



CARLISLE STREET STRATEGIC SUPERMARKETS DEVELOPMENT GUIDELINES Technical Appendices



Version 1, October 2026

DRAFT FOR ENGAGEMENT

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ACKNOWLEDGEMENT OF COUNTRY

Wominjeka. Council respectfully acknowledges the Traditional Owners and Custodians of the Kulin Nation. We acknowledge their legacy and spiritual connection to the land and waterways across the City of Port Phillip and pay our heartfelt respect to their Elders, past, present, and emerging.

APPENDIX 1: ENGAGEMENT

What we heard

In May 2025, Council undertook engagement on the proposed sale of Council land to Coles in Balaclava. For further details, see the: [Carlisle Street Carparks and Laneways, Engagement Summary Report June 2025](#)

Community engagement has been central to developing the Guidelines. Phase 1 informed the draft Guidelines, and Phase 2 will inform their finalisation.

Phase 1 community engagement (May 2026)

During Phase 1, we sought feedback on:

- The draft vision for the Carlisle Street Activity Centre
- The draft objectives for the new Structure Plan
- Priority outcomes for the redevelopment of the Coles and Woolworths sites

Approximately 170 participants contributed via survey, pop-up, stakeholder meetings and written submissions. Engagement was strongly local, with most participants living in Balaclava and surrounding suburbs.

Phase 1 engagement also reported back on feedback provided to Council through previous engagement ([Relevant emerging issues from previous stakeholder engagement](#) and [Carlisle Street Place Strengths](#)).

This information was used to further refine the draft [Vision and Objectives](#) for the wider precinct.

The Phase 1 Engagement Report is available here: [Closing the loop](#).

[Carlisle St Activity Centre | Carlisle Street Activity Centre | Have Your Say Port Phillip.](#)

Phase 2 community engagement (October 2026)

Phase 2 Community engagement – TBC

APPENDIX 2: DEVELOPMENT BENCHMARKING

Summary of analysis

Development precedent analysis and scenario testing identified a potential residential yield of:

For the Coles Site:

- approximately 21,000 to 24,000 m² residential Gross Floor Area (GFA) (generally above ground level)

For the Woolworths Site:

- approximately 10,000–12,000 m² residential GBA (generally above ground level)

For both sites:

- a height range of approximately 30 to 40 metres, or 10 to 12 storeys (This represents an indicative development envelope rather than a fixed entitlement and would be subject to a detailed urban-design, heritage, amenity, access and feasibility assessment).

Development precedents

The background technical work used Richmond Traders, in Church Street, Richmond as the initial benchmark to test development yield for the Coles site.

Benchmark comparison

Measure	Richmond Traders	Coles development site, Carlisle Street
Site Area	12,000sqm	Approx.: 10,000m ² (minus open space, movement etc)
Gross Building Area (GBA)	37,000sqm	32,000sqm
Height	10 – 12 storeys	10 – 12 storeys
Supermarket	4,000sqm	3,600 – 4,000sqm
Units	368 BTR apartments	Around 200 – 270 BTR apartments
Assumptions: • The appropriate yield will be guided by a design and place-led approach that considers a supportable built form response to the site and its context. • The Richmond Traders gross floor area was adjusted for the smaller Carlisle Street site, reduced to 70% to account for heritage and nearby residential interfaces.		

Table 1: Benchmark comparison

Activity Centre building height analysis

The background technical work reviewed approved heights in similar activity centres and transit-oriented precincts to establish an appropriate height range for the Carlisle Street sites.

The analysis indicates that a development outcome in the 30–40m range can achieve yield outcomes comparable to benchmark projects while remaining broadly consistent with approved heights in similar activity centres.

Key precedents

- Brunswick Street and Smith Street Activity Centres (Yarra): generally up to 27m, with some sites reaching 31m (8–9 storeys).
- Alexandra Parade (Yarra): up to 40m.
- Caulfield Activity Centre Zone (ACZ): up to 12 storeys (approx. 40m) where supported by the structure plan.
- Malvern Activity Centre Zone (ACZ): sites closest to the station can reach 10–12 storeys, with a large site adjacent to the station up to 16 storeys.
- Train and Tram Activity Centres Program: typically supports heights around 30m, with some locations allowing 40m, and major opportunity sites potentially reaching 53m subject to urban design testing.

Ministerial approval analysis

A review of recent approvals demonstrates that strategic and activity-centre sites are supporting substantial mixed-use development, with approved heights ranging from approximately 27 to 52 metres.

The approvals indicate that increased height and density may be appropriate on large, well-located sites where development contributes to housing supply, maintains active ground-floor uses and delivers an appropriate response to local context, amenity and infrastructure.

Adress permit number	Date of decision	Uses	Overall height	Number of car parking	Number of residential units	Zone and overlays
PA2403218 – 251-265 Lygon St and 1A Pitt Street, Brunswick 3056	Approved – 28/02/2025	Mixed-use	27.8m	130	107	Commercial 1 Zone (C1Z) Design and Development Overlay – Schedule 19 (DDO19)
PA2503802 – 691 Burke Road, Camberwell 3124	Permit – 20/10/2025	Mixed-use	47.93m	118	57	Commercial 1 Zone (C1Z) Built Form Overlay – Schedule 6 (BFO6)
PA2403089 – 209-211 Carnish Road, Clayton 3168	Permit – 17/04/2025	Mixed-use	40m	317	317	Comprehensive Development Zone – Schedule 2 (CDZ2) Environmental Audit Overlay (EAO) Development Contributions Plan Overlay – Schedule 1 (DCPO1)
PA2503827 – 32-34 Oakover Road and 47-49 Showers Street, Preston 3072	Permit – 21/11/2025	Mixed-use	11-15 storeys	389	473	Mixed Use Zone – Schedule 1 (MUZ1) Environmental Audit Overlay (EAO) Development Contributions Plan Overlay – Schedule 1 (DCPO1) Development Plan Overlay – Schedule 11 (DPO11)
PA2504118 – 73, 75-83 High Street and 1 Charles Street, Prahan 3181	Permit – 20/05/2026	Mixed-use	31.7m	82	41	Activity Centre Zone 1 (ACZ1)
PA2402798 – 511-537 Sydney Road, Coburg 3058	Permit – 22/07/2024	Mixed-use	52.15m	156	326	Activity Centre Zone Schedule 1 (ACZ1) – Precinct 2 Environment Audit Overlay Public Acquisition Overlay

Table 2: Ministerial approval analysis

APPENDIX 3: DEVELOPMENT PARAMETERS

Key parameters	Source
Public open space	
For the Coles site:	
Minimum 250 m ² secured open space	Section 173 Agreement
Open space: Whilst the minimum above is noted, advocate for a larger open space contribution.	Clause 53.01 of the Port Phillip Planning Scheme; Urban Forest Precinct Plan and Urban Forest Strategy Open Space Strategy Action 7.3A-3 Urban Forest Precinct Plan – Balaclava
Investigate an additional civic plaza area	Precedent Open Space Strategy Action 7.3A-3 Urban Forest Precinct Plan – Balaclava
Open space/Civic Plaza: Preferred position in the north-east portion of the site with frontage to Alfred and/or Nelson Street.	Open Space Strategy Action 7.3A-3 Urban Forest Precinct Plan – Balaclava
Solar access	
Protect sunlight to public open space between 11am and 2pm at the winter solstice	Clauses 15.01-2L-01 and 11.03-6L-03 of the Port Phillip Planning Scheme
Protect solar access to the southern footpath of Carlisle Street between 10am-2pm at Spring Equinox (21st September)	Port Phillip Planning Scheme – Clause 11.03-6L-03 Carlisle Street Neighbourhood
Maintain solar access to Camben and Nelson Street footpaths for 2 hours between 10am and 2pm at the Spring Equinox	

Supermarket	
For the Coles site:	
Full-line supermarket	Section 173 Agreement
- Full-line supermarket is 3,600m²-4,000 m², including back-of-house - A regular, efficient box protects trading performance and avoids a compromised back-of-house that would deter a tenant. Ideal minimum dimension of supermarket box 50x70m - A roof top condenser deck will be required and a plant room circa 200sqm, could be in the basement - In addition, will likely require approximately 200 m² liquor store; A co-located liquor tenancy is a standard, complementary component of the full-line model - Basement click-and-collect facilities; a dedicated basement facility keeps the service efficient without eroding the at-grade retail front - Minimum clear internal height – 4.4m	CKC advice; precedent analysis
Heritage	
Retention, conservation and integration of heritage buildings	Section 173 Agreement; Council heritage advice
Retain all of the building at 224 Carlisle Street	Council heritage advice
For other heritage buildings: new development to sit behind retained heritage fabric through upper level setbacks, roofline to remain prominent (where applicable)	
Non-contributory buildings offer redevelopment opportunities	
Car parking	
Test parking rates appropriate to proposed uses	CKC and MCG Consult advice; Council direction

