

**ITEM 9.4            CARNEGIE STRUCTURE PLAN**

**Author:**            *Aidan Mullen, Manager City Futures*

**File No:**            16/25193

**Attachments:**    1. *Carnegie Structure Plan 2018-2031*  
                         2. *Carnegie Draft Structure Plan Consultation Overview*

---

**PURPOSE AND SUMMARY**

The purpose of this report is to seek Council adoption of the *Carnegie Structure Plan* and to immediately commence statutory implementation of the *Plan*.

This report outlines how the *Carnegie Structure Plan* addresses the key concerns raised over the final two rounds of community engagement, as well as the how the *Plan* aligns with the shared future vision for Carnegie which was adopted by Council in July 2017.

**RECOMMENDATION**

That Council:

1. adopts the *Carnegie Structure Plan 2018-2031* as Council policy;
2. requests Council officers to commence preparing the statutory documentation, and any further supporting documentation required, to implement the *Carnegie Structure Plan 2018-2031* into the *Glen Eira Planning Scheme* via a future Planning Scheme Amendment;
3. requests Council officers to seek updated interim planning controls that implement all of the relevant built form measures as outlined in the *Carnegie Structure Plan 2018-2031* and *Quality Design Guidelines* into the *Glen Eira Planning Scheme* via a Planning Scheme Amendment in accordance with Section 20(4) of the *Planning and Environment Act 1987*;
4. begins the development of a detailed implementation plan that will inform future Council capital budgets;
5. undertakes appropriate communications that:
  - a. acknowledges and thanks all submitters, stakeholders and members of the wider community for their significant contribution to the preparation of the *Carnegie Structure Plan 2018-2031*;
  - b. outlines Council's resolution on the *Carnegie Structure Plan 2018-2031*;
  - c. outlines how the adopted *Carnegie Structure Plan 2018-2031* addresses the key concerns raised in consultation; and
  - d. outlines the next steps, in particular the future Planning Scheme Amendment timeframes.

## BACKGROUND

In July 2017, following three rounds of community engagement, Council adopted a shared, long-term vision for Carnegie, which states that:

***‘Carnegie will be a safe, connected and welcoming centre that embraces its authentic urban character and cultural identity.***

***The centre will be a destination for entertainment, shopping and employment, supporting a range of businesses and interconnected community spaces that meet the needs of the local community.’***

This shared future vision has strongly guided the development of the *Carnegie Structure Plan 2018-2031* (attachment 1).

The *Carnegie Structure Plan* outlines a new plan for 2031 that guides future land use, buildings, public spaces, parking and movement in line with the community's shared future vision.

While the *Carnegie Structure Plan* seeks to achieve many important objectives, at its core it achieves the following critical milestones for the current and future community:

1. Curating the right retail and employment mix
2. Creating new community spaces that cater for population growth
3. Ensure larger developments provide significant community benefit

### 1. Curating the right retail and employment mix

Over recent years, Carnegie has evolved to become a vibrant eclectic dining destination. In fact since 2010 the number of cafes and restaurants in Carnegie has grown from 18 to 47, representing a 160% increase (close to double that experienced in Elsternwick or Bentleigh). This growth in hospitality should be supported and has now become a defining feature of Carnegie, bringing visitors from across Melbourne.

While there is still a good offering of daily goods such as fresh food in Carnegie, there is strong community concern regarding a future loss and lack of control of daily offerings such as bakeries, butchers and grocers. The next 15 years will prove a challenging time for retail across all traditional centres, as it is ever increasingly disrupted by online shopping and home delivery.

To address this uncertain future, the proposed Carnegie Food Market presents a significant opportunity for Council to curate a food focused market that caters for the community's needs, both now and into the future. It will provide the opportunity for Council to secure a range of high quality businesses that will complement the existing retail offer within Carnegie.

Office space is proposed on the level above the market, providing needed local employment for Carnegie. This local employment will also help to provide daytime walk-up trade for the Carnegie businesses, helping to balance out the peak period across both day and evening.

Located on the Shepparson Avenue carpark, this new market hub will be a catalyst for adjacent businesses to front it, creating a new active laneway running north to the station precinct.

## 2. Creating new community spaces that cater to the needs of a growing population

The Carnegie community has experienced significant disruption over recent years with the level crossing removal works and new apartment developments. In fact, the community feedback shows that there is not 'one Carnegie community' and it suggests that a greater focus is required to connect the established and emerging communities of Carnegie.

The *Carnegie Structure Plan* seeks to actively connect the Carnegie community through a number of different civic spaces that promote social interaction, the most important of which is the proposed Carnegie Food Market.

Council run markets have always been highly valued by their local communities as not just serving transactional needs but more importantly serving a social and civic need. Located just south of the Carnegie Library, which already serves a critical civic role, the new market is an opportunity to create a civic precinct which is joined together by a number of small public spaces.

The market and library, along with their small public plazas, will become the new 'heart' of Carnegie and the place where neighbours bump into each other on a Sunday morning, or where friends meet before going out for dinner.

A new park on Kokaribb Road, created by relocating Council's car parks underground, presents a unique opportunity for a new green square. Much like the Elsternwick Plaza, this new green will offer a more relaxed type of community interaction, where office workers lay on the grass in the sun, families sit together to eat lunch or moonlight cinemas are screened.

## 3. Ensure larger developments provide significant community benefit

Council has clearly heard the community concern regarding development. While most of the community recognise the need for it, the location, design quality and community legacy of the current development has been questioned.

The *Carnegie Structure Plan* seeks to refocus Carnegie's development focus from small, heritage shopfronts or house blocks, to large strategic or urban renewal sites where greater height can be accommodated.

Importantly, with greater opportunity for height comes greater opportunity for development to leave a positive and lasting legacy for the existing and emerging Carnegie community.

The *Structure Plan* establishes a preferred and maximum height for buildings in these precincts. Proposed buildings should not exceed the preferred height. Proposals seeking to extend the preferred height must demonstrate a significant community benefit (to Council's satisfaction) and must not exceed the maximum height.

Community benefit items may include but are not limited to:

- diverse housing mix that responds to an identified community need (affordable housing, aged care, student, short-term accommodation — not just a variety of apartment layouts and sizes);
- additional public parking;
- additional public open space contributions beyond their minimum requirements of the *Glen Eira Planning Scheme* or relevant adopted Council document;
- new street or laneway connections; and
- needed community uses and facilities.

This list does not identify every type of community benefit, but rather notes emerging priority items. Contributions for each development should be determined in consultation with Council for the best strategic outcome and will be clarified through future strategic work.

#### State and Council Policy

Council has a responsibility to both implement the vision and objectives of the community as set out in the *Glen Eira Council and Community Plan 2017-2021* while also being required to align with strategies and directions set out in the State Government's *Plan Melbourne 2017-2050* strategy. In July 2017, Council adopted the *Activity Centre, Housing and Local Economy Strategy 2017* which seeks to create a strong link between the community and state aspirations.

The *Glen Eira Council and Community Plan 2017-2021* outlines a clear direction for Glen Eira, in particular the *Liveable and well designed* theme states the following objectives:

- Create prosperous, accessible and vibrant urban places.
- Encourage development that benefits the community.
- Proactively plan for and manage change within our urban places.
- Invest sustainably in our infrastructure and community assets.

The State Government's *Plan Melbourne 2017-2050* is the metropolitan planning strategy that sets the vision and policy direction for managing growth across Melbourne. Consistent with longstanding State policy, the revised *Plan Melbourne* shows a plan to accommodate population growth across the state, by focussing greater development opportunities in major centres within the inner and middle regions that are in close proximity to well-served public transport and employment areas.

*Plan Melbourne* identifies Carnegie as a major activity centre that should accommodate increased housing and employment growth. This is due to its location in an established area with good access to public transport and other services.

The *Activity Centre, Housing and Local Economy Strategy*, provides Council with an integrated plan to successfully accommodate this growth in a way that revitalises and strengthens our local neighbourhoods and their surrounding communities.

The *Strategy* establishes a new policy direction for the future planning of Glen Eira, in particular it identifies urban renewal areas in Glen Eira that have greater capacity for increased residential and employment development, due to their location being adjacent to arterial roads and within established commercial precincts. The identification of these urban renewal areas allows for reconsideration of development planning in residential areas that are more sensitive.

The *Activity Centre, Housing and Local Economy Strategy* identifies Carnegie as a major activity centre with urban renewal opportunities. This new classification recognises that the Carnegie activity centre has significant and well-located commercially zoned land that can accommodate taller development. Development in identified urban renewal and strategic sites should seek to accommodate new employment, diverse housing, open space and other community benefits.

## ISSUES AND DISCUSSION

Consultation on the Draft Concept and Draft Structure Plans

At the 25 July 2017 Council Meeting, Council endorsed the release of the *Draft Carnegie Concept Plan* for two rounds of community engagement.

Subsequently, Council officers undertook two rounds of consultation, between July and December 2017, firstly on the *Draft Concept Plans* and then on an updated *Draft Structure Plan*.

The key issues raised by the community during these two rounds of consultation are further discussed below:

**1. Urban renewal area and Chestnut Street**

Community feedback:

The *Draft Carnegie Structure Plan* sought community feedback on two options for the urban renewal area. Option one sought to retain the Character Overlay control over Chestnut Street and transition the urban renewal built form accordingly, while option two sought to remove the character overlay and include Chestnut Street as an area of change.

During the last round of engagement, 68 submissions were received, which commented specifically on the two options. Of these, 51 submissions supported option one and 17 submissions supported option two. While option one is supported, it is noted that consultation with residents highlighted concern regarding development, such as overshadowing, overlooking, noise, traffic, and visual bulk.

Officer recommendation:

Option one is recommended by officers due to the community feedback and further officer review of the precinct. A key consideration for officers was that the retention of high value character areas has been a core principle of all the *Structure Plans* and following a more detailed review it was felt that the character area and the urban renewal precinct could be both appropriately managed side-by-side.

Principles have also been included in the new *Carnegie Structure Plan* that address concerns such as overlooking, overshadowing and traffic impacts on existing residential areas.

**2. Urban renewal area**

Officer recommendation:

Officers have undertaken a further detailed review of the urban renewal area and have recommended the following changes:

- Provide a clear transition in height from lower-scale contexts to the east. Building form steps up from interface with Chestnut Street, with 4 storeys to 8 storeys then up to 12 storeys.
- Protect the future open space at Egan and Woorayl Streets, in accordance with Council's *Open Space Strategy*, with no overshadowing for a minimum of 5 hours at the September Equinox (9am to 2pm achieved) and 3 hours at Winter Solstice (11am to 2pm achieved).

- Ensure no overshadowing of residential areas between 9am and 3pm at the September Equinox.
- Focus taller development to sites fronting Dandenong Road and provide a transition in height at its edges.
- Continuation of a lower-scale retail corridor with fine-grain shops fronting Koornang Road lowered to 4 and 5 storeys.

New principles have also been included in the urban renewal section that reflects the concerns and opportunities raised through the community feedback periods. Officers consider that the new plans align with these principles while also providing for reasonable building envelopes at the upper-most floors (avoiding tall and narrow buildings). Further to this, the *Quality Design Guidelines* further outline building design requirements for urban renewal buildings that address concerns of overlooking and visual bulk at residential interfaces.

### **FINANCIAL, RESOURCE AND ASSET MANAGEMENT IMPLICATIONS**

A more detailed implementation plan will be developed following adoption of the *Carnegie Structure Plan*. The detailed implementation plan will guide future project bids as part of Council's budget processes and priority setting.

Council will need to work with a range of stakeholders, either through advocacy or partnership to deliver the identified projects. This will ensure that the streetscape and public space improvements outlined in the *Carnegie Structure Plan* are carried out in an orderly and staged manner and in a way that is affordable for the community. Stakeholders and project partners include the local community, local traders, landowners, VicRoads, and Public Transport Victoria.

### **POLICY AND LEGISLATIVE IMPLICATIONS**

To ensure that the land use and development outcomes outlined in the *Plan* are delivered and enforceable, the objectives need to be translated into the *Glen Eira Planning Scheme*.

The *Scheme* guides decision-making on planning permit applications and governs issues such as design and development; land use; heritage; neighbourhood character; and amenity.

This statutory translation is achieved by undertaking a Planning Scheme Amendment, which will involve 'statutory' community consultation. The Amendment process will commence following Council's adoption of the *Structure Plan*. As part of this translation process, the specific statutory tools and mechanisms will be developed to best translate the relevant objectives of the *Structure Plan*. Potential statutory implementation measures are listed in the relevant sections of the *Plan*.

### **COMMUNICATION AND ENGAGEMENT**

The development of the *Carnegie Structure Plan* has been an iterative process, driven by community feedback and expert review, six rounds of consultation, with more than 780 submissions received for Carnegie.

The comprehensive consultation process undertaken with the Carnegie community is outlined below:

STAGE	DATES	FEEDBACK RECEIVED	SECTIONS OF THE STRUCTURE PLAN INFLUENCED
1 Tell us what you love about your shopping strip	28 November 2016- 19 February 2017	Surveys: 367 Facebook comments: 15	<ul style="list-style-type: none"> <li>• Vision</li> <li>• Public spaces</li> </ul>
2 Transforming our neighbourhoods together	10 March- 9 April 2017	Surveys: 122 Drop-in sessions: 52 Email/mail submissions: 1 Facebook comments: 15	<ul style="list-style-type: none"> <li>• Vision</li> <li>• Public spaces</li> </ul>
3 Activity Centre, Housing and Local Economy Strategy and early Structure Plan exploration	24 May- 13 June 2017	Online feedback forms: 38 Email submissions: 26 Carnegie forum attendees: 35	<ul style="list-style-type: none"> <li>• Vision</li> <li>• Land use</li> </ul>
4 Quality Design Principles	26 July- 3 September 2017	Online forum: 82 Facebook comment: 5 Submissions: 9	<ul style="list-style-type: none"> <li>• Buildings</li> </ul>
5 Draft Concept Plan	26 July- 3 September 2017	Online surveys: 44 Forum comments: 4 Concept plan document downloads: 445 Facebook comments: 17 Email/mail/phone submissions: 56 Community forum attendees: 78	<ul style="list-style-type: none"> <li>• Land use</li> <li>• Buildings</li> <li>• Public spaces</li> <li>• Parking and movement</li> <li>• Urban renewal</li> </ul>
6 Draft Structure Plan/Quality Design Guidelines	30 October- 11 December 2017	Email submissions: 66 Surveys: 59 Online forum comments: 9 Facebook comments: 5 Carnegie forum attendees: 51	<ul style="list-style-type: none"> <li>• Land use</li> <li>• Buildings</li> <li>• Public spaces</li> <li>• Parking and movement</li> </ul>

		Drop-in sessions: 60 Quality Design Guidelines submissions: 46	<ul style="list-style-type: none"> <li>Urban renewal</li> </ul>
--	--	--	---

The *Carnegie Draft Structure Plan Consultation Overview* (attachment 2) provides a concise summary of the six stage consultation process that informs the development of the Carnegie *Structure Plan*.

Detailed reports of the six stages, including the community submissions received, have been made publicly available throughout the process and can be found online at [www.gleneira.vic.gov.au/Carnegie](http://www.gleneira.vic.gov.au/Carnegie)

Detailed consultation reports include:

- Stage one: *Tell us what you love about your shopping strip consultation summary*
- Stage two: *Transforming our neighbourhoods together consultation summary*
- Stage three: *Activity centre, housing and local economy strategy and early structure plan exploration consultation summary*
- Stage four: *Quality Design Principles consultation summary*
- Stage five: *Carnegie draft concept plan consultation summary*
- Stage six: *Carnegie draft structure plan consultation summary*

If Council adopts the Carnegie *Structure Plan*, Officers will undertake further communication to:

- acknowledge and thank all submitters;
- outline the Council decision and provide a link to the new *Structure Plan*;
- outline how the adopted *Structure Plan* addresses the key concerns raised in consultation; and
- outline the next steps, in particular the future Planning Scheme Amendment timeframes.

## LINK TO COUNCIL AND COMMUNITY PLAN

Theme one: *Liveable and well designed*

- Create prosperous, accessible and vibrant urban places.
- Encourage development that benefits the community.
- Proactively plan for and manage change within our urban places.
- Invest sustainably in our infrastructure and community assets.

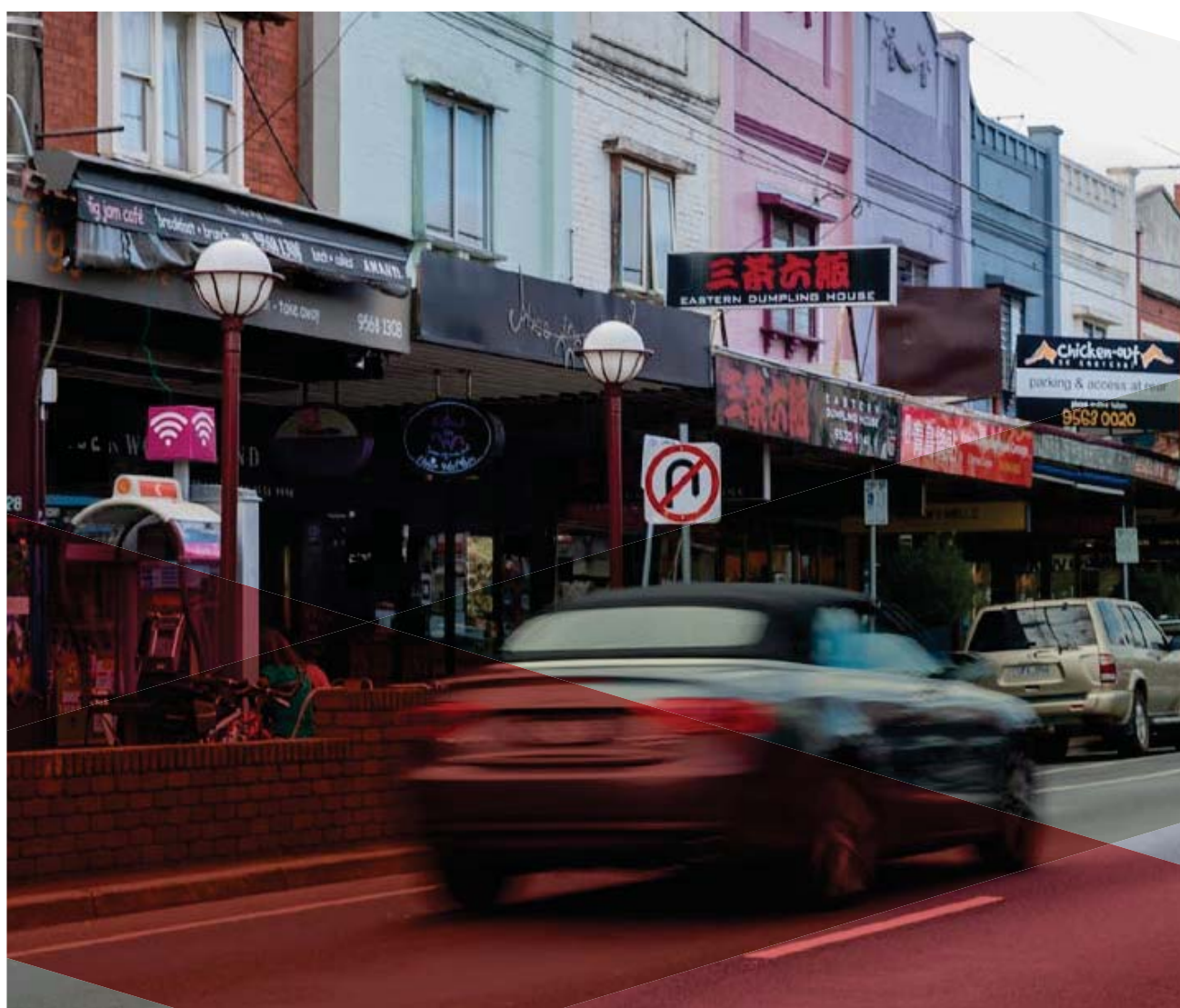
## OFFICER DECLARATION OF CONFLICT OF INTEREST

No officers involved in the preparation of this report have any direct or indirect interest in this matter.

