



ST KILDA ROAD SOUTH

Urban Design and Land Use Framework

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This report has been prepared by
Planisphere Planning and Urban
Design Consultants and the City
of Port Phillip.

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ST KILDA ROAD **SOUTH**

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Executive Summary

Summary Directions

A **Vision** articulates the key strategic directions for the St Kilda Road South Precinct as follows:

Over the next 15+ years the St Kilda Road South Precinct will evolve as a vibrant and diverse series of neighbourhoods, each with a strong sense of place, community and local identity.

- *The Precinct will build on its role as a ‘niche’ retail and creative business cluster.*
- *The liveability of the Precinct will be enhanced with more places for people to enjoy community life. Small ‘social spaces’ along the street and active uses at the ground level of buildings will provide opportunities for people to meet.*
- *High quality, well design housing will cater for the needs of a diverse community and a range of household types.*
- *Well-design contemporary buildings will enhance the character and image of each neighbourhood and will sit respectfully alongside heritage sites and adjoining residential areas.*
- *Streets will be attractive, safe and easy to move around by all forms of transport, particularly by foot or bike. Traffic and parking will be well managed as the precinct grows.*
- *The Precinct will be well connected to surrounding open spaces, community facilities and nearby activity centres.*
- *St Kilda Road south will be enhanced as one of Port Phillip’s key urban boulevards and a gateway to the southern suburbs of Melbourne.*
- *The landscape themes of St Kilda Road south will extend into Wellington and Carlisle Streets to form green links to the adjoining neighbourhoods and a well-treed character throughout.*

Guiding Principles underpin these future directions and inform an integrated approach to planning for the Precinct:

- *Identity and place*
- *Thriving business cluster*
- *Streets and spaces for people*
- *Urban greening*
- *Beautiful buildings*
- *A great place to live*
- *Easy access for all.*

Strategic Directions are established for each of the three neighbourhoods as follows:

St Kilda Road will continue to evolve as a lively niche retail and business area, with a growing residential community, based around a safe and friendly pedestrian environment.

- The character of St Kilda Road will be redefined as an urban boulevard linking St Kilda Road North and Brighton Road.
- A strong image will be created through well-designed buildings that contribute to street character and activity, add to visual consistency and re-instate the street-edge.
- The role of St Kilda Road, together with Inkerman Street, as a mixed use enclave will be fostered, supporting a range of business and dwellings.
- East-west streets will act as the neighbourhood's principle connectors to open spaces and nearby activity centres (shops & services).

Wellington Street will be enhanced as a local and vibrant mixed use 'village', and a green link from Chapel Street to Albert Park:

- The village feel will be fostered as a local mixed use neighbourhood and a leafy, pedestrian-focused street.
- Residential land uses will be consolidated on the south side of the street, with increased residential activity on the north side mixed with retail and commercial activities at street level.
- Emerging clusters of local retail uses / cafes will be encouraged at the western end of Wellington Street, and immediately east of Upton Road, to create focal points and 'pause places' for the growing local community.
- Higher scale development will be contained to the western-end of the street, relating to the scale and function of St Kilda Road.
- The scale of future development in the balance of the street will be in keeping with its established lower-rise character and human scale.
- Wellington Street will be enhanced as a local 'green link', improving access for pedestrians and bike riders, and mitigating the impacts of traffic.

Carlisle Street will remain a residential neighbourhood of mixed dwelling types, set along a 'green link' between East St Kilda and St Kilda:

- The residential role and character of Carlisle Street will be consolidated, recognising the potential to deliver well-located housing growth, including a mix of dwelling types and styles.
- As a pedestrian focused 'local green link' between East St Kilda and St Kilda, the street will provide a connection between the activity centres of Carlisle Street and Acland Street, and to the foreshore.
- The landscape setting of the street will be strengthened through planting in the public and private realms, and through well-spaced buildings set back from the street edge.

Key Directions for Land Use are to:

- Reinforce the established commercial role of St Kilda Road as a niche retail and business precinct to benefit from the profile and exposure of a St Kilda Road address.
- Encourage a diverse range specialty retailing, display based retail uses and complementary commercial uses at ground level along the eastern side of St Kilda Road to create a continuous activated edge to the street.
- Consolidate the cluster of specialty retailing and cafes/restaurants at the intersection of Inkerman Street and St Kilda Road.
- Nurture opportunities to establish small, start-up or creative enterprises throughout the precinct, including in vacant or under-utilised premises.
- Encourage land uses that create activity nodes and community focal points for local residents and workers.
- Retain the established role of Wellington Street (south side) and Carlisle Street as residential areas.
- Provide additional opportunities for well-located housing growth, including;
 - Residential uses above and to the rear of commercial premises along the eastern side of St Kilda Road
 - Facilitating residential redevelopment of sites along the western side of St Kilda Road, Alma Road and Barkley Street.
 - Facilitating the transition of Wellington Street (north side) from commercial to a mixed use area with a residential focus at upper levels.
 - Further medium density development within Wellington Street (south side) and Carlisle Street which respects the existing neighbourhood character and heritage of these areas.

- Enhance linkages to nearby activity centres to maximise resident and worker access to a wide range of shopping and community facilities, and to public transport connections.

These directions are reflected on the *Land Use Framework Plan* (Figure 7) and will be delivered via:

- Rezoning of selected 'Commercial 1' Zone areas to a 'Mixed Use' Zone to facilitate a transition to residential/mixed use including:
 - The north side of Wellington Street
 - Properties fronting Alma Road – east side
 - Area bounded by St Kilda Road, Alma Road and Barkly Street.
- Revised land use policy within the Port Phillip Planning Scheme to guide decision-making on planning permit applications.
- Retention of specific sites in the General Residential Zone to enable consolidation and redevelopment that would reinstate the street-edge along the western side of St Kilda Road:
 - 43 and 45 Charles Street, St Kilda
 - 20 Waterloo Crescent, St Kilda
 - 52 and 52A Vale Street, St Kilda
 - 49 Vale Street, St Kilda.
- A range of other initiatives relating to; business facilitation, public realm activation and strengthening community connections.

Key Directions for Built Form are to:

- Reinforce the boulevard character of St Kilda Road through strengthening the built form edges and landscape elements (maximum building heights along St Kilda Road are generally between 4 to 6 storeys).
- Reflect the topographic high point of St Kilda Hill, and the St Kilda Junction, through higher scale development in these locations (maximum building heights of 8-10 storeys are proposed, including for the western most portion of Wellington Street to reflect established development).
- Create visual cohesion within streetscapes through a consistent street-wall height, and regularity in the scale and spacing of buildings.
- Ensuring a lower scale of development within Wellington and Carlisle Streets (with 4-5 storey maximums proposed along the north-side of Wellington and Carlisle Street, and 2-3 storeys maximums along the south-side of Wellington Street).
- Ensuring a transition down in scale to established residential areas (ResCode standards for overshadowing of private open space and setbacks will apply).
- Maintain the visual prominence, views to and the significance of heritage places.
- Requiring development to present an 'active' edge to the street, contributing to a vibrant, safe and attractive pedestrian experience.
- Promote high standards of internal amenity in new dwellings and a range of dwelling types and sizes.

These directions will be delivered via:

- Application of a new *Design and Development Overlay* (in the Port Phillip Planning Scheme) across the majority of the precinct. This will establish a 'preferred future character', 'design objectives' and 'design requirements' applicable to each area. Design requirements include street-wall heights, overall building heights and setbacks. The Built Form Framework Plan and Built Form Control Areas Plan (Figure 4 & Figure 5 respectively) illustrate these requirements.

A comprehensive analysis has been undertaken to justify the proposed development controls, with a detailed 'rationale' section included as part of the draft Framework.

- A range of discretionary and mandatory development controls are proposed, with mandatory controls recommended where they can be justified against the 'criteria' set out in the relevant State Planning Practice Note.
- Mandatory street-wall heights are recommended across the majority of the Precinct and mandatory maximum building heights are proposed for Wellington Street and Alma Road (adjacent the historic St Kilda Presbyterian Church).
- Application of *local policy* and *schedules to the mixed use and residential zones* which reflect development outcomes for residential areas, including maximum building heights in Wellington Street.

Key Directions for the Public Realm are to:

- Create a strong sense of place and identity for each neighbourhood through:
 - Strengthening the ‘boulevard’ character of St Kilda Road
 - Developing the local ‘village’ character of Wellington Street
 - Reinforcing Carlisle Street as a ‘green link’.
- Establish and reinforce a series of ‘pause places’ across the precinct – which function as neighbourhood spaces for people to meet and rest.
- Ensure the design of streets and adjoining development promotes street-life through ‘active’ edges, and a safe, conducive environment for walking.
- Create additional public space opportunities that are integrated with the wider open space and pedestrian network.
- Improve the connectivity of the precinct to adjoining activity centres, open spaces and transport links – including through enhancing key east – west roads as distinct local ‘green links’ and a continuous north-south link from Wellington Street to Carlisle Street.

These directions are reflected on the *Public Realm Framework Plan* (Figure 11) and will be delivered via:

- A strategic ‘place-making’ project for each neighbourhood.
- A series of site-specific and precinct-wide public realm opportunities including: defining ‘pause places’ along streets, landscape improvements and continuous ‘green-links’, the potential of urban art to reflect the area’s history and future directions for each of the ‘left-over spaces’ following the widening of St Kilda Road.

The focus is on smaller scale public realm interventions, many of which can be incorporated into existing capital works programs such as implementation of

Council’s Walk Plan and Bike Plan, and street tree planting program. Many of the recommended initiatives achieve integrated outcomes – improving the image, amenity and accessibility of the precinct, and will be further reinforced through land use and development outcomes.

Key Directions for Access & Parking are to:

- Prioritise walking, cycling and public transport as the primary transport modes.
- Ensure the design of streets and adjoining development promotes a safe, amenable and well-used pedestrian network throughout the precinct.
- Mitigate the impacts of through-traffic to enhance neighbourhood identity and activity, and limit traffic speed and volumes in residential streets.
- Pursue enhanced access and transport choice for a growing resident and worker population, and reduce the reliance on car travel.
- Require new developments to be self-sufficient in on-site car parking.
- Improve the connectivity of the precinct to adjoining activity areas, open space and transport links and ensure that public realm spaces are well-defined, attractive, usable and safe.
- Pursue improvements to the accessibility and safety of St Kilda Junction.

These directions are reflected on the *Access and Parking Framework Plan* (Figure 13) and will be delivered via:

- Integrating the access improvement as part of ‘place making’ projects for each neighbourhood eg. The Wellington Street ‘village’ streetscape concept.
- Improvements to the pedestrian and bike networks (co-ordinated with the on-going implementation of Council’s Walk Plan and Bike Plan). This includes improvements at specified pedestrian crossing points/signals, new and upgraded delineated bike lanes, and improved accessibility to nominated tram stops.
- A precinct based Parking Review (scheduled for 2016).
- Clear vehicle access, car parking and loading requirements for new development in the planning scheme.
- Advocacy and collaboration with State Government Departments and agencies, including VicRoads, Public Transport Victoria and the Metropolitan Planning Authority

Capacity Analysis – Future Growth Projections for the Precinct

The St Kilda South Road Framework includes a detailed ‘Capacity Analysis’ which projects the growth in dwellings and retail/commercial floor space that could be achieved under the proposed built form controls. This is detailed in Appendix C of the Framework. The analysis projects the capacity for:

- An additional 1908 dwellings within the Precinct. This corresponds to an additional 3,315 residents (at an average household size of 1.8 persons). Overall there will be a 130% increase from the existing estimated population (2,549 persons).
- An additional 1,107m² of retail floor space and a reduction of 8,079m² of office floor space. This corresponds to a projected 9% increase in retail (37 persons) and 17% decrease in office worker populations (404 persons) and reflects the transition to greater residential use in certain parts of the Precinct.

The Capacity Analysis has been used to ‘test’ the traffic and parking implications of future development potential. Recommendations in the access and parking section of the framework are aimed at accommodating the additional demands on the road and public transport networks, and promoting use of ‘active transport’ modes.

The projections for future resident and worker populations will also inform Council’s future service planning for the broader St Kilda and St Kilda East neighbourhood areas.

St Kilda South Road Precinct Framework – Implementation

- Chapter 4 of the draft Framework outlines the implementation approach and lists key actions / projects (and indicative timeframes). The preparation of a detailed Implementation Plan would follow adoption of the Framework and will be subject to the annual budget process.
 - The planning related strategies and actions of the draft Framework will be implemented through an amendment to the Port Phillip Planning Scheme. The Framework provides the strategic basis for the rezoning of selected sites, revised local planning policy to guide land use change, and a new Design and Development Overlay to manage the scale and form of future development.
 - It is proposed that Council would formally determine to prepare and exhibit an amendment, concurrent with adoption of a final Framework. This would ensure that the planning scheme implementation commences in a timely way, whilst allowing for the final Framework to accommodate any changes in response to submissions.
 - Council can request the Minister for Planning to introduce interim controls, whilst the permanent controls undergo a full exhibition / Panel process. These would reflect the proposed controls and ensure development proposals do not prejudice the future vision and directions set out for the precinct in the Framework Plan.
- Other key implementation initiatives include:
 1. The *St Kilda Road Corridor – Boulevard Enhancement Project* - a collaborative partnership with the City of Melbourne, VicRoads, Public Transport Victoria, and the Metropolitan Planning Authority to develop a whole of corridor integrated strategy, including an agreed concept design and program for delivery.
 2. The *Wellington Street ‘Village’ Project* - preparation of a streetscape concept plan to deliver an integrated series of landscape and access improvements, including delivery of the State Government local streetscape improvement initiative and funding (\$200,000 in 2015/16).
 3. *Access and safety improvements at St Kilda Junction* – via advocacy and collaboration with State Government agencies.
 4. *A precinct based review of on-street parking* – scheduled for 2016.
 5. *98 Inkerman Street* - investigation of an alternative use for the Council owned car park (including options for open space and community housing).



I. Introduction

1.1 Project background

Overview

The City of Port Phillip has prepared the **St Kilda Road South Urban Design and Land Use Framework (Framework)**.

The Council is committed to working with the community to establish a shared vision for the future of the Precinct, particularly within the context of a significant increase in development pressure.

The project is focussed primarily on St Kilda Road South, Wellington Street and Carlisle Street, as shown on Figure 1: Context. The relationship of the Precinct to adjoining residential neighbourhoods has also been considered.

Project objectives

Specifically, the project establishes the strategic basis for new built form controls in the Port Phillip Planning Scheme, to guide better development outcomes. It also reviews land use directions for the Precinct and identifies possible improvements to its streets, open spaces and transport connections.

The project aims to:

- Strengthen the identity of the Precinct, particularly along St Kilda Road and Wellington Street
- Improve the functioning of the Precinct - its activities, linkages and amenity - for residents, workers and visitors
- Provide greater certainty and direction for the community and development industry
- Ensure new development and land use change within the Precinct is well managed.

Precinct study area

The Precinct area is shown in Figure 1: Context, and consists of land within the St Kilda Road South area where a strategic review of the built form and land use directions is required.

The Precinct is located between the major focal points of St Kilda Junction, Chapel Street and Carlisle Street.

Specifically, the Precinct includes:

- All land along St Kilda Road between St Kilda Junction and Carlisle Street, which currently lacks built form controls (excluding the eastern side of St Kilda Road within the Carlisle Street Activity Centre). This includes sites within the Commercial 1 Zone and Residential Zones. (While the land use of residential sites may not change in the future, they have sensitive interface conditions which need to be carefully managed).
- Specific areas of Commercial and Residential 1 Zoned land that extend from St Kilda Road along Alma Road, Barkly Street, Argyle Street and Inkerman Street, which currently do not have built form controls.

- All properties within Wellington Street, so that the strategic land use and urban design direction of the street can be considered in its entirety.
- Part of the northern side of Carlisle Street, east of St Kilda Road, which has larger lot sizes and has been subject to development pressure.

The Precinct is surrounded by established residential and heritage areas, which form a sensitive interface.

Within the broader context, the Precinct is located in close proximity to Fitzroy Street, Acland Street, Carlisle Street and Chapel Street Activity Centres. Major open spaces of Albert Park, Alma Park and the St Kilda foreshore are also within the broader area.

Public transport connections in and proximate to the Precinct include tram services on St. Kilda Road, Chapel and Carlisle Streets and Windsor railway station.

While St Kilda Junction is not part of the Precinct, consideration has been given to its design and function around issues of safety and access.

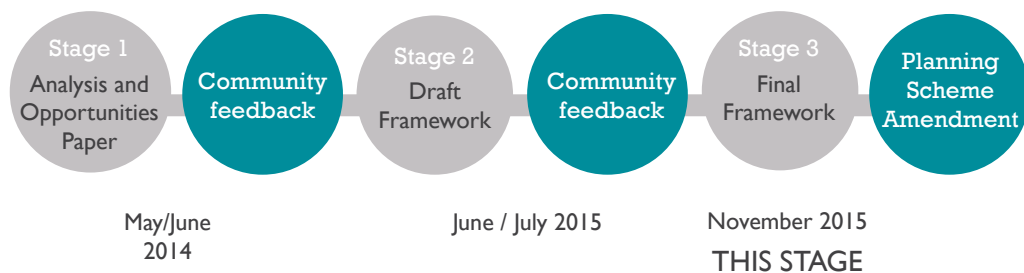
Figure 1: Context



Project Stages

The project is being undertaken in three stages. We are now in Stage 2, whereby this draft Framework has been prepared for community feedback.

The project stages are shown below.



Framework

The Framework consists of the following chapters and appendices:

Chapter 1 Introduction	Chapter 1 introduces the project and the Precinct study area.
Chapter 2 Vision and principles	Chapter 2 presents the Vision for future of the St Kilda Road South Precinct and each of its neighbourhoods, and Principles for future development to support this Vision.
Chapter 3 Strategies	Chapter 3 sets out the strategies for the St Kilda Road South Precinct which will help realise the Vision and Principles. The Strategies are based around the themes of Built Form, Land Use, Public Realm and Access and Parking.
Chapter 4 Implementation	Chapter 4 outlines a program for implementing key projects recommended by the Framework.
Appendix A: Planning policy context	Appendix A outlines the statutory and strategic background to the Framework.
Appendix B: Urban context analysis	Appendix B documents the Precinct's urban form and image, current land use trends, the public realm and access conditions.
Appendix C: Capacity analysis	Appendix C assesses the potential future residential dwelling yield and retail and commercial floorspace in the Precinct.

Accompanying reports

Transport and Parking Capacity and Demand Study (Ratio Consultants)	Assesses the current and potential future access and movement networks and car parking supply/demand, based upon the projected increased population.
Consultation Report	Documents the consultation processes and summarises feedback received from the community.

1.2 The people and the place

The story

St Kilda Road South has a rich and diverse history that has seen the Precinct transformed from an area of ephemeral wetlands and swamps near the Junction and open woodland and dry sclerophyll forest over the St Kilda Hill, through subsequent subdivisions for residential and commercial development.

The earliest inhabitants of the area of the City of Port Phillip were the Yalukit Wilum, one of the five clans of the Boon Wurrung, known as the coastal tribe, and who were members of the Kulin nation.

The Yalukit Wilum inhabited the swampy areas below Emerald Hill (South Melbourne) and the sandy-ridged ti-tree covered coastline, which extended from St Kilda to Fishermans Bend (Port Melbourne). The Aboriginal inhabitants knew the St Kilda area as Euro-Yroke - a name they used to describe the red-brown sandstone found along the beach.

North of the Precinct across St Kilda Junction stands the Ngargee (Corroboree) Tree. This river red gum is thought to be over 300 years old, and one of the oldest remnant trees in the Port Phillip area. The tree is significant for its use as a corroboree tree and gathering place by indigenous

communities residing in the area before and after European colonisation. The Ngargee (Corroboree) Tree has a site specific Heritage Overlay and Citation.

Urban development began in the area from the 1840s with rapid growth at the end of the century, assisted by the construction of the railway line. Further growth occurred in the interwar period and again in the 1950s and 1960s. This included the construction of many flats and apartments.

Major change occurred in the 1960s and 1970s with the redevelopment of St Kilda Junction and the widening of the old High Street (now St Kilda Road South). This resulted in the destruction of the western side of High Street (St Kilda Road) and the removal of the historic shopfronts that once defined this streetscape.



Postcard of High Street (St Kilda Road) with cable tram



The former Junction Hotel (near the current day corner of Barkly Street and St Kilda Road) which was a local landmark building



The Ngargee (Corroboree) Tree



High Street (St Kilda Road) near Octavia Street looking towards Alma Road



St Kilda Road junction in 1950s, looking north



Intersection of High and Inkerman Streets in the 1950s



Former western side of High Street (St Kilda Road)



Postcard of St Kilda Junction

The community

The St Kilda Road South community comprises residents and businesses, some of which have been in the area for a long time, others which are more transient in nature.

The Precinct is included within the suburb of St Kilda and the neighbourhoods St Kilda and East St Kilda. Within St Kilda (suburb) the dominant age profile is 25-29 (19.5%) followed by 30-34 (15.8%). The dominant household type is 'lone person' (42%) followed by 'couples without children' (22.6%). The dominant dwelling structure is high density (58%), followed by medium density (30.8%).

However it is important to note that within the specific Precinct there is a higher proportion of detached dwellings which would correspond to a higher number of larger family households as compared to the wider suburb. It is anticipated that future development in the Precinct will be primarily in the form of apartments and accordingly the proportion of this dwelling type will increase within the Precinct.

The community has a strong desire to improve the area, particularly in regard to its character and identity. This includes creating a better sense of place and more community focal points.

Neighbourhoods

Three neighbourhoods have been identified in the preparation of the Framework: St Kilda Road, Wellington Street and Carlisle Street.

Each neighbourhood has its own distinctive patterns of built form, land use, public realm and access. Therefore each will require specific strategic directions and planning responses.

St Kilda Road is a major arterial road with a 'highway' character, supporting a mix of business and residential land uses. It is an important link between Melbourne's CBD and the southern suburbs. The west side has a mixed built form character, as distinct from the fine-grain shopfronts on the east side.

Wellington Street is a local neighbourhood with a mix of residential, retail and office uses. It includes apartments and office buildings, as well as terrace and detached housing. While the northern side has previously been developed for offices, it is currently transitioning to a primarily residential area. Wellington Street is an important local connection between Chapel Street, St Kilda and Albert Park.

Carlisle Street is an established residential area with a mix of detached housing and apartments as well as non-residential uses. It is an important connection between the Carlisle Street and St Kilda Activity Centres.

Figure 2: Neighbourhoods



The precinct today

Currently, the overall image of the Precinct is mixed, and its various neighbourhoods have differing land use roles, building styles and streetscape characters.

To the passing motorist, the Precinct may feel more like an 'in between' space, without the distinctive image of the St Kilda Road North boulevard, the well-treed avenue of Brighton Road to the south, or the vibrant hub of Carlisle Street.

New, higher density residential development throughout the Precinct is changing its role. Increased traffic and parking demands are important issues to be managed, along with the scale of new development and its 'interface' with adjoining residential areas.

While there is good access to the CBD by car or public transport, the busy roads of the Precinct result in a poor quality environment for pedestrians, bike riders or people with limited mobility. In many areas, streetscape treatments could improve conditions.

The topography of St Kilda Road rises up to the crest of St Kilda Hill, which is a metropolitan high point and geographic landmark. A cluster of high scale buildings is emerging at the crest of

St Kilda Hill and at the Junction, which will see a significant change to the character of this area.

There are several important landmarks in the Precinct, such as St Kilda Presbyterian Church and spire, as well as many heritage buildings. Figure 3, provides an analysis of the study area.


Existing attributes of the Precinct to be protected and enhanced include the numerous 'fine grain' elements that make up its character; the local landmarks, the heritage-scaled shopfronts and verandahs, the many small creative businesses, cafes, street art and boulevard planting.

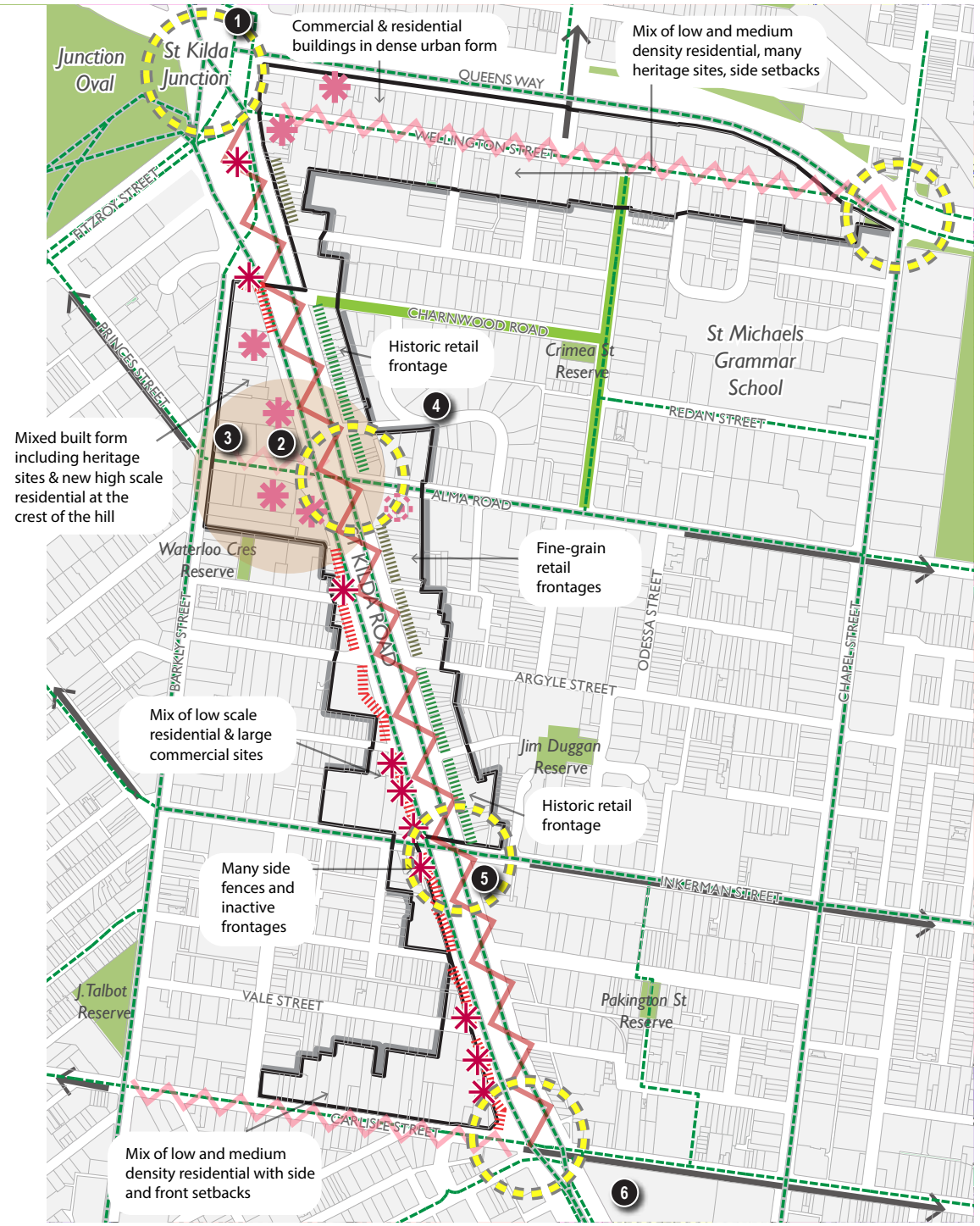
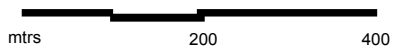
Established, low scale residential areas surround the Precinct. These neighbourhoods enjoy a high amenity and many are set around leafy streetscapes with heritage buildings. There are some pockets of higher density housing within these neighbourhoods.

There are limited facilities for the local community within the Precinct, such as convenience shopping for day to day needs, community services or open spaces. Therefore, connections to shops, services, facilities and open spaces within adjoining neighbourhoods of St Kilda, Albert Park, East St Kilda and Windsor are critical for the existing and growing population.



Figure 3: Study area analysis

-  Precinct boundary
-  Busy highway streetscape (arterial)
-  Busy local road (collector or arterial)
-  Key intersection space
-  Dense tree lined street
-  Negative street frontage
-  Positive street frontage
-  Positive street frontage (historic form)
-  Sensitive interface
-  Underutilised space due to road widening
-  Inter-neighbourhood links
-  High point
-  Pedestrian link
-  Park
-  Buildings over 8 storeys - existing and proposed
-  1 St Kilda Junction
-  2 Southern Melbourne topographic high point
-  3 St Kilda Presbyterian Church
-  4 St Kilda Hebrew Congregation Synagogue
-  5 Former St Kilda Post Office
-  6 St Kilda Town Hall



1.3 Strategic policy context

The Framework has been informed by the Council Plan, State Planning Policy, Local Planning Policy and controls (which form part of the Port Phillip Planning Scheme) and key Council strategies. Details on relevant local planning policy and controls are outlined in the relevant sections of Chapter 3.

Council Plan 2013-17

The following *Council Plan 2013 - 2017* strategies provide the foundation for the Framework:

- ‘Ensure our city is a welcoming and safe place for all’ by making the City a more welcoming accessible and safe place for everyone, young and old.
- ‘Support our community to achieve improved health and wellbeing’ through ensuring parks, open spaces and the built environment encourage activity for all ages.
- ‘Foster a community that values lifelong learning, strong connections and participating in the life of the city’ by ensuring community facilities are accessible and relevant to community needs.

- ‘Promote an improved range of cultural and leisure opportunities that foster a connected and engaged community’ through providing public spaces for all to enjoy, be active and feel safe.
- ‘Encourage viable, vibrant villages’ by supporting businesses, creating a local village feel and improving streetscapes.
- ‘Ensure growth is well planned and managed for the future’ by responding to emerging development trends and building connections between communities.
- ‘Improve and manage local amenity and assets for now and the future’ through improving a network of accessible parks and open space and, designing and implementing sustainable and accessible streetscapes.
- ‘Ensure people can travel with ease using a range of convenient safe, accessible and sustainable travel choices’ through delivering safe and connected bike routes, enhancing pedestrian accessibility and addressing traffic management and parking issues.

Plan Melbourne

Plan Melbourne is the metropolitan planning strategy prepared by the State Government to guide the city’s growth to 2050. *Plan Melbourne* will manage metropolitan growth into the future, as well as provide the direction for planning of neighbourhood centres and the design of public places, including developing a network of boulevards.

While *Plan Melbourne* does not include directions relating specifically to the Precinct, it makes several references to the role of St Kilda Road North, which may also have a bearing upon the Precinct in the longer term.

Initiative 4.6.2 is to ‘develop Melbourne’s network of boulevards’. While *Plan Melbourne* does not specifically mention St Kilda Road South, it notes the wider boulevard of St Kilda Road - Brighton Road as a highly valued, existing urban boulevard.

Direction 2.2 aims to increase housing supply near services and public transport, through sensitive urban renewal.

Initiative 3.1.5 aims to improve cycling to and within the central Melbourne region. St Kilda Road North is noted as a key bicycle link through to St Kilda Junction.

Plan Melbourne also highlights the importance of neighbourhood centres as community focal points, and in terms of access to goods and services, and employment.

Policy principles

The following policy directions have been drawn from key Council policy documents and have informed the setting of principles for the future of the Precinct. A summary of specific Council policy strategies is provided in *Appendix A*.

A Vibrant Local Economy

A vibrant, diverse and creative local economy that supports local jobs.

Quality Built Environment

Quality urban design that makes urban areas more liveable and attractive.

Protection of Port Phillip's built heritage.

Recognition and protection of cultural identity, neighbourhood character and sense of place.

Culture and Community Life

Maximising opportunities for all people to participate and engage in community life.

Valuing and strengthening diversity.

Fostering a vibrant and creative city with connected neighbourhoods, high quality infrastructure, clean and enjoyable open spaces, and accessible community facilities.

Improving quality of life through access to quality services.

Sustainable Transport

Improving sustainable travel choices across the city.

Prioritising walking, bike riding and public transport use over personal transport.

Environmental Responsibility

Promoting sustainable design and development.

1.4 What we've heard from the community

Overview

The first round of community consultation was undertaken between 30 April and 1 July 2014. This sought to inform the community about the project and find out their thoughts and aspirations for the Precinct. The *Analysis and Opportunities Paper* provided the basis for public feedback. In this round of consultation, approximately 160 written responses were received and many other discussions were undertaken in person. This feedback informed the preparation of this Framework.

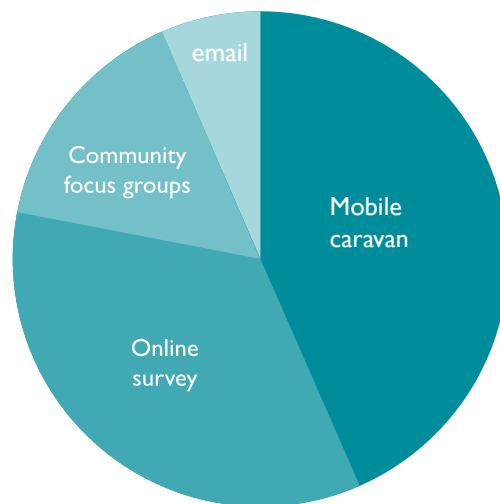
Issues paper consultation

The consultation period was advertised:

- On Council's website and Council's Have Your Say website
- In a community bulletin distributed to all letterboxes in the study area and a letter (with community bulletin attached) sent to owners/ occupiers within and directly adjacent to the Precinct and the community group JAAG (Junction Area Action Group)
- On the back page of the *Analysis and Opportunities Paper*.
- On twitter at #stkildardsth.

Feedback was received through:

- Talking face-to-face with people at the Mobile Consultation Caravan on 21 and 22 May 2014
- Online surveys available at Council's Have Your Say website
- Community focus groups on 26 and 28 May 2014
- Emails (including photos) sent to stkildaroadsouth@portphillip.vic.gov.au



Proportion of submissions received by form of consultation.

Key issues raised

What the community likes	What the community dislikes	What the community wants
<ul style="list-style-type: none"> • Location and proximity to CBD, Albert Park, St Kilda • Quiet, low scale 'village' feel of area • The diversity of businesses in the area • Existing street trees and landscaping • Strong sense of community within Wellington Street • Heritage buildings and history of the area • Diversity of the community 	<ul style="list-style-type: none"> • New development is detrimentally impacting the character, amenity and traffic of the precinct • Not enough activity, particularly daily convenience retailing and services / cafes in the precinct, particularly St Kilda Road • Area feels unsafe at night, particularly the Junction underpass • Traffic levels and congestion • Lack of on-street parking • Empty underutilised / vacant sites • Rubbish on streets and unmaintained shopfronts • Low quality and unsafe pedestrian / cycling environment • Lack of a sense of care or pride in the precinct 	<ul style="list-style-type: none"> • More ground floor retail, cafes and amenities for residents and visitors to activate streetscapes • High quality, well designed residential development at appropriate scales (highest along St Kilda Road, lower on Wellington Street / Carlisle Street / Alma Road) • More trees and landscaping on streets, with additional parks and open space provided for residents • Adequate onsite parking provided for residents • Better maintenance of existing public space i.e. removal of rubbish, maintenance of existing buildings • Improved pedestrian infrastructure i.e. provision of street lights, rubbish bins, better quality footpaths • Reduced traffic along Wellington Street to establish safer, quieter street with a 'village' feel • A greater sense of community, with a stronger sense of ownership / pride

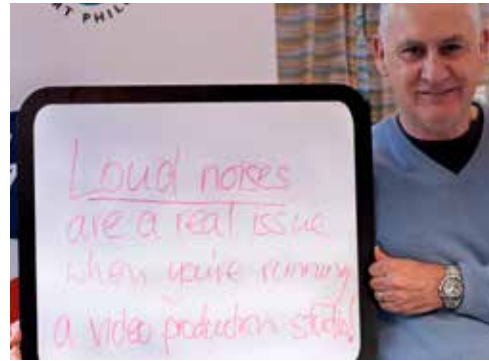
There's a lack of 'village-feel' though there's already a community feel

There needs to be more ownership of the area

There's a lot of affection for St Kilda

St Kilda junction must be improved







2. Vision and principles

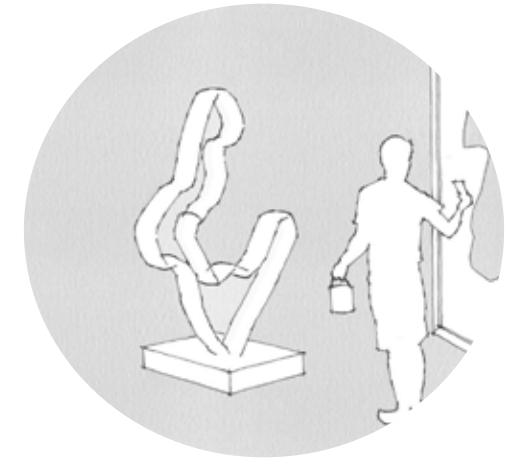
Chapter 2 presents the Vision for the future of the St Kilda Road South Precinct and Principles for future development to support this Vision.

The Future Character for each neighbourhood describes what Vision and Principles will be achieved in each area. This is supported by Strategic Directions which set the future priorities of each neighbourhood. The Strategic Directions form the basis for implementation, either through planning policy and controls in the Port Phillip Planning Scheme or other non-statutory initiatives.

2.1 A vision for the future

Over the next 15+ years the St Kilda Road South Precinct will evolve as a vibrant and diverse series of neighbourhoods each with a strong sense of place, community and local identity.

- The Precinct will consolidate its role as a ‘niche’ retail and creative business cluster.
- The liveability of the Precinct will be enhanced with more places for people to enjoy community life. Small ‘social spaces’ along the streets or active uses at the ground level of buildings will provide opportunities for people to meet.
- High quality, well designed housing will cater for the needs of a diverse community and a range of household types.
- Well-designed contemporary buildings will enhance the character and image of each neighbourhood and will sit respectfully alongside heritage sites and adjoining residential areas.
- Streets will be attractive, friendly, safe and easy to move around by all forms of transport, particularly by foot or bike. Traffic and car parking will be well managed as the Precinct grows.
- The Precinct will be well-connected with the surrounding open spaces, community facilities, and nearby activity centres.
- St Kilda Road South will be enhanced as one of Port Phillip’s key boulevards and a gateway to the southern suburbs of Melbourne.
- The landscaping themes of St Kilda Road South will extend into Wellington and Carlisle Streets to form green links to adjoining neighbourhoods and a well-treed character throughout.



Identity and place

There are many opportunities to support local identity and expression in the urban environment: buildings that are designed to enhance local character and support a variety of land uses in each neighbourhood; public art that promotes local creative talents; a vibrant public realm with landscaping and trees; sharing of the area’s history or celebrating community events.

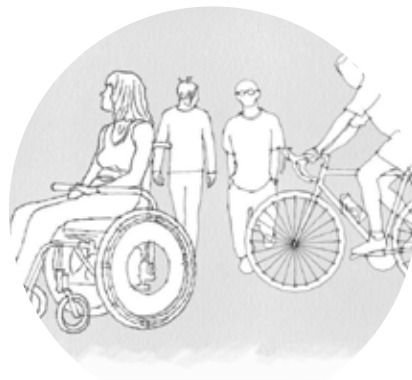
The distinctive identity and place of each of the neighbourhoods - St Kilda Road, Wellington Street and Carlisle Street - will be expressed in its buildings, land uses and public realm.

Guiding principles for future development



Streets and spaces for people

Every community needs streets and spaces that are designed for people to enjoy outdoor public life. Streets and spaces must be attractive, friendly and safe - day and night. New development can provide the opportunity for improvements to the public realm.

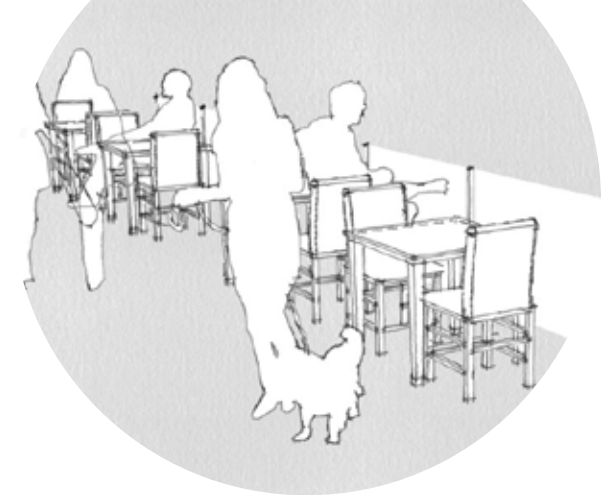


Easy access for all

It is vital that easy access is enabled for all forms of transport. In particular, improvements could be made for cyclists, pedestrians and people with limited mobility.

Beautiful buildings

Well-designed buildings create a strong local identity, and improve the attractiveness of the area as a place to live, visit or conduct business. Buildings should be of an appropriate scale to their context and designed to minimise adverse impacts on adjoining sites. Buildings should provide a transitional height where adjoining heritage sites or residential areas.



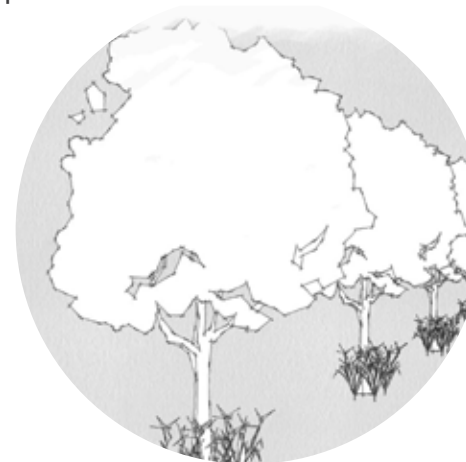
A great place to live

The St Kilda Road South Precinct is home to a diversity of residents and household types, and there is a potential for the area to deliver further housing growth. Improved access to a choice of housing, as well as day-to-day facilities such as shops, cafes or local employment could enhance the Precinct as a place to live, now and in the future.

Buildings must be designed to ensure residents are provided with a high level of internal amenity. In addition, the amenity and character of adjoining residential areas must be protected.

Urban greening

Trees and landscaping in an urban environment can provide shade, visual relief and oxygen. There are many opportunities for greening the Precinct, along St Kilda Road, Wellington and Carlisle Streets and into connecting streets. Buildings can also be greened as well as streetscapes.



