



ST KILDA FORESHORE URBAN DESIGN FRAMEWORK



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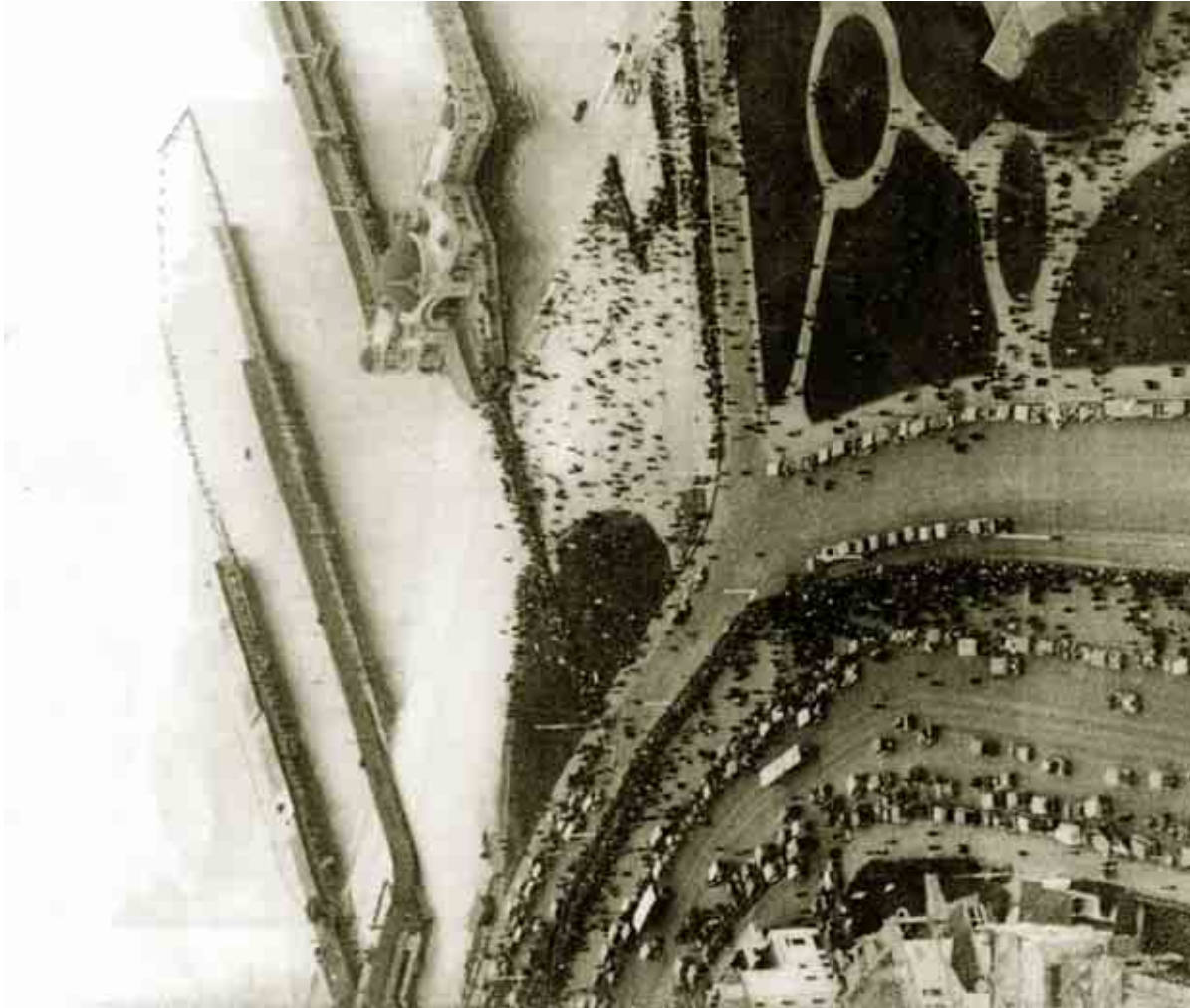
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Oblique aerial view of St Kilda and Kenneys baths, early 1920s.



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FIG. 1



ST KILDA FORESHORE URBAN DESIGN FRAMEWORK

WHAT IS AN URBAN DESIGN FRAMEWORK?

An urban design framework gives direction to areas in need of repair or undergoing change. It identifies the potential to achieve broad strategic goals and create places that reflect community values. These improvements cannot be imposed from the outside, but must arise from the nature of the place itself and from an understanding of the place.

An urban design framework deals with the physical form of a place—the design of buildings and spaces, traffic access, landscape themes and ecological processes. It considers how these physical aspects relate to broader social and economic issues—the mix of activities, employment opportunities and community safety. It considers required changes to physical form and spatial structures, as well as land use and development controls, to achieve environmental, social, economic or cultural objectives.

Finally, but importantly, once endorsed, an urban design framework becomes a strategic planning framework, not a rigid master plan. It is aimed to ensure that future improvements and (or) development occur in accordance with the values of the place and the people who use it.

An urban design framework makes beginnings, it does not make endings.

WHY AN URBAN DESIGN FRAMEWORK FOR ST KILDA FORESHORE?

St Kilda Foreshore is a special place. It has a particular environmental setting, cultural history and role in the Capital City and metropolitan Melbourne that is unique to anywhere else. These elements have created particular patterns of built form, use, movement, identity and image which, together, contribute to its special character.

This Framework identifies ways to sustain the Foreshore's treasured buildings, structures and places, improve its public spaces and reinforce the distinctiveness of its landscape, built form and established pattern of use. It promotes environmental sustainability, ecological awareness, safe pedestrian access and an equitable sharing of spaces and access.

Many key sites in the area are in Government ownership. The Framework makes recommendations on what uses ought to be encouraged on these sites to maintain valued Foreshore aspects. It specifically looks at how existing, substantial portions of Crown land could be best managed for the future and recommends potentially suitable mixes of use, built form, scale and location for any new buildings and structures.

In the past, there have been numerous attempts to plan the future of St Kilda Foreshore, as well as a number of major redevelopment proposals which have not been seen consistent or cognisant of the vision and values that St Kilda and Melbourne people have for this place. This Framework was prepared to address these concerns and the perceived shortcomings of previous plans. It includes a design and a planning strategy, which seek to balance the needs of local residents with the Foreshore's important metropolitan and tourism role to retain the viability of its leisure and entertainment aspects and the ecological future of the Bay. Importantly, once endorsed, it will guide Council and State Government decision making on development and improvement of the Foreshore—its future use, built form and landscape.

For the purpose of this Framework, the St Kilda Foreshore area comprises the foreshore from West Beach and St Kilda Harbour to St Kilda Marina, including inland the associated sections of Beaconfield and Marine Parades, Alfred Square, Upper Esplanade and its intersection with Acland Street, O'Donnell Gardens, Shakespeare Grove and the VegOut community gardens site. A major element for the Framework is the St Kilda Triangle Site, comprising Luna Park, Palais Theatre, Palace Nightclub and associated car parking.

Map reference: Fig. 1: Area boundaries.

See also: Opportunities and proposals—Fig. 19; Spatial clusters—proposed boundaries.

INTRODUCTION

AN INTEGRATED APPROACH

St Kilda Urban Design Framework presents an integrated approach for the future development of St Kilda Foreshore. It focuses on improving the public domain and the interface of the public domain and private realm.

The proposed opportunities for improvement and integrated management of individual places and the Foreshore whole flow directly from an analysis of its physical and historic qualities and from community values gathered through extensive consultation, while recognising current planning policies, which set the context for any physical improvements. While the Framework suggests some quite detailed actions, these will be subject to further investigations, design development, economic assessment and consultation over time.

HOW TO READ THIS DOCUMENT

This Framework report is divided into six main sections:

- The first section **'Introduction'** describes the Framework and its development process and lists a set of best practice urban design principles that underpin it.
- The second section **'Analysis'** is a detailed description of the urban design role and context of St Kilda Foreshore, including the important qualities of its people, its setting and the place itself.
- The third section **'Vision and Values'** outlines cultural and community aspirations for the Foreshore, as expressed by community representatives and stakeholders at various stages of the consultation process. These are further consolidated into a set of broad urban design themes to shape the Framework.
- The fourth section **'Objectives and Strategies'** brings together the results of the 'Analysis' and 'Vision and Values' sections and arrives at a set of key objectives for the Framework to realise the vision according to identified urban design themes.
- The fifth section **'Opportunities and Proposals'** considers various opportunities and options to improve the Foreshore through a set of concrete urban design proposals that fulfil Framework objectives, realise identified principles and further the achievement of the Foreshore vision.
- The final section of the Framework document **'Way Forward'** highlights and briefly discusses implementation issues that will need to be considered in more detail once the Framework has been finalised.

REFERENCES

This document relies on a number of Council, State and external sources as foundations of the research and recommendations. The details of all these are listed in Appendix 4: Bibliography for further reference.

The photographs included in the document are sourced from historic databases as well as taken for the specific purpose of demonstrating aspects of the study area. The photographic sources are also listed in Appendix 4: Photograph credits.

Captions for the photographs are included at the bottom of each relevant page, in the order of appearance.

THE TERMS USED IN THIS DOCUMENT

Design principles and implementation actions

This is a series of basic tenets of good urban design that should be adhered to through all urban design processes.

Icons

These are specific Foreshore buildings and places that have special visual, cultural and social significance.

Vision

This is ideally what St Kilda Foreshore should be like in future.

Values

These represent those aspects of St Kilda Foreshore that are important to the community and people who use and visit it.

Objectives

These are basic aims the Framework —what it attempts to achieve in the 'real world'.

Strategies

These describe what could be done to achieve Framework objectives.

Opportunities

These represent local opportunities and options for physical works to realise identified design principles.

Proposals

These outline the detailed actions that could bring the shared vision to life!



Looking along the Pier. Historic photograph.



The busy Lower Esplanade. Historic photograph.



The Pier from Alfred Square. Historic photograph.

PLANNING CONTEXT OF ST KILDA FORESHORE URBAN DESIGN FRAMEWORK

POLICY CONTEXT

This Framework has been prepared in the context of the current Port Phillip Planning Scheme and Council's Municipal Strategic Statement. It respects the aims and objectives of these documents, but the content and provisions of existing policy positions may in the future be revised depending on the outcomes of the Framework.

The City of Port Phillip Municipal Strategic Statement aims to have the following features:

- high quality parklands and public open space,
- a transport and pedestrian network including improved public transport services and enhanced facilities for cyclists and pedestrians and minimised impact of through traffic,
- protected heritage places, neighbourhood character and natural systems,
- a protected Foreshore reserve, keeping public spaces from overshadowing throughout the year,
- a vibrant, well managed local tourism industry that coexists harmoniously with local residents, businesses and traders,
- attractive residential areas,
- lively and vibrant retail centres,
- strong commercial and industrial precincts, and
- new development on the Foreshore that does not lead to increased traffic and parking problems, reduce the net volume of public open space, contribute to pollution, or in any other way threaten the natural environment.

The Port Phillip Planning Scheme identifies St Kilda as a residential hub and a major visitor area and aims to:

- protect, manage and enhance the Foreshore as an important natural, recreational and tourism asset and as the premier stretch of foreshore in inner Melbourne,
- achieve a sustainable balance between preserving the physical and environmental attributes of the Foreshore, meeting the needs of users and minimising adverse amenity impacts on the local area,
- maximise enjoyment, use of and access to the Foreshore by the community,
- integrate coastal management and development across public and private land,
- establish a management and maintenance regime for the Foreshore based on sound environmental principles and designed to ensure that these are kept clean and safe,
- Ensure all development within the viewshed of the Foreshore is designed to respect the established cultural heritage, recreational and environmental values of the Foreshore public realm.

STRATEGIC CONTEXT

This Framework further responds to the issues raised in the State Government's Gateway to the Bay report (1998), the Council's unpublished St Kilda Foreshore Planning and Design Framework document (2000) and a range of more detailed Council strategies.

These include:

- Community Plan (1997),
- Open Space Strategy (1998),
- Sport and Recreation Strategy (1998),
- Sustainable Environment Strategy (2001),
- Creating a Healthy and Safer Port Phillip (1999),
- Road Safety Strategy (under preparation), and
- Parking Plan.

The culmination of all the strategic work that has been undertaken is that any future planning for the Foreshore must address the needs of local residents, the wider community, local fauna and flora, business and tourism for now and future generations.



*Oblique aerial view of St. Kilda in the 1920s.
The Palais de Danse. Historic photograph.
Lower Esplanade and lawns. Historic photograph.*

PROCESS OF DEVELOPING ST KILDA FORESHORE URBAN DESIGN FRAMEWORK

This Framework has been developed by Council in close consultation with the State Government, the Community, specialist consultants and other key stakeholders.

The State Government provided 'Pride of Place' funding to the City of Port Phillip for the project and has participated in the Joint Working Group that has overseen the project from its inception.

Specialist consultants in the areas of urban design, strategic planning, traffic planning, engineering and economic planning have supported Council staff in formulating and testing the Framework recommendations.

Community members have contributed inspired ideas and feedback on suggested framework strategies and opportunities.

JOINT WORKING GROUP—STEERING COMMITTEE

The Framework process was established through the formation of a Joint Working Group (JWG) as a Steering Committee for the project. Committee membership was drawn from Council, State Government Departments—Department of Industry, Department of Natural Resources and Environment, Vic. Roads, Central Coastal Board and Parks Victoria—and key Victorian Universities.

ST KILDA FORESHORE PLANNING AND DESIGN FRAMEWORK

The first major step in the development and consultation for the Framework was the preparation of the St Kilda Foreshore Planning and Design Framework discussion document (2000) by Council. This document summarised the history and present conditions of the area and the objectives of the Victorian Coastal Strategy and Council's Local Planning Policy. It also included an overall analysis of activities, movement patterns and built form and proposed some future visions for the area and its precincts.

St Kilda Foreshore 20—20 Vision Display

The next step in the Framework process was the preparation and public display of the St Kilda Foreshore 20—20 Vision in February 2001, based on the St Kilda Foreshore Planning and Design Framework discussion document.

This involved extensive consultation—including community 'Think Tents' at the display stage—about what local people valued about St Kilda Foreshore and what they would like to happen there. It identified a set of key principles, problems and challenges to address in improving and developing the Foreshore.

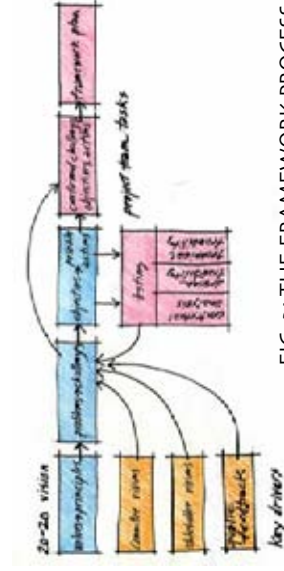


FIG. 2: THE FRAMEWORK PROCESS

Urban Design Workshops

The 20-20 Vision process also involved a set of intensive professional and stakeholder workshops to generate and test ideas for developing key places according to the results of the consultation process.

The St Kilda Foreshore Planning and Design Framework and the St Kilda Foreshore 20—20 Vision process have provided the essential brief and basis for developing this urban design framework.

Community Reference Panel

A Community Reference Panel (CRP) was established to inform the staged development of a Draft St Kilda Foreshore Urban Design Framework. Four CRP meetings were held between September and November 2001 to consider and contribute to the process, confirm analysis and values, provide feedback on objectives and strategies and provide comment on opportunities and proposals.

Draft St Kilda Foreshore Urban Design Framework

Following extensive consultation and analysis, the draft Framework was exhibited for informal public feedback in early 2002, with associated community 'Think Tents'.

A number of comments were received from community members and stakeholders, these have been taken into account in revising this Framework document for formal exhibition and endorsement by Council.

The attached diagram (Fig. 2) illustrates the St Kilda Foreshore Urban Design Framework process.



PRINCIPLES OF GOOD URBAN DESIGN

A number of principles underpin best practice in urban design. The ones listed below are common to what makes a good urban place. They have been drawn from a body of design knowledge and experience to help to guide future short and long term improvements at St. Kilda Foreshore.

Surrounding context—Any urban place exists in a broader local, regional, state and national context. It is important for the St. Kilda Urban Design Framework to acknowledge the wider role of the Foreshore that arises from its multiple context.

Environmental sustainability—The Foreshore is part of a thriving coastal and marine ecosystem. It is important for any improvement to protect and enhance this.

Urban 'Greenespace'—Urban 'Greenespace' is an integral part of the urban fabric and should be fostered in any future improvements.

Connectivity—Good connectivity makes places accessible. It is important to develop an integrated movement network for the Foreshore which will facilitate access by public transport, boat, foot and bicycle, while acknowledging the impact of cars.

Human scale and richness—It is important that the relationships between buildings and spaces enhance the use, feel, pedestrian enjoyment and amenity of the ground level.

Communicative space—Spaces should communicate their role, significance and meaning to people as well as the opportunities for use and experience they provide.

Sense of community—Spaces that encourage social interaction for all people add richness and meaning to a place. This provides a clear community benefit.

Viable space—Spaces should be capable of sustaining into the future by allowing further growth and change.

Quality design—Any space should be designed to relate to its three-dimensional urban and landscape context and activity requirements and to be flexible enough to respond to changing community needs.

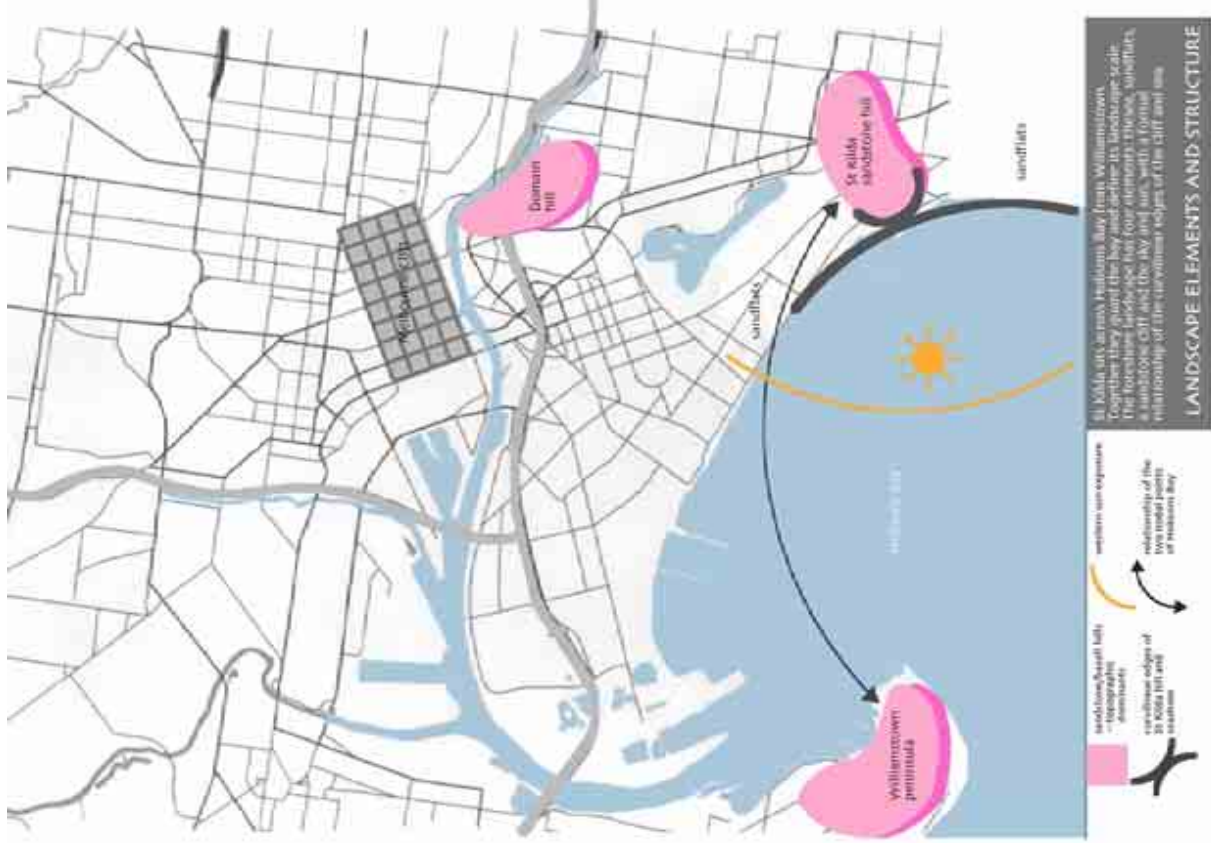
Variety—A variety of forms allows for a variety of experiences, uses and meanings.

Heritage places—St. Kilda's fine-grained urban fabric, icon buildings, heritage places, and historic fragments are important aspects of its identity and should be protected and enhanced.

Cultural interpretation and sustainability—Community spaces should interpret the cultural character and diversity of a place and so provide a rich backdrop to contemporary activity.



*Foreshore Promenade, 2000.
Fitzroy Street café culture, 2000.*



ANALYSIS OF ST KILDA FORESHORE —THE PEOPLE, THE SETTING AND PLACE

THE PEOPLE

St Kilda Foreshore is a passion for the local people. While representing diverse backgrounds, they all contribute to its urban quality and care about its future.

It is also treasured by the broader population—this is a place visit and to be in as an urban person, a place for fun and leisure, recreation and vacation, a place to touch the sea, experience the Beach and share the place with other people.

Demographics

St Kilda is one of the most densely settled urban areas in Australia and a successful model for apartment living. Recent interest in medium-density development in the area continues to reinforce this role and has brought in yet more residents keen to combine the benefits of urban life and a seaside ambience. Some 10,000 people now live within ten minutes' walking distance of the St Kilda Foreshore.

According to the 1996 census, three quarters of the households comprised a single person or a couple. Only ten per cent were households with children—children account for only seven per cent of the St Kilda population, which is substantially less than in other Melbourne suburbs. Over half of the population is aged between 25 and 50 years—this reflects the rise in upmarket accommodation in St Kilda, which is attractive and attainable to reasonably affluent, professional, working people.

While the percentage of lower income households is declining, the absolute number of this demographic has remained fairly stable and still makes up one third of the households.

Three quarters of the dwellings in St Kilda are apartments and over 50 per cent of the total of the dwellings are rented out.

In 1996, 68 per cent of St Kilda residents over 15 years of age belonged to the labour force. 14 per cent were then unemployed, compared to over 18 per cent in 1991.

The proportion of migrants in the St Kilda area is still notable—in 1996, over a quarter of its population was born overseas and one seventh speaks a language other than English at home.

THE SETTING

St Kilda has a particular environmental setting, cultural history and role in the Capital City and metropolitan Melbourne. These have created a particular plan and built form pattern, use and access pattern, identity and image, which together, conceptually and visually, make the place. Moreover, the Foreshore has a particular, bold formal typology, which differs from a more fractured inland one and sets a basic structure for its urban design order.

Landscape structure

Map reference: Fig. 3: Landscape elements and structure.

