

A.

APPENDIX A: EXISTING CONTEXT

Appendix A outlines the existing strategic and physical context for the Carnegie Structure plan Study Area in relation to built form.

Discussion is separated into three parts:

- A1. Strategic context
- A2. Glen Eira Planning Scheme
- A3. Land and built form character analysis



A1.

STRATEGIC
CONTEXT

Strategic context

Plan Melbourne

Carnegie is located approximately 11km from the CBD of metropolitan Melbourne, within the City of Glen Eira.

Plan Melbourne 2017-2050 (Department of Environment, Land, Water and Planning, 2017) sets out the strategic policy directions required to manage metropolitan Melbourne's growth and change towards 2050.

The plan identifies six metropolitan regions: Inner Metro, Inner South East Metro, Western Metro, Northern Metro, Eastern Metro and Southern Metro.

The City of Glen Eira is located in the Inner South East Metro Region, along with the cities of Bayside, Stonnington and Boroondara.

Plan Melbourne identifies Carnegie as a major activity centre, that will be expected to support additional housing and employment growth given its proximity to public transport, services and facilities.

The plan recognises that local strategic planning is required to identify planning controls that support and manage planned growth for the area.



Glen Eira City Plan

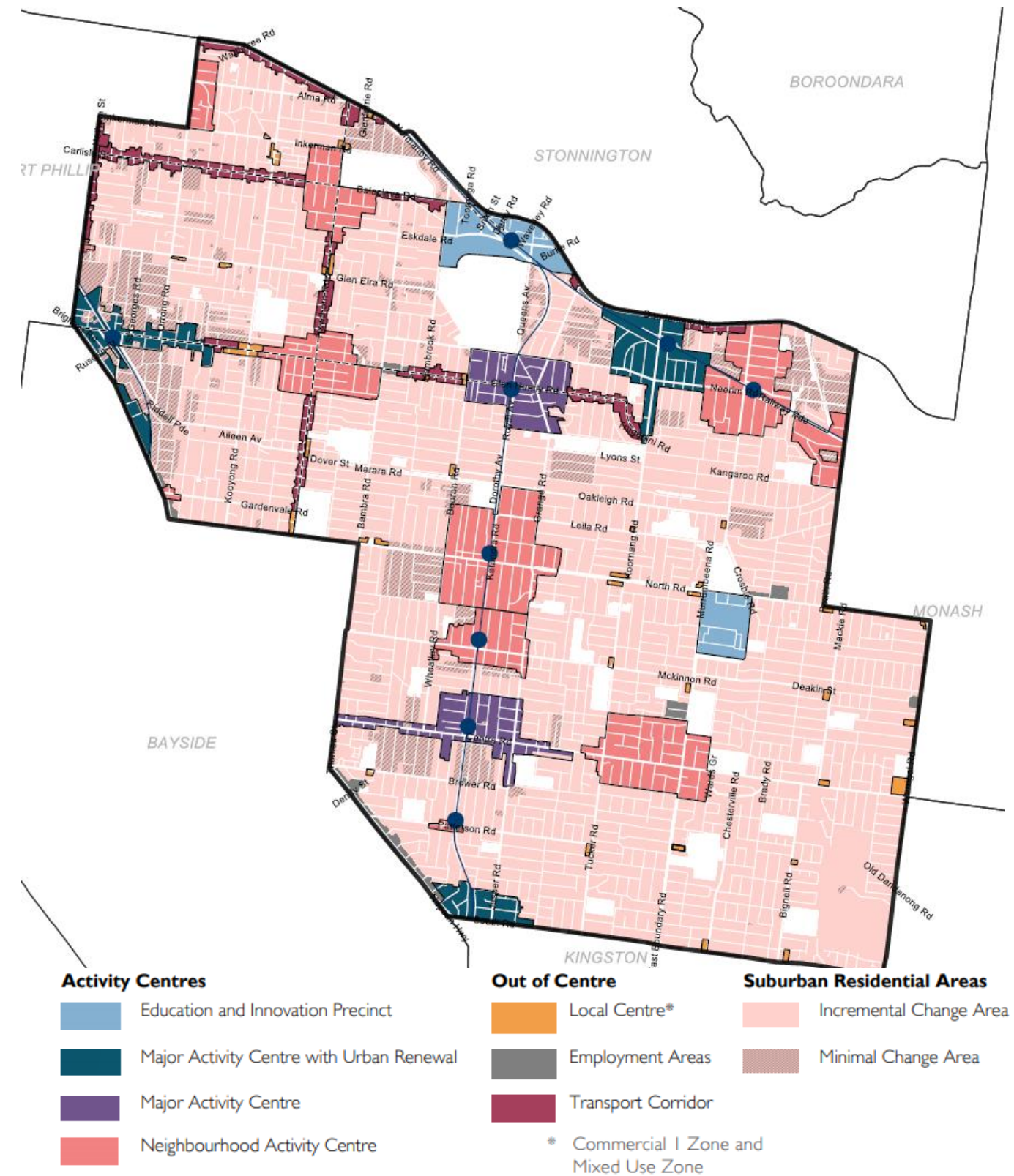
The *Glen Eira City Plan: Activity Centre, Housing, and Local Economy Strategy, 2020* (the City Plan) provides a framework for planned growth across the City of Glen Eira. The Strategy addresses housing, employment and placemaking opportunities and reinforces Glen Eira's network of activity centres, local centres and suburban areas. The strategy identifies a vision for Glen Eira's activity centres:

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

The City Plan identifies **Carnegie as a Major Activity Centre with Urban Renewal**, with a local vision for the precinct:

"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 spaces that meet the needs of the local community."

A key action of the Strategy is to undertake structure plans for Glen Eira's Activity Centres. The Carnegie Structure Plan provides a range of local objectives and implementation actions that seek to deliver on the City Plan's vision for Carnegie alongside State and local planning policy directions.



City Strategic Framework Plan (source: Glen Eira City Plan)

Carnegie

The Suburb of Carnegie

Carnegie is an established residential suburb with commercial areas along Koornang Road and Neerim Road.

Major features of the suburb include the Koornang Road retail core shopping strip, Carnegie Swim Centre, Koornang Park, Lord Reserve, Packer Park and a number of schools.

The Koornang Road shopping strip is a vital economic anchor with a mixture of restaurants, shops and offices.

Settlement of the area dates from the mid 1800s, although population was minimal until the late 1800s following the opening of the railway line in 1879.

Carnegie was developed in stages from the 1880s to the 1950s, with early development focussed around the railway line.

The opening of the tramline to Koornang Road in 1927 encouraged development in the southern areas of the suburb, which continued through to the post-war period. Many of the original larger lots were redeveloped for flats and units in the 1960s and 1970s.

The population gradually increased from the early 1990s as new dwellings were added to the area, particularly medium and higher density housing. The 21st century has seen a new wave of detached housing and dual occupancy (1-2 storeys) and larger apartment developments (3-4 storeys).



Suburb of Carnegie

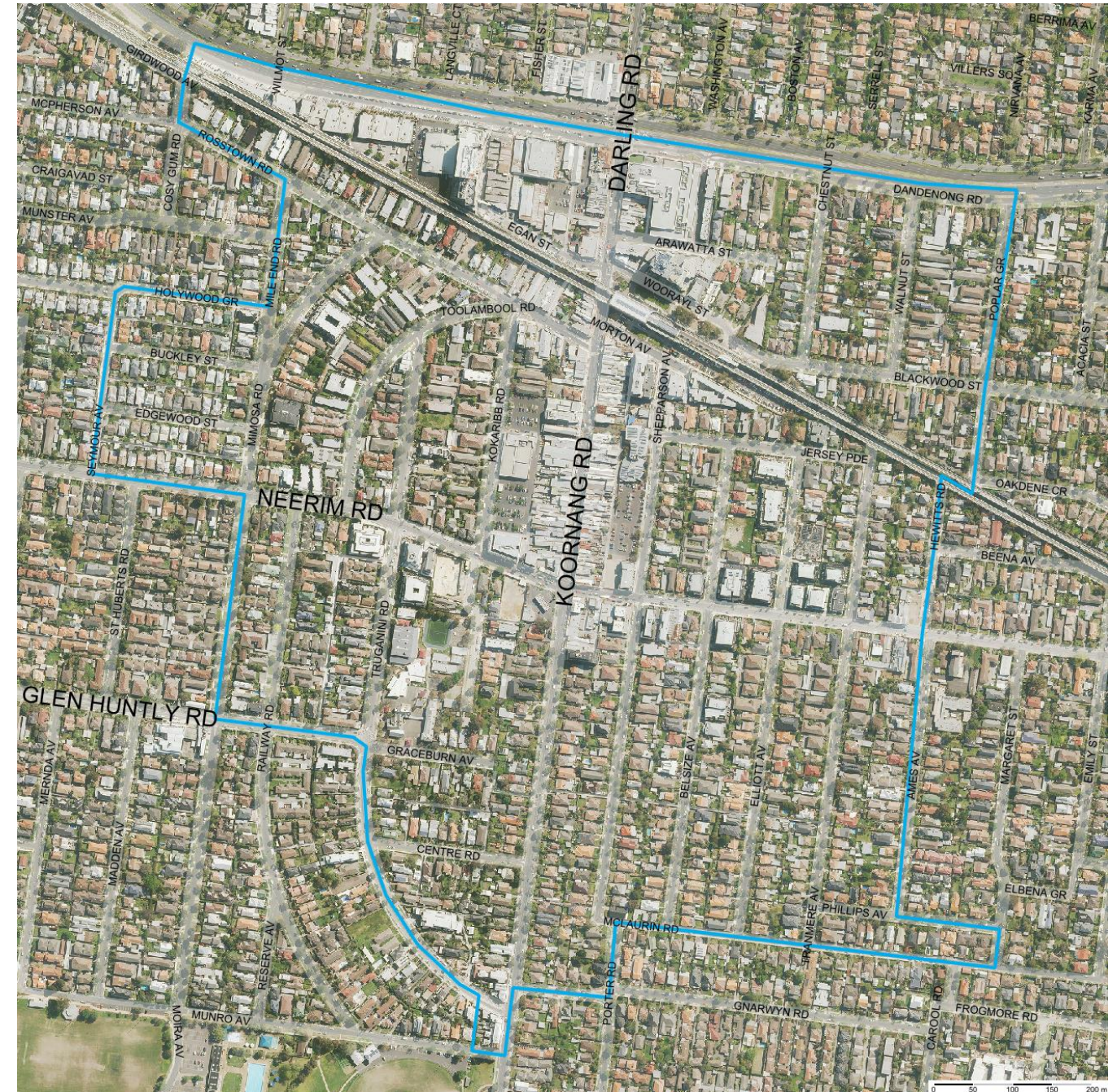
The Study Area

This report reviews land within the suburb of Carnegie identified as the **Carnegie Structure Plan Study Area**.

The study area is bounded by Dandenong Road to the north, Mile End Road, Seymour Avenue, Mimosa and Truganini Roads to the west, The Crossover and McLaurin Road to the south, and Margaret Street, Ames Avenue, Hewitts Road and Poplar Grove to the east. The boundary was identified in 2017 for the structure planning process around the commercial core of Koornang Road with a catchment size of an approximate 800 to 1000 metres (10 minute walking distance) and generally rounded to the nearest road boundary. The boundary was extended south of Truganini Road in 2018 after adoption of the initial version of the structure plan to incorporate additional commercial land as part of a Heritage Review.

