



Southland and Pennydale Structure Plan Background Report

June 2017

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1. Introduction

The Southland Activity Centre straddles the municipal boundaries of both Bayside and Kingston City Councils. It includes the residential neighbourhood within Bayside locally known as Pennydale which lies between Bay Road (to the north), Jack Road (to the west), Park Road (to the south) and the Frankston railway line. Within Kingston it includes the Westfield Southland Shopping Centre and surrounding residential land and the new Southland train station being constructed. It is in close proximity to both Highett and Cheltenham activity centres as well as the Bayside Business District, a key employment precinct in Bayside and the CSIRO strategic redevelopment site in Highett.

Activity Centres are identified in current state and local planning policy as focal points for employment, infill housing and community services and are preferred locations for higher density residential and mixed use development.

Given the identified role of the Southland Activity Centre, a long term strategic plan is required, called a structure plan. The purpose of the structure plan is to set out where growth and development will occur and to ensure it is located and managed appropriately and that infrastructure and services will meet the needs of current and future residents.

This background report and the community feedback we receive on it will be used to inform the preparation of the draft Southland and Pennydale Structure Plan. This background report details the key planning related

issues and opportunities that the structure plan will need to address based on Council studies and strategies undertaken over recent years as well as community feedback on:

- Planning applications (from 2005- 2016).
- Planning Scheme Amendment C140 which sought to implement the Bayside Housing Strategy.
- Draft C125 Amendment which sought to introduce the Residential Growth Zone in the activity centres along the Frankston train line.
- The development of the Bayside Community Plan 2025.

Ideally, a joint structure plan would be undertaken with Kingston City Council. However, Kingston is not currently progressing structure planning for its part of the centre. Therefore this background report, and the structure plan it will inform, will deal only with the Bayside part of the Southland Activity Centre.

1.1 Defining the Study Area boundary

The final structure plan will determine the boundary of the Southland Activity Centre. For the purposes of this background report, a Study Area has been defined based on the existing planning controls for the area as well as the location of existing commercial areas, major roads and barriers (see Figure 1).



Figure 1 – Study Area



2. Policy Context

The following state and local planning policies are of relevance to the Study Area.

2.1 State Planning Framework

2.1.1 Metropolitan Planning Strategy

Plan Melbourne is the Victorian Government’s metropolitan planning strategy that will guide the city’s growth to 2050 and seeks to address future housing, transport and employment needs. Under *Plan Melbourne*, Southland is identified as a Major Activity Centre. These centres are intended to support 20 minute neighbourhoods¹ by providing access to a wide range of goods, services, housing and employment within walking distance of train, tram or SmartBus routes.

For Southland Activity Centre (and Cheltenham Activity Centre, just south of the Study Area), this means that additional employment and housing, with a range of housing types needs to be planned for as well as improved walking and cycling routes.

2.1.2 State Planning Policy Framework

The State Planning Policy Framework (SPPF) provides the overarching policy framework for land use and development within Victoria and implements *Plan Melbourne*. Planning authorities must take into account and give effect to the general principles and specific policies contained in the SPPF when developing and implementing planning controls.

The SPPF seeks to concentrate residential, commercial, retail, entertainment and community uses into activity centres where there is good access to existing services and public transport. It seeks to ensure that land use and development appropriately responds to the surrounding landscape, built form and cultural context and is energy

and resource efficient and seeks to deliver housing diversity, including affordable housing.

2.1.3 Planning Practice Note 58 – Structure Planning for Activity Centres

This State Government Practice Note provides guidance to local councils on the activity centre structure planning process. It covers the reasons for structure planning in activity centres, the policy context, possible inputs/ outputs of the process and how to define the boundary for the centre. It also sets out the following preferred process to be followed when developing structure plans for Activity Centres:

Council’s preparation of this background report has been guided by this Practice Note 58.

