

August 2024

Background Report South Melbourne Structure Plan

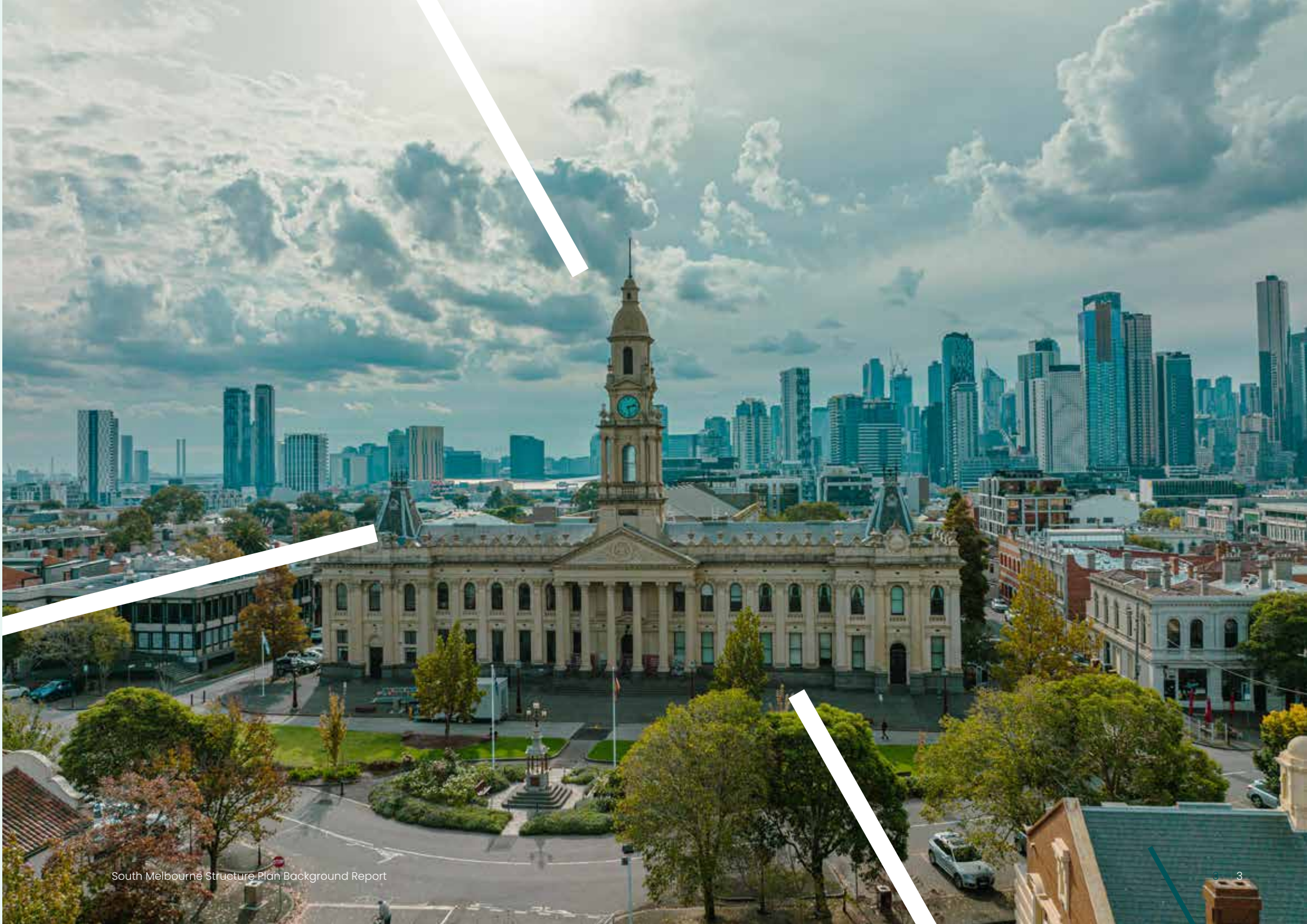


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The City of Port Phillip respectfully acknowledges the Traditional Owners of this land, the people of the Kulin Nations. We pay our respect to their Elders, past and present. We acknowledge and uphold their continuing relationship to this land.

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1. Introduction

South Melbourne is a vibrant inner urban location with an engaged community, a diverse mix of housing and businesses, and a rich cultural and architectural heritage. These attributes, as well as its location between Melbourne's CBD and Port Phillip Bay, mean that South Melbourne will continue to be an attractive location to live, work and play.

This background report presents the key planning issues and opportunities that underpin the *South Melbourne Structure Plan* (City of Port Phillip, July 2024) informed by:

- Technical work, including the following reports
 - *South Melbourne Structure Plan: Activity Centre Boundary Report*, (City of Port Phillip, June 2024)
 - *South Melbourne Structure Plan: Zoning Anomalies Report* (City of Port Phillip, June 2024)
 - *South Melbourne Employment, Economic and Land Use Study*, (Urban Enterprise, November 2023)
 - *South Melbourne Built Form Review*, (Hodgyl & Co, August 2024)
 - *Built Form Review: South Melbourne Major Activity Centre & Employment Precincts Heritage Built Form Analysis & Recommendations* (GJM Heritage, June 2023)
 - *South Melbourne Heritage Study*, (Trethowan, May 2023)



Figure 1 - Relationship between the South Melbourne Structure Plan and other strategic documents.

- *South Melbourne: Transport, Movement & Place Study* (Ratio Consultants, November 2023)
- *South Melbourne Public Realm Framework 2024-2044* (City Port Phillip, July 2024)
- Analysis of 2021 Census data
- Community engagement undertaken in March and April 2021 and again in September and October 2022, where the project was also referred to as *Future South Melbourne*
- Other documents as referenced.

Figure 1 shows the relationship between the South Melbourne Structure Plan, the above documents and other key strategic documents, along with the implementation.

The background report builds on the *South Melbourne Structure Plan Discussion Paper* August 2022.

1.1 Why does South Melbourne need a new structure plan?

Plan Melbourne 2017-2050, the Victorian Government's metropolitan planning strategy, guides the way Melbourne will grow and change to 2050 while remaining a liveable city. As a designated Major Activity Centre (MAC) and Enterprise Precinct, South Melbourne is required to play a significant role in achieving the directions of the Strategy, particularly regarding housing and employment.

With the population in South Melbourne expected to grow by 28.8% from 9,105 in 2021 to 11,730 in 2041¹, a structure plan is required to help the City of Port Phillip plan and manage growth and change in the centre, while at the same time responding to community aspirations and providing vibrant, liveable local places for everyone to enjoy. Structure Plans play an important role in setting out the long-term strategic vision for the centre and an action plan on how it will be achieved, in accordance with State Government planning policy. This Structure Plan will be implemented over a 20-year period from 2024 to 2044.

The current *South Melbourne Central Structure Plan* and *South Melbourne Central Urban Design Framework* were adopted by Council in 2005. Planning controls based on these documents were implemented in 2008. Since that time demographic and land use changes have occurred throughout South Melbourne and development pressure has increased. There is also a

greater need to address challenges as associated with climate change and respond to economic impacts from the COVID-19 pandemic.

Community and stakeholder involvement has significantly advanced the development of the Structure Plan. This input has provided a diverse range of views and valuable insights, ensuring that together the City, community and stakeholders can:

- Strengthen the qualities and attributes of South Melbourne as a unique place
- Protect employment land to ensure employment generating activities and businesses are maintained and encouraged.
- Facilitate enterprise hubs and specifically recognise the importance of creative industries to South Melbourne's economy
- Enhance South Melbourne's economic activity by improving accessibility from the CBD, Southbank, Docklands and the Fishermans Bend Urban Renewal Area
- Consider the changing role of the South Melbourne Activity Centre and the future of retail uses, particularly for Clarendon Street and the South Melbourne Market
- Explore how the Structure Plan could facilitate the Council Plan's goal to create a '10-minute city'
- Ensure that future development and land use in South Melbourne is sustainable, responsive to challenges such as climate change, sea level

rise and achieves a high level of environmental performance

- Cater for the forecast population change in South Melbourne
- Embrace South Melbourne's heritage and reflect its rich history and culture in the design of public spaces and new buildings, along with ensuring

cultural guidance in the Structure Plan's implementation

- Ensure South Melbourne's residents, workers and visitors have access to public open space and high-quality streets.



¹ Population and demographic statistics are generally based on the South Melbourne neighbourhood, as defined by the City of Port Phillip and ID Consulting, generally using Census data as a foundation.

1.2 Defining the Structure Plan Area

The South Melbourne Structure Plan will apply to the area shown on the map in Figure 2, referred to the 'Structure Plan Area' in this report. The Structure Plan Area is generally based around key roads, with Clarendon Street bisecting it.

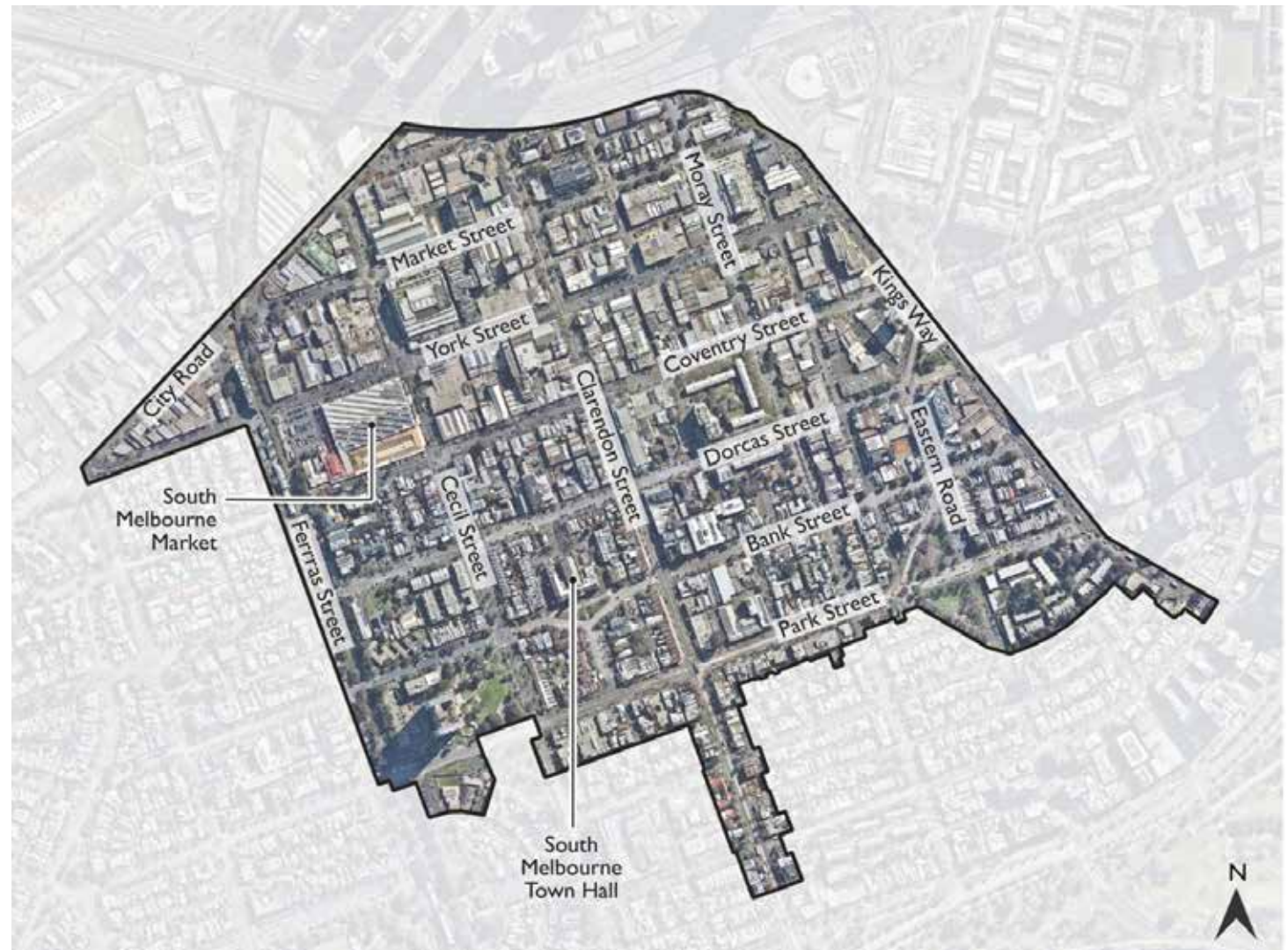


Figure 2 - The black line shows the South Melbourne Structure Plan Structure Plan Area.

2. Context

The South Melbourne Structure Plan is a multi-year project. The timeline below summarises the process undertaken to date.

2.1 Project timeline



2.2 South Melbourne Structure Plan Discussion Paper (August 2022)

The *South Melbourne Structure Plan Discussion Paper 2022* was informed by the first phase of community engagement on this project, reflecting the community's ideas and aspirations. It sets out:

- Why a new structure plan is required and key information about South Melbourne, including an assessment of South Melbourne against the features of a 20-Minute Neighbourhood identified by the Victorian Government.
- A draft vision for South Melbourne.

Recognised as a traditional gathering place for First Nations, South Melbourne continues to be one of Melbourne's great social hubs and dynamic economies. People from all backgrounds are welcome to live, work and visit this vibrant, liveable and diverse community.

The network of walkable, green streets and comfortable public spaces, combined with valued heritage places and attractive buildings, provide a variety of memorable destinations, productive businesses, creative industries and local services.

South Melbourne is a unique blend of the past and present – and is always looking to the future.

- 3 key directions for South Melbourne:



Quality Places

Focused on maintaining South Melbourne as a distinctive neighbourhood, that is home to a cluster of diverse places and destinations, while creating places that are green, cool, comfortable, safe and inviting.



Quality Buildings

Focused on ensuring that future development and change is well-managed and meets the needs of the community.



Quality Experiences

Focusing on strengthening South Melbourne's valued qualities that make it a memorable experience to live, work and visit, as well as supporting the community's resilience to climate change and enhancing the function of the transport and movement network.



Importantly, the collaborative work undertaken to develop the *South Melbourne Place Plan 2019/20* provided an important foundation to the long term planning undertaken for the South Melbourne Structure Plan.

This Background Report builds on the Discussion Paper by updating Census data to reflect 2021 data where available, along with incorporating the issues identified in technical analysis undertaken to support the project.

2.3 Community Input

Extensive community engagement has been undertaken to inform the Structure Plan. This section summarises the results from the Phase 1 and Phase 2 community engagement undertaken to inform the project.

Future South Melbourne Phase 1

In March and April 2021, we undertook the first stage of community engagement on a new structure plan, called Future South Melbourne. We wanted to learn what people value about the area and how they would improve it.

Over 500 people participated, via online and hard copy surveys, community conversations, sessions with public housing residents and targeted stakeholder workshops. They told us that they most value:

- Closeness to CBD and beach
- Easy access to green and open spaces
- Strong sense of community
- South Melbourne Market
- Character and heritage
- Distinctive strip shopping.

When asked what they would improve about South Melbourne, they said:

- Increasing greenery and open space to cater for current and future populations

- Improving the perceptions of community security and safety, especially feeling safe in public areas
- Improving cycling and pedestrian infrastructure, lowering levels of traffic and congestion, and providing easier parking
- Managing development so it is of high-quality, caters for a growing population and enhances liveability for current and future residents
- Enhancing access to local services, facilities and infrastructure
- Responding to climate change and improving the environmental sustainability of development and transport to maintain South Melbourne's liveability.

Future South Melbourne Phase 2

In September and October 2022, over 400 people participated in our second stage of community engagement, providing feedback on the *South Melbourne Structure Plan Discussion Paper* (August 2022), which included a draft vision. Nearly three-quarters of survey respondents were supportive or very supportive of the draft vision. We also noted positive sentiments towards the draft vision in community conversation events and meetings with stakeholder groups. Engagement also included consultation with the Bunurong Land Council Aboriginal Corporation and Wurundjeri Woi Wurrung Cultural Heritage Aboriginal Corporation, the Registered Aboriginal Parties for the area.

We received suggestions to include more specific references to First Nations people and South Melbourne's qualities in the draft vision. Other key insights to emerge from the consultation include:

- There is general support for enhancing public space in South Melbourne, including more greenery, sunlight and an improved pedestrian experience, but some people think it should not limit parking and car access.
- People have a range of views about using wide streets for alternative public uses, but feedback agreed on promoting a vibrant streetscape that encourages visitors and is positive for residents.
- Adding vibrancy to the streets through improving walkability would help build a sense of community.
- There is some support for activating the Town Hall Reserve by creating a new outdoor public space.
- Attracting visitors will help the precinct thrive.
- It is challenging to balance heritage protection with increasing density to bring more people to the suburb.
- New development must get active street frontages right, so South Melbourne does not become a ghost town.
- People think providing vegetation on buildings improves amenity, but some have concerns about maintenance and want to make sure the design and placement of vegetation complements heritage buildings.



Following Council endorsement in December 2022, we ran focus groups on the draft Built Form Design Objectives and Character Statements and Public Realm Framework Objectives in early 2023, to understand how the Structure Plan and *South Melbourne Public Realm Framework 2024-2044* (City Port Phillip, January 2024) can support the design of new buildings and public spaces. This feedback has directly informed this Structure Plan.

Future South Melbourne Phase 3

In February and March 2024, 240 people participated in our third stage of community engagement, providing feedback on the Draft South Melbourne Structure Plan (January 2024). The feedback we received informed changes that are reflected in this South Melbourne Structure Plan, including:

- Revising objectives in Theme 1: Activities and Uses to more clearly articulate the need to:
 - Support the future growth of South Melbourne as an integrated Activity Centre and Enterprise Precinct.
 - Support ongoing business growth and economic specialisation in South Melbourne.
 - Support diversification of retail, services and amenities in South Melbourne.
- Shifting content addressing recommended additions to the Heritage Overlay from in Theme 1:

Activities and Uses to sit with heritage content in Theme 2: Built Form.

- In response to further built form analysis contained in the *South Melbourne Built Form Review* (Hodyl & Co, August 2024), update built form recommendations applying to specific sites. Appendix D of the *South Melbourne Built Form Review* (Hodyl & Co, August 2024) contains further information about the process undertaken to test Floor Area Ratios (FARs) and built form recommendations contained in this Structure Plan.

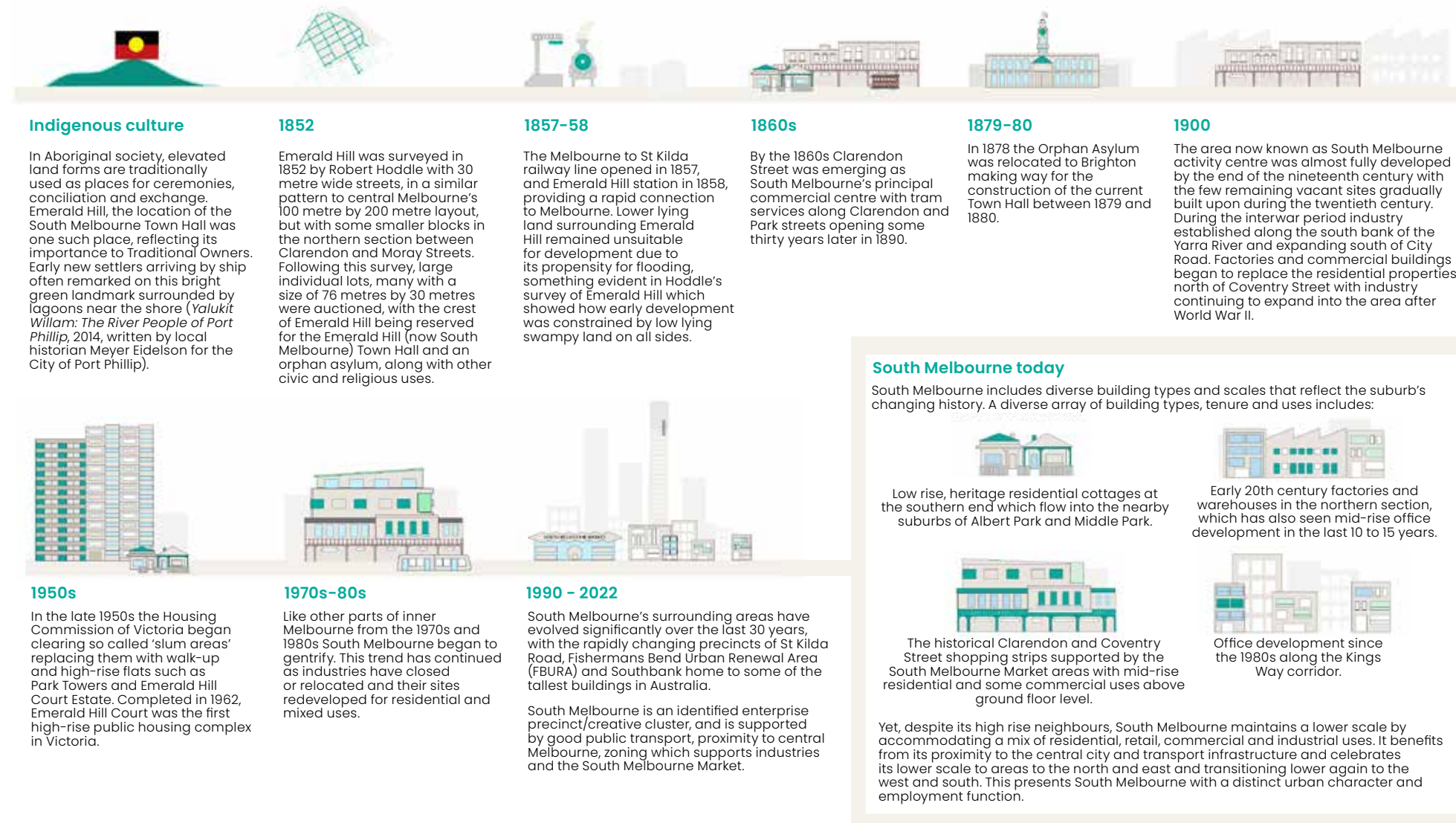
Updates to the Structure Plan have not altered its overarching direction. The background documents informing the Structure Plan provide a sound and robust strategic basis for a new planning framework to be implemented in South Melbourne by an amendment to the Port Phillip Planning Scheme.

Directions for the South Melbourne Structure Plan

- Ensure the South Melbourne Structure Plan considers the feedback provided in Phase 1, Phase 2 and Phase 3 community engagement.
- Ensure the community continues to participate in the implementation of the South Melbourne Structure Plan as appropriate.

A snapshot of an evolving neighbourhood

South Melbourne has a distinct identity, varied character and mix of uses reflecting its evolution from a meeting place for Traditional Owners and then early colonial settlement, to a vibrant '10-minute' inner city neighbourhood within close proximity to the centre of Melbourne. This timeline shows the key periods of South Melbourne's development, highlighting how South Melbourne's form has been shaped by its underlying topography and flooding, location near the central city, industrial areas and transport infrastructure.



2.5 Location in context

South Melbourne is within two kilometres of Melbourne's CBD and Docklands. The area is flanked by Southbank, St Kilda Road, the Fishermans Bend Urban Renewal Area, and residential neighbourhoods in Albert Park and Port Melbourne. South Melbourne's north, west and east boundaries are formed by the strong physical edges of the M1 Freeway, Kings Way and the light rail, with established residential areas to the south. At its heart are the Clarendon Street shopping centre and South Melbourne Market. Both are important retail, community and cultural assets that draw many people to the area. The area is bounded and crossed by tram and bus services connecting to surrounding neighbourhoods and the broader metropolitan area. Southern Cross Station lies to the north and Anzac Station is under construction close by to the east.

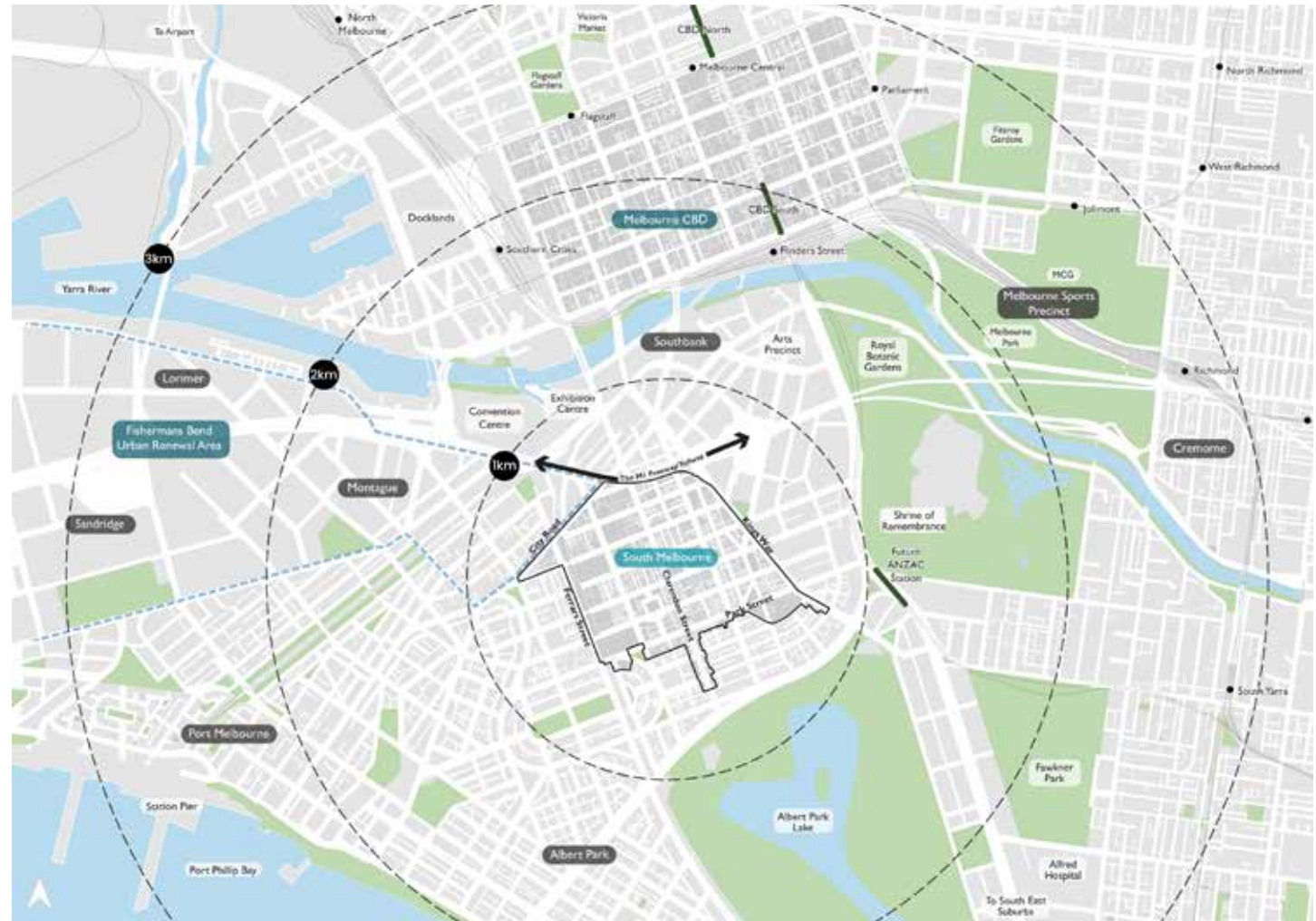


Figure 3 – South Melbourne location in context

2.6 Key surrounding landmarks



Albert Park Lake

To the south, Albert Park Lake provides sporting facilities and recreation reserves in a picturesque setting that brings sports people from across Melbourne year-round. It hosts the annual Australian Grand Prix, bringing tourism and international attention to the area.



Arts precinct

Melbourne's arts precinct comprises galleries, theatres and education facilities for the visual and performing arts. Collectively, they contribute to Melbourne's cultural and creative identity.



Melbourne Convention and Exhibition Centre

The Convention and Exhibition Centre hosts corporate events and displays throughout the year, attracting commercial ventures and trades from all over the world to share knowledge, technology and products.



M1 Freeway

The elevated M1 Freeway marks the northern extent of South Melbourne. Accessible from the area's north-east corner, it connects to the West Gate Bridge and CityLink.



Melbourne's Central Business District

Melbourne's CBD hosts legal, education, commercial, retail, entertainment and banking precincts, situated in an area twice the size of South Melbourne. With a growing population and large-scale developments, the CBD skyline continues to evolve.



Royal Botanic Gardens

Melbourne's picturesque Royal Botanic Gardens are loved by locals and visitors alike, adding significant public open space close to the city centre. The gardens comprise diverse plants and landscapes and attract bird and animal life.



Sports precinct

Featuring the Melbourne Cricket Ground and Melbourne Park (Tennis Centre) this cluster of sporting facilities is also used for large-scale events and performances. It offers exceptional facilities and connections to the city centre and public transport infrastructure.



Yarra River

Located a few hundred metres to the north, the Yarra River is a significant landmark for Aboriginal people and Melbourne's colonial history. Today, it is the setting for tourism and entertainment with high-density living and large-scale urban renewal extending the central city across to Southbank over the past 30 years.

2.7 Demographic snapshot

Given South Melbourne's strategic location near the Melbourne CBD, Docklands, Anzac Station (under construction), St Kilda Road and Fishermans Bend; its strong heritage appeal; and commercially zoned land, it is expected there will be strong development demand in the area, which could lead to local population and job growth. This requires careful management of South Melbourne's role, function and operation.

South Melbourne has a diverse community, with a population that is expected to grow by 28.8% from 9,105 in 2021 to 11,730 in 2041. In South Melbourne there is a higher proportion of lower income households compared with the municipal average, meanwhile the proportion of higher income households is just below the municipal average. South Melbourne has the highest proportion of social housing in the municipality, highlighting the important role South Melbourne has in providing a range of housing to meet the needs of different people and households.