The activity centre benefits from its proximity to Dandenong Road and the accessibility this provides for visitors living to the east and west of the centre. The recent removal of the level Koornang Road level crossing will increase the benefits to the Koornang Road shopping strip. Public transport access to the centre is available via train, tram and bus.

The final Carnegie Activity Centre boundary does not include all areas within the study area boundary. As the design analysis in this report will reveal, not all areas within the study area were considered suitable for inclusion within the activity centre boundary. Their inclusion within the study area however, was important to fully understand the context of the centre, and to determine where the appropriate activity centre boundaries should be.



Carnegie Structure Plan Study Area

A2.

GLEN EIRA PLANNING SCHEME

This section outlines the existing requirements of the Glen Eira Planning Scheme applicable to the Carnegie Structure Plan Study Area.

Updating the Glen Eira Planning Scheme

The City of Glen Eira was formed in 1994 following the amalgamation of the former City of Caulfield with the northern part of the former City of Moorabbin.

From 1994-2004 Council established the majority of its strategic work. This initial period is defined by establishment of the City and original planning scheme, including key planning strategies, local policies and an Activity Centre hierarchy identifying the current urban structure for the city with:

- Minimal Change Areas
- Housing Diversity Areas
- Urban Villages
- Phoenix Precinct

From 2005, Council's focus shifted towards smaller projects including the roll-out of individual strategic sites & single issue policies.

In 2016, Glen Eira adopted a new work plan focusing on reform through activity centre planning and a major planning scheme re-write to address contemporary planning issues.

The current Local Planning Policy Framework of the Glen Eira Planning Scheme is proposed to be updated, to implement the *Glen Eira City Plan: Activity Centre, Housing and Local Economy Strategy, 2020* (the City Plan) into the planning scheme.

This update is proposed to be undertaken in 2020/21 as part of a comprehensive rewrite of the planning scheme to meet the new structure and formatting requirements of the State Government.

Existing policy in the planning scheme for Carnegie Activity Centre is not inconsistent with the new policy directions at a broad level, however planning scheme updates are required to ensure full alignment with the directions of Plan Melbourne and the new City Plan, and to implement more detailed design controls arising from the structure plan.

A three stage approach to updating the planning scheme is proposed:

Stage 1: Amendment C157 (interim)

Planning controls introduced into the planning scheme to provide interim policy and design guidance for new development to generally reflect the structure plan directions, until permanent controls are developed.

Status: Completed August 2018; interim controls expire 31 March 2021

Stage 2: Amendment C184 (permanent)

Implement the recommendations of the Bentleigh and Carnegie Structure plans into the planning scheme on a permanent basis.

Status: Amendment documentation completed; Exhibition in 2020

Stage 3: Planning Scheme rewrite

Undertake a comprehensive rewrite of the Planning Policy Framework of the Glen Eira Planning Scheme. This will include implementation of the directions of the City Plan, including activity centre and housing frameworks for the whole city, into the planning scheme.

Status: Rewrite to be undertaken in 2020; Exhibition in 2021

The following section outlines existing planning scheme provisions. However, it should be noted that recommendations of this report have been informed by the directions contained in both the City Plan (adopted February 2020) and the Carnegie Structure Plan (as adopted 2020).

Existing Local Policy Framework

Activity Centre Hierarchy

Clause 21.04 of the Glen Eira Planning Scheme provides Glen Eira's Housing and Residential Development Policy framework.

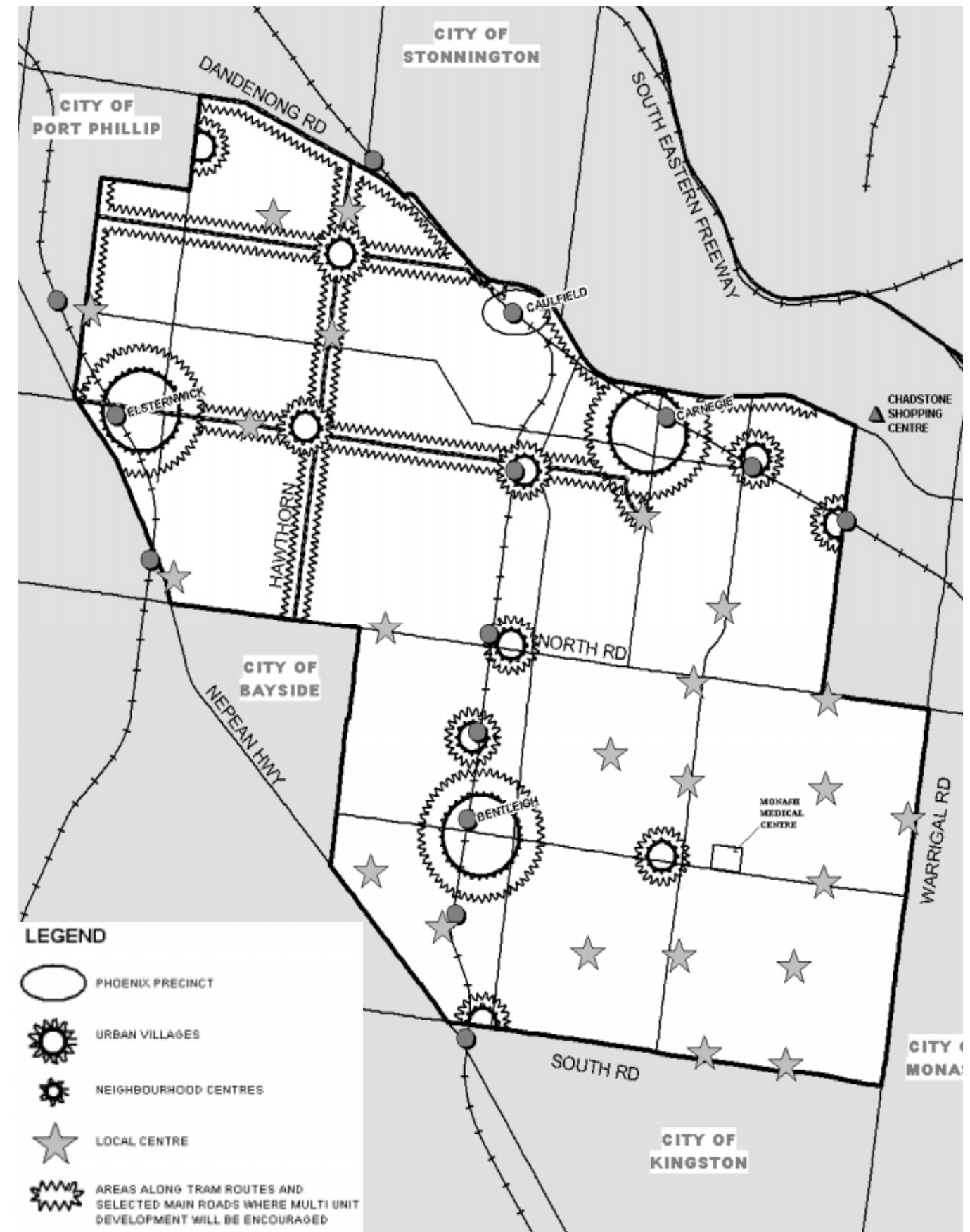
The framework sets out a hierarchy of housing diversity areas. A different density, mass and scale of development is sought for each type of area and different issues should be taken into account.

This hierarchy is implemented through local policy:

- Clause 22.06 Phoenix Precinct
- Clause 22.07 Urban Villages
- Clause 22.05 Housing Diversity Areas. (Neighbourhood Centres, Local Centres, Tram Routes and Selected Main Road)
- Clause 22.08 Minimal Change Areas (all other areas)

Carnegie is identified as an Urban Village, with abutting Local Centres, Tram Routes and Selected Main Roads.

The existing policies will be translated into the new Planning Policy Framework as part of the Stage 3 planning scheme rewrite amendment, and updated where necessary to align with the City Plan directions.



Existing Residential Framework Plan – Clause 21.04

Carnegie Urban Village

The study area contains a number of policy areas and is centered on the Carnegie Urban Village.

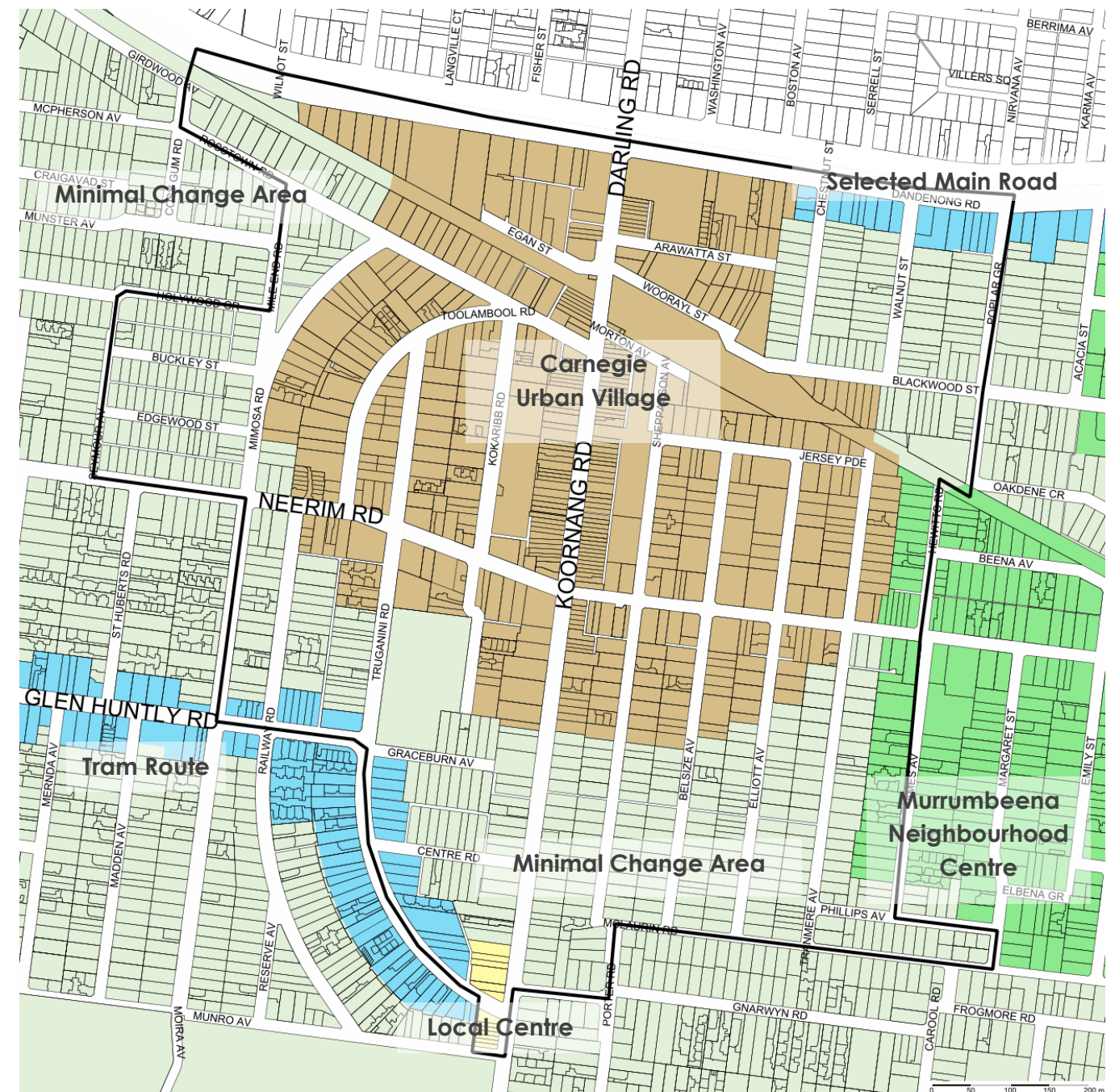
The Glen Eira Planning Scheme nominates Urban Villages as places with the highest residential development densities and are the centre for business and community life.