## CONCLUSION

Council has the challenging task of accommodating future growth and creating greater local employment, while protecting Carnegie's heritage and residential character. The *Carnegie Structure Plan* provides a shared future vision and robust plan that balances the current and future community needs, while also creating a vibrant and successful centre.

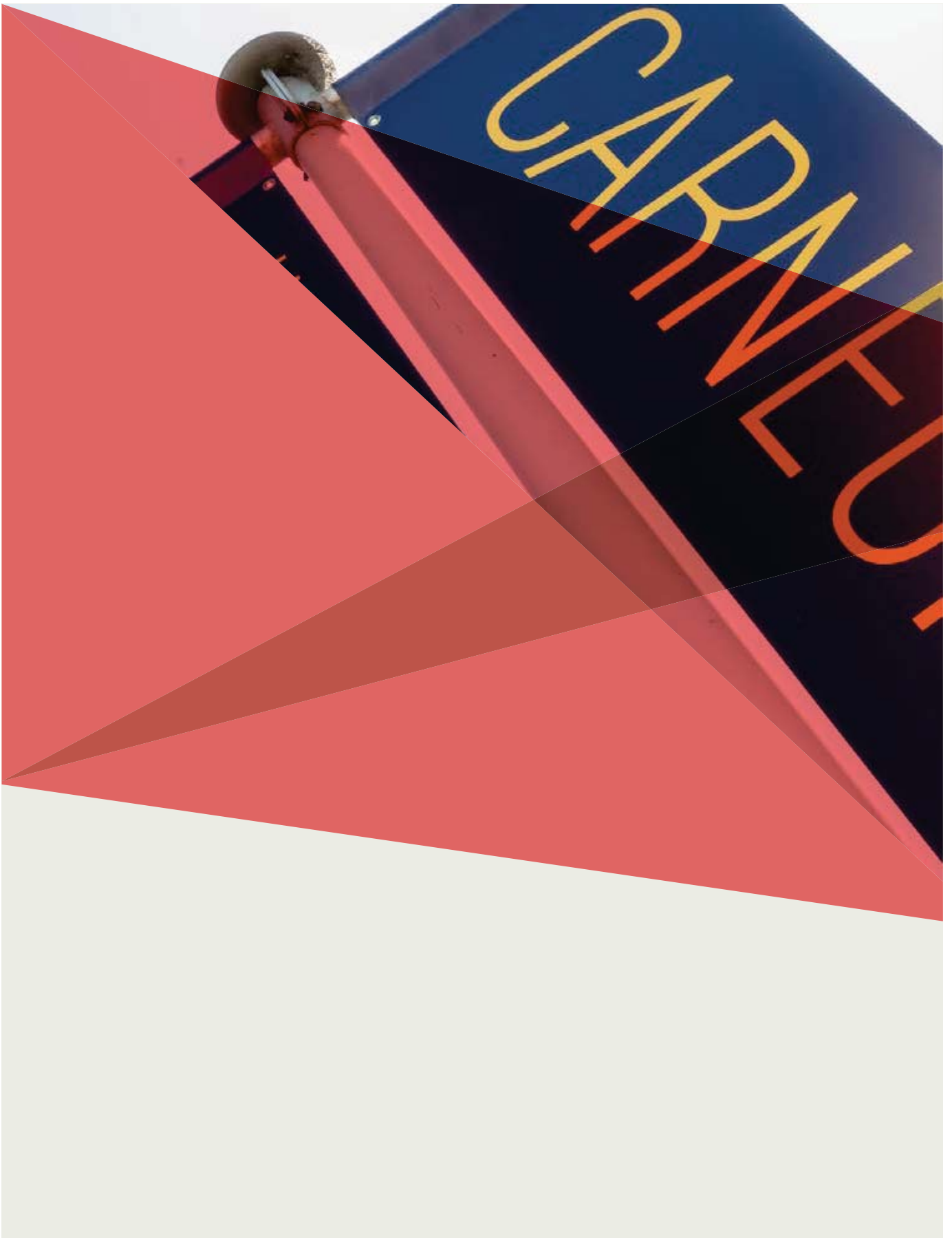




# CARNEGIE STRUCTURE PLAN 2018–2031



GLEN EIRA  
CITY COUNCIL

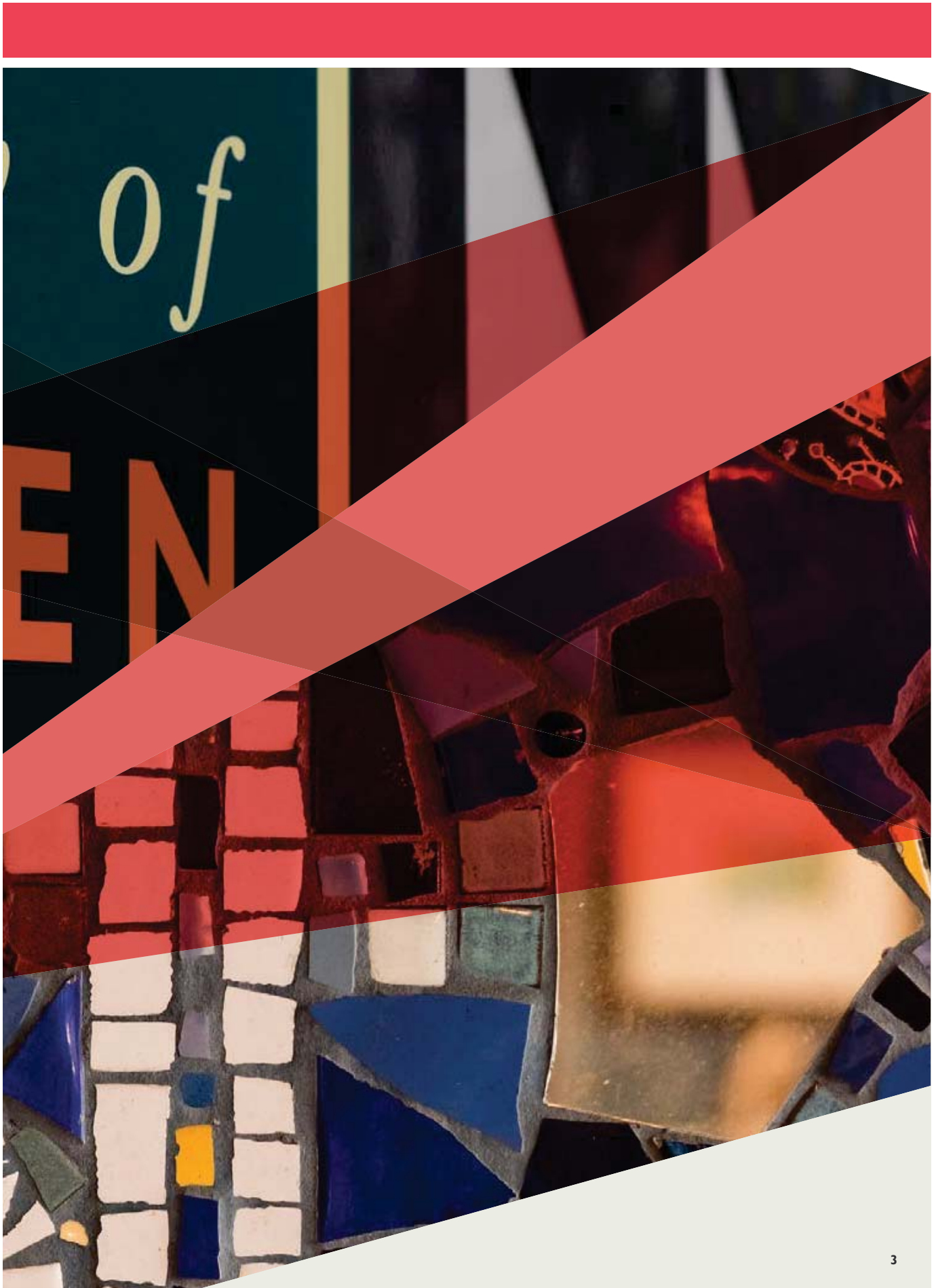




<b>1. VISION AND OBJECTIVES</b>	<b>4</b>
<b>2. LAND USE</b>	<b>10</b>
<b>3. BUILDINGS</b>	<b>16</b>
<b>4. PUBLIC SPACES</b>	<b>24</b>
<b>5. PARKING AND MOVEMENT</b>	<b>36</b>
<b>6. URBAN RENEWAL</b>	<b>44</b>
<b>7. WANT TO KNOW MORE?</b>	<b>54</b>
<b>8. GLOSSARY</b>	<b>66</b>

# I.0 VISION AND OBJECTIVES





## I.0 VISION AND OBJECTIVES

### Why is Carnegie changing?

Like many areas across Melbourne and Glen Eira, Carnegie is changing and growing. Melbourne is expected to grow by 1.5 million residents and 584,705 households by 2031. For Glen Eira this means approximately 22,000 new residents, 9,000 households and 9,500 jobs over the next 15 years.

To keep Melbourne liveable and sustainable, the State Government is directing population growth to busy centres that are close to things like shops, services and public transport. Glen Eira has a range of these centres, including Carnegie (which is classed a large major activity centre). This essentially means Carnegie will continue to grow and change into the future.

### How can we better plan for Carnegie's future?

We have the challenging task of accommodating this growth and new development, while creating vibrant and successful centres which enhance and protect the character of the local area.

One way we can take on this challenge and plan for Carnegie's future is by having robust long-term plans in place.

### What is the Carnegie Structure Plan?

The *Structure Plan* sets out the long-term vision for the busy central Carnegie area. It includes things like development and future land use, transport and parking, types and heights of buildings, employment, open spaces, infrastructure and the preservation and protection of neighbourhood character.

*Structure Plans* can be used by Local and State Government to help make decisions about developments, investments and infrastructure improvements. These *Plans* can also help community members and developers know what change is expected and allowed in certain areas.

To inform the development of the *Plan*, we completed six stages of consultation with the

Carnegie community and received a total of 780 submissions.

### What do we want to achieve?

The proposed changes in the *Structure Plan* have been designed to:

- > establish protection of the heritage character of the Koornang Road precinct;
- > better protect traditional, low-scale residential areas from dense apartment developments;
- > provide more consistent building heights within residential streets;
- > create safe and attractive public spaces that are a focal point for the community to meet and gather;
- > ensure key sites provide opportunities for new local employment and diverse housing; and
- > ensure larger developments provide significant community benefit.

### How will we achieve it?

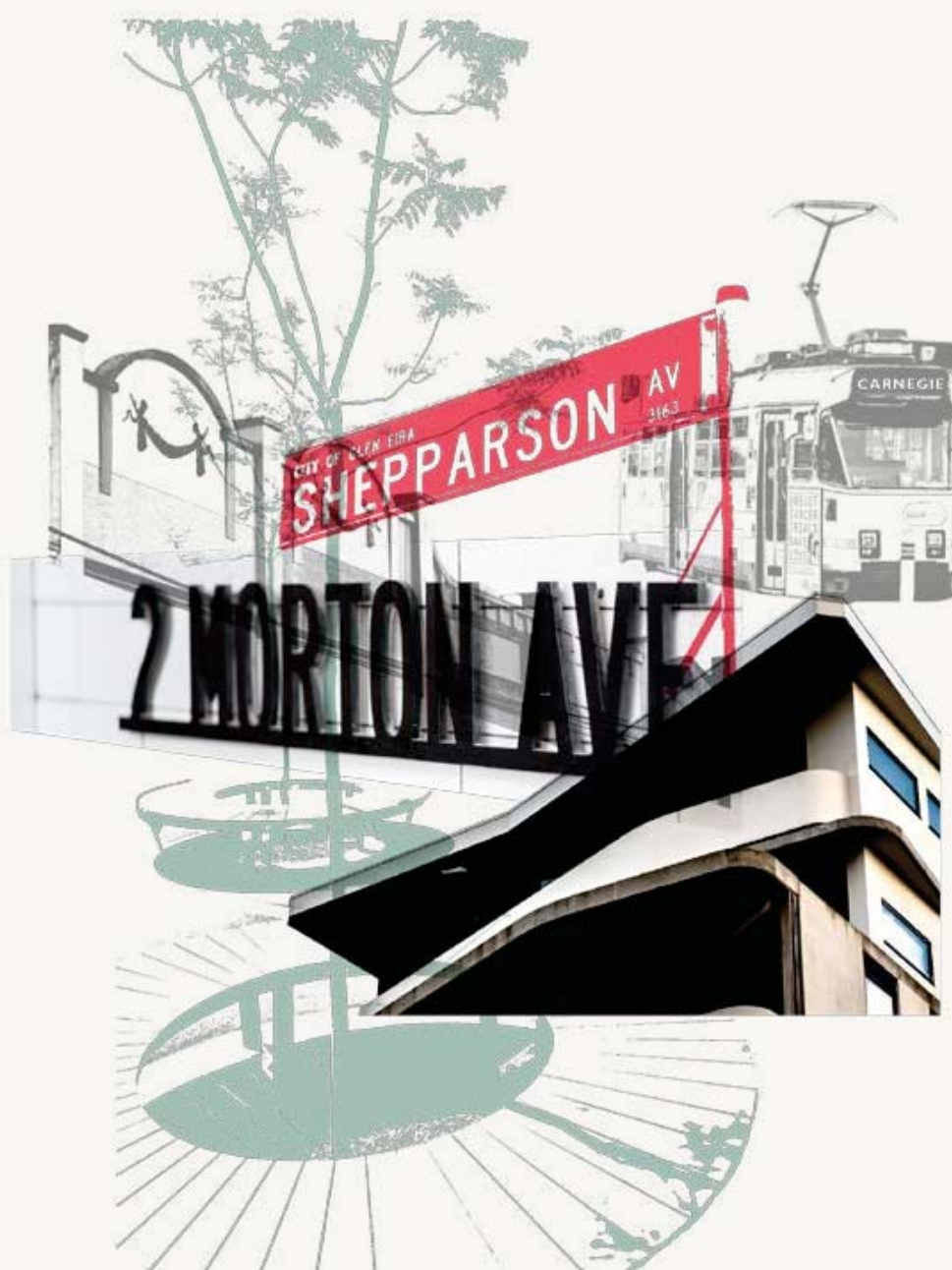
To ensure that the land use and development outcomes outlined in this Plan are delivered and enforceable, the objectives need to be translated into the *Glen Eira Planning Scheme*. The *Glen Eira Planning Scheme* guides decision making on planning permit applications and governs issues such as design and development, land use, heritage, neighbourhood character and amenity.

This statutory translation is achieved by undertaking a Planning Scheme Amendment. The Planning Scheme Amendment process will commence following Council's adoption of the *Structure Plan*. As part of this translation process, the specific statutory tools and mechanisms will be developed to best translate the relevant objectives of the *Structure Plan*. Potential statutory implementation measures are listed in the relevant sections of this *Plan*.

**VISION — CARNEGIE 2031**

Carnegie will be a safe, connected and welcoming centre that embraces its authentic urban character and cultural identity.

The centre will be a destination for entertainment, shopping and employment, supporting a range of businesses and interconnected community spaces that meet the needs of the local community.



### I.0 VISION AND OBJECTIVES

#### OBJECTIVES

The key objectives for the Carnegie activity centre are:

##### I. PLACE-MAKING



- I.1. Build on Carnegie's reputation as a welcoming and diverse local community with unique commercial and entertainment offerings.
- I.2. Enhance the distinctive character of the Koornang Road retail strip.
- I.3. Support a network of urban laneways, active streets and shared community and open spaces.
- I.4. Encourage landscaping and greenery.
- I.5. Promote high quality urban design and architecture.
- I.6. Support safe, accessible and friendly streets.
- I.7. Encourage development that provides a significant community benefit.

##### 2. HOUSING



- 2.1. Manage the transition between housing densities.
- 2.2. Maintain Carnegie's unique suburban character.
- 2.3. Recognise Carnegie's role in accommodating a growing population.
- 2.4. Encourage a diverse range of housing options.



---

### 3. ECONOMY

---



- 3.1. Boost evening activity and support quality local shopping, dining and entertainment options.
- 3.2. Encourage offices and employment opportunities.

---

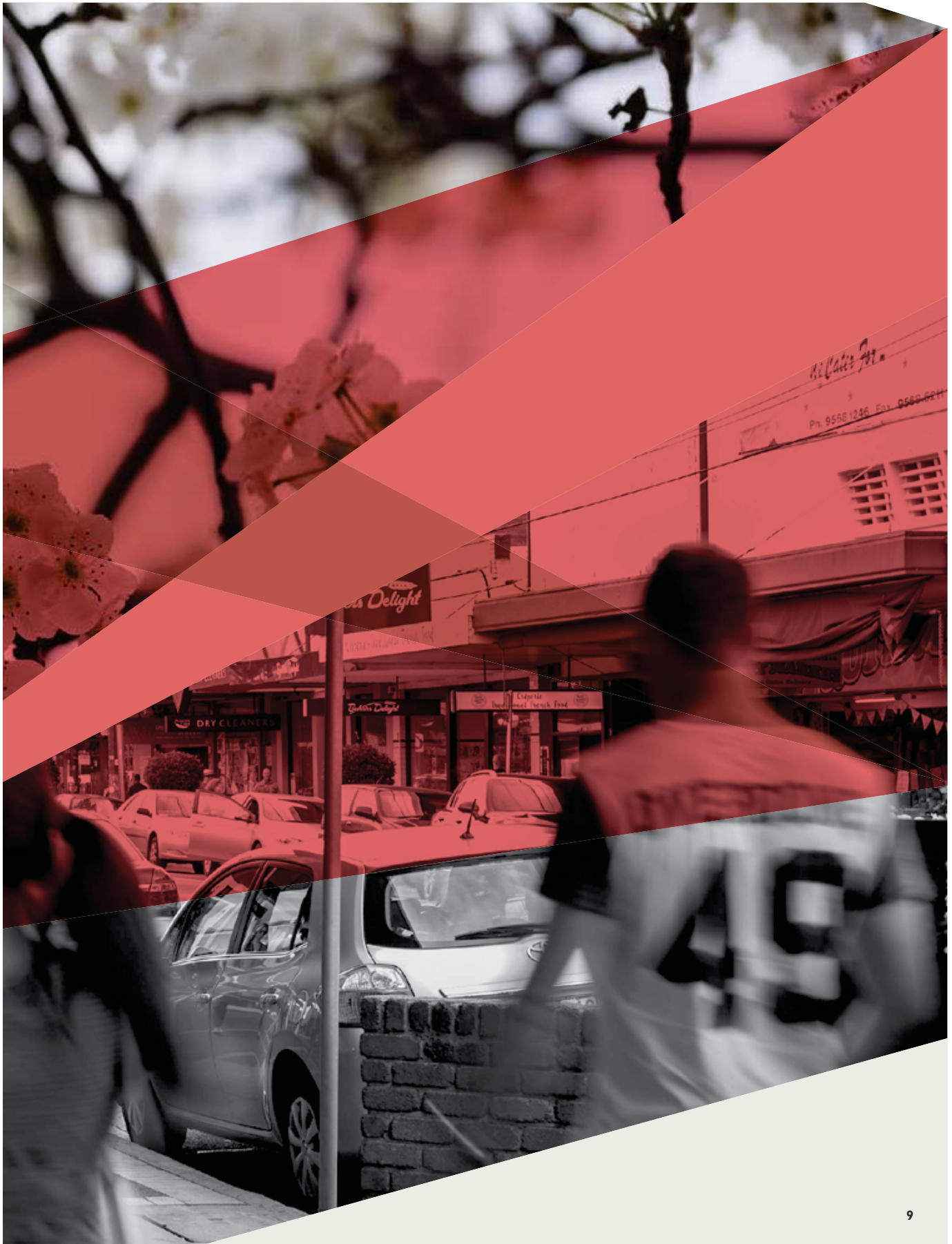
### 4. TRANSPORT

---



- 4.1. Encourage walking, cycling and use of public transport.
- 4.2. Explore innovative approaches to car parking and traffic management.

