

ITEM 9.3 ELSTERNWICK STRUCTURE PLAN**Author:** Aidan Mullen, Manager City Futures**File No:** 16/25193**Attachments:** 1. *Elsternwick Structure Plan 2018-2031*
2. *Elsternwick Draft Structure Plan Consultation Overview*

PURPOSE AND SUMMARY

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

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

RECOMMENDATION

That Council:

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

BACKGROUND

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

'Elsternwick will be a safe, accessible and livable centre that embraces its historic character and strong cultural and village feel.'

The centre will be a destination for its longstanding cultural and entertainment offerings, business and employment opportunities, and a range of quality local retail outlets and community spaces.'

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

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

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

1. Stronger protection of Elsternwick's heritage character
2. New public spaces to harness Elsternwick's culture and street life
3. Ensure larger developments provide significant community benefit

1. Stronger protection of Elsternwick's heritage character

Community feedback has clearly shown that the Glenhuntly Road shopping precinct strongly defines and represents the Elsternwick community, through its unique combination of:

- heritage street fronts and buildings;
- strong Jewish heritage and culture;
- independent boutiques;
- traditional Jewish cake shops and bakeries;
- modern cafes and restaurants;
- important cultural facilities such as the Jewish Holocaust Centre;
- community facilities such as the Elsternwick Library; and
- entertainment such as the Classic Cinema.

The Elsternwick shopping precinct is truly unique in wider Melbourne. The shopping strip has an existing heritage overlay, which seeks to preserve the unique and intact heritage streetscape. Despite this heritage protection, recent VCAT approvals have seen a number of taller buildings of up to 8 storeys being constructed in the shopping strip.

When justifying taller buildings in the heritage overlay, VCAT has pointed to the lack of alternative priority development areas in Elsternwick to accommodate the centre's future growth. If this current development trend continues, the heritage precinct is in danger of being significantly eroded by, or lost to, major development.

The residential areas to the north of Glenhuntly Road are largely protected by a Heritage Overlay and those to the south by a Neighbourhood Character Overlay. However, a large part of the closer residential areas just north and south of Glenhuntly Road are zoned for

growth, allowing 4 storey apartment buildings. This presents a significant conflict in policy which seeks to achieve two opposite objectives.

The *Elsternwick Structure Plan* has the difficult task of finding a solution that balances the need for development in Elsternwick with the long held, strong community desire to protect the heritage fabric of the neighbourhood.

In order to preserve the heritage significance of the core of Elsternwick, growth needs to be accommodated in alternative areas (not affected by a heritage area overlay). The *Elsternwick Structure Plan* identifies a new urban renewal precinct of current commercial land, located between the railway line and the Nepean Highway as an appropriate area for managed growth.

Through recent community consultation, the neighbouring residents have made it very clear the concerns regarding the taller buildings in the urban renewal areas, which include overlooking, overshadowing, visual bulk and traffic impacts.

The benefit of large urban renewal precincts, such as the existing car yards in Elsternwick, is that many of these adverse impacts can be managed within the site. The *Elsternwick Structure Plan* sets out clear key design principles, including:

- minimise overshadowing to existing residential sites;
- minimise overlooking to existing residential sites;
- minimise traffic and parking impacts on existing residential streets;
- appropriate transition to existing residential streets; and
- respond to surrounding heritage and neighbourhood character areas.

The updated building heights plan addresses these principles, in particular seeking to manage overlooking and overshadowing onto existing residential sites. It is also a measured response to the concerns raised by neighbours through the engagement process.

This new urban renewal precinct seeks to accommodate growth in a location that will not erode the Elsternwick shopping strip's heritage and cultural character, while also delivering a significant positive legacy for the wider Elsternwick community, such as new open space and greater employment opportunities. It is felt that this approach finds the required balance to achieve the right outcome for this area and the wider Elsternwick community.

2. New public spaces to harness Elsternwick's culture and street life

Elsternwick is a unique cultural destination. It serves not only the local Jewish community and Elsternwick neighbourhood, but also wider Melbourne who visit the cultural and entertainment venues. The *Elsternwick Structure Plan* seeks to significantly improve the visitor experience by creating a series public spaces that allow Elsternwick's street life and culture to safely spill out onto the street in key locations.

Building on the success of the Elsternwick Plaza upgrade, new spaces will be created in Selwyn and Gordon Streets to strengthen the cultural and entertainment precinct around the train station.

Focused around the Holocaust Museum, the Selwyn Street upgrade will be inspired by European Jewish squares by widening the footpaths and making the majority of the street one-way. Every year, Selwyn Street is closed to hold a number of cultural events, including the Jewish culture street festival *In One Voice*, which in 2017 has more than 7,000 participants. It is hoped that investing in this new public space will be a catalyst for greater cultural uses in Selwyn Street and the wider precinct.

Just next to Selwyn Street, a new plaza is envisaged across the railway line and Gordon Street which will connect the train station with the Classic Cinema. This new plaza will create a new, safe night-time precinct in the heart of Elsternwick.

Further along Glenhuntly Road, new public spaces are planned for Carre Street and Staniland Grove. Linked by a new pedestrian crossing, these new public spaces will significantly improve pedestrian safety, while also creating inviting green spaces, with canopy trees and seating.

New green parklands are recommended on the Elsternwick Library car park site, within the urban renewal precinct and on the Gordon Street ABC studio site.

In total, the Elsternwick *Structure Plan* seeks to achieve an additional 21,500 square metres of new public open space.

3. Ensure larger developments provide significant community benefit

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

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

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

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

Community benefit items may include but are not limited to:

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

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

State and Council Policy

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

Economy Strategy 2017 which seeks to create a strong link between the community's and the State's aspirations.

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

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

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

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

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

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

ISSUES AND DISCUSSION

Consultation on the Draft Concept and Draft Structure Plans

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

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

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

1. Urban renewal area

Community feedback:

The urban renewal section of the *Draft Structure Plan* received significant community feedback, with 417 submissions received, largely concerning the impact on existing residential areas including overshadowing, overlooking, visual bulk, traffic and neighbourhood character impacts. Officers also met one-on-one with many of the affected landowners and residents in the precinct.

Two options regarding the extent of change were presented during consultation. Option one proposed to limit the urban renewal development to mainly commercially zoned land and option two sought broader urban renewal areas based on precincts. Many respondents felt that neither option addressed their concerns for the area, and that a third option should be developed. Others suggested that instead of an urban renewal precinct, development should be spread out across Elsternwick.

Officer recommendation:

Officers have undertaken a significant review of the urban renewal area in order to address the various issues raised by the community. In particular, community concerns relating to overlooking, overshadowing, visual bulk and traffic were investigated further.

The urban renewal precincts were identified due to their ability to address these concerns. The large size of the commercially zoned land, and their location along arterial roads, means that in future, well designed, higher density development can successfully manage amenity impacts within the precinct.

Upon review, officers felt that while the *Draft Structure Plan* described the future opportunities of the urban renewal precincts, it did not adequately outline how amenity concerns highlighted through community consultation would be addressed through any future change. Officers have therefore undertaken a comprehensive update to the urban renewal section with the key changes outlined below.

The urban renewal north precinct has been reduced in scope and height, by limiting taller development mainly to the larger commercially zoned land. The residential areas north and south of Glenhuntly Road have been significantly reduced from the proposed urban renewal heights, to instead align with the existing planning controls of 4 storeys.

The urban renewal south precinct has been reduced in scope and height, in order to:

- provide a clear transition in height from lower-scale contexts to the north (proposed 6 storeys near Alexandra Avenue) and west (proposed 4 storeys near St James Parade);
- protect the future open space in accordance with Council's *Open Space Strategy*, with no overshadowing for a minimum of 5 hours at the September Equinox (9am to 2pm achieved) and 3 hours at Winter Solstice (11am to 2pm achieved);

- ensure no overshadowing of residential areas between 9am and 3pm at the September Equinox, including:
 - properties nearby in Alexander, Oak and Elm Avenues and Marmara Drive;
 - properties across the railway line along St James Parade in Elsternwick; and
 - properties in the City of Bayside across Nepean Highway.
- focus taller development to sites fronting Nepean Highway and provide a transition in height at its edges. Preferred and maximum heights have been refined (in line with overshadowing measures) as outlined below:
 - preferred 4 storeys and maximum 6 storeys – between Alexander and Oak Avenues; and
 - preferred 8 storeys and maximum of 10 and 12 storeys – south of Oak Avenue.
- the surrounding residential area is recommended to be Garden townhouse instead of the proposed Garden apartment (apart from the residential block immediately south of Alexander Avenue). This change is considered to enable future change that is more respectful of the existing residential character, while also the enabling the appropriate growth and transition in this precinct to address the changing context.

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

With regard to traffic concerns, a new principle has been added to stating that urban renewal development should *'minimise traffic and parking impacts on existing residential streets'*. The *Structure Plan* does not provide detailed resolutions of how to achieve this objective, instead, officers will undertake detailed transport exploration with State transport authorities, once Council has adopted a final *Plan*. The process to achieve this includes additional community consultation following more detailed traffic analysis, as detailed in the diagram below.



With regard to suggestions that the urban renewal precincts should not proceed and instead development should be spread throughout Elsternwick, officers note that this is largely the status quo - where planning policy seeks to both protect the established heritage and character areas, while also encouraging development in central Elsternwick. As identified earlier in this paper, this policy conflict has seen VCAT approving very tall buildings in heritage protected areas, significantly eroding Elsternwick’s highly valued character.

For this reason, the establishment of the Elsternwick urban renewal precinct is critical in strengthening the protection of Elsternwick's large and established character and heritage areas, by repositioning Elsternwick's required future growth to commercially zoned land not affected by precinct wide heritage or character overlays. The urban renewal precinct is also a rare opportunity to design for our future community needs, such as local employment, sustainable transport, diverse housing and open space.

2. Protect heritage and character

Community feedback:

A number of submissions were received, either raising concerns regarding the residential interface with shop-top or larger strategic sites or regarding the heritage status of various buildings.

Officer recommendation:

As outlined earlier in this paper, the protection of the heritage character of Elsternwick has been the first priority of the *Structure Plan*. The *Structure Plan* seeks to provide clarity, by clearly stating where heritage character is sought to be protected and enhanced, and where higher density development is encouraged.

The *Elsternwick Structure Plan* states that where higher density development abuts a sensitive interface (such as heritage or low-scale residential sites) development must be sympathetic to the scale and amenity of the site.

The *Structure Plan* also states that further investigation of sites of potential heritage significance within Elsternwick will be undertaken following adoption as part of a wider, municipal heritage review.

With regard to character, officers undertook further exploration of three key areas identified through consultation to inform updates to the *Structure Plan*:

Eastern end of Glenhuntly Road

Officers have undertaken a further review of the Glenhuntly Road corridor and made the following changes:

- Consistent podium height of two storeys along Glenhuntly Road to continue the look and feel of the heritage strip.
- Fine-grain commercial properties at the corner of Hopetoun Street have been amended to Heritage/character shop-top.
- Maximum building height of the strategic site on the eastern side of Yorston Court, has been reduced to 6 storeys, in order to better transition down to the adjacent existing residential area.
- Maximum building height of shop-top, between Shoobra Road and Victoria Street, has been reduced to 3 storeys.
- Corner properties have been removed from the Strategic site building type and replaced with Heritage/character shop-top with a maximum building height of 4 storeys.
- Residential property has been removed from the Shop-top building type.

North side of Stanley Street

Officers have also undertaken a detailed review the properties from 12 to 20 Stanley Street. The current planning policy presents a conflict of policy by prescribing the Residential Growth Zone and the Neighbourhood Character Overlay.

In other areas within the Neighbourhood Character Overlay, the *Structure Plan* aims to resolve this conflict by replacing the Residential Growth Zone with a lower order zone.

However, upon review, taking this approach on the north side of Stanley Street is not recommended due to the surrounding context to the immediate north, east and west of these sites. This group of five sites may (ultimately) be surrounded by development of 4 to 8 storeys. To the east and west of these sites, the northern side of Stanley Street will see significant change in scale and character. The *Structure Plan* envisages a robust urban outcome, including the development of both of the existing at-grade car parks.

It is acknowledged that, while the sites are located within an area of change, they do have a relationship to the Neighbourhood Character area to the south. In addition, 18 Stanley Street is affected by a site-specific heritage overlay. It is therefore recommended that a nuanced approach is taken to managing built form on these sites.

It is recommended that the Neighbourhood Character Overlay be removed from these sites. Officers recommend that a lower 3 storey development occur either side of the heritage property at 18 Stanley Street, while a Garden apartment style can be accommodated at 12 to 14 Stanley Street. This aligns with the current zoning and would assist in providing a positive frontage to a future upgraded Carre Street. It will also positively respond to the existing Neighbourhood Character area opposite.

ABC Gordon Street Site

The ABC Gordon Street precinct has been updated to more strongly advocate for the retention of the buildings and continuation of creative employment at the precinct.

Updates to the *Plan* include:

- investigation of the heritage value of the buildings;
- future use to make a positive contribution to the Elsternwick community;
- creation of a new open space on the existing car park land; and
- identification of the interface with Rippon Lea Estate as a sensitive interface.

FINANCIAL, RESOURCE AND ASSET MANAGEMENT IMPLICATIONS

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

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

POLICY AND LEGISLATIVE IMPLICATIONS

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

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

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

COMMUNICATION AND ENGAGEMENT

The development of the Elsternwick *Structure Plan* has been an iterative process, driven by community feedback and expert review, six rounds of consultation, with more than 1,110 submissions received for Elsternwick.

