

22.14 BAY STREET ACTIVITY CENTRE POLICY

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This policy applies to all land in the Bay Street Activity Centre and Study Area, as shown in Map 1 to this policy.

The boundary of the Activity Centre is defined to include:

The existing strip shopping centre along Bay Street between Ingles Street to the north and Beach Street to the south.

The mixed use area at the southern end of Bay Street, south of Graham Street generally between Dow Street and Esplanade West to the east and Stokes Street to the west.

Crockford Street between Bay Street and Boundary Street.

22.14-01 Policy Basis

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This policy:

Implements the Bay Street Activity Centre Structure Plan – Parts 1 and 2 (2013) (BSACSP).

Responds to the vision and strategies of Clause 21.06-4 Port Melbourne and Garden City .

22.14-02 Objectives

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To implement the Vision and Strategic Directions of the BSACSP.

To strengthen the role of the Bay Street Activity Centre as the hub of Port Melbourne.

To strengthen the convenience retail offer (i.e. daily and weekly shopping) as Bay Street's primary role.

To ensure the continued development of a vibrant multi-functional activity centre that provides convenient access to a wide range of goods and services, for locals and visitors.

To reinforce the distinct activity precincts that have emerged along Bay Street.

To concentrate new housing growth opportunities in identified strategic precincts within the activity centre.

To protect heritage and neighbourhood character values of the low-rise, fine grain residential areas surrounding the activity centre.

To ensure new residential development contributes to a diversity of housing choice (in terms of size, type and tenure) and to the supply of accessible and adaptable housing.

To reinforce Bay Street's role as the local community's destination for services, facilities and information.

To reinforce the urban structure and unique built form elements that contribute to the identity and legibility of Bay Street.

To protect Bay Street's village feel through reinforcing the low scale, heritage character of the traditional retail strip north of Graham Street.

Consolidate the new contemporary higher-rise character of the Port Melbourne mixed use area south of Graham Street while:

- Respecting remaining significant heritage places, and
- Protecting the neighbourhood character values and amenity of the adjoining low rise, residential areas.

To reduce the impact of traffic along Bay Street recognising its primary role as a 'shopping' street and pedestrian priority area.

To improve the safety, activation, connectedness and comfort of pedestrian spaces and paths.

To maintain an efficient supply of car parking to support the viability of the activity centre as a shopping destination, while facilitating a reduction in the reliance on car based travel.

To facilitate 'active edges' across the activity centre to promote a safe and vibrant street-life.

To facilitate the adoption of emissions reduction and water conservation measures.

To position the activity centre to respond and adapt to the impacts of a changing climate.

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Activity and business mix

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

Encourage supermarket and grocery facilities to continue to anchor the activity centre's convenience retail offer.

Support proposals for redevelopment or reuse of larger sites within the activity centre (south of Bridge Street) to accommodate new retail anchors at ground level.

Encourage new retail floorspace to be located and designed to integrate with the established retail strip within the activity centre.

Facilitate opportunities for retail growth and reformatting of retail space which respond to a demonstrated increasing consumer demand.

Facilitate established and emerging retail / business niches, to create and maintain a point of difference in Bay Street's retail offer, including:

- A strong business services cluster.
- A comprehensive personal services offer, including health and well-being.
- Hospitality for local and visitor markets, including cafés, local 'pubs' and foreshore restaurants.
- Quality fashion and footwear.

Encourage further residential use within the activity centre to promote after hours activity while:

- Ensuring new residential development does not diminish the future capacity for retail / commercial growth.
- Ensuring residential uses are located above street-level, to maximise active retail frontages to Bay Street.

Support proposals for use and development of upper level and 'rear of shop' premises along Bay Street for housing and offices, subject to heritage considerations.

Encourage the establishment of complementary activity clusters around key anchors within the activity centre, including the foreshore (destination and visitation), the supermarket

(food for the home, extended trading hours), and the Library and Town Hall (complementary retail, and business and personal services).

Encourage proposals that leverage off the Port Melbourne waterfront as a visitor destination (i.e. foreshore / bike trails / cruise shipping), in particular supporting proposals for hospitality uses that support visitation to the activity centre, including after hours and at weekends.