## 2.0 LAND USE



### 2.0 LAND USE

The Carnegie activity centre has a distinct and diverse urban character in both its residential and commercial areas. The current distribution of residential density east and west of Koornang Road results in multiple residential zones occurring within the same street. This can lead to a range of development types next to one another. To align with the State Government's objectives for growth in Carnegie, higher density development should be accommodated north of the railway line to avoid conflict with lower density areas.

To strengthen the local image and sense of place that is unique to Carnegie, Council will implement these strategies:

- > Provide a greater range of housing types, with a focus on medium density terrace town housing within suburban streets.
- > Explore opportunities to create new street networks to offer a high level of accessibility for walkers.
- > Encourage employment growth opportunities, focusing on professional employment, to provide the community with a variety of local employment options.
- > Facilitate a connection between the urban renewal precinct and the heart of the Carnegie activity centre.
- > Focus housing growth opportunities in areas with underused land, close to jobs, services and public transport.
- > Promote a safe environment for the community, particularly at night by implementing features such as lighting and encouraging passive surveillance of public areas.

**Statutory implementation**

Statutory implementation measures relating to land use may include:

- > Implementing zones and design guidance that support appropriate housing development in the housing opportunity precinct and to support the realisation of the urban renewal precinct.
- > Reviewing zones to ensure they support the commercial activity of the activity centre.
- > Facilitate the achievement of land use precincts through the planning permit process.



## 2.0 LAND USE

The area immediately surrounding Carnegie Station has been divided up into the following precincts:

### Entertainment precinct

- > Focus on fine dining, cafes and bars.
- > Improve the streetscape of Koornang Road by providing new street trees, and increasing pedestrian amenity with street lighting, pedestrian crossings and seating.

### Station precinct

- > An improved transport hub with pedestrian and cycling connections.
- > Advocate for a tram extension to Carnegie Station, as well as better bus connections within the Carnegie centre to the State Government.
- > Create a bicycle path along Shepparson Avenue, connecting Carnegie Station to Neerim Road and under the elevated rail.
- > Advocate for the protection of open space along Woorayl Street, north of the Station to the State Government.
- > Improve pedestrian amenity by creating a pedestrian link to Dandenong Road, improving the pedestrian experience on Morton Avenue, and providing a shared space on Egan Street so that the urban renewal precinct has adequate pedestrian amenity and open space.

### Retail precinct

- > Focus on retail and specialty shopping.
- > Create new pedestrian laneways to improve connectivity and activate existing rear laneways.
- > Explore opportunities to redevelop existing Shepparson Avenue car parks to create a market at ground floor.

- > Increase the provision of open space in Carnegie by relocating Kokaribb Road car park and creating a new landscaped space.
- > Provide more open space immediately north and south of Carnegie Library and Community Centre.
- > Work with the State Government to create a new linear park beneath the elevated railway line to bring the space to life and nourish the community.

### Urban renewal precinct

- > Concentrate on employment, housing and infrastructure.
- > Provide a connection between the activity centre and urban renewal precinct.
- > Explore opportunities for additional open space.

### Housing opportunity precinct

- > Opportunity for increasing the provision of housing in appropriate locations, around key transport, infrastructure, employment and services such as Carnegie Station, entertainment and retail precincts.
- > Encourage diverse housing options for a range of household types.

### Community precinct

- > Provide facilities and services for the community.
- > Encourage community services and public infrastructure in the area surrounding Carnegie Primary School and Carnegie Kindergarten.

Refer to Figure 1.0 — Land use: Precincts.

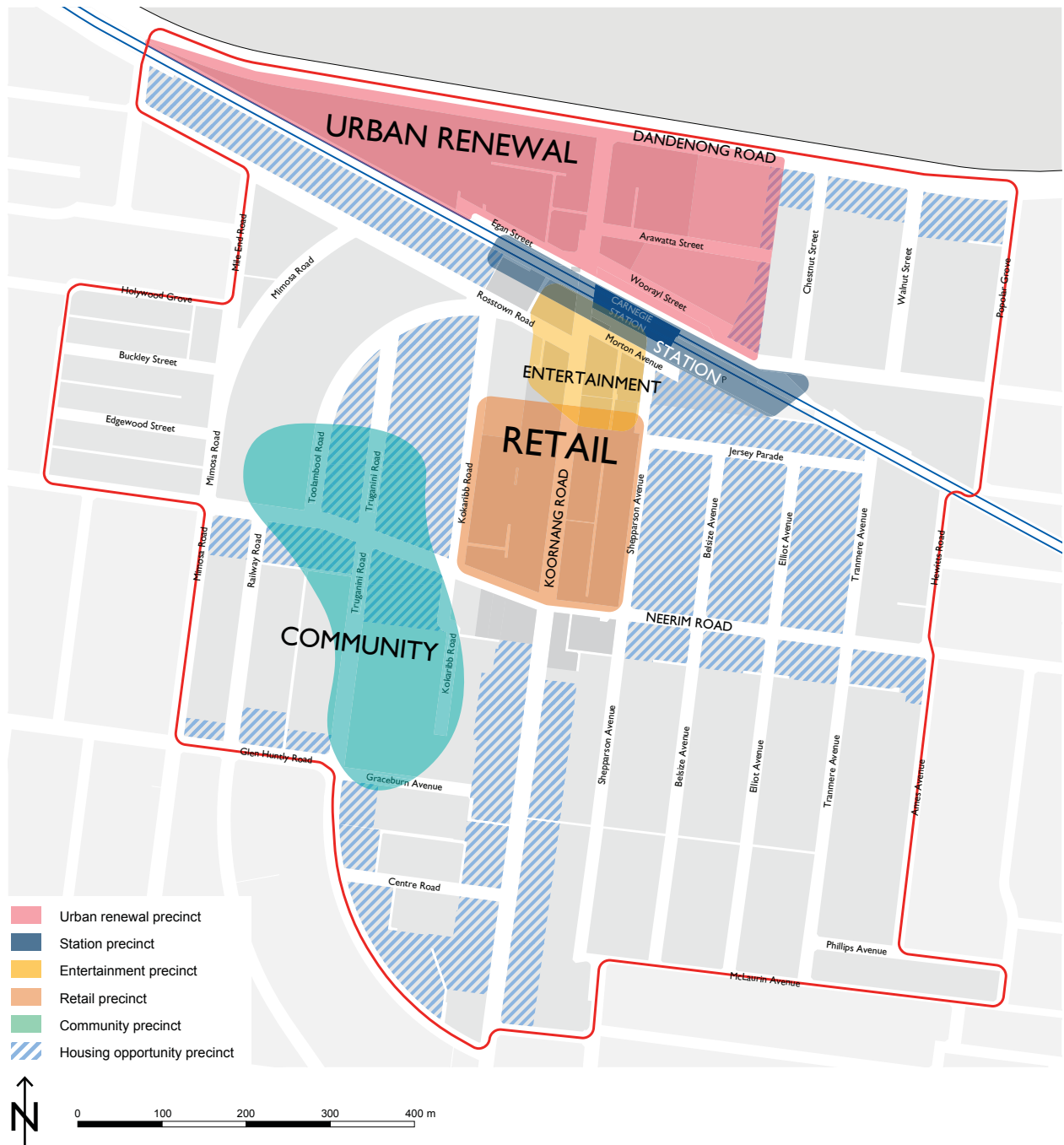
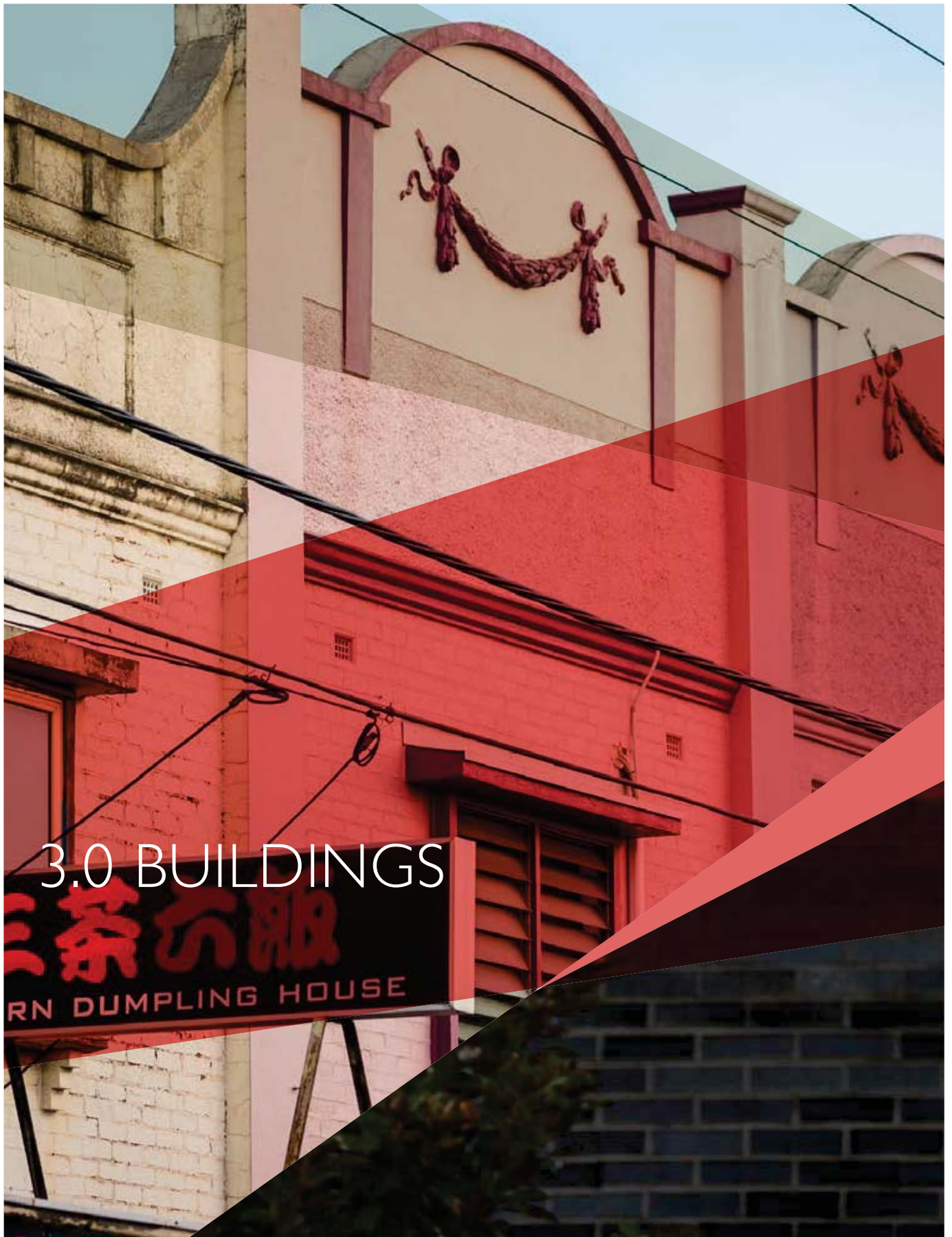


Figure 1.0 — Land use: Precincts



## 3.0 BUILDINGS





## 3.0 BUILDINGS

The Carnegie activity centre provides the community with access to a wide range of goods, services and activities, including commercial, retail, entertainment and community facilities. Residential development opportunities need to respond to their unique urban context.

### BUILDING TYPES

This section provides a summary of the preferred residential, commercial and mixed-use building types for Glen Eira, applied in this *Plan* for Carnegie.

### RESIDENTIAL

#### Heritage and character housing

- > New housing on land affected by a Heritage Overlay or Neighbourhood Character Overlay that respects and celebrates the character of the area.

#### Minimal change

- > One or two detached or semi-detached dwellings built on a lot.

#### Garden townhouse

- > Townhouses in a garden setting.

#### Townhouse and apartment mix

- > A mix of townhouses and apartments in a garden setting.

#### Garden apartment

- > Apartment building in a garden setting.

#### Urban apartment

- > Apartment building within a dense urban setting.

### COMMERCIAL AND MIXED-USE

#### Shop-top (standard)

- > Commercial or mixed-use building that consists of active commercial uses at lower levels and commercial or residential uses at upper levels.

#### Shop-top (heritage/character)

- > Commercial or mixed-use building that is designed to celebrate and respect the heritage or significant character precinct in which it is located and consists of active commercial uses at lower levels and commercial or residential uses at upper levels.

#### Strategic site

- > Commercial or mixed-use building consisting of active commercial uses at ground floor, further commercial (employment) uses above ground floor and residential uses at upper levels. Key focus on delivering housing diversity, employment and a significant community benefit on identified sites.

#### Urban renewal

- > Commercial or mixed-use building consisting of active commercial uses at ground floor, further commercial (employment) uses above ground floor and residential uses at upper levels. Key focus on delivering housing diversity, employment and a significant community benefit on identified sites and in areas that can accommodate a higher scale form.

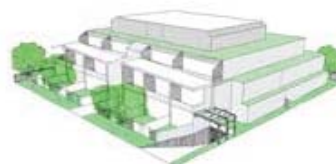
## RESIDENTIAL



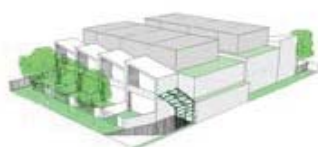
Heritage and character housing



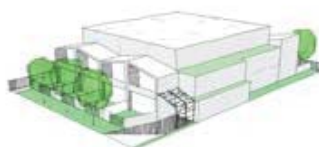
Minimal change



Garden apartment



Garden townhouse



Townhouse apartment mix

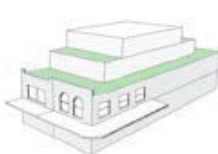


Urban apartment

## COMMERCIAL AND MIXED-USE



Shop-top (standard)



Shop-top (heritage/character)



Strategic site A and B



Urban renewal

For further information on building types, refer to Council's *Quality Design Guidelines* at [www.gleneira.vic.gov.au/qualitydesign](http://www.gleneira.vic.gov.au/qualitydesign)

Figure 2.0 — Buildings: Building types

## 3.0 BUILDINGS

### BUILDING TRANSITIONS

The Carnegie activity centre has been identified as a major activity centre with opportunities for urban renewal.

To make sure the right buildings are placed in the right locations, the following strategies will be implemented:

- > To encourage apartment development close to the Koornang Road strip, between Neerim Road and the railway line, with a garden setting and residential built form.
- > Encourage higher density development along transport corridors such as Dandenong Road, the railway line and Koornang Road.
- > Encourage developments that demonstrate a significant community benefit.
- > Ensure appropriate transitions from urban renewal areas to adjoining sensitive residential areas.
- > Develop a clear and legible urban structure, expressed through variation in building height and design, supporting the range of land uses within the Carnegie activity centre.
- > Protect the distinct character of the Koornang Road commercial strip.
- > Investigate the potential heritage significance of the Koornang Road commercial strip.
- > Protect low scale heritage character of the commercial strip on Koornang Road and encourage the continuation of a lower-scale retail corridor.
- > Minimise overshadowing impacts from new buildings on existing and future open spaces, commercial footpath-trading areas and existing residential sites.
- > Ensure development that abuts a sensitive interface, such as heritage or low-scale residential sites, is sympathetic to the scale and amenity of the site.

- > Investigate heritage significance of commercial properties at 239–251 Koornang Road.
- > Buildings identified as Strategic Site or Urban Renewal should only be considered to exceed the preferred height where significant community benefit is demonstrated.
- > Ensure that, where possible, development fronting the public realm or a pedestrian connection is activated.

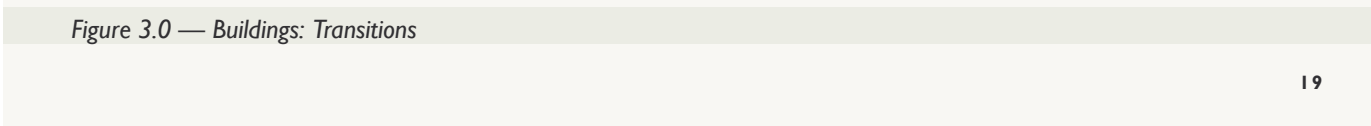
*Refer to Figure 3.0 — Buildings: Transitions.*

*Refer to Figure 4.0 — Buildings: Preferred setback and height of commercial area.*

### STATUTORY IMPLEMENTATION

Statutory implementation measures relating to buildings may include:

- > Implement design guidance that provides for a greater level of amenity; provides more areas for conservation of and planting of trees and landscaping; and improved design detail.
- > Implement design guidance to provide an adequate transition between building types.
- > Undertake a municipal-wide heritage review, to identify gaps and protect significant heritage properties currently not identified within the Scheme.
- > Investigate developer contribution opportunities for upgrading infrastructure within activity centres.
- > Investigate greater environmental design and water sensitive urban design requirements for significant developments with consideration for any new State Government requirements.
- > Investigate mechanisms for achieving significant community benefit.



