



# Masterplan



A locally loved place that the world admires.







Adopted by Council 22 March 2016

Published by:

City of Port Phillip  
Private Bag No 3  
PO St Kilda  
Victoria 3182

© City of Port Phillip, March 2016

All rights reserved.

This publication is protected by copyright. Apart from any fair dealing for the purposes of private study, research, criticism or review, or otherwise permitted under Part III of the Copyright Act 1968, no part of these materials may be reproduced by any process without written permission from the City of Port Phillip.



## Welcome to Country

Womin Jeka mirambeekbeek. Boon Wurrung Nairm derp bordpuren uther wilam.

Welcome to my country, the land of the great bay of the Boon Wurrung people, our beautiful home.

On behalf of the Boon Wurrung people, a clan of the greater Kulin nations, I welcome you to our land. Melbourne and its surrounds are special places which continue to carry forward the spirit of our tradition.

This land will always be protected by the creator, Bunjil, who travels as an eagle, and by Waarn, who protects the waterways and travels as a crow.

As the spirit of my ancestors lives, let the wisdom and generosity which Bunjil taught us influence the opportunities that may arise at this meeting place.

Womin Jeka mirambeekbeek. Boon Wurrung Nairm derp bordpuren uther wilam.

Welcome!

Arweet Carolyn Briggs  
**Boon Wurrung**



# Mayor's message



From left to right:

Mayor Cr Bernadene Voss, Deputy Mayor Cr Serge Thomann

## Welcome to the St Kilda Triangle Masterplan.

The St Kilda Triangle is a special site that we believe represents a once-in-a-generation opportunity to create something unique and special to Melbourne.

Over the past 18 months, we have been listening and working hard through our conversations with the community, government and industry to harness enthusiasm and build alignment around aspirations for the site's future.

We are pleased to present this next stage of the St Kilda Triangle journey that builds on the ideas and aspirations contained in *St Kilda Triangle 2012*.

This St Kilda Triangle Masterplan proposes a cultural precinct to complement the Palais Theatre and Luna Park – a precinct of uses and activities that recognises and supports St Kilda's continuing contribution to the vibrancy of Melbourne and Australia.

At its heart is a cultural facility, with an integrated landscape that creates areas for recreation, socialising and events, while enhancing views of the bay and improving connections to the foreshore.

The proposed precinct focuses on cultural production, not just recreation or consumption. The aim is to boost tourism and generate a new wave of economic and social benefits for the state and the community, while creating a great place to hang out.

We seek the Victorian Government's support to build on the good will created by Council's extensive engagement and co-design process.

Further work by the Victorian Government will capitalise on this momentum.

At the same time, Council will begin the preparation of a planning scheme amendment to give effect to the Masterplan, and look at staging options to bring it to life.

We would like to thank the community, industry and our government partners for their interest, dedication and continuing support.

We commit to continuing this collaboration as we work towards a St Kilda Triangle that is embraced by the local community and admired around the world.

**Cr Bernadene Voss**  
Mayor

**Cr Serge Thomann**  
Deputy Mayor



# Contents

<b>Welcome to Country</b>	<b>5</b>	<b>Masterplan</b>	<b>34</b>
<b>Mayor's message</b>	<b>6</b>	Masterplan	34
<b>About the Masterplan</b>	<b>8</b>	Key components of the Masterplan	38
<b>Introduction</b>	<b>12</b>	Public space experience	40
The opportunity	12	Indicative landscape plan	41
History of the Triangle site	13	Sections	42
The current project	14	Public space look and feel	48
Roadmap for Co-design	15	Element A: Connections	50
<b>Co-design</b>	<b>16</b>	Element B: Views	52
Co-designing St Kilda Triangle	16	Element C: Built form and land use	55
<b>Urban context analysis</b>	<b>24</b>	Element D: Car parking and the Palais Theatre	66
Existing site conditions	24	Scalability	69
Existing connections	26	Large single cultural institution	70
Existing landscape character	27	<b>Implementation</b>	<b>72</b>
Existing views	28	Next steps	72
Traffic analysis	30	<b>Acknowledgements</b>	<b>74</b>
		<b>Appendices</b>	<b>74</b>
		Appendix 1 - Other Council policy and related research	
		Appendix 2 - Masterplan Options Evaluation Criteria	



# About the Masterplan

## Purpose

The purpose of the St Kilda Triangle Masterplan is to guide future development of the Triangle site through a set of parameters agreed with the community.

The Masterplan establishes a vision for the Triangle site and a framework that outlines where built form should be located on the site, the massing and size of that form, the character of the public realm and the connections to the broader precinct.

The Masterplan also sets out how the Triangle site could be funded and delivered to provide the highest quality outcomes for the local community and the people of Victoria.

The Masterplan provides for:

- 19,835m<sup>2</sup> of landscaped public open space, including the Palais Forecourt, The Lawn, The Terrace, The Slopes, Garden Slopes and a plaza facing Jacka Boulevard
- Up to 21,310m<sup>2</sup> of built form located under The Lawn and in and around the Palais Theatre, comprising of uses such as:
  - cultural facility/s (14,085m<sup>2</sup>)
  - hotel (visitor accommodation) (4,650m<sup>2</sup>)
  - other uses that support the activation of the site and the operation of the Palais Theatre consistent with the *St Kilda Triangle Cultural Charter* (2,575m<sup>2</sup>)

- 17,100m<sup>2</sup> of underground car park and service areas, including: 350 parking spaces, loading bay, service area and back-of-house for the cultural facility and hotel (visitor accommodation).

The Masterplan is made up of:

- a historical overview
- a summary of the co-design process
- an urban context analysis
- plans, sections and images that convey where built form envelopes are and how the Triangle site might look
- photos that indicate the palette of materials that might be used
- a traffic analysis
- guidance on planning and next steps.

## What is outside the scope of the Masterplan?

The St Kilda Triangle Masterplan is not a final building or landscape design. The buildings and landscape design depicted in the plan are indicative only of the potential size and location of buildings on the Triangle site, and the overall layout of trees and landscape design. These depictions do not necessarily represent how the Triangle site will look when constructed.

Further design of buildings and landscape will be part of future project development.

The Masterplan does not change the status of current planning scheme controls. A planning scheme amendment is required to implement the St Kilda Triangle Masterplan.

## What has informed the Masterplan?

The Masterplan was informed by several pieces of work, including:

- *St Kilda Foreshore Urban Design Framework* (UDF) 2002
- *St Kilda Triangle 2012*
- Stage 1 Design Brief (Revision 1)
- *Draft St Kilda Triangle Cultural Charter*
- a co-design process with the community and key stakeholders
- market and industry soundings
- engagement with the Victorian Government.

## What will the Masterplan be used for?

The St Kilda Triangle Masterplan will be used to inform a planning scheme amendment for the Triangle site. This will provide overall certainty yet design flexibility for the community and potential delivery partners, and will respect the extensive community engagement process undertaken by Council since 2011.

To support this, a set of design guidelines will be required to provide clear parameters for the planning scheme amendment. The design guidelines will be drawn from:

- the permitted and prohibited table of uses in the Masterplan (2016)
- plans, building envelopes and dimensions from the Masterplan (2016)
- design guidelines from *St Kilda Triangle 2012* (where applicable)
- further guidance (where necessary) to make these directions as clear as possible.

Along with the *St Kilda Triangle Cultural Charter*, the Masterplan will guide the development and operation of the site. It will also inform future work by the Victorian Government and the City of Port Phillip.





# Introduction



# Introduction

## The opportunity

The St Kilda Triangle is a unique development opportunity as one of Melbourne's last bayside renewal sites.

St Kilda is a key destination for Melburnians and visitors, known for its foreshore, beach, night life, live music scene, restaurants and festivals. This part of Melbourne has always embraced cultural innovation, pushed social boundaries, and is a key part of the city's cultural footprint.

St Kilda is a seaside suburb that is close to Melbourne's CBD with great public transport and bike riding links. It comprises several distinct precincts including Fitzroy Street, Acland Street, St Kilda Triangle and the foreshore. Each has an important role to play in the resurgence of St Kilda, each with different challenges and opportunities.

There are a number of projects planned, underway, or recently completed in St Kilda, including:

- Palais Theatre restoration
- the new St Kilda Life Saving Club
- upgrades to Fitzroy and Acland streets
- the new Stokehouse restaurant
- upgrades to Route 96 tram stops

The development of the St Kilda Triangle is an integral part of the City of Port Phillip's broader strategy to continue to revitalise St Kilda, one of Melbourne's most loved destinations.



Projects planned, underway or completed in St Kilda in 2016

## History of the Triangle site

The land now known as the St Kilda Triangle was once shrubland, lagoons, dunes and swamps. For its traditional owners, the Yalukit Willam clan of the Kulin Nation, the St Kilda Triangle was part of an area called Euroe Yroke.

After European settlement, St Kilda became a bustling seaside suburb, and the Triangle site functioned as a recreational space for generations of Melburnians.

### 1860s: St Kilda's transformation

St Kilda became a municipality in 1857, and in the same year a railway line was built to connect it to Melbourne's CBD.

Regular train services resulted in increased visitors to St Kilda's sea baths, jetty promenade, cricket and bowling clubs, and the St Kilda Cup. By the mid-1860s, St Kilda boasted about 15 residential hotels, including the famous George Hotel.

Between 1870 and 1890, St Kilda's population more than doubled to around 19,000 people. During the land boom of the 1880s, it became a densely populated district of large stone mansions and palatial hotels, particularly along seaside streets such as Fitzroy Street, Grey Street and Acland Street.

### 1900s: A Mediterranean-style resort

After the opening of the cable tramway in 1891, the St Kilda Foreshore Committee was formed as a government endeavour to beautify the area.



Little Luna Park, as viewed from The Esplanade, c.1927

Carlo Catani was contracted to prepare a masterplan for St Kilda's beautification, from the foreshore to Point Ormond. Catani created a famous leisure precinct along the bay, inspired by seaside resorts in the Mediterranean. Notable features included the Sea Baths (1910), Luna Park (1912), Palais de Danse I (1913), Palais de Danse II (1926), Palais Theatre (1927), and many others.

Several landmarks along the foreshore have been named after Catani, including the clock tower, gardens and arch.

### 1970s-2000s: Fire and development proposal

Palais de Danse III opened on the Triangle site in 1972, and was later renamed Palace Entertainment Centre. Destroyed by fire in 2007, a masterplan



was later approved by Council incorporating repairs to the Palais Theatre and a redevelopment of the Triangle site. The plan was abandoned in 2009 following strong community opposition.

### 2010-12: Towards a new vision

Council initiated a process to develop a new vision for the St Kilda Triangle in 2010, conducting extensive community consultation through drop-in sessions, surveys, vox pops, focus groups, round table conversations and online engagement. Over 900 people helped inform the Vision document, which was released in November 2011. This led to the preparation of *St Kilda Triangle 2012*, colloquially known as the 'orange document'. It was adopted by Council in August 2012.

A planning scheme amendment was prepared to implement *St Kilda Triangle 2012*. However, following community questions about the controls and unresolved issues in *St Kilda Triangle 2012*, Council decided in July 2013 to consider the controls at a future date.

### 2014-present: The St Kilda Triangle project

In August 2014, Council resolved to deliver a project for the St Kilda Triangle site with the community. Parameters for the Triangle site were developed through working group meetings with community members, content experts, Councillors and officers. This informed the framework for a co-design process and led to the development of this Masterplan.

## The current project

This St Kilda Triangle project comprises six stages:

- **Stage 0 - Background:** Create a vision and framework for the Triangle site and prepare technical reports.
- **Stage 1 - Refine the Parameters:** Improve understanding between Council and the community about what is preferred and what should be avoided. Understand the financial implications of these choices.
- **Stage 2 - Collaborative Design:** Through a co-design process, develop a fundable and deliverable Masterplan that is supported by the community and stakeholders.
- **Stage 3 - Planning, Advocacy and Staging:** Prepare planning controls to facilitate the Masterplan, continue government advocacy, investigate project staging, prepare preliminary designs for possible early works and undertake market testing.
- **Stage 4 - Implementation:** Select a preferred tenderer and delivery partner.
- **Stage 5 - Management:** Open and manage the site as per the *St Kilda Triangle Cultural Charter*.

Stage 2 was designed to create alignment between Council, community, industry and government through a co-design process, and provide the best chance of success, as no one group can deliver this project in isolation.

The following documents were developed during Stage 2:

- **Business Case** - a funding proposal to justify public and private investment
- **Masterplan** - a plan outlining the agreed landscape, built form envelopes, uses and staging of works.

The St Kilda Triangle Masterplan - an agreed vision and plan for the site - draws Stage 2 to a close.

## Roadmap for Co-design

### STAGE 0 Background

Create a vision and framework for the site and prepare technical reports.

### STAGE 1 Refine the Parameters

Improve understanding between Council and community about what is preferred and what should be avoided, and understand the financial implications of these choices.

### STAGE 2 Collaborative Design

Through a co-design process, develop a fundable and deliverable Masterplan that is supported by the community and stakeholders.

### STAGE 3 Planning, Advocacy and Staging

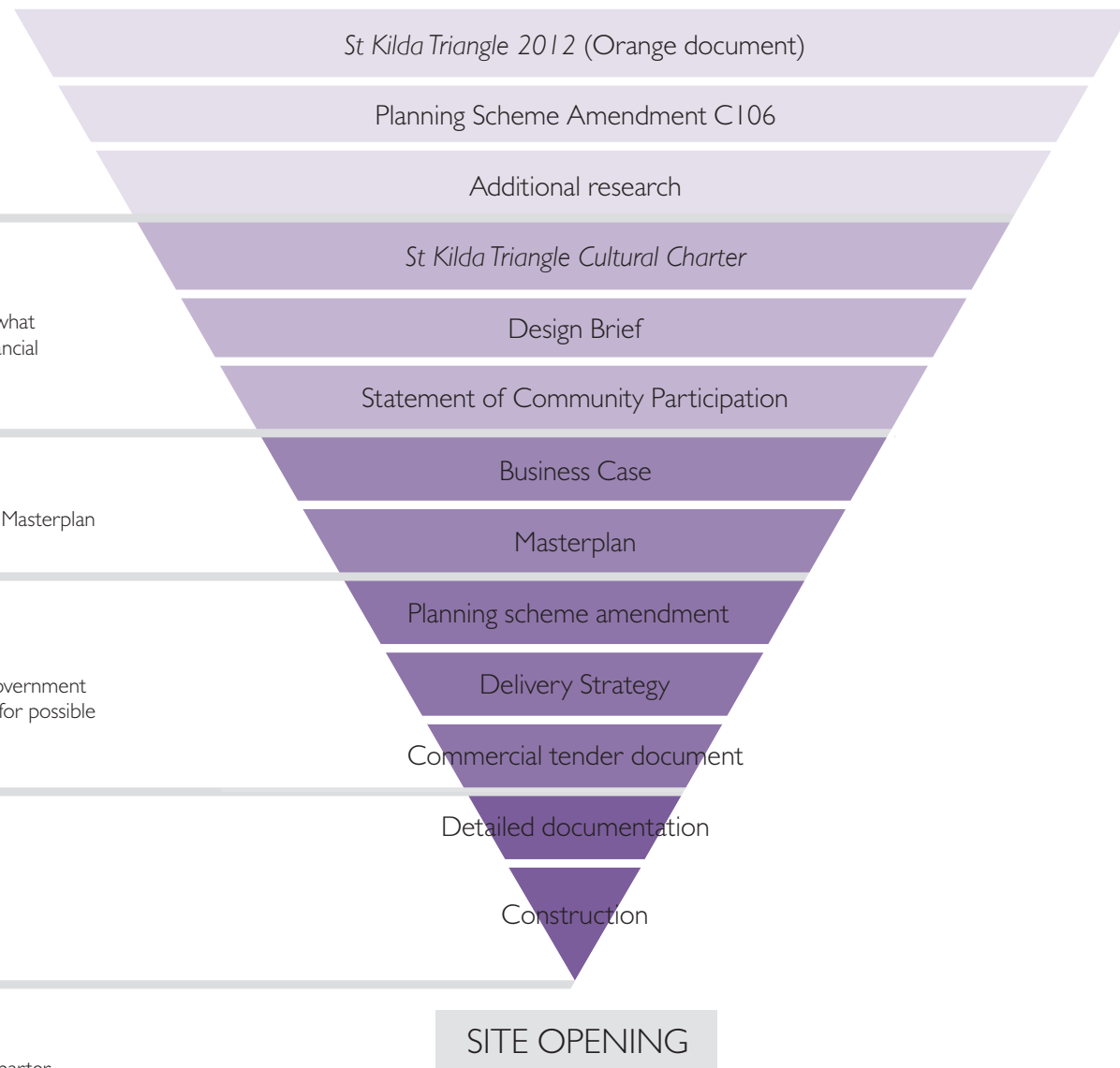
Prepare planning controls to facilitate the Masterplan, continue government advocacy, investigate project staging, prepare preliminary designs for possible early works and undertake market testing.