- Step 1: Project planning and establishment

→ Step 2: Background research

→ Step 3: Prepare discussion paper

→ Step 4: Prepare draft structure plan

→ Step 5: Final Structure plan

→ Step 6: Implementation Program

→ Step 7: Monitor and review
- WE ARE
HERE

¹ ‘20 minute neighbourhoods’ are neighbourhoods where people have safe and convenient access to the goods and services they need for daily life within 20 minutes of where they live, travelling by foot, bicycle or public transport.

2.2 Local Planning Framework

2.2.1 Bayside Municipal Strategic Statement

The Municipal Strategic Statement (MSS) presents the strategic vision for land use and development within Bayside. It identifies the key policies and objectives through which this vision is to be achieved, in particular how relevant State level policies are to be implemented within the municipality.

The MSS identifies Southland Activity Centre as a future Moderate Residential Growth Area, with the area around the Southland train station identified as being a future Key Focus Residential Growth Area. It identifies the Cheltenham Activity Centre (immediately south of the Study Area) as future Moderate Residential Growth Area (see Figure 2, overleaf).

The Bayside Housing Strategy (2012) states that Key Focus Residential Growth Areas are where the majority of medium and high density residential development will be located. Moderate Residential Growth Areas are areas where medium density development will occur and will provide an appropriate transition between adjoining Key Focus Residential Growth Areas and Minimal Residential Growth Areas, areas where the predominately low density residential scale is to be maintained.

The MSS identifies that activity centres will play an increasingly important role in providing future housing needs, particularly medium density housing and that they are valuable for the employment and service provision they provide in the local economy. The increased development in activity centres will need to be carefully managed with respect to natural habitats, built form, heritage and car parking/traffic. With increased development in activity centres it is important to ensure that residents continue to have access to open space and community/recreation facilities and that sustainable transport access is improved.

The Bayside Business District, whilst outside the Study Area, is directly adjacent to it, and is to be transformed into a key Business Employment Area for high-tech businesses and development.

2.2.2 Bayside Local Planning Policies

Local Planning Policies 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 are of particular relevance to Southland Activity Centre.

- **Heritage Policy at Clause 22.05.** This policy sets out objectives and performance standards for all individual properties and heritage precincts. There are four properties covered by the Heritage Overlay on Park Road, Cheltenham (HO562, HO563, HO561 and HO566).
- **Neighbourhood Character Policy at Clause 22.06.** This policy identifies the key character elements which define various residential areas within Bayside, and outlines specific design objectives and responses which new development should respond to. The Study Area is located within Neighbourhood Character Precinct H5. The identified elements that contribute to the character of this area include low scale dwellings sitting within established gardens with large native and exotic trees providing a backdrop, pitched roof forms, low front fencing that gives a sense of openness to the streetscape and consistent front and side setbacks that provide spacious visual separation between buildings.
- **Water Sensitive Urban Design (Stormwater Management) at Clause 22.08.** This policy requires the provision of Water Sensitive Urban Design (WSUD) measures in new development. This policy aims to reduce the overall quantity of stormwater runoff generated by new development as well as improving the quality of runoff through on-site treatment measures.

2.2.3 Kingston Municipal Strategic Statement and Local Planning Policies

Whilst this report deals only with the Bayside side of the activity centre, it is important to understand the planning context for the Kingston side as this will inevitably influence the Bayside side of the centre.

The Kingston Planning Scheme identifies the Southland Activity Centre as a major regional focus for office, retail, entertainment, community, professional services and business services. Improving the integration between the existing Southland Shopping Centre and the adjacent Sir William Fry Reserve, the Cheltenham Activity Centre and the Bayside Employment District is a key priority. The residential area surrounding the Southland Shopping Centre is identified as an area for increased housing diversity including higher density housing.

2.2.4 Zones

All land in Victoria has a zone. Zones specify particular purposes for land, such as residential, business or industrial. They indicate which uses can be undertaken on land, as well as controls relating to buildings and subdivision.

Figure 3 shows the zones within the Study Area boundary and those directly adjacent, in Kingston City Council.

