

**ORDINARY MEETING OF COUNCIL  
23 NOVEMBER 2009**

<b>4</b>	<b>CARLISLE STREET ACTIVITY CENTRE STRUCTURE PLAN AND URBAN DESIGN FRAMEWORK - CONSIDERATION OF SUMISSIONS AND ADOPTION</b>
<b>LOCATION/ADDRESS:</b>	<b>AREA BOUND BY INKERMAN STREET, HOTHAM STREET, GROSVENOR/ GOURLAY STREETS AND BRIGHTON ROAD, BALACLAVA</b>
<b>GENERAL MANAGER:</b>	<b>SUE WILKINSON, GENERAL MANAGER ENVIRONMENT AND PLANNING</b>
<b>PREPARED BY:</b>	<b>KATRINA TERJUNG, COORDINATOR STRATEGIC PLANNING</b>
<b>FILE NO:</b>	<b>66/01/96</b>
<b>ATTACHMENTS:</b>	<b>ATTACHMENT 1: <i>DRAFT</i> CARLISLE STREET ACTIVITY CENTRE STRUCTURE PLAN (JULY 2008)</b> <b>ATTACHMENT 2: <i>DRAFT</i> CARLISLE STREET URBAN DESIGN FRAMEWORK</b> <b>ATTACHMENT 3: SUMMARY - STRUCTURE PLAN / URBAN DESIGN FRAMEWORK</b> <b>ATTACHMENT 4: OVERVIEW - CONSULTATION PROCESS (STAGE 1 AND STAGE 2)</b> <b>ATTACHMENT 5: ANALYSIS OF SUBMISSIONS TO STRUCTURE PLAN / UDF</b> <b>ATTACHMENT 6: TABLE OF RECOMMENDED CHANGES - STRUCTURE PLAN AND UDF</b>

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**1. EXECUTIVE SUMMARY**

- 1.1 A draft Structure Plan and Urban Design Framework (UDF) have been prepared for the Carlisle Street Major Activity Centre which will guide change across the activity centre in a way that is consistent with clearly defined economic, environmental, social and cultural outcomes. The documents establish strategic directions and supporting actions in relation to activity mix and land use, built form change (including heights), public realm improvements and ensuring a sustainable access / transport network.
- 1.2 The draft Structure Plan and UDF were prepared with community input and were placed out for formal community comment resulting in 24 written submissions, the majority of which indicated overall support for the directions in the plan.

- 1.3 All submissions have been reviewed and, where appropriate, changes to the draft Structure Plan and UDF are recommended to address comments and issues of concern.
- 1.4 It is recommended that Council adopt the Structure Plan and Urban Design Framework (with changes) and proceed to implementation, including the preparation of an amendment to the Port Phillip Planning Scheme. The amendment would introduce local policy and scheme provisions which reflect and give effect to the strategic intent of the Structure Plan and UDF.

## **2. RECOMMENDATION**

That Council:

- 2.1 Adopt the Carlisle Street Activity Centre Structure Plan and Carlisle Street Urban Design Framework, subject to the changes recommended in Attachment 6.
- 2.2 Resolve to prepare Amendment C80 to the Port Phillip Planning Scheme to implement the Carlisle Street Activity Centre Structure Plan and Carlisle Street Urban Design Framework, through the Local Planning Policy Framework and scheme provisions, in line with the Planning Scheme Control Framework outlined in the Structure Plan.
- 2.3 Authorise the General Manager Environment and Planning to prepare amendment documentation and to request the Minister for Planning to authorise the preparation and exhibition of Amendment C80 to the Port Phillip Planning Scheme, pursuant to section 8(a) of the *Planning and Environment Act 1987*.
- 2.4 Request the Minister for Planning to introduce interim planning controls; including Local Planning Policy, and Design and Development Overlay provisions, pursuant to section 20(4) of the *Planning and Environment Act 1987*.
- 2.5 Resolve to prepare an Implementation Plan for the Carlisle Street Activity Centre Structure Plan to facilitate the delivery of projects and program initiatives through Council business planning and budget processes.
- 2.6 Authorise the General Manager Environment and Planning to make minor changes necessary to ensure accuracy and consistency in finalising the Structure Plan and Urban Design Framework, but which do not alter the intent of the documents.
- 2.7 Write to all submitters advising of Council's decision and again thank them for their interest and input to the Structure Plan.

