Appendix
ADOPTED 24TH NOVEMBER 2015
1.1 Planning Scheme Policy

**State Planning Policy Framework (SPPF)**

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

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

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

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

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

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

**Municipal Strategic Statement**

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

Clause 21.01 - Vision

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

Clause 21.03 - Ecologically Sustainable Development

Key objectives include:

- To promote sustainable design and development.
- To encourage innovative landscape design and water sensitive urban design in all new developments.
- To encourage the retention of buildings or building elements that have significant potential for on-site reuse or and can be adapted to a variety of uses.
- To facilitate the use of sustainable transport modes in preference to private vehicle use.
- To create a walking network that is integrated, safe and accessible and encourages more people to walk more often.
- To create a cycling network that is integrated, safe and accessible and encourages more people to cycle more often.
- To facilitate an increase in the use of public transport.
- To reduce the impact of vehicles on local areas.

Clause 21.04 - Land Use

In relation to housing, key objectives include:

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

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

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

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

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

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

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

Clause 21.05 - Built form

In relation to built form, key objectives include:

- To protect and enhance the varied, distinctive and valued character of neighbourhoods across Port Phillip.
- To ensure that the height and scale of new development is appropriate to the identified preferred character of an area.
- To retain Port Phillip’s fine grain street pattern.
- To protect and enhance the distinctive and valued character of the traditional retail strips across Port Phillip.
- To protect streetscape characteristics of the established residential areas.
- To reinforce key elements of the City’s overall urban structure.
- To ensure new higher density development is responsive to the existing scale and form of neighbouring sites.
- To ensure new development minimises any detrimental impacts on neighbouring properties.
- To ensure the design of new development is of a high quality and enhances the amenity, comfort, safety and visual amenity of the public realm.
- To ensure new development provides a positive contribution to the public realm.

Clause 21.06 - Neighbourhoods

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

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

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

Local strategies relevant to the study area are:

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

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

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

For the ‘Wellington Street Specialised Activity Centre’:

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

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

Clause 22.04 - Heritage Policy

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

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

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

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

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

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

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

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

- Design and size of open spaces.
- Ground level frontages and their relationship to the street.
- Landscaping and the provision of public and private open spaces.
- Building form, scale and detailed elements, and particular design requirements for large sites.
- Protection of landmarks, views and vistas.
- Provision of urban art in large developments.
- Design of carparking and access.
- Amenity of adjoining residential properties and within the development.

Clause 22.11 - Carlisle Street Major Activity Centre Policy

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

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

Residential uses in the upper levels are also encouraged.

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

**Sustainability**

*Sustainable Design Strategy (2013)*

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

*Greenhouse Plan: Low Carbon City (2011)*

This Plan outlines the key mechanisms to achieve a low carbon future at Port Phillip. Greenhouse emission reduction targets are included as part of the Plan and actions to achieve this include the enforcement of more sustainable planning and building regulations, and a modal shift from personal transport to walking, public transport and cycling.

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

*A Climate Adaptation Plan: Climate Adept City (2010)*

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

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

*Toward Zero - Sustainable Environment Strategy 2007 (2007)*

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

**People and Activities**


Council’s Municipal Public Health and Wellbeing Plan takes a holistic view of community health and wellbeing. Strategies towards active, safe and inclusive communities include the creation of inclusive streetscapes with a local village feel and maintaining natural heritage, supporting the development of Port Phillip as a green city, and providing safe and accessible public spaces.

*Carlisle Street Activity Centre Structure Plan (2009)*

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

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

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

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

*Housing Strategy (2007)*

Council’s Housing Strategy identifies St Kilda Road South as a preferred area for moderate residential growth. As such, housing developments on St Kilda Road should be above ground level commercial uses, and respect the existing streetscape character. Objectives for sustainable, accessible and affordable housing options are also included in the strategy.

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

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

**Infrastructure**

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

The Public Toilet Plan recommends that options be explored for a public toilet on St Kilda Road. When considering appropriate areas, high pedestrian volumes, the location of parks and playgrounds and public transport precincts would be considered. Council has adopted a maximum distance of 1000 metres between toilets in the Plan.
Play Space Strategy (2011)

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

Public Realm


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

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


The Water Plan advocates for the better management of water within the municipality, and is based on a “city as a catchment” approach. This approach encourages the use of alternative water sources through environmentally sustainable design (rainwater and stormwater harvesting) and through the implementation of water sensitive urban design.

Fitzroy Street Streetscape Plan Final Report (2009)

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


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

Access


Council’s Access Plan 2013-2018 is part of a wider commitment to equitable, dignified access and the inclusion of all residents and visitors within the urban environment. Urban design and streetscape plans should include good access design principles and the design of street furniture, landscape, paths of travel and parking must enable people to feel safe and connected within the city.

Principal Pedestrian Network (2013)

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


The Safer Streets strategy seeks to improve the safety of pedestrians, public transport users and cyclists by reducing conflicts with vehicles. It recognizes that safer environments for pedestrians and cyclists may be achieved through better management of traffic through intersection design and the...
acknowledgement of Council's road user hierarchy in streetscape design.

Sustainable Transport Strategy (2011)

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

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

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


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

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


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

Public Transport Advocacy Statement (2009)

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


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

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

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

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

The three zones are proposed to be applied to different locations across the precinct and broader study area. Different schedules to each zone are proposed, which will implement height controls specific to each location. This would allow varying levels of development and density in each location to reflect the neighbourhood character and the capacity for change of each area.

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

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

Subject to specific conditions, non-residential uses may also be permitted within all residential zones such as hospitality, retail, educational, recreational, religious, and community uses. The provisions of ResCode at Clause 54 and 55 of the Planning Scheme apply to development within residential zones.

