



Southland-Pennydale **Background Report**

Prepared for
Bayside City Council

Issued
January 2018

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Prepared for Bayside City Council
Southland-Pennydale Background Report

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SJB Urban Pty Ltd

SJB Urban
Level 5, 18 Oliver Lane
Melbourne VIC 3000
+61 3 9699 6688

www.sjb.com.au
urban@sjb.com.au

ABN: 65 310 854
ACN: 123 754 361

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Introduction

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1.1 Project Purpose

The purpose of this project is to inform the preparation of a Structure Plan for the Bayside portion of the Southland-Cheltenham Activity Centre. A Structure Plan outlines a 20-year plan for proposed growth and is underpinned by a vision, objectives and strategies required to achieve the vision.

Southland-Cheltenham Activity Centre is identified in State and Local planning policy as an area for more intensive development, including higher density residential development. The Structure Plan must recognise this important role and provide a considered framework that facilitates ongoing development, while recognising and seeking to manage the impacts.

Study Area

The municipal boundary between Bayside and Kingston follows the Frankston Railway Line and Charman Road (south). The Southland-Cheltenham Activity Centre is shared with the City of Kingston. The City of Kingston is not undertaking strategic planning work for the Southland-Cheltenham Activity Centre, therefore the Structure Plan considers only the Bayside portion of the Activity Centre.

The Southland-Pennydale Study Area has been defined by Council (Figure 1) and encompasses the residential neighbourhood known as Pennydale and the Bay Road - Jack Road Neighbourhood Activity Centre. The Study Area is bound by Bay Road to the north, the Frankston Railway corridor to the east, Park Road to the south and Jack Road to the west. The boundary of the Activity Centre has not yet been determined.

1.2 Why a Structure Plan?

Cheltenham-Southland is a Major Activity Centre identified in the Victorian Government’s Metropolitan Planning Strategy - *Plan Melbourne (2017)*. Activity Centres are nominated in both State and Local Planning Policy as preferred locations for medium and higher density development as they benefit from proximity to employment and transport.

For the Study Area, this includes adjacencies with services and key employment areas including; Southland Shopping Centre and the Bayside Business District, as well as proximity to Cheltenham and Highett Activity Centres. Recent significant State Government investment in public transport infrastructure includes the completion of Southland Train Station, and the upcoming level crossing removal at Park Road. Improving access to and the efficiency of public transport services.

Given this context, the area is expected to undergo change. The purpose Structure Plan is to help guide change and development, providing a clear framework for the future growth.

1.3 Project Process

Consultant Team

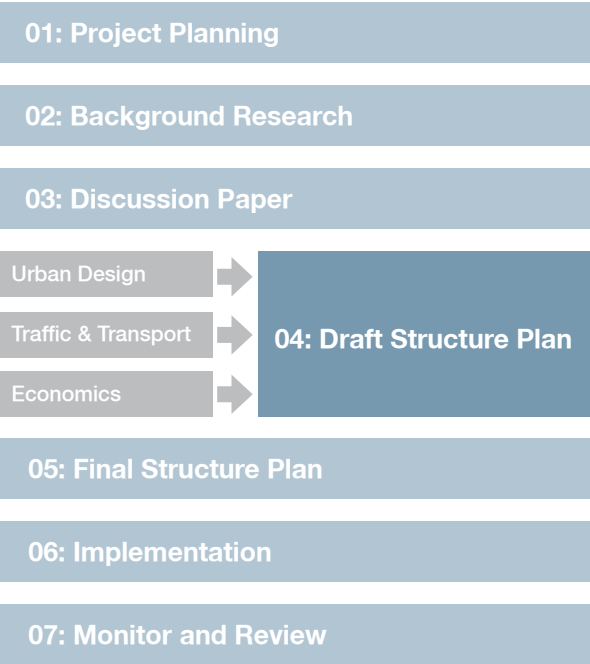
SJB Urban have been engaged by Bayside City Council to provide urban design advice to inform the development of the Structure Plan. Cardno Traffic and SGS Economics were also engaged by Council to provide technical traffic and transport and economic inputs.

Working Process

This Background Report provides a detailed overview of the Southland-Pennydale Study Area, identifies key opportunities, and summarises the three preliminary concepts presented to the Community Advisory Group and Community in October 2017.

- The project process for Stage 1 is summarised as follows:
- Study Area visits;
 - Council consultation meetings;
 - Background document reviews;
 - Study Area analysis;
 - Preparation of three options for the Study Area; and
 - Community consultation.

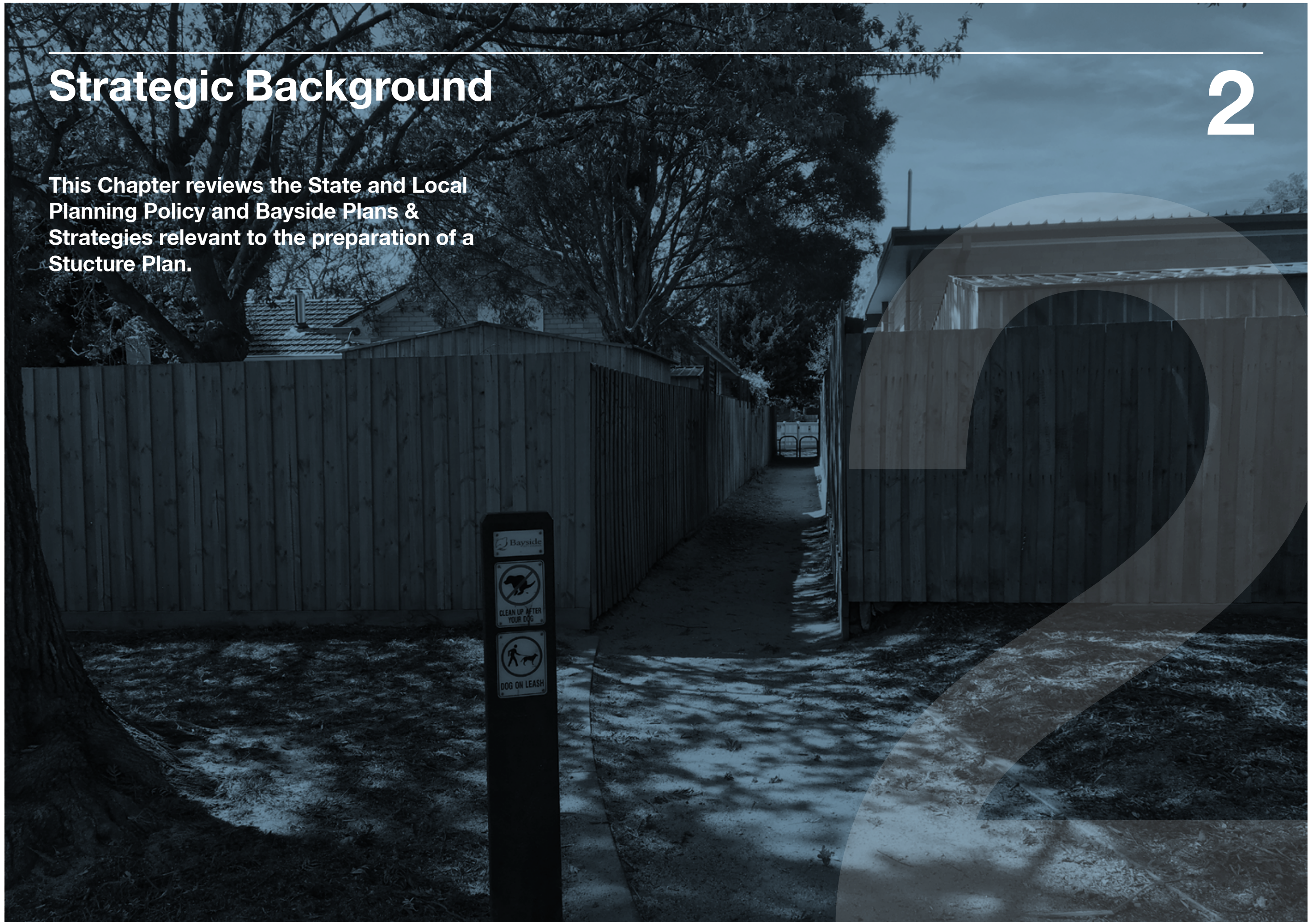
- Subsequent phases in the project process incorporate:
- Developing a Vision and set of Urban Design Principles;
 - Finalising the preferred design option; and
 - Preparing the final urban design report to inform Council’s Structure Plan.



Strategic Background

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This Chapter reviews the State and Local Planning Policy and Bayside Plans & Strategies relevant to the preparation of a Structure Plan.



2.1 State Planning Framework

2.1.1 Plan Melbourne 2017-2050

Plan Melbourne 2017-2050 is Victoria's Metropolitan Planning Strategy that sets the vision and policy direction for the growth of Melbourne for the next 35 years. Plan Melbourne was introduced in March 2017 and replaced the previous Plan from 2014.

Plan Melbourne broadly seeks to increase density and activity in established areas, well serviced by public transport, employment opportunities and existing infrastructure. A network of Metropolitan and Major and Neighbourhood Activity Centres is central to achieving consolidation and housing choice outcomes.

Cheltenham-Southland is identified as one of 121 MACs by Plan Melbourne. The City of Bayside has eight Major Activity Centres (MAC's), four of which are located along municipal boundaries:

- Brighton - Bay Street
- Brighton - Church Street
- Cheltenham (shared with City of Kingston)
- **Cheltenham-Southland (shared with City of Kingston)**
- Elsternwick (shared with Glen Eira Council)
- Hampton
- Moorabbin - Hampton East (shared with City of Kingston and City of Glen Eira)
- Sandringham

The following outcomes, directions and policies outlined in Plan Melbourne are relevant to Major Activity Centres:

Outcome 1: Melbourne is a productive city that attracts investment, supports innovation and creates jobs

- *Direction 1.2 Improve access to jobs across Melbourne and closer to where people live.*
Policy 1.2.1 Support the development of a network of activity centres linked by transport.

Outcome 2: Melbourne provides housing choice in locations close to jobs and services

- *Direction 2.1 Manage the supply of new housing in the right locations to meet population growth and create a sustainable city.*
- *Direction 2.2 Deliver more housing close to jobs and public transport.*
Policy 2.2.3 Support new housing in activity centres and other places that offer good access to jobs, services and public transport.
- *Direction 2.5 Provide greater choice and diversity of housing.*

Outcome 3: Melbourne has an integrated transport system that connects people to jobs and services and goods to market.

- *Direction 3.3 Improve local travel options to support 20-minute neighbourhoods.*
Policy 3.3.1 Create pedestrian friendly neighbourhoods.
Policy 3.3.2 Create a network of cycling links for local trips.
Policy 3.3.3 Improve transport choice.

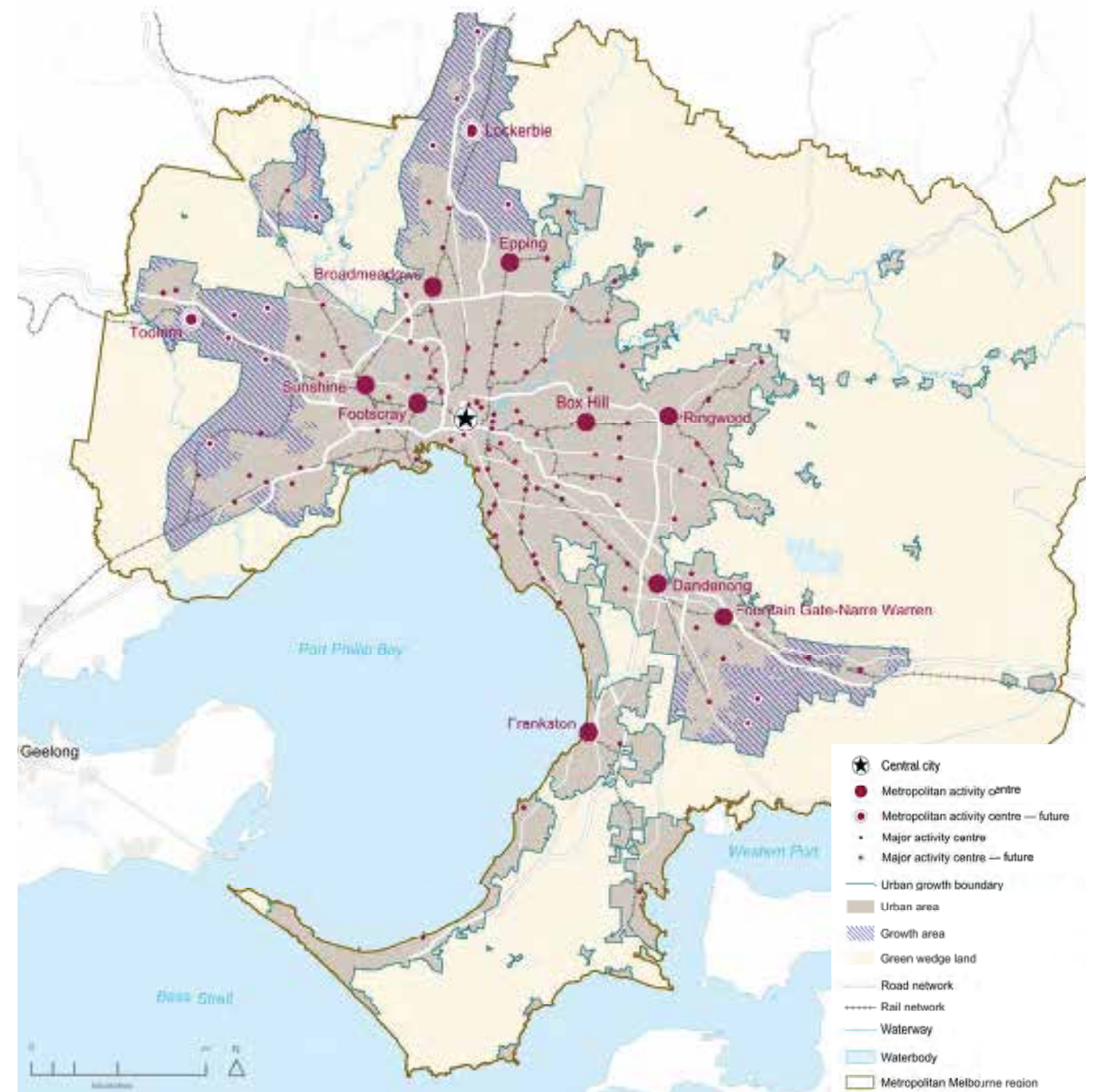


Figure 01: Metropolitan and Major Activity Centres (source: Plan Melbourne)

Strategic Background

2.1.2 State Planning Policy Framework

The State Planning Policy Framework (SPPF) provides the strategic framework for Melbourne in accordance with Plan Melbourne. Structure planning must consider and give effect to the SPPF. The key State Planning Policies relevant to Activity Centres and structure planning are as follows:

Clause 11.05 Urban Growth

- 11.02-1 Supply of urban land – To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.
- 11.02-2 Structure planning – To facilitate the orderly development of urban areas.

