

### **13. GLENFERRIE ROAD AND HIGH STREET STRUCTURE PLAN AND AMENDMENT C223**

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#### **PURPOSE**

The purpose of this report is for Council to:

- Be briefed on feedback received from Stage 3 Consultation on the Draft Structure Plan.
- Consider changes to the draft Structure Plan in response to feedback received.
- Consider adopting the final Glenferrie Rd and High St Structure Plan.
- Authorise Council officers to prepare planning controls and endorse the draft Design and Development Overlay for exhibition.

#### **BACKGROUND**

The Glenferrie Road and High Street Activity Centre is identified in Plan Melbourne as an 'Activity centre' (former Principal and Major Activity Centres).

Council at its meeting of 4 February 2013 resolved to progress development of a Structure Plan for Glenferrie Road and High Street Activity Centre as a priority.

In March 2014 Hansen Partnership were appointed to prepare the Structure Plan for the Glenferrie Road and High Street Activity Centre. As part of the project team, Essential Economics and O'Brien Traffic were also appointed to input into the development of the Structure Plan (economics and transport respectively).

Key objectives for this Structure Plan are to:

- Establish a 10-20 year strategic framework for the future development of the activity centre. It will guide the current and future form and function of the activity centre in accordance with a shared vision.
- Provide a framework for the integration of Council's services and programs, existing policies and strategies
- Consider the role of the centre in the context of the broader municipality and the region.

Refer to Attachment 1 for a timeline of the key stages of the Structure Plan.

Council has consulted with the community to prepare the Draft Structure Plan. Refer to Attachment 2 for details of Stage 1 and Stage 2 consultation.

#### **Plan Melbourne**

Plan Melbourne encourages higher density and development in all activity centres with particular focus on the larger Activity Centres such as Glenferrie Rd and High St. A Structure Plan is required to more specifically identify the degree of change and growth anticipated and a preferred built form outcome for the Activity Centre.

Plan Melbourne identifies a number of initiatives for Activity Centres which are noted in the Policy Implications section below.

### **Development forecast**

The Glenferrie Rd and High St Activity Centre provides a diverse range of fresh food, café / restaurant, apparel, retail and professional services.

The degree of change and increase for the Activity Centre in relation to dwelling density and commercial and retail floorspace is moderate and expected to occur over the long term to the year 2031. The image/ function/ role of the centre are not anticipated to change substantially compared to other centres such as the Chapel Street Activity Centre.

Along with consultation, the following background reports have been prepared and have informed the development forecast for the area and the Draft Structure Plan:

- Economic Technical Report
- Transport Technical Report
- Social Impact Assessment

The following approximate increase in dwellings and floorspace identified that could be accommodated includes:

- Population – The population of the wider trade area (covering Armadale, Malvern, Toorak, Glen Iris, Malvern East (part) is expected to increase by approximately 6,000 persons in 2031.
- Dwellings – Dwelling growth that could be accommodated in the activity centre is approximately an additional 800 to 900 dwellings by 2031, at an average rate of 50 dwellings per annum.
- Retail floorspace – Additional retail floorspace of up to 11,500sqm by 2031 could be accommodated through the expansion of Malvern Central and redevelopment of existing built form in the overall centre.
- Commercial office floorspace – Additional commercial office floorspace of up to 20,000sqm could be accommodated in the Dandenong Road and Malvern Station area.

### **Draft Glenferrie Rd and High St Structure Plan**

The preparation of a draft Structure Plan for the Glenferrie Rd and High St Activity Centre was informed by Stage 1 and Stage 2 consultation.

The purpose of the Structure Plan is to guide change to land use, built form and public spaces that together can achieve economic, social and environmental objectives for the place.

Key directions in the draft Structure Plan in relation to the overall planning for the centre include the following:

- Establish clearly defined gateway and entries into the activity centre (Malvern Town Hall and corner Dandenong Rd/ Glenferrie Road).
- Encourage and facilitate sustainable modes of travel within and around the Centre.
- Retain and protect heritage fabric.
- Strengthen 'pause points' for the public and improvements to the public realm at and around important junctions.
- Identify and establish potential event spaces at key sites (market, special event, etc.)
- Provide guidance to possible future expansion of Malvern Central.
- Establish clear urban form and design guidance for new development and additions.