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

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

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

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

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

Road Zone Category 1
This zone applies to the major roads within the study area, denoting that they are managed by VicRoads. This includes St Kilda Road (and St Kilda Junction), Queens Way, Fitzroy Street and Carlisle Street.

Public Park and Recreation Zone
This zone provides for public recreation and open space. It applies to several small parks outside of the study area, as well as Albert Park to the north west of the study area.
Figure 1: Zones

- Precinct boundary
- Property boundary
- Proposed General Residential Zone Zone (GRZ)*
- Proposed Neighbourhood Residential Zone (NRZ)*
- Proposed Residential Growth Zone (RGZ)*
- Commercial 1 Zone (C1Z)
- Comprehensive Development Zone (CDZ)
- Mixed Use Zone (MUZ)
- Public Park and Recreation Zone (PPRZ)
- Public Use Zone (PUZ)
- Road Zone Category 1 (RDZ1)

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

**Heritage Overlay**

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

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

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

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

DDO6 applies to the St Kilda Area. Properties on Fitzroy Street, north-west of the study area, are included within DDO6-1, Fitzroy Street. This overlay seeks to provide a dramatic urban edge to Albert Park Reserve using high density apartments above shops with streets that have wide tree lined footpaths. This is to support a distinct cosmopolitan street life. While development is encouraged to be of high density, building should not exceed 25.5 metres in height and be respectful of other buildings in regards to height, heritage and overshadowing.

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

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

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

**Environmental Audit Overlay**

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

**Special Building Overlay**

The Special Building Overlay identifies land that can be liable to flooding from overland flows from the urban drainage system. This is identified by the floodplain management authority. It also ensures that any development allows for the free passage and temporary storage of floodwaters to minimise flood damage and not cause any considerable increase of flood levels or flow velocity. The protection of water quality also applies under relevant State Environment Protection policies.
Figure 2: Overlay controls

- Precinct Boundary
- Property Boundary
- Heritage Overlay
- Environmental Audit Overlay
- Special Building Overlay
- Design Development Overlay
- Vegetation Protection Overlay
Figure 3: Height controls

- Precinct Boundary
- Property Boundary
- Park
- Sites Affected by a Heritage Overlay
- Sites Affected by a Design & Development Overlay
- General Residential Zone
- Neighbourhood Residential Zone
- Residential Growth Zone

1. **DDO13** Permit required for buildings 33m & above
2. **DDO6-1** Discretionary 25.5m
3. **NRZ1** Mandatory 8m
4. **NRZ2** Mandatory 10m
5. **GRZ1** Discretionary 9m
6. **GRZ2** Discretionary 9m
7. **GRZ4** Discretionary 9m
8. **GRZ5** Mandatory 8m
9. **GRZ7** Mandatory 10m
10. **GRZ8** Mandatory 10m
11. **GRZ9** Mandatory 10m
12. **RGZ2** Discretionary 13.5m
13. **RGZ3** Discretionary 13.5m
14. **DDO21-3** Discretionary 13m
15. **DDO21-4** Discretionary 17m
16. **DDO21-1** Discretionary 10m

Legend: 
- 1400mtrs NORTH 200mtrs 400mtrs
1.5 Review of development trends

In the last five years, increasing residential development pressure has occurred south of the St Kilda Junction, including within the western end of Wellington Street. This could be considered as a flow-on effect of the changing role of St Kilda Road North, which has become an increasingly desirable location for the construction of larger scale, high density residential developments, resulting in its transition from a high quality office precinct to an area of mixed use.

Most applications for buildings of five storeys attract objections and are heard by VCAT as a result.

Key Issues Considered By VCAT

Key issues contemplated by VCAT:
- Appropriateness of the proposed use of the land, including the intensity of residential development and change of use from office in view of the current strategic direction.
- Scale and bulk of the development in the context of the character of the streetscape of this locality.
- Proposed urban design response for the land and locality, including frontage treatment, building form, detailed design and materials.
- Potential off-site impacts on the amenity of neighbouring properties and the area.
- Amenity outcomes for future residents, e.g. apartment size and open space provision, and adjoining property owners.
- Car parking and traffic outcomes and whether enough car parking is provided.

Summary of Community Objections

- Inappropriate height, bulk, scale and massing.
- Excessive site coverage and overdevelopment.
- Failure to respond to site and neighbourhood character.
- Proposal would be inconsistent with Council’s Local Planning Policies expressed in the Port Phillip Planning Scheme.
- Poor architectural quality and poor interfaces.
- Inadequate car parking facilities and car access and unacceptable traffic impacts.
- Wind tunnel impacts.
- Lack of attention to waste management, noise and smell associated with a high volume of waste.
- Potential overlooking and overshadowing.
- Impacts on nearby landmarks.
- Visual impact on adjacent areas.

Recent applications and approvals

Wellington Street
11-15 Wellington Street: 10 storey residential development with restaurant at ground level
35-37 Wellington Street: 5 storey development with office ground level and residential above
44 Wellington Street: 4 storey residential development
60 Wellington Street: 4 storey residential development
95 Wellington Street: 4 storey residential development with cafe/retail at ground level
113 Wellington Street: 5 storey development with office ground level and residential above

Alma Road
3-7 Alma Road: 8 storey apartment development
25-29 Alma Road: 8 storey residential development with ground level office

Carlisle Street
88 Carlisle Street: 5 Storey apartment development
Figure 4: Applications for buildings over 4 storeys

St Kilda Road

2-8 St Kilda Road: 18 storey residential development with restaurant at ground level

3-5 St Kilda Road: 26 storey residential development with restaurant/shops/studios at ground level

42 Barkly Street (with frontage to St Kilda Road): 15 storey residential development with restricted retail at ground level

46 St Kilda Road: 6 storey development with office at ground level and residential above

70-76 St Kilda Road: 4 storey residential development at the rear of existing shops

181-185 St Kilda Road: 13 storey residential development with cafe and office at the ground level

194-198 St Kilda Road: storey retail and residential development

260 St Kilda Road: 3 storey office and residential development
1.6 Regional role and context

Plan Melbourne

*Plan Melbourne* is the current metropolitan strategy for Melbourne, released in 2014. It will guide the city’s growth to 2050.