For the Coles site:	
142 public spaces (minimum replacement) Free parking for two (2) hours and no requirement to shop. Opening hours to be aligned with Coles supermarket (e.g. 6am –11pm). Basement parking preferred, upper levels to be fully sleeved with active uses	Section 173 Agreement MCG Consult CKC Consult advice
Movement and access	
For the Coles site:	
Investigate a mid-block pedestrian link; retain rear-laneway access; widen footpaths; locate supermarket loading and customer access from Camden Street; minimise and consolidate vehicle access points.	Section 173 Agreement; Council direction; precedent analysis; community feedback; CKC and MCG Consult advice
Retain the rear laneway Access Right of Way for pedestrians and vehicles, including unrestricted access by members of the public at all times to the rear of Carlisle Street shops	Section 173 Agreement
Travellators: Access and clear sight lines from basement to Carlisle Street. A convenient, visible connection between Carlisle Street and the basement parking is essential to trading performance and to a safe, legible customer experience.	CKC advice Council direction; precedent analysis; community feedback
Loading	
Supermarket loading off Camden Street (via turntable), 12.5m rigid trucks (or short semitrailers).	Advice from MCG Consultants
Street interfaces	
Multiple clearly defined entrances, including an entrance from Carlisle Street.	Section 173 Agreement

For the Coles site:	
Carlisle Street retail: provide 8–12m deep shops to support diverse retail uses and leasing flexibility, sleeve the supermarket frontage and maintain Carlisle Street's fine-grain, active retail character.	Advice from CKC
Housing	
The site could support either BTS (Build to Sell) or BTR (Build to Rent) residential development. Residential above an active retail podium would optimise the site, deliver additional housing.	CKC advice
Residential development that includes affordable housing.	Section 173 Agreement Port Phillip Planning Scheme
Built form	
Achieve BADs and BESS requirements for residential and commercial development.	Port Phillip Planning Scheme
30–40m height range with: articulated forms, setbacks and separation between buildings.	Precedent analysis; community feedback and scenario testing.
Amenities	
For the Coles site:	
New male, female and accessible public toilets (aligning opening hours with Coles).	Section 173 Agreement
Trees	
Deep soil zone required to support trees.	Council direction; precedent analysis; community feedback

WSUD	
Include permeable surface and flood mitigation strategies.	Urban Forest Strategy 2024-2040 Based on a required response to SBOI
Active frontages and more diverse uses	
<i>Camden Street role</i> Focus on vehicle access and servicing Some retail (corner of Camden and Carlisle Street) and residential activation (lobbies, entries)	Analysis, precedent analysis; community feedback
<i>Nelson Street role</i> Focus on open space, greening and pedestrian movement Potential alternative residential vehicle entry	Analysis, precedent analysis; community feedback
<i>Alfred Street role</i> Focus on residential activation Residential activation (lobbies, entries), potentially communal space and greening at the corner of Alfred and Nelson Streets Potential alternative residential vehicle entry	Analysis, precedent analysis; community feedback

- Summary of Section 173 obligations:
- 1 - Contemporary full line supermarket.
 - 2 - 142 public at-grade parking spaces replaced with the same amount in a basement car park.
 - 3 - Rear laneway right of way retained for pedestrians and vehicles with unrestricted access to the public at all times to the rear of Carlisle Street shops.
 - 4 - New public toilets (male, female, accessible).
 - 5 - New public open space of at least 250sqm.
 - 6 - Multiple, clearly defined entrances to the new development to provide for pedestrian permeability and access, including from Carlisle Street.
 - 7 - The retention, conservation and integration of existing heritage buildings in accordance with the Heritage Overlay provisions of the Planning Scheme.
 - 8 - Residential development; which must include affordable housing.

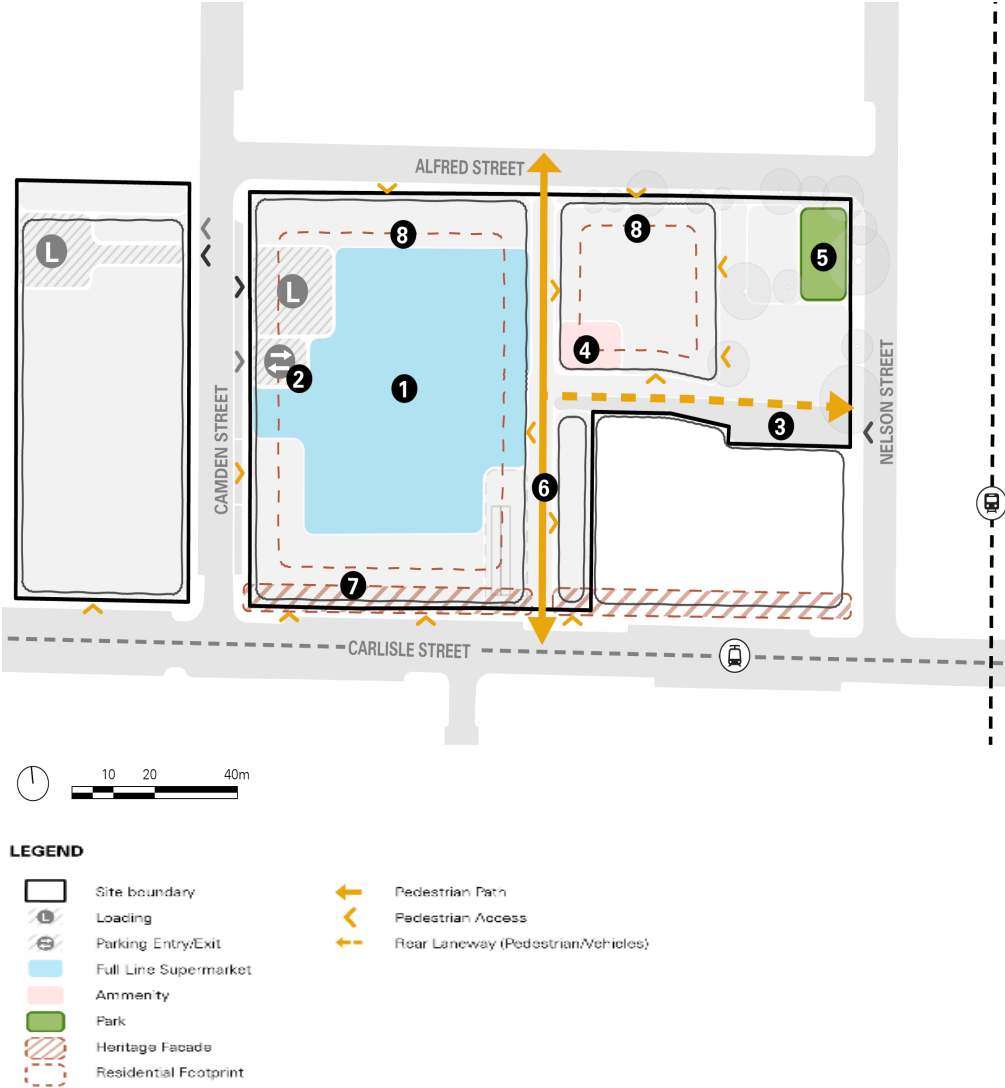


Figure 1: Plan showing summary of Section 173 Agreement obligations

APPENDIX 4: SCENARIO OUTCOMES

Technical Work

Phase 1 community feedback was then considered alongside planning policy, technical investigations and development scenario testing to ensure the Guidelines are both responsive to local priorities and grounded in viable development outcomes.

Council commissioned specialist advice from Charter Keck Cramer (CKC) (property Advisory), MGS Architects and MCG Consult (Transport Engineering) to inform the Guidelines

The technical analysis involved testing of a range of development scenarios, layouts, configurations and built-form typologies. These scenarios were tested against the project vision and objectives, as refined through Phase 1 community engagement. The outcomes of this testing were used to inform the preparation of the draft Guidelines.

This work provides an evidence-based foundation for Council's advocacy position and helps ensure the Guidelines balance State planning objectives, site feasibility, planning requirements and community aspirations.

