PLANNING AND ENVIRONMENT COMMITTEE REPORT

Agenda Item 5.4

4 October 2005

MELBOURNE PLANNING SCHEME AMENDMENT C105 - CBD LANES BUILT FORM REVIEW

Division Sustainability & Innovation

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Purpose

1. To present the study "CBD Lanes Built Form Review" to the Committee and seek approval for a planning scheme amendment to be placed on exhibition.

Recommendation

2. That the Planning and Environment Committee:

   2.1. Note the CBD Lanes Built Form Review Study – August 2005;

   2.2. Seek authorisation from the Minister for Planning to prepare Melbourne Planning Scheme Amendment 105 for public exhibition as per Attachment 3;

   2.3. Note the method for giving notice of the amendment detailed in this report;

   2.4. Note the results of the exhibition will be reported to Council.

Key Issues

3. Melbourne's laneways are considered an important and unique characteristic of the CBD structure. Some lanes provide an environment for pedestrian activity and contribute significantly to the enjoyment, identity and vitality of Melbourne.

4. The purpose of the CBD Lanes Built Form Review is to acknowledge the unique and valued characteristics of Melbourne's laneways and determine an appropriate built form outcome for future development. The built form review was also designed to formulate new and updated policies to be inserted in the Melbourne Planning Scheme to guide development approvals on important city lanes. A comprehensive review of lanes has not been undertaken since 1991.

CBD Lanes Built Form Review – August 2005

5. Hansen Partnership Pty Ltd has prepared a report on behalf of the City of Melbourne. The review is in response to previous Councillors' concerns about development occurring within some of the city's lanes and the need for more guidance through policy in the Melbourne Planning Scheme to protect and enhance laneways. The study area for the project includes the area bounded by Flinders Street, Spring Street, Victoria Street, Peel Street, La Trobe Street and Spencer Street. A copy of the "CBD Lanes Built Form Review – August 2005" is at Attachment 1 to this report.

6. The last comprehensive review of lanes was the *City of Melbourne Central Activities District Laneway Study, 1991*. This study is currently referenced in the Melbourne Planning Scheme.

7. It is considered that there are a number of threats from new development to Melbourne's laneways, the major ones being:

   7.1. irregular nature of laneways – makes them more susceptible to change;

   7.2. physical loss of lanes or replacement with an arcade – due to subdivision and consolidation of sites;

   7.3. loss of active frontages – where a number of small sites are consolidated resulting in a singular use; and

   7.4. scale and design of new developments and its relationship to the pedestrian scale nature of lanes.

8. In scoping and developing the project, five core values were established that contribute to the success and vitality of lanes, these include:

   8.1. Scale – the width of the laneways and the adjoining buildings. Lanes generally present an intimate environment with medium scale development. Recent developments have resulted in some taller building forms however the dominant scale is generally lower than that of the broader city form;

   8.2. Active frontages – the interaction between the public realm and private uses such as cafes, restaurants and boutique shops that activate lanes and provide interest and amusement for the pedestrian. Private uses generally spill into the public realm blurring the line between the two creating a hive of pedestrian activity along the laneway;

   8.3. Connections – through block connections particularly for pedestrians are an important element that provides safe and efficient access between and through the larger blocks of the city form;

   8.4. Building form – the building stock adjoining lanes is generally fine grained with highly articulated facades. The fine grain nature allows a wider variety of use whilst articulated facades provide insight into our built form history and also creates a visually interesting space. Fine grain is categorised as frontages between 10-15 metres wide; and

   8.5. Views – the type and availability of views from particular vantage points along a lane allows orientation and legibility of the wider city form making it easy for people to move through the city's pedestrian network.

9. The study involved extensive fieldwork and investigations to develop an appreciation of the urban character of lanes as a basis for their protection and enhancement. The work also sought to record the current conditions of lanes to update Council's register of CBD lanes. It also defined the quality of different lanes and the key elements or features which shape and influence that quality.

10. A number of tasks were completed including:

    10.1. the preparation of an identification sheet for lane investigation and analysis;

    10.2. completion of field survey and compilation of a photographic record of each lane;

    10.3. definition of 'urban character values' of lane environments in the study area;

10.4. analysis of lanes according to valued characteristics; and

10.5. identification of categories of lanes and preparation of an overview of findings.

11. A sample copy of the identification sheets is at Attachment 2.

Analysis

12. In the analysis of the data, four values were identified as important in determining the success and quality of a laneway. The four values are a combination of the five core values discussed above. These four values include:

12.1. connectivity – the physical connection through the block; for example does a lane connect between two 'main' streets.

12.2. proportion of activity frontages – the interaction between public spaces and private uses; for example does a lane incorporate uses such as cafes and restaurants.

12.3. elevational articulation – the presentation and communication between the public realm and adjoining private buildings, this value incorporates elements of building form and scale; in general terms, this relates to the buildings in a lane and how these are perceived from a human scale.

12.4. views – the type of views available to a pedestrian; for example where there is a landmark or notable view visible from a lane, creating a point of interest for a pedestrian.

13. In assessing all of the lanes against these core values, three groups of lanes were assigned - high, medium and low value lanes (refer to Attachment 3).

14. High value lanes exhibited clear connections to the wider form, a high proportion of active frontage and highly articulated building faces. These lanes essentially support a high level of pedestrian activity. Nine lanes were identified as high value. These lanes are well known key destinations within the city partially due to the land uses located along them but more importantly because of the interaction these uses have with the public realm. Examples of high value lanes include Scott Alley, Hardware Lane and Centre Place.

15. Medium value lanes demonstrate a high level of three out of the four core value characteristics. They possess the potential to be good public spaces of high pedestrian amenity, however the lack of elevational articulation and proportion of active frontages does not enable them to be considered as high value lanes. Examples of medium value lanes include Oliver Lane, Hosier Lane and Meyers Place.

16. Medium value lanes are considered to have the greatest opportunity to elevate their status as they possess base values such as connections, views and a medium level of active frontages. These lanes could to evolve into high value lanes by introducing activity and interest at ground level

17. Low value lanes generally demonstrate a high quality in two or less core values. It is acknowledged that the primary function of many of these laneways is to provide access to the rear of buildings or to car parking areas. Whilst this generally results in a relatively poor pedestrian environment, it is noted that without such spaces other higher valued lanes and streetscape would not be protected from vehicle movements and servicing requirements thereby lowering their value.

18. The future aim of low value lanes like all lanes is to improve their presentation and the pedestrian environment; however it is unlikely that all low value lanes could be elevated in status. Future direction should focus on providing safe and efficient vehicular and pedestrian movement through clearly designated areas for pedestrians and vehicles along the lanes that are largely for service and car parking.

Clause 22.22 – Lanes

19. The recommendation of the CBD Lanes Built Form Review is the development of a new local policy to address lanes. Currently policy on lanes for the majority of the Central City sits in Clause 22.01 – Urban Design within the Capital City Zone. However this policy does not deal with the triangle of land bounded by Victoria, La Trobe and Swanston Streets which is part of the Central City but in the Mixed Use Zone. The new policy has been developed to deal with this entire area. A specific policy on lanes also allows for additional policies for other areas of the City to be added in the future.

20. The aim of the new policy is to ensure that new development responds to the underlying framework and fundamental characteristics of the Central City and enhances the physical quality and character of Melbourne's streets and lanes through sensitive and innovative design.

21. The policy reflects the outcomes and recommendations of the Built Form Review study, in particular introducing the concepts of the four values and of high, medium and low value lanes. There are three key recommendations of the study: relationship to height, setbacks and interface treatment. These outcomes and recommendations form the basis of the new policy Clause 22.22 – Lanes. A copy of the proposed policy is at Attachment 3.

22. Specifically the policy includes three key built form recommendations from the Built Form Review:

Relationship to height

23. The findings of the review indicated that diversity, character and the appeal of laneways as pedestrian thoroughfares needs to be protected and enhanced. The human scale of laneways is a unique quality that is considered rare in a city context and therefore should be maintained.

24. In the current policy dealing with lanes (Clause 22.01), emphasis in the controls relates to the buildings themselves and not the relationship between the lane and the public realm. In the analysis of the data, it was found that many of the high and medium value lanes have a height to width ratio of 5:1 i.e. the maximum height of a new building fronting the lane should be five times the width of the lane. This approach is included in the new policy. The application of this ratio will ensure a built form along laneways that is conducive to the pedestrian amenity.

Setbacks

25. The policy also introduces an upper level setback for new buildings above the street wall equivalent to the street width. For example, the setback at the upper levels for a 7 metre wide lane is 7 metres. It means that the full extent of the development would have less visual and amenity impact on a pedestrian. This formula also preserves the human scale, minimises microclimate effects and visibility of tower forms.

Corner sites

26. A further aspect of the policy is that it encourages new buildings on the corners of lanes to extend into a laneway to a maximum depth of 15 metres before complying with the recommendations for the requirements for height and setbacks in the lane itself.

27. This approach to corner sites has been developed because land uses and building frontage of lanes are fine grained. This can be compromised where sites are consolidated and 'superblocks' are formed. These sites can lead to buildings which have a poor presentation to lanes, particularly when they intersect with a main street. For example, a building on a corner may have a primary frontage to a main street and the laneway frontage would be seen as secondary.

Relation to Council Policy

28. The existing (Municipal Strategic Statement) MSS recognises laneways as important contributing element to the City's physical environment.

> *"The City's public spaces, including the parks, waterways, streets and lanes, make up its physical framework and form setting for people, activities and buildings. Many fine streetscapes and numerous heritage buildings help shape the City's physical form. The City has, and continues to develop, a rich and diverse urban environment...its enviable reputation ads status as a highly attractive place is very much due to a consistent approach to planning...laneways and arcades continue to provide quirky corners..."*

Amendment C60 – Adopted MSS

29. The adopted MSS recognises the City's laneways as an enduring asset, specifically: 'the laneways and arcades of the City provide for interest and help contribute to the City's character'.

30. More specifically policies relating to lanes and arcades are detailed in 'The public environment in the Central City', these include:

    30.1. Protect the built form, character and function of laneways and the laneway system as a significant determinant of Melbourne's built form and distinguish them from other larger Central City streets;

    30.2. Ensure high quality and robust public space design in arcade and laneway upgrades;

    30.3. Ensure integration of, and links between, arcades and laneways in the Retail Core; and

    30.4. Encourage arcade and laneway links between streets and public spaces.

31. The new local policy specifically on lanes will assist in implementing the strategic direction outlined in the Municipal Strategic Statement.

Time frame and process

32. Following Committee consideration, it is intended to place an amendment to the Melbourne Planning Scheme on exhibition. The Planning and Environment Act 1987 requires that an amendment to a planning scheme is on exhibition for not less than one month – providing an opportunity for anyone to make a submission. Any submissions would then be reported back to Council. Council can then make changes to the amendment to satisfy the submissions, refer submissions to an independent panel or choose to abandon it. At a Panel hearing, all submitters have the opportunity to be heard.

Authorisation

33. The *Planning and Environment (General Amendment) Act 2004* made changes to the planning scheme process, specifically the two changes are:

    33.1. at the beginning of the process, the Minister must authorise the preparation of any amendment; and

    33.2. The Minister may also authorise a planning authority to approve an amendment.

34. A letter and supporting documentation requesting the authorisation of the amendment will be prepared and sent to the Minister once the Council has endorsed the recommendations of this report. After authorisation, the amendment will be placed on exhibition.

Consultation

35. Input into the Built Form Review and policy formulation from Council's Urban Design Branch and Statutory Planning Branch has occurred throughout the study phase.

36. No external consultation was undertaken during the formulation of the Built Form Review Study. Therefore a comprehensive exhibition plan has been developed. This is outlined in Attachment 4. As outlined in Paragraph 30, exhibition of the amendment is required under the *Planning and Environment Act 1987*. To fulfil these requirements, details of the amendment will be sent to the owners of land abutting high and medium value lanes as it is considered that the policy has development implications for these owners.

37. A copy of the Built Form Review and the amendment documentation will be sent to various stakeholders and interest groups which have been identified and detailed in the attachment. Advertisements will also be placed in The Age newspaper as well as other local papers and publications to gauge wider community comment. Also there will be consultation with peak groups such as the Property Council of Australia.

Finance

38. Council will incur costs associated with the exhibition of the amendment should Committee endorse the recommendations of this report. These costs can be met from the Development Planning Branch's 2005/2006 Operating Budget.

Legal

39. Division 1 of Part 3 of the *Planning and Environment Act 1987* covers planning scheme amendments.

Sustainability

36. The proposed revised policy does not introduce positive or negative impacts on the themes relating to Environmental Responsibility or Innovation and Business Vitality. It will have a positive impact on the theme of Inclusiveness and Engagement, specifically a positive effect on the Cultural and Heritage Value of Built Form.

Background

37. In 1991 the "City of Melbourne CAD Laneway Study (1991)" was completed. This was the last comprehensive review of laneways was undertaken and is the key and current reference document for the assessment of a lane's contribution to the pedestrian network of the City.

38. The underlying premise of this study at the time was that all lanes are important elements of a system and should be retained unless a redevelopment proposal enhances or improves the laneway network. The recommendations of this 1991 study were translated into the Melbourne Planning Scheme and are still used today in Clause 22.01.

39. This study categorised laneways into that have special significance that should be conserved and enhanced. Those deemed to be Category A lanes should be retained as is or upgraded because of the form and character of the laneway are architecturally, historically or aesthetically significant, a lane that provides a vital link in the pedestrian access network. The planning scheme explicitly states that these lanes should be retained whenever possible as they are considered critical to the character and function of the lane network.

40. A review of the 1991 work was initiated and a report was prepared by Hansen Partnership and Context Conybeare Morrison in July 2001. This report identified the key characteristics of lanes within a defined study area to determine the appropriate built form in relation to building height and setback requirements. This study specifically focussed on particular lanes within the CBD grid, and due to changes in work load priorities, was never finalised.

41. Hansen Partnership Pty Ltd were engaged in 2004 to review the content of the incomplete 2001 study, City of Melbourne CAD Laneway Study 1991 and to also review and add to the scope of the study. In doing this, a decision was made to extend the study to include all of the lanes within a defined area of the CBD.