St Kilda, sit opposite to Williamstown across Hobson's Bay. Together, and relative to one another, these two nodal points guard the bay and define its landscape scale.

St Kilda Foreshore's landscape structure is composed of four elements: the sea, a sandflats belt rising from the sea, a sandstone cliff—St Kilda Hill—rising from the sandflats and the omnipresent sky, which forms an overarching canopy.

The topographic expression of these geological conditions creates a unique formal relationship between the land and the sea. Both the shoreline and the sandstone cliff have a curvilinear edge. The point where the sweeping curve of the water's edge and the slight curve of the cliff's edge touch marks a point of great interpretive, thematic potential: This is where built environment and open space—human culture and the wilderness—ultimately meet. It is also the point where the dramatic contrast of the gentle incline of the Beach and the

FIG. 4



Aerial from pylons of native coastal vegetation at West Beach, St Kilda. Intensive public spaces are defined by introduced grasses and cultivated planting patterns.

LANDSCAPE PATTERNS

steepness of the cliff is visually and experientially most apparent. The clear differentiation of the upper and lower levels is perhaps the most striking and unique feature of the Foreshore's landscape structure.

Urban design principles for St Kilda Foreshore:

- Celebrate the relationship of the concave and convex landscape arches and their meeting point as significant definers of landscape identity.
- Maintain the differentiation of the upper and lower topographic levels as key features of the Foreshore's three-dimensional structure.

Natural environment

Map reference: Fig. 4: Landscape patterns.

St Kilda Foreshore is exposed—and vulnerable—to the extremities of elements. Facing west, it receives both the best and the harshest of sun exposure. Open to the Bay, it is subject to the forces of the sea and the dynamics and delights of the marine environment—the shaping of the shoreline by waves and currents, the sea sprays, brisk clean air and salty scents brought on by winds, and the marine wildlife and vegetation that thrive along its fringes.

St Kilda Harbour is a highly modified environment which includes a range of culturally adapted structures such as St Kilda Pier, breakwater, a marina and stormwater drain. These structures have shaped and continue to shape the ecological processes of the Harbour's natural environment. Within this unique and unusual urban ecological setting, flora and fauna assemblages have established, adapting to the prevailing conditions. The environmental values of this ecosystem are considered significant, as it exists in such close proximity to urban activity and human contact. In effect, the ecosystem of St Kilda Harbour is reliant on urban elements.

St Kilda Pier, the breakwater, the Harbour and stormwater outlets all have a significant effect on coastal processes, including wave action and the resulting long shore drift—the natural movement of sand along the coast. The impact of this wave action on the sediment deposition in St Kilda Harbour has resulted in erosion and collecting of sand, requiring reclamation and dredging of Foreshore areas. In particular, the beach south of St Kilda Marina to Point Ormond has disappeared, requiring the instalment of a revetment to prevent further erosion. The mouth of St Kilda Marina requires annual dredging and the quality of the beach around Brooks Jetty has degraded, as it does not receive new sand. West Beach requires dredging due to continuous build-up of sand.

The breakwater provides important habitat for Little Penguins, Rakali (Water Rat), Crested Terns, cormorants and Silver Gulls. Crested Terns and cormorants also utilise the piers, pylons, and other less disturbed parts of St Kilda Pier. The breeding colony of Little Penguins is valuable due to its unique urban location. At St Kilda Harbour, exposure to disturbance and predation has been identified as the main risks to the colony.

St Kilda Harbour exhibits a range of intertidal and subtidal habitats, supporting diverse marine life. Naturally occurring rock platforms, rubble and artificial structures such as pier pylons, breakwater and boat pens provide habitat for algal and invertebrate species which utilise hard substrata. The sand and mud sediments support a diversity of benthic marine invertebrate species and provide a nursery habitat for juveniles of a wide range of fish species. Introduced species occurring in the Harbour include the Mediterranean fanworm, the ascidian *Styela clava* and the Northern Pacific Seastar.

Most of the vegetation in the Harbour area is highly modified. Community groups, although present, have mostly planted native species, and the Foreshore does not contain remnant vegetation. The area around the Cowdroy Street drain exhibits estuarine vegetation. The marine flora in the Harbour consists of seaweeds and algae. Seagrasses are established in sheltered areas of the Harbour and extensive beds are found around the breakwater, providing habitat for a range of invertebrates and fish. They are sensitive to environmental disturbances such as turbidity, which can occur due to storms, flooding of the catchments and dredging, as well as increases in nutrient levels.

The water quality in St Kilda Harbour is generally good and falls within limits set by the Environmental Protection Authority. Outflow from the Cowdroy Street drain is the main source of stormwater discharge into the Harbour, with occasional flow from Yarra River

FIG. 5



contributing to input of organic and metal contaminants. The levels of these contaminants can fluctuate greatly due to dumping and dredging of sediments, as well as due to changes in flow such as during heavy rain. Inadequate dispersion of flow from the drain can result in increased nutrient levels in the Harbour.

Urban design principles for St Kilda Foreshore:

- Ensure sustainability of marine wildlife and bay ecology.
- Monitor and manage coastal processes.
- Allow for experiences of the elements.

Pre-European settlement

Before European settlement, the St Kilda Foreshore was dominated by the St Kilda Hill. Originally this was a green knoll of redgum woodland, wattle and sheoak formed from a tertiary bedrock outcrop. The last vestige of this outcrop is the embankment between Jacka Boulevard and The Esplanade. This was flanked to the north and south by sand dunes vegetated by tea trees and coastal shrubland and swampland in low lying areas further inland.

The area comprised the traditional lands of the Boonwurrung, a language people of the great Kulin Nation. There are a number of sites known to be used for ceremonial, food gathering and food preparation by the Boonwurrung in Port Phillip but none are known in the St Kilda Foreshore area. The closest known site is the Corroboree Tree at the St Kilda Junction, originally located on the edge of the old South Melbourne Swamp (now Albert Park lake), a haven of fish and bird life for Boonwurrung food gathering and hunting.

Over the last 30 or more years some aboriginal people started to meet at various sites near the Foreshore. Foremost has been the Cleve Gardens which has become a significant, contemporary meeting place with a distinct indigenous identity. In 1997 this identity was recognised by its redesigning in an aboriginal theme. Other meeting sites are the Catani Gardens, Peanut Farm Reserve and the O'Donnell Gardens.

Historic evolution

Map references: Fig. 5: Historic positioning—1800s, Fig. 6: St Kilda 1866, Fig. 7: Catani Gardens 1931.

St Kilda has evolved in waves and wanes, but throughout within a consistent, persistent focus on lifestyle, leisure and entertainment. By the end of the 19th century, it was already intensely settled, with wealthy business and professional people occupying St Kilda Hill and poorer folk residing in surrounding flatlands.

St Kilda's resort role fundamentally arose from its environmental qualities including the presence of a beach and promontory, when all other land between Melbourne City and Hobson's Bay was unwinning swamp and mudflats. A map of the area from 1866 already shows a number of bathing enclosures along the Foreshore and also depicts a clear differentiation between Melbourne's seaside satellites—St Kilda was the place of healthy life and leisure, Port Melbourne an industrial, working port and Williamstown an emerging shipyards and military base.

Located at the junction of three main roads—St Kilda Road, Punt Road—Hoddle Street and Dandenong Road—St Kilda was readily accessible from the city and its surrounding region. An omnibus line down from Melbourne operated already in the 1850s and the alignment of its route through unbuilt parkland made the transition from the city to the sea into a proper journey.

The arrival of a rail line in 1857 consolidated St Kilda's resort role, which was further enhanced by the later development of tramways. Fitzroy Street and Adland Street were established as commercial strips by 1874, their offerings complemented by a seaside boulevard, associated refreshment stands, St Kilda Pier and, eventually, a kiosk at its end.

A cross-governmental St Kilda Foreshore Committee was established in 1909. It set out to enhance the entertainment aspects of the area. The construction of Luna Park and the Palais de Danse confirmed St Kilda's identity as Melbourne's entertainment centre. In particular, the St Kilda Hill area transformed from a place of established gentility to one of impermanence and mobility, with many former mansions converted to guesthouses and hotels.

Carlo Catani, a founding member of the Foreshore Committee and eventually Chief Engineer, envisaged the area in the style of a European resort, complete with a split level esplanade, amusements, dance halls, theatres, bathing pavilions and a French-Italian style of landscape treatment, complete with palms, succulents, exotic conifers and hedges interspersed with native plants, such as Banksias, Tea trees and Casuarinas. The Committee's work acted as a catalyst for private investment in the area, which secured St Kilda's position as the pre-eminent beachside resort of the broader metropolis.

The interwar years saw a decline in the use of the St Kilda's facilities, due to recession, lesser amounts of expendable money and, ultimately, the emergence of the private car, which allowed people to seek recreation and enjoy coastal regions further out of Melbourne. Existing modes of entertainment were infiltrated with less savory activities, such as bootlegging, drugs and prostitution. St Kilda's reputation and the state of its facilities sank. Hotels closed and the area was largely left with substandard accommodation.

In the 1930s, however, new coffee lounges, an ice skating rink and the first mixed sea baths added interest and the following war years repositioned St Kilda as a major centre for entertainment and youth culture. Increased liveliness and new availability of affordable accommodation, such as fashionable flats, attracted young people, artists and entertainers as residents into the area. The population mix was further enhanced by a flux of postwar migration from Eastern Europe, bringing with it the cosmopolitan cuisine, culture and ambience St Kilda became famous for.

St Kilda breakwater was constructed in the mid 1950s primarily to host yachting events for the 1956 Olympic Games, but also to provide a mooring location for boats. It was further extended in 1998, 1965 saw the construction of the St Kilda marina, responding to the increasing need for moorings for powered craft. The original breakwater was extended further in 1998.

Residential flat development proliferated in the 1950s and 1960s. This added to the intense urban feel of the area, but many developments were of a modest standard, detracting from St Kilda's residential amenity, as well as its resort ambience. Moreover, Melburnians were offered a broader choice of entertainment and recreation venues, including an increased amount of accessible beaches as seaside suburbs developed and matured. Greater mobility further turned people's recreational interests elsewhere. The St Kilda Foreshore facilities fell into decline. The original sea baths closed down and the building came to house a range of nightclubs and venues of dubious repute, culminating in a notoriously rough period in the 1980s. Concurrently, a whole new subculture was emerging in the area, integrating creative people—actors, writers, artisans and students. They drew excitement and inspiration from the area's diverse forms of life, including fringe existence and sub-legal activities, intermixed with a continued cosmopolitan ambience which, undoubtedly, they also contributed to.

Most recently, cross-governmental efforts have again helped revive St Kilda's role as an entertainment centre, catalysing investment and remaking the area as an increasingly upmarket place to live and visit. Substantial beachfront improvement works took place already in the 1980s. Regardless of this repositioning and obvious gentrification, the characteristic intensity of urban experience remains in the area's dense, eclectic mix of people and activities and its historic layering of forms and uses that together make its fundamental identity and image.

Urban design principles for St Kilda Foreshore:

- Retain St Kilda's mixed use character as an essential definer of its urbanity.
- Promote both a horizontal and vertical mix of uses rather than single, designated precinct use, particularly in commercial streets and entertainment areas.
- Respect the rich cultural ecology St Kilda has inherited.

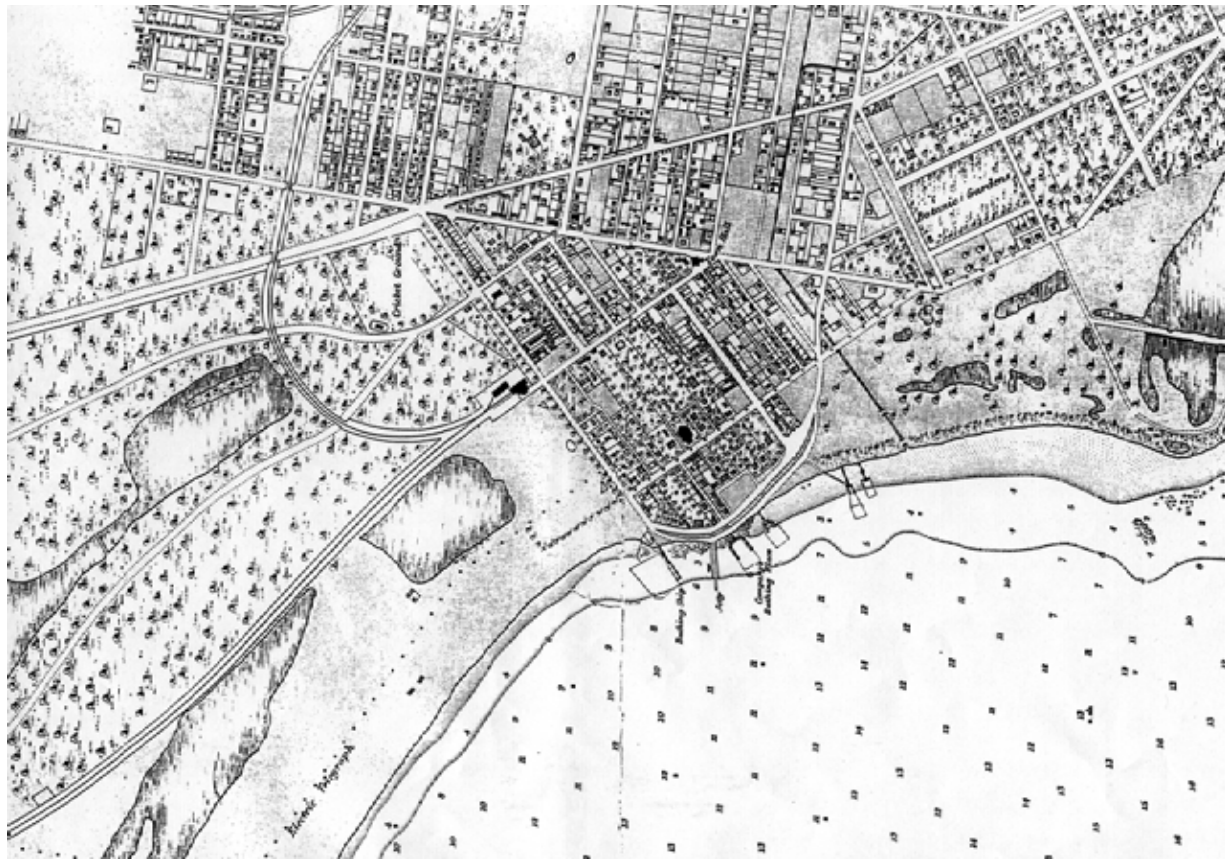
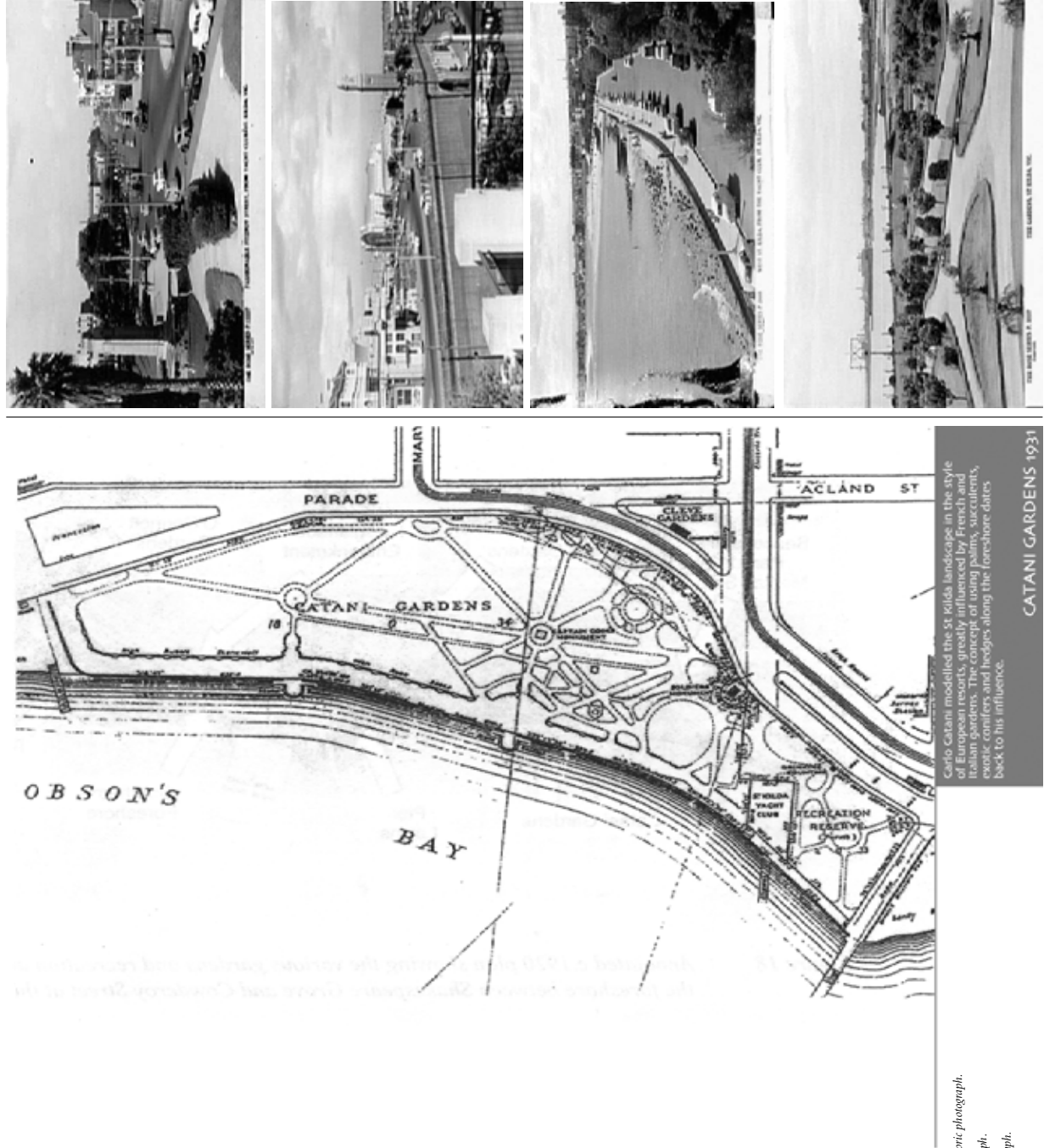


FIG. 7



Fashionable Fitzroy Street from the Yacht Club. Historic photograph.

The Upper and Lower Esplanades. Historic photograph.

West St Kilda from the Yacht Club. Historic photograph.

The Gardens. Historic photograph.

FIG. 8



Role in metropolitan structure

Map references: Fig. 8: *Metropolitan role—junction*, Fig. 9: *Metropolitan role—transport*.

St Kilda has a threefold function within the Capital City and metropolitan Melbourne: Firstly, it is a leisure destination, where people come to socialise, absorb the ambience and interact with the sea—their bathing, soaking in the sun, fishing, boating, promenading, skating, cycling, showing off, or meditating quietly at the edge of distance. Being at the junction of colliding urban grids, it is easily accessible by car from all directions, with a number of streets arriving at its edges. Ferry lines further enhance accessibility across the Bay, a substantial number of tram routes into the city and to its northern and eastern suburbs and there is a possibility for temporary docking for private boats at St Kilda Harbour. St Kilda's role as a leisure destination is strengthened by its capacity to attract visitors to the area—the Foreshore is of national and international tourism importance. In addition, the many private ventures around the Foreshore provide work for many people in a range of jobs, contributing significantly to Melbourne's economy.

Secondly, and importantly, St Kilda is a place of residence by choice for people who do not wish to part with it, but rather be its part. This is a heterogeneous mix of people from varied walks of life and stages in their lives, leading cosmopolitan, urban lives, doing ordinary things in an extraordinary environment and, by their very being there and by supporting local culture and businesses, attract others to visit.

Finally, St Kilda is a busy thoroughfare between Melbourne City and its southern suburbs. Apart from commuters in private vehicles and people enjoying a weekend seaside drive, it carries large volumes of truck traffic travelling between the industrial areas of Dandenong, Springvale and the Western Port and the Port of Melbourne, and interstate via connecting highways from the city.

Urban design principles for St Kilda Foreshore:

- Create an equitable balance between residents' everyday needs and tourist attractions.
- Manage through traffic, particularly on Jacka Boulevard and residential streets.
- Reposition St Kilda for the future based on its threefold seaside residential, leisure and entertainment, and marine recreation uses.

Apart from its people, its setting and its culture, the physical characteristics of the Foreshore are key ingredients of the 'St Kilda-ness' of the area, reflecting and interpreting its quality and evolving a special, dynamic sense of place and evolution.

Key attractors and their relationships

Map reference: Fig. 10: Key attractors.

St Kilda Foreshore has a myriad of attractions, on and off the water, each with its own specific quality. Day and night, across the seasons, they always make for a rich experience. Many attractions are visually and culturally iconic elements, which define St Kilda as a special place in common consciousness.

Fitzroy Street and Acland Street mark the edges of St Kilda Hill and interlink via Upper Esplanade, which its Sunday Market and the Esplanade Hotel enliven. Fitzroy Street is the formal Foreshore entry boulevard, lined with trees, good restaurants and guest accommodation. Acland Street combines a local shopping centre function with established coffee houses and recent upmarket shops within a colourful and quirky streetscape ambience.

The famous St Kilda entertainment complex—Luna Park, Palais Theatre and Palace Nightclub—is clustered below the hill at the meeting point of Acland Street and Upper Esplanade. It fronts the string of public gardens that extends across the lower Foreshore area from Peanut Farm Reserve across Catani Gardens to the West Beach nature project and forms the backdrop to the Beach.

The Beach itself—its band of sand and its Foreshore Promenade, the Pier and Harbour, the marine clubs, sea baths and restaurants—is the attractor that sets St Kilda Foreshore apart from any other Melbourne area of entertainment and social activity. It provides opportunities for a day of leisure—oscillating between water-based activities, people-watching, and refreshments, arts and culture—and for extending the stay into the night, with a transformed ambience and culture.

Within the Foreshore area, community assets and facilities have been developed and nurtured for the benefit of the community. Local and grass roots community organisations are recognised as contributors to the history, culture and urban amenity of the Foreshore environment. The role of community groups, and their continued use of community assets and facilities should be preserved and protected.

Urban design principles for St Kilda Foreshore:

- Support the characteristic differentiation of existing attractors.
- Retain the visual and conceptual status of recognised St Kilda icons.
- Introduce new features that upgrade and complement existing ones and have potential as future icons to interpret the culture and architecture of this century.
- Create linkages between attractions considering their actual need to interconnect rather than attempting to categorically interlink them all.
- Preserve and protect the role of community groups and the continued possibility for them to use community assets and facilities.





Plan structure

Map references: Fig. 11: Street grids and plan structure, Fig. 12: Urban grain.

St Kilda's plan structure is composed of four basic elements: (i) street grids, (ii) a dense pattern of blocks and sites within the grids, (iii) the sweeping main street arches of Fitzroy Street–Upper Esplanade–Carlisle Street and Beaconsfield Parade–Jacka Boulevard–Marine Parade, and (iv) the open Foreshore area, where detached edifices of various size—pavilion buildings—appear as independent objects.