### STAGE 4 Implementation

Select a preferred tenderer and delivery partner.

### STAGE 5 Management

Open and manage the site as per the St Kilda Triangle Cultural Charter.





# Co-design

## Co-designing St Kilda Triangle

### Overview

Recognising that the St Kilda Triangle is important to the Port Phillip community and a significant public space renewal opportunity for Melbourne and Victoria, Council committed to a process of collaboratively designing an outcome with community, industry and government.

At a Council Meeting on 24 August 2014, a resolution was passed that:

**Council will co-design with our community and stakeholders a funded project for the St Kilda Triangle which creates a locally-loved place that the world admires.**

What is co-design? Co-design is a process whereby all affected stakeholders investigate and work through design problems together and develop mutually beneficial solutions.

This Masterplan was developed through co-design, including a series of three iterative workshops aimed at aligning the aspirations of Council, community, industry and government.

### Background

Stage 1 of the project commenced in late 2014 through a series of community working groups (guided by a Steering Committee) to refine the parameters of *St Kilda Triangle 2012*. This stage produced a Design Brief defining several requirements for the site. These included:

- That the majority of built form be located around the Palais Theatre
- The Esplanade should be maintained as a balcony to view the horizon and the bay
- Car parking should be located on the site but out of sight
- Remoulding the landscape and reimagining The Slopes should be explored.

Stage 1 also involved the production of the *St Kilda Triangle Cultural Charter*, a guiding document - similar to the charter for Federation Square - to ensure maximum public benefit in the design, development and future management and activation of the site. The draft Cultural Charter was further refined as part of Stage 2 and is available to view on the project website at <http://stkildatriangle.com>.

Completed in December 2014, Stage 1 confirmed the Port Phillip community was eager for an activated, green public space that functioned as a daytime anchor for the Palais Theatre and Luna Park, and attracted more people to St Kilda.

### Co-designing the Masterplan Options

In mid-2015, Council initiated Stage 2 of the project to develop a Masterplan and Business Case for the Triangle site to encourage Victorian Government investment.

The Design Brief from Stage 1 was revised to clarify several working assumptions, and was endorsed by Council on 28 July 2015.

Clarifications in the Design Brief (Revision 1) included:

- The car park should be underground or partially underground
- The car park should be between 200 and 300 spaces
- The entry to the car park should be behind the Palais Theatre from Cavell Street
- The closure of Lower Esplanade remains a working assumption.

The design team then produced a series of Masterplan Options that were tested through stakeholder workshops in August 2015 and with the Office of the Victorian Government Architect's (OVGA) Design Review Panel.

The first workshop, Co-Design Workshop 1, was held over two sessions on 6 August 2015 and 9 August 2015. Twelve evaluation criteria (Appendix 2) were developed from the Design Brief (Revision 1), and were used to guide the community's assessment of the Masterplan Options. Participants were encouraged to test the degree to which each option responded to the criteria.

The options were:

- **Option 1** - A Local Park/Public Space
- **Option 2** - A Civic and Events Space for Community Showcase
- **Option 3** - A Seaside Playground
- **Option 4** - A Single Cultural Institution.



Evaluating the Masterplan Options at Co-Design Workshop 1

Each option showed:

- a high level precinct plan of site opportunities and constraints
- site plans of the various options and statements about how each one addressed the opportunities and constraints
- site sections and building envelope heights
- defined potential building envelope sizes and locations, including public and private spaces
- pedestrian and vehicle circulation
- impacts on views of the foreshore and the horizon caused by building envelopes
- critical views of building envelopes
- proposed uses
- indicative massing of buildings.

Participants actively engaged in the design process with the assistance of illustrators who drew and sketched their ideas in real time, focussing on:

- opportunities to connect the site to the foreshore and Acland and Fitzroy streets
- built form opportunities
- access and egress points
- site levels, and
- initial site management options.

Following Co-Design Workshop 1, there was general agreement about the need for a high quality public space. There was also a general desire for a combination of cultural, educational, community and commercial uses to support a viable and active site. Further exploration of a pedestrian bridge over Jacka Boulevard was seen as important to provide a direct link to the foreshore.

Concerns were also raised about the need for weather protection from sun, rain and wind on the site.

Overall, there was a clear preference towards options 3 and 4, and a strong desire for a mix of cultural institution / facilities and open public space. Participants noted that a new local park, while providing a range of benefits such as maintaining views from The Esplanade, would be a missed opportunity.

The design team used this feedback to prepare three refined Masterplan Options:

- Option 4 - Large Single Cultural Institution (30,000m<sup>2</sup> of cultural use)
- Option 5 - Medium Cultural Facility (22,000m<sup>2</sup> of mixed cultural and complementary use)
- Option 6 - A Seaside Playground (12,000m<sup>2</sup> of mixed cultural and complementary use).

At Co-Design Workshop 2, held on 20 August 2015, participants closely examined options 5 and 6, exploring alternatives for the location and size of the buildings, The Slopes, car parking and visual character.

Option 4 was presented to test the community's acceptance of a major State-funded cultural institution. Workshop participants generally agreed with the concept, and this option continues to be explored by Council through a separate investigative process.

Co-Design Workshop 2 resulted in agreement on several other elements, including:

- built form should be concentrated around the Palais Theatre and respect its prominence
- the site should be a destination for locals and visitors
- the panoramic balcony should be retained regardless of the preferred outcome
- land uses need to be clearly defined



Participants designing in real time at Co-Design Workshop 2

- good connections are important across the site and to the wider precinct.

Option 5 - Medium Cultural Facility was supported by the majority of workshop participants who believed it was more likely to create an activated landscape and new 'views' over the surrounding landscape than the other options.

Participants were interested in the concept of an extended balcony with a gallery space and car

parking underneath. There was general - but not unanimous - agreement that if panoramic views to the bay were maintained, parts of The Slopes could be modified. Opinions differed on the acceptable amount of overshadowing of built form behind the Palais Theatre, and on the financial implications of a pedestrian bridge over Jacka Boulevard.

### Interim Masterplan

Council's design team synthesised the outcomes of the first two workshops into an Interim Masterplan.





The Interim Masterplan showed where buildings could be located on the site, how big they might be and established an overarching framework for the public space between buildings, site connections and land uses.

The Interim Masterplan clearly articulated:

- the desire for a cultural facility to underpin the site in a way that didn't disrupt balcony views from The Esplanade

- that buildings should be concentrated around or behind the Palais to support its function and activate its public spaces
- the desire for a hotel at the rear of the theatre, with other cultural spaces.

The Interim Masterplan also included a new forecourt to the Palais Theatre, a colonnade along Jacka Boulevard and a reimagining of The Slopes to create an amphitheatre.

The Interim Masterplan was endorsed by Council on 22 September 2015.

### Co-designing the public space

Following endorsement of the Interim Masterplan and advice from the OVGA Design Review Panel, a third co-design workshop was held to work through the look, feel and texture of the Triangle site's public space. In parallel, Council engaged industry through market soundings, held a workshop with major events producers and met with St Kilda traders.

Co-Design Workshop 3, held on 11 October 2015, explored programming opportunities on the site, the design of the Triangle site's public space, and its overall look and feel. It was understood by participants that an exploration of the public realm would likely lead to changes to the Interim Masterplan.

The workshop found there was a desire for the Triangle site to be a contemporary interpretation of Carlo Catani's Mediterranean-inspired landscape. Another key theme discussed at the workshop was the importance of accessibility and creating key pedestrian connections across different levels of the site to easily link St Kilda to the beach and vice versa.

Participants raised concerns about the potential impact of the colonnade, particularly in relation to noise and traffic along Jacka Boulevard, accessibility, and the long-term viability of retail along such a busy thoroughfare. These concerns were supported by the OVGA Design Review Panel and industry feedback.

The idea of an amphitheatre was supported, although participants felt Jacka Plaza might be too noisy due to its proximity to the street. It was suggested that the Palais Forecourt was a more appropriate and protected place and this should be further developed.

Another element explored by workshop participants involved examining the Triangle site using a Character Area Plan drawn from *St Kilda Triangle 2012*. These character areas were applied to the Interim Masterplan at Co-Design Workshop 3 and have informed the development of the Triangle site's public space.

### Draft Masterplan

A draft Masterplan was developed in response to feedback from Co-Design Workshop 3 and released for community comment on 24 November 2015.

The draft Masterplan further refined the connections, broad land uses, size and location of buildings on the site, and the character of the public realm.

Key changes from the Interim Masterplan included:

- removing the colonnade in response to concerns about amenity and function. It was replaced with landscaped Garden Slopes providing a new green edge to Jacka Boulevard. This allows for an access ramp to Jacka Boulevard in response to strong feedback about the importance of accessibility across the site

- removal of The Grotto to allow for a large open space called The Lawn
- a new Promenade extending out from The Esplanade, creating new views of the foreshore
- complementary uses alongside the Palais Theatre forming the The Terrace
- removal of the Jacka Plaza amphitheatre in response to feedback, and improvements to the Palais Forecourt.

Consultation on the draft Masterplan began on Thursday 26 November 2015, and ended on Friday 29 January 2016. Council received over 250 responses to an online survey and several written submissions. This feedback has informed the final St Kilda Triangle Masterplan.

Through the robust and innovative co-design process for the Masterplan, all participants have actively considered and balanced critical issues relating to the Triangle site.

This has resulted in broad acceptance that the St Kilda Triangle will not just be a site for locals, but a popular destination for visitors as well.

The St Kilda Triangle will be a place that celebrates St Kilda and Port Phillip, and will offer something unique and distinctive for everyone who visits.

The following table provides an overview of the community, industry and government engagement process for the development of the St Kilda Triangle Masterplan.

Engagement touch points	No.
Co-design workshops	4
Pre-workshop briefings / recap sessions	6
Information Exchange sessions	5
Stakeholder meetings (i.e. industry, traders)	2
Seaside Government Partners Group meetings	4
Office of the Victorian Government Architect (OVGA) Design Review Panel meetings	4
<b>Total</b>	<b>25</b>

A detailed community engagement summary is available on the project website at <http://stkildatriangle.com>.









# Urban context analysis



# Urban context analysis

## Existing site conditions

The St Kilda Triangle site is bound by Jacka Boulevard, Cavell Street and The Esplanade, and sits within a highly urbanised, mixed-use precinct next to Port Phillip Bay.

The study area is approximately 21,700m<sup>2</sup>. It excludes the Palais Theatre lease area, but includes the car park, the Lower Esplanade and The Slopes.

The St Kilda Triangle is one important component of broader plans for the renewal and revitalisation of St Kilda. Strategically, the St Kilda Triangle along with Luna Park, comprises the node of four activity zones - Fitzroy Street, Acland Street, the 'Residential Hill' and the foreshore - providing a link between the urban environment and the marine environment of the St Kilda foreshore. The St Kilda Triangle site and its surrounds, most notably Luna Park, have historically been an important community focal point.

The existing built form on the Triangle site comprises the iconic Palais Theatre. For a significant amount of time, the Triangle site also contained the Palais de Danse and the 1960s-era Palace Nightclub, demolished in 2007 following a fire. Other structures include an existing toilet block at the north-western end of the site.

Aside from the Palais Theatre, the major dominant land use on the site is an at-grade car park. This car park offers 418 car parking spaces (337 on the site proper and 81 on the Lower Esplanade).

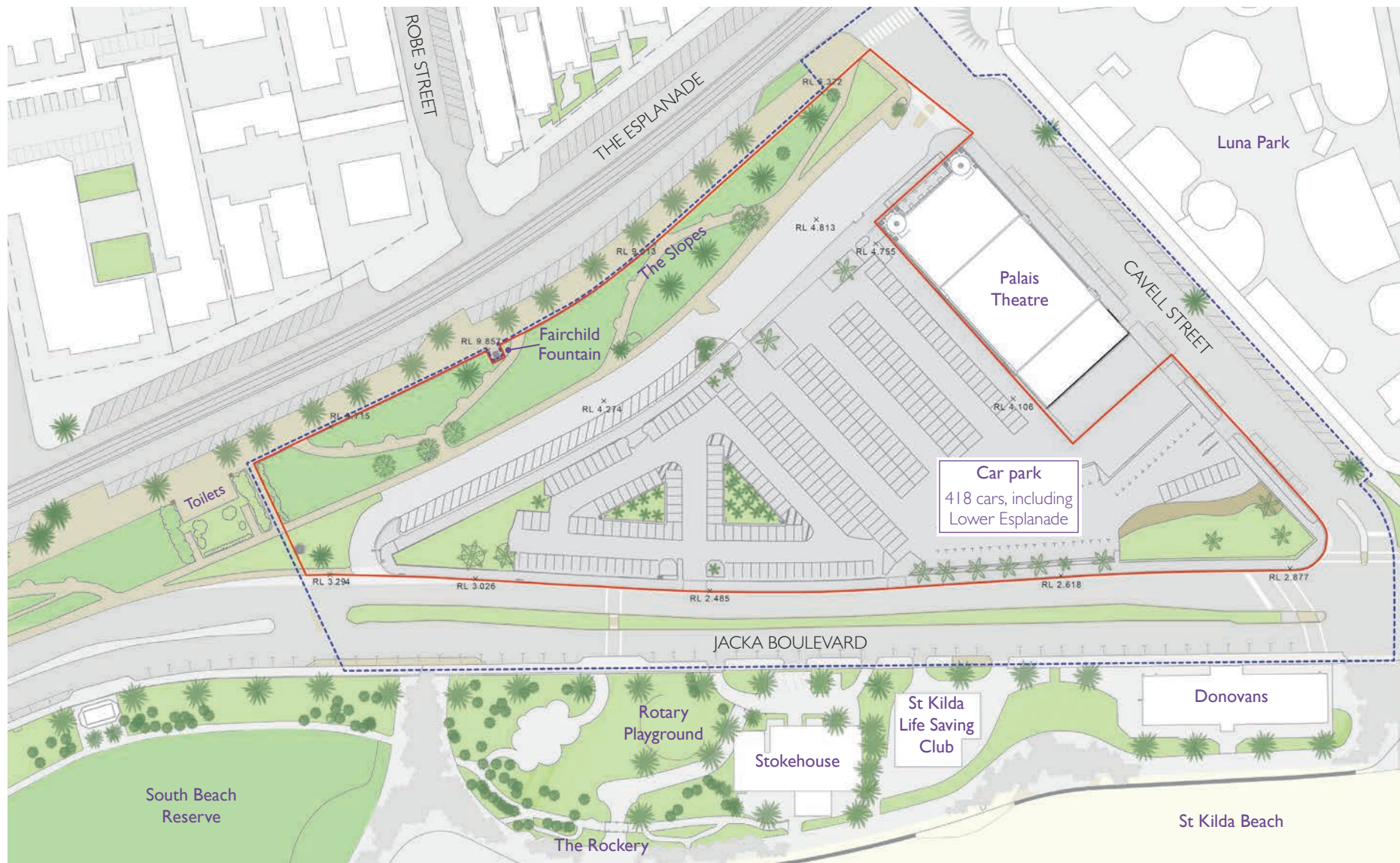
Significant landscape features include The Slopes, a steep grassed area currently separated from The Esplanade by a breezeblock wall.

The Triangle site experiences a significant change in level from just 2.6 metres above sea level at the Jacka Boulevard frontage to 9.8 metres at The Esplanade. It benefits from the visual high points provided along The Esplanade with views towards Port Phillip Bay. At Jacka Boulevard, the natural environment has been significantly altered to accommodate the present day car park.



Overview of the St Kilda Triangle





Existing Conditions and Project Area Plan

All heights according to Australian Height Datum (AHD) ——— Project area - - - - - Interface area



## Existing connections

### Metropolitan context

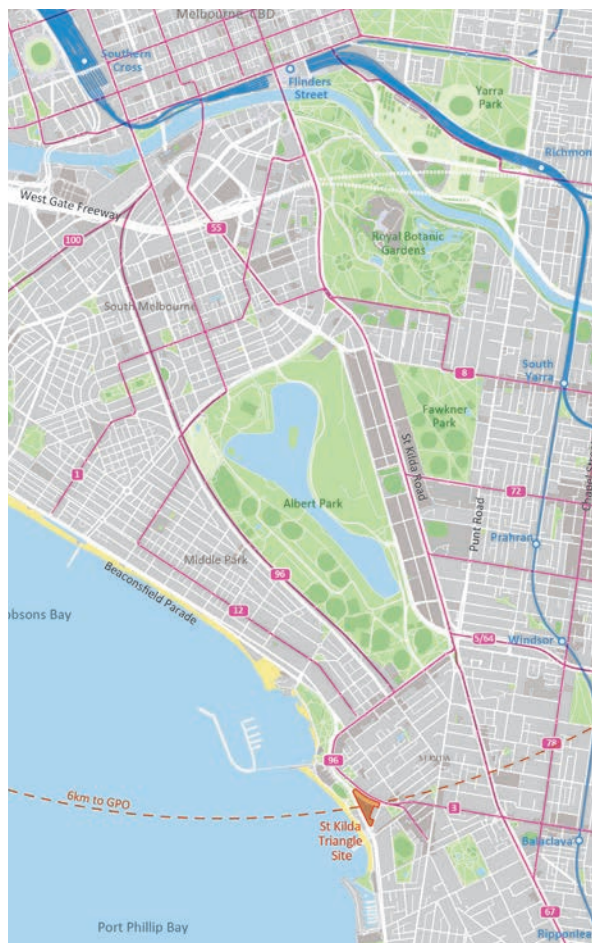
The St Kilda Triangle is situated six kilometres from Melbourne's CBD, and is serviced by tram routes 3, 12, 16 and 96.

