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I.0 Introduction

This report focusses on Sandridge, identified in the September 2016 Endorsed Vision as the retail and commercial centre of Fishermans Bend. Council considers Sandridge has the potential to become a prominent new regional and civic centre in Melbourne with taller buildings and a new metro station at its heart while providing a diverse range of housing, open space and community facilities.

This report is one of four Urban Design Reports prepared by Council to inform its submission to the Planning Review Panel:
- Fishermans Bend Planning Review Panel Urban Design Report (Overarching)
- Montague Precinct Urban Design Report
- Sandridge Precinct Urban Design Report
- Wirraway Precinct Urban Design Report

This report has been prepared by City of Port Phillip officers.

It is consistent with and supplements Council’s adopted submission of 13 December 2017, however the report itself has not been specifically endorsed by Council.

As a result, references to the Council throughout relate to the view of the City of Port Phillip rather than expressly an endorsed, specific view of the Port Phillip City Council.

The report documents and tests the refinements Council is seeking to the draft Framework and planning controls to better define the future character of Fishermans Bend and its precincts, enhance liveability, encourage diverse building typologies and enhance the operation of the planning controls which implement it.

3D Modelling methodology and assumptions

To inform its position, Council has prepared two built form models based on different scenarios. They were prepared between October 2017 and March 2018.

1. Design and Development Overlay (DDO) Model

The first is a model based on the draft Framework and proposed planning controls.

This model is referred to as the DDO model.

It is a basic extrusion of the building envelopes of the draft Framework and proposed planning controls.

Floorplate assumptions were also applied to create realistic building envelopes (see Appendix 1).

2. Council’s Preferred Outcome model

The second model is based on Council’s preferred outcomes.

This model encapsulates and tests the outcomes and changes requested in Council’s endorsed submission, including changes to public open space, community infrastructure and laneways which would then inform changes to the planning controls/policy.

It is also a basic extrusion model, and uses floorplate assumptions to create realistic building envelopes (see Appendix 1). Section 1.3 of Fishermans Bend Planning Review Panel Urban Design Report (City of Port Phillip, April 2018) outlines the differences between Council’s models and other 3D models, a summary of the methodology, case study selection, assumptions and limitations.

The Council models illustrate the maximum achievable building envelopes up to the discretionary height limit, assuming FAR and FAU.
2.0 Council’s vision for Sandridge

The endorsed vision for Sandridge as “One of Melbourne’s premium office and commercial centres, balanced with diverse housing and retail” is strongly supported.

However a more detailed understanding of Sandridge is needed to assess whether the proposed planning controls achieve the vision, preferred character and built form typologies for Sandridge.

**Key Moves**

Council’s key moves build on and refine the endorsed vision and draft Framework. They identify the key elements of Sandridge in more detail and describe how they fit together. They also describe how Sandridge and its sub-precincts might look, feel and function in the future.

Council’s key moves for Sandridge are (see Figure 1):

- **Intensive development focused around the Metro station creating the commercial and civic centre of Fishermans Bend, supported by higher order retail activity, community hubs and residential apartments.**
- **A high rise scale and CBD feel in the Core Retail Area focussed on Fennell and Bertie Streets.**
- **Plummer / Fennell Street becomes the key east-west civic boulevard with active frontages, wider footpaths, protected bike lanes and a new east-west tram route.**
- **A new network of north south laneways which maximise solar access and accommodate major office floorplates.**
- **An integrated approach to public open space and community facilities that cater for residents, families and workers:**
  - A landmark Art and Cultural Hub co-located with an expanded urban plaza on the north-west corner of Plummer Street and Bridge Street.
  - A Sport and Recreation Hub and Education and Community Hub (P-12 combined primary and secondary school) integrated with an expanded North Port Oval.
  - A Health and Well-being Hub on the south-west corner of Bertie Street and the extension of Woolboard Road opposite the proposed new Sandridge North Park.
  - A large new urban plaza (with landmark Metro station entrance) on the south-west corner of Bertie and Plummer Street in the heart of the Sandridge Core Area.
- **Green links along Bertie Street connecting North Port Oval and Council’s proposed large new urban plaza, and along Woolboard Road and Woodruff Streets connecting Sandridge to Wirraway.**
- **Outside of the Core Retail Area:**
  - Potential for more campus style mid-rise offices along the Freeway suited to tertiary education and health uses.
  - Predominantly mid-rise buildings elsewhere.
  - Development along Williamstown Road responds to its interface with established low-rise residential areas.
- **Vehicle, cycling and pedestrian bridge connections from Sandridge into Lorimer and the Employment Precinct over the West Gate Freeway from Bertie and Graham Streets.**

**Key differences between the draft Framework and Port Phillip’s vision for Sandridge:**

- A defined Core Retail Area within the wider Core Area
- New large public open space in the north of Sandridge
- Creation of a distinct transition between Sandridge and Wirraway
- Strengthening of the Core Area with lower building heights in Non-Core Areas
- Defined locations for civic buildings and Community Hubs
- New laneway layout to facilitate more permeability and developable sites.
- Additional street in Sandridge Core Area to break up large impermeable blocks.
**Sandridge West**
A mix of mid-rise and mixed use development, stepping down towards Wirraway to create a clear differentiation between the Core Area of Sandridge and the Core Area of Wirraway in the skyline.

**Landmark Civic Building and Civic Plaza**
A landmark Art and Cultural Hub with library, art gallery & youth space co-located with a Civic Plaza forms the key civic building in Sandridge, at the northern corner of Bridge Street and Plummer Street.

**Fennell / Plummer Street Boulevard**
Designed to give priority to pedestrians, bicycles and the tram. Widened footpaths with hard landscaping and grand boulevard feel with Bordeaux style tram tracks (green).