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

STAGE	DATES	FEEDBACK RECEIVED	SECTIONS OF THE STRUCTURE PLAN INFLUENCED
1 Tell us what you love about your shopping strip	28 November 2016- 19 February 2017	Surveys: 356 Facebook comments: 9	<ul style="list-style-type: none"> • Vision • Public spaces
2 Transforming our neighbourhoods together	10 March- 9 April 2017	Surveys: 81 Drop-in sessions: 55 Email/mail submissions: 3 Facebook comments: 9	<ul style="list-style-type: none"> • Vision • Public spaces
3 Activity Centre, Housing and Local Economy Strategy and early Structure Plan exploration	24 May- 13 June 2017	Online feedback forms: 38 Email submissions: 26 Forum attendees: 45	<ul style="list-style-type: none"> • Vision • Land use
4 Quality Design Principles	26 July- 3 September 2017	Online forum: 82 Facebook comment: 5 Submissions: 9	<ul style="list-style-type: none"> • Buildings
5	26 July-	Surveys: 93	<ul style="list-style-type: none"> • Land use

Draft Concept Plan	3 September 2017	Forum comments: 17 Concept plan document downloads: 755 Facebook comments: 13 Email/mail/phone submissions: 107 Community forum attendees: 88	<ul style="list-style-type: none"> • Buildings • Public spaces • Parking and movement • Urban renewal
6 Draft Structure Plan/ Quality Design Guidelines	30 October-11 December 2017	Email submissions: 237 Surveys: 123 Online forum comments: 58 Facebook comments: 4 Forum attendees: Approx. 200 Drop-in sessions: 80 Quality Design Guidelines submissions: 46	<ul style="list-style-type: none"> • Land use • Buildings • Public spaces • Parking and movement • Urban renewal

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

Detailed reports of the six stages, including the community submissions received, have been made publicly available throughout the process and can be found online at www.gleneira.vic.gov.au/elsternwick

Detailed consultation reports include:

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

If Council adopts the *Elsternwick Structure Plan*, officers will undertake further communication to:

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

LINK TO COUNCIL AND COMMUNITY PLAN

Theme one: *Liveable and well designed*

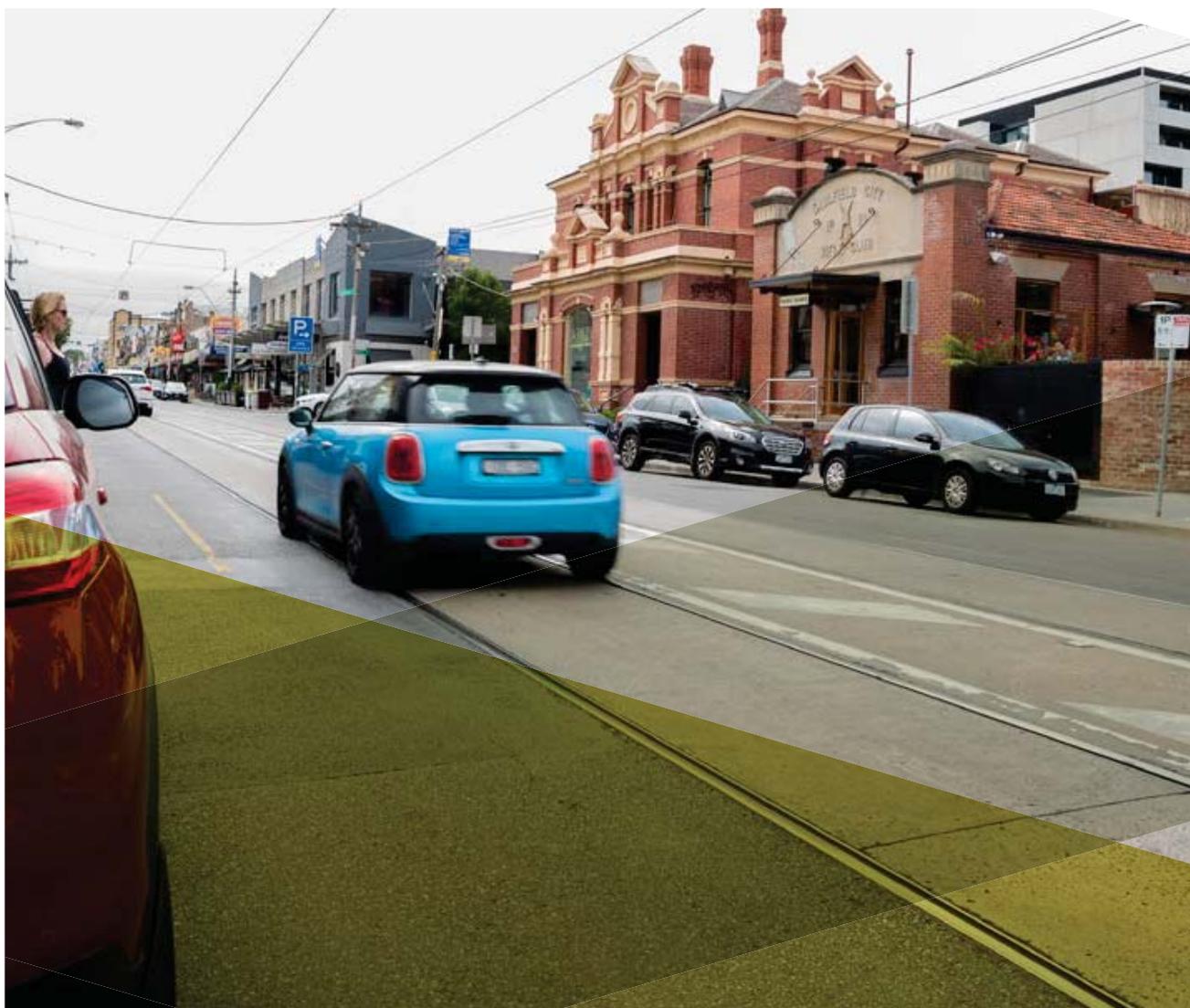
- Create prosperous, accessible and vibrant urban places.
- Encourage development that benefits the community.
- Proactively plan for and manage change within our urban places.
- Invest sustainably in our infrastructure and community assets.

OFFICER DECLARATION OF CONFLICT OF INTEREST

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

CONCLUSION

Council has the challenging task of accommodating future growth and new development, while protecting Elsternwick's strong heritage and cultural character. The Elsternwick *Structure Plan* provides a shared future vision and robust plan that balances the current and future community needs, while also creating a vibrant and successful centre.



ELSTERNWICK
STRUCTURE PLAN
2018–2031



GLEN EIRA
CITY COUNCIL





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1.0 VISION AND OBJECTIVES



1.0 VISION AND OBJECTIVES

WHY IS ELSTERNWICK CHANGING?

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

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

HOW CAN WE BETTER PLAN FOR ELSTERNWICK'S FUTURE?

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

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

WHAT IS THE ELSTERNWICK STRUCTURE PLAN?

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

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

To inform the development of the *Plan*, we completed six stages of consultation with the Elsternwick community and received a total of 1,110 submissions.

WHAT DO WE WANT TO ACHIEVE?

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

- > better protect and enhance the heritage and cultural character of the Glenhuntly Road precinct;
- > better protect heritage and neighbourhood character in residential areas from dense apartment developments;
- > create safe and attractive public spaces that are a focal point for the community to meet and gather;
- > ensure key sites provide opportunities for new local employment and diverse housing; and
- > ensure larger developments provide significant community benefit.

HOW WILL WE ACHIEVE IT?

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

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

VISION — ELSTERNWICK 2031

Elsternwick will be a safe, accessible and livable centre that embraces its historic character and strong cultural and village feel.

The centre will be a destination for its longstanding cultural and entertainment offerings, business and employment opportunities, and a range of quality local retail outlets and community spaces.



I.0 VISION AND OBJECTIVES

OBJECTIVES

The key objectives for the Elsternwick activity centre are:

I. PLACE-MAKING



-
- I.1. Enhance Elsternwick's reputation as a cultural and entertainment hub.
 - I.2. Celebrate the historic character and village feel of the Glenhuntly Road retail strip.
 - I.3. Support a network of active streets and shared community and open spaces.
 - I.4. Encourage landscaping and greenery.
 - I.5. Support safe, accessible and friendly streets.
 - I.6. Encourage development that provides significant community benefit.

2. HOUSING



-
- 2.1. Maintain Elsternwick's pristine heritage and character-filled residential areas.
 - 2.2. Recognise Elsternwick's role in accommodating a growing population.
 - 2.3. Encourage a diverse range of housing options.
 - 2.4. Promote high quality urban design and architecture.

3. ECONOMY



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

4. TRANSPORT



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

2.0 LAND USE



2.0 LAND USE

The Elsternwick activity centre concentrates around the historic Glenhuntly Road retail strip and is serviced by a range of retail, commercial, dining and entertainment options. Council aims to protect Elsternwick's distinct character, and align with the objectives set by the State Government in terms of growth and density at the same time.

To achieve this, the following strategies will be implemented in the Elsternwick activity centre:

- > Celebrate the historic Glenhuntly Road retail strip, and protect its low scale village feel and distinct heritage character.
- > Protect and enhance Elsternwick's residential areas by removing conflicting zones and encouraging low scale building types.
- > Encourage growth between the railway line and Nepean Highway, ensuring that development provides a significant community benefit.
- > Focus on employment growth opportunities, especially professional employment in the Elsternwick activity centre, to meet the retail and employment needs of the community.
- > Encourage housing diversity by providing opportunity for households for young families and lone persons as well as aged care and affordable housing.
- > Increase the provision of open space, connected by a range of walking and cycling paths, fostering physical activity and community connection.
- > Protect the cultural heritage of Elsternwick so that growth enhances and respects the character of the activity centre.
- > Promote a safe environment for the community, particularly at night, by implementing features such as lighting and encouraging passive surveillance of public areas.

STATUTORY IMPLEMENTATION

Statutory implementation measures relating to land use may include:

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

2.0 LAND USE

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

Station precinct

- > Improve the transport hub with pedestrian and cycling connections.
- > Explore a cycling connection along the railway line, connecting the station precinct to the southern urban renewal precinct.
- > Advocate for the construction of a new plaza over the railway line north of Glenhuntly Road to the State Government.

Retail precinct

- > Focus on retail and specialty shopping.
- > Create a pedestrian friendly plaza along Staniland Grove and Carre Street.
- > Provide office space and diverse housing options.

Entertainment and cultural precinct

- > Focus on cafes, night-time activity and community spaces.
- > Establish a Jewish cultural precinct.
- > Actively investigate opportunities for the provision of community facilities and services.

Urban renewal precinct

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

Housing opportunity precinct

- > Encourage higher density housing close to the train station and along Nepean Highway.
- > Encourage diverse housing options for a range of household types.

Refer to Figure 1.0 — Land use: Precincts.



Figure 1.0 — Land use: Precincts



3.0 BUILDINGS



3.0 BUILDINGS

The Elsternwick activity centre has been nominated as a major activity centre with opportunities for urban renewal. We have developed strategies to make sure development responds to the unique urban context, with a major focus on employment and housing growth.

BUILDING TYPES

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

RESIDENTIAL

Heritage and character housing

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

Minimal change

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

Garden townhouse

- > Townhouses in a garden setting.

Townhouse and apartment mix

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

Garden apartment

- > Apartment building in a garden setting.

Urban apartment

- > Apartment building within a dense urban setting.

COMMERCIAL AND MIXED-USE

Shop-top (standard)

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

Shop-top (heritage/character)

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

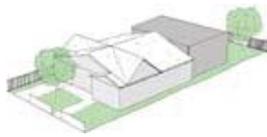
Strategic site

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

Urban renewal

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

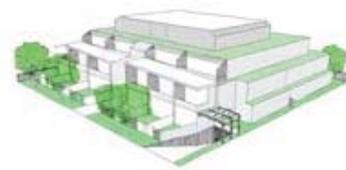
RESIDENTIAL



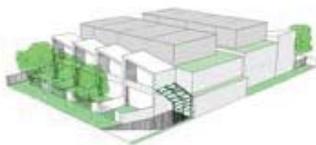
Heritage and character housing



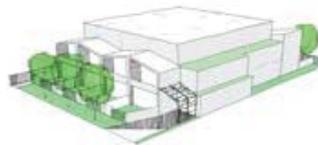
Minimal change



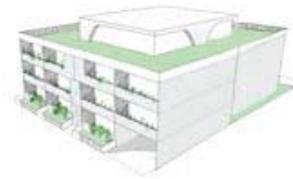
Garden apartment



Garden townhouse



Townhouse apartment mix

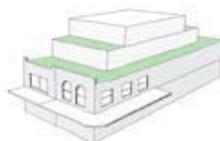


Urban apartment

COMMERCIAL AND MIXED-USE



Shop-top (standard)



Shop-top (heritage/character)



Strategic site



Urban renewal

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

Figure 2.0 — Buildings: Building Types

3.0 BUILDINGS

BUILDING TRANSITIONS

To ensure the right buildings are placed in the right locations, Council will implement these strategies:

- > Ensure that housing in residential areas north and south of Glenhuntly Road is site responsive and respectful of overlay protections.
- > Support the protection of the Glenhuntly Road retail strip, by removing conflicting policies, and implementing guidelines for development that respect and enhance the existing heritage character.
- > Encourage mixed-use development, with provisions for office and retail spaces to boost the employment options and economy of the Elsternwick activity centre.
- > Encourage developments that demonstrate a significant community benefit.
- > Encourage consolidation of sites in strategic areas to reduce negative impacts on the immediate surrounding area.
- > Support growth in areas where change can be accommodated with minimal external impact, ie. to the west of the railway line.
- > Accommodate growth in areas that have good access to transport infrastructure.
- > Minimise overshadowing impacts from new buildings on existing and future open spaces, commercial footpath-trading areas and existing residential sites.
- > Investigate potential heritage significance of identified properties within the *Structure Plan* area.
- > Ensure development that abuts a sensitive interface, such as heritage or low-scale residential sites, is sympathetic to the scale and amenity of the site.
- > Ensure that development of existing residential sites on the northern side of Stanley Street provides a sensitive transition from the

neighbourhood character area to the south and higher scale commercial and mixed use areas.

- > Buildings identified as strategic site or urban renewal should only be considered to exceed the preferred height where significant community benefit is demonstrated.
- > Ensure that, where possible, development fronting the public realm or a pedestrian connection is activated.

Refer to Figure 3.0 — *Buildings: Transitions*.