Despite commercial offices being the predominate development type in South Melbourne, the number of dwellings in South Melbourne is forecast to grow from 5,435 in 2021 to 6,594 in 2041, with the average household size falling from 1.96 to 1.87 by 2041. It is estimated that there will be demand for an additional 145,000 square metres to 187,000 square metres of gross office floorspace and between 16,000 square metres and 21,000 square metres of retail floorspace between 2021 and 2041. In turn, from 2020 to 2040

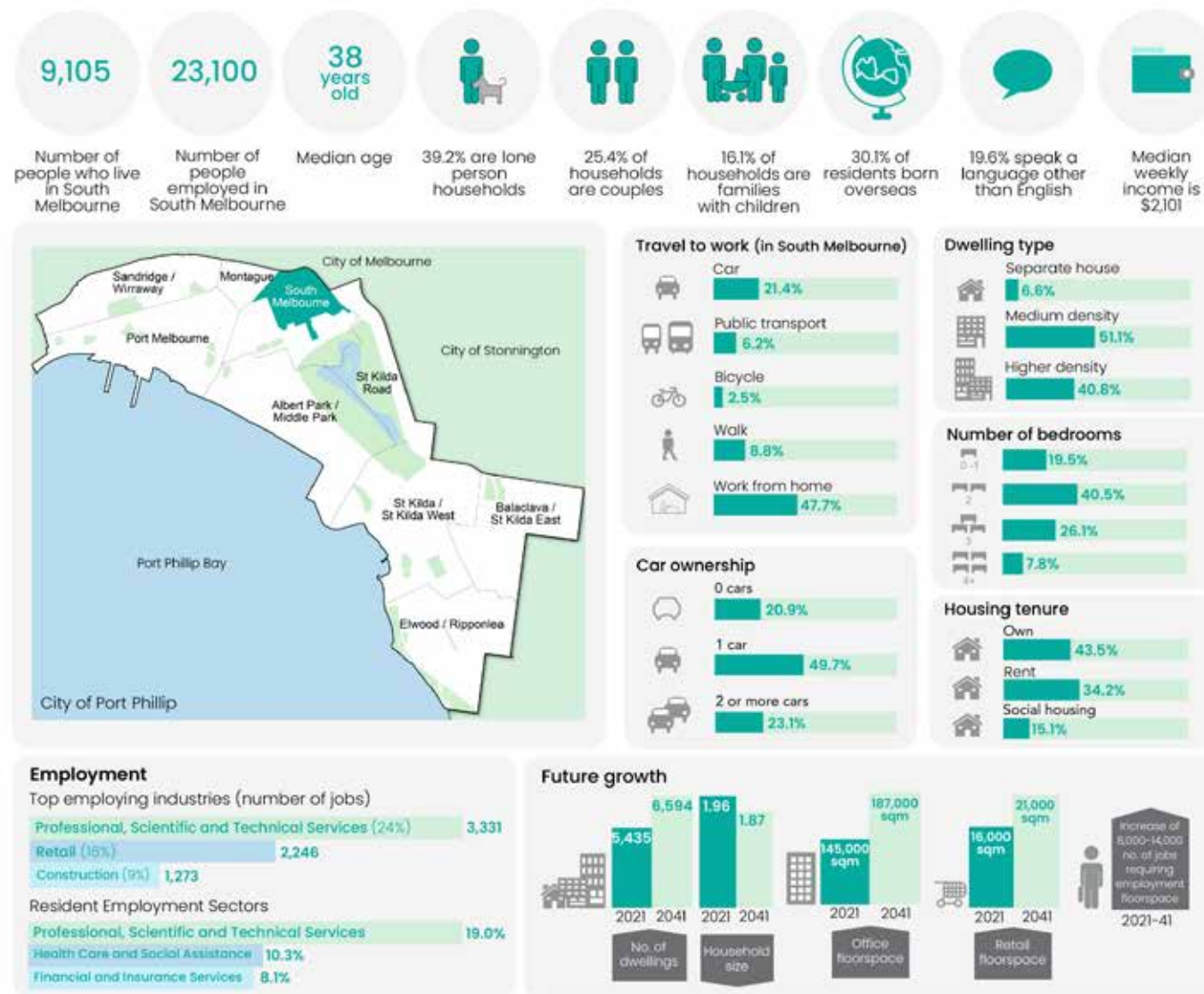


Figure 4 - Demographic snapshot of South Melbourne

Source: Community Profile ID Consulting 2021 Census and South Melbourne Employment, Economic and Land Use Study, Urban Enterprise, October 2023

the number of jobs in South Melbourne is projected to increase from 23,100 to between 30,700 and 36,700, an increase of between 7,600 and 13,600 jobs. Such projections highlight the importance of retaining employment land in South Melbourne.

The COVID-19 pandemic has slowed this growth in the short term, however it is expected the resident and worker population will continue to grow in the longer term as the local economy recovers.

Directions for the South Melbourne Structure Plan

This chapter summarises the information that follows in later chapters. The South Melbourne Structure Plan will need to consider a broad range of matters addressing:

- South Melbourne's strategic context, including the Port Phillip Planning Scheme and key state and local policies
- Urban form and environment
- People and housing
- Economy, employment and land use
- Movement and transport
- Physical infrastructure
- Community infrastructure, arts and culture
- Build form and building design
- Heritage, both Aboriginal and post-contact
- Open space, recreation and the public realm.

At the end of these chapters are directions that underpin the South Melbourne Structure Plan.



2.8 Strategic context

This section summarises the strategic context for South Melbourne and the key strategies and policies that inform it, including state policy, local policy, the Port Phillip Planning Scheme, and existing *South Melbourne Structure Plan* (2007).

State Framework	
Melbourne Industrial and Commercial Land Use Plan 2020	Provides a framework to more effectively plan for future employment and industry needs, and better inform future strategic directions. It identifies parts of South Melbourne within the Structure Plan Area as both 'Regionally Significant Industrial Land' and as a 'Regionally Significant Commercial Area'. Kings Way and the West Gate Freeway are identified as part of the Principal Freight Network.
Plan Melbourne 2017-2050 – Metropolitan Planning Strategy	Establishes a vision for Melbourne by integrating land use, infrastructure and transport planning to meet the City's future environmental, population, housing and employment needs. Plan Melbourne identifies South Melbourne as a Metropolitan Activity Centre, places which have an important role in accommodating housing, employment and other future needs.
Planning and Environment Act 1987	Sets the legislative framework for Victoria's planning system. Section 4 sets out the objectives of planning in Victoria, which councils must implement.
Unlocking Enterprise in a Changing Economy Strategy 2018	Identifies South Melbourne as an enterprise precinct, one of three key areas outside Melbourne's CBD to attract new businesses and investment.
Urban Design Guidelines (Victorian Government, 2023)	Aims to create neighbourhoods that foster community interaction and make it easy for people of all ages and abilities to live healthy lifestyles and engage in regular physical activity.
Victoria's Climate Change Strategy 2021	Sets out a roadmap to net-zero emissions and a climate resilient Victoria by 2050.

Local Framework

Accessibility Action Plan 2023–25	Sets out the actions we will take to ensure that the City of Port Phillip is a community where people with disability are valued, included and feel a sense of belonging.	Don't Waste It! Waste Management Strategy 2018–28	Provides the blueprint for how the City and the community will work together to create a more sustainable future, through the way waste is managed in the municipality.
Act and Adapt Sustainable Environment Strategy 2023–28	Outlines the City of Port Phillip's commitment to environmental sustainability for the organisation and the wider community. It establishes a pathway that will help transition the City to a greener, cooler more liveable City where everyone is reducing their impact on the environment and are more resilient to the impacts of climate change.	Games Action Plan 2020–24	Recognises the opportunity for Port Phillip's games sector and related creative industries to continue as a significant part of the City's future economy.
Business Parklet Guidelines Version 6, 15 May 2024	Provides guidance to businesses seeking a business parklet permit in the City of Port Phillip and the criteria used by Authorised Officers in their decision-making.	Greening Port Phillip, an Urban Forest Approach 2010	Provides the strategic framework and policy context for the development and management of trees in Port Phillip.
City of Port Phillip Activity Centre Strategy 2006	Establishes a holistic understanding of the complex role and function of activity centres (areas focused on commercial and retail precincts) and the contribution they make to creating sustainable local communities.	Events Strategy 2023–2026	Sets out Council's vision for events in the municipality, and how they should contribute to the community and daily life in the City of Port Phillip.
City of Port Phillip Housing Strategy 2024–39	Outlines a housing vision, a residential development framework plan and preferred neighbourhood character statements to guide the growth and change of future housing in Port Phillip.	Every Child, Our Future Children's Services Policy	Describes Council's role in children's services and what we will do to support the wellbeing and development of children and families in our community.
Climate Emergency Action Plan 2023–28	Outlines how the City of Port Phillip will respond to the climate emergency and how the City will collaborate with stakeholders to cut our community's emissions and prepare for the future. It directly responds to Council's declaration of a climate emergency on 18 September 2019.	Footpath Trading Guidelines 2017	Provides a framework for the sustainable use and management of our footpath trading areas.
Council Plan 2023–27 (updated annually)	Sets out what the City of Port Phillip wants to achieve by 2027, and how we will support the current and future health and wellbeing of the City and our people.	Heritage Design Guidelines August 2022	Provide Council, property owners and occupiers with clear guidance for decision making in relation to the conservation and the future management and development of heritage places.
Community Engagement Policy February 2021	Demonstrates the City of Port Phillip's commitment and approach to community engagement, and to meet its legislative obligations under the Local Government Act 2020.	In Our Backyard – Growing Affordable Housing in Port Phillip, 2015–2025	Identifies the City's role and actions it will take to grow the supply and diversity of affordable housing in the Port Phillip to address priority local housing needs.
Creative and Prosperous City Strategy 2023–2026	Supports the creation of a thriving social, cultural and economic future for the City of Port Phillip and a continued focus on economic development and tourism, festivals, events, live music, our screen industry (including film and gaming) and arts, culture and heritage. It supports the economic recovery of the local economy following the COVID-19 pandemic.	LGBTIQA+ Action Plan 2023–26	Guides how we embed LGBTIQA+ inclusion into our roles as a service provider, leader, ally, consumer and in our workplace
		Live Music Action Plan 2021–24	Recognises the vital role that live music plays in the everyday life of Port Phillip, being central to its communities, its identity and its past, present and future.
		Library Action Plan 2021–2026	Sets out a vision, key actions and key focus areas for library services across Port Phillip to keep library services relevant and responsive to the community.

Move, Connect, Live Integrated Transport Strategy 2018-28	Along-term plan to ensuring that the community can adapt to the increasing number of trips and the challenges associated with increased congestion, while creating travel choices, prioritising effective and equitable access to transport options, and ensuring the liveability and safety of streets.
Nature Strip and Street Gardening Guidelines August 2022	Sets out how to plan, plant and maintain the nature strip or street garden outside homes and businesses.
Outdoor Trading (Dining) Policy 2022	Sets out how City of Port Phillip will manage the provision of outdoor trading opportunities across the municipality under Local Law No. 1.
Placemaking Action Plan 2018-21	The plan for reactivating areas of Port Phillip.
Places for People Public Space Strategy 2022-32	Sets the vision and blueprint for the future of public spaces in Port Phillip.
Port Phillip Heritage Review (Version 36, December 2021)	The main heritage reference document for the City, providing a municipal-wide, post-European contact environmental history, and also includes citations for heritage precincts and individual heritage places.
Port Phillip Local Law No.1 (Community Amenity) 2018	Provide for the peace, order and good governance of the City of Port Phillip in a way that is complementary to the Council Plan.
Positive Ageing Policy 2023-27	Describes Council's role and commitment to creating an age-friendly city.
Property Policy September 2019	Provides a sustainable framework for the management of the property portfolio into the future, taking into account changes occurring within the portfolio and the Port Phillip landscape.
Spatial Economic and Employment Framework (March 2024)	Sets out a series of directions and strategies to support economic growth and vitality over the coming years.



Port Phillip Planning Scheme

Planning Policy Framework – State Policy

The following State Policy in the Planning Policy Framework of most importance to South Melbourne includes:

- Clause 11.03-1S Activity centres and 11.03-1R Activity centres – Metropolitan Melbourne, addressing the role, function and direction for land in activity centres.
- Clause 13.01-1S Natural hazards and climate change seeks to minimise the impacts of natural hazards and adapt to the impacts of climate change through risk-based planning.
- Clause 13.01-2S Coastal inundation and erosion identifies the need to plan for and manage coastal hazard risk and climate change impacts. Importantly, it contains the strategy to plan for sea level rise of not less than 0.8 metres by 2100.
- Clause 13.05-1S Noise management identifies the need to assist the management of noise effects on sensitive land uses.
- Clause 13.06-1S Air quality management seeks to assist the protection and improvement of air quality.
- Clause 13.07-1S Land use compatibility, seeking to protect commercial, industrial and other employment generating uses from encroachment by use or development that would compromise the ability of those uses to function safely and effectively.
- Clause 17.01-1R Diversified economy relating to Metropolitan Melbourne, which:
 - Provides support for diverse employment generating uses, including offices, innovation and creative industries in identified areas within regionally significant industrial precincts, where compatible with adjacent uses and well connected to transport networks.
 - Requires consideration of how land use change proposals can respond to local and regional employment demand or identify how it can be accommodated elsewhere.
- Clause 17.01-1R Diversified economy – Metropolitan Melbourne – Inner Metro Region: Contains the strategy to “Retain and encourage the development of areas in and around Collingwood, Cremorne and South Melbourne for creative industries.”
- Clause 17.03-1S Industrial land supply contains the strategy to “*Preserve locally significant industrial land for industrial or employment generating uses, unless long-term demand for these uses can be demonstrably met elsewhere*”.
- Clause 17.03-2S Sustainable industry, which supports the retention of small-scale industries servicing established urban areas through appropriate zoning.

Planning Policy Framework – Local Policy

The following Local Policy in the Planning Policy Framework of most importance to South Melbourne includes:

- Clause 02.03 – Strategic directions.
- Clause 02.04 – Strategic framework plans.
- Clause 11.03-1L-05 – South Melbourne Central Major Activity Centre, addressing South Melbourne’s role as an activity centre.
- Clause 15.01-1L-02 Urban design, addressing landmarks, views and vistas.
- Clause 15.01-2L-02 Environmentally sustainable development, seeking to achieve best practice in environmentally sustainable development from the design stage through to construction and operation.
- Clause 15.01-5L Neighbourhood character, addressing how development should respond to specific character elements.
- Clause 15.03-1L Heritage policy, guiding development in the Heritage Overlay.
- Clause 17.02-1L Mixed Use and office areas, addressing uses in the South Melbourne office and mixed-use precincts.
- Clause 18.01-3L-01 Sustainable and safe transport in Port Philip, addressing the provision of high-quality walking and bicycle infrastructure and facilities to and between key destinations including South Melbourne.
- Clause 18.02-3L Public transport, addressing support for various new route connections and extensions to and through South Melbourne.
- Clause 19.02-4L Community facilities, addressing support for new community facilities within South Melbourne Central.
- Clause 19.02-6L Public open space and foreshore, addressing strengthening existing or creating new open space in South Melbourne.

Port Phillip Planning Scheme

Zones

Land use and development in the City is regulated by planning provisions in the Port Phillip Planning Scheme.

Zones are the primary planning tool used to control land and development in Victoria. A combination of commercial, residential, mixed use, industrial and public use zones are applied throughout the Structure Plan Area, shown in Figure 5.

Most of the land within the Structure Plan Area is in the Commercial 1 Zone (applying to 33.7% of the land). The purpose of this zone at Clause 32.01 of the Port Phillip Planning Scheme is to create lively areas with a mix of shops, offices, businesses, entertainment, and homes that fit well with the size and role of the commercial centre.

A smaller portion of the Structure Plan Area (applying to 26.4% of the land), is within the Commercial 2 Zone, the central commercial and creative hub of South Melbourne. This area is a State identified enterprise precinct supporting South Melbourne's vibrancy, along with providing meaningful local and regional employment opportunities. Additionally, this area is identified in State policy in the Melbourne Industrial and Commercial Land Use Plan 2020 as 'Regionally significant Industrial Land' which are to be planned for and retained as locations for employment opportunities.

A key objective of the Commercial 2 Zone, as set out in Clause 34.02 of the Port Phillip Planning Scheme is to encourage commercial activities, without affecting the safety and amenity of adjacent, more sensitive uses. The zone mainly differs from the Commercial 1 Zone in that it prohibits residential uses, as well as allowing industrial and office uses as of right (subject to conditions), and allowing some retail, subject to the granting of a planning permit.

The southern part of the Structure Plan Area also includes large pockets of land zoned for residential purposes. The purpose of residential zones (including the Residential Growth Zone, General Residential Zone and Neighbourhood Residential Zone) at Clauses 32.07, 32.08 and 32.09 of the Port Phillip Planning Scheme respectively are to provide for residential development to varying scales responding to the specific context.

A smaller section of land along the eastern and southern boundary of the Structure Plan Area is covered by the Mixed Use Zone (MUZ). The MUZ's purpose is to accommodate various residential, commercial, industrial, and complementary mixed-use activities.

Overlays

Overlays are a complementary planning control to the zones. Unlike zones, that deal primarily with the broader aspects of the use and development of land, an overlay generally seeks to control a specific aspect of the development of land.

A significant proportion of South Melbourne is included in the Heritage Overlay (HO) either as part of a heritage precinct (HO440 Emerald Hill Residential, HO30 Emerald Hill Estate or HO4 City Road Industrial), or as an individual heritage place. South Melbourne contains several heritage precincts and places, including Clarendon Street and the Town Hall, some of which are included on the Victorian Heritage Register.

The current planning requirements that address the design of development are mostly contained in Design and Development Overlay Schedule 8 (DDO8) South Melbourne Central. Parts of the Structure Plan Area are also included in the Special Building Overlay to ensure development in these areas respond to flood risk.

Planning Practice Notes

Preparation of this Structure Plan has regard to the following Planning Practice Notes (PPN) and guidance material published by the Victorian Government:

- *Planning Practice Note 1: Applying the Heritage Overlay*, May 2024
- *Planning Practice Note 57: Parking Overlay*, August 2023
- *Planning Practice Note 58: Structure planning for activity centres*, September 2018
- *Planning Practice Note 59: The role of mandatory provisions in planning schemes*, August 2023
- *Planning Practice Note 60: Height and Setback Controls for Activity Centres*, September 2018
- *Planning Practice Note 91: Using the Residential Zones*, July 2023
- *Planning Practice Note 94: Land Use and Transport Integration*, December 2021
- *Practitioner's Guide to Victoria's Planning Schemes*, Version 7, June 2022
- *Urban Design Guidelines for Victoria*, 2023.



Figure 5 - South Melbourne's zones facilitate a combination of commercial, residential, mixed, industrial and public use zones are applied throughout the Structure Plan Area.

South Melbourne Central Structure Plan (2007)

The current *South Melbourne Central Structure Plan (2007)* sets out a vision for how the area should evolve over the last 15 years.

The South Melbourne Central Structure Plan identifies what is highly valued about South Melbourne Central and provides recommendations on how to ensure that these elements are retained for the benefit of all. At the same time, it examines how South Melbourne can embrace opportunities for growth and change, and evolve as a vital inner urban area of the twenty-first century. It outlines strategies on how the pressure for development within the area can best be managed.

While the current Structure Plan recognises the role of South Melbourne as a Major Activity Centre, new policy is required to strengthen this role, along with South Melbourne's role as an Enterprise Precinct. Further policy support is also required to address built form and building design in South Melbourne, ensuring that change is managed in a way that responds to South Melbourne's valued attributes.

Defining the South Melbourne Major Activity Centre

Activity centres are a focus for housing, commercial, retailing, community, employment, transport, leisure, open space, entertainment, and other services and are places where people shop, work, meet, relax and live. South Melbourne is identified as a Major Activity Centre (MAC) in *Plan Melbourne 2017–2050: Metropolitan Planning Strategy*, the Victorian Government's long-term planning strategy that guides the way Melbourne will grow and change to 2050 while remaining a liveable city.

State planning policy directs the further expansion of these services into activity centres, and recognises that activity centres are ideally placed to provide for growth in household numbers. As such, activity centres will be a major focus for change in metropolitan Melbourne.

The *South Melbourne Structure Plan Major Activity Centre Boundary Report* (June 2024) informs this Structure Plan by assessing what land should be included within the South Melbourne MAC. The activity centre boundary differs from the structure plan boundary, which delineates the complete area that is being considered as part of the structure plan.

The existing activity centre boundary defined in the existing *South Melbourne Central Structure Plan (2007)* was analysed against the Activity Centre Boundary Criteria set out in Victorian Government guidance contained in



Planning Practice Note 58 (PPN58) (introduced in September 2018). These criteria support councils to define activity centre boundaries when structure planning for activity centres. Figure 6 shows the outcome of this analysis, showing areas that are recommended to be included in the activity centre. The report sets out why land has been either recommended or not recommended to be included within the activity centre.

Including land within the South Melbourne MAC does not directly relate to likely development potential. A range of uses with a strong functional inter-relationship with the activity centre have been included, some of which may have limited opportunity for redevelopment.

South Melbourne Enterprise Precinct

State planning policy recognises Enterprise Precincts as having the purpose of accommodating employment and economic activity, as set out in recently gazetted Amendment VC215 to the Victoria Provisions. Amendment VC215, which implements the *Melbourne Industrial and Land Use Plan* (DELWP, 2020) in the Planning Policy Framework.

The *Melbourne Industrial and Commercial Land Use Plan* (MICLUP, DELWP, 2020) categorised the Enterprise Precinct, shown in Figure 7, (land in the Commercial 2 Zone and Industrial 1 Zone) in South Melbourne as 'Regionally Significant Industrial Land', and as such its importance is now recognised in state planning policy, discussed previously in section 2.8.

'Enterprise Precincts' have been the focus of investigation by the Victorian Government as a means of implementing Plan Melbourne's strategic direction, in particular for creating the jobs of the future (Victorian Government investigation in 'Unlocking Enterprise in a Changing Economy, DELWP, 2018).

Research into *Enterprise Precincts in Melbourne's Enterprise Areas: Catering for the New Work Order* (Echelon Planning, 2018) found that:

- Enterprise Precincts play an important role in incubating creative industries, niche manufacturing and start-ups.
- The trend of displacing employment activities for residential uses in precincts such as these is increasing, as residential development is more attractive to investors.
- While certain types of businesses have migrated from older inner metropolitan industrial areas to other areas, many new types of businesses that have established in these precincts, which originally due to affordability, agglomeration and business clustering, access to skilled labour and high quality amenity.

The *South Melbourne Economic, Employment and Land Use Study* (Urban Enterprise 2023) considers how to enhance the role of South Melbourne's Enterprise Precinct as not only a locally significant employment area, but also a regionally significant employment area. This is discussed further in Section 5 of this report.

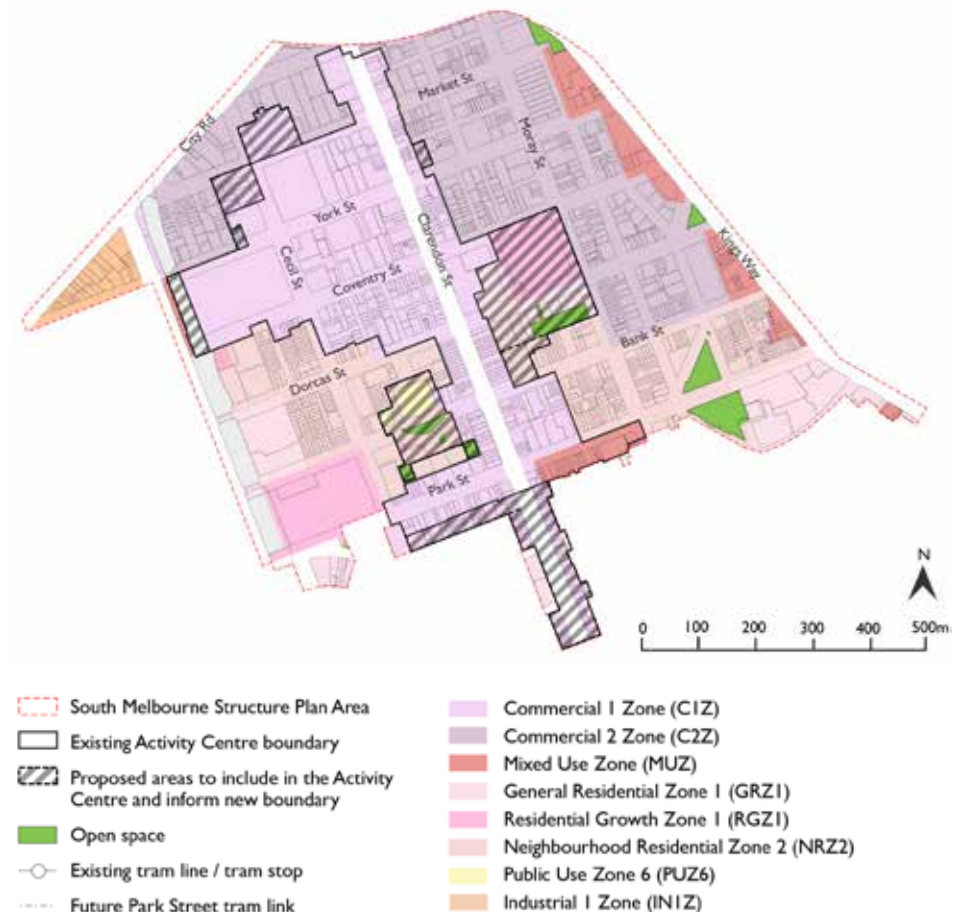


Figure 6 – South Melbourne Activity Centre and South Melbourne Central Structure Plan (2007) Area

The *South Melbourne Structure Plan Activity Centre Boundary Report* (June 2024) recognises the Enterprise Precinct as a Commercial 2 Zone outside but complementary to the South Melbourne MAC. This is a proactive approach to protect commercial use from competition with residential development. Such an approach to managing and protecting economic land in Port Phillip is recommended by the *Port Phillip Planning Scheme Review Audit Report* (2018).

Kings Way Mixed Use Corridor

Land along Kings Way forms part of a mixed use corridor which supports a mix of residential, commercial and large-format retail uses.

The precinct is located in close proximity to ANZAC Station. Analysis from the South Melbourne Economic, Employment and Land Use Study (Urban Enterprise 2023) that has informed this structure plan identifies that ANZAC Station is expected to result in increased attractiveness for including residential, commercial and institutional uses along the Kings Way Mixed Use Corridor.



Figure 7 – South Melbourne’s Enterprise Precinct and Kings Way Mixed Use Corridor.

Directions for the South Melbourne Structure Plan

- Ensure the South Melbourne Structure Plan adequately addresses its strategic context and the policies that inform it.
- Ensure the South Melbourne Structure Plan responds to and enhances South Melbourne’s dual role as a state-identified Major Activity Centre and Enterprise Precinct.



3.0 Urban Form and Environment

Development in South Melbourne will continue to be influenced by its urban form and environmental matters. Therefore, it will be important for the South Melbourne Structure Plan to consider urban form and environment matters including topography, flooding, vistas, street blocks, canopy cover, trees and biodiversity and climate, which are discussed in this chapter.

This chapter is informed by technical analysis and the following documents:

- Port Phillip Planning Scheme
- *Cooling South Melbourne: impact analysis of cooling interventions* undertaken by the University of New South Wales in conjunction with the City of Port Phillip, November 2020
- *South Melbourne Built Form Review* (Hodyl & Co, August 2024)
- *Built Form Review: South Melbourne Major Activity Centre & Employment Precincts Heritage Built Form Analysis & Recommendations* (GJM Heritage, June 2023).

3.1 Supporting South Melbourne's sustainable future

Act and Adapt: Sustainable Environment Strategy 2023-28 creates a framework to support a sustainable future for the City, including key priorities including:

1. A water sensitive city
2. A greener, cooler and more liveable city
3. A city with lower greenhouse gas emissions
4. A city that is adapting and resilient to climate change
5. A sustained reduction in waste.

The actions detailed in *Act and Adapt* will support the community to adapt to the pressing challenge of climate change.



3.2 Topography

Surrounded by the Yarra River, Port Phillip Bay and Albert Park Lake, South Melbourne's distinctly elevated position marks it as a topographical landmark. The original village of South Melbourne, or Emerald Hill as it was known, was developed on this the higher land around where Bank Street is surrounded by these water bodies.

The elevation of Emerald Hill is accentuated by the South Melbourne Town Hall Clock Tower. From Emerald Hill, land slopes away in all directions, most sharply to the east of Clarendon Street towards Kings Way. In this way, buildings act as prominent landmarks visible from many locations within the Structure Plan Area and beyond.

Figure 8 shows an elevation of Emerald Hill on Bank Street and Figure 9 shows an elevation of Clarendon Street.

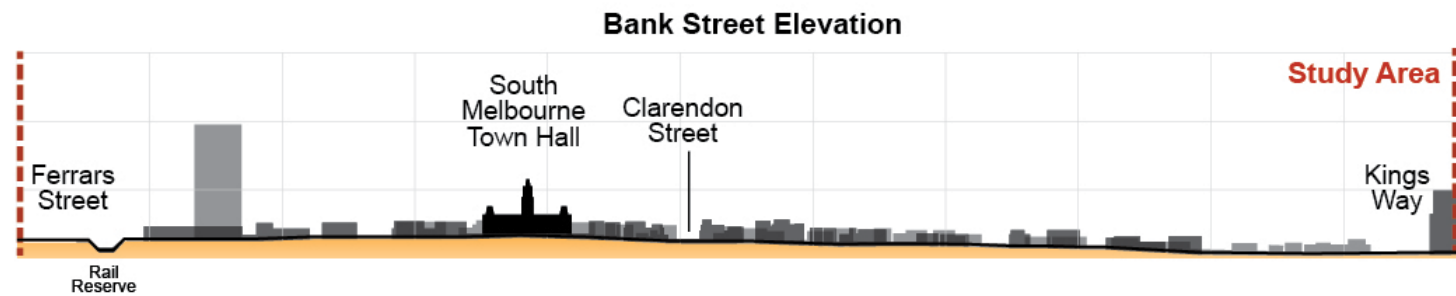


Figure 8 – Bank Street Elevation

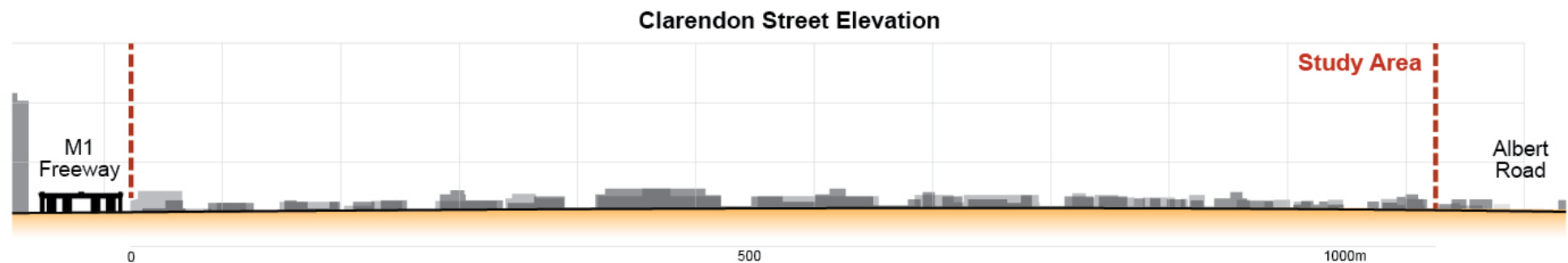


Figure 9 – Clarendon Street Elevation

3.3 Flooding

Flood risk

The City of Port Phillip is particularly vulnerable to the impacts of climate change, including rising sea levels, increased storm severity and frequency, and more extreme rainfall. These effects are expected to significantly impact low-lying areas within in South Melbourne's Enterprise Precinct.

Much of these precincts are covered by the Special Building Overlay¹ (SBO). Conditions that apply to development in these locations can include ground floor levels being set above the flood level or limitations on the design of basement parking and access.

In October 2021, the Minister for Planning approved Amendment VC171, which revised the Victoria Planning Provisions (VPPs) and planning schemes, including the Port Phillip Planning Scheme to strengthen coastal hazard planning and implement the Marine and Coastal Policy 2020.

Amendment VC171 replaced the previous requirement for councils to plan for a 0.2-metre sea level rise by 2040 with a new requirement to plan for a sea level rise of at least 0.8 metres by 2100. It also emphasises the need to consider the combined effects, such as tides, storm surges, coastal processes, and local conditions, when assessing climate change-related risks.

