

Glen Eira City Council

# URBAN DESIGN ANALYSIS

Bentleigh, Carnegie & Elsternwick



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## ACKNOWLEDGEMENTS

It is acknowledged that the City of Glen Eira is on traditional lands of the Wurundjeri people. We offer our respect to the Elders of these traditional lands, and through them to all Aboriginal and Torres Strait Islander People.

## PROJECT CONTROL

NAME	NO.	PM APPROVED	PD APPROVED	DATE
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Urban Design Analysis Bentleigh, Carnegie & Elsternwick	2	HK	LR	31.5.2017
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# 1 INTRODUCTION

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## 1.1 THE PROJECT

The purpose of this project is to prepare an urban design and built form analysis of the Bentleigh, Carnegie and Elsternwick Activity Centres. This analysis was developed to provide a clear and robust rationale for the implementation of interim Design and Development Overlays for these three centres.

The project has been undertaken in two phases. The first phase was completed in February 2017 and comprised an urban design assessment of the Bentleigh and Carnegie Activity Centres and a review of the proposed interim Design and Development Overlays (DDO8 and DDO9) for these centres. This review provided input to Council's submission to the Minister for Planning for justification of these controls. This first phase also included VCAT representation in relation to a planning appeal in the Carnegie Activity Centre.

The second phase comprised an urban design assessment of the Elsternwick Activity Centre. This second phase was completed in May 2017.

The study areas for the three Activity Centres comprise the core retail and commercial areas identified in Council's Clause 22.05 Urban Villages Policy.

This Urban Design Analysis project has provided input to the broader project of preparing Urban Design Guidelines for all Activity Centres across the municipality. The conclusions of this analysis will be reviewed, updated and expanded through the Urban Design Guidelines project.

## 1.2 URBAN DESIGN ASSESSMENT TASKS

Phase 1 project tasks completed for Bentleigh and Carnegie in April 2017:

1. Site visit and urban design assessment of existing built form and public realm conditions of the centres
2. Review and analysis of recent and current planning permit applications
3. Mapping of existing building heights
4. Mapping of potential future buildings heights of proposed and approved planning permit applications
5. Identification of urban design issues at sensitive interfaces
6. Identification of key urban renewal opportunities, possible future land use directions and potential building heights for the centres
7. Review of interim DDO controls for Bentleigh and Carnegie.

Phase 2 has comprised project tasks 1-6 completed for Elsternwick in May 2017.

## 2 CARNEGIE URBAN DESIGN ANALYSIS

### 2.1 EXISTING BUILT FORM & CHARACTER

The Carnegie activity centre is comprised of three main areas: north of the railway line, south of the railway line along Koornang Road to the Neerim Road intersection and the small area south of Neerim Road.

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.

Larger sites located behind the Koornang Road shops, north of the railway line and along the Neerim Road intersection, have a strong emerging and transforming character, due to the development of higher scale apartment buildings of up to 6 storeys. This provides a strong contrast with the historic retail core.

The rear of the Koornang Road shops currently has a poor interface with the adjoining laneway network and surface carparks. This is evident on both the east and west side of Koornang Road.

The elevated railway line that is to be constructed over Koornang Road as part of the level crossing upgrade will significantly change the character of the activity centre, and will be a highly visible element of hard infrastructure, of several storeys in scale.

#### ***North of the Railway (DDO 9-1)***

The area north of the railway line has a stronger industrial character, which can be particularly seen along Egan Street, Woorayl Street and Arawatta Street, and sites with a frontage to Dandenong Road. This area primarily consists of one to two storey industrial buildings or warehouses of brick construction on large sites. This area is in a transition stage and is dispersed with intermittent apartment style developments of up to 5 storeys.



*Woorayl Street*



*Arawata Street*

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.

This area is highly car-orientated with minimal street furniture or pedestrianised plazas or forecourts. Street planting is also minimal with only a single pedestrian crossing across Koornang Road.





Cnr Koornang Road & Dandenong Road



Koornang Road, north of railway line

**South of the Railway (along Koornang Road to the Neerim Road intersection) (DDO 9-2)**

This area has a very high consistency of older buildings. Many of the shops/buildings have an intact Interwar era character and possible heritage value. The older buildings generally have a consistent parapet height of up to two storeys (which equates to a contemporary scale of three storeys), creating a strong and consistent visual element in the streetscape.

This is particularly evident for the sites at the intersection of Koornang and Neerim Roads, providing a very attractive gateway to the centre from the south, as shown in the image below right.



Koornang Road



Koornang & Neerim Roads gateway

It is noted that the historic shopfronts have no current associated Heritage Overlay (HO). Only one HO is applied in the centre – to the Station building which has been removed.

The low scale of existing buildings in the retail core allows for a higher level of pedestrian interaction with the built environment. This is evident through the provision of breakout plazas such as the library forecourt and cafes that spill out onto the footpath.

Setback from Koornang Road and located at the southern end toward Neerim Road are apartment style developments ranging in scale from three to five storeys with provision of commercial spaces on ground level.



*Public realm, Koornang Road*



*Higher scale buildings, rear of Koornang Road*

### **South of Neerim Road (DDO 9-3)**

The small area south of Neerim Road is comprised of lower scale, one to two storey shops. It is dominated by a large petrol station on the corner site that can be accessed from both Koornang Road and Neerim Road.



*Cnr Koornang Road & Neerim Road*



*Neerim Road*

Several sites to both the east and west of Koornang Road have been redeveloped for apartments, up to four storeys in scale. There are a number of current applications for further mixed use apartment style development which will change the character of this area. Apart from the provision of footpaths, this area does not have a high level of public realm spaces.

