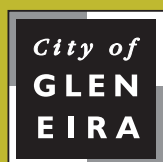


ELSTERNWICK BACKGROUND REPORT

BUILDING TRANSITION PLAN



GLEN EIRA
CITY COUNCIL

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INTRODUCTION

PURPOSE OF THIS REPORT

This report provides background information on the *Building Transition Plan* prepared for Elsternwick.

WHAT IS A BUILDING TRANSITION PLAN?

The *Draft Concept Plans* for Elsternwick contain a *Building Transition Plan*.

The *Building Transition Plan* identifies the preferred type and location of buildings in Elsternwick — aiming to deliver the right buildings in the right locations.

Details about each building type are provided within Council's *Quality Design Principles* document.

HOW DOES THIS FIT INTO STRUCTURE PLANNING?

Council is in the process of preparing a structure plan for Elsternwick.

A structure plan is a long-term plan that guides important aspects of an activity centre including development, land use, transport and car parking approaches, community facilities, public realm and open spaces, and strategic opportunities. Structure plans provide certainty for the way an area will accommodate growth and change as supported by Council and the community.

The *Building Transition Plan* will inform the built form component of the *Structure Plan*.

STRATEGIC POLICY CONTEXT

The planning system in Victoria is legislated and guided by the State Government. However, the system also gives weight to local strategies and policy direction, allowing Councils to plan for outcomes that balance State objectives with the needs of our local community.

STATE GOVERNMENT'S STRATEGIC DIRECTION

PLAN MELBOURNE 2017–2050

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.

The plan sets the direction for each municipality, seeking to increase density and activity in established areas that are serviced with high public transport and employment opportunities and other existing infrastructure, rather than simply continuing to expand outwards with urban sprawl

Plan Melbourne specifically identifies Elsternwick 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.

The plan recognises that each activity centre will have a unique local context and encourages local Councils to set a vision and policy direction for planned growth. Structure planning forms part of this process.

GLEN EIRA'S STRATEGIC PLANNING DIRECTION

GLEN EIRA COUNCIL AND COMMUNITY PLAN 2017–2021

The recently adopted the *Glen Eira Council and Community Plan* outlines a clear vision for Glen Eira including the theme Liveable and Well Designed which 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.

ACTIVITY CENTRE, HOUSING AND LOCAL ECONOMY STRATEGY 2017

Council’s *Activity Centre, Housing and local Economy Strategy 2017* provides a local policy link between the *Glen Eira Council and Community Plan 2017–2021* and the State Government’s *Plan Melbourne 2017–2050*. The *Strategy* sets the city vision, activity centre framework and policy direction for each activity centre in Glen Eira as detailed below.

Glen Eira – city vision

The *Strategy* identifies a vision for our Glen Eira’s activity centres:

Glen Eira will be a city of walkable neighbourhoods that are centred on a network of vibrant, socially inclusive and well designed activity centres, providing for the needs of and reflecting the character of their communities.

Activity Centre Framework

The *Strategy* identifies a network of activity centres in Glen Eira, each with unique policy directions.

Health, education and innovation precinct with urban renewal	■
Caulfield Station Precinct	■
Emerging health, education and innovation precinct	■
East Village	■
Major activity centre with urban renewal	▲
Carnegie	▲
Elsternwick	▲
Emerging major activity centre with urban renewal	▲
Moorabbin Junction	▲
Major activity centre	▲
Bentleigh	▲
Emerging major activity centre	▲
Glen Huntly	▲
Large neighbourhood centre	★
Bentleigh East	★
Caulfield South	★
Neighbourhood centre	★
Caulfield Park	★
Alma Village	★
Hughesdale	★
McKinnon	★
Murrumbeena	★
Ormond	★
Patterson	★
Ripponlea	★
Gardenvale	★
Emerging neighbourhood centre	★
Oakleigh South	★

Please note: other local centres have been mapped that contain existing retail uses but are not currently identified under local policy.



Policy status and direction

The *Strategy* sets the policy direction for each activity centre, with Elsternwick detailed as follows.

