

# Port Melbourne Waterfront

## Urban Design Framework

ISSUES AND OPPORTUNITIES

Prepared for  
**City of Port Phillip**

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# Introduction

Port Melbourne Waterfront is rich in the stories of past generations that have contributed to Melbourne's identity and economic success. Many of these stories are embedded in people's memory through the retained structures and physical artefacts like Princes Pier. Many more stories have been more humble and 'everyday' and have slowly created the 'place' that is the waterfront evident today. Port Melbourne Waterfront is also a major entrance to Melbourne as the arrival point for the passenger and freight ferry with Tasmania and international cruise ships.

The future of the Port Melbourne Waterfront was reviewed in the Port Melbourne Waterfront Revitalisation Report (PMWR, 2005). A key recommendation of this study was the preparation of an Urban Design Framework (UDF) for the waterfront area. The PMWR is the starting point for this study, drawing on the analyses, issues and opportunities identified.

In recognition of the potential to enhance the experience of the waterfront for locals and visitors, the UDF will consider the future of the waterfront through the preparation of a unified, strategic and considered framework. This will address the potential of the waterfront to be an enjoyable and celebrated place, as a local destination of high amenity and as a gateway to Melbourne. The UDF will guide future development opportunities, public realm improvement and movement and access within the study area.

The intention of this Issues and Opportunities Report is to establish a shared understanding of existing issues that affect this area and to begin to identify the many opportunities that could establish the waterfront as a premier location. These will inform the visioning exercise and the future development of recommendations for the area.

## The Future Vision

The future story of Port Melbourne Waterfront should be determined by a long term vision that best considers this 'sense of place'. This UDF will be developed with the community and key stakeholders to capture their aspirations and vision for the waterfront and to provide a sound strategic basis for future decision making.

This vision needs to be ambitious, shared by the community and the key stakeholders and informed by a realistic understanding of the constraints and opportunities for the Waterfront as a whole 'place' and within each of the six precincts as identified by the PMWR Report:

- » Sandridge Beach
- » Princes Pier
- » Waterfront Place
- » The Foreshore Promenade
- » Beach Street
- » Beach Street and Bay Street hub

These six precincts form the study area (illustrated in Figure 1.2).

To understand how the waterfront needs to change it is critical to understand and agree who it is being designed for. The waterfront is 'home' to many people. It is also a working port, a chance for city residents to enjoy the bay and a key gateway for an increasing number of tourists.

To be a successful public space, the waterfront should be 'lively, healthy, attractive, sustainable and safe' and improve people's quality of life (Gehl Architects). The Port Melbourne Waterfront has the opportunity to deliver on these aspirations and create a celebrated and much-loved destination within Melbourne.

The most successful public spaces are those created for people - to enhance the quality of life and maximise the chance to flourish within a community.

A shared vision for Port Melbourne Waterfront could be...



### Previous Studies and Reports

There have been a number of studies prepared that address the future of the study area. These have been reviewed in the preparation of this background report.

- » Port Melbourne Management Framework, 2003
- » + What If? Bay Street to Sandridge Beach, 2003
- » CoPP 2010 Vision, 2006
- » Station Pier Conservation Management Plan Review, 2008
- » Urban Design Guidelines 1-11 Waterfront Place Beacon Cove October, 2009
- » Station Precinct - Technical Study, 2009
- » Princes Pier Heritage Study Report 2004
- » Structure Plan for Bay Street, 2009
- » Port Melbourne Waterfront Community Workshops, 2009

### Concurrent Forums

The Port Melbourne community is currently providing feedback through a number of key forums and strategies. These include, but are not limited to:

- » Your Bay, Your Say
- » The Bay Street Structure Plan
- » Greenhouse Action Plan

Responses provided in these forums will also be considered in the development of the Port Melbourne Waterfront UDF.

### An Urban Design Framework

As outlined in DPCD, Urban Design Planning Note 3, (2002), a UDF is a vehicle to help a community set an overall direction for a particular place or locality. A UDF:

- » Seeks to integrate non-physical actions and opportunities with built form outcomes.
- » Provides direction for interventions that shape our open space, buildings and landscape.
- » Coordinates physical development issues with other actions such as social, economic and management strategies across the full range of council activities.

This report is the first stage in the preparation of the UDF for Port Melbourne Waterfront. An overview of the next steps is provided in Figure 1.1.

### Structure of this Report

#### Introduction and Precinct Snapshot

The introduction includes a snapshot of the issues and opportunities of each of the following precincts:

- » Sandridge Beach,
- » Princes Pier,
- » Foreshore Promenade,
- » Waterfront Place/Station Pier,
- » Beach Street, and
- » Bay and Beach Street Hub.

Urban design issues and opportunities across the whole study area are organised into the following themes:

- » Public Realm,
- » Land Use,
- » Built Form,
- » Mobility and Access,
- » Policy Review, and
- » Heritage.

This section provides a more detailed account of present conditions.

#### A. Issues and Opportunities Report

December 2010

#### B. Community Vision Workshop

February 2010

#### C. Objective and Outcomes

March 2010

#### Community Consultation

April 2010

#### D. Draft Urban Design Framework & Implementation Strategy

June 2010

#### Community Consultation

June 2010

#### E. Planning Scheme Implementation

July 2010

#### F. Cost and Implementation Strategy

July 2010

#### G. Final Urban Design Framework

October 2010

### 1.1 Overview of the Next Steps



Note: Precincts as identified in the Port Melbourne Waterfront Revitalisation Report, 2005

## 1.2 Study Area and Precincts



## Sandridge Beach

### An Overview

Sandridge Beach is an attractive Bay beach located at the western end of the Port Melbourne Waterfront. It is fronted by low scale residential to the west and incorporates two residential towers. It incorporates a section of the Bay Trail, a large beach area and landscaped areas that include concrete bleaches onto the beach, palm trees and seating areas. The area is generally of good quality with generous spaces provided for cycling and pedestrian access and beach activities. A summary of the Key Issues and Opportunities for Sandridge Beach is as follows.

### Key Issues

- » Lack of public facilities to support enjoyment of the beach - eg. beach showers, shaded areas.
- » Disconnection of the Beach from Princes Pier.
- » Having only residential uses in this area can create the perception that the beach is a private beach and not available for public use.

### Key Opportunities

- » The quality of the public realm including its generous proportions, legible spaces and uncluttered design could be used as a precedent for the other foreshore precincts.
- » Additional seating, bins, drinking fountains, beach showers could be provided within the precinct to enhance amenity and create a more active waterfront area.
- » Opportunities to improve the design of the rock groyne area - fishing and swimming from this area is currently unsafe.
- » In conjunction with the development of Princes Pier, Sandridge Beach has the potential to support a more diverse range of public use activities within the area such as boating activities and vendors selling ice cream, drinks, etc.
- » Introduce additional small structures that provide facilities for beach goers including showers, change rooms or shade structures. These structures could be located on Princes Pier.

*What are the opportunities around improving facilities at Sandridge Beach - more shade, bbqs?*



*Cycling access is of high quality and clearly delineated.*



*Should access to Princes Pier be provided directly from the sand area?*



**Other Issues?**

**Other Opportunities?**



# Princes Pier

## An Overview

Princes Pier is currently being reconstructed by Major Projects Victoria. The Pier was once a key component of Port operations and is an important connection to the Port's cultural past. The intention is for this area to contribute to the provision of public open space at the waterfront. The future use of the pier is under consideration and design review and will be addressed as part of this UDF. For information on the reconstruction of Princes Pier please refer to Major Projects Victoria's website [www.majorprojects.vic.gov.au](http://www.majorprojects.vic.gov.au). A summary of the Key Issues and Opportunities for the Princes Pier is as follows.

*Could the Pier be a playground, a museum celebrating past histories and stories, a cafe, a ferry stop, an outdoor cinema...?*

Other Opportunities?

*The pier needs a purpose and a clear vision for its use.*

## Key Issues

- » If Princes Pier is not thoughtfully considered, there is the potential for the reconstruction of Princes Pier to negatively contribute to the character of the precinct, by not providing facilities for visitors and residents and simply providing a poorly articulated and inactive space.

Other Issues?

## Key Opportunities

- » Increase the provision of open space on the waterfront. Careful consideration in the design of this pier should be developed with the community.
- » Improve pedestrian and visual connections between the Pier, the Foreshore Promenade and Pier Street/Beacon Cove.
- » Consider a range of waterfront activities on the pier including new ferry services, boat berths for day access, boat hire, water play areas and beach showers/facilities.
- » Consider development on the pier including, for example, a marine or environmental centre or cafe/commercial premises.
- » Consider creative interventions within the remnant piles, including energy generation (by wind), art installations, water play spaces or a celebration of past stories and histories.



# Foreshore Promenade

## An Overview

The Foreshore Promenade is a linear recreational connection and consists of the Bay Trail and a pedestrian walkway directly adjacent to the Beacon Cove development and the water. This area acts as a thoroughfare for pedestrians and cyclists, as well as providing access for residents.

A summary of the Key Issues and Opportunities for the Foreshore Promenade is as follows.

## Key Issues

- » It is a constrained space particularly during peak summer periods.
- » Change in levels on the pedestrian pathway deters pedestrians with prams and doesn't provide for those with mobility impairments resulting in pedestrians using the cycle path. This creates conflicts with cyclists.
- » The promenade is perceived as semi-privatised due to the immediate relationship of the apartments (including entranceways) onto the promenade.
- » There is a lack of good connectivity from the promenade down to the water edge.
- » The residential towers appear to dominate the foreshore area. This is exaggerated by the height of the buildings in proportion to the width of the promenade.

- » Entrance ways to residential dwellings accessed from the Bay Trail create conflict points with pedestrians and cyclists.
- » To accommodate the car parking requirements of the towers within the precinct, podium car parking has been built along the length of the promenade. This is limiting the permeability of the area. Blank walls and venting to the basement car parking also creates a poor interface to the Promenade.

## Key Opportunities

- » Expand the provision of public space by providing additional breakout spaces including lower decks, that could provide improved access to the water.
- » Improve the design quality of the connections from the Promenade through to Beach Street.
- » Provide additional facilities such as drinking fountains and bins.
- » Consider incorporation of public art that celebrates Port stories and history.
- » Conflict points at entranceways and between pedestrians and cyclists should be improved.
- » Additional shade structures would provide weather protection along the promenade.
- » Provide access for day boat mooring on an extended lower level decking in protected waters close to the restaurants.

