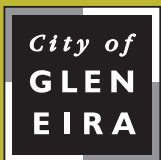


# ELSTERNWICK ACTIVITY CENTRE DRAFT STUCTURE PLAN

BACKGROUND REPORT — OCTOBER 2017



GLEN EIRA  
CITY COUNCIL

## TABLE OF CONTENTS

Introduction .....	3
Place Context .....	5
Policy Context .....	7
Community Consultation .....	23
Community Profile .....	26
Housing .....	36
Local Economy .....	42
Urban Design and Built Environment .....	48
Streets and other public spaces (public realm) .....	70
Movement and Parking.....	79
Community infrastructure .....	95
List of Research and Consultant Reports.....	100

## INTRODUCTION

### THE PURPOSE OF THIS REPORT

The purpose of this report is to summarise and synthesise the background research that contributed to the development of the (draft) Elsternwick Structure Plan. This research takes several forms including community engagement and feedback; technical studies; and detailed analysis of existing conditions.

### HOW TO READ THIS REPORT

This report is organised in chapters that cover themes such as Housing, Transport and Local Economy. Each section includes information, as applicable, that is garnered from technical research and/or community feedback. Each chapter includes 'key issues and opportunities'. This report provides the link between research, analysis and community feedback and the directions included in the (draft) Elsternwick Structure Plan. It can therefore be read in tandem with the (draft) Structure Plan to provide a greater level of content and context.

### THE STRUCTURE PLANNING PROCESS

The commencement of the Structure Plan process was prompted by the Glen Eira Planning Scheme Review conducted in 2016. Since this time an incremental and iterative process has been undertaken to develop the (draft) Structure Plan. The process has sought to maximise community input through a series of consultation stages.

### GLEN EIRA PLANNING SCHEME REVIEW

In 2016, the City of Glen Eira undertook an extensive community-led review of its planning scheme, which involved an extensive community engagement program.

The consultation spanned a two month period, commencing in April to the end of May 2016.

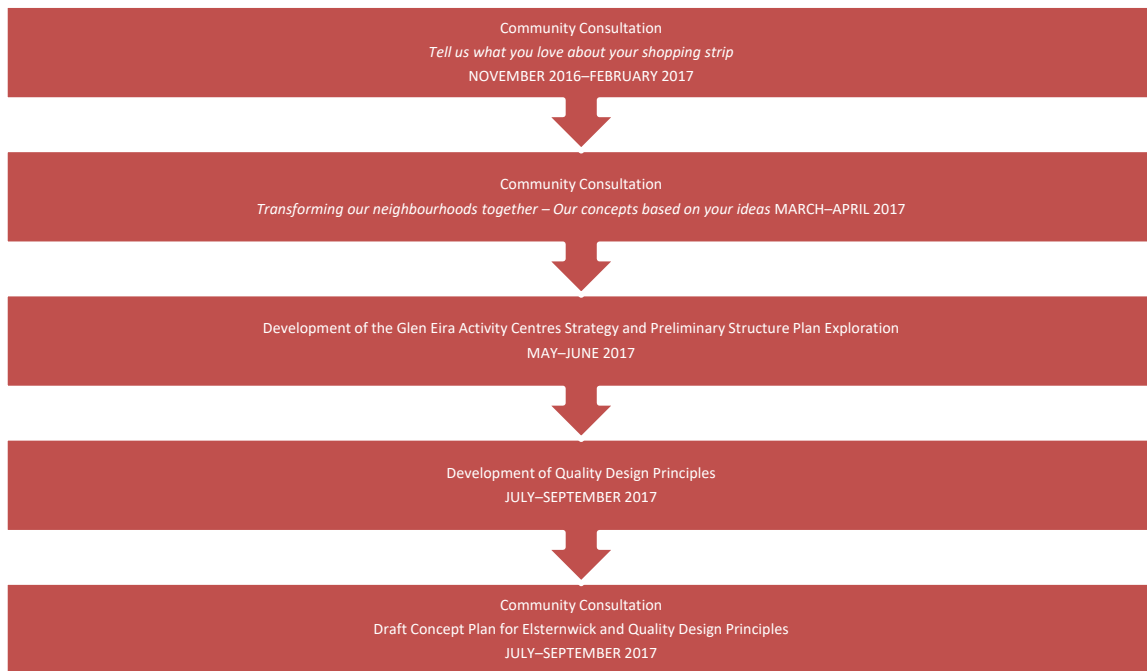
Approximately 247 people attended meetings, 68 people participated via the Have Your Say online forum and 122 written submissions were received.

This consultation process revealed a strong level of community concern regarding overdevelopment, loss of character and subsequent impacts on surrounding residential areas.

Structure Planning was a prominent project called for in the feedback. At the Ordinary Council Meeting of 9 August 2016, the Planning Scheme Review 2016 Report and its corresponding Work Plan were adopted by Council. The Work Plan specified three structure plans to be implemented for Council's activity centres within the first four years, which includes a Structure Plan for the Elsternwick Activity Centre.

## THE STRUCTURE PLANNING PROCESS TO DATE

The process to develop a Structure Plan for Elsternwick (in addition to Carnegie and Bentleigh) has involved the following stages:



## PLACE CONTEXT

### SETTLEMENT HISTORY

The Boonwurrung people of the Kulin Nation are the traditional custodians of the area that now makes up the southern and south-eastern suburbs of Melbourne, which includes the municipality of Glen Eira. European settlement of the Elsternwick area dates from the 1850s, with the township of Elsternwick laid out in 1856. The opening of the railway in 1861 encouraged development of the area, much of which took place in the 1880s. Many of the original larger lots of Elsternwick were redeveloped for flats and units in the 1960s. The population increased gradually from the early 1990s as new dwellings were added to the area.<sup>1</sup>

### LAND USE PATTERNS AND CONNECTIONS

The suburb of Elsternwick is bounded by Glen Eira Road in the north, Kooyong Road in the east, North Road and the Nepean Highway in the south, and Hotham Street in the west.

The Elsternwick Major Activity Centre is located towards the north of the suburb. Elsternwick is an established residential area, with commercial areas along Glen Huntly Road, Gardenvale Road and the Nepean Highway. Major features of the area include Rippon Lea historic mansion, Elsternwick Shopping Centre, ABC television studios, Harleston Park, Hopetoun Gardens, Gardenvale Park, Cabrini Rehabilitation Service Elsternwick, Wesley College Elsternwick Campus and a number of other schools.

The Elsternwick activity centre benefits from a high level of accessibility via both private and public transport modes. Elsternwick station is located on the Sandringham line and may be accessed within 18 minutes from the CBD. The number 67 tram provides connections to Elsternwick station along Glenhuntly Road, as well as providing an alternative transport mode to the CBD via St Kilda Road. The centre is also easily accessed via Nepean Highway/Brighton Road, although this arterial road also represents a major physical barrier that limits the centre's role in servicing residential areas to the west. Orrong Road also provides access, primarily from the north where retailing facilities are largely limited to the Alma Village neighbourhood activity centre. Similarly, Glenhuntly Road provides direct access for residents within Elwood to the west who do not have immediate access to a full line supermarket or other food retailing.

### ACTIVITY CENTRE BOUNDARY

The study area included in the draft *Structure Plan* is bounded by Glen Eira Road to the north, Elizabeth and Hotham Streets and Nepean Highway to the west, Riddell Parade and Clarence Street

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<sup>1</sup> [profile.id.com.au/glen-eira](http://profile.id.com.au/glen-eira)

to the south, and Parkside, Hopetoun and Park Streets to the east. The activity centre boundary is formed around the Glenhuntly Road commercial core, with a catchment size of approximately 800 metres to one kilometre — which is an approximate 10 minute walking distance.

## POLICY CONTEXT

### STATE PLANNING POLICY CONTEXT

#### 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 well-serviced high public transport and employment opportunities and other existing infrastructure, rather than simply continuing outward expansion. *Plan Melbourne* 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 and other services. The following outcomes and directions of Plan Melbourne are relevant to planning for the Elsternwick Activity Centre.

**Outcome 1 Melbourne is a productive city that attracts investment, supports innovation and creates jobs**

- *Improve access to jobs across Melbourne and closer to where people live*

**Outcome 2 Melbourne provides housing choice in locations close to jobs and services**

- *Manage the supply of new housing in the right locations to meet population growth and create a sustainable city*
- *Deliver more housing closer to jobs and public transport*
- *Increase the supply of social and affordable housing*
- *Facilitate decision-making processes for housing in the right locations*
- *Provide greater choice and diversity of housing*

**Outcome 3 Melbourne has an integrated transport system that connects people to jobs and services and goods to market**

- *Improve local travel options to support 20-minute neighbourhoods*

**Outcome 4 Melbourne is a distinctive and liveable city with quality design and amenity**

- *Create more great public places across Melbourne*
- *Achieve and promote design excellence*
- *Respect Melbourne's heritage as we build for the future*
- *Strengthen community participation in the planning of our city*

**Outcome 5 Melbourne is a city of inclusive, vibrant and healthy neighbourhoods**

- *Create a city of 20-minute neighbourhoods*
- *Create neighbourhoods that support safe communities and healthy lifestyles*
- *Deliver social infrastructure to support strong communities*
- *Deliver local parks and green neighbourhoods in collaboration with communities*

**Outcome 6 Melbourne is a sustainable and resilient city**

- *Transition to a low-carbon city to enable Victoria to achieve its target of net zero greenhouse gas emissions*
- *Reduce the likelihood and consequences of natural hazard events and adapt to climate change*
- *Integrate urban development and water cycle management to support a resilient and liveable city*
- *Make Melbourne cooler and greener*

## **STATE PLANNING POLICY FRAMEWORK**

Glen Eira's planning for its local areas must support the State Planning Policy Framework, which forms part of the Glen Eira Planning Scheme. The following objectives of the State Planning Policy Framework are relevant to planning for the Elsternwick Activity Centre:

### **CLAUSE 11.02 URBAN GROWTH**

- 11.02-1 Supply of urban land - *To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.*
- 11.02-2 Structure planning - *To facilitate the orderly development of urban areas.*

### **CLAUSE 11.03 ACTIVITY CENTRES**

- 11.03-1 Activity centre network - *To build up activity centres as a focus for high-quality development, activity and living for the whole community by developing a network of activity centres.*

### **CLAUSE 11.04 OPEN SPACE**

- 11.04-1 Open space planning - *To assist creation of a diverse and integrated network of public open space commensurate with the needs of the community.*

### **CLAUSE 11.06 METROPOLITAN MELBOURNE**

In considering the policy objectives and strategies for metropolitan Melbourne, planning must consider as relevant: *Plan Melbourne 2017-2050: Metropolitan Planning Strategy (Department of Environment, Land Water and Planning, 2017).*

### **CLAUSE 15.01 URBAN ENVIRONMENT**

- 15.01-1 Urban design - *To create urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity.*
- 15.01-2 Urban design principles - *To achieve architectural and urban design outcomes that contribute positively to local urban character and enhance the public realm while minimising detrimental impact on neighbouring properties.*
- 15.01-4 Design for safety - *To improve community safety and encourage neighbourhood design that makes people feel safe.*
- 15.01-5 Cultural identity and neighbourhood character - *To recognise and protect cultural identity, neighbourhood character and sense of place.*
- 15.01-6 Healthy neighbourhoods - *To achieve neighbourhoods that foster healthy and active living and community wellbeing.*



#### CLAUSE 15.02 SUSTAINABLE DEVELOPMENT

- 15.02-1 Energy and resource efficiency - *To encourage land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.*

#### CLAUSE 15.03 HERITAGE

- 15.03-1 Heritage conservation - *To ensure the conservation of places of heritage significance.*

#### CLAUSE 16.01 RESIDENTIAL DEVELOPMENT

- 16.01-1 Integrated housing - *To promote a housing market that meets community needs.*
- 16.01-2 Location of residential development - *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.*
- 16.01-3 Housing opportunity areas - *To identify areas that offer opportunities for more medium and high density housing near employment and transport in Metropolitan Melbourne.*
- 16.01-4 Housing diversity - *To provide for a range of housing types to meet increasingly diverse needs.*
- 16.01-5 Housing affordability - *To deliver more affordable housing closer to jobs, transport and services.*

#### CLAUSE 17.01 COMMERCIAL

- 17.01-1 Business - *To encourage development which meet the communities' needs for retail, entertainment, office and other commercial services and provides net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.*

#### CLAUSE 18.01 INTEGRATED TRANSPORT

- 18.01-1 Land use and transport planning - *To create a safe and sustainable transport system by integrating land-use and transport.*
- 18.01-2 Transport system - *To coordinate development of all transport modes to provide a comprehensive transport system.*
- 18.02-1 Sustainable personal transport - *To promote the use of sustainable personal transport.*
- 18.02-2 Cycling - *To integrate planning for cycling with land use and development planning and encourage alternative modes of travel.*
- 18.02-3 Principal Public Transport Network - *To facilitate greater use of public transport and promote increased development close to high-quality public transport routes in Metropolitan Melbourne.*
- 18.02-5 Car parking - *To ensure an adequate supply of car parking that is appropriately designed and located.*

#### CLAUSE 19.02 COMMUNITY INFRASTRUCTURE

- 19.02-3 Cultural facilities - *To develop a strong cultural environment and increase access to arts, recreation and other cultural facilities.*
- 19.02-4 Distribution of social and cultural infrastructure - *To provide fairer distribution of and access to social and cultural infrastructure.*

#### CLAUSE 19.03 DEVELOPMENT INFRASTRUCTURE

- 19.03-1 Development contribution plans - *To facilitate the timely provision of planned infrastructure to communities through the preparation and implementation of development contributions plans.*

## LOCAL POLICY CONTEXT

### GLEN EIRA COUNCIL AND COMMUNITY PLAN 2017-2021

The *Glen Eira Council and Community Plan 2017-2021* 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.

### LOCAL PLANNING POLICY FRAMEWORK – GLEN EIRA PLANNING SCHEME

The following objectives of the Local Planning Policy Framework are relevant to planning for the Elsternwick Activity Centre:

#### CLAUSE 21.04 HOUSING AND RESIDENTIAL DEVELOPMENT

- *To ensure a greater diversity of housing to meet future housing needs.*
- *To improve and protect the liveability, neighbourhood character and amenity of Glen Eira.*
- *To promote environmental, social and economic sustainability.*
- *To stimulate and improve the vitality of Glen Eira’s commercial centres.*
- *To improve access to housing for residents with special housing needs.*
- *To ensure integrated neighbourhood planning of Glen Eira’s suburbs.*

#### CLAUSE 21.06 BUSINESS

- *To maintain a mix of commercial centres that cater for the needs of the Glen Eira community.*
- *To enhance and further develop urban villages and neighbourhood centres as the focus for community life.*
- *To encourage competitive retail outlets in viable, lively and interesting strip shopping centres.*
- *To maintain pleasant and safe public environments in commercial centres in partnership with business.*
- *To encourage more local employment and attract more local spending in partnership with business.*

#### CLAUSE 21.09 PUBLIC USES/COMMUNITY FACILITIES

- *To ensure the designation of adequate land for existing and proposed public purposes.*
- *To ensure an equitable and accessible distribution of community facilities to meet community needs and to complement urban villages.*

#### CLAUSE 21.10 HERITAGE

- *Protect places identified as having architectural, cultural or historical significance.*

- *Ensure sympathetic redevelopment and renovation of areas and places identified as having architectural, cultural or historic significance in the municipality.*

#### CLAUSE 21.11 INFRASTRUCTURE

- *To maintain and improve Glen Eira's infrastructure including roads, streets, drains and essential services.*
- *To ensure that new development contributes appropriately particularly where it is likely to impact on the capacity of existing infrastructure.*

#### CLAUSE 21.12 TRANSPORT

- *To advocate and encourage the provision of a safe, convenient and efficient transportation network which meets the needs of Glen Eira's residents, businesses and through traffic.*
- *To encourage increased access and use of public transport.*
- *To minimise the adverse effects of vehicular traffic, especially in Glen Eira's residential areas.*
- *To ensure the adequate provision of car parking in appropriate locations to serve the needs of business and its customers.*

#### CLAUSE 21.13 OPEN SPACE

- *Implement the City of Glen Eira Open Space Strategy 8 April 2014.*
- *Encourage development that will result in improvements to Glen Eira's public open space network.*

#### CLAUSE 22.01 HERITAGE POLICY

- *To identify the City's heritage assets and to give effect to the recommendations of the Glen Eira Heritage Management Plan 1996, and the Addendum to the Glen Eira Heritage Management Plan 2014.*
- *To recognise and preserve the aesthetic and cultural characteristics of heritage places which are held in high esteem by the community of Glen Eira.*
- *To protect places identified as having architectural, cultural or historic significance and which demonstrate the various eras of Glen Eira's development.*
- *To ensure sympathetic development and renovation of places identified as having architectural, cultural or historic significance.*
- *To promote a better appreciation and wider understanding of the City's heritage.*

#### CLAUSE 22.05 URBAN VILLAGES POLICY

- *To create urban villages by co-locating work, leisure, community and residential uses and developments that complement each other.*

- *To encourage economic and employment generating development which is appropriate to the desired qualities and character of the area.*
- *To consolidate retail functions within existing strip shopping centres.*
- *To improve, where possible, community uses (elderly centres, library, etc) in a manner that respects proximity to retail hub, and the surrounding nature of development.*
- *To encourage increased densities within and around commercial/transport nodes which respects transition to the surrounding residential area.*
- *To ensure development respects the amenity of the surrounding area and provides a transition to surrounding residential uses.*
- *To promote residential and office use in upper levels of buildings within the retail hub.*
- *To protect and enhance the heritage, streetscape and pedestrian environment.*
- *To ensure future development is appropriate to the constraints of infrastructure and vehicular traffic movement (including parking).*
- *To create pleasant and safe public spaces.*
- *To encourage environmental sustainability and a reduction in green house gas emissions through the co-location of work, leisure, community and residential uses and developments.*

# CURRENT PLANNING CONTROLS - ZONES AND OVERLAYS

## EXISTING CONDITIONS PLAN

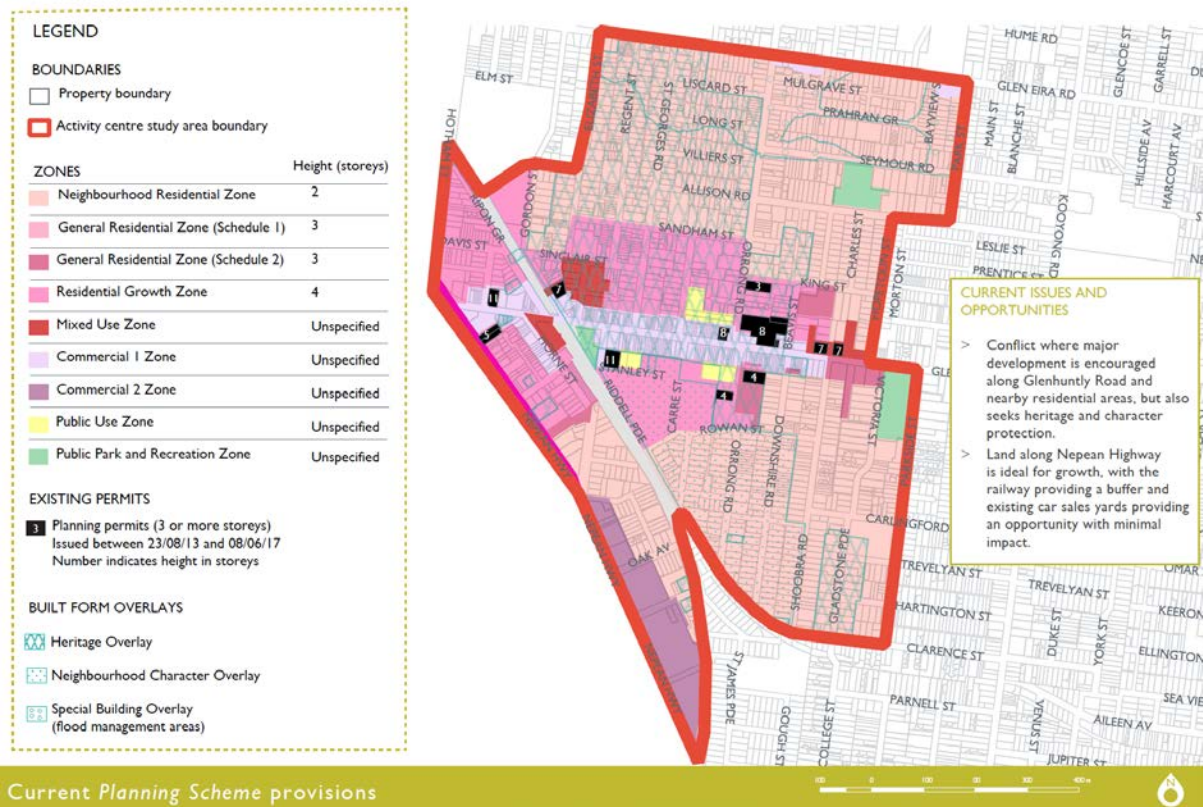


Figure 1 Summary of existing planning controls (excerpt from Draft Concept Plan)

## RESIDENTIAL ZONES

The Residential Growth Zone is applied in a generally radial fashion around the Elsternwick Train station. The application of this zone represents a radius of up to 600m (the barrier of Nepean Highway reduces the extent to the west). In some locations, the General Residential Zone Schedule 2 provides a buffer of generally one residential lot in depth to the surrounding Neighbourhood Residential Zone. The Mixed Use Zone is applied to a number of sites adjacent to the Commercial 1 Zone.

### Residential Growth Zone

The purpose of the Residential Growth Zone is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To provide housing at increased densities in buildings up to and including four storey buildings.
- To encourage a diversity of housing types in locations offering good access to services and transport including activity centres and town centres.

- To encourage a scale of development that provides a transition between areas of more intensive use and development and other residential areas.
- To ensure residential development achieves design objectives specified in a schedule to the zone.
- To allow educational, recreational, religious, community and a limited range of other nonresidential uses to serve local community needs in appropriate locations.

### **General Residential Zone**

The purpose of the General Residential Zone is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To encourage development that respects the neighbourhood character of the area.
- To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.
- To allow educational, recreational, religious, community and a limited range of other nonresidential uses to serve local community needs in appropriate locations.

### **Neighbourhood Residential Zone**

The purpose of the Neighbourhood Residential Zone is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To recognise areas of predominantly single and double storey residential development.
- To manage and ensure that development respects the identified neighbourhood character, heritage, environmental or landscape characteristics.
- To allow educational, recreational, religious, community and a limited range of other nonresidential uses to serve local community needs in appropriate locations.

### **Mixed Use Zone**

The purpose of the Mixed Use Zone is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To provide for a range of residential, commercial, industrial and other uses which complement the mixed-use function of the locality.
- To provide for housing at higher densities.

- To encourage development that responds to the existing or preferred neighbourhood character of the area. To facilitate the use, development and redevelopment of land in accordance with the objectives specified in a schedule to this zone.

#### IMPLEMENTATION OF THE REFORMED RESIDENTIAL ZONES 2014

Amendment C110 implemented the reformed residential zones into the Glen Eira Planning Scheme.

The methodology for implementing the reformed zones sought to reflect the existing policy framework in the Glen Eira Planning Scheme. This framework provides the overarching approach for residential development including the:

- Minimal Change Policy
- Housing Diversity Policy
- Urban Village Policy

This approach resulted in a zoning regime where the vast majority of residential land is zoned Neighbourhood Residential Zone. Approximately 80% of Glen Eira's residential land is zoned NRZ which is applied to areas identified for minimal change in the Glen Eira Planning Scheme (Clause 21.04). The 13% of land zoned GRZ tends to surround the municipality's activity centres primarily in Ormond, Glen Huntly, Caulfield and Bentleigh East. Land zoned GRZ is also located within public transport corridors along Glen Huntly Road and Balaclava Road. Land zoned RGZ was generally applied to areas within the three larger activity centres of Carnegie, Elsternwick and Bentleigh. RGZ and GRZ have generally been applied to land supported for housing diversity within Council's planning policy (Clause 21.04).<sup>2</sup>

Applying the zones to reflect policy principles has resulted in the radial zoning pattern currently apparent in Elsternwick. This results in outcomes that could be seen as 'zoning anomalies', such as:

- a number of north-south streets affected by multiple zones
- sites within a Heritage Overlay zoned Residential Growth Zone
- in some locations, a fairly narrow buffer of one residential lot between Residential Growth Zone and Neighbourhood Residential Zone

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<sup>2</sup> Southern Sub Residential Zones State of Play, Region State of Play, January 2016, Managing Residential Development Taskforce, Department of Environment, Land, Water and Planning



## COMMERCIAL AND PUBLIC ZONES

### **Commercial I Zone**

Commercial land along the Glen Huntly Road spine is zoned Commercial I Zone, with some instances of this zone extending beyond the main road interface. The purpose of the Commercial I Zone is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.
- To provide for residential uses at densities complementary to the role and scale of the commercial centre.

### **Public Use Zone**

The purpose of the Public Use Zone is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To recognise public land use for public utility and community services and facilities.
- To provide for associated uses that are consistent with the intent of the public land reservation or purpose.

