City of GLEN EIRA

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CITY COUNCIL

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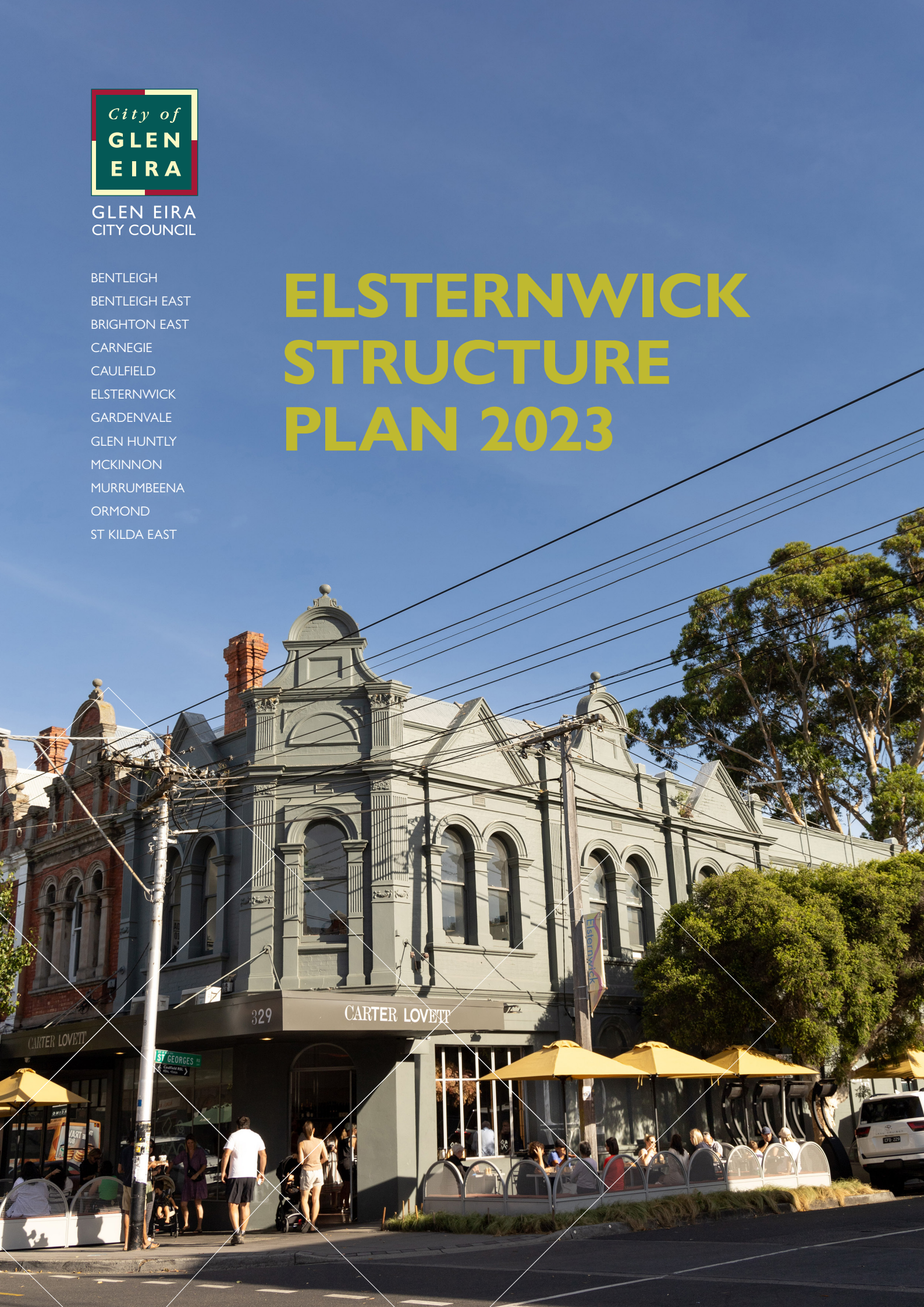
ELSTERNWICK STRUCTURE PLAN 2023



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The *Elsternwick Structure Plan* was adopted at the Glen Eira City Council Ordinary Council Meeting of 15 August 2023.

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 1
INTRODUCTION

ABOUT THE STRUCTURE PLAN

What is a structure plan?

The *Elsternwick Structure Plan 2023* outlines a 15-year plan for the growth and improvement of the Elsternwick Major Activity Centre (MAC).

A structure plan provides a coordinated planning approach to ensure an area develops as a great place to live, work and visit and provides greater certainty for all stakeholders, including community members, businesses, governments and developers. It responds to local land use and the economy, built form and urban design, character and heritage, transport, parking and the public realm. In Elsternwick, this is guided under the principle of sustainability, aligning with Council's climate change commitments to achieve good environmental outcomes for the community. The *Structure Plan* analyses these aspects of Elsternwick and provides recommendations for policies, development controls and projects to realise the Elsternwick vision and objectives.

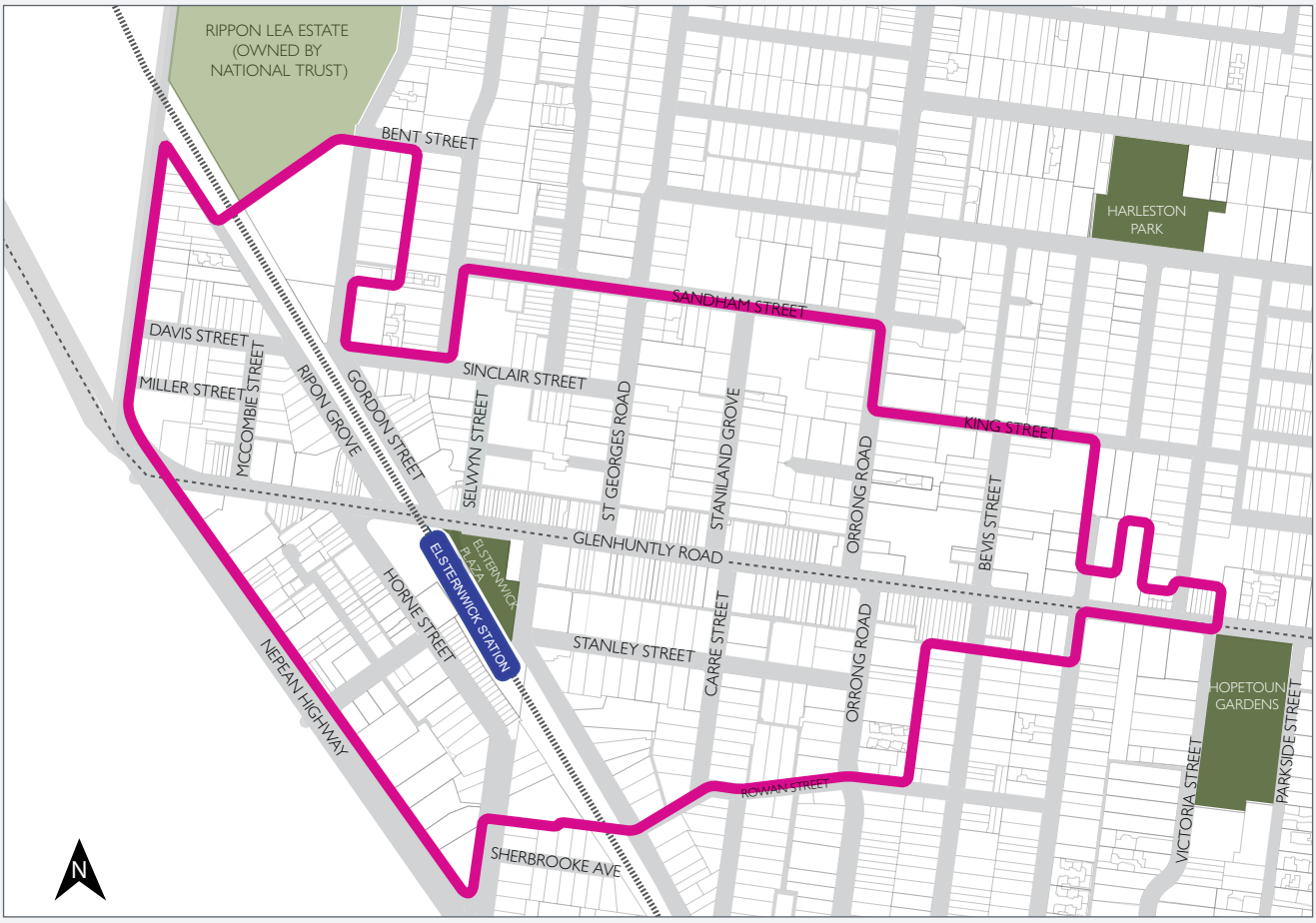


Figure 1: *Elsternwick Structure Plan* study area.

Why do we need a new structure plan?

Elsternwick is an established centre with good access to amenities, public transport and employment opportunities; a desirable place to live. It is identified as a major activity centre (MAC) in *Plan Melbourne,* the State Government's 35-year metropolitan planning strategy.

To coordinate the increased growth and development pressure, Council adopted a structure plan for Elsternwick in 2018. New height and setback controls were introduced into the *Glen Eira Planning Scheme* on an interim basis while additional strategic work was undertaken.

Despite being a MAC, development of much of the residential land in Elsternwick is constrained by heritage or neighbourhood character controls. The 2018 *Structure Plan* identified land south of the centre along the Nepean Highway ('urban renewal south') as an ideal location to accommodate substantial growth, with the railway line providing a buffer to low-scale residential areas to the east. This large-scale commercial land, currently home to several car dealerships, presented a potential urban renewal opportunity for additional high-density housing and ongoing employment. Detailed work on transport, overshadowing, economics and open space provision was undertaken with guidance from a community reference group. The analysis found that changes for the area as envisioned in the 2018 *Structure Plan* would not be viable mainly due to the transport and public infrastructure implications.

This was a major shift in the direction of the 2018 *Structure Plan.* At the same time, Council abandoned a planning scheme amendment to introduce permanent controls for Bentleigh and Carnegie, partly due to the need to develop a housing strategy. To introduce permanent controls, robust strategic logic must underpin an amendment. The 2018 *Elsternwick Structure Plan,* prepared using the same strategic basis as that for Bentleigh and Carnegie, would face the same challenge. Therefore, Council decided to review and update all three structure plans.

Several other changes and events have occurred since 2018 that have helped to shape this *Structure Plan.* The changes are summarised as follows:

> decision to retain the Commercial 2 Zone in the car yard sites and exclude them from the 2023 *Structure Plan*;

> abandonment of planning scheme amendment C184 (Bentleigh and Carnegie structure plans);

> preparation and adoption of the *Glen Eira Housing Strategy;*

> new State policy and directives, and new planning panel reports indicating the kinds of controls that are deemed justifiable in activity centres;

> updated statistics and statistical analysis;

> Council's climate change emergency declaration;

> thorough assessment of heritage in Elsternwick;

> adoption of several new Council strategies for climate change, open space, urban forests and affordable housing; and

> impacts of COVID-19 on land use and integrated transport.

The *Elsternwick Structure Plan 2023* is guided by the new *Glen Eira Housing Strategy,* as well as detailed independent urban design, heritage and transport advice. Together, this forms the robust justification needed to ensure the *Glen Eira Planning Scheme* can be amended and permanent controls introduced for the Elsternwick MAC.

How was the community consulted?

The 2018 *Structure Plan* was informed by extensive community consultation with residents, local business owners, workers, state agencies and other stakeholders.

Between November 2016 and December 2017, Council undertook a six-step consultation process that included mail-outs, local newspaper articles, surveys, community forums and drop-in sessions. This is a brief summary of what we heard then:

> protect heritage areas;
> restrict building heights;
> create more green spaces;
> improve Elsternwick library;
> provide more outdoor areas for people to meet;
> increase and improve Elsternwick's vibrant community places;
> increase parking provision;
> improve walkability;
> improve cycling amenity; and
> provide safe spaces for more night-time activity

Feedback contributed to the preparation of the 2018 *Structure Plan* and was carried through to the first draft of the 2022 *Structure Plan.*

Consultation on the draft 2022 *Structure Plan* was undertaken over six weeks in November and December 2022. In addition to an online survey, we held five in-person drop-in sessions, one online session and a walking tour of the activity centre. The themes to emerge indicate that many residents are concerned with the type and intensity of recent development in Elsternwick and its effects on amenity, open space, traffic and parking. It is clear that environmental sustainability, quality of life for all residents, green spaces and heritage character are very important to the Elsternwick community.

This is a summary of what we heard during the 2022 consultation:

Concerns:

> proposed building heights;
> impacts of growth on character and the environment;
> impact on residents' amenity;
> increased traffic congestion;
> limited car parking availability;
> cycling and pedestrian safety; and
> overshadowing of public spaces.

Would like to see:

> lower building heights;
> stronger commitment for environmental protection;
> heritage protection ensured;
> more open spaces and trees;
> further support for sustainable transport;
> support for the Green Line proposal; and
> solar access to public spaces.

Input that seeks minimal change throughout Elsternwick is balanced with the requirement for the centre to play its role as a MAC. This entails protecting areas with heritage and neighbourhood character value while allowing growth in more strategic locations, providing building design guidance and enhancing the amenity and liveability of the public realm.

Consultation is embedded in the process as indicated below in dark green.

How will the structure plan provide more certainty?

The *Structure Plan* provides decision makers, including Council, State Government and other agencies, with a framework to allocate resources towards capital works and helps to set work programs across Council.

The *Structure Plan* also provides the strategic basis to support the introduction of stronger, permanent planning and design controls in the planning scheme that will give greater clarity across the planning process, including assessment of planning applications and defending decisions of Council at the Victorian Civil and Administrative Tribunal (VCAT). In turn, this will give the community, business owners, developers and planning applicants greater certainty about the level of change and type of development that can be expected in Elsternwick.

ELSTERNWICK CONTEXT

What makes Elsternwick unique?

Elsternwick is a major activity centre (MAC) with urban renewal opportunities, located about eight kilometres from the Melbourne central business district (CBD). Elsternwick has high levels of transport accessibility through its train, tram and bus connections and proximity to Nepean Highway.

Elsternwick is unique due to the character, diversity and vibrancy of the Glenhuntly Road shopping strip, which provides a strong retail core. There are many restaurants, cafés and a full-line supermarket. A second supermarket is anticipated.

The Elsternwick MAC has long been a cultural centre for the area's Jewish community, home to the much-visited Melbourne Holocaust Museum on Selwyn Street. The Jewish Arts Quarter is now being developed, which includes a museum and national library on the same street.

The Classic Cinema (located in the next street) has Jewish programming in addition to a range of other film offerings.

Other community services including a library, schools, health care and childcare services attract residents to the area.

Elsternwick is known for its old character shopfronts and beautiful heritage homes. Retaining the strong heritage fabric of Elsternwick's built form as the area grows and changes is of paramount importance to residents. While these heritage-protected residential areas will see minimal or incremental change, the shopping strip can accommodate a greater level of change while being respectful of the heritage character. The western section of the activity centre between the train station and Nepean Highway offers opportunities for urban renewal with more significant increases to housing and employment provision.

Figure 2: Elsternwick context.

Current demographics

2021 STATISTIC	ELSTERNWICK	GLEN EIRA
Population	11,904	148,908
Land area	2.86 km2	38.67 km2
Population density	4,162 persons/km^2	3,851 persons/km^2
Average household size	2.25 persons/dwelling	2.43 persons/dwelling
Aboriginal and Torres Strait Islander born	0.3%	0.3%
Overseas born	29.5%	37%
Language at home other than English	19.8%	30.9%
Public transport to work*	25%	22%
University qualification	51%	41%
Trade qualification	9%	10%
Unemployment rate	3.6%	4.2%
Young workforce	16.8%	15.1%
Parents and homebuilders	21.3%	21.7%
Population in labour force	70%	68%
Median weekly rent*	$386	$391
Median weekly mortgage repayment*	$493	$487
Median weekly household income*	$1,871	$1,735

*Denotes *2016 ABS Census* data.
Note: All *Census* data applies to the Elsternwick-Gardenvale suburb. Population numbers used are the 'usual resident population', not 'estimated residential population'.