**North Port Oval expansion and Community Hub**
Combined Sport and Recreation Hub and Education and Community Hubs adjacent to and integrated with the expanded North Port Oval. The extension to include new rectangular outdoor sports fields interspersed with treed passive recreation areas and water in the landscape.

**Campus development**
Potential for more campus style mid-rise offices along the Freeway suited to tertiary education and health uses.

**Sandridge North Park**
A large new public open space in the north of Sandridge, providing a bookend to Bertie Street in the north with North Port Oval in the south.

**Sandridge Commercial and Retail Centre (Fennell Street and Bertie Street)**
Intensive development focussed in a defined Core Retail Area around the Metro station, creating the commercial and civic centre of Fishermans Bend, supported by higher order retail activity, community hubs and residential apartments.

High rise scale and CBD feel with retention/integration of existing character buildings.

Fennell and Bertie Streets form the main street-based retail streets, with an option for a larger format/anchor retail development such as Emporium in the Melbourne CBD.

Figure 1. Sandridge Key Moves
**Refined preferred character and typologies**

The preferred character statements provide important detail in terms of identifying typologies and character sought in specific parts of Sandridge.

However as outlined in Council’s Overarching Urban Design Report they could be enhanced to play a stronger role in describing the outcomes / character sought.

Council considers that these statements are more akin to built form outcomes typically found in a DDO schedule and could be strengthened through their inclusion in a precinct-specific DDO.

To reflect Council’s vision for Sandridge, a number of changes are recommended see Figure 2. Figure 3 and Table 1 (track-changes shown - additions in blue, deletions in red).

**RECOMMENDATION 1:**
- Amend sub-precincts and preferred character statements as per Figure 2 and Table 1 and move from Clause 21.06-8 to DDO30.

![Figure 2. Changes to Sandridge sub-precincts proposed by Council](image)

Figure 2. Changes to Sandridge sub-precincts proposed by Council
<table>
<thead>
<tr>
<th>Area S1 - Sandridge North</th>
<th>Preferred character</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Mid-rise scaled development including hybrid developments of mid-rise perimeter and tower developments with potential for larger commercial uses, including blocks and campus style developments to provide for larger commercial uses.</td>
</tr>
<tr>
<td></td>
<td>Building heights are lower than the Sandridge Core Area to the south.</td>
</tr>
<tr>
<td></td>
<td>Buildings may be built sheer to the street to their maximum height (12 storeys) while ensuring the facades of buildings are interesting to pedestrians and do not overwhelm the public realm.</td>
</tr>
<tr>
<td></td>
<td>Large buildings are broken up by laneways, courtyards, forecourts, public plazas and public open space.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Area S2 - Sandridge West</th>
<th>Preferred character</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Hybrid developments of mid-rise perimeter blocks and tower developments Mid-rise scale hybrids and block developments (including perimeter and courtyard developments) provide a transition from Sandridge to Wirraway and reinforces the higher Sandridge Core to the east.</td>
</tr>
<tr>
<td></td>
<td>Landscaped spaces at ground level around buildings through the provision of lanes / through block links, plazas, courtyards and communal open space.</td>
</tr>
<tr>
<td></td>
<td>Activation of Plummer Street through a diversity of fine grain street frontages nominally 4-10 metres wide.</td>
</tr>
</tbody>
</table>

Table 1. Changes to preferred character statements proposed by Council
<table>
<thead>
<tr>
<th>Area S3 - Sandridge Central</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Preferred character</strong></td>
</tr>
<tr>
<td>• A range of mid-rise and high-rise tower developments, including provision of towers with large floorplates to support significant scale of commercial development.</td>
</tr>
<tr>
<td>• Location of the tallest buildings in Sandridge.</td>
</tr>
<tr>
<td>• Active retail frontages at street level along Fennell and Bertie Streets with Secondary Active Frontages to other streets in the Core Retail Area.</td>
</tr>
<tr>
<td>• A strong 8 storey street edge along Fennell / Plummer Street and Bertie Street, with 6 storeys on other streets.</td>
</tr>
<tr>
<td>• Adequate separation between towers to achieve sunlight access to streets, avoid a canyon effect, and provide the opportunity for a high level of internal amenity for occupants of adjacent towers.</td>
</tr>
<tr>
<td>• Buildings with a wide street frontage are broken into smaller vertical sections to create a fine grained streetscape.</td>
</tr>
<tr>
<td>• Buildings to be built to the street frontage at ground level, unless a front setback creates a publicly accessible open space with a high standard of amenity or provides high quality public benefit.</td>
</tr>
<tr>
<td>• Retention and adaptive reuse of heritage and character buildings.</td>
</tr>
<tr>
<td>• A landmark building abutting the civic spaces on the north-west corner of Plummer and Bridge Streets and the triangle of land bound by Ingles, Fennell and the West Gate Freeway.</td>
</tr>
<tr>
<td>• 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.</td>
</tr>
<tr>
<td>• Activation of Fennell Street through a diversity of fine-grain street frontages nominally 4-10 metres wide.</td>
</tr>
<tr>
<td>• Activation of all other street through a diversity of fine-grain frontages nominally 6-15 metres wide.</td>
</tr>
<tr>
<td>• Activation of new north-south laneways through a diversity of fine-grain street frontages, nominally 4-8 metres wide.</td>
</tr>
</tbody>
</table>

Table 1 (continued). Changes to preferred character statements proposed by Council
Table 1 (continued). Changes to preferred character statements proposed by Council