### 3.0 BUILDINGS

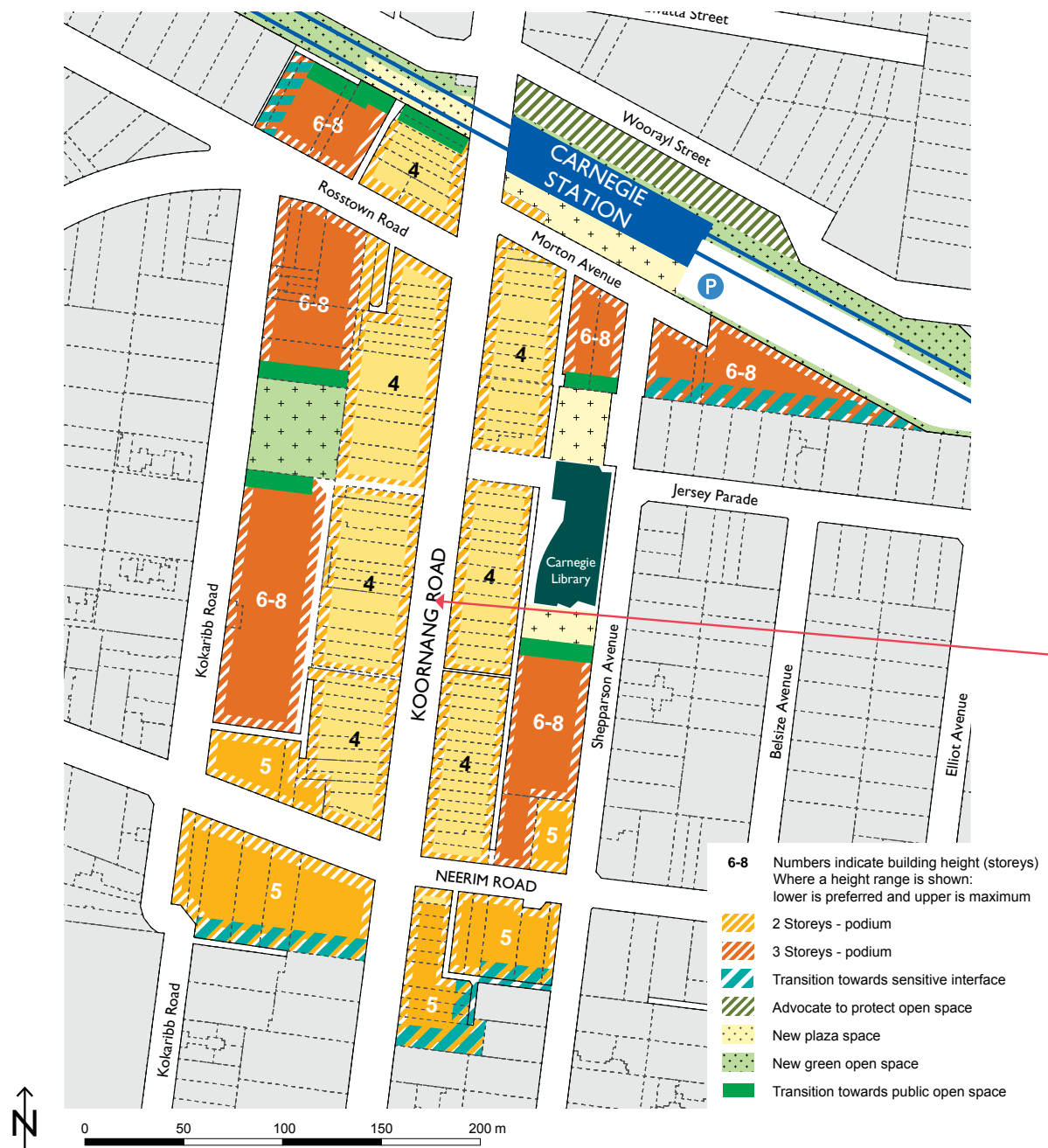


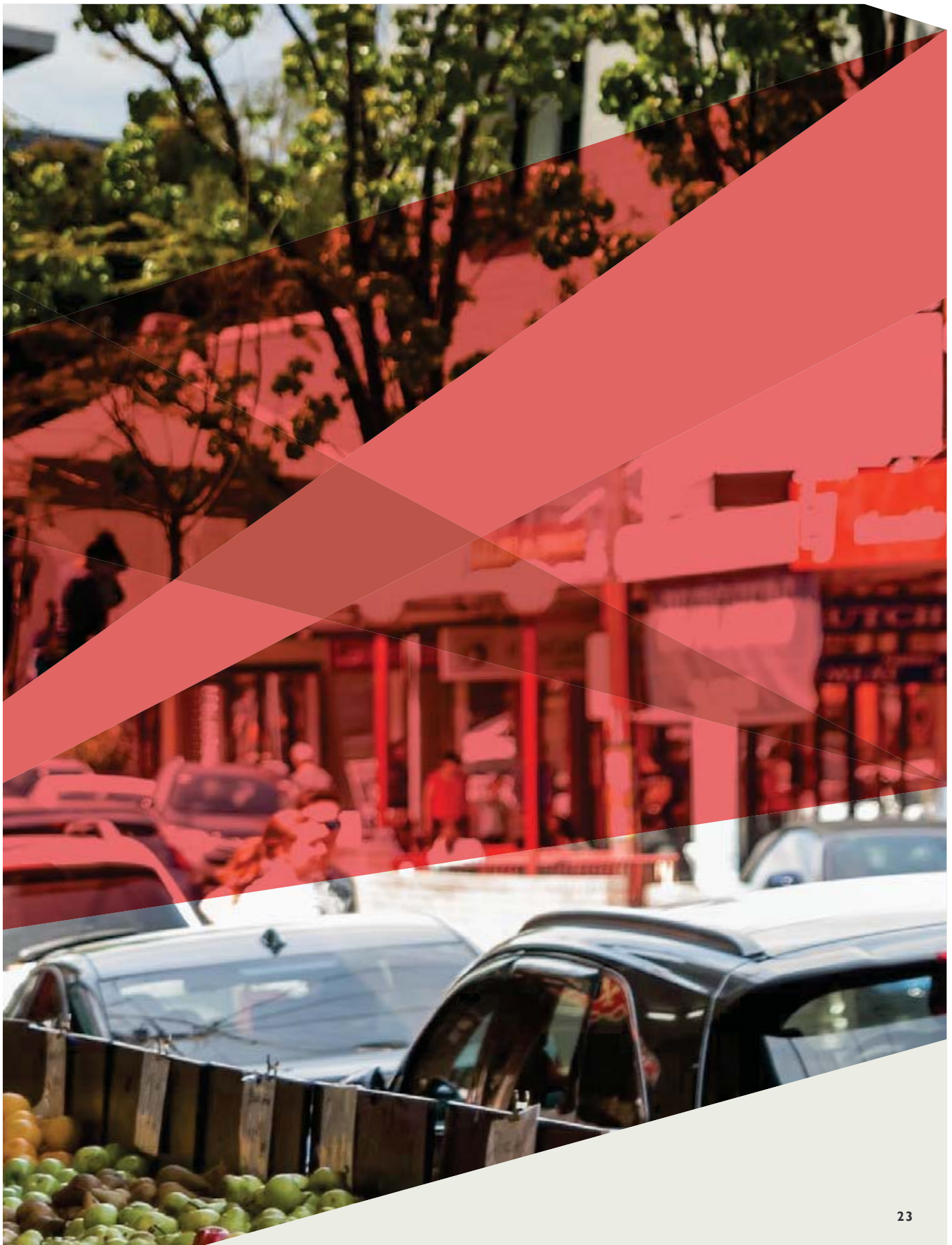
Figure 4.0 — Buildings: Preferred setback and height of commercial area





## 4.0 PUBLIC SPACES





## 4.0 PUBLIC SPACES

To improve experiences in the Carnegie community, we will provide a range of opportunities for people to meet and gather through new spaces within the centre.

To achieve high quality, functional public spaces, we will implement the following strategies:

- > Ensure that public spaces are accessible for all, and remain a focal point for the community to meet and gather.
- > Provide public spaces that are inclusive and inviting by including public art and pedestrian oriented places.
- > Ensure overshadowing from new buildings and works does not result in significant loss of sunlight to future and existing public open spaces.
- > Protect and, where possible, increase the level of sunlight to public open spaces.
- > Actively explore opportunities for additional open space and improve existing open spaces as recommended in Council's *Open Space Strategy*.

Refer to Figure 5.0 — Public spaces: Concept map.

### HOW WILL WE DELIVER OUR PROJECTS?

#### Non-statutory framework

A more detailed implementation plan will be developed following adoption of the Carnegie *Structure Plan*. The detailed implementation plan will guide future project bids as part of Council's budget processes and priority setting.

#### Advocacy and partnership

Council will need to work with a range of stakeholders, either through advocacy or partnership to deliver the identified projects. This will ensure that the streetscape and public space improvements outlined in the Carnegie *Structure Plan* are carried out in an orderly and staged manner and in a way that is affordable for the community. Stakeholders and project partners include the local community, local traders, landowners, VicRoads, and Public Transport Victoria.

#### STATUTORY IMPLEMENTATION

Statutory implementation measures relating to public spaces may include:

- > Review public open space contribution requirements after new census data released.
- > Implement design guidance to provide greater protection to public spaces from adjoining development.

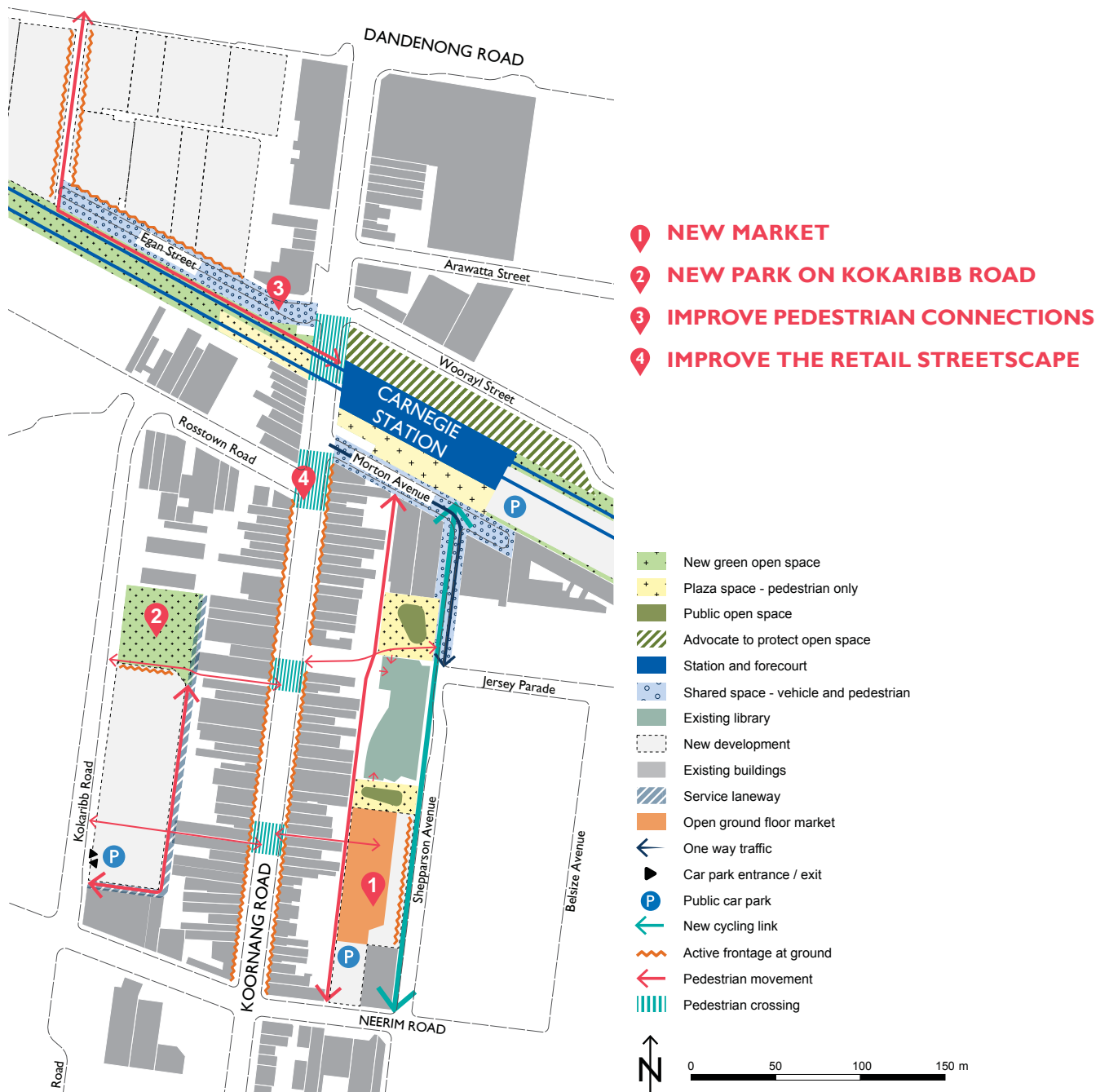


Figure 5.0 — Public spaces: Concept map



## 4.0 PUBLIC SPACES

### I. NEW MARKET

#### PROPOSED



#### EXISTING



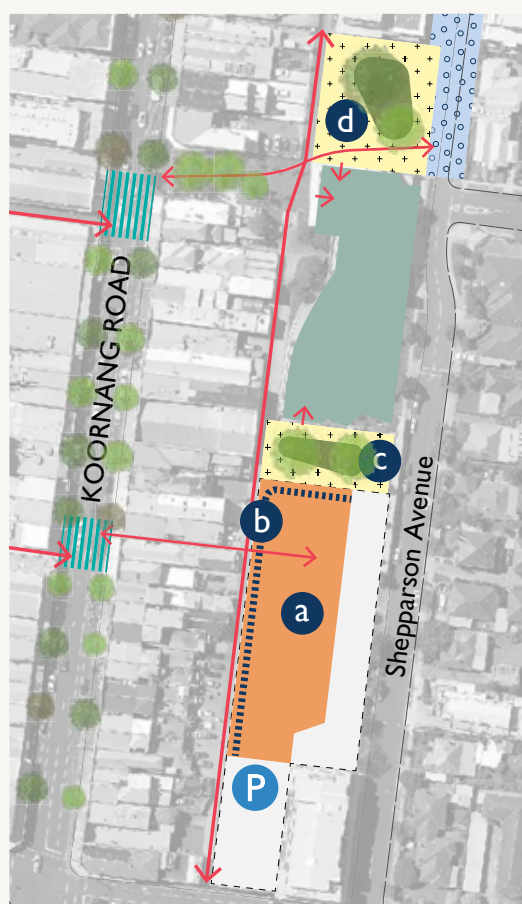


Figure 6.0 — Public spaces: New market

- Plaza space - pedestrian only
- Public open space
- Shared space - vehicle and pedestrian
- New development
- Open ground floor market
- Existing library
- Pedestrian movement
- Library entrances
- Pedestrian crossing
- Public car park

**Redevelop the existing Shepparson Avenue car park site to provide a market at ground floor and incorporating opportunities for employment and diverse housing in upper levels.**

Key elements of this project include:

- a** No net loss of existing car parking.
- b** Activated ground floor frontages to Shepparson Avenue and the existing laneway.
- c** Creation of a new public plaza between the existing library and the proposed market building.
- d** Relocation of the existing childcare facility and car park from the north of the library and creation of a new public plaza.

Considerations for this project include:

- > Relocation of childcare facility.
- > Provision of existing public car parking within the site.
- > Appropriate vehicular and pedestrian access to new building.
- > Maintaining service access to the rear of Koornang Road shops.
- > Improved pedestrian connections through to Koornang Road.
- > Manage interim car parking requirements during the construction phase.
- > Minimise visual impact of development when viewed from Koornang Road, respecting the potential heritage significance of built form in Koornang Road.
- > Identify areas that meet the requirements of 'public open space' as defined in Council's *Open Space Strategy*.
- > Retail mix within market.

Refer to Figure 6.0 — Public spaces: New market.



## 4.0 PUBLIC SPACES

### 2. NEW PARK ON KOKARIBB ROAD

#### PROPOSED



#### EXISTING



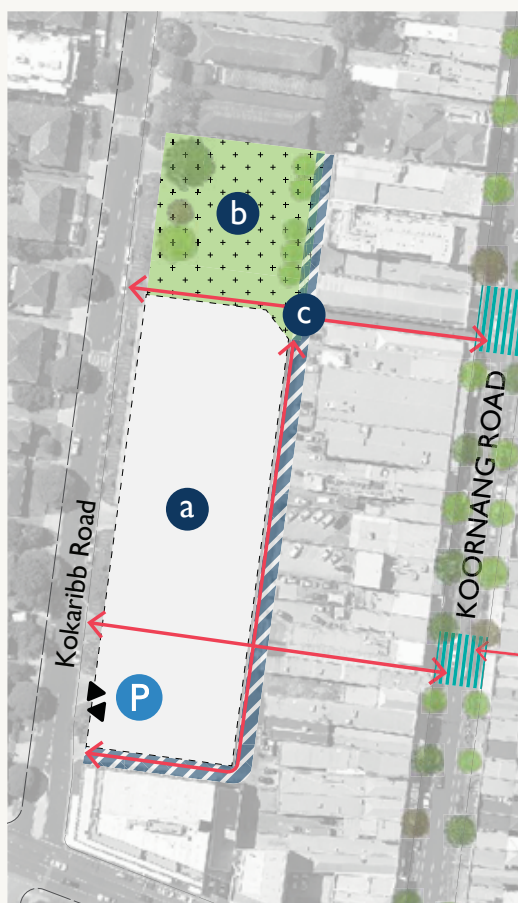


Figure 7.0 — Public spaces: New park on Kokaribb Road

- + New green open space
- ← Pedestrian movement
- |||| Pedestrian crossing
- ▶ Car park entrance / exit
- P Public car park
- New development
- /// Service laneway

### Create a new park in place of the Council car park in Kokaribb Road.

Key elements of this project include:

- a Seek to increase publicly accessible car parking in partnership with a future supermarket redevelopment.
- b Create a new park in place of the Council car park in Kokaribb Road that serves the needs of the Carnegie community, ensure adequate sunlight provision and minimise overshadowing of future park.
- c Build a high quality pedestrian connection across the new open space, and retain the existing pedestrian connection to Koornang Road.

Considerations for this project include:

- > Partnering with supermarket to facilitate provision and increase of existing public car parking (including relocation of existing parking from Council land).
- > Managing interim car parking requirements during the construction phase.
- > The delivery of the new park is dependent on the incorporation of public car parking into the redevelopment of the supermarket site.
- > Ensuring vehicle access to the rear of Koornang Road shops.
- > Working with landowners to provide high quality pedestrian access from Koornang Road to the new park.
- > Considering the requirements of Council's *Open Space Strategy* in the design and function of the new park.

Refer to Figure 7.0 — Public spaces: New park on Kokaribb Road.



## 4.0 PUBLIC SPACES

### 3. IMPROVE PEDESTRIAN CONNECTIONS

#### PROPOSED



#### EXISTING







Figure 8.0 — Public spaces: Improve pedestrian connections

**Improve pedestrian connections and amenity, particularly around Carnegie Station, ensure adequate sunlight provision and minimise overshadowing of existing and future open space.**

Key elements of this project include:

- a** Create a shared space on Egan Street, connecting the urban renewal precinct to the Carnegie activity centre.
- b** Convert Morton Avenue to a one-way street (eastbound) and widen footpaths.
- c** Encourage the provision of a new pedestrian link from Egan Street to Dandenong Road.
- d** Ensure high quality pedestrian and cycling connections to and through the activity centre.

Considerations for this project include:

- > Advocate to State Government for the retention and protection of public open space to the north of the train station.
- > Work with landowners to facilitate pedestrian links and public realm improvements.

Refer to Figure 8.0 — Public spaces: Improve pedestrian connections.

## 4.0 PUBLIC SPACES

### 4. IMPROVE THE RETAIL STREETSCAPE

#### PROPOSED



#### EXISTING





Figure 9.0 — Public spaces: Improve the retail streetscape

### Improvement of the Koornang Road retail streetscape.

Key elements of this project include:

- a** Increase amenity on Koornang Road by improving street lighting, pedestrian crossings and seating.
- b** Provide more trees and greening of the streetscape.
- c** Ensure a high quality pedestrian connection across the new open space at Kokaribb Road, and retain the existing pedestrian connection to Koornang Road.

Considerations for this project include:

- > Working with the Carnegie Traders Association and community members.
- > VicRoads approval for additional pedestrian crossings.

Refer to Figure 9.0 — Public spaces: Improve the retail streetscape.

- New development
- New green open space
- Public open space
- Advocate to protect open space
- Existing library
- Shared space - vehicle and pedestrian
- Plaza space - pedestrian only
- Pedestrian movement
- Pedestrian crossing
- Public car park





## 5.0 PARKING AND MOVEMENT



## 5.0 PARKING AND MOVEMENT

The Carnegie activity centre is connected by a range of transport modes, including trains, trams, buses, pedestrian networks and roads.

To improve connectivity, ease congestion and provide adequate parking, these strategies will be implemented:

- > Design streets that balance the needs of diverse users to create an accessible, safe, comfortable and enjoyable environment for everyone.
- > Ensure the centre is safe and easy to navigate.
- > Provide a slow-speed environment to ease the movement of pedestrians and help create attractive places.
- > Enable clear and efficient connections to public transport hubs.
- > Ensure appropriate parking is provided in suitable locations.

Refer to Figure 10.0 — Parking and movement: Vehicle and pedestrian map.

### Statutory implementation

Statutory implementation measures relating to parking and movement may include:

- > Investigate various parking provisions for activity centre areas (such as a car parking overlay or parking precinct plan) and implement into the Scheme.

### Vehicle movement

- > Increase pedestrian amenity by converting Morton Avenue traffic to one-way east bound.
- > Improve the rear access laneway to the east of Koornang Road between Morton Avenue and Neerim Road.
- > Investigate opportunities for improvement of the following intersections:
  - Shepparson Avenue and Neerim Road.
  - Koornang and Neerim Roads.
  - Kokaribb and Neerim Roads.
- > Reduce the speed limit through the commercial core to 40km/h to improve pedestrian and cycle safety.