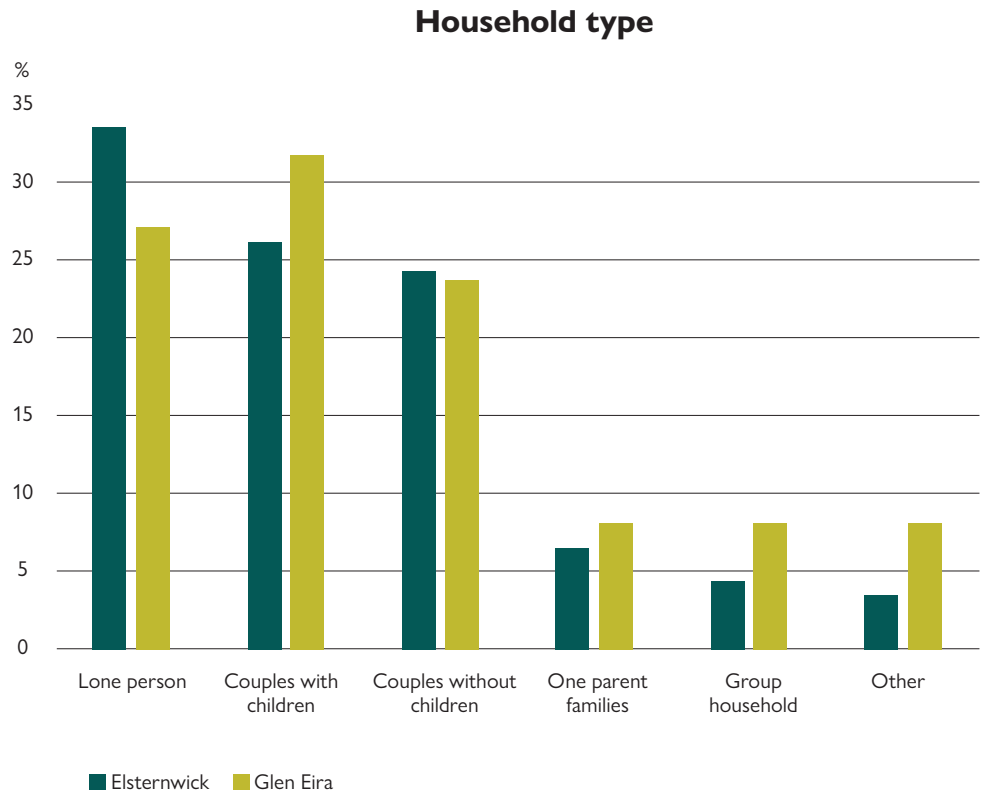


Figure 3: Household types, Elsternwick and Glen Eira (*ABS Census* data 2021)

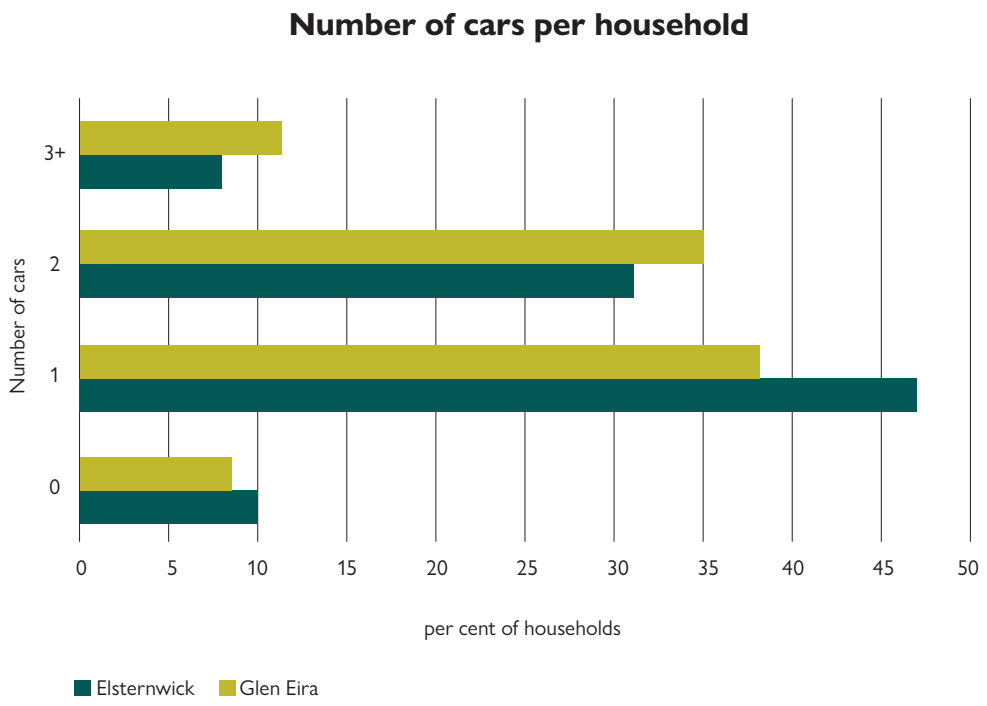


Figure 4: Number of cars per household, Elsternwick and Glen Eira (*ABS Census* data 2021).

Summary of current demographics

When compared with Glen Eira as a whole, the Elsternwick population in general is wealthier, less likely to be born overseas and more likely to be employed and formally educated. Household sizes are relatively small with more lone-person households and workers rely less on private vehicles for travel.

Future population

Like many areas across Melbourne and Glen Eira, Elsternwick is growing. The 2022 population estimate of Elsternwick is 12,960 and is forecast to grow to 14,390 by 2036, an increase of 11 per cent. Average household size is expected to drop from 2.36 people per dwelling to 2.3.

Future housing

Glen Eira's population is estimated to increase by 30,000 people between 2021 and 2036. This means an additional 12,000 to 13,000 new dwellings will be needed in our city by 2036. However, planning must allow for capacity beyond this time. Growth will not simply stop after 2036. Also, development follows trends and seeks opportunities so there must be some flexibility for when, where and how development can occur.

In the Elsternwick activity centre, there is sufficient land capacity for residential development. Although household sizes are increasing slightly, there is a trend in Glen Eira towards households living in medium- or small-sized dwellings that are well-located, such as apartments in Elsternwick, rather than separate houses, which are larger and generally less affordable.

Future employment

Elsternwick has a good mix of commercial activity, including offices and many different types of retail and services. Demand for these types of land uses will continue, though at a slightly reduced rate as new working-from-home norms are established. Some of this demand may be met through the redevelopment and consolidation of existing sites. This could push existing ground floor offices or certain types of retail, such as dance studios, up to the first floor, freeing up the ground floor for more consumer-facing businesses. In addition to meeting demand, this would support greater activation of the street and activity centre.

Despite this, there is not adequate land to accommodate future employment uses in the Elsternwick activity centre. Approximately 12,000 m^2 of additional floorspace is needed. The *Structure Plan* proposes to rezone a few sites at the north-western edge of the activity centre to Commercial 1 Zone and to provide policy guidance to encourage commercial development on upper floors, which will help address the shortfall.

Strengths

> Extensive and vibrant shopping strip with active frontages

> Strong heritage character expressed in narrow shopfronts on Glenhuntly Road

> Some larger consolidated lots behind heritage shopfronts

> Less sensitive interfaces to Nepean Highway and rail line area to the west allowing for taller built form

> Variety of land uses accommodating different activities including dining, shopping, culture, entertainment, services and housing

> Sufficient land to accommodate residential growth into the future

> Excellent public transport connections

> Potential for transport mode to shift to more sustainable modes

> Emerging cultural precinct on Selwyn Street

> Active and safe nightlife

> Quality public spaces in and around the activity centre with good access to sunlight year-round

Weaknesses

> Lack of up-to-date design and planning controls

> Sporadic, opportunistic development of taller buildings without detailed design guidance

> Conflicting planning controls for residential heritage areas adjacent to the activity centre

> Limited commercial development opportunities

> Insufficient commercial land to meet future demand

> Very high housing prices

> Physical barriers of the rail line and Nepean Highway

> A public realm that is not accessible to all ages and abilities

> One single public green space within the activity centre boundary (Elsternwick Plaza)

> Limited tree canopy cover and permeable surfaces in commercial areas

INPUTS

Organisational context

Council's *Integrated Planning and Reporting Framework* (*IPRF*) provides the community with greater knowledge and understanding of Council's strategic business planning and reporting activities and illustrates how Council's contemporary actions will help achieve our Glen Eira community vision for a thriving and empowered community working together for an inclusive and sustainable future.

The *Elsternwick Structure Plan* sits within Council's *IPRF* as a tier two strategy. It was guided by the *Glen Eira Housing Strategy 2022* and informed by various other Council strategies as described below.

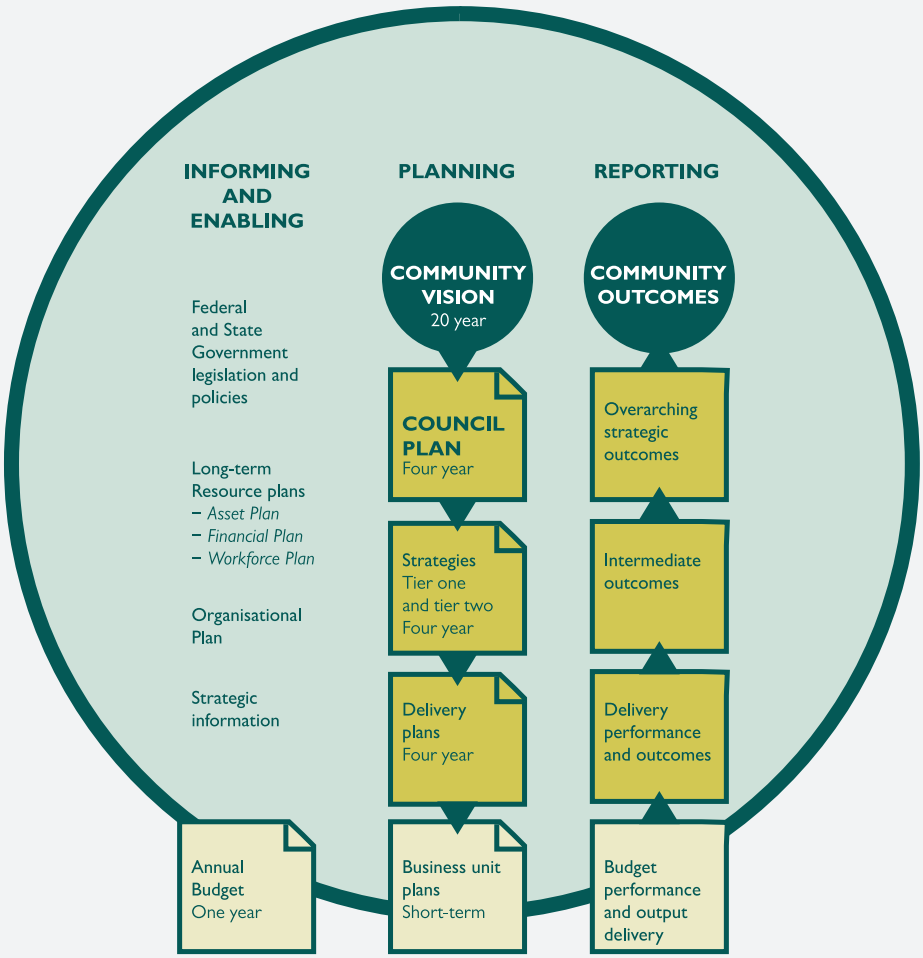


Figure 5: *Glen Eira Integrated Planning and Reporting Framework.*

Glen Eira Housing Strategy

In November 2022, Council adopted the *Glen Eira Housing Strategy.* The aims of the *Strategy* are to plan for the future population increase to 2036 and to guide future residential development to the right locations. The *Strategy* identifies projected population and housing growth and ensures sufficient housing land is available to accommodate projected growth over the next 15 years. The *Housing Strategy* has three goals:

> diverse housing to support a diverse community;

> sustainable land use and walkable neighbourhoods; and

> quality character, greening and sustainability in our neighbourhoods.

The *Housing Strategy* sets out a vision for the municipality and a framework plan that will guide the future of housing in Glen Eira. The *Elsternwick Structure Plan,* on the other hand, sets out a vision for the activity centre and a framework plan that will guide the future of the various activities occurring in the centre, from employment to high-density housing, retail to community services.

The *Housing Strategy* underpins all strategic planning work, including all structure plans. It helps to set the new Elsternwick MAC boundary and to identify areas in central Elsternwick where greater housing diversity may be provided.

The *Housing Strategy* also provides strategic justification for excluding the urban renewal south area from the activity centre. The *Strategy* demonstrates that Glen Eira primarily needs land that will accommodate medium-density dwellings, such as units and smaller townhouses, rather than large amounts of additional land for high-density dwellings. Future demand for high-density dwellings can be met with the following relatively minor adjustment to the current zoning framework in Elsternwick:

> up-zoning a small amount of land currently zoned neighbourhood residential (NRZ) or general residential (GRZ) and including it in the MAC, in alignment with what has been adopted in the *Glen Eira Housing Strategy 2022*.

For further discussion, see Part 2 Strategic response — Activity and land use.

Other Council strategies

The *Structure Plan* aligns with strategies across many Council areas and helps to realise some of those goals and objectives, particularly in the areas of climate change, open space, the urban forest, transport and affordable housing. The most relevant strategies and their links to the *Structure Plan* are described below.

Climate Emergency Response Strategy (Dhumbali Wurrungi-Biik Parbin-Ata)

Following Council's climate emergency declaration in May 2020, Glen Eira adopted the *Climate Emergency Response Strategy* to meet our commitments of net zero emissions for Council by 2025 and for the community by 2030. The *Elsternwick Structure Plan* supports the following objectives of the *Strategy* specifically:

> make climate change action a priority consideration in every plan;

> increase and diversify public green space;

> empower our community to reduce their emissions; and

> support the community to choose zero or low emissions transport.

By facilitating a 20-minute neighbourhood, the *Elsternwick Structure Plan* will help progress these objectives. A 20-minute neighbourhood gives people the opportunity to meet most of their daily needs within a 20-minute return walk from home, with access to safe cycling and local transport options. It is well-designed, walkable and connected through a mix of land uses and housing types.

Compact, mixed-use development enables improved environmental and thermal building performance via smaller dwellings with shared walls. Environmentally sustainable design (ESD) policies, such as water sensitive urban design and greening buildings, can help reduce the urban heat island effect and mitigate increased heat and flood events. With dwellings located close to shops, services, offices and good public transport, people can get around easily using transport modes other than the car, making the case for reduced residential car parking provisions. Increasingly, options for diverting organic waste from landfill are available to apartment dwellers, thereby reducing methane emissions from household waste. Even trees can be part of apartment developments, in communal open spaces, to capture carbon and provide shading and cooling in summer.

The *Structure Plan* will also help address climate mitigation and adaptation in the public realm, seeking new public green spaces and opportunities for more tree planting, improving permeability with water sensitive urban design and improving walking and cycling networks and amenity. See Strategic response — Climate and sustainability.

Open Space Strategy Refresh 2020

This is an update to the 2014 *Strategy,* which guides the future planning, provision, design and management of public open space for the next 15 years. The *Refresh* identifies a need for additional public open space in the Elsternwick activity centre to support a growing population.

The *Structure Plan* identifies two potential sites for new open space and protects open spaces from overshadowing caused by new development. For further disucssion, see Part 2 Strategic response — Public spaces.

Urban Forest Strategy

Glen Eira has been gradually losing tree canopy cover, particularly on private land. The *Urban Forest Strategy* aims to reverse the trajectory of canopy loss and reconcile our growing population and development with urban greening and canopy cover. The goal is to increase tree cover from 12.5 per cent to 22 per cent by 2040 across Glen Eira.

Being a commercial centre, the Elsternwick activity centre presents challenges in growing our urban forest. However, there are areas in and around the activity centre with very good tree cover, such as Rippon Lea Gardens and the rail reserve. Both are hotspots for indigenous flora and fauna too *(Biodiversity in Glen Eira, 2018).* Some of the larger private properties in Elsternwick have ample tree cover as well.

The *Structure Plan* explores opportunities to increase tree cover. The capacity of Glenhuntly Road to become a fully tree-lined street is limited by the tram, car parking and shop awnings. However, there may be opportunities to plant trees in out-stands by removing select on-street car parking spaces. The side streets throughout the activity centre are suited to more intensive tree planting, including Council's land along Stanley Street. Engineered planting options, such as tree planting pits and structural soils, can offer solutions in the centre as well.

See Part 2 Strategic response — Public spaces.

Integrated Transport Strategy

The *Integrated Transport Strategy (ITS)* offers a cohesive, multi-modal transport framework for Glen Eira. It strives for a 50:50 mode share of car and non-car trips by 2031. With good train and tram access, strong pedestrian and cycling amenity and a mix of land uses, Elsternwick is well positioned to help Glen Eira reach this target.

The *Elsternwick Structure Plan* further contributes to these *ITS* policies and projects in particular to:

> support and promote increased dwelling density at key transport hubs;

> focus employment and office development within major activity centres and strategic sites;

> design neighbourhood streets that balance the needs of diverse users;

> plan for all members of the community and ensure universal design principles are embedded into projects;

> provide high-quality facilities at all stops along key public transport routes; and

> review parking requirements to encourage office and employment development and night-time activity.

See Part 2 Strategic response — Transport.

Social and Affordable Housing Strategy

This *Strategy* assesses the need for social and affordable housing in Glen Eira and identifies Council's role in developing solutions that will see an increase of this type of housing in our Council area.

Affordable housing is housing that meets the needs of households on very low, low and moderate incomes. There is a gap in affordable housing provision in Glen Eira that is continuing to grow. To help address this, Council has identified its role in partnering, planning, providing and advocating for more affordable housing in our city.

