

## 2

# Activities and land use

30-year vision

***City North will have a diverse mix of uses and be a world renowned knowledge district that grows out of the area's distinct urban heritage as a new and unique Central City precinct.***



## 2.1 Introduction

### 18 Overview

City North, like metropolitan Melbourne, has experienced a shift from a manufacturing economy to a knowledge economy. Historically the area was an edge-of-town district characterised by light industrial, warehousing, bulk goods retailing, hospitals, research, auto sales and services. The opening of the City Loop underground rail line and the associated development of Melbourne Central as a retail complex in the 1980s has seen Central City development expand north of Victoria Street. Alongside this residential and commercial expansion, the University of Melbourne has been expanding its campus south of Grattan Street and RMIT has been expanding north, positioning Victoria Street at the centre of its campus.

City North is undergoing a transition to a high intensity mixed use area of residential, commercial, educational, research, industrial and retail activities. The large areas of land in light and small scale industry and business can be expected to relocate to more appropriate sites over time, freeing land for redevelopment.

Growth in the number of residents, workers and students in City North will drive demand for increased local services such as convenience retailing, shopping, entertainment, social venues and community services.

The former Carlton and United Brewery site at the corner of Swanston and Victoria is catalysing change in the area. The site is to undergo significant redevelopment, with high density residential, office, commercial and educational buildings, as well as a central public open space.

### Parkville bio-medical precinct

City North is home to a globally recognised bio-medical knowledge cluster. Here, collaboration between the University of Melbourne, the hospitals and independent research institutes has led to significant advances in the medical field. The cluster's newest additions will be the Peter Dougherty Research Centre and the Victorian Comprehensive Cancer Centre.

The cluster is linked to the wider metropolitan bio-medical knowledge network including the Western Hospital, Victorian University of Technology, St Vincent Hospital's Eastern Hill Precinct, the Peter MacCallum Cancer Centre, the Alfred Medical Research and Education Precinct, Monash University and Monash Health Research Precinct. The proposed Melbourne Metro rail line connecting South Kensington to South Yarra will improve this wider network's connectivity.

### Universities

The University of Melbourne is developing as an open campus integrated as part of the city between Grattan and Queensberry Streets. RMIT University is continuing the expansion of its campus northwards. The Design Hub on the Carlton and United Brewery site will bring together advanced research and development in all of the design disciplines.

The teaching and research activities in City North are of state and national significance and have become a defining characteristic of City North.

## 2.2 Objectives

### Principle 1

Cultivate a vibrant and distinct precinct connected to the Central City

1. A higher intensity and a greater mix of uses enrich and connect with the function of the capital city.
2. A greater mix and density of land uses is supported by the expansion of the public transport network, community services and facilities.
3. A vertical and horizontal mix of uses is created within buildings, including retail, office, health, personal services and institutional uses.
4. The Central City is seamlessly integrated with the growing knowledge precinct.
5. The activity hubs between Queen Victoria Market and Carlton and United Brewery are connected.

### Principle 2

Create a liveable local neighbourhood

1. City North becomes an active precinct with good, high quality public open spaces that cultivate active public life and support community wellbeing.
2. Increased residential density, with well designed, accessible and affordable housing, fosters a diverse and inclusive neighbourhood.
3. Local activity hubs strengthen the community life of the diverse and growing resident, visitor and employee population.
4. Streets are designed for activity and safety.
5. Higher density uses are in close proximity to existing and proposed public transport services.
6. There is good provision of community services and infrastructure for residents, students, workers and visitors to the precinct.

### Principle 3

Strengthen the knowledge economies to cultivate prosperity and creativity

1. The area has an expanding reputation as a world class research and education centre for bio-medical, design and information technology institutions.
2. This rich cluster of knowledge institutions strengthens local and international synergies with other knowledge precincts.
3. The area's economic potential is capitalised through knowledge transfer, research clusters, innovation and commercialisation.
4. The integration and prosperity of knowledge based enterprises is set within a dense and vibrant urban culture.
5. Research and education uses are expanded.
6. There is clustering of scientific centres, hospitals and associated medical uses. Existing institutions thrive in their current locations.
7. The metropolitan wide reach of the universities and medical institutions is strengthened through the expansion of the Metro rail network.

## Principle 4

### Retain the intimate precinct layered with charm

1. A unique sense of place builds on the area's special qualities that distinguish it from the capital city.
2. It develops a unique and distinct urban character with an eclectic mix of small scale activities and land uses, such as smaller boutique retail and commercial uses located within the quieter laneways.
3. Organisations associated with design, information technology and bio-medicines locate within the area.
4. The role of the Queen Victoria Market as a local and regional retail, entertainment and tourist location is enhanced.

## 2.3 Issues

### 1. Lack of community focal gathering space

The north of the City North currently lacks a community heart that meets local retail and servicing needs. The need for a heart is increasing as this area further intensifies in land uses and diversity. The heart should become the focal point for the local community to gather, shop, celebrate and engage in creative, cultural and leisure pursuits.

### 2. Lack of housing diversity

The proportion of residents in the precinct is low. An increased provision of housing would improve the safety and quality of the public realm, attract better local retailing, enable live/work opportunities within the area and complement the trip profile of public transport services. The area lacks housing choice, with student housing dominating the residential market.

### 3. Lack of community services

Community services and infrastructure are already limited within the area, with residents relying on services and facilities in adjoining suburbs or the Central City.

### 4. Underdeveloped sites

Many sites within City North remain underutilised despite their excellent proximity to the Central City, public transport and the university, research and medical institutions. The Queen Victoria Market is a cultural icon, which occupies a 7 hectare site including an expansive car park. To complement this key attraction, there is the opportunity to optimise use of the land.

### 5. Lack of contained activity

The Queen Victoria Market is only a part time hub of activity in City North. The limited opening hours and retail offer do not comprehensively service local retail needs and create a large activity void particularly when closed (two days a week). A denser population of residents and workers local to the market would strengthen its long term retail viability. The uses surrounding the Queen Victoria Market should complement the role of the market's unique retailing offer.

### 6. Lack of commercial development

Commercial office is a discretionary use (permit required) under the current zoning controls. Commercial development will become more attractive as the intensity of development proceeds northwards from the existing Central City. There is a need for increased provision of offices for institutional tenants (education, health and government service providers), research and teaching spaces associated with higher education and health, and small business.

### 7. Lack of mixed uses with a predominance of research and education facilities

There is a lack of land use diversity with a predominance of research and education facilities. The University of Melbourne is consolidating its campus south of Grattan Street. The educational, research and medical facilities developing in the area have not incorporated other service uses such as retail, particularly at street level. The precinct is at risk of being sterilised by institutions. This growth needs to be balanced with a range of other uses that provide activity over a 24-hour period to create a lively and integrated knowledge precinct.

### 8. Mixed Use zoning is not delivering desired outcomes

The existing zones in the Melbourne Planning Scheme do not support the land use development trends and potential of City North. The Mixed Use Zone has been unsuccessful in delivering land use diversity, as it is predominantly a residential zone. Pockets of land west of Peel Street have the potential to provide for other uses complementary to the market and the Central City which capitalises upon its prime location. The land is currently zoned Residential 1 Zone, which limits the use primarily to dwellings.

## 2.4 Strategies

### Strategy 1

Develop City North as a new vibrant precinct within an expanded Central City

Through the diversification and intensification of land uses (including residential accommodation), City North can develop into a lively precinct that serves the needs of its residents, workers, students and visitors.

The current zoning is inconsistent with the vision for urban renewal and objectives of this strategy for a mix of residential, commercial, retail, recreational, educational and research uses. The Mixed Use Zone also does not reflect the trend in development of the area since it was applied. It is essentially a residential zone that does not meet these objectives. This zone is ill-suited to facilitating a rich Central City mix of residential, commercial, retail and recreational uses.

### Actions

This strategy will be implemented through the following actions.

The primary purpose of the Residential 1 Zone (R1Z) is to provide for residential development with complementary land uses. The R1Z in the area fails to offer a true mix of land uses that encourage a vibrant and active environment.

