

STRATEGY AND POLICY REVIEW COMMITTEE
7 JULY 2008

POLICY AND PLANNING

A5	DRAFT CARLISLE STREET ACTIVITY CENTRE STRUCTURE PLAN AND URBAN DESIGN FRAMEWORK
LOCATION/ADDRESS:	AREA BOUND BY INKERMAN STREET, HOTHAM STREET, GROSVENOR/ GOURLAY STREETS AND ST KILDA ROAD, BALACLAVA
RESPONSIBLE EXECUTIVE DIRECTOR:	GEOFF OULTON, EXECUTIVE DIRECTOR, COMMUNITY DEVELOPMENT AND PLANNING
AUTHOR:	KATRINA TERJUNG, COORDINATOR STRATEGIC PLANNING & SUZY THOMAS, STRATEGIC PLANNER
FILE NO.:	66/01/73
ATTACHMENTS:	ATTACHMENT 1 – DRAFT CARLISLE STREET ACTIVITY CENTRE STRUCTURE PLAN ATTACHMENT 2 – DRAFT CARLISE STREET - URBAN DESIGN FRAMEWORK

1. EXECUTIVE SUMMARY

- 1.1. A draft Structure Plan and Urban Design Framework (UDF) have been prepared for the Carlisle Street Major Activity Centre. The Structure Plan and UDF will guide change across the activity centre in a way which is consistent with clearly defined economic, social, cultural and environmental objectives. Specifically the documents provide direction in relation to the desired activity mix and land use, built form change (including heights), public realm improvements and ensuring a sustainable access / transport network.
- 1.2. It is recommended that Council endorse the draft Structure Plan and UDF for the purpose of public consultation, and place the documents on public exhibition for a period of 6 weeks during August and September 2008.

2. BACKGROUND AND CONTEXT

- 2.1. Carlisle Street, Balaclava is designated as a Major Activity Centre by Melbourne 2030 (M2030) and accordingly, is expected to accommodate a broader mix of uses, an increase in residential development, and to maximise the use of public transport. M2030 requires that Structure Plans be prepared for all Major Activity Centres, to outline their capacity for growth and to direct new investment.

- 2.2. 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 Gourlay Streets to the south. Definition of the study area is based on:
- The existing retail strip along Carlisle Street as the focus.
 - The Balaclava train station / rail-line and intersecting tram line as a central axis.
 - Recognition of a well-established 'hub' of civic and community uses operating west of Chapel Street.
 - Inclusion of adjacent economic activity clusters (mixed use, commercial, and industrial areas that function within the influence of the retail strip).
 - Inclusion of established residential areas generally within walking distance to the retail strip and Balaclava train station.
 - Major physical barriers (roads) and municipal boundaries.

Process to Date

- 2.3. Significant community consultation was undertaken in 2006 as part of the development of the draft Structure Plan, in order to 'test' ideas and strategic priorities for the centre. This occurred through a range of community and stakeholder consultations which included:
- 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.

- 2.4. The draft Structure Plan has been developed mindful of the community's issues, aspirations and priorities for the area. The top issues / priorities identified by the community during the consultation process are reflected in the table below.

What the Community Likes	What the Community Dislikes	What the Community Wants
1. Love the diversity of Carlisle Street	1. Don't want any more chain stores	1. Need more pedestrian crossings
2. Like the family run shops.	2. Limit the number of cafes	2. Need a hardware store & book store
3. Love the cafes	3. There are too many \$2 shops	3. Need more parking
4. Carlisle Street is a place for the locals – keep it that way	4. There is too much clutter on the footpath	4. We need more trees on the footpath
5. All shopping can be completed in one place	5. The footpath is always dirty	5. Traffic speed should be reduced
6. Keep the historic facades (but renovate them)	6. The footpaths are congested	6. A public square would be good / more seats / need a park

- 2.5. The draft Structure Plan has also been informed by a range of background documents, including:
- The Council Plan (2005- 2009)
 - The Community Plan (2007-2017)
 - The City of Port Phillip Activity Centres Strategy, 2005 (SGS Economics)
 - Carlisle Street – Future Directions and Opportunities, 2003 (Planning By Design)
 - Walking Audit, 2005 (Rod Tolley)
 - Williams Street Industrial Precinct: Land Use Analysis, 2007 (Charter Keck Cramer)
 - Neighbourhood Character Framework - Carlisle Street Activity Centre, 2007 (Planisphere)
 - Business Diversity Study, 2007 (Planning By Design)
 - Carlisle Street Urban Design Framework, 2008 (David Lock Associates)
- 2.6. Further stakeholder and community input will now be sought on the draft Structure Plan and Urban Design Framework as part of the forthcoming consultation process.