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

STATUTORY IMPLEMENTATION

Statutory implementation measures relating to buildings may include:

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

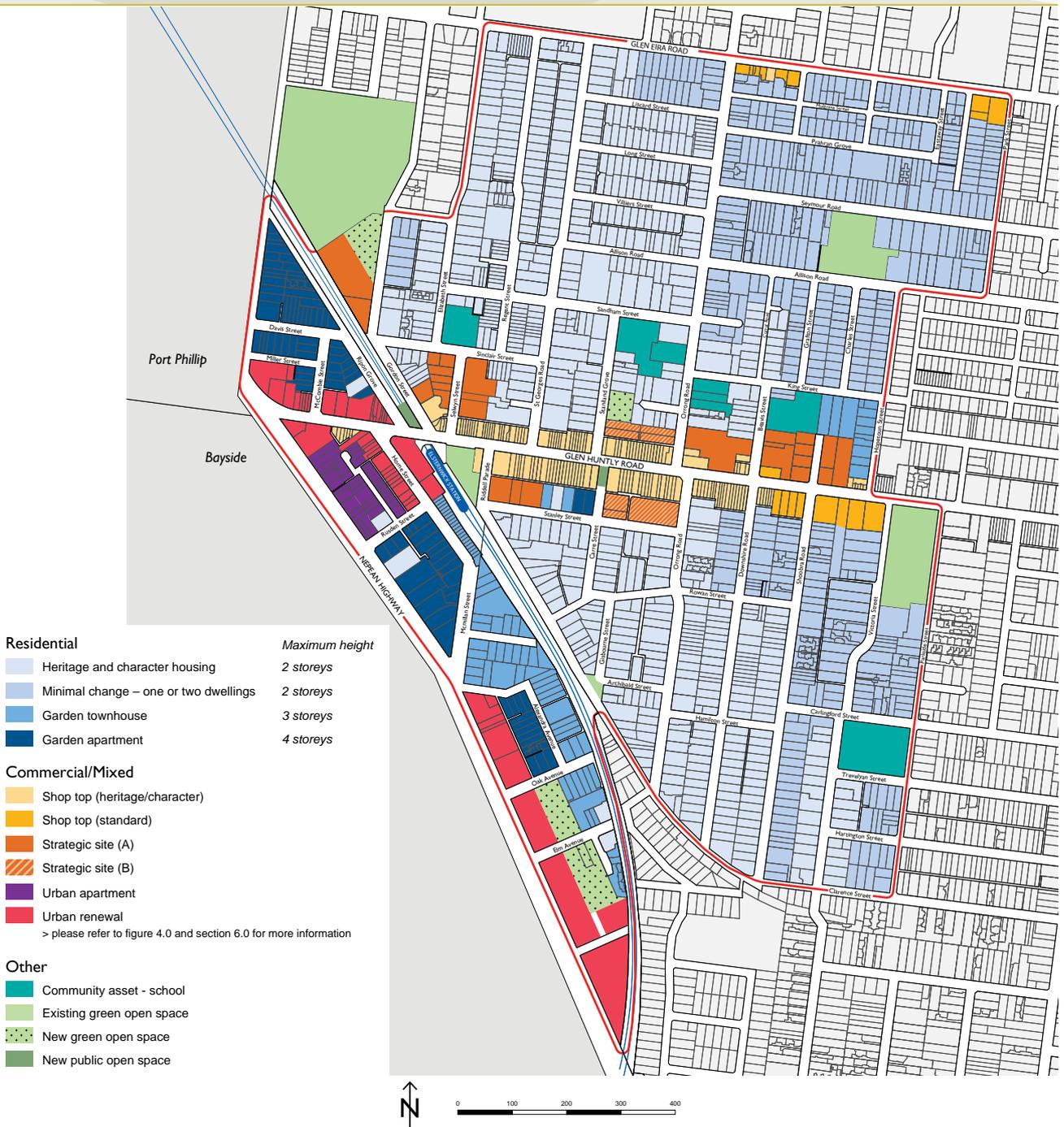


Figure 3.0 — Buildings: Transitions.

3.0 BUILDINGS

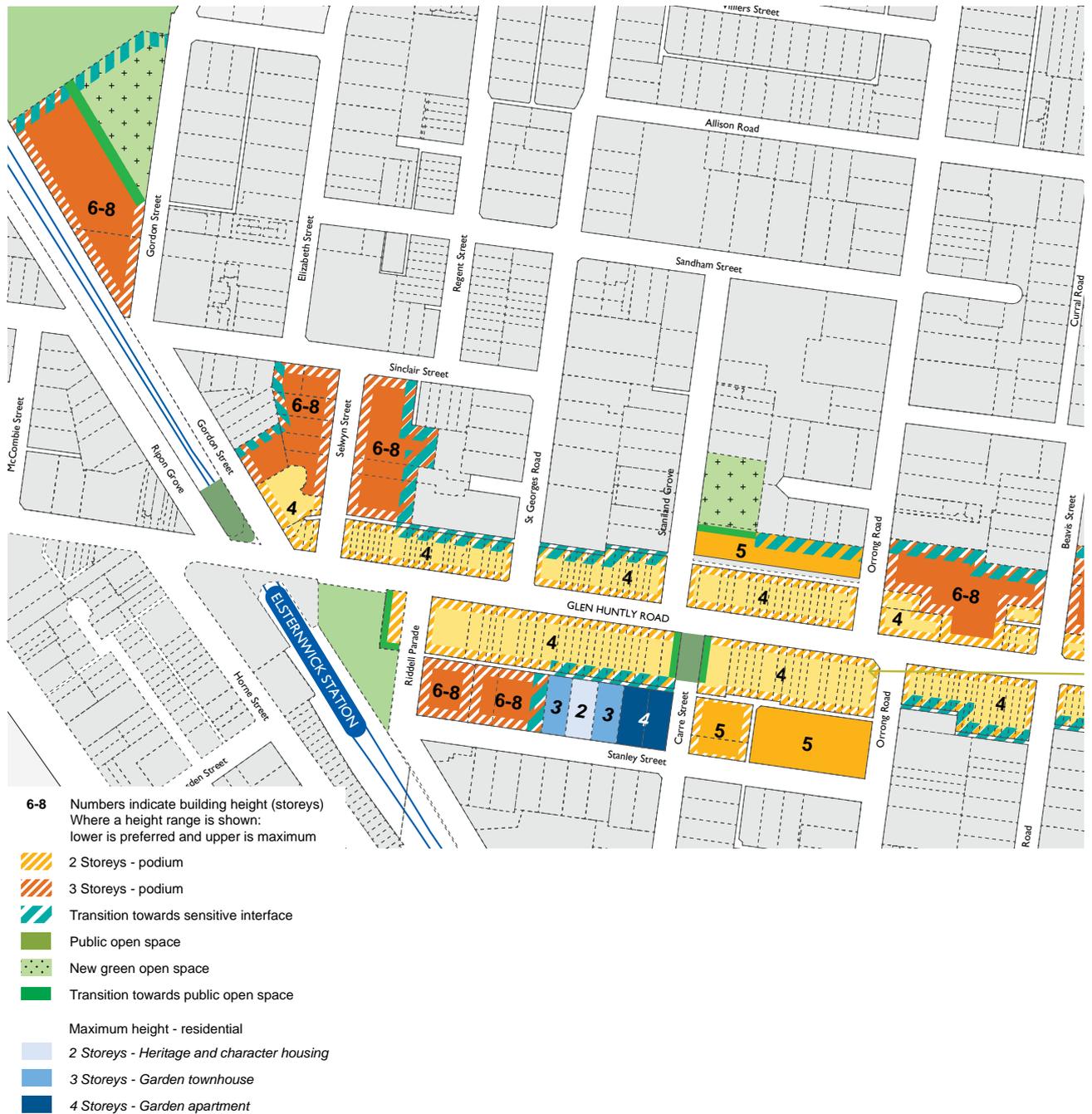
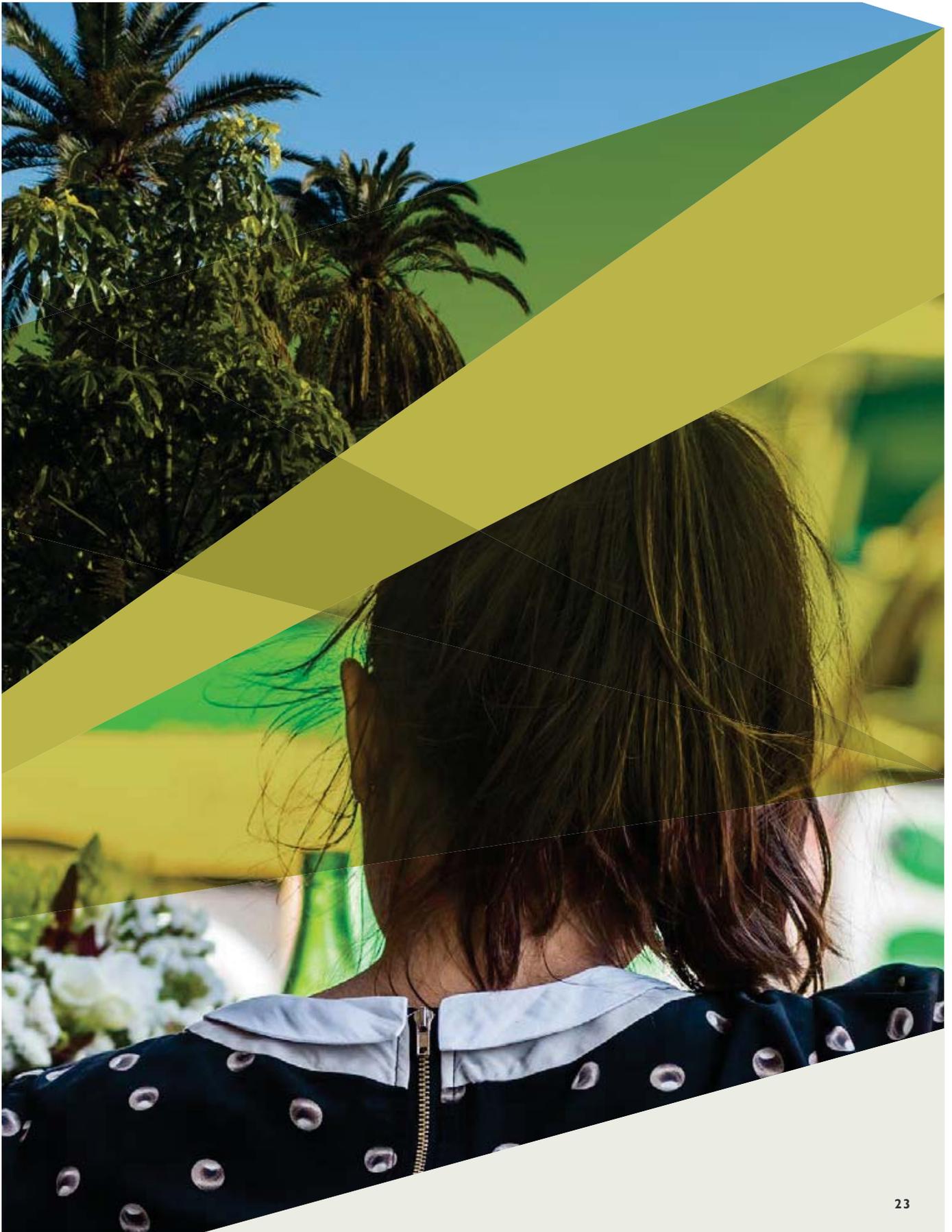


Figure 4.0 — Buildings: Preferred setback and height of commercial area



4.0 PUBLIC SPACES



4.0 PUBLIC SPACES

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

These strategies will achieve high quality, functional public spaces:

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

Refer to Figure 5.0 — *Public spaces: Concept map*.

HOW WILL WE DELIVER OUR PROJECTS?

Non-statutory framework

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

Advocacy and partnership

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

STATUTORY IMPLEMENTATION

Statutory implementation measures relating to public spaces may include:

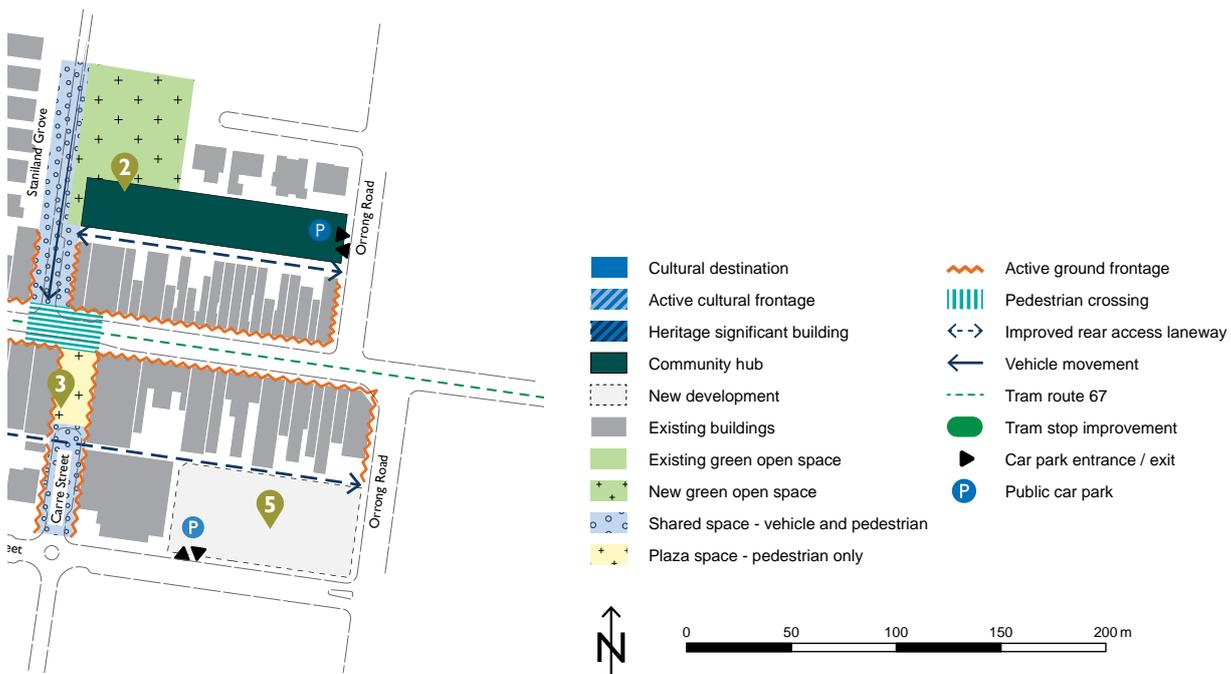
- > Review public open space contribution requirements after new Census data is released.
- > Implement design guidance to provide greater protection to public spaces from adjoining development.

4.0 PUBLIC SPACES



Figure 5.0 — Public spaces: Concept map

- 1 NEW CULTURAL PRECINCT
- 2 STANILAND GROVE PARK AND COMMUNITY HUB
- 3 CARRE STREET PEDESTRIAN AMENITY
- 4 NEW PLAZA OVER THE RAILWAY LINE
- 5 STANLEY STREET EAST CAR PARK
- 6 GORDON STREET STUDIO SITE



4.0 PUBLIC SPACES

I. NEW CULTURAL PRECINCT

PROPOSED



EXISTING



*Pictures are indicative only.



Figure 6.0 — Public spaces: New cultural precinct

Facilitate a new cultural precinct centred around Selwyn Street.

Key elements of this project include:

- a** Creating a new civic space to establish a Jewish cultural precinct.
- b** Making Selwyn Street one-way southbound and remove on-street parking and include a pedestrian plaza area connecting the cultural area, museum and strategic sites.
- c** Including a pedestrian plaza area connecting the community hub, museum and strategic sites.
- d** Providing active cultural or community use frontages and limited retail presentation.
- e** Improving pedestrian amenity on Gordon Street by widening footpaths and improving traffic management and road treatments.

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 vehicle and pedestrian access to Selwyn Street.
- > Strengthening pedestrian links from Elsternwick Station and Plaza to Selwyn and Gordon Streets.
- > Fostering partnerships with private landowners to deliver key elements of the project and additional public parking.
- > Minimising traffic impacts on the local road network.
- > Prioritising pedestrian space in Selwyn Street.
- > Pursuing opportunities for community/cultural facilities within the precinct.

Refer to Figure 6.0 — Public spaces: New cultural precinct.

4.0 PUBLIC SPACES

2. STANILAND GROVE PARK AND COMMUNITY HUB

PROPOSED



EXISTING



4.0 PUBLIC SPACES

3. CARRE STREET PEDESTRIAN AMENITY

PROPOSED



EXISTING





Figure 8.0 — Public spaces: Carre Street pedestrian amenity.

Partial closure of Carre Street to create a pedestrian forecourt activated by the adjoining retail uses.