The *Water Act 1989* and State Planning Policy requires the City to use the best available data for determining flood levels.

These changes have highlighted more locations in South Melbourne vulnerable to flooding when compared to what is currently affected by the SBO. These changes now identify additional sites either susceptible to flooding or facing an elevated flood risk, and this information is not currently reflected in the Planning Scheme. Melbourne Water will work with the City to address this in the future.

Melbourne Water's sea level rise data

To assist with the City's consideration of this new benchmark, Melbourne Water has provided the City with flood data and mapping, highlighting areas of Port Phillip, including South Melbourne most susceptible to sea level rise.

This modelling is an interim measure while amendments are prepared to introduce the new controls into the Port Phillip Planning Scheme to identify land subject to future flooding and ensure appropriate referrals are made to Melbourne Water. These amendment/s are scheduled to commence in 2024/25.

In January 2024, the Department of Energy, Environment and Climate Action (DEECA) released the *Port Phillip Bay Coastal Hazard Assessment* (PPBCHA). This project provides additional modelling on coastal erosion, permanent and tidal inundation and groundwater.



Figure 10 – The Special Building Overlay helps manage development on land in flood prone areas.

Until such time as Melbourne Water and the City have reviewed the PPBCHA data, the City will continue to rely on the interim Melbourne Water Sea Level Rise data as the best available to inform statutory and strategic planning decisions.

¹ The SBO is a planning tool designed to identify areas in the Planning Scheme susceptible to overland flooding and to facilitate appropriate development in these areas.

3.4 Trees and biodiversity

Within the Structure Plan Area there are over 2,500 trees located within the road reserve and Council owned land, shown in Figure 11. Street trees in the Structure Plan Area provide 17% canopy coverage. While most streets have some canopy coverage, tree plantings are notably lacking along Park Street, City Road, Kings Way and Clarendon Street between Coventry and Park streets. Public parks and public housing estates provide significant green spaces with canopy coverage above 18%. Street trees provide significant benefits including weather protection, thermal comfort, attractiveness, ecological habitat and uptake of surface water.

However, South Melbourne's tree canopy is lower than other areas of the City, due to most buildings constructed to the property boundary and overhead powerlines compromising tree growth. The age of South Melbourne's tree canopy is mixed, with 68% shown to be in good health. Difficult growing conditions such as constrained soil volumes, lack of permeable surfaces and space above and below ground for growth can make it harder for trees to maintain good health.

While there are over 150 tree species planted in the Structure Plan Area, 50% of trees come from only 5 genera (scientific name for groups of closely related species), including *Ulmus* (Elm), *Lophostemon* (Brush box), *Platanus* (Plane), and *Eucalyptus/Corymbia* (Gum). The lack of species diversity can diminish the resilience of the urban forest.

South Melbourne's public spaces provide opportunities to convert hard surfaces

or areas with lower tree canopy cover to more sustainable environments. Increasing canopy tree cover, understory planting, water sensitive urban design interventions such as raingardens integrated within curb outstands provide opportunities to implement climate sensitive design within South Melbourne, as well as increase biodiversity.

Community-led efforts to plant gardens in nature strips featuring a variety of plants, including local indigenous species, and remove hard surfaces from private properties to create more space for planting, can support Council-led projects. The *City of Port Phillip Nature Strip and Street Gardening Guidelines* August 2022, set out how to plan, plant and maintain the nature strip or garden outside homes and businesses throughout the municipality.

Altogether, these actions to improve greening can achieve the following benefits for South Melbourne:

- Reduce the flow of water into the drainage network
- Improve biodiversity
- Improve permeability
- Reduce the urban heat island effect
- Contribute to streetscape attractiveness
- Provide opportunities to meet community
- Provide activity through gardening
- For homes with nature strip gardens and limited lawn, reduce the need for mowing.

While the new South Melbourne Structure Plan considers how to improve greening in South Melbourne, other policies such as the Greening Port Phillip Strategy will continue to provide important guidance on expanding South Melbourne's urban forest.



Figure 11 – Existing tree canopy coverage in South Melbourne (2022)
(City of Port Phillip using LEAF tree ledger)

3.5 Cooling South Melbourne Study

The City of Port Phillip worked with the University of New South Wales to map and model heat in South Melbourne to understand what could be done to reduce heat in the area and create a comfortable and liveable precinct for residents, workers and visitors.²

On the ground research, future climate projections, and leading-edge scenario modelling has delivered cooling recommendations for South Melbourne that modelling indicates could deliver a cooler, more liveable precinct.

Identified as a heat hot spot due to land use, demographics and ambient temperature, the City wanted to gather suburb-specific heat data and model what could be done to reduce heat in the area and create a comfortable and liveable precinct for residents, workers and visitors.

The 'Cooling South Melbourne' study involved the use of aerial thermal mapping and on ground sensors to determine current heat profile. This data, along with a 3D model of the Structure Plan Area, enabled cooling intervention scenarios to be modelled. These intervention scenarios determined by the City and researchers, include increasing public and private urban greenery, changes to street, footpath and roof materials, water misting, and combinations of these.

The results show that all cooling intervention scenarios can effectively

reduce street level air and surface temperature under current and future conditions.

Increasing urban greenery in the public realm and the addition of cool materials for all streets, footpaths and private hard surfaces was shown to be highly effective at reducing street level air and surface temperatures, especially in business and retail precincts that have wider, unshaded streets.

Moderate green infrastructure for private green coverage on buildings demonstrated an effective scenario for new buildings. While the impact of cool roofs is less than cool materials for hard urban surfaces, a green roof or reflective paint can also potentially improve indoor thermal comfort, reduce energy and air conditioning use and thereby reduce potential heating effects from the waste heat from air conditioning.

The most effective intervention scenario was the combination of all mitigation strategies including water misting sprays, which had a significant localised cooling impact on street level air and surface temperatures.

The analysis and recommendations regarding new buildings and public spaces have informed the new South Melbourne Structure Plan, with the study's findings also being applicable across the City.



² *Cooling South Melbourne: Impact Analysis of Cooling Interventions*, 2020, the University of New South Wales in conjunction with the City of Port Phillip.

3.6 Vistas and view lines

There are several important views along Clarendon Street to the high-rise buildings of central Melbourne and Southbank, and along Bank Street to the landmarks of the Shrine of Remembrance and South Melbourne Town Hall. These views are a defining element of South Melbourne's character, locate the area within its broader context, and assist in orientation and wayfinding.

Policy in Clause 15.01-1L-02 of the Port Phillip Planning Scheme identifies these landmark views and significant vistas and includes policy that considers their protection. This has particular relevance to South Melbourne, where new developments have the potential to adversely impact identified landmark views and vistas from and within the activity centre.

In addition to the consideration of landmarks, views and vistas at Clause 15.01-1L-02, Clause 11.03-1L-05 – South Melbourne Central Major Activity Centre indicates that new development should respect the views to South Melbourne Town Hall clock tower (in Clarendon and Bank Streets), the Shrine of Remembrance (along Bank Street), the City and Albert Park.

To support existing policy in clauses 15.01-1L-02 (Urban design) and 11.03-1L-01 (South Melbourne Central Major Activity Centre), the *Built Form Review: South Melbourne Central Heritage Built Form Analysis & Recommendations* by GJM Heritage makes recommendations to protect key public realm views. Identified views and viewmarks for protection are shown in

Figure 12 and include:

- ① the clock tower of South Melbourne Town Hall when viewed from the footpath on the south-eastern corner at the intersection of Clarendon and Bank street
- ② the Shrine of Remembrance when viewed along Bank Street from Clarendon Street
- ③ looking north along Clarendon Street towards Melbourne's CBD and Southbank
- ④ looking south along Clarendon Street towards Albert Park.

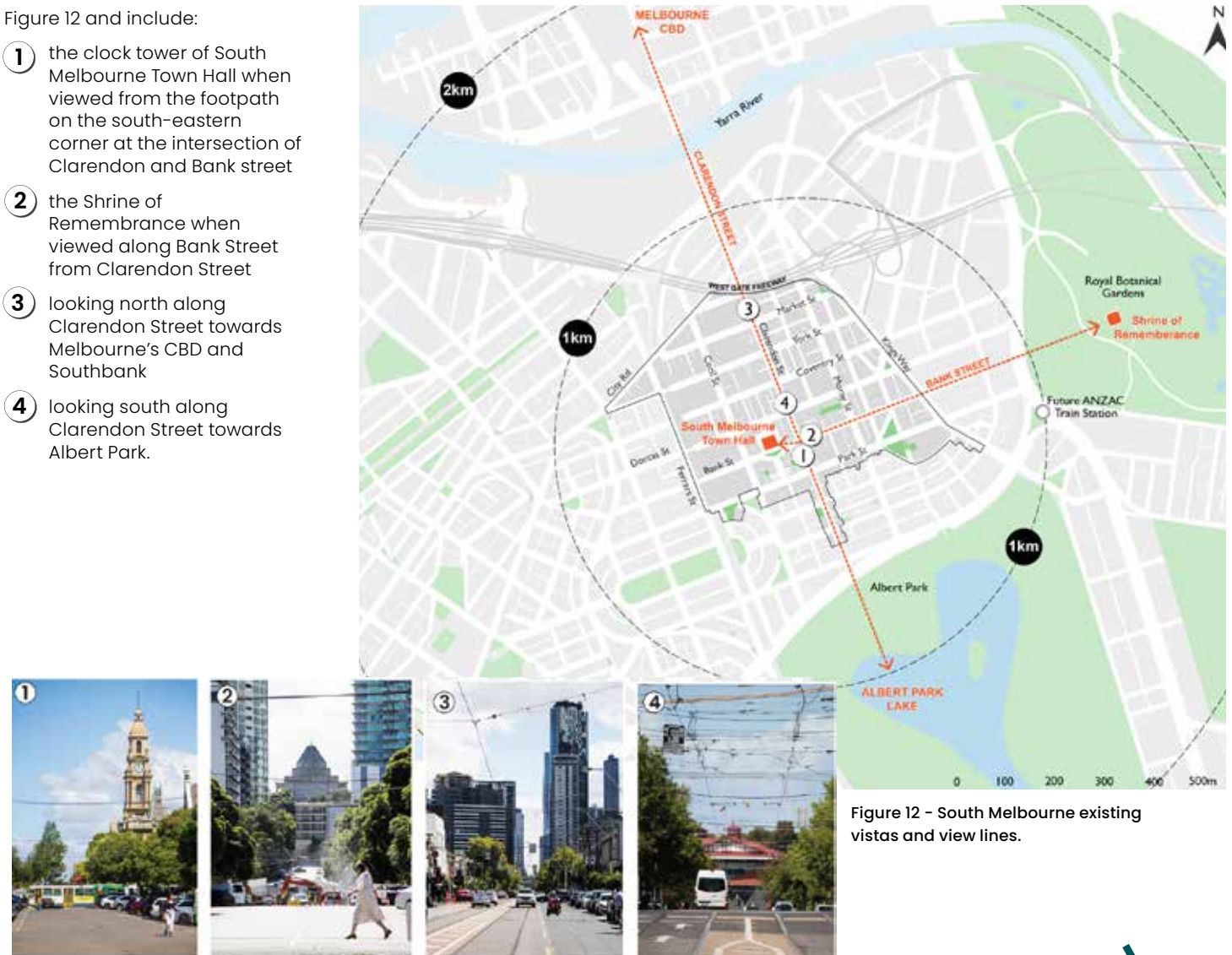


Figure 12 – South Melbourne existing vistas and view lines.

3.7 Street blocks

Urban structure and street network

South Melbourne's urban structure and street network, presented in Figure 13, is a significant asset.

Block lengths in South Melbourne are generally 200 metres (east to west) and 100 metres (north to south). There is an increase in mid-block breaks to the east of Clarendon Street. Block orientation changes to the east of Moray Street where smaller blocks are generally 100 metres (north to south) and 50 metres (east to west).

This block structure, which has the same dimensions and orientation as central Melbourne's Hoddle Grid, provides a highly permeable and walkable network of streets as shown in Figure 12, comprising four categories of street types:

- Main streets (30 metres wide)
- Regular streets (12 to 28 metres wide)
- Narrow streets (less than 12 metres wide)
- Laneway / right of way (approximately 3 metres wide)

The block sizes and orientation result in many land parcels having a frontage to the 30 metre main streets. The further subdivision of blocks by smaller streets and laneways also results in land parcels with two or three frontages to the public realm. South Melbourne's wide streets and short blocks create a highly walkable environment. A lack of open space in the area highlights the importance of streets as public places.

Further discussion about movement and transport is in Chapter 8 and further information about built form and building design is in Chapter 11.



Figure 13 – Map of street widths in the Structure Plan Area (Hodyl & Co 2024).

Directions for the South Melbourne Structure Plan

- Explore how the public realm can support climate change adaptations to increase tree canopy and vegetation cover and mitigate flood risk. This could include design responses inspired by Aboriginal cultural heritage.
- Explore opportunities to implement the findings of *Cooling South Melbourne: Impact analysis of cooling interventions* (2020).
- Continue supporting community-led efforts to plant gardens in nature strips and other spaces that augment Council-led projects to increase vegetation and canopy cover.
- Investigate how the public realm can celebrate South Melbourne's topographical landmarks and how streets can be enhanced as public spaces to encourage investment, activation and visitation.
- Work with Melbourne Water to enable development in areas of identified flood risk that appropriately manage this risk.
- Develop policy that protects key views and viewmarks in South Melbourne, extending upon existing policy in the Port Phillip Planning Scheme.

4.0 People and Housing

This chapter addresses people and housing, informed by an analysis of Census data produced by id consulting. id consulting also produces forecast data using Census data as an input. It is based on the South Melbourne Neighbourhood Area shown in Figure 14.

4.1 Who lives in South Melbourne

In 2021, 9,105 people called South Melbourne home. It is expected that South Melbourne's population will increase to 11,730 by 2041, an increase of 28.8% overall with an average annual change of 1.44%.

Over time, the physical area known as South Melbourne has become smaller, thereby skewing population growth figures. For example, Southbank used to be part of South Melbourne and it is likely that Montague will become a separate suburb as its population grows. This change in South Melbourne's size is due to the residential populations of Fishermans Bend and Southbank growing as they transition from former industrial areas to residential areas.

Therefore, while South Melbourne's population increase is relatively modest, it will benefit from sustained population growth from the abutting areas of Fishermans Bend, Domain and Southbank which will experience an average annual

change in population to 2041 of 16.43%, 4.55%, 3.5% respectively.

Figure 15 shows the change in population for South Melbourne from 2022 to 2041.

In South Melbourne, most age groups are expected to increase between 2021 and 2041. Figure 15 shows that in 2021 the dominant age structure in South Melbourne was ages 30 to 34, accounting for 8.8% of people in South Melbourne. Forecasts show that this group will continue to be the dominant age group in South Melbourne, although the largest increase in people over this period is likely to be in ages 25 to 29, increasing from 7.7% to 9.3% of South Melbourne's population. The sustained predominance of people in these age groups suggests that South Melbourne's accessible location near Melbourne's CBD, excellent public transport and employment opportunities will ensure South Melbourne remains a location of choice.



Figure 14 – Map showing area boundary relating to .id (informed decisions) population and housing statistics.

Forecasts highlight that all age groups in South Melbourne are expected to increase from 2021 to 2041, except between the ages of 5 and 19. This suggests that families with children may be moving away from South Melbourne to areas with larger dwellings to better accommodate a growing family.

In 2021, 64.2% of people in South Melbourne were born in Australia, compared with 59.9% for Greater Melbourne and 60.7% for the City of Port Phillip. The top three places for people born overseas were the United Kingdom, New Zealand and Greece.

South Melbourne's population is highly educated. In 2021, the highest qualification of 47.1% people in South Melbourne was a Bachelor or higher degree compared with 32.8% in Greater Melbourne. The proportion of people with a Bachelor or higher degree in South Melbourne grew by 5.7% over the period between 2016 and 2021. In the same period, there was a modest increase for those with either an Advanced Diploma or Diploma (9.2% in 2021 and 8.8% in 2016), similar to the Greater Melbourne average (10% in 2021 and 9.5% in 2016). South Melbourne's highly educated local population is one of its competitive advantages, enhancing its attractiveness to businesses seeking professional workers.

Further, the number of people with a vocational qualification in South Melbourne was 8.6% compared with 14.8% for Greater Melbourne, and the proportion of people without a qualification in South

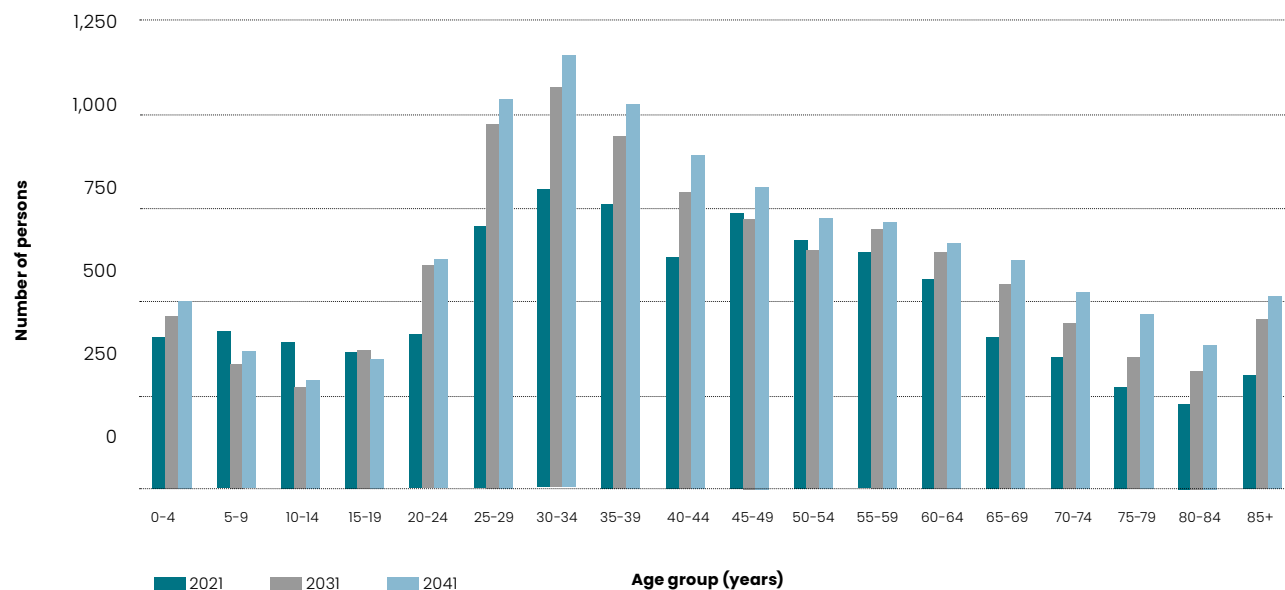


Figure 15 – South Melbourne Forecast age structure – 5 year age groups (total persons)

(Population and household forecasts, 2021-2041, prepared by .id (informed decisions), November 2022)

Melbourne was 25.6% compared with 35.2% for Greater Melbourne. This reflects broader economic shifts in which jobs requiring minimal formal education are being replaced with jobs requiring higher levels of formal education.

It is likely that the proportion of people living in South Melbourne with a Bachelor degree, Higher degree, Advanced Diploma and Diploma will increase. Hence, there are significant opportunities for the Enterprise Precinct to not only capitalise on having a highly educated local population, yet also capitalise on a growing population within the 18 to 24 age group, who are likely to be studying. In turn, this highlights how crucial it will be to maintain and enhance the Enterprise Precinct's functional role, along with ensuring South Melbourne's public realm provides amenity, creating an attractive place to work, live and play.

South Melbourne has a high proportion of people earning a higher income. Analysis of individual income levels in South Melbourne in 2021 compared to Greater Melbourne shows that there was a higher proportion of people earning a high income (those earning \$2,000 per week or more) and a lower proportion of low income people (those earning less than \$500 per week). Overall, 28.8% of the population earned a high income, and 29.5% earned a low income or no income, compared with 19.8% and 38.8% respectively for Greater Melbourne.

Extending this to the household level, analysis of household income levels in South Melbourne in 2021 compared

to Greater Melbourne similarly shows that there was a larger proportion of high income households (those earning \$3,000 per week or more) and a higher proportion of low income households (those earning less than \$800 per week). Overall, 35.0% of the households earned a high income and 16.6% were low income households, compared with 31.3% and 14.0% respectively for Greater Melbourne.

The City of Port Phillip Socio-Economic Indexes for Areas (SEIFA) assembled by the ABS measure the relative level of socio-economic disadvantage based on a range of Census characteristics. This index is derived using indicators of disadvantage, such as unemployment, low incomes or education levels and lack of internet access). Port Phillip and South Melbourne generally accommodate an affluent resident population, with higher household incomes, a higher proportion of skilled and professional workers and lower unemployment.

In South Melbourne itself, however, SEIFA results in 2021 presented in Figure 16 indicate that a broader measure of advantage for the suburb (index 1029) is only marginally higher than Melbourne overall (1018). This emphasises the diversity of the area which is predominantly affluent with some pockets of disadvantage. Given these differences in relative advantage, it is crucial to ensure South Melbourne's evolution benefits everyone in the community, maintaining the vibrant, diverse and welcoming community for which South Melbourne is renowned.

Area	2021 SEIFA Index	Percentile
City of Port Phillip	1,061.0	80
South Melbourne	1,029.1	59
Greater Melbourne	1,018.0	52
Victoria	1010	48
Australia	1001.2	42

Figure 16 – SEIFA ratings and ranking (Australian Bureau of Statistics, Census of Population and Housing 2021 Compiled and presented in profile.id by .id (informed decisions)).

4.2 Housing

Analysis of households size at Figure 17 shows that in 2021 there were a higher proportion of lone person households and a lower proportion of larger households (those with 4 persons or more). Between 2016 and 2021, this trend intensified with the proportion of lone person households increasing from 37.8% in 2016 to 41.4% in 2021 and the percentage of all households except 5 person households decreasing. From 2021 to 2041 the number of households in South Melbourne is forecast to increase from 4,480 to 6,071.

Figure 18 shows that in 2021 91.9% of the dwellings in South Melbourne were either medium or high density, compared to 91% in the City of Port Phillip and 33% in Greater Melbourne. This reflects both South Melbourne's early inner-urban, fine-grain pattern of development, as well as later development at higher densities. The proportion of high density dwellings in South Melbourne increased by 698 between 2016 and 2021, increasing the proportion of high density dwellings to 40.8%. The total number of dwellings in South Melbourne increased by 798 between 2021 and 2016, with dwellings forecast to increase from 5,435 in 2016 to 6,594 by 2041.

South Melbourne Households (enumerated)	2021				2016			
	Number	%	CoPP %	Greater Melb %	Number	%	CoPP %	Greater Melb %
Number of persons usually resident								
1 person	1,736	41.4	43.8	24.8	1,385	37.8	39.5	23.2
2 persons	1,470	35.1	35.3	31.3	1,345	36.7	38.2	31.4
3 persons	481	11.5	10.8	16.9	467	12.7	12.0	17.3
4 persons	402	9.6	7.6	17.2	367	10.0	7.7	17.6
5 persons	101	2.4	2.1	6.6	88	2.4	2.1	7.1
6 or more persons	4	0.1	0.5	3.2	14	0.4	0.6	3.5
Total classifiable households	4,194	100.0	100	100	3,669	100.0	100	100

Figure 17 - Number of household residents in 2021, compared to 2016 (Australian Bureau of Statistics, Census of Population and Housing 2021 and 2016. Compiled and presented in profile.id by .id (informed decisions)).

South Melbourne Dwelling structure (enumerated)	2021				2016			
	Number	%	CoPP %	Greater Melb %	Number	%	CoPP %	Greater Melb %
Dwelling Type								
Separate house	362	6.6	7.7	65.1	404	8.6	8.4	66.1
Medium density	2,810	51.1	35.5	21.6	2,678	57.0	37.7	22.9
High density	2,244	40.8	55.5	12.8	1,546	32.9	52.2	10.1
Caravans, cabin, houseboat	0			0.1	0		0.0	0.2
Other	66	1.2	1.2	0.3	54	1.2	1.4	0.3
Not stated	18	0.3	0.2	0.1	18	0.4	0.4	0.3
Total private dwellings	5,500	100.0	100.0	100.0	4,702	100.0	100.0	100.0

Figure 18 - Dwelling types in 2021, compared to 2016 (Australian Bureau of Statistics, Census of Population and Housing 2021 and 2016. Compiled and presented in profile.id by .id (informed decisions)).

Figure 19 highlights that dwellings with 2 bedrooms were the most common in South Melbourne in 2021, with their proportion increasing from 2016 levels by 2.6%. When compared to Greater Melbourne, in 2021 South Melbourne had a higher proportion of dwellings with 2 bedrooms or less, and a lower proportion of dwellings with 4 or more bedrooms. In South Melbourne, 60% of dwellings comprised 2 bedrooms or less and 7.8% of dwellings comprised 4 or more bedrooms, a slight increase compared with 2016. In contrast, 25.7% of dwellings in Greater Melbourne in 2021 were 2 bedrooms or less and 31.6% of dwellings were of 4 bedrooms or more.

In South Melbourne, Figure 20 shows in 2021 42.6% of households were purchasing or fully owned their home, 34.2% were renting privately, and 15.1 were in social housing in 2021. Analysis of the housing tenure of households of South Melbourne compared to Greater Melbourne shows that there was a smaller proportion of households who owned their dwelling, a smaller proportion purchasing their dwelling, and a larger proportion who were renters.

The largest changes in housing tenure categories for households in South Melbourne between 2016 and 2021 were:

- Renting - Private (+316 households).
- Fully owned (+157 households).
- Mortgage (+155 households).

Analysis of the monthly housing loan repayments of households in South Melbourne compared to Greater

South Melbourne Households (Enumerated)		2021			2016			
Number of bedrooms	Number	%	CoPP %	Greater Melb %	Number	%	CoPP %	Greater Melb %
0 or 1 bedrooms	873	19.5	23.5	6.0	666	16.1	22.9	6.0
2 bedrooms	1,812	40.5	43.3	19.7	1,568	37.9	40.8	19.5
3 bedrooms	1,168	26.1	20.5	38.0	1,070	25.9	19.2	40.1
4 bedrooms	304	6.8	5.2	26.0	249	6.0	4.5	23.0
5 bedrooms or more	44	1.0	1.1	5.6	39	0.9	1.2	4.8
Not stated	276	6.2	6.4	4.7	543	13.1	11.5	6.8
Total households	4,477	100.0	100.0	100.0	4,137	100.0	100.0	100.0

Figure 19 - Number of bedrooms per dwelling in 2021, compared to 2016 (Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented in profile.id by .id (informed decisions)).

Melbourne shows that there was a larger proportion of households paying high mortgage repayments (\$2,600 per month or more), and a smaller proportion of households with low mortgage repayments (less than \$1,200 per month). A total of 51.0% of households were paying high mortgage repayments, and 15.7% were making low repayments, compared with 27.3% and 17.6% respectively in Greater Melbourne.

Turning to rental payments, analysis of the weekly housing rental payments of households in South Melbourne compared to Greater Melbourne shows that there was a larger proportion of households paying high rental payments (\$450 per week or more), as well as a larger proportion of households with low rental payments (less than \$250 per week). A total of 42.5% of households were paying high rental payments, and 28.9% were paying lower amounts, compared with 30.3% and 10.6% respectively in Greater Melbourne.

Monthly mortgage repayments and weekly rents are likely to have increased in light of recent interest rate rises and increases in rents due to shortage of rental properties.

Like other areas of metropolitan Melbourne, there is an onus for South Melbourne to continue delivering a diverse range of dwellings. However, this should not come at the expense of rezoning employment land, given the identification of South Melbourne as an Enterprise Precinct by the Victorian Government. Areas surrounding South Melbourne, namely Domain, Montague and Southbank, will also accommodate dwellings for a growing population.

South Melbourne Households (Enumerated)		2021			2016			
Tenure Type	Number	%	CoPP %	Greater Melb %	Number	%	CoPP %	Greater Melb %
Fully owned	942	21.0	19.9	28.7	786	19.2	17.8	29.0
Mortgage	966	21.6	23.7	35.6	809	19.8	20.8	34.3
Renting - Total	2,216	49.5	48.8	29.2	1,904	46.5	48.4	28.1
Renting - Social housing	677	15.1	4.7	2.3	685	16.7	4.7	2.6
Renting - Private	1,530	34.2	44.0	26.8	1,214	29.7	43.5	25.3
Renting - Not stated	9	0.2	0.1	0.1	5	0.1	0.2	0.2
Other tenure type	84	1.9	1.3	1.6	63	1.6	1.3	1.5
Not stated	270	6.0	6.3	4.8	530	12.9	11.7	7.1
Total households	4,478	100.0	100.0	100.0	4,094	100.0	100.0	100.0

Figure 20 – Housing tenure in 2021, compared to 2016 (source: Australian Bureau of Statistics, Census of Population and Housing 2011 and 2016. Compiled and presented in profile.id by .id (informed decisions)).

4.3 South Melbourne's population growth

Figure 21 presents South Melbourne's population growth in context with its neighbours from 2021 to 2041.

Despite relatively modest population growth in South Melbourne itself, the areas around South Melbourne will experience significant population growth, in particular Montague to the west, Southbank to the north and Domain to the east.

The areas highlighted on the map will grow by 145,912 people, cementing South Melbourne's role as a Major Activity Centre for these neighbourhoods.

The new Anzac Station under construction as part of the Melbourne Metro project will improve access to South Melbourne from the north-western and the south-eastern suburbs of Melbourne.

The growth and transformation seen in Southbank and Docklands over the last 30 years is also envisaged for Fishermans Bend. In particular, Montague, located adjacent to South Melbourne will be one of these key areas that will transform in the coming decades.

Therefore, these changes highlight the need for the South Melbourne Structure Plan to consider how to facilitate safe and convenient access from the areas around South Melbourne to South Melbourne itself and leverage these opportunities to further enhance and strengthen South Melbourne's Major Activity Centre and Enterprise Precinct.