2.2 St Kilda Road neighbourhood

Existing character

St Kilda Road South is a major arterial connection and a gateway to Port Phillip and Melbourne's southern suburbs. It is an 'in-between' section of the boulevard link from St Kilda Road North to Brighton Road, to the south.

The St Kilda Road neighbourhood currently lacks a strong image and sense of place due to a mixed quality of development, a poor public realm and heavy traffic which significantly impacts upon amenity.

There is a unique mix of businesses on St Kilda Road, including niche retail as well as showrooms and galleries, small and large offices, and a diverse range of creative enterprises.

The east and west sides of St Kilda Road have a very different character.

The eastern side of the road has a more consistent image, based around the typical development pattern of a Victorian era shopping strip, with many sites having a narrow shopfront and levels above. Groups of heritage shopfronts with verandahs over the footpath are an integral part of the area's character and highly valued by the community.

While there are several larger sites on the eastern side, it retains a 'fine grain' character, with buildings providing a well-defined street edge.

Road widening in the 1960s saw historic buildings on the west side demolished; the original High Street set around a much narrower road with heritage shopfronts was transformed into a wide multi-lane highway.

The removal of the original commercial street frontage on the western side of the road has left an unusual mix of development and land uses. Many remaining sites are odd-shaped or very small and are currently vacant or underdeveloped as a result. In some locations the sides of residential properties now form the street frontage.

These 'leftover' parcels of land and underdeveloped sites present significant opportunities to be re-purposed and create a new edge to the western side of the road.

Residential pockets are interspersed with commercially zoned sites, some of which have a large area and significant development potential.

Higher scale development is appearing at the crest of St Kilda Hill on the west side, and around the Junction on the east side, which will change the character of the area and bring an increased residential population.

There is community concern about the scale and design of new buildings, as well as impacts upon traffic, parking and the amenity of adjoining residential properties.

What we've heard

- Link St Kilda Road North and Brighton Road with improved planting.
- The west side has development potential but needs height restrictions
- There is a lack of local amenities for residents i.e. cafes, supermarkets, retail, entertainment.
- St Kilda Road used to be a vibrant main street before the road widening, but now there are many vacant buildings and underutilised spaces.
- Residential developments are affecting the amenity and character of adjacent neighbourhoods and do not provide sufficient onsite parking.
- There is limited availability of open spaces for residents.
- Pedestrian crossings are infrequent and crossing sequences are too short.
- Better bike paths and bike parking are needed.
- St Kilda Junction is unpleasant and the underpass is unsafe / uninviting for pedestrians.
- There is a lack of vibrancy at the street level and the public realm is perceived to be unsafe and dirty.
- Better maintenance of existing public space is required.
- Improved pedestrian infrastructure, street lights, rubbish bins and better quality footpaths.

“...the west side feels like a long lost brother”

Taller buildings on St Kilda Hill



Historic buildings on eastern side



Consultation contribution



Disused space on western side



Tramway along central median



Pedestrian access issues



Future character

St Kilda Road will continue to evolve as a lively niche retail and business area, with a growing residential community, based around a safe and friendly pedestrian environment.

Opportunities

The St Kilda Road neighbourhood has the potential to emerge as a vibrant mixed use area based around a beautiful boulevard streetscape.

It is vital that opportunities for redevelopment are taken up to achieve improvements to the character, amenity and vitality of the neighbourhood, through sensitively designed new buildings. It is essential that the street retains (or in some locations recreates) its distinctive, fine-grain character and that buildings contribute to a positive street environment.

The mixed character of the western side of St Kilda Road presents an opportunity for high quality contemporary design responses and architectural innovation, with distinctive new buildings creating a strong identity and street edge.

The neighbourhood could grow as a hub for local niche businesses, including start-up endeavours and creative enterprises.

Given recent development trends, it will also continue to grow a residential community. New shops and cafes should be encouraged to serve the local community, providing places to meet,

socialise and access local convenience shopping.

Better use could be made of available space along St Kilda Road to support more diverse land use activity and add to street life. On the eastern side of the road, apartments or offices could be located above the ground level retail. On the western side, mixed use development could include cafes or convenience retail at ground level, with office or residential above, and new buildings could fill in the gaps on vacant land and the 'left-over' sites.

In the short term, new landscaping and public realm upgrades would help to improve the street environment and encourage a more vibrant outdoor life.

In the longer term, options for improving the road space could be investigated, including upgrading St Kilda Road South as a landscaped connection between the boulevard of St Kilda Road North and Brighton Road. This would assist in improving the amenity of the Precinct as a place to live or work, and reduce the impact of vehicles on footpath users.

Better access needs to be provided for pedestrians and cyclists, particularly for crossing the road and accessing St Kilda Junction.

Strategic directions

- Redefine the role and character of St Kilda Road South as a boulevard link between St Kilda Road North and Brighton Road.
- Create a strong image through well-designed buildings that make a positive contribution to the street character and activity, add to visual consistency and re-instate the street edge.
- Contain the 'higher scale cluster' of buildings to sites at St Kilda Hill and the Junction.
- Encourage a mix of dwelling types and styles to cater for a growing and diversifying community.
- Foster the role of St Kilda Road, together with Inkerman Street, as a mixed use enclave, supporting a range of businesses and dwellings.
- Encourage re-use of vacant or underused sites, to assist in the regeneration of St Kilda Road.
- Enhance the east-west streets as the neighbourhood's principal connectors to open spaces and nearby activity centres (shops and services).
- Ensure equitable access for all forms of transport that use St Kilda Road as a key local and regional linkage.
- Ensure that new development is designed to protect the amenity of adjacent residential areas.

Ideas for the future



New buildings in 'left over' spaces and a well-defined street edge



New buildings create a strong local image for St Kilda Road South, and the streetscape is enhanced by a long-term vision of a strengthened boulevard character



More opportunities for street life



2.3 Wellington Street neighbourhood

Existing character

Wellington Street is a local neighbourhood area with a mixed role and character, comprising both commercial and residential activity.

The south side of Wellington Street has a residential focus and includes lower scale single detached dwellings and flats, of between one and three storeys. The eastern end of Wellington Street is included in a Heritage Overlay and features many Victorian-era dwellings.

The north side of the street includes offices, community uses and apartments; some of which are within higher scale buildings. Original dwellings have been replaced by offices, most of which present a three-four storey scale to the street and frequently feature facades that are inactive.

Recently, developments on the northern side on land within the Commercial 1 Zone have seen residential apartments replacing commercial development as the market's preferred land use. This has occurred despite the existing land use policy and controls in the Port Phillip Planning Scheme which encourages commercial uses, particularly offices.

A cluster of activity (including a cafe and niche retail) is emerging at the western end of Wellington Street that provides for vibrant street activity. There are several other cafes mid-way along the street which create local social spaces.

The western end has also been the focus of recent higher scale development. This scale of new buildings responds more to the context of St Kilda Junction, but more broadly is not suited to this streetscape. New residential development near the Junction is up to 10 storeys on the northern side, and 18 storeys on the southern side (at the corner of St. Kilda Road).

The transition in land use and built form within parts of Wellington Street suggest the need and opportunity to review the existing policy direction and zoning within the Port Phillip Planning Scheme.

Wellington Street is a well used connecting street and carries a significant amount of traffic. While traffic speeds are generally low, traffic and parking could be better managed to improve the street as a pedestrian and bike link.

Community feedback has shown that there is concern about the scale of new buildings, the interface with adjoining residential areas, traffic volumes and car parking.

There is also a strong desire among the community to enhance the sense of Wellington Street as a local neighbourhood or 'village'.

What we've heard

- More trees and landscaping in the streets, with additional parks and landscaped public open space.
- Reduce traffic along Wellington Street to establish a safe, quieter street with a 'village feel'.
- Enhance the 'village feel' of the street.
- Wellington Street needs more local convenience retail, cafes or meeting places at street level.
- The area's character is changing, with "out of scale" residential buildings being constructed.
- Many developments have insufficient onsite parking provided.
- Ground floor shopfronts are vacant and inactive.
- There's too much street traffic. Investigate opportunities to divert or slow vehicular traffic.
- Built form controls are needed to reduce over shadowing onto the street and adjacent properties and, reduce visual bulk.
- Plant greenery and establish landscaping to buffer built form and enhance pedestrian experience of the street.
- We want a greater sense of place with a stronger sense of ownership and pride.

Enhance the
'village feel' of
the street.

Existing cafe providing street activity



New residential uses



Consultation contribution



Existing office buildings



Consultation in Wellington Street



Victorian-era buildings



Future character

Wellington Street will be enhanced as a local and vibrant mixed use 'village', and a green link from Chapel Street to Albert Park.

Opportunities

Wellington Street has the potential to strengthen its 'village' atmosphere by fostering a pedestrian friendly environment, with a well-designed public realm and a green and leafy character.

The established mix of commercial and residential uses, and an emerging cafe scene, make for a variety of activity in the street.

Over time, an increased residential population will support more services for the local community in Wellington Street, such as local convenience shopping or cafes. Encouraging this type of active land use at ground floor level of new development (within the commercially zoned areas) could further improve the street's amenity.

Setting clear directions for the design and scale of new buildings is important. In particular, buildings on the northern side of the street must be designed to contribute positively to the streetscape and amenity and scale, and not overshadow the southern footpath.

Buildings on the northern side of the street should complement the scale of buildings on the southern side by providing a lower scale street edge.

A higher scale of built form is acceptable but must be contained at the western

end of the street which has a strong relationship with St Kilda Road. However, for most of Wellington Street a lower scale of development is more suited to its established character and amenity.

In order to foster a sense of visual coherence in the streetscape, a significant variation in scale (i.e. of more than two storeys) between the north and south sides of the street is to be avoided.

New landscaping along the street and public realm improvements would enhance Wellington Street as a 'green link' for pedestrians and bike riders between Chapel Street and Albert Park.

In addition, a strong and consistent street planting theme will also greatly assist in achieving a sense of visual coherence in the streetscape. There is an opportunity to investigate establishing median planting along Wellington Street, whereby a central tree canopy, once matured, will act as a key visual element of the streetscape.

The impact of traffic and parking could be mitigated through upgrades to the public environment, including improved walking and cycle routes, crossing points and wayfinding signage, and by ensuring that adequate parking is provided onsite in new developments.

Strategic directions

- Foster the 'village feel' of Wellington Street as a local mixed use neighbourhood and a leafy, pedestrian-focussed street.
- Consolidate residential land use on the south side of the street; whilst increasing residential uses on the north side, mixed with retail and commercial activities at street level.
- Encourage the emerging clusters of local retail uses / cafes at the western end of Wellington Street, and immediately east of Upton Road, to create focal points and 'pause places' for the growing local community.
- Take a pro-active approach to prevent amenity impacts that might arise from a mix of residential, commercial and community land uses.
- Encourage a mix of dwelling types and styles to cater for a growing and diversifying community.
- Ensure that new development makes a positive contribution to the streetscape character and amenity.
- Contain higher scale development to the western end of the street where it relates directly to the scale and function of St Kilda Road.

- Ensure the scale of future development in the balance of the street provides visual cohesion and is in keeping with the established lower rise character and human scale.
- Use strong street planting themes to help create a sense of visual unity in the streetscape.
- Enhance the street spaces as the principal open space of Wellington Street.
- Establish Wellington Street as a local 'green link' between Chapel Street and Albert Park.
- Strengthen access for pedestrians and cyclists, and mitigate the impact of through traffic.



Reinforce a distinct identity and a local village

Ideas for the future



Well designed buildings create a strong local character, with landscaping to enhance the street and improve the environment for pedestrians



Buildings have active edges and there are more places to stop and sit

2.4 Carlisle Street neighbourhood

Existing character

Carlisle Street, west of St Kilda Road, is a residential area with a mix of dwelling types and styles.

This includes single detached houses and low-mid rise apartments. There are also non-residential uses within the neighbourhood including a local convenience shop.

Recent trends have seen pressure for more intense residential development at a higher scale than existing, which will need to be carefully managed.

This part of Carlisle Street is a busy connection between East St Kilda and St Kilda. Due to the roadscape requirements of cars and trams, the footpaths are narrow.

Existing street planting is at a low scale canopy. There are currently limited outdoor places for people to stop and sit.

What we've heard

- Public art could enhance the character of Carlisle Street.
- There needs to be a well-designed entrance to the Precinct at the St Kilda Road corner.
- The area lacks a community feel.
- The lower scale height should be retained.
- Plant greenery and establish landscaping.
- Provide more family-friendly amenities such as playgrounds and outdoor areas near this area.
- Cafes or meeting places at street level would be good.

Pedestrian signage to Carlisle Street



Residential development



Convenience store



Potential redevelopment site



Future character

Carlisle Street will remain a residential neighbourhood of mixed dwelling types, set along a 'green link' between East St Kilda and St Kilda.

Opportunities

The existing role and character of Carlisle Street as a residential neighbourhood could be enhanced through well-designed new buildings and by strengthening its landscape setting.

New development should reflect the established residential character, and be designed to provide architectural interest in the street. The overall established low-mid rise (1-3 storey) character should be retained, while acknowledging that some sites are large enough to support a slightly higher scale of built form.

Opportunities for landscaping on private properties, within frontage and side setbacks, will contribute to the overall landscape character and sense of spaciousness of the street.

Carlisle Street will benefit from a strong tree canopy to create a consistent visual element in the streetscape. The trees will also provide shade, and a sense of enclosure and definition to its footpath spaces.

Additional opportunities for planting in the public realm could further add to the streetscape amenity, such as landscaping within new kerb outstands at tram stops.

The milk bar at the corner of St Kilda Road has a wide verge space and could potentially be used for a new 'pause place' in the street or enhanced with landscaping.

Sites with non-residential uses within this neighbourhood may also present redevelopment opportunities in the longer term.

Strategic directions

- Consolidate the residential role and character of Carlisle Street recognising the potential to deliver well-located housing growth.
- Encourage a mix of dwelling types and styles to cater for a growing and diversifying community.
- Maintain the low-mid rise scale of development, while allowing an incremental increase in height on large sites where setbacks from the street front and adjoining properties can be provided.
- Enhance Carlisle Street as a local 'green link' between St Kilda and East St Kilda (connecting Carlisle Street, Acland Street and the foreshore).
- Strengthen the landscape setting through planting in the private and public realm.
- Ensure that new development makes a positive contribution to the streetscape character and amenity.
- Retain the sense of spaciousness in the streetscape with new development allowing adequate front and side setbacks for planting.

Ideas for the future



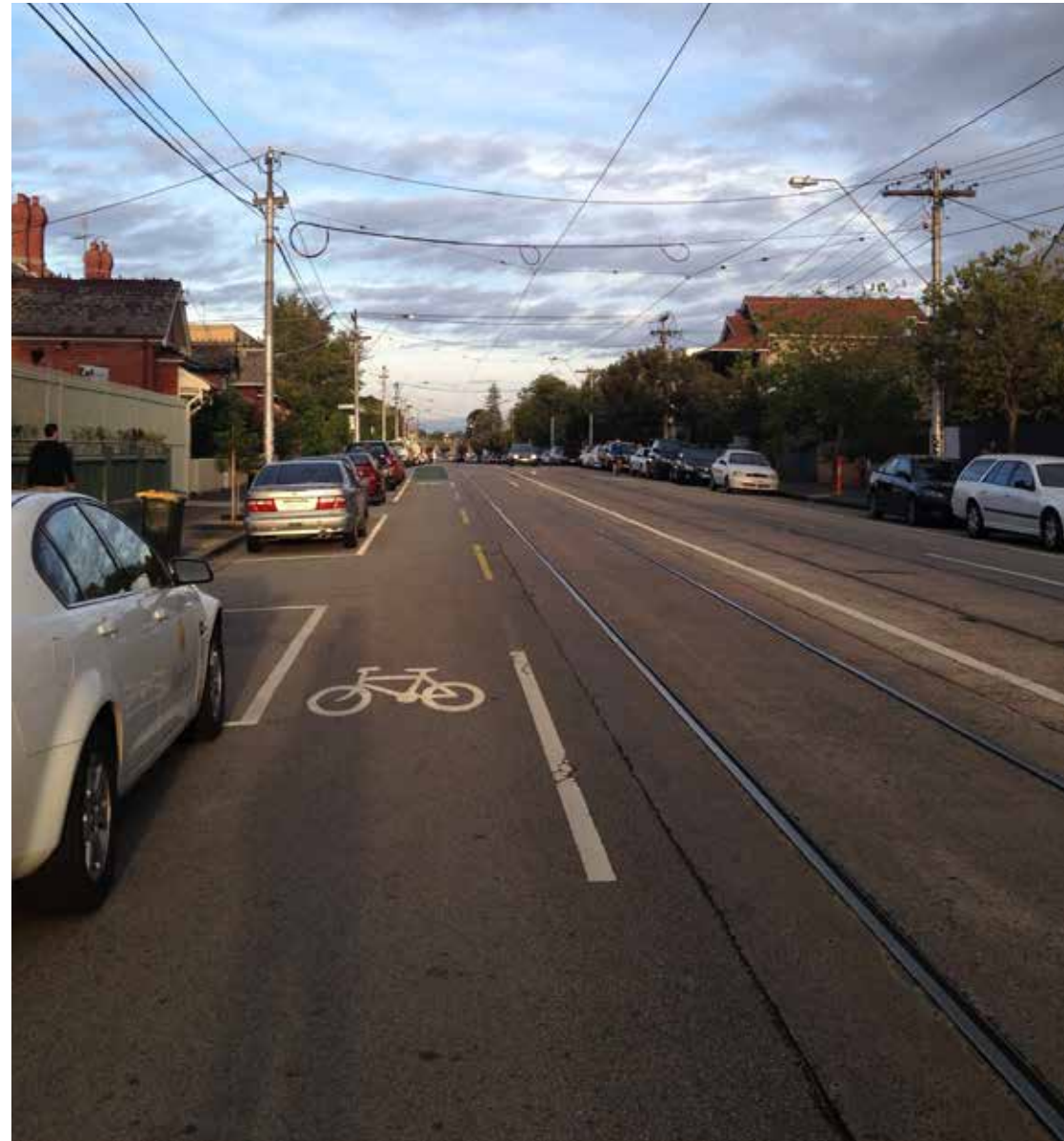
Establish a green link



Improved tram stop with new places to sit along the street



Well designed buildings create a strong local character and canopy trees between car spaces increase street landscaping





3. Strategies

Chapter 3 sets out the Strategies for the St Kilda Road South Precinct which will help realise the Vision and Principles.

The Strategies are based around the themes of Built Form, Land Use, Public Realm, and Access and Parking. For each theme, the existing policy context, key issues to be addressed (raised by the community and highlighted in the background analysis) and suggestions for the future are summarised.

A series of overarching directions for the future, and actions for implementation are then recommended.

3.1 Built form

Overview

Each neighbourhood in the St Kilda Road South Precinct has a distinctive built form character and different patterns of development, as described in Appendix B.

In the last five years, increasing residential development pressure has occurred, primarily around St Kilda Hill, as well as within parts of Wellington Street and on larger sites in Carlisle Street. In each neighbourhood, buildings of a higher scale than those of the established built form are emerging.

There are many sites within the Precinct that would benefit from redevelopment and renewal. Well-designed new development has the potential to significantly improve the Precinct's image and liveability, and to strengthen its sense of place.

To achieve the Vision and Principles for the Precinct, future development proposals must demonstrate a high quality of architectural design, provide a greater degree of visual consistency in each streetscape and offer a high level of amenity.

Built form parameters

In setting appropriate built form parameters for the different neighbourhoods, a number of considerations must be taken into account: the existing streetscape character and development patterns; the topography; the street layout and width; lot sizes and configurations; and sensitive interface conditions.

There is considerable opportunity for the Precinct to continue to evolve as an area of mostly low to mid-rise development, with a defined cluster of higher scale buildings at the Junction and the crest of St Kilda Hill.

This pattern of future built form would allow for new development and renewal across the Precinct, while also achieving realistic building height parameters.

It is important that new buildings contribute positively to activity in each neighbourhood. Within the commercial and mixed use areas, active frontages should be provided, whereby a sense of connection between the activity of the building and the street is created.

This can be achieved by providing clear glazing at ground level and avoiding blank walls. In residential areas, buildings should address the street and have clearly visible entries.

Heritage

There are a number of heritage buildings within and surrounding the Precinct which are local landmarks and protected by the Heritage Overlay. This includes the St Kilda Presbyterian Church with its distinctive spire on Alma Road, the former St Kilda Post Office, the Victorian-era shopfronts on the eastern side of St Kilda Road and heritage dwellings on Wellington Street.

New development must be sensitively designed to ensure that heritage landmarks are respected, in accordance with the Heritage Policy and controls of the Port Phillip Planning Scheme.

Interface

The Precinct directly adjoins low-rise residential areas along most of its boundary. At this interface, amenity issues of overlooking, overshadowing and visual bulk must be carefully addressed to maintain the amenity enjoyed by these established residential areas.

Throughout the Precinct, transitional heights are required to be provided to sensitive interfaces of heritage or residential properties, with setbacks provided at the ground and upper levels.

The complex interface conditions of the Precinct mean that in many locations a lower scale of built form must be

adopted, and the recommended building heights and setbacks have been prepared to take this into account.

Design

The quality and design of new dwellings must provide a high standard of internal amenity and meet the needs of a growing and diverse community.

To support the needs of a diverse community, a range of housing choices need to be provided. New dwellings should be designed with a range of people in mind who may occupy the dwelling through different stages of their life.

This includes providing a range of dwelling sizes and types (including number of bedrooms) with good internal amenity. Good internal amenity refers to the elements of a dwelling which make it comfortable for residents to live in. These include outlook, access to sunlight and natural light, natural cross-ventilation to enable the flow of fresh air, privacy, protection from noise, and adequate living and storage space.

The size of an apartment for example, is often fundamental to achieving good levels of internal amenity which make it comfortable for residents to live in.

Given the mixed character of the Precinct proposed built form parameters should allow flexibility for creative design responses. However, in areas of high sensitivity, the use of mandatory height controls is warranted.

What we've heard

- The design of many buildings contributes to a poor quality environment - new buildings are out of scale, have a poor street interface, or poor internal amenity.
- Mandatory built form controls on height and building massing are needed.
- Discretionary controls will give owners flexibility in the future.
- Development must contribute positively to the wider environment.
- Protect and enhance heritage buildings.
- East side of St Kilda Road - must preserve heritage, must be low scale
- West side of St Kilda Road - offers some potential for higher buildings
- Establish built form controls to ensure maximum built form height, reduce overshadowing onto streets and adjacent properties, and reduce visual bulk.
- High quality, well designed residential housing at appropriate scales is important (highest along St Kilda Road, lower on Wellington and Carlisle Streets / Alma Road).

Existing controls and policies

The Heritage Overlay of the *Port Phillip Planing Scheme* applies to a number of individual sites and areas within the Precinct.

A Design and Development Overlay applies to the part of the St Kilda Road immediately south of the Precinct included in the *Carlisle Street Activity Centre* (DDO21).

There are no specific design and development controls currently applying across the St Kilda Road South Precinct with the exception of part of Wellington Street affected by the *Shrine Vista* (DDO13) protection control.

The proposed new residential zones specify a range of building heights for residential land within and directly adjoining the precinct, of between 8m (2 storeys) and 10m (3 storeys).

Local Policies in the *Port Phillip Planning Scheme* (including Clause 22.06) provide general guidance in relation to design outcomes. Further, ResCode applies to residential development up to four storeys and the *Guidelines for Higher Density Residential Development* applies to residential development five storeys and above.

State Government Practice Note No. 59 '*The Role of Mandatory Provisions in Planning Schemes*' (2010) sets out the criteria by which to assess whether mandatory controls are appropriate. Mandatory provisions must have a sound strategic basis and be appropriate to the majority of proposals anticipated.

Relevant strategies, policies and Planning Scheme clauses are summarised in *Appendix A*.

“Buildings are out of scale, have a poor street interface, or poor internal amenity”



Precinct-wide urban design directions

The following urban design outcomes are sought to achieve the Vision and Principles for the Precinct. These will underpin the Design Objectives in the Port Phillip Planning Scheme.

Strengthening 'identity and place'

- Reinforce the established urban structure and built form elements, to strengthen the legibility and identity of the Precinct and each neighbourhood.
- Reflect the topographic high point of St Kilda Hill, and St Kilda Junction as the entry point to the Precinct and the transition point to St Kilda Road North, through a higher scale of development in these locations.
- Reinforce the boulevard character of St Kilda Road through strengthening built form edges and landscape elements.
- Create visual cohesion within streetscapes, through using a consistent streetwall and building heights, and the regular spacing of buildings, as unifying elements.

- Ensure a lower scale of development along Wellington and Carlisle Streets that responds to their established fine grain, residential context.
- Ensure new development, particularly on larger sites, expresses the scale and rhythm of the wider streetscape.
- Maintain the visual prominence of significant heritage places.
- Preserve view lines to local landmarks and significant heritage places.
- Ensure development does not compromise the heritage values of any adjoining or nearby properties.
- Encourage the adaptive reuse of buildings which contribute to the heritage or built from character of the streetscape.
- Incorporate urban art in new development that expresses the identity and cultural heritage of the area.

Creating 'a great place to live'

- Ensure new development achieves a transition down in scale to established residential areas.
- Ensure the amenity of adjoining and nearby residential development is not unreasonably impacted in terms of visual bulk, access to daylight, outlook and overshadowing of private open space.
- Incorporate Crime Prevention Through Environmental Design (CPTED) principles in the design of new buildings and the public realm.

Creating 'streets and spaces for people'

- Require new development to present an active edge to the public realm at street level to contribute to a vibrant, safe and attractive pedestrian environment.
- Ensure new development provides passive surveillance of the public realm.
- Maintain solar access to key pedestrian streets and spaces.

- Limit the visibility of car parking, access-ways and services from the public realm.

Fostering 'beautiful buildings'

- Ensure new development is of a high architectural standard in terms of its form, scale, separation, massing, articulation, and use of materials; and that these elements respond appropriately to the streetscape and neighbourhood context.
- Ensure the design, siting and setbacks of buildings provides a high standard of internal amenity for residents including through outlook, access to sunlight and natural light, natural ventilation, visual and acoustic privacy, and adequate living and storage space.
- Ensure buildings are flexibly designed to enable adaptation to a variety of future uses.
- Provide a diversity of dwelling types and sizes within new residential development.
- Ensure new development achieves best practice sustainable design outcomes.

Neighbourhood design objectives and requirements

To support the urban design directions for each neighbourhood, a preferred future character statement is defined. Specific design objectives and design requirements then detail how this preferred character will be achieved.

(Note: General design requirements that apply to the wider Precinct are provided at the end of this section.)

It is recommended that a new Design and Development Overlay is introduced to the *Port Phillip Planning Scheme* to implement the recommended design objectives and requirements. This would apply to all commercial, mixed use and residential properties fronting St Kilda Road and Barkly Street, and mixed use and commercial properties in Wellington Street.

Local policy and the schedules to the General Residential Zone and Neighbourhood Residential Zone are recommended to achieve the desired development outcomes along Carlisle Street and the southern side of Wellington Street. Therefore, it is not

recommended that they are included in a Design and Development Overlay.

For specific parts of the Precinct (in order to meet the objectives), specific design outcomes have emerged during analysis as non-negotiable requirements. In these instances the proposed built form requirements are recommended to be mandatory controls.

Definitions

Low-rise : characterised by development of 1 - 2 storeys.

Mid-rise : characterised by development of 3 - 6 storeys.

Higher rise : characterised by development of 7 storeys and above.

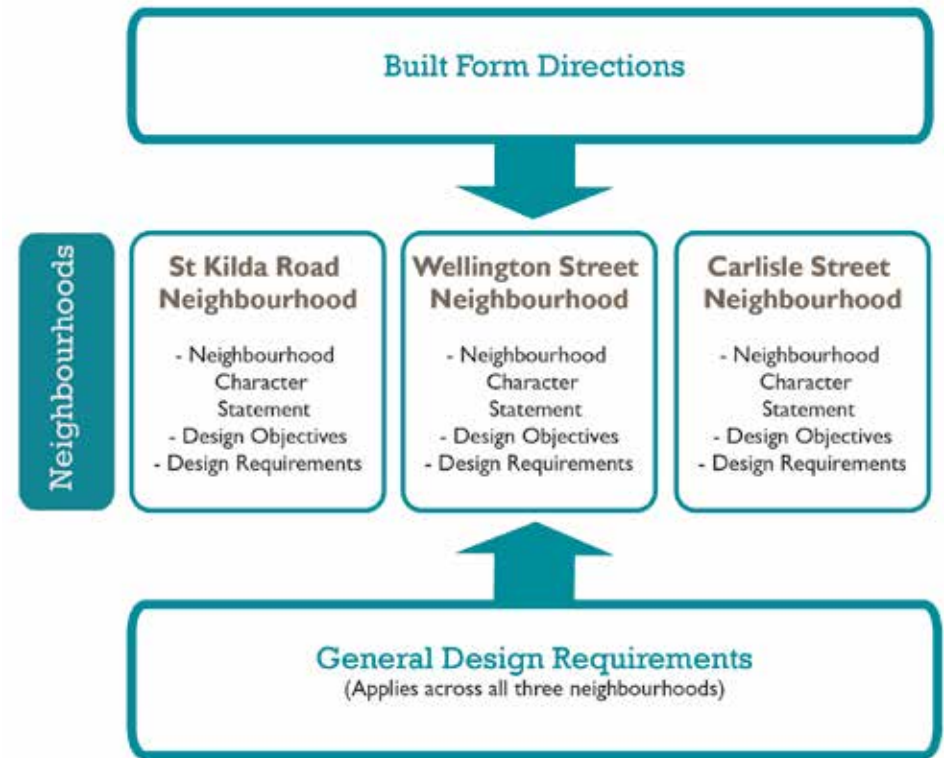


Figure 4: Built form framework plan

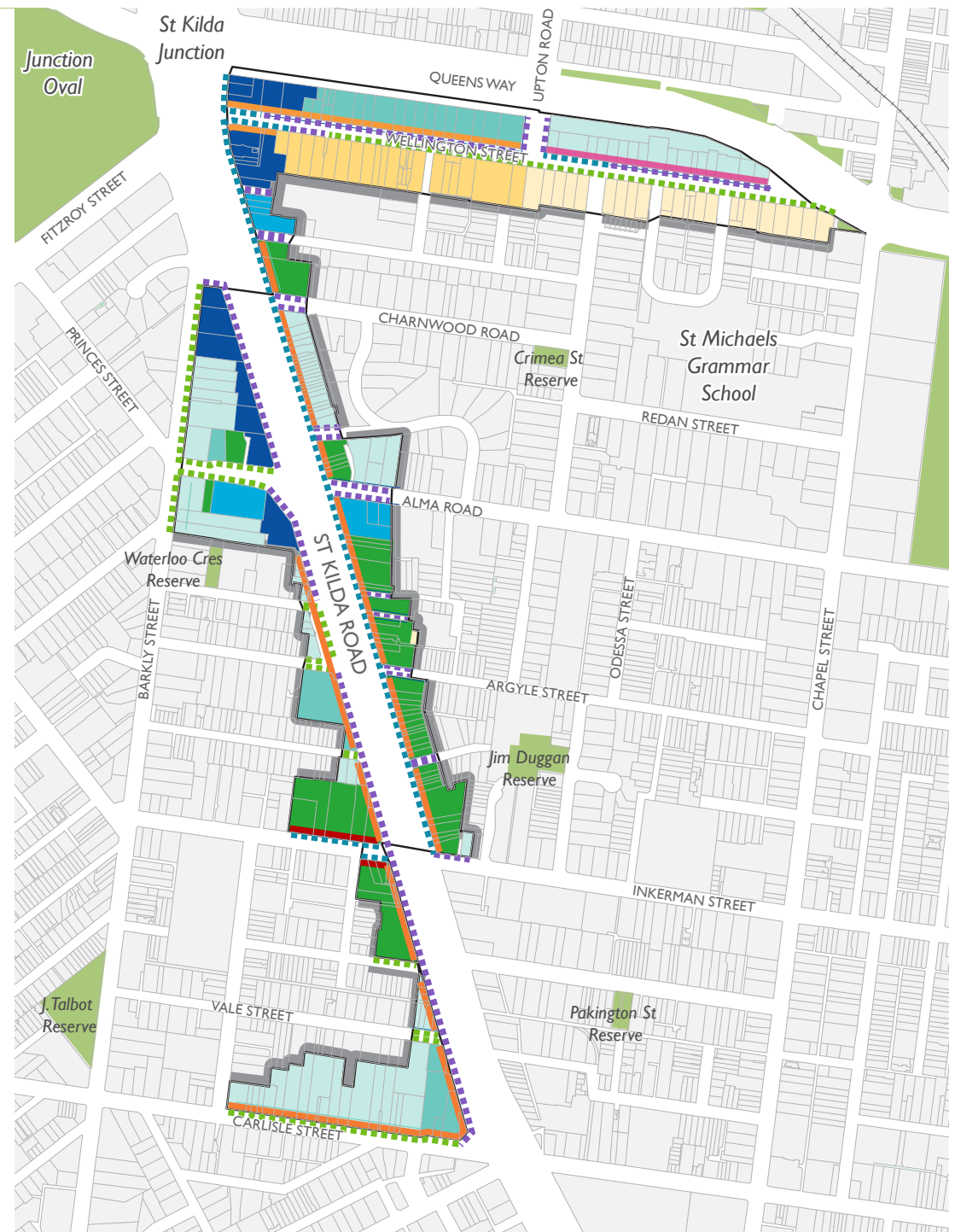
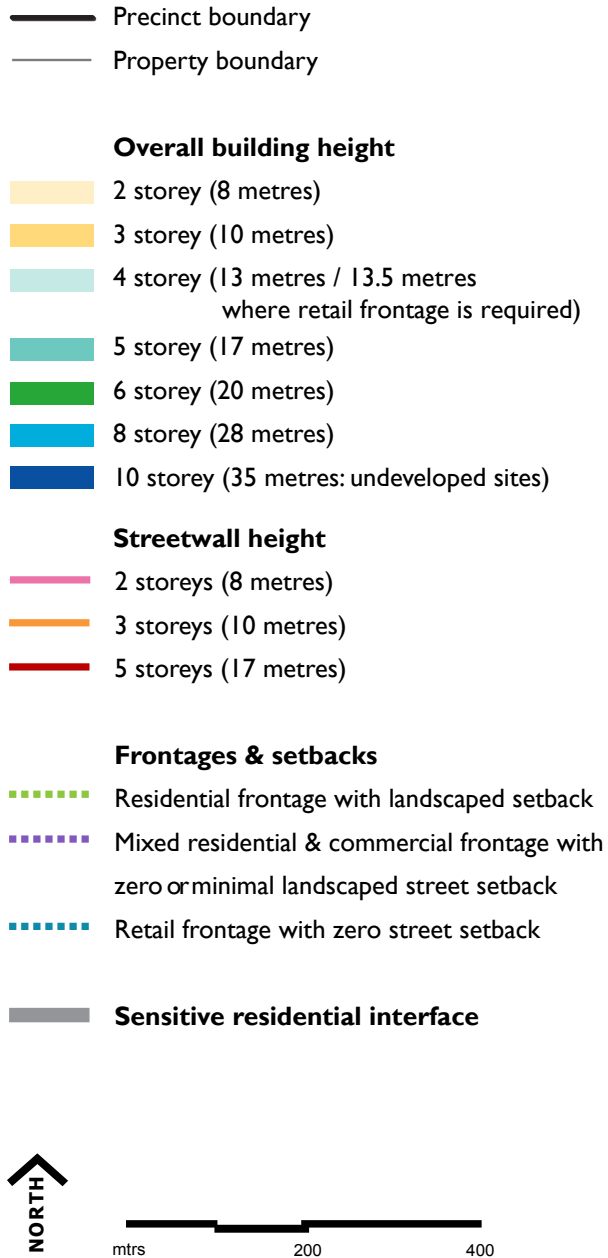











Figure 5: Built form control areas

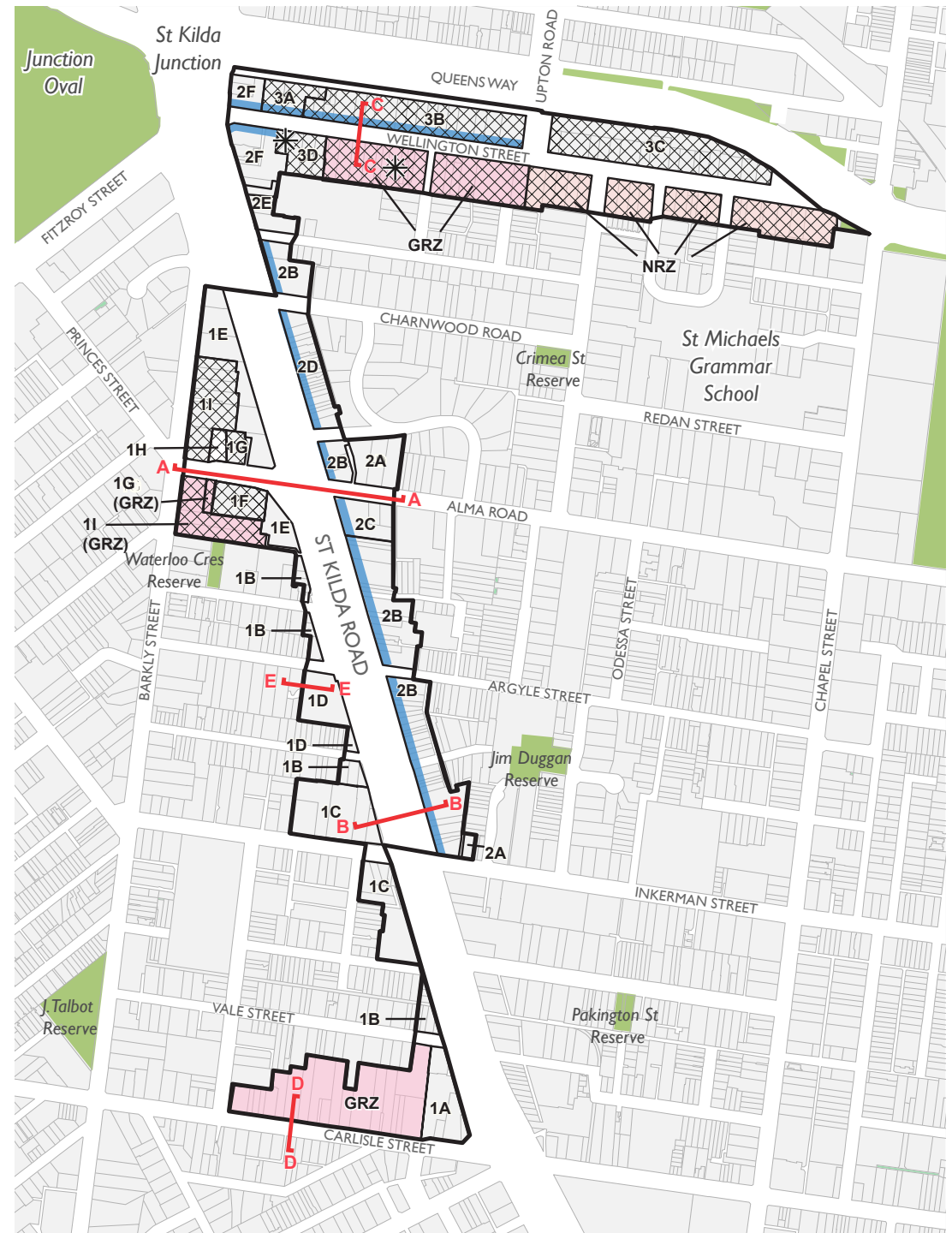
-  Precinct boundary
-  Property boundary
-  Built form control area (proposed Design and Development Overlay sub-precinct)
-  Mandatory overall building height control
-  Mandatory street wall height control
-  Cross-section locations

Cross-section Locations

- A-A** St Kilda Hill - Alma Road elevation
- B-B** St Kilda Road (east-west)
- C-C** Wellington Street (north-south)
- D-D** Carlisle Street (north-south)
- E-E** St Kilda Road (residential interface)

 Sites to be included in Heritage Overlay (16 - 20 & 44 Wellington Street)

-  General Residential Zone (GRZ)
-  Neighbourhood Residential Zone (NRZ)



St Kilda Road neighbourhood

Preferred future character

The preferred future character for St Kilda Road will comprise:

- A cohesive boulevard streetscape, with a well-defined street edge.
- A reinstated street edge on the western side with buildings that address the street.
- Built form that supports a mix of land uses and contributes to activation at street level.
- A variation in building scale that reinforces the topography of St Kilda Hill and St Kilda Junction.

Design objectives

Objectives for St Kilda Road neighbourhood:

- Ensure a high standard of new development contributes to the role and identity of St Kilda Road as a primary urban boulevard connecting St Kilda Road North and Brighton Road.
- Create visual cohesion within the streetscape by achieving greater consistency in:
 - The streetwall height along each side of St Kilda Road.
 - Overall building scale across opposite sides of St Kilda Road
 - Overall building scale along each side of St Kilda Road within key sections of the streetscape.
- Avoid building heights which create intrusions within the streetscape and detract from the higher scale clusters at St Kilda Hill and St Kilda Junction.
- Ensure new development reinforces prominent corners at Inkerman Street and Alma Road through development which creates a strong address to each street frontage.
- Protect the established views to the St Kilda Presbyterian Church and Spire when viewed from Barkly Street, Alma Road and St Kilda Road.

Western side

- Recreate a coherent edge along the western side of St Kilda Road through development that addresses the street.
- Encourage creative design solutions for new development on the vacant sites including site consolidation, where appropriate.
- Re-establish a fine grain of development on the western side of the road through articulation of building form on larger sites.
- Encourage high quality redevelopment that enhances the prominent corner of Carlisle Street and St Kilda Road.
- Reinforce the well-defined street-edge emerging along both sides of Inkerman Street.
- Ensure that the height and siting of new development maintains the visual prominence and respects the setting of the St Kilda Presbyterian Church and Spire, when viewed from the

footpath:

- on the eastern side of Barkly Street looking south from the northern property boundary of 38 Barkly Street, or
- at the southern property boundary of 44-46 Barkly Street looking north.