It is close to Balaclava Railway Station, which is connected to the Triangle site by the route 16 tram. St Kilda Road and Swanston Street form a natural spine leading towards St Kilda.

### Local context

The site is linked to Acland Street and Fitzroy Street via The Esplanade. Connection to the beach and foreshore is via pedestrian crossings or the existing pedestrian bridge over Jacka Boulevard.

Catani Gardens, Junction Oval, Albert Park Lake Reserve, O'Donnell Gardens, Peanut Farm Reserve, St Kilda Botanical Gardens and the St Kilda foreshore form a green network that links to the St Kilda Triangle site.



Metropolitan context



Local context



## Existing landscape character

The St Kilda Triangle site is currently characterised by a car park and a number of existing palms. These could be transplanted for future reuse. The surrounding landscape is defined by formal gardens and coastal landscapes.

On the north boundary, The Esplanade, car parking, tram lines and three storey built form (predominately apartments) define the urban edge of the Triangle site.

The southern boundary is defined by Jacka Boulevard and the St Kilda foreshore promenade, which forms the interface between the beach and more formal gardens.



The Esplanade looking north



Car park looking towards Donovan's



Garden slopes



The Slopes as viewed from the foreshore



Jacka Boulevard and foreshore connection



The Esplanade looking towards the Palais Theatre



Lower Esplanade, looking east towards the Palais Theatre



The Esplanade, looking east towards the Palais Theatre



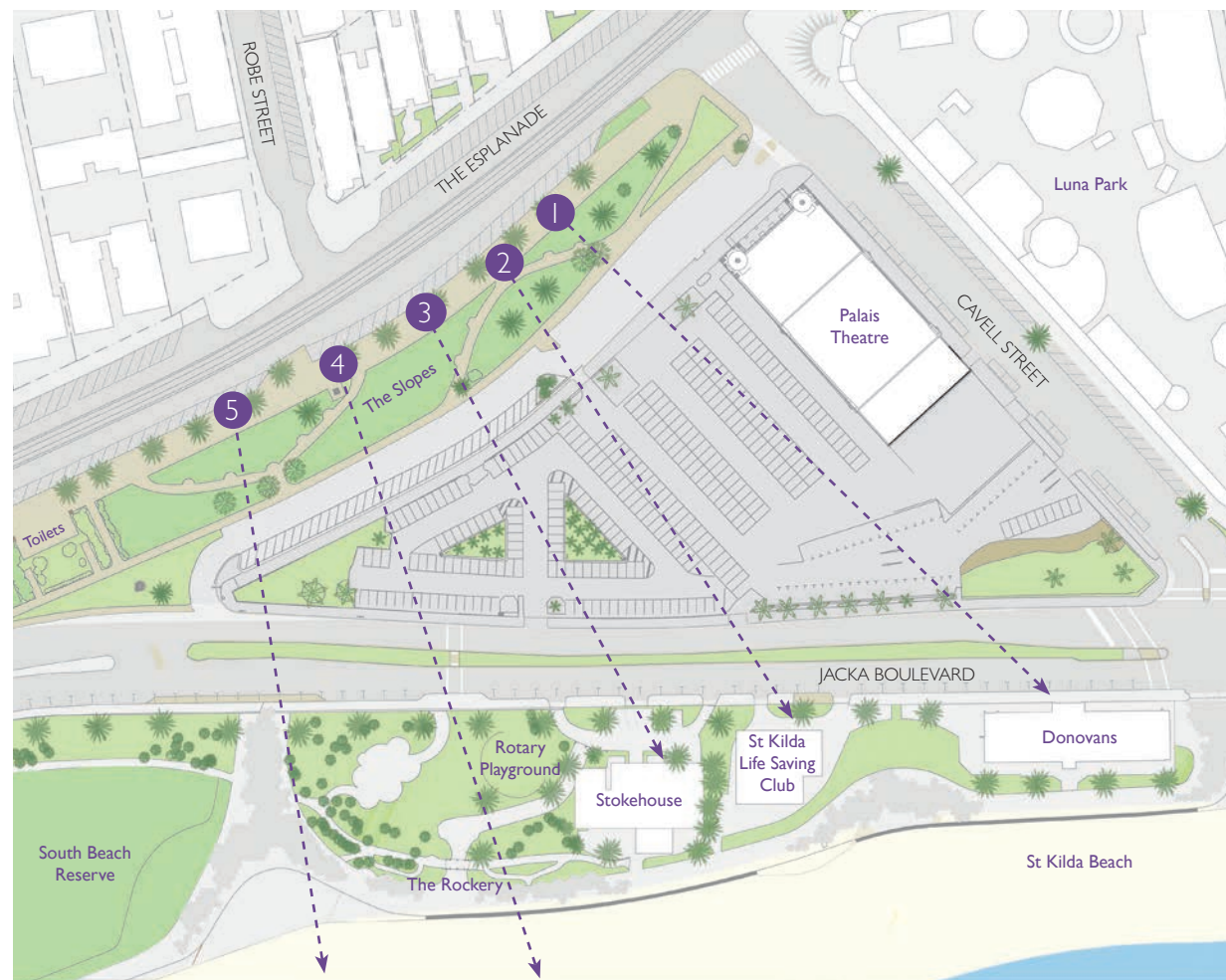
Cavell Street framed by Luna Park and the Palais Theatre



## Existing views

The sense of place and openness associated with the St Kilda Triangle is linked to the views across and from different parts of the site, especially panoramic views of Port Phillip Bay and the horizon. These views are partially interrupted by the Palais Theatre, vegetation and built form on the foreshore, such as the Stokehouse, St Kilda Life Saving Club and Catani Arch.

The *St Kilda Triangle Cultural Charter* seeks to ensure new development protects and enhances important views and vistas from a range of different vantage points. Important views are described on the following pages.



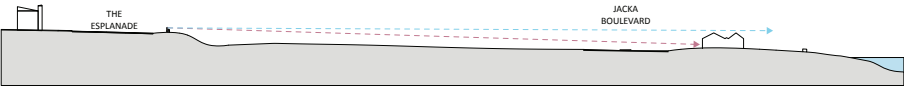
Existing viewlines from The Esplanade

Existing views from The Esplanade

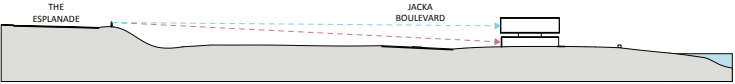


Esplanade view 1      Esplanade view 2      Esplanade view 3      Esplanade view 4      Esplanade view 5

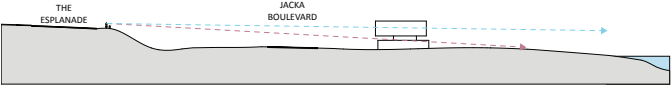
- (A) Block wall
- (B) Stokehouse
- (C) Donovans
- (D) St Kilda Life Saving Club



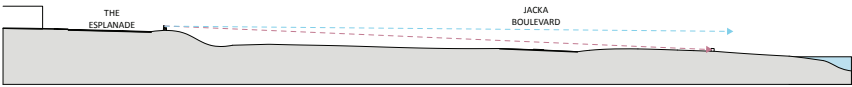
Esplanade view 1



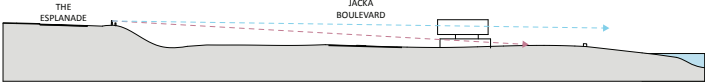
Esplanade view 3



Esplanade view 5



Esplanade view 2



Esplanade view 4

Key

- Horizon view
- Foreshore view

## Traffic analysis

### Transport and access

People get to St Kilda in a variety of ways, depending on the time of week, season and their chosen destination. The following section summarises the main issues and opportunities for the Triangle site relating to transport, car parking and access.

### Access to St Kilda

A high proportion of people walk to St Kilda and the Triangle site. For example, approximately half of visitors to Acland Street walk the whole journey, indicating a strong local catchment.

Visitors to the Palais Theatre, on the other hand, tend to be more car dependent, reflecting the wider catchment and ample supply of car parking predominantly available during usual show times, which are at night.

There are also very noticeable seasonal demand patterns. In particular:

- There is considerable transport network and car parking capacity throughout most of the year (mid-week and non-summer periods)
- During peak periods (weekends and summer months), there is significant congestion and limited available car parking. However, it is not appropriate or feasible to provide additional parking spaces or road space in the area. Instead, access to the Triangle site should be encouraged by walking, bike riding, and public transport.

At present, there is an opportunity to encourage and promote access to St Kilda by public transport and bike riding, which are used less frequently than other transport modes. Depending on the type of use attracted to the Triangle site, there are likely to be significant opportunities to promote access to the precinct by sustainable transport modes (for example, tourists could be more likely to catch a tram to St Kilda if it is promoted as the best option).

### Site-specific transport issues and opportunities

There are a number of aspects of the parking and access strategy for the St Kilda Triangle site that are best considered as part of a wider precinct-based approach to transport and land use. A reasonable level of car parking is needed on site to support existing and proposed land uses. However, there is also a need to separate existing precinct-wide issues from the Triangle site itself so as to not restrict the potential development of the St Kilda Triangle, especially given the broader benefits this is likely to provide.

Peak visitation periods for the precinct represent both a challenge and a key opportunity for the Triangle site. To address this issue, it is proposed to manage demand by marketing alternative modes of travel during peak periods or providing parking wayfinding signs, rather than 'supply side' measures, such as providing more parking.

Detailed analysis of traffic volumes reveals that the most appropriate response for the Triangle site is to provide for expected, repeatable daily volumes

rather than attempt to cater for busier times when access by other modes can be encouraged. The following considerations are noted for car parking on the Triangle site:

- The seasonal 'feast or famine' situation has resulted in inefficient use of transport assets, as well as limiting St Kilda's attractiveness to the wider community due to a lack of accessibility and parking.
- The redevelopment of the Triangle site provides a significant opportunity to increase levels of activity during the quieter periods, yet could also exacerbate congestion and amenity during peak activity periods.
- The type of land use proposed for the St Kilda Triangle is likely to have a strong regional, interstate and potentially international attraction capacity, and as such is well placed to encourage strong public transport use and organised tour groups.

Transport and access to the St Kilda Triangle should ideally be linked to the overall transport and economic objectives of the wider precinct, and be delivered in an integrated manner. Specifically, the interaction between car parking management changes, incentives for public transport use and other limitations on private vehicle travel (such as congestion, parking pricing and availability) should be coordinated to achieve a progressive shift towards more sustainable transport modes.











# Masterplan

# Masterplan

## SLOPES

The Slopes have been extended, creating a new public space connecting to the foreshore across Jacka Boulevard.

## THE LAWN

A new extension of The Esplanade above the cultural facility creates a new landscape experience and new views of the foreshore and bay.

## CULTURAL FACILITY

A cultural facility is located below The Esplanade level, supporting a new garden roof and terraces accessed directly from The Esplanade footpath.

## PALAIS FORECOURT

A new forecourt is created to connect the Palais, Luna Park and the new cultural facility entry.

## GARDEN SLOPES

New Garden Slopes provide the opportunity to adopt a contemporary planting scheme and provide all abilities access from The Esplanade across The Lawn to Jacka Boulevard.

## BUILT FORM BEHIND THE PALAIS

At the rear of the Palais Theatre, a hotel (visitor accommodation) wraps around a cultural facility / performance space.

## CAR PARKING

350 spaces are included on site below ground. Entry to the car park is from Cavell Street.



Masterplan





Optional entry pavilion

Palais Forecourt

Palais Theatre

Performance space / hotel  
(visitor accommodation)

The Lawn  
(cultural facility and basement  
car park underneath)

The Terrace

Garden Slopes

Garden Pavilion

The Slopes

Jacka Plaza

Jacka Pavilion

St Kilda  
Life Saving Club

Stokehouse

Donovans

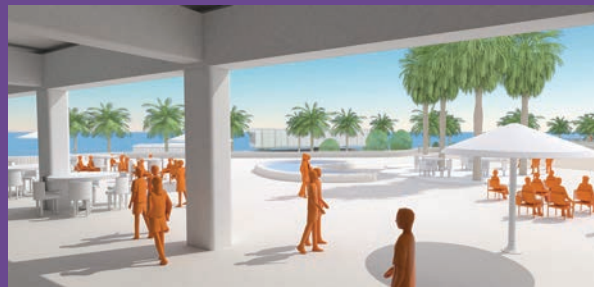
Masterplan visualisation



# Masterplan overview



The Terrace looking towards the Garden Pavilion

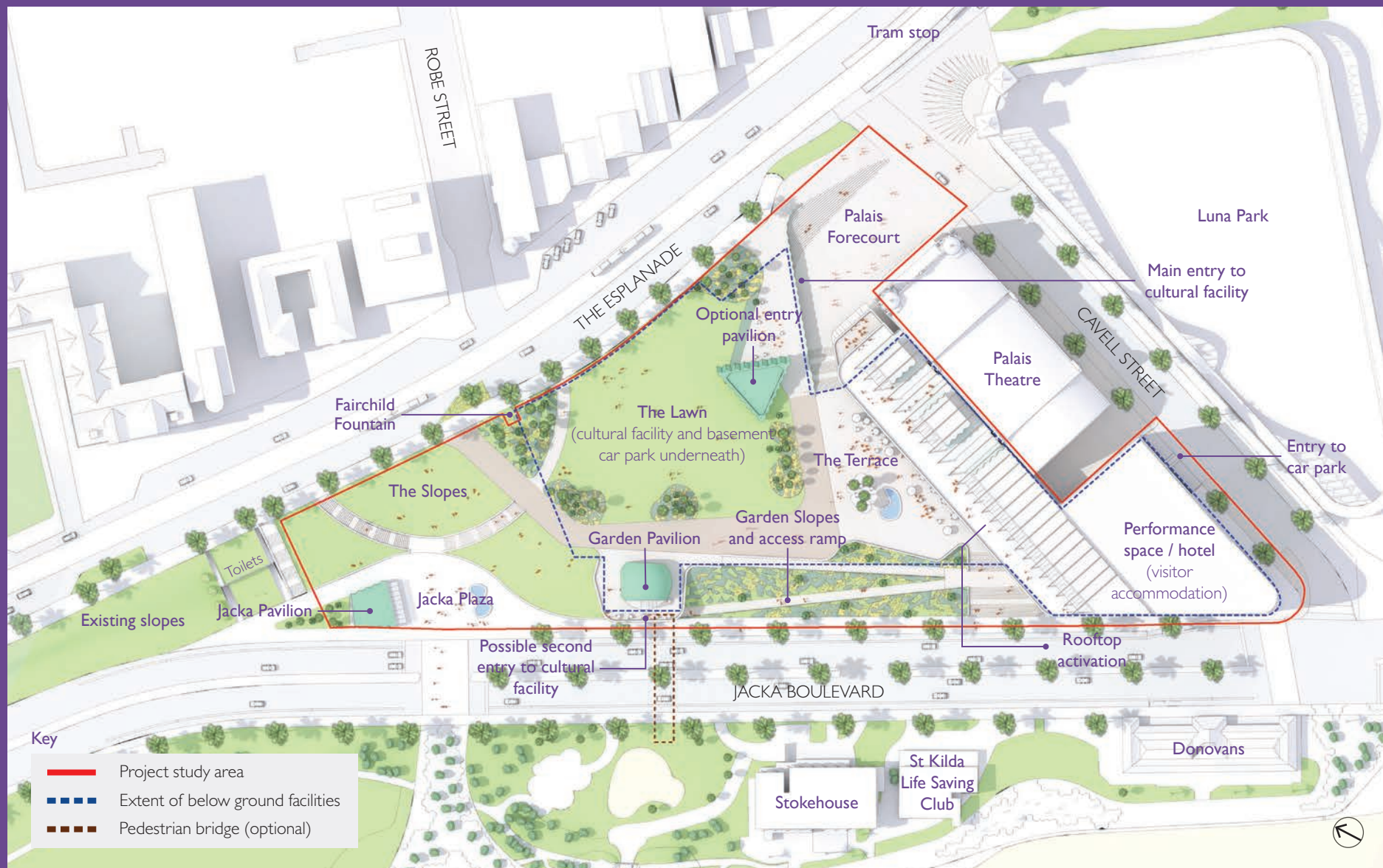


The Terrace looking towards the Stokehouse and bay



The Slopes, Jacka Plaza and pavilions, looking towards the bay





# Key components of the Masterplan



## The Slopes and Jacka Plaza

This Masterplan acknowledges the community's fondness for The Slopes, including the way they define the topography of The Esplanade and form a landscaped edge to Jacka Boulevard. The design intent of the Masterplan is to extend Catani's concept of The Slopes from the western corner of the Triangle site and curve them as a grassed slope that overlooks the foreshore and hugs a new plaza and Jacka Pavilion. This will mark the entry to the Triangle site from the beach crossing.