Clause 11.03 Activity Centres

- 11.03-1 Activity centre network – To build up activity centres as a focus for high-quality development, activity and living for the whole community by development a network of activity centres.
- 11.03-2 Activity centre planning - To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres which provide a variety of land uses and are highly accessible to the community.

Clause 15.01 Urban Environment

- 15.01-1 Urban design - To create urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity.
- 15.01-2 Urban design principles - To achieve architectural and urban design outcomes that contribute positively to local urban character and enhance the public realm while minimising detrimental impacts on neighbouring properties.
- 15.01-5 Cultural identity and neighbourhood character – To recognise and protect cultural identity, neighbourhood character and sense of place.

Clause 16.01 Residential Development

- 16.01-1 Integrated housing – To promote a housing market that meets community needs.
- 16.01-2 Location of residential development – To locate new housing in or close to activity centres and in urban renewal precincts and sites that offer good access to jobs, services and transport.
- 16.01-3 Housing opportunity areas – To identify areas that offer opportunities for more medium and high density housing near employment and transport in Metropolitan Melbourne.
- 16.01-4 Housing diversity – To provide a range of housing types to meet increasingly diverse needs.

In summary, the SPPF seeks to concentrate residential, commercial, retail, and community uses where there is good access to services, employment and public transport in Activity Centres. The SPPF seeks to ensure that land use and development appropriately responds to the surrounding landscape, built form and context and seeks to deliver housing diversity, including affordable housing.

2.1.3 Practice Note 58 – Structure Planning for Activity Centres (2015)

Practice Note 58 provides guidance on how to approach the structure planning process and includes the reasons for preparing a Structure Plan, the policy context to address, as well as the inputs and outputs of the process. Structure Plans implement State Planning Policy by managing and facilitating changes to land use, built form and public spaces within Activity Centres.

Structure Plans should include a shared vision for the Centre as well as defined boundaries and precincts. Boundary Criteria are provided to assist in defining the Activity Centre boundary and can be summarised as follows:

- Proximity to public transport
- The location of existing land uses
- ‘Walkability’ to key destinations within the centre (within 400 - 800 metres)
- Consistency with the requirements and directions of existing State and Local Planning Policies
- Physical or built form constraints (i.e. identified heritage or neighbourhood character values)
- Provision of sufficient land to meet commercial and residential development needs in the medium-long term (20 – 30 years)

2.1.4 Urban Design Guidelines for Victoria (2017)

The Urban Design Guidelines for Victoria, introduced in September 2017, are a reference document within the State Planning Policy Framework. The Guidelines condense information from three former guidelines; Activity Centre Design Guidelines (DSE 2005), Safer Design Guidelines for Victoria (DSE 2005) and Guidelines for Higher Density Residential Development (DSE 2004). Element 01 refers to Urban Structure and covers Activity Centre Structure, which highlights the following objectives relevant:

Objective 1.2.1 – To ensure accessible and functional activity centres

- *Locate the activity centre where the main streets and public transport routes converge.*
- *Locate lots for medium and higher density residential and retirement housing within a five-minute walk (400m) of an activity centre.*
- *Shape and orient blocks on the perimeter of the activity centre to support direct access to the activity centre core, from the surrounding neighbourhood.*
- *Provide a closely spaced and interconnected network of streets and lanes.*
- *Provide rear or side lane vehicle access to lots within activity centres.*
- *Create a range of lot sizes for intense uses at the activity centre core.*

Objective 1.2.2 – To ensure activity centre structure supports public transport access

- *Provide for train stations and public transport interchanges within the core of activity centre.*
- *Provide for priority or separated lanes for public transport on roads where multiple public transport routes converge within activity centres.*

2.2 Local Planning Policy Framework

2.1.5 Apartment Design Standards & Guidelines for Victoria (2017)

The Better Apartment Design Standards (BADs) were introduced into the Victoria Planning Provisions (VPP) via Amendment VC136 in April 2017. The Standards apply to all apartment developments, with the purpose of achieving reasonable standards of amenity for existing and new residents as well as ensuring development is responsive to site and surrounding context. The incorporated standards are supported by the Apartment Design Guidelines for Victoria (2017).

2.2.1 Bayside Municipal Strategic Statement (MSS)

The Municipal Strategic Statement (MSS) provides the strategic vision for the land and development of Bayside and identifies key policies and objectives through which this vision is to be achieved. The Residential Strategic Framework implements the Bayside Housing Strategy (2012), identifying Southland Activity Centre as a Future Key Focus Residential Growth Area and the surrounding as being a Future Moderate Residential Growth Area.

Clause 21.03- Activity Centres recognises the important role Activity Centres play in providing future housing growth and provides the following objectives:

- *To direct new medium density housing to Major Activity Centres, Large Neighbourhood Activity Centres and residential opportunity areas, particularly those with good access to public transport routes as identified in the Residential Strategic Framework Plan.*
- *To deliver increased housing densities and diversity of dwellings within activity centres.*

Clause 21.06-1.2 Activity Centres provides guidance on the character and identity of Activity Centres and provides the following objectives:

- *To achieve high quality built form and public realm design that conserves and enhances valued urban character and heritage places.*
- *To provide vibrant, attractive pedestrian environments that are safe and accessible for people with all levels of mobility.*
- *To protect the amenity of dwellings within and adjacent to activity centres.*

2.2.2 Bayside Local Planning Policy

Local Planning Policies (LPP) provide specific guidance for the assessment of individual planning applications for use and development. Local policies are used to supplement the decision guidelines of planning zones, overlays and particular provisions where specific guidance is required to address local issues. Three key local policies of particular relevance are:

Clause 22.05 Heritage Policy applies to all properties within the Heritage Overlay. The policy sets objectives and performance standards for the demolition, subdivision, restoration and alteration or redevelopment of heritage precincts and sites.

Clause 22.06 Neighbourhood Character Policy applies to development within the Neighbourhood Residential, General Residential and Mixed Use Zones. The policy identifies the key character areas across Bayside, the Study Area is within Character Precinct H5. Each Character Precinct provides a preferred future character, specific design objectives and responses which new development should respond to. For Precinct H5 this includes the garden setting, low scale form, visual separation between buildings and the openness of streetscapes.

Clause 22.08 Water Sensitive Urban Design (Stormwater Management) applies to residential development and requires the incorporation of Water Sensitive Urban Design and stormwater treatment measures with the aim of reducing stormwater runoff and improving the quality of runoff.

Objective 1.2.3 – To ensure the activity centre structure supports safety and amenity

- *Locate lots intended for retail and commercial uses on well connected main streets in activity centres.*
- *Locate lots for active uses and uses with long operating hours on pedestrian priority streets.*
- *Surround the activity centre core with lots that are large enough to accommodate higher density residential uses and workplaces.*
- *Locate large public facilities, such as hospitals, schools, and major recreation facilities on public transport routes and at the edge of activity centres.*

Objective 1.2.4 - To activate the activity centre's interfaces with its barrier edges

- *Where an activity centre has a barrier or edge, provide an active public space or a street between the edge and the adjacent buildings*

Objective 1.2.5 - To respond to change within an activity centre

- *Create a regular block and lot pattern within the activity centre that enables future lot subdivision or consolidation*
- *Where activity centres experience increased residential densities or an expanding worker population, maintain or increase the capacity of the pedestrian movement network by adding new mid-block links and public spaces*
- *As an activity centre evolves and intensifies, allow future development to front laneways*
- *When consolidating or subdividing lots, maintain a fine grained street frontage.*

Strategic Background

2.2.3 Zones

Land within the Study Area is predominately zoned General Residential Zone Schedule 1 – Future Moderate Growth Areas (GRZ1), with exception of the Bay Road - Jack Road Small Neighbourhood Activity Centre which is zoned Commercial 1 Zone (C1Z) and Tulip Grove Playground and Pennydale Park which are zoned Public Park and Recreation Zone (PPRZ).

General Residential Zone Schedule 1

The Purpose of the General Residential Zone is:

- *To encourage development that respects the neighbourhood character of the area.*
- *To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.*
- *To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.*

The General Residential Zone sets a mandatory maximum height of 11 metres (3 storey maximum) and mandatory garden area requirement that varies depending on lot size. Mandatory building heights cannot exceed the specified height and cannot be varied or appealed at VCAT.

In addition, Schedule 1 (Future Moderate Growth Areas) to the General Residential Zone makes alterations to the following requirements of Clause 54 and Clause 55:

- Minimum street setback (A3 and B6)
- Site coverage (A5 and B8)
- Side and rear setbacks (A10 and B17)
- Front fence height (A20 and B32)

The zoning controls that apply to the immediate surrounding areas are of relevance. The following provides a summary of the zoning within the City of Bayside and City of Kingston:

- To the west of the Study Area is the Bayside Business District (BBD) which is largely zoned Commercial 2 Zone (C2Z). The Mixed Use Zone (MUZ) and Commercial 1 Zone (C1Z) applies to the land known as the Jack Road redevelopment site.
- To the north of the Study Area is Bay Road, an arterial road managed by VicRoads within Road Zone – Category 1. Land to the north of Bay Road is zoned General Residential Zone Schedule 1 (GRZ1).
- To the east of the Study Area, Frankston railway corridor is zoned Public Use Zone 4. Further east over the Railway Line within the City of Kingston the following zone controls apply:
 - Commercial 1 Zone (C1Z) applies to Southland Shopping Centre.
 - General Residential Zone 2 (GRZ2) applies to residential land between Southland Shopping Centre (Garfield Lane) and Cheltenham Activity Centre (Barker Street and Moola Court).
 - Activity Centre Zone Schedule 1 (ACZ1) applies to the Cheltenham Activity Centre.

2.2.4 Overlays

The entirety of the Study Area is covered by Design and Development Overlay Schedule 2 (DDO2). In addition, four sites along Park Road are affected by a Heritage Overlay (HO561, HO562, HO563 and HO566).

Design and Development Overlay Schedule 2

Land within the Study Area is affected by Design and Development Overlay Schedule 2 – Inland Areas (DDO2). DDO2 applies to all inland residential areas in Bayside, as identified in the Bayside Height Control Study (Hansen Partnership, 2000). DDO2 seeks to preserve the low-rise garden character and includes a discretionary height limit of two (2) storeys. Design objectives include:

- *To achieve architectural and urban design outcomes that contribute positively to local urban character and enhance the public realm while minimising detrimental impact on neighbouring properties.*
- *To preserve the existing character and amenity of the areas as low rise (up to two storeys) suburban areas with a strong garden character.*
- *To maintain the prevailing streetscape rhythm, building scale and height of neighbourhoods.*
- *To maintain a strong landscape character with buildings set within vegetated surrounds.*

2.3 Council Plans & Strategies

2.3.1 Bayside Community Plan 2025

The Bayside Community Plan is structured around the themes of; Open Space, Transport, Local Economy, Housing and Neighbourhoods, Environment, Community Participation and Infrastructure, and provides a 2025 aspiration for each. Housing and Neighbourhoods is of particular relevance to the Structure Plan and recognises the tension between existing neighbourhood character values and residential growth guided by State Planning Policy. The Plan acknowledges the growth areas designated in the Bayside Housing Strategy and developing local Structure Plans as key to achieving the aspiration. By focusing growth and development around major activity centres and along rail corridors, residents are provided the opportunity to live close to transport, reducing reliance upon private vehicles.

The Community Housing and Neighbourhood Aspiration:
By 2025, members of our community will live close to public transport, in a home that suits their stage of life and is close to the services and facilities needed. Development will be sensitive to the neighbourhood character and will enhance what is currently enjoyed in Bayside.

2.3.2 Bayside Council Plan 2017-2021

The Council Plan sets the vision and priorities for the current Council term. The Council Plan was developed in response to the Community Plan and is similarly structured, utilising the same seven themes. The following goals and strategies are relevant to the Structure Plan development:

Goal 3: New housing growth will be focused on identified activity centres, demonstrating strong environmental credentials and providing a range of housing types to accommodate changing community needs.

- *Develop and review structure plans to ensure localities are developed in line with Council's Housing Strategy.*
- *Ensure new development responds to preferred neighbourhood character in activity centres.*

2.3.3 Bayside Housing Strategy (2012)

Adopted by Council in September 2012 the Housing Strategy provides a framework for how residential development in Bayside will be planned and managed over the next twenty years to meet the housing needs of the community. The Housing Strategy recommends that the Bayside's Major and Neighbourhood Activity Centres with existing infrastructure and transport connections should be the focus for future medium and high density residential development.