The plan structure dates back to St Kilda's earliest days of settlement and follows the structure of the local landscape. The street grid was laid out in mid 1800s at an angle to the main grid of Melbourne's eastern suburbs to align with the shoreline, which created the distinct triangular form of St Kilda proper. A divided Esplanade appeared soon after, as well as Shakespeare Grove, albeit originally flanked by an open drain. Jacka Boulevard, St Kilda Pier and both the St Kilda West and Elwood grids were in place by the end of the 19th century, replacing former swamplands. Catani Gardens and associated parklands appear in their current extent in early 1920s maps.

The original plan structure has remained remarkably intact. Urban evolution and development has primarily occurred within its frame, only slightly modifying the basic elements. The founding urban design concept is obviously robust and adaptable. The properties and relationships of its basic elements—along with St Kilda's icon buildings—are strong enough to hold past urban memory, while change and innovation can add layers to enrich the contents of the urban fabric.

Urban design principles for St Kilda Foreshore:

- Retain the fundamental qualities, proportions and relationships of the basic elements of St Kilda's plan structure as essential contributors to its urban identity and sense of place.
- Direct innovation and urban renewal to occur within the bounds of the basic elements to add to the quality and content of St Kilda's urban fabric, experience and livability.

FIG. 12





St Kilda has an impressive and distinctive range of urban forms. Numerous large buildings within the grid define the streets and adjacent buildings in open space, as in the case of the Framework.

BUILT FORM PATTERN

Built form typology

Map reference: Fig. 13: Built form pattern.

See also: Opportunity 15—Fig. 28: Illustrative 3D model of St. Kilda.

Built heights vary from one to sixteen stories at St. Kilda Foreshore. The predominant height range is between two and four stories regardless of building use, and buildings from different eras have different storey heights, which visually events out the parapet and rooflines in the streetscape. This condition creates a distinctly horizontal, linear built form image across the urban Foreshore, which reflects and emphasises the typical linear organisation and three-dimensional structure of the Foreshore landscape.

On Beach Road and Upper Esplanade, the basic, low-rise height datum is punctuated by high rise residential towers. These towers form higher built form and visual nodes for the Framework area. On public land, culturally and historically significant, iconic buildings and structures—Palais Theatre, Luna Park, the Royal Melbourne Yacht Squadron building, clock tower, cenotaph and Marina Lighthouse—stand out from the prevailing built fabric due to their height and (or) distinct built form image, in comparison with their surrounds. Building in space is a common building type characteristic of the St. Kilda Foreshore. It will be important to implement future building heights and forms that do not interfere with views to these landmark buildings and structures.

The edge of Beaconsfield Parade features buildings from one to sixteen stories, with a predominant height range of two to four stories. The edge of Marine Parade features buildings from one to thirteen stories, with a predominant height range of one to three stories. Beaconsfield Parade has proportionally more tall buildings than Marine Parade, which only houses a single tower of thirteen stories within the Framework area.

The edges of Upper Esplanade and Alfred Square have a varied range of building heights, ranging from one to fifteen stories. Those between one and four stories are most numerous, but the considerable bulks of the taller buildings make them visually dominant.

Building heights at the absolute beachfront range between one and three stories, with the two Royal Melbourne Yacht Squadron buildings as the tallest forms. Current built heights at the St. Kilda Triangle site and adjoining Luna Park are equal to five or six standard stories. Fitzroy and Acland Street are technically not parts of the Framework area, but are important entry corridors with a consistent built form typology, and so influence perceptions of the Foreshore built form image. Acland Street has varied building heights—however, narrow shops of one to two stories with verandahs are characteristic and afford an intricate, small-scale character to the street. Fitzroy Street is grander in height and scale than Acland Street—it is also proportionally wider and so capable of taking greater heights.

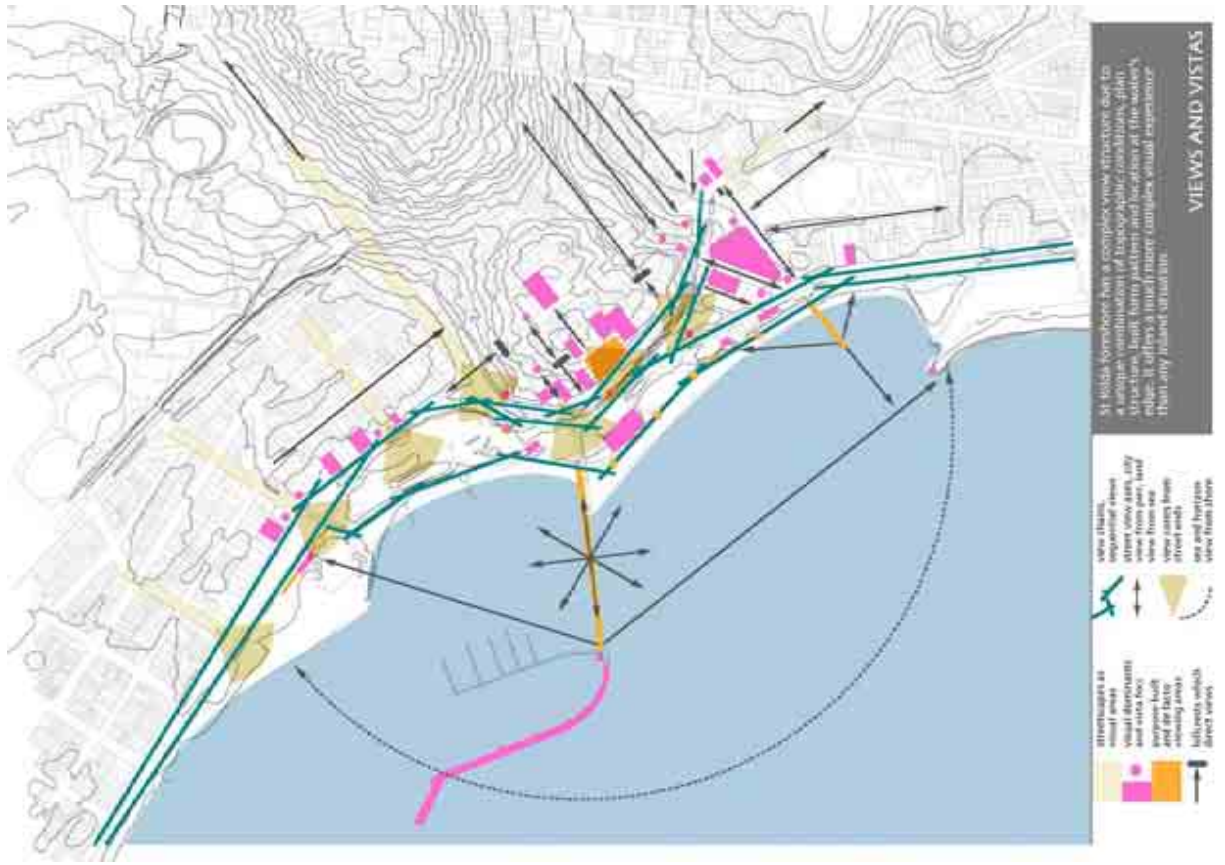
Tall buildings can cause substantial overshadowing of neighbouring properties and the public realm, as well as wind turbulence and downdrafts in exposed areas, such as St. Kilda Foreshore. To avoid such adverse impacts on the Foreshore public spaces, it will be important to implement future building heights that will not further overshadow Upper Esplanade, the St. Kilda Triangle site, or the beachfront beyond Beach Road.

While the buildings on Fitzroy and Acland Street are typically attached to form continuous facades at the street edge, the buildings on Beach Road and Upper Esplanade are detached, and those at the absolute beachfront free standing in space.

There are three types of relationship between the buildings and street edge along Beach Road and Upper Esplanade: Most their premodern and early modern residential apartments and individual houses feature a wall at the street edge and a minor setback and front garden to the building. This is the predominant pattern. The modern tower buildings are typically free standing and set back from the street amongst garden surrounds and car parking spaces.

The few commercial buildings along these streets are typically built at the street edge. At the pedestrian level, while the wall type of street edge is physically mostly continuous, the varied range of wall heights along the footpaths, combined with the gaps created by the tower building forecourts, detracts from the visual consistency of the street edge. It would be beneficial to the public realm image to consolidate the street edge.

FIG. 14



St Kilda Foreshore contains buildings from all its stages of development, representing architectural styles from the Federation through the Interwar period on to Postwar and late twentieth century developments. Consequently there is no single St Kilda style of building, but rather a mix of styles is typical and unique to this area. While some decorative elements of buildings may be conspicuous and evocative of St Kilda's resort origins and ambience, more important features of its urban architecture are the rich presence of characteristic design responses, materials and details from each period, and the varied, visually interesting urban grain they together create. Design innovation has been a significant feature throughout the building of St Kilda. This particularly relates to the building of flats—St Kilda contains a greater variety of flats than any other Melbourne suburb, and is a virtual showcase of the history and development of the type from early days to the very present.

It will be important to retain this cultural and visual richness, design quality and innovative spirit of the built fabric in any future development within the Framework area.

Urban design principles for St Kilda Foreshore:

- Retain and enhance the distinctly horizontal built form image across the Foreshore area and the level differentiation between Upper Esplanade and the lower Foreshore through built form.
- Generally determine preferred heights by dimension rather than by number of stories.
- Continue the current built heights along Fitzroy and Acland Streets to maintain their differentiation of character and ambience.
- Determine built heights at the entertainment complex—the St Kilda Triangle site—so as not to undermine the iconic landmark status of Palais Theatre and Luna Park.
- Set the height datums on Beaconsfield Parade, Upper Esplanade and Marine Parade according to predominant parapet and rooftop heights, allowing for a sufficient number of stories for residential buildings to justify the construction of lifts.
- Implement future building heights and forms that do not interfere with views to recognised, iconic landmark buildings and structures that do not further overshadow Upper Esplanade or the beachfront beyond Beach Road, cause adverse shadow effects on any public space on the St Kilda Triangle site, or generate adverse wind effects in the public realm.
- Maintain the low-rise character of the absolute beachfront, with the possible exception of increased height around St Kilda Marina for significantly contributing buildings and at the Yacht Squadron to create a stronger termination for the Fitzroy Street vista.
- Unify street edge conditions along Beaconsfield Parade, Upper Esplanade and Marine Parade by infill building and (or) construction of visually sympathetic walls at street edge boundaries of sites.
- Retain and enhance the cultural and visual richness, design quality and innovative spirit of building in any future development within the Framework area.

View structure

Map reference: Fig. 14: Views and vistas.

See also photograph: View from St Kilda Pier inland.

The unique combination of topographic conditions, plan structure, built form typology and, significantly, a location at the interface of land and sea, create a distinct view structure for St Kilda Foreshore. Its alternating combinations of spatially confined street vistas and expansive sea views make for a much more complex visual experience than can be had in any inland situation—and its ordering of views by conspicuous, identifying buildings differentiates it visually from any other inner Melbourne foreshore.

Fitzroy, Mary, Cowdroy and Fraser Street and, to a degree, Acland Street form enclosed visual areas primarily defined by their internal streetscape qualities—tree planting particularly restricts longer views beyond the streetscape proper. Victoria Street and Robe Street on St Kilda Hill offer axial vistas towards the sea—not directly, but in a gradual anticipation of the water. The views are modulated by the hillcrest, which first directs them to the sky and only then to the sea, initial glimpses of the water eventually unfolding to extensive seaside scenery at the edge of the urban fabric.

Important opportunities for glimpsed vignettes of the Foreshore include the view beside Palais Theatre terminating at the Marina Lighthouse, the view down Fawkner Street terminating at Palais Theatre and the view down Victoria Street towards the Sea Baths.

Direct vista termination points are otherwise scarce in St Kilda Foreshore. View chains along Upper Esplanade and Jacka Boulevard, experienced in motion, offer series of momentary foci, particularly towards beachfront buildings. Otherwise, the only location for any significant vista termination is around the intersection of Upper Esplanade—Acland Street—Cathisle Street and at the edges of Luna Park, where differently orientated street grids collide.

While the natural elevation and bobbed shape of Upper Esplanade provide wonderful views towards the bay, these are undermined by a poor topographic definition of street's ground plane, heavy balustrades and shrubby vegetation, as well as the lack of any public seating to enjoy the view. Alfred Square, once a prime location for enjoyment of the seascape, is similarly made redundant as a viewing place by the screening balustrade and vegetation. Full sea views currently open up only at the absolute beachfront, which also has a variety of purpose-built viewing areas to experience them, such as seats set within the lava rock walls, the Catani Arch and the platforms at West Beach—even the circular platforms that step down to the sand along the beachfront promenade are used for this purpose.

Piers and boats allow views back to the land from the water and reveal a different perspective of the area. St Kilda Pier extends half a kilometre into the bay and affords a sweeping view across the Foreshore between the residential towers north and south that mark its landbound limits. Brooks Jetty at the end of Shakespeare Grove offers a more limited scope for views, but also shows the shoreline from the water.

Mid-St Kilda Pier, a 360° view displays in sequence all the visual elements that define the inner Melbourne cityscape and conceptually set its landscape frame—You Yangs, Williamstown, Macedon Ranges, West Gate Bridge, Webb Dock, Port Melbourne, CBD buildings, St Kilda Road, South Melbourne, St Kilda proper, Brighton and, finally, the Port Phillip Bay horizon. While the full marine experience—sea breezes, scents and sounds—integrates St Kilda with the sea itself, this panorama view so patently collective even if in a subconscious way, uniquely interlinks it with its broader—and originating—urban context.

Urban design principles for St Kilda Foreshore:

Enhance the intrinsic complexity of the view structure as an essential part of the St Kilda experience and ambience, providing for direct views for orientation purposes, as well as anticipatory views for a sense of adventure and discovery.

- Protect and enhance the visual landmark status of iconic buildings and structures and create an improved visual image for existing conspicuous buildings of lesser iconic or design quality.
- Maximise the identifying and organising potential of existing vista termination points and consider creating new ones at key locations, such as the St Kilda Triangle site.
- Reopen views from Upper Esplanade to the sea by reinstalling a more transparent balustrade and via vegetation management.
- Ensure the continued provision of both exposed and secluded viewing places along the beachfront.
- Promote the unifying panoramic view from the mid point of St Kilda Pier.
- Consider opportunities at key points to provide additional, delightful visual experiences of the Foreshore and views back to land.



St Kilda beach, 2001.

View from St Kilda Pier inland, 2001.



Map reference: Fig. 15: Public spaces network.

Much of St Kilda Foreshore is public space, set against a private building backdrop, with streets, squares, parklands and the Beach all contributing components to the network.

West Beach north end, St Kilda Pier entry area and Marina Reserve are at key structural points within the system: They articulate the length of the Foreshore into two physically and functionally distinct sections and mark its landscape limits. West Beach south end, end of Fitzroy Street, Sea Baths, the St Kilda Triangle site and the VegOut site are at key nodal points of the system for linear continuity and interconnectivity of important parts, while the ends of Cowdenoy and Fitzroy Street, the south entry to Pier Road and all of Shakespeare Grove imply axial connectivity across linear Foreshore spaces.

All these vital places are currently underperforming as components of the public spaces network, due to underdevelopment, movement barriers, which include physical structures and (or) private operations, conflicts between transport modes and, significantly, awkward pedestrian access across Beach Road, especially at key desire lines. This complex condition causes overuse and overcrowding of some components of the Foreshore's public spaces system and underuse of others, detracting from the potential functionality and image of it as a whole—from its potential to constitute an integrated network.

Apart from defined patches of native, coastal vegetation at West Beach, introduced species and traditional, cultivated planting patterns currently dominate public spaces at St Kilda Foreshore. Exotic tree species in parks and boulevards, such as palms, figs and cypresses originally placed within meticulously manicured lawns and parterre plantings, evoke a cosmopolitan resort ambience, conceptually linking St Kilda to famous European holiday locations and their associated gardens. Environmentally tolerant New Zealand mirror bushes combine with rock walls throughout the Foreshore to shelter parklands from the sea. Residential streets continue the introduced planting theme, but contrast with the parks and boulevards in containing mostly deciduous species, notably planes and elms. Due to limited tolerance of the current species to the marine environment, the rows of trees within the residential areas, particularly St Kilda Hill, end before the streets reach the edge of the built fabric.

Urban design principles for St Kilda Foreshore:

- Strengthen the place-defining, structural role of West Beach north end, St Kilda Pier entry area and Marina Reserve in the open space network through vitalisation of use and improvement of environmental quality and visual image.
- Improve linear interconnectivity between existing public spaces by ensuring pedestrian permeability, attractiveness and visual guidance at key locations—across the VegOut site and St Kilda Triangle site, around the Sea Baths and the end of Fitzroy Street, between Catani Gardens and West Beach and between Marina Reserve and St Kilda Beach proper.
- Improve cross-connectivity between the built urban fabric and Foreshore proper by (i) re-establishing Shakespeare Grove and the Cowdenoy Street–Pier Road link as safe, attractive pedestrian-orientated axial routes and (ii) ensuring safe, convenient pedestrian crossings across Beach Road at key desire lines.
- Concentrate activities at the key nodal points—West Beach north end, West Beach Pavilion area, end of Fitzroy Street (Royal Melbourne Yacht Squadron area), St Kilda Pier entry area, Sea Baths, St Kilda Triangle site, VegOut and Marina Reserve—and retain the functional and visual simplicity of the Foreshore paths between them.
- Minimise pedestrian conflicts with other modes of transport by (i) downgrading car park access from Pier Road south end and recreating it as an inviting pedestrian-focused entry to St Kilda Pier, (ii) downgrading the vehicular and parking role of Pier Road and recreating it as a safe route for pedestrians, recreational cyclists and skaters and (iii) redeveloping the beachfront promenade to minimise hazards for people moving on Foreshore Promenade and across it, particularly children.
- Facilitate the use of public transport by reconfiguring street intersection layouts, managing traffic and providing safe pedestrian crossings at major tram stops—the stop at the intersection of Upper Esplanade, Carlisle Street and Acland Street is currently particularly dangerous—and (iv) providing for increased, convenient water-based transport.



Map reference: Fig. 16: Foreshore spaces.

A foreshore is typically a linearly organised environment, comprising geologically and ecologically differentiated zones in alignment with one another and the edge of the water. St Kilda Foreshore has four zones: the sea, the beach, the backdune and the promontory—St Kilda Hill. These have been culturally adapted over time: colonised for marine activities, recreation, entertainment and urban living, as well as modified to hold the soil and to make the zones useable for human purposes.

Adaptation has made the zonal pattern more intensive. Sea walls, rock walls, a retaining wall with vaults, paths and roads add to its intricacy and delineate activities, while piers cutting across the zones make for interconnecting axes and bring the Foreshore out to the sea.

Urban design principles for St Kilda Foreshore:

- Utilise the characteristic, linear structure of the Foreshore as the ordering mechanism for development and landscape design and articulate the linearity with thematic axes at critically located, intersecting streets and piers.



VISION AND VALUES FOR ST KILDA FORESHORE



THE VISION

The Framework vision is for a Foreshore that recaptures and reinforces the physical characteristics and cultural heritage that define St Kilda as a special place—captures its ‘St Kildaness’. It seeks a high quality public realm and a sustainable natural environment in the context of a diverse and environmentally aware community.

THE VALUES

The consultation process that Council undertook—20–20 Vision display and workshops, Stakeholder Forum and Community Reference Panel—identified a broad range of community values about the Foreshore. Most have support across a wide range of community groups and users of the Foreshore. They generally relate to the distinctive character of St Kilda, its network of public and pedestrian spaces, the water and the ecology of the Bay.

What came out of the 20–20 Vision Display?

People were asked why they love St Kilda. The answers were diverse—people valued:

- the urban coastal setting and local lifestyle,
- sunshine in summer and greyness in winter,
- St Kilda Pier and yachts in St Kilda Harbour,
- seeing other people,
- the fact that the Foreshore is Melbourne’s premier beachside destination,
- rollerblading and cycling on the beachfront,
- spending time with friends and family,
- the choice of activities,
- entertainment, fun and relaxation,
- Foreshore culture and diversity,
- the historic buildings and landscape,
- the green lawns,
- quiet contemplation in Catani Gardens,
- the palms along the Foreshore,
- the great history of the area,
- the choice of restaurants and cafes,
- the theatre of the streets, and
- the Beach.

What was said at the Community Reference Panels

The Panels considered a set of discussion papers, which focused on Key Community Values and Objectives for St Kilda Foreshore. These arose from the Stakeholders' Forum and further analysis undertaken for the purpose of this Framework.

The feedback from the Panels translates into a set of key values as summarised below:

- The distinctive features and character of St Kilda Foreshore—its buildings, seaside setting and open space—are highly valued. These need to be preserved and strengthened as the essence of the 'St Kildans' of the area.
- The cultural heritage of the area is also highly valued. Its diversity and mix of uses, the live music scene, Luna Park and the Bay are part of the area's leisure and entertainment role, which is uniquely set in the context of the local community. The sense of community helps make St Kilda a distinctive and attractive place, rather than a mere collection of cafés and entertainment venues.
- The built form of the Foreshore contributes both function and form. The pavilion buildings, often in evocative and whimsical forms, host many of the cultural pursuits of the area, be it live music or facilities that support the use of Foreshore Promenade. They vary in scale and grandeur from Palais Theatre to the modest beachside kiosks and shelters.
- The quality of public open space is valued, and there is some recognition that some public areas are run down and need improvement, such as the land around Palais Theatre. Part of what is valued is the sense that St Kilda is a people place—this rests not simply on the tourist role of the area but on its connection with local people and regular visitors such as yacht club members.
- The movement networks within and to St Kilda Foreshore are valued particularly for their pedestrian and cycling opportunities—being able to walk around and promenade—and on the ease of public transport access.
- The ecology of the bay is highly valued by many people, not just those directly involved in community-based programs aimed at research and revegetation of the Foreshore. An increasing number of tourists visit the Foreshore each year. A colony of Little Penguins and a population of Rakali (native water rats) live on the breakwater. There is clear recognition of the need to ensure that St Kilda Foreshore is managed in an environmentally sustainable manner.

Feedback from the community 'Think Tens' at the 20–20 Vision display showed the following levels of agreement to five areas of enquiry regarding key challenges in developing the Foreshore.

- 81% Agreed to protect and maintain heritage values, ambience and the St Kilda style of the area.
- 91% Agreed to improve the physical and visual connections between Fitzroy Street and the Foreshore.
- 92% Agreed to make the area more pedestrian-friendly by resolving existing conflicts between vehicles, pedestrians and bicycles.
- 85% Agreed with new and appropriate uses for the St Kilda Triangle site and better connections between Acland Street and the Foreshore.
- 84% Agreed with improved access to, use of and viability of St Kilda Harbour, the Foreshore and West Beach.

What came out of the Stakeholders' Forum?

