



City of Port Phillip Activity Centres Strategy

Implementation Plan

City of Port Phillip

July 2006



Acknowledgements

City of Port Phillip Strategic Planning Unit prepared the *Activity Centre Strategy: Implementation Plan* (July 2006), with input from a range of stakeholders and consultants.

Council extends its sincere thanks to everyone who has been involved in the Activity Centre Strategy project and gratefully acknowledges the contribution of:

The Council project team:

- Martin Hartigan, Senior Strategic Planner - Project Manager
- Sandra Wade, Coordinator Strategic Planning
- Mike McIntosh, Coordinator Economic Development
- Richard Holt, Urban Art Officer / Cultural Vitality Project

The consultants, SGS Economics and Planning, who prepared the *Activity Centres Review: Background Paper* (October 2005) and *Activity Centre Review: Future Directions Strategy Paper* (January 2006).

Local business people and community organisations, especially those who have been involved in the Activity Centre Strategy project and who responded to invitations to be involved via workshops or provided input to the background documents. This includes the following local traders associations:

- Fitzroy Street Traders Association
- Acland Street Precinct Traders Association
- Bay Street Committee of Management
- South Melbourne Business Association

The following State Government Organisations who attended workshops

- Department of Innovation, Industry and Regional Development
- Department of Education & Training
- Department of Sustainability and Environment

Other Council officers involved in the development of the Activity Centre Strategy, including:

- Bruce Phillips, Manager City Strategy
- Katrina Terjung, Senior Strategic Planner
- Nicola Stephens, Strategic Planner
- Michelle Adams, Strategic Planner
- Phillip Loone, Senior Strategic Planner
- Sue Wilkinson, Manager Planning, Building and Community Health
- Richard Schuster, Neighbourhood Coordinator St Kilda, East St Kilda and Balaclava
- Donna D'Alessandro, acting Neighbourhood Coordinator South Melbourne, Albert Park and Middle Park
- Jane Birmingham, Neighbourhood Coordinator Port Melbourne and Elwood

The many other City of Port Phillip officers who participated in workshops or provided responses to the project documents as requested.

Contents

| | | | |
|---|-----------|--|-----------|
| Introduction | 3 | 6. Strategic Directions for Each Centre | 13 |
| Activity Centre Strategy Framework | 4 | 6.1 Introduction | 13 |
| 1. The System of Activity Centres in Port Phillip | 5 | 6.2 Acland Street | 13 |
| 2. Key Council Strategies | 7 | 6.3 Bay Street | 15 |
| 3. Strategic Directions | 7 | 6.4 Carlisle Street | 17 |
| 3.1 Principles for Development of Major Activity Centres | 7 | 6.5 South Melbourne Central | 19 |
| 4. Guidelines for Centre Expansion | 9 | 6.6 Fitzroy Street | 21 |
| 4.1 Performance Requirements | 9 | 7. Bulky Good Retailing | 23 |
| 4.2 Capturing Betterment with the Expansion of Centres | 10 | 7.1 'Bulky Goods' Retail Location Considerations | 23 |
| 5. Inner City Entertainment Precincts (ICEP) Taskforce | 11 | 8. Implementation Tools and Opportunities | 24 |
| | | 8.1 Statutory Mechanisms for Implementation | 24 |
| | | 8.2 Non-statutory Mechanisms for Implementation | 25 |

Introduction

The core objective of the Activity Centres Strategy, undertaken in response to Melbourne 2030: Planning for Sustainable Growth, was to provide a holistic understanding of the complex role and function of activity centres and the contribution that they can make to creating sustainable local communities. This document is not a structure plan. It is a strategy that provides 'Key Strategic Directions', as discussed in Chapter 6, that will be considered as input to any detailed structure planning for a Major Activity Centre.

The City of Port Phillip has four Major Activity Centres identified in Melbourne 2030

- Acland St/Fitzroy Street, St Kilda
- Bay Street, Port Melbourne;
- Carlisle Street, Balaclava;
- Clarendon Street (South Melbourne Central)

In addition to these centres, a further eight Neighbourhood Activity Centres were identified, namely: Centre Avenue, Garden City; Bridport Street/Victoria Avenue, Albert Park; Armstrong Street, Middle Park; St Kilda Junction, St Kilda; Glen Eira Road, Ripponlea; Tennyson Street, Elwood; Glenhuntly Road, Elwood; and Ormond Road, Elwood.

This document, the Activity Centre Strategy: Implementation Plan (July 2006) provides recommendations regarding:

- Principles for development of Major Activity Centres
- Guidelines for expansion of Major Activity Centres
- The Inner City Entertainment Precincts Taskforce
- Key strategic directions for each Major Activity Centre.
- 'Bulky goods' retail locations.
- Statutory and non-statutory implementation tools.

The key directions and recommendations have been drawn from the Activity Centre Review: Future Directions Strategy Paper (January 2006) produced on behalf of the City of Port Phillip.

In turn, the Future Directions Strategy Paper built on the key issues identified during the research phase of the project, documented in the Activity Centre Review: Background Paper (October 2005). Whilst these research documents do refer to and draw from current council policy and strategy, this document does not repeat nor redefine other City of Port Phillip strategy or policy documents.

The Future Directions Strategy Paper (January 2006) provides for an individual analysis and establishment of strategic directions for the Major Activity Centres. For the purposes of this analysis it separated Fitzroy and Acland Streets St Kilda. It also provides a broad profile of the eight neighbourhood activity centres but does not provide detailed directions for these centres.

It should be noted that the retail and commercial demand-based forecast modelling and analysis provided in the background documents is one (economic) input that, on reflection through the rigorous process undertaken through activity centre structure planning, may not represent the capacity of an activity centre to sustain the modelled demand.

Therefore, The Future Directions Strategy Paper (January 2006) and Background Paper (October 2005) do not represent the views or opinions of the City of Port Phillip or provide targets to be met for retail or commercial development. The information in these documents should be considered as an input to activity centre structure planning and other policy development.