<table>
<thead>
<tr>
<th>Area</th>
<th>Preferred character</th>
</tr>
</thead>
</table>
| Area S4 - Sandridge South | • Development along Williamstown Road responds to its interface with established low-rise residential areas.  
• Elsewhere, generally a low-mid rise 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.  
• A range of building typologies including adaptive reuse of heritage / character buildings, row and block developments (such as courtyard and perimeter block developments).  
• 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.  
• Buildings along Williamstown Road are setback from the street to create small landscaped front gardens and amenity for occupants. |
| Area S5 - Sandridge East | • Mid to high rise up to 24 storeys with a range of typologies including hybrid developments, of mid-rise perimeter block developments (including perimeter and courtyard developments) and tower developments to ensure buildings create a differentiation in heights to the Sandridge Core.  
• Slender towers located to minimise overshadowing impacts on streets and linear parks.  
• 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.  
• Landscaped spaces at ground level around buildings through the provision of lanes / through block links, plazas, courtyards and communal open space with good access to sunlight to provide high levels of amenity for residents and workers.  
• Buildings provide an appropriate interface to lower scale development on the western side of Boundary Street. |
Figure 3. Council’s preferred building typologies within Sandridge sub-precincts.
3.0 Proposed Structural Changes

Changes to the street network

Issues and background

The Sandridge Core Area is comprised of predominantly large land parcels with few existing internal streets.

The Framework proposes a number of new east-west streets and one new north-south street (see Figure 4).

Additionally a new alignment is proposed for the Plummer/Fennell and Bridge Streets intersection to accommodate the new tram route.

One of the key elements of ensuring the success of Sandridge as a ‘premium office and commercial centre’ is ensuring that the new street blocks that are created:

• can accommodate commercial and retail development
• are legible and permeable
• reinforce the key structure of the Precinct i.e. civic boulevard, with key north-south collectors.

Figure 4. Proposed new streets shown in Amendment GC81
\textbf{Benchmarking of retail and commercial developments}

Benchmarking was undertaken to understand whether the block sizes proposed in Sandridge in the draft Framework can accommodate retail and commercial development.

The scale of two blocks in Sandridge were investigated:

\begin{itemize}
  \item A narrow lot of 36m by 170m north of Fennell between Bertie and Ingles Streets
  \item An overly large block 209m by 181m south of Fennell Street.
\end{itemize}

These blocks were benchmarked against different commercial and retail centres throughout Australia (see Figure 5).

Benchmarking found:

\begin{itemize}
  \item The smaller blocks north of Fennell Street could not accommodate large footprint retail and commercial development (such as full line anchor stores or large shopping centres e.g. Emporium).
  \item The larger block (south of Fennell Street) was nearly double the size needed to accommodate these uses.
  \item Retail developments such as Emporium, Myer, David Jones in the CBD are at least 96m deep and could not easily be accommodated on the narrower blocks.
  \item Commercial development such as NAB and Collins Place is also almost 100m in depth.
  \item Developments such as Barangaroo in Sydney, Victoria Park in Docklands and Southgate in Melbourne have been developed on large blocks similar to the block south of Fennell Street. However they also include a network of internal streets to create pedestrian permeability and break up building mass.
\end{itemize}

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{figure5.png}
\caption{Benchmarking of blocks north and south of Fennell Street between Bertie and Ingles Streets}
\end{figure}
Figure 5 (continued). Benchmarking of blocks north and south of Fennell Street between Bertie and Ingles Streets.
Benchmarking of Core Area blocks against CBD blocks

Street blocks in the Sandridge Core Area were compared against the blocks created by the Hoddle Grid in the CBD.

A standard street block in the Melbourne CBD is approximately 96m by 205m (see Figure 6).

In comparison, three blocks in the Sandridge Core Area, south of Fennell Street between Bridge and Boundary Streets are much larger than CBD street blocks (see Figure 7).

These three blocks range in depth from 140m to 210m, and are substantially deeper than those on the north side of Fennell Street (approximately 68m to 96m).

The analysis of the Hoddle Grid and the commercial / retail benchmarking suggests that these blocks are too large and should be broken up into two smaller blocks by a new east-west street.

The additional east-west street is required across the three blocks from Bridge Street to Boundary Street to achieve the preferred built form and pedestrian permeability outcomes in the Sandridge Core Area.

Figure 6. Benchmarking of Sandridge Core Area blocks against CBD block sizes

Figure 7. Average CBD block sizes
Council’s preferred outcome

New street between Bertie and Ingles Streets

An additional 22 metre wide east-west road should be added in the Sandridge Core Area, through the three street blocks south of Fennell Street between Boundary Street and Bridge Street (see Figure 8).

RECOMMENDATION 2:

• Amend the CCZ1 and DDO30 to include an additional 22m road in the Sandridge Core Area, as shown in Figure 8.
• Amend the draft Framework to reflect this change.

Figure 8. New streets proposed by Council
Changes to laneways

Issues and background

Locations of laneways

While the draft Framework emphasises the importance of laneways, they are not identified in any plans which form part of Amendment GC81. However they are shown in Precinct Actions – Delivering Sandridge in the draft Framework (see Figure 9).

Proposed policy (in Clause 22.15) encourages laneways no more than 100 metres apart in Non-Core Areas and no more than 50m apart in Core Areas or within 200m of public transport routes.

However lanes in Sandridge in the Precinct Actions Plan are shown at much narrower intervals, 30m apart in some cases.

The spacing of new lanes as shown in the draft Framework has a significant effect on the built form and pedestrian permeability of Sandridge. These include:

- East-west laneways, based on current ownership patterns, limit the development potential of some sites. These laneways create small blocks (30m deep), which cannot accommodate development over 20 storeys due to the increased upper level setbacks required for buildings over 20 storeys (see Figures 10 and 11).
- Narrow blocks created by the lanes preclude larger tenancies on these blocks (e.g. retail anchors).
- Lanes are predominantly east-west and do not take advantage of solar access (which would be greater on north-south laneways).

1 In recent submissions, the Minister has proposed to include the Precinct Action Plans in the CCZ1.

Figure 9. New laneways proposed in Amendment GC81
• The location of lanes are not aligned with property boundaries and in some cases do not consider the location of heritage buildings. Additionally no minimum laneway width is specified in the planning controls.

