

Section 4.0 PRECINCT DIRECTIONS



4.1 ACTIVITY CENTRE PRECINCTS

The boundary of the Carlisle Street 'Activity Centre' is defined by Figure 1 and generally incorporates the non-residential* areas along and adjoining Carlisle Street as follows:

- Precinct 1. The Carlisle Street Retail Precinct
- Precinct 2. The St Kilda Road Commercial Precinct
- Precinct 3. The Civic and Community Precinct – generally west of Chapel Street and south of Carlisle
- Precinct 4. The William Street Industrial and Commercial Precinct
- Precinct 5. The Pakington Street Mixed Use Precinct
- Precinct 6. The Chapel Street Mixed Use and Residential Precinct, and
- Precinct 7. The Marlborough Street 'Interface' Precinct.

(*Note: The activity centre boundary incorporates existing 'mixed use zones' which provide for residential use, and a small number of existing residential properties located within retail / commercial areas.)



Precinct 1 –

CARLISLE STREET RETAIL PRECINCT

4.1.1 Precinct Description

The Retail Precinct is centred on Carlisle Street and extends from Brighton Road through to Carlisle Avenue. A diverse retail base includes two supermarkets, a wide selection of specialty food and clothing stores, a growing number of cafés and restaurants, and a range of personal and business services.

Extensive 'at grade' car parks are included within the precinct, servicing both the northern and southern sides of the retail strip. In addition to two arcades, a number of premises have developed 'rear' shop entries which facilitate the connection of car parks to the Carlisle Street strip.

The existing supermarkets (Coles and Safeway) act as major drawcards to the centre however, neither are contemporary 'full-line' facilities and both would benefit from improved presentation. Their location adjacent the extensive off street car parks present as a key strategic opportunity within precinct to improve the centres' 'retail offer' and to address a range of existing design issues (including extensive blank walls and a poor interface with the residential area north of Alfred Street). Major renewal within this precinct will act as a catalyst to improvements in the wider activity centre.

The relative consistency of the Carlisle Street streetscape is derived from its prevailing two storey height and strong heritage influences. Contrasting this are the large unarticulated facades of the two supermarkets which dominate Camden Street. Overall the existing built fabric reflects a layering of development which contributes to the 'eclectic' and 'cosmopolitan' identity of the retail precinct and provides scope for new contemporary development.



The tram route along Carlisle Street has strongly influenced the linear development of the retail strip. Similarly, the presence of Balaclava Station centrally within the precinct presents a key future opportunity to build on the accessibility of the retail strip and the activity centre overall.

4.1.2 Strategic Directions

- The Carlisle Street Retail Strip will continue to be the 'hub' of the activity centre and will remain its retail focus.
- Its identity as a traditional 'village' shopping strip will be reinforced through retention of its heritage streetscape, human scale, and an increased focus on streets as public spaces.
- Urban design treatments at key 'entry points', and a consistency of design detail throughout the public realm, will further develop the 'place identity' of the strip.
- The three distinct retail sub-precincts which have emerged along the length of Carlisle Street will be reinforced:
 - I. The area between Chapel Street and the rail bridge will be consolidated as the '*Retail Core*' of the Carlisle Street Activity Centre through ensuring the concentration of shops (including supermarket magnets) and personal services to create a compact, highly walkable retail area.

- II. The 'Eastern Retail Precinct' (Rail Bridge to Carlisle Avenue) will remain the focus for specialty foods (continental and kosher) together with an increased concentration of personal and business services, and cafe / restaurant uses.
- III. The 'Western Retail Precinct' (Brighton Road to Chapel Street) will continue to service nearby clusters of community and commercial uses through a growing number of restaurant / cafe uses and , in addition, will provide locational opportunities for a range of more specialised retail activities.

- New retail floor space will be concentrated within the designated 'retail core' and will be highly integrated with the existing retail strip.
- The profile and integration of Balaclava Station within the retail strip will be significantly enhanced, reinforcing the important role of the activity centre as a 'public transport hub'.
- The precinct will achieve an increase in residential activity contributing to greater housing choice within the activity centre and creating vitality through a greater night time presence. Housing will be delivered (above street level) through 'shop top' dwellings and as part of larger mixed use developments.

4.1.3 Precinct Opportunities

Refer Precinct Map (FIGURE 6.1).

Land Use / Strategic Sites

- **Retain the existing Business 1 Zoning and extend west along Carlisle Street**, between the Library and St Kilda Road.
- **Facilitate Redevelopment of the existing Coles / Safeway Supermarket / Car Park sites** - Use Council's strategic land

holdings (at grade car parks) within the precinct to facilitate redevelopment of the two major supermarket facilities (ie in partnership with other land owners and business operators) to deliver:

- Contemporary 'full-line' supermarket facilities.
 - Additional specialty retail floor-space at street level.
 - Potential for additional commercial and / or community space.
 - The capacity for new higher density affordable (public and private) housing on upper levels, with emphasis on dwelling diversity.
 - A high level of physical integration with the Carlisle Street retail strip and re-establishment of 'active retail edges' along Camden Street, Nelson Streets and laneways.
 - Replacement of existing car parking at basement level, with scope to consolidate car parking from Council's underutilised 'station car park' (off Marlborough Street). (Refer Strategic Opportunity 2).
- **Create a renewed 'interface' along Albert Street** - through ensuring the redevelopment of the coles / car park site opposite:
 - Requires the residential frontage of new dwellings above the retail space to 'address' and 'access' Alfred Street to re-establish a residential character to the street.
 - Eliminates vehicular access to the car park and loading bays from Alfred Street, and redirects access via Nelson and Camden Streets.
- In association:
- Encourage the renewal of residential properties along Alfred Street (and adjacent properties in Camden and Nelson Streets) to achieve higher densities which provide a more gradual transition in built form (height / bulk) between the commercial area and established residential areas.

- **Facilitate the establishment of a Carlisle Street Traders Association** and work in partnership with both traders and land owners to **prepare a Strategic Business Plan** which:
 - Monitors the centres 'business mix' and identifies critical 'gaps' in the retail offer;
 - Identifies potential redevelopment of sites and premises, where these present opportunities for further enhancement of the centre;
 - Establishes a 'pro-active' approach with property owners / managers to influence and target prospective businesses establishing within the centre.
 - Promotes the centres' independent traders and 'niche' retail roles, and
 - Establishes a co-ordinated marketing and events program.

- **Use Council's planning discretion under the Business 1 zone** to:
 - Achieve a continuous 'active retail edge' through promoting 'shop' use only and discouraging offices, residential and other non-retail uses at ground level within the retail core.
 - Encourage dwellings and / or small scale office uses above shops throughout the retail precinct.
 - Discourage any new residential uses from occupying street level premises within the precinct, excepting access to upper level dwellings where this does not create a break in the retail frontage of more than 2 meters.
 - Encourage personal services east of the rail bridge, and business services (office uses) east of Westbury Street / Westbury Close at street level.

- Encourage ancillary retail and office uses along the eastern side of Nelson Street, including; medical and business services, café / restaurant and speciality retailing.
- Discourage larger-scale (and the concentration of) late night entertainment based uses (bars / taverns and nightclubs), particularly adjacent established residential areas.