### Pedestrian movement

- > Improve pedestrian safety and amenity along Koornang Road by expanding pedestrian crossings and increasing tree plantings.
- > Enhance pedestrian connectivity within the centre by:
  - Improving east to west pedestrian connections.
  - Creating new north to south links at the rear of commercial properties on both sides of Koornang Road.
- > Increase footpath widths on Morton Avenue.
- > Create a network of tree-lined walking and cycling facilities within the urban renewal precinct.
- > Encourage the provision of a new pedestrian road connection between Egan Street and Dandenong Road.



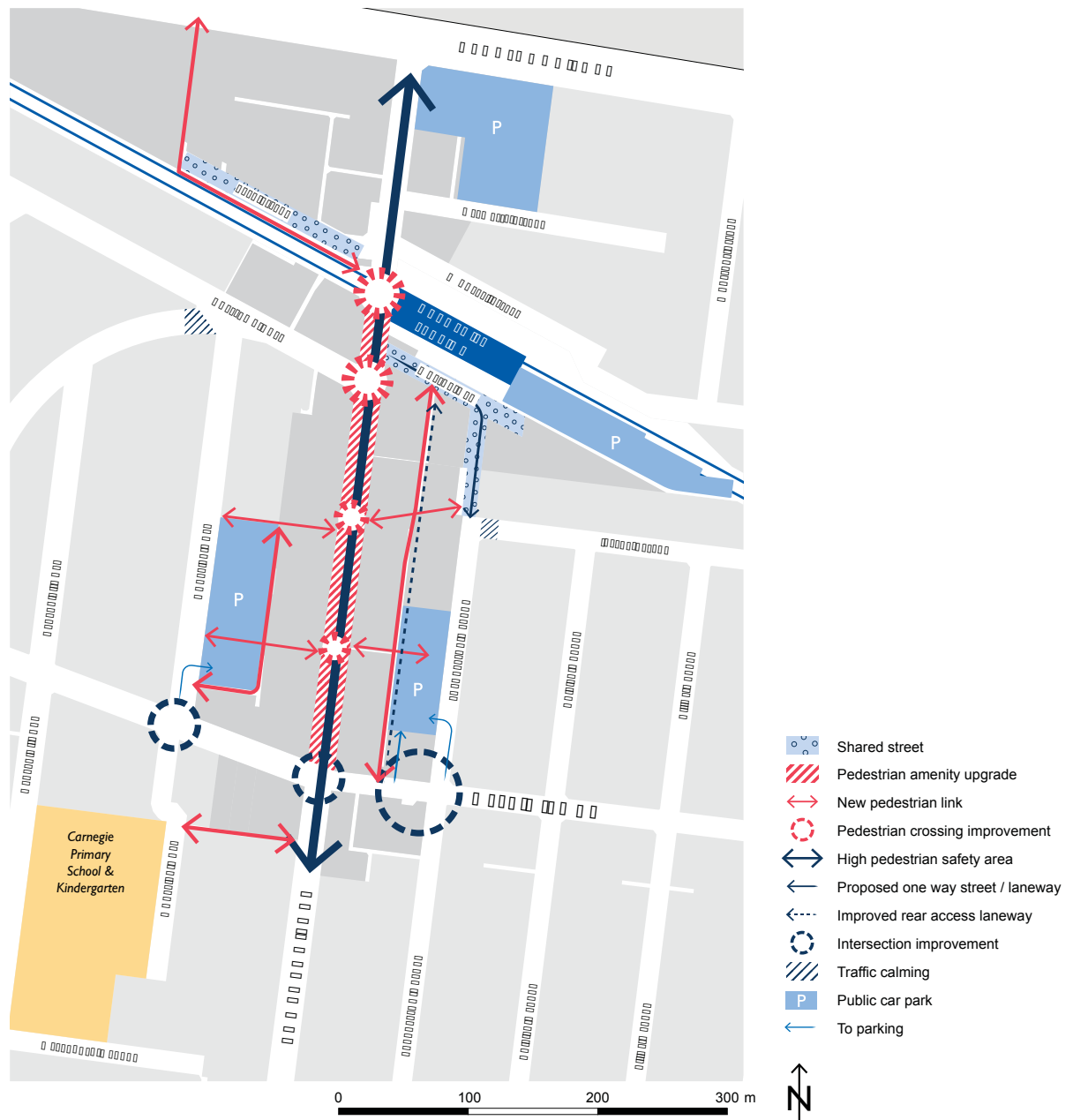


Figure 10.0 — Parking and movement: Vehicle and pedestrian map.

## 5.0 PARKING AND MOVEMENT

### Parking

- > No net loss of existing car parking at the Shepparson Avenue car park.
- > Relocate Kokaribb Road car park into supermarket development and create a new park at street level.
- > Explore options to provide new public car parking in the urban renewal development area between the railway line and Dandenong Road.
- > Prioritise Koornang Road for short-term and needs-based parking.
- > Reduce parking on Morton Avenue to increase the footpath width and greenery.
- > Retain as many on-street car spaces as possible.

Refer to Figure 11.0 — Parking and movement: Parking.

	Council-owned car parks	No. of existing spaces	No. of projected future spaces	Change*
A	Shepparson Avenue	121	121	No change
B	Kokaribb Road	67	190	+123
C	Child care centre	5	0	-5
	<b>TOTAL</b>	<b>193</b>	<b>311</b>	<b>+118</b>

Centre	Total no. of existing spaces	Total no. of projected future spaces	Overall increase*
Bentleigh	915	1,179	264
Elsternwick	364	520	156

\*Projected change is indicative and subject to further detailed parking analysis.

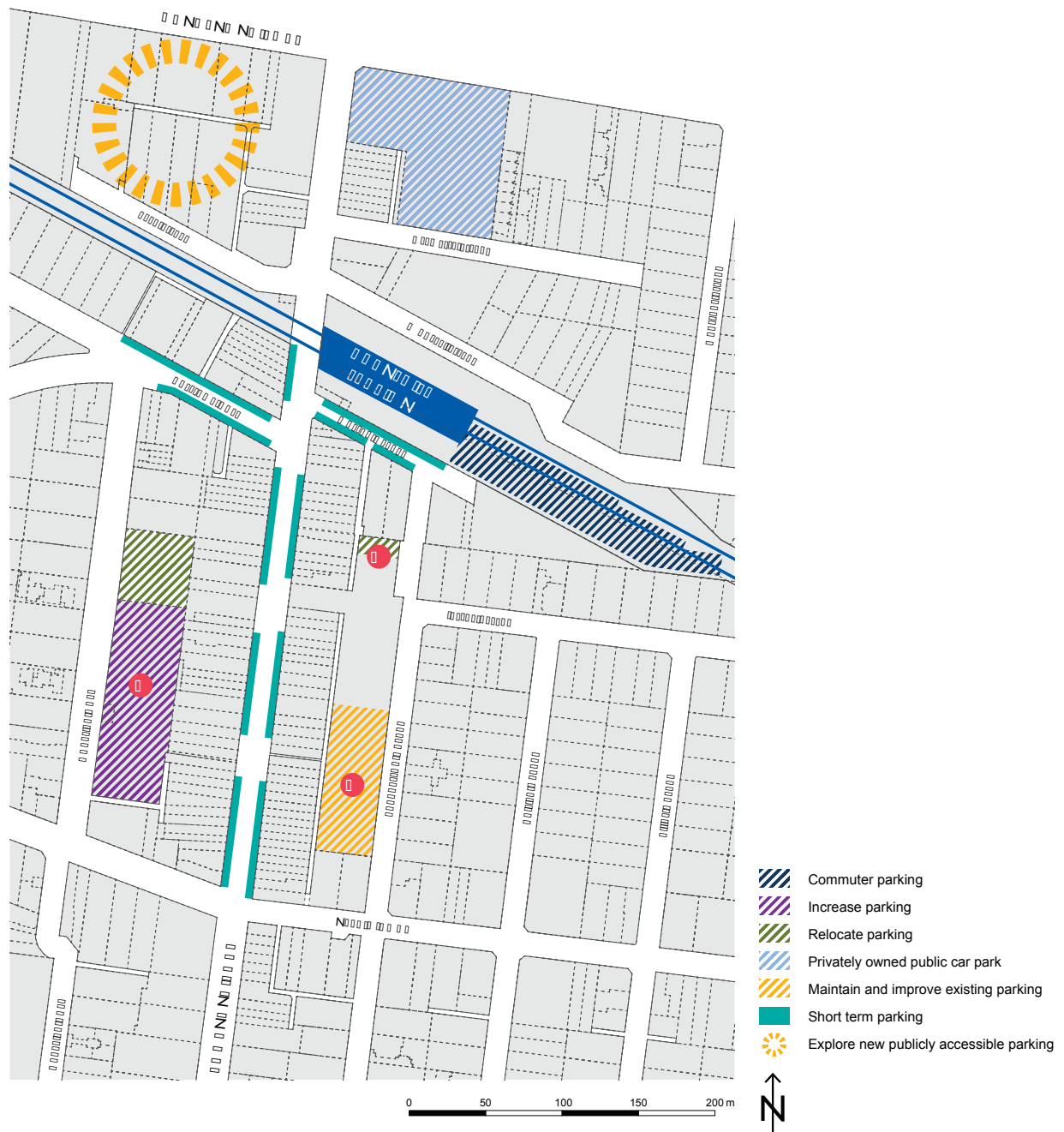


Figure 11.0 — Parking and movement: Parking

## 5.0 PARKING AND MOVEMENT

### Cycling

- > Complete a fully protected north-south cycling link along Shepparson Avenue, connecting Neerim Road and the new shared user path under the elevated rail.
- > Work with VicRoads to implement a strategic cycling corridor on Neerim Road.

#### **\*Strategic cycling corridor**

VicRoads has identified a designated cycling route that connects important destinations: the central city, national employment and innovation clusters, major activity centres and other destinations of metropolitan or state significance.

Refer to *Figure 12.0 — Parking and movement: Cycling network map*.

### Public transport advocacy

- > Alignment of bus and train timetables to improve ease of travel.
- > Addition of new bus routes to service the Carnegie area.
- > Increase of bus service frequency including weeknights and weekends.
- > Increase secure bicycle parking at the train station.



Figure 12.0 — Parking and movement: Cycling network map

## 6.0 URBAN RENEWAL





## 6.0 URBAN RENEWAL

---

The urban renewal area located north of the train line will rejuvenate existing underused land, and accommodate growth close to jobs, services and public infrastructure. There will be a major focus on new and diverse housing and employment opportunities.

Development in the urban renewal precinct provides significant community benefit, and facilitates an appropriate transition to existing residential and commercial areas.



## 6.0 URBAN RENEWAL

### URBAN RENEWAL DESIGN PRINCIPLES

The *Structure Plan* establishes a high level framework for the urban renewal area, and establishes principles to guide future development. Future development within the urban renewal area must be consistent with the following principles.

#### 1. Minimise overshadowing to existing residential sites

The form and scale of new development must be guided by minimising overshadowing impacts on existing residential sites. Development must satisfy the overshadowing objectives and standards of the *Glen Eira Planning Scheme* and may need to step down in scale towards residential sites to minimise overshadowing impacts.

#### 2. Minimise overshadowing to public open space

The form and scale of new development must be guided by minimising overshadowing impacts on public open space in accordance with Council's *Open Space Strategy*.

#### 3. Protect significant open spaces from overshadowing

The form and scale of new development must be guided by protecting significant open spaces from overshadowing. Development may need to step down in scale towards open space in order to protect the significant open spaces such as the open space on Woorayl Street from overshadowing.

#### 4. Minimise overlooking to existing residential sites

Buildings should be designed to minimise overlooking to surrounding residential sites, while not relying solely on privacy screening. Building design should demonstrate how overlooking impacts will be mitigated through design measures and building orientation.

#### 5. Minimise traffic and parking impacts on existing residential streets

Development should contribute to sustainable transport and parking outcomes across the urban renewal area. Significant development must demonstrate how car parking will be accommodated within the urban renewal area and how to keep impacts on surrounding residential areas low. Consideration of existing and future pedestrian, cycle and vehicular movement networks must form the basis of future development.

#### 6. Appropriate transition to existing residential areas

Taller buildings are encouraged on major roads/transport routes and commercial streets. Development must step down to interfaces with residential areas and provide a landscape buffer where possible.

#### 7. Prioritise employment generation

Significant developments within the urban renewal precinct must include employment generating land uses. As a benchmark, provide one square metre of leasable commercial space per one square metre of developable site area.

**8. Provide significant community benefit**

Developments that exceeds the preferred height will be considered in the context of benefits provided to the broader community. Examples of community benefit may include but are not limited to: provision of a diverse mix of housing; new street or pedestrian connections; community uses and facilities; public open space above the minimum statutory requirement.

**9. Develop high quality, well-articulated buildings**

Buildings should be designed make a positive contribution both at street level and when viewed from a distance. Consolidation of smaller lots is encouraged to ensure appropriate setbacks and building articulation can be achieved.

**10. Create a high quality public realm**

Development at the street level should support vegetation and greenery and should reflect a human scale. Ground floor uses should foster community connections and employment opportunities, and interfaces adjoining existing and new laneways should be activated.

**11. Create high quality open spaces**

Actively explore opportunities for additional open space and improve existing open spaces as recommended in Council's *Open Space Strategy*.

**12. Incorporate environmentally sustainable design**

Development should incorporate ESD measures that address energy efficiency, water efficiency and stormwater management, construction materials, and waste management.

**13. Respond to the adjoining neighbourhood character area**

New development must respond to the broader residential context of Carnegie. The design and scale of new development should have regard to the impact on streetscapes, when viewed from the adjoining Neighbourhood Character Overlay area (Chestnut Street), located east of the urban renewal area. An appropriate transition will need to be achieved to minimise impacts on Chestnut Street while accommodating growth within the urban renewal area.

## 6.0 URBAN RENEWAL

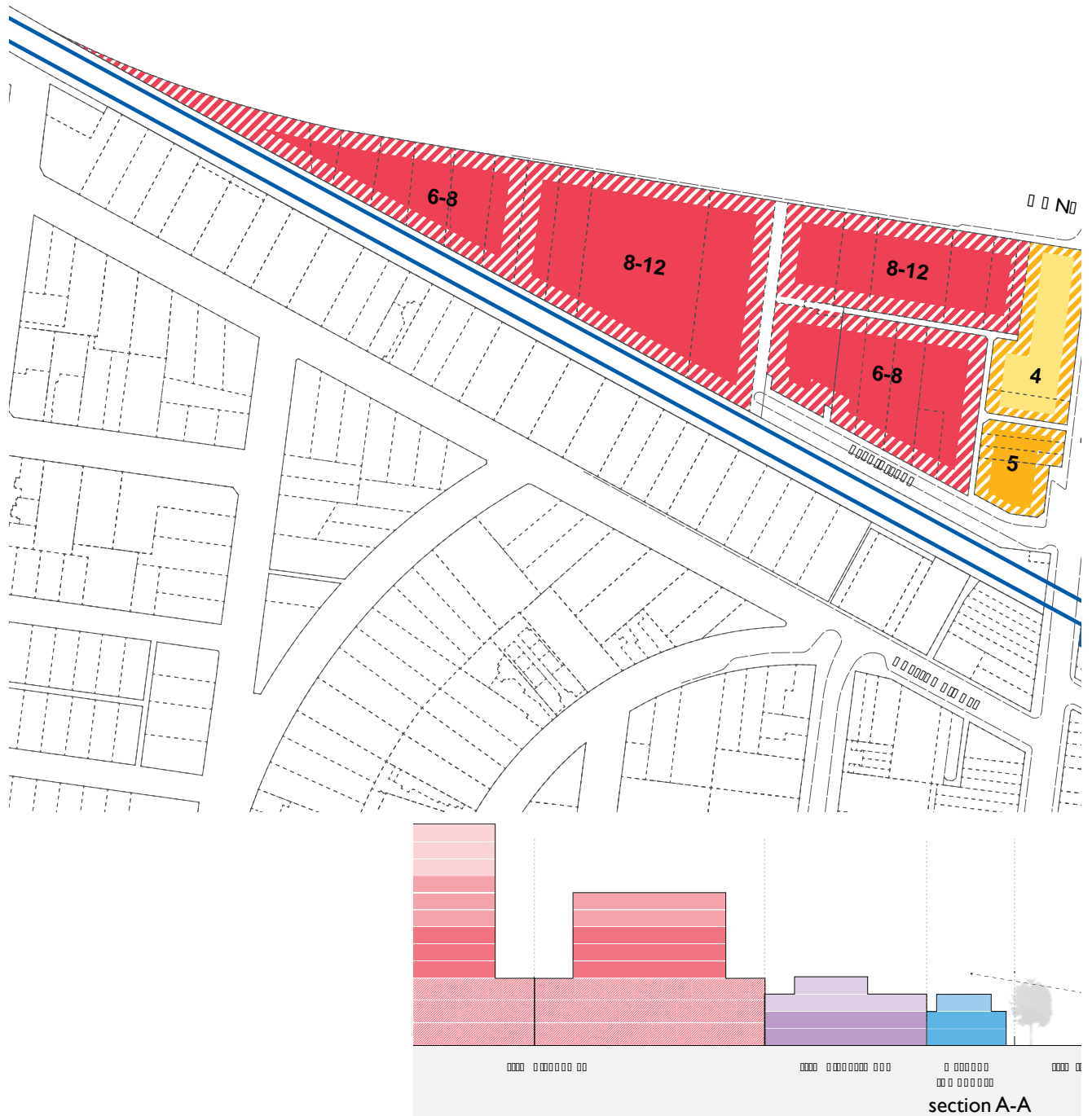
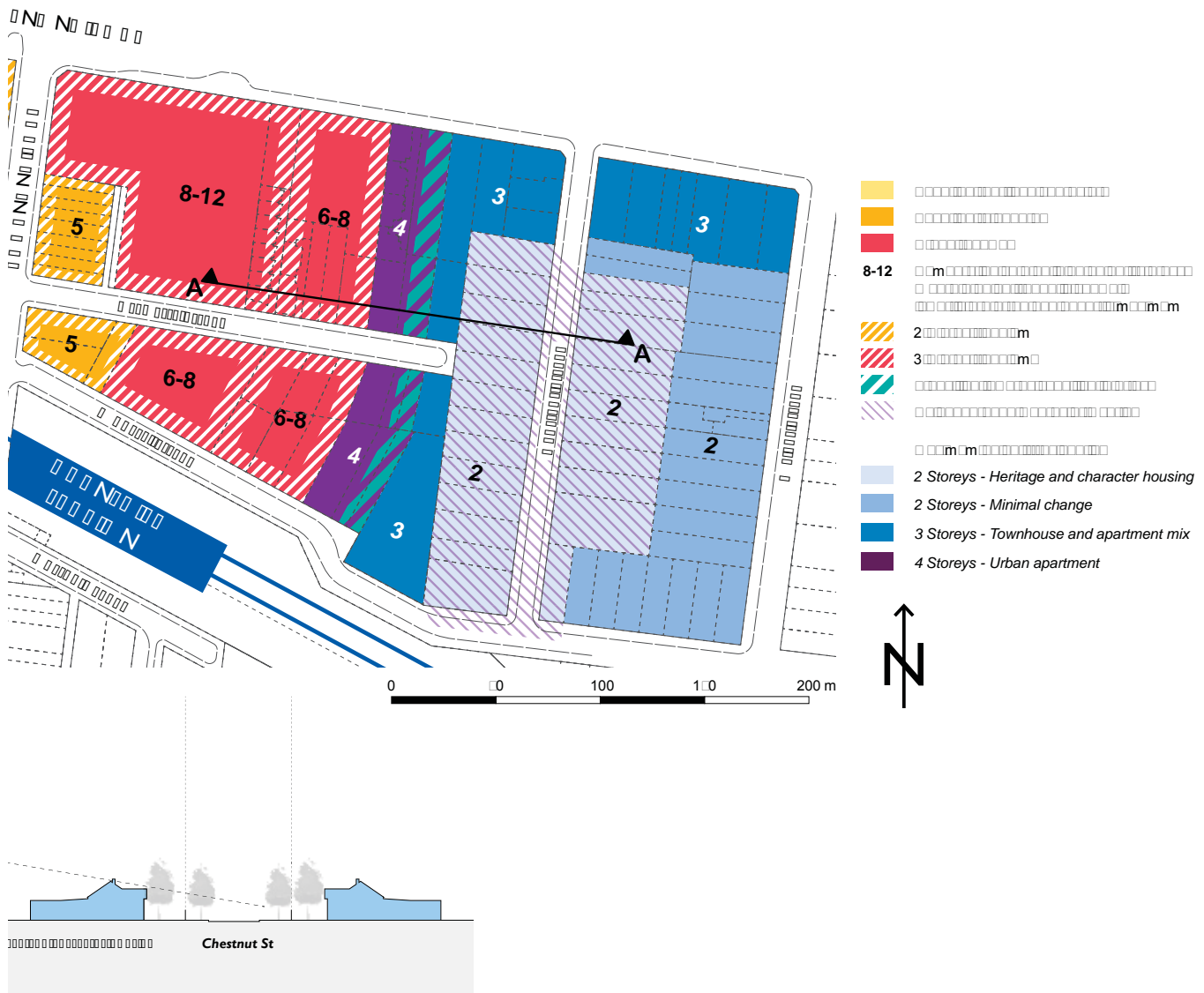


Figure 13.0 — Urban renewal





## 6.0 URBAN RENEWAL

### URBAN RENEWAL MOVEMENT NETWORK

A series of additions and improvements to the existing movement network will be required to realise the potential of urban renewal areas and to deliver on the principles outlined above, including:

- > Encourage north-south connections beneath the future elevated rail.
- > Investigate traffic movement improvements to improve safety and access.
- > Creation of a pedestrian laneway in the urban renewal precinct, providing greater connectivity and walking accessibility of the area.
- > Develop a shared pedestrian space on Egan Street, connecting to the pedestrian laneway, and a safe pedestrian crossing along Koornang Road.
- > Create new pedestrian links through urban renewal sites that have multiple frontages.

