Glen Eira Planning Scheme Review 2016: a discussion paper

The *Glen Eira Planning Scheme Review* aims to test the continued relevance and applicability of all Glen Eira City Council’s town planning policies, strategies and controls. As part of the Review process, Council will consult with the community to seek feedback, comments and views on planning matters within Glen Eira.

*Glen Eira Planning Scheme Review 2016 — a discussion paper* has been prepared to initiate discussion on town planning issues and challenges facing the municipality.
Context

Melbourne is rapidly growing in population with numbers expected to increase from its current 4.5 million to reach 7.8 million by the year 2051. With a projected significant increase in population over the next 35 years, the number of households in Melbourne is expected to reach 3.15 million by 2051. This would result in a 90 per cent increase from the current 1.59 million households in metropolitan Melbourne.

The average household size is expected to decline over the coming years as the average age of Melbourne’s population increases. As older people form smaller households, this will result in a larger portion of the population requiring one or two-person homes.

In recent years, metropolitan Melbourne’s housing growth has changed focus with the construction of apartment and medium density housing outweighing the construction of detached houses.

As a middle ring municipality, Glen Eira has experienced a significant increase in housing development in the form of residential infill — the replacement of one house with new townhouses or apartments — with more than 25 per cent of approvals being issued for dual occupancy development.

Residential infill can increase housing diversity within a municipality however, it may also affect the character of individual suburbs over time. By the year 2031, the population of Glen Eira is expected to increase by approximately 27,000 people, which is expected to result in a further increase of around 12,000 households.

Figure 1: Annual approvals of dwellings by type, Melbourne, 2001–2014
What is a Planning Scheme?

A Planning Scheme is a statutory document that outlines the strategic direction for a municipality and provides objectives, policies and provisions for development and land use. A Planning Scheme consists of a range of tools that aid councils in making decisions on where and how people develop their land, including both state and local policies.

A Planning Scheme includes the following components:

**State Planning Policy Framework (SPPF)**

State-wide policies are contained within this section of the Planning Scheme, which comprises of general principles and provisions for land use and development. The SPPF is identical for every municipality and is currently under review by the State Government. Information contained in the SPPF is not the subject of the Glen Eira Planning Scheme Review 2016.

**Local Planning Policy Framework (LPPF)**

The LPPF is the subject of the Review. This section of the Planning Scheme includes local policies that apply solely to Glen Eira and outlines Council’s strategic directions for the municipality. The LPPF must be consistent with the general directions of the SPPF and comprises the following components:

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**Figure 2:** Annual number of building approvals of mid and high rise apartments in inner and middle Melbourne, 2001–2014

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Glen Eira Planning Scheme Review 2016 — a discussion paper
Municipal Strategic Statement (MSS)

The MSS details the broad strategic objectives for planning, land use and development in Glen Eira. Additionally, it provides the strategic basis for the local content of the Planning Scheme. This section also provides a rationale for zone and overlay requirements in the Scheme.

Local Planning Policies

These policies state the preferred outcomes for specific land uses or development in Glen Eira and contain tools for implementing the strategies set out in the MSS.

Zones and overlays

All land in Victoria has a zone that specifies the purpose of the land (residential, commercial, industrial etc.). The zoning of land states the allowable uses as well as the types of construction that require planning permission. The provisions within the zone are set by State Government, however, local provisions may be added through the use of schedules. For example, Glen Eira utilised this tool to implement maximum building heights across all residentially zoned land.

Particular and general provisions

These sections of the Planning Scheme contain specific provisions for a range of uses and developments, such as car parking, telecommunications facilities and advertising signs. Similar to the zones, these provisions are also set by the State Government.

Incorporated documents

External documents may be referenced within the Scheme, for example, a masterplan for a large area or precinct.

References

Why Do a Planning Scheme Review?

Pursuant to Section 12B of the Planning and Environment Act 1987, a municipality must regularly review its Planning Scheme and report the findings to the State Government. Council is required to report its Review findings to the Minister for Planning, through the Department of Environment, Land, Water and Planning (DELWP).

The aim of the review is to:

- reduce the complexity of processes and controls;
- remove unnecessary permit requirements;
- improve the performance of the Planning Scheme and strengthen its strategic objectives;
- address key issues faced by the municipality; and
- ensure consistency with state policies and strategies.

The process includes:

- community and stakeholder consultation;
- assessing progress since the last Planning Scheme Review;
- reviewing current policies;
- identifying policy gaps and inconsistencies; and
- setting goals for implementation of changes to the Planning Scheme before the next review.