Public Realm / Access

- **Implement the 'Balaclava Walk' (Station) Project** (Refer Strategic Opportunity 1) to achieve:
 - A new public space and combined 'modal interchange' on Carlisle Street
 - Improved visibility and safety of the station entry at Carlisle Street
 - Extension of 'active retail / commercial edges' along Balaclava Walk leading to the station and residential areas beyond.

- **Review Council's Footpath Trading Policy** to discourage café / restaurant uses seeking outdoor dining from locating within the 'retail core', and to reduce the non-essential display of merchandise on footpaths.

This will support the strategic objective to achieve a highly walkable 'retail core' and reduce footpath congestion along key sections of Carlisle Street.

- **Encourage new development along Carlisle Street to incorporate 'walk throughs' and 'rear shop fronts'** in order to activate and improve the presentation of rear laneways.

- **Complete a range of ‘on ground’ initiatives which work together to create a direct, safe and comfortable pedestrian experience linking key destinations** within the retail precinct and beyond (ie Coles and Safeway supermarkets, Balaclava Station, off-street car parks, St Kilda Library and other nearby civic / community facilities). These include:
 - Creation of a ‘shared zone’ in Camden Street;
 - An additional pedestrian crossing adjacent the station;
 - Threshold treatments (raised side road crossings) along Carlisle Street;
 - Reduced traffic speed to 40km/hour;
 - Installation of pedestrian ‘way-finding’ signage; and
 - Improved street lighting and surface treatments.

NOTE (applies to all precincts):

The *Design Principles* of the UDF are reflected in *Strategy 5 – Managing New Development*, and apply across all activity centre precincts.

Key *Design Requirements* for each Precinct and for Strategic Sites are reflected on the *Built Form Framework – Preferred Building Heights* (Refer FIGURE 3.3).

Built Form

- **Prepare and incorporate a *Design and Development Overlay (DDO)* into the Port Phillip Planning Scheme**, to establish clear parameters for new development within the precinct in support of the strategic directions outlined in Section 4.1.2.

Preferred built form outcomes for the Carlisle Street Retail Precinct are set out in the *Carlisle Street Urban Design Framework* (UDF) which has been prepared as a companion document to this Structure Plan. The UDF provides the strategic basis for the DDO and establishes:

- A Preferred Future Character Statement
- Design Objectives
- Design Requirements (including maximum street-wall height, preferred overall height limits and setback requirements).

Figure 6.1 Carlisle Street Retail Precinct



Note: Refer also Framework Plans (in Section 3) for detailed Land Use, Built Form, Transport / Access and Public Realm Initiatives relating to this precinct.

Precinct 2 – ST KILDA ROAD COMMERCIAL PRECINCT

4.2.1 Precinct Description

The St Kilda Road Commercial Strip forms the western edge of the activity centre and incorporates properties directly fronting St Kilda Road, between Inkerman Street and Carlisle Street.

Land use activity within the precinct is dominated by offices (accommodating small scale professional and businesses services) and a number of larger retail showrooms (lighting and plumbing supplies). A variety of smaller specialised retail uses also operate within the strip, including an internet café, art gallery, florist and computer sales. Most recently, the precinct has seen the emergence of a number of small, discrete late-night entertainment venues.

The precinct benefits from excellent road access and the associated business profile of a St Kilda Road address. Similarly, proximity to three tram routes and Balaclava Station offer direct access to central Melbourne, and other inner region destinations (notably Acland St Kilda and Chapel Street, Prahran). The quality of the street environment for users is however poor, with public realm improvements for pedestrians a priority.

The precinct exhibits a mixed built-form character influenced by both significant heritage buildings and considerable evidence of unsympathetic 1970's / 1980's redevelopment. Its frontage to St Kilda Road offers the potential for more intensive development however, this may be limited by small lots and remaining heritage fabric. Properties between Pakington Street and Carlisle Street are generally narrow and lack depth, however, do benefit from rear laneway access. Heritage controls affect properties north of



Pakington Street, with the former St Kilda post office building providing an important corner landmark which assists in defining an 'entry point' to the activity centre.

4.2.2 Strategic Directions

- The St Kilda Road Commercial Precinct will maintain its role in providing a location for smaller scale offices and commercial premises, as an extension to the primary St Kilda Road office precinct north of St Kilda Junction.
- Street level premises will continue to provide the opportunity for specialised, display based retailing which capitalises on the profile and exposure offered by St Kilda Road. It will complement but not compete with the primary retail strip along Carlisle Street. In turn these uses will be required to provide an 'active' street frontage to encourage pedestrian activity.
- The role of the precinct as a principal 'entry point' and high profile 'edge' to the activity centre will be enhanced through:
 - retention of significant heritage buildings, in particular, the landmark former St Kilda Post office building, and
 - attracting new investment which achieves excellence in design to replace existing buildings of limited architectural merit.

4.2.3 Precinct Opportunities

Refer Precinct Map (FIGURE 6.2).

Land Use

- **Use Council's planning discretion under the Business 2 zone to:**
 - Consider residential an alternative to office use, above street level only. The design of new dwellings will be required to incorporate appropriate acoustic attenuation measures to limit the impacts of noise from St Kilda Road.
 - Discourage primary retail uses ('shop') excepting 'restricted retail premises' (ie display based retailing / showrooms) except where the activity is ancillary to another business use on the site.
 - Discourage late-night entertainment uses - bars / taverns and nightclubs, (which do not present an active daytime frontage) from occupying street level premises.
 - Discourage the concentration of late night entertainment uses (bars / taverns and nightclubs), where these may adversely impact on residential uses.

Public Realm / Access

- **Use Council's planning discretion under the Business 2 zone to:**
 - Ensure a continuous 'active retail edge' (through encouraging 'restricted retail premises' at ground floor) and / or 'active commercial edge' (through minimum 50% glazing) along the St Kilda Road frontage.

- Investigate the opportunity for additional planting within the road reserve to complement and extend the 'boulevard character' further south along Brighton Road, to soften the hard-edged built form, and to create a more comfortable, conducive walking environment.

Built Form

- **Prepare and incorporate a *Design and Development Overlay (DDO)* into the Port Phillip Planning Scheme**, to establish clear parameters for new development within the precinct in support of the strategic directions outlined in Section 4.2.2.

Preferred built form outcomes for the St Kilda Road Commercial Precinct are set out in the *Carlisle Street Urban Design Framework* (UDF) which has been prepared as a companion document to this Structure Plan. The UDF provides the strategic basis for the DDO and establishes:

- A Preferred Future Character Statement
- Design Objectives
- Design Requirements (including maximum street-wall heights, preferred overall height limits and setback requirements).

