

**22.05 URBAN VILLAGES POLICY**

19/01/2006  
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This policy applies to land identified in the Urban Village Structure Plan, Glen Eira City Council, June 1999 and more particularly shown within the shaded areas on maps 1, 2 and 3 included in the policy.

**22.05-1 Policy basis**

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Urban villages are local centres with a mix of workplaces, housing, shops and accessible public transport. The Municipal Strategic Statement (MSS) framework plan pinpoints a number of areas where the fundamental principles of the urban village concept can be found. They are identified as preferred locations for the municipality's highest densities of residential development.

In particular, this policy implements the following objectives and strategies of the MSS:

**Business**

- Enhance and further develop urban villages as the focus for community life.
- Encourage competitive retail outlets in viable, lively and interesting strip shopping centres.

**Housing diversity and density**

- Encourage highest residential densities in preferred strategic locations such as urban villages.
- Promote the urban village concept in locations identified on the Framework Plan.
- Encourage densities of development which increase as proximity to the preferred strategic location increases and which decline as proximity declines (i.e. a higher density would be encouraged for shop top housing within a commercial centre than would be encouraged in a conventional residential street immediately surrounding the centre).

Bentleigh, Carnegie and Elsternwick contain these urban village characteristics. Structure plans have been developed to consolidate them as locations for convenient retailing, community, entertainment, tourist, educational and cultural facilities, and appropriate mixed-use development.

The aim of this policy is to introduce urban village structure plans into the Local Planning Policy Framework – to strengthen the retail role of the centres, and create areas of varied residential densities and mixed uses close to fixed transport routes. This will also provide greater certainty to both residents and developers about preferred development and uses throughout these areas, with particular attention to higher residential density areas, and key redevelopment sites.

Residential areas outside the urban village boundaries will be treated as Non Preferred Areas for multi dwelling development as defined in the MSS and other local policies.

**22.05-2 Objectives**

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- To create urban villages by co-locating work, leisure, community and residential uses and developments that complement each other.
- To encourage economic and employment generating development which is appropriate to the desired qualities and character of the area.

- To consolidate retail functions within existing strip shopping centres.
- To improve, where possible, community uses (elderly centres, library, etc) in a manner that respects proximity to retail hub, and the surrounding nature of development.
- To encourage increased densities within and around commercial/transport nodes which respects transition to the surrounding residential area.
- To ensure development respects the amenity of the surrounding area and provides a transition to surrounding residential uses.
- To promote residential and office use in upper levels of buildings within the retail hub.
- To protect and enhance the heritage, streetscape and pedestrian environment.
- To ensure future development is appropriate to the constraints of infrastructure and vehicular traffic movement (including parking).
- To create pleasant and safe public spaces.
- To encourage environmental sustainability and a reduction in green house gas emissions through the co-location of work, leisure, community and residential uses and developments.

**22.05-3**

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**Policy**

**ALL URBAN VILLAGES**

**Exercise discretion**

Where a permit is required for use or development, it is policy that:

- Residential development in a Heritage Overlay area respects the scale, form and setbacks of nearby heritage places, recognising that this may limit the ability to develop at higher densities.
- Development in an area affected by a Heritage Overlay be encouraged to retain contributory heritage buildings and incorporate these buildings into the overall development.
- Areas within the Special Building Overlay may have a limited capacity for higher density development as they may be liable to inundation from overland flows from the urban drainage system.
- Residential development proposals in areas affected by the Special Building Overlay are referred to Melbourne Water to determine the appropriate extent of development and to ensure that Melbourne Water's predicted flood levels are taken into account in the design.
- Applicants be encouraged to consider character and amenity impacts when designing dwellings where the floor levels must be raised as a result of the Special Building Overlay.
- Residential development takes account of established traffic characteristics of the area and does not add to identified traffic conflicts.
- Large scale developments be accompanied by a Traffic Impact Report.
- Inappropriate uses with undesirable off site amenity impacts (e.g sexually explicit adult entertainment venues) be discouraged from locating in precincts where residential uses and community facilities are encouraged.

## **BENTLEIGH**

### **Map 1**

Bentleigh is an attractive shopping strip with a range of both retail shops and non retail services such as childcare centre, library, banks and post office. It is centred around a rail station and bus network.

