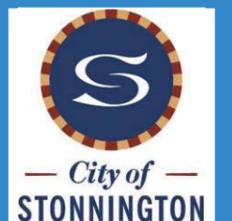


CHAPEL STREET ACTIVITY CENTRE

# CHAPEL reVISION

DISCUSSION PAPER

Prepared 4 July 2013  
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Prepared by City of Stonnington  
and **hansen partnership** in collaboration



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## 1 What is *Chapel reVision*

*Chapel reVision* is the name given to a review of the *Chapel Vision Structure Plan 2007 to 2031*, a planning strategy prepared for the Chapel Street and Toorak Road commercial areas in Prahran, South Yarra and Windsor, adopted by Council in 2007. For simplicity the area is referred to as the Chapel Street Area or the Chapel Street Activity Centre.

*Chapel reVision* is not a completely new strategy. It is a review and an update of the previous 2007 structure plan. It has taken into account changes and trends that have occurred in the area over the past five to seven years, as well as changing policies at both the State and Local Government levels. It will replace the 2007 document as Council's policy in relation to the area.

### Study area

The area to which *Chapel reVision* applies is shown in Figure 1. Figure 1 shows both a 'Study Area Boundary' and an 'Activity Centre Boundary'. The Study Area is a wider area of influence around the actual Activity Centre. Some recommendations of *Chapel reVision* may affect land in the wider study area, but it is not the principal focus of the Plan. The Activity Centre boundary represents the principal area that will be affected by recommendations from the Plan.

### Purpose of this report

This document is a discussion paper that provides background to the new *Chapel reVision Structure Plan*. It avoids the need to provide background information and a discussion of issues in the Structure Plan document itself, which will be a statement of policies and direction.

However, importantly the Discussion Paper also provides detailed actions and identifies projects required to implement the objectives and strategies contained in the structure plan. These actions will form part of a separate rolling implementation strategy for *Chapel reVision*.

Figure 1 – Study area and activity centre boundary



In addition to this Discussion Paper, a Neighbourhood Framework Plan has been prepared for a series of ten existing urban neighbourhoods/sub precincts that form the Activity Centre. The Neighbourhood Framework Plans provide an overview of existing characteristics and recommendations/opportunities to be pursued in each neighbourhood. Underlying these reports is a set of background reports that provide a population profile, development projections, transport strategy and social impact assessment of the revised strategy.

The consultant team engaged to assist Council in the preparation of *Chapel reVision* includes:

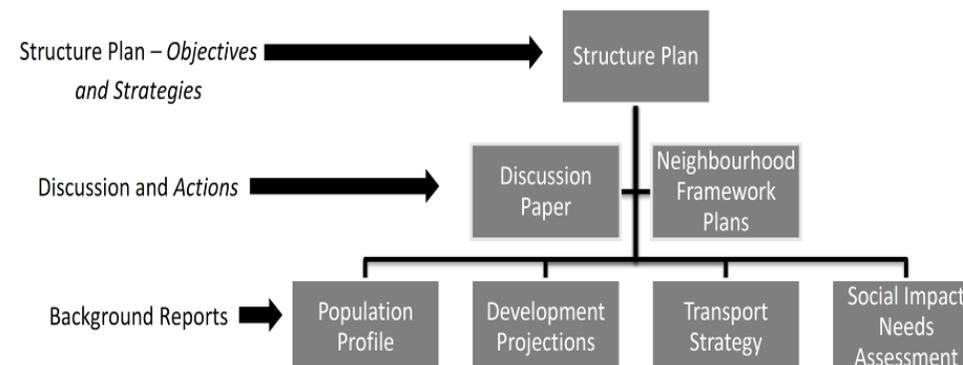
- Hansen Partnership – Planning and Urban Design
- Rothe Lowman – Architecture and Urban Design
- SGS Economics – Economics and Planning
- GTA Consultants – Sustainable Transport Approach
- Capire – Social Impact Analysis
- Glossop Planning – preparation of permanent planning controls.

### Documents comprising *Chapel reVision*

*Chapel reVision* comprises a package of studies and documents.

Background documents:

- *Chapel reVision* Population Profiling (SGS Economics, 2013)
- *Chapel reVision* Development Projections (SGS Economics, 2013)
- *Chapel reVision* Transport Strategy (GTA Consultants, 2013)
- *Chapel reVision* Social Impact Assessment (Capire, 2013)
- *Chapel reVision* Neighbourhood Framework Plans
- *Chapel reVision* discussion papers and actions:
  - *Discussion Paper* – A summary paper that distills the information derived from the background reports, and provides more details in terms of the actions required to implement the structure plan.
  - *Chapel reVision Structure Plan* – A document that provides an outline and summary of the objectives and strategies for the Activity Centre.



## 2 What has changed since 2007

### Planning policy context

The metropolitan planning strategy (*Plan Melbourne*) provides the policy framework within which *Chapel reVision* was prepared. It discusses the activity centre concept that underlies State and metropolitan planning policy, and the role of activity centres as the focal point of community and public transport networks, and as the location for considerable new development, intensification and change.

The categorisation of activity centres as principal, major and neighbourhood centres was derived from the metropolitan strategy *Melbourne 2030* which has been replaced by *Plan Melbourne*. *Melbourne 2030* identified Chapel Street in Prahran/South Yarra as a Principal Activity Centre, whilst other parts of the area such as Chapel Street, Windsor and Toorak Road, South Yarra (west end) are neighbourhood activity centres.

*Melbourne @ 5 Million* updated *Melbourne 2030* in 2008. It identified that Melbourne was growing faster than previously planned and that greater emphasis was required to be placed on policies regarding consolidation and containment, with a higher than previously anticipated number of people needing to be accommodated in established urban areas and activity centres. It placed greater emphasis on the need for employment, especially in rapidly growing areas on the fringe of Melbourne, and outside central Melbourne generally. It added a higher order category to the hierarchy of activity centres and identified the six centres of Box Hill, Broadmeadows, Dandenong, Footscray, Frankston and Ringwood as Central Activity Districts. Those higher order centres were to be a particular focus for new development and intensification, and also for government investment to aid in implementing metropolitan planning policy. It also encouraged more intensive development along major public transport services in the inner Melbourne area, like the tram network - a concept that has since been softened by subsequent amendments to the State planning policy provisions of planning schemes.

The new metropolitan strategy, *Plan Melbourne* was released in May 2014. A discussion paper was also released "*Melbourne Let's Talk about the Future*" in October 2012. The plan discusses challenges facing Melbourne over the next 40 years in a period of

'unprecedented' population growth, with the city expected to have a population of around 7.7 million by 2051.

Key concepts in the draft *Plan Melbourne* strategy include:

- A state of cities.
- Delivering a new integrated economic triangle.
- Delivering a pipeline of investment opportunity.
- Better use of existing assets.
- Protecting the suburbs by delivering density in defined locations.
- Development and urban renewal in an expanded central city at a scale not contemplated previously.
- The concept of a 20 minute city, which can be achieved by locating new housing close to services and jobs, improving the delivery of services, and improving accessibility.
- Transitioning to a more sustainable city.
- The need for greater housing diversity and particular attention to be paid to the issue of housing affordability.
- Good governance and strong partnerships.
- Nominating Prahran/South Yarra as an Activity Centre.
- Nominating Windsor and Toorak Road as Neighbourhood Activity Centre.
- Identifying the Forrest Hill precinct, South Yarra as an Urban Renewal Area.

At a more detailed level the Minister for Planning announced zone reforms in July 2012. A suite of new residential zones are now available for use and have been included in the Stonnington Planning Scheme. New commercial zones were introduced on 1<sup>st</sup> July 2013.

Particularly relevant to the Chapel Street Activity Centre, are the introduction of the new commercial zones. The intent of the new commercial zones was to provide greater flexibility and growth opportunities for Victoria's commercial and business centres, and respond to changing retail, commercial and housing markets by allowing for a wider range of uses that will support more mixed use and employment. The five existing business zones will be consolidated into two new commercial zones. The zones broaden the range of uses that can occur without the need for a planning permit and removes floor

area restrictions on retail and office uses. The Activity Centre Zone and practice note remain available for use in activity centres and continue to apply as the preferred tool.

The original *Chapel Vision Structure Plan* was prepared between 2005 and 2007 and was adopted in December 2007. As well as providing a framework for new private development, the plan included numerous recommendations and actions to be implemented by Council and other government agencies. Key achievements include:

#### Planning initiatives

- Introduction of interim planning provisions to implement *Chapel Vision* - Amendment C78 was introduced on 10 November 2010. It was initially to expire on 31<sup>st</sup> of October 2012 but an extension was granted until 31<sup>st</sup> October 2013, to enable the structure plan to be reviewed and permanent planning controls to commence.
- *Chapel Vision* local policy and reference document - Amendment C142 was approved on 25<sup>th</sup> January 2012. It introduced *Chapel Vision* into the planning scheme as a reference document and introduced Clause 21.06, which contains policy to implement elements of *Chapel Vision*.
- Introduction of new liquor licensing provisions - Amendment C159 (gazetted 2 February 2012) introduced policy restrictions to venues with a capacity of more than 200 people or premises that operate after 1am.
- Introduction of permanent planning controls for the Forrest Hill Precinct, South Yarra - Amendment C58 (gazetted 25 June 2009). Ongoing master planning for a higher quality public realm is also underway to accommodate the gradual and increasing population of the area. Key implementation initiatives include:
  - Surrey Road Park - A new park is being established on the site of the former Council depot, known as Surrey Road Park in South Yarra.
  - Chapel Street Public Domain Masterplan – Preparation of a draft masterplan for Chapel Street and adjoining streets.
  - Streetscape improvements along Chapel Street.
  - Victoria Street, Windsor (Water Sensitive Urban Design, trees, individually designed seats and paving of footpath).

### 3 What has been achieved since 2007

- Forrest Hill Precinct Public Realm and Streetscape Improvements Masterplan (2008).
- Draft Developer Contribution Plan prepared in March 2010 to assist Council in facilitating negotiated agreements in partnership with developers.
- Forrest Hill Precinct Infrastructure Development Masterplan (prepared in 2011) investigating stormwater, traffic and services.
- Implementation of the east-west pedestrian link to improve pedestrian connectivity from Chapel Street to Yarra Street and the South Yarra Station.
- Streetscape and public realm improvements.
- Conceptual and schematic designs for Daly Street and Claremont Street.
- Amendment C139 proposes to a reduced parking rate and key recommendations from the Infrastructure Development Masterplan 2011.
- Forrest Hill Precinct Rapid Social Impact Assessment (prepared in 2010).
- Princes Gardens - 288 Malvern Road was purchased in 2009 and now forms part of the skate park in the Princes Gardens. Amendment C142 introduced a new public acquisition overlay at 294 Malvern Road to expand public open space in the Princes Gardens.

#### Public realm and open space initiatives

- Union Street, Windsor (trees in grates on roadway, and paving on roadway and footpath).
- Oxford Street, South Yarra (outstand with two trees in grates at eastern end).
- Crossovers in Elizabeth Street and Grosvenor Street.
- Forrest Hill Precinct public realm improvements - Public realm improvements have been implemented in partnership with developers and the State Government. Key improvements include:

- Yarra Street node point at 7 & 9 Yarra Street.
- East / west pedestrian link between Yarra Street and Claremont Street, and partially between Claremont Street and Daly Street.
- Improvements in Claremont Street including a curb outstand at the east / west link and the installation of public art sculpture.
- Streetscape works as part of the Olsen Hotel on the corner of Chapel Street and Daly Street.
- Streetscape works to the front of 50 Claremont Street, 10 Yarra Street and 227 Toorak Road.
- Improvements along the east / west pedestrian link, in partnership with the Department of Planning, as part of the Creating Better Places program 2010-11, particularly along the south side of Daly Street.
- Gradual undergrounding of power.
- Princes Gardens - Masterplan prepared for the gardens in 2010 and a new children's playground established in 2012.
- Acquisition of land to expand the Princes Gardens.
- Prahran Market - Revitalised public square established in 2008.
- Toorak Road, South Yarra - Pole painting utilising black as a place branding initiative along Toorak Road.
- Footpath widening:
  - Along Little Chapel Street.
  - Widened footpath and active frontage as part of the Society development in Bray Street.
  - Setbacks to Grattan Street as part of the Cullen Hotel.
  - Setbacks in Yarra Street and Claremont Street in Forrest Hill.
  - Setbacks along Chapel Street, north of Toorak Road.



### Sustainable transport and pedestrian safety

- Chapel Street bicycle lane improvements - Head start boxes introduced at traffic lights in 2009 and green lanes across intersections in Chapel Street in 2011.
- Late Night Taxi Zones - Set up in Chapel Street October 2012.
- New Traffic Signals - Installed in Chapel Street north (corner of Malcolm Street) in 2011 to provide safer pedestrian environment, to improve access to the Vogue development (670 Chapel Street) and to better connect the Forrest Hill Precinct.
- New traffic signals on the corner of Alexandra Avenue and Yarra Street, South Yarra (Forrest Hill Precinct)
- Car Share Program - Car share dedicated parking bays provided in:
  - Darling Street car park, South Yarra.
  - Princes Street car park, Prahran.
  - Cato Street car park, Prahran.
  - Windsor car park, Windsor.
- 40 km/h speed limit in local streets - Limits introduced in local streets within areas bound by Chapel Street, Commercial Road / Malvern Road, Williams Road and High Street, as well as areas north of Toorak Road, adjacent to Chapel Street. 40km/h speed limits previously existed in nearby main roads including Chapel Street, Toorak Road and Commercial Road/Malvern Road.
- Vision Zero and WalkSafe Review - Sinclair Knight Merz (SKM) commissioned by the City of Stonnington to undertake a road safety analysis of two related road safety projects in Stonnington: 1) WalkSafe Review; and 2) Vision Zero for *Chapel Vision*. A number of recommendations were made as part of the study and will be considered as part of future capital works programs.
- Regional Shared Trail - Feasibility study undertaken by VicRoads in consultation with Council and VicTrack to review implementation of a regional shared trail along the Sandringham rail corridor and adjacent streets within the Chapel Street activity centre. Investigation area included connecting the trail from Alma Road, St Kilda East to Swan Street, Richmond.
- Footpath trading and awnings policy - Amendment C128 prepared and considered by a Planning Panel in 2012 as part of a comprehensive review of the Footpath Trading Code (local law), with the inclusion of a new Awnings Policy in the planning scheme.
- Wayfinding signage - Wayfinding signage demonstration project rolled out in Chapel Street in 2009.
- CCTV Camera Surveillance - Five CCTV cameras installed in Chapel Street in 2007 by the Chapel Street Traders Association to increase surveillance and safety in the area. The Victorian Government has provided a grant of \$330k in 2012 for a further 10 cameras to be installed.



## 4 How much development has occurred since 2007

.... overall

Considerable development has occurred within parts of the Chapel Street area since 2008 (the first year after *Chapel Vision* was adopted):

- Almost 2,000 new dwellings have been constructed (2008 – November 2012), an increase from 3,092 to 5,020. Residential development has been by far the most significant form of new development with an estimated 113,000 sqm of new residential floorspace having been constructed during this time.
- A net increase of around 20,000 sqm of new office / commercial floorspace, an increase from 161,364 to 181,696 sqm. This net increase is largely due to the development of a new commercial tower at 9 Yarra Street, South Yarra. Office/commercial floor space has been lost with the redevelopment of a number of existing older style office/light industrial buildings that have been redeveloped for residential and mix use purposes i.e. the former Vision Australia site on the corner of Clifton Street/High Street Prahran (now Trilogy) and the former ANZ building at 227 Toorak Road, South Yarra.
- Approximately 28,000 sqm of additional retail and hospitality floorspace. Much of that is associated with a new shopping centre as part of the Vogue development at 670 Chapel Street, South Yarra, which includes a new supermarket. The Activity Centre also includes two new hotels, being the Cullen Hotel and the Olsen Hotel.

.... in Chapel Street itself

Chapel Street itself has seen relatively little new development over the past few years (south of Toorak Road), with only one significant new building being constructed at 256 Chapel Street, Prahran. Most redevelopment has occurred behind Chapel Street in former industrial areas such as:

- Forrest Hill Precinct, South Yarra
- Jam Factory and Environs Precinct, South Yarra
- Grattan / Porter Street, Prahran
- Bang / Regent / Clifton Street precinct



## .... in Forrest Hill

Forrest Hill has experienced the most significant new development since 2008, with an estimated excess of \$2 billion of development constructed or approved.

In April 2012, eleven sites within the precinct were developed and 970 dwellings were constructed. Twenty-two of the 60 potential development sites had either been constructed or had planning approvals issued. Two additional sites were subject to review at VCAT. Approximately 2,722 dwellings are expected to be constructed in the area given existing dwellings and permits granted, with 1,758 either under construction or being subject to a permit that has been issued. Examples of new development include:

- Vogue: 670 Chapel Street - dwellings (501); office (16,000sqm); shopping centre (discount department store and full line supermarket; 31 storeys).
- Olsen Hotel: 637 Chapel Street - 16 storey hotel; 22 rooms.
- Ilk: 227 Toorak Road - 25 storeys; 345 dwellings; 726 sqm of retail.
- 7 and 9 Claremont Street - 20 storeys; 123 dwellings; office and retail in 16 storey commercial building.
- 50 Claremont Street - 21 storeys; 169 dwellings.
- Lilli: 12-14 Claremont Street - 16 storeys; 154 dwellings.
- Society: 7 - 13 Simmons Street & 12 Ellis Street South Yarra - 242 dwellings; licensed restaurant (503 sqm); 10-13 shops.
- Clara: 34A Palermo Street South Yarra (former Surrey Road Depot Site) - 156 dwellings; 13 storeys.
- 77 River Street, South Yarra - 215 dwellings; 16 storeys.





#### .... in Prahran

Prahran has experienced relatively moderate rates of new development. Development has occurred in the Bang Street precinct in Porter/Grattan Street. Examples of key developments include:

- Trilogy: High Street. Anchor place; 7-12 storeys.
- Tusk: 42 Porter Street - 136 dwellings, 7 storeys.
- 46-49 Porter Street - 46 dwellings; 5 storeys.
- 8 Porter Street - 56 dwellings; 4 storeys.
- Nero: 14-16 Grattan Street Prahran - 39 dwellings, 360 sqm of offices.
- Cullen: 162 Commercial Road Prahran - hotel (151 rooms); restaurant (200 seats); shops (235 sqm); 7 storeys.
- Greville Street: rear of 110-136 Greville Street - 56 dwellings, 7 storeys.
- 136-152 Commercial Road - 151 dwellings; retail (750sqm); food and beverage premises (60 seats); 9 storeys.

.... in Windsor

Development in Windsor has been occurring in residential side streets off Chapel Street, on larger lots not affected by a heritage overlay. Many of those sites are outside of the boundary of the activity centre. Examples include:

- 152 Peel Street Windsor - 46 dwellings; 6 storeys.
- Coco: 266 - 272 High Street Windsor - 68 dwellings; 105 sqm of shops, food and drink premises (25 seats); 5 storeys.
- James Street, Windsor - 2 storey office.



## 5 Further pressures for change are expected by 2031

The Chapel Street area is a desirable location to live, to work, to visit and to invest. Considerable new development and change has occurred over the past 5 years. The outlook for the area over the next twenty years is for a continuation of this high level of development and interest.

Some of the key pressures for changes that are expected over the next 20 years include:

- An additional 13,644 people living in the area. An increase from 5,999 in 2011 to 19,643 in 2031.
- An additional 7,189 dwellings (increase from 3,529 in 2011 to 10,718 in 2031).
- An additional 31,000 sqm of retail floorspace. An increase from 87,500 to 118,500 sqm.
- An additional 115,200 sqm of commercial / office floorspace. An increase from 95,500 to 115,200 sqm.
- An additional 49,500 sqm of hospitality floorspace i.e. restaurants, bars, hotels etc. An increase from 37,500 to 87,000 sqm.

This level of development will nearly double the existing floorspace of buildings currently located in the Chapel Street area. This is a significant level of redevelopment. The number of people shopping and visiting the area, the number of pedestrians and people using public transport, the number of cars using the roads, will all increase in a similar proportion.

The structure plan aims to provide a framework to accommodate the increased level of activity including the needs of people living, working and visiting the area.

### Chapel Street Activity Centre – Estimated Floorspace Requirements

	2011	2021	2011-21	2031	2011-31
Retail	87,500	110,000	22,500	118,500	31,000
Commercial	95,500	157,500	62,000	210,700	115,200
Hospitality	37,500	67,000	29,500	87,000	49,500
<b>Total</b>	<b>220,500</b>	<b>334,500</b>	<b>114,000</b>	<b>416,200</b>	<b>195,700</b>

### Chapel Street Activity Centre – Estimated Retail Floorspace in each Precinct

	2,011	2,021	2011-21	2,031	2011-31
South Yarra	23,000	28,500	5,500	37,000	14,000
Prahran	60,000	75,500	15,500	75,500	15,500
Windsor	4,500	6,000	1,500	6,000	1,500
<b>CSAC</b>	<b>87,500</b>	<b>110,000</b>	<b>22,500</b>	<b>118,500</b>	<b>31,000</b>

Source: SGS Economics and Planning – *Chapel reVision* Development Projections Background Report, November 2012

Forecasts id of VIF 12 (Stonnington and *Chapel Vision* areas)

CHAPEL VISION STRUCTURE PLAN AREA		2011	2021	2011-21 Change	2031	2011-31 Change	% of COS change (2011-31)
Forrest Hill	Average household size	1.85	1.86	0.01	1.83	-0.02	
	Dwellings	262	2224	1962	3474	3212	24.0
	Total Population	451	3816	3365	5933	5482	24.0
Prahran	Average household size	1.6	2.08	0.48	2.09	0.49	
	Dwellings	1439	2439	1000	2789	1350	10.1
	Total Population	2221	4876	2655	5598	3377	14.8
South Yarra	Average household size	1.92	1.95	0.03	1.94	0.02	
	Dwellings	1636	2868	1232	3958	2322	17.4
	Total Population	2935	5208	2273	7161	4226	18.5
Windsor	Average household size	2.02	1.93	-0.09	1.97	-0.05	
	Dwellings	192	312	120	497	305	2.3
	Total Population	392	595	203	952	560	2.4
<b>Chapel Vision Structure Plan Area</b>	<b>Average household size</b>	<b>1.79</b>	<b>1.96</b>	<b>0.17</b>	<b>1.95</b>	<b>0.16</b>	
	<b>Dwellings</b>	<b>3529</b>	<b>7843</b>	<b>4314</b>	<b>10718</b>	<b>7189</b>	<b>53.8</b>
	<b>Total Population</b>	<b>5999</b>	<b>14495</b>	<b>8496</b>	<b>19643</b>	<b>13644</b>	<b>59.6</b>
<b>City of Stonnington (id)</b>	<b>Average household size</b>	<b>2.16</b>	<b>2.12</b>	<b>-0.04</b>	<b>2.09</b>	<b>-0.07</b>	
	<b>Dwellings</b>	<b>47,585</b>	<b>55549</b>	<b>7964</b>	<b>60,956</b>	<b>13371</b>	<b>100.0</b>
	<b>Total Population (ERP)</b>	<b>99,113</b>	<b>113105</b>	<b>13992</b>	<b>122,002</b>	<b>22889</b>	<b>100.0</b>

Source: id Consultants June 2013

## 6 What the community thinks

Council has undertaken community and stakeholder consultation as part of the preparation of *Chapel reVision*. The aim was to understand community perception of the Chapel Street area, how it should change in the future, and how effective *Chapel Vision* has been in guiding the planning and development in the area to date.

The most important issues identified included:

- keeping heritage buildings
- restoring heritage buildings
- improving car, bicycle and pedestrian congestion
- enhancing the public realm

Parking was raised as an issue, but not as one of the most important issues.

Other issues identified as important were:

- High-rise buildings and concerns that construction of multi-storeyed, poorly designed, and characterless apartments and flats did nothing to enhance or contribute to a sense of immediate community.
- Retaining the diversity of businesses and entertainment venues and a view that the street should be for everyone and represent the diverse interests of all people who actually live in and visit the area, not just one age group.
- Cleanliness, alcohol / safety, particularly binge drinking and the need for stricter control of venues.
- The need for cultural facilities and open areas suitable for community and cultural events and gatherings, and activities such as street markets, entertainment events, music etc.

The things people identified as needing to change included:

- less traffic
- improve pedestrian and bicycle movement
- attracting more unique stores
- improve quality of bars and restaurants
- reduce the number of bars
- improve vacancy rates
- Cato Street car park
- overall urban form

The things people identified as important to preserve included:

- the three train stations
- parks and community facilities – South Yarra Siding, Grattan Gardens and Princes Gardens
- Prahran Market
- Prahran Central
- Cato Street car park
- Coles supermarket
- Maples building
- University site in Windsor
- Melbourne Bowling Club
- Presentation College

Neighbourhoods identified by the community were generally consistent with the localities of South Yarra, Forrest Hill, Prahran and Windsor that are embodied in *Chapel Vision*. In addition a number of smaller sub-precincts were seen as being identifiable within each of those wider areas/precincts:

- Chapel Street, South Yarra, between Commercial Road and Toorak Road – Distinguished by its upmarket and distinctive shopping, with the Jam Factory and Prahran Market being the heart.
- Windsor - High Street to Dandenong Road – Distinguished by its diverse shops, distinctive alternative culture, grungy and cool urban feel, independent stores, op shops, restaurants and cafes. Windsor Railway Station and the University site in Windsor are seen as the heart.
- Chapel Street, Prahran from Greville Street to High Street – Distinguished by its innovative shops and restaurants and relaxed cafes, with the Prahran Town Hall and Greville Street being the heart.
- Commercial Road and High Street – Due to the large supermarkets and other 'convenience' retail and services in the area, such as the Prahran Library and Prahran Town Hall. The supermarkets, JB HiFi and the Prahran Town Hall were seen as the heart.
- Chapel Street from Alexandra Avenue to Toorak Road – Seen as a different area due to predominantly residential apartments, with less street traffic and not much activity at street level. The heart was seen as being the Vogue Plaza and the Como Centre.