Key elements of this project include:

- a Creating a pedestrian forecourt and/or plaza between Glenhuntly Road and Stanley Street.
- b Encouraging the commercial and/or retail interfaces to 'spill out' into the plaza area.
- c Creating a shared space at southern end to allow for access to properties and the laneway.
- d Constructing a new pedestrian crossing to align with the plaza with kerb extensions and raise pedestrian platform.
- e Providing inviting green spaces with large canopy trees.

Considerations for this project include:

- > VicRoads approval of road closure.
- > Ensuring that the concept design of the new plaza supports street activation opportunities.
- > Ensuring that the concept design maintains vehicular access to commercial and residential properties.

Refer to Figure 8.0 — Public spaces: Carre Street pedestrian amenity.

4.0 PUBLIC SPACES

4. NEW PLAZA OVER THE RAILWAY LINE

PROPOSED



EXISTING



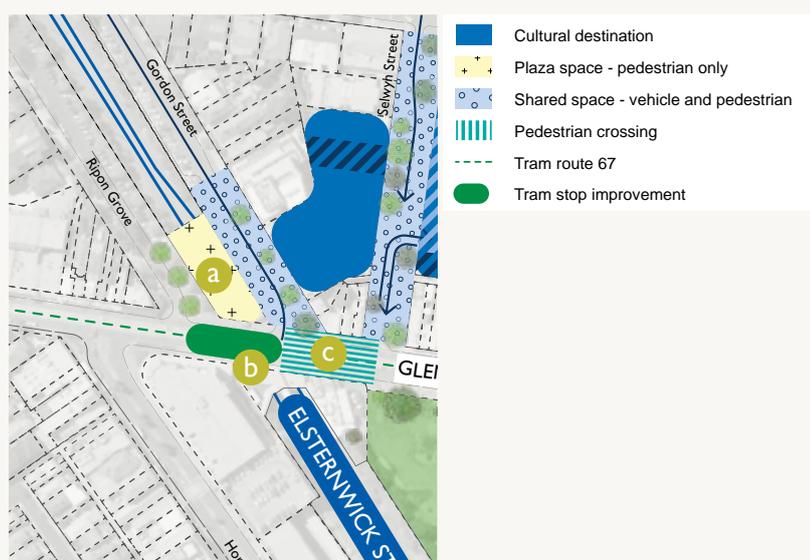


Figure 9.0 — Public spaces: New plaza over the railway line

Creation of a pedestrian plaza above the railway line to connect Elsternwick Station to the new cultural precinct.

Key elements of this project include:

- a** Public open space with strong visual and pedestrian connections to Glenhuntly Road, Gordon Street and Ripon Grove.
- b** Constructing a new, accessible tram stop to connect with Elsternwick Station and the new cultural precinct.
- c** Constructing a new pedestrian crossing to connect cultural precinct with Elsternwick Plaza with kerb extensions and a raised pedestrian platform.

Considerations for this project include:

- > Overshadowing of new open space.
- > Providing safe pedestrian access to the train station.
- > Advocating 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.
- > Considering of the requirements of the *Glen Eira Open Space Strategy* in the design and function of the new open space.
- > The impact of development on remnant vegetation within the rail corridor.

Refer to Figure 9.0 — Public spaces: New plaza over the railway line.

4.0 PUBLIC SPACES

5. STANLEY STREET EAST CAR PARK

PROPOSED



EXISTING



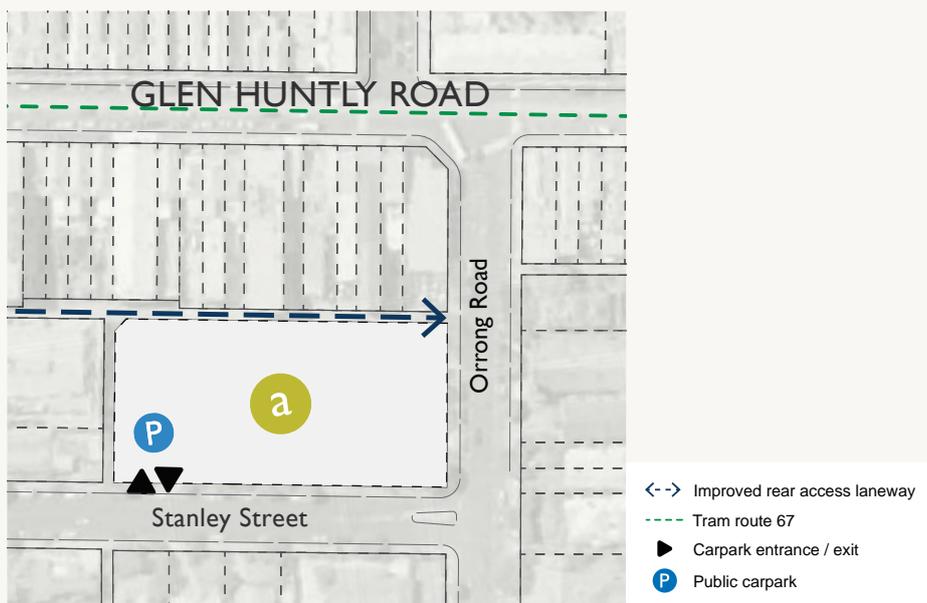


Figure 10.0 — Public spaces: Stanley Street east car park

Creation of a new multi-level car park in place of the existing Stanley Street east car park which will accommodate relocated car spaces from across the centre.

Key elements of this project include:

- a** Increasing the availability of car parking by reworking the existing car park to a multi-level one.

Considerations for this project include:

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

Refer to Figure 10.0 — Public spaces: Stanley Street east car park.

4.0 PUBLIC SPACES

6. GORDON STREET STUDIO SITE



Figure 11.0 — Public spaces: Gordon Street studio site.

Reuse of the former studio site for employment purposes, particularly associated with the creative industries, and public open space.

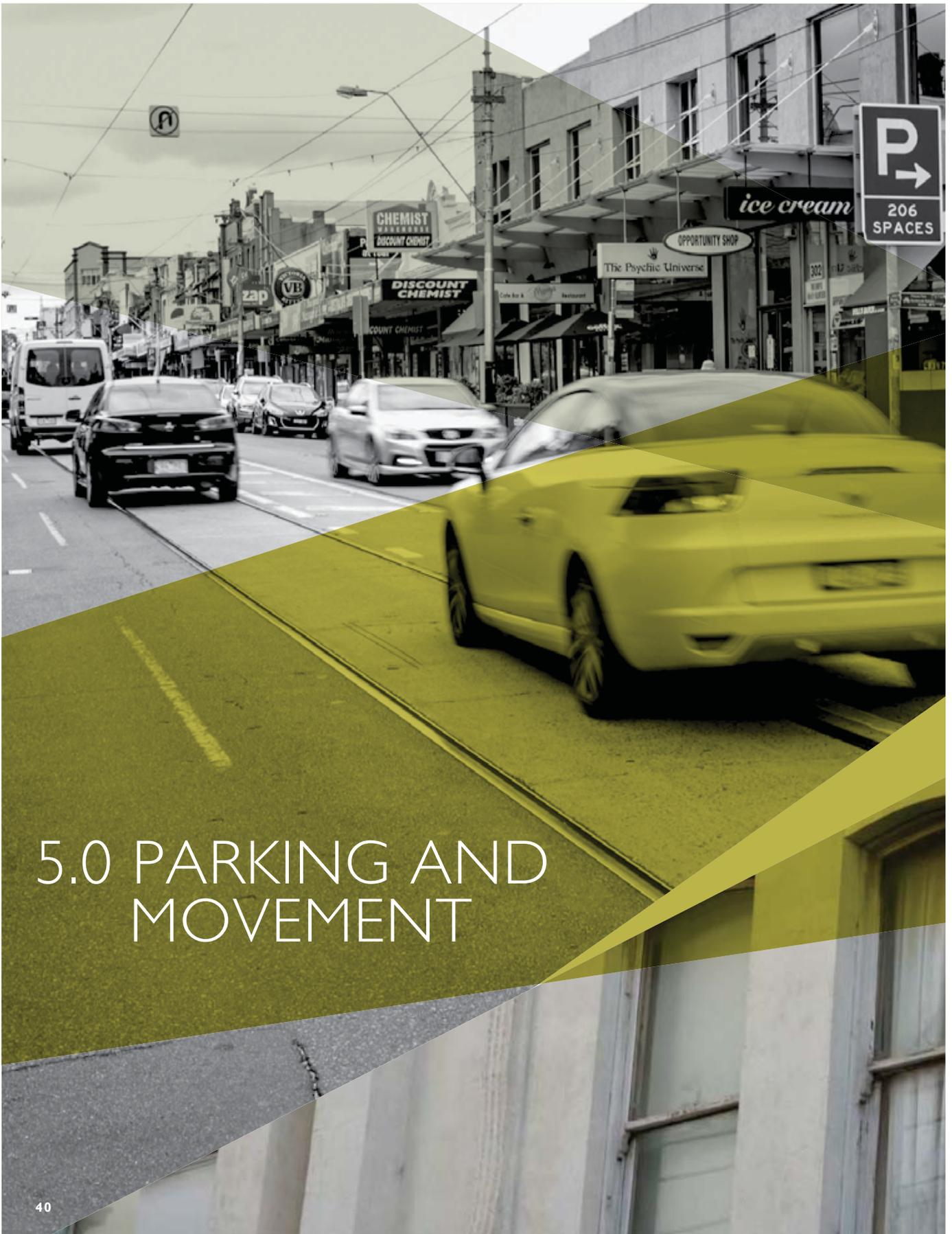
Key elements of this project include:

- a Establishing future use and development of the site that makes a positive contribution to the Elsternwick community.
- b Investigation of the heritage value of the buildings on the site.
- c Exploration of opportunities to create a local park on the site, focused on using the existing car park and hard surface areas.

Considerations for this project include:

- > Ensuring a sensitive response to the Rippon Lea Estate to the north.
- > Minimising impacts on the views from the Rippon Lea gardens.
- > Considering requirements of Council's *Open Space Strategy* in the design and function of new open space.

Refer to Figure 11.0 — Public spaces: Gordon Street studio site.



5.0 PARKING AND MOVEMENT



5.0 PARKING AND MOVEMENT

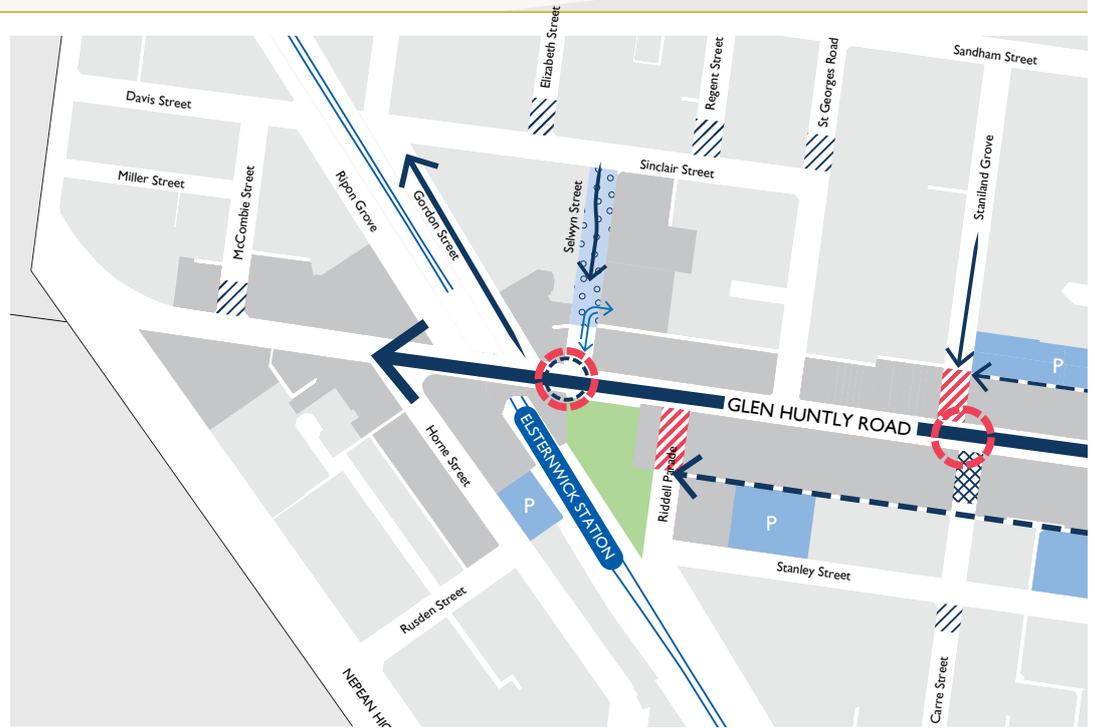


Figure 12.0 — Parking and movement: Vehicle and pedestrian map

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

To improve the transport network in Elsternwick, ease congestion and provide increased parking, Council will implement these strategies:

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

Refer to Figure 12.0 — Parking and movement: Vehicle and pedestrian map.

STATUTORY IMPLEMENTATION

Statutory implementation measures relating to parking and movement may include:

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



Vehicle movement

- > Close the intersection of Glenhuntly Road and Carre Street to create a pedestrian-only plaza.
- > Transition Staniland Grove to one-way south bound between the new park and Glenhuntly Road.
- > Reinforce the rear laneway south of Glenhuntly Road between Orrong Road and Riddell Parade, to provide an additional access option.
- > Convert Selwyn Street to one-way south bound.
- > Convert Gordon Street to one-way north bound between Glenhuntly Road and Sinclair Street.
- > Investigate traffic movement improvements at the following intersections:
 - Sinclair Street and St Georges Road;
 - Glenhuntly and St Georges Roads; and
 - Glenhuntly Road and Selwyn Street.
- > Implement a range of threshold treatments at intersections with local roads to protect residential amenity.

Pedestrian movement

- > Improve pedestrian safety and connectivity along Glenhuntly Road with tree planting and expanded pedestrian crossing opportunities.
- > Improve pedestrian crossings between Staniland Grove and Carre Street.
- > Increase footpath widths on Gordon Street.
- > Redesign Selwyn Street so that pedestrians are the priority:
 - Ensure safe and inviting access to the cultural precinct.
 - Enhance pedestrian crossing opportunities across Glenhuntly Road.
- > Explore opportunities to improve tram stop accessibility along Glenhuntly Road.
- > Create a network of tree-lined walking and cycling facilities within the urban renewal precinct.
- > Explore opportunities to work with the State Government to build a pedestrian bridge over the railway line to create an east to west connection, north of Glenhuntly Road.

5.0 PARKING AND MOVEMENT



Figure 13.0 — Parking and movement: Parking

Parking

- > Increase the car parking numbers at the Stanley Street east public car park.
- > Relocate car parking from the Staniland Grove car park to create a new local urban park at street level.
- > Continue to provide public car parking in the Orrong Road car park.
- > Repurpose Stanley Street west car park for employment and diverse housing while continuing to provide limited public car parking.
- > Prioritise Glenhuntly Road for short-term and needs-based parking.
- > Explore options to provide new publicly accessible car parking within urban renewal area and within strategic sites in proximity of the railway station.
- > Retain as many on-street car spaces as possible.