Schedule 6 to the Public Use Zone relates to Local Government (council-owned land).

### **Public Park and Recreation Zone**

The purpose of the Public Park and Recreation Zone is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To recognise areas for public recreation and open space.
- To protect and conserve areas of significance where appropriate.
- To provide for commercial uses where appropriate.

## OVERLAYS

### **Heritage Overlay**

The purpose of the Heritage Overlay is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To conserve and enhance heritage places of natural or cultural significance.

- To conserve and enhance those elements which contribute to the significance of heritage places.
- To ensure that development does not adversely affect the significance of heritage places.
- To conserve specifically identified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.

A number of schedules to the Heritage Overlay apply within the Elsternwick Activity Centre. Schedule 72 is a precinct overlay that applies to the commercial area and the residential area predominantly to the north of Glenhuntly Road.

The following site specific schedules also apply:

- HO60 - Stanmere/ Elsternwick Club, 19 Sandham Street, Elsternwick
- HO61 - Presentation Convent, 28 Sandham Street, Elsternwick
- HO59 - “Glenmoore” I St Georges Road, Elsternwick
- HO81 - Former Elsternwick Fire Station 2-4 Selwyn Street, Elsternwick
- HO29 - Former Elsternwick Post Office, 296 - 298 Glen Huntly Road, 1A and 1B Riddell Parade, Elsternwick
- HO140 - 18 Stanley Street, Elsternwick
- HO107 - 216-218 Glen Huntly Road, Elsternwick
- HO108 - 220-222 Glen Huntly Road, Elsternwick
- HO109 - 224-226 Glen Huntly Road, Elsternwick
- HO138 - 12 Ripon Grove, Elsternwick
- HO58 - Former Elsternwick Tram Substation 6-8 Rusden Street, Elsternwick
- HO48 - 31 Nepean Highway, Elsternwick
- HO53 - Former Union Church, 84-86 Orrong Road, Elsternwick

### **Neighbourhood Character Overlay**

The purpose of the Neighbourhood Character Overlay is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To identify areas of existing or preferred neighbourhood character.
- To ensure that development respects the neighbourhood character.
- To prevent, where necessary, the removal of buildings and vegetation before the neighbourhood character features of the site and the new development have been evaluated.

Schedule 3 to the Neighbourhood Character overlay is applied to a large area south of Glenhuntly Road, east of the railway line, along with Schedule 4 of the Design and Development Overlay.

### **Design and Development Overlay**

The purpose of the Design and Development Overlay is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To identify areas which are affected by specific requirements relating to the design and built form of new development.

Schedule 4 to the Design and Development Overlay has been applied to a large area south of Glenhuntly Road, east of the railway line along with the Neighbourhood Character Overlay.

### **Special Building Overlay**

The purpose of the Special Building Overlay is:

- To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.
- To identify land in urban areas liable to inundation by overland flows from the urban drainage system as determined by, or in consultation with, the floodplain management authority.
- To ensure that development maintains the free passage and temporary storage of floodwaters, minimises flood damage, is compatible with the flood hazard and local drainage conditions and will not cause any significant rise in flood level or flow velocity.
- To protect water quality in accordance with the provisions of relevant State Environment Protection Policies, particularly in accordance with Clauses 33 and 35 of the State Environment Protection Policy (Waters of Victoria).

The Special Building Overlay applies to the northern part of the activity centre.

## **GLEN EIRA ACTIVITY CENTRE, HOUSING & LOCAL ECONOMY STRATEGY 2017**

The *Glen Eira Activity Centre, Housing and Local Economy Strategy 2017* provides a local policy link between the *Glen Eira Council and Community Plan 2017-2021* and *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 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.

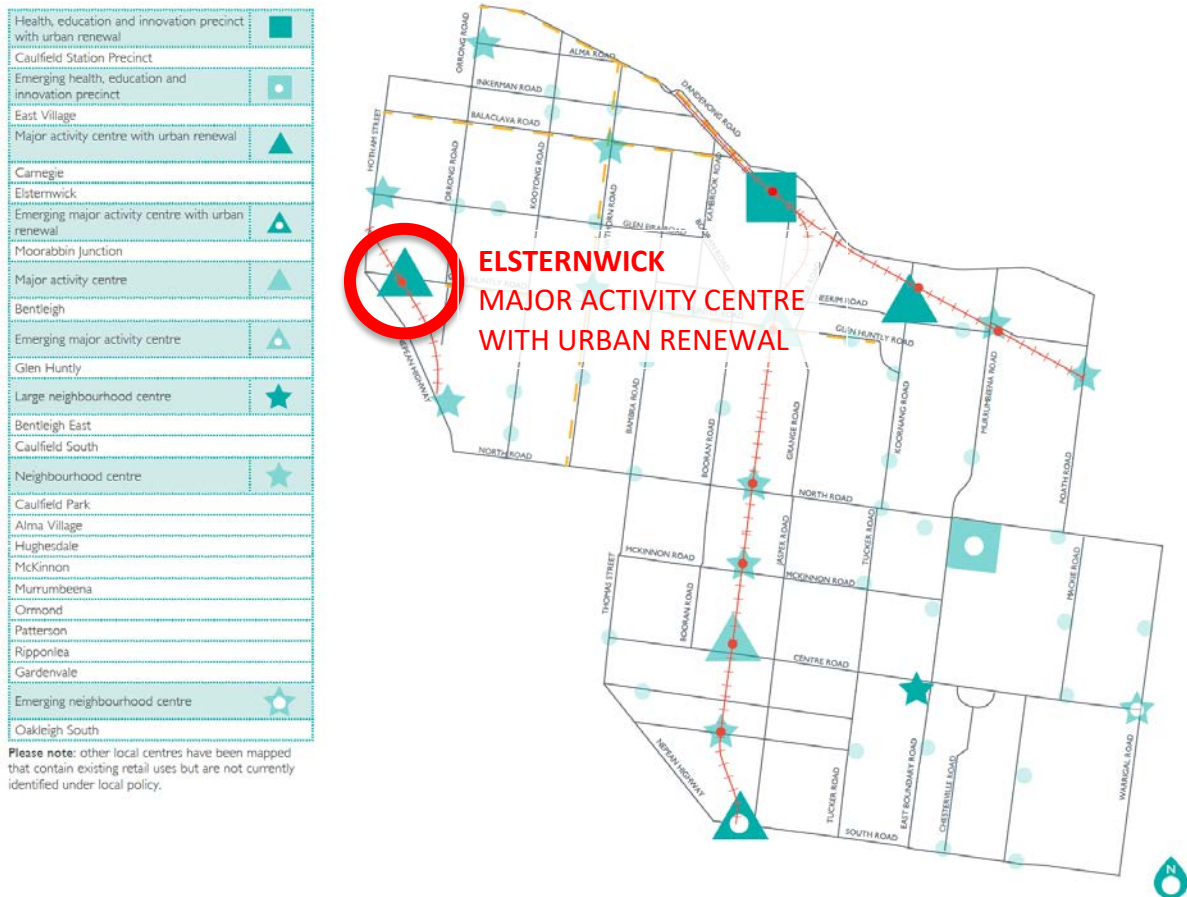


Figure 2 Glen Eira Activity Centre Framework Plan

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

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

## **EFFECTIVENESS OF EXISTING PLANNING FRAMEWORK**

The *Glen Eira Activity Centres Urban Context Report*, prepared by Planisphere, identified the following key issues that planning policies and controls should address in the Glen Eira context:

- Setting maximum building heights and setbacks from the street or adjoining sites
- Ensuring a transitional building form to adjoining residential or lower-scale interfaces
- Managing amenity issues at the interface with adjoining residential sites, including overlooking, overshadowing and visual bulk

- Activation of the lower building levels, as appropriate to a retail/commercial or residential streetscape
- Ensuring a high standard of overall design quality, with improved outcomes in terms of design detail, materials and articulation
- Improved design of basement carparking, including setting a minimum footprint to allow space for tree planting and design of the entrance so that it does not detract from the streetscape
- For higher scale mixed use buildings, clear expression of a podium base and tower form above
- In residential areas, ensuring adequate space is retained for garden areas and landscaping, including canopy trees; this is a particular issue in the General Residential Zoned areas
- Providing a diversity of housing types in new residential development, including accommodation for singles, larger household groups, the elderly and affordable housing.

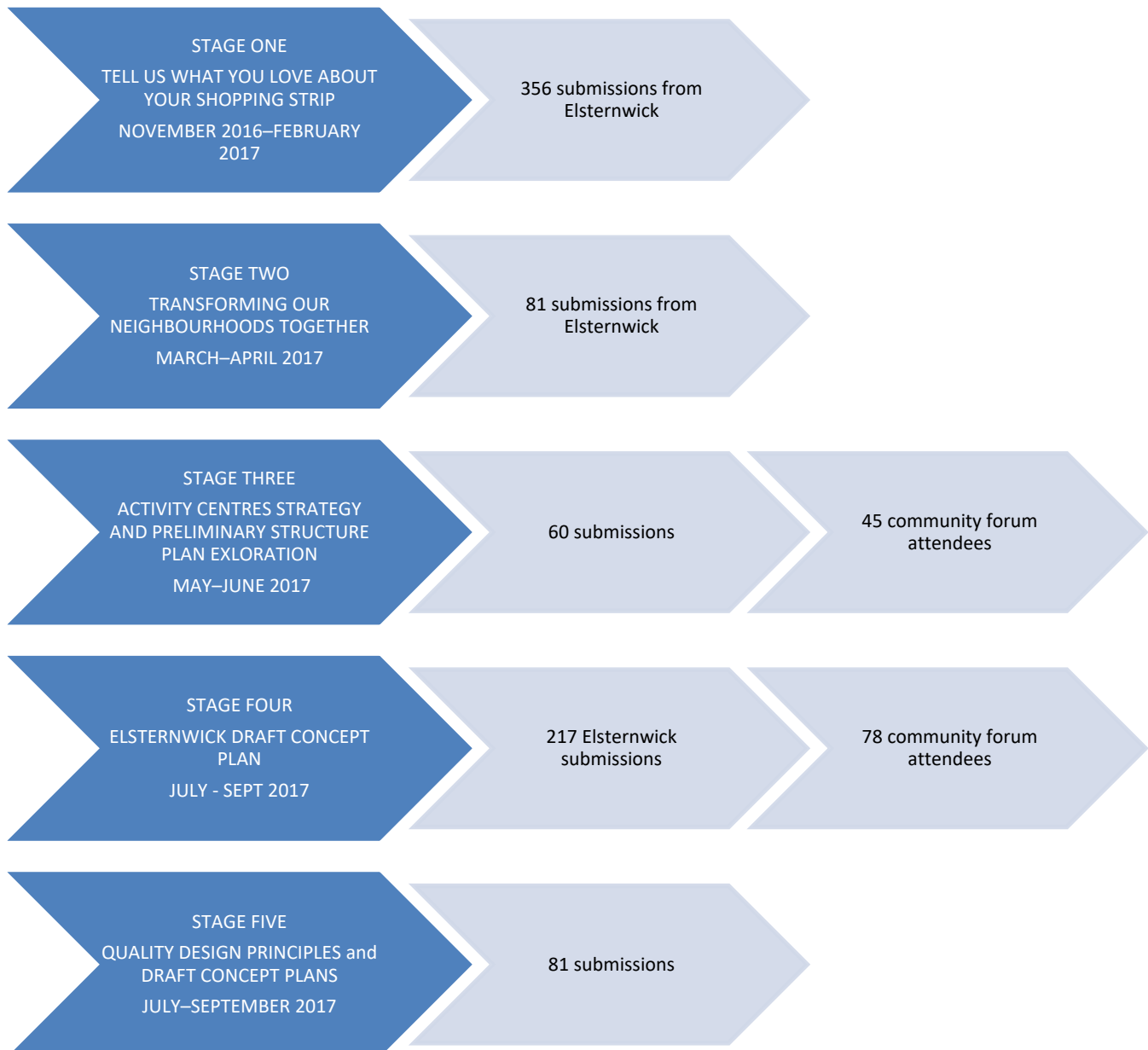
#### KEY ISSUES AND OPPORTUNITIES – POLICY CONTEXT

- State Planning Policy directs growth in Housing and Employment to areas that are well serviced for public transport and existing services.
- Elsternwick is designated as a Major Activity Centre in *Plan Melbourne* and a Major Activity Centre with Urban Renewal in the *Glen Eira Activity Centre, Housing and Local Economy Strategy 2017*
- Residential areas to the north and south of Glenhuntly Road have conflicting planning controls. The Residential Growth Zone encourages four storey apartment buildings, while the Heritage Overlay and Neighbourhood Character Overlay seek to preserve the existing low scale character.
- The Glen Huntly Road retail core has a distinct low-scale heritage character that is highly valued. However, current policy encourages development, with no height restrictions, which can result in contentious development outcomes.
- The Structure Planning process provides an opportunity to introduce a locally specific planning framework for Elsternwick, provided this supports the directions of the State Planning Policy Framework.
- There are opportunities to improve planning policies and controls to improve built form outcomes.

# COMMUNITY CONSULTATION

## PROCESS

Five stages of community consultation have been undertaken to inform the (draft) *Elsternwick Structure Plan*.



## **OVERVIEW OF COMMUNITY FEEDBACK - KEY THEMES**

The following feedback was received on the *Elsternwick Draft Concept Plan* during Stage Five of community consultation.

### **CONCEPT PLANS**

A mixed response was received regarding the concept plans as a whole. Some, particularly those responding online showed strong support, claiming the plans were well considered, provide a more uniform and appropriate scale and provide necessary and appropriate opportunities for growth. Others felt that there was enough development in Elsternwick already and heights should be reduced - particularly in the strategic sites and urban renewal area.

### **URBAN RENEWAL**

The most feedback received was in relation to the urban renewal area. While some respondents felt this area was the right location for growth, the majority of email submissions received were in strong opposition to the proposed heights of up to 12 storeys in this area. Most of these submissions came from residents within or adjacent to the urban renewal area who were concerned about overshadowing, traffic and privacy. Many felt that this area was being sacrificed to meet development targets and protect other areas and that the heritage in these streets including Alexandra Ave and Oak Ave needed to be protected.

### **CONSULTATION**

Some residents, particularly those in the urban renewal area, felt that the consultation period was not long enough and that Council should have provided more direct consultation with those most affected.

### **MORE GREEN/OPEN SPACE**

There was a strong call, particularly in online surveys for more open space to accommodate population growth. A linear park along the railway line (from Elsternwick to Gardenvale stations) and a significant sized park in the urban renewal area were identified as preferred locations.

### **TRAFFIC**

Traffic was considered to be an issue across the board and anticipated to get worse with an increase in population. Areas expected to contribute most significantly and require the most planning include the ABC (Selwyn Street) site, the urban renewal area and streets with proposed road closures. There was also some suggestion that traffic analysis should have been undertaken first.

### **PARKING**

Proposed concepts for parking were generally supported however there were mixed views about the best location with some calling for a spread of parking throughout the centre, including more



parking near the station. It was seen as important for any multi-level parking to be attractive and minimise impact on neighbours. Permit parking for residents was also seen as important.

## **HERITAGE**

Protecting heritage including those properties not currently heritage listed or in a heritage overlay was viewed as important as well as considering appropriate transitions away from heritage listed properties and heritage areas.

## **TRANSFORMATION PROJECTS**

Projects were well received and seen as a positive step in reinvigorating the centre. There was some suggestion that the library would be better placed in its current location rather than the entertainment precinct and that the plaza over the railway line may be more effective on the South side of Glen Huntly Road, however overall the proposals were well supported.

The following chapters include relevant community feedback as it pertains to the chapter topic.

## COMMUNITY PROFILE

The following community profile section provides analysis of 2011 and 2016 (where available) Census data as it applies to the suburb of Elsternwick (which extends beyond the activity centre) and includes the area of Gardenvale, east of Nepean Highway (see Figure 3). In Census data analysis, this area is referred to as Elsternwick-Gardenvale. However, for the remainder of this report it will be referred to as Elsternwick.

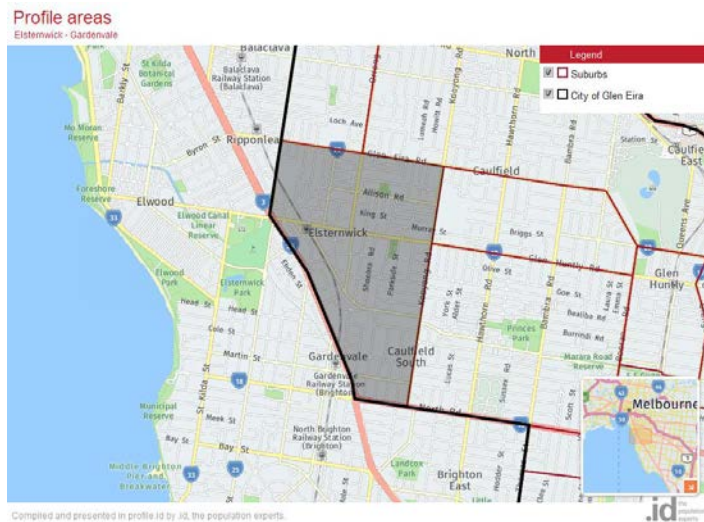


Figure 3 Elsternwick Community Profile Area

The following information considers current data, provides a comparison to 2011 Census data and a comparison to Glen Eira more broadly. In some cases, 2016 data is not yet available, in which case reference is made only to 2011. The following also identifies both 'dominant' and 'emerging' groups. Demographic data is analysed and presented by .id Consulting. Interactive demographic information is available at <http://profile.id.com.au/glen-eira>.

### AGE STRUCTURE

'Service age groups' divide the population into age categories that reflect typical life-stages. They indicate the level of need for services for people at different stages in life and how demand is changing. Analysis of the service age groups of Elsternwick in 2016 compared to City of Glen Eira shows that there was a similar proportion of people in the younger age groups (0 to 17 years) and a lower proportion of people in the older age groups (60+ years).

Overall, 21.6% of the population was aged between 0 and 17, and 19.6% were aged 60 years and over, compared with 21.6% and 20.1% respectively for City of Glen Eira.

The major differences between the age structure of Elsternwick and City of Glen Eira were:

- A larger percentage of 'Young workforce (25 to 34)' (17.6% compared to 15.6%)

- A smaller percentage of 'Tertiary education and independence (18 to 24)' (7.0% compared to 9.2%)

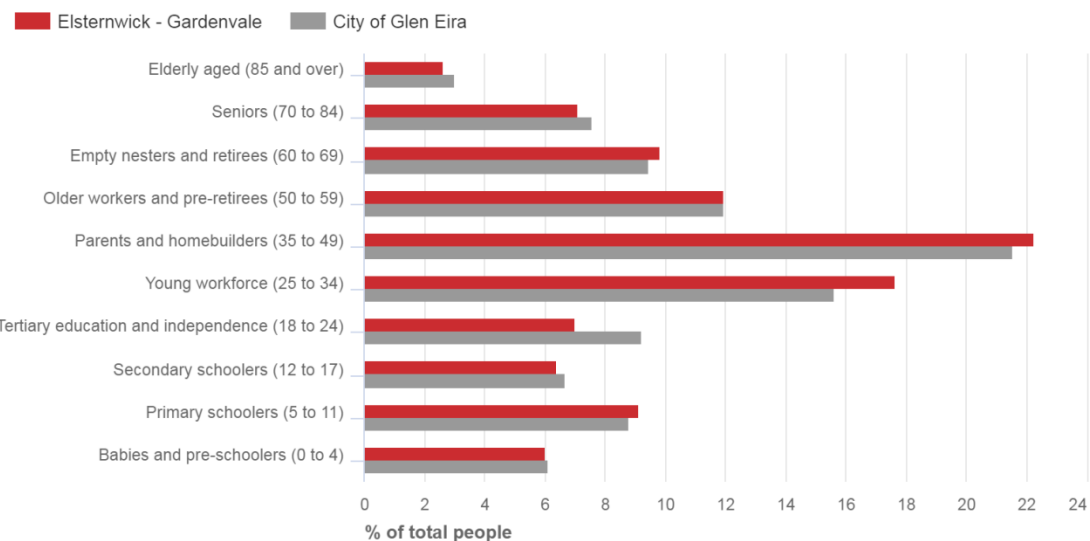
From 2011 to 2016, Elsternwick population increased by 582 people (5.4%). This represents an average annual population change of 1.06% per year over the period.

The largest changes in the age structure in this area between 2011 and 2016 were in the age groups:

- Young workforce (25 to 34) (+207 people)
- Primary schoolers (5 to 11) (+134 people)
- Empty nesters and retirees (60 to 69) (+116 people)
- Babies and pre-schoolers (0 to 4) (-112 people)

#### Age structure - service age groups, 2016

Total persons



Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Usual residence data). Compiled and presented in profile.id by .id, the population experts.

Figure 4 Age Structure

## HOUSEHOLD STRUCTURE

Household and family structure is one of the most important demographic indicators. It reveals an area's residential role and function, era of settlement and provides key insights into the level of demand for services and facilities as most are related to age and household types.

The 2016 ABS Census identified that the dominant household type in Glen Eira is couples with children, totalling 17,979 households and comprising about one-third of the total. The number of couples with children households increased by 19.2% across Glen Eira (over 2,200 households)

between 2006 and 2016, and the proportion increased from 31.7% to 34.9%. This was the most significant change to the household mix over this ten year period.<sup>3</sup>

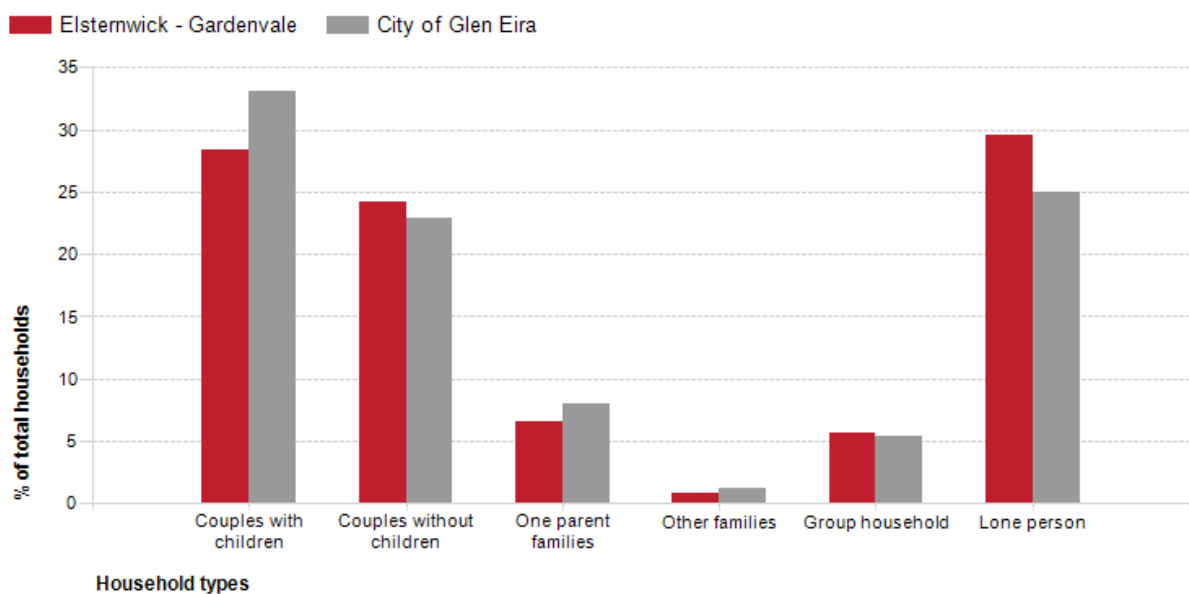
The dominant household type in Elsternwick is the lone person household at 29.5% (compared to 25% in the City of Glen Eira). Analysis of the household/family types in Elsternwick in 2016 compared to the City of Glen Eira shows that there was a lower proportion of couple families with child(ren) as well as a lower proportion of one-parent families. Overall, 28.4% of total families were couple families with child(ren), and 6.5% were one-parent families, compared with 33.0% and 7.9% respectively for the City of Glen Eira.

The number of households in Elsternwick increased by 116 between 2011 and 2016.

The largest changes in family/household types in Elsternwick between 2011 and 2016 were:

- Couples without children (+152 households)
- Couples with children (+80 households)

### Household type, 2016



Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Enumerated data)  
Compiled and presented in profile.id by .id, the population experts.