POLICY DIRECTION	
CENTRE	ELSTERNWICK
POLICY STATUS	MAJOR ACTIVITY CENTRE WITH URBAN RENEWAL
FUNCTION	<ul style="list-style-type: none"> Centres that provide access to a wide range of goods, services and activities, including commercial, retail, entertainment and community facilities. Includes urban renewal sites in strategic locations that provide opportunity to take advantage of underutilised land close to jobs, services and public transport infrastructure, to provide new housing, jobs and services.
EMPLOYMENT	<ul style="list-style-type: none"> Major focus for employment growth opportunities, particularly professional employment, retail and hospitality to a lesser degree. 1:1 new jobs to new housing ratio.
ECONOMY / RETAIL	<ul style="list-style-type: none"> Retail should provide for the weekly needs of an approximate 800 metre to two kilometre residential catchment. Typically this may include: <ul style="list-style-type: none"> a minimum of (or demonstrated capacity to accommodate) approximately two supermarkets or similar fresh food market; business services; specialty retailing; hospitality; and entertainment.
HOUSING	<ul style="list-style-type: none"> Major focus for housing growth opportunities. Major focus on new family, single, aged care and affordable households.
TRANSPORT	<ul style="list-style-type: none"> Centre should be well serviced by public transport, particularly fixed transport. Opportunity to create new street networks to ensure a high level of walkability and accessibility. Due to broader catchment, driving to the centre is required, however aim for majority of visits by public transport, foot or bike.
OPEN SPACE	<ul style="list-style-type: none"> Major focus for implementation of new open space preferably with walking and bicycle linkages.
LIVEABILITY	<ul style="list-style-type: none"> Typically, centres should provide services for the wider community, including a range of the following: <ul style="list-style-type: none"> a library; a community hub; an entertainment complex; maternal child health care services; child care; a senior citizens centre; medical centres; and a chemist.

OVERALL VISION AND OBJECTIVES

The *Elsternwick Draft Concept Plans* include the following vision and objectives. These will set the overall direction for outcomes within the centre.

VISION

Elsternwick will be a safe, accessible and liveable centre that embraces its historic character and strong cultural and village feel. The centre will be a destination for its longstanding cultural and entertainment offerings, business and employment opportunities, and a range of quality local retail outlets and community spaces.

OBJECTIVES

Place-making

- Enhance Elsternwick's reputation as a cultural and entertainment hub.
- Celebrate the historic character and village feel of the Glenhuntly Road retail strip.
- Support a network of active streets and shared community and open spaces.
- Encourage landscaping and greenery.
- Promote high quality urban design and architecture.
- Support safe, accessible and friendly streets.
- Encourage development that provides a community benefit.

Housing

- Maintain Elsternwick's pristine heritage and character residential areas.
- Recognise Elsternwick's role in accommodating a growing population.
- Encourage a diverse range of housing options.

Economy

- Boost night time activity and support quality local shopping, dining and entertainment options.
- Encourage offices and employment opportunities.

Transport

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

BUILDING TRANSITION PLAN

The *Draft Concept Plan* for Elsternwick contains a *Building Transition Plan*.

The *Building Transition Plan* identifies the preferred type and location of buildings in Elsternwick —to deliver the right buildings in the right locations.

Details about each building type are provided within Council's *Quality Design Principles* document.



View the Building Transition Plan for Elsternwick on Council's website in conjunction with this report.

CONSIDERATIONS

The plan has been prepared in consideration of:

- new strategic direction identified within Council's *Activity Centre, Housing and Local Economy Strategy 2017*;
- community feedback received to date regarding location and type of development;
- existing built forms and local context;
- planning permit activity;
- existing planning scheme provisions (policy, zones, overlays and building height restrictions);
- preferred locations outlined in Council's *Quality Design Principles*;
- urban design recommendations identified within the *Glen Eira Urban Design Analysis* prepared by Planisphere (May 2017); and
- the State Government's *Plan Melbourne 2017–2050* — metropolitan planning strategy.

The *Building Transition Plan* uses the road network as a border where practical in order to best manage transition between building types. This ensures that different development intensities are separated by road widths rather than individual property boundaries.

However, for a number of reasons, a road boundary cannot be achieved in all situations. In these circumstances, a rear boundary or mid-street border, has been used as the transition point. While these transition points are not as preferred as a road boundary, it is important to note that the *Quality Design Principles* seek to proactively address the matter of character and transition in new developments by outlining how multiple building types can read well together, when located within the same street.

KEY OUTCOMES

The following sections outline the decision making process that has informed the *Building Transition Plan* for Elsternwick.