**3. BACKGROUND AND CONTEXT**

- 3.1 The draft Carlisle Street Activity Centre Structure Plan and associated Urban Design Framework has been prepared to direct and manage change, and to provide a locally appropriate response to *Melbourne 2030* which designates 'Balaclava' as a 'Major Activity Centre'. Managing change includes protecting the valued elements of the existing centre as well as providing for development that will enhance the centre as a place to shop, visit and live. The draft Structure Plan and UDF as exhibited are provided as Attachments 1 and 2 respectively.
- 3.2 The study area for the Carlisle Street Activity Centre Structure Plan is bounded by Brighton Road to the west, Inkerman Street to the north, Hotham Street to the east and the residential streets of Grosvenor and Gourley Streets to the south. The study area encompasses the Carlisle Street retail strip, commercial and industrial precincts adjacent the strip, the Balaclava train station, civic and community uses west of Chapel Street, and the established residential areas within walking distance to the station / retail area.
- 3.3 The draft Structure Plan has been informed by a range of background documents which are listed in Attachment 3. These include a land use / property market analysis of the William Street industrial area, a Neighbourhood Character Framework for established residential precincts, a Walking Audit and the Urban Design Framework.

**Structure Plan - Format and Content**

- 3.4 The draft Structure Plan is based on the following format:
- 3.1.1 Setting of a Vision.
- 3.1.2 Seven Strategic Directions which reflect the key priorities for the activity centre and environs. Each direction comprises a 'Planning Context', a statement of 'Desired Outcomes' (objectives), and a set of 'Strategies and Opportunities' to achieve these outcomes.
- 3.1.3 A series of Framework Plans which illustrate specific strategies and initiatives, reflecting 'how and where' the strategic directions will be achieved on the ground.
- 3.1.4 Directions for Individual Precincts - Each Activity Centre precinct includes a Precinct Description, Strategic Directions and Precinct Opportunities. Each precinct within the established residential area comprises a 'Residential Development Statement' and a 'Preferred Character Statement'.
- 3.1.5 Key Strategic Opportunities which provide further detail and design concepts for two priority 'catalyst' projects; the Balaclava Walk (Station) Project and the Supermarket Renewal Project.

- 3.1.6 An Implementation Strategy which outlines the range of potential mechanisms, funding sources and partnerships necessary to bring the Structure Plan into effect.
- 3.5 The vision for the activity centre, and the strategic and precinct based directions which reflect and implement this vision, are detailed in Attachment 3 to this report. The following strategies and initiatives are central to the plan:
- 3.5.1 Diversifying the activity and business mix of the centre, and improving the centres' 'retail offer', through strengthening the primary weekly shopping role, fostering 'specialty' retail roles, and providing opportunities for retail growth (both short and long term).
- 3.5.2 Identifying significant opportunities for new residential development within the activity centre, to balance more limited development in surrounding residential areas. A planning framework to reinforce neighbourhood character and heritage is established. Residential development within the activity centre will be 'growth driven', whilst further development within established residential areas will be 'character driven'.
- 3.5.3 Reinforcing the highly valued and unique 'place identity' of Carlisle Street, both physical and social, through protecting heritage assets, landmarks and icons, providing opportunities for urban art, defining entry-points to the centre and reinforcing retail specialties.
- 3.5.4 Consolidating Carlisle Street's important role as a highly accessible civic and community services 'hub', with emphasis on facilitating the further clustering and co-location facilities and services west of Chapel Street.
- 3.5.5 Providing scope for new development within the activity centre that will facilitate desired land use change, make a positive contribution to public streets and spaces, and maintain its heritage, place identity and human scale.
- 3.5.6 Prioritising accessibility via sustainable transport modes, with a strong focus on improving the 'walkability' of the activity centre and access to public transport. A suite of on ground initiatives includes identifying key walking routes with priority for public lighting / pavement treatments, raised street crossings along Carlisle which give priority to pedestrians, a cycle lane along Carlisle Street as part of the PBN, and a reduction in traffic speeds to 40km/hr.
- 3.5.7 A framework for enhancing the public realm (presentation, safety and accessibility) focusing on public spaces, streets and laneways. Camden Street, Balaclava Station and the Town Hall are focal points for improved public spaces.
- 3.5.8 Identification of two key 'Strategic Opportunities' which (in part) involve Council owned land:
1. Renewal of the existing Supermarkets and associated at grade car parks to provide an enhanced retail offer, additional housing opportunities and improved public realm / interface outcomes.
  2. Upgrade of Balaclava Station, the associated walkway and an adjoining social housing project - 'Balaclava Walk' project.

