

FISHERMANS BEND

MINISTERIAL ADVISORY COMMITTEE

Innovation, Evidence and Outcomes Forum: Final Report

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Image: Lensaloft Aerial Photography / DELWP

FISHERMANS BEND

EXPERT FORUM – 21 JUNE 2016

BACKGROUND

Fishermans Bend Urban Renewal area is 450 hectares of underused industrial land adjacent to Melbourne’s CBD – between the city and the sea.

As it develops, Fishermans Bend will become a dynamic, connected, high density, mixed use district, built on the best characteristics of Australian cities – liveable and lively, prosperous and diverse, urban and green.

Its development will also help Melbourne to accelerate the resetting of Australia’s economic base to one based on innovation and knowledge.

It is a city shaping opportunity of international significance.

PLANNING FOR FISHERMANS BEND

URBAN RENEWAL AREA

The planning for Fishermans Bend is being undertaken by a Taskforce reporting to the Secretary of the Victorian Department of Environment, Land Water and Planning and through him to the Minister for Planning. The Minister has appointed an expert panel, the Fishermans Bend Advisory Committee, to advise him on the future of the area.

EXPERT FORUM

On June 21st 2016, the Fishermans Bend Advisory Committee hosted a forum with researchers and industry experts titled “Innovation, Evidence & Outcomes”. The sixty-one participants were individually invited for their expertise and included industry experts, property professionals, university researchers, economic, transport and land use planners, architects and urban designers and experts from state and local government.

The purpose of the Forum was:

- To facilitate dialogue on how to achieve a new future for Fishermans Bend and inform the future planning process.
- To generate novel and inspiring ideas and break through thinking that can assist in addressing key challenges and opportunities.
- To build effective relationships with stakeholders and key informants in the process of planning for Fishermans Bend.
- To draw on the particular role and expertise of the Ministerial Advisory Committee to guide informed discussions on critical issues in the Fishermans Bend planning process



FORUM FOLLOW UP

The outcomes of the Forum will be formally reported to the Minister for Planning and to the Fishermans Bend Taskforce, and a summary will be available to all participants.

Participants have also agreed to maintain an ongoing involvement in the planning for Fishermans Bend, and a number have already provided written advice on the issues discussed at the Forum.

It should be noted that the priorities and ideas expressed at the Forum and outlined in this report do not represent the views of all participants and have the status of suggestions for further consideration.

FORUM FORMAT

The format for the Forum focused on two key tasks:

- **Identifying key assets and opportunities already existing in Fishermans Bend,**
- **Providing evidence based input into the six key themes in the planning process and proposing priority actions on each theme.**

All participants were involved in the identification of the key existing assets in Fishermans Bend and the opportunities provided by those assets.

Each participant was then involved in an intensive discussion of two of the Forum themes in groups of about ten. The Forum themes were:

- 1. Supporting business and innovation**
- 2. A place for all people**
- 3. Sustainability and environmental innovation**
- 4. Optimising investment opportunities**
- 5. Transport**
- 6. Creating a destination**

A summary of discussion for each theme is provided in this report. This identifies the issue, the challenge, and the priorities for each theme. The priorities were then summarised in plenary.



OVERALL OUTCOMES AND IMMEDIATE ACTIONS

The overall outcomes and the priorities for immediate action from these discussions are identified below.

VALUE CAPTURE

Implement immediate strategies to ensure value capture to resource infrastructure funding. This could include a new levy, special rates scheme, use of density bonus and transferable air rights. It is likely that different strategies will be needed in the Employment/Innovation precinct to the rest of Fishermans Bend.

TRANSPORT

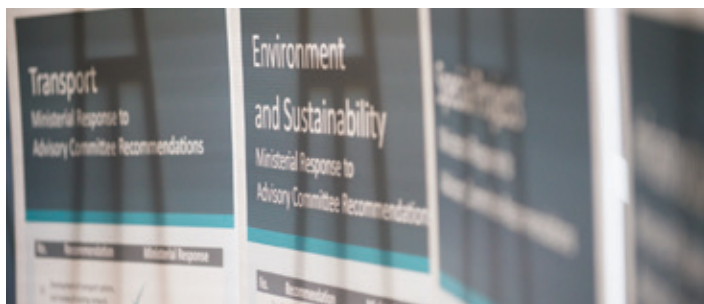
Plan and implement public and active transport infrastructure (internal and access to CBD and surrounding areas). This should include identifying key walking, cycling and public transport routes, connections to the CBD, and locations for future Metro stations.

