



GLEN EIRA
CITY COUNCIL

BENTLEIGH
BENTLEIGH EAST
BRIGHTON EAST
CARNEGIE
CAULFIELD
ELSTERNWICK
GARDENVALE
GLEN HUNTLY
MCKINNON
MURRUMBEENA
ORMOND
ST KILDA EAST

GLEN EIRA CARNEGIE STRUCTURE PLAN 2022 SUMMARY DOCUMENT



CONTENTS

ACKNOWLEDGEMENT OF COUNTRY	3
WHY DO WE NEED A NEW STRUCTURE PLAN	4
POLICY CONTEXT	5
STRUCTURE PLAN OVERVIEW	5
KEY DOCUMENTS THAT UNDERPINNED THE STRUCTURE PLAN	6
STUDY AREA	7
CONTEXT FOR CHANGE	8
VISION AND OBJECTIVES FOR CARNEGIE STRUCTURE PLAN 2022	9
PRECINCTS	10
PROPOSED REZONINGS	12
BUILT FORM FRAMEWORK SUMMARY	12
PUBLIC SPACES	13
SOLAR ACCESS TO OPEN SPACES	14
MOVEMENT AND PARKING	15
MAKING IT HAPPEN	16



ACKNOWLEDGEMENT OF TRADITIONAL OWNERS

Glen Eira City Council acknowledges the Boonwurrung/ Bunurong and Wurundjeri Woi Wurrung peoples of the Kulin Nation as Traditional Owners and Custodians, and pays respect to their Elders past, present and emerging. We acknowledge and uphold their continuing relationship to land and waterways. Council extends its respect to all Aboriginal and Torres Strait Islander peoples.

Council honours the rich histories and cultures of First Nations peoples and recognises and values the important contribution of Aboriginal and Torres Strait Islander peoples in enriching our community. We support the Uluru Statement from the Heart and are committed to a *Reconciliation Action Plan* which is underpinned by the principles of self-determination. We work towards improved outcomes and long-term generational change, and to consolidate Glen Eira as a culturally safe place for Aboriginal and Torres Strait Islander peoples. We are committed to achieving equality for Aboriginal and Torres Strait Islander people to live healthy and prosperous lives and to improve life outcomes for current and future generations.

Glen Eira resides on country that always was, and always will be, Aboriginal land.

PART ONE:

WHY DO WE NEED A STRUCTURE PLAN?

The Carnegie Major Activity Centre is a vibrant suburban centre that adjoins an established residential area that is undergoing change. It has a growing population, and it is a desirable area to live.

Carnegie has been identified in the Victorian Government's metropolitan planning strategy — *Plan Melbourne 2017–2050* as a Major Activity Centre (MAC) with great access to amenities, public transport and employment opportunities.

The *Structure Plan* supports the strategy, which expects that well-connected areas with established infrastructure should accommodate their share of growth, which helps limit urban sprawl and provides for housing sustainability and diversity.

Plan Melbourne sets a vision and policy direction for growth, with a focus on ensuring a better distribution of business activity, jobs, housing, services, infrastructure and transport connections within activity centres. It also seeks to embed the 20-minute neighbourhood concept which is all about 'living locally' — giving people the ability to meet most of their daily needs within a 20-minute return walk from home, with access to safe cycling and local transport options.

Glen Eira's population is expected to increase by approximately 30,000 people by 2036. Similarly, demand for retail and commercial floorspace in the Carnegie Major Activity Centre is expected to grow.

The *Carnegie Structure Plan* is a 15-year plan to manage growth and improvement for the Carnegie Major Activity Centre. It enables us to plan for the population increase by accommodating new development with defined heights and setbacks while maintaining the historic character of the centre — particularly along Koornang Road as its principal architectural feature. The *Structure Plan* identifies and locates where specific changes should occur relating to built form, transport and public realm (such as open space and street trees) and provides guidance for the location and scale of retail, commercial and residential development into the future. It also proposes major projects and improvements to Council-owned land. The *Structure Plan* includes a long-term vision for the centre.

The *Structure Plan* provides a coordinated approach for the planning of the Carnegie Major Activity Centre and provides certainty for all stakeholders (government, community, businesses and the development industry) about how the centre is expected to change in the future in terms of building heights, transport, public spaces and so on. In doing so, it responds to matters including but not limited to:

- > sustainability (improve and promote transport options, increase canopy-tree planting, environmentally sustainable buildings)
- > land use and economy (support a range of uses within the centre, encourage offices on first floor, above retail)
- > built form and urban design (appropriate building heights and setbacks considering visual bulk, overshadowing and overlooking)
- > local character and heritage (new buildings are to protect the heritage of the centre)
- > open space (improve pedestrian links and provide public spaces)
- > transport and parking (support sustainable transport for less reliance on cars)

The *Structure Plan* provides the strategic basis to support the introduction of planning and building design controls in the Planning Scheme that will provide greater clarity across the planning process, including planning appeals at the Victorian Civil and Administrative Tribunal (VCAT). A planning scheme amendment will be prepared that will develop these planning controls and will incorporate the objectives and actions of the *Structure Plan*.