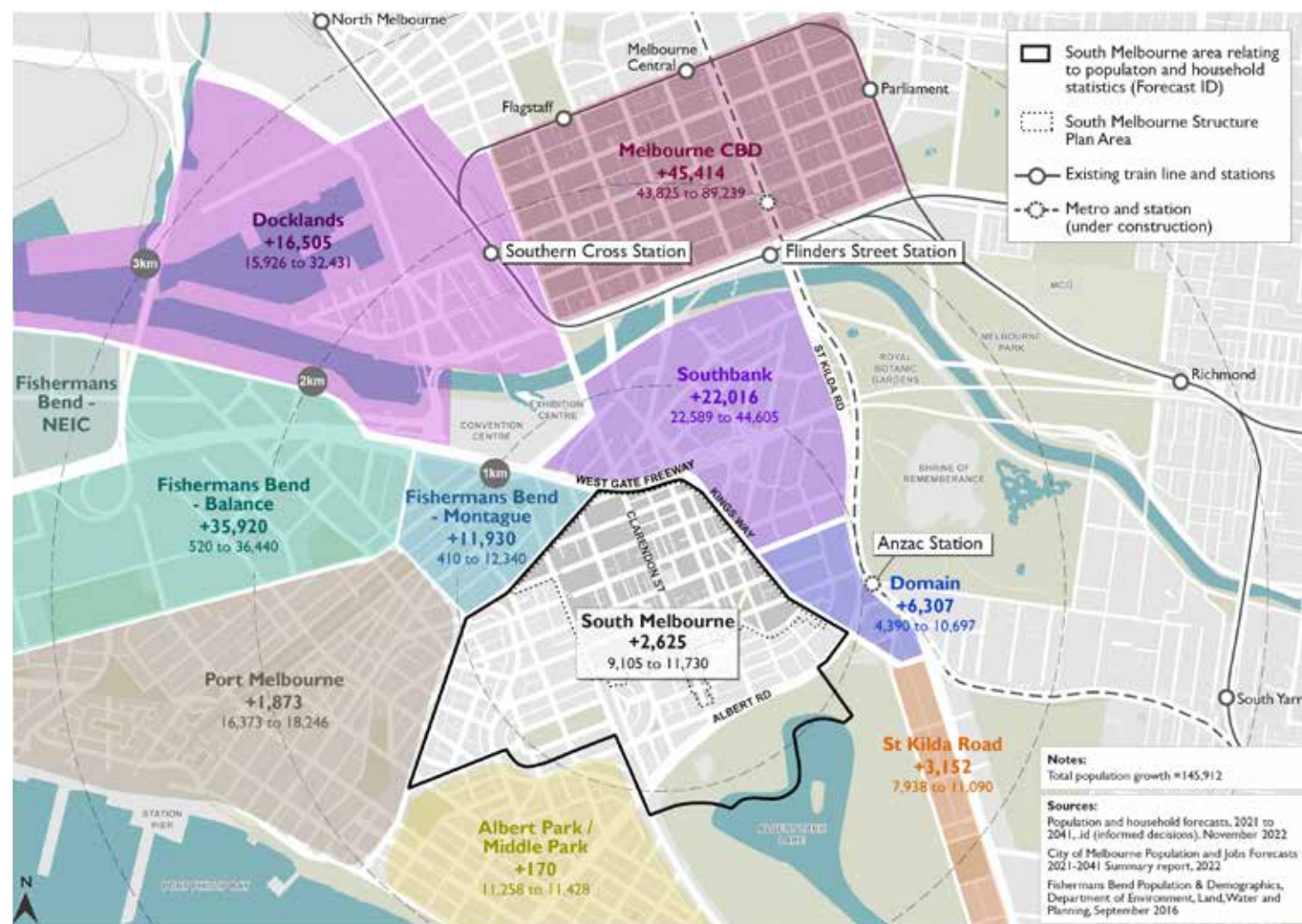


Figure 21 - Population growth, South Melbourne and surrounds (2021 to 2041).



Directions for the South Melbourne Structure Plan

- Enable forecast housing to be met in South Melbourne and implement the recommendations in *City of Port Phillip Housing Strategy 2024–2039*, which provides a clear and current understanding of Port Phillip's housing needs at a municipal level.
- Facilitate greater choice of diverse housing types to meet the needs of different households and increased trends towards working from home and hybrid work post-COVID.
- Encourage new housing provides affordable housing options for both rental and purchase to maintain South Melbourne's valued diversity and community feel. This includes advocating to upgrade, retain and increase South Melbourne's existing public and social housing supply.
- Support housing types that appeal to South Melbourne's increasingly educated population and allowing residents to capitalise on proximity to the Enterprise Precinct, ensuring that South Melbourne remains a location of choice.
- improve pedestrian and cycling links into South Melbourne so that residents and workers in neighbouring precincts (Montague, Southbank and Domain) can easily access South Melbourne's businesses and retailers.

5.0 Economy, Employment and Land Use

Planning policy identifies South Melbourne as containing a Major Activity Centre and a regionally significant industrial area which is also referred to as an Enterprise Precinct. There is strong State policy direction for the retention of commercial and industrial land in South Melbourne to provide diverse employment opportunities.

The development of the Fishermans Bend Urban Renewal Area to the west of South Melbourne – in particular the Montague Precinct which is adjacent to the Structure Plan Area over City Road – will result in changes to the land use mix and economic context for the Structure Plan Area.

Given this strategic context, it will be important for the new South Melbourne Structure Plan to ensure that planning provisions support economic growth, employment and vitality, along with supporting South Melbourne as an Enterprise Precinct. In turn, this will solidify South Melbourne as a location of choice for a varied range of industries.

Further analysis of the economic and employment role of South Melbourne is contained in the *South Melbourne Employment, Economic and Land Use Study* (Urban Enterprise, November 2023).

5.1 Economy and Employment

Economic role

The Structure Plan Area performs several economic roles which merge across the Major Activity Centre and other commercial land, presented in Figure 22. These result in a diverse mix of uses across office, retail, residential, industrial and large-format commercial. Hospitality premises are a feature of both the activity centre and other commercial land.

The Major Activity Centre accommodates a wide range of retail, hospitality, office and residential land uses centred around Clarendon Street, Coventry Street and the South Melbourne Market.

The Enterprise Precinct contains a mix of commercial, studio and showroom uses, many of which have established in re-purposed industrial premises.

A defining characteristic of the Structure Plan Area is the different built form compared with other city fringe areas south and west of the CBD, providing a significant economic advantage. The combination of lower scale, medium density, mixed use, high amenity and heritage buildings creates a highly attractive and differentiated business location. These locational and built form attributes are an advantage for South Melbourne as they attract unique businesses, including creative industries, which are a key specialisation. Nearby precincts such as Southbank, St Kilda



Figure 22 – Spatial Land Use Summary.

(Land use determined by property rating valuation. Some developments have been completed since land use data was provided. Other, excluding residential, includes non-private housing. Urban Enterprise, 2023).



Road and Docklands have building heights and employment densities that closely reflect the CBD. In this way, South Melbourne is clearly differentiated by its built form, yet also has comparable locational attributes with its neighbours.

What type of jobs do people have?

As outlined in Chapter 4, the South Melbourne neighbourhood is relatively affluent. Local residents are generally well educated and skilled, making South Melbourne a highly attractive location for businesses seeking professional workers.

Figures 23 and 24 show that employed residents in South Melbourne and Port Phillip are highly skilled and weighted towards professionals. The most common occupations held by South Melbourne residents are professionals (40%) and managers (23%).

The industry sector classifications relate to Level 1 of the Australia New Zealand Standard Industry Classification (ANZSIC) which combine several often diverse sub-sectors to create industry sectors. For example, the 'Professional, Scientific and Technical Services' industry includes a collection of sub-sectors including architecture, engineering, legal, accounting, advertising, market research and management services.

Despite modest population growth projections within the Structure Plan Area, significantly stronger population growth is proposed for many areas within a 1km radius of the Structure Plan Area, especially Fishermans Bend to the immediate west and Domain to the immediate east. Given South Melbourne's

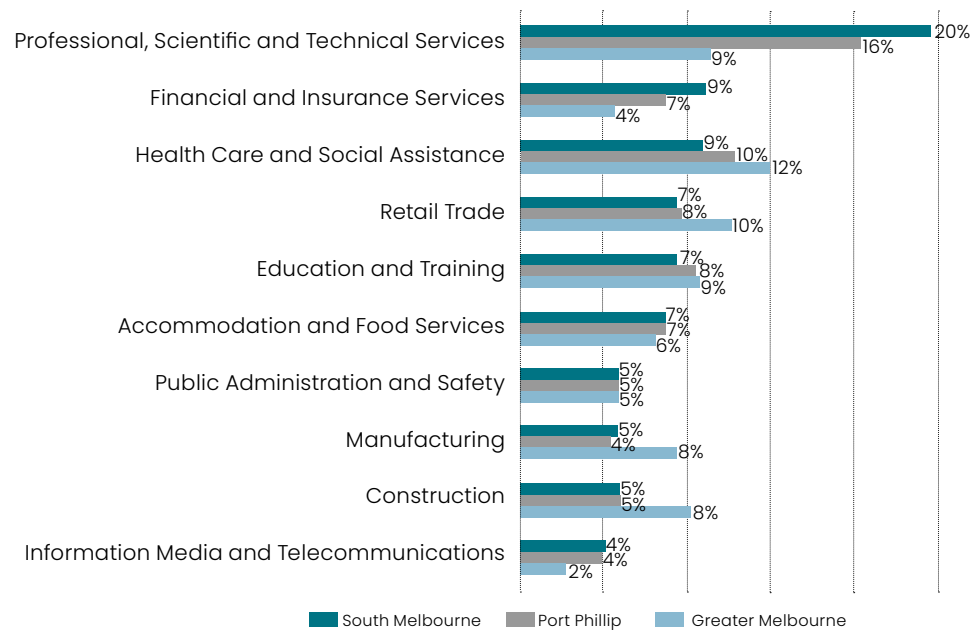


Figure 23 - Employment by industry (Top 10), 2016 (ABS Census of Population and Housing, Profile id, 2016).

Occupation	South Melbourne	Port Phillip	Greater Melbourne
Managers	23%	20%	14%
Professionals	40%	38%	27%
Technicians and Trades Workers	6%	8%	12%
Community and Personal Service Workers	7%	9%	10%
Clerical and Administrative Workers	12%	11%	13%
Sales Workers	6%	7%	8%
Machinery Operators and Drivers	1%	2%	6%
Labourers	3%	4%	8%

Figure 24 - ABS Census of Population and Housing Profile (ID 2016).

heritage appeal and compelling offering anchored by the Clarendon Street, Coventry Street and the South Melbourne Market, it will continue to attract workers and visitors from these areas and beyond.

Employment and business mix

Employment data for the Structure Plan Area has been compiled based on the five Destination Zones which most closely align with the Structure Plan Area, as defined by the Australian Bureau of Statistics. Industry breakdowns for employment are summarised in Figure 25.

South Melbourne's employment and business mix is weighted towards businesses in professional services, creative industries, retail and hospitality, as well as manufacturing, wholesale trade and construction.

Business information for the Structure Plan Area has been sourced from a combination of the Australian Business Register (ABR) and Google business data. It is estimated that there are currently 1,831 businesses operating in the study area, including:

- 421 in the Professional, Scientific and Technical Services sector (23% of businesses in South Melbourne)
- 358 in the Retail Trade, and Accommodation and Food Services sector (20% of businesses in South Melbourne)
- 132 in the Health Care and Social Assistance sector (7% of businesses in South Melbourne)

- 112 in the Financial and Insurance Services sector (6% of businesses in South Melbourne)
- 102 in the Information, Media and Telecommunications sector (5.5% of businesses in South Melbourne).

The business mix is dominated by micro and small professional businesses with less than 20 staff, however recent development is creating larger floorplates and office premises.

Advertising and computer system design are the sub-sectors of highest employment, together making up half of the professional services employment in the Structure Plan Area. Along with remaining knowledge-based sectors or professional services sectors and hospitality, this has increased the local business base in recent years.

South Melbourne is one of only five suburbs within 10km of the CBD with more than 15% of its workers employed in creative industries, indicating a particular specialisation in creative business types. Such specialisation is highlighted by South Melbourne having the highest concentration of motion picture and video production businesses of any suburb in Melbourne in 2018. Many of these businesses utilise former industrial spaces across the Structure Plan Area, indicating a need to cater to this demand for these type of spaces.

Similarly, South Melbourne accommodates a cluster of video game development businesses, many of which are expanding and hiring staff with a focus on export-oriented revenue. There are also strong synergies between various local sectors such as radio broadcasting, advertising, marketing,

Industry	Employment	% of total
Professional, Scientific and Technical Services	3,331	24%
Retail Trade	2,246	16%
Construction	1,273	9%
Health Care and Social Assistance	979	7%
Accommodation and Food Services	975	7%
Information Media and Telecommunications	847	6%
Administrative and Support Services	814	6%
Other Services	586	4%
Financial and Insurance Services	507	4%
Rental, Hiring and Real Estate Services	505	4%
Public Administration and Safety	462	4%
Manufacturing	411	3%
Education and Training	336	3%
Wholesale Trade	301	2%
Arts and Recreation Services	237	2%
Transport, Postal and Warehousing	100	1%
Electricity, Gas, Water and Waste Services	88	1%
Agriculture, Forestry and Fishing	20	0%
Mining	4	0%
Total	14,023	100%

Figure 25 - Employment by industry, South Melbourne (DZ), 2021 (Employment by industry, South Melbourne Structure Plan Area destination zones, ABS 2021, scaled to reflect Census undercount).

video production, sound recording, post-production and video game design, which underpin a highly specialised and well established media cluster.

From 2020 to 2040 the number of jobs in South Melbourne is projected to increase from 23,100 to between 30,700 and 36,700, an increase of between 7,600 and 13,600 jobs or between 32% and 59%. Such projections highlight the importance of retaining employment land in South Melbourne.

Value-added and industry specialisations

‘Value-added’ is an economic measure indicating the overall productivity of industry sectors in a given economy. It is a more refined measure compared with output (total gross revenue), as some industries generate a high level of output, but require substantial expenditure to achieve it. For example, certain retail types and hospitality businesses typically operate on lower margins but a higher volume of sales, meaning that productive value-add can be lower.

Analysing South Melbourne’s economy in terms of value added indicates that the most productive industries are office-based sectors such as professional, financial and creative service industries, highlighted by Figure 26. Together with retail, these industries in South Melbourne add an estimated \$1.1bn to Port Phillip’s economy, demonstrating the overall importance of these industries in terms of productivity and value-added to the local economy.

Based on broader employment and business analysis undertaken to inform the South Melbourne Structure Plan, the following industries are identified as South Melbourne’s most specialised and important industries:

- 1. Creative industries** – activities that relate to media and communications, commercial and digital design, and the arts.
- 2. Professional and financial services** – activities that relate to real estate and property services, engineering, management advice and consulting, insurance, legal, investment and accounting services, and administrative related services.
- 3. Retail, hospitality and personal services** – activities that relate to the retailing of goods and services, hospitality and personal services such as fitness, recreation, health, wellbeing and beauty.

Industry	Jobs (structure Plan Area)	Value added (\$m)	% of total
Professional, Scientific and Technical Services	3,331	\$410.9	24%
Administrative and Support Services	814	\$173.4	10%
Retail Trade	2,246	\$173.3	10%
Financial and Insurance Services	507	\$166.7	10%
Information Media and Telecommunications	847	\$148.5	9%
Rental, Hiring and Real Estate Services	505	\$125.5	7%
Construction	1,273	\$122.2	7%
Health Care and Social Assistance	979	\$79.3	5%
Public Administration and Safety	462	\$66.9	4%
Accommodation and Food Services	975	\$52.5	3%
Wholesale Trade	301	\$51.6	3%
Other Services	586	\$42.6	2%
Manufacturing	411	\$42.5	2%
Education and Training	336	\$26.7	12%
Electricity, Gas, Water and Waste Services	88	\$23.5	1%
Arts and Recreation Services	237	\$21.4	1%
Transport, Postal and Warehousing	100	\$14.3	1%
Agriculture, Forestry and Fishing	20	\$1.4	0%
Mining	4	\$0.6	0%
Total	14,023	\$1,743.8	100%

Figure 26 – Value-added by industry sector in South Melbourne 2020 (Value-added by industry, City of Port Phillip, Economy id 2020/ Employment by industry, ABS, South Melbourne (DZ) 2016, derived by Urban Enterprise 2023).

5.2 Land use and development

Land use

As Chapter 2 highlights, the South Melbourne Structure Plan Area is characterised by a diversity of land uses reflecting its historic inner-urban context.

Most businesses (89%) are in either in the Commercial 1 Zone (C1Z) or Commercial 2 Zone (C2Z), with 820 and 810 businesses respectively. Businesses that predominantly operate in office or studio premises such as professional, scientific and technical services, financial and insurance services, administrative and

support services, and rental, hiring and real estate services are mostly located in the C2Z. The C1Z also accommodates a notable proportion of businesses in these sectors, which is likely a reflection of the small business base that occupy ground floor shopfront or shop-top premises in the South Melbourne Major Activity Centre. Similarly, approximately a third of the businesses in the Mixed Use Zone are in the professional, scientific and technical services sector.

Further, population-service industries such as retail trade, accommodation and food services, and health care and social assistance are mostly concentrated to the C1Z and C2Z. A variety of retail, commercial and residential uses can be found in the Commercial 1 Zone.



Figure 27 – Business Locations, DDO8 Precincts.

South Melbourne Structure Plan Background Report **Economy, Employment and Land Use**

Map ID	Precinct	DDO Schedule	Business count	Total
1	Clarendon Street Core Local Shopping Precinct	DDO8-1	248	248
2	Emerging Activity Centre	DDO8-2a	40	71
		DDO8-2b	16	
		DDO8-2c	15	
3	Northern Mixed Activity Edge	DDO8-3	109	109
4	Southern Mixed Activity Edge	DDO8-4a	20	134
		DDO8-4b	114	
5	Coventry St Shopping Precinct	DDO8-5a	123	181
		DDO8-5b	58	
6	South Melbourne Market	DDO8-6	*	*
7	Eastern Business Precinct	DDO8-7a	335	525
		DDO8-7b	164	
		DDO8-7c	26	
8	Western Business Precinct	DDO8-8a	82	231
		DDO8-8b	91	
		DDO8-8c	58	
9	Kings Way Mixed Use Corridor	DDO8-9a	98	107
		DDO8-9b	4	
		DDO8-9c	5	
N/A		Not stated	221	221
Total			1,827	

Source: Business database, South Melbourne, ABR / Google 2021, derived by Urban Enterprise 2021. *South Melbourne Market businesses and stalls not included – there are approximately 150 stalls operating in the market.

Figure 27 and the accompanying Table provide a spatial representation of where South Melbourne businesses are clustered in relation to the DDO8 sub-precincts. Precinct 7 is the largest in terms of area and currently accommodates more than 500 businesses, the most of any DDO sub-precinct. The C2Z applies across most of this precinct.

In addition to the CIZ, the Mixed Use Zone (MUZ), Residential Growth Zone (RGZ) and Neighbourhood Residential Zone (NRZ) accommodate residential land uses.

Development activity

Over the period 2017-22, 913 dwellings were approved in the South Melbourne SA2 at an average of 152 per annum.

The Urban Development Program (UDP) monitors and reports on major residential redevelopment projects across metropolitan Melbourne. Data is collected by analysing planning permits, commercial data sources and aerial imagery. Residential redevelopment information has been collected for South Melbourne and adjacent parts of Fishermans Bend to the west and Domain to the east.

Major residential redevelopment projects in the Structure Plan Area and surrounding areas are shown in Figure 28. There were a very limited number of major redevelopment sites with an active status in the Structure Plan Area at the time the latest data was compiled. In terms of future development, two projects were identified with a total of 72 apartments, one of which was under construction.

Comparatively in Fishermans Bend and Domain, substantial redevelopment activity has taken place, is underway and is planned to continue. These areas have planning controls which permit much taller buildings than in South Melbourne, an indication that the area is a highly attractive location for apartment living. A growing population provides opportunities for South Melbourne to capitalise on expanding its highly educated and specialised workforce.

Figure 29 shows the value of non-residential building approvals in the South Melbourne SA2 between 2012 and 2023 (financial year). This SA2 includes all of the Structure Plan Area and sections of Domain and St Kilda Road North.

There has been an increase in the value of non-residential building construction approved in the area over the period, driven by commercial and 'other non-residential' building. The majority of commercial approvals have been for office building, primarily in large developments. Recent and proposed additions will add substantial capacity to the area to accommodate businesses and employees.

Co-working spaces are common in South Melbourne and are mostly located within new multi-storey commercial development. The predominance of micro and small professional businesses in South Melbourne, coupled with high commercial rents, underpins demand for flexible office space. Many of the above spaces advertise the high quality fit-outs, end of trip facilities and communal facilities available that were previously only available in larger corporate premises.

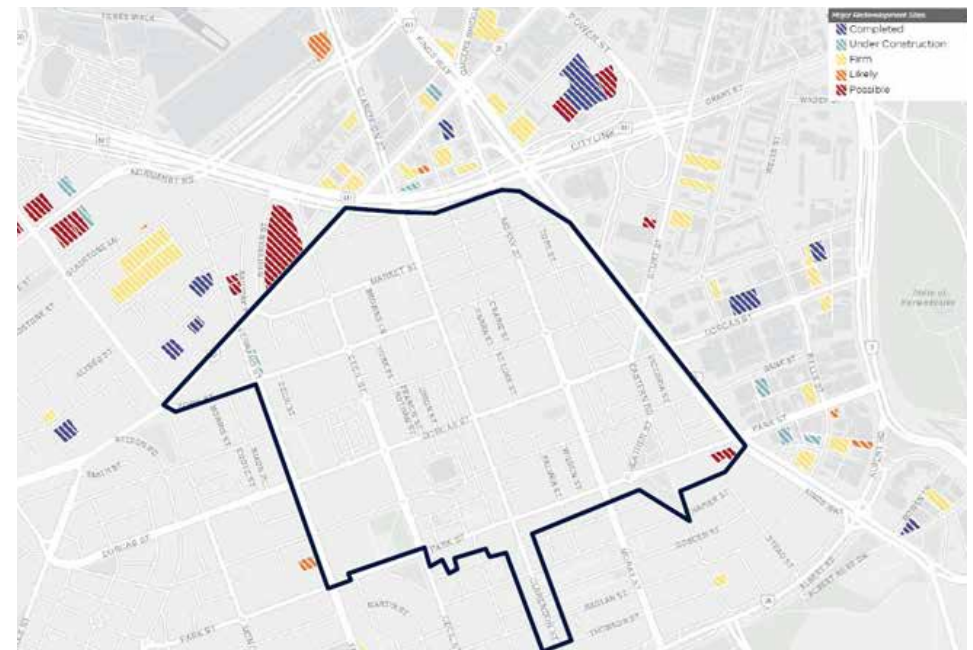


Figure 28 – Major Redevelopment Sites (Residential) by status, South Melbourne (Source: UDP Urban Development Program, DELWP, 2021).

Property industry representatives expect city fringe locations such as South Melbourne to recover quickly from the impacts of the COVID pandemic given the small to medium sized business base that is weighted towards creative and professional services, as opposed to major corporates in the CBD and Docklands.

Most larger sites have now been redeveloped in South Melbourne. Property representatives indicated that future development at scale will be difficult to

achieve without lot consolidation and that height controls, although important to the retaining the mid-rise character of the area, could be increased to improve the prospect of intensification.

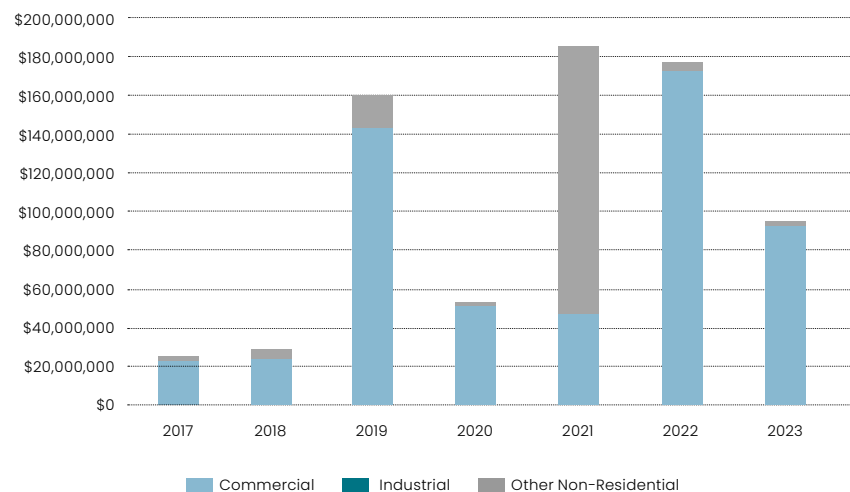


Figure 29– Value of Non-Residential Building Approvals, South Melbourne SA2, 2017-2023 (Value of Building Approvals, South Melbourne SA2, 2017-23 (financial year). 2023 = Jul-April FYTD), Urban Enterprise 2023.

Demand and capacity

There are several conditions likely to influence demand in the Structure Plan Area.

The city fringe has now become a legitimate office space alternative to Melbourne's CBD. A new generation of workers are seeking high levels of local amenity and are attracted to businesses in non-conventional office buildings. South Melbourne's attributes are well matched to this trend.

The retail sector has experienced relatively low growth and slowed resident spending, primarily caused by stagnant wage growth, high inflation and subdued consumer sentiment in more recent

years. The COVID-19 pandemic has resulted in a rapid and likely permanent shift in retail buyer behaviour, resulting in a major increase in online retail purchases. Additionally, increasing expenditure of workers on eating out and a preference to work in locations with high amenity street and hospitality environments, especially professional workers, has led to a strong correlation between the growing professional workforce in South Melbourne and the wide range of day-time hospitality options.

Despite South Melbourne itself is projected to experience relatively low population growth over the period 2021 to 2041 (+1.3% per annum), proximity to high-growth and high-density urban

renewal precincts will create substantial population growth and associated demand for retail and other services, along with employment. While some new activity centres and retail opportunities are proposed in Fishermans Bend and Southbank, South Melbourne is well placed to perform an ongoing Major Activity Centre role to support this growth. This is reinforced by its primary catchment population of 9,752, its secondary catchment population of 49,868 and worker catchment of 14,000.

In turn, analysis of demand and capacity for employment land in the Structure Plan Area found that:

- Based on projected employment growth and current development

activity, there is expected to be the need for approximately 145,000 square metres to 187,000 square metres of office space in the Structure Plan Area by 2040.

- Between 16,000 square metres and 21,000 square metres of core retail floorspace could be supportable in the Structure Plan Area by 2040.
- There is an estimated capacity for an additional 377,000 square metres of gross floorspace in the Structure Plan Area within existing planning controls, however realisation of this yield is likely to be complicated by fragmented ownership and strong competition between different land use types.



5.3 Key precincts and interfaces

Enterprise Precinct

As highlighted in Chapter 2, and presented in Figures 30 and 31, South Melbourne contains land in the Commercial 2 Zone and Industrial 1 Zone that is identified in state policy as an Enterprise Precinct. Only 10.85 hectares (26.4%) of the South Melbourne Structure Plan Area is in the Commercial 2 Zone.

The South Melbourne Enterprise Precinct offers an employment location with distinct characteristics that can support economic growth and development. The setting, characteristics of buildings and public realm and business mix varies throughout the Enterprise Precinct, however, and planning should consider ways to capitalise on areas of strength and address areas of weakness to optimise Enterprise Precinct's value.

Strengths and weaknesses have been considered by assessing the Enterprise Precinct against the criteria and key measures that underpin the success of an Enterprise Precinct based on the Victorian Government's *Unlocking Enterprise in a Changing Economy* (2018) paper. South Melbourne rates high for quality of place, critical mass, infrastructure and accessibility. Comparatively, the area rates low for affordability and moderate for anchor institutions and competitive advantages.

Further analysis is contained in the *South Melbourne Economic, Employment and Land Use Study* (Urban Enterprise 2023).

For the South Melbourne Structure Plan, analysis and findings for the Enterprise Precinct highlights:

- Planning for South Melbourne should

seek to support creative industry specialisations, while acknowledging that these businesses occupy a wide range of premise types including offices.

- The affordability of business space is likely to be an ongoing weakness and challenge for the Enterprise Precinct. Co-working spaces should be encouraged, along with ensuring overall commercial floorspace continues to increase across the precinct.
- Improving the public realm and overall 'quality of place' in eastern parts of the Enterprise Precinct should be a focus of strategic planning, including encouragement of hospitality and business services and investment in public realm elements such as pedestrian infrastructure and local open spaces.
- It is important that new development is facilitated to accommodate strong floorspace demand and increase the critical mass of the precinct. Fragmented land holdings warrant consideration of a moderate increase in built form controls while retaining the mid-rise form and valued character elements.
- Maintaining and strengthening the accessibility of the Enterprise Precinct for residents, workers and visitors should be a focus of planning, especially improving safe and direct local movement (active transport) connections between the Enterprise Precinct and key destinations.
- The *Port Phillip Spatial, Employment and Economic Framework* (Urban

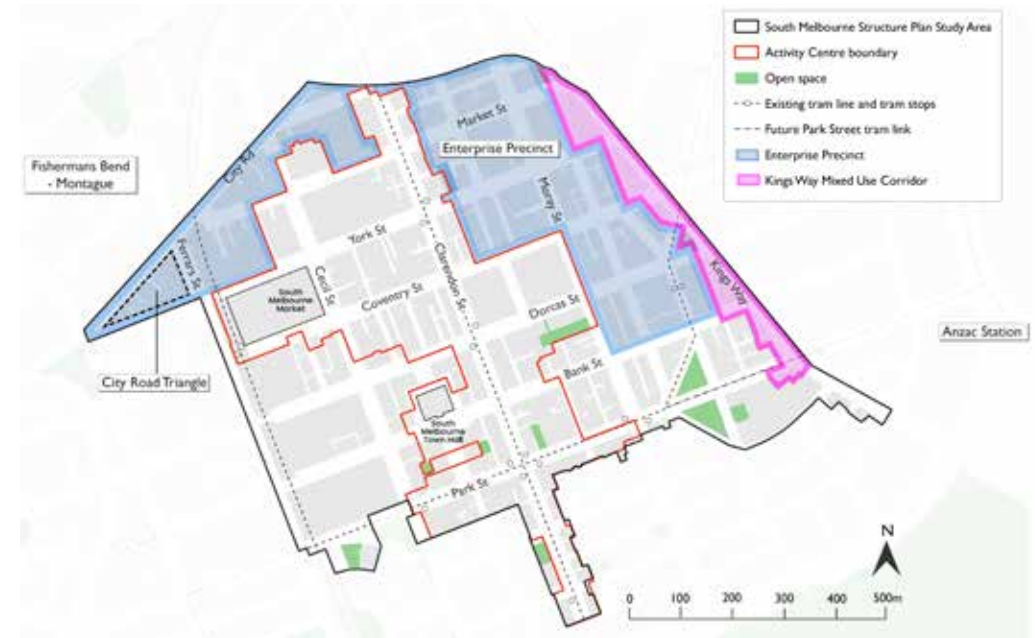


Figure 30 – South Melbourne Enterprise Precinct and key interfaces.



Figure 31 – South Melbourne's Enterprise Precinct and Kings Way Mixed Use Corridor.

Enterprise, November 2023) reinforces the value of the South Melbourne Enterprises Precinct to the City's economy and broader Victorian economy.

Kings Way Mixed Use Corridor

Land along Kings Way forms part of a mixed use corridor which supports a mix of residential, commercial and large-format retail uses.

The precinct is located in close proximity to ANZAC Station. Analysis from the *South Melbourne Economic, Employment and Land Use Study* (Urban Enterprise 2023) that has informed this Structure Plan identifies that ANZAC Station is expected to result in increased attractiveness for including residential, commercial and institutional uses along the Kings Way Mixed Use Corridor.

Anzac Station

Anzac Station is expected to open in 2025, providing heavy rail public transport to the South Melbourne and St Kilda Road. It will improve access to South Melbourne from the north-western and the south-eastern suburbs of Melbourne.