Support proposals for convenience retail and personal / household services in the core retail area of the activity centre between Rouse Street and Bridge Street.

Encourage the west side of Bay Street between Bridge Street and Raglan Street to develop as a specialty / niche retail node.

Facilitate opportunities to reinforce land use clusters and achieve desired land use changes through the redevelopment or reuse of strategic sites across the activity centre.

This policy may be achieved if:

- Land use proposals for identified strategic sites respond to the specified 'Desired Future Outcome' listed in Table 1.

Table 1

Strategic site	Desired Future Outcome
Cnr Bay and Liardet Street (Coles supermarket)	Potential to achieve residential, community and / or commercial uses above the existing retail anchor at ground level. Existing car parking is to be retained; and additional car parking is to be provided to cater for new floor space relevant to the proposed land use.
40 Bay Street (Naval Drill Hall and Former Post Office)	Facilitate reuse and sensitive adaptation of this heritage building to increase interaction with / activation of the street frontage with potential land uses including café/restaurant, education or community purposes.
7-33 Bay Street (Mitchell Crescent Public Housing Estate)	Redevelopment should include social housing on upper levels / to rear of site, and result in no net loss of social housing. Potential to accommodate future retail anchor on this large site and ensure active land uses at the street frontage to Bay Street as part of any redevelopment (medium or long term prospect).
160 and 162 Bay Street (Church and Manse)	Potential to achieve office or residential uses to the rear of the existing place of worship and manse.
420 Bay Street (Service Station Site)	Potential for residential development (dwellings).
86 Crockford Street (Service Station Site)	Potential for residential development (dwellings) and office based commercial activity.

22.14-04 Housing opportunities

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

Support new residential development and development at higher densities in the areas identified on the *Activity Centre Housing Opportunities Framework Plan* in the BSACSP. These areas include:

- The mixed use precinct (south of Graham Street)
- Land on the western side of Crockford Street
- Underutilised residential sites on the south-eastern side of Crockford Street and Bay Street, north of Spring Street.

Encourage residential infill opportunities within the established retail strip which do not compromise Bay Street's commercial role or heritage streetscape.

Supporting shop-top housing across the retail centre using existing upper level floor space or through sensitive additions to existing buildings.

Minimise development in residential areas covered by the Heritage Overlay.

Limit new development within areas of a highly consistent neighbourhood character, as identified on the *Established Residential Areas Housing Framework Plan* in the BSACSP, to forms that protect and reinforce the existing character of the area.

Encourage proposals that provide for incremental housing growth (comprising replacement dwellings or well-designed multi-unit development) in residential areas proximate to the activity centre that have existing diverse neighbourhood character, as identified on the *Established Residential Areas Housing Framework Plan* in the BSACSP. Development in these areas should respond to the preferred neighbourhood character statements for Established Residential Precincts (1 to 4) as identified in the *Bay Street Activity Centre Structure Plan - Part 2: Precincts and Projects (2013)*.

Protect the residential character and amenity of Heath Street from future commercial encroachment.

Encourage new residential developments in excess of 10 dwellings to provide a diversity of dwelling sizes (number of bedrooms) and dwelling layouts.

Encourage the provision of accessible housing and support proposals that provide for all new dwellings to be at least 'visitable'.

Supporting proposals to use and develop land for the purpose of aged care accommodation.

Encourage development within the activity centre to provide affordable housing units, as a combination of community and private housing.

This policy may be achieved if:

- New development provides at least 10% of new dwellings as affordable units.
- Proposals for private residential development provide one-bedroom units and bed-sits, and consideration is given to the reduction of the car parking requirement to reduce housing costs.

Discourage proposals that will result in a net reduction in social (public and community) housing units within the activity centre and proximate residential areas.

Encourage development at the interface of the activity centre to achieve greater consistency in land use and built form scale with existing residential development adjacent to the activity centre.

This policy may be achieved if:

- Development reinstates a residential edge in Heath, Lalor and Garton Streets.
- Development adjoining existing residential development transitions down in scale in Stokes and Dow Streets (south of Graham Street).

