



**Urban Design Framework**  
Adopted by the City of Yarra  
21 October 2008

in  
association  
with  
**mgs**  
JONES & WHITEHEAD Pty Ltd



The Gasworks Precinct occupies a prominent position between Queens Parade, Alexandra Parade and Smith Street. These major transport routes connect the precinct to the CBD and the eastern and north-eastern suburbs, but at the same time isolate it from surrounding neighbourhoods of Fitzroy, North Fitzroy, Collingwood and Clifton Hill.

The precinct is dominated by the 4-hectare gasworks site (the 'Gas & Fuel Site'). It also includes mixed light industrial/business and some housing to the east and west.

The precinct is within an easy walk of Edinburgh Gardens, Darling Gardens, the Fitzroy Pool and Collingwood Pool as well as the shopping and commercial strips of Smith Street and Brunswick Street.

The Victorian Government is currently considering the potential redevelopment of the gasworks site. Recent rezoning north of Queens Parade has stimulated redevelopment of old industrial sites. Additional rezoning is proposed to the east and west of the gasworks site and this is expected to lead to continuing redevelopment in the precinct.



## NORTH FITZROY GASWORKS PRECINCT 1: LOCATION & PHYSICAL CONTEXT

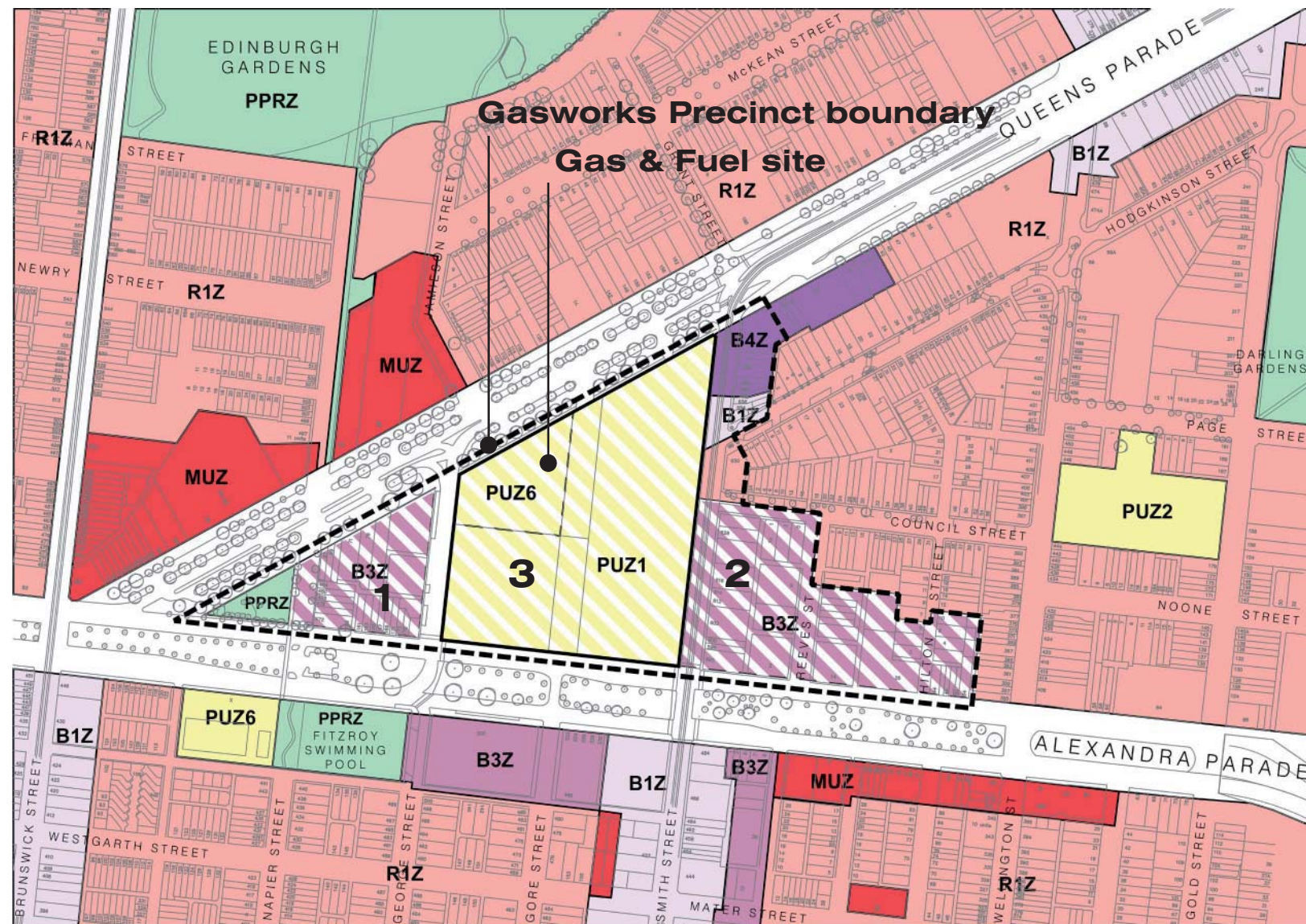
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The City of Yarra *Industrial and Business Land Strategy Review* (2004) makes several recommendations regarding uses in the precinct, based on declining demand for industrial and related land, increasing demand for services and office uses, and objectives to maintain local employment opportunities. The recommendations include zoning changes to support business development, to enable more intensive mixed uses, or to improve interfaces with housing or public spaces.

The industrial area between Queens Parade, Alexandra Parade and George Street contains a high proportion of houses. The opposite side of Queens Parade has been transformed with construction of apartment buildings after the area was rezoned from Industrial to Mixed Use. This has improved the amenity of Queens Parade and would be complemented by similar redevelopment to the south.

Continuation of businesses north of Alexandra Parade between Smith and Wellington Streets is encouraged, but flexibility is desired to allow for housing and offices on under-used sites along local streets, especially abutting residential properties, and at upper levels along main streets.