Section 8.1 Southland Principal Activity Centre sets the vision, objectives and a strategic framework for the preparation of a Structure Plan for the Activity Centre. The following provides a summary of the vision:

- Major focus for future medium and high density residential development
- Provide a wide diversity of housing types
- Improve connectivity between Southland Activity Centre and the Bayside Business District (BBD)
- High quality, innovative built form with appropriate street address
- Network of access ways and open space linkages
- Incorporate landscaping and canopy trees to maintain garden feel at the streetscape
- Need for consolidation to facilitate high and medium development

The Strategy identifies three housing growth areas; Key Focus Residential Growth Areas, Moderate Residential Growth Areas and Strategic Redevelopment Sites. It also identifies that the area within 400 metres of the Southland Station will likely be a future 'Key Focus Residential Growth Area'.

2.3.4 Bayside Open Space Strategy (2012)

The Bayside Open Space Strategy (adopted in 2012). The Strategy sets a vision and six principles to guide decision making in relation to the open space network including how it is used, developed, managed and maintained. The six principles include; Accessibility, Appropriateness, Affordability, Environmental Sustainability, Connections, and Communication. The Strategy is supported by the Bayside Open Space Suburb Analysis and Action Plan. The analysis identifies the western portion of the Study Area as being deficient in open space. The Strategy recognises that as the Southland Activity Centre has a key role in housing growth this will need to be addressed, noting that the open space delivered as part of the Jack Road development will assist in addressing this shortage.

Strategic Background

2.3.5 Bayside Integrated Transport Strategy (2013)

The Bayside Integrated Transport Strategy (ITS) sets the direction for transport planning and provision. The Strategy seeks to achieve a well connected, safe, accessible and convenient transport system that positively contributes to a strong economy, the health and wellbeing of the community and a low carbon future.

The five (5) guiding principles, supported by associated policies and actions are as follows:

Principle 1: Improved Local Accessibility
Principle 2: Create Better Pubic Transport Connections
Principle 3: User Friendly Streets
Principle 4: Integrated Transport and Land Use
Principle 5: Improve Perceptions and Enable Choice

The Strategy acknowledges that Activity Centres, supported by public transport are identified for future growth and recognises the need for Structure Plans to ensure the ongoing improvement of the sustainable transport network within these Centres.

2.3.6 Bayside Bicycle Strategy (2013)

The Bayside Bicycle Strategy recognises the numerous benefits of cycling and aligns with the Bayside Integrated Transport Strategy. The purpose of the Strategy is to guide the planning, management and provision of bicycle infrastructure in Bayside.

The Strategy sets a vision to increase cycling throughout Bayside through the provision of safe, well connected, convenient and attractive cycle infrastructure. A set of guiding principles are provided to achieve this vision:

Principle 1: Ensure the provision of high quality bicycle infrastructure across Bayside
Principle 2: Improve the integration of cycling with land use development, public transport and other key amenities
Principle 3: Develop a culture of cycling within Bayside that encourages people to ride a bicycle

The Principal Bicycle Network (PBN) is a network of existing and proposed bicycle routes identified by VicRoads. Bicycle Priority Routes (BPR) are priority sections of the PBN. Frankston Railway corridor and Bay Road form part of the PBN, with the latter being a nominated BPR. Tulip Grove and Park Road are part of the Municipal Bicycle Network (MBN).

2.3.7 Bayside Walking Strategy (2015)

Endorsed in June 2015, the Strategy sets out a vision for enabling and motivating greater participation in walking. The vision for walking in Bayside is to encourage more people to walk more often through the provision of inclusive, safe, comfortable and convenient facilities and the promotion of walking as a healthy and sustainable mode of transport.

The Strategy recognises that Southland is predominantly accessed by private vehicle, however with the new Southland Station the viability of combining active transport modes increases.

Actions relevant to the Structure Plan include exploring the feasibility of providing shared paths linking the CSIRO site with BBEA, Highett Activity Centre, Lyle Anderson Reserve, Sir William Fry Reserve, Southland Activity Centre and the new Southland Station as well as along the Frankston Rail Corridor.

2.3.8 Retail, Commercial and Employment Strategy (2016)

The Retail, Commercial and Employment (RCE) Strategy provides a vision for the future of Bayside’s Activity Centres and Employment Precincts and provides policy direction. The Strategy explores precinct specific opportunities and strategies, those relevant to the Structure Plan include:

Strategy 4 – Attract innovative advanced business services to the Bayside Business Employment Area through the creation of an economic triangle between Southland Activity Centre, Highett Activity Centre and the BBEA.

Action 4J - Investigate opportunities to strengthen connections between the Southland Railway Station, Highett Activity Centre and BBEA through the Highett Structure Plan review process and development of the Southland Structure Plan.

2.3.9 Bayside Small Activity Centres Strategy (2014)

The Bayside Small Activity Centres Strategy (2014) was developed to guide growth in small shopping centres in the municipality. The Strategy identified 33 Small Activity Centres (SACs) divided into three types of centres:

- Small Neighbourhood Centres (19)
- Small Commercial Activity Centres – Highway Oriented (4)
- Small Commercial Activity Centres – Mixed Use (10)

The Bay Road - Jack Road Centre is classified as a Small Neighbourhood Activity Centre. Planning Scheme Amendment C126 sought to implement the Small Activity Centres Strategy by introducing height controls and guidelines via newly created Design and Development Overlay Schedules to various Small Activity Centres including the Bay Road - Jack Road Centre; where a new Design and Development Overlay Schedule proposed a mandatory height limit of three storeys. The amendment was exhibited in March and April 2017. Bayside City Council are currently reviewing the proposed strategy to address some of the submissions made.

2.3.9 Public Transport Advocacy Statement (2016)

Following consultation regarding the Southland Station design, Council adopted a formal position in relation to the new Southland Station. Bayside City Council committed to advocating for the following:

- *Council will advocate to State Government for 60 Tulip Grove not to be used for pedestrian access between Tulip Grove and Southland Station.*
- *Completion of traffic modelling so that the impacts of traffic and car parking within the local area resulting from Southland Station can be assessed. The State Government should also engage with Council to analyse and address potential traffic and car parking impacts prior to the station opening.*
- *Council will advocate to State Government for the provision of bus stops on Bay Road to be located within closer proximity to Southland Station.*
- *Council will advocate to the State Government that access to the southern end of the station be provided through the existing reserve owned by Kingston City Council to provide direct and safe access between the station, Nepean Highway and the shopping centre entrance.*
- *Council will advocate to the State Government to identify opportunities to provide a Bayside link to the southern entry point to the station.*
- *Council will advocate to the State Government for pedestrian access to be maintained through Southland Shopping Centre between Southland Station and the existing bus interchange until the departure of the last bus service serving Southland Shopping Centre.*

2.4 Kingston Local Planning Policy

2.4.1 Southland Principal Activity Centre Policy (Clause 22.01)

Clause 22.01 applies to all land within the Kingston portion of the Southland Activity Centre, which is broken down into five (5) precincts:

- A. *Mixed Use (commercial support) - north of Bay Road and Karen Street*
- B. *Regional Retailing (Southland Shopping Centre)*
- C. *Medium Density Residential – bound by the Railway corridor to the west, Southland Shopping Centre to the north and Cheltenham Activity Centre to the south*
- D. *Mixed Use (office and peripheral sales) – western side of Nepean Highway*
- E. *Mixed Use (office and medical) – eastern side of Nepean Highway between Chesterville Road*

The Policy provides a set of overarching objectives and directions, as well as precinct specific directions. The overarching objectives are:

- *To provide clear direction for land use and development within each precinct forming part of the Southland Principal Activity Centre.*
- *To recognise the regional role of the Southland Principal Activity Centre as a focus for regional office and retailing activities within Kingston's commercial centre hierarchy.*
- *To promote the restructuring of the built environment of the centre, through improved linkages and pedestrian networks, clustering of like functions, improved management of car parking and traffic management, integrated tree planting and landscaping, and high quality urban design in the built form.*
- *To encourage the consolidation and renewal of the built form through the redevelopment of key sites within the centre for innovative medium density housing.*
- *To encourage medium density residential development in areas around the centre with a mixture of accommodation types and building scales.*
- *To encourage the aggregation of sites as a means of providing greater flexibility for the design of higher density housing.*

2.4.2 Cheltenham Structure Plan Review (2017)

The City of Kingston is currently revising the Cheltenham Structure Plan (2010), with the Draft Structure Plan released in October 2017. The review is in response to the LXRA infrastructure project impacting the Cheltenham Station and surrounds. The core of the Activity Centre, inclusive of Precinct E (Railway Precinct), Precinct A (Retail Core) and part of Precinct D (Business Edge) are subject to review. Precinct E includes the current car park, railway corridor and land west bounded by Cheltenham Park within the City of Bayside.

The updated vision for Precinct E taken from the Draft Structure Plan states:

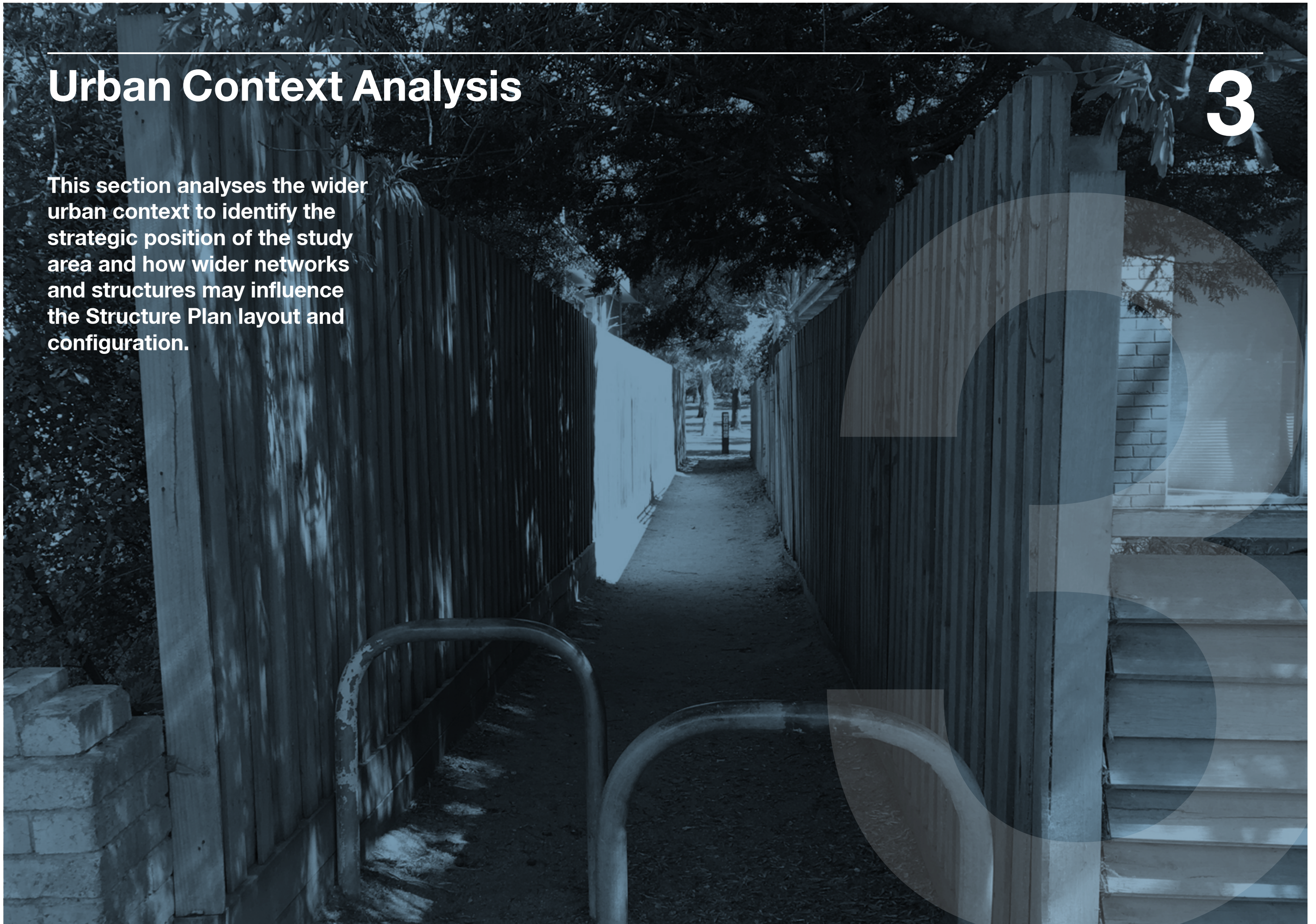
The western railway precinct fringed by Cheltenham Park and the traditional Charman Road spine is a key Transit Oriented Development opportunity with the potential to activate and enliven land that has formerly served as the 'back of house'. It can serve as the new 'western' frontage to the Centre, with a park side address and a punctuated skyline profile when viewed on approach. It supports medium rise form above a new Station complex and a network of pedestrian friendly pocket parks, spaces and laneways.

The scale of development sought for Precinct E is outlined in the Built Form Recommendations and includes development heights of 20m to 26m (6-8 storeys). Street wall heights and setbacks specific to the Cheltenham Park interface are specified, to provide a 5m shared path, strengthen the landscape character and maintain solar access.

Urban Context Analysis

3

This section analyses the wider urban context to identify the strategic position of the study area and how wider networks and structures may influence the Structure Plan layout and configuration.



3.1 Study Area

The Study Area, as defined by Council includes land bound by Bay Road to the north, the Frankston Railway corridor to the east, Park Road to the south and Jack Road to the west.

The Study Area was defined based on existing planning controls and major roads and physical boundaries.



Figure 02: The Structure Plan Study Area

Urban Context Analysis

3.2 Activity Centre Context

The Southland Activity Centre is located approximately 19km southeast of Central Melbourne. The Frankston Railway line forms the municipal boundary separating the City of Kingston to the east and the City of Bayside to the west. Southland is one of three Major Activity Centres (along with Moorabbin - Hampton East and Cheltenham) located on the Municipal boundary, with another four located within the City (Brighton - Bay Street, Brighton - Church Street, Hampton and Sandringham).

Anchored by Southland Shopping Centre and Southland Railway Station, the Kingston portion of the Activity Centre includes the Shopping Centre and surrounding residential land to the south. The boundary of the Bayside portion of the Activity Centre is to be determined in the final Structure Plan.