## DISCUSSION

The draft Structure Plan and Background reports were considered by Council on 15 December 2014 and adopted for the purpose of Stage 3 consultation. Council undertook consultation on the Draft Structure Plan in March/April 2015.

The draft Structure Plan included a number of key built form aspects. The key built form aspects, in the draft Structure Plan released for comment, are outlined in Attachment 3.

### Stage 3 Consultation

Stage 3 consultation on the draft Structure Plan was conducted from 16 March to 13 April 2015. This consultation sought the community's views on the following key aspects:

- The retention of heritage buildings and the impact of potential upper level additions.
- Preferred maximum building heights throughout the activity centre.
- Urban design initiatives to enhance the appearance and function of laneways and public spaces.
- Key pedestrian, cycling and public transport aspects of the draft Plan.

Notice for Stage 3 consultation was sent via a brochure to owners and occupiers in the surrounding area (6000 copies). An ad was posted on the City of Stonnington Facebook page and notice was put in the Stonnington Leader. Council's website included a designated webpage where people could fill out a survey. Refer Attachment 4 for a copy of the Brochure.

The community was able to provide feedback through an online survey, attending a community walking tour held on 21 March 2015 and providing written feedback.

There were 760 unique visitors to the Glenferrie Rd and High St webpage. A total of 18 participants answered the online survey, 5 people attended the walking tour and written feedback was received from 22 residents and other interested parties including Cabrini Hospital, Yarra Trams, Malvern Central and VicTrack.

Feedback received:

Key areas of support	Key areas of concern
Retention and restoration of heritage buildings along Glenferrie Rd and High St.	Clearer guidelines to define sympathetic additions to heritage forms.
Public realm upgrades and streetscape improvements throughout the Structure Plan area.	Overdevelopment at upper levels.
<b>High St</b> – Preferred max building height of 4 storeys is too low. Should be 6-8 storeys to encourage increased activity and vibrancy.	<b>High St and Glenferrie Rd</b> – Preferred max building height of 4 storeys is too high and will result in excessive overshadowing and visual bulk.
Preferred maximum height of 6 storeys south of the railway corridor.	<b>Station St</b> – Preferred max building height of 6 storeys is too high and will not adequately allow an appropriate transition at the rear.
	<b>Station St</b> – Preferred max building height of 4 storeys is too low given the areas strategic location and proximity to Malvern Station.
<b>Wattletree Rd</b> - as medical and health precinct.	<b>Wattletree Rd</b> – Impact of expanding commercial, medical and higher density residential development.

Mixed use, including residential development on the <b>Malvern Central</b> site.	<b>Malvern Central</b> – proposed preferred max building height is too low. The owner submitted 15-18 storeys could be accommodated.
	Management of vehicle congestion and the impact of future development on parking capacity.

Attachment 5 provides the Executive summary for Stage 3 consultation. The consultation report has been released to those who had registered interest and provided feedback.

### 3D modelling for Strategic Development Sites

In response to the feedback received on the Draft Structure Plan Hansen Partnership undertook 3D modelling of the Strategic Development Sites in order to determine more detailed built form guidance. This urban design investigation has informed the more detailed guidelines in the Glenferrie Rd and High St Structure Plan. Refer to Attachment 6 for a copy of the urban design memo.

### Recommended changes to the Structure Plan

The table at Attachment 7 outlines the recommended changes to the draft Structure Plan and associated rationale resulting from consideration of feedback and further analysis. Also included is a map showing the revised preferred maximum building heights and the new interface diagrams to be included in the Structure Plan.

Key changes proposed include:

- Heights to be expressed in metres and storeys.
- Station Street lots (between McKinley Ave and Glendearg Grove) - preferred maximum height of 6 storeys reduced to 4 storeys.
- Clearer section interface diagrams needed.
- Definition of Strategic Development Sites (SDS) and site specific guidelines.
- Malvern Central as a Strategic Development Site with site specific guidelines.
- Greater clarity and more specific guidelines for the Strategic Development Sites (including preferred building heights and setbacks).