Perceptions about the sense of 'place' associated with the centre included both negative and positive observations:

- Superficial, boring, dull, tired, neglected, shallow, moody.
- Outgoing, brash, eclectic, energetic, funky, mobile, outgoing, confident, large hearted, inclusive, culturally diverse, educated, and versatile.

The Vision Statement from *Chapel Vision (2007)* was seen as still being relevant, though in need of some tweaking. Phrases such as 'liveability', 'vibrant place', 'sustainable place' and 'creative place' were seen as important as were terms such as 'social and cultural inclusion', 'high quality, amenable public spaces'.

*“Chapel Street is a prime example of a street that would be revitalised by excluding motor vehicles. Driving north to south or south to north along Chapel St is extremely slow, so its value as a thoroughfare is limited.*

*Traders are always concerned that excluding cars may damage their business, but the opposite is generally the case. A good example would be Dublin's Grafton Street, which once consisted of two narrow footpaths and a roadway for traffic. Once pedestrianised, it became the major shopping hub.*

*A Chapel Street with only trams running along it has the potential to be a vital thriving centre that buzzes with life and commerce, instead of being choked as it is now.*

*Access via public transport is excellent, with 3 railway stations, several tram routes and buses.*

*Obviously there are logistical and political issues associated with such a move, but it is worth considering.”*

*“I love this precinct, what I would love to see is that independent and interesting stores, restaurants and bars have a significant presence. That's what makes a place a destination...otherwise it's just about convenience. And it gives it personality, it would be sad for it to go like Acland St and*

Initiatives/comments made by some of the government agencies spoken to include:

- Encouraging more sustainable transport.
- Increasing water sensitive urban design.
- Considering future community service needs, particularly in light of the demands of an increased population.
- Wider consideration for transport and land use integration instead of taking a case by case approach.
- Planning controls should not be prescriptive.
- Consideration of how developments are supported by services i.e. public transport.
- Opportunity to tighten up height controls in planning scheme.
- Develop strategic principles to direct the introduction of new controls.
- Introduce maximum parking provisions per dwelling as opposed to minimum requirements, and this may change depending on the need of each neighbourhood.
- The stormwater system can cope with more development.
- The Melbourne Metro Link may include South Yarra.
- Activate side streets and lanes with different uses to disperse traffic off Chapel Street.
- The Chapel Street tram link is one of the lowest patronised because of how slow moving it is due to traffic congestion.



## 7 Issues that have arisen since 2007

The following issues have arisen in the implementation of *Chapel Vision* since 2007.

### General

- Too much emphasis on land use and built form, rather than on the number of people that will live, work and visit the centre, on the level of activity that will be generated by them, and on the things that need to be done to accommodate that increased activity in an appropriate manner.
- Lack of differentiation between the neighbourhoods/smaller sub-precincts that make up the wider Chapel Street area, the threat of homogeneity throughout the Centre as new development occurs, and a loss of the diversity and character that makes the Chapel Street area such a popular destination.
- Decreasing diversity of uses throughout the Centre.
- Displacement of small businesses by new high density residential developments that have resulted in a net loss of commercial floor space, employment and diversity.
- The need to enhance the diversity and resilience of the centre through a greater focus on achieving a higher degree of mixed-use (retail / hospitality/commercial/housing) developments.
- How to best manage the projected increase in retail floor space – more centrally managed complexes or more emphasis on diversity?
- How to achieve a better balance between new population and new jobs in the area, as despite a very high forecast demand for office employment, the current market preference seems to be for residential apartments.
- Opportunities to grow smaller businesses serving the local population.
- Lack of diversity in the housing stock.

### Public spaces, connections and public-domain art:

- The importance of a high-quality public realm – parks, village squares, plazas, ‘micro-spaces’, pause points, pocket parks, streets, lanes, and pedestrian pathways.
- Need to identify opportunities for new public spaces and connections and to develop a plan or strategy for acquisition.
- Formal acknowledgement of the lack of public open space in this part of the municipality through the Public Realm Strategy.
- Lack of trees in streets within the Activity Centre, particularly former light industrial areas.

### Infrastructure

- Over the next 20 years growth is expected to nearly double the floorspace provided in the centre. However, new development generally makes little if any contribution to the cost of the new infrastructure that will be required as a consequence of that new development.

### Transportation / traffic / car parking:

- Chronic traffic congestion exists in Chapel Street and the adverse impact of this on accessibility to the centre by public transport.
- The overreliance on Chapel Street for a wide range of functions and the need to rationalise its role in order to operate more effectively in the future (i.e. footpaths for pedestrians, parallel parking, cars, trams, bicycles).

### Planning controls:

- The over-reliance on the singular measures of building height and setbacks to control new development.
- The absence of a clear rationale for the current interim planning controls that currently exist in the planning scheme, especially building heights and setbacks.

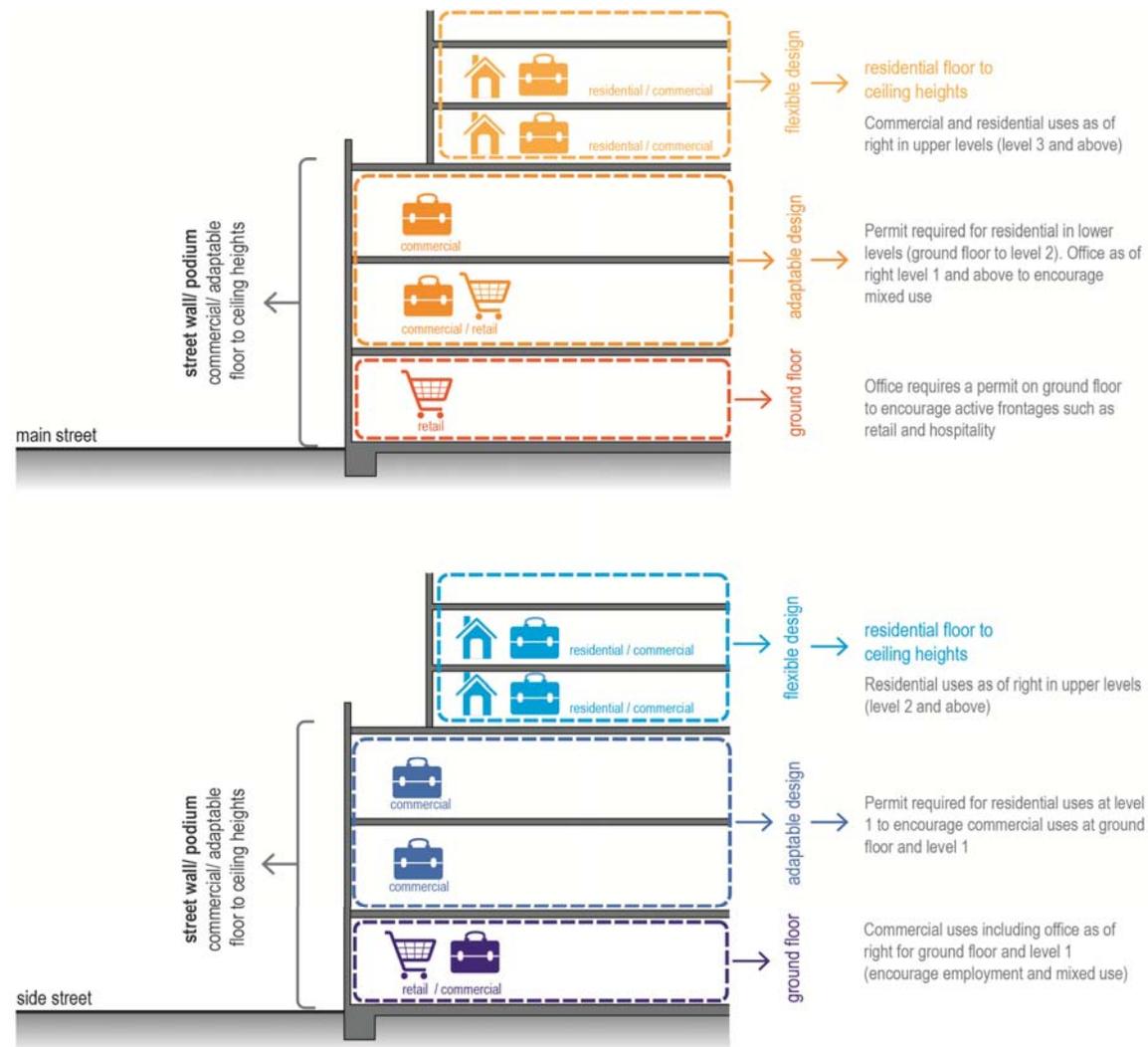
- The lack of decision guidelines that allow planners and developers to determine in what circumstances it might (or might not) be appropriate for buildings to exceed stated building heights, or whether in some case buildings should in fact be less than the preferred maximum building heights.
- The expectation that building heights / setback are as-of-right and can be built to in all circumstances.
- The absence of an effective means of achieving a wider mix of uses (i.e. residential and commercial/employment) or a greater mix of dwelling types (size and affordability).
- Too much attention in the design and assessment of individual buildings on individual sites, and a lack of attention to buildings in the context of the precinct in which they are located, the relationship to existing and future neighbouring buildings, and the contribution a building will make to the streetscape, the skyline and the street level amenity of the area. The net community benefit of a proposal needs to be considered.
- The need for better design guidance in relation to the relationship and separation between buildings, internal amenity and outlook, especially in areas where significant levels of new high density development is occurring (particularly residential development) on relatively small and constrained sites.
- Inconsistencies between interim planning controls and Council's Heritage Policy and guidelines.
- Lack of policy guidelines and requirements to create a more pedestrianised environment at ground level, as areas transition from light industrial to mixed use (fight for space). The net community benefit to the area should be considered as part of every proposal.



## 8 Initiatives in *Chapel reVision*

The following initiatives have been introduced or given greater emphasis in *Chapel reVision*, compared to the original *Chapel Vision Structure Plan*:

- **Neighbourhood Framework Plans** - Greater recognition of the varying roles of neighbourhoods within the overall Activity Centre, planning policies and controls, public realm and community initiatives to reflect and reinforces those differences. Implementing the recommendations from the Neighbourhood Framework Plans.
- **Considerable potential for new development and intensification** - A built form outcome that guides opportunity for the Chapel Street area to accommodate the very high levels of demand forecast to occur over the next twenty years, which anticipates the Centre nearly doubling in floorspace.
- **Building heights and setbacks** - Tallest buildings in Forrest Hill, with opportunity for a taller building on the north/east corner of Dandenong Road and Chapel Street. Lesser and varied heights along Chapel Street depending on heritage qualities – context, site, response and design. Considerable opportunity for development behind Chapel Street, provided sensitive interfaces to adjoining residential areas can be achieved.
- **A revised Activity Centre Boundary** - Some sites, particularly along main roads and some residential areas removed to enable a translation into the Activity Centre Zone to respond to the recommendations of Chapel reVision.
- **Better design of buildings and relationships between buildings** - Adaptation of the Moreland Higher Density Design Code to provide improved guidelines for all new development within the Activity Centre, to improve the relationship and spacing between taller buildings, internal amenity, communal open space, street level amenity and character.



A vertical mix of uses encouraged within buildings - with commercial uses at street level and in low levels of buildings

- **A better balance of employment and dwellings** – More emphasis on retaining and creating employment in the Centre to balance the dominance of a high number of dwellings being created, by encouraging more adaptive and flexible building designs, as well as employment generating uses at street level and in the podium or lower levels of buildings throughout the centre, with a particular focus on Forrest Hill to provide more of a true mixed use outcome.
  - **Retail at street level in Main Streets and Greville Street** - Retail and related uses at street and first floor level in all main streets and Greville Street.
  - **Retail and commercial uses at street level in all side streets** - To increase the opportunity for retail and employment throughout the Centre generally.
  - **Small or narrow sites** - The realisation of a built form response to the identified preferred/mandatory maximum envelopes outlined in the *Chapel reVision Structure Plan* is contingent on the relevant constraints of the site, in particular the size, dimension and conditions of the site and its surrounds. While the identified maximum built form and scale parameters have been underpinned by comprehensive built form analysis in accordance with Practice Note 60 (Height and setback controls for activity centres), and detailed appraisal of the identified objectives and outcomes for each precinct and neighbourhood within the Activity Centre, the maximum heights are not achievable on every site, particularly smaller sites and/or those constrained in terms of size, dimensions (width and depth) or any other relevant reason which applies. The building heights provide adequate flexibility for sites to be amalgamated in order to achieve the identified maximum built form, including a response to achieving mixed use outcomes.
- Smaller or constrained sites are challenged to achieve orderly layouts and acceptable solar access and internal amenity. As such, this provides an incentive to encourage amalgamation of sites and a responsive design, including embracing the fine grain character of the area. Where smaller or constrained sites occur, varying degrees below the maximum building envelopes will be the appropriate response. This will be assessed on a site by site basis, and on the merits of a proposal.
- **Retail or commercial uses in the podium or lower levels of building** - To provide more space for employment uses throughout the centre.
  - **Adaptable building design** - To provide flexibility for the lower level of buildings to be used for either commercial or residential purposes, over time.
  - **Flexible floor layouts for apartment buildings** - To enable a mix of alternative dwelling types and sizes, and to allow dwelling configurations to change over time.
  - **Section 173 Agreements** - To prevent owners' corporation rules prohibiting a change of use in the lower level of buildings, or the reconfiguration of apartments in longer term.
  - **Activity Centre Zone** - Application of an Activity Centre Zone to the whole of the Centre as a permanent planning control, to better integrate land use and built form policies and controls, and to better reflect the future character outcomes of the different neighbourhoods that make up the centre.
  - **Walking, cycling, public transport** - Greater emphasis on walking, cycling and public transport and a reduced emphasis on cars and car parking.
  - **Improved public spaces** - Greater emphasis on improving the public realm throughout the centre.
  - **Community services and facilities** - The need for a community impact assessment to be undertaken to identify additional community services and facilities that will need to be provided to accommodate the additional population forecast to occur in the area.
  - **Key sites** - Increased emphasis on the public benefits to be achieved from the development of key public places throughout the centre such as the Cato Street car park, Windsor Station surrounds, South Yarra Station precinct etc.
  - **Encourage reduction of onsite car parking as part of development;** or provide car parking underground to ensure street level or lower level of the podium are efficiently/effectively used for commercial/employment uses.
  - **A place based approach to new development** by encouraging reuse or adaptation of buildings which are contributing to the creation of a sense of place / identity.

## 9 Role and function of the Activity Centre

### 9.1 Discussion

#### Many places within the one centre

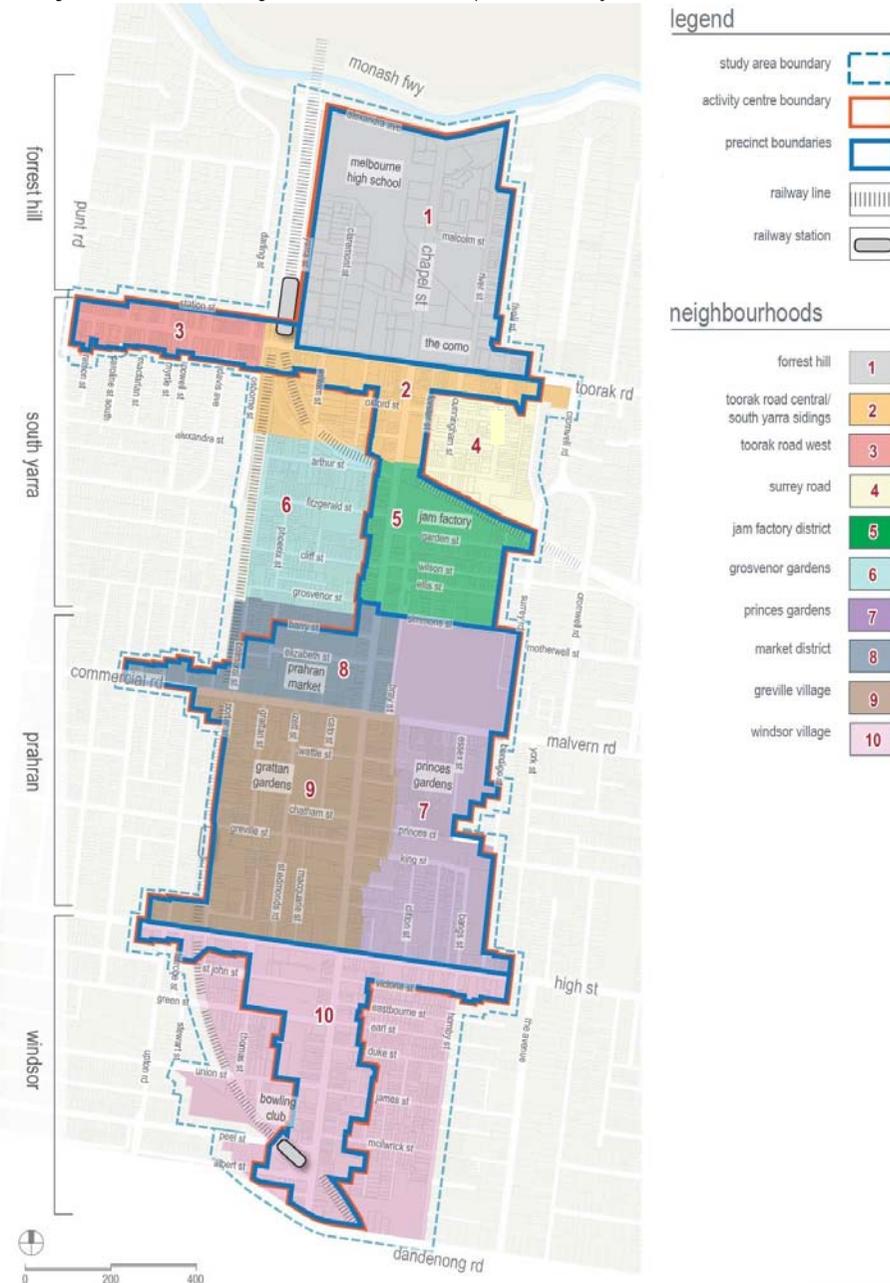
Chapel Street itself is the main feature of the Activity Centre. However, it is a very long street that comprises a number of different precincts/localities such as Windsor, Prahran, South Yarra and Forrest Hill. There are also distinctly different sub-precincts or neighbourhoods at the rear of Chapel Street and the other main streets that provide a network of sub-precincts that form a 'framework' for the Activity Centre. These sub-precincts are distinguished by the different communities that live in them and are attracted to them, the type of uses that exist, and the scale and the history of the buildings they contain.

The Municipal Strategic Statement contained in the Stonnington Planning Scheme defines different roles for different parts of the wider Chapel Street area:

- Prahran, South Yarra (including Forrest Hill) - is identified as a Principal Activity Centre, with a regional role of accommodating larger scale retail uses, complementary entertainment uses, and goods and services to meet every day and speciality needs.
- Toorak Road, South Yarra and Chapel Street, Windsor - are identified as larger Neighbourhood Activity Centres catering for everyday needs and for wider speciality markets.

As part of *Chapel reVision* a detailed assessment has been made of the existing attributes of the area, the precincts and neighbourhoods within it, and opportunities for the future. To consider the different areas that intrinsically make up 'Chapel Street' and to respond to the future planning needs of the activity centre, a separate background document titled *"Neighbourhood Framework Plans"* has been prepared to expand upon the key planning themes emerging from the *Chapel reVision Strategy* and to inform the Structure Plan and offer recommendations/opportunities for the permanent planning controls and for a future rolling implementation strategy.

Figure 2 – Precincts and neighbourhoods within the Chapel Street Activity Centre



Detailed Framework Plans are available in that document for each neighbourhood. The discussion, maps and plans describe the characteristics of the neighbourhoods. They also identify opportunities and recommendations to be pursued in the implementation of the Structure Plan at the neighbourhood level.

### Roles and functions

The roles and functions performed throughout the Chapel Street area are many and varied:

- It is a regional **retail, entertainment and tourist centre**, which also has local precincts within it which perform a neighbourhood role to the surrounding residential population.
- It is a metropolitan destination for **hospitality and entertainment** activities and is the home of many and varied types and qualities of restaurants, cafes, bars, clubs and hotels.
- It is a destination for **tourists and visitors** for its shopping and entertainment functions, as well as for those seeking a true 'Inner Melbourne' experience, and is attractive to local visitors as well as to visitors from interstate and overseas.
- It is a major **employment centre**, offering a wide range of employment, not only in the retail and hospitality sectors, but also in both conventional and more creative and innovative professions and industries.
- Over the past 5 years it has been one of Melbourne's fastest growing inner city **residential** areas, primarily for private residential apartments, but is also a metropolitan focal point for social housing.
- It has a strong **education** role, with primary and secondary schools within or close to the centre and a tertiary institution, with students benefitting from the high level of public transport services that run through the area.
- It is a **municipal civic centre** and centre for local **community and cultural** services and facilities for residents of the City of Stonnington and the surrounding residential areas.
- It is located close to major **hospital and medical facilities** and provides a service role for staff, patients and visitors to those facilities.

- It is a metropolitan **public transport** interchange, being at the junction of two railway lines and numerous intersecting tram and bus routes.
- It forms part of a **broader network** of diverse main-street Activity Centres in the inner suburbs of Melbourne.

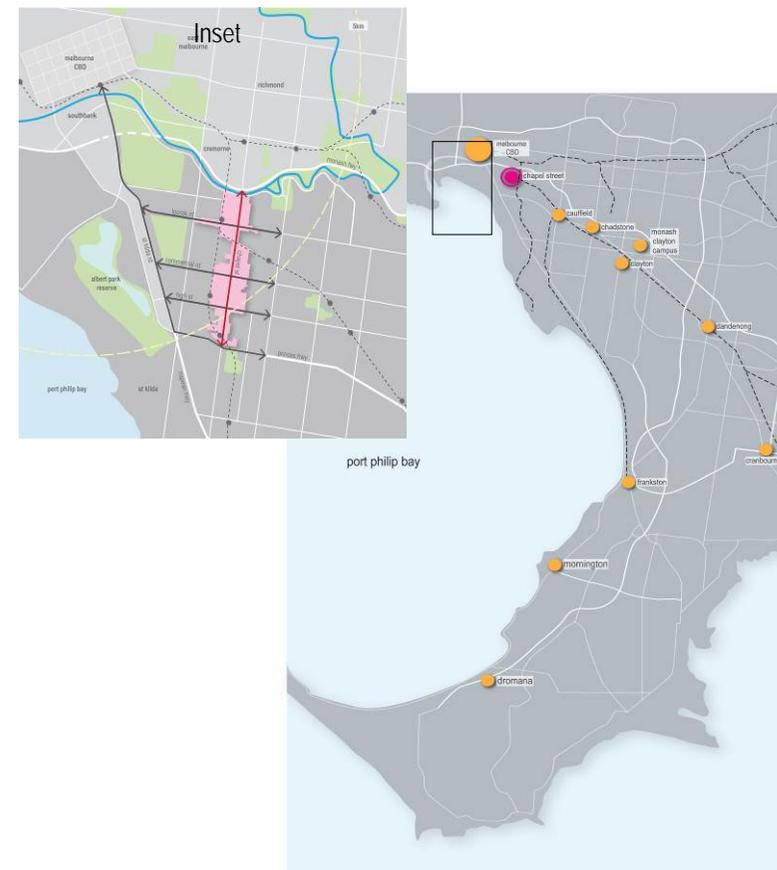


Figure 3 – Chapel Street in its metropolitan context

## Retail

As identified in Council's Economic Development Strategy 2012 to 2016:

*"There are serious challenges in the global economy which are providing an uncertain macro environment."*

*"Overall economic conditions in Australia are subdued and consumer confidence is weak, which is particularly noticeable in retail."*

*"There is a rise in online shopping, which has the potential to change strip shopping streets."*

*"As consumers change their shopping habits, change in the retail sector will follow with the reorganisation of retail space and the retail mix. Retail analysts predict there will be an increase in food, entertainment and services like massage and beauty, which the internet cannot provide. There will also be a rise in boutique retailing and 'showrooms' which will allow internet consumers to touch and feel the online product."*

*"The challenge is for bricks and mortar retailers to rethink their current transaction driven business model in order to add new value to the physical retail experience. The opportunity is less about transactions and more about creating valued customer experiences and customer relationships".*

The Economic Development Strategy identified that:

*"...it is important that provision is made for flexibility and diversity within the Stonnington Planning Scheme to allow for change of use and a more efficient use of vacant shops and shop tops."*

The Chapel Street area, with its heritage and character qualities, fine grain and the rich diversity and interest it provides, is unique and is particularly well placed to respond to and thrive as a metropolitan retail, entertainment and tourist destination in years to come. In relation to retail and hospitality uses, it is anticipated that the following demand for additional floorspace will exist over the next 20 years:

- An additional 31,000 sqm of retail floorspace. An increase from 87,500 to 118,500 sqm.
- An additional 49,500 sqm of hospitality floorspace i.e. restaurants, bars, hotels etc. An increase from 37,500 to 87,000 sqm, which is more than double that which presently exists.

