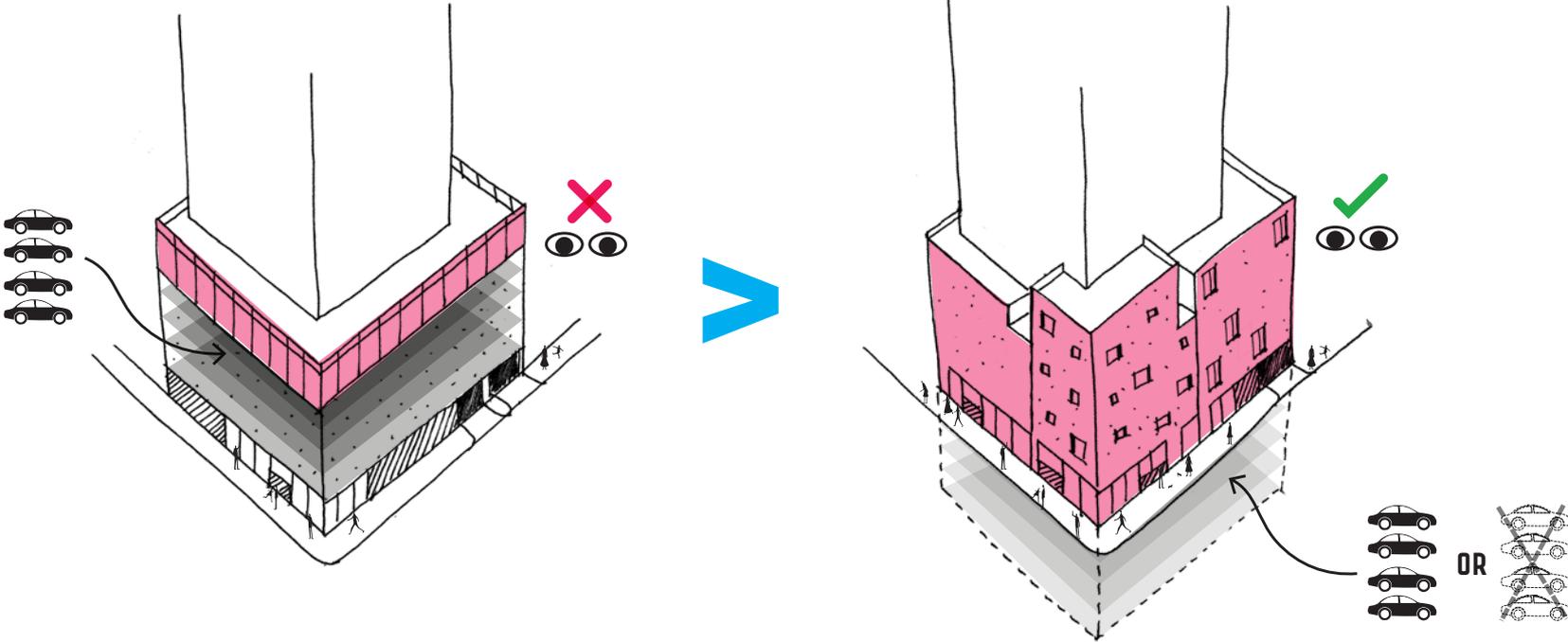
# Key Findings

## LEGEND

- Study Area
- Special Character Area
- Residential Parking - Exposed to Street
- Commercial Parking - Exposed to Street
- Private Parking - Exposed to Street
- Residential Parking - Sleeved with Active Uses
- Commercial Parking - Sleeved with Active Uses
- Private Parking - Sleeved with Active Uses



