

## 21.04 LAND USE

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C122

This section details objectives and strategies for *Land Use* under the themes of:

- 21.04-1 Housing and Accommodation
- 21.04-2 Activity Centres
- 21.04-3 Office and Mixed Activity Areas
- 21.04-4 Industry
- 21.04-5 Public Open Space and Foreshore
- 21.04-6 Tourism and the Arts
- 21.04-7 Subdivision
- 21.04-8 Social Impact Assessments

Refer to the *Land Use Framework Plan* showing land uses across the municipality.

### 21.04-1 Housing and Accommodation

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#### Key Issues

- The City of Port Phillip's resident population is projected to increase to 118,589 residents by the year 2026, which is a 31.1% increase from 2006 and an additional 28,131 people (Victoria in Future-2008).
- The Inner Regional Housing Statement (2005) identified that Port Phillip has the capacity to accommodate approximately 16,300 new dwellings by the year 2030.
- Meeting the demand for new housing must be carefully managed to protect the heritage, neighbourhood character and amenity of established residential areas, and the economic capacity of activity centres.
- Strategic redevelopment sites and precincts (such as former industrial areas now zoned for mixed use and the Fishermans Bend Urban Renewal Area) provide the key opportunity to accommodate a large proportion of Port Phillip's new housing growth with an emphasis on the Montague, Sandridge and Wirraway precincts. These precincts are well-located in relation to shops, services and public transport.
- Increased residential densities can also be provided within activity centres as part of shop-top housing or as larger mixed use developments on strategic sites. The intensity and scale of such developments will need to be in keeping with the scale and heritage qualities of these centres.
- It is important that new residential development in established residential areas, including around activity centres, is sympathetic to the valued heritage and / or neighbourhood character of these locations.
- As a part of housing growth, provision must be made for a variety of dwellings to target the needs of diverse households, lifestyles, income levels and lifecycle stages.
- Future housing development must respond specifically to the need for more affordable housing, for housing which is accessible and adaptable for people with disabilities and for older persons (to enable 'aging in place'), and larger dwellings suited to households with children. The private housing market is currently not adequately providing for all of these housing types.
- Backpackers' lodges, which are classified as a residential building, have become an integral feature of the City of Port Phillip, however they have a tendency to generate off-site impacts on local residential amenity. It is important that they are appropriately managed to minimise their impact.

## Objectives and Strategies

1. **To provide significant opportunities for new residential development in designated locations which have the capacity for change, and which offer highest accessibility to public transport, shops, and social infrastructure.**
  - 1.1 Direct the majority of new residential development to preferred housing growth areas to achieve:
    - Substantial residential growth within strategic sites and precincts located within or in close proximity to a Major Activity Centre or the Fishermans Bend Urban Renewal Area. The height, scale and massing of new development will generally align to any relevant planning scheme provision for the area, including any Design and Development Overlay, or urban design local policy or respect the surrounding built form context. In the case of Fishermans Bend Urban Renewal Area new housing will generally be in the form of higher density development in a range of densities and building typologies, including tower-podium, infill, row, shop top, courtyard and perimeter block developments.
    - Moderate residential growth within the established retail / commercial strips of the Major Activity Centres, the Glen Huntly Road / Ormond Road Neighbourhood Activity Centre and the St Kilda Road Neighbourhood (St Kilda Road South Precinct). New housing will generally be housing above or to the rear of retail / commercial premises, or as part of more intensive mixed use developments on selected\* larger sites. The intensity and scale of new development must respect the existing streetscape character and commercial context of the centre.

\*As identified in Activity Centre Structure Plans.

2. **To ensure that new residential development does not compromise the heritage, neighbourhood character and amenity values of established residential areas.**
  - 2.1 Limit new residential development within established residential areas to achieve:
    - Incremental residential growth through well designed medium density infill development:
      - On sites with frontage to a Main Road adjacent to the Principle Public Transport Network (PPTN).
      - Within areas proximate (approx 400m distance) to a Major Activity Centre, which have been identified by an approved Structure Plan or Urban Design Framework as having capacity for development based on a diverse neighbourhood character. All new development must be in accordance with the preferred character statement for the area.
      - On sites fronting Ormond Road and Glen Huntly Road, proximate to the Elwood Junction and Elwood Village activity centres. The height, scale and massing of new development must be in accordance with the Design and Development Overlay and, where applicable, the Heritage Overlay.
    - Limited residential growth in remaining residential areas (outside a Heritage Overlay), being locations which have a consistent neighbourhood character, or areas which do not offer proximity to a major activity centre or the PPTN. New medium density housing will not be encouraged within these areas. All new development shall respect the prevailing neighbourhood character of the area.
    - Minimal residential growth in areas where an existing heritage overlay applies. All new development shall be in accordance with the Port Phillip Heritage Policy at Clause 22.04.

- 2.2 Ensure that the form and density of new residential development within established residential areas is determined by neighbourhood character considerations and not urban consolidation objectives.

**Definition of Housing Growth Areas:**

Substantial Residential Growth Areas	Strategically appropriate locations for higher density residential development (being proximate to major activity centre or within the Fishermans Bend Urban Renewal Area) which provide new housing opportunities as part of the renewal of precincts and large sites. They offer the potential for more intensive development through the creation of a new built form character.
Moderate Residential Growth Areas	Established retail / commercial strips within larger Activity Centres, which have the capacity to absorb some increase in development intensity. The location of development and level of intensification will vary across centres depending on the streetscape and heritage character, and lot size. New use and development must not compromise the economic function of the centre.
Incremental Residential Growth Areas	Established residential areas where there is justification for some further medium density infill housing, based on frontage to a main road adjacent to the PPTN and / or proximity to a Major Activity Centre, and where there is an existing diverse neighbourhood character capable of accommodating change.
Limited Residential Growth Areas	Established residential areas (outside a Heritage Overlay) where future medium density infill development is not encouraged based on: limited proximity to the PPTN or any Major Activity Centre, or the areas highly consistent neighbourhood character.
Minimal Residential Growth Areas	Established residential areas within a Heritage Overlay where new development will be minimised in order to retain recognised heritage values.

