

Masterplan Elements #7: Zoning

21 November 2016

Overview

The owners of East Village are releasing a series of documents to profile specific inputs into a 20-year masterplan for the Bentleigh East industrial precinct.

The purpose of the 'Elements' documents are to build up the detail necessary for putting forward a comprehensive masterplan for community input and review.

In this document, we examine the needs and planning considerations for **Zoning** – this has been of consistent community and stakeholder interest during the preceding phases of consultation on the development of a 20-year masterplan for East Village.

Summary

- The 20-year masterplan for the development of East Village will provide a sustainable, mixed-use community with medium and higher density residential, retail, employment opportunities, aged care, retirement living and community facilities.
- Proposed rezoning of parts of the site from commercial and industrial to mixed use as well as appropriate building heights would allow for the creation of a thriving activity centre in line with the State Government's '20-minute neighbourhood' vision.
- Building heights are planned to remain within, or in some cases lower than existing allowances and tapered to the edge of the precinct to form a transition to the surrounding community.
- A proposal to rezone the site may involve a change from Commercial 2 and Industrial 1 Zones to a potential Mixed Use Zone and potential retention of the existing Commercial 1 zoning.
- Final densities and dwelling numbers cannot be determined as they are dependent on a number of factors such as proposed heights, scale and uses on which feedback is currently being sought from the community.

Introductory comments

A critical area of interest for the wider community surrounding the East Village precinct are the potential zone changes. Zoning will have an impact on the ultimate amenity and use of

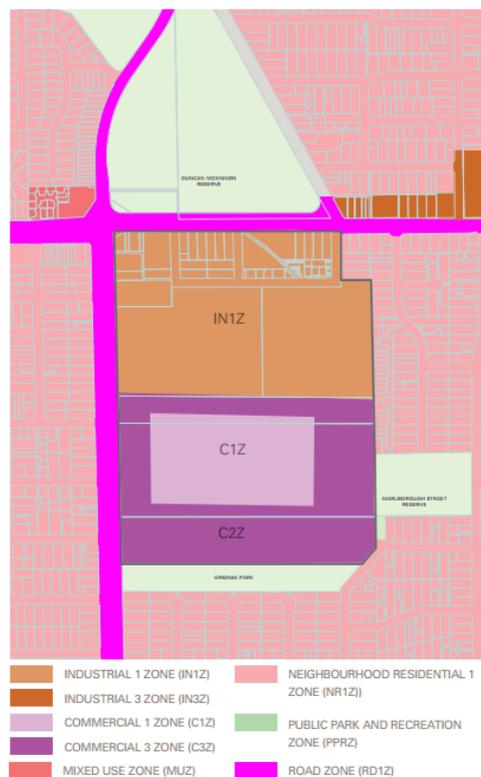
the precinct including the sensitive issues of housing density and building heights. It will also have implications for what activities can occur within those zones.

In releasing this elements papers the landholders wish to stress that the development of the 20 year masterplan for the precinct is still in the public consultation phase and the information in this paper is to help inform a sound level of community input and consultation on potential rezoning that may form a future application.

Current Zoning

Currently the East Village site is 20.2 hectares of industrial and commercial zoned land.

EXISTING ZONING



Industrial 1 Zone (IN1Z)...¹

“provides for manufacturing industry, the storage and distribution of goods and associated uses in a manner that does not affect the safety and amenity of local communities.”

¹ DELWP Industrial 1, 2 and 3 Zones: <http://www.dtpli.vic.gov.au/planning/about-planning/improving-the-system/reformed-zones-for-victoria/reformed-industrial-zones/industrial-1,-2-and-3-zones>

Commercial 1 Zone (C2Z)...²

“...promotes vibrant mixed use commercial centres for retail, office, business, entertainment and community uses, as well as residential uses at densities complementary to the role and scale of the commercial centre.”

Commercial 2 Zone (C2Z)...

“...seeks to develop commercial areas for offices and appropriate manufacturing and industrial and limited retail uses that do not affect the safety and amenity of adjacent, more sensitive uses.”

Existing building heights and limits

Current buildings on the site range in height from 1 to 5 stories. The allowable building heights in the precinct vary. The southern half of the precinct (Virginia Park) has existing controls which allow for built form ranging from 3 to 10 storeys. There is no building height specification for the northern portion of the precinct (currently zoned Industrial 1).