The majority of the increase in retail floorspace is anticipated to be located in the Prahran and South Yarra areas.

### Chapel Street Area – Estimated Retail Floorspace in each Precinct

	2,011	2,021	2011-21	2,031	2011-31
South Yarra	23,000	28,500	5,500	37,000	14,000
Prahran	60,000	75,500	15,500	75,500	15,500
Windsor	4,500	6,000	1,500	6,000	1,500
Chapel Street Activity Centre	87,500	110,000	22,500	118,500	31,000

Source: SGS Economics and Planning – *Chapel reVision* Development Projections Background Report, November 2012

## Residential and commercial development



Much of the new development that has occurred in the Chapel Street area over the past 5 years has been residential. Almost 2,000 new dwellings have been constructed from 2008 to November 2012, comprising an estimated 113,000 sqm of new residential floorspace. This compares to a net increase of around 20,000 sqm of new office space, which is approximately one sixth of the amount of residential floorspace developed in that time. Much of the housing provided has been in a relatively narrow market segment focussed on smaller apartments.

Whilst economic assessments undertaken for *Chapel reVision* identify a very significant 'demand' for office and other employment uses in the Chapel Street

area, recent market trends and forces are placing a higher value on residential development than on office or commercial development - hence the predominance of residential over other forms of development in recent times.

In terms of demand versus supply for development capacity for dwelling units, the estimated development capacity for housing in the Activity Centre represents a 25 to 50 years supply. There is ample capacity for the housing market to work efficiently in the Activity Centre, that is, competitive market outcomes, including pricing of units, are unlikely to be compromised by limited land supply in the foreseeable future.

For sustainability and lifestyle reasons there are strong planning policies aimed at achieving both diversity in the type and size of dwellings provided, and also a mix and relative balance between residences and jobs. Balancing population and employment is a policy that is increasingly reflected throughout State planning policy. It is addressed in

*Melbourne 2030*, with the emphasis placed on activity centres as mixed use nodes that provide high levels of employment, as well as housing. The planning emphasis on employment is reinforced in *Melbourne @ 5 Million*, particularly in relation to rapidly growing residential areas on the fringe of Melbourne. The discussion paper on the new metropolitan strategy "*Melbourne let's talk about the future*" (October 2012) places priority on employment as a key driver of future metropolitan planning policy. It identifies the inner areas of Melbourne as job rich locations.

The zoned based planning system that has traditionally existed in Victoria has been largely exclusionary, in that it has favoured one type of land use over others. This approach has changed over time to a more flexible arrangement of 'mixed use' allowing zones, particularly in activity centres. The benefit of 'mixed use' zones is the flexibility they provide to accommodate market and consumer preferences. A disbenefit is that cyclical market trends favour one land use over another, meaning that the very mix of uses encouraged by mixed use zones may not occur. This is not necessarily a disbenefit if the buildings constructed are flexible enough to accommodate alternative uses as demand changes into the future. However, this is not the case with most contemporary buildings, which are purpose designed to quite strict tolerances to meet the needs of one particular use. It could be argued that the former Victorian buildings which line our main streets, with taller floor to floor heights have lasted the test of time as they were adaptable spaces.

The report "*Tomorrow's suburbs*" (Grattan Institute, September 2012), addresses the issue of the lack of flexibility for future change that is being built into cities today compared to the past. It strongly advocates for the use of mixed use planning policy to provide for flexibility. It also advocates for more adaptable buildings, which provide flexibility for buildings, or floors of multi-level buildings, to be used for different purposes over time. It identifies three principles that make buildings more adaptable (p31):

- *Independent layers* – making the component parts or layers of buildings independent of each other, and keeping the structural layer independent of the internal layout i.e. avoiding internal load bearing walls, grouping wet areas and services etc.
- *Space to change* – providing a little extra space in the design of the building i.e. floor-to-ceiling heights.
- *Accessibility* – for people at every stage of life and with all levels of mobility.

Rather than using an exclusionary zoning approach to create a more balanced mix of land uses and flexibility for change in the future, *Chapel reVision* seeks to address this issue by encouraging new buildings to be more adaptable to change into the future. Particularly on the second and third levels of a building, this will generally require increased floor to floor heights, and the consideration of 'independence' in the design of the structural parts of a building, as well as to accessibility.

Options also involve planning policies, guidelines or controls that either encourage or require the street level of buildings and the lower levels of buildings, such as the podium level, to be used for commercial/business related uses that generate employment opportunities. This could include a range of uses such as retail, restaurants, cafes, offices, workshops, studios, creative industries and the like. Planning controls could be drafted to allow such uses to be as-of-right in the lower levels of buildings, while making accommodation uses discretionary. This would mean that the lower levels of buildings could not be used for accommodation unless a planning permit was granted.

This is considered critical in the Chapel Street area to ensure that the opportunities to achieve a relative balance in the mix of people both living and working in the area can be achieved over time.

### Residential 'crowding out' and balancing housing and jobs

A successful and resilient Activity Centre is one which provides a strong mix of opportunities to the community by increasing population density, inducing economic development and providing a hub of activity and culture. Planned well, an Activity Centre can provide enormous benefits to businesses, residents and the wider community.

The Chapel reVision Structure Plan provides a great opportunity to not only enhance one of Australia's prime retail destinations, but to advance the key urban renewal objectives of current metropolitan planning strategy - Plan Melbourne. Chapel Street is fortunate in that it has traditionally contained a diverse range of active, unique business groups with significant synergistic impact on the wider regional economy. It is also very well serviced by public transport. As economic activity is increasingly attracted to areas possessing an effective combination of retail, commercial and residential uses, Chapel Street should be a leading example of successful activity centre development in Melbourne.

A study undertaken by SGS Economics and Planning in May 2014 has found, however, that despite the potential of the Activity Centre to attract all types of investment, residential development is out-pricing commercial activity, and between 2006 and 2011, resulted in the displacement of over 600 jobs from the Activity Centre. As a consequence, intervention is recommended to achieve a greater balance between residential development and jobs through the use of planning tools such as the Activity Centre Zone (ACZ) to provide the opportunity for industries and employment floorspace provisions for all new developments, and active frontage within main streets, side streets and laneways.

The implementation of a land use zoning tool rather than policy or overlays can tailor land use by triggering the need for a planning permit to consider the use of residential land use within the first three levels of development. These applications can then be assessed on their merits and on a site by site basis by being subject to implementing policy objectives and decision guidelines for the area.

### An intelligent and creative workforce

The world economy has been in a state of economic uncertainty for some time and this is anticipated to continue into the future. The impacts on Australia of a fragile international economy are reduced demand for raw materials, goods and services provided by the Australian economy. Ongoing investment and activity in the mining sector, and responsible fiscal management has cushioned the Australian economy from the global financial crisis and has resulted in a higher Australian dollar. A high Australian dollar further impacts on the export of goods and services, as well as the cost for overseas tourism and education in Australia, which are key sectors of the economy. It has particular impacts on the manufacturing industry. Repositioning the economy and finding new jobs in different economic sectors will be a significant challenge for the Australian economy moving forward.

As identified in Council's Economic Development Strategy 2012:

*"The industries of the twenty-first century will depend increasingly on the generation of knowledge through creativity and innovation." (p10)*

*"Creative industries include fashion, information technology, graphic design, computer gaming, music, film and video production, media related services, and performing arts, along with allied businesses which link to those industries. The*

*concentration of creative industries in inner Melbourne has been identified through Inner Melbourne Action Plan (IMAP) as a competitive advantage for the region and an opportunity for future growth.*

*There is an opportunity for the City of Stonnington to turn this competitive advantage into economic performance. The digital creative sector (which blurs the line between information, communication and technology) is an area which could be further developed to drive employment and local exports.” (p26)*

The Chapel Street area is particularly well placed to provide a cluster for creative jobs. SGS Economics and Planning have acknowledged this in the background report to this document that it is a lively, exciting, interesting and convenient destination, located at the apex of a very significant pool of skilled and creative people living and working in the inner south and south-east suburbs of Melbourne.

Other sections of this document have identified the need for a greater balance between the amount of housing provided in the Chapel Street area and the number of jobs provided. They have also identified the need for adaptability and flexibility in building design so that floorspace and tenancies are provided that are, or can be, adapted to suit the needs of businesses and employment. In addition there is a need for an increased focus on business support, business development and promotion of the Chapel Street area as a creative business hub.

The initiative to provide this form of adaptable floor space within new development/buildings and works is proposed as part of *Chapel reVision* and will be monitored to inform the next review of the *Chapel Street Structure Plan*.

### Amenity

As more people live and work in the Chapel Street area, and as the metropolitan and hospitality / entertainment role of the Centre continues to grow, greater attention will need to be given to managing amenity issues that occur when different uses coexist in close proximity to each other. In the past, amenity issues have particularly focussed on the late night trading and hospitality role of the Centre, and its increasing role as a residential area.

In order to retain the attractiveness of the Centre as a place to live, appropriate and expected levels of residential amenity need to be achieved. This can be achieved by focussing major and larger retail, commercial and entertainment / hospitality uses along the main streets (including Greville Street), underground and in key hubs such as the Jam Factory, Como and a revitalised Cato Street area. There is benefit in encouraging business uses (generally) at street level and in the lower levels of mixed use buildings in the side streets and laneways throughout the centre. However, business uses in such locations should be managed to ensure appropriate levels of amenity for residential properties. This can be done by managing the type of use, its scale, and its hours of operation. Furthermore, improving the quality of design of residential apartments i.e. Inclusion for acoustic treatments to glazing to improve reflection of noise into habitable living spaces.

## 9.2 Actions

Objectives and strategies for the Chapel Street area are provided in the *Chapel reVision Structure Plan*. Detailed actions required to implement the objectives and strategies identified in the structure plan include the following:

### General

1. Facilitate new high quality and well designed development in a responsive built form that will provide the opportunity for considerably more people to live and work within the Centre. This will significantly increase the demand for shopping, hospitality, entertainment and other uses and services, and support the vitality of these uses into the future.
2. Retain and enhance the heritage qualities and valued character elements of the Centre, in particular Chapel Street as the key corridor that defines the area and provides a sense of place, as well as Greville Street, Toorak Road (West) and the other parts of the Centre that have heritage qualities. It is these elements that 'distinguish' the Chapel Street area from other activity centres and which will be fundamental in providing the 'unique customer experience' that will be necessary for the metropolitan shopping and entertainment roles of the Centre to evolve through changing market and economic circumstances. New development and change must ensure it does not erode the core attractor being the Chapel Street sense of place and identity.
3. Improve pedestrian and public transport access to the Centre by reducing traffic congestion that presently exists in Chapel Street in particular, during both the day and at night (see Chapter 11).
4. Improve the quality of the streets and public spaces throughout the Centre, to increase its attractiveness appeal and functionality for people using the Centre (see Chapter 12). The street will form as an extension to the living rooms of its residents.
5. Manage and facilitate an appropriate range of other complementary land uses such as civic cultural, community, employment and residential, to retain and strengthen the appeal of the Centre to a broad range of people at the local level, and extending to the metropolitan level and beyond.

6. Encourage the activation of side streets and laneways to increase passive surveillance and as lower order rest areas, and to provide more opportunities for smaller creative business uses (due to lower rents than on main streets), that generate employment and which cater to the leisure and social needs of the resident and local community, with consideration to residential amenity.

### Retail

1. Introduce tailored planning controls that encourage the main streets of Chapel Street, Toorak Road, Commercial Road / Malvern Road, High Street and Greville Street, to continue to function as primary retail streets, with a predominance of shops and other complementary active uses at street level and within the lower levels of mixed use buildings (including shop-tops).
2. Introduce flexible but tailored planning controls to encourage increased opportunities for smaller creative businesses to locate within shop tops along main streets, off the main streets, in the side streets and laneways predominately at ground level and in the lower levels of mixed use buildings - be they shops, offices, workshops, studios etc – provided that they address or do not adversely impact on residential amenity.
3. Establish new and reinvigorated laneways and links as a new environment for commercial activity and pedestrianisation through an increase in setbacks and widening of existing laneways.





Figure 4 – Street level uses

## Housing

1. Introduce flexible but tailored planning controls that allow residential uses as-of-right above street level and above the podium or lower level of buildings throughout the entire Activity Centre, but with restrictions on dwellings at street level and in the podium or lower levels of buildings.
2. Preparing planning guidelines for flexible apartment design, based on the following framework:
  - Submission and approval of alternative floor plans, at the planning permit application stage, for larger developments (i.e. 10 or more units) that do not provide diversity in dwelling size or configuration.
  - Both sets of plans will be approved as part of a planning permit application process.
  - No penalty to be incurred in relation to car parking requirements for the alternative set of plans, with the lower rate of car parking preferred.
3. In relation to social housing:
  - Maintain, and where possible, increase the existing number of social housing dwellings within the Activity Centre, without any net loss of public open space.
  - Advocate to State Government to investigate opportunities for a mix of social and community housing, high quality public open space, and community services on Office of Housing sites within the centre.
  - Consolidate the provision of community services, in particular children's services on the Horace Petty site including childcare, kindergarten and adventure playground.
4. In relation to affordable housing:
  - Consider affordable housing in the Activity Centre as part of a future Housing Strategy which is developed by Council or the State Government.
  - Explore opportunities for community and / or affordable housing on Council and State-owned or managed sites.
  - Investigate the use of development contributions and voluntary provision of community or affordably housing as part of new housing developments.

5. Investigate opportunities to make better use of existing at-grade public car parks, either by undergrounding car parking, or by enclosing car parking within new developments with residential or mixed use, and / or open space or community uses above. Particular opportunities exist in relation to the Windsor, James Street, Darling Street, Cato Street and Elizabeth Street car park sites.



### A balance of jobs and housing

1. Introduce flexible, but tailored, planning controls that allow business uses (i.e. uses that generate employment) as-of-right at street level and in the lower levels of buildings throughout the centre, subject to the following distinction:
  - At street level in main streets and Greville Street – retail and related and entertainment and hospitality uses.
  - At street level in side streets and laneways – Business uses generally including shops, cafes, offices, workshops, studios, etc – provided that they do not adversely impact on residential amenity. Uses will be permitted as-of-right subject to the size of the use and hours of operation.
2. Provide flexibility for whole floors of a mixed use building to be used for offices without the need for a planning permit, even if they share common access at ground level with residential floors above.
3. Encourage adaptable building design to accommodate alternative uses, in accordance with the following guidelines:
  - The ground level of all buildings within the Activity Centre, and either all levels within the base (or podium) of a building, or at least the first level above ground level in a taller building that does not have a base (excluding car parking levels), is to be designed to allow adaptability for use for either residential or commercial purposes.
  - Council will facilitate adaptable use by encouraging the use of the lower rate of any two car parking requirements of the options submitted when considering alternatives as part of the original planning permit approval.
  - Encourage a diversity of floorspace and tenancy types and areas at street level within the Activity Centre and in the podium or the lower levels of buildings, suited to businesses ranging from small scale cost conscious start-ups, to smaller creative business and those engaging in the new economy, to medium sized and larger corporate offices.

4. Consider economic factors within the development of planning controls and consideration to the associated development rights provided to heritage buildings which provide a valued “volume” of floor space within the Activity Centre for small scale businesses to avoid the displacement of these businesses, which contribute to the sense of place and provide an eclectic range of uses. For example, areas such as Chapel Street, Windsor and Greville Street, Prahran.
5. Support setbacks into private development which provide for a new address and economy by widening laneways to the rear of Chapel Street, particularly in Windsor, to cater for new higher density development and to encourage commercial activity off main streets.





## Hospitality

1. Support the late night functions of the Centre and manage them in a way that ensures they recognise other more sensitive uses, such as the growing number of residential apartments, throughout the area and in the surrounding established streets and surrounding residential areas.
  2. Continue to apply Council's Licensed Premises Policy and implement the requirements of the "Late Night Liquor Licence Trading In Chapel Street: Measurement of Saturation Levels" incorporated plan.
  3. Continue to address issues relating to entertainment and hospitality uses including, but not limited to:
    - behaviour impacts on safety and amenity;
    - relationship to mixed use development and licensing enforcement;
    - licensed venue management; and
    - public and private transport, with the purpose of achieving the sustainable growth and management of entertainment and hospitality uses and ensuring the amenity impact on residential areas adjacent to the centre area its surrounds are minimised.
  4. Develop local planning policy tools to outline and guide suitable locations, configurations and operating hours for licensed premises, dependent on location and amenity considerations, to assist in licensed venue management and decision making.
  5. Encourage a range of night-time activities and uses that broadly address local social and entertainment needs.
  6. Promote drug and alcohol free entertainment.
  7. Better manage existing entertainment venues that are causing amenity issues.
  8. Locate new entertainment venues at established entertainment 'hubs' such as the Jam Factory and Como, and the new emerging hub to be focussed on the Cato Street car park, where parking and immediate access from venues to vehicles, acoustic buffering to residential areas, safety, and traffic management can be more readily moderated to minimise impacts on residential neighbourhoods.
- 
- A photograph of a woman in a vibrant, colorful outfit, including a large red floral headpiece and a multi-colored skirt, playing a ukulele on a city street at night. The background is blurred, showing city lights and other people, suggesting a lively urban environment.
9. If not located in the entertainment hubs referred to above, restrict entertainment and hospitality uses with late night operations to underground locations on the main streets of Chapel Street, Toorak Road, Commercial / Malvern Road, High Street and Greville Street, provided active frontages are provided for the day time retail activity. They should not abut the existing residential streets.
  10. Toorak Road to the east of Chapel Street - Promote the area as an 'Eat Street' that builds on the potential for higher density development in the area, the existing critical mass of cafes and restaurants, and which is well serviced by public transport.
  11. Toorak Road to the west of Chapel Street – Encourage a modest representation of cafes and restaurants aligned with the needs of the local neighbourhood, commuters and the emerging employment and residential district of Forrest Hill.
  12. Ensure that the type of entertainment or hospitality venue proposed area appropriate for the location, having regard to the immediacy of residential uses and the suitability of the site for both indoor and outdoor facilities, where required.

### Amenity

1. Consider the level of amenity relevant to be expected in various parts of the Activity Centre, based on the following categorisation, which is presented in terms of higher to lesser level of amenity expectation:
  - Residential zoned land abutting and around the Centre.
  - Side streets and laneways throughout the Centre.
  - Main streets and Greville Street.
  - Designated major retail and hospitality hubs.

The characteristics of a use to be taken into account in determining amenity effects include:

- Nature of the use i.e. office, shops, café restaurant, bar etc.
- Level and type of activity it generates i.e. employees, clients, shoppers, patrons and customers etc.
- Hours of operation.
- Size of the use in terms of floor area.
- Whether or not licensed.
- Management of staff and patrons whilst both onsite and offsite.

### Translation to the Activity Centre Zone

#### Activity Centre Boundary

Criteria for determining an Activity Centre Boundary is outlined in Practice Note 56 – Activity Centre Zone (ACZ).

In summary four Activity Centre Boundaries have existed during the life of structure planning and development of planning controls for the Chapel Street Activity Centre since 2007. A summary is outlined in the table below:

Activity Centre Boundary	Change
<i>Boundary A: Chapel Vision</i> adopted 2007 – boundary as shown on page 28 of the <i>Chapel Vision Structure Plan</i> .	Boundary established for <i>Chapel Vision</i> - no guidelines in place such as Practice Note 56 or the ACZ Victorian Planning Provision available in 2007
<i>Boundary B:</i> Boundary as outlined in the Prahran/South Yarra and Windsor interim DDO7 introduced via Amendment C78.	Boundary A extended to enable translation to interim control (DDO7 above existing zoning)
<i>Boundary C:</i> Boundary as outlined in Draft <i>Chapel reVision</i> 17 February 2014.	Include areas around boundary B within existing commercial zones to be included in the proposed and preferred zone for the centre (ACZ). Include some other sites and remove some residential areas to enable an accurate translation to the preferred zone and to respond to the recommendations of <i>Chapel reVision</i> .
<i>Boundary D: Chapel reVision post stage 3 consultation</i> - revised Activity Centre Boundary as proposed by this <i>Chapel reVision</i> and shown in Figure 1	Remove properties in residential use and a heritage overlay in parts of McIlwrick Street Windsor and rezone these to a Residential Zone.  Remove parts of the railway reserve from Commercial Road to Argo Street.
<i>Boundary E: Chapel revision</i> post Council adoption of the Structure Plan and Planning Policy Panel Victoria Process	Inclusion of 11 Lincoln Place, Windsor inside the Activity Centre Boundary given zoning anomaly

Furthermore, reasons for altering the Activity Centre Boundary in *Chapel reVision* include:

- Reinforces use of an ACZ as the most appropriate tool for such a large Activity Centre and demonstrates Council's aim to include sites with existing commercial land uses in line with Practice Note 56 – Activity Centre Zone.
- The ACZ can detail requirements to deliver on key recommendations from *Chapel reVision* which the Commercial 1 Zone does not provide (i.e. encourage mixed use, commercial uses at lower levels of buildings and more adaptable buildings through higher floor to floor heights).
- To acknowledge sites which will be contributing to additional growth within the Chapel Street area, including the allocation of varying density and building across the centre, including lower building height requirements to sensitive locations such as Chapel Street Windsor and Greville Street Prahran.
- Consistency in the zoning and requirements for commercial areas in close proximity to the activity centre boundary as defined in *Chapel Vision 2007*.
- To provide guidance on building heights and setbacks, including transitional arrangements to the adjoining residential interface on commercial sites near Chapel Street.

The development capacity identified during the development of *Chapel reVision* can be adequately accommodated within the proposed Activity Centre Boundary (SGS Economics Memo supply/demand for housing in the Chapel Street Activity Centre, 2014).

### Study Area Boundary

The study area boundary has been amended to remain consistent with the boundary as identified for the ten neighbourhoods in the Activity Centre. The study area mainly differs from the revised Activity Centre boundary by including three residential neighbourhoods which abut the Chapel Street Activity Centre. The key recommendations from the structure plan will apply to land only within the Activity Centre Boundary.

### Sites in existing dual zones and rezoning to an Activity Centre Zone (ACZ)

Land consolidation has occurred over time, and as a result there are sites within the Activity Centre which are in dual zones (usually a commercial and residential zone). Rezoning to the ACZ would require the implementation of one zone over the entire site in most cases (some sites included and others removed). This may affect the location of the Activity Centre Boundary. The Heritage Overlays which apply may also need to be refined to align with property boundaries.

### Public Use Zone and Public Park and Recreation Zone

To enable the translation of a number of zones within the centre to an ACZ, it is recommended that sites within the Public Use Zone remain in this zone. Some rezoning may be required from a Public Use Zone to a Public Park and Recreation Zone for Council owned sites which are already parkland, and other areas nominated PPRZ and anomalies corrected.

If land in a Public Use Zone is sold to a private owner, this land must be rezoned prior and will be subject to a separate study and planning scheme amendment process.

### Director of Housing owned sites

The opportunity exists to include all office of housing sites within the ACZ to better integrate these sites within the Activity Centre. These sites include:

- The Horace Petty Estate at 267-271 Malvern Road and 1-23 Surrey Road, Prahran
- The Bangs Street Estate at 1-21 Bang Street, Prahran
- The Essex Street Estate at 2-16 Essex Street, Prahran
- King Street Estate at 25-27 King Street, Prahran

This will enable commercial uses at ground level within these sites and activate street frontages where necessary. In accordance with Practice Note 56, the Development Plan Overlays which applies to these sites can be incorporated into the ACZ. Further consideration should be given to this when developing the ACZ and to determine if the length of the zone is manageable to integrate this overlay. A masterplan for these sites must be developed in consultation with Council.

### Incorporated Plan Overlay (IPO)

A schedule to the incorporated plan overlay applies for Late Night Liquor Licence Trading in the Chapel Street Precinct to measure saturation levels. It is recommended that this IPO is not incorporated into the ACZ to reduce the complexity of ACZ which will cover a large Activity Centre area.

### Key Strategic Development Sites and Response Sites

Several key strategic development sites are identified within the Activity Centre. These sites carry the potential to be redeveloped in ways which positively contribute to the area. A series of objectives or requirements apply to these sites as identified in the Neighbourhood Framework Plans, however further strategic work i.e. an urban design framework or masterplan in consultation with Council should be prepared for these sites prior to permit application.

Response sites are defined as sites which offer the opportunity to provide a positive response as the area undergoes transition to higher density. The response is usually associated with a net public benefit associated with the increased development capacity under the new zoning. This may include a new pedestrian link, footpath widening etc.

### 9.3 Projects

1. Investigate the use of development contributions and voluntary contributions for the provision of community and affordable housing within the Activity Centre.
2. Investigate opportunities to better use existing at-grade public car parking areas for new or mixed use development above and / or open space or community uses with alternative parking solutions.
3. Prepare permanent planning controls that incorporate the initiatives identified within this section.
4. Prepare planning guidelines for adaptable building design for buildings, and flexible floor layouts for apartment buildings.
5. Develop local planning policy tools to guide the location, characteristics and hours of operation of licensed premises.
6. Incorporate tailored land use provisions in into the planning scheme that distinguish between retail and hospitality uses on main streets (and Greville Street) as well as side streets and laneways, as described above.

