



Carlisle Street Activity Centre Structure Plan (DRAFT-July 2008)

Carlisle Street



Contents

1.0	Introduction	1			
2.0	Vision	7			
3.0	Strategic Directions	11			
	Direction 1	Activity and Business Mix	12		
	Direction 2	A 'Community Hub'	16		
	Direction 3	Place Identity	24		
	Direction 4	Street-Life and the Public Realm	27		
	Direction 5	Managing New Development	31		
	Direction 6	Access and Movement	40		
	Direction 7	Residential Opportunities	47		
4.0	Precinct Directions	53			
4.1	Activity Centre Precincts	54			
	Precinct 1	Carlisle Street Retail Precinct	55		
	Precinct 2	St Kilda Road Commercial Precinct	60		
	Precinct 3	Civic and Community Precinct	63		
	Precinct 4	Williams Street Industrial/Commercial Precinct	67		
	Precinct 5	Pakington Street Mixed Use Precinct	72		
	Precinct 6	Chapel Street Mixed Use & Residential Precinct	76		
	Precinct 7	Marlborough Street 'Interface' Precinct	80		
4.2	Established Residential Precincts	84			
5.0	Strategic Opportunities	90			
	Opportunity 1	Balaclava Walk (Station) Project	91		
	Opportunity 2	Retail Renewal Project	95		
6.0	Implementation Framework	100			
	References	108			
	Glossary	109			
	Appendix 1 – Neighbourhood Character Statements – Established Residential Precincts				

List of Figures

Figure Reference:

1	Study Area & Activity Centre Boundary	6	6.	Precinct Plans	
2	Land Use Framework Plans		6.1	Carlisle Street Retail Precinct	59
2.1	Land Use Precincts	19	6.2	St Kilda Road Commercial Precinct	62
2.2	Capacity Areas – Retail	20	6.3	Civic and Community Precinct	66
2.3	Capacity Areas – Employment / Commercial	21	6.4	Williams Street Industrial / Commercial Precinct	71
2.4	Capacity Areas – Community Uses	22	6.5	Pakington Street Mixed Use Precinct	75
2.5	Capacity Areas – Residential	23	6.6	Chapel Street Mixed Use Precinct	79
3	Urban Design Framework Plans		6.7	Marlborough Street ‘Interface’ Precinct	83
3.1	Heritage Framework	36	7.	Strategic Opportunities	
3.2	Level of Change	37	7.1	Balaclava Walk Project Concept Plan	94
3.3	Built Form Framework (Activity Centre)	38	7.2	Retail Renewal Project – Concept 1	98
3.4	Public Realm Framework	39	7.3	Retail Renewal Project – Concept 2	99
4	Movement and Access Framework Plans		8.	Implementation	
4.1	Walking Framework	45	8.1	Planning Scheme Control Framework	102
4.2	Transport Framework	46	8.2	Application of New Zones and Overlays	103
5.	Residential Opportunities Framework Plans		8.3	Application of Design and Development Overlay	105
5.1	Residential Development Opportunities – Activity Centre	51			
5.2	Framework for Managing Residential Change - Established Residential Areas	52			

Section 1.0 - INTRODUCTION

1.1 What is a Structure Plan?

Structure Planning is the process of developing an integrated framework for the future development and management of an activity centre, and its surrounding area. A Structure Plan will influence changes in land use activity, the design of new buildings and public spaces, and how people get to and move around the centre – whether it be by car, bike, on foot or by public transport.

1.2. What is an Activity Centre?

Activity Centres are places for business, shopping, working and leisure. Most centres also contain community facilities related to public administration, education, health and emergency services, and are important locations for the development of different types of housing. *Melbourne 2030*, which is the State Government's 30 year urban planning strategy, defines an 'Activity Centre' as a place that:

“...provides the focus for services, employment and social interaction in cities and towns. They are where people shop, work, meet, relax and often live. Usually well-served by public transport, they range in size and intensity of use from local neighbourhood strip shopping centres to traditional universities and major regional shopping malls”.

1.3 Why prepare a Structure Plan for Carlisle Street?

Activity Centres are constantly changing in response to economic and lifestyle trends. A Structure Plan will guide change in a way that achieves outcomes for Carlisle Street and the surrounding area that are consistent with clearly defined economic, social, cultural and environmental objectives.

This *draft* Structure Plan has been prepared to:

1 Provide a local response to *Melbourne 2030*

Melbourne 2030 has identified Carlisle Street as a 'Major Activity Centre', one of four across the Port Phillip municipality. The strategy envisages that over the next 30 years these centres will '*experience considerable change*'. They are expected to achieve:

- ✓ A broader mix of activities (shops, services, and community facilities), operating over longer hours.
- ✓ Increased residential development and intensity, in and around the centre.
- ✓ Maximum use of public transport and walking.