EXISTING BUILDING HEIGHTS



COMMERCIAL (4M F-F)	1 STOREY	1-2 STOREYS	2-3 STOREYS	4-5 STOREYS
RESIDENTIAL (3M F-F)	1-2 STOREYS	2 MAX (NRZ)		

CURRENT DPO HEIGHT LIMITS



COMMERCIAL (4M F-F)	3-4 STOREYS	5-6 STOREYS	6-8 STOREYS	8-10 STOREYS
RESIDENTIAL (3M F-F)	1-2 STOREYS	2 MAX (NRZ)		
	----- TRANSITIONAL HEIGHT ZONE			

² DELWP Commercial 1 and 2 Zones: <http://www.dtpli.vic.gov.au/planning/about-planning/improving-the-system/reformed-zones-for-victoria/reformed-commercial-zones/commercial-1-and-2-zones>

Key considerations with any proposed zone changes

Key zoning consideration #1: community feedback to date

The community and the Council has continually raised three key issues related to zoning:

1. The preservation of the municipality's neighbourhood character;
2. The need for greater housing diversity; and
3. Concerns about parking and traffic management due to the population growth.

Neighbourhood character

The Glen Eira neighbourhoods are characterised as two types³:

Garden Suburban Neighbourhood Character Type...

"Glen Eira's garden suburban neighbourhoods were laid out from the Late Victoria era to the 1970s. They are based on grid subdivision patterns and generally have spacious streets with detached dwellings and well landscaped gardens."

Inner Urban Neighbourhood Character Type...

"A small area within Elsternwick displays an inner urban character type. Typically, inner urban areas were developed during the C19th and comprise dense, low rise residential and mixed use development serviced by strip shopping centres and transport routes."

The area of East Bentleigh north of Centre Road is characterised as *"1950s garden suburban with modern overbuilding (infill development)"*.

Of the established local government areas in metropolitan Melbourne, Glen Eira has the highest proportion of its residential areas covered by the Neighbourhood Residential Zone (NRZ), which is designed to restrict housing growth and protect an identified neighbourhood character.

A total of 82% of the zoned and reserved land in Bentleigh East (excluding Road Zone) is designated NRZ.

Bentleigh East has no appropriately zoned land for higher density housing other than the redevelopment of business land in the Centre Road shopping area. This means there is limited opportunity for a significant increase in population of dwelling diversity.⁴

Housing diversity

The demand by different types of families and lone person households over the medium term is a primary driver for housing diversity. This is calibrated against other aims such as creating an inclusive and vibrant community to deliver the employment aims of the East Village precinct.

³ Glen Eira Planning Scheme – Minimal Change Area Policy:

http://planningschemes.dpcd.vic.gov.au/schemes/gleneira/ordinance/22_lpp08_glen.pdf

⁴ Sourced from Deepend Services 'Economic and Community Benefits' demographics analysis May 2016

The Glen Eira Planning Scheme has outlined the following objectives for housing diversity areas in the municipality⁵:

- *To encourage housing diversity in preferred strategic locations that have good access to public transport, commercial, community, educational and recreational facilities.*
- *To promote a range of housing types, comprising of a mix of single dwellings, two dwelling developments and other forms of multi-unit development.*
- *To promote a diversity of dwelling layouts and sizes.*
- *To ensure that the density, mass and scale of residential development is appropriate to the location, role and neighbourhood character of the specific housing diversity area.*
- *To ensure that key development sites contribute to the provision of housing diversity in Glen Eira.*
- *To ensure that key development sites that are located in close proximity to fixed public transport or commercial areas are developed for multi-unit development.*
- *To ensure that the siting and design of new residential development takes account of its interface with existing residential development on adjoining sites.*
- *To ensure that the design of new residential development is sensitive to and respectful of the scale of existing residential development on adjoining sites.*

Parking and traffic management

In formulating the plans, the landowners will assess the predicted level of traffic generation by East Village visitors, workers and residents and its impact on the surrounding roads, proposed traffic management measures to ease congestion, optimal road and path design, recommended parking rates and locations, and public transport routes and stops.

Some issues raised during the consultations included:

- The need for trees along East Boundary Road
- Provision for a future Light Rail Rapid Transit corridor to run down the median of the road.
- Support for a bus route to East Village and the wider existing community. .
- Concerns about traffic flow at the intersections of East Boundary Road and North and Centre roads.
- Concerns with intersection upgrade works that would be associated with the current South Drive to Virginia Park.