Additional upgrades and alterations may be required, subject to identified impacts of future development.

### NEXT STEPS

Changes to the *Glen Eira Planning Scheme* are required to facilitate and guide development in a way that addresses the principles outlined previously. While the *Structure Plan* provides high level direction for the urban renewal precincts, further detailed analysis is required, to inform detailed development parameters and changes to the planning scheme. This may result in further refinement of the building heights and setbacks shown in Figure 13.0.

The following detailed analysis will be undertaken to inform new planning controls:

- > Site and urban form analysis, to ensure that development responds appropriately to sensitive interfaces such as public open space and existing residential areas (including overshadowing analysis).
- > Movement analysis, to identify optimal changes and upgrades to the existing movement network, and to accommodate future development, especially with respect to the Koornang Road level crossing removal, construction of elevated rail and the Carnegie Station rebuild.
- > The first stage of Council's *Heritage Review (2018)* will comprise an analysis of potential heritage fabric within the urban renewal areas. This will provide an opportunity for identified heritage stock to inform planning controls for specific sites and the precincts more broadly.

Consideration of the 2018 update of Council's *Open Space Strategy* will inform detailed open space requirements in the urban renewal area.





7.0 WANT TO KNOW  
MORE?







### ABOUT THE STRUCTURE PLAN

#### WHY DO WE NEED A STRUCTURE PLAN?

The structure planning process provides Council with an opportunity to work with the local community to discuss and carefully plan for the future needs of the community. This includes responding to community concern that recent developments do not align with the community's expectations. Once the *Structure Plan* has been adopted, it can be put into the *Glen Eira Planning Scheme*.

#### HOW WILL THE STRUCTURE PLAN PROVIDE MORE CERTAINTY?

The *Structure Plan* provides decision makers, including Council, State Government and other agencies, with a platform to allocate resources towards capital works. It helps guide the determination of planning applications and set work programs across different departments.

Importantly, the *Structure Plan* also provides certainty for the community, business owners, developers and planning applicants regarding the level of change and type of development that can be expected in Carnegie. The stronger controls will provide greater clarity across the planning process including at VCAT.

#### HOW WAS THE STUDY AREA SELECTED?

To undertake the *Structure Plan* process, Council needed to identify a study area.

The study area included in this *Structure Plan* is bounded by Dandenong Road to the north, Mile End Road, Seymour Avenue, Mimosa and Truganini Roads

to the west, The Crossover and McLaurin Road to the south, and Margaret Street, Ames Avenue, Hewitts Road and Poplar Grove to the east. The railway line runs through the heart of the activity centre.

The activity centre boundary is centred on the commercial core of Koornang Road with a catchment size of an approximate 800 metre to one kilometre — which is an approximate 10 minute walking distance extended to the nearest main road. This area was chosen because it is considered large enough to manage impacts that fall both within and beyond the centre.

The Carnegie *Structure Plan* study area and 10 minute walking distance is shown in Figure 14.0.

#### WHAT IS THE JUSTIFICATION FOR INCREASING HEIGHTS?

While the intent may be to manage development in these key areas, it is important to note that any change of the planning scheme is required to align with State Government objectives. In particular, the State Government policy is very clear around its expectations to focus new housing in inner-city major activity centres, with the clear objective to 'locate new housing in or close to activity centres and in urban renewal precincts and sites that offer good access to jobs, services and transport.'

As such, to manage development in the key sensitive areas, the concept plans have sought to distribute the areas of growth into more suitable areas within the centre. This means that in some places the height limits have increased.

## HOW WILL COMMUNITY BENEFIT BE DETERMINED?

Proposals seeking to exceed the preferred height must demonstrate a significant community benefit (to Council's satisfaction) and must not exceed the maximum height.

Community benefit items may include but are not limited to:

- > a diverse housing mix that responds to an identified community need (affordable, aged care, student, short-stay accommodation — not just a variety of apartment layouts and sizes);

- > additional public parking;
- > new street or laneway connections; and
- > needed community uses and facilities.

This list does not identify every type of community benefit, but rather notes emerging high priority items across the municipality.

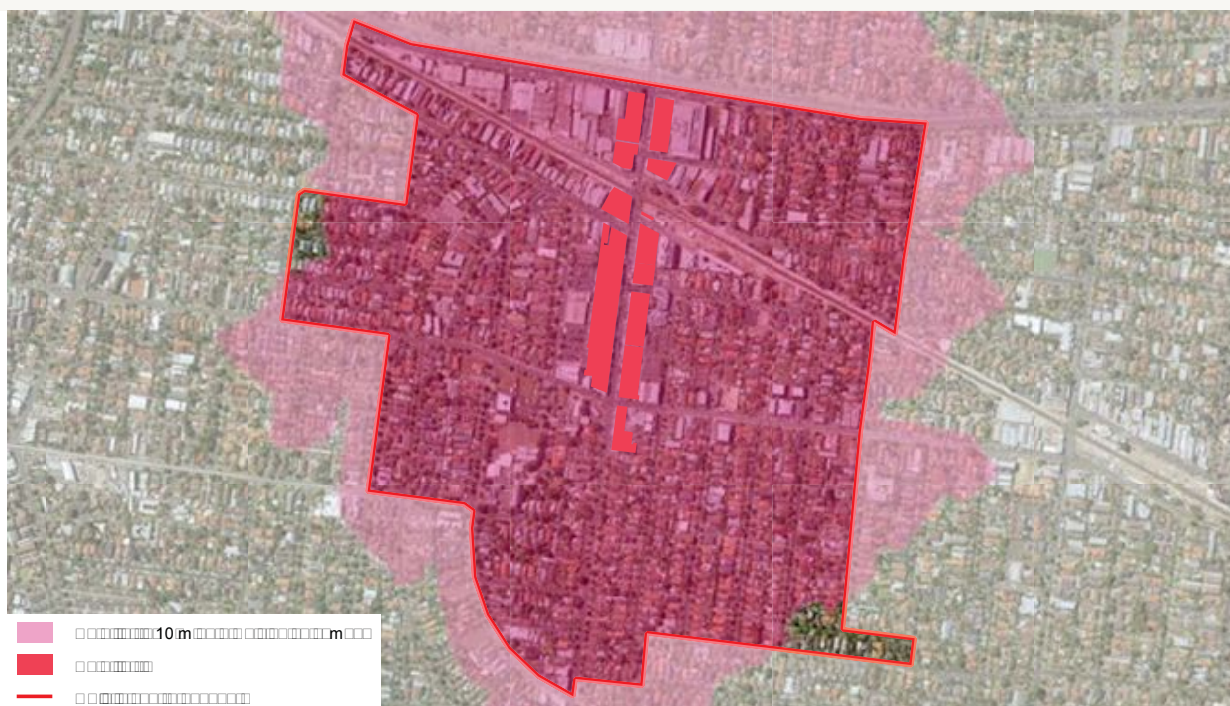


Figure 14.0 — Carnegie Structure Plan study area

### CONTEXT

---

#### WHAT MAKES CARNEGIE UNIQUE?

Carnegie is a culinary destination in the City of Glen Eira that is attracting a high level of residential growth. The *Carnegie Structure Plan* study area is focused around the commercial strip that runs north south along Koornang Road. This Koornang Road shopping strip retail core has a distinct and low-scale character that makes Carnegie unique.

Carnegie has accommodated residential growth, due to its public transport connections and proximity to Monash University's Caulfield campus. There is an opportunity for urban renewal in a large pocket of commercial land. This is located to north of the centre, adjacent to the major transport corridor Dandenong Road as well as in proximity to the train station.

## WHAT ARE THE CURRENT STRENGTHS AND WEAKNESSES?

### Strengths

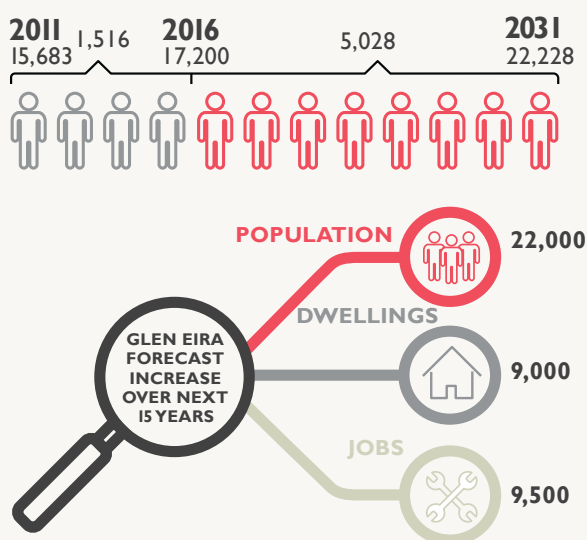
- > Carnegie has strong public transport connections with the Station providing a connection to the CBD as well as south-east towards Cranbourne and Pakenham. A tram service connects to Melbourne University and buses provide a connection through to Chadstone shopping centre.
- > The Koornang Road retail core has a distinct and low-scale character.
- > A number of private and public owned sites east and west of the Koornang Road retail core have been identified as strategic sites that can accommodate transformation projects that can provide a significant community benefit.
- > Land north of the railway line and along Dandenong Road is well located for urban renewal development. The existing commercial building stock is ageing and the location is ideal for redevelopment due to its proximity to services and transport infrastructure.
- > Carnegie provides two full-line supermarkets, a smaller supermarket, fresh food retailing, bulky goods and non-food retailing and a significant number of cafes and restaurants.
- > Car parking in the activity centre includes two at-grade car parks either side of Koornang Road, basement car parking at Carnegie Central and time restricted on-street car parking on most streets throughout the activity centre.

### Weaknesses

- > Community concern regarding the rate of development in residential areas between Neerim Road and the railway line.
- > Local streets to the south of Neerim Road are subject to major transitional issues resulting from multiple zones and irregular zone boundaries within a single streetscape, leading to apartments and low density housing within a single streetscape.
- > Dandenong Road retailers are not well connected to the Koornang Road shopping strip, however, the removal of the existing level crossing may improve connectivity within the centre.
- > The Carnegie Library and Community Centre Forecourt provides a small community space, but the activity centre itself has little or no open space. The nearby open spaces are Packer Park, Koornang Park and Lord Reserve.

## CONTEXT

### HOW MANY PEOPLE WILL LIVE IN GLEN EIRA IN THE FUTURE?



Glen Eira is forecasted to grow by 22,000 people, 9,000 dwellings and 9,500 jobs over the next 15 years. Carnegie increased its population by 1,516 people between the 2011 and 2016 periods from 15,683 to 17,200 people. The population is forecasted to increase to 22,228 by 2031.

As a result, additional housing is needed to meet population growth projections. The demographics help in understanding the housing types required to meet the needs of current and future residents. The predominant household type in Carnegie is lone persons households, closely followed by couples with children and couples without children.

The predominant age group within Carnegie is in the young workforce group, defined as 25 to 34 year olds. Therefore, housing stock needs to be provided which meets the needs of a range of household types. Currently, there is a high supply of existing single detached dwellings as well as new apartments. Increasing the amount of medium density housing will provide housing options for all, including families, people who are downsizing, lone person or other household types.

### WHY DO WE NEED TO INCREASE OFFICE AND RETAIL?

**PROFESSIONAL, SCIENTIFIC AND TECHNICAL SERVICES**  
— 14.2 PER CENT

**HEALTH CARE AND SOCIAL ASSISTANCE**  
— 11.2 PER CENT

**EDUCATION AND TRAINING**  
— 11 PER CENT



Only 22.2 per cent of working residents are employed within the municipality, making Glen Eira the fifth lowest council across Melbourne for local employment. Glen Eira residents are mainly employed in white collar jobs and the majority travel outside the area to work.

An analysis of the jobs held by the resident population in the Carnegie area in 2016 shows the three most popular industry sectors were:

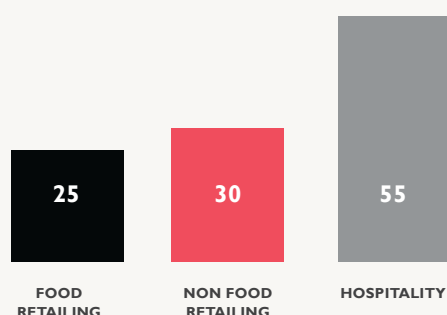
- > professional, scientific and technical services — 14.2 per cent;
- > health care and social assistance — 11.2 per cent; and
- > education and training — 11 per cent.

Providing increased office and other employment opportunities will allow more Glen Eira residents to work locally.



## WHAT ARE THE RETAIL AND SERVICES IN THE CENTRE?

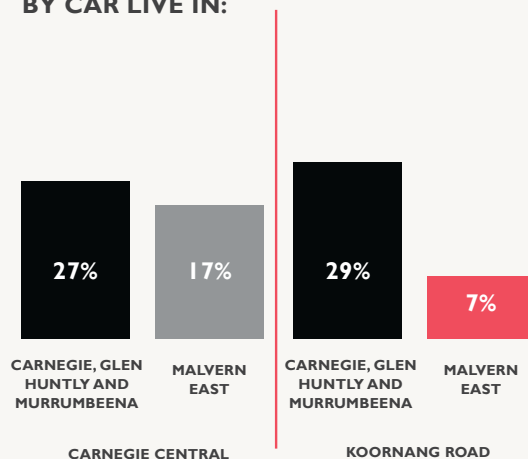
### NO. OF BUSINESSES



The Carnegie activity centre is well serviced by full-line supermarkets with a smaller, older format Woolworths supermarket at the rear of the Koornang Road shopping precinct, as well as a larger Woolworths and an Aldi supermarket within Carnegie Central. Fresh produce retailing is primarily located within the Koornang Road shopping strip where there are six retailers, compared to only two within Carnegie Central. In the other Glen Eira activity centres, there are four fresh produce retailers within Elsternwick, and nine within Bentleigh. Therefore, despite the strong competition from the two full-line supermarkets, there is a strong presence of fresh produce retailers within the centre. In total, the centre has 25 food retailers according to the survey in 2017.

## WHAT IMPACT WILL THIS PLAN HAVE ON TRAFFIC IN THE CENTRE?

### VISITORS TRAVELLING TO CENTRE BY CAR LIVE IN:



Carnegie Central and Koornang Road represent different trade areas. Car park surveys were done separately for the Koornang Road strip and Carnegie Central shopping centre. Residents of postcode 3163 (Carnegie, Glen Huntly and Murrumbeena) accounted for a similar proportion of car-based trips to each, 29 per cent for Koornang Road and 27 per cent for Carnegie Central. There is a notable difference in the proportion of trips accounted for by residents living north of Dandenong Road in Malvern East. These residents accounted for 17 per cent of visitors to Carnegie Central, but only seven per cent of those to the Koornang Road shopping strip. This may possibly reflect the opportunities for these residents to purchase from roadstrip shops in Glenferrie Road, Malvern or High Street, Ashburton. Compared to Glen Eira's other major activity centres (Bentleigh and Elsternwick), the distribution of visitors to the Koornang Road strip appears to be more dispersed. This *Plan* includes a range of vehicle, pedestrian and cycling movement initiatives designed to reduce car dependency and help to minimise short trips taken by car.

## INPUTS

### HOW WAS THE COMMUNITY ENGAGED?

Extensive community consultation informed the structure plan process, with a focus on engaging a variety of stakeholders, including residents, local business owners, workers, state agencies and other stakeholders.

Between November 2016 and December 2017, Council undertook a six step consultation process, and feedback, comments and submissions have contributed to the preparation of the Carnegie Structure Plan.

The consultation process included:

- > letters to affected property owners;
- > promotion through Council's website and *Have Your Say* site;
- > Facebook advertising;
- > online surveys;
- > articles in the local newspapers;
- > *Glen Eira News* articles, lift-outs and features;
- > community forums;
- > discussions with a wide range of internal Council departments; and
- > drop-in sessions at our information booth at Carnegie Library and Community Centre.

Total: 780 Carnegie submissions

2016	NOV 2016—FEB 2017	MAR—APR 2017	MAY—JUN 2017	JUL—SEPT 2017	OCT—DEC 2017
Planning Scheme Review and Community Plan consultations	Tell us what you love about your shopping strip	Transforming our neighbourhoods together — our concepts based on your ideas	Activity centre strategy and preliminary structure plan exploration	Quality Design Principles and draft concept plans	Quality Design Guidelines and draft structure plans
	367 Carnegie submissions	122 Carnegie submissions	60 submissions and 35 community forum attendees	115 Carnegie submissions and 88 community forum attendees	139 Carnegie submissions and 51 community forum attendees

What have we heard?	What we are proposing
Concern about over development and loss of character in Carnegie.	Decrease growth in residential areas by focusing development north of the railway line.
Ensure development in the urban renewal area responds appropriately to the character area in Chestnut Street.	Reduce scale of development in urban renewal area where it adjoins Chestnut Street properties in order to reduce amenity impacts on existing properties.
More parking is needed.	Propose destination parking and provide a net increase of approximately 100 spaces for the centre focused at the Kokaribb Road site.
More green and open spaces are needed.	<p>A proposed increase in open space will be provided across the centre including at:</p> <ul style="list-style-type: none"> <li>&gt; Kokaribb Road car park (2,146m<sup>2</sup>).</li> <li>&gt; Corner of Mimosa and Mile End Roads (1,216m<sup>2</sup>).</li> <li>&gt; Woorayl Street (advocating for the protection of open space).</li> <li>&gt; Actively explore opportunities for additional open space and to improve existing open spaces as recommended in Council's <i>Open Space Strategy</i>.</li> </ul>
Improve walkability.	Create pedestrian laneways and shared spaces, and improving walkability and crossings.
More diversity in retail offerings.	Create a new food market at the Shepparson Avenue car park site with opportunities for a range of retail uses.
Provide more housing for families.	Provide opportunity for development of townhouses.
Preserve the heritage character of the Koornang Road shopping strip.	Protect low scale heritage character of the commercial strip on Koornang Road and encourage the continuation of a lower-scale retail corridor.
Carnegie needs vibrant community spaces and places for people to gather.	Provide a community plaza with open space around the library forecourt.