There is currently a very small amount of social and affordable housing in Elsternwick. Major activity centres are well suited to social and affordable housing as they have good access to public transport, services and employment opportunities. The *Elsternwick Structure Plan* identifies a small number of potential sites that may be suitable for affordable housing for future consideration. It also reiterates Council's policy to seek some affordable housing as part of larger residential or mixed use developments.

See Part 2 Strategic response — Activity and land use.

Elsternwick studies

In addition to community consultation and demographics data review, preparation of the *Elsternwick Structure Plan* has been informed by studies and expertise in urban design, heritage, transport and the public realm. Details of these studies are embedded throughout this document. This is a brief summary of each.

Elsternwick Built Form Framework

This detailed urban design analysis sets out the preferred built form outcomes for the commercial area of the Elsternwick activity centre, including building heights, setbacks and access/egress, to ensure new development achieves the Elsternwick vision. It is guided by specific design principles and outcomes.

Focusing only on the commercial and mixed-use land in the activity centre, the *Framework* also identifies additional opportunities for housing, employment, open space and affordable housing within the Elsternwick MAC.

Heritage protection is a key guiding principle of the *Framework.* Building heights and setbacks are designed to retain the integrity of all heritage buildings, as well as minimise the visual bulk of new developments and protect solar access to public space from excessive overshadowing.

Pedestrian safety and amenity are retained through active frontages, passive surveillance in laneways and maintaining vehicle access and egress away from the main shopping streets, especially Glenhuntly Road.

Detailed design recommendations are also made for environmentally sustainable design, building materiality, landscape design, deep soil planting and other aspects of built form.

The *Built Form Framework* forms the strategic basis of the Buildings section of the *Elsternwick Structure Plan* and informs all other aspects as well.

Heritage and Neighbourhood Character Analysis

The *Glen Eira Heritage Review of Elsternwick Structure Plan Area* (*2019*) provides updated advice on heritage in the area, including the addition of new properties in a heritage overlay, removal of a limited number of non-contributory buildings and extensions to existing precincts. Elsternwick's largest heritage precinct (HO72) was recently split in two: HO180 (Elsternwick Commercial and Public Precinct) and HO72 (Elsternwick Estate and Environs, which is residential). The commercial heritage precinct was extended eastward slightly beyond the MAC boundary to encompass the Hopetoun Gardens local shopping centre. A number of individually-significant places throughout the MAC were also added to HO180.

A longstanding issue in the Elsternwick MAC is that some residential land within HO72 is zoned residential growth (RGZ). One objective of the RGZ is to accommodate more intensive residential development, up to four storeys (substantial change). This may be at odds with the purpose of the heritage overlay: To conserve and enhance heritage places and the elements which contribute to their significance (minimal or incremental change).

An architectural study investigated whether it would be possible to accommodate four-storey development in the RGZ/heritage areas while achieving the aims of the heritage overlay and Council's heritage policy.

Analysis concluded the RGZ was incompatible with HO72. To ensure heritage values are not diminished, it recommended the land subject to HO72 be considered minimal or incremental change rather than substantial change and mostly down-zoned to NRZ (two storeys).

Land within the neighbourhood character overlay schedule 4 (NCO4) south of Glenhuntly Road presented a similar conundrum and was reviewed by urban designers as part of the *Glen Eira Housing Strategy*. The RGZ was found to be incompatible with NCO4 and was also recommended for down-zoning.

To reflect this heritage and neighbourhood character advice the *Structure Plan* proposes that most of the land in HO72 and in NCO4 be down-zoned as part of a future planning scheme amendment.

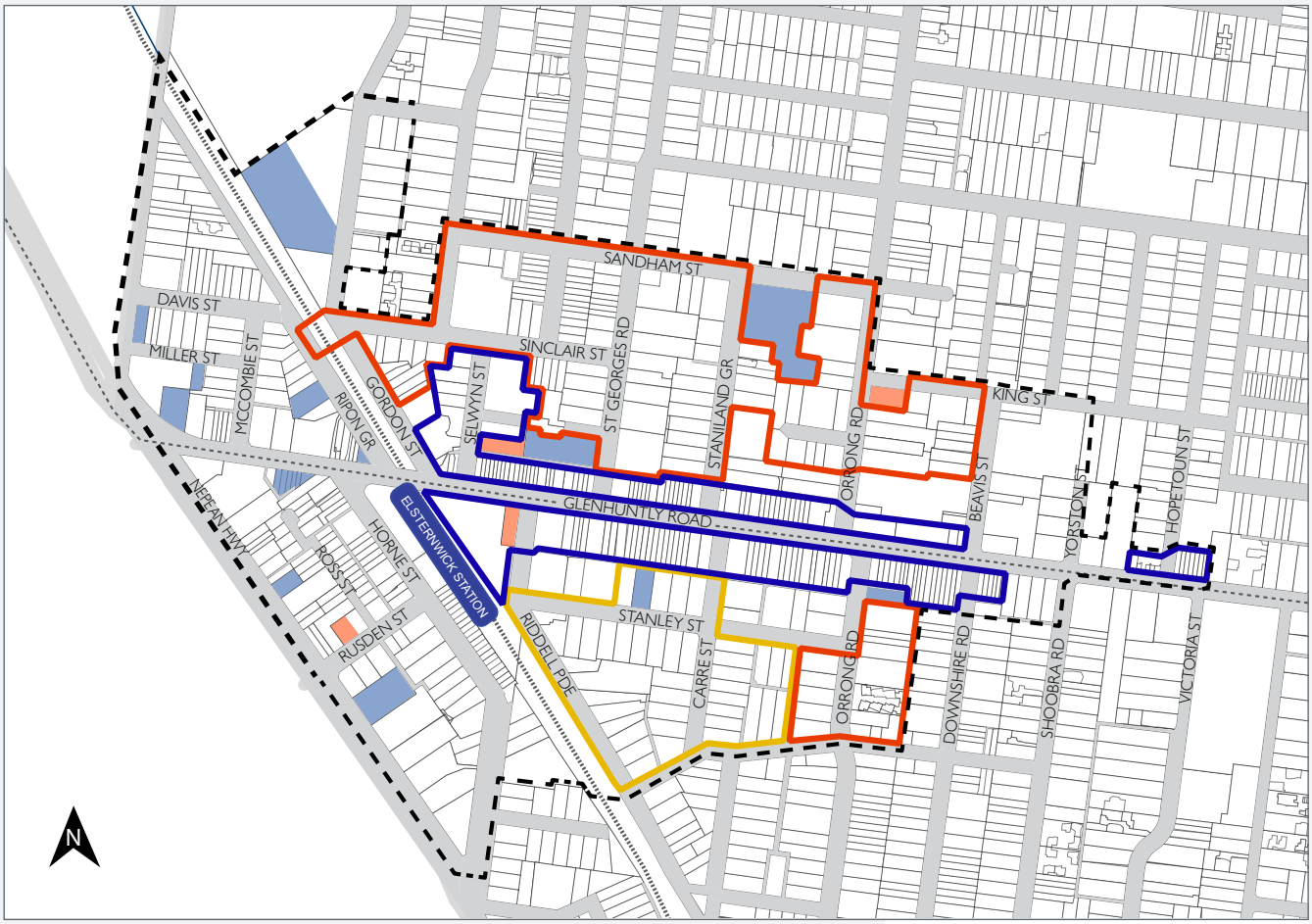


Figure 6: Heritage and neighbourhood character overlays in the *Elsternwick Structure Plan* study area (note that HO72 and NCO4 extend beyond the study area boundary also).

Key

- Individually significant heritage property
- Victorian Heritage Register
- Heritage Overlay HO72
- Heritage Overlay HO180
- Neighbourhood Character Overlay NCO4
- Study area boundary

Elsternwick Transport Study 2022

The *Elsternwick Transport Study* identifies the transport-related issues, opportunities and constraints in the activity centre and makes recommendations that will support the Elsternwick vision in the context of Glen Eira's *Integrated Transport Strategy* (*ITS*) goal of a 50:50 mode share of car and non-car trips by 2031.

With a growing population, as Elsternwick is facing, comes increased use of all transport modes. The *ITS* aims to facilitate sustainable transport modes (walking, cycling and public transport) rather than to prioritise private vehicles. The assumptions and recommendations of the *Elsternwick Transport Study 2022* align with this approach.

As such, many of the interventions and recommendations of the *Study* aim to improve pedestrian and cycling networks and amenity, and advocate improvements to public transport. Recommendations to ensure ongoing functionality of the road network and laneways are also included. Car parking recommendations include reduced residential car parking provisions in new development at select locations. These would also help Council to reach its climate goal of net zero community emissions by 2030.

The *Study* indicated that by implementing the recommendations, the number of existing and future trips made in the centre by car can be reduced.

Elsternwick Public Realm Review

Council's internal review of the public realm in the Elsternwick MAC aims to improve the sustainability, function, character and enjoyment of streets and public spaces, and makes recommendations for public spaces that reflect Council's current strategic direction.
The main challenges for Elsternwick's public realm are:

> to respond effectively to the climate emergency;

> to manage and design car parking to support a walkable streetscape; and,

> for new development to protect sunlight in public spaces.

Recommendations are made for Glenhuntly Road and Horne Street; Elsternwick Cultural Precinct; public spaces around Staniland Grove, Carre Street and Orrong Road; the former ABC studios; and laneway and pedestrian connections.

THE MAJOR ACTIVITY CENTRE BOUNDARY

Activity centres are places where many different activities come together, including housing, employment, retail, leisure, community and other services, linked by high quality transport connections. As such, they require a variety of land uses at relatively higher densities to be permitted.

The major activity centre (MAC) boundary identifies the area where future strategies, policies or controls will apply. The *Glen Eira Planning Scheme* currently defines the Elsternwick MAC as the commercial core and adjacent residential land that allow for a mix of uses and/or taller residential buildings. However, much of the residential land included in the MAC also has a heritage or neighbourhood character overlay. As explained in the previous section, those residential properties are better suited as areas of minimal or incremental change. They are proposed to be down-zoned for less intensive future residential development and excluded from the MAC boundary. Also as explained previously, the urban renewal south area, which was part of the 2018 *Elsternwick Structure Plan,* is excluded too since Elsternwick does not need to introduce that level of change to meet future residential needs at this point in time.

At the same time, the *Housing Strategy* found other residential land adjacent to Elsternwick's commercial core on Gordon Street and MacMillan Street that would be suitable for more substantial change and increased height. These areas are proposed for up-zoning and the MAC boundary has been extended to include them.

Finally, following the 2019 heritage review, the Elsternwick Commercial and Public Precinct (HO180) now extends eastward just past Hopetoun Street on the north side of Glenhuntly Road. The activity centre boundary has been extended to include these properties as well.

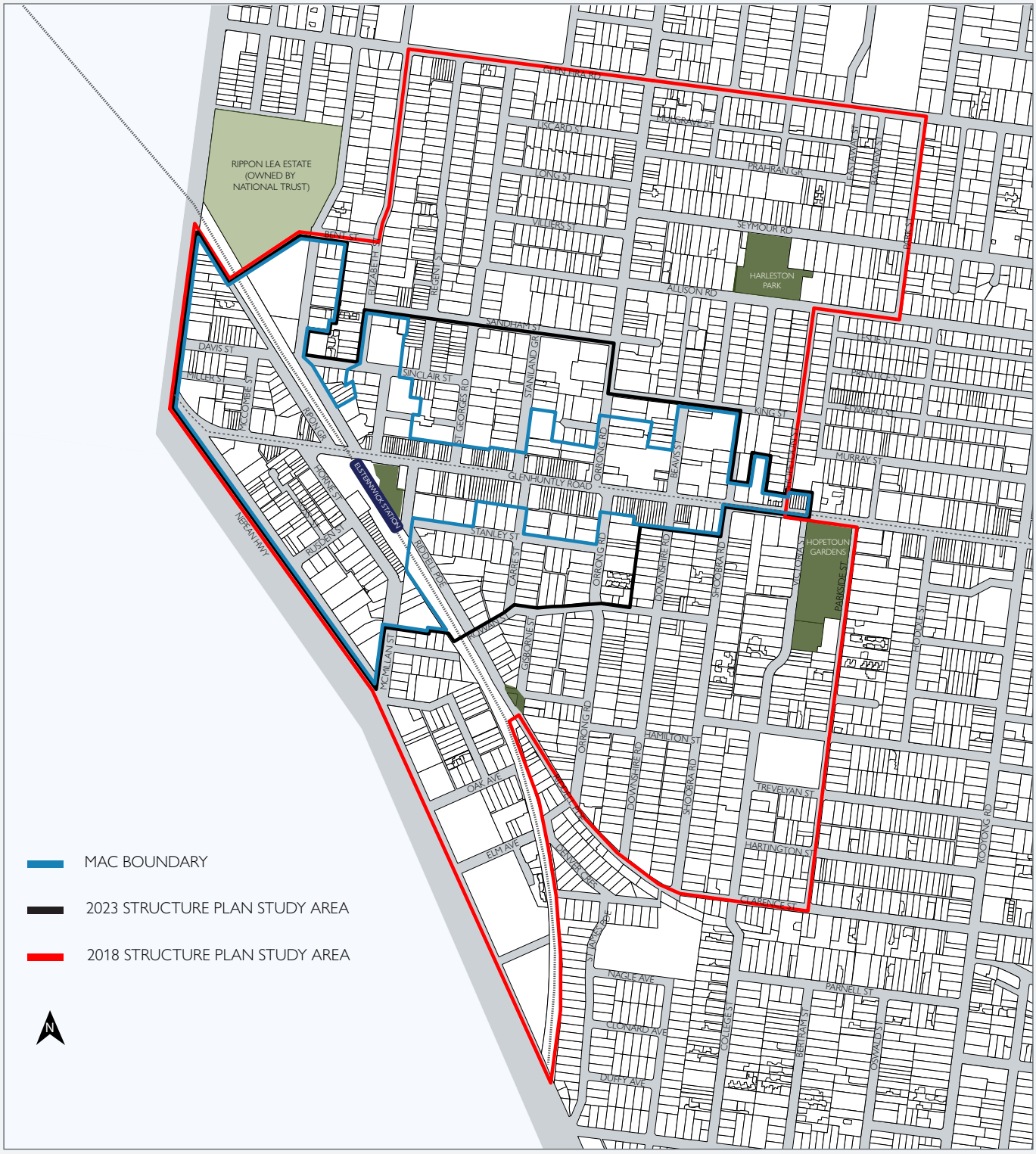
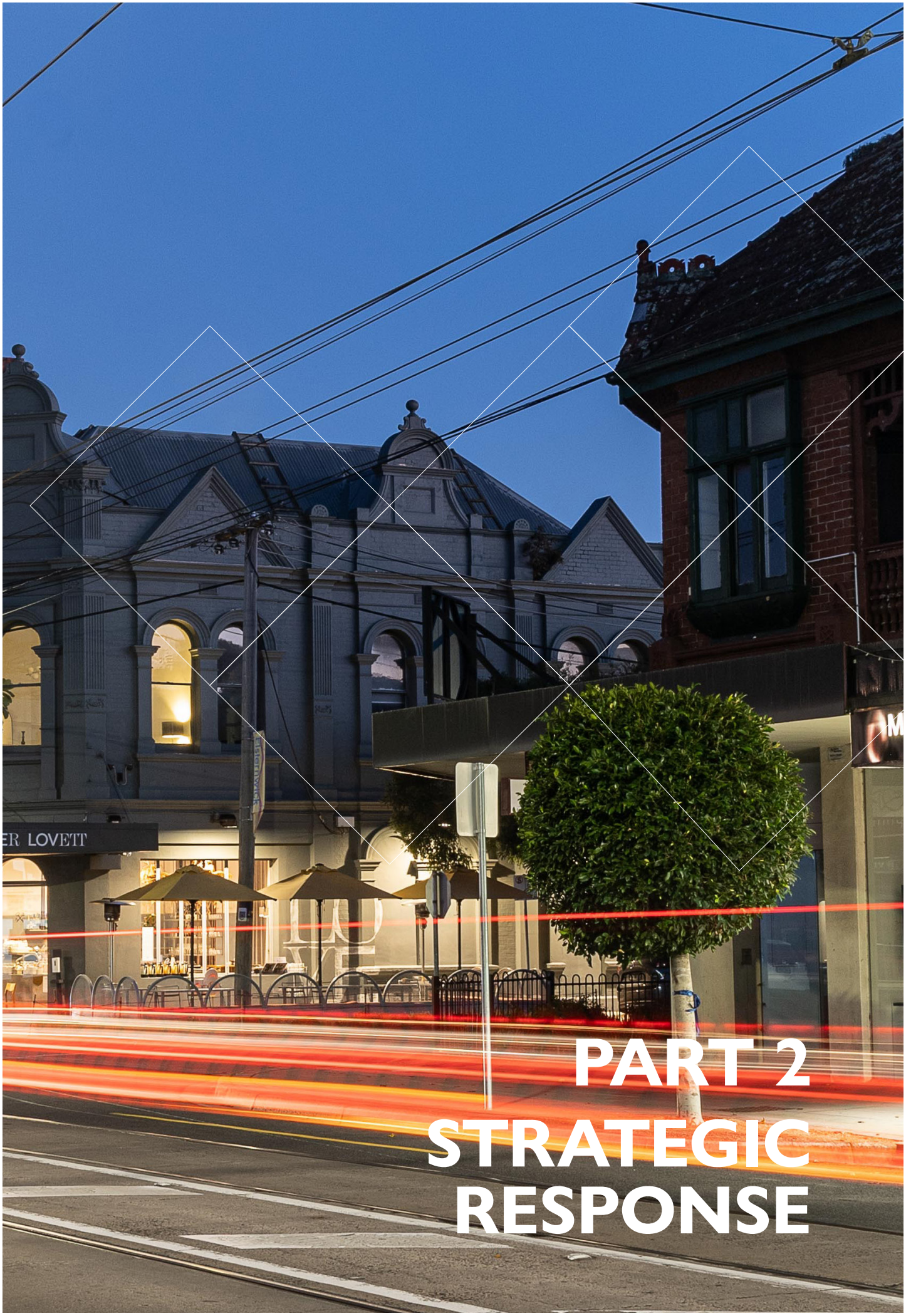


Figure 7: Elsternwick major activity centre boundary.