Any future development application for the precinct will include a Traffic Management Plan and/or Integrated Transport Plan to address the transport and traffic concerns that have been raised by the community during the first phases.

⁵ Glen Eira Planning Scheme – Housing Diversity Area Policy:

http://planningschemes.dpcd.vic.gov.au/schemes/gleneira/ordinance/22_lpp07_glen.pdf

Key zoning consideration #2: previously publicly stated objectives

The landowners of East Village have outlined the following objectives for the development of a 20-year masterplan to ensure the creation of a well-designed, liveable and sustainable urban environment:

1. To promote urban legibility and public access to and through the site;
2. To ensure new buildings are well spaced and offset to distribute access to outlook and sunlight;
3. To provide for diverse built form;
4. To demonstrate high-quality built form outcomes that contribute to the built form character of the neighbourhood and its surrounds;
5. To ensure that building heights consider and respond to the over shadowing effects within the site and on adjoining land;
6. To ensure that building heights provide an appropriate transition to site interfaces;
7. To incorporate a landmark building element or 'Gateway Building';
8. To ensure street level interface treatments contribute to high levels of pedestrian amenity and safety;
9. To provide acoustic design treatments that addresses the impact of existing and potential noise particularly from road traffic;
10. To collectively form a coherent and identifiable precinct;
11. To provide for safe and convenient vehicular and pedestrian access;
12. To minimise, where practical, the impact of vehicles on public space;
13. To ensure that above-ground parking is suitably concealed by appropriate building features such as active podium frontages or within buildings that display a high level of architectural resolution;
14. To incorporate recognised and proven ESD measures to aid in the reduction of energy and water consumption, the generation of waste and greenhouse emissions.

Key zoning consideration #3: other input from Elements papers

Currently, the East Village precinct is envisaged as a mixed use precinct encompassing a range of housing options alongside community facilities, open space, retail and employment opportunities (see [Elements #3](#) and [Elements #4](#)).

Taking into account the planning considerations in these and other elements papers, and example of best practice, the landowners are considering a number of 'sub-precincts' for the 20 year East Village masterplan. These in turn will impact the preferred zoning across the precinct.

So far the need for the following 'sub-precincts' have been identified:

- East Village Town Centre
- Innovation and employment precinct
- Lifestyle precinct
- Marlborough Street Reserve neighbourhood
- Virginia Park neighbourhood
- Potential community and education

The 'sub-precincts' would be connected by a network of passive and accessible open spaces to promote walking and cycling.

What are the existing and proposed zones on the East Village site?

The East Village precinct has a long history as an area of manufacturing and general employment, however the site has seen a decline in its use and productivity as an industrial hub.

Best practice for such sites points to a mixed use proposal for the precinct, which would enable the site to continue to offer employment opportunities, while also meeting the need for housing diversity, open space and community amenity in the area.

Mixed Use Zone (MUZ)...⁶

enables a range of residential, commercial, industrial and other uses which complement the mixed use function of the locality, providing housing at higher densities which responds to the existing or preferred character of an area."

Such changes would require rezoning of the site, which would see most of the commercial and industrial zones potentially transferred to mixed use.

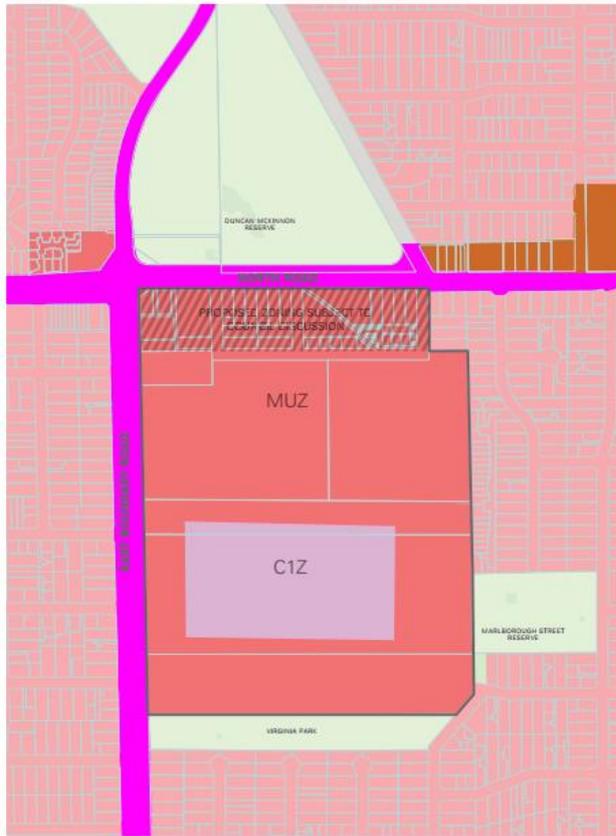
The potential rezoning outlined above is designed to spur economic growth in the area through business investment and local employment opportunities, ease the development pressure through demand-driven housing diversity and create a vibrant community through open space and community amenity.