*Cycling and pedestrian conflicts occur on the Bay Trail.*

*Should the Promenade provide better places for people to gather and enjoy the Bay?*

*Would expanding the Promenade through the provision of lower timber decks (with seating closer to the water) improve the enjoyment of this space?*

*Other Issues?*

*Other Opportunities?*



# Waterfront Place / Station Pier

## An Overview

Waterfront Place is located at the forecourt of Station Pier. It is an important gateway into Melbourne for the large number of visitors that arrive throughout the year and an active Port facility. The area includes a small number of restaurants, a large car park area and the TT Line truck parking area. It lacks a positive sense of identity and character and primarily serves as an accessway to the Pier and not as an attractive destination within the Port Melbourne Waterfront. A summary of the Key Issues and Opportunities for the Waterfront Place/Station Pier is as follows.

*The area is not a welcoming and vibrant destination.*

## Key Issues

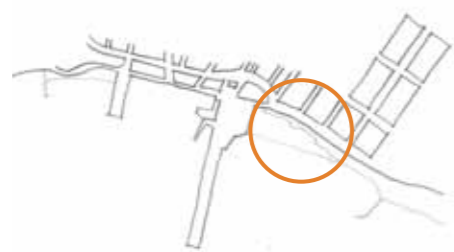
- » The public car park dominates the area. This space does not feel like a welcoming and interesting destination.
  - » Restaurants provide blank walls to the car park.
  - » Poor integration with the Tram terminus.
- » Bay Trail is compromised by high levels of vehicular traffic entering the TT Line Freight area and the Station Pier carpark.
- » The vibrancy of the area is enhanced but also impacted by port operations. The truck marshalling area (which supports the passenger and freight port operations) utilises a significant portion of the foreshore.
- » The temporary traffic impacts generated by the arrival of passenger ferries and international cruise ships have caused significant traffic congestion.
- » There is a recognised need to provide for a wider range of activities and land uses, in particular those sought by younger people, families and those from diverse backgrounds.

*Could this car park provide one of the most significant public spaces in Melbourne?*

**Other Issues?**  
**Other Opportunities?**

## Key Opportunities

- » Create a significant civic space within Port Melbourne through the redesign of the public realm and development of new buildings that activate this key public space. Waterfront Place should provide a high quality, attractive and vibrant destination for the local community and visitors.
- » Redesign the car park to improve the quality of this space while not compromising the operations of the Port.
- » Introduce new development into Waterfront Place to further activate and increase the intensity and range of uses. Opportunities include the redevelopment of the General Store and 1-11 Waterfront place. Additional development could provide further protection from adverse weather conditions and screening of the car park.
- » Provide more pedestrian amenity to facilitate use all year round, including improved landscape treatments, shelter and seating.



# Beach Street

## An Overview

Beach Street provides an important link between the Foreshore Promenade, Station Pier and Bay Street. It is the primary accessway for traffic moving onto Station Pier and provides access to the residential areas of Beacon Cove. It is currently designed to cater primarily for this vehicular traffic with insufficient consideration of the experience provided for the general public.

A summary of the Key Issues and Opportunities for the Beach Street is as follows.

## Key Issues

- » Conflicts between pedestrians and cyclists on the Bay Trail.
- » The wide road pavement area dominates the space.
- » Access to the beach from Beach Street and the Bay Trail is poor with only a few entrance points.
- » Poor landscape quality with limited planting and large asphalt areas dominating the space.
- » Limited pedestrian amenity with some seating but few street trees and a lack of shade.
- » The lack of active ground floor uses to Beach Street disconnects the Bay Street activity from Waterfront Place.

## Key Opportunities

- » Improve foreshore experience so that it is of a high quality suitable for a Capital City waterfront.
- » Redesign Beach Street to reduce road pavement width and provide better pedestrian and cycling connections.
- » Improve quality of the landscape including the provision of more trees and general planting.
- » Provide greater number of connection points between the Trail and the beach.
- » New development could contribute to an increased diversity in land use and activity and improve connectivity to Bay Street activity by providing active ground floor uses, for example, cafes or retail premises.
- » There is an opportunity to activate the foreshore area (the south side of Beach Street) through the use of pavilion or kiosk style buildings for retail/cafe uses, icecream vendors etc.
- » Introduce new beach/foreshore activities that may include beach cinema, night markets and beach sports.
- » Protection of the dunes will improve their growing conditions and strengthen the contribution that the dunes make to the character of the precinct.

*What are the opportunities to redesign the street to provide an attractive, welcoming and inviting foreshore environment that isn't primarily a vehicular thoroughfare?*



*Poor landscape quality detracts from the enjoyment of the foreshore area.*

Other Issues?



*What are the opportunities for introducing new water or beach based activities, for example beach cinema, night markets...?*

Other Opportunities?





# Bay Street and Beach St Hub

## An Overview

Bay Street is the traditional 'High Street' in the Port Melbourne area. The core retail section of the Street is located north of Graham Street where the activated street and landscaping provides a positive and welcoming public realm. Within the study area, however, this activity dissipates and many inactive ground floor frontages between Graham Street and Beach Street disconnect the core retail area from the waterfront. A summary of the Key Issues and Opportunities for the Bay and Beach Street Hub is as follows.

### Key Issues

- » The discontinuation of active ground floor uses towards Beach Street detracts from the amount of activity in the public realm and impacts negatively on the approach to the waterfront.
  - » Priority at the Bay Street/Beach Street intersection is given to vehicular traffic. A pedestrian crossing is only provided on the western side of Bay Street.
- » The Yacht Club together with the public car park disconnects the beach from east to west and Bay Street from the beach.
  - » The vista to the bay is obstructed by the Yacht Club boat sheds.

### Key Opportunities

- » Encourage all new development on Bay Street to provide activated ground floors between Graham Street and the foreshore.
- » Redesign of the streetscape to a character that reflects the waterfront location and that better connects the core retail section of Bay Street to the foreshore.
  - » Provide pedestrian priority at the Bay Street/Beach Street intersection and install a pedestrian crossing to the east side of Bay Street.
- » Widen footpaths and relocate the parking lane maintaining a single through traffic lane.
  - » Support active land uses along Beach and Bay Street.
- » Collaborate with Yacht Club to introduce other uses that are compatible with Bay Street activities and foreshore activities.
- » Redesign of Yacht Club car park (or removal) to improve access to the beach from Bay Street.
  - » Relocation of Yacht Club boat sheds to allow vista to Port Phillip Bay

Other Issues?  
Other Opportunities?

# Public

# Realm

## Sandridge Beach

The public realm at Sandridge Beach consists of the Bay Trail, the large beach area and the concrete bleaches interfacing between the Trail and the beach. The area is generally of good quality with generous spaces provided for cycling and pedestrian access. There is clear separation between these areas which reduces potential conflicts between these users. The beach area is easily accessed from the promenade area. The landscape treatment is simple and well-maintained providing seating opportunities, some tree planting and sufficient lighting. At the western end of the beach, the residential buildings are of a low-scale and set 10-15 metres back from the promenade which creates a sense of openness and generosity that contributes to the experience of the public realm.

Access to Princes Pier is limited from the beach area as the existing rock groyne divides the pier from the beach.

From the promenade and beach area there are unobstructed views to Webb Dock (and the port activity), Williamstown and Princes Pier.

The characteristic palms (*Phoenix canariensis*) are an important identifying elements in this area and continue through to the Foreshore Promenade.

### Key Issues

- » Lack of public facilities to support enjoyment of the beach - eg. beach showers, shaded areas.
- » Disconnection of the Beach from Princes Pier.

### Key Opportunities

- » The quality of the public realm including its generous proportions, legible spaces and uncluttered design could be used as a precedent for the other foreshore precincts.
- » Additional seating, bins, drinking fountains, beach showers could be provided within the precinct (potentially on Princes Pier) to enhance amenity and create a more active waterfront area.
- » Opportunities to improve the design of the rock groyne area - fishing and swimming from this area is currently unsafe.



**Generous, uncomplicated public realm design - simple and consistent pavement treatments, limited level changes and significant building setback**

## Princes Pier

Princes Pier is currently being reconstructed.

The intention is for this area to contribute to the provision of public open space at the waterfront. The current works will provide a large concrete deck area (approximately 60m x 200m). The future use of the pier is under consideration and design review and will be addressed as part of this UDF.

### Key Issues

- » If Princes Pier is not thoughtfully considered, there is the potential for the reconstruction of Princes Pier to negatively contribute to the character of the precinct, by not providing facilities for visitors and residents and simply providing an poorly articulated and inactive space.



**Princes Pier is disconnected from the Beach. The Pier provides a significant opportunity to create an attractive and celebrated destination on the waterfront.**

### Key Opportunities

- » The reconstruction of Princes Pier provides an opportunity to increase the provision of open space on the waterfront. Careful consideration in the design of this pier should be developed with the community.
- » The design of the pier should be carefully considered and developed with the input from the community.
- » Opportunities to consider a range of waterfront activities on the pier including new ferry services, boat berths for day access, boat hire, water play areas and beach showers/facilities.
- » Development on the pier including, for example, a marine or environmental centre or cafe/commercial premises.
- » The remnants of the pier structure beyond the reinstated pier deck will be left intact as a 'forest of piles'. This creates the opportunity for a number of interventions including energy generation (by wind), art installations or water play spaces. Any intervention would have to carefully consider the historical significance of the pier, safety and maintenance issues.

## The Foreshore Promenade

The Foreshore Promenade consists of the Bay Trail and a pedestrian walkway directly adjacent to the water. The Trail and the walkway are separated by planters and concrete/timber seating however there are opportunities to move between these two linear pathways at regular intervals. A number of level changes in the walkway encourages pedestrians (particularly those with mobility constraints) to use the cycleway as a footpath creating conflict between these two user groups. Obstructions in the cycleway including tree planting and low walls compromise the safety and experience of the Trail.

There is no direct access for the public from the promenade to the water which sits approximately 3-4 metres below the promenade level.

The high-rise scale and zero setback of the adjacent residential buildings detracts from the experience of the promenade. A semi-basement car park underneath the towers provides a poor interface to the Trail with vents and blank walls immediately adjacent to this cycleway.

The landscape design of the promenade is generally of good quality and well-maintained. Low level native grass planting and palm trees provide a limited degree of 'greenness' to the promenade.

The 'Leading Lights' contribute positively to the character and identity of the area. From the promenade there are open vistas towards Station and Princes Piers and the Bay. There is a view to the Docklands down Swallow Street.

The characteristic palms (*Phoenix canariensis*) are an important identifying elements in this area and continue through to Beach Street and Bay Street.

### Key Issues

- » The overall public realm is not generous in scale creating the feeling of a constrained and unaccommodating space particularly during peak summer periods.
- » Conflicts between pedestrians and cyclists - the change in levels on the pedestrian pathway deters pedestrians with prams and doesn't provide for those with mobility impairments.
- » Obstructions on the Bay Trail including the planting of a tree in the middle of cycleway and some protruding low walls from the residential building compromise the safety of cyclists.
- » The level differences and planters/seating along the waterfront blocks views from the Bay Trail to the water.