- Require new dwellings constructed within the activity centre, adjacent to the light rail, along main roads and at the interface with the activity centre, to incorporate appropriate acoustic attenuation measures.

22.14-05 Connecting the community

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

Encourage the retention and upgrade (where required) of existing community facilities within the activity centre.

Consider how proposals reinforce the clustering of community facilities and the co-location of community-based organisations within the activity centre.

Support the provision of school facilities for primary and secondary school aged children.

Support the provision of early childhood education and child-care services.

22.14-06 Reinforcing urban character

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

Encourage new development to provide a street wall height that is consistent with the prevailing streetscape context.

Ensure that development on larger sites or consolidated sites (with a frontage over 10 metres) is well articulated through variations in form and materials, openings and the inclusion of vertical design elements.

Encourage development to protect key public view lines as identified on the Built Form Framework Plan in the BSACSP, in particular views to Port Phillip Bay, the CBD and Port Melbourne Town Hall.

Discourage development that intrudes into identified public view lines, and limit the height of development fronting Bay, Heath and Lalor Streets.

Encourage development to achieve standards of excellence in architectural and urban design.

This policy may be achieved if:

- Development contributes positively to the character of the activity centre through contemporary, best practice architecture.
- The form, scale, massing, articulation and materials of development responds appropriately to the streetscape context of the site.
- Building design enables adaptation for a variety of uses.
- New development incorporates Crime Prevention Through Environmental Design (CPTED) principles and achieves the intent of the Safer Design Guidelines (DSE 2005).

Encourage development along Bay Street, north of Graham Street, to respect the scale of heritage buildings and continue the consistent street wall parapet height.

Consider the protection of residential amenity and character at the interface between the mixed use 'growth' area and established 'sensitive' residential areas south of Graham Street, as indicated on the Built Form Framework Plan in the BSACSP.

Encourage medium scale 'infill' residential development to redefine and strengthen the southern side of Crockford Street, in association with renewal on the northern side.

This policy may be achieved if development on the southern side of Crockford Street:

- Reinforces a 3 storey street wall height, with upper floors setback behind the street wall to a maximum overall height of four storeys.
- Provides an appropriate transition to the lower scale of residential development to the rear.

Encourage redevelopment of individual 'opportunity sites', as identified on the Built Form Framework Plan in the BSACSP.

Ensure that development does not diminish sunlight access on 21 June (winter solstice) to:

- The eastern footpath of Bay Street – between 10.00am and 3.00pm.
- The south-western side of Rouse Street – between 11.00am and 2.00 pm.
- The foreshore area including bicycle and pedestrian paths.

Ensure new buildings within the activity centre contribute to well defined public streets and spaces by:

- Creating a sense of street enclosure.
- Providing cantilevered verandas over footpaths along the length of Bay Street and along 30m wide streets in the mixed use precinct.
- Creating well articulated, attractive and detailed facades on all visible elevations, including exposed boundary walls.

Ensure the design and layout of development within the activity centre:

- Maximises the activation of ground level frontages, through appropriate land use and orientation of window and door openings to the street. Maximises opportunities for passive surveillance of streets and public spaces from upper levels via balconies and windows orientated to the street.
- 'Wraps' the edges of larger retail premises with smaller scale uses that have active frontages.
- Ensures that pedestrian entries are clearly visible from the public domain.
- Minimises vehicle crossovers (including the removal of redundant crossovers) and uses rear lane access where available.
- Avoids car parking and loading bays from facing public streets.
- Ensures that the floor levels of commercial premises along Bay Street are level with the street.

22.14-07 Sustainable access and movement

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

Encourage the provision and extension of canopies to offer weather protection and preserve footpath space for pedestrians throughout the retail core.

Encourage developers to contribute toward the installation of on-street bicycle parking facilities and to increase provision of on-site bicycle parking and end of trip facilities.

This policy may be achieved if:

- Development is consistent with the requirements of Clause 52.34 - Bicycle Facilities as a minimum standard, and provides additional bicycle facilities in association with proposals for reduced on-site car parking.

Encourage new land use and development proposals that are 'self-sufficient' in on-site car parking.