Melbourne 2030 directs that Structure Plans be prepared for all Major Activity Centres to outline their capacity for growth and change, and to create opportunities for and direct new investment.

By preparing a Structure Plan for the Carlisle Street area, the extent and type of change can be determined having regard to local conditions, and with an understanding of what is valued and sought by the local community.

2. Co-ordinate Council's planning and services for the area

Port Phillip City Council is increasingly adopting 'Place Management' as a means to ensure an integrated and co-ordinated approach to the planning and service delivery within a particular location or 'place'.

Strip shopping centres and their surrounding areas are complex places, making 'place management' essential. They include a variety of land uses (shops, community facilities, restaurants, housing), an intensively developed built fabric, and a concentration of people, cars and public transport. Their complex nature and constant pressures for change, require careful management by Council.

The preparation of a Structure Plan that sets out clear future directions and priorities for the centre will ensure that Council's detailed planning and service delivery for the area is integrated and relevant to local community needs.

1.4 The Study Area

The *draft* 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 to the south – as shown by FIGURE 1.

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.

1.5 Format of this Structure Plan

The *draft* Carlisle Street Activity Centre Structure Plan comprises six sections:

1. An *Introduction*
2. Setting of a *Vision and Strategic Directions*
3. *Strategic Directions*

The Structure Plan articulates seven (7) Strategic Directions which reflect the key priorities for the activity centre and its environs. Directions relate to the centres' Activity Mix, Place Identity, Built Form, Public Realm, Accessibility, Residential Opportunities, and its 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' strategic directions will be achieved on the ground.

4. *Precinct Directions*

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'.

5. *Key 'Strategic Opportunities'*

These provide further detail and design concepts for two priority 'catalyst' projects; the Balaclava Walk (Station) Project and the Supermarket Renewal Project.

6. An *Implementation Strategy*

This outlines the range of potential mechanisms, funding sources and partnerships necessary to bring the Structure Plan into effect.

NOTE:

Throughout the *draft* Structure Plan a distinction is made between the 'Activity Centre' and the 'Study Area'. The boundary of the Activity Centre is clearly defined (FIGURE 1) and essentially comprises non-residential areas (with exceptions outlined in Section 4.1). The study area includes both the activity centre and the surrounding established residential areas which are within walking distance to the retail strip and Balaclava Station.

Many of the strategic directions and initiatives expressed in the *draft* Structure Plan relate specifically to the activity centre. Where strategies affect the established residential areas or the broader study area, this is made clear.

1.6 Process and Community Involvement

This *draft* Structure Plan has been prepared through a process of research, consideration of key issues and opportunities for the activity centre, and the development of planning strategies that will achieve desired future outcomes for the centre.