- 3. To support a diverse range of housing types to suit the needs of Port Phillip’s community.**
- 3.1 Support private, public and community sector involvement in the provision of housing to ensure that a range of housing choices is available.
- 3.2 Support the retention and provision of affordable housing (public, community and private) for lower income households, including the provision of rooming / boarding houses, single bedroom and bed-sit flats, and crisis accommodation.
- 3.3 Discourage the conversion of registered rooming houses into other forms of residential buildings, such as backpackers’ lodges.
- 3.4 Encourage flexible housing design which enables adaptation as household needs change over time, and to enable people to work from home.
- 3.5 Encourage the retention of larger dwellings that are suitable for households with children.
- 4. To ensure a high level of amenity for existing residents.**
- 4.1 Ensure that the reasonable expectations of amenity for existing residential uses are maintained, including privacy, access to sunlight and adequate open space.
- 5. To minimise potential amenity conflicts between residential and non-residential uses.**
- 5.1 Discourage non-residential land uses from locating within established residential areas, except where a net community benefit to the local community can be demonstrated and the amenity of the area will not be adversely affected.
- 5.2 Ensure new housing within Business 1, Business 2, Business 5 and Mixed Use Zones takes into account the amenity impacts of existing and potential future non-residential uses, through appropriate design and management measures including acoustic attenuation.

- 5.3 Ensure new housing within the Fishermans Bend Urban Renewal Area fully assesses the surrounding land uses to enable the continued operation of industry under the relevant environmental legislation. In some instances the new residential development may not be appropriate until industry has relocated.
- 5.4 Encourage new housing adjacent to industrial areas, main roads and rail lines to incorporate appropriate design measures to minimise amenity impacts, including acoustic attenuation.
- 5.5 Require backpackers' lodges to incorporate measures to minimise their impact on the amenity of the area, including noise mitigation.
- 5.6 Support a caretakers' house only where it can be demonstrated that is a necessary ancillary use to a building or business operation (existing or proposed) on the site.

### Implementation

These strategies will be implemented by:

### Policy Guidelines

- Applying the Heritage Policy (Clause 22.04) to manage new development in all areas covered by a Heritage Overlay.
- Applying the Urban Design Policy for Non Residential Development and Multi-Unit Residential Development (Clause 22.06) to ensure new development responds to the site and its context, contributes positively to neighbourhood character, is energy efficient and minimises detrimental impacts on neighbouring properties.
- Applying the Non-Residential Uses in the Residential Zone Policy (Clause 22.01) to ensure that the amenity of existing residential areas is protected from non-residential uses.
- Applying the Backpackers' Lodges Policy (Clause 22.02) to ensure that backpackers' lodges are appropriately located.
- Applying the Caretakers' Houses in Industrial and Business Zones Policy (Clause 22.03) to ensure that caretakers' houses are appropriately located.
- Applying Neighbourhood Policies at Clause 21.06 in the assessment of planning applications, to implement approved Structure Plans for Major Activity Centres or Strategic Framework Plans for Activity Areas.
- Applying the Fishermans Bend Urban Renewal Area local policy at Clause 21.15 in the assessment of planning applications to implement the *Fishermans Bend Framework, September 2018*.

### Application of Zones and Overlays

- Applying the Residential Growth Zone to sites in residential areas identified for Substantial Residential Growth in Strategy 1.1 and the following:
  - Sites which already have high density development at 4 or more storeys:
    - Department of Human Services sites (150 Inkerman Street, Park Towers and Dorcas Street Estate)
    - The block bound by High Street, Raleigh Street and Punt Road, Windsor.
- Areas where Design and Development Overlays allow 4 or more storeys:
  - Ormond Road (DDO16)
  - Beaconsfield Parade (between Fitzroy Street and Fraser Streets), St Kilda West (DDO6-10)
  - Beacon Cove Towers (DDO20)

- The Port Melbourne High Rise Areas (block between Esplanade West, Esplanade East, south of Graham Street and north of Rouse Street and the block bound by Liardet Street, Danks Street, Foote Street and Lagoon Reserve) (DDO1).
- Applying the General Residential Zone to sites in established suburbs identified for Incremental Residential Growth in Strategy 2.1 and the following:
  - Along Main/Collector roads which are already characterised by 2-3 storey medium density development (Inkerman Street, between Evelyn Street and Hotham Street and Alma Road, between St Kilda Road and Hotham Street and St Kilda Street, north of Ormond Road.).
  - Along Main/Collector roads which have existing DDOs allowing development at 3 or more storeys (Beaconsfield Parade, Port Melbourne (DDO5); Acland Street, St Kilda (DDO6-5); Marine Parade, St Kilda (DDO6-9); and Marine Parade and Ormond Esplanade, Elwood (DDO7)).
  - Selected heritage areas close to the St Kilda Activity Centre which are generally characterised by existing 3 storey development.

(Noting - The final zoning of some areas of St Kilda, East St Kilda, Ripponlea and Elwood will be reviewed and consulted upon through the Housing Strategy 2016.)

- Applying the Neighbourhood Residential Zone to established residential areas identified for Limited or Minimal Residential Growth in Strategy 2.1.
- Applying the Mixed Use Zone to former industrial areas on the periphery of major activity centres to provide opportunities for new well located residential development at increased densities.
- Applying the Design and Development Overlay to manage the design and built form of new higher density housing, in line with preferred character statements.
- Applying the Environmental Audit Overlay to ensure that potentially contaminated land that may be used for a sensitive use is identified.
- Applying Schedule 1 to the Capital City Zone to the Fishermans Bend Urban Renewal Area to facilitate the transition to a high density mixed use area with a commercial and residential focus.

## 21.04-2 Activity Centres

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### Key Issues

- Activity centres are centres for business, shopping, working and leisure. Some centres also contain community facilities related to public administration, education, health and emergency services and are important locations for the development of different types of housing, including forms of higher density housing. Port Phillip has four Major Activity Centres and six Neighbourhood Activity Centres, as designated under Melbourne 2030.
- Port Phillip has four smaller local centres – Inkerman / Grey Streets, St Kilda; Inkerman Street, East St Kilda; Brighton Road, Elwood; and Graham Street, Port Melbourne. These centres serve a limited convenience goods and services role (e.g. provision of milk and bread).
- It is important to retain a diverse business mix within Port Phillip's activity centres to ensure that they remain economically viable and continue to support the needs of the local and wider community. This, coupled with the projected retail demand in each of the centres, means that available built form capacity within existing commercially zoned areas will need to be maximised.
- Whilst retail and hospitality have traditionally featured strongly in the composition of Port Phillip's activity centres, it is important to explore means by which further office and employment-generating uses in activity centre can be fostered.