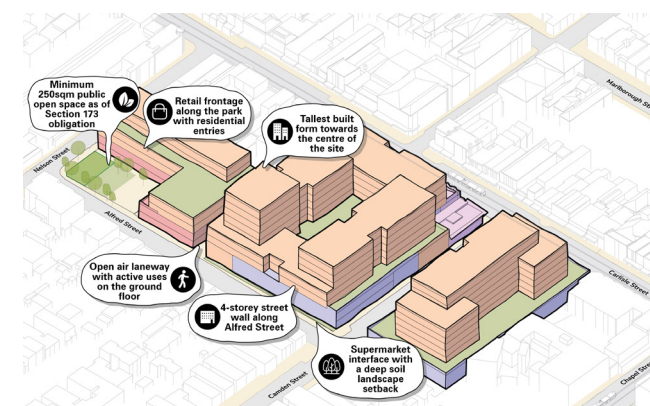
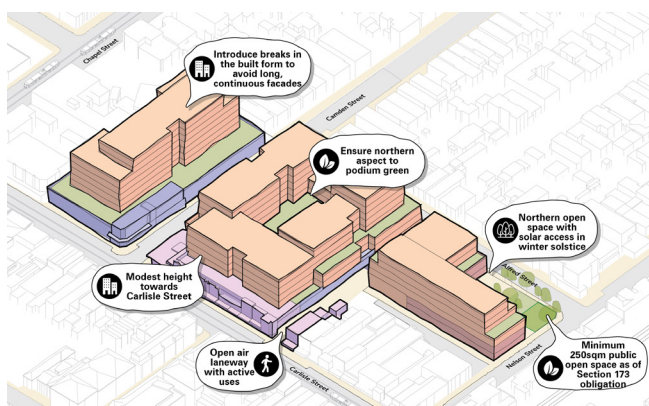
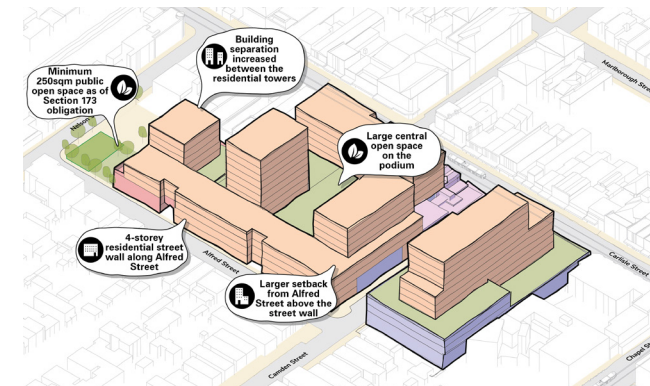
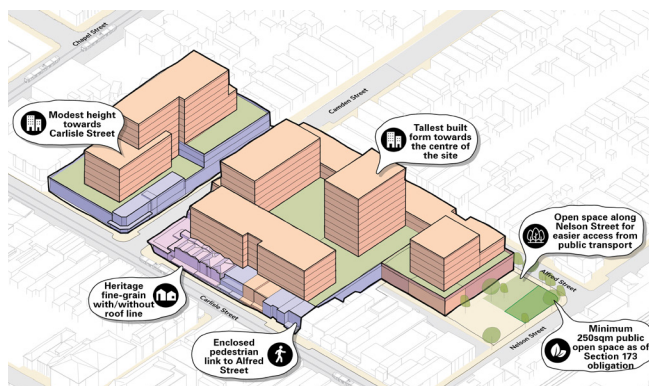
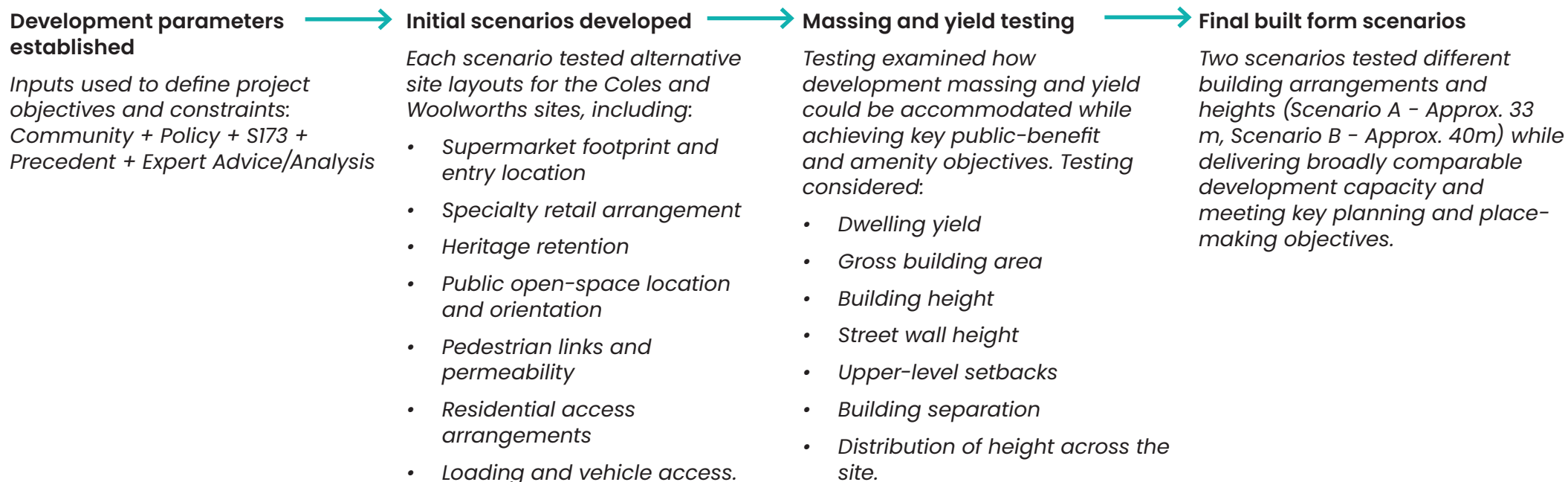


Figure 2: Snapshot of development scenarios used to test potential built form typologies and outcomes.

Process

Scenario testing was used to assess how different development configurations could balance community priorities, urban design and amenity outcomes, housing delivery, development parameters and viability. The findings informed the Guidelines' requirements through the following process:



Outcomes of the Testing

The testing demonstrated that viable redevelopment and housing capacity could be accommodated while also delivering public benefits, provided that built form, access and land uses were carefully organised.

In particular, the testing informed the following directions:

Theme	Objective	Testing outcome
1. Public spaces and streets		<i>Public open space:</i> Create a consolidated and meaningful open space near the corner of Alfred and Nelson Streets that is of sufficient size to support a range of recreational, social and community activities, mature trees, supports deep-soil planting, receives sunlight, and provides a visible, accessible and active destination connected to Carlisle Street.
	1.1 Create public spaces that are safe diverse, accessible and inclusive	
	1.2 Support a range of activities in public spaces	
	1.3 Create cool, green and comfortable spaces and streets	<i>Solar access:</i> Protect sunlight to the public open space and southern footpath of Carlisle Street through appropriate building height, massing and setbacks.

Theme	Objective	Testing outcome
2. Activities and uses	2.1 Support a mix of uses day and night	<i>Carlisle Street activation:</i> Reinforce Carlisle Street as the primary retail frontage through fine-grain tenancies, active shopfronts, frequent entrances, and direct, visible and convenient access to the supermarket, including a traveller connection that draws customers to and from Carlisle Street.
	2.2 Strengthen Carlisle Street as the main street	<i>Deliverability:</i> Balance supermarket functionality, residential yield, public parking, loading and access requirements with public-benefit outcomes to support a commercially viable redevelopment.
	2.3 Increase well-designed and diverse housing	<i>High-quality housing:</i> Deliver a diverse range of high-quality housing that leverages access to public transport, shops and services, supports Carlisle Street's vitality, integrates with active ground floors and public spaces, and provides at least 10% affordable housing.
	2.4 Encourage investment and support local businesses	<i>Support Carlisle Street:</i> Reinforce Carlisle Street as the primary retail address by providing direct, visible and intuitive pedestrian access to the supermarket and broader precinct, drawing customers onto the street and maintaining foot traffic past existing and new businesses.

Theme	Objective	Testing outcome
3. Access and movement	3.1 Make walking and cycling safe and easy	<i>Pedestrian movement:</i> Provide clear, safe and active pedestrian connections through the site that support permeability and access without creating an inward-facing retail destination that competes with Carlisle Street.
	3.2 Manage loading, servicing and deliveries safely	<i>Access and servicing:</i> Concentrate supermarket loading, servicing and customer vehicle access on Camden Street to minimise conflicts with key pedestrian frontages, public open space and active street edges.
	3.3 Provide safe and efficient car parking	

Theme	Objective	Testing outcome
4. Built form	4.1 Fit in with local character and heritage	<i>Carlisle Street's distinctive character:</i> Retain and integrate heritage buildings, reinforce the fine-grain shopfront rhythm and human-scale streetscape, maintain active and diverse ground-floor frontages, and require upper-level setbacks and articulated building forms that are visually recessive to strengthen Carlisle Street's role as the primary retail, civic and social focus of the activity centre.
	4.2 Create active, pedestrian-scale streets	<i>For the other streets:</i> Nelson Street: Create a green, pedestrian-focused connection between Carlisle Street and the new public open space, supported by landscaping and active frontages. Alfred Street: Provide a residential interface and transition to surrounding neighbourhoods through appropriate built form, landscaping and passive surveillance. <i>Camden Street:</i> Accommodate loading, servicing and vehicle access to protect Carlisle Street's retail role and minimise conflicts with public open space and pedestrians. <i>Building height and capacity:</i> Accommodate viable residential yield and public-benefit outcomes within an approximate 30 to 40 metre (10-12 storey) built-form envelope, supported by appropriate massing, setbacks, building separation, heritage retention and amenity protections.



4.3 Respond to climate and future risks

Massing: Break larger development into distinct and comparatively slender building elements with separation between buildings to reduce perceived bulk, improve sunlight and outlook, enhance visual permeability, and achieve appropriate neighbourhood transitions.

Independent design review: Undertake independent design review early in the design process to achieve a high-quality, human-scaled and integrated outcome and inform consideration of site planning, built form, heritage, public realm, access and amenity.

Create a *climate-resilient and environmentally sustainable precinct* that minimises carbon emissions, supports renewable energy and sustainable transport, incorporates water-sensitive urban design and urban greening, achieves high sustainability standards and delivers comfortable, healthy and adaptable buildings and public spaces that respond to climate change, urban heat and flood risk.

APPENDIX 5: ANALYSIS JUSTIFICATION

The following section outlines the further analysis and justification that informed the preparation of the Guidelines.