Level changes in the pedestrian walkway deter some uses from this accessway and encourage pedestrian use of the cycle path

- » The promenade is perceived as semi-privatised due to the immediate relationship of the apartments (including entranceways) onto the promenade.
- » Lack of good connectivity from the promenade down to the water edge
- » A variety of landscape treatments (including furniture, planters, seating and pavement types) have created an over-complicated space.

### Key Opportunities

- » Improve access to the water with additional lower boardwalks. This would also contribute to creating a more generous space for public use. Provide seating at this lower level away from the towers.
- » Address current conflict points between cyclists and pedestrians.
- » Remove current obstructions on the cycle way.



Connections from the Foreshore Promenade through to Beach Street are of poor quality.

- » Improve quality of design of connections from the Promenade through to Beach Street.
- » Provide additional facilities such as drinking fountains and bins.
- » Consider incorporation of public art that celebrates Port stories and history.
- » Provide opportunities for day mooring of boats.

## Storm Water Management

The foreshore project needs to consider stormwater management issues in regard to runoff from the study area and in regard to stormwater drains that outlet to the bay via the study area. These stormwater outlets include both Melbourne Water and Council drains. Melbourne Water assets of interest are;

- » Rosney Street Main Drain which outlets at the western edge of the study area,
- » Cruickshank Street Main Drain which outlets just outside of the eastern edge of the study area and
- » Princes Street Main Drain which outlets adjacent to Station Pier and conveys runoff from a 77ha urban catchment upstream of the study area.

Melbourne Water have stormwater quality, flood protection and asset renewal responsibilities for this drain for which the foreshore location may be strategically important. Opportunities to introduce Water Sensitive Urban Design solutions can be considered in streetscapes and key public open spaces.

Other smaller council stormwater outlets within the study area convey runoff from a total of around 60ha of urban catchment.

## Waterfront Place/ Station Pier

Waterfront Place is located at the forecourt of Station Pier. It is an important gateway into Melbourne for the large number of visitors that arrive at the Port throughout the year and an active Port facility. The area includes a small number of restaurants, a large car park area and the TT Line truck parking area. There is a functional conflict between uses within the area. It also lacks a positive sense of identity and character and primarily serves as an accessway to the Pier and not as an attractive destination within the Port Melbourne Waterfront.

The large expanse of asphalt and concrete surfaces dominate the space and create an unwelcoming pedestrian environment. A limited amount of planting softens the car park area but contributes little to improving its attractiveness or providing pedestrian comfort. The restaurants 'turn their back' onto the car park area which further detracts from the experience of this space. Although recent improvements to Restaurant 3 at the northern end here created some improvements to activating this space. Public access around the restaurants along the water's edge is not continuous and the space between the restaurants feels 'privatised' by the restaurant operations and deters the public from accessing this connection.

The tram terminus for the 109 service from Box Hill (via the CBD) is located at the northern end of Waterfront Place. This area is not well integrated back into the Station Pier forecourt. While the original station building adds character to this precinct, in general, the area lacks a clear identity and the landscape design is of average quality with limited planting and poor pedestrian amenity.

Pedestrian access onto Station Pier is provided on days when Cruise ships are not in Port, however, this access is not clearly signed and the design of Waterfront Place is generally pedestrian unfriendly and creates the perception that the Pier is not open to the public. The Finger Pier is open to the public but is poorly connected to the restaurant area.

From the Piers and the restaurant areas there are vistas towards Princes Pier and the Bay. Views back to the city are provided from the southern end of Station Pier.

### Key Issues

- » The public car park dominates the area. This space does not feel like a welcoming and interesting public open space and disconnects the Foreshore Promenade from the Beach Street foreshore.
- » Restaurants primarily front the waterfront creating blank walls facing the car park.
- » Poor integration with the Tram terminus.
- » Bay Trail is compromised by high levels of vehicular traffic entering the TT Line Freight area and the Station Pier carpark.

### Key Opportunities

- » Redesign Waterfront Place as the civic space and 'gateway' of the Port Melbourne Waterfront
- » Create an attractive and vibrant destination for visitors and locals.
- » Improve connections between the Foreshore Promenade and Beach Street foreshore.
- » Improve connectivity for pedestrians out onto Station Pier.
- » Redesign the car park to improve the quality of this space while not compromising the operations of the Port.
- » Introduce new buildings to the east side of the carpark to create more activity and screen the TT Line freight area from this key public space.
- » Provide more pedestrian amenity to facilitate use all year round, including improved landscape treatments, shelter and seating.

## Beach Street

Beach Street provides an important link between the Foreshore Promenade, Station Pier and Bay Street. It is the primary accessway for traffic moving onto Station Pier and currently is designed to cater primarily for this vehicular traffic with insufficient consideration of the experience provided for the general public.

Port Melbourne Beach provides an important recreational space in this area. Access to the beach from Beach Street is poor with a limited number of stairs providing access from the public walkway.

On the south side of Beach Street the Bay Trail continues from Station Pier to Bay Street and on to St Kilda. While providing a continuous dedicated link, there are some conflicts of use between cyclists and pedestrians on this Trail.

The quality of the landscape in this area - including large asphalt areas and limited planting - is generally poor and provides minimal contribution to the character and amenity of the area. There are limited opportunities for seating and a low provision of shade/respice areas. The palms provide some character to the area and link the Beach Street foreshore to the continuing Bay Trail, Bay Street, the Foreshore Promenade and Sandridge Beach. One toilet block is provided but is insufficient to

meet demand in summer and is of low quality. No other facilities, for example, showers or drinking fountains, are provided.

In recent years the dunes along the water's edge have gained prominence along the Port Philip Bay coastline. This is important for supporting the flora and fauna of the area and establishes an identifiable and attractive landscape character to the precinct.

A number of historical monuments are located along this access way and have an important role in celebrating the cultural history of the Port environs.

The footpath on the northern side of Beach Street provides a functional connection but has little character with no street tree planting.

There are open views along the waterfront to St Kilda and vistas towards Station Pier and the Bay.

### Key Issues

- » Conflicts between pedestrians and cyclists on the Bay Trail.
- » Access to the beach from Beach Street and the Bay Trail is poor with only a few entrance points.
- » Poor landscape quality with limited planting and large asphalt areas dominating the space.
- » Limited pedestrian amenity with some seating but few street trees and a lack of shade.
- » The wide road pavement area dominates the space.

### Key Opportunities

- » Improve foreshore experience so that it is a high quality suitable for a Capital City waterfront.
- » Reduce road pavement width and provide better pedestrian and cycling connections.
- » Improve quality of the landscape including the provision of more trees and general planting.
- » Provide greater number of connection points between the Trail and the beach.
- » Protection of the dunes will improve their growing conditions and strengthen the contribution that the dunes make to the character of the precinct.

## Bay and Beach Street Hub

Bay Street is the traditional 'High Street' in the Port Melbourne area. The core retail section of the Street is located north of Graham Street where the activated street which provides a positive and welcoming public realm. Within the study area, however, this activity dissipates and many inactive ground floor frontages between Graham Street and Beach Street disconnect the core retail area from the waterfront.

The Yacht Club car park occupies a significant area of the Port Melbourne Beach and obstructs pedestrian access from Bay Street through to the beach area. The continuous bluestone wall further hampers this access west of the car park.

### Key Issues

- » The discontinuation of active ground floor uses towards Beach Street detracts from the quality of the public realm and impacts negatively on the approach to the waterfront.
- » Priority at the Bay Street/Beach Street intersection is given to vehicular traffic. A pedestrian crossing is only provided on the western side of Bay Street.
- » The vista to the bay is obstructed by the Yacht Club boat sheds.
- » The Yacht Club car park disconnects Bay Street from the beach.

### Key Opportunities

- » Encourage all new development on Bay Street to provide activated ground floors between Graham Street and the foreshore.
- » Redesign of the streetscape to a character that reflects the waterfront location and that better connects the core retail section of Bay Street to the foreshore.
- » Provide pedestrian priority at the Bay Street/Beach Street intersection and install a pedestrian crossing to the east side of Bay Street.
- » Widen footpaths and relocate the parking lane maintaining a single through traffic lane.
- » Relocate the Yacht Club boat sheds off the view axis down bay street to allow visual connections to Port Phillip Bay. The boat sheds could be relocated to a site where they would help define
- » Redesign of Yacht Club car park (or removal) to improve access to the beach from Bay Street. a community breakout space.



**Priority at the Bay Street/Beach Street intersection is given to vehicular traffic.**

## Public Realm - The Importance of Activated, Positive Edges



### Positive Edge

A direct engagement and positive contribution to the creation of lively, active streetscapes, includes convenience stores, retail shops (where there is an intensity of use,/display and a transparency between the internal retail area and the street front), cafes/restaurants/ takeaways, the 'front' end of office/commercial developments eg. entry foyers/reception (not meeting rooms or private office space) entrances to residential developments (no habitable rooms).