- The distinctiveness and diversity of individual centres are an important part of Port Phillip’s identity and need to be protected and reinforced. Replacing these characteristics with more homogenous and generic offerings is undesirable.
- Port Phillip’s activity centres play an important role in supporting and hosting visitation, including local and regional entertainment uses, which have local links and celebrate the creativity and diversity of the local community. Cultural tourism should continue to be provided for within activity centres and managed to minimise adverse affects on the amenity of the area.
- Port Phillip’s activity centres are at a mature stage of development and perform a complex range of retail, commercial and entertainment functions. Many are subject to extensive heritage controls. Detailed structure plans will be required to determine where, and how much, housing can be accommodated whilst ensuring the viability of economic functions and protection of heritage character.
- Port Phillip has a number of established ‘Community Hubs’ located within the Major and Neighbourhood Activity Centres – related community facilities and services located together or close to each other in order to share resources, audiences and target groups. It is important that access to these services and facilities are maintained and improved and that new services and facilities are clustered or co-located wherever possible.

### **Objectives and strategies**

- 1. To maintain and enhance a network of sustainable and viable activity centres.**
  - 1.1 Support land uses which contribute to Major and Neighbourhood Activity Centres being self sufficient in the provision of daily and weekly retail goods and personal services to the local community.
  - 1.2 Provide opportunities for retail growth within Major Activity Centres in accordance with approved Structure Plans, to support the projected increase in population and retail spending across Port Phillip.
  - 1.3 Accommodate retail growth through intensification of development within existing retail strips (Business 1 Zones) rather than expansion of retail strips, subject to heritage and character considerations.
  - 1.4 Consider the extension of existing retail strips only where this would:
    - Contribute significantly to an improvement in the integration of the established activity centre with the surrounding area, and/or create improved interface conditions;
    - Facilitate a correction of known retail gaps or shortfalls, or
    - Provide for an additional or improved public space.
  - 1.5 Achieve a continuous retail edge within the core retail areas of Major and Neighbourhood Activity Centres by encouraging office and other non-core retail uses to locate above and/or behind ground the floor frontage.
  - 1.6 Ensure new housing in activity centres takes into account the amenity impacts of established and future non-residential uses, through appropriate design and management measures, including noise attenuation.
- 2. To reinforce the distinctiveness and diversity of individual activity centres across Port Phillip.**
  - 2.1 Ensure new uses support the future strategic role and function of each activity centre, as defined in Table 1.
  - 2.2 Develop and implement Structure Plans for all Major Activity Centres to guide the future use and development of these centres.
- 3. To support cultural tourism in the activity centres that reflects the role and function of individual centres whilst minimising adverse amenity impacts.**
  - 3.1 Direct larger scale regional entertainment uses to the Port Melbourne Activity Centre (Bay Street), Port Melbourne and the St Kilda Activity Centre, as specified in Clause 21.06.

- 3.2 Support smaller scale local entertainment uses in the Major and Neighbourhood Activity Centres identified in Table 1, where they do not adversely affect residential amenity, or displace the provision of retail goods and services.
- 3.3 Discourage new bar or tavern uses, except in association with existing food and drink premises located on the ground floor.
- 3.4 Minimise the exposure of residential uses to the negative impacts of tourism activities such as late night noise generated by entertainment and restaurant premises and traffic and parking congestion.
- 3.5 Discourage the location of entertainment uses outside designated activity centres. Where located outside activity centres, only consider applications for entertainment uses where:
- The amenity of adjoining properties will not be adversely affected by way of noise, hours of operation, and traffic and car parking issues.
  - There is adequate access to public transport or other transport means (e.g. taxi ranks).

**Table 1: Activity Centres in Port Phillip.**

Refer to relevant neighbourhood in Clause 21.06 for more specific guidance on land uses.

Activity Centre Type	Location  The boundaries of each centre are generally defined by the Business 1 Zone boundaries, or in accordance with an approved Structure Plan.	Strategic role and function – future direction							
		Specialty retail goods / services (regional catchment)	Daily/weekly retail goods and services (local catchment)	Convenience goods and services only (e.g. milk and bread)	Regional entertainment/tourism (includes taverns/nightclubs)	Local entertainment (includes restaurants and cafes)	Retail showrooms / restricted retail / bulky goods	Increased residential use (subject to heritage/amenity considerations, or as guided)	Focus for community services / facilities.
<b>Major</b>	Bay Street, Port Melbourne		•		•	•		•	•
	South Melbourne Central	•	•			•	•	•	•
	Carlisle Street, Balaclava	•	•			•		•	•
	Fitzroy / Acland Streets, St Kilda	•	•		•	•		•	•
<b>Neighbourhood</b>	Centre Avenue, Garden City			•					
	Bridport / Victoria Streets, Albert Park		•			•			
	Armstrong Street, Middle Park		•			•			
	Glen Eira Road, Ripponlea		•			•			
	Tennyson Street, Elwood		•			•			
	Ormond / Glen Huntly Roads, Elwood		•			•		•	•

**4. To ensure residential development within activity centres does not compromise the primary commercial and cultural role of these centres.**



- 4.1 Ensure new residential development within activity centres does not diminish future opportunities for retail expansion, particularly within core retail areas.
- 4.2 Facilitate new residential development within Major Activity Centres and on key sites and precincts, as defined by Structure Plans.
- 4.3 Encourage residential use and development above and/or behind the ground floor frontage in the Major Activity Centres and the Ormond Road / Glen Huntly Road Neighbourhood Activity Centre.
- 4.4 Ensure residential development in the Neighbourhood Activity Centres of Bridport Street / Victoria Avenue, Albert Park; Armstrong Street, Middle Park and Glen Eira Road, Ripponlea respects the heritage scale and form of these centres, recognising that the heritage controls may limit the ability to develop at higher densities.
- 4.5 Limit residential development in the Neighbourhood Activity Centres of Tennyson Street, Elwood and Centre Avenue, Port Melbourne, being locations which do not offer direct access to the Principle Public Transport Network.
- 5. To ensure new uses in activity centres do not adversely affect the amenity of adjacent residential areas.**
  - 5.1 Clearly define the activity centre boundaries in Structure Plans.
  - 5.2 Support opportunities to improve the interface of activity centres with surrounding residential areas by encouraging greater consistency in land use and built form intensity.
  - 5.3 Discourage new uses that are incompatible with surrounding residential land use by way of the proposed level of activity, generation of traffic, hours of operation and car parking.
- 6. To ensure the location of community services and facilities are equitable and accessible, and meet community needs.**
  - 6.1 Support new community facilities and services in locations where there are existing clusters (see Table 1), or other locations identified on the Neighbourhood Maps at Clause 21.06.
  - 6.2 Support the development and redevelopment of flexible community facilities that respond to changing service needs and uses.
  - 6.3 Ensure that community facilities are concentrated in activity centres which are well serviced by public transport.

### Implementation

These strategies will be implemented by:

### Policy Guidelines

- Applying Neighbourhood Policies at Clause 21.06 in the assessment of planning applications, to implement approved Structure Plans for Major Activity Centres.