Built form guidance and zoning is implemented by 8 precincts in the Urban Villages Policy.



The Precincts are broadly based upon the *Urban Village Structure Plan, Glen Eira City Council, June 1999*, which reviewed areas within a circular walking catchment around the retail core of approximately 500 metres.

The Urban Villages policy content relating to Carnegie is proposed to be updated as required as part of the Stage 2 Amendment C184, to implement the directions of the Carnegie Structure Plan into the planning scheme.



Existing Policy Areas – Glen Eira Planning Scheme

Zones

Current zones have been reviewed as part of the work undertaken for the Carnegie Structure Plan and this Urban Form report.

RGZ1 Residential Growth Zone

The RGZ1 (maximum height of 13.5 metres, 4 storeys) is applied to the Phoenix Precinct and Urban Villages. In Carnegie, the RGZ1 is applied in a radial fashion around the Carnegie train station, primarily to the south of the railway line. The application of this zone represents a radius of approximately 500m (on average), being a short walkable distance from the retail core.

GRZ1 GRZ2 General Residential Zone

The GRZ1 (maximum height of 11 metres, 3 storeys) is applied to residential areas within Neighbourhood Centres. The GRZ2 (max height of 11 metres, 3 storeys) is applied as a transitional area to the periphery of Urban Villages as well as to Tram Routes and Selected Main Roads. The GRZ2 schedule contains additional rear setback requirements for transition.

NRZ1 Neighbourhood Residential Zone

The Neighbourhood Residential Zone (maximum height of 9 metres, 2 storeys) applies to all residential land located within a Minimal Change Area.

RDZ1 Road Zone Category 1

This zone is applied to State controlled Roads and provides additional requirements for adjoining development. In Carnegie it applies to Dandenong Road and Neerim Road.

C1Z Commercial 1 Zone

MUZ1 Mixed Use Zone

Existing commercial areas, including retail shopping strips are nominated within the Commercial 1 Zone. The Mixed Use Zone is applied in areas of transition located behind the main retail strip, and identifies where mixed use redevelopment (ie: commercial and residential) could occur.

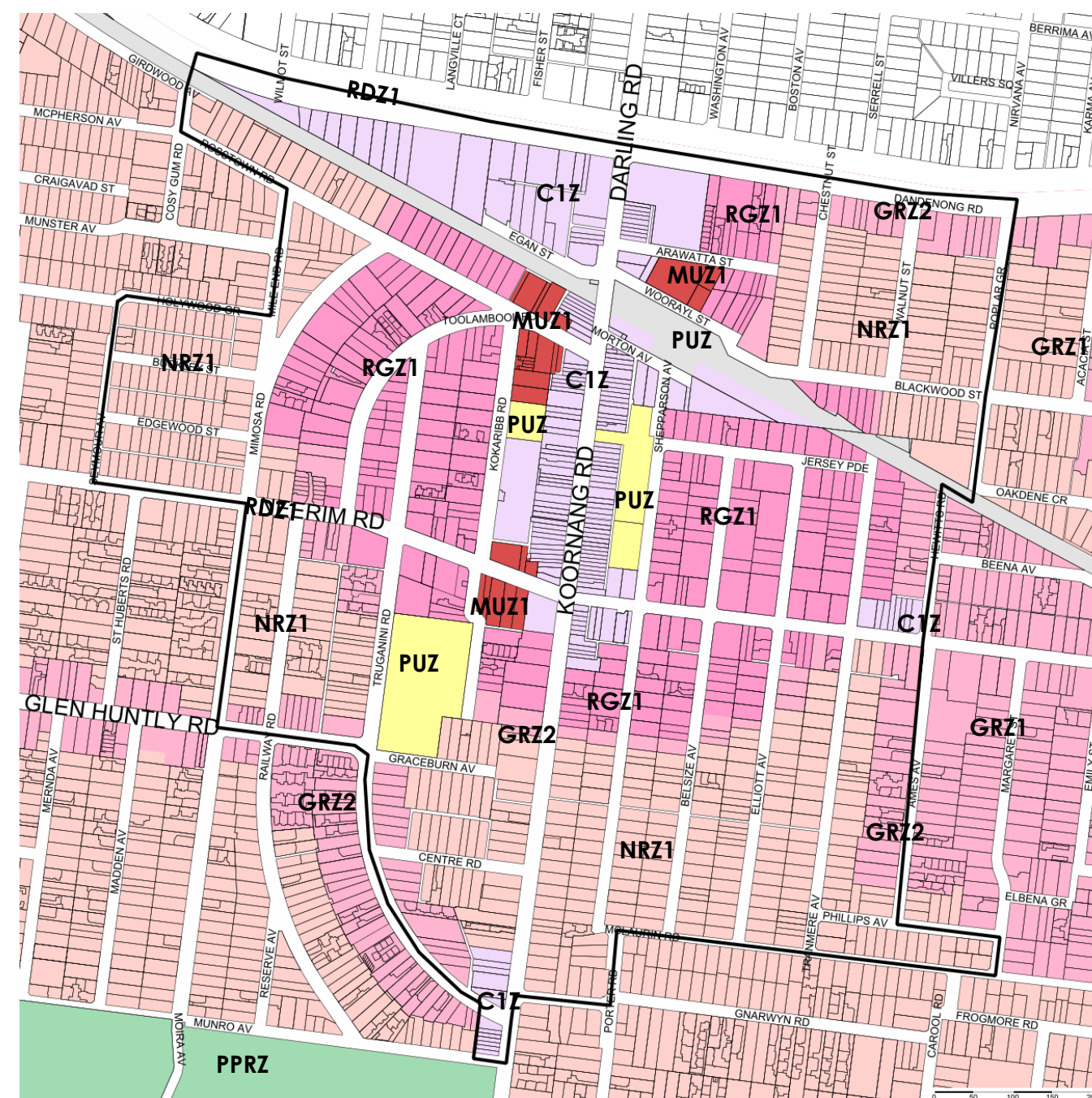
Building scale and intensity for commercial and mixed use areas is broadly aligned with local policy. However, specific design and building height requirements remained undefined until 2018 when interim height and other design controls were introduced as part of Amendment C157 (see discussion on DDO9 on the following pages).

PUZ Public Use Zone

Public land is nominated within the PUZ. This includes the Railway Corridor, Carnegie library site, and carparks along Shepparson Avenue and Kokaribb Road. The Carnegie Primary School is a government school and is also nominated within the Public Use Zone. The Railway Corridor within the activity centre has recently undergone major transformation with the level crossing removal, Carnegie station redevelopment and construction of elevated rail lines, through the Caulfield Dandenong Rail Upgrade Project, Incorporated Document April 2016.

PPRZ Public Park and Recreation

This zone is applied to public recreation and open space areas. In Carnegie, this includes Lord Reserve, Koornang Park and the Carnegie Swim School.



Existing zoning – Glen Eira Planning Scheme

Overlays

The existing overlay controls applying to land in the Carnegie Structure Plan Study area are as follows:

Permanent Overlays

NCO2 Schedule 2 to the Neighbourhood Character Overlay

This overlay applies to Chestnut Street & Holywood Grove to facilitate detailed neighbourhood character built form requirements protecting Edwardian and early California Bungalows.

DDO3 Schedules 3 and 4 to the Design and Development Overlay

These overlays apply front fencing controls to land in Chestnut Street and Holywood Grove in association with Neighbourhood Character Overlay areas.

SBO Special Building Overlay

Identifies land liable to inundation. See 'topography and flooding' section in the following pages.

EAO Environmental Audit Overlay

Applies to the traditionally commercial/industrial areas where environmental assessments will be required prior to future development.

PAO Public Acquisition Overlay

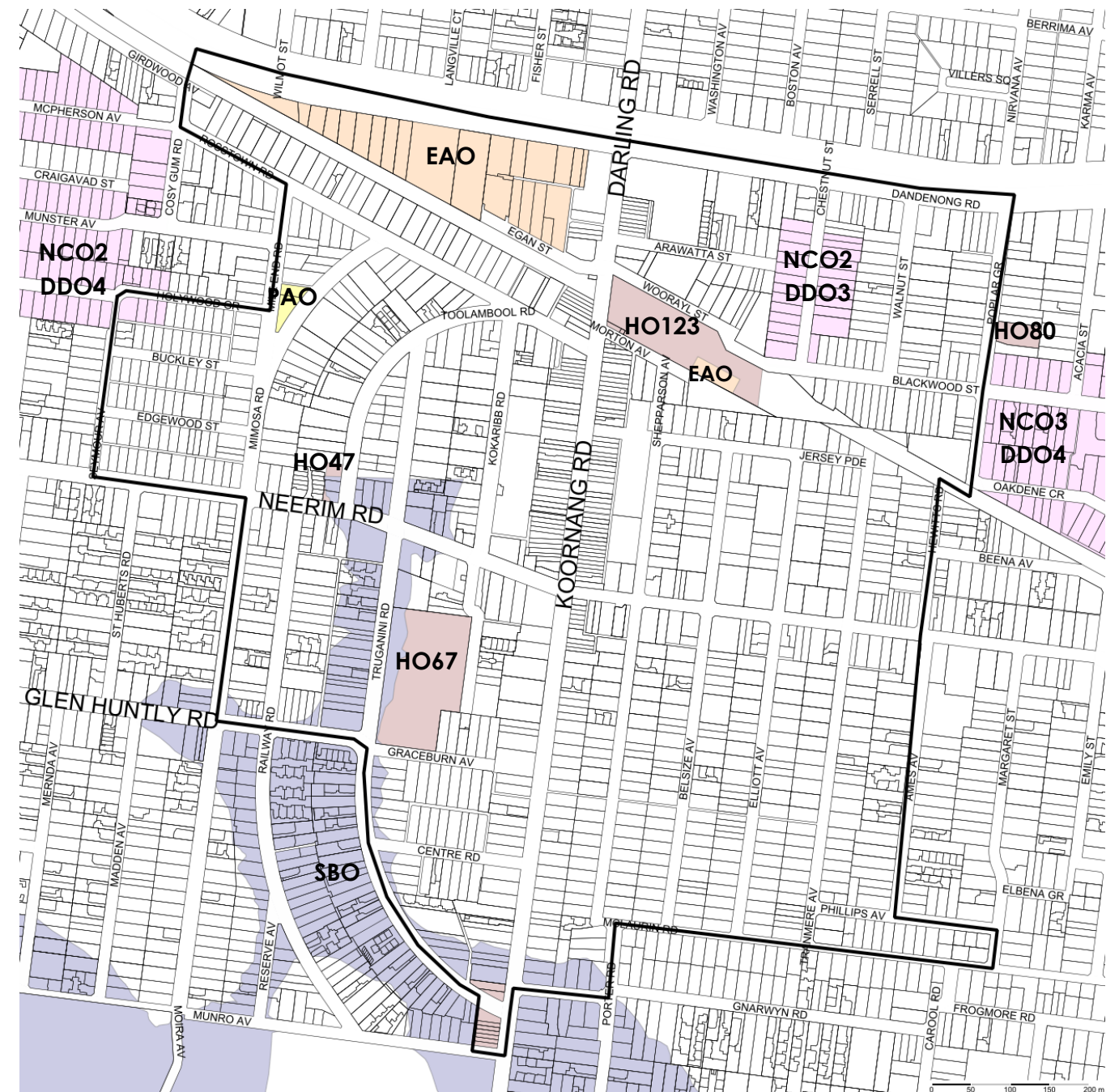
Applies to properties on Mile End Road that Council has identified for acquisition to create a new open space.

