

Discussion Paper:

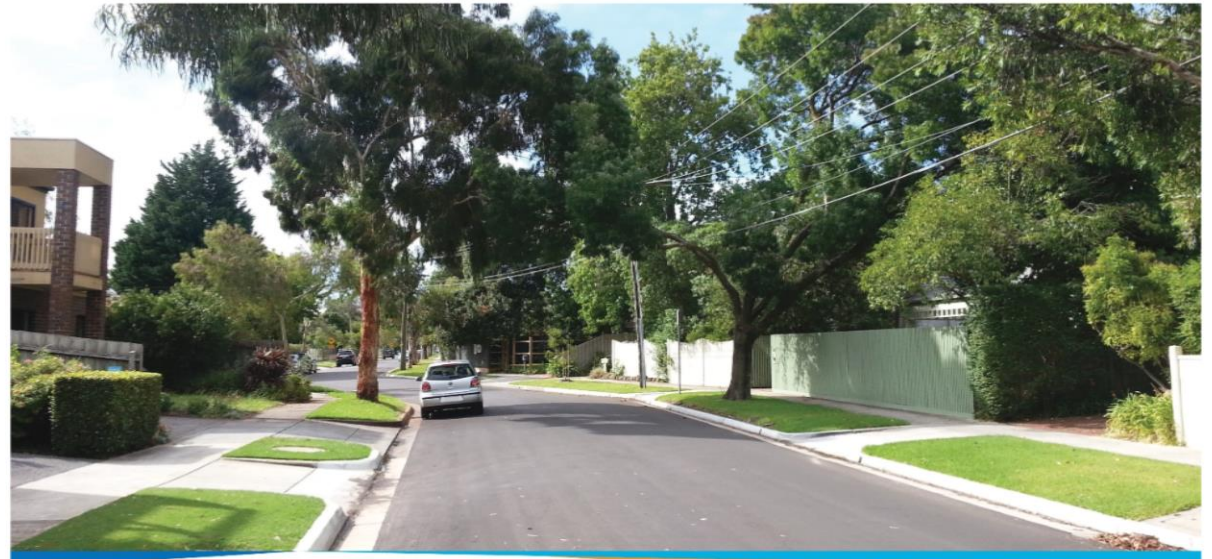
Southland-Cheltenham Activity Centre Boundary

One of the roles of a structure plan is to define the boundary of the activity centre or area of change.

The Southland-Cheltenham Activity Centre is shared with Kingston City Council, with the economic core (Southland Shopping Centre) being located wholly within Kingston and the residential hinterland being located within both Kingston and Bayside City Councils.

Kingston has completed planning for its part of the Activity Centre, including defining a boundary for the Kingston component of the activity centre. It is now up to Bayside to define the boundary for the Bayside component of the activity centre through the structure planning process.

In developing the draft Southland-Pennydale Structure Plan, three different boundary options were considered. Each option is outlined below.