Figure 6.2 St Kilda Road Commercial Precinct



Precinct 3 – CIVIC AND COMMUNITY PRECINCT

4.3.1 Precinct Description

The 'Civic and Community Precinct' presents as a well defined triangle at the south-western corner of the activity centre; bounded by Brighton Road to the west, Chapel Street to the east and Carlisle Street to the north. The identity and role of the precinct is derived from:

1. The presence of highly significant heritage and 'iconic' buildings.
2. The concentration of (and almost exclusive occupation by) civic and community related land uses; notably the St Kilda Primary School, the St Kilda Town Hall / Municipal Offices, St Kilda Library and the Uniting and Anglican Churches.
3. Its prominent location and function as a 'gateway' into the activity centre – at both the Chapel Street and St Kilda / Brighton Road entries.
4. Its proximity to public transport services, including the junction of major tram routes at the intersections of Carlisle Street / Chapel Street, and St Kilda Road / Carlisle Street.

Since the 1890's the St Kilda Town Hall has provided a dominant architectural and social 'landmark' at the intersection of St Kilda Road and Carlisle Street. The imposing Italianate style of the Town Hall is contrasted by the iconic 1970's 'brutalist' architecture of the St Kilda Library opposite.

Further along Brighton Road, the gothic style of the St Kilda Primary School, Holy Trinity Church and associated church hall buildings



complete what is acknowledged as one of St Kilda's most important streetscapes. The cultural heritage value of the precinct relates strongly to the unique 'island' grouping of these public use buildings, evolving from its initial designation as a market reserve.

The existence of these landmark buildings, each within a landscaped setting, provides a significant contrast to the fine grain and intense built form character which prevails throughout the remainder of the activity centre.

In addition to the primary school, churches, town hall and library, the precinct offers a complementary range of community services, including Council's St Kilda Children's Centre (childcare facility) and Maternal & Child Health centre, and a range of community support services provided from the St Kilda Parish Mission site (St Kilda 'drop in' centre, Port Phillip Community Group and St Kilda Legal Service).

4.3.2 Strategic Directions

- Reinforce the role and identity of the precinct as a 'civic and community services hub' – a focus for governance, civic activity and spaces, and service delivery to the local and wider communities.
- Facilitate the further clustering of community facilities and the co-location of community-based organisations within the precinct, to facilitate partnerships and integration between service providers, optimise use of infrastructure, and maximise the accessibility of services for users.

- Enhance the coherence and physical interrelationships between buildings, the functional links between services, and the integration of the precinct with the wider activity centre.
- Create a safe, comfortable and convenient pedestrian environment – recognising the precinct’s vital role as a service ‘destination’ and public transit node.
- Enhance public spaces associated with the ‘renewed’ St Kilda Town Hall to reinforce the civic role of the precinct, and to create inviting, interesting and vibrant places for people to meet and participate in community life.
- Maintain and extend the ‘landscaped / boulevard’ character of the precinct, to reinforce its identity and to reflect the importance of its civic and community functions.
- Protect highly significant heritage and ‘iconic’ buildings within the precinct, whilst ensuring the culturally significant ‘public use’ focus of the precinct as a whole is reinforced.

4.3.3 Precinct Opportunities

Refer Precinct Map (FIGURE 6.3).

Land Use / Strategic Sites

- **Support the continued and enhanced provision of community support services from the St Kilda Parish Mission site** (corner of Chapel and Carlisle Streets) either in a new building or through reuse / extension of the current premises (note: both options are subject to heritage considerations).

Key considerations are to:

- Ensure the long term feasibility of integrated service delivery from the site, by providers which support a diverse community.
 - Provide additional floor-area to address current space limitations, and to facilitate further the co-location of related service providers.
 - Ensure spaces which meet the requirements of current resident organizations, whilst being flexibly designed to adapt to future needs.
- **Create a contemporary ‘Family and Children’s Hub’** (through redevelopment of Council’s Maternal and Child Health Facility and the adjacent St Kilda Children’s Centre) with the capacity to deliver:
 - Integrated care, education and health services to children and their families.
 - Additional childcare places.
 - Improved maternal and child health, and playgroup facilities.
 - Office space for related Council services (eg. home care, family support and vacation care).
 - After-school and school transition programs in association with the neighbouring St Kilda Primary School
 - **Upgrade the St Kilda Library as a key cultural hub and lifelong learning centre in St Kilda**, as part of Council’s ‘Creative Futures Strategy’. This is aimed at increasing opportunities – both formal and informal - for people to gather, create and learn in diverse ways.

Use opportunities presented by the increased visitation to an upgraded St Kilda Library to connect people with council services and information available within the renewed Town Hall building opposite.

- **Activate the public spaces associated with the Town Hall through use for performances and events**, to reinforce the cultural role of the precinct.

Public Realm / Access

- **Investigate the potential for public realm improvements to reinforce key entry points to the activity centre at:**
 1. The Chapel Street / Brighton Road Intersection.
 2. The St Kilda Road / Carlisle Street Intersection.
- **Complete Public Realm Improvements to reinforce the 'Civic Node'** (of the St Kilda Town Hall and Library) including:
 - A well-defined public plaza at the entry to the renewed Town Hall.
 - Consistent pavement treatments on both sides of Carlisle Street, to integrate the public plaza and Library Forecourt.
 - A widened (and potentially raised) pedestrian crossing on Carlisle Street.
 - A creative public lighting scheme.
 - 'Avenue' style planting along Carlisle Street.
- **Maintain the 'historic' green space and plantings which frame the St Kilda Town Hall building**, and investigate initiatives to promote greater public use and access to the space. Landscaping should remain formal and retain the axial

vista to the main portico, but with a clearer sense of enclosure and well defined edges to make the space more inviting.

- **Establish an 'active retail edge' along the south side of Carlisle Street - west of Chapel** (in particular on the St Kilda Parish Mission site) to strengthen the relationship between the 'Civic Node' (Town Hall / Library) and the Carlisle Street retail strip,
- **Install 'accessible' raised platform tram stops and providing 'real time' public transport information** to enhance the transit 'interchange' function of the precinct (at the intersection of the Chapel Street / Carlisle Street and Carlisle Street / Brighton Road tram routes).

