Planning and Environment Act 1987

MELBOURNE PLANNING SCHEME

AMENDMENT C371melb

EXPLANATORY REPORT

Who is the planning authority?

This amendment has been prepared by the Minister for Planning who is the planning authority for this amendment.

The amendment has been made at the request of Urbis P/L on behalf of the University of Melbourne.

Land affected by the amendment

The amendment applies to part of the land at 221-245 Salmon Street, Port Melbourne (the Land), described as shown on Figure 1 below.

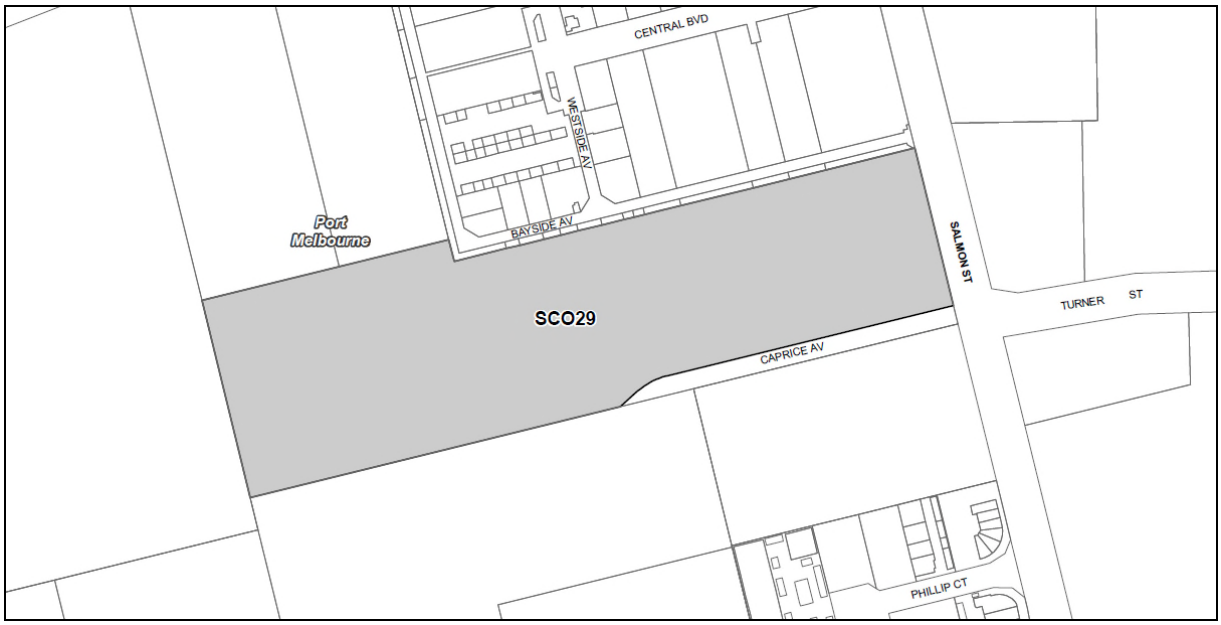

Figure 1 – Land affected by the amendment

What the amendment does

The amendment facilitates the staged use and development of the land for a new campus for the University of Melbourne including supporting and associated industrial, commercial, recreation, retail and other uses via an incorporated document and master plan.

Specifically, the amendment:

- Applies the Specific Controls Overlay, Schedule 29 to the land (SCO29).
- Amends the schedule to clause 45.12 (SCO) to introduce the SCO29 and reference to the associated incorporated document 'The University of Melbourne Fishermans Bend Campus, August 2020'
- Amends the schedule to 72.03 to insert a new planning scheme map 7SCO.
- Modifies the schedule to clause 72.04 to introduce reference to the incorporated document 'The University of Melbourne Fishermans Bend Campus, August 2020'.

Strategic assessment of the amendment

Why is the amendment required?

The University of Melbourne proposes to develop and use the land for the purposes of a campus that is expected to accommodate space for the Melbourne School of Engineering, the Faculty of Architecture, Building and Planning. The overarching vision for the campus is to create a large-scale research and project-based teaching that creates interdisciplinary collaboration and partnerships with industry.

To achieve this vision over an expected 25 year development period, the land is required to accommodate a range of uses including offices, industry, recreation, open space and retail, as well as development types and sizes.

The amendment is required to facilitate a single approval for the life of the development with an overarching masterplan to flexibly guide and regulate the preparation of detailed design, use and development of the site. The amendment is also required to allow shop and supermarket uses on the land that are prohibited under the existing Industrial 1 Zone and that are required to support the campus and associated uses and activities.