## LAND USE CHANGES AND REDEVELOPMENT OPPORTUNITIES

*Recommendations of the Yarra Industrial and Business Land Strategy Review aim to protect important industrial activity while supporting a general shift in emphasis from industrial activity to businesses within the City of Yarra. Specific zoning changes recommended to support this include:*

1. *Rezoning existing Business 3 to Mixed Use and encourage redevelopment similar to that north of Queens Parade.*
2. *Rezoning existing Business 3 to Business 2, with a local planning policy to give direction regarding the land use mix of the area*

*Appropriate zoning changes to support redevelopment of the Gas & Fuel site (3) should also be investigated. Options may include a Comprehensive Development Zone, Priority Development Zone, Mixed Use Zone or a combination of these.*



Recent medium-rise housing north of Queens Parade



View of the CBD across the Gas & Fuel site



Light industry east of Smith St in the B3 Zone



Low-intensity industrial use west of George St

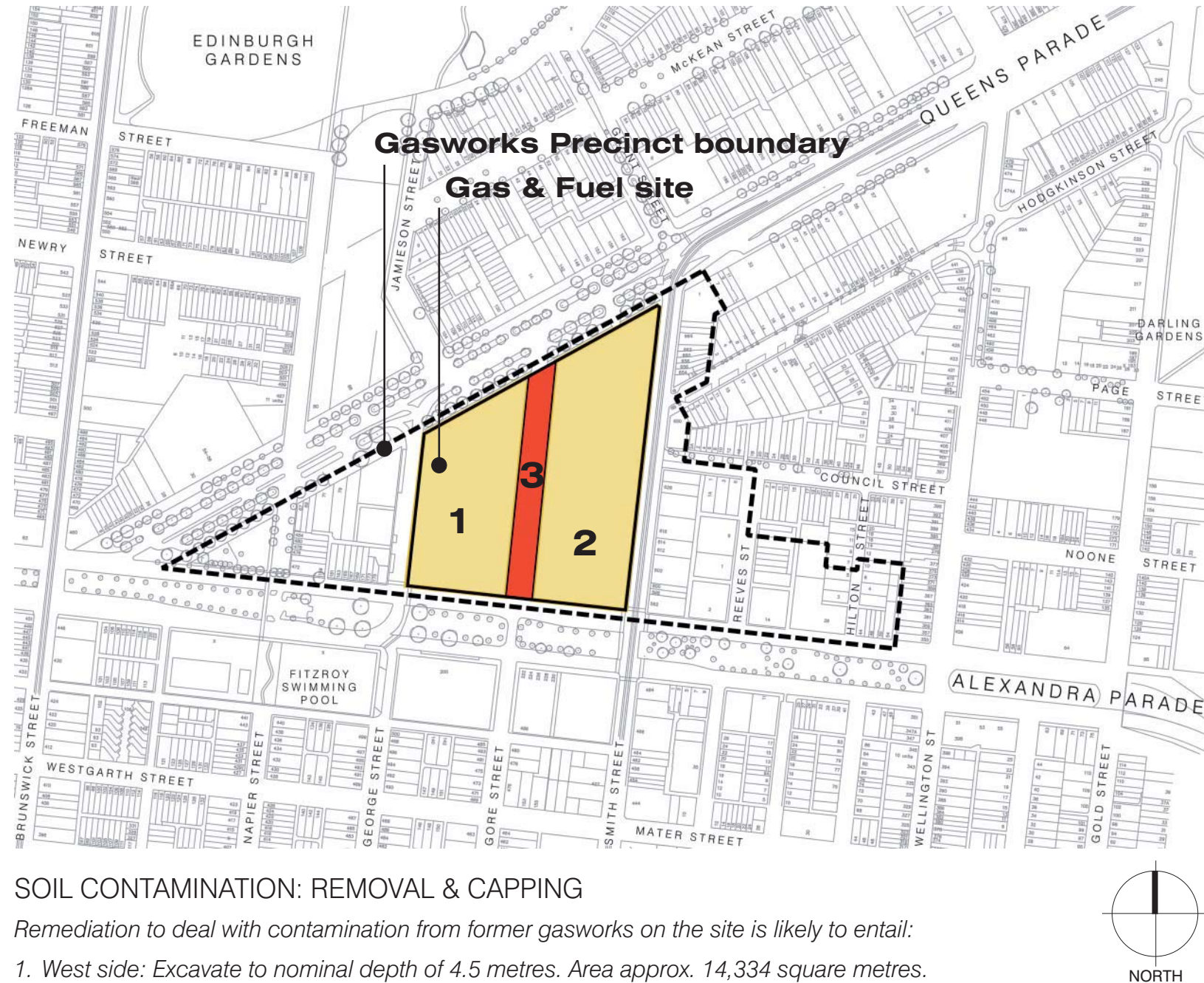
## NORTH FITZROY GASWORKS PRECINCT 2: CHANGING LAND USES



As a former gasworks, the site is, unsurprisingly, severely contaminated. Remediation will require excavation and removal of soil to a depth of about 4.5 metres over the entire site.

Although remediation costs create a significant impost on development, the excavation will facilitate incorporation of basement parking or other uses hidden below the development. Opportunities to create such large usable basement spaces in Fitzroy are rare, and this is a significant opportunity presented by the site.

The exception to this plan to excavate is along the alignment of Gore Street. Because of existing major underground services, this area would not be excavated but capped instead. It also must be retained as an open easement. This creates a logical location for a local street, pedestrian circulation route or public open space.



#### SOIL CONTAMINATION: REMOVAL & CAPPING

*Remediation to deal with contamination from former gasworks on the site is likely to entail:*

1. West side: Excavate to nominal depth of 4.5 metres. Area approx. 14,334 square metres.
2. East side: Excavate to nominal depth of 4.5 metres. Area approx. 20,368 square metres.
3. Gore Street alignment: Cap and retain as open easement.