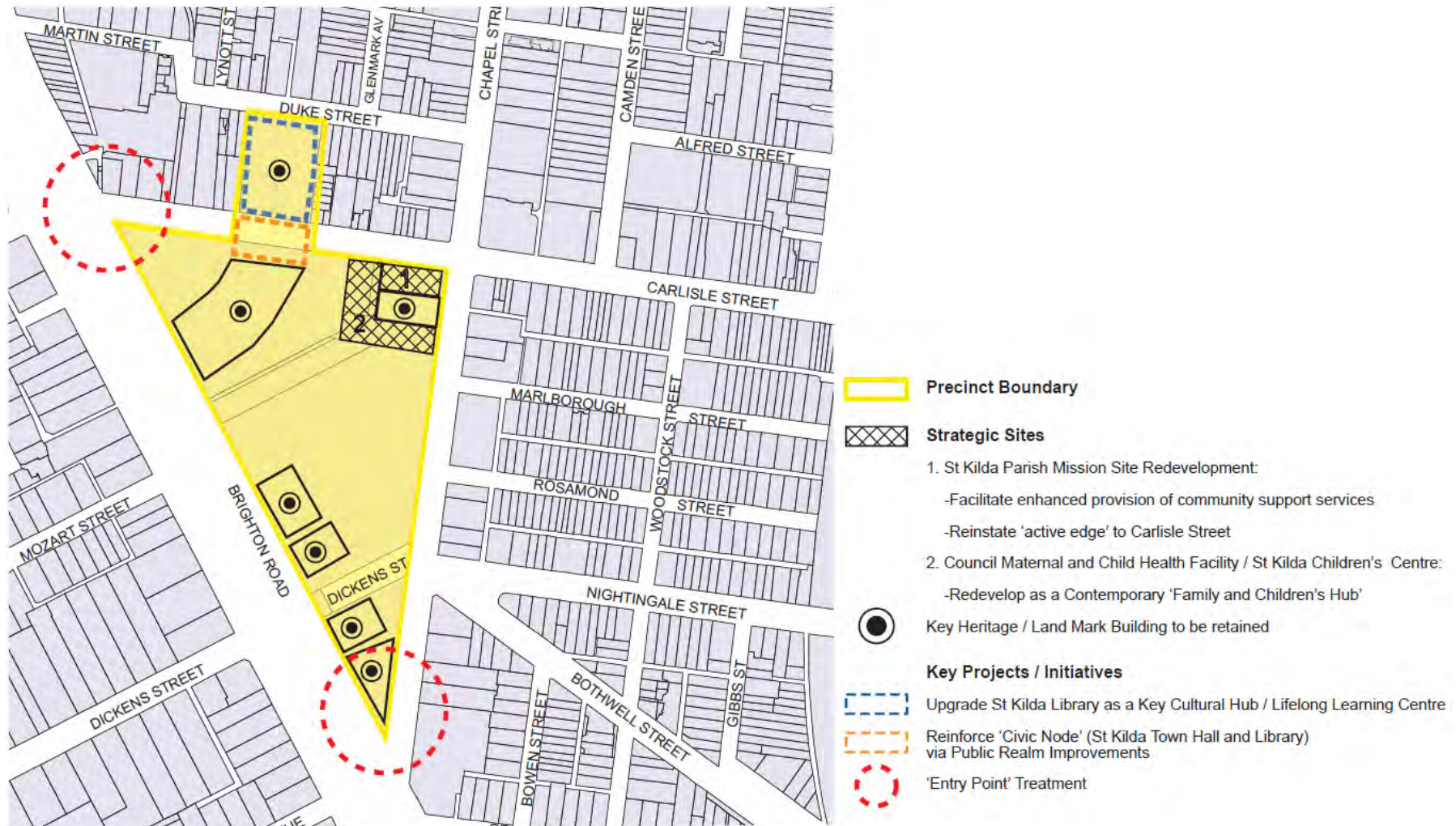
Built Form

- **Prepare and incorporate a *Design and Development Overlay (DDO)* into the Port Phillip Planning Scheme**, to establish clear parameters for new development (on selected sites) within the precinct, in support of the strategic directions outlined in Section 4.3.2.

Preferred built form outcomes are set out in the *Carlisle Street Urban Design Framework (UDF)* which has been prepared as a companion document to this Structure Plan. The UDF provides the strategic basis for the DDO and establishes:

- Design Objectives
- Design Requirements (including maximum street-wall height, preferred overall height limits and setback requirements).

Figure 6.3 Civic and Community Precinct



Note: Refer also Framework Plans (in Section 3) for detailed Land Use, Built Form, Transport / Access and Public Realm Initiatives relating to this precinct.

Precinct 4 -

WILLIAM STREET INDUSTRIAL PRECINCT

4.4.1 Precinct Description

The William Street Industrial Precinct is situated immediately south of Carlisle Street and directly adjacent the Sandringham rail-line. This area is currently one of the few remaining small pockets of industrial land in Melbourne's inner south region, comprising some twenty (20) properties of varying size.

Land uses traditionally associated with industrial areas remain dominant, including small-scale manufacturing, warehousing, wholesaling and automotive repairs, however, a transition in the business mix has become evident over the last decade. Establishing businesses include offices and specialised uses such as an art gallery, personal training studio and the 'red scooter' function centre. The precinct also includes specialised retailing (kosher wholesale supermarket and Jewish bookstore).

Pedestrian activity within the precinct is high as a result of these specialist businesses, and the offer of a convenient route between the station, retail strip and the residential areas to the south of the activity centre. Narrow footpaths, multiple vehicle crossovers and significant car and truck movements all detract from the pedestrian experience.

Existing built form within the precinct is varied, comprising a mix of single and two storey premises with many built to the street frontage. Small setbacks along the eastern side of the street are dominated by car parking. Development activity, limited until recently, includes newly constructed buildings, and refurbishments / additional levels



to existing premises. A significant portion of the building stock however, remains in original condition. This, combined with the industrial nature of businesses operating within the precinct, presents an environment that lacks aesthetic appeal. There is significant opportunity to renew this precinct through private investment in the building stock brought about by a change in the business and land use types operating within the area.

4.4.2 Future Land Use Options

The William's Street precinct boasts a location which directly adjoins the Carlisle Street retail strip and the Balaclava rail-station. It is therefore strategically placed to both support and benefit from high public transport accessibility, and the growth and vitality of the activity centre. Capitalising on these locational attributes are primary considerations in determining future directions for this precinct.

The William's Street precinct presents a number of prospective 'land use futures':

Option 1 - Continued Service Industrial Activity

The precinct is unique in that it is one of the last remaining industrially zoned areas within Melbourne's inner south region and, as a result, is sought after by businesses servicing local resident and 1business markets. Given the scarcity of industrial land within the surrounding region, and the progressive redevelopment of nearby 'mixed use zones' for residential uses (formerly industrial areas)

there is expected to be an ongoing demand for industrial space within this precinct (CKC, 2007).

This option would be achieved through retention of the current 'Industrial 3' Zoning.

Option 2 - A Diverse Business Cluster (Industrial and Commercial Activity)

Continued industrial activity with new opportunities for business services and knowledge based 'creative' industries.

William Street presents a viable economic future as a 'business only' precinct. Whilst small, it is evident that the William Street precinct fulfils a locally significant service industrial function, one that could be maintained and strengthened through facilitating a broader range of business types (in particular, office use which is restricted under the current industrial zoning).

The precinct is well placed to capture some of the growth in creative, knowledge rich businesses. Such firms are attracted to locations such as Carlisle Street, which offer cultural and community diversity, public transport accessibility, availability of services and the café 'lifestyle' associated with traditional retail strips, and the potential for people to live and work in the same locality. These business types offer the potential for increasing employment and promoting reinvestment in the precinct, and for new business operations which minimise impacts on adjoining residential areas.

This option would be achieved through a 'Business 3' zone which allows office uses greater than 500m², in addition to industrial activities.

Option 3 - Mixed Use: Residential and Business Activities

The residential property market potentially offers the greatest catalyst for renewal of the William Street precinct and presents significant

opportunities with respect to the location and potential synergies with the Carlisle Street retail strip and public transport services.

There is potential for new housing in this location to specifically emphasise the delivery of a diverse and affordable residential stock.

A mix of residential and business activities (with an increased focus on smaller-scale businesses services and knowledge based industries) presents a prime opportunity to capitalise on the proximity of the precinct to both the station and the retail strip, through achieving an increase in both employment and residential densities.