**ADDITIONAL  
OPPORTUNITY  
FOR THE  
COMMUNITY  
TO PROVIDE  
FEEDBACK**

**CURRENT**

**LOOKING AHEAD**

**FEB 2018**

**MAR—MAY 2018**

**JUNE—JUL 2018**

**AUG—OCT 2018**

**OCT—DEC 2018**

**2019 AND ONWARDS**

Consideration for adoption of the Structure Plans by Council

Prepare Planning Scheme Amendment to implement the new policies and controls (including new interim height controls)

Request authorisation from the Minister for Planning

Public exhibition of the Planning Scheme Amendment

Review and consider submissions and request panel hearing

Consider panel recommendations and apply for Minister's approval for the Planning Scheme Amendment.

## INPUTS

### WHAT RESEARCH WAS UNDERTAKEN?

As well as consultation with the community and other stakeholders and reviewing demographic data, preparation of the Carnegie Structure Plan has been informed by the following independent consultant reports:

- > *City of Glen Eira Analysis of housing consumption and opportunities 2017* (.id)
- > *Glen Eira Economic Analysis and Forecasting Study 2017* (Blair Warman Economics)
- > *Assessment of the Economic Impacts of Transformation Concepts on Activity Centres: Bentleigh, Carnegie and Elsternwick, 2017* (Blair Warman Economics)
- > *Peer Review of Glen Eira's Draft Quality Design Guidelines and Strategic and Urban Renewal Development Plans Analysis, 2017* (Aecom)
- > *Glen Eira Activity Centres Urban Context Report 2017* (Planisphere)
- > *Glen Eira Draft Urban Design Guidelines 2017* (Planisphere)
- > *Glen Eira Urban Design Analysis Report 2017* (Planisphere)
- > *Glen Eira Community Benefits Discussion Paper 2017* (Planisphere)
- > *Glen Eira Activity Centres Community Engagement Summary Final Report 2017* (Co Design Studio)
- > *Glen Eira Transformational Concepts Draft Report 2017* (Planisphere)
- > *Glen Eira Transformative Concepts Review 2017* (onemilegrid)
- > *Glen Eira Transport Analysis and Forecasting Discussion Paper* (MRCagney)

Research and reports prepared by Council:

- > *Planning Strategy Impacts on Housing Opportunity*
- > *Parking Analysis for the Bentleigh, Carnegie and Elsternwick Structure Plans*

## HOW DOES THIS PLAN LINK WITH OTHER POLICIES?

### POLICY CONTEXT

#### Local strategies

The development of this *Structure Plan* is linked to the following Council strategies:

- > *Open Space Strategy 2014*;
- > *Planning Scheme Review 2016 Report*;
- > *Glen Eira Council and Community Plan 2017—2021*; and
- > *Activity Centre, Housing and Local Economy Strategy 2017*.

#### Activity Centre, Housing and Local Economy Strategy

In July 2017, Council adopted a new policy direction for Glen Eira's activity centres. As part of the new framework, Carnegie has been nominated as a major activity centre with opportunities for urban renewal.

- > Carnegie will be a centre with access to a wide range of goods, services and activities, including commercial, retail, entertainment and community facilities, with urban renewal sites in strategic locations that provide the opportunity to develop underused land close to jobs, services and public transport.
  - ▣ **Employment:** Carnegie will have a major focus on employment and growth opportunities, particularly professional employment and retail.
  - ▣ **Housing:** Carnegie will have a major focus on housing growth opportunities, and focus on new families, single, aged care and affordable households.

- ▣ **Economy:** Carnegie will provide for the weekly needs of an approximate 800 metre to two kilometre residential catchment, including specialty retailing, hospitality, entertainment, business services and a minimum of (or demonstrated capacity to accommodate) approximately two supermarkets or similar fresh food markets.

#### State-wide strategies

Development of this *Plan* aligns with the objectives set out in the Victorian Government's Metropolitan Planning Strategy — Plan Melbourne 2017—2050.

*Plan Melbourne* sets a vision and policy direction for growth, with a focus on ensuring a better distribution of business activity, jobs, housing, services, infrastructure and transport connections within activity centres.

It also provides direction for each municipality and seeks to increase density and activity in established areas currently serviced by existing public transport networks, employment opportunities and infrastructure — with a focus on discouraging urban sprawl.

Carnegie is located in an established area with good access to public transport and facilities. *Plan Melbourne* identifies Carnegie as a major activity centre that can accommodate increased housing and employment. It also recognises that each activity centre has a unique context, and encourages local councils to set their own vision and policy objectives to plan for growth.



### IMPLEMENTATION AND REVIEW

---

#### WHEN WILL THE PLAN BE IMPLEMENTED?

The statutory portion of the changes (the changes to building and land use controls on all affected land) will be implemented through a Planning Scheme Amendment which will commence in 2018. An Amendment changes the town planning controls which determine how land can be used or developed. For privately owned land, development will occur over time within these newly implemented controls.

In terms of the major projects proposed on Council-owned land such as new public spaces, a more detailed implementation plan will be developed upon adoption of the final *Carnegie Structure Plan* by Council which will include non-statutory implementation and advocacy strategies.

#### HOW WILL THE PLAN BE FUNDED?

To deliver our projects we will need to undertake capital works projects to make physical changes and other place-making processes to support activity and engagement within public spaces.

Indicative costs and funding sources will be identified to enable co-ordination with Council's capital works budget and program and will be subject to Council's budgetary processes and priorities.

### HOW WILL THE PLAN BE REVIEWED?

To monitor and review the final *Carnegie Structure Plan*, we will carry out the following steps:

- > The *Structure Plan* will be internally reviewed every four years.
- > Reporting undertaken against Council's *Glen Eira Council and Community Plan* will include updates on elements of this *Plan* which have been advanced.
- > Council will continue to discuss the outcomes in this *Plan* and the progress of identified projects with the Carnegie Traders Association.
- > A review of the demographic changes anticipated due to this *Plan* in relation to population growth within the study area will occur after the release of Census data at five year intervals.
- > The mapping of development activity within the activity centre will be undertaken after confirmation is given for significant development to proceed.

A complete review of the process of implementing this *Plan* will occur at five year intervals.

### HOW CAN THE BUILDING TYPES BE ENFORCED?

A range of planning controls will be used to guide the desired outcomes and achieve the community's vision for Carnegie.

Once Council has adopted the structure plan for Carnegie, a formal amendment process will occur to include these planning controls in the *Scheme*.

Council's *Quality Design Guidelines* provide more guidance as to how we plan to achieve these outcomes.

## GLOSSARY

### **Activation**

The injection of liveliness and vibrancy into an urban area.

### **Activity centre**

A mixed-use area that provides a focus for commercial, retail, employment, housing, transport, services and social interaction.

### **At-grade**

At ground level.

### **Cycle path**

An area open to the public which is protected from motor vehicles and which is for use by people on bicycles only (in which case it is a bicycle path) or by pedestrians and people on bicycles (in which case it is a shared use path). A cycle path can be within or outside a road reserve.

### **Cycleway**

A protected bicycle lane within a road reserve.

### **Heritage overlay**

Applied to a place, object or area identified as being of heritage significance. Trees, gardens, parks, structures, buildings and streetscapes can be included in the heritage overlay.

### **Neighbourhood character overlay**

Protects areas that have a particular urban character; includes both private and public realm aspects and how features interact with each other to create a sense of place.

### **On-road bicycle lane**

A road with a designated on-road bicycle lane (unprotected).

### **Public realm**

All public open space.

### **Setback**

The distance that a structure or building is set back from the property boundary, road or other buildings. Setbacks can occur at ground level or on upper floors of a building.

### **Structure Plan**

A long-term plan that guides important aspects of an area including development, land use, transport and car parking, community facilities, public and open spaces and strategic opportunities.

### **Statutory implementation**

The implementation of strategic guidelines or outcomes into statutory controls.

### **Urban renewal**

The process of unlocking well located, underused land to support employment, residential or commercial growth.

### **Walkability**

The degree to which the built form of an area supports walking as a means of transport or recreation. Walkable areas are connected, safe and accessible for pedestrians.

### **Wayfinding**

The way that people are guided through built environments. Wayfinding can include signage, barriers or ground treatments to delineate space and help users to understand the urban environment.



## CONTACT

City Futures Department  
Phone: 9524 3333  
[cityfutures@gleneira.vic.gov.au](mailto:cityfutures@gleneira.vic.gov.au)  
City Futures  
PO Box 42  
Caulfield South VIC 3162

GLEN EIRA CITY COUNCIL

## CARNEGIE

### DRAFT STRUCTURE PLAN

#### - CONSULTATION OVERVIEW





# TABLE OF CONTENTS

INTRODUCTION..... 3

STAGE ONE ..... 4

STAGE TWO..... 4

STAGE THREE..... 6

STAGE FOUR ..... 9

STAGE FIVE ..... 11

STAGE SIX..... 13

# INTRODUCTION

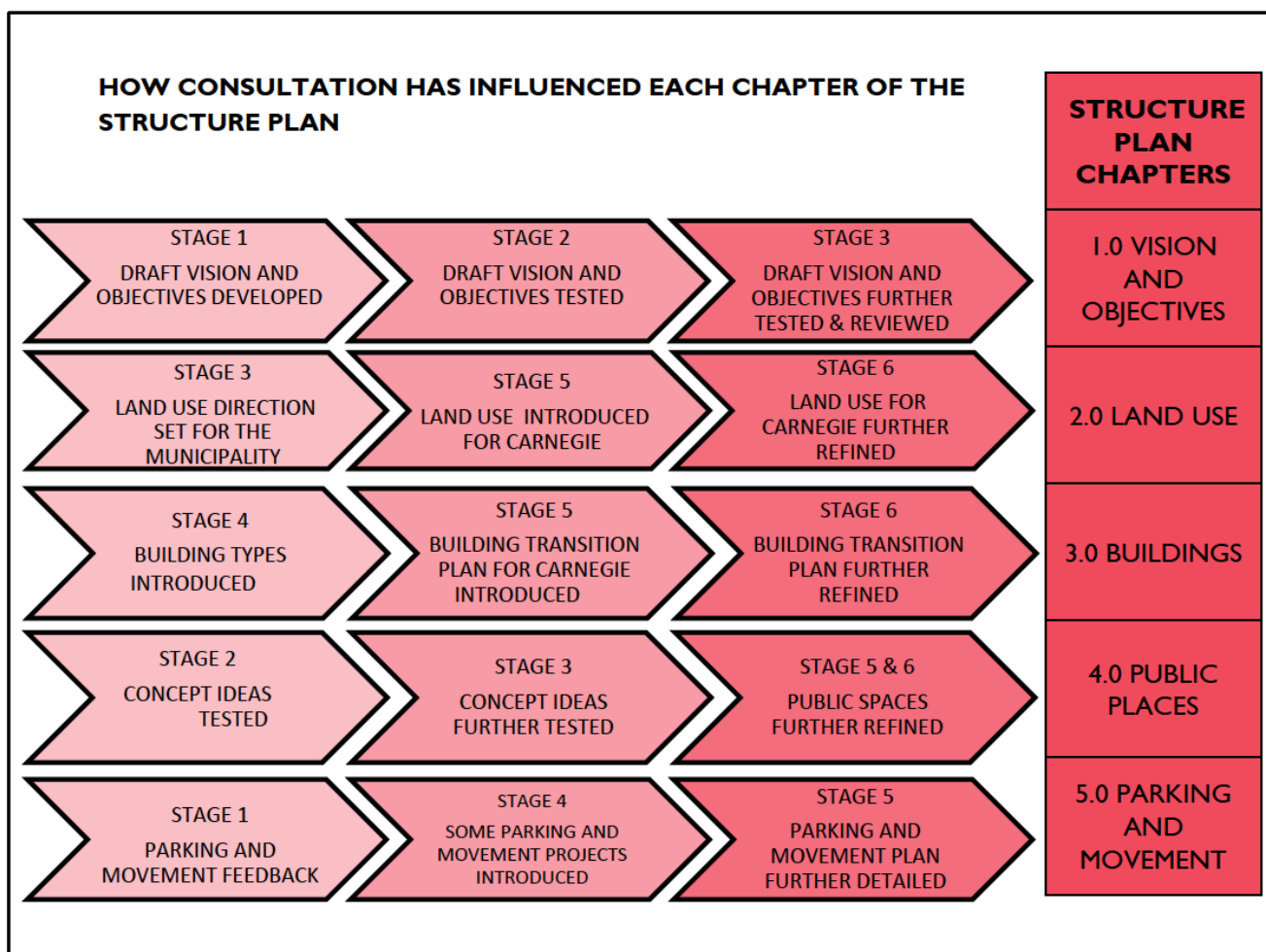


It is evident that Glen Eira is undergoing an exciting time of transition and now is a golden opportunity to set a new direction for our municipality. This period of change is driven by multiple external factors including the Melbourne-wide housing boom, multiple level crossing removals and a transition in the way businesses are operating in this digital era.

In 2016 Council undertook a major *Planning Scheme Review*. Feedback during community engagement indicated that our community would like greater clarity in how our municipality will respond to these changes and manage growth and identified the need for the introduction of *Structure Plans* for Bentleigh, Carnegie and Elsternwick Activity Centres.

Council has since embarked on an extensive structure planning program to ensure a clear vision will be set for the future of our municipality. Ultimately, the structure planning program will result in the implementation of *Structure Plans* for our major activity centres along with municipal wide direction and planning guidelines.

Through six stages of community engagement, a range of engagement methods have been used including surveys, community forums and drop-in sessions. A total of 782 surveys, forum or Facebook posts, email, mail or telephone submissions were received for Carnegie, 225 people participated in community forums and drop-in sessions.



## STAGE ONE

### TELL US WHAT YOU LOVE ABOUT YOUR SHOPPING STRIP

28 NOVEMBER 2016 TO 19 FEBRUARY 2017

#### METHODOLOGY

Council began the *Structure Plan* process by asking residents what they like and don't like about their local shopping strip and their vision for the centre in the future. The consultation also explored how people use and access their centre and started the conversation about open space, transport and development.

#### CONSULTATION SNAPSHOT

Surveys: 367

Facebook comments: 15

Feedback was sought through an online survey on Council's *Have Your Say* website asking what people value or would like to change about the Carnegie activity centre. Surveys were promoted through: Facebook post and ads, *Glen Eira* News, various Council publications, *Leader* newspapers, posters and flyers were distributed to local businesses and on Council's website. Additionally, letters were posted to households in the Carnegie activity centre and to those who participated in the *Planning Scheme Review* consultation.

Surveys were undertaken in all 17 Glen Eira activity centres with more than 2,100 surveys completed in total. This allowed the identification of both centre based and broader, municipal-wide themes for Council to explore and address as part of the structure planning process.

#### KEY THEMES

**IN THE FUTURE** The survey identified that into the future, people would like to maintain the current village feel and community connections. Residents are excited about the predicted easing of congestion with the removal of the level crossing, however are concerned about the impact of an elevated rail and the growing density of the surrounding area.

**OPEN SPACE AND AMENITY** The desire for more greenery and amenity, including seating, shade and bicycle facilities were consistently raised across the strip. In particular, the public space outside the local library with opportunity for more amenities such as seating, greenery, shading and play areas.

**COMMUNITY SERVICES** Participants were concerned that with the increase of new development, community connection needed to be fostered with new and existing residents. Thirty three percent mentioned the need for a vibrant community hub.

**PRIVATE DEVELOPMENT** There was a strong opposition from participants to new development with concern expressed over the potential impact on parking, building heights and a perceived lack of respect to design and materials of local character.

**SHOPS AND RETAIL** The majority of community feedback received related to the mix of businesses and diversity in restaurants and cafes with 50% wanting to see more support for local businesses and 22% wanting to see a greater diversity in types of cafés and restaurants.

**MOVEMENT** The majority of survey participants get to Carnegie get by walking (47%). The Level Crossing Removal was frequently mentioned as a positive improvement to reduce traffic congestion. Participants were concerned about the impact of new residential developments on parking.

Detailed reports of all six stages, including the community submissions received, have been made publicly available throughout the process and can be found online at [www.gleneira.vic.gov.au/Carnegie](http://www.gleneira.vic.gov.au/Carnegie)

## OUTCOMES OF STAGE ONE COMMUNITY CONSULTATION

The first stage of consultation explored what people like and don't like about their local shopping centre as well as how they use and access the centre.

This feedback fed into the development of a draft vision and objectives for each of the activity centres in Glen Eira, including Carnegie (see below). As well as guiding the development of the Carnegie *Structure Plan*, the vision and objectives also outline the role of the Carnegie activity centre as part of the municipal-wide *Activity Centre, Housing and Local Economy Strategy*.

This stage of consultation also initiated a range of concept ideas which started out broad with a number of options (below) and were refined throughout the consultation process to become the public space projects in the draft *Structure Plan*.

### DRAFT VISION

Carnegie will be a vibrant, safe and attractive centre that is welcoming to all and supports the growing population.

### DRAFT OBJECTIVES

- Increase car parking.
- Promote cycling, walking and public transport access.
- Maintain current village feel.
- Increase night-time activation.
- Increase greenery and amenity (seating, shade, bicycle facilities).
- Improve maintenance and cleaning of streets.
- Promote diversity of shops and restaurants.
- Create a community hub.

### DRAFT CONCEPT IDEAS

#### 1. Create a new green space and additional car parking

Create more public car parking within one centralized structure that includes a new community hub and large green park.

#### 2. Transition Carnegie to a pedestrian friendly centre

Create a pedestrian-friendly street and laneway network.

#### 3. Improve public transport connections

Advocate for improvements to the current tram network within the Carnegie centre.

### WHAT HAPPENED NEXT

The draft vision and objectives were incorporated into the *Activity Centre, Housing and Local Economy Strategy*. There was further opportunity for community feedback during stage three.

The draft concept ideas were further refined and re-visited during stage five as part of the draft *Concept Plans*.

## STAGE TWO

### TRANSFORMING OUR NEIGHBOURHOODS TOGETHER

10 MARCH TO 9 APRIL 2017

#### CONSULTATION SNAPSHOT

Surveys: 122

Drop-in sessions: 52

Email/mail submissions: 1

Facebook comments: 15

#### METHODOLOGY

Stage two of consultation — *Transforming our neighbourhoods together* — sought to test with the community a draft vision, objectives and four concept ideas which were developed based on the feedback received in the first stage of consultation. Details of how to provide feedback were mailed to Carnegie residents and emailed to those who completed the stage one survey as well as being promoted in various Council publications.

Feedback on the ideas was captured through an online survey, at community drop-in sessions, via mail/email submissions, Facebook comments and telephone calls.

#### KEY THEMES

**VISION** Participants indicated a high level of support (90%) for the draft vision however comments in this section generally referred to the concept ideas rather than wording of the vision. There were some suggestions around ensuring accessibility, greenery and ensuring the community is the focus.

**OBJECTIVES** The top three most important objectives selected by respondents were maintain village feel, increase greenery and amenity, seating, shade and bicycle amenities and promote diversity of shops and restaurants.