The Stakeholders' Forum provided an opportunity for representatives of the community and special interest groups to identify what is important about St Kilda Foreshore. The Forum identified a number of values and objectives that are summarised below, grouped under five main themes identified in the process. The details of submissions made at this forum are documented in Council's St Kilda Foreshore Stakeholders' Forum—Presentation Notes.

Culture and heritage

- Provide well defined and interpreted visitors attractions.
- Provide reflective spaces.
- Ensure the long term future of Palais Theatre, Luna Park and Fitzroy Street as vibrant entertainment destinations.
- Ensure the long term future of St Kilda Harbour as a safe recreational harbour.

Built form

- Protect and maintain iconic landmark buildings.
- Protect period buildings and the built scale of St Kilda.
- Protect heritage places as parts of the cultural landscape.
- Maintain St Kilda Pier, marinas and other maritime structures.

Public open space

- Ensure individual spaces that collectively provide a network of opportunities and experiences.

- Retain designated local open space for residents such as VegOut gardens.
- Provide community space for events, markets and that encourage social interaction.
- Enhance the quality of streetscapes and Foreshore pedestrian paths.
- Provide well designed, safe and hazard-free space.

Movement networks

- Improve links to and from St Kilda via public transport over land and water.
- Improve connections between St Kilda Foreshore precincts and key destinations.
- Facilitate pedestrian connections from residential areas to the Foreshore.
- Manage and reduce the impact of vehicles.

Environment

- Protect views and vistas of the Bay.
- Conserve the ecology of the Bay.
- Improve water quality.
- Protect indigenous and introduced vegetation of cultural importance.
- Provide a congestion-free environment and a pleasant place to live, work and relax in.



Beach and rock wall, 2000.

OBJECTIVES AND STRATEGIES FOR IMPROVING ST KILDA FORESHORE

This section of the document brings together the analysis of the place and the vision and values of the people to arrive at a set of key objectives and strategies for the Urban Design Framework. It also puts forward a number of associated design principles and actions to achieve these.

The themes identified in the consultation process translate into six broad objectives to achieve the vision for the Foreshore and preserve and enhance the values identified by the community:

THEMES	OBJECTIVES
CULTURE AND HERITAGE	1. To maintain the cultural heritage of St Kilda.
BUILT FORM	2. To respect and enhance the 'St Kildaness' of the Foreshore—its sense of place.
PUBLIC OPEN SPACES	3. To enhance the quality of public space.
MOVEMENT NETWORKS	4. To improve pedestrian circulation. 5. To promote integrated transport.
ENVIRONMENTAL SUSTAINABILITY	6. To protect, celebrate and enhance the environmental integrity of St Kilda Harbour and Foreshore.

OBJECTIVES AND STRATEGIES



Map reference: Fig. 17: Framework principle.

1.4 Contribute to the cultural richness of St Kilda by providing services that are likely to be used by local residents and improve their quality of life

1.4.1 Explore options for greengrocer kiosks and the like to augment local services and shops.

1.4.2 Continue to provide services and spaces for local residents, such as VegOut community gardens.

**OBJECTIVE 1
TO MAINTAIN THE CULTURAL HERITAGE OF ST KILDA**
It is important to maintain the cultural heritage and cultural layers of St Kilda Foreshore and limit as far as possible its homogenisation—diversity and historical depth are its important strengths.

St Kilda has different charms in winter and in summer. Its winter charms could be enhanced by broadening the activities on offer across the year. Its night time image could be made more inviting by providing safe, convenient, well-lit access to the Foreshore to indulge in the evening beauty of the Bay.

Incremental evolution and cultural layers have added richness to St Kilda, but also created areas of confusion and neglect. Spaces around the waterfront have not always been seen as parts of an integrated whole—there is ‘lost space’, weak links and underutilised spaces. Attractions have been lost over the years and it is now important to ensure that the much loved assets of St Kilda, such as Luna Park, the VegOut community gardens and local artists, will survive into the future.

St Kilda is as much a place where people live as it is a place which people visit. The Beach and the Foreshore are the residents’ front yard. Without a local community, the vital attraction of St Kilda would be lost. Managed development and activity of sufficient breadth and intensity can deliver environmental benefits and enhance facilities and services for local people.

Strategies

1.1 Maintain the diversity and urban intensity of St Kilda

1.1.1 Enhance and promote spaces and buildings at night.

1.1.2 Ensure new public spaces are accessible and inviting at all times.

1.2 Improve the attractiveness of places that embody the cultural heritage of St Kilda and ensure the continued viability of existing iconic buildings, spaces, landmarks and attractions:

- Palais Theatre and Luna Park
- Esplanade Hotel
- the Royal Melbourne Yacht Squadron building and yachting activities
- St Kilda Pier and Kirby’s kiosk
- the Stoke House and Donovan’s buildings and West Beach Pavilion
- Catani, Cleve and O’Donnell Gardens
- Shakespeare Grove and Peanut Farm Reserve
- the Beach and Harbour
- Fitzroy Street and Acland Street
- Jacka Boulevard
- Upper Esplanade and Alfred Square
- St Kilda Arts and Crafts Market
- West Beach Nature Project
- Marina Reserve

See map: *Analysis—Key attractors*.

1.3 Encourage a mix of mutually supportive attractions

1.3.1 Ensure private development and public works enhance and do not detract from the viability of existing attractions and environmental assets.

1.3.2 Co-locate uses and encourage new uses that support existing attractions, assets and facilities.

1.3.3 Promote opportunities and facilities that encourage activity across the seasons.

1.3.4 Provide public facilities that complement and support existing uses



Luna Park, Mr. Moon, 2000.

See map: *Analysis—Views and vistas.*

- 2.3 Conserve buildings and places of heritage significance**
- 2.3.1 Ensure that heritage buildings and places are maintained and that any development around them is respectful of and coordinated with heritage items.
- 2.3.2 Ensure that any changes in land use, infrastructure and movement patterns assist in the preservation of historic buildings and places.
- 2.4 Reinforce the role of iconic buildings and elements**
- 2.4.1 Ensure that iconic buildings and places are maintained and that any development around them respects the established built form.
- 2.4.2 Ensure that any changes in land use, infrastructure and movement patterns assist in the preservation of local icons.
- 2.4.3 Ensure opportunities for new buildings to achieve quality design outcomes.

See map: *Analysis—Key attractors.*

- 2.5 Promote design excellence in buildings, structures and spaces**
- 2.5.1 Encourage architectural and design competitions for new buildings and landscape development.
- 2.5.2 Encourage any new development to enhance the cultural values and architectural themes of the setting with particular regard to useable community space, ground level activity, views and vistas, pedestrian scale and solar access.
- 2.5.3 Identify and interpret the valued characteristics of the architecture of the area.
- 2.5.4 Prepare design guidelines that ensure the retention of valued architectural themes.

2.6 Ensure respect for indigenous cultural values and sites

- 2.6.1 Recognise indigenous communities as the traditional owners of the State's land and waters, and the role these communities can have in natural resource management.
- 2.6.2 Ensure that any change of use and new development within the Foreshore area:
- respects and reflects Aboriginal aspirations for land, culture, heritage, family and community, and
 - enhance the social and economic well-being of indigenous communities.

**OBJECTIVE 2
TO RESPECT AND ENHANCE THE 'ST KILDANESS' OF
THE FORESHORE—ITS SENSE OF PLACE**

It is important to respect those qualities that make St Kilda Foreshore a distinctive place—those fundamental qualities, proportions and relationships of its basic elements that underpin its sense of place. Improvements must occur within the parameters set by these elements.

A seaside location, a variety of spaces and a distinct topography are important factors that contribute to the character of St Kilda Foreshore. Detached, pavilion-type buildings such as the Royal Melbourne Yacht Squadron, Palais Theatre and West Beach Pavilion are characteristic to the Foreshore. Many buildings are memorable—iconic—and many spaces have heritage significance. Landscape elements, buildings and road edges typically define transitions between spaces and the activities in each space provide content to each of them and to the Foreshore as a whole.

The Esplanade is an urban mantelpiece, a belvedere, a balcony to the theatre of the Foreshore—to the activities taking place below and on the water. There is also a special experience of sequential views along the Foreshore—this is an important characteristic of engaging spaces.

The juxtaposition of Upper Esplanade and the lower Foreshore, including the St Kilda Triangle site, create a unique three-dimensional relationship of elements, which must be considered in any improvements to places and spaces along the Foreshore.

Unfortunately, a number of inappropriate and poorly maintained buildings negate the clarity of St Kilda Foreshore's sense of place. Some heritage buildings and iconic places might be lost through lack of viable use and patronage—Palais Theatre specifically needs to ensure its future as an entertainment venue to ensure its future as a heritage place.

Strategies

2.1 Reinforce the linearity of Foreshore spaces

- 2.1.1 Recognise and reinforce the distinctiveness of the four different Foreshore zones: the sea, the beach, the backlane and the promontory—St Kilda Hill.
- 2.1.2 Maintain the level difference between Upper Esplanade and the lower Foreshore as a key feature of the three-dimensional Foreshore structure.
- 2.1.3 Reinforce the belvedere function of Upper Esplanade and celebrate and reinforce the meeting point of the Esplanade and the water's edge as two intersecting arches.
- 2.1.4 Provide more comfortable and legible pedestrian connections along the linear Foreshore zones and across these zones at key axial points.

See maps: *Analysis—Foreshore spaces, Analysis—Landscape elements and structure.*

2.2 Maintain and enhance views and vistas

- 2.2.1 Continue to provide both exposed and secluded viewing places along the beachfront.
- 2.2.2 Maximise the identifying and visually organising potential of existing vista termination points and create new ones at key locations, such as the St Kilda Triangle site.
- 2.2.3 Maintain the low-rise, 1 to 2 storey character of the beachfront, with the exemption of limited additional height of the Royal Melbourne Yacht Squadron building to create a high quality vista termination for Fitzroy Street.
- 2.2.4 Reopen views from Upper Esplanade to the sea by recreating a more pronounced viewing plane with appropriate paving and a transparent balustrade, and by improving the visual quality and amenity of the planted slope by trimming vegetation.



The Esplanade, 2000.

Royal Melbourne Yacht Squadron Building, 2001.

The Palais [de Danse], Palais Theatre and Luna Park. Historic photograph.

OBJECTIVE 3 TO ENHANCE THE QUALITY OF PUBLIC SPACE

Well-designed and maintained spaces provide a comfortable and stimulating public realm and encourage social interaction. Detailed attention to design is paramount: It is important to consider how spaces cater for different recreation needs and changing leisure behaviour, enhance movement, link to destinations and provide places for people to escape the stress of urban life. Landscape themes, facilities and services, soft and hard surfaces, paths and the layout of spaces all contribute to achieving such responsive environments.

St Kilda is a social place, but there are few well designed, high quality community spaces. Much space is wasted and underutilised, such as the car park next to Palas Theatre, not allowing different people to enjoy different activities at different times in the same space.

Part of St Kilda's charm and character is its patina of time. Skill, buildings and infrastructure need to be maintained, since a lack of maintenance undermines the enjoyment of public space. The Foreshore is worn and in need of maintenance and repair, as well as improvements to pedestrian links, pavements and landscapes.

Spaces such as Catani Gardens, Alfred Square, Jacka Boulevard and Shakespeare Grove have heritage significance. Their formal layout patterns, landscape treatments and fabric need to be observed when reinterpreting, maintaining or improving them for contemporary activity.

St Kilda has an extremely active arts community, but there is little physical evidence of this in the public environment. The use of public art in places where people gather in or go to can increase the experience of being in St Kilda Foreshore.

Strategies

3-1 Recover and reinforce established landscape themes

3.1.1 Revitalise the original ethos of public parkland design and resort ambience by:

- restoring historically significant park components,
- reinterpreting original landscape concepts and themes via contemporary translation and augmentation across the Foreshore, and
- completing the system of open spaces as an ecologically and visually interconnected green web that provides a unifying, embracing landscape frame.

See maps: *Analysis—Catani Gardens 1931, Opportunity 13—Typology of open space and nature areas.*

3.1.2 Continue the use of bold canopy trees in formal avenues and boulevard plantings.

3.1.3 Increase the use of local native shrubs, groundcovers and trees where practical and appropriate.

3.1.4 Ensure large grass covered areas are retained and that they can be used for passive recreation, festivals and events.

3.1.5 Restore and manage landscape areas to improve the character of the Foreshore.

3-2 Improve public spaces

3.2.1 Maintain a variety of quiet contemplative spaces in Catani Gardens, Marina Reserve, St Kilda Pier and Alfred Square.

3.2.2 Provide a balance of activity nodes and quiet places for rest and contemplation.

3.2.3 Reinforce and celebrate the commemorative, contemplative and viewing function of Alfred Square and improve its visual quality, amenity, accessibility and integration with Upper Esplanade.

3.2.4 Create spaces that support social activity, have active edges and can accommodate street performers, evening films, theatrical performances, markets, carnivals and parades.

3.2.5 Define and strengthen the visual and spatial qualities of public open space with sympathetic new development, specifically on the St Kilda Triangle site and around O'Donnell Gardens.

3.2.6 Build in versatility, so that people from different cultural or age groups, including children, elderly people and people with disabilities, can equitably use the spaces

3.2.7 Encourage active frontages on all major routes.

See maps: *Analysis—Public spaces network, Opportunity 13—Typology of open space and nature areas.*

3-3 Coordinate street furniture and street design details

3.3.1 Develop a consistent palette of paving types, lighting fixtures, signs, furniture items and tree planting themes for application across the Foreshore.

3.3.2 Conserve heritage items and use them in the thematic development of new coordinated street furniture.

3.3.3 Remove superfluous and obsolete street furniture and items to establish a visual logic, with clear messages for pedestrians, cyclists and drivers.

3.3.4 Remove overhead wires where possible.

3.3.5 Improve signage and, overall, minimise the need for signs, barriers and the like by designing spaces so that the functions of their parts are clear.

3.3.6 Use asphalt as the primary consistent pavement material. In high profile, high exposure localities use high quality pavement materials, such as stone.

3.3.7 Provide consistent quality lighting.

3.3.8 Apply good quality, genuine natural and durable materials and simple, elegant detailing to all public infrastructure.

3-4 Preserve and commission public art where appropriate

3.4.1 Reinforce the identity of St Kilda Foreshore through public art.

3.4.2 Use public art to increase the legibility of the Foreshore by providing visual cues that help people to navigate from one place to another, in accordance with Council's Urban Arts Policy.

3-5 Improve public amenities

3.5.1 Provide new public facilities in convenient locations with good casual surveillance and ensure their location and design do not detract from valued landscape and built form qualities.

3.5.2 Develop new public facilities in activity nodes such as the new public space at Palas Theatre, the St Kilda Pier entry area and West Beach Pavilion.

3.5.3 Remove inappropriately located facilities and develop new ones, such as next to Vineyard Restaurant.

3.5.4 Improve the safety of existing facilities by providing better lighting and by increasing activity in their surroundings.

3.5.5 Upgrade existing facilities to improve their appearance and ease of maintenance.

See map: *Analysis—Public spaces network.*

3-6 Improve the maintenance of buildings and places

3.6.1 Undertake a maintenance review and audit to identify and register buildings, objects and spaces that are of poor quality and maintenance.

3.6.2 Liaise with Government agencies to assure they have explicit, ongoing maintenance programs for the Foreshore.

3.6.3 Encourage property owners to undertake improvements to their buildings, where appropriate.



OBJECTIVE 4 TO IMPROVE PEDESTRIAN CIRCULATION

There is a need to improve the connections between public spaces along the Foreshore by ensuring ease of pedestrian movement to key locations. There is also a need to improve the conditions for cyclists and rollerbladers. The enjoyment of St Kilda environs depends on people being able to find their way around and feel safe and comfortable getting there.

In improving linkages it is neither necessary nor desirable to link all Foreshore places to each other. Linkages between attractions should be considered according to actual need for interconnectivity.

There is an obvious need to overcome existing divisions between Foreshore spaces and help people move more freely between points of interest and across the landscape levels. The stretch of Beaconsfield Parade-Jacka Boulevard-Marine Parade offers a wonderful beachside drive—with St Kilda as a stopping point—but effectively cuts the Foreshore into two separate sections due to width, heavy traffic and associated noise, and a lack of safe pedestrian crossings at key desire lines.

A crucial point of pedestrian connectivity is the link from Fitzroy Street to the lower Foreshore, Beach and Harbour. This intersection is extremely difficult to cross. For pedestrians there are up to six traffic phases to wait for and large expanses of road surface to cross. Pedestrian areas are narrow and have little capacity, and the paths across the road are neither direct nor legible. A better balance between cars and pedestrians can be achieved by reducing and regulating crossing points and slowing traffic. Too often the design of streets has favoured car movement above a reasonable balance of vehicular and pedestrian needs.

Strategies

4.1 Create a network of safe, distinctive and engaging spaces

4.1.1 Recover 'lost space'—spaces that are dominated by vehicles or unkempt—by creating new attractive and interesting places, particularly along Shakespeare Grove and next to Palais Theatre.

4.1.2 Strengthen the place-defining, structural role of the north end of West Beach, the St Kilda Pier entry area and Marina Reserve in the open space network by revitalising uses and improving environmental quality and visual image.

4.1.3 Where appropriate, provide for on-street activities such as markets, street stalls and buskers along the paths, walkways and pedestrian bridges.

4.2 Improve pedestrian paths and connections

4.2.1 Improve connections between public spaces along the Foreshore by ensuring pedestrian permeability, attractiveness and visual guidance at key locations, in particular:

- across the VegOut site and the St Kilda Triangle site,
- along Shakespeare Grove,
- from the Esplanade to St Kilda Pier and from Fitzroy Street to the Beach,
- between Catani Gardens and West Beach, between Marina Reserve and St Kilda Beach and between the Sea Baths and Catani Gardens,
- around the Sea Baths, and
- at all tram stops.

4.2.2 Improve ease of movement along the Foreshore and access to facilities and services.

4.2.3 Reduce the adverse impacts of Jacka Boulevard on pedestrian movement and Foreshore amenity, and develop new pedestrian links over the Boulevard at the St Kilda Triangle site and between Esplanade Hotel and St Kilda Pier.

4.2.4 Make Jacka Boulevard a true boulevard with significant and attractive landscaping, no barriers to pedestrians and active frontages.

4.2.5 Identify natural pedestrian desire lines and ensure that pedestrian links are located where most needed, removing inappropriate and poorly located links.

4.2.6 Provide a direct link from the Foreshore to Albert Park along Cowderoy Street or Fraser Street with grade separation at the light rail route.

4.2.7 Enhance the quality of streetscapes and Foreshore pedestrian paths.

4.2.8 Improve signage to ensure that pedestrians know how to get to St Kilda's attractions and to provide interpretive information about Foreshore history, culture and environment.

4.2.9 Design and implement paths and spaces that minimise conflicts between pedestrians, cyclists, rollerbladers and any service access, particularly in relation to the Foreshore Promenade and the St Kilda Pier Entry space. Area-specific solutions could include separating conflicting user groups for example by providing separate paths.

4.3 Reinvigorate the Foreshore Promenade

4.3.1 Improve the functionality of Foreshore Promenade by physical reconstruction into a wider path for safer use by all.

4.3.2 Reconfigure Pier Road as a pedestrian and recreation oriented route, with service vehicle access and parking only, a designated cycle-skating route and additional width for pedestrians either on a wider footpath, or on a new boardwalk along the sea wall.

4.5 Improve personal safety and sense of security

4.5.1 Review building and capital works plans with the explicit goal of preventing crime by appropriate environmental design.

4.5.2 Install new lighting in poorly lit streets and spaces.

4.5.3 Maintain sightlines and avoid creating entrapment spots.

4.5.4 Encourage active frontages and uses near open space.

See maps: Analysis—Fig. 15: Public spaces network, Opportunity 13—Fig. 24: Typology of open space and nature areas, Opportunity 14—Fig. 25: Main pedestrian destinations and proposed pedestrian network.

See also: Opportunity 1—Fig. 20: Proposed Jacka Boulevard, cross section, Opportunity 2—Fig. 22: Proposed Foreshore Promenade cross section.



OBJECTIVE 5 TO PROMOTE INTEGRATED TRANSPORT

The City of Port Phillip Integrated Transport Plan sets out a vision of the city where the needs of residents, business and visitors are accommodated through proper planning and management of traffic and transport, including traffic volumes, flow, public transport, pedestrians and cyclists. In this vision, the traffic system is well integrated, cyclists and pedestrians are a priority, parking in neighbourhood centres is balanced so that traffic congestion is minimised, public transport links are optimised, access to the city's facilities is enhanced and the use of cars is discouraged.

A key aspect of the proper management of St Kilda Foreshore relates to access and car parking. Supply of available parking requires careful rationing to provide a fair balance between all stakeholders. There is not the opportunity to accommodate more car parking to meet increasing demand. On the other hand, cars are an important part of the economy of the Fitzroy Street and Acland Street commercial strips, and the current car parking capacity influences the viability of business. It is considered that increased access to public transport, a roadside park and ride scheme and improved facilities for cyclists provide some viable alternatives to the use of cars to access St Kilda Foreshore.

St Kilda Foreshore could be better linked by tram to a number of locations including the central city, Port Melbourne and suburbs east of Albert Park. A tram link along the Foreshore has been suggested, which would promote the Beach to both visitors and residents. A number of 'loop' routes have also been suggested to improve circulation between destinations.

Council acknowledges that Beach Road acts as a primary arterial route for the movement of people and goods. However, the Jacka Boulevard section of the road at St Kilda Foreshore also provides for significant active and passive recreational and entertainment needs.

Jacka Boulevard is part of a well-used truck route that services the eastern suburbs. Local residents have consistently raised the volume of trucks on Jacka Boulevard as an issue. Development of an alternative truck route via Nepean Highway is constrained by insufficient width of St Kilda Junction for truck movements. However, the removal of trucks from Beach Road underpins the management of St Kilda Foreshore as one of the city's major tourist destinations—including its significance to the state economy.

Strategies

5.1 Improve bicycle paths and facilities

- 5.1.1 Upgrade existing and create new bicycle paths for both commuters and recreational cyclists to cater for future demands and establish safe connections between the paths to ensure a comprehensive and useable bicycle network.
- 5.1.2 Provide bicycle-parking facilities at public transport nodes, where appropriate.
- 5.1.3 Promote access to St Kilda by bicycle.

5.2 Improve public transport access and facilities

- 5.2.1 Promote public transport, along with walking and cycling, as the preferred modes of travel to the Foreshore.
- 5.2.2 Support the development of public transport infrastructure to serve the Foreshore area.
- 5.2.3 Investigate the introduction of 'loop' tram routes.

5.3 Provide alternative parking

- 5.3.1 Develop car parking associated with tram routes and facilities.
- 5.3.2 Reduce the impact of car parking by moving on street parking into underground structures, where possible.
- 5.3.3 Limit the extent of additional car parking in the area.
- 5.3.4 Ensure any new development contains on site car parking underground, or not visible from public spaces.



Stansburg streetscape and tram route, recent undated photograph.

5.4 Promote water based transport

- 5.4.1 Improve and extend the frequency of water based transport to St Kilda Foreshore.