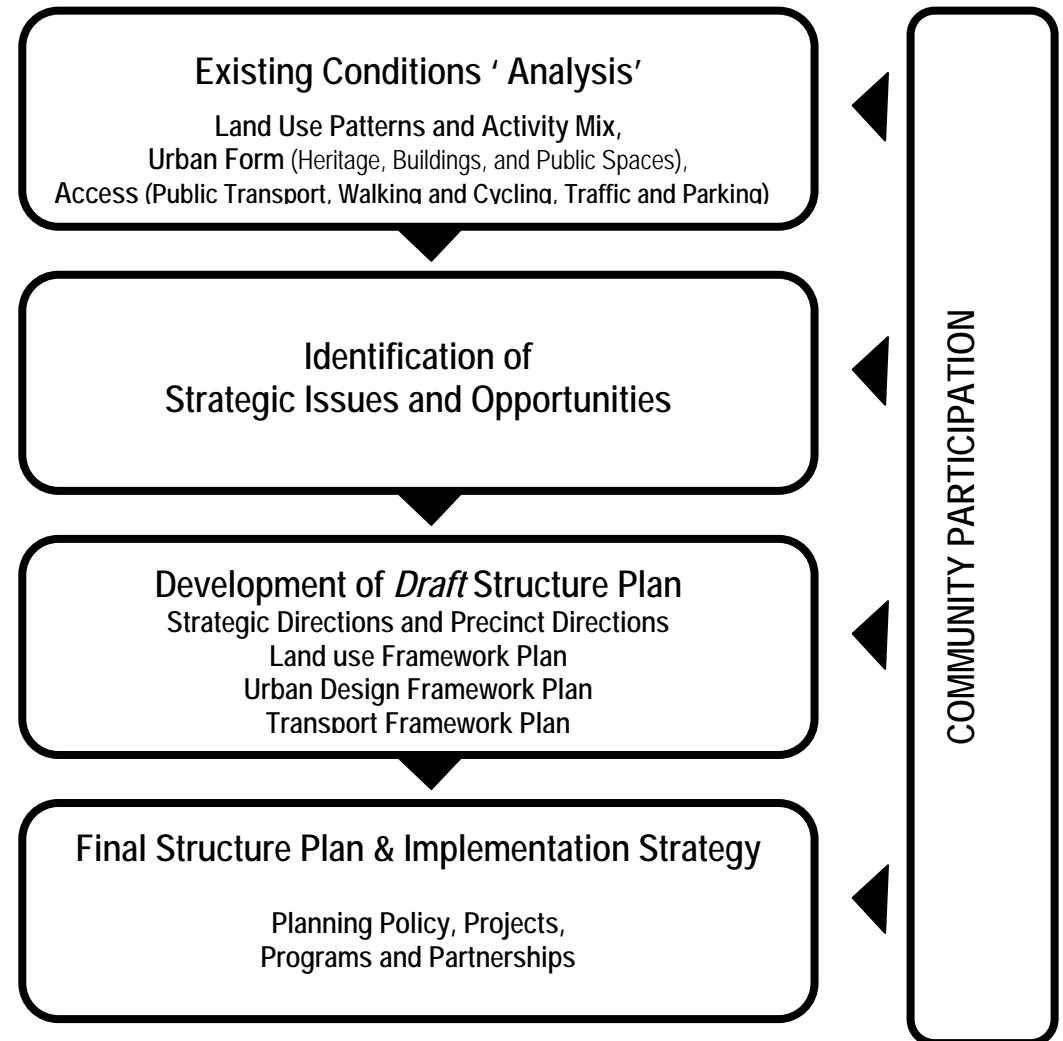
Participation of the local community has been central to this process, with involvement in defining the issues and strategic priorities for the centre (Refer Section 2.3).

These were expressed during 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

The *draft* Structure Plan is now being placed out for final community consideration and input.

The diagram opposite illustrates the Structure Plan process:



1.7 Planning Time Frame

The Structure Plan is being prepared with a 2020 outlook. This represents a 'mid-point' of Melbourne 2030, acknowledging the Government intends to review this strategy every five years and continues to develop its implementation priorities and opportunities.

This time-frame provides the scope to articulate a medium to longer-term vision for the Carlisle Street area, whilst developing strategies and actions which may progressively occur over a 1 to 10 year time-frame.

The potential to 'realign' the Structure Plan after 5 years exists, recognising the need for Council to remain responsive to changes in the policy environment, the dynamic nature of the retail and property sectors, and to enable on-going community involvement in the planning process.

1.8 Delivering Outcomes

A detailed Implementation Plan will be developed in association with the Structure Plan, to ensure the desired outcomes for Carlisle Street area are delivered effectively. As reflected by the diagram opposite, a range of integrated implementation 'mechanisms' will be identified.

What outcomes the Structure Plan will influence:

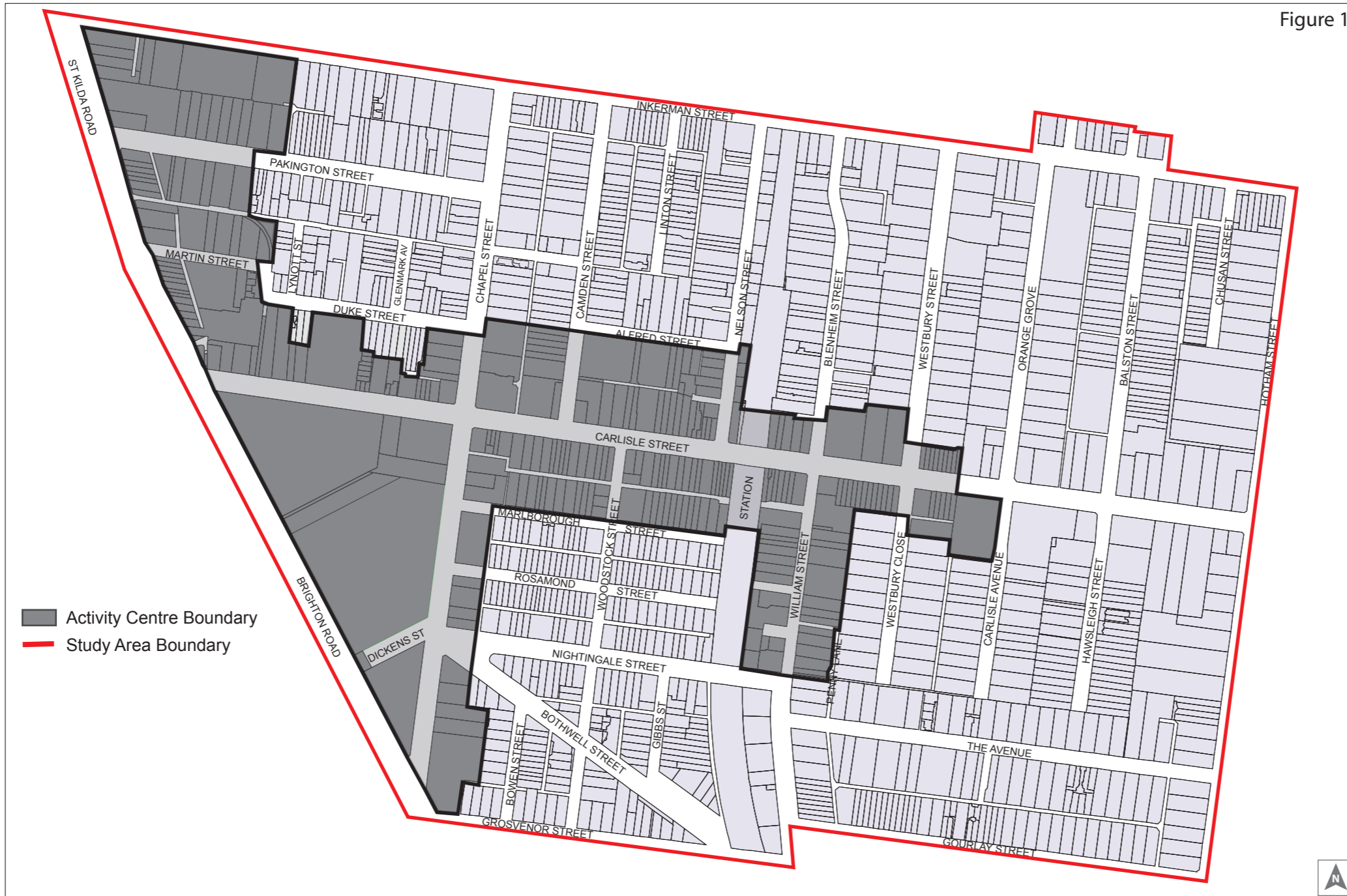
- Land Use Activities
- Built Form and Public Realm
- Transport and Movement



How the Structure Plan will influence outcomes:

- Planning Scheme Policy & Controls
- 'Catalyst' Projects
- Council Programs
- Capital Works Projects
- Partnerships – Govt / Private / Community

Figure 1



Carlisle Street Activity Centre Structure Plan: Study Area / Activity Centre Boundary

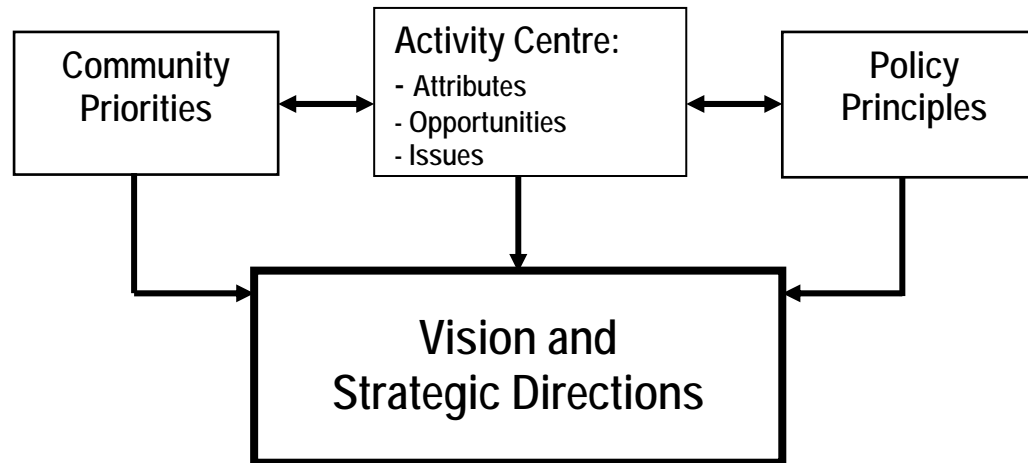
Section 2.0 - VISION AND STRATEGIC DIRECTIONS

2.1 Planning Context

To effectively guide change, the Structure Plan needs to be anchored by a 'Vision' and a set of core 'Strategic Directions'. The Vision must be locally relevant (whilst cognisant of wider influences), focused on priority and achievable outcomes, and represent a shared view of the future.