STRUCTURE PLAN OVERVIEW

Part one — introduction

Context

Part two — vision and objectives

Why is Carnegie changing?

Sustainability/heritage/activity and land-use/built form/
public spaces/movement and parking

Part three — making it happen

The implementation plan

Background Report

POLICY CONTEXT

The *Structure Plan* also delivers outcomes for Council in relation to a number of strategies, including *Our Climate Emergency Response Strategy 2021–2025* (Dhumbali Wurrungi-Biik Parbin-Ata), the *Integrated Transport Strategy (2018-2031)*, the *Parking Policy 2020*, the *Urban Forest Strategy 2021* and the *Open Space Strategy Refresh 2020*.

The *Structure Plan 2022* replaces the *Carnegie Structure Plan 2018–2031*.

Figure 1: Structure Plan overview



KEY DOCUMENTS THAT UNDERPINNED THE STRUCTURE PLAN

The *Carnegie Structure Plan* has been informed by studies undertaken by consultants with expertise in urban design, heritage, transport, public realm and employment. Details of these studies are embedded throughout the *Structure Plan*. We have developed the following reports:

Carnegie Built Form Framework June 2022

Carnegie Built Form Framework Background Report 21 December 2021

Carnegie Activity Centre Transport Study July 2022

Carnegie Public Realm Review, Structure Plan Revision 2022

Employment Land Needs Assessment for the Bentleigh, Carnegie, and Elsternwick Major Activity Centres, Report prepared for the City of Glen Eira, 31 March 2022.

Heritage advice from GJM Heritage Consultants and RBA Architects and Conservation Consultants 2022

Glen Eira Housing Strategy 2022



CONTEXT FOR CHANGE

Community profile

Glen Eira is currently experiencing a time of significant change with transport upgrades, population expansion and changes in the way people work and undertake business.

The population of the Glen Eira community is set to increase by approximately 30,000 people between 2021 and 2036.* The projected population for Glen Eira in 2036 is expected to be 188,000.

This will correlate to approximately 12,000–13,000 dwellings needed across Glen Eira to support this increase between 2021 and 2036.**

There will be a significant demand for both medium and high-density dwellings in Glen Eira.

* Source: Victoria in Future 2019

** Source: Glen Eira City Council *Glen Eira Housing Strategy 2022*

Why do we need to increase office and retail?

To allow more people to work near where they live, we must provide the space needed for more office and retail development.

Glen Eira is estimated to need 113,000 square metres additional commercial floorspace between 2016 and 2031**.

Carnegie has a demand for an additional 10,100 square metres of retail floorspace and 2,000 square metres of retail services (professional, personal) floorspace to 2036***

There is also demand for additional 4,600 square metres of commercial (office) floorspace to 2036.*** There is capacity to meet this demand via additional employment floorspace above the ground floor of new development.

Providing increased office and other employment opportunities will allow more Glen Eira residents to work locally.

This has a number of benefits for the community and the centre as there will be a reduction in the number of people travelling, less congestion on roads and improved air quality.

* Source: Australian Bureau of Statistics, *Census of Population and Housing 2016*. Compiled and presented in profile.id by .id (informed decisions)

** Source: Melbourne, *Industrial and Commercial Land Use Plan 2020*.

*** Source: *Employment Land Needs Assessment for the Bentleigh, Carnegie and Elsternwick Major Activity Centres*, SGS, March 2022

STUDY AREA

To undertake the *Structure Plan* process, we needed to identify a study area for the *Built Form Framework and Transport Study*. The *Carnegie Structure Plan* study area is shown in Figure 2. Figure 3 shows the boundary of the Carnegie Major Activity Centre and the *Carnegie Structure Plan* boundary.