Although the reformed zones were implemented in 2013, a full review of the Glen Eira Planning Scheme has not been carried out since 2010. Council has previously sought further time to undertake a review as multiple State Government policies and strategies that guide the Planning Scheme are also currently under review. These include Plan Melbourne Refresh — a review of Melbourne’s metropolitan Planning Strategy; a review of the State Planning Policy Framework; a review of the new zones recently introduced to Victoria (such as the new residential zones); and a review of multi-dwelling design standards.

Recommendations in the final report will include a list of proposed changes to improve the efficiency and effectiveness of Glen Eira’s Planning Scheme. These will be implemented via the Planning Scheme amendment process. This process can be lengthy and requires both the adoption of the proposed amendments by Council as well as approval from the Minister for Planning.
How can you participate?

An integral part of the Review process is community and stakeholder consultation.

**This will involve three key stages:**

1. Community engagement meetings
2. Submissions
3. Council feedback forum

Five community engagement meetings will be held during the consultation period. These meetings will give the community an opportunity to contribute to the Review and shape the final report that will be submitted to the State Government.

Council encourages interested parties to attend the community engagement meetings and to provide written comments and views on planning matters affecting Glen Eira.

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<thead>
<tr>
<th>Date</th>
<th>Location</th>
<th>Address Details</th>
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<tbody>
<tr>
<td>Monday 18 April 2016 from 6pm</td>
<td>Moorleigh Pavilion</td>
<td>Moorleigh Village 90–92 Bignell Road Bentleigh East</td>
<td>78 B5</td>
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<tr>
<td>Monday 2 May 2016 from 6pm</td>
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<td>Moorleigh Village 90–92 Bignell Road Bentleigh East</td>
<td>78 B5</td>
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<tr>
<td>Wednesday 4 May 2016 from 6pm</td>
<td>Duncan Mackinnon Pavilion</td>
<td>Corner Murrumbeena &amp; North Roads Murrumbeena</td>
<td>68 K9</td>
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<tr>
<td>Wednesday 18 May 2016 from 6pm</td>
<td>Caulfield Park Pavilion</td>
<td>Corner Hawthorn &amp; Balaclava Roads Caulfield Enter from car park off Balaclava Road</td>
<td>68 C12</td>
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<tr>
<td>Wednesday 25 May 2016 from 6pm</td>
<td>Packer Park Pavilion</td>
<td>Leila Road Carnegie</td>
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Once we have a better idea of your key planning issues, priorities and suggested improvements, we would like to present these to you and discuss them further.

Everybody is welcome to join the discussion on:

**Wednesday 15 June 2016 from 6pm**

Glen Eira Town Hall Auditorium
Corner Glen Eira & Hawthorn Roads
Caulfield
(Melway Ref 68 A2)
Submissions

Council encourages written feedback from interested parties in response to the themes and questions raised within this discussion paper.

Any feedback must be made to Council by 31 May 2016

Submissions can be made:

Online:

By email:
mail@gleneira.vic.gov.au

Via post:
Glen Eira Planning Scheme Review
Strategic Planning Department
Glen Eira City Council
PO Box 42 Caulfield South 3162

Have Your Say

If you cannot attend one of the community engagement meetings but would still like to give us your feedback, there is an online forum available to discuss your thoughts or you can do an online survey. Follow the links from Council’s website to take part in the conversation.
Municipal Strategic Statement (MSS) and local policies

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<th>Municipal Strategic Statement</th>
<th>Clause</th>
<th>Local Planning Policies</th>
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<td>21.01</td>
<td>Municipal Strategic Statement</td>
<td>22.01</td>
<td>Heritage Policy</td>
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<td>21.02</td>
<td>Key influences</td>
<td>22.02</td>
<td>Non-Residential Uses in Residential Zones Policy</td>
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<td>21.03</td>
<td>Vision—Strategic Framework</td>
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<td>Urban Villages Policy</td>
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<td>Housing and residential development</td>
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<td>Phoenix Precinct Policy</td>
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<td>Business</td>
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<td>Housing Diversity Area Policy</td>
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<td>Industry</td>
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<td>Minimal Change Area Policy</td>
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<td>21.08</td>
<td>Institutional and non-residential uses in residential areas</td>
<td>22.09</td>
<td>Student Housing Policy</td>
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<td>21.09</td>
<td>Public uses/community facilities</td>
<td>22.10</td>
<td>Aged Persons Housing Policy</td>
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<td>21.10</td>
<td>Heritage</td>
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<td>Child Care Centres Policy</td>
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<td>Infrastructure</td>
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<td>Public Open Space Contribution Policy</td>
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The Municipal Strategic Statement (MSS) is responsible for setting the strategic direction for land use and development within Glen Eira. It is important to review this section of the Planning Scheme to ensure that it accurately responds to the current needs of the municipality. The key strategies of the MSS should align with state policies and objectives. The current sections of the MSS are listed above in Clauses 21.01–21.14.
Glen Eira’s local policies are listed in the Planning Scheme as Clauses 22.01–22.12. These policies provide more specific statements or expectations that guide decision-making. Local policies are tools that are used to achieve the objectives identified in the MSS. It is important to incorporate local policies in the Planning Scheme to help the community understand what the preferred outcomes are for land use and development occurring within the municipality.