## **2.2 KEY PUBLIC REALM SPACES TO PROTECT**

Key public realm spaces that require a level of protection are:

- Koornang Road – ensure continued pedestrian interaction with the built environment and areas for cafes and shops to spill out onto the footpath.
- Library plaza – this is a central focus for the community, provides an area for rest and relaxation and acts as an entrance point to the library.
- Rear laneway along east carpark – this is a well utilised pedestrian laneway that allows access to the library forecourt and through to Koornang Road. This laneway should be retained but requires significant improvements.
- Morton Ave – already a well used pedestrian link; an expanded pedestrianised space along this street would create a safer walking environment and allow for the existing cafes to spill out.

- Egan Street – would also benefit from a pedestrianised space and link; the construction of the elevated railway line will create public space and opportunities for new pedestrian links.
- Shepperson Ave, Rosstown Road, Kokaribb Road – these roads are all important local connector streets.
- Laneways and activation of rear of shops – existing laneways and carparks could be improved through the activation of the rear of shops.
- Carparks – all are very well used but not an efficient use of space within the centre; all could have improved connectivity with existing laneways and there is potential to redevelop sites to integrate other uses, including open space and market areas.
- Spaces around station – the implementation of an elevated rail line will create additional space in this area, which could act as a connector space into surrounding pedestrian links.

## 2.3 SENSITIVE INTERFACES

Significant scale buildings within the commercial and mixed use zone that have a direct interface with residential dwellings will need to consider visual bulk, overshadowing and overlooking. Mitigating design measures should include setbacks at ground and upper levels, careful orientation and screening of windows and quality of design and materiality choice.

There are significant interface issues at the residential edges of the east and west carparks. The majority of the existing residential dwellings that face the east and west carparks are of one or two storey scale. These interfaces will need to be considered when investigating the land use and development opportunities within the activity centre.

Interfaces with public space must also consider overshadowing impacts and ensure for the provision of a positive and active frontage to the open space that encourages passive surveillance.



*Opportunity site & adjoining low scale dwelling, Arawata Street*



*East carpark interfaces with low scale dwellings & new apartments*



## 2.4 RENEWAL & OPPORTUNITY AREAS

Due to the current growth and stage of transition of the Carnegie activity centre, there are multiple areas that should be considered as areas of renewal and/or opportunity.

### ***Land Use & Development***

Current development trends show that there is significant opportunity for residential infill development within the centre. Ongoing provision of new housing will ultimately require an increase in commercial floorspace, additional community facilities and quality public space.

### ***Retail core***

The low scale and level of historic character of the buildings within the core of the activity centre form a gateway at the Neerim Road intersection. As a distinctive contrast with the high scale built form on the periphery and north of the railway line, consideration should be given to a heritage overlay (HO).

Due to the transitional stage of the activity centre, it is important to, at the very least, retain the low scale of existing built form along the street frontage. This will ensure the existing intimate and human scale environment is preserved. This could be achieved through the use of shop tops or mixed use development within the Koornang Road shopping strip, which can already be seen in recent 3 storey developments.

### ***Morton Ave***

Due to its close proximity to the train station which will include an elevated train line as part of its upgrade, this street would benefit from a pedestrianised space. Morton Ave connects to Shepparson Ave which is an important local street and would provide existing residents with a plaza type area that connects the surrounds to the station.

### ***North of railway line – all areas***

All areas between the railway line and Dandenong Road could be intensified at an appropriate scale. Proximity to station, larger lot sizes and lack of heritage/character buildings would allow for this area to transition from industrial uses to infill with higher density development. Given the size of some sites in this area and their high exposure to the major arterial corridor of Dandenong Road, a higher scale may be achievable in some locations. As a result, this part of the Carnegie Activity Centre has significant potential for development and transition to a new character.

The preferred maximum height could potentially be extended to 9 storeys, to accommodate a greater building scale than within the lower scale area south of the railway line.

An appropriate building scale would need to consider the emerging character of the centre overall, respect of the finer-grain pedestrian scale of Koornang Road and east-west connecting streets, and the impact upon residential amenity.

However, the Rosstown Hotel site located on the west side of Koornang Road and north of Arawatta St should be further investigated as to its heritage value.

***Koornang Road (north of railway line) public realm including footpath west side (opposite Arawatta St)***

The growth and development of this area must include public realm improvements and ensure a highly pedestrianised built environment. The existing area west of Arawatta St presents an opportunity to create a public plaza with street trees and seating.

***Rear of shops east & west***

Existing laneways and carparks should serve as the basis for the activation of the rear of shops. This area of opportunity would create a vibrant and connected pedestrian network within the activity centre.

## 2.5 EXISTING BUILDING HEIGHTS

Existing building heights are shown on the map below (in storeys):



## 2.6 APPROVED & CURRENT PERMIT ANALYSIS

Nine recent and current planning permit applications were assessed. The results are summarised below and shown on the map on the following map. A detail analysis of planning permits in relation to the new DDOs is included in the Appendix.

ADDRESS	PROPOSED HEIGHT (STOREYS)	STATUS
<b>DDOg-1: 7 storeys/23m discretionary</b>		
8 Egan Street	16	Previous VCAT approval Current application, VCAT decision pending
1056 Dandenong Road	12	VCAT approval
14-22 Woorayl Street	13	VCAT approval
17 Arawatta Street	10	Further information stage
23 Koornang Road	15	Further information stage
<b>DDOg-2: 6 storeys/20m discretionary</b>		
60-64 Rosstown Road	8	VCAT approval
<b>DDOg-3: 4 storeys/9m mandatory</b>		
285-287 Neerim Road	7	VCAT decision pending
315-317 Neerim Road	6	VCAT approval
323 Neerim Road	4	VCAT decision pending

## 2.7 PROPOSED BUILDING HEIGHTS

Buildings that are within or in excess of proposed building heights:





## 2.8 REVIEW OF INTERIM DDO<sub>9</sub>

In consideration of the urban design analysis and review of recent and current planning permit applications, the following comments and recommendations are made on the interim DDO<sub>9</sub>, which was introduced to the Glen Eira Planning Scheme in early April 2017.