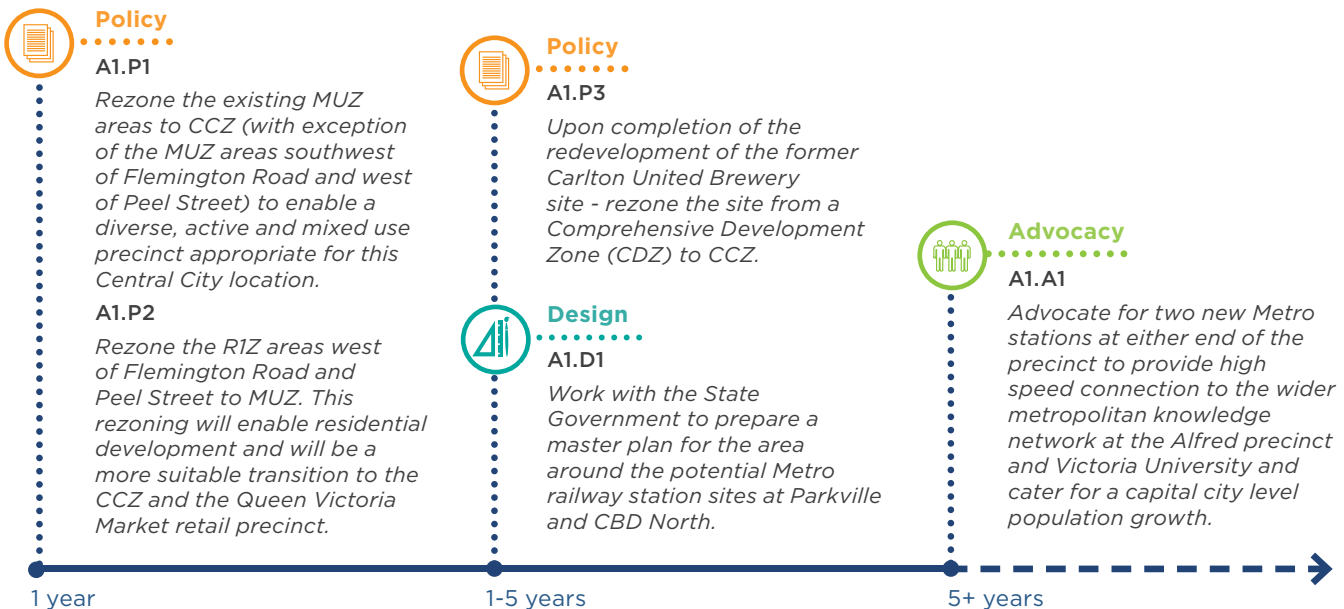
To address the shortcomings of these zones in achieving the objectives of the *Structure Plan* a Capital City Zone (CCZ) is proposed north of Victoria Street to Grattan Street. A CCZ supports a strong mix of residential, retail and commercial uses.

The purpose of the CCZ is:

- To enhance the role of Melbourne’s Central City as the capital of Victoria and as an area of national and international importance.
- To recognise or provide for the use and development of land for specific purposes as identified in a schedule to this zone.
- To create, through good urban design, an attractive, pleasurable, safe and stimulating environment.

The CCZ gives equal weighting to residential, commercial and retail functions. This type of development can be found in the area south of Victoria Street, where the CCZ has enabled a vibrant, active and liveable urban environment that provides for a diverse residential, worker and visitor population.

Figure 2.1 illustrates the proposed land use strategy. The proposed rezoning changes are illustrated in Figures 2.2 and 2.3.



## Strategy 2

### Create three new local activity hubs

The significant growth in the number of residents, workers and students in City North will drive demand for increased local services such as convenience retailing, shopping, entertainment, social venues and community services. These services function best when clustered in a local hub where they also provide a local social and community focus.

There is currently no conveniently accessible service hub. Local service hubs are proposed, one around the Haymarket precinct, another at Queen Victoria Market and the Carlton and United Brewery site. These hubs will provide local services, amenity and a sense of local community. They will also service visitors and tourists and be part of the broader activity of the city.

### Carlton United Brewery and Queen Victoria Market hub

Victoria Street is already emerging as a local hub. Improved pedestrian access between these two sites will enhance connectivity and the pedestrian experience. Retail activities at the Carlton and United Brewery site will be complemented by the unique food retailing at the Queen Victoria Market.

The Queen Victoria Market will continue to provide market style retailing, with a fresh food emphasis, and the Carlton and United Brewery redevelopment will provide a full line supermarket and extensive convenience retailing.

### The Haymarket hub

The Haymarket precinct will provide convenience shopping, restaurants, cafes and entertainment to the large numbers of workers, students and visitors to the Royal Melbourne and the Women's hospitals, the Victorian Comprehensive Cancer Centre, the University of Melbourne and the numerous research institutes. The new Parkville (Melbourne Metro) rail station (which will have approximately 16,000 morning peak commuters) and the Haymarket transport interchange will make this a convenient location for commuters to do convenience shopping. The plan is to establish a large civic space to enhance the role of the Haymarket as a civic hub and Central City gateway. Figure 2.1 illustrates the proposed land use strategy.

## Actions

This strategy will be implemented through the following actions.





# 2

## Activities and land use

### Strategy 3

#### Support the continued development of City North as a Central City knowledge precinct

Melbourne has undergone a transformation over the last 30 years from a city of manufacturing to one of Australia's most productive cities in the knowledge economy. The dense and diverse Central City is a key focus of this new economy, where knowledge is created, exchanged and traded across Australia and the globe.

In cities, knowledge sectors tend to cluster as local networks of institutions and organisations. These are known as knowledge precincts, where specialist employment and wealth creation through research and the development of high value-added products and technologies are found. Knowledge precincts bring together advanced technological infrastructure and established networks of people and organisations involved in innovation.

The *Structure Plan* provides a framework for the long term development of City North that will support the development and operation of knowledge activities by providing for:

- Excellent access and mobility to connect as an integral part of the Central City.
- Excellent access and mobility to connect with the wider metropolitan knowledge networks.
- The development locally of good quality housing, recreation, retail and business support services.
- The development of a public environment that is safe, attractive and culturally vibrant and has a distinctive Melbourne character and history.
- Accommodate the extension of the medical precinct, including the provision of increased bio-medical and related facilities on Flemington Road.

### Actions

This strategy will be implemented through the following actions.



#### Policy

##### A3.P1

Provide zoning within the Melbourne Planning Scheme that supports and encourages the development and operation of the knowledge activities in City North and their integration into the precinct.

##### A3.P2

Zone the land adjoining the knowledge precinct CCZ to allow for land use mix intensity and encourage additional knowledge related land uses to locate within City North.



#### Advocacy

##### A3.A1

Support the development of the knowledge precinct (Parkville bio-medical activities and the universities).

##### A3.A2

Advocate for the extension to the Metro rail network which will enhance the connectivity of the knowledge precinct to institutions outside City North.



#### Design

##### A3.D1

Accommodate the extension of the medical precinct, including the provision of increased bio-medical facilities on Flemington Road.

1 year

1-5 years

5+ years



## Strategy 4

### Promote streets for vitality and activity

Royal Parade, Elizabeth Street, Flemington Road, Peel Street, Grattan Street, Swanston Street, Queensberry Street and Victoria Street have been optimised as transport corridors for vehicular traffic. This creates barriers to pedestrian movements through the area which disconnects activities from each other. The proposals in this strategy to upgrade these streets to prioritise public transport use, walking and cycling (see *chapter 4*) will be complemented by the development of intensive land uses along them. These streets will link the existing and proposed local activity hubs.

To ensure these streets are vibrant, interesting and safe, the land uses along these routes must have active ground floor uses and uses that enable passive surveillance from upper floors.

These primary activity connections need to incorporate the following characteristics:

- Promote more intensive retail, commercial and residential development.
- Encourage a greater array of local convenience and dining establishments
- Provide active ground floor uses with residential or commercial uses above ground level.

To achieve this, these street are identified as primary active streets. Primary active streets will contain a minimum of 80 per cent active frontage at ground floor.

In addition to the above, specific activities will be encouraged along the following streets.

#### Flemington Road

Accommodate the extension of the bio-medical precinct.

#### Victoria Street

Promote activities that complement the proposed activities within the Carlton and United Brewery site and the Queen Victoria Market.

City North will provide a defining connection to Arden-Macaulay to the west and Richmond to the east.

#### Grattan Street

Promote Grattan Street as the centre of the University of Melbourne.

Encourage fine grained mixed use at ground level, including cafes and social spaces.

This strategy is illustrated in Figure 2.1.

## Actions

This strategy will be implemented through the following action.



### Policy

#### A4.P1

*Provide guidance in the Melbourne Planning Scheme to deliver active street frontages.*

1 year

1-5 years

5+ years

# 2

## Activities and land use

26  
Activities and land uses

### Strategy 5

#### Increase the provision of affordable housing

*Future Melbourne Community Plan* established a goal for the provision of 20 per cent affordable housing in all new developments. In particular, affordable housing for students is a priority and opportunity for City North.

The City of Melbourne's *Student Housing Policy* contained within the *Melbourne Planning Scheme* provides standards for achieving quality student accommodation.

The area will support a diverse residential population and ensure that students and key workers can live in proximity to the educational and medical institutions where they study or work.

City North should be contributing to this aspiration to improve opportunities for lower income earners to live within the Central City through the provision of social, cooperative housing that is owned and managed by registered housing associations.

### Actions

This strategy will be implemented through the following actions.