## NORTH FITZROY GASWORKS PRECINCT 3: SITE REMEDIATION ISSUES



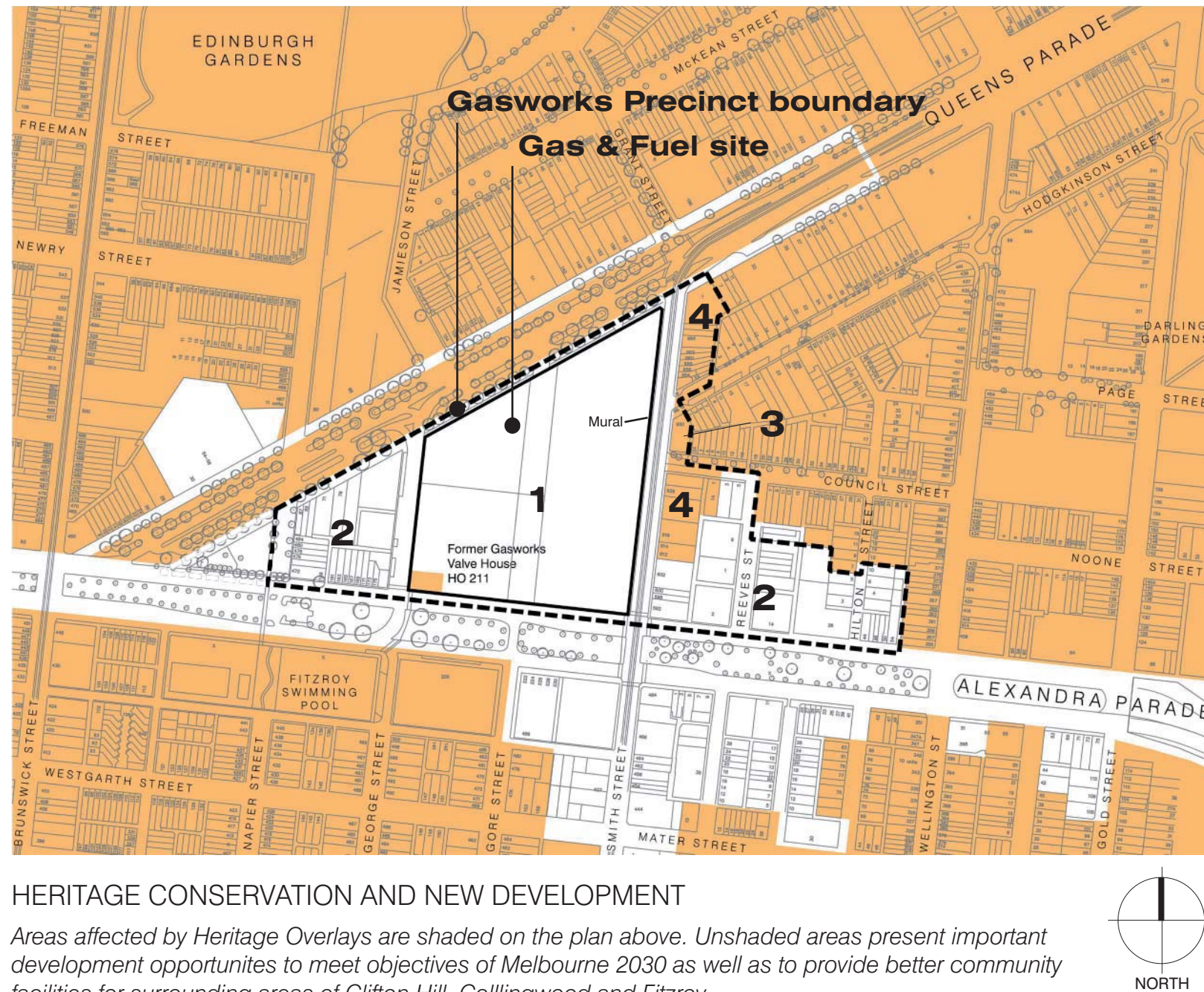
Despite decontamination costs, the Gas & Fuel site offers significant development potential because of its size and relative freedom from constraints due to heritage controls or potential impacts on other uses creates.

The valve house at the corner of George Street is the only structure covered by a Heritage Overlay.

The width of Alexandra and Queens Parades protect other sites from overshadowing or other impacts.

The site therefore provides a rare opportunity for new development in an area where off-site impacts and the protection of heritage values generally limits the scope of acceptable change. It provides an opportunity to support Melbourne 2030's aim to accommodate growth while limiting spread of the metropolitan area, as well as to provide facilities and services that will enhance surrounding heritage areas.

The industrial and business areas east and west of the Gas & Fuel site also offer opportunities for incremental redevelopment to realise higher intensities and more desirable mixes of land uses.



## HERITAGE CONSERVATION AND NEW DEVELOPMENT

Areas affected by Heritage Overlays are shaded on the plan above. Unshaded areas present important development opportunities to meet objectives of Melbourne 2030 as well as to provide better community facilities for surrounding areas of Clifton Hill, Collingwood and Fitzroy.

1. A comprehensive plan should be prepared for redevelopment of the Gas and Fuel Site.
2. Rezoning of mixed industrial/business areas to encourage more intensive mixed use redevelopment is encouraged.
3. Development of vacant site is encouraged to contribute to the Smith Street frontage and to create appropriate interface with adjoining heritage area.
4. For existing Business 1 and 3 zones including some properties with low-intensity development along Smith Street: infill redevelopment consistent with objectives for heritage protection is encouraged.



Former Gasworks Valve House (covered by HO 211)



Heritage area to the east: Hodgkinson St



Existing mural at Smith Street

The mural 'Barbed Wire to Bonbonniere' facing Smith Street is much loved by members of the community and while it has no formal heritage protection it merits detailed consideration in any design for redevelopment of the site. A detailed conservation assessment should be undertaken. Options for the mural may include restoration or relocation; alternatively, the mural should be thoroughly documented before removal and new artworks commissioned for the site.

## NORTH FITZROY GASWORKS PRECINCT 4: STRATEGIC DEVELOPMENT OPPORTUNITIES





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Future development of the Gasworks Precinct should:

- Respond to Queens Parade and Alexandra Parade with built form that contributes to their significance as formal boulevards, and land uses that suit the varied traffic and environmental conditions along them.
- Address Smith Street to strongly encourage the use of tram services in connection with development of the site, and to contribute to the streetscape character and vitality of the activity strip along the length of Smith Street.
- Improve pedestrian and bicycle access into and through the precinct to support its development and to integrate activity in the area with surrounding neighbourhoods.
- Accommodate community facilities meeting strategic needs of the wider area.
- Create useful public spaces to meet local needs, to improve their amenity and usability.
- Capitalise on significant development opportunities created by excavation for site remediation purposes and by the buffer created by wide roads north and south of the Gas & Fuel site.