The rationale for the Guidelines is presented under the following themes and objectives, demonstrating how the preferred outcomes respond to community priorities, strategic and technical investigations, planning policy, development testing and evidence-based analysis. Relevant planning policy and planning scheme references are also provided.

1.0 Public spaces and streets

1.1 Create public space that are safe, diverse, accessible, and inclusive

Size of open space

Location of open space

1.2 Support a range of activities in public spaces

Space quality and amenity

1.3 Create cool, green and comfortable streets

Water Sensitive Urban Design

Size of open space

- Balaclava/St Kilda East has the lowest amount of open space of all neighbourhoods in Port Phillip. Currently, Balaclava and St Kilda East have eight open spaces, making up only 5% of the total neighbourhood area. This is significantly lower than the City of Port Phillip average of 17%.
- For the Coles site: The S173 requirement is: Minimum 250 m² secured open space. A higher contribution of open space is supported. A civic space space is also supported.
- Co-locating the public open space and civic plaza creates a larger, multifunctional community destination with greater public benefit than two smaller, separate spaces.
- The combined space provides the critical mass to support a broader range of uses.
- The City Port Phillip [Public Space Strategy Technical Report](#) (2020) includes Action 7.3A-3: Investigate options to provide a new Small Local open space in the Carlisle Street Activity Centre, potentially located on at least part of the Coles supermarket car park located between Camden and Nelson Streets on Alfred Street. This location will provide excellent views to the north and sunlight access to the future public open space. (Small Local open space is: 300 to 2,500 square metres)

Policy:

[Carlisle Street Activity Centre Structure Plan 2009](#)

[Port Phillip Public Space Strategy Technical Report 2020](#)

Port Phillip Planning Scheme, including:

- Clause 53.01 Public Open Space Contribution and Subdivision
- Clause 11.03-1L-03, Carlisle Street Major Activity Centre
- Clause 43.02, Schedule 21 to the Design and Development Overlay



Image 1: Surry Hills Village, image credit: Tom Roe

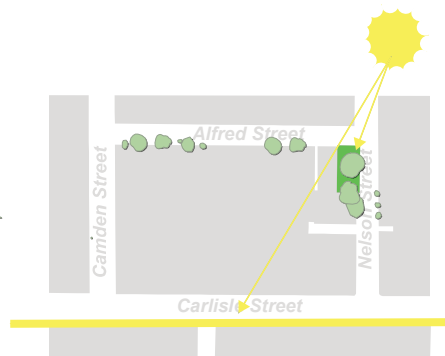


Figure 3: Solar Access

Solar access to be maintained to the open space and Carlisle Street (southern footpath)

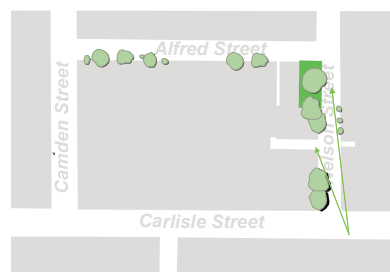


Figure 4: Visual link to open Space

Ensure a visual link from Carlisle Street to the open space

Location of open space

- The preferred location for the public open space is the north-eastern corner of the precinct, fronting Alfred and Nelson Streets. This location supports Council's strategic objectives for increased greening and open space provision within the Carlisle Street Activity Centre.
- This location:
 - maximises solar access and limits overshadowing from development within the site
 - supports the retention of significant existing trees and provides opportunities for deep-soil planting, canopy growth and water-sensitive urban design
 - provides two street frontages, improving visibility, accessibility and integration with the surrounding neighbourhood

- creates a visual and potential green link along Nelson Street to Carlisle Street, ensuring the open space is visible and accessible from the activity centre
- enables overlooking from surrounding active uses and residential development, supporting passive surveillance, safety and activity throughout the day and evening.
- The City of Port Phillip [Places for People: Public Space Strategy 2022–32](#) states: As part of any future redevelopment of the Coles Supermarket site and adjacent car park, investigate options to provide a new open space to fill the gap in this area and create a community heart in the Carlisle Street Activity Centre, consistent with the Carlisle Street Activity Centre Structure Plan 2009.
- The City of Port Phillip [Urban Forest Strategy Precinct Plan](#) For Balaclava/ St Kilda East identifies the Coles carpark as part of Small Parks Program – delivery of new open spaces meeting canopy and biodiversity targets.
- Along Nelson Street, the [Carlisle Street Streetscape Plan](#) identifies opportunity for a shared zone at the southern end and new tree planting, permeable area and pedestrian lighting at the northern end.

Policy:

[City of Port Phillip Places for People: Public Space Strategy 2022–32](#)

[Urban Forest Precinct Plan – Balaclava / St Kilda East](#)

[Carlisle Street Streetscape Plan](#)

Port Phillip Planning Scheme, including:

- Clause 53.01 Public Open Space Contribution and Subdivision

Quality of Open Space

- Adequate sunlight and high-quality amenity are essential to creating public open space that is functional, welcoming and well used.
- Good solar access improves year-round comfort, supports vegetation and provides opportunities for recreation, informal gathering and community activity.
- It also encourages longer visits and greater levels of activity, contributing to passive surveillance and a safer, more vibrant public realm.
- The location, orientation and design of surrounding development should avoid excessive wind acceleration, turbulence and downdrafts at ground level.
- The adjoining civic space can accommodate more intensive gathering, events and urban activity, allowing the park itself to retain a greener, quieter and more restorative character.
- For this precinct, there is policy support for:
 - substantial greening and canopy shade
 - deep-soil planting
 - access to sunlight
 - seating
 - passive surveillance and clear sightlines
 - informal recreation and social gathering
 - integration with the adjoining civic space
 - convenient connections to Carlisle, Nelson and Alfred Streets.

- Clause 15.01-2L-01, Building Design, of the Port Phillip Planning Scheme seeks to maintain sunlight access to key public open spaces and identifies 10am to 4pm at the winter solstice as the relevant overshadowing benchmark for public parkland, unless otherwise specified in a Design and Development Overlay.

Policy:

[Carlisle Street Activity Centre Structure Plan 2009](#)

[City of Port Phillip Places for People: Public Space Strategy 2022–32](#)

[Carlisle Street Streetscape Plan](#)

Port Phillip Planning Scheme, including:

- Clause 15.01-2L-01 Sunlight access to public open space
- Clause 11.03-1L-03, Carlisle Street Major Activity Centre

Water Sensitive Urban Design

- Balaclava has a high proportion of impervious surfaces, increasing its vulnerability to urban heat. Development should therefore maximise permeable and green surfaces, retain existing trees and integrate landscaping with water-sensitive urban design.
- The sites are within a flood-prone catchment, and redevelopment could increase overflow risk by concentrating runoff. Best-practice stormwater management should therefore be incorporated through water-sensitive urban design, infiltration and on-site detention. Where detention cannot otherwise be achieved, dual-purpose rainwater tanks should provide both reuse and detention capacity.

Policy:

[City of Port Phillip Places for People: Public Space Strategy 2022–32](#)

[Carlisle Street Streetscape Plan](#)

[Urban Forest Precinct Plan – Balaclava / St Kilda East](#)

Port Phillip Planning Scheme, including:

- Clause 19.03-3L, Stormwater management (water sensitive urban design)

2.0 Activities and uses

2.1 Support a mix of uses day and night

Mix of uses

Active frontages

2.4 Encourage investment and support local businesses

Support diversity

2.2 Strengthen Carlisle Street as the main street

Retail frontages

2.3 Increase well-designed and diverse housing

Housing type and yield

Mix of uses

- Community engagement identified that Carlisle Street should remain the precinct's primary retail, social and civic spine and expressed concern that inward-facing development could divert activity from the established shopping strip.
- A mix of retail, hospitality, community, commercial and residential uses will broaden the reasons people visit the centre, generate activity throughout the day and evening, and support a vibrant and resilient local economy.

Supermarkets

- Each site must retain a supermarket. The S173 Agreement with Coles requires a full line supermarket. The existing Coles premises comprises approximately 2,700sqm, which is relatively small compared with a typical full-line supermarket of approximately 3,600sqm.
- The supermarkets are principal traffic generator for the centre and underpin the viability of the surrounding specialty retail, supporting Carlisle Street's role as the primary retail spine.
- A co-located liquor tenancy is a standard, complementary component of the full-line model. 200m² reflects typical requirements for the format.

Policy:

[Carlisle Street Activity Centre Structure Plan 2009](#)

Port Phillip Planning Scheme, including:

- Clause 11.03-IL-03, Carlisle Street Major Activity Centre
- Clause 22.11, Carlisle Street Major Activity Centre Policy
- Clause 11.03-IS, Activity centres
- Clause 17, Economic Development
- Clause 34.01 Commercial I Zone

Active frontages

- Fine-grain shopfronts and active frontages along Carlisle Street will reinforce its role as the centre's principal retail destination.
- Sleeving the supermarkets with specialty retail, frequent entrances and transparent glazing will avoid blank walls and inward-facing development, maintain the established shopfront rhythm and create a more engaging pedestrian environment.
- Active uses facing streets and public spaces will also increase pedestrian activity, enable interaction between buildings and the public realm, and improve safety through passive surveillance.
- Generally supermarket operators prefer a single principal entry to support preferred customer circulation, checkout arrangement and loss-prevention measures.