#### Research

##### A5.R1

*Investigate appropriate mechanisms to deliver 20 per cent affordable housing including the opportunity for the City of Melbourne to act as a broker between developers and registered housing associations in order to facilitate this outcome.*



### Strategy 6

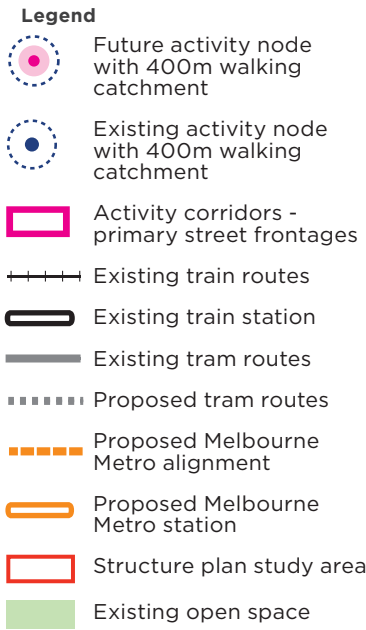
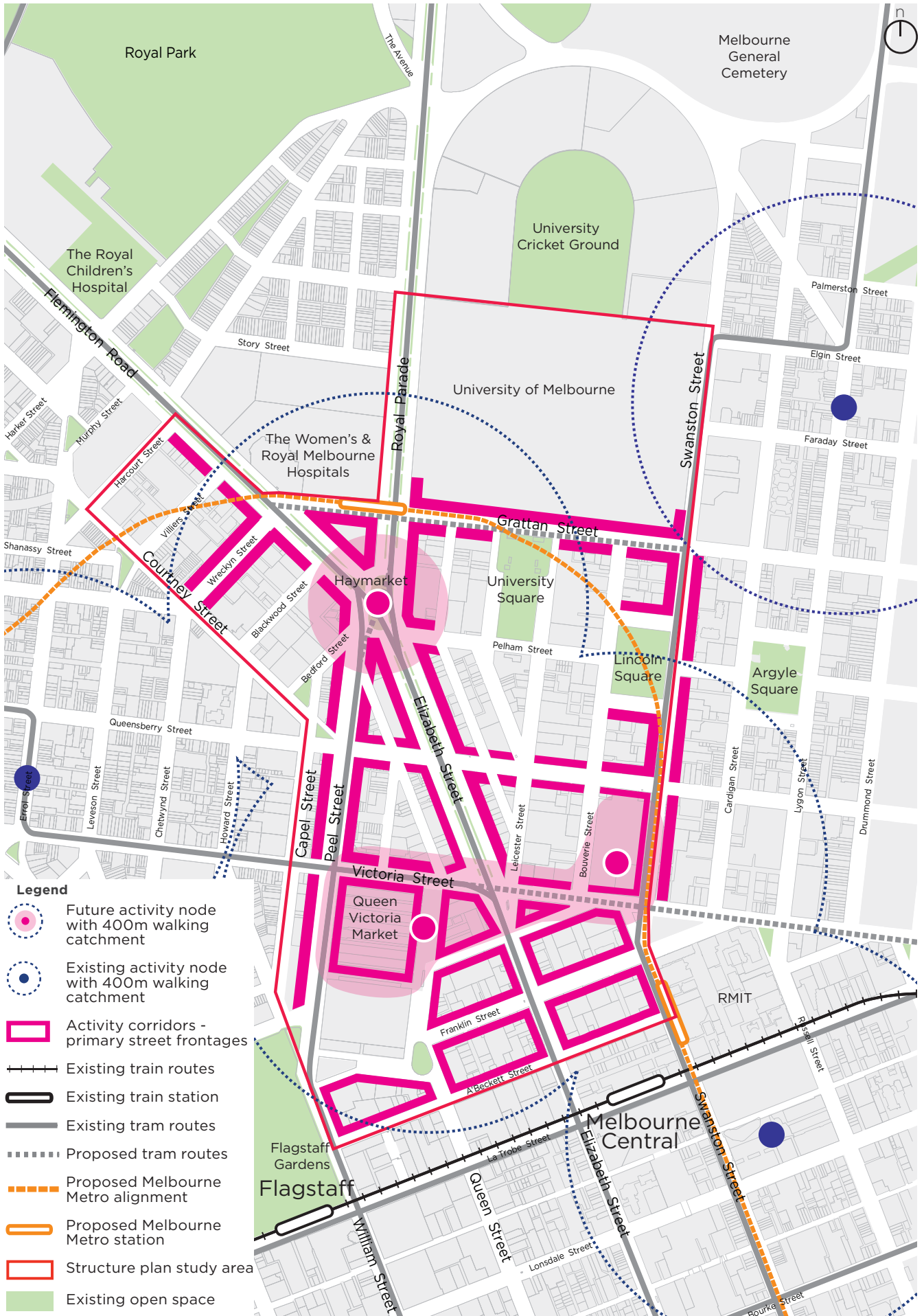
#### Increase the provision of open space

*Refer to chapter 5, Public realm.*

### Strategy 7

#### Increase the provision of community infrastructure

*Refer chapter 6, Community infrastructure.*



0 25 50 100 200 1 : 10,000

Figure 2.1: land use strategy for City North

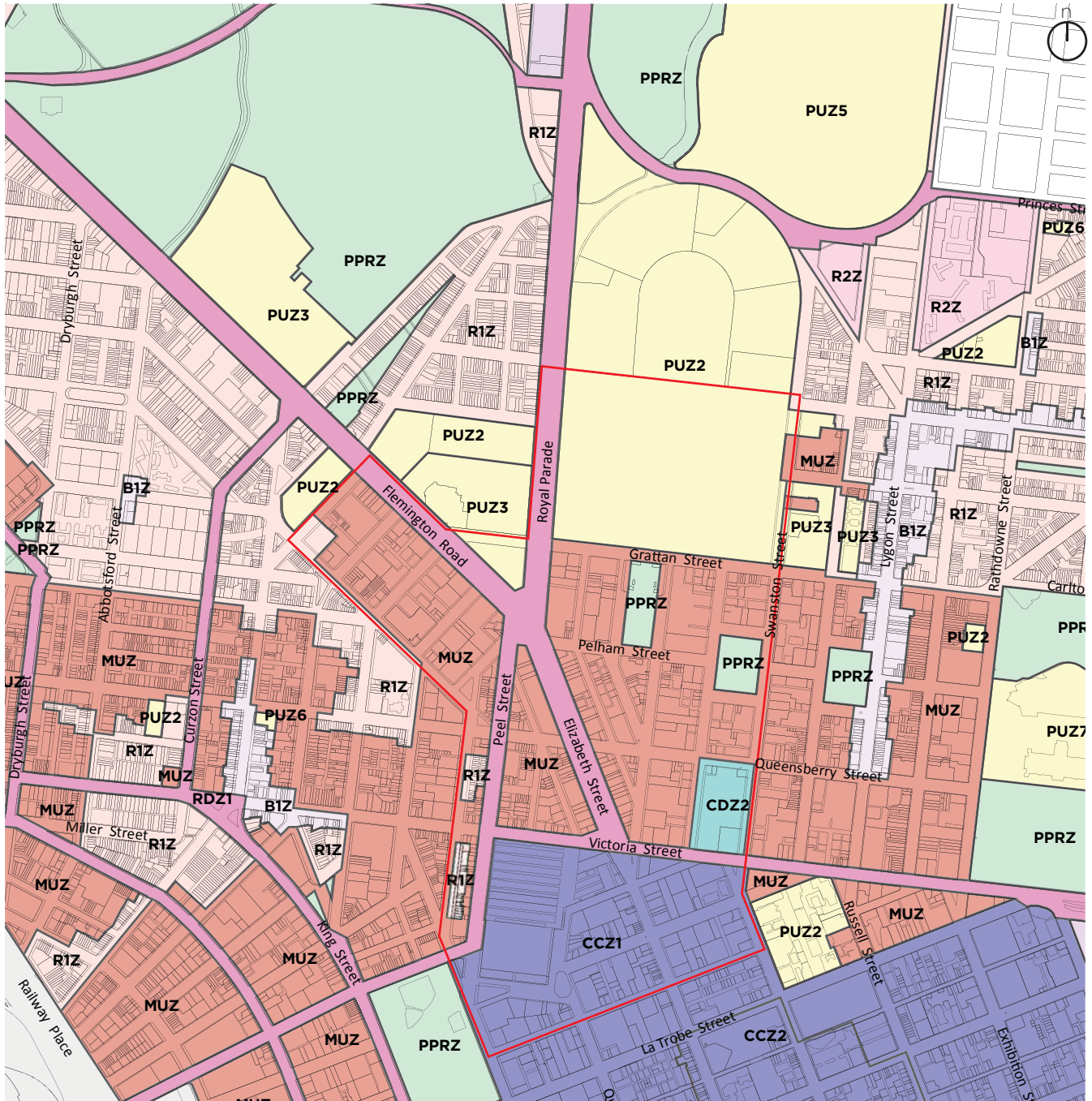


Figure 2.2: existing land use zoning plan (Melbourne Planning Scheme).