The Slopes will also wrap around a double height Garden Pavilion providing a possible second entry to the cultural facility, lift access and a staging point for a possible future bridge connection across Jacka Boulevard.

Beyond the Garden Pavilion, the Garden Slopes will replace a colonnade proposed in the Interim Masterplan and introduce a new landscaped edge to this part of Jacka Boulevard. The Garden Slopes will extend Catani's original concept of The Slopes all the way to the new hotel (visitor accommodation) building. An accessible ramp through the Garden Slopes would connect people from The Terrace and The Lawn to Jacka Boulevard.

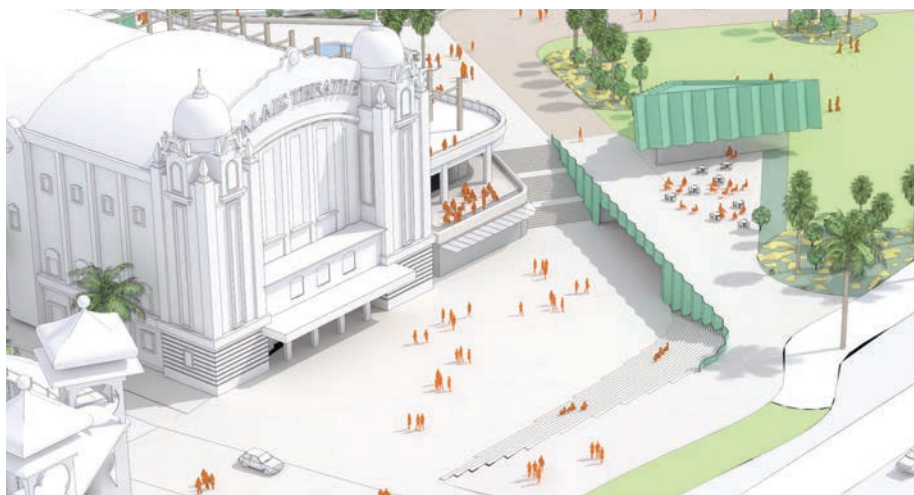


## The Promenade, The Lawn, and the cultural facility

The redeveloped St Kilda Triangle will respect and enhance the balcony of The Esplanade by extending it across the landscaped roof of a new cultural facility to create The Lawn. The practice of promenading along The Esplanade will continue around this space. A newly widened Promenade will respond to concerns about access across the Triangle site, particularly from Acland Street and the Palais Theatre end. The path will let people walk out across the site from The Esplanade and create a new series of bay views and simpler access to the beach.

The roof of the cultural facility will become The Lawn, a space edged by palms and garden beds, paying homage to Catani's landscapes in a contemporary way. This open area will be framed by the Promenade and will be an ideal place to relax in the sun, read a book on a quiet day, have a picnic with friends or attend an event.





### Palais Forecourt and cultural facility entry

The Palais Forecourt will become St Kilda's grand new public space. People will meet there before an event, take photos of Luna Park or the Palais Theatre, and visit Melbourne's newest cultural facility on the St Kilda Triangle.

The edge to The Esplanade will be stepped to create a small amphitheatre where people can watch the world go by or catch an event happening in the space. Through co-design we heard that the front of the Palais Theatre was an obvious and protected event space that would contribute to the life of the theatre, Luna Park and The Esplanade.

The Palais Forecourt would be active at night, with people who have attended a show later spilling out into a well-lit plaza. The Forecourt may also include a large piece of public art as a counterpoint to the Palais Theatre facade and the Luna Park moon face. This would become an iconic meeting place in St Kilda, similar to the Flinders Street Station clocks in Melbourne's CBD.

The patterned stone paving for this space will extend from the front of the theatre across to the Luna Park entry to create a large single space. It will function as a shared zone, and cars would still be able to drive through Cavell Street to The Esplanade.



### The Terrace and Palais edge

People will spill out into The Terrace from uses along the Palais edge. These uses will include restaurants, cafes and other uses supporting the vitality of the Palais Theatre and precinct.

Positioned next to The Lawn on the roof of the cultural facility, and alongside the Palais Theatre, The Terrace will be accessible directly from the Promenade or via a staircase and lift from the Palais Forecourt. Another staircase and an access ramp will run through the Garden Slopes and link to Jacka Boulevard.

The feel of The Terrace will be linked to the Palais Forecourt by consistent paving, and the space will include shade trees, a water feature and a colonnaded edge. The colonnade has been relocated to The Terrace from where it was originally proposed on Jacka Boulevard in the Interim Masterplan.

The spaces previously proposed for the colonnade have been relocated to the second level of this structure, where they will have unimpeded views across the bay.



## Public space experience

### The Slopes

The Slopes provide a grassy outlook to watch activity on the plaza and the beach, and is a space for a variety of casual uses. Access ramps are included within the Garden Slopes, providing a textual and diverse coastal landscape to walk through to The Lawn. Seating is included along the edge of the garden to enable casual use and encourage people to look out to the bay.

### The Lawn and new Promenade

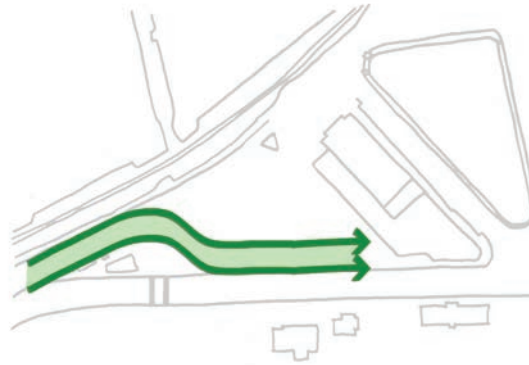
The Lawn is situated on the rooftop of the cultural facility and is a contemporary interpretation of Carlo Catani's early 20th century St Kilda landscape. It is a grassed area with garden beds and tall mature palms. The large rooftop garden links seamlessly into the existing promenade of The Esplanade, and creates a new Promenade experience across the site. Its width accommodates a range of uses.

### Palais Forecourt

The Palais Forecourt is enhanced with new paving, reconsidered levels, public art and a space for performances. It features an entrance to the cultural facility and a grand staircase to the rooftop garden and The Terrace. Protected from the wind, the Palais Forecourt is a popular space for performers. It spills out onto a more pedestrian-friendly Cavell Street when there are large events, and helps unite the precinct.

### Edges (built form to public space)

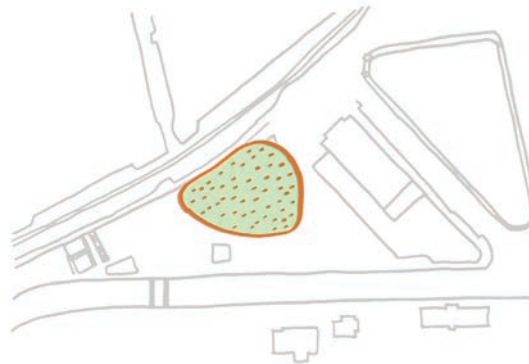
A variety of consistently-styled edge conditions are created within the Masterplan. These include the edge to the Promenade, The Terrace and plaza space, Jacka Boulevard, and the Palais Forecourt.



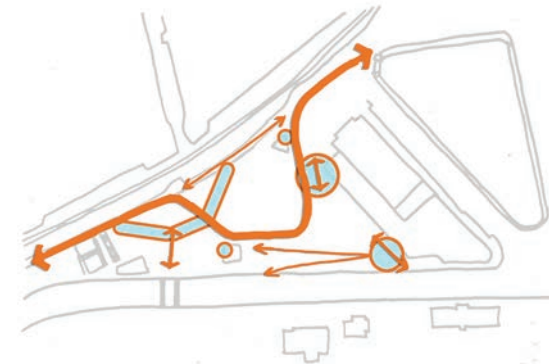
Extend The Slopes



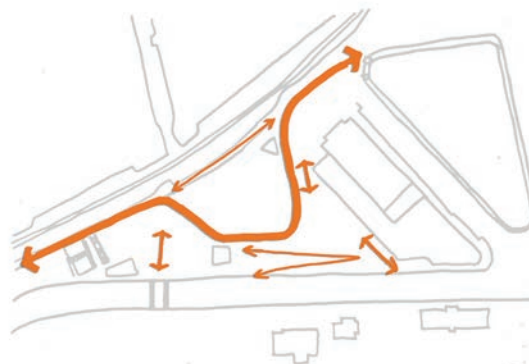
Reinforce a Catani coastal landscape



Establish a lawn



Connect with stairs and lifts



Create a connected promenade



Create active plazas

## Indicative landscape plan

The indicative landscape plan below has informed the Masterplan. Production of a final landscape plan would form part of a future project.

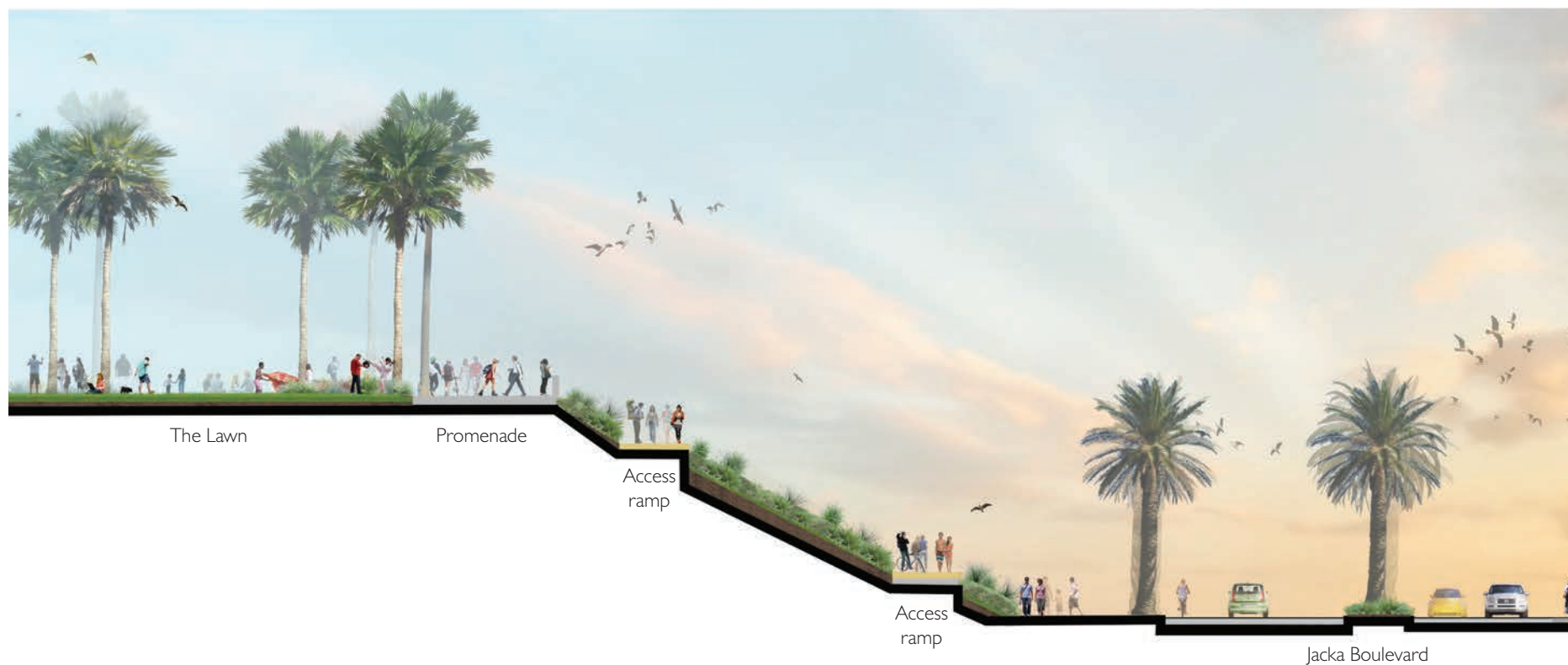


— Project study area ↻

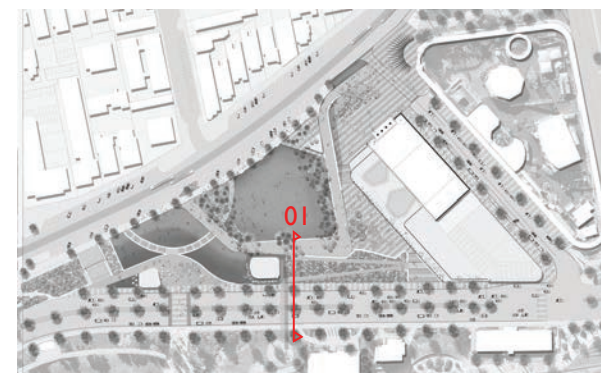


# Sections

## Garden Slopes

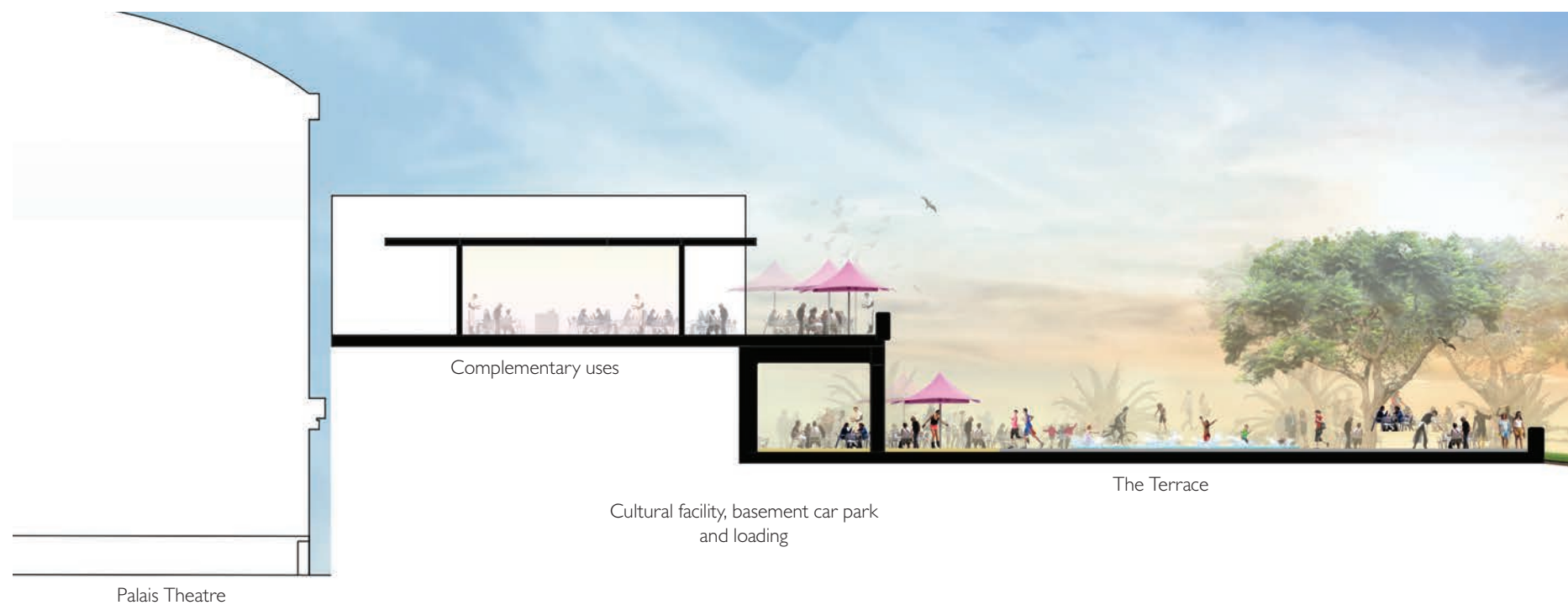


The Garden Slopes will host a coastal dunescape of rich planting with a diversity of textures and colours. An access ramp will provide a garden path between Jacka Boulevard and The Lawn.