The plan is underpinned by nine strategic principles:

- A distinctive Melbourne
- A globally-connected and competitive city
- Social and economic participation
- Strong communities
- Environmental resilience
- A polycentric city linked to regional cities
- Living locally - a ‘20-minute’ city
- Infrastructure investment that supports city growth
- Leadership and partnership

These strategic principles will underpin all planning projects within metropolitan Melbourne, and can be delivered at the municipal level through local planning projects such as this Urban Design & Land Use Framework.

While *Plan Melbourne* does not include direction relating to the study area, it makes several references to the role of St Kilda Road north, which may also have a bearing upon the study area in the long term.

Direction 4.1 is to expand the central city, and includes extending CBD activity into St Kilda Road north, up to St Kilda Junction.

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

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

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

*Plan Melbourne* also highlights the importance of neighbourhood centres as within the metropolitan structure as community focal points and in terms of access to services, employment opportunities and the liveability of their neighbourhoods.

*Plan Melbourne* notes:

“A network of diverse and vibrant activity centres is important to the city structure. Local governments are encouraged to plan and support local urban-renewal and transit-oriented development sites to better use existing and planned infrastructure for housing and employment opportunities”.

Regional role of the St Kilda Road South Precinct

At a regional strategic level, the role of the St Kilda Road South precinct is to:

- As a local activity centre, provide opportunities for urban renewal within a well-accessed and serviced part of Melbourne, through sensitive redevelopment of underused sites.
- In particular, provide opportunities for new housing to assist with the high demand for housing experienced across the metropolitan area.
- Embrace the role of the ‘specialised activity centre’ (as designated by Council’s MSS) in providing an important and distinctive function for the municipality.
- Retain valued local heritage and character attributes as key features of Melbourne’s urban fabric.
- Foster a high quality of new architectural and urban design in new development and the public realm.
- Provide a connection from the CBD to the southern suburbs of Melbourne, via St Kilda Road as a major arterial highway.
- Improve the boulevard connection between the two identified significant boulevards of St Kilda Road North and Brighton Road.
- Improve local connections between neighbourhoods, as required, in promoting the ‘20 minute city’.
1.1 Urban structure and built form

The key features of the study area are illustrated in Figure 5: Study Area Analysis (opposite) and over the following pages.

**Topography**

The topography of the study area rises up from lower land at Carlisle Street to the crest of St Kilda Hill on Alma Road. (refer to Figure 6: Topography).

The topographic high point of St Kilda Hill is a local geographic landmark and the highest ground south of the CBD. Travelling south from Alma Road, the topography flattens out considerably south of Inkerman Street.

**Urban structure and street layout**

The street layout of the study area is primarily a north-south grid, which is reoriented west beyond Barkly Street.

St Kilda Road is a major arterial corridor and the 'spine' of the study area. As an 8-lane highway, it carries substantial traffic volumes between the Melbourne CBD and southern suburbs.

The heavy traffic of St Kilda Road impacts upon its streetscape amenity and vibrancy. The highway acts as a significant barrier to pedestrian movement and discourages streetlife and activity.

Road widening in the 1960s saw St Kilda Road transformed from the historic High Street, which was of a similar width and form to Carlisle Street and supporting retail frontages along both sides.

This section of St Kilda Road now has a width of approximately 60m, similar to St Kilda Road north of the Junction and Brighton Road south of the study area.

Wellington Street and Carlisle Street are local connectors between the study area and Windsor and St Kilda respectively. Both streets also carry a high volume of traffic, considering their function as predominantly residential streets. They have a width of approximately 20m.

**Landmarks and views**

Key landmarks of the study area are shown on the map opposite. St Kilda Junction itself is a landmark space of the metropolitan movement network. As a multi-layerd intersection of major arterial roads, it is a significant infrastructure element, covering a large area and a dominant feature of the area. Thousands travel through the junction each day by car, public transport, walking or cycling.

As noted, St Kilda Hill is a topographic high point and local geographic landmark which has long been emphasised by the spire of the St Kilda Presbyterian Church. An emerging cluster of high scale buildings on St Kilda Hill is also serving to further accentuate this high point.

From atop of St Kilda Hill at Alma Road, views open up south towards Carlisle Street, north towards the city and west along Princes Street to Albert Park. From St Kilda Road and Barkly Street views of Port Phillip Bay are visible. Other important landmarks in or near the study area include the prominent buildings St Kilda Hebrew Congregation Synagogue, the former St Kilda Post Office and the St Kilda Town Hall.

**Sensitive interfaces**

Most edges of the study area directly adjoin residential properties, where the management of issues such as overlooking, overshadowing or visual bulk is critical.

The mixed nature of the study area also means that many large commercially zoned sites with significant development potential adjoin low scale residential or heritage sites. A transitional scale would need to be provided to these lower buildings.

Sensitive interfaces are shown on the map opposite.

**Key intersections**

Indicated on the map are several key intersections: St Kilda Junction, the intersection of St Kilda Road with Alma Road, Inkerman Street and Carlisle Street, and the eastern end of Wellington Street at Queens Way.

These intersections are prominent locations within the local urban structure and street layout, or form gateways to the study area. Some also have a higher level of activity or serve as transport nodes. Sites adjoining these intersections are highly visible within the local urban context and new development must be well-designed to address their important corner locations.

