

**Report to the Future Melbourne (Planning) Committee**

Agenda item 6.5

**Ministerial Referral: ID-2016-3 (Amendment GC44)  
Melbourne Convention and Exhibition Centre  
2-26 Clarendon Street, South Wharf**

17 May 2016

**Presenter:** Kate Yuncken, Principal Planning Officer**Purpose and background**

1. The purpose of this report is to advise the Future Melbourne Committee of a request to amend the Incorporated Document and associated plans for the Melbourne Convention and Exhibition Centre in the Melbourne Planning Scheme (Amendment GC44) to enable the expansion of the convention centre, including a new hotel and carpark on the site. This request has been made to the Minister for Planning by the owners of 2-26 Clarendon Street, South Wharf to exercise powers under Section 20(4) of the *Planning and Environment Act 1987* (the Act). The applicant is Urbis, the owner is Plenary Group Pty Ltd and the architects are Woods Bagot and SHoP Architects.
2. The Minister for Planning, before responding to the request, has sought the comments of the Council in accordance with section 20(5) of the Act.
3. The land generally comprises land bounded by Wurundjeri Way and Montague Street to the west, the Yarra River to the north, Clarendon Street to the east and Normanby Road and the West Gate Freeway to the South. A number of internal roads intersect the site including Dukes Walk, Rona Walk and Convention Centre Place. The site generally falls within the City of Melbourne save for two triangular sections to the south of the site under the freeway, used for car parking located within the Port Phillip City Council municipality.
4. The amendment seeks approval for:
  - 4.1. expansion of the existing exhibition centre to provide new exhibition halls in the order of 9,000 square metres in space and additional meeting, banquet and pre-function space of 2,726 square metres
  - 4.2. an upgraded public realm with pedestrian links through the site
  - 4.3. provision of a centralised 'hub' to provide a clearly defined entry, meeting place and centralised point to link into the wider MCEC facility hotel development comprising 305 rooms (20 hotel room levels above a 6 level car park podium with an overall height approximately 96.5 metres and a podium height of approximately 22.7 metres)
  - 4.4. multi-deck car park to service MCEC and South Wharf DFO
  - 4.5. pedestrian sky bridge connecting the car park with the upper levels of the South Wharf DFO and vertically down to the nexus between the hotel lobby and north-south pedestrian link
  - 4.6. a combination of way finding and business identification signage for the precinct, including two electronic signs on the multi-deck carpark with views from the freeway
  - 4.7. two electronic major promotion signs.

**Key issues**

5. The key issues in relation to this amendment are built form, publicly accessible space and pedestrian and cycle connections. The amendment seeks to enable the expansion of the convention centre, a new hotel and associated car parking. The built form is generally acceptable in terms of its massing, height, setbacks and tower separation however additional details of the façades and design details are required.
6. The application proposes a pedestrian link which after a significant amount of consultation has been revised so that it presents more as a publicly accessible connection. The detailed resolution of the pedestrian link is still required.

**Recommendation from management**

7. That the Future Melbourne Committee resolves that the Department of Environment, Land, Water and Planning be advised that that the Melbourne City Council supports the Amendment and proposed amended Incorporated Document subject to conditions within the Delegate Report (refer to Attachment 4).

**Attachments**

1. Supporting Attachment (Page 2 of 31)
2. Locality Plan (Page 3 of 31)
3. Selected Plans and Proposed Shadows (Page 4 of 31)
4. Delegate Report (Page 11 of 31)

## Supporting Attachment

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### Legal

1. The Minister for Planning is the Responsible Authority for the amendment.

### Finance

2. There are no direct financial issues arising from the recommendations contained within this report.

### Conflict of interest

3. No member of Council staff, or other person engaged under a contract, involved in advising on or preparing this report has declared a direct or indirect interest in relation to the matter of the report.

### Stakeholder consultation

4. Council officers have not advertised the amended Incorporated Document or referred this to any other referral authorities. This is the responsibility of the Department of Environment, Land, Water and Planning acting on behalf of the Minister for Planning.

### Relation to Council policy

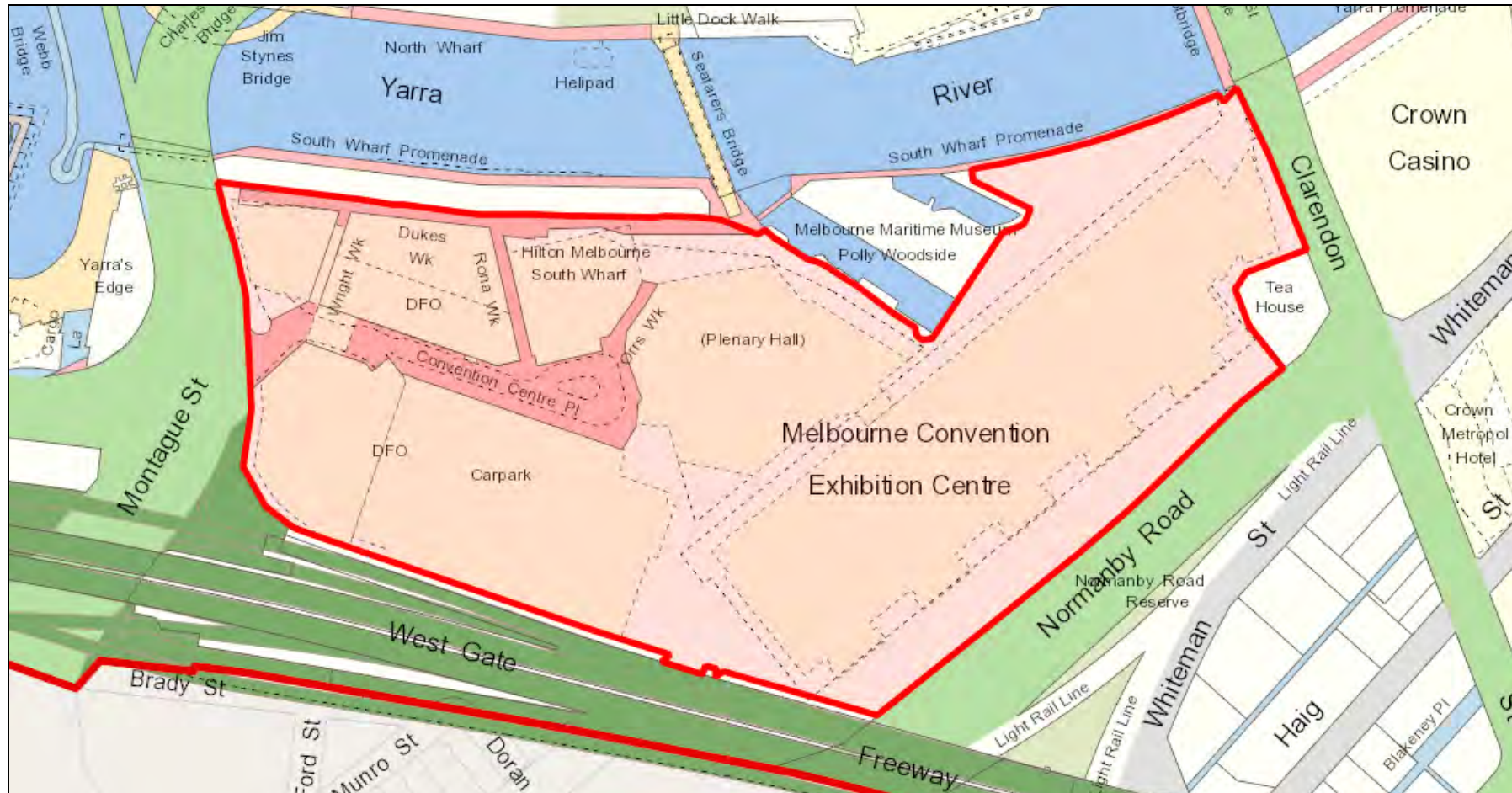
5. Relevant Council policies are discussed in the attached Delegate Report (refer to Attachment 4).

### Environmental sustainability

6. Pursuant to Clause 22.19 of the Melbourne Planning Scheme, an environmentally sustainable design statement was submitted with the application that suggests that the development has the preliminary design potential to achieve a Five Star Green Star Rating.