Attachments:

1. CBD Lanes Built Form Review – August 2005
2. Sample of CBD Lanes id sheets
3. Map
4. New Local Policy 22.22 – Lanes
5. Exhibition Plan

cbd lanes built form review

report prepared on behalf of the city of melbourne

by hansen partnership pty ltd

august 2005

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individual laneway data sheets

1 introduction

1.1 purpose

The purpose of the CBD Lanes Built Form Review is to acknowledge the unique and valued characteristics of Melbourne's laneways and determine an appropriate built form outcome for future development. The review is in response to a growing concern that inappropriate development is occurring within some of the City's lanes.

The study involves the following key tasks:

- define the quality of different lanes based on site visits and reference to the City of Melbourne 1991 CAD Laneway Study.
- review Capital City Zone provisions and relevant local policies.
- provide recommendations for new built form outcomes including height, setbacks and interface treatment.
- consider options for appropriate planning scheme mechanisms to implement the study's recommendations.

The output of this study comprises a report that:

- provides a discussion of and responds to the key tasks of the study and
- recommends the course of action to be taken, based on the findings of the consultant's investigations as the basis for a forthcoming planning scheme amendment.

1.2 study area

The study area for the built form review is the Melbourne Central Business District bounded by Flinders Street, Spring Street, Victoria Street, Peel Street, LaTrobe Street and Spencer Street. (illustrated in **figure 1** with the list of lanes reviewed in the study at **appendix a**).

1.3 city form

The City form is characterised by dense building forms set within a grid street pattern with a hierarchy of main streets, small streets and a complex array of lanes and arcades. The wide, 60 metre regular main streets provide the structure of the original Hoddle Grid. Secondary to these main streets, inserted parallel to the main east-west streets, are smaller streets one-third as wide (20 metres). Originally allotments were situated between a main and secondary street. These secondary streets provided rear service access for properties addressing the main streets. Over the years buildings were subdivided so that they could provide an address to both available frontages. Due to this subdivision a tertiary street system was required to service the rear of these properties. This was achieved by forming a narrow lane down the side of the property fronting the small street and ending at the common rear boundary of each property.

hansen

cbd lanes built form review

figure 1: study area

legend

study area

precincts

Project Ref: 03.395
Dwg No.: UDD-001
Scale: 1:6000@A3
Date: 05.08.05
Revision: A

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1.4 laneways

The laneway system whilst not as rigid as the other street networks has become a vital network which contributes to the broader city form providing unique spaces within the central city. Laneways provide high quality street environments, pedestrian safety and comfort which are critical to the community's positive perception of the City.

It is these lanes that provide some of the most important and unique public spaces within the city centre. They provide a setting for people, buildings and activities and more importantly the exchange between these elements. The intimate scale of these lanes offer exciting opportunities for pedestrian access through the city within a secluded environment lined with a variety of small unique cafes, restaurants and boutique businesses. Lanes provide an environment for pedestrian activity and contribute significantly to the enjoyment, identity and vitality of Melbourne. Some lanes also provide for vehicular access either to the rear of buildings or for general public carparking which is and will continue to be an important function of the City.

1.4.1 core values

Melbourne's lanes are integral to the city's distinct urban fabric qualities providing an insight into our built form history. Through the course of this review and particularly the site investigations that were undertaken it was discovered that the core values that contribute to the success and vitality of lanes are:

- **scale –** the width of the laneways and the adjoining buildings. Lanes generally present an intimate environment with medium scale development. Recent developments have resulted in some taller building forms however the dominant scale is generally lower than that of the broader city form.
- **active frontages –** the interaction between the public realm and private uses such as cafes, restaurants and boutique shops that activate lanes and provide interest and amusement for the pedestrian. Private uses generally spill into the public realm blurring the line between the two creating a hive of pedestrian activity along the laneway.
- **connections –** through block connections particularly for pedestrians are an important element that provides safe and efficient access between and through the larger blocks of the city from.
- **building form –** the building stock adjoining lanes is generally fine grained with highly articulated facades. The fine grain nature allows a wider variety of uses whilst articulated facades provide insight into our built form history and also creates a visually interesting space.
- **views –** the type and availability of views from particular vantage points along a lane allow orientation and legibility of the wider city form making it easy for people to move through the city's pedestrian network.

1.5 threats to lanes

Melbourne's laneways are under a number of threats particularly from new development. The major threats to Melbourne's CBD lanes are the:

- irregular nature of laneways - makes them more susceptible to change,
- physical loss or replacement with an arcade - due to subdivision and consolidation of sites,
- loss of active frontages - due to the consolidation of a number of small sites resulting in a singular use and
- scale and design of new developments and their relationship to the pedestrian scale nature of lanes.

The grid pattern layout of the main streets is rarely unchanged with variation provided through building setbacks particularly to the upper levels of new developments. However the irregular nature of the laneways makes them more susceptible to change particularly when allotments are subdivided or consolidated resulting in changes to servicing requirements and primary frontages. This is most evident through the consolidation of a number of small sites into a single development. The result of consolidation can vary from the loss of active frontages, a reduction in the variety of land uses and even the physical loss of a lane or its replacement by an arcade or privatised laneway which is most significant as the amount of public space for pedestrians is reduced.

The gradual erosion of laneway activity is one of the greatest threats to laneways. The consolidation of smaller sites into a single building results in a single use. Whilst the new built form can be highly articulated it is the loss of active frontages, variety of uses and the pedestrian scaled activity at ground level which will have a greater effect. It not only reduces the number of attractions within a laneway but also reduces interest and vitality for pedestrians walking through. The loss of an active frontage to a lane that previously contained a diverse range of activities and movement between the public realm and adjoining private uses is irreplaceable. The physical lane may remain however its contribution to the city character and activity is lost.

Laneways have been developed as a tertiary component of our city and this has been reflected in the low to medium scale built form and narrow road width. Recent development has seen an increase in scale which can affect the microclimate of a laneway in terms of the amount of natural sunlight into the lane and the effect wind has at street level. It is considered that the majority of lanes are quite narrow and as such direct sunlight is not a feature of these spaces. The effects scale has on the amount and velocity of wind along laneways is quite significant and has a direct relationship to building design. A tall building built to the boundary with little setback variation can increase the amount and velocity of wind resulting in an unpleasant and uninviting pedestrian environment whilst also making it difficult for abutting uses to interact with the public realm. This can be quite detrimental to a lane as it takes away the catalyst that makes lanes work (people) and potentially can lead to the loss of business and activity.

2 existing controls

The aim of the CBD Lanes Built Form Review is to undertake a comprehensive review and analysis of Melbourne's lanes and thereby identify their key characteristics. This review will identify how the City of Melbourne can manage and retain these characteristics in the future. The Melbourne Planning Scheme will enable the efficient management of future development in relation to the City's laneways and as such a review of current policies is vital. The City of Melbourne's CAD laneway Study 1991 is the primary reference document that relates to development along laneways. This report is primarily a review of this document however other relevant policies and documents within the Melbourne Planning Scheme were also reviewed.

2.1 city of melbourne cad laneway study 1991

This study is currently the key reference document for the assessment of a lane's contribution to the pedestrian network of the City. It is referenced in the local planning policy under Clause 22.01 Urban Design within the Capital City Zone Policy. The study categorises lanes within the Central Activities District as 'A', 'B' or no grade. In the Urban Design within the Capital City Zone Policy, 'A' graded lanes should be

> *"retained whenever possible as they are considered critical to the character and function of the lane network. The character and/or function of these lanes are significant and require protection".*

'B' graded lanes should be retained unless a replacement link is provided, because the laneway contributes to pedestrian access through the block. There are no controls for lanes without a grading.

2.2 state planning policy framework

2.2.1 clause 19.03 – design & built form

The most relevant policy regarding urban design within the State Planning Policy Framework (SPPF) is Clause 19.03 Design and Built Form. This policy relates to any non residential development or residential development above 4 storeys and as such applies to the majority of development occurring in the City. Clause 19.03 provides the principles for achieving high quality urban design whilst protecting the local character, enhancing the liveability and amenity of the public realm and minimising the detrimental impact on neighbouring properties. In accordance with Clause 19.03 the principles the responsible authority must have regard to when considering a proposal are:

- Context
- The Public Realm
- Landmarks, Views & Vistas
- Pedestrian Spaces
- Heritage

- Consolidation of Sites & Empty Sites
- Light & Shade
- Energy & Resource Efficiency
- Architectural Quality
- Landscape Architecture

2.3 clause 12 (draft provision) - melbourne 2030

'Melbourne 2030 – Planning for Sustainable Growth' is a 30-year State Government plan to manage growth and change across metropolitan Melbourne and the surrounding region. It comprises a clear vision for the City, in association with a series of implementation principles and 9 key directions:

- A more compact city
- Better management of metropolitan growth
- Networks with the regional cities
- A more prosperous city
- A great place to be
- A fairer city
- A greener city
- Better transport links

One of the key elements of Melbourne 2030 is the consolidation of existing urban areas and in particular the intensification of Activity Centres. Of particular relevance to this built form review is Direction 5: A Great Place To Be which contains the following policies to:

- Promote good urban design to make the environment more liveable and attractive (Policy 5.1)
- Recognise and protect cultural identity, neighbourhood character and sense of place (Policy 5.2)
- Improve community safety and encourage neighbourhood design that makes people feel safe (Policy 5.3)
- Protect heritage places and values (Policy 5.4)
- Promote excellent neighbourhood design to create attractive, walkable and diverse communities (Policy 5.5)
- Improve the quality and distribution of local open space and ensure long-term protection of public open space (Policy 5.6)
- Rectify gaps in the network of metropolitan open space by creating new parks and ensure major open space corridors are protected and enhanced (Policy 5.7)
- Maintain and develop metropolitan Melbourne as a desirable tourist destination (Policy 5.10)

2.4 melbourne planning scheme: local planning policy framework

2.4.1 municipal strategic statement: city plan, 2010

City Plan is part of City of Melbourne's Municipal Strategic Statement. It sets out what Council believes must happen in the City of Melbourne in the future to ensure the city's vitality and prosperity. The key elements include:

- prosperous city
- innovative city
- culturally vital city
- people city
- attractive city
- sustainable city

Of particular importance to this review are the objectives of the 'attractive city' which includes the following:

- *To enhance the physical quality and character of Melbourne's streets and city form through sensitive and innovative design and, in particular, improve the experience of the City for pedestrians*
- *To conserve and enhance Melbourne's architectural heritage and historic character, and enliven it by adaptive re-use and innovative promotion*
- *To maintain and enhance the City's parks, gardens and boulevards as the signature for Melbourne's livability, providing City residents and users with sanctuary, visual pleasure, and a range of recreation and leisure opportunities*
- *To enrich Melbourne's distinctive physical character and ensure that it continues to develop a strong sense of place and identity*

2.4.2 clause 22.01 - urban design within the capital city zone

This policy applies to all land within the Capital City Zone and its policy basis arises from the recognition that:

> *"Melbourne's buildings, streets, open spaces and landscape features combine to give the CBD its unique appearance and feeling. The responsible authority will ensure that its physical environment continues to be recognised for its character and the livability it engenders."*

The policy objectives include:

- *To enhance the physical quality and character of Melbourne's streets and city form through sensitive and innovative design, and in particular, improve the experience of the City for pedestrians.*

- *To conserve and enhance Melbourne's architectural heritage and historic character, and enliven it by adaptive re-use and innovative promotion.*
- *To create and enhance public spaces within the City to provide sanctuary, visual pleasure and a range of recreation and leisure opportunities.*
- *To promote creative responses and new opportunities in the changing urban context of the West End, Yarra River corridor and Southbank whilst strengthening the relationship of these areas with the Hoddle Grid.*

The policy has four sections that provide guidance on public space, circulation, building design and areas of transition. Specifically these sections state:

Public Spaces – Internal & External

This section seeks to provide high-quality, readily accessible external and internal open spaces. It is believed that it is these spaces, such as streets, lanes, squares, parks and gardens and on private land, building forecourts, or atriums internal to a building form an integral part of the public realm. It is policy that when changing an existing or creating a new public space that location to the broader context and pedestrian access should be taken into consideration. The objectives include:

- To maintain and enhance the current public space network.
- To encourage the provision of new public space where it is needed for city user recreation, business or public activity in appropriate locations.
- To locate public spaces where they will contribute to the functionality and diversity of the City's pedestrian network.
- To ensure that the design and management of public spaces is functional and consistent with the overall urban design objectives for the City and contribute to its vitality.
- To enhance the amenity of parks and other spaces used by the public, maximising solar access and limiting overshadowing of these areas.

Circulation – Lanes, Through-Block Arcades & Links

This section identifies that lanes, through-block arcades and links are the basis to Melbourne's urban environment and pedestrian movement. The objectives include:

- To maintain and enhance the lane and arcade network as a significant determinant of Melbourne's built form, urban design and circulation system.
- To provide visual interest and diversity and encourage new street-level activity.
- To protect the service/activity functions of the lane network.
- To provide public frontages for small scale activities such as small retail, service and community facilities.
- To allow flexibility and choice for pedestrian movement, particularly in densely populated precincts.

- To provide safe and comfortable pedestrian routes, augmenting Melbourne's street network
- To extend and improve Melbourne's traditional arcade and lane network.

It is policy that, when proposing to develop land adjacent to a lane or make changes that will affect a lane that the development should take into consideration the following matters:

- **Lanes** - Development adjacent to or incorporating lanes should contribute positively to the role, amenity and design character of the lane and its surrounds, providing active uses and reinforcing the public role of the lane. Safe, direct and secure pedestrian routes should be provided and should not impede existing access to other laneway properties. A development should also maintain outlook to significant buildings, open space or places of interest and reinforce pedestrian amenity in those lanes that provide through-block links.
- **Specific Lanes:** The following categories of laneways have special significance that should be conserved and enhanced. The categories include:
  - **A** - Retain as is or upgrade because of one or more of the following:
    - The form and character of the laneway are architecturally, historically or aesthetically significant or provide a setting for buildings of heritage importance.
    - The lane provides a vital link in the pedestrian access network.
    - The laneway serves as a main street frontage to abutting uses.
  - These lanes should be retained where possible due to the significant character and function that the lane contributes to the pedestrian realm and the city form in general.
  - **B** - Retain unless a replacement link is provided because the laneway contributes to pedestrian access through the block. These lanes contribute to the pedestrianisation of the City and should be retained unless an appropriately designed pedestrian link with 24-hour access is provided in its place. Such a link should enhance the laneway system. It should be at grade or up to 1:14 gradient, and designed to reduce conflict between pedestrians and vehicles.
- **Arcades -** should generally provide a covered accessway lined with small-scale shopfronts. The use of daylight should be maximised wherever possible with entrances and the overall design of the arcade allowing clear outlooks through to the end. Public amenities should be provided along with high standard lighting of a consistent format.