**Inter-neighbourhood links**

The key east-west streets form the primary inter-neighbourhood links for all forms of transport, between East St Kilda, St Kilda, Albert Park and Windsor.

They are of particular importance as links to local open space, shops and community facilities centres. Pedestrian and cycle connections along these local links should be enhanced where needed.
Figure 5: Study area analysis

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

- Mix of low and medium density residential, many heritage sites, side setbacks
- Historic retail frontage
- Fine-grain retail frontages
- Mix of low scale residential & large commercial sites
- Many side fences and inactive frontages
- Mix of low and medium density residential with side and front setbacks

Legend:
- Commercial & residential buildings in dense urban form
- Mix of low and medium density residential, many heritage sites, side setbacks
- Historic retail frontage
- Fine-grain retail frontages
- Mix of low scale residential & large commercial sites
- Many side fences and inactive frontages
- Mix of low and medium density residential with side and front setbacks

NORTH

200 metres

ST KILDA ROAD SOUTH - Appendix | 21
Building height
There is a range of existing (and approved) building heights across the study area (refer to Figure 7: Existing building height).

Many buildings within the study area are between 1-3 storeys (up to 10-12m). However, there are pockets that feature higher scale buildings (both existing and approved) - the north/east side of Wellington Street, and the St Kilda Road/Alma Road intersection.

The emerging high scale cluster at St Kilda Hill includes recent development of up to 13 storeys and approved development of 15-26 storeys, which will completely change the character of this neighbourhood. The new higher scale will serve to accentuate the topography of St Kilda Hill and the entry point of the Junction as local landmarks of the study area.

The adjoining residential areas have mostly lower scale buildings of between 1-2 storeys (up to 6m). These are interspersed with sites that support higher scale apartment developments, up to 5 storeys in some locations.

Street edge and frontages
Analysis of street setbacks and frontages shows a range of street edge conditions across the study area (refer to Figure 8: Street edge and frontages).

The eastern side of St Kilda Road has mostly active retail and commercial frontages with a zero setback forming a clearly defined street edge, which is a key aspect of the street’s character in this location.

The western side of St Kilda Road comprises a mix of setbacks, which vary according to the land use and development patterns of the immediate site and context. Many sites on this side of the road present inactive frontages to the street and frequently front setbacks are not well presented. New residential development at Alma Road has minimal landscaped setbacks or setbacks at all. However, they all have a strong sense of residential address to the street.

The northern side of Wellington Street has sites with minimal frontage setbacks, west of Upton Road, and a more mixed setback pattern to the east. Some sites lack a sense of address within this streetscape.

Residential areas of Carlisle Street and the southern side of Wellington Street feature a consistent pattern of landscaped front setbacks, of varying depth, and a strong residential address to the street.

Lot sizes and subdivision grain
The study area has a wide range of lot sizes and configurations due to the mix of land use and development patterns within each neighbourhood (refer to Figure 9: Lot Sizes).

The road widening schemes that dramatically changed the streetscape of St Kilda Road have resulted in poorly configured lots on the western side, including the small parcels of ‘leftover’ space which is difficult to develop or re-use.

The eastern side of St Kilda Road features mostly elongated sites originally developed for this retail strip.

Wellington Street has lots of a consistent depth, but with variations in frontage width. Carlise Street features lots of significantly varied width and depth.

In considering existing development patterns across the study area, lots over 900m² typically support a higher scale of development. Lots of between 500m² and 900m² have been shown to have reasonable redevelopment potential.

Heritage and character
Many sites are included within the Heritage Overlay, either as individual sites of significance or and as a part of the two wider heritage precincts of St Kilda East and St Kilda Hill. Both residential properties and historic shopfronts in the study area are protected through the Heritage Overlay.

Figure 10: Heritage shows sites which are significant, contributory and non-contributory within and outside of the Heritage Overlay.
Figure 6: Topography

- Precinct Boundary
- Property Boundary
- Contour Lines & Metres AHD
Figure 7: Existing building height

- Precinct Boundary
- Property Boundary
- Existing Building Height (& recent approvals)
  - 80m
  - 70m
  - 60m
  - 50m
  - 40m
  - 30m
  - 20m
  - 10m
  - 0m

Figure showing existing building heights with color scale ranging from 0m to 80m.
Figure 8: Street edge and frontages

- Precinct boundary
- Residential Frontage with Landscaped Setback
- Mixed Residential & Commercial Frontage with Mixed Street Setback
- Retail / Commercial Frontage with Zero Street Setback
- Residential / Commercial Frontage with Minimal Street Setback
### Figure 9: Lot Sizes

<table>
<thead>
<tr>
<th>LOT SIZES</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>0 - 499</td>
<td>Precinct Boundary</td>
</tr>
<tr>
<td>500 - 999</td>
<td>Precinct Boundary</td>
</tr>
<tr>
<td>1000 - 1499</td>
<td>Precinct Boundary</td>
</tr>
<tr>
<td>1500+</td>
<td>Precinct Boundary</td>
</tr>
</tbody>
</table>

**Legend:**
- **Precinct Boundary**
- **LOT SIZES**
  - 0 - 499
  - 500 - 999
  - 1000 - 1499
  - 1500+

**Map Features:**
- **St Kilda Junction**
- **Junction Oval**
- **Queens Way**
- **Wellington Street**
- **Charnwood Road**
- **Alma Road**
- **Redan Street**
- **Argyle Street**
- **Inkerman Street**
- **Vale Street**
- **Carlisle Street**
- **Chapel Street**
- **Odessa Street**
- **Barkly Street**
- **Fitzroy Street**
- **Princes Street**
- **Crimea Street**
- **Lambeth Place**
- **Marriott Street**
- **Aldi Library**
- **St Kilda Town Hall**
- **St Michael’s Grammar School**
- **Carlisle St Activity Centre**
- **Betty Day Community Centre**
- **Jim Duggan Reserve**
- **Crimea St Reserve**
- **Pakington St Reserve**
- **J. Talbot Reserve**
- **Waterloo Cres Reserve**
- **St Kilda Railway Station**
- **Windsor Railway Station**