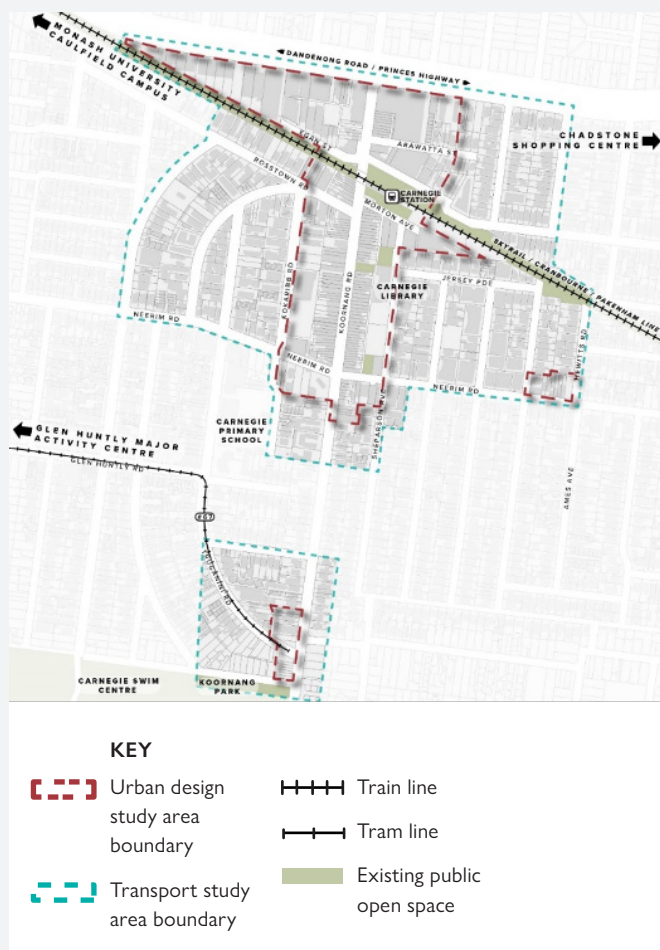


Figure 2: The Structure Plan study area for the *Built Form Framework and Transport Study*

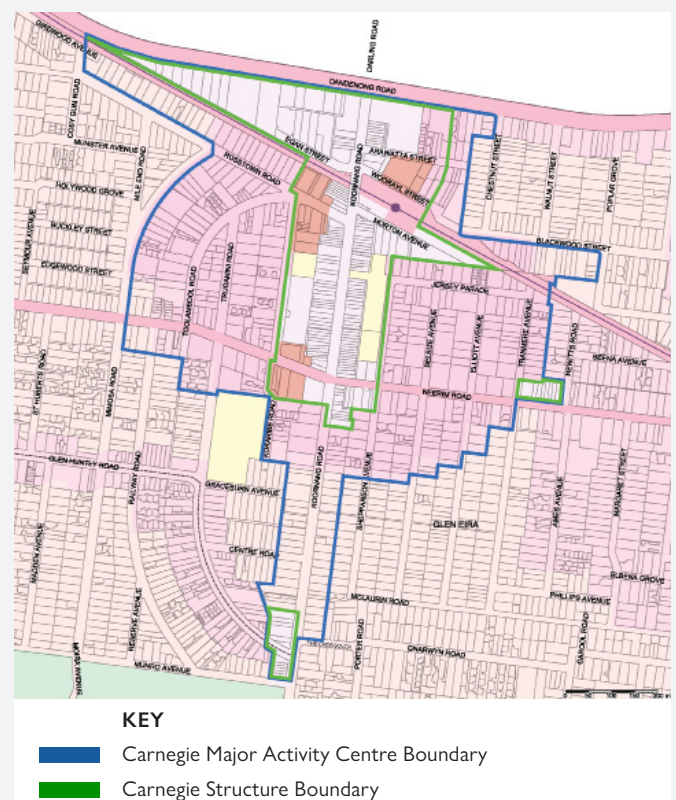


Figure 3: Carnegie Major Activity Centre boundary map

Note: The *Carnegie Structure Plan* applies to the Commercial, Public Use and Mixed Use Zones within the Major Activity Centre. The *Plan* focuses on commercial land of the Carnegie Major Activity Centre. The residential areas within the activity centre boundary will be reviewed as part of the new *Housing Strategy 2022* implementation. If the *Housing Strategy* recommends changes to the residential land within the activity centre boundary, then a separate planning scheme amendment process will need to be undertaken to include the recommended changes.

PART TWO:

VISION AND OBJECTIVES FOR CARNEGIE STRUCTURE PLAN 2022

The following vision and objectives were informed by feedback from community engagement carried out for the development of the *2018 Structure Plan*. The vision and objectives have been updated since then to reflect additional urban design and traffic analysis and new and emerging policies and changes, such as the recently approved heritage amendment for the centre and Council's Climate Emergency Response declaration.

Vision

The vision is for “*Carnegie to be a safe, connected and welcoming centre that embraces its authentic urban character and cultural identity. The centre will be a destination for entertainment, shopping and employment, and support a range of businesses and interconnected community spaces that meet the needs of the local community, providing a socially, environmentally and economically sustainable future*”.

Objectives

The key objectives for the Carnegie activity centre can be categorised under the following themes:

Sustainability

Development

Heritage

Economy

Placemaking

Transport



PRECINCTS

The *Structure Plan* identifies two distinct precincts in Carnegie. The main retail precinct (including strategic sites) and the urban renewal precinct. Figure 4 shows these precincts.

A number of strategies are recommended for the precincts and the strategic sites.

Main retail precinct

The main retail precinct encourages offices and employment growth opportunities to provide the community with a variety of local employment options. It also supports a diverse range of uses within the centre.