Alexandra Parade



George Street, view south from Queens Parade



Queens Parade



Queens Parade at Grant Street

## NORTH FITZROY GASWORKS PRECINCT 5: KEY OBJECTIVES

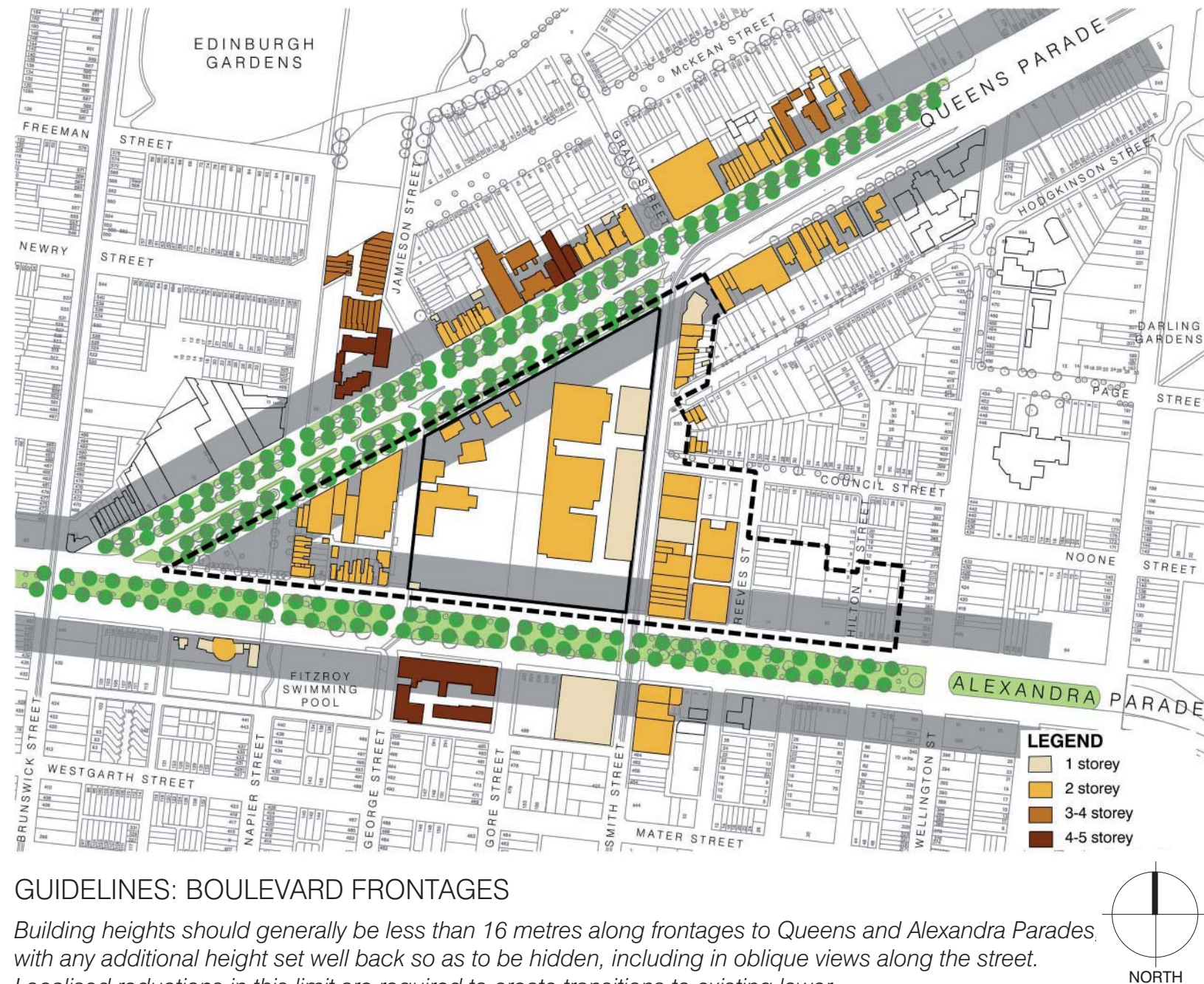
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Alexandra Parade and Queens Parade are important as regional travel corridors and formal civic spaces. These boulevards have implications for development relevant to built form, land use and access.

Their 60 metre width provides a buffer between the gasworks site and other areas: buildings up to 30 metres high north of Alexandra Avenue would never overshadow areas to the south. Recent five-storey apartments along Queens Parade demonstrate that in views from within the street, buildings of this height are still dominated by the street trees. This visual dominance of the trees over built form is desirable to maintain the boulevards' civic identity and to create a sense of regularity along their lengths, despite wide variations in built form.

Queens Parade is a leafy north-facing frontage ideal for residential uses. The Alexandra Parade frontage is less attractive for housing because it is not buffered by a service lane and because of the southerly orientation, although upper levels could have attractive views to the CBD. This frontage is more suited to commercial or civic uses that would benefit from the visual prominence to passing traffic.



## GUIDELINES: BOULEVARD FRONTAGES

*Building heights should generally be less than 16 metres along frontages to Queens and Alexandra Parades, with any additional height set well back so as to be hidden, including in oblique views along the street.*

*Localised reductions in this limit are required to create transitions to existing lower buildings especially near Smith Street and heritage areas east of Wellington Street.*

*Develop residential frontages to Queens Parade west of Smith Street.*

*Develop commercial or community uses along Alexandra Parade with residential or office space on upper levels.*

*Create high quality architectural frontages with a sense of articulation, streetscape scale and rhythm in keeping with the boulevards' width.*

*Minimise interference with the Queens Parade medians, protect the trees and replant with the same species where they are in poor condition. A Heritage Overlay applies to parts of Queens Parade (HO93), to protect its streetscape qualities.*



Queens Parade



Alexandra Parade



Recent five-storey apartments on Queens Parade



Warehouse on south side of Alexandra Parade

## NORTH FITZROY GASWORKS PRECINCT 6: BOULEVARD FRONTAGES

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Smith Street is a major retail and commercial street following the tram corridor to the CBD. North of Alexandra Parade, Smith Street's vitality has been limited by inactive frontages of the Gas & Fuel site. However, redevelopment offers the prospect of a continuous corridor linking Fitzroy, North Fitzroy, Clifton Hill and Collingwood.

