

22.1110/05/2012
C80**CARLISLE STREET MAJOR ACTIVITY CENTRE POLICY**

This policy applies to all land in the Carlisle Street Major Activity Centre (CSMAC) area, and environs, being the area bounded by St Kilda Road, Inkerman Street, Hotham Street, Gourlay Street and Grosvenor Street, as shown on Map 1 to this policy.

22.11-110/05/2012
C80**Policy Basis**

This policy:

- Implements the Carlisle Street Activity Centre Structure Plan (2009) and the Carlisle Street Urban Design Framework (2009). The Structure Plan and Urban Design Framework were prepared to guide the land use change and development in the centre consistent with clearly defined economic, social, cultural and environmental outcomes.
- Applies the following SPPF objectives in a manner which responds to local conditions:
 - Clause 11.01-2 Activity centre planning
 - Clause 11.02-1 Supply of urban land
 - Clause 11.02-3 Structure planning
 - Clause 15.01-1 Urban design
 - Clause 15.02-1 Energy and resource efficiency
 - Clause 15.03-1 Heritage conservation
 - Clause 16.01-2 Location of residential development
 - Clause 16.01-4 Housing diversity
 - Clause 16.01-5 Housing affordability
 - Clause 17.01-1 Business
 - Clause 18.01-1 Land use and transport planning
 - Clause 18.02-5 Car parking
 - Clause 19.02-4 Distribution of social and cultural infrastructure

The CSMAC offers a diverse and comprehensive range of convenience and speciality retailing, together with an emerging local café / restaurant sector and a wide range of personal services. In addition, the concentration of community facilities and services, established business precincts adjacent the retail strip, and role as a transport node focused on Balaclava Station, all combine to create its success as a thriving activity centre.

Into the future it will be important to further consolidate use and development within the activity centre and to maintain its viability through further enhancing the diverse activity mix; in particular through improving the retail offer and providing new opportunities for well-designed, affordable and accessible housing.

22.11-210/05/2012
C80**Objectives**

- To implement the vision and strategic directions for Carlisle Street based on the Carlisle Street Activity Centre Structure Plan (2009) and the Carlisle Street Urban Design Framework (2009).
- To provide for a diverse activity and business mix which responds to local community needs and supports a viable, vibrant activity centre.
- To reinforce convenience retailing as the centre's primary role, augmented by specialty retailing, and personal and business services.
- To reinforce the centre as a highly accessible civic and community services hub.

- To increase the provision of housing within the activity centre.
- To ensure a diversity of new housing opportunities within the activity centre, including affordable and accessible housing.
- To encourage at least 10% of new dwellings within the activity centre to be affordable (private and community) housing.
- To reinforce and support the role of the activity centre as a public transport node, focused on Balaclava Station.
- To minimise the demand for private vehicle trips to the activity centre.
- To strengthen the centre's unique identity and sense of place reflected through its activity mix, built form and public realm.
- To retain and protect the heritage character, fine grain and human scale of the retail strip.
- To reinstate and reinforce the centre's traditional urban form of streets and laneways, to maximise legibility, permeability and connections between activities.
- To maintain the diversity of built form characters between individual precincts within the activity centre.
- To ensure the design of new development contributes to an activity centres that is safe, attractive, functional and sustainable.
- To improve the interface between the activity centre and adjoining residential areas.
- To maintain and reinforce the heritage and neighbourhood character of the residential areas surrounding the activity centre.
- To provide a network of safe, accessible and integrated walking and cycling links.
- To ensure streets and public spaces throughout the activity centre feature active edges.
- To create public spaces which are safe, accessible and well-designed.

22.11-3

General Policy

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Where a permit is required for use and / or development of land, it is policy to:

Directing and Managing Future Development and Change

- Prevent the under-development of strategic sites and precincts within the activity centre which are identified for substantial change.
- Facilitate additional retail floor-space which is supported by an increase in retail demand.
- Encourage significant new residential development at increased densities within the activity centre to meet housing growth objectives, whilst ensuring that the scale and intensity of new residential development in established residential areas is limited to that which is consistent with the preferred neighbourhood character.
- Encourage the progressive development of large 'at grade' car parks, as key opportunities to consolidate growth within the activity centre.
- Ensure new development contributes to creating additional and improved public space within and adjacent the activity centre, through requiring a mandatory 5% open space contribution at subdivision stage.
- Manage the level of change across the Activity Centre to:
 - Facilitate significant land use change and new development on identified strategic sites and precincts; to support retail, commercial and residential growth consistent with the land use policies for individual precincts.