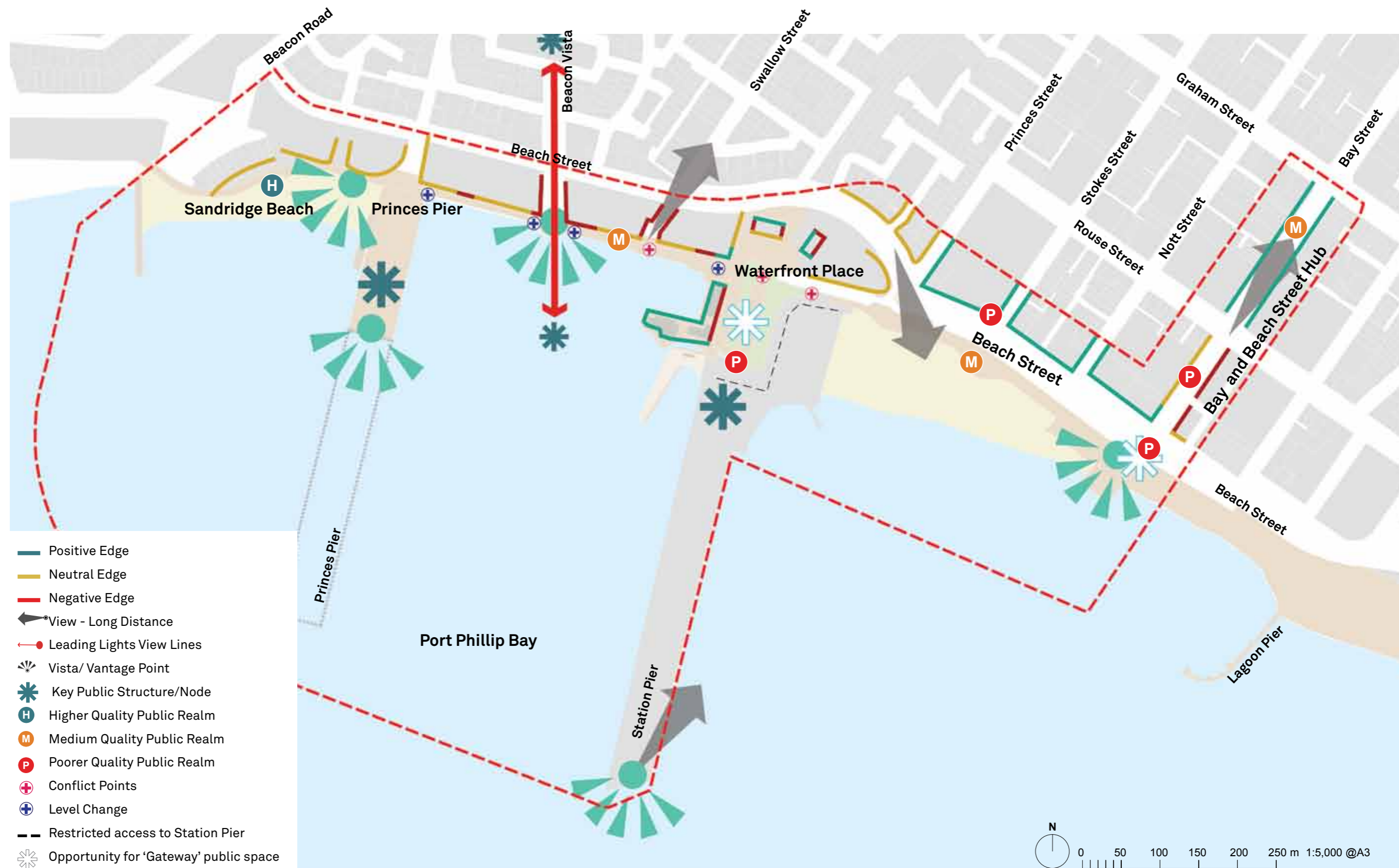
### Neutral Edge

Minimal engagement with the streetscape, includes 'back' end of office/commercial developments, residential habitable rooms, large format retail development (where there is a low intensity of use/display).



### Negative Edge

No engagement with the streetscape creating dead, sterile environments that are uninteresting, unsafe and unattractive includes service areas/infrastructure, blank walls and car parking.



02.1 Quality of the Public Realm

# Land Use

## Sandridge Beach

The Sandridge Beach precinct is comprised of low rise and high rise residential dwellings and a public beach. The precinct is directly connected to Princes Pier.

### Key Issues

- » Having only residential uses in this area can create the perception that the beach is a private beach and not available for public use.

### Key Opportunities

- » In conjunction with the development of Princes Pier, Sandridge Beach has the potential to support a more diverse range of public use activities within the area such as boating activities, vendors or facilities to support beach activity such as showers, toilets, or barbeques.

## Princes Pier

Princes Pier is currently being reconstructed to 196m in length. The pier has been nominated as public open space. The design of the pier and a more detailed analysis of the range of activities that the pier might provide is a key consideration of the UDF.

### Key Issues

- » The potential function of the restored Gatehouse is uncertain creating a lack of clarity for the role the pier will play as a public facility.
- » Structural design of the restored deck does not allow for significant development on the pier as it is currently designed for primarily pedestrian loads.
- » There have been many discussions on how the pier will be used following the completion of the concrete deck, however there has been no resolution to date.

### Key Opportunities

- » The reconstruction of Princes Pier provides an opportunity to create a new significant public open space on the water.
- » The adaptive re-use of Princes Pier and the gatehouse for public use, with additional opportunities for new development within the precinct could diversify the range of activities provided on the waterfront. This could, for example, include a restaurant/ museum/interpretive centre. This would require reinforcement of the current structural design.

## The Foreshore Promenade

The Foreshore Promenade was constructed in conjunction with the Beacon Cove residential development. The promenade has a recreation/leisure role. It provides an important public accessway along the waterfront for cyclists and pedestrians.

### Key Issues

- » There is a perception of the promenade as semi-privatised due to the immediate adjacency of the residential towers (and entrances) and the residential nature of the cycle way design.
- » Conflicts of use between pedestrians and cyclists is an issue (See Section 02 Public Realm for more detail).
- » Current services/facilities (eg. Tourism information, taxi ranks, coach stations, public toilets, seating, visitor shelters) in the Beacon Cove area is insufficient to support a tourism precinct of this scale.

### Key Opportunities

- » Expand the provision of public space by providing additional breakout spaces including lower decks that could provide improved access to the water.

## Waterfront Place/ Station Pier

Waterfront Place/Station Pier is a mixed use area that includes Station Pier (providing passenger and freight port operations), four restaurants/cafes and residential apartments. A large car park at the entrance to the pier, in addition to the TT Line truck marshalling area, result in a significant portion of Waterfront Place being used for utilitarian purposes. Station Pier passenger and freight port operations will be an ongoing use and provide a contribution to Melbourne's economy and the vicinity of the precinct.

Waterfront Place is the gateway into Melbourne for many visitors and currently lacks the range of services and intensity of activity that could make this place an important destination on the Waterfront and a hub of community and tourist activity.

### Key Issues

- » The most visible and accessible portion of Waterfront Place operates as a car park and accessway to Station Pier. The restaurants turn their back on the car park and therefore do not contribute to the activation of this space. Recently Restaurant Three has attempted to address the problem through the provision of a cafe. Access to Station Pier during cruise shipping and general access during the year is problematic.
- » The truck marshalling area (which supports the passenger and freight port operations) is unattractive and utilises a significant portion of the foreshore.
- » The summer cruise ship season enhances the vibrancy of the area but also has the potential to increase traffic congestion. A traffic management plan is prepared annually to manage expected increased traffic flows from taxis, tour buses, scheduled buses, servicing vehicles and pedestrians.

- » The urban environment may also need to allow for the expansion and growth of freight and cruise operations at Station pier (including taking into account increased activity, new larger generation cruise ships, service vehicles and coaches.
- » There is a recognised need to provide for a wider range of activities and land uses, in particular those sought by younger people, families and those from diverse backgrounds.
- » The area is not a welcoming and vibrant destination. Station Pier does not present well to the public.

#### Key Opportunities

- » Waterfront Place is the natural hub of the Waterfront. Direct access to Station Pier, existing restaurants/cafes and residential apartments have established this as an important destination within the Waterfront. An increased level of retail, restaurant and cultural uses could strengthen this role. Any new development would have to consider the operational requirement of Station Pier.
- » Introduce new development into Waterfront Place to further activate and increase the intensity and range of uses. Opportunities include the redevelopment of the General Store, 1-11 Waterfront place, Station Pier and the tram terminus. Additional development could provide further protection from adverse weather conditions and screening of the car park.
- » Any development of Waterfront Place should contain the flexibility to handle the temporary traffic demands, while not surrendering valuable urban realm.

### Beach Street

Beach Street provides an important access way between the Port Melbourne Waterfront and the adjacent suburbs. Beach Street is a continuous route that follows the Bay through to St Kilda and further to the east. The shared Bay Trail is a key recreational cycling/walking route and continues along Beach Street to St Kilda and further east.

The portion of Beach Street within the study is fronted on one side by predominantly residential uses with a small number of pubs/commercial premises. The street is dominated by traffic during peak shipping times.

#### Key Issues

- » The lack of active ground floor uses to Beach Street disconnects the Bay Street activity from Station Pier.

#### Key Opportunities

- » Ensure any new development along Beach Street does not detract from the character of the foreshore and existing built form.
- » New development could contribute to an increased diversity in land use and activity and improve connectivity to Bay Street activity by providing active ground floor uses for example, cafes or retail premises.
- » There is an opportunity to activate the foreshore area (the south side of Beach Street) through the use of pavilion or temporary style buildings for retail/cafe uses, icecream vendors etc.
- » Introduce new beach/foreshore activities that may include beach cinema, night markets and beach sports.
- » Support active land uses through change of use proposals within existing developments.

### Bay and Beach Street Hub

Bay Street is a successful high street within Port Melbourne, providing services to local residents and visitors. The portion of Bay Street within the study area provides a key link to the Waterfront and to the core section of this retail street. It contains a mix of uses which include residential, commercial and cultural facilities. A lack of active ground floor uses (in particular retail or cafes/restaurants) disconnects the core retail component from the foreshore.

A number of mixed use developments have been recently built that include retail at ground floor and residential above.

#### Key Issues

- » The retail activity of Bay Street does not extend to Beach Street. This discontinuation detracts from the approach to the waterfront and does not encourage people to move through to the foreshore and Waterfront Place.

#### Key Opportunities

- » Redevelopment of sites along Bay Street between Greame and Beach Street should include activated ground floor frontages. This will improve the connectivity from the core retail area to the Waterfront.
- » Provide a wider range of services to support tourism and recreational activities, for example tourist accommodation.
- » Support active land uses through change of use proposals within existing developments. For example, collaborate with Yacht Club owners to introduce other uses that are compatible with Bay Street activities and foreshore activities.



03.1 Land Use and Activity



## Sandridge Beach

The buildings along Sandridge Beach include residential towers and attached townhouse dwellings. The building heights therefore vary between 2-12 storeys. Balconies on the apartment towers provide articulation to this facade and provide natural surveillance of the beach area.

At the western end of the beach, the low-scale buildings and 10-15 metre setbacks create a sense of openness and a positive interface to the public realm.

### Key Issues

- » There are no significant issues with the built form along Sandridge Beach.

### Key Opportunities

- » Introduce additional small structures that provide facilities for beach goers including showers, change rooms or shade structures (potentially located on Princess Pier).

## Princes Pier

Princes Pier includes a single building - the Gatehouse - which is currently being restored to its original condition. This two storey heritage listed structure contributes to the character of the area and provides a direct connection to the previous use of the Pier as part of a working port.

### Key Issues

- » Restoring the Gatehouse to its original condition (including the original internal layout) limits the potential future uses of this building. The upper level of the Gatehouse will be divided into a number of smaller rooms.
- » The structural design of the concrete deck allows for pedestrian loads only across most of the Pier. Provision for vehicular loading is provided along a dedicated accessway.

### Key Opportunities

- » Consider the preferred use of the Gatehouse and ensure that restoration work supports this use.
- » Additional buildings on the Pier could be considered to provide an opportunity for further activation of this area. This could, for example, include a restaurant/museum/interpretive centre. This would require reinforcement of the current structural design.