<b>Public Land</b>		<b>Road Zone</b>	<b>Business</b>
Public Use Zone 2 - Education (PUZ2)	Public Use Zone 7 - Other Public Use (PUZ7)	Road Zone Category 1 (RDZ1)	Business 1 Zone (B1Z)
Public Use Zone 3 - Health & Community (PUZ3)	Public Park & Recreation Zone (PPRZ)	<b>Residential</b>	<b>Special Purpose Zone</b>
Public Use Zone 5 - Community Crematorium (PUZ5)		Mixed Use (MUZ)	Capital City Zone 1 (CCZ1)
		Residential 1 Zone (R1Z)	Capital City Zone 2
		Residential 2 Zone (R2Z)	Comprehensive Development Zone (CDZ1)

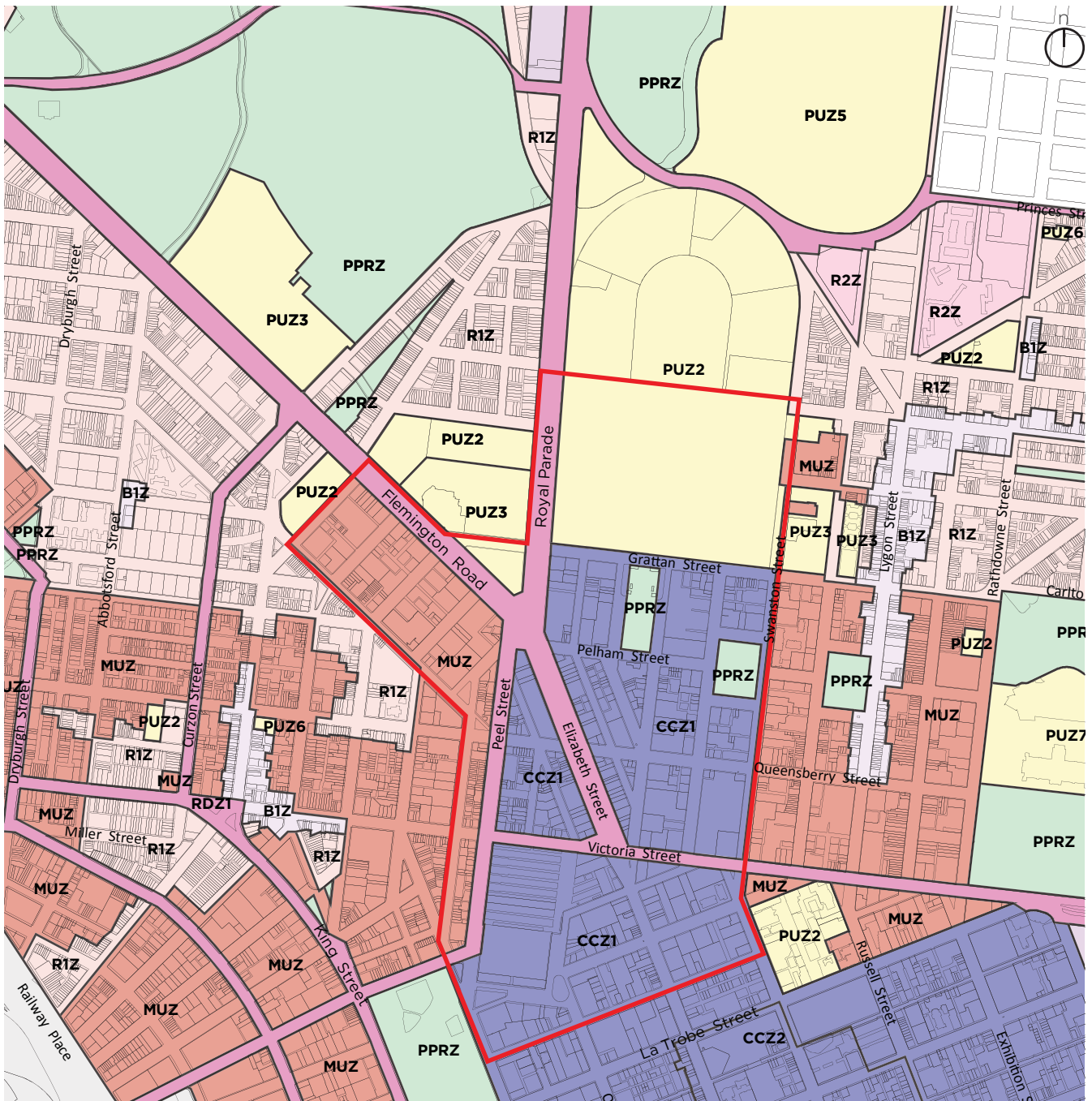


Figure 2.3: proposed land use zoning plan - 30 year vision.

- |  |   |                             |                                       |
|--|---|-----------------------------|---------------------------------------|
| <b>Public Land</b>                               |   | <b>Road Zone</b>            | <b>Business</b>                       |
| Public Use Zone 2 - Education (PUZ2)             | Public Use Zone 7 - Other Public Use (PUZ7) | Road Zone Category 1 (RDZ1) | Business 1 Zone (B1Z)                 |
| Public Use Zone 3 - Health & Community (PUZ3)    | Public Park & Recreation Zone (PPRZ)        | <b>Residential</b>          | <b>Special Purpose Zone</b>           |
| Public Use Zone 5 - Community Crematorium (PUZ6) |   | Mixed Use (MUZ)             | Capital City Zone 1 (CCZ1)            |
|  |   | Residential 1 Zone (R1Z)    | Capital City Zone 2                   |
|  |   | Residential 2 Zone (R2Z)    | Comprehensive Development Zone (CDZ1) |

### 3 Urban structure and built form

#### 30-year vision

*The built environment has a positive influence on people's living, working and travel patterns, on local economies, and on opportunities to be active. It should contribute to safety, diversity, vitality, social connections and a 'sense of place'.*





# 3

## Urban structure and built form

### 3.1 Introduction

#### 32 Overview

Urban structure and built form

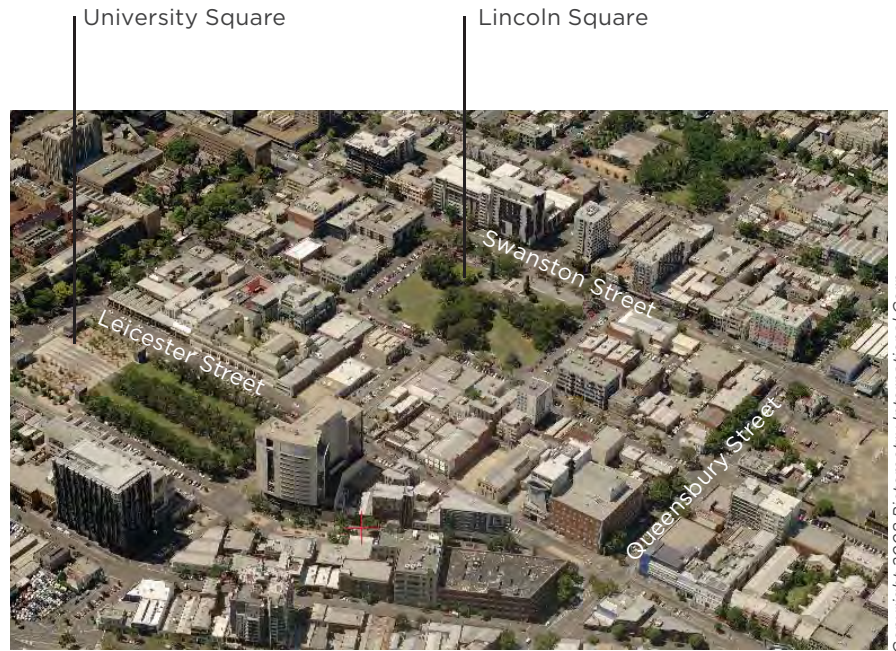
The existing built form of City North is predominantly a low-mid scale. This includes dwellings, institutional buildings, offices and other uses. The area is generally underdeveloped considering its immediate proximity to the CBD. City North is therefore well-positioned to accommodate growth.

The area also contains a number of heritage buildings. Future development should respect this existing context.

Future development of the area will also include expansion of the universities and medical facilities. This should occur in an integrated manner that connects this area into the CBD.