## 10 Built form

### 10.1 Discussion

#### Heritage

As identified in the Heritage Precinct citation for Chapel Street:

*Chapel Street is one of the most important shopping strips in Victoria. Most of its buildings date from one of three periods: its initial surge of development in the 1860s; the 1880s and 1890s after the development of the cable tram routes in Chapel Street and its cross streets; or from the emporium development stage of 1900-15. The street can be considered as three distinct but related areas: the two storey, largely boom-era streetscapes between Malvern Road and the former Jam Factory, in South Yarra; the dense streetscapes of shops, civic buildings and Edwardian emporia between Malvern Road and High Street, Prahran; and the more modest Victorian and Edwardian retail development in Windsor, to the south of High Street.*

The Chapel Street area contains many fine civic and institution buildings, emporia, residential and industrial buildings of individual heritage merit. Key individually significant buildings include the Prahran Town Hall, the Prahran Market, the Rechabites Hall, the former South Yarra Post Office, Pran Central, Windsor Station, the Big Store, the Jam Factory and the Maples Store.

In addition there are numerous lower grade heritage buildings that contribute significantly to the heritage qualities and streetscape character of the Chapel Street area, particularly to Chapel Street itself, Greville Street and Toorak Road. Most of these buildings are covered by a heritage overlay.

There are also many buildings developed during the eras mentioned above that for technical heritage classification/assessment reasons cannot be included into a heritage overlay but still contribute towards a highly valued sense of place and identity. The intent of this strategy is not to allow all these “contributing” buildings to be replaced by new development, but to provide the opportunity for the ongoing and reuse of these buildings.

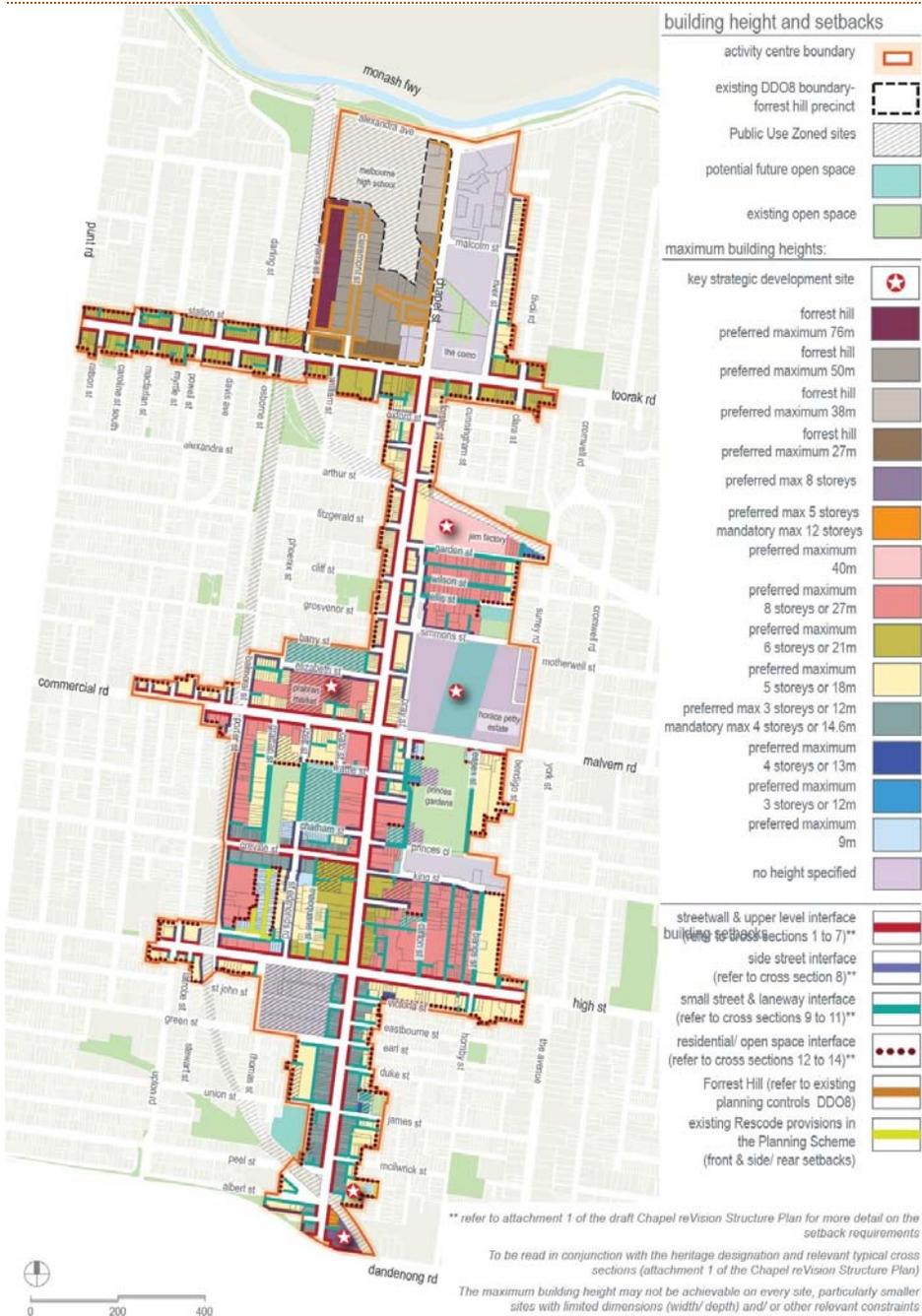
Buildings in Chapel Street have changed considerably over time as older buildings have been destroyed, removed or replaced, and as new buildings from various eras have been added or altered. In most cases the size and volume of newer additions have been of ‘similar’ proportions to the earlier buildings, meaning that whilst considerable change has occurred it has not fundamentally impacted on the heritage qualities and character of the area, as new buildings have not ‘dominated’ the older building stock which marked earlier phases of development.

#### *From.....Heritage Citation for Chapel Street*

*... Chapel Street Prahran was the former Civic and retail core of the street for some decades before the construction of the emporia and the reinvention of the street as a 'shoppers' paradise'. ... The immense size of the emporia between High Street and Commercial Road is an intact and evocative reminder of this phase of Melbourne's development, and these buildings form an outstanding streetscape ...*

*... Windsor developed earlier than most other sections of Chapel Street and this area retains some of the earliest buildings in the street often dating from the 1850s and 1860s ... Buildings in this section of Chapel Street are frequently more modest in scale and adopt a simpler architectural demeanour recalling Georgian antecedents.*

*... Chapel Street, South Yarra largely comprises substantially intact streetscapes of shops dating from the boom of the 1880s. Some later buildings contribute to the character and significance of the streetscape, most notably the unusual Edwardian retail group (403 – 409A) and the Jam Factory group ... Some modern infill has been constructed locally ...*



In principle, current day buildings in activity centres have the potential to be multi-storey and considerably higher and more prominent than in previous eras. However, taller buildings have the potential to have a considerably greater impact on the heritage and streetscape qualities of the main streets than more modestly proportioned infill buildings from previous eras.

Preserving the valued heritage attributes of the Centre is seen as critically important to retaining the Centre's sense of place, identity and distinctiveness and its ongoing economic success. Heritage and contributing buildings are important attributes which add to the Activity Centre's branding, visitor experience and characteristic of the area.

The grading of heritage buildings adopted Stonnington City Council is as follows:

- A1 graded - National or State importance.
- A2 graded - High local significance.
- B graded - Well preserved and substantially intact representatives of particular periods or styles, which demonstrate key historical themes of a heritage precinct.
- C graded - Reasonably intact representatives of particular periods or styles, or substantially altered but part of a largely intact precinct.
- Ungraded buildings - Non-contributory to the heritage significance of a heritage precinct.

Although some buildings are ungraded and others are not part of the heritage overlay, yet a building constructed in the early 1900s, these buildings are considered to continue to add to the area's sense of identity/place and character. These buildings should be encouraged to be retained and reused, however a proposal to demolish this valued stock should demonstrate how the new building will improve the character of the area.

The majority of buildings in Chapel Street between the two railway lines are A or B listed buildings, hence the heritage significance of Chapel Street in particular, and also of Greville Street.

Having regard to the character and qualities of different parts of Chapel Street, a different heritage and built form response is considered appropriate in various parts of the Centre:

- Chapel Street, Windsor – Has some of the oldest intact (1 to 3 storey), fine grain heritage built form, with relatively few modern or more dominant intrusions. It is considered the most sensitive heritage streetscape along Chapel Street and the one to which justification of higher level of planning control over new development should be exercised.
- Chapel Street, Prahran – Contains the most significant individual heritage buildings, especially on its west side between the Town Hall and Commercial Road. It has a considerably more diverse built form character than Windsor, given the varied height and scale of individually significant heritage buildings (some are equivalent in height to a 6 to 8 storey contemporary building). It is considered to be a more robust heritage streetscape with a relatively greater potential to accommodate new infill development, and one in which a relatively lesser level of control and some additional flexibility can be exercised, in comparison to the Windsor part of the street, particularly on its western side.
- Chapel Street, South Yarra – Whilst retaining a similar building height to Windsor (i.e. 1 to 2 storeys), it has an extraordinary collection of boom era buildings, but with a mix of contemporary 2 storey buildings on larger / wider sites.
- Toorak Road – Presently has a similar scale and quality to Chapel Street Windsor, but has been subject to more recent development pressure, with some approvals to around 6 storeys set back to the rear part of properties fronting Toorak Road.

These characteristics of the heritage qualities inform the opportunity for protecting existing value of streetscapes and new infill development throughout the Activity Centre.

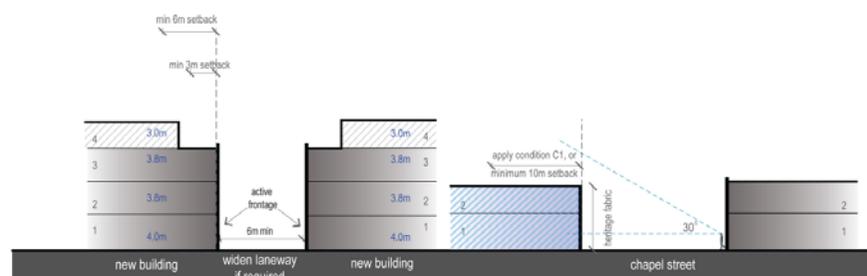
Implementing the heritage policy and heritage guidelines as part of the assessment of planning permit applications

The intent of *Chapel reVision* is to retain key heritage elements of a heritage building and not to cause 'façadism', which is generally discouraged by the heritage and planning profession. The implementation of the heritage policy and heritage guidelines can be further considered as part of an amendment which introduces permanent planning controls. A 'one size fits all' minimum setback requirement cannot be achieved for buildings within a heritage overlay. A case by case assessment of heritage buildings is

required and this may result in increased setbacks to upper levels, beyond the 'minimum' requirement outlined in *Chapel reVision*.

Heritage buildings are considered important within the Chapel Street Activity Centre, as these buildings contribute to the areas identity and sense of place. However, heritage buildings are classed by significance. Sites graded A1 and A2 are considered differently to buildings classified B and others with a C grading. It is recommended that a heritage assessment is prepared by a suitably qualified heritage consultant and reviewed by Council to address the proposed approach for the building envelope, design and approach to retaining the necessary heritage fabric to implement Council's heritage policy and heritage guidelines as part of the planning permit application process.

potential response to new development  
in a heritage precinct



Note:  
To be read in conjunction with the building heights & setbacks map  
4m ground floor to floor height: retail floorspace  
3.8m floor to floor height within podium levels : adaptable floorspace  
3m floor to floor height above podium levels : residential  
The maximum building height may not be achievable on every site, particularly smaller sites with limited dimensions (width/ depth) and/ or other relevant constraints

## New development

In relation to new development a balance is required in the Chapel Street area. There are strong planning policies that promote urban consolidation and containment, and encourage high density housing and the concentration of retail, entertainment, employment and other uses in Activity Centres that are well serviced by infrastructure, services and public transport, such as the Chapel Street area.

There are equally strong policies to ensure that new development responds to its context in terms of urban character and cultural heritage, and recognises, responds to and protects cultural identity, neighbourhood character and sense of place.

Demand estimates prepared for *Chapel reVision* identify the growth potential for up to one million square metres of additional floor space over the next twenty years within the Activity Centre. That would nearly double the amount of floorspace that currently exists within the Chapel Street area.

The built form outcomes for the Centre as outlined in this chapter have been determined based on the following:

- Supply and demand capacity work undertaken by SGS Economics and Planning
- Comprehensive built form analysis as required by Practice Note 60 – height and setback controls for Activity Centres
- A review of existing interim planning controls and of development approvals, developments on the ground, and VCAT decisions since 2008.
- The current State Planning Policy Framework.
- Demand estimates for new development in the Chapel Street area over the next 20 years.
- Comprehensive three dimensional computer modelling of built form for the entire Activity Centre to ascertain and assess ability to meet and exceed capacity requirements.
- Heritage and neighbourhood character considerations.

- Extensive on site walking inspections and meetings of all parts of the study area by the design and planning teams involving external, independent consultants and Council officers to ground truth and confirm the built form guidelines identified.
- Ongoing working group meetings and workshops.
- Desktop reviews and urban design analysis.
- Built form review meetings.
- Desktop GIS and 3D model analysis.

## Supply and demand for housing – capacity analysis

SGS Economics and Planning has undertaken several assessment on whether the Chapel reVision Structure Plan and revisions to the plan (adopted Plan) will provide for sufficiently competitive market conditions in the housing sector. A memo was prepared to provide an updated capacity assessment of the centre to provide the latest understanding of the alignment between supply and demand within the centre..

*Chapel Street Activity Centre capacity analysis results*

	Stock	Raw capacity				Net capacity			
	2011	MRS	DofH	Other	Total	MRS	DofH	Other	Total
Forrest Hill	1,240	3,200	0	3,030	6,230	3,160	0	3,010	6,170
Prahran	3,370	1,300	3,400	4,460	9,160	1,110	1,340	4,370	6,820
South Yarra	420	760	0	3,460	4,220	760	0	3,430	4,190
Windsor	320	180	0	1,760	1,940	180	0	1,730	1,910
<b>CSAC</b>	<b>5,350</b>	<b>5,440</b>	<b>3,400</b>	<b>12,710</b>	<b>21,550</b>	<b>5,210</b>	<b>1,340</b>	<b>12,550</b>	<b>19,100</b>

Source: SGS Economics and Planning, June 2014

A total net capacity of **19,100** is identified in the Chapel Street Activity Centre. A number of assumptions to derive this figure is outlined in the SGS analysis.

SGS have concluded in their study that there is an estimated development capacity for housing within the centre to represent between 25 and 50 years supply, and that there is ample capacity for the housing market to work efficiently in the area; that is, competitive market outcomes, including pricing of units, are unlikely to be comprised by limited land supply in the foreseeable future.

### Built form premise

The overall built form envisaged for the Centre is based on the following philosophy:

- From a metropolitan perspective – The Chapel Street area, will generally have a building height and form that is relative to its historic mainstreet context, character and cultural associations of the area, with the centre being noticeably different from other nearby higher order activity centres and inner city development precincts such as the Melbourne Central Activities District, Docklands, Southbank and St Kilda Road. However, the Forrest Hill precinct has been strategically identified to carry higher density development compatible to these other inner city development precincts. This built form premise is reinforced by the traditional linear main street nature and focus of commercial development in Chapel Street adjoined by a residential hinterland (as distinct from CBD grid), the heritage and character qualities of the area, the comparatively fine grain of lots and buildings in many parts of the area, and the comparatively narrower width of many side streets and lanes that run off the main streets, and their residential character in parts.
- Forrest Hill – At the northern gateway to the centre, Forrest Hill presently has the tallest buildings in the study area and will continue to do so in the future. The built form of Forrest Hill was determined as part of Forrest Hill Structure Plan 2005 and Permanent Planning Controls introduced in 2009. Forrest Hill forms part of *Chapel reVision* and will be absorbed by the proposed Activity Centre Zone.
- Chapel Street (overall) – Should generally have a fairly consistent 3 to 5 storey street wall to respond to the heritage and character of the principal ‘main street’ within the Activity Centre and provide a street interface which responds to a pedestrian scale. Opportunity to vary the height and setbacks along the length of the street, behind the street wall could be provided in a sensitive manner to reflect and reinforce the existing heritage and built form context, as well as the future character and role identified for different parts of the street. However, the key focus for new development and higher built form should not be on Chapel Street, but on sites behind Chapel Street, or former light industrial sites which can carry the additional capacity and change with less impact on the valued heritage and character streetscapes that contribute to the area’s unique cultural identity and sense of place which will economically continue to position and brand the Centre in the future. The overall height along the length of the street must be considerably less than in the Forrest Hill precinct, in recognition of the heritage and character qualities of the Chapel Street spine. The continuous width of upper level building forms should also be limited, with separation between taller building elements to reduce the impact on the streetscape and provide interest and variety. Variations within the length of Chapel Street include the following:
  - Chapel Street, Windsor (between Dandenong Road and High Street) – a relatively lower and less intense built form above the existing street wall (a preferred maximum of 3 storeys and a mandatory maximum of 4 storeys), with no flexibility to exceed designated maximum building heights, and little flexibility to reduce designated minimum setbacks for upper levels, except where a positive heritage and streetscape outcome would result. This level of control is considered appropriate given the comparatively intact and fine grained heritage streetscape that exists along this part of Chapel Street, which almost exclusively includes heritage buildings of 1 and 2 storeys, and it being a recognised and designated local neighbourhood centre compared to other parts of Chapel Street. Chapel Street, Windsor contains the oldest buildings in Chapel Street and has historically accommodated more modest in scale buildings in this section. An exception could apply to the triangle of land on the north-east corner of Dandenong Road and Chapel Street, which is identified as a key strategic development site. However, provision must be made to ensure this site-specific scale and response from development does not ‘creep’ into some of the most valued parts of the Activity Centre.
  - Chapel Street, Prahran (between High Street and Commercial Road) – A relatively higher and more intense built form above the street wall compared to Windsor (up to 6 to 8 storeys), with some flexibility to exceed designated heights on larger sites (existing or consolidated) or to reduce front setbacks behind the street wall, depending on the context of adjoining buildings, and where positive heritage and streetscape

outcomes would result. This includes some flexibility for higher buildings to allow for a floor-to-floor height that can accommodate a range of uses in the future. Generally higher, more dominant and more mixed built form and setbacks exist within this central section of Chapel Street. This part of the street has a greater ability to accommodate more intense form of infill development than to Chapel Street north of Commercial Road and to Chapel Street, Windsor, south of High Street.

- Chapel Street, South Yarra (between Commercial Road and Toorak Road) – A similar built form above the street wall as in Windsor (i.e. 2 to 3 storeys), but with some flexibility on larger and wider sites to potentially vary development above designated preferred maximum building heights of 5 storeys (whilst remaining below those identified suitable for the Prahran section of Chapel Street i.e. 6 to 8 storeys) or to increase or reduce setbacks behind the street wall, depending on the context of adjoining buildings and heritage considerations and the context of the site. Whilst the built form in this part of Chapel Street at present generally comprises 1 to 2 storeys buildings, like in Windsor, it is not as intact and includes a mix of more modern buildings, some on quite large sites. Hence the greater flexibility for this section of the street compared to Windsor.
- A 'one size fits all' approach to planning controls is difficult to introduce within Chapel Street however for simplification, a series of scenarios are considered to provide minimum and maximum requirements. It is recognised that although these minimum upper level setbacks and preferred maximum building heights are nominated, greater setbacks and a lower building height must be required in certain instances to provide a more appropriate response to the context of the individual site. It is considered that planning controls to achieve a site-specific response for every site within the entire Chapel Street Area (some 1,500+ lots) is not an achievable outcome for a Structure Plan for this particular Activity Centre.

### Formula for deriving numerical building heights

The maximum building height has considered higher floor to floor heights within lower levels of a building to provide adaptable floor space and a further allowance for other design elements usual to buildings (parapet, railings, screens etc). A permit is recommended to be required to alter the following minimum floor to floor heights:

- Level 1 (ground) 4m
- Level 2 and 3 at 3.8m
- Level 3 and above at 3m per floor

For example, a 5 storey building at a preferred maximum building height of 18 metres is calculated as follows:

- $4\text{m (level 1)} + 3.8\text{m (level 2)} + 3.8\text{m (level 3)} + 3\text{m (level 4-5)} = 17.6\text{m} + \text{allowance of } 0.4\text{m for flexibility within the design.}$

Another example for deriving street wall heights and a wall proposed abutting a residential zone includes:

- Residential interface at a preferred maximum 9.5m:  
 $4\text{m (level 1)} + 3.8\text{m (level 2)} + \text{overlooking privacy screen } 1.7\text{m} = \text{max wall height of } 9.5\text{m}$
- Street wall height at a preferred maximum 12m:  
 $4\text{m (level 1)} + 3.8\text{m (level 2)} + 3.8\text{m (level 3)} + \text{allowance of } 0.4\text{m for flexibility within the design or design elements such as a parapet.}$

It is noted that higher numerical building heights, in principle, consider adaptable floor levels within lower levels of buildings to create the opportunity for job generating floor space within the Activity Centre.

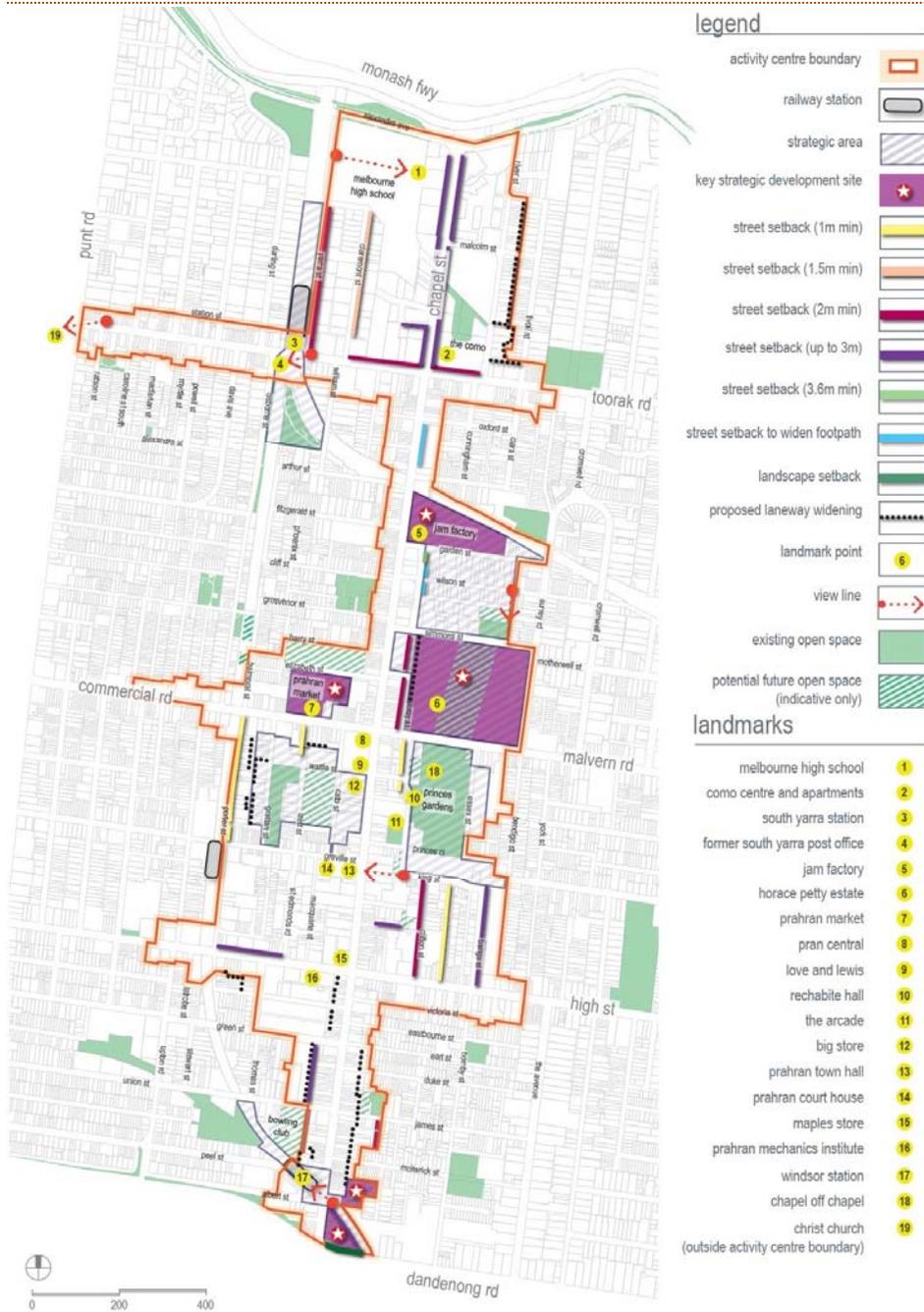
Building form and height in other parts of the Centre are based on the following considerations:

- Toorak Road – some areas where a marginally higher building height is established compared to Windsor (i.e. 5 storeys), with some planning approvals granted for buildings up to 6 storeys along Toorak Road. Similar setback behind the street wall for upper levels to the heritage and character qualities of the street. The area is generally low scale (1 to 2 storeys), and has a recognised and established local role west of the railway line.
- Main east/west streets (Commercial Road / Malvern Road, High Street other than Greville Street) – generally a preferred maximum building height of up to 5 and in

some parts 8 storeys, except where constrained by heritage considerations (i.e. Greville Street and Commercial Road) or in particular circumstances having regard to abutting sites. The height of buildings on the north side of these east / west streets should retain solar access between 10am and 3pm to the footpath on the southern side of the street at the equinox to provide a higher level of amenity to main street thoroughfare as urban environment for pedestrians and outdoor dining.