DELIVERY PARTNERS

Actively engage with and support private sector and institutional partners to champion and implement the vision. This should include providing a development facilitation service to support investment and to leverage development for public benefits. Actively facilitate and provide incentives to institutional investment.

PLANNING FRAMEWORK

Provide a planning framework and implementation mechanisms that offer confidence and certainty on the big issues (e.g. transport, climate change adaption, energy, public infrastructure and amenity) while providing flexibility to respond to change over time (industry and business trends, demography).



DEMONSTRATION PROJECTS

Support model/pilot projects as a catalyst for investment and innovation.

BEST PRACTICE

Plan to deliver best practice in environmental design and green open space, including water and stormwater management, tree planting, use of streets as green public spaces. A major or 'iconic' public square is needed in the Employment/Innovation precinct. Explore opportunities with philanthropic trust/s to support sustainability.

MIXED USE

Develop immediate mechanisms to ensure mixed use across all precincts at every scale. This should include stronger planning controls and decision making practices, The State significance of the precinct justifies a more directive approach and intervention. Innovative planning tools, incentives, and 'curation' of land use and development outcomes are required.



PROMOTE INNOVATION

Actively promote the special opportunities of the area in order to attract innovative businesses, investors, institutions, architects and designers. 'Brand' the area as a destination for innovation. Actively campaign to attract universities, innovative businesses and research institutions. Tap into other State and Commonwealth programs to support innovation.

GOVERNANCE

Establish a governance framework which acknowledges the scale and ambition of the vision for the area and recognises the need for active intervention to achieve the potential.

CHARACTER

Retain and celebrate local character and fine grain. This should include establishing incentives and mechanisms to retain industrial built heritage, and celebrating the 'story' of the area in architecture, urban design, and urban art.

AFFORDABILITY

Develop and implement measures to ensure inclusion of affordable housing and low cost business rental to support innovation and entrepreneurship. Encourage short term use of existing buildings for creative industries.

MONITORING AND REVIEW

Establish clear measures of success, establish a baseline and monitor/evaluate progress.

Further detail on specific practical, doable, and innovative ideas to achieve these priorities is provided later in this report.

SUMMARY OF THEME DISCUSSIONS

THEME 1 – SUPPORTING BUSINESS AND INNOVATION

THE BRIEF

Thinking about our changing economy, emerging business opportunities and the future of work, this conversation needs to identify the places, spaces and preconditions that can be responsive to this change, build on local strengths and take advantage of global opportunities.

Fishermans Bend needs a proactive approach to being a mixed-use environment with a lively innovative economy and 21st century jobs.

THE CHALLENGE

“Do planners truly understand and acknowledge the advance of technology and its implications for the future of work and jobs.?” (forum participant)

THE PRIORITIES

- Active promotion and branding of the area as a centre for innovation – social, economic, environmental, built form and urban design
- Facilitation of mixed use in each precinct (will require new planning tools).
- Provision of excellent public transport connections into and within Fishermans Bend
- High speed place based Wi-Fi access
- Facilitation of diverse and affordable housing options for the future workforce and affordable rental opportunities for start-up businesses.
- Governance arrangements which reflect both the scale and potential of the area and its unique characteristic as a large scale urban renewal area in distributed private ownership
- Active curation of development in the area including supporting enterprises that align with and facilitate the vision (innovative, knowledge intensive industries and institutions and environmental design, innovation in construction, energy, waste and food production).
- Building relationships with key partners (tertiary institutions, entrepreneurs, global investors).
- Location of at least two major tertiary institutions within Fishermans Bend.



SUMMARY OF THEME DISCUSSIONS

THEME 2 – A PLACE FOR ALL PEOPLE

THE BRIEF

As the demography of our cities changes, Fishermans Bend is well positioned to signal that it is a place with lively and diverse communities that will respond to the changing needs of residents over time. As well as the dominant CBD households (young people and couples), the area will need to attract and retain highly skilled workers, families, people in service industries, older people and retirees by providing flexible community infrastructure and high levels of public amenity. A key challenge is managing housing affordability to support the aspiration of a diverse community.

THE CHALLENGE

“We need to create a network of high amenity creative villages.” (forum participant)

THE PRIORITIES

- Maintain human scale and high levels of public amenity through open space provision, good urban design and strongly enforced planning controls.
- Establish an on-going process for monitoring desired outcomes while being open to change.
- Establish mechanisms to ensure ongoing engagement with local residents and businesses to understand evolving needs and identity
- Drive a mixed-use, neighbourhood focus, using the principles of a ‘20-minute neighbourhood’.
- Establish certainty regarding mechanisms for provision of affordable housing.
- Emphasise and enhance connection to the river and the sea
- Develop partnerships for the timely delivery of infrastructure, including transport, health and education.