In response to the feedback received more specific analysis has been undertaken on the Strategic Development sites to determine potential built form outcomes and more specific preferred built form measures. The following table outlines the preferred maximum building heights for the whole Structure Plan area and the Strategic Development Sites.

Preferred maximum building heights (other setbacks and built form parameters apply):

Precinct / Site	Draft Structure Plan heights (exhibited)	Proposed Structure Plan heights (for adoption)
<b>Glenferrie Rd</b>	4 storeys	4 storeys (14.5m)
<b>(Station St – between McKinley Ave &amp; Glendearg Grve)</b>	6 storeys	4 storeys (14.5m)
<b>Glenferrie Rd (south)</b>	6 storeys	6 storeys (21.5m)
<b>High St</b>	4 storeys 5 storeys (Large sites)	4 storeys (14.5m) 5 storeys (Large sites) (18m)
<b>Wattletree Rd East</b>	4 storeys	4 storeys (12m)
<b>Wattletree Rd West</b>	5 storeys	5 storeys (16m)
<b>Malvern Central</b>	8 storeys	12 storeys

<b>Dandenong Rd Gateway</b>	No height specified	10 storeys
<b>Glenferrie Rd Gateway</b>	No height specified	8 storeys

Refer Attachment 8 for a copy of the final Structure Plan and background documents for adoption.

### **Amendment C223 - Draft Planning Controls**

The preferred planning tool to implement the preferred built form outcomes in the Glenferrie Rd and High St Structure Plan is the Design and Development Overlay. The anticipated use of land in the activity centre boundary and the peripheral areas on Wattletree Rd can be reasonably managed through the current Commercial, Mixed Use and Residential zoning of land.

It is proposed that the Design and Development Overlay will include the Activity Centre boundary (Glenferrie Rd and High St spines) and the peripheral areas on Wattletree Rd. Subsequent changes to the Residential Zone Schedules (Growth and General zones) will be required in order to align the preferred maximum building height with the preferred heights in the Structure Plan.

In summary, it is proposed that Amendment C223 will include the following policy changes:

- New Design and Development Overlay Schedule – Glenferrie Rd and High St Activity Centre and Wattletree Rd peripheral area.
- New Residential Growth Zone Schedule – Wattletree Rd West (16m max building height). Only the maximum building height will be in the residential zone schedule. All other built form provisions such as setbacks and landscaping will be in the proposed DDO.
- New General Residential Zone Schedule – Wattletree Rd East (south side) (12m max building height). Only the maximum building height will be in the residential zone schedule. All other built form provisions such as setbacks and landscaping will be in the proposed DDO.
- Amend split zoned properties – Rezone part General zone (GRZ10) to the Commercial 1 Zone given the lots front High St (1066-1076, 1214 and 1216 High St).

The proposed map changes outlined above and the draft Design and Development Overlay is included as confidential Attachment 9. The drafting and wording of the proposed planning controls are being finalised. The proposed planning controls which will be made publicly available during the statutory exhibition process.

### **POLICY IMPLICATIONS**

The Council Plan (2013-2017) includes the following relevant objectives and strategies:

Prosperity - A prosperous community, recognised as a creative city, a premier visitor and retail destination.

- Develop long-term plans to ensure the sustainability of Stonnington's activity centres.
- Advocate for access to increased public transport infrastructure to major activity centres to enhance economic growth.
- Promote Stonnington as a premier retail and visitor destination.
- Improve the quality of Stonnington's retail precincts to match the aspirations of being a premier retail and visitor destination.
- Support the continued viability of the retail sector and other businesses to adapt to changing macro-economic trends.

Liveability - Stonnington will be the most desirable place to work, live, and visit.

- Balance the competing demands of maintaining residential amenity and population growth through appropriate planning.