- Greater height on sites behind the Chapel Street spine – Whilst building heights and setbacks along Chapel Street are moderated in response to the heritage and character qualities of the street, greater height (up to 8 storeys) is generally supported on land within the Activity Centre boundary, on some lots to the rear of Chapel Street. This largely relates to land that has previously been used for industrial or commercial purposes that have higher redevelopment potential. Exceptions to this include land that contains heritage or contributory buildings (i.e. Chatham Street, Prahran), or largely existing lower scale residential development (i.e. William Street, South Yarra and the side streets of Windsor) which limit potential for taller redevelopments.
- Moderating the height and setback of buildings abutting or close to existing residential housing within the Activity Centre in identified locations and land within a residential zone and residential zoned streets.
- Moderating the height and/or setback of buildings adjacent to existing or proposed public open spaces to minimise overshadowing. Public Open Space is a highly valued community asset and there are limited opportunities to expand the public open space network in the Activity Centre. The shortage of public open space is further discussed under the Open Space and Public Realm section of this report. As identified in the Public Realm Strategy, the quality of the public realm in this area is fundamental to the future liveability to the area. A provision to minimise overshadowing to existing and proposed public open space, including village squares and plazas must be introduced into the planning scheme to preserve this legacy for future generations.
- Protecting solar access to the footpaths of Chapel Street.
- Moderating the height and/or setback of buildings to protect significant views of designated landmark buildings and characterisation of the Activity Centre.
- Special considerations for key strategic development sites identified on the preferred development framework plan.





Mandatory Controls – Corner of Dandenong Road and Chapel Street - the use of mandatory controls for the corner of Dandenong Road and Chapel Street is suitable in order to offer development certainty for both the developer and the community and to allow a feasible consolidation of land. The Draft *Chapel reVision* nominates a preferred 12 storey height control to *avoid excessive* height, bulk and density that may result from *redevelopment of this site*. Additional development higher than the proposed 12 storeys is considered unnecessary to carry the development demands for Windsor or the Chapel Street Activity Centre. SGS economics has identified the Chapel Street Activity Centre can carry between 25 and 50 years of housing supply.

The corner of Chapel Street and Dandenong Road is a junction which should not be confused with the heights of St Kilda Road. Windsor is acknowledged within the Structure Plan as an area of lower height and as a neighbourhood activity centre in Plan Melbourne. The Forrest Hill precinct is the area within the Activity Centre Boundary which will carry higher density development. The character of Windsor is complimentary to the identity of the area and the height and design of this junction should relate to the heritage listed Astor Theatre and church on opposite corners of Dandenong Road and Chapel Street and 2-3 storey heritage built form along Chapel Street, Windsor. The character of Windsor is iconic and a destination of local, regional, State and National importance and exceptional circumstances should apply to preserve Chapel Street Windsor.

### Building response and design

*Chapel reVision* aims to create the conditions for a more liveable, environmentally responsible, and economically vibrant city. In relation to built form, it is not just about accommodating additional buildings, it about improving the response to the design of buildings and the manner in which the high levels of development envisaged can be accommodated in a more intensely and closely developed urban environment. It is about retaining and enhancing street level amenity and providing for appropriate standards of internal amenity for occupants of buildings, whilst respecting the essence of what makes the area so popular. It is about directing higher built forms to areas within this large Activity Centre which responds to the context of the area, the precinct, the neighbourhood and specifically the context of the individual site. *Chapel Vision 2007* was criticised for the generally homogenous application of building heights across the Centre. It is also about ensuring that when new development is combined with existing buildings

consideration is given to the relationships between buildings and to ensure that buildings combine to provide positive streetscapes and skylines which respect the character and identity which attract activity to the area.

Benefit is seen as providing a design code beyond those provided in the current State wide document "*Guidelines for Higher Density Residential Development*". A number of documents have been reviewed from places such as the Australian Capital Territory (ACT), Moreland and Toronto in Canada, that provide additional useful direction in relation to matters such as: building height, setback and design; separation and distance between buildings; outlook; external amenity; internal amenity etc.

The Department of Transport, Planning and Local Infrastructure (DTPLI) is currently in the process of consolidating and reviewing its 'set' of design guidelines, including the *Guidelines for Higher Density Residential Development*. The Office of the Victorian Government Architect is also concerned that the existing *Guidelines for Higher Density Residential Development* do not adequately address issues concerning internal or external amenity for higher rise / density development, and is looking at the possibility of preparing guidelines to address the issue.

Moreland City Council recently prepared guidelines for higher density development that seeks to address the deficiencies identified in the State wide guidelines. That document is based on documents from the ACT and New South Wales. The Moreland guidelines provide a well research and well conceived approach to improving built form outcomes in areas undergoing a significant degree of higher density development, with taller building forms. Whilst the document states that they are to be used for assessing developments of 2 storeys and more in a wide range of zones, including residential zones, the guidelines contained in Part B of the document relate to the Chapel Street area and essentially relate to buildings of 4 storeys or more in activity centres and strip shopping centres. The Moreland document is designed as a standalone design code to be an incorporated document in the planning scheme. It is worded so that a planning scheme may include specific controls relating to matters such as building heights, setbacks, podium height etc. This enables location specific built form controls to be accommodated within the design parameters provided in the code. One area in which the code varies from the outcomes sought in Chapel Street area relate to land uses at street level and within the lower level of buildings. In this respect the Moreland Code refers to the option for residential uses, whereas the emphasis in the Chapel Street area is on business /

commercial uses. The progress of other Council's pursuing associated codes will continue to be monitored as part of informing the City of Stonnington's approach to this matter.

The Moreland code can be considered appropriate to apply as 'guidelines' at this point in time, and within the context set by *Chapel reVision*, in the assessment of planning permit applications in the Chapel Street area, as an interim measure for further guidelines suitable for use in the Chapel Street area as prepared by the DTPLI, Victorian Government Architects Office, or Council itself.

Council is also in the process of reviewing its heritage guidelines and will further investigate heritage considerations and built form guidelines as an appropriate response to the Chapel Street area.

### Transition to new mixed use development - laneway / footpath widening and setbacks

Chapel reVision has outlined a series of initiatives to improve the transition of an older inner urban Activity Centre, some of which is former light industrial land/streets into a new mixed use higher density urban neighbourhood. The rationale behind laneway and footpath widening and setbacks is based on the following driving forces:

- Provision of commercial activity, a new secondary economy with active frontages at ground level and within the lower levels of buildings for sites behind Chapel Street.
- Provision of a new small street address for redevelopment occurring behind Chapel Street.
- Provision of a safer and more engaging pedestrian environment.
- Creation of a shared space where cars are slowed to 10 km/h and pedestrians are also given the space of the whole road reserve to use.
- Creation of a more pedestrian-friendly environment and provision of enhanced access to key destinations within the precinct.

- Adequate provision for landscaping and public realm improvements

## 10.2 Actions

Objectives and strategies for the Chapel Street area are provided in the *Chapel reVision Structure Plan*. Detailed actions required to implement the objectives and strategies identified in the Structure Plan include the following.

### Heritage

1. Develop planning controls that guide new development along the main heritage streets within the Activity Centre, and direct development to the rear of those streets, largely on former industrial land.
2. Retain the heritage fabric of existing heritage buildings, in accordance with the individual significance of heritage buildings and the contribution they make to the heritage and streetscape character of the Centre.
3. Prepare new heritage requirements and guidelines specifically for the Chapel Street Activity Centre, which considers recommendations as outlined in *Chapel reVision*, however, recommends amendments to the new Activity Centre Zone to introduce any new recommended requirements and/or guidelines.
4. Undertake a study on the Activity Centre which determines buildings which contribute to the area's sense of place and identity (similar to a neighbourhood character study), and introduce planning requirements to consider these buildings.

### Built form

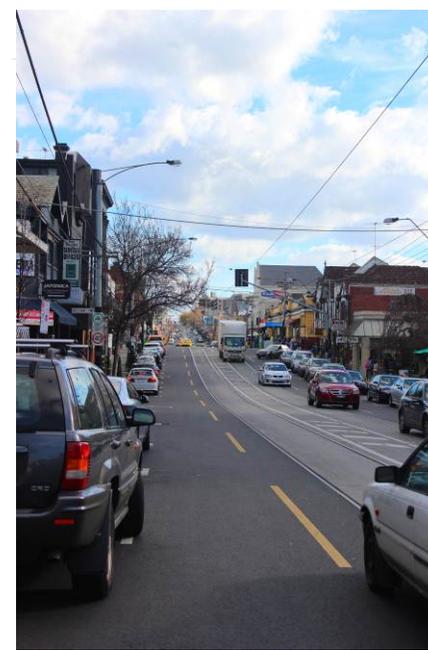
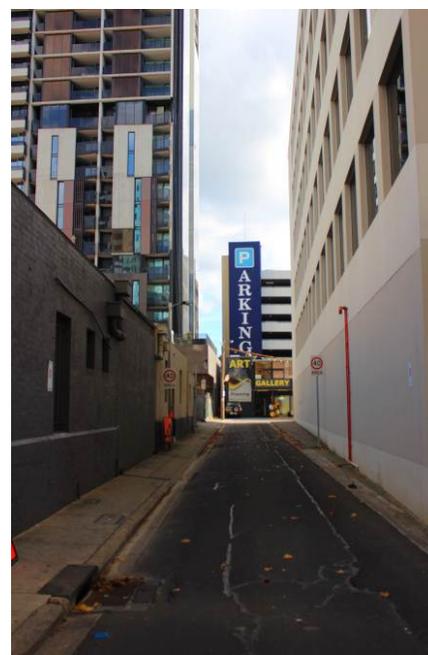
1. Support high quality, well designed new development that is consistent with the aims and requirements of *Chapel reVision* and which are responsive and sensitive to the local characteristics and sense of place, the planning scheme, and provide a streamlined planning approvals system by the removal of third party advertising, notice and appeal rights for 'complying development'.
2. Manage building heights, setbacks and form having regard to the guidelines set out in Figure 5 and the sections referred to in Figure 5, subject to the moderating influences referred to below.

3. Consider variations to the built form guidelines set out in Figure 5, for designated 'key strategic development sites' and where alternative guidelines are prepared.
4. Consider recommendations for response sites as identified in the neighbourhood framework plans.
5. Ensure that new development has regard for any new or revised heritage guidelines prepared for the Chapel Street area.
6. Retain sunlight access to footpaths and public open space in accordance with the following guidelines:
  - In Chapel Street - Any proposal that exceeds a street wall height or front setback of upper levels, as specified in Figure 5 (where discretion allows consideration of a greater height), to be accompanied by sun shadow diagrams that demonstrate that no part of the footpath of Chapel Street will be overshadowed between the hours of 10am and 3pm at the equinox.
  - In the main east/west streets of Toorak Road, Commercial Road / Malvern Road, High Street and Greville Street - To prevent overshadowing of the southern edge of the footpath between 10am and 3pm at the equinox.
  - In relation to existing or proposed public open space - To prevent, avoid and / or minimise overshadowing between 10am and 3pm at the winter solstice.
7. Protect important views including:
  - Prahran Town Hall, from north and south Chapel Street, and from King Street
  - South Yarra Post Office from the corner of Toorak Road and Yarra Street
  - Melbourne High School from Yarra Street
  - Christ Church from Toorak Road
8. Moderate the height and setback of buildings on land abutting a residential zone or residential property, or separated from residential zoned land by a street or road, in accordance with the following guidelines:
  - Buildings with a height of up to 3 storeys (12 metres) may be constructed on a boundary, above which a building should be setback at a ratio of 1:1 for any additional building height.
9. Ensure all new development achieves high levels of environmental efficiency and incorporates environmentally efficient and sustainable design initiatives, including consideration to the construction and ongoing management of buildings. An environmental sustainability design assessment is to be undertaken and submitted with planning permit applications for all new buildings.
10. Require a high standard of architectural design excellence which will be achieved by requiring, in addition to an urban context report as required by Clause 52.35 of the planning scheme, an architectural design statement which details the architectural response to the design of the building.
11. Dependent on the outcomes of the Panel Hearing considering the Moreland Design Code, and projects current underway by DTPLI, and the Victorian Government Architects Office, Council should consider preparing 'a code for higher density development' to supplement the existing State wide "Guidelines for Higher Density Residential Development". This code may be based on a modified version of the Moreland Higher Density Design Code. The code and performance measures should address issues such as:
  - the spacing and separation between taller, higher density buildings (i.e. 4 storeys and more) on lots and in areas where a considerable intensification of buildings is planned to occur in the future;
  - the relationship between existing and likely future buildings on adjoining and nearby sites, and their impacts on street level amenity, streetscapes and skyline considerations, and ensuring equitable development outcomes;
  - the outlook from proposed buildings to other buildings on adjoining and nearby sites and between buildings;
  - internal amenity, daylight, borrowed light etc;
  - the need for separation and / or design responses to privacy and overlooking between windows from different types of rooms (i.e. primary or secondary habitable rooms, service rooms etc) and balconies of adjoining and nearby buildings;
  - the provision of communal open space within the site;
  - landscaping and green roofs;

- adaptable building design to facilitate mixed use buildings and change of use of buildings or parts of buildings over time; and
  - reduced car parking requirements and the use of innovative car parking arrangements and space efficient systems such as car parking stackers.
12. Encourage adaptable building design to accommodate alternative uses, in accordance with the following requirements:
- The ground level of all buildings within the Activity Centre, and either all levels within the base (or podium) of a building, or at least the first and/or second levels above ground level in a taller building that does not have a podium (excluding car parking levels), are to be designed to allow flexibility of use for either commercial/non-residential purposes and residential use. As a guide a reasonable floor-to-floor height is around (minimum) 4.0 metres for retail, and 3.8 for adaptable residential / office floorspace.
  - For residential buildings with a predominance of one type / size of apartments, alternative floor plans will be submitted to Council for approval with the original planning permit application. The plans will show alternative apartment layouts for floors within a building, in order to allow flexibility for a change or reconfiguration of apartments either prior to sale, or in the longer term as the needs of residents, the community and the market change.
  - Council could consider facilitating the adaptable use by considering the lower of the two car parking requirements of the options provided when approving alternatives as part of the original planning permit approval. This initiative could be further explored as part of future strategic work on car parking requirements in the Activity Centre.
- area and to encourage the re-use / adaption of these buildings when development is proposed in a sympathetic manner.
3. Review relevant sections of *Chapel reVision* and or policy outcomes as part of new heritage guidelines and requirements developed to provide a level of consistency to development outcomes.
  4. Prepare permanent planning controls.
  5. Depending on the outcomes the Panel Hearing regarding the Moreland Design Code, and projects current underway by DTPLI, and the Victorian Government Architects Office, Council to consider preparing guidelines for higher density development to supplement the Guidelines for higher Density Residential Development prepared by the State Government. This code may be based on a modified version of the Moreland High Density Design Code. Include with the code, objectives for an explanation of the process Council will use in relation to its objectives regarding adaptable and flexible building design, in order to achieve mixed use developments and development in which uses can change over time.

### 10.3 Projects

1. Consider heritage guidelines and requirements specifically for the Chapel Street Activity Centre as part of any future strategic planning work undertaken.
2. Undertake a study to identify contributing buildings which are not in the Heritage Overlay that add to the character, identity and 'sense of place' for the Chapel Street



# 11 Movement

## 11.1 Discussion

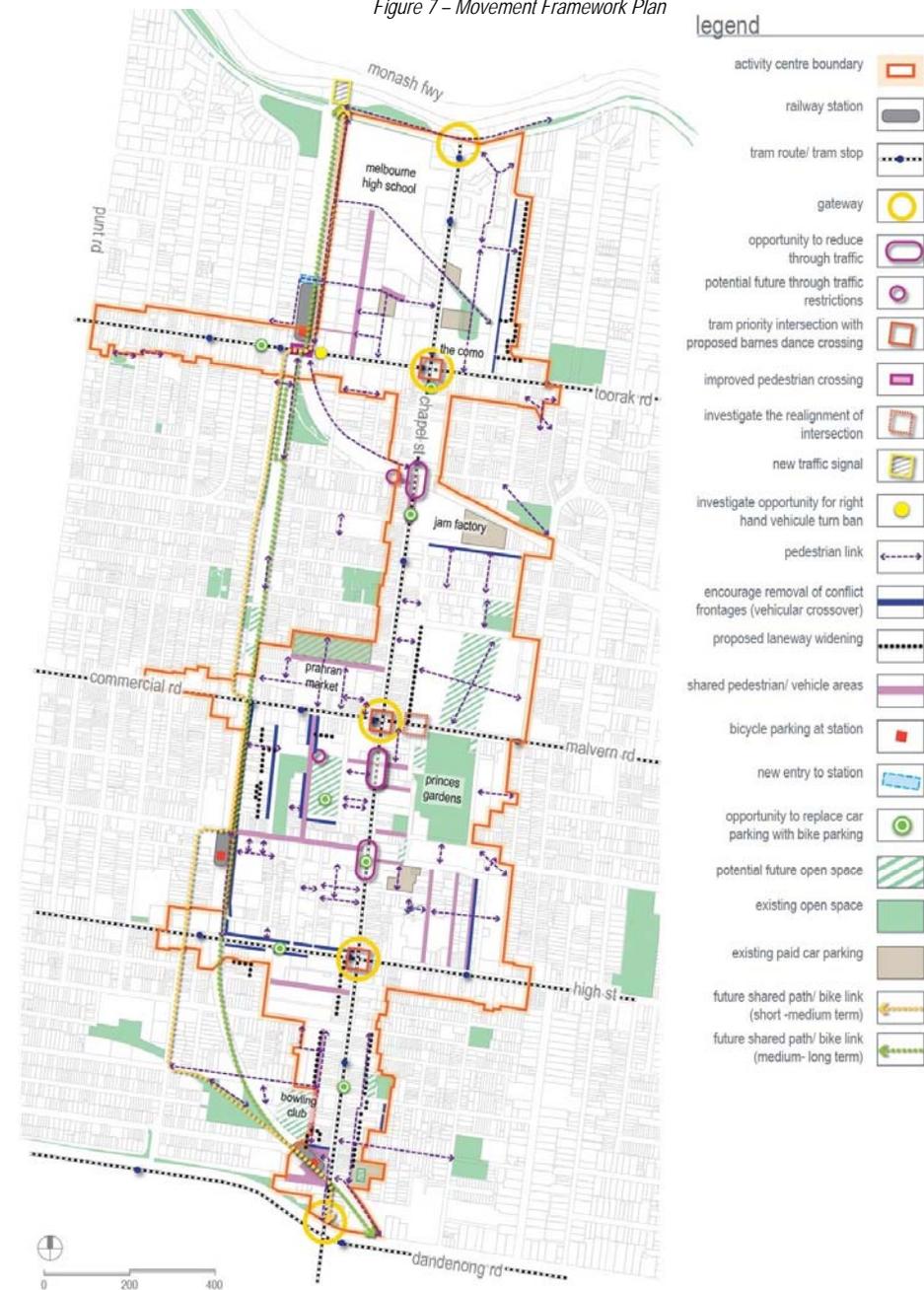
Traffic congestion is the biggest significant issue within the Chapel Street area, with all major roads suffering from severe congestion and delays during peak periods. In addition, despite being a local road, Chapel Street carries volumes of traffic equivalent to an arterial road, which impacts on its performance both during the day and at night.

The Chapel Street area is particularly well serviced by public transport, with a number of train, tram and bus routes serving the area. However, road based public transport, especially trams in Chapel Street and also in Toorak Road, suffer significant delays due to the traffic congestion in those routes. Chapel Street is one of the poorest serviced main streets for this reason.

Pedestrians are currently provided for by a network of footpaths along almost all roads within the Chapel Street area. In many places, particularly along parts of Chapel Street and Toorak Road, footpaths are at capacity and in many cases provide limited amenity. In many locations movement is impaired by the presence of alfresco dining and footpath trading or infrastructure. Pedestrian congestion occurs at key locations such as Prahran Station, Prahran Market and South Yarra Station, and other parts of the Centre at peak times; most side streets in the Centre provide narrow footpaths including intersections. Chapel Street is designated as having pedestrian priority for almost its whole length, from Daly Street to Dandenong Road, whilst Toorak Road is identified as having pedestrian priority between Punt Road and Rockley Road; yet the traditional emphasis on planning for cars and on-street car parking has limited initiatives to prioritise pedestrian movements along those streets.

Aside from Chapel Street and the Capital City Trail (which runs along the Yarra River), there is a lack of continuous bicycle routes throughout the Chapel Street area. There is also a lack of 'end of trip' facilities at railway stations and other key locations within the centre. Whilst Chapel Street is designated as a bicycle priority route and has cycle lanes and starter boxes at traffic lights along its length, safety remains a major concern due to traffic congestion, parallel on-street car parking and the risk of 'dooring' cyclists, and the high number of pedestrians that cross the street informally.

Figure 7 – Movement Framework Plan



Demand for on-street car parking on and near Chapel Street is very high. Surveys undertaken during peak demand times indicate surplus capacity within dedicated off-street car parks. Regulation of on-street car parking generally ends at 6:00pm, meaning that evening users have the opportunity to park free and unrestricted on-street. As such, visitors to the area seek to utilise the on-street car parking first, generating high parking demand and additional 'circulating traffic' trying to locate vacant free spaces.

None of the major roads within the Chapel Street area are designated as having traffic priority. All are designated as preferred routes for public transport (i.e. trams or buses) and in part for pedestrians. Surrounding roads of Punt Road, Dandenong Road, Williams Road and Alexandra Avenue form a perimeter of roads around the Chapel Street area in which cars have priority.

Given the level of development and increased activity envisaged in the Centre in coming years, planning for the precinct must focus on alternative more space efficient and sustainable forms of travel to the car. Priority will be given to providing for the needs of pedestrians, bikes, buses, trams and trains, in that order. Cars and commercial vehicles will continue to be accommodated as part of a balanced approach to movement in the area, but will not be given the 'priority' they have received in the past. Congestion has always affected Chapel Street. Reports from the early 1900s showed significant congestion caused from horse and carts.

GTA Consultants has prepared a Transport Strategy for the Chapel Street area as part of the *Chapel reVision* process (*Chapel reVision* Transport Strategy, 2013). That strategy forms the basis of recommendations to be incorporated into the revised Structure Plan for the area.

## 11.2 Actions

Objectives and strategies for the Chapel Street area are provided in the *Chapel reVision Structure Plan*. Detailed actions required to implement the objectives and strategies identified in the Structure Plan include the following.

1. In relation to pedestrians:
  - Pedestrian priority on identified corridors within the Chapel Street area.
  - High quality pedestrian links between key locations.
  - Safe and accessible pedestrian environment for all users.
  - Incorporation of connections and setbacks within private property as areas with the Activity Centre transition to mixed use urban neighbourhoods – as outlined in the Neighbourhood Framework Plans.



## Short-term:

- Lovers' Walk and pathways to Windsor Station are upgraded to include implementation of public safety infrastructure, such as public realm improvements. This upgrade could include additional lighting and improved amenity such as wayfinding signage to direct pedestrians via these paths
- Establish shared space in Greville Street, Prahran between Chapel Street and Prahran Station.

## Medium-term:

- Extend the pedestrian crossing on Toorak Road at South Yarra Station to include Osborne and Yarra Streets in a similar arrangement, upon completion of the north-south bicycle route (subject to VicRoads and Yarra Trams approval).
- Establish shared spaces (i.e. areas where cars are slowed to 10 km/h and pedestrians are given the space of the whole road reserve to use, and subject to VicRoads approval) to be introduced at:
  - Claremont Street, South Yarra – between Melbourne High School and Toorak Road.
  - Daly Street (west), South Yarra.
  - Unnamed lane, South Yarra – between Yarra Street and Claremont Street.
  - Chapel Street, South Yarra – between Fitzgerald Street and the railway line (in front of the Jam Factory) and including a small section of Arthur Street.
  - Wattle Street and Carlton Street, Prahran – between Izett Street and Little Chapel Street..
  - Cato Street, Prahran – between Wattle Street and Chatham Street.
  - Izett Street, Prahran – between Commercial Road and Greville Street.
  - Porter Street, Prahran – between Greville Street and Prahran Station.

- Elizabeth Street, Prahran – between Chapel Street and Prahran Market.
- Clifton, Mount and Regent Streets, Prahran – between High Street and King Street.
- Walker Street, Princes Close and King Street, Prahran – between Chapel Street and Little Chapel Street.
- St John Street, Windsor – between Thomas Street and Chapel Street.
- Bowling Green Street and Artists Lane – between Green Street and Windsor Station.
- Maddock Street, Windsor – between Chapel Street and Windsor Station.
- Albert Street and Peel Street, Windsor – abutting Windsor Station.

- Create new pedestrian priority spaces. This may involve removal of conflict frontages (vehicle crossovers) to cater for more pedestrian space at:

- River Street, South Yarra – between Toorak Road and Victoria Terrace.
- Garden Street, South Yarra – between Bray Street and Palfreyman Street.
- Porter Street, Prahran – between Commercial Road and High Street.
- Grattan Street, Prahran – between Commercial Road and Greville Street.
- Izett Street, Prahran – between Chatham Street and Commercial Road.
- Chatham Street, Prahran – between Izett Street and Cato Street.
- High Street, Prahran – between Porter Street and Chapel Street.
- Regent Street, Prahran – between King Street and High Street.
- High Street, Windsor – between the railway line and 138 High Street.
- Maddock Street, Windsor – between Chapel Street and Windsor Station.