Figure 03: Bayside Activity Centre Locations

3.3 Public Transport

Southland Station

The new Southland Station was recently completed, opening on November 26 2017. Public Transport Victoria’s modelling predicts up to 4,400 passengers utilising the station per day, making the Station the fourth busiest on the Frankston line. The Station entrance is located on the eastern side of the station within the Southland car park. The overarching design for the Station identifies two possible future entrances via 60 Tulip Grove to the west and Garfield Lane to the south east. No commuter car parking has been provided.

Level Crossing Removal

The Level Crossing Removal Authority (LXRA) are proposing to lower the railway line into a trench at Park Road and Charman Road, Cheltenham. A new Cheltenham Station and commuter car park (up to four storeys) are also proposed. Construction is expected to begin in 2018. The Cheltenham level crossing removal and station upgrade design proposed by LXRA has the following features:

- Trench the rail line allowing for the removal of the Park Road and Charman Road level crossings
- Construct a new station that provides lift and stair access to the underground platforms
- Deck over part of the trench to allow for development opportunities and the creation of car parking
- Create a shared path for pedestrian and cyclists along the western side of the rail trench extending north to Heather Grove
- Construct a multi-level commuter car park (no net loss)

Properties abutting the rail corridor between Park Road and Gilford Grove are nominated as potentially affected by acquisition.

The LXRA removal project proposes the new Cheltenham Station to be located generally north of the existing site. Primary access is to be via Railway Walk, with potential for a secondary entry/exit point to the north of the platforms, near Park Road. The design of Cheltenham Station and surrounds is still being finalised by LXRA in partnership with Kingston Council and other stakeholders groups.

The Draft Cheltenham Activity Centre Structure Plan Review was released by City of Kingston in October 2017. The land between Cheltenham Park and the centre of the rail corridor sits within the City of Bayside and is considered as part of the Structure Plan review. The Review contemplates redevelopment over and above the rail corridor, with consideration to the interface with public open space.

Bus Routes

The Study Area is serviced by Routes 828 (Hampton – Berwick Station) 822 (Chadstone – Sandringham). Route 828 runs at 20 minute intervals Monday-Friday and 60 minute intervals Saturday-Sunday. Route 822 runs at 30 minute intervals Monday-Friday, 40 minute intervals Saturday and 60 minute intervals Sunday. Southland Bus Interchange is located east of Nepean Highway, off Karen Street within the Shopping Centre undercroft. There are no plans to relocate the bus interchange to integrate with Southland Station.

Issues and Opportunities

- Significant investment in transport infrastructure, presents opportunities for transport orientated development in line with State Planning Policy.
- Single access point to Southland Station from Southland Shopping Centre car park. Pedestrians must navigate through Southland car park (approximately 130 metres to reach Bay Road). Current Council position is to advocate for Tulip Grove not be utilised for pedestrian access.
- Limited access to existing Southland Bus Interchange (east of Nepean Highway) and lack of integration with the recently completed Southland Station. Bus Route 828 is the only route that services the proposed Southland Railway Station and the nearest stop is approximately 400 metres from station access.
- Infrequent bus services; Route 828 runs at 20 minute intervals Monday-Friday and 60 minute intervals Saturday-Sunday, Route 822 runs at 30 minute intervals Monday-Friday, 40 minute intervals Saturday and 60 minute intervals Sunday.



Figure 04: Local Transport Networks

Urban Context Analysis

3.4 Road Network

The Study Area is bound by Bay Road, Park Road and Jack Road and is within proximity to Nepean Highway. Nepean Highway is a major arterial route which extends from central Melbourne to the Mornington Peninsula. Bay Road and Park Road provide direct access to Nepean Highway. The Highway is a movement barrier and limits easy pedestrian access to the Southland bus interchange from the west.

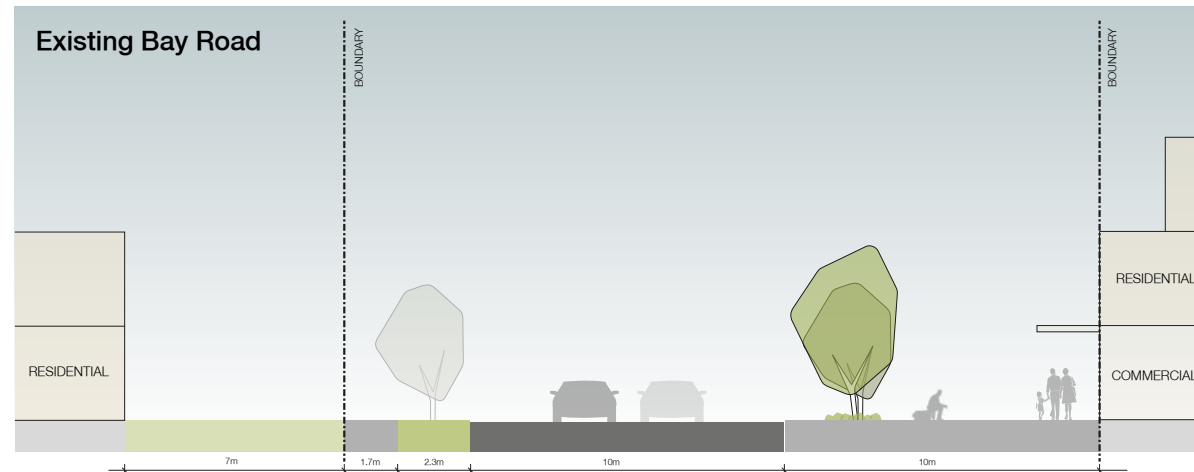
Bay Road is an east west arterial road managed by VicRoads. It extends from Beach Road, Sandringham in the west to Nepean Highway in the east. The cross section and carriageway width of Bay Road varies along the Study Area, widening to the east as the road dips underneath the railway bridge. Pedestrian amenity along Bay Road is significantly impacted by the volume of traffic, distances between safe signalised crossings, footpath widths and gradient changes. It is approximately 500 metres between signalised pedestrian crossings. Land uses along Bay Road include commercial, light industrial, low density residential and emerging higher density residential.

Park Road is an east west Council Collector Road extending from Reserve Road to Nepean Highway in the east where it connects to Centre Dandenong Road. There are limited safe crossing opportunities along Park Road, with the exception of a recently installed pedestrian refuge located at Tulip Grove and the entrance to Cheltenham Park. The rail is proposed to be lowered and road reinstated as part of the level crossing removal works at Cheltenham Station. The southern side of Park Road is characterised by Open Space and significant landscaping. The northern side within the Study Area is residential.

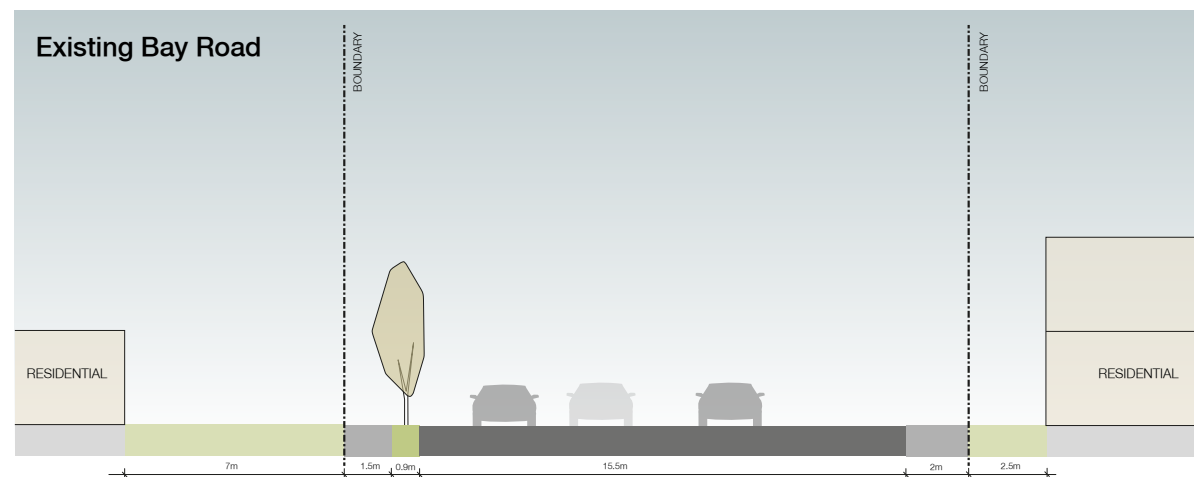
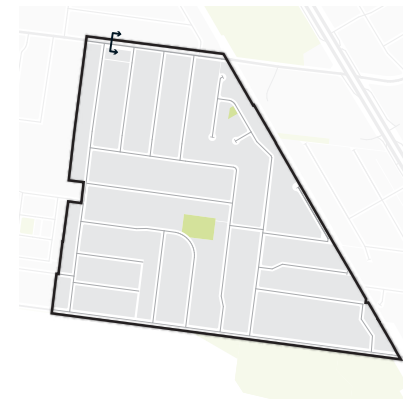
Jack Road is a local road running north south between Bay Road and Park Road. It provides access to the Bayside Business District to the west via Charlton Avenue. A local road is under construction connecting to the Jack Road redevelopment site. Bus Route 822 runs along Jack Road and Park Road.



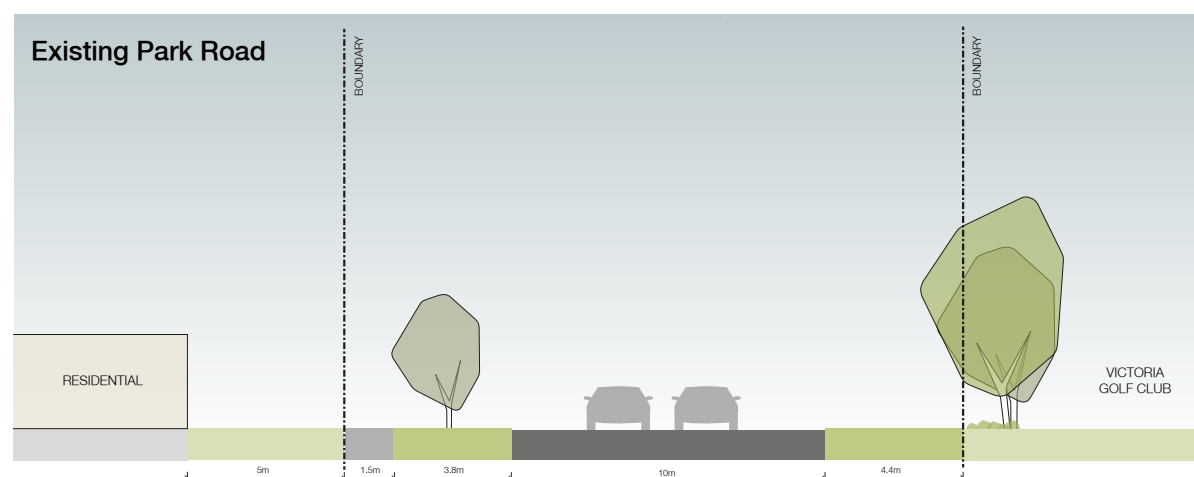
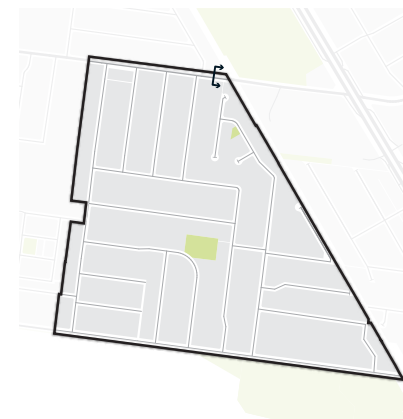
Figure 05: Movement Network



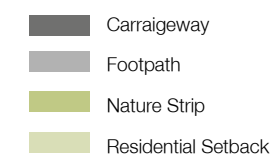
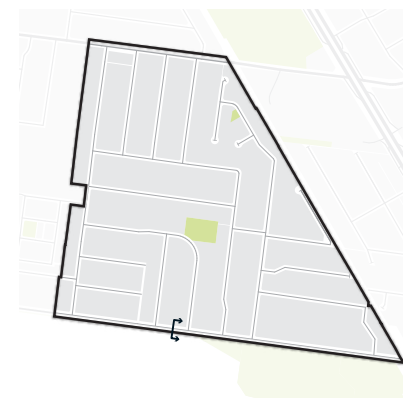
Section A-A Bay Road



Section B-B Bay Road



Section C-C Park Road



Apart from Jack Road the internal local street network within the Study Area does not provide direct north south connections with the Frankston railway corridor preventing east west connections. The street network is characterised by a number of cul-de-sacs along the railway corridor including; Gilford Grove, Heather Grove, Crocus Court and Siede Court. The cul-de-sac street typology limits permeability. Pedestrian through connections are provided between Siede Court and Bay Road and along the railway corridor between Heather Grove and Sinclair Street (within the City of Kingston).

Car Parking

Council implemented 4-hour parking restrictions in November 2017 as a measure to prevent all day parking by commuters and Southland visitors and employees. Southland also recently reviewed their car parking provision, now charging for durations longer than 3 hours.

Parking congestion and dangerous or unsafe intersections have been raised by community, as well as the impact of development on these conditions. Cardno have undertaken car parking occupancy and traffic surveys within the Study Area to gain an understanding of the existing conditions, identify locations where traffic volumes are above typical ranges and any car parking shortfalls.