PO Parking Overlay (not shown)

Applies to Urban Village and Housing Diversity Area Policy areas in Carnegie. The overlay allows reduced parking requirements for student housing (refer Glen Eira planning Scheme maps to identify boundaries).

HO Heritage Overlays

Applies to individual sites with heritage significance (refer map). Details of proposed heritage overlays within the study area, as recommended by recent heritage work are outlined further within this section.



Existing permanent overlays – Glen Eira Planning Scheme

Interim Overlays (Structure Plan)

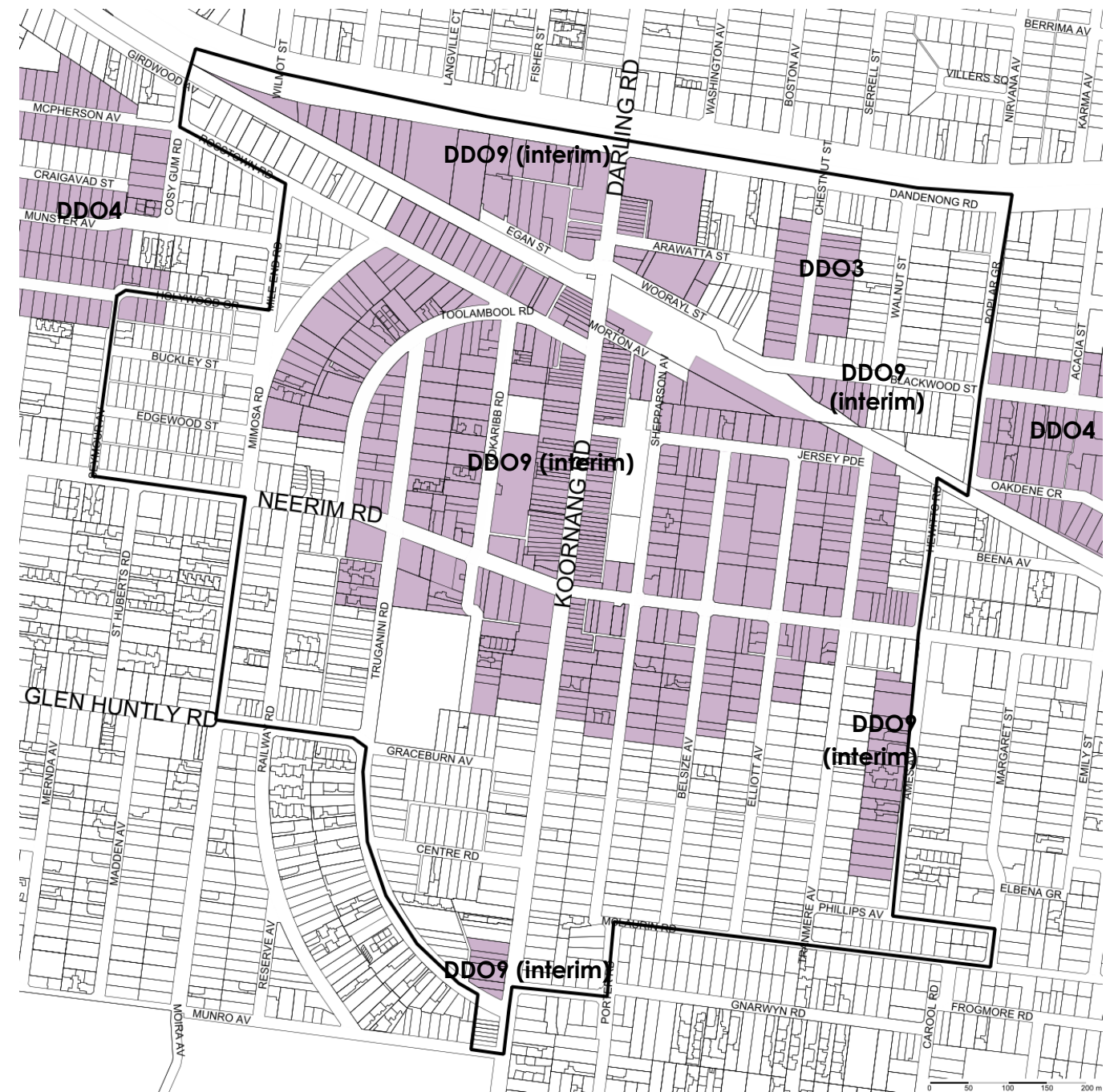
DDO9 Interim Schedule 9 to the Design and Development Overlay

Prior to structure planning, built form guidance for the Carnegie Activity Centre was provided in the form of local policy only and there were no building heights or other design controls prescribed in the planning scheme (except for maximum heights in residential zones).

An interim DDO9 applies to the existing Carnegie Urban Village policy area located within the Carnegie Structure Plan Study Area. Approved in August 2018, the DDO9 provides interim height controls and design guidance to reflect the key recommendations of the structure plan where current policy varies. This is to ensure new development does not prejudice the implementation of the structure plan in the longer term until permanent controls are able to be introduced.

Permanent DDO9 controls, to introduce the design and built form recommendations of the Structure Plan will form part of a comprehensive suite of planning controls as part of Amendment C184, including new policy and zone and overlay schedules.

The boundaries of the permanent DDO9 will be different to the interim DDO, reflecting the amended activity centre boundary when compared to the original urban villages policy boundary and the comprehensive nature of the permanent controls that seek to implement planning controls using a number of planning tools, not just through a DDO.



Existing Design and Development Overlays (permanent and interim)

Proposed Overlays (Heritage)

The Structure Planning process for Carnegie recognised that further work needed to be undertaken to identify areas of heritage significance. In particular, to:

- Investigate the potential heritage significance of the Koornang Road commercial strip.
- Protect low scale heritage character of the commercial strip on Koornang Road and encourage the continuation of a lower-scale retail corridor.

Council commissioned RBA Architects in 2018 to prepare the *Glen Eira Heritage Review – Bentleigh & Carnegie Structure Plans Stage One (Commercial)*.

This process has nominated new and updated heritage precincts and sites as shown on the following map.

Separate planning scheme amendments are being progressed to provide heritage policy and protection for these sites.

Amendment C199 proposes interim heritage controls and Amendment C190 proposes permanent heritage controls, nominating new or varied heritage overlay areas as follows:

Proposed planning controls recommended in this Urban Form report have taken into account proposed heritage overlay areas, where they are relevant to future built form outcomes.



Proposed Heritage overlay areas (Amendments C199 and C190)

A3.

LAND AND BUILT FORM CHARACTER ANALYSIS

This section outlines the physical features of the Carnegie Structure Plan Study Area, including topography, subdivision pattern, housing stock, place attributes, building heights, permit activity, built form character and open space.

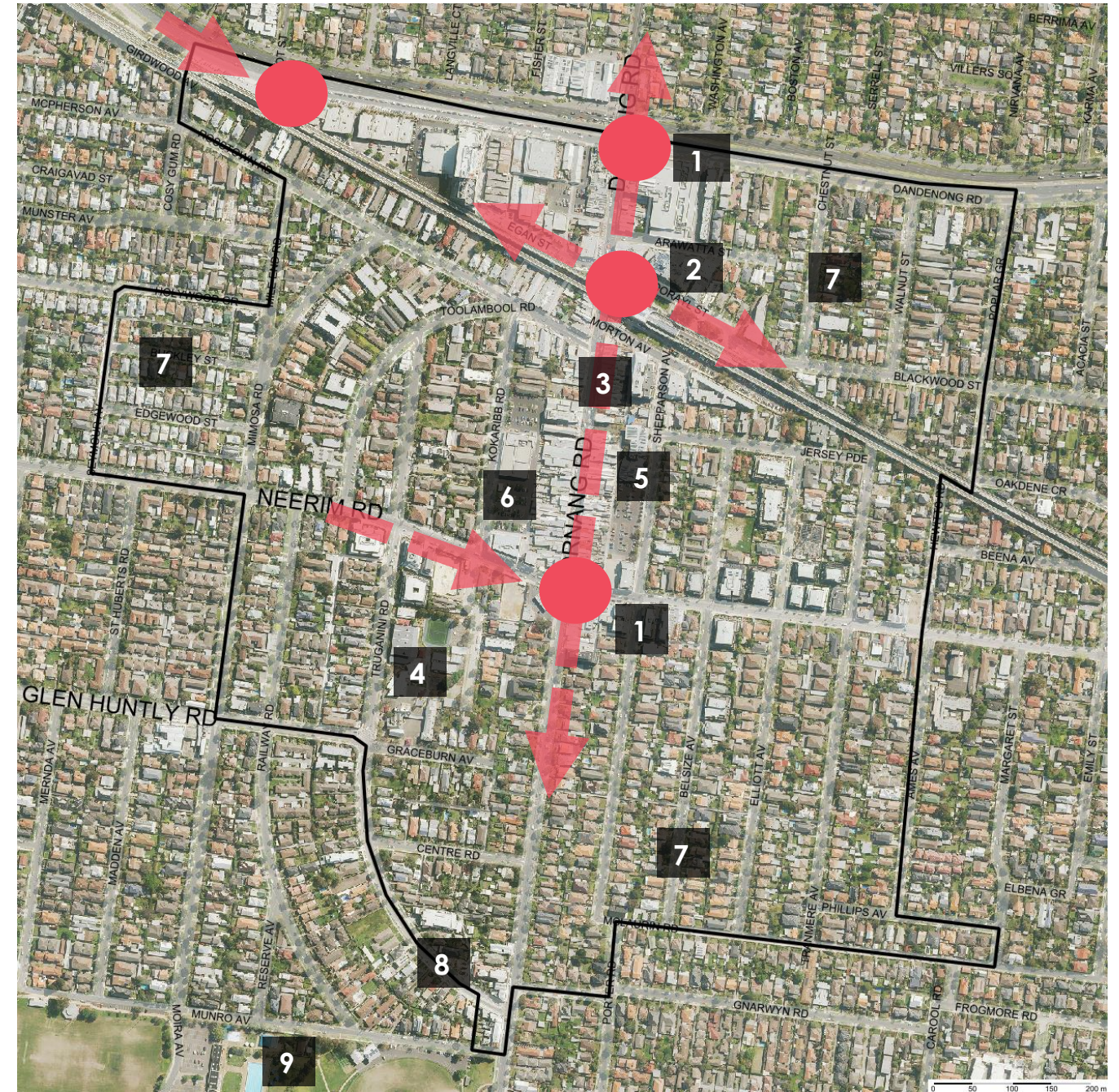
Place Attributes

Carnegie is a leafy green residential area with a characterful shopping strip. The centre is known for its restaurant and shopping options and is anchored by two full line supermarkets, community hub (library), and train station that connects people efficiently to the City.

Carnegie has many unique attributes that contribute to its local identity and sense of place.

These include:

1. Gateways to Koornang Road: The northern gateway to Koornang Road, comprising Rosstown Hotel and Carnegie Shopping Centre as important corner sites, and the southern gateway intersection at Koornang Road and Neerim Road.
2. The revitalised Carnegie Station and surrounds, including a new elevated rail over Koornang Road and future community activity areas and linear parks under the railway.
3. Heritage buildings along the Koornang Road shopping strip, particularly south of the railway line.
4. Carnegie Primary School heritage buildings.
5. Carnegie Library.
6. Woolworths on Kokaribb Road.
7. Residential streets with existing or proposed significant neighbourhood character protection (existing or proposed Heritage Overlays or Neighbourhood Character Overlays).
8. Tram route along Truganini Road.
9. Carnegie Swim Centre (south of the study area).