### *North of the Railway (DDO 9-1)*

- Existing building heights range from 2-3 storeys.
- This part of the Carnegie Activity Centre has significant potential for development and transition to a new character.
- DDO<sub>9-1</sub> has a preferred maximum general building height of up to 7 storeys.
- Approved proposals are for 13-16 storeys and 3 current applications are for 10-15 storeys
- Therefore, the one approved and three pending applications represent significant breaches of the preferred maximum height.
- The preferred maximum height could potentially be extended to 9 storeys, to accommodate a greater level of change than within the lower scale area south of the railway line.
- Given the size of the sites in this area and their high exposure to the major arterial corridor of Dandenong Road, a higher scale may be achievable on some sites.
- Clear guidelines should be included in the DDO on what outcomes must be achieved when the preferred maximum height is proposed to be exceeded.

### *South of the Railway (DDO 9-2)*

- Existing building heights within the retail core range from 1-3 storeys.
- Existing building heights on larger sites outside the retail core range from 1-6 storeys.
- DDO<sub>9-2</sub> has a preferred maximum general building height of up to 6 storeys.
- 1 approved planning application is for 8 storeys.
- There is only a minor breach of the proposed preferred maximum height.
- Given the size of the sites in the core retail area fronting Koornang Road, it is unlikely that 6 storeys can be achieved, unless sites are consolidated. As consolidated sites are probably rare, if a 6 storey building were developed in this area it would be highly incongruous with the rest of the core retail area.
- As an option, the DDO could stipulate a 4 storey maximum in the core retail area (3 storey at the street front/equivalent to parapet height).
- A higher scale of 6 storeys within the remaining DDO<sub>9-2</sub> area, for sites beyond the Koornang Road shopfronts, will allow redevelopment potential while retaining a reasonable scale in the centre.
- It is recommended that the heritage status of the older shops is investigated.

***South of Neerim Road (DDO 9-3)***

- Existing building heights are mostly 1-3 storeys; 1 building is 4 storeys.
- DDO9-3 has a mandatory maximum building height of up to 4 storeys.
- 1 approved application is for 6 storeys, two current applications are 4 and 7 storeys.
- Therefore, only one site exceeds the proposed mandatory maximum height.
- A 4 storey scale in this area allows for reasonable development potential while ensuring a transitional scale that will not overwhelm residential areas to the south.

***General comments***

- The DDO should describe the preferred character of each part of the centre, given that there is a range of existing and potential future characters emerging among its different precincts.
- Similarly, the DDO should refer to development respecting the preferred future building scale, as this is clearly in a state of significant transition.
- The DDO should include design requirements to improve the interface at the rear of the shops with the adjoining carparks, open spaces or possible future community uses.
- The DDO should stipulate upper level setbacks to address street frontage and residential interface issues.

## 3 BENTLEIGH URBAN DESIGN ANALYSIS

### 3.1 EXISTING BUILT FORM & CHARACTER

The Bentleigh activity centre is a busy strip shopping centre that runs along Centre Road and is dissected by the railway line, which has recently undergone a level crossing upgrade. There is no distinct difference between the east and west area of the activity centre, with both sides comprising of a consistent 2 storey built form scale, with isolated older buildings dispersed throughout.

There is currently minimal infill development within the Bentleigh activity centre with the existing built form and dominating character being a mix of one and two storey buildings, with some including a parapet. The low scale of the existing built form lends itself to an intimate pedestrian streetscape environment, and break out areas along Centre Road provide landscaping, seating and shade through street trees.

However, the rear of the shops on both the north and south of Centre Rd face large and expansive carparking areas that pedestrians must navigate en route to the shopping strip.

Public realm upgrades along side streets including Godfrey and Vickery Streets, provide attractive spaces for people to stop and enjoy the street-life.



*Low scale shopfronts, Centre Road*



*Godfrey Street public realm upgrade*



*Recent 4 storey development*



*Residential interface to carpark*



*Poor pedestrian amenity in carparks*



*Active rear interface with carpark*

### 3.2 KEY PUBLIC REALM SPACES TO PROTECT

Key public realm spaces that require a level of protection are:

- Side street public realm upgrades – ensure continued pedestrian interaction with the built environment and uphold and heighten pedestrian safety in these well traversed areas.
- Laneways and activation of rear of shops – existing laneways and carparks could be improved through the activation of the rear of shops.
- Carparks – improved connectivity with existing laneways and utilise for various uses including open space and market areas.
- Existing trees in carparks – existing trees are a variety of established and new and provide the expansive asphalted area with shade and greening.

### 3.3 SENSITIVE INTERFACES

The expansive surface carparks behind the shops provide a buffer between residential neighbourhoods and commercial development. However, in many parts of the centre, residential sites have a direct interface (or just laneway separation) to commercial sites. The areas proposed for a lower scale of preferred building height set out in DDO8 reflects these sensitive interfaces.

Any future development on commercial sites or within the carparks could impact upon adjoining residential sites. Significant scale buildings within the commercial zone that have a direct interface with residential dwellings will need to consider visual bulk, overshadowing and overlooking. Mitigating design measures should include setbacks at ground and upper levels, careful orientation and screening of windows and quality of design and materiality choice.

Interfaces with public space must also consider overshadowing impacts and ensure for the provision of a positive and active frontage to the open space that encourages passive surveillance.

Other sensitive areas such as the immediate local street network will need to be considered when investigating future side street closures or upgrades that effect traffic flow. Public realm and pedestrian improvements such as these will need to be fully investigated; as they have flow on effects as to how the local streets are used, therefore impacting local residents.

### 3.4 RENEWAL & OPPORTUNITY AREAS

Due to the growth and transitional stage at which the Bentleigh activity centre is in, there are multiple areas that should be considered as areas of renewal and/or opportunity.

#### ***Land Use & Development***

As Centre Road has a well-established low scale character and many sites are small and/or have a direct residential interface, there is generally limited scope for significant redevelopment, above a mid-rise building scale. Several larger sites may support higher scale development, where adequate setbacks to residential interfaces can be achieved.