### **Urban Design Framework - Format and Content**

- 3.6 The Urban Design Framework is a companion document to the Structure Plan. The UDF concentrates on the precincts identified in the structure plan as having the potential to accommodate additional new development and provides:
- 3.6.1 A built form analysis.
  - 3.6.2 Urban design principles and objectives, which are drawn from the key findings of the analysis and are informed by the strategic intent of the Structure Plan.
  - 3.6.3 Precinct Specific Guidelines - comprising an existing urban character statement, preferred character statement, design objectives and design requirements (eg heights and setbacks).
  - 3.6.4 Strategic Site Guidelines - comprising design objectives, design requirements and illustrations of potential design solutions. Strategic sites include; Coles supermarket, Safeway supermarket, Marlborough Street car park, Station car park, St Kilda Parish Mission and Australia Post Delivery Centre sites.

## **4 CONSULTATION AND STAKEHOLDERS**

### **Internal**

- 4.1 The following sections of Council / Council officers were engaged during the development of the Structure Plan and UDF:
- Statutory Planning.
  - Heritage and Urban Design Adviser.
  - Economic Development and Tourism.
  - Social Planning and Policy
  - Environment and Renewal - Sustainable Transport / Traffic, Transport and Parking.
  - Parks and Open Spaces.
  - Property and Valuations.

### **External**

- 4.2 Two key stages of community consultation have occurred. Stage 1 involved the community (including traders) during the preparation of the plan, with Stage 2 seeking community comment on the draft Structure Plan and UDF. Attachment 4 provides an overview of the process undertaken to engage the local community at each stage, and a precise of the 'likes', 'dislikes' and 'wants' expressed by the community at stage 1.
- 4.3 In summary the Stage 1 consultation involved:
- A Traders Forum.
  - Circulation of a 'Mock Newspaper' highlighting issues and opportunities.
  - In-centre displays and discussions.

- An interactive web-site and feedback sheet.

Approximately seventy responses were received.

4.4 The Stage 2 consultation on the draft Structure Plan and UDF included:

- Wide distribution of postcards / posters to raise awareness of the plan.
- Tailored letters to key stakeholders explaining the plan and inviting comments.
- Information Sessions with displays.
- Notices in the local paper and Divercity.

4.5 24 written submissions were received in response to the Stage 2 consultation. The majority of submissions expressed support for the fundamental directions of the Structure Plan and UDF. Submissions raising concerns were generally of a site specific nature. 6 submissions expressed outright support; 9 submissions expressed support but with some specific comments / concerns; 9 submissions raised issue specific objections for one or more aspects of the Plan.

4.6 Attachment 5 provides a detailed summary table of the submissions received, highlighting where specific changes to the Structure Plan / UDF have been requested. The following key issues were raised through submissions:

4.4.1 Proposed Heritage Controls at 320-336 Carlisle Street: Objections were received from land owners to the proposed inclusion of properties at the eastern end of the Carlisle Street in a heritage overlay (3 submissions representing all but 1 owner).

4.4.2 Future of the William Street Precinct: Positions varied and included the view that residential development of the area was not supported (1 submission) and that William Street is no longer suited to industrial use (1 submission).