Building Design

This section includes the following general objectives:

- To enhance the urban character and design identity that are unique to Melbourne.
- To create street environments that are of visual interest and are comfortable and safe for pedestrians.

- To enhance the setting of heritage buildings.
- To promote new development that makes a positive contribution to the street-level microclimate and the physical environment and amenity of public areas.
- To ensure the intensity of development is supported by city infrastructure.

More specific objectives include:

- **Street Level Frontages/ Entrances:**
    - The rhythm and scale of architectural features, fenestration, finishes and colour should harmonise with and complement the existing streetscape. This does not imply a replication of adjoining buildings.
    - Facades should particularly provide richness and interest. This should be of appropriate scale to the street proportions and proximity of pedestrians.
    - Entrances and foyers should be identifiable from the street and, wherever possible, be at the same level as the street.
    - Street level articulation should be attractive to passers-by in all parts of the city. Blank walls are strongly discouraged. Interest may be provided by window and doors opening onto activities, displays or art, or by rich architectural detailing.
    - Foyer areas should be visible from the street.
    - Foyer areas should not be unduly large. Large areas of empty space are not encouraged. Foyer space should include activity and interest.
    - Access to car parking and service areas should have minimal impact on street frontages.
    - The storage of all refuse and recyclable material should be provided off-street and be fully screened from public areas.
- **Facades:**
    - Facades should contain a diversity of building and architectural elements and, particularly within traditional streetscapes, should employ the traditional horizontal divisions of base, middle and upper levels.
    - Facades should address both street frontages on corner sites.
    - Where a new building abuts an undeveloped site, windows to the flanking walls are not encouraged.
- **City and Roof Profiles:**
    - Roof profiles should contribute to the architectural quality of the city skyline.
    - In addition to outlook to the street, the outlook from higher surrounding buildings should be taken into account.

- Roof profiles should be considered as part of the overall building form. This includes the integration of unsightly plant, exhaust and intake vents in building design and other technical equipment to avoid an adverse effect on the appearance of the building. Due consideration should also be given to noise issues and appropriate, fully integrated screening devices in these instances.

- **Microclimate:**
  - Protect and, where possible, increase the level of sunlight in the City's streets, lanes and key open spaces.
  - Minimise overshadowing on waterways, open space, parks and gardens or major pedestrian streets and areas in the middle of the day, especially in the spring, summer and autumn periods and all year round in the case of major civic congregation spaces such as the Southbank Promenade, Federation Square, City Square and Queensbridge Square. (Refer to 'Sunlight to Public Spaces' Local Planning Policy).
  - In order to deflect wind downdrafts from penetrating to street level, towers should usually be set back at least 10 metres from all streets (and laneways that are important pedestrian routes) on a podium, which should extend to the street frontage/s . The podium should generally be between 35 and 40 metres in height, except where a different dominant parapet height already exists, or where the need to provide a context for a heritage building or to emphasise a street corner justifies a variation from this norm.
  - Within the setback, some variation in treatment may provide a transition between the podium and tower. Such treatment should be carefully checked for wind effects at ground level.
  - Footpaths should be protected from rain in designated areas (Refer to Design and Development Overlay - Weather Protection).
  - The design and height of canopies, verandahs and awnings should be compatible with adjoining buildings and streetscape and precinct character, both in scale and detail, and may be partly or fully transparent to allow light penetration to the footpath.
  - Protection need not be provided where it would interfere with the integrity or character of heritage buildings, heritage precincts or streetscapes and lanes.

- **Energy Efficiency:**
  - Buildings should be designed to optimise operational energy efficiency, reduce pollution and include waste management systems which minimise waste and encourage recycling.

Areas of Transition

Particular areas of transition have been identified where the existing urban context is expected to undergo dramatic change. These areas have been identified as:

- Yarra River Corridor; and
- West End.

Neither of these areas includes lanes that were reviewed as part of this study.

2.4.3 clause 22.02 – sunlight to public spaces

This policy applies to key public spaces, including laneways in the City of Melbourne. The policy basis is stated as,

> *"A fundamental feature of Melbourne's character, livability, comfort and attractiveness is its ability to offer sunlight to its streets and key public spaces at the times when the intensity of pedestrian activity is highest."*

The policy objectives include:

- ensure new building and works enable good sun penetration to public spaces.
- protect and enhance the amenity and character of public spaces.
- ensure that overshadowing from new buildings or works does not result in significant lose of sunlight and diminish the enjoyment of public spaces for pedestrians
- achieve a comfortable and enjoyable street environment for pedestrians ·
- protect and where possible increase the possible level of sunlight to public spaces during the time when the intensity of use is highest.

2.5 overlays

2.5.1 clause 43.02 – design and development overlay: schedule 1

Active Frontages - Capital City Zone

This policy sets out the requirements for the amount of active frontages that a new development must provide according to the area it is located in. For buildings with ground-level street frontages to major pedestrian areas, they must present an attractive pedestrian oriented frontage to the satisfaction of the responsible authority, by providing:

- At least 5 metres or 80% of the street frontage (whichever is the greater) as an entry or display window to a shop and/or a food and drink premises, or
- At least 5 metres or 80% of the street frontage (whichever is the greater) as other uses, customer service areas and activities, which provide pedestrian interest and interaction.
- Built scale appropriate to the street and pedestrians.

- Clear glazing (security grilles must be transparent).

The design objectives include:

- To ensure ground floor frontages are pedestrian oriented and add interest and vitality to city streets.
- To provide continuity of ground floor shops along streets and lanes within the retail core.
- To ensure ground floor frontages contribute to city safety by providing lighting and activity.

2.5.2 clause 43.02 – design and development overlay: schedule 2

Height Controls - Capital City Zone

This policy sets out the maximum height of any buildings within the capital city zone. The design objectives include:

- protect sunlight access to key public places and open space areas so as to provide a comfortable pedestrian friendly urban environment
- ensure that the height of new buildings reinforces the built form character of unique areas
- maintain the visual dominance of prominent landmarks

2.6 other documents

2.6.1 city of melbourne cbd pedestrian strategy, draft 1997

The purpose of this strategy is to identify the major actions required to maintain and enhance pedestrian access, movement and amenity within the CBD over the next 3-5 years.

The primary objectives include to:

- encourage greater pedestrian activity and street life
- develop pedestrian links particularly north south access
- protect and extend a fine grain network of laneways through large CBD blocks
- through these links, create over time a pedestrian heart for Melbourne.

Major action projects within the retail core for specific laneways include:

- Manchester Lane – short term priority
    - paving
    - lighting
    - furniture and signage
    - improved access
    - improved safety

- Chapterhouse Lane – short term priority
    - paving
    - lighting
    - furniture and signage
    - improved access
- Russell Place – short term priority
    - paving
    - widening of footpath
    - tree planting
    - lighting
    - furniture and signage
    - improved access
- Caledonian Lane – medium term priority
    - lighting
    - widening of footpath
    - improved access
    - improved safety

2.6.2 city of melbourne pedestrian and traffic study, 2004

The purpose of this report is to promote greater pedestrian activity through key projects that will result in significant improvements to pedestrian amenity, safety and linkages with selected streets, intersections and public area adjacent to train stations within the CBD.

2.7 amendment C60

Amendment C60 has been adopted by Council however is currently awaiting Ministerial approval. The amendment revises the Municipal Strategic Statement and many of the local policies contained in the Melbourne Planning Scheme, following the Three-Year Review. The key changes proposed to the Municipal Strategic Statement include:

- Greater emphasis on sustainable building design and Council's expectations in terms of energy use and other leading edge design techniques;
- Clearer expression of the strategic role of local areas across the municipality regarding their contribution to Melbourne's function as a capital city and their capacity to accommodate changes in land use and built form.
- Clearer expression of the residential amenity expectations of the Capital City and Mixed Use Zones.
- Strengthening of policy regarding the economic role of the central city.

- Clearer expression of the relationship between Melbourne's heritage, city structure and desired future built form.
- Greater focus on land use and development matters.
- Development of a detailed monitoring framework containing economic, social and environmental indicators.

Of particular relevance to this built form review is the revision of Clause 22.01 Urban Design within the Capital City Zone. The amended policy has nine sections addressing:

- application requirements
- building design
- facades
- city and roof profiles
- projections
- wind and weather protection
- public spaces
- lanes
- access and safety

Lanes specific - Map 1 identifies:

Category A Lanes that are either:

- Architecturally or aesthetically significant.
- A vital link in the pedestrian network.
- The main street frontage to abutting uses.

Category B Lanes that contribute to the pedestrianisation of the City. Lanes are part of the public space network and it is policy to:

- Provide safe, direct, secure and accessible pedestrian routes.
- Retain Category A lanes as pedestrian accessible lanes wherever possible.
- Retain Category B Lanes as pedestrian accessible lanes unless a replacement link that meets the design standard of this policy is provided.
- Encourage new retail arcades.
- Maintain and enhance the traditional street pattern.
- Reinforce pedestrian amenity in lanes that provide through-block links.
- Reinforce the public role of the lanes.
- Discourage buildings and works from extending over lanes.

It is policy that the design of lanes and buildings near lanes are assessed against the following design standards as appropriate:

- Development adjacent to or incorporating lanes should enhance the amenity and character of the lane and provide active uses wherever possible.
- Development adjacent to or incorporating lanes should promote small scale activities such as retail, service and community facilities that contribute to the pedestrian role and enjoyment of laneways.
- Lanes should provide 24-hour public access.
- Conflict between pedestrians and vehicles should be minimised.
- Development should not adversely affect the character or function of lanes by:
    - Inappropriate building height, scale or massing at the street alignment.
    - Increased traffic movement resulting from a major development's reliance upon the lane for primary vehicle access.
    - The appearance and operation of building service areas.
    - Impeding rightful access to other laneway properties.
- Development should:
    - Maintain the vertical articulation and development grain of laneways where this forms part of the established laneway character.
    - Maintain the human scale, sense of openness and predominant parapet height of laneways by setting back higher tower forms.

The policy encourages the continuity of the street façade and determines a plot ratio of 12:1 and a podium height between 35 - 40 metres unless a dominant parapet line is evident. It is policy to avoid blank walls (façade) and encourage active frontages to public space (public spaces) in order to increase interest use and perception of safety (access and safety). In relation to laneways specifically it is policy to enhance the amenity and character of the lane and provide active small scale activities that contribute to the pedestrian role and enjoyment of laneways whilst not adversely affecting the character or function of lanes (lanes).

2.8 are the existing controls adequate to fulfil council's vision?

The Municipal Strategic Statement (MSS) acknowledges laneways as an important component of Melbourne's city form which contributes to its unique appearance and feel. However there is no clear policy vision of the preferred future form and function of laneways. There is the generic vision in the MSS relating to built form which encourages:

- accessibility,
- complementary building that enhance the amenity of public areas,
- respect of the historic character of the city and
- display of a high standard of architecture and urban design.

This vision is quite relevant to the built form along laneways however it does not recognise that the function of laneways is as a tertiary component of Melbourne's street pattern. Therefore lanes function quite differently to main streets however act as a primary component of Melbourne's pedestrian network providing high quality street environments, pedestrian safety and comfort. This unique role laneways play needs to be reflected through a built form response that relates to its specific function.

The current local policies and overlays aim to achieve an environment that is conducive to the pedestrian. However they are not strong enough to command a respectful development outcome. This is largely due to design principles, guidelines and controls that relate to the whole city. They do not acknowledge the tertiary nature of the laneway system and the subsequent built form that should be developed along laneways to enhance and protect the pedestrian environment and amenity that makes them unique within the city form.

The City of Melbourne CAD Laneway Study, 1991 is the key reference document for the assessment of the contribution a lane provides to the pedestrian network. This document provides a character statement for each block of the City. However the Study does not provide an overarching or even block specific vision of the preferred form and future role of laneways. The Study does not prescribe built form controls and as such provides little guidance on what built form will maintain the valued form and character that is identified and how it will enhance the pedestrian realm. The recommendations relate to the physical retention of lanes and touches on the fact that land use can have an effect on the quality of the pedestrian realm.

The policies also fail to provide a feedback mechanism - a way of assessing whether a new development along a laneway achieves the current design objectives or the overall vision for the CBD. The inclusion of performance guidelines and assessment criteria within the urban design policy as opposed to only grading the current level of importance in terms of retention could provide a mechanism which both the council officers and developers can utilise. This will enable them to assess a development and its response to the preferred form and function and how it contributes/improves the current value of a laneway.

It is considered that the performance criteria should be quantitative criteria which will reduce the element of subjectiveness which essentially occurs when dealing with an ephemeral quality such as pedestrian amenity. The core values that have been identified in section 1.4.1 as contributing to pedestrian amenity could be the main basis of the assessment as they can be physically calculated. A development would have to demonstrate that its design does not diminish the quality and current level of the core values or in the case of lanes that require improvements demonstrate how a new development improves the level of value of the lane. It is considered important to prepare character statements in order to demonstrate to an applicant what the current qualities of the lane are and their level of importance. It would also outline the future and preferred function of that specific lane and potentially provide indicative possibilities of how these qualities can be achieved through new development.

3 laneway character

The study involved extensive fieldwork and investigations in order to:

- develop an intimate appreciation of the urban character 'attributes and values' of the defined laneways environments as a basis for their protection and enhancement;
- record the current conditions of lanes so as to update Council's register of CBD lane spaces; and
- define the quality of different lanes and the key elements or features which shape and influence that quality.

To achieve these aims, the following tasks were completed:

- Preparation of a data sheet for lane investigation and analysis
- Completion of field survey and compilation of a photographic record of each lane
- Definition of 'urban character values' of lane environments in the study area
- Analysis of lanes according to valued characteristics and identification of a typology or categories of lanes
- Preparation of an overview of findings from this study

4 data collection

The following outlines the data collected during the fieldwork surveys undertaken by the consultant team.

4.1 physical characteristics

A data sheet was prepared prior to the survey in order to record the various physical characteristics of the lanes. A copy of the data sheet is provided at **appendix b**. The data sheet recorded the following characteristics:

- land use;
- proportion of active frontages;
- lane orientation;
- lane width;
- lane connections;
- lane frontages;
- lane built and streetscape height;
- statutory controls;
- elevational articulation;
- lane views;
- public domain; and
- traffic/access.