This document should not be considered in isolation. This document draws from the Activity Centre Review: Future Directions Strategy Paper (January 2006). Further background and detail about the recommendations should be sourced from the Activity Centres Review: Future Directions Strategy Paper (January 2006).

The Activity Centre Strategy Framework, included within this document, provides the structure within which the Activity Centre Strategy: Implementation Plan (July 2006) is positioned in the context of other key Council strategies that should be considered in the development of detailed structure planning for Major Activity Centres.

Activity Centre Strategy Framework

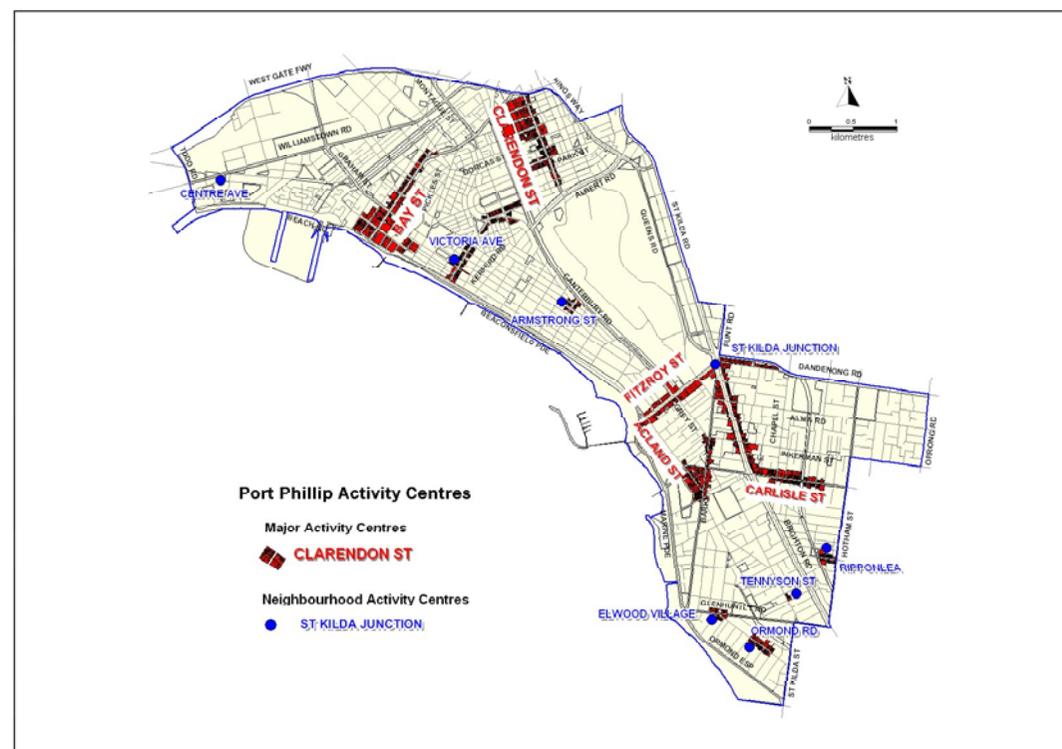
| Implementation Plan -Principles for development of Activity Centres- | | | |
|--|---|--|--|
| Environmental sustainability | Economic Viability | Cultural Vitality | Social Equity |
| <p>Encourage walking, cycling and public transport as principle access modes</p> <p>Advance environmental sustainability for buildings and the life of the centre</p> | <p>Promote retail self sufficiency</p> <p>Support local self containment in personal services</p> <p>Sustain activity centres as places of work as well as retail services</p> | <p>Promote cultural tourism</p> <p>Nurture the aesthetic sense of place</p> <p>Ensure the public realm embraces all community members</p> | <p>Nurture the social sense of place</p> <p>Improve and actively support housing affordability</p> |
| <p align="center">- Foster activity centres as socially, culturally, environmentally and economically balanced places -</p> | | | |
| <p align="center">Policy Bookcase Strategies - Additional Inputs to structure planning -</p> | | | |
| <p align="center">Key policies and strategies include:</p> | | | |
| <p>In developing and implementing structure planning for each major activity centre, council will consider the hierarchy of policies and strategies contained in the City of Port Phillip's policy bookcase.</p> |  | <p>Sustainable Transport Framework (Walking, Cycling, Public Transport)</p> <p>Economic Development Strategy</p> <p>City Plan</p> <p>Open Space Strategy</p> <p>Community Hubs Policy</p> <p>Arts Plan</p> <p>Local Housing Strategy</p> | |
| <p align="center">Activity Centre Structure Plan - Key strategic directions -</p> | | | |
| <p>South Melbourne Central</p> <ul style="list-style-type: none"> The Clarendon Street Core Retail Strip will continue to be the heart of SMC. Reinforce Coventry Street as a vital pedestrian link between Clarendon Street and the South Melbourne Market. Support the construction of the tram track link along Park Street, between Eastern Road and Kingsway. Explore the development of a public realm strategy to improve the pedestrian experience in South Melbourne. Investigate the opportunity to develop the public realm around the South Melbourne Town Hall into civic space. | <p>Carlisle Street, St Kilda East</p> <ul style="list-style-type: none"> Protect and reinforce the centre's core role of providing convenience and weekly retail goods and services. Reinforce the social and cultural identity of the centre. Redevelop the Balaclava railway station precinct Investigate the opportunity for mixed-use development on off-street car parks. Reinforce the centre's role as a highly accessible civic and community services hub. Enhance the centre's accessibility through prioritising sustainable transport modes. | | |
| <p>Acland Street, St Kilda</p> <ul style="list-style-type: none"> Acknowledge the street's status as an iconic regional destination. Support local, independent traders and encouraging an expanded community servicing retail offer. Encourage local weekly and convenience retail services into Barkly Street and Carlisle Street. Reinforce the east end of Acland Street (around the Acland Court complex) for local needs. Reinforce the social and cultural identity of the centre Consider an improved integration of the sustainable transport network Investigate mixed-use development opportunities on off-street car parks. Explore opportunities to develop broader linkages between the National Theatre to other theatre, entertainment and arts facilities in the vicinity. | <p>Fitzroy Street, St Kilda</p> <ul style="list-style-type: none"> Maintain and support the centre's mix of visitor facilities, diversity of cultures and cosmopolitan atmosphere. Acknowledge the street's status as an iconic regional destination whilst broadening the mix of local weekly and convenience retail shopping. Support the night-time economy, whilst managing these activities so that residents and businesses are not adversely affected. Strengthen links to the foreshore and open up the street as a "Gateway". Investigate opportunities to enhance the centre's accessibility. Maintain and enhance the centre's valuable community services role | <p>Bay Street, Port Melbourne</p> <ul style="list-style-type: none"> Strengthen the physical, visual and active connections between the waterfront, Bay Street and Station Pier. Increase visitor shopping activity and visitor facilities and services in Waterfront Place and Beach Street. Maintain and extend the mix and integration of land uses and activity in Bay Street Protect the local urban character and townscape image Reinforce the current supermarket complex as the retail core. Encourage pedestrian movement in surrounding streets. | |