Even though Chadstone and Southland shopping centres compete with the Bentleigh centre, the shopping centre provides convenient shopping facilities for residents in the areas immediately surrounding the centre. The two supermarkets are major retail attractors to the centre. The buildings along the retail strip, however, do offer opportunities for a mix of uses including shop top residences. There is also opportunity to provide better community facilities as the existing facilities are geographically disconnected and the buildings no longer meet the needs of the community.

The area surrounding the shopping strip is largely residential, with mostly Edwardian, Interwar and Californian Bungalow single detached dwellings.

A heritage area exists to the south of Centre Road which contributes substantially to the area's character and must be safeguarded. In addition, large sections of the residential areas to the immediate north and south of the centre are affected by overland flows (as identified by Melbourne Water). These factors coupled with existing unit developments in certain streets abutting the centre, all combine to potentially constrain opportunities for increased densities in the residential areas surrounding the centre. Where opportunity does exist, however, appropriate infill development at increased densities is encouraged.

**Map 1 Bentleigh**



**Precinct 1 Community Precinct**

**Exercise discretion**

Where a permit is required for use or development, it is policy that:

- A stronger civic presence be created through the co-location of community services on the existing library site.
- Development of a community centre on the existing library site has a strong presence to Jasper Road.
- A traffic management plan be submitted with a proposal for a community centre.
- Building height of any development on the existing library site be compatible with the scale of adjacent buildings along Centre Road.
- Re-development of the existing library site includes car parking, with improved access and pedestrian movement and safety.

**Precinct 2 Retail Hub**

**Exercise discretion**

Where a permit is required for use or development, it is policy that:

- The existing strip shopping centre be contained within the precinct boundary.
- The retail focus along Centre Road be strengthened with retail being the principal ground floor use.
- Offices be allowed to locate at ground level of buildings in the area west of Wheatley Road.
- Unless otherwise specified, office and residential uses be located on upper floors of buildings, unless it can be demonstrated that such uses at ground floor level contribute to the viability of an active retail centre.
- Larger land uses (eg magnet stores or cinemas) be encouraged to locate within the existing precinct west of the railway line and such proposals be accompanied by Traffic Impact Reports.
- Uses abutting the rotunda area have active frontages to the rotunda.
- Shops be encouraged to provide entrances to both Centre Road and rear car parks.
- Shopfronts be encouraged to return for minimum depths onto side streets.
- Buildings along Centre Road be encouraged to increase in height to provide for office, commercial and residential uses provided:
  - Buildings on the north side of Centre Road are articulated, so shadow is not cast onto the footpath on the south side of Centre Road.
  - Building height is not to result in overshadowing of residential properties to the south.
  - Buildings step down at the rear to achieve a better transition to residential areas.
  - Rear boundaries incorporate a landscaped buffer (except where such premises adjoin a publicly owned car park) to ensure a sensitive interface to the residential area behind.
  - The range and type of retail facilities currently enjoyed in the centre are not depleted.
- Upper levels of new development provide for residential accommodation in preference to office uses.
- The amalgamation of allotments for more intensive developments so that facades of buildings within the centre are more coherent, be encouraged.
- New residential developments in the commercial centre provide a recognizable and accessible pedestrian access point from the street to the residential component of the building.

### **Precinct 3 Car Parking and Mixed Use**

#### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- Car parking remain to service the retail strip.
- Shops be encouraged to provide entrances to both Centre Road and rear car parks.
- The number of off-street car parking spaces be retained or increased.
- Reconfiguration of the car parking arrangement include design treatments to improve the appearance and safety of the parking area.

- Bleazby St car park spaces be retained, and any expansion not impinge on the amenity of abutting residences.
- Improved utilisation of the railway reserve land (mixed use with consolidated multi deck parking) between Hamilton Street and the station be encouraged.
- Potential of car parking areas to be redeveloped for a combination of mixed use/residential and car parking (that in turn will reduce the extent of hard paved areas) either through the utilisation of airspace and/or basement development be recognised.
- The poor surveillance of car park and streetscape realms be addressed through the implementation of above ground activities with views, access and activity orientated towards these spaces.