**CONCEPT ONE 'CREATE A NEW GREEN SPACE WITH ADDITIONAL CAR PARKING' 88.8% SUPPORT** Most participants agreed that parking was an issue that would only get worse. The highest level of support was for the eastern car park, although most people supported the concept in general so would support either option. Reasons for supporting the eastern car park included its bigger size, its close proximity to the library and other community facilities and it was seen as being easier to conceal. Others thought the western car park area needed upgrading anyway and would have less of an effect on the village feel and current amenities.

**CONCEPT TWO 'TRANSITION CARNEGIE TO A PEDESTRIAN FRIENDLY CENTRE' 84.8% SUPPORT** Increasing pedestrian safety and having more of a focus on pedestrians rather than cars was seen by the community as a benefit for the area and would make Morton Avenue accessible for all. Each option (one-way treatment, shared zone treatment or full closure) had mixed support. The main concern was the impact that changes to Morton Avenue would have on traffic. A shared zone was generally seen as an acceptable compromise, providing the greatest mix of amenity while still allowing essential access by car for those who need it. However, some were concerned that shared zones can be dangerous and would end up being car dominated anyway.

**CONCEPT THREE 'IMPROVE PUBLIC TRANSPORT CONNECTIONS' 66.4% SUPPORT** The concept of extending the tram line was well supported by participants. Many participants felt that it would help moderate traffic and encourage a greater use of public transport. However, some were concerned about the potential congestion on Koornang Road and the reduction in space for extended footpaths, parking and greenery in Koornang Road.

**DEVELOPMENT** Many respondents felt development should be controlled with calls for a cap in heights between 3 and 7 storeys. Medium/high density housing was seen to limit the village feel and reduce livability. Respondents felt that any future development should be good quality, fit in with the character of the area and benefit the community. Some felt that development should consider safety and only be approved with allowances for parking. There were also some suggestions to encourage commercial development along Dandenong Road and encourage residential development within the centre to stop it spreading out into residential areas.

Detailed reports of all six stages, including the community submissions received, have been made publicly available throughout the process and can be found online at [www.gleneira.vic.gov.au/Carnegie](http://www.gleneira.vic.gov.au/Carnegie)



## OUTCOMES OF STAGE TWO COMMUNITY CONSULTATION

This stage of consultation tested the draft vision and objectives of the structure plan. It also introduced a range of broad concept ideas with a range of possible options, which following subsequent stages of consultation have been refined to form the public space projects in the final *Structure Plan*.

### UPDATED VISION

No changes were made to the draft vision.

### HOW PROJECTS WERE PROGRESSED

#### 1. Create a new green space and additional car parking

The projects will be progressed with the creation of new green spaces either side of the library. To the south, the new park will be created between the library and redeveloped carpark. To the north, a larger open space could be created by relocating the existing childcare facility and associated parking to the rooftop of the multi-deck car park.

Council would continue to advocate for protection of the open space along Woorayl Street and the creation of Egan Street as a shared space to provide open space and pedestrian amenity for new urban renewal area to the north.

The concept of developing a multi-storey car park on the Shepparson Avenue Council-owned car park site, with a ground floor market (managed by Council), co-working office, and green rooftop with community facility was progressed.

Exploration of redeveloping the Kokaribb Road car park to the north of Woolworths was progressed as a concept. This included creating an underground car park with a green park space at ground level, to be undertaken in conjunction with any future Woolworths redevelopment that may occur.

#### 2. Transition Carnegie to a pedestrian friendly centre

The draft *Concept Plan* (stage five) proposed extended footpaths on the southern side of Morton Avenue and creating a slow-moving shared space with one-way eastbound traffic only. Koornang Road would be upgraded with new large canopy street trees, pedestrian lighting, pedestrian crossings and replacing existing brick walls with attractive seating. Pedestrianising the centre would include upgrade of existing and creation of new pedestrian laneways connecting the library, new parking and market facility and train station with Koornang Road. Activating the rear laneway to allow commercial premises to face the new market would form part of this concept to be progressed.

#### 3. Improve public transport connections

The concept of advocating for the tram extension from both directions and better bus connections with the Carnegie centre was progressed. A bicycle path along Shepparson Avenue, connecting Carnegie railway station to Neerim Road and under the elevated rail formed part of this concept.

### WHAT HAPPENED NEXT?

The draft vision was further tested during the *Stage three: Activity Centre, Housing and Local Economy Strategy and early structure plan exploration* consultation.

The concept ideas would be further explored and refined in the *Stage five: Draft Concept Plan* consultation.

## STAGE THREE

### ACTIVITY CENTRE, HOUSING AND LOCAL ECONOMY STRATEGY AND EARLY STRUCTURE PLAN EXPLORATION

24 MAY TO 13 JUNE

#### METHODOLOGY

Stage three consisted of two parts – consulting on a draft *Activity Centre, Housing and Local Economy Strategy* which included the vision and role for each activity centre including Carnegie; and a Carnegie community forum where the vision was tested and the *Structure Plan* process was discussed. Feedback on the *Strategy*, including feedback on the visions was collected on Council’s community consultation pages for each activity centre.

#### CONSULTATION SNAPSHOT

Online feedback forms: 38

Email submissions: 26

Carnegie forum attendees: 35

The opportunity to provide feedback was promoted widely including via an email to participants (approx. 2,200) with email addresses from the first two stages of the activity centre consultation; a four page summary of the *Strategy* included as a lift-out in the June edition of *Glen Eira News* and delivered to traders in each activity centre.

#### KEY THEMES

Most of the feedback received reinforced concepts already presented in the *Strategy*, with overall support.

**ACTIVITY CENTRE FRAMEWORK** The *Strategy* was largely supported by most respondents. Although supportive, some respondents felt the key challenge will be how to achieve the visions, stating that in some centres it is too late. Additionally, there were some questions about how the framework translates into specific planning measures, with respondents wanting more detail about each centre.

**THEME ONE: PLACE-MAKING AND VISIONS** Place-making was seen by respondents as vital to support increased development and that capturing and strengthening the identity of a place is important.

**CARNEGIE VISION** Participants in the forum wanted the word vibrant removed as it doesn’t have a clear meaning. They thought the vision should be expanded to reflect the people and meeting community needs rather than just being functional and about the place.

**THEME TWO: LOCAL ECONOMY** The important role small local businesses play within a centre was highlighted through the feedback, along with the need to make sure businesses survive/thrive by making the activity centres attractive and functional places to be. Support was shown for shared use of commercial spaces.

**THEME THREE: HOUSING** Respondents called for a mixture of housing to suit people of all ages, abilities and socio-economic backgrounds and be built with family living in mind. Some felt higher density should be restricted to main activity centres and on arterial roads, not small, local streets. The protection of heritage was seen also as a priority for respondents.

Detailed reports of all six stages, including the community submissions received, have been made publicly available throughout the process and can be found online at [www.gleneira.vic.gov.au/Carnegie](http://www.gleneira.vic.gov.au/Carnegie)

## OUTCOMES OF STAGE THREE COMMUNITY CONSULTATION

An activity centre strategy is an overarching strategic document that sets the future direction and vision for activity centres within the municipality. It provides a focus for housing, retailing, community services, employment, transport, leisure, open space and entertainment, and nominates neighbourhoods where people shop, work, meet, relax and live. The *Strategy* will be a key basis for Council's updated strategic vision (*Municipal Strategic Statement*) and is critical to inform subsequent projects such as structure plans. The revised vision for Carnegie resulting from this round would feature in both the *Strategy* and the draft *Structure Plan*.

### REVISED VISION

Carnegie will be a safe, connected and welcoming centre that embraces its authentic urban character and cultural identity. The centre will be a destination for night-life, shopping and employment, supporting a range of businesses and interconnected community spaces that meet the needs of the local community.

## CHANGES TO THE DRAFT ACTIVITY CENTRE, HOUSING AND LOCAL ECONOMY STRATEGY

- All vision statements were reviewed and strengthened based on feedback received throughout stages two and three of activity centre consultation.
- A new objective was included under theme two: local economy around supporting local business through a focus on a connected economy.
- A reference to student housing was included in the housing types.
- A reference to short-term accommodation was included in housing types.
- More detail was included on how housing types may be applied to each centre, linking to the *Quality Design Principles* which would be consulted on during stage four.
- An additional reference was included to buildings embracing universal design for all ages and lifecycles.

### WHAT HAPPENED NEXT?

The final *Activity Centre, Housing and Local Economy Strategy* was adopted by Council on 25 July 2017.

The adopted *Strategy* would provide direction for future local area planning in Glen Eira, including the draft Carnegie *Structure Plan*.

Council committed to the *Strategy* being updated in early 2018 following the release of data from the *2016 Census of Population and Housing*.

## STAGE FOUR QUALITY DESIGN PRINCIPLES

26 JULY 2017 TO 3 SEPTEMBER 2017

### METHODOLOGY

Stage four: *Quality Design Principles* and stage five: draft *Concept Plans* consultation was undertaken simultaneously (see below for stage five).

Residents in the study area for Bentleigh, Carnegie and Elsternwick were informed by mail while previous consultation participants for all centres were also emailed. The consultation was also promoted in various Council publications. Feedback was captured through an online forum, mail/email/telephone submissions, Facebook comments and meetings with stakeholders. *Quality Design Principles* were also discussed at community forums held for each of the structure plan areas.

#### CONSULTATION SNAPSHOT

Online forum participants: 82

Quality design principles document  
downloads: 1,056

Facebook comment: 5

Email/mail/phone submissions: 9

The *Quality Design Principles* presented in phase one outlined what the types of buildings are preferred in Glen Eira's streets. This first phase aimed to set clear building design principles and define particular building types that will occur in our municipality. The following themes were evident in the feedback received in phase one.

### KEY THEMES

**MORE INFORMATION** While many respondents agreed that the *Quality Design Principles* were a good start, they felt more detail was required to better understand how the different building types would look.

**ENSURING IMPLEMENTATION** The principles were seen by the community as a positive step, however there was concern from some about how we can ensure that they are implemented and enforced.

**COMMUNITY BENEFIT** More detail was requested by participants about community benefit including weighting and quantifying benefit and the suggestion that this would need to be very clear to developers. Some participants felt that community benefit should be external to the building and accessible to all. Some felt that community benefit does not make up for the extra height that would be allowed.

**ENVIRONMENTAL DESIGN** While the current principles were well supported by the community, there was also suggestion that there should be more of a focus on environmental design including energy reduction, noise reduction, emissions, solar power and water management.

**UNIVERSAL DESIGN** Accessibility and diversity in housing to meet the needs of all community members was seen by respondents as important and that this should be a major focus of the *Guidelines*.

**PARKING** The inclusion of adequate car parking provisions in both residential and commercial building principles was identified by participants as being of high importance.

**BUILDING TYPES** Lower-scale building types were most often preferred by participants. Some questions were raised regarding terrace townhouses and whether they are achievable or desirable and the level of 'garden' required to be provided by garden apartments.

Detailed reports of all six stages, including the community submissions received, have been made publicly available throughout the process and can be found online at [www.gleneira.vic.gov.au/Carnegie](http://www.gleneira.vic.gov.au/Carnegie)

## OUTCOMES OF STAGE FOUR COMMUNITY CONSULTATION

This stage of consultation introduced a range of building types that seek to provide an appropriate transition in height, character and housing types throughout Glen Eira. Following the feedback received in this stage, along with detailed background research and consultant advice, a comprehensive set of *Quality Design Guidelines* were developed that included further detailed requirements for building setbacks, heights and building design for future residential, commercial, mixed use and urban renewal development within Glen Eira.

### WHAT HAPPENED NEXT?

The *Building Transitions Plan* introduced in stage five (in conjunction with the *Quality Design Principles*) provided a draft framework for applying the proposed building types to the Carnegie activity centre.

Consultation on the more comprehensive *Quality Design Guidelines* and draft *Structure Plan* - which tied together all of the previous stages of consultation - was undertaken concurrently in stage six.



## STAGE FIVE CARNEGIE DRAFT CONCEPT PLAN

26 JULY 2017 TO 3 SEPTEMBER 2017

### METHODOLOGY

Stage four: *Quality Design Principles* and stage five: draft *Concept Plans* consultation was undertaken simultaneously. Residents in the study area were informed by mail while previous consultation participants were also emailed. The consultation was also promoted in various Council publications. Feedback was captured through an online survey, mail/email/phone submissions, Facebook comments and meetings with stakeholders.

#### CONSULTATION SNAPSHOT

Online surveys: 44

Forum comments: 4

Concept plan document downloads: 445

Facebook comments: 17

Email/mail/phone submissions: 56

Community forum attendees: 78

### KEY THEMES

**CONCEPT PLANS** General support/agreement was provided that the concept plan is a step in the right direction and welcome forward planning. However many respondents felt that it should have been done earlier and doesn't do enough to address overdevelopment. Some residents remain dubious of Council's intent, level of influence with developers and power against VCAT. Some questions were raised at the community forum about the boundary/study area, particularly the expansion into the minimal change area.

**URBAN RENEWAL** Many felt that the urban renewal was in the right location. Concern was raised over the transition of building scale – particularly backing onto Chestnut Street. Some felt that 12 storeys is too high and will impact on neighbours, put strain on narrow streets and further worsen traffic and parking.

**CHESTNUT STREET** The majority of submissions received related to the proximity of urban renewal area to Chestnut Street. Mixed views were evident, with many residents of Chestnut and surrounding streets wanting to remove the heritage overlay and incorporate the western side of Chestnut Street into the urban renewal area, but some submissions requested to retain the Neighbourhood Character Overlay.

**OVER-DEVELOPMENT AND LOSS OF CHARACTER** Concerns were raised that overdevelopment is changing the character of Carnegie and that the suburb is losing its sense of community. There was also concern about loss of amenity with further apartments and high-rise. Some participants felt that there was too much high-rise and that this will push people out of the area. There was a belief expressed that Carnegie is already providing enough dwellings. Others felt that there was a good balance of density but need to ensure greater stock of three or more bedroom homes.

**TRANSFORMATION PROJECTS** Feedback showed there was a high level of general support for the transformation projects. Open space was seen as vital due to the increasing density of the suburb and should be further addressed in the plan. Mixed support was provided for increasing the tram line, with traffic congestion being the biggest concern. Activating the laneways was well received with safety the only concern identified. General support was shown for the market, however, there was some concern expressed about the impact on neighbouring residents. The feedback suggested that all projects should consider residents abutting the projects and ensure access is maintained.

**PARKING AND MOVEMENT** Through the feedback, car parking initiatives were seen as essential. There was a view that any multi-deck parking should be easily accessible, attractive and safe. There was also a view expressed that innovative ways should be sought to manage/review traffic and on-street parking, and restrictions should be better enforced.

**IMPROVING WALKABILITY** Respondents expressed support for making Shepparson Avenue more pedestrian friendly, as well as calling for Koornang Road to be more pedestrian friendly. There were also some calls for pedestrian accessways from Rosstown Road through to the linear park under the railway.

Detailed reports of all six stages, including the community submissions received, have been made publicly available throughout the process and can be found online at [www.gleneira.vic.gov.au/Carnegie](http://www.gleneira.vic.gov.au/Carnegie)

## OUTCOMES OF STAGE FIVE COMMUNITY CONSULTATION

This stage of consultation introduced building heights and building types as well as more detailed transformation projects to improve public spaces.

This stage aimed to establish a framework to locate the right buildings in the right locations, by applying the principles outlined in the *Quality Design Principles* and *Activity Centre, Housing and Local Economy Strategy*.

Following this stage, the following changes were incorporated into the draft Structure Plan for consultation in Stage six:

- Provide two options for Chestnut Street and the urban renewal area for further community feedback:
  - Option 1 – protect existing Neighbourhood Character Overlay area (Chestnut Street), located east of the urban renewal area.
  - Option 2 – remove Neighbourhood Character Overlay and extend urban renewal area to the east.
- Propose destination parking and provide a net increase of appropriately 100 spaces for the centre, focused at the Kokaribb Road site.
- Create pedestrian laneways and shared spaces, and improving walkability and crossings.
- Provide opportunity for townhouses to be developed.
- Protect low scale heritage character of Koornang Road with a maximum height of three to four storeys.
- Provide a community plaza with open space around the library forecourt.
- Remove advocacy for tram extension through the Koornang Road shopping strip.

## WHAT HAPPENED NEXT?

Following this stage, the *Buildings Transitions Plan* was updated to reflect the draft *Quality Design Guidelines* and feedback on the *Concept Plan*. Transport, parking and movement plans were also incorporated into the draft *Structure Plan* which brought together all previous stages of consultation into one complete *Plan* for the centre.

## STAGE SIX CARNEGIE DRAFT STRUCTURE PLAN/QUALITY DESIGN GUIDELINES

29 OCTOBER 2017 TO 11 DECEMBER 2017

### METHODOLOGY

This was the final stage of consultation, seeking feedback on a complete draft Plan and draft *Quality Design Guidelines*. Feedback was sought and recorded through, an online survey and forum on *HaveYourSay*; in person at a community forum as well as a series of drop in sessions and also submissions made by email, mail and telephone.

Letters were sent to all owners and residents within the structure plan study area and also to residents in the surrounding areas likely to be most affected. This included residents in neighbouring Councils.

The *Plan* and *Guidelines* were also promoted by Facebook posts and ads, in the *Leader* newspapers, four page lift-out in Glen Eira News, message on hold, service centre television screen and tables in the libraries and service centre.

### KEY THEMES

**URBAN RENEWAL** A higher level of community support was shown for option one (retaining the Neighbourhood Character Overlay in Chestnut Street), with influencing factors being the retention of remaining heritage, better built form transition and less impact on existing residents. Some support was also shown by participants for option two (removing the overlay) which reflected a view that the neighbourhood is already starting to transition to a new character. The benefit of the additional connection through to Arawatta Street and a better financial outcome for existing residents were key factors in this view.

**HERITAGE** Some respondents felt that the *Plan* did not reflect and protect existing heritage and character. It was suggested by participants that greater efforts are required to maintain heritage across the centre.

**TRAFFIC AND PARKING** Concern was raised by respondents about the existing level of traffic and parking issues in Carnegie, particularly in residential streets, and the further impact of increased development and closing off or limiting traffic to cars on the activity centre in the future.

**SHOPPING STRIP** There were calls from respondents for more diversity and controls around the types of shops in the shopping strip; and for improving the streetscape with trees, seating, outdoor dining and a general clean-up.

**QUALITY DESIGN GUIDELINES** Feedback was received from respondents about the building types – in particular apartments and townhouses. There were some suggestions around environmentally sustainable design as well as other general design details. Some respondents asked for more detail or clarity about how the *Guidelines* will be applied while others pointed out potential duplications or inconsistencies in the *Guidelines*.

### CONSULTATION SNAPSHOT

Email submissions: 66

Surveys: 59

Online forum comments: 9

Facebook comments: 5

Carnegie forum attendees: 51

Carnegie drop-in sessions: 60

Quality Design Guidelines  
submissions: 46

Detailed reports of all six stages, including the community submissions received, have been made publicly available throughout the process and can be found online at [www.gleneira.vic.gov.au](http://www.gleneira.vic.gov.au)

## NEXT STEPS

The final stage of community consultation reflected feedback about the draft concept plans in order to refine and add more detail.

Details of proposed changes from the final round of consultation and a final *Carnegie Structure Plan* will be presented to Council for consideration and adoption at the February 27 2017 Council Meeting.

To ensure that the land use and development outcomes outlined in the *Plan* are delivered and enforceable, the objectives need to be translated into the *Glen Eira Planning Scheme*.

The *Scheme* guides decision-making on planning permit applications and governs issues such as design and development; land use; heritage; neighbourhood character; and amenity.

This statutory translation is achieved by undertaking a Planning Scheme Amendment.

If the *Structure Plan* is adopted by Council, the Planning Scheme Amendment process will commence. As part of this translation process, the specific statutory tools and mechanisms will be developed to best translate the relevant objectives of the *Structure Plan*. Potential statutory implementation measures are listed in the relevant sections of the *Plan*.