Policy:

[Carlisle Street Activity Centre Structure Plan 2009](#)

Port Phillip Planning Scheme, including:

- Clause 11.03-IL-03, Carlisle Street Major Activity Centre
- Clause 11.03-IL-01, Activity centres
- Clause 11.03-IS, Activity centres
- Clause 17, Economic Development

Support local businesses

- Additional housing and employment within the centre will expand the local customer base, support activity throughout the day and evening, and contribute to the long-term economic resilience of Carlisle Street.
- Direct, visible and convenient pedestrian connections between the supermarkets and Carlisle Street will encourage supermarket customers to visit surrounding shops, cafés and services.
- This will support convenient pedestrian movement along Carlisle Street and ensure supermarket customers are drawn up and out onto the street, strengthening pedestrian activity and supporting its primary retail function.
- Connections through the sites should therefore complement, rather than compete with, Carlisle Street and avoid creating enclosed or inward-facing retail destinations that draw activity away from existing businesses.
- A key objective of the redevelopment is to ensure that supermarket customers also support existing and new businesses along Carlisle Street.
- The location of the supermarket entry and traveller is therefore critical to maintaining the economic vitality of the activity centre.

Justification for traveller location

- The guidelines require the traveller to be located with direct and visibility access from Carlisle Street to ensure that supermarket customers are drawn up and out into the street.
- This approach encourages shoppers to pass active shopfronts, specialty retailers, cafés and services as part of their journey to and from the supermarket, increasing opportunities for cross-shopping and supporting the viability of local businesses.

This location:

- Supports Carlisle Street as the main retail address by making it the most visible and intuitive entry point to the supermarket and broader precinct.
- Maintains foot traffic along the shopping strip, increasing pedestrian activity past existing and new specialty retail tenancies rather than directing customers to enter from secondary streets or internalised locations.

Policy:

[Carlisle Street Activity Centre Structure Plan 2009](#)

Port Phillip Planning Scheme, including:

- Clause 11.03-1S, Activity centres
- Clause 11.03-1L-01, Activity centres
- Clause 11.03-1L-03, Carlisle Street Major Activity Centre
- Clause 17, Economic Development

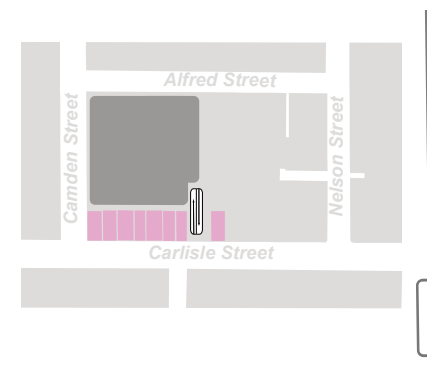


Figure 5: Traveller location and fine grain: Direct and visibility access from the basement to Carlisle Street

Increase well designed housing

Increase well-designed housing

- The strategic sites provide an opportunity to deliver additional housing in a location with strong access to public transport, shops, services and community facilities.
- A diverse mix of dwelling sizes and types will accommodate different households, life stages and housing needs while increasing the local population that supports Carlisle Street's businesses and services.
- Housing should provide high-quality residential amenity and be integrated with active ground floors, public open space and pedestrian connections.
- Building height and density should be balanced with heritage, solar access, privacy, public-realm amenity and appropriate transitions to surrounding areas.

Affordable housing

- Affordable housing will ensure that the benefits of additional housing supply extend to households on a broader range of incomes and support a socially diverse community.
- Where a proposal uses the Clause 53.23 significant residential development pathway, at least 10% of the total number of dwellings should be provided as affordable housing, or an approved alternative contribution must be made towards affordable housing.

Policy:

[Port Phillip Housing Strategy 2024-2039](#)

[Plan for Port Phillip](#)

Port Phillip Planning Scheme, including:

- Clause 15.01-1S, Urban design
- Clause 15.01-2S, Building design
- Clause 15.01-4S, Healthy neighbourhoods
- Clause 15.02-1S, Energy and resource efficiency
- Clause 16.01-1S, Housing supply
- Clause 16.01-1L-01, Housing diversity
- Clause 16.01-1L-02, Location of residential development
- Clause 16.01-2L, Affordable housing
- Clause 58, Apartment Developments



Image 2: Nightingale 1 image credit: Nightingalehousing.org

3.0 Access and movement

3.1 Make walking and cycling safe and easy

Traffic calming measures, wider footpaths

Pedestrian links

3.2 Manage loading, servicing and deliveries safely

Service laneway access

Loading and servicing

General loading, site servicing and waste storage

Supermarket and specialty retail servicing

Residential servicing

3.3 Provide safe and efficient car parking

Vehicle access location

Car parking provision

Car parking rates

Parking design

Safe walking and cycling

- The supermarket sites occupy a central position within the activity centre and provide an opportunity to improve connections between Carlisle Street, surrounding neighbourhoods, public transport, retail and the proposed public open space.
- Clear and direct through-block links will improve pedestrian permeability, shorten walking distances and make key community destinations easier to access.
- Pedestrian links must reinforce Carlisle Street as the primary retail spine rather than creating competing, inward-facing routes.
- Supporting safe and convenient pedestrian access to the tram stops along Carlisle Street and Chapel Streets, and the Balaclava Train Station is critical.
- Maintaining strong visual and physical connections to Carlisle Street will help direct foot traffic past existing businesses and support the economic vitality of the wider centre.

- Active edges, clear sightlines, lighting and passive surveillance are required to ensure these links are safe, legible and welcoming throughout the day and evening.

Cycling infrastructure

- The sites are well located near shops, community facilities and public transport, making cycling a practical alternative to private vehicle use.
- Secure bicycle parking and convenient end-of-trip facilities will support cycling by residents, workers and visitors, reduce pressure on car parking and contribute to a more sustainable and accessible activity centre.
- Locating bicycle facilities close to entrances and circulation cores with safe access from surrounding cycling routes, will make them convenient to use and avoid conflicts with pedestrians and vehicles.
- Clause 52.34 of the Port Phillip Planning Scheme seeks to encourage cycling through secure, accessible and convenient bicycle parking and associated shower and change facilities.

Policy:

[Move Connect Live: Integrated Transport Strategy 2018-2028](#)

[Plan for Port Phillip](#)

Port Phillip Planning Scheme, including:

- Clause 15.01-4S Healthy neighbourhoods
- Clause 18.01-2S Transport system
- Clause 18.02-1S Sustainable personal transport
- Clause 52.34 – Bicycle Facilities

Manage loading, servicing and deliveries safely

Location of servicing / vehicle access

- Currently loading for Coles is via Alfred Street and Woolworths is via Carlisle Street. No changes are proposed to the existing one-way traffic arrangements on Camden and Nelson Streets.
- Vehicle access to the existing 'at grade' car parking is via Camden Street (Woolworths) and Alfred and Nelson Streets (Coles).
- Camden Street is the preferred location for all loading, servicing and vehicle access because it:
 - minimises pedestrian conflicts by directing heavy vehicles away from Carlisle Street, where pedestrian activity, retail frontages and public transport use are concentrated
 - protects Carlisle Street as the primary retail spine by maintaining active shopfronts, fine-grain frontages and a continuous pedestrian environment
 - maintains access to rear laneways and supports the ongoing servicing of existing Carlisle Street businesses
 - supports efficient supermarket operations by providing direct access to loading docks, customer parking and click-and-collect facilities
 - protects the proposed public open space from vehicle movements, noise and servicing activity
 - reduces vehicle crossings by consolidating loading, servicing and customer access, thereby limiting conflicts between pedestrians, cyclists and vehicles.
- Residential vehicle access should also be provided from Camden Street where feasible. Where separate residential access is necessary, Nelson Street or Alfred Street may be considered, provided it does not compromise the safety, function or amenity of the public open space, residential interfaces or pedestrian routes.

- Clause 52.06, Car parking: Regulates the design of car parking and accessways, including safe and efficient vehicle access, pedestrian safety, visibility, circulation and the relationship between car parking and surrounding roads.
- Clause 52.07, Loading and unloading of vehicles: Requires appropriate on-site facilities for loading and unloading where applicable, avoiding reliance on streets or public spaces where this would create safety or operational impacts.