Development in the precinct should respond to and contribute to the quality of this corridor. Continuous active frontages should be provided along Smith Street. Where the main use of a building is not suitable for active frontages (e.g. with housing). Vertical mixed uses should be considered with retail or other uses at ground level.

'Low rise' buildings are typical along the length of Smith Street, however the ceiling heights of older buildings are typically very high and there are many buildings of three or more storeys. Building heights of 12 metres (3 storeys of 4 metres each) would fit comfortably on the former Gas & Fuel site where significant new development buildings up to 15 metres may be acceptable.



#### GUIDELINES: SMITH STREET FRONTAGES

*Building heights should generally be less than 12 metres along frontages to Smith Street. Rapid reductions in height behind the frontage should be made to create a transition to heritage areas to the east. West of Smith Street, any additional height should be set back so as to be hidden from views within the street.*

*Create active street frontages to Smith Street with uses such as offices, service retail, community facilities and cafes. Particularly ensure the activation of corner sites if continuous active frontages are not feasible.*

*Address development to streets with no setbacks and create a positive interface with them by using appropriately scaled buildings and architectural treatments.*

*Discourage crossovers along Smith Street. Provide service access via basements or rear lanes where possible.*

*Plant street trees, provide high quality lighting and other streetscape enhancements.*

*Manage Smith Street traffic to favour trams, pedestrians and cyclists.*



Trams in Smith St



Typical mix of building heights south of Johnston St



The Gas & Fuel site now lacks active street frontages



Smith Street at Hodgkinson St

## NORTH FITZROY GASWORKS PRECINCT 7: SMITH STREET FRONTAGES

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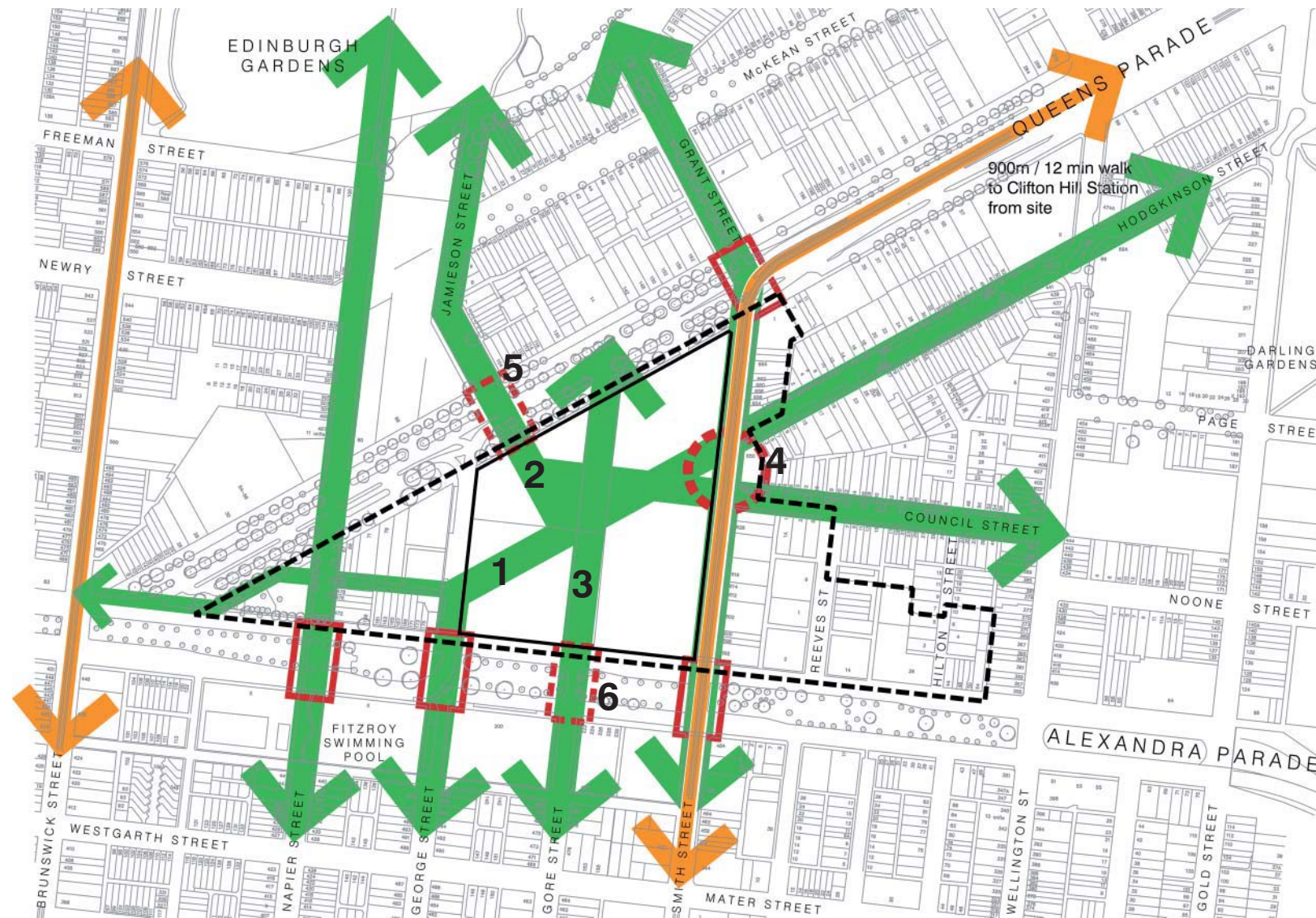
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An increase in the intensity of land use in the precinct must be supported by improved circulation. The Gas & Fuel site requires access routes into it to support its development, and it is preferable that these should be fully public routes to avoid creating an enclave isolated from the surrounding community. These public routes also have the potential to improve links between Fitzroy, North Fitzroy and Clifton Hill.

While vehicular access will be required to service development, the local circulation network should cater mainly to pedestrian access, avoid creating through traffic rat-runs between Queens Parade and Alexandra Parade, and generally discourage driving in favour of sustainable transport alternatives.