There is current market demand for mid-rise apartment development, with commercial at the ground level. In the future, additional retail floorspace, community facilities and open space will be required. Opportunities for consideration include:

- There is an opportunity to harness development around the station within the carparks, with greater opportunities within the northern carpark to create linkages to the station and between other community anchors.
- The location of the existing library is somewhat isolated and not well connected to the main activity within Centre Rd. The library could be re-imagined and located within the northern carpark, creating opportunities for additional open space and plazas.
- There are larger sites located on the corner of Jasper Rd and provide the area with opportunities to create a gateway into the area through choice and style of development.

#### ***Rear of shops north & south***

Existing side streets and carparks should serve as the basis for the activation of the rear of shops. These areas would allow for a highly pedestrianised street network that would create a vibrant and connected area.

#### ***Centre Road Public Realm***

There is need for the public realm to be updated along Centre Road, including ensuring pedestrian crossing points are located to link into pedestrianised streets such as Godfrey St.

#### ***Existing Pedestrian Desire Lines***

The existing pedestrian desire lines within and through the carparks are heavily disrupted by vehicle movement. There is opportunity in creating a more pedestrian focused movement layout within the carparks.

#### ***Street Tree Planting and Landscaping***

Centre Road has minimal street tree planting and would benefit from canopy trees improved landscaping in public plaza and rest areas.



### 3.5 EXISTING BUILDING HEIGHTS

Existing building heights are shown on the map below (in storeys):



### 3.6 APPROVED & CURRENT PERMIT ANALYSIS

Five recent and current planning permit applications were assessed. A detail analysis of planning permits in relation to the new DDOs is included in the Appendix.

ADDRESS	PROPOSED HEIGHT (STOREYS)	STATUS
<b>DDO8-1: 4 storeys/14m mandatory</b>		
322 -328 Centre Rd (part)	8	VCAT approval
348-352 Centre Road	8	VCAT decision pending
342-346 Centre Road	7	VCAT approval
<b>DDO8-2: 3 storeys/11m mandatory</b>		
322 -328 Centre Rd (part)	7	VCAT approval
<b>DDO8-3: 5 storeys/17m discretionary</b>		
277-279 Centre Road	9	Further information stage
343A Centre Road	4	Advertising completed, decision pending

### 3.7 PROPOSED BUILDING HEIGHTS

Buildings that are within or in excess of proposed building heights:



## 3.8 REVIEW OF INTERIM DDO8

In consideration of the urban design analysis and review of recent and current planning permit applications, the following comments and recommendations are made on the interim DDO8, which was introduced into the Glen Eira Planning Scheme in early April.

### *DDO 8-1*

- Existing building heights within DDO8-1 range from 1-2 storeys.
- DDO8-1 has a mandatory maximum building height of up to 4 storeys.
- Two planning permits within this DDO are for buildings of 6 and 8 storeys; one current application is for 8 storeys.
- Therefore, all current applications/permits exceed the proposed maximum height.
- This area has a sensitive residential interface with the Neighbourhood Residential Zone; a higher scale than the proposed 4 storeys should only be achieved with substantial upper levels setbacks to this interface.

### *DDO 8-2*

- Existing building heights within DDO8-2 are mostly 1-2 storeys, several buildings are 3 storeys and one building is 4 storeys.
- DDO8-2 has a mandatory maximum building height of up to 3 storeys.
- One permit has been issued for a building height of 7 storeys.
- Therefore, one existing and one proposed building exceed the proposed maximum height.
- This area also has a sensitive residential interface with the Neighbourhood Residential Zone; a higher scale than the proposed 3 storeys should only be achieved with substantial upper levels setbacks to this interface.

### *DDO 8-3*

- Existing building heights within DDO8-3 range from 1-3 storeys, and one large site is 4 storeys.
- DDO8-3 has a maximum general building height of up to 5 storeys.
- Two current planning applications within this DDO are for buildings of 4 and 9 storeys, only one of which exceeds the proposed maximum height.
- This area has an interface with carparks or Residential Growth Zoned neighbourhoods. A mid-rise scale of 5 storeys is appropriate to the streetscape character of Centre Road and the interface conditions, where upper level setbacks are provided.

### *DDO 8-4*

- Existing building heights within DDO8-4 range from 1-2 storeys.
- DDO8-4 has a maximum general building height of up to 4 storeys.
- There are no current/recent planning applications within this DDO area.

- This area has an interface with carparks, open space and Residential Growth Zoned neighbourhoods. A low to mid-rise scale of 4 storeys is appropriate to the streetscape character of Centre Road and the interface conditions, where upper level setbacks are provided.

***General comments***

- The DDO should describe the preferred character of each part of the centre, given that there is a degree of difference between the potential future character of its different precincts.
- Similarly, the DDO should refer to development respecting the preferred future building scale, as this is clearly in a state of significant transition.
- The DDO should include design requirements to improve the interface at the rear of the shops with the adjoining carparks, open spaces or possible future community uses.
- The DDO should stipulate upper level setbacks to address street frontage and residential interface issues.



## 4 ELSTERNWICK URBAN DESIGN ANALYSIS

### 4.1 EXISTING BUILT FORM & CHARACTER

The Elsternwick activity centre is formed around the Glen Huntly Road retail strip and Elsternwick station and includes adjoining residential areas to the north and south. The activity centre area considered in this analysis is based upon the precincts identified in the 2005 Urban Design Framework (shown in the map below) and the Clause 220.5 Urban Villages Policy.