Issues and Opportunities

- Bay Road has a limited cross section and a multitude of competing demands, being nominated as part of the Principal Pedestrian Network, Principal Bicycle Network and a Bus Priority Route. Noting, Bay Road is managed by VicRoads.
- Cul-de-sac street typologies limit pedestrian and vehicle connectivity.
- Provide for increased safe crossing points of Bay Road and Park Road to enhance access to public open space and public transport.
- Manage traffic and car parking issues associated with Railway Stations and increased residential density. Cardno are engaged to prepare a Traffic and Transport Management Plan to accompany the Structure Plan

Figure 06: Existing Sections

Urban Context Analysis

3.5 Land Use

The Study Area is predominantly residential with the following exceptions; Bay and Jack Road Small Neighbourhood Activity Centre, Olympic Avenue Kindergarten adjacent to Pennydale Park and Nepean Dental Surgery on Bay Road. The Study Area is adjacent to Cheltenham Major Activity Centre (south east), Bayside Business District (west), Highett Large Neighbourhood Activity Centre (north).

Bay Road - Jack Road Small Activity Centre

A mixed local convenience shopping strip with shop top housing, providing convenience store, dining options and personal service businesses. Allotments are setback from the carriageway allowing for parallel car parking and widened footpaths. A laneway, approximately 3 metres wide provides rear access to allotments. The western portion of the strip contains newer development with shop top housing in recessed upper levels.

Southland Shopping Centre

Westfield Southland is a regional centre located within the City of Kingston. Southland spans across two sites on the south-east and south-west corners of Nepean Highway and Bay Road connected via a retail bridge. It is one of Melbourne's largest shopping centres, with over 125,000sqm of retail and approximately 400 retailers including; full-line department stores (Myer and David Jones), discount department stores (Target, Big W, Kmart and Harris Scarfe), full-line supermarkets (Coles, Woolworths) and discount supermarket (ALDI).

The eastern portion, adjacent to the Railway Line is characterised by at-grade car parking and ramps to upper level car parking. Pedestrian access to the station is via the existing car park, connecting to the Southland Shopping Centre pedestrian entrance and Bay Road signalised intersection. Southland Shopping Centre can currently be accessed by bus however is mainly accessed by car. The opening of Southland Station increases opportunities to access the Activity Centre via public transport.

It is noted that the new Station presents an opportunity for Southland Station to develop the at-grade car park adjacent to the rail corridor. Southland is affected by an Integrated Plan Overlay under the Kingston Planning Scheme.

Bayside Business District (BBD)

The Bayside Business District (BBD) or Bayside Business Employment Area (BBEA) is a major focal point for business development and employment in the City of Bayside and provides the largest concentration of employment within the municipality. The area is undergoing transition and diversification, from a traditional industrial base to an array of activities including warehousing, offices and large format bulky goods retailing evidenced by the recent development typologies along Bay Road.

The Laminex site (332-336 Bay Road) sits partly within the Study Area. This portion of the site is zoned General Residential (GRZ1) unlike the part of the site within the BBD which is zoned Commercial 2 Zone. The portion within the Study Area is currently utilised as a buffer zone, and largely consists of at grade car parking and vacant grassed areas. While the current industrial use continues the buffer zone will remain.

Issues and Opportunities

- Strengthen the connection between the BBD, Highett Large Neighbourhood Activity Centre and Southland Major Activity Centre to create an economic triangle pursuant to the vision for the BBD. May include the potential extension of mixed uses along Bay Road.
- Provision of housing close to employment is a key State planning strategy. The Study Area is strategically located near significant local employment opportunities including BBD, Cheltenham Activity Centre, Kingston portion of the Southland Activity Centre and Highett Activity Centre.
- Capacity of Bay Road - Jack Road Small Activity Centre to accommodate further shop top housing typologies.
- Potential long term redevelopment of buffer site along Laminex site (Jack Road) if the current land use changes.



Figure 07: Local Employment Zones



Figure 08: Land Uses

Urban Context Analysis

3.6 Public Realm

Open Space

There are two open space areas within the Study Area; Pennydale Park and Tulip Grove Playground. Generally, the spaces are well planted, maintained and valued community resources. Pennydale Park is a local park with an area of 0.64 Ha. The space is suited to both passive and active recreation, offering open lawn areas, established vegetation, seating, paths, playground and basketball facilities. With the exception of Olympic Avenue Kindergarten, the surrounding residential allotments present high back fences to the space, limiting passive surveillance opportunities. The Park is located central to the Study Area and is accessible from Olympic Avenue and Paul Street via a narrow pedestrian Accessway.

Sir William Fry Reserve (within the City of Kingston) and Cheltenham Park are located immediately adjacent to the Study Area. However, Bay Road and Park Road traffic volumes and insufficient safe crossing points are barriers to access. The topography and location of designated entry points of Sir William Fry Reserve also do not enable ease of access. Cheltenham also provides large tracts of open space with limited access; i.e. private and public golf courses (Victoria Golf Club and Cheltenham Golf Club) and cemeteries (Cheltenham Pioneer Cemetery and Cheltenham Cemetery).

The Bayside Open Space Strategy Suburb Analysis and Action Plan identifies the western portion of the Study Area as deficient in open space. This is calculated utilising a 400-metre radius from open spaces larger than 0.9 Ha. Public open spaces delivered as part of strategic redevelopments (Jack Road and future CSIRO) will assist in addressing this.



Figure 09: Open Space Network

Urban Context Analysis



Pennydale Park



Pennydale Park playground facilities



Pennydale Park back fence edge conditions



Tulip Grove Playground



Sir William Fry Reserve Bay Road interface



Victoria Golf Club Park Road frontage



Jack's Park (under construction)



Cheltenham Park



Vegetation along rail corridor (Heather Grove)



Streetscape character (Tulip Grove)



Bay Road and Jack Road NAC public realm



Bay Road bus stop (Route 828)

Figure 10: Site Photographs pertaining to Open Space and Public Realm

Urban Context Analysis



Figure 11: Open Space Catchments

Streetscapes

The character of residential streetscapes within the core the Study Area are influenced by both the public and private realm. The following observations are made about the residential streetscapes with the Study Area. Street widths are typically between 15-16 metres (boundary to boundary). Containing 1.5 metre wide footpaths on both sides (exceptions being Jack Road, Erskine Avenue and Correa Avenue). Streetscape trees vary in size and species, however are planted at consistent intervals. The landscape character of Park Road is strong attributed to the adjacent open spaces; including Victoria Park Golf Course and Cheltenham Park. Both present established trees to the streetscape. Vegetation creates a buffer to the railway corridor along Heather Grove.

Issues and Opportunities

- Capitalise on existing open space within the Study Area (Pennydale Park) and within the immediate surrounds.
- Improve access to surrounding public open space including Sir William Fry Reserve and Cheltenham Park.
- Valued landscaped streetscape character and openness to be managed through built form controls, including site coverage and front setbacks.

Urban Context Analysis



Southland Station pedestrian access through car park



Southland Station pedestrian access through car park



Potential secondary pedestrian access via Garfield Lane



Potential secondary pedestrian access via 60 Tulip Grove



Heather Grove pedestrian railway crossing



Bay Road rail bridge underpass



Bay Road signalised crossing



Pedestrian refuge Park Road (near corner Tulip Grove)



Pedestrian link between Pennydale Park and Paul Street



No footpath along Park Road (Victoria Golf Club)



Pedestrian link between Siede Court and Bay Road



Park Road level crossing

Figure 12: Site Photographs pertaining to Pedestrian Experience

Urban Context Analysis

3.7 Pedestrians and Cyclists

Pedestrians

Traffic volumes, lack of provision for safe pedestrian crossing and provision of footpaths significantly impact the pedestrian experience along the two key movement corridors, Bay Road and Park Road. The southern side of Park Road for a long portion of the streetscape is without a footpath. Footpaths are also absent from both sides of Erskine Avenue and Correa Avenue.

A series of narrow pedestrian connections improve pedestrian connections within the Study Area and to the surrounding street network. These include the connection between Pennydale Park and Paul Street, Siede Court and Bay Road, the railway crossing between Heather Grove and Sinclair Street (within Kingston). In addition, a shared path runs along the rail corridor between Park Road and Gilford Grove. Long block lengths, some in excess of 400 metres, limit the walkability of the neighbourhood.

Cycling

There is no designated bicycle infrastructure within the Study Area. Bay Road and Park Road are strategic corridors nominated by VicRoads and Bayside City Council as priority routes. Bay Road is a major arterial road with heavy traffic and no dedicated bicycle infrastructure. As part of the Principal Bicycle Network (PBN) and a designated Bicycle Priority Route (BPR), on-road lanes are proposed.

Issues and Opportunities

- *Slope of the land associated with the road under rail bridge at Bay Road combined with the width of the footpath create access and mobility issues to the station along Bay Road.*
- *Distance between safe crossing points along Bay Road (approximately 500 metres).*
- *Distance between safe crossing points along Park Road (Charman Road and Reserve Road signalised intersections), aside from the pedestrian refuge located at Tulip Grove.*
- *Railway Line and Nepean Highway limit east west connectivity. One pedestrian crossing between Bay Road and Park Road (Jean Lane) connecting Heather Grove and Sinclair Street.*
- *Walkability catchment is significantly impacted by the limited station access, requiring a walk of 150 metres through the at-grade Southland car park to reach Bay Road.*
- *Implementation of bicycle infrastructure along Bay Road and Park Road, strengthening connections to Southland and Cheltenham Stations.*
- *Increase provision of bicycle storage and end of trip facilities at and around Southland and Cheltenham Stations.*



Figure 13: 'Ped-shed' Walking Catchment to Southland and Cheltenham Stations

3.8 Built Form and Character

Neighbourhood Character

Neighbourhood character considers the relationship between physical features and characteristics of an area including but not limited to the pattern of development, built form scale, materiality and landscaping (public and private). Broadly, the characteristics that make the area distinct and valued by local community.

Areas of High or Moderate Neighbourhood Character Significance or High Landscape Character Significance in Bayside are affected by the Neighbourhood Character Overlay (NCO). The remainder of residential areas are identified more generally within the Bayside Neighbourhood Character Policy (Clause 22.06). There are 27 Neighbourhood Character Precincts across Bayside, the Study Area is located within Character Precinct H5.

The following is excerpted from the Neighbourhood Character Description for Precinct H5:

- *Predominantly single storey 1950s dwellings, with some early 1960s architecture.*
- *Regular pattern of single storey, bungalow-style homes.*
- *Front setbacks vary from 6-8m across the area.*
- *Building materials predominantly a mix of cream brick and timber.*
- *Front fencing is predominantly low with brick materials.*
- *Street trees are either native or exotic in intermittent avenues.*
- *Gardens are typically well developed with a mixture of low level shrubs, lawn, and native or exotic canopy trees.*



Figure 14: Neighbourhood Character Streetscape Analysis

Urban Context Analysis

The Bayside Neighbourhood Character Review took place in 2011. Since 2011, significant changes to Local Planning Policy have occurred, including the Study Area's designation for future growth in the Bayside Housing Strategy (2012).

Additionally, recent and upcoming development has further diversified the built form character of the Study Area. Development has been generally dispersed throughout the Study Area and completed and upcoming development has predominantly consisted of single dwelling and multi dwelling typologies at 1-2 storeys. Resulting in increasingly smaller side setbacks, greater site coverage and varied roof lines, materiality and front fence styles across the Study Area. Front setbacks range between 5-8 metres, side setbacks on corner allotments are between 1-3 metres. As evidenced by the streetscape analysis for Jack Road, Munro Avenue and Tulip Grove.



Figure 15: Setbacks - Jack Road



Figure 16: Setbacks - Munro Avenue

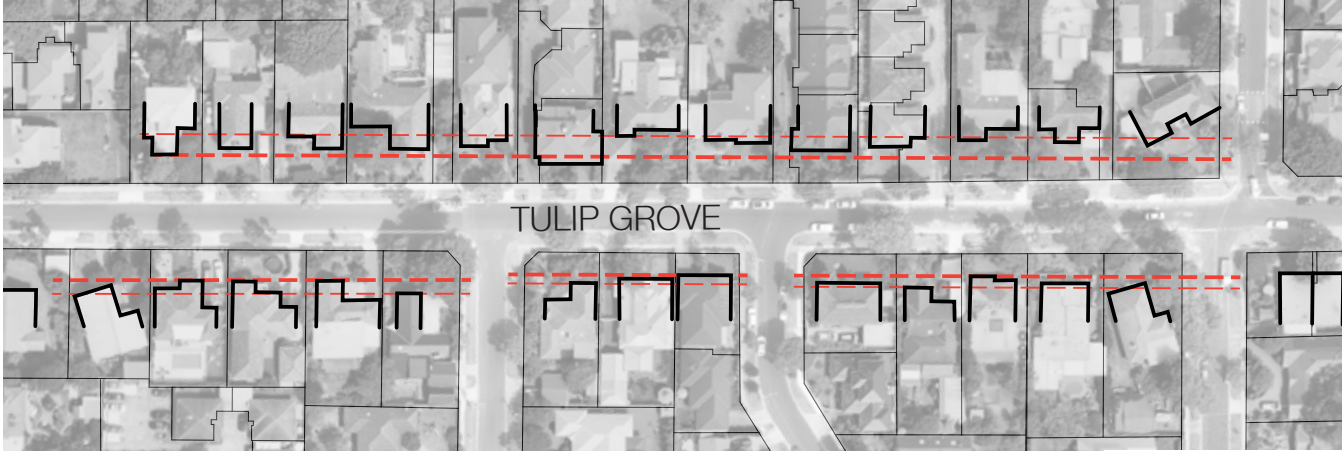


Figure 17: Setbacks - Tulip Grove

Front Setback
Side Setback

Urban Context Analysis



Bay Road Shopping Centre (NAC)



Rear laneway and transitional built form



Jack Road industrial buffer land (zoned GRZ)



Residential and light industrial uses (Charlton Avenue)



Jack Road medium density development



Olympic Avenue Kindergarten



1-2 storey residential scale (Siede Court)



Southland Shopping Centre Bay Road interface and entrance



Cul de sacs street typology (Crocus Court)



Recent townhouse development (Jack Road)