Refer to Figure 13.0 — Parking and movement: Parking.



	Council-owned car parks	No. of existing spaces	No. of projected future spaces	Change*
A	Orrong Road and Elsterwick Library	161	120	-41
B	Stanley Street east	126	350	+224
C	Stanley Street west	77	50	-27
	TOTAL	364	520	+156

Centre	Total no. of existing spaces	Total no. of projected future spaces	Overall increase*
Bentleigh	915	1,179	264
Carnegie	193	311	118

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

5.0 PARKING AND MOVEMENT

Cycling

- > Work with VicRoads to implement strategic cycling corridor to the north of Glen Eira Road.
- > Create a safe north to south cycling link across Glenhuntly Road, connecting Ripon Grove to Riddell Parade.

***Strategic cycling corridor**

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

Refer to Figure 14.0 — Parking and movement: Cycling network map.

Public transport advocacy

- > Reroute the 625 bus to connect to Horne Street interchange at Elsternwick Station.
- > Align bus and train timetables to improve ease of travel.
- > Increase of bus service frequency including weeknights and weekends.
- > Addition of new bus routes to service the Elsternwick area.
- > Increase secure bicycle parking at the train station.
- > Construction of a new accessible tram stop to connect with Elsternwick Station and the new cultural precinct.

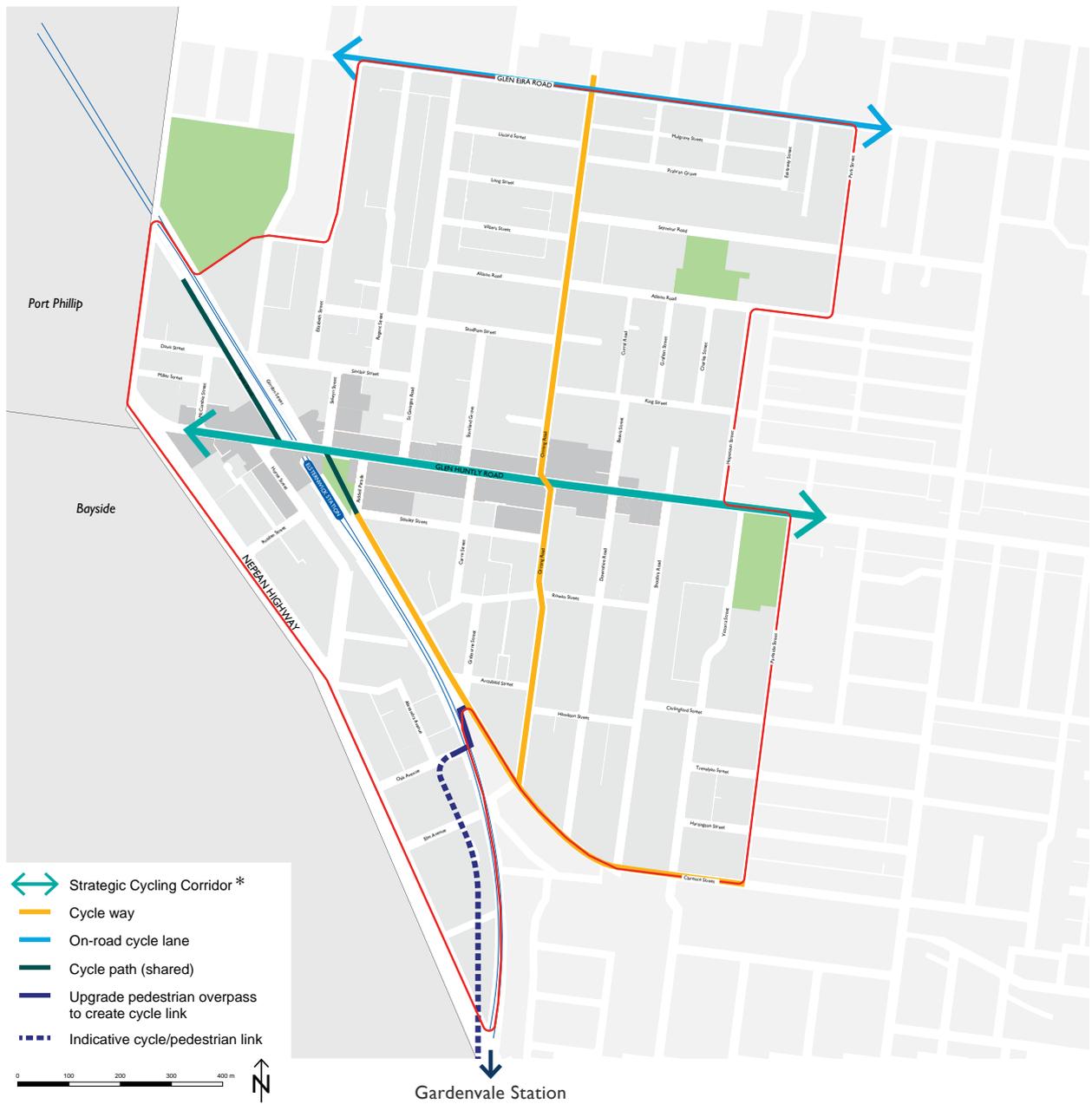


Figure 14.0 — Parking and movement: Cycling network map

6.0 URBAN RENEWAL



6.0 URBAN RENEWAL

Two distinct areas located to the west of the railway line have been identified as appropriate locations for growth, given their proximity to jobs, services and public infrastructure. This kind of growth, referred to as urban renewal, seeks to revitalise underused land, and focus on new and diverse housing and employment opportunities.

URBAN RENEWAL NORTH

Urban renewal north is anchored by Glenhuntly Road, between Nepean Highway and the railway line.

It provides an opportunity to create a 'gateway' to Elsternwick that is complementary to the heritage character and scale to the east of the railway line. Although a distinct precinct that can accommodate change, the form and scale of this area will have regard for the prevailing scale of the Elsternwick activity centre.

The precinct will be an integrated medium to higher density neighbourhood with a mix of mixed-use and residential buildings. Development on Glenhuntly Road and Horne Streets will continue to provide a significant commercial presence and contribute to an activated pedestrian network. These sites will generate significant employment opportunities, and will contribute to commercial (non-retail) activity in Elsternwick.

Urban apartment areas within urban renewal north acknowledge a fine-grain subdivision pattern and residential setting. These sites will provide a mid-rise residential form in a transforming urban context. Pedestrian connections between Horne Street, Nepean Highway and Glenhuntly Road will support the integration of this changing precinct.

URBAN RENEWAL SOUTH

Urban renewal south provides a framework for the future use and development of land occupied by commercial premises, most of which are large sites with a frontage to Nepean Highway. This area will transform into a higher density mixed use neighbourhood that provides connections to the north and south. The role of these sites in providing significant employment opportunities will continue, providing opportunities for housing growth in Elsternwick at the same time.

While Nepean Highway can support more intensive built form, the area has direct interfaces to low scale residential areas to the east. The framework for this area therefore dictates a reduction in scale toward the east of sites, and anticipates a respectful response to sensitive interfaces.

The transformation of large scale commercial sites offers a unique opportunity to provide public open space to serve the existing and future communities in the south western parts of Elsternwick through to Gardenvale.

Refer to Figures 15–20 — Urban renewal.



Figure 15.0 — Urban Renewal: precinct locations.

6.0 URBAN RENEWAL

URBAN RENEWAL DESIGN PRINCIPLES

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

1. Minimise overshadowing to existing residential sites

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

2. Minimise overshadowing to public open space

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

3. Minimise overlooking to existing residential sites

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

4. Minimise traffic and parking impacts on existing residential streets

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

5. Appropriate transition to existing residential areas

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

6. Prioritise employment generation

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

7. Provide significant community benefit

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

8. Develop high quality, well-articulated buildings

Buildings should be designed to make a positive contribution both at street level and when viewed from a distance. Consolidation of smaller lots is encouraged to achieve appropriate setbacks and building articulation. Development should ensure that the precinct has a clear connection to the activity centre to the east.

9. Create a high quality public realm

Development at the street level should support vegetation and greenery and reflect a human scale. Ground floor uses need to foster community connections and employment opportunities. Significant development sites will contribute to the provision of new public open space that satisfies the requirements of a neighbourhood park, as defined in Council's *Open Space Strategy*.

10. Incorporate environmentally sustainable design

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

11. Respond to surrounding heritage and neighbourhood character areas

New development must respond to the broader heritage context of Elsternwick. The design and scale of new development should have regard to the impact on streetscapes, when viewed from surrounding heritage and neighbourhood character areas.

PROPOSED



*Picture is indicative only and does not reflect proposed building height.

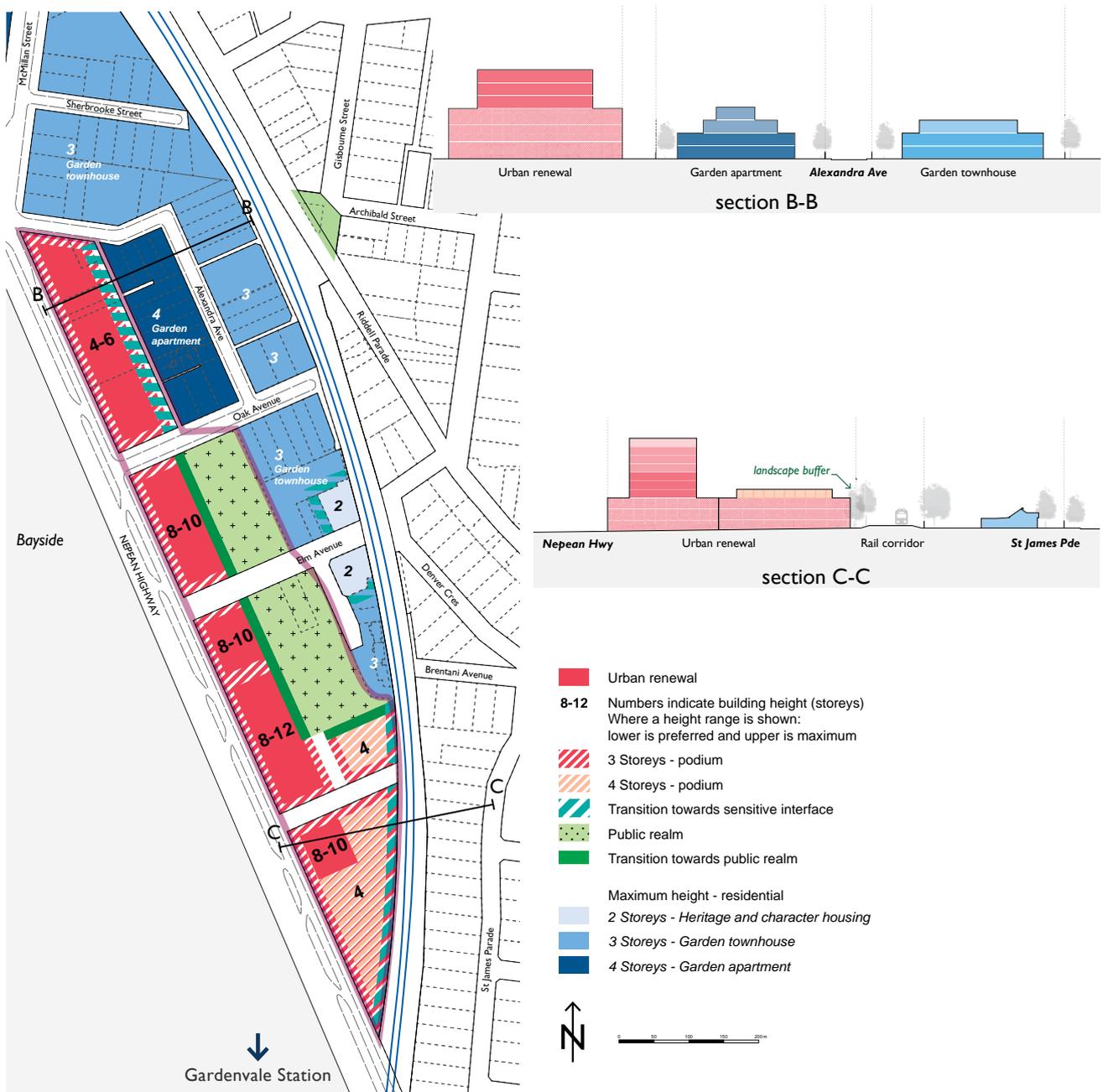


Figure 17.0 — Urban renewal south: preferred height and setback plan.

6.0 URBAN RENEWAL

URBAN RENEWAL MOVEMENT NETWORK

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

- > Investigate traffic movement improvements at the intersection of McMillan Street, Nepean Highway and Alexandra Avenue, to improve safety and access.
- > Create pedestrian links across the railway line and throughout the precinct, increasing pedestrian amenity and an east to west connection across the railway corridor.
- > Increase the footpath width on the western edge of Horne and McMillan Streets to provide for increased pedestrian safety and greenery.
- > Develop a cycling link along the railway corridor, to compliment and extend the existing cycle network.
- > Upgrade the existing pedestrian connection over the railway line, to improve safety and amenity and to accommodate a cycle link.
- > Explore traffic lights at Asling Street or alternative measures to facilitate northward vehicular movement on Nepean Highway from urban renewal south.
- > Create new pedestrian links through urban renewal sites that have multiple frontages.