1. The System of Activity Centres in Port Phillip

The traditional shopping strips, which characterise the City of Port Phillip's Major Activity Centres (Figure 1), do not function as a 'network' in the sense that they have complementary retail offers. These centres are essentially independent of each other and continue to develop their own distinctive customer bases, with many of the Major Activity Centres drawing on catchments that extend well beyond the municipality.

For example, Fitzroy Street, St. Kilda, has a regional draw with entertainment venues, hotels, bars and restaurants as well as backpacker and lodging establishments. Nearby Acland Street has a similarly regional draw for its food and cultural offerings. South Melbourne Central; Bay Street, Port Melbourne; and Carlisle Street, East St Kilda, serve mainly the surrounding area with local goods and services. But each of these centres has unique characteristics, such as Carlisle Street's strong European ethnic influence. Bay Street and South Melbourne Central serve their surrounding neighbourhoods of Port Melbourne and South Melbourne, respectively. With nearby Station Pier, Bay Street is considered the gateway for cruise and ferry-based visitors to Victoria. Bay Street features many cafes, shops and restaurants that cater to both local residents and visitors/boat passengers. Clarendon Street serves the densely populated South Melbourne area, with an emphasis on the heritage aspects of the neighbourhood, as well as the fresh food and produce associated with the South Melbourne Market and related vendors.

Figure 1 – Activity Centres in the City of Port Phillip



Activity Centre Strategy: Implementation Plan (July 2006)

The last 20 years has seen a virtual reinstatement of the regional service role of many of the municipality's Major Activity Centres, a function that they had commanded through the late 19th century and the early 20th century prior to the accelerated, car based, suburbanisation of Melbourne. However, this regional role is now no longer dominated by mainstream retail operations. Rather it is generally driven by an aggregation of niche offerings in hospitality and entertainment.

Many of Port Phillip's Major Activity Centres can be viewed as rejuvenated and powerful economic engines, drawing in visitors and destination shoppers from overseas, interstate and country Victoria as well as Greater Melbourne (e.g. Acland Street, Fitzroy Street, Bay Street). However, from a services planning and sustainability perspective, there is considerable scope for improvement in the current network of centres. In particular, many residents in the municipality do not enjoy convenient access to a local food / grocery facility; they are obliged to undertake longer, probably car based, shopping journeys for such necessities. What is evident is that much of the municipality, and even some of Port Phillip's activity centres, are not well serviced (e.g. Fitzroy Street) in terms of daily and weekly convenience shopping needs.

Addressing this and other 'service gaps' should be a priority in managing the centres network – both at the Major Activity Centre and Neighbourhood Activity Centre levels. Existing supermarket and convenience shopping facilities should be retained and improved wherever possible. Positive encouragement should be given to strengthening centres, through the introduction of such facilities, where neighbourhoods are underserved in terms of daily and weekly shopping needs. Also, this includes maintaining existing daily/weekly shopping offerings in centres where they are currently met. Section 8 provides more specific discussion on the available tools to encourage such development.

2. Key Council Strategies

Activity Centre planning should not be undertaken in isolation of other key Council strategies. There are several strategic Council documents that are relevant to guide structure planning in relation to Port Phillip's Major Activity Centres, including:

- City Plan, 2005
- Municipal Early Years Plan, 2005
- Food Security in the City of Port Phillip, 2005
- Inner Regional Housing Statement, 2005
- Inner Melbourne Action Plan, 2005
- Community Hubs Policy, 2004
- City of Port Phillip Arts Plan, 2003-2006
- Open Space Strategy, 2006
- Economic Development Action Plan, 2005-2009
- South Melbourne Central Structure Plan, 2005
- Sustainable Transport Framework, 2003
- Sustainable Transport Policy and Parking Rates (currently being undertaken)

These documents form part of the Activity Centre Strategy Framework.

3. Strategic Directions

3.1 Principles for Development of Major Activity Centres

While improving access to local food/grocery facilities should be one focus for change and development in Port Phillip's Major Activity Centres and Neighbourhood Activity Centres, the important role of many of the municipality's Major Activity Centres as regional shopping and leisure destinations will mean that they will continue to see significant pressure change and adaptation as niche demands evolve and as creative entrepreneurs open new markets.

Demographic shifts have occurred over the past several decades and continue to occur throughout Port Phillip, with a general trend toward a more affluent 'young professional' resident. This is usually associated with a smaller household of two persons or less, with a busy lifestyle and a high disposable income. Estimates show this trend will continue, as more and more young professionals seek locations close to central Melbourne, and find the City of Port Phillip's cultural and lifestyle offerings attractive.

Management of the Centres from a planning point of view needs to be open to such change and adaptation, while at the same time seeking to preserve the desirable socio-economic and cultural diversity that makes Port Phillip unique. Freezing the current retail offer or pre-empting market demands through land use regulation should be avoided. However, a number of key principles can be applied to ensure that these continuing development pressures contribute rather than detract from the vibrancy and cultural significance of these centres.