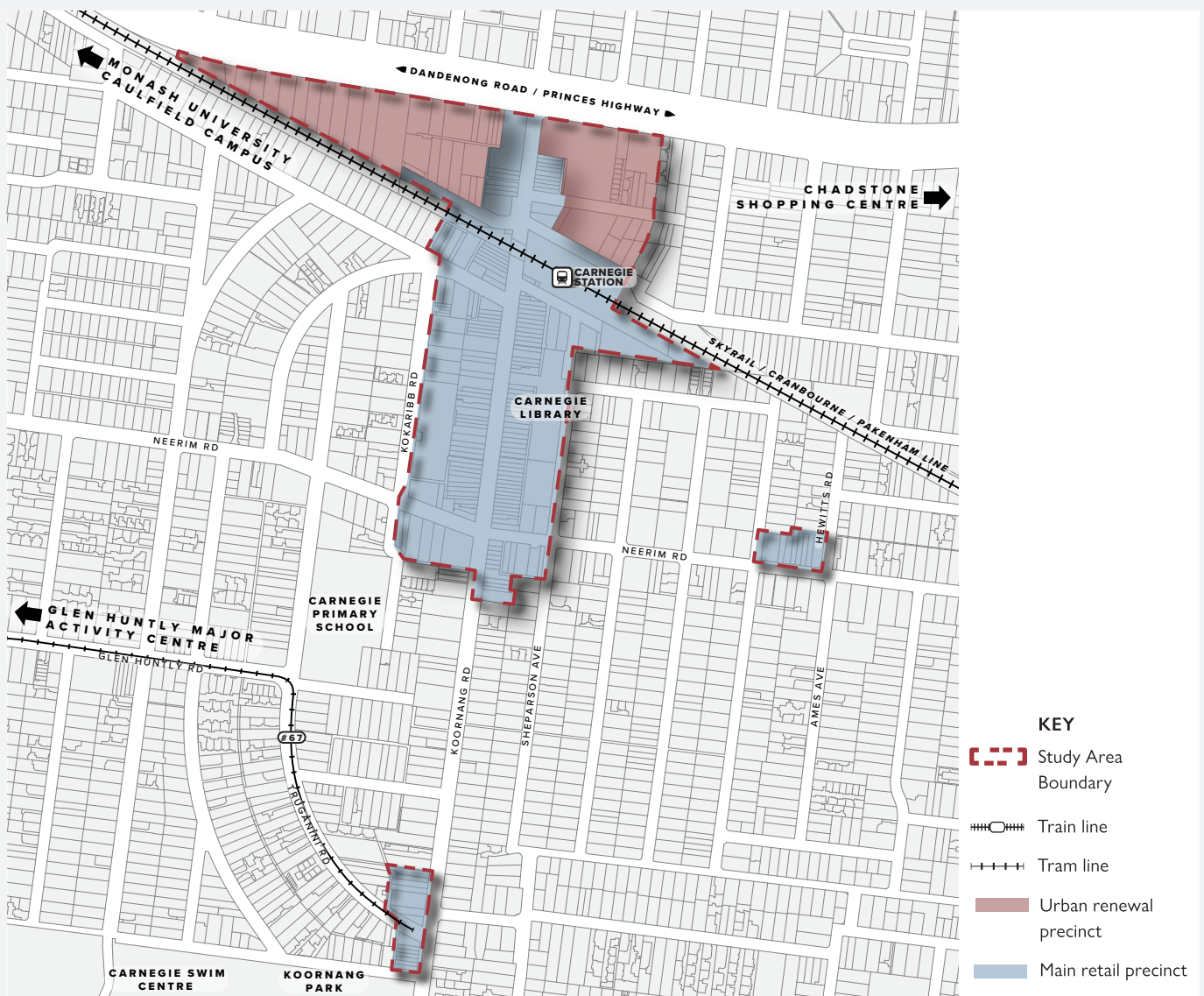


Figure 4: Carnegie Major Activity Centre precincts

Strategic sites

A number of sites east and west of the Koornang Road retail core, south of the railway, have been identified as strategic sites/future redevelopment sites with a mix of land uses.

These sites offer an opportunity for taller buildings up to eight storeys in height that complement but do not prejudice the low-scale character of Koornang Road and surrounding residential areas.