The width of lanes can make a significant difference to development potential by affecting the spacing between buildings and the ability to access car parking and loading areas. The width is not only critical to ensuring laneways can accommodate both vehicles and pedestrians, but also in creating future character e.g. sunny eat street versus narrow service lane.

Size and massing of towers

The spacing of laneways (and in some cases absence of laneways) has implications for the size and massing of towers. As illustrated in Council’s Stage 2 Overarching Submission and supporting Urban Design Report, a concern of Council is the massing of towers. Big boxy / slab like buildings can have negative impacts on the public realm from large and slow moving shadows, result in poor amenity for building occupants and impact on the skyline.

Council supports the high rise built form and tower podium typology sought for Sandridge Core Area. However, Council also considers it imperative that in addition to ensuring the spacing of laneways creates permeable blocks, that maximum tower dimensions and floorplates are applied to address negative impacts. Council has recommended minimum dimensions and floorplates for commercial and residential towers (see Recommendation 9 of Fishermans Bend Planning Review Panel Urban Design Report, City of Port Phillip, April 2018).

Figure 10. Built form created by proposed laneway configuration in Amendment GC81
The proposed east-west laneway network creates sites along Fennell Street which could not exceed 20 storeys in height due to the greater setback requirements for towers over 20 storeys.

Figure 11. DDO model showing lower development along Fennell Street proposed by Amendment GC81
**Benchmarking of commercial tower floorplates**

Council undertook benchmarking to understand floorplate dimensions for residential and commercial towers and the relationship with block size (see Figure 12).

This work found that:

- The typical floorplate of a number of commercial towers in Melbourne was 2,500 sqm with average tower dimensions of 40m x 90m or 30m x 80m.

- Residential developments are generally narrower in width (up to 25-30m wide) and have smaller floorplates to ensure access to natural light.

- Block sizes of 100m by 50m would facilitate floorplates of 2,500-3,000 sqm, which are suitable for commercial uses. However this could reduce pedestrian permeability and not meet the requirement for lanes every 50m in the Core Area.

- Block sizes of 50m by 50m would provide for much smaller floorplates which are less attractive to commercial uses, but are suitable for residential uses.

- The ability to accommodate car parking was also investigated. Podiums based on a 100m x 50m street block could accommodate ramps between levels more easily and created a more efficient car parking layout. In buildings on lots of 50m x 50m, space is tighter and the ramp and car parking configuration is more challenging to design.

There are no proposed exemptions to laneway spacing (for example, through provision of an internal laneway or arcade within the development rather than an open to the air laneway) in Amendment GC81.

---

**Floorplates suitable for residential uses**

<table>
<thead>
<tr>
<th>Block Size</th>
<th>Floorplate</th>
</tr>
</thead>
<tbody>
<tr>
<td>50 x 50 Block (&lt;20-storeys)</td>
<td>900sqm</td>
</tr>
<tr>
<td>50 x 50 Block (40-storeys)</td>
<td>1,600sqm</td>
</tr>
</tbody>
</table>

**Floorplates suitable for commercial uses**

<table>
<thead>
<tr>
<th>Block Size</th>
<th>Floorplate</th>
</tr>
</thead>
<tbody>
<tr>
<td>100 x 50 Block (&lt;20-storeys)</td>
<td>2,400sqm</td>
</tr>
<tr>
<td>100 x 50 Block (40-storeys)</td>
<td>3,600sqm</td>
</tr>
</tbody>
</table>

Figure 12. Study of potential tower floorplates based on the proposed lane spacing and setbacks in the planning controls
Preferred outcome

Location of laneways

The location of laneways is not part of the planning controls, however inclusion of the proposed lane network is imperative. Noting the Minister’s recent proposals to include Precinct Action Plans.

Changes to the proposed laneway network would help to ensure preferred built form typologies (particularly for commercial / retail development) can be achieved, provide better sunlight access and ensure pedestrian permeability.

A revised network of lanes is proposed (see Figure 13) which:

- predominantly orientates lanes north-south to enhance solar access to the street and creating 50m spacing in one direction (not in both directions).
- aligns lanes with property boundaries, wherever possible
- takes heritage buildings into account
- generally achieves the spacing of every 50m in the Sandridge Core Area
- achieves minimum block depths of 50-100m.

Facilitating commercial development

To facilitate commercial development, an internal laneway or arcade within the development could replace an open to the air laneway (see Figure 14).

Council recommends the controls permit internal arcades in lieu of open to the sky lanes in blocks which are over 50m long where commercial development is proposed. Council’s preference would be to limit them to

Figure 13. Laneway network proposed by Council
one per block in lieu of an ‘open to the air’ laneway. A minimum laneway width of 9m in Sandridge is also recommended. 9m wide laneways provide maximum flexibility as they can accommodate two lanes of vehicular traffic and a footpath for pedestrians. This shared role is critical in the Sandridge Core Area.

It is recommended that a plan showing laneways is included in the planning scheme controls until further Precinct Planning can be undertaken. These plans are critical to guide future development.

RECOMMENDATION 3:

• Amend the CCZ1 and DDO30 to show laneways as per Figure 14, until further work is undertaken through detailed Precinct Planning,

• Undertake further work through Precinct Planning to finalise key laneway locations (including the role of laneways, whether they cater for vehicle, vehicles and pedestrians or pedestrians only, are open to the air or are through buildings.)

• Amend DDO30 to specify a minimum width of 9m for lanes in Sandridge.

• Amend policy in Clause 22.15 for Sandridge Core Area to allow one through block link through buildings per street block in place of an open to the air laneway, where commercial development is proposed.