Format of the draft Structure Plan

2.7. The draft Structure Plan is based on the following format:

- An Introduction
- Setting of a Vision for the activity centre
- A Set of Strategic Directions:

The Structure Plan articulates Strategic Directions which reflect the key priorities for the activity centre and its environs. Directions relate to Activity Mix, Place Identity, Built Form, Public Realm, Accessibility, Residential Opportunities, and the centres' role as a Community 'Hub'.

Each Strategic Direction comprises a 'Planning Context', a statement of 'Desired Outcomes' (objectives), and a set of 'Strategies and Opportunities' to achieve these outcomes.

A series of 'Framework Plans' illustrate specific strategies and initiatives, reflecting 'how and where' the strategic directions will be achieved on the ground.

- Directions for Individual Precincts - More specific 'directions' are set for individual precincts within the activity centre, and for precincts within the surrounding residential areas. 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'.
- Key 'Strategic Opportunities' which provide further detail and design concepts for two priority 'catalyst' projects; the Balaclava Walk (Station) Project and the Retail Renewal Project.
- An Implementation Strategy which outlines the range of potential mechanisms, funding sources and partnerships necessary to bring the Structure Plan into effect.

Key Directions of the Structure Plan

2.8. The Structure Plan articulates a Vision for Carlisle Street as follows:

*"In the year 2020 the Carlisle Street Activity Centre will be enhanced as a **focus for the local community**, offering a diverse mix of shopping, business and community services, leisure and living opportunities:*

It will be a place where:-

- *The **diverse 'activity mix'** responds to local community needs, and supports the long term viability and vibrancy of the centre.*
- *The 'authenticity' and the **unique 'place identity' of Carlisle Street is reinforced**. The centre will maintain its 'point of difference' from other strip centres and its strong connection with the local community.*
- *'Street-activity' and 'cultural opportunities' are maximised – day and night – to create a **focus for cultural and community life**.*

- *The centre's role as a **highly accessible civic and service 'hub'** is reinforced, supporting a diverse and engaged community.*
- *The **built environment** (public and private realms) has been enhanced, creating an activity centre that **is attractive, functional and sustainable**.*
- *Changes in the **built environment have been managed to** -*
 - *reinforce (and where necessary reinstate) the traditional urban form of 'streets and laneways' as connections between activities*
 - *realise opportunities to create new, high quality public spaces*
 - *retain the human scale and traditional, historic streetscape of the shopping strip*
 - *concentrate new development within the defined activity centre*
 - *respect and improve residential 'interfaces' and the character and amenity of surrounding residential areas*
- ***Accessibility to and through the centre via sustainable transport modes** - public transport, cycling and particularly walking - **is maximised**.*
- ***A diversity of new residential opportunities are provided**, predominantly within and directly adjacent the Activity Centre, whilst ensuring the **heritage and character of established residential areas is retained**.*
- *The **activity centre, and the established residential areas** surrounding the centre, are **enhanced as a place to live**."*

2.9. Seven (7) Strategic Directions are included in the draft Structure Plan which reflect and implement this vision:

2.9.1 Direction 1 – *A Diverse Business and Activity Mix*

This direction seeks to diversify the activity and business mix of the centre, to ensure its long term viability and improve the centres' 'retail offer'. Key strategies relate to strengthening Carlisle Streets primary weekly shopping role, fostering 'specialty' retail roles, managing the increase in cafes and restaurants, and providing opportunities for retail growth (both short and long term).

2.9.2 Direction 2 – *Place Identity*

This direction aims to reinforce the highly valued and unique 'place identity' of Carlisle Street – ie the physical and social sense of place - through protecting heritage assets, landmarks and icons, providing opportunities for urban art, defining entry-points to the centre and reinforcing retail specialties.

2.9.3 Direction 3 – *Street-Life and the Public Realm*

This direction seeks to achieve a vibrant street-life in the centre, through creating an attractive, comfortable and functional public realm. Strategies include reinforcing the fine grain 'grid' of streets and laneways with active edges, improving existing open spaces and creating new public spaces, and ensuring safe, high quality pedestrian connections throughout.

2.9.4 Directions 4 – *A Community 'Hub'*

The direction consolidates Carlisle Street's important role as a highly accessible civic and community services 'hub'. Emphasis is placed on facilitating the further clustering and co-location facilities and service providers.