Barkly Street (St Kilda Hill)

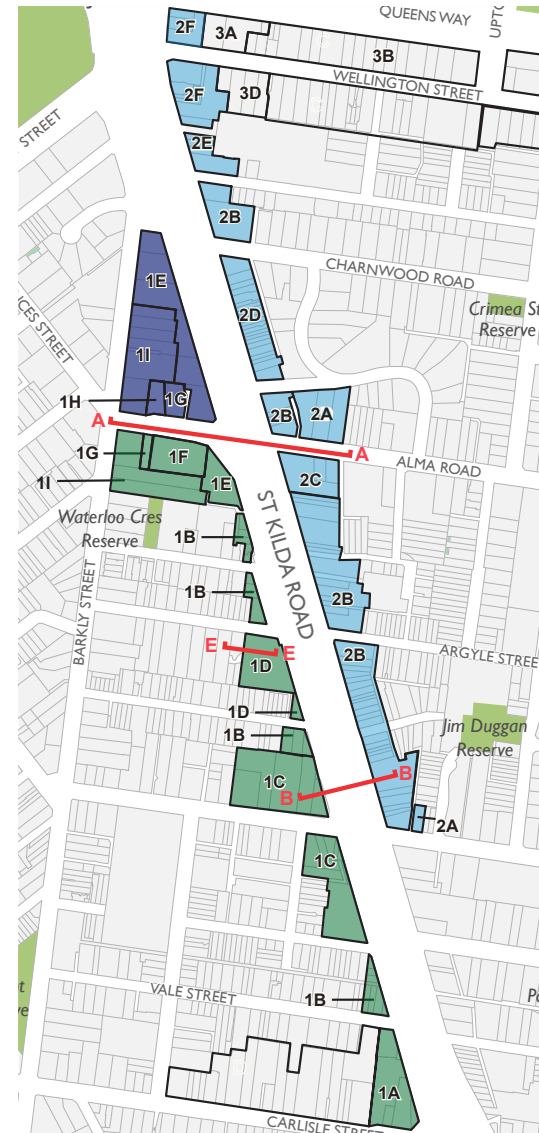
- Retain the low to mid-rise residential character of Barkly Street.
- Achieve a consistency in built form scale on both sides of Barkly Street through a transition in scale down to the street frontage and the spacing of buildings in the streetscape.
- Prevent the overshadowing of residential properties on the western side of Barkly Street.
- Ensure that the height and siting of new development maintains the visual prominence and respects the setting of the St Kilda Presbyterian Church, including the Spire, tower and south-east corner of the front facade, when viewed from:
 - the footpath at the north-western corner of Alma Road and St Kilda Road.
- Provide for high quality development

that enhances the prominent corner of Barkly Street and St Kilda Road.

- Ensure that new development respects and enhances the presence of heritage places along Barkly Street.

Eastern side and St Kilda Junction

- Maintain and reinforce fine grain commercial streetscape character on the eastern side of St Kilda Road.
- Reinforce the characteristic hard-edge alignment of built form to the street (through zero setback of the streetwall).
- Ensure new development is designed to accommodate land uses that activate the public realm and enhance the experience of the street as a pedestrian movement corridor.
- Ensure new development maintains the prominence of the landmark St Kilda Post Office Hotel, and respects the scale of the Victorian-era shop-fronts between Charnwood Road and Alma Road.
- Provide for high quality development that enhances the prominent corner of Wellington Street (north-side) and St Kilda Road as an entry point to St Kilda Junction and the Precinct.



	Area boundary
	Property boundary
	St Kilda Road - western side
	Barkly Street (St Kilda Hill)
	St Kilda Road - eastern side and St Kilda Junction
	Cross-section locations

St Kilda Road neighbourhood areas

Design requirements

St Kilda Road western side and Barkly Street (St Kilda Hill)

Setback

- A zero setback from the street frontage along St Kilda Road is preferred. This will vary according to the site conditions and either a zero ground level setback or a small frontage setback is acceptable. Where setbacks are provided, they must include landscaping.
- New development should provide a landscaped setback to Alma Road, Barkly, Blanche, Carlisle, Charles and Vale Streets and Waterloo Crescent that is generally consistent with adjoining properties, except as specified for Areas IE, IG, IH, and II.
- In Area IC, development must provide a zero setback from the street frontage in Inkerman Street.

Streetwall height

- In Areas IA, IB, IC and ID the streetwall height along St Kilda Road should not exceed 10m (3 storeys). This may be varied where this is deemed to contribute to a more coherent and consistent streetscape having regard to the scale and form of buildings on adjacent sites.
- In Area IC the streetwall height along Inkerman Street should not exceed 17m (5 storeys).
- In Area IE the streetwall height should respond to conditions associated with adjoining development.

Setback above streetwall

- All levels above the streetwall must be set back 5m from the front facade so as to be visually recessive. This setback may be reduced by up to 2m from the front facade for buildings up to 6 storeys and by up to 3m from the front facade for those above 6 storeys, where:
 - the design of upper levels renders it distinctly different and visually recessive through variations in form, openings and detailed design (materials and colour),

Setback above streetwall (continued):

- development will not create additional overshadowing of the opposite footpath and,
- the site is not included in, or adjoining, a Heritage Overlay, unless it can be demonstrated that the significance, definition and prominence of the heritage fabric is maintained.

General

- All ground levels (residential, retail and commercial) are designed to provide an active edge and address the street.
- New development on larger sites shall provide for narrow tenancies at ground level or utilise articulation (entry every 10m) and building form to create the sense of a fine-grain subdivision pattern.
- For all sites within Areas IE, IF, IG, IH and II, new development must maintain the visual prominence and respect the setting of the St Kilda Presbyterian Church and Spire through a transition down in scale and appropriate setbacks.

WESTERN SIDE	AREA SPECIFIC HEIGHTS AND REQUIREMENTS Implemented via a Design and Development Overlay
Area IA	<ul style="list-style-type: none"> The maximum overall building height should not exceed 17m (5 storeys). New development must not cast a shadow beyond the southern kerb-line of Carlisle Street, between 10am and 3 pm at the equinox (21 September).
Area IB	<ul style="list-style-type: none"> The maximum overall building height should not exceed 13m (4 storeys). New development must protect and respect the fine grain heritage character of Vale, Blanche and Charles Streets and Waterloo Crescent.
Area IC	<ul style="list-style-type: none"> The maximum overall building height should not exceed 20m (6 storeys).
Area ID	<ul style="list-style-type: none"> The maximum overall building height should not exceed 17m (5 storeys). New development must protect and respect the fine grain heritage character of Charles Street and Waterloo Crescent.
Area IE	<ul style="list-style-type: none"> The maximum overall building height should not exceed 35m (10 storeys). New development must provide a landscaped setback of at least 2 metres to the northern side of Alma Road to maintain pedestrian views to the Church and Spire and the landscaped character of Alma Road.
Area IF	<ul style="list-style-type: none"> The maximum overall building height must not exceed 28 m (8 storeys).
Area IG	<ul style="list-style-type: none"> The maximum overall building height must not exceed 20m (6 storeys). New development must provide a landscaped setback of at least 2 metres to the northern side of Alma Road to maintain pedestrian views to the Church and Spire and the landscaped character of Alma Road.
Area IH	<ul style="list-style-type: none"> The maximum overall building height must not exceed 17m (5 storeys). Development must provide a landscaped setback to Alma Road of at least 2 metres when measured at the eastern property boundary and 4 metres measured at the western property boundary to maintain key views to the Church, Spire and south-east corner of the front facade and enhance the landscaped character of Alma Road.

WESTERN SIDE	AREA SPECIFIC HEIGHTS AND REQUIREMENTS Implemented via a Design and Development Overlay
Area II	<ul style="list-style-type: none"> The maximum overall building height must not exceed 13m (4 storeys). Development at 44-46 Barkly Street must provide a landscaped front setback to Barkly Street of at least 3 metres to maintain pedestrian views to the Church and Spire and the landscaped character of Barkly Street. Ground level and side setbacks must be provided in accordance with the requirements of ResCode.

St Kilda Road eastern side and St Kilda Junction

Setback

- Development must have a zero setback from the street frontage along St Kilda Road and Wellington Street.
- A zero, minimal or landscaped setback consistent with adjoining properties is preferred along Alma and Charnwood Roads, Argyle, Octavia and Inkerman Streets, and Charnwood Crescent.

Streetwall height

- In Areas 2B, 2C and 2D the streetwall height to St Kilda Road must not exceed 10m (3 storeys).
- In Area 2F the streetwall height to Wellington Street must not exceed 10m (3 storeys).

Setback above streetwall

- All levels above the streetwall must be set back 5m from the front facade so as to be visually recessive. This setback may be reduced by up to 2m from the front facade for buildings up to 6 storeys and by up to 3m from the front facade for those above 6 storeys, where:
 - the design of upper levels renders it distinctly different and visually recessive through variations in form, openings and detailed design (materials and colour)
 - development will not create additional overshadowing of the opposite footpath, and
 - the site is not included in, or adjoining, a Heritage Overlay, unless it can be demonstrated that the significance, definition and prominence of the heritage fabric is maintained.

General

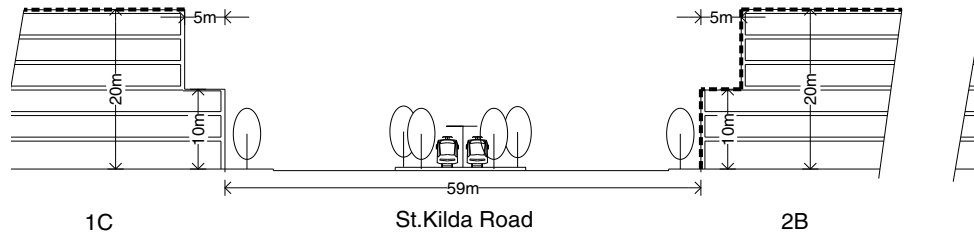
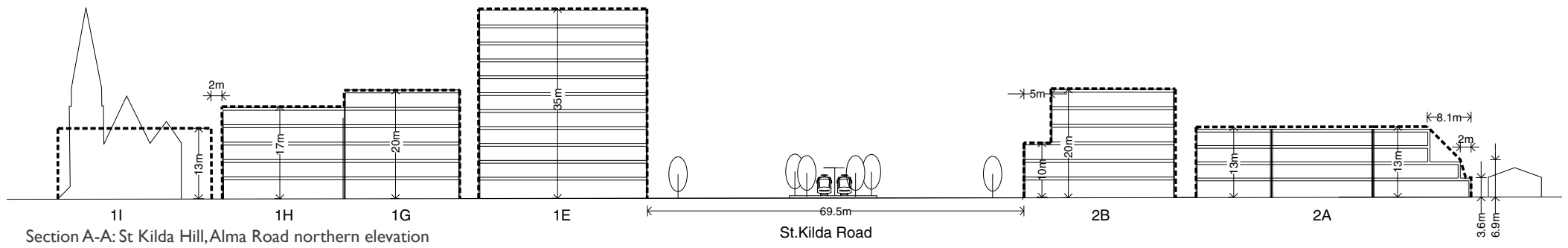
- All ground levels (retail and commercial) are designed to provide an active edge and address the street.
- New development on larger sites shall provide for narrow tenancies at ground level or utilise articulation (entry every 10m) and building form to create the sense of a fine-grain subdivision pattern.

General (continued)

- Provide building awnings over the footpath consistent with the height and design of adjoining buildings fronting St Kilda Road.

EASTERN SIDE	AREA SPECIFIC HEIGHTS AND REQUIREMENTS Implemented via a Design and Development Overlay
Area 2A	<ul style="list-style-type: none"> • The maximum overall building height should not exceed 13m (4 storeys).
Area 2B	<ul style="list-style-type: none"> • The maximum overall building height should not exceed 20m (6 storeys).
Area 2C	<ul style="list-style-type: none"> • The maximum overall building height should not exceed 28m (18 storeys).
Area 2D	<ul style="list-style-type: none"> • The maximum overall building height should not exceed 13.5m (4 storeys).
Area 2E	<ul style="list-style-type: none"> • The maximum overall building height should not exceed 28m (8 storeys).
Area 2F	<ul style="list-style-type: none"> • The maximum overall building height should not exceed 35m (10 storeys). • New development should not cast a shadow beyond the southern kerb-line of Wellington Street, between 10am and 3pm at the equinox (21 September).

St Kilda Road cross sections



Rationale

St Kilda Road Western and Eastern sides

A range of building heights and setbacks are proposed in order to respond to the highly varied built form and land use contexts along St Kilda Road.

A proposed mid rise scale of 4-6 storeys for most of St Kilda Road (generally south of Alma Road) provides for a change in height from low-mid rise scale buildings at Carlisle Street to the higher scale cluster at St Kilda Hill and the Junction.

This scale of development would see an increase in building heights which, together with a well-established streetwall height, would create greater visual cohesion on both sides of the road, strengthen the boulevard character of St Kilda Road South through greater definition of its built form edge, and would ultimately achieve a sense of 'repair' to the streetscape.

A lower overall scale of 4 storeys is proposed for the group of heritage shops on the eastern side and residential zoned sites on the western side of St

Kilda Road. These sites adjoin established residential and the proposed scale reflects realistic development outcomes of these sites due to their interface conditions and sensitivity.

A 6 storey height for sites without these constraints reflects the upper height of recent development within the Precinct (such as development at the rear of the former St Kilda Post Office and sites along Inkerman Street). The mid-rise scale of these buildings sits well within this context and is considered an appropriate model for new development.

A 6 storey scale also approximates the upper range of building height that could be achieved on the majority of sites within the Precinct, noting there is a wide range of development capacity. Many sites are significantly constrained due to their size, configuration, heritage status or interface conditions, while a limited number of larger sites have greater development potential. Limiting heights to 6 storeys would avoid isolated high scale buildings scattered throughout the Precinct which is contrary to the urban design directions and objectives with regard to achieving a consistent built

form rhythm and scale and recognition of the topography of the Hill.

Notwithstanding this, applying discretionary height controls still allows a degree of design flexibility for large sites, where an additional level may be achieved where upper levels can be recessed and not impact on the amenity of adjoining established residential.

Barkly Street (St Kilda Hill)

A range of heights are proposed at Barkly Street (St Kilda Hill) of between 4 - 10 storeys.

The triangle pocket between Alma Road, Barkly Street and the Junction includes a mix of development constraints and potential. The St Kilda Presbyterian Church and spire is a significant local landmark and several sites on Barkly Street are heritage protected. Other sites with frontage to Alma Road and St Kilda Road would benefit from renewal.

A proposed height of between 4 - 10 storeys for sites with development potential within this pocket is considered an appropriate upper level height, reflecting the significant variation in building scale that is currently emerging and protecting sites of heritage significance. Discretionary controls fronting St Kilda Road will allow design flexibility for individual site responses to the development constraints and opportunities along St Kilda Road

However sites adjoining the Church must provide a transitional scale down to this landmark site, ensuring that the Church

spire remains a focal point at this corner. While high scale development will soon form the backdrop to the Church, lower scale heights on adjoining sites will serve to frame views to the Church and its spire.

A building scale of 4 storeys along Barkly Street, between Alma Road and the new development at 42 Barkly Street will form a respectful scale within the context of the heritage and character of buildings within this group.

Along Alma Road, the three sites east of the Church will transition from 5 to 6 to 10 storeys respectively, up to the corner of St Kilda Road. This will ensure a transitional scale from the church up to the high scale at the St Kilda Road corner.

The south side of Alma Road, east of St Kilda Road also has potential for higher scale form. Here a height of 6-8 storeys is proposed, which reflects the higher scale of development on the western side of St Kilda Road, while providing a transitional scale to adjoining heritage and residential sites.

Given the sensitivity of the Church's

immediate setting, it is recommended that the heights of surrounding sites are implemented as mandatory controls. It is imperative that the specific design objective of a clear transitional scale is observed without exception. In this instance, a variation from the prescribed heights would not achieve this objective, and the application of mandatory controls is therefore proposed.

St Kilda Junction

A higher building scale is proposed at St Kilda Junction including the western end of Wellington Street, to reflect this space as the key entry point to St Kilda. Given the extensive amount of road space at the Junction, a higher scale of development will provide a greater visual definition to the Junction as a key urban space.

Buildings up to 10 storeys north of Phoenix Lane, and at the western end of Wellington Street, are proposed to reflect existing development patterns, and the future development potential of sites in this area. Allowing higher scale buildings on both sides of the road will also assist in creating a sense of visual cohesion at this end of the street. Higher scale development should incorporate active ground level uses for the wider community, such as cafes or local convenience retail.

A scale of 8 storeys between Phoenix Lane and Octavia Street and 6 storeys between Octavia Street and Charnwood Road will provide a visual transition

down to the mid-rise scaled buildings along the remainder of the eastern side of St Kilda Road South.

Streetwall and setbacks

The eastern side of St Kilda Road has a well-established streetwall height of approximately 3 storeys, reflecting its historic pattern of development (this generally equates to a 2 storey scale for heritage buildings). This provides a 'human scale' at street level for buildings along the retail areas of St Kilda Road.

While several buildings on the eastern side have higher scale development recently constructed at the rear of the site, the streetwall height of 3 storeys is a distinguishing element of the streetscape.

The western side of St Kilda Road has no clear development pattern; establishing a similar scale and form on both sides of the road would assist in re-creating a sense of consistency that has been lost through the demolition of buildings on the western side. Creating visual cohesion within the streetscape by reinforcing a similar building scale on

both side of St Kilda Road is a key design objective.

A 3 storey scale at the street edge also relates to the existing scale of the mixed commercial and residential sites on the western side of the road, which range from 1- 4 storeys. Additionally, it also equates to the maximum development potential of many of the small sites or residential properties on this side. Some flexibility in the streetwall height on the western side is appropriate given it's mixed character, to ensure new development can respond appropriately to development on adjoining sites.

Above the streetwall height, a 5m upper level setback will provide a sense of visual distinction between the ground and upper levels. This is particularly important for the groups of heritage shopfronts on the eastern side of the road, where there should be a clear differentiation between old and new building elements.

For these reasons, it is recommended that the streetwall height is implemented as a mandatory height control along the eastern side. In this instance, a variation would not achieve the objectives.

Frontage setbacks

The zero frontage setbacks required on the eastern side of the road reflect the established pattern of a typical commercial strip, where the street edge treatment is consistent and clearly defined. This pattern must be continued.

The pedestrian amenity of the eastern side of St Kilda Road could be enhanced through provision of awnings, in a similar manner to the existing heritage awnings which are a distinctive and valued aspect of this part of the streetscape.

Whilst a zero frontage setback is preferred to better define its edges, the varied frontage setbacks on the western side reflects the diversity of existing development patterns and lots sizes. This allows design flexibility to respond to the individual site context. To achieve a consistency of frontage treatments over time each site will be designed to provide a positive interface with the street environment.

Some of the small 'left over' sites may be undevelopable on their own, and better suited to creating public spaces or potentially developed in association

with adjoining developments. These are discussed further in Land Use and Public Realm chapters.

Wellington Street neighbourhood

Preferred future character

The preferred future character for Wellington Street will comprise:

- A residential and mixed use streetscape set around a safe and attractive public realm.
- Built form that enhances the human scale and 'village feel' of the street.
- Built form that responds to the lower scale of heritage sites and residential interfaces, while transitioning to a higher scale of development in the commercial area close to the St Kilda Junction.
- A pedestrian friendly 'green link' connecting Chapel Street, St Kilda Road and Albert Park.

Design objectives

Objectives for Wellington Street:

Northern side (Existing Commercial I Zone / Proposed Mixed Use Zone)

- Support development that encourages a mixed residential and commercial character.
- Ensure ground level uses and building design provide an active edge to the street, and upper level windows and balconies provide natural surveillance.
- Support development that facilitates emerging activity hubs, at the western end of the street and immediately east

of Upton Road, by requiring active ground level uses that contribute to a vibrant street-life, such as cafes and shops.

- Create a sense of street cohesion through a consistent street-wall (west of Upton Road).
- Reinforce the well-established street-wall condition along Nelson Street.
- Reduce visual dominance of levels above the street-wall through setbacks which maintain open views to the sky.
- Ensure the height of new development, west of Upton Road respects and responds to the scale

of the residential buildings on the southern side of the street, through a comparable streetwall height and recessed upper levels.

- Ensure the height of new development east of Upton Road respects and responds to the lower scale and heritage values of residential buildings on the southern side of the street.
- East of Upton Road, retain the sense of building spacing within the streetscape.
- Maintain solar access to the southern footpath of the Wellington Street primary pedestrian link.

Southern side (Residential Zone)

- Maintain and reinforce the established low scale (1-2 storey) and fine grain of the heritage area, east of Upton Road.
- Reinforce the established 2-3 storey scale west of Upton Road, allowing for new well-designed 'infill' development on larger sites consistent with the established neighbourhood character.
- Maintain the established street rhythm of space between buildings and landscaping in the frontage setback.

- Ensure development makes a positive contribution to the creation of Wellington Street as a landscaped (green) pedestrian link.

Southern side - west end (Commercial I Zone and Proposed Mixed Use Zone)

- Support development that facilitates the emerging activity hub at the western end of the street, by requiring active ground level uses that contribute to a vibrant street-life, such as cafes and shops.
- Reinforce the established 2-3 storey scale within the proposed Mixed Use Zone to achieve consistency within the wider streetscape.
- Ensure new development respects the heritage values and lower two storey scale of the 'Tecoma Court' heritage shops/dwellings.

Design requirements

Wellington Street (Except land within the GRZ and NRZ)

Setback

- In Areas 3A and 3B a zero setback to the street frontage is preferred. A variation to this requirement will be considered where a setback will provide for a well-designed, safe, and publicly accessible space at ground level, to enhance activation of the street.
- In Areas 3B and 3D, where new development is set back from the street frontage, a street-wall no greater than the maximum street-wall height specified must be provided within 5 metres of the street frontage.
- In Areas 3C and 3D a landscape setback generally consistent with adjoining properties is preferred.

Streetwall height

- In Areas 3A and 3B the streetwall height along Wellington Street must not exceed 10m (3 storeys).
- In Area 3B the streetwall height along Nelson Street must not exceed 17m (5 storeys).
- In Area 3D the streetwall height must not exceed 10m (3 storeys).
- In Area 3C the streetwall height should not exceed 8m (2 storeys).

Setback above streetwall

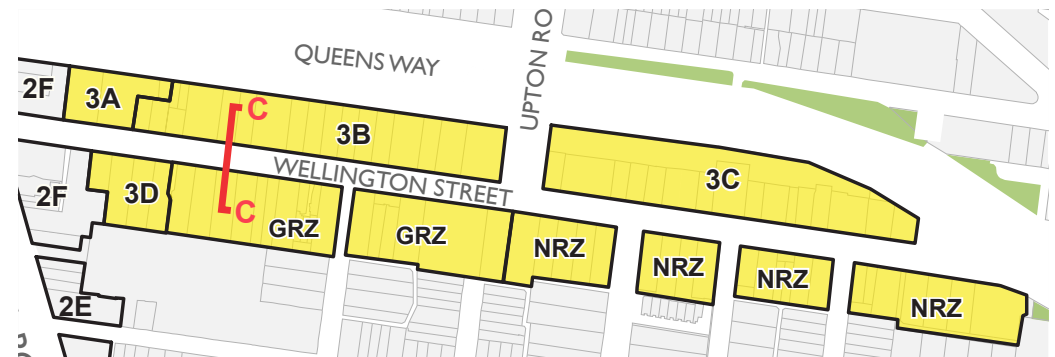
- In Areas 3A, 3B and 3D levels above the streetwall must be set back 5m from the front facade so as to be visually recessive. This setback may be reduced by up to 2m from the front facade for buildings up to 6 storeys and by up to 3m from the front facade for those above 6 storeys, where:
 - new development does not cast a shadow beyond the southern kerb-line of Wellington Street, between 10am and 3pm at the equinox (21 September),

Setback above streetwall (continued)





- the design of upper levels renders it distinctly different and visually recessive through variations in form, openings and detailed design (materials and colour), and
- the site is not included in, or adjoining, a Heritage Overlay, unless it can be demonstrated that the significance, definition and prominence of the heritage fabric is maintained.
- In Area 3C levels above 2 storeys should be recessed and have regard to adjoining development.

General

- All ground levels (residential and commercial) are designed to provide an active edge and address the street.



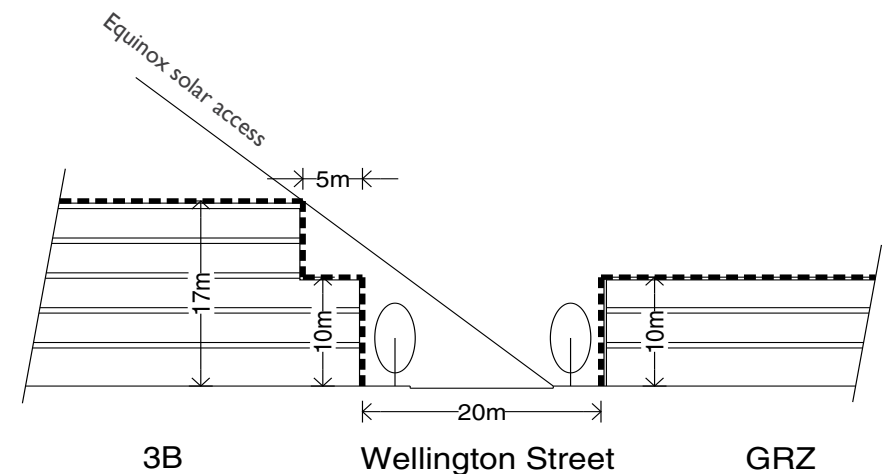
Wellington Street neighbourhood areas

	Area boundary
	Property boundary
	Wellington Street Neighbourhood
	Cross-section location

WELLINGTON STREET	AREA SPECIFIC HEIGHTS AND REQUIREMENTS Implemented via a Design and Development Overlay
Area 3A	<ul style="list-style-type: none"> The maximum overall building height must not exceed 35m (10 storeys). New development should not cast a shadow beyond the southern kerb-line of Wellington Street, between 10am and 3pm at the equinox (21 September).
Area 3B	<ul style="list-style-type: none"> The maximum overall building height must not exceed 17m (5 storeys). New development must not cast a shadow beyond the southern kerb-line of Wellington Street, between 10am and 3pm at the equinox (21 September).
Area 3C	<ul style="list-style-type: none"> The maximum overall building height must not exceed 13m (4 storeys). New development must not cast a shadow beyond the southern kerb-line of Wellington Street, between 10am and 3pm at the equinox (21 September). Ground level and side and rear setbacks must be provided in accordance with the requirements of ResCode.
Area 3D	<ul style="list-style-type: none"> The maximum overall building height must not exceed 10m (3 storeys).

Note: Schedule 13 to the Design and Development Overlay (DDO13) within the Port Phillip Planning Scheme will continue to apply, in addition to a new Schedule that implements the 'Design Objectives' and 'Design Requirements' of this Framework. DDO13, the 'Shrine Vista Overlay', triggers a permit for development over 33metres AHD to allow for consideration of impacts on the Shrine of Remembrance. DDO13 applies beyond Wellington Street and does not imply that new developments can or should achieve such heights.

WELLINGTON STREET	Implemented via Local Policy and Schedules to the GRZ and NRZ
Area GRZ	<ul style="list-style-type: none"> Buildings must not exceed an overall maximum height of 10m (3 storeys). Ground level and side and rear setbacks must be provided in accordance with the requirements of ResCode. Landscaped setbacks consistent with adjoining properties are preferred.
Area NRZ	<ul style="list-style-type: none"> Buildings must not exceed an overall maximum height of 8m (2 storeys). Ground level and side and rear setbacks must be provided in accordance with the requirements of ResCode. Landscaped setbacks consistent with adjoining properties are preferred.



Section C-C: Wellington Street north-south 10.00 am and 3.00 pm shadow.

Rationale

The proposed heights and setbacks reflect the existing established patterns of development scale and spatial rhythm in Wellington Street, which ranges from low scale heritage dwellings to higher scale buildings at the Junction.

Northern side

On the northern side of Wellington Street, a transitioning scale of buildings is proposed, from 4 storeys east of Upton Road, 5 storeys west of Upton Road and 10 storeys at the western end near the Junction. This reflects existing and emerging development patterns and respects the differences in character along the street.

East of Upton Road

East of Upton Road, the proposed 4 storey buildings reflects an average building scale. The existing buildings range from 1-5 storeys, with most buildings 2-3 storeys. The 4 storey scale allows scope for an incremental increase in building height in this part of the street while avoiding the sense of visually overwhelming the low scale and heritage significant dwellings on the opposite side of the road.

This part of the street has a mix of front setbacks, including zero setbacks, landscape frontages and frontages used for carparking. Most sites have at least a small side setback which creates a sense of space within the streetscape. Future development should aim to retain the sense of dwelling spacing by including at least a small side setback. However, a flexible approach to frontage setbacks is considered appropriate given the mixed pattern of development with consideration given to the setbacks on adjoining properties.

West of Upton Road

West of Upton Road, an increased scale of 5 storeys with zero front setbacks is proposed to reflect the established pattern of development which has a higher scale built form and a greater density. In this part of the street there is a distinctly 'tighter' grain of development due to limited front or side setbacks and it has a more urban appearance as a result.

An overall scale in this part of the street of 5 storeys reflects the established pattern of development, which ranges up to 5 storeys. Through a comparable streetwall and recessed upper levels, new

development will not visually overwhelm buildings on the southern side. It will also ensure that the southern footpath is not overshadowed.

Close to the junction an increased scale of 10 storeys with zero front setbacks is proposed. This higher built form is considered acceptable with streetwall and recessed upper levels so as not to visually dominate the streetscape. However this scale must be contained at the western end of the street which has a strong relationship with St Kilda Junction.

West of Upton Road, a 3 storey streetwall height appropriately reflects the scale of residential sites on the southern side, and will assist in creating a greater sense of visual coherence in the streetscape and in maximising solar access to the southern footpath.

Given the pressure for higher scale development on the northern side of Wellington Street and the scale and sensitivity of the residential and heritage areas opposite, the streetwall and overall building heights should be implemented as mandatory controls.

This would ensure that the design objectives of building heights that achieve a transitional scale (along and

opposite Wellington Street), reflect their heritage and neighbourhood character and context, as well as maximising solar access to the southern footpath, are appropriately observed, without exception. It will ensure that a sense of street cohesion is achieved and that new buildings do not visually dominate the streetscape. Mandatory controls are considered necessary as variation from the prescribed heights would not meet the design objectives for Wellington Street.

Southern side

East of Upton Road

East of Upton Road there is an established pattern of mostly single detached dwellings which are protected by the Heritage Overlay. There are limited opportunities for increased residential development and any proposals must respect the identified neighbourhood character, heritage, environment and landscape characteristics. The Neighbourhood Residential Zone (NRZ) is recommended with a 2 storey, 8m mandatory height limit. The provision of landscaped frontage setbacks and small side setbacks should be in accordance with the requirements of ResCode.

West of Upton Road

West of Upton Road the neighbourhood character is more mixed, comprising residential development of generally 1-3 storeys. Mostly apartment buildings, they generally have small front and side setbacks with landscaping. This pattern of residential development will be largely retained, given limited redevelopment opportunities.

Accordingly the established streetscape character and scale of buildings should be reinforced through application of the General Residential Zone (GRZ) with a mandatory 10 metre height limit.

In the Commercial 1 Zone (proposed Mixed Use Zone) and the General Residential Zone (GRZ) a 3 storey, 10m mandatory height limit is proposed. This will ensure that future development respects and reinforces the established scale, heritage and neighbourhood character of the area. The provision of landscaped frontage setbacks and small side setbacks shall be in accordance with the requirements of ResCode.

Heritage

Further investigation has been undertaken to assess and document the heritage significance of 16 - 20 Wellington Street ('Tecoma Court' shops and dwellings) and 44 Wellington Street (1920s 'Earls Court' flats). A Heritage Overlay is recommended to be applied to protect heritage values.

A number of other properties have been identified as potentially having heritage significance and have undergone further investigation by Lovell Chen Architects and Heritage Consultants. This heritage assessment has recommended that a Heritage Overlay be applied to the following properties:

- 17 Wellington Street - Former motor garage brick building.
- 38 - 40 Wellington Street - Duplex pair residences.
- 56 - 58 Wellington Street - Two storey terraces.
- 59 - 59a Wellington Street - Two-storey residential building.
- 81 Wellington Street - Two storey brick shops.
- 129 Wellington Street - Single residence.



Carlisle Street neighbourhood

Preferred future character

The preferred future character for Carlisle Street will comprise:

- A residential streetscape set around a safe and attractive public realm.
- Built form that reinforces the established human scale and contributes to the diverse architectural character of the street.
- Built form that responds sensitively to established residential interfaces and heritage sites.
- A pedestrian friendly 'green link' connecting East St Kilda and St Kilda (including the Carlisle Street and Acland Street Activity Centres).

Design Objectives

Objectives for Carlisle Street:

- Reinforce the prevailing low to mid-rise scale of residential development along Carlisle Street.
- Ensure the height of new development respects and responds to the scale of existing residential buildings, through a comparable street-wall height and recessed upper level/s.
- Maintain the street rhythm of space between buildings and landscaping in the frontage setback.
- Ensure buildings are designed to provide an active residential edge to the street, though ground level entries and windows, and upper level windows and balconies, which address the street.
- Maintain solar access to the southern footpath of the Carlisle Street primary pedestrian link.
- Ensure development makes a positive contribution to the development of Carlisle Street as a landscaped (green) pedestrian link.

Design requirements

Implemented via Local Policy and / or Schedules to the GRZ and NRZ

Carlisle Street (GRZ)

Height

- Buildings should not exceed an overall maximum height of 13m (4 storeys).

Setback

- Landscaped frontage setbacks should be provided in accordance with the requirements of ResCode.
- Ground level and side and rear setbacks must be provided in accordance with the requirements of ResCode.

Streetwall height

- The streetwall height should not exceed 10m (3 storeys).

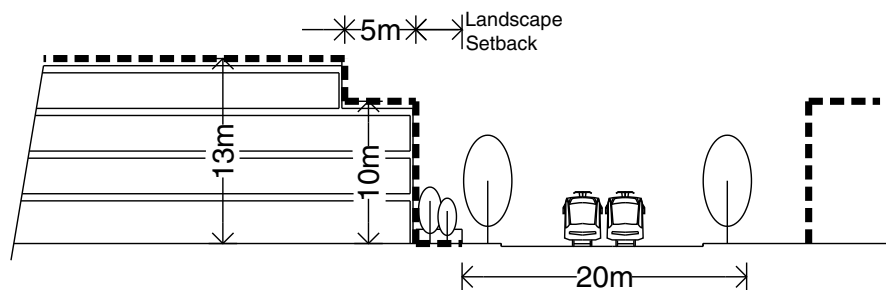
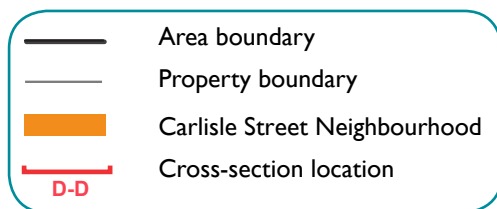
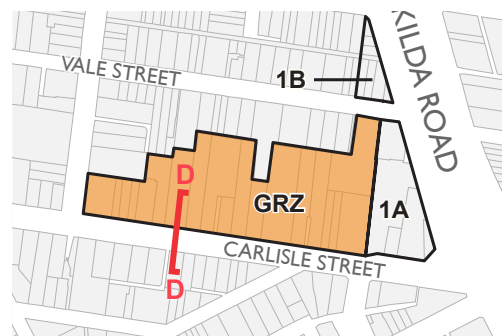
Setback above streetwall

- Levels above 3 storeys should be recessive and set back 5m from the front facade.

General

- New development must not cast a shadow beyond the southern kerb-line of Carlisle, between 10am and 3pm at the equinox (21 September).
- New development should utilise articulation and building form to create the sense of a fine-grain subdivision pattern.

Carlisle Street neighbourhood area and cross section



GRZ

Carlisle Street

Section D-D: Carlisle Street north-south

Rationale

The proposed heights and setbacks reflect the existing patterns of development scale and spatial rhythm in Carlisle Street which comprises a mix of residential development mostly between 1-3 storeys.

The proposed streetwall height of 3 storeys on the northern side of the road will provide a transitional scale to the residential sites opposite and maximise solar access to the southern footpath.

This pattern of residential development is proposed to be retained and therefore the General Residential Zone (GRZ) with a 3 storey, 10m height limit is proposed and will ensure future development that respects the neighbourhood character of the area.

However where sites have the potential to provide appropriate setbacks at the interface with adjoining residential sites and recessed upper levels an overall height of 4 storeys is acceptable.

These heights will consolidate the role and character of Carlisle Street as a low- mid rise residential area in close proximity to nearby activity centres and transport, with opportunities for higher density housing on larger sites.

The provision of landscaped frontage setbacks and small side setbacks shall be in accordance with the requirements of ResCode.

General design requirements

In addition to the neighbourhood specific design requirements above, the following general design requirements should be applied Precinct-wide to achieve the Design Objectives:

Architectural quality

- Facilitate the development of high quality, contemporary architecture that makes a positive contribution to the image and identity of each neighbourhood, and is responsive to the scale, form and articulation of existing buildings.
- New development should use materials, colours and finishes that complement the appearance and character of the street and neighbourhood.
- New development must respect the form, massing and siting of heritage buildings on the development site, or any adjoining or nearby site.
- Any new development on land within a Heritage Overlay must comply with the Heritage Policy at Clause 22.04 of the *Port Phillip Planning Scheme*.
- Corner sites are to achieve a high quality design outcome, and address both street frontages with either door openings or street level windows.
- The building facade on sites with a frontage over 10 metres is to be well articulated through variations in form, materials, openings, colours or the

inclusion of vertical design elements.

- Visual distinction is to be created between the lower (streetwall) levels and upper levels of a building, through setbacks / recessed development, well-articulated design and the use of varying materials and colour.
- All visible sides of a building are to be fully designed and include variations in form, materials, openings and colour.
- Balconies are to be designed as an integral part of the street-wall or building façade.
- Awnings or verandas providing weather protection are to be constructed to match those of neighbouring properties in terms of height above the street and coverage of the footpath.
- New development over 50m² is to incorporate Environmentally Sustainable Design (ESD) features.
- CPTED principles are to be applied to ensure that any setback of buildings at ground levels, building entry points and car park areas do not create an unsafe environment.
- New development is to incorporate locally contextual urban art.

- Buildings must have a zero setback to the street frontage, unless otherwise specified.
- The street-wall should be built to the side boundaries, unless otherwise specified.

Side setbacks and building separation

- Development must be set back a minimum of 4.5 metres from common side and rear boundaries and at least 9m from existing buildings on the same or an adjoining site(s); or

Development may be constructed to a side boundary (0m setback) where:

- The adjoining site has a blank boundary wall, with no habitable room windows or balconies, has been constructed within 200mm of the boundary; or
 - The adjoining site has not been developed above the street-wall height;
- Providing:
- The primary living areas of all proposed dwellings have a main window(s) / balconies oriented to the front or rear of the site.

- The proposed development does not unreasonably compromise the ability of the adjoining site(s) to be developed
- There are no existing habitable windows / balconies on the adjoining site within 4.5m of the proposed development.

This requirement does not apply to developments of four storeys or less in a residential or mixed use zone where the provisions of ResCode (Clause 54 or 55, as applicable) apply.

Public realm and pedestrian amenity

Solar access to footpaths

- Maximise solar access to southern footpaths of east-west streets (Alma Road, Inkerman Street, Carlisle Street and Wellington Street) and the east-side footpath of St Kilda Road between 10am and 3pm at the Equinox.
- Development proposals must be accompanied by a shadow analysis to demonstrate solar access will be maximised on southern footpaths, key spaces and adjoining properties between 10am and 3pm at the equinox.



Street amenity

- Buildings are to provide a clear definition between the public and private realm, to define the street space and create sense of street enclosure.
- Pedestrian entrances should open directly to the street (at the same grade), have adequate weather protection and lighting, be clear glazed and designed as a key feature of the façade.
- Foyer areas should be visible from the street and designed to encourage activity and interest both within and external to the building. This might include a meeting area, cafe, shop or community space.



- Where front setbacks greater than 1 metre are provided, they must:
 - Include well-designed landscaping and planting.
 - Not include open / at-grade car parks.
 - Provide either low or no front fencing.
 - Include clearly defined pedestrian access-ways that are visible from the street.
- Blank walls, large areas of reflective surfaces and high fences must be avoided along building frontages.
- Laneway side edges should contribute to a high quality, safe and attractive streetscape, through the provision of lighting, entry doors, habitable room



windows, and land uses that provide for passive surveillance.

- Development proposals for buildings over 4 storeys should be accompanied by a wind study analysis to demonstrate that pedestrian spaces will not be affected by additional wind.

Active frontages (retail and commercial design)

- New retail or commercial development must provide an active frontage to any adjoining street.
- A 'retail active edge' should be characterised by a clear-glazed façade for at least 80% of the width of street frontage (for each individual premises) and from footpath level to a height of 2 metres. Pedestrian entries to be every 10 - 15 metres.
- A 'commercial active edge' should be characterised by at least 60% clear-glazing between a height of 1 metre and 2 metres above the footpath level. Pedestrian entries to be at least every 30 metres.
- Where a retail frontage is required, ground floor levels should provide a minimum floor to floor height of 4.0 metres.

- At upper levels, windows and balconies or terraces should overlook the street and laneways.
- Frontages setback from the street should have either low or no front fencing, well-designed landscaping and clearly defined pedestrian access-ways that are visible from the street.
- Lighting should be incorporated in the façade design to provide visual interest and to contribute to a sense of safety at night.