## **Precinct 4 Residential**

### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- Development on the parkland adjacent to the railway line in Nicholson Street be discouraged and the existing landscape strip be retained.
- Where opportunities exist, a range of housing types be promoted at increased densities.
- Where opportunities exist, medium density housing be encouraged in the residential areas surrounding the centre.
- The managed change of the neighbourhood character of these areas be encouraged.
- Those sites that immediately abut car parking areas and are not separated by a road may have greater development potential than other sites within the precinct.

## **CARNEGIE**

### **Map 2**

Carnegie is a traditional shopping centre surrounded by a well-established residential area containing a mix of flats, units and detached houses that caters for the demands of the mixed community. The residential area east of Koornang Road is largely composed of Edwardian, Interwar and Victorian single detached houses. The residential area to the west of Koornang Road is mostly two to three storey flats built in the 1960s, interspersed by period homes.

The centre is based around a rail station and has other adequate public transport links.

The retail strip provides shopping convenience as it contains a range of retail (notably ethnic grocery stores and opportunity shops) and commercial/professional uses. Of the three urban village areas identified, it has the shortest shopping strip, concentrated along Koornang Rd between Neerim Road and Dandenong Road. A small amount of retail, professional and commercial uses spill over Neerim Road and down the side streets running off Koornang Road. These should be contained. There are also industrial uses - they are concentrated in Egan Street.

Carnegie has a wide mix of uses that provides varied employment opportunities and ensures the continuation of its role as a sub-regional centre despite competition from nearby Murrumbeena and Glen Huntly centres, and the Chadstone shopping centre.

The success of this area could be improved with night time activities that complement daytime uses, eg restaurants and cafes, and using upper floors of buildings for residential

and commercial activities that would contribute to employment opportunities and attract people who desire proximity to public transport, services and shops. Car parking and congested traffic movement within and around the centre is impacting on the convenience and safety of shopping. This situation could be improved by easing traffic flow, upgrading pedestrian linkages, and formalising and upgrading car parks.

**Map 2 Carnegie**



**Precinct 1 Dandenong Road Precinct**

**Exercise discretion**

Where a permit is required for use or development, it is policy to:

**Land use and development**

- Encourage site consolidation and redevelopment to support increased development densities.
- Encourage the conservation of the Rosstown Hotel (the entire original building including its roof form) at the corner of Koornang Road and Dandenong Road.
- Encourage retention and restoration of the facades of older two storey shops on the east side of Koornang Road, while allowing construction of ‘attic storey’ additions with no setbacks from the street, provided any additional height is not visible from the street.
- Maximise the development potential of land consistent with the objectives of this policy.



- Encourage higher-density residential development.
- Maintain a continuous and consistent built form for the shop-fronts at street level along Koornang Road.
- Where retail uses are encouraged in this precinct, avoid retail that competes directly with the Koornang Road retail strip and supermarket(s) south of the railway.
- Encourage non-core retailing, hospitality, entertainment and commercial uses addressed to Dandenong Road, with the exception of No. 1100 and 1102-1108 Dandenong Road where retail uses are discouraged.
- Encourage non-core retailing, hospitality, entertainment and commercial uses addressed to Koornang Road.
- Encourage commercial uses with residential above and discourage retail uses in Woorayl Street.
- Encourage vertical mixes of land uses with retail, commercial and community facilities at ground level and residential above.
- Create active frontages onto all streets in the precinct.
- Locate uses that are less sensitive to traffic and railway noise near Dandenong Road, especially at lower building levels.
- Position new housing to create an appropriate interface between other uses and established residential areas.
- Provide parking in basement structures and avoid open air ground level car parking, especially on sites exposed to surrounding streets.
- Provide sufficient off-street parking to avoid creating additional demand on adjacent areas.
- Allow development of new dwellings without side setbacks along east-west streets where good solar access can be provided and the amenity of adjoining dwellings is not significantly reduced. Subject to assessment of individual sites, areas for elimination of side setbacks include:
  - Dandenong Road
  - Arawatta Street

### **Subdivision and access ways**

- Create a new north-south street linking Woorayl Street, Arawatta Street and Dandenong Road.
- Consolidate properties in the area west of Koornang Road to encourage more intensive development.
- Encourage new north-south streets linking Egan Street and Dandenong Road as part of such consolidation and redevelopment.
- Encourage layouts that support good solar orientation in new buildings.

### **Frontage qualities**

- Encourage new buildings that contribute to an attractive, pedestrian scale frontage along Dandenong Road with articulation and detailing near street level, as well as addressing the viewpoint of travellers along the highway.