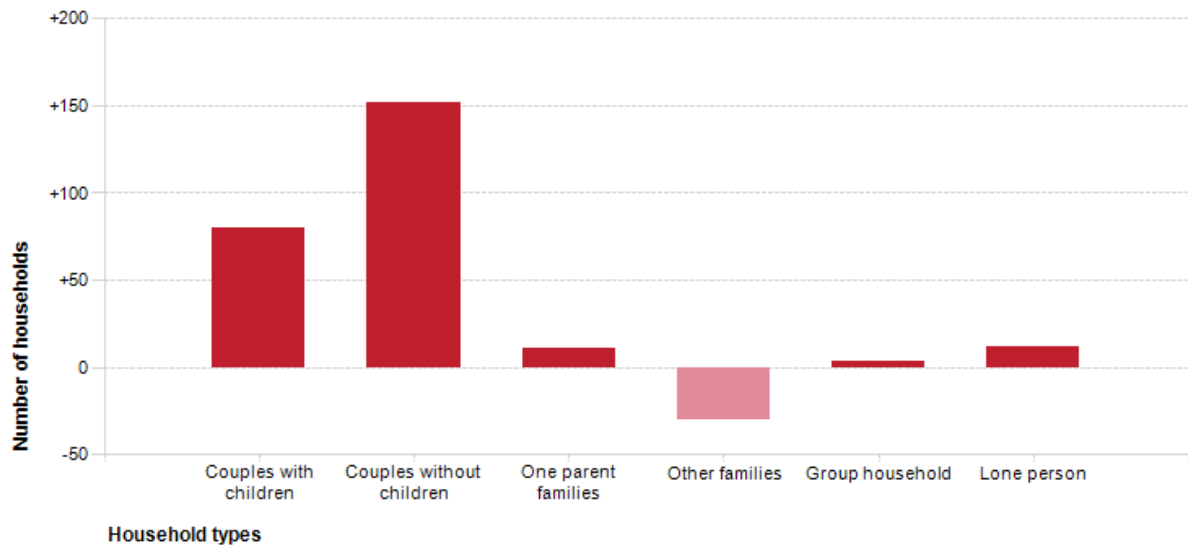


Figure 5 Household Type, Elsternwick

<sup>3</sup> Id housing report

## Change in household type, 2011 to 2016

Elsternwick - Gardenvale



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 and 2016 (Enumerated data)  
Compiled and presented in profile.id by .id, the population experts.



Figure 6 Change in Household Type, Elsternwick, 2011 to 2016

### HOUSEHOLD SIZE

Analysis of the number of persons usually resident in a household in Elsternwick compared with the City of Glen Eira shows that there were a higher proportion of lone person households, and a lower proportion of larger households (those with 4 persons or more). Overall there were 31.3% of lone person households, and 21.7% of larger households, compared with 26.2% and 26.2% respectively for the City of Glen Eira.

The major differences in the household size for Elsternwick and the City of Glen Eira were:

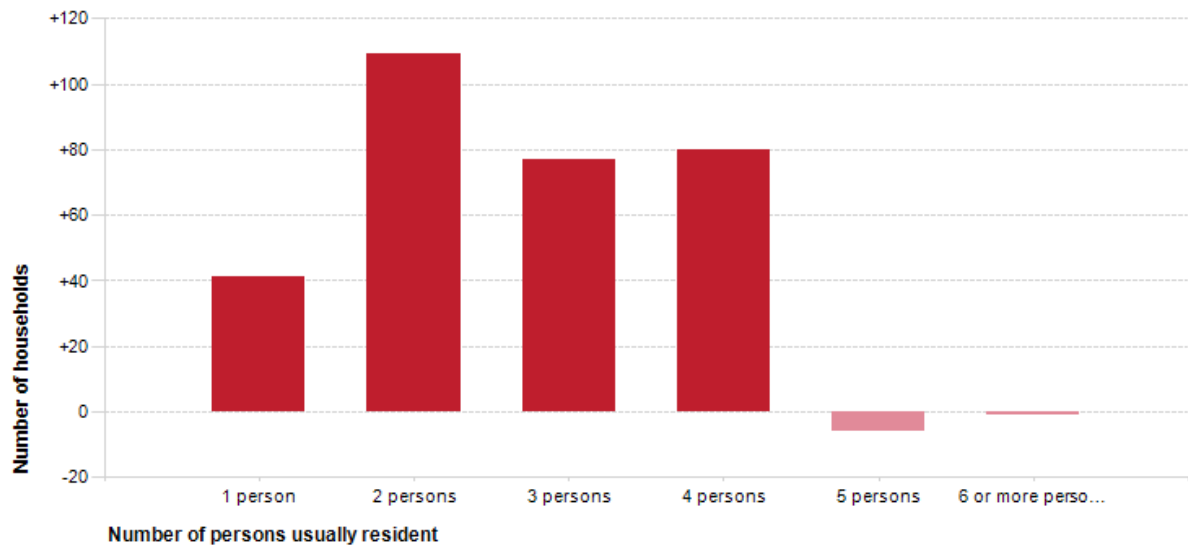
- A larger percentage of households with 1 person usually resident
- A larger percentage of households with 2 persons usually resident
- A smaller percentage of households with 3 persons usually resident
- A smaller percentage of households with 4 persons usually resident

The number of households in Elsternwick increased by 300 between 2011 and 2016. The largest changes in the number of persons usually resident in a household in Elsternwick between 2011 and 2016 were:

- 2 persons (+109 households)
- 4 persons (+80 households)
- 3 persons (+77 households)

## Change in household size, 2011 to 2016

Elsternwick - Gardenvale



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 and 2016 (Enumerated data)  
Compiled and presented in profile.id by .id, the population experts.



Figure 7 Change in household size, 2011 to 2016

## ETHNICITY AND RELIGION

### PLACE OF BIRTH AND ANCESTRY

'Country of Birth' data identifies where people were born and is indicative of the level of cultural diversity in Elsternwick. The mix of Country of Birth groups is also indicative of historical settlement patterns, as source countries for Australia's immigration program have varied significantly over time. Analysis of the country of birth of the population in Elsternwick in 2016 compared to the City of Glen Eira shows that there was a smaller proportion of people born overseas, as well as a smaller proportion of people from a non-English speaking background.

Overall, 26.9% of the population was born overseas, and 16.3% were from a non-English speaking background, compared with 36.0% and 27.5% respectively for the City of Glen Eira. The major differences between the countries of birth of the population in Elsternwick and the City of Glen Eira were:

- A larger percentage of people born in United Kingdom (4.6% compared to 3.3%)
- A smaller percentage of people born in China (1.5% compared to 5.1%)
- A smaller percentage of people born in India (1.8% compared to 4.4%)

Between 2011 and 2016, the number of people born overseas decreased by 136 or 4.4%, and the number of people from a non-English speaking background decreased by 254 or 12.5%.

The largest changes in birthplace countries of the population in this area between 2011 and 2016 were for those born in:

- Poland (-76 persons)
- China (+53 persons)

Ancestry defines the cultural association and ethnic background of an individual going back three generations. Ancestry is a good measure of the total size of cultural groups in Elsternwick regardless of where they were born or what language they speak. Analysis of the ancestry responses of the population in Elsternwick in 2016 shows that the top five ancestries nominated were:

- English (3,358 people or 29.7%)
- Australian (3,171 people or 28.1%)
- Irish (1,423 people or 12.6%)
- Scottish (1,000 people or 8.8%)
- Polish (624 people or 5.5%)

In combination these five ancestries account for 9,576 responses in total, or 84.73% of all responses. The major differences between the ancestries of the population in Elsternwick and the City of Glen Eira were:

- *A larger* percentage of people with English ancestry (29.7% compared to 23.8%)
- *A larger* percentage of people with Australian ancestry (28.1% compared to 23.5%)
- *A larger* percentage of people with Irish ancestry (12.6% compared to 9.4%)
- *A smaller* percentage of people with Chinese ancestry (3.7% compared to 8.7%)

The largest changes in the reported ancestries of the population in this area between 2011 and 2016 were:

- English (+546 persons)
- Irish (+234 persons)
- Australian (+169 persons)
- Scottish (+150 persons)

## **RELIGION**

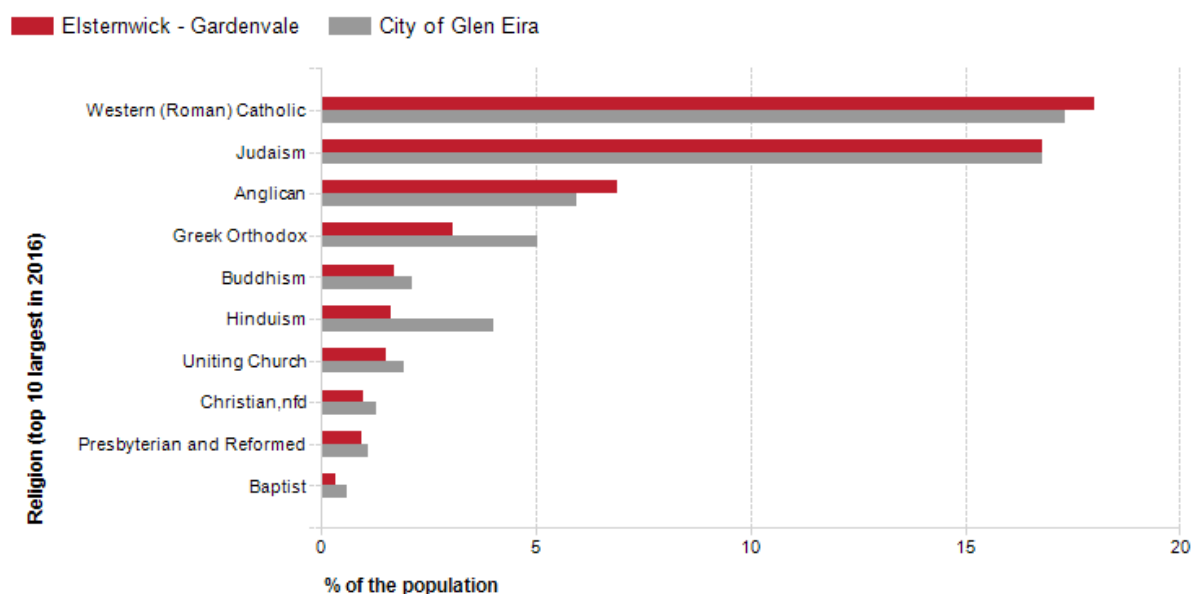
The predominant religious groups in Elsternwick in 2016, were Western (Roman) Catholic at 18% and Judaism at 16.8%. Analysis of the religious affiliation of the population of Elsternwick in 2016 compared to the City of Glen Eira shows that there was a lower proportion of people who professed a religion and a higher proportion who stated they had no religion. The major differences between the religious affiliation for the population of Elsternwick and the City of Glen Eira were:

- *A smaller* percentage who nominated Hinduism (1.6% compared to 4.0%)
- *A smaller* percentage who nominated Greek Orthodox (3.1% compared to 5.0%)

The largest changes in the religious affiliation of the population in Elsternwick between 2011 and 2016 were for those who nominated:

- Anglican (-231 persons)
- Uniting Church (-128 persons)
- Western (Roman) Catholic (-101 persons)

### Religion, 2016



Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Usual residence data)  
Compiled and presented in profile.id by .id, the population experts.



Figure 8 Religion

## EDUCATION

‘Educational Qualifications’ relate to education outside of primary and secondary school and are one of the most important indicators of socio-economic status. With other data sources, such as Employment Status, Income and Occupation, Elsternwick’s Educational Qualifications help to evaluate the economic opportunities and socio-economic status of the area and identify skill gaps in the labour market.

Analysis of the qualifications of the population in Elsternwick in 2011 compared to the City of Glen Eira shows that there was a higher proportion of people holding formal qualifications (Bachelor or higher degree; Advanced Diploma or Diploma; or Vocational qualifications), and a lower proportion of people with no formal qualifications.

Overall, 59.8% of the population aged 15 and over held educational qualifications, and 29.2% had no qualifications, compared with 56.2% and 34.1% respectively for the City of Glen Eira.

The major differences between qualifications held by the population of Elsternwick and the City of Glen Eira were:



- A larger percentage of persons with Bachelor or Higher degrees (42.3% compared to 35.7%)
- A smaller percentage of persons with No qualifications (29.2% compared to 34.1%)
- A smaller percentage of persons with Vocational qualifications (8.1% compared to 10.6%)

## **EMPLOYMENT**

### **LABOUR FORCE**

The size of Elsternwick's labour force in 2011 was 5,711, of which 1,867 were employed part-time and 3,554 were full time workers. Analysis of the employment status (as a percentage of the labour force) in Elsternwick in 2011 compared to the City of Glen Eira shows that there was a higher proportion in employment, and a lower proportion unemployed. Overall, 96.3% of the labour force was employed (63.0% of the population aged 15+), and 3.7% unemployed (2.4% of the population aged 15+), compared with 95.4% and 4.6% respectively for the City of Glen Eira.

The labour force participation rate refers to the proportion of the population aged 15 years and over that was employed or actively looking for work. Analysis of the labour force participation rate of the population in Elsternwick in 2011 shows that there was a higher proportion in the labour force (65.4%) compared with the City of Glen Eira (64.5%). Between 2006 and 2011, the number of people employed in Elsternwick showed an increase of 359, and the number unemployed remained stable as well. In the same period, the number of people in the labour force showed an increase of 359 or 6.7%.

### **INDUSTRIES**

An analysis of the jobs held by residents in Elsternwick in 2011 shows the three most popular industry sectors were:

- Professional, Scientific and Technical Services (907 people or 16.4%)
- Health Care and Social Assistance (647 people or 11.7%)
- Education and Training (567 people or 10.3%)

In combination, these three industries employed 2,121 people in total or 38.4% of the total employed resident population. In comparison, the City of Glen Eira employed 13.4% in Professional, Scientific and Technical Services; 12.0% in Health Care and Social Assistance; and 9.8% in Education and Training.

### **JOURNEY TO WORK**

Census data shows that a large number of Glen Eira residents travel outside of the municipality to work. In 2011, 45,790 (69.3%) of the City of Glen Eira's working residents travelled outside of the area to work. In Elsternwick, there were 1,326 people who caught public transport to work (train,

bus, tram or ferry), compared with 2,959 who drove in private vehicles (car – as driver, car – as passenger, motorbike, or truck).

Analysis of the method of travel to work of the residents in Elsternwick in 2011, compared to the City of Glen Eira, shows that 24.2% used public transport, while 54.0% used a private vehicle, compared with 20.3% and 59.9% respectively in the City of Glen Eira.

## **INCOME**

Households form the common 'economic unit' in our society. Elsternwick's Household Income is one of the most important indicators of socio-economic status. With other data sources, such as Qualifications and Occupation, it helps to reveal the economic opportunities and socio-economic status of Elsternwick. It is important to note that income data is not necessarily a measure of wealth.

For example, if an area has a large number of retirees this will produce a higher proportion of households with low income but the retirees may have large capital wealth. For this reason, household income should be viewed in conjunction with Age and Household Composition.

Analysis of household income levels in Elsternwick - in 2016 compared to the City of Glen Eira shows that there was a larger proportion of high income households (those earning \$2,500 per week or more) and a lower proportion of low income households (those earning less than \$650 per week).

Overall, 32.1% of the households earned a high income and 14.4% were low income households, compared with 29.2% and 16.0% respectively for the City of Glen Eira.

The major differences between the household incomes of Elsternwick and the City of Glen Eira were:

- A larger percentage of households who earned \$6,000 - \$7,999 per week (4.4% compared to 2.7%)
- A larger percentage of households who earned \$3,500 - \$3,999 per week (6.4% compared to 5.3%)

## **POPULATION PROJECTIONS**

Glen Eira is forecast to grow by 22,000 people, 9,000 dwellings and 9,500 jobs over the next 15 years. Elsternwick increased its population by 637 people between the 2011 and 2016 periods from 10,720 to 11,357 people and is forecast to increase its population to 13,866 by 2031.

#### KEY ISSUES AND OPPORTUNITIES – COMMUNITY PROFILE

- Elsternwick has a higher level of professional workers than Glen Eira more broadly, and a relatively high number of high income households.
- The dominant household type in Elsternwick is the lone person household.
- Elsternwick has a large proportion of 'Young workforce' (25 to 34), compared to the City of Glen Eira more broadly.

## HOUSING

### CURRENT DWELLING STOCK

In 2016, there were 54,751 occupied private dwellings in Glen Eira. Almost half (49.9%) of these were separate houses. When the data is considered by number of bedrooms, separate houses with three bedrooms are the most common (22.5%), followed by medium and high density dwellings with two bedrooms (21.9%) and separate houses with four or more dwellings (18.8%). In the Elsternwick context, these figures show that in 2016, there were 2,045 separate houses in the area, 2,554 medium density dwellings, and 520 high density dwellings. 39.5% of all dwellings were separate houses; 49.4% were medium density dwellings, and 10.0% were in high density dwellings, compared with 49.3%, 43.4%, and 6.6% in the the City of Glen Eira respectively.

The major differences between the number of bedrooms per dwelling of Elsternwick and the City of Glen Eira were:

- A larger percentage of 2 bedroom dwellings (32.9% compared to 28.3%)
- A larger percentage of dwellings with 1 or no bedrooms (includes bedsitters) (13.0% compared to 8.9%)
- A smaller percentage of 3 bedroom dwellings (29.4% compared to 35.1%)
- A smaller percentage of 4 bedroom dwellings (14.0% compared to 17.3%)

In 2017, Council commissioned a study to analyse housing trends in the City of Glen Eira. The *City of Glen Eira Analysis of housing consumption and opportunities* was completed in May 2017 and updated in October 2017 to reflect 2016 Census data. This study provides municipal wide data and analysis which informed the *Glen Eira Activity Centre, Local Economy and Housing Strategy 2017*.

### HOUSING DEMAND AND SUPPLY

Through the Structure Planning process, Council officers have undertaken a subsequent analysis of how alternative planning outcomes may impact the delivery of the required levels of new housing in the City of Glen Eira.<sup>4</sup> This preliminary analysis assesses:

- Expected housing targets.
- Housing Opportunity outcomes based on current planning policy.
- Housing Opportunity outcomes based on a range of alternative planning policy scenarios, including implementation of new Structure Plan and Quality Design Guideline recommendations.

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<sup>4</sup> Planning Strategy Impacts on Housing Opportunity, Glen Eira City Council

- An assessment of how each scenario ‘stacks up’ to deliver on expected housing targets.

## HOUSING TARGETS

When creating strategies for the future, Council must demonstrate that its plans will deliver on housing targets set by the State Government. To inform current strategic work, Council officers have calculated Glen Eira’s likely *Plan Melbourne* housing targets based on the current distribution of growth across our region (see Table 1).<sup>5</sup> It is assumed that regions will need to meet *Plan Melbourne*’s aspirational Scenario 2 target (125,000 additional dwellings for Inner South East).

We conservatively estimate that Glen Eira will need to deliver approximately

- Approximately 9000 additional dwellings by 2031 based on confirmed projections identified within Plan Melbourne (Victoria in Future – VIF Projection).
- Approximately 25,000 to 28,000 additional dwellings by 2051 (however this could be as high as 33,000 depending on how the share is calculated) based on Plan Melbourne’s aspirational targets.

	Bayside	Boroondara	Glen Eira	Stonnington	Total
<b>VIF 2016 PROJECTIONS TO 2031 (CONFIRMED)</b>					
Current No. Households in 2016	40056	68541	59754	51240	219591
Projected No. Households by 2031	47892	79561	68747	63149	259349
Distribution (%)	18.47%	30.68%	26.51%	24.35%	100.00%
Increase over the 15 year period	7836	11020	<b>8993</b>	11909	39758
Distribution (%)	19.71%	27.72%	22.62%	29.95%	100.00%
<b>PLAN MELBOURNE 2051 HOUSING TARGETS (SCENARIOS)</b>					
<b>Based on distribution % of ‘Projected No. Households by 2031’</b>					
110,000 households target	20313	33745	29158	26784	110000
125,000 households target	23083	38346	33134	30436	125000
<b>Based on distribution % of ‘Increase over the 15 year period’</b>					
110,000 households target	21680	30489	<b>24881</b>	32949	110000
125,000 households target	24637	34647	<b>28274</b>	37442	125000

Table 1 Scenarios for accommodating housing for 'Inner South East Region'

## HOUSING OPPORTUNITY

*Housing opportunity* has been assessed, rather than *housing capacity*. Housing opportunity assesses housing supply in a way that is linked to location attractiveness and likely development uptake. It attempts to quantify how land will be developed in a realistic way for the medium-term.

Housing Opportunity differs from Housing Capacity in that:

- Not all land is likely to be developed (for example, existing strata titled units or land that has recently been developed are examples of land that is unlikely to be developed);
- Not all land will be developed to its maximum capacity;

<sup>5</sup> For the full analysis and methodology refer to *Planning Strategy Impacts on Housing Opportunity (Glen Eira City Council)*

- Some areas will experience higher levels of development based on their relative attractiveness, which affects market demand (development uptake is not exclusively linked to the spatial distribution of land or zoning – i.e. just because something is zoned for a specific residential purpose doesn't mean people will build/purchase new housing there: development trends respond to pent up market demand).

Council's analysis considers scenarios to test alternative planning policy scenarios and their impact on housing opportunity.

Scenario	Description
<b>THE BASE CASE</b> (No Change to Current Policy)	This analysis identifies current housing opportunity based on existing planning scheme controls (no change). This analysis seeks to generally recreate and match the ID report forecast, and is used as a base case for comparing the following 3 scenarios for implementing policy changes.
<b>SCENARIO 1</b> (Restricting GRZ and CIZ Areas)	Implementing key Quality Design Guideline recommendations to restrict development across all centres for General Residential Zoned ('Garden Townhouse' and 'Townhouse & Apartment Mix'), and all Commercial I Zoned land (new 'Shoptop' variations). No other changes.
<b>SCENARIO 2</b> (Structure Plan Implementation)	Only implementing the revised Structure Plans for Bentleigh, Carnegie, Elsternwick and East Village.
<b>SCENARIO 3</b> (Combination)	An integrated approach implementing both Scenarios 1 and 2.

Table 2 Planning strategy scenarios investigated

#### THE BASE CASE (NO CHANGE TO CURRENT POLICY)

The base case identifies current housing opportunity based on existing planning scheme controls and zoning distribution. This provides a fair base case for comparing the subsequent 3 scenarios.

The base case identifies a foreseeable opportunity for **26,198 additional dwellings across Glen Eira**, which is within the low range of Council's expected housing targets. In the Elsternwick context, this scenario indicates a housing opportunity of 3119 dwellings.

#### SCENARIO 1 (RESTRICTING GRZ AND CIZ AREAS)

Scenario 1 investigates implementation of key *Quality Design Guideline* recommendations to restrict development across all centres for the General Residential Zone and Commercial I Zone. The key variations are noted as follows:

- All General Residential Zoned Land rezoned to achieve a 'Garden Townhouse' on local streets and 'Townhouse and Apartment Mix' on main roads.

- All Commercial I Zoned land rezoned to achieve variations of the 'Shoptop (Heritage Character)' or the 'Shoptop (Standard)'.

Scenario 1 identifies a foreseeable opportunity for **22,315 additional dwellings**. This output is **3883 less than the base case** and does not meet Council's expected housing target range. In the Elsternwick context, this scenario suggests a housing opportunity of 2884 dwellings.

#### SCENARIO 2 (STRUCTURE PLAN IMPLEMENTATION)

Scenario 2 investigates the alternative housing opportunity scenarios when implementing four key strategic projects:

- Bentleigh Structure Plan
- Carnegie Structure Plan
- Elsternwick Structure Plan
- East Village Structure Plan

Scenario 2 identifies a foreseeable opportunity for **29,359 additional dwellings**. This output is **3,161 more than the base case** and exceeds Council's expected housing target range. In Elsternwick, this scenario indicates a housing opportunity of 3660.

#### SCENARIO 3 (COMBINATION)

Scenario 3 implements both Scenarios 1 and 2, including:

- Alternative structure plan projections for Bentleigh, Carnegie, East Village and Elsternwick Activity Centre Study Areas (Scenario 2); and
- Alternative zone recommendations across the remaining centres for the General Residential Zone and Commercial I Zone (Scenario 1).

Scenario 3 identifies a foreseeable opportunity for **26,529 additional dwellings**. This output is 111 dwellings more than the base case (generally aligned) and meets the expected housing target range. In Elsternwick, this scenario suggests a housing opportunity of 3660.

The following key conclusions of Council's housing opportunity analysis are:

- The city should meet expected housing targets with no changes to current policy and zone distributions (**Base Case**). However, community concern around inappropriate built form outcomes is likely to continue. The base case identifies a foreseeable opportunity for 26,198 additional dwellings, which is within the low range of Council's expected housing targets.
- If Council seeks to introduce further restrictions in key zones of contention (**Scenario 1**), it is unlikely that Glen Eira will meet expected housing targets. Scenario 1 identifies a foreseeable opportunity for 22,315 additional dwellings. This output is 3883 less than the base case and does not meet Council's expected housing target range.

- Implementing structure plans with identified urban renewal and growth areas should ensure that Council meets and exceeds expected housing targets (**Scenario 2**). Scenario 2 identifies a foreseeable opportunity for 29,359 additional dwellings. This output is 3,161 more than the base case and exceeds Council's expected housing target range.
- Noting that Glen Eira's high proportion of restrictive Neighbourhood Residential Zoning has received heavy industry criticism, and that this will become a large matter of contention in any future planning scheme amendment proposing restrictions to development in activity centres, it is vital to ensure that any proposed policy changes do not reduce housing opportunity as a whole across the city. The Scenario 3 approach demonstrates a way to achieve '**no reduction**' – a strategy that encourages growth in suitable locations that will compensate for other areas of further restriction in a way that continues to meet the expected housing target under Plan Melbourne.