1. CELEBRATING THE HISTORIC GLEN HUNTLY ROAD RETAIL STRIP

The Glenhuntly Road retail strip has a low-scale village feel and distinct heritage character. This should be enhanced by respectful built forms that complement the streetscape.

The strip currently has conflicting planning controls that encourage both major developments and strict heritage preservation. In particular, the strip's Urban Village policy status and Commercial 1 Zoning supports major development, while an existing Heritage Overlay seeks preservation of the historic buildings and low-scale commercial street character. This presents a 'grey area' subject to individual interpretation, which can result in contentious development outcomes.

The retail strip should be protected and the conflicting policy should be removed. The *Building Transition Plan* nominates the *Heritage/character shop top* building type along Glenhuntly Road. This encourages a three or four storey shop top built form with recessed upper floors — a more respectful building that continues to allow for some growth and redevelopment, while maintaining the human-scale of these areas. This outcome is partially informed by the recommendations of the *Glen Eira Urban Design Analysis* prepared by Planisphere (May 2017).

2. PROTECTING ELSTERNWICK'S PRISTINE RESIDENTIAL AREAS

Residential areas north and south of Glenhuntly Road have conflicting planning controls. The Residential Growth Zone supports four storey apartment buildings and the Heritage and Neighbourhood Character Overlays seek preservation of the existing low-scale built forms and character. Supporting four storey apartment developments in these areas is considered inappropriate in context of the area's established low-scale character and protective overlays.

The areas under conflict with heritage zone include:

- Elizabeth Street (south of Sandham Street)
- Regent Street (south of Sandham Street)
- St Georges Road (south of Sandham Street)
- Staniland Grove (south of Sandham Street)
- Sandham Street (south side, between Elizabeth Street and Orrong Road)
- Orrong Road (west side, south of Sandham Street and eastside south of King Street)
- Bevis Street (west side)
- Orrong Road (north of Rowan Street)

The areas under conflict with Neighbourhood Character Overlay include:

- Stanley Street (south side and part of north side)
- Riddell Parade (north of Rowan Street)

- Carre Street (north of Rowan Street)

The *Building Transition Plan* nominates *Heritage/character housing* in these residential areas north and south of Glenhuntly Road, which seeks a site responsive one or two storey development that is respectful of Overlay protections. In addition to structure planning, to best manage change in Glen Eira’s heritage areas, Council seeks to implement a clearer *Heritage Policy*. For further information, visit www.gleneira.vic.gov.au/heritagepolicy

Most of the Elsternwick study area is already protected under the Neighbourhood Residential Zone, which mandates that development must not exceed two storeys (nine metres). The Heritage and Neighbourhood Character Overlays are also highly protective. The *Building Transition Plan* protects residential areas surrounding the commercial strip through provision of low-scale two storey building types including *Heritage/character housing* and the *Side-by-side townhouse*.

3. STRATEGIC REDEVELOPMENT PROVIDING A COMMUNITY BENEFIT

A number of private and public owned sites north and south of the Glenhuntly Road retail strip have been identified as strategic sites. The intent is that development within *Strategic site* locations should provide a community benefit.

Public owned land

Draft projects have been nominated for the public owned sites within Council’s **Transformation Concepts**. Council is currently seeking community feedback on these projects, including:

- creation of green spaces;
- improved railway station precinct;
- a safe cycling link;
- a new plaza;
- employment and diverse housing opportunities;
- additional car parking;
- a community hub; and
- improved pedestrian amenity.



Private owned land

Private owned properties in suitable locations have been nominated due to their strategic location and potential for redevelopment in a way that should contribute to the public realm and provide a wider public benefit. This is an emerging approach that has been explored by a number of councils, each using different methods with varying success.

Transition

The areas identified as *Strategic sites* are intended to accommodate taller buildings of approximately six to eight storeys, while not unduly impacting on sensitive areas. It is expected

that these sites are able to accommodate necessary transitions to adjoining properties within the site. In particular, consolidation is encouraged within these areas in order to achieve a taller building while managing impacts on sensitive interfaces. This outcome is partially informed by the recommendations of the *Glen Eira Urban Design Analysis* prepared by Planisphere (May 2017).