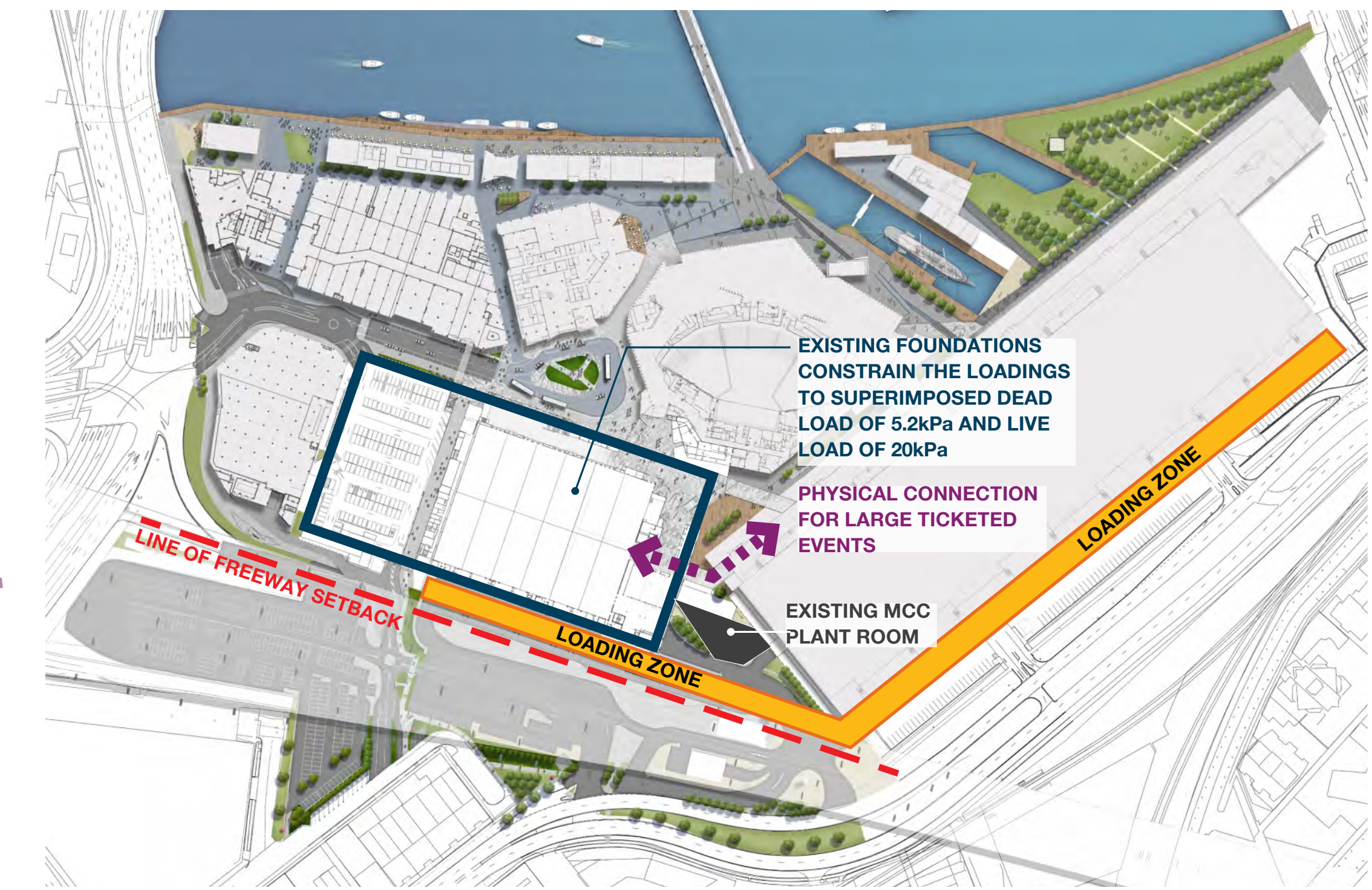
# Locality Plan

## ID-2016-3 Melbourne Convention and Exhibition Centre 2-26 Clarendon St South Wharf



# STRATEGIC CONTEXT

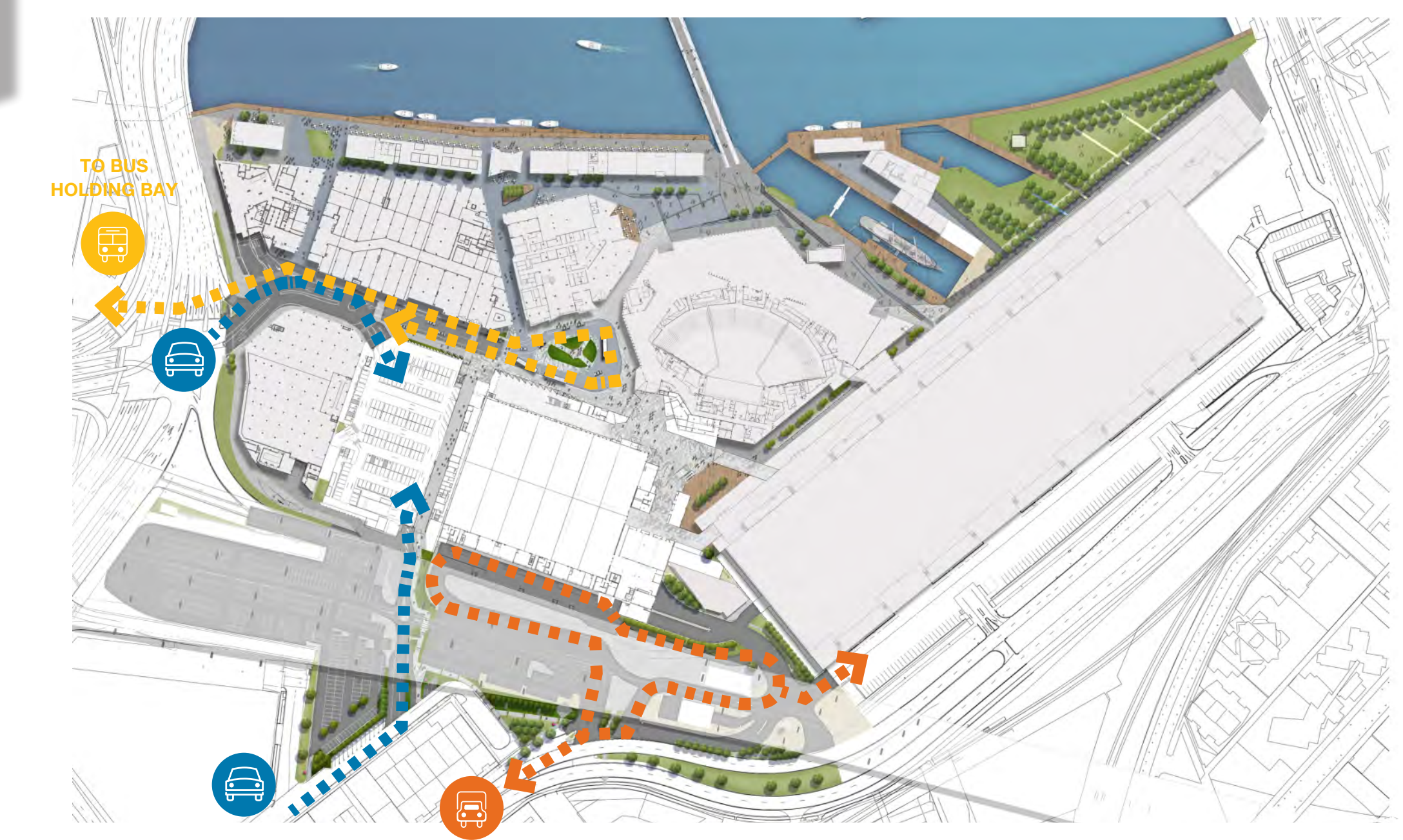
## THE BROADER CITY CONTEXT



**SITE CONSTRAINTS**



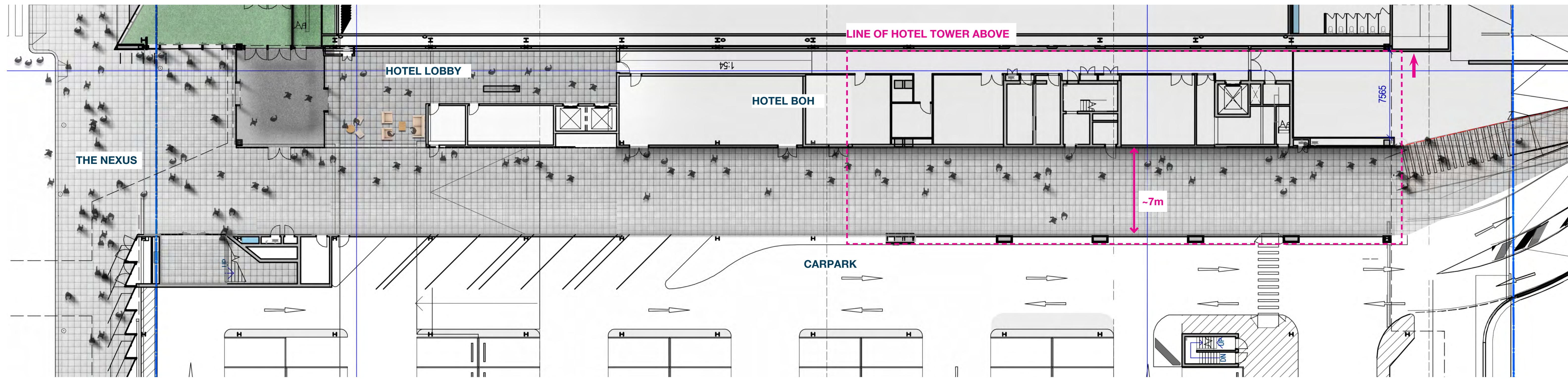
**ARRIVALS, ENTRIES & LINKS**



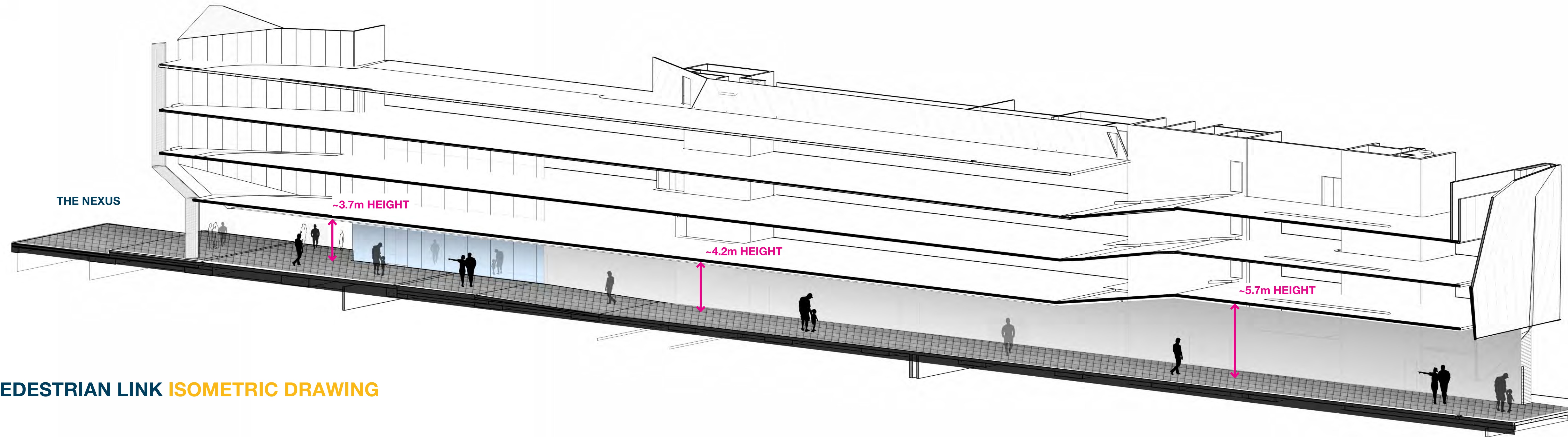
**PRECINCT VEHICLE ACCESS**

# STRATEGIC ROUTES

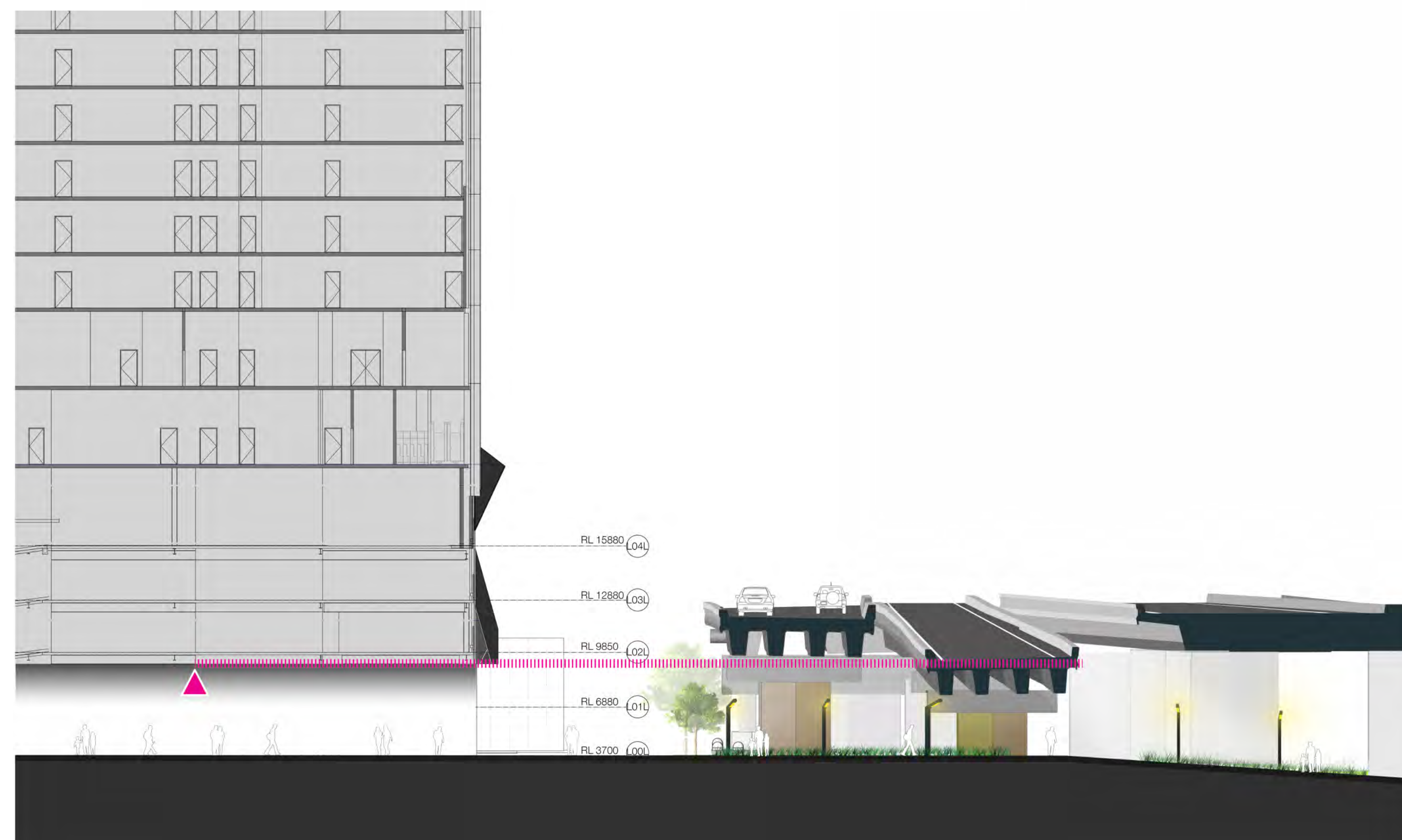
## PEDESTRIAN LINK



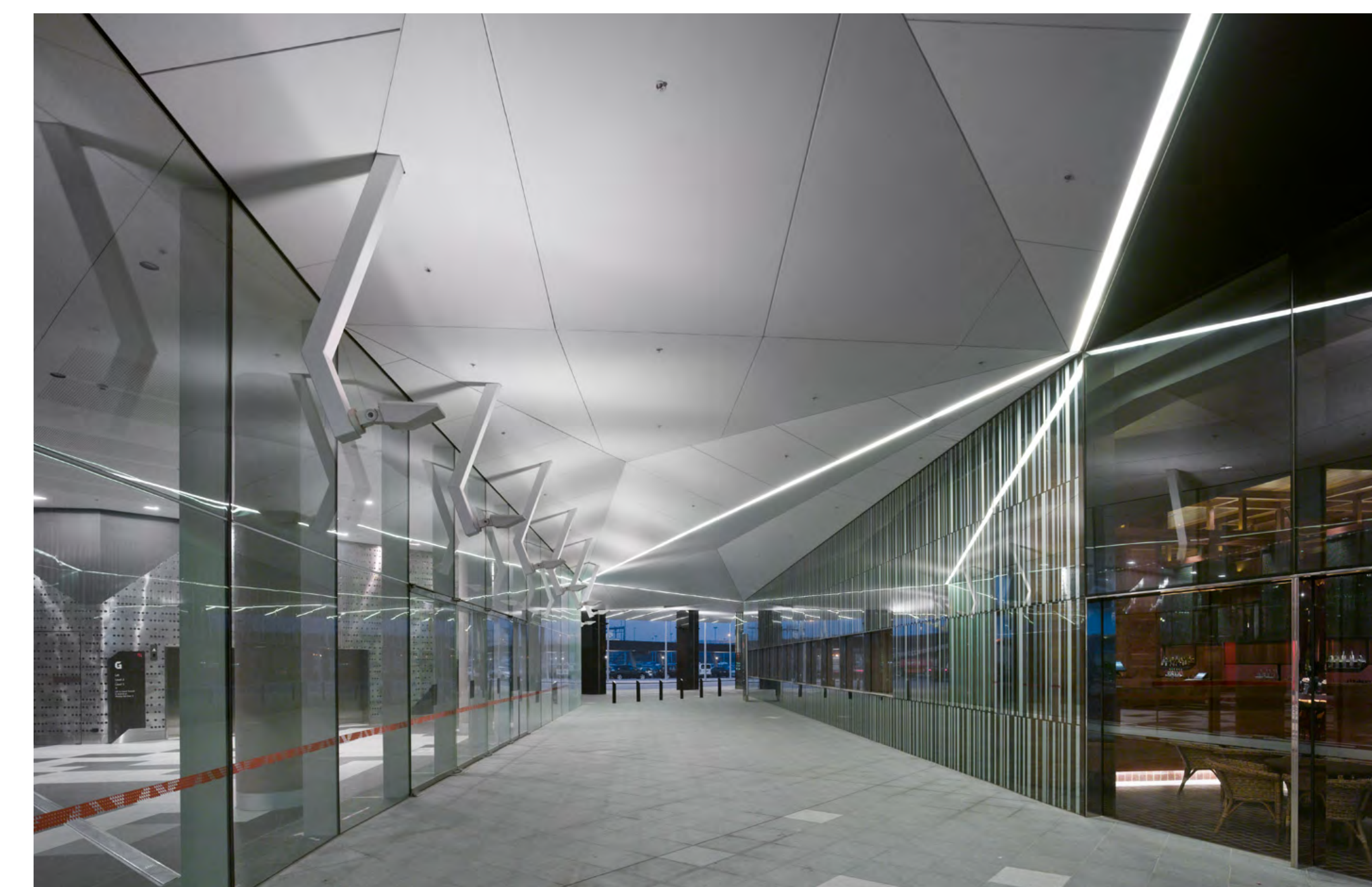