#### PRECINCTS

<b>1a</b> Glen Huntly Road Retail Hub Retail Core	<b>3</b> Elsternwick Station Precinct	<b>6</b> Existing Residential Precinct
<b>1b</b> Secondary Retail Area	<b>4</b> Elsternwick Junction Precinct	
<b>2</b> Car Park and Mixed Use Precinct	<b>5</b> ABC and Police Station Precinct	

#### ***Glen Huntly Road retail areas – east of the railway line***

The Elsternwick retail areas comprise the main strip along Glen Huntly Road between the railway line and Beavis Street / Downshire Road to the east (precinct 1a), with a small sub-precinct of lower-order retail shops extending one block further east to Yorton Court / Shoobra Road (precinct 1b).

Buildings along Glen Huntly Road are mostly 2-3 storey scale shopfronts. The street has a strong heritage character, with many buildings of the Edwardian and Victorian architectural era. Most of the retail area is included within the Heritage Overlay (between the railway line and Shoobra Road), which is known as the '*Elsternwick Estate and environs*'.

The older buildings are characterised by intricately modelled facades, which are highly articulated with ornamental trim, rustication, sash windows, architectural reliefs and mouldings to provide a sense of rich articulation and modelling on an otherwise two-

dimensional 'street wall'. This street wall extends up to an ornately shaped parapet line with considerable variation between buildings, and the resulting animated 'skyline' of the streetscape is particularly important to the character of Glen Huntly Road.

There are several larger scale buildings of a contemporary design, notably those located on the corner of Carre Street (4 storeys) and east of Beavis Street (up to two 7-8 storeys). An 8 storey mixed-use development has also been approved for the area north of Glen Huntly Road in between Orrong Road and Beavis Street.

Glen Huntly Road passes over the railway line, with the Elsternwick train station located on the southern side of the road. This allows for a visually uninterrupted pedestrianised streetscape with a continuous and highly articulated architectural form and character.

This existing built form creates an intimate pedestrian streetscape environment along Glen Huntly Road with activity breakout spaces over the railway line along Gordon Street and the more recently developed Elsternwick Station Reserve/Plaza, which is edged by cafes and has provision of seating, formal landscaping, street tree planting and areas for rest and play.

The commercial buildings to the north of Glen Huntly Road have a rear interface with a laneway that runs between Selwyn Street and Staniland Grove. This laneway provides vehicular entrance to the rear of businesses and pedestrian access to the Elsternwick library, located on Staniland Grove.



*Glen Huntly Rd*



*Western cnr of Glen Huntly Rd and Carre St*



*Eastern cnr Glen Huntly Rd and Carre St*



*Cnr Glen Huntly Rd and Beavis St*



*Railway line under Glen Huntly Rd*



*Laneway north of Glen Huntly Rd*

### ***Car Parks & Mixed Use Precincts – Behind the Shops***

There are three mixed use precincts, located behind the retail strip to the north and south of Glen Huntly Road.

These areas comprise open air carparks resulting from Council's acquisition and demolition of former houses. Generally this land acquisition occurred on an erratic basis, resulting in discontinuous parking areas interspersed with private properties.

They also include a mixture of free-standing houses on small garden allotments (including one at 13 Stanley Street that is protected by a Heritage Overlay) with some recent development with total site coverage. In addition, the local library and Council-owned childcare facilities north of Glen Huntly Road further fragment the precinct. The dominance of the carparks means that the precincts do not have an existing built form character of any significance.

There is an existing small cluster of cultural uses along Selwyn Street including the Jewish Holocaust Centre and Kadimah Jewish Cultural Centre & National Library, as well as the Classic Cinema on Gordon Street.

Buildings interspersed among the carparks within this precinct mostly range from 1-3 storeys. However, several sites have been developed with higher scale buildings - an 8 storey building at the corner of Riddell Parade and Stanley Street and a 4 storey building on Carre Street, south of Glen Huntly Road, and a 7 storey building on Gordon Street next to the cinema.



*Carpark off Stanley St east of Riddell Pde*



*Selwyn St looking north*

### ***The Station Precinct & Railway Line***

The Elsternwick Station precinct includes the leafy park to its east, the historic former post office and rifle club buildings, and a substantial new residential development on the corner of Horne Street and Glen Huntly Road. Also included in this precinct is the railway land north of Glen Huntly Road.

The established park east of the railway station (Elsternwick Plaza) features a number of mature trees, a small playground and barbecue facilities and has been modified to better connect to Glen Huntly Road at its north. A number of tenancies front Elsternwick Plaza and provide an active edge to the park. Renovations and adaptive reuse of the former post office, rifle club and small buildings fronting the plaza have significantly enhanced the quality of and activity of this area.

Buildings are 1-2 storeys in scale, aside from the new residential development on the corner of Horne Street and Glen Huntly Road which is four storeys.

The railway cutting between Gordon Street and Ripon Grove gives this pair of streets a distinctive character, with the broad open space providing views of iconic local buildings including the Classic Cinema and the former church at 12 Ripon Grove. This contributes to the character and identity of the urban village as a whole, and should be considered as an important influence on future development along these blocks of Gordon Street and Ripon Grove.



*Tenancy fronting Elsternwick Plaza*



*Railway cutting north of Glen Huntly Rd*

### ***Elsternwick Junction***

The precinct between the railway and Nepean Highway is mixed in character, including a short row of Victorian shops west of Horne Street (protected by a Heritage Overlay), many one-storey buildings, a modern three-storey residential building, service station, a MacDonalld's cafe, car dealership and church.

A 4+ storey residential development next to the railway station provides a relatively successful streetscape effect, in scale with the large open space created by the railway cutting and paired roads (Gordon Street and Ripon Grove) north of Glen Huntly Road. Together with a new 11 storey development at the intersection of McCombie Street and Glen Huntly Road, this taller built form defines the entry to the Elsternwick retail strip. This sets a reasonable precedent for further redevelopment potential for additional height with setbacks from the street and nearer to the much larger space of the Nepean Highway.



To the north and south of Glen Huntly Road, there are largely residential properties with a mixture of large and extremely small properties.