SUMMARY OF THEME DISCUSSIONS

THEME 3 – SUSTAINABILITY AND ENVIRONMENTAL INNOVATION

THE BRIEF

The complexity of energy use, the impacts of climate change and triple bottom line sustainability are reflected in the recent adoption of the Green Star Community Tool for future development at Fishermans Bend. There is a strong commitment to maximising the potential of this tool and developing a place that leaves a positive legacy for future generations.

THE CHALLENGE

“We need to create an exemplar of urban ecology, connecting people with nature.” (forum participant)

THE PRIORITIES

- Establish green corridors connecting open space, linked with effective storm water management
- Manage water, energy and waste at a precinct level.
- Value capture to resource innovation and amenity.
- Provide clarity of planning requirements for the ‘things that really matter’ whilst enabling flexibility and innovation.
- Support and reward green infrastructure, innovative construction and climate smart design.
- Embed the principles of a ‘20-minute neighbourhood’.
- Partner with innovators to create exemplar projects.
- Creating a ‘laboratory’ environment for innovation and design attracting knowledge and funding from around the world.



SUMMARY OF THEME DISCUSSIONS

THEME 4 – OPTIMISING INVESTMENT OPPORTUNITIES

THE BRIEF

Fishermans Bend will offer exciting residential, commercial, business and mixed use investment opportunities over the next 40 years. The planning process needs to consider what the influences are on the economics of development at Fishermans Bend and ensure market readiness that will attract global investors. There is a delicate tension between creating certainty for developers, investors and current and potential businesses and maintaining flexibility to respond to changing opportunities, markets and technologies.

THE CHALLENGE

“Developers are willing to invest when they see that government is willing to invest. It is best that government investment is upfront and used to ‘seed’ innovation.” (forum participant)

THE PRIORITIES

- Facilitate true mixed use at every scale and in all five planning areas through innovative planning provisions (including development incentives).
- Actively promote the vision for the area and its potential to local and international investors
- Stage development to model best practice outcomes
- Lead with public transport provision.
- Deliver high public amenity through strategic public and private investment.
- Offer a clear value proposition to investors.
- Translate the vision into clear planning provisions



SUMMARY OF THEME DISCUSSIONS

THEME 5 – TRANSPORT

THE BRIEF

To realise our aspirational target of 80% of trips by active or public transport in 2050 the planning process will need to integrate new transport behaviours as an early priority. This will involve not only the staged delivery of transport infrastructure and limited parking, but also urban design and streetscapes, open space, and a mix of uses and destinations in each neighbourhood.

THE CHALLENGE

“Street spaces need to be planned to deliver a fine grain environment which promotes walking and cycling.”
(forum participant)

THE PRIORITIES

- Bi-partisan commitment to a long term land-use and transport strategy.
- Delivering early public transport and dedicated walking and cycling links to CBD
- Allocation of movement space to 80% non- car mode share by allocating a significant proportion of road space for public transport and walking and cycling.
- A parking scheme that reflects transport mode-share targets.
- Separate out heavy freight including port related traffic but ensure ‘last mile’ access provision for industry within the area
- Ensuring land-use mix (including employment) in each precinct.
- Ensuring value capture to fund required infrastructure.



SUMMARY OF THEME DISCUSSIONS

THEME 6 – CREATING A DESTINATION

THE BRIEF

Fishermans Bend is in a unique location with its proximity to the CBD, the Yarra River, Port Phillip Bay and Melbourne's west. The future of Fishermans Bend should be embraced by Melbournians and visitors from further afield by building on the key characteristics of the world's most liveable city and generating new excitement and key attractors. Fishermans Bend will need to provide places, space and streets that inspire and welcome locals and visitors alike.

THE CHALLENGE

"Ensure that we retain and re-use the industrial heritage and fabric, make sure the story of the place is told."
(forum participant)

THE PRIORITIES

- Identify, enhance and promote the existing special characteristics within each precinct, including industrial heritage and fabric.
- Retain low cost spaces for making things and collaboration and entrepreneurial activity.
- Enhance connectivity to the river, the port, the western suburbs and the CBD, including water transport and public and active transport linkages.
- Ensure a vibrant mix of uses day and night in all precincts.
- Implement measures to encourage and support architectural excellence and innovation
- Establish quality public and private open spaces, including linear linkages, recognition of roads a prime public space and public art and sculpture.
- Plan for the development of at least one large iconic public square
- Promote the area as a centre for urban thinking and experimentation