Hence, for the South Melbourne Structure Plan:

- Anzac Station is expected to open in 2025, providing heavy rail public transport to the South Melbourne and St Kilda Road. It will improve access to South Melbourne from the north-western and the south-eastern suburbs of Melbourne. Figure 32 shows that the south-eastern section of the Enterprise Precinct will be within 800m (a standard measure of 'walking distance') from the station entrance. This includes land in the Commercial 2 Zone as well as the Mixed Use Zone fronting Kings Way.
- Active transport connections from Anzac Station to and through the

Structure Plan Area will be important to enable efficient movement of people (especially workers) through the area. Kings Way is a major barrier to active transport movement – ways to alleviate this barrier to movement should be considered as part of the Structure Plan.

City Road Triangle

At the western edge of the Structure Plan Area and bound by City Road, Ferrars Street and York Street is a small area in the Industrial 1 Zone, presented in Figure 33. This area includes 22 properties across a total area of 1.2 hectares. Formerly part of the broader Fishermans Bend industrial area. It is one of the last remaining areas of industrially zoned land in Port Phillip following the rezoning of Fishermans Bend to Capital City Zone in 2008 by Amendment C52. The area has interfaces with Fishermans Bend (Montague Precinct), the South Melbourne Market (across the Port Melbourne light rail line) and a residential area to the south.

The City Road Triangle is accessible by road and tram. Declared arterial roads of Montague Street, Ferrars Street and City Road provide direct road access to Docklands, Southbank, the CBD and other parts of Port Phillip.

This section of the Structure Plan Area is characterised by busy roads carrying larger vehicles and a prevailing industrial built form profile. Despite the industrial zoning, the area primarily accommodates offices and larger format retail premises. Several creative businesses occupy premises in the block, including Mushroom Creative, Chocolate Studios and Mezzanine Films.

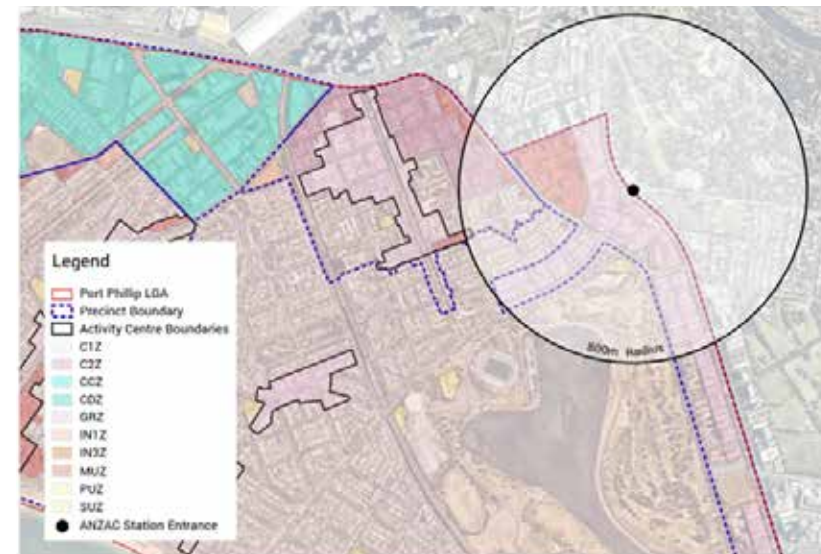


Figure 32 – ANZAC Station location and proximity to Structure Plan Area (Urban Enterprise 2023)

Of the 22 sites in the precinct, only 4 sites can be considered industrial premises. The precinct enjoys excellent public transport and arterial road access, while the presence of creative industries is consistent with most areas of South Melbourne. Many of the buildings are relatively old and are likely to be attractive for redevelopment within the next period of South Melbourne's growth and change. Although redevelopment could result in the loss of former industrial premises which contribute to the diversity of premises types available in South Melbourne, especially for creative purposes, the Industrial 1 Zone does not suitably reflect the types of land uses that are currently in the precinct or the types of land uses that are suited to this location in the future.

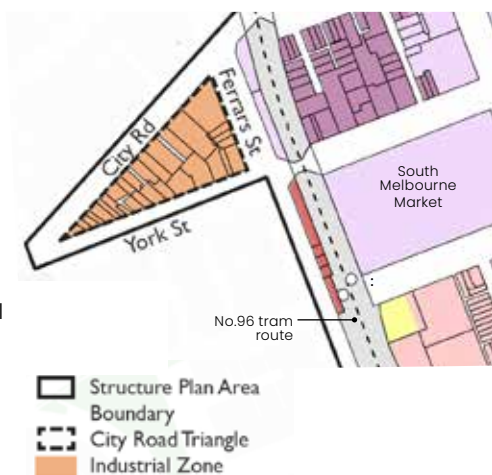


Figure 33–City Road Triangle

Therefore, there is an opportunity to rezone this land to the Commercial 2 Zone, which is the zone applied throughout the Enterprise Precinct. Retaining this land exclusively for employment will strengthen the role of the Enterprise Precinct, providing attractive locations for businesses in an area with excellent access to roads and public transport.

Zoning anomalies

A review of zoning in the Structure Plan Area has identified zoning anomalies that the implementation of the South Melbourne Structure Plan should correct. A detailed review of why these sites should be rezoned is contained in the South Melbourne Structure Plan: Zoning anomalies (City of Port Phillip, June 2024) report, however Figure 34 provides a summary of proposed rezonings. This review has been undertaken with respect to the advice set out by the Victorian Government in the Practitioner’s Guide to Planning Schemes, in particular section 5.1 ‘Applying a zone’.

Address	Current Zone	Recommended Zone
① The block of land bound by York, Cecil, Market and Northumberland streets, South Melbourne	Part Commercial 1 Zone, part Commercial 2 Zone	Commercial 1 Zone
② 176-188 Bank Street, South Melbourne (former South Melbourne Butter Factory)	Neighbourhood Residential Zone – Schedule 2	Commercial 1 Zone
③ 383-385 Clarendon Street, South Melbourne	Part Commercial 1 Zone, part Neighbourhood Residential Zone Schedule 2	Commercial 1 Zone
④ 68-72 York Street, 191-199 Clarendon Street and 31 Ross Street, South Melbourne	Part Commercial 1 Zone, part Commercial 2 Zone	Commercial 1 Zone
⑤ 120-142 Clarendon Street, Southbank	Part Commercial 1 Zone, part Commercial 2 Zone	Commercial 1 Zone
⑥ 102-106 Park Street, South Melbourne	Part Mixed Use Zone, part Neighbourhood Residential Zone Schedule 1	Mixed Use Zone
⑦ 77 Park Street and 286-294 Kings Way, South Melbourne	General Residential Zone Schedule 1	Mixed Use Zone

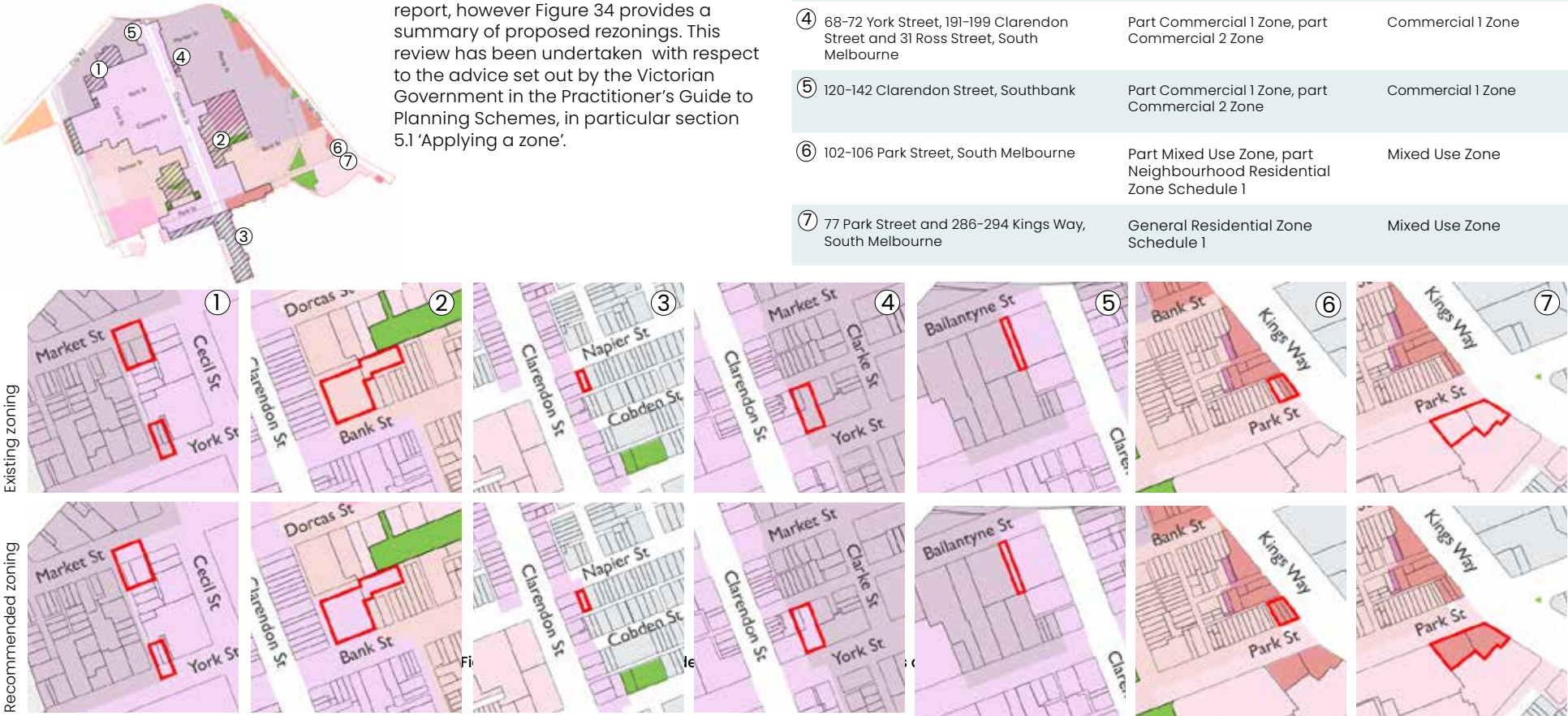


Figure 34 – Location of sites identified as zoning anomalies and recommended new zone.

Fishermans Bend

The economic role of South Melbourne will be influenced by the redevelopment of land in Fishermans Bend, especially the adjacent Montague Precinct. The *Fishermans Bend Framework Plan* (Victorian Government, October 2018) envisions that the Montague precinct will include co-working spaces, small creative businesses and studios in adapted heritage buildings as part of an activity core which is expected to accommodate 4,000 jobs within mixed use developments.

Hence, for the South Melbourne Structure Plan:

- The economic role of South Melbourne will be influenced by the redevelopment of land in Fishermans Bend, especially the adjacent Montague Precinct.
- South Melbourne's future business role should be differentiated from that of the broader Fishermans Bend area wherever possible. This can be achieved by ensuring planning controls encourage a wide range of land uses in the activity centre and

immediate surrounds and position the Enterprise Precinct as the last remaining 'business only' land area in the southern city fringe with a diversity of premise types to be retained where possible.

- Given the Montague core will provide a dense local activity centre which will compete with the South Melbourne Major Activity Centre, planning should ensure that the South Melbourne Major Activity Centre can continue to grow and improve its offer to maintain market share, particularly in terms of its specialisations in food retail, hospitality and showrooms.
- Physical connections between Montague and the Structure Plan Area should be strengthened, particularly for active transport, so that businesses and retailers in South Melbourne are easily accessible to residents and workers in Montague and elsewhere in Fishermans Bend. This will ensure that South Melbourne Major Activity Centre can function as a Major Activity Centre for residents and workers in Fishermans Bend.

- Built form controls for South Melbourne should seek to differentiate the area from the high density Sandridge core and mixed use Montague precinct so that different business settings are available to a range of business types over the medium to long term.



Directions for the South Melbourne Structure Plan

- Maintain and strengthen the Structure Plan Area's economic role as both a state-identified Major Activity Centre and an Enterprise Precinct by protecting and capitalising on its specialisation and diversity of employment opportunities.
- Enhance the Structure Plan Area's specialisation in creative industries, professional and financial services, and retail, hospitality and personal services.
- Ensure built form controls and zones are appropriate and facilitate development that caters to forecast growth for commercial, retail and residential floorspace, yet preserves South Melbourne's point of difference and distinct character compared with neighbouring areas.
- Ensure built form controls and zones can facilitate development outcomes that provide a range of spaces for different business types, including affordable workspaces.
- Investigate opportunities to improve South Melbourne's public realm, especially in the Enterprise Precinct, to encourage vibrancy by providing places for people to linger outside.
- Leverage the opportunities provided by the new Anzac Station and other public transport upgrades to facilitate increased investment.
- Explore how to strengthen pedestrian and cycle links particularly for active transport, so that businesses and retailers in South Melbourne are easily accessible to residents and workers within South Melbourne and the areas around South Melbourne such as Montague (Fishermans Bend), Southbank and Domain. This will enable residents, workers and visitors to leverage the employment, recreation and entertainment opportunities provided by the Enterprise Precinct and Major Activity Centre.

6. Movement and Transport

South Melbourne has good access to many transport connections and can benefit from the Metro Tunnel project, with the new Anzac Station east of the Structure Plan Area to be completed by 2025, providing a new tram and train interchange. Upgrades to tram lines on Park Street will follow, improving public transport services east of the Structure Plan Area. Importantly, these projects provide an opportunity for an integrated land use and urban design policy approach to strengthen linkages to Fishermans Bend.

To the west of the Structure Plan Area, Fishermans Bend Urban Renewal Area (FBURA). By 2050, it will be home to approximately 80,000 residents and provide employment for up to 80,000 people. It currently lacks clear pedestrian connections to the South Melbourne Structure Plan Area.

South of the Structure Plan Area is the planned Shrine to Sea project to create a boulevard connecting the Domain Gardens to Port Phillip Bay via Albert and Kerferd Roads. The Victorian Government announced \$13 million for this project's delivery as part of the 2017/18 Victorian budget.

South Melbourne's strategic location near the Melbourne CBD, Docklands, ANZAC Station (under construction), St Kilda Road and Fishermans Bend; its strong heritage appeal; and commercially zoned land are expected to drive population growth and jobs growth, along with substantially increasing visitation to the area. Combined with its role as both a Major

Activity Centre and an Enterprise Precinct, this requires careful management of the role, function and operation of South Melbourne, including its movement and transport network.

Further information about movement and transport matters is contained in the *South Melbourne: Transport, Movement & Place Study*, Ratio Consultants (Ratio Consultants, November 2023).

6.1 Existing road and freight network

The South Melbourne Structure Plan Area is generally bounded by four key State Government (through the Department of Transport and Planning (DTP), which incorporates VicRoads) and roads managed by the City of Port Phillip (CoPP), including City Road, the West Gate Freeway, Park Street, Ferrars Street and Kings Way/Princes Highway. The general road network and corresponding road classifications as per CoPP Register of Public Roads are shown in Figure 35.

The internal road network includes a mixture of State and Local Government controlled. Key road network links within the Structure Plan Area are as follows:

- Kings Way/Princes Highway is controlled by DTP, generally runs north-south along the eastern boundary of the Structure Plan Area
- Clarendon Street is a Secondary State Arterial road under the control of DTP, running north-south through the centre of the Structure Plan Area
- Ferrars Street is a Secondary State Arterial Road under the control of the DTP, running north-south on the western boundary of the Structure Plan Area
- Park Street is a Council controlled Major Road, running east-west on the southern boundary of the Structure Plan Area
- Dorcas Street is a Council controlled Major Road running east-west through the Structure Plan Area
- Coventry Street is a Council controlled Local Traffic Street running east-west through the Structure Plan Area
- Moray Street is a Council controlled Major Road running north-south through the Structure Plan Area
- Market Street is a Council controlled Local Traffic Street running east-west through the Structure Plan Area.
- York Street is a Council controlled Collector Road running east-west through the Structure Plan Area.



Figure 35 – Existing road network and road classifications as per the City of Port Phillip's Register of Public Roads

DTP maps show there are a number of freight routes for larger vehicles through the Structure Plan Area ranging from approved to restricted. These include Clarendon Street, City Road, Kings Way, Ferrars Street and Albert Road, just south of the Structure Plan Area. Smaller heavy vehicles have unrestricted access across the road network.

Analysis of existing traffic and freight movement identifies the need for the South Melbourne Structure Plan to address a number of key matters, including:

1. Weekend Market Day Activities

Blockages at the Cecil Street roundabouts with York Street and Coventry Street during peak Weekend Market activity times have been reported. Vehicles were observed to be queuing through the roundabouts along Cecil Street, blocking opposing traffic movements.

2. Truck volumes along Dorcas Street

Truck movements on Dorcas Street were noted as being perceived to be high by the community.

3. Low clearance bridge on York Street near the intersection of Ferrars Street and York Street

The existing bridge on York Street has a low height clearance of 2.8 metres and requires trucks to find alternative routes. In addition, the stretch of road is prone to flooding.

4. Vehicles unable to turn right from Sturt Street east into Kings Way north at the Kings Way and Sturt Street signalised intersection

Large numbers of vehicles (over 500 vehicles per day) have been recorded to be rat-running by undertaking a U-turn from the Sturt Street north approach at the Sturt Street and Dorcas Street intersection.

This manoeuvre arises from no right turn movement being allowed from Sturt Street east into Kings Way north at the signalised Kings Way and Sturt Street intersection.

5. Barrier roads

While Kings Way, City Road and Ferrars Street have an important role in facilitating vehicular traffic movement, their busy nature also means that they pose barriers for pedestrian movements. As such, it can be hard for pedestrians to cross these roads to enter the Structure Plan Area.



6.2 Road network – Movement and Place

The DTP Movement and Place framework, illustrated in Figure 36, sets out to address Victoria's strong population growth which continues to place pressure on the transport system.

A guiding principle of Movement and Place thinking is that streets and roads are for everyone, they carry people and goods, are multi-modal, and can change with time. Streets are the sum of many elements working well together. Their fundamental purpose to varying degrees is to facilitate movement, enhance place, ensure safety, and prioritise health and wellbeing, and the environment. Councils can identify different streets using the Movement and Place Framework.

Several streets within the Structure Plan Area are identified as Activity Streets and provide access to shops and services by multiple movement modes. These streets have a high demand for movement as well as place with a need to balance different demands within the available road space.

High Activity Streets are multi-modal, major destinations for people to visit, work and live. They play a central role for the community, supporting a concentration of commercial, residential civic and community land use. High Activity Streets, where possible, should include wide footpaths and crossing opportunities for pedestrians, enable safe cycle access, reduced traffic speeds,

and provide access to off-street parking. Clarendon Street is an example of a High Activity Street in the Structure Plan Area.

Mixed Activity Streets are secondary, mixed-use corridors. They support the local community to access goods and services. Potential Mixed Activity Streets within the Structure Plan Area include Coventry Street (west of Clarendon Street), Cecil Street (in the vicinity of South Melbourne Market) and Sturt Street (emerging). Mixed Activity Streets, where possible, should include wide footpaths and crossing opportunities for pedestrians, enable safe cycling connections, reduced traffic speeds, some parking loading spaces to serve local land uses. The South Melbourne Structure Plan will need to consider how different streets work within the Movement and Place Framework.

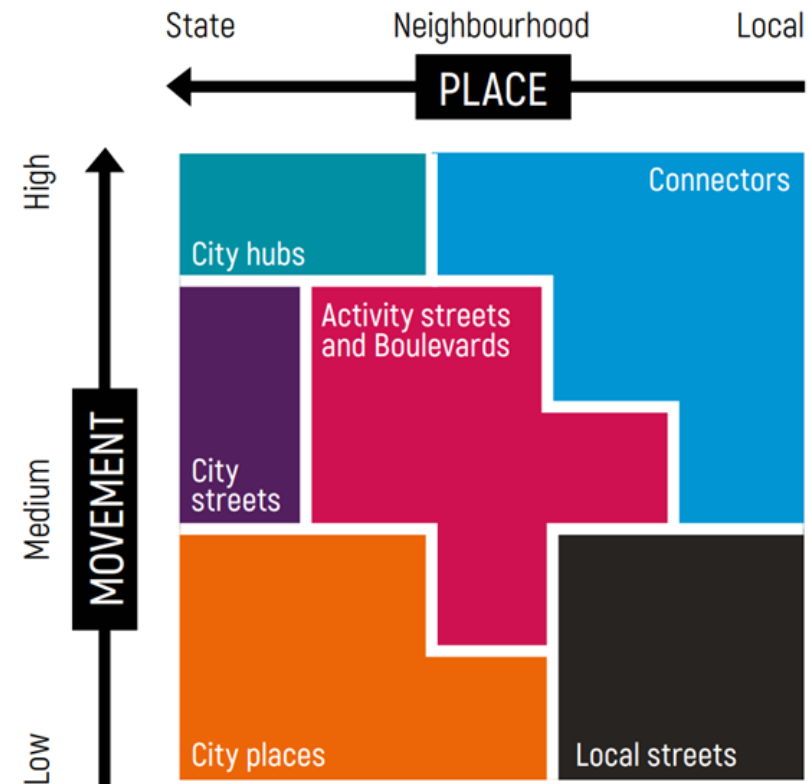


Figure 36 – Movement and Place framework (DTP)

6.3 How do people get to work?

The data on resident's method of travel to work in South Melbourne's in 2021 is impacted by the broader context of the COVID-19 lockdowns with substantial shifts towards working from home and declines in other methods of travel to work, illustrated by Figure 37.

In 2021, 46.8% of employed residents in South Melbourne worked from home, 22.4% travelled to work in a private car (either as a driver or passenger), 7.8% took public transport and 11.2% rode or walked.

However, as the community emerges from the peak of the COVID-19 lockdowns, it is clear that some people will not return to offices full-time, choosing to work flexibly. Given these changing ways of work, it remains important to examine them within the context of broader trends in how people are travelling to work.

Between 2006 and 2016, more people chose to travel to work using public transport, walking or riding a bicycle and a slower decline in using a car to travel to work.

These changes highlight the need for South Melbourne's pedestrian and bike riding infrastructure to support changing ways of living, working and travelling, both within the Structure Plan Area and outside of it. In doing so, this will support a shift towards more sustainable modes of travel.

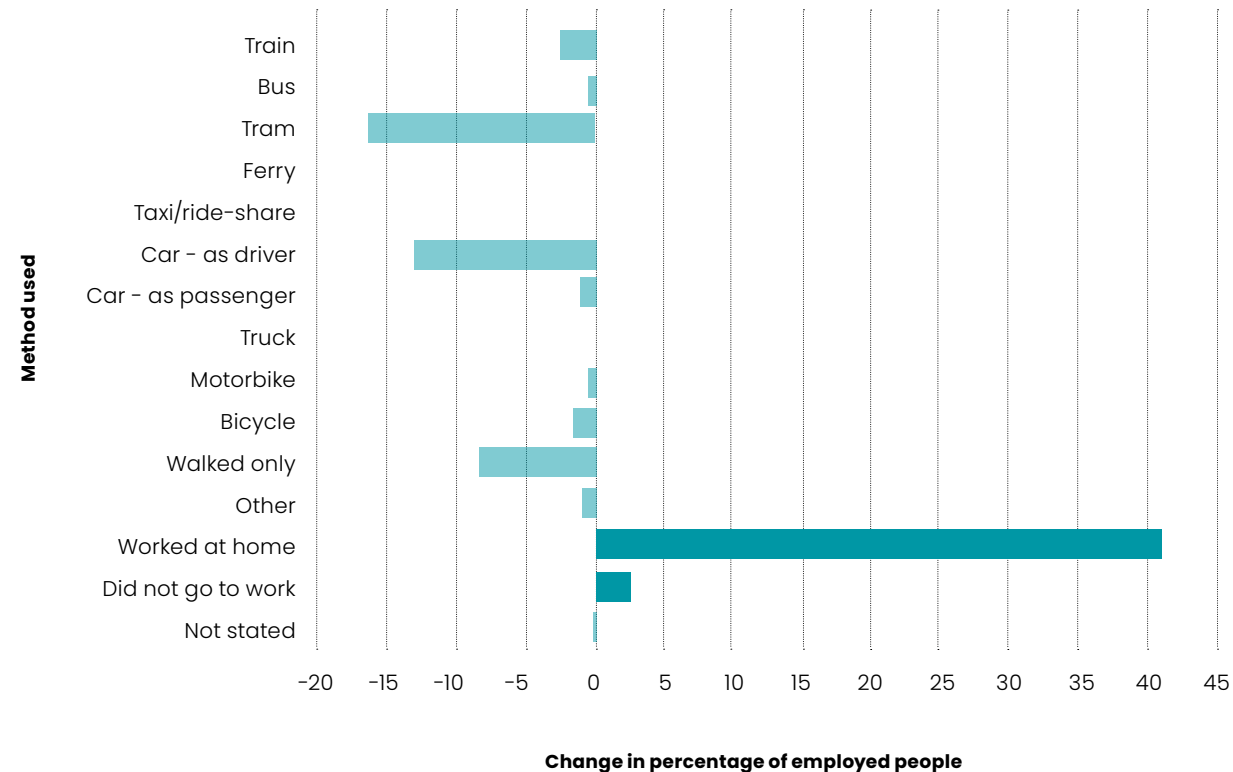


Figure 37 – Change in method of travel to work, 2016 to 2021 in South Melbourne – total employed persons (Australian Bureau of Statistics, Census of Population and Housing, 2016 and 2021 (Usual residence data). Compiled and presented in profile.id by id (informed decisions)).

6.4 Public transport

South Melbourne enjoys excellent public transport coverage.

Existing public transport infrastructure in the Structure Plan Area provides access to multiple bus and tram services which provide connections to nearby suburbs and Melbourne's Central Business District.

The available public transport services are shown in Figure 38 and listed in Figure 39.

Supplementing other public transport options is the Hop-on Hop-off Community Bus (minibus) service, delivered by Council at no cost to users. Buses are wheelchair accessible, allowing many people who cannot access existing public transport services to be able to move around the municipality. The service operates Monday to Friday (except public holidays) from 8:30am until 3:30pm.

Most of the Structure Plan Area is within a five minute walk from a tram stop. High levels of connectivity provide convenient public transport choices for many who live or work within the Structure Plan Area. South Melbourne's extensive tram network encourages people to visit, adding to its attraction and vitality. The new Anzac Station and Park Street tram link to be delivered as part of Metro Tunnel will only further encourage people to visit or work in South Melbourne. In particular, a dedicated tunnel from Kensington to South Yarra will create a direct connection between the west

and the south east, making train travel significantly easier for people travelling on the Cranbourne, Pakenham, Sunbury and future Melbourne Airport lines. In this way, the Metro Tunnel will importantly increase South Melbourne's visitor and worker catchments, particularly in the Enterprise Precinct.

There is a strong preference for tram use, in particular trams in the citybound direction. Tram stops along the Clarendon Street corridor carry a higher level of patrons in comparison to other routes, with the exception of the South Melbourne Station stop, adjacent to the South Melbourne Market, which has a peak patronage level of over 900 patrons a day. Patronage on buses is significantly lower.

However, not all tram stops are accessible to people with limited mobility such as older people and people with a disability or people with prams or trolleys. In particular, despite the Route 96 tram stop incorporating ramps, its design nevertheless limits accessibility for people with limited mobility. Similarly, other tram stops in South Melbourne are not accessible for people with limited mobility, for example tram stops along Kings Way, despite being well utilised, particularly at peak times. Consequently, this limits opportunities for residents to enjoy their neighbourhood, can deter people from visiting or working in South Melbourne and can deter people from choosing more sustainable transport modes.



Figure 38 – Public transport connecting South Melbourne



Hence, there are opportunities for the City to work with the Victorian Government to improve the accessibility of tram stops to achieve greater consistency with the *Disability Discrimination Act 1992* and support the implementation of Council's *Move Connect Live: Integrated Transport Strategy 2018- 2028*.

In addition, while South Melbourne's tram network facilitates easy and convenient access to Melbourne's CBD, this is less so for travel to the west towards Port Melbourne and FBURA. Here, strengthened pedestrian and bicycle links can provide convenient local travel options.

Therefore, key matters for the South Melbourne Structure Plan to address with respect to public transport include

1. DDA compliant public transport stops

Not all public transport stops are DDA compliant in the Structure Plan Area , despite tram stops being well utilised, especially along Kings Way, Clarendon Street, Park Street and the Route 96 corridor.

2. Grade separation at the Route 96 South Melbourne Station tram stop

The grade separation between the tram stop and Coventry Street has resulted in lengthy and indirect DDA ramps down to the tram stop. There is also no access from the tram stop to York Street.

3. Park Street Tram Link

Missing tram link on Park Street between Kings Way and Heather Street.

Mode	Route No.	Service	Approximate frequency during peak period
Tram	1	East Coburg to South Melbourne Beach (via Park Street)	5-10 min
	12	Victoria Gardens to St Kilda (via Clarendon Street)	10-20 min
	58	West Coburg to Toorak (via Kings Way)	10-20 min
	96	East Brunswick to St Kilda Beach (via Ferrars Street – light rail corridor)	5-10 min
Bus	234	Garden City – City (Queen Victoria Market) (via City Road)	10-20 min
	236	Garden City – City (Queen Victoria Market) (via Dorcas and Cecil streets)	30-40 min

Figure 39 – Public Transport routes connecting South Melbourne.

4. Bus network and patronage

Low levels of bus ridership are recorded throughout the Structure Plan Area , especially when compared to tram patronage. There is limited public transport infrastructure present in the vicinity of the Cecil Street and Market Street intersection which provides immediate access to large scale supermarkets (Woolworths and Aldi).



Access to South Melbourne Station platform



Existing tram platform – Tram 1 (stop #25) at Park Street and Cecil Street intersection.

6.5 Crash statistics

To gauge an understanding of road user safety within the Structure Plan Area, crash statistics available from DTP were analysed in terms of crash severity and type.

Crash statistics for the latest five-year period (2017 to 2021) from DTP is presented in Figure 40.

The data indicates that there have been no fatal accidents within the Structure Plan Area within the five-year period.

Most crashes within the Structure Plan Area involved either pedestrians or cyclists and occurred along the Dorcas Street corridor. Seven crashes in total were recorded at the intersection of Dorcas Street and Clarendon Street, four of which involved the vulnerable user group of cyclists and pedestrians.

A cluster of seven incidents was also found at the intersections of Kings Way with Sturt Street and Coventry Street and Sturt Street and Dorcas Street. These incidents all involved either a pedestrian or cyclist.

The number of crashes per year is generally consistent from year to year with the exception of 2020 where crashes reduced dramatically. This drop can be attributed to the COVID-19 restriction impacts and the associated stay at home orders that was in place at the time.

Based on crash data and the directions outlined in the *Victorian Road Safety Strategy 2021-2030*, there are key locations within the Structure Plan Area that warrant further safety improvement investigations including intersections along Kings Way, the Sturt Street and Coventry Street intersection, and the Dorcas Street corridor.



Figure 40 – Five-year crash data for South Melbourne Structure Plan Area (Ratio Consultants, 2023).

6.6 Bicycle network and infrastructure

South Melbourne's bicycle network and infrastructure is presented in Figure 41. North-south bike routes are located on Moray Street, Cecil Street and Ferrars Street. Some sections are configured as high-quality protected bike lanes with buffers from parked cars and traffic. Ferrars and Cecil Streets provide connections to Southbank, Montague and the broader Fishermans Bend Urban Renewal Area. Dorcas Street and Cecil Street are listed as part of DTP's Strategic Cycling Corridor.