*Corner of Glen Huntly Rd and Horne St*



*Corner of Glen Huntly Rd and McCombie Rd*

### ***ABC and Police Station Sites***

This precinct is undergoing considerable change. A contemporary 5 storey residential development has been built upon the former police station site. The ABC studios will soon relocate from the large site to the north, opening the potential for significant redevelopment.

The ABC site comprises a complex of buildings of an industrial appearance, ranging in height from 2-7 storeys. There is potential to redevelop the site for higher density residential, and other community or commercial uses as appropriate. Redevelopment would provide the opportunity to improve the highly sensitive interface treatment to the adjoining Rippon Lea site to the north.



*Former police station site on Gordon St*



*ABC studio site on Gordon St*

### ***Residential Areas***

The housing stock is widely varied, ranging from Victorian era to very recent buildings. Significant differences in property sizes add to variations resulting from the period of development. While there is some clustering of very small properties in the areas of Regent Street and Ross Street, generally the varied property sizes are intermixed. This creates considerable diversity in the housing stock. However, with few exceptions all have front setbacks and most have side setbacks, and their garden surrounds lend a homogeneous character to the neighbourhoods despite variance in the architecture.



The Heritage Overlay extends into the residential area to the north of Glen Huntly Road, east of the railway line. The Neighbourhood Character Overlay is applied to residential areas south of Glen Huntly Road, east of the railway line.

## 4.2 KEY PUBLIC REALM SPACES TO PROTECT

Key public realm spaces that require a level of protection are:

- Laneway located north of Glen Huntly Road to the rear of buildings – ensure continued pedestrian interaction with the built fabric and access to the Elsternwick library.
- Elsternwick Station reserve/Plaza – this is a central focus for the community within the activity centre as it provides an area for rest and play.
- Elsternwick Library Site – Community facility that has the potential to provide a public forecourt or plaza that links to Glen Huntly Road.
- Carpark north of Stanley Street – a very well used carpark that is linked to the activity centre via laneways. This site is bounded by residential developed and has the potential to re-imagined.
- Pedestrian area around station – this area is highly pedestrianised and is activated by cafes. A level of protection is required to ensure this space remains vibrant and active.

## 4.3 SENSITIVE INTERFACES

Residential infill within the activity centre must consider the appropriateness of scale when sharing an interface with existing low scale residential and or commercial built form. As many potential renewal and opportunity sites share an immediate interface or are separated by a laneway the scale, design, architectural character and built elements, orientation, setbacks, overshadowing and overlooking of new developments must be considered.

The majority of the existing residential properties are located with close proximity to the existing carparks on Stanley Street. These interfaces will need to be considered when investigating the appropriateness of development within these areas.

The pedestrian movement network must also be considered within new development sites and the implementation of plazas and or forecourts. This is to ensure pedestrian links are prioritised within the activity centre and between public spaces including green space.



*Existing Elsternwick library site and adjoining carparking and access*



*Orrong Rd carpark interfaces with the rear of businesses and residential dwellings*

## 4.4 RENEWAL & OPPORTUNITY AREAS

Due to the current growth and stage of transition of the Elsternwick activity centre, there are multiple areas that should be considered as areas of renewal and/or opportunity.

### ***Land use & development***

As the Elsternwick activity centre has a mixed character with many sites of a larger site area, there is significant opportunity for residential or office infill development, community facilities and additional public realm spaces to be implemented within existing areas. These areas include the existing carparks, library site, Gordon Street and existing laneways, as well as large strategic sites and precincts.

### ***Carpark north side of Stanley Street (near Riddell Pde)***

This space has existing desire lines and pedestrian connections through to Glen Huntly Road. The area is bounded by residential buildings on the east, west and south sides and the rear of shops to the north. This has development potential for both residential infill and/or community facilities and public realm improvements.

### ***Carpark on the corner of Stanley Street and Orrong Road***

The area of this carpark is great enough to accommodate a larger development of residential, commercial or community use. This site also presents an opportunity to include public open space.

### ***Library site, Staniland Grove***

The current site of the Elsternwick library is well connected within the existing urban fabric of the activity centre. It is accessed via Staniland Grove and Orrong Road, has ample carparking and has further pedestrian access by means of the laneway located north of Glen Huntly Road.

This site has potential for redevelopment to incorporate centralised carparking and/or co-located community facilities, integrated commercial or residential uses.

### ***ABC site, Selwyn Street***

The potential redevelopment of the former ABC site on this street creates an opportunity for Selwyn Street to develop into a cultural precinct, anchored either by a new community hub and library or new retail uses.

***ABC site, Gordon Street***

With the relocation of the ABC studios, this site presents a significant opportunity for mixed use and residential development.

***Existing laneways***

Existing laneways and carparks should serve as the basis for the activation of the rear of shops. This could create a vibrant and connected pedestrian network within the activity centre, expanded out from the main pedestrian area of Glen Huntly Road.

***Rear of shops around existing carparks***

The rear of shops that share an interface with the existing carparks located along Stanley Street have the potential to activate the spaces and encourage a far more connected pedestrian environment within the activity centre.

***Gordon Street***

With its close proximity to the Elsternwick train station and the Classic Cinema positioned adjacent to existing cafes along the street, Gordon Street has the development potential to accommodate both residential infill, a community plaza/square that could link into the existing Elsternwick Station Reserve/Plaza and additional commercial and cafe spaces.

## 4.5 EXISTING BUILDING HEIGHTS

Existing building heights are shown on the map below (in storeys):



## 4.6 APPROVED & CURRENT PERMIT ANALYSIS

Nine recent and current planning permit applications were assessed. The results are summarised below, shown on the preceding map and detailed in the Appendix.