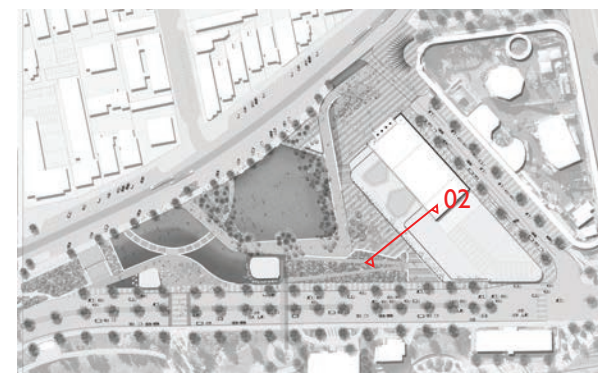




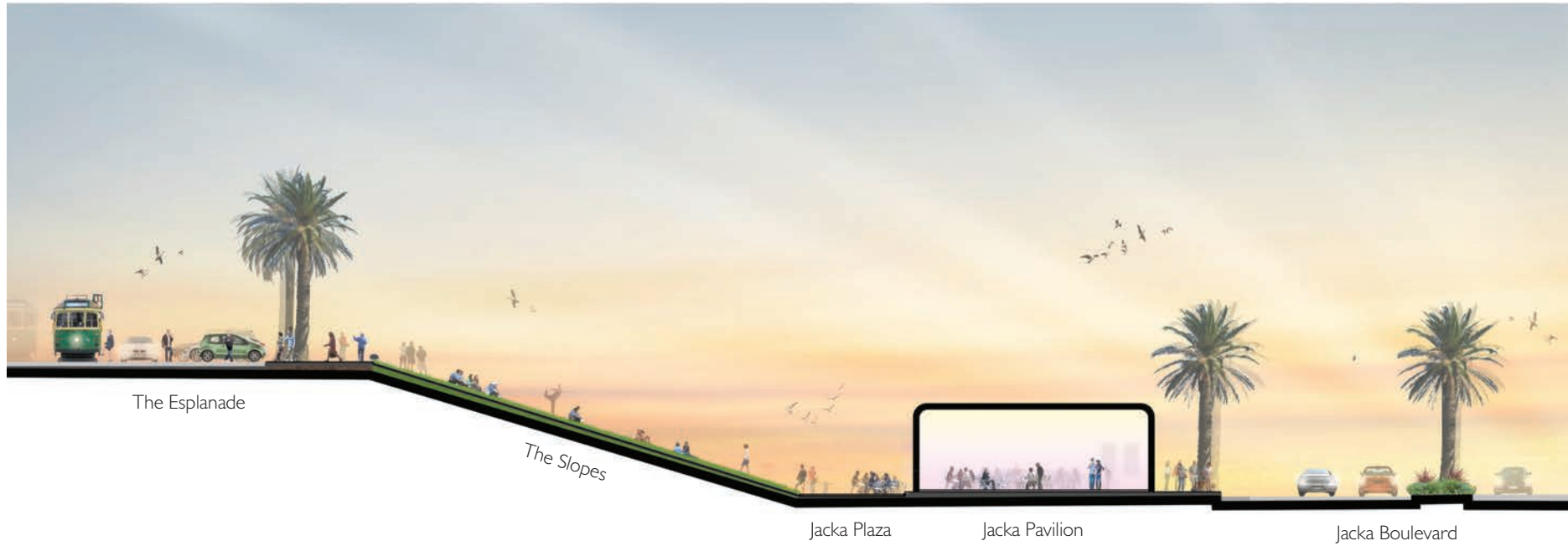
## Active edge to the Palais Theatre



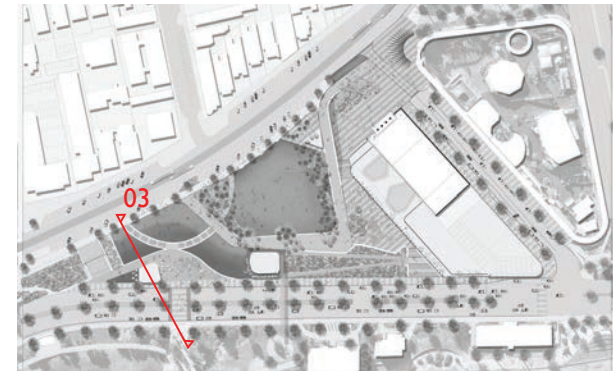
The Terrace along the Palais edge will feature a range of food, beverage and appropriate retail options to complement and support the theatre's vitality. Water features and landscaped gardens will create a vibrant place for people to meet and mingle before and after shows.



## The Slopes



The Slopes will provide a grassy Catani-style slope from The Esplanade to Jacka Boulevard, and be a place for both passive and active enjoyment. Access across the site will be provided by stairs and the Promenade. A plaza will serve as an interface between The Slopes and Jacka Boulevard.





## Palais Forecourt

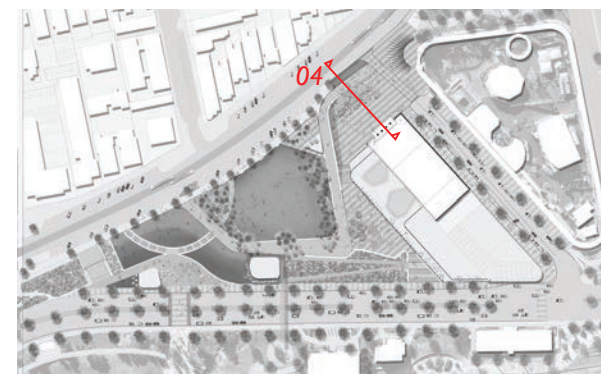


The Esplanade

Palais Forecourt

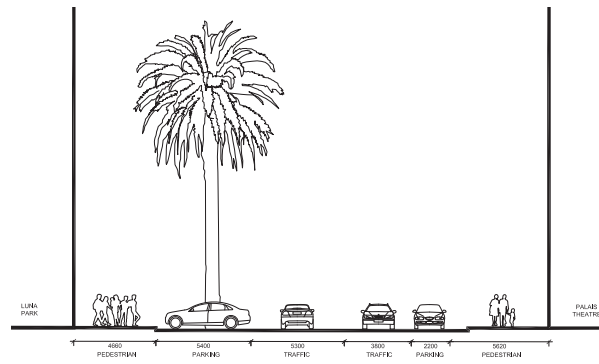
Palais Theatre

The Palais Forecourt will form a series of tiered steps from The Esplanade down to the theatre entrance, creating an amphitheatre for public performances and events.

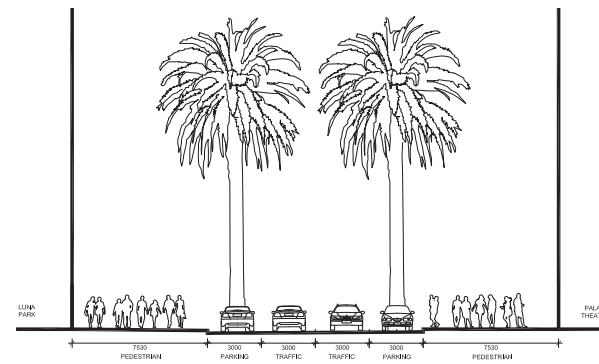


## Cavell Street (proposed)

Cavell Street will continue to be a primary traffic connection to the foreshore. It will be upgraded to be pedestrian friendly, featuring widened footpaths paved with a high quality urban finish. A double row of palms will create a strong visual link from the Luna Park entry to the foreshore. The intersection of The Esplanade and Cavell Street will be treated as part of the new Palais Forecourt, while still allowing traffic to flow through.



Cavell Street - existing section



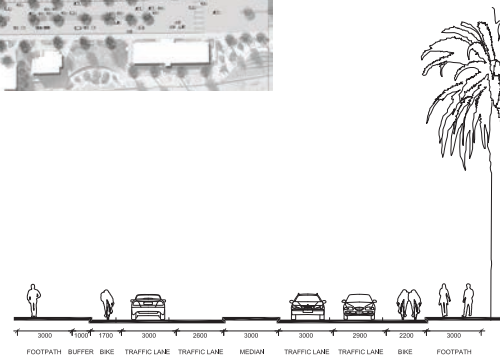
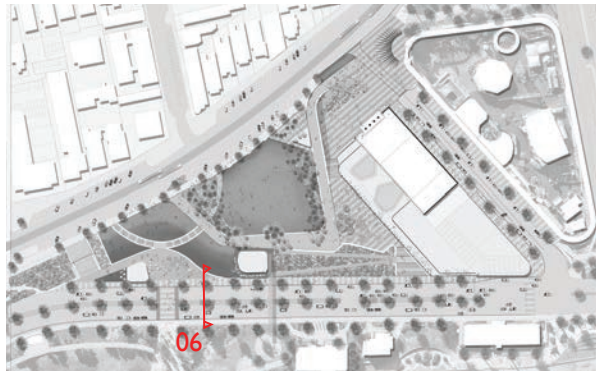
Cavell Street - proposed section



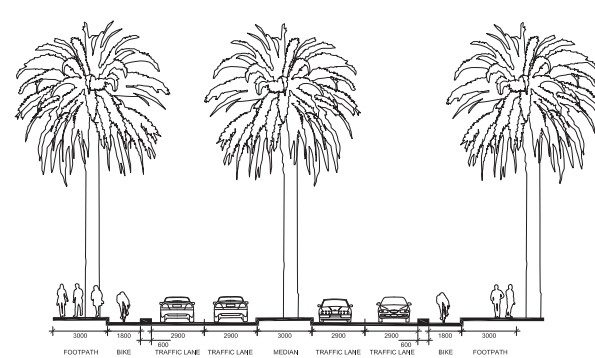
## Jacka Boulevard (proposed)

Jacka Boulevard will become easier to cross, with improved connections, a slow-speed traffic environment with a boulevard landscape treatment, a triple row of palms, and a widened footpath with high quality urban finishes. Accessing the site from Jacka Boulevard will be via a 24/7 lift, DDA compliant ramp or a grand staircase located at either end of the Triangle site.

The opportunity for a potential future pedestrian bridge over Jacka Boulevard has been identified (see page 51).



Jacka Boulevard - existing section



Jacka Boulevard - proposed section

# Public space look and feel

The public space component of the St Kilda Triangle comprises an integrated landscape and architectural approach that reinterprets Catani's original coastal vision.

This will include:

- additional palm trees
- an open lawn for a variety of uses
- high quality stone finishes for durability and identity
- a diversity of garden bed planting including coastal planting, Australian natives, display gardens and immersive landscape experiences
- water play and water features
- integrated staircases and balustrades
- shared pedestrian spaces
- all abilities accessible ramps
- integrated and temporary artwork.



Open lawn



Coastal planting



Display gardens



Palm trees



Native Australian planting



Immersive landscapes



Integrated and temporary artwork



Calendar of events



Casual picnics





Integrated staircases and lawn



Integrated staircases with building and garden beds



Active Palais Theatre Forecourt



Grassed slopes



Evening events



Water play elements



Feature lighting



Playful landscapes



Diversity of stone to establish identity



Water features



Outdoor dining



Integrated building and landscape

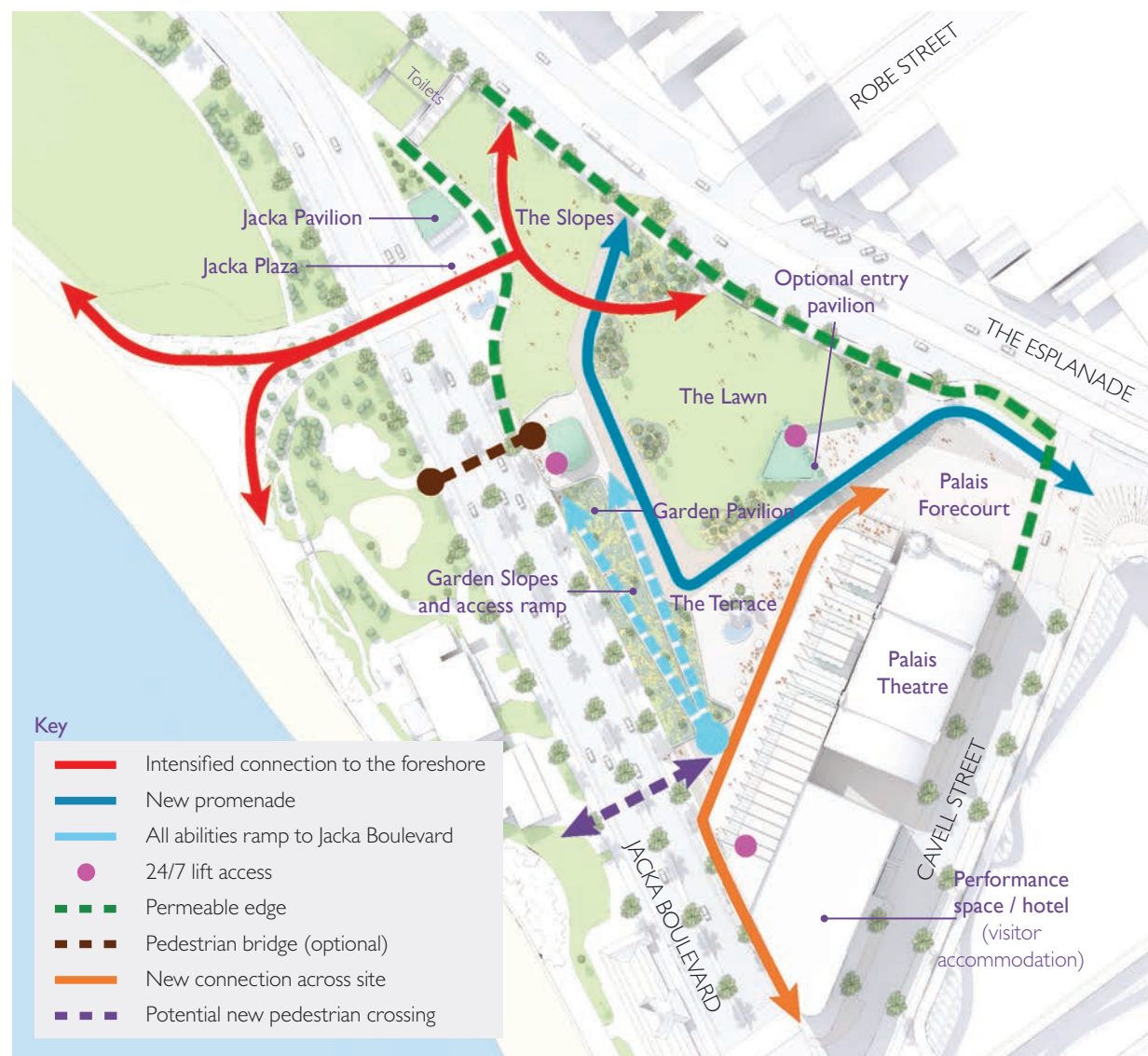
# Element A: Connections

## Site connections and thresholds

The St Kilda Triangle is bound by The Esplanade to the north, Jacka Boulevard to the south and Cavell Street to the east. Major streets that connect pedestrians to the foreshore and the St Kilda Triangle are Fitzroy Street and Acland Street.

The Masterplan provides direct connections to The Lawn from The Esplanade and a generous new Promenade. A ramp, staircase and 24/7 public lifts will provide pedestrian access between The Lawn and Jacka Boulevard.

Improved and new pedestrian crossings of Jacka Boulevard will create a direct link from the Triangle site to the St Kilda foreshore.



Site connections and thresholds



## Future pedestrian bridge

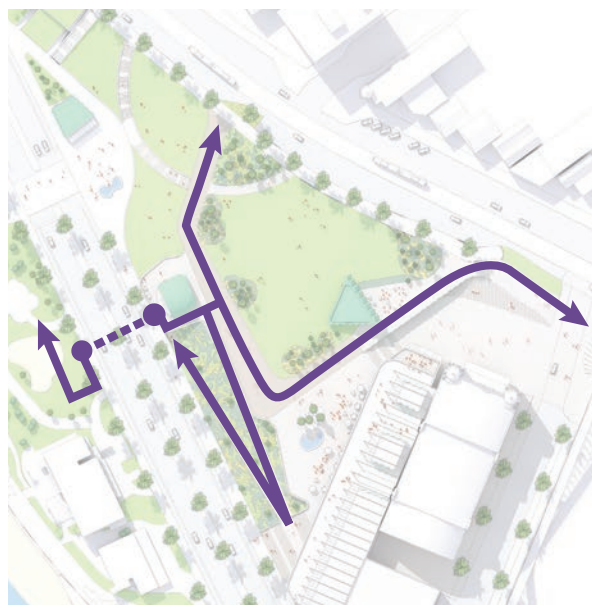
Some members of the community strongly believe that a bridge should be built from the St Kilda Triangle across Jacka Boulevard.