- Encourage development fronting the railway station (north of Woorayl Street) that contributes to a strong civic identity for the station precinct.
- Provide weather protection to Koornang Road footpaths.
- Minimise the number and extent of car park entries along Koornang Road, Egan Street and Arawatta Street, with preference to car park entries directly from the Dandenong Road service road.
- Provide service access from basement car parks or service lanes within the site to minimise impacts on important pedestrian areas.

### **Expiry**

- The policies for Precinct 1 do not apply after 30 September 2007.

### **Precinct 2 Carnegie Station Precinct**

#### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- The open space area adjoining the Carnegie Railway station be retained and re-designed to create an attractive and safe environment.
- Commercial activities not occur in the open space area adjoining the Carnegie Railway station. A kiosk may be developed in the train operator's (Connex) building on the north side of the rail line or be designed sympathetically with the existing building.

### **Precinct 3 Retail Hub**

#### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- The retail focus along Koornang Road be strengthened with retail being the principal ground floor use.
- Increased building heights accommodate residential and office activities at the upper levels.
- The height of upper level residential/office developments be determined by:
  - Site context, including the scale and character of surrounding development.
  - Site characteristics, including area, dimensions, orientation and topography.
  - Existing development on the site, including height, bulk and site coverage.
- Small retail uses be concentrated within the core retail area with entrances to the street and rear (to car parking areas).
- New residential developments provide a recognisable and accessible pedestrian access point from the street to the residential component of the building.

## **Precinct 4 Mixed Use (West)**

### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- Any new developments not take the retail focus away from Koornang Road.
- Existing car park areas be redeveloped for commercial/residential uses.
- Any redevelopment of existing car park areas maintain the current level of parking in addition to the required level generated by the development.
- Safe rear access be provided from buildings directly abutting car parks.
- Re-development of car parks be appropriate to the streetscape and provide a safe pedestrian environment.

## **Precinct 5 Mixed Use (East)**

### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- The main focus of this precinct is to create a community centre that incorporates existing services provided to the community.
- Development of a community centre may be more than 1 level if access is appropriately designed to serve the users and the scale is compatible with surrounding buildings.
- A traffic management plan be submitted with a proposal for a community centre.
- Development of a community centre include pedestrian linkages between Koornang Road and the residential area to the east, the station to the north and the car park to the south.
- Development of a community centre include an entry mall to Koornang Road.
- Development of a community centre not inhibit potential rear car parking to service shops.
- The area south of the station and the railway line, in Morton Avenue, is appropriate for multi-storey residential development. This may include commercial uses at ground level.
- Existing car park areas in Shepparson Avenue, north of Neerim Road, may be redeveloped for residential development.
- Any redevelopment of existing car park areas maintain a level of parking that supports the shopping strip, in addition to the required level generated by the development.
- Commercial development on lots with frontage onto Neerim Road be encouraged.
- Open space in Jersey Parade be suitably replaced in the development of a community centre in Shepparson Avenue.

## **Precinct 6 Residential (West)**

### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- Increased density residential developments be encouraged.
- Further expansion of commercial activities in Rosstown Road be discouraged.
- The managed change of the neighbourhood character be encouraged.

## **Precinct 7 Residential (North)**

### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- Increased density residential development be encouraged in Chestnut and Blackwood Streets with medium to high density development occurring on lots with frontage to Dandenong Road.
- The managed change of the neighbourhood character be encouraged.

## **Precinct 8 Residential (South)**

### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- A mix of density and housing types be encouraged to accommodate different household types, especially the elderly.
- The re-development of 314 Neerim Road for medium density dwellings be encouraged.
- The managed change of the neighbourhood character be encouraged.

## **ELSTERNWICK**

### **Map 3**

Elsternwick shopping centre is a traditional shopping strip surrounded by a residential area containing sites of heritage significance that must be protected.