The **Vision and Strategic Directions** for the Carlisle Street Activity Centre have been informed by:

- An understanding of the centres defining characteristics – its strengths, opportunities, and challenges.
- Key community aspirations (expressed during consultations).
- Policy Principles.



2.2 Centre Attributes

The Carlisle Street Activity Centre is a significant local retail and employment precinct that provides a wide range of facilities for the local community.

The focus of the activity centre is on Carlisle Street, the main shopping strip servicing the Balaclava / St Kilda East neighbourhood. Its strong weekly shopping facilities (two major supermarkets), wide range of community facilities / services and excellent public transport access, means it also draws trade from a wider catchment.

The centre's strengths include:

- A diverse retail and service centre role (including strong weekly shopping facilities and a 'niche' role in the provision of kosher / continental goods);
- An evolving 'local' leisure / entertainment role (evidenced by the recently established bars / cafes which augment the traditional retail function of the centre);
- The distinctive local heritage and character, human scale and consequent well-established 'sense of place' for the local community;
- Well-established residential areas with a rich urban fabric that reflects different waves of development (original cottages, walk-up flats and recent contemporary development);
- Excellent access to public transport (train, tram and bus services) and high connectivity through the local street network facilitating walking to the centre;
- A high concentration of community / civic uses within, and in proximity to the centre; and
- Adjacent industrial and commercial precincts, and 'mixed use' areas providing new residential development opportunities.

2.3 Community Priorities

The *draft* Structure Plan has built on the community's issues, aspirations and priorities for the area, expressed during a range of community and stakeholder consultations.

The top issues / priorities identified by the community are as follows (ranked by the highest number of responses to the lowest):

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

From the consultation, some key themes have emerged:

- The diversity of Carlisle Street is highly valued by the community.
- Retention of convenience retailing (daily and weekly shopping) is important.
- Pedestrian access and movement within the centre could be improved.
- The heritage buildings make an important contribution to the streetscape and should be upgraded.
- There is a lack of public open space/meeting space within the centre.

Some community aspirations conflict and it is the role of the Structure Plan to try to address and manage the competing interests of the centre in the context of *Melbourne 2030* and broader Council policies.

2.4 Policy Principles

The following key policy principles have been drawn from major policy statements affecting the Carlisle Street area¹ and as such have informed the setting of key Strategic Directions for the future of the Activity Centre.

A Vibrant Local Economy

- Traditional local shopping strips and centres should remain prosperous and service local needs
- A vibrant, diverse and creative local economy that supports local jobs
- Sustainable tourism industries that support Port Phillip's cultural identity and assets

Quality Built Environment

- Quality urban design that makes urban areas more liveable and attractive
- Protection of Port Phillip's built heritage
- Recognition and protection of cultural identity, neighbourhood character and sense of place
- Improved levels of public safety and a greater sense of community and personal safety

¹ Refer References for list of relevant Policy Documents

Culture and Community Life

- Support a diversity of people and lifestyles within the city
- Maximise opportunities for all people to participate and engage in community life
- Support and encourage inviting and accessible places and spaces
- Promote the city's cultural heritage
- Sustain the eclectic nature of the city and its neighbourhoods
- Develop a creative city, where the art, contemporary culture, creativity and innovation are encouraged

Supporting and Servicing the Community

- Relevant services and facilities that are targeted to meet the needs of the whole community and also actively include groups that experience disadvantage
- Consolidation of community services and activities in key locations – 'community hubs'
- Maximise the use of community and civic facilities
- Increase the supply of well-located affordable housing through continued leadership and advocacy

Sustainable Transport

- Prioritise and improve conditions for walking, cycling and public transport to reduce private vehicle travel
- Improve public transport (facilities and services) across Port Phillip

Environmental Responsibility

- Improve the environmental performance of new public and private works

Activity Centres *(Melbourne 2030)*

- A wide range of activities and services, operating over longer hours
- A substantial proportion of new housing located in or close to activity centres, where accessibility to goods, services and transport is highest
- Upgraded Principle Public Transport Network and local public transport services to connect activity centres

2.5 A Vision Statement

*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**.*

2.6 Implementing the Vision

The *Strategic Directions* set for the Carlisle Street Activity Centre – reflected in section 3.0 of the Structure Plan – are drawn from this *Vision Statement* and support its realisation.