The opportunity for a bridge connection is preserved in the Masterplan by creating a point along the edge of the promenade, at the same height as The Esplanade, from where a bridge could be built. Similarly, incorporating The Slopes preserves an extended edge along Jacka Boulevard where a land bridge could be built.

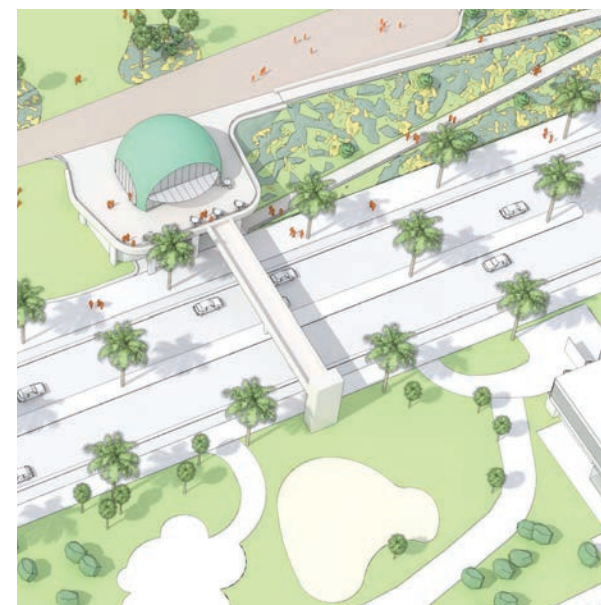
Further testing of the viability of a bridge is required, including financing options and how the bridge landing would be resolved on the southern side. Other urban design techniques are proposed to make crossing Jacka Boulevard more amenable without the need for a bridge.

These include:

- repositioning pedestrian crossing points to align with the desire lines and entries to the beach
- providing a significantly wider crossing point from The Slopes to the beach and creating a small plaza (Jacka Plaza) on the Triangle site side
- realigning the centre median strip and creating an avenue of palms along both sides of the road and in the median
- slowing traffic to 40km/h.



— Connections to potential future bridge



View of the potential future bridge, Garden Slopes and ramps



View of the potential future bridge over Jacka Boulevard

# Element B: Views

## Esplanade views

A key aspect of the co-design workshops was to respect views across and through the site, and create opportunities for new views resulting from the Masterplan. The desire to preserve views from The Esplanade to the horizon dictated that built form at the widest part of the site would be below the line of sight. The impact of the Masterplan was assessed from the panorama of The Esplanade and a series of key viewing positions using computer-generated views. These views are artistic impressions only.

The Masterplan and co-design process endeavoured to balance the location of built form with views and vistas from The Esplanade, building on the analysis undertaken as part of *St Kilda Triangle 2012*.

Built form is located behind and to the side of the Palais Theatre, well within the historical footprint of the Palace Entertainment Complex, and where views are already punctuated by buildings and structures on the foreshore.

Built form is located away from the north-west corner of the site where there are the better views of the bay and horizon.



Esplanade views



- (A) Block wall
- (B) Stokehouse
- (C) Donovans
- (D) St Kilda Life Saving Club

#### Masterplan views from The Esplanade



Esplanade view 1



Esplanade view 2



Esplanade view 3



Esplanade view 4



Esplanade view 5

#### Existing views from The Esplanade



Esplanade view 1



Esplanade view 2



Esplanade view 3



Esplanade view 4



Esplanade view 5

## New balcony views

The garden and balcony to Jacka Boulevard will allow for enhanced views of the bay, horizon and foreshore that cannot currently be achieved due to the topography of the site.



View from the remoulded Slopes looking south



View from the new balcony looking north



View from the new balcony looking north



View from the new balcony looking south



# Element C: Built form and land use

## Built form envelopes

The proposed building envelopes of the Masterplan specify the siting and massing of physical development that may occur on the Triangle site. These building envelopes have been shaped by four key design principles:

### A. The preservation / enhancement of views

The co-design workshops identified a strong community desire to preserve and/or enhance views within and beyond the site. This played a crucial role in shaping the built form envelopes. Key parameters incorporated in the building envelopes include:

- views to the bay from The Esplanade
- views of Luna Park and the Palais Theatre from The Esplanade
- views of the Palais Theatre, including the corner tower and distant views of the roof form and parapet line from the foreshore.

### B. Prominence of the Palais Theatre

The height, mass and location of built form adjacent to the Palais Theatre are designed to maintain the visual prominence of the theatre relative to its surroundings. The Palais Forecourt reinforces the significant position and role of the Palais Theatre within the Luna Park and broader foreshore / The Esplanade context.

### C. Avoidance of overshadowing

The Port Phillip Planning Scheme (Clause 21.05) identifies a policy to avoid overshadowing of the foreshore-side footpath along Jacka Boulevard from 10 am on the winter solstice. The built form envelopes are shaped to minimise overshadowing of this kind.

### D. The Slopes

Three strategies for The Slopes were explored during the co-design workshops:

- built form located away from The Slopes
- built form built into The Slopes
- built form fully occupying the Triangle site.

During the co-design workshops there was a consensus from a significant proportion of participants that building into The Slopes below the viewlines was acceptable if the following parameters were adhered to:

- the majority of the built form should be built into The Slopes under the view plane at the widest part of the site
- built form should be behind the Palais Theatre
- The Slopes zone should be retained at the north-west apex of the site.

## Breaking the shadow plane

During the co-design process there was overall consensus on being able to break the City of Port Phillip's 10 am winter solstice overshadowing policy in exchange for locating built form to the rear of the Palais Theatre. This has been taken into account in the Masterplan.

The following figures show the existing and 10 am winter solstice shadow plane for the Masterplan, after which the extent of shadows would reduce.



Existing shadow plane at 10 am on the winter solstice



Masterplan shadow plane at 10 am on the winter solstice



Masterplan shadow plane at noon on the summer solstice



Masterplan shadow plane at 10 am on the summer solstice



Masterplan shadow plane at 2 pm on the summer solstice



## Land use

The Masterplan identifies a series of uses for the St Kilda Triangle.

### Public open space

The Masterplan proposes a series of highly curated public spaces ranging from The Slopes, The Terrace, Jacka Plaza, The Lawn on top of the cultural facility, an active Promenade to Jacka Boulevard and the Palais Forecourt.

### Cultural facility

The St Kilda Triangle will not only showcase culture but generate and produce cultural activity as well. Subject to future funding models, uses could range from an art gallery, to a music and performance venue, or artists' studios.

### Complementary uses

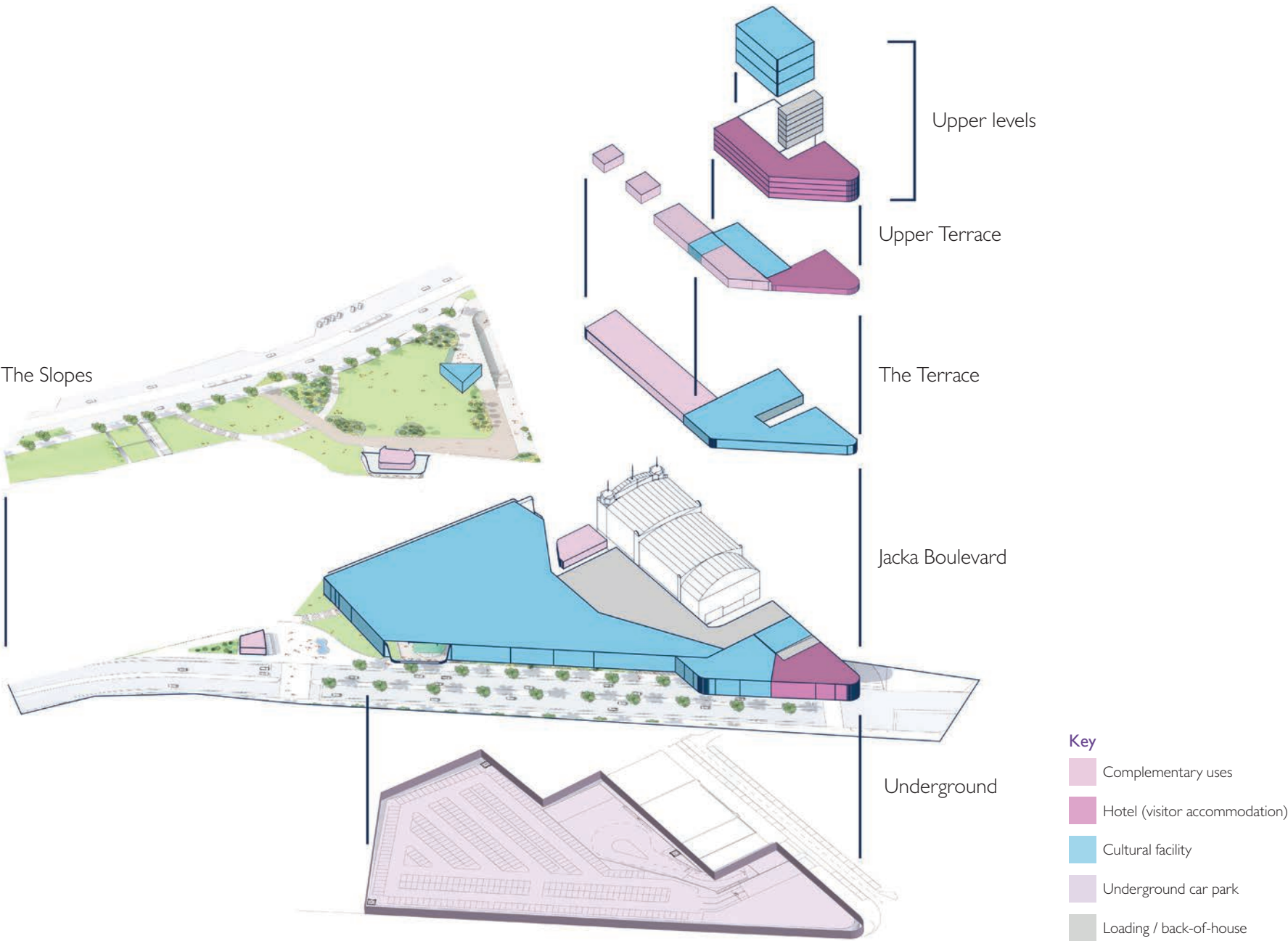
Additional activation of the St Kilda Triangle will be through highly curated uses that support and enhance cultural production at the site. This could include appropriate visitor facilities, retail, food and beverage, live music and opportunities for cultural artisans.

### Hotel (visitor accommodation)

Further activation of the Triangle site could be achieved through a new boutique hotel (visitor accommodation), located to maximise views from the built form behind the Palais Theatre. This use is envisioned as a boutique or lifestyle hotel.