## The Foreshore Promenade

Residential towers are located immediately adjacent to the Promenade. These buildings vary in height from 2-12 storeys. At the ground floor level of the apartment buildings a uniform and uninteresting facade treatment (painted concrete walls and venting to the half basement car parking) detract from the experience of the Promenade. At upper floors balconies and windows provide good articulation to the facade and natural surveillance over the foreshore.

The height of these buildings in proportion to the width of the promenade reinforce the experience of the promenade as a constrained space. The towers overshadow the promenade area and do not provide any weather protection to pedestrians and cyclists along the foreshore.

### Key Issues

- » The residential towers appear to dominate the foreshore area. This is exaggerated by the height of the buildings in proportion to the width of the promenade.
- » Blank walls and venting to the basement car parking creates a poor interface to the foreshore.
- » Entrance ways to residential dwellings accessed from the Bay Trail create conflict points with pedestrians and cyclists.
- » To accommodate car parking requirements of the towers within the precinct, podium car parking has been built along the length of the promenade. This is limiting the permeability of the area.

### Key Opportunities

- » There is limited opportunity to implement changes to the built form along the foreshore. Improvements to the public realm will improve the experience of this space. Expanding the width of the foreshore by providing additional decks will reduce the perception that the buildings dominate this space. See Section 02 Public Realm.
- » Conflict points at entranceways should be improved.
- » Additional shade structures would provide weather protection along the promenade.

## Waterfront Place/ Station Pier

The buildings at Waterfront Place have been developed in a number of stages. They present as isolated and unconnected buildings surrounding a car park and do not create a cohesive sense of place and an attractive built environment.

Building heights within the precinct are low scale varying between 1-4 storeys. This low-scale does create a sense of openness at the water's edge, however, it doesn't provide a sense of enclosure to what is currently a large poorly defined space. The orientation of the restaurants towards the Bay has created blank walls and uninteresting facades onto the central car park/forecourt area which further exacerbates this lack of character, activity and interest.

A number of buildings in the area represent key development sites. This includes 1-11 Waterfront Place and the General Store. An urban design advice report, prepared and approved by Council for 1-11 Waterfront Place, indicates the preferred built form outcome for the site. Currently the building on the site is closed to the public. The following is a summary of the advice:

- » Maximum height of RL 21 (or 5 levels), with appropriate setbacks ranging from 3.0 to 6.5m.
- » Provide a 4m Colonnaded walkway on the Beach Street frontage.

- » Collocated mixed uses. Ground floor - commercial, retail, hospitality, recreational, leisure. Upper levels - recreational, office, residential, serviced apartment or hotel.
- » Maximum podium height of RL 8 (or 2 levels) to create human scale frontages and interfaces.
- » Create a marker at highly visible corner near roundabout, encourage integrated art features.
- » Encourage basement parking and embed services and loading to minimise visual intrusions.

#### Key Issues

- » Lack of active, interesting edges and building facades.
- » Poorly defined public space exacerbated by the isolated buildings that are disconnected from each other and which fail to create a welcoming and active destination.

#### Key Opportunities

- » Create a significant civic space within Port Melbourne through the redesign of the public realm. Waterfront Place should provide a high quality, attractive and vibrant destination for the local community and visitors.
- » The introduction of new development into this area will assist in achieving this objective and activate this key public space. New development should be guided by built form analysis that delivers a vision, set of design objectives and development requirements.
- » The architecture should reflect the importance of its role as a key gateway to Melbourne for many interstate and international visitors and celebrate the cultural history of this significant site.
- » Introduce new buildings between the forecourt and the TT Line marshalling area to activate the eastern edge of the forecourt.

- » Develop 1-11 Waterfront Place to contribute significantly to the creation of a key gateway and civic precinct. The building should be of high architectural quality, appropriate in scale and provide activation on the ground floor. New development should be developed according to the Urban Design guidelines prepared by Council in 2009.
- » Redevelop the General Store to provide a greater range of services including retail/ commercial or community uses and establish a more activated and well defined edge to the northern end of Waterfront Place.
- » Create a new development on the pier which complements the existing port operations.
- » Reconsider the interface between the existing restaurants and the car park area to improve and activate this interface.

### Beach Street

Buildings along Beach Street range in architectural styles, type and height, varying between 1-12 storeys. The construction of new residential developments and the adaptation of many former industrial buildings to residential and commercial uses contribute to the diversity in building types and interest in the streetscape.

#### Key Issues

- » The lack of active ground floor uses to Beach Street disconnects the Bay Street activity from Waterfront Place.

#### Key Opportunities

- » Opportunities to change the built form along the north side of Beach Street are limited as many of these sites have been developed in recent years. Any new development, however, should be developed according to considered urban design guidelines.

### Bay and Beach Street Hub

The buildings along Bay Street between Graham Street and the foreshore vary in architectural style and type. Building heights are generally 2 storeys with recent mixed used developments 8-12 storeys. A variety of building ages and character create an interest to the street. Some of the residential buildings create a poor address to the street.

#### Key Issues

- » The lack of active ground floor uses to this section of Bay Street disconnects the core retail area of Bay Street from the foreshore and Station Pier.

#### Key Opportunities

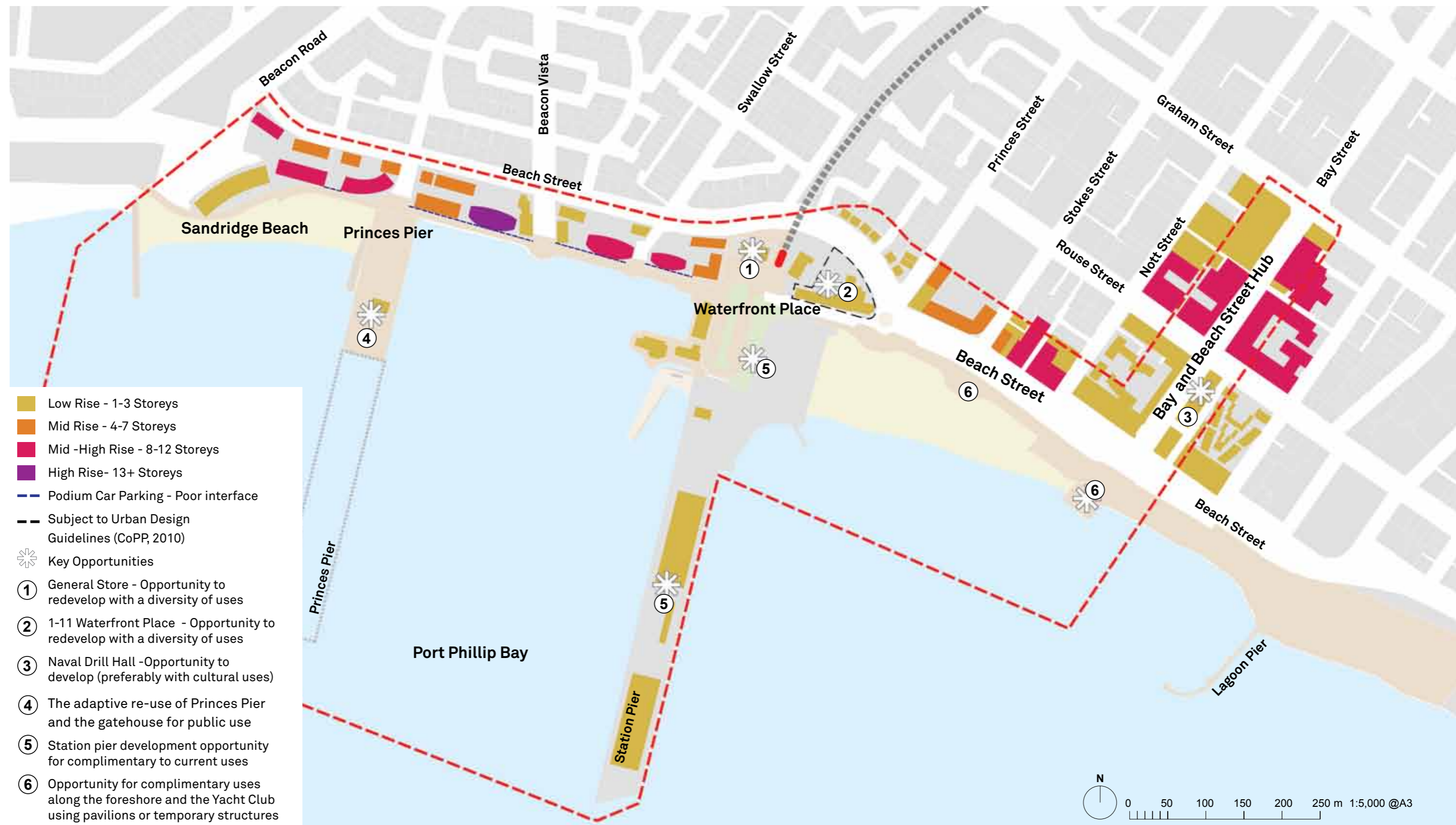
- » Adaptation of the Naval Drill Hall would provide opportunities to activate this frontage to Bay Street and to celebrate Port Melbourne's rich history.
- » Over the long term, the redevelopment of other key sites along Bay Street, for example, the existing public housing site, should provide active ground floors and articulated facades to contribute to the safety and character of the area.
- » Development of The Port Melbourne Yacht Club site to introduce uses that activate the building will help to shorten the distance between Bay Street and Waterfront Place.



Typical built form within the Foreshore Promenade



Variety of built form along Beach Street



04.1 Built Form

# Movement + Access

Movement and access networks can form an important defining characteristic of a precinct. The streets of the Port Melbourne Waterfront area must serve not only these needs, but also provide for community open space and recreational activities.

## Operations at Station Pier

Station Pier is used for daily trans-Tasman sailings between Melbourne and Devonport. It is also the only cruise ship berth in Melbourne and this activity continues to grow in popularity and demand for access to the pier. Departure patterns for trans-Tasman cruise ship sailing vary by season. Generally, TT-Line make a night sailing from Station Pier every day with additional daytime sailing in peak periods around Christmas and the summer holiday period. The night sailing from Devonport arrives at Station Pier prior to 7am with disembarkation around this time. Waterfront Place acts as a necessary major access route to Station Pier. There are many competing traffic management issues and constraints in the Station Pier Precinct affecting the Waterfront Place and Beach Street approach roads, and the Waterfront Place car park.

Figure 5.1 shows an aerial photograph of the Station Pier environs and key transport related items.