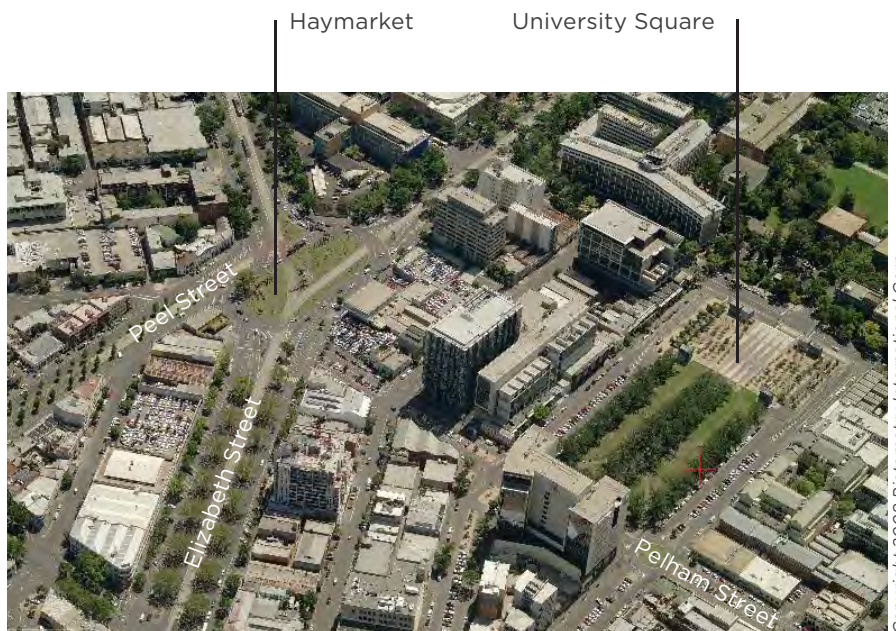
Figures 3.1 and 3.2 illustrate the existing scale of the built form.

#### Snapshot



Copyright 2008 Pictometry International Corp.

Figure 3.1: existing built form north of Queensbury Street



Copyright 2008 Pictometry International Corp.

Figure 3.2: existing built form around Haymarket and University Square

## Melbourne Planning Scheme overlays

### Heritage

Heritage controls cover much of the City North Structure Plan area. The relevant levels of control that exist under the Melbourne Planning Scheme are:

- Site specific Heritage Overlays (covering one or more lots); or
- Precinct Heritage Overlays (North and West Melbourne Precinct and the Carlton Precinct)

The existing controls are indicated in Figure 3.3.

### Design and Development Overlays

The design and development (DDO) overlay covers a large area of North Melbourne, Melbourne and Carlton within the study area. The main purpose of the design and development overlay is to protect the reasonable amenity expectations of new residential development and to control or guide building height. The relevant DDOs for the area are:

#### DDO1 - Active Street Frontages - Capital City Zone

The purpose of the overlay is to ensure that ground floor frontages are pedestrian oriented and add interest and vitality to city streets, to provide continuity of ground floor shops along streets and lanes within the retail core, and to ensure ground floor frontages contribute to city safety by providing lighting and activity.

This overlay is divided into two areas, retail core and major pedestrian areas, requiring that at least 5 metres or 80% of the street frontage be an entry or display window, or other uses, appropriate built scale to pedestrians, and clear glazing.

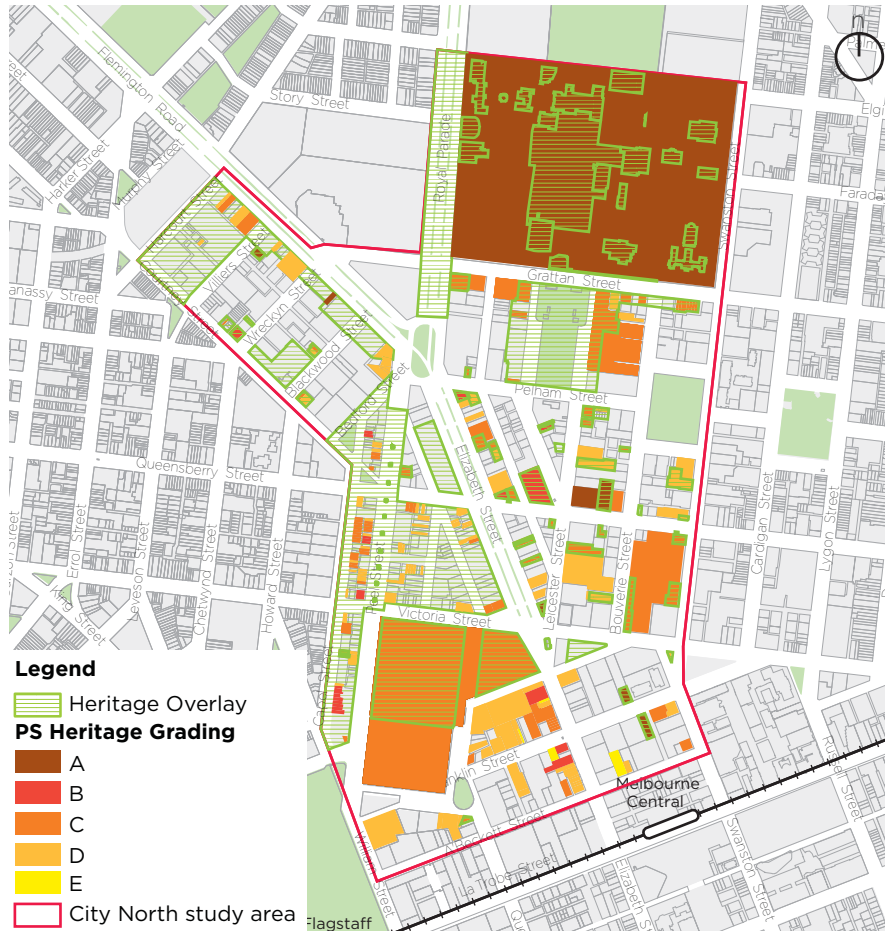


Figure 3.3: existing heritage controls

#### DDO14 - Queen Victoria Market Area

The primary purpose of the overlay is to ensure that any development within the Queen Victoria Market is consistent with its Victorian character and low-scale. The overlay also seeks to ensure that development around the Market edges and within close proximity to the Market provides an appropriate scale transition from the low scale Market buildings towards the medium and high rise towers in the Central Business District.

The overlay imposes six discretionary height controls of between 7 and 60 metres. The purpose of these height controls is to provide a transition in height

between the low scale of the Market and the higher development of the CBD grid.

#### DDO30 - Flemington Road South

The purpose of the schedule to this overlay is to provide opportunities for a consistent, higher built form at the western gateway to the city and to acknowledge the transitional nature of the area and the opportunity for the development of a new built form character. In addition the overlay seeks to encourage development opportunity for growth in the education, research and development sectors.

- 34 The schedule includes a discretionary height control of 6 storeys, where residential development has floor to floor dimensions of 3.5 metres and 4.0 metres for non-residential uses.

#### DDO32 - North Melbourne Peripheral

The schedule to the overlay covers a large proportion of the western section of the precinct study area in residential areas of North Melbourne.

The primary purpose of the overlay is to maintain the predominant low scale nature of the area. Accordingly, the overlay imposes a mandatory maximum height control of 14 metres for any new development.

#### DDO44 - Elizabeth Street and South Carlton

The schedule to the overlay covers a large proportion of the eastern section of the study area in residential and commercial areas of Carlton and the Elizabeth Street boulevard north of Victoria Street.

The primary purpose of the schedule to the overlay is to encourage development which promotes Elizabeth Street as a major boulevard entrance to the Central City fronted by buildings of a consistent scale and to encourage a consistent higher form of development in this area.

Importantly, the overlay seeks to acknowledge the transitional nature of the area and the opportunity for the development of a new built form character. In particular, the overlay seeks to acknowledge the importance of the Haymarket roundabout with dominant landmark buildings surrounding.

The overlay imposes a discretionary height control of 8 storeys where residential development has floor to floor dimensions of 3.5 metres and 4.0 metres for non-residential uses.