Figure 14. Built form created by proposed laneway configuration proposed by Council
New Civic Square and Sandridge Arts and Cultural Hub

Issues and background

The draft Framework shows the investigation area for the Arts and Cultural Hub covering most of Sandridge (see Figure 15).

The draft Framework and planning controls propose two public open spaces either side of the Plummer Street and Bridge Street intersection (see Figure 15).

The public open space is proposed along with road widening and intersection realignment to facilitate the tram through Sandridge into Wirraway.

A smaller public open space (1,350 sqm) is located within 577 Plummer Street on the north-west corner.

Currently no overshadowing controls are proposed for the northern public open space.

A larger (3,500 sqm) space is located on the south-west corner, part of 299 Bridge Street.

The larger southern public open space and the first 6 metres north of the property boundary along Plummer Street are protected by mandatory overshadowing controls which apply from 11.00am to 2.00pm at the Equinox (22 September).

A linear park is proposed along the western side of Bridge Street connecting the proposed education hub with east-west linear links in Sandridge North.

Figure 15. Public open spaces, overshadowing controls and Community Hubs proposed in Amendment GC81
577 Plummer Street

Approximately 4,000 sqm of the 9,055 sqm site at 577 Plummer Street (approximately 44 percent of the site) is required for the realignment and widening of Plummer Street and for new public open spaces (see Figure 16). This is comprised of:

- approximately 2,600 sqm for the realignment and widening of Plummer Street
- 1,300 sqm for the northern open space
- 100 sqm for the southern open space.

Built form testing (assuming two towers on the site) shows that due to overshadowing controls, the site is unlikely to be able to achieve its FAR of 8.1:1, and therefore may need to be acquired.

The intersection realignment and delivery of the tram is expected in the short term (around 2020-2025). The land required contains a number of existing buildings which would be affected by the proposed intersection changes and road widening (see Figure 16).

299 Bridge Street

The larger space to the south is comprised of 2,000 sqm within 299 Bridge Street and 1,500 sqm within the existing Plummer Street road reserve (see Figure 16).
Proposed building heights in Amendment GC81

Site directly north of the Civic Square and west of Bridge Street (part of 520-533 Plummer Street):

- Amendment GC81 applies an unlimited and a 24 storey height to this site (see Figure 17).
- However these heights are limited by the proposed overshadowing controls on the public open space to the south-west. Built form testing shows building heights over 23 storeys will overshadow the proposed park to the south-west (see Figure 18).

Sites on the eastern side of Bridge Street north of Fennell Street (1-3 Fennell Street & 153 Bertie Street):

- Amendment GC81 proposes unlimited heights and 24 storeys for these street blocks (see Figure 17).
- However the heights are limited to 20 storeys fronting Fennell Street (1-3 Fennell Street) and 50 storeys with a large upper level setback to Bridge Street to the north (153 Bertie Street) due to the proposed overshadowing controls on the public space on the south-west corner of Plummer/Bridge Streets and the proposed laneway configuration (see Figure 18).
- This corner is also the location of the Globe building, a single storey iconic red brick character building which makes a significant contribution to the future identity of Sandridge (see Figure 16). Retention of this building will provide a prime opportunity for the adaptive re-use of a character building, retaining important cultural heritage fabric and contributing to the sense of place.

Sites on the eastern side of Bridge Street south of Fennell Street (61 Bertie Street):

- Amendment GC81 applies a 24 storey and unlimited height to these sites (see Figure 17).

Figure 17. Building height and public open space controls proposed in Amendment GC81
Buildings within 24 storey and unlimited area of 520-533 Plummer Street can develop to 23 storeys without overshadowing the public open space to the south-west.

Buildings in 24 storey and unlimited height area can develop to 20 storeys on (1-3 Fennell Street) and 50 storeys with a large upper level setback to Bridge Street (153 Bertie Street) without overshadowing the public open space to the south.

Buildings in the 24 storey and unlimited height area on the south-east corner of Fennell/Bridge Street can develop to 20 storeys with a large upper level setback above the street wall, due to overshadowing control on Plummer/Bridge St public open space.

Figure 18. Maximum building heights that can be achieved in Amendment GC81
However these heights are limited by the proposed overshadowing controls on the public space on the south-west corner of Plummer/Bridge Streets. Built form testing shows building heights over 20 storeys with a large upper level setback above the street wall to Bridge Street in the 24 storey area will overshadow the proposed park to the south-west (see Figure 18). Overshadowing diagrams are included at Appendix 2.

Preferred outcome

*Civic Square and Art and Cultural Hub*

Figure 19 shows Council’s preferred outcome which proposes to:

- Increase public open space on the northern side (within 577 Plummer Street) to 3,000 sqm to create a generously sized new civic square. (This excludes the linear park along the western side of Bridge Street.)
- Reduce the amount of open space on the southern side to 1,500 sqm (through removal of public open space from 299 Bridge Street, and only providing public open space within the existing road reserve).
- Apply overshadowing controls to the northern public open space to create a high quality civic space.
- Remove overshadowing controls from the southern public open space.
- Co-locate the Sandridge Art and Cultural Hub with the open space on the north-west corner of Plummer Street and Bridge Street.

This would deliver a key civic building containing a large library and art gallery and civic plaza in this prominent location in the heart of the Core Area (see Figure 20).

Figure 19. Community hub sites and public open space controls proposed by Council
A civic space of over 3,000 sqm is equivalent to the State Library Forecourt and will be highly visible down Fennell Street looking west.

A stand-alone Art and Cultural Hub (not within a larger mixed use development) is recommended for this prominent location to ensure a landmark civic building and reinforce the civic role of Sandridge.

577 Plummer Street

It is recommended that the entire site at 577 Plummer Street is acquired\(^2\) to enable the early delivery of:

- The tram in Sandridge (including the intersection realignment of Plummer / Fennell / Bridge Street)
- The stand-alone Sandridge Art and Cultural Hub adjacent to a larger civic plaza on the north-western corner of Plummer Street and Bridge Street.