2.9.5 Direction 5 – *Managing New Development*

The activity centre will continue to experience new development, which in turn can facilitate desired land use change. This direction establishes 'design principles' which ensure that new development reinforces the established 'urban structure' of the activity centre and contributes to the 'preferred built form character' for each precinct. Strategies will also ensure that new development makes a positive contribution to the public streets and spaces of the activity centre, and maintains its heritage, place identity and human scale.

2.9.6 Direction 6 – *Access and Movement*

The purpose of this strategy is to maximise accessibility to and through the activity centre by sustainable transport modes. Strategies establish a framework for enhancing pedestrian, cycle and public transport networks, with an emphasis on reviewing road space allocation and 'on-ground' initiatives.

2.9.7 Direction 7 – *Residential Opportunities*.

A key strategy of the draft Structure Plan is to provide significant new residential development within the activity centre, to balance more limited development within established residential areas (where heritage and character will be protected and enhanced). Residential development within the activity centre will be 'growth driven' whilst further development within established residential areas will be 'character driven'.

- 2.10. Section 4.0 of the draft Structure Plan established directions for individual precincts within the Activity Centre and the surrounding established residential areas. These will influence future land use and development outcomes through; the application of appropriate zoning and overlays, identifying opportunities presented by strategic sites, and through specific 'initiatives' relating to the public realm. Precincts include:

2.10.1 The Carlisle Street Strip which will remain the retail focus of the activity centre.

Key 'projects' and 'initiatives' within this precinct include:

- *Renewal of the two supermarket sites* (and associated 'at grade' car parks) to provide contemporary full-line facilities, additional specialty retail space and new residential opportunities above street level.
- *A renewed 'interface' along Alfred Street*, including reinstatement of residential use and a more consistent built form on both sides of the street.
- *The upgrade of Balaclava Station – 'Balaclava Walk Project'* - including a new public space and modal interchange, and the

improved safety and presentation of pedestrian connections to the station.

- *A range of 'on ground' initiatives to improve walkability within the retail strip including; the creation of a 'Shared Zone' in Camden Street, a review of Footpath Trading, an additional pedestrian crossing at the station, a 40km/hr speed limit, and threshold treatments (raised side road crossings) along the length of Carlisle Street to give priority to pedestrian movement.*

2.10.2 The St Kilda Road Commercial Precinct will maintain its role in providing a location for smaller scale offices (to complement St Kilda Road north of the junction) and for specialized display based retailing at street level.

2.10.3 The Civic and Community Precinct – west of Chapel Street will be reinforced as the focus for governance, civic activity and spaces, and community service delivery.

Key 'projects' and 'initiatives' within this precinct include:

- Creation of a contemporary '*Family and Children's Hub*' through redevelopment of the St Kilda Childcare and Maternal and Child Health centres.
- *Upgrading of the St Kilda Library as a key Cultural Hub and Life Long Learning Centre*, as part of Council's 'Creative Futures Strategy'.
- *Increasing the capacity to deliver community support services from the St Kilda Parish Mission Site*, either in a new building or through extension of the existing premises.

2.10.4 The William Street Industrial and Commercial Precinct will provide for a broader business base, including smaller scale business services and knowledge based 'creative' industries, through applying a Business 3 zone which allows more extensive office use.

Further investigation will also be undertaken to determine the potential for intensive residential development on larger / consolidated sites adjacent Balaclava Station. Emphasis would be placed on achieving affordable housing opportunities in this highly accessible location.

2.10.5 The Pakington Street and Chapel Street Mixed Use Precincts provide key opportunities within the activity centre for delivering new housing at increase densities. Emphasis will also be placed on creating improved pedestrian amenity across these precincts.

2.10.6 The Marlborough Street Interface Precinct will function as the 'transition' between the activity centre and the fine grain residential area to the south.

Key 'projects' and 'initiatives' within this precinct include:

- *Redevelopment of the Station Car Park (44-60 Marlborough Street) for Affordable Housing by the Port Phillip Housing Association, with emphasis on an integrated approach with the Balaclava Walk Project.*
- *Retention of the Marlborough Street Car Park (west of Woodstock Street) as a 'land bank' to provide capacity for future retail expansion of the activity centre, if required. Future development of this site would include reinstatement of a 'residential edge' to the north side of Marlborough Street to achieve an improved 'interface' with the residential areas to the south.*