The principles in Table 1 have been created to guide the policy directions for individual activity centres within the City of Port Phillip. The principles are also strongly informed by Melbourne 2030's 'Direction 1 – A More Compact City' and the 'Performance Criteria for Activity Centres' included in Direction 1. These principles will serve as performance criteria when applied to the respective activity centres within the City of Port Phillip.

Table 1 – Principles for development of City of Port Phillip’s activity centres

| Principle | Action |
|--|---|
| Foster activity centres as socially, culturally, environmentally and economically balanced places. | <ul style="list-style-type: none"> • Endeavour to balance activity centre retail and commercial growth and change with diverse housing choice, social and community needs, environmental sustainability, and cultural vitality/diversity. • Strive to keep activity centres healthy by balancing various needs. |
| Promote Retail Self Sufficiency | <ul style="list-style-type: none"> • Ensure that Port Phillip’s activity centres serve the weekly shopping and convenience needs of the local population. • Ensure that local people can use their local centres to continue to build relationships with other local people. |
| Support Local Self Containment in Personal Services | <ul style="list-style-type: none"> • Maintain and promote activity centres for personal services (e.g. visiting a hairdresser, video shop or dry cleaner). • Build local employment opportunities and foster local businesses. |
| Promote Cultural Tourism | <ul style="list-style-type: none"> • Encourage visitor activities that have local exchanges with the diverse lifestyle of each centre. • Celebrate the creativity and diversity of local people in each activity centre. |
| Nurture the Social Sense of Place | <ul style="list-style-type: none"> • Maintain, promote and celebrate the variation of ethnicities, lifestyles, ages, incomes and cultures across the municipality. • Protect heritage buildings and local icons. • Support independent retailers and businesses. |
| Nurture the Aesthetic Sense of Place | <ul style="list-style-type: none"> • Preserve and improve public places and spaces. • Design public spaces to promote integration and seamless movement, especially for pedestrians. • Design and orient public spaces in a manner that allows adequate access for all users and so they are open and inviting. |
| Encourage Walking, Cycling and Public Transport as Principle Access Modes | <ul style="list-style-type: none"> • Reassess the design of road space to favour sustainable transport modes. • Improve sustainable transport infrastructure servicing activity centres – and between activity centres. • Maintain access of the freight network to activity centres. |
| Sustain Activity Centres as Places of Work as well as Retail Services | <ul style="list-style-type: none"> • Explore means by which further office and other employment generating uses within activity centres can establish. • Provide the climate that encourages micro and small to medium enterprises. • Examine opportunities for new office space, both in the form of new buildings and renovated/re-designed older buildings. |
| Advance Environmental Sustainability for Buildings and the Life of the Centre | <ul style="list-style-type: none"> • Improve the environmental performance of building design and layout particularly with respect to resource conservation (e.g. energy, water and materials). • Plan and develop structures, public spaces and the activity centre as a whole in an environmentally sustainable manner. |
| Improve and Actively Support Housing Affordability | <ul style="list-style-type: none"> • Identify opportunities for well located, affordable, and social housing that maximises access to shops, services and transport for low income households. |
| Ensure the ‘Public Realm’ Embraces all Community Members | <ul style="list-style-type: none"> • Design public spaces and facilities to consider the needs of all community members of all sizes, ages and disabilities. • Especially consider the needs of the children, the elderly and the physically disabled. |

See also: Chapter 2.2 – Activity Centres Review: Future Directions Strategy Paper (January 2006)

4. Guidelines for Centre Expansion

4.1 Performance Requirements

On the basis of the analysis performed, the following actions are recommended:

- *Existing Business 1 Zone boundaries should remain unchanged*.*
- *Intensify available built form capacity within existing zoned areas, recognising the existing residential interface, existing Heritage Overlay and Design and Development Controls.*

See also: Chapter 2.2 – Activity Centres Review: Future Directions Strategy Paper (January 2006); * Post Amendment C52 – South Melbourne Central

There will be special circumstances where rezoning might be considered. Where rezoning is considered compliance with specified criteria should be clearly demonstrated. The criteria are defined in Table 2. The rezoning criteria may be used as a guide to be considered by Council in addition to the Strategic Assessment Guidelines for Planning Scheme Amendments (DSE, General Practice Note). See also: Chapter 2.2 – Activity Centres Review: Future Directions Strategy Paper (January 2006).

Application of such criteria should be confined to 'edge of centre' areas, recognising the existing residential interface, the existing heritage fabric and any design and development controls. Overall, any rezoning shall consider whether the rezoning will have a net community benefit.

Table 2 – Rezoning Criteria

Rezoning may be considered where the subject land:

- Offers the opportunity for **advantageous re-use of an historic building** or the creation of a built form which will support a better interface between the existing retail area and surrounding heritage fabric;
- Offers the opportunity for **better functional linkages** between existing elements in the Centre, for example, consolidating car parking for more efficient multiple use and freeing up development capacity elsewhere in the Centre as a result;
- Enables **better integration of known development opportunities** into the Centre, in the same way, i.e. improved built form, complementarity of uses regarding car parking and providing a more favourable interface with surrounding heritage fabric;
- Poses a significant opportunity for **improved public gathering spaces** (i.e. non commercial);
- Would facilitate correction of **known commercial gaps and shortfalls**, principally, plugging deficiencies in the municipalities network of local food/grocery facilities.

See also Chapter 2.2 – Activity Centres Review: Future Directions Strategy Paper (January 2006)

4.2 Capturing betterment with the expansion of centres

Where the Planning Authority move to rezone land to achieve one or more of the five beneficial outcomes noted above, and should such rezoning enable a set of higher rent yielding uses to occur on the land in question, that consideration be given to attaching a 'community betterment levy' clause to any such planning scheme amendment(s).

Recommended Action

Where Council may consider a community betterment levy for rezonings to enable expansion of an activity centre, a condition of rezoning could cite a range of community infrastructure items, including affordable housing, as potential uses of levy.