Active frontages (residential design)

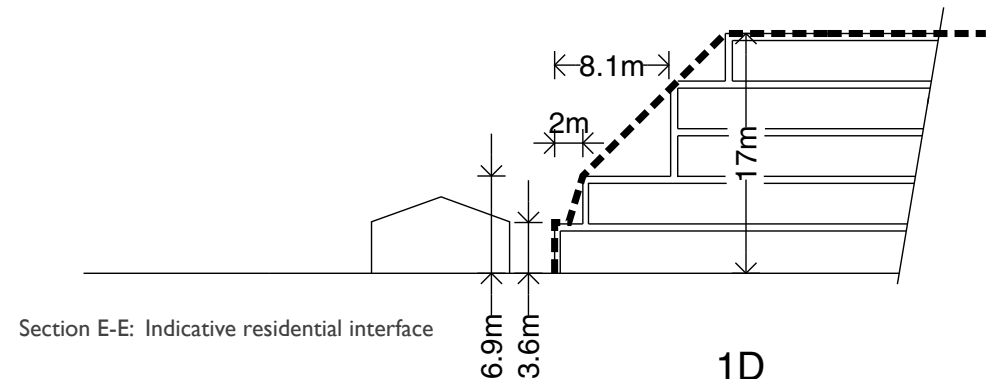
- New ground level residential development must have a clear address to any adjoining street:
- A 'residential active edge' at street level should incorporate multiple entries and clear glazing with potential to be setback from the street and within private open space to provide privacy whilst still allowing for surveillance.
- At upper levels, windows and balconies or terraces should overlook the street and laneways.
- Frontages should have low or visually permeable front fencing.

Residential amenity

- New residential developments should include a mix of 1, 2 and 3 bedroom apartments and be a minimum size of 50m², 70m² and 95m² respectively.
- New residential developments must be sited, oriented and configured to receive adequate solar access, natural light and natural ventilation.
- Incorporate private open space and facade articulation through the addition of balconies, roof terraces, courtyards and openable windows.
- Incorporate acoustic attenuation measures within residential apartments within the commercial and mixed use zones and along St Kilda Road.

Residential interface

- Development adjoining residential properties in a residential zone should incorporate upper level setbacks to avoid amenity impacts from overshadowing of existing secluded private open space or habitable room windows, overlooking or visual bulk.
- Side and rear setbacks at boundaries of adjoining properties in a residential zone, including where separated by a laneway, must comply with the following amenity objectives of Clause 55.04 of the *Port Phillip Planning Scheme*:



- Clause 55.04-1 (side and rear setbacks objective)
- Clause 55.04-2 (walls on boundaries)
- Clause 55.04-3 (daylight to existing windows)
- Clause 55.04-4 (north facing windows)
- Clause 55.04-5 (overshadowing open space objective)
- Clause 55.04-6 (overlooking)
- Clause 55.04 -7 (internal views)
- Clause 55.04-8 (noise impacts).

Given the high level of sensitivity of the interfaces throughout the Precinct, it is proposed that these objectives be implemented as mandatory controls. (Detailed design parameters will vary for each site due to the range of lot sizes and configurations throughout the Precinct.)

Vehicular access, car parking, and loading areas

- The visibility of car parking and access-ways from the public realm must be minimised.
- Open / at-grade car parks should not be located in front setback areas.
- Vehicle crossovers should be no more than 6m wide, and only one provided per site frontage.
- Vehicular access must be provided from the rear or side of lots wherever possible.
- Garage / car park doors must be integrated with the design of the building, must not dominate the facade and should be visually permeable to allow passive surveillance.
- Where car parks are located above ground, they should be at the rear of the site, and must be sleeved with habitable rooms presenting to the street.
- Exhaust stacks from underground car parks must be located away from main pedestrian areas and incorporated into the building design or adequately screened.

- Car parking within a building should incorporate floor to ceiling heights of 3.5m to enable future adaptation for habitable uses.

Waste management and building services

- New development is to provide on-site bin / waste material storage which should be to the rear of properties, must be screened from public view and must not impede pedestrian access.
- The appearance and storage of rubbish bins on-site should be properly sited and maintained so as not to detract from the amenity of the occupants, staff or nearby buildings.
- New buildings should provide on-site loading facilities and service vehicle parking, located within or at the rear of buildings to minimise disruption of traffic or pedestrian access.
- Rooftop building services (lift over-runs / plant rooms) must be integrated into the design of the building, and screened to minimise visibility from surrounding streets and private property and to avoid detrimental noise impacts.

- Noise attenuation measures and suppression techniques should be incorporated into developments to ensure noise does not unreasonably affect the amenity of public areas and nearby residences.
- Encourage roof and vertical gardens in new or refurbished buildings.

Implementation

Recommended actions

The recommended actions are generally illustrated on the *Figure 4: Built Form Framework Plan* and *Figure 5: Built Form Control Areas*. These are to:

- Introduce built form policy and controls to the *Port Phillip Planning Scheme* to implement detailed design objectives and requirements for the St Kilda Road South Precinct. This includes:
 - Updating policy directions within the MSS to reflect the urban design and built form outcomes sought for the Precinct.
 - Applying a new Design and Development Overlay to properties within the St Kilda Road neighbourhood, and properties within the (existing and proposed) Commercial 1 and Mixed Use Zones along Wellington Street.
 - Applying mandatory streetwall controls within the Design and Development Overlay to sections of St Kilda Road and Wellington Street.
 - Applying mandatory overall height controls within the Design and Development Overlay;
- To protect the historic and established views to the St Kilda Presbyterian Church and Spire.
- To ensure the design objectives for Wellington Street are achieved.
- Using local policy and the schedules to the General Residential Zone and Neighbourhood Residential Zone to achieve the desired development outcomes along Carlisle Street and the southern side of Wellington Street.
- Apply a new Heritage Overlay over the following sites identified as being of heritage significance:
 - 16-20 Wellington Street - 'Tecoma Court' shops and dwellings
 - 17 Wellington Street - Former motor garage brick building
 - 38-40 Wellington Street - Duplex pair residences
 - 44 Wellington Street - 1920 'Earls Court' flats.
 - 56-58 Wellington Street - Two storey terraces
- 59-59a Wellington Street - Two-storey residential building
- 81 Wellington Street - Two storey brick shops
- 129 Wellington Street - Single residence
- Advocate for the introduction of State-wide minimum standards for the internal design including size and amenity (access to adequate daylight, sunlight, natural cross-ventilation, privacy) of apartments.

Exercise of discretion

Council as the responsible authority will only consider granting a permit for a development that exceeds a discretionary maximum height where it can be clearly demonstrated that the proposed development will meet the relevant Design Objectives and Requirements, and achieve the following:

- In areas where a discretionary height of up to seven storeys is specified, development must:
 - Not overwhelm adjoining properties in a residential zone in terms of building scale or bulk.
 - Contribute to achieving greater overall consistency of scale within the streetscape.
 - Be designed to reduce the visual dominance of levels above the street-wall.
 - Not detract from the distinct higher-rise built form outcomes sought at St Kilda Hill or the Junction.
- In areas where a discretionary height of seven storeys or greater is specified, development must:
 - Not overwhelm adjoining properties in a residential zone in terms of building scale or bulk.
 - Moderate the difference between low-rise or mid-rise development and existing taller high rise structures.

Heritage redevelopment

Heritage buildings and facades offer significant potential for urban renewal and retention of the area's valued character. They should be retained in the Precinct as redevelopment occurs.



Above: Redevelopment in Blackburn which has retained the heritage facade.



Above: Apartment redevelopment behind the old Post Office building on the south-east corner of Inkerman Street and St Kilda Road.

Small spaces

There are many small spaces in the Precinct due to road widening. These spaces could be used for open space, pause points, smaller buildings and / or temporary uses.



Above: Pop-up shops in a public space in Melbourne CBD.



Above: Outdoor seating in Bendigo laneway.

3.2 Land use

Overview

The St Kilda Road South Precinct currently comprises a diverse mix of residential, retail, commercial and community land uses, with distinct land use patterns reflected in each of the three neighbourhoods. Appendix B provides a detailed description and analysis of land use activities and recent trends.

In most locations current land use patterns largely reflect the existing commercial and residential zoning, however, over the last 5-10 years strong residential development pressures have been evident, particularly in parts of St Kilda Road and Wellington Street. The resulting transition in land use, coupled with recent state-wide changes to commercial zones, present the need for Council to review land use policy and controls within the Precinct to ensure they will deliver the future vision for the area.

Existing land use zoning

The Commercial 1 Zone which applies to the majority of St Kilda Road, the north side of Wellington Street and some portions of Alma Road, recently replaced the Business 2 Zone as part of the State Government's application of new commercial zones. This has resulted in a broadening of the land use activities facilitated under the zoning, from an office focus (with restrictions on shops and restaurants) to a retail focus with a broad mix of commercial and residential uses also permitted.

The General Residential Zone largely applies to the balance of the Precinct; the Carlisle Street neighbourhood, the southern side of Wellington Street and pockets of residential development along the western side of St Kilda Road.

In its translation to the New Residential Zones released by the State Government in July 2013, in addition to the application of the General Residential Zone, Council has proposed the Neighbourhood Residential Zone be applied to the residential precinct towards the eastern end of Wellington Street to recognise the existing Heritage Overlay and to the fine grain residential areas west of St Kilda Road. (Amendments C113 and C114 are pending Ministerial approval).

Existing land uses and trends

St Kilda Road supports a wide range of land uses. The eastern side is a long-established commercial strip, with speciality retail, offices and other business uses at street level which derive benefit from the exposure and a St Kilda Road address. There is a cluster of firms involved in advertising, marketing and video production. Upper levels include offices and increasingly residential use.

The diverse range of retail, showrooms, hospitality related uses, small scale creative enterprises and galleries along the eastern side of St Kilda Road is an important part of the Precinct's eclectic character. There are a number of vacant and underused shopfronts which have potential as creative spaces or business incubators to add to the future mix of activity.

The western side of St Kilda Road, south of Alma Road, has a mix of commercial activity interspersed with residential uses, which is an outcome of the road widening scheme. Many of the commercial land uses on the western side are on large sites, with future development potential, while most residentially zoned sites are small in scale

and front local streets. Redevelopment of larger sites particularly on St Kilda Road will require careful design to respond to the sensitive interface conditions.

The northern side of Wellington Street has a mix of predominantly office and residential uses at the western end, with a diverse range of uses east of Upton Road including a local convenience shop. The south side of Wellington Street is an established and sensitive residential area, except for a small cluster of retail/hospitality and commercial uses within the Commercial 1 Zone west of 28 Wellington Street (closest to St Kilda Road).

Carlisle Street is an established residential area with an increasing dominance of flats and apartments. Similarly Barkly Street, whilst partially in a commercial zone, is predominantly residential and includes the Church and numerous apartment developments of heritage significance.

Particularly over the last five years, new development has seen a residential focus, including on commercially zoned land in Wellington Street, Alma Road and St Kilda Road. Along St Kilda Road this has occurred both in the form of new apartments above existing commercial

What we've heard

buildings and as intensive new residential developments replacing former lower-rise office buildings. The latter includes clusters of new residential development at Alma Road (up to 13 storeys) and in proximity to the St Kilda Junction (buildings of up to 28 storeys). These new residential developments generally include small shops or cafes at ground level.

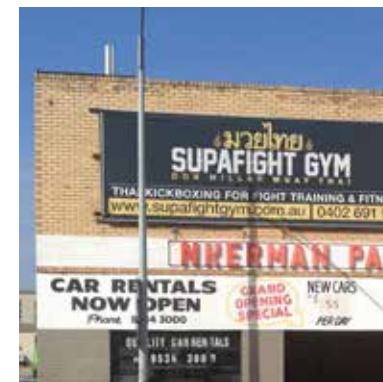
Wellington Street, close to the St Kilda Junction, has also experienced a strong market preference for new higher density residential development to replace commercial / office uses, despite the commercial zoning and a local policy preference to consolidate the commercial role of the area and discourage new residential uses.

- Need for greater street vibrancy and community focal points throughout the Precinct.
- The new bakery has become a focal point and meeting place.
- Concern about the viability of current businesses - hard to imagine a 'thriving business cluster' particularly with so many vacant shops.
- Desire for greater diversity in dwelling types and tenure - including larger apartments to cater for families.
- Wellington Street should be recognised as a predominantly residential area and amenity protected.
- Residential on the northern side of Wellington Street will help unify the street
- Want to be able to walk to get everyday shopping needs.

“More cafes,
restaurants and art
galleries”

“Small business
incubator”

“Funky bar area!”



Existing planning scheme zones

The land use zoning of the three neighbourhoods is as follows (shown on Figure 6):

- Wellington Street Neighbourhood - Commercial 1 Zone (formerly Business 2 Zone) on the north side, and General Residential Zone* on the south side (except for Commercial 1 Zone west of 28 Wellington Street). A site specific 'mixed use zone' applies to the Salvation Army crisis accommodation centre, east of Upton Road (to the rear of Wellington Road properties).
- St Kilda Road Neighbourhood - Commercial 1 Zone on the east side (and in Alma Road and Inkerman Street), a mix of Commercial 1 Zone and Residential zones on the west side, and primarily Commercial 1 Zone in Barkly Road and Alma Street (closest to St Kilda Road).

- Carlisle Street Neighbourhood - General Residential Zone*
- Barkly and Carlisle Streets, Queens Way and St Kilda Road are all within the Road Zone (Category 1).

Recent State Government commercial and residential zone reforms have altered the land use zoning throughout the Precinct.

*The General Residential Zone has been applied as the default residential zone while Amendments C113 and C114 (Councils proposed application of the New Residential Zones) are being considered. The Commercial 1 Zone has replaced the former Business 2 (office) Zone.

Existing policy directions for land use












The *Port Phillip Planning Scheme* includes local policy which guides land use and development decisions on planning applications. In the absence of a detailed strategy for the Precinct, current policy seeks to largely reinforce existing land use conditions. It does not however, reflect recent residential development nor provide adequate guidance under the new regime of zones.

The *Port Phillip Municipal Strategic Statement (MSS)* articulates objectives and strategies for Housing and Accommodation (in Clause 21.04-1), Office and Mixed Activity Areas (Clause 21.04-3) and further strategies for the St Kilda Road South Precinct (included in Clause 21.06-6 - St Kilda). Currently, Local Policy seeks to:

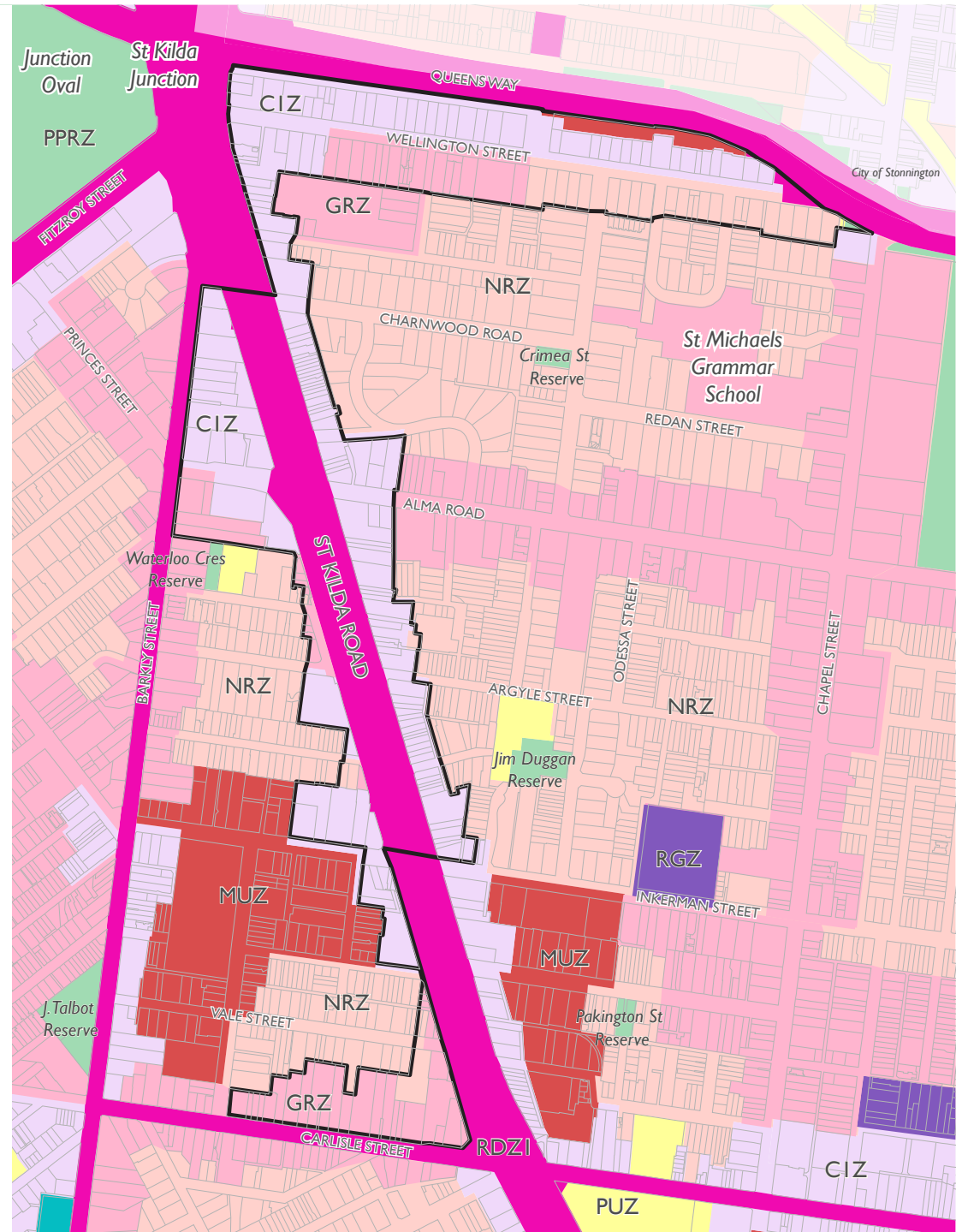
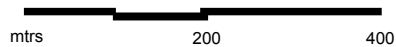
- Support commercial (office) development as the primary function of St Kilda Road, with ground floor retail showrooms/ restricted retail uses as a secondary function.

- Encourage moderate housing growth along St Kilda Road, generally in the form of housing above or to the rear of retail / commercial premises.
- Encourage consolidation of the Wellington Street 'Specialised Activity Centre' for commercial and office uses, and discourage retail and new residential uses.
- Ensure the scale and form of new residential development within established residential areas respects the neighbourhood character and heritage.

Figure 6: Existing zoning map

-  Precinct boundary
-  Property boundary
-  Proposed General Residential Zone (GRZ)*
-  Proposed Neighbourhood Residential Zone (NRZ)*
-  Proposed Residential Growth Zone (RGZ)*
-  Commercial I Zone (CIZ)
-  Comprehensive Development Zone (CDZ)
-  Mixed Use Zone (MUZ)
-  Public Park and Recreation Zone (PPRZ)
-  Public Use Zone (PUZ)
-  Road Zone Category I (RDZ1)

*The General Residential Zone (GRZ) has been applied as the default residential zone while Amendments C113 and C114 (Council's proposed application of the New Residential Zones) are being considered by the State Government.



Future land use opportunities

A review of directions for land use across the Precinct is timely, given recent development trends and changes to state-wide zones. Consideration should be given to the following opportunities to deliver on the strategic vision and principles established for the Precinct (outlined in Chapter 2). Further changes to land use zones and updated local policy (which guides the discretion within zones) may be required to effectively implement new land use directions.

Opportunities for business

- St Kilda Road offers significant locational advantages as a place to do business. Main road exposure, proximity to the CBD and other business clusters, and high accessibility (via road and public transport), support an on-going commercial function for the precinct including showrooms, specialty retailing and other 'niche' business activities.
- St Kilda Road is emerging as a place for creative spaces (e.g. galleries) and start-up businesses, which derive benefit from a St Kilda Road address with comparatively low rental.

- The St Kilda Road community, present and future, have ready access to a number of major strip shopping centres including Carlisle Street, Chapel Street and Acland Street. It is considered unnecessary to duplicate the 'weekly' retail offer and wide range of community facilities and services provided at these nearby centres.
- There is however, opportunity to improve access to local convenience retailing to meet the 'daily' shopping needs of residents and workers.

Opportunities for new housing

- The precinct presents a strategic opportunity to accommodate well-located housing growth. This would recognise the strong market preference for residential development.
- A greater diversity of housing types and tenure is sought by the community, to attract a range of household types including families, young people, people seeking to work from home and older persons who wish to age in place.

- Some areas within the Precinct are already in transition from commercial to residential use.
- There are opportunities for certain residential properties generally adjacent the western side of St Kilda Road to consolidate and provide potential for sensitive redevelopment, to assist in re-defining this edge and using 'left over' spaces following the road widening.
- Updated planning controls must emphasise the creation of a high quality living environment and protection of residential amenity.

Opportunities to enhance livability and build community connections

- Land uses such as shops and cafes help to activate streets, creating a safe and pedestrian friendly environment. These uses should be encouraged at ground level in new development throughout the commercial and mixed use areas of the Precinct.
- A greater range of informal community facilities such as cafes, small scale entertainment venues, local

convenience shops, public spaces and meeting places can be encouraged. These are currently emerging at the western end of Wellington Street and the north / east side of St Kilda Road. With new residential development there will be incentive for more of these uses to establish.

- The Betty Day Community Centre and adjoining Jim Duggan Reserve is located in Argyle Street to the east of the Precinct. There is potential to reinforce this facility as a local community hub, where a growing population can access meeting spaces and programs that enable social interaction and build local community connections.
- Key pedestrian and bike links to nearby activity centers (i.e. Carlisle, Chapel Fitzroy and Acland Streets) should be enhanced to provide the growing St Kilda Road South community with improved access to a wide range of shops, supermarkets, retail services and community facilities (such as the St Kilda Library and the Bubup Nairn Family and Children's Centre).

- Several opportunities for public space activation have been identified which may help to foster a greater level of vibrancy in the streetscape (refer to *Section 3.4 - Public Realm*). Spaces located near existing retail or cafes would be ideal priority projects in forming small community focal points.
- The Council owned site at 98 Inkerman Street adjacent the Post Office Hotel, presently an at-grade car park, presents a range of future land use alternatives. Whilst these will require further investigation, opportunities include; a local open space or redevelopment for housing/ social housing and / or commercial space (possible under the existing Commercial I Zoning).

Capacity assessment

A Capacity Assessment has been undertaken in order to understand how potential changes in land use and new development might impact upon the Precinct (refer to *Appendix C*).

In summary, the assessment shows that:

- There will be a substantial net increase in residential apartments.
- There will be a net decrease in office floor space across the Precinct.
- Net retail floor space will increase and industrial floor space will decrease, each by relatively small amounts (in the context of the other land use changes).
- Wellington Street will experience a shift from office to residential land use.

DWELLINGS & POPULATION	
Baseline Population	2549
Final Capacity Population	5864
Population Change	3315
Percentage Population Change	130%
Baseline Total Dwellings	1262
Final Total Dwellings	3170
Total Dwellings Change	1908
Percentage Dwellings Change	151%
OFFICE SPACE	
Baseline Office Floorspace (m ²)	48849
Baseline Office Employees	2442
Final Office Floorspace (m ²)	40770
Final Capacity Office Employees	2038
Percentage Office Employment Change	-17%
RETAIL SPACE	
Baseline Retail Space (m ²)	12070
Baseline Retail Employees	402
Final Retail Floorspace (m ²)	13177
Final Capacity Retail Employees	439
Percentage Retail Employment Change	9%

Precinct-wide land use directions

The following strategic land use directions are established to achieve the Vision and Principles for the Precinct:

Creating a 'thriving business cluster'

- Reinforce the established commercial role of St Kilda Road as a niche retail and business precinct to benefit from the profile and exposure of a St Kilda Road address.
- Encourage a diverse range of specialty retailing, display based retail uses and complementary commercial uses at ground level along the eastern side of St Kilda Road to create a continuous activated edge to the street.
- Consolidate the cluster of specialty retailing and cafes/restaurants at the intersection of Inkerman Street and St Kilda Road (western side).
- Nurture opportunities to establish small, start-up or creative enterprises throughout the Precinct, including in vacant or under-utilised premises.

Creating 'streets and spaces for people'

- Encourage land uses that create activity nodes and community focal points for local residents and workers.
- Require active land use 'edges' at street level throughout commercial and mixed use areas, to contribute to a vibrant street-life and enhance the pedestrian experience.
- Encourage a range of extended hours of operation (evening and morning) in new land uses to contribute to a longer period of street activation.
- Ensure the interface between commercial and residential uses is designed and managed to protect residential amenity.
- Discourage larger-scale licensed premises and bars, taverns and nightclubs.
- Limit the hours of operation of licensed premises to 10pm.

Creating 'a great place to live'

- Retain the established role of Wellington Street (south side) and

Carlisle Street as residential areas.

- Provide additional opportunities for well-located housing growth throughout the Precinct recognising its proximity to public transport and activity centres, including:
 - Residential uses above and to the rear of commercial premises along the eastern side of St Kilda Road
 - Facilitating residential redevelopment of sites along the western side of St Kilda Road, Alma Road and Barkly Street.
 - Facilitating the transition of Wellington Street (north side) from commercial to a mixed use area with a residential focus at upper levels.
 - Further medium density development within Wellington Street (south side) and Carlisle Street which respects the existing neighbourhood character and heritage of these areas.
- Encourage a diversity of housing types, tenures and apartment sizes to meet different household needs, including dwellings suited to larger family households.
- Encourage more efficient use of land within the precinct, through redevelopment of underutilised sites for new residential or commercial development.
- Enhance linkages to nearby activity centres to maximise resident and worker access to a wide range of shopping and community facilities, and to public transport connections.
- Maximise the potential of the Betty Day Community Centre to provide community spaces and deliver programs that foster community connections.

Neighbourhood land use directions

St Kilda Road neighbourhood

- Along the eastern side of St Kilda Road:
 - Encourage a diverse range of retail and complementary commercial uses at street level, including shops, convenience shops, restricted retail premises / showrooms and galleries.
 - Support residential and office uses at the upper levels.
- Along the western side of St Kilda Road (at the intersection and north of Alma Road), along Barkly Street and Alma Road (east and west of St Kilda Road) - support residential redevelopment.
- Along the west side of St Kilda Road (south of Alma Road - land in the Commercial 1 Zone) - ensure new development achieves street level activation through incorporating small shops, cafes and/or spaces for community use.
- Along Inkerman Street and its intersection with St Kilda Road (west side) - reinforce the specialty retail and hospitality cluster, through requiring shops, cafes/restaurants and spaces for community uses at street level.
- Ensure a residential edge is established at ground level within residential side streets off the western side of St Kilda Road south of Alma Road.
- Discourage late-night entertainment uses - bars, taverns and nightclubs (which do not present an active day time frontage) from occupying street level premises.
- Ensure the design of new residential buildings along the western side of St Kilda Road presents an active edge, through windows, balconies and entries that address the street.
- Encourage new dwellings to incorporate appropriate acoustic attenuation measures to limit the impacts of noise from St Kilda Road and non-residential uses in commercial and mixed use zones.

Wellington Street neighbourhood

- Along the north side of Wellington Street:
 - Facilitate the further clustering of cafes, convenience retailing and spaces for community use at the western end of Wellington Street and immediately east of Upton Road.
 - Encourage commercial activities and residential frontages which activate the balance of Wellington Street.
 - Encourage residential use at upper levels.
 - Discourage land uses that have the potential to negatively impact on the residential amenity of the neighbourhood by way of emission of noise, artificial light, vibration, odour, traffic generation or appearance of any stored goods or materials (given the transition to increased residential use).
- Along the south side of Wellington Street:
 - Ensure small scale retail uses activate the street level within the Commercial 1 zoned land.
- Maintain the established residential role of the balance of Wellington Street (south side), with opportunities for some additional medium density residential development consistent with the scale, neighbourhood character and heritage of the street.

Carlisle Street neighbourhood

- Retain the established role of Carlisle Street as a residential area, with opportunities for additional medium density residential development, consistent with the scale and neighbourhood character of the area.

Review of land use zones

Assessment of current zoning

In reviewing the appropriateness of zone controls, consideration must be given to the available zoning options and achieving an appropriate fit with established and preferred future land use directions.

The discussion of existing land use conditions and trends above highlights areas where the current zoning supports both the established and desired future land use outcomes:

- The Commercial 1 Zone along the eastern side of St Kilda Road remains suitable for its varied retail and commercial role, and also to enables the potential for new residential or office development at upper levels.
- The mix of Commercial 1 Zone and Residential zones along the western side of St Kilda Road (south of Alma Road) and the Commercial 1 Zone in Inkerman Street (west of St Kilda Road) reflects both current and potential future land use and should be retained. A small number of sites proposed (initially proposed to be included within the Neighbourhood Residential Zone)

are recommended to remain in the General Residential Zone to facilitate future site consolidation and enable redevelopment that will reinstate an 'edge' to St Kilda Road and provide a sensitive transition down to the established low rise residential areas (or to reflect recent larger scale medium density development).

- The General Residential Zone reflects the established residential areas on the southern side of Wellington Street, and north side of Carlisle Street. The General Residential zone provides for a diversity of dwelling types and requires that development respect the neighbourhood character of the area. The Neighbourhood Residential zone is proposed along Wellington Street east of Upton Road, to reflect the existing Heritage Overlay and the more limited development potential of this area.

Areas identified as being 'in transition' which should be considered for an alternative zoning are:

- The Commercial 1 Zone on the northern side of Wellington Street. The commercial zone does not reflect the area's recent transition to

residential use and promotes retail as the primary activity, despite a limited retail presence due to the prohibition under the former Business 2 (office) zone.

- Selected properties within the Commercial 1 Zone along the south side of Wellington Street (no's 22 to 26) adjacent the General Residential Zone. These properties are already developed and predominantly used as dwellings.
- Commercial 1 zoned land along the western side of St Kilda Road (north of Alma Road) through to Barkly Street, and generally along Alma Road (both east and west of St Kilda Road) which is experiencing strong redevelopment pressure for residential development (or already has established residential uses).

Zoning options - areas in transition

There are a number of options available in considering the continuing suitability of the Commercial 1 Zone for areas transitioning to residential use.

Commercial 1 Zone (retention) - Option 1

The primary purpose of the Commercial 1 Zone is to facilitate retail and commercial uses, with complimentary residential activity. There are restrictions on ground level residential to maintain a retail / commercial frontage at street level. A permit is not required for office, retail premises and shop land uses. This zone, whilst allowing residential uses, does not promote it as the primary use and is therefore less desirable in areas where residential development the preference.

Mixed Use Zone - Option 2



Recommended for areas in transition.






The Mixed Use Zone is part of the suite of residential zones, and provides for 'housing at higher densities' and 'a range of residential, commercial and other uses which complement the mixed-use function of the locality'. Dwellings are as-of-right, and a permit is not required for small scale food and drink premises, offices and shops that (typically 150 or 250 square metres). The schedule to the zone provides for area specific objectives and development parameters including maximum building height. Applications 4 storeys and under are subject to the ResCode standards of Clause 55 and there is also a requirement that buildings adjoining other residential zones comply with ResCode amenity standards.


Residential Growth Zone - Option 3

The Residential Growth Zone is another means by which a higher density of residential development could be facilitated. It would however, render existing commercial uses as non-compliant and is therefore less desirable for an area in transition and where a mix of uses is still envisaged in the future.

Figure 7: Land use framework plan

-  Precinct Boundary
 -  Property Boundary
 -  Park

 - Land Use Focus**
 -  Retail Ground Level & Residential or Office Upper Levels
 -  Residential
 -  Commercial Ground Level & Residential or Office Upper Levels
 -  Mixed Use: Residential & Commercial
 -  Transition to Mixed Use (with a residential focus)
 -  Locational opportunity for street activation in association with adjoining uses.

 - 'Leftover Spaces' ***
 -  Opportunity for enhanced public realm space / street activation
 -  Opportunity for re-use of leftover site through consolidation with adjoining land to facilitate redevelopment. Potential for enhanced public realm in short term.
- *Refer to Figure 13: Public Realm Framework Plan for further detail.

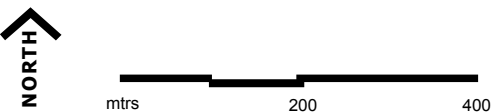






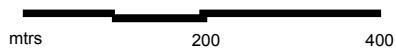
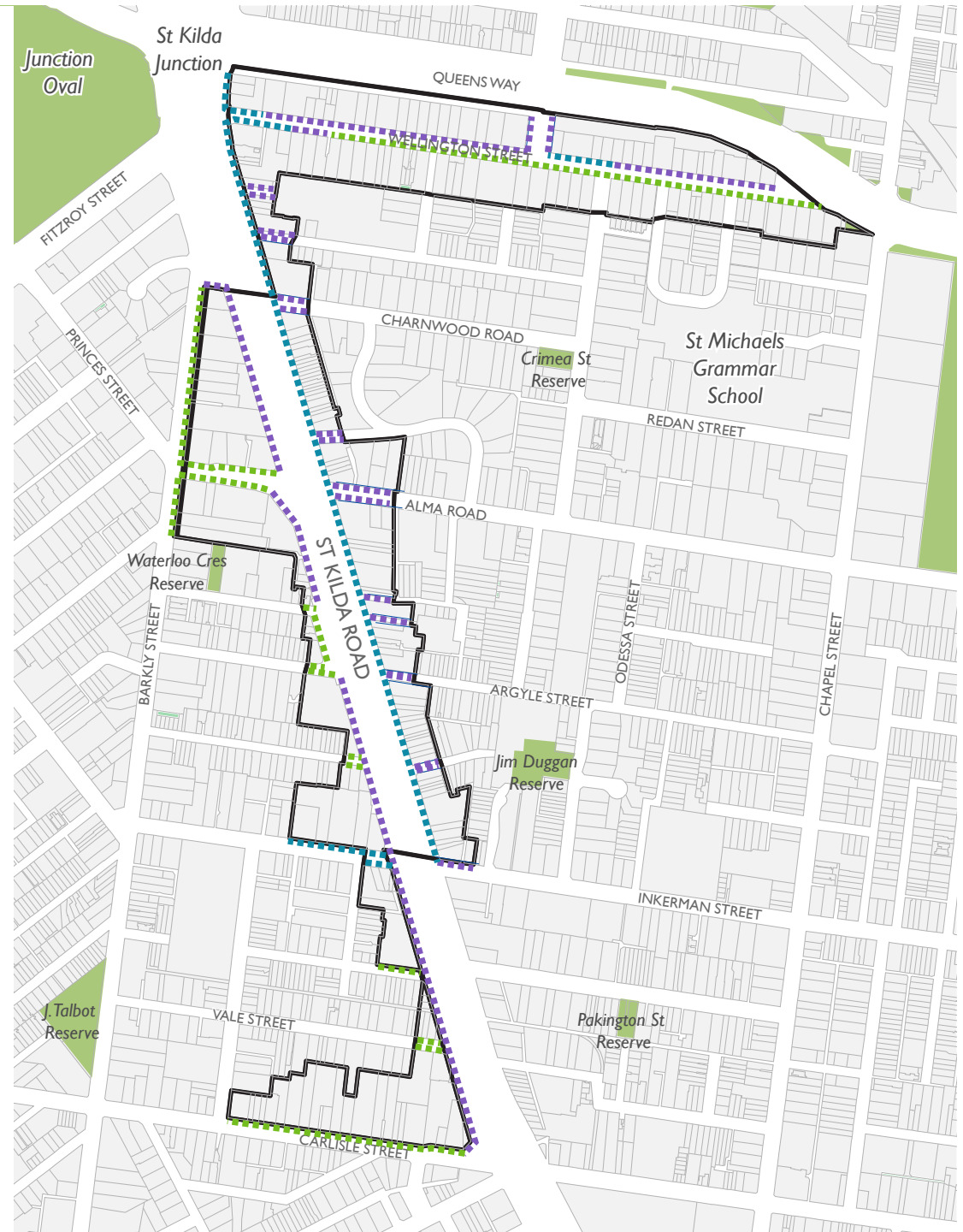


Figure 8: Street frontage activation map

-  Precinct boundary
 -  Property boundary
 -  Park
- Street frontage activation**
-  Residential: activation by design
 -  Mixed residential & commercial: activation by design
 -  Retail: activation by land use



Implementation

Recommended actions

The recommended actions are generally illustrated on the *Figure 7: Land Use Framework Plan* and *Figure 9: Proposed Rezoning Map*.

To give statutory effect to the land use directions, the *Port Phillip Planning Scheme* will need to be amended in the following manner:






Rezoning of land

- Apply the Mixed Use Zone to areas within the Precinct transitioning to a residential focus, to encourage opportunities for new housing whilst enabling ‘active’ retail and commercial uses at street level. This includes the following areas (currently zoned Commercial 1):
 - The north side of Wellington Street (excluding 3 Wellington Street which also addresses St Kilda Road).
 - The south side of Wellington Street (limited to 22 to 26 Wellington Street).
- The western side of St Kilda Road (including sites bounded by St Kilda Road and Barkly Street) and 181-185 St Kilda Road.
- The eastern side of Barkly Street (between St Kilda road and Alma Road).
- Alma Road east of St Kilda Road (including 24 to 26 and 25 to 29 Alma Road) and 3 to 5 Charnwood Crescent.
- Alma Road west of St Kilda Road (including 2 to 14 and 5 Alma Road).
- Maintain the General Residential Zone to the following residential properties to facilitate consolidation and redevelopment that will reinstate an ‘edge’ to St Kilda Road and / or achieve an improved interface with established low rise residential areas:
 - 43 and 45 Charles Street, St Kilda
 - 20 Waterloo Crescent, St Kilda
 - 52 and 52A Vale Street, St Kilda
 - 49 Vale Street, St Kilda (to reflect recent larger scale medium density development).

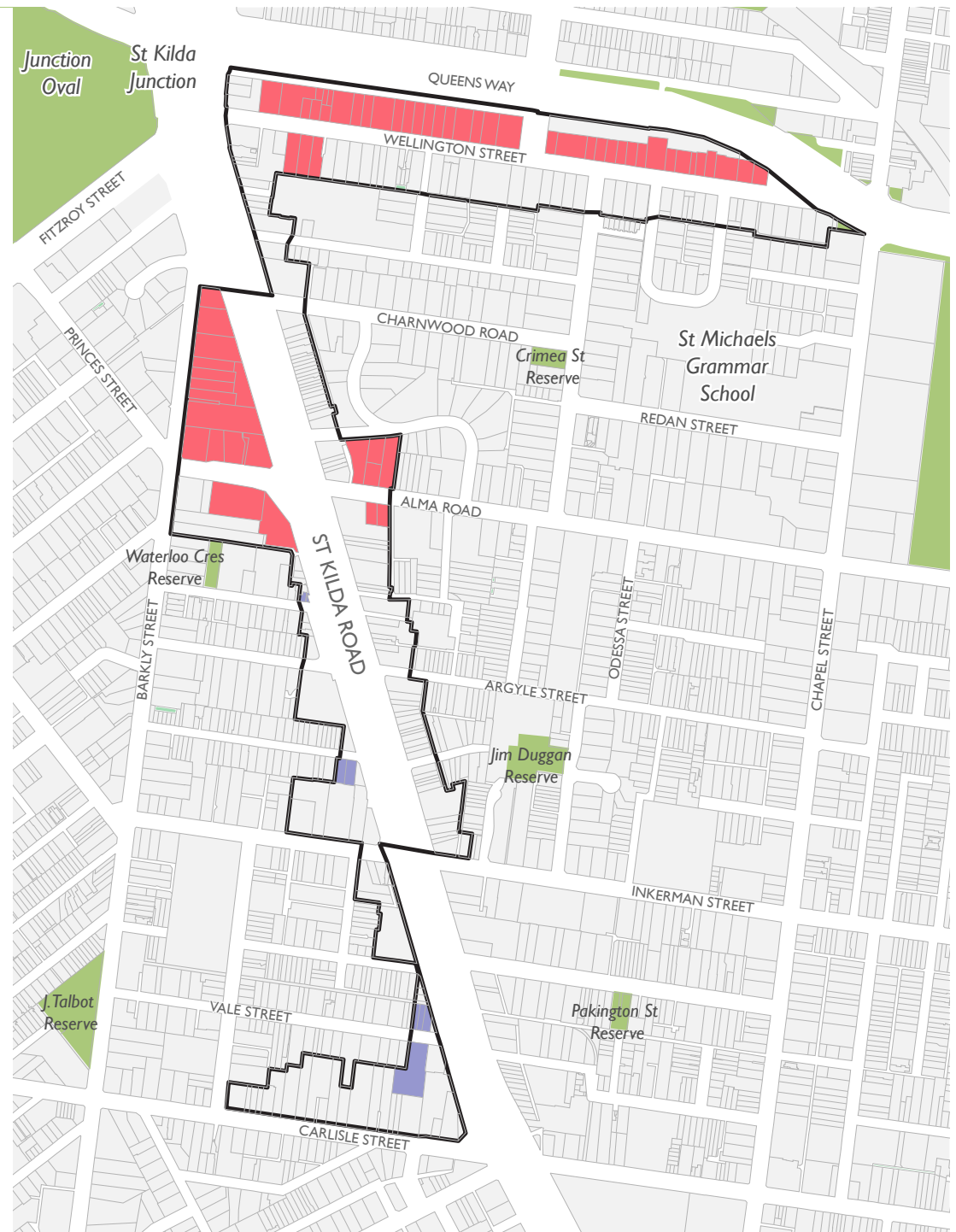
Updated Local Planning Policy

- Update the *Municipal Strategic Statement* (Clause 21 of the *Port Phillip Planning Scheme*) to ensure objectives and strategies reflect the precinct wide ‘Land Use Directions’ (detailed on page 64).
- Introduce new local policy to guide decisions on planning permit applications to achieve the land use directions (detailed on page 65).

Figure 9: Proposed rezoning map

-  Precinct boundary
-  Property boundary
-  Park
-  Maintain existing General Residential Zone (GRZ)
-  Proposed rezoning from Commercial I Zone (C1Z) to Mixed Use Zone (MUZ)

*NB: The General Residential Zone (GRZ) has been applied as the default residential zone while Amendments C113 and C114 are considered by the State Government. Maintaining the GRZ will ensure that the properties identified are not rezoned to Neighbourhood Residential Zone (NRZ) as part of Amendments C113 and C114. Refer to Figure 6: Existing Zoning Map for further detail on the application of the new residential zones.



Other actions

Business facilitation initiatives

- Work with landowners to investigate the redevelopment potential of vacant or underused sites or the possibility of re-using buildings to support emerging businesses.
- Assist local community organisations, small businesses or creative enterprises to source pop up spaces, vacant shops or underused commercial space. (For example, the 'Renew Australia' campaign operating in Fitzroy Street has been successful in providing commercial space for start-up endeavours).
- Connect small and start-up business in the precinct to available business training, networking and mentoring programs/events - to help with establishment, marketing and growing the business.
- Recognise the benefits of existing on-street car parking along St Kilda Road to specialty retail and commercial businesses in the precinct that rely on a broad customer catchment.