2.10.7 Established Residential Precincts – The *draft* Structure Plan also establishes a clear framework for managing future development within the residential areas surrounding the activity centre. Emphasis is placed on ensuring the level of change is determined on the basis of 'neighborhood character' (ie not growth objectives). Future directions to guide new development are articulated in a 'Residential Development Statement' and 'Future Character Statement' for each precinct. The level of change in residential precincts is based on the following principles:

- *Minimal Change* in residential areas covered by the Heritage Overlay.
- *Limited Change* in areas identified as having a highly consistent neighbourhood character
- *Incremental Change* in areas of varied character and along Main Roads. In these locations, further medium density 'infill' development is envisaged, but the scale and design must contribute positively to the 'Preferred Neighbourhood Character'.
- *Residential Renewal* – in the Alfred Street Precinct where residential redevelopment is encourage to create an improved 'interface' with the activity centre.

Urban Design Framework

- 2.11. The Carlisle Street - Urban Design Framework (UDF) has been prepared as a companion document to the draft Structure Plan. The UDF, which was prepared by consultants – David Lock Associates, builds upon the strategic directions of the draft Structure Plan and sets out an urban design framework which comprises urban design principles, objectives and guidelines.
- 2.12. The UDF concentrates on the precincts identified through the structure planning process as having the potential to accommodate additional new development. The precinct boundaries generally follow existing land use zoning boundaries as defined in the Port Phillip Planning Scheme.

Format of the draft Urban Design Framework

- 2.13. The draft Urban Design Framework is based on the following format:
- Introduction
 - Analysis
 - Urban Design Principles and Objectives, which are drawn from the key findings of the analysis in the UDF and are informed by the strategic intent of the Structure Plan.
 - Precinct Guidelines. This section comprises Existing Urban Character Statements, Preferred Character Statements, Design Objectives and Design Requirements (eg requirements for street-wall height, preferred maximum building heights and setbacks) for each of the following precincts:
 - Carlisle Street West Precinct
 - Carlisle Street Core Retail and Eastern Precinct
 - St Kilda Road Commercial Precinct
 - Pakington Street Mixed-Use Precinct
 - Chapel Street Mixed-Use Precinct
 - William Street Precinct
 - Supermarkets Precinct
- 3 Strategic Site Guidelines. This section comprises Design Objectives, Design Requirements and illustrates potential design solutions for the following key sites:
- Coles supermarket site
 - Safeway supermarket site
 - Marlborough Street car park site
 - Balaclava Station car park site
 - St Kilda Parish Mission site, and the
 - Australia Post Delivery Centre (Crn Chapel Street and Brighton Road).

3. RECOMMENDED OPTION

3.1. It is recommended that Council endorse the *draft* Carlisle Street Activity Centre Structure Plan and the Urban Design Framework, as a basis to undertake further public consultation. Consultation is anticipated to occur over a 6 week period in August and September 2008. It is envisaged that a final Structure Plan and associated planning scheme amendment would be prepared for Council’s consideration in early 2009.

3.2. Criterion for recommendation

The draft Structure Plan and Urban Design Framework have been prepared having regard to the community’s feedback received during the earlier consultation process, and is in line with Council’s existing policy framework.

The consultation process will provide the community and stakeholders with an opportunity to provide further feedback on the documents, which can then be modified (as appropriate) prior to Council’s consideration for adoption.

4. SUSTAINABILITY ASSESSMENT

Social Pillar	The Carlisle Street activity centre currently supports a unique and diverse range of people and activities. A fundamental principle of the Structure Plan is the role of the activity centre in providing a central location where people can access services. The Structure Plan also identifies the opportunity to further address housing affordability and diversity.
Economic Pillar	The Carlisle Street activity centre makes a significant contribution to Port Phillip’s economy. By strengthening and consolidating the role of the activity centre as a key retail and commercial hub, the Structure Plan will promote continued local economic prosperity and access to goods and services for the local community.
Environmental Pillar	The Carlisle Street activity centre is extremely well placed to facilitate sustainable travel. By concentrating activities, services, housing and employment, in an area with excellent access by a range of transport modes, the draft Structure Plan will promote a more sustainable urban environment.
Cultural Pillar	The draft Structure Plan recognises the importance of maintaining the centres’ ‘place identity’ and ‘point of difference’ from other retail strips, and its strong connection with the local community. The Plan identifies strategies to ensure that the cultural elements unique to the activity centre are protected, and to enhance public spaces where the interaction of people and participation in community life can be encouraged.

4.1. **Policy and legislative implications**

4.1.1. The draft Structure Plan and Urban Design Framework builds upon Council's existing policies and will set the direction for new local planning policy to guide future change in the activity centre.