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

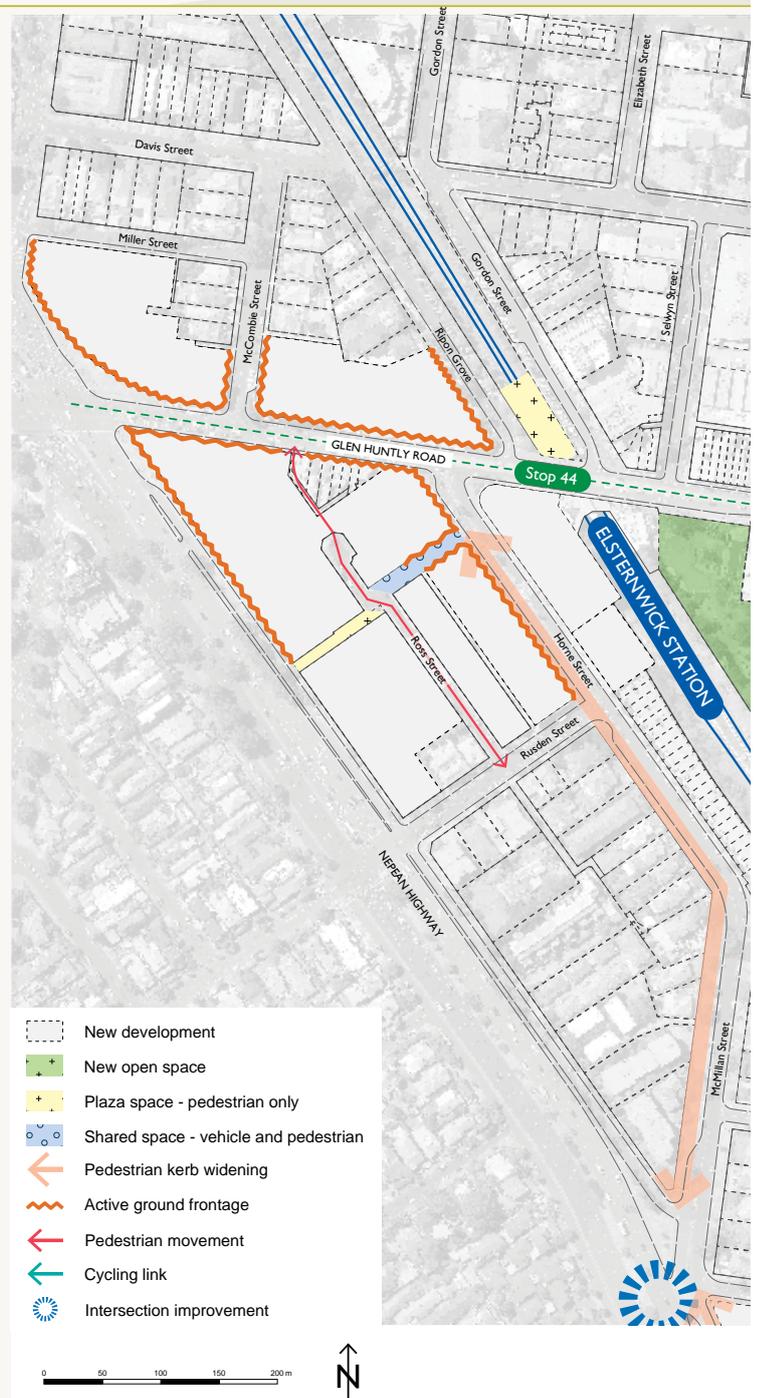


Figure 18.0 — Urban renewal: Concept plan — North

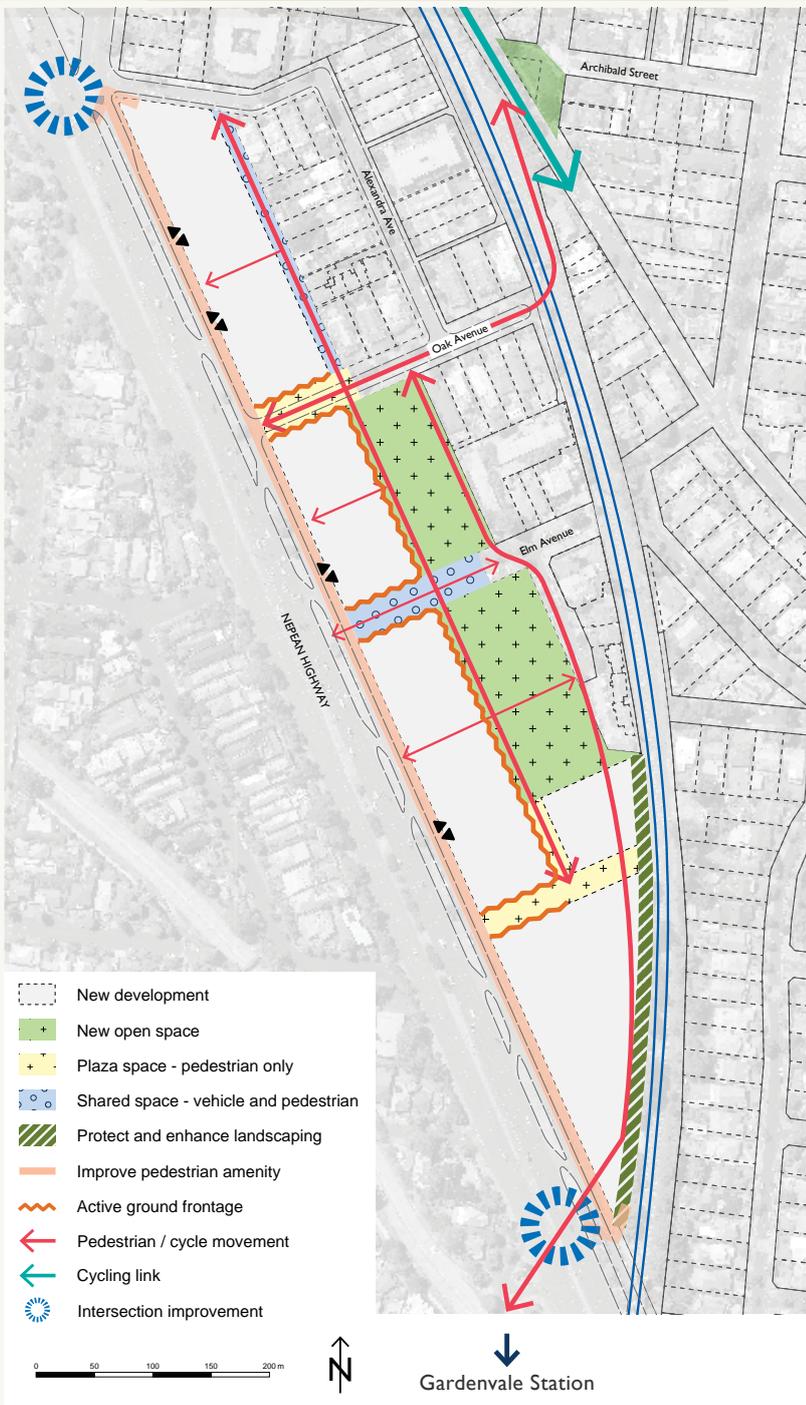


Figure 19.0 — Urban renewal: Concept plan — South

6.0 URBAN RENEWAL

NEXT STEPS

Changes to the *Glen Eira Planning Scheme* are required to facilitate and guide development in a way that addresses these principles as outlined. While the *Structure Plan* provides high level direction for the urban renewal precincts, further detailed analysis is required, to inform detailed development parameters and changes to the planning scheme. This may result in further refinement of the building heights and setbacks shown in Figures 15.0 and 16.0.

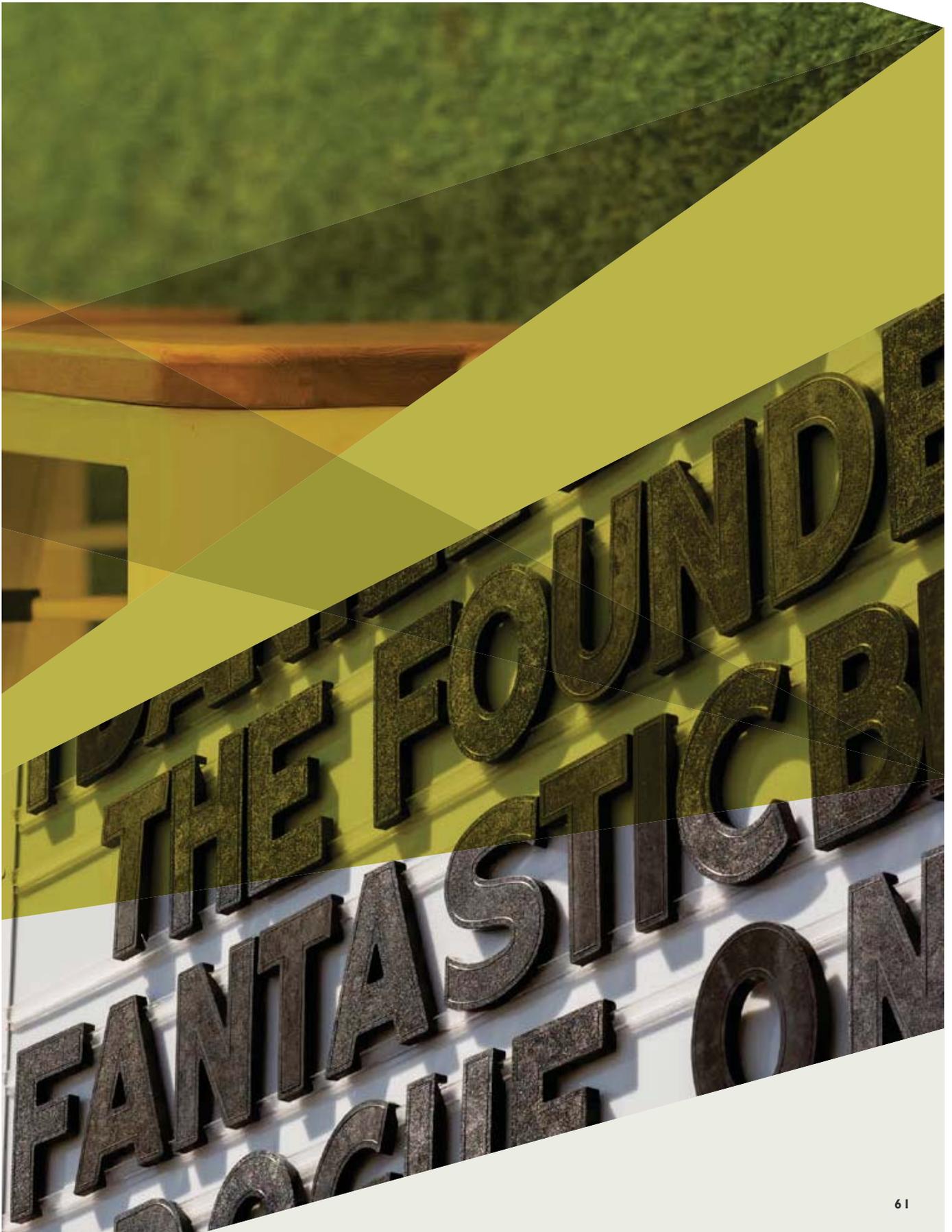
The following detailed analysis will be undertaken to inform new planning controls:

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

Consideration of the 2018 update of the *Glen Eira Open Space Strategy* will inform detailed open space requirements in the urban renewal precincts.

7.0 WANT TO KNOW
MORE?

ELLE ARRIVAL
STRUCTURAL



ABOUT THE STRUCTURE PLAN

WHY DO WE NEED A STRUCTURE PLAN?

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

HOW WILL THE STRUCTURE PLAN PROVIDE MORE CERTAINTY?

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

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

HOW WAS THE STUDY AREA SELECTED?

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

The study area included in this *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 to the south, and Parkside, Hopetoun and Park Streets to the east. The railway line runs through the west section of the activity centre.

The activity centre boundary is centered 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 extended to the nearest main road. This area was chosen as it is considered large enough to manage impacts that fall both within and beyond the centre.

The Elsternwick *Structure Plan* study area and 10 minute walking distance is shown in Figure 20.0.

WHAT IS THE JUSTIFICATION FOR INCREASING HEIGHTS?

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

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

HOW WILL COMMUNITY BENEFIT BE DETERMINED?

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

Community benefit items may include but are not limited to:

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

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

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

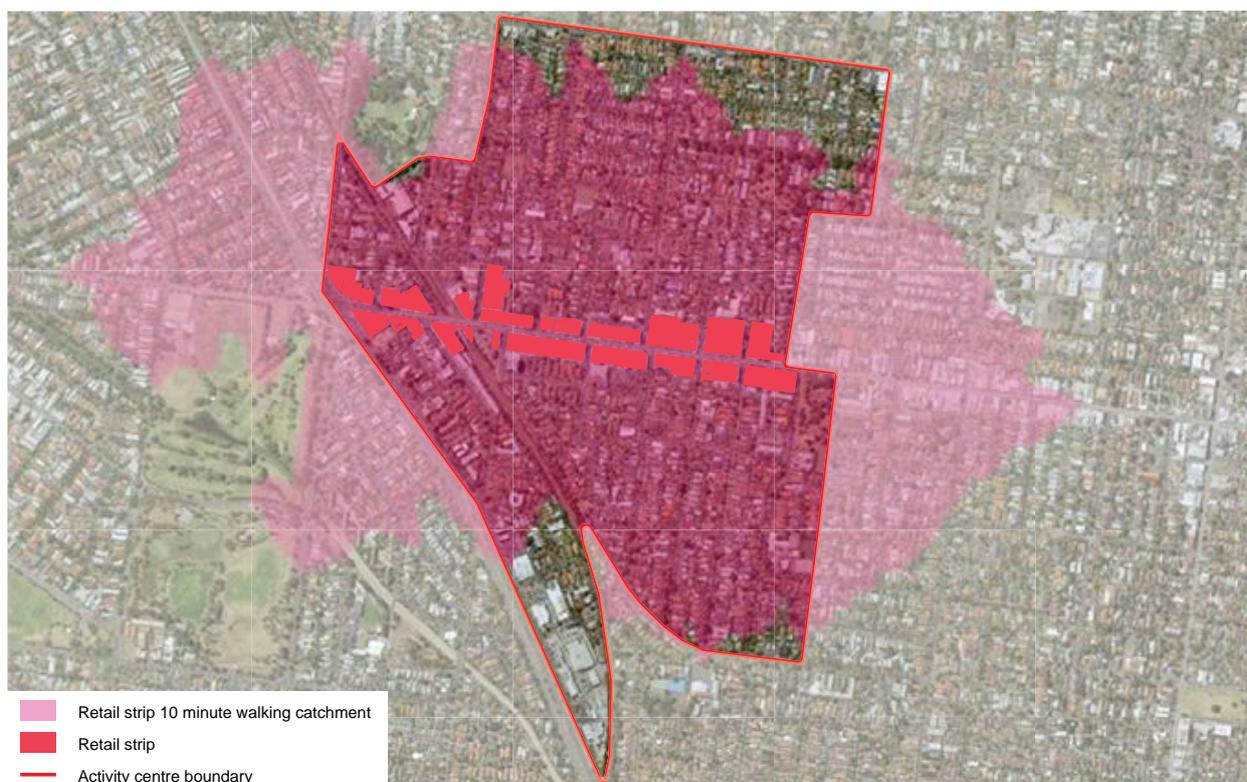


Figure 20.0 — Elsterwick Structure Plan study area

CONTEXT

WHAT MAKES ELSTERNWICK UNIQUE?

Elsternwick is a major activity centre with urban renewal opportunities, located nine kilometres from the CBD. Elsternwick has high levels of transport accessibility through its train, tram and bus connections and proximity to Nepean Highway.

Elsternwick is unique due to the character and heritage of the Glenhuntly Road shopping strip, which provides a strong retailing core. Additionally, there are a variety of restaurants and cafes as well as the Classic Cinema, acting as draw cards to the space.

Elsternwick also has a cultural role for the area's Jewish community, as it is home to the much-visited Jewish Holocaust Centre. The full-line supermarket Coles and the private hospital Cabrini Health also attract residents to the area.

A portion of the centre fronts Nepean Highway. This presents an opportunity for higher density development and increased employment opportunities.

WHAT ARE THE CURRENT STRENGTHS AND WEAKNESSES?