The site is identified in *Plan Melbourne 2017-2050* as being within the Fishermans Bend Employment Precinct and National Employment and Innovation Cluster (NEIC). The future of these areas is described as being developed with a *concentration of linked businesses and institutions… focused on knowledge-based businesses that locate close to each other for knowledge and resource sharing and that they will need high levels of amenity*. Policy 1.1.3 within Plan Melbourne is to support the development of NEICs.

The *Fishermans Bend Framework, September 2018* is a reference document within the Melbourne Planning Scheme and similarly identifies the Employment Precinct as an area for innovation, design and physical production and highlights the state government's ownership of part of the former GMH as an opportunity to facilitate a mix of tenant types including smaller firms and start-ups leveraging off new research institutions.

Council's MSS at clause 21.16-6 seeks to protect the Port of Melbourne while supporting the area as a NEIC by attracting and encouraging advanced manufacturing, research and development and associated corporate headquarters.

The Department of Jobs Precincts and Regions in conjunction with Development Victoria are undertaking strategic planning work for both the former GMH site and the broader employment precinct, generally aimed at delivering on *Plan Melbourne 2017-2050* and Fishermans Bend Framework policy and objectives.

Although detailed strategic planning has not yet been completed for the site that may ultimately allow all the proposed uses, the amendment is required to facilitate uses and development that is considered to be in line with existing policy and can make a significance contribution to achieving it.

How does the amendment implement the objectives of planning in Victoria?

The amendment implements the objectives for planning in Victoria, set out at section 4 of *The Planning and Environment Act 1987* (the Act). Specifically, the Amendment:

- Provides for the fair, orderly, economic and sustainable use and development of the site, providing a site-specific control that will facilitate the redevelopment of the land for the University of Melbourne's Fishermans Bend Campus.
- Facilitates a development that can incorporate best-practice Environmentally Sustainable Design and Water Sensitive Urban Design initiatives, contributing to sustainable built form and a precinct that supports the protection of natural resources and ecological processes.
- Provides for a vibrant and active campus that supports a pleasant, efficient and safe working environment for its users.
- Conserves significant heritage fabric of former General Motor Holden buildings, providing opportunities to showcase the industrial heritage of the site.

- Supports the transition of the Employment Precinct and provides for the redevelopment of the site with improved facilities for the benefit of the community.
- Balances the present and future interests of all Victorians, facilitating a high quality and sustainable development that will support the employment and economic growth of the Fishermans Bend NEIC.

How does the amendment address any environmental, social and economic effects?

Environmental effects

The amendment is expected to have possible environmental effects including through:

- Requiring an environmental audit of the site ensuring any contamination is known, remediated or otherwise appropriately managed to ensure the site is suitable for the intended uses.

- Facilitating a development that is expected to meet high Environmentally Sustainable Design (ESD) benchmarks including through aims to for the campus to reach carbon neutrality by 2030 and requirements for the verification of ESD measures that are implemented in the development.

- Contributing to the management of storm and potential flood waters by developing a range of on-site water sensitive urban design measures and potential integration to a broader precinct wide stormwater management framework.

- Use the site for industrial and commercial purposes in line with conditions to demonstrate that they will appropriately mitigate their impacts on the surrounding area including from noise, odour and dust. The use and development is not expected to have any adverse impacts on residential areas, as it is not with a buffer distance under clause 53.10 of the Melbourne Planning scheme to residentially zoned land.

- Providing extensive planting on the site contributing to the enhancement of positive biodiversity outcomes.

Social and economic effects

The amendment is expected to have positive social and economic effects including through:

- Creating enhanced access to a high-quality education, training and employment opportunities for Victoria in a location adjacent to the Fishermans Bend Urban Reviewal Precinct that is expected to accommodate 80,000 residents over the next 30 years. The campus when completed is expected to accommodate up to 5,000 staff and 5,000 students.

- Making a significant contribution to the transition of the area into Australia's leading design, engineering and advanced manufacturing precinct and contributing to the enhancement of knowledge generation and sharing across engineering, architecture, planning, building and design.

- Providing access to high quality open spaces across the campus for students and workers on the site and within the surrounding area.

- Providing access to an increased range of goods and services through the retailing offering that is required to support the campus and associated students and workforce.

- Generating an estimated 11,000 job and contribute up to $4.3 billion to Victoria's economy over the next 20 years.

- Contributing to the recognition and regeneration of the engineering and innovation legacy of the site by locating on the land formally occupied by General Holden Motors and retaining and showcasing key elements of the former use.

- Enhancing the public realm through the construction of high-quality buildings and publicly accessibly open spaces.

Does the amendment address relevant bushfire risk?

The subject site is not located in an area of bushfire risk.

Does the amendment comply with the requirements of any Minister's Direction applicable to the amendment?