This policy may be achieved if:

- Proposals comply with the empirical parking rates for 'Shop', 'Restaurant', 'Office' and 'Dwelling' land use proposals in accordance with City of Port Phillip's Sustainable Transport Policy and Parking Rates Report (2007).
- Proposals seeking to reduce the rate of car parking provision for 'Dwelling' and 'Office' land uses meet criteria defined in City of Port Phillip's Sustainable Transport Policy and Parking Rates Report (2007).

22.14-08 An integrated public realm

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

Encourage use and development that enhances Bay Street and Beach Street as the primary spines of pedestrian activity.

Encourage use and development that enhances the amenity of streets including:

- Proposals for land uses and new buildings that activate existing laneways south of Graham Street.
- Proposals that create new mid-block pedestrian links or extend existing laneways in new development.
- Proposals that provide active land use edges and use the footpaths for street trading activities in main streets south of Graham Street.
- The design of ground level premises along both sides of Bay Street south of Bridge Street, and on the north-western side of Bay Street between Bridge and Raglan Streets, provide an 'Active Retail Edge' (as described in the BSACSP).

Encourage use and development that supports safe, convenient and amenable pedestrian access along defined 'priority pedestrian streets' as identified on the *Pedestrian Network Framework Plan* in the BSACSP, and at key intersections throughout the activity centre.

This policy may be achieved if:

- Development along the length of Bay Street and along 30m wide streets in the mixed use precinct south of Graham Street provides cantilevered verandahs over footpaths.
- Posted verandahs or other fixed structures at ground level are avoided, unless strongly supported by heritage conservation objectives.
- The design and layout of development:
 - Does not create any new vehicle crossovers along Bay Street or Beach Street.
 - Limits the construction of any new crossover/s along identified 'priority pedestrian' routes.
 - Removes redundant crossovers.

Encourage development that supports the establishment of a continuous 'Active Retail Edge' (as described in Strategic Direction 6 *An Integrated Public Realm* in the BSACSP) in the following locations:

- Along both sides of Bay Street south of Bridge Street.
- Along the north-western side of Bay Street between Bridge and Raglan Streets.

Encourage development that supports improved street level activation in locations identified on the *Pedestrian Network Framework Plan* in the BSACSP through the establishment of an ‘Active Retail Edge’ (as described in the BSACSP). These locations include:

- The north- west corner of Bay Street and Pool Street.
- The corners of Bay Street and Beach Street.
- Along both sides of Bay Street between Beach Street and Rouse Street.

Encourage development that supports other ‘Active Edges’(as described in the BSACSP) along all other priority pedestrian spines or streets identified on the *Pedestrian Network Framework Plan* in the BSACSP, to enable a visual connection between building occupants and persons in the public realm.

Encourage development that facilitates passive surveillance of streets and public spaces from upper levels of all buildings.

This policy may be achieved if:

- The design of buildings and building modifications provide an active edge at upper levels, by using windows and balconies.

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Precinct Policies

As well as the general policies, the following individual precinct policies apply. Policies relate to the precincts as shown on Map 1 within this clause.

Crockford Street Precinct

Encourage redevelopment of the precinct, and provide opportunities for office and residential activity.

Support a vertical mix of uses to achieve active commercial frontages at ground level through office-based commercial activity and residential uses at upper levels.

To provide for a mix of uses of a scale and nature that will not significantly impact the amenity of adjacent residential areas.

Encourage the renewal to redefine and recreate the northern entry point to the activity centre through development that:

- Provides for an increase in building scale (with a 3 storey street wall height and a preferred maximum scale of 5 storeys).
- Creates a sensitive interface and an appropriate transition to the lower scale of adjoining residential development.

Lalor and Heath Street Edge

Encourage new residential ‘infill’ development along the eastern side of Heath and Lalor Streets at a scale that respects adjacent residential development at the edge of the activity centre, and protects the heritage streetscape in Bay Street.

Discourage development forms that would introduce commercial land use activity that may detrimentally impact the amenity of the established residential areas along Lalor and Heath Streets; including industry and nightclub uses.