PRACTICAL, DOABLE & INNOVATIVE IDEAS

Achieving identified priorities

VALUE CAPTURE

- Implement a levy within 200 metres of any new public transport stops within the capital city zone allowing for hardship provisions (e.g. Crossrail London)
- Establish a special rate scheme for all Fishermans Bend Capital City Zone properties to act as an incentive for development and share the costs of infrastructure across all beneficiaries not simply new development (allowing for hardship provisions)
- Wherever possible, sell the air rights over public facilities like schools to offset costs and support open space land purchase
- Investigate decking part of the Westgate Freeway increase north south connectivity, to create open space and to raise funds by the sale of air rights
- Create a separate planning regime for the Employment/ Innovation precinct on an opt in basis with planning rules, value capture and development incentives based on best practice international models (e.g. Barcelona, Singapore)



MODEL/PILOT PROJECTS

- Tap into existing State and Commonwealth programs to support model/pilot projects in Fishermans Bend
- Support 'braugruppen' collective housing developments(Germany)

PUBLIC & ACTIVE TRANSPORT INFRASTRUCTURE

- Establish new walking and cycling routes within Fishermans Bend as a very early priority
- Establish the route for a dedicated walking and cycling connection to the Hoddle Grid
- Plan for Metro train stations for Metro 2 ensuring value capture around the stations
- Upgrade the service on the 109 tram as an early priority
- Consider conducting a citizens' jury on contentious issues relating to the location of a new public transport connections to the Employment/Innovation precinct and Sandridge and Wirraway
- Identify the potential route for a rail freight line to Webb Dock and plan accordingly
- Ensure that Fishermans Bend is not be seen as the 'end of journey' destination, but as a part of the journey in the middle of a thriving city
- Ensure priority to connectivity to CBD, Docklands, the beach, inner west and inner north

PRACTICAL, DOABLE & INNOVATIVE IDEAS

Achieving identified priorities

MIXED USE ACROSS ALL PRECINCTS

- Strictly enforce existing requirements in considering current applications and call in applications if necessary to prevent inappropriate development
- Implement immediate additional interim controls to give additional legal weight to the Strategic Framework Plan
- Recognise that Fishermans Bend Capital City Zone Area is a special case because of its planning history and distributed private ownership and will require a different and more directive approach than planning for other areas in Melbourne
- Ensure that land use planning in the Employment/ Innovation precinct is 'curated' with direct intervention and innovative planning tools to allow best practice mixed use development over time
- Provide specific incentives for office development in Montague, Lorimer and Sandridge
- Consider vertical zoning and other innovative approaches
- Ensure the provision of high speed Wi Fi across the area
- Establish parking stations separate from residential buildings, particularly in Montague and Lorimer
- Investigate the potential for the relocation of dry bulk port facilities and concrete batching activity



ACTIVE PROMOTION OF INNOVATION

- Establish innovation as the brand and the language of the area – economic innovation, social innovation, environmental innovation and urban innovation
- Engage with all of Melbourne's major higher education providers to secure their involvement commensurate with the scale and ambition of the Vision for the area
- Develop a funded high profile national and international promotion campaign to attract the interest of innovators and innovative companies and institutions to the area. This should include innovation champions, collateral, a sophisticated web and social media presence and an events program (Berlin, Amsterdam)
- Tap into existing State and Commonwealth programs to support innovation in new and existing businesses in Fishermans Bend
- Prioritise amenity, vibrancy, mixed use and connectivity in order to attract business and investment in innovative and creative industries
- Encourage establishment of a diverse 'urban ecology' with small and medium businesses co-locating with large anchor businesses.



PRACTICAL, DOABLE & INNOVATIVE IDEAS

Achieving identified priorities

ACTIVE ENGAGEMENT WITH PRIVATE SECTOR/INSTITUTIONAL DELIVERY PARTNERS

- Resource the Fishermans Bend Taskforce to provide active assistance to landowners and investors in developing their plans for the area and leverage development to deliver public benefits.
- Require master planning for large sites and for interdependent sites, even if in multiple ownership
- Negotiate Memoranda of Understanding with major higher education and research institutions (including international institutions) to support social, economic, environmental and urban innovation
- Provide seed funding support or concessions for higher education and research institutions and leading edge businesses to locate in the area

PROVIDE CERTAINTY WITH FLEXIBILITY

- Adhere to the deadlines for the planning recast of mid 2017
- Actively engage with landowners, investors, developers and existing and potential businesses with a view to improving planning for the area and maintaining investment confidence
- Ensure that the importance of development economics is a consistent part of the Fisherman Bend narrative
- Introduce planning regulation which allows for staging of development including special requirements for out of sequence development
- Actively seek bipartisan support for ongoing planning for the area in order to enhance private sector confidence