See also: Chapter 2.2 – Activity Centres Review: Future Directions Strategy Paper (January 2006)



Affordable housing – Inkerman Oasis
Source: Tony Miller

5. Inner City Entertainment Precincts (ICEP) Taskforce

In the Major Activity Centres restaurants, bars, nightclubs and theatres contribute to the vibrant and exciting destination that each Major Activity Centre offers patrons. Every week thousands of people eat, drink and socialise responsibly and safely in these centres. The Major Activity Centres have also experienced substantial change with continued growth having taken place in residential, entertainment and other activities within concentrated areas. While the high density of this development has significant social, cultural, economic and environmental benefits for the community, to ensure sustainability it must be sensitively managed to minimise conflict between certain activities, particularly those involving concentrations of licensed premises.

It is within this context that the Minister for Police and Emergency Services established the Inner City Entertainment Precincts (ICEP) Taskforce. The ICEP Taskforce has recently submitted a Final Report (February 2006) to the Minister for Police and Emergency Services that provides 28 recommendations to effectively address the behavioural issues that have been identified as a concern in Melbourne's inner city entertainment precincts.

The recommendations in this report, when accepted by the Minister for Police and Emergency Services, should be considered by Council and implemented by relevant council departments to address the management of City of Port Phillip's Major Activity Centres to improve safety, security and amenity for both visitors and residents both where issues already manifest (e.g. Fitzroy Street) or in Major Activity Centres where such issues have potential to arise in the future.

The work of the ICEP Taskforce indicates that "to effectively address the behavioural issues that have been identified as a concern...it is critical to also consider the social, built and physical environment" (ICEP, 2006). As has been recognised in Future Directions Strategy Paper (January 2006), the City of Port Phillip's Major Activity Centres are socially, culturally, environmentally and economically diverse. As a result, where actions are developed to address night-time economy issues in Major Activity Centres, strategies must be appropriately tailored to the particular social, built and physical environment of the centre. It would be appropriate that Council develop principles that act as a framework for consideration of night-time economy issues at both a municipal and local level for Major Activity Centres. In addition, Council should work with the Department of Sustainability and Environment, the Director of Liquor Licensing and other agencies as appropriate to progress and apply the recommendations in the ICEP Taskforce's Final Report (February 2006).

Recommended Action

- *That Council develop principles that act as a framework for consideration of night-time economy issues at both a municipal and local level for Major Activity Centres.*
- *That Council work with the appropriate agencies to progress and apply the recommendations in the ICEP Taskforce's Final Report (February 2006).*



6. Strategic Directions for Each Centre

6.1 Introduction

This section addresses the role and function, future demand for retail services and key strategic directions for each of the five major activity centres. It should be noted that the demand in services for each retail sector is based on the modelled net floor space demand (See: Activity Centre Review: Future Directions Strategy Paper, January 2006). The actual floor space for a particular retail category will vary between Major Activity Centres depending on whether new retail floor space is required or if demand is met via a shift in another retail floor space category.

6.2 Acland Street

Role and Function

Acland Street is the most complex centre within Port Phillip, serving multiple roles for local residents, businesses and visitors. The visitor industry dominates the centre on weekends and evenings, especially from the spring to autumn. Fitzroy Street and Acland Street hold many similarities with the exception that Acland Street accommodates two major supermarkets, as well as a more diverse retail mix providing a wider range of shopping to meet the daily needs of local residents.

Acland Street's close proximity to the icon destinations of Luna Park and the beach results in a high level of foot traffic between these destinations. Within and in close proximity to Acland Street Activity Major Centre is a number of live music and arts venues that adds to street's diverse range of cultural experience. Acland Street is also located in the centre of a densely populated residential precinct with a blend of residents of various income levels, ethnic and cultural backgrounds. This provides for nearly constant pedestrian and street activity.

Future demand for retail services

'Supermarkets' and 'Hospitality and Services' are expected to remain the leading commodity sectors, respectively. Some growth is expected in the 'Other Food' and 'Household Goods' and 'Other Retail', while 'Department Stores' and 'Clothing' are expected to remain fixed at a low level of demand. This indicates Acland Street's continued specialty as a centre for food, in the form of supermarkets, restaurants, and bars. This also indicates that significant development of clothing stores and department store or 'big box' style retail is unlikely.



Key Strategic Directions

- *Acknowledge the status of Acland Street as an iconic regional destination.*
- *Encourage the retention of the 'St Kildaness' of Acland Street by supporting local, independent traders and encouraging an expanded community servicing retail offer.*
- *Encourage local weekly and convenience retail services into Barkly Street and Carlisle Street.*
- *Reinforce the east end of Acland Street (around Acland Court complex) for local needs; and develop the Smith Street and Blessington Street businesses for similar uses.*
- *Reinforce the social and cultural identity of the centre through; enhancing the daily/weekly retail offer; supporting diverse, independent traders; and reinforcing Acland Street's village scale, urban form, heritage and accessibility to local icons.*

- *Consider an improved integration of the sustainable transport network and the safe and efficient movement of all road users at the intersection of Acland Street, Carlisle Street and the Esplanade.*
- *Investigate the opportunity for mixed-use development on the off-street car park, adjacent to Irwell and Belford Streets, retaining parking, whilst providing additional retail, office and residential opportunities. In particular, encourage the development of local daily/weekly retail and food businesses.*
- *Examine opportunities for affordable housing on or adjacent to the off-street car park, adjacent to Irwell and Belford Streets.*
- *Consider Council land recruitment efforts and public/private partnerships to influence retailing outcomes.*
- *Explore opportunities to develop broader linkages between the National Theatre on the corner of Carlisle Street and Barkly Street to other theatres, entertainment and arts facilities in the vicinity.*

Note: these recommended are not exclusive of the principles for development of City of Port Phillip's activity centres. See also: Chapter 3.2 – Activity Centres Review: Future Directions Strategy Paper (January 2006)

6.3 Bay Street

Role and Function

Bay Street is a strong mixed-use centre heavily linked with the new high - density residential development in Port Melbourne, where significant population growth is occurring and expected. Bay Street has a strategic and visible location adjacent to the foreshore and Station Pier, the main port of entry/departure for interstate and international cruise and ferry-based visitors.