Waste and resource recovery

- Development should:
 - provide appropriately sized waste-storage areas for general waste, recycling, food organics, hard waste, e-waste and future waste streams
 - support durability, adaptability, material reuse and circular-economy outcomes

Port Phillip Planning Scheme, including:

- Clause 18.02-4S, Roads
- Clause 18.02-4L-02
- Clause 11.03-1L-03, Carlisle Street Major Activity Centre
- Clause 52.06, Car parking
- Clause 52.07, Loading and unloading of vehicles
- Clause 52.34 Clause bicycle facilities

Provide safe and efficient car parking

- Vehicle entries away from Carlisle Street and key pedestrian connections will help reduce unnecessary vehicle movements, maintain continuous street activation and reinforce a safe, attractive and pedestrian-focused activity centre.
- Vehicle access and circulation must respond to and retain the existing one-way road configurations along Nelson Street and Camden Street, which are not proposed to change through the guidelines.
- Access points should be consolidated and designed to operate effectively within these existing arrangements, minimising queuing, unnecessary circulation and disruption to surrounding streets.
- Car parking for each use should be provided in accordance with Clause 52.06 of the Port Phillip Planning Scheme and the applicable Car Parking Requirement Map category.
- Rates potentially relevant to the Carlisle Street sites include:
 - Dwellings: Category 3: minimum of zero and maximum of two spaces per dwelling. Category 4: maximum of two spaces per dwelling, with no minimum.
 - Shop: Category 3: minimum of zero and maximum of two spaces per 100 m² of leasable floor area. Category 4: maximum of one space per 100 m² of leasable floor area, with no minimum.
- The applicable category and land-use classification must be confirmed for each site and use.
- The 142 publicly accessible spaces on the Coles site, and the existing public parking on the Woolworths site, should be provided in basement levels. The Coles requirement is a site-specific agreements rather than the standard rates under Clause 52.06.

EV charging stations

- Providing publicly accessible fast charging for at least six vehicles will support the transition to lower-emission transport and respond to increasing demand for electric vehicle infrastructure.

Policy:

[Move Connect Live: Integrated Transport Strategy 2018-2028](#)

[Plan for Port Phillip](#)

Port Phillip Planning Scheme, including:

- Clause 18.02-4S, Roads
- Clause 18.02-4L-02
- Clause 11.03-1L-03, Carlisle Street Major Activity Centre
- Clause 52.06, Car parking
- Clause 52.07, Loading and unloading of vehicles:
- Clause 52.34 Clause bicycle facilities

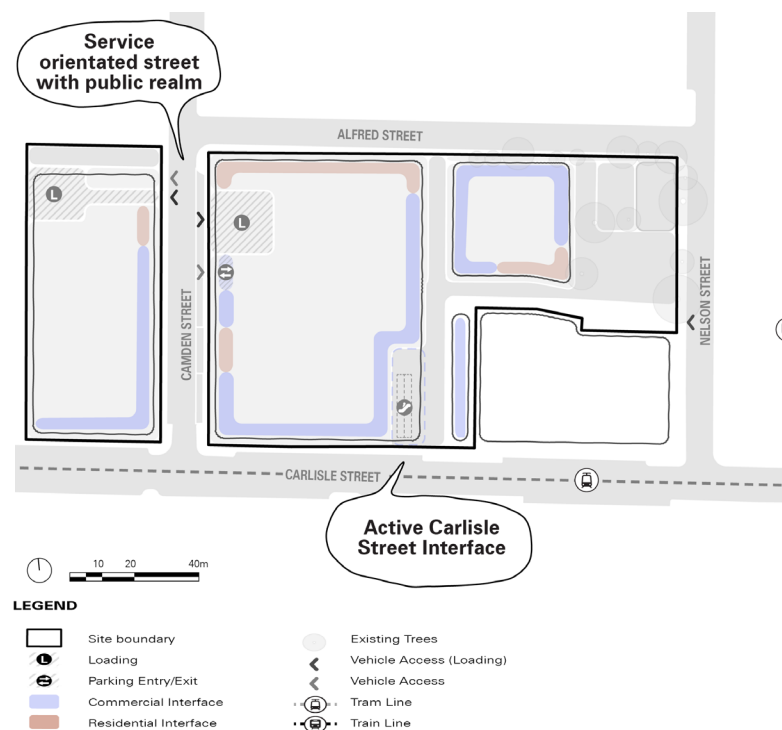


Figure 6: Plan showing movement and vehicle access options

4.0 Built form

4.1 Fit in with local character and heritage	4.2 Create active, pedestrian-scale streets	4.3 Respond to climate and future risks
Height distribution	Welcoming, active ground floors, transparent frontages and frequent entrances	Opportunity to improve environmental performance and long-term resilience
Setbacks and transitions		Overshadowing within the development sites
Heritage and fine grain		
Building form		
Street walls		
Upper level expression		
Building material		

Fit in with local character and heritage

- Community feedback reinforced concerns regarding excessive bulk and loss of character.
- The guidelines aim to balance redevelopment opportunities with the protection of Carlisle Street’s heritage character, public realm amenity and neighbourhood interfaces. These elements are addressed through a combination of heritage retention, street wall requirements, upper-level setbacks and carefully managed building massing.
- Street walls and upper-level setbacks are widely used urban design tools that enable increased development capacity with the preservation of streetscape character and pedestrian amenity. Their primary purpose is to maintain the visual prominence of the traditional building scale, parapets and heritage character at street level, while allowing taller development to occur in a recessive form above.

Heritage

- The guidelines require the retention and integration of heritage buildings and fine-grain shopfronts where significant and contributory heritage façades are proposed to be retained.

This will:

- Maintain the fine-grain rhythm of shopfronts along Carlisle Street.
- Retain the traditional heritage roofline and building scale at street level.
- Avoid facadism and ensure new development responds sensitively to heritage fabric.
- Locate supermarket entries and active retail behind retained heritage frontages rather than replacing them.

Retaining heritage buildings to a meaningful depth, including visible roofs and side walls, preserves their three-dimensional form and avoids a façade-only outcome. The six-metre depth provides sufficient heritage fabric to maintain the buildings’ proportions, legibility and contribution to Carlisle Street’s fine-grain character. A reduced retention depth may be appropriate where the omitted fabric would be fully concealed and would not affect the building’s appearance from the public realm.

The former State Savings Bank at 224 Carlisle Street warrants a site-specific approach because it is a fine and substantially intact example of 1960s mature modern architecture. Full retention and sympathetic adaptive reuse will preserve its architectural form and significance. A Conservation Management Plan or detailed heritage assessment should determine how new development can be integrated without diminishing its heritage value.



Create active, pedestrian-scaled streets

Streetwall

- The proposed 2-3 storey street wall to Carlisle St maintains the human scale and heritage character of Carlisle Street by ensuring new development aligns with the prevailing street wall height.
- This keeps the traditional form and proportions of the street prominent, while taller building elements are recessed above, reducing their visual impact and preventing them from dominating the streetscape.
- 2-3-storey street walls should be provided along Nelson Street.
- Street walls of up to four storeys may be appropriate along Camden and Alfred Streets where the uppermost level is visually recessive through lighter building treatments. This ensures development maintains a pedestrian-scale character and appropriate neighbourhood interfaces, while accommodating the additional height required to support redevelopment outcomes.

Upper levels

- Upper-level setbacks are then used to visually separate taller building elements from the heritage streetscape.
- Recessing higher levels behind the street wall reduces their apparent scale when viewed from the public realm, allowing heritage façades and parapets to remain the dominant features within the streetscape.
- In addition to heritage considerations, setbacks also preserve a sense of openness to the street.
- Because the street wall is the element most visible within a pedestrian's field of vision, recessing upper levels reduces the perception of bulk and enclosure, improves sky views, and contributes to a comfortable and human-scaled public realm.
- This is particularly important on Carlisle Street, where maintaining pedestrian amenity and visual character is a key objective.

Upper level setbacks

- The proposed setbacks require that taller built form recedes from the street, above the street wall, allowing heritage buildings and street wall to remain the dominant visual element at pedestrian level
- The 6 metre setback to Carlisle Street, ensures upper levels are visually recessive and allows heritage façades, parapets and rooflines to remain the dominant streetscape elements. It also reduces perceived building bulk, preserves sky views and supports a human-scaled pedestrian environment.
- The 5-metre setback to Nelson Street and Camden Street reduces the apparent scale of development when viewed from the street and proposed public open space. It also supports pedestrian comfort and a clear distinction between the street wall and upper levels.
- The 5-metre setback to Alfred Street provides an appropriate transition to the lower-scale residential area to the north. It reduces visual bulk whilst defining the street, and assists in protecting residential amenity.
- Additional setbacks and separation where required to protect sunlight access, reduce overlooking and improve visual amenity.

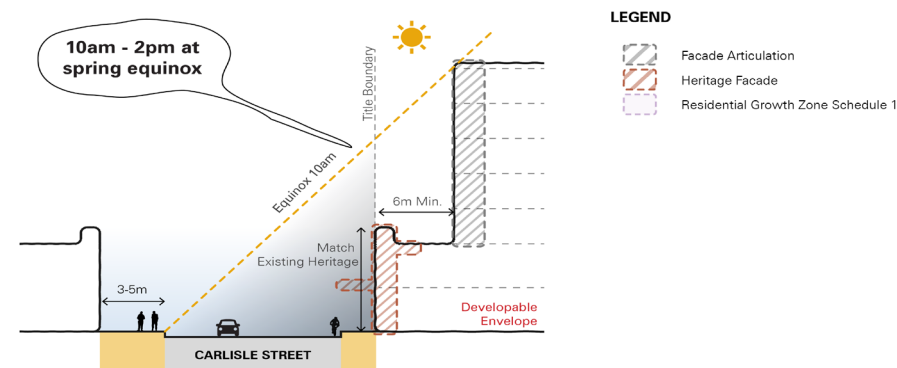


Figure 7: Section through Carlisle Street with streetwall and upper level setbacks.