Draft Southland-Pennydale Structure Plan

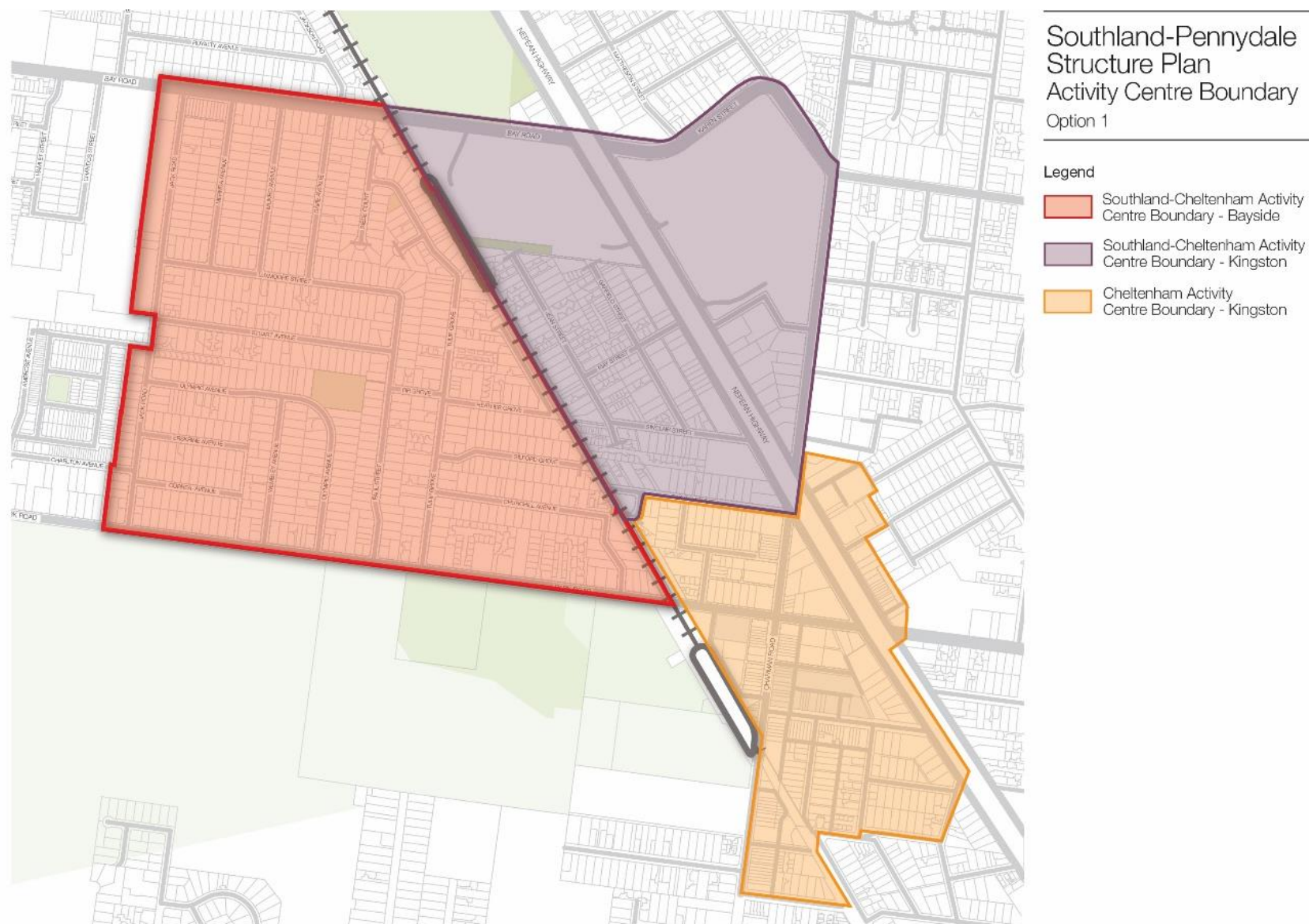
February 2018



Option 1 - This option includes all of the land bound by the Frankston train line, Bay Road, Park Road and Jack Road in the Southland-Cheltenham Activity Centre boundary

This is the option that has been included in the draft Southland-Pennydale Structure Plan.

It recognises the neighbourhood's location within close proximity to both Southland and Cheltenham train stations, the Southland Shopping Centre and Cheltenham shopping strip and the Bayside Business District. It also recognises that the area is a cohesive neighbourhood, a characteristic which the community has consistently told us is highly valued.