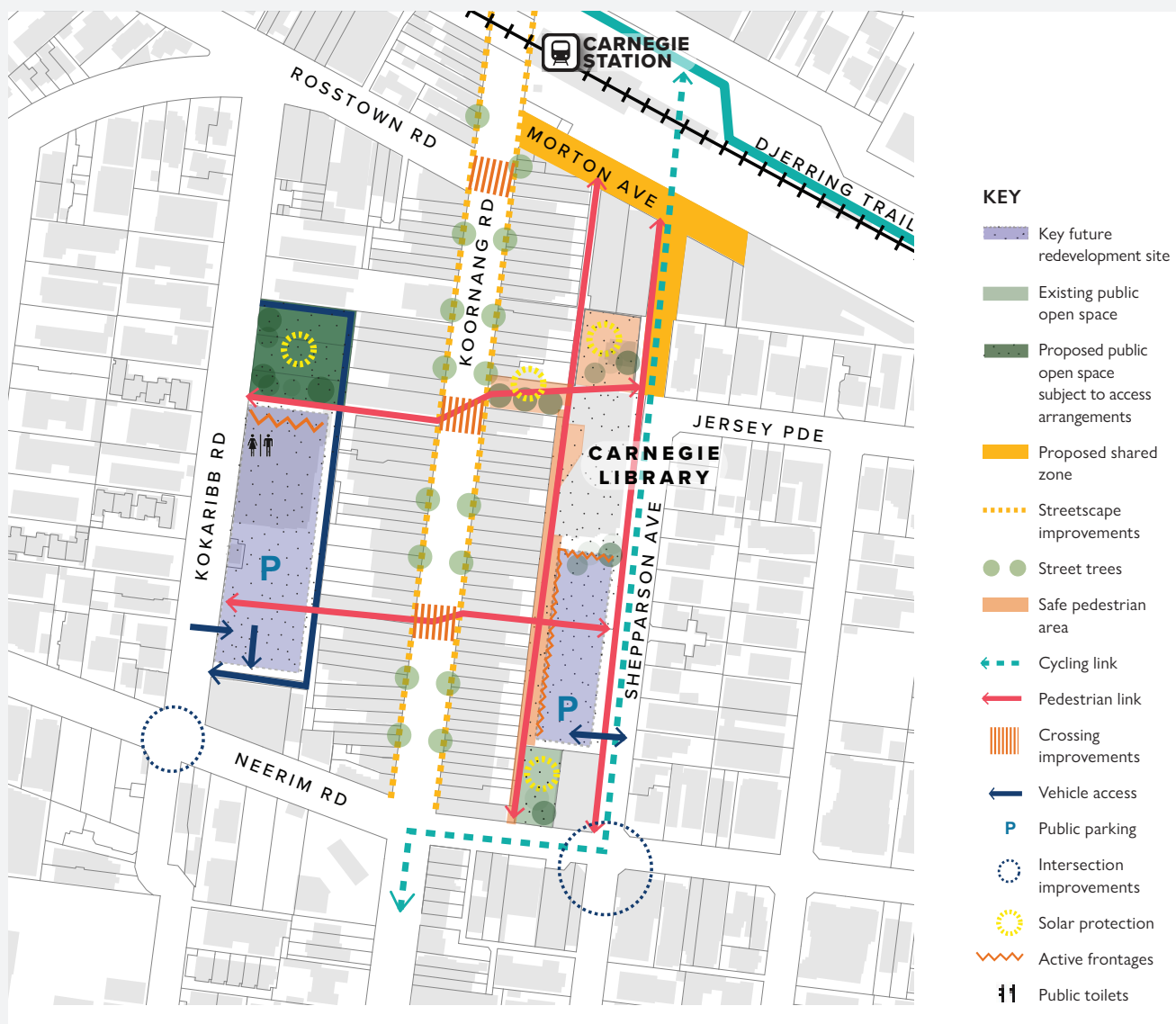


Figure 5: The location of key strategic sites/future redevelopment sites on Shepperson Avenue and Kokaribb Road.

Urban renewal precinct

The urban renewal precinct encompasses most of the land north of the railway. It will rejuvenate underused land and accommodate growth close to jobs, services and public infrastructure. There will be a major focus on new and diverse housing and employment opportunities. The generally larger properties will allow the tallest built form in the activity centre. A contemporary urban character will be established with particular consideration of the public realm. Development in the urban renewal precinct will facilitate an appropriate transition to existing residential and commercial areas.

PROPOSED REZONINGS

The 2018 *Structure Plan* identified the following properties to be rezoned from their current Residential Growth Zone (mandatory four storeys) to a mixed-use zone (residential, commercial), to recognise the proposed development that can occur on this land:

- > 1100–1106 Dandenong Road
- > 12–22 Arawatta Street
- > 19–21 Arawatta Street
- > 26–28 Woorayl Street

The *Carnegie Structure Plan* has reviewed these sites and supports this recommendation due to their location within the urban renewal precinct and the type of development that is envisaged within this precinct.

BUILT FORM FRAMEWORK SUMMARY

A *Built Form Framework* has been developed that is underpinned by strong urban design principles that will achieve the objective of maintaining Carnegie's unique character as it changes. The map below shows the building heights and setbacks recommended by the *Built Form Framework* for the main retail precinct and urban renewal precinct. Mandatory heights and upper-level setbacks are recommended in heritage areas along Koornang Road to protect the streetscape and architectural form.

Figure 7 below shows an example of a recommended, typical interface, with proposed heights and setbacks recommended for Koornang Road.