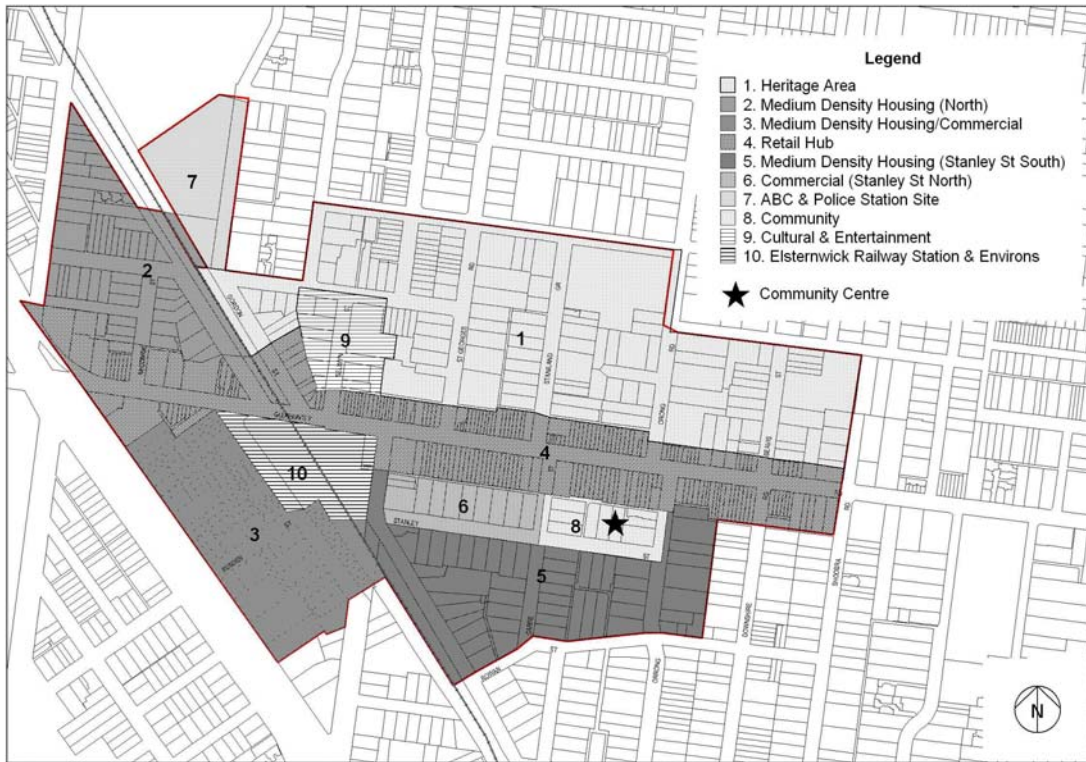
The shopping strip is characterised by two storey Victorian and Edwardian buildings, and provides a wide range of shopping, service and entertainment facilities. It is well served by trains, trams and buses.

Elsternwick has retained its subregional retail role despite competition from other convenience shopping centres, including Chadstone and Southland.

The Elsternwick urban village has areas of defined residential character and pockets of mixed streetscapes, for example Horne Street includes a variety of retail and commercial premises, the railway station and a section of distinctly residential character. Selwyn Street contains a mix of uses, including the Jewish Holocaust Centre and Classic Cinema – both

of which provide diversity to the area without detracting from the retail strip. The ABC studios also provide diversity of use and employment to the area.

**Map 3 Elsternwick**



**Precinct 1 Heritage Area**

**Exercise discretion**

Where a permit is required for use or development, it is policy that:

- Retail and commercial activities not encroach into the residential area.
- The area north of the right of way, bounded by Staniland Grove to the west, Orrong Road to the east and including the existing library site, the Maternal and Child Health Centre fronting Orrong Road and the car parks to the north and south of the library, be used for public car parking.
- A multi-storey car park may be developed within the existing Coles supermarket car parking area if sympathetically designed to complement the surrounding built form.
- Rear access to the Glen Huntly Road premises be maintained.
- Dual vehicular access from both Orrong Road and Staniland Grove be maintained (to the north of the Glen Huntly Road premises) and entrances to car parks widened for two way traffic.

**Precinct 2 Medium Density Housing (North)**

**Exercise discretion**

Where a permit is required for use or development, it is policy that:

- Retail uses be discouraged.
- Increased density housing be encouraged, particularly along Rippon Grove.
- All developments provide adequate off street parking to protect the amenity of the residents.
- Site consolidation to facilitate increased densities be encouraged.
- New developments provide an appropriate interface to adjacent valued community assets such as the churches.