Tram facilities in Smith Street should be improved in parallel with the precinct's development. The existing tram stops in Queens Parade near Smith Street are exposed and offer poor amenity for passengers. A new 'super stop' may be appropriate in Smith Street between Hodgkinson and Council Streets, as these streets provide attractive pedestrian routes to the east and corresponding new links can be made into and through the Gas & Fuel site.



#### GUIDELINES: INTEGRATION OF LOCAL ACCESS

*Extend local streets as pedestrian routes to improve access and integration of the site with surroundings. These should follow straight lines to provide visual as well as physical access. Proposed routes include:*

- 1) *Extend Hodgkinson Street to George Street.*
- 2) *Extend Council Street westward to link with a south-easterly extension of Jamieson Street.*
- 3) *Reinstate Gore Street from Alexandra Parade to Queens Parade.*

*Create a new tram 'super stop' in Smith Street between Hodgkinson and Council Streets (4).*

*Create a signalised pedestrian crossing of Queens Parade at Jamieson Street (5) and investigate a new crossing of Alexandra Parade at Gore Street (6).*

*Enhance pedestrian amenity in existing streets through physical works (e.g. a treed median in Jamieson Street) and manage traffic to improve pedestrian amenity and safety, to improve tramway operations, and to support bicycling.*



Queens Parade tram stops



Cyclists crossing Alexandra Parade



View along Hodgkinson St to Gas & Fuel site



View along Grant St to Edinburgh Gardens

## NORTH FITZROY GASWORKS PRECINCT 8: INTEGRATION OF LOCAL ACCESS



	Location	Access Opportunities	Limitations and Issues	Recommended Access Options
<p>Vehicular access to the Gas &amp; Fuel site is limited by various factors. A Heritage Overlay protects Queens Parade so changes to its medians and plantings would be limited. However, its width and separate service road present compensatory opportunities.</p> <p>Alexandra Parade is one of the most significant arterials north of the city. The Victorian Government is investigating ways to improve east-west access through this area. The conclusions of that study may affect access to the Gasworks Precinct and its role in relation to transport infrastructure.</p> <p>Smith Street is only 20 metres wide and carries a tramway, so there is little capacity to provide turn lanes for buses and it is undesirable to use it for access to the Gas &amp; Fuel site.</p> <p>George Street forms a link between Queens and Alexandra Parades for west-bound traffic and therefore it carries heavy traffic within a narrow reserve.</p> <p>Existing site uses are estimated to generate about 350 vehicle movements at peak hour and 1,750 a day. Mixed use development* is likely to generate about 470 peak hour movements, with a daily total of around 4,472.</p>	<b>Queens Parade</b>	<p>Full turning movements at Gore St would consolidate access to east and west sections of the Gas &amp; Fuel site.</p> <p>Full turning movements at Jamieson St would support walking and cycle links to the north.</p> <p>Mid-block left in / left out access can occur via the service road without conflicting with through traffic movements.</p>	<p>The Heritage Overlay limits the potential to modify medians, trees and bluestone pitcher channels.</p> <p>VicRoads may regard a new intersection at Gore St to be too close to the existing Smith St signals (whereas Jamieson St would provide a good separation distance).</p> <p>Any new full turning movement intersection will affect bus movements.</p>	<p>Develop a new full-movement intersection at Jamieson St including provision for pedestrian and cycle crossings.</p> <p>Permit left in / left out access elsewhere along Queens Parade, with detailed locations sited to minimise impacts on trees and other heritage streetscape features.</p>
	<b>Smith Street</b>	<p>Full turning movements would be best located midway between Alexandra and Queens Parades to provide separation from existing signalised intersections.</p> <p>Left in / left out access for cars and small service vehicles can occur at locations along the street frontage without interfering with tram functions or through traffic movement.</p>	<p>An intersection near Hodgkinson and Council Streets would conflict with the preferred location for a new tram 'super stop'.</p> <p>Full turning movements at any location would interfere with tram movements.</p> <p>New vehicular crossovers of the Smith St footpath are undesirable given its important pedestrian role.</p>	<p>Discourage any vehicular access to the Gas &amp; Fuel site via Smith Street.</p> <p>Develop a DDA-compliant tram 'super stop' at Council/Hodgkinson Street and associated pedestrian links into the Gas &amp; Fuel site.</p> <p>Maintain an uninterrupted footpath along Smith St and maximise on-street kerbside spaces for short stay parking etc. supporting commercial and retail uses in the vicinity.</p>
	<b>George Street</b>	<p>Left in/left out access for cars and small service vehicles can occur at locations along the street frontage with minimal interference with through traffic.</p> <p>One way city-bound vehicular traffic is paralleled by a similar pattern of bicycle access, and there is potential to provide better cycle facilities with a building setback along the east side of George St.</p>	<p>One way traffic in George St and limits on turning in Queens Parade and Alexandra Parade restrict the efficiency of any access points to the Gas &amp; Fuel site from George St.</p> <p>Turning movements for larger vehicles could be problematic, requiring very wide crossovers or interfering with traffic in more than one lane.</p>	<p>Develop a widened walking and off-street southbound bicycle facility along the east side of George St using increased building setbacks.</p> <p>Discourage any vehicular access into the Gas &amp; Fuel site via George Street.</p>
	<b>Alexandra Parade</b>	<p>Left in / left out access could occur without new intersection works.</p>	<p>Congestion levels and limited turning movements on Alexandra Parade restrict efficient access.</p>	<p>Discourage vehicular access into the Gas &amp; Fuel site via Alexandra Parade.</p>

*\*Assumes a six-court indoor recreation centre, 50-child community centre, 409 residential apartments, bus depot, and 12,500 sq.m. commercial/retail space).*

*Based on Gas & Fuel Site, North Fitzroy: Traffic & Transport Feasibility Assessment, by GTA Consultants, September 2007.*

