**Sandridge**

**Proposed Precinct Character: Sandridge**

**The Vision for Sandridge**

1. The Fishermans Bend Vision seeks to create distinctive and unique neighbourhoods\(^1\) in its precincts. The Vision contains the following vision for Sandridge in 2050:

   *Sandridge is one of Melbourne’s premium office and commercial locations, with excellent access to the CBD.*

   *It provides high quality vibrant streets and public spaces, well served by public transport, walking and cycling links.*

   *Professional services and creative businesses are attracted to Sandridge – the commercial sized floorplates in many of the buildings are ideal for their needs.*

   *Proximity and good connections to the CBD, Melbourne’s west, Docklands, the Employment Precinct, South Melbourne and Domain ensure that businesses in Sandridge can access a wide range of clients and services. The new train station has further improved access to the precinct.*

   *Architecturally diverse towers north of and along the Fennell-Plummer Street boulevard extend Melbourne’s skyline towards Port Phillip Bay.*

   *These buildings are designed to provide an attractive street level experience and protect public spaces from overshadowing. Residents and workers in these towers enjoy spectacular views towards the CBD, Port Phillip Bay and across the surrounding suburbs.*

   *The scale of built form is lower closer to Garden City and Port Melbourne, to respect the existing scale of these areas.*

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\(^1\) Fishermans Bend Vision September 2016, Strategic Direction 5, p. 12.
Public spaces and larger buildings around Fennell and Ingles Streets integrate with the Ingles Street bridge, seamlessly linking Sandridge to Lorimer.

Community services for residents and workers in Sandridge are delivered through mixed use developments and community hubs.

The transport network in Sandridge, including the Plummer-Fennell Street light rail corridor and enhanced bus routes, provide safe and convenient connections within and outside Fishermans Bend. Wide footpaths and dedicated cycle routes along tree lined streets encourage healthy, active transport.

A series of public spaces, including piazzas, event spaces, sporting grounds, intimate formal gardens and playgrounds are linked through a network of boulevards, living streets, laneways and shared paths.

North Port Oval, with its historic grandstand, is a key anchor for the local community and supports many civic and recreational uses. State and local governments have worked together with the sports clubs that use North Port Oval to expand the ground and its program, and to improve the quality of facilities.

Sandridge is an exemplar of sustainable and resilient mixed-use development, and is the lynchpin for Fishermans Bend’s identity as a world class urban renewal area.2

OVERARCHING GUIDANCE IN THE MUNICIPAL STRATEGIC STATEMENT

2. The proposed MSS contains strategic direction for each Fishermans Bend precinct. This direction guides preferred character through building typology and gradation in height, enhancement of laneways, encouragement of mixed use and active frontages in core areas.

2 Ibid., pp. 24 and 26.
3. Relevantly to Sandridge, statements of direction include:

(a) *Facilitating the transition of the Fishermans Bend Urban Renewal Area* from a core industrial area to a mixed use area. Creating opportunities for high-intensity commercial uses within the Sandridge Precinct, and ancillary commercial and retail uses in the other precincts. Supporting urban manufacturing through industrial uses with limited amenity impacts.³

(b) *[Fishermans Bend Urban Renewal Area]* will transition from an industrial area to a genuine mixed use environment with a residential and commercial focus. In particular, the Sandridge precinct is identified as an area suitable for significant commercial development to support the central city economy. Clean industrial uses that adequately address potential amenity impacts will continue to be support in the urban renewal area.⁴

(c) *The Fishermans Bend Urban Renewal Area* is an area that will transition towards a higher density built form that will vary across each precinct to include a range of building typologies, including infill, row, shoptop, courtyard, perimeter block and podium-tower development.⁵

(d) Ensure higher built form areas within the Fishermans Bend Urban Renewal Area transition effectively to low-rise areas immediately surrounding the urban renewal areas.⁶

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(e) **Protect and enhance the built form, character and function of laneways and the laneway system as a significant element of the City’s built form.**

(f) **Ensure new development reinforces or reinstates and extends the fine grain pattern of streets and lanes.**

(g) **Achieve a graduation in building scale and massing between areas of medium and higher density development within activity centres to the traditional low-rise, fine grain scale of established residential areas.**

