

ITEM 9.4 CARNEGIE STRUCTURE PLAN

Author: *Aidan Mullen, Manager City Futures*

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

PURPOSE AND SUMMARY

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

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

RECOMMENDATION

That Council:

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

BACKGROUND

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

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

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

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

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

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

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

1. Curating the right retail and employment mix

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

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

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

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

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

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

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

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

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

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

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

3. Ensure larger developments provide significant community benefit

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

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

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

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

Community benefit items may include but are not limited to:

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

- needed community uses and facilities.

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

State and Council Policy

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

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

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

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

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

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

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

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

ISSUES AND DISCUSSION

Consultation on the Draft Concept and Draft Structure Plans

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

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

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

1. Urban renewal area and Chestnut Street

Community feedback:

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

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

Officer recommendation:

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

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

2. Urban renewal area

Officer recommendation:

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

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

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

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

FINANCIAL, RESOURCE AND ASSET MANAGEMENT IMPLICATIONS

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

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

POLICY AND LEGISLATIVE IMPLICATIONS

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

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

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

COMMUNICATION AND ENGAGEMENT

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

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

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

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| | | Drop-in sessions: 60 Quality Design Guidelines submissions: 46 | <ul style="list-style-type: none"> Urban renewal |
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The *Carnegie Draft Structure Plan Consultation Overview* (attachment 2) provides a concise summary of the six stage consultation process that informs the development of the *Carnegie Structure Plan*.

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

Detailed consultation reports include:

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

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

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

LINK TO COUNCIL AND COMMUNITY PLAN

Theme one: *Liveable and well designed*

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

OFFICER DECLARATION OF CONFLICT OF INTEREST

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

CONCLUSION

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