PEDESTRIAN LINK ILLUSTRATIVE PLAN



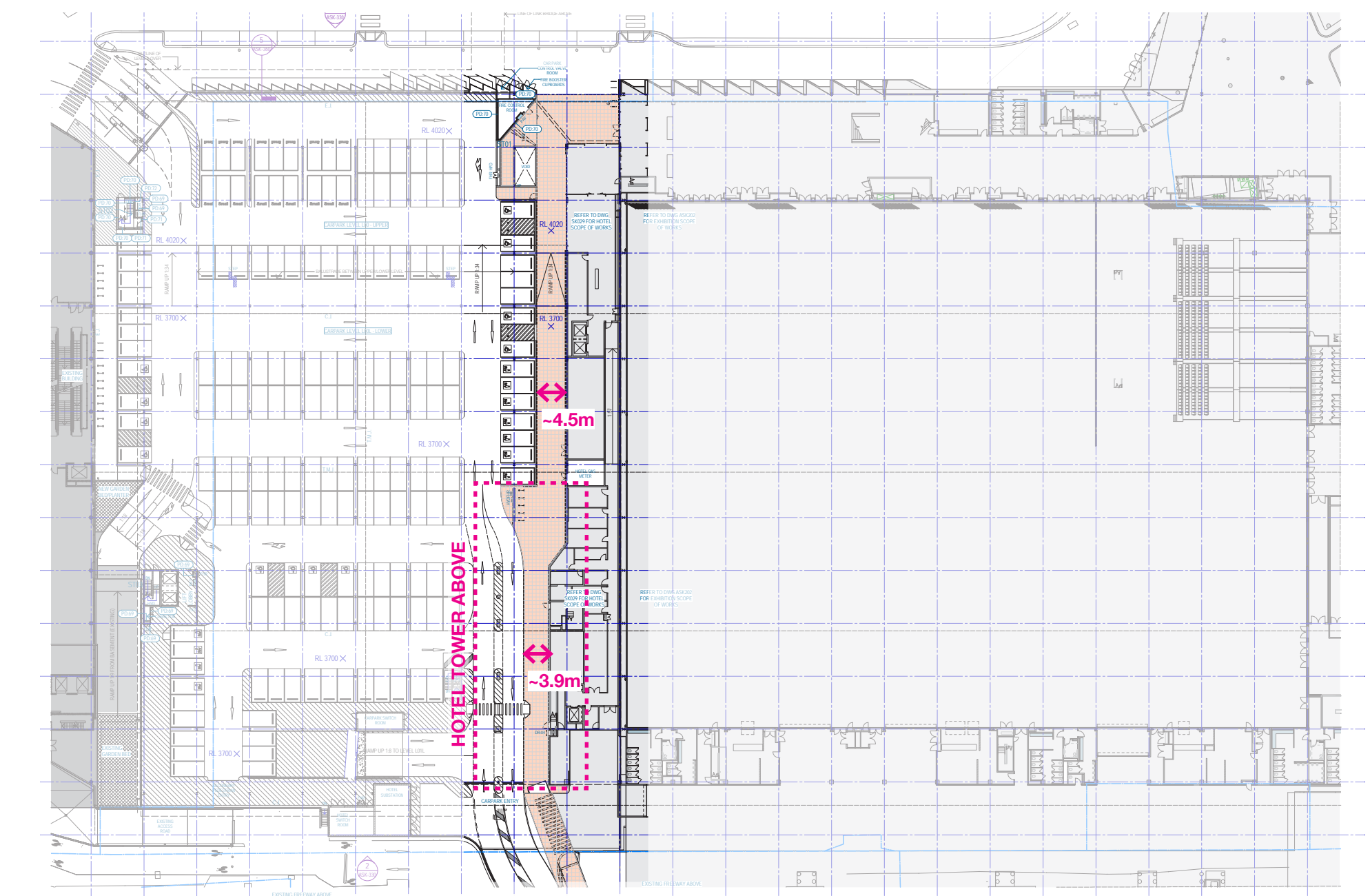
PEDESTRIAN LINK ISOMETRIC DRAWING



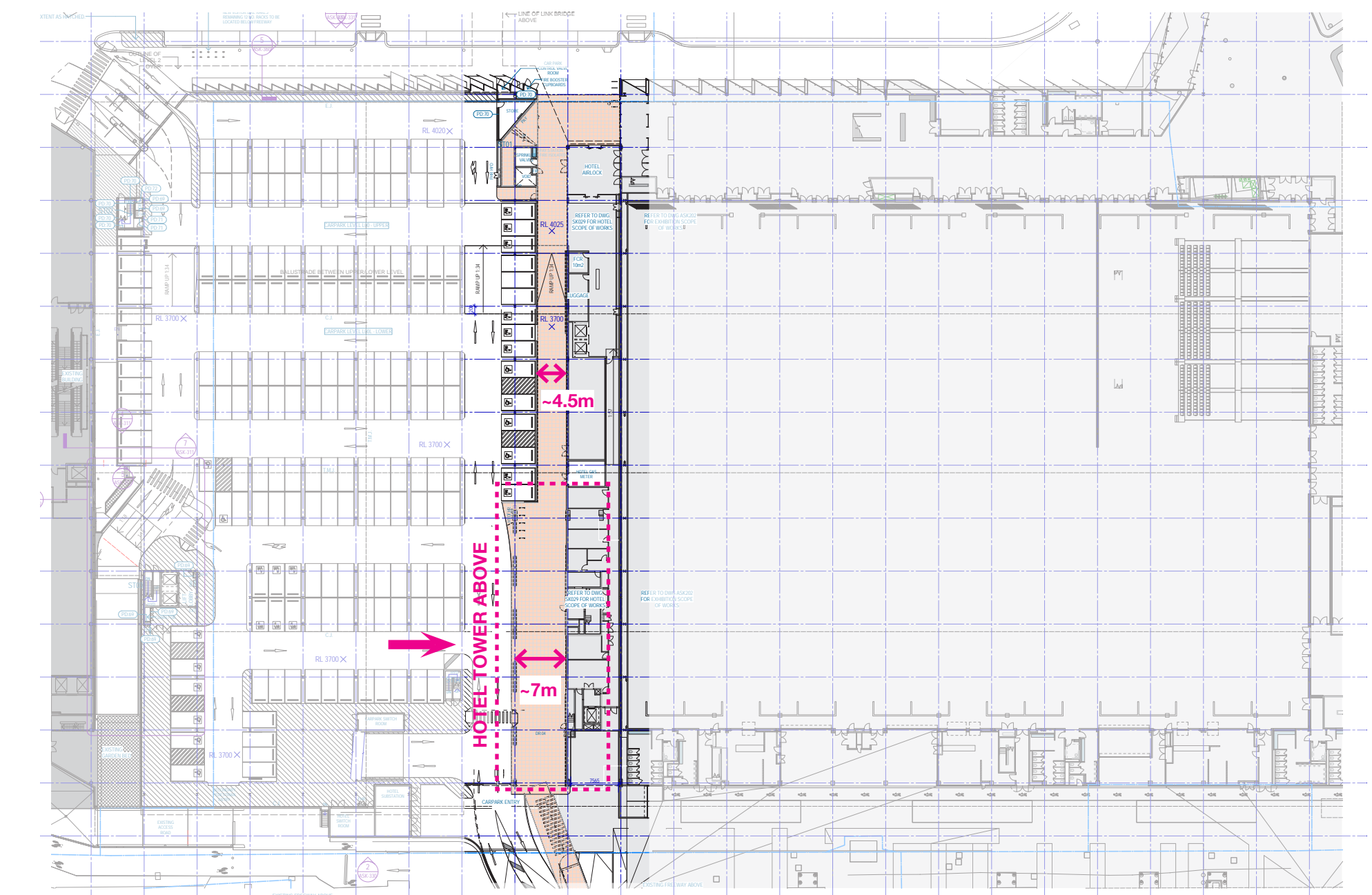
SECTION PEDESTRIAN PATH UNDER FREEWAY



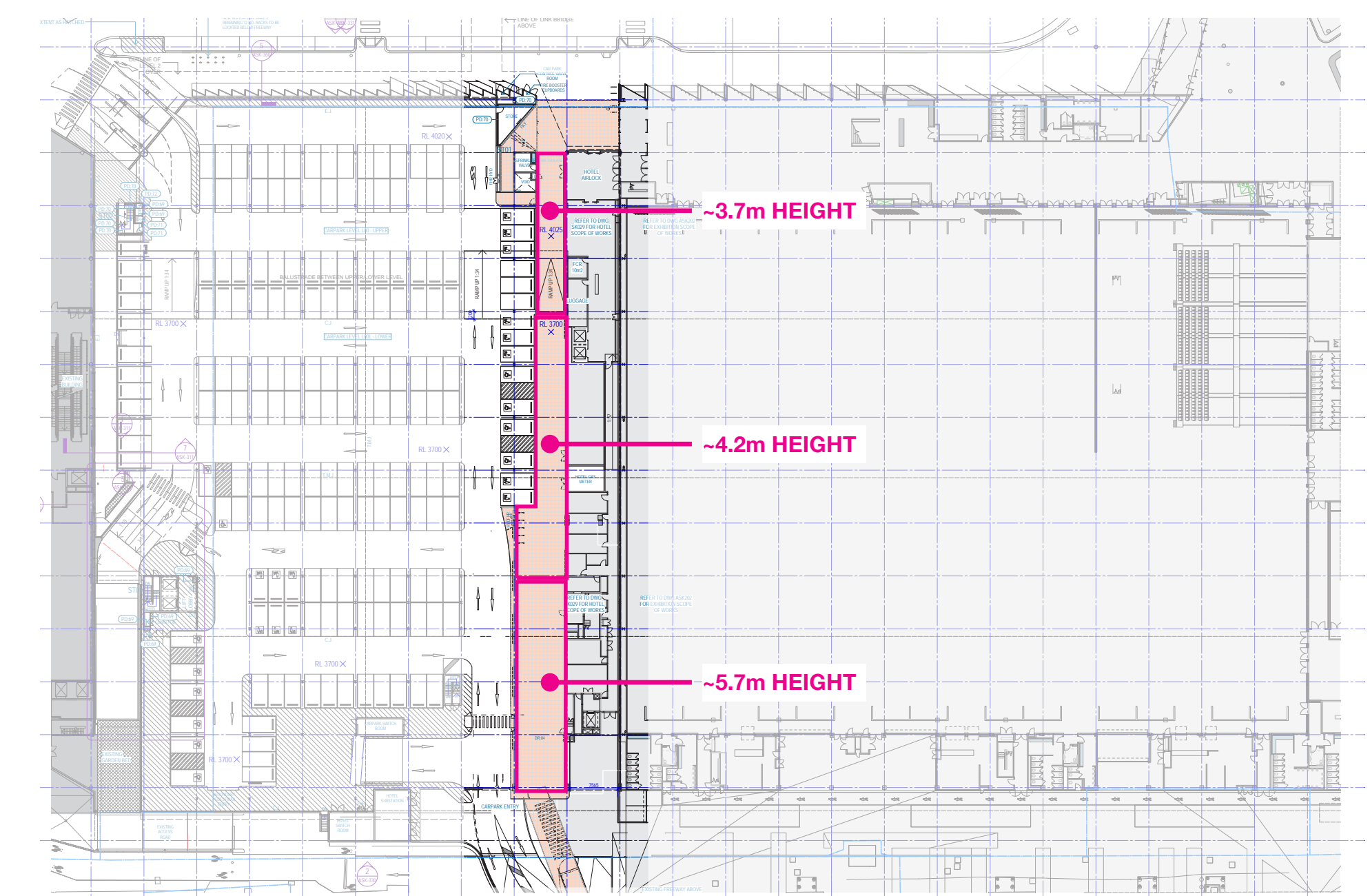
CEREMONIAL LINK



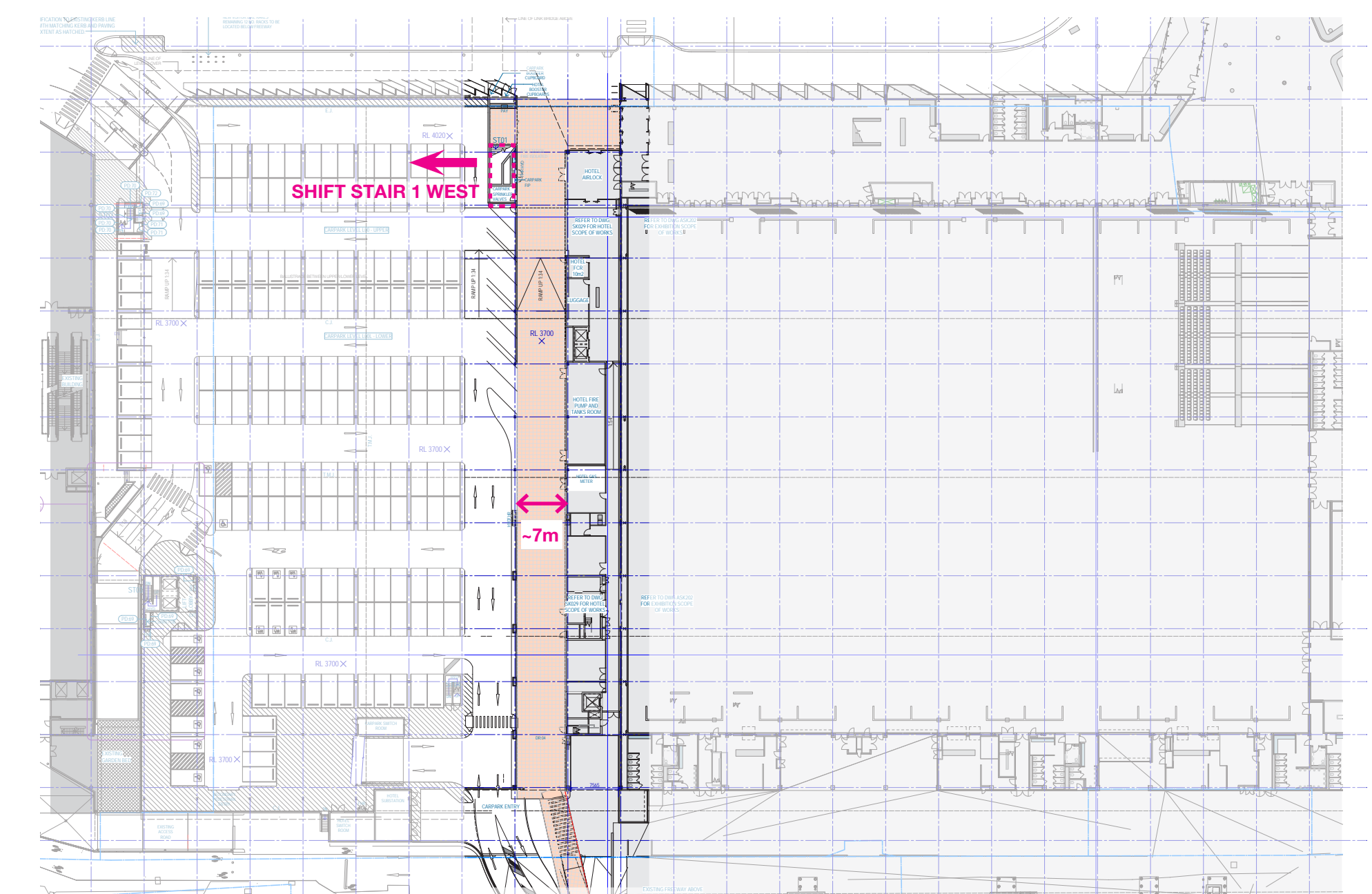
PREVIOUS PROPOSAL PEDESTRIAN LINK



1 SHIFT HOTEL TOWER 2.65M EAST



2 INCREASE CEILING HEIGHT AT SOUTH



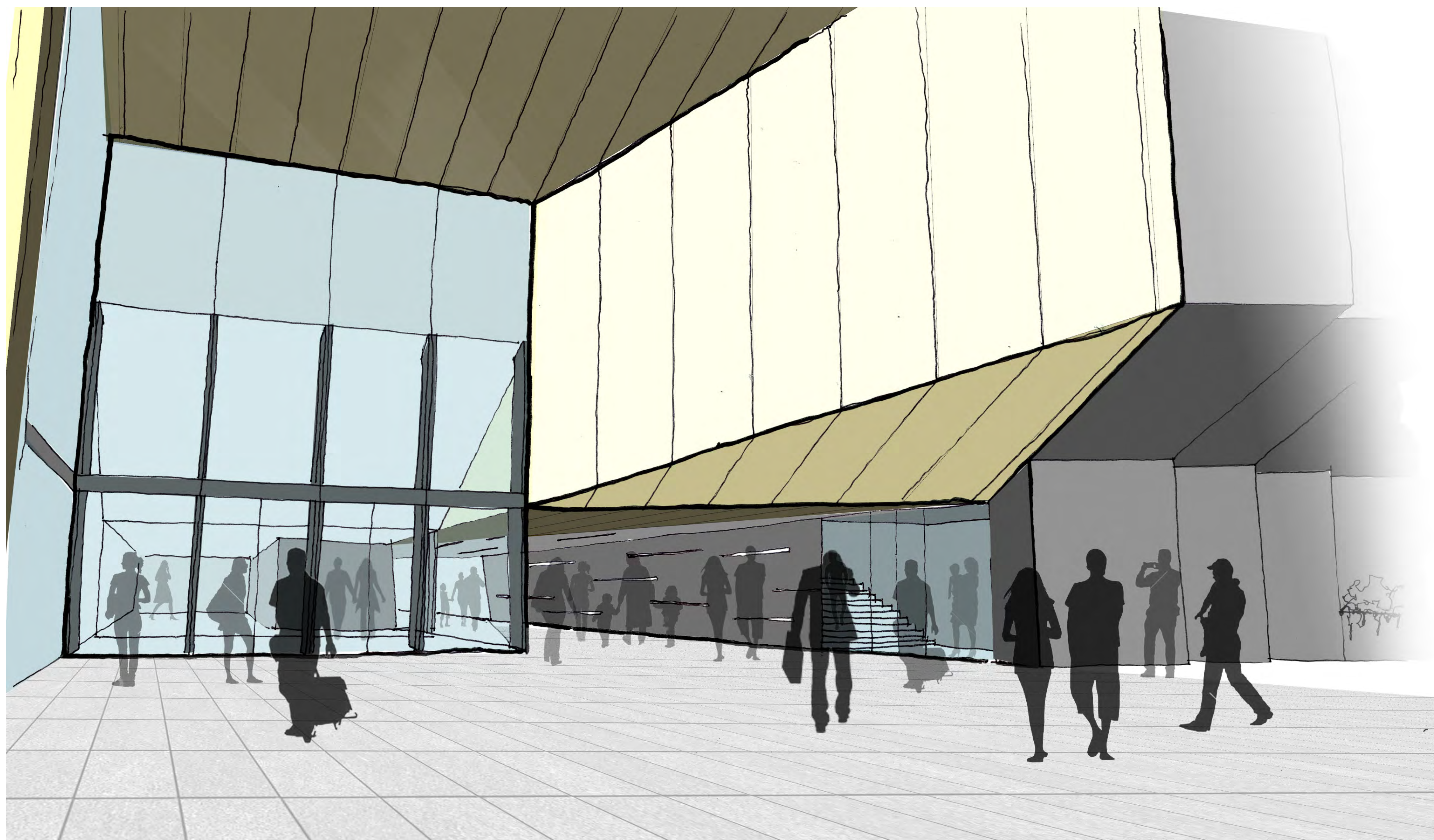
3 INCREASE WIDTH AT NORTH, SHIFT STAIR 1 WEST