4.2 qualitative characteristics

The data sheet also recorded the qualitative element of pedestrian amenity. Whilst it is accepted that this element required a more subjective assessment, the following influential factors were used to undertake this assessment:

- ease of pedestrian access and safety;
- perceptions and potential for vehicular/pedestrian conflict;
- physical connection to the wider structure of the city particularly for pedestrians;
- environmental comfort ;
- sense of openness/enclosure; and
- active frontages.

5 analysis of data

5.1 core values

Data from the laneway surveys was extracted and translated into a data base. In order to categorise the value of laneways a mapping exercise was undertaken. It was considered that the core values were important in determining the success and quality of a laneway (as discussed in section 1.4.1). Particularly the following core values:

- **connectivity** - the physical connection through the block.
- **proportion of activity frontages** - the interaction between public spaces and private uses
- **elevational articulation** – the presentation and communication between the public realm and adjoining private buildings
- **views** - the type of views available to a pedestrian

The data directly relating to the core values was illustrated **(figure 2 - 5)** to provide an understanding of the nature of Melbourne's laneways network and the geographical location of different lane types and their characteristics. The maps were then overlaid to assist in the classification of lanes through the identification and location of high, medium and low valued lanes.

From this data assessment of the qualities and characteristics were identified and the future management of these laneways could be determined.

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figure 2: proportion of active frontages

legend

25%-50%

50%-75%

75%-100%

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figure 3: lane connections

legend

through connections

pedestrian only connections

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figure 4: elevational articulation

legend

medium

high

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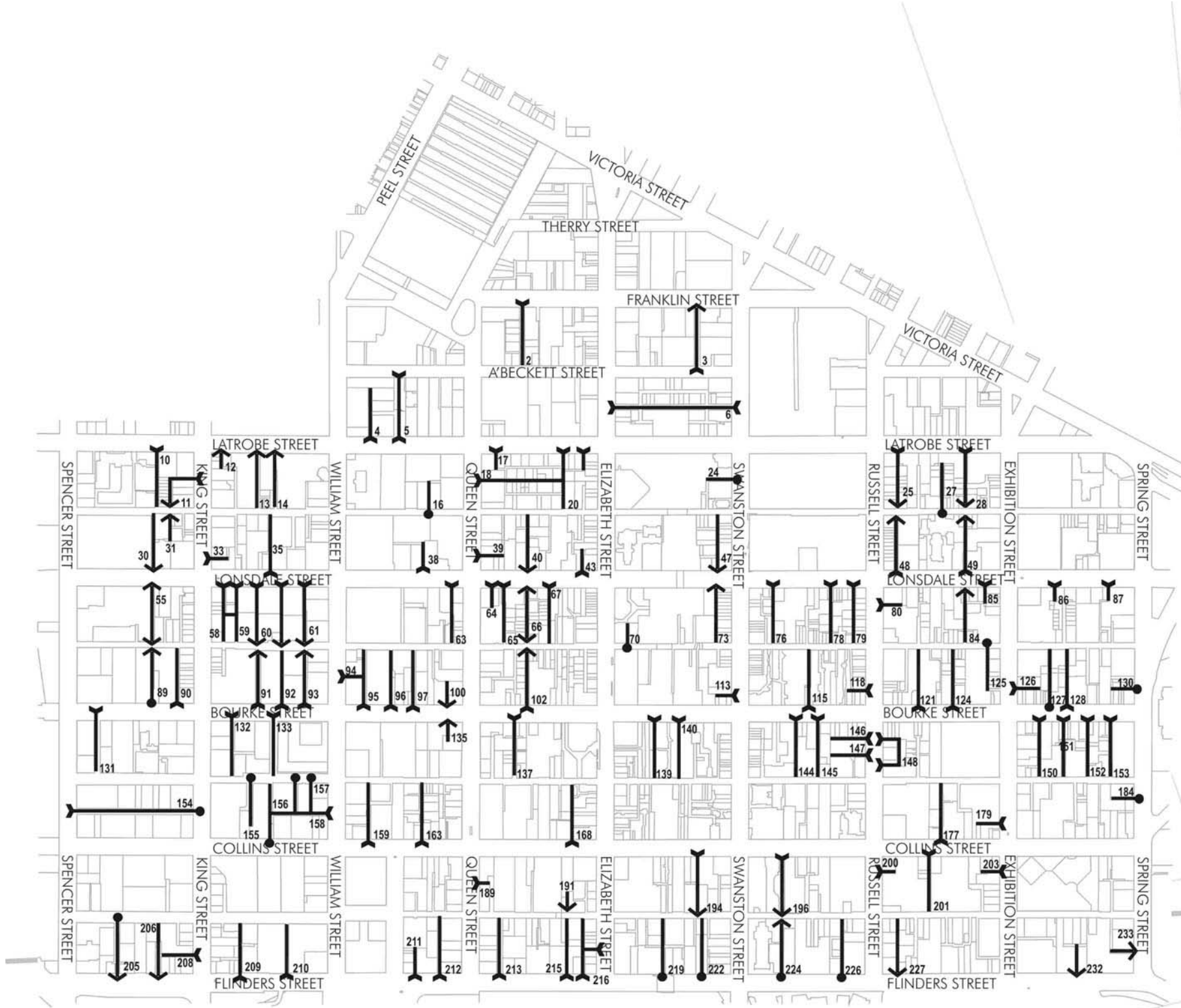

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figure 5: lane views

legend

open

long

landmark

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5.2 high value lanes

High value lanes exhibit connectivity to the wider city form, a high proportion of active frontage, highly articulated building faces *and the provision to view the broader city form. These lanes essentially support a high level of pedestrian activity.*

The most valuable public spaces are those that provide vitality at street level and are considered safe and interesting places. Public spaces should be a place of interaction and exchange between the built form and the public realm and most importantly people. It is considered that the four core values identified in this review enable the creation of spaces of interest and interaction that result in a place being a key pedestrian destination.

The most used and activated lanes were those that provided pedestrian connections through a block or multiple blocks. These lanes were enhanced by the views that were provided from the public realm to key buildings and landmarks and main streets that enable people to orient them through the laneway network. These characteristics create laneways that are highly functional and legible to the pedestrian moving through the lane and the wider city form. A high level of building articulation provides interest along the laneway and more importantly a high proportion of active frontages result in lanes that became key destinations. This also provides a sense of safety due to the amount of activity and presence of people within them therefore making them highly useable spaces. It is believed that the lanes that demonstrated these characteristics are of high value to pedestrians and provide a significant contribution to the broader city context.

9 high value lanes were identified within the CBD (illustrated in **figure 6**) including:

- Scott Alley
- Degraves Street
- The Causeway
- Equitable Place
- Hardware Lane North
- Hardware Lane South
- Hardware Street
- Bank Place
- Centre Place

These lanes are well known key destinations within the city partially due to the land use located along the laneways but more importantly because of the interaction these uses have with the public realm which is most evident in the sprawl of café/restaurants into the public realm and which can be seen along most of these lanes particularly Degraves Street, Hardware Lane and Bank Place. The lanes also provide significant pedestrian connections within the city particularly the connection between Little Lonsdale Street and Bourke Street where a direct connection was provided via Hardware Lane North, Hardware Lane South and Hardware Street.

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figure 6: high value lanes

legend

high value lanes

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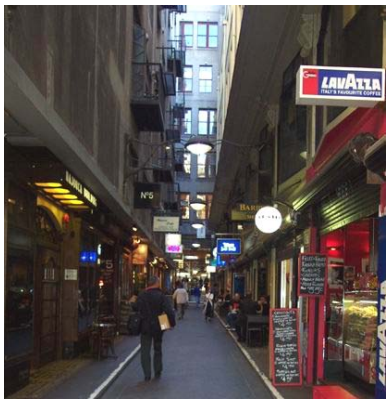
The future management of the high value lanes requires little direction or change as they are currently providing vital public spaces that obviously work due to the amount of people that use them. However it is considered important to accept that these lanes are as susceptible to redevelopment as any other street in Melbourne and therefore require a clear vision and preferred future form and function to enable the lane to continue to function with a high level of pedestrian amenity. It is also important to clearly state the preferred future role of these lanes and the key characteristics that are important to the character of the lane so that they can be protected and enhanced in order to maintain the high level of pedestrian amenity.



5.3 medium value lanes

> *Medium value lanes demonstrate a high level of three out of the four core value characteristics. They demonstrate the* basis for being good public spaces of high pedestrian *amenity.*

Medium value lanes demonstrate a high level of three out of the four core value characteristics. There were thirty lanes that were categorised as medium value lanes (illustrated in **figure 7**). Two of those lanes were dead ends with the other twenty eight providing through pedestrian connections to the broader city form and all lanes provide a view to a main street, key building or landmark. This demonstrates that the medium valued lanes have the basis for being good public spaces of high pedestrian amenity. However it is the lack of elevational articulation and proportion of active frontages that does not enable them to be categorised as such.

The majority of medium value lanes can be considered key destinations due to a notable building or use such as the Westin Hotel and Regent Theatre adjacent Regent Place, Stamford Plaza and No. 7 Alfred Place along Alfred Place and the Manchester Lane Jazz Club located on Manchester Lane to name a few. These lanes have key uses that attract a large number of people. This is due to the lack of active frontages and a wide variety of land uses which fascinate and intrigue people to meander and linger in laneways. Other lanes included as medium value lanes such as Howey Place and Block Place exhibit all the characteristics of a high value lane however access through the lane relies upon the opening hours of the adjoining retailers. This results in a vibrant and high quality street life during the day however it becomes effectively a dead space after normal business hours.

These lanes are considered to have the greatest opportunity to elevate their status due to their sound base values such as connections, views and a medium level of active frontages. It is considered most important for these lanes to have a clear preferred future form and function and clear guidelines as to how this should be achieved. Medium value lanes as such have the opportunity to evolve into high value lanes and should be encouraged and guided in introducing activity and interest at ground level to achieve that result. Suitable management will enhance and contribute to the street life and therefore develop a more useable and public destination.

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figure 7: medium value lanes

legend

medium value lanes

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Introducing activity and opening buildings up to the lane will improve the quality of the pedestrian realm as seen in McKillop Lane. This is one of the a few medium value lanes that are currently undergoing change which has seen as increase in active frontages and variety in land use particularly uses that directly engage with the public realm such as cafés and restaurants. This will create a more vibrant street life which coupled with the lanes location will enable its level of pedestrian amenity to elevate in status quite quickly. However this may be a rare condition where the development proposed has achieved a relatively positive outcome regardless of the planning controls in place. However it does provide a basis to a future vision and management of development along laneways that can be responsive to its context and function and also improving the quality and contribution the laneway makes to the public realm.

5.4 low value lanes

Low value lanes generally demonstrate a high quality in two or less core values. These lanes provide a vital function within the city form and are integral to the safe and efficient movement of pedestrians and vehicles through the city.

The remaining 192 laneways are classified as low value lanes. They demonstrated a high quality in 2 or less core values. Whilst theses lanes appear to be the group that require the most attention it must be acknowledged that the laneway's primary function within the central city is to provide access to the rear of buildings or to carparking areas. Whilst this generally results in a relatively poor pedestrian environment it is noted that without such spaces other higher valued lanes and streetscape would not be protected from vehicle movements and servicing requirements therefore lowering the value of those spaces.

Many of these low value lanes include uses such as residential with smaller areas of commercial such as Bennetts Lane, or main entry ways to carparking surrounded by the rear end of commercial buildings such as Hay Place. There are some low value lanes that like the medium value lanes could be elevated in status through careful management of building form and activity on ground level. These lanes include:

- Market Lane;
- Little Bourke Place;
- Healys Lane;
- Waratah Place; and
- Heffernan Lane.

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figure 8: low value lanes

legend

low value lanes

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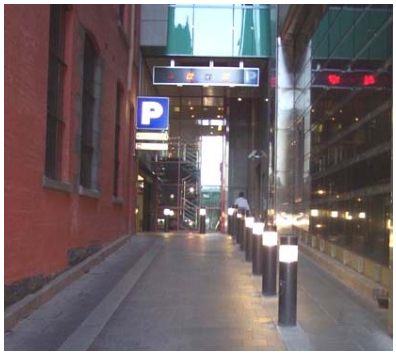
It is considered that these lanes demonstrate a medium level of ground level activity, they provide connections to other laneways or streets and enable views to a broader city form. Generally these lanes have low building articulation largely due to a large site being used for a single use such as a carpark or the poor presentation of the rear of buildings to the laneway. When redevelopment opportunities occur development should be encouraged to improve its presentation to the lane and include activity at ground level that will enable the lanes to increase their value and provide a greater contribution to the central city.

These laneways may not achieve the high level of pedestrian amenity as seen in high value lanes however improving the presentation and activity will provide a level of amenity to the pedestrian that will enable them to move through the laneway whilst feeling safe and at ease. Healys Lane has done this to some degree through the introduction of small retail tenancies 'tacked on' to the ground level of a multi storey carpark. This level of activity has increased pedestrian activity along a laneway whose main function previously was to provide access to a variety of carparking lots.

Other lanes of low value maintain their use as service accessways and access to carparking areas such as:

- Pender Place;
- Crombie Lane;
- Ramsden Place;
- Hay Place; and
- Spark Lane.



It is these lanes that allow the other lanes and streets within the central city to have a high level of pedestrian amenity and safety. Without designated service and vehicular access lanes, pedestrians would not be able to move through the city from and enjoy the level of amenity afforded to them via the various medium and high value lanes without contending with regular vehicular movements.

The future management of these lanes like all lanes is to improve their presentation and the pedestrian environment however it would be ambitious to presume that all low value lanes could be elevated in status. Therefore the future direction should focus on providing safe and efficient vehicular and pedestrian movement through clearly designated areas for pedestrians and vehicles along the lanes that are largely for service and car parking. However for lanes that already exhibit activity and a relatively high level of pedestrian usage such as Market Lane there should be an encouragement of active frontages and an improvement of their presentation to the public realm so that these lanes can become a stronger link in the pedestrian network.

It is important for these lanes to maintain their primary function as service and access laneways however they should focus on providing safe and efficient movements by clearly designating areas for both pedestrians and vehicular movements. Those lanes that exhibit a higher pedestrian quality through a relatively high level of pedestrian usage and some ground level activity will be encouraged to improve their presentation to the public realm and increase ground level activity so that they can become a stronger link in the laneway network.