This will ensure that an important community infrastructure hub in Sandridge with a library and art gallery can be delivered early in the development timeframe as a key placemaking initiative.

This proposal would further leverage the public benefit of acquiring the site at 577 Plummer Street.

The height limit on 577 Plummer Street should be reduced to a maximum of 12 storeys (see Figure 22) to create an appropriately scaled civic building on this prominent site and to ensure that it does not overshadow the park. Noting Council’s preferred outcome model shows a 6 storey building.

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\(^2\) Due to the site being unable to accommodate its FAR.
It is recommended that the public open space be removed from 299 Bridge Street (including removal of overshadowing controls). This would result in a larger developable area on this site. Public open space would be created within the road reserve.

**Impacts of preferred outcome on building heights on surrounding properties**

Council’s proposed changes to the public space network and overshadowing controls require subsequent changes to the building height controls.

Overshadowing diagrams are included in Appendix 2.

Site directly north of the Civic Square and west of Bridge Street (part of 520-533 Plummer Street):

- Council’s proposed changes to open space would result in heights of 19-24 storeys on this site, with a substantial setback required for the tower on a large 6 storey podium (see Figure 21).
- It is proposed to change the maximum building height on part of the site from unlimited to 24 storeys to reflect this (see Figure 22).

Sites on the eastern side of Bridge Street north of Fennell Street (1-3 Fennell Street & 153 Bertie Street):

- Council’s proposed changes to open space result in reductions in potential building heights from 50 storeys to 29 storeys (with a 15 storey element) at the corner of Woolboard Road extension and Bridge Street, within 153 Bertie Street (see Figure 21).
- Council’s proposed changes to open space result in changes in potential building heights from 20

![Figure 21. Maximum building heights that can be achieved with the Civic Space and Art and Cultural Hub proposed by Council](image-url)
storeys to 13 and 30 storeys at the corner of Fennell and Bridge Streets, within 1-3 Fennell Street (see Figure 21).

- To reflect this, the following changes to building heights are proposed on 1-3 Fennell Street. It is proposed to change the maximum building height from 24 storeys to 15 storeys and change the unlimited height to 30 storeys (see Figure 22). These heights are necessary to prevent the overshadowing of the proposed civic space. The lower height (15 storeys) is also considered important to create an ensemble of mid-rise human scale buildings, including the Arts and Cultural Hub and Civic Square at this key intersection.

- Additionally it is proposed to apply a requirement to retain a depth of 10m of the Globe building with a 15m setback to any higher tower element along Fennell Street between Bridge and Bertie Street. The Globe building is considered an important character building in the Sandridge context, reflective of its industrial history. The setback to the Globe building along Fennell Street improves the visibility of civic building and space and reinforces its importance while also encouraging retention of the character building. An additional street wall / upper level setback would not apply.

Sites on the eastern side of Bridge Street, south of Fennell Street (61 Bertie Street):

- The height at the corner of Fennell and Bridge Streets would increase from 24 storeys to 30 storeys with the removal of the overshadowing controls for the open space to the south and provide a transition to adjoining heights of 20 and 24 storeys (see Figures 21 and 22).

Overshadowing diagrams are included at Appendix 2.

Figure 22. Building height and overshadowing controls proposed by Council

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RECOMMENDATION 4:

• Amend the CCZ1 and DDO30 to re-locate the area of public open space from 299 Bridge Street to 577 Plummer Street to deliver the larger public open space (approximately 3,000 sqm) on the north side of the street and a smaller space on the south side (within the existing road reserve) (see Figure 23).

• Amend overshadowing requirements in DDO30 to move the Equinox overshadowing control from the proposed public open space on the southern corner of Plummer/Bridge Streets to the proposed larger open space (Civic Space) on the northern corner of Plummer/Bridge Streets (see Figure 23).

• Include a plan in the CCZ1 showing the Sandridge Urban Structure identifying the preferred location for the Arts and Culture Hub as 577 Plummer Street (see Recommendation 6).

• Acquire the entire site at 577 Plummer Street to enable the early delivery of the tram in Sandridge and civic square and Sandridge Art and Cultural Hub.

Increase public open space in 577 Plummer Street to 3,000 sqm and apply overshadowing controls. Co-locate Sandridge Arts and Cultural hub on this site. This requires acquisition of this site.

Reduce southern open space to 1,570 sqm (existing road reserve only) and remove public open space from 299 Bridge Street.

Figure 23. Community Hub sites, public open space and overshadowing controls proposed by Council.
• Amend building heights in DDO30 to align with the proposed overshadowing controls (see Figure 24) through:
  - reducing maximum building heights for part of the site directly north of the Civic Square and west of Bridge Street (520-533 Plummer Street) from an unlimited height to 24 storeys.
  - reducing maximum building heights for 577 Plummer Street from 24 storeys to 12 storeys.
  - reducing maximum building heights for part of the site on the north-east corner of Fennell / Bridge Streets (1-3 Fennell Street) from 24 storeys to 15 storeys and from unlimited height to 30 storeys, retaining a depth of at 10m of the Globe building with a 15m setback to any higher tower element between Bridge and Bertie Street.
  - increasing the maximum building height on the south-east corner of Fennell / Bridge Streets (part of 61 Bertie Street) from 24 storeys to 30 storeys.
  - reducing maximum building heights for part of the site to the north of Bridge Street (153 Bertie Street) from unlimited height to 30 storeys.

• Amend the draft Framework to reflect these changes.