If a mixed land use future is deemed appropriate, renewal of the precinct should be carefully managed to ensure:

- A comprehensive, planned redevelopment of the precinct occurs.
- Public realm improvements are undertaken as a catalyst for investment and high quality new development.
- An appropriate 'mix' of land uses is achieved, with the expectation for:
 - Business activities (industrial or commercial) at street level to provide 'active' frontages.
 - Predominantly residential use on upper levels.
- The extent of development intensification (and associated residential and employment densities) maximises the benefits offered by proximity to the station and the retail strip.
- The opportunity to deliver well-located affordable housing is realised, as part of a diverse housing mix.
- A preventative approach is taken to minimise the potential amenity issues arising from the proximity of residential uses to business activities and the rail line.

This option could be achieved through a range of planning controls, including a 'Mixed Use' zone or 'Comprehensive Development' zone with associated overlays.

Assessment of Options

Option 3 - mixed residential and business use - presents the greatest potential to capitalise on the locational attributes of William Street, however, the propensity for comprehensive redevelopment to occur in the short term is limited due to:

- Strong (current and projected future) demand for industrial premises.
- Current feasibility of residential redevelopment being limited to sites greater than 1000m² (of which there are only 3 within the precinct) (CKC, 2007).
- The slow take-up rate of sites for residential conversion / redevelopment within Chapel Street and Pakington Street mixed use zones, and accordingly, the significant residual supply of new residential opportunities that exists within the activity centre.
- Limited land owner interest in facilitating renewal of the precinct at this stage.

Option 1 - retention of the existing industrial zone - provides the best opportunity to 'preserve' future options for this precinct. Through maintaining the current land use and associated building stock, new use or development which could prejudice or reduce the propensity for future change is less likely.

4.4.3 Strategic Directions

Short Term (1-5 years)

- The William Street Precinct will be retained as a vibrant industrial and specialist business cluster, serving the needs of the local resident and business communities.

- Acknowledge the William Street precinct as a 'Future Investigation Area' and preserve the range of future land use opportunities.

Medium Term (5-10 years)

- Further investigate and review the land use options identified for this precinct including;
 - retention as industrial;
 - a broader industrial / commercial business mix;
 - 'mixed' residential / business use.
- Ensure future investigations consider:
 - The opportunity to maximise urban sustainability, through the intensification of development and land use activity in this well-located and highly accessible precinct.
 - The importance of private investment in building stock and public realm improvements to enhance the identity, walkability and safety of the precinct.
 - The potential for development of up to five storeys along the western side of William Street, adjacent the rail-line, and the opportunity for new development to be integrated with the station.
 - The need to ensure new use and development is sensitive to the residential 'interface' directly to the east and south of the precinct.

4.4.4 Precinct Opportunities

Refer Precinct Map (FIGURE 6.4).

Land Use

- **Retain the Industrial 3 zone across the William Street Precinct in the short term to:**
 - Support the retention of existing business operations, recognising their contribution to the local economy.
 - Support the retention of businesses which reflect cultural influences in the business offer (i.e. a destination for Jewish book / literary supplies and wholesale kosher foods).

Public Realm / Access

- **Enhance the walkability, safety and public amenity of William Street** through encouraging 'active edges' throughout the precinct, minimising crossovers, and through public realm improvements (with particular attention to street lighting and footpaths).
- **Investigate opportunities to create a new pedestrian link/s along Stuart and / or Charles Streets**, to improve the connection between William Street and Balaclava Station and nearby residential areas.

Built Form

- **Prepare and incorporate a *Design and Development Overlay (DDO)* into the Port Phillip Planning Scheme** to establish clear parameters for new development within the

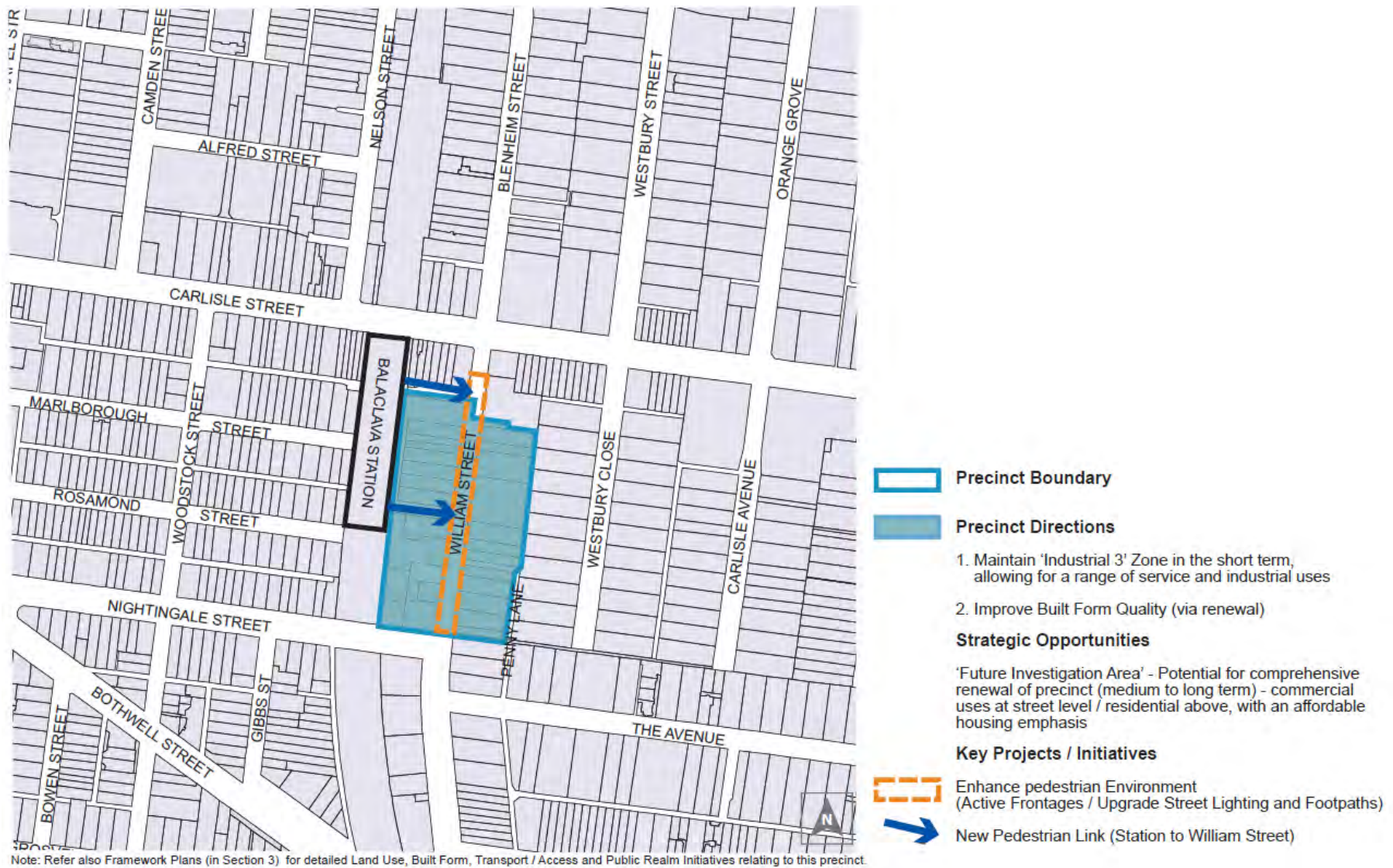
precinct, following a decision on the long term land use future for this precinct.

