

CARNEGIE BACKGROUND REPORT

BUILDING TRANSITION PLAN



GLEN EIRA
CITY COUNCIL

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INTRODUCTION

PURPOSE

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

WHAT IS A BUILDING TRANSITION PLAN?

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

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

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

HOW DOES THIS FIT INTO STRUCTURE PLANNING?

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

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

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

STRATEGIC POLICY CONTEXT

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

STATE GOVERNMENT'S STRATEGIC DIRECTION

PLAN MELBOURNE 2017–2050

The State Government's *Plan Melbourne 2017–2050* is the metropolitan planning strategy that sets the vision and policy direction for managing growth across Melbourne.

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

Plan Melbourne specifically identifies 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.

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

GLEN EIRA'S STRATEGIC PLANNING DIRECTION

GLEN EIRA COUNCIL AND COMMUNITY PLAN 2017–2021

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

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

ACTIVITY CENTRE, HOUSING AND LOCAL ECONOMY STRATEGY 2017

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

Glen Eira — city vision

The strategy identifies a vision for our Glen Eira's activity centres:

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

Activity Centre Framework

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

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

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



Policy status and direction

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

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

OVERALL VISION AND OBJECTIVES

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

VISION

“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 night-life, shopping and employment, supporting a range of businesses and interconnected community spaces that meet the needs of the local community.”

OBJECTIVES

Place-making

- Build upon Carnegie’s reputation as a welcoming and diverse local community with unique commercial and entertainment offerings.
- Enhance the distinctive character of the Koornang Road retail strip.
- Support a network of urban laneways, active streets and shared community and open spaces.
- Encourage landscaping and greenery.
- Promote high quality urban design and architecture.
- Support safe, accessible and friendly streets.
- Encourage development that provides a community benefit

Housing

- Manage transition between housing densities.
- Maintain Carnegie’s unique suburban character.
- Recognise Carnegie’s role in accommodating a growing population.
- Encourage a diverse range of housing options.

Economy

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

Transport

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

BUILDING TRANSITION PLAN

The *Draft Concept Plans* for Carnegie contains a *Building Transition Plan*.

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

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



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

CONSIDERATIONS

The plan has been prepared in consideration of:

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

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

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

KEY OUTCOMES

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

I. MANAGING TRANSITION IN RESIDENTIAL AREAS

Carnegie has experienced a significant transformation in recent years with apartment developments being constructed in traditionally low-scale areas. Current policy supports dense apartment developments with little consideration for the area's existing character. The scale, rate of change and quality of new building stock are all issues that have been raised through consultation.

The *Building Transition Plan* looks to limit the amount of four story apartment buildings in the long residential streets of established homes in Carnegie.

Instead, the plan seeks to introduce a greater spread of building and household types, with a particular focus on medium density terrace town housing within suburban streets. This housing type is a good transitional building form linking the lower scale residential areas with the core of the activity centre.

Importantly, the terrace town housing building type provides greater opportunity for a range of household types including families to live within walking distance of the activity centre.

The terrace town housing type has mostly been applied where current planning allows four storey apartments, such as in streets including:

- Mimosa Road (east side, north of Neerim Road).
- Toolambool Road (west side, north of Neerim Road).
- Elliot Avenue (east side, north of Neerim Road).
- Tranmere Avenue (both sides, north of Neerim Road).
- Hewitts Road (west side, north of Neerim Road).
- Blackwood Street (Southside, west of Poplar Grove).

It is proposed that these areas will see a change in the type of development that can be achieved, from four storey apartment buildings to two to three storey terrace townhouses.

Where possible, the extent of the building types have carried through to a road boundary, this provides a clearer and more legible boundary for transition into lower or higher building forms. It is noted that in some instances that to carry the building type to the road border has meant that the current policy boundaries have changed.

Local Streets south of Neerim Road

In certain areas such as the residential land south of Neerim Road (ie. Truganini Road, Kokaribb Road, Shepparson Avenue, Belsize Avenue and Elliot Avenue) transitional issues are caused by

irregular 'radial' zone boundaries and multiple zones within a single streetscape. This creates inconsistency with the allowance for four storey apartment buildings and low-scale detached housing in the same street.

Fortunately, the area is relatively unaffected by approvals for larger developments, which have generally been focused in Carnegie to the north from Neerim Road.

A number of transition options were considered for local streets south of Neerim Road streets, including:

- Using the same 'radial' borders to separate different building types;
- Extending terrace town housing across the entire street, spreading low-scale growth across the area, rather than the current a split between apartments (north) and detached housing (south);
- Protecting the local streets south of Neerim Road and focusing development in more appropriate locations to the north (the option proposed),

The *Building Transition Plan* seeks to reduce development intensity in these streets by making the entire length of the street, south of Neerim Road, consistently low scale housing,

Overall, the *Building Transition Plan* protects a large proportion of Carnegie through provision of low-scale two storey building types including *Heritage/character housing* and the *Side-by-side townhouse*.