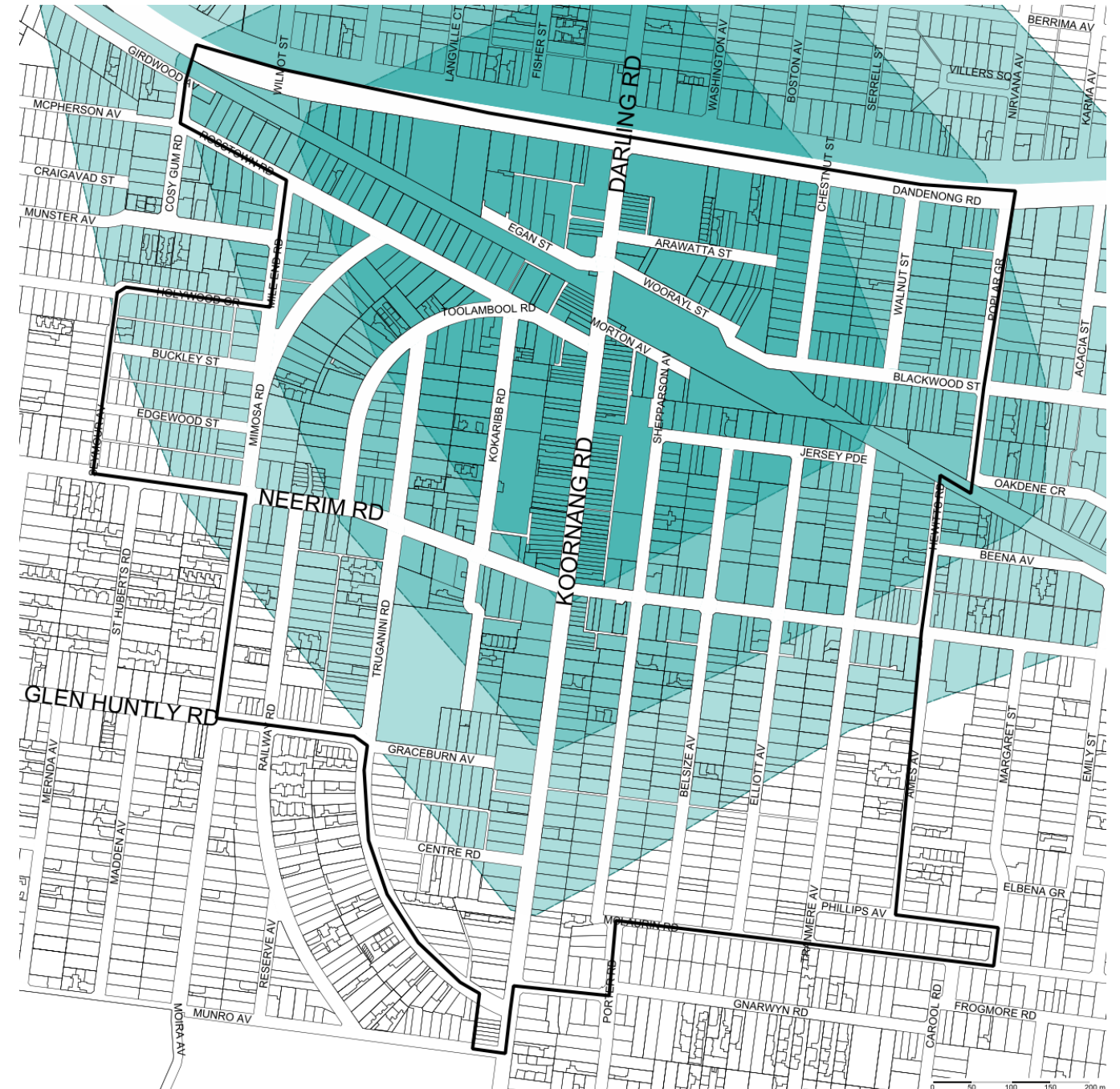
Place attributes

Walking Catchment

The pedestrian and street network is a key element of the urban structure in Carnegie.

This map shows the walking distance from the Carnegie Train Station. The map shows walking distances of 400m, 600m and 800m, travelling by roads (rather than a direct radius).

Like most other activity centres in Glen Eira, the higher density residential areas in Carnegie Urban Village were originally defined based on a 400-500m direct radial distance from the train station. Updated zone boundaries should account for walking distance and accessibility.



Open Spaces

The *Glen Eira Open Space Strategy 2014* outlines the existing open spaces in the suburb of Carnegie and their relative walking catchments, with gaps identified in the north west and the south east of the study area.

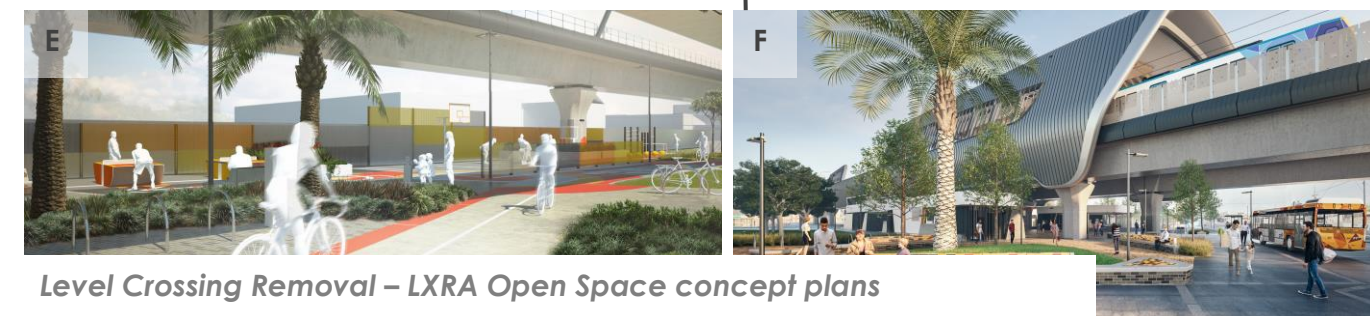
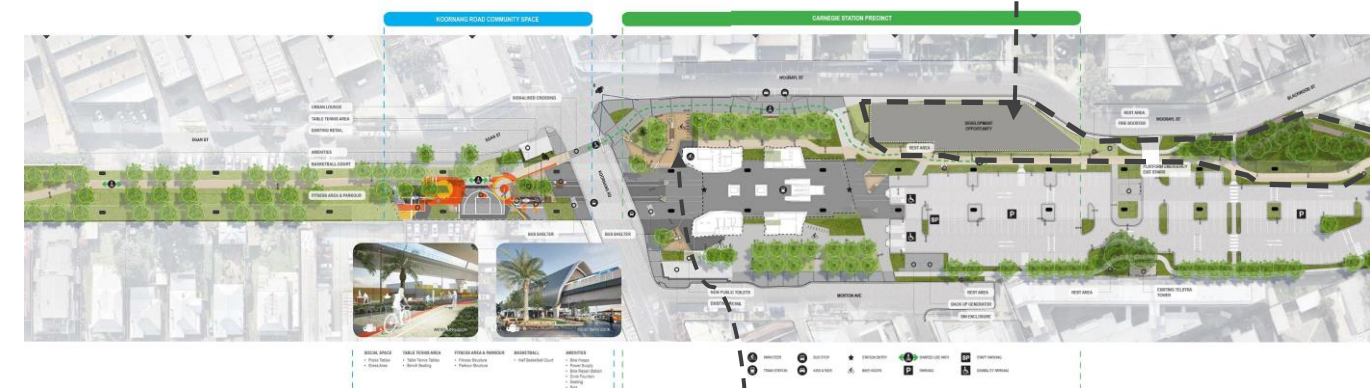
Structure planning has provided an opportunity for Council to coordinate a network of existing and future open spaces. The State Government's recent Level Crossing Removal Project has contributed significantly within the railway corridor and station surrounds. Open spaces include:



- A. Jersey Parade Reserve - Existing civic forecourt connecting Koornang Road to the Carnegie Library (**existing**)
- B. Kokkaribb Street Park (**proposed by Council**)
- C. Mile End Road Park (**proposed by Council**)
- D. Egan Street linear public realm connections and community spaces (**proposed by State Government**).
- E. Woorayl Street station forecourt (**proposed by State Government**).
- F. Woorayl Street open space (**existing**)



Woorayl Street Open Space – Council's 'Every bit counts'



Level Crossing Removal – LXRA Open Space concept plans

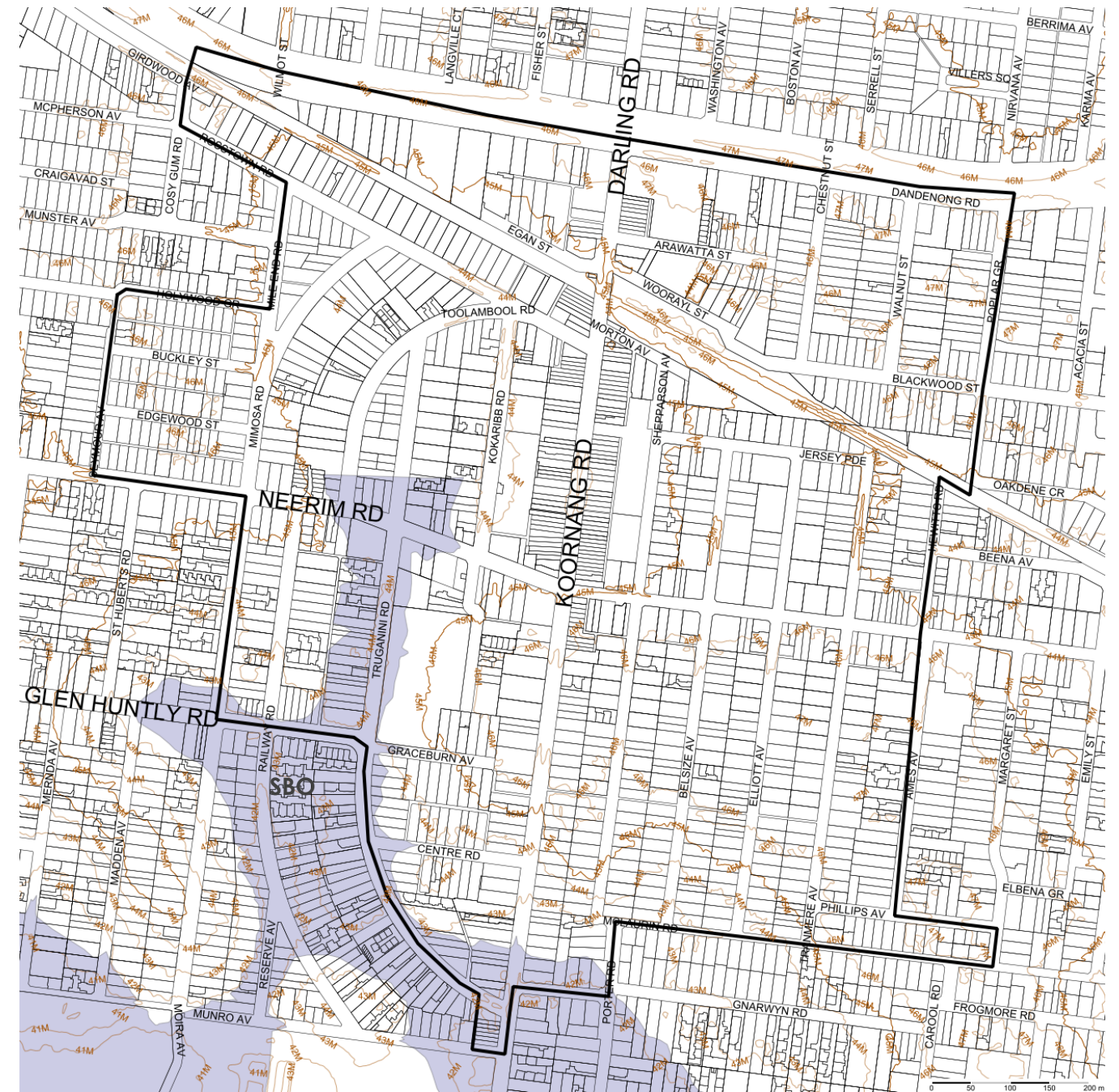
Topography & Flooding

The topography of the study area is **relatively flat**, with no notable slopes or other topographical land features. There are limited implications for built form as no particular sites will appear less or more dominant based on contours of the land.