The amendment has had regard to and complies with the following Ministerial Directions:

- Ministerial Direction - The Form and Content of Planning Schemes – The proposed provisions have been drafted to comply with the direction.
- Direction No. 1 Potentially Contaminated Land – the amendment implements advice of the Environment Protection Authority to require assessment of the site for its suitably to accommodate the intended uses.
- Direction No. 9 Metropolitan Planning Strategy - The Amendment facilitates the redevelopment of the site in accordance with the directions contained within *Plan Melbourne: 2017-2050.* Specifically, the proposal will contribute to the vision sought for the Fishermans Bend Urban Renewal Area, being a catalyst for the transformation of the Employment Precinct.
- Direction No. 11 Strategic Assessment of Amendments – The preparation of the amendment has evaluated and had regard to relevant matters in the Direction.

How does the amendment support or implement the Planning Policy Framework and any adopted State policy?

The amendment supports and implements the Planning Policy Framework and adopted State policy through:

- The provision of a new university campus within Fishermans Bend anticipates and responds to the needs of future communities by providing educational services and employment opportunities which both, in turn, generate economic viability (**Clause 11** – Settlement).
- Generation of significant investment and growth in a place of State significance, specifically, within one of the key NEICs identified within Plan Melbourne (Clause 11.01-1R – Settlement – Metropolitan Melbourne).
- Any contaminated, or potentially contaminated land will be appropriately remediated and managed in accordance with conditions of the Incorporated Document, to ensure the site is suitable and safe for the intended uses (Clause 13.04-1S – Contaminated and potentially contaminated land).
- Any potential noise amenity impacts will be appropriately identified and managed prior to the commencement of each stage of development in accordance with conditions of the Incorporated Document to ensure noise effects are appropriately managed (Clause 13.05-1S – Noise abatement).
- The new University of Melbourne campus is sited appropriately within the Employment Precinct of the Fishermans Bend NEIC, which will not only facilitate educational uses as sought for the Precinct, but will minimise any off-site effects on community by virtue of its industrial location (Clause 13.07-1S – Land use compatibility).
- The amendment will facilitate high-quality, diverse and sustainable built form which will positively reference the existing character of the area, while establishing the new, preferred character of the Employment Precinct (Clause 15 – Built Environment and Heritage).
- The development seeks to retain existing building fabric on the site which will be integrated into the new development. In terms of Cultural Heritage, the development will be in accordance with an approved Cultural Heritage Management Plan. A Heritage Strategy is also required to be prepared to guide built form and interpretation responses to retained building fabric and identified social and cultural heritage (Clause 15.03 – Heritage).

- The proposal provides for a preferred maximum of 230,000sqm of education and employment generating floor space, supporting investment and economic growth within the urban renewal precinct (Clause 17 – Economic Development).

- The focus on supporting sustainable forms of transport, through the provision of high-quality infrastructure for cycling and pedestrians, combined with the low provision of car parking aligns with the objectives of Clause 18.01 (Integrated Transport) and Clause 18.02 (Movement Networks).

- The proposal seeks to redevelop the land to provide for significant educational infrastructure and services within the Fishermans Bend Employment Precinct, consistent with the objective of Clause 19.02-2S (Education facilities).

- New infrastructure, including multiple pedestrian laneways and a new central street is provided to enhance the permeability of the site and support the physical and social infrastructure of the broader Employment Precinct (Clause 19 – Infrastructure).

How does the amendment support or implement the Local Planning Policy Framework, and specifically the Municipal Strategic Statement?

The amendment supports and implements the Municipal Strategic Statement through:

- The provision of a new campus for the University of Melbourne, recognising the important role research and learning institutions play in the State's education and innovation economy, contributing to the growth of Melbourne as a 'Knowledge City' (Clause 21.02-6).

- The development of a new university facility that will contribute to the goals set out for the City of Melbourne, including for Melbourne to be a prosperous city, a city of knowledge, an eco-city and a connected city, through the creation of employment opportunities, research and learning facilities, environmentally sustainable design and a focus on sustainable. In turn, the development will seek to achieve the City of Melbourne's vision for a bold, inspirational and sustainable city (Clause 21.03 – Vision).

- Enabling an innovative design response in accordance with the design and built form objectives to enhance Melbourne's character and distinctive urban structure and promote sustainable development (Clause 21.06 – Built Form and Heritage).

- Contributing to the education and research facilities provided within the City of Melbourne to strengthen the City's competitive and innovative capacity (Clause 21.08 – Economic Development).

- Providing new thoroughfares and pedestrian walkways through the subject site, which will completement the future transport system and promote sustainable modes of transport, including walking and cycling, as alternatives to the car (Clause 21.09 – Transport).