**Scale:**
- 200 mtrs
- 400 mtrs

**Legend:**
- **NORTH**

**Note:**
- The map highlights lot sizes in different colors.
- The legend provides a color-coding system for lot sizes.
Figure 10: Heritage
Overview

The study area has a mix of land uses across each neighbourhood (refer to Figure 11: Land Use):

- Retail uses are focussed along St Kilda Road, mostly on the eastern side, and include mostly specialty retail, hospitality or showrooms.
- There are small clusters of retail uses at the western end of Wellington Street and at Inkerman Street.
- Commercial uses are focussed along St Kilda Road and the northern side of Wellington Street, and occupy both large and small premises.
- Food and drink premises are located throughout the precinct, rather than clustered in a particular location.
- Residential uses are focussed within Carlisle Street, pockets along the western side of St Kilda Road, the southern side of Wellington Street.
- The northern side of Wellington Street is transitioning from commercial to more residential uses.
- There are few community use sites within the study area itself, but several important community uses immediately outside, including the Betty Day Centre.

St Kilda Road

Eastern side

The eastern side of St Kilda Road has a strong commercial and retail edge at ground level. The types of commercial and retail activity along St Kilda Road are typical of those located outside the usual range found in an activity centre (such as Carlisle Street).

This includes specialty or ‘niche’ retail uses (such as the Bakery, Boat Books Shop or Mainly Jazz), small galleries and various creative enterprises, all of which are an important part of the area’s character.

There are also a number of small scale restricted retail premises, such as homewares, lighting and sporting goods showrooms on the eastern side, often within heritage shopfronts, benefiting from main road exposure and ease of on-street parking.

Upper levels above the retail shopfronts support a mix of small offices or residential.

Sites closer to the junction include large scale purpose built offices (1980/90s), which replaced groups of heritage shops.

Recent proposals have seen heritage shops redeveloped to include residential apartments above and to the rear.

Western side

The western side of St Kilda Road has a mixed pattern of land use and corresponding built form as a result of the road widening.

As noted, land uses vary from fine grain residential sites to larger sites accommodating both residential and commercial uses. Several large sites or pockets of development do not directly address St Kilda Road.

A recent concentration of higher scale residential apartments has occurred at the intersection with (and along) Alma Road. North of Alma Road towards the Junction is emerging as a cluster of high scale residential development, with apartment towers of 15 and 26 storeys under construction.

Several sites on the western side of St Kilda Road, at the corner of Inkerman Street, also support restricted retail premises.

Wellington Street

Wellington Street has faced significant change over the last decade and land uses within the street are varied due to a combination of residential, commercial and mixed use zoning.

Southern side

The southern side of Wellington Street is an established residential neighbourhood, and residentially zoned. West of Upton Road are predominantly medium density developments, up to 3-5 storeys, creating a sensitive residential interface along the southern side of Wellington Street. Higher scale residential development is emerging close to the Junction, within the area currently zoned Commercial 1.

Dwellings east of Upton Road are included within the Heritage Overlay and comprise Victorian era terraces and detached dwellings, as well as several Interwar and contemporary apartment blocks.

Northern side

The northern side of Wellington Street has a mix of uses.

West of Upton Road comprises a mix of modern office buildings, recent residential developments and historic terrace houses, converted to offices. Recent
developments have seen residential apartments replacing commercial / offices as the market’s preferred land use within this area.

East of Upton Road is also a mix of residential, office and community uses. There is a trend towards residential uses for new development in this part of the street as well.

Clusters of shops and small businesses exist close to the intersection with St Kilda Road, and also Upton Road which provides the connection to residential areas north of Queens Way.

**Carlisle Street**

Carlisle Street immediately west of St Kilda Road is currently zoned ‘Residential 1’ but includes some nonresidential uses and these sites are presenting redevelopment opportunities. The majority of sites in this strip are already developed for medium density residential.
Figure 11: Land Use

- Study Area Boundary
- Accommodation
- Car Parking
- Commercial
- Community and Religious
- Development Site
- Food and Drink Premises
- Industry
- Mixed Use
- Open Space
- Other
- Utility
1.3 Public realm

**St Kilda Road**

St Kilda Road is the main thoroughfare of the study area, carrying eight lanes of vehicular traffic, trams along the central median and designated bike lanes. It is also identified as a key north-south pedestrian link in Council’s Principal Pedestrian Network. East-west pedestrian access is difficult due to the width of the road and heavy traffic.

The public realm of St Kilda Road comprises a verge space along the side of the road with planting and wide footpaths. The central median also contains planting, pedestrian crossings and tram stops.

The streetscape of St Kilda Road benefits from a strong median tree planting of mature Spotted Gums, which are a key aspect of the street’s current character.

Within verge spaces on either side of the road, plantings of mature Paperbacks and immature London Plane trees line the street. In time, these will help to strengthen the tree canopy to provide shade for pedestrians and add a clearer sense of scale to the streetscape.

The footpaths are of a mixed quality and in many locations require repair to improve pedestrian safety and DDA compliance.

There is a variety of surface treatments across the footpaths, including concrete, asphalt and bricks which results in a lack of visual consistency. There are few places to stop and sit along the street.