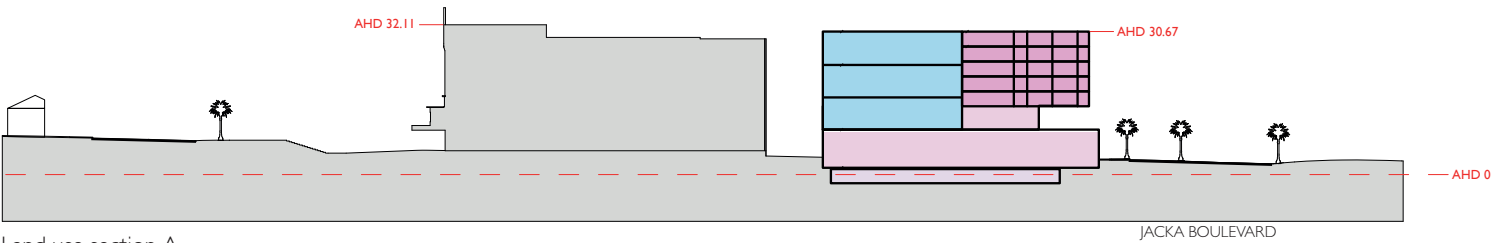


Land uses

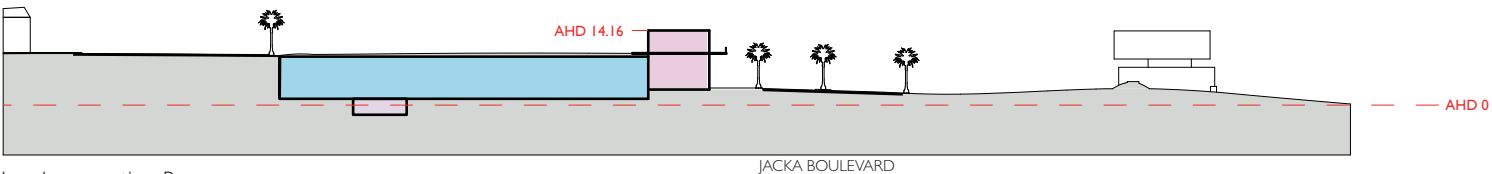




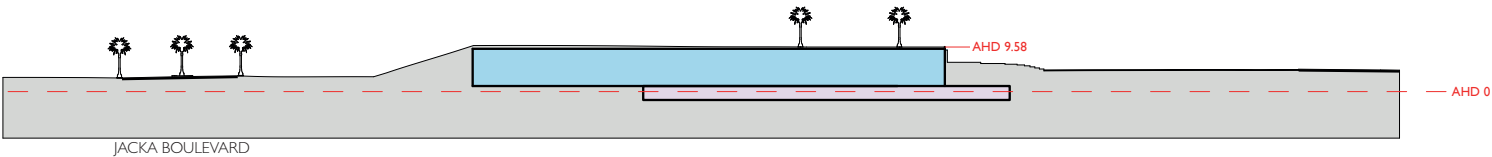
# Land use sections



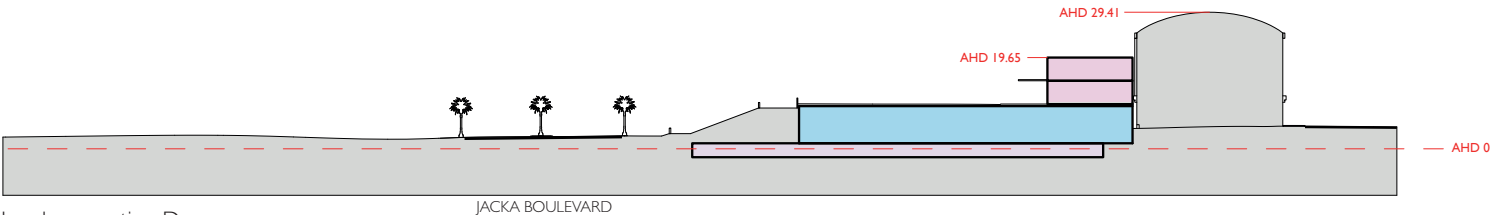
Land use section A



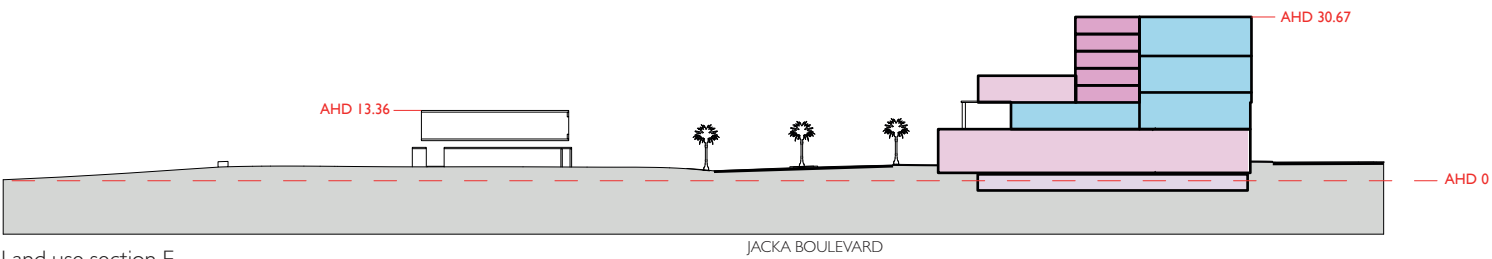
Land use section B



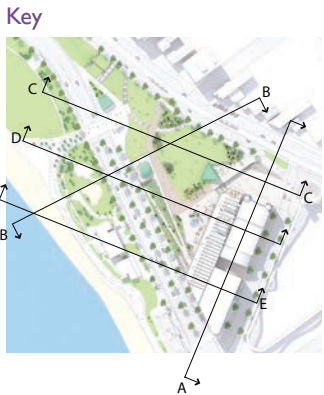
Land use section C



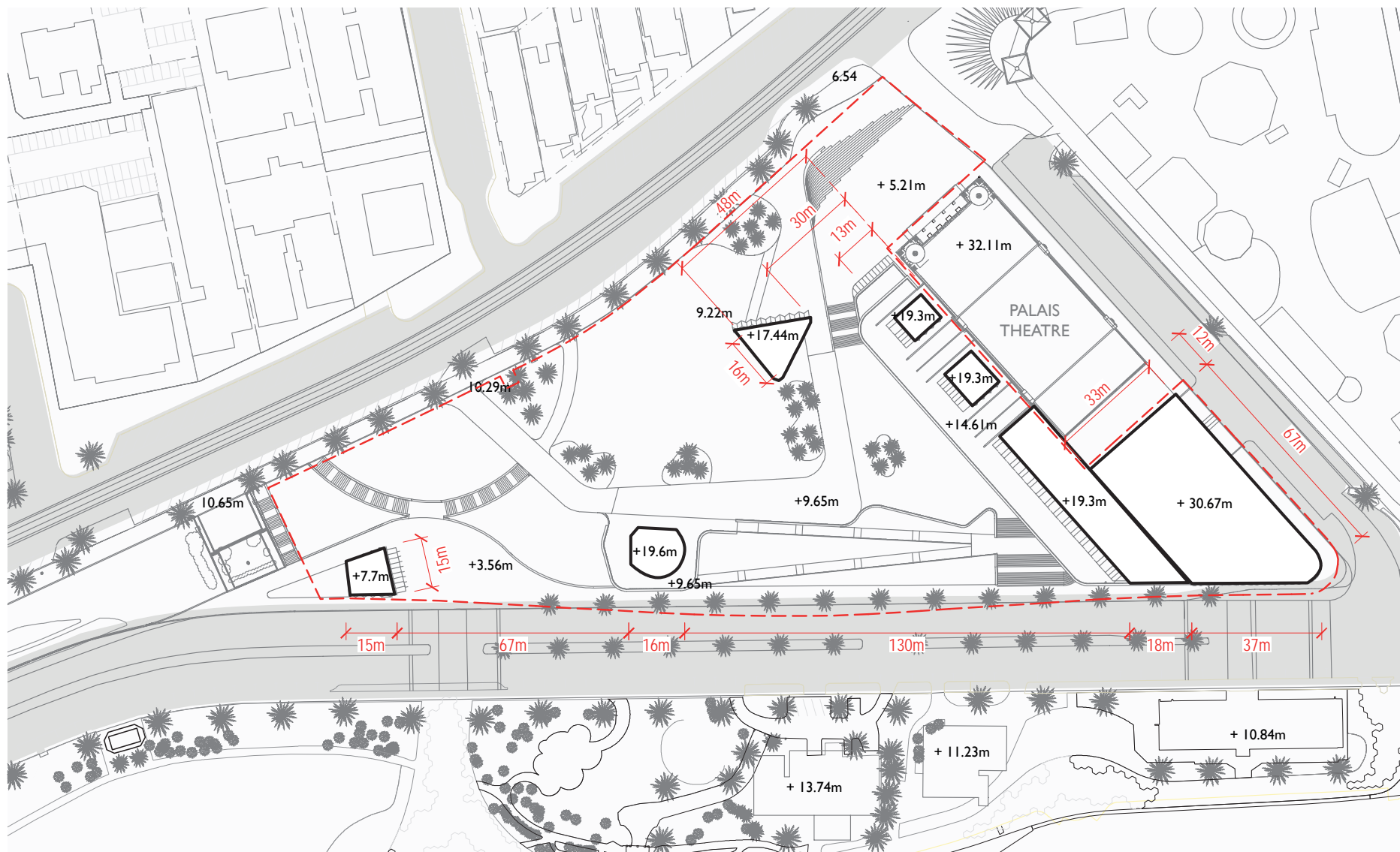
Land use section D



Land use section E



- Complementary uses
- Hotel (visitor accommodation)
- Cultural facility
- Underground car park
- Context



## Built form envelopes

All heights according to Australian Height Datum (AHD)

1:1000

— Project area







## Uses and Planning Scheme controls

The Masterplan does not change the planning scheme controls for the Triangle site. Future changes to the planning scheme will be required to implement the Masterplan.

Consideration has been given to how the Masterplan addresses the existing planning policy provisions within the Port Phillip Planning Scheme.

Clause 22.09 - St Kilda Foreshore Area Policy applies to the St Kilda foreshore and includes a range of policy directions in relation to the St Kilda Triangle. It implements the *St Kilda Foreshore Urban Design Framework 2002* (UDF), which establishes strategic directions for the revitalisation of (primarily public) land within the St Kilda foreshore area.

The UDF identifies ways to sustain and improve the foreshore's treasured buildings, structures and public places, and reinforce its distinctiveness. The UDF makes recommendations on what uses should be encouraged to maintain valued foreshore features.

The principle strategic directions in the UDF are included in the table to the right. The second column demonstrates how the Masterplan responds to these directions.

The Masterplan supports the implementation of the UDF.

St Kilda Foreshore Urban Design Framework (2002)	St Kilda Triangle Masterplan (2015)
<b>New buildings and uses</b>	
P9.1 - Construct a new building at the rear of Palais Theatre to provide for backstage facilities. Preferred supporting uses for this building would relate strongly to the precinct's cultural and entertainment heritage, and could comprise dance and entertainment venues, cinemas, galleries, a bar or nightclub. Other possible uses may include a small hotel (visitor accommodation), reception and conference centre, restaurant, artists' studios or retail.	A hotel (visitor accommodation) is proposed at the rear of the Palais Theatre to wrap around another large floor-to-floor height cultural facility (i.e. a black box theatre).
P9.6 - Replace the Palace Entertainment Complex building with an improved, contemporary building adjoining a new plaza, which retains views from Upper Esplanade to the horizon and which creates a sense of visual connection to the beach and with other key destinations. The Framework envisages replacement of the Palace Entertainment Complex, but the retention and improvement of the existing building is also an option. Any new building(s) should retain the use of the Palace Entertainment Complex, be publicly accessible and provide for cultural and entertainment uses, such as a dance venue, cinema, ice skating rink, and artists' studios, craft shops and gallery space. The new and (or) improved building(s) could incorporate basement car parking and an upper level pedestrian link across Jacka Boulevard.	Not applicable, as the Palace Entertainment Complex was destroyed by fire in 2008.  A new cultural facility could include uses such as galleries, artists' studios, rehearsal spaces and theatrettes.
P9.7 - Construct a sound shell/performance space in association with the new plaza and provide high quality landscape treatment, including both hard surfaces and parklike spaces. Landscape themes can include both hard and parklike spaces.	The proposed Lawn and Palais Forecourt could act as public performance spaces, providing both soft and hard surfaces for a range of uses.
P9.9 - Create active frontages to buildings that face Jacka Boulevard, where possible and appropriate.	Buildings that face Jacka Boulevard will have active frontages that maximise new views to the foreshore and bay.
<b>Car parking</b>	
P9.2 - Investigate the opportunity to remove surface car parking and replace with underground parking in association with new development.	350 spaces are proposed below ground. The entry to the car park is from Cavell Street.
<b>Forecourt</b>	
P9.3 - Create a forecourt space to Palais Theatre incorporating Lower Esplanade and with steps leading to Upper Esplanade.	A new forecourt is proposed for the Palais Theatre that provides access to the Upper Esplanade via steps that can also be used as an amphitheatre.

Table continued over page



**St Kilda Foreshore Urban Design Framework (2002)**

P9.4 - Improve the forecourts to both Luna Park and Palais Theatre, using complementary surface treatments and improving pedestrian interconnectivity.

**Public open space**

P9.5 - Create a predominant new public plaza west of Palais Theatre, incorporating some structures for shops, studios and activities to front it. Some of these can be located under a viewing platform extension to Upper Esplanade.

P9.8 - Improve landscaping in Cavell Street and investigate its use for bus parking.

**Views and vistas**

P9.10 - Protect views to the entrance of Luna Park, including unobstructed views from Upper Esplanade.

P9.11 - Consider the siting and height of any new built forms on the St Kilda Triangle site in relation to:

- the range of distances from which the various parts of the development and important features of its surrounding context can be seen
- the relative number of people likely to see views such as the Luna Park entrance - Mr Moon - from South Beach and approaching vehicles on Jacka Boulevard
- the length of time during which each view can be experienced
- the quality of the view experience.

**St Kilda Triangle Masterplan (2015)**

The Masterplan proposes surface treatments for the Palais Theatre to complement Luna Park's forecourt and create a shared space for vehicles and pedestrians at the end of Cavell Street.

Complementary uses are proposed in a structure located along the Palais Theatre's western edge, which may include food and beverage outlets.

Cavell Street will become a shared used traffic zone, providing a more amenable pedestrian experience from the Palais Forecourt to the Luna Park forecourt

The Masterplan maintains the views from The Esplanade to Luna Park.

Views across the site, and to and from adjacent areas and the foreshore, have been closely investigated during the engagement process.

Important views have been largely retained in the Masterplan, and from some vantage points, have been improved or extended.

The Masterplan envisages a precinct of cultural uses that complement the night-time activation of the Palais Theatre. Within the siting and massing of the built form, the location and areas of different uses in a future project may vary.

To achieve this, the Masterplan proposes the following uses:

- Cultural institutions and facilities
- Hotel (visitor accommodation)
- Other uses consistent with the *St Kilda Triangle Cultural Charter*
- Car park and service areas.

The *Land (St Kilda Triangle) Act 2006* applies to the site. The preamble of the Act states that:

- further development is proposed for the Site
- in order for the development to proceed, it is necessary for the Site to be reserved for public purposes, and for the Site to be capable of being leased for longer periods than those set out in the *Crown Land (Reserves) Act 1978*.

Under sections 7, 8 and 9 of the *Land (St Kilda Triangle) Act*:

- The Site is deemed to be temporarily reserved under the Crown Land Reserves Act for public purposes
- Council is deemed to be the committee of management of the Site under the Crown Land Reserves Act.

For statutory planning purposes there needs to be careful consideration of the translation of the Masterplan and the proposed uses into the planning scheme, as well as the land tenure of the Triangle site.

In framing planning controls for the Triangle site, considerations must be made for:

- how best to align the role of the *St Kilda Triangle Cultural Charter* within the planning scheme
- whether proposals that are consistent with the approved Masterplan can proceed to permit assessment without further community consultation and statutory notice
- where a proposal isn't consistent with the approved Masterplan, what extent and form of community consultation and statutory notice is appropriate
- the range of possible and prohibited uses for the site (see table to the right).

Possible uses (a permit may be required)	Prohibited uses
Art and craft centre Art gallery Car park* Child care centre Cinema Cinema based entertainment facility Education centre (other than primary school and secondary school) Food and drink premises (other than hotel and uses listed in this column) Function centre Informal outdoor recreation Market Minor sports and recreation facilities (in addition to the uses listed in this column) Nightclub* Office* (other than medical centre, real estate agency and bank) Outdoor recreation facilities (other than golf course, golf driving range and paintball games facility and other uses listed in this column) Place of assembly (other than place of worship and other uses listed in this column) Residential hotel Shop* (other than adult sex bookshop, bottle shop, department store, restricted retail premises and supermarket) Tavern* Any use listed in Clause 52.08 of the Port Phillip Planning Scheme Any use listed in Clause 62.01 of the Port Phillip Planning Scheme	Accommodation (other than residential hotel) Adult sex bookshop Bank Bottle shop Brothel Cemetery Crematorium Department store Funeral parlour Golf course Golf driving range Paintball games facility Home occupation Hospital Hotel Industry Medical centre Major sports and recreation facility Place of worship Primary school Secondary school Real estate agency Restricted retail Premises Retail premises (other than food and drink premises, market, and Shop) Saleyard Service station Supermarket Warehouse

\* Conditions may apply to these land uses to limit floor space or to prohibit gaming. If the conditions are not met, then the use may be prohibited.







# Element D: Car parking and the Palais Theatre

## Car parking

The Masterplan accommodates approximately 350 cars in a single basement level car park, with boom gate access from Cavell Street. The proposed on-site car park is generally consistent with the existing on-site public car parking provision.

However, the new car park is primarily intended to support visitors attracted by land uses contained on the site (including the Palais Theatre), rather than the wider precinct. Depending on the nature and intensity of land uses realised on the site, the supply of parking may be insufficient to meet peak demands. This is considered acceptable given there is a significant amount of available car parking in the area during typical weekdays, and the redevelopment of the site would likely have precinct-wide benefits. As such, a precinct-based approach to car parking should be adopted. This should include the use of a precinct-wide car parking strategy and potential development of additional decentralised parking areas.

In terms of the existing car parking demands accommodated on site that will be displaced, they are typically significant during the weekends in summer, and/or when an event is held at the Palais Theatre or at another major attraction in the area. This is considered to be a programing consideration, which will be best dealt with through event-based transport management measures that better manage traffic and parking demands, as well as by encouraging people to use alternative modes of transport such as public transport, bike riding and walking.

## Loading and serviceability

It is envisioned that all loading and servicing of the new facilities on the St Kilda Triangle site will occur from an on-site basement loading area accessed from Cavell Street. This will minimise potential conflict with all other users and activities in the area, and provide for efficient access to the wider arterial road network via the signalised intersection to Jacka Boulevard. Vehicles up to and including 19m long semi trailers are anticipated to be able to enter the loading area, turn around internally, and exit in a forward direction.

Loading for the Palais Theatre will continue directly from Cavell Street unless a major reconstruction of the back-of-house area is undertaken.

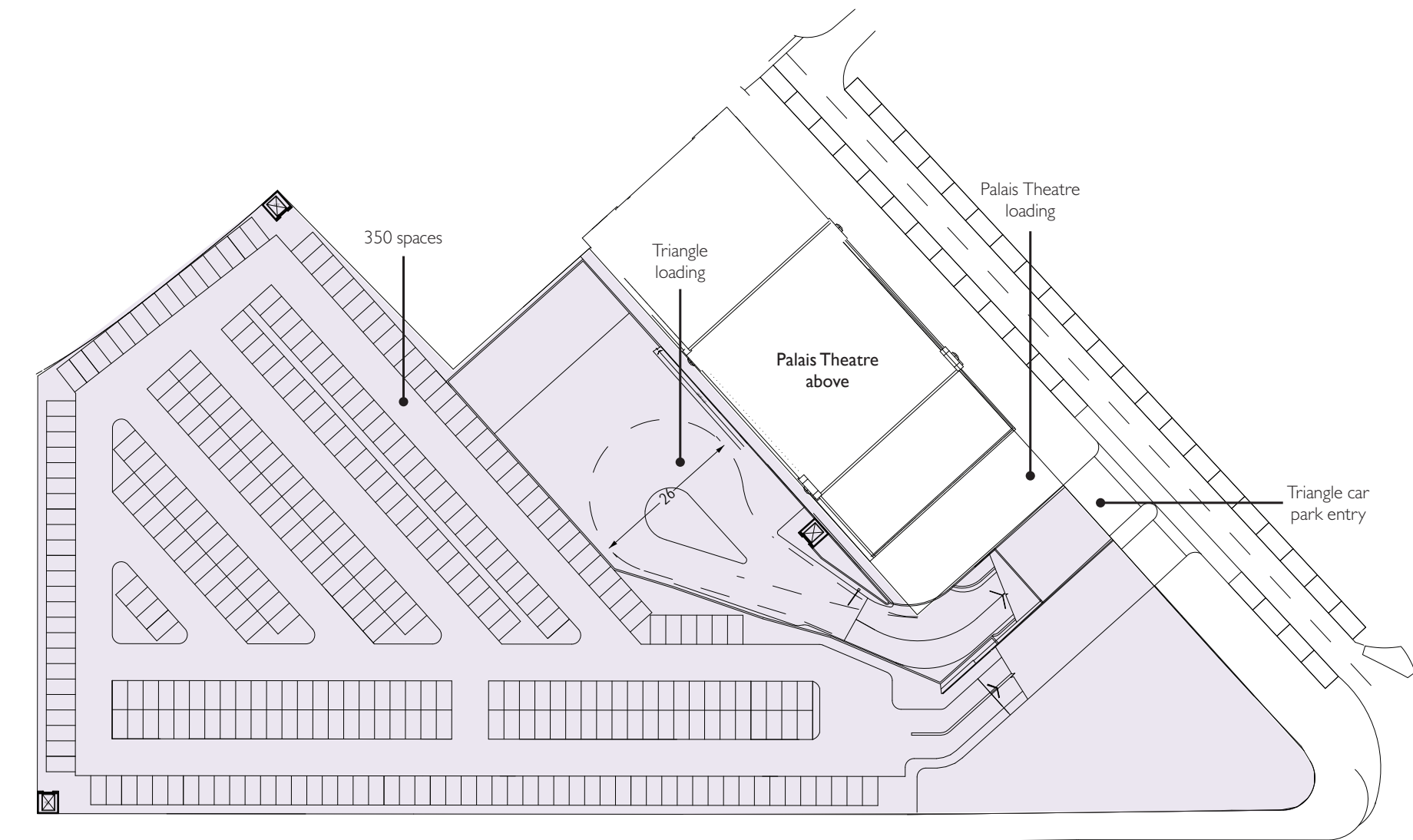
Service and delivery vehicles for the Palais Theatre will still be able to travel north on Cavell Street and exit onto The Esplanade. However, this activity should be reduced through the on-site loading facilities. This will contribute to a more pedestrian-friendly northern section of Cavell Street and the forecourts of the Palais and Luna Park.