Station Pier forms part of an important route for 'Roll on, Roll off' freight movements between Victoria and Tasmania. There is a freight yard adjacent to Station Pier where containers are stored prior to loading onto the TT-Line, or wait for pick-up and delivery to final Melbourne locations. Freight arrives at the yard throughout the day to suit the dispatch timing of the forwarder. TT-Line markets this as providing considerable flexibility to freight forwarders. When a semi-trailer arrives at the yard, the trailer is parked in the yard and the prime mover is decoupled and leaves the site. The trailer is loaded on to the ship by tractor units belonging to TT-Line just prior to sailing. Unloading the ship is the reverse. A tractor takes the trailer off the ship

and places it in the yard. All the trailers are off-loaded in the hour or so after arrival of the ship and the prime mover arrives some time during the day to take the trailer away.

### Key Issues

- » Station Pier is expected to continue to be used by TT-Line and visiting cruise ships and naval vessels for the foreseeable future. Station Pier currently caters for 1 (or 2 during peak season) TT-Line sailings every day, and around 60 cruise ship visits during the cruise season (Nov – Mar). Cruise ship visits have been increasing in steadily, and this trend is expected to continue. There is particular congestion associated with loading of vehicles, especially in peak periods.
- » Passenger vehicles travelling on TT-Line may arrive over an extended period during the afternoon prior to a night sailing dependent upon their other travel commitments in Melbourne. Some arrive quite early and campervans and other vehicles can often be seen waiting in the parking areas surrounding Station Pier many hours prior to boarding. Vehicles can begin to queue in the Waterfront Place car park from as early as 3:30pm, ready to enter the security screening area when it is opened around 5pm. Depending on the number of early arrivals and the proportion of other traffic attempting to access Station Pier, this can cause congestion throughout Waterfront Place and hamper access to the pier for other uses.

### Key Opportunities

- » The City of Port Phillip will be leading a freight study in 2011 with other inner Melbourne area Councils creating opportunities to approach the transportation of freight as a wider transport discussion.
- » During periods of double sailings by TT- Line there is considerable congestion and impacts due to traffic queues and traffic management. This is a function of the current road layout in the area. There is scope to provide flexibility



Figure 5.1 Aerial photograph of the Station Pier/Beach Street precincts with key transport items highlighted.



Figure 5.2 Excerpt from VicRoads SmartRoads – City of Port Phillip

of traffic management by reallocation of the road space in the precinct. Beach Street has a wide cross-section with two carriageways. This could be reconfigured to provide for more efficient use of space and separation of conflicting demands.

- » Opportunity to improve access to TT-Line Freight Yard, cruise ship terminals and emergency access to Station Pier.

### Pedestrian and Cyclists

Pedestrians and Cyclist facilities within the study area is generally of good quality and include the off road Bay Trail running along the foreshore. On road cycle paths are provided along Bay Street and the eastern portion of Beach Street.

There are a number of conflict points between pedestrians and cyclists. Pedestrians are also not prioritised within key public areas, including Waterfront Place and the intersection of Bay and Beach Street.

#### Key Issues

- » Along the Waterfront, there are a number of conflict points between pedestrians, cyclist, private vehicles and trucks. Areas of conflict include along the foreshore promenade. Pedestrians choose to use the cycle path due level changes. Private residences are access from the cycle path along the promenade. In addition the intersection at Bay and Beach Street is prioritised for cars and freight.

#### Key Opportunities

There are a number of opportunities to allow safer and easier movement of pedestrians and cyclist including:

- » Conflict points can be removed to allow for safe movement of pedestrians and cyclists
- » Simplify movements of pedestrians and cyclists
- » Provide clear delineation/separation between pedestrians and cyclists.
- » Repair and prioritise pedestrians within Waterfront Place.
- » Improve crossing points and the intersection of Bay and Beach Street.

### Tram services

Tram Route 109 to and from Box Hill currently serves the Station Pier and waterfront precinct, terminating at Waterfront Place. The tram service is heavily used during the peak periods with high demand also occurring during cruise ship docking.

#### Key Opportunities

- » Extending the 109 tram south along Beach Road and Beaconsfield Parade towards St Kilda was reviewed by Council in 2006 and considered feasible. This would improve access to some high density residential areas to the south of Bay Street. Substantial physical, environmental and operational issues were identified and wider support from state government agencies would be required. A further study is required to address the details of the feasibility and consider alternative transport options along this route, for example, low floor buses.
- » The route would be less viable further south where the existing 1 tram route from South Melbourne beach through Albert Park provides a more direct route to central Melbourne and the 112 tram runs parallel to the beach from Middle Park to St Kilda.

### Car Parking

Demand for this car parking is generated from the varied activities in the area and fluctuates. The usability and capacity of this parking is reduced by traffic management measures deployed to manage traffic loading onto the TT-Line. These constraining measures occur at a time of peak parking demand during the evening sailing (when there is high demand to the restaurants and health club at Station Pier). Parking is occupied by TT-Line traffic waiting to load, and access to available parking is constrained by queuing and limited access points.

Given that space is at a premium in the area, the need to provide for parking will need to be carefully considered in any future development.

#### Key Opportunities

- » Through the redesign of public space there is an opportunity to improve traffic and car parking.
- » It may be possible to define and prepare a Parking Precinct Plan for the Port Melbourne Waterfront precinct that would set out how parking is to be managed in the area, and assign appropriate parking space provision rates to new development, recognising the unique transport characteristics of the precinct.

### VicRoads SmartRoads (Network Operating Plans)

In recognition that a smarter and more proactive approach to managing the existing road network is required, VicRoads is currently in the process of developing a SmartRoads Network Operating Plan (NOP) for Melbourne. The SmartRoads NOP is an integrated tool that aims to better manage the use of roads by assigning priority to different modes of transport at particular times of the day. It is envisaged that the use of the SmartRoads NOP will help support the delivery of important objectives

for an integrated and sustainable transport network including reliability, environmental sustainability, land use integration and safety.

Figure 5.2 provides an extract of the draft NOP covering the Waterfront UDF Study Area. It can be noted that in this draft that different priorities are afforded to key roads:

- » Graham Street is designated as a Bus Priority Route
- » Bay Street north of Graham Street is designated for bus and pedestrian priority.
- » Bay Street south of Graham Street is designated as Other Traffic Route
- » The Tram Route 109 alignment is designate as a Tram Priority Route

#### Key Issues

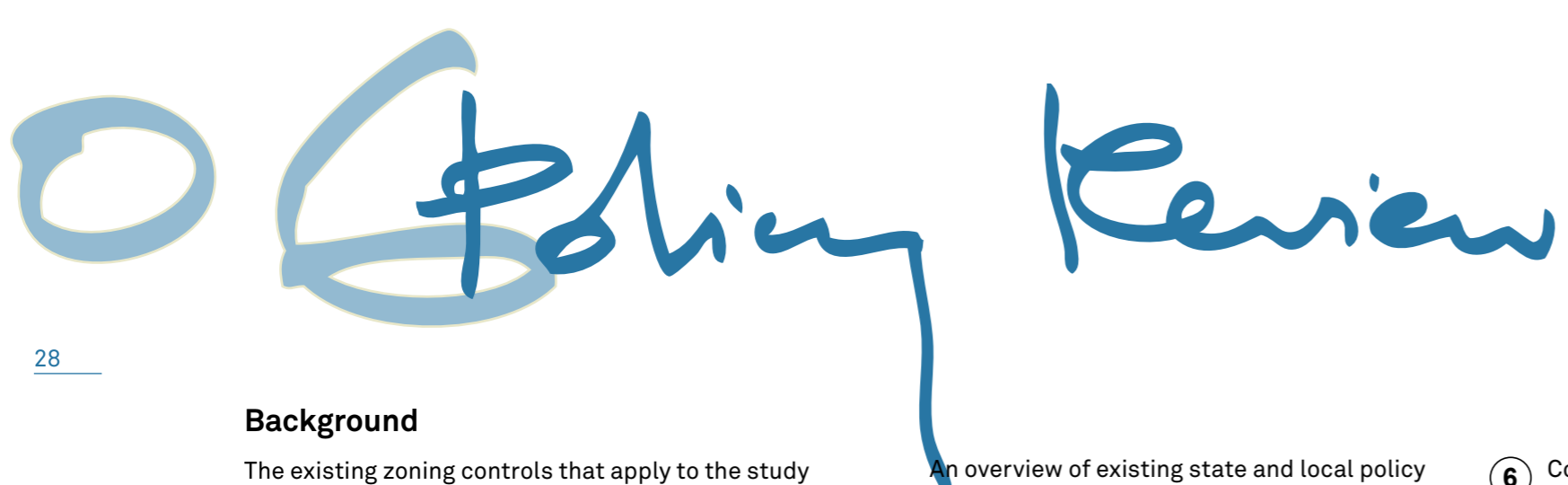
- » Traffic surveys at the Beach Street and Waterfront Place roundabout have indicated that there was a predominant east to north-west movement and north-west to east movement in both the AM and PM Peak. This is despite a wide range of traffic calming measures on Beach Street such as speed humps to discourage traffic. It is believed that much of this traffic uses Beach Street in order to travel to and from the Westgate Freeway, avoiding the route via Graham Street.

#### Key Opportunities

- » Network Operating Plans is one of the mechanisms for achieving desired urban design outcomes by considering the priority of modes that are assigned to each link and intersection, and how proposed interventions should be considered in the wider network management context. Therefore, Network Operating Plans may provide the necessary justification to make changes to the roadway that better reflect community desires for their streetscape, such as wider footpaths, rather than the simple focus on provision of vehicle traffic.



05.3 Movement and Access



## Background

The existing zoning controls that apply to the study area under the Port Phillip Planning Scheme are shown in Figure 6.1. The study area interfaces with the Port of Melbourne Planning Scheme with Station Pier a functioning port facility managed by the Port of Melbourne Corporation with the pier itself included in the Port Phillip Planning Scheme area.

Port interface issues are of key importance to the UDF project. The Minister for Planning has appointed a Port and Environs Advisory Committee to undertake a review of planning issues within the environs of the Port of Melbourne which includes Station Pier. The Committee is required to provide recommendations as to how the draft Port of Melbourne Port Environs Planning Framework can be implemented. The committee will also define the area that is to be considered 'port environs' for the purposes of land use planning, which will undoubtedly include land within the Port Melbourne UDF study area.

An important feature of the zoning plan is the Comprehensive Development Zone which applies to the Beacon Cove development and extends some distance into Hobsons Bay and includes both Station and Princes Piers and the waterfront area between them and to the west. It is also worth noting that the Industrial 3 Zone has been applied to the hardstand area to the immediate north east of Station Pier used by TT Line for heavy vehicle storage. This zoning extends some distance beyond the current extent of this hardstand area into Hobsons Bay.

An overview of existing state and local policy directives and controls is outlined below.

### State Policy Directions

- ① Melbourne 2030 identifies Bay Street, Port Melbourne as a Major Activity Centre.