6 propensity to change

The nature of cities is that of constant change in form, activity and character. It is therefore considered that the 'value' label given to each laneway is by no means static but has the propensity to be altered. It is important that there are controls implemented so laneways elevate their status and therefore increase the number of 'high value' lanes within the CBD.

The key elements that will enable a laneway to elevate its status include:

- increase in elevational articulation
- increase in ground level activity
- improve pedestrian access – encourage through connections
- improve the safety of the laneways – lighting, surfacing, active frontage.

The laneways that are recognised as having a high propensity for change should be treated as a higher value lane when an application is received in order for an elevation in status to occur.

Obviously high value lanes cannot elevate their status however they still require careful management so that their status does not decrease. Whilst their status cannot increase, the strength of each core value can be as no single lane was considered 'perfect'. Active frontages, elevational articulation, improvement to pedestrian safety can all be improved both through private developments and public initiatives.

Medium value lanes are considered to have the highest propensity to change due to their high status of 3 out of the 4 core values. Generally it is considered that all medium value lanes have a propensity to change and should be managed in order to achieve this. However certain laneways are considered to have a higher propensity to change due to existing characteristics such as through pedestrian connections that are hard to establish if not already existing. The possibility of introducing connections through private development in the form of an arcade is a real possibility and should be considered where appropriate. The primary element that differentiates these lanes from high value laneways was the proportion of active frontages which through future development application can be increased and subsequently so can their status. The following medium value laneways (**figure 9**) area considered to have a high propensity to change:

- Block Place
- McIllwraith Place
- Crossley Street
- Punch Lane
- Market Lane
- Regent Place
- Heffernan Lane
- Manchester Lane
- Howey Place
- McKillop Lane
- Alfred Place

Of particular note are Block Place and Howey Place where both laneways have a 75-100% proportion of active frontages, high elevational articulation and pedestrian connections (through existing buildings) however neither provide a view to a landmark nor open street. These lanes are considered exceptional lanes and whilst they are categorised as medium value lanes they should be treated as high value lanes regardless.

Low value lanes require careful management to balance pedestrian use and activity with vehicular access. It is important to recognise that vehicular access is the primary use of these lanes and whilst they are not considered as highly valued, in terms of activity, as other laneways, their use is a critical element in enabling the city to function effectively.

Whilst it is considered that all development applications should be considered in light of how the development will elevate the status of a laneway, it is also understood that there are lanes within the city that will maintain a servicing role. These lanes should maintain this important role and therefore it is considered unreasonable to assume they can accommodate other major changes in activity and use due to certain vehicular/pedestrian conflicts that could arise. They should be encouraged however to improve pedestrian and vehicular access and safety so that they can still contribute to the connectivity of the city as a whole.

The lanes that are considered to have a propensity to change should balance an increase of pedestrian activity and vehicular movements whilst minimising any detrimental impact. The following laneways area considered to have a high propensity to change from low to medium value largely due to their current proportion of active frontages. Other low value laneways with a propensity to change are illustrated in **figure 9**.

- Healeys Lane
- Presgrave Place
- Louden Place
- Waratah Place
- Custom House Lane
- Bligh Place
- Mitre Lane

Special mention must be given to Presgrave Place and Bligh Place. Both have a proportion of active frontages greater than 50% however do not provide connections to the surrounding context, views or considerable elevational articulation. These lanes should be highlighted as and managed as medium value lanes due to their high proportion of activity as it is considered that their status will most likely elevate sooner than other low value lanes (obviously depending on development opportunities).

cbd lanes built form review

figure 9: propensity to change

legend

- high propensity to change from medium to high value
- high propensity to change from low to medium value or greater
- propensity to improve low value status

Project Ref:	03.395
Dwg No.:	UDD-009
Scale:	1:300@A3
Date:	05.08.05
Revision:	A

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7 built form recommendations

Built form recommendations are considered important in enabling change to occur that will enhance and maintain the value and quality of Melbourne's CBD laneways. The three key built form recommendations include:

- relationship to height
- setbacks
- interface treatment.

7.1 relationship to height

A mix of building heights provides a key element in the appearance and interest of lanes and the city in general. It not only provides contrast between buildings but can also provide contrasting effects in the public realm in terms of light and shade and perceptions of visual bulk and mass. In particular transition in height creates a visually diverse cityscape appearance with a skyline which is varied and visually appealing. Buildings of a larger scale are inevitably going to be constructed in the central city due to the large lots and character of the city. A policy that accepts this and provides guidance to manage future development will be vital in the future management of the quality of Melbourne's laneways.

A context of taller building forms common to the central city is a development pressure for taller development on land adjacent to laneways. Lanes whose development potential is high because they are in disrepair or are under utilised lend themselves to larger scale developments due to their high propensity for change and poor existing character and amenity. They present a much needed impetus for greater refurbishment of the lane. However such high scale development has the possibility of setting a precedent thereby reducing the opportunity for human scale development along laneways. This can reduce the quality and comfort of the pedestrian realm.

The findings of this review are that the diversity, character and the appeal of laneways as pedestrian thoroughfares need to be protected and enhanced. In particular, the human scale of laneways is a unique quality that is rare within a city context and therefore should be maintained. The maintenance of this human scale in lanes will be the rationale for design objectives and built form controls. It is believed that the development of height controls that directly relate to the public realm of laneways without enclosing the lane will protect the quality of the existing and/or the future pedestrian amenity.

The majority of the lanes that were categorised as high or medium value lanes have comfortable pedestrian access and a built form proportion that does not overwhelm the pedestrian. They also provide a sense of openness and visual connection to their surrounds. It was found that an average lane wall to lane width ratio of 5:1 was found amongst medium value lanes. This included some key and highly used lanes such as Hardware Street with a ratio of 5:1 (a building height of 30 metres, lane width 6 metres), and Bank Place with a ratio of 4:1 (building height of approximately 30 metres, lane width 7 metres). These lanes like many with similar proportion have a openness to them that allows sunlight penetration and strong focus on the ground level through a variety of cafes, retail tenancies and boutiques. The openness of the lane and balanced relationship between the lane and adjacent building height has enabled ground level activity to thrive due to the high level of climatic amenity which provides comfort to the pedestrian.

It is important to note that the pedestrian does not always have an appreciation of the scale of the built form where ground level activities and treatments of the lower facades provide interest and amusement. The narrow width of a laneway also prevents a pedestrian understanding the ultimate height of many buildings adjacent. It is considered that a tall building does not necessarily cause the lane to lose its “richness and diversity”. There are examples of tall buildings, adjoining lanes throughout the central city, some of which are quite narrow, which do not appear to have any less activity or vitality because the human scale (ground level) provides the interest and excitement which engages with the pedestrian more than the impact of tall buildings. There is also the consideration of history, this is an important factor of some of the older laneways where they have been key destinations for shopping, meeting people and eating for many years. This is most evident within The Causeway which is categorised as a high value laneway however it has an average height of 40 metres and an average width of 2.48 metres. Whilst this laneway provide a height to width ratio of 13:1 it is the pedestrian scale activity and interest as well as a long history of being a key destination that has enabled it to be one of the highly valued lanes in the CBD. This example will be considered an exception as oppose to a basis for future height controls. Primarily because it is believed that the current activity and history of activity along this laneway contributes strongly to its high value status as oppose to its height which has resulted in a dark and cold experience throughout the day which is deemed as a situation to avoid when considering future laneway development.

The Melbourne Planning Scheme includes a Design and Development Overlay (schedule 2 - height) that specifies a range of maximum height limits over various parts of the CBD. The heights of buildings along some of Melbourne lanes outside the retail core are restricted to 15 metres whilst within the retail core a height limit of 40 metres applies. A specific height control of an arbitrary number seems inconsistent with the development of Melbourne and cities in general. Particularly considering it is such a diverse centre of buildings varying in height, design and articulation that creates a city. It would seem unaccepting of the nature of cities to introduce a specific built form height. Whilst these current height limits are relatively low height limits established to protect key pedestrian qualities a more lane specific approach similar to the plot ratio that is currently in place under the Urban Design Policy within the Capital City Zone of 12:1 could be relevant and produce a more lane specific response.

The current emphasis in the controls appears to relate to the buildings themselves and not the relationship between the lane and the adjoining public realms. Therefore the relationship between buildings and the public realm is what is critical. The high value lanes have an average height of 28 metres with an average width of 6 metres, this equates to a height to width ratio of 5:1. It is also noted that medium value lanes also had a height to width ratio of 5:1, with an average height of 27 metres and an average width of 5 metres. It is considered that a ratio of 5:1 will provide a built form along laneways that is conducive to the pedestrian amenity which can be seen by the fact that the high value lanes identified in this study have a ratio similar to this.

This ratio does result in some instances where the height outcome would be lower than the existing average height along the lane. It is therefore considered that the ratio should relate to the building height of the lane wall along the laneway boundary, with requirements for upper level setbacks to be provided. It is noted that the existing height limits as prescribed in the design and development overlay will still apply and relate to the overall height of new buildings.

7.1.1 recommendation

- Implement a street width to building wall height ratio of 5:1 to all laneways within the CBD.

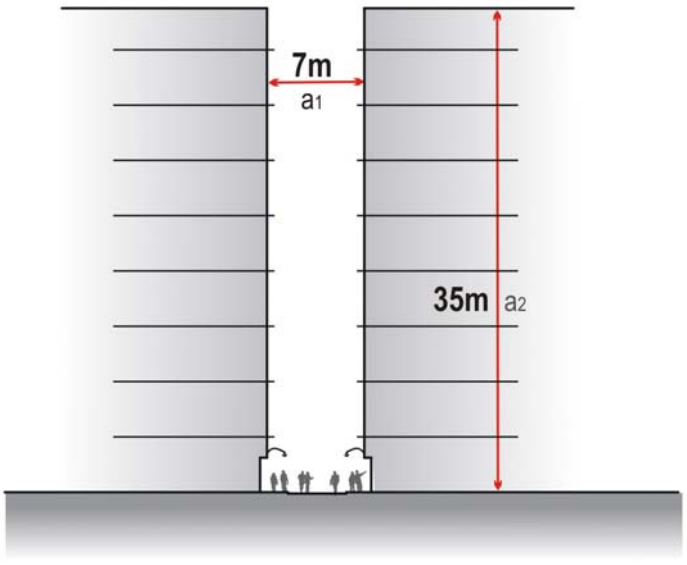

figure 10: height controls

7.2 setbacks

The establishment of a strong lane wall with a height that relates to, but does not dominate, the pedestrian realm enables laneways to maintain and enhance the pedestrian experience and level of amenity. The majority of laneways have a width of 5-7 metres which will result in a lane wall of approximately 25–35 metres according to the 5:1 height ratio. The current planning scheme controls include provisions for the development of buildings up to 40 metres high within the central retail core of the CBD. It is considered that upper level setbacks are required to allow for the development of taller building forms whilst maintaining the human scale and minimising the effects taller forms will have at ground level in terms of the microclimate and visual bulk.

The CBD is characterised by a range of building heights as discussed previously. Building forms generally demonstrate a consistent lane wall with zero setback to the street front. This condition is an accepted form that occurs throughout the city including built forms adjacent to laneways. It is however unreasonable to assume that the full height of a building as found on main streets can be built hard to the street frontage along a laneway due to its narrow proportions and high pedestrian usage as the quality of the space will be diminished greatly. Many of the buildings currently located along laneways particularly those along medium and high value laneways are quite low in scale (25-30 metres height averages) which provide a comfortable level of pedestrian amenity allowing a range of uses to occur at ground level without the effects a taller building would have such as shade throughout the day, strong winds and the feeling of enclosure. However the nature of city forms is that of tall buildings and not all laneways are protected from the possibility of redevelopment. As such provisions are required to maintain the current human scale of high and medium value lanes or in the cases of underdeveloped or low value lanes, provisions to create a human scale lane in the attempt to create a high level of amenity.

The Melbourne Planning Scheme does not provide any specific controls regarding upper level setbacks along laneways however this issue is considered in some of the local policies and overlay controls. The Design and Development Overlay: Schedule 2 – Height (Clause 43.02) includes the objective to protect sunlight access to key public places and open space areas so as to provide a comfortable pedestrian friendly urban environment. The local policy Sunlight to Public Spaces (Clause 22.02) also states a similar objective and specifically includes laneways as key public spaces and therefore requires new buildings to allow access to sunlight at the times when the intensity of pedestrian activity is highest.

However it is under Clause 22.1 Urban Design Within the Capital City Zone that provides the most guidance regarding how to achieve a high level of climatic amenity which will in turn increase pedestrian amenity. The section under Building Design headed Microclimate states that where possible development should *"increase the level of sunlight into the City's streets, lanes and key open spaces*". It also provides the more specific provision regarding tower setbacks stating that towers should be setback at least 10 metres from all streets and important pedestrian lanes in order to deflect wind downdrafts from penetrating to street level. It states that the podium should generally be between 35 and 40 metres in height, except where a dominant parapet already exists. Whilst this specific setback control attempts to protect ground level activity such a statement does not consider the intimate nature of laneways.

The provision of a 10 metre setback to only the important pedestrian lanes does not adequately address all lanes that contribute to the pedestrian network and can be misleading as the policy doesn't state which lanes this applies to and as such can lead to a subjective decision. The policy doesn't appear to consider the intimate nature of a laneway particularly its narrow width and high pedestrian usage. A podium of 40 metres on a 4 metres wide laneway will result in a height to width ratio of 10:1 which is double what is considered an appropriate relationship along a laneway. Main streets maintain a width of approximately 20 metres, which would result in a ratio of 2:1. This enables the ground level environment to maintain a high level of pedestrian comfort. Laneways however vary in width and the podium height should respond to this in order to maintain the pedestrian amenity. It is believed that upper level setbacks will enable the development of taller building forms characteristic of the central city that also respond to the individual lane conditions in order to provide high quality pedestrian spaces through the retention of a relatively low scale lane wall.

Through exploration of various setbacks it was discovered that if the upper level was setback an equal distance to the lane width the full extent of the development would have less visual and amenity impact of the experience of the pedestrian. It is considered important to protect the quality of pedestrian space at ground level including access to sunlight, protection from wind and general avoidance of an enclosed space. This will preserve the quality of the pedestrian amenity by retaining the human scale but also minimising the microclimate effects. The setback also minimises the visibility of a tower forms along a laneway and the imposing nature on such a narrow environment. The provision of a relatively low scale lane wall with upper level setbacks will change the effects tall buildings will have on the amount and velocity of wind, essentially deflecting it away from the pedestrian environment. It will also continue to allow natural light into the lane and reduce the effect that the building form will have on the pedestrian using the space.