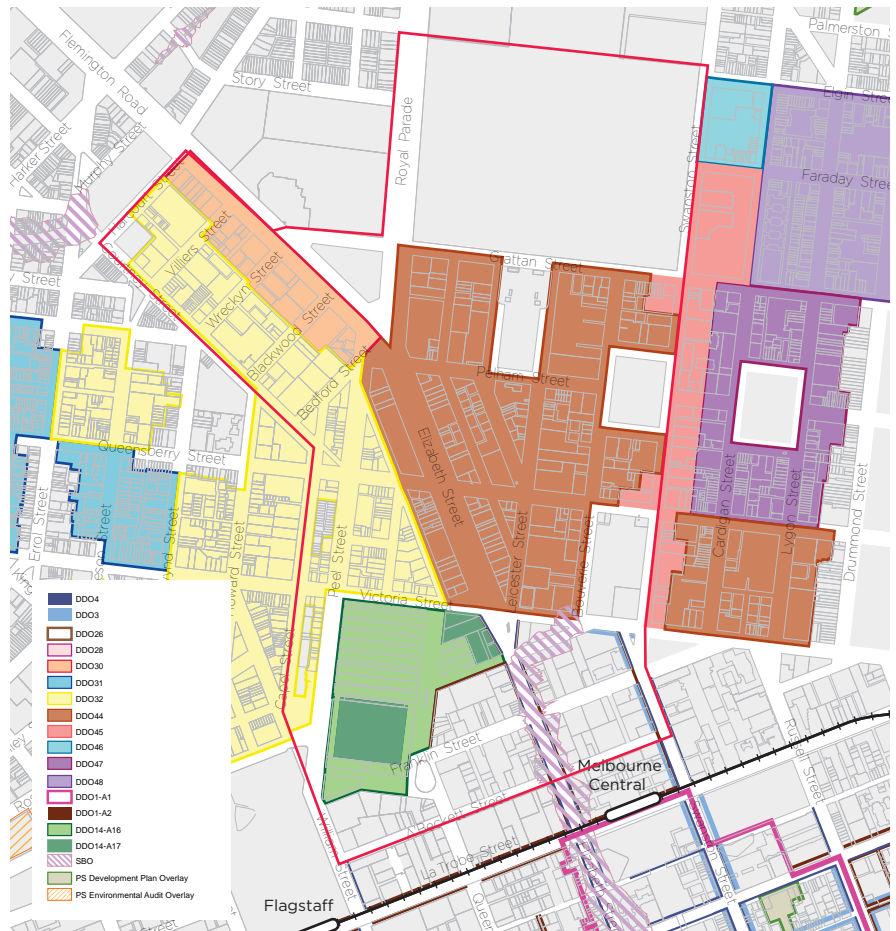


Figure 3.4: existing overlays

#### Special Building Overlay

The Special Building Overlay identifies land in urban areas liable to inundation by urban drainage system as determined by, or in consultation with, the floodplain management authority. Applications must be referred to Melbourne Water, which is the relevant Authority on this matter. The Elizabeth Street corridor up to Victoria Street is covered by such an overlay.

Existing overlay controls are depicted in Figure 3.4.

## 3.2 Objectives

### Principle 1

Cultivate a vibrant and distinct precinct connected to the Central City

1. Encourage City North to develop as a Central City precinct with a distinctive character that builds on the existing urban character and heritage.
2. Increase building heights along the primary streets to enhance the stature of these streetscapes.

### Principle 2

Create a liveable local neighbourhood

3. Facilitate the establishment of diverse communities and social interaction by creating compact, mixed use neighbourhoods.
4. The scale, height and setbacks of new buildings creates a liveable compact medium density residential and working environment.
5. Enable a local residential and working population that will use the expanded public transport network and community services and facilities.
6. Provide sufficient high quality public open space to meet the projected population growth.
7. Ensure the increased worker and resident population enriches the amenity of the area.
8. Introduce a finer grain network of laneways and through links to better integrate with the scale of adjacent areas and maximise permeability for pedestrian movement.

### Principle 3

Strengthen the knowledge economies to cultivate prosperity and creativity

1. Provide for the expansion of medical and educational activities.

### Principle 4

Retain the intimate precinct layered with charm

1. Introduce suitable building scale, heights and setbacks taking into account the existing character, context and immediate amenity.
2. Protect and enhance the fine grain network of streets and laneways with an expanded laneway network.

### Principle 5

Integrate the area's heritage into urban renewal

1. Encourage the reuse of existing building stock where feasible, including existing industrial buildings.
2. New building heights respect the rich heritage fabric of the area and new buildings that adjoin heritage buildings have regard to their height, scale, character and proportions.
3. Places and precincts of identified cultural heritage significance are conserved and enhanced.

### Principle 6

Regenerate the area's public realm

1. Improve and develop City North's streets, parks and places to foster a vibrant, inclusive public life and community-wellbeing.
2. Create 'Great streets' for people by:
  - Designing streets to be places, not thoroughfares, that encourage walking and stationary activities.
  - Establishing built form controls that provide sunlight to the street in winter, shade in summer, and do not create windy conditions.
  - Establishing built form at street edge that creates a strong sense of definition and place by applying a maximum height limit at street edge determined by a 1:1 (height to width) ratio, with a minimum of 1:2 to create street definition.
  - Defining architectural outcomes to the street edge that respond to human scale.
  - Incorporating multiple doors and entranceways to apartments off the street to reduce the lengths of internal corridors, to improve activation of the street and to improve the sociability of the housing development, encouraging neighbourliness and creating opportunities to meet.
  - Deliver a fine grain urban form by encouraging buildings with wide street frontages to be broken into smaller vertical sections of 4m to 10m in width.

3. Create walkable neighbourhoods through urban intensification by establishing an activated public realm that is stimulating and 'peopled'.
4. Establish safe streets through urban intensification and the design of buildings to provide passive surveillance and activation of ground floors addressing the street.
5. Ensure that public open spaces are sunny in winter, shaded in summer, sheltered, safe and welcoming.
6. Integrate built development with adjacent public open space by:
  - Orient the outlook of upper levels of buildings to provide passive surveillance to adjacent public open space.
  - Ensure new building developments have active frontages along their common boundary with a public open space.
  - Provide for walking, cycling and limited vehicular access along all edges of open spaces.

### Principle 7

Develop liveable dwellings that house a diverse and inclusive community

1. Provide a mix of housing sizes, types and tenures at appropriate scales.
2. Provide dwellings that are accessible, easily adaptable and appropriate for all age groups.
3. Encourage development that increases the local density without compromising space standards and access to natural daylight and ventilation.
4. Provide good levels of private and communal amenity for building occupants in City North's new homes.
5. Provide high quality private open space for all dwellings.
6. Include pervious ground area, which is as large as possible but no less than 30 per cent of the available ground area on site.
7. Protect existing trees and plant new trees to provide a large canopy cover.
8. Provide a microclimate where green roofs and green walls can flourish.
9. Protect private internal amenity from off-site impact of noise and light spill.

### Principle 10

Grow a city that prospers within the earth's ecological limit

1. Provide high levels of energy, water and waste efficiency in new buildings.
2. Implement built form controls that:
  - Promote natural ventilation (cross ventilation) for all buildings, to reduce energy demands for cooling.
  - Allow daylight and sunlight to penetrate into lower building levels (particularly for residential development).
  - Allow the establishment of cool roofs to minimise the urban heat island effect.
  - Encourage flexible building types that are adaptable to the changing needs of future residents and workers.
3. Encourage developers to design the ground floor of buildings so that they can be converted to alternative uses in the future.
4. Reduce the car parking provision to levels conducive to inner city urban living that are well-supported by alternative transport networks (walking, cycling and public transport).
5. Maximise the provision of vegetation and water permeable surfaces in private and body corporate open space.

## 3.3 Issues

### 1. General

A number of general issues are evident across the study area as follows:

- There has been a trend in recent development permits to approve building heights several storeys above the recommended height limit.
- The medical and educational institutions within the precinct require floor to floor heights greater than those for residential and commercial development.
- The area is generally underdeveloped considering the proximity to the Central City.
- As development increases, small sites, which contribute to the fine grain of the area, may face pressure for consolidation which could erode the character of the area.
- A mix of building styles and sizes needs to be maintained to keep the existing fine grain and diverse character.

### 2. Central City built form

South of Victoria Street, within the Hoddle Grid, some very tall buildings are being built on small sites.

The 35m to 40m maximum podium height and 10m minimum upper level setback is not consistently observed along streets, resulting in disparate and fragmented collections of buildings and a lack of cohesion in some streetscapes.

Some recent development have tall buildings built 'sheer' to the street edge (without a podium). This can have a detrimental impact on the quality of the public realm, through increased wind downdrafts and a reduction in the pedestrian scale of the street.

Often, where the effect of wind has been considered in development, 'holes' have to be cut into buildings to control the effect of wind at street level, which in turn affects development viability and reduces visual cohesion along streetscapes.

### 3. Lack of lively streetscapes and amenity

Primary streets have very low levels of pedestrian activity because of the low density of activity. These streets, such as Elizabeth Street, Victoria Street, Peel Street, Grattan Street and Flemington Road also lack definition creating poorly framed streetscapes.

Car parking at ground floor and in podiums is detrimental to the street environment, creating dead facades and a lack of passive surveillance of the streetscape.

### 4. Heritage

Heritage-graded buildings do not always have heritage overlay protection, leading to uncertainty when developments are proposed. As a result, some heritage-graded buildings have been demolished.

# 3

## Urban structure and built form

38 Urban structure and built form

### 3.4 Strategies

#### Strategy 1

Change building height controls to facilitate intensified development in the area that will create sustainable development patterns and provide a transition to existing low-scale suburbs

There are a number of distinct precincts within City North (See Figure 3.5). An outline of the key characteristics and proposed changes for each precinct is illustrated below.

##### Precinct 1. Hoddle Grid (south of Victoria Street)

The vision for the Central City is to create streets which are active, protected from the elements, provide a permeable pedestrian environment, provide appropriate vehicular access, and appropriately manage waste. There will be a strong distinction between the built form scale in the Hoddle Grid and the remainder of the City North precinct. The height controls south of Victoria Street will be determined by the *Central City Built Form Review (Planning Scheme Amendment C188)* which is currently in progress.