5.5 Balance the needs of cars and pedestrians

- 5.5.1 Design road spaces that enhance usability, access and safety for pedestrians and cyclists.
- 5.5.2 Minimise the impact of vehicular traffic by a planned, shared use of street spaces with pedestrians, where appropriate.
- 5.5.3 Implement standardised, controlled, at grade intersections, where possible, and minimise the distance pedestrians need to cross.
- 5.5.4 Increase pedestrian comfort, where appropriate, by improving the quality of the public realm thorough landscape and surface treatments and by allowing for the development of more active uses and shelter along roads and paths.
- 5.5.5 Increase the size of medians, where appropriate, to allow for mid-road pedestrian refuges.
- 5.5.6 Continue to explore options to reduce and eventually relocate the majority of truck traffic on Beach Road to more appropriate alternative routes, including Nepean Highway—Queens Road—Kings Way.

See maps: *Opportunity 14—Proposed improvements to the bicycle network, Opportunity 14—Proposed vehicular network and off-street parking areas.*



**OBJECTIVE 6
TO PROTECT, CELEBRATE AND ENHANCE THE
ENVIRONMENTAL INTEGRITY OF ST KILDA HARBOUR
AND FORESHORE**

St Kilda Harbour is a significant marine ecosystem, in which fauna and flora thrive regardless of highly modified conditions. It is also an important recreational resource for locals and the wider community.

The Royal Melbourne Yacht Squadron has used the Harbour sustainably for many years. Increased use and capacity of the Harbour will require replacement of existing facilities, such as St Kilda Pier and existing marina berths. Improvements must occur in a sensitive way to maintain water quality and biodiversity—water quality is used to assess the health of marine ecosystems and the carrying capacity of harbours.

The piers and breakwater were originally constructed to provide a safe recreational harbour, but are not entirely sufficient in strong wind conditions. St Kilda is exposed to wind generated waves, and one suggested solution is to use wave attenuators to dissipate rolling storm event waves before they enter the Harbour. The advantage of these structures is that they allow coastal processes, such as the movement of sand along the shore and the flushing of the Harbour, to continue to support its recreational and ecological values.

The development of complementary activities and interpretive facilities, onshore boating facilities, additional finger piers for small boats, swimming areas and reflective spaces on the water could further increase the use and enjoyment of the Bay. The natural environs and wildlife of the Bay are also a part of the Foreshore's cultural heritage and could be better presented to visitors and locals.

Strategies

- 6.1 Develop St Kilda Harbour in harmony with ecological processes**
 - 6.1.1 Develop a safe harbour, without causing unacceptable adverse impacts on Foreshore and Bay ecology, coastal processes and water quality, including minimising the future need for maintenance dredging.
 - 6.1.2 Ensure that the development and management of the Harbour controls the uses, the maintenance of facilities and the development of new structures to allow for the sustenance of marine fauna and flora and the protection of views.
 - 6.1.3 Protect and enhance fauna, flora and marine habitat.
 - 6.1.4 Foster ecological diversity and sustainability by:
 - protecting and managing existing habitats, including Harbour structures and seagrass beds,
 - connecting areas of indigenous vegetation where possible and appropriate,
 - undertaking revegetation programs to provide habitat, and programs to eradicate introduced species, particularly environmental weeds, and
 - minimising the risk of introducing marine pests.
 - 6.1.5 Increase the use of local native plants in landscape plantings, where appropriate.
- 6.2 Protect water quality**
 - 6.2.1 Ensure that development does not degrade Harbour water quality. In particular, prevent changes which might result in increased turbidity or organic and metal pollution.
 - 6.2.2 Prevent large scale changes to flushing and turbidity of the Harbour that may affect the ecosystem, and ensure that any development of the Harbour does not enclose the Pier and breakwater.
 - 6.2.3 Improve the water quality and beach amenity of the Beach south of Brooks Jetty.

- 6.2.4 Achieve Best Practice storm water management through progressively implementing the Port Phillip Storm Water Management Plan as it relates to the St Kilda Foreshore area.
- 6.2.5 Apply Best Practice storm water management principles to any new use and development proposals, to protect and improve water quality.
- 6.3 Encourage interpretation and education programs**
 - 6.3.1 Run educational programs to improve understanding of Harbour and Foreshore habitat, fauna and flora
 - 6.3.2 Establish opportunities for environmental interpretation.
- 6.4 Protect St Kilda Foreshore from erosion**
 - 6.4.1 Ensure any new development does not exacerbate coastal erosion and loss of the Foreshore beach.
 - 6.4.2 Continue the current program of beach replenishment and sand removal from the spit near Cowderoy Street.
 - 6.4.3 Consider the effects of any development in terms of altered wave action, flushing patterns, dredging and reclamation, and minimise negative impacts.
 - 6.4.4 Use local native coastal vegetation to prevent erosion, where appropriate.
- 6.5 Control access to habitat areas**
 - 6.5.1 Manage access to breakwater, in particular during the Little Penguin breeding season from September to December.
 - 6.5.2 Ensure boat traffic on the Harbour side of the breakwater does not affect habitats or breeding areas.

30 OPPORTUNITIES AND PROPOSALS FOR ST KILDA FORESHORE

The previous chapter set out the objectives and strategies for improving St Kilda Foreshore, and a number of associated design principles and actions to achieve the strategies. This chapter looks at those principles and actions in more detail and examines, through a set of design proposals, how they might be achieved.

The adopted Framework approach allows appropriate and coordinated development, which can deliver substantial community benefits in terms of improvements to the environment, cultural heritage, built form and public open space, and by providing a long-term economic stimulus.

The opportunities and proposals arise from a detailed analysis of the people, place and environment that have made St Kilda what it is. Based on known projects and commitments, they identify opportunities and constraints, appreciate the themes, ideas and directions resulting from the community consultation process, and set parameters to guide development.

There is a “do nothing” Base Case scenario to realising the proposals, as a number of projects and significant expenditure will be required over the next ten years to address issues of public safety, deficient infrastructure, heritage retention, Council policy and existing project commitments. These alone are estimated to cost \$4.5 million, and would provide a low net return to the community, if undertaken in isolation.

The criteria used to assess the design proposals include size, scale, abutting uses, microclimate, role, use, safety, and level of comfort. Other criteria include views, hard and soft surfaces, closed and open space, and three-dimensional relationships.

Where have the detailed ideas come from?

The ideas and proposals presented in this Framework document evolved over eighteen months as part of Council work and community consultation. Some ideas have been suggested by a number of different groups or individuals, others have come from a particular person’s insight.

THE OPPORTUNITIES

See maps: Fig. 18: Opportunities, Fig. 19: Spatial clusters—proposed boundaries, Appendix 3/1—Fig. 29: Illustration, Appendix 3/2—Fig. 30: Framework concepts.

In order to describe opportunities put forward in this Framework, St Kilda Foreshore has been divided into (i) spatial clusters that, from the analysis, represent a synergistic grouping of elements and related proposals, (ii) linear entities and (iii) overall themes that represent opportunities to improve the consecutiveness between spaces and design proposals. Importantly, all available opportunities affect each other and need to be considered in this context, relative to one another.

Linear entities

Opportunity 1: Jacka Boulevard

An attractive seaside boulevard with a multifunctional role—arterial and local access road and scenic route with St Kilda as a stopping point—which has activities fronting it where possible, is easy for pedestrians to cross and has reduced impacts from traffic.

Opportunity 2: Foreshore Promenade

A broad promenade with grace and room for all users.

Opportunity 3: Upper Esplanade and Alfred Square

Recovered role of the Upper Esplanade belvedere and the contemplative space of Alfred Square.

Opportunity 4: Shakespeare Grove

A linear urban plaza, culminating visually at the historic Burley Griffin columns at the Beach edge and with active frontages extending from Acland Street towards the Beach.



FIG. 19



Opportunity 5: Recreational Use of the Beach and Water

A beach that provides a range of activity opportunities, facilities and services including swimming.

Spatial clusters

Opportunity 6: West Beach and Catani Gardens

A community hub with amenities and an ecological interpretation centre in a redeveloped pavilion.

Opportunity 7 The Harbour

A vibrant harbour in harmony with ecological processes.

Opportunity 8 St Kilda Pier entry area

An attractive confluence of movement and paths: a junction that helps with the distribution of pedestrian, bicycle and rollerblade traffic.

Opportunity 9: St Kilda Triangle site

A new public space to the west of a reinvigorated Palais Theatre, supported by a variety of indoor and outdoor entertainment and cultural venues envisaged in a new contemporary building. The feasibility of retaining and improving the existing Palace should be assessed as an option.

Opportunity 10: O'Donnell Gardens and Acland Street

An entry and orientation point to various attractions of St Kilda Foreshore. A friendly green space with safe pedestrian connections and clarity of space.

Opportunity 11: Marina Reserve

A local open space with a native, marine theme.

Overall themes

Opportunity 12: Street furniture and lighting

Well-designed contemporary street furniture and lighting.

Opportunity 13: Landscape

A heritage resort landscape with a local indigenous understorey.

Opportunity 14: Integrated movement network

A better balance between the needs of pedestrian and bicycle access, cars and parking.

Opportunity 15: Design and built form

Culturally appropriate and innovative architecture and design that create a worthy legacy to future generations.

What are the priorities?

Staged completion of major projects will provide opportunities to implement a range of minor capital works improvements that can be completed over time. The major projects of priority are listed below.

- Jacka Boulevard and Fitzroy Street proposals for improved access to the Foreshore.
- Improvements to the St Kilda Triangle site including possible new building and structures and a public plaza.
- Redevelopment of West Beach Pavilion and surrounding space.
- Improvements to St Kilda Harbour including St Kilda Pier and Harbour.
- Improvements to Foreshore spaces and Foreshore Promenade.
- Redevelopment of the Acland Street-Carlisle Street intersection and surrounding space.

LINEAR ENTITIES

Opportunity 1
Jacka Boulevard

An attractive seaside boulevard with a multifunctional role—arterial and local access road and scenic route with St Kilda as a stopping point—which has activities fronting it where possible, is easy for pedestrians to cross and has reduced impacts from traffic.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for Jacka Boulevard:

- Reduce the adverse impacts of Jacka Boulevard on pedestrian movement and Foreshore amenity.
- Make Jacka Boulevard a true boulevard with significant and attractive landscaping, no barriers to pedestrians and active frontages.
- Maintain the level difference between Upper Esplanade and the lower Foreshore as a key feature of the three-dimensional Foreshore structure.
- Implement standardised, controlled, at-grade intersections, where possible, and minimise the distance pedestrians need to cross.
- Improve connections from the Esplanade to the Pier and from Fitzroy Street to the Beach.
- Develop new pedestrian links over Jacka Boulevard at the St Kilda Triangle site and between Esplanade Hotel and St Kilda Pier. The design of these bridges and at-grade pedestrian connections must retain the integrity of Catani Arch and rocky gardens.
- Increase the size of medians to allow for mid-road pedestrian refuges.
- Continue to explore options to reduce and eventually relocate the majority of truck traffic on Beach Road to more appropriate alternative routes, including Nepean Highway—Queens Road—Kings Way.
- Retain parallel car parking in Jacka Boulevard, where it contributes to access, facilities and traffic calming.
- Upgrade existing and create new bicycle paths to cater for future demands and establish safe connections between the paths to ensure a comprehensive and useable bicycle network.

HOW CAN THE DESIGN PRINCIPLES BE ACHIEVED?

Four options were explored to test how well they might achieve the identified objectives and design principles for Jacka Boulevard and the wider Foreshore area:

- Improve boulevard character by widening footpaths, reducing road space, providing two traffic lanes in each direction, with three lanes at intersections, and widening the central median. This option was estimated to cost \$4 million.
- Improve boulevard character as described above and normalise the Jacka Boulevard—Fitzroy Street intersection as a T-intersection. This option was estimated to cost \$5.2 million.
- Improve boulevard character and reconfigure the Jacka Boulevard—Fitzroy Street intersection as described above and construct two new pedestrian bridges over the Boulevard the St Kilda Triangle site and in front of Esplanade Hotel. This option was estimated to cost \$8.2 million.
- Underground Jacka Boulevard between Cowdery Street and the Sea Baths, providing public space links at grade from Fitzroy Street and the Upper Esplanade to the Beach and the Pier and vice versa. This option was estimated to cost \$65 million, excluding surface works and the building of one new bridge.

Testing of options strongly implied that the boulevard option with two new pedestrian bridges should be favoured.

Can a boulevard meet traffic demands?

The boulevard option was tested for feasibility in traffic engineering terms. Intersection capacity would be reduced for commuter peaks, but in terms of social and environmental

benefits, it does not seem appropriate to prioritise capacity for commuters in cars—who could make other travel arrangements—at the expense of a reduced quality in one of Victoria's highest valued iconic and tourism places.

Should Jacka Boulevard be placed underground?

The concept of undergrounding Jacka Boulevard was initiated in the 20–20 vision process and tested in developing the Framework via environmental analysis, consultation and economic assessment. As a result, placing Jacka Boulevard underground can not be favoured at this time, as it would not deliver a sufficient combination of environmental, social, cultural and economic benefits to justify it:

- The northern entry portal would mean losing space from Catani Gardens at its location, albeit a net increase in open space above the covered road.
- The southern entry portal would place significant engineering structures in a visually sensitive location.
- The plaza on top of the tunnel would blur the distinction between Upper Esplanade and the lower Foreshore and so undermine a distinctive, important three-dimensional feature of St Kilda.
- Traffic calming would still be required to ensure that activities on the St Kilda Triangle site are properly integrated with the Beach.
- Boulevards evoke formality and grandeur—a broad avenue laid out in a formal manner can give structure and comprehension to the Foreshore, linking important destinations and retaining St Kilda's characteristic sense of the theatre of the street.

The boulevard option, with a standardised, controlled T-intersection and two new pedestrian bridges provides at-grade connections from Fitzroy Street to the Foreshore, retains the topographic status of St Kilda Hill and extends the boulevard theme across the entire length of Jacka Boulevard.

Although a complete tunnel option is not recommended, a plaza that forms a bridge across Jacka Boulevard, connecting Fitzroy Street to the Foreshore, may still be a future possibility and is possible to construct.

Proposals

- P1.1** Redefine and redesign Jacka Boulevard by widening footpaths, reducing road space, providing two traffic lanes in each direction with three lanes at intersections, widening the central median, and implementing a standardised, controlled, at-grade intersection for Jacka Boulevard and Fitzroy Street.
- P1.2** Construct two new pedestrian bridges over Jacka Boulevard at the St Kilda Triangle site and on an axis with St Kilda Pier in front of Esplanade Hotel, and remove existing footbridge. Consider the opportunity for these bridges to support activities. The location and design of footbridges should consider access for all, capacity and safety.
- P1.3** Construct additional pedestrian crossings at ground level, widen footpaths and generally improve the pedestrian environment.

See maps: Appendix 3—Fig. 29; Illustration, Appendix 3—Fig. 30; Framework concepts. See also: Fig. 20; Proposed Jacka Boulevard cross section, Fig. 21; Proposed Jacka Boulevard—Fitzroy Street intersection layout with vehicular turning movements.

Other actions that would support the Framework vision

- Continue to explore options to reduce and eventually relocate the majority of truck traffic on Beach Road to more appropriate alternative routes, including Nepean Highway—Queens Road—Kings Way, to provide for more intricate, smaller scale bridge structures.
- Prepare a comprehensive urban design framework for St Kilda Junction that recognises the relationship between St Kilda Foreshore and the Junction.
- Explore an additional option to build a plaza over Jacka Boulevard that connects Fitzroy Street to the Foreshore.
- Explore the viability of opening up the vaults under Upper Esplanade to public use and linking this activity to pedestrian access.
- Investigate the feasibility of commuter bicycle lanes on Jacka Boulevard.

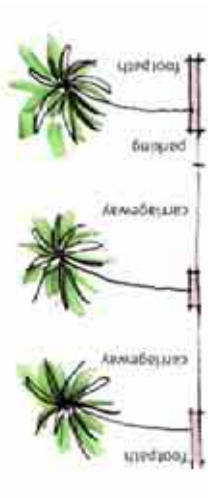


FIG. 20: PROPOSED CROSS SECTION

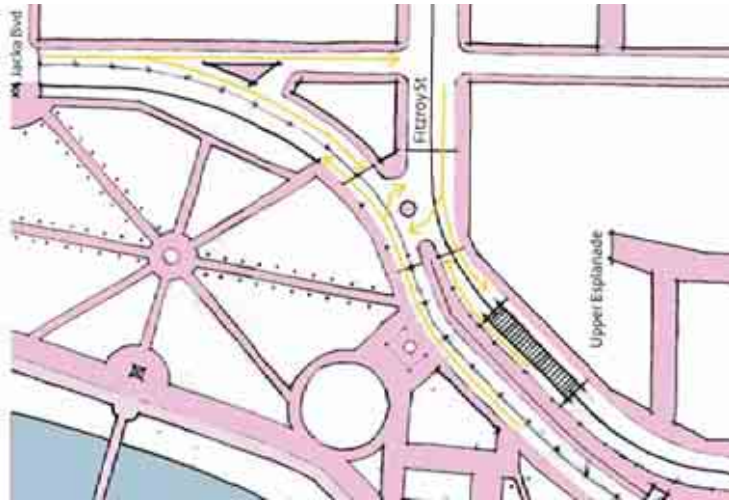


FIG. 21: PROPOSED INTERSECTION LAYOUT WITH VEHICULAR TURNING MOVEMENTS

**Opportunity 2
Foreshore Promenade**

A broad promenade with grace and room for all users.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for the Promenade:

- Improve the functionality and safety of Foreshore Promenade by physical reconstruction into a wider path for safer use by all.
- Reconfigure Pier Road as a pedestrian-recreation oriented route, with limited vehicle access and parking, a designated cycle-skiing route and additional width for pedestrians either on a wider footpath, or on a new boardwalk outside the sea wall.
- Increase pedestrian comfort by improving the quality of the public realm through landscape and surface treatments and by allowing for the development of more active uses and shelter along roads and paths.
- Upgrade existing bicycle paths to cater for future demand and establish connections between existing bike paths to ensure a comprehensive and useable bicycle network.
- Upgrade existing and create new bicycle paths to cater for future demand and establish safe connections between the paths to ensure a comprehensive and useable bicycle network.

How can the design principles be achieved?

There is currently insufficient space in Pier Road to safely cater for pedestrians, cyclists and skaters, because of limited width and the need to accommodate vehicular access and parking. The slipway between the Royal Melbourne Yacht Squadron and the water's edge makes movement along the path difficult.

There are two ways to widen Pier Road: to extend it seaward with a relocated sea wall or a boardwalk, or to move the Camii Gardens lava rock wall back into the gardens. Mowing the garden wall is not considered appropriate, because it affects heritage values and reduces the area of green space.

The Foreshore Promenade is extremely busy at peak times, with pedestrians, rollerbladers and cyclists sharing a narrow space. This creates safety hazards, especially for children. Marina Reserve has only a single path for bicycles. This confuses pedestrian movement. There is an opportunity to improve the functionality and safety of the Foreshore Promenade as a whole in the following ways:

Proposals

- P2.1** Reconfigure Pier Road as a pedestrian-recreation oriented route that reduces vehicle use, while proving for purpose-related vehicle access, and potential opportunities for parking having regard to the needs of the users of the harbour.
- P2.2** Widen the Promenade by relocating the sea wall or by decking outside the sea wall next to the Royal Melbourne Yacht Squadron to assist pedestrian and bicycle movement and manage service vehicle access, subject to environmental considerations and capacity.
- P2.3** Reconstruct the Foreshore Promenade from St Kilda Pier entry area to South Beach into a wider path, with separated lanes for pedestrians and cyclists/rollerbladers.
- P2.4** Investigate reserving the Foreshore Promenade for pedestrians, recreational skaters and children's cycling only.
- P2.5** Investigate the opportunities to commission artworks for the Foreshore Promenade
- P2.6** Establish surface paving that enhances the use and visual amenity of the Foreshore and assists with orientation, movement and safety.
- P2.7** Improve visitor amenities and services, incorporating additional public toilets at key destinations, such as West Beach, St Kilda Sea Baths, St Kilda Triangle Site and Shakespeare Grove preferably linked to existing and (or) new commercial and (or) community facilities.
- P2.8** Provide safe pedestrian access to public seating along the Foreshore Promenade, near the Stoke House, Donovan's and Catani Arch.

See maps: Appendix 3/1—Fig 29; Illustration, Appendix 3/2—FIG. 30; Framework concepts.

See also: Fig 22; Proposed Foreshore Promenade cross sections.

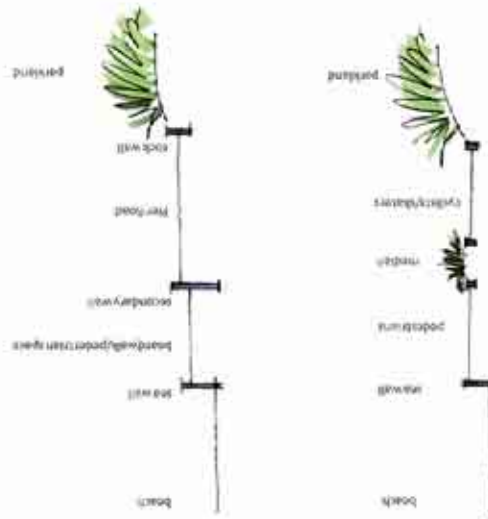


FIG. 22: PROPOSED CROSS SECTIONS

**Opportunity 3
Upper Esplanade and Alfred Square**

Recovered role of the belvedere and the related contemplative space of Alfred Square.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified some **specific design principles** for Upper Esplanade:

- Reopen views from Upper Esplanade to the sea by recreating a more pronounced viewing plane with appropriate paving and a transparent balustrade, and by improving the visual quality and amenity of the planned slope by trimming visually obstructing vegetation.
- Reinforce the belvedere function of Upper Esplanade and celebrate and reinforce the meeting point of the Esplanade and the Beach as two intersecting arches.
- Reinforce and celebrate the commemorative, contemplative and viewing function of Alfred Square and improve its visual quality, amenity, accessibility and integration with Upper Esplanade.
- Continue to provide exposed and secluded viewing places along the beachfront.
- Improve the attractiveness of places that embody the cultural heritage of St Kilda including Upper Esplanade and Alfred Square.
- Support the development of public transport infrastructure to serve the Foreshore area.
- Reinforce the identity of St Kilda Foreshore through public art.

HOW CAN THE DESIGN PRINCIPLES BE ACHIEVED?

The Framework approach is one of repairing the existing urban fabric—there are few major design decisions to be made for this place.

The general configuration of Upper Esplanade street space is proposed to mainly remain, apart from widening the western footpath and consolidating and improving tram stops. However, the quality of finish and the details of design need attention. Currently the ground plane of the street is uneven with significant crossfalls, and the balustrade obstructs views. Reconstruction of the Esplanade can create a more unified, level ground plane. This, together with a new balustrade and a renovated, more transparent landscape, will make views more accessible and reinforce their dramatic nature.