Land towards the south-east of the Study Area is identified within the Special Building Overlay (**SBO**) of the Glen Eira Planning Scheme.

The SBO identifies land in urban areas liable to inundation by overland flows from the urban drainage system as determined by, or in consultation with, the floodplain management authority (Melbourne Water).

Flood mitigation is managed on these sites through the planning permit process.



Topography and Flooding constraints

Subdivision Pattern

The study area has a mixed subdivision pattern allowing for a variety of lot sizes and building types.

Residential Areas

Residential subdivision patterns primarily reflect the time of initial development. Residential land generally ranges from 400 to 700 square metres, with the majority around 600 square metres.

Larger lots mostly represent properties that have already been consolidated and developed for apartment buildings.

Local streets to the west of Koornang Rd are more constrained due to curved roads and irregular lot patterns. Whereas, main roads (Koornang Rd, Neerim Rd and Dandenong Rd) as well as local streets to the east of Koornang Rd contain large, rectilinear lots that support site consolidation and redevelopment.

Commercial & Mixed Use Areas

The Koornang Road retail core contains a fine grain lot pattern, with lots generally ranging from 200 to 400 square metres and street frontages commonly between 5 and 7 metres wide. Building frontages within this catchment reflect a historic fine grain character.

The commercial surrounds abutting the retail core contain medium to larger sites, with major strategic opportunities to the east and west of the Koornang Road Retail Core and north of the railway line.



Lot Size



Building Heights

The activity centre has experienced rapid transformation in the past 5 years. In addition to Melbourne's recent housing boom, this targeted transformation in Carnegie could be seen as a flow-on effect of the new residential zones introduced in 2013 (amendment C110), which provided clarity for growth directions in Urban Villages.

Commercial/Mixed Use Areas

The historic Koornang Road retail core remains relatively intact with no recent permit activity.

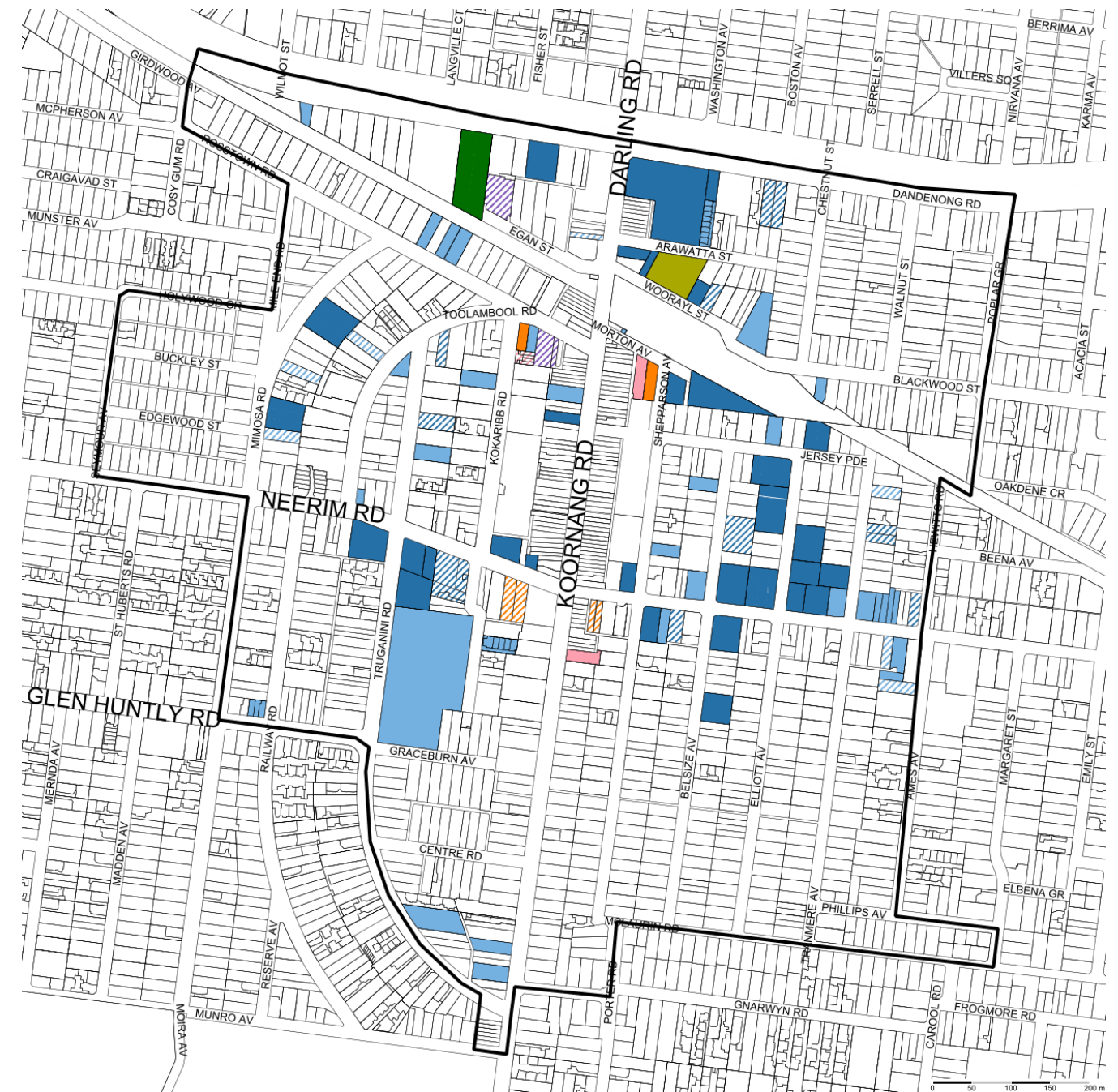
Development activity has occurred in the immediate surrounds, with taller buildings approved or constructed around the southern intersection of Neerim and Koornang Road (4-6 storeys) as well as around the Carnegie Station (4-13 storeys).

Residential Areas

There is a clustering of 4 storey apartment buildings within existing RGZ sites along Neerim Road and to the east of the retail core at Belsize Ave, Elliott Ave and Jersey Parade.

Less transformation has occurred in RGZ areas west of the retail core as most lots are already established with single and double storey multi-unit developments, and lot configuration is less conducive to consolidation and redevelopment.

Limited permit activity is present in RGZ areas south of Neerim Road on the local streets of Belsize Ave, Elliott Ave and Jersey Parade.



Existing/Approved Building Height (storeys)

Up to 2 storeys	6 storeys
3 storeys	8 storeys
4 storeys	12 storeys
5 storeys	13 storeys

Striped lines represent approved development that is not constructed. For example, striped orange identifies an approval of 5 storeys, while solid orange identifies an existing constructed development of 5 storeys.

Building Height Data Notes:
Height (storeys) data is based on a visual site survey and desktop assessment conducted over May-June 2018, followed by an updated desktop assessment in December 2019. The data represents total floor count as visible from the street and does not equate to height in metres. Permit data is based on a review of new planning permits issued within the study area between August 2013 to December 2019 (i.e. since the reformed residential zones were introduced in Glen Eira). Permit data represents new permits issued within this timeframe only and does not account for permit amendments when original permits were issued prior. Data excludes buildings in public open spaces or public use zone.

Residential

Carnegie is an interwar garden suburban area with modern infill development. The suburb's traditional built form character is defined by a mix of 1 to 2 storey detached or semi-detached dwellings along with intermittent blocks of 1960's and 70s era flats. Buildings of this era are generally constructed with brick or weatherboard facades and pitched, tiled roofing. Buildings traditionally have low site coverage and substantial front and rear setbacks, with greenery and canopy trees contributing to a valued garden setting. The earliest residential development occurred close to the Carnegie Railway Station, formerly known as the Rosstown Railway Station, which was opened in 1879. Victorian and Edwardian (late 19th and early 20th century) residential development occurred in areas closest to the station with interwar detached dwellings providing the most dominant wave of development for the area.

Since the 1960s, many dwellings in this location were demolished to make way for single and double story multi-dwelling developments such as villas and walk-up flats. The 21st century has seen a new wave of apartment and dual occupancy development. New developments since 2010 in particular have rapidly transformed Carnegie's traditional streets establishing a dense urban environment of 3 to 4 storey apartment buildings with high site coverage and reduced setbacks. New developments have generally adopted a contemporary architectural approach with geometric or 'box' styled rendered facades combined with timber, brick or stone feature elements referencing the suburb's traditional elements.



Multi-dwelling housing stock

- 0 to 1 dwelling
- 2 dwellings
- 3 to 9 dwellings
- 10 to 39 dwellings
- 40+ dwellings

Housing Stock Data Notes:

The existing housing stock data represents:

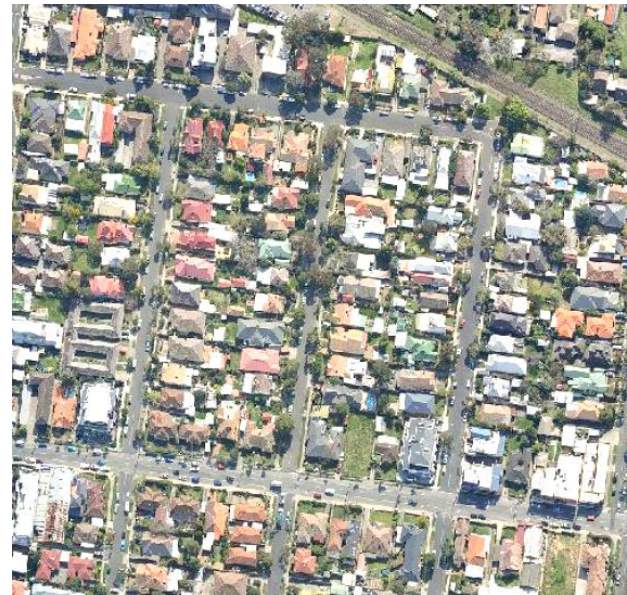
- Existing stock: Existing multi-dwelling housing (2 or more dwellings on a lot) or housing that is generally interpreted as such (i.e. dual occupancy development in attached side-by-side or detached 'bottle axe' arrangement).
- Under construction: Multi-dwelling housing that is under construction based on a current planning permit.
- Impending construction: sites cleared for construction where a planning permit is valid at October 2019.

