

**GLEN EIRA PLANNING SCHEME**  
**AMENDMENT C237GLEN**  
**EXPLANATORY REPORT**

**Who is the planning authority?**

This amendment has been prepared by the City of Glen Eira which is the planning authority for this amendment.

The amendment has been made at the request of Glen Eira City Council.

**Land affected by the Amendment**

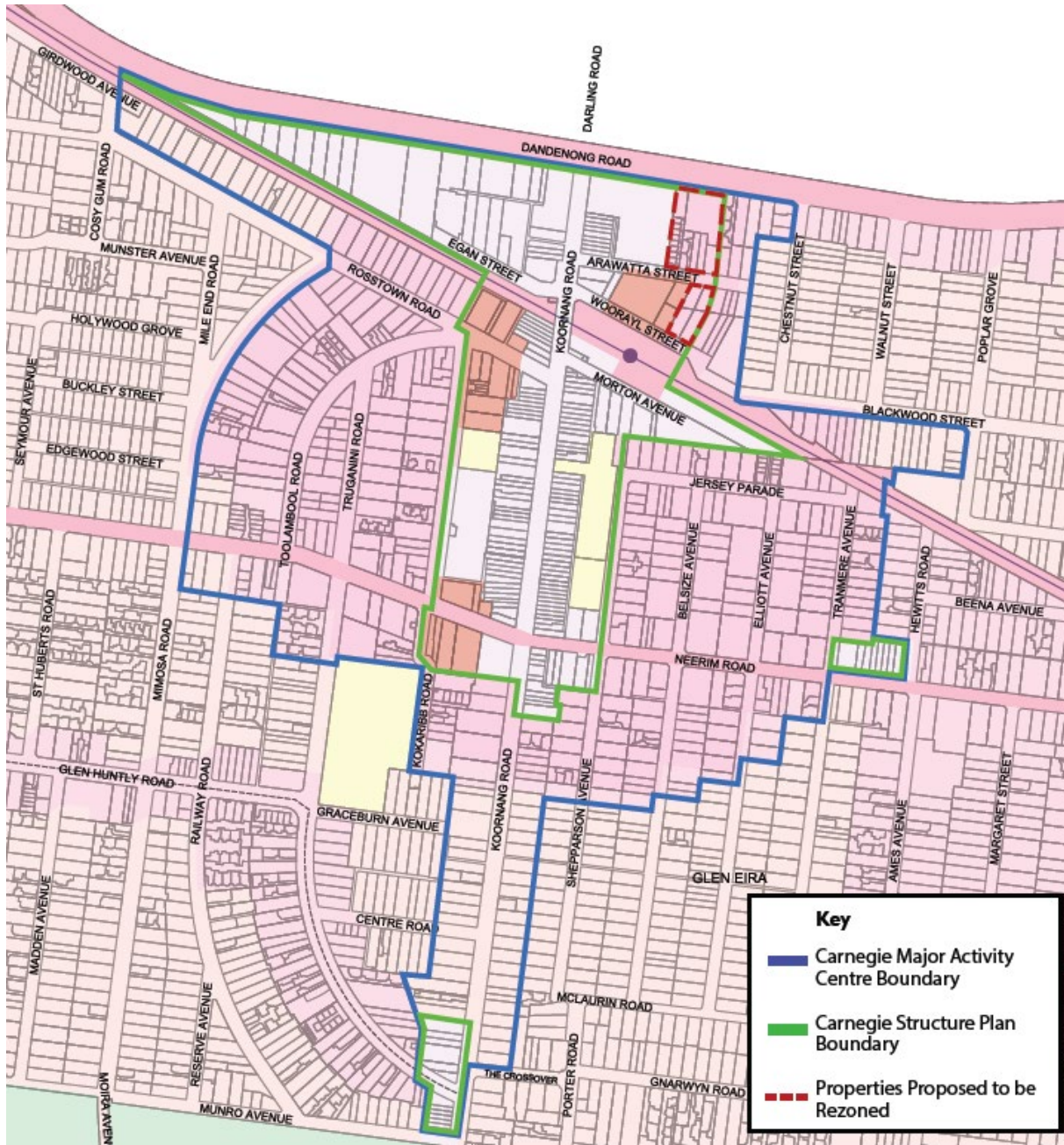
The amendment applies to the following land in the Commercial 1, Mixed Use and Public Use zones within the Carnegie Major Activity Centre and as shown on Map 1 below:

- 11-21 Arawatta Street (odd numbers)
- 12-22 Arawatta Street (even numbers)
- 1030-1106 Dandenong Road
- 1-8 Egan Street (all properties)
- 1A, 1B, 1-29 Kokaribb Road (odd numbers)
- 2-180 Koornang Road (even numbers)
- 44A Koornang Road
- 15-147 and 217-251 Koornang Road (odd numbers)
- 1,1B 2, 3, 6, 7, 8, 9, 11,18 Morton Avenue
- 274A- 300A and B and 338-360 Neerim Road (even numbers)
- 1 Hewitts Road, Carnegie
- 265-321 Neerim Road (odd numbers)
- 57-73 Rosstown Road (odd numbers)
- 54-66 Rosstown Road (even numbers)
- 3 -17 Shepparson Avenue
- 1, 21, 41 Woorayl
- 2-30 Woorayl Street

The Carnegie Major Activity Centre encompasses commercial and residential land outlined in blue below. The Structure Plan boundary is focused on the retail and commercial areas of Carnegie.

This amendment affects the Commercial 1, Mixed Use and Public Use zones located within the Carnegie Major Activity Centre identified within the green outline in Map 1.

The residential land within the Carnegie Major Activity Centre is being reviewed as part of the Housing Strategy and will be updated accordingly via a separate planning amendment process, including public notification.



Map 1: Carnegie Major Activity Centre

### What the Amendment does

The amendment seeks to implement the Carnegie Structure Plan 2022 by updating relevant local planning policies, rezoning specific land to the Mixed Use Zone and by introducing permanent planning controls via a new Design and Development Overlay Schedule 9 (DDO9) within the commercial core of the Carnegie Major Activity Centre.

More specifically, the amendment:

- Replaces the existing Design and Development Overlay Schedule 9 (DDO9) to Clause 43.02 with a new DDO9 that introduces permanent planning controls.
- Rezones the following land to a Mixed-Use Zone:
  - No's. 19-21 Arawatta Street (odd numbers)
  - No's. 12-22 Arawatta Street (even numbers)
  - No's. 1100-1106 Dandenong Road (even numbers)
  - No's. 26-30 Woorayl Street (even numbers)
- Amends the Planning Policy Framework at Clauses:
  - 02.03-1 Settlement and activity centres
  - 02.04-1 Strategic Framework Plan
  - 11.03-1L Activity centres
  - 15.01-2L-01 Building Design
  - 16.01-1L-01 Housing Supply
  - 18.02-3L Public Transport
  - 18.02-4L-02 Car parking
- Replaces the Schedule to Clause 72.08 with a new Schedule to introduce the *Carnegie Structure Plan (2022)* as a background document.

## **Strategic assessment of the Amendment**

### **Why is the Amendment required?**

The amendment is required to introduce permanent built form controls to the commercial core of the Carnegie Major Activity Centre.

This amendment has been informed by the revised *Carnegie Structure Plan (2022)* and its supporting documents prepared by various experts.

This amendment is required to achieve the design objectives and implement the land use planning recommendations of the *Carnegie Structure Plan (2022)* by defining building heights, setbacks and other design guidelines for the commercial centre. The amendment will improve the operation of planning controls within the Carnegie Major Activity Centre (Carnegie MAC) and offer more certainty to the local community and development industry.

In February 2018, Council adopted the Carnegie Structure Plan, with modifications made in 2020.

To manage development within the centre while Council prepared the Structure Plan, new height and setback controls were introduced into the Glen Eira Planning Scheme on an interim basis through an interim Design and Development Overlay (DDO). The Minister for Planning first approved interim planning controls for the Carnegie Structure Plan area in April 2017 and they have remained in place since that time, through several extensions. The interim planning controls are due to expire in December 2024.

In 2020, a Planning Scheme Amendment (Amendment C184) was prepared to introduce permanent controls and include built-form recommendations of the 2018 Structure Plan. Council abandoned the Amendment on 16 March 2021 for various reasons, including that it would benefit from the strategic support provided by a municipal Housing Strategy.

The amendment gives effect to the Carnegie Structure Plan 2022.

### Glen Eira Housing Strategy 2022

Council has since undertaken a significant work program which began with a city-wide housing strategy.

The *Housing Strategy* establishes a framework plan that will guide the future of housing in Glen Eira.

The purpose of the Strategy is to plan for the future population increase until 2036 and guide appropriate future residential development in the right locations to ensure Glen Eira has sufficient housing land available to accommodate projected growth.

Subsequently the *Carnegie Structure Plan 2022* will plan for the development of land zoned commercial, mixed use and public use and the Housing Strategy will plan for the development of land zoned residential.

The links between the *Housing Strategy* work and this Structure Plan are:

- > the demographic and housing capacity and demand analysis conducted for the *Housing Strategy* assists in understanding likely future local employment and retail needs for the activity centres;
- > the housing capacity and demand analysis conducted for the *Housing Strategy* helps to clarify the housing capacity within the activity centre boundaries; and
- > the character and built form assessments conducted for the *Housing Strategy* have assisted to clarify suitable residential zoning at the edges of the centre and therefore, the activity centre boundary itself, by placing the boundary around the Substantial Change Areas identified in the Housing Framework Plan.

The *Housing Strategy* has provided the broader planning context and provided more robust strategic justification for the introduction of permanent planning controls.

Glen Eira's population is anticipated to grow from 158,216 in 2020 to around 188,200 in 2036. Based on household trends, it is anticipated that approximately 12,230 additional dwellings will be needed between 2021–2036. (SGS Economics and Planning 2022, based on ABS data and Victoria in Future 2019 projections).

Within the Carnegie Major Activity centre there are currently approximately 2000 apartments, 280 units/townhouses and 160 separate houses. The area includes Commercial 1 Zone, Mixed Use Zone, Residential Growth Zone and General Residential Zone land (which are considered Substantial Change Areas in the Housing Framework Plan), where housing can occur. There are also some areas of Public Use Zone within this area, where housing cannot or is unlikely to occur.

Based on the assessment conducted for the Housing Strategy under the Housing Framework Plan, there would be theoretical capacity for approximately 3,900 additional apartments and 100 additional units/townhouses in the Carnegie Major Activity Centre. However, based on recent trends, it is expected that the net increase in dwellings will be around 2,400 by 2036.

#### *Carnegie Structure Plan 2022*

In addition to the *Housing Strategy*, the *Carnegie Structure Plan 2018* has been reviewed and considered in developing the Carnegie Structure Plan 2022.

In preparing the Structure Plan, the activity centre boundary was also reviewed.

The Carnegie Major Activity centre boundary includes both residential and commercial land.

The following have been considered in formulating the activity centre boundary:

- The activity centre boundary criteria included in the Department of Environment, Land, Water and Planning (DELWP's) Planning Practice Note 58 Structure Planning for Activity Centres.
- Glen Eira Housing Strategy — the character and built form assessments conducted as part of the Housing Strategy have assisted to clarify suitable residential zoning at the edges of the centre and therefore, the activity centre boundary itself.
- Various land uses/zones both in public and private hands.
- Location of public transport
- Location of public open space
- Environmental and heritage constraints
- Location of strategic redevelopment sites
- Location of or proximity to higher density residential area.
- Opportunities to provide for and improve walkability within 400 to 800 metres from the centre.
- Consistency with state, regional and local planning policy
- Sufficient land to provide for the commercial activities for 15 to 20 years and looking ahead to 30 years.

The activity centre boundary has been delineated by analysing the proximity of each residential lot to the centre of the activity centre (400 metres), which includes shops, public transport and services.

The Carnegie Major Activity Centre boundary includes residential land which will meet future growth figures. The residential zones across the municipality have been reviewed by the Glen Eira Housing Strategy and will be considered by a separate planning scheme amendment.

In developing the Structure Plan, various experts have undertaken analysis in built form, heritage, employment needs, car parking and traffic movement within the activity centre.

The revised Structure Plan has been informed by the following documents:

- *Carnegie Built Form Framework (June 2022)*
- *Carnegie Activity Centre Transport Study (July 2022)*
- *Heritage advice from GJM Heritage consultants and RBA Architects and Conservation Consultants 2022.*
- *Carnegie Public Realm Review, Structure Plan Revision (2022)*
- *Employment Land Needs Assessment for the Bentleigh, Carnegie, and Elsternwick Major Activity Centres (March 2022)*

These documents provide the strategic basis to support the introduction of stronger planning and building design controls in the planning scheme that will provide greater clarity across the planning process, including at VCAT.

The inclusion of the revised *Structure Plan* as a background document will provide the strategic justification to guide the future growth, provision of infrastructure and public and private investment within the Carnegie Major Activity Centre.

The revised *Structure Plan* includes the following vision:

*“For Carnegie to be a safe connected and welcoming centre that embraces its authentic urban character and cultural identity.*

*The centre will be a destination for entertainment, shopping and employment, supporting a range of businesses and interconnected community spaces that meet the needs of the local community providing a socially, environmentally and economically sustainable future.”*

The Carnegie *Structure Plan 2022* sets out key themes for delivering this vision; sustainability, heritage, place making, development and land use, economy and transport.

### **How does the Amendment implement the objectives of planning in Victoria?**

The amendment implements the following objectives of planning in Victoria:

- To provide for the fair, orderly, economic and sustainable use, and development of land.

The amendment seeks to provide greater clarity about built form outcomes and expectations in the Carnegie MAC. The proposed provision will support more efficient and orderly planning processes and will continue to ensure that Council and the community's vision for the Carnegie MAC is delivered through permanent planning controls.

- To secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria.

The amendment implements the relevant aspects of the *Structure Plan*, which seeks to deliver good design outcomes in new development. The *Structure Plan* supports improved amenity outcomes, as well as improved interfaces to the public realm and adjoining residential areas. It identifies public realm projects that will benefit local communities and visitors to the activity centre. The amendment supplies the guidance needed to support good public amenity, such as active frontages to public plazas and minimal overshadowing to public open space.

- To conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value.

Provisions in the amendment seek to ensure the design of new development respects, complements and responds to the heritage significance of the precinct. In addition, the amendment supports protection of heritage values in the commercial areas of the Carnegie MAC and promotes design excellence which supports the ongoing significance of heritage places and responds to neighbourhood character.

- To balance the present and future interests of all Victorians.

The Carnegie *Structure Plan 2022* was informed by extensive engagement with the local community. The permanent controls will support a level of growth and change that supports the needs of future communities, underpinned by the *Glen Eira Housing Strategy*.

## How does the Amendment address any environmental, social and economic effects?

- The amendment has been informed by the *Carnegie Structure Plan 2022*. Community engagement undertaken for the *Structure Plan* highlighted the need for vibrant community spaces and places for people to gather, to increase diversity in retail offerings and provide more housing for families. These are supported by the proposed planning controls.
- The *Structure Plan* promotes sustainability as a guiding principle when considering new buildings and public spaces as well as transport options.
- The *Structure Plan* identifies public projects to enhance the social environment of the Carnegie MAC. This Amendment will ensure ongoing support for these projects.
- The proposed permanent planning controls, which are underpinned by *Glen Eira Housing Strategy* and *Structure Plan*, support the sustainable growth and development of the Carnegie MAC.
- The *Structure Plan* seeks to strengthen local employment opportunities in Carnegie. Permanent planning controls will support this outcome.

## Does the Amendment address relevant bushfire risk?

- The amendment does not address bushfire risk, as the land subject to the amendment is not:
  - Within a designated bushfire prone area;
  - Subject to a bushfire management overlay;
  - Proposed to be used or developed in a way that may create a bushfire hazard.

## Does the Amendment comply with the requirements of any Minister's Direction applicable to the Amendment?

- The amendment complies with the requirements of the *Ministerial Direction on the Form and Content of Planning Schemes (section 7(5) of the Act)*.
- In accordance with *Ministerial Direction No. 9 – Metropolitan Planning Strategy*, the amendment has had regard to *Plan Melbourne* outlined below.

## How does the Amendment support or implement the Planning Policy Framework and any adopted State policy?

In considering the policy objectives and strategies for metropolitan Melbourne, planning must consider as relevant: *Plan Melbourne 2017-2050: Metropolitan Planning Strategy*. The amendment supports the following policy directions of *Plan Melbourne*:

- Direction 1.3 - Create development opportunities at urban renewal precincts across Melbourne
  - Policy 1.3.1 Plan for and facilitate the development of urban renewal precincts
  - Policy 1.3.2 Plan for new development and investment opportunities on the existing and planned transport network
- Direction 2.1 - Manage the supply of new housing in the right locations to meet population growth and create a sustainable city
  - Policy 2.1.4 Provide certainty about the scale of growth in the suburbs
- Direction 2.2 - Deliver more housing closer to jobs and public transport
  - Policy 2.2.2 Direct new housing and mixed-use development to urban renewal precincts and sites across Melbourne
  - Policy 2.2.3 Support new housing in activity centres and other places that offer good access to jobs, services and public transport
- Direction 2.5 - Provide greater choice and diversity of housing
  - Policy 2.5.1 Facilitate housing that offers choice and meets changing household needs

- Direction 4.1 - Create more great public places across Melbourne
  - Policy 4.1.1 Support Melbourne’s distinctiveness
- Direction 4.3 - Achieve and promote design excellence
  - Policy 4.3.1 Promote urban design excellence in every aspect of the built environment
- Direction 4.4 - Respect Melbourne’s heritage as we build for the future
  - Policy 4.4.1 Recognise the value of heritage when managing growth and change
- Direction 4.6 - Strengthen community participation in the planning of our city
  - Policy 4.6.1 Create diverse opportunities for communities to participate in planning
- Direction 5.1 - Create a city of 20-minute neighbourhoods
  - Policy 5.1.1 Create mixed-use neighbourhoods at varying densities
- Direction 6.4 - Make Melbourne cooler and greener
  - Policy 6.4.1 Support a cooler Melbourne by greening urban areas, buildings, transport corridors and open spaces to create an urban forest.

The amendment supports the following objectives and strategies of the PPF:

Clause 11.03-1S Activity Centres

- To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community.
- Build up activity centres as a focus for high-quality development, activity and living by developing a network of activity centres.

Clause 11.03-1L Activity Centres

Strategies

Support a transition of employment and housing growth across the activity centre network by:

- Directing growth of the most substantial scale into urban renewal precincts identified on the Activity Centre Hierarchy Plan in clause 02.04-2.
- Directing growth into opportunity sites identified in local structure plans with a building scale that reflects the opportunities and constraints of the site.
- Supporting growth in all other commercial and mixed-use zones within activity centres that reflects local opportunities and context while also maintaining the street presentation of the shopping strip.
- Supporting housing growth to provide a transition in building scale and height from the commercial core to the lower scale residential built form within and adjoining activity centres.

Clause 15.01-1S Urban Design

- To create urban environments that are safe, healthy, functional and enjoyable and that contribute to a sense of place and cultural identity.

Clause 15.01-1L Landscaping

- To strengthen landscape character across Glen Eira.
- To mitigate the impact of urban heat island effect and support community health and wellbeing.

Strategies

- Maximise retention of existing canopy trees and gardens.
- Integrate landscaping, including canopy trees, into development design.

Clause 15.01-2S Building Design

- To achieve building design and siting outcomes that contribute positively to the local context, enhance the public realm and support environmentally sustainable development.
- Minimise the detrimental impact of development on neighbouring properties, the public realm and the natural environment.

#### Clause 15.01-2L-01 Building Design

##### Strategies

- Encourage transition in scale from larger buildings to adjacent areas of smaller scale.
- Achieve dwelling privacy through design and separation rather than screening.

#### Clause 15.01-5S Neighbourhood Character

- To recognise, support and protect neighbourhood character, cultural identity, and sense of place.

#### Clause 15.03-1S Heritage Conservation

- To ensure the conservation of places of heritage significance.

#### Clause 15.03-1L Heritage

##### Strategies

- Retain and protect individually significant buildings and contributory buildings as identified in the relevant Statement of Significance for the precinct.
- Support development that is respectful of the existing scale, rhythm, massing, form and siting of significant and contributory buildings.

#### Clause 16.01-1S Housing Supply

- To facilitate well-located, integrated and diverse housing that meets community needs.

#### Clause 16.01-2S

- To deliver more affordable housing closer to jobs, transport and services.

#### Clause 16.01-L-01 Housing Supply

##### Strategies

##### *Housing Diversity*

- Encourage a mix of dwelling types and layouts within developments.
- In commercial and mixed-use areas in activity centres, support dwellings above commercial and retail uses in mixed-use buildings.

#### 16.01-2L Housing affordability

##### Strategies

- Encourage affordable housing in areas with convenient access to jobs, services and public transport.

The amendment supports the objectives and strategies of the PPF in that it encourages higher density development in the commercial core of the Carnegie Major Activity Centre, with the highest densities directed in the urban renewal precincts.

The amendment has been informed by the Carnegie Structure Plan 2023 which enables us to plan for the population increase by accommodating new development with the activity centre with defined heights and setbacks while maintaining the historic character of the centre as its principal architectural feature.

### **How does the Amendment support or implement the Municipal Planning Strategy?**

The amendment supports and implements the following aspects of the Municipal Planning Strategy:



- Clause 02.02 Vision – The Glen Eira Council Plan 2021-2025 identifies Council's strategic directions. The strategic directions and priorities within the *Glen Eira Council Plan 2021-2025* are underpinned by four elements, including:
  - *Access to well designed and maintained open spaces and places.*
  - *A liveable and well planned City.*
  - *A green and sustainable community.*
  - *A healthy, inclusive and resilient community.*
- Clause 02.03-3 Strategic Directions - Built environment and heritage

To achieve balanced and positive built environment and heritage outcomes, Council will:

- Support development and landscape outcomes that respect the amenity, character and heritage values of existing areas.
- Provide for a transition of built form height and scale across the City, aligned to Council's growth strategies for the municipality and local context.
- Clause 02.03-4 Housing

Council's City Plan and subsequent housing strategies being developed will be based on the following levels of change:

- The highest intensity of new housing will be directed into substantial housing change areas identified in City Plan, that are best placed to accommodate housing diversity and change in the most sustainable manner. Accordingly, 80 per cent of future housing growth to 2036 will be directed into Glen Eira's activity centres.
- Outside of activity centres, the majority of Glen Eira's residential areas will accommodate incremental housing change.
- Residential areas outside activity centres where heritage or neighbourhood character overlays apply have been identified for minimal housing change.
- Clause 02.03-6 Transport

To improve accessibility and connectivity across the City, Council will:

- Plan for and manage a transport network that provides safe, accessible and efficient transport options for Glen Eira's community.
- Prioritise active transport options to facilitate walking, cycling and public transport use.
- Clause 02.03-7 Public open space, community facilities and infrastructure

To support community needs for open space, community facilities and infrastructure Council will:

- Facilitate opportunities to improve the quantity, quality and distribution of open space in Glen Eira.

The Amendment supports the objectives of the Municipal Planning Strategy in that it seeks to implement the Carnegie Structure Plan 2022 which includes objectives and actions relating to sustainability, heritage, activity and land use, built form, public spaces and transport and parking.

The Structure Plan and Amendment focuses on the highest form of development being directed in Glen Eira's activity centres, being close to existing jobs and infrastructure.

**Does the Amendment make proper use of the Victoria Planning Provisions?**

The amendment proposes to apply permanent planning controls to Carnegie MAC by replacing the existing interim Design and Development Overlay Schedule 9 (DDO9) with a DDO9 that seeks to implement new permanent controls. Planning Practice Note 60 specifies that the Design and Development Overlay is the preferred planning instrument for implementing discretionary and mandatory building heights and setbacks.

### **How does the Amendment address the views of any relevant agency?**

The views of relevant agencies will be sought through the planning scheme amendment process.

### **Does the Amendment address relevant requirements of the Transport Integration Act 2010?**

Planning authorities, acting under the *Planning and Environment Act 1987*, are an 'interface body' under the Transport Integration Act 2010 (TIA).

The TIA requires a planning authority to have regard to a set of transport system objectives and decision-making principles where a planning scheme amendment is likely to have a 'significant impact on the transport system'.

The Carnegie MAC is a highly accessible precinct with good public transport options, viable for transit-orientated development. The amendment caters for future growth through a combination of measures including improved pedestrian and cycling access and amenity, improved public transport, improved vehicle movement and access and managing car parking.

The amendment proposes planning controls that allow increased co-location of population density, jobs and services in a high-accessibility location and promotes sustainable modes of transports to reduce reliance on private vehicles long term.

### **Resource and administrative costs**

- **What impact will the new planning provisions have on the resource and administrative costs of the responsible authority?**

The amendment is unlikely to have an adverse impact on resources and administrative costs to the responsible authority. The application of permanent planning controls will provide the basis for a more consistent assessment of planning permit applications which potentially could reduce costs by providing more certainty to the community.

### **Where you may inspect this Amendment**

The amendment is available for public inspection, free of charge at:

- Glen Eira City Council during office hours – Corner Glen Eira and Hawthorn Roads, Caulfield
- Council's website – [www.gleneira.vic.gov.au/c237](http://www.gleneira.vic.gov.au/c237)

The amendment can also be inspected free of charge at the Department of Transport and Planning website at [www.planning.vic.gov.au/public-inspection](http://www.planning.vic.gov.au/public-inspection) or by contacting 1800 789 386 to arrange a time to view the amendment documentation.

### **Submissions**

Any person who may be affected by the amendment may make a submission to the planning authority. Submissions about the amendment must be received by **29 September 2023**.

A submission must be sent to either the following places:

Online submissions are preferred via:

[www.haveyoursaygleneira.com.au/amendmentc237](http://www.haveyoursaygleneira.com.au/amendmentc237)

Alternatively, by email to:

[cityfutures@gleneira.vic.gov.au](mailto:cityfutures@gleneira.vic.gov.au)

Alternatively, by mail to:

Glen Eira Planning Scheme C237

Glen Eira City Council

PO Box 42

Caulfield South, 3142

**Panel hearing dates**

In accordance with clause 4(2) of Ministerial Direction No.15 the following panel hearing dates have been set for this Amendment:

- directions hearing: 5th December, 2023
- panel hearing: 12 February, 2024

**Attachment 1 – Mapping reference table**

Location	Land /Area Affected	Mapping Reference
Glen Eira City Council	<ul style="list-style-type: none"> <li>• 11-21 Arawatta Street (odd numbers)</li> <li>• 12-22 Arawatta Street (even numbers)</li> <li>• 1030-1106 Dandenong Road</li> <li>• 1-8 Egan Street (all properties)</li> <li>• 1A, 1B, 1-29 Kokaribb Road (odd numbers)</li> <li>• 2-180 Koornang Road (even numbers)</li> <li>• 44A Koornang Road</li> <li>• 15-147 and 217-251 Koornang Road (odd numbers)</li> <li>• 1,1B 2, 3, 6, 7, 8, 9, 11,18 Morton Avenue</li> <li>• 274A- 300A and B and 338-360 Neerim Road (even numbers)</li> <li>• 1 Hewitts Road, Carnegie</li> <li>• 265-321 Neerim Road (odd numbers)</li> <li>• 57-73 Rosstown Road (odd numbers)</li> <li>• 54-66 Rosstown Road (even numbers)</li> <li>• 3 -17 Shepparson Avenue</li> <li>• 1, 21, 41 Woorayl</li> <li>• 2-30 Woorayl Street</li> </ul>	Glen Eira C237glen - Map02DDO