# PUBLIC REALM

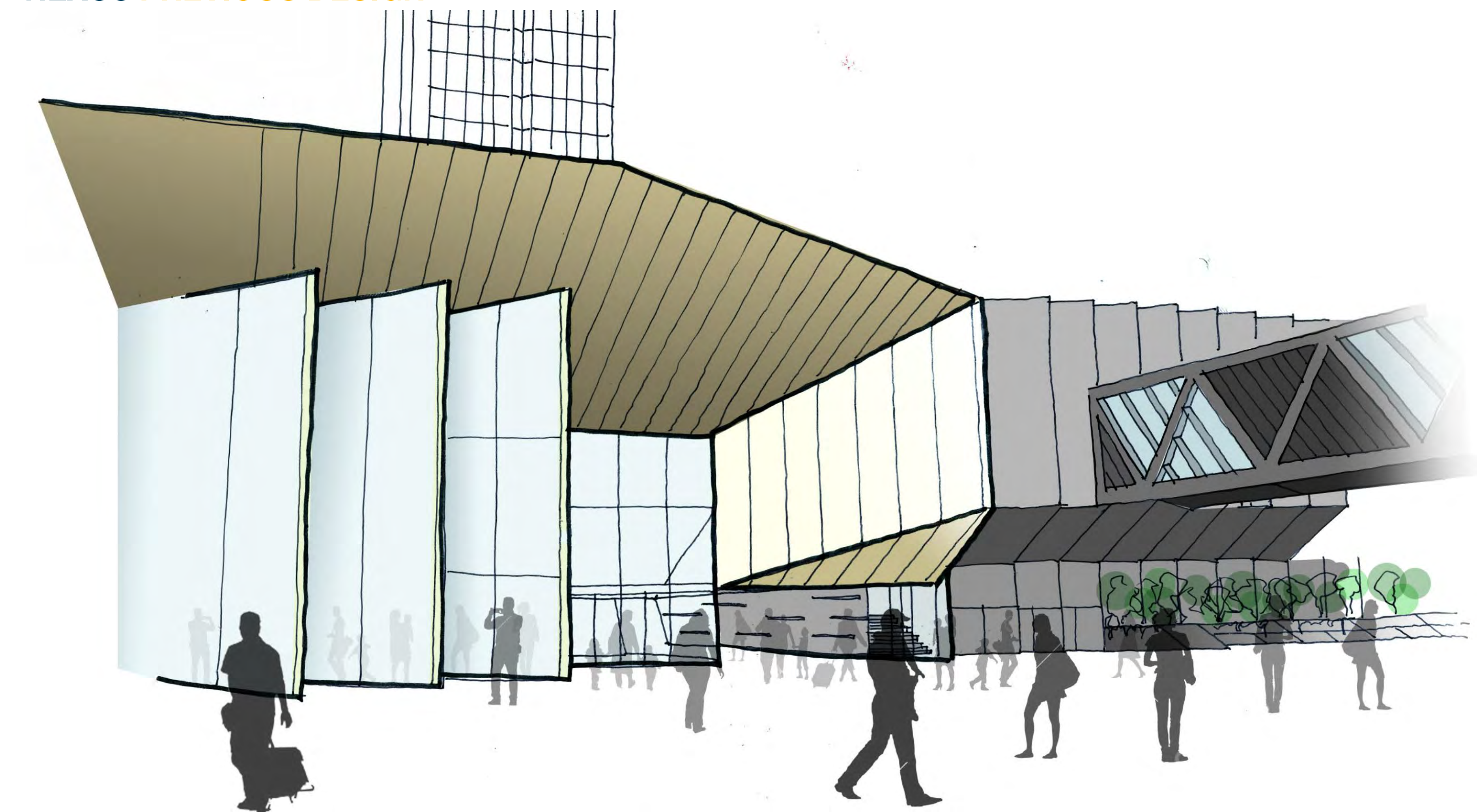
## THE NEXUS



NEXUS PREVIOUS DESIGN



NEXUS CURRENT DESIGN



NEXUS CURRENT DESIGN



CONVENTION CENTRE PLACE NEXUS



CONVENTION CENTRE PLACE SKYBRIDGE

# GATEWAY

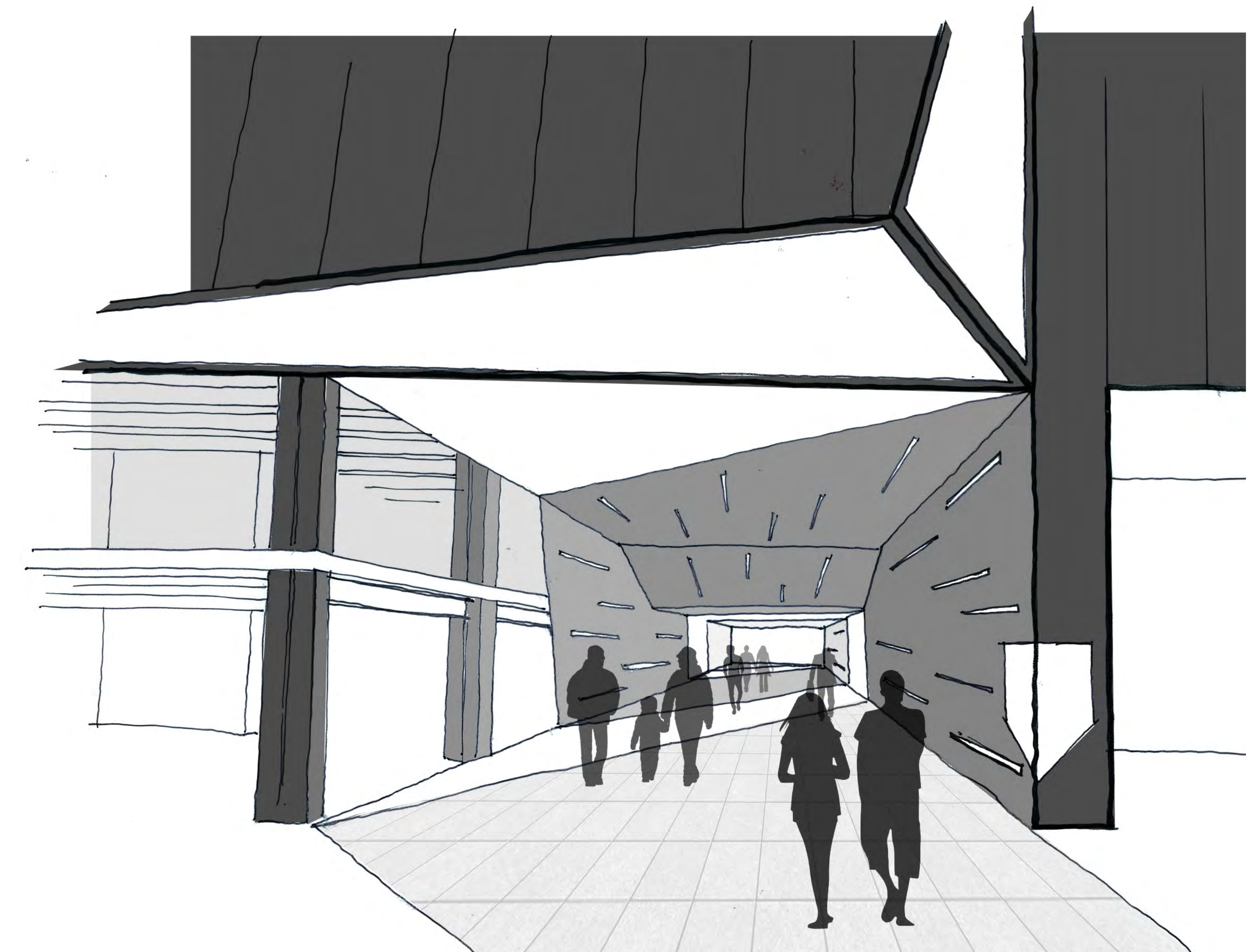
## SOUTH ENTRY



UNDER THE FREEWAY



SOUTH ENTRY PREVIOUS DESIGN



SOUTH ENTRY CURRENT DESIGN



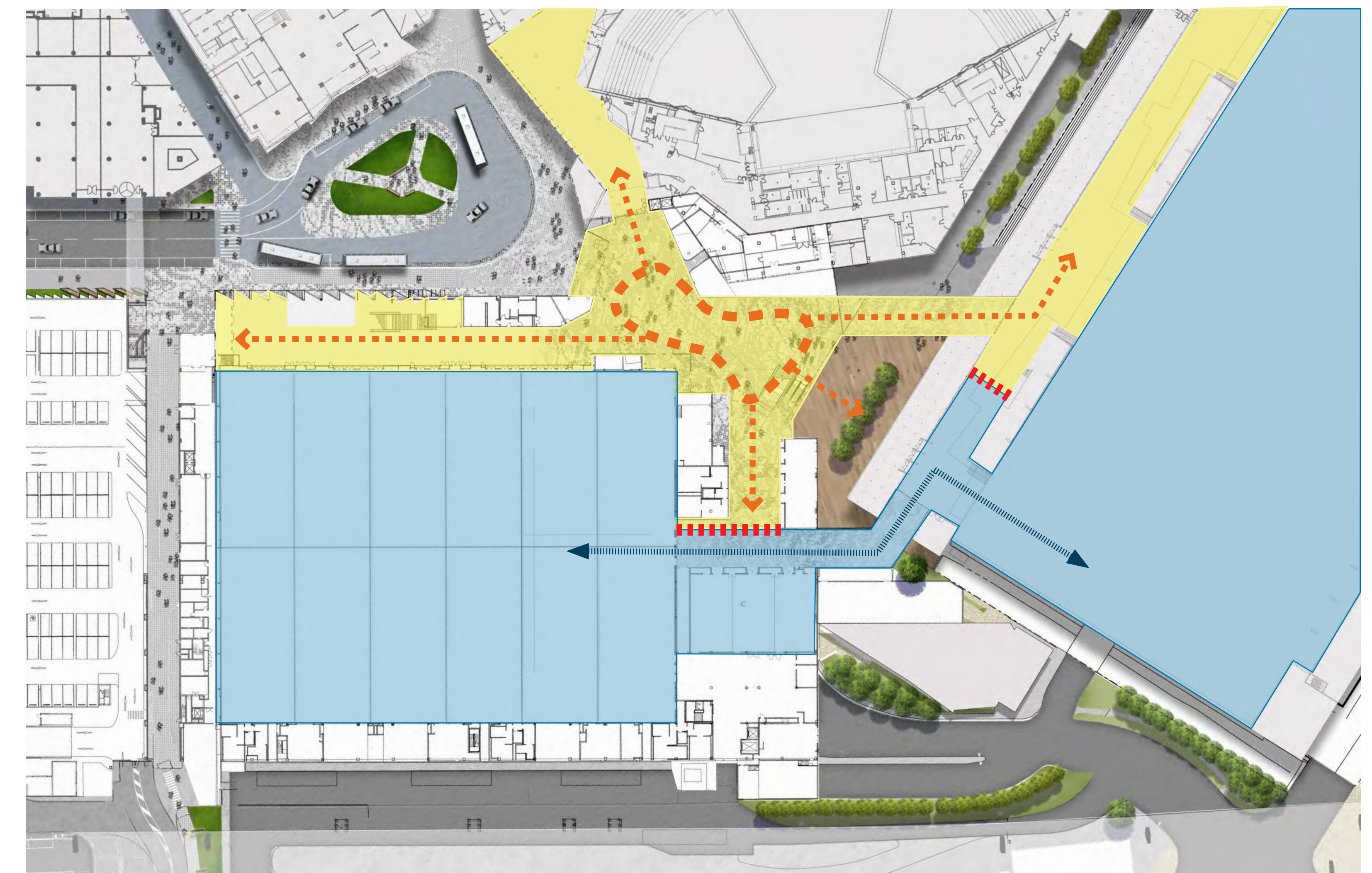
EXISTING VIEW UNDER FREEWAY



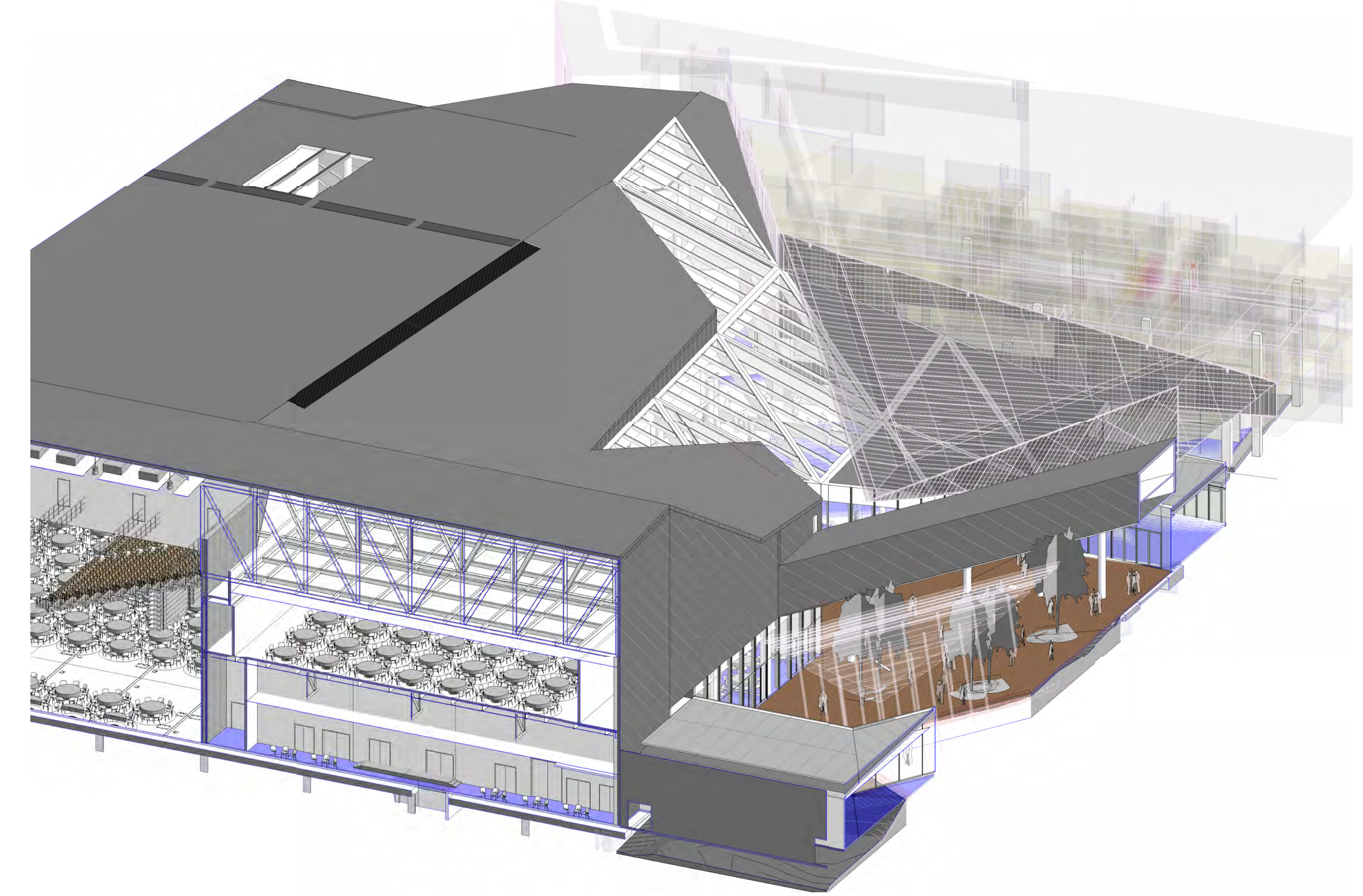
INDICATIVE SECTION THROUGH PEDESTRIAN PATH