The Department of Planning and Community Development (DPCD) have requested that the Structure Plan clearly identify the future strategic potential of this precinct given its location adjacent the station and retail strip, in the event that the industrial use is maintained in the short term.

4.4.3 Supermarket / Car Park Renewal project: Six submissions commented on this proposal reflecting a range of issues: The supermarket renewal project will shift the focus from Carlisle Street (raised in 2 submissions) / impact on access and deliveries for traders (2 submissions) / increase traffic (1 submission) / the site should be retained as an at grade car park / should remain undeveloped (2 submissions) / additional retail is not needed (1 submission) / excessive height on the supermarket / car park site and in Alfred Street (1 submission).

4.4.4 Station Car Park Site - height: The scale proposed (4-5 levels) on station car park site is excessive (1 submission).

4.4.5 141 Chapel Street - height controls: Insufficient height proposed for site at 141 Chapel Street - height should be increased from 3 to 5 levels (1 submission).

- 4.4.6 Clarification of the extent / level of change: DPCD have requested that the vision statement and categories of change provide a more explicit description of the potential for growth in the activity centre.
- 4.7 Attachment 6 details recommended changes to the draft Structure Plan and UDF arising from the consideration of submissions and the rationale for these changes. The substantive changes proposed are:
  - 4.7.1 Deletion of the proposal to introduce a Heritage Overlay to properties at 320-336 Carlisle Street, on the basis of further heritage assessment and land owner views. The Urban Design Framework provides built form parameters should these sites redevelop in the future, including maintaining the heritage two storey street-wall along Carlisle Street with recessed upper levels, and requiring larger sites to achieve the 'fine urban grain' of the surrounding area.
  - 4.7.2 Retaining the William Street precinct as an industrial zone in the short term whilst identifying and preserving it as a future comprehensive renewal opportunity strategically located adjacent the station and retail strip.
  - 4.7.3 An increase the height limits for the sites between 141 - 151 Chapel Street (street-wall from 2 to 3 storeys and preferred maximum height from 3-5 storeys) based on further built form analysis which separates these properties from the Carlisle Street west precinct.
  - 4.7.4 Clarification of the vision and 'change' categories to provide a more detailed description of the potential for growth in the activity centre as requested by the DPCD.
- 4.8 Additional minor changes are also proposed and outlined in Attachment 6, which ensure the accuracy and consistency of the documents, and clarify but do not alter their intent.

## **5. DISCUSSION**

### **5.1 OPTIONS**

- 5.1.1 The following options are available to Council:

Option 1: Adopt the Carlisle Street Activity Centre Structure Plan and Urban Design Framework, with the changes recommended in Attachment 6, and proceed with implementation including an amendment to the Port Phillip Planning Scheme.

Option 2: Adopt the Carlisle Street Activity Centre Structure Plan and Urban Design Framework without change, or with additional or modified changes to those recommended in Attachment 6, and proceed with implementation.

Option 3: Determine not to adopt the Structure Plan and UDF at this stage.

- 5.1.2 Option 1 is recommended. The changes documented in Attachment 1 respond to submissions raised through the community consultation

process and, where necessary, further detailed analysis on specific issues.

Support for the Structure Plan / UDF from the DPCD has been given conditional on specific changes. This support is important to progressing with the statutory implementation of the plan through an amendment to the Port Phillip Planning Scheme.

Implementation will include the preparation of a detailed Implementation Plan which will be linked to Council's Business Planning and Capital Works Program. A key aspect of implementation will be to include land use policy / provisions and built form controls in the Port Phillip Planning Scheme to manage future use / development proposals in line with the strategic intent of the Structure Plan and UDF.

5.1.3 Option 2 is appropriate should Council wish to alter and / or add to the changes recommended to the draft Structure Plan and UDF.

5.1.4 Option 3 would be appropriate if Council considers further work is required before the Structure Plan and UDF are finalised. This option would however delay statutory implementation, and development within the activity centre will continue in the absence of appropriate land use policy and built form controls.