The *Carlisle Street Urban Design Framework (UDF)*, which has been prepared as a companion document to this Structure Plan, establishes preliminary built form considerations for the William Street Precinct including:

- A Preferred Future Character Statement
- Design Objectives
- Design Requirements (including maximum street-wall height, preferred overall height limits and setback requirements).

These will be reviewed in association with the future assessment of land use options.

Figure 6.4 Williams Street Industrial Precinct



Precinct 5 – PAKINGTON STREET MIXED USE PRECINCT

4.5.1 Precinct Description

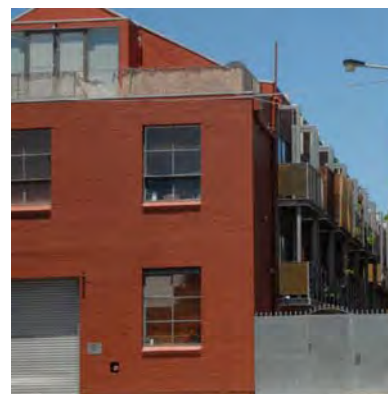
The Pakington Street Mixed Use Precinct forms the northern edge of the activity centre, extending from Inkerman Street down to Martin and Duke Streets. The precinct forms a transition from the St Kilda Road commercial strip to the immediate west and the fine grain established residential area to the east.

This precinct comprises two segments:

1. A former industrial area which has been rezoned to a mixed use zone to provide for new residential development and on-going business activity.

Recent five level developments along Inkerman Street, with retail (an Aldi Supermarket) and commercial uses at ground level and residential apartments above, have helped define a contemporary mixed use identity for this area.

Internally within the precinct, Packington and Martin Streets retain a significant portion of industrial uses, with office activity and the conversion of former warehouses to apartments reflective of more recent development. The established built form is utilitarian, typically ground level car parking to the building setback, with cantilevered upper levels. There is significant future potential for intensification of development and reinstatement of a more traditional 'hard-edged' industrial character. New development will need to respect the fine grain, low rise residential area immediately to the east of the precinct.



2. Properties directly to the rear of commercial premises fronting St Kilda Road, which have frontage to Packington, Martin and Duke Streets.

Whilst zoned for office purposes (Business 2), their limited exposure has seen a strong market preference for residential conversions over the past decade. Accordingly, this area relates more strongly to the adjacent mixed use zone, in terms of both land use and built form.

Established businesses within the precinct are diverse, ranging from traditional manufacturing and warehouse uses to new 'creative' industries (including printing firms, film production studio, a gallery and artist studio and, several design / architectural offices).

Whilst residents and workers are less than 400 meters from Balaclava Station and the retail core of the activity centre, connections are indirect and generally offer a poor pedestrian environment (due to the dominance of car parking, limited street lighting and the presence of rubbish and graffiti). The establishment of quality, direct walking links to the Carlisle Street strip will become a priority.

4.5.2 Strategic Directions

- The Packington Street Mixed Use precinct will deliver significant additional residential opportunities within the activity centre; through the conversion of existing buildings or new contemporary apartment development.
- A diverse business base will be maintained throughout the precinct, with an increasing tendency towards professional offices, creative industries and business services, offering greater compatibility with new residential uses.
- An increase in the intensity of new development will contribute to higher residential and employment densities, recognising the strategic location of the precinct in relation to the Carlisle Street retail strip and multiple public transport routes.
- The physical and functional linkages with the remainder of the activity centre will be strengthened, in particular with the Carlisle Street Retail Precinct and the Civic and Community Precinct.
- The precinct will become more conducive to walking through emphasising pedestrian safety and encouraging 'active commercial and residential edges'.

4.5.3 Precinct Opportunities

Refer Precinct Map (FIGURE 6.5).

Land Use / Strategic Sites

- **Rezone properties to the rear of the St Kilda Road Commercial Strip to a Mixed Use Zone** (currently Business

2) to reflect residential as the dominant land use opportunity, whilst maintaining the potential for business operations.

- **Use Council's planning discretion under the mixed use zone** to:
 - Ensure that proposals for reuse / redevelopment contribute sufficiently to residential and / or employment growth within the activity centre.
 - Require larger scale developments (10 dwellings or greater) to incorporate a diversity of dwelling types (eg bed-sits / one bedroom apartments / studio offices) to support a range of household types.
 - Encourage business activities, in particular at the street frontage, to support a vibrant land use mix and achieve 'active edges' throughout the precinct.
 - Ensure new business activities are compatible with the increasing residential function of the precinct and the amenity of nearby residential areas.
 - Encourage the establishment of 'home-based' businesses to contribute to the land use mixed use of the precinct and capitalise on the locational advantages of the Activity Centre.
 - Discourage primary retail uses (i.e. shops) from locating in the precinct, except where the activity is ancillary to another business use on the site.
 - Discourage late-night entertainment uses (bars / taverns and nightclubs) which may adversely impact on residential uses.
 - Encourage all new ground level residences to be universally accessible.

Public Realm / Access

- **Upgrade the 'Packington Street Link' - connecting Inkerman Street through to Carlisle Street** (via Packington Lane / Lynott Street / Lynott Street Open Space Reserve / Duke Street and the St Kilda Library).

This link will enhance the connection from the Packington Street Mixed Use Precinct (of benefit to increasing resident and worker populations) and residential areas to the north of Inkerman Street, to a range of destinations on Carlisle Street (ie shops, library and community services). Similarly, the link will improve pedestrian access to the Aldi supermarket facility on Inkerman Street.

Improved definition and walkability of the link can be achieved through; the enhanced lighting, installation of directional signage, landscaping, relaying of the bluestone laneway to minimise trip hazards, and potentially a graffiti 'gallery' as a means to reduce future vandalism. (The latter could be created in partnership with the nearby St Kilda Youth Services Network).

- **Encourage new development that improves the safety and walkability of the precinct** through:
 - Incorporating building elements, such as windows and balconies / terraces that offer passive surveillance of public space (roads, laneway or footpaths).
 - Consolidating existing and minimising new vehicle crossovers (and use of rear laneway access where possible) in order to create uninterrupted pedestrian movement on footpaths.