(h) **Ensure that new development at increased densities provides a transition in scale to any adjoining lower-rise development.**

(i) **Ensure new development provides opportunities for higher density development, a varied urban form and good pedestrian amenity.**

(j) **Ensure new development considers the potential impacts on the environmental performance and amenity of adjoining properties by way of overshadowing, privacy, or visual bulk.**

(k) **Ensure that the development achieves design excellence through best practice urban design, landscape architecture and architecture.**

(l) **Ensure development contributes to the preferred future character and creation of distinct neighbourhood precincts.**

(m) **Deliver diversity of built form typologies, including low, medium and high rise buildings at a range of densities to provide housing diversity to support the creation of a diverse and inclusive community.**

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7 Ibid., p.5.
8 Ibid., p.5.
9 Ibid., p.6.
10 Ibid., p.6.
11 Ibid., p.7.
12 Ibid., p.7.
13 Ibid., p.7.
14 Ibid., p.7.
15 Ibid., p.7.
(n) Encourage active street frontages at ground floor level in retail and mixed use areas.\textsuperscript{16}

(o) Encourage opportunity for social interaction at interfaces between the public and private realms, and spaces and facilities within multi-storey residential developments.\textsuperscript{17}

(p) Ensure a variety of build form typologies are delivered, including low, medium and high rise buildings at a range of densities.\textsuperscript{18}

(q) Promote a genuine mix of uses in the area that provides for residential, commercial, retail, industrial and community facilities and uses.\textsuperscript{19}

(r) Encourage the highest concentration and mix of uses in the defined activity core areas, located on public transport nodes and routes.\textsuperscript{20}

(s) Encourage high quality urban form that improves both the private and public realms.\textsuperscript{21}

\textbf{SANDRIDGE}

4. The preferred future character of Sandridge is restated and refined in clause 21.06-8 as:

\begin{quote}
Sandridge is one of Melbourne’s premium office and commercial centres, balanced with diverse housing and retail. Sandridge will accommodate significant job growth and will take on the role of a significant commercial centre expanding the central city from the CBD and Docklands. Architecturally diverse towers extending Melbourne’s skyline towards Port Phillip Bay. A high density mixed
\end{quote}


\textsuperscript{17} Ibid., p. 8.


\textsuperscript{20} Ibid.

\textsuperscript{21} Ibid.
use activity centre will be established around the proposed Sandridge Metro Station and light rail interchange, including housing, retail, recreation, dining, community, entertainment, health and education services. It is an exemplar of sustainable and resilient mixed-use development, and the lynchpin for Fishermans Bends' identify as a world class urban renewal area.

5. Key outcomes for Sandridge are:

(a) tower and hybrid development within core areas.

(b) reduced building heights in key locations to protect open spaces from being overshadowed.

(c) active frontages within core areas with commercial and/or retail uses at lower levels to define street edges of primary and secondary streets and interfaces with public open spaces.

(d) hybrid development which integrates community facilities or larger format commercial offices and retail within core areas.

(e) a mix of low to mid-rise (8-12 storeys) and tower (20 storeys) buildings including infill, shop-top, courtyard and perimeter block development within core areas.

(f) at Williamstown Road interface:

   (i) low rise, mandatory maximum 4 storey heights; and

   (ii) landscaped setbacks or landscaped courtyards orientated to the street.

(g) around the perimeter of the North Port Oval parkland, buildings which:

   (i) are low rise;

   (ii) are massed to avoid overshadowing of the parkland; and

   (iii) have active frontages.\(^\text{22}\)

\(^{22}\) Clause 21.06-8, ‘Vision’, Port Phillip Planning Scheme (Document 66c), p. 36.
6. Clause 21.06-8 includes a map of sub-precincts within Fishermans Bend which delineates areas within Sandridge as follows:

7. The following outlines the preferred character elements which each sub-precinct of Sandridge. They are sourced from Table 3 in clause 21.06-8 and the DDO.

8. The precedent images illustrate elements of the preferred character, including:

   (a) Street character – examples that demonstrate the preferred character from within the street

   (b) Building typology – examples that demonstrate the range of building types preferred

   (c) Adaptive reuse – examples that illustrate the adaptive reuse of existing heritage buildings

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23 Ibid., pp. 36 and 37.
9. Where possible, examples have been used that demonstrate all criteria. This is not always possible and the demonstrated criteria is noted under each precedent image.