Alfred Square is a traditional seascape viewing space overlooking Upper Esplanade and the location of an important, commemorative monument as its visual focus. As such, it has considerable heritage value. The square retains its formal design of paths and planting, but the public infrastructure is worn and inconsistent and the monument is in need of repair. Visibility and access from Upper Esplanade is constrained by the stone wall at the edge of the square, providing only one access point from the street—people are not readily invited to enter the square.

The Framework considers it important to strengthen the heritage and interpretive aspects of Alfred Square, and to provide enhanced access and seating for people to enter and enjoy the space. Apart from restoration of physical fabric, it will be important to retain the formal design of the square and to ensure a high degree of aesthetic attention and maintenance to paths, structures, garden beds and lawns. Heritage considerations permitting, a possible way to improve the interface of the square and Upper Esplanade would be to replace the existing wall with stone steps along the length of the square. While accessibility would be enhanced, the remaining grade separation would continue to maintain the square's contemplative qualities.

A modern balustrade or historic reproduction?

There is a choice between commissioning a new, contemporary balustrade and searching historic records to replace the balustrade with a replication of a historic design. The Framework recommends a contemporary balustrade, but it is important that the design has artistic and design integrity and is constructed with a high standard of craftsmanship.

The Framework proposes two new pedestrian bridges from Upper Esplanade over Jacka Boulevard. These will necessarily be of contemporary design and the design of the balustrade should be considered in this context.

Proposals

- P3.1 Reconstruct the Esplanade to enhance its role and use as a high quality pedestrian environment incorporating seats towards views.
- P3.2 Remove the existing Besser brick wall and replace with more responsive design.
- P3.3 Develop a landscape plan for Upper Esplanade and its verge to Jacka Boulevard which retains heritage values, considers the adverse impacts of power lines and vegetation on views and on the amenity of the Foreshore, removes environmental weeds and increases the use of local native species.
- P3.4 Consider weather protection for the St Kilda Art and Craft Market, as well as support services such as storage and power, but without introducing any permanent or semi-permanent fixtures or fittings apart from public infrastructure.
- P3.5 Improve the Alfred Square edge to Upper Esplanade to make the square more accessible and inviting to enter from the street.
- P3.6 Upgrade footpaths along Upper Esplanade.
- P3.7 Consolidate existing tram stops into a reconstructed, safe stop south of Alfred Square.
- P3.8 Prepare a landscape plan for Alfred Square that:
 - recognises the role of the square as a ceremonial, commemorative and contemplative space and traditional viewing place, and
 - addresses the conservation of heritage fabric, augmentation of the formal design, enhancement of interpretive values and views, improvements to amenity, provision of additional, coordinated seating and shelter, and replacement of aging surface materials of Alfred Square.

See map: Appendix 3/1—Fig. 29; Illustration, Appendix 3/2—Fig. 30; Framework concepts.



Jacka Boulevard and Upper Esplanade looking east, 2000.



**Opportunity 4
Shakespeare Grove**

A linear urban plaza, culminating visually at the historic Burley Griffin columns at the Beach edge and with active frontages extending from Acland Street towards the Beach.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for Shakespeare Grove:

- Improve connections between public spaces along the Foreshore by ensuring pedestrian permeability, attractiveness and visual guidance at key locations, in particular along Shakespeare Grove.
- Explore the options for greengrocer kiosks and the like to augment local services and shops.
- Continue to provide services and spaces for local residents, such as VegOut community gardens at the Peanut Farm Reserve.
- Consolidate and encourage the use of the VegOut site as community open space, including the retention of of the community gardens as a vital community activity site, which maximises public access and accommodates a variety of community-based uses.

How can the design principles be achieved?

It is important to reinforce the spatial definition of Shakespeare Grove and keep it uncluttered, but most importantly to recover it as a landscaped 'grove'.

Shakespeare Grove aligns with a main underground drain, which sets limits for construction and tree planting in this street. It will be important to establish the practical constraints and opportunities arising from the location and structure of this drain prior to finalising any design concepts to improve the area.

The VegOut community gardens should be retained as a vital community activity, whilst providing future scope for other compatible community-based activities. This may include improvements to the existing building now housing artists' studios to provide more studios and (or) a gallery space, or facilities that are associated with the primary use of the site as community open space. Consolidation of the VegOut site as community open space should contribute to making Shakespeare Grove a more pleasant and active pedestrian environment.

Proposals

- P4.1 Strengthen the landscape theme of Shakespeare Grove as a dominant streetscape pattern and improve it as a shared space for cars and pedestrians, including parking in the landscape.
- P4.2 Demolish the public toilets in Shakespeare Grove and replace at a more suitable location.
- P4.3 Extend footpath space on the north and south side of Shakespeare Grove. This is particularly important near the Vineyard Restaurant.
- P4.4 Investigate the use of Shakespeare Grove as a community space and a potential site for markets. Consider redesigning the street interface to provide suitable facilities for these.
- P4.5 Open sea views at the end of Shakespeare Grove with appropriate planting arrangements along the Beach, while maintaining appropriate wind protection.
- P4.6 Work with VegOut gardens, local artists and other interested community members to investigate the potential to:
 - open up access to VegOut, with gates at the interfaces of Shakespeare Grove and Peanut Farm Reserve,
 - upgrade paths through the gardens, incorporating disabled access,
 - improve the existing building to provide more space which could accommodate artists' studios, office space, meeting space, kitchen, indoor teaching facilities and (or) combined exhibition/teaching/community space,
 - preserve the existing garden space and retain solar access to it, and
 - ensure that any improvements to buildings, and facilities do not significantly encroach upon the space allocated for garden plots.
- P4.7 Locate a skate facility at the west end of Shakespeare Grove with a design that responds to Luna Park as a backdrop. Any decisions on the design and development of this skate park are necessarily subject to normal planning processes.
- P4.8 Restore and correctly space the historic Burley Griffin columns at the Beach edge on axis with Shakespeare Grove.

See maps: Appendix 3/1—Fig. 29; Illustration, Appendix 3/2—Fig. 30; Framework concepts.

Opportunity 5

Recreational use of the Beach and water

A beach that provides a range of activity opportunities, facilities and services including swimming.

St Kilda Beach and South Beach are the most popular recreational beaches in St Kilda. There is a number of facilities such as the Sea Baths, St Kilda Surf Life Saving Club and other services located in the linear space along the Beach. The intense use of these spaces at peak times for beach activities, special events and movement requires a strategic approach to improving this part of the Foreshore.

The St Kilda Sea Baths is an important beachfront facility, with a thirty-year lease as a result of extensive negotiations involving Council. Consequently, no changes to the lease are recommended, unless negotiated, within the proposed implementation timeframe of the Urban Design Framework.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for the Beach:

- Co-locate uses and encourage new uses that support existing attractions, assets and facilities.
- Redevelop the Brooks Jetty outfall to improve water quality and lessen adverse impacts.
- Improve movement along the Foreshore and access to facilities and services.

How can the design principles be achieved?

More investigation needs to be carried out to decide what kind of swimming facilities might be appropriate for the Beach and where they might be located. A possible location would be next to St Kilda Pier, where swimming structures have previously existed.

Proposals

- P5.1 Develop facilities for swimming and water play, such as a sea pool, diving platform and (or) designated areas for salt water swimming.
- P5.2 Improve South Beach including new landscape treatment and provision of services and facilities for events and visitors.
- P5.3 Restore existing heritage structures including Catani Arch.
- P5.4 Investigate the removal of Brooks Jetty and its replacement with a more appropriate recreational structure.
- P5.5 Retain surf life saving services and investigate the potential to relocate the St Kilda Surf Life Saving Club at a more opportune Foreshore site.
- P5.6 Investigate the number and location of kiosk facilities and the possible demolition of poorly located kiosks.
- P5.7 Improve pedestrian and bicycle paths between St Kilda Pier entry area and St Kilda Marina.
- P5.8 Integrate the landscape treatment around St Kilda Sea Baths with the desired future character of St Kilda Beach.
- P5.9 Consider the optimum location for play equipment, maximising access and site advantages.
- P5.10 Provide increased opportunities for seating and shade along the Foreshore, especially from shade trees.

See maps: Appendix 3 / 1—Fig. 29; Illustration, Appendix 3 / 2—Fig. 30; Framework concepts.



St Kilda Beach, 2000.

SPATIAL CLUSTERS

Opportunity 6
West Beach and Catani Gardens

A community hub with amenities and an ecological interpretation centre in a redeveloped pavilion.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for West Beach and Catani Gardens:

- Develop new facilities at the West Beach Pavilion with public and private uses to make it a viable attraction for the community. Some potential public uses include indigenous interpretation, ecological interpretation, marine and coastal uses, educational facilities, and public amenities. Some potential commercial uses include tour operators and food and beverage outlets.
- Maintain a variety of quiet contemplative spaces in Catani Gardens, Marma Reserve, St Kilda Pier and Alfred Square.
- Provide a balance of activity nodes and quiet places for rest and contemplation.
- Improve the attractiveness of places that embody St Kilda's cultural heritage including West Beach.
- Improve connections between public spaces along the Foreshore by ensuring pedestrian permeability, attractiveness and visual guidance at key locations, in particular between Catani Gardens and West Beach.
- Continue the current program of beach replenishment and sand removal from the spit near Cowderoy Street.
- Ensure that any changes in land use, infrastructure and movement patterns assist in the preservation of historic buildings and places.
- Provide a balance of activity nodes and quiet places for rest and contemplation.

How can the design principles be achieved?

West Beach Pavilion can support a range of beach-related uses at this important location at the northern end of St Kilda Foreshore. It is large enough to provide an important cultural and environmental interpretation role. Increased use would make these facilities viable.

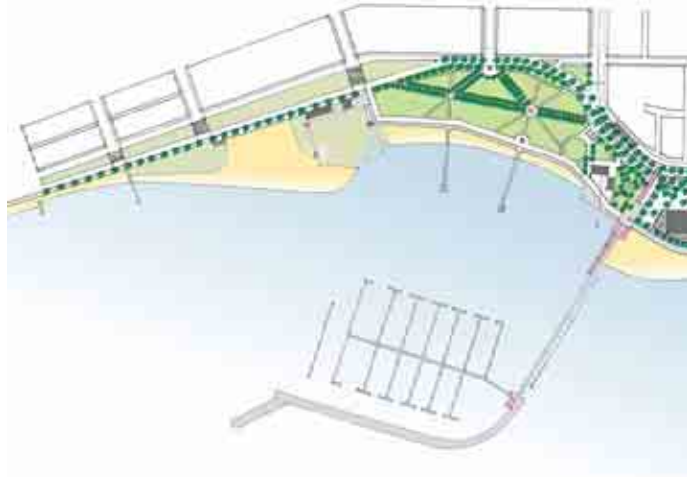
An improved Pavilion would make a good starting point for environmental walks and accommodate management room, boat tour operations, toilets, a small food and beverage outlet, interpretive centre, and services for active beach users.

It is important to improve the general ease of pedestrian circulation, and make existing saltmarsh gardens easier to appreciate.

Proposals

- P6.1 Refurbish West Beach Pavilion in sympathy with the building's heritage, to support community use and with limited, complementary commercial uses fronting the street and sea.
- P6.2 Construct a boardwalk and a large integrated deck area at the restored Pavilion, relocate existing bridge to align with pedestrian desire lines and provide seats towards views.
- P6.3 Demolish the kiosk at West Beach and the toilets at Beaconsfield Parade.
- P6.4 Demolish the Surf Life Saving Club building and replace with new, complementary facilities, including public toilets located at West Beach.
- P6.5 Create stronger links between West Beach and Catani Gardens via a direct interconnecting path, while not compromising the Gardens' sense of enclosure.
- P6.6 Integrate existing saltmarsh gardens into the design of the area and investigate continuation of revegetation programs to the north, balanced against the need to maintain active use of the beach, and manage coastal processes.
- P6.7 Implement the Catani Gardens Conservation Plan.
- P6.8 Install appropriate litter management devices for the Cowderoy Street drain in harmony with local ecology and with no adverse impact on local wildlife.
- P6.9 Recreate a play space that is sympathetic to the heritage values of Catani Gardens and (or) the environmental aspects of West Beach.
- P6.10 Investigate the design of the War Memorial and its surrounding reflective space and investigate the possible relocation of the Memorial to Alfred Square.

See maps: *Opportunities and proposals—Fig. 19; Spatial clusters—Proposed boundaries, Appendix 3/1—Fig. 29; Illustration, Appendix 3/2—Fig. 3/3; Framework concepts.*



It will be important to recognise environmental issues, including impacts on wildlife, in the use and development of the Harbour. The environmental capacity and final layout of proposed Harbour structures will require further investigation. The zoning of Harbour activities should be determined in accordance with the guidelines in the Draft Boating Strategy.

Proposals

- P7.1 Provide a safe harbour, which may include:
- wave attenuators along with floating pens and environmentally sensitive fore and aft moorings to replace swing moorings, allowing the retention of a recreational beach accessible for off-the-beach yacht classes,
 - floating marinas with public access along their spines,
 - public mooring areas,
 - shelter and interpretation facilities around the Harbour and out to the breakwater,
 - an increased number of boating berths and facilities,
 - facilities for a sustainable number of ferry passengers, eco-tourism operators and boat support services,
 - new finger piers extending from existing sea wall bastions subject to feasibility,
 - a retained Royal Melbourne Yacht Squadron slip and boatyard,
 - a refurbished St Kilda Pier, considering the reintroduction of timber structures, and
 - investigate the need to relocate the breakwater fence to provide a larger protected area for penguins and rakali and ensure protection from disturbances.

P7.2

Continue to protect and encourage community management of the penguin and rakali habitats.

P7.3

Ensure sustainable boat usage of the Harbour in accordance with the recreational boat zone and the Wildlife Management Conservation Area.

P7.4

Design and implement all marine structures in accordance with best practice principles in environmental design.

P7.5

Ensure that the design and implementation of the safe harbour allows close interaction of the public with boating activities and the water.

P7.6

Investigate possibilities for wave attenuators to include swimming areas.

See maps: Opportunities and proposals—Fig. 19: Spatial limits—Proposed boundaries, Appendix 3/1—Fig. 29: Illustration, Appendix 3/2—Fig. 30: Framework concepts.

Please note that the marina design is notional as per conceptual engineering plans and will require more detailed investigation into dimensions and distances of structures and environmental impacts.

Opportunity 7 The Harbour

A vibrant working harbour in harmony with ecological processes.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for St Kilda Harbour:

- Develop a safe harbour, without causing unacceptable adverse impacts on Foreshore and Bay ecology, coastal processes and water quality, including minimising the future need for maintenance dredging.
- Develop complementary activities at the Harbour and the waterfront, as well as shelter and interpretation facilities around the Harbour and out to the breakwater.
- Ensure that the development and management of the Harbour controls the uses, the maintenance of facilities and the development of new structures to allow for the sustenance of marine flora and fauna, a reduced risk of marine pests, and the protection of views.
- Manage access to the breakwater, in particular during the Little Penguin breeding season from September to December.
- Consider opportunities at key points for additional, delightful visual experiences of the Foreshore and views back to land.
- Celebrate the unifying panoramic city view from the mid-point of St Kilda Pier.
- Promote and provide for access to St Kilda via the water.
- Improve the attractiveness of places that embody the cultural heritage of St Kilda including St Kilda Harbour.
- Increase pedestrian comfort, where appropriate, by improving the quality of the public realm through landscape and surface treatments and by allowing for the development of more active uses and shelter along roads and paths.

How can the design principles be achieved?

Development of a safe working harbour at St Kilda Foreshore could provide better opportunities for all to participate in aquatic activities and encourage contact with the water.

The Victorian Coastal Strategy 2002 identifies Melbourne as a State Marine Precinct. St Kilda Harbour being one facility that contributes to the overall function of the precinct. Such a precinct will normally contain a range of facilities from local to international importance.

Current Harbour facilities are in poor repair and due for replacement. The expected lifespan of St Kilda Pier is fifteen years from 2001. Installation of modern wave attenuators would improve facilities for boats while maintaining ecological processes. These wave attenuators are key features in developing a safe harbour, as they substantially reduce wave activity and height, reducing wave-induced damage to boats and harbour structures and allowing all weather access and mooring.

As well as adequate shelter from waves, a working harbour requires a certain number of berths to be financially viable. Existing berth capacity could be extended to provide for the Royal Melbourne Yacht Squadron as well as for the additional number of berths required for viability. Economic investigations undertaken as a part of the Framework process suggest that the minimum number of additional berths is:

- 100 permanent berths,
- 70 day trip berths,
- 30 specialist cabin cruiser berths, and
- redeveloped Yacht Squadron berths.

The estimated cost of the proposals for a safe harbour, including the cost of beach renourishment, is approximately \$16 million.



Proposals

- P8.1 Construct a pedestrian bridge to complete the St. Kilda Pier axis to the Upper Esplanade.
- P8.2 Construct a direct pedestrian path from Fitzroy Street north of the Royal Melbourne Yacht Squadron building and improve the attractiveness of this path by, for example, relocating sculpture, providing more space around the memorial stone and constructing a stone seat around the edge of the circular lawn.
- P8.3 Relocate the sea wall west of the Royal Melbourne Yacht Squadron building to increase the width of pedestrian space while providing access for service vehicles.
- P8.4 Open up the St. Kilda Pier entry area as a pedestrian space by removing the 1980s pavilion and by providing improved facilities, services and shelter.
- P8.5 Preserve and complete Mirka Mora's mosaic seat (1994) as a design feature of the St. Kilda Pier entry area.
- P8.6 Reconfigure the space around Captain Cook Memorial so that it provides a clear connection between the Sea Baths and Catani Gardens.
- P8.7 Strengthen the Royal Melbourne Yacht Squadron building as a landmark to reinforce its role and use, considering ways to retrieve and improve its architecture.
- P8.8 Consolidate junior sailing activities at the Royal Melbourne Yacht Squadron building having regard to access requirements, and investigate the potential to better accommodate complementary public uses consistent with core activities. Additional floorspace next to the existing Royal Melbourne Yacht Squadron building, comparable to the existing junior sailing activity space in West Beach Pavilion, could facilitate the relocation of the junior sailing activities.
- P8.9 Close Pier Road, terminating vehicle traffic at the Royal Melbourne Yacht Squadron building; provide in Pier Road a lane for cyclists and rollerbladers, as well as short-term service and disabled parking space, and a taxi stand in close proximity to the Pier Entry.
- P8.10 Explore opportunities to create better public access to the Royal Melbourne Yacht Squadron building, including investigation for a maritime history interpretation centre.

See maps: *Opportunities and proposals—Fig. 19; Spatial clusters—Proposed boundaries, Appendix 3/1—Fig. 29; Illustration, Appendix 3/2—Fig. 30; Framework concepts.*

Opportunity 8

St Kilda Pier entry area

An attractive confluence of movement and paths: a junction that helps with the distribution of pedestrian, bicycle and rollerblade traffic.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for the St. Kilda Pier entry area:

- Develop new public facilities in activity nodes such as the St. Kilda Pier entry area.
- Strengthen the role of St. Kilda Pier entry area in the open space network through vitalisation of use and improvement of environmental quality and visual image.
- Design a better interface between St. Kilda Pier entry area and the Royal Melbourne Yacht Squadron.
- Provide more comfortable and legible pedestrian connections along the linear Foreshore zones and across these zones at key axial points.
- Improve connections between public spaces along the Foreshore by ensuring pedestrian permeability, attractiveness and visual guidance at key locations, in particular:
 - from the Esplanade to St. Kilda Pier,
 - from Fitzroy Street to the Beach,
 - around the Sea Baths, and
 - between the Sea Baths and Catani Gardens.
- Increase pedestrian comfort, where appropriate, by improving the quality of the public realm through landscape and surface treatments and by allowing for the development of more active uses and shelter along roads and paths.
- Identify natural desire lines and ensure that pedestrian links are located only where most needed, removing inappropriate and poorly located links.
- Design and implement paths and spaces that minimise conflicts between pedestrians, cyclists, rollerbladers and any service access, particularly the St. Kilda Pier Entry space.

How can the design principles be achieved?

There is a need to improve the St. Kilda Pier entry area and to provide better connections.

The connection at grade from Fitzroy Street currently leads to the south of the Royal Melbourne Yacht Squadron building—this makes for a convoluted, unclear path. The main pedestrian access is better located north of the building—this provides clearer links and better integrates the original Catani Gardens design into the area. Extending the line of the Pier with a new pedestrian bridge to Upper Esplanade can further reinforce the role of the Pier axis in the overall structure of the Foreshore.

The Royal Melbourne Yacht Squadron is a landmark building at the end of the Fitzroy Street axis. Its role can be strengthened by improving its surrounds. The junior sailing activities are best consolidated at this building, which is an operational advantage for the club and allows for flexibility in the development of the West Beach area, where they are currently located.



The lawn and Pier. Historic photograph, St. Kilda Beach and Pier at Sea Baths, 2001.

- ensure that the shape and fabric of any additional buildings improve the visual amenity of the site in keeping with its setting, and
- ensure that any new development is constructed to minimise noise transference through high quality facility design, landscaping and buffer zones.

Is a western building a good idea?

The vision to include a building on the western end of the St Kilda Triangle site was made for a number of reasons:

Leases on Palais Theatre and the Palace Entertainment Complex building are due for renewal in the near future and need to be considered in the context of viability. A new building and (or) improvements to the existing building would allow floorspace for activities that support cultural heritage. Without increased floorspace, opportunities will be lost.

Furthermore, new and (or) improved development will help define and strengthen the proposed creation of public open space on the St Kilda Triangle site, providing activities which increase its attractiveness and sense of security in the way Vineyard Restaurant contributes to O'Donnell Gardens and Kirby's Café to the end of St Kilda Pier. Importantly, it will provide pedestrian activity along Jacka Boulevard.

Community consultation revealed an alternative desire to develop the site as a quiet contemplative space. The Framework recognises the need for contemplative spaces along the Foreshore, but proposes that these are already provided in Alfred Square and Catani Gardens. It is not envisaged, however, that any new public space at the St Kilda Triangle site would always be buzzing with activity. For the most, it is likely to be a relatively quiet space due to protection from traffic, and the provision of ample room for users.

How high should new buildings be?

Before determining the height, layout, or design of any new building on the site, there is a need for detailed analysis. New buildings need to be carefully sited and kept relatively low so as not to block views to Palais Theatre, or important seascape views from Upper Esplanade. It is particularly important to retain the serial seascape and beachfront views and glimpsed vignettes across the St Kilda Triangle site from locations, such as the Jesse Fairchild Memorial on Upper Esplanade to:

- Williamstown,
- the Sea Baths domes,
- Marina Lighthouse,
- Stoke House restaurant,
- Catani Arch, and
- the horizon.

Decisions on any new built forms on this site must also take into consideration the views towards the Luna Park entrance—Mr. Moon—and St Kilda Hill from the view arch at the lower Foreshore level between Upper Esplanade and the Beach.