# PUBLIC REALM

## THE HUB



THE HUB OPERATIONAL OVERLAY



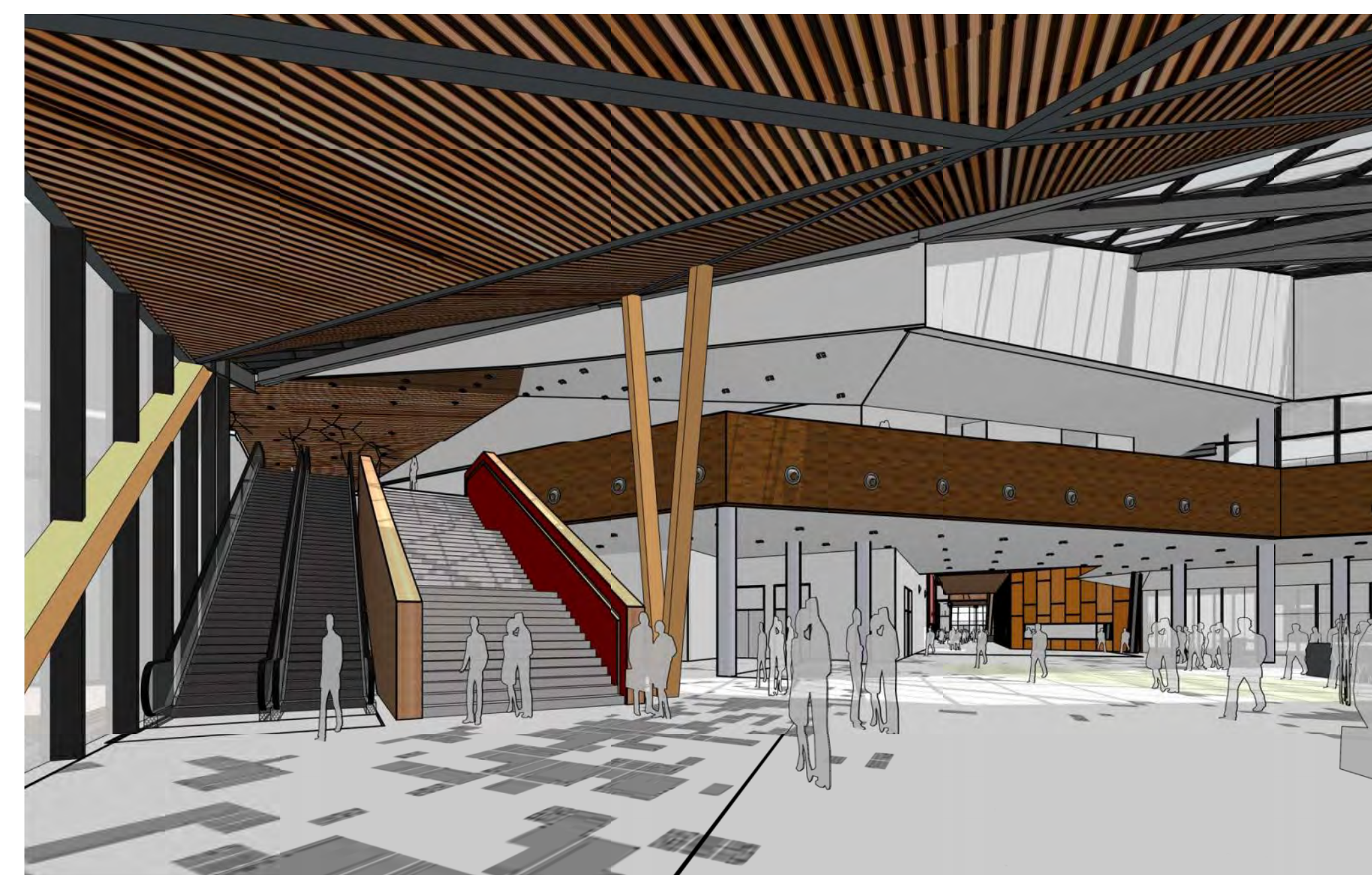
THE HUB ROOF



ENTRY INFORMATION DESK



THE HUB ENTRY



THE HUB VIEW TO LEVEL 1 PRE-FUNCTION

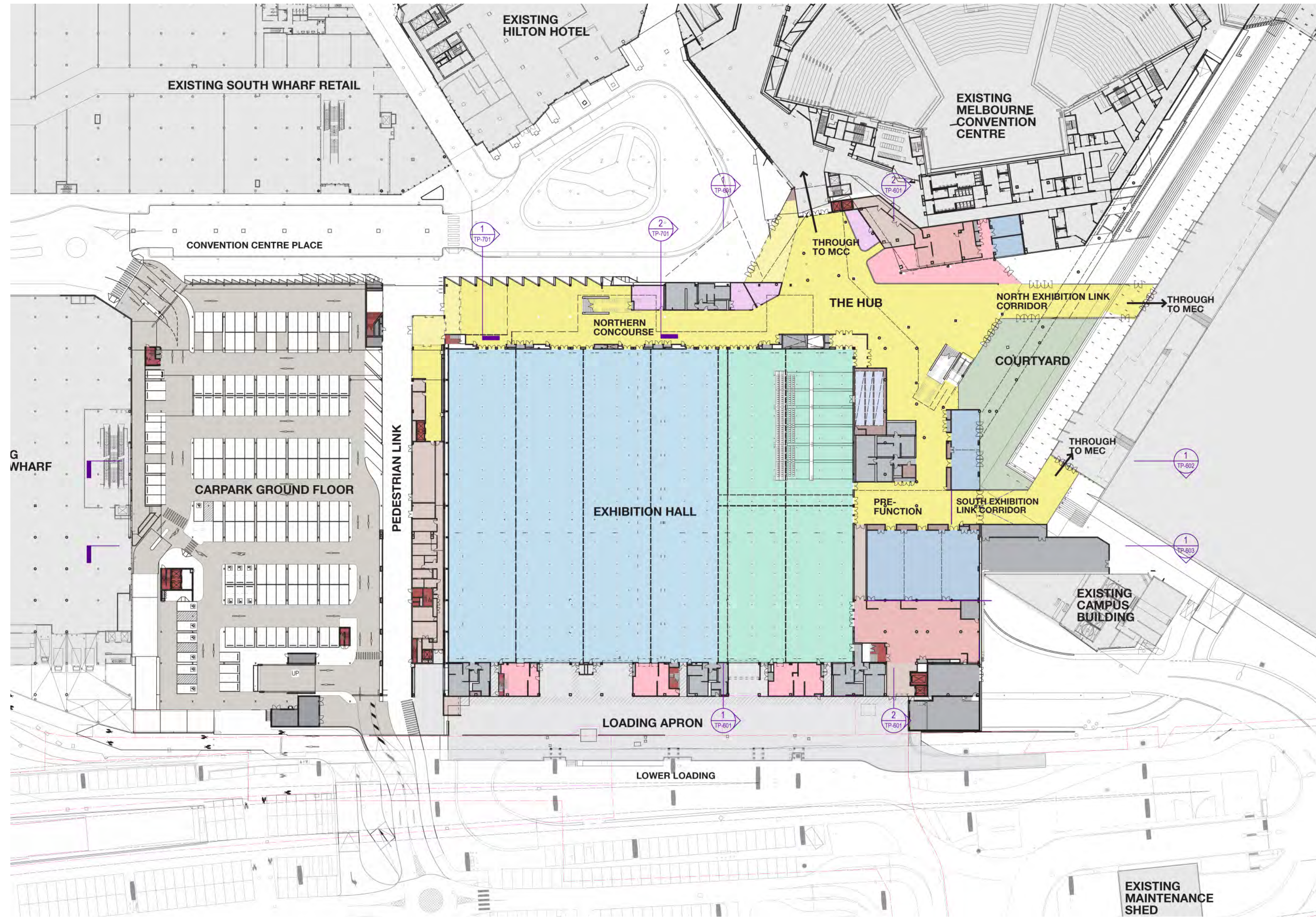


THE HUB CAFE

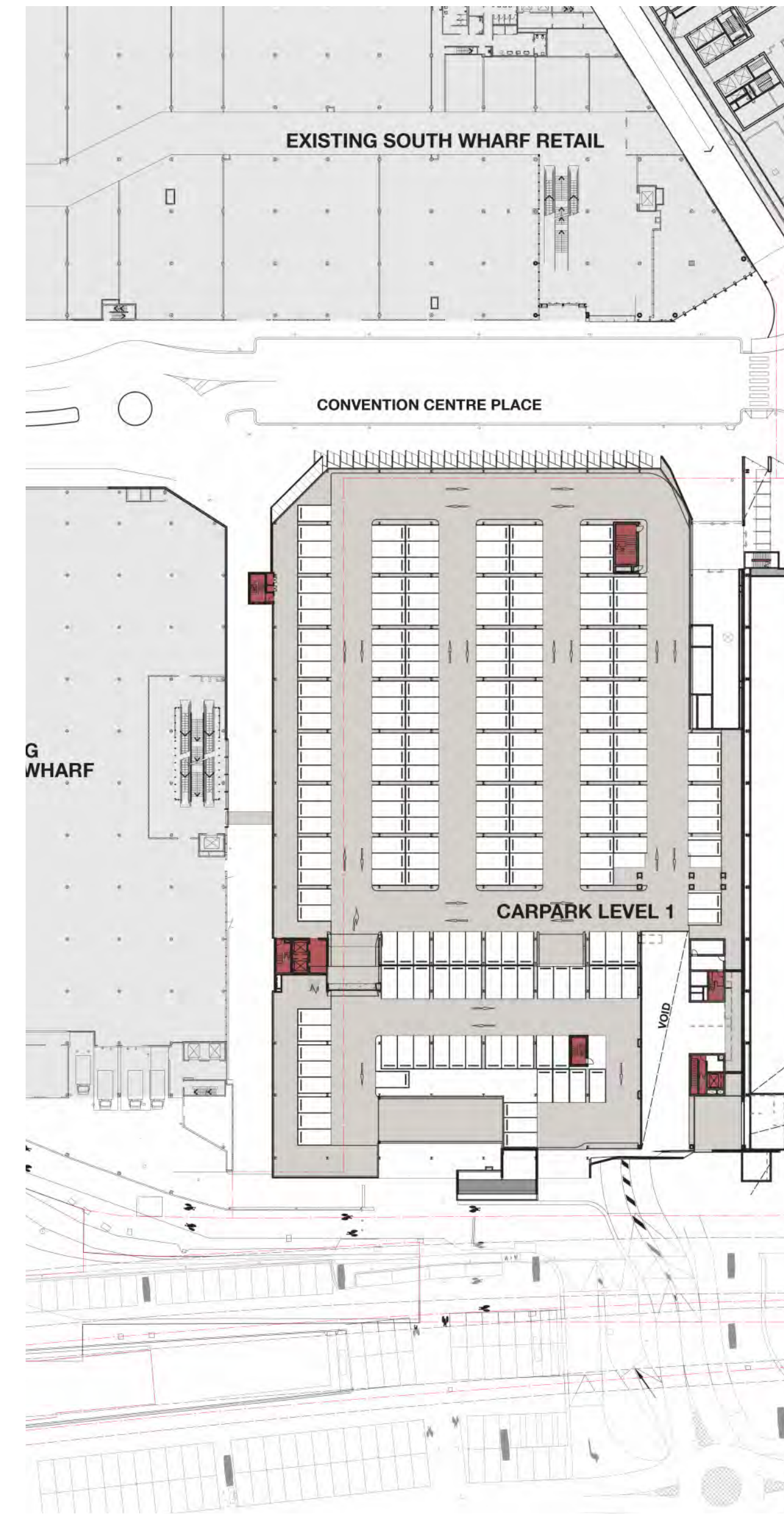


# FLEXIBILITY

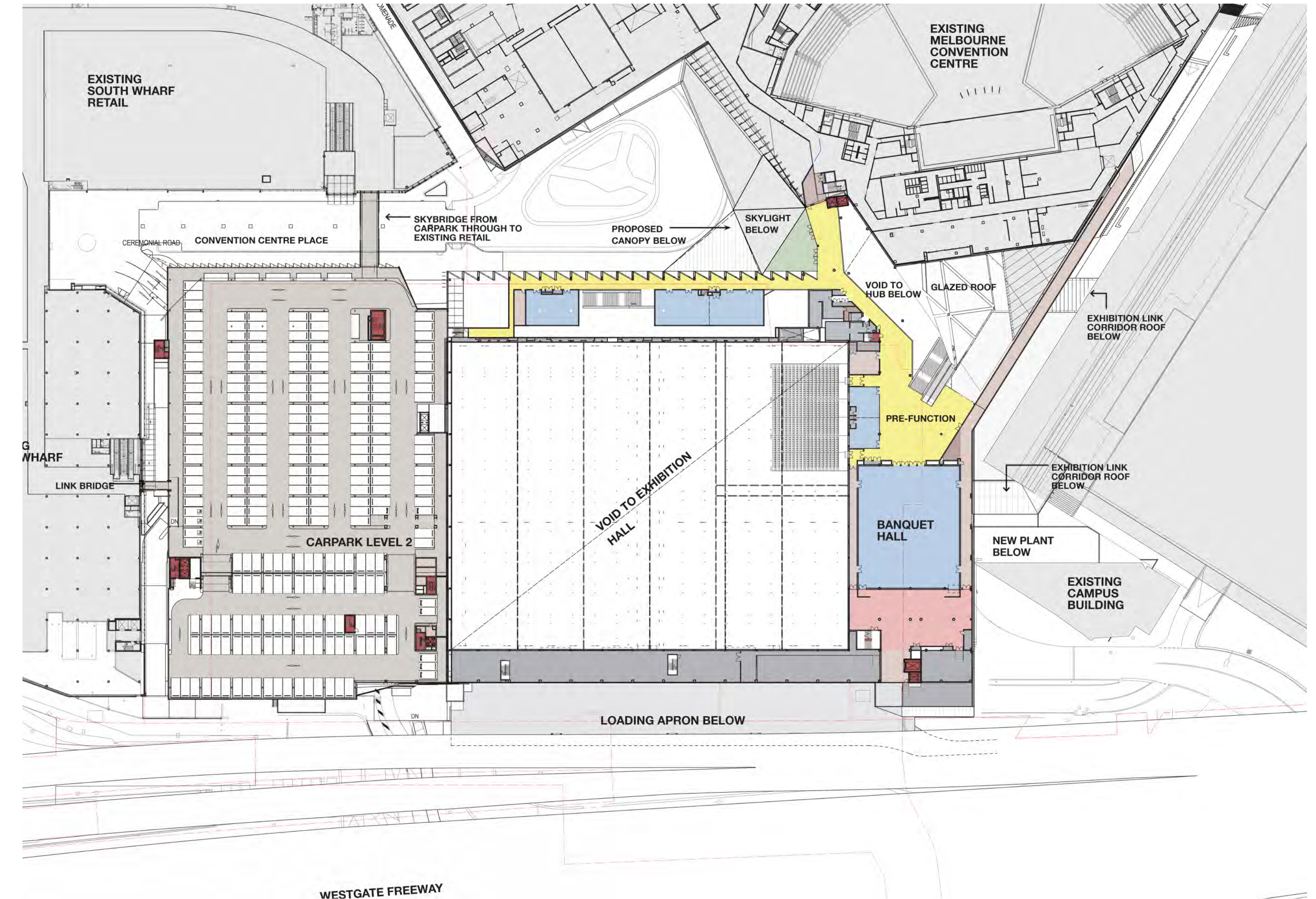
## HYBRID BUILDING



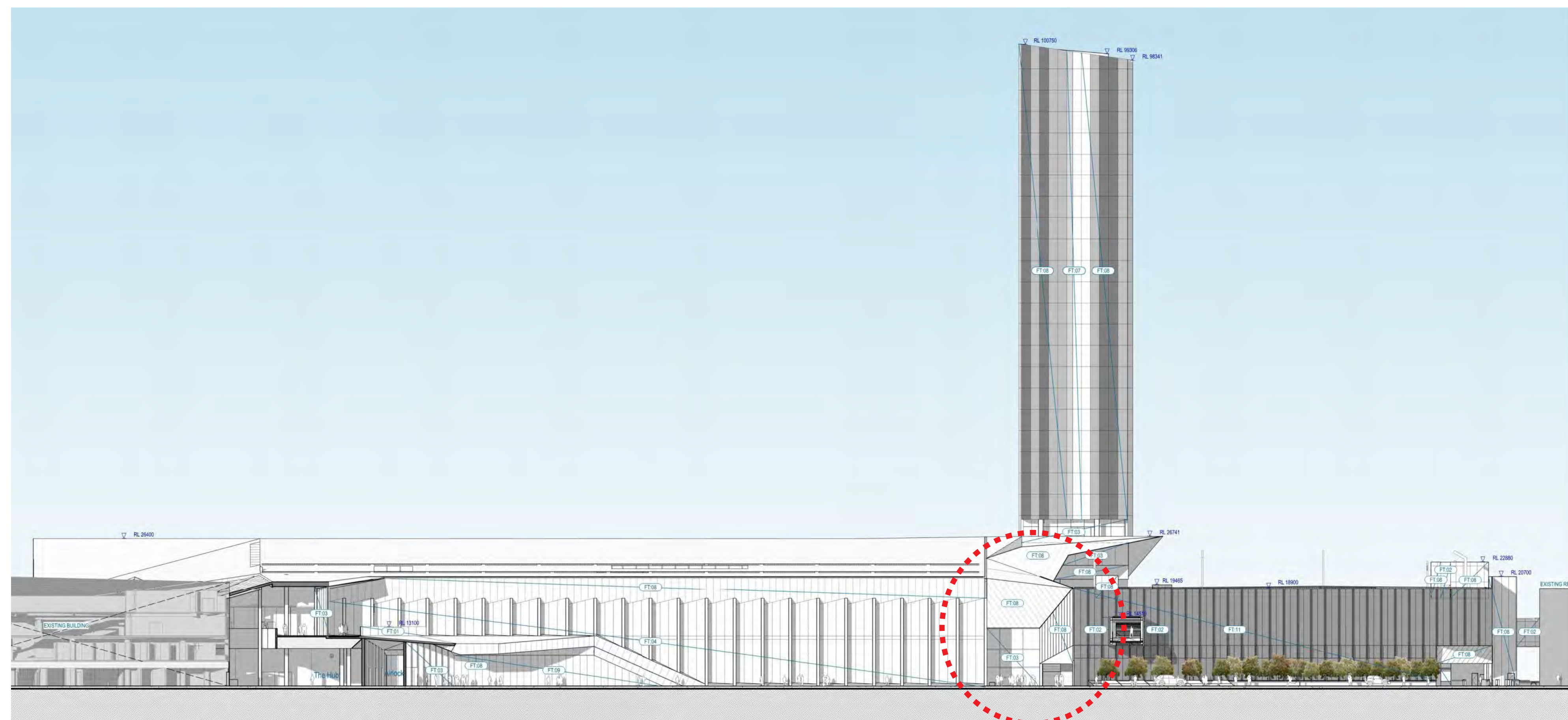
GROUND PLAN OVERALL



LEVEL 1 PLAN CARPARK

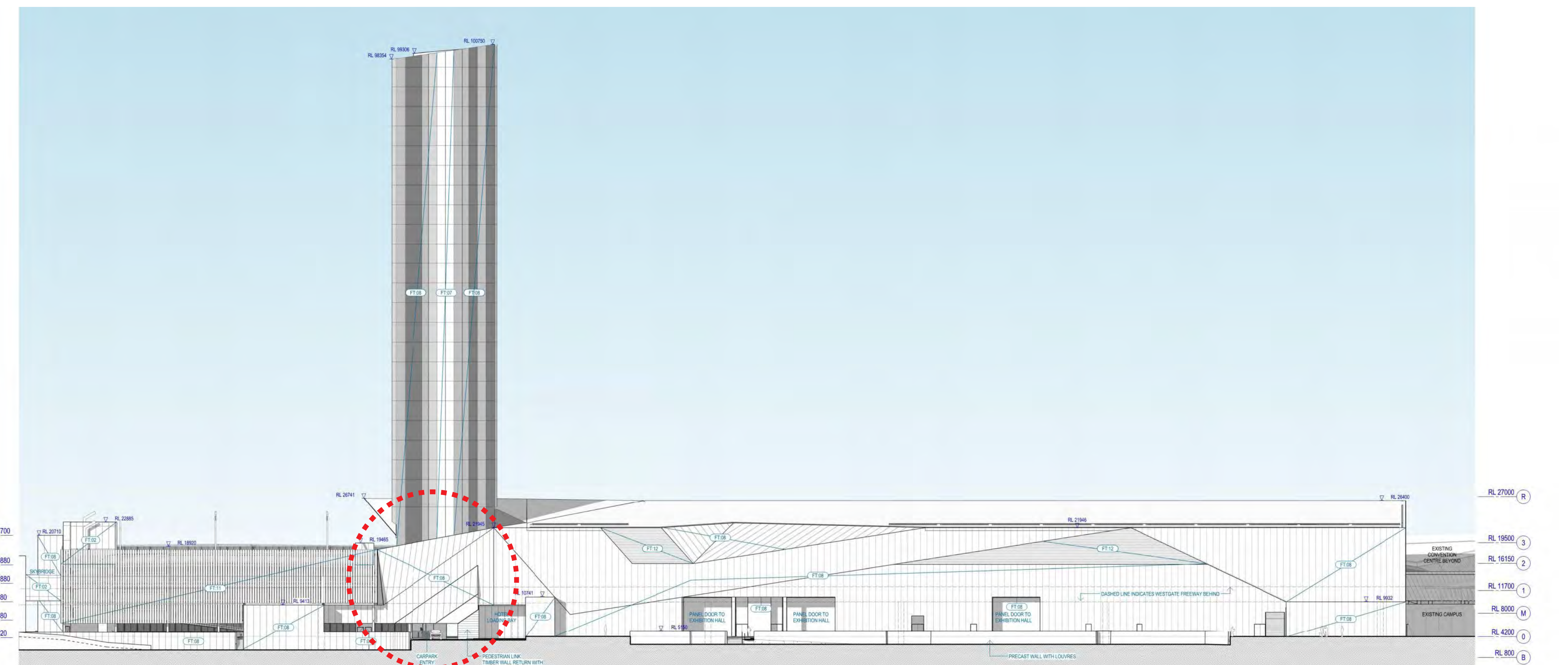


LEVEL 1 PLAN CARPARK LEVEL 2



NORTH ELEVATION

UNDER REVIEW



SOUTH ELEVATION

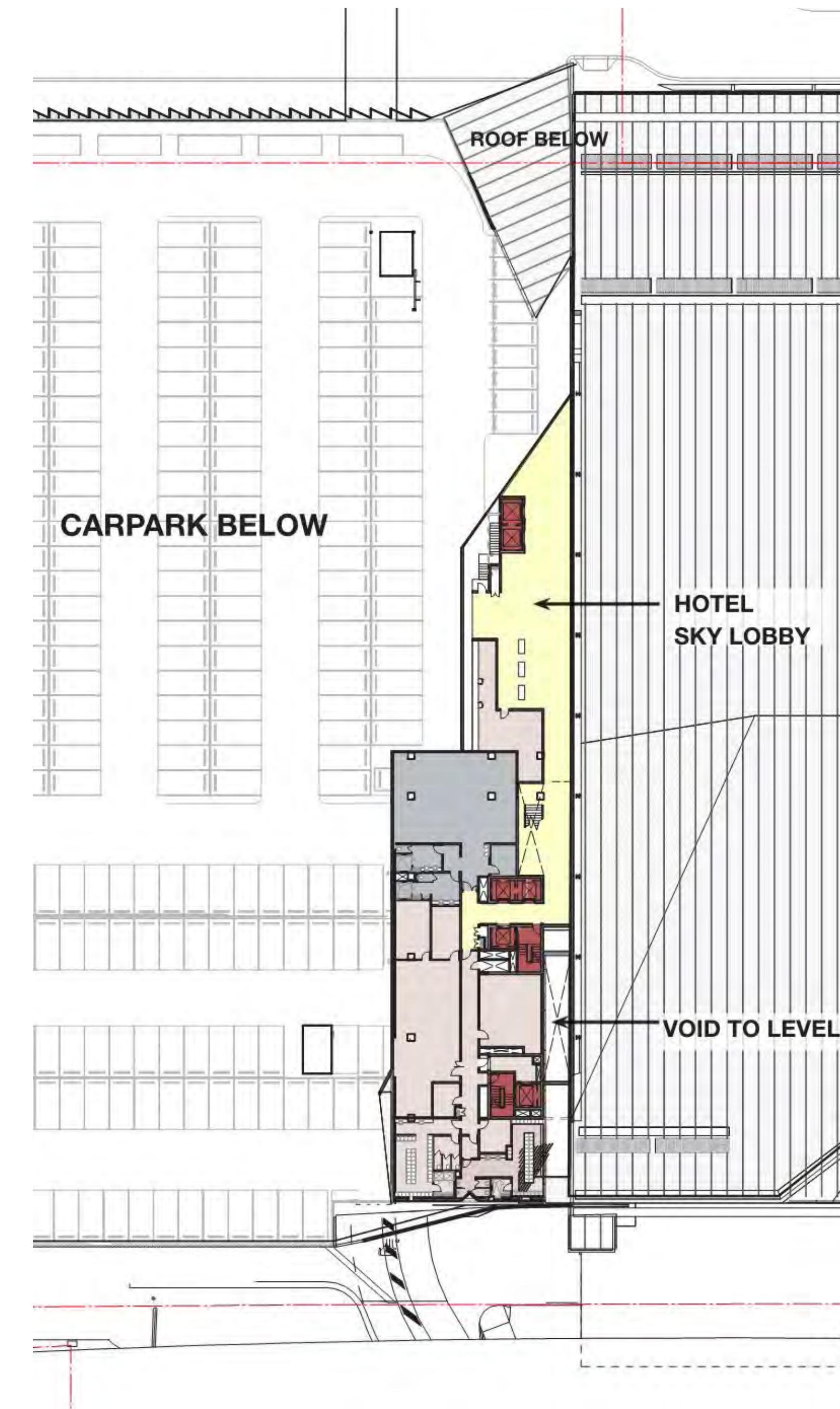
UNDER REVIEW

# GATEWAY

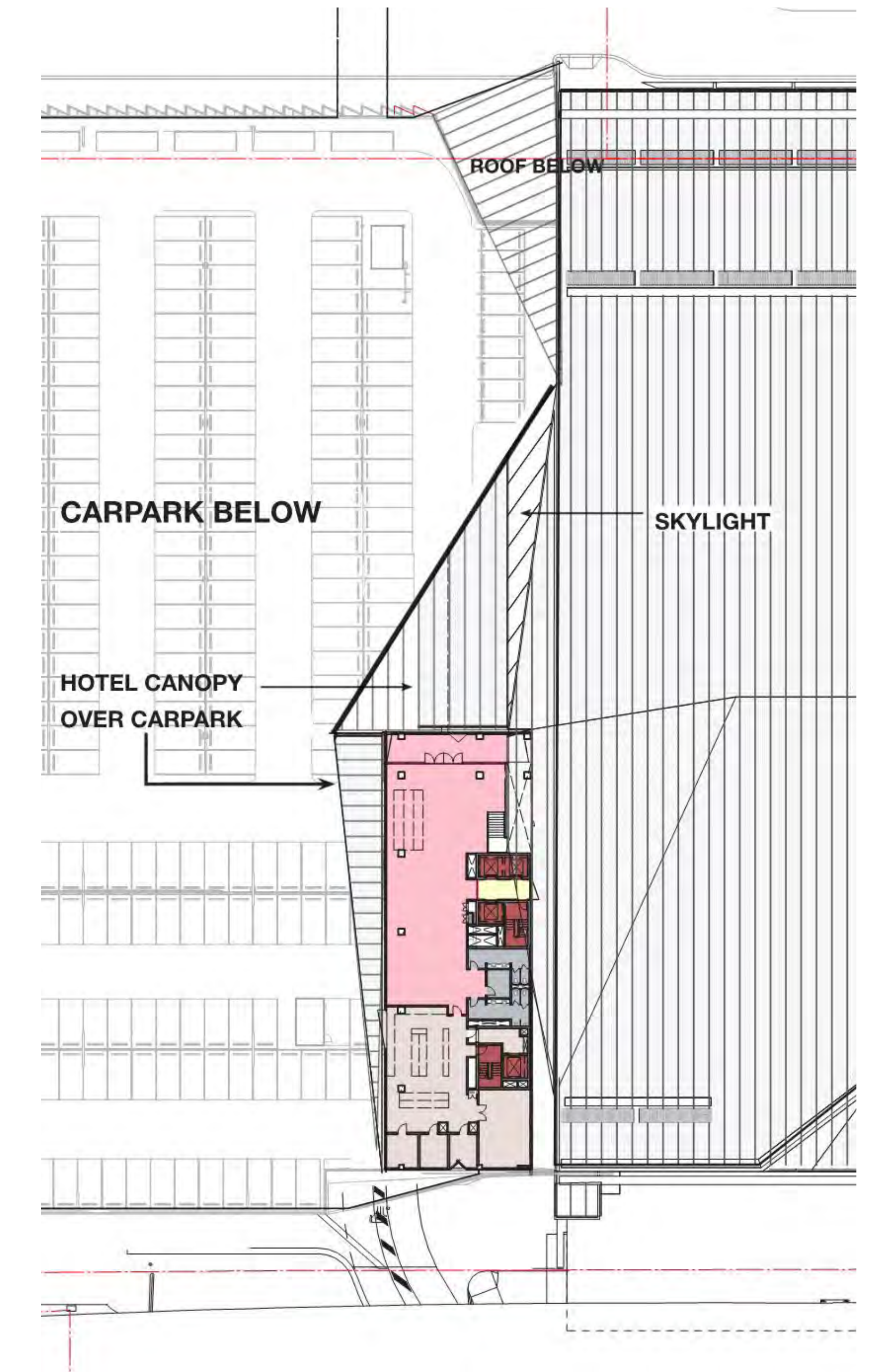
## ROOFSCAPE



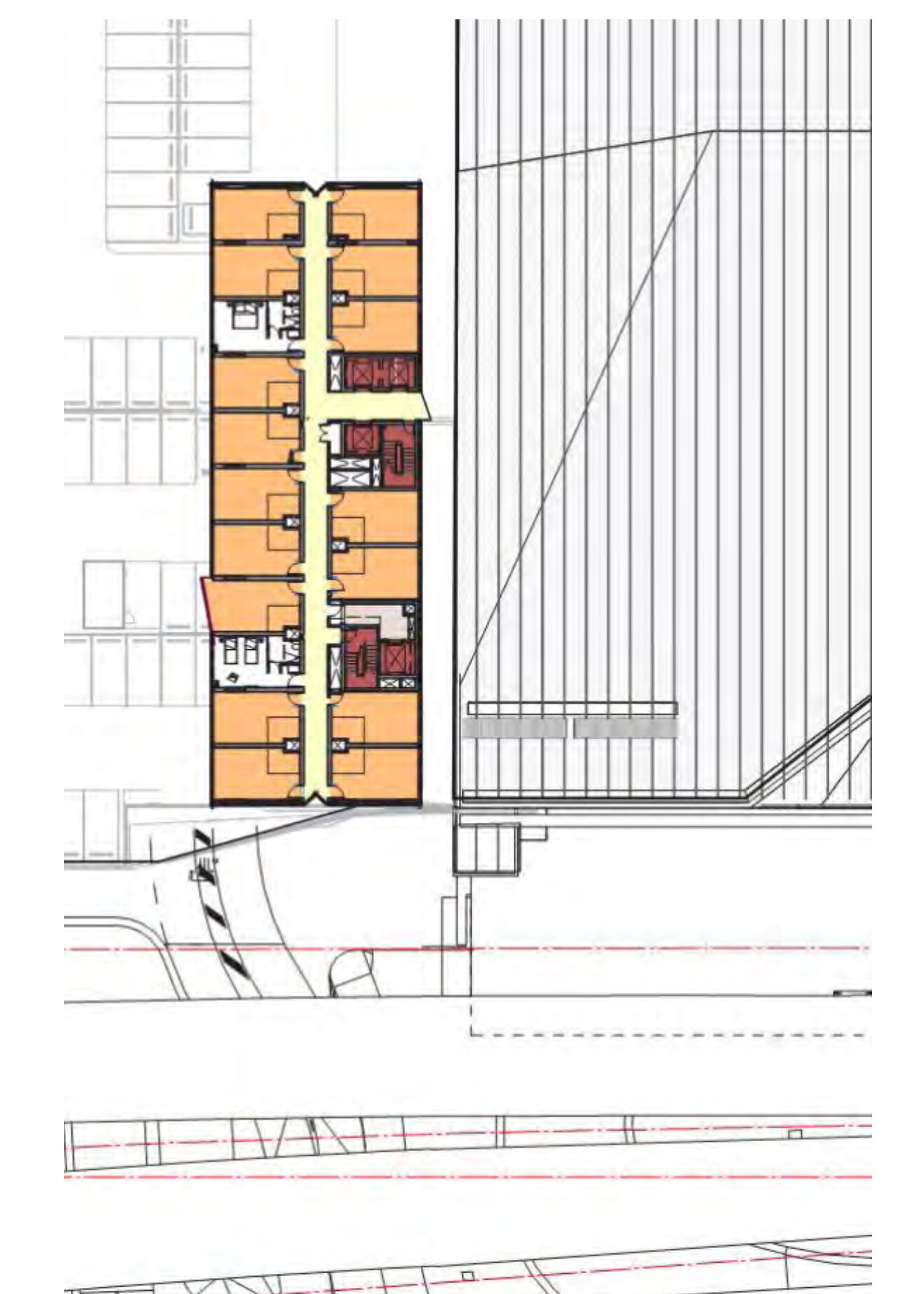
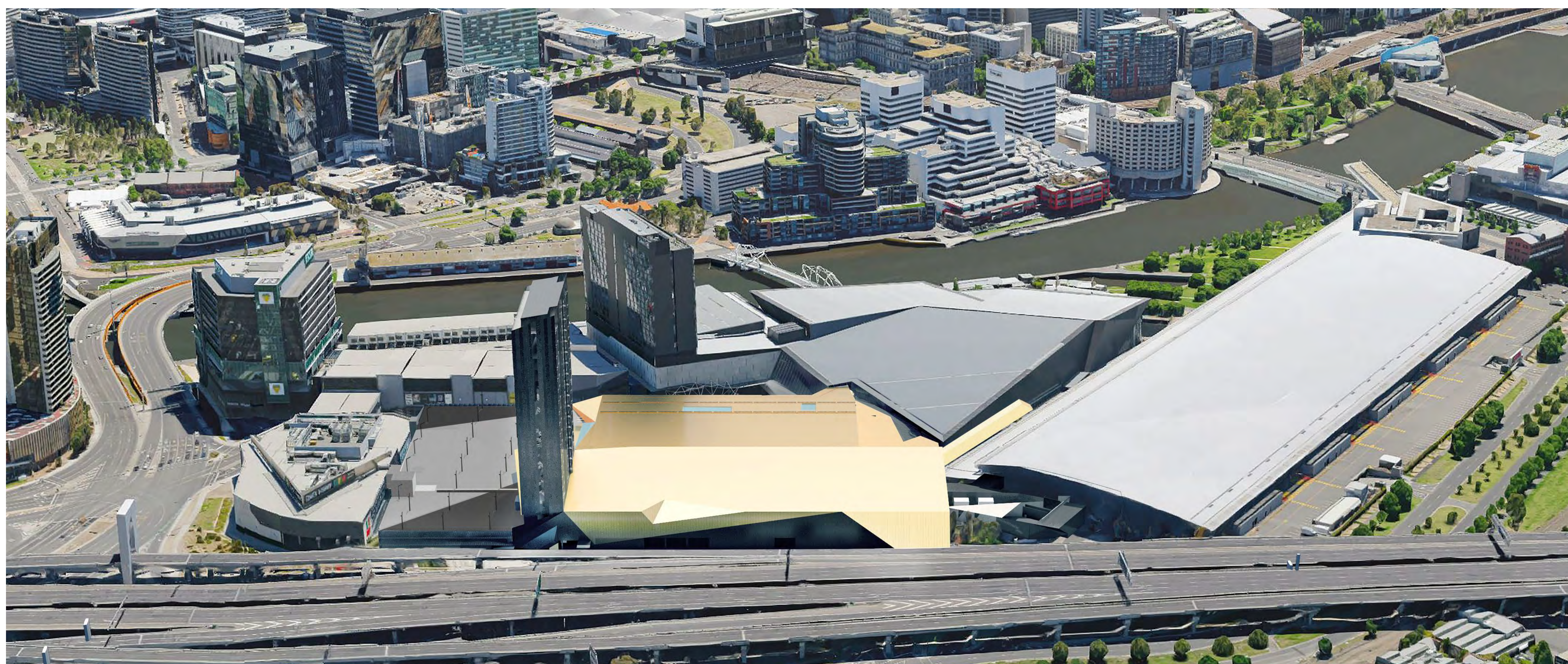
VIEW FROM FREEWAY



LEVEL 5 PLAN HOTEL SKY LOBBY



LEVEL 6 PLAN HOTEL RESTAURANT



TYPICAL PLAN HOTEL KEYS

## PLANNING REPORT

### MINISTERIAL REFERRAL

<b>Application number:</b>	<b>ID-2016-3</b>
<b>DELWP Application number:</b>	<b>MBR029290 - Amendment GC44</b>
<b>Applicant / Owner / Architect:</b>	Urbis Pty Ltd / Plenary Group Pty Ltd / NH Architecture and Woods Bagot
<b>Address:</b>	Melbourne Convention Exhibition Centre, 2-26 Clarendon Street, SOUTH WHARF VIC 3006
<b>Proposal:</b>	Stage 2 of Melbourne Convention and Exhibition Centre - expansion of convention centre, new hotel and carpark
<b>Date received by Melbourne City Council:</b>	14 April 2016
<b>Responsible officer:</b>	Kate Yuncken
<b>Report Date:</b>	28 April 2016

#### 1. SUBJECT SITE AND SURROUNDS

The subject site, as described by Urbis within the planning report provided with the application, generally comprises land bounded by Wurundjeri Way and Montague Street to the west, the Yarra River to the north, Clarendon Street to the east and Normanby Road and the West Gate Freeway to the South. A number of internal roads intersect the site including Dukes Walk, Rona Walk and Convention Centre Place.

The site generally falls within the City of Melbourne municipal boundary save for two triangular sections to the south of the site under the freeway, used for car parking located within the city limits of Port Phillip City Council.

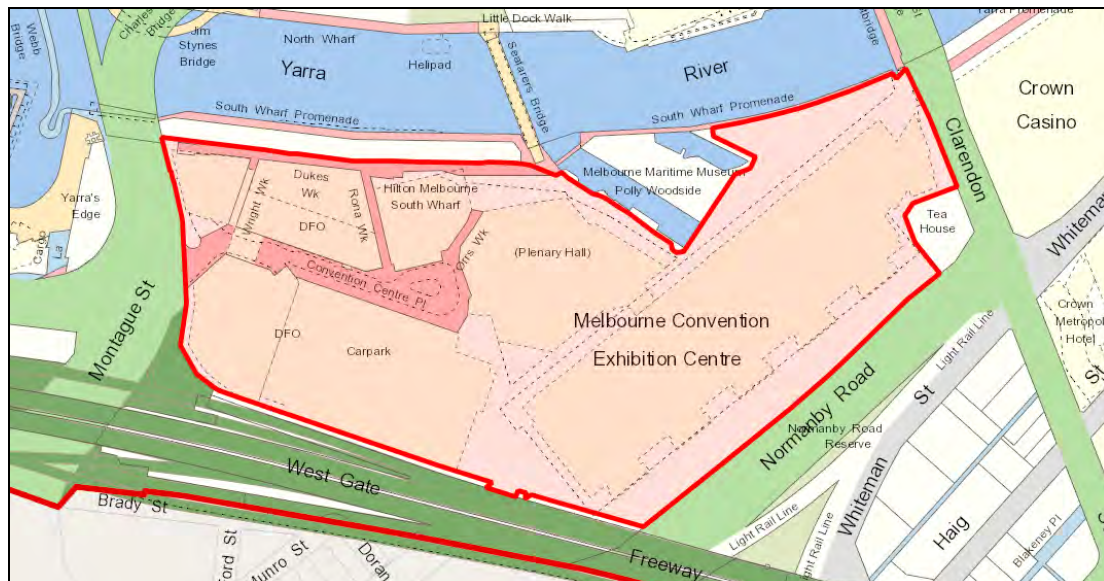
Copies of the Certificates of Title have been included with the application documentation. There are a number of easements across the titles, primarily relating to access. The proposal does not impact on these existing easements.

There are also a number of section 173 agreements registered on the Titles (AH588223P, AH441332F, AH441333D, and AH588193V), all of which are an agreement between the Owner, State, and Responsible Authority. Generally the agreements relate to the ongoing compliance, future obligations, flood warning, shared services and building features, and maintenance and repair. The agreements also require the consent of the State for matters of advertising and car parking. The proposals are not in breach of these agreements, with this planning application seeking the approval of the State.

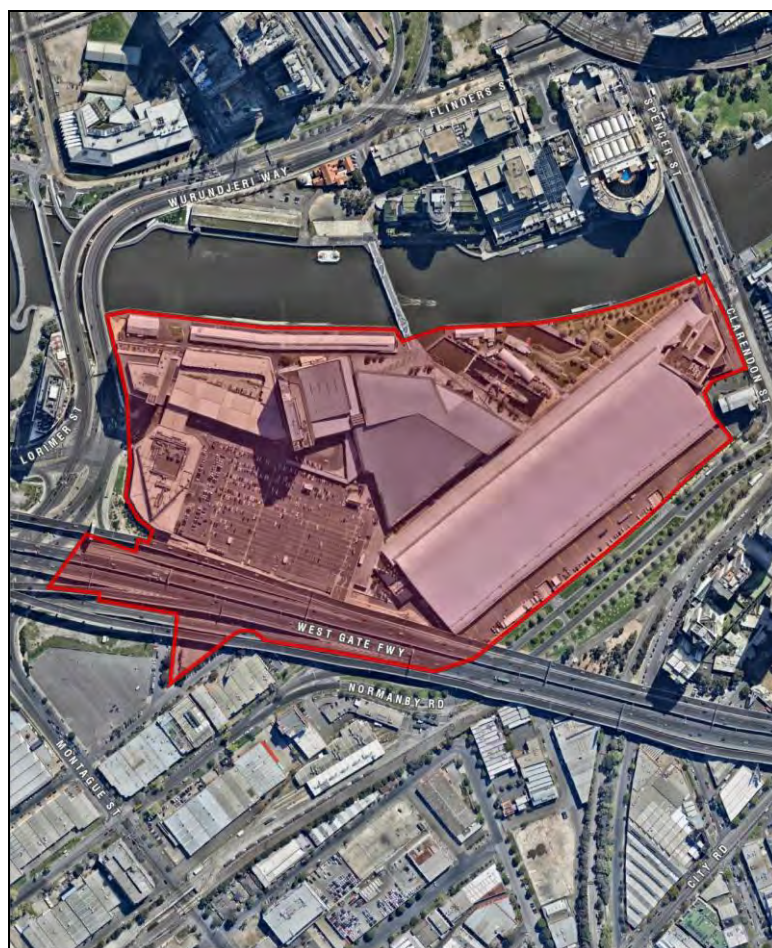
On the Crown Titles there are reservations or conditions on Title which generally relate to the freeway, mining, electricity, gas and the watercourse - none of which are breached by the proposal.

The site currently comprises an array of uses, including the South Wharf DFO shopping centre, Hilton Hotel, the existing Melbourne Convention and Exhibition Centre, and a number of bars and restaurants particularly located along the Yarra River edge.

## Aerial Photo / Locality Plan



Source: CoMPASS



Source: Application documentation

## Surrounds

The surrounding land consists of:

- To the north the site is bordered by the Yarra River. North of the Yarra River is development consisting of up to 20 levels. Development is primarily orientated to address the Yarra River, with pedestrian access provided along the northern