- Ensure development on sites covered by a Heritage Overlay is limited to that which maintains the prevailing two storey scale of Carlisle Street, whilst allowing recessed upper level development.
- Enable moderate change elsewhere in the activity centre to facilitate the consolidation of existing retail and commercial activity, and provide opportunities for new development and land use activity above street level.
- Ensure more intensive new development provides a transition down to adjoining lower scale buildings within areas where the existing built form character will be maintained, including the interface with residential areas and heritage fabric within the retail strip.
- Ensure the height, form and setback of new development meets the preferred future character, design objectives and design requirements of Schedule 21 to Clause 43.02 (Design and Development Overlay).
- Manage the level of change within Established Residential Areas to:
 - Ensure new development in areas covered by the Heritage Overlay is minimised to that which retains heritage fabric and significance, in accordance with the Heritage Policy at Clause 22.04.
 - Ensure new development within Balston Street, Carlisle Avenue, Marlborough Street, Rosamond Street, Nightingale Street and Bothwell Street is limited to that which maintains the highly consistent neighbourhood character of these areas.
 - Provide for incremental change, including well-designed medium density development, in remaining areas surrounding the activity centre.
 - Facilitate site consolidation and new residential development at 3 storeys in Alfred Street, Nelson Street (east side) and Camden Street (south of Edward Street) to create an improved interface with the activity centre.
 - Ensure all new residential development contributes to the ‘Preferred Character Statement’ and ‘Design Guidelines’ specified in *Port Phillip Design Manual 2000* (Chapter 7: *Neighbourhood Character Statements - Carlisle Street Major Activity Centre Environs*).

Land Use

Refer to precinct policies for further guidance on appropriate locations for specific land uses.

- Facilitate land use and development which reinforces convenience retailing (daily and weekly shopping) as the centre’s primary role focused on Carlisle Street.
- Support a broad range of personal and business services within the activity centre.
- Encourage a vertical mix of land uses which:
 - Achieves continuity of retail activity at ground level throughout the Carlisle Street Retail Precinct, including to laneways and side streets (Camden and Nelson Streets).
 - Encourages the use of existing upper floor premises for residential and / or office activities.
 - Requires all new residential uses within a Business 1 or Business 2 zone to be above street level.
- Facilitate an activity mix, including residential, that contributes to increased night-time presence within the centre, and to the passive surveillance of streets and public spaces at all hours.
- Support land use and development which encourages CSMAC to be used as a place for locals to meet and interact, including the establishment of smaller scale cafes and restaurants outside the retail core.

- Discourage larger-scale licensed premises and the concentration of bars, taverns and nightclubs within the activity centre, to protect its primary retail role and maintain its focus on servicing the local community.
- Support the retention and establishment of a range of community services that are relevant to local community needs and which reinforces the centre's role in providing services that support higher need groups.
- Encourage the provision of space for community based uses and activities within larger-scale mixed use developments.
- Support the provision of well-located community housing within the activity centre, including as part of larger-scale mixed use developments.
- Encourage the provision of 1 bedroom units and bed sits, including within private residential developments, to increase the supply of affordable private housing.
- Require residential developments in excess of 10 dwellings to provide a diversity of dwelling sizes (number of bedrooms) and adaptable design elements.
- Maximise the provision of universally accessible housing and ensure all new dwellings are visitable.
- Require that all new dwellings constructed on sites within the activity centre (including mixed use zones), adjacent the railway line, fronting main roads, and at the interface with CSMAC, incorporate appropriate acoustic attenuation treatments. As appropriate, development applications are to be accompanied by a report from a suitably qualified acoustic consultant.

Built Form

- New development across the activity centre and adjacent residential areas will achieve architectural and urban design excellence, and will demonstrate best practice in sustainable design.
- Reinforce the fundamental urban structure and built form elements which provide the identity and legibility of the CSMAC, in particular:
 - The linear, fine grain, heritage streetscape along Carlisle Street.
 - The characteristic hard edged alignment of built form to the street.
 - A consistency in street-wall height within precincts.
 - The fine grain 'grid' pattern of streets and laneways.
 - Landmark buildings, and 'corner' and 'entry' sites.
- Ensure new development retains and enhances the built form character and cultural heritage of the activity centre, and maintains the built form diversity of its individual precincts.
- Ensure the design of new development contributes to footpaths, laneways and public spaces that are vibrant, safe and attractive places for pedestrian activity.
- Enhance, and where necessary reinstate, the laneways parallel to and connecting to Carlisle Street to achieve integration of activities through:
 - Encouraging new development to establish active uses and attractive edges to these laneways.
 - Encouraging existing shop premises along Carlisle Street to maintain or create new rear shop fronts or 'walk through' access.
- Ensure new development achieves a range of sustainable and safe built form outcomes, including building design that:
 - Enables future adaption for a variety of uses.
 - Applies Ecologically Sustainable Design Principles including:

- Measures to ensure the orientation and layout of the development makes appropriate use of daylight and solar energy.
 - Measures to capture and reuse rain water, and to reduce water consumption.
- Achieves the relevant ‘objectives’ and ‘design suggestions’ specified in the *Safer Design Guidelines* (DSE, 2005).
- Encourage developments to incorporate culturally relevant public art to contribute to place making in the activity centre.