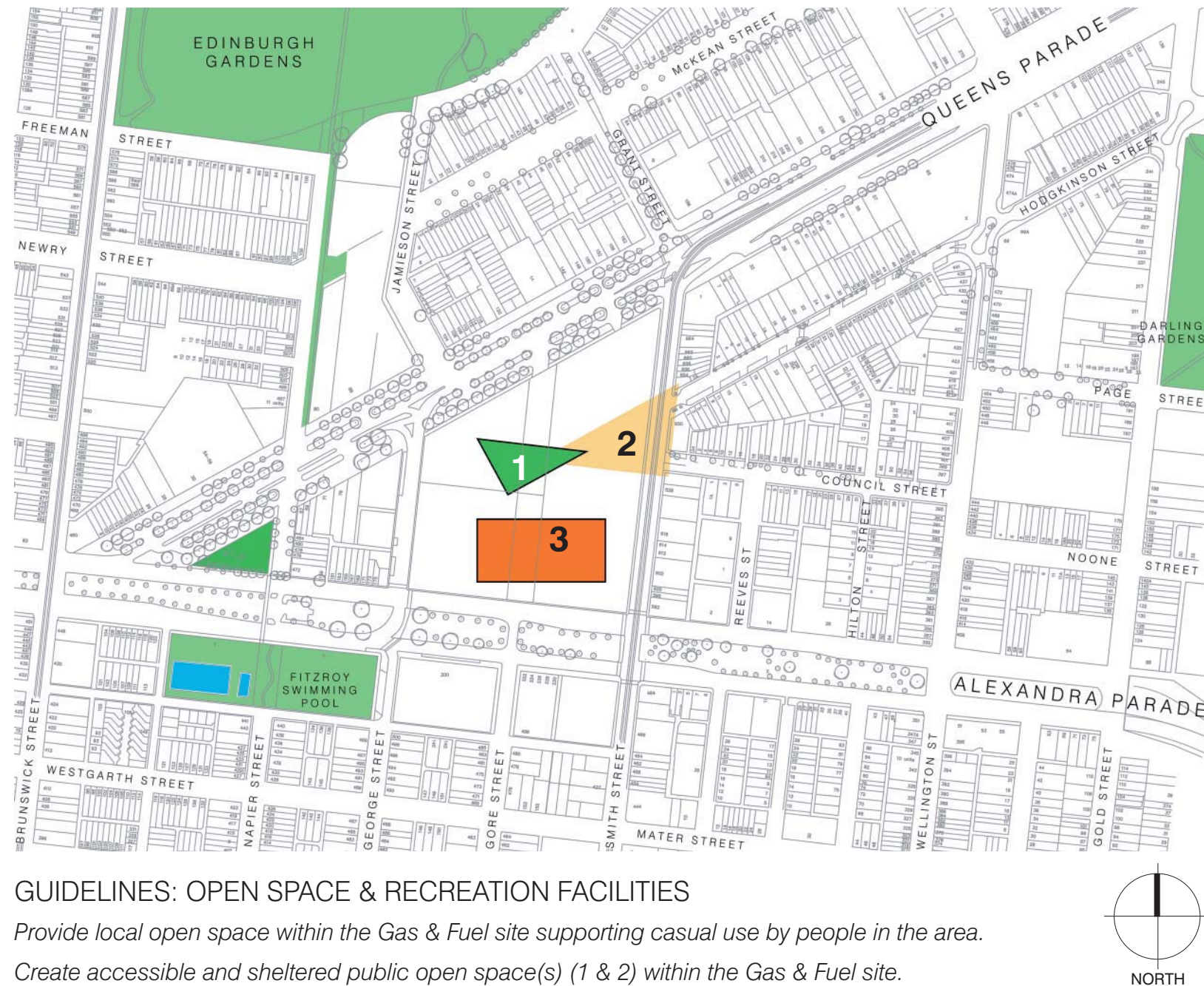
NORTH FITZROY GASWORKS PRECINCT 9: VEHICULAR ACCESS



The Gasworks Precinct is in walking distance of large parks (Edinburgh and Darling Gardens, and Mayors Park) which offer opportunities for passive recreation, active recreation and team sports.

Closer opportunities for casual recreation exist in reserves at the intersection of Queens and Alexandra Parades and adjacent to the Fitzroy Pool, but both of these are exposed to traffic and access is limited by surrounding main roads. The Gas & Fuel site presents an opportunity to provide a more accessible space that is sheltered from traffic. Handy recreational opportunities like these will be an important amenity supporting high density development where provision of private open space is likely to be limited.

The City of Yarra has commissioned feasibility studies for development of an indoor sports centre, which conclude that there is sufficient demand to warrant development of new facilities servicing Yarra residents, and that the Gas & Fuel site is the best available site because of its size and proximity to user catchment areas. A multi-purpose centre comprising six courts, a multi-purpose room and informal meeting space is therefore proposed for the site.



### GUIDELINES: OPEN SPACE & RECREATION FACILITIES

*Provide local open space within the Gas & Fuel site supporting casual use by people in the area.*

*Create accessible and sheltered public open space(s) (1 & 2) within the Gas & Fuel site.*

*Accommodate an indoor sports centre (3) within the Gas & Fuel site in line with recommendations of the City of Yarra's Indoor Sports Centre Feasibility Study.*

*Locate community facilities and open spaces together to encourage social interaction and community development.*

*Encourage development of complementary uses in the precinct e.g. sports-associated medical clinics.*

*Ensure heights of buildings are designed to protect reasonable solar access to local open spaces at all times of year.*

*Provide active frontages and windows at upper building levels overlooking public spaces to for passive surveillance.*



Park at the intersection of Queens and Alexandra Pde



Victoria St Coburg: Streets for people



Hays Paddock: Parks for local users' needs



Eastside: Open spaces protected from traffic noise

## NORTH FITZROY GASWORKS PRECINCT 10: PUBLIC OPEN SPACES & RECREATION FACILITIES

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## GENERAL PRINCIPLES

Create pedestrian links through large sites, aligned with nearby streets for visual accessibility and legibility.

Activate street frontages to contribute to street life and safety through passive surveillance, especially along Smith Street, public spaces and at corner sites. Encourage retail, offices or other uses at street level and residential above.

Build to front and side property boundaries except where usable public spaces and pedestrian links are desired.

Avoid open air car parks at street frontages. Minimise car park entries to reduce impacts on footpaths. Provide for sharing car parks among user groups to maximise their use. Minimise required parking provision rates to encourage use of public transport; do not provide dedicated on-street resident parking spaces.