Figure 6: Proposed building heights and setbacks

KEY

- Retail precinct 1–20m, up to 5 storeys*
- Retail precinct 2–20m, up to 5 storeys
- Retail precinct 3–24m, up to 6 storeys
- Retail precinct 4–31m, up to 8 storeys
- Urban renewal precinct 1–31m, up to 8 storeys
- Urban renewal precinct 2–46m, up to 8 storeys

*Mandatory

20 Building height in metres

- Interface Type 1
- Interface Type 1B
- Interface Type 2
- Interface Type 3
- Interface Type 3B
- Interface Type 4
- Interface Type 5
- Interface Type 6
- Railway line

- Open-space winter solstice shadow controls
- Open-space equinox shadow controls
- Proposed open space
(Subject to resolution of access and parking)
- Heritage building
(Land in HO157 Rosstown Hotel and its curtilage)
- Rear laneway
(Location and dimensions of accessway, including access to the rear of the Koornang Road properties and the loading dock to be determined at detailed design stage in the future)
- 2-metre buffer from Rosstown heritage building

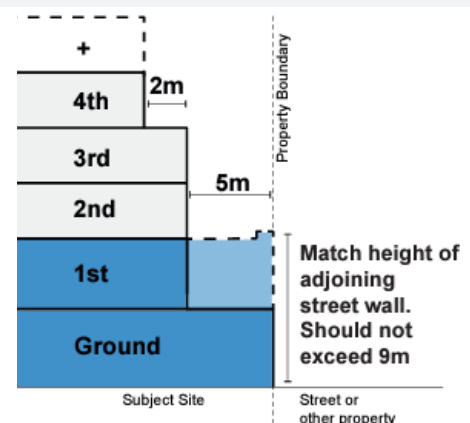


Figure 7: An illustration of Interface Type 1

PUBLIC SPACES

The *Structure Plan* aims to provide a range of opportunities for people to meet and gather through new spaces within the Major Activity Centre. Improvements to the public realm intend to address the needs of the community, including local residents, businesses and visitors. We will need to collaborate with a range of stakeholders, either through place making, advocacy or partnerships to deliver the identified projects. This will ensure the streetscape and public space improvements outlined in the *Carnegie Structure Plan* are carried out in an orderly, staged and financially responsible manner.