# Key Findings



# Key Findings



## POOR RESOLUTION OF BUILDING SERVICES



# Key Findings



**POOR RESOLUTION OF BUILDING SERVICES**



# Key Findings



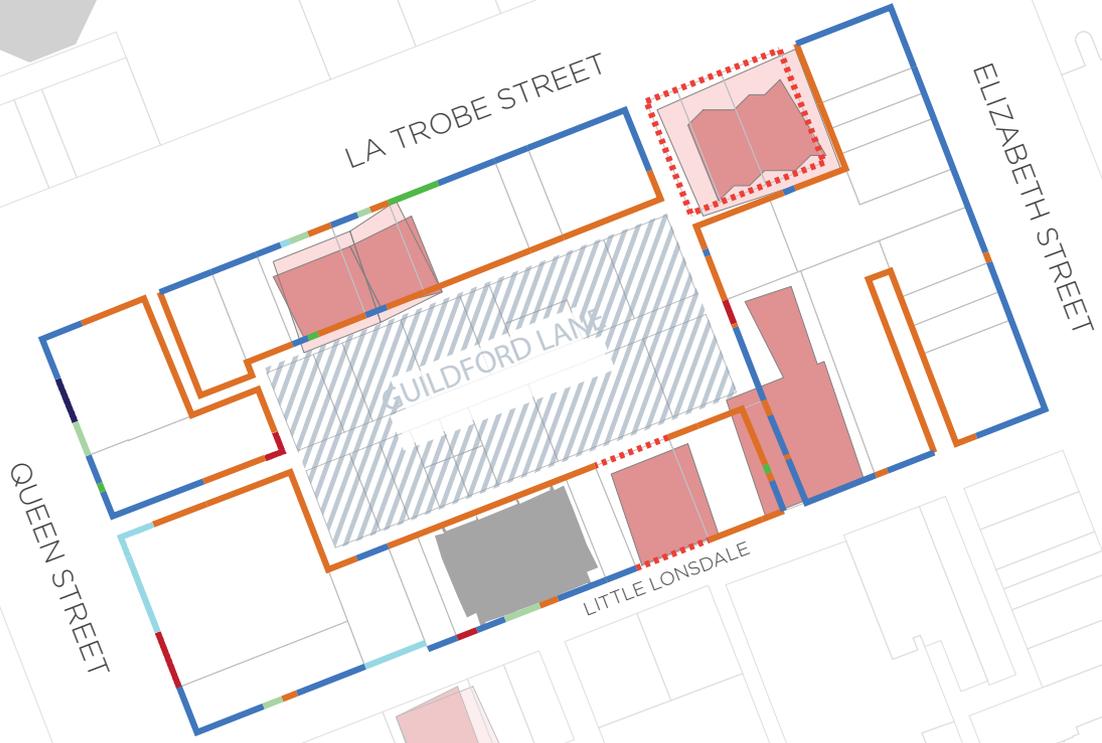
## LEGEND

- Study Area
- Special Character Area
- Development between 1985-2013<sup>1</sup>
- <2013 Tower Footprint<sup>1</sup>
- 2013>-May 2017 DAM Completed / Under Cons Tower<sup>2</sup>
- Photograph location 2017 UD in CCZ study

<sup>1</sup> Source: *Places for People Report, (2015)*

<sup>2</sup> Source: *Development Activity Model*

# Key Findings



**LEGEND**

- 1% Entry/Lobby
- 2% Setback Entry
- 34% Commercial
- 1% Open Air Commercial
- 4% Setback Commercial
- 44% Services
- 2% Carparking
- 12% Under Construction

NOTE: Approximate percentages only

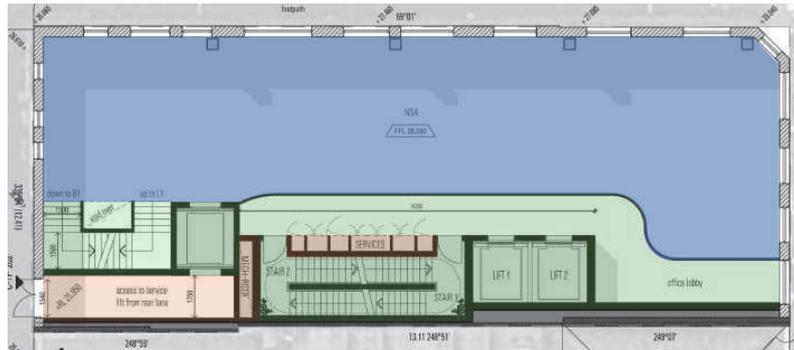
# Key Findings

## <500SQM building GROUND FLOOR services analysis



9-11 Exploration Lane, Melbourne

\* no commercial/retail area on ground floor



The Metropolitan Hotel,  
263-265 William Street, Melbourne



563 Little Lonsdale Street, Melbourne

\* no commercial/retail area on ground floor

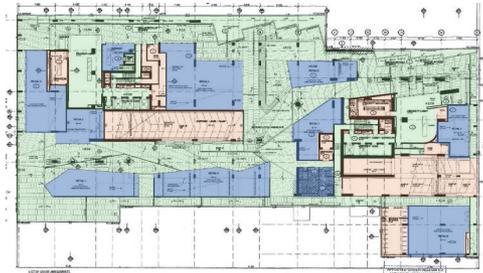
### LEGEND

- Building Services (Inactive Use)
- Lobby/ Circulation (Semi-active Use)
- Commercial/Retail (Active Use)

0 ———— 15M

# Key Findings

## >1500SQM building GROUND FLOOR services analysis



**Fulton Lane,  
151-165 Franklin Street, Melbourne**

4242 SQM
18.3%
56.8%
24.9%



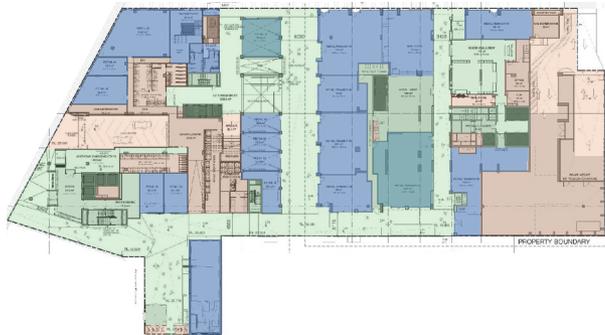
**Aurora,  
224 La Trobe Street, Melbourne**