Figure 24. Building height and overshadowing controls proposed by Council
New public open space in Sandridge North

Issues and background

Public Open Space

While Montague and Wirraway are both proposed to have a new large neighbourhood / precinct scale passive open space (of 1-2ha in size), the draft Framework and draft planning scheme controls do not include a similarly scaled passive open space within Sandridge where the greatest density will be accommodated.

The largest proposed new public open space in Sandridge (excluding the North Port Oval expansion) in the draft Framework and draft planning controls is just over 7,100 sqm.

This is located on the south side of the proposed Woolboard Road extension, between Bertie and Bridge Streets at 153 Bertie Street (see Figure 25). However, this space is a long rectilinear shape (approximately 40m x 175m) and is not functional for a wide range of activities.

In addition, there is a smaller open space (approximately 3,000 sqm) proposed on the south-west corner of the Woolboard Road extension and Bridge Street (at 520-533 Plummer Street).

Both spaces are proposed to have mandatory overshadowing controls.

Figure 25. Public open spaces along Woolboard Road extension proposed in Amendment GC81
Core and Non-Core Areas

155 Bertie Street:

- Amendment CG81 proposes a mix of Core and Non-Core Areas for the two street blocks within 155 Bertie Street. The northern block is proposed to be predominantly Non-Core Area, with a small area of Core Area, and the southern block is proposed to be predominantly Core Area, with a small area of Non-Core Area (see Figure 26).

- The boundary of the Core Area is aligned with the 12 storey height area, and the boundary of the Non-Core Area is aligned with the 24 storey height area (see Figures 26 and 27).

Sites to the north-west bound by Freeway to the north, Bertie Street to the west and the new 12 metre street to the south (140, 120 and 118 Bertie Street and 297 Ingles Street):

- Amendment GC81 includes these sites in a Core Area (see Figure 26).
Proposed building heights

155 Bertie Street

- DDO30 proposes a 12-24 storey height limit due to the proposed overshadowing control on the public open spaces on the south side of Woolboard Road extension. Note - this block is partly Core Area and partly Non-Core Area (see Figure 27).
- Buildings can develop to 12-24 storeys without overshadowing the linear open space to the south (see Figure 28).

Sites to the north-east bound by Freeway to the north, Bertie Street to the west and the new 12 metre street to the south (140, 120 and 118 Bertie Street and 297 Ingles Street):

- DDO30 proposes a 12 storey and unlimited height limit due to the proposed overshadowing control on the public open spaces on the south side of Woolboard Road extension (see Figure 27).
- Buildings on these sites can develop to 12 storeys in the 12 storey area and between 41-45 storeys in the unlimited height area without overshadowing the linear open space to the south (see Figure 28).

Overshadowing diagrams are included at Appendix 3.

Figure 27. Building height and overshadowing controls proposed in Amendment GC81
Proposed public open space
Proposed overshadowing control
Private (communal) open space

Building height
20

Buildings can develop to 24 storeys without overshadowing the public open space. Substantial opportunities for FAU are likely to result in a predominately tower-podium forms.

Buildings can develop to between 41-45 storeys without overshadowing the public open space. Substantial opportunities for FAU are likely to result in a predominately tower-podium forms.

Some mid-rise development (12 storeys) will occur as a result of overshadowing controls on the Woolboard Road extension linear park. Limited FAU available in Core Areas.

Indicative communal open space to meet the discretionary 70 percent site coverage and 30 percent communal open space requirement in Non-Core Areas.

Buildings can develop to between 41-45 storeys without overshadowing the public open space. Substantial opportunities for FAU are likely to result in a predominately tower-podium forms.

Figure 28. Built form outcomes proposed in Amendment GC81


Proposed building heights within Lorimer

Unlimited building heights are permitted in Lorimer north of the Freeway (see Figure 29). Buildings in this location have the potential to overshadow proposed public open space in the City of Port Phillip, south of the West Gate Freeway, in particular, Council’s proposed new open space in the north of Sandridge.

DDO67 in the Melbourne Planning Scheme contains controls which protect proposed open space in Lorimer from overshadowing.

However there are no corresponding overshadowing controls in the Lorimer DDO protecting proposed open space in the City of Port Phillip.

Figure 29. Lorimer building height controls proposed in Amendment GC81

Unlimited heights in Lorimer have the potential to overshadow Council’s proposed public open space in Sandridge.
Preferred Outcome

Public Open Space

To ensure the vision for Sandridge as the commercial centre of Fishermans Bend, a large public open space, comparable to Federation Square in the CBD, or Cato Square (currently being constructed) in South Yarra is needed.

This will provide an iconic cultural and recreational destination for residents, workers and visitors and create spaces for both quiet contemplation and vibrant community events.

Both proposed open spaces on the south side of Woolboard Road extension should be reduced to linear parks only (12m wide).

The remainder of the open space (approximately 6,700 sqm) should then be re-located to a new, larger open space on the north-west corner of Bertie Street and Woolboard Road extension at 155 Bertie Street (owned by Toyota).

The new open space should be 1 hectare (10,000 sqm) and configured as a square / rectangle, to ensure it can be used for a range of purposes (see Figure 30).

The proposed location will create an anchor in the northern part of Sandridge at the opposite end of Bertie Street to North Port Oval, with the linear park connecting the two spaces.

The proposed location is directly to the north of Council’s proposed Core Retail Area (see Figure 31). This will ensure that the public open space complements (and does not compromise) the retail function (including locations for anchor stores) or the level intensive development sought within the Sandridge Core Retail

Figure 30. Sandridge public open space and overshadowing controls proposed by Council
Bertie Street linear park connecting to North Port Oval.

Linear park retained along Woolboard Road extension.

Large square public open space at the directly to the north of the Core Retail Area can be used for a range of activities.

This proposed change to public open space will increase public open space provision in Sandridge by approximately 3,300 sqm.