This map is created based on:

- 2016 base mapping from State Government Housing Development Data (HDD 2016).
- October-December 2019 desktop update using Council aerial photography (oct 2019), property data and rates data for multi dwelling sites (December 2019).

Transformation

The following imagery demonstrates the significant transformation of Carnegie's residential areas (2013 vs 2019). The aerial photographs depict residential streets of Jersey Parade, Belsize Avenue and Elliot Avenue, east of Koornang Road.



2013



2019

(sites developed between 2013 and 2019 are outlined in this image)

Examples of Traditional Housing

Tranmere Avenue (southern)



Mimosa Road (multi-dwelling site)



Chestnut Street (NCO)



Shepparson Avenue



Truganini Road



Examples of Emerging Housing

90 Mimosa Avenue



8 Elliott Avenue



7-11 Belsize Avenue



259-261 Neerim Road



316 Neerim Road



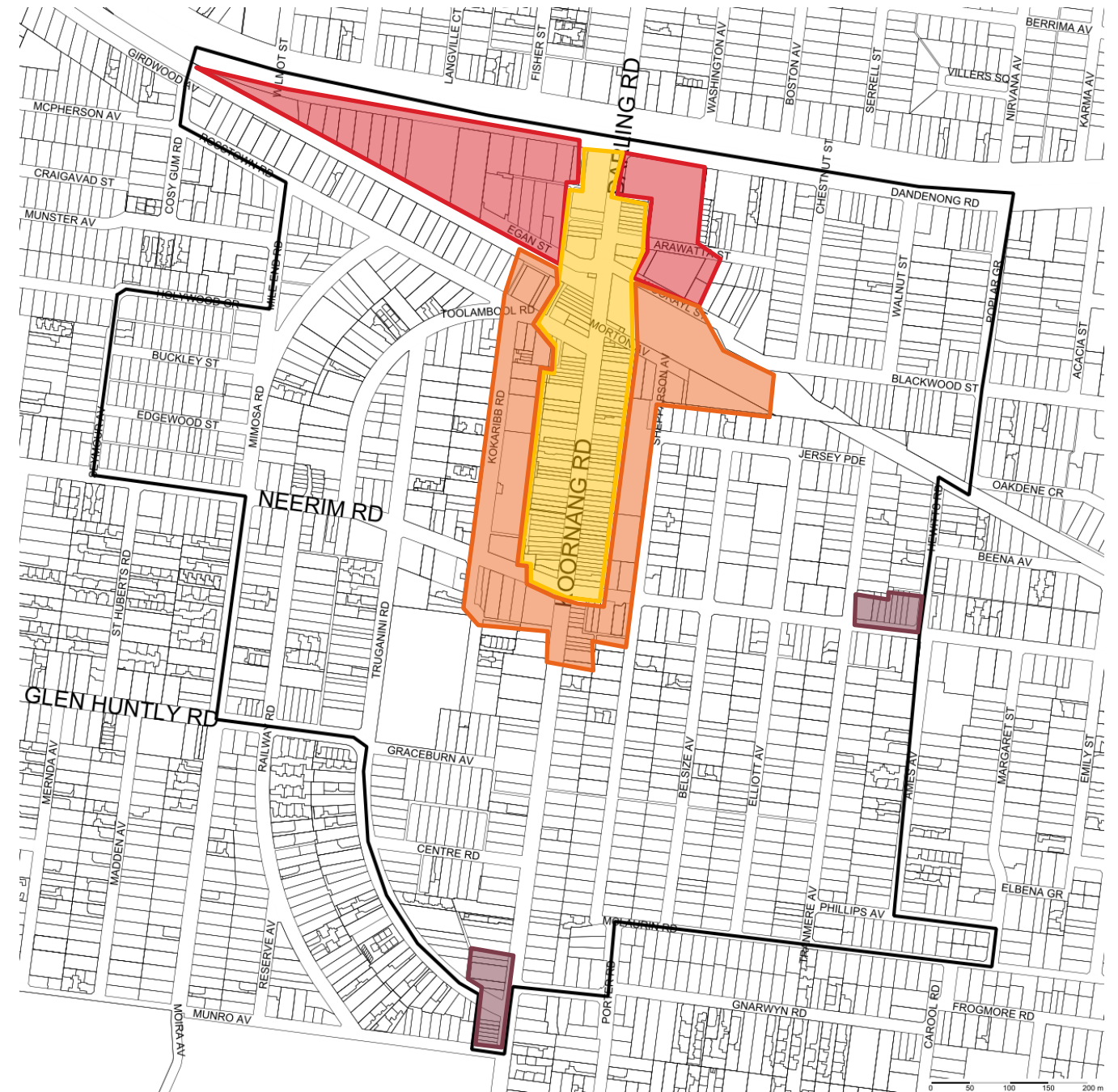
339-341 Neerim Road



Commercial, Mixed Use & Public Use Areas

Existing conditions analysis of the commercial, mixed use and public use areas has been split into four areas.

This assessment has been used to inform precinct boundaries for the purpose of more detailed built form analysis in Section B of this report.



Commercial, mixed use and public use areas

- Koorang Road Retail Core
- Koorang Road Surrounds
- Local Centres
- North of the Railway Line



Koornang Road Retail Core

The core retail area along Koornang Road, between the railway line and Neerim Road, has a strong interwar-era character, with many older shopfronts of one to two storeys in scale. This low scale, together with the characterful older buildings, creates a retail core that is highly distinctive and attractive. Limited permit activity within the streetscape has ensured that the traditional low-scale and open character is maintained. Council commissioned RBA Architects in 2018 to prepare the *Glen Eira Heritage Review – Bentleigh & Carnegie Structure Plans Stage One (Commercial)*. Refer to that report for further comment on proposed heritage buildings along Koornang Road.

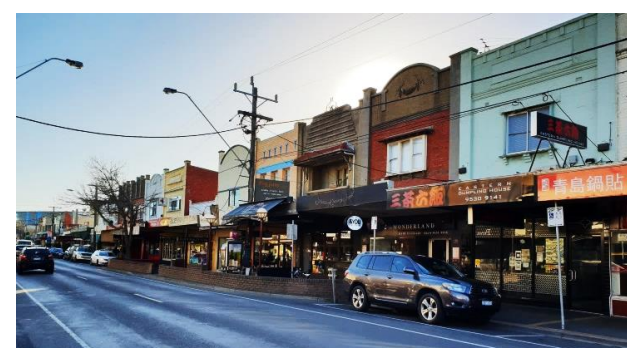
The road has an approximate street width of 21 metres from building to building, typical of the era. The majority of the street is comprised of historic buildings with 2 storey parapet heights, maintaining a low-scale and open streetscape character. Buildings are built to the street frontage with a fine grain development pattern reflecting the 5-8 metre street frontage widths of properties. The majority of buildings provide an active frontage with a mix of shops, offices and restaurants spilling into the street.

The street layout incorporates wide footpaths and awning coverage along the majority of the street. There is limited urban greenery. Challenges exist regarding block permeability, however a few laneways and private properties provide pedestrian access between Koornang Road and adjoining surrounds. Vehicle access is provided at the rear of lots via existing laneways, therefore avoiding driveway access from the main street.

Koornang Rd (from Neerim Rd Intersection)



Koornang Road Streetscape



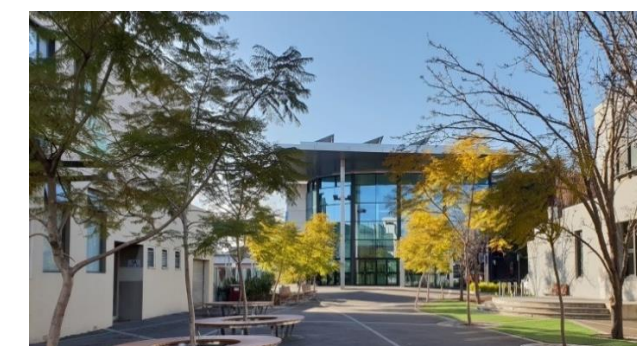
Koornang Road Streetscape



Public realm on Koornang Road



Carnegie Library forecourt





Koornang Road Surrounds

Buildings in the Koornang Road surrounds are generally between 1 to 2 storeys in height. There is a mixed building character with a range of street frontages and property sizes that are less consistent than within the Koornang Road retail core. Recent permit and construction activity is establishing a strong emerging built environment of 4 to 6 storeys. Council commissioned RBA Architects in 2018 to prepare the *Glen Eira Heritage Review – Bentleigh & Carnegie Structure Plans Stage One (Commercial)*. Refer to that report for further comment on proposed updates to heritage significance of buildings along Koornang Road.

Neerim Road Gateway

The Neerim Road 'gateway' intersection to the south of the Koornang Road retail core has a mixed building character with some parts conforming to the built form pattern of the retail core to the north. The older buildings generally have a consistent parapet height of up to two storeys, creating a strong and consistent visual element in the streetscape. This is particularly evident for the sites at the south-eastern part of the intersection of Koornang and Neerim Roads, providing a very attractive gateway to the centre from the south. Opposite on the south-west corner of the intersection, a petrol station is located on the corner site that can be accessed from both roads. Developments south of Neerim Road will have a transitional role towards abutting residential areas and should adopt a deliberated approach that manages this transition.

Neerim Road Gateway
(east side)



Neerim Road Gateway
(west side, service station)





East & West of Koornang Rd

Existing laneways and carparks to the east and west of the retail core should serve as the basis for the activation of the rear of shops. Redevelopment of these sites provide opportunities to transform the linear retail core into a larger grid, enabling a vibrant and connected pedestrian network within the activity centre. There are a number of strategic sites with a mix of land use and open space opportunities, that can contribute to the growth and revitalisation of the centre without impacting on the heritage fabric of the retail core. Recent development sites around Morton Avenue and Rosstown Road demonstrate that taller buildings in this area will contribute to the urban character established by the new station.

Carnegie Station & Level Crossing Removal

The Koornang Road Level Crossing removal project by the Victorian Government has transformed the northern end of the Koornang road precinct, establishing a revitalised and distinctly urban character.

- *Before Level Crossing Removal* – Koornang Road maintained a continuous low-scale open character from north to south of the railway line, however split by the railway line at ground level.
- *After Level Crossing Removal* – The physical separation between north and south has been removed. The new structures have created an urbanized built form character and visually separate the traditional main street from renewal areas in the north.

Active space (Egan Street, Carnegie)



Carpark on Kokaribb Street



Level Crossing Removal



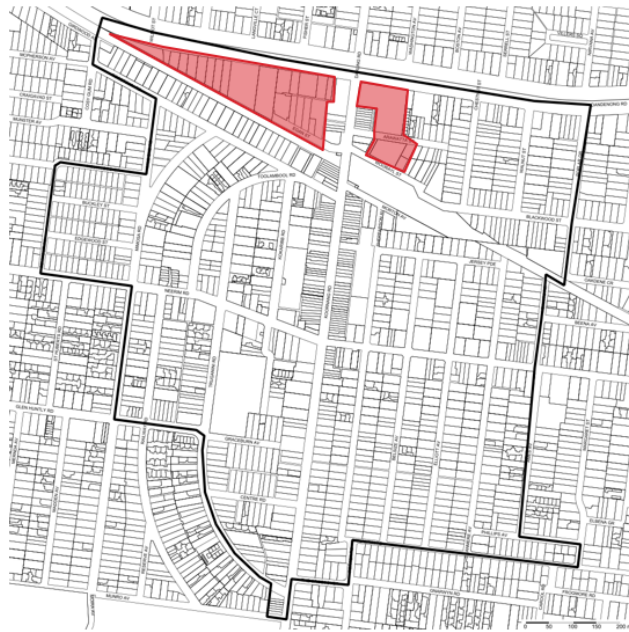
Morton Ave & Rosstown Rd developments



New Carnegie Station

(source: Level Crossing Removal Project)





North of the railway line

The area north of the railway line has a commercial /industrial character, which can be seen along Egan Street, Woorayl Street and Arawatta Street, and sites with a frontage to Dandenong Road. The area north of the railway line provides a strong visual contrast with the historic retail core of Koornang Road. The area is in a transitional stage and is dispersed with intermittent apartment style developments. The low-scale Koornang Road retail core (as discussed earlier in this section) continues towards Dandenong Road, with a mix of historic interwar and post-war era shopfronts combined intermittent new developments.