3197 SQM
21.5%
51.2%
27.3%



**80 Collins Street, Melbourne**

5025 SQM
9.1%
52.3%
38.6%



**QVM Munro, Melbourne**

6264 SQM
28.3%
39.8%
31.9%

### LEGEND

- Building Services (Inactive Use)
- Lobby/ Circulation (Semi-active Use)
- Commercial/Retail (Active Use)



# Key Findings



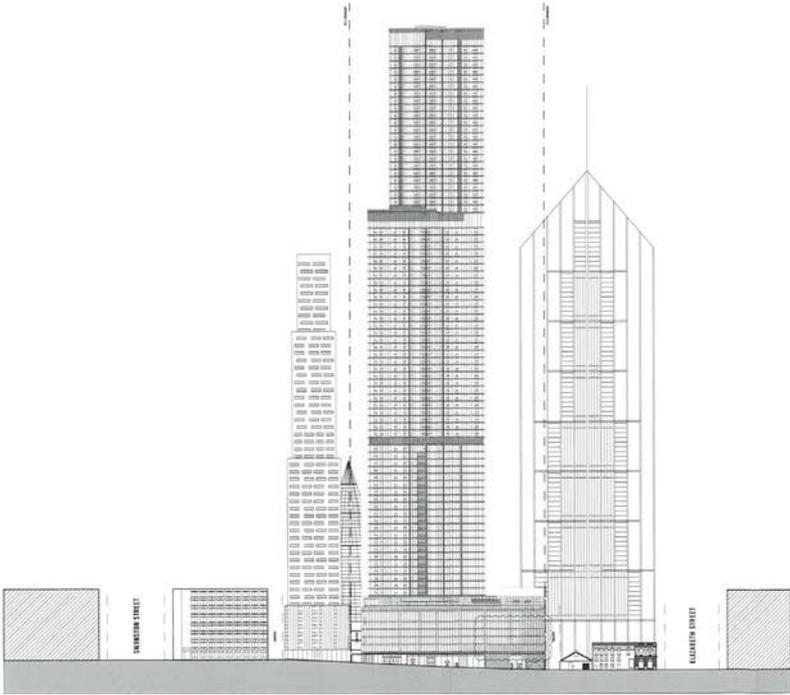
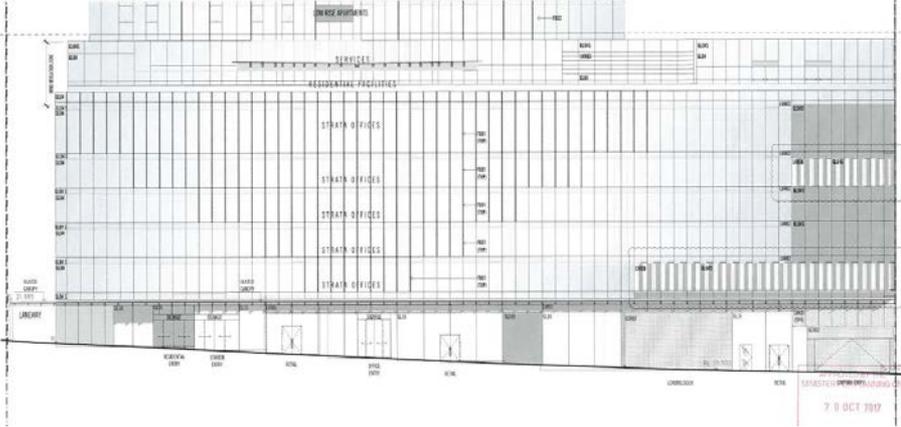
**POOR RESPONSE TO THE HUMAN SCALE**

