General information on the Fishermans Bend Framework and Planning Controls

**Fishermans Bend**

Fishermans Bend is one of several priority precincts identified in Plan Melbourne and plays a central role in accommodating significant growth. Plan Melbourne designates Lorimer, Wirraway, Sandridge and Montague precincts within Fishermans Bend as priority major urban renewal precincts comprising more than 250 hectares of land.

The Employment Precinct was included in the renewal area in 2015 and retained its industrial zoning. The Fishermans Bend Framework (October 2018) provides direction for development and establishes benchmarks for high quality design and development outcomes.

To support the implementation of the Framework, a suite of planning controls has been prepared to provide detailed planning guidance for new development.

GC81 (Amendment) introduces new planning controls into the Melbourne and Port Phillip Planning Schemes for the four Capital City zoned precincts in Lorimer, Wirraway, Sandridge and Montague as shown on Map 1 below. The Employment Precinct retains its industrial zoning and will follow a separate planning process.

The changes to the Melbourne and Port Phillip Planning Schemes will realise the Vision for the area through the Fishermans Bend Framework, which forms the strategic basis for the Amendment. The controls will guide the urban renewal of Fishermans Bend and its transition to a vibrant area comprising four distinct and diverse neighbourhoods.

**Planning Scheme Amendment GC81**

The Amendment translates elements in the Framework into planning terms and addresses the following key issues for Fishermans Bend:

- Identifies the preferred land use, form and intensity of urban development in each of the four precincts, including dwelling density ratios and varied height controls.
- Identifies potential key transport alignments and services and the preferred locations for public open space and community infrastructure.
- Provides for value capture opportunities and encourages provision of affordable and social housing as part of private developments.

The Framework has been underpinned by over 15 background reports informing its development. These are available at www.fishermansbend.vic.gov.au

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**Map 1: Fishermans Bend precincts**

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**OCTOBER 2018**
General information on the Fishermans Bend Framework and Planning Controls

The Amendment seeks to integrate relevant environmental, social and economic factors in the interests of net community benefit and sustainable development.

Addressing Environmental, Social and Economic Effects

The Amendment continues to recognise Fishermans Bend as an urban renewal precinct of state significance and provides the opportunity for environmental, social and economic effects to be balanced between local and state needs.

The Amendment will ensure that Fishermans Bend develops as a State significant urban renewal precinct which will make it a great place to live, work, learn, visit and invest.

The Amendment, including the Fishermans Bend Framework achieves positive environmental outcomes by:

- Acknowledging the existing environmental conditions and addressing these to protect the community in the future.
- Setting a new benchmark for sustainable urban development, and Green Star – Communities.

Implementing the Objectives of Planning in Victoria

The Amendment continues to facilitate the redevelopment of Fishermans Bend through the achievement of the following objectives of planning in Victoria:

- Providing for the fair, orderly, economic and sustainable use and development of land.
- Securing a pleasant, efficient and safe working, living and recreational environment.
- Enabling the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community.
- Facilitating development in accordance with the above objectives.
- Balancing the present and future interests of all Victorians.

Support/implement the State Planning Policy Framework and adopted State policy

The Amendment supports the State Planning Policy Framework by establishing a framework for large scale renewal of an inner city urban area, which will provide for housing, jobs and social and physical infrastructure to support the city’s population growth requirements.

By 2050, Fishermans Bend will be home to approximately 80,000 residents and provide employment for up to 80,000 workers. The Amendment seeks to facilitate this development by reflecting the State’s key planning documents, Plan Melbourne and Homes for Victorians.

Support/implement the Local Planning Policy Framework

The Amendment supports the Local Planning Policy Framework by updating the Municipal Strategic Statement (MSS) to deliver on the State Planning Policy Framework to ensure the vision for Fishermans Bend is realised. The introduction of a new local policy will implement the relevant objectives and strategies of the MSS and provides guidance on decision making.

The local planning policy encourages development to:

- Provide a minimum amount of employment generating floor area.
- Provide six per cent affordable housing within developments.
- Ensure developments incorporate environmentally sustainable design.
General information on the Fishermans Bend Framework and Planning Controls

Dwelling Density Ratio (DDR)

The Fishermans Bend Framework projects a target population of 80,000 people (approximately 37,000 dwellings) by 2050. This will include a range of medium and high density housing options, including affordable housing.