Commercial built form Bay Road



Bay Road (west) residential development

Figure 18: Site Photographs pertaining to Land Use and Built Form

Urban Context Analysis

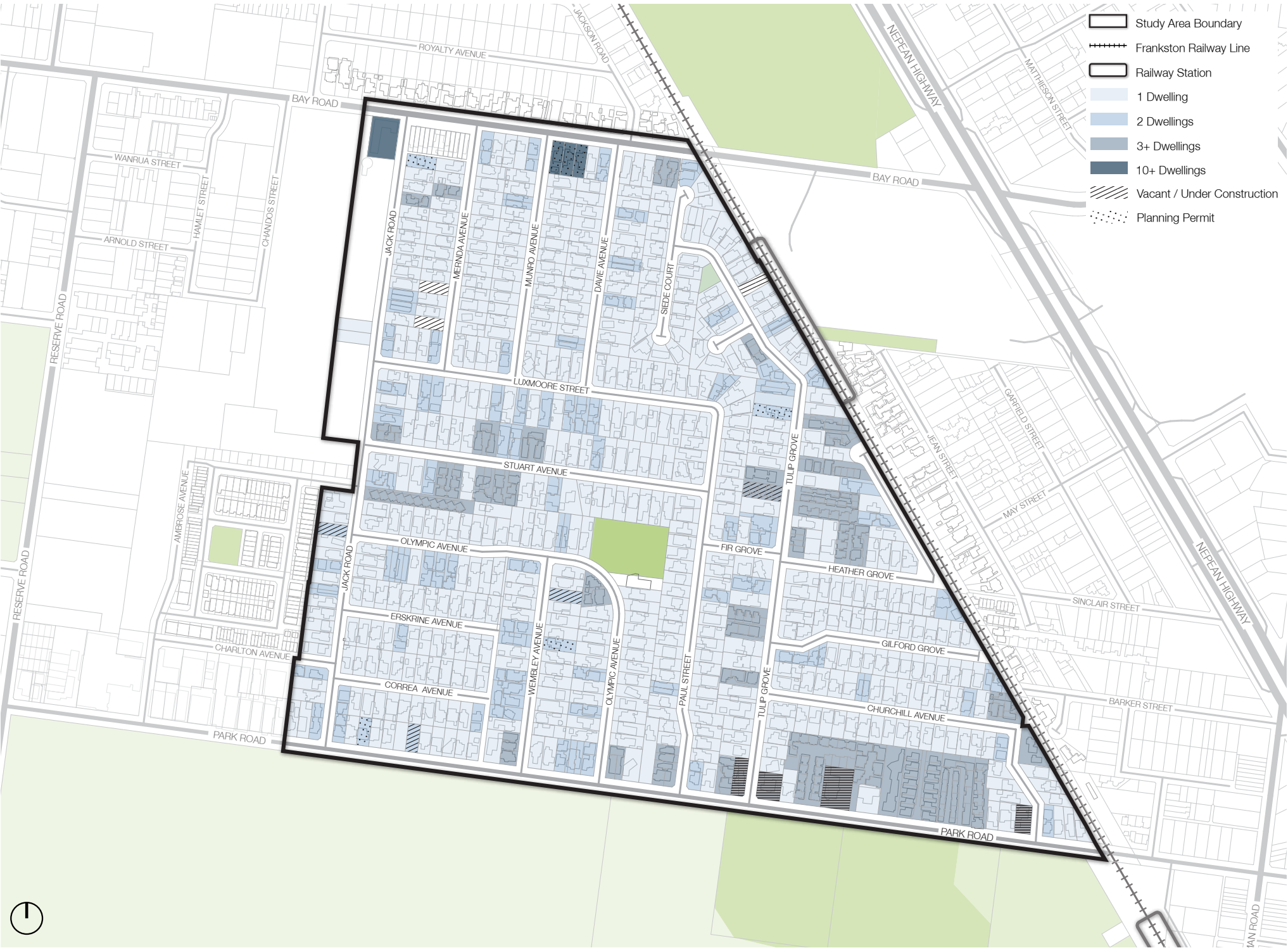


Figure 19: Housing Diversity

Housing Typologies
Existing housing within the Study Area is predominantly 1-2 storey detached. The area is undergoing development which consists of one for one rebuilds, multi-unit development (from 2-5 dwellings), at the two storey scale. Recent approval for a three-storey apartment development corner of Bay Road and Munro Avenue will see the first built form of this scale in the Study Area.

The are no strategic sites within the Study Area available for redevelopment currently. The buffer site along Jack Road, privately owned and occupied by Laminex is the only large parcel which as the long term potential for redevelopment following a change in land use. Development will largely rely on lot consolidation.

- Heritage**
The Heritage Overlay applies to four sites along Park Road:
- HO561 (109-111 Park Road, Cheltenham - “Stokeavilley”) – Grade B
 - HO562 (97 Park Road, Cheltenham – Residence)
 - HO563 (99 Park Road, Cheltenham – Residence)
 - HO566 (135 Park Road, Cheltenham – Residence)

Heritage sites are dispersed along Park Road between higher density multi-unit developments. 109-111 Park Road (Stokeavilley) constructed in 1889 is also recognised by the National Trust for its historical and aesthetic significance.

- Issues and Opportunities**
- Increased residential densities within 400m walking distance of Southland and Cheltenham Railway Stations and key public transport routes as directed by State policy.
 - Recognition and retention of highly valued neighbourhood character of the Pennydale area, proposed built form controls to address this.
 - Nomination of built form precincts and areas of change, responding to the existing character, street typology and proximity to Railway Stations.
 - Provide a variety of housing typologies to meet the diverse needs of the community.
 - Development relies upon lot consolidation, no strategic sites available redevelopment.
 - Increased site coverage and loss of vegetation through development.

3.9 Issues and Opportunities Summary

- Study Area is unique in that it is anchored by an internalised Shopping Centre not a traditional retail strip like other Activity Centres within the City of Bayside.
- The Frankston Railway corridor forms the municipal boundary. The Structure Plan is being undertaken by the City of Bayside, not in conjunction with the adjacent municipality the City of Kingston.
- State Government investment in public transport infrastructure (Southland Station and Level Crossing Removal) is a catalyst for transport orientated development, supported by State policy.
- Long term consideration of access to Southland Station from Garfield Lane (connecting to Jean Street, Garfield Street and Nepean Highway) to the east and Tulip Grove to the west, increasing walkability to the Station for local Cheltenham residents.
- The Study Area is bound by a railway corridor and two major movement corridors (Bay Road and Park Road) which are major barriers to movement.
- Creation of an economic triangle between BBD, Southland Activity Centre and Highett Activity Centre, central to this is the strengthening of the connection along Bay Road.
- Implementation of bicycle infrastructure along key EW and NS movement corridors and advocating for facilities for cyclists at Southland and Cheltenham Stations.
- Enhance open space assets within the Study Area and improve connections to adjacent larger recreation spaces within Bayside and Kingston.
- Designated pedestrian crossings to minimise distances between safe crossing points along Bay and Park Roads.

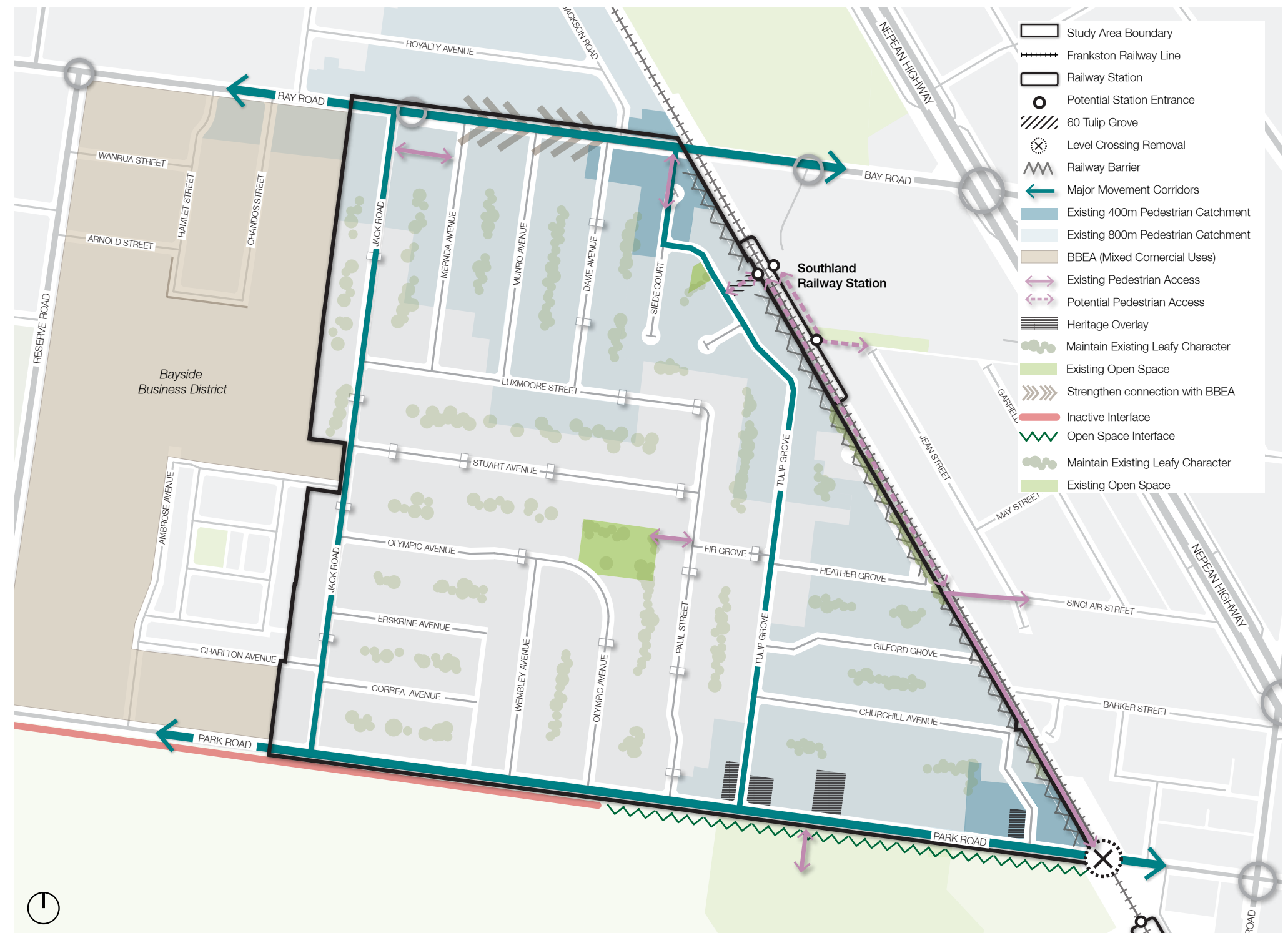


Figure 20: Opportunities and Constraints

Urban Design Principles

4

Principles have been established to guide the growth of the Study Area.



01

Principle 01: Cultivate a vibrant and distinct neighbourhood, connected to its surrounds

The Southland-Pennydale Study Area has its own distinct character and appeal, which should be protected and enhanced while accommodating growth in a considered manner. Future change should be focussed around the key movement corridors, adjacent to areas of higher density and within an easy walk of retail, commercial and transport amenities.

02

Principle 02: Retain the locally valued neighbourhood characteristics

The leafy, residential feel of the Study Area is a well-loved feature of the local urban environment. Future growth needs to ensure that its intimate, intricate, charming and layered character flourishes as the area grows, and is respected and protected as the area redevelops.

03

Principle 03: Enhance pedestrian links and desire lines

Understanding movement patterns between established and future origins and destinations should be a key driver for the layout of pedestrian movement routes into and throughout the Study Area. It is vital that access-ways are provided which facilitate relatively direct, safe and legible access, and which provide a high level of choice in terms of routes and destinations.

04

Principle 04: Upgrade and enhance the public realm network

The streets and open spaces are welcoming and attractive and provide places for people to meet each other and connect with nature. There is the potential to provide upgraded facilities for pedestrians within the Study Area.

05

Principle 05: Manage parking requirements and impacts

As growth occurs within the Study Area, careful consideration should be given to the allocation of parking within new developments. Further, if access to the Station is to open from within the Study Area in the future, parking restrictions should be managed to avoid negative impacts on residential amenity.

06

Principle 06: Enhance housing choice and diversity

Develop high quality dwellings that house a growing, diverse and inclusive community. Provide housing choice which continues to support the local family demographic of the area, but that also allows people to age-in-place within their community.

07

Principle 07: Integrating with the Station environment

The delivery of Southland Station presents the opportunity to establish legible connections between these two environments – Southland to the east and the residential area to the west – across the railway corridor. The location of the Station is expected to influence the future configuration of the Southland car park as well as act as a catalyst for increased development around the Station. The opportunities and impact of this potential higher density form on the east of the rail line should be considered when considering higher density options around the Station in the Study Area.

08

Principle 08: Protecting and responding to the heritage

Within the Study Area there are a small number of heritage registered buildings. The Study Area is expected to undergo growth in the coming years, but it is important that the integrity and structure of heritage buildings is retained.

09

Principle 09: Providing additional access to Southland Station

The new Southland Station presents the opportunity to connect residents directly to the city-Frankston rail line, increasing the accessibility to sustainable and equitable transport modes. The Station underpass would also provide increased ease of access and permeability to the Southland Shopping Centre.

The Structure Plan should allow for the provision of future access points from within the Study Area, which could be implemented either in the short or longer term.

Concept Options

5

This section of the report describes three concept options which were developed for community input.



5.1 Introduction to Concept Development

Community Workshops

The Structure Plan project process embeds a strong focus on community engagement. The aim of the community consultation events was to engage the community and give them the opportunity to participate in the decisions being made regarding their neighbourhood.

Mosaic Lab were engaged by Council to coordinate and facilitate the community engagement informing the Structure Plan. The engagement aim was to:

- Determine the key issues from the community;
- Understand the preferred character;
- Connect and collaborate with the community through the engagement process to aid community capacity building; and
- Feed the ideas and opportunities we heard from the community into the development of the Structure Plan.