Tell us more:

1. How effective is the MSS?
2. Are the current sections of the MSS still relevant?
3. Can/should the MSS be simplified?
4. How effective are Glen Eira’s local policies?
5. Do local policies reflect sound planning principles?
6. Do the policies provide clear direction?
7. Are there additional policies that should be included in the Planning Scheme?
Urban design in activity centres

An activity centre is an area that incorporates employment, services, housing and social interaction, often located in close proximity to a public transport hub. These centres can range in size from smaller local centres such as the Patterson Road shopping strip in Bentleigh, to larger urban villages including Bentleigh, Carnegie and Elsternwick. Due to their high level of accessibility, larger-scale activity centres are focal points for higher-density residential development with relatively higher buildings proposed in recent times.

Guidance for development in these areas can include local policies, structure plans, urban design frameworks, zones, and overlay controls. Currently, Glen Eira utilises a combination of zoning and local policies to outline the preferred planning outcomes for its activity centres. High-rise development in commercial zones has recently been raised as a concern as prescriptive height limits do not apply at present.

Local policies

Local policies are guidelines for certain uses or developments specifically within the municipality (rather than a state policy across all Planning Schemes). These are used by Local Government as a basis for application decision-making. However, should a decision be appealed at the Victorian and Administrative Tribunal (VCAT), the tribunal is only required to consider local policies, not implement them.

Built form overlays

Built form overlays, such as the Design and Development Overlay, are a planning control used to manage development outcomes. These overlays can introduce objectives for building design as well as particular development requirements. They can also introduce mandatory or discretionary height limits.
Structure plans

Structure plans set general parameters for future development opportunities by providing a desired vision for a particular area, including projected changes in land use. This can offer certainty for residents and developers alike but takes time to implement due to the complexity of research required.

Urban Design Frameworks

An Urban Design Framework (UDF) identifies the future aspirations for the physical environment of a defined area. A UDF can earmark particular areas for future transport connections, along with major built, natural, and cultural features. In comparison to a structure plan, a UDF has a stronger focus on built form rather than land use. UDFs are often used in areas undergoing significant change and can inform changes to zoning or built form overlays.

Tell us more:

1. What are the key issues affecting activity centres in Glen Eira?
2. How should these key issues be prioritised?
3. Do adequate policies and controls exist to guide development in activity centres?
4. How can activity centres better deliver social housing, low-cost housing, and housing diversity?
5. Should commercially zoned land in activity centres have mandatory or discretionary maximum height limits?
6. What should these maximum height limits be?
7. How should the interface between commercial and residential properties be managed?
Environmentally sustainable development (ESD)

Climate change has been a growing concern in recent years with many councils introducing temporary policies for environmentally sustainable design into their Planning Schemes. The policies utilise the Sustainable Design Assessment in the Planning Process (SDAPP) program, which introduces assessment tools such as Sustainable Tools for Environmental Performance Strategy (STEPS) for residential developments and the Sustainable Design Scorecard (SDS) for non-residential developments.

Currently, the Glen Eira Planning Scheme broadly identifies environmental sustainability objectives however; it doesn’t specifically require development applications to be assessed against ESD standards.

The State Government, as part of Plan Melbourne Refresh — a review of Melbourne’s metropolitan Planning Strategy — discusses the integration of the United Nations Sustainable Development Goals within the broader strategic framework for Melbourne, which in turn, will guide council local planning policies. It is argued that State Government policies and provisions hold greater weight for planning decisions than local policies and, therefore, minimum ESD requirements for development should be adopted statewide.