It also sets a target for 80,000 jobs, 40,000 of which will be in the Employment Precinct.

To manage overall density levels the Framework and Planning Scheme establishes a Dwelling Density Ratio (DDR) which designates the total number of dwellings that can be delivered on any site.

The advantage of a DDR is that it provides:

- Greater certainty of future overall population growth and densities.
- Alignment between population growth and distribution and infrastructure provision.
- Land use mix, including employment opportunities
- Diversity of housing types, including low, mid and high rise developments.
- Design flexibility, with a range of design options possible on each site.

The DDR also encourages more generous dwelling sizes as the number of dwellings is catered towards larger floor space for occupants.

To direct higher densities to locations serviced by higher levels of public transport, varied DDRs are established for core and non-core areas in each precinct. The DDRs vary between precincts and are aligned with the overall vision for each precinct. For example, Sandridge is envisioned as the commercial core of Fishermans Bend centred on a new metro station and has the highest DDRs which will support this scale of growth.

The maximum DDRs can only be exceeded by taking up the Social Housing Uplift. Details are provided overleaf.

To achieve dwelling diversity, the Amendment provides guidance on maximum dwelling densities for core and non-core areas, and sets targets for the percentage of three-bedroom dwellings for larger scale developments.

PLANNING CONTROLS

KEY OUTCOMES

- Stronger building design standards to protect internal amenity as well as provide high quality public space
- Residential development managed in line with population targets
- Social housing via an Uplift mechanism enabling developers to construct an additional eight dwellings above the maximum DDR for every social housing dwelling provided
- Minimum floor area to be set aside for non-dwelling uses
- Greater density concentrated around key infrastructure, including transport hubs/stations
- Mandatory and discretionary height controls that support housing diversity and protect the distinctive character and amenity of the area
- Strengthened mandatory overshadowing controls to protect sunlight access to key parks
- Diverse housing choices that suit a wide range of people and are adaptable to changing needs.
Affordable Housing and Social Housing Uplift

A 6 per cent affordable housing target applies across Fishermans Bend. To achieve this, the local policy within the Melbourne and Port Phillip Planning Schemes encourages each development to provide 6 per cent affordable housing.

Those wishing to enter into an agreement for a Social Housing Uplift should provide this in addition to the 6 per cent affordable housing target for dwellings allowable under the Dwelling Density Ratio.

The Social Housing Uplift is a voluntary approach providing an opportunity to support the realisation of the Fishermans Bend Framework and sustainability goals.

This enables a developer to enter into an agreement to exceed the Dwelling Density Ratio in exchange for the gifting of social housing to a registered housing provider.

For every eight additional dwellings, one dwelling is to be allocated as social housing.

All development is required to meet all built form controls that apply to a site to ensure that the preferred neighbourhood character is achieved and amenity outcomes are met.

Delivering essential infrastructure

A key component in the planning for Fishermans Bend is the delivery of infrastructure at the right time to align with community needs, population and employment growth.

Essential infrastructure will be delivered through an Infrastructure Contributions Plan, which is being prepared for the four capital city zoned precincts and is expected to be finalised early-mid 2019.

An Infrastructure Contributions Overlay (ICO) has been introduced to the Fishermans Bend Urban Renewal Area that identifies the area where an Infrastructure Contributions Plan (ICP) applies.

A funding and finance plan is being developed that will include funding models to fund the infrastructure delivery requirements of the project.

Some of the considerations will include developer contributions; value capture and creation opportunities; as well as investigating other innovative funding models to deliver our public infrastructure.

Permit applications

A Standing Advisory Committee (SAC) has been established consisting of expert panel members to assess the 26 projects called in by the Minister for Planning before the approval of Amendment GC81.

On referral by the Minister for Planning, other projects may be considered by the SAC but must be in the form of a planning scheme amendment. The planning scheme amendment request should be responsive to and be generally in accordance with the new planning controls, with the exception of the dwelling density ratio requirements. The Committee will provide recommendations to the Minister for Planning.