### Application of Zones and Overlays

- Applying the Design and Development Overlay to guide the intensity of new development within activity centres.
- Applying the Heritage Overlay to ensure that the scale and heritage qualities of the traditional retail strips within activity centres are maintained.

## 21.04-3 Office and Mixed Activity Areas

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### Key Issues

- Port Phillip's office and mixed activity areas are those areas that accommodate either predominantly office uses, or a mix of residential and business uses.

- Port Phillip has a key Activity Area in the Fishermans Bend Urban Renewal Area. This area will transition from an industrial area to a genuine mixed use environment with a residential and commercial focus. In particular, the Sandridge precinct is identified as an area suitable for significant commercial development to support the central city economy. Clean industrial uses that adequately address potential amenity impacts will continue to be supported in the urban renewal area.
- St Kilda Road has traditionally provided a location for office and related commercial uses that support the capital city function, however this area is under increased pressure for housing. Albert Road in South Melbourne is also under increased pressure for housing, given its premier location adjacent to Albert Park reserve.
- Port Phillip's Mixed Use Zones provide for a range of residential, commercial, industrial and other uses that complement the mixed use function of the locality. It is important that the range of uses is managed appropriately to ensure that residential amenity is protected and at the same time ensuring that commercial opportunities are not unreasonably constrained.
- A number of Port Phillip's Mixed Use Zones are identified as key locations for increased housing growth. These areas are strategically located within / adjacent Major Activity Centres and therefore provide good access to retail goods and services and public transport infrastructure. The potential degree of change for these areas needs to be clearly defined and managed appropriately.

### **Objectives and strategies**

- 1. To ensure new uses support the future strategic role and function of the office and mixed activity areas, as defined in Table 2.**
  - 1.1 Support the consolidation of the Business 5 zone areas and Schedule 1 to the Capital City Zone as vibrant office and higher density residential precincts.
  - 1.2 Encourage uses within the Business 5 zone areas and Schedule 1 to the Capital City Zone that cater for the daily convenience needs of people who live and work in these areas, including take away food premises, convenience shops and personal services.
  - 1.3 Support increased residential densities, generally in the form of higher density development, in all Mixed Use zones and Schedule 1 to the Capital City Zone.
  - 1.4 Discourage retail uses (shops) in the Mixed Use and Business 2 zones, unless it can be demonstrated that they do not compete with the primary retail function of an adjacent major activity centre and they do not adversely impact on the amenity of adjoining areas, including car parking impacts.
  - 1.5 Ensure retail showrooms and restricted retail uses to locate only in the precincts identified in Table 2.
  - 1.6 Allow new industrial uses in the Mixed Use Zone only where they do not adversely impact on residential amenity.
  - 1.7 Discourage new large scale heavy manufacturing uses in Schedule 1 to the Capital City Zone, while allowing the expansion of existing industries only where they do not adversely impact on residential amenity.
- 2. To facilitate viable and vibrant business activity in office and mixed-use precincts.**
  - 2.1 Encourage businesses that cater for growing demand in the property and business services, cultural and recreation services, printing, publishing and media sectors.
  - 2.2 Ensure that the nature and intensity of office and commercial activity is appropriate to its location.
  - 2.3 Maintain and promote active land uses at ground floor that encourage pedestrian activity.
  - 2.4 Encourage residential uses above the ground floor in the Business 2 and Business 5 zones, to ensure that commercial functions are not lost.

- 2.5 Maintain a variety of subdivision layouts and lot sizes to accommodate a range of commercial uses.
- 2.6 Encourage the provision of generous ground level floor-to-ceiling heights to provide for current or future commercial land uses.
- 2.7 Ensure new use and development provides appropriate car parking, storage and loading facilities.
- 2.8 Provide opportunities for retail growth within the Fishermans Bend Urban Renewal Area.

**Table 2: Office and Mixed Use Activity Areas in Port Phillip**

Refer to relevant neighbourhood in Clause 21.06 for more specific guidance on land uses.

Activity Area (by zone)	Location  The boundaries of each centre are defined by the Zone boundaries, or in accordance with an approved Structure Plan or Strategic Framework Plans	Strategic role and function – future direction					
		Primary employment node	Commercial / office role	Intensification of housing (subject to heritage and	Active ground floor uses	Retail showrooms / restricted retail	Light industrial / warehouse role.
Schedule 1 to the Capital City Zone	Fishermans Bend Urban Renewal Area	P	P	P	P	S	S
Business 5 Zone	St Kilda Road, South Melbourne	P	P	P	S		
	Albert Road, South Melbourne	P	P	P	S		
Business 2 Zone	St Kilda Road South	S	P	P	P	S	
Mixed Use Zone	Bay Street (southern end), Port Melbourne		S	P	P	S	
	Kings Way / Dorcas Street, South Melbourne	P	P	P			
	Kings Way Mixed Use Corridor, South Melbourne	S	S	P	S		
	Greeves Street, St Kilda		S	P			S
	Inkerman/Pakington Street, Balaclava		S	P	S		S
	Chapel Street, Balaclava		S	P	S		
	Crockford Street, Port Melbourne		P	P	P		
	Bay Street (north of Spring Street), Port Melbourne		P	P	P		
	Wellington Street, St Kilda	S	S	P	P		

P = Primary function; S = Secondary / supporting function.

**3. To ensure uses do not adversely impact on residential amenity.**

- 3.1 Require all non-residential uses to manage off-site impacts such as noise, traffic generation and parking to limit the effect on residential amenity.
- 3.2 Discourage an industrial or warehouse use if it will have an adverse amenity impact upon surrounding residential uses, or if the site is currently used for a dwelling.
- 3.3 Ensure residential development addresses the amenity impacts of established and potential future non-residential uses, including noise attenuation measures in dwellings to protect future occupants.

### **Implementation**

These strategies will be implemented by:

### **Policy Guidelines**

- Applying Neighbourhood Policies at Clause 21.06 in the assessment of planning applications, to implement approved Structure Plans or Strategic Framework Plans for Major Activity Centres.

### **Application of Zones and Overlays**

- Applying Schedule 1 to the Capital City Zone to the Fishermans Bend Urban Renewal Area to facilitate the transition to a high density mixed use area with a commercial and residential focus.
- Applying the Design and Development Overlay to facilitate increased residential and commercial / office densities.
- Applying the Development Contributions Plan Overlay to the Port Melbourne Mixed Use Growth Area.
- Applying the Development Contributions Plan Overlay to the Fishermans Bend Urban Renewal Area to facilitate the provision of community facilities and infrastructure.