# Key Findings



**POOR RESPONSE TO THE HUMAN SCALE**

# Key Findings

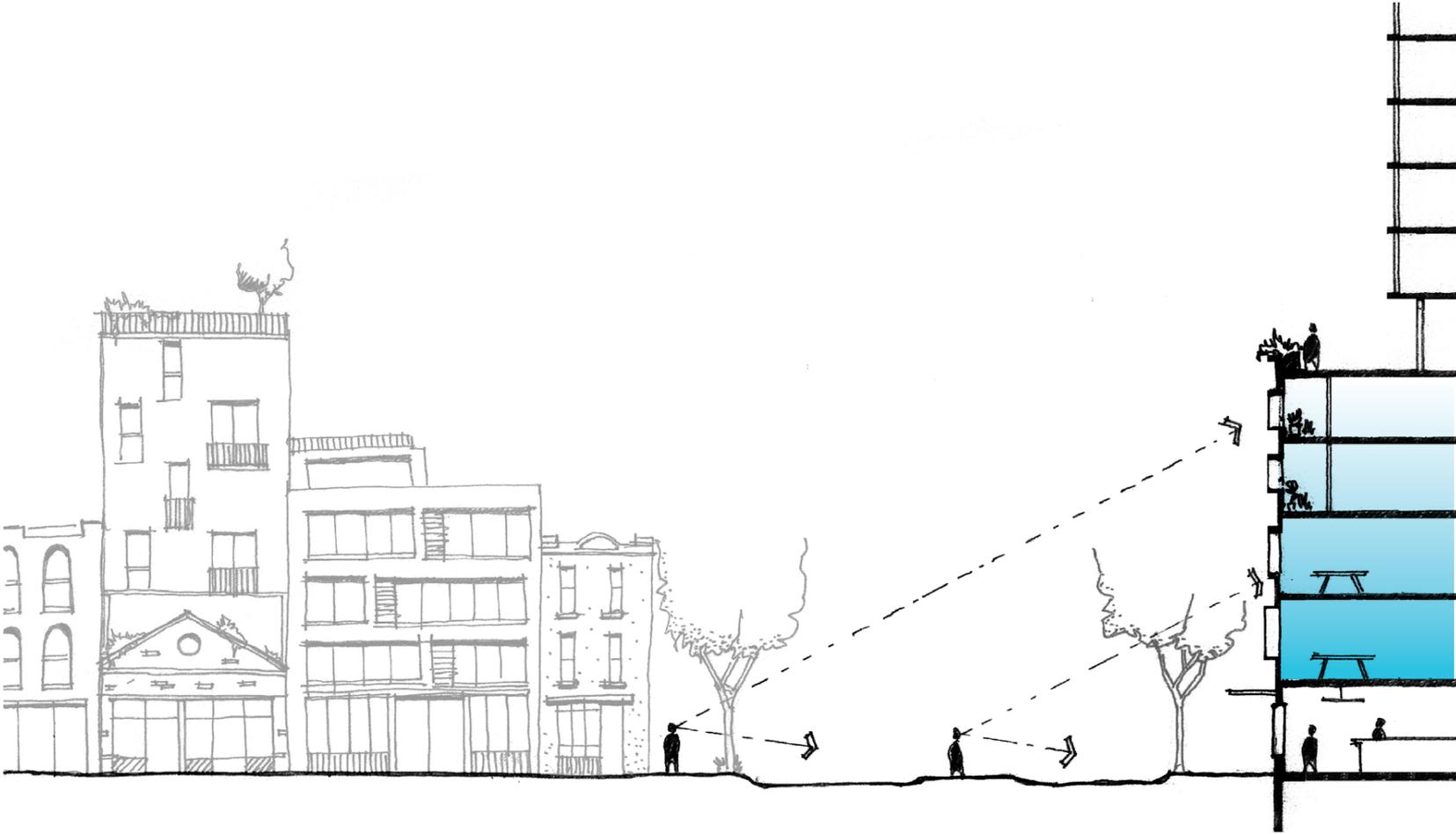


**LIMITED DETAIL**

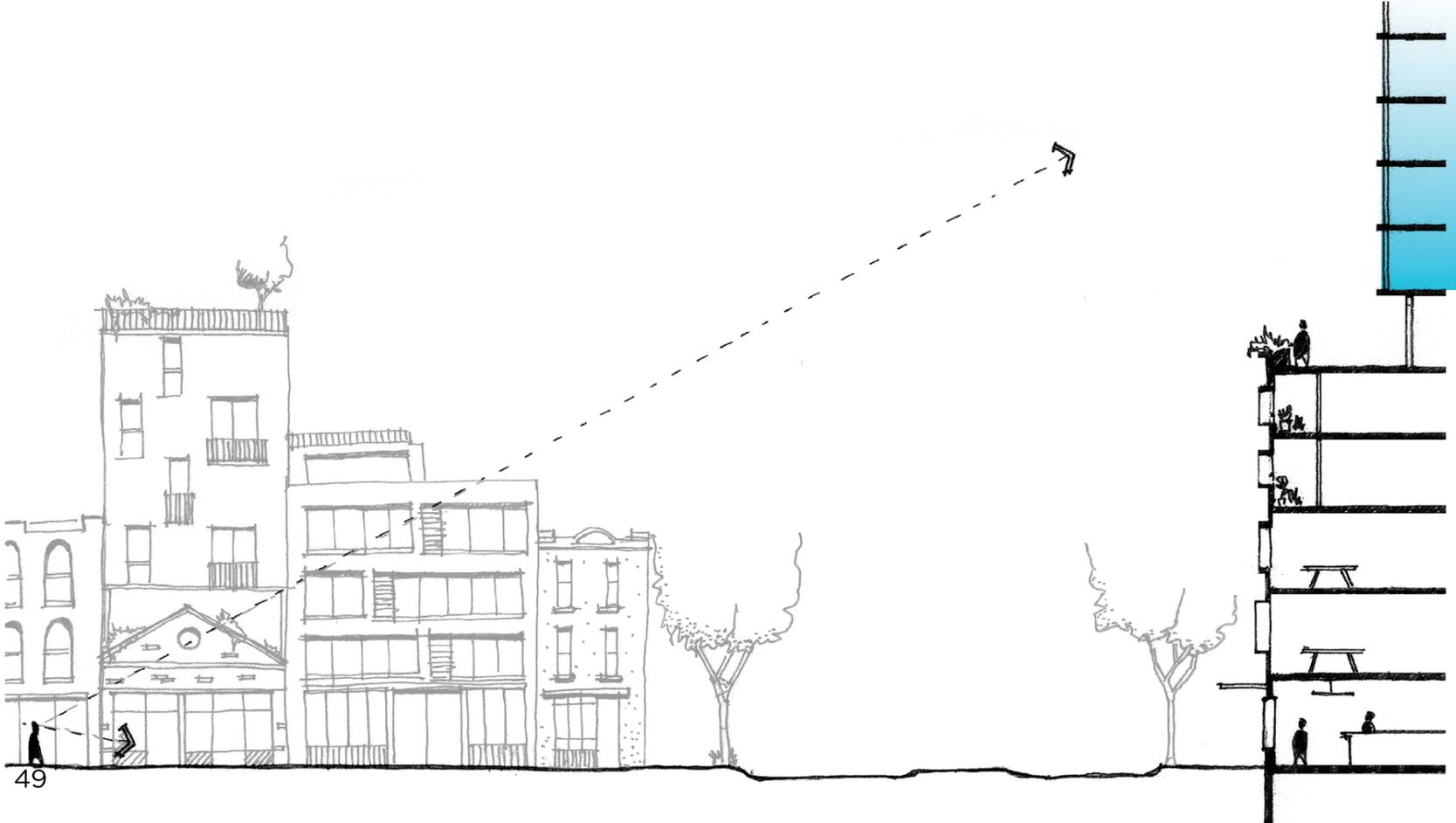
# Key Findings

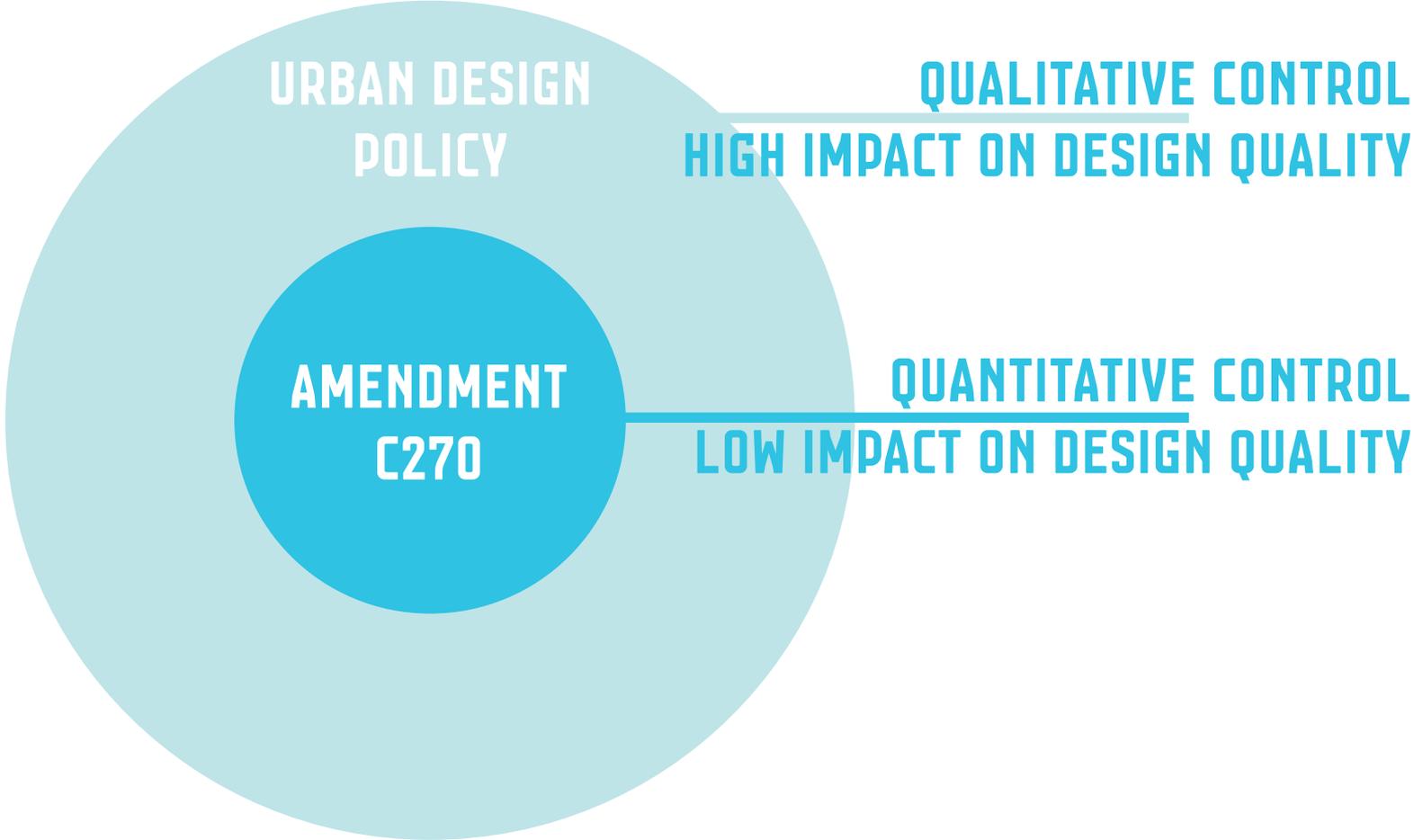


# Key Findings



# Key Findings





<2019

## PLANNING TOOL

**Policy**  
**22.01-1 Urban Structure**  
To set environmental objectives and responses for the tender system for development.

Design objectives	Design requirements	Assess