Activation of the public realm

- Maximise use of opportunities for public art, either in association with new development or open spaces, to enliven the Precinct and provide a means of community expression (refer to example projects on page 75).
- Facilitate temporary uses such as food trucks or art installations in vacant spaces.
- Prioritise public realm upgrades to improve the area's image and foster a better business environment. For example, activation opportunities near Phoenix Lane, Charnwood Road or Inkerman Street are located within the parts of the precinct that currently have a higher level of activity and would see the greatest level of benefit in the immediate term (refer to Section 3.4).
- Improving image through centre branding signage in particular in Wellington Street, St Kilda Road (East) and Inkerman Street.
- Investigate options for public realm treatments that can mitigate the traffic impacts on St Kilda Road - to enhance the business environment

of St Kilda Road and encourage increased pedestrian activity (refer to Section 3.4).

Strengthening community connections

- Promote use of the Betty Day Community Centre by a broad spectrum of the local community, through maximising the availability of community spaces and programs that encourage participation and foster community connections. Opportunities to integrate use of the adjacent Jim Duggan Reserve should also be maximised. An opportunity to improve the quality of the Jim Duggan Reserve at the rear of the centre also exists.
- Ensure residential growth within the St Kilda Road South Precinct and the changing needs of the community are considered in Council's on-going service planning.
- Explore opportunities for community gathering places, such as opportunities for community gardens, Wi-Fi hubs and use of empty shop fronts for community-focused activity.
- Promote the assistance offered by

Council through community grants to support/setup new businesses in the area. For example, the Small Poppy Grants, Local Festivals Fund, Multicultural Celebration Fund, Council Neighbourhood Grants, Shop Local Fund and the Cultural Development Fund are the various grants available to assist in supporting local businesses or public realm activation projects.

Site-specific opportunity

- 98 Inkerman Street - Further investigate options to determine the preferred future use of this site - including the options for conversion to public open space, redevelopment for housing or commercial use or retention of car parking.

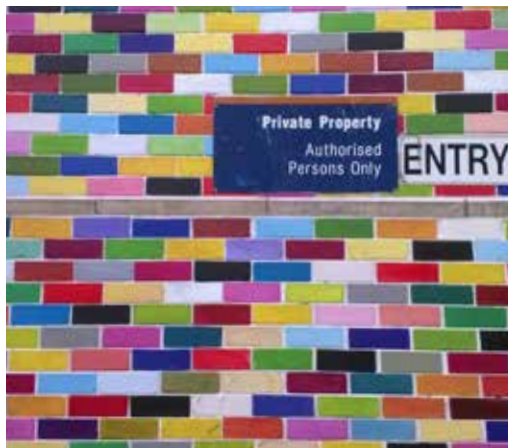
Public art for identity and amenity

A range of public art could be installed in the area to provide points of interest that help with recognition of the area and provide the area with a sense of identity. These should express and embody the area's history, context and culture.

The City of Port Phillip actively promotes public art in both the private and public realms. Large proposals (over \$2 million in total project cost) are required to incorporate urban art to the value of 0.5 % of the total project cost.

There are many opportunities in the public realm, in small and large spaces to provide public art.

Public art could be used in a manner that is aesthetic as well as functional in small and large spaces throughout the Precinct.



Above: Inkerman Street phone exchange, St Kilda
Top left: Southbank, Melbourne
Top right: Victoria Street, Fitzroy
Middle right: Mildura Visitor Information & Booking Centre
Middle left: Collins Street, Melbourne
Bottom: Young Street, Frankston



3.3 Public realm

Overview

The quality of the public realm, including formal and informal spaces and the streets themselves, has a major influence on the identity and functioning of the Precinct, and how it is experienced by users.

Overall, the St Kilda Road South Precinct is limited in informal and formal public spaces where people can enjoy outdoor life. The high volume of traffic, lack of public space and generally low quality of existing spaces, also impacts upon the street-life and liveability of the Precinct.

A well-designed public realm will serve to visually bind the built form elements of each streetscape, support activities of the people who live or work in each neighbourhood, assist in ease of movement and access, and result in a more 'legible' environment. This needs to be achieved through a coordinated response to improvements to the public realm, built form, land use activities and access.

An analysis of the existing public realm conditions within each neighbourhood is included in *Appendix B* and summarised in Figure 10.

Urban structure

The layout of the Precinct is set within a wider rectilinear grid, with 20 metre wide main roads defining the east - west axis, and St Kilda Road carving a 60 metre wide (measuring from property boundaries) angular north - south axis, rising over the crest of St Kilda Hill. Wellington, Inkerman, and Carlisle Streets and Alma Road are key elements of the grid and provide direct access to nearby activity centres, open spaces and other destinations.

Major road infrastructure works during the 1960's and 1970's have significantly reshaped the character of the Precinct. The development of the St Kilda Junction, the Queens Way underpass and the widening of St Kilda Road, south of the Junction (the former High Street), have removed the earlier fine grain character of the streetscapes and residential areas and prioritised the movement of traffic. Wellington Street has also changed, formerly being a tram route with commercial development on its northern side, to an emerging residential area.

Public open space

There is no formal open space directly within the Precinct; the closest are regional spaces at Albert Park (which has large sporting facilities) and Alma Park, and small neighbourhood parks in Bath Street, Crimea Street and Waterloo Crescent. Further west, the St Kilda Foreshore is a significant open space asset. Open space is generally more limited for areas east of St Kilda Road and in the Wellington Street neighbourhood.

There is also a lack of pocket parks or 'pause places' along the streets, which can provide an opportunity for outdoor social activity. Existing pause places have been shown to work very successfully, such as the spaces outside cafes on Wellington Street and St Kilda Road.

Streets

The streets are the principle elements of public space within the Precinct, and form the setting of its everyday activity. In many locations the footpaths are wide enough to develop new informal public spaces, and there are a number of pockets of underutilised land and left over spaces which could be redesigned,

either on a temporary or permanent basis. This would help to enliven the Precinct and compliment the activity of its neighbourhoods.

In many places the streetscape treatments and street furniture lacks consistency and continuity, presenting an opportunity for improvement.

Trees

Each street of the Precinct has its own planting theme, which have been developed as a part of Council's municipal street planting program. Trees have the potential to act as significant 'structural elements' of the precinct's urban form and a unifying visual element.

Land use and new development

The Precinct is experiencing significant redevelopment. New development presents an opportunity to positively contribute to the public realm through presenting 'active' edges to the street. This includes both land uses, such as cafes which create life on the street, and building frontages designed to address the street through entrances and windows. New development within

the Precinct presents an opportunity to achieve more consistent and well-defined streetscapes, and to repair the missing ‘edge’ along the western side of St Kilda Road.

Neighbourhood issues and opportunities

St Kilda Road

In some locations, particularly along the eastern side of St Kilda Road, the footpath requires upgrading to ensure a consistency of surface and verge treatment, and to comply with disability and access design standards. There is also limited public seating provided.

The lower quality public realm of St Kilda Road is exacerbated by the lack of ground level activity on the western side of the road which is flanked by blank facades and side elevations.

Crossing points for pedestrians are limited to five locations associated with tram stops, increasing the traffic dominated nature of the public realm.

The avenue of eucalypts within the central median of St Kilda Road form an integral part of the street’s character. Their large scale and regular rhythm helps to create a

sense of visual cohesion in this streetscape which currently has a mixed built form character. As these trees age, it may be necessary to consider the options for a suitable replacement species.

Trees currently planted along the edges of St Kilda Road lack an appropriate scale to offset the visual dominance of the arterial road.

The future focus for St Kilda Road will be to strengthen its boulevard character, reflecting its role as a key thoroughfare and enhancing it as the connection between the well-established boulevards of St Kilda Road North and Brighton Road. Improved pedestrian amenity is also a priority.

In the short term, additional larger scale street planting at the existing kerbside would help to strengthen the existing tree canopy and reinforce the sense of spatial definition to the streetscape. Upgrades to the centre median planting should also be explored.

VicRoads have recently reviewed their guidelines for tree planting along arterial roads. These now provide greater scope for additional planting along roadways, such as St Kilda Road, which have speeds of 60km/hour or less.

The State Government’s *Plan Melbourne* includes a strategy to enhance key urban boulevards such as St Kilda Road, and work on a Metropolitan Boulevard Strategy by the Metropolitan Planning Authority has commenced. This process presents the opportunity for Council to work collaboratively with the Metropolitan Planning Authority to ensure that the St Kilda Road Project is delivered as part of the Metropolitan Boulevard Strategy, with a specific design and delivery strategy.

The many ‘leftover spaces’ on the western side of the road present opportunities to improve the street edge and active spaces along St Kilda Road. These sites are in the ownership of Council, State Government or private landholders. Due to their size and location, they are often difficult to maintain or encourage anti-social activity, and are an eyesore in the streetscape. Options for their potential reuse should be explored and pursued.

The St Kilda Junction sits outside of the St Kilda Road South precinct, however it marks an entrance to the area and plays a significant role as a key transport interchange. The Junction is a complex intersection that prioritises vehicle movements and presents a significant

barrier for pedestrians and bike riders. There is an underlying lack of legibility and safety associated with the pedestrian underpass network and opportunities to improve this are challenging.

Wellington Street

Wellington Street has a mix of tree species, not yet at maturity. There are options to further enhance the planting along the street through new landscaping spaces in kerb outstands. There is also a potential option to create a central median along Wellington Street with additional canopy planting. (This will be subject to assessing the needs of all transport modes, including bikes, to determine the appropriate allocation of road space.) The footpath requires upgrading in some locations to ensure a consistency of landscaping spaces and renewed surface treatments where required.

Wellington Street overall should be strengthened as an important local ‘green link’; an attractive, well-treed streetscape with clear connections for pedestrians and cyclists. Improving the function and appearance of Wellington Street can be achieved through a range of ‘integrated’ access and public realm initiatives.

What we've heard

Carlisle Street

Carlisle Street is an important connection between the Carlisle Street and Acland Street activity centres, and to the St Kilda Foreshore. It is heavily trafficked, including by trams, buses, bikes and pedestrians.

Carlisle Street benefits from a newly planted avenue of Lily Pilies, which will provide a consistent canopy along the streetscape at maturity. Carlisle Street could be further improved as a 'green link' through additional landscaping, an improved tram stop, and a more strongly activated corner at St Kilda Road.

- Poor quality street spaces (lack of planting, rubbish dumped, lack of lighting in some areas, footpaths need upgrading).
- Lack of open space throughout Precinct.
- More trees and landscaping on streets, with additional parks and open space provided for residents.
- Enhance the village feel of the Precinct.
- Need more public seating and weather protection and better street lighting and footpaths.
- Install public art.
- Green the Precinct.
- Encourage landscaped front setbacks along St Kilda Road like occurs north of the Junction.
- There's a lack of vibrancy at street level.
- Provide more family-friendly amenities.
- There's lots of rubbish dumping. Need better management and enforcement to address rubbish issues.

“More greenery and trees would improve the area”

“We need a greening strategy including green roofs”



Existing policy

Council's *Open Space Strategy (2009)* provides a set of indicators for measuring the adequacy of open space provision. Open space deficiency is defined as areas with both poor pedestrian access to local open space (no social family recreation space within 400 metres without crossing a major rail or road trail) and / or poor quality of existing open space.

St Kilda East is identified as deficient in public open space. St Kilda is noted as having access to important open space areas but the connections to them can be improved. Population growth is a key factor in seeking to optimise provision and usability of open space.

Greening Port Phillip: An Urban Forest Approach (2010) aims to establish an urban forest in the municipality. As well as enhancing open spaces, streetscapes and boulevards through planting and alternate greening, Council actively encourages innovative














urban greening through the planning approvals process.

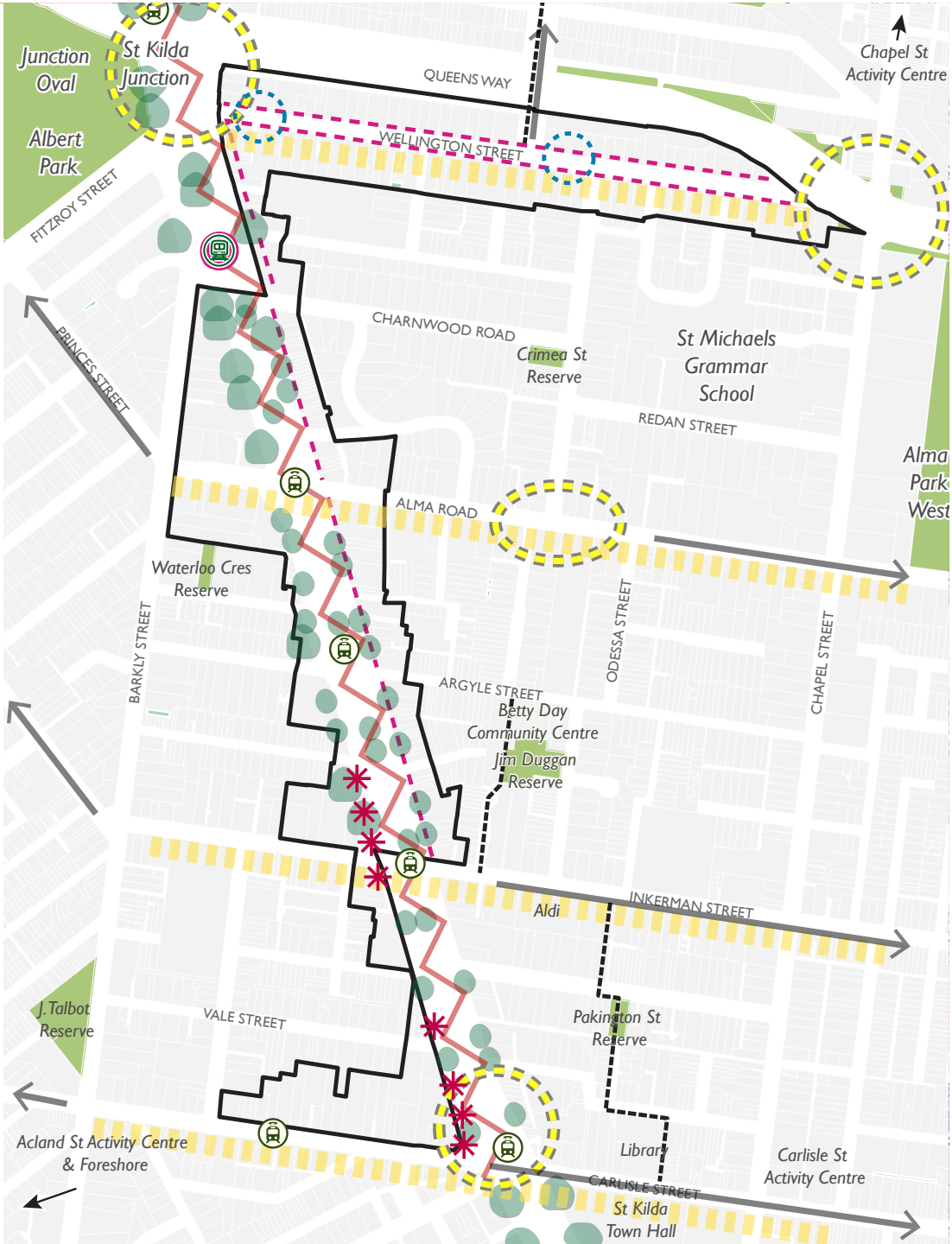
This includes provision of well-considered landscape design, water sensitive urban design and contribution to the public open space network. In higher density development, greening can be achieved through balcony, rooftop and vertical gardens, and green roofs.

The *Fitzroy Street Streetscape Plan (2009)* proposes feature planting and landscaping to St Kilda Road Junction and along St Kilda Road. This concept is being progressively updated and implemented.

Council's *Public Lighting Policy (2004)* proposes lighting be used to enhance the Junction as a gateway to the area.

Figure 10: Public realm analysis

-  Precinct boundary
-  Park
-  Inter neighbourhood links
-  Road barrier
-  Busy highway streetscape
-  Existing tree planting
-  Key east-west streets: solar access to southern footpaths
-  Existing local connection
-  Poor footpath condition
-  Tram stop
-  Bus stop
-  Leftover spaces from road widening
-  Wellington Street activity clusters



Future public realm directions

The following public realm directions are established to achieve the Vision and Principles for the Precinct:

Strengthening ‘identity and place’

- Create a strong sense of place and identity for each neighbourhood through:
 - Strengthening the ‘boulevard’ character of St Kilda Road
 - Developing the local ‘village’ character of Wellington Street
 - Reinforcing Carlisle Street as a ‘green link’.
- Reinforce and express the cultural heritage of the Precinct, including through contextual urban art.
- Ensure that new development contributes positively to the amenity, vibrancy and preferred built form character of each neighbourhood.

Creating ‘streets and spaces for people’

- Establish and reinforce a series of ‘pause places’ across the Precinct - which function as neighbourhood spaces for people to meet and rest.
- Ensure the design of streets and adjoining development promotes street-life and a safe, conducive environment for walking.
- Create additional public space opportunities that are integrated with the wider open space and pedestrian network.

Strengthening ‘urban greening’

- Enhance key east - west oriented roads as distinct local ‘green links’ including:
 - Carlisle Street - connecting to Acland Street and the Foreshore
 - Wellington Street - connecting to Chapel Street / Windsor station and St Kilda Junction/Fitzroy Street.
 - Alma Road / Princess Street - connecting to key open spaces (Albert Park / Alma Park).

Providing ‘easy access for all’

- Improve the connectivity of the Precinct to adjoining activity areas, open space and transport links.
- Ensure that public realm spaces are well-defined, attractive, usable and safe.
- Improve the amenity and function of St Kilda Road as a key pedestrian spine.
- Ensure that all streets are safe, pedestrian friendly and accessible.
- Pursue improvements to the accessibility and safety of St Kilda Junction.

The above directions will be delivered in part through the specific public realm initiatives described in the following section. They are also dependent upon an integrated approach with relevant access, land use and built form (development) initiatives.

Implementation

Recommended actions

There are opportunities to improve the public realm through a hierarchy of public realm initiatives to provide a more amenable urban environment and support a vibrant community life. This responds to community feedback that the Precinct needed 'to be cared for' and a 'stronger sense of place' created.

The following projects and opportunities are illustrated on *Figure 11: Public Realm Framework Plan* and are recommended to be implemented.

1. 'Strategic place making projects'

These are focused around public realm improvements at a streetscape or neighbourhood scale for the following three neighbourhoods:

- St Kilda Road
- Wellington Street
- Carlisle Street

Further details are provided below.

2. 'Local site specific Opportunities'

These address individual sites and / or spaces, and explore opportunities for innovative design to contribute to achieving broader public realm outcomes for the Precinct. These sites include property in public and in private ownership (further details are outlined below).

3. General 'precinct-wide opportunities'

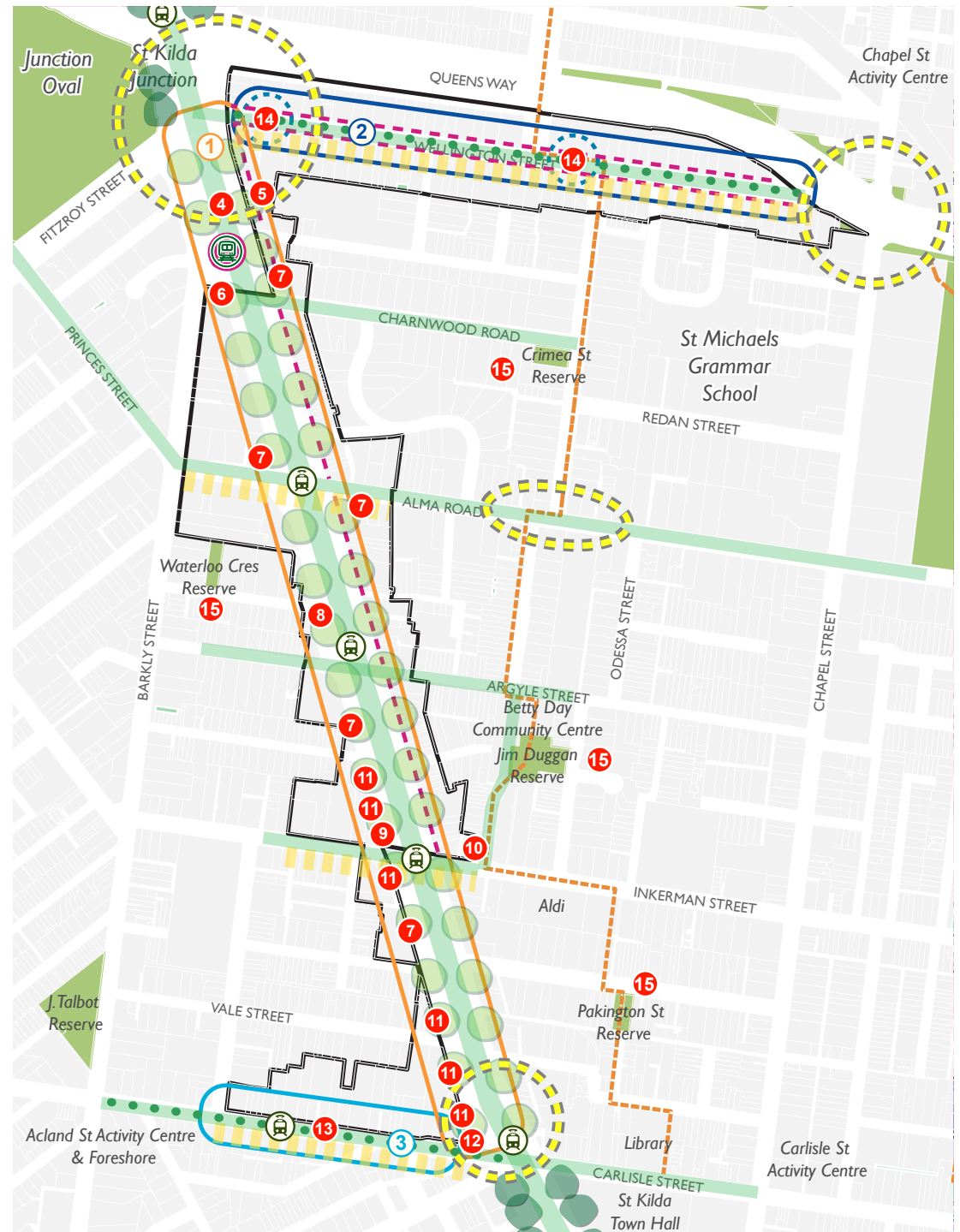
These include:

- Working with landowners to improve blank walls or fences that front the street in high profile locations.
- Exploring opportunities to commission public art that expresses and embodies the area's history.
- Working with owners of heritage and/or exemplary contemporary buildings to implement lighting projects (refer to example illustrations on page 92).
- Improving pedestrian amenity (footpath conditions and planting) along main east-west streets to improve access to open space areas located adjacent to the Precinct (shown on *Figure 11*).

- Consolidating a local north-south walking route from the Carlisle Street Activity Centre to Wellington Street, including improved connections with existing public open space areas (shown on *Figure 11*).
- Providing a network of pedestrian 'way-finding' signage across the precinct to direct pedestrians along priority walking routes and to key destinations.
- Applying CPTED principles to all public spaces and street design.
- Requiring new development to provide off-street loading and bin storage.
- Incorporating alternate greening (such as green walls, roofs and facades) and WSUD treatments in public and private development.
- Implementing urban greening projects, such as the vegetated laneways at Robe Street, St Kilda, and the community planting in Octavia Street. (refer to example illustrations on page 90).

Figure 11: Public realm framework plan

-  Precinct Boundary
 -  Improvements to local parks
 -  Local 'green links'
 -  Improved north - south walking link
 -  Improved connections at key road spaces
 -  Enhanced boulevard: planting & built form edge
 -  Enhanced street planting
 -  Maximise solar access to southern footpaths
 -  Footpath upgrade priorities
 -  Improved access & amenity at tram/bus stops
- STRATEGIC PLACEMAKING PROJECTS**
-  1 St Kilda Road & Boulevard Enhancement
 -  2 Wellington Street Village
 -  3 Carlisle Street Green Connection
- LOCAL SITE SPECIFIC OPPORTUNITIES**
-  4 Road reserve, south of St Kilda Junction
 -  5 Phoenix Lane corner
 -  6 Substation
 -  7 Commercial frontages
 -  8 Waterloo Cres slope
 -  9 Inkerman corner
 -  10 98 Inkerman Street
 -  11 Leftover spaces from road widening
 -  12 Carlisle corner
 -  13 Carlisle tram stop
 -  14 Wellington Street social spaces & activity clusters
 -  15 Improvements to local parks
-  NORTH
-  mtrs 200 400



Strategic place making projects

1. St Kilda Road Boulevard Enhancement Project

The aim of this project is to strengthen the 'boulevard' character of St Kilda Road through its streetscape and landscape elements.

New development will play a major role in defining a more consistent streetscape character and well-defined 'street edge'.

In addition, a strengthened boulevard character will also be delivered through the preparation and implementation of an improvement plan that focuses on enhancing landscape elements.

The Metropolitan Boulevard Strategy currently being prepared presents the opportunity for Council to work collaboratively with the State Government, the Metropolitan Planning Authority and VicRoads to develop a design concept and implementation program to achieve:

- Additional kerbside planting at the edges of St Kilda Road, either within existing footpath spaces or through the creation of kerb outstands.

- Enhanced median planting to achieve a more consistent planting regime (including spacing and species). This should include a longer-term plan to guide renewal.

To complement the 'boulevard enhancement' initiatives outlined above, the following additional improvement opportunities along St Kilda Road will also be pursued:

- Targeted footpath renewals, additional street furniture, and gaps in lighting for pedestrians along St Kilda Road.
- Improved presentation of blank walls and fences along the western side of St Kilda (eg via greening or urban art).
- Interpretive history or art displays on the west side of St Kilda Road that tells the story of the old 'High Street'.
- Improved crossings of St Kilda Road (refer to Access and Parking chapter).
- Improvements to cycling conditions (refer to Access and Parking chapter).
- A range of the 'Local Site Specific Opportunities' defined in Figure 13 Public Realm Framework Plan which are detailed below (including resolving the future of the 'leftover spaces' from road widening).

Improvements to St Kilda Junction

There is an important opportunity to advocate to the State Government and relevant agencies for improvements to the functioning of the St Kilda Junction to achieve the following:

- Safe and convenient at-grade pedestrian connectivity to public transport stops.
- Safe and convenient pedestrian crossing of St Kilda Road and navigation of the Junction.
- Priority, directness and protection for bike riders.
- Improved east - west connection between Wellington and Fitzroy Streets, and north - south connection between the Precinct and St Kilda Road North.

It is recommended that the Council initiates a working group that includes community representatives, State Government, VicRoads, Yarra Trams, TransDev (bus operator), Public Transport Victoria, City of Stonnington and other stakeholders to establish a plan and a program of works to achieve the above outcomes for the Junction.

Whole of Corridor Integrated Strategy – St Kilda Road

A program of streetscape and landscape improvements to enhance the 'boulevard' character of St Kilda Road South, and improvements to the Junction, will be achieved in the context of a broader, 'whole of corridor' integrated strategy being prepared for the full length of St Kilda Road. Council will form a collaborative partnership with VicRoads, Public Transport Victoria and the City of Melbourne to develop the strategy, and a program for delivery, including upgrades to the public transport network and bike lanes.

Coordination across the planning and delivery of these programs will be emphasised.

2. Wellington Street 'Village' Project

The aim of this project is to develop and implement a streetscape improvement plan that will contribute to the local 'village' character of Wellington Street, and reinforce its role as a local 'green link'. This responds to the increasing residential focus of the street and its importance as a connection to public

transport and various other activity destinations.

New and existing ground level land uses, such as cafes, will also play a key role in contributing to the 'village feel' and life on the street, whilst new development will reinforce a human scale and create a strong, consistent built form 'edge' to help define the street space.

A range of options for street tree planting/landscaping within Wellington Street including; a central median, kerb outstands within the parking lane, and along the nature strips. This recognises that a variety of landscape design solutions are likely to be appropriate and used in different sections of the streetscape

The Streetscape Improvement Plan should include the following elements:

- Site specific public realm treatments at the identified 'pause points' along Wellington Street (shown on *Figure 11: Public Realm Framework Plan*). Kerb extensions and associated landscaping can support pedestrian activity associated with the emerging clusters of cafes and shops at these locations.

- A median in the centre of the street to improve the streetscape (via potential planting opportunities) and provide safer crossing opportunities for pedestrians.
- Improvements to the intersection with Dandenong Road to lower the speed of turning vehicles and discourage through traffic.
- A wider footpath along Dandenong Road, between Wellington and Chapel Streets, to provide an enhanced walking and bike connection to Chapel Street and Alma Park.
- Improvements to the public space areas at the intersection of Chapel Street and Dandenong Road (including space owned by VicRoads adjacent to The Astor), providing enhanced opportunities for sitting and pausing.
- Kerb extensions at the intersection with Upton Road, to improve pedestrian safety and discourage vehicles from undertaking illegal turns into Upton Road.
- Kerb extensions at other side streets to lower the speed of turning traffic, increase green space, improve sightlines and make it easier for pedestrians to cross.
- Reduced vehicle speed limits (to 40km/hour) for the entire length of Wellington Street and surrounding streets, to improve safety and liveability for residents and all road users.
- Improved safety and connectivity for bike riders along the street. (Identification of specific opportunities will be subject to a detailed design process that will review the overall allocation of road-space).
- Improved pedestrian connections to public transport, including Windsor Train Station and trams on Dandenong Road and at St Kilda Junction.

A preliminary concept of the above improvements to Wellington Street is shown in *Figure 12*. A more detailed concept will be prepared in consultation with the local community to resolve and refine specific design outcomes for the street.

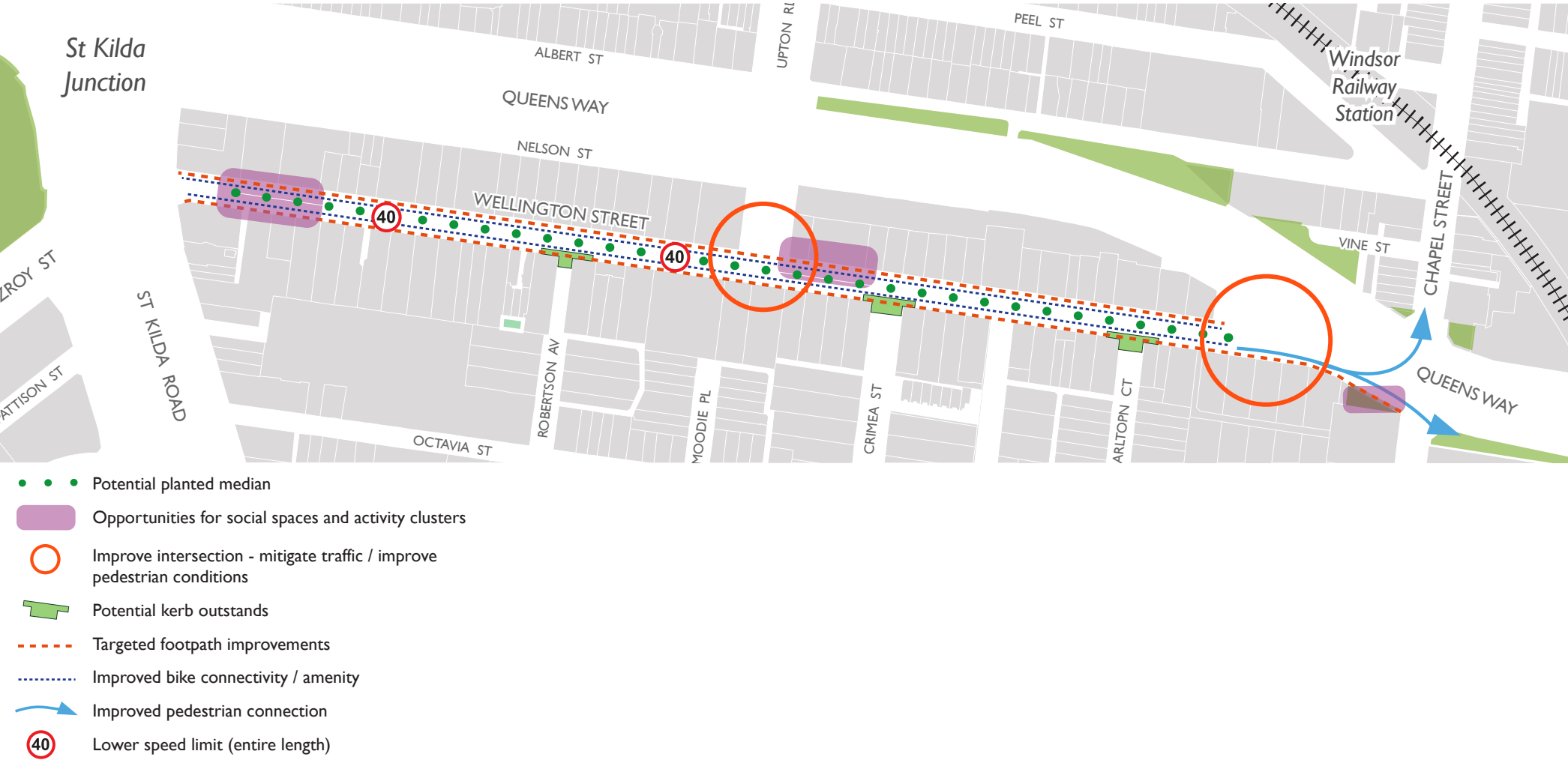
3. Carlisle Street 'Green Connection'

The aim of this project is to reinforce the character of Carlisle Street as a local 'green link' between Acland Street and St Kilda East. This would be delivered through a streetscape improvement program that provides for the following:

- Additional street edge planting within kerb outstand spaces.
- A design concept for a public realm improvements at the tram stop located 200 metres west of St Kilda Road shown on the Public Realm Framework Plan which could include seating for commuters and landscaping (to be developed in partnership with Yarra Trams and VicRoads).
- A design concept to create a new 'social space' at the Milk Bar, within the wide street verge (to be developed in partnership with VicRoads).

There is a wider opportunity to develop public realm improvements for this section of Carlisle Street (in particular planting themes) which integrate with and extend along the length of Carlisle Street.

Figure 12: Wellington Street 'Village' Project - concept plan



Local site-specific opportunities

The following localised, site-specific opportunities have been identified which have potential to improve the public realm and image of the Precinct. A number of these will be delivered via negotiated outcomes as private land is redeveloped. Others will be pursued at the initiative of Council (potentially in partnership with land owners).

4) Road Reserve, south of St Kilda Junction

This road reserve is a large grassy space with sporadic tree planting. The opportunity exists to improve the presentation of this space with upgraded planting and enhance pedestrian connections through to St Kilda Junction.

5) Phoenix Lane Corner

The footpath splays out at this corner due to the building setback, which presents a great opportunity for an informal pause place or outdoor dining. This space could be enhanced with upgraded paving, seating and low scale landscaping to complement the existing street tree.

6) Substation

This site at the corner of Barkly Street and St Kilda Road currently supports a substation in a brick box surrounded by grass and trees. There is an opportunity to enhance the presentation of this prominent site through landscaping or public art.

7) Commercial Frontages

Several key sites along St Kilda Road have buildings with large, inactive setback areas, some of which are poorly maintained. These sites could make an improved contribution to street life either with new buildings that address the street frontage, or with a well-maintained landscaped setback (which could also potentially include an informal pedestrian 'pause place' through agreement with the landowner).

8) Waterloo Crescent Slope

Waterloo Crescent slopes down to St Kilda Road creating a verge space with a dog-leg ramp. Garden beds have shrubby planting and a retaining wall with a cyclone wire fence presents to St Kilda Road. The space would benefit from upgrading, improved planting and a clearer pedestrian link.

9) Inkerman Corner

This location would benefit from public realm improvements such as bicycle stands, paving upgrades and new planting to complement the active retail frontage of the bike shop on St Kilda Road. This important 'pause point' should be retained and reinforced in any future redevelopment of the adjoining site.

10) 98 Inkerman Street

The Council owned site adjacent the Post Office Hotel, currently used as an off-street car park, presents an opportunity for a different use. Options include a pocket park (with the benefit of the existing mature tree) or redevelopment to re-create an edge to the street, possibly for community housing. A temporary 'pop-up' park could be trialled.

11) 'Leftover' spaces on the western side of St Kilda Road

These odd-shaped spaces which are remnants from the road widening are either not used or difficult to maintain. They could be used for new/extended buildings that help to reinstate the street edge (potentially through consolidation with adjoining sites), or public spaces that encourage activity along the street. The opportunity for the local community to take stewardship of these public spaces, with the support of Council, could be explored. The Land Use Framework Plan (Figure 7) indicates a potential future for each of these sites, either as cared for public spaces or integrated redevelopment opportunities.

12) Carlisle Corner

The large footpath space outside the milk bar at this corner presents a great opportunity for an informal pause place, landscaping or outdoor dining. This space should be retained and reinforced in any future redevelopment of the adjoining site.

13) Carlisle Tram Stop

There is an opportunity to enhance the tram stop on Carlisle Street through a kerb outstand with landscaping and seating.

14) Wellington Street social spaces - 'pause places'

The footpath space is being used for seating outside cafes in several locations. These spaces should be extended and enhanced with kerb outstands and landscaping, reinforcing land use directions to create local activity clusters at the western end of the street (closest to St Kilda Road) and immediately east of Upton Road (north side).

15) Improvements to local parks

- Alma Park - improve frontage, interfaces and connectivity.
- Crimea Street Reserve - improve path, upgrade playground, opportunity for community garden.
- Jim Duggan Reserve - improve interfaces and connectivity.
- Pakington Street Reserve - improve frontage and strengthen broader north-south connection between Carlisle Street and Inkerman Street. (A Public Acquisition Overlay already exists to extend the frontage and overall area of this valued local open space in the future.)
- Waterloo Crescent Reserve - maintain quality of space and connection to community facilities.
- Reserve at 120 Wellington Street (PPRZ) - improve functionality and appearance.

Example projects

Vegetated streets

This laneway (pictured top right, top left and middle) off Robe Street in St Kilda was vegetated by local residents in conjunction with Council. Its footpath was too small to be useable with pedestrians generally preferring to walk along the quiet roadway. This was removed and replaced with planting.

This pocket park (bottom left) and roadside vegetated strip (bottom right) located in the residential area east of the Precinct was the result of local residents working with Council to improve the spaces in and around streets.

Similar 'greening' interventions could be considered throughout the Precinct.



Opposite (top - left, right and middle images): Vegetated laneway of Robe Street, St Kilda.

Opposite (bottom left): Pocket park at corner of Octavia Street and Octavia Crescent, St Kilda East.

Opposite (bottom right): Vegetated traffic island in Octavia Street.

Example projects

Left over spaces

There are numerous areas of left over space along St Kilda Road South and within the laneways that form the precinct.

Many of these spaces are a remnant of road widening activities and result in the presentation of blank facades and untidy spaces onto St Kilda Road South. These spaces are used for casual recreation, sleeping and other night time activities.

They could be used for;

- Gardens.
- Wifi hubs / small business start up pods.
- Public art.
- Turning roads into streets for people.

Opposite (top left): Public art within left over spaces could act as way finding assistance.

Opposite (top right): Temporary buildings could be used as wifi hubs and affordable start ups.

Opposite (middle left): Using left over spaces for street furniture.

Opposite (middle right): Reclaiming streets as public spaces.

Opposite (bottom left): Opportunities for night time activation.

Opposite (bottom right): Pop up community garden in Fitzroy.



example projects



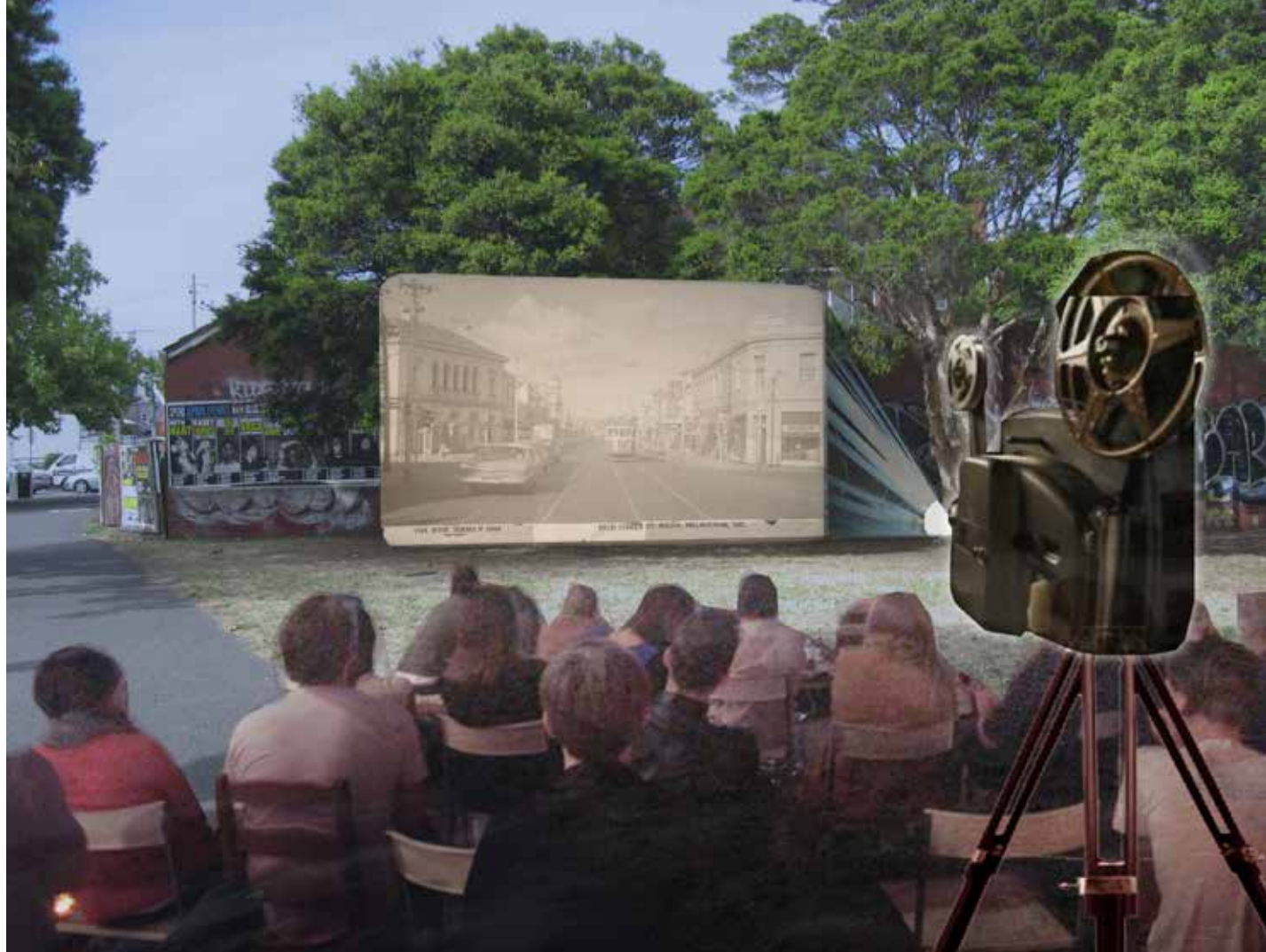
Above left: Windsor Hotel (Melbourne) celebrating its 130th anniversary.
Above right: Gertrude Street Projection Festival, 2013.