## **21.04-4 Industry**

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### **Key Issues**

- The industrial areas of Port Phillip represent one of the largest concentrations of industrial land in inner Melbourne and play an important role in generating employment, production and economic activity.
- Protecting the future viability and efficiency of Port operations and the associated rail and road network are crucial, but must be achieved in a sustainable manner. The potential impact of a growing Port and related freight transport corridors on the local environment and on local communities needs also needs to be carefully managed.
- A significant portion of older industrial building stock is under pressure for upgrading as technology and the requirements of industry change.
- Traditional land uses in the industrial zones are being replaced by new uses including offices, small-scale warehousing and high-tech industries.
- The designation of a large area of the traditional Port Phillip industrial area as the Fishermans Bend Urban Renewal Area has shifted the focus to a mixed use urban renewal area. Over time the area will transition towards a mix of commercial, office, high-tech industrial, and residential uses.
- There will be interface issues that need to be managed within the Fishermans Bend Urban Renewal Area as it develops and evolves.
- There is increasing tension between industry and surrounding residential areas due to traffic, noise and other amenity-related issues.

**Objectives and strategies**

1. **To ensure new uses support the future strategic role and function of the industrial areas, as defined in Table 3.**

**Table 3: Industrial Areas in Port Phillip (refer to relevant neighbourhood in Clause 21.06 for more specific guidance on land uses).**

Industry Type (by zone)	Location	Strategic role and function – future direction				
		Primary Employment Role	Core Industrial / Manufacturing Role	Light Industrial / service business/ warehouse role	Office / commercial role	High technology/knowledge based industry cluster
Schedule 1 to the Capital City Zone	Fishermans Bend Urban Renewal Area	•		•	•	•
Industrial 1 Zone	South Melbourne	•	•	•		•
Industrial 3 Zone	William Street, Balaclava			•	•	
Business 3 Zone	Eastern Business District, SMC	•		•	•	•
	Western Business District, SMC	•		•	•	•

2. **To protect and enhance the economic viability and sustainability of Port Phillip’s industrial areas, including the Port.**
  - 2.1 Support ongoing industrial uses in Fishermans Bend and Port Melbourne, as the area transitions towards a mixed use Urban Renewal Area.
  - 2.2 Limit the expansion of commercial and office uses within industrial zones which are not ancillary to a primary industrial use on the site.
  - 2.3 Encourage Port activities and operations which are commercially, environmentally and socially sustainable.
  - 2.4 Protect industrial areas from encroachment by sensitive land uses.
  - 2.5 Maintain a variety of subdivision layouts and lot sizes to accommodate a range of industrial uses.
  - 2.6 Support uses that cater to the workers in the area.
  - 2.7 Ensure new uses provide appropriate car parking, storage, and loading facilities.
  - 2.8 Ensure that commercial operations are environmentally sustainable, particularly in relation to resource use and waste management.
  - 2.9 Discourage caretakers’ houses in the Industrial 1, 3 and Business 3 zones, unless it can be demonstrated that is a necessary ancillary use to a building, operation or place proposed or existing on the site.
3. **To minimise the impacts of Port growth and related freight transport corridors, on the local environment and on local communities.**
  - 3.1 Implement an efficient road and rail freight network which reduces the dependence on road freight, addresses road congestion and redirects freight traffic away from residential areas.
  - 3.2 Enhance road freight access from Webb Dock to the Westgate Freeway via improvements to Todd Road.

- 3.3 Seek to establish buffer areas around the Port on Port land to protect the amenity at the Garden City residential interface.
- 3.4 Discourage the further encroachment of sensitive uses and intensification of residential development in Garden City and Beacon Cove.
- 4. To ensure that industrial areas co-exist harmoniously with adjoining residential and other land-use precincts and do not compromise the amenity of surrounding areas.**
- 4.1 Encourage all industries to adopt Environmental Management Plans.
- 4.2 Ensure new industrial uses incorporate measures to minimise environmental impacts including air, water, noise and soil pollution.
- 4.3 Ensure sufficient buffer distances between industrial and non-industrial land uses to minimise the potential for conflict.
- 4.4 Ensure new residential developments take into consideration the continued functioning of any industrial developments within and surrounding the Fishermans Bend Urban Renewal Area.

### Implementation

These strategies will be implemented by:

### Policy Guidelines

- Applying the Subdivision Policy (Clause 22.05) to ensure the retention of a range of lot sizes that can accommodate a range of industrial uses.
- Applying the Caretakers' Houses (Clause 22.03) to ensure that caretakers' houses are appropriately located and do not adversely affect the commercial / industrial functions of an area.
- Using the South Melbourne Central Structure Plan, 2007 in the assessment of planning applications in South Melbourne.

### Application of Zones and Overlays

- Applying Schedule 1 to the Capital City Zone to the Fishermans Bend Urban Renewal Area to ensure adequate environmental conditions are present where sensitive uses are proposed and that potential interface and amenity issues are adequately considered.
- Applying the Environmental Audit Overlay to former industrial sites which are now within residential and mixed use areas including the Fishermans Bend Urban Renewal Area.

## 21.04-5 Public Open Space and Foreshore

05/10/2018  
GC81

### Key Issues

- Public open space refers to outdoor space that is in the public realm and is freely accessible. Port Phillip's vision for public open space is 'A city where public open spaces define the city's character and respond to its people's need for places to rest, recreate and be inspired'. The Open Space and Foreshore Framework Plan shows the public open space areas within Port Phillip.
- There is a range of programmed activities in public open space areas in Port Phillip, including beach and foreshore events, supervised playground activities, horticultural activities and arts programs. The impacts of these events upon public access to open space needs to be monitored and managed.
- As the population increases, the public open space areas in Port Phillip will experience greater demand for use by residents and visitors alike. Existing public open space areas will need to be optimised, and new open space created where possible, to address this demand.

- The public realm is more inclusive, useable, safe and enjoyable if it is accessible to everyone. Changes to the physical environment which create access and equity are the key to inclusion of people with a disability in the community.
- Streetscapes provide opportunities for public use, particularly for communal meeting and exercise. The design and treatment of streetscapes should respond to these uses.
- Many of Port Phillip's parks and gardens were created in the 19th century and are of cultural heritage significance, particularly those with formal landscapes such as St Kilda Botanical Gardens and St Vincent Gardens in South Melbourne. The significance of these areas needs to be protected and balanced with their role as a place for leisure.
- The foreshore, from Webb Dock in Port Melbourne to Head Street in Elwood, is Port Phillip's most outstanding natural and cultural asset and plays a very important social and recreational role for the local and wider population. Sensitive environmental management is essential in ensuring that the foreshore remains an attractive destination and continues to support a range of local flora and fauna.
- The foreshore and Albert Park reserve are significant public open space assets and host a wide range of entertainment, sport and recreational activities. This influences the infrastructure needs of these areas and can impact on access to open space for local users.
- Recognise that Perc White Reserve provides a 'distance/separation' buffer between the Port, and residential uses and Sandridge Beach and provides important open space. Perc White Reserve contains remnant foreshore grassland of regional significance which must be protected from the environmental impacts of Port operations.