	ADDRESS				PROPOSED HEIGHT (STOREYS)	COUNCIL DECISION	VCAT DECISION	HEIGHT
1	221-229 Road	Glen	Huntly		7	Permit	Decision varied	11
2	233-247 Road and 12-14 Ripon Grove	Glen	Huntly		8	Permit	Decision varied	10
3	409 Glen Huntly Road				3	Refusal	Decision set aside	3
4	411, 413 and 415 Huntly Road	Glen	Huntly		6	Refusal	Decision affirmed	
5	411-415 Road	Glen	Huntly		8	Refusal	-	-
6	441-461 and 74 Orrong Road	Glenhuntly Road			7	Refusal	Decision set aside	6
7	74 Orrong Road				10	Refusal	Decision set aside	8
8	2-8 Beavis Street and 481 Glen Huntly Road				4	Permit	-	-
9	483-493 Road	Glen	Huntly		6	Permit	Decision varied	7
10	15 Horne Street				5	Permit	-	-
11	15-19 Gordon Street				8	Refusal	Decision set aside	7
12	22-26 Riddell Parade				12	Refusal	Decision set aside	11
13	28 Riddell Parade				8	Refusal	Decision set aside	8

## 4.7 RECOMMENDATIONS

In consideration of the urban design analysis and review of recent and current planning permit applications, the following overview recommendations are made on the potential scale of future built form in each precinct. The recommendations take into consideration the existing urban context, emerging future land use directions and development trends, opportunities presented by key sites in each precinct and an overview understand of site constraints.

Detailed objectives and requirements for future built form will need to be tested through the preparation of a Structure Plan or Urban Design Framework for the centre.

### ***Glen Huntly Road retail areas – east of the railway line***

- Existing building heights within the retail core are mostly between 1-3 storeys (two sites are 4 storeys). There is a strong sense of a historic parapet scale at the street edge of two storeys, and this is reflected through the application of the Heritage Overlay to Glen Huntly Road retail area.
- Several building heights on larger sites at the eastern edge of the retail core are between 5-7 storeys.
- It is recommended that buildings up to a 4 storey maximum in the core retail area are allowed. At the street frontage, a maximum height of 3 storeys will help to retain the parapet height (at a scale equivalent to a two storey heritage shopfront, approximately 10.5m). The level/s above the streetwall should be set back a minimum of 5m from the street edge.

### ***Car Parks & Mixed Use Precincts – Behind the Shops***

- Existing buildings in these precincts mostly range from 1-3 storeys, with several recent development sites supporting buildings of 4, 7 and 8 storeys.
- Buildings up to 6 storeys could be supported in these areas, allowing redevelopment potential while retaining a reasonable scale in the centre. On larger sites, buildings up to 8 storeys could be supported, with upper level setbacks to sensitive interfaces or to avoid overshadowing of public spaces or footpaths on the southern side of the street.

### ***The Station Precinct & Railway Line***

- Existing buildings around the station and railway line range from 1-4 storeys.
- Buildings up to 6 storeys could be supported in these areas, allowing redevelopment potential while retaining a reasonable scale in the centre. On larger sites, buildings up to 8 storeys could be supported, with upper level setbacks to sensitive interfaces or to avoid overshadowing of public spaces or footpaths on the southern side of the street.

### ***Elsternwick Junction***

- Existing building heights are mostly the established scale of 2-3 storeys. New development includes mixed use buildings of 3, 4 and 11 storeys, and a permit has been approved for a building of 10 storeys.
- The 2004 UDF identified this area as an opportunity for higher scale development, given its contained location between the railway line and the



Nepean Highway, and the limited number of sites included in the HO. Recommended building heights in the UDF ranged from 3 storeys for residential interface sites, 4 storeys on Glen Huntly Road and up to 7-10 storeys for the high-exposure sites at the corner of Glen Huntly Road and Nepean Highway.

- In view of the changes to the development context of this part of the centre, it is recommended that this area accommodate buildings up to 10-12 storeys on Glen Huntly Road. Sites within the RGZ of this precinct could support buildings of 4-6 storeys, scaling down to the 4 storey height of the adjoining residential precincts.

#### ***ABC and Police Station Sites***

- A contemporary 5 storey residential development is built upon the former police station site.
- The ABC site to its north comprises a complex of buildings of an industrial appearance, ranging in height from 2-7 storeys. This site could support buildings of 4-7 storeys, but with a significantly improved street presentation, site landscaping and interface with Rippon Lea.
- The 7 storey components should be clustered near the railway line interface, and scale down to 4 storeys at the Gordon Street frontage and Rippon Lea interface.

**APPENDIX: Planning Permit Analysis - Bentleigh & Carnegie**

ADDRESS	SUBURB	ZONE	PROPOSED OVERLAY	LOT AREA	EXISTING DEVELOPMENT	INTERFACES	PROPOSED HEIGHT (M)	PROPOSED HEIGHT (S)	DDO8/9 HEIGHT (S)	STATUS	HEIGHT COMPLIANCE	DESIGN OBJECTIVE COMMENTS
277-279 Centre Road,	Bentleigh	C1z	DDO8-3	1564sqm	2 story commercial	N: single story residential S: Centre Road E: 2 story commercial W: single story commercial	28.54m	9	5 storeys/17m discretionary	Further information stage	Exceeds the general height restrictions proposed under DDO8-3	Building size and height may not be sympathetic to the northern residential interface. Bulk of building set back from centre road slightly minimising visual impact. Car parking in basement away from public realm.
322-328 Centre Rd	Bentleigh	C1Z	DDO8-1, DDO8-2	988.35sqm	2 story commercial	N: Centre Road S: Laneway (Campbell St) E: 2 story commercial building W: single story commercial building	24.890m	8	4 storeys/14m mandatory 3 storeys/11m mandatory	Planning permit issued by VCAT for 8 storeys.	Exceeds the maximum mandatory height restrictions for both DDO8-1 and DDO8-2 overlays.	Building height may not be sympathetic to southern residential interface. Slight setbacks from street minimising visual impact of proposed building. Inactive southern frontage to laneway. Car parking in basement
342-346 Centre Road,	Bentleigh	C1Z	DDO8-1	6315sqm	2 story commercial	N: Centre Road S: Laneway/single story residences E: single story commercial W: single story commercial buildings	47.67m (FFL)	7	4 storeys/14m mandatory	VCAT approval	Exceeds the maximum mandatory height restrictions proposed under the DDO8-1 overlay.	Southern residential interface may be affected by building size and height. Setback from centre road minimises visual bulk. Basement car parking provided
343A Centre Road	Bentleigh	C1Z	DDO8-3	2425sqm	2 story commercial + dwelling	N: Unnamed Street/Laneway S: Centre Road E: single story commercial building W: 2 story commercial building	14.116m	4	5 storeys/17m discretionary	Council Refusal	Complies with the proposed DDO8-3 overlay	Significant setback from centre road, minimising the visual bulk of the development. internal car parking for residents