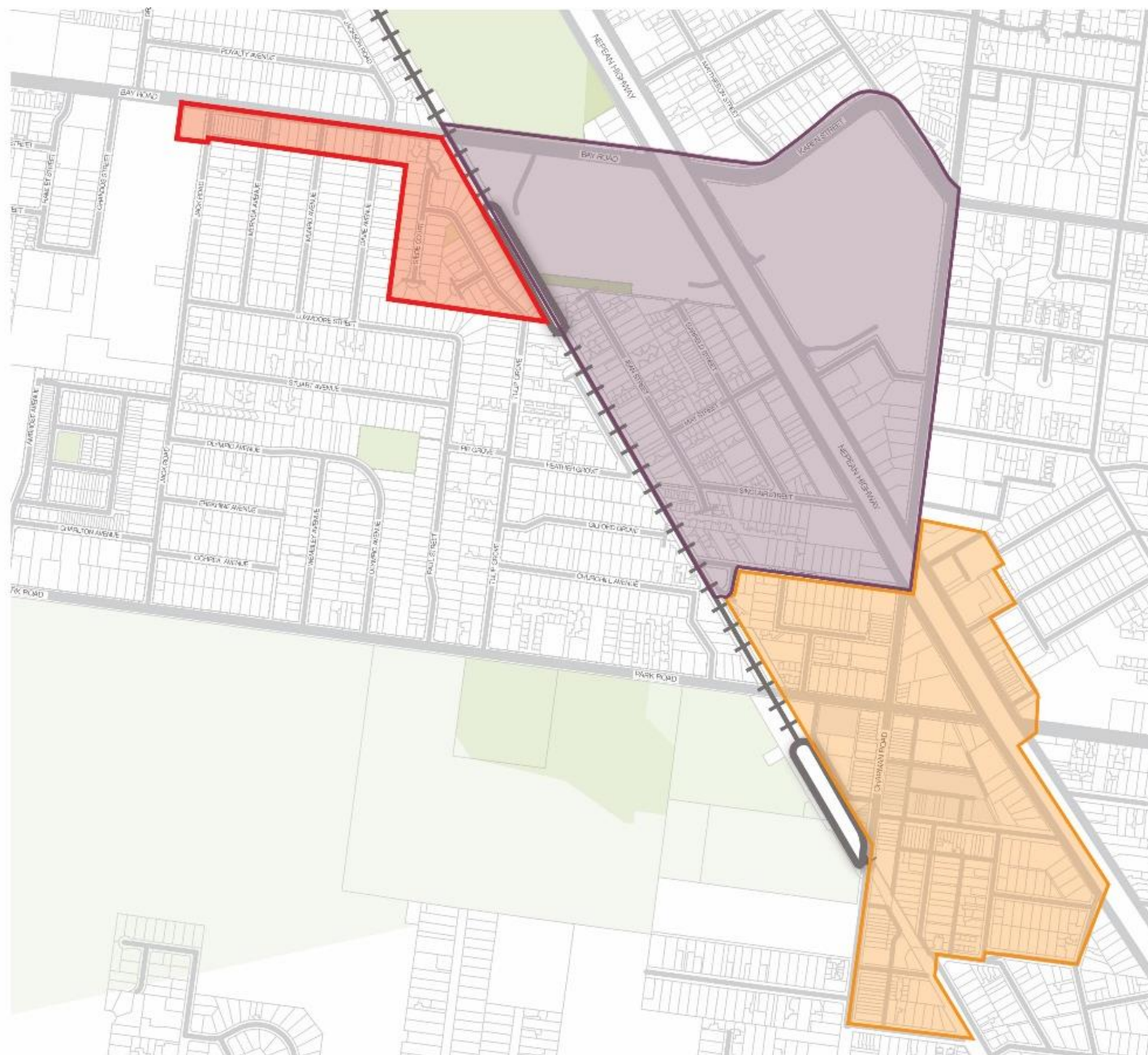
Pros

- Treats the neighbourhood in a holistic way. The community has consistently told Council that the cohesive nature of the neighbourhood is highly valued by residents.
- The justification for including the whole neighbourhood within the activity centre boundary is based on the following criteria:
 - It is consistent with State and local planning policy which encourages residential areas in close proximity to fixed rail and the commercial core of activity centres to be included within activity centre boundaries.
 - The Bayside Housing Strategy clearly articulates that the Southland-Cheltenham Activity Centre is partially within Bayside and is to be a major focus of increased density. The Housing Strategy is a reference document in the Bayside Planning Scheme and assists with the interpretation of the Strategic Framework Plan in Clause 21.02-5 of the Bayside Planning Scheme which shows the area bound by Bay Road, Jack Road and Park Road as being an area of increased density.
 - The neighbourhood is within close proximity to both Cheltenham and Southland train stations. Whilst some of the area is outside of a 400-800 metre walkable distance to a train station, the structure plan recognises this by encouraging apartments (up to 3 storeys) in areas close to the train stations and townhouses and detached dwellings elsewhere.
 - Including the whole neighbourhood in the activity centre allows impacts of increased development to be managed in a holistic way. For example:
 - It includes the major vehicular routes and therefore enables the impact of increased development on the transport network to be comprehensively addressed.
 - It enables walking and cycling routes to key destinations including the Bayside Business District, Cheltenham Park, Sir William Fry Reserve, Southland and Cheltenham train stations and Southland Shopping Centre and Cheltenham shopping strips to be looked at holistically.
 - It provides for housing choice and diversity by identifying different precincts with different development potential within the activity centre
 - It enables better integration between the train station and the residential area to be considered, improving transport choice for both current and future residents.
- To implement the planning controls outlined in the structure plan, a planning scheme amendment is required which must be approved by State Government. Council will need to justify the proposed controls, including the activity centre boundary and demonstrate how they are consistent with State and local planning policies.
 - There is strong justification for including the whole neighbourhood within the activity centre boundary meaning Council is more likely to be successful in implementing the planning controls outlined in the draft structure plan.