##### Precinct 2. Queen Victoria Market

The area south of the Queen Victoria Market, is a strategic renewal opportunity, and intensification of development in the Queen Victoria Market is encouraged where appropriate. The built form in this area is subject to further review through a separate design and planning process.

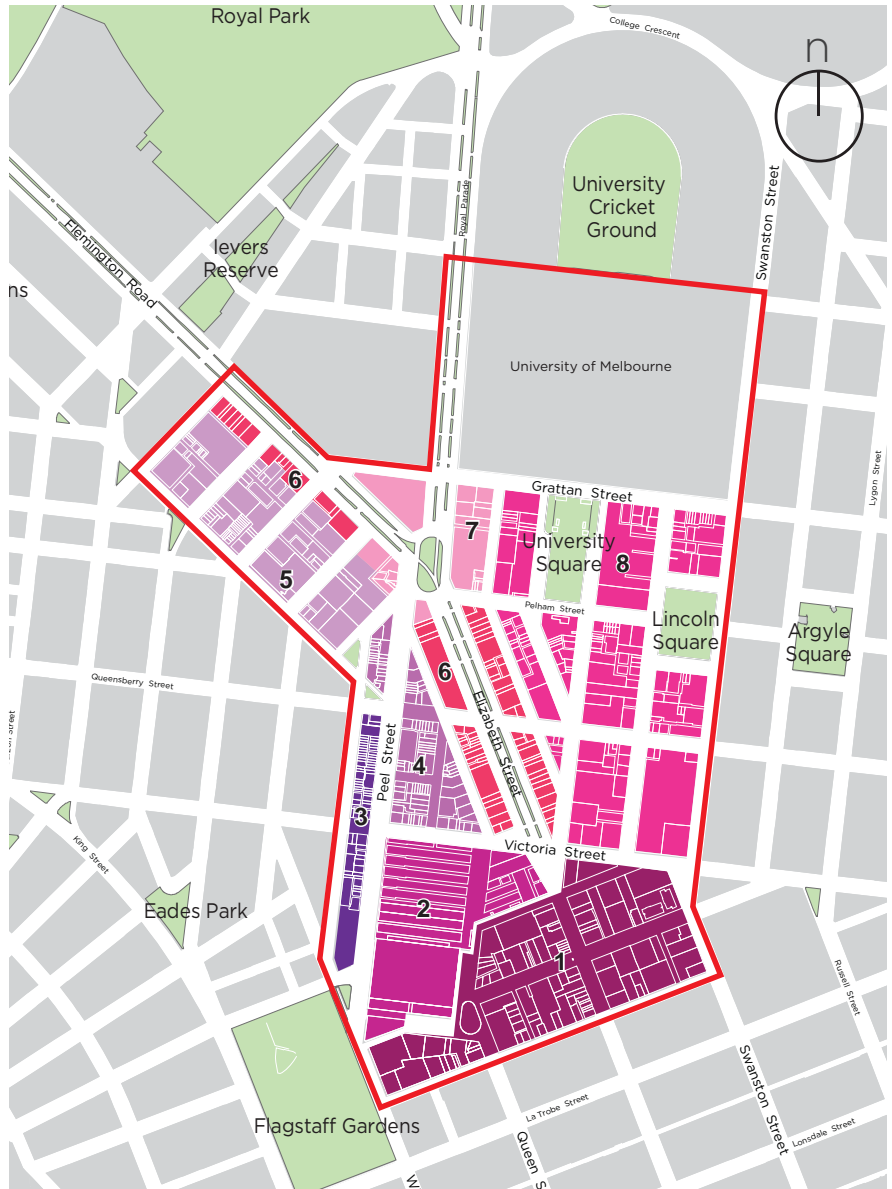


Figure 3.5 built form precincts

- |  |                                     |
|--|-------------------------------------|
| 1 Hoddle Grid (South of Victoria Street)   | 5 Courtney Street Precinct          |
| 2 Queen Victoria Market Precinct   | 6 Flemington Road, Elizabeth Street |
| 3 Peel Street West (South of Queensberry)  | 7 Haymarket Precinct                |
| 4 O'Connell, Peel and Victoria Street triangle and Peel Street West (north of Queensberry) | 8 Little Carlton                    |

### Precinct 3. Peel Street West (south of Queensberry Street)

This area has a large number of heritage buildings protected by a heritage overlay. Peel Street is also an important north-south transport link connecting northwest Melbourne to the western end of the Hoddle Grid. Its proximity to the Queen Victoria Market gives it an important role in establishing this precinct as an active, attractive and safe area. The existing mandatory 14m height control will remain to preserve the existing fine grain structure of subdivision and to provide a transition from the Hoddle Grid heights to the low-scale North Melbourne area.

### Precinct 4. Victoria Street, Peel Street and O'Connell Street

The area encompassed by Victoria, Peel and O'Connell Streets has a strong heritage character with a predominance of industrial/warehousing buildings. This area is also adjacent to the Victoria Street retail activity, the Queen Victoria Market and within easy walking distance of the Hoddle Grid. It is well-served by public transport, with three tram services within a five minute walk. The current design and development overlay height of 14m is considered inappropriate taking into account the existing amenity in this area.

It is recommended that the height within this precinct be increased to 24m to increase the intensification of activity in the area and to provide a transition in scale from the 14m Peel Street/North Melbourne height control to the 40m height limit of Elizabeth Street and the Hoddle Grid. A 24m height control is approximately equivalent to six storeys within a commercial building and seven storeys within a residential building.

At the street edge a 20m height limit should apply to provide a maximum streetscape ratio of 1:1. This will also ensure that sunlight reaches the lower floors of new development. Setbacks above this height should maintain solar and daylight access to the street and minimise visual dominance of upper floors. (See figure 3.9).

### Precinct 5. Courtney Street

Courtney Street has a low-scale character and features a number of heritage buildings such as the Meat Market and, on the west side, rows of Victorian housing. This street is at the boundary of the low-scale residential areas in North Melbourne and the Flemington Road health precinct. For most of the street length there are compatible controls on either side of the street, with a 9m height control on the west, and 14m mandatory control on the east. This has created a generally cohesive streetscape character which should be retained.

Between Courtney Street and Flemington Road a transitional increase in height will allow for more people to live and work in close proximity to the existing tram network (Flemington Road) and within walking distance of the hospitals, universities, research institutes and the Hoddle Grid. An increase to a 24m height limit is considered appropriate to provide a transition from the 14m height limit of North Melbourne to the 40m height limit of Flemington Road. A number of existing residential developments have been built at the current 14m height control. A 24m height control will allow for an increase in density while also limiting any impact of the amenity of existing residential buildings in the area.

### Precinct 6. Elizabeth Street and Flemington Road

These two major boulevards are important civic spaces within the study area and, along with St Kilda Road, are historically the major historic spines bringing people into the Central City. This is evident in the 60m width of the street and the street design (including the dedicated tram lines). Locally, they play an important role in connecting key destinations such as the hospitals, universities, the Queen Victoria Market and the Hoddle Grid. The pedestrian quality of these streets, however, is compromised by the dominance of vehicular traffic and the lack of activity within the ground floors of the existing buildings. The low-scale of buildings on the south side of Flemington Road and within Elizabeth Street have contributed to a poorly defined street edge.

To accommodate additional residential and employment growth, to reinforce the role of these streets as civic spines, and to improve the pedestrian experience, an increased height limit of 40m is proposed, with zero setbacks. A 40m height limit will create a stronger definition to the streetscape, a greater intensity of activity, respect the scale of the existing heritage buildings and will not dominate the important landscape qualities of these boulevards.



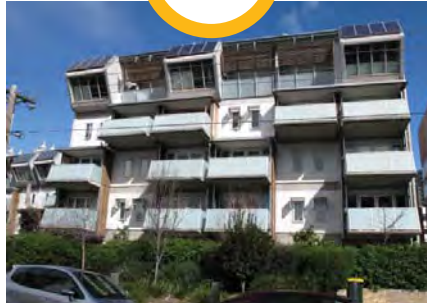
# 3 Urban structure and built form

87  
Dwellings/ha



Inkerman Street St Kilda.

100  
Dwellings/ha



Raleigh Street Windsor

116  
Dwellings/ha



Barry Street Carlton

Figure 3.6: Melbourne examples of high density, mid-rise and mixed use development

## Precinct 7. Haymarket

Haymarket has the potential to be an iconic gateway to the Central City. The proposed Metro station in this location will create a precinct that is highly accessible by public transport and within walking distance of the hospitals, universities, Queen Victoria Market and the Hoddle Grid.

The scale and design of the buildings in this precinct should complement the future function and amenity of the Haymarket as an active, vibrant precinct located on a major transport hub and interchange.