boulevard, and vehicular access/loading to the rear of these buildings along Siddeley Street

- To the east the site is bounded by Clarendon Street which forms the primary address for the site. On the eastern side of Clarendon Street is the Crown Casino complex.
- To the south of the site is the CityLink overpass. Below the overpass is an area of car parking associated with the subject site. South of this is office, light industry and a Yarra trams depot.
- To the west across Montague Street / Wurundjeri Way is the beginning of Yara's Edge development precinct.

### **Site History**

The Melbourne Convention and Exhibition Centre (MCEC) is operated by the Melbourne Convention and Exhibition Centre Trust (MCET). The site currently contains the existing Melbourne Exhibition Centre (MEC) and the Melbourne Convention Centre (MCC), as well as DFO South Wharf, and a number of bars and restaurants along the river's edge. The site is substantially located on the southern side of the Yarra River corridor and is bound on its southern edge by the freeway. To the east is the Crown Entertainment Complex. The site is well serviced by public transport and existing public services including retail, employment and entertainment opportunities.

Planning Scheme Amendment C116 was approved by the then Minister for Planning on 16 May 2006. This amendment inserted an Incorporated Document into the Melbourne and Port Phillip Planning Schemes that:

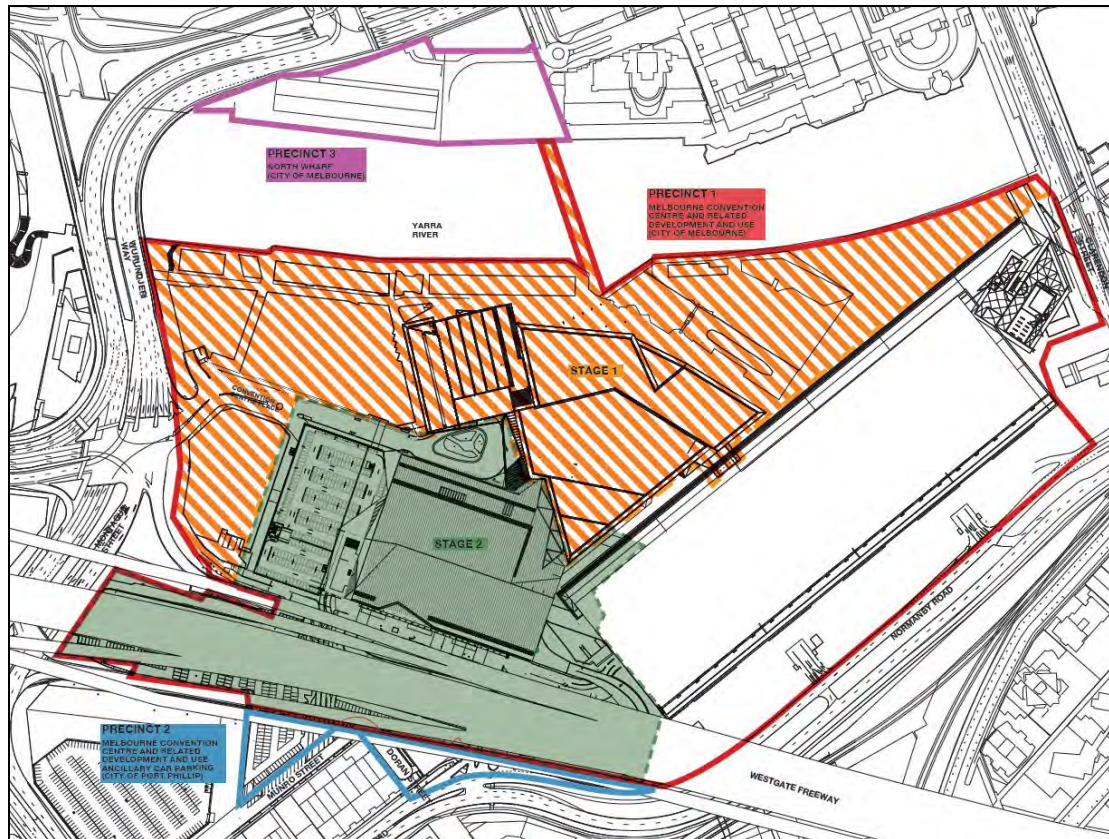
- Facilitated the redevelopment of the precinct with a new Convention Centre, retail space (South Wharf DFO), a hotel, a public car parking area and associated vehicle access a bridge along with works on the north side of the Yarra amongst others.
- Made the Minister for Planning the Responsible Authority

This major expansion of the range of facilities associated with the original Exhibition Centre was opened in June 2009 and has greatly enhanced Melbourne's offer for major exhibitions and national and international conferences.

## **2. THE PROPOSAL**

The proposed Amendment GC44 seeks to amend the Incorporated Document to "Melbourne Convention Centre Development, Southbank and North Wharf Redevelopment, Docklands April 2006 and Amended January 2016" to allow for Stage 2 of Melbourne Convention and Exhibition Centre - expansion of convention centre, new hotel and carpark.

The proposed Amendment provides the basic control framework under the Melbourne Planning Scheme (Precincts 1 and 3) and the Port Phillip Planning Scheme (Precinct 2), overriding the standard otherwise applicable zoning, overlay and particular provisions. The proposed Incorporated Document makes provision for Incorporated Plans which are to be approved and incorporated into the two Planning Schemes.



Masterplan and Precinct delineation Plan, Source: Application documentation

Melbourne City Council received a letter from the Minister of Planning on 14 April 2016 seeking comment on particular aspects of the proposed amendment. The letter states:

The Minister for Planning has received a request from Urbis on behalf of Plenary Group and the Department of Economic Development, Jobs, Transport and Resources (DEDJTR), to prepare, adopt and approve an amendment to the Melbourne and Port Phillip Planning Schemes by exercising his powers under section 20(4) of the *Planning and Environment Act 1987* (the Act).

Before responding to this request, your comments are sought in accordance with section 20(5) of the Act.

The amendment will facilitate the expansion and upgrade of the Melbourne Convention and Exhibition Centre by amending the incorporated document that controls development of the site, "Melbourne Convention Centre Development, Southbank and North Wharf Redevelopment, Docklands, April 2006".