Requests for extensions to existing permits will be considered by the responsible authority on their merit in light of the new planning controls.

Interested persons who do not have an existing proposal submitted for assessment may contact DELWP to discuss whether their proposal can be considered at this time.

Role of local government

City of Melbourne and City of Port Phillip are a recommending referral authority under Clause 66.04 of the Planning Scheme for all applications where the Minister is the Responsible Authority.
Frequently asked questions

When did the new planning controls (Amendment GC81) come into effect?

The new planning controls came into effect on 5 October 2018 and apply to all new applications for Fishermans Bend.

How were the DDRs determined?

The DDRs are set at levels that will deliver the approximately 37,000 dwellings to accommodate 80,000 people. These have been distributed across each precinct, as set out in Table 1 (see page 8), taking into account proposed public transport provision and preferred character outcomes for each precinct.

How are dwelling densities defined and calculated?

Dwelling densities per hectare (dw/ha) means the number of dwellings on the site divided by the gross developable area (ha) of the site, including any proposed road, laneway or park.

The maximum dwelling densities have been calculated by dividing the total number of dwellings in each precinct by the gross developable area.

Dwelling density ratios have been pre-determined for each precinct based on reaching a population target of 80,000 people for Fishermans Bend. For example, the dwelling density of Lorimer is nominated as 339 dw/ha (which is 339 dwellings per 10,000sqm).

To calculate how many dwellings can be provided on your site, first determine how large your site is in hectares then multiply the dwelling density of the precinct by your site area. i.e 339 dwellings x 0.2 hectares (2000 sqm site) = 68 dwellings (rounded up to the nearest decimal point).

How does the DDR relate to height limits and other built form controls?

Height and setback controls have been introduced to ensure that the desired character for each area, a good housing mix and good levels of public and private amenity are achieved. The DDR controls work in conjunction with the height and setback controls to further promote housing diversity within each precinct.

The height limits and built form controls establish a building envelope within which dwelling densities and floor are for other uses can be designed. This delivers a range of built form outcomes.

In order to achieve a diversity of housing, the built form controls use a range of building heights to support different housing typologies (low and mid-rise apartments through to taller buildings, townhouses and towers, infill, shop-top, courtyard and perimeter block developments).

Does the DDR apply to the Employment Precinct?

No, the planning controls do not apply in the Employment Precinct.

Can height limits or setback controls be exceeded if a development provides a Social Housing Uplift?

All height limits and setback controls in Fishermans Bend apply to all development, regardless as to whether or not a Social Housing Uplift is provided.

Do the DDR and the Social Housing Uplift apply to any government owned sites?

Yes. Government owned sites are subject to DDRs and potential Social Housing Uplift in the same way as privately owned sites.

Why has floor area ratio (FAR) been replaced by dwelling density ratio (DDR)?

The advantage of using DDR over FAR is that use of DDR encourages provision of more generous sized dwellings, as the number of dwellings is pre-determined instead of floor area a dwelling can take up. Prescribing the amount of floor space could have potentially resulted in squeezing in a number of smaller sized dwellings to achieve a higher yield. Use of DDR encourages dwelling diversity to meet the future housing needs of Fishermans Bend.

How was a population of 80,000 people determined?

The residential target of 80,000 people by 2050 will lead to an average residential density of 323 people per hectare. This is comparable to the projected population densities of other inner city neighbourhoods such as the Hoddle Grid (297 people per hectare) and Southbank (308 people per hectare). The 2050 target takes into account proposed infrastructure provision and the need to moderate potential negative amenity impacts, e.g. traffic congestion.
General information on the Fishermans Bend Framework and Planning Controls

Frequently asked questions

What is Social Housing Uplift? Is it a mandatory requirement to provide social housing when developing in Fishermans Bend?

Engaging in the Social Housing Uplift scheme is not mandatory. Social Housing Uplift is a means of providing additional dwellings (to be gifted to a registered housing provider), beyond that which is allowable for the site under the dwelling density requirements. For every eight additional dwellings proposed above the DDR, one equivalent sized social housing unit is to be provided. The development must however still respond to the prescribed built form outcomes, building typologies and heights.