Interface Areas

- Reconnect established residential areas to the activity centre through relocating large ‘at grade’ car parks underground.
- Require new use / development within the activity centre to re-establish residential land use or entries along Alfred Street (south side) and Marlborough Street (north side).
- Ensure new development contributes to an improved interface between the activity centre and established residential areas through providing for a transition in the scale of development.

Transport, Access and Parking

- Ensure a pedestrian focussed public realm through the design of streets and adjoining development which:
 - Creates continuous ‘active edges’ to all public spaces, streets and laneways;
 - Maximises solar access to public spaces, streets and laneways, in particular the southern footpath of Carlisle Street;
 - Maximises weather protection through continuous verandas;
 - Avoids car parking areas and service loading bays from facing public streets and spaces.
 - Ensures vehicle access is provided via rear laneways, where possible.
 - Consolidates existing and minimises new vehicle crossovers.
- Require the provision of bicycle storage and end of trip facilities (as appropriate) in association with new commercial and residential developments.
- Consolidate off-street parking and maximise the supply of car parking in locations subject to greatest parking demand.
- Require new use and development proposals to be self sufficient in on-site car parking.
- Require car parking based on the ‘empirical rate’ specified below:

Use	Empirical Rate
Shop / Supermarket	4 spaces per 100m ² net floor area
Restaurant	0.3 per seat
Office	3.5 spaces per 100m ² net floor area (unshared) 3.0 spaces per 100m ² net floor area (shared)
Dwelling:	
1 or 2 bedroom	1 space per dwelling
3 bedroom	2 spaces per dwelling

- Consider a reduction (or waiver) of car parking from the empirical rate, where proposals can demonstrate conditions that would result in a lower demand for car parking.

22.11-4 Precinct Policies10/05/2012
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As well as the general policies, the following individual precinct policies apply. Policies relate to the precincts as shown on Map 1 within this clause.

Precinct 1 - Carlisle Street Retail Precinct

- Direct new retail floor-space to sites within this precinct.
- Ensure new retail floor-space is designed to facilitate a high level of integration with the established retail strip along Carlisle Street.
- Ensure larger-scale retail premises are sited and designed to maintain, and where necessary reinstate, the prevailing fine grain of retail frontages along Carlisle, Nelson and Camden Streets.
- Discourage any dwelling use from occupying street level premises within this precinct.
- Consolidate a legible, compact and walkable retail core between Chapel Street and the Rail Bridge.
- Within the retail core:
 - Encourage the location / retention of supermarket anchors to support the concentration of retail activity, through facilitating the integrated renewal of the existing supermarket sites and adjacent at grade car parks .
 - Ensure uses contribute to a continuous active retail edge at ground level.
 - Discourage office and food and drink premises at ground level.
 - Encourage dwelling and office uses above shops.
- Encourage the concentration of personal services east of the rail bridge.
- Allow office uses at street level east of Westbury Street / Westbury Close.
- Encourage office, restaurant and specialty retail uses along the eastern side of Nelson Street.
- Encourage additional retail activity and café / restaurant uses to extend along the northern side of Carlisle Street, west of Chapel Street.

Precinct 2 - St Kilda Road Commercial Precinct

- Encourage restricted retail premises / display based retailing and office uses that benefit from main road exposure.
- Discourage shop uses, excepting restricted retail premises, unless the activity is ancillary to another commercial use on the site.
- Encourage a continuous active commercial edge along the St Kilda Road frontage.
- Allow residential uses above street level only.
- Discourage bar / tavern, restaurant and nightclub uses which do not provide daytime activity from occupying street level premises.
- Discourage the concentration of licensed premises (bar / tavern, restaurant and nightclub uses) where these may adversely impact on residential uses.

Precinct 3 - Civic and Community Precinct

- Facilitate the clustering and co-location of community services in the area west of Chapel Street.

- Support the continued and enhanced provision of community support services from the St Kilda Parish Mission site (corner Carlisle Street and Chapel Street).
- Encourage active retail use/s at street level along the south side of Carlisle Street, west of Chapel Street to the Town Hall.
- Support the development of contemporary 'Family and Children's Services Hub' at 171 Chapel Street.
- Facilitate use and development of the St Kilda Library as a key cultural hub and learning centre.