## Long-term:

- Trial the establishment of Barnes' Dance crossings, which stop traffic on all approaches and allow pedestrians to cross in all directions (including diagonally), at the intersections of Toorak Road, Commercial Road and High Street with Chapel Street (subject to VicRoads and Yarra Trams approval).
- A new North/South shared trail as an alternative route providing connectivity between Cremorne and St Kilda West. Whilst primarily a cycling route, this route could also provide an alternative pedestrian link that bypasses Chapel Street.
- Aspire to reduce through-traffic on Chapel Street at strategic locations (refer to the draft Transport Strategy for more information).

## 2. In relation to cycling:

- Promote cycling as a safe and convenient mode of transport to, from and within the centre.
- Provide convenient cycling facilities where feasible and to appropriate standards.
- Provide safe and efficient commuter cycling routes to and from the Centre and around the Centre.
- Create a safe and enjoyable cycling environment within the Centre.

## Short-term:

- Increased provision of bicycles loops for visitor parking along Chapel Street, in order to better facilitate cycling to / from the Centre.
- Alternatively, provide bicycle parking on-street by converting car parking spaces to bicycle parking bays.

## Medium-term:

- Improvement and additional provision of 'end of trip' facilities for cyclists at railway stations.

## Long-term:

- A bicycle / shared path route that bypasses most of Chapel Street to provide access to the Capital City Trail along the Yarra River. Addresses north/south connectivity issues.

### 3. In relation to public transport:

- Promote the role of public transport in the Centre.
- Encourage public transport usage by residents and workers within new developments.
- Advocate for improved public transport services in the Centre.
- A new station/train stop at South Yarra Station as part of future State Government improvements to train services which may involve South Yarra station (i.e. Melbourne Rail Link or similar project).
- Provide high quality interchange facilities between modes.

#### Short-term:

- Installation of tram priority signals at all intersections on or within Chapel Street (subject to VicRoads and Yarra Trams approval).
- Measures to reduce delays to trams of Chapel Street caused by traffic congestion include signal priority, prohibition or facilitation of right turns of vehicles to prevent delaying trams.

#### Medium-term:

- Explore opportunities to improve disability access to public transport within the Centre. Areas for improvement could include:
  - Greville Street (Prahran Town hall) / Chapel Street, Prahran.
  - Windsor Station / Chapel Street, Windsor.
  - South Yarra Station / Toorak Road, South Yarra.
  - Prahran Market / Commercial Road, Prahran.
  - Little Chapel Street (adjacent social housing complex)/Malvern Road, South Yarra.
  - University site in Windsor / High Street, Prahran.

- Clara Street / Toorak Road, South Yarra.

#### Long-term:

- The introduction of part time or full time dedicated tram lanes along Chapel Street and other tram routes in the area, creating a light rail service along Chapel Street, if reduced through-traffic initiatives are not introduced.



### 4. In relation to public car parking:

- Create a parking system which is fair and equitable for all users of the transport network.
- Maximise the use of existing car parking facilities.

- Minimise road network circulation trying to find car parking spaces.
- Consider using car parking as a tool to achieve a shift of 'trips' towards sustainable transport modes.

Short-term:

- Introduce short term parking restrictions within Chapel Street (and surrounding areas) during evening period (after 6pm).

Medium-term:

- Introduce a dynamic parking signage system to highlight locations of available off-street car parking vacancies.
- Investigate paid on-street parking along Chapel Street and surrounds.

Long-term:

- Investigate paid on-street parking in residential street within the Chapel Street Activity Centre, with resident exemption permits.

5. In relation to cars and commercial vehicles:

- Utilise the opportunity created by the designated traffic priority routes around the perimeter of the Chapel Street area (i.e. Punt Road, Dandenong Road, Williams Road and Alexandra Avenue) to provide a bypass around the Centre from all approaches for cars.
- Prioritise others modes of transport than car travel within this area.
- Provide connectively to key traffic destinations and car parking areas within the Centre, to and from the bypass road network, to avoid traffic travelling 'through' the Centre.

Short-term:

- Ban right turns at key intersections (this has been implemented successfully at the Toorak Road / Chapel Street intersection).

Long term:

- Restrict through traffic on Chapel Street to traffic in the vicinity of Palermo Street (at the railway overpass) and establish a shared space to operate between Palermo Street and Garden Street (subject to VicRoads and Yarra Trams approval).
- Restrict through traffic on Chapel Street to traffic immediately south of Greville Street (at Prahran Town Hall) and establish a shared space to operate north of Chatham Street intersection (subject to VicRoads and Yarra Trams approval).
- Retain through movement for cyclists and trams within these shared spaces, and rationalise car parking and prioritise on-street parking for loading vehicles. Vehicle access within shared space will still be permitted for local access (including servicing) but will otherwise be discouraged.

6. In relation to onsite car parking as part of private redevelopment

- Investigate a significant reduction in the car parking requirements for different areas within the Activity Centre, particularly urban renewal areas.
- Pursue a reduction in car parking requirements in Forrest Hill.
- Consider alternative management arrangements to cater for capped levels of private car parking within the Centre, including potential car parking stations in key locations associated with car free developments in streets which cannot carry the congestion.
- Require car parking to be underground so primary commercial space at ground and first/second levels are not occupied with onsite car parking in mixed use buildings.

## 12 Open space and the public realm

### 12.1 Discussion

#### Original *Chapel Vision* 2007

The physical analysis undertaken as part of the original *Chapel Vision* identified a situation of insufficient and poorly connected open space throughout the Centre. It identified that:

- The quality, connectivity and placement of open space are critical elements of a sustainable place. In recent, large-scale, higher density development within the area there has been an absence of integrated networks of open space and for that matter, provision of communal open space for those new communities.
- The potential for significant new open space in activity centres is generally low, but there are important opportunities in the Chapel Street area that can underpin both the enhanced liveability of the Activity Centre and provide an appropriately high quality public realm to compliment the architecture.
- Existing areas of open space are under continual pressure as service providers seek to accommodate the needs of the community, with the result that areas such as the Princes Gardens are now over 50% developed with buildings and sporting infrastructure. The Chapel Street area also has a demonstrable absence of greening in areas where other municipalities have successfully implemented extensive tree planting programs.
- The interconnectivity of open space is poor. For example, direct links between Grattan Gardens and Princes Gardens, via Council owned land in Cato Street, and Council controlled Carlton Street and Wattle Street, are yet to be safely defined or properly articulated, and access to the South Yarra Sidings Reserve is presently only available via a single access from the south-east, and not directly from Toorak Road or convenient access to a new and emerging Community in Forrest Hill.
- Building orientation and its potential to provide enhanced outdoor areas has also not been fully explored with a considerable number of public and private car parking in ground level, open bitumen configurations, despite the high land values and scarcity of

open space. These shortfalls must be addressed if the liveability objectives in State and Local Policy are to be achieved.

Improvements to the public realm were a central concern in the context of the original *Chapel Vision*, where the emphasis was on facilitating the redevelopment of Key Change Areas / Strategic Sites, (as defined in *Chapel Vision*), where they help to support desirable activities over the long term.



A combination of general improvement strategies and specific concepts for strategic sites was proposed to address these aims. The strategies and concepts responded to major development opportunities identified during preparation of the original Structure Plan, and addressed characteristic issues and opportunities within the *Chapel Vision* area. Concepts were prepared for sites including:

- The South Yarra Station interface with Toorak Road, and connections between the South Yarra Sidings reserve and Portland Place.
- The Cato Street car park and links between the Grattan Gardens and Princes Gardens.
- The Windsor Station precinct.
- Chapel Street near the Prahran Town Hall.

The concepts were not expected to be implemented as shown. The intent was to illustrate the likely scope of projects, key principles and outcomes, which could be used to agree which projects are important. Concepts for these sites will be developed as part of separate investigations and/or design processes, some of which will be guided by the Chapel Street Public Domain Masterplan. Further sites or improvements are identified for the public realm in the Neighbourhood Framework Plans for each neighbourhood.

### Public Realm Strategy 2010

Council prepared a municipal Public Realm Strategy in 2010. Whilst applying to the whole of the municipality, the Strategy reviewed and made specific recommendations in relation to the South Yarra, Prahran and Windsor areas. The recommendations of that Strategy will be incorporated into *Chapel reVision*. The following illustrations are extracts from that document for each of the three areas that make up the Chapel Street area.

Council's Public Realm Strategy made the following assessment regarding the current level of public open spaces for each of the three suburbs:

- Within South Yarra, seven per cent (1.75ha) of land is public open space. A component of this is along the Yarra River and remote for many residents. The area is expected to experience the largest amount (49 per cent) of growth due to

significant increases in the number of apartments. By 2021, it is anticipated that South Yarra will accommodate 19 per cent of Stonnington's total population and cover only 10 per cent of Stonnington's land area. This growth will see high pressures placed upon public spaces, compared to most other areas in Stonnington.

- Prahran has one of the smallest percentages of public open space in Stonnington, with only five per cent (0.92ha) of land identified as open space. It is anticipated that Prahran will experience a 31 per cent increase in population by 2021 giving it the third highest growth rate in Stonnington. Prahran has the third lowest area of space per person in Stonnington, highlighting the need to optimise existing open space and to identify additional public spaces to meet increasing demand.
- Windsor also has one of the smallest percentages of open space in Stonnington with only three per cent (0.32ha) of land identified as open space. The area is expected to experience approximately a 15 per cent increase in population. Windsor has the lowest area of space per person in Stonnington. The Public Realm Strategy highlights the need to find additional public space opportunities to meet demand.

### Strategies for Creating Open Space

As Stonnington has the second lowest amount of public open space at 6.7% of any Victorian municipality and with the population increasing, the current rate of 20 sqm of open space per person will continue to decline. In 2013, Council prepared a strategic implementation plan called Strategies for Creating Open Space which summarises the investigations and presents options on a range of possible strategic purchases of suitable land as it becomes available across the municipality. This strategy will guide the investigation of suitable land for acquisition within the Activity Centre.

### Public Domain Master Plan

Since the original *Chapel Vision* was prepared Council has commenced the preparation of a Public Domain Master Plan for the Chapel Street area in 2013 (*Draft Chapel Street Public Domain Masterplan*, Hansen Partnership Pty Ltd). That project has, to date, resulted in the preparation of a Sketch Framework Plan for an area involving the length of Chapel Street and extending 'around the corner' into side streets.

The Sketch Framework Plan identifies the location of various public domain typologies along Chapel Street, including:

- village squares
- shared streets
- pause points
- gateways
- major intersections

The Public Domain Masterplan project has identified neighbourhoods throughout Chapel Street, due to the distinct characters associated with those areas. Each neighbourhood has been assigned a village square that will act as a destination node and point of interest:

- A series of shared streets have been identified in the Prahran neighbourhood which will act as a connected pedestrian access routes.
- Pause points have been distributed throughout the length of Chapel Street at chosen locations for points of rest.
- Gateways to the north and south of Chapel Street have been identified as feature entrances.
- Major intersections have been identified to separate the proposed Chapel Street neighbourhoods and are intended to be major destination and way finding nodes.
- Greening Chapel Street is a major initiative of the sketch framework plan. This can be done in numerous ways, either in the form of street trees, planter boxes and/or

climbers etc. which is also looked into further by the work undertaken by ASPECT Studios.

- The sketch Framework Plan also seeks to see pavement and furniture upgrades throughout the entire extent of Chapel Street. The detail of which can be further identified in the work undertaken by ASPECT Studios.

Key elements of the Masterplan are incorporated into *Chapel reVision Chapel reVision 2013* which provides further strategic justification for the masterplan to be implemented.

## 12.2 Actions

Objectives and strategies for the Chapel Street area are provided in the *Chapel reVision* Structure Plan. Detailed actions required to implement the objectives and strategies identified in the Structure Plan include the following.

1. Investigate and where appropriate implement the opportunities identified in the *Chapel reVision* Neighbourhood Framework Plans.
2. Implement the recommendations of the City of Stonnington *Public Realm Strategy 2010* in relation to the precincts of South Yarra, Prahran and Windsor.
3. Implement the recommendations of a *Chapel Street Public Domain Master Plan*, when adopted by Council and any priority implementation projects as identified.
4. Undertake a feasibility study on the Cato Street car park and environs.
5. Prepare streetscape improvement masterplans for areas identified in the Neighbourhood Framework Plans. Some of these areas include neighbours subject to significant urban renewal areas and strategic areas such as Cato Street and the Prahran Market etc.
6. Advocate for the future use of railway reserves or the airspace as a form of public open space.
7. Improve pedestrian access and amenity by:
  - Increasing the usefulness of existing pedestrian space by removing obstacles from footpaths, especially unnecessary furniture, signs and decorations. Mount multiple signs on a single pole where possible. Place cables underground and remove poles. Mount tram wires, lights and signs on buildings where possible.
  - Managing street trading activities rigorously to keep paths clear.
  - Reducing carriageway widths, removing some on-street car parking and / or widen footpaths on key connector streets.
  - Investigating the use of Shared Zones or the design of shared spaces in narrow streets or lanes where footpaths cannot be widened enough to provide for disabled access.
- Relocating formal pedestrian crossings to align with connecting streets and / or public transport stops (subject to VicRoads approval).
- Creating a new linear parkland on the Horace Petty Housing Estate.
- Enhancing integral key pedestrian links and existing open space accessible to the public on the Horace Petty Housing Estate
- Widening busy pedestrian crossings in Chapel Street and Toorak Road (subject to VicRoads approval).
- Introducing new public plazas and village squares as identified and investigating opportunities for new public plazas in the Centre.
- Creating new walkways and / or laneways to connect areas divided by barriers such as the railway line, large areas in private ownership or very large lots.
- Considering referencing heritage features of the Church Street Bridge in the design of the streetscape treatment for Chapel Street North.
- Investigating the opportunity for new works to comply with Australian Standards for universal access.



In relation to art and culture:

- Implementing the recommendations of the City of Stonnington *Arts and Cultural Strategy 2011 – 2013*.
- Identifying specific sites for the commissioning of integrated public art projects, such as the Prahran Town Hall precinct, the Cato Street precinct, key gateways to the centre, and meeting places and focal points throughout the centre.

9. Ensure that public spaces are and appear to be safe at all times by:

- Encouraging development with windows/open spaces overlooking adjoining public spaces, especially at ground and first floor levels.
- Improving informal surveillance of public spaces to improve safety. Open up/activate frontages of areas hidden from passing pedestrian traffic, e.g. Lovers Walk, spaces around Windsor Station and paths into the Windsor Sidings Reserve.
- Creating new pedestrian links to avoid dead ends and entrapment risks as at the South Yarra Sidings.
- Ensuring streets, public spaces, transport stops and car parks are well lit at night.

10. Encourage a vibrant street life and outdoor activity by:

- Creating public spaces and streetscapes that encourage people to spend time outdoors, e.g. parks, village squares, plazas and kerbside dining.
- Encouraging the development of active frontages onto streets and especially any plazas that exist.
- Maintaining sunlight access to open spaces and footpaths.
- Including pedestrian scale design elements at ground level, e.g. seating.

11. Maximise access to existing parkland by:

- Reducing the fragmentation and alienation of parkland e.g. through consolidation of uses and facilities at Princes Gardens.

- Providing new and improved pedestrian and cycle links into and between existing and proposed parks.
- Advocating to Parks Victoria the need to prepare a master plan for the Yarra River parklands between River and Yarra Streets, South Yarra, noting that this open space will become increasingly important as Forrest Hill transitions to a high density residential and office precinct.

12. Expand and integrate the public open space network by:

- Identifying opportunities to provide new open space.
- Developing landscaped walking and cycle routes along streets parallel to Chapel Street and Toorak Road, which prioritise safe access from retail areas on either side of the road and other areas beyond.
- Providing small and interesting open spaces in the form of new plazas, village squares or spaces between buildings e.g. open space links at Cato Street and between Windsor Station and schools to the south-east.
- Upgrading existing green corridors as attractive pedestrian/cycle trails to encourage use.

13. Enhance the quality and character of public spaces by:

- Designing streets using a simple, low-key approach that minimises clutter.
- Using simple, robust paving, furniture and other materials to achieve a high standard of detailing and consistency throughout the activity centre.
- Planting trees and using greenery where there are suitable opportunities to provide shade, to enhance the appearance of spaces, and to reintroduce indigenous or more appropriate vegetation.
- Continuing to beautify residential and mixed use streetscapes with significant tree planting.
- Considering the inclusion of integrated artworks where there is space to create genuinely effective artistic statements (e.g. gateway sites).

14. Reinforce the sense of place and legibility of the Chapel Street area by:

- Creating a sense of arrival for each of the four main precincts within the Activity Centre using built form, landscaping and/or artwork to mark strategic areas within these precincts and at gateways.
- The potential use of contrasting street trees and landscaping to differentiate the hierarchy of major and minor streets and laneways.
- Enhancing and protecting views of landmarks that add to the area's identity and assist in orientation, including: view lines to the Melbourne High School main building from Yarra Street and Alexandra Avenue; views along King Street to the Prahran Town Hall clock tower; and views of the former South Yarra Post Office from Toorak Road.

15. Provide developer support for public space improvements by:

- Encouraging the provision of public and/or privately owned publically accessible open space within developments, particularly on key strategic development sites, areas undergoing transition and opportune sites as identified during a planning application process, and requiring a landscape plan which is to the satisfaction of the responsible authority which ensures the safety, quality and integrity of the open space.
- Discussing and agreeing to incentives for sites that incorporate open space and landscaping, to achieve a net community benefit on a case by case basis.
- Investigating an increase to the open space contribution amount for new development which causes a greater density, and demand to open space in the Activity Centre.
- Using public open space contributions for new open spaces or improvements to existing open spaces.

Underpinning potentials include (but are not limited to):

At Windsor:

- Expansion of treed pedestrian networks from surrounding parks and schools to Windsor Station and the University site in Windsor.
- Enhancement of the environs of University site in Windsor north of Windsor Station, including provision of expanded pedestrian spaces in Maddock Street, St John Street,

Bowling Green Street and Artists Lane and creation of enhanced linkages to Presentation College.

- Development of connecting north/south and east/west bicycle and pedestrian pathways along the rail corridor, through the University site in Windsor and along existing roads and the rail reserve.
- Creation of a new landscaped village square at Windsor Station (including Albert Street, Peel Street and Maddock Street) to provide a new public space by removing on-street car parking on Maddock Street.
- Investigation of opportunities to improve and provide for a new modal interchange at Windsor Station.

At Prahran:

- Expansion of treed pedestrian networks from:
  - Grattan Gardens via the redeveloped Cato Street car park site, Wattle Street and Carlton Street to the Princes Gardens.
  - The new Cato Street/Grattan Gardens community hub to the Elizabeth Street car park and the Prahran Market.
  - Road corridors to key community and retail destinations including Grattan Street, Izett Street, Bangs Street, King Street, Daly and River Street.
  - The Yarra River, via the Sandringham line rail corridor, to Windsor Station.
- Development of a new treed high quality public park through the Horace Petty site linking the Princes Gardens and Dyeworks Park.
- Removal of obsolete infrastructure and barriers from pavements throughout the retail areas, notably through the replacement of ageing tram infrastructure in Chapel Street and a reduction then future prohibition of static outdoor trade.
- Consolidation and relocation of some uses at Princes Gardens to maximise access and availability of open space areas.
- Development of a village square on Chapel Street in front of the Prahran Town Hall.

- Development of an extended village square surrounding the Cato Street car park and connecting Chapel Street and the Princes Gardens.
- Development of new open space networks into areas undergoing higher density development i.e. Clifton / Bang / Regent and Mount Streets.

At South Yarra:

- Enhancement of parkland and inclusion of potential wetlands within the South Yarra Sidings Reserve in association with upgraded and integrated public transport facilities at South Yarra Station.
- Substantial improvements to quality of the South Yarra Sidings Reserve, including improved access, particularly from Toorak Road.
- Development of a village square on the south side of Toorak Road, utilising air space over the rail line and linking pedestrian/bicycle bridges to South Yarra Sidings Reserve.
- Development of a village square in front of the Jam Factory along Chapel Street and extending west along the railway line.
- Development of a village square inside the Jam Factory.
- Extension of seating and landscaped areas into side streets off Toorak Road that are within the Activity Centre boundary.

At Forrest Hill:

- New Village Square on Chapel Street
- Establishment of a new landscaped east-west pedestrian link from Daly Street to a northern entrance to South Yarra Station, on Yarra Street

A new publicly accessible plaza on private land at the junction of Claremont Street and the east/west pedestrian link.

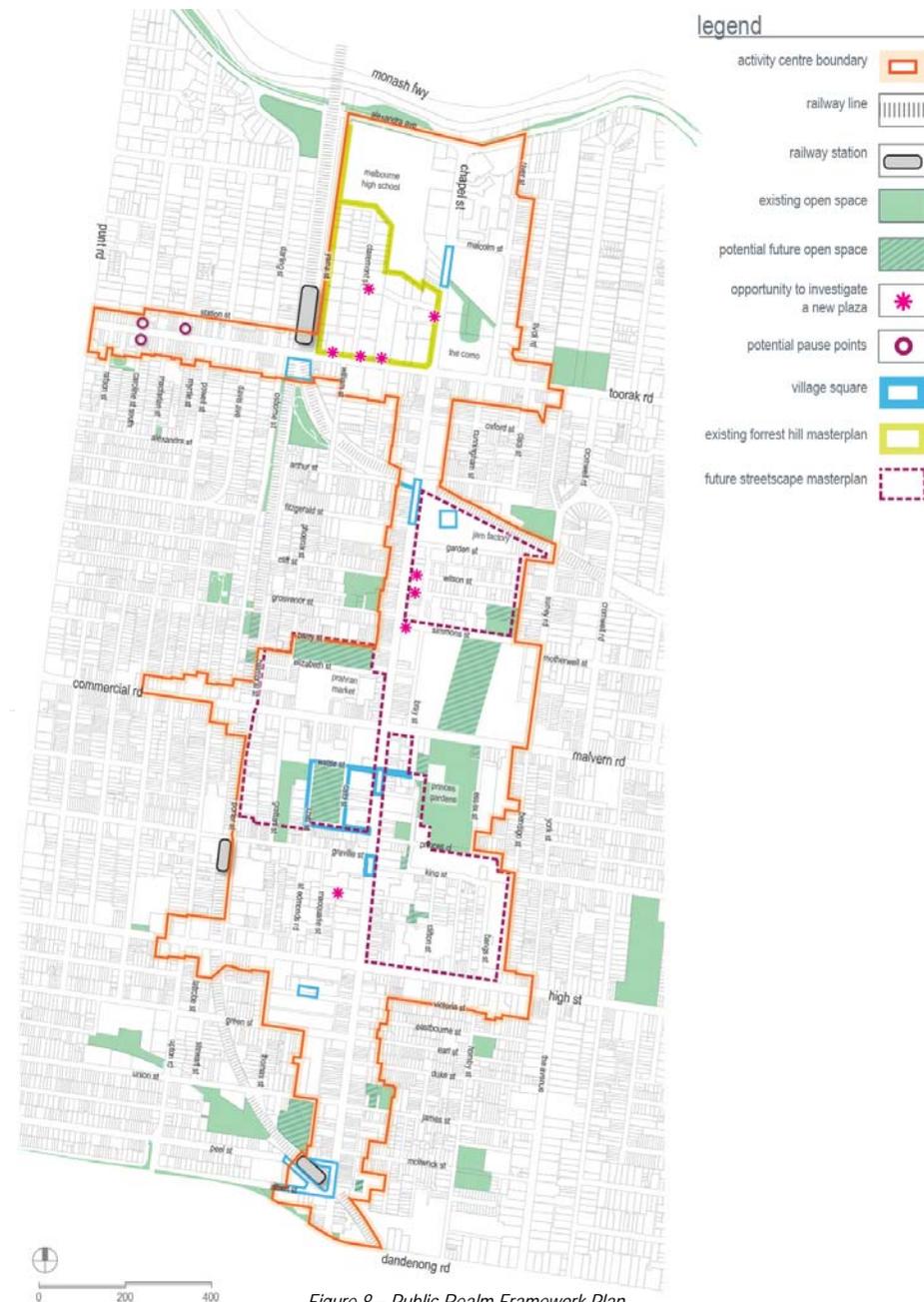


Figure 8 – Public Realm Framework Plan

## 13 Community

### 13.1 Discussion

From *Chapel Vision*

Analysis undertaken as part of the original *Chapel Vision* demonstrated that:

- The condition of some community facilities is in need of some improvement and many are underutilised and under threat as the disparity between the quality and amenity of them, compared with competitor venues, becomes more enhanced, e.g. the Prahran Aquatic Centre is used for only 6 months of the year whilst other facilities are at capacity. The Prahran Aquatic Centre is highly reliant on revenue from its summer operations.
- A number of facilities would benefit from retrofitting to introduce programs, facilities and best practice into the amenities they provide and in many cases will need to remain viable.
- Some facilities suffer from poor exposure and lack convenient connections with related services.
- Some facilities / assets could be better utilised under co-location arrangements.
- Opportunities are emerging in redevelopment sites near public transport hubs for the relocation or instalment of community services.
- A number of the facilities could be upgraded to address contemporary requirements for disability access.
- An opportunity exists to provide for integration of local and regional facilities.
- Existing facilities are generally conveniently located relative to public transport and there would appear to be sufficient government controlled land to enable, in a physical sense, the provision of adequate capacity for social and recreational facilities.
- The anticipated continuing expansion of the role and population of the area will require continued provision of new facilities and services to meet the growing demand and population base of the Activity Centre and the region.