### **Objectives and strategies**

- 1. To create a public open space network that caters for a diverse range of users and is accessible to all.**
  - 1.1 Aim to provide all residents with access to high quality open space within walking distance of their home (400-500 metres).
  - 1.2 Ensure that public open space offers a diversity of functions and experiences and continues to host a range of leisure, tourism, recreation, cultural, social and sporting activities to meet the needs of all users.
  - 1.3 Ensure public open space areas and facilities are accessible for use by people of all ages and abilities.
  - 1.4 Maximise public safety within all public open space areas, through applying Crime Prevention Through Environmental Design principles to the design of all spaces and connections.
  - 1.5 Encourage facilities at key locations to provide information and signage about accessing key tourist/open space areas.
  - 1.6 Identify and support the establishment of new open space linkages, and the improvement of existing linkages, to connect public open space areas throughout Port Phillip and to the regional open space network.
  - 1.7 Encourage the provision of adequate amounts of open space in the Fishermans Bend Urban Renewal Area and encourage linkages with existing and future open spaces outside the area.
- 2. To ensure the retention and optimum provision of high quality public open space.**
  - 2.1 Secure the future of existing open space sites through applying either a Public Park and Recreation Zone or Public Conservation and Resource Zone.
  - 2.2 Ensure that there is no loss of land currently used for public open space, unless all of the following can be demonstrated:

The available land offers poor amenity for public open space use (the criteria for poor amenity of public open space is that it is under utilised; offers poor connection to other spaces or streets; is unsafe for users; offers poor accessibility, and has little potential for improvement as functional public open space).

- Alternative sites of higher quality can be identified for acquisition.
  - Net community gain can be guaranteed by an alternative land use.
- 2.3 Pursue opportunities to acquire land in appropriate locations to increase the amount of useable open space, including adjacent to existing open space areas, to offset increases in population and the decline in the provision of private open space.
- 2.4 Prioritise the acquisition of new public open space in neighbourhoods identified as being currently deficient: Ripponlea, south of Glen Eira Road; East St Kilda, especially east of Hotham Street; South Melbourne, especially north of Park Street.
- 2.5 Require a minimum 5% (8% in the case of Fishermans Bend Urban Renewal Area) open space contribution (as either land or cash) in association with the future subdivision of all land, to support enhancement of the open space network or the creation of new open space opportunities through acquisition or the development of existing spaces.
- 2.6 Seek opportunities to develop public open space with other land managers such as schools, Parks Victoria and VicTrack.
- 2.7 Ensure the environmental or recreational value of any surplus Government land is considered prior to its sale or disposal.
- 2.8 Ensure that the buildings and private space within new developments adjacent public open space areas are clearly delineated and do not degrade the values of the existing public open space.
- 3. To protect and enhance the physical and cultural heritage values, and environmental attributes of public open space.**
- 3.1 Support commercial facilities in public open spaces only where:
- The facility is located in an existing building or an existing building is replaced with one of a scale and character which is sympathetic to the surrounding landscape or built form.
  - The facility will enhance the range of facilities available and not disadvantage existing users.
  - Environmental issues such as waste management, traffic movement and parking can be satisfactorily addressed.
- 3.2 Protect public open space from overshadowing by private development.
- 3.3 Protect the identified significant heritage features and qualities of Port Phillip's gardens and parks, including identified natural heritage areas.
- 3.4 Protect environmentally sensitive sites (particularly sites that are important havens for native and introduced species), flora and fauna, water quality and ecosystems that make up public open space.
- 3.5 Support innovative and environmentally sustainable design approaches to landscape design and construction, including the greater use of indigenous plant species, recycled materials, low water use and recycling.
- 3.6 Retain and enhance the established mature trees that line Port Phillip's streets and attractive landscape elements in the public realm.
- 3.7 Enhance the landscape quality of Port Phillip's key boulevards including St Kilda Road, Brighton Road, Queens Road, Kings Way, Albert Road, The Boulevard, Beach Street, Beaconsfield Parade, Kerferd Road, Jacka Boulevard, The Esplanade, Marine Parade, Ormond Esplanade, Bay Street, and Fitzroy Street.



- 3.8 Require all development proposals involving works and building within historic parks and reserves to be considered in accordance with the relevant Management Plan.
- 3.9 Consider any relevant Management Plans when assessing applications for new use or development.
- 4. To achieve a sustainable balance between preserving public open space, including the foreshore, and meeting the needs of users.**
- 4.1 Ensure that new uses make a positive contribution to the public open space area and offer a net community benefit.
- 4.2 Consider the competing demands and potential conflicts of foreshore users, visitors and residents, and implement appropriate management measures.
- 4.3 Support measures to improve the coordination between various state and local authorities responsible for management of the foreshore and waters of Port Phillip Bay.
- 5. To protect, manage and enhance the foreshore as an important natural, recreational and tourism asset.**
- 5.1 Facilitate widespread use and visitation along the foreshore, through reinforcing a series of activity destinations including at Elwood, St Kilda and Port Melbourne, connected by high quality pedestrian and cycle links.
- 5.2 Ensure use and development on the foreshore:
- Maintains and contributes to the continuity of public access to the foreshore.
  - Supports active year round use of the foreshore.
  - Is located in an existing building or in a new building that replaces an existing building.
  - Is sympathetic to the surrounding coastal landscape and built environment and does not disrupt important views and vistas.
  - Does not reduce the net volume of public open space available to the general public on the foreshore.
  - Compliments and enhances the prevailing land uses in the area and does not disadvantage existing foreshore users.
  - Does not increase traffic congestion, parking, pedestrian or cyclist circulation problems.
  - Does not increase air, water or noise pollution, result in the removal of significant vegetation, or pose any other threat to the sensitive natural environment.
  - Incorporates a waste management plan if the use involves the sale and consumption of food and drink.
  - Is appropriate in the context of the impacts of climate change.
- 5.3 Enhance the physical environment of the foreshore to provide a range of services and facilities to meet the needs of users and to maintain a high quality setting for recreation.
- 5.4 Consider any proposed expansion of Webb Dock and any other Dock activities or other water based activities against the potential impact on local residents and the needs of businesses.
- 6. To maintain an active waterfront of relevant coastal dependant uses.**
- 6.1 Discourage uses that do not rely on the foreshore for the operation of their activities.
- 7. To recognise the economic value and contribution of the foreshore to both the local and regional economy.**
- 7.1 Manage and enhance the foreshore as an important tourism asset which appeals to local, national and international visitors.