The heritage awnings outside the Victorian era shopfronts are an important part of the character of shops at St Kilda Hill. This could be re-created along the rest of the street.

The many ‘leftover’ spaces on the western side of the road (created through the road widening) are often difficult to maintain or encourage anti-social activity, and are an eyesore in the streetscape. These sites are in the ownership of Council, State Government or private landholders.
Wellington Street

Wellington Street is a local connector road carrying one lane of traffic in each direction. Currently there is no designated bike lanes; Council’s Bike Plan proposes that Wellington Street be upgraded as a commuter bike route. It is identified as a key east-west pedestrian link in Council’s Principal Pedestrian Network.

Wellington Street has verges with footpaths and nature strips on either side of the road.

Canopy trees are regularly planted along the street. Species include gums and exotics. Many trees are still immature, and in the future they will assist in providing shade and amenity.

Footpaths are surfaced in concrete and of a standard width. Nature strips are grassed, but in some locations would benefit from improved low level landscaping.

Several small ‘pause places’ have been created outside cafes in various locations along the street. The nature strip in some of these places has been concreted so that they can be used for cafe seating. These are very successful incidental places for social interaction and activity.

Kerb outstands with landscaping have recently been created at the pedestrian crossing near St Michaels. This is a highly effective treatment that could be repeated at other crossing points along the street.
Carlisle Street

Carlisle Street is a local connector road carrying one lane of traffic in each direction, as well as a tram line and bike lanes. Council’s Bike Plan proposes that Carlisle Street be upgraded as a connecting bike route. It is identified as a key east-west pedestrian link in Council’s Principal Pedestrian Network.

Carlisle Street has footpaths on either side of the road with no nature strips. The footpaths are relatively wide, in order to accommodate the level of pedestrian traffic on this street.

New Lily Pily trees have been regularly planted along the street. Currently immature, they will provide shade and amenity upon maturity.

There are no places to stop and sit along the street. Tram stops do not have seating.
Open space

There is no open space within the precinct itself, however there are a number of small open spaces and pocket parks within the wider study area.

Albert Park is located nearby, which is of regional scale with large sporting facilities.

Alma Park is an important neighbourhood park with a range of passive recreational facilities.

There are also small neighbourhood parks in Bath, Waterloo, Crimea and Octavia Streets. Connections for pedestrians and bikes could be improved to these open spaces.

Overall, there is a lack of pocket parks or ‘pause places’ along the streets, which provide an opportunity for outdoor social spaces. Existing pause places have been shown to work very successfully and fill a need, such as the space outside the cafes on Wellington Street and St Kilda Road.

Solar access

There is good solar access to the streets of the precinct.

The southern side of all east-west streets receive sunlight all day. This includes Wellington Street, Alma Road, Inkerman Street and Carlisle Street. Buildings on the northern side of these streets should be designed to retain this sunlight.

The western side of St Kilda Road receives sunlight from the morning to early afternoon. The western side receives sunlight from midday throughout the afternoon. Buildings on either side of this street should be of a scale to retain this solar access. Given the width of the road, a mid-rise scale of development would achieve this.

The western side of Barkly Street receives morning solar access. The new buildings currently under construction will limit sunlight to these properties in the future.

Connectivity

The study area is well served by different forms of transport.

Public transport includes trams along St Kilda Road and Carlisle Street.

Other tram, train and bus services are within close walking distance.

The main streets of the study area are all primary pedestrian routes and provide essential north-south and east-west local access.

As noted, the heavy traffic and wide carriageway of St Kilda Road create a significant barrier to east-west pedestrian movement.

There is a high level of bike traffic within the study area and the network of bike routes for commuter, connecting and local bike traffic is being continually upgraded through Council’s capital works programs.
Appendix C
Capacity Analysis
1.1 Brief

The brief for the capacity analysis was to:

Document the current development / floorspace in the study area and the future additional development capacity within the Precinct (ie permissible under the proposed built form controls). This must include the development and land use assumptions underpinning the capacity analysis.

Note:

To assist the traffic study prepared for the project, capacity figures for each street block were provided (map shows breakdown of analysis by street blocks).

1.2 Method overview

The capacity calculation identified a theoretical likely supply of dwelling construction and retail/office floorspace that could take place over the next 15+ years. It does not include consideration of projected market demand or commercial viability rather, it assessed development feasibility, based upon an agreed set of assumptions about land use planning and built form parameters.

The capacity analysis methodology was undertaken in four stages:

1. Identification of existing floorspace through establishment of property base using GIS and a Capacity Model
2. Capacity analysis of recommended controls
3. Calculation of gross supply of residential, retail, and office floorspace in an Excel model
4. Development propensity to change of lots within the study area, i.e. how likely each is to be subject to redevelopment

While the capacity model includes all lots within the Precinct it was not a masterplanning exercise and did not produce a definitive development option. It evaluated the likelihood of each lot being developed and assigned a percentage change value to each lot to arrive at total net capacity. Land use plans are provided as a broad indication of the types of uses likely to establish in an area (if development happens), but should not be regarded as prescriptive.

The methodology considered broad areas where a percentage change is likely to occur rather than individual lots. The capacity analysis should be read as a potential direction of change, whereby uses such as industrial, offices, and individual houses are likely to be developed over time. The results can suggest that certain types of dwellings, such as detached houses, will be replaced by apartments however this does not infer certainty of ‘x’ number of houses being redeveloped into apartment blocks.

The likelihood is that lower density buildings will over time be replaced by a higher density development, which has been modelled here. The model will assist the City of Port Phillip to plan for likely growth, to ensure the community’s requirements in the future are met.