Building lighting

Outdoor building projections can be used to enhance buildings, such as these heritage buildings shown above, making the street more interesting. Windsor Hotel in Melbourne was lit up to celebrate its 130th anniversary. Buildings in Gertrude Street are generally lit up each year as part of the street's winter projection festival.

Lights could be installed to highlight existing heritage buildings on the eastern side of St Kilda Road

An event/s could be held along St Kilda Road that incorporates building projections along St Kilda Road and Wellington Street



3.4 Access and parking

Overview

Access to and within the St Kilda Road South Precinct for all forms of transport, and the availability of car parking, have been considered as key aspects of the Precinct's amenity, function and livability.

While there is good access to the CBD by car or public transport, the busy roads of the precinct result in a poor quality environment for pedestrians, cyclists or people with limited mobility, in particular at St Kilda Junction itself. In many places, streetscape treatments could improve these conditions.

Concern about parking within the Precinct has also been raised by the community as an important issue for this Framework to address.

Ratio Consultants have undertaken a *Transport and Parking Capacity and Demand Study* for the Precinct to inform the Framework. The Study has examined existing transport, traffic and parking conditions within the Precinct. The key conclusions and recommendations of the Study for managing access and parking into the future are included in this chapter.

Current travel patterns

Recent census data shows that 26% of households occupying the suburb of St Kilda do not own a car and almost 40% of all 1 bedroom dwelling occupants do not own a car, decreasing to around 21% for 2 bedroom dwellings (source: Australian Bureau of Statistics Census, 2011).

The dominant mode of travel to work for residents of St Kilda has been considered as a key indicator of current travel behaviour within the precinct.

Most residents in the precinct travel to work by car (43% of all trips), even though the majority work in the Melbourne CBD or adjoining suburbs or municipalities. Similarly, a large proportion of employees travelling to the precinct to work also arrive by car (67%).

Capacity assessment

A Capacity Assessment has been undertaken in order to understand how potential changes in land use and new development might impact upon the Precinct (refer to Appendix C).

In summary, the assessment shows that:

- There will be a substantial net increase in residential apartments.
- There will be a net decrease in office floor space across the Precinct.
- Net retail floor space will increase and industrial floor space will decrease, each by relatively small amounts (in the context of the other land use changes).
- Wellington Street will experience a shift from office to residential land use.

The net forecast development changes identified in the capacity assessment will result in increased trips mostly in the morning and evening peak times.

The Precinct's new residents are likely to generate additional trips by all modes of transport when they travel to and from their workplaces in the morning and evening. At the same time, the number of trips generated by office workers travelling to and from the Precinct each day will decrease.

These changes will occur over 15+ years, so their effects would not be immediate.

Walking

Council's *Walk Plan* shows that the Precinct is within close proximity to activity centres, open spaces and community facilities. The major roads within the Precinct are identified as part of Council's *Principal Pedestrian Network (PPN)* and key local streets such as Crimea and Redan Streets (outside the Precinct) are identified as 'Secondary pedestrian routes'.

The pedestrian network comprises a range of infrastructure facilities and crossing types. Overall, the pedestrian environment along many local streets is outdated and not placing sufficient emphasis on pedestrians as the priority user group. This includes inconsistent surface treatments, lack of DDA (*Disability Discrimination Act*) compliance and varying footpath widths.

The main barrier to pedestrians is St Kilda Road which requires pedestrians to cross over 50 metres of road reserve including ten traffic/parking lanes plus a wide central tram corridor.

Bike riding

There is a variety of formal and informal bike riding routes across the Precinct comprised of arterial on-road bike riding

lanes and local road routes.

St Kilda Road is the most direct and popular route for bike riders travelling into the city, however due to the busy traffic conditions it is only suitable for confident bike riders. The exposure of bike lanes on St Kilda Road and the complexity of St Kilda Junction are major impediments to commuter riding, with traffic and parking hazards evident on both sides of the road.

Cross-town bike routes rely on the arterial road crossings of St Kilda Road at Alma Road, Inkerman Street and Carlisle Street which are also heavily used by road traffic with limited protection or priority for bike riders.

To allow bike riding as a viable mode choice, future development needs to accommodate amenity for bicycle ownership including ease of access and secure parking.

Public transport

The Precinct has convenient access to tram, bus and train services.

Seven tram routes currently operate within or close to the study area, along St Kilda Road, Dandenong Road, Carlisle Street and Chapel Street. Tram 'super

stops' have been constructed along St. Kilda Road and these provide raised platforms for boarding and alighting and pedestrian-operated signals for safe passenger access.

Despite the distribution of tram routes across the Precinct, access to individual tram stops within the Precinct is impeded by the width of St Kilda Road and the complexity of the Junction. Tram stops on Dandenong Road are difficult to access from the Upton Road overpass.

Bus routes run along Barkly Street and Carlisle Street; both of these routes experience congestion at peak times. The City of Port Phillip's community buses also provide crosstown services.

Balaclava and Windsor Stations, both along the Sandringham line, are in close proximity to the study area.

From the forecast development, Ratio Consultants have calculated that approximately 1000 additional residents will be seeking to use public transport services in their daily journey to work.

Car movement

The Precinct comprises major arterial roads (St Kilda Road, Barkly Street, Carlisle Street), collector roads

(Wellington Street, Inkerman Street and Alma Road) and the local road network. Each road category has a different capacity and function, and all roads are regularly monitored by either Council or VicRoads to measure their usage.

An estimated 4,834 vehicle trips per day will be generated across the study area with the forecast development changes, over the next 15+ years. This amounts to 443 additional trips in the morning peak and 475 additional vehicle trips in the evening peak.

Within each part of the Precinct, this amounts to 2825 trips per day being generated west of St Kilda Road, 1230 trips generated east of St Kilda Road and 778 trips generated within Wellington Street.

Much of the generated traffic will flow to St Kilda Road and the main east-west routes, including Alma Road and Inkerman Street. The challenge for the road authorities will be to balance the traffic movement needs of these routes with the needs of pedestrians, bike riders and public transport users, which are also forecast to increase.

The additional traffic will access the road network in various ways, generally

contingent on the location of individual access points to on-site car parking areas. There are opportunities for managing traffic access and flow with localised access and road treatments.

At same time, improvements to sustainable transport networks will assist in reducing car dependency and help to manage local traffic conditions. While these improvements, such as longer pedestrian green times at intersections, a moderate level of traffic congestion is often necessary in achieving the behavioural shifts towards more sustainable travel mode choices.

Car sharing schemes are a proven means to reduce car dependency and are well-used in inner urban areas across Melbourne. However, there are currently no public car sharing pods in the St Kilda Road South Precinct. Given the low car ownership rates for one-bedroom apartments in the Precinct, support for those without cars should be provided in order that they remain car free.

Car parking

Car parking within the Precinct and environs is entirely on-street, with no public off-street or major commercial car

parking facilities. On-street car parking is available along most roads, including St Kilda Road, Wellington Street, Carlisle Street, Barkly Street, Alma Road and Inkerman Street.

Surveys of typical weekday and weekend car parking supply and demand were undertaken to gauge peak occupancy rates. The findings show that:

- Inkerman and Wellington Streets and Alma Road, as well as several minor local streets, are experiencing high parking demands during the weekday day and evening.
- During Saturday daytime, Alma Road and Inkerman Street are experiencing high demands
- At Saturday evening, Inkerman and Wellington Streets and Alma Road are experiencing moderate demands.

In summary, the Precinct and environs have approximately:

- 539 vacant public spaces at 12 pm on Tuesdays;
- 494 vacant public spaces at 12-1 pm on Saturday; and
- 870 and 801 vacant public spaces at

6pm and 10-11 pm on Tuesday and Saturday nights respectively.

All new development in the Precinct is expected to provide on-site car parking for residents or workers, sufficient to meet their regular long term demands. This reflects current car ownership rates in Port Phillip, market trends and Council /VCAT requirements. Only visitor parking is waived due to on-street availability.

Projected demands for visitor parking would see the need for:

- 71 on-street spaces during the weekday (Tuesday) days.
- 95 on-street spaces across the study area on Saturday days; and
- 191 on-street spaces across the study area on Saturday nights.

Council can assist to manage off-site parking overflow through a combination of car parking controls and removal of parking permit eligibility for new sites (as is current practice).

Across the Precinct there is also a need to re-allocate on-street parking spaces for car share and other alternative vehicles, loading zones, and disabled drivers. Around 20% of existing parking

would be required to be reallocated for these users.

Neighbourhood issues and opportunities

St Kilda Road

St Kilda Road is an arterial highway managed by VicRoads. St Kilda Road is identified by SmartRoads (which is auspiced by VicRoads) as a Preferred Traffic Route, and as a Pedestrian, Bicycle and Tram Priority Route. Alma Road and Inkerman Street are also Priority Bicycle Routes.

It is part of the metropolitan Principal Bicycle Network, Principal Pedestrian Network and Principal Public Transport Network.

As a major thoroughfare through the City of Port Phillip, it is one of the defining physical urban elements of the municipality and as such, has a strong influence on the character of the adjoining neighbourhoods, the experience of those who travel along it and how the community feel about their sense of place around it.

With no service roads flanking the main through-carriageway, St Kilda Road

through the Precinct has a different cross section to that of St Kilda Road both north of St Kilda Junction and south of Carlisle Street, which have a 'boulevard' configuration.

This section of St Kilda Road is designed as a conventional major arterial road, with a separate centre-of-the-road tram corridor and up to four traffic lanes in each direction plus on-street cycle lanes and kerbside parallel car parking.

St Kilda Road is a major barrier for pedestrians, requiring them to cross 50 metres of road reserve; for pedestrians of lesser mobility several signal phases are required to cross the road.

At St Kilda Junction, the complex underpass network to access tram and bus routes and lengthy distances to cross the road are significant deficiencies in the pedestrian network.

As noted in *Section 3.3 - Public Realm*, St Kilda Road:

- has a poor quality of footpath treatment which requires upgrading to improve disability access and aesthetic co-ordination;
- requires additional and improved pedestrian crossing points;
- requires additional pedestrian amenities such as seating and shade trees.

Wellington Street

Wellington Street is a local collector road under the management of Council, and is also a Priority Bicycle Route.

In addition to providing vehicular access to local residents and businesses, it also serves as an important link between Dandenong Road and Fitzroy Street / Barkly Street via St Kilda Junction.

There is a degree of conflict between the 'local street' functions and character of Wellington Street and its role in carrying through-traffic.

The impacts of traffic will need to be carefully managed in order to achieve the vision for Wellington Street as a 'ocal and vibrant mixed use village' and in

recognition of its increasing residential role.

Wellington Street has a central painted median to act as a pedestrian refuge for crossing. Recent public realm works have implemented new kerb outstands and crossing treatments.

The Wellington Street 'Village' project (refer to *Section 3.3 - Public Realm*,) proposes to upgrade footpath treatments and strengthen the streetscape as a 'green', treed link for pedestrians and cyclists.

Carlisle Street

Carlisle Street is an arterial road managed by VicRoads. It is identified by SmartRoads as a Traffic Route and a Tram, Bicycle and Pedestrian Priority Route.

Carlisle Street includes centre-of-the-road tram tracks and parallel kerbside parking. With no Clearway restrictions, Carlisle Street operates with one traffic lane shared with the central tramway in each direction.

As noted in *Section 3.3 - Public Realm*, Carlisle Street would benefit as a strengthened 'green link', as a key local link for pedestrians, cyclists and trams.



What we've heard

- Pedestrian crossings are infrequent and crossing sequences are too short.
- Bike paths are limited or unsafe and there is not enough bike parking.
- St Kilda Junction is unpleasant and the underpass is unsafe/uninviting for pedestrians.
- There's lots of public transport in the area but it's hard to access, particularly at the Junction.
- New developments are not providing enough on-site car parking.
- Parking dispensations need to be minimised and restrictions enforced.
- Pedestrian access should be improved: lights, wayfinding signs, footpath maintenance, bins.
- St Kilda Road is a major barrier through the Precinct.
- Vehicular traffic dominates the streets... need to divert or slow traffic.
- Connections to Chapel and Fitzroy Streets need to be improved.

“Make it easier to cross the road”
“Less parking restrictions please”
“Lack of footpath space for prams”



Existing policy

The *Integrated Transport Act 2010* and Clause 18 of the *Port Phillip Planning Scheme* both support improved integration between the various transport modes, and the promotion of sustainable modes such as cycle, walk and public transport, over private car use.

Walking is recognised in the City of Port Phillip's *Sustainable Transport Strategy* as the highest priority mode of transport in its *Road User Hierarchy*.

Key strategies are the *Walk Plan 2011-2020*; *Bike Plan 2011-2020*; and *Safer Streets 2013-2020*, *Road User Safety Strategy*. Actions within these strategies that seek to reduce the convenience of car use include developing the *Principal Pedestrian Network*, creating a more accessible public realm and integrated public transport network and encouraging behaviour change towards sustainable transport modes.

The City of Port Phillip's draft *Sustainable Parking Policy Rates* allow for the application of significant dispensations in car parking provision for new developments or redevelopments in and around Port Phillip's activity centres, in particular for residential and office uses.

Future access and parking directions

The following directions are established in relation to access and parking to achieve the Vision and Principles for the Precinct:

Creating 'streets and spaces for people'

- Prioritise walking, bike riding and public transport as the primary transport modes to and within the Precinct.
- Ensure the design of streets and adjoining development promotes a safe, amenable and well-used pedestrian network throughout the Precinct.

Providing 'easy access for all'

- Pursue enhanced access and transport choices, to cater for a growing resident and worker population and reduce the reliance on car based travel.
- Achieve a fully integrated and connected pedestrian and bike network.
- Promote the use of public transport through enhancing the capacity and

frequency of and accessibility to services.

- Improve the amenity and function of St Kilda Road as a key pedestrian spine.
- Advocate for improvements to the accessibility and safety of St Kilda Junction.
- Define and upgrade key east-west streets and north-south routes, as primary pedestrian connections.
- Ensure that all streets are safe, pedestrian friendly and progress towards DDA compliance.

Creating a 'great place to live'

- Mitigate the impacts of through-traffic to enhance neighbourhood activity and identity, especially within Wellington Street.
- Improve the connectivity of the precinct to adjoining activity areas, open space and public transport links.
- Ensure that public realm spaces are well-defined, attractive, functional and safe.
- Limit traffic speed and volumes in residential streets.

- Ensure new use and development is self-sufficient in on-site car parking.

Implementation

Recommended actions

There are numerous opportunities to improve access and to manage the finite supply of on-street parking within the Precinct.

Many of the recommended access improvements will be integrated with and delivered through the public realm initiatives detailed in *Section 3.3*, such as the Wellington Street 'village' place making project and advocacy for safety and access improvements at the St Kilda Junction.

The following projects and opportunities are recommended, and are illustrated on *Figure 13: Access and Parking Framework Plan*.

Walking

Improved pedestrian crossing points

- Work with VicRoads to improve pedestrian crossing times:
 - On the signalised legs of St Kilda Junction.
 - At the signalised pedestrian crossings across St Kilda Road at Banks Place and between Argyle Street and Somerset Street.
- On the signalised legs of the St Kilda Road intersections with Alma Road, Inkerman Street and Carlisle Street.
- At Queens Road and St Kilda Junction.
- Upgrade 'mid-block' pedestrian operated signal crossing points along St Kilda Road, in line with current VicRoads and DDA standards.
- Improve pedestrian crossing opportunities at the following locations (non-signalised):
 - Along Wellington Street - in the vicinity of Dandenong Road and Upton Street
 - Argyle Street, near the Betty Day Community Centre
 - Intersection of Crimea and Redan Streets
 - St Kilda Road and Barkly Street.
- Review and upgrade all side-street and laneway crossings with major roads to achieve greater consistency of design and meet accessibility standards. (This includes St Kilda Road, Wellington Street, Alma Road, Inkerman Street, Carlisle Street and Barkly Street.)

- Upgrade the footpath / pedestrian travel paths across laneways (many of which are bluestone) to improve accessibility and reduce trip hazards.

Footpath amenity

- Implement built form controls and public realm upgrades to improve pedestrian amenity in key pedestrian streets, including through verandas (within retail/commercial areas), shade trees, seating and wayfinding signage.
- Seek to create wider footpaths through building setbacks as part of new, and particularly large scale redevelopments where this is consistent with the existing pattern of setbacks within the streetscape.
- Review the status of the 'shared path' along the western sidewalk of St Kilda Road, between Carlisle Street and Vale Street.

Bike riding

Improved conditions for bike riding

- Improve bike riding facilities and links throughout the precinct, with priority locations being:
 - St Kilda Road - work with VicRoads to:
 - Upgrade the existing on-road bicycle markings/coloured pavement with profiled edge-line (rumble strip).
 - Investigate the longer-term potential for protected bike lanes.
 - Wellington Street:
 - Improve on-road bicycle conditions and connections, as part of the broader streetscape improvement project.
 - Alma Road and Inkerman Street:
 - Upgrade the existing on-road bicycle markings with green coloured pavement at identified conflict points.
 - Investigate the extension of bike lanes to the intersections of St Kilda Road.
 - Barkly Street:

- Upgrade the bicycle lanes along Barkly Street in conjunction with VicRoads.
- Investigate opportunities to improve cycling facilities at arterial road crossings of St Kilda Road, including the intersections of Alma Road, Inkerman and Carlisle Streets.
- Support the proposed local bike route (outside of the Precinct) with appropriate infrastructure and signage.

Public transport

Capacity

- Advocate for increased tram capacity along St Kilda Road to cater to existing demand and future demand from increased development within the Precinct. This includes peak commuter services and the frequency of weekend services.

Accessibility to transport stops

- Improve pedestrian access to tram, train and bus stops throughout the precinct, including:
 - Access to the St Kilda Road tram stops from the outer carriageways

of St Kilda Road (refer Walking improvements, above).

- Access to the Dandenong Road tram stops from Wellington Street area. Specifically, investigate improved access to the central Dandenong Road tram stop with VicRoads and Public Transport Victoria, including the potential to replace the existing staircase with an accessible connection.

Car parking

Managing on-street parking

- Undertake a Precinct based review of on-street car parking restrictions including:
 - A review of time restrictions, including in the evenings.
 - The need for additional on-street accessible bays.
 - A review of the location and extent of on street loading zones to ensure that access for businesses is provided.
- Ensure new residential development does not create additional demand for on-street parking, through the

implementation of appropriate parking restrictions and maintaining Council's policy that occupants of dwellings constructed after 2002 are not eligible for resident parking permits.

- Promote the establishment of on-street Car Share facilities and allocate kerbside parking spaces for Car Share vehicles at key locations throughout the Precinct. (This should include estimating / planning for future Car Share needs in each block.)

Car parking and loading requirements - new use and development

- Apply the following car parking rates for new development:
 - Residential dwellings/apartments: 1 car space for 1 and 2 bedroom dwellings / 2 car spaces for dwellings with 3+ bedrooms.
 - A 'sustainable rate' of 3.0 car spaces per 100m² for new office uses.
- Provide secure bicycle parking for residential development at a rate of 1 space per dwelling; and publicly accessible bicycle parking for visitors at a rate of 1 space per 5 dwellings.

- Consider the need for secure motorbike parking within new developments.
- Ensure that residential and mixed use development proposals meet their on-site obligations to provide accessible car parking.
- Promote provision of on-site Car Share provision for residential development that is accessible to the general public.
- Ensure mixed use and commercial developments provide a loading bay in full compliance with the planning scheme requirements at Clause 52.07.
- Require all residential developments of six or more storeys to provide off-street loading facilities and allocated spaces for service vehicles to prevent congestion in lanes and local streets.
- Waste collection to be in accordance with the Port Phillip Waste Management Plan Guidelines for Developments.

Car movement

Traffic capacity

- Work with VicRoads to maintain

acceptable traffic capacity levels along the St Kilda Road corridor, including seeking regular traffic signal reviews of the St Kilda Road corridor by VicRoads.

capacity and network connections of laneways (including through rear building setbacks where appropriate).

an integrated project delivered under the future Metropolitan Boulevards Strategy and the 'whole of corridor' integrated strategy (refer to *Section 3.3 - Public Realm*).

- Require traffic and parking assessments for new development applications to assess and address impacts on the traffic capacity at nearby intersections, laneways and access points. This requires assessment beyond the subject site on a block-by-block basis.

Mitigating traffic impacts



















- Manage the impacts of traffic along Wellington Street through the 'village' streetscape improvement project (as detailed in *Section 3.3 - Public Realm*), including:
 - Seek to reduce traffic speed to 40km per hour along the full length of the street in association with other traffic calming measures.
 - Kerb extensions at Upton Road, Dandenong Road and side streets.
- Enhance Carlisle Street as a local 'green link', through local streetscape treatments (as detailed in *Section 3.3 - Public Realm*).
- Reduce the traffic speed to 40km per hour along Carlisle Street, between St Kilda Road and Barkly Street.
- Work with VicRoads to investigate opportunities to reduce the traffic speed along St Kilda Road as part of

- Investigate opportunities to reduce the traffic speed along Alma Road and Inkerman Street

Vehicle access

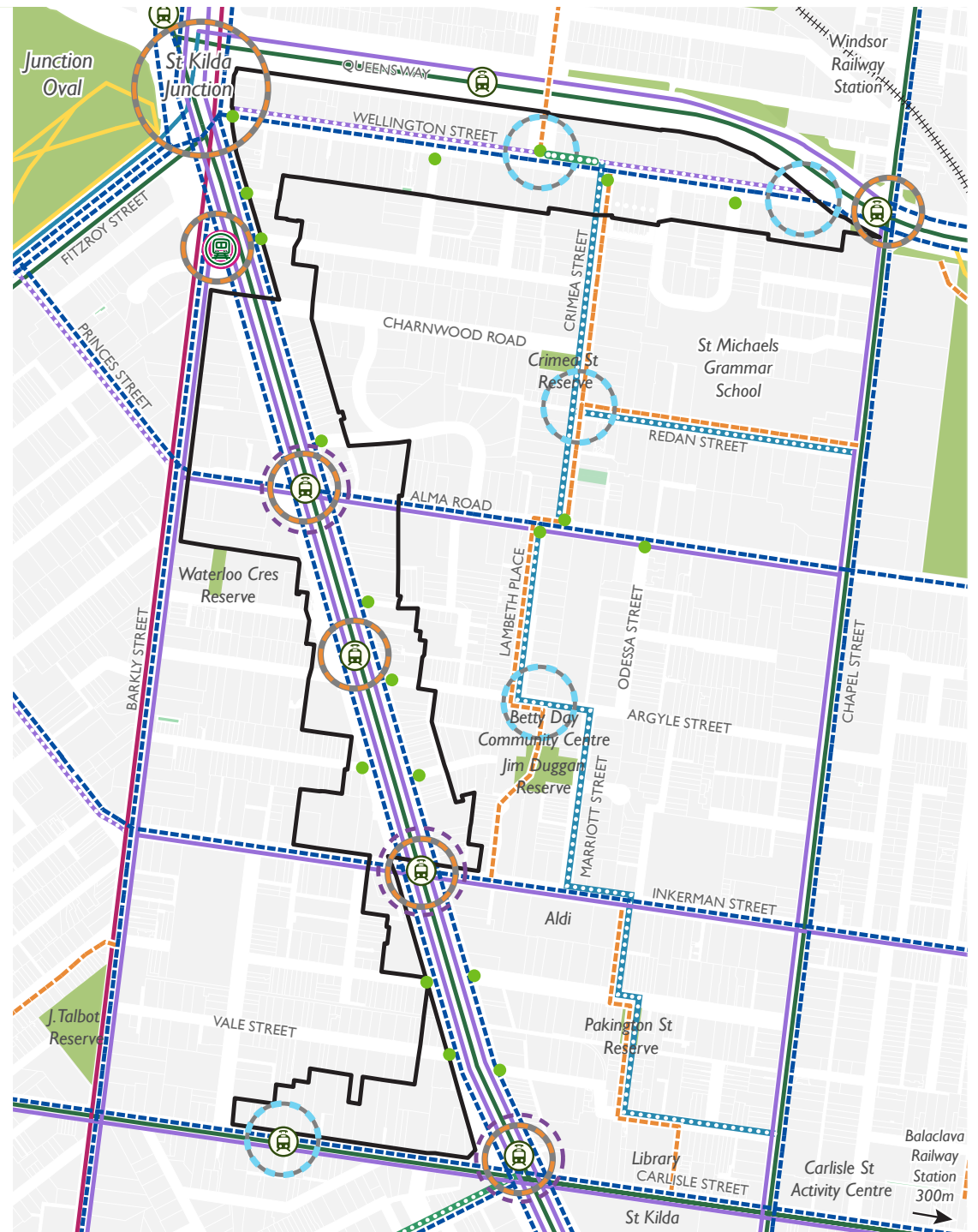
- Vehicle access for new development must:
 - Limit direct traffic access from streets through use of rear laneways wherever possible, to avoid interruptions to footpaths and conflicts with bike lanes.
 - Ensure sufficient provision for servicing, emergency vehicles and site access (including through rear building setbacks where appropriate).
 - Improve the traffic carrying

Figure 13: Access and parking framework plan

-  Precinct Boundary
-  Primary pedestrian route
-  Priority improvement for secondary pedestrian route
-  Improve pedestrian access
-  Improved signalised pedestrian crossings
-  Upgraded paving treatment at side street crossing points
-  Improved cycling facilities
-  Existing commuter bike route
-  Existing local bike route
-  Existing off-road bike route
-  Proposed commuter bike route - Priority Bicycle Routes
-  Proposed local bike route - Priority Bicycle Routes
-  Proposed connecting bike route
-  Tram priority route
-  Bus priority route
-  Tram stop
-  Bus stop
-  Railway Line



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4. Implementation

Chapter 4 outlines a program for implementing the recommended actions of the Framework. This includes statutory implementation through the Port Phillip Planning Scheme, physical infrastructure projects that would be a part of Council's capital works program, and other initiatives that could be undertaken by Council or the community.

Implementation process

Implementation of the Framework will be led by Council and require cooperative involvement of the State Government, private sector and community stakeholders.

A detailed Implementation Plan will be prepared following the adoption of the Framework. This will include prioritised initiatives with defined timelines (immediate, medium and longer term), resources and responsibilities. The Implementation Plan will be closely linked with Council's Strategic Business Plan, detailed Service Planning and Capital Works Program.

The following framework establishes an outline of this Plan.

Key implementation mechanisms

The Framework will be implemented through a range of programs and initiatives of the Council, including:

- *Port Phillip Planning Scheme* - via a planning scheme amendment to reflect the Framework and subsequently via decisions on permit applications for use and development.
- Council Programs and Services (including Traffic Engineering, Economic Development, Sustainability and Community Development)
- Council's Capital Works Program - Council's 10 Year Plan and Annual Program.
- Partnerships - with State Government agencies, key land owners, service providers and community organisations.

Timing and funding

The intent of the Framework is to provide long term strategic direction for the ongoing delivery of Council programs and services, opportunities for access, parking and public realm improvements and, facilitate built form and land use change.

The Framework is a long-term plan, and the capacity to deliver particularly on physical improvements will depend on prioritisation and allocation of resources across the municipality through the annual budget and business plan. A planning scheme amendment will be prepared following Councils adoption of the Framework.

Key projects

Project	Key deliverable	Timeframe
Planning scheme implementation		
Planning scheme amendment including request for interim DDO controls	Updated planning policy and controls to implement the built form, land use and on-site car parking recommendations of the Framework. This will include rezoning of identified sites/ areas to the Mixed Use Zone to facilitate a transition to residential use, and a new Design and Development Overlay to manage the height and form of future development.	Commence October 2015 The amendment process will take 12 to 18 months
Capital projects		
Wellington Street 'Village' Project	Preparation of a streetscape concept plan to deliver an integrated series of landscape and access improvements. The State Government has committed \$200,000 seed funding for design and part delivery.	Community consultation will occur by October 2015 and Stage 1 delivery in 2016
98 Inkerman Street 'Re-use' (Local Site Specific Opportunity # 10)	Investigate an alternative use for the Council owned car park. A preferred land use outcome will be determined in the context of Council's Property, Housing and Open Space Strategies.	Commence 2015/2016
Local Site Specific Opportunities	Progressive implementation of small scale public realm upgrades as opportunities arise, including enhancing identified 'pause places' and resolving 'left over' spaces along the western side of St Kilda Road.	October 2015 onwards
Pedestrian and bicycle network improvements	Deliver progressively through implementation of Council's <i>Walk Plan</i> and <i>Bike Plan</i> .	Ongoing
Review of on-street parking restrictions	Undertake Precinct Parking Review.	Scheduled for February / March 2016
Advocacy and partnerships		
St Kilda Road Boulevard Enhancement Project	A streetscape and landscape concept for St Kilda Road South as part of the Metropolitan Boulevards Strategy. A 'whole of corridor' integrated strategy for all of St Kilda Road, through a collaborative partnership with VicRoads, Public Transport Victoria and the City of Melbourne; including concept plans and a program of works for delivery.	Metropolitan Boulevards Strategy - commenced Integrated Strategy to commence 2015/16
St Kilda Junction	Access and safety improvements at St Kilda Junction via advocacy and collaboration with State Government agencies including VicRoads, Public Transport Victoria and Yarra Trams.	Establishment of working group by March 2016
Council Programs and Services		
Community Development and Service Planning	Facilitate use of the Betty Day Community Centre by a broader spectrum of the local community through promotion and targeted programming of the space. Factor population projections for the St Kilda Rd South Precinct into future service planning.	Commence 2015/2016
City Business	Pursue opportunities to activate vacant premises - including pop-up enterprises. Connect small and start-up businesses to business training, networking and mentoring programs and events.	Commence 2015/2016



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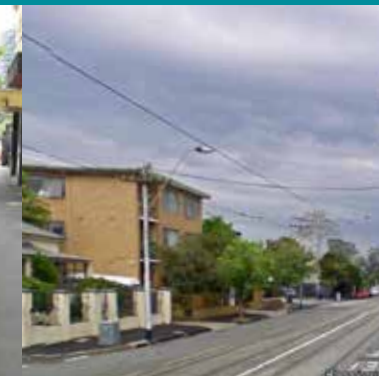
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ST KILDA ROAD SOUTH

Appendix

ADOPTED 24TH NOVEMBER 2015





Appendix A

Planning and policy context

I.I Planning Scheme Policy

State Planning Policy Framework (SPPF)

The SPPF within the *Port Phillip Planning Scheme* provides the broad strategic context for the project. Several key objectives relate to the St Kilda Road South Precinct.

Clause 11.01 - Activity Centres, aims to create a network of activity centres across each municipality as a focus for business, shopping, housing, employment or community facilities. Activity centres are to be well-located for walking, cycling and public transport links.

Clause 15.01 - Urban Environment, aims to create urban environments that are safe and functional, with a sense of place and cultural identity. Urban design principles for new development are set out, relating to design outcomes contributing positively to local urban character, protecting heritage, landmarks and views, enhancing the public realm, and promoting a high standard of architecture.

Clause 16.01 - Housing, aims to provide a range of housing options to meet community needs, and to locate new housing in or close to activity centres and employment corridors that offer good access to services and transport.

Clause 17.01 - Economic Development, aims to encourage development which meet the communities' needs for retail, entertainment, office and other commercial services and provides net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.

Clause 18.01 - Transport, encourages the creation of a safe and sustainable transport system by integrating land-use and transport and coordinating development of all transport modes to provide a comprehensive transport system.

Municipal Strategic Statement

Council's *Municipal Strategic Statement* (MSS) at Clause 21 of the Planning Scheme sets the strategic direction for the study area within the municipal context.

Clause 21.01 - Vision

Clause 21 of the MSS sets the overarching vision for Port Phillip. Policy directions include providing a healthy and safe environment for residents, workers and visitors, creating accessible neighbourhoods each with their own character and a strong sense of place, promoting sustainable growth and development and managing the impacts of traffic.

Clause 21.03 - Ecologically Sustainable Development

Key objectives include:

- To promote sustainable design and development.
- To encourage innovative landscape design and water sensitive urban design in all new developments.
- To encourage the retention of buildings or building elements that have significant potential for on-site reuse or and can be adapted to a variety of uses.
- To facilitate the use of sustainable

transport modes in preference to private vehicle use.

- To create a walking network that is integrated, safe and accessible and encourages more people to walk more often.
- To create a cycling network that is integrated, safe and accessible and encourages more people to cycle more often.
- To facilitate an increase in the use of public transport.
- To reduce the impact of vehicles on local areas.

Clause 21.04 - Land Use

In relation to housing, key objectives include:

- To provide significant opportunities for new residential development in designated locations which have the capacity for change, and which offer highest accessibility to public transport, shops, and social infrastructure.
- To ensure that new residential development does not compromise the heritage, neighbourhood character and amenity values of established residential areas.
- To support a diverse range of housing

types to suit the needs of Port Phillip's community.

- To ensure a high level of amenity for existing residents.

The MSS designates the Business 2 Zone of St Kilda Road South (now zoned Commercial 1) as an 'Office and Mixed Use Activity Area'.

The primary functions of St Kilda Road South are specified as 'employment node', with a commercial and office role and active ground level frontages.

Objectives and strategies for office and mixed use activity areas include facilitating viable and vibrant business activity by:

- Encouraging businesses that cater for growing demand in the property and business services, cultural and recreation services, printing, publishing and media sectors.
- Ensuring that the nature and intensity of office and commercial activity is appropriate to its location.
- Maintaining and promote active land uses at ground floor that encourage pedestrian activity.
- Encouraging residential uses above the ground floor in the Business 2 Zone, to ensure that commercial functions are not lost.

- Discouraging retail uses in the Mixed Use and Business 2 Zones (unless it can be demonstrated that they do not compete with the primary retail function of an adjacent major activity centre and they do not adversely impact on the amenity of adjoining areas, including car parking impacts).

Clause 21.05 - Built form

In relation to built form, key objectives include:

- To protect and enhance the varied, distinctive and valued character of neighbourhoods across Port Phillip.
- To ensure that the height and scale of new development is appropriate to the identified preferred character of an area.
- To retain Port Phillip's fine grain street pattern.
- To protect and enhance the distinctive and valued character of the traditional retail strips across Port Phillip.
- To protect streetscape characteristics of the established residential areas.
- To reinforce key elements of the City's overall urban structure.
- To ensure new higher density development is responsive to the existing scale and form of neighbouring sites

- To ensure new development minimises any detrimental impacts on neighbouring properties.
- To ensure the design of new development is of a high quality and enhances the amenity, comfort, safety and visual amenity of the public realm.
- To ensure new development provides a positive contribution to the public realm.

Clause 21.06 - Neighbourhoods

Clause 21.06 provides strategic direction for the seven neighbourhoods of Port Phillip. The study area is located within the St Kilda neighbourhood.

The Vision for this neighbourhood, as relating to the study area includes:

- The commercial opportunities in Wellington Street and St Kilda Junction /St Kilda Road South Specialised Activity Centres are realised.
- Housing growth is realised in the Major and Specialised Activity Centres and Mixed Use areas.
- The established residential areas retain their unique heritage and character and generally low-rise built form.

Local strategies relevant to the study area are:

- Protecting landmark buildings of the Presbyterian Church spire and the Charnwood Grove Synagogue.

For the 'St Kilda Junction / St Kilda Road South Business 2 Zone':

- Support commercial development as a primary function on sites that front St Kilda Road.
- Support retail showrooms / restricted retail uses as a secondary function on sites that front St Kilda Road.
- Encourage moderate intensification of housing, subject to heritage and amenity considerations, above and behind the St Kilda Road street frontage.
- Encourage new development design which improves the function and built form of St Kilda Junction.
- Ensure new development responds and compliments the scale and setbacks of buildings along the east side of St Kilda Road.

For the 'Wellington Street Specialised Activity Centre':

- Encourage consolidation of this centre for commercial and office uses.
- Discourage retail and new residential uses.
- Ensure new development responds to the varied scale of 2 to 4 storeys along the north side of Wellington

Street and 4 storeys to the south with varied setbacks.

Local Planning Policies

Local Planning Policies at Clause 22 provide guidance in determining planning permit applications. Relevant policies to the study area include the following.

Clause 22.04 - Heritage Policy

The Heritage Policy applies to sites within the Heritage Overlay to implement the findings of the Port Phillip Heritage Review, which is an Incorporated Document.

The Policy seeks to retain and conserve all significant and contributory heritage places (as listed in the Review) and ensure that all new development within a heritage context is sensitively designed and ‘respectfully and harmoniously integrated with the surrounding character’.

The Policy sets out detailed design requirements for contributory places and new development on contributory and non-contributory sites within Heritage Overlays.

Clause 22.06 - Urban Design Policy for Non-Residential Development and Multi Unit Residential Development

This policy applies to all new non-residential development and multi-unit residential development over four storeys, where ResCode does not apply.

The objectives of the Policy are to achieve high quality urban design and architecture that:

- Responds to the context of places within the municipality.
- Integrates with the prevailing neighbourhood character and contributes to the amenity and vitality of the area.
- Protects and enhances the valued elements of the municipality.

The Policy sets detailed guidance in relation to design in the private and public realm, including:

- Design and size of open spaces.
- Ground level frontages and their relationship to the street.
- Landscaping and the provision of public and private open spaces.
- Building form, scale and detailed elements, and particular design requirements for large sites.

- Protection of landmarks, views and vistas.
- Provision of urban art in large developments.
- Design of carparking and access.
- Amenity of adjoining residential properties and within the development.

Clause 22.11 - Carlisle Street Major Activity Centre Policy

The east side of St Kilda Road, between Carlisle Street and Inkerman Street, is included within the Activity Centre.

The policy direction for this precinct is to encourage restricted retail premises / display based retailing and office uses that benefit from main road exposure and which help to create a continuous active commercial edge along the St Kilda Road frontage.

Residential uses in the upper levels are also encouraged.

The policy discourages a concentration of licensed premises or late-night venues that may impact on residential properties and detract from daytime amenity, or ‘shop uses’ for day to day retail that would compete with the role of Carlisle Street.

1.2 Strategic Background

Sustainability

Sustainable Design Strategy (2013)

The *Sustainable Design Strategy* promotes sustainable development within the municipality. It recognises that opportunities to influence development occur during planning or building permit stages and outlines the STEPS, SDS, and Green Star tools that may be used to achieve this. The strategy also includes reduced parking requirement rates for eligible development applications.

Greenhouse Plan: Low Carbon City (2011)

This Plan outlines the key mechanisms to achieve a low carbon future at Port Phillip.

Greenhouse emission reduction targets are included as part of the Plan and actions to achieve this include the enforcement of more sustainable planning and building regulations, and a modal shift from personal transport to walking, public transport and cycling.

The Plan includes general recommendations such as upgrades to tram stops, local area traffic management devices (including one-way streets, road closures) and improvements to both pedestrian and bike networks.

A Climate Adaptation Plan: Climate Adept City (2010)

The *Climate Adaptation Plan* seeks to assess and enhance Port Phillip's resilience to changing climate and extreme weather. Actions to enable Council to begin to climate proof the city include adaptive building design and the greening of streets and neighbourhoods.

The Plan discusses adaptive building design requirements, rooftop gardens, and the vertical greening of buildings.

Toward Zero - Sustainable Environment Strategy 2007 (2007)

Toward Zero outlines Council's commitment to sustainable transport, and sustainable urban design and development. It sets targets for Council and the community and forms the umbrella strategy to Council's other environmental policies.

People and Activities

Municipal Public Health And Wellbeing Plan 2013-2017 (2013)

Council's *Municipal Public Health and Wellbeing Plan* takes a holistic view of community health and wellbeing. Strategies towards active, safe and inclusive communities include the creation of inclusive streetscapes with a

local village feel and maintaining natural heritage, supporting the development of Port Phillip as a green city, and providing safe and accessible public spaces.

Carlisle Street Activity Centre Structure Plan (2009)

This Structure Plan provides specific strategic directions for the east side of St Kilda Road, between Carlisle Street and Inkerman Street. The Plan identifies the area as suitable for more intensive development, including ground-floor office/commercial premises with office/residential above.

Late-night entertainment uses (bars, taverns, nightclubs) are discouraged.

The Structure Plan identifies an opportunity for additional planting to the St Kilda road reserve, complementing the boulevard character of Brighton Road south of Carlisle Street.

It also identifies the former St Kilda post office building as an important corner landmark that may be used a visual entry point marker to the Carlisle Street activity centre.

Housing Strategy (2007)

Council's *Housing Strategy* identifies St Kilda Road South as a preferred area for moderate residential growth. As such, housing developments on St Kilda Road

should be above ground level commercial uses, and respect the existing streetscape character. Objectives for sustainable, accessible and affordable housing options are also included in the strategy.

Ageing Well In Port Phillip Strategy 2006-2016 (2006)

The Strategy was undertaken to ensure the emerging needs and expectations of older citizens are considered and actively supported. To support a healthy and positive experience of ageing, it recommends the provision of affordable housing options for older citizens, age-friendly amenities, and ensuring the accessibility of the built environment (i.e. community buildings, public spaces, housing).

Infrastructure

City Of Port Phillip Public Toilet Plan 2013-2023 (2013)

The *Public Toilet Plan* recommends that options be explored for a public toilet on St Kilda Road. When considering appropriate areas, high pedestrian volumes, the location of parks and playgrounds and public transport precincts would be considered. Council has adopted a maximum distance of 1000 metres between toilets in the Plan.