To ensure development is responsive to urban form and		
To ensure development maintains a high level of amenity		
To ensure development maintains and facilitates amenity and		
Public space		

## DESIGN AND DEVELOPMENT OVERLAY SCHEDULE 1

# Planning Scheme Amendment

<2019

PLANNING TOOL



DESIGN AND DEVELOPMENT OVERLAY SCHEDULE 1

ADVOCACY



CENTRAL MELBOURNE DESIGN GUIDE

PROCESS



RAISING THE PROFILE OF DESIGN

+



LONG TERM PROGRAM AROUND DESIGN QUALITY



CoM DESIGN REVIEW

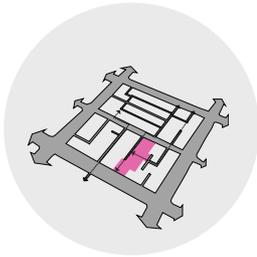


COMPETITIVE DESIGN POLICY

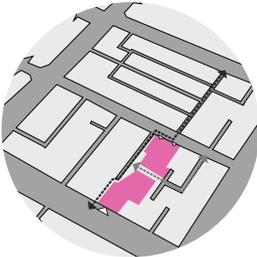
# Planning Scheme Amendment

**BIG**

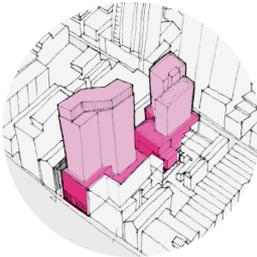
**SMALL**



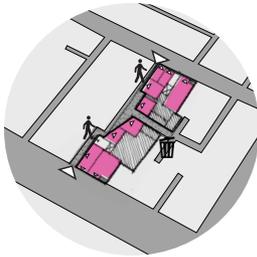
Urban Structure



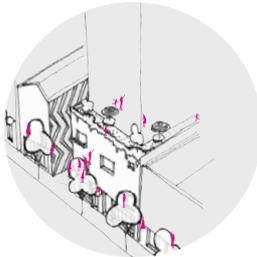
Site Layout



Massing



Building Program

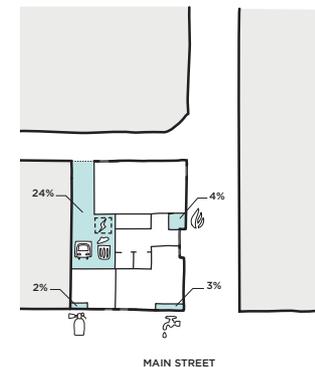
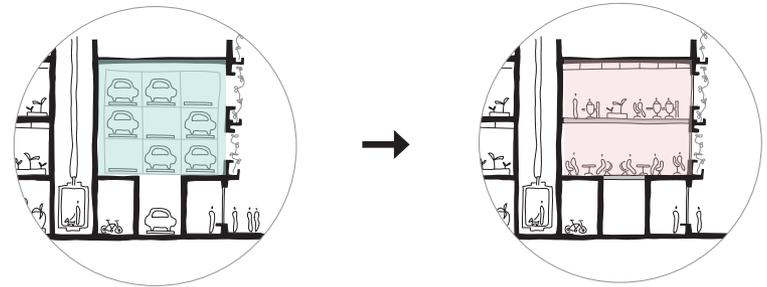
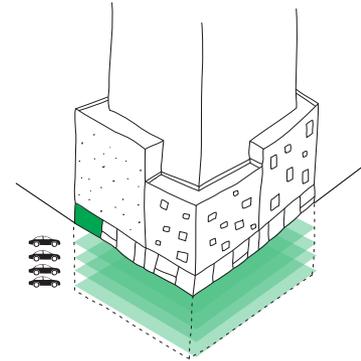