4.1.2. Once finalised, the objectives and strategies of the Structure Plan and the Urban Design Framework will be implemented via a number of means, including an amendment to the Port Phillip Planning Scheme. This amendment will incorporate changes including; new zone and overlay provisions, and new local policy statements which reflect and implement the directions of the Structure Plan and UDF.

4.2. Risk implications

4.2.1. There is limited risk associated with the recommended option (outlined in Section 3.1 above). The Structure Plan and Urban Design Framework are in draft format and the community consultation process will provide an opportunity for further input into the documents. Any submissions received during the consultation process will be referred back to Council for consideration.

4.3. Resource implications

4.3.1. Council would be responsible for the costs associated with the consultation process, including printing and advertising / notification costs.

5. ALTERNATIVE OPTIONS

5.1. Alternative 1

Council could consider that there are still fundamental matters to be resolved or addressed in the draft Structure Plan and Urban Design Framework and determine not to endorse the documents for consultation at this stage. This would however, delay the progress of the Structure Plan which is important as a local response to M2030, and for the co-ordination and prioritisation of Council programs in the activity centre. This option is not recommended.

6. PARTICIPATION AND ENGAGEMENT

6.1. Internal

A wide range of Council departments and officers have been engaged with the preparation of the Structure Plan and Urban Design Framework including:

- Statutory Planning
- Heritage and Urban Design Adviser
- Economic Development
- Sustainable Transport / Traffic and Parking Management
- Social Planning and Policy

- Recreation and Culture
- Parks and Open Space

6.2. External

There has been extensive community and stakeholder consultation as part of the preparation of the draft Structure Plan, including with the Department of Planning and Community Development. These groups will again be consulted with as part of the consultation process (refer to Section 7 below for details of the consultation strategy).

7. IMPLEMENTATION

7.1. The draft Structure Plan includes an Implementation Framework that details how the strategic directions and opportunities of the plan will be implemented. This includes:

- A Statutory Planning Framework - that will essentially manage and influence land use and development proposals by others.
- Identification of initiatives that will be 'led' and achieved by Council, including:
 - A number of key 'catalyst' projects which will be Council 'driven'.
 - Projects that will be progress under Council's Capital Works Program,
 - Initiatives that will be undertaken within the scope of existing Council program areas, and
 - Identification of key 'partnerships' to be established, in order to progress implementation of the Structure Plan.

8. COMMUNICATION

8.1. Public exhibition of the draft Structure Plan and Urban Design Framework will be undertaken over 6 weeks, during August and September 2008. This will allow all members of the community to make submissions to the draft Structure Plan and UDF, which will be considered prior to formal adoption of the documents.

8.2. A consultation strategy has been developed in order to encourage wide community awareness and understanding of the draft Structure Plan and Urban Design Framework. The key elements of this strategy are:

- Public exhibition for 6 weeks, over the months of August and September 2008.
- Advertisements in the local papers to notify the community of the draft Structure Plan and UDF and to provide information about making a submission.

- Distribution of a 'postcard' to all properties (residential and business) within the study area.
- Direct mail to persons / groups who provided feedback during the previous consultation process.
- Direct mail to key stakeholders including land owners (of properties within the retail strip and of key sites), and community groups.
- Direct mail to owners and occupiers of properties in the 'interface' areas of Alfred Street and Marlborough Street.
- Direct mail to owners and occupiers of properties where a change in land use zoning is proposed.

Complementary communication processes are proposed, including:

- A series of information sessions at the St Kilda Town Hall directed at traders, land owners and residents.
- A detailed web site where documents can be accessed and through which submissions can be made.
- Telephone and email enquiry lines.

Individual meetings will also be arranged at the request of residents, traders and stakeholders, as required.

9. RECOMMENDATION

That the Strategy and Policy Review Committee recommend that Council resolve to:

- 9.1. Endorse the draft Carlisle Street Activity Centre Structure Plan and Urban Design Framework for the purpose of undertaking public consultation.
- 9.2. Undertake public consultation on the draft Carlisle Street Structure Plan and Urban Design Framework for a period of 6 weeks during August and September 2008.
- 9.3. Require that the draft Carlisle Street Activity Centre Structure Plan and Urban Design Framework be considered in the assessment of planning applications within the Structure Plan area, and in particular for the key strategic sites identified within these documents.

- 9.4. Authorise the Executive Director, Community Development and Planning, to make any minor changes to the draft Structure Plan, necessary to clarify its intent, prior to community consultation.