Given the proposed open space is 10,000 sqm and would fulfil a role as a Neighbourhood Park, it is proposed that a mandatory Equinox overshadowing control should apply. This is consistent with the approach outlined in the planning controls for other such parks.

The overshadowing controls to the linear parks to the south of the Woolboard Road extension would be removed.
Impacts on 155 Bertie Street

The alignment of both Council’s proposed public open space and the new road to the north is through the existing Toyota Gallery building. Retaining Toyota as a key business in Sandridge is a priority for Council, therefore these changes are considered longer term propositions.

The proposed location for the public open space is within the southern street block. The proposed open space can be delivered through the FAR control proposed in the CCZ, by making the following changes to the southern street block:

- Change the entire southern street block from part Core Area and part Non-Core Area to entirely Core Area (see Figure 34).
- Increase the overall building height from 24 storeys to 40 storeys (see Figure 33).

40 storeys is appropriate for this street block given the heights of the surrounding blocks, especially to the south.

The northern street block within 155 Bertie Street will overshadow the proposed park if constructed to the maximum building heights allowed under DDO30.

- The maximum height that can be achieved on the northern street block with Council’s proposed overshadowing controls on the Sandridge North Park is 8 and 12 storeys (see Figure 32).
- It is proposed to reduce the maximum building height on this northern block from 24 storeys to 12 storeys (see Figure 33). This height also supports campus style development sought by Council for Sandridge North (see Figure 32).

Figure 32. Built form outcomes proposed by Council
• The majority of the northern block is within a Non-Core Area with a small proportion in the Core Area. The entire site should be amended to be included in the Non-Core Area (see Figure 34). The Non-Core Area FAR of 3.3:1 is easily accommodated within this proposed height.

Impacts on building heights on surrounding sites within Sandridge

Sites to the north-east of the open space (bound by Freeway to the north, Bertie Street to the west and the new 12 metre street to the south) will overshadow the proposed park if constructed to the maximum building heights allowed under DDO30.

• The maximum height that can be achieved on this street block with Council’s proposed overshadowing controls on the Sandridge North Park is 12 storeys along Bertie Street, 20 storeys in the centre of the block and 39-41 storeys to the rear, towards West Gate Freeway / Ingles Street (see Figure 32). A 30 storey height is proposed for the rear of the block (towards Ingles Street), to address overshadowing and to provide a transition to higher scale development south of the Woolboard Road extension (see Figure 33). The Core Area FAR of 8.1:1 is easily accommodated within these proposed heights.

Figure 33. Building height and overshadowing controls proposed by Council

- The majority of the northern block is within a Non-Core Area with a small proportion in the Core Area. The entire site should be amended to be included in the Non-Core Area (see Figure 34). The Non-Core Area FAR of 3.3:1 is easily accommodated within this proposed height.

Impacts on building heights on surrounding sites within Sandridge

Sites to the north-east of the open space (bound by Freeway to the north, Bertie Street to the west and the new 12 metre street to the south) will overshadow the proposed park if constructed to the maximum building heights allowed under DDO30.

• The maximum height that can be achieved on this street block with Council’s proposed overshadowing controls on the Sandridge North Park is 12 storeys along Bertie Street, 20 storeys in the centre of the block and 39-41 storeys to the rear, towards West Gate Freeway / Ingles Street (see Figure 32). A 30 storey height is proposed for the rear of the block (towards Ingles Street), to address overshadowing and to provide a transition to higher scale development south of the Woolboard Road extension (see Figure 33). The Core Area FAR of 8.1:1 is easily accommodated within these proposed heights.

Figure 33. Building height and overshadowing controls proposed by Council
• It is proposed to change the maximum building heights to 12, 20 and 30 storeys through (see Figure 33):
  - reducing unlimited height to 12 storeys on 140 Bertie Street
  - reducing unlimited height to 12, 20 and 30 storeys on 120 Bertie Street
  - reducing unlimited height to 20 storeys on 118 Bertie Street
  - reducing unlimited height to 30 storeys on 297 Ingles Street.

Council’s proposed changes to building heights will:
• create a focus and enhance the amenity of the area for workers and residents through the creation of the new park in a high intensity commercial area
• reinforce a campus form of development to provide for large commercial floorplates (see Section 4.0 - 4.0 Building heights, typologies and street walls)
• reinforce the transition in heights between the Core and Non-Core Areas of Sandridge

All of these sites will be able to meet their FAR and there is also the opportunity for a small amount of FAU for the sites closest to the new park (see Figure X).

Overshadowing diagrams are included at Appendix 3.

Figure 34. Core / Non-Core Areas proposed for 155 Bertie Street by Council
Impacts on building heights on surrounding sites within Lorimer

Built form testing shows that heights of between 56-60 storeys will begin to overshadow proposed public open space in the north of Sandridge (see Figure 35).

It is recommended that the requirements for Lorimer are amended to ensure development cannot overshadow proposed open space south of West Gate Freeway.

The approach ensures consistency of the controls in the two planning schemes and that one requirement does not undermine another.

Figure 35. Building heights in Lorimer which will begin to overshadow Council’s proposed public open space in Sandridge
RECOMMENDATION 5:

- Amend public open space in the CCZ1 and DDO30 to re-locate 6,700 sqm of proposed public open space from the south side of the Woolboard Road extension (leaving a 12m wide linear park) to deliver the larger public open space (approx. 10,000 sqm) on the north side of the street at 155 Bertie Street (see Figure 36).
- Amend overshadowing requirements in DDO30 to (see Figure 36):
  - include an Equinox overshadowing control for the proposed Sandridge North Park
  - delete an overshadowing control for the linear park to the south of the Woolboard Road extension.
- Amend overshadowing requirements in DDO67 in the City of Melbourne Planning Scheme to include an Equinox overshadowing control for proposed public open space in Sandridge.

Figure 36. Public open space and overshadowing controls proposed by Council