

GLEN EIRA CITY COUNCIL

ELSTERNWICK

DRAFT STRUCTURE PLAN

- CONSULTATION OVERVIEW



Transformation concepts

- more detail on green space within urban renewal precinct.
- traffic assessment for Carrer + Hamiland closure? Impact parking is well
- ageing population - need to consider their constraints.
- Elsternwick is already over-developed, with permits awareness. Should account for future growth already.
- Glenhuntly + Nispean Hwy intersection traffic needs to be resolved
- car parking provision in new developments need to be considered + enforced.
- improve public transport to the centre so that people don't

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ADDITIONAL CAR PARKING



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

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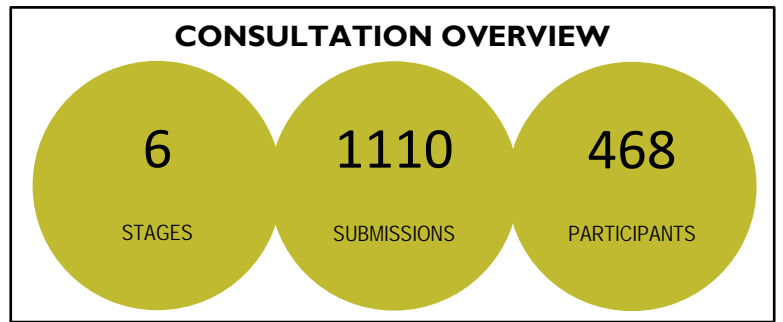
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INTRODUCTION

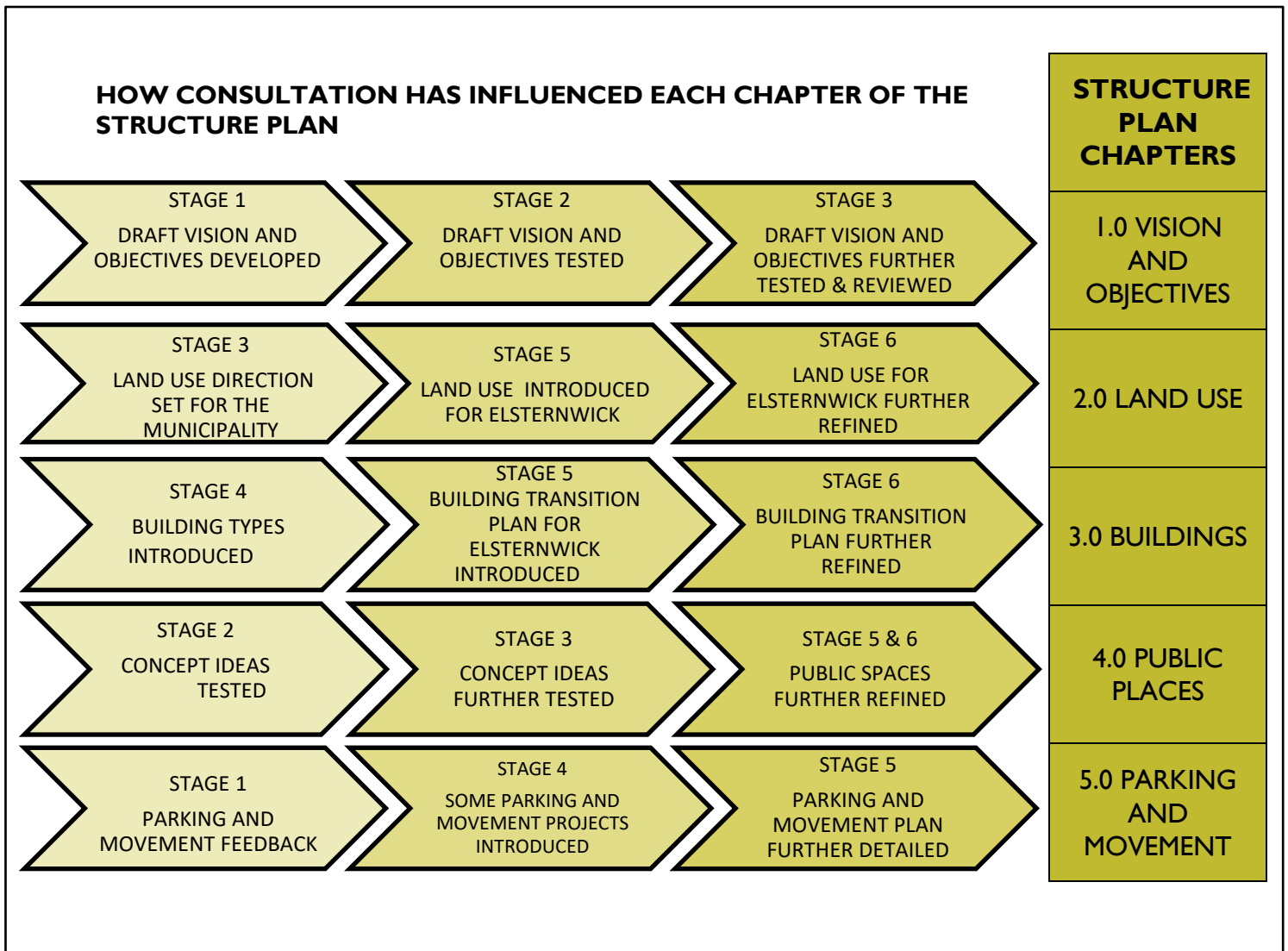


It is evident that Glen Eira is undergoing an exciting time of transition and now is a golden opportunity to set a new direction for our municipality. This period of change is driven by multiple external factors including the Melbourne-wide housing boom, multiple level crossing removals and a transition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

CONSULTATION SNAPSHOT

Surveys: 356

Facebook comments: 9

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.

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.

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.

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.

CONSULTATION SNAPSHOT

Online feedback forms: 38

Email submissions: 26

Elsternwick forum attendees: 45

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.

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.

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/Staniiland 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

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*.