7.2 Support environmentally sustainable tourism services and facilities.

7.3 Support tourism and trade / freight services and facilities at Station Pier.

### **Planning Scheme Implementation**

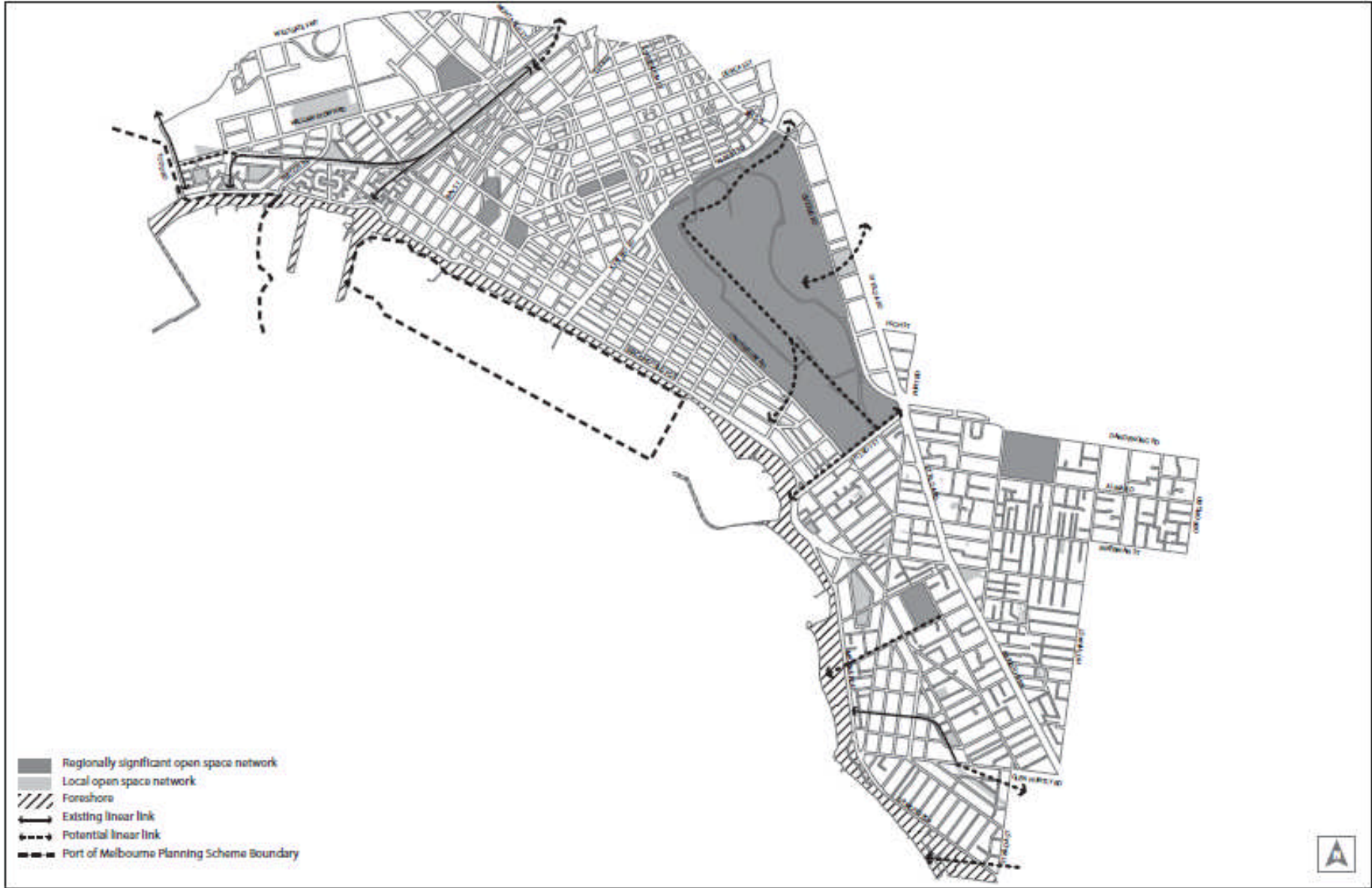
These strategies will be implemented by:

#### **Policy Guidelines**

- Applying the St Kilda Foreshore Area Policy (Clause 22.09) to ensure that new use and development achieves the objectives and strategies set out in the St Kilda Urban Design Framework 2002.

#### **Application of Zones and Overlays**

- Applying the Design and Development Overlay (Schedules 1, 5, 6, 7, 11 and 12) which specifies absolute maximum heights to all areas within the view shed of, and which may impact on, the foreshore, and to protect foreshore areas from overshadowing in mid-winter.
- Applying the Design and Development Overlay (Schedule 10) to the Port Phillip Coastal Area to manage all development to respect identified foreshore values.
- Applying the Public Acquisition Overlay in appropriate locations to facilitate the expansion of existing public open space areas.
- Applying the Special Use Zone to the St Kilda Triangle Site to facilitate the renewal of this strategic location as a cultural, recreational and entertainment node.
- Applying the Development Contributions Plan Overlay to the Fishermans Bend Urban Renewal Area to facilitate the provision of public open space areas.



city of port phillip open space and foreshore framework plan

**21.04-6****Tourism and the Arts**27/06/2011  
C62**Key Issues**

- Port Phillip is a major metropolitan, regional and national tourist destination with a range of entertainment uses, facilities and festivals. They are an important part of the local economy and contribute to the municipality's strong cultural identity.
- The social and cultural benefits of tourist and entertainment uses need to be balanced with the amenity impacts associated with such uses, to ensure that Port Phillip continues to be a desirable place to visit and to live.
- Tourism and entertainment uses evolve over time. It is important to recognise the changing nature of these uses in order to plan for their appropriate management.
- Council acknowledges the entertainment role of the existing gaming venues in the municipality, however gaming venues need to be appropriately sited and managed to ensure that the amenity, social and economic impacts of gaming on the community are minimised.
- Port Phillip is committed to facilitating the community's capacity to develop, appreciate and express creativity and vitality through arts and cultural activities.

**Objectives and Strategies****1. To promote Port Phillip as a premier tourist destination.**

- 1.1 Support festivals and cultural events which appeal to local, national and international visitors and deliver benefits to the local community.
- 1.2 Encourage attractions and local tourism ventures in areas with capacity to accommodate visitation without amenity or environmental impacts.
- 1.3 Encourage ecologically focussed tourism.