The application more specifically proposes the following components:

- Expansion of the existing exhibition centre to provide new exhibition halls in the order of 9,000 square metres in space and additional meeting, banquet and pre-function space 2,726 square metres;
- An upgraded public realm with pedestrian links through the site;
- Provision of a centralised 'hub' to provide a clearly defined entry, meeting place and centralised point to link into the wider MCEC facility hotel development comprising 305 rooms (20 hotel room levels above a 6 level car

park podium with an overall height approximately 96.5 metres and a podium height of approximately 22.7 metres);

- Multi-deck car park to service MCEC and South Wharf DFO;
- Pedestrian sky bridge connecting the car park with the upper levels of the South Wharf DFO and vertically down to the nexus between the hotel lobby and north-south pedestrian link;
- A combination of way finding and business identification signage for the precinct, including two electronic signs on the multi-deck carpark with views from the freeway;
- Two electronic major promotion signs proposed include:
  - a 3.35 x 12.66 metre sign on the western elevation of the DFO adjacent to the intersection of Lorimer Street and Convention Centre Place.
  - a 3.35 x 12.66 metre sign either side of the car park corner, wrapping around the south-west corner of the proposed multi deck car park to address eastbound and westbound traffic on the Westgate Freeway



View of proposed car park and hotel from the Freeway: Source: Application documentation



Hotel and Car Park perspective: Source: Application documentation



View of works from the south across the Freeway: Source: Application documentation



### 3. BACKGROUND

#### 3.1. Pre-application discussions

Pre-application meetings were held with City of Melbourne, City of Port Phillip, Department of Environment, Land, Water and Planning, and the Office of the Victorian Government Architect as well as VicRoads and PTV.

The key issues raised at the pre-application meeting were based around the design of the proposed pedestrian link underneath the freeway and into the site and the lack of connectivity throughout the site.

### 4. PLANNING SCHEME PROVISIONS

The following provisions of the Melbourne Planning Scheme apply:

State Planning Policies	<ul style="list-style-type: none"> <li>• Clause 9, Plan Melbourne</li> <li>• Clause 11, Settlement</li> <li>• Clause 15.01-1, Urban design</li> <li>• Clause 15.01-2, Urban design principles</li> <li>• Clause 15.02, Sustainable development</li> <li>• Clause 15.02-1, Energy and resource efficiency</li> <li>• Clause 17.01-1, Business</li> <li>• Clause 18.02-1, Sustainable personal transport</li> <li>• Clause 18.02-2, Cycling</li> <li>• Clause 18.02-5, Car parking</li> <li>• Clause 19, Infrastructure</li> </ul>
Municipal Strategic Statement	<ul style="list-style-type: none"> <li>• Clause 21.01, Municipal Strategic Statement</li> <li>• Clause 21.02, Municipal Profile</li> <li>• Clause 21.03, Vision</li> <li>• Clause 21.04, Settlement</li> <li>• Clause 21.05, City Structure and Built Form</li> <li>• Clause 21.06, Built Environment and Heritage</li> <li>• Clause 21.08, Economic Development</li> <li>• Clause 21.09 – Transport</li> <li>• Clause 21.10 – Infrastructure</li> <li>• Clause 21.13-1 – Urban Renewal Areas – Southbank</li> </ul>
Local Planning Policies	<ul style="list-style-type: none"> <li>• Clause 22.01, Urban Design within the Capital City Zone</li> </ul>

	<ul style="list-style-type: none"> <li>• Clause 22.02, Sunlight to Public Spaces</li> <li>• Clause 22.07, Advertising Signs</li> <li>• Clause 22.19, Energy, Water and Waste Efficiency</li> <li>• Clause 22.23, Stormwater Management (Water Sensitive Urban Design)</li> </ul>
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Statutory Controls	
Capital City Zone Schedule 3	A permit is required to carry out buildings and works.
Design and Development Overlay Schedule 60 (Area 1)	<p>A permit is required to carry out buildings and works.</p> <p>A height control of 24 metres.</p> <p>Built form outcomes include</p> <ul style="list-style-type: none"> <li>• Development that protects and enhances the Yarra River (including views to and from it), as an important natural, recreational and tourism asset of Melbourne.</li> <li>• Low scale development that enhances the sense of openness along both the Yarra River and St Kilda Road.</li> <li>• Development that enhances the prominence of the Yarra River by the grading of building heights down to low along its banks.</li> <li>• To ensure that the height of new buildings does not overwhelm the public domain.</li> </ul>
Heritage Overlay 764	The Heritage Overlay relates to the Duke & Orr's Dry Dock, 2A Clarendon Street, South Wharf and Cargo Sheds, 4, 5, 6, 7, 8, 9, 4-9 South Wharf Road, South Wharf. The same site is also listed on the Victorian Heritage Register H1096.
Parking Overlay Schedule 1	<p>Under the Parking Overlay, a maximum parking rate is directed in order to discourage usage of the private motor vehicle, relieving congestion within the central city and encourage alternative modes of transport given the excellent public transport connections available.</p> <p>On the basis of the additional approximate net building floor areas of 20,000m<sup>2</sup> for the MCEC expansion, and 14,700m<sup>2</sup> for the hotel, no greater than 174 additional car spaces should be provided under this Overlay. Whilst the provision of parking is currently within the parking requirements, the application includes a request to exceed this requirement as it is envisaged that the further resolution of the freeway car park will result in additional parking.</p> <p>Accordingly, planning permission is sought to provide additional car parking beyond that sought under Schedule 1 to Clause 45.09.</p>

Particular Provisions	
Clause 52.03 – Specific Sites and Exclusions	<p>The purpose of this clause is to recognise and implement specific controls designed to achieve a particular land use and development outcome.</p> <p>Pursuant to the Schedule to Clause 52.03, the land comprising the Melbourne Convention Centre Development Southbank and associated Northbank redevelopment, Docklands, Precinct Plan area, generally bounded by Wurundjeri Way, the north-south alignment of Siddeley Street and its prolongation south to the Yarra River, Charles Grimes Bridge, Montague Street, the southern alignment of the West Gate Freeway, Normanby Road and Clarendon Street, the Yarra River southbank including south wharf and Dukes Dock and Orrs Dock, and parts of the northbank of the Yarra River in the vicinity of the western end of Siddeley Street, and part of the intervening Yarra River is listed as a site specific inclusion in both the Melbourne and Port Phillip Planning Schemes.</p> <p>The site is subject to the Melbourne Convention Centre Development, Southbank and North Wharf redevelopment, Docklands, April 2006 Incorporated Document. Of particular note, the Incorporated Document gave two years to commence works. Given the time passed since the date of adoption (17 May 2006), these site specific controls are no longer relevant and in any case are not drafted to facilitate the expansion as proposed.</p> <p>Accordingly, an updated Incorporated Document to the same effect is sought to enable the development proposed.</p>
Clause 52.06, Car Parking	<p>Rates contained in the Schedule to the Parking Overlay apply. Under Clause 52.06-3, a permit would be required to provide more than the maximum parking provision specified in the schedule. Car parking should be designed in accordance with the design standards under this Clause. – Permit required</p>
Clause 52.07, Loading and Unloading of Vehicles	<p>This Clause requires the provision of appropriately dimensioned loading bays for uses comprising manufacture, servicing, storage or sale of goods or materials. A permit may be required to reduce or waive these requirements. As a result of the retention of the existing multi-deck car park, the necessary floor to ceiling clearance heights cannot be achieved in accordance with loading bay requirements. As such, a waiver of on-site loading is sought. – Permit required</p>
Clause 52.34, Bicycle Facilities	<p>A permit may be granted to reduce or waive the bicycle parking requirement.</p> <p>58 bicycle parking spaces are required for the proposed Residential Hotel and MCEC Expansion including 31 employee and 27 visitor spaces. The application proposes 58 bicycle parking spaces.</p> <p>A total of four showers are required to be provided</p>
Clause 52.35, Urban Context Report and Design Response for Residential Development of Four or More Storeys	<p>This Clause requires that an urban context report is included in an application for development of five or more storeys in order to inform the design response.</p>

General Provisions	
Clause 61.01 – Administration and enforcement of this scheme	The proposal, which was lodged with the Minister for Planning C/- Department of Environment, Land, Water and Planning (DELWPI) on 1 October 2015, seeks an amendment to the Melbourne Planning Scheme via Section 20(4) of the Planning and Environment Act 1987.

## 5. PUBLIC NOTIFICATION

Pursuant to s. 20(4) of the Planning and Environment Act 1987 the Minister may decide to exempt himself from the giving of notice of the amendment.

## 6. REFERRALS

The draft Incorporated Document and the application documentation was referred internally to Urban Design, Engineering, Open Space Planning, and Land Survey for their comment on the Incorporated Document wording and any other overall comment they wished to make.

### Urban Design

Melbourne City Council Urban Design team has raised several concerns with the application including precinct-scale sustainability, pedestrian and cycle links through the site, transformation of the freeway under croft and exemplary architectural design. A full copy of the memorandum is provided at Appendix 1 to this report.

### Engineering

Engineering Services have raised several concerns with the proposal in regard to the number of car parking spaces being provided, access arrangements for parking, the requirement for cyclists to dismount when travelling through the site, loading associated with the hotel and traffic generation.

A full copy of the memorandum is provided at Appendix 1 to this report.

### City Design

Melbourne City Council City Design team have raised significant concerns in regard to the proposed pedestrian and cyclist connections to and throughout the site.

A full copy of the memorandum is provided at Appendix 1 to this report.

Following concerns being raised the applicant modified the proposal to make improvements to the north-south ground level pedestrian link. City Design have acknowledged the considerable improvements to the key linkage but have still raised concern with the approach to cycling paths around the site and built form relationships between existing and proposed structures. A full copy of the revised memorandum is provided at Appendix 1.

### Waste

Melbourne City Council Waste Services have reviewed the Waste Management Plans provided with the application and have found them to be acceptable.

### Civil Design

Melbourne City Council Civil Engineers have no objections to the application subject to conditions.

A full copy of the memorandum is provided at Appendix 1 to this report.

## **Land Survey**

Melbourne City Council Land Survey team have viewed the application and have noted that amended plans will need to be submitted which shows the existing title boundaries overlaid with the ground floor layout plan.

## **Urban Sustainability**

Melbourne City Council Urban Sustainability team noted that standard tree protection requirements apply if any works/loading zones are proposed near trees within council property/public space.

## **7. ASSESSMENT**

This assessment relates to an amendment for the proposed expansion at Melbourne Convention and Exhibition Centre (MCEC), South Wharf.

To facilitate the expansion it is necessary to amend the Melbourne Planning Scheme to enable the modification of the Incorporated Document that applies to the MCEC site. The Minister for Planning is the Responsible Authority for the MCEC site.

DELWP have invited the City of Melbourne to comment on the proposal to assist in their assessment of the proposal.

The key issues in the consideration of this application have been identified as being:

- Uses
- Massing, Height & Design
- Public Space
- Engineering
- Pedestrian and Cycle Connections
- Advertising signs

## **Use**

The expansion of the MCEC is fully supported as it will enable the precinct to be more adaptive by providing alternate spaces whilst further strengthening the precinct as a leading destination for functions, conventions and conferences. The inclusion of a new 3.5-star hotel will provide a more affordable offering to that of Hilton Hotel and Crown hotels already in the area.

## **Massing, Height and Design**

It is acknowledged that the building layout has been developed in the context of a number of site constraints. The applicant has identified the constraints as existing loading and servicing arrangements, proposed City Link widening and location of additional columns required, access, topography of the land, the existing underground shopping centre traversing the centre of the site, existing foundations and limited load bearing abilities, the freeway, existing orientation of the MCEC, and necessary connections both internally and externally of the site.

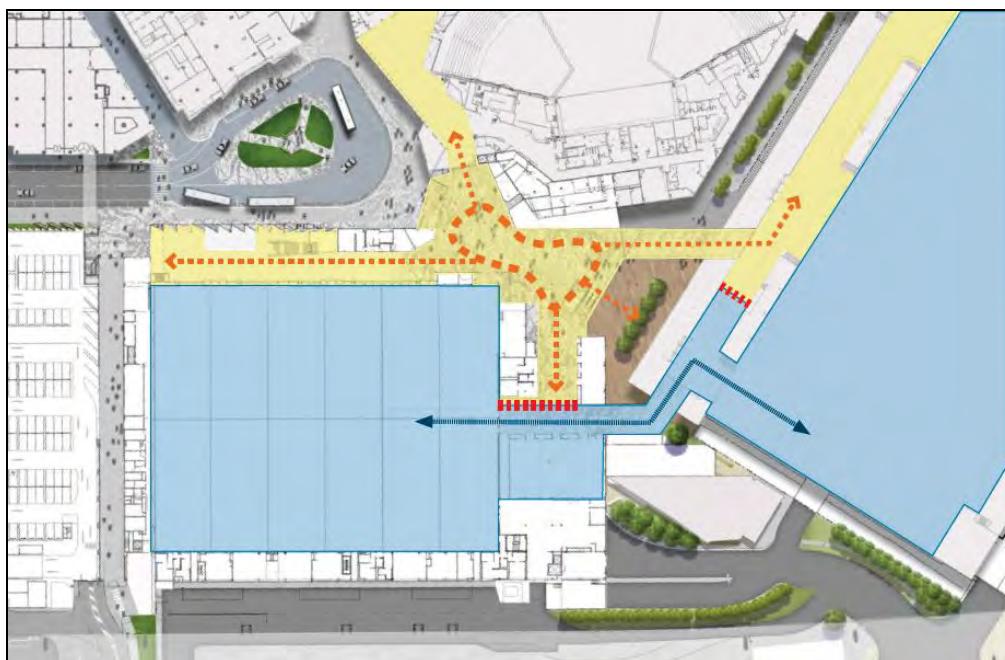
The proposed expansion to the exhibition centre is to be generally low scale which is in keeping with the existing built form of MCEC. The scale of the exhibition space extends above the level of the freeway and reaches a height of approximately 22 metres. The element of the exhibition centre that is most visually prominent is the large, sculptured roof form, which integrates with the existing roof forms of the convention centre buildings, albeit with a different finish.

The proposed car park which sits next to the exhibition centre rises six storeys (approximately 22 metres) and sits just above the finished height of City Link Freeway. The northern elevation of the car park has been designed to integrate with the expanded Exhibition Hall and includes an extension of the vertical sawtooth edge with additional seating and landscaping opportunities.

The hotel tower is proposed to rise to a height of approximately 96 metres. Although the design and development overlay that covered the site before the introduction of Design and Development Overlay 10, provides for a preferred height of 24m, the control is discretionary and the tower is similar in height to the existing hotel constructed on the site. It is noted that the tower is well setback from the Yarra River corridor and is closely aligned with the higher tower forms within the Docklands further to the west.

The proposed built form is considered to be satisfactory as it is generally in keeping with the architectural expression of the existing MCEC and Hilton Hotel on the site. The proposal has been designed and orientated to ensure a high level of amenity throughout the development with excellent outlook and solar access.

Each building has been designed to read separately to the other, with each being identifiable through their unique colour and architectural form. A central Hub is proposed to stitch together the three buildings helping to create one central gathering space for the precinct.



The Hub – Operational Plan – Source: Further information provided by applicant.

Crucial in the final consideration of the built form will be the quality of materials and finishes proposed to be used. Finishes of high quality will be imperative given the significant location of the site. Given this, it is considered appropriate to request that a condition be included within the Incorporated Document requiring a Façade Strategy and preparation of a materials schedule to be prepared and endorsed to the satisfaction of the Responsible Authority.

### Public Space

Concerns have been raised by Melbourne City Council's Urban Design team with the quality of design of the public realm both when entering and within the MCEC. Melbourne City Council's City Design team have reiterated these concerns noting:

‘the inter-building spatial and formal relationships between existing and proposed structures would benefit from further design consideration to improve the public realm proposal and provide a more sensitive architectural outcome through articulation and spacing of forms, while meeting the objectives of the brief.’

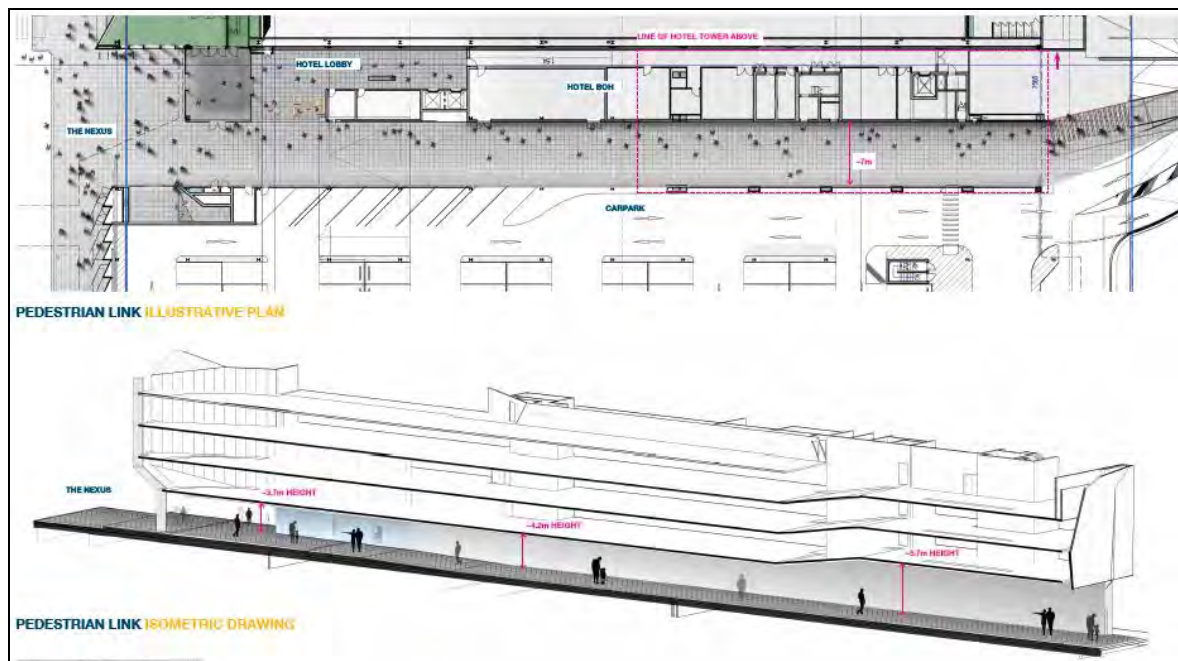
It is considered that further resolution of the public realm will be possible within the detailed applications for the site and feedback on the specific materials and response the applicant proposes will be negotiated with the Urban Design and City Design teams.

Several concerns have been raised by both the Urban Design and City Design team in regard to the north-south ground level pedestrian link that is bounded by the Exhibition Hall and Hotel on one side and the new multi-storey car park on the other. Concerns of safety, narrowness of the link, blind spots (poor sightlines) and attractiveness were raised and passed onto the applicant.

The applicant has responded to these concerns by providing revisions to the application, namely:

- The through block link has been widened to 7 metres and the ceiling heights have been increased to provide heights ranging from 3.7 metres to 5.5 metres.
- The detailing of the northern and southern entries to the link have been enhanced to create generous portals highlighting the entry points.
- The hotel has been moved 1.6 m further to the east to enable the provision of a straight link through the building.