Dorcas Street currently does not provide dedicated on-road cycling lanes, however cycling prop boxes are included at most of the signalised intersections along Dorcas Street within the Structure Plan Area.

Cecil Street provides dedicated on-road cycling lanes over the length of the Structure Plan Area, with full separation provided north of Coventry Street. Although not listed as part of the DTP Strategic Cycling Corridor, on road cycling lanes are provided on other streets within the Structure Plan Area. These include along Ferrars Street and Moray Street.

The 2018 upgrades along Moray Street were completed to provide cyclists with a safe and reliable alternative north-south route during Metro Tunnel works on St Kilda Road as part of Victoria's Big Build.

The improvements included the intersection upgrades at Coventry



Figure 41 – Bicycle network, infrastructure and land use context map.

Street and Dorcas Street which saw the inclusion of raised pedestrian and cycling crossings, along with tactile pavers and speed reductions to improve the safety of vulnerable users as well as one road bike lanes between Albert Road and City Road.

The *City of Port Phillip's Move, Connect, Live: Integrated Transport Strategy 2018–2028* identifies new bicycle corridors for Dorcas Street and Park Street, improving bicycle connections to the City of Melbourne, the new ANZAC Metro Station and along St Kilda Road. These projects will address a lack of east west bike riding connections through the Structure Plan Area and surrounds. Just south of the Structure Plan Area, the Victorian Government will deliver the Shrine to Sea project, creating a boulevard connecting Domain Gardens to Port Phillip Bay along Albert and Kerferd roads that will improve bike riding and walking connections in the area.

Cycling infrastructure

Bike racks allow people to securely park their bicycle encouraging alternative transport to the motor car.

There are approximately 300 bike racks in the Structure Plan Area with most located within the Commercial 1 Zone, the civic hub near the South Melbourne Town Hall and Emerald Hill Library and Heritage Centre, and near areas with high numbers of street trading permits. Despite recent upgrades to cycling infrastructure, Moray Street has very few bike racks. Similarly, there are significantly fewer bike racks in the employment and residential compared with Clarendon Street and other retail areas.

Bicycle count data

Bicycle Network Australia undertakes annual commuter and recreational cycling survey data. Conducted on the first Tuesday of every year (with the exception of COVID impacted years), the total number of cyclists within the morning peak period of 6:30am to 9:00am are recorded at each survey site. The Structure Plan Area encompasses three survey sites which are listed in Figure 42.

Bicycle count data between 2018 and 2019 undertaken by the City locations within the Structure Plan Area shows an average of 583 daily bicycle movements observed across all sites, with a maximum of 915 daily bicycle movement recorded at the intersection of Park Street and Moray Street. Figure 43 shows the maximum bicycle count at each site within the Structure Plan Area.

Therefore, key matters for the South Melbourne Structure Plan to address with respect to cycling include:

1. Crash history at the Dorcas Street / Clarendon Street intersection

Seven incidents were recorded at the intersection of Dorcas Street and Clarendon Street, four of which involved a vulnerable user.

2. Bicycle volumes along Park Street

Bicycle use is generally higher on Park Street in comparison to other surveyed street and it provides a direct connection to the future ANZAC Station.

Site	Average peak hour volume
Ferrars Street / Dorcas Street	252
Dorcas Street / Cecil Street	132
Park Street / Moray Street	272

Figure 42 – City of Port Philip Average Daily Cycling Counts 2018–2019 (Ratio Consultants, 2023).

3. Poor cyclist (and pedestrian) amenity in the vicinity of Dorcas Street / Sturt Street / Kings Way intersections

Minimal cycling infrastructure is provided along Sturt Street and through the key intersections with Kings Way and Dorcas Street. Furthermore, the intersection of Sturt Street and Dorcas Street is currently only priority controlled.

4. Cyclist volumes and crash history along Dorcas Street

Bicycle use is generally higher on Dorcas Street in comparison to other surveyed streets coupled with a concentration of accidents involving cyclists along Dorcas Street.

5. Crash history at Ferrars Street/ Coventry Street (west)

A cluster of three incidents involving cyclist at the intersection recorded in the latest five-year period of available data.



6.7 Pedestrian network and infrastructure

Presented in Figure 43, pedestrian amenities are provided throughout the Structure Plan Area including awnings, seating, water access and signage. Weather protection is generally provided along the retail core of Clarendon Street, as well as some shops along Coventry Street.

Within the Structure Plan Area there are wide footpaths with ample seating and cover in the main retail area. Wide footpaths, while important, contribute to the urban heat island effect. High quality pedestrian infrastructure is also provided at most roundabouts and signalised intersection, with examples shown in Figure 45.

Cecil Street provides pedestrian priority infrastructure including signalised crossings, zebra crossings and a median strip that provides pedestrian refuge. Dorcas Street provides the strongest pedestrian link west of the Structure Plan Area however, the primary pedestrian route extends east over Kings Way, which is a significant barrier to east-west movements. The two connections east of the Structure Plan Area occur at the two signalised intersections of Park Street and Eastern Road/Sturt Street crossing.

There are 13 signalised pedestrian crossings around the Structure Plan Area and 7 signalised intersections within it. There are also 8 pedestrian crossings within the Structure Plan Area, mostly

outside the Commercial 1 Zone where retail activity is concentrated. The yellow-top crossings on Clarendon Street do not cover all pedestrian directions and are not raised.

Pedestrian count data over an eight year period (October 2013 to April 2021) shows that on average, the highest concentration of pedestrians was recorded on Clarendon Street near Coventry Street, where an average of around 7,900 people per day were recorded.

Figure 44 presents average and maximum daily counts in a number of locations in the Structure Plan Area.

Therefore, key matters for the South Melbourne Structure Plan to address with respect to pedestrians include:

1. Crossing opportunities along Kings Way

Kings Way presents a barrier to pedestrian activity and where dedicated pedestrian crossings are available, they lack enough effective green time to safely accommodate pedestrians. In many cases, pedestrians are forced to cross in stages across two cycles.

Furthermore, a number of accidents have occurred at intersections along Kings Way which involved pedestrians and cyclists.

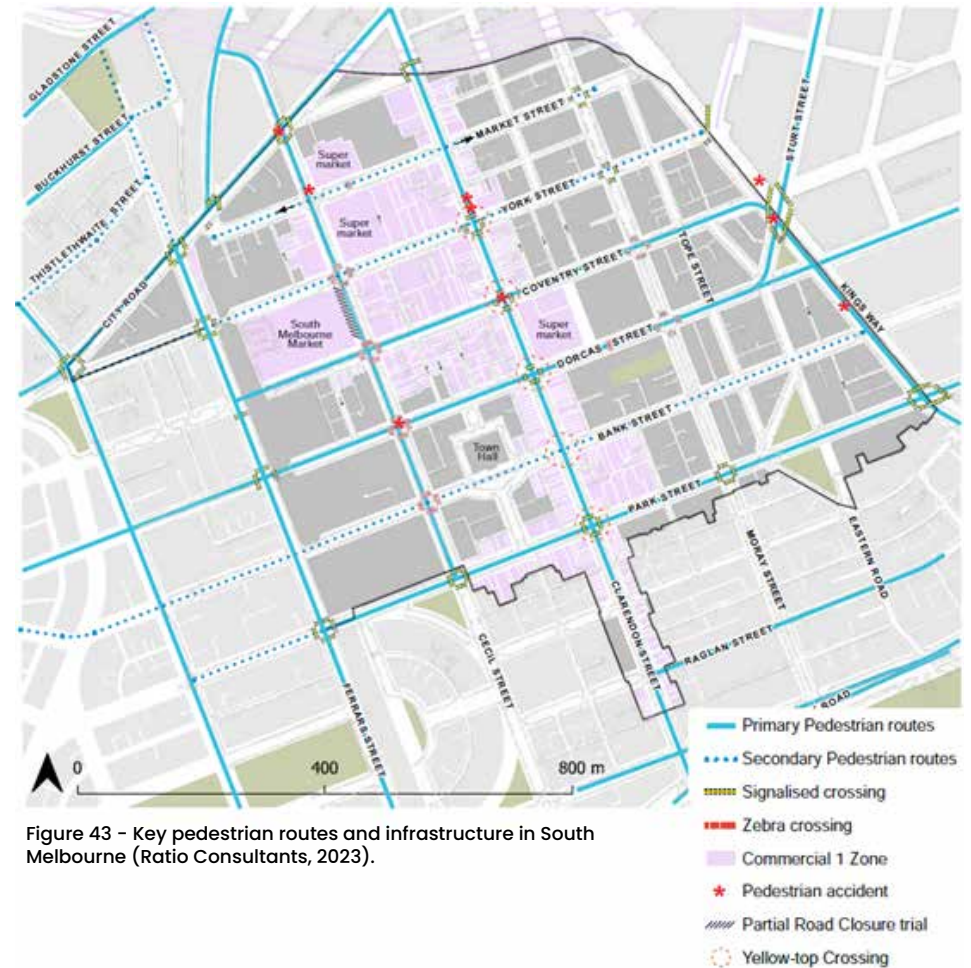


Figure 43 – Key pedestrian routes and infrastructure in South Melbourne (Ratio Consultants, 2023).

2. Clarendon Street / York Street intersection

Placement of the pedestrian crossing buttons on the north and west approaches to the intersection are not in direct locations and the intersection includes small traffic islands adjacent to the footpath which house traffic signal infrastructure, these islands result in multiple grade changes.

3. Sturt Street / Dorcas Street Intersection

Poor pedestrian amenity in an area of concentrated pedestrian activity because of the adjacent commercial (office) land uses.

4. Accident history at multiple intersections

Across the entire Structure Plan Area , 55% of crashes involved pedestrians. Clusters of pedestrian accidents were recorded at the following intersections: Clarendon Street/ Dorcas Street, Clarendon Street/York Street, Kings Way/Park Street, Kings Way/Sturt Street, Kings Way/Albert Street, and Ceil Street/Dorcas Street (roundabout).

5. Park Street / Heather Street roundabout

Park Street / Heather Street roundabout is currently not DDA compliant due to inadequate kerb cutdowns and tactile paver provisions.

Site	Description	Average Daily	Maximum average daily count (pedestrians per day) and the year recorded
Park Street	Midway between Miller Lane and Wells Street	3,304	3,834 (March 2017)
Dorcas Street	North east of the intersection with Cecil Street	1,071	1,369 (October 2016)
Coventry Street	North east of the intersection with Cecil Street	3,816	4,724 (December 2020)
Clarendon Street	South east of the intersection with Coventry Street	7,895	9,673 (October 2019)

Figure 44 - Average and maximum daily counts (Ratio Consultants, 2023)





6.8 Shared mobility

Shared mobility, such as car share and bike share, reduce traffic congestion by providing alternatives to private vehicle ownership.

Within the Structure Plan Area and surrounds, a total of 18 car share vehicles are available. Bike share services, such as LimeBike, are more prominent within the Structure Plan Area.

LimeBike trip data was analysed for a six-month period between December 2020 and May 2021. Across the six-month period, an average of 10-15 available bikes were within the Structure Plan Area. A review of the LimeBike data for types of trips and users indicated an even split between trips starting and ending within the Structure Plan Area, with 51% and 49% respectively. Of the 2,320 trips which either started or ended within the Structure Plan Area, only 12% both started and ended within the Structure Plan Area. Additionally, of the 2,320 trips undertaken, 30% of trips were undertaken by regular users.

The availability and usage of LimeBike suggests there is a sound reliance on share bike services within the Structure Plan Area, with higher usage and turnover.

E-scooters offer an alternate form of transport which is sustainable and affordable within the community. As part of the trial, data will be collected and analysed to use as evidence for the long term impact of e-scooters on the network.

As of May 31 2022, statistics supplied by the City of Melbourne have shown the following:

- 1 million e-scooter trips were undertaken within the first 17-weeks of the trial
- 84% of e-scooter trips conducted were within a bike lane
- 45% of e-scooter trips replaces car journeys.

The statistics show the overwhelming response from the community to use the e-scooters and suggest that if retained, will be used as a permanent form of transport into the future.

6.9 Parking

Parking supply

A notable level of parking is provided within the Structure Plan Area, with approximately 2,750 spaces currently provided by Council. There are almost 350 on-site parking spaces provided by the South Melbourne Market. Parking spaces include a mixture of parking restrictions, shown in Figure 46.

Restricted parking in the form of loading, mail and taxi zones are typically found along the main east-west roads within the Structure Plan Area. However, higher volumes of loading zones are found within the north-south local streets and laneways such as Yarra Place and Union Street within the centre of the Structure Plan Area.

There are off-street car parks available to the general public located inside shopping centres within the Structure Plan Area. This includes parking provided for Woolworths, Aldi and the Clarendon Centre (shopping centre).

Parking occupancy

Parking occupancy surveys for the suburb of South Melbourne were conducted by AusTraffic Traffic and Transport Data Specialists in May 2021 and the results of these surveys have been reviewed as part of this study.

The surveys were undertaken on a typical

Market Weekday and Market Weekend between 8:00am and 10:00pm, the results for which are summarised in Figures 47 and 48.

Maximum occupancy rates of above 100% have been observed along Clarendon Street on both the Market Weekday and Weekend. Vehicles were recorded parking in 'No Standing' zones suggesting there is demand for short term parking of 30 minutes or less. High demand for parking was surveyed in the vicinity of Park Street.

There is strong demand for long term parking, both paid and unpaid, with residential parking permit areas and paid parking above four hours recording high levels of occupancy across the Structure Plan Area.

The south-western side of the Structure Plan Area is currently underutilised on the Market Weekday, with the Market Weekend recording marginally higher occupancy rates. The demand for the South Melbourne Market results in higher levels of parking occupancy on the Market Weekend.

There appears to be reasonable capacity across the Structure Plan Area outside of (11am-2pm), which provides occupancy rates of 25% and above on both the Market Weekday and Weekend. Here average daily occupancy rates of 65% and 63% for the Market Weekday and weekend were observed respectively.

A large proportion of occupied parking spaces are located within close proximity to retail shopping including Clarendon Street and the South

Melbourne Market. This is in contrast to other nearby parts of the Structure Plan Area which recorded relatively low occupancy rates.

Therefore, key matters for the South Melbourne Structure Plan to address with respect to parking supply and occupancy include:

1. Parking demand along Clarendon Street

High demand for parking along Clarendon Street, sometimes over 100% as a result of vehicles parked in no parking area.

2. High demand for parking on and around Park Street

High demand for parking was surveyed in the vicinity of Park Street.

3. Reallocation of parking spaces along Clarendon Street

There is an imbalance between short term parking spaces and loading zones/spaces for shared mobility (Uber/Taxi/Car share) along Clarendon Street with more space currently allocated to private vehicle kerbside parking.

4. Distribution of parking demand

A large proportion of occupied parking spaces are located within close proximity to retail shopping including Clarendon Street and the South Melbourne Market. This contrasts with other nearby parts of the Structure Plan Area which recorded relatively low occupancy rates.

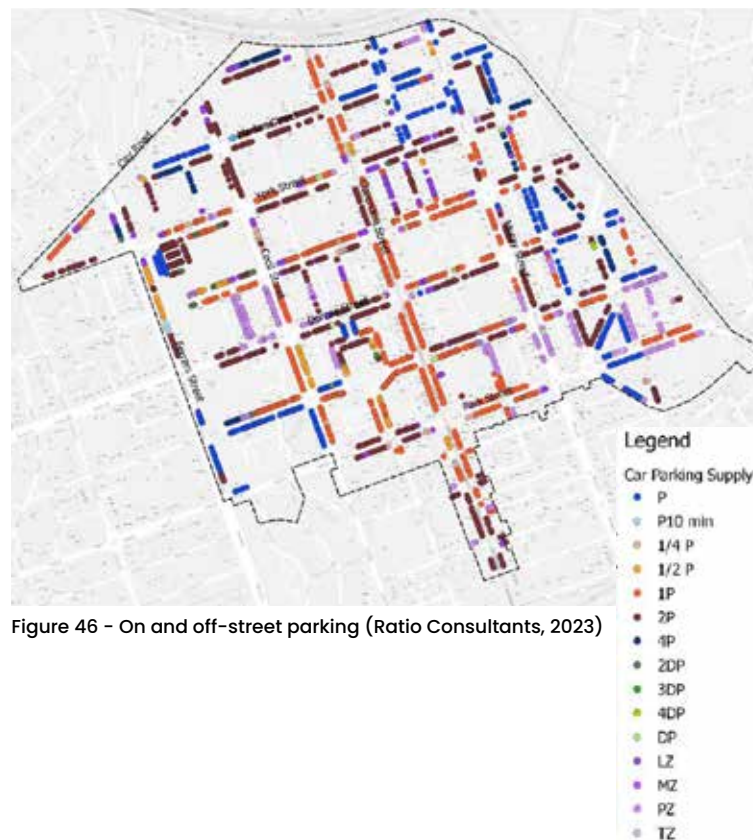


Figure 46 – On and off-street parking (Ratio Consultants, 2023)

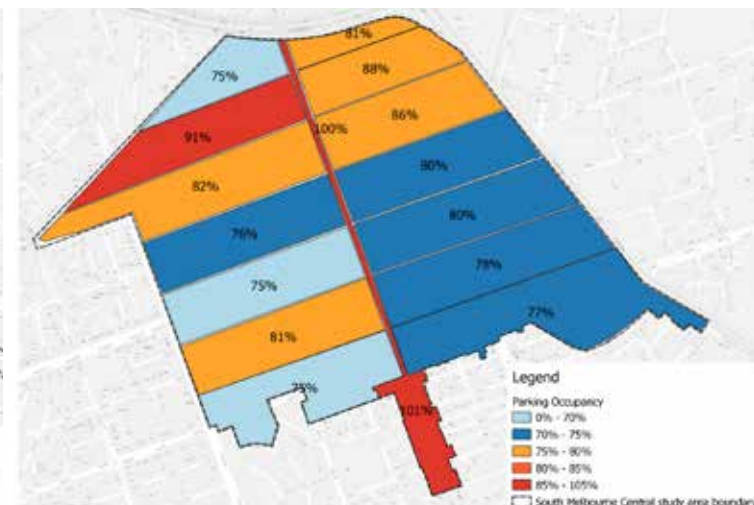


Figure 47 – Typical Market Weekday Maximum Occupancy Rates (Ratio Consultants, 2023)

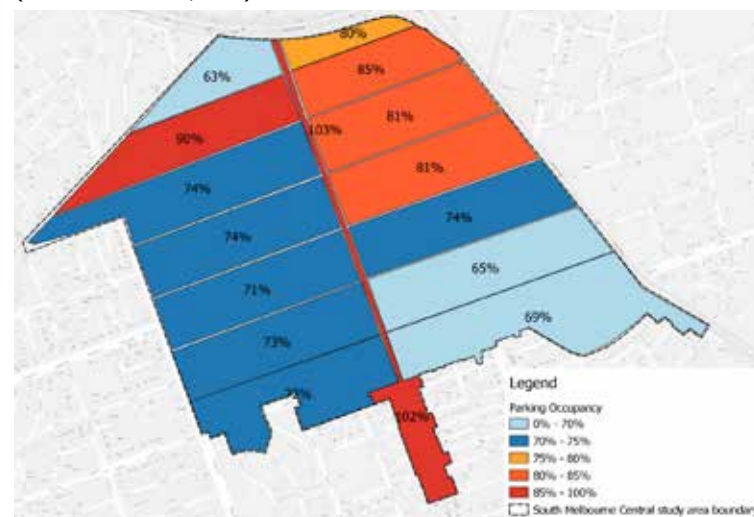


Figure 48 – Typical Market Weekend Maximum Occupancy Rates (Ratio Consultants, 2023)

Directions for the South Melbourne Structure Plan

- Explore how to strengthen pedestrian and cycle links particularly for active transport, so that businesses and retailers in South Melbourne are easily accessible to residents and workers within South Melbourne and the areas around South Melbourne such as Montague (Fishermans Bend), Southbank and Domain. This will enable residents, workers and visitors to leverage the employment, recreation and entertainment opportunities provided by the Enterprise Precinct and Major Activity Centre.
- Carefully manage of the role, function and operation of South Melbourne, including its movement and transport network.
- Explore opportunities provided by the new Anzac Metro Station, as this will bring more people into South Melbourne.
- Consider how different streets work within the Movement and Place Framework
 - optimising parking resources, accommodating a variety of uses to support South Melbourne's continued evolution.
- Advocate to the Victorian Government for improvements to public transport including:
 - Provides support for diverse employment
 - DDA compliant public transport stops
 - Grade separation at the Route 96 South Melbourne Station tram stop opposite South Melbourne Market
 - Improvements to increase the frequency of the bus network to encourage increase bus patronage.
- Advocate for an outcome for the Park Street Tram Link that enables development and employment opportunities to be leveraged and supports South Melbourne's vibrancy.
- Consider how to address the following matters relating to cycling:
 - Crash history at the Dorcas Street / Clarendon Street intersection
 - Bicycle volumes along Park Street
 - Poor cyclist (and pedestrian) amenity in the vicinity of Dorcas Street / Sturt Street / Kings Way intersections.
 - Cyclist volumes and crash history along Dorcas Street
 - Crash history at Ferrars Street/Coventry Street (west)
- Consider how to address the following matters related to pedestrians:
 - Crossing opportunities along Kings Way
 - Clarendon Street / York Street intersection.
 - Sturt Street / Dorcas Street Intersection
 - Accident history at multiple intersections
 - Park Street / Heather Street roundabout.
 - Parking demand along Clarendon Street
- Consider how to address the following matters related to parking:
 - High demand for parking on and around Park Street.
 - Reallocation of parking spaces along Clarendon Street
 - Distribution of parking demand
- Consider how the South Melbourne Structure Plan accommodates, adapts to and supports new and emerging transport options, including shared mobility.

7. Physical Infrastructure

As South Melbourne continues its evolution within the context of its Major Activity Centre and Enterprise Precinct designations, it will be essential for physical infrastructure to successfully support this evolution. Physical infrastructure addresses flood risk, drainage, water supply, electricity, gas and telecommunications infrastructure.

7.1 Lowering carbon emissions

Act and Adapt contains the objective to create a City with lower carbon emissions. One of the most significant challenges the world faces is transitioning away from using of fossil fuels and reducing carbon emissions. The study *Cooling South Melbourne: Impact analysis of cooling interventions (2020)* undertaken by the City of Port Phillip and the University of New South Wales analyses interventions that could reduce heat in South Melbourne.

Importantly, as a member of the Council Alliance for a Sustainable Built Environment (CASBE), the City of Port Phillip is working with 24 other councils to push for planning policy that elevates sustainability requirements for new buildings and encourages a move towards net zero carbon development. The goal of the project is to better protect the natural environment, reduce resource and energy consumption, and support the health and wellbeing of future occupants.

The South Melbourne Structure Plan should investigate and embed ways to lower carbon emissions that contribute to the broader change necessary for a more sustainable and climate resilient future. Such investigation can consider how buildings are designed, energy usage, waste management and how people move around.

7.2 Responding to flood risk

South Melbourne contains land that is prone to flooding. The impacts of climate change are likely to be exacerbated as they are more widely felt. In addition, new developments must ensure they do not create negative impact on the City's drainage network. Drainage is the shared responsibility of the City of Port Phillip and Melbourne Water.

Therefore, it is crucial to consider how new development responds to this risk, so it can contribute to the integrated provision of physical infrastructure for South Melbourne, while as Chapter 9 highlights, ensure new buildings are engaging and accessible at the ground floor.

The Victorian Government's *Guidelines for Development in Flood Affected Areas* February 2019 provide guidance on the assessment of development proposals in flood affected areas. In principle, these guidelines emphasise that development should not intensify the harmful impacts of flooding.



Seating, landscaping and terraces can be used to contribute to an attractive and active streetscape while lessening the visual impact of transition. Source: *Good Design Guide for Buildings in Flood Affected Areas in Fishermans Bend, Arden and Macaulay*.



Entrance to Casba in Waterloo, Sydney. A successful transition area is achieved by integrating ramps and stairs with the overall façade design and the use of high quality natural materials. The curve in the facade creates a cue for direct people to the entrance and enables increased light penetration.



The Good Design Guide for Buildings in Flood Affected Areas in Fishermans Bend, Arden and Macaulay contain design approaches that may be appropriate for South Melbourne.

Similarly, the *South Melbourne Built Form Review* (Hodyl & Co, August 2024), identifies design approaches that may be appropriate for South Melbourne addressing site planning and public interfaces. Public interfaces are parts of buildings that abut public areas like roads and footpaths. Such design approaches can deliver accessible and vibrant buildings, along with addressing flood risk.

7.3 Water supply

South East Water advise that no difficulties are anticipated providing water or sewerage to the Structure Plan Area.

Future upgrades are planned for the Structure Plan Area as part of the South Melbourne Sewerage Capacity Upgrade – Stage 2, also known as the Hanna Street Branch Sewer Capacity Upgrade – Stage 2.

The proposed works include a sewer pump station in the vicinity of Market Street and a transfer gravity main from the pump station along Tope Street discharging to the Stage 1 works, which are currently under construction.

As a key stakeholder, City of Port Phillip is involved in discussions with South East

Water. The City of Port Phillip will work with South East Water to ensure the best possible outcome for South Melbourne.

7.4 Electricity

South Melbourne is supplied with electricity from four CitiPower zone substations, including South Melbourne, Southbank, Montague and Albert Park, from the Fishermans Bend Terminal Station. Electricity is delivered through a combination of overhead and underground cables from each of these zone substations. The supply points capability correspond to South Melbourne (SM – 66kV), Southbank (SB – 66kV), Montague (MG – 66kV) and Albert Park (AP – 66kV). The load forecasts and ratings for these sites are provided by the CitiPower Distribution System Planning Report. CitiPower advise that the electricity network can be upgraded to supply electricity to the Structure Plan Area, as required.

The ability for electricity distribution infrastructure to be upgraded is crucial to support South Melbourne's transition towards renewable energy.

7.5 Gas

Gas contributes to 17 per cent of Victoria's greenhouse gas emissions with over 2 million Victorians using gas in their homes and businesses – more than any other state or territory. To guide Victoria's transition away from fossil

fuels and towards renewable energy, the Victorian Government released its Gas Substitution Roadmap. This is supported by changes to the Victorian Planning Provisions in 2022 through Amendment VC221 removing the requirement for new housing to be connected to gas.

From 1 January 2024, the phase out of new gas connections will apply to new dwellings, apartment buildings and residential subdivisions that require a planning permit.

This new policy will impact the construction of new dwellings that require a planning permit, including knock-down rebuild projects. The new policy will not impact:

- new dwellings that do not require a planning permit
- existing homes that have an existing gas connection
- renovations and extensions to existing dwellings.

The City of Port Phillip's partnership with CASBE on the Elevating Environmentally Sustainable Design Targets project will support a transition away from gas.

In the meantime, gas connections are available for residential properties already connected to gas as well as new and existing commercial properties.

7.6 Telecommunications infrastructure

Telecommunications infrastructure networks play a critical role in supporting Australia's economic productivity. This role is increasing as the economy becomes more reliant on digital technology and connectivity. In particular, the efficiency of the internet is critical in the development of e-commerce and the development and expansion of professional services and creative industries that support South Melbourne's economic prosperity.

South Melbourne has access to the National Broadband Network (NBN). To foster South Melbourne's role as a state-identified Enterprise Precinct and increase its competitiveness in an increasingly digital economy, ongoing improvements will be required to NBN infrastructure.

In the 2019 Australian Infrastructure audit conducted by the Federal Government, Australian business was asked to rate telecommunication backbone services. Ten different categories were ranked as to their importance to Australian business. Figure 49 shows those results.

Mobile internet was ranked as having the highest level of importance to Australian business. The second highest category was access to high speed broadband. Both mobile internet and access to high speed broadband are critical for the development intelligent creative industries. The efficiency of the

internet is critical in the development of ecommerce and the development of creative industries that will added to the economic prosperity of Australia. This is particularly true of South Melbourne, which has a recognised specialisation in creative industries, discussed in Chapter 5.

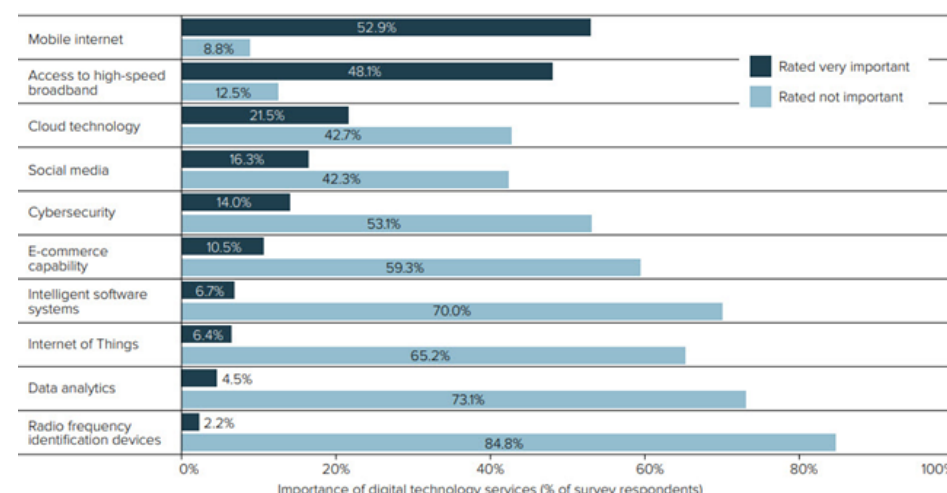


Figure 49 – Telecommunication backbone services ranked by order of importance (Deloitte Touché Tohmatsu, 2016)

Directions for the South Melbourne Structure Plan

- Work with Melbourne Water to enable development in areas of identified flood risk that appropriately manage this risk.
- Work with servicing authorities to improve the provision of physical infrastructure required to service the increased population and projected demographic change for South Melbourne.
- Continue working with CASBE on the Elevating Environmentally Sustainable Design Targets project to facilitate development that produces net-zero carbon emissions.
- Maintain and strengthen the Structure Plan Area's economic role as both a Major Activity Centre and a state-identified Enterprise Precinct by capitalising on its specialisation and diversity of employment opportunities.
- Investigate opportunities to implement the recommendations of *Act and Adapt: Sustainable Environment Strategy 2023-28*.
- Investigate opportunities to implement the findings of *Cooling South Melbourne: Impact analysis of cooling interventions*.

8. Community Infrastructure, Arts and Culture

Community infrastructure refers to spaces, facilities and services that support the health and wellbeing of people and the community. It includes facilities for residents as well as those who work or study in the area. Community infrastructure includes:

- Arts, cultural facilities and libraries
- Services for younger people and older people
- Services for families and children, for example Maternal Child Health centres
- Education, including kindergarten, primary education and secondary education
- Child care
- Social assistance services
- Health and disability services.

Recreation facilities are also a type of community infrastructure, however are addressed in further detail in Chapter 11 of this report.

8.1 Community infrastructure servicing South Melbourne

Community infrastructure is provided by the City of Port Phillip, other government agencies, non-government not-for-profit organisations and private enterprise.