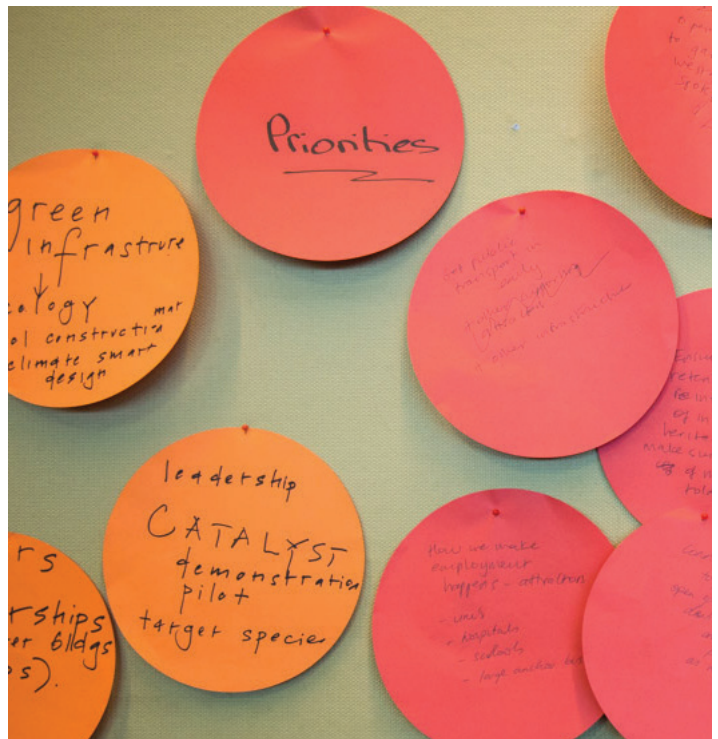
CLEAR MEASURES OF SUCCESS, ESTABLISH A BASELINE AND MONITOR/EVALUATE PROGRESS

- Establish agreed measures of success under each of the 6 themes and a baseline for measurement by the end of the planning recast process (i.e. mid 2017)



GOVERNANCE FRAMEWORK TO SUPPORT ACTIVE INTERVENTION WITH NON-GOVERNMENT PLAYERS

- Establish a powerful governance arrangement which retains State and local government stewardship, but which acknowledges the scale, potential and unique challenges of the area and provides for active intervention to drive and curate investment and innovation.



PRACTICAL, DOABLE & INNOVATIVE IDEAS

Achieving identified priorities

BEST PRACTICE IN ENVIRONMENTAL DESIGN AND GREEN OPEN SPACE

- Design and regulate for best practice in water use and reuse in the area given the particular challenges with storm water in the area
- Investigate a system of stormwater trading rights for the area (Washington DC)
- Give priority to tree planting in the streets and open space in Montague and Lorimer
- Require deep root planting of mature trees as a condition of land use permission (Sydney)
- Plan for a large public square in the Employment/Innovation precinct
- Partner with a philanthropic trust to support a major innovative sustainability initiative
- Internal linkages are an opportunity to create great amenity spaces/streetscapes. Plan to capture and develop the roads as usable public open space and/or green corridors consistent with City of Melbourne policy
- The waterfront is a key asset and the working port is an integral part of the history and current function of the area. Even if direct public access is not possible immediately, opportunities to access the waterfront area, for example, with pop-out platforms and interpretive info at key points should be supported. Visual connection is equally important as physical connection.
- Promote, protect, enhance and expand the Area's existing major open space asset – Westgate Park

AFFORDABLE HOUSING AND LOW COST BUSINESS RENTAL

- Provide planning incentives for a proportion of affordable housing in the precinct (London, New York and most other large Western cities)
- Ensure that new apartment standards do not discourage small apartments and student housing
- Provide incentives for innovative lower cost construction approaches in the area
- Actively intervene to ensure a minimum supply of ongoing low cost business rental (e.g. incentives, non-government institutional support and where necessary purchase of incubator space in the Employment/Innovation precinct)
- Curate short term use of existing buildings for creative industries (Newcastle; Sprouthubs)



LOCAL CHARACTER/FINE GRAIN

- Adopt a best practice approach to the preservation of industrial built heritage and regulate to retain human scale around open space and heritage areas (Meatpacking District New York)
- Document and celebrate the stories of the area in architecture, urban design, and urban art.