Where a Social Housing Uplift is sought, an agreement between the developer and responsible authority must be reached to ensure that there is a demand for the type of dwellings proposed at the location, the intention for why they are provided is met and to ensure they can be managed in an effective way.

What affordable housing must I provide?

Clause 22.15 of the Port Phillip Planning Scheme and Clause 22.27 of the Melbourne Planning Scheme encourages development to provide six per cent of dwellings (permitted under the dwelling density requirements in the Capital City Zone) as affordable housing.

Affordable housing has the same meaning as in the Planning and Environment Act 1987, which is housing that is appropriate for the housing needs of very low, low and moderate income households.

The policy to achieve 6% affordable housing is in addition to any social housing proposed as part of a Social Housing Uplift.

Are there transitional controls for existing applications?

No. There are no transitional controls for existing applications.

Applications which were called-in by the Minister for Planning will have an opportunity to submit a planning scheme amendment request, to introduce an incorporated plan under the Specific Control Overlay at Clause 45.12 of the planning scheme, with revised plans to generally comply with all new controls, except for dwelling density ratios.

Planning scheme amendment requests may be referred to a Standing Advisory Committee formed by the Minister for Planning under Section 151 of the Planning and Environment Act, 1987.

Proposals should have regard to the advisory committee’s terms of reference which seeks advice on each project referred to it and the extent of compliance with all new controls, except for dwelling density requirements. The advisory committee process provides an opportunity for independent expert advice and a development pathway for proponents notwithstanding the introduction of an ICO.

Applicants will have six weeks to prepare their planning scheme amendment requests and submit to the Department of Environment, Land, Water and Planning (DELWP) for consideration.

DELWP, after assessing the proposal and referral comments received, will present a recommendation to the Minister for referral to the Advisory Committee for consideration.

This process ensures independent advice is provided in a timely manner on the merits of each proposal, to achieve the best outcome for Fishermans Bend. It also enables the development of land to proceed in the interim and subject to existing known development contribution rates.

What is the status of the existing Fishermans Bend Strategic Framework Plan and interim built form controls of GC50?

The Framework and planning controls introduced under GC81 replace the existing Strategic Framework Plan (November 2016) and the interim built form controls (GC50).

Can I get an extension of time for my existing permit?

Requests for extensions of time to permits will be considered by the Minister for Planning on a case by case basis, in light of the new planning controls.

When will an Infrastructure Contributions Plan (ICP) be prepared and can I lodge a new development application in the interim?

Work on an Infrastructure Contributions Plan is underway which will outline the appropriate levy and infrastructure items to be funded. It is essential that redevelopment of Fishermans Bend occurs in an orderly manner supported by infrastructure contribution levies developed to support the funding of essential infrastructure.

It is envisaged that the Fishermans Bend Taskforce will finalise the ICP and a funding and finance plan by early to mid 2019.
Sub-precincts and building typologies

A key objective in the Framework is to create thriving, lively mixed-use neighbourhoods that have a distinct identity and character. The density and built form controls are designed to support the creation of a clear centre in each precinct and support increased economic activity.

The Framework and planning controls support a diverse range of housing choices, including apartment towers, mid-rise and low-rise buildings, that suit a wide range of people and can be adapted to changing housing needs over time.
The Vision for Fishermans Bend outlines the desire for each neighbourhood to have a distinct feel and a range of housing choices. Built form controls are critical to achieving this outcome as they establish the preferred scale and form of development in any given area.

The population targets need to be varied for each neighbourhood to establish overall dwelling densities that support the delivery of the desired neighbourhood character and range of building typologies in each precinct.

Dwelling density (dw/ha) means the number of dwellings on the site divided by the total site area (hectares), including any proposed road, laneway and public open space.