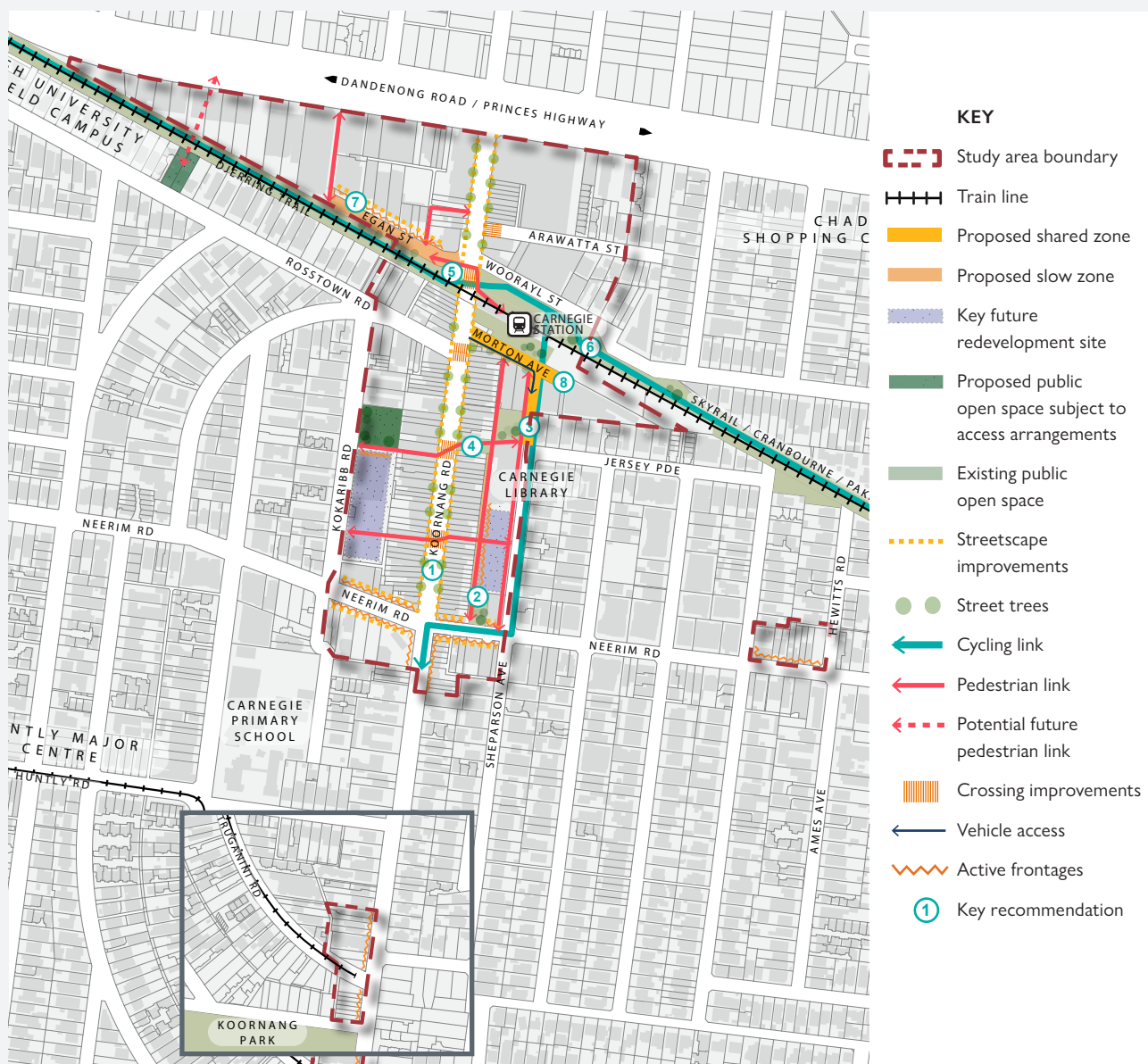


Figure 8: Key public spaces

SOLAR ACCESS TO OPEN SPACES

As Melbourne's population is increasing, Glen Eira is planning ahead to accommodate a larger population. With higher-density living, people rely on public open space to meet a range of their open-space needs. The *Glen Eira Open Space Strategy Refresh 2020* states; 'that with the forecast increase in population to occur within the activity centre, there is a need to provide additional public open space to cater for the increased levels and intensity of use as well as addressing accessibility to open space'.

Given there are limited opportunities to create more larger open spaces in Glen Eira, the public open space we do provide will play a valuable role and be a high-quality open space.

The following map shows the proposed sunlight access priority of each existing and proposed public open space.



Figure 9: Open space sunlight access priority

MOVEMENT AND PARKING

A transport investigation and assessment has been undertaken to determine whether Carnegie can cater for future growth. The assessment found that Carnegie can accommodate the 15-year growth forecast through a combination of traffic mitigation initiatives within the road network and travel-demand management (including initiatives such as reduced parking provision in residential development, improving pedestrian, cycling and access to public transport). These are summarised below.