Precinct 4 - William Street Precinct

- Support the retention of existing business operations, and on-going industrial / service industrial, warehouse and specialist business uses, in the short term. Specialist business uses are those which are would not be appropriate for location within the retail precinct.
- Discourage pure office uses which are not in association with an industrial, warehouse or specialist business activity.
- Ensure new use and development contributes to the creation of new pedestrian links along Stuart and Charles Streets, to connect William Street to Balaclava Station.

Precinct 5 - Inkerman / Pakington Streets Mixed Use Precinct

- Encourage the use and development which contributes to residential and employment growth within the activity centre.
- Encourage business activities at ground level, to support a vibrant land use mix and achieve 'active edges' throughout the precinct.
- Ensure new business activities are compatible with the increasing residential role of the precinct and the amenity of nearby residential areas.
- Encourage the establishment of home-based businesses.
- Discourage shop uses, except where ancillary to another business use on the site.
- Discourage licensed premises (bars/taverns, restaurant and nightclubs).
- Incorporate building elements such as windows and balconies that offer passive surveillance of the public realm.

Precinct 6 - Chapel Street Mixed Use and Residential Precinct

- Encourage the use and development which contributes to residential growth within the activity centre.
- Encourage a high quality redevelopment of the Australia Post site (corner of Chapel Street and Brighton Road) that contributes to the site's role as a key 'entry' to the activity centre, and that delivers significant new housing with potential for commercial use or display based retailing at ground level.
- Ensure the design of buildings presents an active edge at ground level along Chapel Street, and incorporate building elements such as windows and balconies that offer passive surveillance of the public realm.
- Discourage shop uses from locating south of Marlborough Street, except where ancillary to another business use on the site.
- Discourage licensed premises (bars/taverns, restaurant and nightclubs).

Precinct 7 - Marlborough Street Interface Precinct

- Preserve the future mixed-use redevelopment opportunity at 4-20 Marlborough Street through retention of the at grade car park in the short to medium term.
- Ensure any future use and development of the site at 4-20 Marlborough Street reinstates residential use (or entries) on the north side of the street and respects the low-rise, fine-grain built form of residential properties opposite.
- Facilitate redevelopment of the station car park (44-60 Marlborough Street) for affordable (social) housing, with a range of dwelling types suitable for older persons, singles and family households, and a component of private housing addressing Marlborough Street.
- Ensure that redevelopment of the station car park (44-60 Marlborough Street) respects the heritage values and low-rise, fine-grain built form on the south-side of Marlborough Street.
- Encourage 'active edges' and the creation of a new public space orientated to the pedestrian walkway adjacent Balaclava Station.
- Incorporate building elements such as windows and balconies at upper levels that offer passive surveillance of the station environs.

22.11-5 Application requirements

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An application subject to this policy must be accompanied by the following information as appropriate:

- An Acoustics Report prepared by a suitably qualified consultant, which demonstrates the use of appropriate acoustic attenuation treatments, where a proposed dwelling is to be located within or at the interface with the activity centre, adjacent to the rail line or fronting a main road.
- A Traffic and Parking Analysis Report prepared by a suitably qualified consultant where an application is made to reduce (or waive) on-site parking.
- An Economic Impact Assessment prepared by a suitably qualified consultant, where a proposal includes additional retail floor-space exceeding 2,000 sq metres (GLFA).

22.11-6 Decision guidelines

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General

Before deciding on an application, in addition to the decision guidelines in the relevant zone and overlays, the responsible authority will consider:

- The extent to which the proposal meets the objectives of this policy.
- Whether the proposal supports the vision, strategies and opportunities expressed in the *Carlisle Street Activity Centre Structure Plan (2009)*, and the design principles and objectives of the *Carlisle Street Urban Design Framework (2009)*.

Car Parking Provision

Before deciding on an application to reduce (or waive) the provision of car parking from the empirical rate specified in this policy, the responsible authority will consider:

- Whether the proposal has demonstrated conditions that would result in a lower demand for on-site parking, having regard to the 'Conditions for Sustainable Rate' set out in the *City of Port Phillip - Sustainable Transport Policy and Parking Rates Report (Ratio, 2007)*.

Map 1: Carlisle Street Major Activity Centre and Study Area



- 1 Carlisle Street Retail Precinct
- 2 St Kilda Road Commercial Precinct
- 3 Civic and Community Precinct
- 4 William Street Precinct
- 5 Inkerman / Pakington Mixed Use Precinct
- 6 Chapel Street Mixed Use and Residential Precinct
- 7 Marlborough Street Interface Precinct
- 8 Established Residential Areas

--- Study Area Boundary

■ Activity Centre

Policy References

Carlisle Street Activity Centre Structure Plan (City of Port Phillip, 2009)

Carlisle Street Urban Design Framework (City of Port Phillip and David Lock Associates, 2009)

Port Phillip Design Manual (2000)

City of Port Phillip - Sustainable Transport Policy and Parking Rates Report (Ratio, 2007)