Any building on this site will be visible in places from Upper Esplanade, but overall, with the recommended improvements including the removal of the existing three-storey Palace Nighthcb building, it is certainly possible to retain the views.

What about car parking?

While it is important to provide better public transport access to St Kilda Foreshore, there will still be a need to provide for car parking, as well as to reduce the impacts of on street parking. The St Kilda Triangle site currently accommodates approximately 300 parking spaces. This number will need to be retained and additional spaces provided for any new uses, and to retain and enhance the attractiveness of Palais Theatre as a venue. There is also an opportunity on this site to replace surface parking currently existing elsewhere on the Foreshore and provide car spaces for St Kilda Harbour and other uses. These can be provided underground. The final number of car spaces provided needs to be determined in association with final plans for the site, but it appears from the Framework investigations that a total of approximately 900 spaces could be possible.

Opportunity 9

St Kilda Triangle site

A new public space to the west of a reinvigorated Palais Theatre, supported by a variety of indoor and outdoor entertainment and cultural venues envisaged in a new contemporary building. The feasibility of retaining and improving the existing Palace should be assessed as an option.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for St Kilda Triangle site:

- Define and strengthen the visual and spatial qualities of public open space with sympathetic new development, specifically on the St Kilda Triangle site.
- Ensure the continued viability of existing landmarks and attractions including Palais Theatre.
- Improve the attractiveness of places that embody the cultural heritage of St Kilda and ensure the continued viability of existing landmarks and attractions including Palais Theatre.
- Encourage new uses that will support existing attractions and assets including Palais Theatre.
- Ensure that iconic buildings, items and places such as Palais Theatre, are maintained and that any development around them is coordinated with them.
- Maximise the identifying and visually organising potential of existing vista termination points and create new ones at key locations, such as the St Kilda Triangle site.
- Recover 'lost space'—spaces that are dominated by vehicles or are unkempt—by creating new attractive and interesting places particularly along Shakespeare Grove and next to Palais Theatre.
- Implement standardised, controlled, at grade intersections, where possible, and minimise the distance pedestrians need to cross.

How can the design principles be achieved?

The St Kilda Triangle site is a public asset that should be improved and maintained for future generations to enjoy. Maintenance of the Palais Theatre building and improvements to surrounding public space require substantial financial investments to ensure long term use and viability, which depends on a mix of private and public investment. It is imperative that public benefit is maximised by private investment in facilities that maintain the traditional, cultural use of this site.

Framework recommendations for the site emerge from a number of considerations. There is a need for backstage space for Palais Theatre, which can only be achieved by a new building at its rear. The land west of the Palais needs to be kept relatively open to preserve views from Upper Esplanade. The Palace Entertainment Complex building does not currently provide sufficient flexibility for cultural activities. Consequently, there is a need to include more floorspace on the site to get the right mix of complementary activities and to provide future space.

The Framework envisages a new building at the western end of the site, which would repeat the Foreshore pattern of a pavilion building in open space and complement the Palais Theatre building. It further recommends the creation of a new public plaza on the site to interlink existing and proposed buildings and associated activities, as well as to provide durable space for festivals. This space needs to be protected from the elements and, to make it attractive, shops or studios are proposed under a terrace extension of Upper Esplanade.

In the development of the St Kilda Triangle site, the feasibility of retaining and improving the existing Palace Entertainment Complex should also be assessed as an option, applying the proposed design principles for the Triangle site and the Foreshore as a whole.

In any development of the St Kilda Triangle site, it will be important to:

- provide security of leases and allocation of additional space where required,
- set design parameters for future improvements including three-dimensional relationships and maintenance of views and vistas from Upper Esplanade,
- develop complementary activities on the site,



FIG. 23: PROPOSED STATUTORY BOUNDARIES

Proposals

P9.1 Construct a new building at the rear of Palais Theatre to provide for backstage facilities. Preferred supporting uses for this building would relate strongly to the precinct's cultural and entertainment heritage, and could comprise dance and entertainment venues, cinemas, galleries, a bar or nightclub. Other possible uses may include a small hotel, reception and conference centre, restaurant, artists' studios or retail.

P9.2 Investigate the opportunity to remove surface car parking and replace with underground parking in association with new development.

P9.3 Create a forecourt space to Palais Theatre incorporating Lower Esplanade and with steps leading to Upper Esplanade.

P9.4 Improve the forecourts to both Luna Park and Palais Theatre, using complementary surface treatments and improving pedestrian interconnectivity.

P9.5 Create a predominant new public plaza west of Palais Theatre, incorporating some structures for shops, studios and activities to front it. Some of these can be located under a viewing platform extension to Upper Esplanade.

P9.6 Replace the Palace Entertainment Complex building with an improved, contemporary building adjoining a new plaza, which retains views from Upper Esplanade to the horizon and which creates a sense of visual connection to the beach and with other key destinations. The Framework envisages replacement of the Palace Entertainment Complex, but the retention and improvement of the existing building is also an option. Any new building(s) should retain the use of the Palace Entertainment Complex, be publicly accessible and provide for cultural and entertainment uses, such as a dance venue, cinema, ice skating rink, and artists' studios, craft shops and gallery space. The new and/or improved building(s) could incorporate basement car parking and an upper level pedestrian link across Jacka Boulevard.

P9.7 Construct a sound shell/performance space in association with the new plaza and provide high quality landscape treatment, including both hard surfaces and park-like spaces. Landscape themes can include both hard and parklike spaces.

P9.8 Improve landscaping in Cavell Street and investigate its use for bus parking

P9.9 Create active frontages to buildings that face Jacka Boulevard, where possible and appropriate.

P9.10 Protect views to the entrance of Luna Park, including unobstructed views from Upper Esplanade.

P9.11 Consider the siting and height of any new built forms on the St Kilda Triangle site in relation to:

- the range of distances from which the various parts of the development and important features of its surrounding context can be seen,
- the relative number of people likely to see views such as the Luna Park entrance—Mr Moon—from South Beach and approaching vehicles on Jacka Boulevard,
- the length of time during which each view can be experienced, and
- the quality of the view experience.

Refer to Fig. 23: Proposed statutory boundaries of the St Kilda Triangle site.

See also: Opportunities and proposals—Fig. 19; Spatial clusters—Proposed boundaries, Appendix 3/1—Fig. 29; Illustration, Appendix 3/2—Fig. 30; Framework concepts.



View from Upper Esplanade towards the St Kilda Triangle site, 2001

View from Upper Esplanade across the St Kilda Triangle site towards the beach, 2000.



Opportunity 10 O'Donnell Gardens and Acland Street

An entry and orientation point to various attractions of St Kilda Foreshore. A friendly green space with safe pedestrian connections and clarity of space.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for O'Donnell Gardens and Acland Street:

- Improve the attractiveness of places that embody the cultural heritage of St Kilda including O'Donnell Gardens.
- Implement standardised, controlled, at grade intersections, where possible, and minimise the distance pedestrians need to cross.
- Provide bicycle-parking facilities at public transport nodes, where appropriate.
- Define and strengthen the visual and spatial qualities of public open space, with sympathetic new development, specifically around O'Donnell Gardens.
- Encourage active frontages and uses near open space.
- Remove inappropriately located facilities and develop new ones next to Vineyard Restaurant.

How can the design principles be achieved?

There is scope to improve the Acland Street–Carlisle intersection into a truly pedestrian-friendly space, where people feel comfortable to move through and be in.

The Framework proposes extending the pedestrian realm across the intersection as a new square with an improved tram stop and 'Spanish steps' along O'Donnell Gardens as an informal seating area, allowing for less vehicle conflict at the intersection and providing more space for pedestrians.

The current McDonald's site is a prime opportunity for consolidating urban form, creating a spatial and visual link to O'Donnell Gardens and providing extended commercial space in a new building with outdoor dining and café space that relates to the building. The revised DDO6 provides for four-storey development on this site.

Vineyard Restaurant serves a useful function in keeping the space active and should be retained. The toilets next to it are proposed to be removed and redeveloped as part of future refurbishment of the restaurant building. Corner sites in the area can be redeveloped with high quality buildings and the new area between the Gardens and Acland Street improved to provide better physical and visual connection.

Proposals

- P10.1 Realign Acland Street and Carlisle Street to form a regular crossroads intersection with new traffic signals.
- P10.2 Move the tram stop at the Carlisle Street–Acland Street intersection towards the Palais and Luna Park and reconstruct into a safe stop and modal interchange incorporating bicycle lockers.
- P10.3 Upgrade the street space surrounding O'Donnell Gardens.
- P10.4 Retain and upgrade the Vineyard Restaurant building.
- P10.5 Encourage the redevelopment of corner sites with high quality buildings, which demonstrate outstanding architecture, a scale and form that respond to the surrounding context and, where appropriate, active ground floor use, high quality finishes, urban art, and a built image which contributes to local character.

See maps: *Opportunities and proposals*—Fig. 19; *Spatial clusters*—*Proposed boundaries*, Appendix 3/1—Fig. 29; *Illustration*, Appendix 3/2—Fig. 30; *Framework concepts*.



Beachside dining, 2000.

Opportunity 11 Marina Reserve

A local open space with a native, marine theme.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for Marina Reserve:

- Strengthen the place-defining, structural role of Marina Reserve in the open space network by revitalising uses and improving environmental quality and visual image.
- Improve connections between public spaces along the Foreshore by ensuring pedestrian permeability, attractiveness and visual guidance at key locations, in particular between Marina Reserve and St Kilda Beach.
- Foster ecological diversity and sustainability by protecting and managing existing habitats and undertaking revegetation programs to provide habitat and programs to eradicate introduced species, particularly environmental weeds.
- Strengthen the desired future character of the area by using predominantly indigenous plant species.
- Improve the water quality and beach amenity of St Kilda Beach south of Brooks Jetty.
- Increase the use of local native plants in landscape plantings, where appropriate.

How can the design principles be achieved?

The Framework proposes a number of minor improvements to enhance Marina Reserve.

This is a vacant space with barbecue areas facing the sea. There are excellent opportunities to view boats from the adjacent marina, or to take dogs for a walk or a swim.

Proposals

- P11.1 Strengthen the desired future character and landscape quality of the area by using predominantly indigenous plant species.
- P11.2 Consider provision of a defined edge along the northern side of the Reserve.
- P11.3 Provide a dual pedestrian, bicycle and rollerblade path.
- P11.4 Construct a stone edge to existing car park and remove pine railing.
- P11.5 Provide a direct path south of Brooks Jetty connecting to St Kilda Marina.
- P11.6 Improve the interface of the southern side of Marina Reserve and St Kilda Marina.
- P11.7 Investigate opportunities to develop an integrated plan for increased pedestrian use and enjoyment of St Kilda Marina and Marina Reserve.

See maps: *Opportunities and proposals—Fig. 19; Spatial clusters—Proposed boundaries, Appendix 3/1—Fig. 29; Illustration, Appendix 3/2—Fig. 30; Framework concepts.*



OVERALL THEMES

Opportunity 12

Street furniture, lighting and signage

Well-designed contemporary street furniture and lighting.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for street furniture and lighting:

- Remove superfluous and obsolete street furniture and items to establish a visual logic, with clear messages for pedestrians, cyclists and drivers.
- Develop a consistent palette of paving types, lighting fixtures, signs, furniture items and tree planting themes for application across the Foreshore.
- Conserve heritage items and use them in the thematic development of new coordinated street furniture.
- Use asphalt as the primary consistent pavement material. In high profile, high exposure localities use high quality pavement materials such as stone.
- Apply good quality, genuine, natural and durable materials and simple, elegant detailing to all public infrastructure.
- Improve signage, particularly to ensure that pedestrians know how to get to St Kilda's attractions and to provide interpretive information about Foreshore history, culture, and environment.
- Minimise the need for signs, barriers and the like by designing spaces so that the functions of their parts are clear.
- Provide consistent quality lighting.
- Remove overhead wires where possible.

How can the design principles be achieved?

This Framework proposes improvements to a number of spaces and suggests new seating and street furniture. These improvements should be coordinated.

It is important to avoid artificial design themes, such as 'Victoriana' or 'beachside', and rather develop a set of contemporary, well designed street furnishings.

It is also important to provide consistency of seats, paving details and streetscape items—every detail and item does not need to be the same but the range needs to be thought out for the area as a whole. Ad hoc variations detract from Foreshore image and amenity.

Proposals

- P12.1 Develop a detailed set of design guidelines and standards for street furniture, paving, lighting and public works ('technotes').
- P12.2 Coordinate different forms of lighting—stand alone street lamps, mounted lamps, bollards, uplights, feature lights, building and facade lights and windows lights—so that they create an overall effect, bring attention to iconic components and hide less desirable features.
- P12.3 Install new lighting at poorly lit buildings and spaces.
- P12.4 Use creative lighting to highlight selected features and (or) places of St Kilda Foreshore at night.
- P12.5 Avoid unnecessary light pollution.
- P12.6 Develop a coordinated signage strategy for the St Kilda Foreshore area, covering informational, interpretive, directional and enforcement signs, and guiding their location, size, shape, materials, colours and supporting structures.

**Opportunity 13
Landscape themes**

A heritage resort landscape with a local indigenous understorey.

The foreshore is a culturally modified environment with extensive exotic planting—notably palm trees—and patches of native planting. The Framework intent is to maintain existing strong heritage patterns, such as the formal landscape of Catani Gardens and the planting themes that gave Jacka Boulevard and Shakespeare Grove their distinctive character.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for landscape development:

- Restore historically significant park components.
- Reinterpret original landscape concepts via contemporary translation and augmentation of the themes across the Foreshore area.
- Complete the system of open spaces as an ecologically and visually interconnected green web that provides a unifying, embracing landscape frame for the whole.
- Continue the use of bold canopy trees in formal avenues and boulevard plantings.
- Increase the use of local native shrubs and groundcovers, and local native trees where practical and appropriate.
- Ensure large grass covered areas are retained and that they can be used for passive recreation, festivals and events.
- Restore and manage landscape areas to improve the character of the Foreshore.

How can the design principles be achieved?

A number of choices must be made regarding the Foreshore landscape. Some important parameters to guide future landscape design are:

- strengthening historic patterns of planting where they are significant,
- maintaining and improving existing landscape character,
- selecting appropriate plantings in keeping with surrounding context,
- providing transitions between different landscape types and characters,
- encouraging landscape design and planting that allows for visual access, casual surveillance and safety,
- promoting native planting and habitat protection, and
- creating buffers that reduce the visual impact and noise associated with vehicular traffic.

Proposals

- P13.1 Prepare a series of landscape strategies and guidelines for the different types of landscapes within the Foreshore area in coordination with each other, considering heritage, issues, planting themes, the impact of overhead powerlines on planting patterns and the management of vegetation to retain important views. Promenade between West Beach and Marina Reserve.
- P13.2 Establish a consistent, formal planting theme along the length of the Foreshore Promenade between West Beach and Marina Reserve.
- P13.3 Develop a landscape plan for Marina Reserve using a native planting theme.
- P13.4 Reinforce the planting themes in Shakespeare Grove and strengthen Jacka Boulevard planting consistent with its character.
- P13.5 Provide weather protection through planting of shade trees along the Foreshore
- P13.6 Consolidate native planting at West Beach within existing planting boundaries.
- P13.7 Develop and maintain Catani Gardens in accordance with the Catani Gardens Conservation Plan.
- P13.8 Review the maintenance regime of the Foreshore spaces, particularly O'Donnell Gardens, Catani Gardens and Alfred Square.
- P13.9 Acquire and reserve new public open space, where this augments and complements the existing open spaces network.
- P13.10 Resolve individual foreshore spaces as parts of an integrated network, and ensure consistency with Council's Open Space Strategy.

Map reference: Fig. 24: Typology of open space and nature areas.





Beaconsfield Parade. Historic photograph. Shakespear Grove, 2000.



Opportunity 14

Integrated Movement Network

A better balance between the needs of pedestrian and bicycle access, cars and parking.

Historically, vehicular access to St Kilda Foreshore has been a cultural characteristic of its use. Private cars remain the most common means of travel to the Foreshore but today, car movement is one of the critical elements impacting on its use. Increasing traffic, vehicular circulation and parking need to be better balanced with the priorities of pedestrians, cyclists and other nonmotorised forms of movement.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for the movement network:

- Promote public transport, along with walking and cycling, as the preferred modes of travel to the Foreshore.
- Improve and extend the frequency of water based transport to St Kilda Foreshore.
- Minimise the impact of vehicular traffic by planned, shared use of street spaces with pedestrians, where appropriate.
- Ensure safe, convenient pedestrian crossings across Jacka Boulevard at key desire lines.
- Enhance the quality of streetscapes and Foreshore pedestrian paths.
- Investigate the introduction of 'loop' tram routes.
- Ensure any new development contains on-site car parking underground, or not visible from public spaces.
- Upgrade existing and create new bicycle paths to cater for future demands and establish safe connections between the paths to ensure a comprehensive and useable bicycle network.
- Provide bicycle-parking facilities at public transport nodes, where appropriate.

How can the design principles be achieved?

The Framework proposes a number of initiatives to improve the attractiveness of public transport and pedestrian comfort, while recognising the need to maintain car access to the Foreshore. Opportunities exist to better balance the space requirements, needs and safety of different modes of transport and diminish the impacts of vehicle traffic.

Proposals

- P14.1 Improve pedestrian crossings over Jacka Boulevard at Lanrigg, Fraser, Cowdery, Mary and Fitzroy Street, the Sea Baths, the St Kilda Triangle Site, Shakespear Grove and Blessington Street.
- P14.2 Improve pedestrian crossings across Upper Esplanade at Fitzroy Street, the Acland Street and Carlisle Street intersection and at all tram stops.
- P14.3 Implement a signalised, at grade intersection for Jacka Boulevard and Fitzroy Street, which minimises carriageway widths.
- P14.4 Implement traffic calming measures in Jacka Boulevard which improve the safety and mobility of non-vehicle road users, in accordance with accepted and approved guidelines.
- P14.5 Construct two new pedestrian bridges over Jacka Boulevard at the St Kilda Triangle site and on an axis between St Kilda Pier entry area and Upper Esplanade in front of Esplanade Hotel, and remove existing footbridge.
- P14.6 Minimise vehicle traffic impact by reconfiguring Shakespear Grove, Upper Esplanade and Cavell Street to favour pedestrians and cyclists
- P14.7 Realign Acland Street and Carlisle Street to form a regular crossroads intersection with new traffic signals and surrounding pedestrian space.
- P14.8 Provide a model bicycle interchange and storage space near O'Donnell Gardens.
- P14.9 Relocate car parking on the St Kilda Triangle site underground in association with new development
- P14.10 Provide water taxi and ferry wharfs in association with St Kilda Harbour improvements.
- P14.11 Introduce improved tram stops in Fitzroy Street, Upper Esplanade and the intersection of Acland Street and Carlisle Street.
- P14.12 Limit off street car parking to existing sites
- P14.13 Investigate the viability and construct, where appropriate, the following new tram routes:
 - a connection between St Kilda and Port Melbourne along the Foreshore,
 - a loop linking Carlisle Street, St Kilda Road, Fitzroy Street and Upper Esplanade,
 - a shuttle between Commercial Road and the Carlisle Street-Acland Street interchange, via St Kilda Road, Fitzroy Street and Upper Esplanade, and
 - extend the light rail line to Elwood.
- P14.14 Develop a business case to construct the section of tramline in Park Street between Eastern Road and Kingsway to provide an attractive, larger tram loop connecting the City of Port Phillip and inner eastern suburbs.
- P14.15 Reduce speed limits on Shakespear Grove, Upper Esplanade and Cavell Street.
- P14.16 Provide disabled parking space in Chaucer Street and (or) next to any new access to VegOut Community Gardens.
- P14.17 Improve the serviceability of existing bus lines and promote coordination with other forms of public transport.

Map references: Fig. 25: Main pedestrian destinations and proposed pedestrian network, Fig. 26: Proposed improvements to bicycle network, Fig. 27: Proposed vehicular network and off street parking areas.

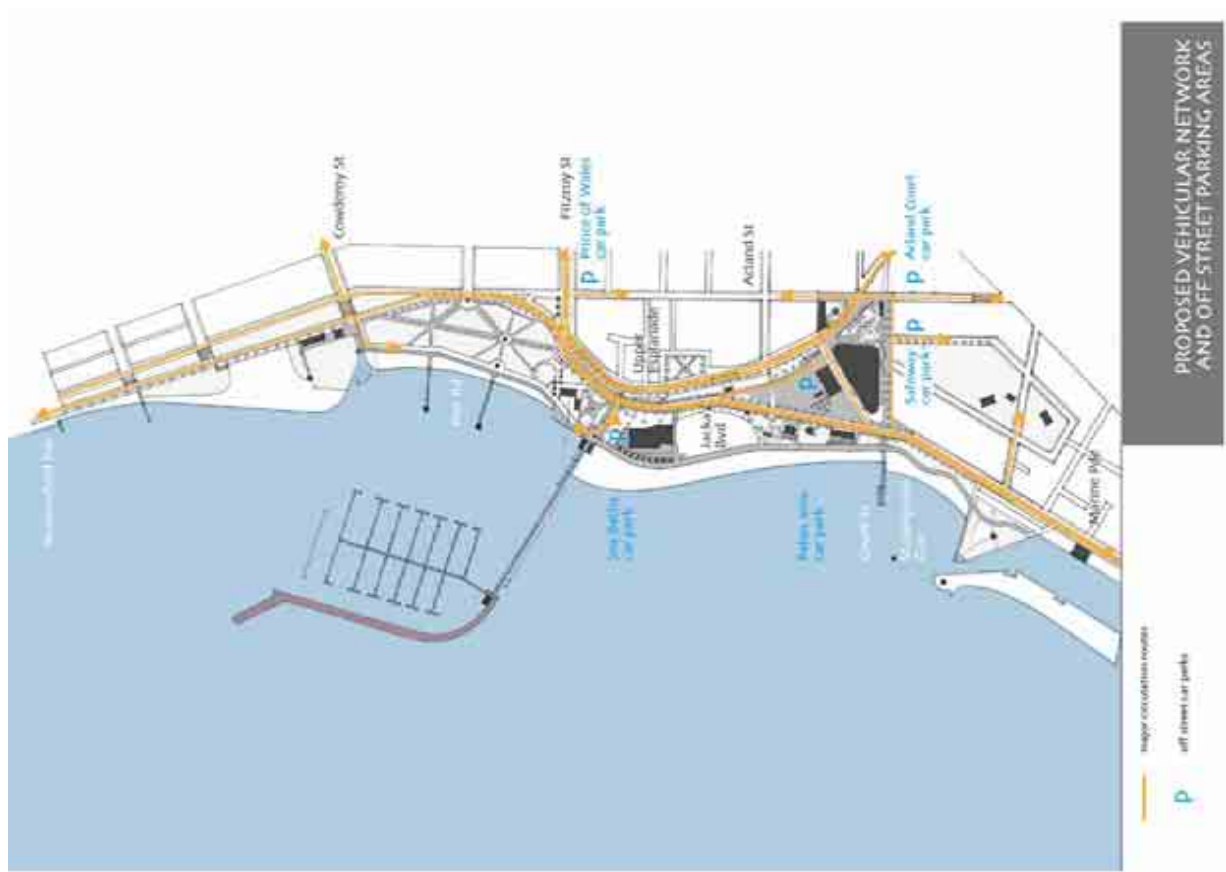
FIG. 25



FIG. 2.6



FIG. 27



**Opportunity 15
Design and built form
Culturally appropriate and innovative architecture and design that create a worthy
legacy for future generations.**

Improvements to St Kilda Foreshore should achieve architectural and urban design outcomes that contribute to local urban character—the ‘St Kildaness’ of the area—and enhance the public realm.