Public Interface

# Planning Scheme Amendment

mandatory elements include

- *Limitation on above ground parking in the Central City.*
- *Activation of podium levels in Southbank and adaptability for future uses.*
- *Building services limitation to promote innovation in size, location and integration.*
- *Extension of the active frontage (80%) measure within Special Character Areas in Central City and Southbank.*



# Planning Scheme Amendment



## 39. Allow for street trees

Projections and weather protection canopies should allow for future growth of street trees, including planned street trees as specified in any adopted City of Melbourne plan.

## 40. Ensure projections are discrete or lightweight

Balcony projections, where appropriate should provide a vertical clearance of at least 5 metres from any public space.

### Main streets:

- Unenclosed first floor balconies may project to 16 metres in depth or 800mm from the back of kerb, whichever is the lesser if in association with an active commercial or communal use.
- Lightweight Juliette balconies, adjustable screens or windows, cornices or other architectural features may project to 600mm from the title boundary from the first floor to the top of the street wall.

### Streets and laneways:

- Lightweight Juliette balconies, adjustable shading devices, windows, cornices or other architectural features may project to 300mm from the title boundary from the first floor to the top of the street wall.

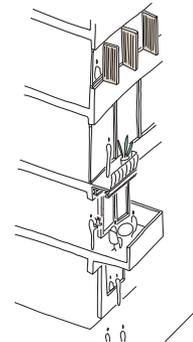
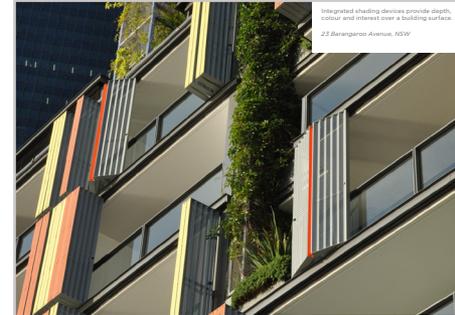


Figure 37 Narrow, unenclosed projecting balconies can add to the life of main streets and promote upper level surveillance.



Integrated shading devices provide depth, colour and interest over a building surface.  
23 Barangaroo Avenue, NSW



Well-spaced, Juliette balconies made of lightweight steel and mesh ensure a discrete projection over the public realm.  
22 Liverpool Street

## 27. Active street frontages in General Development Areas

Within the General Development Area, buildings with ground level main street, street and laneway frontages should present an active and attractive, pedestrian-oriented frontage to the satisfaction of the Responsible Authority, by providing:

- At least 5 metres or 80% (whichever is the greater) of the frontage as an entry or window to an entry or display window to a shop and/or a food and drink premises; or as other uses, customer service areas and activities, which provide pedestrian interest and interaction. This measurement excludes stair-risers to a maximum height of 700mm in addition to window and door frames.
- Clear glazing (security grilles or mesh) should be transparent and mounted internal to the shop front.
- Any signage or product display should maintain views to and from the tenancy interior to the public realm.

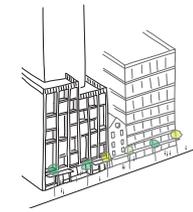


Figure 43 Buildings located in General Development Areas are often characterised by wider frontages, with variable quality of retail frontages. It is imperative that new development adopt high quality shop fronts and building entrances to improve the function and appearance of these areas.

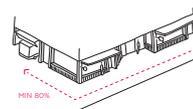
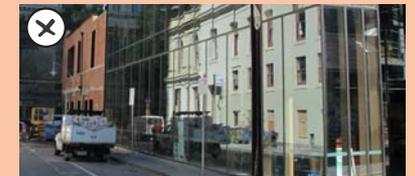


Figure 44 Ground level street frontages are designed to accommodate high levels of glazing, with well detailed shop fronts and building entries.

## PUBLIC INTERFACES

### What to avoid?



The use of limited, opaque or high reflectivity glass which obscures views between the public realm and building interior within the lower levels of a building.



Opaque or translucent security installations which obscure views into tenancies at night.



Long expanses of floor to ceiling glass without frequent well-defined entries.