Height to protect solar access to Carlisle Street

- Maintaining solar access to the southern footpath of Carlisle Street supports pedestrian comfort, outdoor activity and the vitality of the activity centre's primary retail and community spine. Building height, setbacks and massing should therefore protect sunlight to the southern footpath of Carlisle Street between 10am and 2pm at the spring equinox. Sunlight should also be maintained to the footpaths along Camden and Nelson Streets for 2 hours between 10am and 2pm at the spring equinox.

Height

- Increased development yield will support a commercially viable redevelopment and deliver broader community benefits.
- Height is also assessed in conjunction with other requirements, including heritage retention, podium street walls, upper-level setbacks, tower separation, sunlight protection and transitions to surrounding residential areas, to ensure that building height does not compromise the character and amenity of the precinct.
- The recommended heights were assessed through an iterative scenario testing process that assessed how different built form configurations could balance housing delivery, public benefit, heritage outcomes, supermarket functionality, amenity and development feasibility.
- Rather than starting with a predetermined height limit, the study tested a range of development scenarios to understand what level of development could achieve the project's strategic objectives.
- In addition, an analysis of recent Development Facilitation Program approvals and approved building heights within comparable activity centres was undertaken to benchmark the proposed built form outcomes.
- The analysis indicates that a development outcome in the 30-40m (10-12 storeys) range can achieve yield outcomes comparable to benchmark projects while remaining broadly consistent with approved heights in similar activity centres.
- The 10-12 storey height is not intended to apply uniformly across the site. Its acceptability depends on taller elements being concentrated away from sensitive interfaces and managed through:

- street walls and upper-level setbacks;
- separation between buildings;
- articulated and slender building forms oriented north-south;
- protection of sunlight to Carlisle Street and the proposed public open space;
- retention of heritage façades and rooflines; and
- transitions with lower heights towards Alfred Street and adjoining residential areas

Assessing built form impacts

- Height was tested in combination with upper-level setbacks, building separation, podium controls and massing articulation.
- The testing identified what building height can be accommodated while protecting sunlight access, reducing perceived bulk and maintaining a human-scale street environment.
- Breaks and slender forms improve permeability, sunlight penetration and view corridors, reduce perceived bulk, and deliver better-quality residential outcomes.

Neighbourhood transitions

- The scenarios considered how taller elements could be concentrated away from sensitive interfaces and stepped down towards Alfred Street and adjoining residential areas.

Policy:

[Carlisle Street Activity Centre Structure Plan 2009](#)

Port Phillip Planning Scheme, including:

- Clause 15.01-1S, Urban design
- Clause 15.01-2S, Building design
- Clause 15.01-2L-01, Building design
- Clause 15.03-1S, Heritage conservation

Respond to climate and future risk

- Redevelopment should contribute to a climate-resilient Carlisle Street precinct by minimising operational and embodied emissions, supporting renewable energy and sustainable transport, and incorporating water-sensitive urban design, canopy trees and vegetation
- Buildings and public spaces should be designed to reduce urban heat, manage intense rainfall and flooding, conserve water and maintain safe and comfortable conditions during more frequent extreme-weather events.
- These measures will improve long-term resilience while creating healthier, greener and more comfortable streets and public spaces.

Energy and carbon

- Achieving a 5-star Green Star Buildings certification should address the following sustainability initiatives:
 - All electric design; no gas connections;
 - high performance building envelope;
 - 100% renewable electricity supply for base building;
 - minimum 30% reduction in potable water use;
 - rainwater harvesting sized for toilet flushing and irrigation;
 - water efficient landscaping and irrigation.

Policy:

Port Phillip Planning Scheme, including:

- Clause 13.01-IS, Natural hazards and climate change
- Clause 15.02-IS, Energy and resource efficiency
- Clause 19.03-3L, Stormwater management (water sensitive urban design)

Design Review

- The sites are large, prominent and complex, and their redevelopment will have a significant influence on the future identity, amenity and function of the Carlisle Street Activity Centre.
- Phase 1 engagement identified strong community expectations for high-quality, human-scaled development and concern about bulky, generic development, loss of heritage and poor safety outcomes. It also identified community support for expert design review.
- Independent design review would provide expert advice on the proposal as an integrated design, rather than assessing height, heritage, public space, access and architecture in isolation.
- Early review is particularly important because fundamental decisions about site layout, supermarket configuration, public space, servicing, building massing and heritage retention become increasingly difficult to change as a proposal progresses.

The process would:

- identify early opportunities for design improvements;
- help reconcile community benefit, design quality and commercial deliverability;
- provide independent advice on complex built-form and heritage matters;
- assess whether the proposal achieves the Guidelines as a whole;

APPENDIX 6: EXISTING CONDITIONS AND CONTEXT

Existing Character

- Carlisle Street is characterised by a fine-grain pattern of shopfronts, a diverse mix of independent businesses, heritage buildings, outdoor dining and active pedestrian activity.
- It functions as the primary retail, civic and social spine of the activity centre and is highly valued for its local character, cultural diversity and village atmosphere.
- The surrounding residential neighbourhoods are generally lower scale and provide an important transition beyond the activity centre.

Land Use

The precinct includes two major supermarket sites anchored by Coles and Woolworths, surrounded by a mix of retail, commercial, residential and community uses.



Figure 8: Zoning map.

The site is within the Carlisle Street Activity Centre and is under the Commercial 1 Zone with 37 Camden Street located within the General Residential Zone.



Figure 9: Overlays.

There is a Heritage Overlay (HO7) on lots fronting Carlisle Street.

Special Building Overlay covers the majority of the site and relates to flooding management.

Design and Development Overlay (DDO21) encompasses the entire site and refers to the Carlisle Street Major Activity Centre.

Access and Movement

- The sites benefit from excellent access to public transport, including Balaclava Train Station, tram services along Carlisle and Chapel Street and surrounding bus routes.
- Carlisle Street functions as the primary pedestrian corridor, while Camden Street and Nelson Street provide important secondary connections.

Key movement characteristics include:

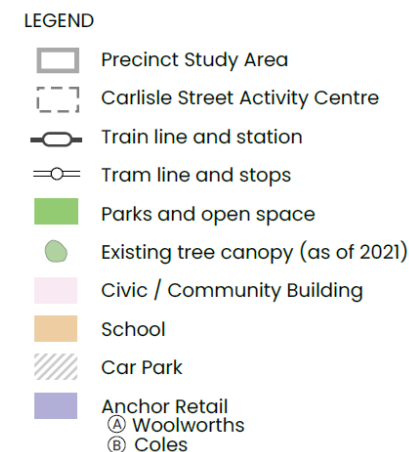
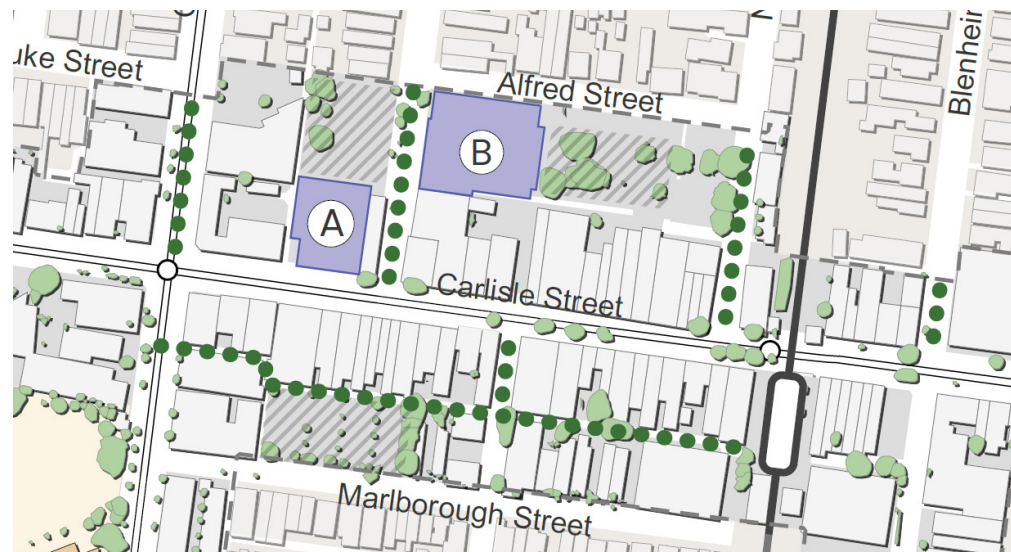
- Strong pedestrian activity along Carlisle Street.
- Existing rear laneways that support servicing and access to Carlisle Street businesses.
- One-way traffic arrangements on Camden and Nelson Streets.
- Opportunities to improve pedestrian permeability through new north-south links and enhanced laneway connections.
- Chances to enhance the integration of walking, cycling, and public transportation.

Heritage and Urban Form

- The Carlisle Street frontage contains a significant concentration of heritage buildings protected by the Heritage Overlay. These buildings contribute to the activity centre's fine-grain rhythm, historic character and sense of place.
- Heritage buildings and shopfronts along Carlisle Street create a strong pedestrian scale and establish the predominant streetscape character of the precinct.
- The former State Savings Bank at 224 Carlisle Street is a prominent heritage building and landmark within the precinct.