## Entry / exit to car parking

Car parking on the Triangle site will be accessed from Cavell Street, south of the Palais Theatre. This single point of access for car parking and goods / service vehicle access will reduce conflict between pedestrians and vehicles, and provide for an efficient access and egress point from the Triangle site to the wider arterial road network via the signalised intersection to Jacka Boulevard.

To support this approach and help make the northern section of Cavell Street (in front of the Palais Theatre and Luna Park) more pedestrian friendly, it is proposed to restrict the right turn movements into and out of Cavell Street to The Esplanade. U-turn opportunities to the east and west will remain and to provide north-bound access for residents wanting to access Jacka Boulevard via Cavell Street.





Land use plan - car park level



## Palais Theatre

The Palais Theatre is a primary cultural anchor for the precinct, which is supported by the Masterplan. As the Palais Theatre is refurbished under a separate and fully funded project, the Masterplan envisages a new forecourt and the development of complementary uses on the Triangle site to add to the vibrancy of the theatre and surrounding precinct.

The Palais Forecourt will reinforce its importance by creating a new public space that also doubles as an entry to the new cultural facility. The Palais Theatre building will not be impacted by this new public space, although its operations will clearly benefit from a new space for patrons to gather and spill out into.

Built form on the city side of the Palais Theatre is deliberately kept at a low level so that the scale, wall and roofline of this side of the theatre can still be seen. This may incorporate fire egress and lift access for the Palais Theatre, which will affect the final configuration and height of parts of the building on this side.

Larger buildings behind the Palais Theatre and adjacent to Jacka Boulevard could house a hotel (visitor accommodation) and additional cultural or performance spaces. Any built form at the rear of the Palais Theatre will be outside the lease area, so there will be a visual break between the Palais Theatre and the St Kilda Triangle buildings at the western apex of the Triangle site.



Palais Forecourt

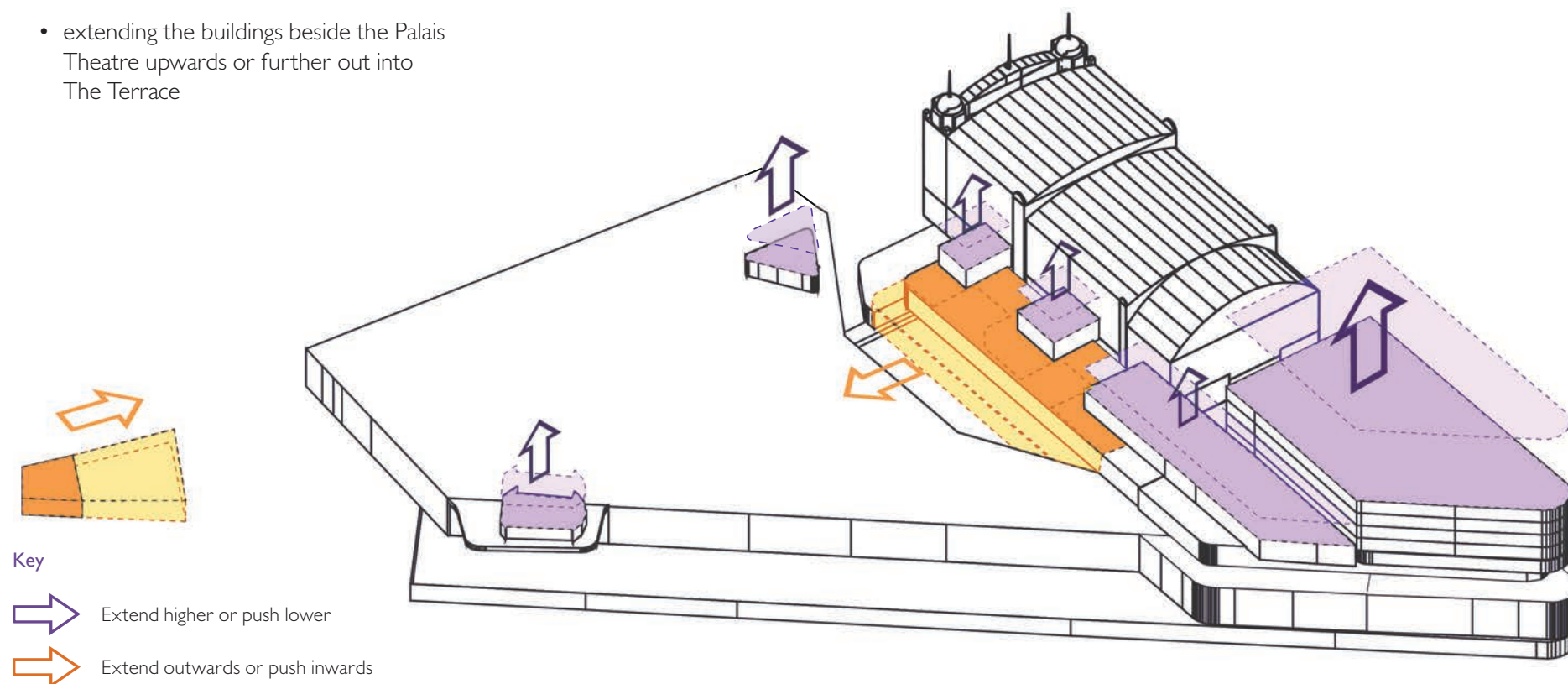


# Scalability

The Masterplan allows for the size of built form on the site to be varied depending on the requirements of future users and tenants.

Some of the ways the site can be varied include:

- reducing the height of any building behind the Palais Theatre so the foreshore isn't overshadowed
- extending the buildings beside the Palais Theatre upwards or further out into The Terrace
- making pavilions across the site bigger or smaller
- reducing the amount of building below ground to decrease the impact on The Slopes, in exchange for increasing the size of building behind the Palais Theatre.



# Large single cultural institution

Through the co-design workshops, Council and the community explored the idea of a large single cultural institution comprising 30,000m<sup>2</sup> of built form on the St Kilda Triangle.

Community feedback indicated there was in-principle support for a single cultural institution on the Triangle site.

A large single cultural institution could increase visitation to St Kilda and provide a catalyst for the activation of other areas in the municipality, including Fitzroy Street and Acland Street. It would also deliver significant benefits to both the City of Port Phillip and Victoria.

A potential landmark facility of state significance could include the proposed National Gallery of Victoria (NGV) Contemporary.

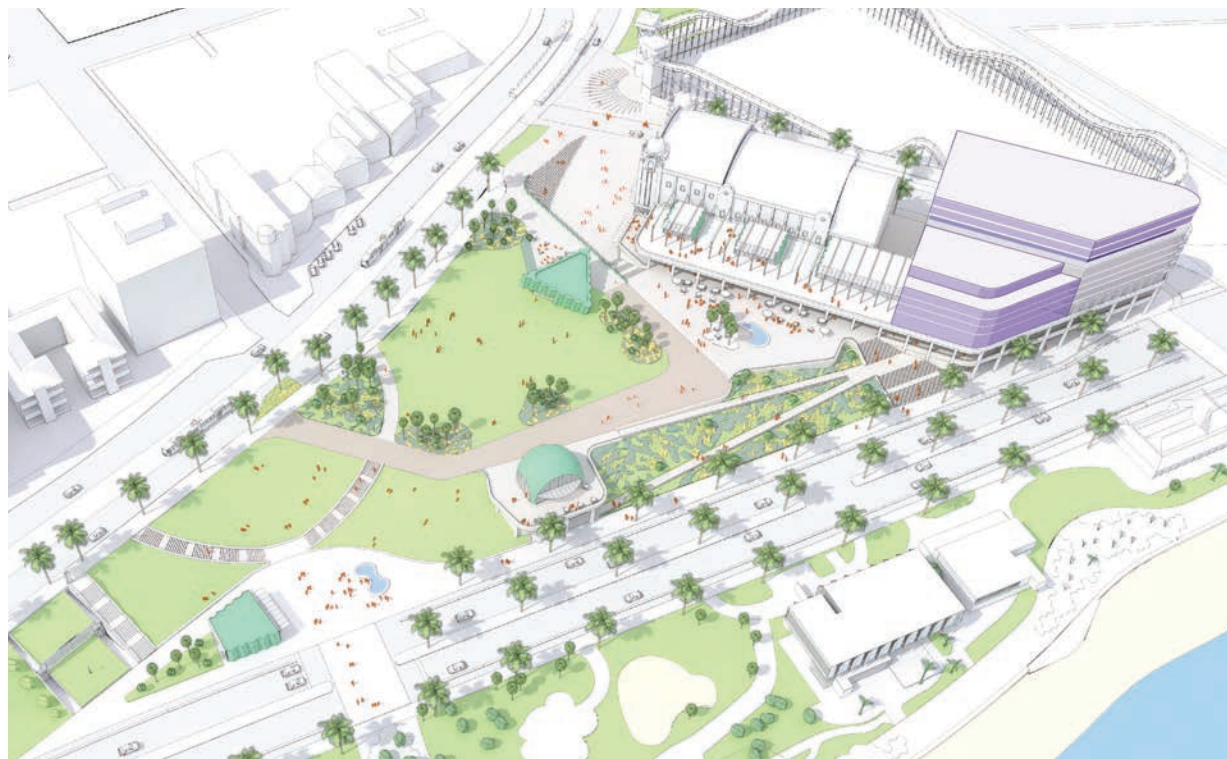
On 13 October 2015, Council endorsed an initial exploration process with residents, creative industry experts and the Victorian Government to better understand the opportunity of a contemporary gallery of art and design, such as the proposed NGV Contemporary.

The Masterplan has allocated 14,085m<sup>2</sup> of built form for cultural uses. An institution of 30,000m<sup>2</sup> would substantially exceed the proposed parameters of the Masterplan.

An increased amount of built form behind the Palais Theatre (either in a taller or wider configuration) and/or further excavation of the site would be required to accommodate a 30,000m<sup>2</sup> institution on

the St Kilda Triangle and maintain respect for the views and ground plane in the Masterplan.

A large single cultural institution would still include a basement car park, but the hotel (visitor accommodation) and separate complementary uses proposed in the Masterplan would not be included.



Option for additional mass located behind the Palais Theatre



# Implementation

# Implementation

## Next steps

Following adoption of the Masterplan, Council will commence the additional work required to realise the St Kilda Triangle. These actions will form Stage 3 of the Council-led project.

At a minimum, this will include:

- preparation of a planning scheme amendment
- ongoing advocacy with government and industry.

This may also include:

- packaging and staging options for the Masterplan, including preliminary design work for individual site components such as the Palais Forecourt
- market research and feasibility testing for other cultural uses.

## A joint Council-State venture

The Victorian Government is a key stakeholder in the St Kilda Triangle, as the site is Crown land, with Council as Committee of Management.

It is important that Council continues its close relationship with the Victorian Government as it investigates options for the delivery of the project and future management of the Triangle site.

A project of state significance on the St Kilda Triangle will require significant capital outlay from Council, government and industry.

A preliminary Business Case was prepared in Stage 2 to frame conversations with the Victorian Government about the 2016/17 State Budget.

It called for further work to realise the Masterplan, including the preparation of a full Business Case for State investment in the St Kilda Triangle site.

The Victorian Government's investment in the next stage of the St Kilda Triangle project could include:

- undertaking an economic feasibility study to determine the cultural use for the Triangle site. This would form the basis of a full Business Case, and could include tourism research, market engagement, a functional brief, a placemaking analysis, and financial modelling
- preliminary project development, including staging and early works. This could entail project scoping, site investigations, a concept design, a management and operations plan, the development of commercial terms, land tenure options and early works.

## Stage 3: Planning, Advocacy and Staging

### Planning scheme amendment

In Stage 3, Council will prepare and submit a planning scheme amendment based on the provisions identified in this Masterplan and the design guidelines.

A planning scheme amendment will revise existing planning controls, including local policy, to give effect to the Masterplan.

The amended planning scheme will control all development within the Triangle site.

Public and private developments are subject to the planning requirements of the City of Port Phillip. They must also conform to the parameters and requirements of the Masterplan, design guidelines and the *St Kilda Triangle Cultural Charter*.

### Packaging and staging

Subject to Council successfully securing a design and a funding/delivery partner for the car park and cultural facility, there are a number of smaller projects it could undertake to demonstrate progress and help change public perception of the Triangle site as just a car park. This would provide momentum and help gain funding for the larger project.

As part of Stage 3 and beyond, there may be opportunities to progress components of the Masterplan early, such as:

- site activation in the winter months
- construction of the Palais Forecourt
- traffic calming and landscaping on Jacka Boulevard
- making Cavell Street more pedestrian-friendly
- works to The Slopes.





## Acknowledgements

The project team would like to acknowledge the following individuals and organisations who contributed to the development of the St Kilda Triangle Masterplan:

- The Port Phillip community and local traders
- City of Port Phillip Councillors and officers
- Victorian Government partners
- Ashton Raggatt McDougall (ARM) Architecture
- Biruu
- GTA Consultants
- ISG Projects
- Rider Levett Bucknall
- Root Projects Australia
- Taylor Cullity Lethlean (TCL)
- Village Well.

## Appendix I - Other Council policy and related research

This document should be read in conjunction with:

- *St Kilda Foreshore Urban Design Framework 2002*
- *St Kilda Triangle 2012*
- *Land (St Kilda Triangle) Act 2006*
- *City of Port Phillip Council Plan 2013-17*
- *St Kilda Triangle Preliminary Business Case*
- *St Kilda Triangle Transport and Access Report*, GTA Consultants 2015
- *St Kilda Triangle Car Park Investigation*, ARUP 2014
- *St Kilda Triangle Car Parking Occupancy Study*, BVY Traffic Survey 2013
- *St Kilda Triangle Market Feasibility Study*, Macroplan Dimasi 2013
- *St Kilda Triangle Soil and Groundwater Contamination Assessment*, Noel Arnold & Assoc 2013
- *Palais Theatre Requirements Study*, Williams Ross 2012
- *St Kilda Triangle Visual Impact Analysis*, Axford Olzewski 2012
- *St Kilda Triangle Car Park Investigation*, ARUP 2012.



## Appendix 2 - Masterplan Options Evaluation Criteria

Guiding document	Evaluation criteria
Draft St Kilda Triangle Cultural Charter	1. Will this be a locally-loved place with everyday activities that locals can enjoy?
	2. Will this be a destination for visitors from Melbourne and to Melbourne?
	3. Will this create a cultural marketplace; a place that generates culture and production and is not just about consumption?
Feasibility	4. Who would fund this project?
Design Brief - Element A: Connections	5. Is there a desirable crossing(s) of Jacka Boulevard for a high volume of people?
	6. Are there good connections across the site?
Design Brief - Element B: Maintaining Views	7. Are the panoramic views of the bay maintained from The Esplanade 'balcony'?
Design Brief - Element D: Car Parking and The Palais	8. Does this provide 12,000m <sup>2</sup> of public realm/open space?
	9. Does the built form/public realm provide shelter from the variable weather and allow enjoyment in all seasons?
Design Brief - Element D: Car Parking and The Palais	10. Does this provide a new forecourt for the Palais Theatre?
	11. Is the carparking on the site and out of sight?
	12. Are the development envelopes (scale and placement) respectful of and complementary to the Palais Theatre?









For more information, visit:

<http://stkildatriangle.com>

Contact us:

[www.portphillip.vic.gov.au/contact\\_us.htm](http://www.portphillip.vic.gov.au/contact_us.htm)

Phone: 03 9209 6777

Fax: 03 9536 2722

SMS: 0432 005 405

email: [assist@portphillip.vic.gov.au](mailto:assist@portphillip.vic.gov.au)

You can also visit our website [www.portphillip.vic.gov.au](http://www.portphillip.vic.gov.au)

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



A phone solution for people  
who are deaf or have a  
hearing or speech impairment

If you are deaf or have a hearing or speech impairment, you can phone us through the National Relay Service (NRS):

- TTY users dial 133677, then ask for 03 9209 6777
- Speak & Listen users can phone 1300 555 727 then ask for 03 9209 6777

For more information visit: [www.relayservice.gov.au](http://www.relayservice.gov.au)

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

### Language assistance

廣東話 9679 9810 Ελληνικά 9679 9811  
普通話 9679 9858 Русский 9679 9813  
Polska 9679 9812 Other 9679 9814

This document is  
printed on carbon  
neutral paper with  
recycled content  
using soy-based inks.



ST · KILDA

TRIANGLE