Scenario	Description	Housing Opportunity - Glen Eira	Housing Opportunity - Elsternwick
<b>Base Case</b>	Housing opportunity based on current zone distribution, policy and controls.	26198	3119
<b>Scenario 1</b>	Introducing restrictive modifications to General Residential Zone and Commercial Zone areas city-wide (based on Quality Design Guideline Recommendations).	22315	2884
<b>Scenario 2</b>	Implementing Structure Plan recommendations for Bentleigh, Carnegie, Elsternwick and East Village.	29359	3660
<b>Scenario 3</b>	The full package, implementing Scenario 1 and 2.	26529	3660

**Table 3 Summary of Housing Opportunity Analysis**



#### KEY ISSUES AND OPPORTUNITIES – HOUSING

- In Elsternwick in 2016, 39.5% of all dwellings were separate houses; 49.4% were medium density dwellings, and 10.0% were in high density dwellings.
- Elsternwick has a relatively high proportion of 1-2 bedroom dwellings, compared to Glen Eira more broadly.
- It is estimated that Glen Eira will need to deliver an additional 9000 dwellings by 2031; and as many as approximately 25,000-28,000 by 2051. Analysis shows that the draft structure plans for Bentleigh, Carnegie and Elsternwick will contribute to the delivery of new housing to meet this demand.

## LOCAL ECONOMY

Council commissioned the *Glen Eira Economic Analysis and Forecasting Study 2017* which provided an assessment of the municipality's activity centres in December 2016 for the purpose of establishing a foundation for the hierarchy of centres, that would support a vibrant, dynamic and sustainable vision for the future of Glen Eira.

The key tasks undertaken were:

- A review of relevant land use policies, residents' demographic and socio economic characteristics, and retail industry trends that together influence the role and function of Glen Eira's activity centres.
- Surveying residents' shopping behaviour, activity centres' business and land use mix, and the catchment area of Glen Eira's three major activity centres.
- Forecasting future supportable retail floorspace within Glen Eira.
- Preparing individual assessments for all major activity centres and neighbourhood centres.
- Assessing the viability of Glen Eira's Commercial 2 and Industrial zoned precincts to support ongoing employment and commercial activity.
- Identifying economic development initiatives that may be undertaken by Council to support the performance and viability of Glen Eira's activity centres.

This assessment informed the development of the *Glen Eira Activity Centre, Housing and Local Economy Strategy*, which was adopted by Council in July 2017. The individual assessment of the Elsternwick Activity Centre provides an input into the draft Structure Plan.

## RETAIL MIX

Food retailing within the Elsternwick Activity Centre is limited to a small, older format, Coles supermarket of 2,300 m<sup>2</sup> which is proposed for redevelopment as part of a mixed-use development. This supermarket is understood to be one of Coles strongest performing stores based upon per square metre sales, although this will partly be due to its relatively small size.

Specialty food retailing within Elsternwick comprises six bakeries, two butchers, two greengrocers and a delicatessen. With only two butchers and two greengrocers, Elsternwick's fresh produce offering is considerably less than Glen Eira's other urban villages with Bentleigh offering nine such retailers and Carnegie, eight. Despite being considerably smaller, nearby Ripponlea Village has five fresh produce retailers, catering for Elsternwick's large Jewish population.

Elsternwick has a strong concentration of fashion retailers with 28 businesses across clothing, footwear and jewellery retailing. Together, this represents around 30% of all fashion retailers within Glen Eira. This is complemented by a number of other specialty retailers including three toy shops

and three homewares retailers. An Officeworks store, together with a range of business services including six major banks and a post office, are also key attractions for visitors.

Elsternwick has therefore maintained its role as Glen Eira's principal location for fashion retailing, in terms of the number of retailers. This suggests that, to some extent, it may be catering for local and/or niche markets that enables it to some extent withstand competition from larger regional centres and online retailers.

The number of cafes and restaurants within Elsternwick has grown significantly from 35 businesses in 2009 to 62 businesses currently. This represents an increase of 27 businesses or 77%. Cafes restaurants and takeaway food businesses now account for 41% of the 162 shop fronts in Elsternwick.

## VACANCY RATES

At the time of the assessment, Elsternwick had a vacancy rate at of 7% (257 properties). This is relatively high when compared to other centres in Glen Eira. <sup>6</sup>

## LOCAL SHOPPING

The preparation of the *Glen Eira Economic Analysis and Forecasting Study 2017* included telephone surveys of Glen Eira residents to identify their current shopping behaviour. A representative survey of 402 residents was conducted during February 2017.<sup>7</sup>

Overall, 73% of survey respondents nominated centres within Glen Eira as being their main location for fresh food and grocery shopping. Nearby centres such as The Links (Oakleigh South), Moorabbin Activity Centre, Brighton, Carlisle Street Balaclava, Glenferrie Road Malvern, and Chadstone and Southland shopping centres were nominated by a further 18% of respondents. As result, 90% of Glen Eira residents shop at centres within or immediately adjacent to, Glen Eira. This pattern is also reflected in the reasons for shopping at these centres, with the location of centres relative to where respondents live being a key factor.

Elsternwick Activity Centre was nominated by 11% of respondents as being their main centre for fresh food and grocery shopping. This relative low number may reflect its location on the western boundary of the municipality.

Taking locational differences into account, it would be reasonable to assume that Bentleigh and Carnegie are the two most popular locations for fresh food and grocery shopping, followed by

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<sup>6</sup> Glen Eira Economic Analysis and Forecasting Study 2017 (Blair Warman Economics)

<sup>7</sup> Glen Eira Economic Analysis and Forecasting Study 2017 (Blair Warman Economics)

Elsternwick. This is most likely a reflection of the range of food and grocery shopping options within each centre.

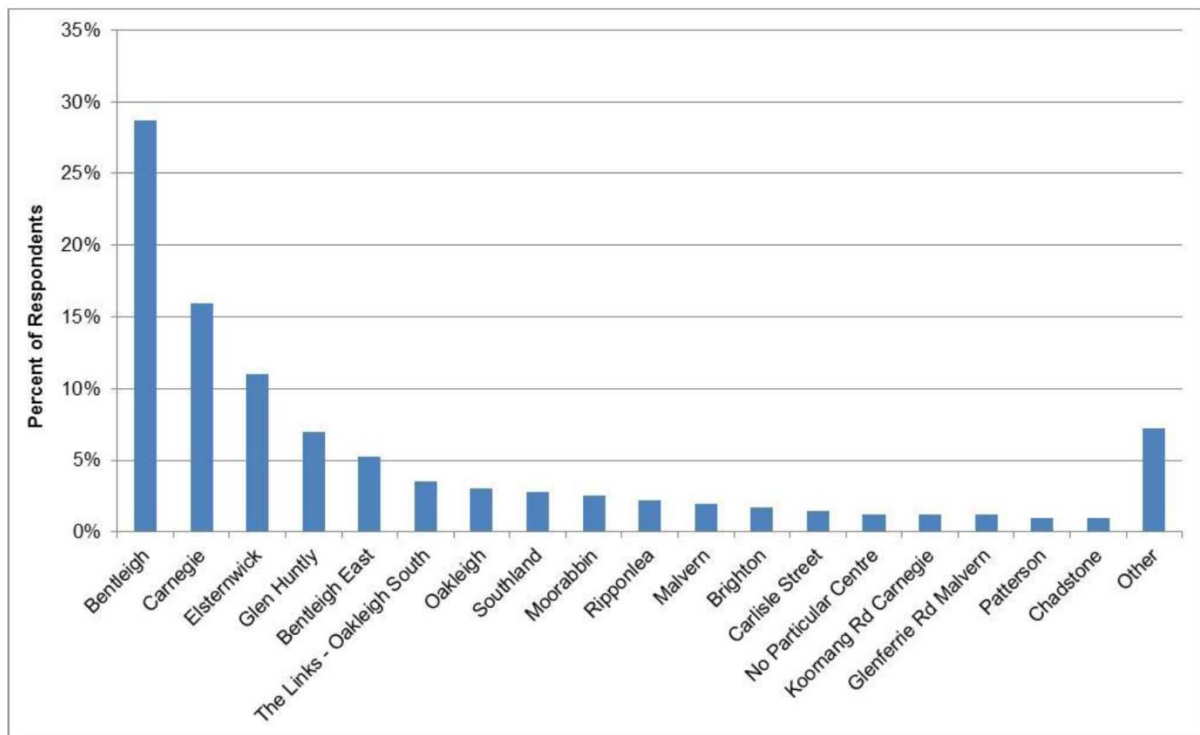


Figure 9 Main shopping area for fresh food and groceries

Discretionary spending, shopping for clothes, gifts, homewares and other non-food items, is not surprisingly undertaken outside of local centres such as Elsternwick. Chadstone and Southland shopping centres are the most popular ‘main’ shopping locations for fashion, gifts and homewares, together accounting for around 65% of survey respondents. Elsternwick was nominated by only 3% of survey respondents. Given the significant number of fashion stores within Elsternwick, this low percentage may however reflect its location on the boundary of Glen Eira. Nevertheless, Elsternwick faces very strong competition from the two regional shopping centres.

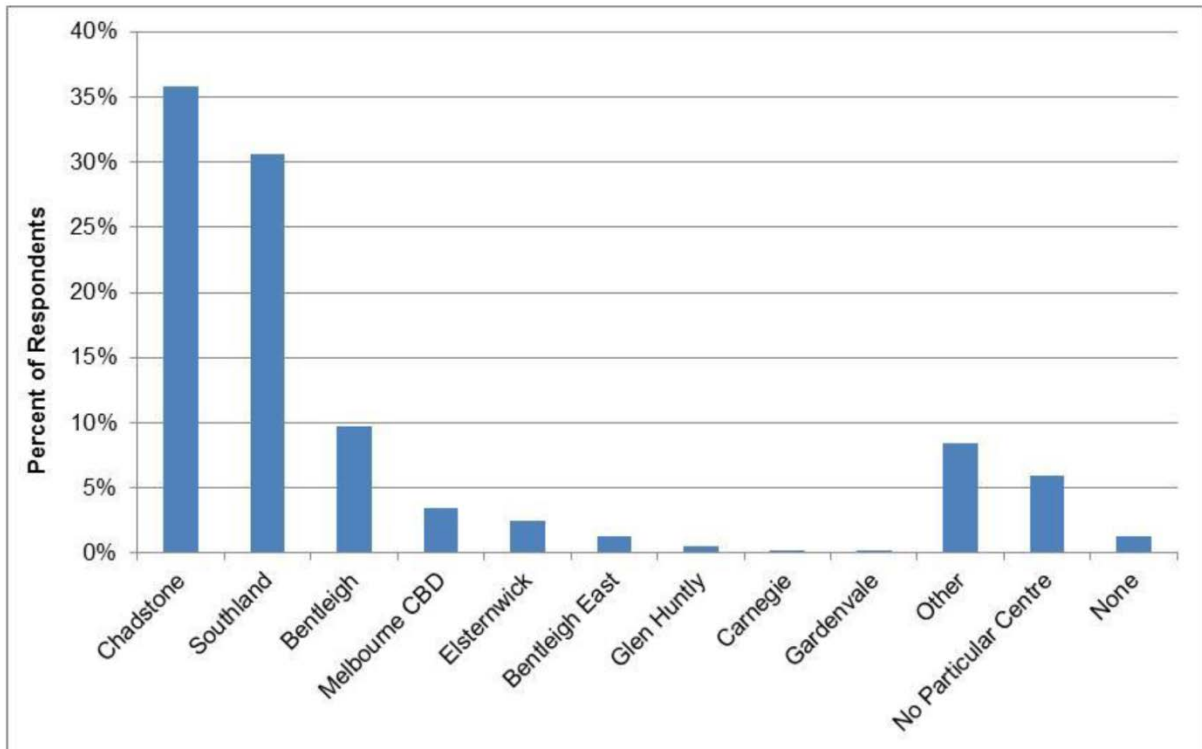


Figure 10 Main shopping area for fashion, gifts and homewares

### SERVICE INDUSTRIES (PERSONAL, BUSINESS, MEDICAL)

The main locations used by Glen Eira residents for personal and business services are the three major activity centres (Bentleigh, Carnegie and Elsternwick) together with Bentleigh East, which together accounted for 50% of the centres nominated by survey respondents.

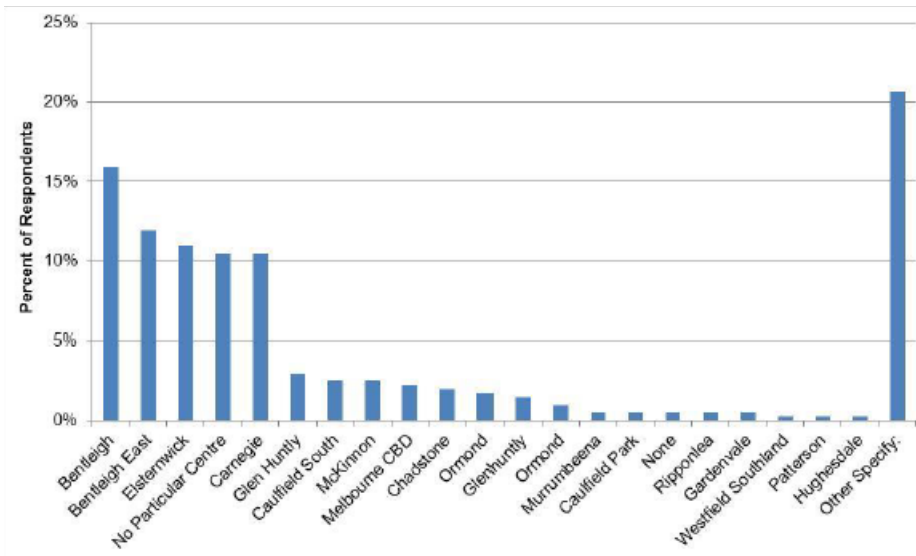


Figure 11 Main location for services (personal, business, medical, etc)

### VISITORS TO ELSTERNWICK (TRADE AREA)

The research for the *Glen Eira Economic Analysis and Forecasting Study 2017* included surveying vehicles within each centre to gain an indication of the trade area for centres. Vehicle number plate

details were recorded, and registration postcode obtained from Vicroads at an aggregated postcode level. An indication of the extent of Elsternwick’s trade area may be obtained from these car park surveys which indicate that 44% of visitors live within the 3162 or 3185 postcodes which are bounded by Nepean Highway, North Road, Booran Road and Glen Eira Road. Residents of Elwood, Caulfield and St Kilda East account for a further 21% of visitors. Therefore around 65% of car-based visits are by visitors from within around 2.5 km of the centre. This pattern is generally consistent with the location of full line supermarkets, which represent a key source of competition for Elsternwick with respect to weekly food and grocery shopping.

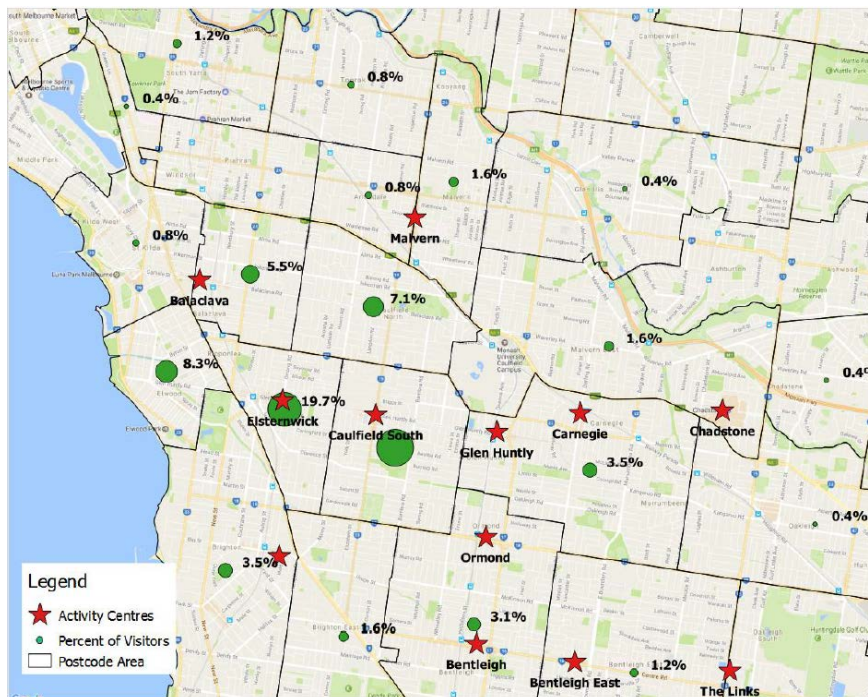


Figure 12 Elsternwick Trade Area

## ECONOMIC DEVELOPMENT OPPORTUNITIES

The *Glen Eira Economic Analysis and Forecasting Study 2017* makes the following recommendations regarding economic development priorities, for activity centres across Glen Eira:

- Ensuring that the remaining level crossing removal works deliver maximum benefit to each activity centre where works are taking place.
- Investigating options for better engagement with retailers including digital engagement, additional retail trader groups and coordinating the sector with quarterly retail forums.
- Building trust by ensuring that maintenance and cleaning issues documented in the report are followed through.
- Active engagement in Policy development such as the Community Plan to ensure the role of retail activity centres is reflected.

- Encouraging the development of more employment in the Municipality by development of employment nodes including co-working spaces.
- Working with Statutory Planning to ensure development projects in and around retail centres do not constitute an ongoing blight on the centre.
- Developing a program of monitoring including retail vacancy measurement that enables early detection of deteriorating trading conditions.

#### KEY ISSUES AND OPPORTUNITIES – LOCAL ECONOMY AND EMPLOYMENT

- Elsternwick has plays a significant role in local fashion retailing, but faces competition from regional shopping centres.
- Elsternwick has a high commercial vacancy rate, relative to Glen Eira’s other major activity centres.

## URBAN DESIGN AND BUILT ENVIRONMENT

### BUILT ENVIRONMENT OVERVIEW

The *Glen Eira Activity Centres Urban Context Report*, prepared by Planisphere, identified the following key characteristics of Glen Eira's major activity centres:

- Well-established centres based around a train or tram corridor or major arterial road. Some centres have historic buildings protected through the Heritage Overlay.
- A mix of activity, including a core retail area developed around a main strip shopping street, surrounding mixed use activity and adjoining residential neighbourhoods.
- Larger format retail, such as supermarkets or 'big box'/bulky goods retail interspersed through the retail area, often to the rear of the shopping strip.
- Higher scale apartment buildings up to 7 storeys are being developed on strategic sites or in renewal areas, reflecting the current demand for residential floorspace.
- The Major Activity Centres suited for urban renewal are currently attracting higher scale development.
- Level crossing removal is seeing significant changes in several major centres. The elevated rail will introduce a distinctive urban element to Carnegie, and the new station in Bentleigh has opened up space for redevelopment at ground level.
- Centres perform important civic and community roles, and have uses such as a library, museum or health centre.
- Open space is provided in the form of plazas, informal kerbside spaces or adjacent parkland.
- All centres have sensitive interfaces with adjoining residential areas.

Generally, the built form of these centres can be summarised as comprising:

#### RETAIL CORE

Core retail area which typically has fine-grained shopfronts with an established parapet height of 1-2 storeys in scale. Some shops have been redeveloped with apartments or offices above, up to an overall height of 3-6 storeys.

#### COMMERCIAL & MIXED USE AROUND RETAIL CORE

Buildings up to 6-7 storeys either behind shops or on large strategic sites. This includes mixed use development with commercial at the ground or lower levels, up to 4-7 storeys.



## RENEWAL

Discreet areas where buildings up to 12-15 storeys are being developed. These are specific areas with limited interface issues where higher buildings can be accommodated, namely north of the railway line in Carnegie and west of the railway line in Elsternwick.

## SURROUNDING RESIDENTIAL

Within the RGZ immediately adjoining the activity centre, buildings up to 4 storeys are evident.

Within the GRZ surrounding the RGZ or directly adjoining activity centres, buildings up to 3 storeys are being developed.

## ELSTERNWICK'S COMMERCIAL AREAS

The Elsternwick Activity Centre is formed around the Glen Huntly Road retail strip and Elsternwick station and includes adjoining residential areas to the north and south.

The Elsternwick retail areas comprise the main strip along Glen Huntly Road between the railway line and Beavis Street / Downshire Road to the east, with a small sub-precinct of lower-order retail shops extending one block further east to Yorston Court / Shoobra Road.

Buildings along Glen Huntly Road are mostly 2-3 storey scale shopfronts. The street has a strong heritage character, with many buildings of the Edwardian and Victorian architectural era. The older buildings are characterised by intricately modelled facades, which are highly articulated with ornamental trim, rustication, sash windows, architectural reliefs and mouldings to provide a sense of rich articulation and modelling on an otherwise two-dimensional 'street wall'. This street wall extends up to an ornately shaped parapet line with considerable variation between buildings, and the resulting animated 'skyline' of the streetscape is particularly important to the character of Glen Huntly Road.

There are several larger scale buildings of a contemporary design, notably those located on the corner of Carre Street (4 storeys) and east of Beavis Street (up to 7-8 storeys). An 8 storey mixed-use development has also been approved for the area north of Glen Huntly Road in between Orrong Road and Beavis Street.

Glen Huntly Road passes over the railway line, with the Elsternwick train station located on the southern side of the road. This allows for a visually uninterrupted pedestrianised streetscape with a continuous and highly articulated architectural form and character.

This existing built form creates an intimate pedestrian streetscape environment along Glen Huntly Road with activity breakout spaces over the railway line along Gordon Street and the more recently developed Elsternwick Station Reserve/Plaza, which is edged by cafes and has provision of seating, formal landscaping, street tree planting and areas for rest and play.

The commercial buildings to the north of Glen Huntly Road have a rear interface with a laneway that runs between Selwyn Street and Staniland Grove. This laneway provides vehicular entrance to the rear of businesses and pedestrian access to the Elsternwick library, located on Staniland Grove.

Figure 13 provides an overview of building heights within the Commercial areas of Elsternwick.



**Figure 13 Commercial Areas - Existing building heights**

Council commissioned the *Urban Design Analysis – Bentleigh, Carnegie & Elsternwick* (Planisphere) to provide an analysis of the core retail areas of Bentleigh, Elsternwick and Carnegie. This analysis included the following elements:

1. Site visit and urban design assessment of existing built form and public realm conditions of the centres
2. Review and analysis of recent and current planning permit applications
3. Mapping of existing building heights
4. Mapping of potential future buildings heights of proposed and approved planning permit applications
5. Identification of urban design issues at sensitive interfaces
6. Identification of key urban renewal opportunities, possible future land use directions and potential building heights for the centres
7. Review of interim DDO controls for Bentleigh and Carnegie.

The key findings of this analysis for Elsternwick are outlined below.

## KEY PUBLIC REALM SPACES

Key public realm spaces that require a level of protection are:

- Laneway located north of Glen Huntly Road to the rear of buildings – ensure continued pedestrian interaction with the built fabric and access to the Elsternwick library.
- Elsternwick Station reserve/Plaza – this is a central focus for the community within the activity centre as it provides an area for rest and play.
- Elsternwick Library Site – Community facility that has the potential to provide a public forecourt or plaza that links to Glen Huntly Road.
- Carpark north of Stanley Street – a very well used carpark that is linked to the activity centre via laneways. This site is bounded by residential development and has the potential to be re-imagined.
- Pedestrian area around station – this area is highly pedestrianised and is activated by cafes. A level of protection is required to ensure this space remains vibrant and active.

## SENSITIVE INTERFACES

Residential infill within the activity centre must consider the appropriateness of scale when sharing an interface with existing low scale residential and/or commercial built form. As many potential renewal and opportunity sites share an immediate interface or are separated by a laneway the scale, design, architectural character and built elements, orientation, setbacks, overshadowing and overlooking of new developments must be considered.

The majority of the existing residential properties are located with close proximity to the existing carparks on Stanley Street. These interfaces will need to be considered when investigating the appropriateness of development within these areas.

The pedestrian movement network must also be considered within new development sites and the implementation of plazas and or forecourts. This is to ensure pedestrian links are prioritised within the activity centre and between public spaces including green space.

## RENEWAL AND OPPORTUNITY AREAS

Due to the current growth and stage of transition of the Elsternwick activity centre, there are multiple areas that should be considered as areas of renewal and/or opportunity.

### *Land use & development*

As the Elsternwick activity centre has a mixed character with many sites of a larger site area, there is significant opportunity for residential or office infill development, community facilities and additional public realm spaces to be implemented within existing areas. These areas include the existing

carparks, library site, Gordon Street and existing laneways, as well as large strategic sites and precincts.

*Carpark north side of Stanley Street (near Riddell Pde)*

This space has existing desire lines and pedestrian connections through to Glen Huntly Road. The area is bounded by residential buildings on the east, west and south sides and the rear of shops to the north. This has development potential for both residential infill and/or community facilities and public realm improvements.