The objectives and strategies section outlined general approaches to improving the public realm. It also identified a number of **specific design principles** for design and built form:

- Ensure that heritage buildings and places are maintained and that any development around them is respectful of and coordinated with heritage items.
- Maximise the identifying and visually organising potential of existing vista termination points and create new ones at key locations.
- Maintain the low-rise character of the beachfront, with the possible exception of height for the Royal Melbourne Yacht Squadron building to create vista termination for Fitzroy Street.
- Identify and interpret the valued characteristics of the architecture of the area.
- Encourage any new development to enhance the values and architectural themes of the area.
- Prepare design guidelines that ensure the retention of valued architectural themes.
- Encourage architectural and design competitions for new buildings and landscape development.
- Consider the unique three-dimensional relationships of Foreshore elements and topography in any development or improvement.

How can the design principles be achieved?

This Framework document recommends a number of improvements to buildings and public spaces. In developing the Foreshore, it will be important to consider its context, to foster design innovation and quality, to ensure an efficient use of resources and to contribute to the diversity of human experience of the area. It is also important to adhere to the principles of good design as included in Clause 19.03 ‘Design and built form’ in the Victoria Planning Provisions.

Proposals

- P15.1 Take into account of the natural, cultural and strategic context of the Foreshore in all development.
- P15.2 Protect and enhance significance of views and vistas and, where appropriate, augment these by new additions to the built environment.
- P15.3 Resolve the contextual, three-dimensional relationships between buildings and spaces so that they enhance the use and enjoyment of the public realm.
- P15.4 Demonstrate an efficient use of resources and energy in all development.
- P15.5 Do not compromise the enjoyment of the public realm through overshadowing.
- P15.6 Aspire to high standards in architecture and urban design in any development.
- P15.7 Recognise the setting in which buildings or improvements are designed.
- P15.8 Where appropriate, contribute to the diversity of the built environment and the fine grain of existing streetscapes.
- P15.9 Enhance visual and social experiences through relationships of buildings with footpaths and other pedestrian spaces and the arrangement of adjoining activities.
- P15.10 Provide urban art as an integral part of the public realm. Council’s Urban Art Strategy will be a guiding document to ensure urban art is an intrinsic aspect of the Foreshore.
- P15.11 Protect the cultural significance of recognised iconic places, for example Palais Theatre, Luna Park, the Esplanade Hotel, and the Royal Melbourne Yacht Squadron building, and do not overwhelm with any new built form.
- P15.12 Notwithstanding the Conservation Plan for Luna Park, protect the single corrugated iron fence around the Park.

Refer to Fig. 28: Illustrative 3D Model of St Kilda.



Arrival of Henry, Duke of Gloucester to St Kilda on open Centenary Celebrations. Historic photograph.
The Baths. Historic photograph.

OPPORTUNITIES AND PROPOSALS

FIG. 28: ILLUSTRATIVE 3D MODEL OF ST KILDA



WAY FORWARD FOR ST KILDA URBAN DESIGN FRAMEWORK

This Urban Design Framework will provide direction and guidance to future decision making on urban design improvement and development within the St Kilda Foreshore area. It includes a design and planning strategy, which has been developed in integration with each other.

This section of the document discusses aspects of coordination and commitment, planning and design, management, funding and monitoring that would need to be resolved to ensure the Framework vision is realised. Apart from Council, a number of Government agencies and key stakeholders have a responsibility for the Foreshore—a successful implementation of the Framework vision will require the coordination and commitment of State Government, Council, the community, and the private sector. A whole-of-government approach is paramount.

Coordination and Commitment

- Adopt the St Kilda Foreshore Urban Design Framework as an approved Coastal Action Plan by the Minister of Environment and Conservation.
- Ensure coordinated approaches between Council, Government agencies and key stakeholders that have a responsibility for St Kilda Foreshore.
- Ensure a commitment from responsible authorities to funding and implementing Framework proposals.

Planning and Design

- Establish statutory controls that provide a level of certainty about the future use and improvements of the Foreshore within the parameters defined by the Framework.
- Establish mechanisms that can help achieve quality design outcomes in keeping with the context and parameters set by the Framework.

Management

- Arrange long term leases for Crown land that assist in long-term planning and investment.
- Consider opportunities for Council management of sites where this would be appropriate and advantageous for the community and area.
- Maximise improvement opportunities arising from leases coming up for renewal.

Funding

- Provide the opportunity to forge Government and private partnerships to fund improvements to the public realm.

Monitoring

- Ensure that the progress of improvements to St Kilda Foreshore is monitored and that the Urban Design Framework is regularly reviewed.

COORDINATION AND COMMITMENT

Recommendations of St Kilda Foreshore Urban Design Framework will take several years to implement.

Success relies on coordination and commitment at all stages of Government, including planning, design, management, funding and monitoring, such as:

- adoption of the St Kilda Foreshore Urban Design Framework for inclusion as an incorporated document in the Port Phillip Planning Scheme,
- commitment from Government agencies to the staged implementation of agreed major projects,
- establishment of partnerships between government and the private sector to implement key proposals,
- consideration of a transfer of leases for the St Kilda Triangle site to a Council Committee of Management,

- proposed rezoning of the St Kilda Triangle site as a Special Use Zone to ensure an appropriate level of control, and to achieve community and Government aspirations for the site,

- adoption of the St Kilda Urban Design Framework as an approved Coastal Action Plan by the Minister for Planning and
- establishment of an Steering Committee to oversee the implementation and review of the Framework, including members from Council, State Government, key stakeholders, community and urban design professionals, and separate Project Management Committees to direct the planning, design and implementation of individual projects.

PLANNING AND DESIGN

Most Foreshore projects for the public realm, as identified in this Framework document, can be designed and implemented incrementally over time through Capital Works programs. Many of the current statutory controls required to implement the Framework proposals are in place, ensuring the future use and development of the Foreshore generally will occur according to the established Municipal Strategic Statement strategies and Planning Scheme provisions.

The adoption of the St Kilda Foreshore Urban Design Framework as an incorporated document in the *Port Phillip Planning Scheme* will provide this document with considerable statutory weight to achieve objectives. However, as an incorporated document, it requires an amendment to the current Planning Scheme and further amendments to alter. This amendment will introduce supporting policy statements into the *Local Planning Policy Framework*, as well as changes to relevant zone and overlay provisions—including the application of a Special Use Zone over the St Kilda Triangle site—to facilitate the implementation of the Framework.

It is considered that this scenario will best serve both government, stakeholder and community interest, as it will:

- result in strategic development direction and controls that achieve a high degree of certainty to likely scenarios and create favourable conditions for both public and private investment,
- ensure Council control over new development, particularly on key Foreshore sites, to reach preferred outcomes,
- provide a Local Planning Policy Framework and detailed provisions that give direction and discretion over future land use and development,
- provide detailed provisions that give discretion over development, and
- determine the extent of public notification and review rights for any planning permit applications.

Since the Framework is not a short-term urban design masterplan, but a long term, strategic urban design program, it will be important for the Council to regularly review it and, when necessary revise it, according to evolving Council and community values and needs.

Statutory controls

Most open space in St Kilda Foreshore, including West Beach, Catani Gardens, St Kilda Pier entry area, Cleve Gardens, Alfred Square, Marina Reserve, and Peanut Farm Reserve, is zoned Public Park and Recreation under the Port Phillip Planning Scheme. Luna Park and the Sea Baths are zoned Special Use. This zoning is generally appropriate.

The St Kilda Triangle site which includes Palais Theatre, Palace Nightclub and their surrounding car park and open space is also included in the Public Park and Recreation Zone. Design and Development overlays do not currently affect this site, but the Heritage Overlay extends over Palais Theatre. The improvements to this site, as proposed by the Framework, will require rezoning—a Special Use Zone is recommended to provide an improved opportunity to control the built form of new development, including building heights, setbacks, view lines and landscaping.

Quality design

The Framework emphasises the importance of design quality and best practice outcomes on the Foreshore.

A mechanism should be enabled through the Planning Scheme and Council policy to ensure public input into the design of key places, particularly for major proposals on public land. This is important to ensure continuity of thought and quality of design in the event of political change and changes in key Council personnel, and can be strengthened by the establishment of the Steering Committee and Project Management Committees.

Design competitions could be used as an additional means to achieve design excellence at key sites and for public art projects.

Research and further investigations

The projects proposed in the Framework represent strategic opportunities to improve the Foreshore public spaces and facilities and to activate its underused sites. Prior to implementation, they will require further investigation into environmental impacts, detailed design opportunities and constraints, design development and financial feasibility.

MANAGEMENT

Much of the St Kilda Foreshore area is Crown land. In addition to the City of Port Phillip, also the Department of Natural Resources and Environment, the Central Coastal Board under the Victorian Coastal Council, Parks Victoria and VicRoads have a strategic planning and management role at the Foreshore.

Land tenure and leases

The Department of Natural Resources and Environment, on behalf of the Crown, is the landlord for the St Kilda Triangle site and the Foreshore Reserve. The Department of Natural Resources and Environment and the City of Port Phillip are the land managers of designated parts of the land. Crown land leases are detailed in Appendix 1 below.

Council is the Committee of Management for much of the Foreshore Crown land, including Vineyard Restaurant, St Kilda Surf Life Saving Club, Foreshore kiosks and the St Kilda Triangle site car park.

VicRoads is responsible for Beach Road, incorporating Beaconsfield Parade, Jacka Boulevard and Marine Parade in the Framework area.

Leases for facilities located on the St Kilda Triangle site expire in 2006. This Framework proposes a number of improvements to this site. Expiry of leases will provide an opportunity to secure the future and development of the site according to Framework principles.

The former bowling club site north of Peanut Farm Reserve was once considered for sale by State Government. VegOut community gardens and artists' studios, existing on a monthly lease, now occupy it. Since 1881, the site has been permanently reserved from sale under the Crown Land (Reserves) Act 1978 and its preceding Acts to provide for the recreation and

convenience of local people. Further steps are required to ensure that the land remains for these purposes for future generations, including the resolution of the lease and provision of certainty.

Coastal Action Plan

The Coastal Management Act provides an opportunity to coordinate the planning, management and works at the Foreshore in a legislated way.

St Kilda Urban Design Framework can significantly inform the development of a Coastal Action Plan to coordinate between State Government agencies and Council regarding the management and funding of proposals outlined in the Framework.

Environmental Management — St Kilda Harbour Breakwater

The State Government's gazetted Wildlife Management Cooperative Area now includes the whole of the St Kilda Harbour breakwater. It is a requirement that the wildlife sanctuary at the breakwater is managed according to the guidance of the associated management plan.

The St Kilda Breakwater Visitor Strategy (1998) states that visitor access to the breakwater should complement and (or) accord with the St Kilda Breakwater Wildlife Management Cooperative Area Management Plan.

In terms of visitor access to the breakwater, the Strategy identifies improvements which will enhance visitor experience without compromising site values, including seating, shelter, lighting and additional boardwalks. In terms of tour operations to the breakwater, it recommends that commercial, land based tours be excluded from the Wildlife Management Cooperative Area, and that one water based tour only be permitted to spotlight wildlife. Proposed parameters for water based tours, in accordance with the Marine Act, aim to:

- ensure that the impact of tour operations on wildlife is measurable, and
- provide consistent conditions to increase the probability of wildlife adapting to the tour activities.

In terms of wildlife protection, under the Wildlife Act, the Strategy recommends that supervised access only should be allowed within the Wildlife Management Cooperative Area to ensure its wildlife values are not compromised. The increased penguin colonisation of the breakwater's promenade section implies a need to limit access and exclude dogs to protect the birds. In terms of wildlife research and education, the Strategy regards these as essential components of good wildlife management, but also as potentially damaging to wildlife and its habitat. Strict ethical guidance and supervision are required, as well as the development of measures to assess and monitor cultural effects and inform future management decisions.

Lead Roles and Responsibilities

Council will act as the strategic agent and champion for achieving the desired Framework outcomes, but a whole-of-government approach and partnerships between the public and private sector are essential to seize the identified opportunities and implement the proposals outlined in the Framework.

Since the Foreshore is a single entity and the Framework proposes an integrated approach to its development, in which the implementation of one project triggers others, it will be essential to involve all responsible authorities and stakeholders of the Foreshore in the decision making for each project. Important agencies external to the Council and with responsibilities for managing the Foreshore include:

- State Government—Department of Natural Resources and Environment, Parks Victoria, VicRoads, Department of Infrastructure's Urban Design Unit, Heritage Victoria,
- National Trust,
- relevant public transport corporations,
- commercial operators,
- Bicycle Victoria,
- community and other organisations—Royal Melbourne Yacht Squadron, VegOut, St Kilda Life Saving Club, Surf Life Saving Association, Earthcare St Kilda Inc, First St Kilda City Sports Club, Redink, Birds Australia and St Kilda Penguin Study.

Project Management Plans

Project Management Committees are proposed to be set up to direct the planning, design and implementation of each individual project, reporting to the Framework Steering Committee.

Key major projects, such as the development of the St. Kilda Triangle site, St. Kilda Harbour and Jacka Boulevard, will trigger a range of associated Capital Works projects to be completed in stages. It will be essential to establish a **Project Management Plan** for each of these multifaceted projects to manage and coordinate decision making, works and budgets. The Plan needs to specify project stages, timeframes and priorities, responsible agencies for each stage, and the project whole, design details, consultation processes and any statutory implications.

FUNDING

The opportunities and proposals identified in this Framework have a total value of around \$130 million in 2002, including public works in the order of \$40 million.

Private investment would, on preliminary calculation, be viable, and public investment would have a cost-benefit ratio of over 1 to 3—investments would return over three times their cost as a benefit to the community, without counting the associated range of intangible benefits.

The Framework puts forward a number of major capital works items to improve the public realm of St. Kilda Foreshore. Improvements should occur in a staged progression so as to maximise the use of available resources.

State Government recognises St. Kilda Foreshore as an area of State Significance. On this basis, and on the basis of cost-benefit calculations for Foreshore improvements, some Government funding for these improvements might be justifiable and would also be pivotal to a successful Framework outcome.

A number of existing State Government programs may be appropriate to fund implementation works, such as the redevelopment of Jacka Boulevard, the St. Kilda Triangle site and St. Kilda Harbour as clear priorities. Funding could also be sought to implement other priority projects such as:

- major refurbishment of the St. Kilda Pier and Brookes Jetty areas,
- the replacement and (or) addition of marina berths in St. Kilda Harbour, and
- community projects.

The Department of Infrastructure's Pride of Place Program, which has contributed funding to the preparation of this Framework, is also a potential source for further funding for Capital Works projects, since a strategic frame is now in place.

For key development sites, such as the St. Kilda Triangle site, St. Kilda Harbour and West Beach, all of which involve both Council and private interests, funding could be arranged through forming partnerships between the government and eventual private developer.

Council will need to commit capital works funds on an annual basis over the next ten years to enable physical works to happen and to attract external funding on a whole-of-government basis.

MONITORING

It is important to establish an ongoing program to review St. Kilda Foreshore Urban Design Framework and monitor its implementation, as well as the use of the area.

Among other actions, this could be achieved by:

- a regular review of the Framework say every five years,
- conducting supporting research where required,
- continuously evaluating maintenance regimes,
- assessing the success of funding arrangements, and
- monitoring the use and visitors to the Foreshore, the Harbour water quality, car volumes and destinations, and the use of the Foreshore.

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APPENDIX 1: FORESHORE LAND OWNERSHIP AND LEASES

<i>Site</i>	<i>Location</i>	<i>Responsible Authority</i>	<i>Lease length to run</i>
Luna Park	18 Lower Esplanade	landlord: Department of Natural Resources and Environment	to 30/11/2043
Palais Theatre	14 Lower Esplanade	landlord: Department of Natural Resources and Environment	to 31/3/2006
Palace Nightclub	Lower Esplanade	landlord: Department of Natural Resources and Environment	to 31/3/2006
Car parks	2-6 Lower Esplanade	Council as Committee of Management	
Car park - rear of Palais	10-14 Lower Esplanade	Council as Committee of Management	
Sea Baths	Jacka Boulevard	landlord: Department of Natural Resources and Environment	to 30/11/2045
Sea Baths car park	Pier Road	landlord: Department of Natural Resources and Environment	to 30/11/2045
Landscaped slopes	Lower Esplanade	Council as Committee of Management	
O'Donnell Gardens, Vineyard Restaurant and car park	23 Shakespeare Grove	Council as Committee of Management	to 1/7/2001
Stoke House	30 Jacka Boulevard	Council as Committee of Management	proposed to 9/9/2011
City of St Kilda Bowling Club (VegOut)	11 Shakespeare Grove	Council as Committee of Management	monthly
Peanut Farm Reserve	12A Blessington Street	Council as Committee of Management	
Alfred Square Gardens	9 Alfred Square	Crown Grant - Council as Committee of Management	
Catani Gardens	329A Beaconsfield Parade	Council as Committee of Management	
St Kilda Pier and Harbour	Pier Road	Parks Victoria as Committee of Management	
St Kilda Marina	42A-C Marine Parade	Council as Committee of Management	to 3/3/2018
Marina Reserve	Marine Parade	Council as Committee of Management	
Donovan's Restaurant	36-40 Jacka Boulevard	Council as Committee of Management	proposed to 30/3/2011
Clewe Gardens	369 Beaconsfield Parade	Council as Committee of Management	Under VicRoads Ownership
Surf Lifesaving Association Clubhouse	331A Beaconsfield Parade	Council as Committee of Management	
West Beach buildings	landlord: Department of Natural Resources and Environment		Unclear
Kiosk 1	32A Beaconsfield Parade	Council as Committee of Management	Expired
Kiosk 2	6 Jacka Boulevard	Council as Committee of Management	Expired
Kiosk 3	20 Jacka Boulevard	Council as Committee of Management	Expired
Kiosk 4	26 Jacka Boulevard	Council as Committee of Management	Expired
St Kilda Life Saving Club	34 Jacka Boulevard	Council as Committee of Management	Holdover
Royal Melbourne Yacht Squadron	2 Jacka Boulevard	Council as Committee of Management	to 10/2/2016

APPENDIX 2: RELATIONSHIP BETWEEN OBJECTIVES AND ACTIONS

Framework actions have an effect on several objectives and each objective requires actions of several categories to be fulfilled. When any developments or improvements are planned, its effects must be gauged against all applicable objectives.

The actions incorporated in the proposals can be classified to comprise:

- new activities and improved facilities for existing ones,
- new buildings and improvements to existing buildings,
- improvements of public open space and services for local people,
- new landscape construction and improvements to existing landscaped areas,
- construction of pedestrian and bicycle paths,
- streetscape and street furniture improvements,
- improvements in interpretation and signage, and
- road improvements and traffic management.

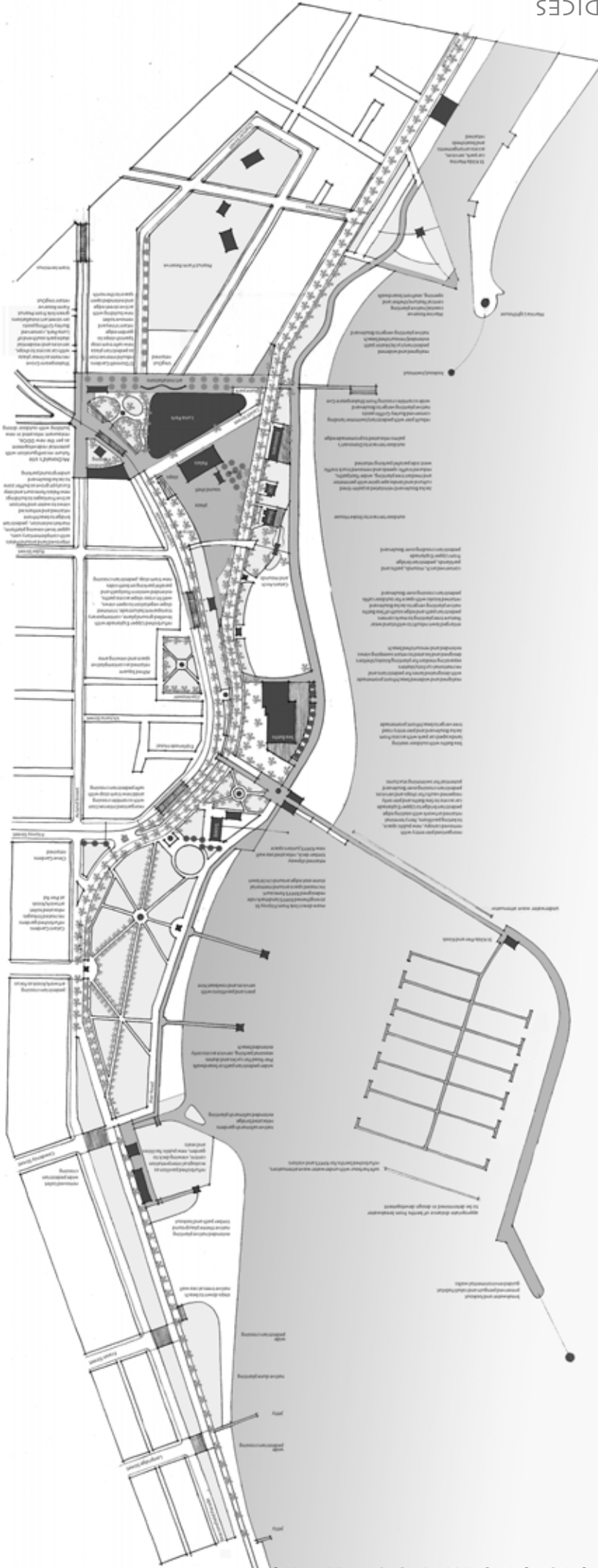
The table illustrates the relationships between objectives and actions, but is not conclusive.

Actions	Culture and heritage	Built form	Public open spaces	Pedestrian circulation	Integrated transport	Environmental sustainability
New activities and improved facilities for existing ones	•	•	•			
New buildings and improvements to existing buildings	•	•	•			
Improvements of public open space and services for local people	•		•			
New landscape construction and improvements to existing landscaped areas	•	•	•			•
Construction of pedestrian and bicycle paths				•	•	•
Streetscape and street furniture improvements	•	•	•			
Improvements in interpretation and signage	•			•		•
Road improvements and traffic management				•	•	•



APPENDIX 3/1:
ILLUSTRATION

APPENDIX 3/2:
FRAMEWORK
CONCEPTS



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