There were two workshop sessions held on:

- Saturday 21st October; and
- Wednesday 25th October.

The outputs from these sessions were transcribed by Mosaic Lab and can be read in full in the *Workshop Meeting Notes*.

Concept Options

The three concept options illustrated on the following pages were presented to the community, for their feedback, and included:

- Option 01 – No Change
- Option 02 – Incremental Change
- Option 03 – Moderate Change

Concept Options

5.2 Concept Option 01: No Change

Overview

Concept Option 01 presents a ‘No Change’ approach. It was presented as a baseline approach to explain to the community what no change would mean for the future growth of the area without a Structure Plan.

Benefits

- All development and built form profiles are subject to the existing zoning pursuant to the Bayside Planning Scheme.
- Consistent with controls that apply to residential areas within Bayside Activity Centres. Generally, increased densities are focused on existing commercial core of these Centres.
- The residential areas of Kingston surrounding Southland Shopping Centre are similarly zoned General Residential Zone. The Schedule to the zone does not alter the requirements of ResCode, with the exception of front fence height (A20 and B32).

Challenges

- ‘No Change’ allows for the development of three (3) storey built form, in line with mandatory heights permitted within the General Residential Zone.
- This option provides no certainty for the Council, community or future developers as to the growth potential of the Study Area moving forward.
- No formal Structure Plan may result in ad-hoc development applications to Council, and leave Council with limited policy to guide or drive a decision.
- A Structure Plan can be developed with a ‘no change’ blanket three (3) storey approach across the Study Area. However, given the proximity to the new Southland Train Station, Southland Shopping Centre and Southland-Cheltenham designation as a Major Activity Centre, parts of the Study Area are likely to be seen as highly appropriate for increased housing density and mixed use development. If the State Government does not approve the Structure Plan due to lack of responsiveness to State Government Planning Policy, the Structure Plan will have a reduced statutory weight in forums such as VCAT.
- The State Government may set up a Standing Advisory Panel to review the Structure Plan, as it would not be deemed to be meeting its obligation under State Policy. This Panel would then undertake another Structure Planning process, over which Council would have limited control.

Recommendation

From an urban design perspective, based upon all the State and Council based strategic policy, and considering the physical analysis undertaken for the subject site, it is the opinion of this report that Option 01 ‘No Change’ is not an appropriate outcome for the Study Area.



Figure 21: Concept Option 01 - Built Form



Figure 22: Concept Option 01 - Perspective View

Concept Options

5.3 Concept Option 02: Incremental Change

Overview

Concept Option 02 has been developed with incremental change proposed across the Study Area.

Built Form

Built form change has been determined for peripheral locations around the Study Area, along arterial and key transport routes including:

- Bay Road – four (4) storeys
- Park Road – four (4) storeys
- Jack Road – four (4) storeys

Bay Road is already seeing significant built form change along its corridor from Southland Shopping Centre to Sandringham, with new residential development of four (4) storeys already occurring, and existing commercial buildings of a larger profile. This route is also the key connection between the Southland Shopping Centre, the new Southland Station and the Business District to the northern boundary of the Study Area.

Park Road will soon have its level crossing removed. It has built form on one side and is a local arterial route which carries traffic into Bayside Business District. The nature of this road, the larger profile of lots to the east of the Precinct, and its proximity to Cheltenham Station all provide a clear basis for increased density and an appropriate location for residential growth within the Study Area.

Jack Road is the only direct north-south corridor within the Study Area, and interfaces with an industrial area to the west. The new Jack Road residential precinct by Mirvac has recently seen the redevelopment of a large area of this industrial land into three (3) storey townhouses and apartment buildings. This context provides a clear basis for increased residential density along its corridor.

It is proposed that the remainder of the residential core, outside of what has been described above, will be subject to three (3) storey development, as is currently permitted under the General Residential Zone.

Setbacks and Transitions

All built form heights proposed are subject to street frontage conditions and setback profiles, so as not to impact the existing character of the Study Area of the amenity of existing dwellings.

Land Use

Land use across the study will not see significant change from its existing predominant residential use. Jack Road and Park Road will look to accommodate more moderate residential growth, as discussed above, whilst Bay Road is proposed as mixed-use with the potential for ground floor activation of small commercial or service provision and residential above.

Access and Movement

Existing shops on Bay Road currently have a rear laneway for access. Future development along Bay Road is also proposed to include new rear laneways for vehicle access.

Pedestrian Amenity

It is proposed that the two key north-south pedestrian connections along Tulip Grove and Jack Road provide a focus for pedestrian upgrades.

Benefits

- This option proposes an increase in density along all its major arterial routes (as noted above), which will have a minimal impact upon residential character and amenity within the core of the Study Area.
- All setbacks, street frontages and transitions will be carefully managed and adhere to the existing controls within the Bayside Planning Scheme.
- All growth proposed is along transport corridors, including bus routes and within proximity to Southland and Cheltenham Stations. Where growth is proposed outside of an 800 metre catchment from the Stations, it is along a bus route.
- The mixed-use nature of growth along Bay Road can provide a more enjoyable journey for pedestrians moving between key infrastructural elements (such as Southland Shopping Centre or the Station). Retail growth along this corridor is expected to be driven by demand and offer a different experience than that of the major indoor shopping experience of Westfield Southland.
- Upgrades to local streets within the Study Area will maintain and enhance the leafy nature of the Study Area, through streetscape planting and trees.
- Proposed new rear laneways for built form on Bay Road will consolidate vehicle access, and alleviate vehicle turning movements onto and from Bay Road.

Challenges

- Feasibility of mixed uses along Bay Road subject to economic analysis being undertaken.
- This option will provide a level of certainty for the Council, community or future developers as to the growth potential of the Study Area moving forward.
- A Structure Plan can be developed with a ‘no change’ blanket three (3) storey approach across the Study Area. However, given the proximity to the new Southland Train Station, Southland Shopping Centre and Southland-Cheltenham designation as a Major Activity Centre, parts of the Study Area are likely to be seen as highly appropriate for increased housing density and mixed use development. If the State Government does not approve the Structure Plan due to lack of responsiveness to State Government Planning Policy, the Structure Plan will have a reduced statutory weight in forums such as VCAT.
- The State Government may set up a Standing Advisory Panel to review the Structure Plan, as it would not be deemed to be meeting its obligation under State Policy. This Panel would then undertake another Structure Planning process, over which Council would have limited control.

Recommendation

From an urban design perspective, based upon all the State and Council based strategic policy, and considering the physical analysis undertaken for the subject site, it is the opinion of this report that Option 02 ‘Incremental Change’ is not a fully appropriate outcome for the Study Area.

Given the investment by State Government in the removal of the level crossing on Park Road and the construction of a new Station at Southland, the growth proposed is minimal and misses the opportunity to provide increased access to the Station and permeability through the Station for the broader community to the west of the railway corridor as well as not capitalising on the ability to provide increased housing options close to public transport and other activity centre amenities.