ADDRESS	SUBURB	ZONE	PROPOSED OVERLAY	LOT AREA	EXISTING DEVELOPMENT	INTERFACES	PROPOSED HEIGHT (M)	PROPOSED HEIGHT (S)	DDO8/9 HEIGHT (S)	STATUS	HEIGHT COMPLIANCE	DESIGN OBJECTIVE COMMENTS
348-352 Centre Road	Bentleigh	C1Z	DDO8-1	643.99sqm	single story commercial	N: Centre Road S: Laneway/ single story residences E: 2 story commercial W: 7 story mixed use under construction	49.80 AHD	8	4 storeys/14m mandatory	Further information sought.	Exceeds maximum mandatory building height proposed under DDO8-1	Building height not sympathetic to southern residential interface. Setbacks that reduce visual bulk at street level. Basement car parking provided for residents.
8 Egan Street	Carnegie	C1Z	DDO9-1	1581.26sqm	2 story commercial	N: 2 story commercial S: Egan Street & rail line E: single story commercial W: 2 story commercial	93m RL	16	7 storeys/23m discretionary	Previous application VCAT approval Current application Council refusal, referred to VCAT	Exceeds maximum general building height proposed under DDO9-1	Setbacks do little to reduce the visual bulk of the building at street level. Active street frontage to Egan street with proposed restaurant/cafe. No residential interfaces. Basement car parking provided.
14-22 Woorayl Street	Carnegie	MUZ1	DDO9-1	2788sqm	2-3 story commercial	N: Arawatta Street S: Woorayl St & Carnegie Station E: single story commercial W: 3 story commercial	86m RL	13 (amended application from 12 storeys)	7 storeys/23m discretionary	VCAT approval for amended application	Exceeds maximum general building heights proposed under DDO9-1 overlay	Bulk of building set back from street. No residential interfaces. Street frontage activated with office. Basement and internalised above ground parking.
17 Arawatta Street	Carnegie	MUZ1	DDO9-1	578sqm	2 story commercial	N: Arawatta Street & single story residences S: 5 story residential E: single story residence W: 1-2 story commercial	74.80 FFL	10	7 storeys/23m discretionary	Further info stage	Exceeds maximum general building height proposed under DDO9-1 overlay	Differing setbacks at each level of proposed building. Northern and Eastern residential interfaces. Basement car parking provided.
23 Koornang Road	Carnegie	C1Z	DDO9-1	897.8sqm	2 story commercial	N: single story commercial S: Egan street E: Koornang Road W: single story commercial	93m AHD	15	7 storeys/23m discretionary	Further info stage	Exceeds maximum general building height proposed under DDO9-1 overlay	Setback does little to detract from visual bulk of building on corner block. No residential interfaces. Basement car parking provided. Street frontage activation with retail space.

ADDRESS	SUBURB	ZONE	PROPOSED OVERLAY	LOT AREA	EXISTING DEVELOPMENT	INTERFACES	PROPOSED HEIGHT (M)	PROPOSED HEIGHT (S)	DDO8/9 HEIGHT (S)	STATUS	HEIGHT COMPLIANCE	DESIGN OBJECTIVE COMMENTS
60-64 Rosstown Road	Carnegie	MUZ1	DDO9-2	1182sqm	2x single story commercial	N: Rosstown Road S: 2 story residences E: 2 story commercial W: 3 story residences	73.770m	8	6 storeys/20m discretionary	VCAT approval	Exceeds maximum general building height proposed under DDO9-2 overlay.	Setbacks from Rosstown Rd reduce visual bulk. Building height and size may impact Southern and Western residential interfaces.
285-287 Neerim Road	Carnegie	MUZ1	DDO9-3	1609.6sqm	2x single story commercial	N: Neerim Road S: 2 story residences E: Petrol Station W: single story residence	67m RL	7	4 storeys/gm mandatory	VCAT decision pending	Exceeds maximum mandatory building height proposed under DDO9-3	Southern residential interface & inactive southern street frontage. Building setbacks present. Basement car parking included.
315-317 Neerim Road	Carnegie	C1Z	DDO9-3	638.5sqm	2x 2 story commercial	N: Neerim Road S: Laneway/2 story residences E: single story commercial W: single story commercial	67.03 RL	6	4 storeys/gm mandatory	VCAT approval	Exceeds maximum mandatory building heights proposed under DDO9-3 overlay.	Slight setback fronting Neerim Road. Retaining of original building – preserving the character of the activity centre. Southern residential interface Inactive southern laneway frontage.
323 Neerim Road	Carnegie	MUZ1	None	974sqm	single story residences	N: Neerim road S: 2 story residences E: Shepparson Avenue W: 3 story residences	58.57m	4	4 storeys/gm mandatory	VCAT decision pending	Does not fall under proposed DDO schedule.	Setback from Neerim Road Basement car parking Southern and Western residential interfaces.
1056 Dandenong Road	Carnegie	C1Z	DDO9-1	4114sqm	Demolished	N: Dandenong Road S: Rail Line E: 8 Egan Street Proposed Development W: Single Storey Commercial	Unknown	12	7 storeys/23m discretionary	VCAT approval	Exceeds discretionary height limit set out under DDO9-1	Includes internal car parking