10. The precedent examples have been included to demonstrate character only. They are not intended to illustrate buildings that would comply with all of the proposed planning controls for the Sandridge precinct. The FARs of the precedents have not been assessed.

11. All images from Google unless otherwise noted.

**AREA S1**

*Summary of controls*

12. The preferred character elements of Area S1 are:

   (a) Hybrid developments of mid-rise perimeter blocks and tower developments with potential for larger commercial uses, including campus style developments.

   (b) Preferred maximum height of 12/24 storeys (DDO).
Precendent examples

Victoria Harbour Docklands (Typology - campus style development, street character)
Arden Gardens, North Melbourne – sales commenced (Street character, typology)

**Area S2**

*Summary of controls*

13. The preferred character elements of Area S2 are:

   (a) Hybrid developments of mid-rise perimeter blocks and tower developments.

   (b) Activation of Plummer Street through a diversity of fine grain street frontages nominally 4-10 metres wide.

   (c) Preferred maximum height of 12/24 storeys (DDO).
Precedent examples

Spring Street, Melbourne CBD (Street character, typology)

24 https://www.google.com.au/search?q=99+spring+street&source=lnms&tbm=isch&sa=X&ved=0ahUKEwih1MDMzMfaAhULipQKHcOTA_oQ_AUIIDgD&biw=1920&bih=949#imgrc=KlDmPAqmgZpGUM:
West End, Dudley Street, West Melbourne – under construction
(Street character, typology)

**Area S3**

*Summary of controls*

14. The preferred character elements for Area S3 are:

(a) A range of mid-rise and tower developments, including provision of towers with large floorplates to support significant scale of commercial development.

(b) Provision of urban courtyard spaces with laneways within new developments to provide a network of public and private open spaces to support the higher densities of activity.

(c) Activation of Fennell Street through a diversity of fine-grain street frontages nominally 4-10 metres wide.

(d) Activation of all other street through a diversity of fine-grain frontages nominally 6-15 metres wide.

(e) Activation of new north-south laneways through a diversity of fine-grain street frontages, nominally 4-8 metres wide.

(f) Preferred maximum height of 12/24/Unlimited storeys (DDO).

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Precedent examples:

QV, Melbourne (Hybrid development, street character, building typology)\(^{26}\)

Auto Alley Development, Parramatta (Hybrid development, street character, building typology)\(^{27}\)


\(^{27}\)https://www.buildsydney.com/dyldam-auto-alley-development-parramatta/
1 Central Park, Sydney (Typology - hybrid development, street character)

AREA S4

Summary of controls

15. The preferred character elements of Area S4 are:

(a) Generally a low-midrise scale of development with opportunities for additional upper levels that are visually recessive from the street and North Port Oval and do not result in podium-tower forms.

(b) A variety of street wall heights between 4 and 8 storeys to contribute to architectural diversity within the street and provide opportunities for portions of the street to receive greater levels of sunlight access throughout the day.

(c) Preferred maximum height of 4/8 storeys (DDO).

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Precedent examples

Roden Street, West Melbourne – approved development (Street character, building typology, adaptive reuse)\(^{29}\)

Peel Street, Collingwood – complete (Street character, building typology)\(^{30}\)

\(^{29}\) https://urban.melbourne/planning/2016/09/14/oliver-hume-and-jcb-add-west-melbourne-dynamic

Laureate Albert Park (Street character, typology – 4 storey area)
The preferred character elements of Area S5 are:

(a) Hybrid developments of mid-rise perimeter blocks and tower developments.

(b) Slender towers located to minimise overshadowing impacts on streets and linear parks.

(c) Provision of private and communal open space with good access to sunlight to provide high levels of amenity for residents and workers.

(d) A variety of street wall heights between 4 and 8 storeys to contribute to architectural diversity within the street and provide opportunities for portions of the street to receive greater levels of sunlight access throughout the day.

(e) Preferred maximum height of 12/24 storeys (DDO).