# Planning Scheme Amendment

Design Industry Breakfast



Residents Walking Tour



## A PROGRAM OF PUBLIC EVENTS

AIA Large Practice Forum



New Architects Melbourne



# Planning Scheme Amendment

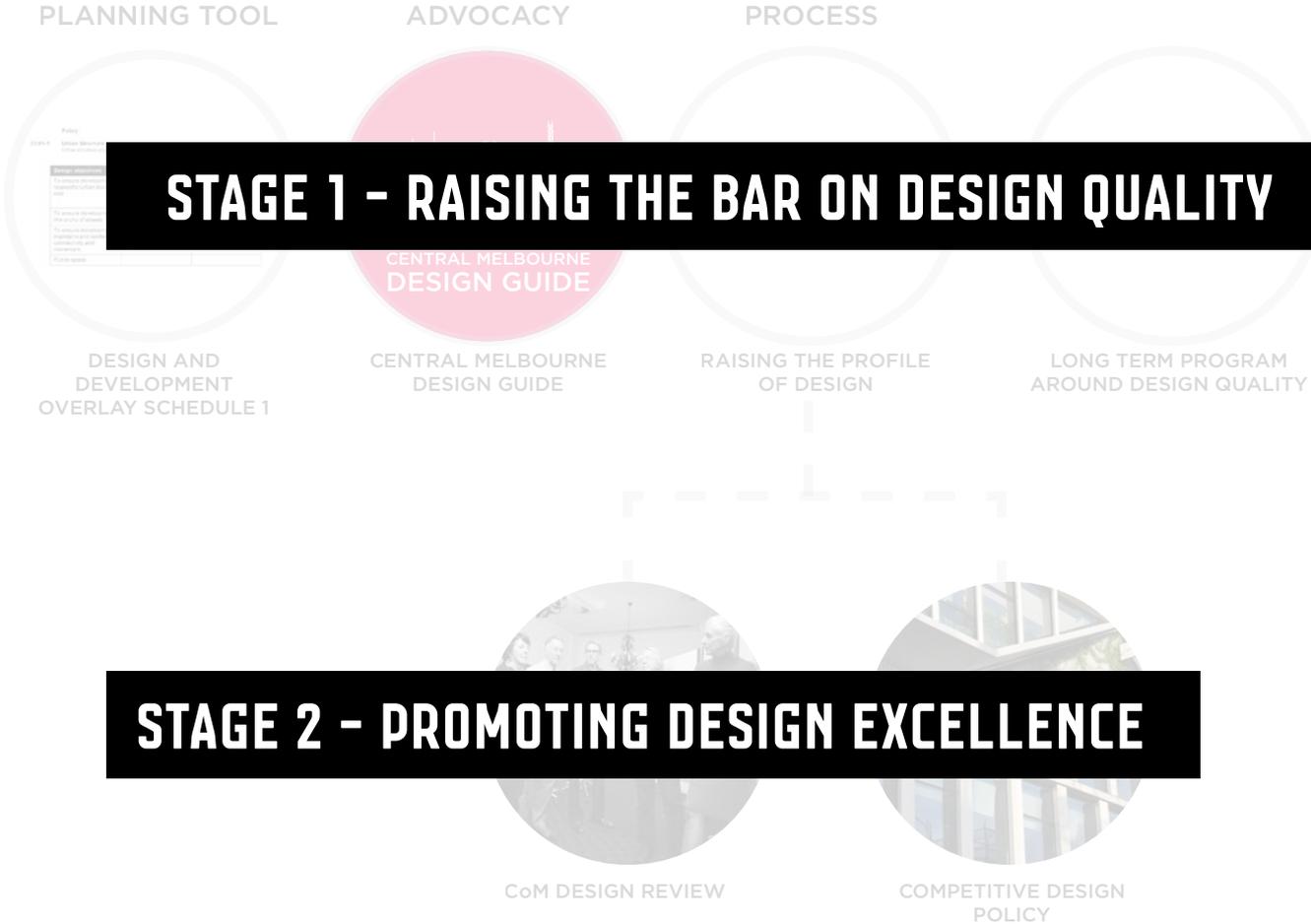
- 41 submissions received from design industry, development industry, resident and stakeholder groups, and individual property owners
- High level of support for the ambition of Amendment (50% full support)
- Key issues raised by submitters focused on
  - *Mandatory requirements relating to car parking structures, building services at ground level and active frontage requirements.*
  - *Impact on the development potential of small sites*
  - *Potential for overlap between urban design and Heritage Policy and Amendment C270 (DDO10)*
  - *Drafting and structure of the DDO1*



# Design Excellence Program



<2019



## COMPETITIVE DESIGN



THE JOSEPH REED AWARD  
URBAN DESIGN

with NMBW Architecture Studio, Harrison and White, M  
ects and Maddison Architects

New Academic Street, RMIT University  
Lend Lease

  
AMY MUIR  
VICTORIAN CHAPTER PRESIDENT

  
JAMES LE  
JURY CH

Australian  
Institute of  
Architects

## TERMS OF REFERENCE

CITY OF SYDNEY DESIGN ADVISORY PANEL

## DESIGN REVIEW PANELS

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Endorsed June 2017



Architecture Des  
Competiti  
<A guide for gove