The following average dwelling sizes have been used to develop the proposed dwelling densities:

- 1 bed: 50m²
- 2 bed: 70m²
- 3 bed: 110m²
- 4 bed: 130m²

### Distinctive neighbourhoods

### Dwelling Density Ratios

#### Legend

- **Core**
  - Wirraway: 184
  - Sandridge: 349
  - Montague: 450
  - Lorimer: 339

- **Non-Core**
  - Wirraway: 174
  - Sandridge: 218
  - Montague: 296

- Existing open space
- Proposed open / urban space
- Melbourne Grammar Sports Field

### Projected future population and number of dwellings – 2050

<table>
<thead>
<tr>
<th>Neighbourhood</th>
<th>Population</th>
<th>Dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lorimer</td>
<td>12,000</td>
<td>5882</td>
</tr>
<tr>
<td>Montague</td>
<td>23,200</td>
<td>10,311</td>
</tr>
<tr>
<td>Sandridge</td>
<td>27,200</td>
<td>13,737</td>
</tr>
<tr>
<td>Wirraway</td>
<td>17,600</td>
<td>6822</td>
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</table>
General information on the Fishermans Bend Framework and Planning Controls

Building Height Controls

Mandatory 4-6 storey height limits are retained at the interfaces with existing low-scale residential suburbs to the south however the extent of this height limit has been revised. Discretionary building heights across the remainder of Fishermans Bend that are aligned with the vision, the revised transport and open space proposals, and the need to deliver distinct and characterful neighbourhoods.

New mandatory overshadowing controls have been introduced to protect one park in each precinct from overshadowing in winter for three hours of the day, and key neighbourhood parks from overshadowing on the equinox for three hours of the day, excluding linear parks.

Lorimer will feature a mix of commercial buildings, high-rise housing and mid-rise developments. The controls have been designed to support the creation of a new laneway network that connect to the riverfront and the establishment of the Lorimer Parkway and open space network.

Montague is predominantly a mix of low to mid-rise housing that includes infill and terrace developments, and hybrid developments that include towers along Buckhurst spine and east of the 96 tramline. The adaptive re-use of existing buildings is encouraged. The northern section will feature a mix of mid-rise development and apartment towers. The density controls and height limits work together to increase the amount of sunlight and daylight within the public realm.

Sandridge is proposed as the primary commercial area within Fishermans Bend. It will include a range of commercial developments, as well as infill and shop-top housing, courtyard apartments along with hybrid developments that include mid-rise, perimeter block developments, with the greatest concentration of activity located within the central area near the proposed train station.

Wirraway will provide family-friendly living with a mix of low and mid-rise housing that includes townhouses, infill developments, shop-top housing and courtyard and perimeter block development. It will include hybrid developments that are predominately mid-rise with slender towers along Plummer Street.
General information on the Fishermans Bend Framework and Planning Controls

Fishermans Bend planning and engagement

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<th>Details</th>
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<td>Framework Development</td>
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<td>Fishermans Bend Framework and Planning Controls Finalised*</td>
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<td>Infrastructure Contributions Plan</td>
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<td>7</td>
<td>Precinct Plan Development</td>
</tr>
<tr>
<td>8</td>
<td>Draft Precinct Plans Released*</td>
</tr>
</tbody>
</table>

**Step 1: Vision**
The vision establishes a clear direction for the planning and delivery of Fishermans Bend.

**Step 2: Framework Development**
Pre-testing of the ideas and priorities in the draft framework ahead of its release.

**Step 3: Draft Framework Released**
The framework will guide the planning for Fishermans Bend, including strategies for transport, community services and facilities, public space, historic cultural heritage and sustainability.

**Step 4: Public Hearings on Submissions**
The Planning Review Panel conducted public hearings as part of the submission process for the proposed Amendment GC81.

**Step 5: Fishermans Bend Framework and Planning Controls Finalised***

**Step 6: Infrastructure Contributions Plan**

**Step 7: Precinct Plan Development**
Collaboration with the community on developing detailed precinct plans.

**Step 8: Draft Precinct Plans Released***
The precinct plans will detail how the strategies set in the Framework will be applied to each of the Fishermans Bend neighbourhoods.

**Contacts for further information**

- **DELWP Development Approvals general enquiry line:** (03) 8392 5489
- **Fishermans Bend Taskforce:** (03) 9948 2861
- **City of Port Phillip general enquiries line:** (03) 9209 6777
- **City of Melbourne general enquiries line:** (03) 9658 9658

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