Play Space Strategy (2011)

Given increasing residential development along St Kilda Road, the *Play Space Strategy* predicts increasing demand for play spaces in the study area. Despite this, the study does not recommend any new play sites due to limited open space opportunities on St Kilda Road.

Public Realm

Greening Port Phillip: Urban Forest Strategy & Street Tree Planting Guide 2010-2015 (2010)

Council's Street Tree Planting Guidelines designate Carlisle Street, Inkerman Street and Alma Road as areas for street tree planting work.

The significance of St Kilda Road and Brighton Road as historic and iconic boulevards is noted. However, improvements to St Kilda Road South are not proposed in the Strategy.

Water Plan: Toward A Water Sensitive City (2010)

The *Water Plan* advocates for the better management of water within the municipality, and is based on a "city as a catchment" approach. This approach encourages the use of alternative water sources through environmentally sustainable design (rainwater and

stormwater harvesting) and through the implementation of water sensitive urban design.

Fitzroy Street Streetscape Plan Final Report (2009)

The *Fitzroy Street Streetscape Plan* recommends feature planting and landscaping to St Kilda Road Junction and along St Kilda Road. It considers that planting will create a visual break at the interchange, reduce the apparent scale of the road spaces, and reinforce St Kilda as an interesting, diverse and creative place. It notes that all existing road functions and capacities of St Kilda Road should be maintained.

Public Lighting Policy (2004)

Council's *Public Lighting Policy* identifies an opportunity to use lighting to highlight St Kilda Junction as a night time gateway. It recommends that this be achieved through a sculpture that is enhanced by lighting, or through the sole use of light. The strategy also notes that lighting should improve the pedestrian experience, with high quality and energy-efficient fixtures used to enhance the public realm.

City of Port Phillip Urban Art Strategy (2002)

The *Urban Art Strategy* outlines a policy

framework and a strategic action plan for procuring and commissioning high quality, innovative urban art, in all its diversity of artistic expression.

The Strategy forms the basis of the requirement of Clause 22.06 Urban Design that large scale projects (over \$2million in total project cost) provide urban art to the value of 0.5% of the total project cost.

The Strategy also encourages small scale projects to contribute urban art as well, particularly where it will add visual interest to the streetscape at pedestrian level.

Stormwater Management Plan for the City of Port Phillip (1999)

This Plan includes strategies to better manage stormwater, encourage the improvement of water quality and the environmental amenity of stormwater systems. Actions include reduction of litter and the promotion of water-sensitive design principles.

Access

Access Plan 2013-18 (2013)

Council's *Access Plan 2013-2018* is part of a wider commitment to equitable, dignified access and the inclusion of all residents and visitors within the

urban environment. Urban design and streetscape plans should include good access design principles and the design of street furniture, landscape, paths of travel and parking must enable people to feel safe and connected within the city.

Principal Pedestrian Network (2013)

The *Principal Pedestrian Network* designates St Kilda Road, Wellington Street, Alma Road, Inkerman Street and Carlisle Street as a primary pedestrian routes. To achieve the highest level of priority for pedestrians along these streets, future walking infrastructure improvements should include generous footpaths, shade and water protection, seating, and priority over other transport modes at intersections. The PPN is an integral action within the Walk Plan 2011-2020.

Safer Streets: The City Of Port Phillip's Road User Safety Strategy 2013-2020 (2013)

The *Safer Streets* strategy seeks to improve the safety of pedestrians, public transport users and cyclists by reducing conflicts with vehicles. It recognizes that safer environments for pedestrians and cyclists may be achieved through better management of traffic through intersection design and the

acknowledgement of Council's road user hierarchy in streetscape design.

Sustainable Transport Strategy (2011)

The *Sustainable Transport Strategy* seeks to improve sustainable travel choices across the city and prioritises walking, biking and public transport use over personal transport.

To encourage this, it notes that intensive residential and mixed use developments should be located in areas that are highly accessible to activity centres and transport.

Pedestrian and biking networks should be direct, safe and link key destinations together. This may be achieved by widening footpaths, reallocating road space in favour of pedestrians and bike riders over cars, and local area traffic management that reduce the convenience of car use.

Walk Plan 2011-2020 (2011)

The *Walk Plan* is part of a wider commitment by Council to increase walking across Port Phillip. It seeks to establish a walking network that connects key destinations, achieved through measures that prioritizes the pedestrian.

This includes implementing the principal

pedestrian network, creating more convenient crossings and improving the accessibility and safety of the walking environment with lighting, raised crossings, wider paths and wayfinding signage.

Bike Plan 2011-2020 - Pedal Power: Making Bike Riding Better (2011)

The *Bike Plan 2011-2020* proposes a commuter bike route to Wellington Street and a connecting bike route to Carlisle Street. These actions support Council's objective to encourage bike use for short, local trips and to connect key destinations within the city.

Public Transport Advocacy Statement (2009)

The *Public Transport Advocacy Statement* outlines key improvements Council will advocate for in its capacity as local government. It seeks to encourage Port Phillip residents to be car-free and for visitors to access the area using bikes, trams, buses, or trains. Measures identified by the Statement include the upgrading of tram stops and improving bus priority within the municipality.

Tram Stop Refurbishment Strategy 2007-2017 (2008)

The *Tram Stop Refurbishment Strategy* provides a program for the upgrade of

tram stops within the City. Tram stop upgrades offer opportunities for public realm improvements and enhance the accessibility of public transport services for residents and visitors. At the time the strategy was released, the conversion tram stops on St Kilda Road (south of Fitzroy Street) were under consideration by other funding programs and were not assessed by the strategy.

1.3 Current and proposed zones

Residential Zones

The General Residential (formerly Residential 1 Zone) currently applies to residential neighbourhoods within the precinct and adjoining areas.

Council is in the process of implementing the new format residential zones across the municipality, through Amendments C113 and C114 to the *Port Phillip Planning Scheme*. The new zones are:

- The General Residential Zone, which allows for incremental some multi-unit development in areas with good access to shops, services and public transport. New development must respect neighbourhood character.
- The Neighbourhood Residential Zone, which provides for limited growth in established residential areas that are more distant from shops and public transport, or have high heritage or neighbourhood character values.
- The Residential Growth Zone, which allows for increased housing growth and densities.

The three zones are proposed to be applied to different locations across the precinct and broader study area. Different schedules to each zone are proposed, which will implement height controls specific to each location.

This would allow varying levels of development and density in each location to reflect the neighbourhood character and the capacity for change of each area.

Most of the study area is proposed to be included within the General Residential Zone or the Neighbourhood Residential Zone. The Neighbourhood Residential Zone is proposed to apply to areas which are within the Heritage Overlay.

The Residential Growth Zone is proposed for two locations outside of the precinct where higher density development is envisaged.

Subject to specific conditions, non-residential uses may also be permitted within all residential zones such as hospitality, retail, educational, recreational, religious, and community uses.

The provisions of ResCode at Clause 54 and 55 of the Planning Scheme apply to development within residential zones.

Commercial 1 Zone

The Commercial 1 Zone (formerly the Business 1 and Business 2 Zone) is applied to retail and commercial areas across the precinct: the eastern and parts of the western sides of St Kilda Road; sites along Alma Road and Inkerman Street; the northern side of Wellington Street and the western end of the

southern side of Wellington Street; and the area north of Alma Road, between St Kilda Road and Barkly Street.

The purpose of this zone is to 'create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses', and to 'provide for residential uses at densities complementary to the role and scale of the commercial centre'.

Mixed Use Zone

The Mixed Use Zone applies to former industrially zoned areas east and west of St Kilda Road, immediately adjacent to the study area. It also applies to a small area of land fronting Queens Way.

This zone provides for a range of uses to complement the mixed use function of the area, including residential, commercial, and industrial uses. The mixed use zone also provides for higher density housing. The zone encourages development and redevelopment of land while responding to existing or preferred neighbourhood character of the area.

Public Park and Recreation Zone

This zone provides for public recreation and open space. It applies to several small parks outside of the study area, as well as Albert Park to the north west of the study area.












Public Use Zone

The Public Use Zone recognises the use of public land for utilities or community services. It applies to a utility centre in Waterloo Crescent, the Betty Day Community Centre, the St Kilda Town Hall and the railway corridor.

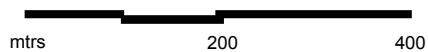
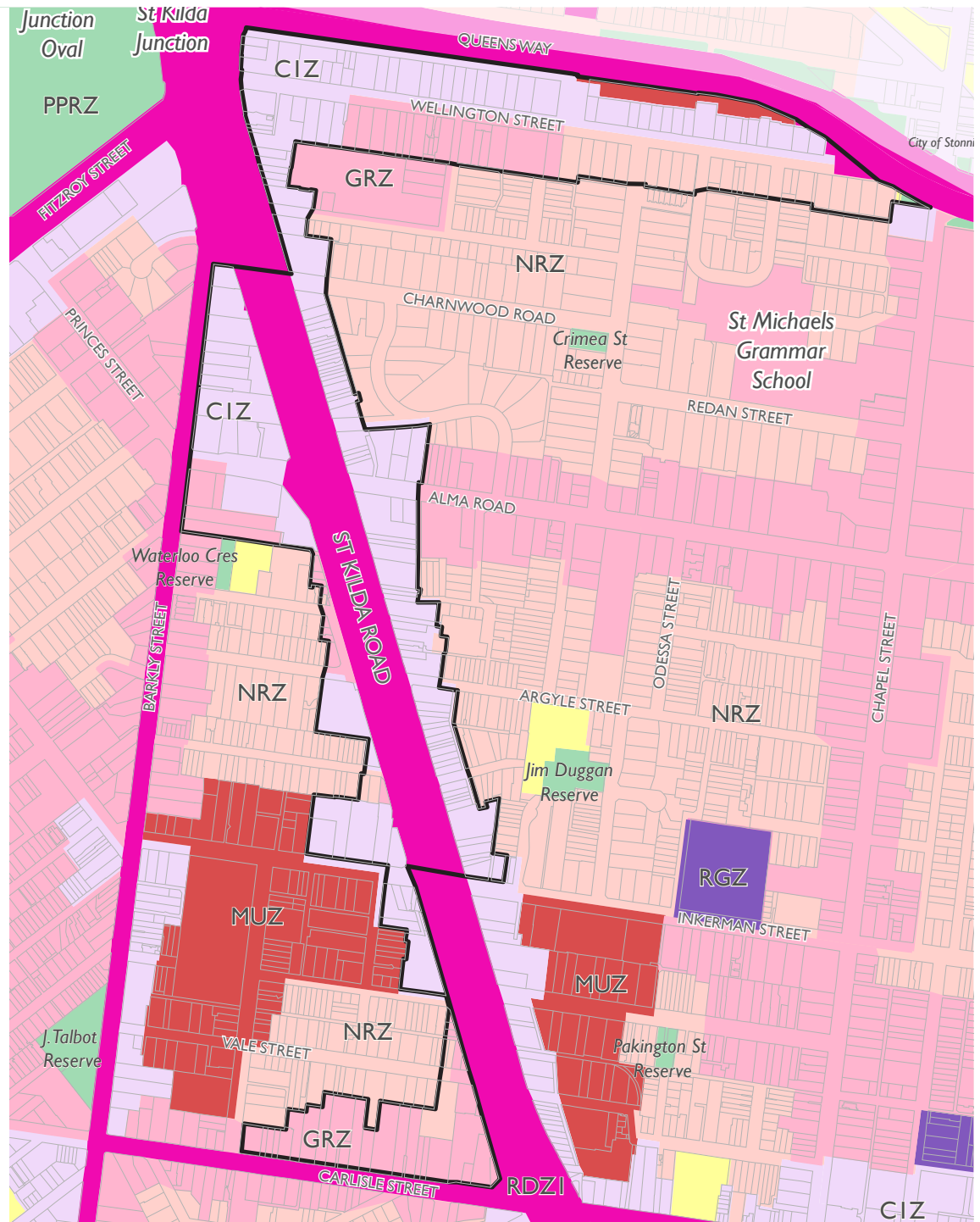
Road Zone Category 1

This zone applies to the major roads within the study area, denoting that they are managed by VicRoads. This includes St Kilda Road (and St Kilda Junction), Queens Way, Fitzroy Street and Carlisle Street.

Figure 1: Zones

-  Precinct boundary
-  Property boundary
-  Proposed General Residential Zone (GRZ)*
-  Proposed Neighbourhood Residential Zone (NRZ)*
-  Proposed Residential Growth Zone (RGZ)*
-  Commercial I Zone (CIZ)
-  Comprehensive Development Zone (CDZ)
-  Mixed Use Zone (MUZ)
-  Public Park and Recreation Zone (PPRZ)
-  Public Use Zone (PUZ)
-  Road Zone Category I (RDZI)

*The General Residential Zone (GRZ) has been applied as the default residential zone while Amendments C113 and C114 (Council's proposed application of the New Residential Zones) are being considered by the State Government.



1.4 Current overlay controls

Heritage Overlay

The Heritage Overlay (HO) seeks to conserve and enhance heritage places and elements that contribute to natural or cultural significance.

Residential neighbourhoods to the east and west of St Kilda Road, as well as the historic shopfronts along St Kilda Road, are included within heritage precincts HO6 and HO7. There are also many other sites to which an individual HO listing is applied.

Demolition, construction, or works to sites affected by this overlay generally require a permit. The Heritage Policy at Clause 22.04 would be considered in assessing an application under the HO, as well as the *Port Phillip Heritage Review*, which is an Incorporated Document in the Planning Scheme.

Design and Development Overlay 6: St Kilda Area (DDO 6)

DDO6 applies to the St Kilda Area. Properties on Fitzroy Street, north-west of the study area, are included within DDO6-1, Fitzroy Street. This overlay seeks to provide a dramatic urban edge to Albert Park Reserve using high density apartments above shops with streets that have wide tree lined footpaths. This is to support a distinct cosmopolitan street

life. While development is encouraged to be of high density, building should not exceed 25.5 metres in height and be respectful of other buildings in regards to height, heritage and overshadowing.

Design and Development Overlay 21: Carlisle Street Major Activity Centre (DDO 21)

This overlay applies to the Carlisle Street Major Activity Centre, which is located adjacent to the study area, on the eastern side of St Kilda Road.

DDO21 aims to ensure well designed new development that contributes to the built form character of specific precincts and strategic sites within the overlay area. It also sets out directions relating to the urban structure and identity of the area, its cultural heritage, the quality of the public realm, pedestrian safety, sustainable development, design excellence and residential amenity and interface.

Properties fronting St Kilda Road are included within Area 3 (St Kilda Road Business Precinct). The design objectives include creating a more coherent edge along St Kilda Road and enhancing the amenity, activity and human scale of the streetscape. A mandatory streetwall height of 10m and discretionary overall height of 13m apply.

Sites at the corner of Carlisle Street are included within Area 1 (Carlisle Street West Precinct). Objectives also relate to street amenity and activity, and supporting the civic role of the area. A mandatory streetwall height of 6m and discretionary overall height of 10m apply.

Sites to the rear of those with frontage to St Kilda Road are included within Area 4 (Inkerman / Pakington Streets Mixed Use Precinct). Objectives include allowing a more intensive built form that supports a mixture of uses, including residential apartments with commercial uses at street level. Mandatory streetwall heights of between 8-11m apply and discretionary overall heights of 14-17m.

Design and Development Overlay 13: Shrine Vista (DDO 13)

DDO13 applies to the northern side of Wellington Street, at the western end. It aims to protect views to the Shrine of Remembrance and its outline as viewed from Swanston Street in the CBD or from St Kilda Junction. A permit is required to construct buildings over 33m above the Australian Height Datum.







Environmental Audit Overlay

The purpose of this overlay is to ensure potentially contaminated land is remediated for sensitive uses. Prior to the commencement of residential, child care, pre-school centre or primary school uses, a certificate of environmental audit, or a statement by an environmental auditor, must be issued for the land. It is applied to the areas of Mixed Use Zoning, due to their former Industrial Zoning.

Special Building Overlay

The Special Building Overlay identifies land that can be liable to flooding from overland flows from the urban drainage system. This is identified by the floodplain management authority. It also ensures that any development allows for the free passage and temporary storage of floodwaters to minimise flood damage and not cause any considerable increase of flood levels or flow velocity. The protection of water quality also applies under relevant State Environment Protection policies.

Figure 2: Overlay controls

-  Precinct Boundary
-  Property Boundary
-  Heritage Overlay
-  Environmental Audit Overlay
-  Special Building Overlay
-  Design Development Overlay
-  Vegetation Protection Overlay

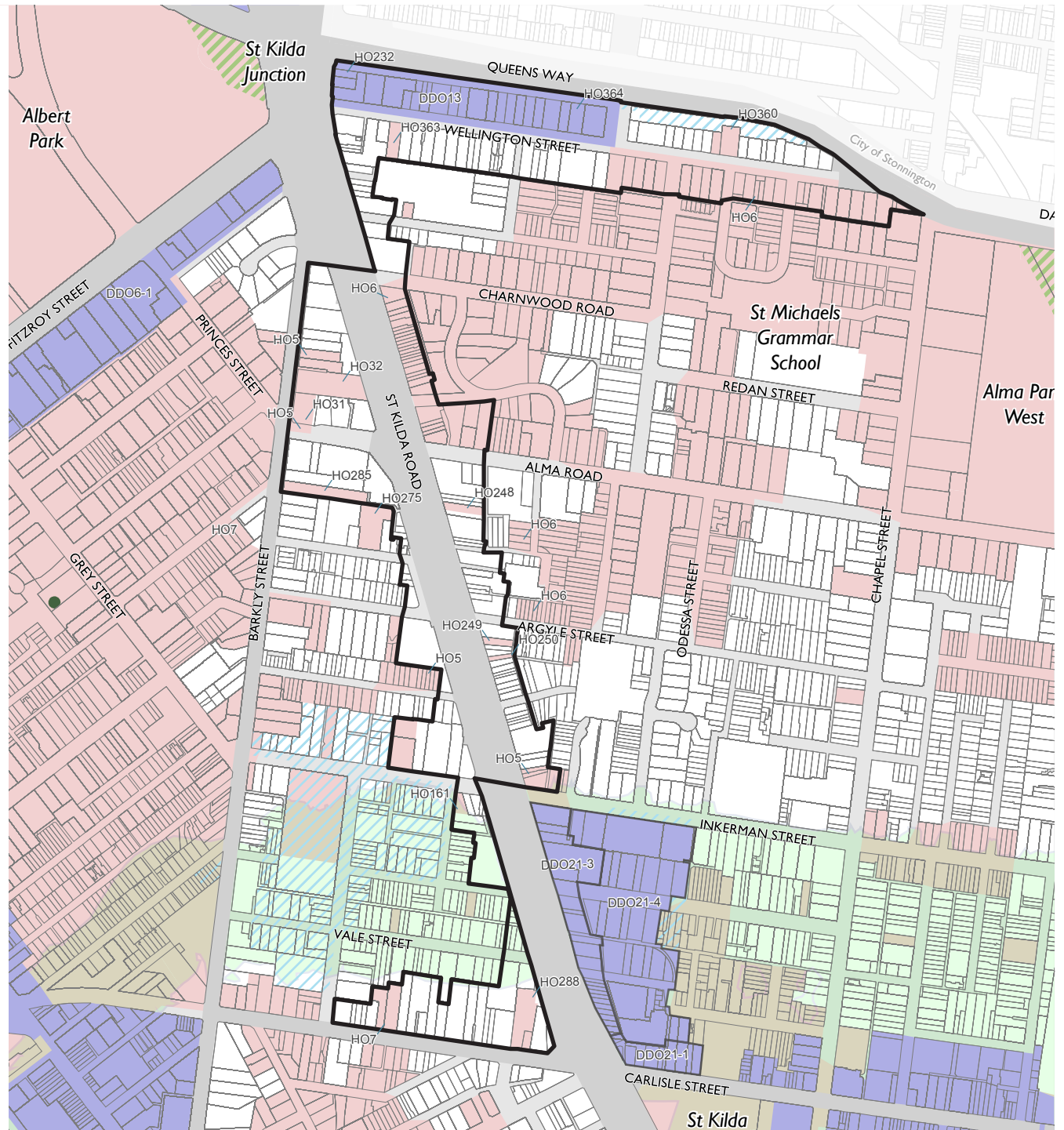
























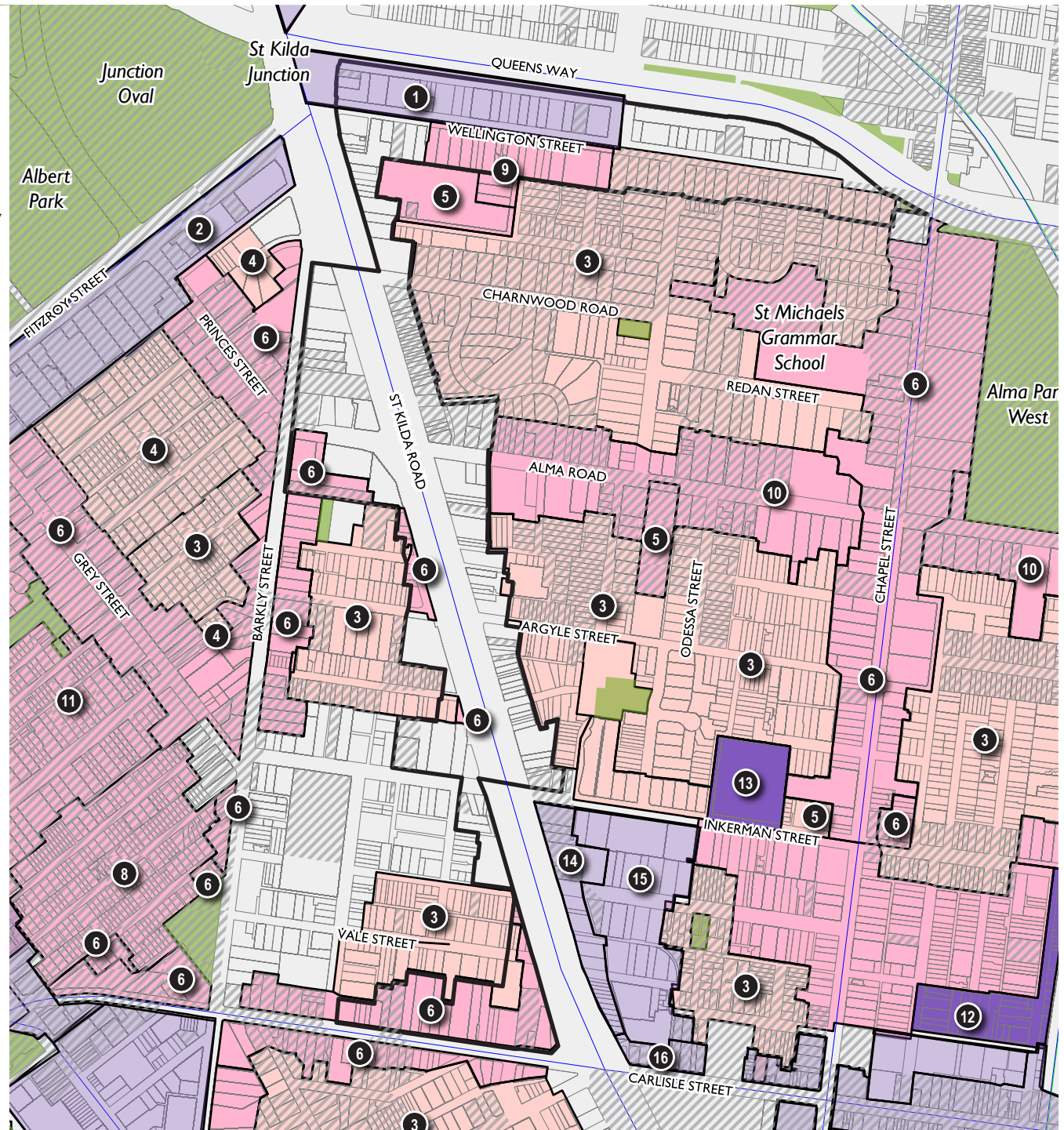


Figure 3: Height controls

-  Precinct Boundary
-  Property Boundary
-  Park
-  Sites Affected by a Heritage Overlay
-  Sites Affected by a Design & Development Overlay
-  General Residential Zone
-  Neighbourhood Residential Zone
-  Residential Growth Zone

- | | | |
|---|---------|---|
|  | DDO13 | Permit required for buildings 33m & above |
|  | DDO6-1 | Discretionary 25.5m |
|  | NRZ1 | Mandatory 8m |
|  | NRZ2 | Mandatory 10m |
|  | GRZ1 | Discretionary 9m |
|  | GRZ2 | Discretionary 9m |
|  | GRZ4 | Discretionary 9m |
|  | GRZ5 | Mandatory 8m |
|  | GRZ7 | Mandatory 10m |
|  | GRZ8 | Mandatory 10m |
|  | GRZ9 | Mandatory 10m |
|  | RGZ2 | Discretionary 13.5m |
|  | RGZ3 | Discretionary 13.5m |
|  | DDO21-3 | Discretionary 13m |
|  | DDO21-4 | Discretionary 17m |
|  | DDO21-1 | Discretionary 10m |



1.5 Review of development trends

In the last five years, increasing residential development pressure has occurred south of the St Kilda Junction, including within the western end of Wellington Street. This could be considered as a flow-on effect of the changing role of St Kilda Road North, which has become an increasingly desirable location for the construction of larger scale, high density residential developments, resulting in its transition from a high quality office precinct to an area of mixed use.

Most applications for buildings of five storeys attract objections and are heard by VCAT as a result.

Key Issues Considered By VCAT

Key issues contemplated by VCAT:

- Appropriateness of the proposed use of the land, including the intensity of residential development and change of use from office in view of the current strategic direction.
- Scale and bulk of the development in the context of the character of the streetscape of this locality.
- Proposed urban design response for the land and locality, including frontage treatment, building form, detailed design and materials.
- Potential off-site impacts on the amenity of neighbouring properties and the area.
- Amenity outcomes for future residents, e.g. apartment size and open space provision, and adjoining property owners.
- Car parking and traffic outcomes and whether enough car parking is provided.

Summary of Community Objections

- Inappropriate height, bulk, scale and massing.
- Excessive site coverage and overdevelopment.
- Failure to respond to site and neighbourhood character.
- Proposal would be inconsistent with Council's Local Planning Policies expressed in the Port Phillip Planning Scheme.
- Poor architectural quality and poor interfaces.
- Inadequate car parking facilities and car access and unacceptable traffic impacts.
- Wind tunnel impacts.
- Lack of attention to waste management, noise and smell associated with a high volume of waste.
- Potential overlooking and overshadowing.
- Impacts on nearby landmarks.
- Visual impact on adjacent areas.

Recent applications and approvals

Wellington Street

11-15 Wellington Street: 10 storey residential development with restaurant at ground level

35-37 Wellington Street: 5 storey development with office ground level and residential above

44 Wellington Street: 4 storey residential development

60 Wellington Street: 4 storey residential development

95 Wellington Street: 4 storey residential development with cafe/retail at ground level

113 Wellington Street: 5 storey development with office ground level and residential above

Alma Road

3-7 Alma Road: 8 storey apartment development

25-29 Alma Road: 8 storey residential development with ground level office

Carlisle Street

88 Carlisle Street: 5 Storey apartment development

Figure 4: Applications for buildings over 4 storeys

St Kilda Road

2-8 St Kilda Road: 18 storey residential development with restaurant at ground level

3-5 St Kilda Road: 26 storey residential development with restaurant/shops/studios at ground level

42 Barkly Street (with frontage to St Kilda Road): 15 storey residential development with restricted retail at ground level

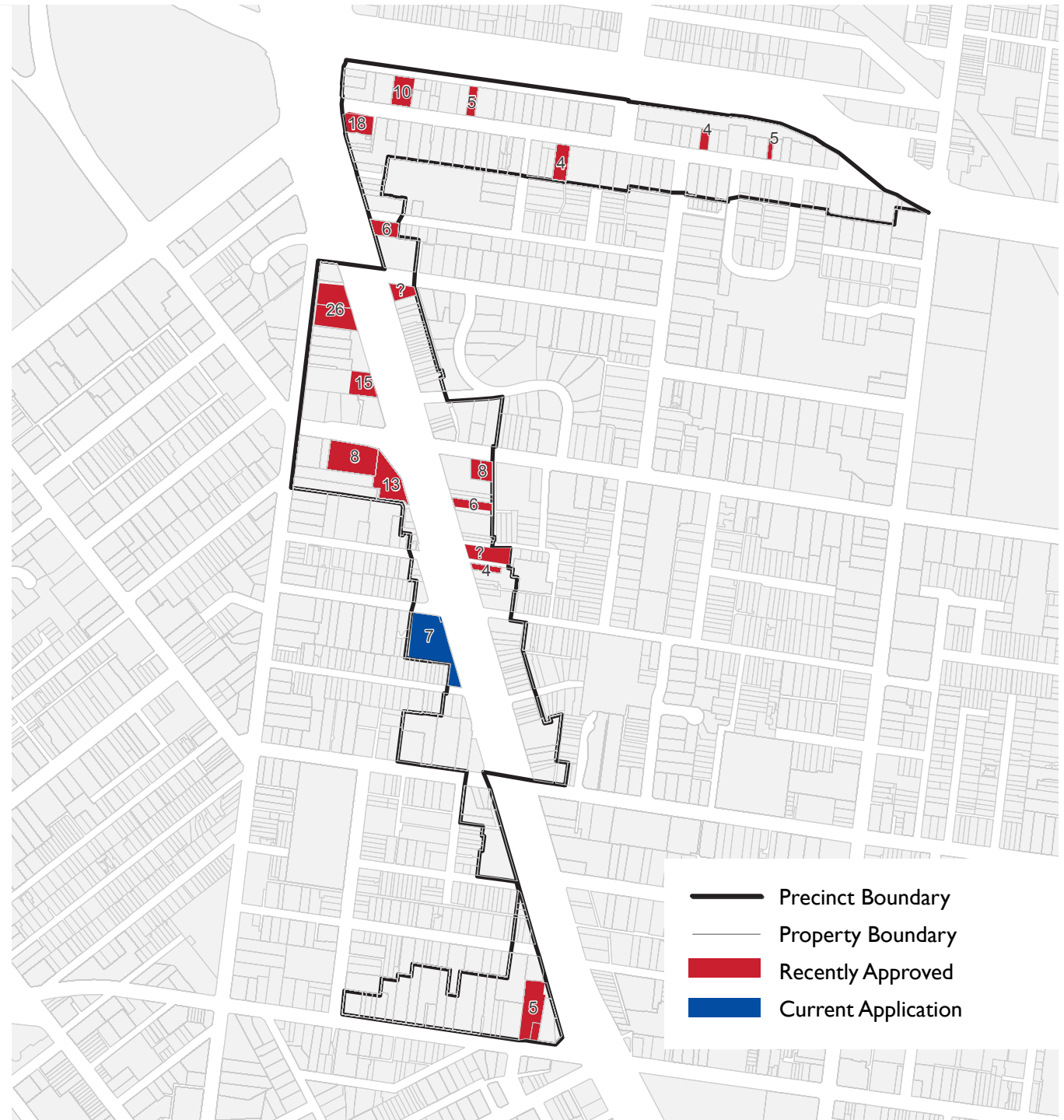
46 St Kilda Road: 6 storey development with office at ground level and residential above

70-76 St Kilda Road: 4 storey residential development at the rear of existing shops

181-185 St Kilda Road: 13 storey residential development with cafe and office at the ground level

194-198 St Kilda Road: storey retail and residential development

260 St Kilda Road: 3 storey office and residential development



1.6 Regional role and context

Plan Melbourne

Plan Melbourne is the current metropolitan strategy for Melbourne, released in 2014. It will guide the city's growth to 2050.

The plan is underpinned by nine strategic principles:

- A distinctive Melbourne
- A globally-connected and competitive city
- Social and economic participation
- Strong communities
- Environmental resilience
- A polycentric city linked to regional cities
- Living locally - a '20-minute' city
- Infrastructure investment that supports city growth
- Leadership and partnership

These strategic principles will underpin all planning projects within metropolitan Melbourne, and can be delivered at the municipal level through local planning projects such as this Urban Design & Land Use Framework.

While *Plan Melbourne* does not include direction relating to the study area, it makes several references to the role of St Kilda Road north, which may also have a bearing upon the study area in the long term.

Direction 4.1 is to expand the central city, and includes extending CBD activity into St Kilda Road north, up to St Kilda Junction.

Initiative 4.6.2 is to 'develop Melbourne's network of boulevards'. While the Plan does not specifically mention St Kilda Road South, it notes the boulevard of St Kilda Road - Brighton Road as a highly valued, existing central city boulevard.

Direction 2.2 aims to increase housing supply near services and public transport, through sensitive urban renewal.

Initiative 3.1.5 is to improve cycling to and within the central Melbourne. St Kilda Road north is noted as a key bicycle link through to St Kilda Junction.

Plan Melbourne also highlights the importance of neighbourhood centres as within the metropolitan structure as community focal points and in terms of access to services, employment opportunities and the liveability of their neighbourhoods.

Plan Melbourne notes:

"A network of diverse and vibrant activity centres is important to the city structure. Local governments are encouraged to plan and support local urban-renewal and transit-oriented development sites to better use existing and planned infrastructure for housing and employment opportunities".

Regional role of the St Kilda Road South Precinct

At a regional strategic level, the role of the St Kilda Road South precinct is to:

- As a local activity centre, provide opportunities for urban renewal within a well-accessed and serviced part of Melbourne, through sensitive redevelopment of underused sites.
- In particular, provide opportunities for new housing to assist with the high demand for housing experienced across the metropolitan area.
- Embrace the role of the 'specialised activity centre' (as designated by Council's MSS) in providing an important and distinctive function for the municipality.
- Retain valued local heritage and

character attributes as key features of Melbourne's urban fabric.

- Foster a high quality of new architectural and urban design in new development and the public realm.
- Provide a connection from the CBD to the southern suburbs of Melbourne, via St Kilda Road as a major arterial highway.
- Improve the boulevard connection between the two identified significant boulevards of St Kilda Road North and Brighton Road.
- Improve local connections between neighbourhoods, as required, in promoting the '20 minute city'.



Appendix B

Urban Context Analysis

1.1 Urban structure and built form

The key features of the study area are illustrated in *Figure 5: Study Area Analysis* (opposite) and over the following pages.

Topography

The topography of the study area rises up from lower land at Carlisle Street to the crest of St Kilda Hill on Alma Road. (refer to *Figure 6: Topography*).

The topographic high point of St Kilda Hill is a local geographic landmark and the highest ground south of the CBD.

Travelling south from Alma Road, the topography flattens out considerably south of Inkerman Street.

Urban structure and street layout

The street layout of the study area is primarily a north-south grid, which is reoriented west beyond Barkly Street.

St Kilda Road is a major arterial corridor and the 'spine' of the study area. As an 8-lane highway, it carries substantial traffic volumes between the Melbourne CBD and southern suburbs.

The heavy traffic of St Kilda Road impacts upon its streetscape amenity and vibrancy. The highway acts as a significant barrier to pedestrian movement and discourages streetlife and activity.

Road widening in the 1960s saw St Kilda Road transformed from the historic High Street, which was of a similar width and form to Carlisle Street and supporting retail frontages along both sides.

This section of St Kilda Road now has a width of approximately 60m, similar to St Kilda Road north of the Junction and Brighton Road south of the study area.

Wellington Street and Carlisle Street are local connectors between the study area and Windsor and St Kilda respectively. Both streets also carry a high volume of traffic, considering their function as predominantly residential streets. They have a width of approximately 20m.

Landmarks and views

Key landmarks of the study area are shown on the map opposite.

St Kilda Junction itself is a landmark space of the metropolitan movement network. As a multi-layered intersection of major arterial roads, it is a significant infrastructure element, covering a large area and a dominant feature of the area. Thousands travel through the junction each day by car, public transport, walking or cycling.

As noted, St Kilda Hill is a topographic high point and local geographic landmark which has long been emphasised by the

spire of the St Kilda Presbyterian Church.

An emerging cluster of high scale buildings on St Kilda Hill is also serving to further accentuate this high point.

From atop of St Kilda Hill at Alma Road, views open up south towards Carlisle Street, north towards the city and west along Princes Street to Albert Park. From St Kilda Road and Barkly Street views of Port Phillip Bay are visible.

Other important landmarks in or near the study area include the prominent buildings St Kilda Hebrew Congregation Synagogue, the former St Kilda Post Office and the St Kilda Town Hall.

Sensitive interfaces

Most edges of the study area directly adjoin residential properties, where the management of issues such as overlooking, overshadowing or visual bulk is critical.

The mixed nature of the study area also means that many large commercially zoned sites with significant development potential adjoin low scale residential or heritage sites. A transitional scale would need to be provided to these lower buildings.

Sensitive interfaces are shown on the map opposite.

Key intersections

Indicated on the map are several key intersections: St Kilda Junction, the intersection of St Kilda Road with Alma Road, Inkerman Street and Carlisle Street, and the eastern end of Wellington Street at Queens Way.

These intersections are prominent locations within the local urban structure and street layout, or form gateways to the study area. Some also have a higher level of activity or serve as transport nodes. Sites adjoining these intersections are highly visible within the local urban context and new development must be well-designed to address their important corner locations.

Inter-neighbourhood links

The key east-west streets form the primary inter-neighbourhood links for all forms of transport, between East St Kilda, St Kilda, Albert Park and Windsor.

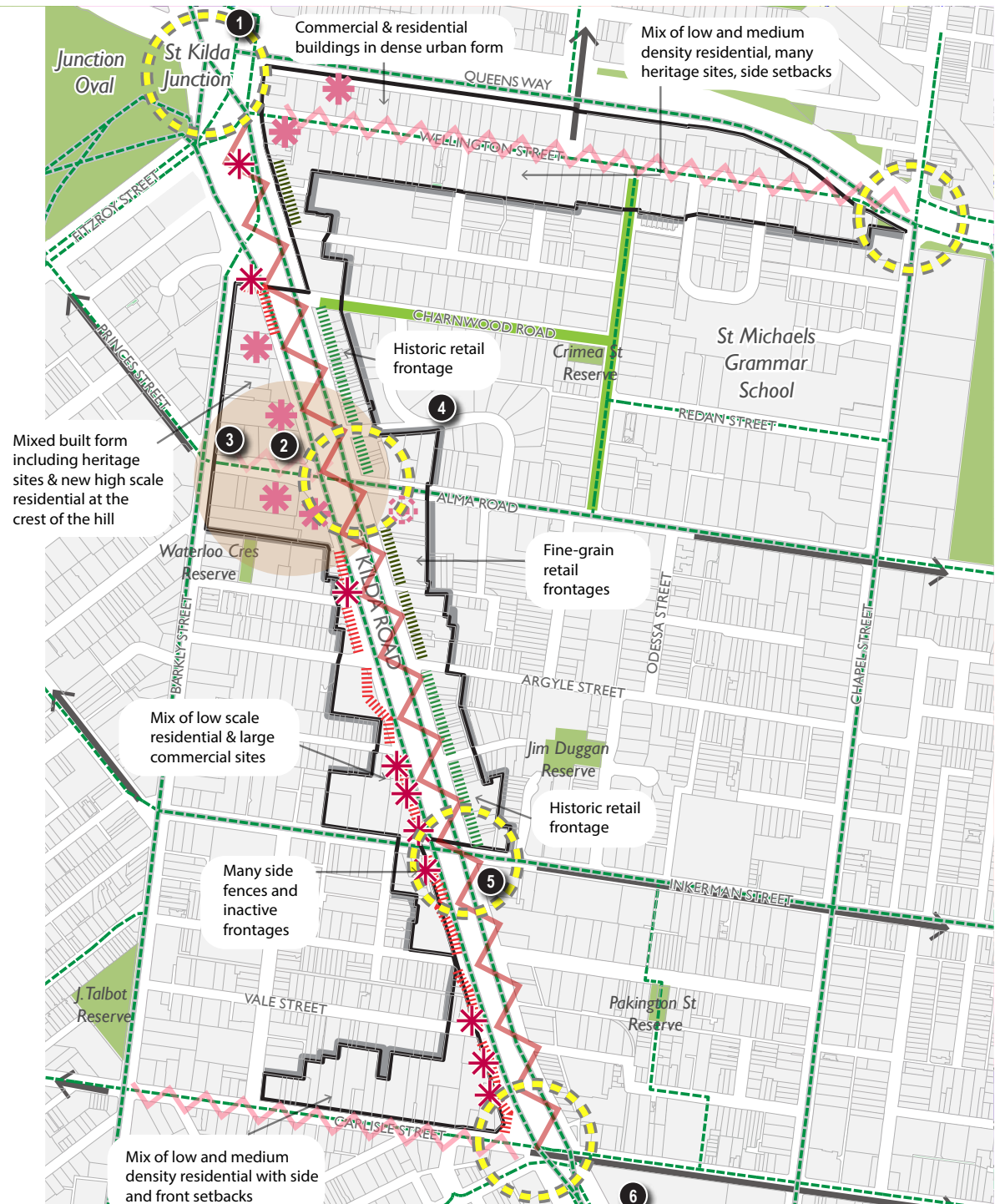
They are of particular importance as links to local open space, shops and community facilities centres. Pedestrian and cycle connections along these local links should be enhanced where needed.

Figure 5: Study area analysis

-  Precinct boundary
-  Busy highway streetscape
-  Busy local road
-  Key intersection space
-  Dense tree lined street
-  Negative street frontage
-  Positive street frontage
-  Positive street frontage (historic form)
-  Sensitive interface
-  Underutilised space due to road widening
-  Inter-neighbourhood links
-  High point
-  Pedestrian link
-  Park
-  Buildings over 8 storeys - existing and proposed
-  1 St Kilda Junction
-  2 Southern Melbourne topographic high point
-  3 St Kilda Presbyterian Church
-  4 St Kilda Hebrew Congregation Synagogue
-  5 Former St Kilda Post Office
-  6 St Kilda Town Hall



mtrs 0 200 400



Building height

There is a range of existing (and approved) building heights across the study area (refer to *Figure 7: Existing building height*).

Many buildings within the study area are between 1-3 storeys (up to 10-12m).

However, there are pockets that feature higher scale buildings (both existing and approved) - the north/east side of Wellington Street, and the St Kilda Road/Alma Road intersection.