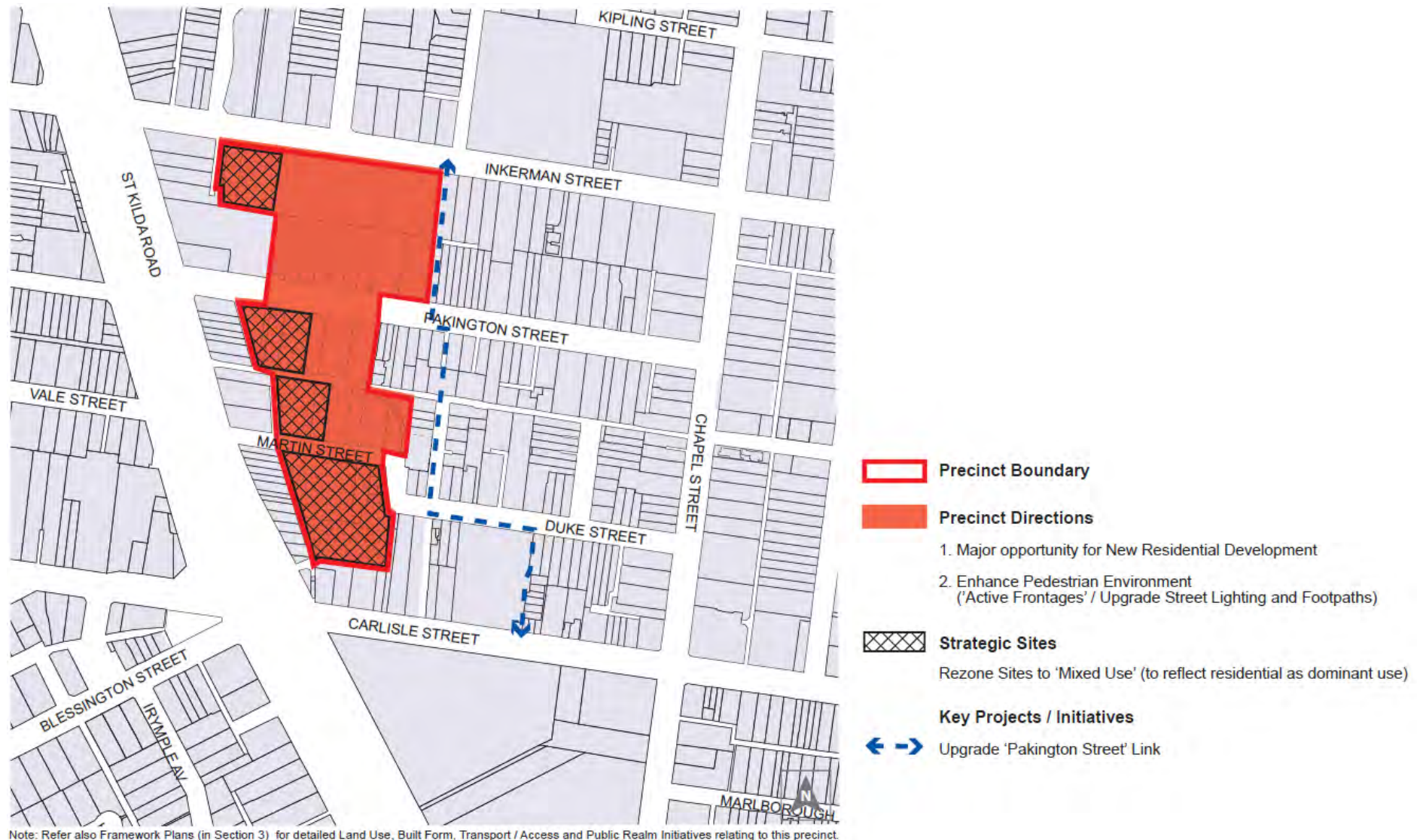
Built Form

- **Prepare and incorporate a *Design and Development Overlay (DDO)* into the Port Phillip Planning Scheme**, to establish clear parameters for new development within the precinct in support of the strategic directions outlined in Section 4.5.2.

Preferred built form outcomes for the Packington Mixed Use Precinct are set out in the *Carlisle Street Urban Design Framework* (UDF) which has been prepared as a companion document to this Structure Plan. The UDF provides the strategic basis for the DDO and establishes:

- A Preferred Future Character Statement
- Design Objectives
- Design Requirements (including maximum street-wall height, preferred overall height limits and setback requirements).

Figure 6.5 Pakington Street Mixed Use Precinct



Precinct 6 - CHAPEL STREET MIXED USE AND RESIDENTIAL PRECINCT

4.6.1 Precinct Description

The Chapel Street Mixed Use / Residential Precinct is located on the eastern side of Chapel Street, commencing directly south of Carlisle Street retail strip and extending to the south-west corner of the activity centre at Brighton Road.

The area between Carlisle Street and Marlborough Street was rezoned 'mixed use' from an industrial zone in 1998, providing opportunity for new residential development. The majority of sites however, still support business activities (car repairs, manufacturing and offices) and retain the original low rise (single and two level) industrial built form.

The exception is a recent 6 level residential apartment building, located between Rosamond and Marlborough Streets, which presents a substantial building mass to Chapel Street whilst transitioning down to the established low rise, fine grain residential areas directly to the east.

The precinct includes the existing Australia Post distribution centre on the corner of Brighton Road and Chapel Street which provides a strategic redevelopment opportunity at this important entry-point to the activity centre.

A range of 20th century sub-divided flat developments exist along Chapel Street, between the mixed use zone and the Australia Post site. Whilst not anticipated to redevelop, these properties already



contribute to the diversity of housing opportunities within the activity centre.

The precinct is exceptionally well-located in relation to shopping, public transport and community facilities and services. As such it presents a primary opportunity for housing intensification within the activity centre.

4.6.2 Strategic Directions

- The Chapel Street Mixed Use / Residential Precinct will deliver significant new residential opportunities within the activity centre, principally in the form of high quality contemporary apartment development.
- The role of the precinct as a principal 'entry point' to and key access 'spine' through the Carlisle Street Activity Centre will be enhanced through excellence in the design and architecture of new development, in particular where Chapel Street intersects Brighton Road.
- The traditional 'hard edged' industrial character of the precinct will be reflected in new development that abuts the street edge and establishes a coherent street wall along Chapel Street. Where appropriate, reuse of existing building facades will contribute to the industrial character of the precinct.

- The precinct will achieve an increase in the scale of built form along Chapel Street, from the existing 1-2 levels, however developments will be progressively scaled down at the interface with the established low-rise residential areas in Marlborough, Rosamond and Nightingale Streets.
- The precinct will become more conducive to walking with an emphasis on enhancing pedestrian connections between the precinct; and the Carlisle Street retail strip, the Civic and Community Precinct opposite and the St Kilda Botanic Gardens.

4.6.3 Precinct Opportunities

Refer Precinct Map (FIGURE 6.6).

Land Use / Strategic Sites

- **Facilitate a high quality development on the Australian Post site (corner Chapel Street and Brighton Road) which contributes to the sites' role as a key 'entry point' to the activity centre.**

The site offers capacity to deliver significant residential growth and has potential for commercial use or display based retailing at ground level.

The site is currently zoned Residential 1. It is envisaged that rezoning (to enable non-residential use) would only occur in response to specific development proposal (combined Permit / Amendment process pursuant to section 96 of the Planning and Environment Act).

Potential zoning under the Port Phillip Planning Scheme includes a *Mixed Use Zone* and associated *Development Plan Overlay*.