The modifications to the link can be seen in the illustrative plan and isometric view below:



Revised pedestrian link plans – Source: Further information / revisions provided by applicant

The revised ground floor pedestrian link is considered to be a significant improvement on the originally proposed link resulting in a safer, more attractive and active space. It is noted that the space has not however been completely resolved to date and that the modifications shown in the plans prepared by NH Architecture and Woods Bagot dated May 2016 and the detailed resolution of the link will be

required to be provided in the further stages and as such this will be requested to be included within the Incorporated Document.

### Engineering

Melbourne City Council Traffic and Civil Engineers have reviewed the proposal and have raised several concerns with the application. These concerns were passed onto the applicant who has provided the following responses deemed relevant in the assessment of this application:

Issue	Response
The appropriateness of only providing 182 additional car parking spaces is questioned given the current high utilisation of spaces.	<p>The proposed additional 182 car spaces is generally consistent with the statutory parking requirements and the ultimate development scenario for the precinct.</p> <p>It should be noted that the number of additional car parking spaces that can be provided is limited by the available site footprint of each car park, and existing structural column grid and footings of the DFO car park implemented during Stage 1 of the development.</p>
There is a reduction in the amount of DDA car parking spaces – from 68 to 46. Information regarding the current utilisation of the spaces is sought.	The proposed provision of DDA car parking spaces, as identified within GTA Consultants Traffic Impact Assessment, while reduced, accords with the requirements of the BCA across the overall Melbourne Convention and Exhibition Centre and South Wharf precinct.
There is a preference for planning scheme car parking space and aisle width dimensions to be used. Provide justification why reliance on AS2890.1 is used.	<p>The car space and aisle combination adopted in the multi-level car park is driven by the existing column grid implemented in Stage 1. It is not possible to reduce the column grid spacing's to align with the planning scheme dimensions and increase the overall number of car parking spaces being provided.</p> <p>In this regard it is also noted that the original government Stage 1 brief required designs to be in accordance with AS2890.1.</p>
There is potential that buses utilising the pick up/ drop off area will block other vehicles in the porte cochere at the eastern end of Convention Centre Place.	Based on swept path assessments, the potential for buses to block other circulating vehicles is very limited. However, the comment is noted and will be suitably considered as part of any modifications to the layout and/or allocation of kerbside parking areas.
A total of 32 motor bicycle spaces are required across the site. Motor bicycle	Only an additional two motorcycle spaces over what is already provided is



<p>parking at level 1 of the multi-deck car park is not supported.</p>	<p>required as part of this development application. The location of these additional spaces in the multi-level car park will be suitably line marked and signed, as per the existing spaces in the basement car park.</p>
<p>The loading for the Hotel is unsatisfactory. Hotel delivery vehicles need to reverse cross both lanes of traffic entering and exiting the carpark and across a pedestrian crossing. It is unrealistic that deliveries will occur outside of peak activity periods associated with the multi-deck car park. It is unrealistic that two traffic controllers will be on hand to manage traffic and pedestrian safety. If approved, conditions will need to require deliveries outside of peak and the presence of traffic controllers.</p>	<p>Permit conditions that restrict Hotel deliveries to outside peak traffic periods with the requirement to provide two traffic controllers at the Hotel loading dock is considered acceptable.</p>

Relevant conditions have been included within the Incorporated Documents to ensure the management of traffic within the site and the proposed multi-level car park is acceptable.

It is noted that since the issuing of the above response from the applicant, revisions have been made to the plans to improve the pedestrian experience throughout the ground level through block link. These modifications have resulted in the slab of the car park at the southern end being deleted and widening of the pedestrian link and as such there have been modifications to the numbers of spaces and layout of the car park itself.

The following table outlines the modifications and what numbers are being considered in the current application:

**Car Parking:**

Table 1: Car Parking Numbers

Location	Description	Existing Number of Spaces	Proposed Number of Spaces	Difference
A	DFO South Wharf Ground Level Car Park	838 car spaces	0 car spaces	- 838 car spaces
B	DFO South Wharf Basement Car Park	419 car spaces	392 car spaces	- 27 car spaces
C	Freeway Car Park	671 car spaces	542 car spaces	- 129 car spaces
D	Exhibition Centre Basement Car Park	1,048 car spaces	1,048 car spaces	0 car spaces
	New Multi-level Car Park		- 1,166 spaces	+ 1,166 car spaces
	<b>Total</b>	<b>2,976 spaces</b>	<b>3,148 spaces</b>	<b>+ 172 spaces</b>

Source GTA Traffic Consultants

**Disabled Parking:**

- A total of 68 spaces exist
- A total of 46 spaces are currently proposed.

The resulting provision accords with the BCA requirements across the overall Melbourne Convention and Exhibition Centre precinct.

**Motorcycle Spaces:**

- A total of 30 spaces exist
- A total of 35 spaces are currently proposed.

The recommended rate of 1 motorcycle space to each 40 car spaces as requested by Melbourne City Council Traffic Engineers and now been applied to the additional 172 car spaces being provided over what currently exists. These spaces are not all shown on plans at the time of writing this report and as such it will be requested that there be a condition within the Incorporated Document requiring these spaces to be provided to the satisfaction of Melbourne City Council – Manager Engineering.

**Bicycle Spaces:**

- A total of 165 spaces exist
- A total of 223 spaces are currently proposed.

These spaces are not all shown on plans at this time and as such it will be requested that there be a condition within the Incorporated Document requiring these spaces to be provided to the satisfaction of Melbourne City Council – Manager Engineering.

**Waste**

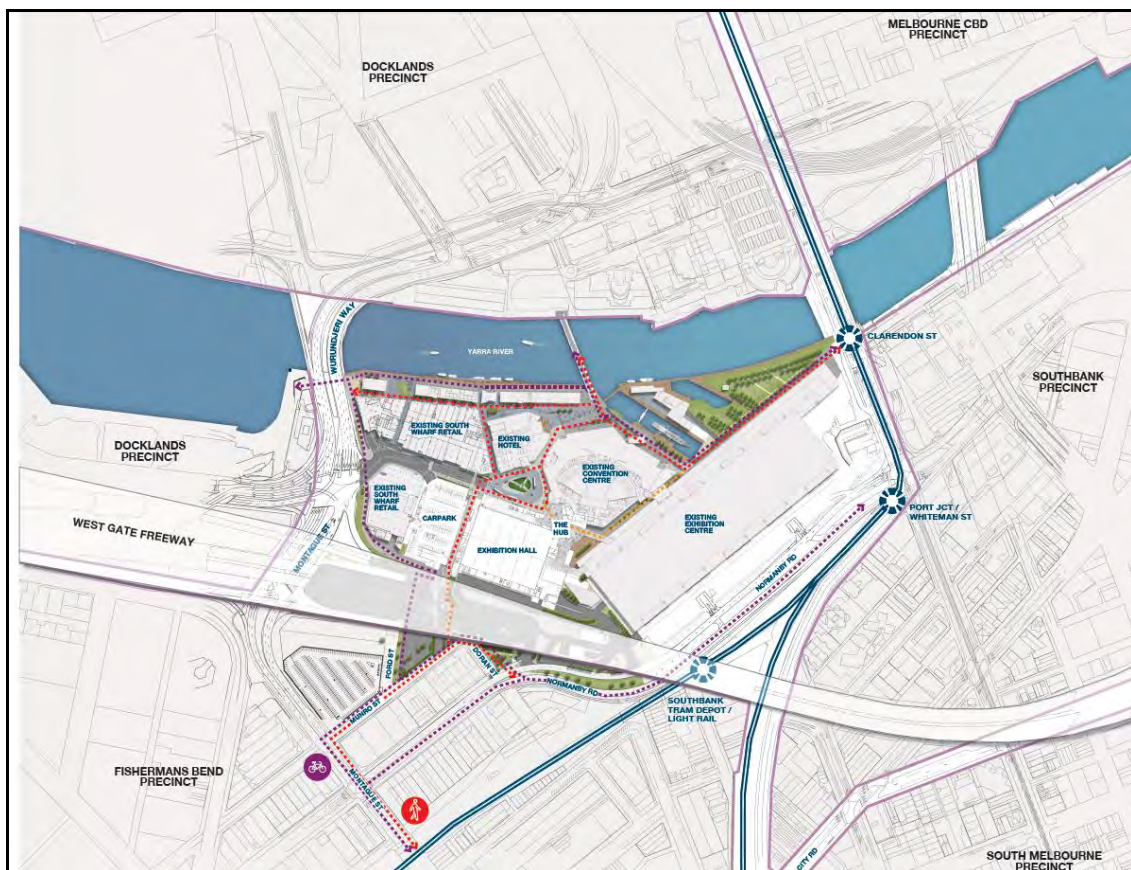
Two Waste management Plans (WMP) have been provided with the application. Melbourne City Council’s Waste team have reviewed the WMP’s and found both to be acceptable.

**Civil**

Standard conditions have been included.

**Pedestrian and Cycle Connections**

The proposed pedestrian and cycle links throughout the MCEC has been a point of concern for Melbourne City Council throughout the application. The diagrams below highlight the proposed cycle and pedestrian routes with the pedestrian route highlighted in red and the cycle route in purple:



Cycle and Pedestrian Routes – Source: Amended Documentation dated May 2016

Currently, the proposal does not include an option to cycle through the site with cyclists required to either go around the site to the west if approaching from the north south pedestrian link toward Fisherman’s Bend or to the east if approaching the side from the City.

Cyclists do have the option of dismounting their bicycles and walking through the site however given the ongoing conflict between pedestrians and cyclists within the area, the applicants are adamant that there should be no cycling through the site.

Melbourne City Council Engineers, Urban Design and City Design teams have all commented that a bicycle route through the site should be reconsidered to provide access for cyclists accessing MCEC.

Specifically the Urban Design team have commented:

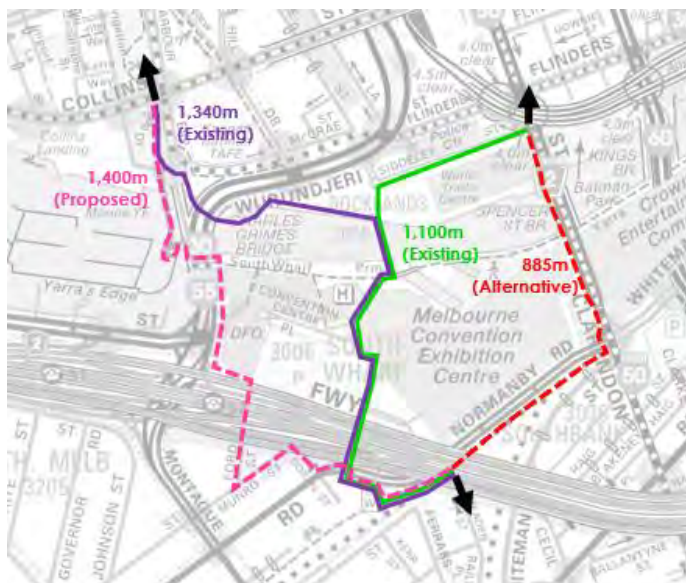
Pedestrian and Cycle Connections need to be provided *through* this site (not just to it), consistent with Southbank Structure Plan 2010, including a more direct and attractive link from Seafarers Bridge to the south side of Normanby Rd, then extending east and southeast in line with Project 5 of Southbank Plan 2006... Given the large scale of sites and movements in the area, the cycle network becomes particularly important. We appreciate the desire to avoid cyclist/pedestrian conflicts during events, but there is nevertheless need for a fairly direct cycle connection from Seafarers Bridge to the proposed Primary Cycle Route running east-west beneath Westgate Freeway (shown on pp 47 and 49 of Southbank Structure Plan).

Similarly Melbourne City Council's City Design team have noted:

the approach to cycling pathways means these are effectively diverted around the site due to 'existing conflict', rather than attempting to facilitate a workable route through the site to improve connectivity, permeability and ground plane activation;

The applicant has proposed an alternative route for cyclists around the periphery of the site as opposed to traveling through the site. The alternative route for cyclists who wish to travel to and from the northern Yarra promenade is around the south-west edge of the South Wharf retail building.

The bordering routes (for example along Normanby Road to Clarendon Street) are proposed to service those cyclists travelling past. Wayfinding signage and material selection in terms of paving etc. needs to clearly identify the cycling routes, this can be addressed through the inclusion of a condition in the Incorporated Document.



Cycle Routes identifying travel distances – Source: Amended Documentation dated May 2016

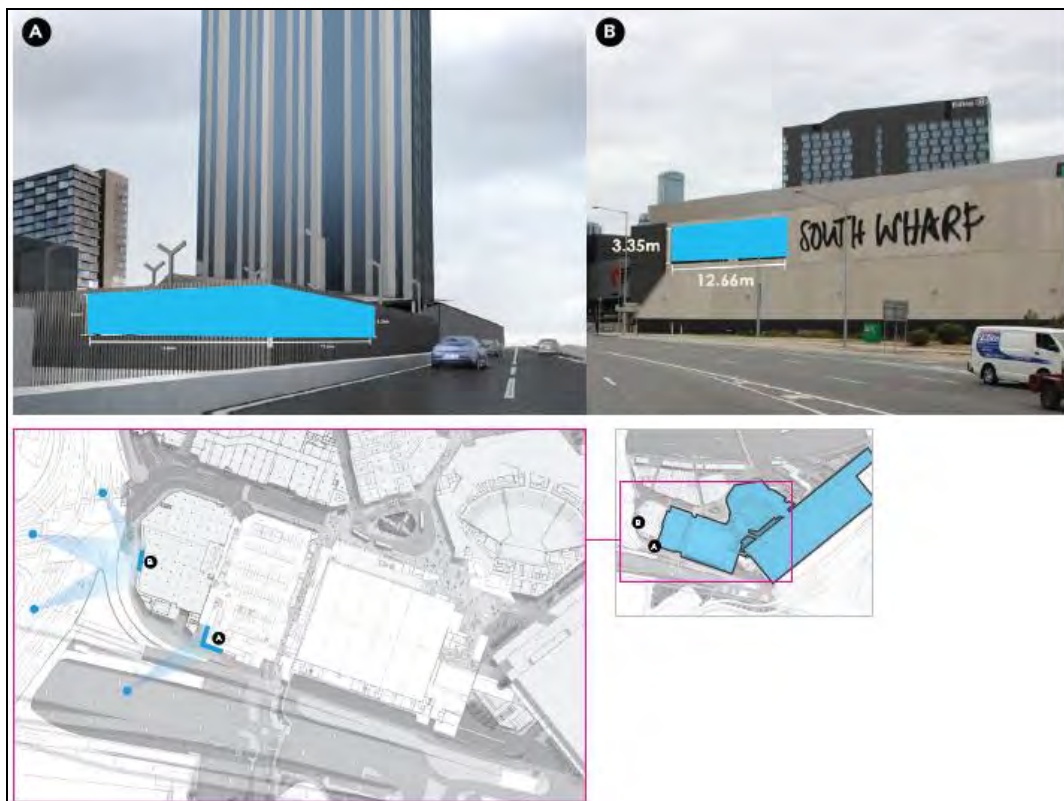
### Advertising signs

It is proposed that advertising signage be included on the façade of the proposed multi-level car park and on the western elevation of the DFO.

The two electronic major promotion signs proposed include:

- a 3.35 x 12.66 metre sign on the western elevation of the DFO adjacent to the intersection of Lorimer Street and Convention Centre Place.
- a 3.35 x 12.66 metre sign either side of the car park corner, wrapping around the south-west corner of the proposed multi deck car park to address eastbound and westbound traffic on the Westgate Freeway.

The signage is proposed to contain promotional content relevant to the retailers within the DFO South Wharf. The location and size of the proposed signs can be seen in the following diagram:



Retail signage plan – Source: Application documentation

It is considered that the proposed advertising signage requires further resolution and should be considered under a separate planning approval.

## 8. OFFICER RECOMMENDATION

That DELWP be advised that the Melbourne City Council offers in principle support for the proposal subject to the inclusion of reconditions within the Incorporated Document:

- A Façade Strategy and Materials Schedule to be prepared and endorsed for all the proposed buildings to the satisfaction of the Responsible Authority. The Façade Strategy and Materials Schedule must demonstrate that built form, materials and finishes are of a high design quality.

- Modifications to the car park building so that the building presents as a high quality building (including views from the West Gate Freeway) to the satisfaction of the Responsible Authority.
- Increase the clearance height of the north entrance of the pedestrian link by removal of built form on level 2 to improve daylight penetration and legibility of the pedestrian link to the satisfaction of the Responsible Authority. This may require the deletion of the first 9 car spaces and associated built form above this space (to match or be similar to level 1 of the car park).
- Further the detailed resolution of the pedestrian link to the satisfaction of the Responsible Authority.
- A wayfinding strategy for cyclists to be prepared and endorsed for all the proposed buildings to the satisfaction of the Responsible Authority. Façade Strategy and Materials Schedule must demonstrate that built form, materials and finishes are of a high design quality.
- All proposed bicycle and motorcycle spaces to be shown on the plans to the satisfaction of Melbourne City Council – Manager Engineering.
- Removal of the two electronic major promotion signs and introduction of a mechanism requiring separate approval for major promotional signage.
- Prior to the commencement of the development, all proposed construction over the drain and overland flow path must be first submitted to, and approved, by the Melbourne City Council - Engineering Services and the works undertaken in accordance with plans and specifications first approved by the Melbourne City Council – Engineering Services.
- Prior to the commencement of the development, a stormwater drainage system incorporating integrated water management design principles must be submitted to, and approved, by the Melbourne City Council - Engineering Services. This system must be constructed prior to the occupation of the development and provision made to connect this system to the Melbourne City Council's stormwater drainage system.
- A legally binding agreement under Section 173 of the Planning and Environment Act 1987 shall be entered into between the Owner(s) of the structures encroaching over the Melbourne City Council's drain and/or overland flow path - referred to below as "The Structures" – and Council.
- The Agreement is to indemnify Melbourne City Council against any claims arising from the existence of "The Structures".

The Agreement shall require the Owner(s) of "The Structures" to maintain and repair "The Structures" at its cost and to the satisfaction of Council whether or not the need for maintenance or repair of "The Structures" arose from the act, neglect or default of the Owner.

The Agreement shall require the Owner(s) of "The Structures" to regularly maintain and keep free of debris and obstruction the part of the Overland Flow Path located under "The Structures".

The Agreement shall require the Owner(s) of "The Structures" to pay all Council's reasonable additional cost incurred as a result of "The Structures" when undertaking future maintenance or repairs of the Council's drain or Overland Flow Path.

The Agreement shall be to the satisfaction of Manager – Engineering Services; Team Leader Land Survey; and the City of Melbourne’s Chief Legal Counsel. The Owner must pay all of Council’s reasonable legal costs and expenses of this Agreement, including Land Titles Registration fees.

**APPENDIX 1 REFERRAL COMMENTS**

Internal referrals - DM#9837709