5.1.5 Council also has options if it determines to proceed with the statutory implementation of the Structure Plan and UDF through a planning scheme amendment:

Option 1a: Resolve now to seek Ministerial authorisation to prepare and exhibit Amendment C80 to the Port Phillip Planning Scheme to implement the Structure Plan and UDF, including seeking interim planning controls whilst the permanent controls are publicly exhibited.

Option 2a: Support implementation of the Structure Plan and UDF through the preparation of Amendment C80, but require the technical amendment documentation to be formally considered by Council prior to requesting authorization to exhibit.

5.1.6 Option 1a is recommended as this will enable the formal amendment process to commence in the shortest possible timeframe. The content of the Structure Plan and UDF can be directly translated to planning scheme policy and provisions to ensure consistency with the intent of the plan as adopted by Council. Figure 8.1 of the Structure Plan provides a detailed framework for statutory implementation.

5.1.7 Council will have the opportunity to formally review the proposed amendment at two key stages in the process, firstly, when considering submissions and referral of the amendment to an independent panel, and secondly, when considering the amendment prior to adoption. There is opportunity for Council to make changes to the amendment at each of these stages.

- 5.1.8 Option 2a: This option would be appropriate if Council wishes to formally consider the amendment documentation prior to seeking authorisation to exhibit. This would delay the lodging of amendment documents for authorisation until March 2010, but would have no further implications beyond timing.

## **5.2 ALIGNMENT TO COUNCIL PLAN**

- 5.2.1 The Structure Plan and UDF supports and implements the following strategies of the Council Plan 2009-2013:

- Maintaining and building upon the unique character of the city's neighbourhoods.
- Managing the impacts of licensed venues
- Preserving our heritage
- Promoting sustainable transport modes
- Providing opportunities for social and affordable housing
- Supporting integrated open space delivery.

## **5.3 POLICY IMPLICATIONS**

- 5.3.1 The Structure Plan and Urban Design Framework provide an integrated policy framework to guide future change in the Carlisle Street Activity Centre and environs. From a land use and development perspective, they provide the strategic basis for updating local planning policy for the East St Kilda neighbourhood through an amendment to the Port Phillip Planning Scheme.

## **5.4 FINANCE / RESOURCE IMPLICATIONS**

- 5.4.1 Staff resources will be required to finalise the Structure Plan and UDF document, to incorporate any changes considered appropriate by Council.
- 5.4.2 Statutory implementation of the Structure Plan and UDF will occur through a planning scheme amendment. An amount of \$50,000 has been allocated in the 09/10 budget to cover public notification costs, panel fees, expert representation (urban design) at the panel, and statutory fees. Depending on the timing of the panel hearing it is likely that some of these costs will now occur in the 2010/11 financial year.
- 5.4.3 Implementation of specific capital works or program initiatives identified in the Structure Plan will be subject to budget considerations in the 10/11 financial year and beyond. Some initiatives can be incorporated into existing Council programs without budget implications.

**5.5 LEGAL & RISK IMPLICATIONS**

- 5.5.1 Legal and risk implications are minimal given the level of consultation undertaken in preparing the Structure Plan / UDF and the overall level of support indicated through submissions. Statutory implementation of the Structure Plan will be carried out in accordance with legislative requirements of the Planning and Environment Act to further minimise any risks. Similarly, individual planning applications for larger developments will provide for further community input.

**6. IMPLEMENTATION STRATEGY**

**6.1 TIMELINE**

- 6.1.1 It is intended that an Implementation Plan for the Structure Plan will be prepared by early 2010 for input into the 2010/11 planning and budget process.
- 6.1.2 Documentation for Amendment C80 will be prepared over December / January for lodgment with the Minister for Planning for authorisation in February (or Council consideration in March).

**6.2 COMMUNICATION**

- 6.2.1 All persons who have made formal submissions to the exhibition of the draft Structure Plan and UDF will be informed of Council's decision.
- 6.2.2 The community will have further opportunity for comment on the detail of proposals included in the Structure Plan and UDF, through the formal planning scheme amendment process and through planning permit applications for specific site proposals.

**7. OFFICER DIRECT OR INDIRECT INTEREST**

- 7.1 No officers involved in the preparation of this report have any direct or indirect interest in the matter.