*Carpark on the corner of Stanley Street and Orrong Road*

The area of this carpark is great enough to accommodate a larger development of residential, commercial or community use. This site also presents an opportunity to include public open space.

*Library site, Staniland Grove*

The current site of the Elsternwick library is well connected within the existing urban fabric of the activity centre. It is accessed via Staniland Grove and Orrong Road, has ample carparking and has further pedestrian access by means of the laneway located north of Glen Huntly Road.

This site has potential for redevelopment to incorporate centralised carparking and/or co-located community facilities, integrated commercial or residential uses.

*ABC site, Selwyn Street*

The potential redevelopment of the former ABC site on this street creates an opportunity for Selwyn Street to develop into a cultural precinct, anchored either by a new community hub and library or new retail uses.

*ABC site, Gordon Street*

With the relocation of the ABC studios, this site presents a significant opportunity for mixed use and residential development.

*Existing laneways*

Existing laneways and carparks should serve as the basis for the activation of the rear of shops. This could create a vibrant and connected pedestrian network within the activity centre, expanded out from the main pedestrian area of Glen Huntly Road.

*Rear of shops around existing carparks*

The rear of shops that share an interface with the existing carparks located along Stanley Street have the potential to activate the spaces and encourage a far more connected pedestrian environment within the activity centre.

*Gordon Street*

With its close proximity to the Elsternwick train station and the Classic Cinema positioned adjacent to existing cafes along the street, Gordon Street has the potential to accommodate both residential

infill, a community plaza/square that could link into the existing Elsternwick Station Reserve/Plaza and additional commercial and cafe spaces.

## STRATEGIC SITES AND URBAN RENEWAL AREAS

The structure planning process provides an opportunity to identify strategic redevelopment sites, both existing and potential, that can support the objectives for the activity centre. The Elsternwick Concept Plan identified an 'urban renewal area' and a number of potential 'strategic sites' in Elsternwick, shown in light and dark pink shading in Figure 14.

## BUILDING TRANSITIONS PLAN

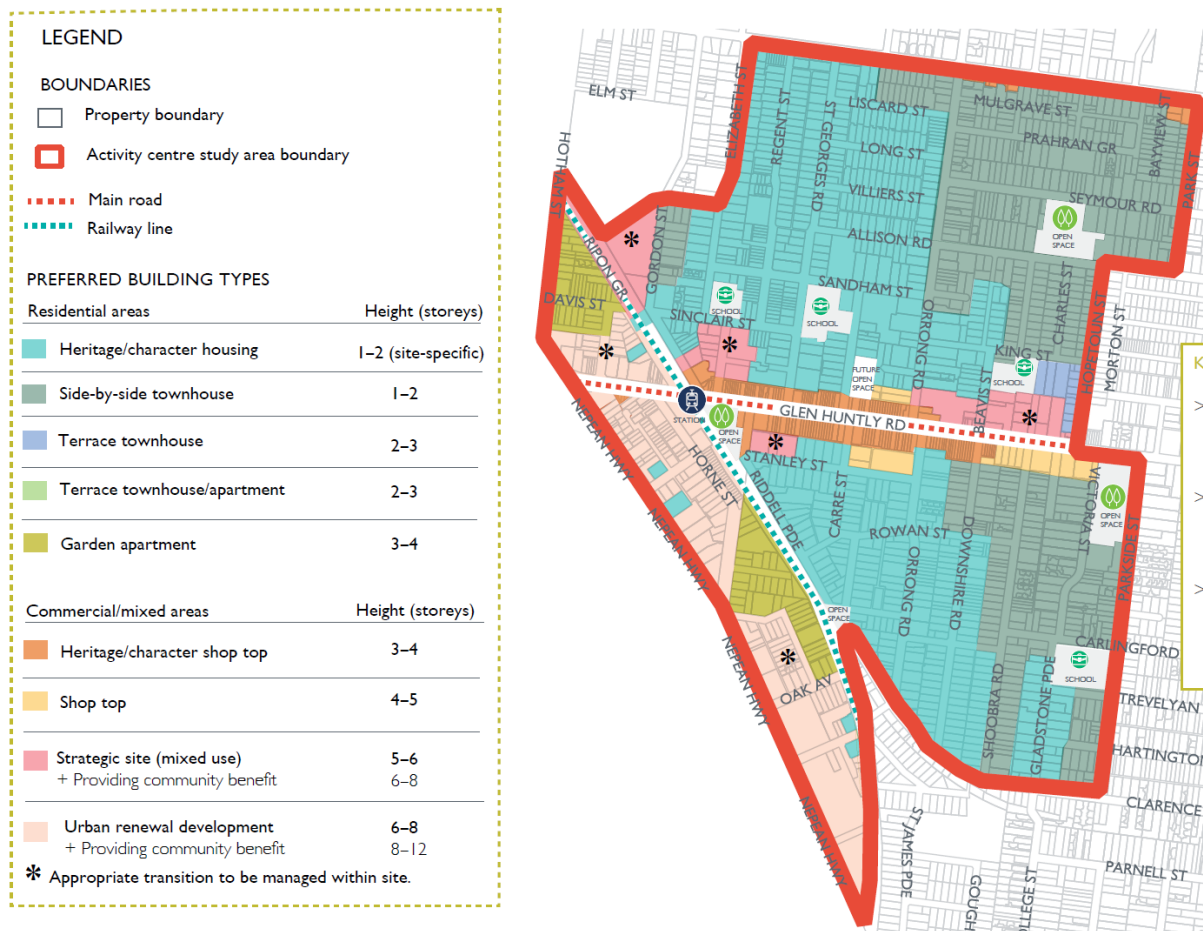


Figure 14 Elsternwick Building Transitions Plan

## STRATEGIC SITES

The Concept Plan identified a number of private and publicly owned sites north and south of the Glenhuntly Road retail strip as strategic sites. Publicly-owned sites were primarily identified as suitable for providing public benefits such as new public open space, consolidated carparking and community facilities (see “Streets and Other Public Spaces” below).



Privately owned properties in suitable locations were nominated due to their strategic location and potential for redevelopment in a way that could contribute to the public realm and provide a wider public benefit.

The areas identified as *Strategic sites* were intended to accommodate taller buildings of approximately six to eight storeys, while not unduly impacting on sensitive areas. Council's approach to strategic sites seeks to ensure that these taller buildings can provide significant community benefits currently not being delivered elsewhere. Significant community benefits may include, but are not limited to:

- 'Anchor' commercial uses that drive economic sustainability.
- Community uses and spaces.
- Needed housing such as affordable, student and/or aged-care housing.
- Additional public car parking.
- Additional public open space.
- New street connections.

## **URBAN RENEWAL**

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. Any such 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 was identified as a 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 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* identified *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 was identified for *Garden Apartment* developments to accommodate increased housing growth without a commercial aspect.

The identified *Urban Renewal Development* precinct was 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 precinct. In particular, consolidation is encouraged within these areas in order to achieve a taller building while managing impacts on sensitive interfaces.

## COMMUNITY FEEDBACK – URBAN RENEWAL

Significant community feedback was received through the Stage Five consultation process, regarding the proposed heights of up to 12 storeys in the urban renewal area, and its proximity to low scale residential areas. This feedback was mostly from residents within or adjacent to the urban renewal area who were concerned about overshadowing, traffic and privacy.

In response to the community feedback regarding heritage protection, Council officers and Council's independent Heritage Advisor undertook a preliminary heritage assessment (see *Potential Heritage Areas or Buildings*).

Two options may be considered to address concerns relating to the scale of development in the urban renewal area:

- *Option 1*
  - a. Existing residential properties reduced from 'urban renewal' (8-12 storeys) to 'garden apartment' (3-4 storeys). Existing Commercial land backing onto Alexandra Avenue reduced to 6-8 storeys (the northern section) to improve transition and the larger car yards to the south remain as 8-12 storeys.
  - b. Introduce a new building type called 'urban apartment' to front Ross Street, which has a 4 storey height limit but can be built to boundary (this building type is also used in Carnegie).
- *Option 2* — Keep the plan as proposed in the Draft Concept Plan to create a precinct approach and allow residents to get greatest uplift benefit.

These two options are presented for consultation in the draft Structure Plan. The Structure Plan, when adopted by Council in February of next year, will need to establish the preferred option, which will be Council's adopted position moving forward.

## KEY ELEMENTS OF OPTIONS 1 AND 2

Both of these options seek to achieve a transition down to the established residential area to the east. In doing so, they both introduce a four-storey built form to the eastern 'edge' of the urban renewal area, albeit in different ways.

Option 1 is the more conservative approach, which would provide a consistent 3-4 storey built form on both sides of Alexandra Avenue (running north south) and the eastern end of Oak and Elm Streets. This option limits the scope of urban renewal development to the currently commercially zoned land (car yards and carwash). Under this scenario, the existing residential properties would still be impacted by development through traffic, pedestrian movements, building height, etc., however they would not receive any property uplift. Option 1 also applies a lower scale built form to sites in Ross Street to the north. Specifically, the *Urban Apartment* building type is applied in this location.

Option 2 proceeds with the urban renewal area as exhibited in the Draft Concept Plan. This option would allow for property owners to gain from the property uplift gained from a future rezoning. Given the residential scale of these sites, significant site consolidation would be required to achieve larger scale development which is likely to take more time than larger commercial sites. As shown in both of these options, the provision of a significant area of public open space is a fundamental aspect of the urban renewal area.



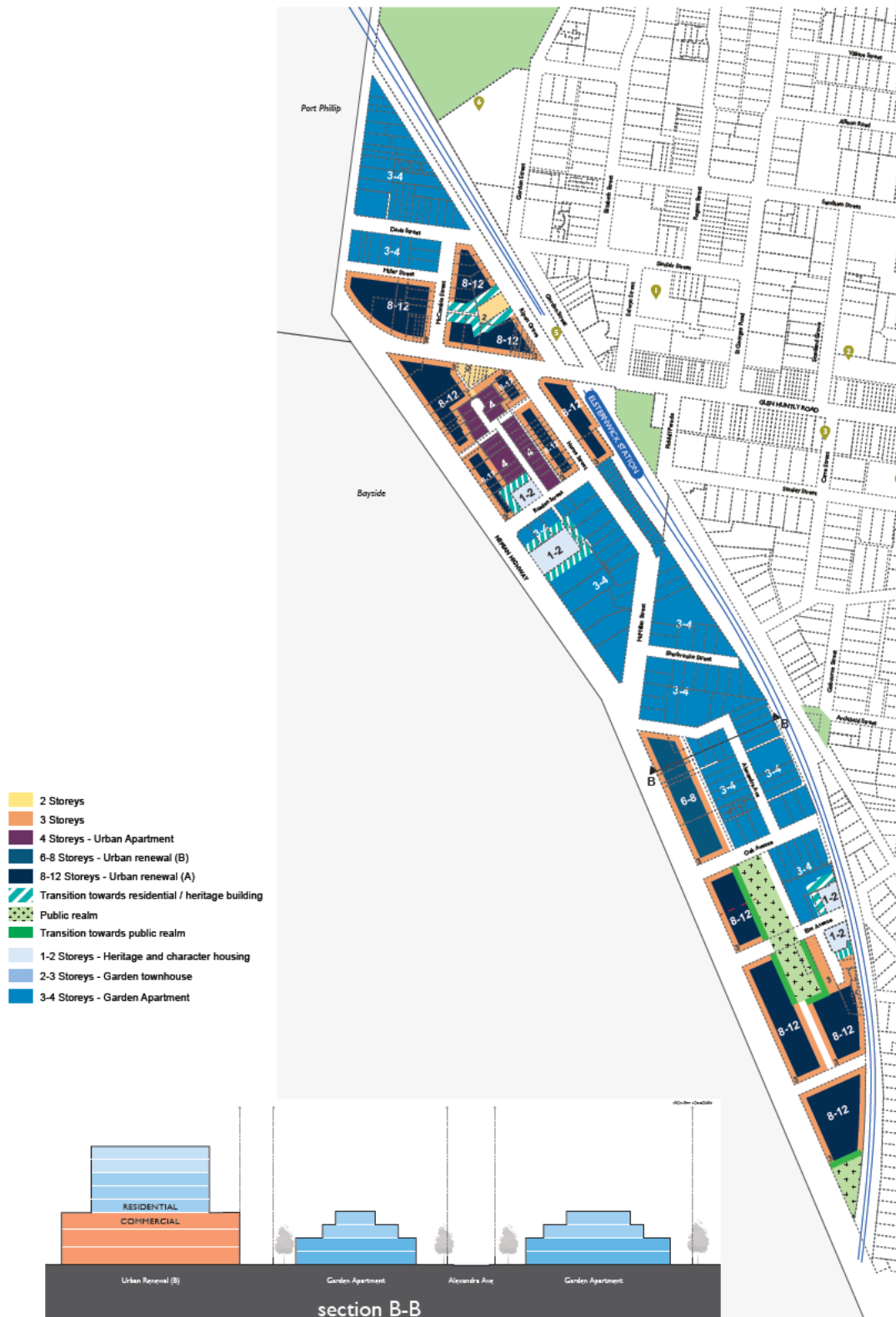


Figure 15 Option 1 Urban Renewal

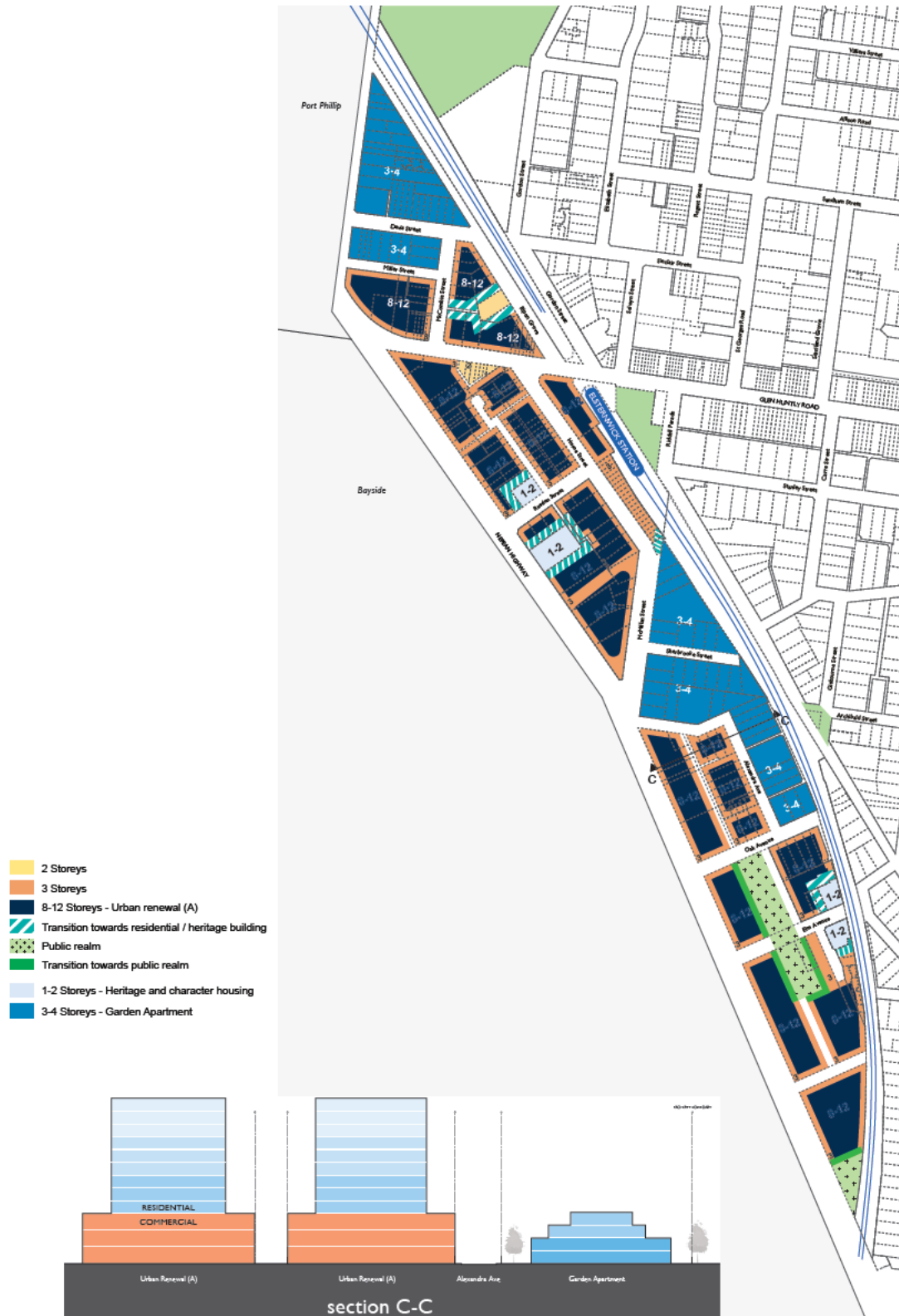


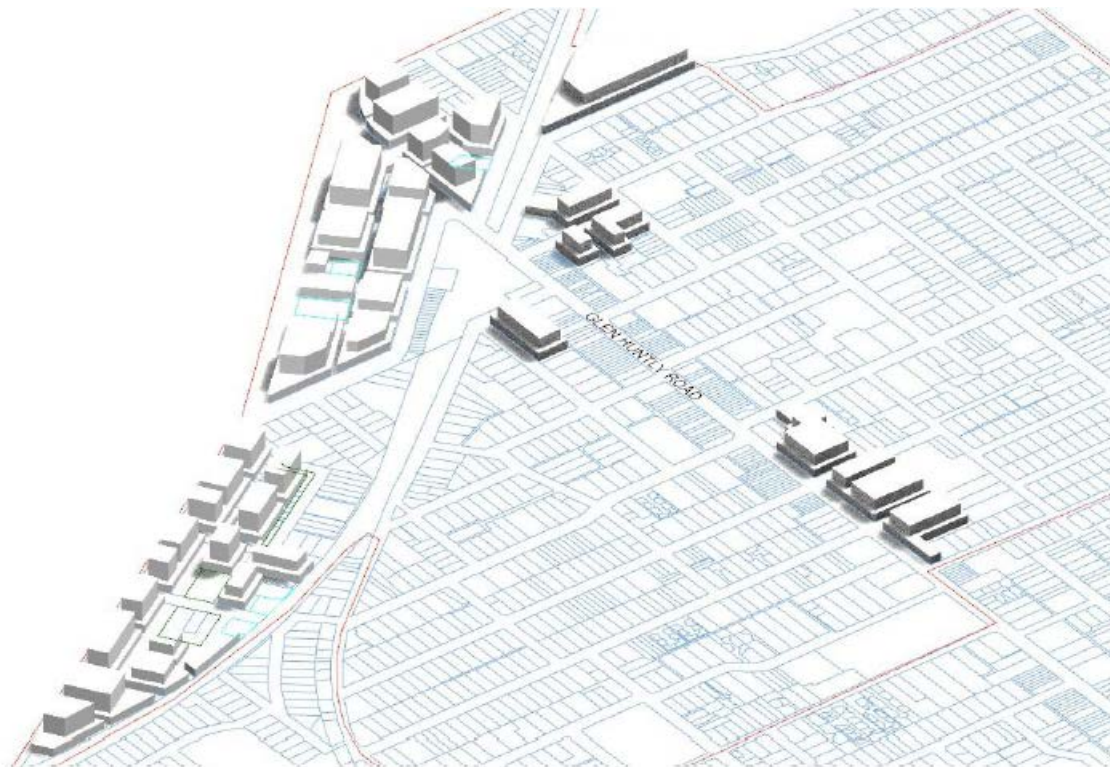
Figure 16 Option 2 Urban Renewal

## HOUSING AND BUILT FORM ANALYSIS OF THE URBAN RENEWAL AREAS

An analysis of the Urban Renewal areas was commissioned after the Stage Five consultation period (analysis undertaken by independent consultants Aecom). The purpose of this analysis was to ‘test’

the proposed strategic site and urban renewal development precincts within the Structure Plan areas, from both a built form and a property economics perspective. The built form testing involving applying the then work-in-progress built form guidelines. Consultation on the further developed Quality Design Guidelines will be undertaken concurrently with the draft Structure Plans.

This analysis provided a high level image of the future urban form of the Urban Renewal areas, shown in Figure 17. *Note that this modelling reflects the parameters shown in the draft Concept Plan and applies the working draft of design guidelines. This built form does not reflect the options proposed in the draft Structure Plan.*



**Figure 17 Elsternwick Urban Renewal and Strategic Sites (September 2017)**

It is important to have an understanding of the *feasibility* of urban renewal development such that it can play its anticipated role in the growth of the Activity Centre. From a property economics perspective, the analysis found that the ‘urban renewal’ building type achieved a suitable development margin, demonstrating a feasible outcome (the property economic assessment was undertaken *on a typical building footprint and envelope for this type* to understand the feasibility of the building development model, which includes a balance of commercial and residential space). The analysis estimated that in the urban renewal areas – combined across both Carnegie and Elsternwick – could provide in the realm of 1500 dwellings.

The built form model incorporates the following assumptions for the Elsternwick area:

- A number of very large car dealership properties along Nepean Highway can potentially be developed independently into significant mixed-use precincts and deliver substantial public open

spaces and public streets (that will benefit the whole community) if appropriately directed through design guidelines and urban design frameworks or structure plans.

- Integration of these sites will be done in such a way to connect up to the existing street pattern and ensure public open space that can be accommodated on these sites will be located in such a way to provide access to the whole community.
- New public open spaces and public streets will be located and built to a Council standard that allow their ownership and management to be transferred to Council.
- Public open space delivered on large sites will need to be partially contributed to by other surrounding developments that will enjoy benefit from these assets through a contribution mechanism.
- Large commercial sites are likely to experience further site assembly given the scale of potential development that could be accommodated through the Guidelines and existing design requirements that will need to be met such as the cross ventilation design standard for apartments.
- Smaller residential sites are likely to be experience some site assembly given the scale of potential development that could be accommodated, though this is likely to occur later and at greater cost than the smaller commercial sites.
- Many residential sites are already substantially developed (with multi-unit or low-rise apartments) which is likely to delay further redevelopment or potentially prohibit a more orderly and thorough redevelopment of those areas.
- Overall heights are likely to not exceed the preferred maximum height of 6-8 storeys on sites adjacent to residential areas (adjacent to residential areas that will continue to be low-rise) along the rail corridor and (future) Garden Apartment precinct.
- Overshadowing impacts to new public open spaces would likely to substantially decrease the overall height and development yield of sites to the north, east and west of the new public open spaces if June 22 shadows are adopted in Guidelines, while September 22 shadows are more easily reconciled with the maximum height (with community benefits) as shown in Figure 20.

This model has assumed an adoption of September 22 shadow

Potential community benefits that should be considered as part of urban renewal in Elsternwick and incorporated in this model:

- A central public open space in the vicinity of Oak Avenue and Elm Avenues
- A network of new public streets that facilitate pedestrian and vehicle access around the mixed use precinct ensuring two-way connectivity for vehicles between Alexandra Ave and the southern-most extent of the area



## RESIDENTIAL AREAS

The residential areas of the Elsternwick Activity Centre are generally of a low scale character, with many areas featuring intact heritage streets and characteristics. There is some evidence of higher scale buildings, particularly on main roads, however the extent of development of three or more storeys in residential zones is less than in Glen Eira's other major activity centres. Figure 18 provides an overview of building heights within the Residential Growth Zone and General Residential Zone in Elsternwick. In this map:

- Blue shading = single storey
- Green shading = two storeys
- Orange shading = three storeys
- Yellow shading = More than three storeys



Figure 18 Residential Areas - Existing building heights

This map has been compiled using planning permit data and data obtained through dashboard surveys undertaken by Council staff in September 2017.

While Figure 18 shows the pattern of building heights associated with recent development, consideration is required of other elements of design that contribute to built form outcomes. The Urban Context Report prepared by Planisphere identified the following issues associated with recent residential development, that are common to the residential areas of Glen Eira's major activity centres where development is being experienced.

## **EXCESSIVE SITE COVERAGE**

New development is frequently typified by excessive site coverage, boundary to boundary built form with minimal setbacks. Whilst typically lower in height (three to four floors), these low, squat apartment buildings are significantly increasing the density of the area. This built form outcome impacts on the streetscapes of these residential areas, as well as the residential amenity of adjacent properties.

## **FRONT SETBACKS**

Minimal front setbacks disrupt the residential scale and rhythm of streetscapes. Large development footprints leave very little area for vegetation and landscaping associated with traditional front yard areas. The vegetation in front setbacks is just as important as street trees in creating a sense of greenery in the streetscape. Instead, in recent developments and applications, front setbacks are typically occupied with private open space and defined by minimal and low scale vegetation and high fences.

## **STREET PRESENTATION**

Some good examples of how residential apartments can present to the street are typically found in proposed developments on single lots. Such developments can present to the street in the form of a larger single dwelling, or as a pair of townhouses with further dwellings located to the rear. Developments on consolidated sites often lose the residential scale at the street address, disrupting the rhythm of the one to two storey single dwellings and front-yard tree canopy of the streetscape. The break with a residential scale is caused by a combination of minimal articulation in the facade pattern, large areas of blank facades or overscaled facade elements, and an emphasis on horizontal lines.