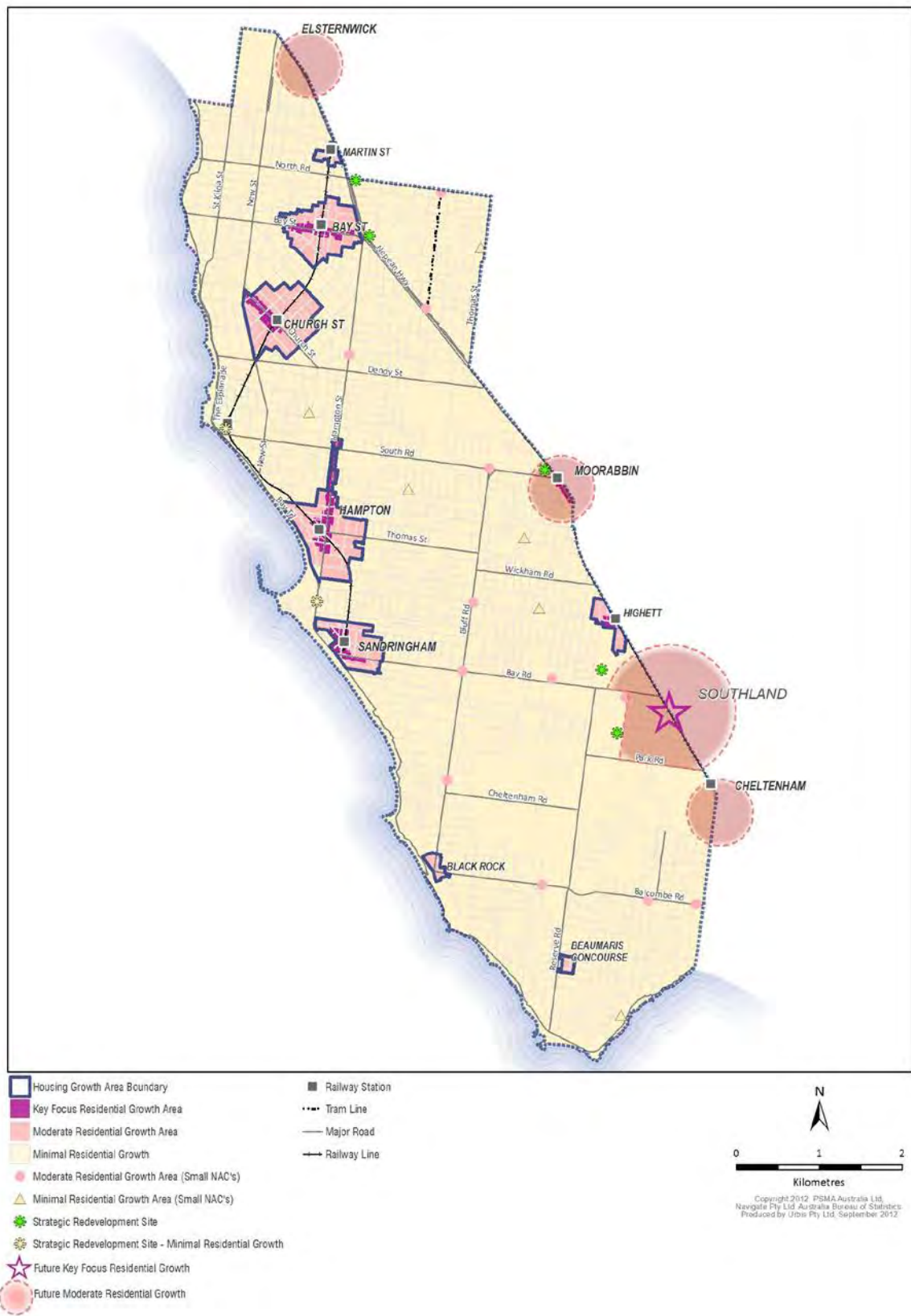


Figure 2 – Residential Strategic Framework