### **Precinct 3 Medium Density Housing/Commercial**

#### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- This precinct be encouraged as an area for higher density development at heights compatible with adjacent buildings.
- Retail and commercial uses be limited to lots with frontage onto Horne Street, north of Rusden Street, with retail being encouraged to locate at the Glen Huntly Road end.
- Any new developments not take the retail focus away from Glen Huntly Road.
- Existing commercial premises in Horne Street may be developed with additional floors for commercial/residential activities.
- Heights of buildings in Horne Street, north of Rusden Street, progressively decrease from the existing 5 storey building.
- Site consolidation to facilitate increased densities in Ross Street be encouraged.
- Increased densities not be at the expense of providing adequate on site car parking.
- Residential buildings be located on lots fronting Nepean Highway.

### **Precinct 4 Retail Hub**

#### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- The existing strip shopping centre be contained within the precinct boundary.
- The character of the shopping strip be preserved through the conservation of the buildings and their façade.
- Retail premises along Glen Huntly Road be encouraged to provide rear access to car parks.
- Retail activities be discouraged from encroaching into the side streets.
- Residential uses and offices occur in upper levels of buildings.
- Diversity of retail and services be encouraged to maintain viability.
- All redevelopment west of the railway line be no higher than the terrace buildings on the south side of Glen Huntly Road.
- All redevelopment west of the railway line provide adequate onsite parking.

- Retail uses be discouraged on lots east of 481 Glen Huntly Road on the north side of Glen Huntly Road.
- Residential developments in the commercial centre provide a recognisable and accessible pedestrian access point from the street to the residential component of the building.
- The height of residential developments be determined by:
  - Site context, including the scale and character of surrounding development.
  - Site characteristics, including area, dimensions, orientation and topography.
  - Existing development on the site, including height, bulk and site coverage.

### **Precinct 5 Medium Density Housing (Stanley Street South)**

#### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- Stanley Street provides a point of transition from larger scale on the northern side to lower scale development.
- Where the Heritage Overlay does not apply, the managed change of the neighbourhood character of residential areas be encouraged.

### **Precinct 6 Commercial (Stanley Street North)**

#### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- Commercial activities be contained to the lots on the north side of Stanley Street.
- Sites north of Stanley Street may accommodate increased densities at heights compatible with adjacent buildings.
- Stanley Street provides a point of transition from larger scale to the north of Stanley Street to lower scale development to the south.
- The residential appearance of the buildings used for commercial activities in Stanley Street be maintained and parking be provided at the rear of the site.
- The expansion of commercial character into residential properties be discouraged.
- The managed change of the neighbourhood character of residential areas be encouraged.

### **Precinct 7 ABC and Police Station Site**

#### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- National Trust comments be sought and considered with any proposed development of the site, due to its proximity to Rippon Lea.



- The combined ABC and Police Station site be recognised as a unique opportunity for large scale development subject to an appropriate landscape treatment and setback to Rippon Lea.

### **Precinct 8 Community**

#### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- Redevelopment of the community centre maintain current levels of parking to support the shopping strip, in addition to the required level generated by the development.
- A community centre be built on the existing car park on the corner of Orrong Road and Stanley Street, and designed to complement the surrounding residential nature of Stanley Street and Orrong Road.
- All current community facilities (as well as additional facilities such as community meeting rooms, public toilets and baby feeding rooms) be consolidated into a community centre.
- A community centre provides open space for passive recreation.
- A traffic management plan be submitted with a proposal for a community centre.

### **Precinct 9 Cultural and Entertainment**

#### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- There be a mix of residential and commercial activity in Selwyn Street.
- No retail activities occur along Selwyn Street.
- Development in Selwyn Street be of scale similar to surrounding buildings with buildings greater than two storey being located towards Glen Huntly Road, and buildings to the northern end of the street being sympathetic to the character of the surrounding streets due to its visibility.

### **Precinct 10 Elsternwick Railway Station and Environs**

#### **Exercise discretion**

Where a permit is required for use or development, it is policy that:

- The air space above the railway line, on both the north and south sides of Glen Huntly Road, may be developed for public parking.
- Access to the north side car park not be in the form of a pedestrian overpass over Glen Huntly Road.
- Developments not reduce the size of or overshadow Elsternwick Plaza.
- Café activity be encouraged in Elsternwick Place.

**22.05-4**  
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**Reference document**

Urban Village Structure Plan, Glen Eira City Council, June 1999