Benefitting from both a legacy of social and community housing and ongoing investment, South Melbourne has an extensive network of community infrastructure servicing residents, students, workers and visitors, meaning that they do not have to travel too far to access services or facilities.

The City of Port Phillip provides a variety of community infrastructure in South Melbourne, including civic and community spaces, services for families and children, services for young people and spaces for learning. Key sites including the South Melbourne Town Hall on Bank Street, the Emerald Hill Library and Heritage Centre also on Bank Street, Skinners Adventure Playground on Dorcas Street and the South Melbourne Market on Cecil Street. Many facilities contain spaces that can be reserved for community use. That said, while South Melbourne does have a good range of community facilities, there are not enough places for young people (aged between 12 and 18 years) to spend time in South Melbourne.

Complementary services and facilities are provided by other organisations. Figure 50 presents the community infrastructure servicing South Melbourne and surrounds.

Improving pedestrian and bicycle paths, as well as improving the accessibility of tram and bus stops, can help people connect to the services they need and maximise community wellbeing. This is crucial to ensuring that South Melbourne can become a 10-minute neighbourhood.

Demand on community infrastructure will increase as development continues to occur within South Melbourne and outside of it in Montague (Fishermans Bend) and Southbank. However, established areas such as South Melbourne provide a very different development context to large urban renewal areas like Fishermans Bend or greenfield outer-suburban areas. South Melbourne's pattern of development is of a finer grain with higher densities and comprises a high proportion of

heritage buildings, reflecting typical characteristics of inner-urban areas. There is also limited land supply.

Therefore, responding to this demand is the shared responsibility of all organisations that influence the provision and delivery of community infrastructure. For the City of Port Phillip, this means continuing to plan for services that cater to current and forecast demand, working with stakeholders to ensure this demand is appropriately met.



South Melbourne is known for having a high specialisation in creative industries, making an important contribution to the community and economy.

- Library**
 - 1 Emerald Hill Library
 - 2 South Melbourne Toy Library
- Aged Care**
 - 3 Emerald Hill Residence
 - 4 Napier Street Aged Care Services
- Primary/Secondary Schools**
 - 5 South Melbourne Park Primary School
 - 6 Galilee Regional Catholic Primary School
 - 7 South Melbourne Primary School
 - 8 MacRobertson Girls High School
- Childcare**
 - 9 Coventry Street Children's Centre
 - 10 Clarendon Street Children's Centre
 - 11 Lilian Cannam Kindergarten
 - 12 Barring Djnang Kindergarten
 - 13 Only About Children South Melbourne
 - 14 Guardian Childcare and Education South Melbourne
 - 15 Apple Blossoms Early Learning
- Health Services**
 - 16 Maternal and Child Health Centres
 - 17 Ramsay Clinic Albert Road
 - 18 Star Health
 - 19 South Melbourne Dental Group
 - 20 Smart Mouth Dentist
- Religious Groups**
 - 21 See Yup Temple
 - 22 Saints Peter and Paul's Catholic Church
 - 23 South Melbourne Uniting Church
 - 24 Greek Orthodox Archdiocese of Australia
 - 25 St Luke's Anglican Church
- Recreational Facility**
 - 26 Albert Park Bowls Club
 - 27 Albert Park Lawn Tennis Club

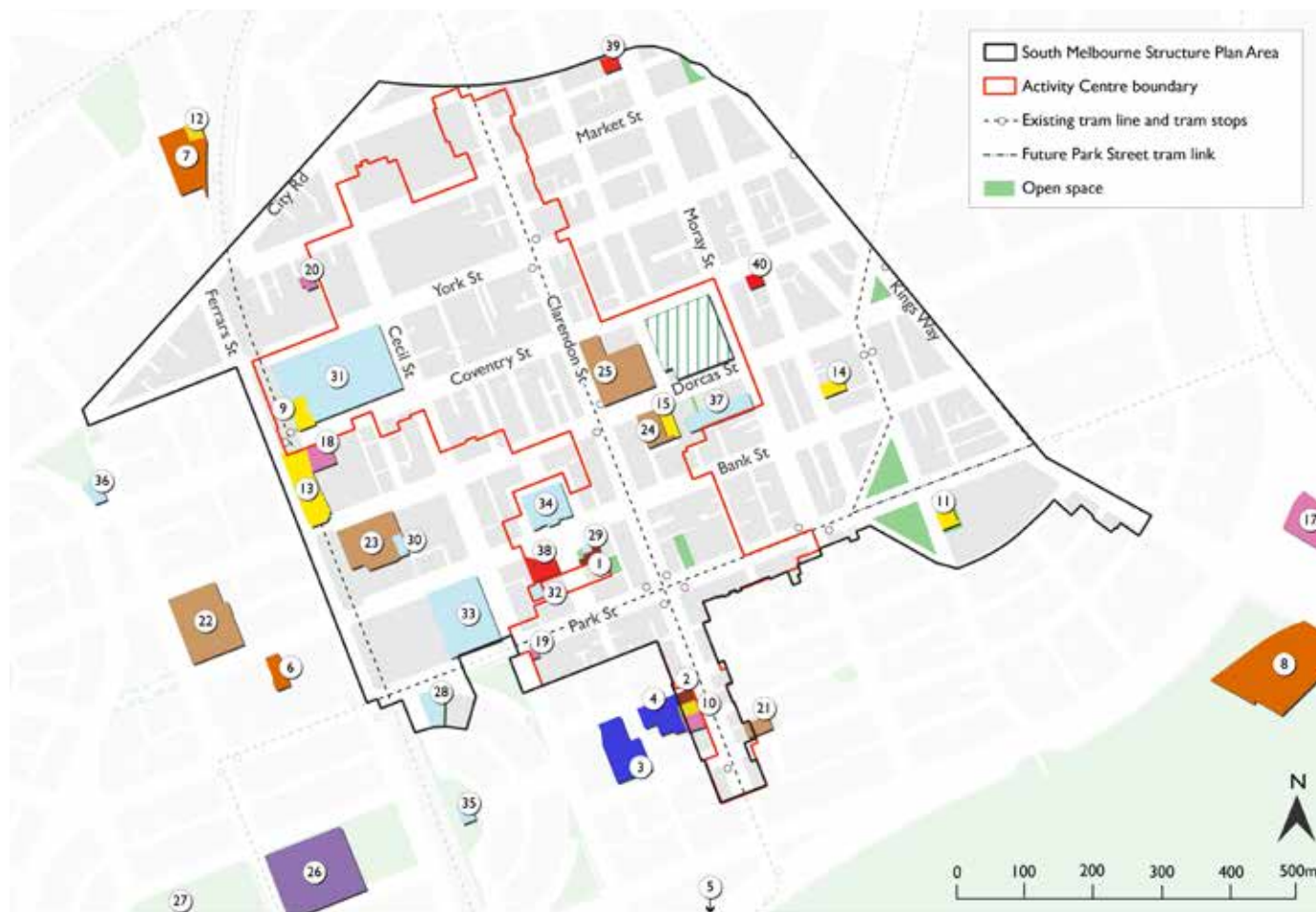


Figure 50 – Community Infrastructure servicing South Melbourne

- Community, Arts & Cultural Infrastructure**
 - 28 South Melbourne Community Centre
 - 29 Port Phillip Heritage Centre
 - 30 Port Phillip Men's Shed
 - 31 South Melbourne Market
 - 32 Foundry Site Park Community Garden
 - 33 Park Towers Reserve and Community Garden
 - 34 South Melbourne Town Hall
 - 35 South Melbourne Memorial Hall (Hellenic RSL)
 - 36 Sol Green Community Centre
 - 37 Skinners Adventure Playground
- Emergency Services**
 - 38 South Melbourne Police Station
 - 39 Southbank Police Station
 - 40 Ambulance Victoria
- Emerald Hill Health and Housing precinct

8.2 Access to arts, culture and libraries

The Port Phillip brand is heavily entwined in arts and culture and this is something Council and the community are proud of and are determined to retain and grow. The City's inclusive definition of arts and culture includes visual art, design, literature, contemporary art and performance, live music, digital and screen media, festivals and events – anything that involves creativity and vibrancy. To this end, the *Creative and Prosperous City Strategy 2023–2026* is designed to deliver on the Vibrant Port Phillip Strategic Direction of Port Phillip's *Council Plan 2021–31*. It contains actions to:

- As part of the South Melbourne Structure Plan, investigate opportunities to protect and advance South Melbourne as a creative industries cluster (Action 17).
- As part of the South Melbourne Structure Plan, explore opportunities to create a Collingwood Yards Arts Precinct type model for the Emerald Hill Precinct (Action 26).
- Continue to use markets, such as the Esplanade Market and South Melbourne Market as a key activation of public space, as a local asset and visitation attraction, and opportunity for local artists, creators and business (Action 35).

Arguably one of South Melbourne's grandest buildings, the South Melbourne Town Hall on Bank Street contributes a

sense of civic pride to the community. It is currently undergoing extensive renovations to address structural integrity and ensure it is safe for future use.

The Australian National Academy of Music (ANAM) has been the major tenant of the South Melbourne Town Hall since 1996, following an agreement reached by the City of Port Phillip and the Victorian Government. A range of other arts, cultural and community organisations have, until recent years, occupied other parts of the building.

Council decided, at the 15 March 2023 Council Meeting, to award the lease of the South Melbourne Town Hall to the Australian National Academy of Music (ANAM). The lease seeks to:

- Secure ongoing use of the South Melbourne Town Hall as a cultural hub
- Support its restoration, renewal and ongoing maintenance
- Over time, boost use and visitation.

The 35-year lease does not commence unless ANAM invests \$20.5 million into the building, and the rent it is required to pay is linked to achieving specified performance targets – to support building safety and insurance, conservation and community access.

Opposite the South Melbourne Town Hall is the Emerald Hill Library and Heritage Centre, supporting community access to arts and culture. Libraries are viewed as safe spaces for the community to access computers and Council services. For the Emerald Hill Library, this is particularly the case for public housing residents

and people who are homeless, as these groups may have limited access to the internet. The Emerald Hill Library offers services such as iPad lending and a homework club, enabling the community to connect to the latest technology, learn something new, ultimately building stronger relationships within the community.

Consultation on the *Library Action Plan 2021–26* indicated that people want spaces that are beautiful and help people to build connections, responsive programming, a great library collection and future oriented technology. Community members want their libraries to be more dynamic and for ageing infrastructure to be upgraded.

Emerald Hill Library is relatively small, with an area of 750–800 square metres. By comparison, St Kilda Library is much larger, with a floor area of 2,000 square metres. Emerald Hill Library is located within a heritage building shared with the Emerald Hill Heritage Centre, meaning future extensions to provide additional space are unlikely.

However, should the construction of a new police station in Dorcas Street proceed, there is an opportunity to investigate the future use of the current South Melbourne Police Station in Bank Street. As there are limited opportunities to expand the size of the Emerald Hill Library, the current South Melbourne Police Station could overcome this



limitation and increase the provision of gathering spaces in South Melbourne.

This highlights the opportunities to activate this part of South Melbourne, rejuvenating its traditional civic heart.

8.3 Children's Services

South Melbourne has good access to early years services, with the following services:

- Coventry Street Children's Centre
- Clarendon Street Children's Centre
- Neighbourhood House Children's Centre
- Lilian Cannam Kindergarten
- Koolin-Ngal Family Centre
- Barring Djinang Kindergarten, which is co-located with South Melbourne Primary School).

Council's *Every Child, Our Future Children's Services Policy*, guides the planning and provision of Children's Services and contains directions to:

- Provide more certainty for community-managed services with longer leases
- Improve information for families about the children's services available in Port Phillip
- Clearer and transparent funding agreements with community-run childcare, kindergartens, toy libraries and playgroups
- Establish a stronger focus on helping children access natural environments.

8.4 Access to education

While there are no primary or secondary schools in the Structure Plan Area, South Melbourne is well serviced by schools including:

- South Melbourne Park Primary School
- Galilee Regional Catholic Primary School
- South Melbourne Primary School
- Albert Park College
- MacRobertson Girls High School
- Montague Continuing Education Centre.

The proximity of schools to the Structure Plan Area reinforces the need to improve pedestrian and bicycle paths, ensuring access to schools is as convenient and safe as possible.

In addition to primary and secondary education, a number of tertiary education providers are located in South Melbourne, including within the Structure Plan Area. Fishermans Bend will be home to a new campus of The University of Melbourne, in the National Economic and Innovation Cluster located north of the West Gate Freeway in the City of Melbourne. As this campus is developed, South Melbourne will provide an attractive location for a variety of professionals and students.

South Melbourne's strategic location near Melbourne's CBD, coupled with its excellent public transport network

facilitates easy access to universities and other tertiary education providers. The Metro Tunnel project under construction will only improve access, providing a direct connection from the new ANZAC Station located just of the Structure Plan Area on St Kilda Road.



8.5 Emerald Hill Health and Housing precinct

Homes Victoria is preparing a master plan to revitalise the Emerald Hill Court public housing estate bound by Dorcas, Moray, Coventry and St Luke streets.

The master plan will focus on improvements including new housing, ground-floor uses which respond to local needs, improved connections around the site, and better green and shared spaces.

The master plan aims to improve outcomes for Emerald Hill residents and the broader South Melbourne community by planning for:

- Future development of social and affordable homes for more Victorians
- New community facilities and ground-floor uses
- New movement pathways and improved open and green spaces.

The master plan boundary includes Skinners Adventure Playground, which is owned by the City of Port Phillip. Opportunities to improve the layout and interface to meet future community needs will be explored. The City of Port Phillip is not disposing of Skinners Adventure playground. It will remain accessible to the community. The City's 10-year financial plan allocates funds towards upgrading Skinners Adventure Playground. In this way, there are opportunities for the City to collaborate with Homes Victoria to seek the best possible outcome for the community.

Homes Victoria will also deliver Stage 1 of the Emerald Hill Big Housing Build which will integrate new social and affordable housing with a community hospital.

As part of Stage 1, Homes Victoria will build at least 70 new homes and include ground floor uses and better open spaces. The site will also accommodate a new Emerald Hill Community Hospital that will be operated by Alfred Health in partnership with Star Health and will provide tailored health services to meet the community's needs.

The Emerald Hill Health and Housing precinct is being delivered by Homes Victoria and the Victorian Health Building Authority. Construction will start in 2023.

This Structure Plan confirms the City's support for retaining, upgrading and increasing the provision of social and public housing.



Directions for the South Melbourne Structure Plan

- Continue to plan for the provision of community infrastructure and services required for the increased population and projected demographic change for South Melbourne.
- Work with all organisations that influence the provision and delivery of community infrastructure in South Melbourne.
- Explore how the public realm and public spaces can support the provision of and access to community infrastructure, arts, culture and libraries.
- Work with Homes Victoria and the Victorian Health Building Authority to deliver the Emerald Hill Health and Housing Precinct master plan.

9. Built Form and Building Design

South Melbourne's buildings are characteristic of a classical inner-city, mixed-use neighbourhood developed from the mid nineteenth century onwards. With a diversity of building types, architectural styles, and ages, South Melbourne activity centre supports a wide range of land uses including residential, retail, civic and community, commercial and office, light industrial, warehousing. Given this context, this chapter addresses matters relating to built form and building design, including existing planning requirements and that matters new planning requirements will need to consider.

Further information about built form and building design is contained in the *South Melbourne Built Form Review*, (Hodyl & Co, August 2024). Matters addressing how heritage interacts with built form and building design is in *Built Form Review: South Melbourne Major Activity Centre & Employment Precincts Heritage Built Form Analysis & Recommendations* (GJM Heritage, June 2023).



Apartment Building



Victorian weatherboard cottages



Late 20th century light industrial



Victorian retail terrace



Victorian terrace housing



Contemporary commercial infill



Victorian retail



Civic building



Victorian corner shop



Victorian hotel

9.1 Defining character elements

Identifying the features that give South Melbourne its character is critical to maintaining its vibrancy and role as a Major Activity Centre and Enterprise Precinct, supplemented by the Kings Way Mixed Use Corridor.

Building diversity

Buildings in South Melbourne are characteristic of the architectural styles and development patterns of an inner-city, mixed-use neighbourhood developed from the mid-nineteenth century onwards. Building styles and types found within the Structure Plan Area include:

- Victorian and Edwardian era shop residences, larger retail stores, banks and pubs
- Early 20th century factories and warehouses in the northern section
- Mid-20th century walk-up and high-rise public housing at Park Towers and Emerald Hill Court
- Mid-rise commercial development since the 1970s in the northern section
- Residential and mixed-use development since the 1970s with growing demand for living in the inner-city
- Office development since the 1980s along Kings Way.

The different uses across the Structure Plan Area further contributes to South Melbourne's diversity, supported by the zones shown in Figure 5.



Victorian neo-gothic commercial



Late 20th century office building



Large format commercial building



Victorian worker's cottages



Mixed use SOHO building



Commercial infill building



Spanish mission civic building



South Melbourne Market



Commercial office - 2 storey

The diversity of South Melbourne's buildings provides a mix of scales, tenure and land uses including housing, employment and retail.

Heritage

The Structure Plan Area includes heritage precincts and places, with many buildings of state significance. Heritage overlays apply to the Emerald Hill Residential Precinct (HO440) and the City Road Industrial Heritage Precinct. Individual heritage overlays apply to several buildings within the Structure Plan Area. Buildings on the Victorian Heritage Register and predominantly located in the south-west of the Structure Plan Area. Heritage is addressed in further detail in Chapter 10.

Street wall heights

Within South Melbourne's commercial and retail areas buildings are mostly constructed to the front boundary at a height of one to three stories creating well defined and a highly consistent 'street wall'. This characteristic helps shape the urban character people think of when they visit South Melbourne. It varies from 'very strong' in the retail core, where the street wall defines view corridors to 'medium' in the commercial areas.

Street wall heights in the Structure Plan Area are generally one to two storeys. Areas such as the southern end of Clarendon Street, particularly on the western side between Dorcas Street and Park Street, have a highly consistent street wall reflecting the 19th century development patterns. Other parts of the Structure Plan Area have a less consistent street wall height. A number of heritage hotels, banks and larger retail stores located on corners or mid-block have increased street wall heights.

There are examples of recently completed developments and current planning applications with taller street walls to the 30 metre wide main streets, but also to more narrow streets.

The ratio between the height of street walls and the width of streets is generally low across the majority of the Structure Plan Area. On the 30 metre wide main streets the ratio is generally 1:3 (street wall height to street width) and can be as low as 1:10. The 12 to 28 metre wide regular streets generally have a ratio of 1:2 while the narrow streets and laneways can have ratios of 2:1 or higher.

Across the wider Structure Plan Area, these ratios result in a lack of building enclosure to the street. With upper levels of development setback from the street frontage, the connection between building occupants and street life is reduced. This can impact passive surveillance and the sense of activity within an urban environment. While it is important to respond to the street wall heights of heritage buildings, as well as providing appropriate sunlight access, sky views and clear site lines to landmarks, a low street wall height in combination with upper-level setbacks can result in more of the building mass being pushed deeper within the site with the potential for poor design and amenity outcomes.



Interfaces

The patterns of development, different land uses, diverse building types and surrounding context has resulted in a variety of interface conditions in the Structure Plan Area, namely a transition to low rise residential areas and interfaces with key main roads that surround the Structure Plan Area.

Transition to low rise residential areas

Streets and laneways generally form the interface between land uses that allow for higher density development and areas of low rise residentially zoned land. The 'buffer' provided by streets and laneways can assist in two ways. Firstly, these buffers can achieve better building separation to ensure good access to daylight and outlook. Secondly, these buffers manage the transition between areas of higher and lower development to provide an appropriate change in the scale and height of buildings.

Surrounding streets and roads

Kings Way, West Gate Freeway, City Road and Ferrars Street present challenging interfaces to the eastern, northern and western edges of the Structure Plan Area. Pedestrian amenity is diminished by traffic, noise and emissions. There is generally limited street tree planting although this increases on City Road and Ferrars Street. To the north of the West Gate Freeway, higher density

development in Southbank can result in towers overshadowing parts of the Structure Plan Area.

Lot sizes

Reflecting the diverse character of the Structure Plan Area, lot sizes are highly varied, illustrated by Figure 51. A significant number of lots are under 500 square metres with many of these being less than 150 square metres. Lots between 500 and 5,000 square metres are dispersed across the Structure Plan Area with the majority found in the north-west. Lots greater than 5,000 square metres comprise the South Melbourne Market and public housing sites.

Site coverage

There are high levels of site coverage across the Structure Plan Area within the private realm. This results in a lack of canopy trees, deep soil zones, greening at ground level and permeable surfaces exacerbating impacts of the urban heat island effect, intense rainfall events and flooding. High site coverage also places more pressure on the public realm to provide streets and spaces that respond to the climate emergency.

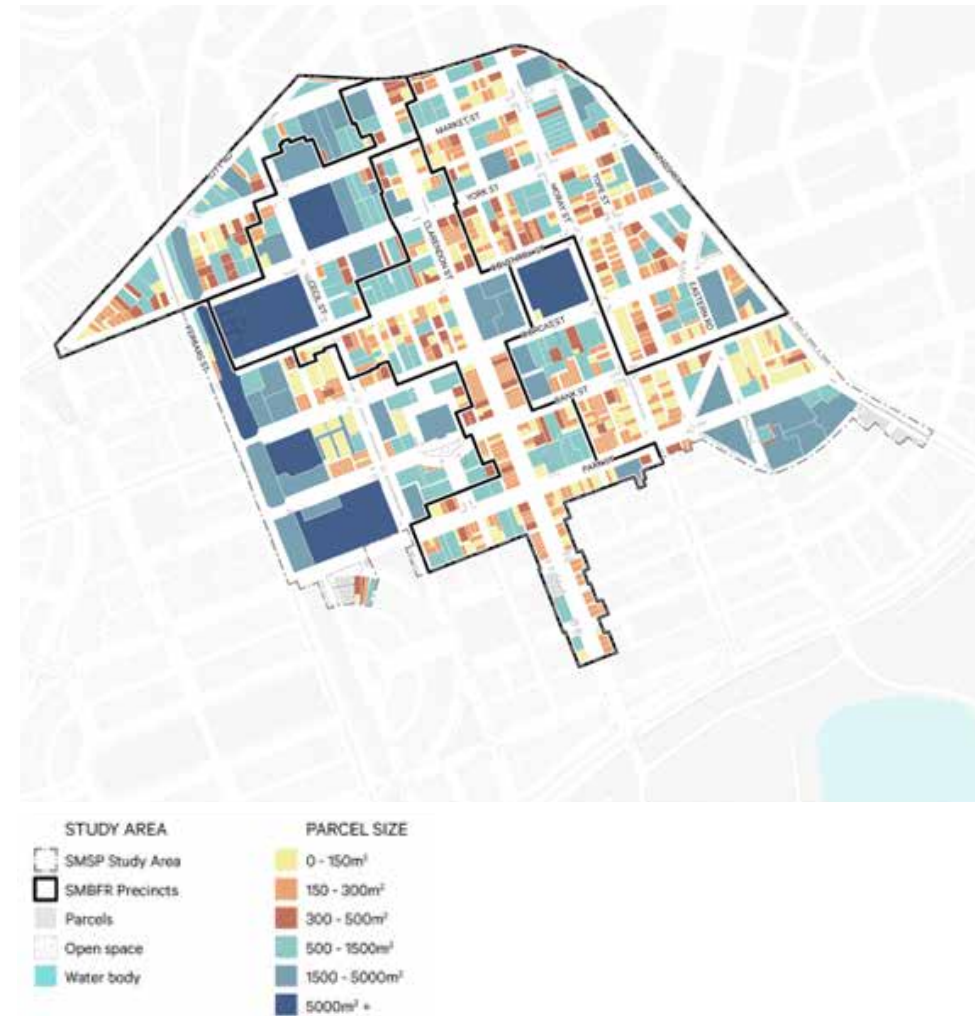


Figure 51 - Map showing the highly varied lot sizes within the Structure Plan Structure Plan Area (Hodyl & Co, August 2024).

9.2 Review of Design and Development Overlay 8

The current planning requirements for land in the Structure Plan Area are mostly contained in Design and Development Overlay Schedule 8 (DDO8) – South Melbourne Central at Clause 43.02 of the Port Phillip Planning Scheme. Design and Development Schedule 16 (DDO16) applies to the Spotlight Centre/South Melbourne Central Shopping Centre and seeks similar design outcomes to those contained in DDO8.

DDO8 came into effect in 2008 when it was implemented by Amendment C52 to the Port Phillip Planning Scheme and was updated in 2012 by Amendment C102.

Assessment of development over the last 15 years has provided lessons on how the outcomes sought by DDO8 and DDO16 have been delivered. New approaches to building design have also emerged, which are important for the Structure Plan to consider. Importantly, these approaches include State Government changes to how planning policy, requirements and controls are drafted in planning schemes, seeking to modernise planning schemes, along with improving their usability, clarity and efficiency. A summary of these issues follows.

‘Wedding Cake’ typology

Recent development can be characterised by buildings with multiple upper-level setbacks, referred to as a ‘wedding cake’, within the Structure Plan Area. This is the result of a combination of

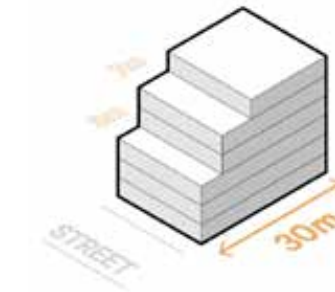
precinct wide design objectives and sub-precinct built-form controls which seek to protect sunlight access to footpaths and limit the visual impact of upper floors when viewed from the opposite side of the street.

The built form controls (street wall height, sunlight access, upper-level setbacks and views from the opposite side of street) have created a permitted building envelopes that facilitate these wedding cake buildings. Such outcomes are exacerbated on larger sites which can accommodate additional height, resulting in further upper-level setbacks. Where a proposal exceeds the preferred minimum height, complying with the requirements for sunlight access to footpaths and diminished views of upper floors also results in wedding cake developments.

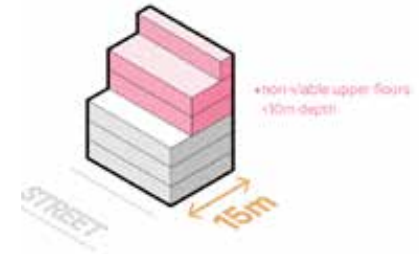
Design issues associated with these types of buildings include and shown in Figure 52:

- Awkward and inefficient floor plate layouts
- Poor internal amenity
- Environmentally unsustainable building designs
- Increased construction costs
- Poor architectural design outcomes
- Designs that are not responsive to neighbourhood character.

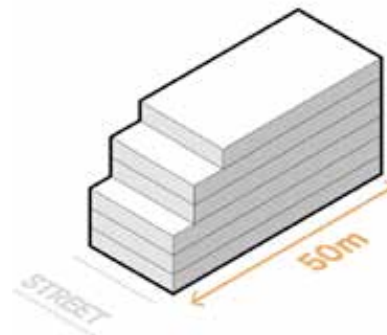
The South Melbourne Structure Plan provides an opportunity to update planning requirements that facilitate buildings that showcase quality design and strengthen South Melbourne’s valued character.



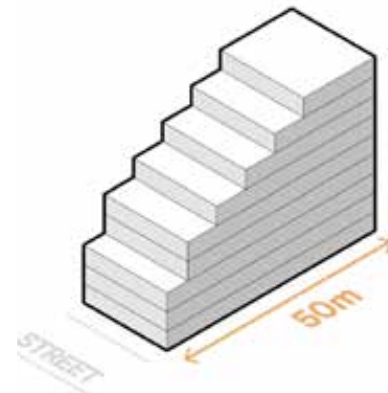
General example of a development under the current DDO8 built form controls, with a 3 storey street wall, levels 4 and 5 setback 5m, and level 6 setback a further 7m.



On sites with limited depth, the controls can result in upper level floor plates that are not viable for development.



On deeper sites, it is common to fill the available planning envelope which has resulted in buildings with significant bulk, limited outlook and poor internal amenity.



As development under DDO8 ‘should not exceed’ the relevant building height (discretionary rather than mandatory), buildings on deeper sites can contribute to stack additional upper levels with further setbacks. This results in massing that resembles a wedding cake, increased visual bulk and inefficient floorplates.

Figure 52 – Diagrams showing a general example of how the planning envelope controls in DDO8 and the depth of sites impacts development outcomes (Hodyl & Co 2024).

Setback requirements makes building to permitted height unfeasible

There are inconsistencies between the required built-form controls and their ability to deliver on the preferred character and design objectives of the sub-precinct. Sub-precinct 9 contains terminology which seeks to deliver tower typologies. However, the built form controls include a mandatory 12m setback-requirements which renders tower developments to the permitted height unlikely for the many sites, especially smaller sites. These impacts are attributable to most smaller sites within South Melbourne.

Detailed articulation and varied streetscape frontages

There is a lack of policy guidance in respect to the delivery of fine grain development within South Melbourne. For lower intensity developments on smaller sites, the provision of active frontages is usually provided for. However, with an increase in higher intensity and taller developments on smaller sites, their frontages are increasingly dedicated to services, resulting in a bland ground floor and public realm interface. The proliferation of developments of this kind can have a significant impact on the preferred character sought by DDO8 and will not achieve a high quality public realm with particular emphasis on pedestrian friendliness and active street frontages.

Recent development activity

Figure 53 provides a summary of the overarching trends in building heights based on the assessment of 56 development applications that were under consideration, approved constructions or recently completed.

LARGER LOTS	SMALLER LOTS
We assessed 56 approved applications of three storeys or more covered by Design and Development Overlay 8 (DDO8) that are not within a Heritage Overlay	
For applications on sites greater than 650 sqm (the top 30% by site area)	For applications on sites less than 390 sqm (the median site area)
11 out of 17 (65%) exceeded the height in storeys in DDO8	16 out of 29 (55%) were under the height in storeys in DDO8
2 applications were of an equivalent height in storeys to DDO8	4 applications were of an equivalent height in storeys to DDO8
The majority of applications that exceeded the height in storeys did so by 2-4 storeys	The majority of applications that were under the height in storeys ranged from 2-3 storeys
At 10 storeys, 108-120 York Street is double the 5 storey height in DDO8-2B	

Figure 53 – Summary of overarching trends from an analysis of recent development activity within the Structure Plan Structure Plan Area (Hodyl & Co 2024).

9.3 Delivering good design for Future South Melbourne

Good design responds to the local context, respecting site-specific environmental, social, and cultural conditions that shape each place.

Good design creates high-quality environments, for people to live, work and play. Good design is not just about aesthetics, but focuses on the performance of buildings and places to support a good quality of life. Good design results in sustainable and inspiring places, and provides lasting value for generations to come.

To guide good design in South Melbourne, the *South Melbourne Built Form Review* (Hodyl & Co, August 2024), proposes four design objectives. These design objectives describe the good design outcomes that new development should achieve to ensure that South Melbourne is a vibrant place, including to:

1. Ensure development is responsive to the local context and character
2. Contribute to engaging and walkable precincts
3. Provide high-amenity housing and workplaces
4. Integrate climate responsive design

Underpinning these objectives is guidance in the *South Melbourne Built Form Review* on how the objective could be achieved.