7.2.1 recommendation

- Introduce an upper level setback above the lane wall equivalent to the street width.

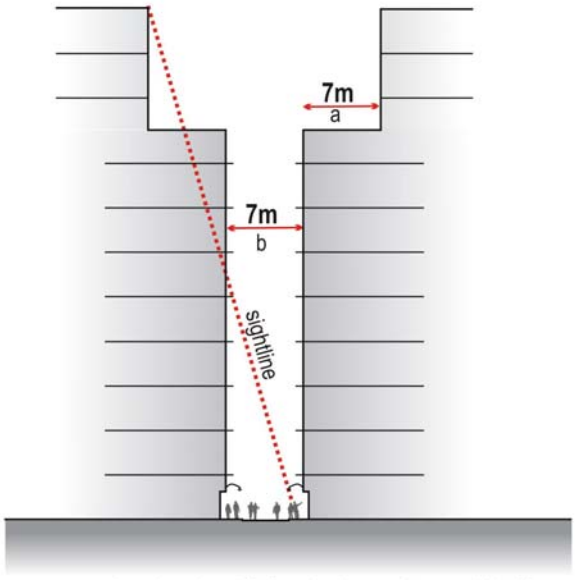

figure 11: upper level setbacks

7.3 interface

Laneways provide an insight into our built form history through building articulation, architectural styles and use of materials. These characteristics aren't exclusive to a laneway situation but found throughout the central city. However laneways do demonstrate a characteristic that is rarely found along some of the main street which is the fine grain nature of land use and building frontage. Fine grain is categorised as frontages between 10-15 metres wide. This fine grain nature compliments the intimate scale and street level activity that occurs within laneways. More importantly it provides a diversity of uses that enables activity to occur by attracting a wide variety of people to attract or interest people meandering through a lane. In turn it creates interest and vitality and particularly a level of security along lanes due to the hive of activity and people present.

One of the many threats to lanes is the consolidation of sites reducing the number of uses present and as such activity and people. This condition can also lead to large superblocks that present a blank or highly reduced frontage to the pedestrian realm. Consolidation of sites can be managed through appropriate controls for development along laneways including encouragement of active frontages and articulated elevations. There is also the possibility of large superblocks presenting poorly to laneways when a laneways intersects with a main street. This is due to the corner building having a primary frontage to the main street and being responsive in height, presentation and activity to that main street. Generally the laneway would be a secondary frontage and seen not as vital. This condition where a larger building form extends into a laneway provides a serious concern regarding the amenity and quality of the laneway and how this building responds to the character of the lane but also to the height and setback controls as discussed in this report. This identifies a necessity to identify at what point along a laneway a 'corner interface' building needs to consider the proposed controls.

The grain of a laneway can provide the basis to this provision in that it is considered the fine grain nature should be protected and where possible enhanced through future development. It is understood that not all lanes have a grain of 10-15 metres however the highly value lanes generally demonstrate a fine grain nature and it is considered that this will allow the development of more uses opening up to the lane particularly when there is a condition of a short lane length. The proposed interface control allows a building to extend back into the laneway to a maximum depth of 15 metres and then setback, at the relevant podium height to maintain the lane wall. It is considered that this requirement will allow a corner building that will not diminish the quality of the laneway or introduce a large blank superblock façade that will minimise the opportunity to provide a high percentage of active frontages.

This proposed control does not require the land use to end at the 15 metre point, it is at this point that a building should respect its laneway character and present a from that is conducive to the use, pedestrian amenity and activity within. Whilst this is largely focused on the height and setback controls proposed in this report it should also include controls similar to existing controls to provide a high percentage of active frontages and highly articulated elevations so as to be consistent with the fine grain uses and buildings along the lane. It is believed that this provision will maintain the intimate human scale nature of these spaces whilst maintaining that it is within a central city context that needs to provide a harmonious relationship with taller city forms and the wider context.

7.3.1 recommendation

- Encourage 'corner interface' buildings to extend a maximum of 15 metres before complying with the recommendations for height and setbacks.

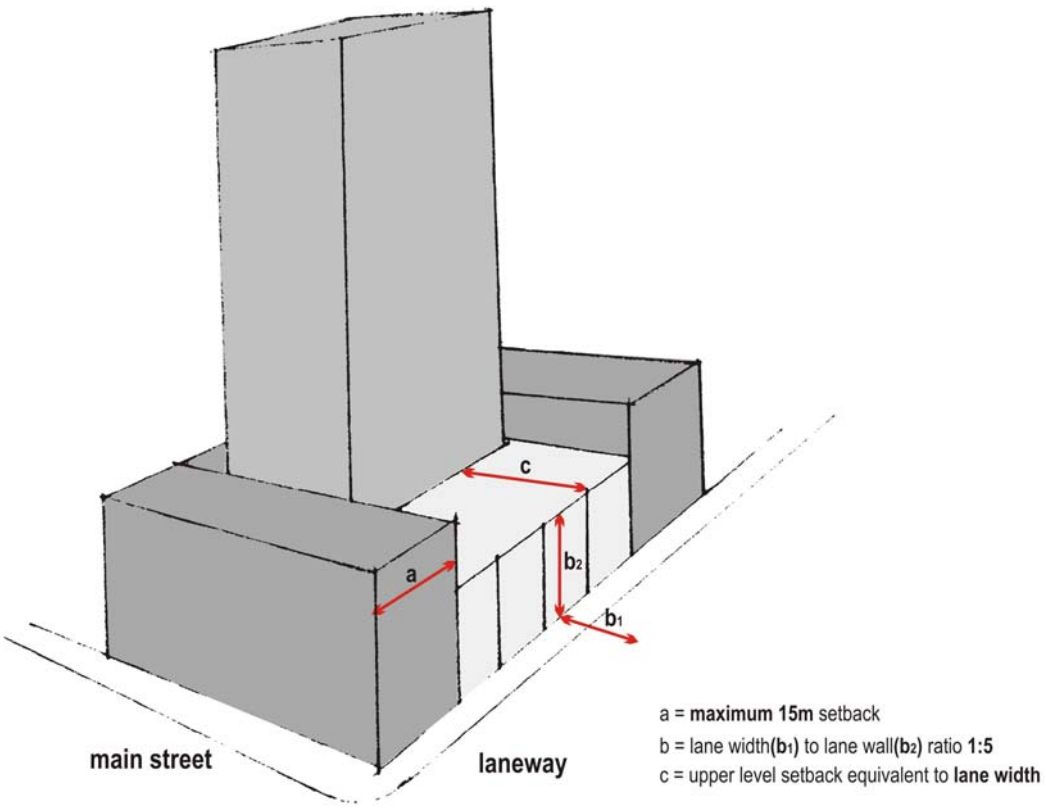

figure 12: interface

8 managing laneway form

8.1 preferred laneway setting

Melbourne's laneways are an integral part of the City's unique built form and urban fabric. Not only do these lanes fulfil servicing, vehicular and pedestrian access requirements, they also contribute significantly to the enjoyment, identity and vitality of Melbourne's CBD. Historically the land uses along these lanes have accommodated smaller scale activities with recent use and development trends indicating laneway properties as appealing places to live or establish niche and boutique style businesses. Many of these lanes also provide alternative and often more convenient, pedestrian route to the network of main streets and little streets in the CBD.

Urban form within a typical lane should aim to maintain a pedestrian orientated focus through activation of the laneway and maintaining public connections. Height is obviously an important consideration to the future built form outcome of laneways however it should not be considered singularly. It is important to deal with height in terms of the quality of pedestrian environment along the lane however it is the quality of street level activity that has the most bearing on the value of lanes. It is not suggested that building along laneways should be of a low scale. Tall buildings do not necessarily diminish the richness and diversity of laneways – it is the presentation and presence of the lane wall coupled with design detail at the ground level that is important for providing visually interesting and comfortable spaces that provide a positive contribution to a laneways streetscape.

Essentially the findings of this review are that diversity, character and appeal of lanes as pedestrian thoroughfares need to be protected and enhanced. In particular the human scale in lanes is a unique quality and should be maintained. The maintenance of human scale can be achieved not only through heights controls, upper level setbacks but also through the activation of lanes at ground level, provision of highly articulated facades and the maintenance of the fine grain nature of lanes creating highly active environments within the pedestrian realm.

8.2 policy recommendations

A local planning policy is one of the tools available for implementing objectives and strategies in the Municipal Strategic Statement. A local policy guides decision making in relation to a specific discretion in a zone or overlay. It helps the user of the scheme to understand how a particular discretion is likely to be exercised.

The laneway survey, the analysis, and the critique of planning controls has revealed that some lanes have special qualities that are worthy of retention and protection, and the current planning scheme fails to do this adequately. Presently the planning scheme fails to provide built form guidelines for land adjacent to lanes that are not protected by height or heritage controls. In response to the critique of the existing planning controls, this study puts forward the following possible changes to the MPS:

- The information observed through site investigations have been compiled into individual data sheets for each laneway that identifies its value and also its current characteristics which should provide the basis for determining the appropriate management of future development for each laneway. This study and the subsequent data sheets should therefore be included as a policy reference within the Melbourne Planning Scheme. The data sheets provide a statement on the existing condition of each individual laneways and a built form vision that is essentially one of diversity, low scale, has through connections to little and main streets and/or links to popular destinations, is rich in detail at the ground level, and retains heritage features.
- Remove reference to laneways in the Urban Design within the Capital City Zone Policy (Clause 22.01).
- Develop a new local policy for laneways that incorporates all lanes within the Central Business District (the study area identified in this review). The policy should incorporate a strong emphasis on the importance of the lane specific responses with regards to built form in conjunction with a set of objectives for high, medium and low value lanes. Identification of the location of the different laneways which fall within each of the categories should be located at the rear of the policy to provide clarity. Reference to the study and data sheets should be made for the full appreciation of the value of laneways and their propensity to change. These objectives should be supported through a series of design guidelines that relate to the height, setback and interface treatment provisions as discussed in this report including:
    - a podium height to width ratio of 5:1.
    - upper level setbacks equivalent to the lane width.
    - 'corner interface' buildings extending a maximum of 15 metres before complying with the above requirements.

  The provision of indicative illustrations of how these could be achieved will be useful to guide future development. This policy should also provide reference to the Urban Design within the Capital City Zone Policy (Clause 22.01) in relation to those lanes located within the Capital City Zone.
- Built form guidelines which relate specifically to these objectives, demonstrate how a future development could achieve the relevant objectives and how to achieve the overall future preferred form and vision of a lane should be incorporated into the new local policy for laneways.

appendix a

lane names

hansen

cbd lanes built form review

identification of lanes

Project Ref: 03.395
Dwg No.: UDD-013
Scale: 1:300@A3
Date: 05.08.05
Revision: A

0 100 200 300m

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Lane Numbers

1. Electric Place
2. Anthony Street
3. Stewart Street
4. Singers Lane
5. Wills Street
6. Little LaTrobe Street
7. Grange Place
8. Bell Place
9. Grant Lane
10. Warner Lane
11. Nicholson Place
12. Eagle Alley
13. Park Street
14. Brights Place
15. Alsop Lane
16. Sampson Lane
17. Flanigan Lane
18. Guilford Lane
19. McLean Alley
20. Sutherland Street
21. Zevenboom Lane
22. McIntyre Alley
23. Knox Lane
24. Knox Place
25. Hayward Lane North
26. Davisons Place
27. Bennetts Lane
28. Exploration Lane
29. Evans Lane
30. Merriman Lane
31. Elliot Lane
32. Altson Lane
33. Gough Alley
34. Manton Lane
35. Healeys Lane
36. Chisholm Place
37. Wicklow Lane
38. Lonsdale Lane
39. Finlay Alley
40. Hardware Street
41. Timothy Lane
42. Heape Court
43. Mitchell Lane
44. Drewery Alley
45. Drewery Place
46. Sniders Lane
47. Drewery Lane
48. Hayward Lane South
49. Jones Lane
50. Little Leichhardt Street
51. Gorman Alley
52. Casselden Place
53. Griffen Lane
54. Cleve Lane
55. Rose Alley
56. Pender Alley
57. Uniacke Court
58. Brown Alley
59. Merritts Place
60. Crombie Lane
61. Guests Lane
62. St Johns Lane
63. Barry Lane
64. Crown Place
65. Goldie Place
66. Hardware Lane North
67. Niagara Lane
68. Warburton Alley
69. White Hart Lane
70. Driver Lane
71. Lynch Place
72. Arcade Alley
73. Caledonian Lane
74. Stevenson Lane
75. Globe Alley
76. Tattersalls Lane
77. Celestial Avenue
78. Heffernan Lane

79. Waratah Place
80. Belman Pace
81. Corrs Lane
82. Pender Place
83. Lacey Place
84. Cohen Place
85. Smythe Lane
86. Punch Lane
87. Little Bourke Place
88. Gordon Place
89. Langs Lane
90. Cosgrave Lane
91. Gresham Street
92. Ramsay Lane
93. Goldsborough Lane
94. Grice Alley
95. Little William street
96. Thomson Street
97. Little Queen Street
98. St Patrick Alley
99. Merlin Alley
100. Benjamin Lane
101. Kirks Lane
102. Hardware Lane South
103. Platypus Alley
104. Racing Club Lane
105. Warburton Lane
106. Rankins Lane
107. Somerset Place
108. Angelo Lane
109. Staughton Place
110. Buckley Place
111. Albion Alley
112. Louden Place
113. Turner Alley
114. Star Alley
115. LaTrobe Place
116. Hughs Alley
117. Dean Alley
118. Bullens Alley
119. Golden Fleece Alley
120. Coverlid Place
121. Paynes Place
122. Brien Lane
123. Croft Alley
124. Market Lane
125. Lees Place
126. Mornane Place
127. Crossley Street
128. Liverpool Street
129. Harwood Place
130. Turnbull Alley
131. Godfrey Street
132. Gallaghers Place
133. Church Street
134. Kitz Lane
135. Michael Lane
136. Penfold Place
137. McKillop street
138. Gills Alley
139. The Causeway
140. Union Lane
141. Sugden Place
142. Masons Lane
143. Rainbow Alley
144. Royal Lane
145. Russell Place
146. Donaldson Lane
147. Portland Lane
148. Melbourne Place
149. Coromandel Place
150. Westwood Place
151. McIlwraith Place
152. Meyers Place
153. Windsor Place
154. Francis Street
155. McCrackers Lane
156. Church Lane
157. Henty Lane
158. St James Lane
159. Gurners Lane
160. Temple Court Place
161. Roeszler Lane
162. Mitre Lane