In an example scenario, the north side of Wellington Street is designated as a mix of residential and retail uses at ground floor level. It is likely that the majority of retail uses will establish around the St Kilda Road end, where footfall is greatest. It can, however, be observed that small cafes, for example, have been built in the ground floor of residential developments along the street and therefore it is likely that further similar development will take place in the future.

Stage 1 - Identifying existing floorspace

The initial stage of the process involved identifying the existing residential, commercial, and other floorspace of the Precinct. Predominantly this was residential, retail, and office, but also included industrial space and community uses. The figures for this data were based on Council’s valuations/rates data.

The Department of Transport, Planning and Local Infrastructure’s Housing Development Data was also of assistance for residential sites.

The valuation data was added to the GIS to determine which lot and block it relates to, so that it could be compared to the capacity model data.

Stage 2 - Capacity analysis of recommended controls

Stage 2 involved calculating additional dwellings, retail and office floorspace that might be possible under the recommended controls. It was assumed that car parking would be provided in basement levels for buildings three
storeys and above. For buildings less than three storeys, 40% of the ground floor was assumed to be used for car parking.

Development assumptions, based on recent development trends, lot sizes, current zones/overlays, car parking rates, and proposed setbacks were also included in the model.

Lots that do not support redevelopment were excluded and the development potential of all other lots was identified (please refer to Assumptions). The development propensity of each lot was assigned in the GIS and then transferred to the model.

**Stage 3 - Calculate gross dwelling/floorspace supply**

This stage involved calculating and tabulating the additional residential and commercial floorspace for the study area. This was achieved by:

- Applying a setback, where relevant, appropriate to current built form typologies and adjacent residential areas, for front, side, and rear of lots. These setbacks resulted in a percentage reduction for each plot, in terms of developable area. This area was used as a minimum area for parking and landscaping and was increased to 40% for plots supporting less than three storeys of development and 30% for greater heights.

- A percentage reduction was applied to calculate net floorspace from the gross figures.

- The existing floorspace figures, per plot, were reduced by the same percentage as new floorspace was added.

- The net additional modelled floorspace was then calculated by subtracting the existing floorspace from the potential floorspace under the proposed planning controls.

**Stage 4 - Development propensity**

The development propensity of each site was assessed through application of a range of weighted criteria that would either facilitate or constrain development. These criteria produced development propensity of very low, low, medium, and high, as well as a 'no development' category.

The criteria were based upon:

- Whether the site is included in the Heritage Overlay (HO), and whether it listed as a significant, contributory or non-contributory site - assuming that heritage controls will constrain development to varying degrees.

- The scale of existing development - assuming low rise buildings are more likely to be redeveloped and buildings at or above the recommended maximum height are much less likely to be redeveloped.

- Lot size - assuming larger lots have a higher development potential.

- Ownership - assuming multiple ownership as a development constraint.

The no development scenario is applied to all buildings used for religious activities, such as the Jewish Museum and Presbyterian Church, lots with current planning applications and/or recently developed. The latter are included in the capacity model as new development, as per their application, not within the development assumptions.

**Weighting of constraints is as follows:**

<table>
<thead>
<tr>
<th>Category</th>
<th>Value</th>
<th>Weighting</th>
</tr>
</thead>
<tbody>
<tr>
<td>Heritage Not in HO</td>
<td></td>
<td>10</td>
</tr>
<tr>
<td>Heritage Non contributory in HO</td>
<td></td>
<td>5</td>
</tr>
<tr>
<td>Heritage Contributory in HO</td>
<td></td>
<td>-5</td>
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<tr>
<td>Heritage Significant in HO</td>
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<tr>
<td>Scale &gt;18m</td>
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<td>-10</td>
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<td>3</td>
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<tr>
<td>Lot Size &lt;300m²</td>
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<td>0</td>
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</tr>
<tr>
<td>Ownership 2-4 owners related</td>
<td></td>
<td>5</td>
</tr>
<tr>
<td>Ownership 2-4 owners unrelated</td>
<td></td>
<td>-3</td>
</tr>
<tr>
<td>Ownership Multiple</td>
<td></td>
<td>-10</td>
</tr>
</tbody>
</table>

Once the level of development propensity was established across the study area (very low, low, medium, high and none), a likely development rate was applied to each level of propensity.
Figure 12: Propensity for change

<table>
<thead>
<tr>
<th>Propensity to Change</th>
<th>Propensity Score</th>
<th>% Development Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>High Propensity to Change</td>
<td>25-35</td>
<td>80%</td>
</tr>
<tr>
<td>Medium Propensity to Change</td>
<td>15-25</td>
<td>50%</td>
</tr>
<tr>
<td>Low Propensity to Change</td>
<td>5-15</td>
<td>15%</td>
</tr>
<tr>
<td>Very Low Propensity to Change</td>
<td>&lt;5</td>
<td>0%</td>
</tr>
</tbody>
</table>

For sites with recently approved development (within the last 5 years) the approved floorspace is used instead.

Figure 12 (opposite) shows the level of development propensity across the study area.

Street blocks shown on the map.
1.3 Development assumptions

The following assumptions will feed into the potential capacity of each block:

**Carparking**

Retail
- 4 spaces per 100m² of retail floorspace
- Provided at grade

Office
- 3 spaces per 100m²
- Provided on plot, either at grade or in basement, depending on development density

Residential
- 1 space per 1-2 bedroom unit, 2 spaces per 3 or more bedroom unit and 1-5 Visitor Spaces - as per the Planning scheme
- Mixed Use Zone and Commercial 1 Zone - 0.8 per 1 bedroom unit, 1 space per 2-3 bedroom unit (based upon Council’s sustainable car parking rates)
- Provided on plot, either at grade or in basement, depending on development density

**Residential floorspace**
- Apartment split - 50% 1 bed, 40% 2 bed, 10% 3 bed
- Average apartment size - 45m² 1 bed, 80m² 2 bed, 120m² 3 bed [based upon Carlisle St Capacity Assessment, which is in line with current development trends]

**Uses**

The existing and proposed uses within any urban area are often diverse and therefore they have been categorised into broader categories for simplicity. The data originates from the City of Port Phillip’s valuations Data and the table below summarises the types of uses, which appear within the more general categories of the capacity exercise.