Bay Street has a strong local convenience shopping 'offering,' but also plays a more regional role, catering to visitors with bars, cafes, and restaurants. It is a major 'community hub', with the community centre, library and the former Port Melbourne town hall providing the civic and community service focus. There is also an emerging art theme, featuring galleries, studios, and workshops. Bars, clubs, and music venues have also emerged, indicating a regional/metropolitan focus. Recent years have seen the emergence of a visitor and leisure precinct along the waterfront. Bay Street is also home to a concentration of business services firms.

Future demand for retail services

It is estimated that retail turnover will be lead by the 'Supermarkets' commodity sector. Also strong will be 'Hospitality and Services' and to a lesser degrees, 'Other Retail' and 'Other Food'. 'Household Goods' and 'Other Retail', though to a much lesser extent, will also see significant growth. 'Department Stores' and 'Clothing' will remain largely unchanged.

Key Strategic Directions

- *Strengthen the physical, visual and active connections between the waterfront, Bay Street and Station Pier.*
- *Increase visitor shopping activity and visitor facilities and services in Waterfront Place and Beach Street.*
- *Maintain and extend the mix and integration of land uses and activity in Bay Street including local convenience shopping.*
- *Protect the local urban character and townscape image and manage future urban form.*
- *Manage local traffic, car parking, pedestrian and bicycle movement.*
- *Encourage horizontal and vertical mixed-use development.*
- *Reinforce the current supermarket complex as the retail core with more tenancies trading extended hours (in line with the supermarket) and investigate further supermarket retail opportunities in this activity centre.*
- *Encourage pedestrian movement in surrounding streets and pursue public realm improvement and retail/residential intensification in Pool Street, Lalor Street and Liardet Street.*
- *Encourage new retail and business growth in the Bridge Street to Ingles Street precinct.*
- *Maintain and enhance affordable housing options and community/public services.*

Note: these recommended Strategic Directions are not exclusive of the principles for development of City of activity centres. See also: Chapter 3.3 – Activity Centres Review: Future Directions Strategy Paper (January 2006)

Activity Centre Strategy: Implementation Plan (July 2006)



6.4. Carlisle Street

Role and Function

Carlisle Street has a strong Jewish/Russian cultural flavour with a concentration of social and cultural services in and around the centre. There are also a number of community based support services, the Police Station, churches, synagogues, St Kilda Primary school and the childcare centre all providing for a strong community focus. The town hall and library at Carlisle Street's western end also provide for a strong civic role.

The primary retail role of Carlisle Street is 'local': serving local residents and employees with daily and weekly goods and services. There is limited regional or metropolitan function and visitor activity at this centre, with the important exception of kosher and continental food/groceries. These, together with specialist retailers, cater to the Melbourne – wide Jewish/Russian community. Carlisle Street is also the subject of preparation of a Melbourne 2030 aligned 'Structure Plan'.

Carlisle Street's local shopping function is an attractive alternative for those whose needs are not met by the retail mix of Acland and Fitzroy Streets.

Future demand for retail services

Supermarkets are projected to dominate retail growth in the centre by 2016, whilst 'Household Goods', 'Hospitality,' and 'Other Retail' are also expected to be strong.



Key Strategic Directions

- *Protect and reinforce the centre's core role of providing convenience and weekly retail goods and services to the local community.*
- *Reinforce the social and cultural identity of the centre through; enhancing specialist retail niches; supporting diverse, independent traders; and reinforcing the centre's street based urban form, heritage and icons.*
- *Redevelop the Balaclava railway station precinct with integrated commercial and retail space, a public transport interchange and new public space.*
- *Investigate the opportunity for mixed-use development on off-street car parks – retaining parking, whilst providing additional retail and residential opportunities.*
- *Reinforce the centre's role as a highly accessible civic and community services hub.*
- *Enhance the centre's accessibility through prioritising sustainable transport modes, particularly walking and public transport.*

Note: these recommended Strategic Directions are not exclusive of the principles for development of City of Port Phillip's activity centres. See also: Chapter 3.4 – Activity Centres Review: Future Directions Strategy Paper (January 2006)



6.5 South Melbourne Central

Role and Function

South Melbourne Central Activity Centre includes the retail precinct of Clarendon Street and extends to the west including Coventry and York Streets to include the South Melbourne Market. The retail function is complimented by strong civic and community functions and is underpinned by substantial commercial and industrial areas surrounding the centre. This wide variety of uses contribute to the ongoing vibrancy and sustainability of the centre.

The centre has a wide range of daily and weekly shopping opportunities serving local residents and employees. A specialisation in quality homewares along Coventry Street is beginning to develop.

Future demand for retail services

Clarendon Street is projected to have a retail turnover dominated by 'Household Goods,' 'Hospitality and Services,' and 'Other Retail', respectively. This sets it apart from other Activity Centres in Port Phillip in its larger catchment and more regional role. 'Household Goods' type retail typically features larger stores on larger sites. Conversely, 'Supermarkets' are projected to have a lower turnover, reflecting a relative weakness in this sector. This may indicate that South Melbourne is better poised to serve a larger area than it is to serve the surrounding residents via goods and services. 'Clothing,' 'Hospitality and Services,' and 'Other Retail' are forecasted to show strongest growth through to 2016.

'Household Goods' has by far the highest potential for additional floor space by 2016. 'Other Retail' and 'Supermarkets,' show the next highest floor space demand. This reflects Port Phillip's pent up demand for 'Bulky Goods', and potentially, Discount Department Stores, as these sectors are currently not well represented in the Municipality.