Cons

- Includes areas of the neighbourhood that are outside 400- 800 metres walkability to the train station.
- Being included in the activity centre boundary means the neighbourhood will be classified as being part of a Major Activity Centre.
- Some members of the community have expressed concern that this will leave the area open to increased development pressure and pressure for heights greater than 3 stories.
- Regardless of whether the area is included in the activity centre boundary, it will be subject to development pressure given its location close to two train stations, Southland Shopping Centre, Cheltenham shopping strip and the Bayside Business District and its existing zoning (General Residential Zone) which allows development of up to 3 storeys. Rather than being a disadvantage, being included within the activity centre boundary, and having clear planning controls that are a result of a structure planning process and respond to local conditions will provide greater certainty to both developers and residents as to what is allowed in the area.

Option 2 - This option only includes land within approximately 400-800 m walking distance of the new Southland train station



Southland-Pennydale Structure Plan Activity Centre Boundary Option 2

Legend

-  Southland-Cheltenham Activity Centre Boundary - Bayside
-  Southland-Cheltenham Activity Centre Boundary - Kingston
-  Cheltenham Activity Centre Boundary - Kingston

Pros

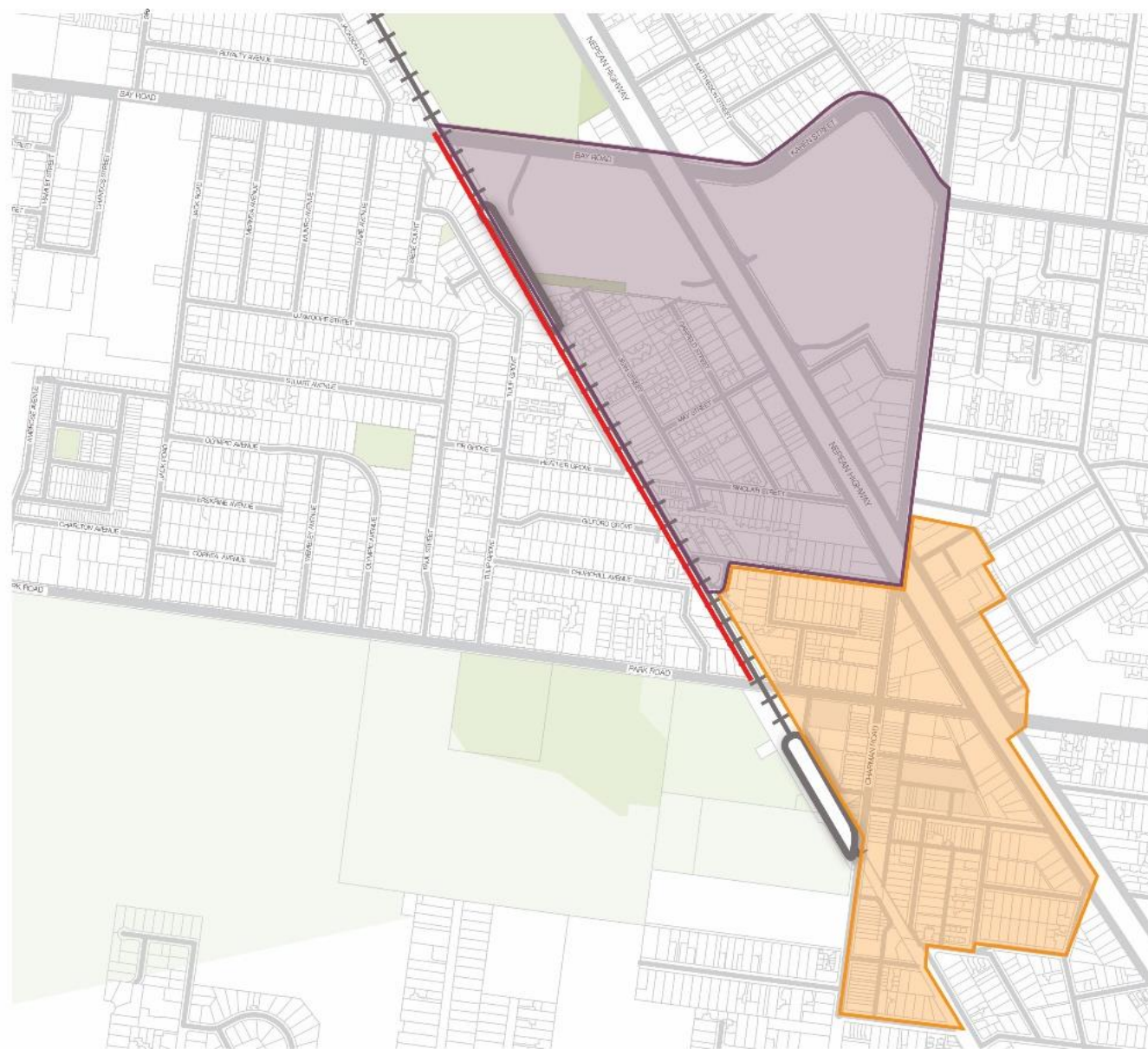
- Only includes those residential areas that are within 400- 800 metre walk to the Southland train station in the activity centre boundary. This addresses community concerns that the whole neighbourhood should not be included within the activity centre boundary.