Between Neerim Road and the Railway Line

There is significant construction and permit activity between Neerim Road and the railway line, particularly around the:

- Toolambool and Kokaribb Roads area; and
- Jersey Parade and Shepparson, Belsize and Elliot Avenue areas.

Apartment buildings in these areas will continue to be supported, however the outcome will be improved by implementation of appropriate building types under Council's *Quality Design Principles*. The *Garden apartment* (three to four storeys) building type seeks to ensure that apartments located within these residential streets look and feel residential with a strongly vegetated garden setting, and a recognizably residential building form.

Overall, the *Building Transition Plan* nominates a combination of *Garden apartments* (four storeys) and *Terrace townhouse* (two-three storeys), stepping down with distance from the centre. These building types focus on presenting a more residential character to the streetscape by encouraging front and backyard corridors.

2. PROTECTING THE DISTINCT CHARACTER OF KOORNANG ROAD

The Koornang Road retail strip has a distinct low-scale urban character with historic elements that should be protected and enhanced.

Under current planning scheme provisions, the strip's urban village policy status and Commercial 1 Zoning encourages major development, which may support built forms that do not align with the identified low-scale character.

The *Building Transition Plan* seeks to address this issue by introducing the *Heritage/character shop top* building type along Koornang Road. This encourages a three or four storey shop top built form with upper floors being recessed — a more respectful building that continues to allow for some growth and redevelopment, while maintaining the human-scale of these areas. Retail and office uses should be prioritised in this area.

Overall, the policy context for Carnegie’s commercial and mixed use areas should better address the unique qualities and opportunities of the activity centre — focusing the right type of development in appropriate locations. It is intended that the Koornang Road retail core remains with medium-scale development (between Neerim Road and the Railway Line), with opportunities for growth accommodated instead in the surrounding ‘Strategic Sites’ and ‘Urban Renewal Development’ areas (detailed below). This outcome is partially informed by the recommendations of the *Glen Eira Urban Design Analysis* prepared by Planisphere (May 2017).

3. INCREASED DENSITY ALONG MAJOR TRANSPORT CORRIDORS

Transport corridors (i.e. main roads and tram routes) are identified as areas that can accommodate increased growth with minimal impact to the suburban character of local streets. The *Building Transition Plan* proposes higher densities along transport corridors such as Dandenong Road, the railway line, Koornang Road, Neerim Road, and Glenhuntly Road (a tram route). The following is noted:

- State Government policy direction seeks increased densities near to public transport and transport corridors (including major roads, arterial roads and tram routes). Neerim Road, Koornang Road and Glen Huntly Road are designated for higher densities on this basis.
- Dandenong Road is a major transport corridor that can accommodate larger developments with minimal surrounding impact.
- Completion of the elevated rail will enhance amenity around the railway line (Rosstown Road and Jersey Parade) — increased densities around this infrastructure will take advantage of these improvements.

4. STRATEGIC REDEVELOPMENT PROVIDING A COMMUNITY BENEFIT

A number of private and public owned sites East and West of Koornang Road have been identified as Strategic Sites. The intent is that development within *Strategic sites* and *Urban renewal development* locations (detailed below) should provide a community benefit.

Public owned land

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



- creation of green spaces;
- a market hub and car parking;
- creation of a laneway network;
- improved public transport;
- a safe cycling link;
- improvement of the Koornang Road streetscape;
- protection of the existing greenspace at the train station; and
- improved pedestrian amenity.

Private owned land

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

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

5. URBAN RENEWAL NORTH OF THE RAILWAY LINE

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

This area of land between the railway line and Dandenong Road has been identified as an ideal location for urban renewal, given:

- Dandenong Road and the railway line provide a clear barrier that minimises adverse impacts to low-scale surrounding areas (note: building transition can be accommodated on-site where adjoining low-scale residential areas to the east).
- The existing commercial building stock is aging and the location is ideal for redevelopment due to its proximity to services and transport infrastructure.
- The development of the elevated rail will enhance amenity around the railway line, including the provision of open spaces, active frontages and pedestrian connectivity at ground level. Future developments can take advantage of these improvements.
- The area has good access to transport infrastructure, being walking distance from Carnegie Station and having quick access to the Dandenong Road.

The identified Urban renewal development precinct is intended to accommodate taller buildings while not unduly impacting on sensitive areas. It is expected that these sites are able to accommodate necessary transitions to adjoining properties within the site. In particular,

consolidation is encouraged within these areas in order to achieve a taller building while managing impacts on sensitive interfaces.

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

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

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

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

The identification of this urban renewal precinct builds on the recommendations of the *Glen Eira Urban Design Analysis (May 2017)* and *Community Benefits Discussion Paper (June 2017)* prepared by Planisphere. The urban design analysis identifies an appropriate building height of nine stories for the area, with greater height achievable on consolidated sites. Consolidating multiple properties for development will be encouraged to avoid tall and thin buildings. The community benefit discussion paper outlines ways to advocate community benefit, including incentives for increased building height. These concepts partially informed the preferred height of six to eight storeys, with support for eight to twelve storeys if the development provides a community benefit.