In addition, the State Government is currently undertaking the Better Apartments project — an initiative in collaboration with the Office of the Victorian Government Architect — which has the potential to shape future apartment design guidelines to better manage the amenity of apartment living in Victoria. As part of the project, discussion has been raised which suggests that ESD factors such as energy and resources and waste should be implemented as development standards within the Victoria Planning Provisions.
Tell us more:

1. What are the key environmental considerations with development in Glen Eira?
2. Should greater weight be given to the environmental considerations involved in residential and commercial development?
3. Is environmentally sustainable development an issue that should be addressed by local or state policies?
4. Should minimum application requirements be introduced for planning applications?
5. Will a local policy lead to more environmentally sustainable urban design?
Car parking and transport

Car parking, traffic safety and traffic congestion are issues frequently raised by the community, especially in and around activity centres.

Car parking design and rates for various uses are set by the State Government (Clause 52.06 of the Planning Scheme).

For example:

- A medical centre is required to provide five car spaces for the first practitioner providing health services for a site, plus an additional three spaces to every other person providing health services.
- A restaurant is required to provide 0.4 car spaces to each patron permitted at the site.
- For a multi-dwelling development such as an apartment block, one car space is required for each one or two bedroom dwelling, two car spaces to each dwelling with three or more bedrooms, and one visitor car space to every five dwellings within the development.

These rates apply throughout Victoria.

It is common for a planning permit to be sought in order to reduce the car parking requirement for a new use. For example, if a new restaurant requires 10 car spaces to be provided onsite, though it can only provide seven, a planning permit is required for a reduction of three car spaces. An assessment is carried out on a case-by-case basis.

To help guide decisions on car parking rates in some instances, certain planning tools can be utilised such as parking precinct plans, parking overlays or local policies. With controls such as these in place, greater clarity may be provided as to the required provision of car parking within activity centres.
Tell us more:

1. What are the key car parking issues in your neighbourhood?
2. Do the State Government parking standards satisfactorily manage car parking for developments?
3. Should developments provide more or less car parking? What factors affect this consideration?
4. How should sustainable transport outcomes be prioritised?
5. How could these be incorporated in a development?
6. Is basement car parking an appropriate way to provide car parking for a residential development?
Neighbourhood character

Neighbourhood character is an important element of residential areas that creates a sense of place. When residential land is developed, neighbourhood character forms part of the town planning assessment. Through the use of certain planning tools, existing neighbourhood character can be maintained or a new neighbourhood character can be encouraged.

ResCode is a set of state-wide multi-dwelling development standards that are incorporated into all Planning Schemes. These standards have been determined in order to identify reasonable and unreasonable amenity impacts as a result of development, and include objectives for neighbourhood character. As mentioned in Theme 3 the State Government is currently undertaking the Better Apartments project, which has the potential to introduce new development standards.

Zoning schedules can be introduced to alter ResCode standards within defined areas. For example, schedule 1 to the Neighbourhood Residential Zone for Glen Eira has particular variances from ResCode standards to implement certain neighbourhood character aspects identified in our local policies, such as a sense of openness and increased landscaping opportunities. These include increased rear setbacks, increased private open space requirements, decreased site coverage and increased permeability requirements.

For areas that present significant neighbourhood character elements, more restrictive planning controls may be applied, such as the Neighbourhood Character Overlay or the Design and Development Overlay.

A thorough assessment of Glen Eira’s significant character areas was undertaken in 2010. As a result of this assessment, the Neighbourhood Character Overlay and Design and Development Overlay were introduced to six separate significant character areas. These controls set specific built form objectives for the area, such as roof pitch, street setbacks and front fencing requirements.
Tell us more:

1. What are the key neighbourhood character elements where you live?
2. How can change be best managed in your neighbourhood?
3. Do the current policies and controls adequately manage neighbourhood character?
4. What do you believe are the three most important ResCode standards to consider?
5. Is it reasonable for relatively larger residential properties (in the Neighbourhood Residential Zone) to be limited to having no more than two houses being built on them?
A full review of Glen Eira’s Heritage areas was last carried out in 1996 and heritage controls were introduced into the Planning Scheme in 1999–2000. Since that time, site-specific reviews have been performed at different locations within the municipality.

In terms of heritage controls, general objectives are captured within the MSS (Clause 21.10), more specific statements or expectations are listed within Glen Eira’s Heritage Policy (Clause 22.01) and the statutory controls are located within the Heritage Overlay (Clause 43.01).

The role of a local heritage policy is to provide guidance and clarity for proposed demolition, development and use of heritage buildings. A policy may incorporate objectives, preferred outcomes, diagrams and examples for future development of heritage places.
Tell us more:

1. Is the current Heritage Policy (Clause 22.01) adequate?
2. Is more specific guidance required for heritage applications?
3. Is the previous heritage review still relevant?
4. Do anomalies exist within heritage protected areas?