PART 2 STRATEGIC RESPONSE

VISION AND OBJECTIVES

The *Elsternwick Structure Plan* offers a shared vision for the Elsternwick activity centre as it continues to change and grow into the future.

Vision

Elsternwick will be a safe, connected, accessible and liveable centre that embraces its historic character and strong cultural and village feel.

The centre will be a destination for its longstanding cultural and entertainment offerings, business and employment opportunities, and a range of quality local retail outlets and community spaces, providing a socially, environmentally and economically sustainable future.

Objectives

Placemaking

> Enhance Elsternwick as a cultural and entertainment destination.

> Celebrate and promote the historic character and village feel of the Glenhuntly Road retail strip and heritage buildings.

> Support a network of safe and active streets that easily connect the community to facilities and each other.

> Create a network of open spaces that allow people to meet with one another and experience the natural environment with space for landscape and canopy trees.

> Deliver high-quality urban design and architecture.

> Support safe, accessible and friendly streets.

> Pursue opportunities to help communicate and share Traditional Custodian knowledge.

Sustainability

> Deliver on Council's commitment of net zero community carbon emissions by 2030.

> Grow the urban forest.

> Prepare for increased climate events.

> Reduce urban heat.

> Ensure new development meets high environmental standards.

> Improve waste management.

Planning and land use

> Recognise Elsternwick's role in accommodating a growing population.

> Protect and enhance the strong heritage character of Elsternwick's commercial strip.

> Encourage a range of housing types to cater for a diverse population.

> Seek opportunities to facilitate provision of affordable housing.

> Ensure new development contributes to and enhances the character of Elsternwick through high-quality urban design and architecture.

> Encourage landscaping and greenery in new development.

> Protect the commercial vitality and viability of the centre by maintaining commercial frontages.

Economy

> Boost evening activity and support quality local shopping, dining and entertainment options.

> Encourage office development, employment opportunities and co-working spaces.

> Support a diverse range of uses within the activity centre.

Transport

> Encourage walking, cycling and use of public transport.

> Manage parking in a way that retains convenience while recognising the central location of the train station and the viability of walking and cycling.

> Provide a clear street hierarchy and infrastructure that will support a 50:50 transport mode share and safe streets for all.

> Support reduced parking provision in new residential development at select locations while managing on-street carparking on existing residential streets.

CLIMATE AND SUSTAINABILITY

Since declaring a climate emergency and adopting the *Climate Emergency Response Strategy (Dhumbali Wurrungi-Biik Parbin-Ata),* Council has applied a climate lens to all its work, including this *Structure Plan.* For Elsternwick, this means new developments, public projects and infrastructure improvements will have to consider climate change mitigation and adaptation in ways that align with Council policies.

As a compact, walkable, mixed-use centre well-served by public transport, Elsternwick fits the profile of a 20-minute neighbourhood. Some climate policies, such as encouraging public transport and active travel, or reducing energy use for building heating and cooling, are embedded in well-serviced urban centres. Other policy areas require more intervention. For example, engineered tree pits have been successfully implemented on Horne Street, contributing to an increased tree canopy in the centre.

Elsternwick will also have to adapt to a changing climate by preparing for increased flood and heat events. The *Structure Plan* seeks opportunities for increased urban greening and water sensitive urban design to improve permeability and help to mitigate the urban heat island effect.

To ensure Elsternwick develops in a way that is responsive to our changing climate, Council will implement these **climate and sustainability strategies:**

> continue to facilitate a 20-minute neighbourhood of compact, mixed-use development in the activity centre that reduces car dependence and has lower building energy use overall;

> require sustainable building design in all new developments where possible;

> incorporate an environmentally sustainable design (ESD) policy into the Elsternwick planning controls;

> support urban greening in the private realm, including new residential developments;

> ensure new developments incorporate adequate underground soil volumes to enable planting of canopy trees;

> encourage green walls and green roofs in new development;

> encourage water sensitive urban design;

> increase tree and shrub planting along Glenhuntly Road;

> increase tree canopy on side streets, particularly Stanley Street, and in public open spaces;

> support organic waste diversion in multi-unit developments; and

> enhance walking and cycling networks and amenity.

Other actions related to sustainability are embedded throughout the *Structure Plan.*

HERITAGE AND CHARACTER

Elsternwick is known for its rich heritage, expressed in the many beautiful and well-preserved buildings throughout the centre that are protected by local or state heritage controls. The Elsternwick Commercial and Public Precinct Heritage Overlay (HO180) protects the old shops running the length of Glenhuntly Road between the rail line and Hopetoun Gardens. Much of the residential land north of the centre and a few properties to the south are protected by the Elsternwick North Precinct Heritage Overlay (HO72). To the south is the Victorian and Edwardian Significant Character Area (NCO4). Some individually-significant sites in the activity centre are also heritage protected, including St Clement's Anglican church and the former post office on Glenhuntly Road, the Scout Hall on Miller Street, the old fire station on Selwyn Street and a few residences.

The *Structure Plan* takes great care to ensure the heritage fabric of Elsternwick is protected. New development can occur within a heritage precinct and above heritage shops, but it must be respectful of the heritage character of the area. This entails complementing the existing architectural form, style, rhythm and materiality.

New built form must respond to the recognised heritage value of the contributory buildings, in particular their interfaces to Glenhuntly Road, including street wall heights, street and upper-level setbacks, small lot frontages and rich materiality.

To protect the heritage character of Glenhuntly Road in Elsternwick's Commercial and Public Heritage Precinct (HO180), Council will implement these **heritage strategies:**

> introduce mandatory height and setback controls along the heritage strip;

> retain zero setbacks to the retail street;

> maintain a six metre minimum upper-level front setback;

> ensure the street wall height of any new development aligns with the neighbouring property;

> encourage new architecture to re-interpret design elements of heritage buildings that reinforce the Main Retail Precinct character;

> discourage reproduction of heritage features (mock heritage);

> maintain consistent awning heights; and,

> ensure infill buildings do not visually dominate adjoining heritage built form or block views to main elevations of contributory buildings.

To retain the heritage and neighbourhood character of HO72 and NCO4 residential areas, the *Structure Plan* proposes that most of that land be down zoned so that heights are limited to two storeys (three storeys in a few cases) as indicated on Figure 9 and outlined in blue.

To protect the heritage character of other sites of heritage significance, Council will ensure new development transitions sensitively to neighbouring heritage sites.

ACTIVITY AND LAND USE

The wide variety of land uses is part of what makes Elsternwick stand out from other activity centres. Dwellings, offices, retail, restaurants, entertainment, public and community services all co-exist. As Elsternwick's population continues to grow, more housing will be needed, particularly smaller and lower-cost dwellings, such as apartments and townhouses for lone persons and young families. Affordable housing will also be needed. There will be ongoing job growth in retail, food services, education and professional services, all of which will require commercial floorspace. These needs must be balanced with high-quality public amenity for existing and future residents, additional public open space and retention of Elsternwick's heritage and character value. As a cultural, dining and entertainment destination, Elsternwick must continue to be a safe and welcoming place for all; day and night.

To ensure the right land use mix is achieved while upholding liveability, Council will implement these **land use strategies:**

> plan the activity centre by precinct with a description and different strategies for each;

> encourage mixed-use development;

> increase the amount of commercial floorspace in the centre;

> provide opportunities for local offices, co-working and other types of employment spaces;

> encourage housing diversity;

> seek opportunities for affordable housing provision;

> identify potential locations for new public space; and

> retain connectivity and enhance safety across the centre during the day and at night with high-quality pedestrian and cycling networks, good lighting and opportunities for passive surveillance.

Elsternwick major activity centre, Glenhuntly Road, Elsternwick.

Precincts

Cultural Precinct: This is the heart of Elsternwick. As its main meeting place, the Cultural Precinct attracts locals and visitors to its multicultural offering, centred around the Jewish Holocaust Centre, Jewish Arts Quarter and Classic Cinema. It includes Elsternwick Plaza, the area's main civic open space, and the proposed redevelopment of Selwyn Street into a pedestrian-friendly space. It is well connected to the wider area by trams and trains from Elsternwick station. New development will allow for the expansion of cultural offerings, with built form up to eight storeys. Planning controls will enhance heritage and protect solar access to Elsternwick Plaza and the southern footpath of Glenhuntly Road.

To ensure the area develops as envisioned, Council will implement these **land use strategies for the Cultural Precinct:**

> support the Elsternwick Cultural Precinct vision of a vibrant, welcoming, pedestrian-focused public space that foregrounds the Jewish cultural institutions centred around Selwyn Street;

> encourage community and cultural opportunities;

> allow for flexible uses, including seasonal events, performances and markets; and

> encourage evening and night-time activity.

Main Retail Precinct: This precinct is centred around the Glenhuntly Road retail core and its surroundings, east of the rail line. It is characterised by its retail offering, pedestrian activity and traditional one- to three-storey shops, most of which have heritage value. New development above the shops will protect and enhance the heritage character. Shared lanes will become safer for pedestrians and rear lanes will continue to serve as the only vehicle access to most properties. Council-owned off-street car parking in this precinct presents an opportunity for expanded uses that could incorporate affordable housing, public open space or community uses, in addition to car parking. Hopetoun Gardens to the east serves as the gateway to the centre's core.

To ensure the area develops as envisioned, Council will implement these **land use strategies for the Main Retail Precinct:**

> focus on retail and specialty shopping;

> encourage evening and night-time trading;

> provide housing and office opportunities above retail;

> consider opportunities for expanded uses of Council car park sites, such as new public open space, affordable housing and community uses;

> explore opportunities for new public open space and enhanced community uses at the Elsternwick Library and kindergarten site; and

> explore temporary or permanent open spaces though partial or full street closures on Staniland Grove and Carre Street and where parking losses can be offset at other locations.

Urban Renewal Precinct: This encompasses commercial land west of the railway along Glenhuntly Road and Horne Street, as well as the former ABC studios on Gordon Street. The lower level topography and the significant physical infrastructure of the rail line and Nepean Highway allow this precinct to accommodate taller buildings as it becomes less visible from the heritage-protected areas to the east. It will mark the western gateway at the wide corners of the Nepean Highway with taller built form and a prominent showcase of St Clement's church. A contemporary urban character will be established with particular consideration of existing individual heritage listings, transitions to sensitive interfaces and public realm amenity. Building design will contribute positively to street amenity and be of high quality. As the precinct that will experience the most change, it presents a significant opportunity to deliver environmentally sustainable design.

To ensure the area develops as envisioned, Council will implement these **land use strategies for the Urban Renewal Precinct:**

> prioritise employment generation;

> encourage provision of office and co-working spaces;

> incorporate affordable housing where possible;

> re-zone some land from residential to commercial; and

> provide a new public open space at Gordon Street.

Housing Opportunity Precinct: This includes the residential land west of the rail line, both north and south of Glenhuntly Road. This precinct allows for greater housing density and diversity because it is currently zoned to allow up to four storeys (RGZ) and is not in a heritage or neighbourhood character precinct. The RGZ will be extended slightly as indicated on Figure 9 and outlined in red. Over time the precinct will change to denser apartment living, some of which may accommodate affordable housing. All new development will incorporate good-quality materiality and environmentally sustainable design. Individual heritage buildings will continue to be protected.

To ensure the area develops as envisioned, Council will implement these **land use strategies for the Housing Opportunity Precinct:**

> provide opportunity for increased housing provision;

> extend the RGZ to align with the adopted *Housing Strategy*, as indicated on Figure 9;

> encourage diverse housing options for a range of household types; and

> incorporate affordable housing where possible.

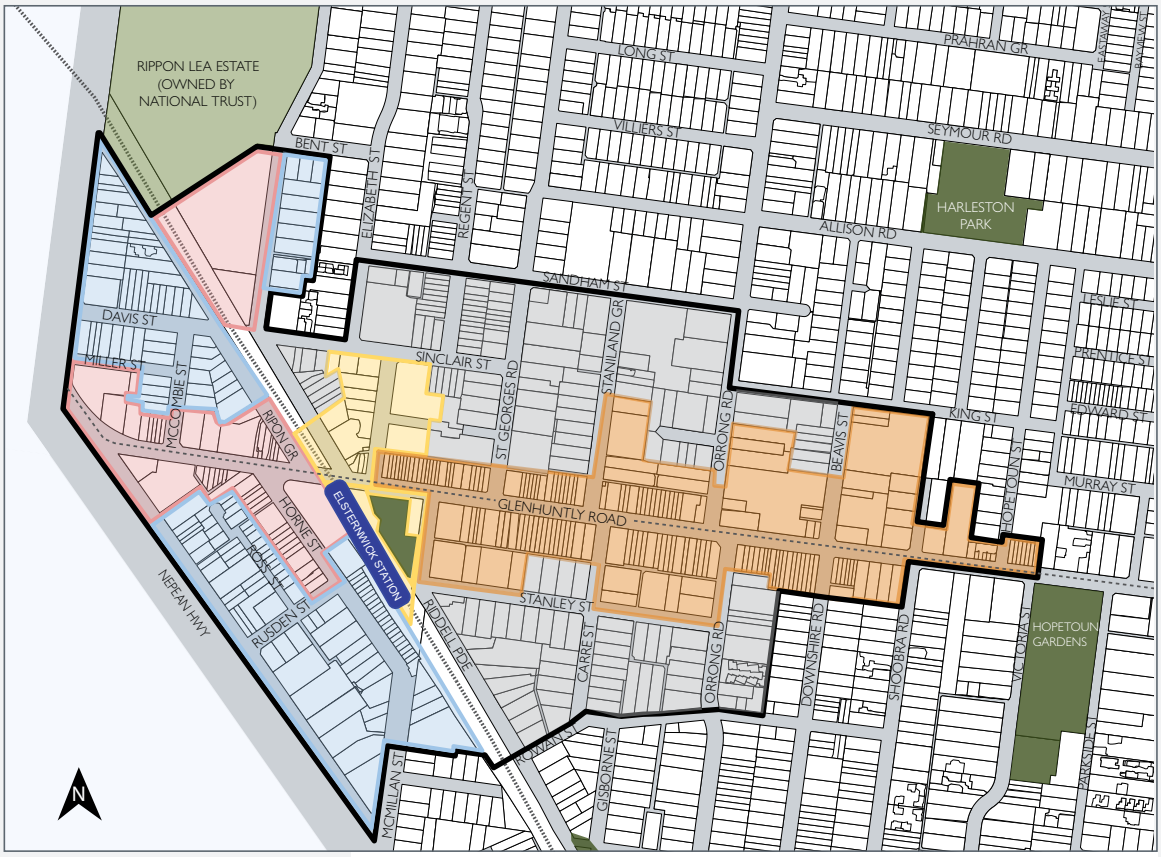


Figure 8: Elsternwick precincts.

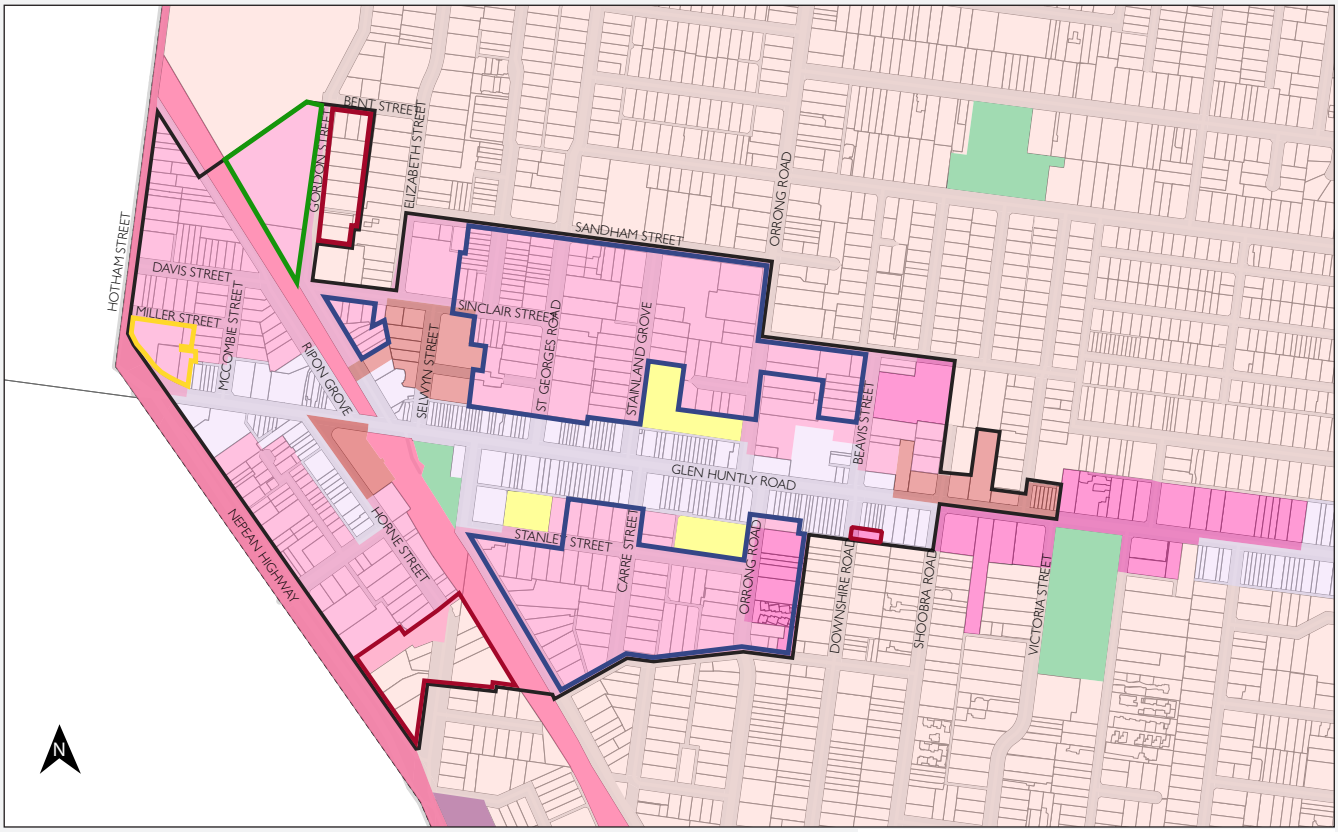


Figure 9: Proposed re-zoning.

Key

- Downzone residential
- Upzone commercial
- Upzone residential
- Upzone Mixed Use

- NRZ
- C1Z
- RGZ
- GRZ
- MUZ
- PUZ
- PPRZ

BUILDINGS

Elsternwick's built form features a highly intact commercial heritage shopping strip, predominantly one or two storeys tall, with some buildings at three storeys. Throughout the activity centre, newer, taller residential buildings are being developed above the street wall. Larger, consolidated sites to the east accommodate buildings of five to seven storeys. Behind the Glenhuntly Road shops, most buildings are within one and three storeys, with a few sites continuing up to eight. Built form in the Cultural Precinct is up to seven storeys; recent proposals will likely see further transformation of Selwyn Street. West of the railway line, heights are up to 13 storeys.

As with many heritage shopping strips across Melbourne, all shopfronts along Glenhuntly Road are built to the boundary, making for a distinct, consistent look and feel of the built form at ground level.

As described in the Activity and land use section previously, demand for residential and commercial space in Elsternwick will continue to 2036 and beyond. Council's role is to anticipate and manage new development while ensuring it responds positively to the cultural and heritage significance of the area and reflects local community values. To strike this balance, a built form framework has been prepared for Elsternwick, guided by six design principles:

> Walkability and accessibility
> Heritage and character
> Environmentally sustainable design
> Streetscape, interfaces and transitions
> Functionality and legibility
> Solar access

Built form analysis involves modelling the impacts that different building heights and setbacks have on various factors of a person's experience when interacting with buildings in the public sphere. These key factors, described below, respond directly to the six design principles above and provide the recommended building envelope requirements to accommodate a reasonable increase in growth while retaining heritage and character values and good quality amenity.

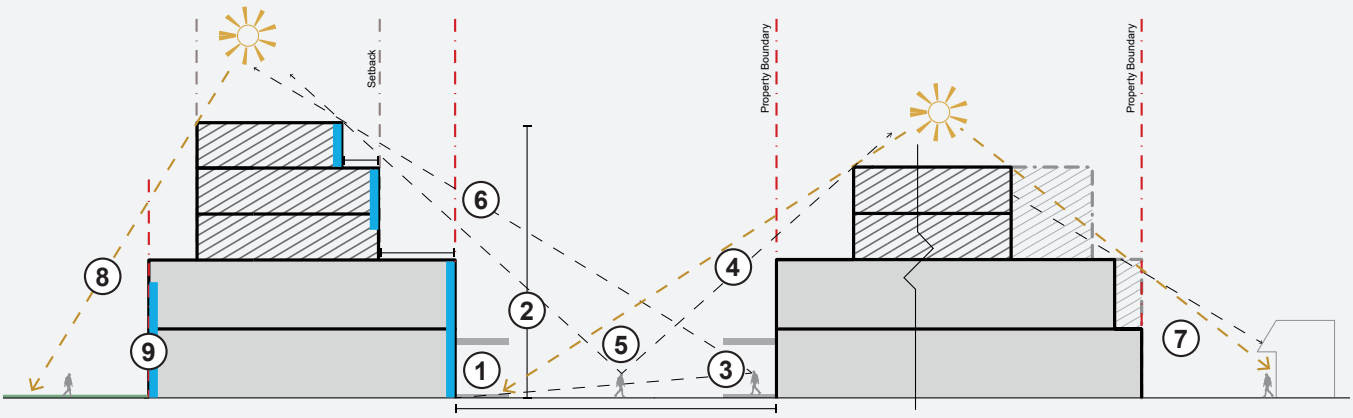


Figure 10: Key built form factors (Lat37 2022)

Key
1. Heritage and character
2. Streetscape ratio
3. View cone along Glenhuntly Road
4. Solar access along Glenhuntly Road
5. Sky view factor on Glenhuntly Road
6. Visual bulk along Glenhuntly Road
7. Transitions to sensitive interfaces
8. Solar access on open spaces
9. Active frontages, safety and preferred access

Key built form factors

Heritage and character: Recognised historical streetscapes and the way specific features of buildings come together to give the streetscape its unique quality. In the main retail precinct, heritage and character go hand-in-hand. In other parts of the activity centre, the character may not be heritage based. However, recognised streetscapes and significant buildings must be respected and integrated into the new character, forming part of the identity of the area.

Streetscape ratio: The height of a building relative to the width of the street. A streetscape ratio of between 1:1 and 1:1.3 on Glenhuntly Road retains the existing built form as the dominant view from the street and allows for ample sky views. A streetscape ratio above 1:1.5 is preferred in the urban renewal precinct to accommodate more density, to increase pedestrian amenity through a feeling of enclosure and to provide passive surveillance.

View cone: The proportion of old-to-new built form in one development that is visible from the opposite side of the street. Buildings along Glenhuntly Road in the main retail precinct can reach six storeys without overwhelming the heritage streetscape if setback adequately above the street wall.

Solar access: The amount of time that a given space will not be overshadowed by a building. Solar access is usually measured on the equinox. With the correct setbacks, buildings on the north side of Glenhuntly Road can reach six storeys without overshadowing the southern footpath between 10am and 2pm on the equinox. Key open spaces can be protected from overshadowing in winter as well.

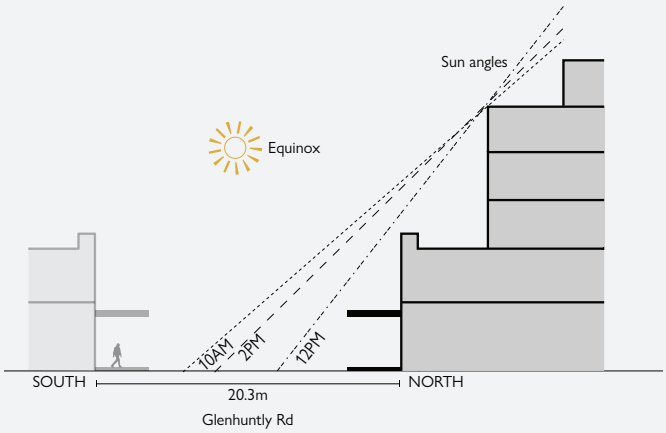


Figure 11: Equinox shadow on Glenhuntly Road

Sky view factor: The amount of visible sky, usually measured from the centre of the street. Building heights, setbacks and the streetscape ratio all have an effect on the sky view factor. A narrow, built-up commercial street with tall buildings on both sides will have a lesser sky view factor than a wide residential street. Glenhuntly Road will have a greater sky view along the main retail precinct than in the urban renewal precinct.

Visual bulk: The sense of largeness that a building creates by its size, shape, material and proximity to lower-scale built form. Visual bulk is managed to protect the low-rise heritage street wall along Glenhuntly Road, balanced with the need for the area to fulfil its role as a MAC by ensuring developable outcomes. Front, side and rear setbacks play an important role in managing visual bulk.

Transitions to sensitive interfaces: The way larger built form steps down to neighbouring buildings of lower scale. This is how visual bulk, overlooking and overshadowing are managed from a large commercial building to a more sensitive use, such as a detached dwelling.

Active frontages, safety and preferred access: The interface between built form and the public realm. Streets lined with active frontages, functioning doors and windows, balconies at upper levels and high levels of visibility into buildings will enhance pedestrian safety and experience overall. Different streets, paths and open spaces require slightly different built form controls to ensure street character and safety are well managed, but passive surveillance is essential throughout.

> Main retail street: Active frontages at ground level, balconies and windows at upper levels, no new vehicle crossovers over pedestrian priority footpath.

> Open spaces and pedestrian priority streets: Active frontages at ground level, balconies and windows at upper levels.

> Path: Windows and balconies at upper levels.

> Shared lanes: Active frontages, vehicle access, windows and balconies at upper levels.

> Service lanes: Vehicle access, windows and balconies at upper levels.

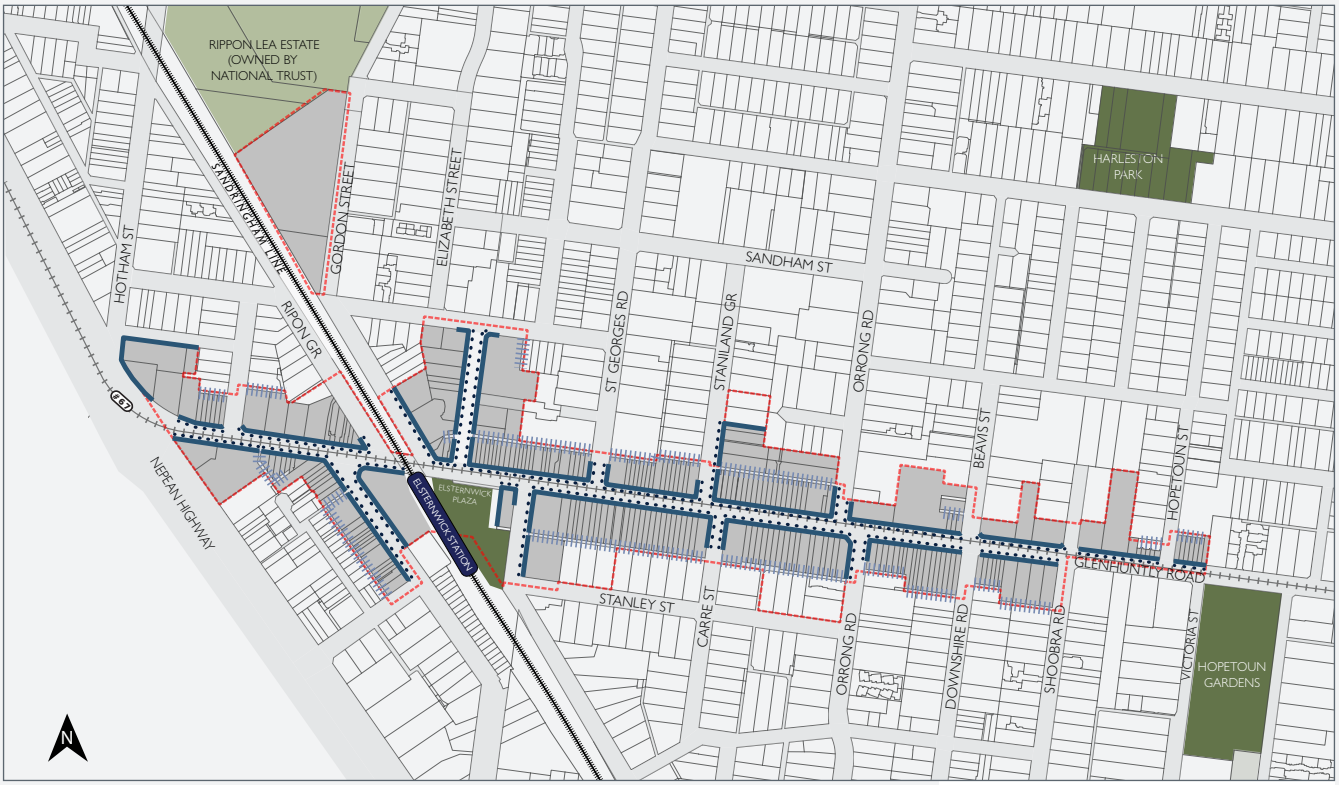


Figure 12: Active frontages, safety and preferred access (Lat37, 2022)

Key

- Railway Line
- Tram Line
- Active Frontage
- Vehicle Access
- Overhang/Awning
- Open Spaces
- Rippon Lea Estate
- Built Form Framework Area

Building envelopes

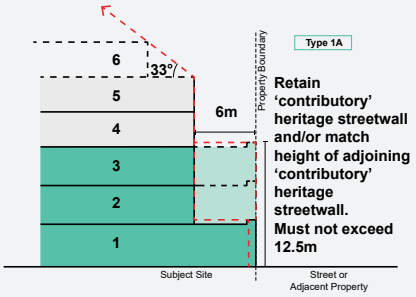
Once the principles are defined and key factors explored and modelled, the building envelopes can be determined. Figure 13 and the interface diagrams below indicate the various street wall heights and setbacks, upper level setbacks and overall building heights that can be accommodated within the parameters of the *Elsternwick Built Form Framework.* Heights and setbacks vary throughout the activity centre according to precinct, orientation, heritage status and neighbouring property types. The building envelopes represent what can be permitted rather than dictate exactly how buildings should be built.

Figure 13: Building envelopes and interface types (Lat37, 2022).

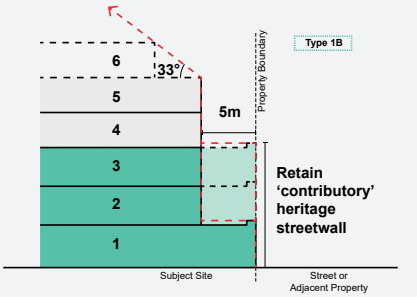
Key to heights and setbacks:

- 5 Storeys — 20m
- 6 Storeys — 24m
- 8 Storeys — 31m
- 12 Storeys — 46m
- Winter solstice shadow controls
- Potential open space
- Railway
- Southern footpath shadow control
- Limited development — Land subject to HO
- 8 Building heights (In storeys)
- Interface type 1A — Main retail heritage (Mandatory)
- Interface type 1B — Heritage interface
- Interface type 2 — Local streets and residential
- Interface type 3A/3B — Very sensitive residential
- Interface type 4A — Main retail and non residential
- Interface type 4B/4C — PUZ Stanley St and Orrong Rd
- Interface type 5A/5B — Sensitive residential
- Interface type 5C — PUZ interface to Maysbury Ave
- Interface type 6 — Urban renewal
- Interface type 7A/7B — Sensitive heritage interface

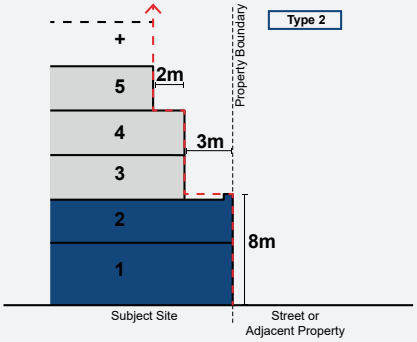
Note: Faded land indicates Council owned land



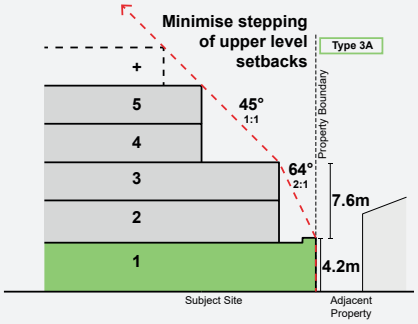
Interface Type 1A:
Main retail heritage (Mandatory)



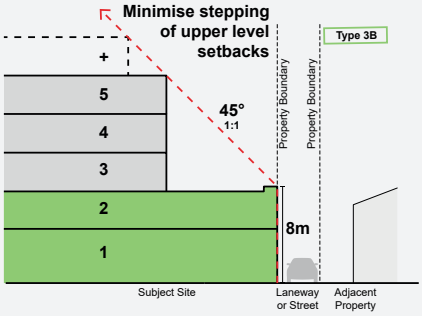
Interface Type 1B:
Heritage interface



Interface Type 2:
Local streets and residential

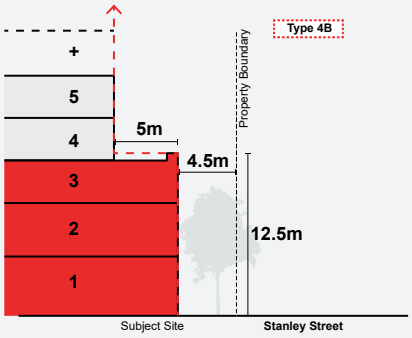


Interface Type 3A:
Very sensitive residential

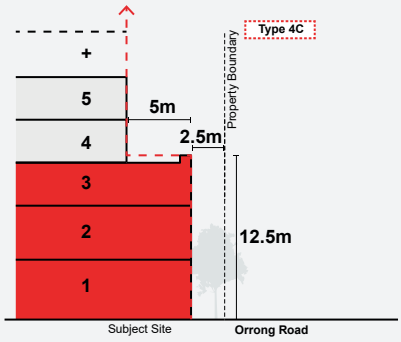


Interface Type 3B:
Very sensitive residential

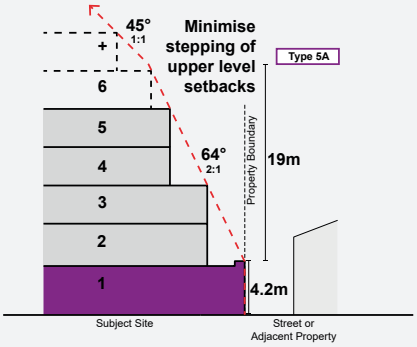
Interface Type 4A:
Main retail and non-residential



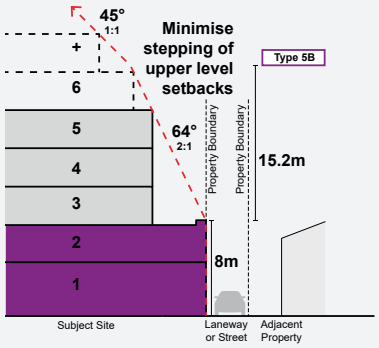
Interface Type 4B:
PUZ Stanley Street and Orrong Road



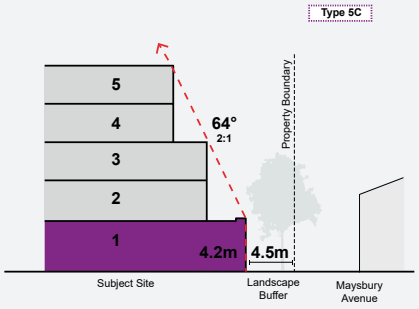
Interface Type 4C:
PUZ Stanley Street and Orrong Road



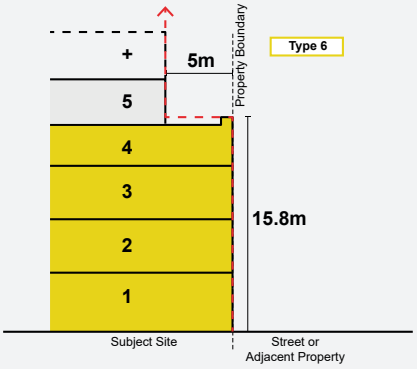
Interface Type 5A:
Sensitive residential



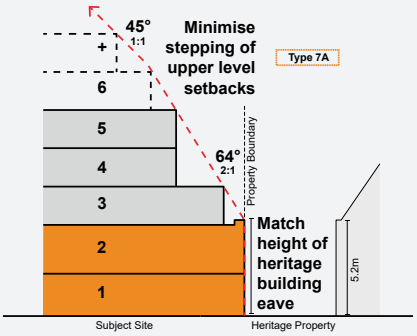
Interface Type 5B:
Sensitive residential



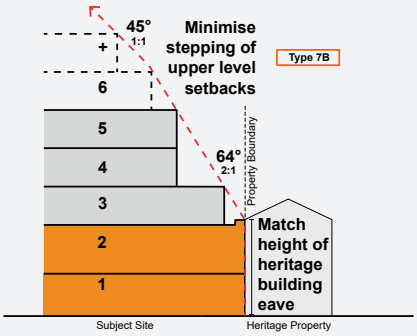
Interface Type 5C:
PUZ interface to Maysbury Avenue



Interface Type 6:
Urban renewal



Interface Type 7A:
Sensitive heritage interface



Interface Type 7B:
Sensitive heritage interface

Interface types

There are many other aspects for the Elsternwick Built Form Framework to consider beyond the maximum building envelopes, for instance, the separation of buildings at upper levels to prevent overlooking and ensure daylight access while also allowing neighbouring properties to develop. Providing breaks between buildings to prevent long, continuous expanses of built form above the street wall is another consideration. Design recommendations for these and other aspects, such as building materiality, car and bicycle parking, landscape design and more, make up the final piece of the Built Form Framework.

Process to develop the Elsternwick Built Form Framework

Set the design principles → **Test key built form factors** → **Determine building envelopes** → **Provide design guidance**

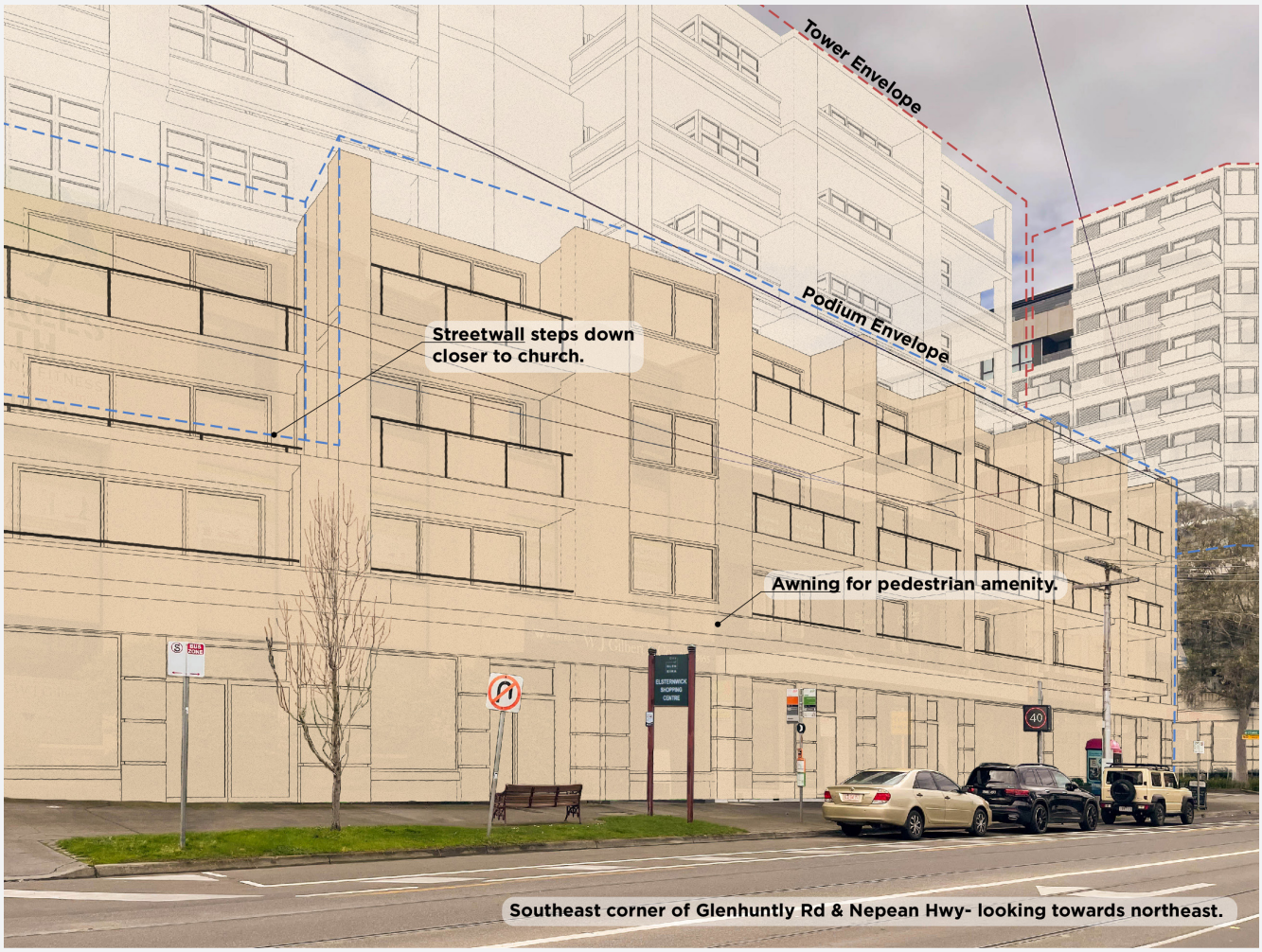


Figure 14: Illustration of maximum building envelopes in the Urban Renewal Precinct where a 12-storey height limit is proposed (for conceptual purposes only).

To ensure Elsternwick develops in a way that supports the vision, **Council will propose a permanent Design and Development Overlay (DDO) into the Glen Eira Planning Scheme that achieves the following:**

> defines building heights and setbacks on commercial and mixed use land;
> identifies mandatory heights and setbacks in the Main Retail Precinct;
> transitions to sensitive residential interfaces and individual heritage sites;
> protects the southern footpath from overshadowing at the equinox;
> protects key public open spaces from excess overshadowing in winter;
> minimises overshadowing and overlooking to existing residential areas;
> encourages building breaks and articulation above the podium in the Main Retail Precinct along Glenhuntly Road;
> facilitates active frontages and optimises pedestrian safety and building access;
> provides design guidance for awnings and signage that enhance and respond to Elsternwick's character;
> encourages material uses that enhance and respond to Elsternwick's character and contribute to building sustainability performance;
> supports environmentally sustainable building design such as passive solar design, optimal orientation, building insulation and water efficiency features;
> enhances internal amenity through building depth and building separation; and
> provides additional design guidance for private building features such as car and bicycle parking, landscaping, waste and building services, structure planting, deep soil planting zones and garage doors.

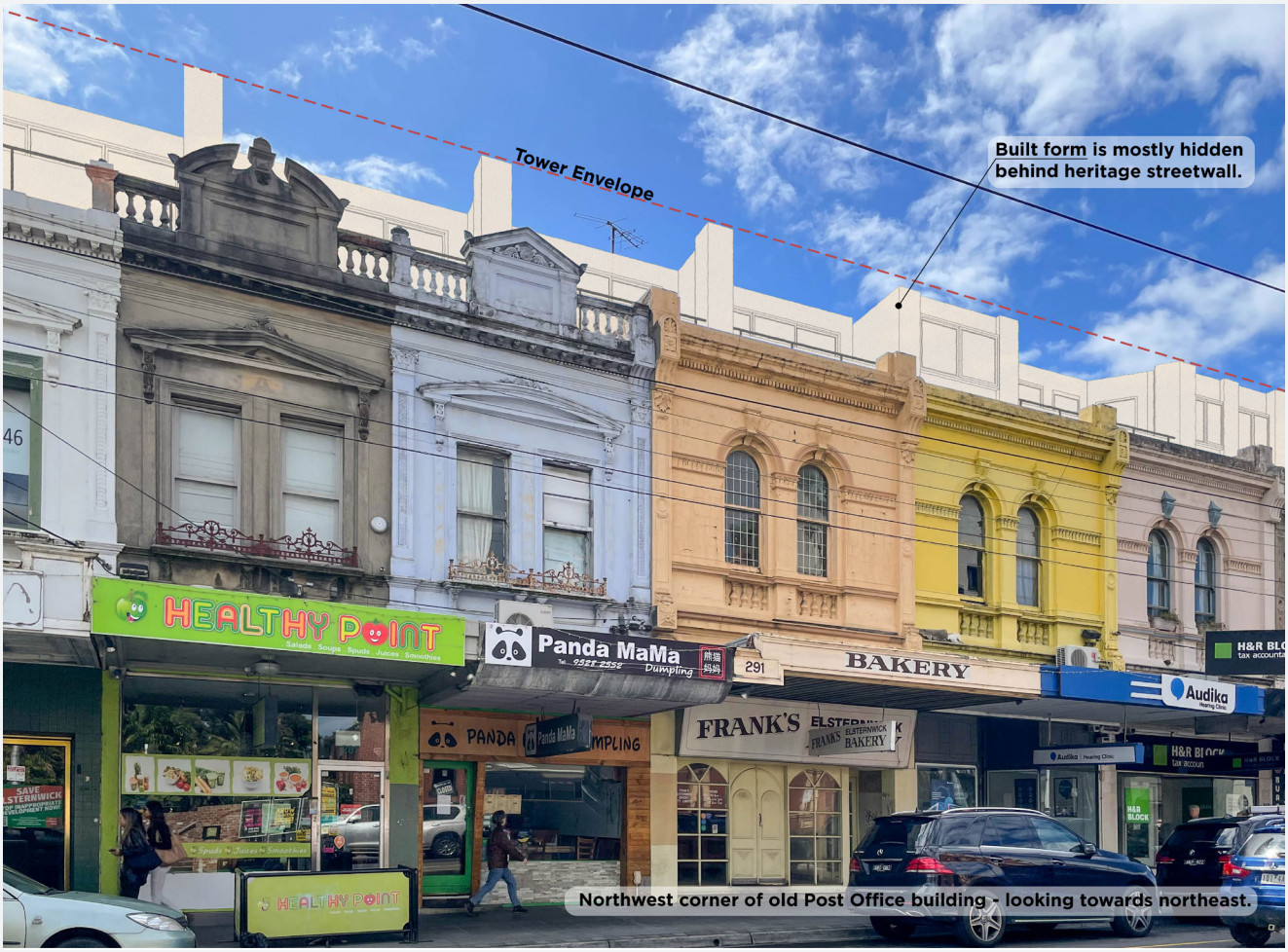


Figure 15: Illustration of maximum building envelopes in the Main Retail Precinct where a five-storey height limit is proposed (for conceptual purposes only).

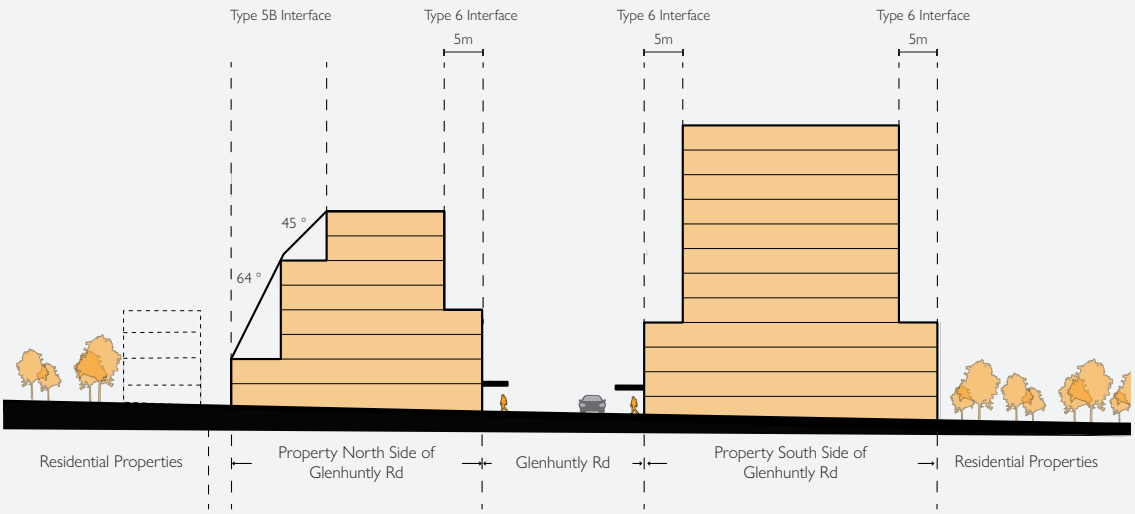


Figure 16: Cross section view of Glenhuntly Road looking east from Nepean Highway.

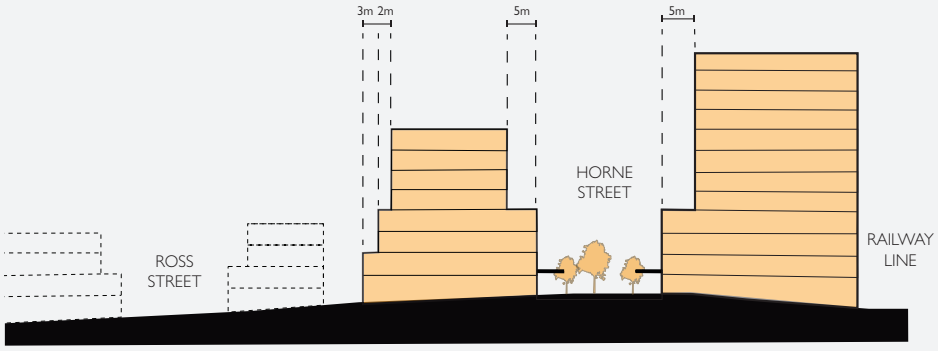


Figure 17: Cross section view of Horne Street and Ross Street looking northwest from Rusden Street.

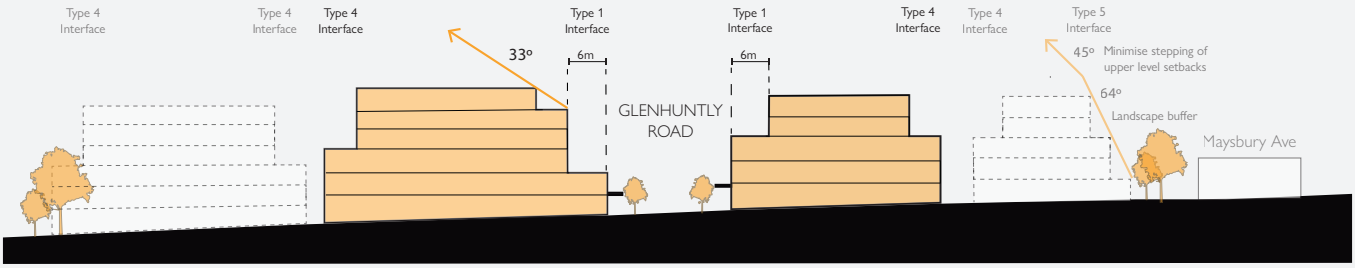


Figure 18: Cross section view of Glenhuntly Road looking west from Orrong Road.

PUBLIC SPACES

Public spaces, including streets, plazas, parks, laneways and pedestrian links, connect the elements of Elsternwick together into a cohesive whole. Good planning and design of public spaces will assist Council in achieving its targets in transport, urban forest, climate change and community wellbeing, while ensuring a liveable and loveable public realm in Elsternwick.

Elsternwick Plaza is the only public open space within the MAC, with Hopetoun Gardens just beyond the eastern edge. With greater dwelling density and fewer backyards, public open spaces with good solar access are essential for liveability in centres like Elsternwick. Council car parks and the former ABC studios on Gordon Street, including across Gordon Street, present potential opportunities for new public open spaces. Built form controls will ensure all existing and proposed public open spaces will be protected from excess overshadowing by new development between 10am and 2pm in winter.

As development on Horne Street intensifies, it is important to respond with high quality public realm. Ground floor activation will encourage pedestrian movement and interaction with the street. Widened footpaths will allow for outdoor dining opportunities and new street trees, greenery and benches. Lighting and signage can lend a distinct look and feel to this part of the urban renewal precinct as it changes.

Several proposed public space projects from the 2018 *Elsternwick Structure Plan* are carried over to the revised *Structure Plan*. These include a new community hub and open space on Staniland Grove where the library and car park are located and new public open space on Gordon Street.

One new proposal since the previous *Structure Plan* is to consider Council's car park at the eastern end of Stanley Street at Orrong Road for a variety of other potential uses, such as social and affordable housing or other community uses, while also providing ongoing car parking for MAC visitors.

Figure 19: Artist's rendition of new use of public space, looking north up Staniland Grove.

Since COVID-19, local governments have been exploring ways to provide new opportunities to gather outdoors. Parklets, which temporarily shift the use of selected on-street car parking spaces for outdoor seating and dining, is one example. Council's parklet program included a few sites on Glenhuntly Road, west of Horne Street.

It is important to design our public spaces, particularly streets and footpaths, to be interesting, comfortable and safe for people. Active frontages, weather protection, universal accessibility, sunlight access and passive surveillance all contribute to a positive, pedestrian-oriented public realm that is welcoming to all.

The following concepts will guide planning and design of public spaces in Elsternwick:

> better and safer movement;

> placemaking and culture;

> walkable and healthy places;

> sustainable streets and spaces; and

> celebration of heritage character.

Figure 20: Public space recommendations and pedestrian amenity improvements.

Key

- Study area boundary
- Existing open space
- Ripponlea Estate
- Potential redevelopment site
- Intersection improvements
- Streetscape/footpath improvements
- Pedestrian priority street
- Side street crossing improvements
- Pedestrian priority laneway
- Potential canopy tree planting

To ensure our public spaces in Elsternwick are planned and designed well, Council will implement these strategies:

> undertake a Complete Streets Masterplan for the study area to inform future projects;

> pursue opportunities to embed Traditional Custodian knowledge and cultural values throughout the activity centre;

> continue to realise the vision for Elsternwick Cultural Precinct;

> create a high quality public realm at street level along Horne Street with a distinct look and feel, including street trees and greenery, benches, lighting and signage at human scale;

> consider widening the footpaths on Horne Street to enhance the public realm as development intensifies;

> create a new community hub and park with improved car parking at the Elsternwick library between Staniland Grove and Orrong Road;

> explore future opportunities for affordable housing and other community uses with improved car parking on Stanley Street at Orrong Road subject to community consultation;

> investigate a shared zone on Staniland Grove and Carre Street to improve pedestrian safety between the community hub and across Glenhuntly Road into Carre Street;

> facilitate the delivery of a high-quality public open space as part of a redevelopment of the former ABC studios on Gordon Street;

> investigate opportunities for additional open space within the MAC between Gordon Street and Elizabeth Street;

> ensure there is no additional overshadowing on the southern footpath of Glenhuntly Road in the Main Retail Precinct between 10am and 2pm on the equinox;

> minimise overshadowing to key public open spaces between 10am and 2pm on the winter solstice;

> improve the pedestrian amenity of Gordon Street, including wayfinding to Glenhuntly Road, widened footpaths and additional street tree planting where parking losses are offset at other nearby locations;

> encourage improvements in pedestrian amenity and safety to the multi-use path between the rail line and the former ABC studios;

> improve pedestrian amenity to and throughout the activity centre;

> apply crime prevention through environmental design (CPTED) principles to new developments and public space projects;

> under the guidance of Council's Placemaking Framework, enhance evening and night-time activity;

> advocate to extend the awning along the length of Elsternwick station;

> identify tree planting sites to increase tree canopy cover; and

> reclaim public space for improved greening outcomes and water sensitive urban design.

Figure 21: Conceptual public realm design — Staniland Grove to Orrong Road

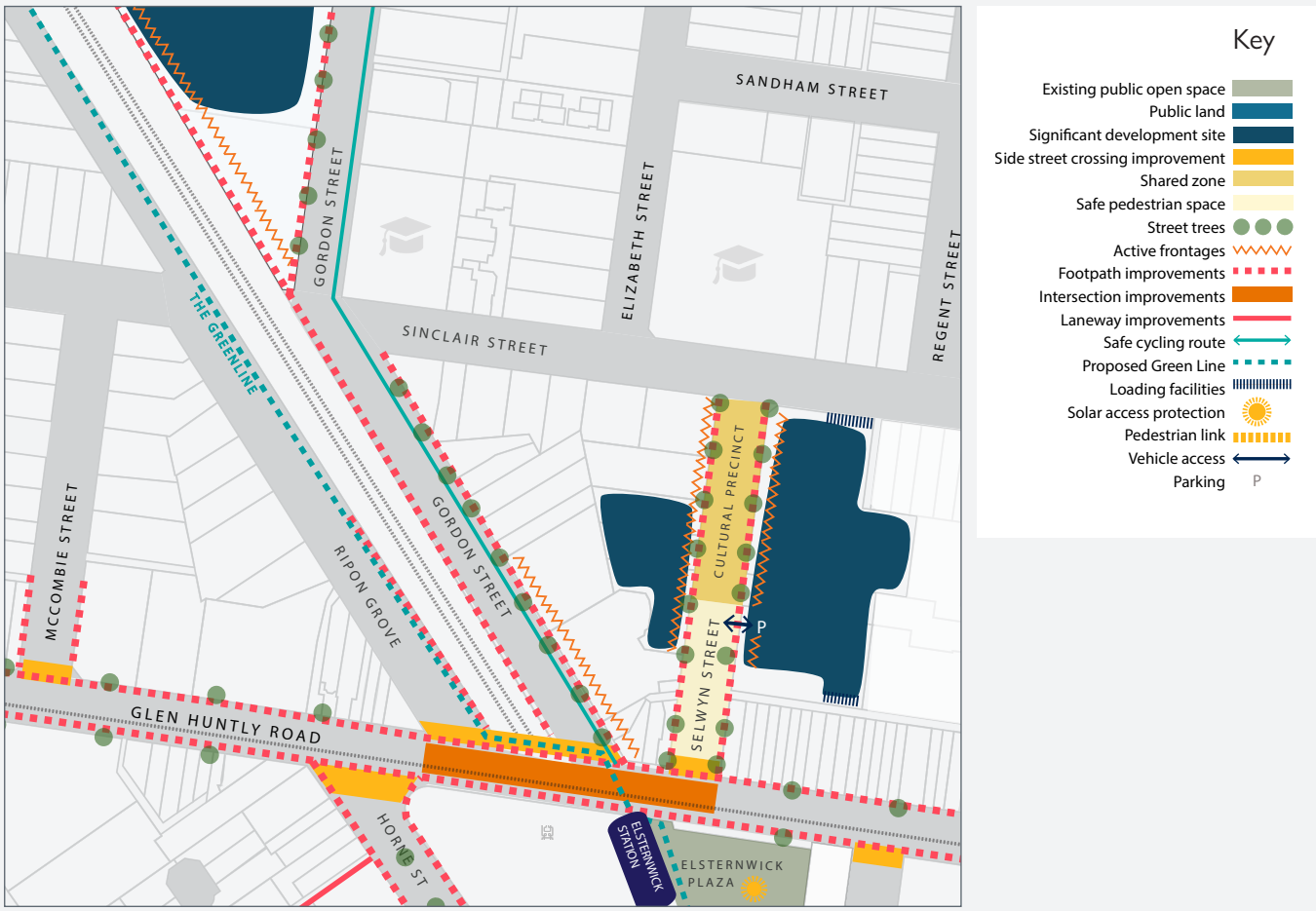


Figure 22: Conceptual public realm design — Gordon Street to Selwyn Street

Figure 23: Existing and future winter shadows, Elsternwick Plaza 22 June (winter solstice) Street

Key
- Existing shadows
- Additional shadows from proposed controls
- Public open space

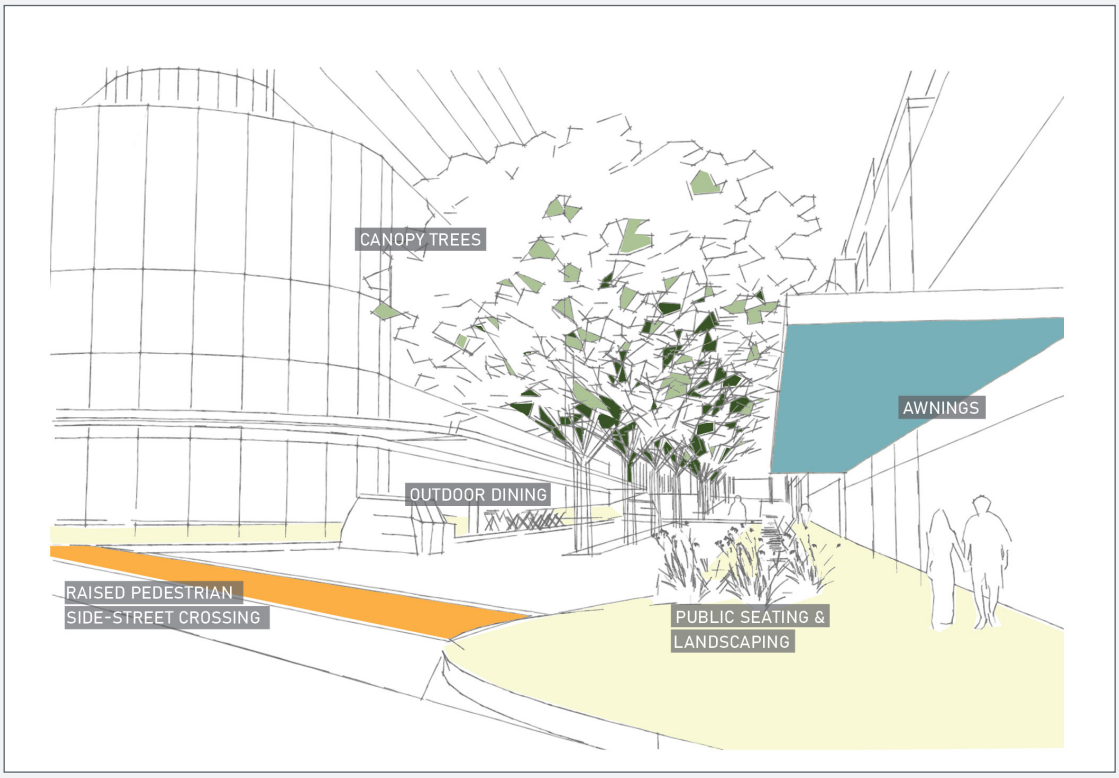


Figure 24: Artist's rendition of Horne Street public realm, looking south from Glenhuntly Road.

TRANSPORT

Elsternwick is very well served by all transport modes, including trains, trams, buses, roads, pedestrian networks and cycling links. Car parking is available for visitors and commuters. The main challenge facing the Elsternwick transport network will be to maintain a well-functioning system as the population grows but road capacity remains the same.

Traffic flow in Elsternwick can be improved with interventions but as an established suburb the road capacity is set. Safe and efficient driving routes with accessible public parking must remain available to Elsternwick residents, businesses and visitors to ensure driving is an option for some. However, the future of transport in the Elsternwick MAC lies not in providing more opportunities to drive and park in the centre but in ensuring a range of reliable transport options is available for all people.

Council's adopted strategies support this approach. The *Integrated Transport Strategy 2018–2031* commits Glen Eira to a 50:50 mode share of car and non-car trips by 2031. The *Our Climate Change Emergency Response Strategy 2021–2025* supports the community to choose zero or low emissions transport. Although the road network is constrained, Elsternwick's transport system overall is robust enough that mode shift to more sustainable transport is within reach for some.

The main challenges with sustainable transport include a lack of pedestrian connectivity across Glenhuntly Road, gaps in the cycling network, limited bicycle parking and non-universal accessibility of trams on route 67. With improvements and support from State Government, more people will be able to shift to these modes and be less reliant on cars.

Provision of high-quality sustainable transport may require changes to street design to provide safer cycling routes or tram stop improvements. Enhancing pedestrian crossings by widening them, providing tactile or raised surfaces, pedestrian refuge points and kerb outstands will increase pedestrian safety. De-cluttering footpaths will make way for more foot traffic. Widening and flattening the footpath on Glenhuntly Road as well as adding amenities such as lighting, seating and signage and installing universally accessible kerbs will enhance the pedestrian experience for all.

Shifting to more sustainable modes also aligns with Glen Eira's goals in open space and tree canopy cover. For instance, Council car parks can be temporarily or partially redeveloped to be used for open space and additional tree planting. Select on-street car parking spaces can also be repurposed to provide out-stands for canopy trees. In these cases, Council will offset public car parking losses at other nearby locations.

Additionally, limiting the provision of car parking in new residential development at select locations will assist in lowering the number of cars and car trips in the centre per capita over time. Given Elsternwick's fixed road network, it is recommended that lower or zero car parking requirements be explored and considered in select new residential development, particularly in the Main Retail Precinct where traffic movement and rear access through laneways is challenging and to the detriment of the centre. Car share spaces should also be provided. With a strong multi-modal transport network, some people in Elsternwick will be able to meet their needs without owning a car.

However, ongoing provision of public car parking both on and off street is important for the economic vitality of the centre. While the *Structure Plan* proposes repurposing some Council car parking, new spaces can be provided in other areas within the MAC. Options could include basement car parking at Council sites and partnering with private developments to co-locate public car parking spaces within larger developments. These alternatives to at-grade car parking provide a balance between the ongoing viability of businesses with other structure plan goals including tree planting and provision of public open space.

Sustainable transport is not a Council interest alone. The Green Line is a community-developed proposal for a linear pedestrian and cycle green link from South Yarra to Gardenvale that goes through Elsternwick, aiming to improve pedestrian accessibility as well as increase habitat for biodiversity and tree canopy cover.