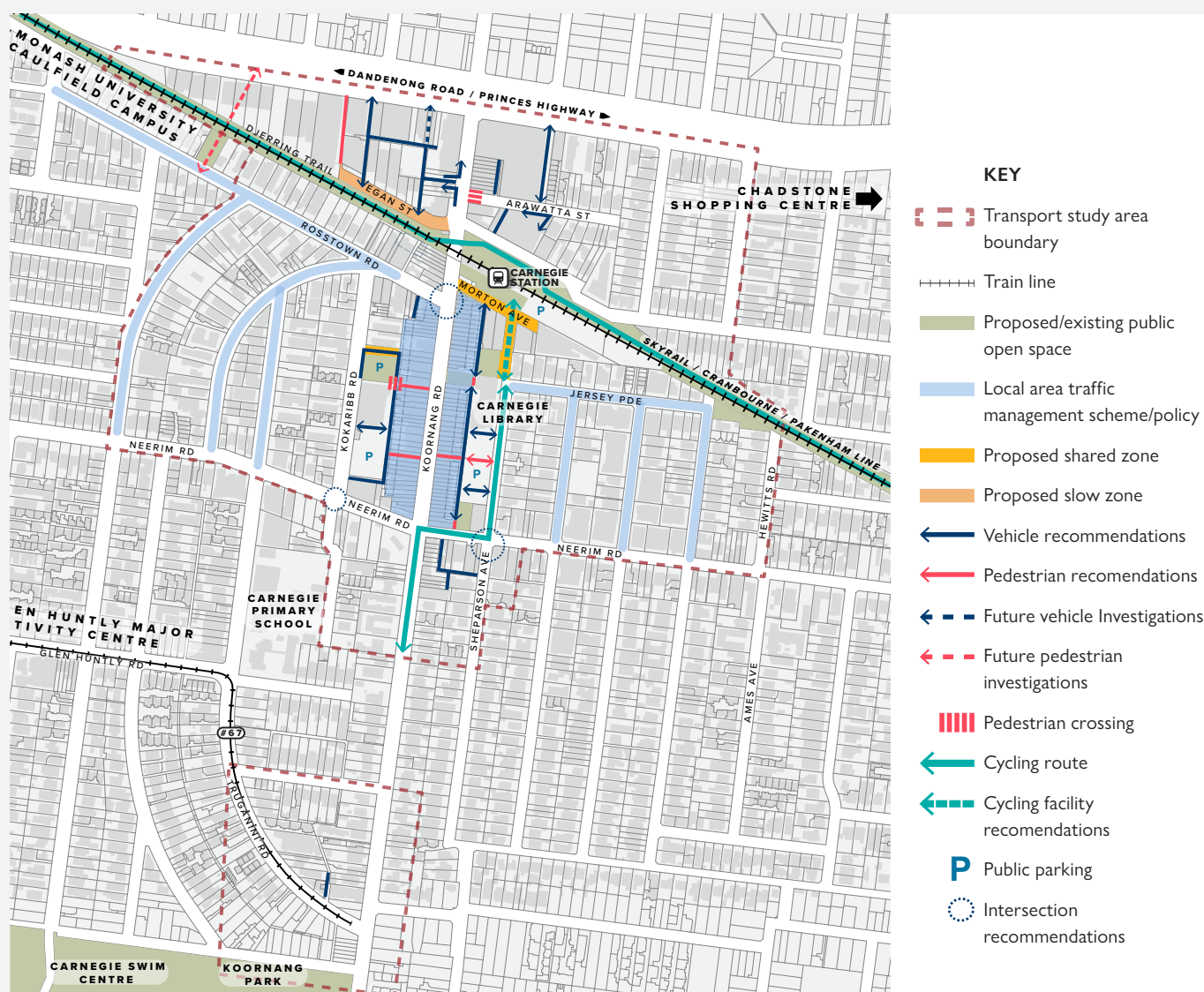


Figure 10: Transport in Carnegie

PART THREE:

MAKING IT HAPPEN THE IMPLEMENTATION PLAN

The way we live is changing. While more housing is needed to accommodate the growing population, it is also important to ensure any new housing suits the changing shape of the community's households. The size and expectations of household groups have changed greatly since much of Glen Eira's housing was first built. People live in different ways, in different sized groups, with different expectations of the basic necessities of a home. This means the way we plan must change. Planning regulations help plan for this growing population and help manage the change in a way that minimises the impact on the things that the community values most about Glen Eira.

The recommended statutory changes to the building and land use controls on affected land will be implemented through a planning scheme amendment which will commence in mid 2023. An amendment changes the town planning controls which determine how land can be used or developed. For privately owned land, development will occur over time within these newly implemented controls.

In terms of the major projects proposed on Council-owned land, such as new public spaces, a more detailed implementation plan has been prepared as part of the *Structure Plan* which includes improvement projects and advocacy strategies.

Major initiatives

The main initiatives included in the implementation plan are as follows:

- > Preparation of a streetscape masterplan for Koornang Road between Neerim Road and Dandenong Road.
- > Transport investigations eg. investigate the feasibility on a one-way shared zone on Morton Avenue/ Shepparson Avenue, investigate minor upgrades to certain intersections.
- > Undertake transport studies and reviews eg. develop *Local Area Traffic Management Schemes* for specific streets and review existing *Car Parking Policy*.
- > Improvement of pedestrian links
- > Undertake a streetscape renewal project for Egan Street and explore opportunities to create a shared zone along Egan Street.

Long term

Undertake feasibility studies to:

- > Determine the future direction and redevelopment of the library car park.
- > Investigate options for the Kokaribb Road car park identified as future open space.

Community Engagement

Community input into strategic planning work is important and is one of many factors we have to consider.

- Laws like the *Planning and Environment Act 1987* require us to factor in the state and metropolitan planning policy as well as the rules around what can and cannot be included in planning schemes.
- We value and try to include the community's feedback, but we can't always include every community priority.

Next Steps

The next steps for the *Structure Plan* and planning scheme amendment will be:

- > Planning scheme amendment and *Carnegie Structure Plan* will be exhibited mid 2023 and the community can provide comments.
- > If submissions are received, they are considered by Council at an Ordinary Council meeting.
- > Council can then adopt the amendment with or without changes, abandon or if any submissions have not been resolved, Council can request the Minister for Planning to appoint an Independent Planning Panel to consider all submissions and provide a report providing recommendations to Council.



GLEN EIRA
CITY COUNCIL

Glen Eira City Council

Corner Glen Eira and Hawthorn Roads, Caulfield

Mail address: PO Box 42

Caulfield South, 3162

Phone: (03) 9524 3333

Fax: (03) 9523 0339

mail@gleneira.vic.gov.au

www.gleneira.vic.gov.au

National Relay Service

If you are deaf, hearing-impaired, or speech-impaired, we ask that you call us via the National Relay Service and then ask for (03) 9524 3333.

Online: <https://internet-relay.nrscall.gov.au>

Teletypewriter (TTY): 13 36 77

Speak and Listen: 1300 555 727

Social media

Glen Eira City Council:

www.facebook.com/GlenEiraCityCouncil

@cityofgleneira:

www.instagram.com/cityofgleneira

Glen Eira arts, gallery and events:

www.facebook.com/gleneiraarts

www.instagram.com/gleneiraarts

Glen Eira Leisure:

www.facebook.com/GESACOnline

<https://www.instagram.com/gleneiraleisure>

www.twitter.com/GESACOnline

Glen Eira Libraries and Learning Centres:

www.facebook.com/GlenEiraLibraries

<https://www.instagram.com/gleneiralibraries>

Glen Eira Sustainable Living:

www.facebook.com/sustainablelivinggleneira

Glen Eira Youth Services:

www.facebook.com/GlenEiraYouthServices

www.instagram.com/gleneirayouthservices