To achieve these objectives a 60m maximum height limit is recommended. A zero setback will apply up to 40m, with a 10m setback up to 60m. This setback will provide articulation to the façade on Haymarket and create a building form that integrates with the proposed 40m height limit on Flemington Road and Elizabeth Streets.

Any new development in this area must not compromise the helicopter flight path that provides access to the existing hospitals.

## Precinct 8. 'Little Carlton'

'Little Carlton' is characterised by a strong mix of heritage and contemporary buildings set within generous wide streets and intimate laneways. The proposed built form needs to conserve, enhance and maintain this significant small scale, heritage fabric, while accommodating residential and employment growth and the expansion of the universities.

A current 32m height control is in place. This height limit is significantly higher than most of the heritage buildings, which are typically one to three storeys. Many of these are not included in the current heritage overlay. In order to allow for growth but preserve the existing low-scale and heritage character a revised street edge height control of 24m is proposed. This will allow for better integration of new development into existing low-scale and heritage streetscapes and maintain the existing character of openness and charm. Behind this street edge an increased height limit of 40m proposed. This will allow for increased development capacity (above the existing 32m control), improve opportunities for expansion of the universities, reinforce the existing urban structure (fine grained streets and laneway

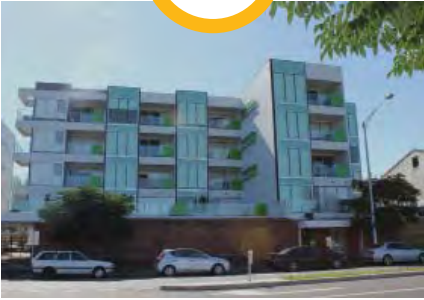
network and small sites with multiple owners), and ensure that City North maintains a distinctly different character and feel to the Hoddle Grid. It will be important that the redevelopment of this area does not erode these qualities through the consolidation of site ownership and the development of larger footprint buildings.

The blocks bounded by Barry Street, Berkeley Street, Leicester Street and Pelham Street will maintain the 32 metre height control. These are narrow blocks with fine grain subdivision patterns that do not easily accommodate a higher building without site consolidation.

A height limit of 10.5m will apply to development on new laneways. Above 10.5m a setback of 4m to the 40m height limit is proposed. This will ensure that adequate natural light penetrates to the lower levels of development.

See Figure 3.8 for all proposed built form controls.

**120**  
Dwellings/ha



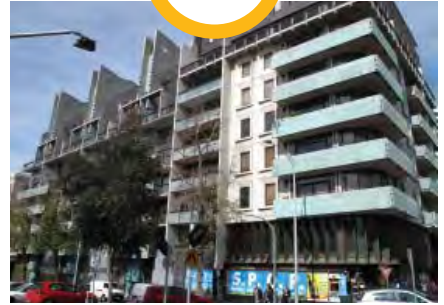
Macaulay Road North Melbourne

**139**  
Dwellings/ha



Rathdowne Street Carlton North

**194**  
Dwellings/ha

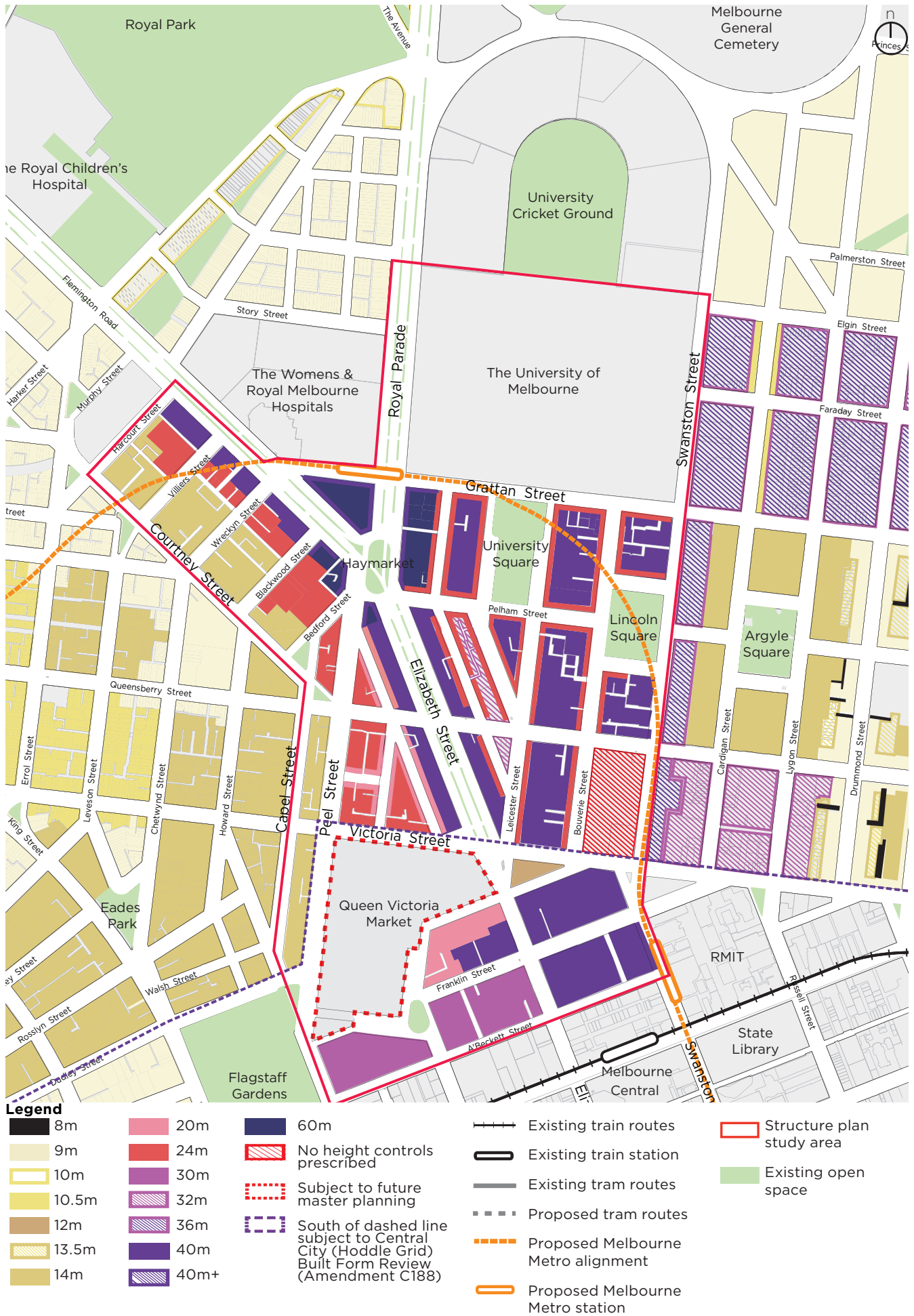


Franklin Street Melbourne



Figure 3.7: perspective of potential built form controls in City North (shown in white)  
Note: Existing context (shown in grey) illustrates actual buildings, not existing controls





0 25 50 100 150 200 1 : 10,000

Figure 3.8: proposed built form controls within City North

Note: Existing built form controls outside the study area shown for context only. No changes are proposed.

# 3

## Urban structure and built form

Urban structure and built form

### 44 Strategy 2

#### Integrate the heritage of City North with the redevelopment potential of the precinct

The retention of valued heritage buildings is an important part of the urban renewal of City North. The existing heritage overlay and gradings identify a number of buildings with heritage qualities. Some sites may have previously been overlooked for inclusion in a heritage grading or overlay. To ensure the protection of these potentially important buildings an update of the overlay and gradings will be prepared.

New development adjoining existing heritage buildings and within existing heritage precincts must also be respectful of the existing fabric. New buildings must be designed to be appropriately scaled and set back to ensure any heritage significance is not sacrificed by inappropriate adjoining development (See Urban Structure and Built Form, Strategy 1).

### Actions

This strategy will be implemented through the following action.



#### Policy

##### U2.P1

*Undertake a review of the existing heritage overlay and gradings to ensure that heritage qualities of City North are identified and protected.*

1 year

1 - 5 years

5 + years



## Strategy 3

### Enhance the laneway network

The subdivision patterns of 'Little Carlton' includes a network of laneways and streets which create some permeability for residents and workers. The urban structure of this area provides a positive base for the redevelopment of this precinct into a vibrant, mixed use area that includes smaller premises and builds on the distinct urban character.

The existing laneways should be protected and enhanced.

An expansion of the laneway network is outlined in chapter 5, Public Realm. All new laneways should have the following characteristics:

- Laneways to be a minimum width of 6m and to be designed to facilitate and prioritise pedestrian and cycling access, and where appropriate, vehicular access.
- Laneways to be accessible by the public 24 hours a day.
- Laneways to be open to the sky.

## Actions

This strategy will be implemented through the following action.



### Policy

#### U3.P1

*Prepare a planning scheme amendment to implement the new laneway network.*

1 year

1 - 5 years

5 + years