163. Bank Place
164. Austral Lane
165. Briscoe Lane
166. Collins way
167. Fleming Place
168. Equitable Place
169. Balcombe Place
170. Block Place
171. Brown Alley
172. Carson Place
173. Howey Place
174. Presgrave Place
175. Athenaeum Place
176. Baptist Place
177. Alfred Place
178. Pink Alley
179. Benson Lane
180. McGraths Lane
181. Club Lane
182. Ridgeway Place
183. Coates Lane east
184. Ulster Lane
185. Geddes Lane
186. Harper Lane
187. Moylands Lane
188. Samuel Lane
189. Ryrie Lane
190. Fulham Place
191. Bligh Place
192. Staughton Alley
193. Centre Place
194. Manchester Lane
195. Monaghan Lane
196. Regent Place
197. Watson Place
198. Lush Lane
199. Ramsden Place
200. Beaney Lane
201. George Parade
202. Chester Lane
203. Strachan Lane
204. Howitt Lane
205. Downie Street
206. Katherine Place
207. Hay Place
208. Mercantile Place
209. Highlander Lane
210. Custom House Lane
211. Foxton Lane
212. Tavistock Place
213. Bond Street
214. Commerce Way
215. Mill Place
216. Flinders Court
217. Rothsay Lane
218. Lingham Lane
219. Degraves Street
220. Degraves Places
221. Royston Place
222. Scott Alley
223. Cocker Alley
224. Chapter House Lane
225. Rutledge Lane
226. Hosier Lane
227. Oliver Lane
228. Higson Lane
229. AcDc Lane
230. Duckboard Place
231. Malthouse Lane
232. Spark Lane
233. Throssell Lane

appendix b

data sheet

DATA SHEET – CBD LANES BUILT FORM REVIEW

Lane Name: «Lane_Name» **Area:**

Melways Reference: «Melways_ref»

Segment ID: «Segment_ID» **Street ID: «Street_ID»**

1. Predominate Land Use

☐ Residential
☐ Commercial
☐ Industrial
☐ Retail
☐ Café/Restaurant

2. Proportion of active frontage

☐ 0 - 25%
☐ 25 - 50%
☐ 50 – 75%
☐ 75 – 100%

3. Lane Orientation

☐ North-South
☐ East-West
☐ Both (dog leg)

4. Lane Width

☐ Narrow 5m
☐ Standard 5-10m
☐ Broad 10-15m

5. Lane Connections

☐ Through lane
☐ Dead end
☐ Multiple block linked

6. Lane Frontages

☐ Fine 5-10m
☐ Medium 10-20m
☐ Super 20m
☐ Mixed _____

7. Lane Built & Streetscape Height

☐ Highest m
☐ Lowest m
☐ Prevailing m

8. Statutory Controls

☐ CCZ1
☐ CCZ2
☐ Heritage Overlay

9. Elevational Articulation

☐ High
☐ Medium
☐ Low

10. Aerial Condition

☐ Open
☐ Covered
☐ Projecting canopies
☐ Lighting
☐ Overhead services

11. Lane views

☐ Open
☐ Closed
☐ Landmark
☐ Long

Comments _____

12. Public Domain

☐ Asphalt surface
☐ Bluestone surface
☐ Footpath (1 side)
☐ Footpath (2 sides)

13. Traffic/Access

☐ Vehicle Access
☐ On-street parking
☐ Crossovers

14. Pedestrian Amenity

☐ High
☐ Medium
☐ Low

LANE NAME: HOWITT LANE

MELWAYS REF: 1B V8 **AREA:** SOUTH EAST

SEGMENT ID: 20245 **STREET ID:** 728 **Value Ranking:** Low

PREDOMINATE LAND USE
commercial, car parking

PROPORTION OF ACTIVE FRONTAGE
0-25%

LANE ORIENTATION
north south/east west (t form)

LANE WIDTH
narrow

LANE CONNECTIONS
dead end

LANE FRONTAGES
super

LANE BUILT & STREETSCAPE HEIGHT
Lowest - 30m

Highest – 60m

Prevailing – 30-40m

STATUTORY CONTROLS
CCZ1

ELEVATIONAL ARTICULATION
low

AERIAL CONDITION
open

covered (part walkway)

LANE VIEWS
closed

PUBLIC DOMAIN
ashphalt

FOOTPATHS
no

TRAFFIC/ACCESS
vehicle access

PEDESTRIAN AMENITY
low

HISTORICAL REFERENCE
Dr Godfrey Howitt's renowned prefabricated wooden cottage and garden was at the top of Collins Street from 1840.

POLICY & FUTURE POSSIBILITIES
This is an example of a low value lane that is primarily a service accessway and/or provides access to carparking areas. It is these lanes that allow the other lanes and streets within the central city to have a high level of pedestrian amenity and safety. The future management of these lanes should focus on providing safe and efficient vehicular and pedestrian movement through clearly designated areas for pedestrians and vehicles along the lanes maintaining the primary function for servicing and vehicular access and parking.

LANE NAME: GEORGE PARADE

MELWAYS REF: 1B R8 **AREA:** SOUTH EAST

SEGMENT ID: 20254 **STREET ID:** 651 **Value Ranking:** Medium

PREDOMINATE LAND USE
commercial, café/restaurant

PROPORTION OF ACTIVE FRONTAGE
0-25%

LANE ORIENTATION
north south

LANE WIDTH
standard

LANE CONNECTIONS
through

LANE FRONTAGES
medium (north), super (south)

LANE BUILT & STREETSCAPE HEIGHT
Lowest - 10m (east)

Highest – 190m

Prevailing – 25m

STATUTORY CONTROLS
CCZ1

ELEVATIONAL ARTICULATION
high (north) medium (south)

AERIAL CONDITION
open

LANE VIEWS
open - to Collins Street

closed - to Flinders Lane

PUBLIC DOMAIN
asphalt

FOOTPATHS
yes 2 sides

TRAFFIC/ACCESS
vehicle access

PEDESTRIAN AMENITY
medium/high

HISTORICAL REFERENCE
Name changed from La Trobe Parade c1924 after the Henry George Club, named for the political theorist, established headquarters there.

POLICY & FUTURE POSSIBILITIES
Medium value lanes demonstrate a high level of three out of the four core value characteristics. They demonstrate the basis for being good public spaces of high pedestrian amenity however the lack of elevational articulation and proportion of active frontages does not enable them to be categorised as such. It is considered that these lanes have the greatest opportunity to elevate their status due to their sound base values such as connections, views and a medium level of active frontages which will be achieved through careful management of the redevelopment of a building(s) and specifically the design quality of both the built form and its relationship with the public realm.

LANE NAME: DEGRAVES STREET

MELWAYS REF: 1B M9 **AREA:** CENTRAL

SEGMENT ID: 0 **STREET ID:** 0 **Value Ranking:** High

PREDOMINATE LAND USE
commercial

retail

café/restaurant

PROPORTION OF ACTIVE FRONTAGE
50-75%

LANE ORIENTATION
north south

LANE WIDTH
standard

LANE CONNECTIONS
through

LANE FRONTAGES
fine

LANE BUILT & STREETSCAPE HEIGHT
Lowest - 22m

Highest – 25m

Prevailing – 25m

STATUTORY CONTROLS ELEVATIONAL ARTICULATION
high

AERIAL CONDITION
open, lighting, restaurant umbrellas

LANE VIEWS

open - Flinders Street

landmark - Flinders Street Station and Majorca Building on Flinders Lane

PUBLIC DOMAIN
part asphalt,

part bluestone

FOOTPATHS
yes 2 sides

TRAFFIC/ACCESS
vehicle access (part)

PEDESTRIAN AMENITY
high

HISTORICAL INFORMATION
Merchant pastoralist William Degraves built a stream driven flour mill on this site in 1851.

POLICY & FUTURE POSSIBILITIES
High value lanes exhibit a high level of connectivity, a high proportion of active frontage, highly articulated building facade and the provision to view the broader city form. These lanes essentially support a high level of pedestrian activity achieved through quality urban design the reinforces the human scale whilst amusing, protecting and serving the pedestrian. These lanes require little direction in terms of improving the quality of their spaces however it is important to retain and protect their level of pedestrian comfort and activity, and the intimate relationship between the physical lane and its activity and use.

LANE NAME: HOSIER LANE

MELWAYS REF: 1B Q9 **AREA:** CENTRAL

SEGMENT ID: 20302 **STREET ID:** 722 **Value Ranking:** Medium

PREDOMINATE LAND USE
commercial

PROPORTION OF ACTIVE FRONTAGE
0-25%

LANE ORIENTATION
north south

LANE WIDTH
standard

LANE CONNECTIONS
through

LANE FRONTAGES
medium (south)

super (north)

LANE BUILT & STREETSCAPE HEIGHT
Lowest - 10m

Highest – 30m

Prevailing – 25m

STATUTORY CONTROLS
CCZ2/HO505

ELEVATIONAL ARTICULATION
medium

AERIAL CONDITION
open

LANE VIEWS
open - through to Federation Square

PUBLIC DOMAIN
bluestone

FOOTPATHS
no

TRAFFIC/ACCESS
vehicle access

PEDESTRIAN AMENITY
low

POLICY & FUTURE POSSIBILITIES

Medium value lanes demonstrate a high level of three out of the four core value characteristics. They demonstrate the basis for being good public spaces of high pedestrian amenity however the lack of elevational articulation and proportion of active frontages does not enable them to be categorised as such. It is considered that these lanes have the greatest opportunity to elevate their status due to their sound base values such as connections, views and a medium level of active frontages which will be achieved through careful management of the redevelopment of a building(s) and specifically the design quality of both the built form and its relationship with the public realm.

Lane Classification: High Value Lanes

Lane Classification: Medium Value Lanes

Lane Classification: Low Value Lanes

Attachment 4
Agenda Item 5.4
Planning and Environment Committee
4 October 2005

22.22 LANES

This policy applies to laneways and all land with frontage to a laneway in the Central City, bounded by Flinders Street, Spring Street, Victoria Street, Peel Street, LaTrobe Street and Spencer Street.

Policy Basis

The Central City laneway network has become a valued and vital part of the city's urban form. They are integral to the city's distinct urban fabric qualities, providing an insight into the city's built form evolution.

Lanes provide some of the most important and unique public spaces within the city centre. They provide a setting for people, buildings and activities, and more importantly the exchange between these elements. Lanes provide an environment for pedestrian activity and can make a significant contribution to the enjoyment, identity and vitality of Melbourne.

New development abutting lanes has the potential to affect the microclimate of lanes, particularly sunlight and wind, and may erode activity or diversity of activity in a lane, and thus the attractiveness of the laneway to pedestrians.

Clause 21.02-3 of the Municipal Strategic Statement describes the urban form and ensuring assets of the city. Clause 21.05 of the Municipal Strategic Statement sets out the objectives for city structure and built form. Clause 22.01 details policy on Urban Design within the Capital City Zone, with specific reference to building design, microclimate, public spaces and facades.

The four core value characteristics that contribute to the value of a lane are:
- Connectivity – the physical connection through the block.
- Proportion of activity frontages – the interaction between public spaces and private uses.
- Elevational articulation – the presentation and communication between the public realm and adjoining private buildings.
- Views – the type of views available to a pedestrian.

Laneways within the Central City have been assessed against these characteristics, and given a High, Medium or Low value rating as illustrated in maps 1, 2 and 3.

General Objectives

- To enhance the valued built form and character of laneways through sensitive and innovative design.

- To encourage activity, vitality and interaction between public laneways and and adjacent private uses at the ground level.

- To enhance the pedestrian amenity of the laneway.

- To reinforce the laneways primary function as key pedestrian spaces within the Central City.

- To ensure that the unique and valued characteristics of Melbourne's laneways are maintained and enhanced through appropriate built form outcomes of future development.

? To ensure that future management of Melbourne's laneways maintain a high level of pedestrian amenity and comfort.

? To manage future development along laneways in order to maintain or create high value laneways throughout the Central City.

Policy

Lanes are part of the public space network and it is policy to:

- Provide safe, direct, secure, accessible and attractive pedestrian routes.
- Encourage new retail arcades.
- Encourage diversity in activity at street level of lanes.
- Maintain and enhance the traditional street pattern.
- Reinforce pedestrian amenity in lanes that provide through-block links.
- Discourage buildings and works from extending over lanes.
- Discourage the partial or complete closure of lanes unless it can be demonstrated that the lane does not, or is unlikely to, exhibit a high level in at least two of the core value characteristics.

It is also policy that the design of lanes and buildings fronting lanes are assessed against the following design standards as appropriate:

- Development adjacent to or incorporating lanes should protect and enhance the character and the appeal of laneways as pedestrian thoroughfares.
- Development adjacent to or incorporating lanes should promote small scale activities such as retail, service and community facilities that contribute to the enjoyment of laneways.
- Lanes should provide 24-hour public access.
- Conflict between pedestrians and vehicles should be minimised.
- New development should not diminish the core characteristics which contribute the value of the lane through:
  - Building height and scale of the building or massing at the street alignment.
  - Traffic movement resulting from a major development's reliance upon the lane for primary vehicle access.
  - The appearance and operation of building service areas.
  - Impeding rightful access to other laneway properties.

22.22-1 Laneway Character

High Value Lanes

High value lanes exhibit a high level of all four core value characteristics. The character and/or function of these lanes are significant and require protection. These lanes essentially support a high level of pedestrian activity through quality urban design that reinforces the human scale whilst amusing, protecting and serving the pedestrian.

The future management of the high value lanes requires little direction or change as they currently provide vital public spaces that obviously work due to the amount of people that

use them. Careful management of future development however is required to maintain the current level of pedestrian amenity.

Objectives:

- To retain high value lanes as they are considered critical to the character and function of the lane network.
- To maintain the high level and quality of activity along these laneways at ground level.
- To retain the level of pedestrian comfort and activity of High value lanes.

Medium Value Lane

Medium value lanes are lanes which demonstrate a high level of three out of the four core value characteristics. The character and/or function of these lanes are significant and require protection. They demonstrate the basis for being good public spaces of high pedestrian amenity however the lack of elevational articulation and proportion of active frontages does not enable them to be categorised as such.