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Precedent examples

St Kilda Road, Melbourne (Building typology)³³

https://www.google.com.au/maps/place/Smith+St,+Victoria/@-37.823975,144.9702117,345a,35y,180h,39.39t/data=!3m1!1e3!4m5!3m4!1s0x6ad6431fecc85b7d:0x25b21e21ef160ce18m2f3d-37.799913|4d144.9841284
17. The *Population and Demographic Paper* (‘the Paper’) prepared by the Department provides data on the expected demography over each of the four CCZ precincts in 2031 and 2051.

18. In addition to raw data, the Paper provides a narrative account of the expected evolution of the population over time. In respect of Sandridge, the Study states:

*The Sandridge Precinct reaches an indicative population of approximately 2,960 by 2031. Development in Sandridge does not start in earnest until the mid-2030s, but by 2040 it adds 900 households a year – the highest annual rate of any of the precincts (see growth chart below). By 2051, there are 17,374 households and a total of 34,400 people in the precinct.*

*Initial development in Sandridge is expected to serve a population similar in age structure to inner city precincts such as Southbank and Docklands, i.e. small households, predominantly couples without children and lone persons in smaller dwellings. While more family-friendly dwellings are expected over time, Sandridge is expected to have the smallest proportion of large dwellings and therefore of families with children within the four precincts.*

*By 2051, new arrivals in the 25 to 39 age groups still represent a major part of the population increase, leading to a slower increase in the median age of the population than in Montague or Lorimer. The indicative population chart below shows a limited increase in the proportion of children in the 2051 population, such that Sandridge has the lowest proportion of its population age 14 years and under of any precinct, at just under 12 per cent.*

*Public transport is anticipated to be the primary mode of journey to work in the precinct, with high uptake of walking and cycling to*
complement. Motor vehicle ownership will be low as in all precincts, with half of all households not needing to own a car.\textsuperscript{34}

19. The Paper also observes, in respect of household composition in Sandridge, that:

\textit{Sandridge accommodates the most households, but as a commercial centre, and primary area for job growth, has the lowest proportion of families with children [20%]. This is, however, still a higher proportion of families with children than is currently seen in Docklands (14 per cent) or Southbank (12 per cent). Areas of Melbourne with similar distributions today include South Melbourne and St Kilda East.}\textsuperscript{35}

20. These expectations regarding the composition of households in Sandridge and the role of Sandridge as a commercial centre is reflected in the proposed clause 22.xx which:

(a) Establishes a comparatively high minimum floor area not used for a dwelling – being 3.7:1 – relative to the other CCZ precincts which range between 1.6:1 - 1.9:1;\textsuperscript{36}

(b) Establishes a comparatively high expected dwelling density for the core area of Sandridge – being 311 dwellings per hectare – relative to the other precincts, although the expected density in non-core areas is significantly lower.\textsuperscript{37}

(c) Establishes a comparatively low target for the provision of three bedroom apartments at 20%. This is lower than the targets for Montague and Wirraway and equal to that for Lorimer.\textsuperscript{38}


\textsuperscript{35} Ibid., p. 3.

\textsuperscript{36} Document Clause 22.XX-3, LPP-3 p3 and Table 1, \textit{Port Phillip Planning Scheme} (Document 66d).

\textsuperscript{37} Ibid., LPP-3 p14 and Table 2.

\textsuperscript{38} Ibid., LPP-3 p18 and p21.
21. A key part of the vision for Sandridge is its commercial role. This is reflected in the Paper’s discussion of employment distribution in Sandridge:

   Sandridge is expected to support a significant portion of employment in Fishermans Bend as it is likely to have a future public transport corridor along Fennell and Plummer Street, has large property boundaries which could comfortably accommodate commercial development and has existing established employers such as Toyota within the precinct. The vision for Sandridge supports the idea of it as being a premier commercial precinct for Fishermans Bend on the doorstep of the Melbourne CBD. A prescribed employment rate of 1.7 jobs per households in the precinct reflects this vision and results in approximately 28,000 workers being accommodated in the precinct.39

22. The 28,000 jobs figure has been marginally adjusted to 26,000 in the Draft Framework, but still reflects an employment ratio of 1.7 jobs per household.40 This is significantly higher than that expected for other the CCZ precincts which range between 0.4 and 1 jobs per household.41 It is also higher than the average jobs per household for the City of Port Phillip as a whole, which is 1.56.42