Ensure that development to the rear of the Bay Street retail strip:

- Maintains the visual integrity of the street wall parapet along Bay Street.
- Is recessed so that it is not visible from the opposite side (property line) of Bay Street.
- Achieves a transition down in height to the established residential area opposite.

The street-wall parapet to Heath and Lalor Streets should be a maximum of 7 metres in height, equivalent to a two storey street wall.

Buildings should not exceed a maximum overall height of 14 metres, the equivalent of four storeys.

Development above the street wall height should be setback so that any third level is recessed by a minimum of 3 metres from the property line, and any fourth level is not visible from the opposite side of Heath / Lalor Streets, and from Bay Street when viewed from the opposite side of the street at standing eye level (1.6 metres).

The fine grain building character of the precinct should be reflected in new development through vertical design elements.

Vehicle access and parking entrances must not dominate the design of ground floor level façades.

On corner sites with a principal frontage to Bridge, Spring, or Raglan Streets, development should:

- Be setback behind the principal frontage so it is not visible when viewed from the opposite street frontage at standing eye level (1.6 metres) above the footpath level.
- Have a maximum overall height: two storeys / 7 metres.
- Address all street frontages.

Town Hall Business Precinct

Encourage the east side of Bay Street, between Bridge Street and Raglan Street, to develop as a business services node.

Encourage the reuse of the existing cluster of residential properties between Bridge Street and Spring Street East for commercial (office) activities at street level, and residential and office uses at upper levels.

Encourage development of the east side of Bay Street north of Spring Street East to act as a transitional precinct providing for a mix of office and residential uses.

Encourage provision of active frontages to Bay Street at ground floor level in new buildings.

Encourage new buildings to have a street wall height of two storeys in Bay Street and 3 storeys in Lyons Street, and a maximum overall height of 4 storeys.

Encourage street walls along Bay Street to have parapet heights of a minimum of 8 metres and maximum of 9.5 metres.

Encourage greater utilisation of the rear of heritage places. Development at the rear of 'significant' and 'contributory' heritage places should not be visible within a viewline taken from the opposite side of Bay Street (at 1.6 metres).

Ensure development on sites outside the Heritage Overlay on the south-east side of Bay Street between Spring and Raglan Streets:

- Respects the scale of heritage properties opposite and further south along Bay Street. An appropriate transition in scale should be achieved where new development is on a site located directly adjacent to a heritage place. New development should be no more than one storey above the prevailing heritage streetscape of Bay Street.
- Creates a strong built form connection across underutilised sites.
- Achieves a transition down in height to the established residential area to the rear.

Ensure that development to the rear of the Bay Street retail strip:

- Maintains the visual integrity of the street wall parapet along Bay Street.
- Achieves a transition down in height to the established residential area opposite.
- South of Bridge Street, floor levels above a two storey street wall to Bay Street must not be visible within a viewline taken from the opposite side of Bay Street (at 1.6 metres above street level).

Bay Street Southern Gateway

Encourage active uses which have a leisure / tourism focus; including indoor leisure and recreation, tourism (hotel or function centre), cultural uses (such as exhibition or gallery space), and retail (such as cafes / restaurants and shops).

Reinforce the existing low building scale through new development.

Encourage active frontages at ground level, sensitive alterations to heritage places to improve activation, and new development that is respectful of adjacent heritage places.

Ensure new development contributes a continuous retail frontage at ground level along Bay Street between Rouse Street and Graham Street.

Ensure any future redevelopment of the social housing site (western side of Bay Street) retains social housing above and behind.

22.14-10 Application requirements

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

An Acoustics Report prepared by a suitably qualified consultant, which demonstrates the use of appropriate acoustic attenuation treatments, where a proposed dwelling is to be located within or at the interface with the activity centre, adjacent to the rail line or fronting a main road.

A Traffic and Parking Analysis Report prepared by a suitably qualified consultant where an application is made to reduce (or waive) on-site parking.

An Economic Impact Assessment prepared by a suitably qualified consultant, where a proposal includes additional retail floor-space exceeding 2,000 sq metres (GLFA).

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Decision Guidelines

General

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

The extent to which the proposal meets the objectives of this policy.