## **SIDE INTERFACES**

Excessive site coverage also causes issues in the form of potential amenity impacts with adjacent residential interfaces. This applies not only to development on consolidated lots, but also to examples on single lots, where additional dwellings are located behind the front facing dwellings. The deep lots that typify Glen Eira constrain this form of development to orient the remainder of the dwellings toward side boundaries.

However, the primary impact is caused by the presence of side development very close to the side boundary and overlooking windows. Boundary to boundary coverage creates apartments with outlooks to the adjacent residential dwellings along the entire side boundary, with minimal side setbacks. In addition, these interfaces frequently present facades with low levels of articulation and poor design quality which exacerbate the visual bulk at the interface. Whilst the built form of apartment blocks in the residential zones is typically relatively low in height at three to four floors,

the minimal side setbacks present potential amenity impacts in the form of overshadowing, visual bulk, and overlooking.

### **VEHICLE ACCESS-WAYS**

Access to rear or basement level parking also presents a significant streetscape issue for many of the residential apartment developments, with access driveways reading as a hole in the streetscape and creating issues for pedestrians. In addition, the façade treatment above and behind these accesses is often unarticulated.

These access-ways do present an opportunity however, to provide greater setback and open space buffers to adjacent single dwelling interfaces. A single access driveway is less disruptive to the streetscape, and can be paired with landscaping along the side boundary. One aspect in which developments are not successful is in providing activation behind the driveway, such as windows or semi-permeable fencing to private open space. Driveways and basement parking built close to the side or rear boundaries allow little space for canopy tree planting. Basements require substantial setbacks (approximately 5m) from side or rear boundaries to allow for a root zone. Narrow side setbacks allow space only for planting of columnar trees which may be an effective vegetation screen but do not provide a tree canopy.

### **DRAFT BUILDING TRANSITIONS PLAN**

A 'Building Transitions Plan' was developed for the Stage Five consultation process (see Figure 14 above), which sought to provide high level direction on the scale of development that could be supported in Elsternwick. The plan was based on the concept of *preferred building types* and *achieving the right buildings in the right locations*. This plan sought to respond to community feedback received in the early rounds of community engagement regarding poor development outcomes and to resolve policy conflicts addressed earlier in this report relating to heritage areas and residential zoning patterns.

Much 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. As noted earlier in this report, some 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 the 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* nominated *Heritage/character housing* in these residential areas north and south of Glenhuntly Road, to reflect the overlay controls, and to facilitate site responsive one or two storey development. Amendment C149 to the Glen Eira Planning Scheme (currently underway) also seeks implement a clearer *Heritage Policy*.

The plan also seeks to protect the Glen Huntly Road retail strip and resolve conflicting policy. The strip currently has 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 *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).

The *Building Transition Plan* also identified strategic sites and urban renewal areas addressed earlier in this report.

## **COMMUNITY FEEDBACK - BUILDING TRANSITIONS PLAN**

A mixed response was received regarding the concept plans as a whole. Some, particularly those responding online showed strong support, claiming the plans were well considered, provide a more



uniform and appropriate scale and provide necessary and appropriate opportunities for growth. Others felt that there was enough development in Elsternwick already and heights should be reduced - particularly in the strategic sites and urban renewal area. Specific feedback was received relating to the proposed urban renewal areas, addressed earlier in this report.

## PREFERRED BUILDING TYPES

The draft *Building Transitions Plan* identified a series of building types that are further articulated in the *Glen Eira Quality Design Principles*. Community consultation on the draft *Principles* (Stage Five) was conducted concurrently with the Elsternwick Concept Plan (Stage Five).

Following this stage of community consultation and further technical analysis, the building types were refined to the following:

RESIDENTIAL	DESCRIPTION
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 ( <i>formerly 'Side-by-side'</i> )	One or two dwellings built on a standard lot.
Garden Townhouse ( <i>formerly 'Terrace Townhouse'</i> )	Townhouses in a detached or semi-detached format
Townhouse Apartment Mix ( <i>formerly 'Terrace Townhouse/Apartment'</i> )	Predominantly town housing with a mix of apartments positioned behind or recessed on top of the townhouse.
Garden Apartments	Apartment buildings in a garden setting.

COMMERCIAL AND MIXED USE	DESCRIPTION
Shop Top (Heritage/Character)	Commercial building with ground floor retail and upper floor office/residential uses that is designed to celebrate and respect the heritage or significant character precinct in which it is located.
Shop Top	Commercial building that consists of ground floor retail or office with dwelling(s) located on upper levels.
Strategic Site	Mixed use building that with active retail and employment uses at lower floors and dwellings at upper levels.
Urban Renewal	Development in an area of urban renewal that has sufficient area

	to provide mixed use, higher scale form without significant impacts on lower scale areas.
Urban Apartment ( <i>newly added building type</i> )	Residential apartment building in a dense urban setting.

## QUALITY DESIGN GUIDELINES

Draft *Quality Design Guidelines* have been developed for community consultation, alongside the draft *Structure Plan*. The purpose of the Guidelines is to:

- Respond to the aspirations of the Glen Eira community and to deliver on the vision for our neighbourhoods.
- Encourage a high level of architectural design in new development for Glen Eira.
- Provide clear direction on Council’s expectations for new development in Glen Eira.
- Support and supplement existing design guidance provided by the *Glen Eira Planning Scheme*, *Better Apartments Design Standards and Guidelines*, and other State Government guidelines.

The guidelines build on the *Glen Eira Quality Design Principles*, and provide clear direction for the residential and commercial building types listed above.

## HERITAGE

### CURRENT HERITAGE PROTECTION

As noted earlier in this report, a large area of Elsternwick is affected by a precinct heritage overlay and a number of sites are individually listed. Heritage Overlay Schedule 72 applies to the area referred to as the *Elsternwick Estate and environs*.<sup>8</sup> This area is locally significant for its 19th and early 20th century building stock and the extent to which it demonstrates a past way of life. The fabric of the area demonstrates the following historic themes which contribute to its significance<sup>9</sup>:

- mid-19th century formation of country residences for which Caulfield is noted;
- late 19th century land boom development of residential subdivisions and shops;
- the collapse of the land boom and of its land development schemes and deals which became the subject of criminal charges;
- the provision of public services including pitched roads and electric trams;
- the Edwardian residential and commercial development associated with the economic revival of that period;

<sup>8</sup> Glen Eira Planning Scheme Schedule to Clause 43.01 Heritage Overlay

<sup>9</sup> Elsternwick Draft Heritage Guidelines June 2003

- the pattern of residential development over time leading to a diverse socio-economic profile expressed in the range of house sizes and types;
- the continuing economic strengths of the shopping centre during the inter-war period; and
- the development of religious, recreational and social institutions throughout the history of the area.

The Glen Eira City Council Review of Existing Heritage Precincts 2017 noted that:

*Within the Elsternwick Precinct, the HMP 1996 provides the following categories of Contributory buildings:*

- *Pre-1898*
- *1898-1928*
- *Post 1928*

*These are unusual date-ranges as they do not coincide with commonly accepted eras of development in heritage architecture (Victorian, Edwardian, Inter-War). In some instances, the HMP 1996 also does not assign the correct category to a property. For example, many of the buildings in Elizabeth Street are noted as 'Post 1928' buildings when they are clearly Edwardian buildings circa 1910. For the purposes of this Review, all Victorian, Edwardian and Inter-War buildings are noted as Contributory unless the building has been significantly altered.*

Amendment C149 to the Glen Eira Planning Scheme (currently underway) seeks to implement the 2017 Review, and makes some changes to the status of some houses in the Elsternwick Estates and Environs area. A comprehensive heritage review is scheduled to commence in 2018, which will identify gaps in heritage protection across Glen Eira.

A significant number of sites affected by HO72 are zoned Residential Growth Zone. Generally speaking, the purpose of the residential growth zone is at odds with the purpose of the Heritage Overlay. This policy conflict undermines the achievement of housing growth and diversity, which is a key role for major activity centres such as Elsternwick. It is the role of the Structure Plan to resolve such conflicts and to provide the strategic framework to preserve heritage character while identifying opportunities housing and population growth.

## **POTENTIAL HERITAGE AREAS OR BUILDINGS**

Following the Stage Five of the consultation process (consultation on the Draft Concept Plan), Council undertook a high level in-house review of the activity centre. The purpose of the review was to ascertain:

1. Do any areas warrant further investigation as part of the Heritage Overlay?
2. In the urban renewal development and strategic site typology areas, where development will largely be concentrated, have any areas of potential heritage value been overlooked in the work undertaken to date?

The review comprised of drive-by assessment and consultation with the *Glen Eira Heritage Management Plan 1996* (HMP) to ascertain if any rating had been applied through this earlier work.

In the case of Elsternwick the review focussed on the following:

- Allison Street and Seymour Road (areas without an existing Heritage Overlay)
- Strategic site areas highlighted on the Buildings Transitions Plan map
- Urban renewal development areas highlighted on the Buildings Transitions Plan map

The following assessment has been made:

#### ALLISON STREET

Allison Street contains some beautiful homes but they are interspersed with many modern homes and would not form a cohesive heritage area. However Callister Court (off Seymour Road) is an intact group of English Cottages. This area should be reviewed in the Heritage Review in 2018.

#### SEYMOUR ROAD

Seymour Road also contains many beautiful homes that are interspersed with modern housing. 2-10 Seymour are a matching group of Victorian homes. 45-63 Seymour Road is a fairly consistent grouping of Victorian houses (with one non original). These are not considered to warrant heritage protection.

#### STRATEGIC SITE AREAS HIGHLIGHTED ON THE BUILDINGS TRANSITIONS PLAN MAP

Sinclair and Selwyn Street Area – future development will need to protect the State Heritage listed Fire Station at 2 Selwyn Street and the Jewish Holocaust Centre.

#### URBAN RENEWAL DEVELOPMENT AREAS HIGHLIGHTED ON THE BUILDINGS TRANSITIONS PLAN MAP

McCombie Street is an intact street of D graded Heritage Properties. This area warrants further investigation.

St Clements at 205 Glen Huntly Road was rated in the HMP as a C graded church. It may warrant an individual heritage listing through the Heritage Review in 2018.

The Scout Hall in Miller Street was constructed in the 1960s. It has an unusual front façade however it is not clear at this stage whether it would be considered as modern heritage.

21-23 Nepean Highway was rated in the HMP as a 'C graded' house. These may warrant individual protection in the 2018 Review.

There are some older houses in Horne Street, Alexandra, Oak and Ross Streets, however there does not seem to be enough consistency to warrant heritage controls as a precinct and it is unlikely that any individual buildings would be considered to warrant an individual listing.

Development will need to protect the State Heritage listed 4-6 Rusden Street.

Development will need to protect individually listed heritage buildings within the Urban Renewal Area (10 and 21 Elm Avenue, 31 Nepean Highway).

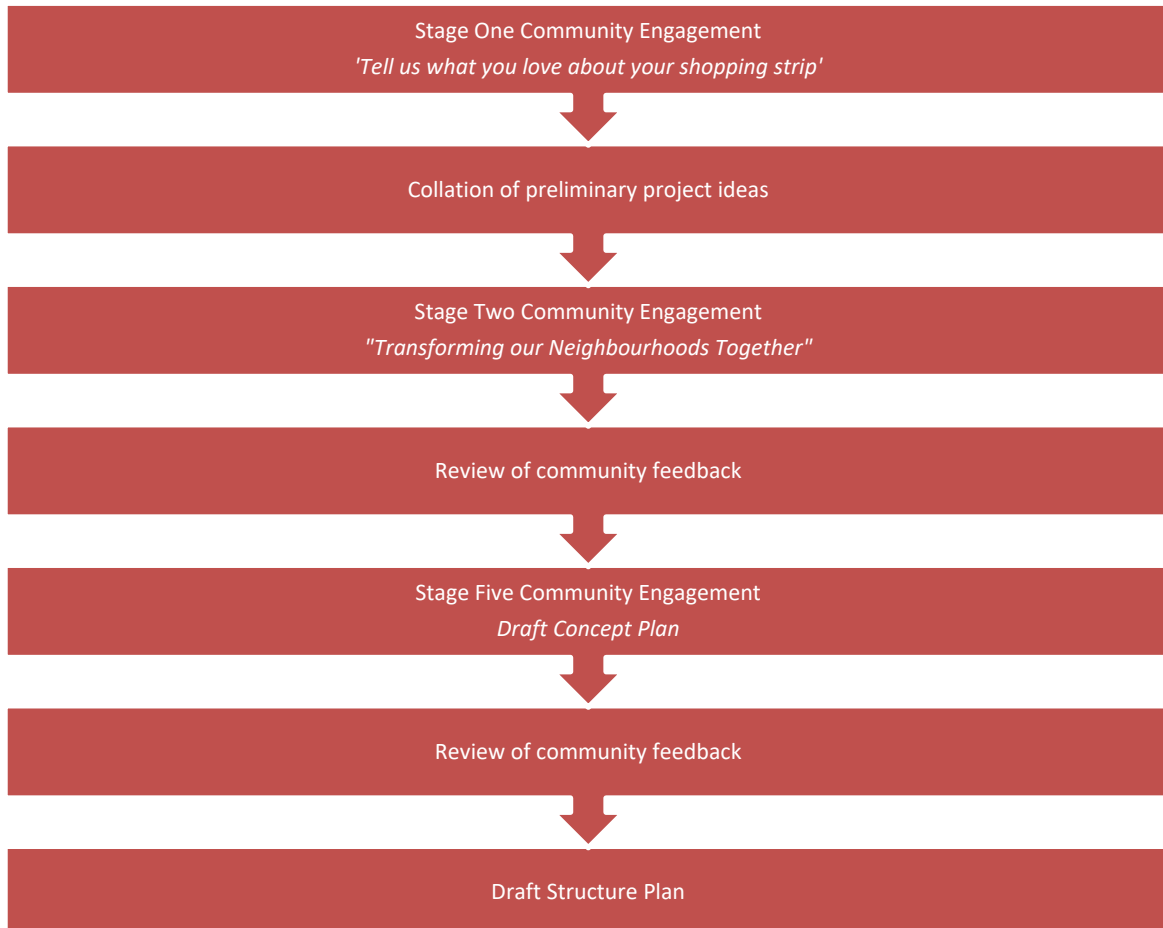
It is considered that the northern end of Hopetoun Street (both sides of street) should be assessed for heritage significance.

#### KEY ISSUES AND OPPORTUNITIES – URBAN DESIGN AND BUILT ENVIRONMENT

- Much of Elsternwick is protected from further development under the Neighbourhood Residential Zone and Heritage/Neighbourhood Character Overlays
- The application of the Residential Growth Zone and the Heritage Overlay presents a policy conflict and undermines the achievement of orderly housing growth and change within the Activity Centre.
- Further investigation is required as to the heritage significance of some buildings and groups of buildings within the Activity Centre. This may be undertaken as part of Council's Heritage Review to be commenced in 2018.
- Land along the Nepean Highway is an ideal location to accommodate growth, with the railway line providing a buffer to low scale residential areas to the east. The existing car sales yards along Nepean Highway present an urban renewal opportunity for redevelopment creating new housing and employment opportunities. However, a suitable transition to adjoining residential areas is required.
- Two options for addressing the interface between urban renewal and residential areas will be tested with the local community.
- A number of public and privately owned sites north and south of the Glenhuntly Road retail core provide opportunities for strategic developments that can accommodate projects that provide a community benefit.

## STREETS AND OTHER PUBLIC SPACES (PUBLIC REALM)

The structure planning process provides an opportunity to identify public realm improvements, including development of publicly owned strategic sites, changes to traffic and movement infrastructure and revitalisation of community infrastructure. An iterative process has been undertaken to develop public realm projects for Elsternwick, comprising the following steps:



### TRANSFORMATION PROJECT CONCEPTS

Potential public realm projects – referred to as ‘transformation projects’ – were garnered from the preliminary rounds of community engagement and from a range of projects that have considered in the past for Elsternwick.

Council commissioned *Planisphere* to review potential projects from an urban design perspective. Specifically, the various ideas and options were tested in terms of how well they will enhance the amenity, attractiveness, function and accessibility of the centre.<sup>10</sup> Recommendations for traffic efficiency and safety were prepared by traffic consultants *One Mile Grid Traffic*, and were

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<sup>10</sup> Glen Eira Transformational Concepts Draft Report 2017 (Planisphere)

incorporated in the urban design review.<sup>11</sup> This review informed the projects included in Stage Two *Transforming our Neighbourhoods Together*.

The key project ideas for Elsternwick were:

- Create new community hub and additional car parking.
- Create a vibrant cultural and entertainment precinct.
- Transition Elsternwick to a pedestrian friendly centre.

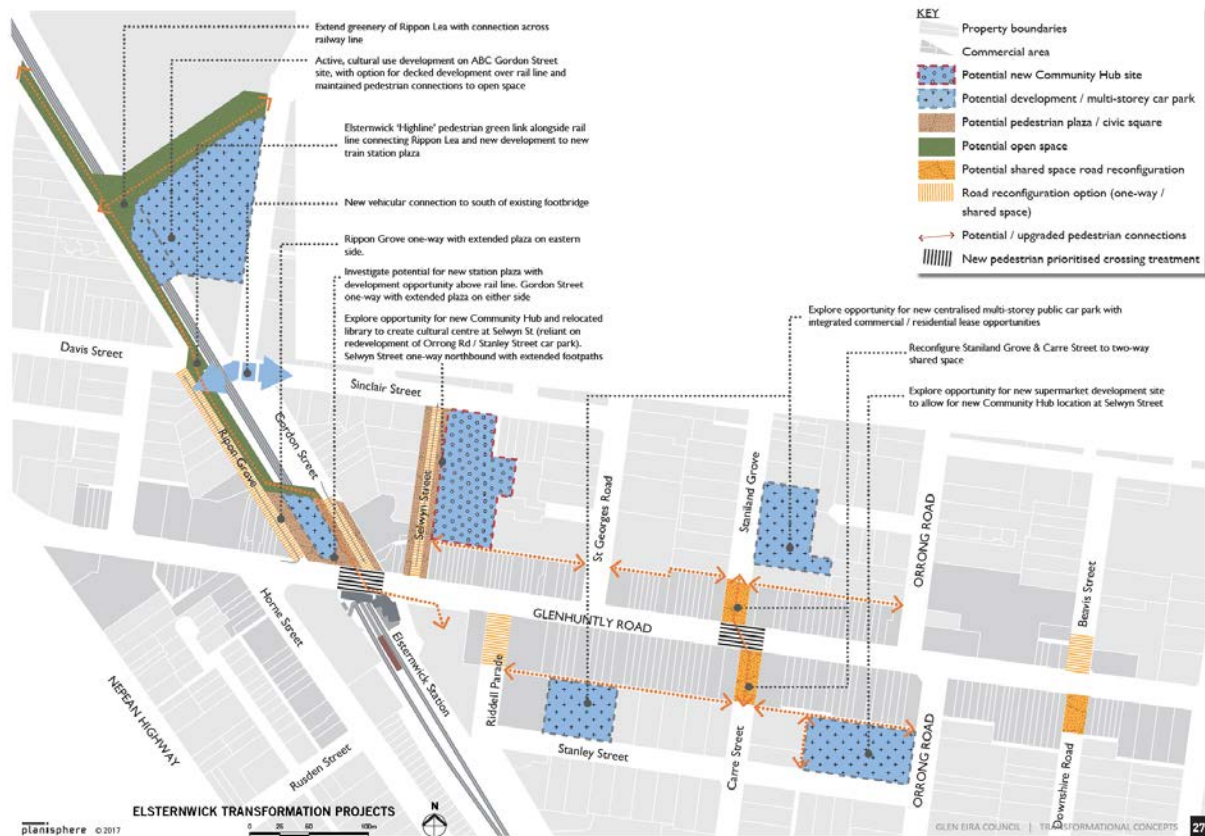


Figure 19 Map of potential transformation projects (Planisphere)

## COMMUNITY CONSULTATION STAGE TWO CONSULTATION

Community feedback was sought on these high level concepts during *Stage Two consultation*:

*Transforming our neighbourhoods together – our concepts based on your ideas.*

<sup>11</sup> Glen Eira Transformative Concepts Review 2017 (onemilegrid)





Figure 20 Summary of Concepts - Transforming our neighbourhood together (Stage Two community engagement)

The following summarises the feedback received during this stage:

**CONCEPT ONE: ‘CREATE A NEW COMMUNITY HUB AND ADDITIONAL CAR PARKING’**

This concept received a mixed response. Most comments were in relation to the car park options. Some felt that more parking was needed; others thought parking was adequate and we should encourage walking, cycling and public transport use instead. Some thought the suggested locations were good with no clear preferred option, so long as it is good quality and blends into its surroundings. Others thought that parking should be spread across the centre not in one centralised spot. Some suggested below ground parking instead.

**CONCEPT TWO: ‘CREATE A VIBRANT CULTURAL AND ENTERTAINMENT PRECINCT’**

Concept two was the most widely supported concept. Respondents saw this concept as an opportunity to revitalise the precinct, building on the recent improvements including Elsternwick Plaza which have given that end of Glenhuntly Road some added vibrancy. They felt it could become a destination to visit and bring the community together. Some supported the concept so long as heights were limited and the area remains in character with Elsternwick. Others felt that there was already enough development in the area and were concerned about a possible negative impact on residents and traffic flow.

**CONCEPT THREE: ‘TRANSITION ELSTERNWICK TO A PEDESTRIAN FRIENDLY CENTRE’**



This concept was supported by around three quarters of respondents. Beavis Street closure was slightly more preferred. A focus on pedestrians, cyclists and public transport over cars was seen by some as very important. Increased safety and encouraging walking were considered the main benefit as well as the opportunity to include more greenery/open space and re-energise that end of Glenhuntly Road. Key concerns were around increased traffic on surrounding streets and the inconvenience caused to residents and those needing to use those streets. This includes access to local schools for the Beavis Street option. Some couldn't see any benefit or thought it would be a challenge to get it right with not enough pedestrian traffic to make it work/worthwhile.

## **STAGE FIVE CONSULTATION**

In light of the above feedback, the following project ideas were progressed for further consultation:

### **STATION PRECINCT**

#### **Safe cycling link**

- Explore a cycling connection along the railway line, connecting the station precinct to the southern urban renewal precinct.

#### **Improve railway station precinct**

- Advocate to the State Government for the construction of a new plaza over the railway line north of Glenhuntly Road.

### **TRANSPORT AND PARKING**

#### **Additional car parking**

- Explore opportunity for development of the existing car park at corner Stanley Street and Orrong Road for additional parking.

### **RETAIL PRECINCT**

#### **New plaza**

- Create a pedestrian-friendly open space plaza along Staniland Grove and Carre Street.

#### **Employment and diverse housing**

- Provide office space and diverse housing options.
- Up to eight storeys.

### **ENTERTAINMENT AND CULTURE PRECINCT**

#### **Community hub**

- Create a community hub, including a youth innovation centre, library and co-working office space.
- Preferred location on Selwyn Street.

## Improve pedestrian amenity

- Improve pedestrian amenity on Gordon and Selwyn Streets by widening footpaths, traffic management and road treatments.

## Create new green spaces

- Create a linear park connecting Rippon Lea Estate, Elsternwick station and the urban renewal precinct.
- Explore opportunity for open space at library car park.
- Explore green connection with Rippon Lea Estate.
- Create new park in urban renewal precinct.

Figure 21 below shows the Transformation Projects Plan that was included in the Elsternwick Concept Plan in Stage Four of community engagement.