Building heights

The landowners are proposing tapered building heights with a maximum potential height of 8 stories set in the centre going down to potentially two, three and four stories around the edges. The height of any buildings in the centre (and indeed on the edges of the development) will be within or less than existing development plan overlay limits or potentially see the introduction of a height limit where none currently exists.

⁶ DELWP Mixed Use Zone: <http://www.dtpli.vic.gov.au/planning/about-planning/improving-the-system/reformed-zones-for-victoria/reformed-residential-zones/mixed-use-zone>

POTENTIAL ZONING



ZONES AND ALLOWED USES

AMENITIES	EXISTING			POTENTIAL ZONING	
	IN1Z	C1Z	C2Z	C1Z	MUZ
RESIDENTIAL	X	✓	X	✓	✓
RETAIL	✓ (1)	✓	✓	✓	✓
OFFICE	✓	✓	✓	✓	✓
EDUCATION	✓ (2)	✓	✓	✓	✓
COMMUNITY	✓	✓	✓	✓	✓
CHILD CARE	✓	✓	✓	✓	✓
HEAVY INDUSTRY	✓	X	X	X	X

NOTE (1): RETAIL USE PERMITTED IN SOME CIRCUMSTANCES

NOTE (2): EDUCATION USE MUST NOT BE A PRIMARY OR SECONDARY SCHOOL

What are some examples of best practice?

To help inform the masterplan for East Village, the landowners are having a closer look at several mixed use developments:

- YarraBend⁷
- Polaris 3083⁸
- Woodlea⁹
- Amcor Alphington¹⁰
- Ashwood Chadstone¹¹
- Arden urban renewal precinct¹²
- Prospect Park Burwood¹³

⁷ YarraBend: <https://yarrabend.com.au/>

⁸ Polaris Bundoora: <http://www.polaris3083.com.au/sustainable-leader/>

⁹ Woodlea: <http://www.woodlea.com.au/>

¹⁰ Alphington Paper Mill: <http://www.alphingtonpapermill.com.au/>

¹¹ Ashwood Chadstone Gateway Project: <http://www.ppha.org.au/portfolio/developments/104-completed-projects/150-ashwood-chadstone-gateway-project>

¹² Arden: <https://vpa.vic.gov.au/project/arden/p/arden-key-ideas/>

¹³ Prospect Park Burwood: <http://www.frasersproperty.com.au/Retail/VIC/Burwood-Brickworks/Register>

- Harrow View¹⁴
- Point Cook¹⁵
- Merrifield¹⁶
- Fishermans Bend¹⁷

What does this mean for East Village?

The following points emerge for consideration in the East Village masterplan:

- The landowners of East Village are considering proposing a mixed use neighbourhood for the East Village precinct, incorporating a mix of housing options, employment opportunities, retail, open space and a potential community and education use.
- This will be achieved while upholding the neighbourhood character of the site and the surrounding area.
- In order to deliver on this vision, rezoning of the site to a potential mixed use zone or similar will be required, whilst the existing Commercial 1 zoning could potentially be retained.
- Building heights are planned to remain within of less than the existing allowances tapered to the edge of the precinct to form a transition to the surrounding community.

¹⁴ Harrow View – Kodak Site: <http://www.harrowview.info/>

¹⁵ Point Cook: <http://www.places.vic.gov.au/precincts-and-development/pointcook>

¹⁶ Merrifield City: <http://merrifieldmelbourne.com.au/>

¹⁷ Fishermans Bend: <http://haveyoursay.delwp.vic.gov.au/fishermans-bend>