Strengths

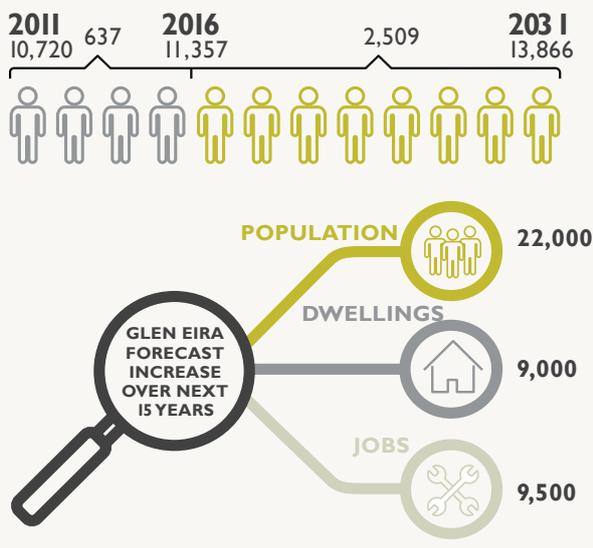
- > Most of Elsternwick is already protected under the Neighbourhood Residential Zone.
- > Land along the Nepean Highway is an ideal location to accommodate growth.
- > The existing car sale yards along Nepean Highway present an urban renewal opportunity for redevelopment creating new housing and employment opportunities.
- > Several private and public owned sites north and south of the Glenhuntly Road retail core have been identified as strategic sites that can accommodate transformation projects that provide a significant community benefit (multi-deck car parking, library upgrade and communal areas, and so on).

Weaknesses

- > The Glenhuntly Road retail core has a distinct low-scale character and heritage that should be maintained. Current policy has been interpreted as allowing contentious development outcomes that do not respect the heritage or character areas.
- > Residential areas north and south of Glenhuntly Road have conflicting planning controls. The Residential Growth Zone encourages four storey apartment buildings, while the Heritage and Neighbourhood Character Overlays seek preservation of the existing low-scale character.

CONTEXT

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



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

As a result, additional housing is required to meet population growth projections. The demographics help in understanding the housing types required to meet the growing community.

The dominant household type in Elsternwick is the lone person household (29.5 per cent), slightly more than the City of Glen Eira as a whole (25 per cent). The second most prevalent household type is couples with children. At 28.4 per cent, it is slightly less than the City of Glen Eira, at 33 per cent. However, Elsternwick has seen a recent decrease in three bedroom dwellings suitable for families. Increasing the amount of medium density housing is required to provide a housing offer for all household types.

WHY DO WE NEED TO INCREASE OFFICE AND RETAIL?

PROFESSIONAL, SCIENTIFIC AND TECHNICAL SERVICES
— 16.4 PER CENT

HEALTH CARE AND SOCIAL ASSISTANCE
— 12.2 PER CENT

EDUCATION AND TRAINING
— 10.5 PER CENT



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

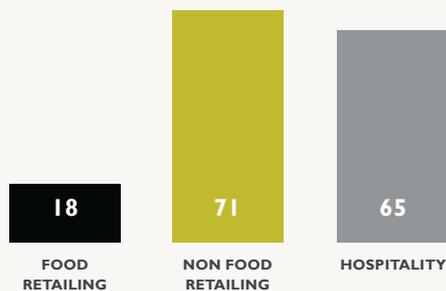
An analysis of the jobs held by the resident population in the Elsternwick area in 2016 shows the three most popular industry sectors were:

- > professional, scientific and technical services — 16.4 per cent;
- > health care and social assistance — 12.2 per cent; and
- > education and training — 10.5 per cent.

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

WHAT ARE THE RETAIL AND SERVICES IN THE CENTRE?

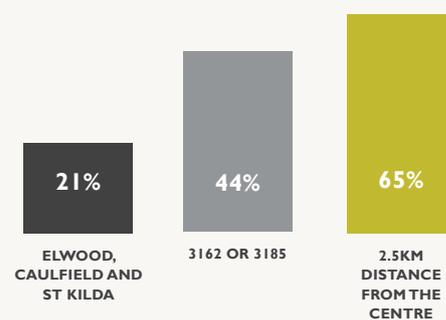
NO. OF BUSINESSES



Food retailing is limited to a small Coles supermarket, which is currently undergoing redevelopment. The economic analysis indicated that the specialty food retailing exists but fresh food retailing is less represented in Elsternwick than the City's other activity centres. The economic analysis indicated that synergy between the retail anchor and other food retailers is less apparent in Elsternwick than it is in the other activity centres. In terms of non-food retailing, there are 71 businesses — Elsternwick, in particular, has a high number of fashion retailers, representing 30 per cent of fashion retailers across the City of Glen Eira. Additionally, there are 62 cafes and restaurants in Elsternwick and they are a key part of the Glenhuntly Road shopping strip, representing 41 per cent of the shopfronts.

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

VISITORS TRAVELLING TO THE CENTRE BY CAR LIVE IN:



While traffic has been a key concern for residents in Elsternwick, short trips are a major contributor. Car park surveys show the extent of Elsternwick's trade area. They indicate that 44 per cent of visitors live within the 3162 or 3185 postcodes which are bounded by Nepean Highway, North, Booran and Glen Eira Roads. Residents of Elwood, Caulfield and St Kilda East account for a further 21 per cent of visitors. Therefore around 65 per cent of current car-based visits are by visitors from within around 2.5km of the centre. This pattern is generally consistent with the location of full line supermarkets, which represent a key source of competition for Elsternwick in respect to weekly food and grocery shopping.

This *Plan* includes a range of vehicle, pedestrian and cycling movement initiatives designed to reduce car dependency and help to minimise short trips taken by car.

INPUTS

HOW WAS THE COMMUNITY ENGAGED?

The *Structure Plan* process was informed by extensive community consultation by engaging with residents, local business owners, workers, state agencies and other stakeholders.

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

The consultation process included:

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

Total: 1,110 Elsternwick submissions



What have we heard?**What we are proposing**

Protect heritage areas.

Resolve zoning conflicts in heritage areas to provide clear and prioritised protection. Reduce the growth area and relocate this type of development to the urban renewal area.

Urban renewal area is excessive and 12 storeys is too high.

A more site responsive approach has been taken to identify preferred heights within the urban renewal area, specifying where a lower height limit will be sought.

Create more green spaces.

A new open space over Council's existing car park at Staniland Grove (2,500 m²) and advocating for a minimum of one hectare of new open space through new parks around Oak and Elm Avenues.

Improve Elsternwick Library.

Accommodate a new library for Elsternwick within the new community hub on Staniland Grove and Orrong Road, as the preferred option.

More parking is needed.

Propose destination parking and a net increase of approximately 150 spaces for the centre focused at the Stanley Street east site.

More outdoor areas are needed for people to meet.

Create a pedestrian forecourt/plaza in Carre Street.

Elsternwick needs vibrant community spaces and places.

Create a new cultural precinct with a pedestrian plaza area connecting the library, museum and public spaces. Investigate traffic movement improvements in the area.

Improve walkability.

Implement pedestrian-only streets, widen kerbs and improve pedestrian crossings.

Improve cycling amenity.

Provide a cycling link to Elsternwick Station along Ripon Grove and Riddell Parade.

More night-time activity is needed with safe places for people.

Create a plaza with walking connections to Glenhuntly Road, Gordon Street and Ripon Grove — connecting to the Station and Classic Cinema — to create opportunities for increased dining and night-time activity.

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

CURRENT**LOOKING AHEAD****FEB 2018****MAR—MAY 2018****JUNE—JUL 2018****AUG—OCT 2018****OCT—DEC 2018****2019 AND ONWARDS**

Consideration for adoption of the Structure Plans by Council

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

Request authorisation from the Minister for Planning

Public exhibition of the Planning Scheme Amendment

Review and consider submissions and request panel hearing

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

INPUTS

WHAT RESEARCH WAS UNDERTAKEN?

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

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

Research and reports prepared by Council:

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

HOW DOES THIS PLAN LINK WITH OTHER POLICIES?

POLICY CONTEXT

Local strategies

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

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

Activity Centre, Housing and Local Economy Strategy

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

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

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

State-wide strategies

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

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

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

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

IMPLEMENTATION AND REVIEW

WHEN WILL THE PLAN BE IMPLEMENTED?

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

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

HOW WILL THE PLAN BE FUNDED?

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

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

HOW WILL THE PLAN BE REVIEWED?

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

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

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

HOW CAN THE BUILDING TYPES BE ENFORCED?

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

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

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

GLOSSARY

Activation

The injection of liveliness and vibrancy into an urban area.

Activity centre

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

At-grade

At ground level.

Cycle path

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

Cycleway

A protected bicycle lane within a road reserve.

Heritage overlay

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

Neighbourhood character overlay

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

On-road bicycle lane

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

Public realm

All public open space.

Setback

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

Structure Plan

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

Statutory implementation

The implementation of strategic guidelines or outcomes into statutory controls.

Urban renewal

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

Walkability

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

Wayfinding

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



CONTACT

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GLEN EIRA CITY COUNCIL

ELSTERNWICK

DRAFT STRUCTURE PLAN

- CONSULTATION OVERVIEW

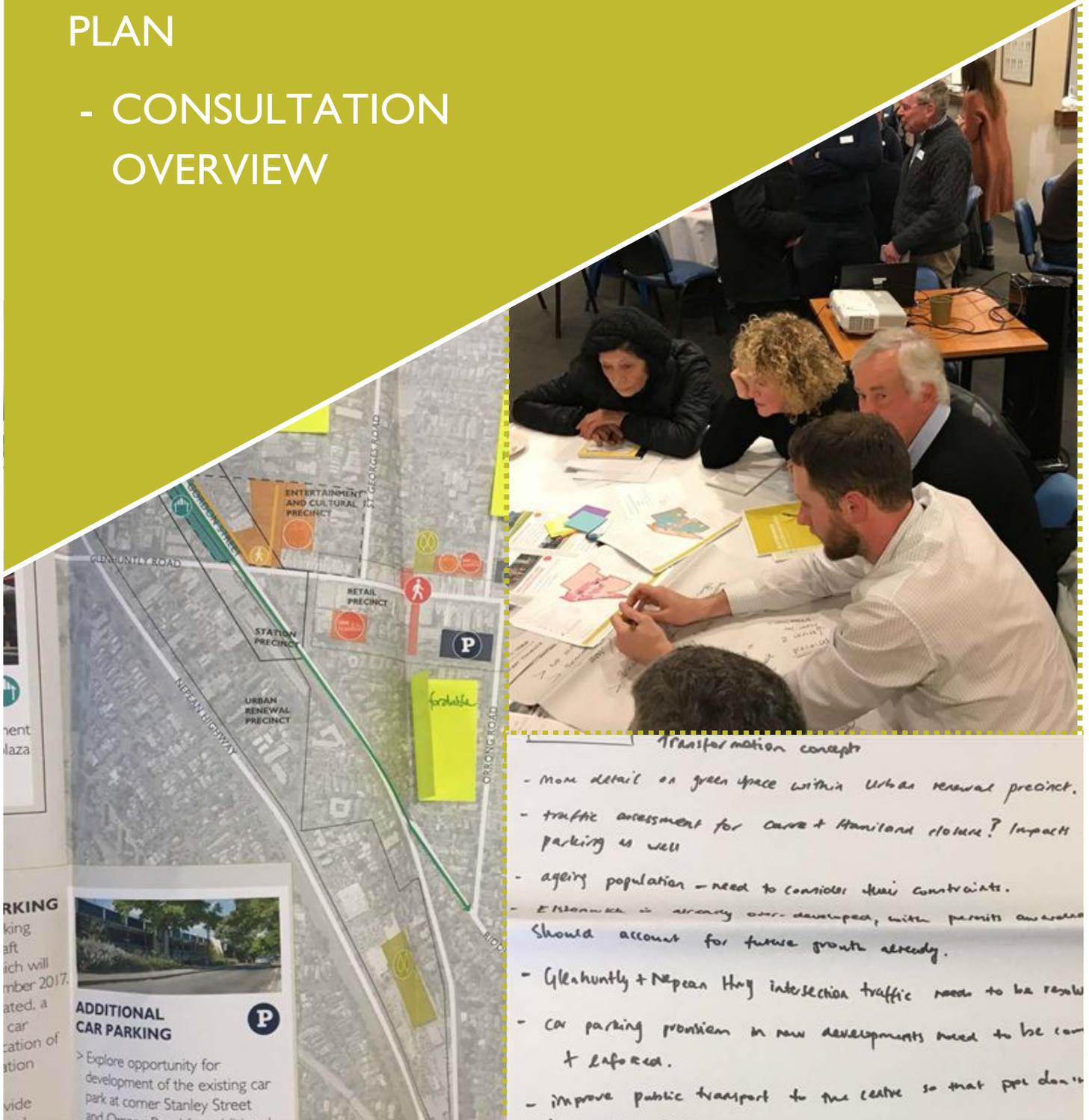


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INTRODUCTION

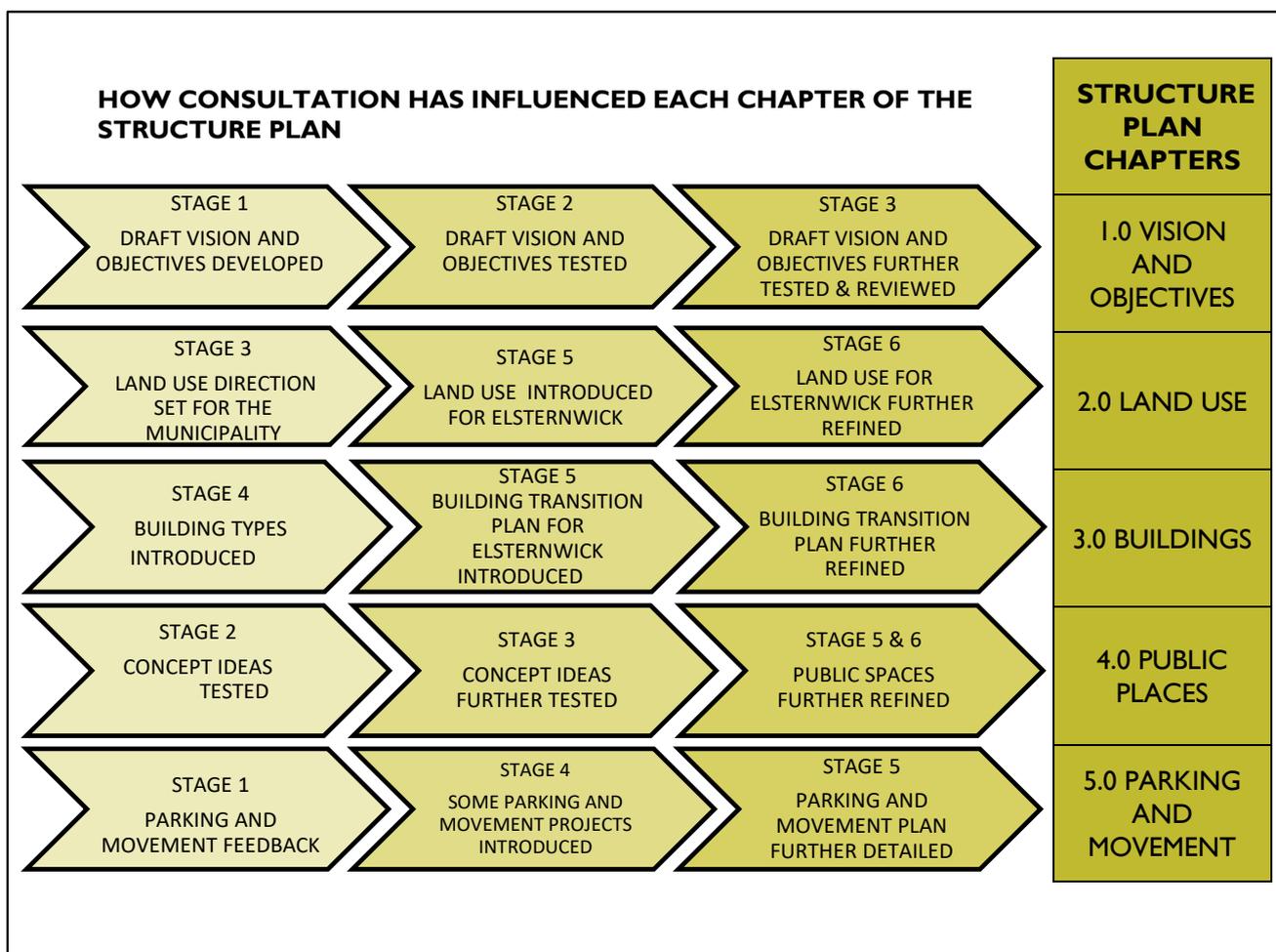


It is evident that Glen Eira is undergoing an exciting time of transition and now is a golden opportunity to set a new direction for our municipality. This period of change is driven by multiple external factors including the Melbourne-wide housing boom, multiple level crossing removals and a transition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