### Local Policy and Land Use Controls

- ② A specific zone for the Beacon Cove development was introduced into the former Port Melbourne Planning Scheme in 1995 with the Minister for Planning made the responsible authority for planning decisions at this time.

Beacon Cove has now been fully developed and it is appropriate for planning control to pass to the Port Phillip City Council

Council is currently preparing a planning scheme amendment to rezone the residential component of Beacon Cove. The UDF will need to consider the appropriate zone and overlay controls that should be applied to the balance of this area comprising the waterfront and its environs, and including both Station and Princes Piers.

- ③ The planning scheme encourages links between Bay Street, Station Pier and the foreshore and walking and cycling along the foreshore area
- ④ The TT line hardstand area is currently zoned Industrial 3 Zone (light industry). The UDF will consider the appropriateness of this zoning in the context of any future plans for the use of this land and in the context of the current State Government review of planning controls in the environs of the Port of Melbourne (which includes Station Pier)
- ⑤ Station Pier is identified in the Port Phillip Planning Scheme as a major tourism attraction with the Station Pier to Bay Street area identified as a major tourism centre and visitor area in the Tourism Framework Plan.

- ⑥ Council's Vision for the waterfront area of Port Melbourne includes that the area will attract "increasing numbers of visitors who wish to experience its distinctive waterfront heritage and character and who increasingly access the area on foot, public transport or bicycle.

As a result, there is an increase in retail and tourist related uses, particularly in areas abutting the foreshore." and "The needs of visitors are balanced with those of residents".

- ⑦ The Port Phillip Planning Scheme identifies beaches and foreshore areas as vital recreational resources for this high density residential community and the foreshore area as Port Melbourne's greatest physical and cultural asset

- ⑧ A key planning issue identified in the Port Phillip Planning Scheme is that new major developments within Port Melbourne may include restaurant and retail components that compete with the retail core of the Bay Street Shopping Centre.

- ⑨ The planning schemes aims to facilitate the transition of this mixed use area from its past industrial use to residential mixed use by encouraging residential land uses, with limited office, retail and commercial uses while retaining and expanding the existing retail and commercial role of the Bay Street shopping centre.

- ⑩ A key planning issue identified for Port Melbourne is the management of new development in the mixed use area to ensure

### Key Issues

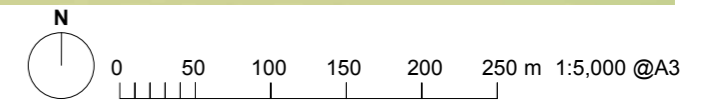
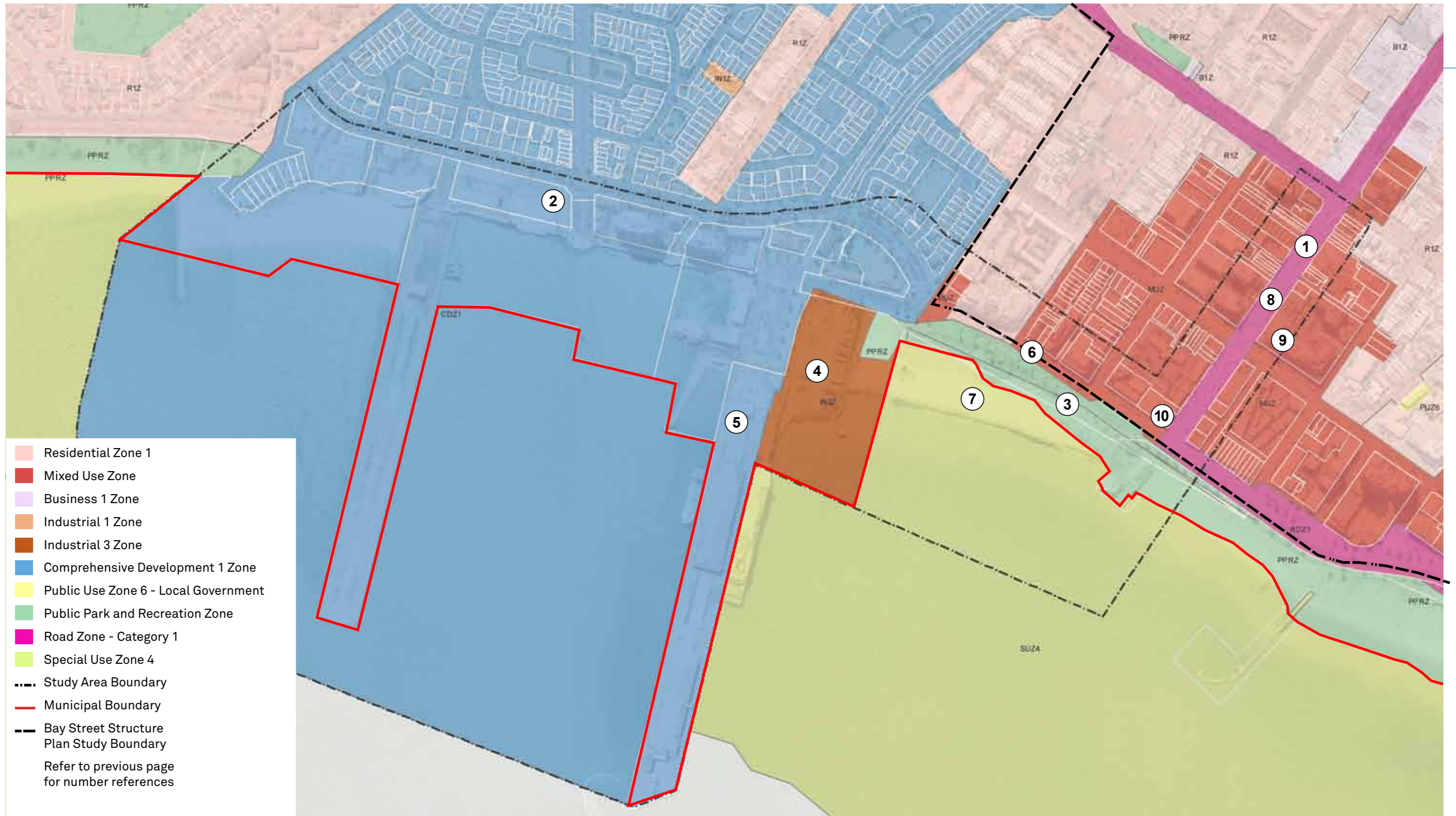
Port interface issues are of key relevance to the preparation of the UDF. Station Pier is expected to continue functioning as a port facility for the Spirit of Tasmania ferry service and for international passenger cruise ships for the foreseeable future. The preparation of the UDF will need to be mindful of the deliberations of the Port and Environs Advisory Committee and vice versa to ensure a coherent and integrated approach is taken to land use planning on the Port Melbourne waterfront.

### Key Opportunities

The preparation of the Port Melbourne UDF provides an opportunity to review Port Phillip Planning Scheme policies and controls that apply to the public realm and adjoining land (including the Bay Street Mixed Use Area) within the study area.

The UDF project also provides the opportunity to identify appropriate policy and controls for the waterfront component of the Beacon Cove development with planning control of this area to be returned to Council from the Minister for Planning.

The Port Phillip Planning Scheme identifies the need to encourage links between Bay Street, Station Pier and the foreshore and walking and cycling along the foreshore area. The preparation of the UDF provides an opportunity to identify the means by which improved links can be achieved.



6.1 Zoning Plan



The overview identifies the existing heritage constraints/controls for the Port Melbourne Waterfront, with additional information provided in relation to specific elements including Princess Pier and Station Pier.

The report also includes an overview of the implications of the controls, for future implementation of the Urban Design Framework.

## Background

The beach at Port Melbourne was used as an early landing place for people coming to Melbourne, arriving by ship in Hobson's Bay. A ferry service operated between the beach (originally known as North Beach) and ships anchored in the bay, utilising a small jetty on the beach. In the mid-1850s, following the discovery of gold, the maritime infrastructure of the area began to expand. The earlier jetty at 'Sandridge' (as 'North Beach' was by then known) was extended to become the Town Pier; the adjacent Railway Pier was constructed; and the railway line was built, connecting Sandridge to Flinders Street. More intensive development of the suburb of Port Melbourne also followed, including residential, commercial and industrial development.

Pier accommodation at Port Melbourne was augmented in the early twentieth century by the construction of Princes Pier to the west of Railway Pier, between 1912 and 1915; and Station Pier (on the site of the earlier Railway Pier) between 1923 and 1930. Both of these piers were connected to the Victorian Railways system; and both piers handled cargo and passengers ships.

More generally, the waterfront area has historical associations with the social history of Port Melbourne, and with labour and trade union history. Historically, there were connections between Port Melbourne residents and the waterfront, including an association between the waterfront workers who resided in the suburb. The historical connections also extend to the commercial development, including the plethora of local hotels which were much utilised by the waterfront workers and visiting seamen.

## Heritage Controls

Figure 7.1 identifies the heritage controls in the areas. A detailed outline of these controls is included in Appendix A: Heritage Report.

Two levels of control are identified:

- » State level control, for properties included in the Victorian Heritage Register (see 'VHR number' in the table) below. These properties are subject to the provisions of the Victorian Heritage Act 1995, which is administered by Heritage Victoria
- » Local level control, for properties included in the Port Phillip Schedule to the Heritage Overlay (see 'HO number' in the table) below. These properties are subject to the provisions of the Planning and Environment Act 1987; and to the heritage provisions of the Port Phillip Planning Scheme, including Clause 43.01 'Heritage Overlay' and Clause 22.04 'Port Phillip Heritage Policy'.

There are also a number of historical archaeological sites in the study area. These include sites in the Victorian Heritage Inventory, which is a list of known (and in some cases) potential archaeological sites, maintained by Heritage Victoria and also subject to the Victorian Heritage Act 1995. The HI sites are not listed in the table, but are identified in Section 3.6 below, where a number of former maritime and waterfront structures are discussed.

There are no places in the study area which are included in the Commonwealth Heritage List or the National Heritage List.

## Implications of controls

The study area contains a number of individually listed heritage properties and places, which variously contribute to the remaining heritage character, including historic maritime character, of the waterfront. Of note in this collection are the two landmark historic piers, and the leading lights (beacons).

It is also recognised that the study area, in terms of its built form and urban character, has been dramatically transformed in recent decades (see, for comparative purposes, the historic and current street directory maps below at Figure 7.4 to Figure 7.5). This has occurred through the introduction of the substantial Beacon Cove residential development; the construction of large-scale residential buildings/towers along Beach Street; and the adaptation of many former industrial buildings to residential and commercial uses. Aspects of the historical character of the area have also been diminished or removed, including (for Beacon Cove) the industrial BP site which originally adjoined Princes Pier (at the north end); the railway infrastructure which serviced both piers; the seawall (retaining wall) between Princes and Station piers; and the 1930s Centenary Bridge. The current landscaping treatment of the public areas, including the promenade along Beach Street and the publicly accessible northern ends of Princes and Station piers, is also of comparatively recent origin.