The strategic sites that sit either side of Glenhuntly Road are best surrounded by transitional building types such as *Garden apartments* or *Terrace townhouses*. However, in Elsternwick the residential properties adjoining strategic sites are generally in protected areas (either through the Heritage Overlay or Neighbourhood Character Overlay). A number of options were explored to address this context, including:

- Providing a transition by extending a higher building type into the heritage areas.
- Limiting the height of the strategic sites to five storeys (this option is proposed for the Stanley Street and Orrong Road Council car park).
- Allowing taller buildings on strategic sites but ensuring that they appropriately respond to sensitive interfaces (this option is proposed for majority of strategic sites identified in Elsternwick).

It was not considered appropriate to promote taller building types within the protected areas. It was also not considered appropriate to limit the commercial renewal opportunities within the activity centre, particularly as a number of taller buildings have received permits and are about to begin construction along the strip.

As such, it was considered that taller buildings would be considered on larger consolidated *Strategic sites*, with any sensitive interfaces appropriately managed through building design.

The Stanley Street and Orrong Road car park has been nominated as a four to five storey shop top site rather than strategic site. This is lower than the six to eight storey outcome noted within the *Urban Design Analysis* prepared by Planisphere, as it sits north of the existing protected residential area with a Neighbourhood Character Overlay.

However, the Council car park at the western end of Stanley Street has been nominated as a strategic site with taller building, as the two sites immediately west will be taller buildings of up to eleven storeys.

4. SUPPORTING GROWTH WEST OF THE RAILWAY LINE

Council's *Activity Centre, Housing and Local Economy Strategy* identifies Elsternwick as a major activity centre with urban renewal, with a major focus for housing and employment growth. This growth should be supported in locations that can accommodate the change with minimal external impact.

The strip of land between the railway line and Nepean Highway has been identified as an ideal location for increased development intensity, given:

- The Nepean Highway and railway line provide a clear buffer that minimises adverse impacts to low-scale surrounding areas.
- The area has good access to transport infrastructure, being within walking distance from Elsternwick Station and with quick access to the Nepean Highway and Glenhuntly Road.
- The existing built form and neighbourhood character is mixed, with no built form protections (excluding some individually listed heritage sites that will continue to be protected). The existing residential building stock is aged and the location is ideal for redevelopment.
- The Commercial 2 Zoned land along Nepean Highway (existing car sales yards) is considered to be underutilised. This area presents an ideal redevelopment opportunity for housing and employment growth.

The *Building Transition Plan* identifies *Urban Renewal Development* to be provided along Nepean Highway on land near to the Elsternwick station and along existing car sales yards to the south. The remainder of the precinct is identified for *Garden Apartment* developments to accommodate increased housing growth without a commercial aspect.

The identified *Urban Renewal Development* precinct is intended to accommodate taller buildings while not unduly impacting on sensitive areas. It is expected that these sites are able to accommodate necessary transitions to adjoining properties within the site. In particular, consolidation is encouraged within these areas in order to achieve a taller building while managing impacts on sensitive interfaces.

It is not intended however that these taller buildings are simply all private apartments. Council seeks to ensure that these taller buildings can provide key community benefits currently not being delivered elsewhere. These community benefits may include:

- Office and other types of needed local employment.
- ‘Anchor’ commercial uses that drive economic sustainability.
- Community uses and spaces.
- Needed housing such as affordable, student and/or aged-care housing.
- Additional public carparking.
- Additional public open space.
- New street connections.

It is not expected that all of these attributes will be provided in one development. Instead that the appropriate provisions would be identified through the *Structure Plan* by understanding the precinct needs and future vision.

It is intended that developments that do not provide these attributes are limited to a lower height, while developments that do provide these community benefits would be allowed to develop buildings to the maximum building height (subject to meeting all the relevant urban design measures).

The parameters of *Urban Renewal Development* are partially informed by the recommendations of the *Glen Eira Urban Design Analysis* prepared by Planisphere (May 2017) — which notes a 10 to 12 storey building height as being appropriate around Glenhuntly Road west of the railway line ('Elsternwick Junction'). It is also noted that this area is currently subject to an existing Urban Village policy context and Commercial 1 Zone, and that the car sales yards to the south are subject to Commercial 2 Zone — both with no height limitations and supportive of major development under current policy. The outcome proposed in the *Building Transition Plan* ultimately seeks to provide a more strategic approach with clarity about development expectations as a growth area.