23. The target of 26,000 jobs in Sandridge is considered reasonable:

   (a) On current data, Sandridge already provides a relatively high percentage of employment in Fishermans Bend. According to 2016 Census data, Sandridge supports approximately 5,500 jobs.43 This represents an increase of approximately 1,200 jobs since 2011 and

41 Id.
42 Id.
approximately 20% of all existing jobs in the Fishermans Bend Urban Renewal Area\textsuperscript{44} and approximately 35% of all existing jobs in the four CCZ precincts.\textsuperscript{45}

(b) The role of Sandridge as a commercial centre is expected to be bolstered by the provision of significant public transport infrastructure. In the medium term, this would include the provision of a tram line along Fennell and Plummer Streets.\textsuperscript{46} In the longer term, it is intended that Sandridge would also include a metro station.\textsuperscript{47} Notably, Sandridge is intended to include a metro station regardless of whether a second station is provided in Wirraway or the Employment Precinct. [As previously advised, financing will occur through State government budgeting processes.\textsuperscript{48}] The provision of substantial public transport – and particularly heavy rail – would assist in delivering employment by making Sandridge more accessible to workers from outside the FBURA area.

(c) The role of Sandridge as a commercial centre is supported by the proposed retail hierarchy described in the Retail Report prepared by Essential Economics which identifies Sandridge as a future ‘Regional Centre’ for retail purposes and observes that it would serve the entirety of Fishermans Bend and beyond.\textsuperscript{49} The Retail Report also observes that:

\begin{quote}
A significant CBD-type centre, with a sizeable provision of non-food floorspace (24,000m\textsuperscript{2} overall in the precinct), is supportable in Sandridge by 2050 based on these projections. Nonfood floorspace would typically include a fashion offer that
\end{quote}

\begin{footnotesize}
\textsuperscript{44} ABS, 27,940.
\textsuperscript{45} ABS, 15,695.
\textsuperscript{46} Draft Framework, p. 74, Key Project 3. Medium term is defined there as meaning 2020 – 2025.
\textsuperscript{47} Draft Framework, p. 74, Key Project 15. Long term is defined there as meaning 2025+.
\textsuperscript{48} Minister for Planning Part B Submission, Tabled Document 94, p. 3.
\textsuperscript{49} Essential Economics, \textit{Fishermans Bend Urban Renewal Area: Retail Assessment}, p. 37.
\end{footnotesize}
is large and diverse to attract shoppers from beyond the trade area. A DDS could be supported at Sandridge in view of the precinct’s anticipated role as a regional centre, serving the wider FBURA.\(^{50}\)

COMMUNITY INFRASTRUCTURE IN SANDRIDGE

24. In terms of open space,

(a) The principal area of green space in Sandridge is the North Port Oval. While the Oval is currently at capacity,\(^ {51}\) it is proposed to be expanded as part of the delivery of the Fishermans Bend Urban Renewal Area to provide additional space for sport and recreation.\(^ {52}\)

(b) A network of smaller parks will be provided throughout the precinct.

25. In terms of community infrastructure more broadly, significant community infrastructure – in the form of precinct specific Art and Cultural and Sport and Recreation Hubs – is expected to be provided in the period 2032 - 2036.\(^ {53}\) This is in line with the expectation in the Paper that residential development in Sandridge will begin in earnest in the mid-2030s.\(^ {54}\) A Community and Education Hub is expected to follow in 2040.\(^ {55}\)

26. In the interim, the Ferrars Street Education and Community Precinct and the Montague Arts and Cultural Hub are expected to provide services to the

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\(^{50}\) Ibid., p. 47.

\(^{51}\) State of Victoria, *Fishermans Bend Community Infrastructure Plan*, p.54.

\(^{52}\) Expert Evidence of Joanna Thompson (Document 75), p. 33.

\(^{53}\) State of Victoria, *Fishermans Bend Community Infrastructure Plan*, p.57.


\(^{55}\) State of Victoria, *Fishermans Bend Community Infrastructure Plan*, p.57.
local population.\textsuperscript{56} In the longer run, the Wirraway Health and Wellbeing Hub is expected to service the Fishermans Bend area as a whole.\textsuperscript{57}

\begin{flushleft}
\textsuperscript{56} Ibid., p.56.
\textsuperscript{57} Id.
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