The emerging high scale cluster at St Kilda Hill includes recent development of up to 13 storeys and approved development of 15-26 storeys, which will completely change the character of this neighbourhood. The new higher scale will serve to accentuate the topography of St Kilda Hill and the entry point of the junction as local landmarks of the study area.

The adjoining residential areas have mostly lower scale buildings of between 1-2 storeys (up to 6m). These are interspersed with sites that support higher scale apartment developments, up to 5 storeys in some locations.

Street edge and frontages

Analysis of street setbacks and frontages shows a range of street edge conditions across the study area (refer to *Figure 8: Street edge and frontages*).

The eastern side of St Kilda Road has mostly active retail and commercial frontages with a zero setback forming a clearly defined street edge, which is a key aspect of the street's character in this location.

The western side of St Kilda Road comprises a mix of setbacks, which vary according to the land use and development patterns of the immediate site and context. Many sites on this side of the road present inactive frontages to the street and frequently front setbacks are not well presented. New residential development at Alma Road has minimal landscaped setbacks or setbacks at all. However, they all have a strong sense of residential address to the street.

The northern side of Wellington Street has sites with minimal frontage setbacks, west of Upton Road, and a more mixed setback pattern to the east. Some sites lack a sense of address within this streetscape.

Residential areas of Carlisle Street and the southern side of Wellington Street feature a consistent pattern of

landscaped front setbacks, of varying depth, and a strong residential address to the street.

Lot sizes and subdivision grain

The study area has a wide range of lot sizes and configurations due to the mix of land use and development patterns within each neighbourhood (refer to *Figure 9: Lot Sizes*).

The road widening schemes that dramatically changed the streetscape of St Kilda Road have resulted in poorly configured lots on the western side, including the small parcels of 'leftover' space which is difficult to develop or re-use.

The eastern side of St Kilda Road features mostly elongated sites originally developed for this retail strip.

Wellington Street has lots of a consistent depth, but with variations in frontage width. Carlisle Street features lots of significantly varied width and depth.

In considering existing development patterns across the study area, lots over 900m² typically support a higher scale of development. Lots of between 500m² and 900m² have been shown to have reasonable redevelopment potential.

Heritage and character

Many sites are included within the Heritage Overlay, either as individual sites of significance or and as a part of the two wider heritage precincts of St Kilda East and St Kilda Hill. Both residential properties and historic shopfronts in the study area are protected through the Heritage Overlay.

Figure 10: Heritage shows sites which are significant, contributory and non-contributory within and outside of the Heritage Overlay.



Sensitive interface rear of St Kilda Road

St Kilda Road






Wellington Street



Carlisle Street



Figure 6: Topography

-  Precinct Boundary
-  Property Boundary
-  Contour Lines & Metres AHD

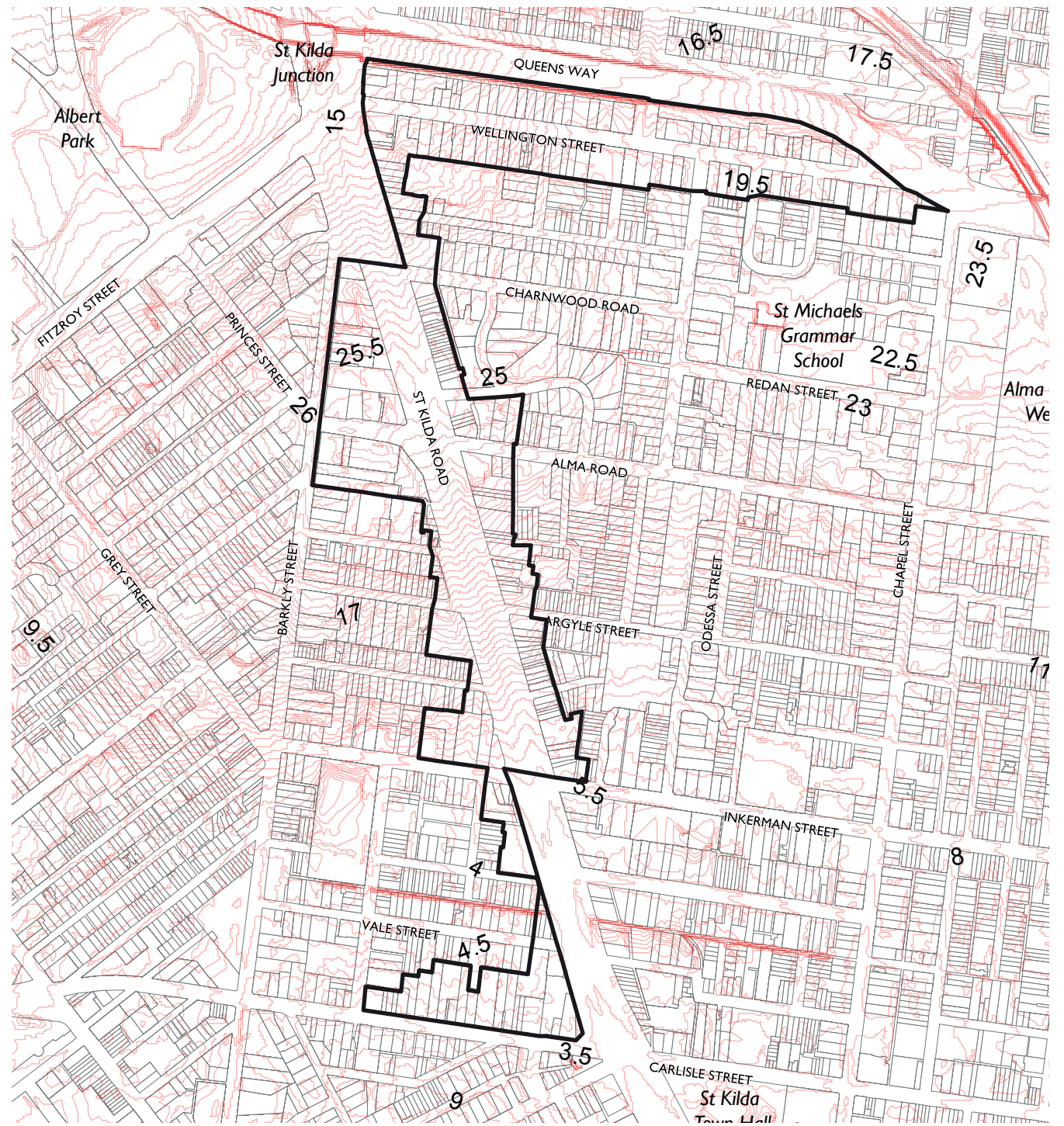


Figure 7: Existing building height

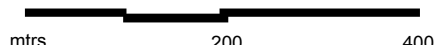
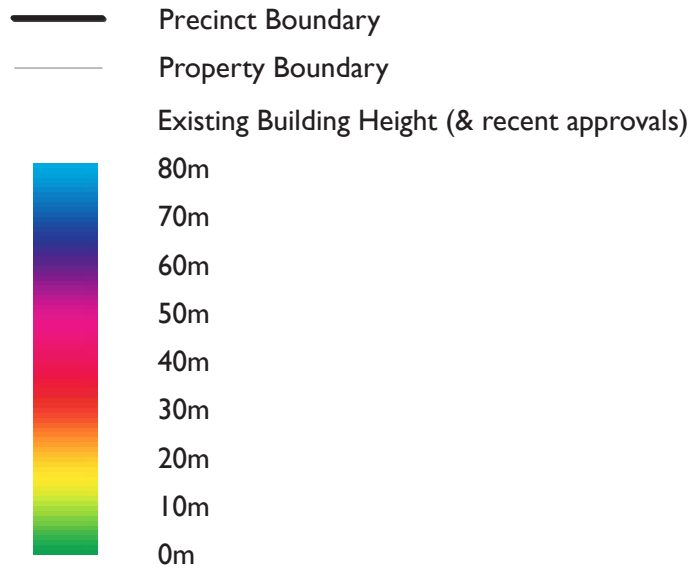


Figure 8: Street edge and frontages

- Precinct boundary
- Residential Frontage with Landscaped Setback
- Mixed Residential & Commercial Frontage with Mixed Street Setback
- Retail / Commercial Frontage with Zero Street Setback
- Residential / Commercial Frontage with Minimal Street Setback

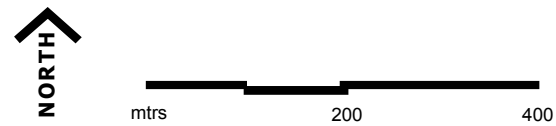
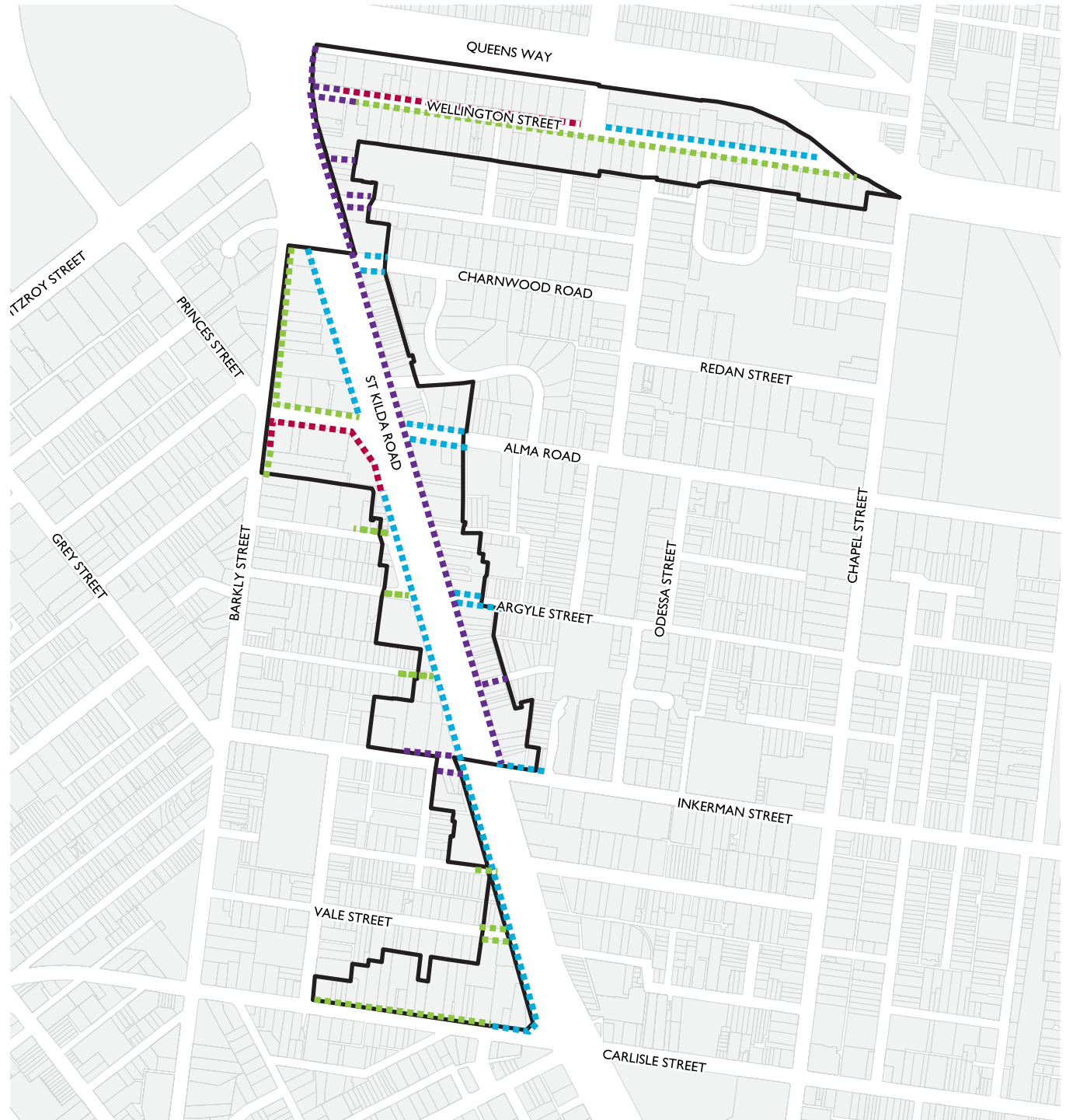


Figure 9: Lot Sizes

- Precinct Boundary
- LOT SIZES**
- 0 - 499
- 500 - 999
- 1000 - 1499
- 1500+

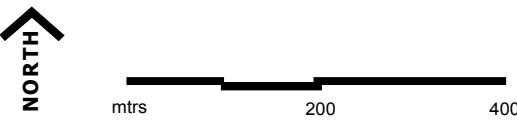
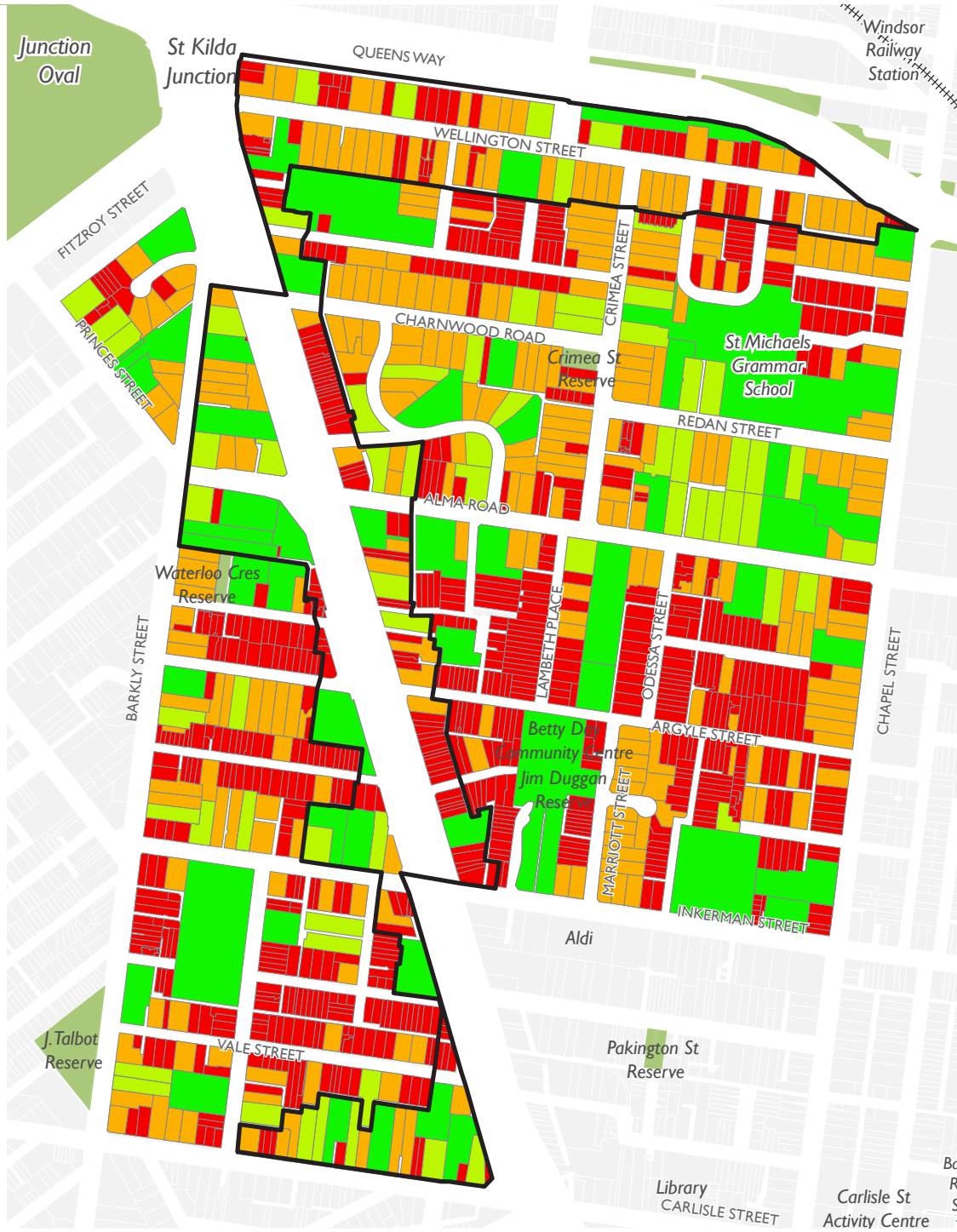





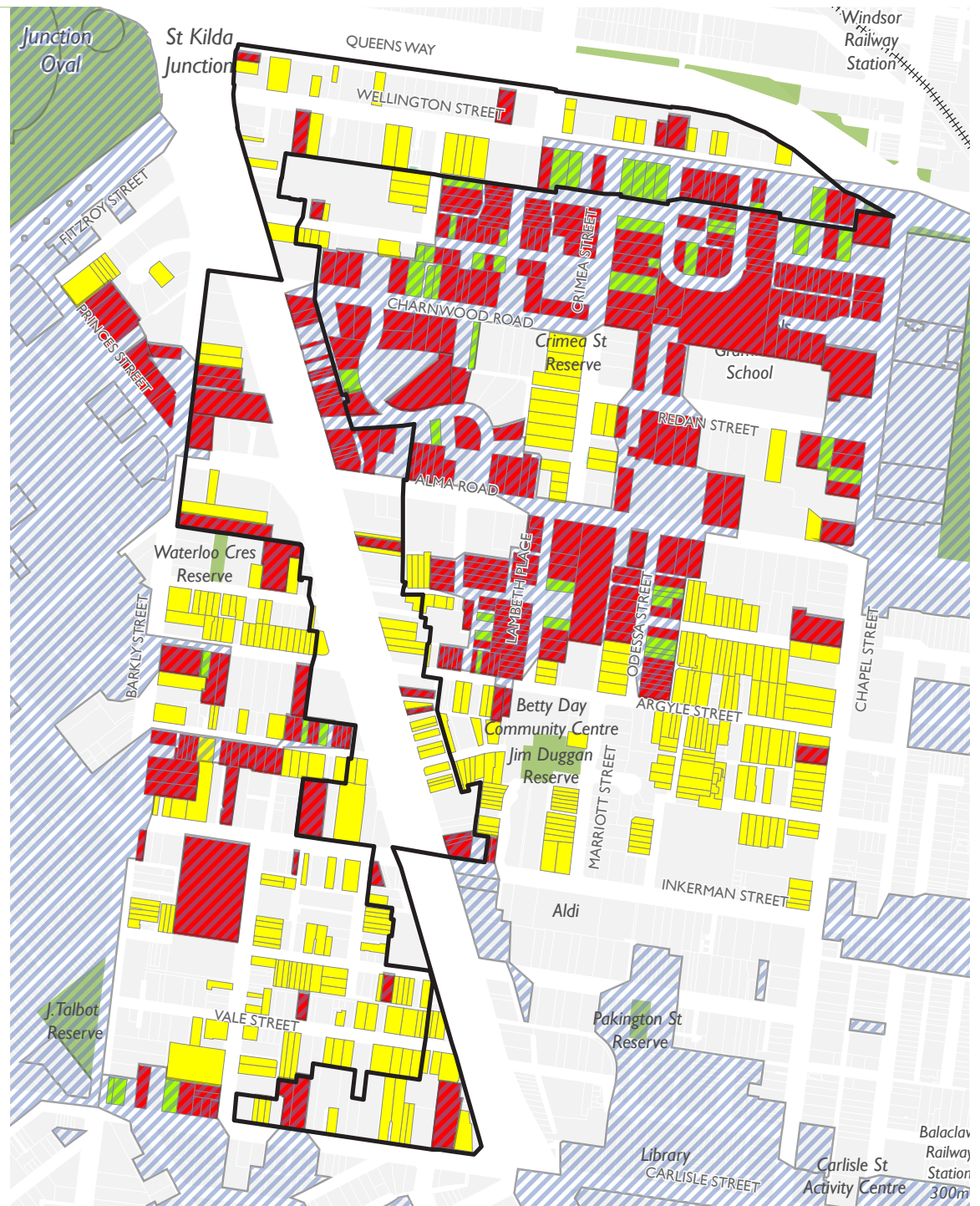


Figure 10: Heritage

-  Precinct Boundary
-  Heritage Overlay
-  Contributory Heritage Place - Inside HO
-  Significant Heritage Place - Inside HO
-  Contributory Heritage Place - Outside HO



1.2 Land use

Overview

The study area has a mix of land uses across each neighbourhood (refer to *Figure 11: Land Use*):

- Retail uses are focussed along St Kilda Road, mostly on the eastern side, and include mostly specialty retail, hospitality or showrooms
- There are small clusters of retail uses at the western end of Wellington Street and at Inkerman Street
- Commercial uses are focussed along St Kilda Road and the northern side of Wellington Street, and occupy both large and small premises
- Food and drink premises are located throughout the precinct, rather than clustered in a particular location
- Residential uses are focussed within Carlisle Street, pockets along the western side of St Kilda Road, the southern side of Wellington Street
- The northern side of Wellington Street is transitioning from commercial to more residential uses
- There are few community use sites within the study area itself, but several important community uses immediately outside, including the Betty Day Centre.

St Kilda Road

Eastern side

The eastern side of St Kilda Road has a strong commercial and retail edge at ground level. The types of commercial and retail activity along St Kilda Road are typical of those located outside the usual range found in an activity centre (such as Carlisle Street).

This includes specialty or 'niche' retail uses (such as the Bakery, Boat Books Shop or Mainly Jazz), small galleries and various creative enterprises, all of which are an important part of the area's character.

There are also a number of small scale restricted retail premises, such as homewares, lighting and sporting goods showrooms on the eastern side, often within heritage shopfronts, benefiting from main road exposure and ease of on-street parking.

Upper levels above the retail shopfronts support a mix of small offices or residential.

Sites closer to the junction include large scale purpose built offices (1980/90s), which replaced groups of heritage shops.

Recent proposals have seen heritage shops redeveloped to include residential apartments above and to the rear.

Western side

The western side of St Kilda Road has a mixed pattern of land use and corresponding built form as a result of the road widening.

As noted, land uses vary from fine grain residential sites to larger sites accommodating both residential and commercial uses. Several large sites or pockets of development do not directly address St Kilda Road.

A recent concentration of higher scale residential apartments has occurred at the intersection with (and along) Alma Road. North of Alma Road towards the Junction is emerging as a cluster of high scale residential development, with apartment towers of 15 and 26 storeys under construction.

Several sites on the western side of St Kilda Road, at the corner of Inkerman Street, also support restricted retail premises.

Wellington Street

Wellington Street has faced significant change over the last decade and land uses within the street are varied due to a combination of residential, commercial and mixed use zoning.

Southern side

The southern side of Wellington Street is an established residential neighbourhood, and residentially zoned. West of Upton Road are predominantly medium density developments, up to 3-5 storeys, creating a sensitive residential interface along the southern side of Wellington Street. Higher scale residential development is emerging close to the Junction, within the area currently zoned Commercial 1.

Dwellings east of Upton Road are included within the Heritage Overlay and comprise Victorian era terraces and detached dwellings, as well as several Interwar and contemporary apartment blocks.

Northern side

The northern side of Wellington Street has a mix of uses.

West of Upton Road comprises a mix of modern office buildings, recent residential developments and historic terrace houses, converted to offices. Recent

developments have seen residential apartments replacing commercial / offices as the market's preferred land use within this area.

East of Upton Road is also a mix of residential, office and community uses. There is a trend towards residential uses for new development in this part of the street as well.

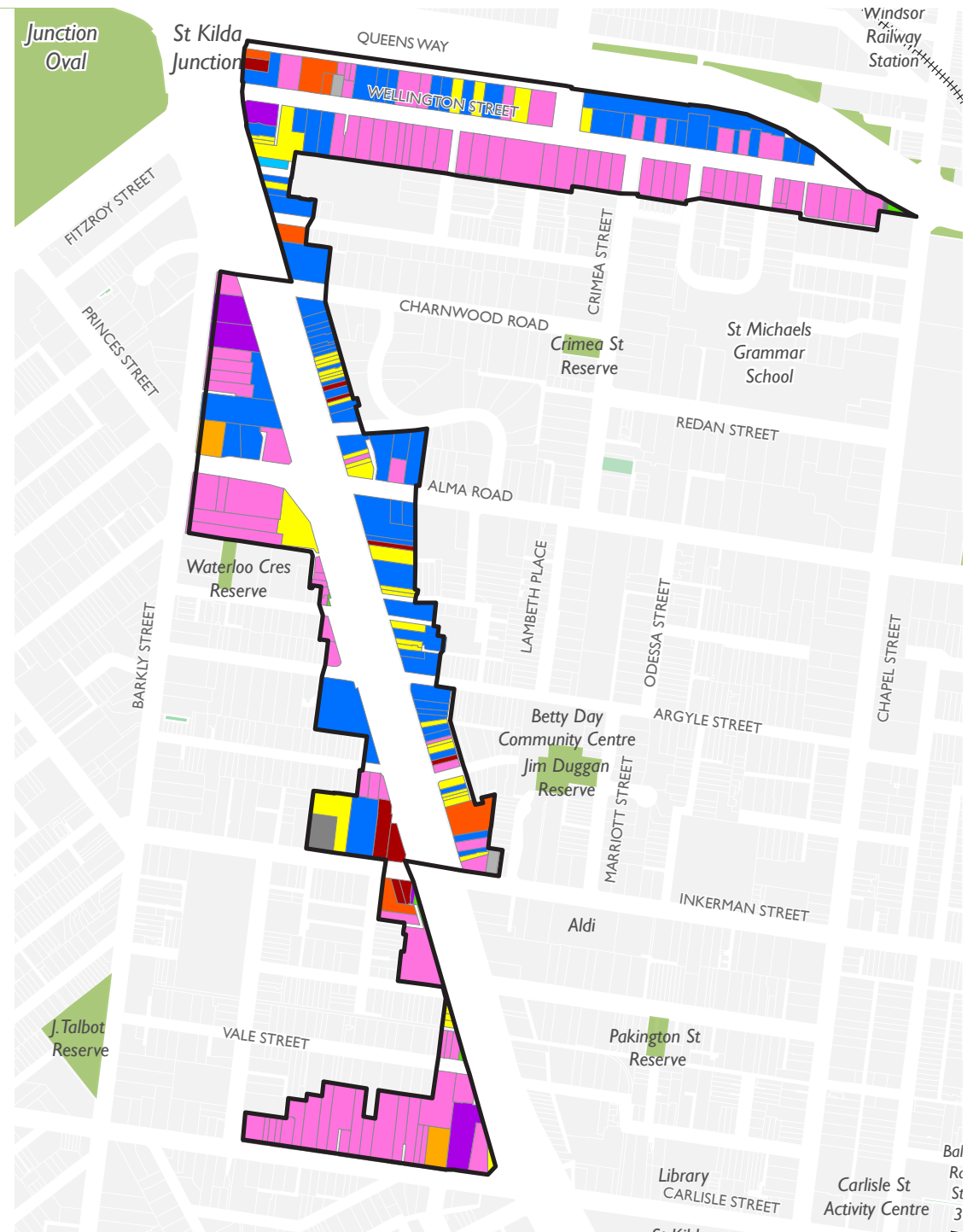
Clusters of shops and small businesses exist close to the intersection with St Kilda Road, and also Upton Road which provides the connection to residential areas north of Queens Way.

Carlisle Street

Carlisle Street immediately west of St Kilda Road is currently zoned 'Residential 1' but includes some nonresidential uses and these sites are presenting redevelopment opportunities. The majority of sites in this strip are already developed for medium density residential.

Figure 11: Land Use

-  Study Area Boundary
-  Accommodation
-  Car Parking
-  Commercial
-  Community and Religious
-  Development Site
-  Food and Drink Premises
-  Industry
-  Mixed Use
-  Open Space
-  Other
-  Utility



1.3 Public realm

St Kilda Road

St Kilda Road is the main thoroughfare of the study area, carrying eight lanes of vehicular traffic, trams along the central median and designated bike lanes. It is also identified as a key north-south pedestrian link in Council's Principal Pedestrian Network. East-west pedestrian access is difficult due to the width of the road and heavy traffic.

The public realm of St Kilda Road comprises a verge space along the side of the road with planting and wide footpaths. The central median also contains planting, pedestrian crossings and tram stops.

The streetscape of St Kilda Road benefits from a strong median tree planting of mature Spotted Gums, which are a key aspect of the street's current character.

Within verge spaces on either side of the road, plantings of mature Paperbacks and immature London Plane trees line the street. In time, these will help to strengthen the tree canopy to provide shade for pedestrians and add a clearer sense of scale to the streetscape.

The footpaths are of a mixed quality and in many locations require repair to improve pedestrian safety and DDA compliance.

There is a variety of surface treatments across the footpaths, including concrete, asphalt and bricks which results in a lack of visual consistency. There are few places to stop and sit along the street.

The heritage awnings outside the Victorian era shopfronts are an important part of the character of shops at St Kilda Hill. This could be re-created along the rest of the street.

The many 'leftover' spaces on the western side of the road (created through the road widening) are often difficult to maintain or encourage anti-social activity, and are an eyesore in the streetscape. These sites are in the ownership of Council, State Government or private landholders.



Wellington Street

Wellington Street is a local connector road carrying one lane of traffic in each direction. Currently there is no designated bike lanes; Council's Bike Plan proposes that Wellington Street be upgraded as a commuter bike route. It is identified as a key east-west pedestrian link in Council's Principal Pedestrian Network.

Wellington Street has verges with footpaths and nature strips on either side of the road.

Canopy trees are regularly planted along the street. Species include gums and exotics. Many trees are still immature, and in the future they will assist in providing shade and amenity.

Footpaths are surfaced in concrete and of a standard width. Nature strips are grassed, but in some locations would benefit from improved low level landscaping.

Several small 'pause places' have been created outside cafes in various locations along the street. The nature strip in some of these places has been concreted so that they can be used for cafe seating. These are very successful incidental places for social interaction and activity.

Kerb outstands with landscaping have recently been created at the pedestrian crossing near St Michaels. This is a highly effective treatment that could be repeated at other crossing points along the street.



Carlisle Street

Carlisle Street is a local connector road carrying one lane of traffic in each direction, as well as a tram line and bike lanes. Council's Bike Plan proposes that Carlisle Street be upgraded as a connecting bike route. It is identified as a key east-west pedestrian link in Council's Principal Pedestrian Network.

Carlisle Street has footpaths on either side of the road with no nature strips. The footpaths are relatively wide, in order to accommodate the level of pedestrian traffic on this street.

New Lily Pily trees have been regularly planted along the street. Currently immature, they will provide shade and amenity upon maturity.

There are no places to stop and sit along the street. Tram stops do not have seating.



Open space

There is no open space within the precinct itself, however there are a number of small open spaces and pocket parks within the wider study area.

Albert Park is located nearby, which is of regional scale with large sporting facilities.

Alma Park is an important neighbourhood park with a range of passive recreational facilities.

There are also small neighbourhood parks in Bath, Waterloo, Crimea and Octavia Streets. Connections for pedestrians and bikes could be improved to these open spaces.

Overall, there is a lack of pocket parks or 'pause places' along the streets, which provide an opportunity for outdoor social spaces. Existing pause places have been shown to work very successfully and fill a need, such as the space outside the cafes on Wellington Street and St Kilda Road.



Community planting in surrounding residential streets



Solar access

There is good solar access to the streets of the precinct.

The southern side of all east-west streets receive sunlight all day. This includes Wellington Street, Alma Road, Inkerman Street and Carlisle Street. Buildings on the northern side of these streets should be designed to retain this sunlight.

The western side of St Kilda Road receives sunlight from the morning to early afternoon. The western side receives sunlight from midday throughout the afternoon. Buildings on either side of this street should be of a scale to retain this solar access. Given the width of the road, a mid-rise scale of development would achieve this.

The western side of Barkly Street receives morning solar access. The new buildings currently under construction will limit sunlight to these properties in the future.

Connectivity

The study area is well served by different forms of transport.

Public transport includes trams along St Kilda Road and Carlisle Street.

Other tram, train and bus services are within close walking distance.

The main streets of the study area are all primary pedestrian routes and provide essential north-south and east-west local access.

As noted, the heavy traffic and wide carriageway of St Kilda Road create a significant barrier to east-west pedestrian movement.

There is a high level of bike traffic within the study area and the network of bike routes for commuter, connecting and local bike traffic is being continually upgraded through Council's capital works programs.



Appendix C

Capacity Analysis

1.1 Brief

The brief for the capacity analysis was to:

Document the current development / floorspace in the study area and the future additional development capacity within the Precinct (ie permissible under the proposed built form controls). This must include the development and land use assumptions underpinning the capacity analysis.

Note:

To assist the traffic study prepared for the project, capacity figures for each street block were provided (map shows breakdown of analysis by street blocks).

1.2 Method overview

The capacity calculation identified a theoretical likely supply of dwelling construction and retail/office floorspace that could take place over the next 15+ years. It does not include consideration of projected market demand or commercial viability rather, it assessed development feasibility, based upon an agreed set of assumptions about land use planning and built form parameters.

The capacity analysis methodology was undertaken in four stages:

1. Identification of existing floorspace through establishment of property base using GIS and a Capacity Model
2. Capacity analysis of recommended controls
3. Calculation of gross supply of residential, retail, and office floorspace in an Excel model
4. Development propensity to change of lots within the study area, i.e. how likely each is to be subject to redevelopment

While the capacity model includes all lots within the Precinct it was not a masterplanning exercise and did not produce a definitive development option. It evaluated the likelihood of each lot being developed and assigned a percentage change value to each lot to

arrive at total net capacity. Land use plans are provided as a broad indication of the types of uses likely to establish in an area (if development happens), but should not be regarded as prescriptive.

The methodology considered broad areas where a percentage change is likely to occur rather than individual lots. The capacity analysis should be read as a potential direction of change, whereby uses such as industrial, offices and individual houses are likely to be developed over time. The results can suggest that certain types of dwellings, such as detached houses, will be replaced by apartments however this does not infer certainty of 'x' number of houses being redeveloped into apartment blocks. The likelihood is that lower density buildings will over time be replaced by a higher density development, which has been modelled here. The model will assist the City of Port Phillip to plan for likely growth, to ensure the community's requirements in the future are met.

In an example scenario, the north side of Wellington Street is designated as a mix of residential and retail uses at ground floor level. It is likely that the majority of retail uses will establish around the St Kilda Road end, where footfall is greatest. It can, however, be observed that small cafes, for example, have been built in the

ground floor of residential developments along the street and therefore it is likely that further similar development will take place in the future.

Stage 1 - Identifying existing floorspace

The initial stage of the process involved identifying the existing residential, commercial, and other floorspace of the Precinct. Predominantly this was residential, retail, and office, but also included industrial space and community uses. The figures for this data were based on Council's valuations/rates data.

The Department of Transport, Planning and Local Infrastructure's *Housing Development Data* was also of assistance for residential sites.

The valuation data was added to the GIS to determine which lot and block it relates to, so that it could be compared to the capacity model data.

Stage 2 - Capacity analysis of recommended controls

Stage 2 involved calculating additional dwellings, retail and office floorspace that might be possible under the recommended controls. It was assumed that car parking would be provided in basement levels for buildings three

storeys and above. For buildings less than three storeys, 40% of the ground floor was assumed to be used for car parking.

Development assumptions, based on recent development trends, lot sizes, current zones/overlays, car parking rates, and proposed setbacks were also included in the model.

Lots that do not support redevelopment were excluded and the development potential of all other lots was identified (please refer to Assumptions). The development propensity of each lot was assigned in the GIS and then transferred to the model.

Stage 3 - Calculate gross dwelling/floorspace supply

This stage involved calculating and tabulating the additional residential and commercial floorspace for the study area.

This was achieved by:

- Applying a setback, where relevant, appropriate to current built form typologies and adjacent residential areas, for front, side, and rear of lots. These setbacks resulted in a percentage reduction for each

plot, in terms of developable area. This area was used as a minimum area for parking and landscaping and was increased to 40% for plots supporting less than three storeys of development and 30% for greater heights.

- A percentage reduction was applied to calculate net floorspace from the gross figures.
- The existing floorspace figures, per plot, were reduced by the same percentage as new floorspace was added.
- The net additional modelled floorspace was then calculated by subtracting the existing floorspace from the potential floorspace under the proposed planning controls.

Stage 4 - Development propensity

The development propensity of each site was assessed through application of a range of weighted criteria that would either facilitate or constrain development. These criteria produced development propensity of very low, low, medium, and high, as well as a 'no development' category.

The criteria were based upon:

- Whether the site is included in the Heritage Overlay (HO), and whether it listed as a significant, contributory or non-contributory site - assuming that heritage controls will constrain development to varying degrees.
- The scale of existing development - assuming low rise buildings are more likely to be redeveloped and buildings at or above the recommended maximum height are much less likely to be redeveloped.
- Lot size - assuming larger lots have a higher development potential.
- Ownership - assuming multiple ownership as a development constraint.
- The no development scenario is applied to all buildings used for religious activities, such as the Jewish Museum and Presbyterian Church, lots with current planning applications and/or recently developed. The latter are included in the capacity model as new development, as per their application, not within the development assumptions.

Weighting of constraints is as follows:

Category	Value	Weighting
Heritage	Not in HO	10
Heritage	Non contributory in HO	5
Heritage	Contributory in HO	-5
Heritage	Significant in HO	-10
Scale	>18m	-10
Scale	6-18m	0
Scale	<6m	5
Lot Size	>900m ²	10
Lot Size	500-900m ²	7
Lot Size	300-500m ²	3
Lot Size	<300m ²	0
Ownership	Single ownership	10
Ownership	2-4 owners related	5
Ownership	2-4 owners unrelated	-3
Ownership	Multiple	-10

Once the level of development propensity was established across the study area (very low, low, medium, high and none), a likely development rate was applied to each level of propensity.

Figure 12: Propensity for change



Propensity to Change	Propensity Score	% Development Rate
High Propensity to Change	25-35	80%
Medium Propensity to Change	15-25	50%
Low Propensity to Change	5-15	15%
Very Low Propensity to Change	<5	0%

For sites with recently approved development (within the last 5 years) the approved floorspace is used instead.

Figure 12 (opposite) shows the level of development propensity across the study area.

Street blocks shown on the map.

1.3 Development assumptions

The following assumptions will feed into the potential capacity of each block:

Carparking

Retail

- 4 spaces per 100m² of retail floorspace
- Provided at grade

Office

- 3 spaces per 100m²
- Provided on plot, either at grade or in basement, depending on development density

Residential

- 1 space per 1-2 bedroom unit, 2 spaces per 3 or more bedroom unit and 1-5 Visitor Spaces - as per the Planning scheme
- Mixed Use Zone and Commercial 1 Zone - 0.8 per 1 bedroom unit, 1 space per 2-3 bedroom unit (based upon Council's sustainable car parking rates)
- Provided on plot, either at grade or in basement, depending on development density

Residential floorspace

- Apartment split - 50% 1 bed, 40% 2 bed, 10% 3 bed
- Average apartment size - 45m² 1 bed, 80m² 2 bed, 120m² 3 bed [based

upon Carlisle St Capacity Assessment, which is in line with current development trends]

Uses

The existing and proposed uses within any urban area are often diverse and therefore they have been categorised into broader categories for simplicity. The data originates from the City of Port Phillip's valuations Data and the table below summarises the types of uses, which appear within the more general categories of the capacity exercise.

General category	Types of uses within the category
Residential	Houses and apartments
Misc Residential	Back Packers/Hostel, boarding house and hotels
Community	Unspecified - Public Education and Health Improved
Industrial	Factories and workshops
Office	A variety of office space, including converted dwellings, low rise offices and commercial office blocks
Retail	Cafes, restaurants, shops, showrooms, service stations, vehicle sales centres
Place of Worship	Churches, Temples, Synagogues, etc.
Servicing	Access to underground car parking, office and apartment lobbies, retail storage and loading facilities, etc.

Calculating gross - net floor areas

- Setbacks as a % of total site area, based upon recommended setback requirements for each block (approximately 11%, on average, of site area)
- Gross to net percentage (articulation, lifts, lobbies, services, storage) [standard figures used in capacity analysis]
 - Residential 85%
 - Retail 60%
 - Office 80%
 - To account for setbacks at upper storeys from the street wall a reduction of 20% was applied to all upper floors, where applicable

Land use split

Each block has been allocated a broad mix of uses appropriate to its location; the percentage split of each use has then been included in the model to give floorspace totals for each plot. The uses differ between ground floor (Fig. 13) and upper floors (Fig. 14). The percentage splits by use are in the below table:

Ground Floor Use	Percentage Split
Residential/Retail/Servicing*	30% / 30% / 40%
Residential	100%
Retail/Servicing*	60% / 40%
Residential/Office/Servicing*	40% / 40% / 20%

Upper Floor Uses	Percentage Split
Residential/Office	70% / 30%
Residential	100%

* Servicing is an allowance for ground floor uses, which excluded habitable areas or rentable areas of commercial floor space. This includes pedestrian entrances, concierge areas, access to underground parking, plant rooms, storage and loading areas for retail and office.

Figure 13: Proposed land use outcomes at ground floor level.



Figure 14: Proposed land use outcomes at upper floor levels.



1.4 Summary of findings

The following is a summary of the capacity figures for the Precinct.

Dwellings and population

Baseline Population	2549
Final Capacity Population	5864
Population Change	3315
Percentage Population Change	130%
Baseline Total Dwellings	1262
Final Total Dwellings	3170
Total Dwellings Change	1908
Percentage Dwellings Change	151%

Note: Population estimate based on 1.8 people per dwelling. Dwelling numbers and population do not correlate perfectly due to presence of miscellaneous residential, such as hostels and boarding houses.

Office space

Baseline Office Floorspace (m ²)	48849
Baseline Office Employees	2442
Final Office Floorspace (m ²)	40770
Final Capacity Office Employees	2038
Percentage Office Employment Change	- 17%

Note: Office employment estimate based on 1 employee per 20m² of floorspace

Retail space

Baseline Retail Space (m ²)	12070
Baseline Retail Employees	402
Final Retail Space (m ²)	13177
Final Capacity Retail Employees	439
Percentage Change Retail Employees	9%

Note: Retail employment estimate based on 1 employee per 30m² of floorspace

Industrial space

Currently there is circa 4500m² of industrial floorspace in the Precinct. The model does not include new industrial floorspace as it is assumed that it is unlikely that new industrial uses will be proposed in a mixed use area, where the zoning allows for higher value uses.

The modelled capacity results in an approximate 30% reduction in industrial floorspace.



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