- **Retain the existing Residential 1 zoning of properties between Nightingale Street and the Australia Post Site**, recognising their established contribution to the diversity of housing opportunities within the activity centre.
- **Use Council's planning discretion under the mixed use zone** (ie north of Rosamond Street) to:
 - Ensure that proposals for reuse / redevelopment contribute sufficiently to residential growth within the activity centre.
 - Require larger scale developments (10 dwellings or greater) to incorporate a diversity of dwelling types (eg bed-sits / 1 bedroom apartments) to support a range of household types.
 - Encourage all new ground level residences to be universally accessible.
 - Ensure an 'active (commercial or residential) edge' at ground level along Chapel Street.
 - Discourage primary retail uses (i.e. shops) from locating south of Marlborough Street, except where the activity is ancillary to another business use on the site.
 - Discourage late-night entertainment uses (bars / taverns and nightclubs) which may adversely impact on residential uses.

Public Realm / Access

- **Improve the visibility and definition of the school crossing point on Chapel Street**, including investigating the opportunity for a curb realignment and permanent crossing point.

- **Encourage new development that improves the safety and walkability of the precinct through:**
 - Incorporating building elements, such as windows and balconies / terraces that offer passive surveillance of public space (roads, laneway or footpaths).

 - Consolidating existing and minimising new vehicle crossovers (and use of rear laneway access where possible) in order to create uninterrupted pedestrian movement on footpaths.

Built Form

- **Prepare and incorporate a *Design and Development Overlay (DDO)* into the Port Phillip Planning Scheme**, to establish clear parameters for new development within the precinct in support of the strategic directions outlined in Section 4.6.2.

Preferred built form outcomes for the Chapel Street Mixed Use Precinct are set out in the *Carlisle Street Urban Design Framework* (UDF) which has been prepared as a companion document to this Structure Plan. The UDF provides the strategic basis for the DDO and establishes:

- A Preferred Future Character Statement
- Design Objectives
- Design Requirements (including maximum street-wall height, preferred overall height limits and setback requirements).

Figure 6.6 Chapel Street Mixed Use Precinct



Precinct 7 -

MARLBOROUGH STREET 'INTERFACE' PRECINCT

4.7.1 Precinct Description

The Marlborough Street 'interface' Precinct incorporates the properties on the north side of Marlborough Street, which acts as a transition between the retail properties along Carlisle Street and the low rise established residential area south of Marlborough Street.

The precinct is dominated by extensive 'at grade' car parks which principally service the retail strip. The largest (95 spaces) and most efficiently used car park is situated west of Woodstock Street immediately to the rear of the Balaclava Hotel. A second (48 space) car park directly adjoins Balaclava Station and connects through to Carlisle Street via the station walkway.

The Woodstock Rooming House has recently been constructed on the corner of Woodstock and Marlborough Streets, above a third public car park (24 spaces), facilitated through a transfer of airspace rights from Council to the Port Phillip Housing Association. The award winning design of Woodstock demonstrates the potential to create a sensitive transition between the intensive built form of the commercial area and the fine grain heritage character of the adjoining residential area.

Two pockets of residential properties remain within the precinct, including the conversion of a former industrial building directly opposite the Woodstock Rooming House. The potential for significant redevelopment of remaining properties would require site consolidation.



At grade car parks have been identified as the key strategic opportunities to accommodate future commercial and housing development within the activity centre, in an otherwise intensively developed urban area. Located between the retail strip and established residential areas, the redevelopment of these sites also presents the opportunity to create a more sensitive 'interface'.

Whilst the redevelopment of car park sites must ensure the long term supply of car parking in the centre overall, there is potential to consolidate these resources to promote more efficient use. The car park adjacent the station is currently underutilised as a result of its limited access, poor visibility and surveillance, and associated safety and security issues.

4.7.2 Strategic Directions

- The precinct will continue to function as a 'transition' between the Carlisle Street retail strip and the established residential area south of Marlborough Street.
- This 'interface' will be improved (based on the principle that streets should be used to join activities rather than to establish boundaries between different uses and densities) through facilitating:
 - Well-designed new development that provides a transition in scale down to the low rise, fine grain built form of the

residential area, whilst achieving more intensive development adjacent the retail strip and elevated station.

- Consolidation of residential land use on the north of Marlborough Street.
- The opportunity for future (medium to long term) retail / commercial expansion of the activity centre will be preserved within the precinct, if required to augment retail growth planned for car parks north of the retail strip in the short term.
- The precinct will deliver significant new residential opportunities, with a diversity of housing types encouraged to capitalise on the proximity to the station and retail strip.
- Redevelopment of the 'at grade' car parks will 'reconnect' the residential area with the activity centre and present the opportunity to enhance the amenity and safety of the station environs.

4.7.3 Precinct Opportunities

Land Use / Strategic Sites

- **Retain the 'at grade' Marlborough Street Car Park, west of Woodstock Street (4-20 Marlborough Street) as a 'land bank'.**

This recognises the sites' potential importance to accommodating future retail growth to maintain the long term economic viability of the activity centre.

Future development of the site will deliver a 'mix' of land uses including:

- Potential for additional retail / commercial floor space (subject to a future assessment of demand) to be highly integrated with established retail premises along Carlisle Street.
- An appropriately scaled residential component which 'addresses' the Marlborough Street frontage.
- Reinstatement of the laneway to the rear of the Carlisle Street shops, to contribute to the permeability and walkability of the activity centre.
- **Facilitate redevelopment of the Station Car Park (at 44–60 Marlborough Street) for Affordable (Community) Housing by the Port Philip Housing Association.** The development would include:
 - A range of 'self contained' affordable housing units, including dwellings suited to older persons and family households.
 - Higher scale built form to address the elevated station / rail line, whilst transitioning down in height / bulk where the site interfaces with existing dwellings.
 - An 'active' commercial frontage along the walkway adjoining the station.
 - Setback from the station walkway to achieve an informal public space and potential for landscaping.
 - Design of upper levels to provide natural surveillance of the station environs.
 - Relocation of the currently underutilised public car park to facilitate an improved design outcome and reduced traffic impact along Marlborough Street. The existing parking spaces would be relocated to the north side of Carlisle Street and consolidated with parking associated with the redevelopment of the Supermarket Precinct(Refer Strategic Opportunity 1)

- **Create a renewed ‘interface’ along Marlborough Street.**

Ensure that the redevelopment of Station Car Park:

- Respects the heritage and neighbourhood character values of properties on the south side of Marlborough Street, and their prevailing low rise and fine grain built form.
- Require that the residential component of new development on the north side ‘address’ and ‘access’ Marlborough to re-establish a residential character to the street.

Built Form

- **Prepare and incorporate a *Design and Development Overlay (DDO)* into the Port Phillip Planning Scheme**, to establish clear parameters for new development (on selected sites) within the precinct, in support of the strategic directions outlined in Section 4.7.2.

Preferred built form outcomes are set out in the *Carlisle Street Urban Design Framework* (UDF) which has been prepared as a companion document to this Structure Plan. The UDF provides the strategic basis for the DDO and establishes:

- Design Objectives
- Design Requirements (including maximum street-wall height, preferred overall height limits and setback requirements).

Figure 6.7 Marlborough Street 'Interface' Precinct