The *South Melbourne Built Form Review* also articulates:

- How good design can be delivered in higher density neighbourhoods by using a density control or floor area ratio (FAR).
- How to deliver sunlight to streets and parks, as well as a 'human-scaled' street experience by setting appropriate street wall heights, building heights and upper level setbacks.
- How to deliver good internal amenity through the orientation of primary outlook, appropriate building separation and floor to floor heights.

In doing so, it supports the strategic basis for new planning controls for the Structure Plan Area, along with specialist heritage input from GJM Heritage.

The built form testing, mapping and 3D modelling undertaken to inform the proposed planning controls demonstrate how good design outcomes can be achieved in South Melbourne, which reflect contemporary best practice and address issues identified in the review of existing controls contained in DDO8.

Providing greater development certainty

Analysis of planning requirements have demonstrated that they have in many situations resulted in poor design and inefficient outcomes, and lack necessary clarity and consistency which contributes to uncertainty. A new structure plan provides an opportunity to introduce



planning controls based on Floor Area Ratios, which are the best tool to guide densities in South Melbourne and ensure development positively contributes to its valued character.

A FAR is a measure that represents the density of a building (or buildings) within a specified area of land. It is expressed as a ratio between the amount of Gross Floor Area (GFA) that can be developed and the area of a site. For example, with a FAR of 4:1, the GFA that could be developed on a site of 1,000 square metres would be 4,000 square metres which is four times the site area. FARs are used with other building envelope controls such as street wall heights, upper level setbacks, building separation and building heights. The use of FARs with other controls can be tailored to specific areas to ensure buildings are responsive to the context as well as providing for greater flexibility or diversity of design outcomes. This is related to the use of mandatory and discretionary controls.

Figure 54 illustrates different outcomes that could be delivered with a FAR of 4:1. The examples illustrate why a FAR should also be paired with other built form controls, such as discretionary heights and setbacks need to be provide a level of design flexibility that is appropriate for the context

A summary of the different built form design outcomes and relationship to the design objectives for South Melbourne is set out Figure 55. The design flexibility of a Floor Area Ratio control as well as providing appropriate building

separation will have a significant impact on achieving the design objectives.

Guiding place-specific outcomes for South Melbourne

When combined, DDO8 and DDO16 currently comprise eleven precincts, adding to the complexity of assessing planning permit applications in South Melbourne. To counter this and enable the delivery of place-specific outcomes for South Melbourne, the *South Melbourne Built Form Review* proposes consolidating the number of precincts from ten to four, shown in Figure 56:

1. Clarendon Street Precinct
2. Market Precinct
3. Enterprise Precinct East
4. Enterprise Precinct West

For each precinct, a character statement has been prepared which briefly describes the elements of an area that make it distinctive. It identifies valued existing characteristics and outlines the preferred future character by describing the desired appearance of the precinct in the future.

Residential areas in the Structure Plan Area are generally not included in a precinct because they are anticipated to experience limited change due to inclusion in the Heritage Overlay and smaller lot sizes.

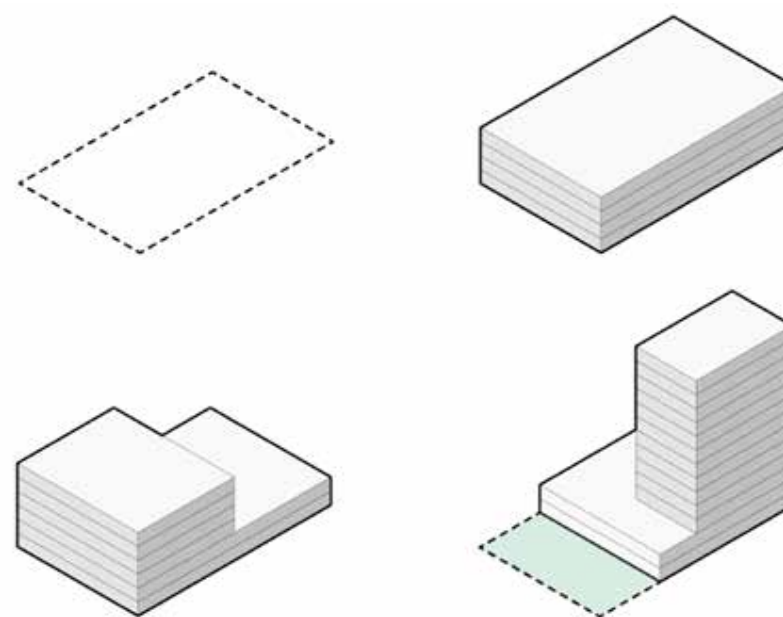


Figure 54 – General example of how a FAR of 4:1 can result in different design outcomes based on relationship with other built form controls including building height, street wall heights and setbacks (Hodyl & Co 2024).

	Floor Area Ratio	Building heights	Street wall heights	Upper level setbacks	Building separation
Design objective 1: Ensure development is responsive to the local context and character	●	●	●	●	●
Design objective 2: Contribute to engaging and walkable precincts	●		●	●	
Design objective 3: Provide high-amenity housing and workplaces	●				●
Design objective 4: Integrate climate responsive design	●				●

Figure 55- Summary of the different built form design outcomes and relationship to the design objectives (Hodyl & Co 2024).

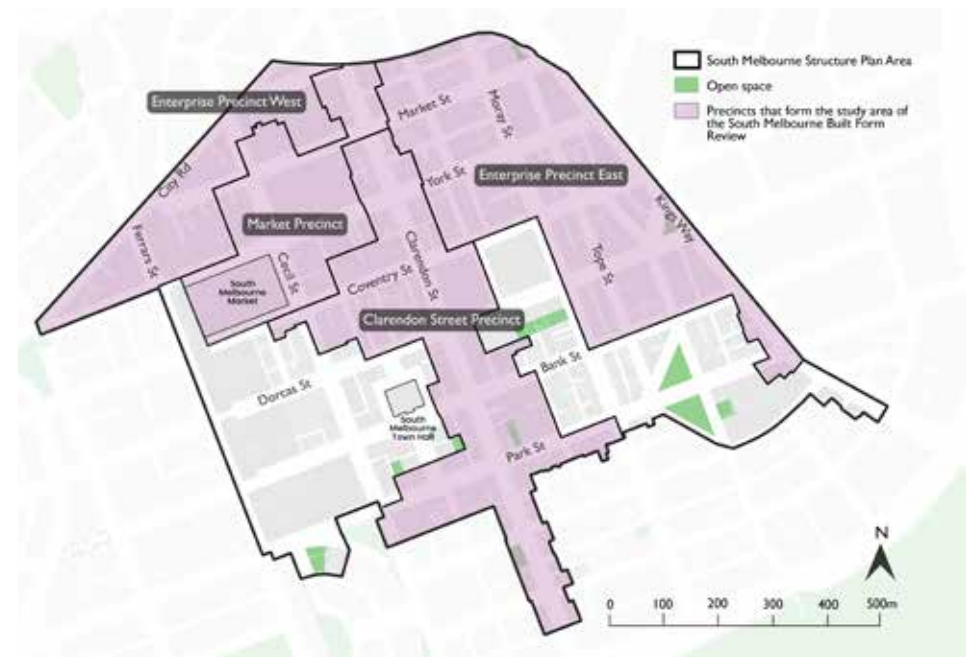


Figure 56 - Map showing the proposed precincts that are the focus of the Built Form Review.

The character statements and precinct boundaries were determined by considering the following:

- Role of South Melbourne
- Streets and public spaces
- Existing buildings and land use
- Heritage
- Sunlight
- Size of blocks and land parcels
- Access and movement
- Vistas and views.

With respect to built form and building design, the South Melbourne Structure Plan will use the recommendations contained in the *South Melbourne Built Form Review* (Hodyl & Co, August 2024) and *Built Form Review: South Melbourne Central Heritage Built Form Analysis & Recommendations* (GJM Heritage, June 2023) to formulate new planning requirements for the Structure Plan Area.

Directions for the South Melbourne Structure Plan

- Ensure planning controls support a vibrant South Melbourne including to:
 1. Ensure development is responsive to the local context and character
 2. Contribute to engaging and walkable precincts
 3. Provide high-amenity housing and workplaces
 4. Integrate climate responsive design that addresses the climate emergency and increased flood risk.
- Identify new planning controls (including Floor Area Ratios) that:
 - Provide certainty around new development in South Melbourne, while maintaining South Melbourne's diversity of building types and land uses.
 - Deliver sunlight to streets and parks, as well as a 'human-scaled' street experience by setting appropriate street wall heights, building heights and upper level setbacks.
 - Deliver good internal amenity through the orientation of primary outlook, appropriate building separation and floor to floor heights.
- Ensure new planning controls can provide diverse housing and workspaces to strengthen South Melbourne's role as a Major Activity Centre and Enterprise Precinct and support its transition to a 10-minute neighbourhood.
- Use character precincts and character statements to guide new development by describing distinctive elements of precincts, identifying valued characteristics and define future character, preserving South Melbourne's point of difference and distinct character compared with neighbouring areas.
- Explore how new planning controls can create opportunities for public realm improvements that increase South Melbourne's vibrancy, improve accessibility and encourage ongoing public and private investment.

10. Heritage

Heritage forms an important part of South Melbourne's identity and story. South Melbourne and the broader City of Port Phillip has an important First Nations' history to be valued and celebrated. Similarly, many of South Melbourne's buildings are of heritage significance, several of State and National importance, with decorated, visually rich architecture. These matters are discussed in this chapter, primarily informed by:

- *Yalukit Willam: The River People of Port Phillip*, 2014, written by local historian Meyer Eidelson for the City of Port Phillip
- *City of Port Phillip Planning Scheme Audit Report* (City of Port Phillip, May 2018)
- Port Phillip Planning Scheme
- *South Melbourne Heritage Study* (Trethowan, May 2023)
- *Built Form Review: South Melbourne Central Heritage Built Form Analysis & Recommendations* (GJM Heritage, June 2023).

10.1 First Nations heritage

Before the arrival of Europeans in 1835, the City of Port Phillip was occupied by the people of the Kulin Nations. The local area has changed vastly since European occupation but it was once a kind of 'temperate Kakadu' surrounded by sea, river, creeks, lakes and lagoons. Between the sea and the river was

a score of wetlands surrounded by dunes, heath, woodlands, salt marsh and beach. Emerald Hill, now the site of South Melbourne Town Hall, which was a significant local site to engage in ceremonies and trade.

First Nations' cultural values can be found in places of memory, ceremony and spirituality, stories and landmarks, archaeological sites, natural waterways and landforms and scarred trees. These values and perspectives can be adapted into the modern environment, through artistic expression, landscape design and architecture. Other outcomes can be more interactive, by creating public meeting and ceremonial spaces, cultural facilities and interpretive signage.

Engagement as part Phase 1 and Phase 2 of this project highlighted a strong need to better recognise the rich First Nations' history of the South Melbourne area. The need to better recognise First Nations' heritage is also acknowledged in the *South Melbourne Structure Plan Discussion Paper* (City of Port Phillip August 2022) as well as the *Emerald Hill Master Plan* (City of Port Phillip, 2012), focused on the South Melbourne Town Hall and surrounds. This is reinforced by *Plan Melbourne 2017-50* (Victorian Government 2017), which provides policy support for development to reflect and celebrate cities and towns as indigenous places.

Similarly, the *City of Port Phillip Planning Scheme Audit Report* (May 2018) recognises that "there is an opportunity for Council, through planning and place-



making to meaningfully engage with Indigenous communities to influence design outcomes and reflect indigenous values". A first step towards this is introducing new local policy as part of Amendment C203port to the Port Phillip Planning Scheme that contains strategies to:

- *Support interpretive infrastructure for sites and areas of Aboriginal cultural heritage.*
- *Encourage use of indigenous plant species in rehabilitation works on Aboriginal archaeological or cultural sites.*
- *Support urban design and development that reflects Aboriginal stories, values and perspectives in the built and natural environment.*

Therefore, the South Melbourne Structure Plan provides an opportunity to implement these broader strategies within a more local, place-based context. Both the *South Melbourne Heritage Study*, (Trethowan, May 2023), and *Built Form Review: South Melbourne Central Heritage Built Form Analysis & Recommendations* (GJM Heritage, June 2023) acknowledge and confirm the importance of First Nations' heritage to South Melbourne and the City of Port Phillip.

10.2 Post-contact heritage

Context

South Melbourne is an important civic and commercial centre with a diverse built form ranging from modest Victorian-era shop/residences and houses to large scale post-war public housing estates. It housed the civic, commercial, retail and manufacturing activities of the former City of South Melbourne and this history is reflected in the State and local heritage-listing of its commercial high streets, grand public buildings, hotels, churches, factory buildings and intact terraced housing. In particular, Clarendon, Coventry and Park streets are highly consistent and provide visually cohesive heritage streetscapes.

Typically, the heritage buildings on Clarendon, York, Park and Dorcas streets are two-storey shop/residences built between the late nineteenth and mid-twentieth centuries. A number of prominent corner hotels built at this time are located on street corners. The two-storey scale varies with a smaller number of single- and three-storey buildings. Rear or service wings remain on some buildings, visible from rear laneways or side streets. The heritage buildings within the Structure Plan Area are predominantly constructed from brick and are generally rendered and painted with hipped or gabled roof forms clad in corrugated steel. As well as early shop/residences and the former industrial



Figure 57 – South Melbourne contains significant heritage precincts and places included in the Heritage Overlay and the Victorian Heritage Register.

buildings mostly to the north, the Structure Plan Area contains a number of substantial civic and institutional buildings including South Melbourne Town Hall, the former South Melbourne Post Office, South Melbourne Court House and Police Station and St Luke’s Anglican Church.

Figure 57 shows where the Heritage Overlay is applied within the Structure Plan Area , in addition to the location of places listed on the Victorian Heritage Register. Most heritage places in South Melbourne are either included in Heritage Overlay 440 (HO440) (Emerald Hill Residential Precinct) or Heritage Overlay 4 (City Rd Industrial Area), with other places recognised in an individual Heritage Overlay.

Gaps

Despite good coverage of the Heritage Overlay in South Melbourne, gaps do exist in the Heritage Overlay. Many of these places are identified in the City of Port Phillip Neighbourhood Character Map December 2021, which is an incorporated document forming part of the Port Phillip Planning Scheme. These places are identified in the Neighbourhood Character Map as being ‘Contributory outside of Heritage Overlay’, meaning they may be of heritage significance, however are not in the Heritage Overlay.

The South Melbourne Heritage Study, (Trethowan, May 2023) makes a number of recommendations to address heritage gaps in South Melbourne. It recommends that the sites in Figure 58 be included in

Industrial/Commercial
Warehouse, 167–173 Coventry Street
Former Coca Cola Factory, 82–86 Clarke Street
Former Factory, 49–55 York Street
Former Star Hotel (now Hotel South Melbourne), 152 Clarendon Street
Additions to Existing Heritage Overlay 440
Former Stables or Warehouse, 2 Alfred Place
Former Stables or Warehouse, 31 Ross Street
Shops, 214–216 & 220 Clarendon Street
Terrace House, 221 Moray Street

Figure 58 – Places recommended to be included in the Heritage Overlay, *South Melbourne Heritage Study*, (Trethowan, 2023).

the Heritage Overlay as their significance warrants heritage protection. Some places are recommended to be included as standalone heritage places, whereas others are recommended to be included in the HO440.

Residences
City Edge Complex, 89 & 99 Eastern Road and 36A & 58A Napier Street
110 Bank Street
151–155 Dorcas Street
68–70 Market Street
Corner shops
108 Bank Street

Built form parameters

As a Major Activity Centre and Enterprise Precinct with a supplementary Mixed Use Corridor, South Melbourne is experiencing significant development pressure that is expected to continue. However, it will be important for future development to give appropriate consideration to the heritage values within South Melbourne to avoid adversely affecting them.

To identify these heritage values from a built form and building design perspective, a thorough analysis is presented in *Built Form Review: South Melbourne Central Heritage Built Form Analysis & Recommendations* (GJM Heritage, June 2023). This report identifies the typical building typologies found within the Structure Plan Area and describes the features that contribute to that building typology's heritage significance. While further detail is provided in GJM's report, the following subsections summarise the heritage building typologies identified by GJM.

Heritage building typologies

Shop/residence

This is where a shop is found at the ground level and a residence is above. The shop/residence typology is found mostly on Clarendon Street and Park Street. Subsets of the shop/residence typology include:

- Victorian shop/residence
- Edwardian shop/residence
- Corner shop/residence.

Commercial buildings

Commercial buildings are often prominently located on corner sites to attract attention, are found in throughout the Structure Plan Area and include the following subsets:

- Commercial single storey
- Corner commercial
- Large commercial
- Large commercial corner
- Corner hotel modest
- Corner hotel elaborate.

Industrial buildings

Industrial buildings include factories, warehouses and commercial showrooms. These buildings are typically isolated from any specific heritage context. Sometimes, they may be identified as individual heritage places within mixed streetscapes. Subsets of the industrial building typology include:

- Industrial visible roof
- Large industrial visible roof
- Small industrial
- Factory/warehouse.

Residential buildings

There are a small number of residential buildings in the Structure Plan Area owing to the zoning and existing uses found in these precincts. Subsets of the residential building typology include:

- Residential single storey
- Residential double storey



Church/hall

The Structure Plan Area contains a number of churches and public halls demonstrating the social history of South Melbourne. These were constructed to serve a range of Christian denominations and religious groups.

Municipal-wide landmarks

Important municipal-wide landmarks include the Shrine of Remembrance, the South Melbourne Town Hall and Clarendon Street. For Clarendon Street, two key views are identified; to the north and the high-rise built form of Southbank and Melbourne's CBD and to the south along Clarendon Street towards Albert Park. Clause 15.01-IL-02 (Urban design of the Port Phillip Planning Scheme relating to 'Landmarks, views and vistas' contains policy and encourages new development to not adversely impact the visual prominence of municipal-wide landmarks.

Local landmarks

In addition to the municipal-wide landmarks included in policy, South Melbourne also includes buildings and structures that, through their location, scale, function and architectural form and detail, act as local landmarks. These buildings are frequently graded as 'Significant Heritage Place – inside HO' or subject to an individual Heritage Overlay. They serve as markers, wayfinding aids or landmarks in the local streetscape context due to their siting at key intersections, their scale or their historic uses within the surrounding streetscape.

Local landmarks comprise:

- corner hotel sites on main streets/ prominent corner sites, that are used for their original function
- prominent churches that are used for their original function
- prominent buildings that differ in scale, architectural style or (former) use to other buildings within a visually cohesive heritage streetscape or precinct
- taller buildings or landmarks located on land subject to the HO and are visible from multiple public realm viewpoints.

While these local landmarks do not warrant specific controls to protect specific view lines or vistas, it is desirable that they remain visually prominent within the streetscapes of Bank, Clarendon, Coventry, Cecil, Moray, Park and York streets.

Recommended approach

Following extensive analysis to identify heritage building typologies and their features, the GJM report recommends a series of built form parameters addressing specific development scenarios in South Melbourne. These built form parameters are recommended to ensure appropriate consideration is given to the heritage values within South Melbourne. They include:

- General recommendations for development within the Heritage Overlay.
- New infill development within

cohesive heritage streetscapes, typically applying to the rows of shop/ residences and commercial buildings found in Clarendon, Coventry, and Park streets that are included within the extent of HO440 – Emerald Hill Residential Precinct.

- New development on individual Heritage Overlay places that do not form a contiguous and consistent heritage streetscape. Within the South Melbourne typical examples include industrial buildings, church/halls and larger commercial premises, including corner hotels that are not within or abut a heritage precinct.
- Sites adjoining land subject to the Heritage Overlay, where New development on land not subject to the Heritage Overlay abutting heritage buildings should provide a suitable transition to lower-scale of heritage buildings.

Critically, these built form parameters support the findings and recommendations contained within *South Melbourne Built Form Review* (Hodgyl & Co, August 2024).

Directions for the South Melbourne Structure Plan

- There is an opportunity, through planning and placemaking, to meaningfully engage with the Traditional Owners to influence design outcomes and reflect First Nations' values.
- Address post contact heritage gaps by including places in the Heritage Overlay where they meet the threshold level of significance for inclusion.
- South Melbourne is experiencing significant development pressure that is expected to continue. With this, new development needs to be balanced with the identified cultural heritage of South Melbourne, so that these heritage values are not adversely impacted.
- Define the built form parameters that are needed to ensure the heritage values of the area are appropriately managed and protected, and that good heritage outcomes are being achieved in the context of new development.

11. Open space, recreation and public realm

Public space contributes to the liveability of the City and defines its unique sense of identity and place. It is open and accessible to people. It is essential to physical and mental wellbeing. It is where we meet our friends, exercise, play sport and relax. Public space is generally publicly owned and includes footpaths, urban plazas, parks, sportsfields and beaches.

The *Places for People: Public Space Strategy 2022-32* sets the vision and blueprint for the future of public spaces in the City of Port Phillip. It is one of Council's core strategies and delivers on the Liveable Strategic Direction of the *Council Plan 2021-31*. Therefore, this chapter provides additional context around open space and recreation matters for South Melbourne, complementing other chapters addressing the public realm in this report.

11.1 Open space

The *Places for People: Public Space Strategy 2022-32* identifies that the South Melbourne neighbourhood (an area larger than the Structure Plan Area) has 18 open spaces, making up 14 per cent of the total neighbourhood. This is lower than the City average of 17 per cent. While this neighbourhood has a diversity of much-loved open spaces, including Skinners Adventure Playground, Albert Park Reserve and St Vincent's

Gardens, one of the larger historical gaps in the open space network is within the Structure Plan Area, in the north-east of this neighbourhood.

Other public spaces include the retail streetscape of Clarendon Street as well as contributory spaces including South Melbourne Market, South Melbourne Park Primary School, South Melbourne Town Hall and Park Towers. Publicly accessible private spaces include two church grounds.

As Chapter 6 highlights, South Melbourne's street layout is made up of wide, well connected streets, many with excellent canopy cover and greening. Laneways also contribute to pedestrian permeability.

South Melbourne has a higher than average proportion of older people and family households with children, and lower proportion of residents aged between 18 and 34, compared to the rest of the City. This means that the existing excellent access to sporting and recreation facilities should be retained and the diversity of facilities for families and social facilities improved.

Given these factors, Places for People identifies these actions or key moves for South Melbourne, shown in Figures 59 and 60:

- Investigate the opportunity for two new open spaces (one in the South Melbourne Major Activity Centre and one in the South Melbourne Enterprise Precinct). Actions 54 and 55 of Places for People highlights that this is



Figure 59 – Council's *Places for People: Public Space Strategy 2022-32* identifies the need for new open spaces within the study, particularly north of Dorcas Street.

something for the South Melbourne Structure Plan to investigate

- Improve the quality and diversity of four existing open spaces (Ludwig Stamer Reserve, Sol Green Reserve, Eastern Reserve North and St Vincent Gardens)
- Increase the size of two existing open spaces (Sol Green Reserve and Eastern Reserve North) through reallocation of road space.
- Upgrade the Skinners Adventure Playground
- Improve pedestrian amenity in local streets through increased greening.

In investigating the opportunity for two new parks in South Melbourne, there are different ways that Council could explore to secure land for them, including:

- Land purchase
- Road closure
- Underused government land
- Development incentives.

The Public Space Strategy sets out how possible locations for new public open space will be assessed.

To ensure development contribute to the provision of open space, the Port Phillip Planning Scheme requires the payment of a 5 per cent Public Open Space Contribution (or 8 per cent in Fishermans Bend Urban Renewal Area) for most subdivisions.



11.2 Recreation

Albert Park Reserve is the largest public space in the City. While it is managed by Parks Victoria, it performs a crucial role in meeting the active and passive recreation needs of residents, workers and visitors. Albert Park Reserve comprises 20 sporting fields accommodating around 42 clubs. Community (amateur) sports played within Albert Park include Athletics, Australian Rules Football, Baseball, Cricket, Frisbee, Gaelic Football, Hockey, Rowing, Rugby Union, Sailing, Soccer, Tennis, and Touch Football – and more. There are teams for all ages, genders, and abilities, and many opportunities for individual sport and social sport as well as competitive team sport. Albert Park Golf Course is located east of the lake, meanwhile, with a 5 kilometre looped track, Albert Park Lake provides opportunities for running and walking.

In addition to providing opportunities to participate in amateur level sport and recreation, Albert Park is also home to a number of semi-professional and state/national level sport and recreation opportunities. The State Sport Centres Trust (SSCT) manage Lakeside Stadium, home of National Premier League Victoria team South Melbourne Football Club, Athletics Victoria and the Victorian Institute of Sport. In addition, the Melbourne Sports and Aquatic Centre (MSAC) is a host venue to a range of state and national events and the Sports House is home of a number of state

and national level sport and recreation organisations.

Outside Albert Park Lake are the Albert Park Bowls Club Albert Park Tennis Club, located in St Vincent's Gardens.

Given the proximity of Albert Park Lake and St Vincent's Gardens to the Structure Plan Area, as well as projected population growth, it will be important to enhance pedestrian and bike access to these places from the Structure Plan Area.

11.3 Public realm

There is limited public open space within the Structure Plan Area with the majority of these spaces concentrated to the south of Dorcas Street. The nine public open spaces are small in scale (small local and neighbourhood) with a total area of 1.16 hectares or 11,550 square metres. There is 1,300 square metres of public open space north of Dorcas Street which has poor amenity due to the frontage to Kings Way. While the Structure Plan Area is surrounded by larger public open spaces, future population growth will result in an increased demand for quality open space that is easily accessible. Given the extent of private land ownership, South Melbourne's wide streets will play an important role in delivering pedestrian amenity, tree canopy and social space.

Therefore, in light of the important role the public realm to South Melbourne, it will be crucial for the South Melbourne Structure Plan to consider opportunities for the public realm to:

- Create cool green streets with increased tree canopy cover that are comfortable
- Identify water-based interventions that improve South Melbourne's resilience to climate change impacts
- Improve pedestrian and cyclist movements within South Melbourne and between South Melbourne and neighbouring areas, with a focus on safety, accessibility and amenity
- Ensure public spaces contribute to a healthy community
- Embed and strengthen South Melbourne's unique character in the future improvements
- Ensure key sites support the needs of the future population and maximise economic benefits for local business, creative industries, and the broader community
- In doing so, this will ensure a new Structure Plan can support the achievement of the directions contained in *Act and Adapt: Sustainable Environment Strategy 2023-2028*.

Directions for the South Melbourne Structure Plan

- Use *Places for People: Public Space Strategy 2022-32* as the key framework for managing and upgrading South Melbourne's open spaces.
- Investigate the opportunity for two new open spaces in South Melbourne, including one in the South Melbourne Major Activity Centre and one in the Enterprise Precinct.
- Explore how to strengthen pedestrian and cycle links particularly for active transport, to improve access to open spaces within and outside of the Structure Plan Area.
- Investigate opportunities to improve South Melbourne's public realm, especially in the Enterprise Precinct, to encourage vibrancy by providing places for people to linger outside.

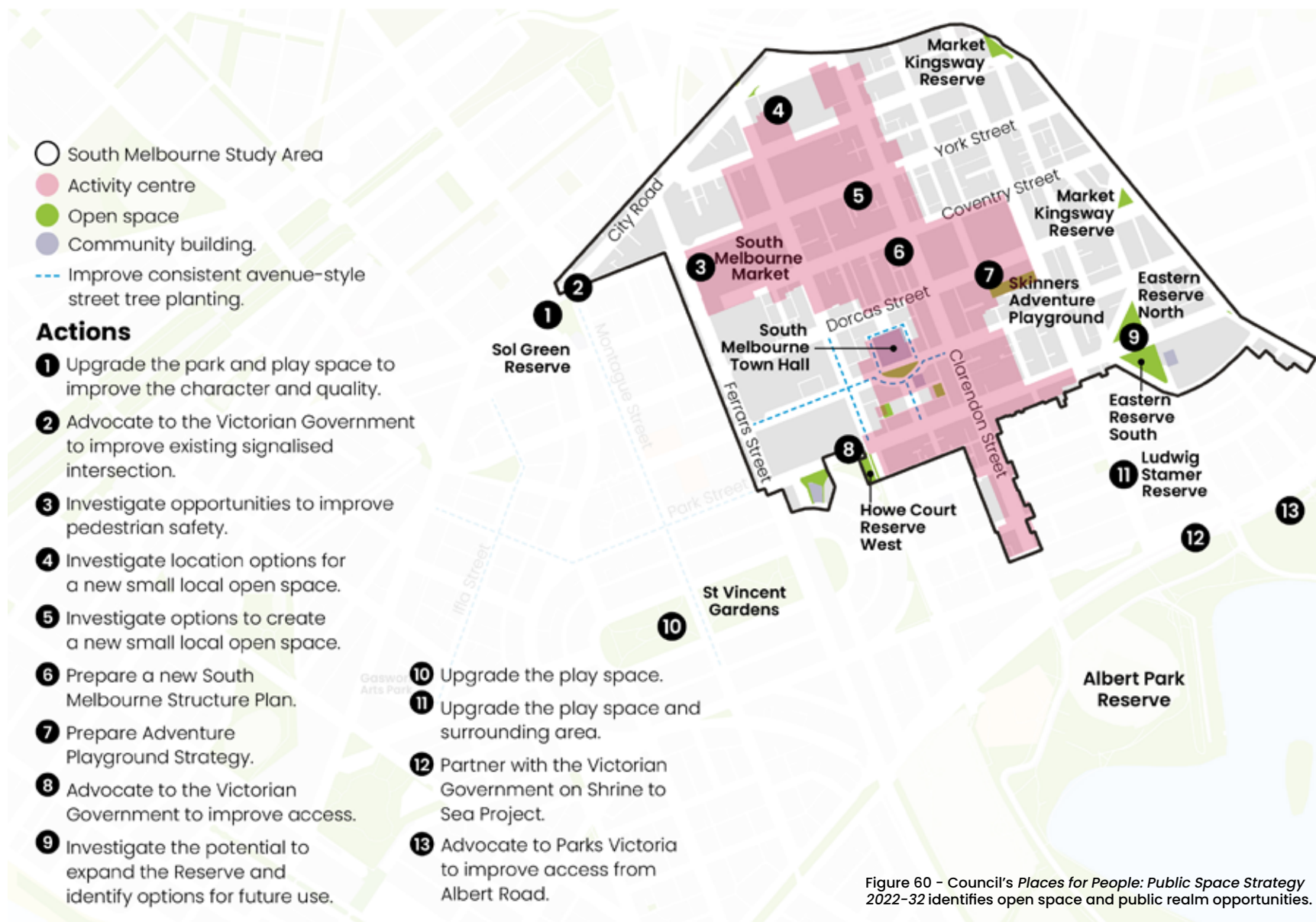


Figure 60 – Council's *Places for People: Public Space Strategy 2022–32* identifies open space and public realm opportunities.

12.0 Next steps

How will we use your feedback and what happens next?

How will we use your feedback and what happens next?

Your diverse views and insights have provided a crucial foundation for the draft South Melbourne Structure Plan and this Background Report.

At its 21 August 2024 meeting, Council decided to commence the process to implement recommendations from the Structure Plan into the Port Phillip Planning Scheme through a planning scheme amendment process. This process involves statutory notification, as per the requirements of the Planning and Environment Act 1987, to all affected property owners providing a further opportunity for input.

The project timeline shows the key steps for developing the South Melbourne Structure Plan.







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