Concept Options

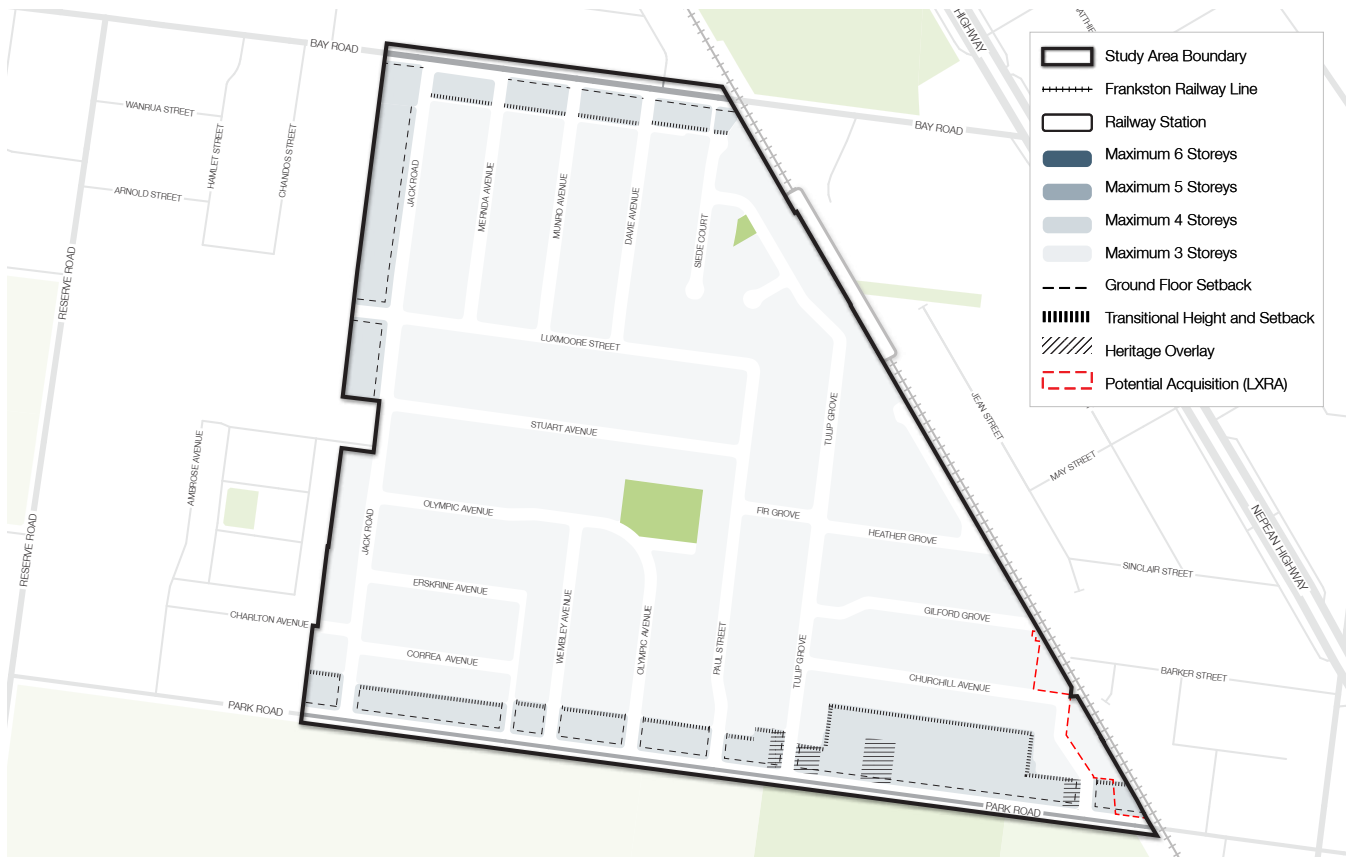


Figure 23: Concept Option 02 - Built Form

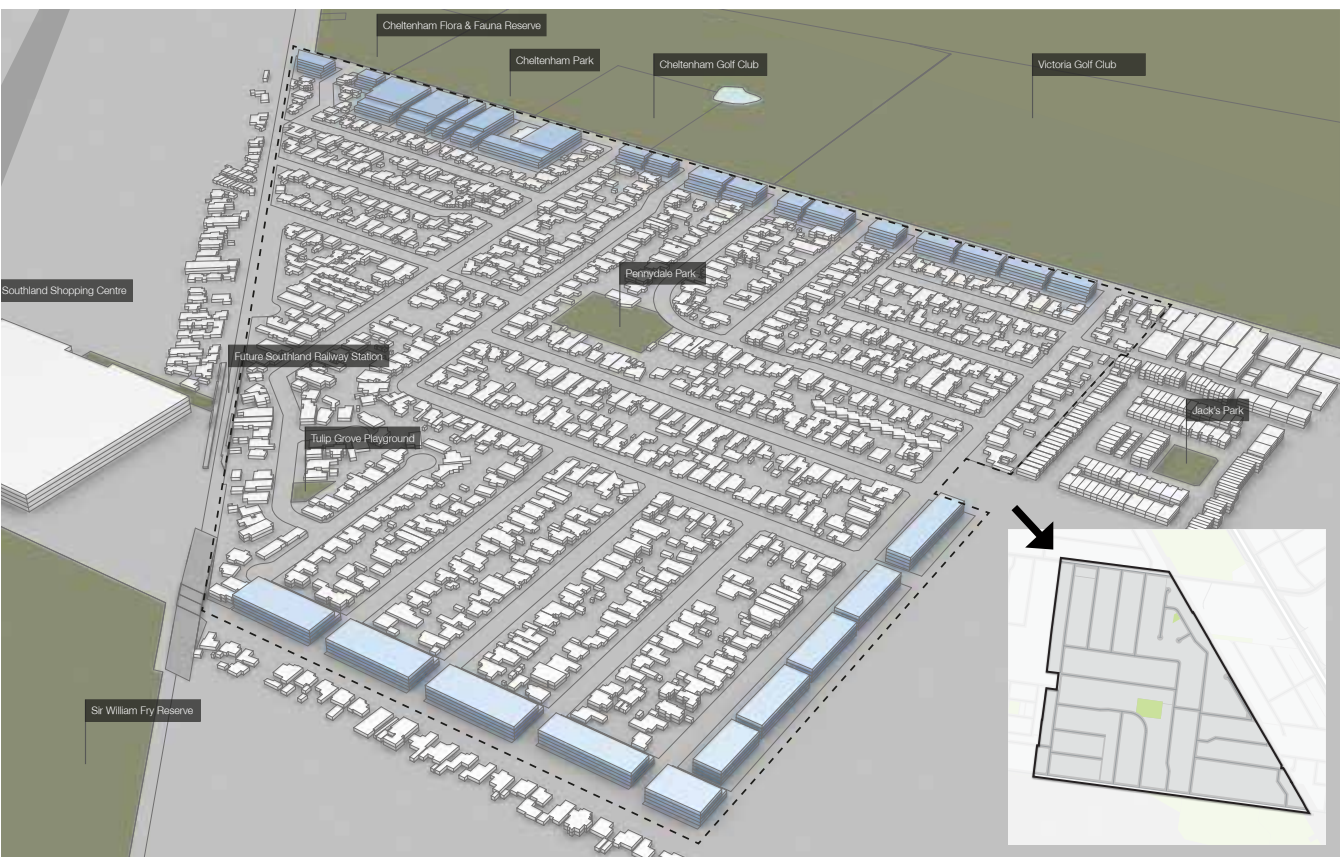


Figure 24: Concept Option 02 - Perspective View



Figure 25: Concept Option 02 - Land Use

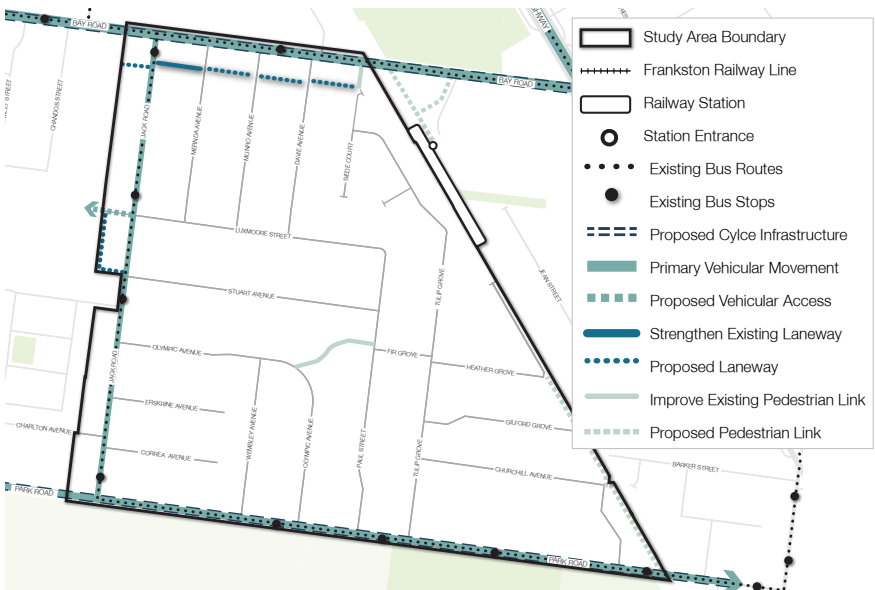


Figure 26: Concept Option 02 - Movement Network



Figure 27: Concept Option 02 - Public Realm

Concept Options

5.4 Concept Option 03: Moderate Change

Overview

Concept Option 03 builds upon the growth framework set in Option 02, with increased heights along the existing growth corridors and includes opening access to Southland Station, with associated development. It retains the existing height controls within the core of the Study Area in response to community input, and as such is considered to be of moderate change. A more intense development option has not been explored following Council direction.

Built Form

Built form change has been determined for locations around the Study Area along arterial and key transport routes and retail precincts including:

- Bay Road – five (5) storeys
- Park Road – five (5) to six (6) storeys
- Jack Road – four (4) storeys
- Tulip Grove – four (4) to six (6) storeys

The increased heights respond to;

- The location along the major transport corridors including Bay, Jack and Park Roads.
- The objective of encouraging sustainable and equitable modes of transport including cycling, walking and public transport by providing increased density and diversity along these transport corridors, linking amenities such as Southland and Cheltenham Stations, Southland Shopping Centre, the Bayside Business District, Public Open Space and Bay Road retail. This increased density can help promote safe, walkable and populated streets.
- The location adjacent to less sensitive land uses such as the golf course along Park Road, the Bayside Business District along Jack Road and the higher volume traffic and emerging mixed use character of Bay Road. These locations, at the edges of the Study Area, will enable a transition zone between the potential higher density and diversity, and the low density residential area within the heart of the Study Area.
- Preliminary shadow studies to determine heights that minimise any adverse daylight impact on existing dwellings.
- Building heights that allow for a human-scaled response to the streetscape and retain a low to medium built form typology.

The rationale for the location of built form growth along Bay Road, Jack Road and Park Road remains the same as outlined in Option 02. However, in this Option, the heights have been increased to provide a medium to long term response to the State Government Policy and the need to provide increased housing density and diversity in well serviced locations.

This Option also proposes the addition of development growth on Tulip Grove if the access to Southland Station is opened from the subject site via 60 Tulip Grove (property owned by PTV). Possible access to the Station from the Study Area would be a significant move forward in addressing the need to support sustainable and equitable transport modes including walking, cycling and public transport in an attempt to reduce the reliance on private vehicles.

It is proposed that the remainder of the residential core, outside of what has been described above, will remain subject to three (3) storey development, as is currently permitted under the General Residential Zone.

Setbacks and Transitions

All built form heights proposed are subject to street frontage conditions and setback profiles to enhance the existing garden character of the Study Area of the amenity of existing dwellings.

Land Use

Land use proposed within this Option is not dissimilar to Option 02. The Study Area will not see significant change from its existing predominant residential use, with Jack Road and Park Road accommodating more moderate residential growth, as discussed above, and Bay Road proposed as mixed-use with the potential for ground floor activation of small commercial or service provision and residential above.

This Option also proposes the potential inclusion of mixed-use development around the Station entry on Tulip Grove, with some further transitional moderate residential growth along Tulip Grove toward Bay Road. The mixed-use component is envisaged to be retail associated with the station such as a small café.

Access and Movement

As illustrated in Option 02, new development along Bay Road is proposed to include new rear laneways for future vehicle access.

It is also proposed to open vehicle access from Bay Road to Tulip Grove to manage traffic access to and from the Station on Tulip Grove. This will require further traffic analysis and would be subject to land acquisition or a development partnership.

Pedestrian Amenity

As illustrated in Option 02, it is proposed that the two key north-south pedestrian connections along Tulip Grove and Jack Road provide a focus for pedestrian upgrades.

There are also streetscape upgrades proposed to Tulip Grove and access to the Station via shared space for pedestrians and vehicles.

Benefits

- This option proposes an increase in built form density along all its major arterial routes and along the railway corridor, which will have a minimal impact upon residential character and amenity within the core of the Study Area. Properties directly abutting the proposed areas of change will be protected from adverse impacts of overshadowing and overlooking by the existing policy guidelines.
- All setbacks, street frontages and transitions will be carefully managed and adhere to the existing controls within the Bayside Planning Scheme.
- All proposed growth sits along transport corridors, including bus routes and the railway corridor and are within proximity to Southland and Cheltenham Stations. Where growth is proposed outside of an 800 metre catchment from the Stations, it is along a bus route.
- The mixed-use nature of growth along Bay Road and on Tulip Grove can provide a more enjoyable journey for pedestrians moving between key infrastructural elements (such as Southland Shopping Centre or the Station).
- Upgrades to local streets within the Study Area will maintain and enhance the leafy nature of the neighbourhood through streetscape planting and trees.

- Proposed new rear laneways for built form on Bay Road will consolidate vehicle access, and alleviate vehicle turning points onto and from Bay Road.
- New vehicle access from Bay Road onto Tulip Grove will aid safe traffic movements to and from the Station.
- This option will provide certainty for the Council, community and future developers as to the growth potential of the Study Area moving forward.
- A Structure Plan at this scale of proposed built form can be developed with a stronger rationale basis for approval to State Government.

Challenges

- The overarching design for Southland Station which included future additional entrance from Tulip Grove and Garfield Lane was released in February 2016. The current position of PTV is that access from Tulip Grove will not be opened.

Recommendation

From an urban design perspective, based upon all the State and Council based strategic policy, and considering the physical analysis undertaken for the subject site, it is the opinion of this report that Option 03 'Moderate Change' is the most appropriate outcome for the Study Area.

Given the investment by State Government in the removal of the level crossing on Park Road and the construction of a new Station at Southland, the growth proposed is not detrimental to the majority of the Study Area and harnesses the opportunity for access into the new Station for the broader community to the west of the railway corridor and increased housing diversity in close proximity to services.

Concept Options



Figure 28: Concept Option 03 - Built Form

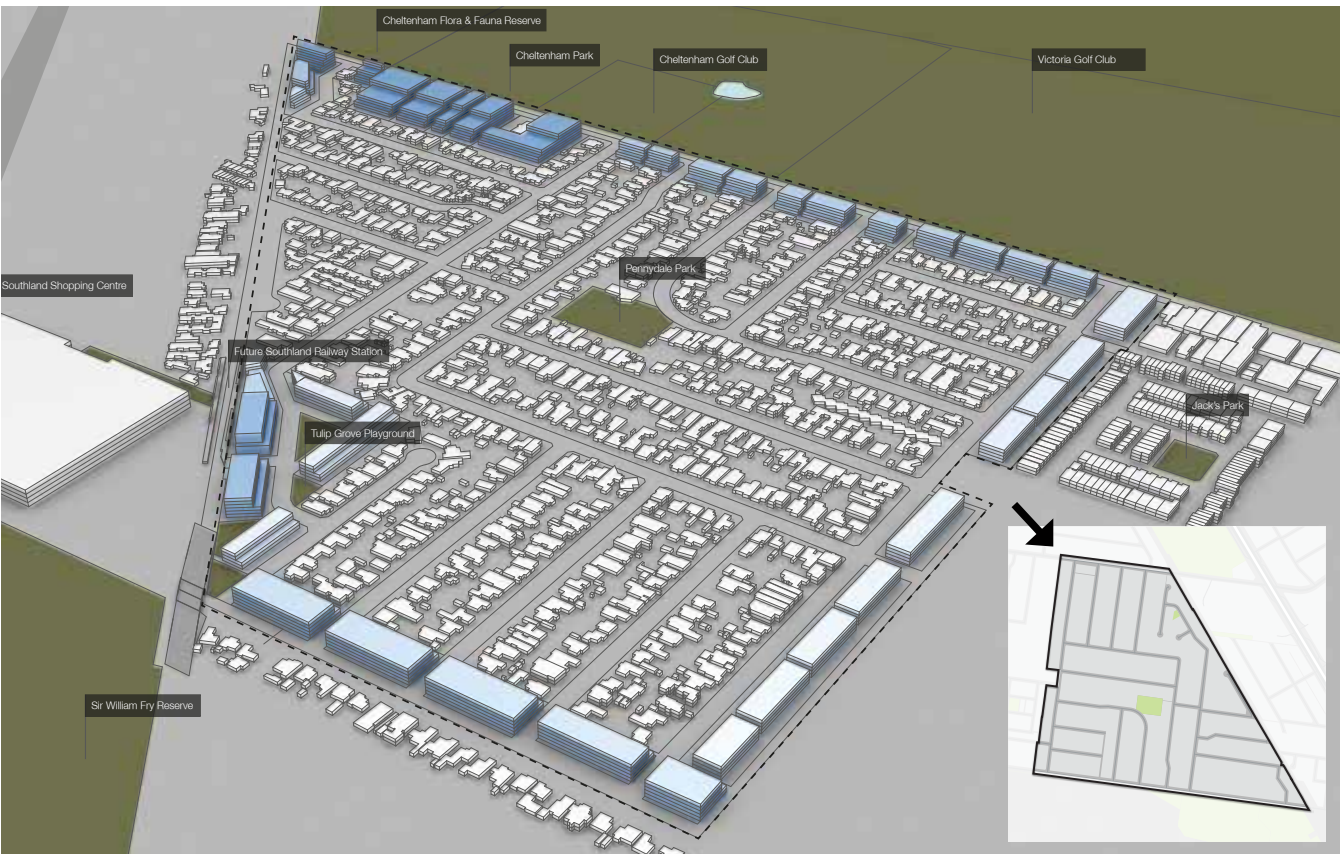


Figure 29: Concept Option 03 Perspective View



Figure 30: Concept Option 03 - Land Use

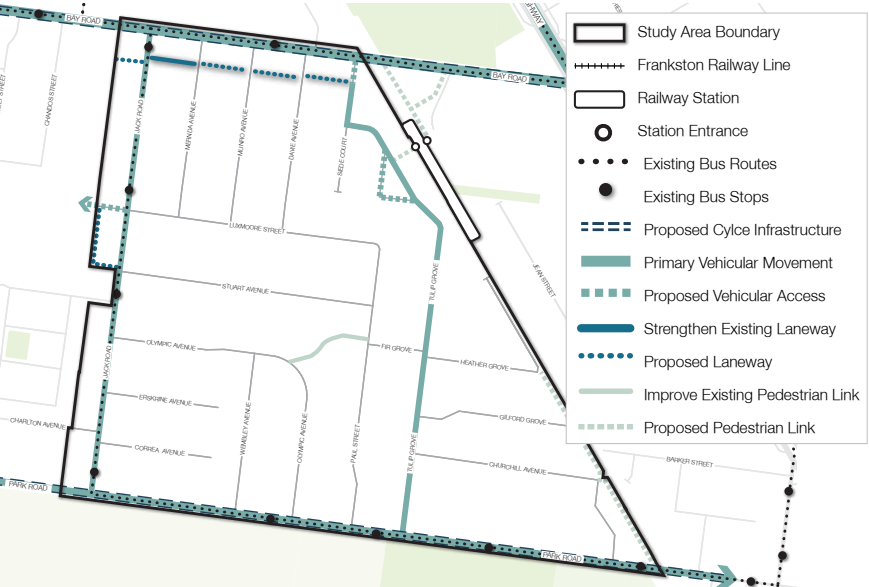


Figure 31: Concept Option 03 - Movement Network



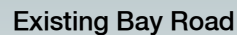
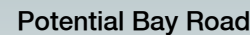
Figure 32: Concept Option 03 - Public Realm

Concept Options

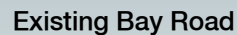
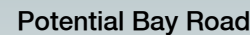
5.5 Proposed Road Concepts

These proposed road concepts seek to understand the capacity of Bay Road and Park Road to accommodate infrastructure for bicycles and enhanced access opportunities for pedestrians.

Bay Road



Bay Road



ark Road



-  Carraigeway
-  Footpath
-  Nature Strip
-  Residential Setback
-  Potential Bicycle Lane
-  Potential Off Road Shared Path