The built environment along Koornang Road is largely of a two storey scale. However, the northern entrance to the activity centre is marked by a four storey shopping centre complex, creating a gateway from the Dandenong Road intersection. The surrounding areas east and west of the retail core primarily consist of one and two storey industrial buildings or warehouses of brick construction on large sites. The area provides a strong opportunity for renewal and transformation, with large properties in prime locations near the Carnegie Station. Recent permit activity has demonstrated renewal opportunity, with examples of 12 and 13 storey buildings approved in the station surrounds.

Corner Egan St and Koornang Road,



Egan Street



Approved: 1060 Dandenong Rd 12 storeys



Dandenong road commercial areas

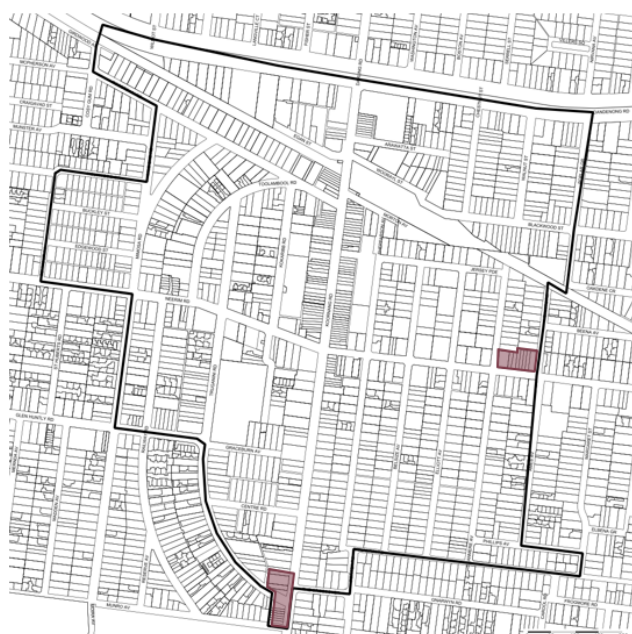


Corner Koornang & Dandenong Roads



Approved: 18 Woorayl St 13 storeys





Local centres

Two local centres are located within the study area. Both have an existing historic character of 2 to 3 storeys.

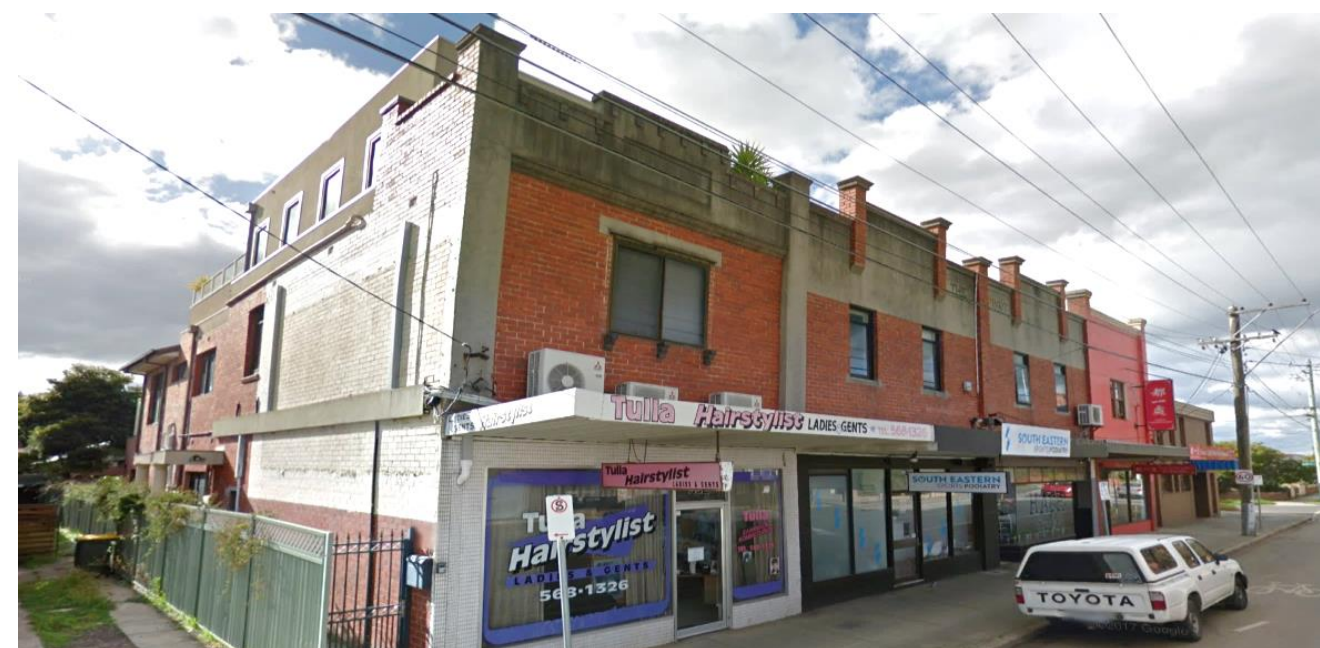
The Truganini Road intersection contains a cluster of buildings with distinctive historical architecture, part of which is proposed for heritage protection.

The Neerim/Hewitts Road local centre has a mixed character, generally of two storeys and with some taller building elements above two storeys recessed behind the two storey front façade. There is some redevelopment potential within the centre.

The design and era of the buildings in both local centres creates a link with the Koornang Road retail core, despite their physical separation.

Their abuttal to sensitive residential areas suggests a more moderated approach to building height than the commercial core of larger centres.

Corner Neerim & Hewitts Road



Corner Truganini & Koornang Road



Design Issues

Community & VCAT Feedback – Planning Scheme Review 2018



Glen Eira has experienced a significant increase in permit activity and construction in recent years. This increase directly correlates with a construction boom experienced across Metropolitan Melbourne as well as Glen Eira's introduction of new residential zones in August 2013 (Amendment C110), which more clearly directed growth towards Council's Housing Diversity Areas and Urban Villages.

In 2016, Council completed an extensive community engagement process to review the Glen Eira Planning Scheme. More than 430 people participated in the discussion with 247 attending the scheduled meetings and 68 participating via Council's *Have Your Say* online forum. A total of 122 submissions were received. The *Glen Eira Planning Scheme Review Report 2016 and 2018 update* contain the analysis, findings and work plan recommendations from this process.

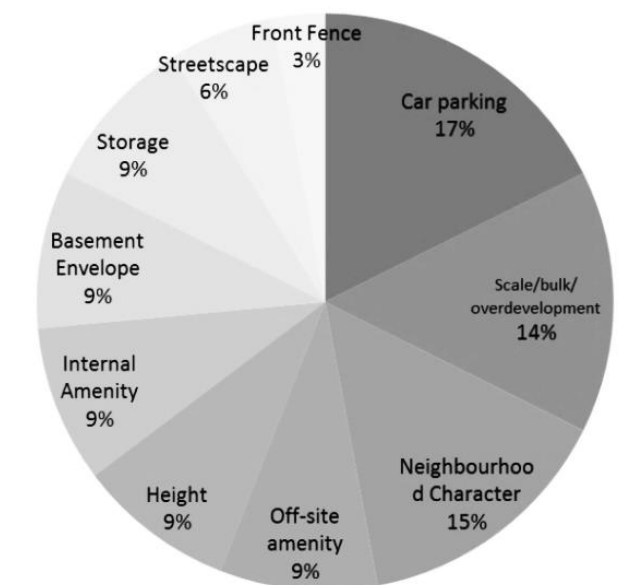
The Planning Scheme Review report 2018 contained an analysis of key VCAT issues to determine the leading planning and policy issues disputed at VCAT for Glen Eira City Council. Key issues across the city (which suggest key areas of community and developer conflict) included:

- basement envelope;
- building transition;
- car parking;
- first floor extent (minimal change areas);
- front fence height;
- internal amenity;
- neighbourhood character;
- off-site amenity;
- scale/bulk/overdevelopment;
- storage; and
- streetscape appearance & integration.

The key issues for Urban Villages Policy areas such as Bentleigh, Carnegie and Elsternwick Urban Villages were related to:

- Car parking (17.65%);
- Scale/bulk/overdevelopment (14.71%);
- Neighbourhood character (14.71%);
- Off-site amenity (8.82%); and
- Height (8.82%).

The full breakdown includes:



VCAT trends indicated that further policy guidance was required to provide greater clarity on neighbourhood character outcomes in areas of increased density (Council's Housing Diversity Areas, Urban Villages and the Phoenix Precinct). It was also apparent that scale, bulk and overdevelopment were linked to issues regarding Neighbourhood Character. The key issues relating to car parking required reform relating to transport policy.

Consultant Review – Urban Context and Design



In 2017, Council appointed Planisphere consultants to review the urban context of Glen Eira's Activity Centres and provide recommendations for Council's strategies, guidelines and structure plans to improve built form and character outcomes.

Planisphere prepared two reports, being the Glen Eira Urban Context Report (June 2017) and Activity Centre Urban Design Guidelines (July 2017).

The Activity Centres Urban Design Guidelines informed development of Council's adopted *Quality Design Guidelines*. The Urban Context Report highlighted a number of development issues and opportunities across commercial and residential areas:

Key design issues in commercial areas:

- **Ground level activation** – providing active frontages on main streets, and minimising vehicle access points and building services.
- **Interface response & amenity** – overshadowing, overlooking, building bulk, and equitable development issues resulting from minimal upper floor setbacks.
- **Podium expression** – Commercial development often has limited streetwall consistency. Defined podium and tower forms with upper floor setbacks will help to emphasise the lower parts of the building and transition visual bulk and volume away from the streetscape.
- **Design quality** – designs should be well articulated (vertically and horizontally) with visually interesting facades and treatments to break up the visual bulk of

upper floors and respond to street rhythm.

- **Rear transition to residential** – development should respond better to sensitive interfaces, particularly addressing overlooking, overshadowing, vehicle movement and noise.

Key design issues in residential areas:

- **Excessive site coverage & limited front setbacks** – High density development often disrupts the residential scale and rhythm of the streetscapes. The large development footprint leaves very little area for the vegetation and landscaping associated with traditional front yard areas. The vegetation in front setbacks is just as important as street trees in creating a sense of greenery in the streetscape. Greater setbacks will achieve more greenery while allowing for secluded private open space in front yards.
- **Street presentation** – Design detailing can improve the way a development integrates with the streetscape. Designs should incorporate vertical and horizontal articulation and visually interesting facades to break up larger extents and respond to street rhythm.
- **Side interfaces** – Boundary to boundary site coverage creates apartments with outlooks to the adjacent residential dwellings along the entire side boundary, with minimal side setbacks. Dwelling orientation should avoid this.
- **Dominant vehicle access ways** – vehicle accessways should be designed to be visually appealing with landscaping and articulated elements in the surrounds.