Plan – Bayside Planning Scheme

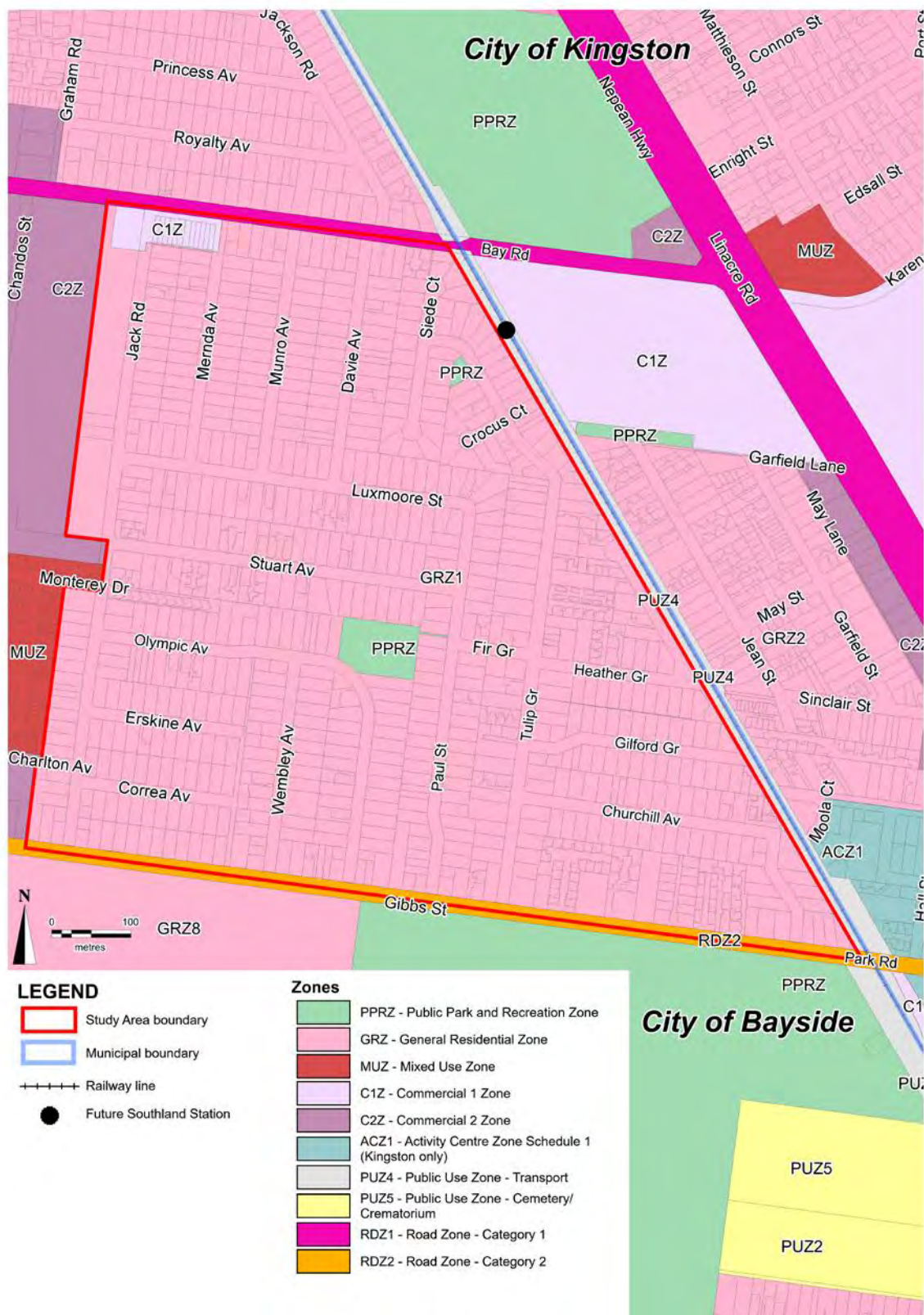


Figure 3 – