

**02.03**

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C220glen

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Proposed C237glen

**STRATEGIC DIRECTIONS**

**Settlement and activity centres**

Glen Eira consists of a network of well-connected neighbourhoods and activity centres. Each has its own unique identity and character, based on the contribution of many factors, including its buildings, land uses, open spaces, landscape, community services, local community, heritage and culture.

There are 56 commercial and shopping strips in Glen Eira, 18 of which are designated as major or neighbourhood activity centres. Others are local centres which are typically a small group of shops. Together with two education and innovation precincts, these diverse centres form Glen Eira’s activity centre network and collectively contribute to meeting the needs of the Glen Eira community, and the liveability and economic prosperity of Glen Eira.

There are many issues currently impacting on the form and structure of Glen Eira’s centres and residential neighbourhoods, including the pressures of increased development and population densities, the need to improve sustainable transport options, the desire to support sustainable built form outcomes, managing climate change impacts, changing economic and employment trends and responding to the changing needs of a diverse and growing community.

Glen Eira has already started to experience change in its built form, with more diverse housing and increased population densities over the past five to 10 years. Much of this growth has occurred in and around its activity centres and along major roads. This is forecast to continue over the next 20 years.

Glen Eira is therefore currently in a state of transition, as its activity centres and neighbourhoods are evolving in response to growth and development pressures and changing community needs. The levels of change and the built form outcomes have not always aligned with community expectations.

The *Glen Eira City Plan: Activity Centre, Housing and Local Economy Strategy 2020* (City Plan) identifies that there is adequate capacity within Glen Eira’s activity centres and major precincts to meet the retail, commercial and housing needs of its community for the medium to long term.

Glen Eira’s activity centres will be the key to managing growth across the municipality and will be the areas of greatest change over the next two decades. Housing and employment growth will be focused into the network of centres identified in the Strategic Framework Plan and Activity Centre Hierarchy Plan at Clause 02.04. These centres provide the greatest opportunity to accommodate jobs and housing given their existing infrastructure and proximity to transport, shops, community facilities and a range of other services. Improvements to the public realm, streetscapes and open spaces within these centres will further support their ability to attract new businesses and residents. Glen Eira’s activity centres will be the centre of community life, as vibrant places for people to shop, work, meet, relax and live.

Each centre’s capacity for growth is based on its role and function within the activity centre hierarchy (as set out in the Activity Centre Hierarchy Plan at Clause 02.04-2) and an understanding of the local opportunities and context of each centre. As a result, some centres (or parts of centres) are expected to undergo transformational change, while in others the change will be more moderate and respectful of its existing context.

Directing the focus for growth into activity centres and along transport corridors will also protect the valued amenity and character of Glen Eira’s residential neighbourhoods.

To manage growth across the municipality and strengthen Glen Eira’s activity centres, Council will:

- Support an activity centre hierarchy across the municipality that reflects the role and function of each centre to meet the needs of the Glen Eira community.
- Support 20-minute neighbourhoods where residents can reach employment, shops and services within a 20 minute walk, cycle or public transport trip.

- Direct employment and housing growth into activity centres and along transport corridors at a scale that reflects local opportunities and context.
- Support each activity centre to reflect its unique characteristics and the aspirations of the community it services.
- Facilitate activity centres to be vibrant, sustainable and liveable places and the centre of community life.

### Activity Centres

#### Carnegie

- Recognise Carnegie's role in accommodating a growing population.
- Contribute to achieving net zero community emissions by 2030.
- Retain the prominence of the heritage buildings as the defining architectural element in the Koornang Road activity centre.
- Encourage retail and commercial uses at ground and first floor within new development to allow for employment opportunities and land availability for these uses.
- Design new development to be sensitive to the surrounding residential areas particularly where they directly interface.
- Facilitate and support improved interconnected laneways and pedestrian links within activity centres.
- Encourage new development on main roads to provide connections within their developments for pedestrians to access the rear of the site. These connections can be internal or external.
- Support sustainable transport modes such as walking, cycling, use of public transport, reducing the reliance on the private vehicle.

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### Environment and amenity

Council's vision is for an attractive and environmentally sustainable City to support liveable and healthy communities.

Much of Glen Eira's local biodiversity has been impacted by many years of land development and urban growth. Increased population densities and growth places further pressure on biodiversity assets. It is important to retain what viable and healthy remnant vegetation and native fauna remains.

Responding to impacts of climate change and mitigating greenhouse gas emissions through Council's planning decisions are important priorities. This includes directing significant growth to activity centres and transport nodes, promoting walking, cycling and public transport as sustainable transport options and managing stormwater flows.

In response to the significant challenges of climate change, urban heat island effect, population growth and other urban development pressures, providing new open spaces and maintaining and enhancing canopy tree cover forms a critical part of a robust and sustainable response. Green open space and canopy trees in the urban environment deliver a range of amenity, landscape, ecological, climate change, urban heat island, economic, social and health and wellbeing benefits. This applies to not only parks, gardens and streets, but also to development outcomes on public and private land, both large and small.

While there are no creeks within its municipal boundaries, the majority of the Elster Creek catchment is in Glen Eira. Council will work with neighbouring councils to develop consistent and sustainable catchment-wide approaches to land use planning to minimise runoff and reduce the impact of flooding events.

To protect the highly valued amenity of Glen Eira's residential neighbourhoods, where non-residential uses are proposed in residential areas, they should meet relevant location, amenity and design considerations.

To support improved environmental, sustainability and amenity outcomes in Glen Eira, Council will:

- Protect and enhance biodiversity, including remnant vegetation and other native vegetation.
- Foster environmental resilience, enhanced biodiversity outcomes and protection of natural values in the design of development, landscaping and public spaces.
- Reinforce the important role and function of green spaces and canopy trees across all areas of the City in mitigating urban heat island effect, promoting community health and wellbeing and facilitating liveable and sustainable communities.
- Respond to the impacts of climate change, flooding events and other environmental impacts in the location and design of development and infrastructure.
- Support sustainable catchment-wide approaches to minimise the impact of flooding events within the Elster Creek catchment.
- Protect amenity in residential areas by minimising non-residential uses to those that are suitably located and designed to minimise amenity impacts to surrounding residential uses.

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#### **Built environment and heritage**

Urban development pressures and increased densities in Glen Eira's activity centres and residential areas have resulted in some community concern and conflict, particularly where design outcomes have resulted in higher levels of visual building bulk, loss of vegetation, reduced open space and erosion of valued local character.

Facilitating high standards of design for all development and ensuring it is sensitive to existing neighbourhoods is a key challenge in planning for growth and change. Council's built environment and design policies seek to improve the relationship between new development and the amenity, character and heritage values of existing areas. They also focus on promoting good internal amenity, landscape design and embedding environmentally sustainable design practices into development outcomes.

Aligned to Council's strategic directions for growth across the City, urban design outcomes form an important part of Council's integrated response to managing growth and change, by supporting high quality development at a scale that responds appropriately to local context.

Neighbourhood character strategies for Glen Eira's residential areas support high quality and responsive built form outcomes where minimal, incremental change, or substantial change is the preferred development outcome.

Respecting and celebrating Glen Eira's heritage is an important community and Council priority. A number of individual places and precincts, both residential and commercial, demonstrate important eras in Glen Eira's history, and survive in a reasonably intact state. These heritage assets contribute to the distinct character of Glen Eira's residential neighbourhoods and activity centres.

As growth pressures increase across the city, there is also increasing pressure to demolish, change or adapt heritage places. Council's heritage strategies seek to identify, protect and enhance all of Glen Eira's heritage assets. This includes detailed documentation of heritage values and clear guidance for development of heritage places or within heritage precincts to inform planning decisions.

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.
- Support development that provides good internal amenity and outlook.
- Support the diversity, character and heritage of Glen Eira's residential and commercial areas.
- Maintain the garden character of Glen Eira's residential Minimal change areas.
- Provide for built form outcomes which respect the neighbourhood character objectives of land environed for incremental built form outcomes.
- Support high quality development at a scale that responds appropriately to structure plans and the local context in activity centres and other substantial change areas.
- Support the application of environmentally sustainable design principles for development.

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### Housing

The housing needs of Glen Eira's residents over the next two decades will create demand for a greater number and diversity of dwellings. An ageing population, smaller household sizes, increasing numbers of young families, declining housing affordability, the continued growth projections of Greater Melbourne and lifestyle factors will all contribute to the changing housing needs of Glen Eira.

*The Glen Eira City Plan: Activity Centre, Housing and Local Economy Strategy (Glen Eira City Council, 2020)* has identified that Glen Eira has the capacity to meet its housing needs. Its underlying principle is to ensure the right housing is in the right location to meet the needs of a growing and changing community. The *City Plan*, supported by local structure plans, identifies a transitional approach to new housing opportunities across the municipality based on the ability of each area to support growth and change. This will improve opportunities for well-located, affordable and more diverse housing, support the viability of activity centres and reduce the pressure on existing residential neighbourhoods for housing change.

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, being close to existing services, jobs and public transport, and along transport corridors. Within these substantial change areas, a transition of building scale and height from the activity centre's core to the surroundings will allow for amenity, character and heritage issues to be managed in response to the local context and residential interfaces.
- Outside of activity centres, the majority of Glen Eira's residential areas will accommodate **incremental housing change**. These areas will have capacity for some housing growth and diversity, with amenity and neighbourhood character considerations being key determinants of built form outcomes.
- Residential areas outside activity centres where heritage or neighbourhood character overlays apply have been identified for **minimal housing change**. Protection of identified characteristics will result in minimal opportunity to accommodate housing growth and change.

There are a lack of housing options of fit-for-purpose, age-friendly housing to meet Glen Eira's changing demographics. This limits housing choice and access to services which in turn impacts the health and wellbeing of older residents, contributing to social isolation. The focus for the location of diverse and affordable accommodation for older persons offering different levels of care, will be primarily in and around activity centres. This is where older residents will have convenient access to services, facilities and public transport and benefit from the lifestyle experiences that activity centres have to offer.

With Monash University located in Caulfield and the Holmesglen Institute of TAFE in nearby Moorabbin (just south of Glen Eira's municipal boundary), there is a need for student housing within Glen Eira. Fit-for-purpose student housing has specific functional needs and should be directed into locations within walking or cycling distance or with direct public transport access to tertiary education facilities. Facilitating student housing opportunities can also strengthen other housing and economic priorities, including the redevelopment of urban renewal precincts or opportunity sites within higher order activity centres, and strengthening existing employment and education land uses.

Increasing the provision of affordable housing in Glen Eira is a priority. Rising house prices, increased rents and limited investment in affordable housing in Glen Eira is resulting in housing stress for many households. Social housing dwellings make up only 1.4 per cent of all dwellings, compared to a metropolitan Melbourne average of 3.3 per cent.

Opportunities for increased affordable housing will be pursued wherever practical through rezoning of land, redevelopment of opportunity sites and through partnerships with other authorities and government sectors where land is proposed for redevelopment.

To plan for and manage housing growth in Glen Eira to meet community needs now and into the future, Council will:

- Facilitate a diversity of housing to meet the changing needs of the community.
- Support housing growth across the City that reflects the level of preferred change and building scale for each local area.
- Focus new housing and increased population densities in locations close to transport, shops and services.
- Support housing that is located and designed to meet the needs of tertiary students.
- Support diverse accommodation options that are located and designed to meet the needs of older persons.
- Facilitate opportunities for increased affordable housing options.

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### **Economic development**

Glen Eira has a strong local economy that is growing steadily.

There are currently 16,000 businesses in Glen Eira that employ 46,800 people (local economic profile, 2019). With 69,637 employed residents, this creates a significant shortfall of local jobs. Currently only 22 per cent of working residents are employed within the municipality, making Glen Eira the fourth lowest Council across Greater Melbourne to employ its own residents. (Australian Bureau of Statistics, 2016)

Providing opportunities for local jobs is the primary economic objective for Glen Eira. Provision of local jobs will sustain a strong local economy, as well as reducing travel times and travel costs. It will also reduce carbon emissions and improve the quality of life for Glen Eira's residents.

Home-based working plays an important role in the local economy by facilitating opportunities for small and start-up businesses and providing work flexibility for employed residents within their home environment. This is expected to be more common following the Covid-19 pandemic. As home-based businesses grow, opportunities for co-working spaces and collaborative business opportunities within nearby activity centres and employment precincts will support and strengthen the local economy by retaining these businesses within Glen Eira.

Over the past two decades, the Victorian economy more generally has shifted from a manufacturing base towards high skilled knowledge intense industries, centred largely around central Melbourne and inner-city employment nodes.

Glen Eira has a highly skilled workforce and a network of accessible activity centres with capacity for commercial growth. It is therefore well placed to increase office-based jobs in the professional, scientific and technical services sector to match the predominant skill set of its residents.

The challenge is to strengthen the provision of more diverse employment uses in activity centres. This will require development in commercial and mixed use areas to support more employment uses on lower levels, in addition to just ground floor retail. Supporting clusters of professional and knowledge-based businesses to support existing anchor uses such as hospitals, universities and governments offices, will also contribute to this goal.

To support the creation of local jobs and sustain a strong local economy, Council will:

- Prioritise employment opportunities within activity centres and employment precincts with convenient public transport access.
- Support opportunities for:
  - The creation of new office space for professional employment in activity centres and employment precincts.
  - Growth in leading industry employment sectors to align new jobs with the skills of Glen Eira's residents.
  - Clustering professional and knowledge-based businesses to support anchor uses.
  - Improved amenity for businesses and workers through open space and public realm improvements in activity centres.
- Facilitate opportunities for local businesses to grow and innovate, including home-based working, co-working spaces and collaborative business opportunities.

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### Transport

Council seeks to create and maintain an efficient, effective and sustainable transport network. The majority of Glen Eira's residents are able to access day to day needs within 20 minutes by walking, cycling or public transport.

The key transport issues in Glen Eira are parking and road congestion. As an established municipality, there is limited opportunity to increase road capacity and provide additional parking. As population densities continue to increase as the City accommodates new growth, road congestion and parking demand will also increase. Continued growth in car-based trips is unsustainable.

Transport priorities for Glen Eira will be to improve the speed and safety of sustainable travel options across the City, including walking, cycling and public transport. Council is striving for a 50:50 mode split of car and non-car trips by 2031.

Level crossing removal projects already completed and proposed provide substantial benefits to the operation of the transport network. These grade separation projects not only improve efficiency and safety of the transport network but have also resulted in significant social and economic benefits to local areas. Visual amenity issues associated with elevated rail infrastructure, along with other place-based issues will be addressed through local structure planning to maximise community outcomes.

Opportunities for more flexible and technology-based improvements to the transport system will be supported to enhance safety, efficiencies and improve user experiences. Provision of charging stations for electric cars is an emerging issue that will impact new development approvals.

Future transport priority projects to improve the transport network in Glen Eira and address transport gaps include new light rail and smart bus services, improved cycling infrastructure on major roads, and the continued upgrade to tram networks, railway stations and level crossing removals.

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.
- Support improvements to the network of pedestrian and cycling links connecting residential areas with activity centres, public transport nodes, open space and key community facilities.
- Support innovative approaches to plan and manage the local transport system, including use of smart-city technology and other strategic responses.

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### **Public open space, community facilities and infrastructure**

Provision of a quality and diverse open space network is highly valued in Glen Eira and provides positive liveability, health and wellbeing, social and economic outcomes for the community. It also contributes to a greener city, protection of natural assets and an improved response in mitigating the impacts of climate change and urban heat island effects.

Glen Eira has a deficiency in the provision and distribution of public open space when compared to other metropolitan municipalities and is the lowest of all adjoining municipalities. Not all members of the community are within a safe and easy walk of open space. There are also gaps in connected linear open space throughout the municipality.

The community relies on public open space for opportunities to recreate, relax and participate in sporting and leisure activities. As the population continues to grow, smaller lot sizes and reduced private open space places further pressure on existing open space and community facilities to accommodate higher numbers of users. There is also increasing demand to utilise open space for a range of sporting and community facilities and activities to meet changing community needs.

Addressing gaps in the open space network and balancing the need for a range of open spaces and facilities, particularly where forecast growth and change is planned to occur are key challenges for Glen Eira.

Council will seek opportunities to improve how recreation and community facilities are delivered to improve community outcomes. A Council priority will be to develop community and recreation hubs in accessible locations, to provide multipurpose and co-located facilities and precincts to deliver the services and activities the community needs. This approach allows for flexible spaces and buildings that can better adapt and respond to changing community needs and aspirations over time. They also offer opportunities to create vibrant places for the community to meet, celebrate local and cultural identity and strengthen community and health and wellbeing outcomes.

Council seeks to ensure that all infrastructure, including roads, buildings, drainage, telecommunications and community spaces, support Glen Eira's vision of a liveable, sustainable and safe community. Ageing infrastructure and new infrastructure needs generated by population growth places continuing demand on maintaining and renewing infrastructure assets across the city.

Drainage assets need upgrading if they are to cope with both existing and future development. Council, in conjunction with Melbourne Water and neighbouring councils, will continue to review and upgrade drainage systems to ensure they have the capacity to support new development and respond to flooding events and climate change impacts without detrimentally impacting local drainage conditions.

Planning for development will need to consider wider local impacts such as the cost of maintaining and renewing all infrastructure assets, including drainage, recreation and community facilities.

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.

## GLEN EIRA PLANNING SCHEME

- Facilitate the development of multipurpose and accessible community hubs and recreation precincts.
- Ensure development contributes to the ongoing maintenance and renewal of infrastructure and community facilities.