Key Strategic Directions

- *The Clarendon Street Core Retail Strip, from Park Street to York Street, will continue to be the heart of the South Melbourne Central Activity Centre's role and identity, and remain the retail focus of South Melbourne Central.*
- *Reinforce Coventry Street as a vital pedestrian link between Clarendon Street and the South Melbourne Market .*
- *Support the construction of the tram track link along Park Street, between Eastern Road and Kingsway.*
- *Explore the development of a public realm strategy to improve the pedestrian experience in South Melbourne.*
- *Investigate the opportunity to develop the public realm around the South Melbourne Town Hall into civic space or urban plaza.*
- *Encourage additional affordable housing development in strategic locations.*
- *Continue to support the diverse economic base of South Melbourne Central.*



Note: these recommended Strategic Directions are not exclusive of the principles for development of City of Port Phillip's activity centres. See also: Chapter 3.5 – Activity Centres Review: Future Directions Strategy Paper (January 2006)

6.6 Fitzroy Street

Role and Function

Melbourne 2030 classified Fitzroy Street as a 'Major Activity Centre'. However, similarly to Acland Street, it could be suggested that it performs a 'Principal Activity Centre' function for entertainment and cultural tourism. Fitzroy Street is a regional / metropolitan visitor precinct. It is a metropolitan-wide destination for dining, live music and entertainment activities. The centre also provides a valuable community services role via the range of community services available in and around Fitzroy Street and Grey Street. There are also a number of community facilities that generate substantial activity such as: the primary school, bowling club, Junction Oval, tennis courts and good access to Albert Park.

Although Fitzroy Street has a predominance of restaurants, takeaway food outlets, bars and clubs, there are ambiguities about its role. It does have a number of traditional local service functions. There are three pharmacies and four convenience supermarkets which are uses that are likely to be servicing a very local trade area, such as the street's many boarding houses, affordable hotels and (backpacker) hostels that also support the small transaction food outlets.

Future demand for retail services

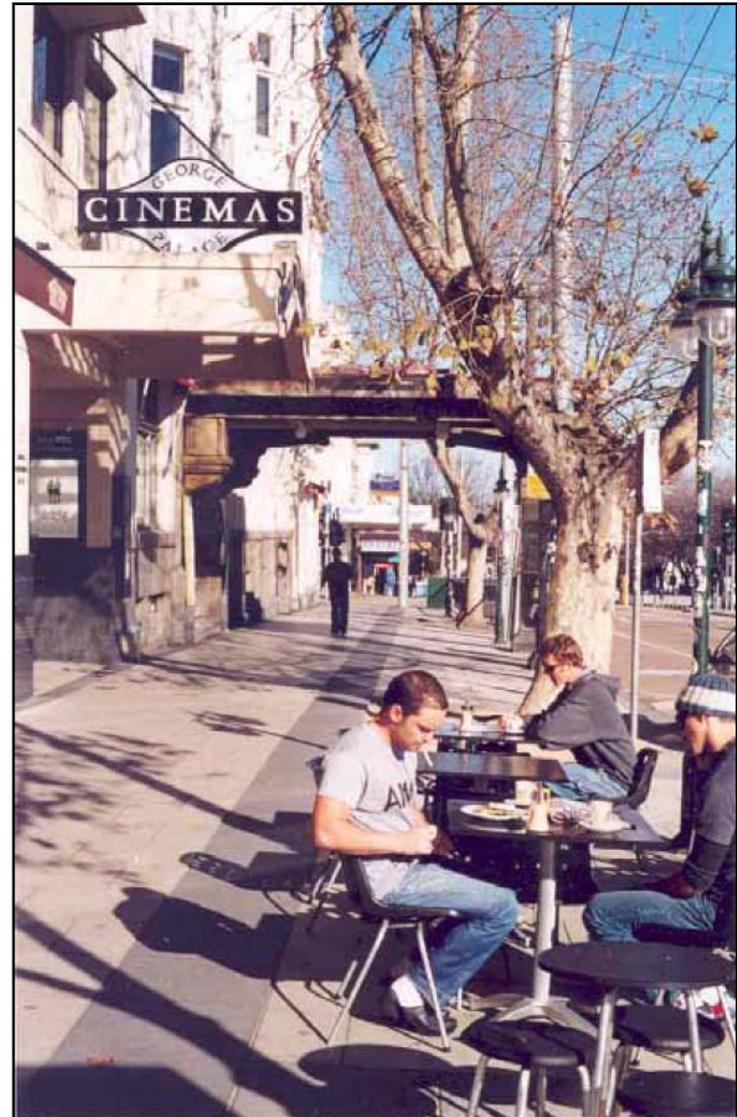
Through 2016, retail turnover is projected to be strongest by far in the 'Hospitality and Services' sector, reflecting Fitzroy Street's continuing role as a regional and metropolitan destination for backpackers, eating, drinking, and nightlife. Relatively strongly represented will be 'Other Retail' and 'Household Goods.' The local convenience food sector – especially 'Supermarkets,' are projected to show little turnover. This reflects a 'service gap' in terms of local amenity, and indicates (market) potential for growth in this sector.



Key Strategic Directions

- *Maintain and support the centre's mix of visitor facilities, diversity of cultures and cosmopolitan atmosphere.*
- *Acknowledge the status of Fitzroy Street as an iconic regional destination for entertainment whilst broadening the mix of local weekly convenience retail offers.*
- *Maintain and support the centre's night-time economy, including music and other entertainment venues, whilst managing these activities so that residents and businesses are not adversely affected by noise and patron behaviour in the streets, in particular, late at night.*
- *Strengthen links to the foreshore and open up the street as a "Gateway" through encouragement of mixed-use development closer to the foreshore and improved pedestrian links.*
- *Investigate opportunities to enhance the centre's accessibility by addressing the difficult traffic/pedestrian movement across the Fitzroy Street and Grey Street intersection.*
- *Maintain and enhance affordable housing options and retain the existing mix of residential options in and around the centre including boarding houses, backpacker lodges and hotel establishments.*
- *Maintain and enhance the centre's valuable community services role via the range of community facilities available for the more marginalised members of the community.*

Note: these recommended Strategic Directions are not exclusive of the principles for development of City of Port Phillip's activity centres. See also: Chapter 3.6 – Activity Centres Review: Future Directions Strategy Paper (January 2006).