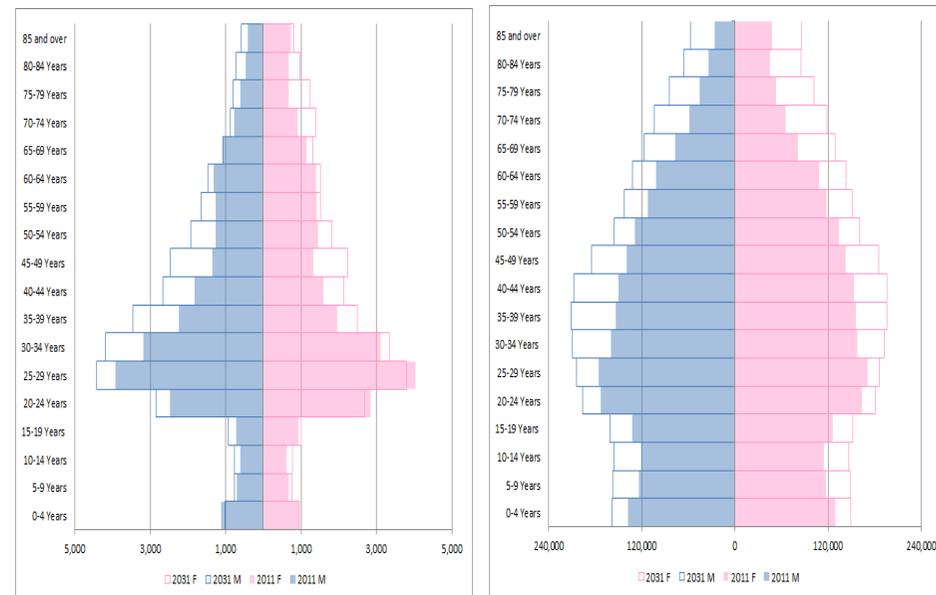


Figure 9 – Projected population pyramid 2011 – 2031  
 Chapel Street catchment area (left) Melbourne Statistics District (right)  
 Source: SGS 2012, page 13/14 - VIF 2012

Key principles that should inform decision making on community infrastructure include:

- The quality and capacity of the community infrastructure is vital in developing the well-being and health of the community and the amenity of an activity centre.
- Convenient access to appropriate community facilities.
- Facilitating the inclusion of essential community service provision, maximising opportunities for community space within easy access of public transport and residential communities.
- Access improvements to community places and recreational areas.

The physical land use, strategic, economic and social context would also suggest the following opportunities should be explored:

- Potential for the co-location of neighbourhood, local and municipal facilities and opportunities for partnerships with State agencies, institutional and private sector groups for:

- Cost effective use of land through shared services, infrastructure and parking.
- The potential to create community nodes and landmarks.
- Funding from various sources.
- A need to enhance the amenity and range of facilities at existing community and State and Council-owned “hubs”:
- Confirm the role, range of functions and arrangement of activities on the Princes and Grattan Gardens and Cato Street car park site.
- Provide additional community and recreational facilities in areas of close proximity to urban village “hubs” e.g. publicly owned land in the vicinity of the Princes Gardens, Windsor Station and South Yarra Station.
- Ensure flexibility, inclusiveness and design quality in the realisation of new community assets.

### Future needs

It is estimated that the population of the Chapel Street area will increase as outlined in Section 5 of this document.

As apparent from the population pyramid in Figure 9 the most prevalent age group is and will continue to be the 20 to 45 years of age, with very few children and teenagers when compared to the metropolitan average. This is largely due to the housing choices available and sought after within the Centre, which are generally smaller apartments, more suited to singles, couples and shared households, than to families.

It is expected that this age group, and up to about 60 years of age, that will experience the greatest increase over the next 20 years, with considerably more men than women expected. Increases age groups below 20 years will be minor.

This will have implications in terms of the community services and facilities that will need to be provided to accommodate an increased population in the future. The age groups that are expected to experience the greatest increase are those that generally require less Council provided community services and facilities than the young and more elderly

age groups, which require a higher level of service provision. The interests and needs of people in this age group are usually more focused on social activities, entertainment, leisure and recreation. Other than for recreation facilities, many such activities are not provided for by Council and privately operated. Due to an existing shortfall in community services and facilities, there remains a need to provide additional services and facilities in some areas. Additional population growth will exacerbate the need for these improvements.

Since the original *Chapel Vision* was released, Council has undertaken an Early Years Infrastructure Plan. That document identifies the need to provide additional kindergarten and childcare places in South Yarra and Prahran, and the need to encourage private providers of such facilities.

Ongoing community needs assessments are required to determine the precise community service and facility needs as the area grows, and to develop an implementation strategy to address these emerging needs. Initial observations from Council’s community service providers suggest that the following additional / improved services and facilities are likely to be required:

- Access to quality child care, child minding, and maternal and child health services and facilities.
- Access to quality education services and facilities, in particular public secondary school facilities.
- Services and facilities for people from culturally diverse backgrounds.
- The need to upgrade, expand and provide additional services from key existing community facilities such as the Chris Gahan Centre in Grattan Gardens, 22 Little Chapel Street and the Prahran Aquatic Centre etc.
- Integrating the future provision of community services and facilities with other relevant strategies and programs being developed in Stonnington, such as an open space acquisition strategy.
- Monitoring the community needs or facilities required in the Forrest Hill area, which is currently absent of any direct facility within the neighbourhood. Services remain available as part of those provided by the City of Stonnington and as available within the broader Activity Centre.

There is a diversity of people living in and around the Chapel Street area, from many different social, economic and ethnic backgrounds. As the population of the area changes and the area continues to 'gentrify', particular emphasis on community development will be required. There will need to be provision of a range of new and improved services, programs, activities and events aimed at improving community connectedness between the multitude of groups that make up the community of the area, both now and in the future.

## 13.2 Actions

Objectives and strategies for the Chapel Street area are provided in the *Chapel reVision Structure Plan*. Detailed actions required to implement the objectives and strategies identified in the *Structure Plan* include the following.

1. Strengthen community well-being and engagement in Windsor, Prahran and South Yarra by:
  - Placing an emphasis on community development and the provision of a range of services, programs, activities and events to improve community connectedness between the multitude of groups from diverse social, economic and ethnic backgrounds, who make up the community of the area, both now and as demographics change in the future.
  - Undertaking a social needs assessment to identify the likely impacts of new development and population change on existing residents, and to identify potential mitigation strategies in response to those impacts.
  - Consulting with sites that currently provide community related services, schools and owners of the University site in Windsor on the potential for shared community use of facilities, particularly any recreation facilities on these sites.
  - Enhancing the vitality of Windsor with cultural/arts/retail activity focussed around Windsor Station, the University site in Windsor and Chapel Street.
  - Ensuring that quality public open spaces are provided, particularly in view of the likely increase in housing densities. These spaces should offer a variety of recreational activities, including opportunities for relaxation and places to meet other people.
2. Provide a range of services and facilities for the people who live in and around Windsor, Prahran and South Yarra precincts by:
  - Investigating the needs of the existing and the future community of the area, and developing a strategy to provide the necessary services and facilities required to meet
    - Monitoring of South Yarra, particularly Forrest Hill to further investigate community needs, opportunities and funding.
    - Consulting with Melbourne High School on the potential for community use of the school's recreational facilities (noting that the school's pool/gym is currently available for community use).
    - Promoting linkages between Office of Housing sites and community facilities at Prahran Town Hall, Princes Gardens, Grattan Gardens and potentially Cato Street car park site, Prahran Market and the Elizabeth Street car park.
    - Improving the presence of civic and educational facilities along Chapel Street and High Streets.
    - Encouraging greater synergies between community services and facilities and retail activities, surrounding land use and transport hubs to ensure that participation in activities, and access to services, is available for all.
    - Locating future cultural, recreational and entertainment services and facilities along or close to cycle/pedestrian routes.
    - Facilitating increased community participation and utilisation of services in the long term through:
      - Consolidation and co-location of services and facilities close to public transport.
      - Conversion of existing and development of new multi-storey, multi-purpose facilities within the activity centre and along major public transport corridors.
      - Creation of a significant community gathering space and landmark site with equitable access, i.e. open space as part of the Cato Street car park site redevelopment.

those needs. Particular areas identified as requiring investigation at this time include but are not limited to the following:

- Access to quality child care, child minding, and maternal and child health services and facilities.
  - Access to quality education services and facilities, in particular public secondary school facilities.
  - Services and facilities for people from culturally diverse backgrounds.
  - The provision of additional cultural and social activities targeted at and designed by young adults.
  - The need to upgrade, expand and provide additional services from key existing community facilities such as the Chris Gahan Centre in Grattan Gardens, 22 Little Chapel Street, the Prahran Aquatic Centre etc.
  - Integrating the future provision of community services and facilities with other relevant strategies and programs being developed in Stonnington, as part of Strategies for Creating Open Space Open Space.
  - Revitalising and promoting civic/retail hubs as focal points of social life and activity for people living in the Chapel Street area, as well as providing local convenience and weekly shopping and services.
  - Fostering a sense of neighbourhood for residents and workers by providing small scale local convenience shops, services, cafes etc. within close proximity to Windsor, Prahran and South Yarra Stations.
  - Thinking creatively about providing services from spaces within multi-level buildings developed throughout the centre.
  - Ensuring adequate signage and information is provided for community services and facilities that are located above street level to promote utilisation.
3. Ensure that Windsor, Prahran and South Yarra provide a high quality living environment for all its residents by:
- Enhancing the safety, amenity and accessibility of the streets, laneways and open spaces in Windsor, Prahran and South Yarra.

- Ensuring that all new residential development is of a consistently high design quality.
  - Ensuring that new residential development within or adjacent to the activity centre protects itself from noise.
4. Strengthen and expand the cultural and educational role of the community facilities by:
- Consolidating and reorganise facilities and car parking at Princes Gardens to deliver high quality, north facing, landscaped, open space areas.
  - Potentially expanding the Grattan Gardens Community Centre to the north with undergrounding/relocation of existing car parking.
  - Providing more opportunities for open space suitable for recreational use.
  - Improving the provision of low-rent 'incubator' spaces/studios and public exhibition sites for the arts/design industry.

### 13.3 Projects

Monitor the need for an ongoing social needs assessment as the population increases to identify the likely impacts of new development and residences, and to identify potential mitigation strategies in response to those impacts.

Figure 10 – Access map showing location of community facilities



## 14 Sustainability

### 14.1 Discussion

Sustainability in an urban context generally has to do with minimising or if possible avoiding the use of non-renewable resources, generating and utilising renewable resources, and protecting and enhancing the natural environment and promoting biodiversity.

Key resources include water, building materials and energy. Sustainability issues associated with each of these commonly translate into issues such as:

- In relation to water – Reducing water use, recycling and reusing waste water, increasing onsite water capture or harvesting, minimising stormwater flows and managing water quality etc.
- Energy – Minimising or avoiding the use of non-renewable energy resources, especially those which contribute to greenhouse gas producing, such as carbon emitting petroleum and coal and similar products. On-site or local generation of renewable energy sources – wind, solar etc.
- Incorporation of landscaping into urban areas, focussed on protecting and enhancing natural environmental features and enhancing biodiversity.

Sustainability in terms of urban planning and development has three general aspects:

- Sustainability in terms of urban form.
- Sustainable buildings.
- Sustainability in terms of the public realm.

Sustainable urban form has to do with the overall structure of an urban area in terms of the density of land uses, the mix of land uses and the way in which people and goods move between land uses. *Plan Melbourne* and *Melbourne @ 5 Million* provide a metropolitan wide policy framework to achieve higher levels of urban sustainability by promoting a compact and more intensely developed city, higher density mixed use activity

centres, and facilitating a move towards sustainable forms of movement such as walking, cycling and public transport, as realistic alternatives to the car.

At a local level, the original *Chapel Vision Structure Plan* and the *Chapel reVision* document, support and reinforce broader metropolitan sustainability objectives, by encouraging intense mixed use development within the Chapel Street area, and encouraging a move from private car to other more sustainable forms of transport.

In relation to buildings, Council is a strong advocate for the development of more sustainable buildings throughout the municipality. Council has adopted the concept of *Sustainable Design Assessment in the Planning Process* (SDAPP), which has been advocated by the Municipal Association of Victoria and several Victorian Councils.

This process requires a 'sustainability assessment' to be undertaken for all buildings at the planning permit application stage. The purpose of the assessment is to ensure that appropriate sustainability measures are taken into account in the design of a building during the planning permit application process.

The process requires that either a simple '*Sustainable Design Assessment*', or a more comprehensive '*Sustainable Management Plan*' is prepared and lodged with a planning permit application for new development, depending on the size of the development.

As an example of the scope of the matters considered in the process, the ten key categories for sustainable buildings include:

- indoor environmental quality
- energy efficiency
- water efficiency
- storm water management
- building materials
- transport

- waste management
- urban ecology
- innovation
- construction and building management

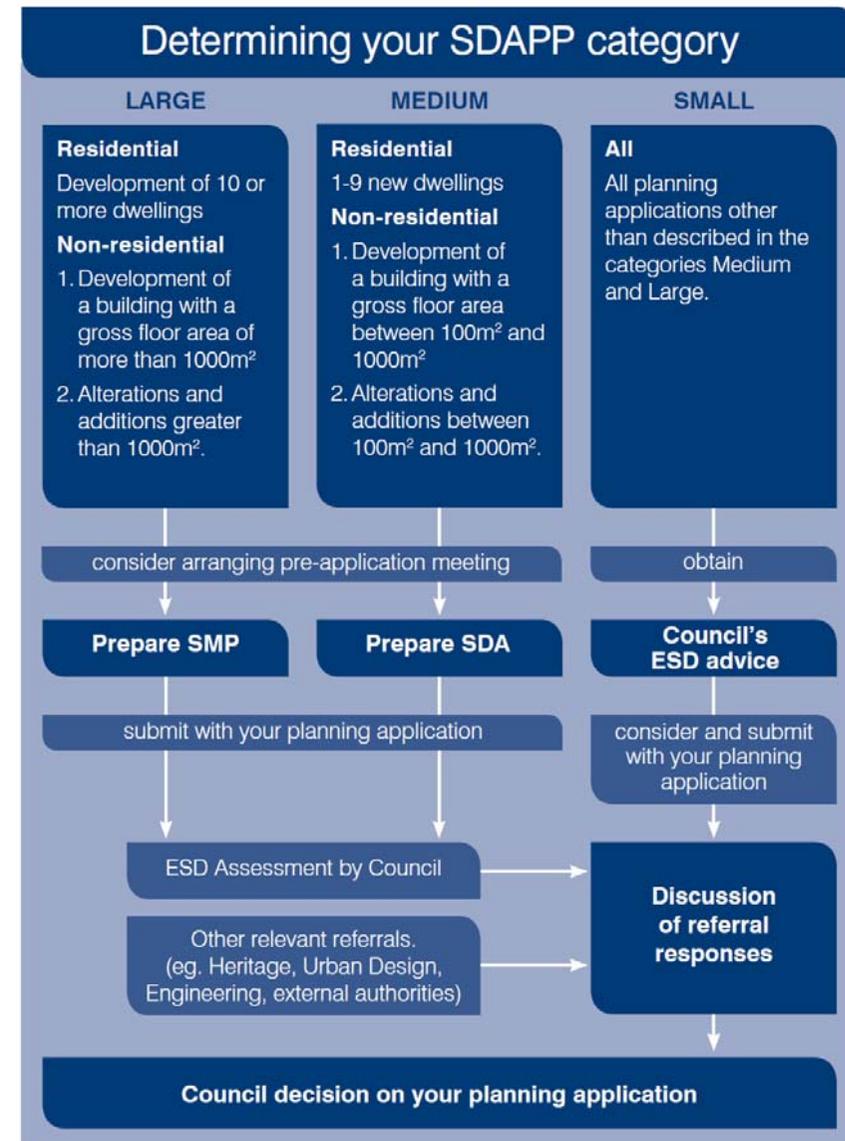
Council will apply SDAPP to all new developments in the Chapel Street area as part of the planning permit assessment process.

Council will also take a lead role and provide a positive example, in the sustainability of all public realm works it.

## 14.2 Actions

Objectives and strategies for the Chapel Street area are provided in the *Chapel reVision Structure Plan*. Detailed actions required to implement the objectives and strategies identified in the structure plan include the following:

1. Council will set a positive example by adopting high levels of sustainability in all building projects it undertakes in the Activity Centre.
2. Provide incentives for Environmentally Sustainable Design (ESD) principles to be incorporated into developments with long term environmental, economic and community benefits.
3. Propose water sensitive urban design measures for strategic sites and landscape corridors.
4. Promote the use of renewable energy resources where possible, on strategic sites, community facilities, retail centres and public transport hubs.
5. The greening of mixed-use streets and targeted new development areas such as Forrest Hill, Jam Factory district, former light industrial areas such as Bang, Regent, Mount and Clifton Streets and the Office of Housing sites / Council owned sites and walking and bicycle networks throughout the activity centre.
6. Reduce the visual impact of infrastructure in the built and landscape environment.



7. Investigate the potential for centre wide initiatives including co-generation facilities, solar power array, stormwater harvesting and reuse, grey water treatment and comprehensive walking and public transport networks to reduce carbon emissions.
8. Establish short and long term targets for reductions in carbon emissions per square metre of development and water use in both the public realm and private development.
9. Establish targets for energy generation through sustainable energy sources.
10. Establish targets for and increased rates of walking and cycling.
11. Encourage the provision of end of trip facilities and the use of green travel plans to support walking, cycling and use of public transport.
12. Apply the principles of water sensitive urban design throughout the centre.
13. Reduce mains water demand by encouraging roof water collection and reuse, in particular for toilet flushing in large developments, where this could be a development requirement.
14. Establish targets for grey water reuse in public and private development.
15. Meet Melbourne Water stormwater quality objectives by integrating treatment measures into landscaping:
  - Implementation of rainwater tank collection from roofs.
  - Introduction of swales/rain gardens to filter runoff from remaining hard surfaces prior to discharge.
16. Ensure use of water efficient fittings, i.e. toilets, showers and tap ware, particularly in new developments where this could be a development requirement
17. Identify and implement with State Government Agencies or private developers, public based, sustainable infrastructure projects. This might include regional stormwater harvesting reuse, grey water recycling and sewer mining (or third pipe)
18. Energy efficiency and reduced greenhouse gas emissions:
  - Improve public transport services and capacities to minimise trips by car, both to, from and within the activity centre.
  - Price car parking to encourage sustainable transport use.
19. Pilot a Water Sensitive Cities Project in Forrest Hill.
20. Investigate the need for future electric car charging stations throughout the Activity Centre, and identify suitable locations for these facilities.
21. Establish Waste Management Guidelines for all precincts to consider matters such as waste collection times and vehicle access.

## 15 Partnerships and implementation

### Implementation of projects, priorities and staging

As discussed in the original *Chapel Vision*, the successful implementation of a structure plan is dependent on not only external economic and market conditions but also:

- The establishment of an appropriate environment for investment.
- The determination of targets for land use outcomes, activity centre capacity, amenity, liveability improvements and infrastructure and community development.
- The establishment of partnerships between local and State agencies.
- Further analysis and community consultation, particularly with respect to permanent planning controls, developer contribution schemes and key sites such as Cato Street, Prahran Market/Elizabeth Street car park.
- The preparation of masterplans, detailed plans and budgeting for capital works.
- The appropriate scoping and implementation by direct and indirect funding sources.
- Amendments to the Stonnington Planning Scheme to provide the appropriate statutory support and directions for preferred outcomes.
- Support new statutory and strategic frameworks with parallel political support.
- The determination of priorities, funding sources and a staging plan.
- The alignment of public realm improvements with abutting major private sector developments and State Government infrastructure upgrade.

It is anticipated that partnerships will involve various arrangements between:

- Private developers and landowners.
- Local Government.
- State Government.
- Institutions.

- Not for profit/community groups.

### Project management and governance

Council should investigate the most effective project management and governance arrangements to assure the effective implementation of *Chapel reVision*. Options that should be considered include the following:

- Considers a whole of Activity Centre approach to the planning, management and implementation priorities.
- Consider establishing a reference group with representatives from the City of Stonnington, landowners, business people and residents that could advocate for improvements and infrastructure responsible by the State Government.
- Establishment of a precinct coordination committee comprising representatives from relevant departments of Council to coordinate the implementation of *Chapel reVision* and other strategies / initiatives for Chapel Street across all departments within Council, and to ensure that the policies and operations which govern the activities undertaken by each department, are updated and managed having regard to *Chapel reVision*.

### Amendment to the planning scheme and other measures

A key reason for undertaking *Chapel reVision* was to provide the strategic basis for the introduction of permanent planning controls into the planning scheme. The opportunity exists to use the Activity Centre Zone to consolidate all references to the Centre that are currently spread throughout the planning scheme in policy, zones, and overlays, into the one fully self-contained section of the planning scheme.

### Implementation program

It will be necessary to prepare an implementation program that identifies actions required to be undertaken by the Structure Plan, and all of the more detailed actions and projects contained in the Discussion Paper and in the Neighbourhood Framework Plans, which

will need to be undertaken to implement the objectives and strategies contained in the structure plan. For each item the implementation program should identify: responsible agency or department within Council, priority, timing etc.

A polling priority implementation plan will also need to be developed to determine projects priority from the broader implementation program.

### Funding arrangements

Council will need to explore possible sources of funds in order to fund works required to implement *Chapel reVision* and to undertake the vast number of actions and initiatives identified in the structure plan and accompanying reports. Council should undertake a funding study to determine sources of potential funds, so that it can prepare a budget and expenditure program with meaningful timelines. Funding options to be examined include:

- sources from municipal general rates
- special rates and charges
- development contributions
- grants and external funding sources

### Budget and expenditure program

It will be necessary to prepare a budget and expenditure program for the Centre, which identifies priority implementation projects and actions including listing items on the long term resource plans.

Items which are considered for priority implementation can proceed to being listed on Council's 5 year resource plan.

### Monitoring and review

Council will need to establish a formal monitoring system to ensure measures are in place to monitor the Structure Plan and to manage development and expenditure within the

Activity Centre. The monitoring program should report on all key indicators relevant to the implementation of the plan, and form part of reporting in Council's annual report.

A review of *Chapel reVision* is recommended in accordance with the Department of Transport, Planning and Local Infrastructure's guidelines for Activity Centres.

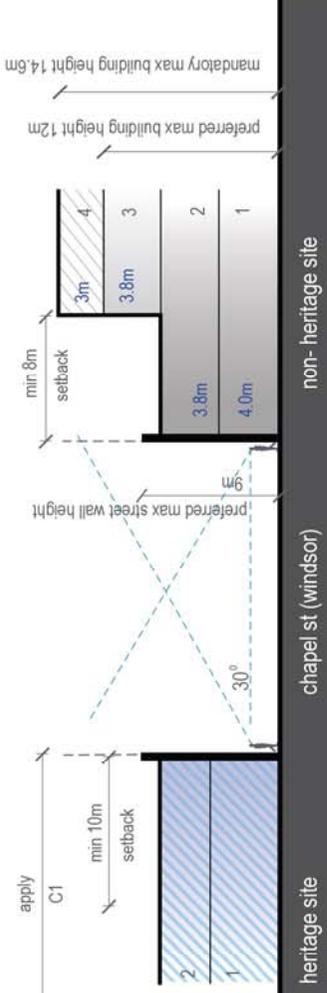
A review of the permanent planning controls should be listed to commence within the first year of gazettal to undertake necessary refinements to strengthen the policy.