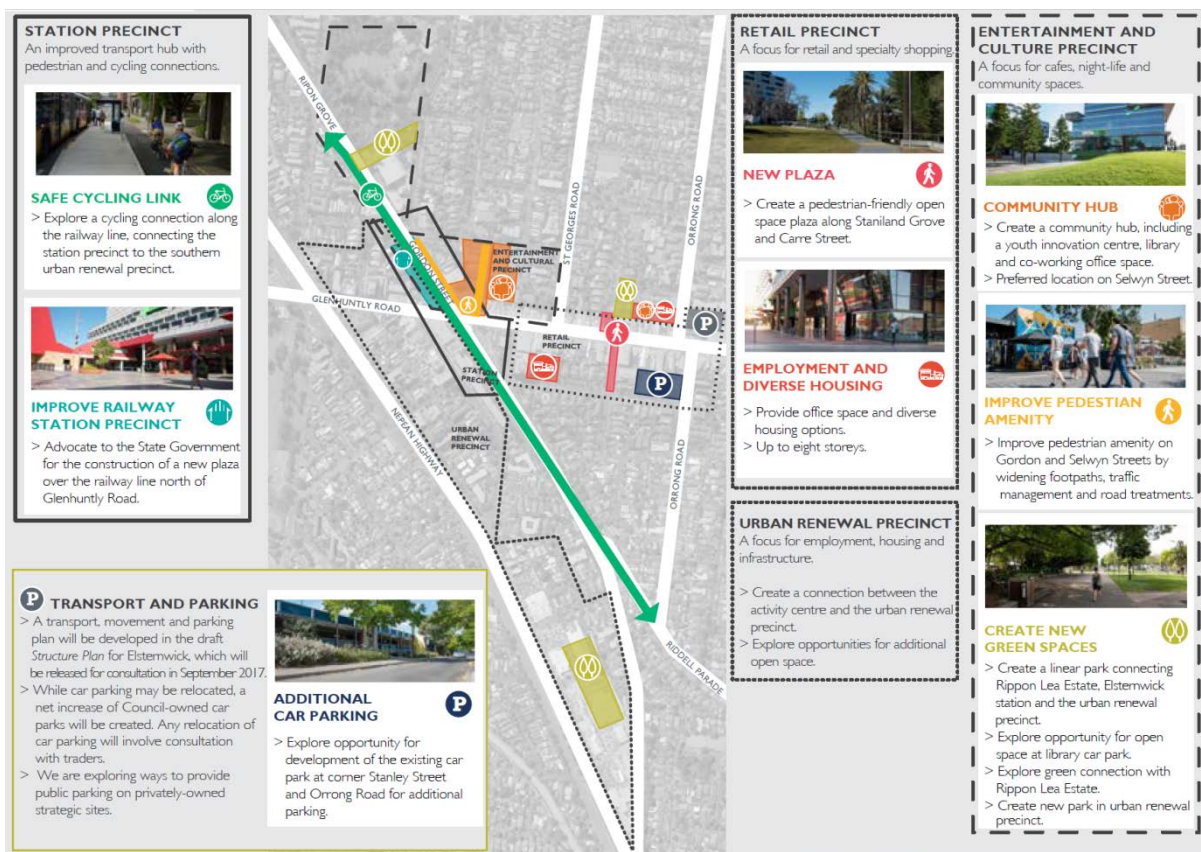


Figure 21 Transformation Projects – draft Elsternwick Concept Plan

During this stage, the potential projects were well received and seen as a positive step in reinvigorating the centre. There was some suggestion that the library would be better placed in its current location rather than the entertainment precinct and that the plaza over the railway line may be more effective on the South side of Glen Huntly Road, however overall the proposals were well supported.



## NEW CULTURAL PRECINCT

Facilitate a new cultural precinct centred around Selwyn Street.

Key elements of this project include:

- Creating a new civic space to establish a Jewish cultural precinct.
- Creating a new community hub, in partnership with private landowners.
- Include a pedestrianised plaza area connecting the community hub, museum and strategic sites.
- Ensuring that any development on strategic sites in the area has active frontages.
- Improving pedestrian amenity on Gordon Street by widening footpaths and improving traffic management and road treatments.
- Facilitate the creation of a pedestrian connection between Gordon Street and the new cultural precinct.

Considerations for this project include:

- Working with community stakeholders in the development of the cultural precinct.
- Ensuring service access to properties on Selwyn Street.
- Detailed designs for vehicular and pedestrian access to Selwyn Street.
- Strengthening pedestrian links from Elsternwick station and Elsternwick Plaza to Selwyn and Gordon Streets.
- Foster partnerships with private landowners to deliver key elements of the project and additional public parking.

## STANILAND GROVE PARK AND COMMUNITY HUB

- Create a new park in place of the existing library and associated car park on Staniland Grove.
- Create a new community hub and improved car parking in place of the existing carpark between Staniland Grove and Orrong Road.

Key elements of this project include:

- Creating a new park that respond to the needs of the Elsternwick community.
- Relocating existing car parking to ensure no net loss of car parking across the activity centre.
- Improving pedestrian amenity on Staniland Grove from Glenhuntly Road to create a high quality pedestrian link to the new park.
- Maintaining existing levels of public parking at the car park site, between Staniland Grove and Orrong Road.
- Creation of two-way laneway to the rear of Glenhuntly Road shops.

Considerations for this project include:

- Detailed designs of the road infrastructure in Staniland Grove.

- Consideration of the requirements of the *Glen Eira Open Space Strategy (refresh)* in the design and function of the new park.
- New accommodation for the Orrong Road Kindergarten.
- Sensitive interfaces to the north.

#### CARRE STREET PEDESTRIANISATION

Key elements of this project include:

- Creating a pedestrianised forecourt/plaza between Glenhuntly Road and Stanley Street.
- Encouraging adjacent uses to spill into the plaza area.

Considerations for this project include:

- VicRoads approval of road closure.
- Ensuring that the concept design of the new plaza supports street activation opportunities.

#### NEW PLAZA OVER RAILWAY LINE

Key elements of this project include:

- Public open space with strong visual and pedestrian connections to Glenhuntly Road, Gordon Street and Rippon Grove.

Considerations for this project include:

- Overshadowing new open space.
- Safe pedestrians to the train station.
- Advocacy to State Government for improved transport infrastructure including upgraded tram stop.
- Ensuring that any future development above the railway line responds to sensitive interfaces including heritage precincts.

#### STANLEY STREET EAST CAR PARK

Key elements of this project include:

- Increasing the availability of car parking by repurposing the existing car park for a multi-level car park.

Considerations for this project include:

- Detailed architectural design to ensure a positive contribution to the public realm.
- Analysis of contemporary parking demand at the time of project implementation.
- Potential integration with bus stop infrastructure on Orrong Road.

#### NEW PUBLIC PARK

Creation of a new public park adjacent to Rippon Lea and connection across the railway line to Ripon Grove.

Key elements of this project include:

- Creation of a new park that respond to the needs of the Elsternwick community, in association with the redevelopment of the ABC Studios on Gordon Street.
- East-west pedestrian and cycling link.

Considerations for this project include:

- Foster partnerships with private landowners to deliver key elements of the project and additional public parking.
- Advocacy to the State Government to achieve a connection over the railway line.

Delivery of these projects will require Council to work with a range of stakeholders, either through advocacy or partnership, in order to undertake streetscape and public realm improvements in an orderly and staged manner. Stakeholders and project partners include local traders, landowners, VicRoads, and Public Transport Victoria. Delivery of these projects will require the preparation of a detailed implementation plan, following adoption of the Structure Plan and its associated projects.

It is not feasible to fully scope, design and budget for these types of activities at the structure planning stage. Each project will need to go through Council's processes for establishing and implementing significant community and capital works projects. As noted above however, in the case of each of the projects, key 'considerations' are noted in the draft Structure Plans. These considerations flag the matters and issues that will need to be addressed for the project to proceed and succeed. In some cases, these are straightforward; in other cases, they highlight that one project is contingent on another. The adopted Structure Plans will form the basis for future public realm works, which will be subject to detailed funding, scheduling and design processes over the life of the Plans. To facilitate this process, a detailed implementation plan for each centre will be prepared following Council's adoption of the Structure Plans.

#### KEY ISSUES AND OPPORTUNITIES – STREETS AND OTHER PUBLIC SPACES

- Six public realm projects are proposed in the draft *Structure Plan* resulting from ongoing community engagement and technical analysis.
- A detailed implementation plan will be required, following the adoption of the structure plan, in order to deliver public realm projects in an orderly and staged manner.



## MOVEMENT AND PARKING

Council commissioned MR Cagney to provide an independent and expert view on transport-sector interventions that could support land-use change and development within the Elsternwick Activity Centre.<sup>12</sup> The resultant discussion paper is based around the following policy directions, which are consistent with the directions provided by existing local and state-level policy:

- *Put walkability first – providing good conditions for walking improves the safety of the overall transport system, supports public transport use and local amenity while reducing traffic congestion.*
- *Manage parking for streetscape amenity, town centre vitality and to support mode shift – parking management can play a major role in changing transport behaviour.*
- *Intensify development around rapid transit – public transport works best in locations with dense walk-up catchments and excellent walking facilities to stations and stops.*
- *Ensure cycling plays its role – cycling can play a significant role in providing for short-medium distance trips, extending the range of trips that can use active transport.*
- *Work toward ‘vision zero’ road deaths and serious injuries – improving the safety of the transport system is a critical component of encouraging walking and cycling.*
- *Plan for attractive congestion-free networks rather than reducing congestion – prioritising congestion reduction with road capacity expansion risks making the environment for other modes less attractive. Public transport and cycling networks can provide congestion-free networks which is a more financially viable and effective measure.*

In the context of these policy directions, the discussion paper identifies the following challenges and opportunities:

<b>Policy direction</b>	<b>Key challenges</b>	<b>Key opportunities</b>
Put walkability first	<p>Long trip distances to major employment centres results in limited use of walking for commuting trips.</p> <p>Presence of some major barriers that reduce the connectivity of the walking network; Nepean highway and Sandringham rail line.</p> <p>High existing use of cars for short, local trips may mean encouraging behaviour change toward increased walking may be challenging.</p>	<p>High levels of existing walking to the activity centre for accessing shops and rail station (40-50% mode share).</p> <p>Intensification of population and employment will provide a greater diversity of local services for more people, make walking a more viable choice.</p>

<sup>12</sup> Glen Eira Transport Analysis and Forecasting Discussion Paper: Elsternwick Activity Centre, MRCagney Pty Ltd

<p>Manage parking for town centre vitality and to support mode shift</p>	<p>Managing increased demand for parking accompanying residential and commercial development and population growth.</p> <p>Making trade-offs between kerbside space for parking and other uses such as cycling lanes, tram priority and extended footpaths.</p> <p>Ensuring parking is not 'over-supplied' through application of minimum parking regulations accompanying new development, or through over-supply of public off-street parking facilities.</p> <p>Managing community expectations about parking availability, given current relatively high levels of parking provision.</p>	<p>Potential to consolidate parking supply at Council-owned with multi-story parking buildings.</p> <p>Potential to reduce council land devoted to off-street parking.</p> <p>Potential to reduce parking demand through increasing use of walking, cycling and PT.</p>
<p>Intensify development around rapid transit</p>	<p>Ensuring intensification is accompanied by improvements to local amenity and is not accompanied by congestion on local transport networks.</p> <p>Encouraging increased job density alongside residential population density.</p>	<p>High market demand for residential development around rapid transit reflected in recent concentration of development around Elsternwick activity centre.</p> <p>Council-owned land adjacent to high quality public transport presents opportunities for strategic Council-led intensification.</p>
<p>Ensure cycling plays its role</p>	<p>Limited provision of a connected, safe cycling network limits uptake of cycling to a niche user group.</p> <p>Relatively high number of cycle crashes in area.</p> <p>Reallocation of kerbside space for improved cycling facilities will require trade-offs with provision of on-street parking and other potential uses such as extended footpaths.</p>	<p>Provision of safe cycling facilities alongside rail elevation project.</p> <p>Low existing cycle mode share means major opportunities for growth.</p> <p>Flat terrain supports increased cycling uptake.</p> <p>Reasonably high levels of activity density means a diversity of destinations are available with short trips, well-suited to cycling.</p> <p>Provision of high quality infrastructure can lead to major increases in cycling demand.</p>
<p>Work toward 'vision zero' road deaths and serious injuries</p>	<p>Reducing road crash deaths and serious injuries, particularly pedestrian and cyclist crashes on Glen Huntly Road.</p> <p>Lowering speed limits will require trade-offs with other goals for high speed vehicle movement.</p>	<p>Walking and cycling facility upgrades can improve safety.</p>
<p>Plan for attractive congestion-free networks rather than reducing congestion</p>	<p>Major mode shift to public transport depends on the quality and connectivity of broader metropolitan-scale networks.</p> <p>High levels of current overcrowding may be reducing the appeal of rail.</p>	<p>Opportunities for tram extensions to better serve the town centre.</p> <p>Future improvements to Elsternwick Station and increased rail frequencies accompanying Melbourne Metro project will make rail</p>



		more attractive.
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This discussion paper has, in part, informed the directions and interventions proposed in the draft Structure Plan. However, in response to on-going community concern regarding car parking, further analysis has been undertaken to ensure future interventions do not result in a parking shortfall (below). Further, community concern regarding the intensity of development on council-owned car parks has been acknowledged (addressed in earlier sections of this report).

## MOVEMENT

Elsternwick activity centre is located 9km south-east of Melbourne’s CBD. The local centre is serviced by an extensive road network, Elsternwick Station on the Sandringham passenger rail line, and a tram route running on Glen Huntly road.

Glen Huntly Road is the major road running east-west through the activity centre. It is the major shopping street and has the highest level of pedestrian activity as well as carrying high volumes of traffic and the 67 tram route. Glen Huntly road intersects with the Nepean Highway just to the west of the shopping strip.

The Sandringham rail line provides a frequent passenger services between Elsternwick and the Melbourne CBD and runs south to Sandringham. The rail line runs beneath Glen Huntly Road with a below-grade station platform. The 67 tram route provides connections north to the CBD and east toward Carnegie. Walking networks are primarily comprised of footpaths that are near-universally provided on all streets within the activity centre. Major road intersections include signalised pedestrian crossings. Cyclists use the road network and some limited cycling facilities such as painted on-street lanes on the Nepean Highway and limited collector roads.

## WALKING AND CYCLING

A PedShed is a map that shows the walkable catchments this is a simple technique for comparative evaluation of how easy it is to move through an urban area to get to and from centres or facilities. These maps are the best estimates of walkability.

The below map shows the actual area within a 10 minute walking distance from the retail strip along Glen Huntly Road, Elsternwick.

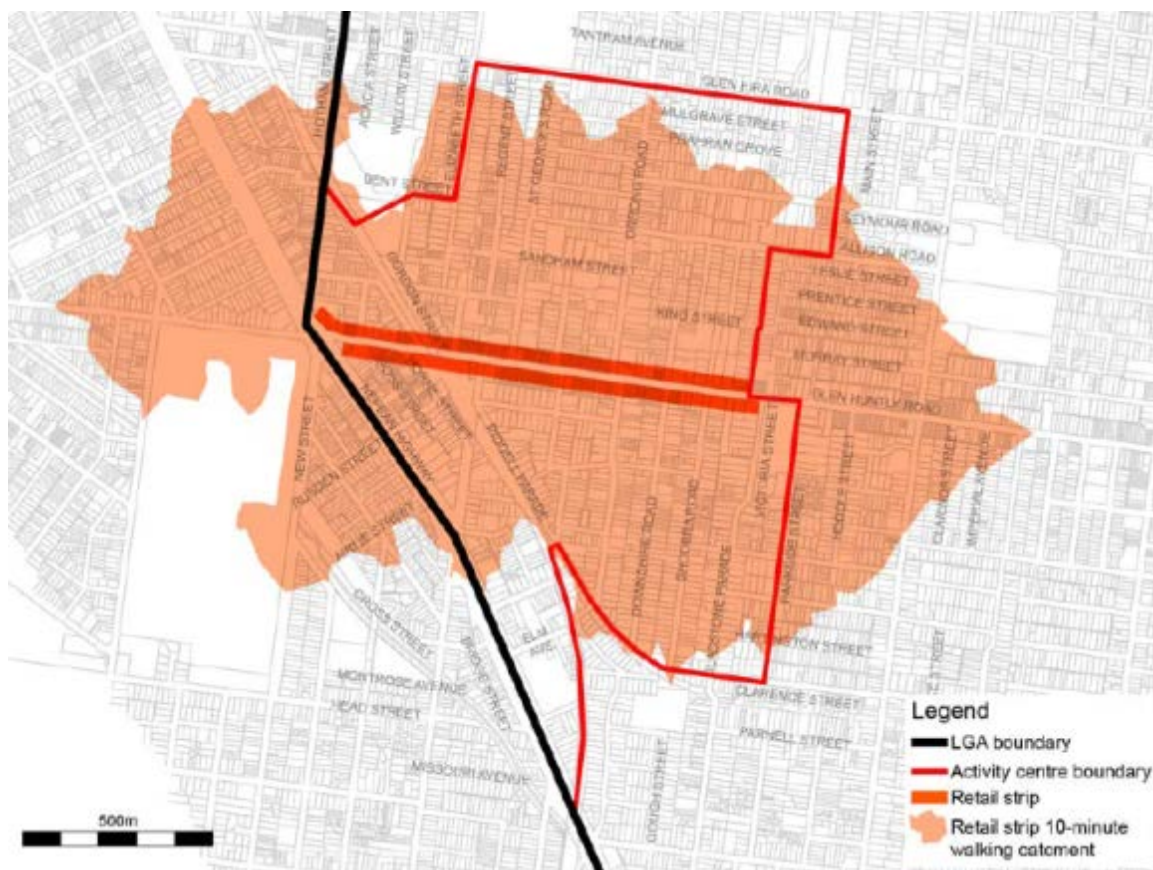


Figure 23 PedShed map for Elsternwick (Source: MRCagney)

The 10-minute catchment extends a maximum distance of approximately 700m distance from the retail strip. To the east of the railway line the walking catchment has relatively good pedestrian connectivity enabled by the regular street grid.

Recent community consultation undertaken by Council of over 2,100 surveys completed, reflect respondent modes of transport when accessing their local centres.<sup>13</sup> Respondents were able to select more than one mode if they do access their centres in different ways.

	% Drive	% Walk	% Other ( Bik, PT)
<b>Major Activity centres</b>			
Bentleigh	46	43	11
Carnegie	36	47	17
Caulfield Junction	35	48	17
Elsternwick	34	51	15
Moorabbin	45	35	20
<b>Major Average</b>	<b>39</b>	<b>45</b>	<b>16</b>

A comparison of Public Transport Patronage data collected at each station in 2013-14 across arrival mode types.<sup>14</sup>

<sup>13</sup> Glen Eira Activity Centres Community Engagemet Summary Final Report, Co Design Studio  
 GLEN EIRA CITY COUNCIL  
 ELSTERNWICK STRUCTURE PLAN  
 BACKGROUND REPORT

	Bus	Car	Bike	Other	Train	Tram	Walk
<b>Major Activity Centre</b>							
Bentleigh	10.4 %	24.7 %	0.9 %	0 %	4.0 %	0 %	59.9 %
# week day entries	273	645	24	0	103	0	1564
Carnegie	8.6 %	18.4 %	0.5 %	0 %	1.0 %	0.0 %	71.5 %
# week day entries	272	576	15	0	32	0	2245
Elsternwick	5.3 %	22.6 %	0 %	0 %	2.3 %	18.6 %	51.3 %
# week day entries	192	825	0	0	84	678	1871

## TRAFFIC MOVEMENT

In order to ascertain recent and accurate traffic data Council commissioned onemilegrid to conduct traffic movement counts at key intersections within the activity centre, as shown in the images below.<sup>15</sup>

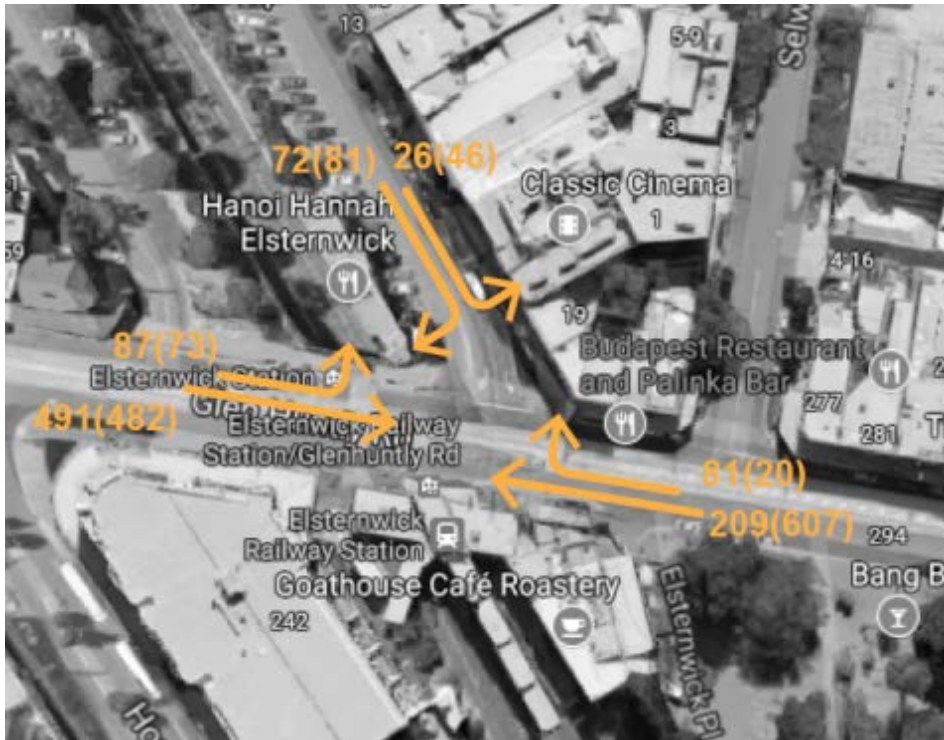
The orange text in the images shows the direction of travel, the number of car movements in the AM peak and, in brackets, the number of car movements in the PM peak.



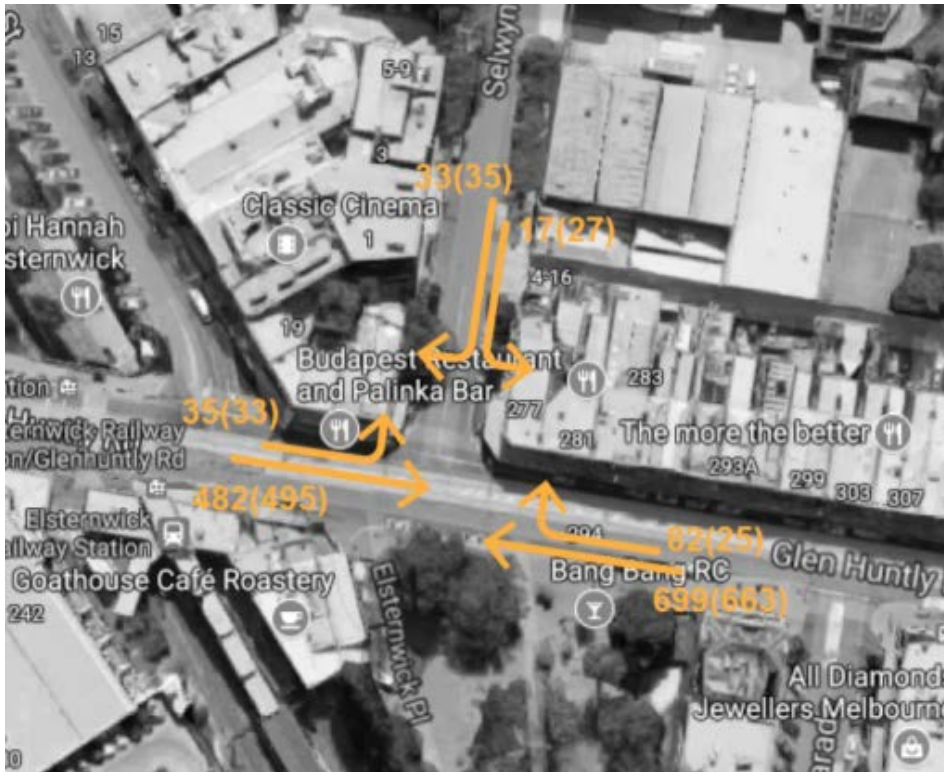
Glen Huntly Road / Ripon Grove - AM (PM)

<sup>14</sup> <https://www.ptv.vic.gov.au/about-ptv/ptv-data-and-reports/research-and-statistics/>

<sup>15</sup> Glen Eira Transformative Concepts Review 2017, onemilegrid



Glen Huntly Road / Gordon Street - AM (PM)

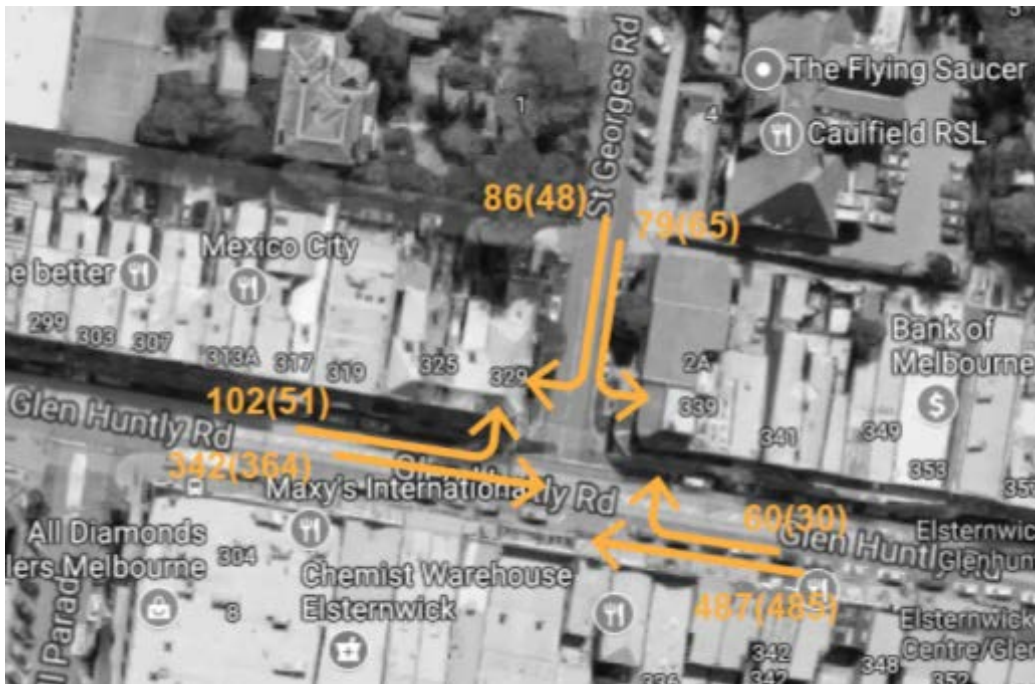


Glen Huntly Road / Selwyn Street - AM (PM)