- Providing additional educational infrastructure, as well as various other forms of infrastructure which will be provisioned for as part of the proposed development, including efficient water use and the provision of an open space network (Clause 21.10 – Infrastructure).

- Contributing to the vision and objectives set out for the Fishermans Bend Employment Precinct. Specifically, Stage 1 will accommodate facilities for the Melbourne School of Engineering and for the Facility of Architecture, Building and Planning, as well as co-located industry partners, which are focused on research and technology as envisaged for the area (Clause 21.16-6 – Fishermans Bend Employment Precinct).

The amendment appropriately supports and responds to local planning policies through:

- Being designed to ensure good solar access to key public realm areas, including the potential future precinct park to the south of the campus and the southern footpath of the south side of the future Turner Street (Clause 22.02 – Sunlight to Public Spaces).

- Integrating advertising and business identification signage into the development, with a signage strategy to guide signage throughout the campus (Clause 22.07 – Advertising Signs).

- Providing a high-quality architectural response and presents a scale that responds to the vision for the Employment Precinct with a Floor Area Ratio of 3.2:1 (Clause 22.17 – Urban Design Outside the Capital City Zone).

- Incorporating high-quality ESD initiatives into the development to minimise the production of greenhouse gas emissions, mains potable water use and waste going to landfill and ultimately, maximise energy efficiency and sustainability (Clause 22.19 – Energy, Water and Waste Efficiency).

- Achieving the best practice water quality performance objectives and incorporates the use of water sensitive urban design (Clause 22.23 – Stormwater Management (Water Sensitive Urban Design)).

- Promoting employment generating floor space to support the knowledge, creative, design, innovation, engineering and service sectors (Clause 22.27 – Fishermans Bend Urban Renewal Area Policy).

How does the amendment support or implement the Municipal Planning Strategy?

The Melbourne Planning Scheme does not contain a Municipal Planning Strategy.

Does the amendment make proper use of the Victoria Planning Provisions?

The amendment appropriately uses the Schedule to the Specific Controls Overlay at clause 45.12 and the schedule to clause 72.04 clause to reference the incorporated document 'The University of Melbourne Fishermans Bend Campus, August 2020', to facilitate a site specific land use and development framework.

How does the amendment address the views of any relevant agency?

The amendment has had regard to the views of the following agencies who were consulted made a submission on the amendment under section 20(5) of the *Planning and Environment Act 1987*, via direct notice in addition to notice to the owners and occupiers of land surrounding the subject land.

Authority/agency	Made a submission	Authority/agency	Made a submission
Melbourne City Council	Yes	CitiPower	No
Development Victoria	Yes	Southeast water	Yes
Fishermans Bend Taskforce/DJPR	Yes	Office of the Victorian Government Architect	Yes
Melbourne Water	Yes	Heritage Victoria	No
Environmental Protection Authority	Yes	National Trust of Australia (Victoria)	No
Department of Transport/VicRoads	Yes	City of Port Phillip	No
Port of Melbourne Corp	No	Victorian Commission for Gambling and Liquor Regulation	No
APA Group	No		

Workshops and meetings were also held with the Melbourne City Council, the Department of Jobs, Precincts and Regions and Development Victoria to discuss the amendment and further understand their views. The incorporated document and associated master plan have been modified to directly respond to these view on matters including urban design and architecture, ESD, Water Sensitive Urban Design and drainage, heritage, open space planning and access, flood mitigation, transport integration, contaminated land and impacts to and from existing and future industrial and commercial land uses.

Does the amendment address relevant requirements of the Transport Integration Act 2010?

The amendment addresses relevant requirements of the Transport Integration Act 2010 by:

- Integrating land use and development with transport by facilitating the intensive development of the land adjacent to the future location of a tram line and metro train station.
- Integrating decision making about land use and development and transport by consulting with relevant agencies including the Department of Transport and the Department of Jobs Precincts and Regions who have a key role in planning for the area and its transport.
- Supporting economic prosperity and investment in Victoria through locating and employment and education use adjacent to future public transport infrastructure and enabling efficient and effective access to it.

Resource and administrative costs

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The amendment is considered to have typical resource and administrative costs associated with the assessment and approval of plans and reports associated with a large-scale development project.

Where you may inspect this amendment

The amendment can be inspected free of charge at the City of Melbourne website at www.melbourne.vic.gov.au; or

The amendment is available for public inspection, free of charge, during office hours at the following places:

Town Hall, 120 Swanston Street,

MELBOURNE VIC 3000

The amendment can also be inspected free of charge at the Department of Environment, Land, Water and Planning website at www.planning.vic.gov.au/public-inspection or by contacting 1800 789 386 to arrange a time to view the amendment documentation.