To ensure our transport network continues to serve the population of Elsternwick well, Council will implement these strategies:

> undertake a Complete Streets Masterplan for the study area to inform future projects;

> improve pedestrian amenity along Glenhuntly Road and other pedestrian routes by widening and flattening footpaths, de-cluttering, providing more amenities, improving crosswalks, and ensuring universal accessibility;

> improve key cycling routes with features such as signage, traffic calming and/or separated facilities;

> provide dedicated cycling crossing points across Glenhuntly Road;

> increase the availability of bicycle parking throughout the centre;

> provide electric bike charging stations for public use;

> introduce 'keep clear' lanes where needed to improve traffic flow and maintain intersection functionality;

> manage laneways for dwelling access and pedestrian safety;

> introduce car parking technology for public parking, such as sensors and guiding systems;

> implement the *Glen Eira Parking Policy*;

> provide accessible car parking closer to Glenhuntly Road;

> explore opportunities to re-purpose select on-street car parking spaces to increase tree canopy cover, with the aim of achieving no net loss of public car parking;

> reduce residential car parking requirements at select locations and increase car share or public car spaces in new residential developments;

> introduce electric vehicle charging stations for public use in off-street Council car parks;

> advocate improvements to public transport service, including public transport priority on Glenhuntly Road, universally accessible tram stops and relocation of the bus terminus away from Glenhuntly Road;

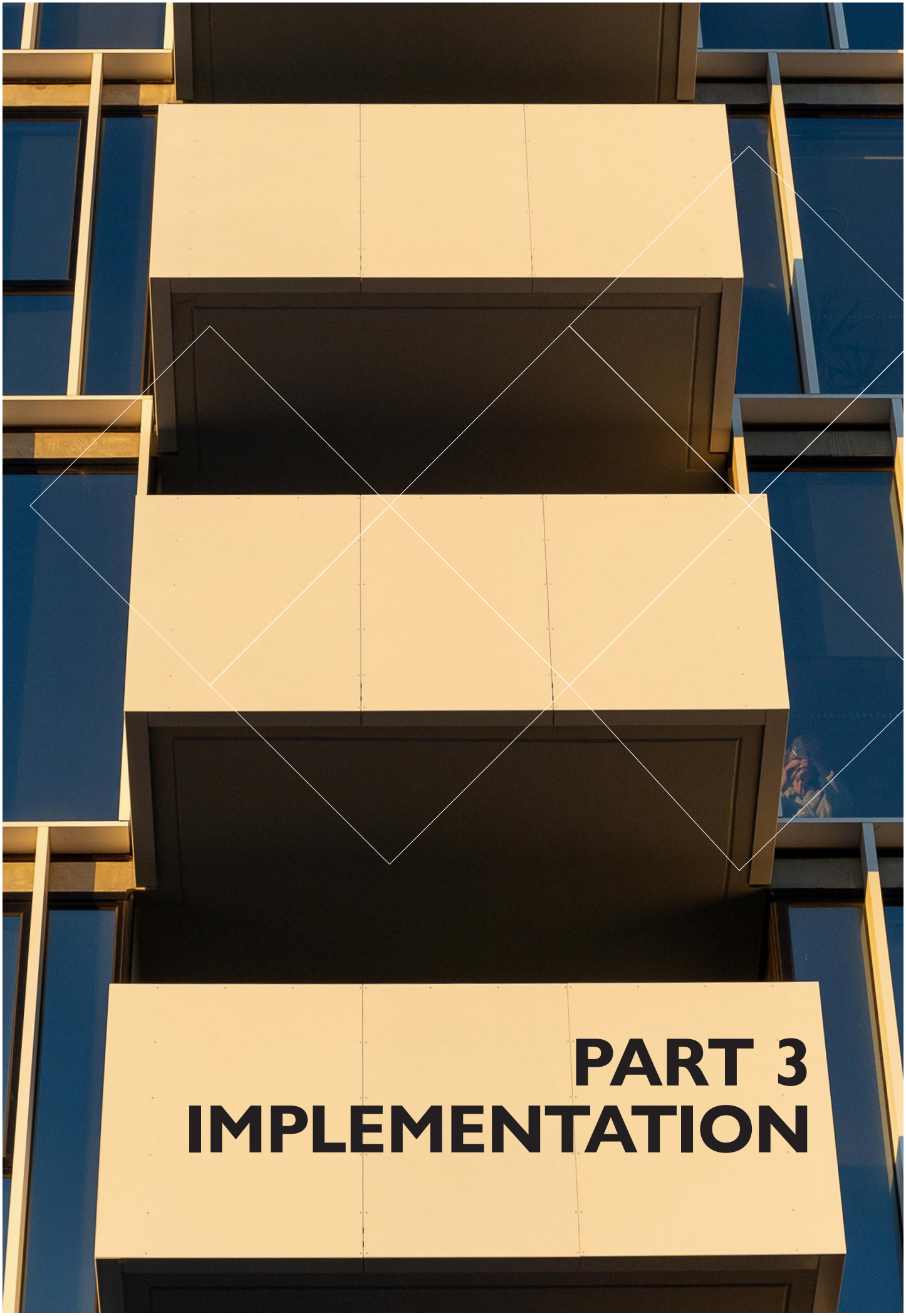
> investigate the transport implications of Gordon Street closure at the former ABC Studio site for future open space; and

> complete the feasibility study of the Green Line proposal.

Figure 25: Elsternwick transport recommendations.

Key

- Existing Public Open Space
- Rippon Lea Estate
- Intersection Improvements
- Improve Pedestrian Amenity
- Improve Key Cycling Routes
- Shared path
- Potential Future Pedestrian Connection
- Proposed Green Line
- Tram Route
- Train Line
- MAC Boundary



PART 3
IMPLEMENTATION

When will the structure plan be implemented?

Recommended statutory changes to building and land use controls on all affected land will be implemented through a planning scheme amendment, to begin late 2023. An amendment changes the planning controls in the *Glen Eira Planning Scheme*, which determine how land can be used or developed. For privately-owned land, development will occur over time under the newly implemented controls.

For major projects proposed on Council-owned land, such as new public open spaces, or projects involving advocacy or participation of other levels of government and stakeholders, an implementation plan has been prepared (see next section).

How will the plan be funded?

Actions in the implementation plan are prioritised to indicate capital works that are more or less critical to support the growth and development of the centre over time. Short-term projects will be submitted for capital funding consideration first. Medium- and long-term projects will not be included until the short-term projects have been completed, are no longer required or will be delivered by others. Projects and priority levels will be reviewed regularly. All actions will be subject to Council's budgetary processes and considered against broader Council priorities.

How will the plan be reviewed?

Council will review the *Structure Plan* and its implementation plan internally every four years.

Reporting undertaken against the *Glen Eira Council Plan* will include updates on elements of the Structure Plan that have been advanced. This will be reported on publicly.

Council will discuss the outcomes from the *Structure Plan* and progress of identified projects with Elsternwick traders through the Elsternwick Mainstreet Committee.

For each action in the implementation plan, the following are assigned:

> work category:
  - planning (statutory framework)
  - Council policies and studies
  - infrastructure and capital works
  - operations
  - advocacy
> responsible department of Council
> timeframe:
  - immediate
  - short term: One to five years
  - medium term: Five to 10 years
  - long term: Over 10 years
  - ongoing

IMPLEMENTATION PLAN

PLANNING*

REF	ACTION	DEPARTMENT	TIMEFRAME
P1	Propose new Elsternwick DDO to *Glen Eira Planning Scheme* to control heights, setbacks and design guidelines	City Futures	Immediate
P2	Secure new public open space at former ABC studios on Gordon Street	Urban Planning/ Recreation and Open Space	Immediate
P3	Require car share and public car spaces in multi-unit developments (MUDs)	City Futures	Immediate
P4	Require electric vehicle charging in MUDs	City Futures	Immediate
P5	Explore options for zero/low parking in new residential developments at select locations	City Futures	Short term
P6	Introduce Elsternwick ESD policies to *Glen Eira Planning Scheme*	City Futures	Immediate
P7	Rezone residential land to commercial as identified to meet future employment demand	City Futures	Immediate
P8	Require protection of solar access to key public spaces	City Futures	Immediate
P9	Include social & affordable housing as part of MUDs	Urban Planning	Ongoing
P10	Encourage best waste management and resource recovery practices for MUDs including organic waste diversion from landfill	Sustainability and Infrastructure	Ongoing
P11	Investigate introducing a Development Contributions Plan (DCP) to support new infrastructure	City Futures	Short term
P12	Up-zone land as identified to provide greater housing diversity in the long term	City Futures	Immediate
P13	Down-zone identified land in NCO4 and HO72 to align zone with heritage and character intent through the implementation of the *Glen Eira Housing Strategy*.	City Futures	Short term
P14	Incorporate CPTED principles in new developments	City Futures	Ongoing

* This section forms the statutory framework.

COUNCIL POLICIES AND STUDIES

REF	ACTION	DEPARTMENT	TIMEFRAME
C1	Prepare a Complete Streets Masterplan for the MAC to expand on the following public space and transport recommendations: • key pedestrian route improvements • minor road crossing treatments • signal intersection pedestrian improvements • repurposing of on-street car parking • improvements to key bike routes • dedicated bike crossing points • tree planting	City Futures	Immediate
C2	Update *Glen Eira Parking Policy* to reflect zero/low residential car parking in new development at select locations	City Futures	Medium term
C3	Investigate feasibility of redeveloping key Council-owned sites for affordable housing, public open space and community uses	City Futures/ Recreation and Open Space/Community Development	Medium term
C4	Support the Elsternwick Cultural Precinct	City Futures/Project Management Office	Ongoing
C5	Seek opportunities for sharing Traditional Custodian knowledge	Community Development/ City Futures	Short term
C6	Revisit the Elsternwick community hub proposal	Project Management Office	Medium term
C7	Incorporate CPTED principles into all public projects	Infrastructure and Sustainability	Ongoing
C8	Review trading guide to reduce footpath clutter	City Futures	Medium term
C9	Review Council's street tree planting palette and recommend species best suited to local conditions to mitigate effects of climate change	Parks Services	Short term
C10	Investigate transport implications of Gordon Street closure for public open space	City Futures/Recreation and Open Space	Short term
C11	Review on-street car parking provision to identify additional parking options where available	City Futures/ Infrastructure and Sustainability	Short term

INFRASTRUCTURE AND CAPITAL WORKS

REF	ACTION	DEPARTMENT	TIMEFRAME
IC 1	Investigate Gordon Street shared walking and cycling path as development occurs on Gordon Street and Selwyn Street	Infrastructure and Sustainability	Medium term
IC2	Increase amount of bicycle parking in the MAC	City Futures	Ongoing
IC3	Work with relevant authorities to improve public transport priority on Glenhuntly Road with signal operations and separation of traffic at key locations	Infrastructure and Sustainability	Medium term
IC4	Monitor network performance and, where appropriate, implement interventions such as 'keep clear' markings and intersection signalisation	Infrastructure and Sustainability	Ongoing
IC5	Monitor and manage laneways to ensure dwelling access and pedestrian safety. This could include directional changes to traffic or physical changes to the laneway.	Infrastructure and Sustainability	Ongoing
IC6	Investigate opportunities for new car parking technology throughout the MAC	Infrastructure and Sustainability	Short term
IC7	Seek opportunities for EV charging stations for public use in off-street car parks	Infrastructure and Sustainability	Medium term
IC8	Investigate widening the Horne Street footpath	City Futures/ Infrastructure and Sustainability	Long term

OPERATIONS

REF	ACTION	DEPARTMENT	TIMEFRAME
O1	Move universally accessible car parking closer to Glenhuntly Road	Infrastructure and Sustainability	Medium term
O2	Plant more trees and shrubs along Glenhuntly Road in accordance with Masterplan	Parks Services	Medium term
O3	Plant canopy trees on side streets and in open spaces in accordance with Masterplan	Parks Services	Short term
O4	Continue to expand on identification of tree planting sites	Parks Services	Ongoing
O5	Investigate installation of engineered tree planting pits in hard surfaces	Parks Services	Medium term
O6	Deliver evening and night-time activation	City Futures	Short term

ADVOCACY			
REF	ACTION	DEPARTMENT	TIMEFRAME
A1	Advocate for universally accessible tram stops throughout the MAC	City Futures	Ongoing
A2	Advocate for the relocation of 625 bus terminus away from Glenhuntly Road to Riddell Parade or Horne Street	City Futures	Medium term
A3	Advocate for the extension of awnings along full length of the train station frontage	City Futures	Medium term
A4	Advocate for the Green Line project	City Futures	Short term
A5	Advocate for additional social and affordable housing	City Futures/ Community Development	Ongoing

SUPPORTING DOCUMENTATION

Reference Documents

Bentleigh & Elsternwick Activity Centres: RGZ Heritage Analysis & Recommendations, May 2022 (GJM Heritage)

Biodiversity in Glen Eira, February 2018 (Graeme S. Lorimer)

Built Form Review: Elsternwick Major Activity Centre Heritage Built Form Analysis & Recommendations, July 2023 (GJM Heritage)

Built Form Review: Elsternwick Major Activity Centre Heritage Built Form Analysis & Recommendations — Addendum, July 2023 (GJM Heritage)

Elsternwick Built Form Framework, June 2023 (Lat37 Studio)

Elsternwick Built Form Framework, Existing Context Report, February 2022 (Lat37 Studio)

Elsternwick Transport Study, August 2022 (Ratio)

Elsternwick Public Realm Review, Structure Plan Revision 2022 (Glen Eira City Council)

Elsternwick Structure Plan 2018 (Glen Eira City Council)

Employment Land Needs Assessment for the Bentleigh, Carnegie and Elsternwick Major Activity Centres, March 2022 (SGS Economics & Planning)

Glen Eira Housing Capacity and Demand Analysis, November 2021 (SGS Economics & Planning)

Glen Eira Heritage Review of Elsternwick Structure Plan Area 2019 (RBA Architects)

Glen Eira Parking Policy, March 2020 (Glen Eira City Council)

Statistics

Table 1: ABS Census Data 2021:
https://profile.id.com.au/glen-eira/population?WebID—160&BMID—10

Future population statistics:
City of Glen Eira community population forecast 2022 (Informed Decisions)

Future housing statistics:
Glen Eira Housing Capacity and Demand Analysis, November 2021 (SGS Economics & Planning)

Future employment statistics:
Employment Land Needs Assessment for the Bentleigh, Carnegie and Elsternwick Major Activity Centres, March 2022 (SGS Economics & Planning)

GLOSSARY

Active frontage
Street frontage that enables engagement between people in the street and those on the ground and upper floors of buildings. It helps to have a front façade open toward the street.

Amenity
Positive elements that contribute to the overall character or enjoyment of an area. For example, open space, trees, street furniture and sunlight access.

At-grade
At ground level.

Built form
The predominant form of development, taking into account building mass, height, setbacks and site coverage.

Commercial 1 zone (C1Z)
A commercial zone that also allows residential uses. There is no height limit for this zone unless specified in a DDO.

Commercial 2 zone (C2Z)
A commercial zone that does not allow residential uses. Supports offices, some manufacturing and larger format retail.

Design and development overlay (DDO)
A planning control applied to commercial or mixed use land to regulate design and built form of new development. May include mandatory or discretionary building height limits.

General residential zone (GRZ)
A residential zone with a maximum building height of three storeys.

Heritage overlay (HO)
A planning control applied to a place, object or area identified as being of heritage significance. Trees, gardens, parks, structures, buildings and streetscapes can be included in the heritage overlay.

Mixed use zone (MUZ)
A zone that allows a range of residential, commercial, light industrial and other uses. There is no height limit for this zone unless specified in a DDO.

Neighbourhood character overlay (NCO)
A planning control that protects an area with particular urban character, including public and private realm aspects and how the features interact to create a sense of place.

Neighbourhood residential zone (NRZ)
A residential zone with a maximum building height of two storeys.

Public realm
All spaces and places that are open and freely accessible to everyone, regardless of socioeconomic conditions, abilities and age. It includes streets, laneways, parks and public plazas.

Public use zone (PUZ)
Public land used for public utility and community services and facilities.

Public park and recreation zone (PPRZ)
Public land used mainly for parks, conservation and recreation.

Residential growth zone (RGZ)
A residential zone with a maximum building height of four storeys. This may be increased with a schedule.

Setback
The distance that a structure or building is set back from the property boundary, road or other buildings. Setbacks can occur at ground level or on upper floors of a building.

Statutory implementation
The implementation of guidelines, policies or outcomes into the planning scheme through a statutory amendment process.

Urban renewal
The process of unlocking well-located, underused land to support employment, residential or commercial growth.

Walkability
The degree to which the built form of an area supports walking as a means of transport or recreation. Walkable areas are connected, safe and accessible for pedestrians.

Wayfinding
The way people are guided through built environments. Wayfinding can include signage, barriers or ground treatments to help users navigate the urban environment.

GLEN EIRA
CITY COUNCIL

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Glen Eira Libraries and Learning Centres:
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Glen Eira sustainable living:
www.facebook.com/sustainablelivinggleneira

Glen Eira Youth Services:
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www.instagram.com/gleneirayouthservices