Plan Melbourne identifies the role and designation of activity centres across Melbourne, including those within Stonnington. Some of the key initiatives that influence the development of structure plans include:

**Direction 1.2 – Strengthen the Competitiveness of Melbourne's Employment Land**

- With local governments, work with the relevant stakeholders in activity centres to prepare structure plans for the diversification of activity centres that have the potential to emerge as metropolitan activity centres (Initiative 1.2.3).

**Direction 1.5 – Plan for Jobs Closer to Where People Live**

- Work with subregional groupings of relevant local governments to (Initiative 1.5.2): prepare or update structure plans and infrastructure plans (as required) for metropolitan activity centres to accommodate significant growth
- update the planning provisions in and around metropolitan activity centres to ensure they are investment-ready
- identify sequencing requirements (including infrastructure provision, connections and public realm improvements).
- Support local governments to plan for their network of activity centres (Initiative 1.5.3).

It is noted that Plan Melbourne is currently being reviewed.

Council's MSS identified future structure planning work to guide future use and development for this activity centre.

- Clause 21.04-1 – Activity Centres - Developing and implementing Structure Plans for principal, major and large neighbourhood activity centres and other selected centres to guide future use and development of these centres.

**FINANCIAL AND RESOURCES IMPLICATIONS**

The Glenferrie Road and High Street Structure Plan fits within allocated budget for Structure Planning.

Indicative timeline for Amendment C223:

<b>Nov 2015</b>	<b>January 2016</b>	<b>Feb / Mar 2016</b>	<b>June / July 2016</b>	<b>Sept 2016</b>	<b>Nov 2016</b>
(Adopt Structure Plan)	Authorisation	Exhibition	Panel	Adoption	Approval

**CONCLUSION**

The Glenferrie Road and High Street Structure Plan project has been through three stages of consultation with residents, traders, business owners and external stakeholders. Council has received feedback on the Draft Structure Plan and in response a number of changes to the Structure Plan are recommended.

Draft planning controls (including a Design and Development Overlay) have been prepared in order to implement the Glenferrie Rd and High St Structure Plan. It is proposed that Council prepare and exhibit Amendment C223 early next year.

## HUMAN RIGHTS CONSIDERATION

This recommendation complies with the Victorian Charter of Human Rights and Responsibilities Act 2006.

## ATTACHMENTS

1.	GRHS - Project timeline - Attach 1 of 9	Excluded
2.	GRHS - Consultation - Attach 2 of 9	Excluded
3.	GRHS - Built form - Attach 3 of 9	Excluded
4.	GRHS - Brochure March 2015 - Attach 4 of 9	Excluded
5.	GRHS - Consultation Summary July 2015 - Attach 5 of 9	Excluded
6.	GRHS - memo - Attach 6 of 9	Excluded
7.	GRHS - Table of recomm - Attach 7 of 9	Excluded
8.	GRHS - Structure Plan - Attach 8 of 9	Excluded
9.	GRHS - Draft DDO and map - Attach 9 of 9	Confidential Excluded

## RECOMMENDATION

### *That Council:*

- 1. Adopt the Glenferrie Rd and High St Structure Plan and background documents at Attachment 8.***
- 2. Authorise Council officers to make minor changes to the adopted Glenferrie Rd and High St Structure Plan and background documents prior to exhibition.***
- 3. Endorse the draft planning controls (included in confidential Attachment 9) for the purpose of exhibition***
- 4. Authorise Council officers to prepare the amendment documents and planning controls consistent with the adopted Glenferrie Rd and High St Structure Plan.***
- 5. Apply to the Minister for Planning in accordance with Section (9)(3) of the Planning and Environment Act 1987 to obtain authorisation to prepare Amendment C223 which will provide new planning controls for the Glenferrie Rd and High St Activity Centre and Wattleree Rd area.***
- 6. Following authorisation from the Minister, exhibit Amendment C223 in accordance with Sections 17-19 of the Planning and Environment Act 1987.***
- 7. Acknowledge the input from submitters, stakeholders and registered interested parties involved in the preparation of the Glenferrie Rd and High St Structure Plan and advise them of Council's decision.***