In 2016 Council undertook a major *Planning Scheme Review*. Community engagement feedback indicated that our community would like greater clarity in how our municipality will respond to these changes and manage growth and identified the need for the introduction of structure plans for Bentleigh, Carnegie and Elsternwick activity centres.

Council has since embarked on an extensive six stage activity centre planning program to ensure a clear vision will be set for the future of our municipality. Ultimately, the activity centre planning program will result in the implementation of *Structure Plans* for our major activity centres.

A range of engagement methods have been used throughout the process including surveys, community forums and drop-in sessions. A total of 1,110 surveys, forum or Facebook posts, email, mail or phone submissions were received for Elsternwick, 468 people participated in community forums and drop-in sessions.



STAGE ONE

TELL US WHAT YOU LOVE ABOUT YOUR SHOPPING STRIP

28 NOVEMBER 2016 TO 19 FEBRUARY 2017

METHODOLOGY

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

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

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

KEY THEMES

IN THE FUTURE Respondents spoke very highly of Elsternwick, particularly the quality and variety of both food and retail, although there was some demand for targeting a younger generation. Participants want to create a vibrant connection throughout the strip through branding and shopfronts. There was concern expressed that development may impact on the unique and local look and feel of the area.

OPEN SPACE AND AMENITY Participants highly valued the local park and revitalisation of Elsternwick plaza. Thirty nine per cent of respondents wanted to see trees and landscaping prioritised in the future, along with street amenity including seating, upgraded toilets, water, shade and meeting spaces.

COMMUNITY SERVICES Thirty six percent of participants highly valued the library as an important community service, however felt it would benefit from an upgrade both internally and externally along with incorporation of a community hub for activities and events.

PRIVATE DEVELOPMENT Sixty six percent of participants were in favour of new development as long as building height, design and materials are appropriate to the local character. Respondents felt development should include adequate parking and the use of rooftops for bars, gardens and beekeeping.

SHOPS AND RETAIL Vacant shopfronts and a broader mix of local businesses was seen by participants to be the biggest concern about shops and retail in Elsternwick. Participants desired music stores, sports retail, grocery stores and clothing retail.

MOVEMENT Participants were very satisfied with public transport in Elsternwick and would like to improve digital timetabling and frequency of services. There was interest expressed in improving cycling and pedestrian infrastructure.

CONSULTATION SNAPSHOT

Surveys: 356

Facebook comments: 9

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

OUTCOMES OF STAGE ONE COMMUNITY CONSULTATION

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

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

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

DRAFT VISION

Elsternwick will be a vibrant suburb with a strong identity, which is enhanced by art and community events.

DRAFT OBJECTIVES

- Create a unique identity throughout the strip.
- Increase night-time trading hours of cafes, restaurants and bars.
- Maintain high quality shops and achieve a good variety of both food and retail.
- Improve pedestrian access and car parking.
- Create more community spaces and utilize public space for community events.
- Revitalise Elsternwick Library and expand it into a community hub.
- Ensure that for any future development, building heights are balanced and design respects local character.

DRAFT CONCEPT IDEAS

1. Create a new community hub and additional car parking

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

2. Create a vibrant cultural and entertainment precinct

Reimagine local streets as open spaces and guide future development around the rail station.

3. Transition Elsternwick to a pedestrian friendly centre

Create a pedestrian-friendly street and laneway network.

STAGE TWO TRANSFORMING OUR NEIGHBOURHOODS TOGETHER

10 MARCH TO 9 APRIL 2017

METHODOLOGY

Stage two of consultation — *Transforming our neighbourhoods together* — sought to test with the community a draft vision, objectives and three concept ideas which were developed based on the feedback received in the first stage of consultation. Details of how to provide feedback were mailed to Elsternwick residents and emailed to those who completed the stage one survey and also promoted in various Council publications. Feedback on the ideas was captured through an online survey, at community drop-in sessions, via mail/email submissions, Facebook comments and phone calls.

CONSULTATION SNAPSHOT

Surveys: 81

Drop-in sessions: 55

Email/mail submissions: 3

Facebook comments: 9

KEY THEMES

VISION Strong community support was shown for the draft vision. Participants suggested that the vision could be improved by having less focus on art and a greater focus on community, livability and maintaining a strong retail strip.

OBJECTIVES The highest priority objectives identified through the consultation were ensuring building heights are balanced and design respects local character, maintaining good variety of high quality shops and creating more community spaces. It was suggested in the feedback that managing traffic/reducing the reliance on cars, greenery and history could be included.

CONCEPT ONE 'CREATE A NEW COMMUNITY HUB AND ADDITIONAL CAR PARKING' 76.6% SUPPORT This concept received a mixed community response. Most comments were in relation to the car park options. Some felt that more parking was needed; others thought parking in the centre was adequate. Some respondents thought that the suggested locations were good so long as the car park is good quality. Others preferred parking to be spread out throughout the centre.

CONCEPT TWO 'CREATE A VIBRANT CULTURAL AND ENTERTAINMENT PRECINCT' 88.6% SUPPORT Respondents saw this project as an opportunity to revitalise the precinct and become a destination. Some participants supported the project only if heights were limited and the area retains its character.

CONCEPT THREE 'TRANSITION ELSTERNWICK TO A PEDESTRIAN FRIENDLY CENTRE' 68.8% SUPPORT Around three quarters of respondents supported this project, with the closure of Beavis Street slightly more preferred. A focus on pedestrians, cyclists and public transport over cars was seen by some respondents as very important. Increasing safety and encouraging walking were considered the main benefits along with the opportunity to include more greenery.

DEVELOPMENT There was limited community feedback received about development in this consultation however comments received echoed the views provided in previous consultations and in other centres across Glen Eira. The view was expressed that development needs to be controlled, residential areas respected and neighbourhood character maintained. Feedback suggested that future development should be located near the station.

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

OUTCOMES OF STAGE TWO COMMUNITY CONSULTATION

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

UPDATED VISION

Elsternwick will be a vibrant cultural and entertainment precinct, which embraces its historic character and identity and is enhanced by art, greenery and community events.

HOW PROJECTS WERE PROGRESSED

1. Create a new community hub and additional car parking

The new community hub was further progressed, as part of a new development in the cultural precinct or as a redevelopment of the existing library.

Additionally, the concept was progressed for the eastern Stanley Street Council-owned car park to be developed into a multi-storey car park to increase short-term car parking in the centre.

2. Create a vibrant cultural and entertainment precinct

Further development of the Elsternwick cultural precinct was progressed (ABC Selwyn, Classic Cinema and Holocaust Museum). This concept included pedestrianising the centre by extending the footpaths and reducing traffic lanes to one-way south bound on Selwyn Street and one-way north bound on Gordon Street; and exploration of the need for traffic lights at St Georges Road and Gordon Street.

3. Transition Elsternwick to a pedestrian friendly centre

This project was progressed including the closure of Carre Street (between Glenhuntly Road and Stanley Street) to create a new green places space with canopy trees. The concept of (advocacy for) a new plaza over the railway line and linear park connecting with the ABC Gordon Street site was also progressed.

WHAT HAPPENED NEXT

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

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

STAGE THREE

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

24 MAY TO 13 JUNE

METHODOLOGY

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

CONSULTATION SNAPSHOT

Online feedback forms: 38

Email submissions: 26

Elsternwick forum attendees: 45

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

KEY THEMES

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

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

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

ELSTERNWICK VISION: Although the vision was generally supported, respondents thought there should be more of a focus on safety and livability – making the activity centre a great place for the community. It was also thought that the word ‘vibrant’ should be removed and ‘village feel’ included to better represent what was considered to be the current role and function of the centre.

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

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

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

OUTCOMES OF STAGE THREE COMMUNITY CONSULTATION

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

REVISED VISION

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

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

- All vision statements reviewed and strengthened based on feedback received throughout stages two and three of activity centre consultation.
- Include a new objective on supporting local business through a focus on a connected economy.
- Include reference to student housing in housing types.
- Include reference to short-term accommodation in housing types.
- Provide more detail on how housing types may be applied to each centre, linking to upcoming building and development guidelines.
- Include reference to buildings embracing universal design for all ages and lifecycles.

WHAT HAPPENED NEXT?

- The final *Activity Centre, Housing and Local Economy Strategy* was adopted by Council on 25 July 2017.
- The adopted *Strategy* would provide direction for future local area planning in Glen Eira, including the draft *Elsternwick Structure Plan*.
- Council committed to the *Strategy* being updated in early 2018 following the release of data from the *2016 Census of Population and Housing*.

STAGE FOUR

QUALITY DESIGN PRINCIPLES

26 JULY 2017 TO 3 SEPTEMBER 2017

METHODOLOGY

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

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

CONSULTATION SNAPSHOT

Online forum participants: 82

Quality design principles document downloads: 1,056

Facebook comment: 5

Email/mail/phone submissions: 9

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

KEY THEMES

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

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

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

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

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

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

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

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

OUTCOMES OF STAGE FOUR COMMUNITY CONSULTATION

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

WHAT HAPPENED NEXT?

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

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

STAGE FIVE ELSTERNWICK DRAFT CONCEPT PLAN

26 JULY 2017 TO 3 SEPTEMBER 2017

METHODOLOGY

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

CONSULTATION SNAPSHOT
Online surveys: 93
Forum comments: 17
Concept plan document downloads: 755
Facebook comments: 13
Email/mail/phone submissions: 107
Community forum attendees: 58

KEY THEMES

CONCEPT PLANS: A mixed response was received from participants regarding the concept plans as a whole. Some, particularly those responding online showed strong support, claiming the plans were well considered, 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 that building heights should be reduced — particularly in the strategic sites and urban renewal area.

URBAN RENEWAL The most community 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 building 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.

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 GREENERY/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 by participants.

TRAFFIC: Community feedback indicated that traffic was considered to be an issue across the board and was anticipated to get worse with an increase in population. Among respondents, areas expected to contribute most significantly and require the most planning included the ABC (Woolworths) site, the urban renewal area and streets with proposed road closures.

PARKING Proposed concepts for parking were generally supported by respondents. There were, however, 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 impacts on neighbours. Permit parking for residents was also seen as important amongst respondents.

HERITAGE Protecting heritage including those properties not currently heritage listed or in a heritage overlay was viewed as important by respondents. Appropriate transitions away from heritage listed properties and heritage areas was also seen as important.

TRANSFORMATION PROJECTS Feedback indicated that the projects were well received and seen as a positive step in reinvigorating the centre.

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

OUTCOMES OF STAGE FIVE COMMUNITY CONSULTATION

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

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

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

- Two options for the urban renewal area:
 - *Option 1* — 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.
 - *Option 2* — Maintain the plan as proposed in Stage 5 to create a precinct approach. This would also allow for potential uplift benefit for residents.
- A new building type called ‘urban apartment’ to front Ross Street, which has a 4 storey height limit but can be built to boundary.
- Maintaining some car parking on the Stanley west site and the Orrong/Staniland sites.
- Making Selwyn Street one-way southbound to the north of a new development on former ABC site, vehicle entry and two-way south to Glenhuntly Road.
- Making Gordon Street one-way north in front of the cinema to extend the footpath and create a new plaza space.

WHAT HAPPENED NEXT?

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

STAGE SIX ELSTERNWICK DRAFT STRUCTURE PLAN/QUALITY DESIGN GUIDELINES

29 OCTOBER 2017 TO 11 DECEMBER 2017

METHODOLOGY

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

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

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

KEY THEMES

URBAN RENEWAL Limited community support was shown for either option with 8 to 12 storeys considered by many as being too high and some wanting a third option considered. A number of alternatives were suggested by residents with the most common being the ideas of 4 to 5 storey garden apartments on Nepean Highway and 2 storeys in the Neighbourhood Residential Zone. There was further suggestion that development should be spread across Elsternwick and Glen Eira – not focused in one area.

TRAFFIC AND PARKING Respondents felt that traffic and parking were already major issues, particularly in residential streets. There was concern raised that the issue will get worse with further development and that the *Plan* does not provide enough detail about suitable solutions, particularly in the urban renewal area.

MINIMISING IMPACT ON EXISTING RESIDENTS AND PROPERTIES Concerns were raised by participants regarding overshadowing, overlooking/loss of privacy, visual impact, reduce amenity, livability and quality of life and noise. Respondents felt that the *Plan* did not – or would not be able to – adequately address these issues.

HERITAGE AND CHARACTER Some respondents felt that the *Plan* does not reflect and protect existing heritage and character. Respondents suggested that heritage should be reviewed and extended before the *Structure Plan* is adopted, including in the urban renewal area.

OVERDEVELOPMENT It was suggested by some respondents that Elsternwick is already meeting and exceeding targets and contributing its fair share of housing without the need for high-rise development.

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

CONSULTATION SNAPSHOT

Email submissions: 237

Surveys: 123

Online forum comments: 58

Facebook comments: 4

Elsternwick forum attendees:
Approx. 200

Drop-in sessions: 80

Quality Design Guidelines
submissions: 46

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

NEXT STEPS

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

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

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

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

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

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