**Calculating gross - net floor areas**

- Setbacks as a % of total site area, based upon recommended setback requirements for each block (approximately 11%, on average, of site area)
- Gross to net percentage (articulation, lifts, lobbies, services, storage) [standard figures used in capacity analysis]
  - Residential 85%
  - Retail 60%
  - Office 80%
  - To account for setbacks at upper storeys from the street wall a reduction of 20% was applied to all upper floors, where applicable

**Land use split**

Each block has been allocated a broad mix of uses appropriate to its location; the percentage split of each use has then been included in the model to give floorspace totals for each plot. The uses differ between ground floor (Fig. 13) and upper floors (Fig. 14). The percentage splits by use are in the below table:

<table>
<thead>
<tr>
<th>General category</th>
<th>Types of uses within the category</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>Houses and apartments</td>
</tr>
<tr>
<td>Misc</td>
<td>Back Packers/Hostel,</td>
</tr>
<tr>
<td>Community</td>
<td>boarding house and hotels</td>
</tr>
<tr>
<td>Industrial</td>
<td>Factories and workshops</td>
</tr>
<tr>
<td>Office</td>
<td>A variety of office space,</td>
</tr>
<tr>
<td></td>
<td>including converted</td>
</tr>
<tr>
<td></td>
<td>dwellings, low rise offices and</td>
</tr>
<tr>
<td></td>
<td>commercial office blocks</td>
</tr>
<tr>
<td>Retail</td>
<td>Cafes, restaurants, shops,</td>
</tr>
<tr>
<td></td>
<td>showrooms, service stations,</td>
</tr>
<tr>
<td></td>
<td>vehicle sales centres</td>
</tr>
<tr>
<td>Place of Worship</td>
<td>Churches, Temples,</td>
</tr>
<tr>
<td></td>
<td>Synagogues, etc.</td>
</tr>
<tr>
<td>Servicing</td>
<td>Access to underground car parking, office and apartment lobbies, retail storage and loading facilities, etc.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Ground Floor Use</th>
<th>Percentage Split</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential/Retail/Servicing*</td>
<td>30% / 30% / 40%</td>
</tr>
<tr>
<td>Residential</td>
<td>100%</td>
</tr>
<tr>
<td>Retail/Servicing*</td>
<td>60% / 40%</td>
</tr>
<tr>
<td>Residential/Office/Servicing*</td>
<td>40% / 40% / 20%</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Upper Floor Uses</th>
<th>Percentage Split</th>
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<tbody>
<tr>
<td>Residential/Office</td>
<td>70% / 30%</td>
</tr>
<tr>
<td>Residential</td>
<td>100%</td>
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* Servicing is an allowance for ground floor uses, which excluded habitable areas or rentable areas of commercial floor space. This includes pedestrian entrances, concierge areas, access to underground parking, plant rooms, storage and loading areas for retail and office.
Figure 13: Proposed land use outcomes at ground floor level.

Figure 14: Proposed land use outcomes at upper floor levels.
1.4 Summary of findings

The following is a summary of the capacity figures for the Precinct.

**Dwellings and population**

<table>
<thead>
<tr>
<th>Description</th>
<th>Baseline</th>
<th>Final Capacity</th>
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</thead>
<tbody>
<tr>
<td>Population</td>
<td>2549</td>
<td>5864</td>
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<tr>
<td>Population Change</td>
<td>3315</td>
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<tr>
<td>Percentage Population Change</td>
<td>130%</td>
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</table>

Baseline Total Dwellings: 1262
Final Total Dwellings: 3170
Total Dwellings Change: 1908
Percentage Dwellings Change: 151%

*Note: Population estimate based on 1.8 people per dwelling. Dwelling numbers and population do not correlate perfectly due to presence of miscellaneous residential, such as hostels and boarding houses.*

**Office space**

- Baseline Office Floorspace (m²): 48849
- Baseline Office Employees: 2442
- Final Office Floorspace (m²): 40770
- Final Capacity Office Employees: 2038
- Percentage Office Employment Change: -17%

*Note: Office employment estimate based on 1 employee per 20m² of floorspace*

**Retail space**

- Baseline Retail Space (m²): 12070
- Baseline Retail Employees: 402
- Final Retail Space (m²): 13177
- Final Capacity Retail Employees: 439
- Percentage Change Retail Employees: 9%

*Note: Retail employment estimate based on 1 employee per 30m² of floorspace*

**Industrial space**

Currently there is circa 4500m² of industrial floorspace in the Precinct. The model does not include new industrial floorspace as it is assumed that it is unlikely that new industrial uses will be proposed in a mixed use area, where the zoning allows for higher value uses.

The modelled capacity results in an approximate 30% reduction in industrial floorspace.
For more information, please contact us via:
www.portphillip.vic.gov.au/contact_us.htm

Phone: 03 9209 6777  
Fax: 03 9536 2722  
SMS: 0432 005 405  
email: assist@portphillip.vic.gov.au

You can also visit our website www.portphillip.vic.gov.au

Postal address: City of Port Phillip, Private Bag 3, PO St Kilda, VIC 3182

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- Speak & Listen users can phone 1300 555 727 then ask for 03 9209 6777
For more information visit: www.relayservice.gov.au

Please contact ASSIST on 03 9209 6777 if you require a large print version.

Language assistance

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