Encourage general design excellence addressing:

- Sustainability.
- Good 'street architecture' that contributes to the public environment from a pedestrian's perspective.
- Minimised noise generation and amelioration of traffic noise.
- Amenity in public and private spaces.



## SMITH ST FRONTAGES

No front or side setbacks permitted except to create a plaza at Hodgkinson/Council Streets (1).

Create continuous active frontages.

Preferred max. height 14 metres; absolute max. 17 metres.\*

## QUEENS PARADE FRONTAGES

Preferred max. height 17 metres; absolute max. 20 metres.\*

## ALEXANDRA PARADE FRONTAGES

Preferred max. height 17 metres; absolute max. 30 metres.\*

Create active frontages onto busy road.

## GEORGE ST & NAPIER ST FRONTAGES

Preferred max. height 17 metres; absolute max. 20 metres.\*

Create a nominal 6 metres ground level setback for an improved pedestrian and off-street bicycle link along the east side of George Street between Alexandra Parade and Queens Parade (2). No other front setbacks required.

## FRONTAGES TO PUBLIC SPACES (1 & 3)

Create regular frontages defining open spaces.

Create active frontages onto public spaces.

## MAXIMUM HEIGHTS WITH SETBACKS

Heights may increase away from street frontages using upper-level setbacks that are not visible from the adjoining street above parapets at the nominated maximum frontage heights.

Maximum building heights must ensure:

- No overshadowing at mid-winter of the southern footpath of Alexandra Parade.
- Mid-winter solar access to southern edges of public open spaces 1 and 3.

Reduce heights rapidly to the east of Smith Street to create a transition to low-rise heritage precinct.

\* Decision guidelines should ONLY allow for absolute maxima subject to design excellence.

## NORTH FITZROY GASWORKS PRECINCT 11: GENERAL BUILT FORM PRINCIPLES

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## COMPREHENSIVE PLAN FOR THE GAS & FUEL SITE

The Council and the State should negotiate and jointly determine allocations of space on the Gas & Fuel site (1) for:

- Affordable housing
- Community recreation facilities
- Complementary services e.g. sports-associated clinics
- Public open space including circulation links

Procurement options include (separately or in combination) sale or long term lease and private development; public/private partnerships or joint ventures; and public sector development. Factors influencing the choice between these include capital costs including site decontamination, and the value of long term retention of strategic properties in public ownership.

Rezoning of the site(s) should occur in accordance with an agreed development plan.

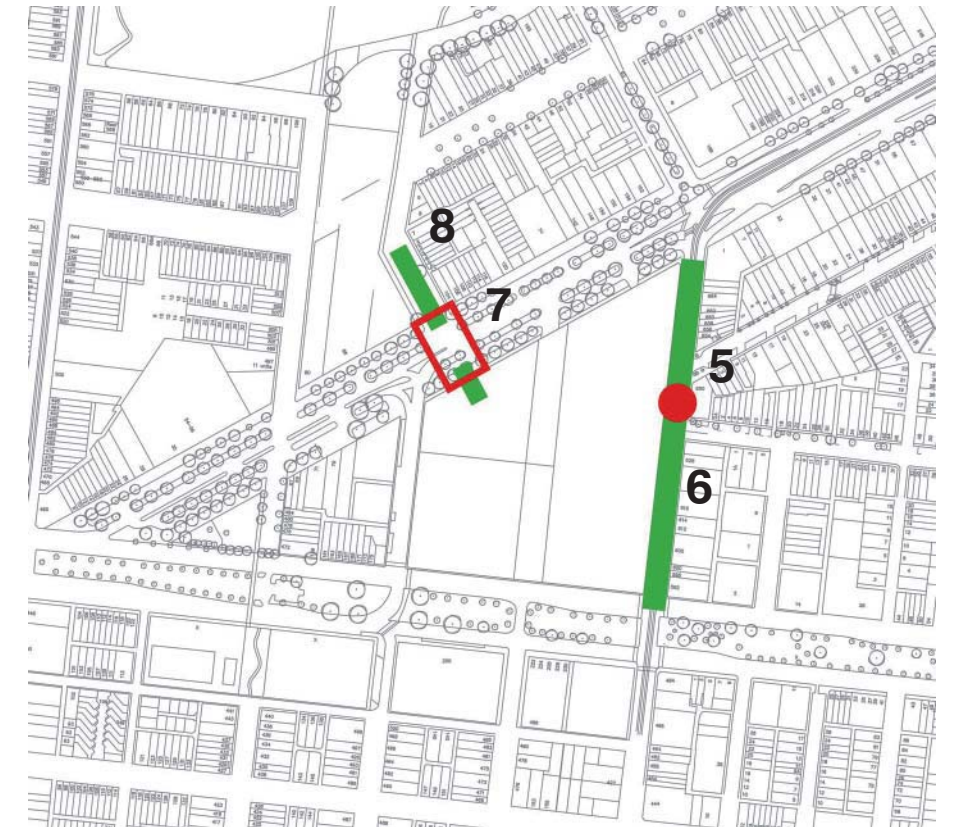


## OTHER ZONING CHANGES

Changes should be made in local land use zones in accordance with the recommendations of the *Industrial and Business Land Strategy Review*:

2. Change B3Z west of George Street between Queens and Alexandra Parade to MUZ.
3. Change B3Z between Smith and Wellington Streets on the north side of Alexandra Parade to B2Z.

In addition, consideration should be given to potential rezoning of the vacant site fronting Smith Street between Hodgkinson and Council Streets (4) to facilitate creation of active frontages onto Smith Street while creating an appropriate transition to residences to the east (e.g. possibly change to Mixed Use Zone).



## STREETSCAPES AND TRAFFIC MANAGEMENT

Support cycling on local streets and improve pedestrian safety through reduced speed limits, and design and implement physical improvements for local streetscapes, with priority works including:

5. Develop a new tram 'super stop' in Smith Street at Hodgkinson and Council Streets.
- 6 Undertake pedestrian enhancements of Smith Street.
7. Create a new pedestrian crossing of Queens Parade at Jamieson Street.
8. Build a treed median in Jamieson Street.

# NORTH FITZROY GASWORKS PRECINCT 12: IMPLEMENTATION ISSUES