Glen Huntly Road / Riddell Parade - AM (PM)



Glen Huntly Road / St. Georges Road - AM (PM)



Glen Huntly Road / Staniland Grove - AM (PM)

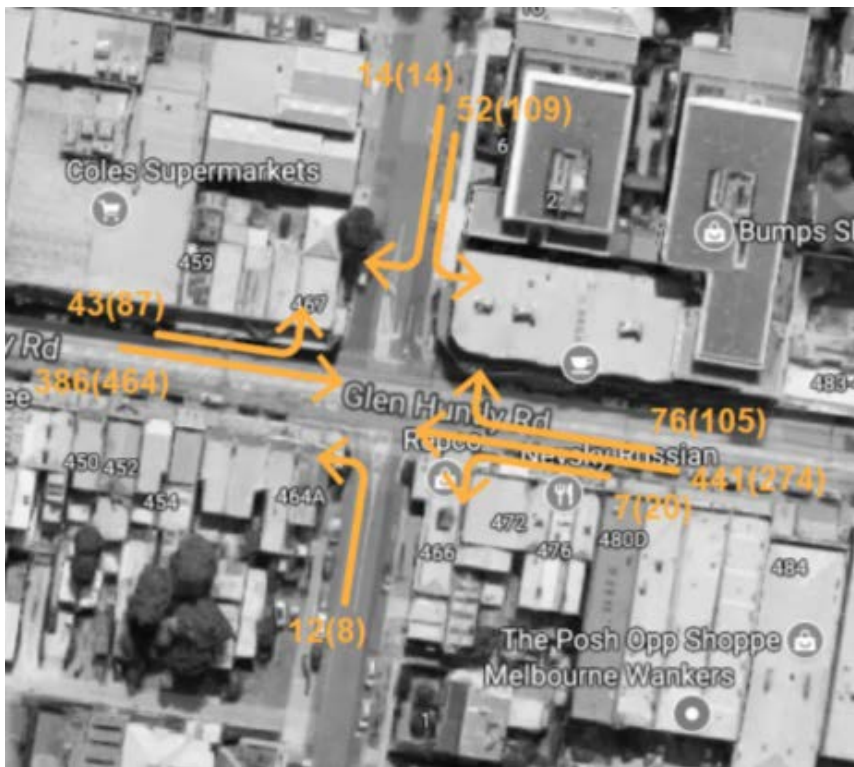


Glen Huntly Road / Carre Street - AM (PM)

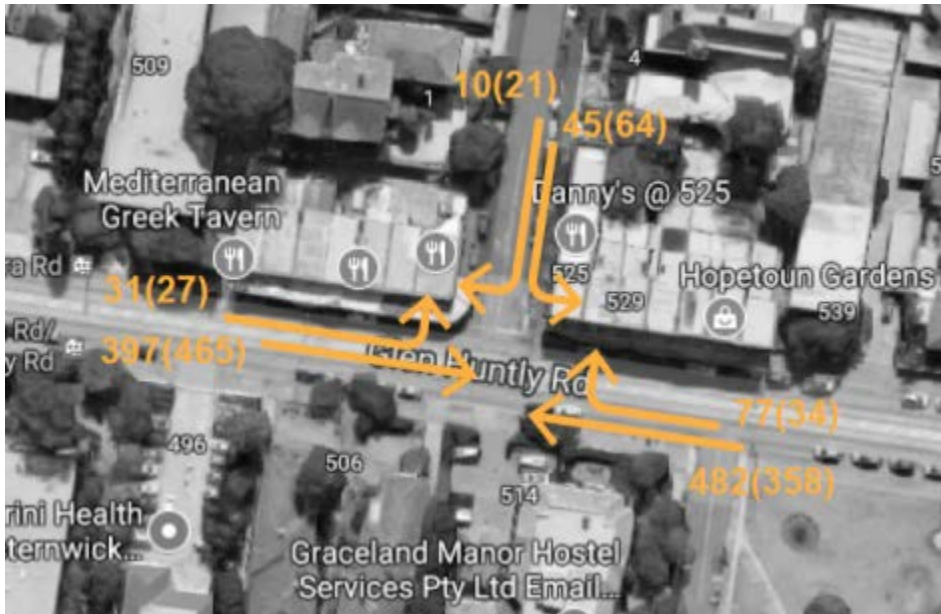




Glen Huntly Road / Orrong Road - AM (PM)



Glen Huntly Road / Beavis Street - AM (PM)



Glen Huntly Road / Hopetoun Street - AM (PM)

To assess the operation of the intersection the traffic volumes have been input into SIDRA Intersection, a traffic modelling software package. The SIDRA Intersection software package has been developed to provide information on the capacity of an intersection with regard to a number of parameters. Degree of saturation (DoS) represents the ratio of the traffic volume making a particular movement compared to the maximum capacity for that particular movement. The DoS provides a rating of the performance of intersections, ranging from *Excellent* to *Very Poor*.

Degree of Saturation	Rating
0-0.6	Excellent
0.61-0.70	Very Good
0.71-0.80	Good
0.81-0.90	Fair
0.90 – 1	Poor
Above 1.00	Very Poor

The DoS for each of the assessed intersections is provide below.

Intersection	Peak	Approach	D.o.S
Glen Huntly x Rippon	AM	Glen Huntly W	0.36
		Glen Huntly E	0.49
		Rippon N	0.08
	PM	Glen Huntly W	0.34
		Glen Huntly E	0.43
		Rippon N	0.13
Glen Huntly x Gordon	AM	Glen Huntly W	0.35
		Glen Huntly E	0.52
		Gordon N	0.14
	PM	Glen Huntly W	0.34



		Glen Huntly E	0.39
		Gordon N	0.31
Glen Huntly x Selwyn	AM	Glen Huntly W	0.32
		Glen Huntly E	0.51
		Selwyn N	0.19
	PM	Glen Huntly W	0.32
		Glen Huntly E	0.43
		Selywn N	0.18
Glen Huntly x Riddell	AM	Glen Huntly W	0.37
		Glen Huntly E	0.35
		Riddell S	0.48
	PM	Glen Huntly W	0.39
		Glen Huntly E	0.33
		Riddell S	0.25
Glen Huntly x St Georges	AM	Glen Huntly W	0.27
		Glen Huntly E	0.35
		St Georges N	0.32
	PM	Glen Huntly W	0.25
		Glen Huntly E	0.32
		St Georges N	0.19
Glen Huntly x Staniland	AM	Glen Huntly W	0.26
		Glen Huntly E	0.39
		Staniland N	0.18
	PM	Glen Huntly W	0.26
		Glen Huntly E	0.32
		Staniland N	0.13
Glen Huntly x Carree	AM	Glen Huntly W	0.29
		Glen Huntly E	0.32
		Carre S	0.17
	PM	Glen Huntly W	0.27
		Glen Huntly E	0.32
		Carre S	0.08
Glen Huntly x Orrong	AM	Glen Huntly W	0.48
		Glen Huntly E	0.85
		Orrong N	0.8
		Orrong S	0.84
	PM	Glen Huntly W	0.75
		Glen Huntly E	0.73
		Orrong N	0.79
		Orrong S	0.79
Glen Huntly x Beavis	AM	Glen Huntly W	0.26
		Glen Huntly E	0.34
		Beavis N	0.06
		Downshire S	0.01
	PM	Glen Huntly W	0.3

		Glen Huntly E	0.28
		Beavis N	0.12
		Downshire S	0.01
Glen Huntly x Hopetoun	AM	Glen Huntly W	0.3
		Glen Huntly E	0.28
		Hopetoun N	0.12
	PM	Glen Huntly W	0.26
		Glen Huntly E	0.37
		Hopetoun N	0.08

## OBSERVATIONS

- Walking makes up over 50% passengers at Elsternwick train station.
- Car arrivals at Elsternwick train station are surprisingly high at 22%
- In comparison with other Melbourne stations that have similar levels of patronage, Elsternwick has average access by walking only (ranking 110 of 198 )
- The railway and the Nepean Highway introduce barriers to east-west pedestrian connectivity and this results in a reduced ability to walk to and from areas to the west of the shopping strip
- The majority of the structure plan areas are within a 10 min walking catchment of the retail strip with the exception of catchment to the south west.
- SIDRA analysis shows the majority of intersections are currently operating under ‘excellent’ conditions during both the morning and afternoon peak hours. With the exception of the Orrong Road and Glen Huntly Road intersection only performing at a “fair” condition.
- There are significant southbound movements on Riddell Parade.
- Gordon Street carries high volumes north and south in both the AM and PM peak.
- Carre Street carries significant west bound traffic in the AM peak (99).
- Beavis Street carries a significant east bound traffic in the PM peak (109) and 105 travelling north along Beavis.
- The majority of vehicles entering Glen Huntly Road from the side streets are travelling west towards Nepean Highway.

## PARKING

### EXISTING PARKING SUPPLY

The Elsternwick activity centre has a moderately high level of parking provision primarily in the form of some medium and large at-grade public parking facilities provided behind the established shopping strip on Glenhuntly Road.

<b>Council Owned Car Parks</b>	
On Street	415
Off Street	364
Total	779
<b>Private Owned Public Car Parks</b>	
Coles	227
Potential Future Woolworths	200
Total	427
<b>Grand Total</b>	<b>1206</b>

## PARKING DEMAND

Parking occupancy surveys in were commissioned by O'Brien Traffic on Tuesday 25 July and Saturday 29 July 2017 on the Council owned car parks. <sup>16</sup>

### OBSERVATIONS

- The results indicate that parking occupancy is generally reasonably low, although total Tuesday occupancy may be approaching levels that warrant consideration of some minor changes to parking management strategies
- Results suggest parking may be oversupplied in some areas, with Orrong Road car park and Stanley Street East car park consistently recording low occupancy across both Tuesday and Saturday survey periods.
- Tuesday parking demand is very low before 9 am, before ramping up slowly to a peak from approximately 11 am – 12 noon, with elevated demand lasting until approximately 3 pm. There is little night-time parking demand, with occupancy remaining consistently low from 5 pm – 10 pm.
- The Stanley Street West car park is the only parking area that experiences high parking demand on a Saturday however the adjacent Stanley Street East car park experiences much lower parking demand
- Peak occupancy for centre of around 80% occurs only briefly around 11 am, and while Staniland Grove and Stanley Street West record occupancies of above 90%, other car parking areas record much lower corresponding occupancies,
- Staniland Grove and Stanley Street West are the most valued parking locations the occupancy studies highlight that Saturday parking demand is notably higher than recorded

<sup>16</sup> See the *Parking Analysis for the Bentleigh, Carnegie and Elsternwick Structure Plans (Glen Eira City Council)* for detailed survey results.

weekday demand. Many of the council owned car parks experience occupancy levels in the high 80's and 90's. Between 11am until 2pm

- The commuter car parking at the train station may provide some relief on the weekend demand
- Parking surveys do not cover on-street locations. Demand for on-street parking spaces in town centres is generally than off street locations due to convenience.

## PARKING SHORTFALL ANALYSIS

In order to understand the extent of parking issues and implications for the future of the activity centre, a parking 'shortfall' analysis has been undertaken. The occupancy studies noted above have informed the analysis. The following tests were applied to assess parking shortfall:

### 1. Basic Test

$$[Basic\ shortfall] = [Planning\ Scheme\ Requirement] - [Total\ Public\ Parking\ Provided] .$$

This number is achieved by contrasting the planning scheme requirement and the total parking supply within the centre.

### 2. Shared Parking Test

$$[Shared\ Parking\ Shortfall] = [Planning\ Scheme\ Requirement \times Shared\ Parking\ Efficiency] - [Total\ Public\ Parking\ Provided].$$

Shared parking analysis acknowledges that the demand for parking is of a time-based nature. Demand fluctuates throughout the day operating on a peak and off-peak schedule depending on related land uses. For example the parking provided for the dentist could be easily used by customers of the nearby restaurant after hours when the dentist is shut.

### 3. 4 Hour Peak Occupancy Test

$$[4\ Hour\ Peak\ Occupancy] = [Sum\ of\ 4\ Highest\ Occupancy\ Rates\ for\ the\ Centre] / 4 .$$

The average 4-hour peak occupancy represents the average of the four highest hourly parking occupancies recorded across the day. The four highest parking occupancies do not have to occur across consecutive hours.

The analysis found the following:

### Analysis based on current parking numbers.

Total Public Parking	Parking Assessment		
	Land Use	Shared Parking Efficiency	4 Hour Peak Occupancy
1206	153 undersupply	118 oversupply	146 oversupply

## DRAFT STRUCTURE PLAN

Based on analysis and community feedback, the draft structure plan for Elsternwick identifies the follow parking interventions for the centre:

1. Increase the car parking numbers at the Stanley Street East public car park.

2. Relocate car parking from the Staniland Grove car park to create a new local urban park at street level.
3. Continue to provide public car parking within the Orrong Road car park
4. Repurpose Stanley Street West car park for employment and diverse housing whilst continuing to provide some limited public car parking.
5. Prioritise Glenhuntly Road for short-term and needs-based parking.
6. Explore options to provide new publicly accessible car parking within the urban renewal development area to the west of the railway line.

The increase in parking at the Stanley Street East parking site is intended to absorb the relocation of existing public parking that is to be repurposed (Staniland Grove and Stanley Street West) and to provide for additional car parking needs of the centre. The overall projected change across council-owned car parks is listed below.

	<b>Council-Owned Car Parks</b>	<b>No. of Existing Spaces</b>	<b>No. of Projected Future spaces</b>	<b>Change</b>
A	Orrong Road + Library	161	120	-41
B	Stanley E	126	350	224
C	Stanley W	77	50	-27
	<b>Total</b>	<b>364</b>	<b>520</b>	<b>156</b>

**Analysis based on future parking numbers (based on structure plan strategies).**

The parking shortfall tests noted above have been applied to the future scenario, to ascertain the impact of the proposed interventions. Applying these tests demonstrates that the net increase of 156 spaces across the activity centre will result in an oversupply of car parking spaces.

Total Future Public Parking	Increase	Parking Assessment		
		Land Use	Shared Parking Efficiency	4 Hour Peak Occupancy
1312	106	47 undersupply	224 oversupply	252 oversupply

#### KEY ISSUES AND OPPORTUNITIES – MOVEMENT AND PARKING

- The railway line and the Nepean Highway introduce barriers to east-west pedestrian connectivity and this results in a reduced ability to walk to and from areas to the west of the shopping strip.
- Analysis shows the majority of intersections are currently operating under ‘excellent’ conditions, with the exception of the Orrong Road and Glen Huntly Road intersection only performing at a “fair” condition.
- The draft *Structure Plan* interventions are expected to result in a net increase in car parking.

## COMMUNITY INFRASTRUCTURE

### EXISTING FACILITIES

The distinguishing social infrastructure features of the Elsternwick Activity Centre and its 400-metre catchment include the following:

- Elsternwick Plaza, Hopetoun Gardens, Harleston Park, Ripponlea National Trust Estate & Gardens, Elsternwick Park and Riddell Park are the main public open spaces within the Elsternwick Activity Centre catchment.
- Elsternwick Park provides the main outdoor sporting functions in the area catering for sports such as golf, tennis, lawn bowls, Australian Rules football and cricket.
- The Elsternwick Library.
- One sessional Kindergarten facility (Orrong Road) and five privately operated long day child care facilities.
- Four non-government schools.
- Two acute hospital facilities.
- Two residential aged care facilities.

### AVAILABILITY OF AND ACCESS TO OPEN SPACE

Hopetoun Gardens and Harleston Park are the two Neighbourhood open spaces in Elsternwick and are popular spaces used by people living in these suburbs and also in adjoining areas.

Following is a brief summary of the key statistics for quantity of open space in Elsternwick, as identified in the *Glen Eira Open Space Strategy*:

- 3.46 hectares of open space
- 1.3 per cent of the total suburb area is open space
- 2 per cent of the total open space in the City of Glen Eira
- 3 sqm of open space per person, based on the estimated population for 2013 (combined with Gardenvale)

There are no other major areas of open space within 400 metres walking distance of Elsternwick. Greenmeadows Garden in St Kilda East is the nearest and this is 400 metres from the northern boundary of Elsternwick. The gaps in the distribution of open space in the suburb of Elsternwick (and part of Gardenvale) are shown in Figure 24.

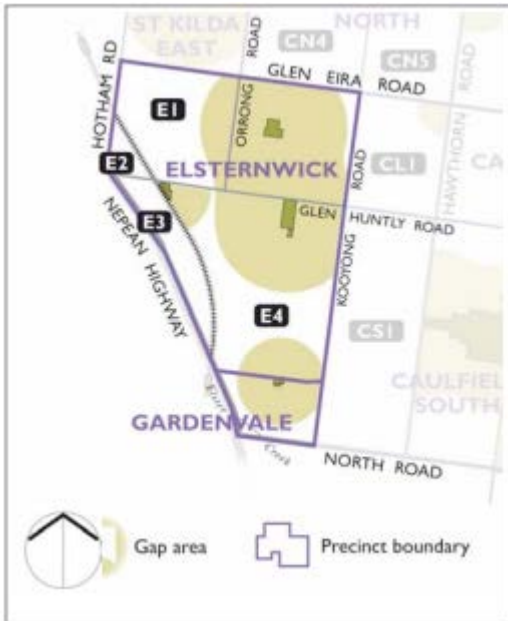


Figure 24 Open Space Gap Areas

Areas E1, E2 and E3 and B4 are within the Activity Centre boundary. The Glen Eira Open Space Strategy addresses these gaps as follows:

Gap Area	Description	Conclusions for gap areas
E1	North of Glen Huntly Road and west of Orrong Road, this area includes predominantly residential land use to the north along with the Elsternwick Urban Village towards the south where residential population growth in the order of 1,350 people is forecast to occur. This includes the ABC site, identified as a future strategic site.	Provide a new Local open space in the southern western part of this gap area to potentially meet the open space needs of people in the Gap area E2 and E1. This includes the open space needs of the existing and forecast population. • Provide a new Small Local open space in this gap area primarily for the existing population in the established residential area to the north and also for existing and forecast population in the southern part of St Kilda East.
E2	North of Glen Huntly Road and west of the railway, this area is bounded to the west by the Nepean Highway and the north by Hotham Street. It is within the boundary of the Elsternwick Urban Village and is anticipated to experience forecast growth in the future. It is noted as a precinct for medium density housing. The historical Sinclair Street Footbridge over the railway line provides a pedestrian connection to the east for those who are fit and able to climb and use the footbridge.	The proposed new Local open space in Gap Area E1 is to cater to people living and working in this gap area.
E3	South of Glen Huntly Road and west of the railway,	Provide a new Small Local open space in Gap



<p>this gap area has recently experienced high density development in and around the Elsternwick Station. There is no open space in the gap area and with the Nepean Highway defining the western boundary of the precinct, there is a need to provide some open space that is easily accessible for the local community.</p>	<p>area E3 to meet the existing and forecast population local open space needs. Some larger road reserves central in the precinct may present opportunities to provide this additional open space.</p>
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The parks in the location of the Staniland Grove carpark, over the railway line and within the Urban Renewal area (proposed in the draft Structure Plan) seek to address the identified open space shortfall in Elsternwick.

### CO-LOCATION AND COMMUNITY HUBS

Co-location of community facilities is emerging as the best practice model for the provision of local government services. In this context, the need for a multi-functional facility in Elsternwick has been identified, which could be located in a newly established cultural precinct.

### SECURING SIGNIFICANT COMMUNITY BENEFIT THROUGH DEVELOPMENT

Council commissioned a Discussion Paper to explore the topic of securing significant community benefit through development. Case studies undertaken for this paper identify a number of critical steps to ensure the success of a community benefits scheme:

- Development of a Community Benefit Strategy that provides strategic justification for contributions or provision agreements
- Detailed economic and property analysis to understand the market and capacity
- Legal and statutory assessment to ensure legitimacy of mechanisms and translation into statute.

The concept of Community Benefit was included in the draft *Quality Design Principles* and *Draft Concept Plan*. These documents formed the basis of Stage Five of community engagement. Potential categories of community benefit proposed during this stage were:

- greater employment (office or health);
- diverse housing (affordable, aged care, student, short-stay accommodation);
- additional public parking;
- new street connections; and
- community uses.

Following on from the previous stages of community engagement, the draft *Quality Design Guidelines* outline Council’s approach to achieving community benefit through development, as follows:

*Major new developments should contribute to and enhance local communities. Developers may recognise the value of providing a significant community benefit through new developments; however, there is often no clear framework for when and how this should be delivered. By providing strong guidance from the outset, Council can achieve positive outcomes for our community as part of major developments.*

#### KEY OUTCOMES

- To ensure identified strategic and urban renewal developments deliver a significant community benefit.

#### APPROACH

*The following taller building types (above five storeys) should be applied in identified strategic opportunity areas where developments should provide a significant community benefit:*

BUILDING TYPE	PREFERRED HEIGHT	MAXIMUM HEIGHT (IN IDENTIFIED AREAS AND PROVIDING A SIGNIFICANT COMMUNITY BENEFIT)
Strategic site A	6 storeys	8 storeys
Urban renewal A	8 storeys	12 storeys
Urban renewal B	6 storeys	8 storeys

*Proposed buildings should not exceed the preferred height. 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:*

- diverse housing mix that responds to an identified community need (affordable housing, 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 priority items.*

*Contributions for each development should be determined in consultation with Council to determine the best strategic outcome and will be clarified through future strategic work.*

*It is important to note that developments still need to meet basic requirements that are not considered community benefit, including as relevant:*

- *open space provisions and monetary contributions;*
- *development contributions;*
- *minimum car parking provisions;*
- *canopy tree planting and urban greenery; and*
- *minimum commercial floor areas as identified in commercial and mixed-use areas.*

#### **COMMUNITY BENEFIT EXAMPLES**

*Examples of community benefit may include but are not limited to the following:*

- *Provide a diverse housing mix that responds to the needs of the local community (needs determined based on relevant Council research, policy or strategies). The mix should include more than just a range of apartment sizes and layouts, and may include affordable housing, aged care, student and short stay accommodation.*
- *Where identified in Structure Plans and other strategic documents, provide new street or pedestrian connections. This should be undertaken in consultation with Council and landowners of other sites required to complete a through-connection.*
- *Provide community uses and facilities, in consultation with Council, that respond to the needs of the local community.*

#### **KEY ISSUES AND OPPORTUNITIES – COMMUNITY INFRASTRUCTURE**

- There are open space gaps in the north-west and south-east of the Activity Centre.
- The draft Structure Plan seeks to address the open space shortfall with the conversion of the Staniland Grove car park into a park, along with new open space over the railway line and within the Urban Renewal area.
- The draft Structure Plan identifies Selwyn Street as future location of a community hub.

## LIST OF RESEARCH AND CONSULTANT REPORTS

- Assessment of the Economic Impacts of Transformation Concepts on Activity Centres: Bentleigh, Carnegie and Elsternwick, 2017 (Blair Warman Economics)
- City of Glen Eira Analysis of housing consumption and opportunities 2017 (.id)
- Glen Eira Activity Centres Community Engagement Summary Final Report 2017 (Co Design Studio)
- Glen Eira Community Benefits Discussion Paper 2017 (Planisphere)
- Glen Eira Community Profile (online resource) (.id)
- Glen Eira City Council Review of Existing Heritage Precincts 2017 (Glen Eira City Council)
- Glen Eira Open Space Strategy (2014)
- Glen Eira Planning Scheme Review 2016 (Glen Eira City Council)
- Glen Eira Activity Centres Urban Context Report 2017 (Planisphere)
- Glen Eira Draft Urban Design Guidelines 2017 (Planisphere)
- Glen Eira Economic Analysis and Forecasting Study 2017 (Blair Warman Economics)
- Glen Eira Transformational Concepts Draft Report 2017 (Planisphere)
- Glen Eira Transformative Concepts Review 2017 (onemilegrid)
- Glen Eira Transport Analysis and Forecasting Discussion Paper: Elsternwick Activity Centre 2017 (MRCagney)
- Glen Eira Urban Design Analysis Report 2017 (Planisphere)
- Parking Analysis for the Bentleigh, Carnegie and Elsternwick Structure Plans (Glen Eira City Council)
- Peer Review of Glen Eira's Draft Quality Design Guidelines and Strategic and Urban Renewal Development Plans Analysis, 2017 (Aecom)
- Plan Melbourne 2017-2050 (State Government of Victoria)
- Planning Strategy Impacts on Housing Opportunity (Glen Eira City Council)
- Southern Sub Residential Zones State of Play, Region State of Play, 2016 (Managing Residential Development Taskforce, Department of Environment, Land, Water and Planning)