**2. To improve access to Port Phillip's attractions.**

- 2.1 Encourage the provision of a range of facilities and infrastructure to support tourism needs.
- 2.2 Encourage the development of public transport links and alternatives to private motor vehicle transport to gain access to and around Port Phillip's major tourist nodes.
- 2.3 Encourage 'way-finding' amenities, including signage in appropriate locations, to support Port Phillip's major tourist nodes and attractions.

**3. To minimise the impact of tourism and entertainment uses.**

- 3.1 Ensure harm minimisation and safety and amenity management is considered in tourism and entertainment uses.
- 3.2 Require all festivals and cultural events to minimise adverse amenity impacts on the surrounding land use and the environment.
- 3.3 Late night entertainment uses must not be concentrated to the extent that there are significant adverse cumulative impacts on the amenity of the surrounding area, including (but not limited to):
  - Noise emitted from the premises
  - Noise and disturbance from patrons arriving at and departing the premises
  - Real and perceived impacts on community safety
  - Alcohol-related harm and anti-social behaviour in and around the premises
  - Littering, street fouling and vandalism

- Congestion and noise from on-street, over-flow parking or vehicles accessing off-street car parking
- 3.4 Applications for entertainment uses operating after 10pm must submit a ‘Noise and Amenity Action Plan’ which demonstrates how amenity impacts, including the adverse cumulative impacts identified above, will be prevented and, where necessary, addressed.
- 4. To minimise the impact of gaming venues.**
  - 4.1 Discourage new gaming venues from locating within the municipality, especially when an adverse social impact can be anticipated.
  - 4.2 Ensure that existing gaming venues are appropriately managed to minimise their impact on surrounding residential and / or commercial areas.
- 5. To create an environment in which the arts can flourish.**
  - 5.1 Support and encourage independent artist-managed exhibition spaces.
  - 5.2 Support and encourage the development of affordable housing / commercial spaces suitable for use as artist residencies / studios.

### Implementation

These strategies will be implemented by:

### Policy Guidelines

- Applying the Gaming Policy (Clause 22.07) to ensure that gaming venues are appropriately located and minimise their impact on the community.

## 21.04-7 Subdivision

05/10/2018  
GC81

### Key Issues

- Port Phillip’s population is projected to increase to 112,897 residents by the year 2030, which is a 40% increase since 2001 and an additional 32,345 people. This, combined with the reduction in the provision of private open space, will place significant pressure on the existing public open space in Port Phillip.
- The lot size and dimensions, or ‘grain’ (frontage and depth), of a subdivision is an integral part of the urban character of an area. Any new lots that are created need to be similar in size to those in the surrounding area to assist in maintaining the urban character of the streetscape.
- Car parking is at a premium within the municipality. Where adequate public transport is not planned, any proposed subdivision in these areas needs to consider, and make adequate provision for, car parking to minimise the impact on the supply and demand for on-street car spaces.
- Within the Fishermans Bend Urban Renewal Area the subdivision of car parking spaces to private ownership can create conflict with the desire for spaces to be adaptable and enable transition and re-use of car parking areas once car parking demand is reduced through future public transport initiatives.

### Objectives and Strategies

- 1. To ensure that the subdivision of land is appropriate in terms of its location, preferred land use and requirements for car parking provision.**
  - 1.1 Require the subdivision of land to respond to its context in terms of the size of lots and their layout in relation to the surrounding area.
  - 1.2 Ensure the subdivision of land supports any strategic land use direction identified for the site and / or locality.
  - 1.3 Ensure that the subdivision of land makes adequate provision for car parking, having regard to the use (existing and proposed) of buildings on the land.

- 1.4 Ensure that within the Fishermans Bend Urban Renewal Area car parking spaces are retained in a single ownership to enable future adaptation.

### Implementation

These strategies will be implemented by:

### Policy Guidelines

- Applying the Subdivision Policy (Clause 22.05) to facilitate the appropriate subdivision of land.

## 21.04-8

05/10/2018  
GC81

## Social Impact Assessments

### Key Issues

- Development can have significant impacts on the social fabric, capacity of services, facilities, networks and on the quality of life of people in local areas. It is therefore vital that the relationship between land use, development and social quality is given recognition.
- Council is committed to ensuring social issues are integrated with land use planning. Considering the social impacts of all significant proposals help to achieve sustainable development, deliver a positive social benefit to the community and better inform Council's decision making.
- By the year 2026, the City of Port Phillip's resident population is expected to increase by 31.1% to 118,6231. This is an additional 28,165 people or 19,455 new dwellings. Demographic trends indicate the municipality will see an increase in the older population. This will place additional pressure on services for older people and will result in a population with varying accommodation needs. There is a need to continue to support the disadvantaged, disabled and low-income to remain in the city through appropriately designed and located housing.
- Pressure for licensed premises and gaming venues is also growing. Both have an important entertainment role in the municipality, however they need to be appropriately sited and managed to ensure that their social impacts on the community are minimised. These impacts can include increased late night patronage, parking congestion and reduced amenity to nearby residential land uses due to noise and anti-social patron behaviour.
- Open space is a highly valued community asset and its loss has potential social, cultural and health impacts on the community. The limited supply is increasingly under pressure from high rates of use by residents and visitors, projected residential growth, decline of private open space and competing demands from other community uses.

### Objective and Strategy

1. **To ensure major land use and development proposals deliver a positive social benefit to the community.**
  - 1.1 Consider and address the social impacts of major land use and development proposals, through requiring the preparation of a Social Impact Assessment in association with planning applications which meet one or more of the following criteria:

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<sup>1</sup> Department of Planning and Community Development, March 2009, *Victoria in Future 2008, Estimated Resident Population, Port Phillip Local Government Area.*

- Proposals for a residential development where the form or density is not anticipated by existing planning scheme policy and provisions, or by supporting strategic plans (including Activity Centre Structure Plans or Strategic Framework Plans, or Housing Strategy) and proposes 30 or more dwellings on the site.
- Proposals for a residential development expressly aimed at accommodating over 20 residents of a specific age cohort or with high needs.
- Where a planning permit or rezoning is required for a new venue or a change to an existing venue where gambling occurs.
- Proposals for new Taverns, Nightclubs and Hotels, or where an increase in the patron numbers to such Licensed Venues is proposed.
- Rezoning of land from an Industrial, Business or Public Use zone which enables residential use for the first time and that could result in the development of 30 or more dwellings.
- Rezoning of public open space.
- Developments within Fishermans Bend accommodating more than 100 dwellings.