Public Realm and Open Space

The Balaclava and St Kilda East neighbourhood has one of the lowest levels of public open space in the municipality. Existing public gathering spaces within the activity centre are limited, and community engagement identified a strong desire for a new civic heart, improved public realm and increased greening.



DRAFT FOR ENGAGEMENT

Local strategies informing role and character of key streets

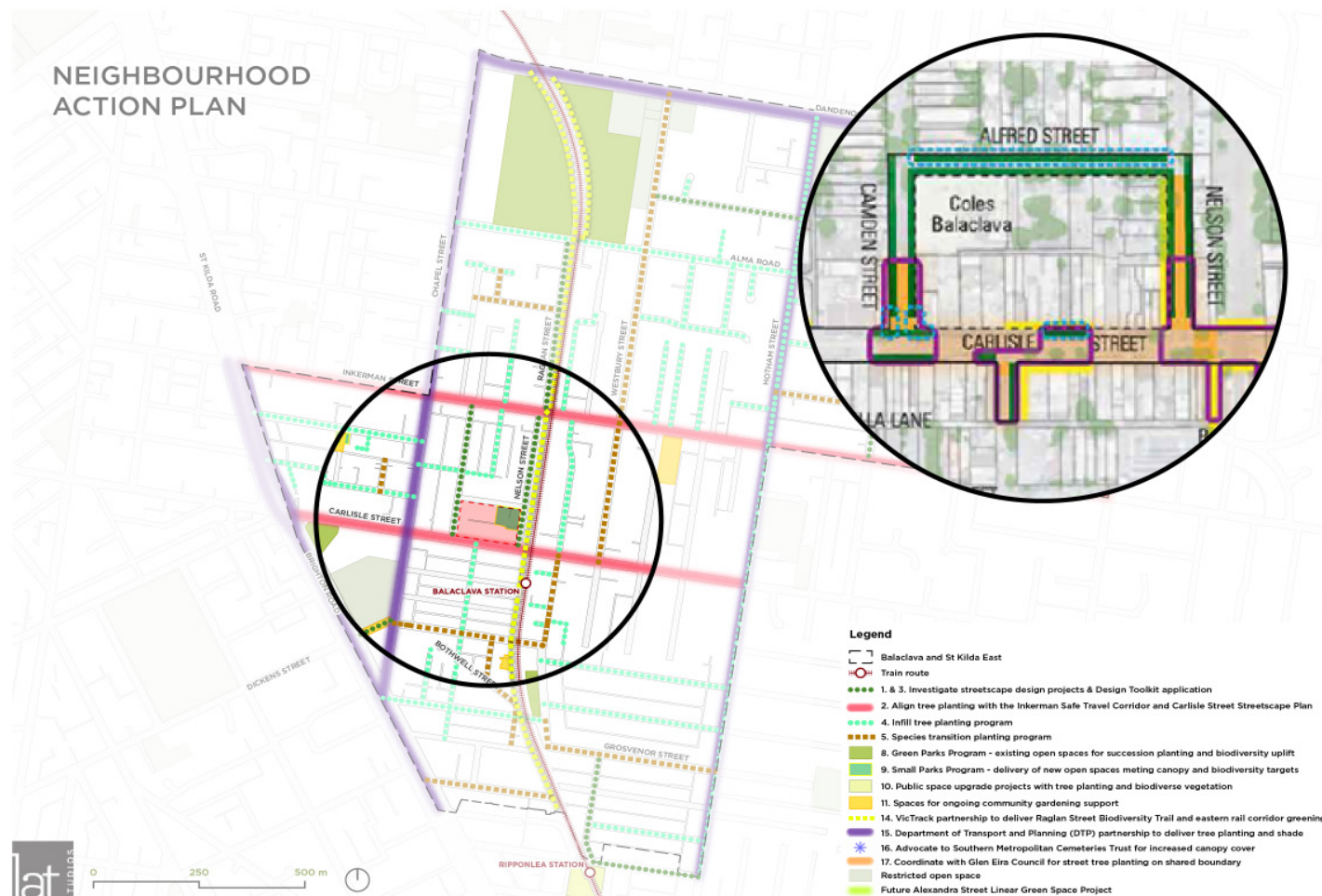
Urban Forest Precinct Plan (Endorsed August 2025)

- Preferred location for open space at the corner of Nelson Street and Alfred Street.
- Refers to Carlisle Street Streetscape Plan for street improvements.

Carlisle Street Streetscape Plan (Endorsed July 2026)

- Carlisle Street: Strengthen key activity area with retail and high-quality public realm
- Nelson Street: High-amenity green travel street linking community within the centre to public transport
- Alfred Street: Improved public realm with new tree planting & WSUD elements
- Camden Street: Enhanced public realm with new trees & WSUD and and traffic calming measures

Appendix 5: Existing conditions and context



APPENDIX 7 APPENDIX 4: ANALYSIS JUSTIFICATION:

Address	Current Grading (Gazetted)
206-218 Carlisle	Not in HO
220 Carlisle	Significant to HO7
224 Carlisle	Significant to HO7
232 Carlisle	Significant to HO7
234-236 Carlisle	Significant to HO7
238-240 Carlisle	Significant to HO7
242 Carlisle	Significant to HO7
244-254 Carlisle	Significant (part) & Non-contributory (part) to HO7
256 Carlisle	Significant to HO7
258 Carlisle	Significant to HO7
260 Carlisle	Significant to HO7
262 Carlisle	Non-contributory to HO7
264-266 Carlisle	Significant to HO7
268 Carlisle	Significant to HO7
270-272 Carlisle	Significant to HO7
274 Carlisle	Contributory to HO7
276 Carlisle	Contributory to HO7
280 Carlisle	Contributory to HO7
63-65 Nelson	Not in HO

Current Grading

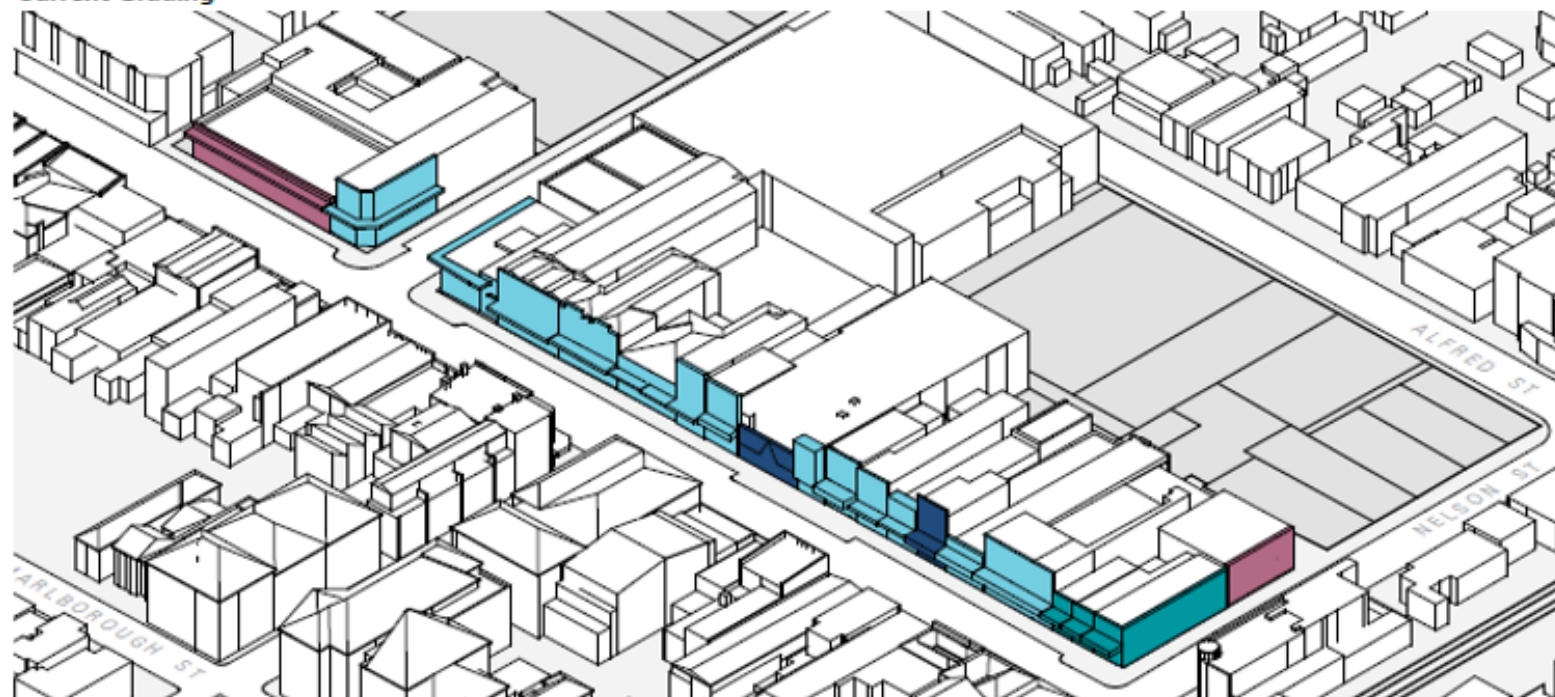


Figure 10: Heritage Grading