Cons

- Doesn't treat the neighbourhood in a holistic way. The community has consistently told Council that the cohesive nature of the neighbourhood is highly valued by residents.
- The justification for excluding parts of the neighbourhood from the activity centre boundary is not strong.
- In determining an activity centre boundary there are a number of aspects that need to be considered including proximity to fixed rail, the location of residential areas and whether they provide redevelopment opportunities, walkability to the core of the centre, inclusion of residential areas that are integrated into or surrounded by other uses that have a strong functional inter-relationship with the activity centre.
- Determining the boundary is not simply a 'tick the box' exercise, but rather involves careful consideration of existing conditions, and how to best provide housing choice and diversity in close proximity to public transport, shops and services.
- Given the location of the area between two train stations and in close proximity to the services provided at Southland Shopping Centre and Cheltenham shopping strip as well as the Bayside Business District as well as the policy guidance provided in the Bayside Housing Strategy, 2012 and the Clause 21.02-5 of the Bayside Planning Scheme, it is difficult to justify excluding parts of the area from the activity centre boundary.

Option 3 - Activity centre boundary stops at the railway line

This option treats the residential neighbourhood, known locally as Pennydale, as outside of the Southland-Cheltenham Activity Centre, but recognises it as a residential opportunity area given its location adjacent to both Southland-Cheltenham and Cheltenham Activity Centres.



Southland-Pennydale Structure Plan Activity Centre Boundary Option 3

Legend

-  Southland-Cheltenham Activity Centre Boundary - Bayside
-  Southland-Cheltenham Activity Centre Boundary - Kingston
-  Cheltenham Activity Centre Boundary - Kingston

Pros

- Recognises the significant barrier that the Frankston train line presents and that as a result the residential areas directly adjacent are currently not well integrated with the Kingston side of the Activity Centre.
- Recognises that there is currently no direct access to Southland station from the residential neighbourhood in Bayside, reinforcing the lack of integration with the Kingston side of the Activity Centre.
- Treats the neighbourhood in a holistic way. Whilst not part of the activity centre, the whole area would be identified as a residential opportunity area. The community has consistently told Council that the cohesive nature of the neighbourhood is highly valued by residents.
- Addresses community concerns that the whole neighbourhood should not be included within the activity centre boundary.

Cons

- It will be difficult to justify the exclusion of the whole neighbourhood from the activity centre boundary given its proximity to two train stations, the Southland Shopping Centre, Cheltenham shopping strip and the Bayside Business District and the fact that the Bayside Housing Strategy, 2012 (a reference document in the Bayside Planning scheme and an adopted Council strategy) clearly articulates that the Southland-Cheltenham Activity Centre is partially within Bayside and is to be a major focus of increased density.
- The Strategic Framework Plan in Clause 21.02-5 of the Bayside Planning Scheme indicates that the residential areas directly adjacent to the Southland train station are a Future Key Focus Residential Growth Area whilst the remaining residential neighbourhood is a Moderate Residential Growth Area. The Housing Strategy, 2012, defines Key Focus Residential Growth Areas as areas where building heights of over 4 storeys will be encouraged, whilst Moderate Residential Growth Areas are areas where heights of up to 3 storeys will be encouraged.
- To implement the planning controls outlined in the structure plan, a planning scheme amendment is required which must be approved by State Government. Council will need to justify the proposed controls, including the activity centre boundary and demonstrate how they are consistent with State and local planning policies. There is not a strong justification for excluding the whole neighbourhood from the activity centre boundary meaning Council is more likely to be unsuccessful in implementing the planning controls outlined in the draft structure plan.