These lanes are considered to have the greatest propensity to elevate their status due to their sound base values such as connections, views and a medium level of active frontages. Medium value lanes have the opportunity to evolve into high value lanes and should be encouraged in that direction.

Objectives:

- To retain medium value lanes as they are considered critical to the character and function of the lane network.
- To encourage new development to enhance the level of activity and interest at ground level of Medium value lanes.
- To ensure that new development provides articulated and visually interesting and engaging facades at ground level.
- To encourage Medium value lanes to evolve into High value lanes through enhanced street level activity and quality of the pedestrian environment.

Low Value Lanes

Low value lanes generally demonstrate a high quality in two or less core values. These lanes require certain components to be upgraded and enhanced to realise their full potential with regard to pedestrian amenity and urban design. It is these lanes that generally provide vehicular access to the rear of buildings for loading and service requirements or access to car parking areas. Many have the propensity for being developed to higher standards of presentation or active use while maintaining this access function.

The future management of these lanes like all lanes is to improve their presentation and the pedestrian environment. It is accepted that not all low value lanes can be elevated in status due to their servicing role or requirements.

Objectives:

- To maintain the primary function of Low value lanes as service and access laneways.
- To improve the physical presentation of new development to the public realm of Low level lanes by encouraging activity or visual interest at ground level so that they may potentially evolve into a higher valued lane.
- To improve the pedestrian amenity of Low level lanes including through surface materials and lighting to ensure pedestrians can move through these lanes safely and efficiently.
- To provide safe and efficient vehicular and pedestrian movement through clearly designated areas for both pedestrians and vehicles along Low level lanes which are primarily used for service and car parking.

22.22-2 Built Form Guidelines

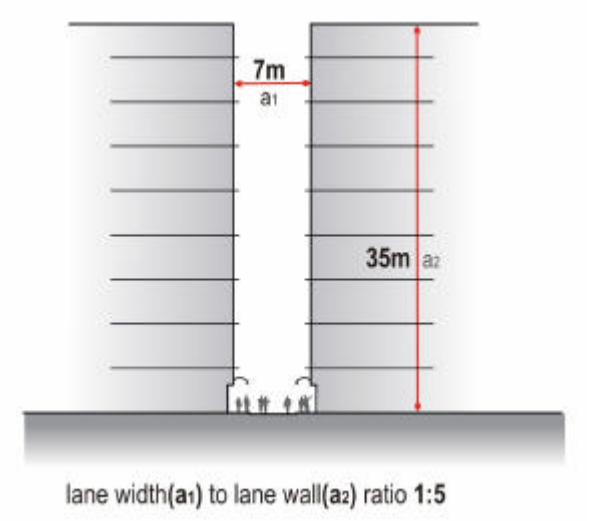
There are three key built form guidelines for laneways in relation to:

? height,
? setbacks, and
? interface treatment.

Relationship to Height

Future development in High or Medium value lanes should:

- Be encouraged to meet a preferred maximum lane wall building height to lane width ratio of 5:1. (Lane wall building height is defined as the maximum height of the building on the street alignment);



- Provide a podium building height which is respectful of the varying widths of laneways in order to protect or enhance pedestrian amenity.

Setbacks

Future development High or Medium value lanes should:

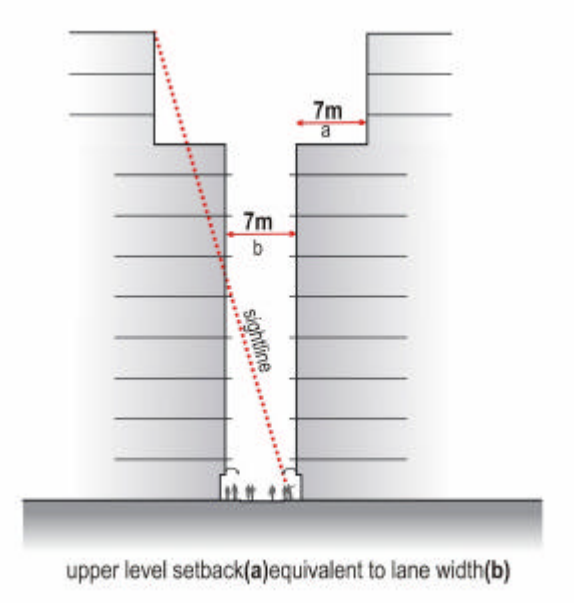
- Have upper levels (or tower forms) of the building above the 5:1 lane wall building height or podium. The setback should be a minimum distance equivalent to the width of the lane, unless it can be demonstrated that a lesser setback protects the quality of the pedestrian space at ground level including access to sunlight, wind protection and avoids the sense of enclosed spaces.

- Maintain the human scale of lanes and a sense of openness.

- Be encouraged to provide highly articulated facades, particularly at ground level.

- Minimise adverse microclimate effects and visual bulk of tower forms on laneways.

- Maintain the fine grain nature of lanes.



Interfaces

On a corner site, where a building fronts a street and a High or Medium value lane, new development should:

- Extend at street height, back into the laneway a maximum depth of 15 metres.
- Beyond a maximum depth of 15 metres into the lane, the upper levels (or tower forms) of the building above the preferred 5:1 maximum lane wall building height should be setback a minimum distance equivalent to the width of the lane. This may be varied where it can be demonstrated that a lesser setback protects the quality of the pedestrian space at ground level including access to sunlight, wind protection and avoids the sense of enclosed spaces.

Policy References

CBD Lanes Built Form Review(including CBD lanes id sheets) (2005)
Grids and Greenery – The character of inner Melbourne (1987)
Places for People (1994)
Central City Planning and Design Guidelines (1991)
Strategy for a Safe City 2000-2002 (2000)

Map 1 **Lane Classification: High Value Lanes**

40. Hardware Street
66. Hardware Lane North
102. Hardware Lane South
139. The Causeway
162. Mitre Lane
163. Bank Place
168. Equitable Place
219. Degraves Street
222. Scott Alley

***refer to CBD Lanes Built Form Review Report for full listing of lanes and their locations**

Map 2 **Lane Classification: Medium Value Lanes**

2. Anthony Street
5. Wills Street
6. Little LaTrobe Street
47. Drewery Lane
49. Jones Lane
59. Merritts Place
65. Goldie Place
78. Heffernan Lane
84. Cohen Place
86. Punch Lane
121. Paynes Place
124. Market Lane
127. Crossley Street
128. Liverpool Street
137. McKillop Street
148. Melbourne Place
150. Westwood Place
151. McIlwraith Place
152. Meyers Place
153. Windsor Place
170. Block Place
171. Brown Alley
173. Howey Place
177. Alfred Place
193. Centre Place
194. Manchester Lane
196. Regent Place
201. George Parade
209. Highlander Lane
224. Chapter House Lane
226. Hosier Lane
227. Oliver Lane

***refer to CBD Lanes Built Form Review Report for full listing of lanes and their locations**

Map 3 **Lane Classification: Low Value Lanes**

1. Electric Place
3. Stewart Street
4. Singers Lane
7. Grange Place
8. Bell Place
9. Grant Lane
10. Warner Lane
11. Nicholson Place
12. Eagle Alley
13. Park Street
14. Brights Place
15. Alsop Lane
16. Sampson Lane
17. Flanigan Lane
18. Guilford Lane
19. McLean Alley
20. Sutherland Street
21. Zevenboom Lane
22. McIntyre Alley
23. Knox Lane
24. Knox Place
25. Hayward Lane Nth
26. Davisons Place
27. Bennetts Lane
28. Exploration Lane
29. Evans Lane
30. Merriman Lane
31. Elliot Lane
32. Altson Lane
33. Gough Alley
34. Manton Lane
35. Healeys Lane
36. Chisholm Place
37. Wicklow Lane
38. Lonsdale Lane
39. Finlay Alley
41. Timothy Lane
42. Heape Court
43. Mitchell Lane
44. Drewery Alley
45. Drewery Place
46. Sniders Lane
48. Hayward Lane South
50. Little Leichhardt Street
51. Gorman Alley
52. Casselden Place
53. Griffen Lane
54. Cleve Lane
55. Rose Alley
56. Pender Alley
57. Uniacke Court
58. Brown Alley
60. Crombie Lane
61. Guests Lane
62. St Johns Lane
63. Barry Lane
64. Crown Place
67. Niagara Lane
68. Warburton Alley
69. White Hart Lane
70. Driver Lane
71. Lynch Place
72. Arcade Alley
73. Caledonian Lane
74. Stevenson Lane
75. Globe Alley

76. Tattersalls Lane
77. Celestial Avenue
79. Waratah Place
80. Belman Pace
81. Corrs Lane
82. Pender Place
83. Lacey Place
85. Smythe Lane
87. Little Bourke Pl
88. Gordon Place
89. Langs Lane
90. Cosgrave Lane
91. Gresham Street
92. Ramsay Lane
93. Goldsborough Lane
94. Grice Alley
95. Little William Street
96. Thomson Street
97. Little Queen Street
98. St Patrick Alley
99. Merlin Alley
100. Benjamin Lane
101. Kirks Lane
102. Platypus Alley
104. Racing Club Lane
105. Warburton Lane
106. Rankins Lane
107. Somerset Place
108. Angelo Lane
109. Staughton Place
110. Buckley Place
111. Albion Alley
112. Louden Place
113. Turner Alley
114. Star Alley
115. LaTrobe Place
116. Hughs Alley
117. Dean Alley
118. Bullens Alley
119. Golden Fleece Alley
120. Coverlid Place
122. Brien Lane
123. Croft Alley
125. Lees Place
126. Mornane Place
129. Harwood Place
130. Turnbull Alley
131. Godfrey Street
132. Gallaghers Place
133. Church Street
134. Kitz Lane
135. Michael Lane
136. Penfold Place
138. Gills Alley
140. Union Lane
141. Sugden Place
142. Masons Lane
143. Rainbow Alley
144. Royal Lane
145. Russell Place
146. Donaldson Lane
147. Portland Lane
149. Coromandel Place
150. Francis Street
154. McCrackers Lane
155. Church Lane
156. Henty Lane
157. St James Lane
158. Gurners Lane
159. Temple Court Place
161. Roeszler Lane
164. Austral Lane
165. Briscoe Lane
166. Collins way
167. Fleming Place
169. Balcombe Place
172. Carson Place
174. Presgrave Place
175. Athenaeum Place
176. Baptist Place
178. Pink Alley
179. Benson Lane
180. McGraths Lane
181. Club Lane
182. Ridgeway Place
183. Coates Lane East
184. Ulster Lane
185. Geddes Lane
186. Harper Lane
187. Moylands Lane
188. Samuel Lane
189. Ryrie Lane
190. Fulham Place
191. Bligh Place
192. Staughton Alley
195. Monaghan Lane
197. Watson Place
198. Lush Lane
199. Ramsden Place
200. Beaney Lane
202. Chester Lane
203. Strachan Lane
204. Howitt Lane
205. Downie Street
206. Katherine Place
207. Hay Place
208. Mercantile Place
210. Custom House Lane
211. Foxton Lane
212. Tavistock Place
213. Bond Street
214. Commerce Way
215. Mill Place
216. Flinders Court
217. Rothsay Lane
218. Lingham Lane
220. Degraves Places
221. Royston Place
223. Cocker Alley
225. Rutledge Lane
228. Higson Lane
229. AcDc Lane
230. Duckboard Place
231. Malthouse Lane
232. Spark Lane
233. Throssell

***refer to CBD Lanes Built Form Review Report for full listing of lanes and their locations**

Proposed Exhibition Plan
Melbourne Planning Scheme Amendment C105 – CBD Lanes Built Form Review

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Purpose

As the next step in the process, the amendment would be placed on formal exhibition for a minimum of one month as per the *Planning and Environment Act 1987* – providing an opportunity for anyone to make a submission.

Exhibition of the Amendment

- An advertisement will be placed in the following papers which circulate within the CBD:
    - The Age Newspaper
    - City Weekly
    - Melbourne Business

  The advertisement will give general information about the amendment, where it is available and invite public comment.
- An advertisement will also be placed in the Government Gazette, this is to be the last notice advertising the exhibition period of the amendment.
- Information about the amendment will be placed on the Council website and be available at Council and the Department of Sustainability and Environment offices.

Specific Notification

- Letters advising of the amendment will be sent to the following :
    - Department of Sustainability and Environment
    - The Property Council of Australia – Victorian Division
    - The National Trust of Australia (Victoria)
    - Heritage Victoria
    - VicRoads
    - Citipower
    - Multinet Gas
    - Various CBD precinct Associations
    - President, Residents 3000 Inc
    - President, Eastenders Inc
    - Major CBD retailers
- Letters will be sent to the following Ministers
    - Minister for Planning
    - Minister for Environment
    - Minister for Energy Industries

FINANCE ATTACHMENT

MELBOURNE PLANNING SCHEME AMENDMENT C105 - CBD LANES BUILT FORM REVIEW

Council will incur costs associated with the exhibition of the amendment should Committee endorse the recommendations of this report. These costs will be met from the Development Planning Branch's 2005/2006 Operating Budget.

Joe Groher
Manager Financial Services

LEGAL ATTACHMENT

MELBOURNE PLANNING SCHEME AMENDMENT C105 - CBD LANES BUILT FORM REVIEW

Division 1 of Part 3 of the *Planning & Environment Act 1987* ("the Act") covers planning scheme amendments. If the Scheme is to be amended provisions set out in this Division must be complied with including seeking authorisation from the Minister under section 9 of the Act to prepare an amendment to provisions of a planning scheme.

Division 1 provides for the exhibition and notification of proposed Planning Scheme amendments as well as the process for public submissions and the consideration of those submissions and the consideration of those submissions by the planning authority or an appointed panel.

Section 23 provides that after considering a submission which requests a change to the amendment the planning authority must either change the amendment in the manner requested, abandon the amendment or part of the amendment or it can refer the submissions to a panel appointed in accordance with Part 8 of the Act.

That Part provides amongst other things that the Minister must appoint a panel which may consist of one or more persons. The Minister also has the power under the Act to require additional notice and the consideration of additional submissions after the amendment is submitted.

The Minister may then approve the amendment or part of the amendment with or without changes subject to any conditions it wishes to impose. The Minister may also refuse the amendment. If approved, the Minister must publish notice of the approval of the amendment in the Government Gazette and Council must also provide notice of the approval in a manner satisfactory to the Minister.

The amendment will come into operation on publication of the notice in the Government Gazette or on the later day or days specified in that notice.

Alison Lyon
Manager Legal & Governance