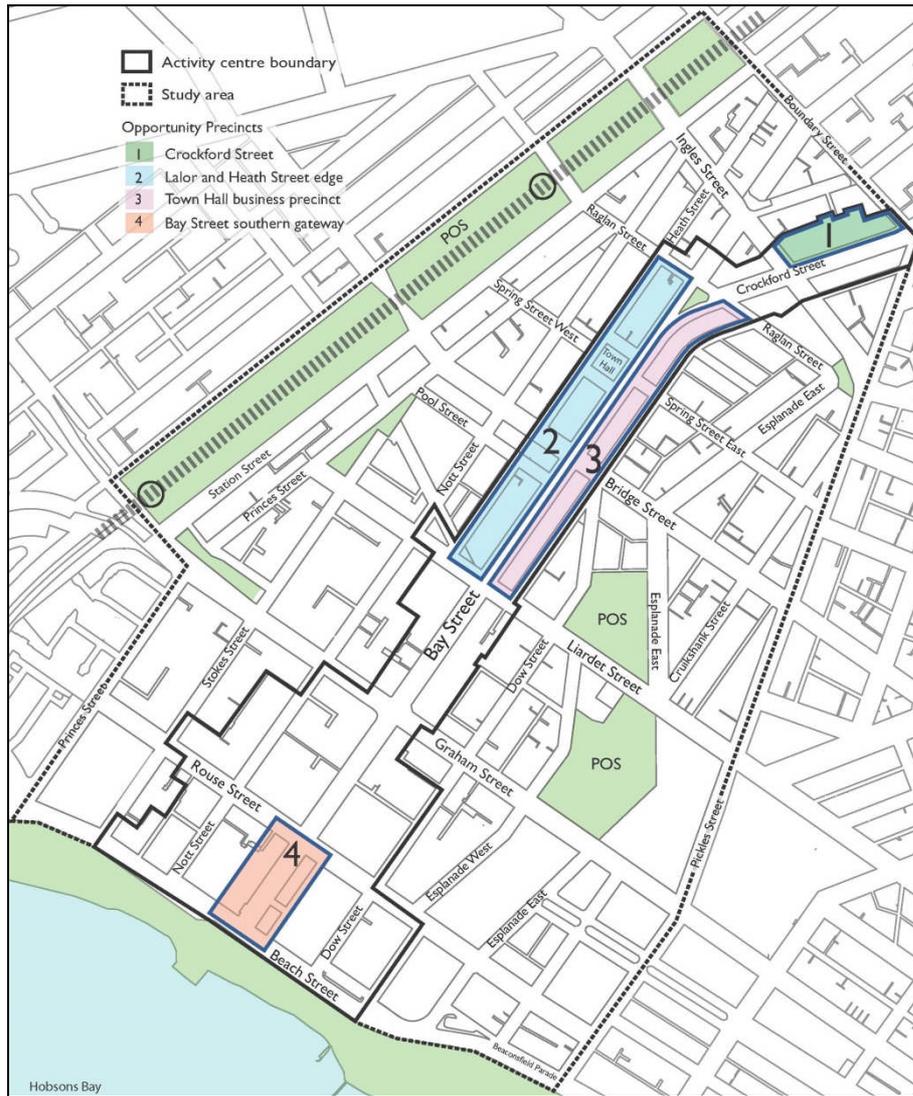
Whether the proposal supports the vision, and relevant strategies, objectives, and design principles and opportunities expressed in the *Bay Street Activity Centre Structure Plan – Parts 1 and 2 (2013)*.

Car Parking Provision

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

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

Map 1: Bay Street Major Activity Centre and Study Area



- Activity centre boundary
- Study area

- 1 Crockford Street Precinct
- 2 Lalor and Heath Street Edge
- 3 Town Hall Business Precinct
- 4 Bay Street Southern Gateway.

22.14-12 Reference documents

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Bay Street Activity Centre Structure Plan - Parts 1 and 2 (2014)

Port Phillip Design Manual (2000) – Chapter 8: Neighbourhood Character Statements – Bay Street Activity Centre Environs

Sustainable Transport Policy and Parking Rates Report (2007).