7. Bulky Goods Retailing

7.1 'Bulky Goods' Retail Location Considerations

Acknowledging the Melbourne 2030 policy of encouraging retail development to locate in centre, the following priorities for preferred location of retail in regards to Major Activity Centres are supported in the City of Port Phillip. Note that bulky goods are a low priority for location in/near a Major Activity Centre, for reasons listed in table 3.



Table 3 – Priorities for retail development in major activity centres

| Priority | Retail type | Rationale |
|---|---|---|
| Highest priority to be 'in-centre'. | <ul style="list-style-type: none"> Shops less than 500m² Supermarkets Discount department stores Department stores | The rationale for the high priority is that these activities are frequently visited, are highly synergistic (multi-purpose trips) and are heavily relied upon by non-car users. They also relate well to other activity centre land uses such as commercial, recreation, leisure and cultural uses. |
| Second priority to be 'in-centre' | <ul style="list-style-type: none"> Shops greater than 500m² Large format 'bulky goods' stores that tend to dominate one particular retail category e.g. hardware, electrical goods | The rationale for this lesser priority is that such facilities are less frequently visited but they are relied upon by non-car users. An 'edge of centre' location would be appropriate. |
| Third priority for location 'in-centre' | Large format 'bulky goods' stores e.g. whitegoods, furniture retailers | The rationale for this low priority is that they are infrequently visited and are often single purpose trips. |

See also: Chapter 2.4 – Activity Centres Review: Future Directions Strategy Paper (January 2006)

8. Implementation Tools and Opportunities

Council can use both statutory and non-statutory measures to implement desired Strategic Directions to guide the future development of Major Activity Centres.

Statutory mechanisms are largely limited to zoning and overlay provisions that influence desired broad land use categories and built form, such as the scale of development, in and around centres.

Non-statutory mechanisms available to Council, for the guidance of future development of Activity Centres, include various means of public investment. This can indirectly help spur development within Activity Centres and the surrounding vicinity. Non-statutory mechanisms cannot be undertaken solely through the domain of urban planning nor necessarily led by urban planning service units. These mechanisms require cross-organisational business planning and commitment to ensure effective service delivery.

8.1 Statutory Mechanisms for Implementation

The Victoria Planning Provisions, which Council must implement as the basis of the Port Phillip Planning Scheme, do not distinguish between the type or ownership of retail in an activity centre. The type of 'shop' may be a hairdresser or a green grocer. The ownership may be locally owned or not. For example, the bakery may be a local enterprise or a multi-national chain. This limits the ability of Council to influence the business mix of an activity centre.

The planning scheme allows for more specific policy to be put into the Municipal Strategic Statement, however this can do little more than outline 'preferred' locations rather than restrictions on what type of uses can occur. Restricting land use for local daily/weekly retail needs calls for a more innovative approach outside of the statutory land use system. These alternative mechanisms are further discussed in Section 8.2.

8.2 Non-Statutory Mechanisms for Implementation

There are several non-statutory measures Council can take to shape centres into the desired future directions. These include, but are not limited to:

- Infrastructure Investment
- Promotion / Management / Integration
- Investment Recruitment

Infrastructure Investment

This involves Council taking action to invest directly in infrastructure that may spur and encourage development and revitalisation of targeted areas in and around Major Activity Centres. This can involve:

- Streetscape improvement, such as improved lighting, footpaths and overall street appearance, and landscaping/greenery.
- Improvement of public amenity, such as benches/seating, disabled access, public facilities, phones, etc.
- Public art to add to the streetscape, and the overall attraction of centres.
- Improvements to existing, and creation of new, pathways and bikeways connecting various nodes in and around the Major Activity Centres, and between the Major Activity Centres themselves.
- Investment in pathways and ramps to stations; improved platforms and waiting areas, new and/or improved shelters, and facilities for parking both bicycles and cars for those who wish to "park and ride".
- Creation of a customer service centre in each Major Activity Centre.

Activity Centre Strategy: Implementation Plan (July 2006)

Promotion / Management / Integration

Council can also use tools to strengthen the Major Activity Centres by implementing promotion and marketing measures, as well as methods for management and integration of the Major Activity Centres.

Promotion and signage

Promotion of the Major Activity Centre's various offerings and strengths could be utilised in the form of print and media advertising, including lists of businesses and amenities, special events, and cultural offerings.

Centre promotion could also take the form of increased and improved signage in and around the Centres, indicating to local users and visitors alike where facilities, transit/parking, and various shops/attractions/venues are located. This signage could also help delineate the boundaries of each centre, so that users are aware when one centre ends and one begins.

Centre Management and integration

Work with and encourage Major Activity Centre trader-organisations to liaise with the trader and residential communities in issues relating to the business mix on Major Activity Centre streets. Marketing committees with local residents and business owners could address issues relating to the mix of retail and commercial activity on the street and recruit desired retail/businesses to locate/operate in streets.

Investment Recruitment

Investment recruitment is a tool that Council can use to encourage private sector investment/development in targeted 'opportunity sites' in each Major Activity Centre. Council can assemble land that is considered desirable for private sector development, and then sell the land to an appropriate entity. This can include targeted sites for intensification and/or redevelopment, such as parking lots, vacant lots, under-utilised or underdeveloped properties, buildings seen as eyesores or dilapidated, and sites near or adjacent to pedestrian, cycling, and public transit lines, stops and stations.

By forming a partnership with a development entity, Council can help ensure that the development that occurs is within the appropriate scope, scale, and character. For a targeted site, Council could invite a private entity to propose a use for the site, then facilitate as the developer works closely with landowners, residents, and other community stakeholders to ensure that the development is appropriate, sustainable, and beneficial to the strength of the Centre and the community as a whole.

See also: Chapter 4.2 – Activity Centres Review: Future Directions Strategy Paper (January 2006)