## 16 Attachment 1

# chapel st setback requirements

## S1

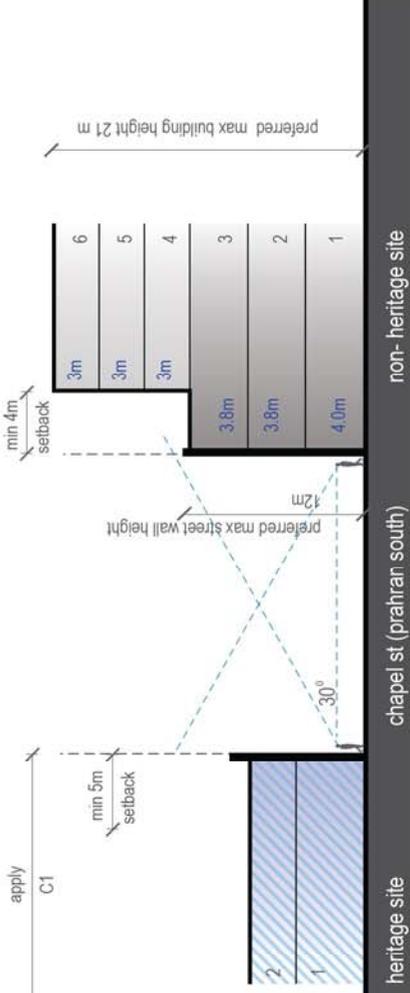
chapel st, windsor  
between dandenong road to high street



mandatory max building height 14.6m  
preferred max building height 12m

## S2

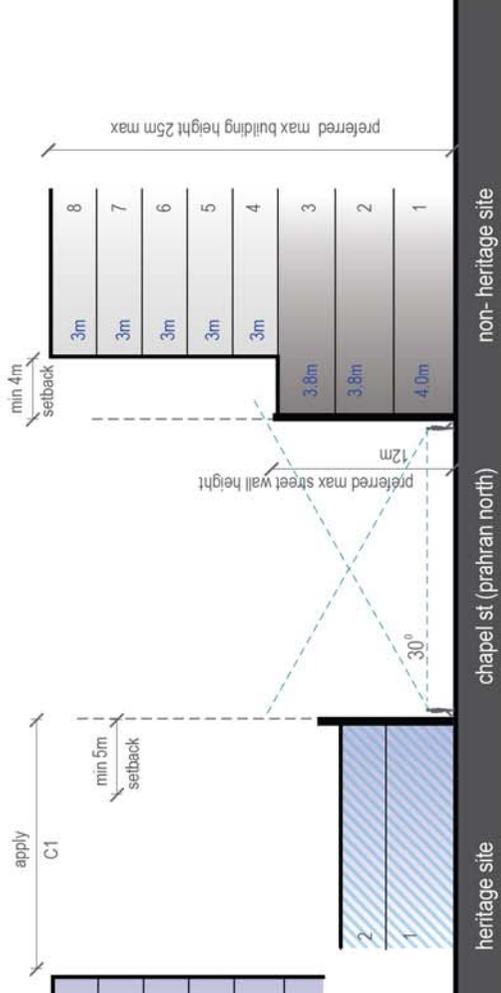
chapel st, prahran south  
between high st & greville st



preferred max building height 21 m

## S3

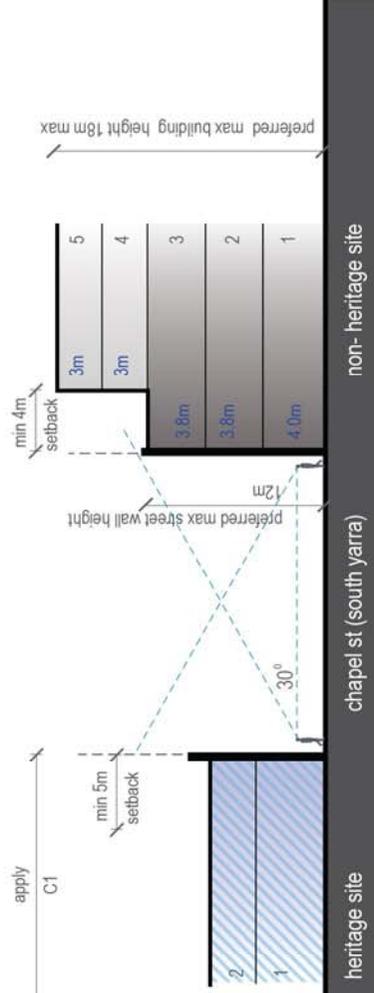
chapel st, prahran north  
between greville st & commercial rd



preferred max building height 25m max

## S4

chapel st, south yarra  
between commercial rd & toorak rd



preferred max building height 18m max

### Note:

- To be read in conjunction with the building heights & setbacks map
- 4m ground floor to floor height: retail floorspace
- 3.8m floor to floor height within podium levels : adaptable floorspace
- 3m floor to floor height above podium levels : residential
- The maximum building height may not be achievable on every site, particularly smaller sites with limited dimensions (width/ depth) and/ or other relevant constraints

Apply Condition 1 (C1):

Minimum street setback is required to implement a heritage response and the Heritage Policy

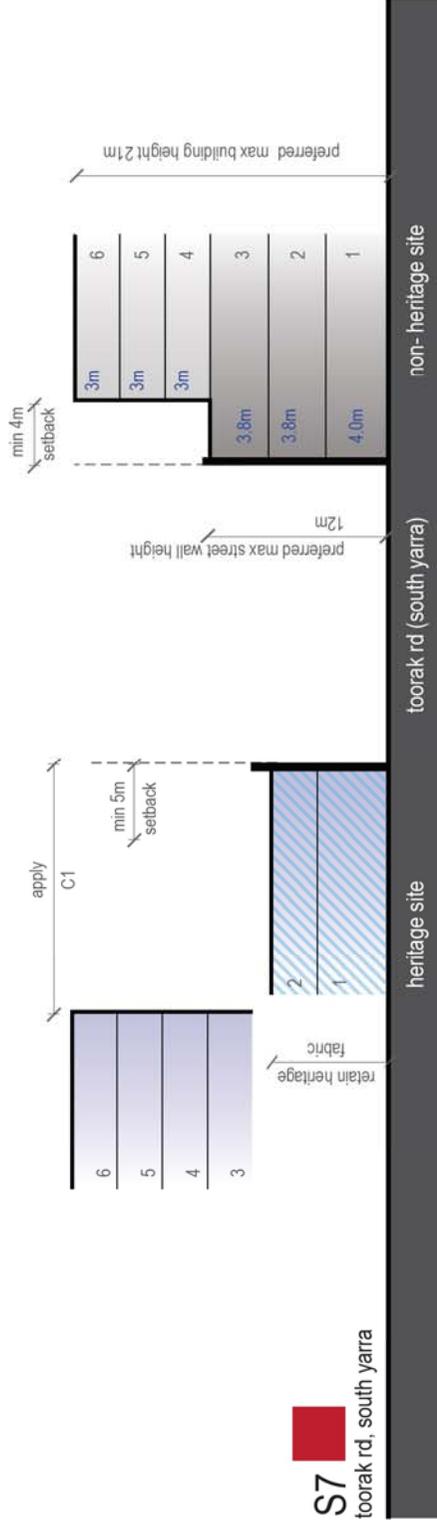
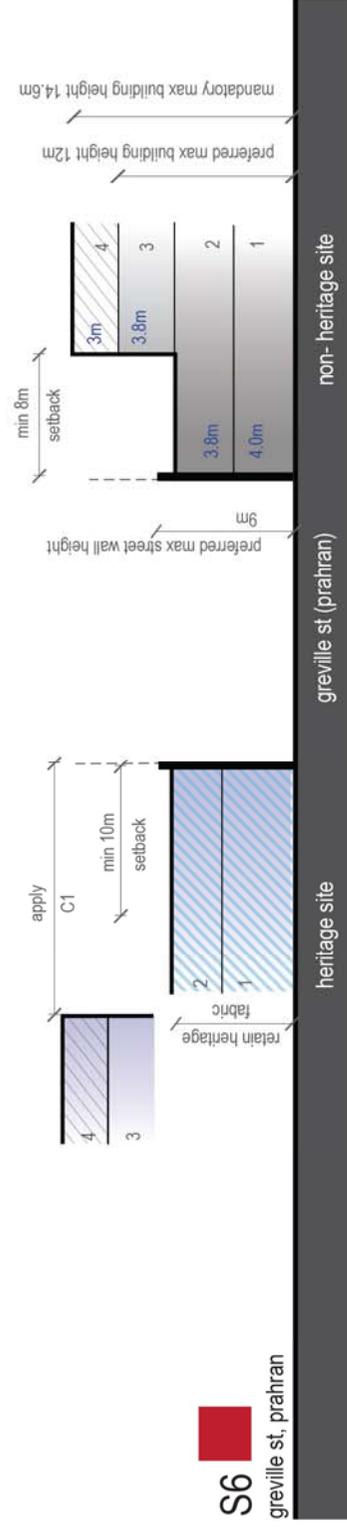
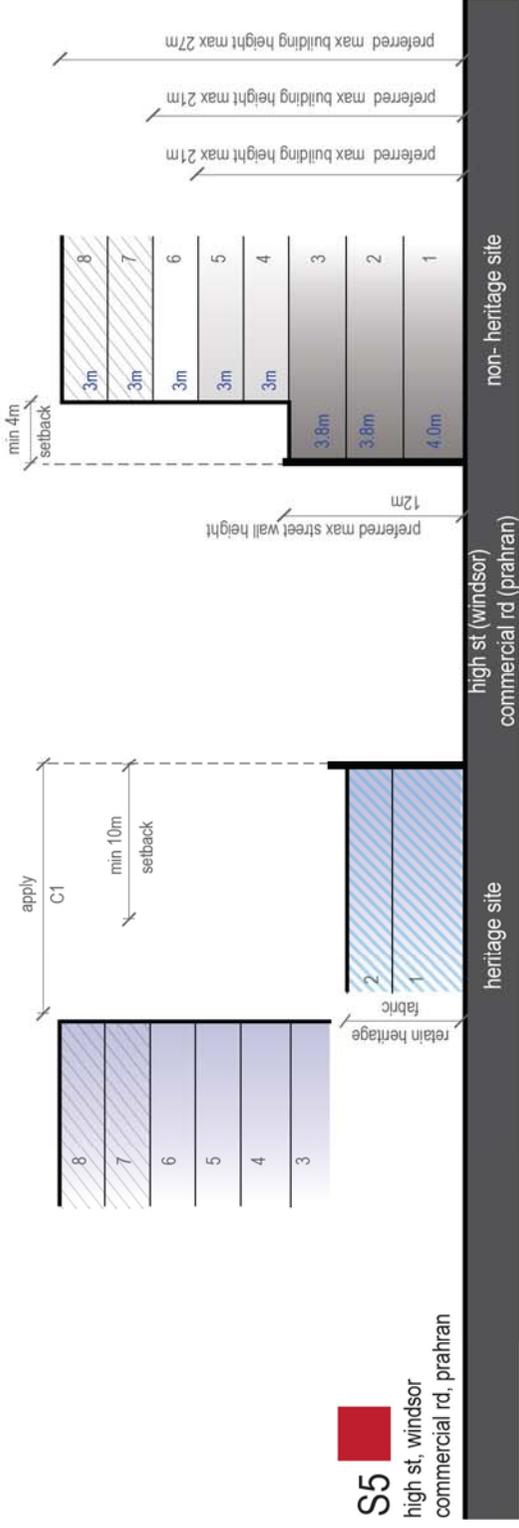
### legend



visual cone (30 degrees)

# main east-west streets

setback requirements



Note:

To be read in conjunction with the building heights & setbacks map

4m ground floor to floor height: retail floorspace

3.8m floor to floor height within podium levels : adaptable floorspace

3m floor to floor height above podium levels : residential

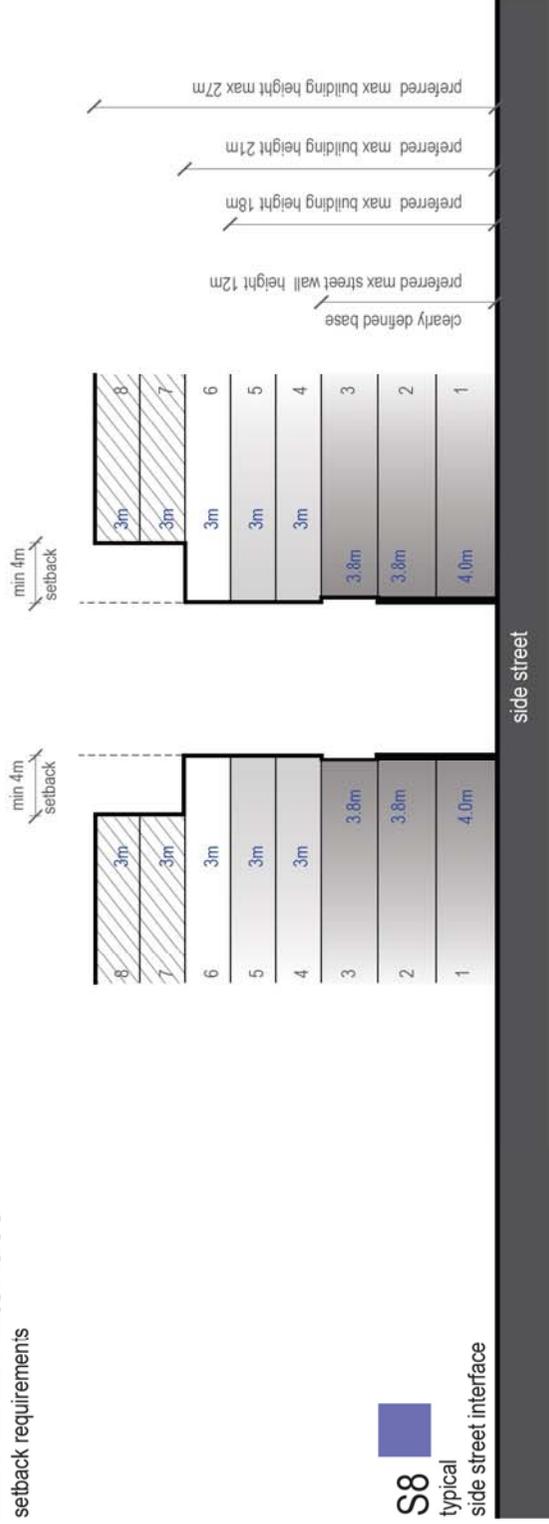
The maximum building height may not be achievable on every site, particularly smaller sites with limited dimensions (width/ depth) and/ or other relevant constraints

Apply Condition 1 (C1):

Minimum street setback is required to implement a heritage response and the Heritage Policy

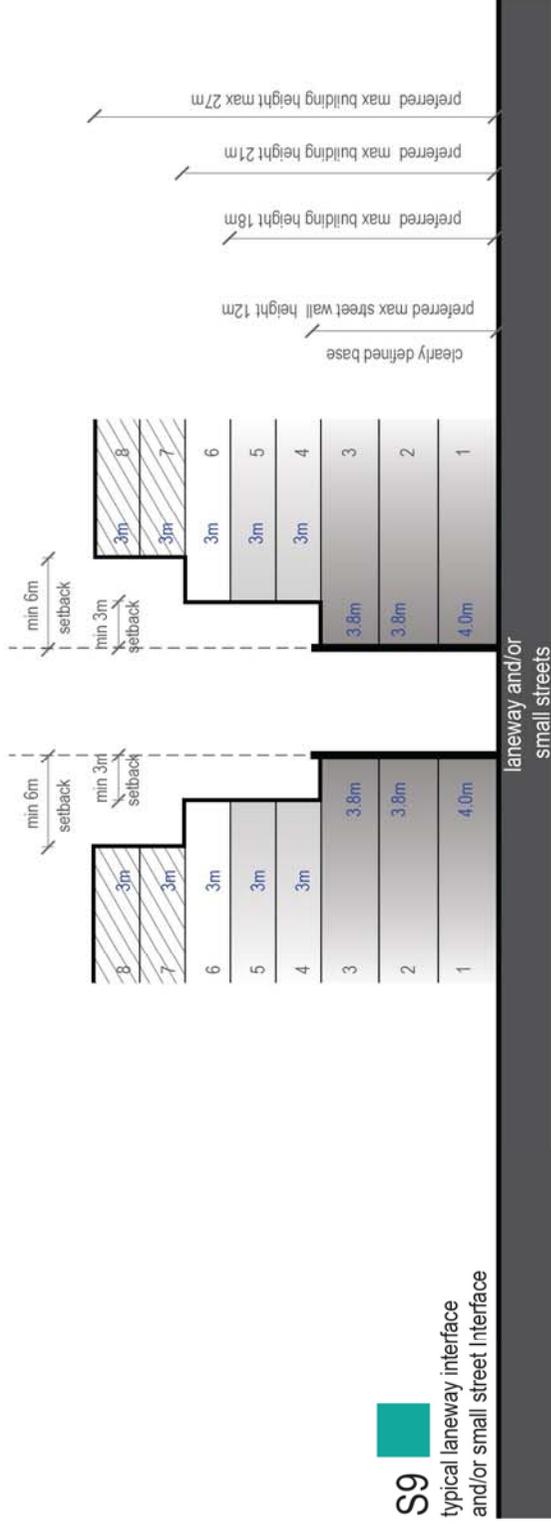
## side street interface

setback requirements



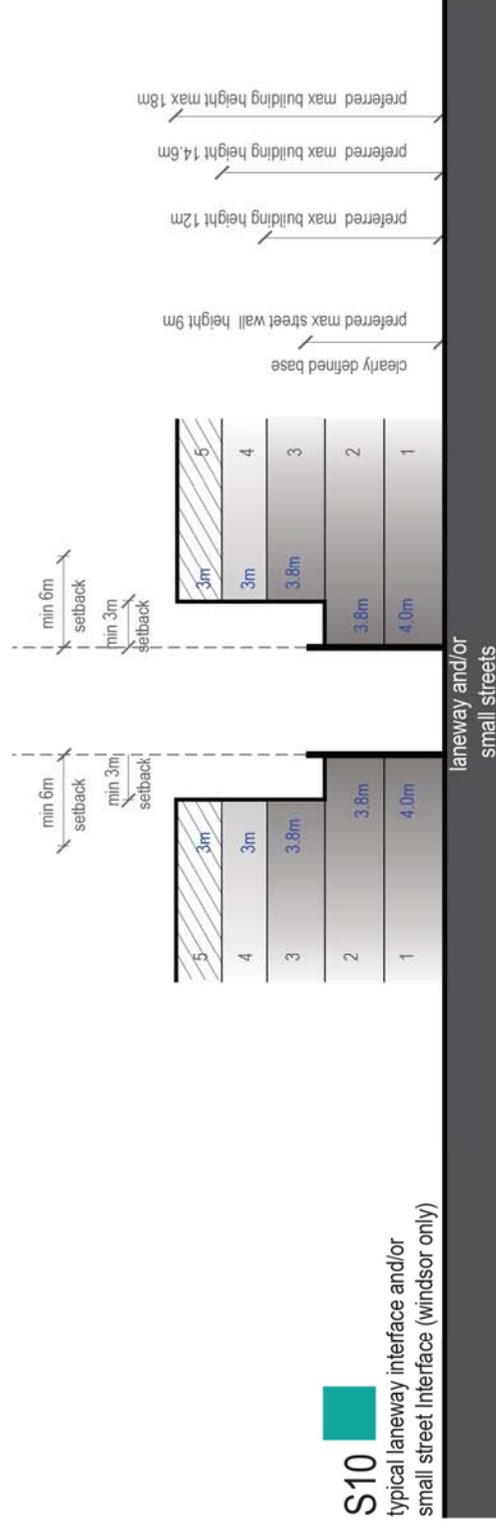
## S9

typical laneway interface and/or small street interface



## S10

typical laneway interface and/or small street interface (windsor only)



Note:

To be read in conjunction with the building heights & setbacks map

4m ground floor to floor height: retail floorspace

3.8m floor to floor height within podium levels : adaptable floorspace

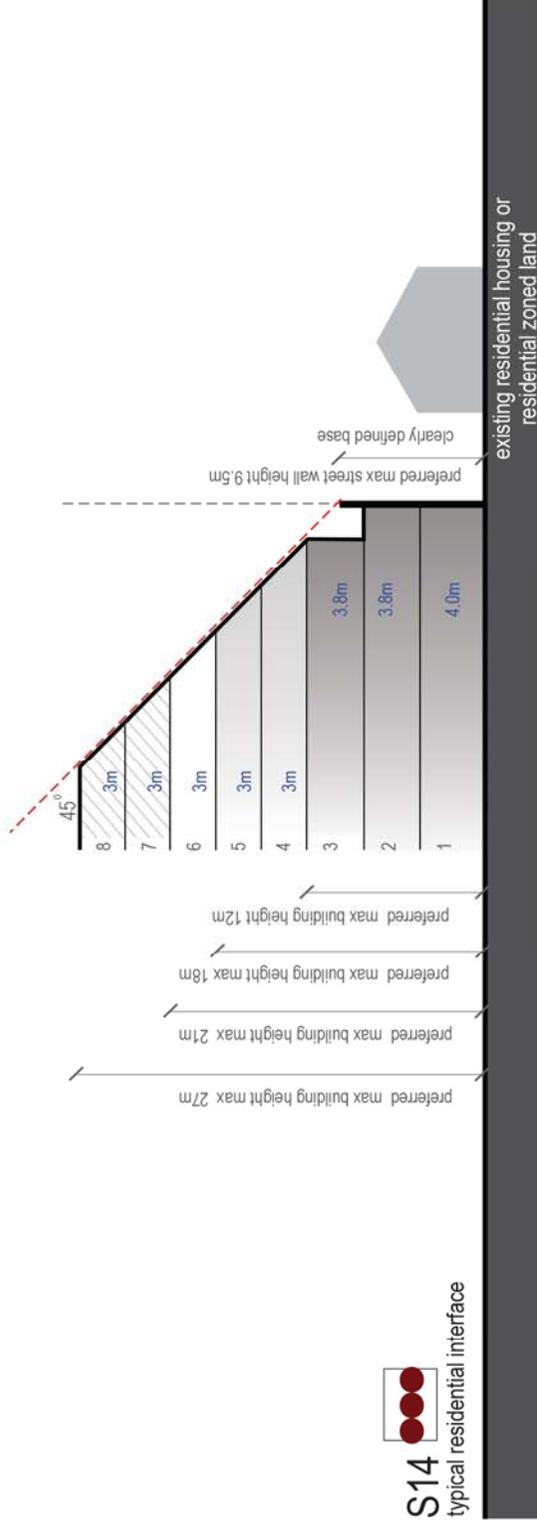
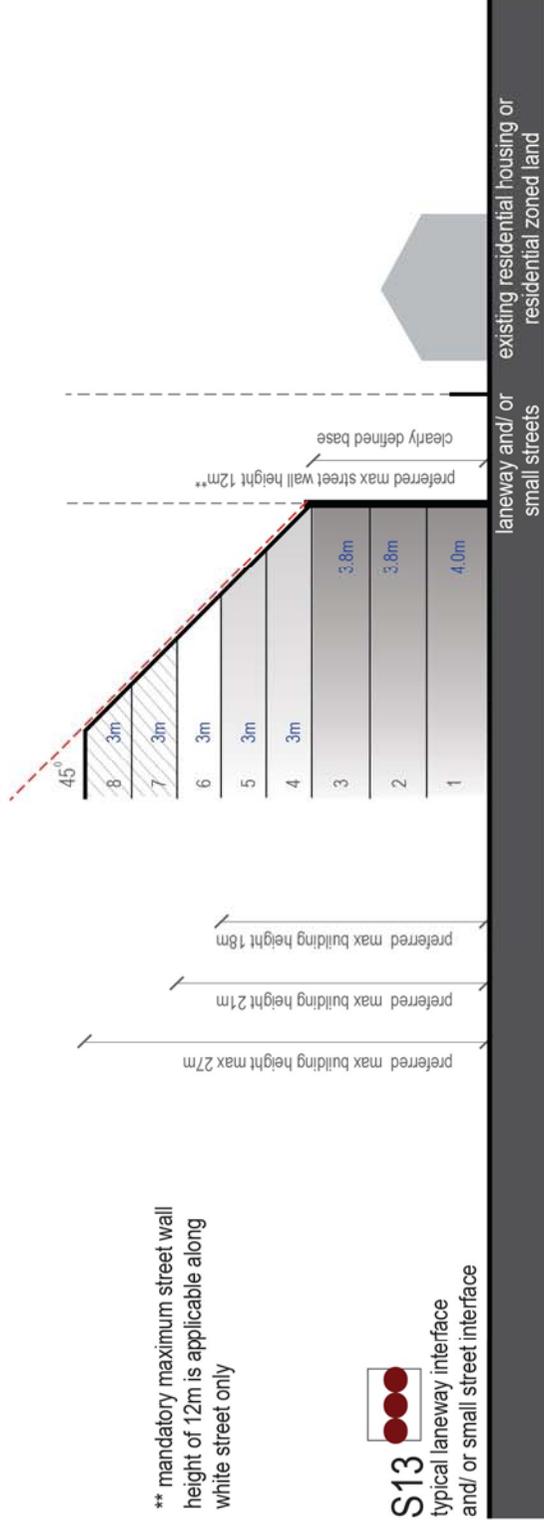
3m floor to floor height above podium levels : residential

The maximum building height may not be achievable on every site, particularly smaller sites with limited dimensions (width/ depth) and/ or other relevant constraints



# existing residential interface

setback requirements

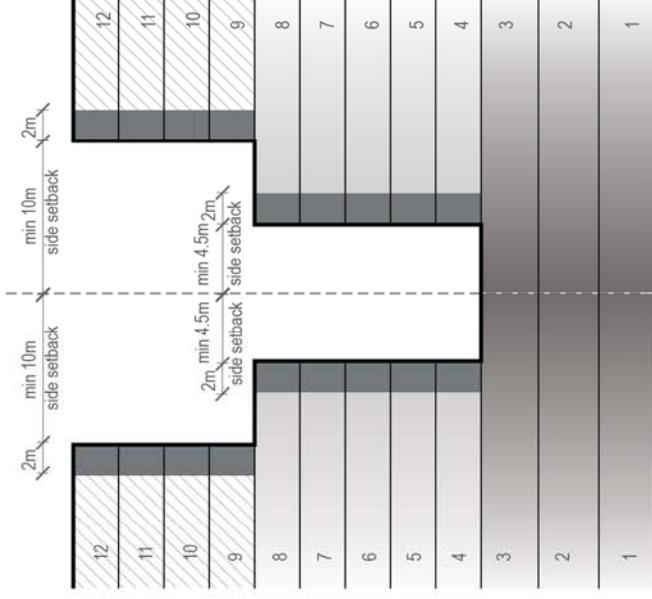


**Note:**

- To be read in conjunction with the building heights & setbacks map
- 4m ground floor to floor height: retail floorspace
- 3.8m floor to floor height within podium levels : adaptable floorspace
- 3m floor to floor height above podium levels : residential
- The maximum building height may not be achievable on every site, particularly smaller sites with limited dimensions (width/ depth) and/ or other relevant constraints

# existing residential interface

setback requirements



## S15

balconies/ habitable  
windows to primary outlook

legend



minimise overshadowing on  
adjacent residential property