The heritage controls predominantly cover isolated sites/properties, other than the section of the Port Melbourne Heritage Overlay precinct (HO1) included in the study area. Generally, in practical terms, any changes to a heritage property (modifications, demolition, partial demolition, etc) require approval from the statutory authority, either Heritage Victoria or the City of Port Phillip.

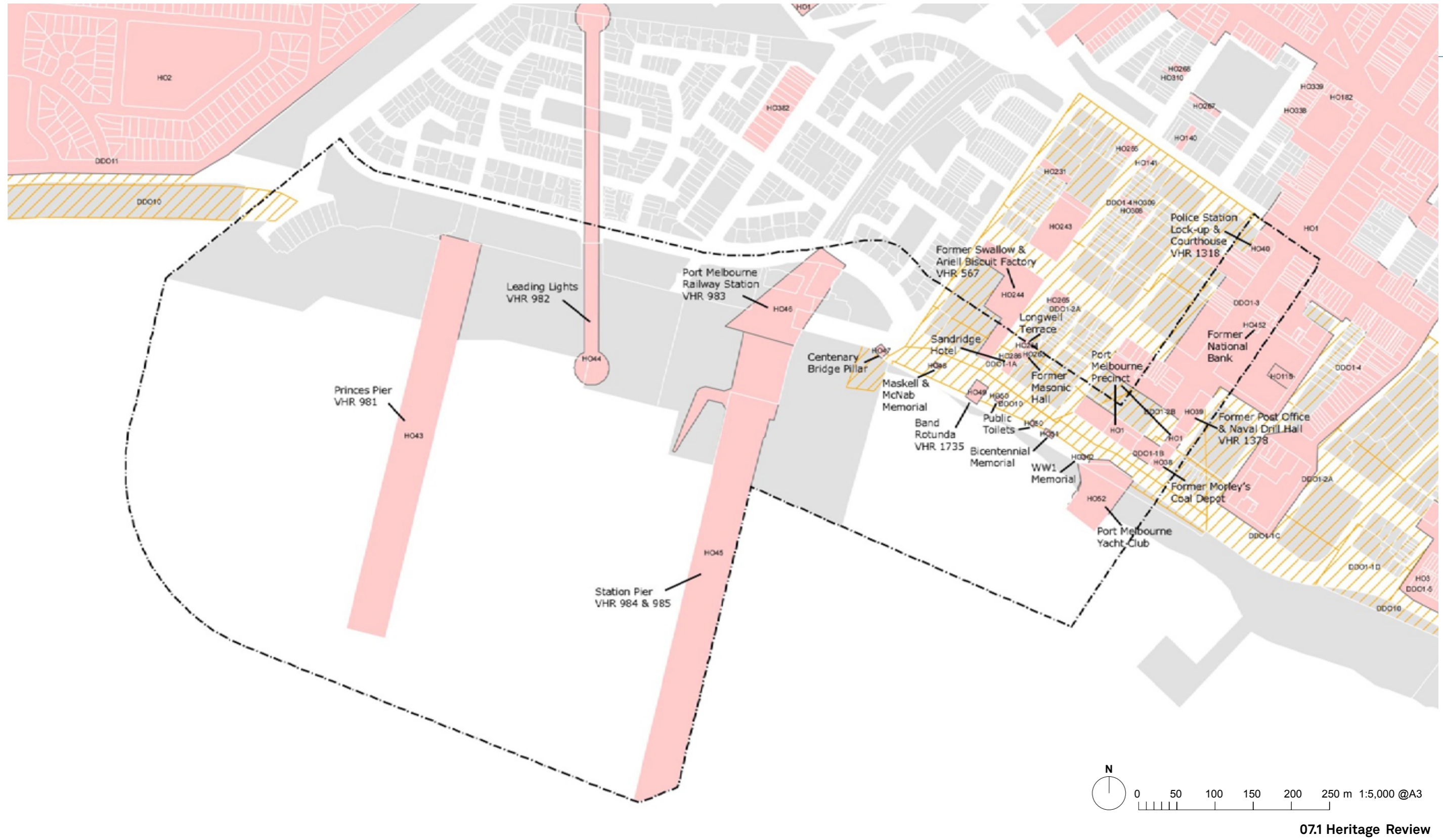
There is therefore no blanket or extensive heritage control or statutory heritage coverage over the waterfront study area, and the urban landscape character and values are not subject to, or constrained by, heritage controls. Excluding the heritage buildings and properties which are dotted across the study area, the remaining elements of heritage significance which might be impacted or affected by the future implementation of the Urban Design Framework are:

- » Princes and Station piers
- » Leading lights
- » Various memorials including Centenary Bridge pillar
- » Historic recreation and amenity facilities along the waterfront (band rotunda, toilets, yacht club).

Any works which impact on or disturb archaeological elements, including (as noted above) those in the Heritage Inventory and/or any currently unknown (i.e. not yet discovered) sub-surface remains, ruins and artefacts older than 50 years, would also require approval (in the form of a 'consent') from Heritage Victoria.

### Princes Pier

Historically, Princes Pier is significant for its long association with Australia's military history, through its use as the site of embarkation for Australian troops in the First and Second World Wars, and for its association with post-war migration programmes. The pier also provides evidence of the efforts of the Melbourne Harbour Trust during the period 1912-1930s, when the Port of Melbourne accommodated the largest vessels then in international trade.



07.1 Heritage Review

Princes Pier is a major former industrial structure which is redundant and has outlived its original use. The works which are underway at the pier have come about after a long period of examining and assessing different options and uses for the structure, including looking to other national and international examples of adapting and reusing similarly redundant maritime/waterfront places. The works also represent the first stage of what is planned to result in an active recreational space, with an occupied and functioning (commercial) gatehouse, and potentially also vessel mooring spaces alongside the retained pier component. A future landscape 'overlay', over the retained deck area, is also anticipated.

The current works involve the substantial removal of the original decking, with a 'forest' of piles being retained. This approach will assist in maintaining evidence of the original full and majestic extent of the pier; a 'marker' of sorts may also ultimately be placed at the end of the pier, to visually and physically define its original end point. Maintaining/ replacing the concrete decking on the retained section of pier, and in the setting to the gatehouse, is generally consistent with the historic character of the pier, although timber decking was also used. Retaining evidence of the remnant section of railway lines is another aspect of the works which has regard for the original use of the pier and its historic form. All these works have been approved and endorsed by Heritage Victoria.

This approach does not preclude a new landscape treatment to the pier. A raised deck, over the concrete beneath, and the introduction of other landscape elements is contemplated, although a dramatic transformation with a predominantly 'soft' landscape treatment may be problematic from a heritage perspective given the gritty historic maritime character.

The gatehouse has heritage controls over the exterior and interior. The works being undertaken are aimed at preparing the building for a new use, including potential café use, and include external and internal refurbishment. Areas within the building are being prepared for future commercial kitchen use; internal circulation is being addressed; there is also the potential for a retail space.

Any new landscaping, and further changes to the gatehouse to accommodate a change in use, will require approval from Heritage Victoria.

#### Station Pier

Station Pier is a landmark, and of scientific significance as the largest timber piled wharf structure in Australia. Historically and socially, the pier is associated with Australia's involvement in the Second World War, and with post-war migration. The essential function, form, scale and dimensions of the terminal is unchanged since the 1920's and are of primary significance. The axial and visual relationship between the pier and the gatehouse is important. The ability to see large ships berthed at the pier, from the waterfront area, is additionally an important aspect of the heritage character of the place.

Station Pier is an operating pier; the Port of Melbourne Corporation are responsible for its management; TT Line is a tenant of the pier. The current uses of the place, including the ferry service to and from Tasmania, and the national and international cruise ship traffic, are consistent with the historical significance and uses of the pier. While physical changes to the pier, and associated buildings, typically require permit approval from Heritage Victoria, the State heritage agency also recognises that changes which support the ongoing operation and function of the pier are consistent with maintaining its heritage values. These include changes associated with the need for enhanced facilities to accommodate increasing numbers of cruise ships; improved port security; and improved facilities for processing international visitors.

#### Leading lights

The Port Melbourne Leading Lights are significant as a rare building type in Victoria, in terms of the combination of the form and placement of the lights, with one in the water and one on land. They are also intact and rare survivors from a range of navigational aids constructed around Port Phillip Bay before 1945. The easement which follows the 'line of sight' between the lights is an important aspect of their significance; it has influenced the planning and layout of surrounding development, whereby the 'line' has been maintained right through to, and including, the Beacon Cove development. The rear leading light (figure 7.2) is still in operation and used for navigation.

In addition, the lights provide an important visual and functional link between Princes and Station piers, helping to reflect the pattern of shipping activity in this area during the 1920s and 1930s.

Any works to the waterfront area within the 'line of sight' should not impact on (conceal, restrict, etc) the historical view line.



Figure 7.2 Leading light in bay, as seen from Beacon Cove



Figure 7.3 Leading light on land

### Memorials

The concentration of memorials on the waterfront (Beach Street) to the east of Station Pier is a characteristic of the area. The earliest is the Maskell and McNab Memorial, dating back to the 1890s, while the 1988 Bicentennial Memorial continued the historical practice of placing memorials in this very public area. This later work was intended to commemorate the achievements of Port Melbourne pioneer Wilbraham Liardet.

### Historic recreation and amenities structures

Historic beachfront amenities and recreational elements are also located in the study area, including the historic public toilets, yacht club and band rotunda.

The first yacht club was constructed here in the early 1960s after the Port Melbourne Yacht Club, which had been established in 1889, relocated to the landward end of the (former) Town Pier site. The old pier had been substantially demolished in stages by this time, and the yacht club built a boat shed and reputedly utilised the pier's former lifeboat shed as a clubhouse. This clubhouse burned down in 1996 and was replaced by the current building.

The band rotunda has historical associations with the First World War and the Port Melbourne community's commemoration of the event. The location of the rotunda is also significant, as Port Melbourne was the point of embarkation and disembarkation for many troops during the war. Rotundas, generally, are also representative of a once popular form of public entertainment in parks and gardens.

The historic 'public conveniences' were built in 1902 and help demonstrate an aspect of the improvements to the waterfront area undertaken in the early twentieth century. They also recall the emerging role of the foreshore as a recreational resource at this time, and are rare surviving early buildings of their type designed as ornamental structures.

These existing elements of the waterfront are important contributors to its current character.



Figure 7.4 Extract from 1990 Melways map, still prior to the Beacon Cove development.



Figure 7.5 Current street directory map.

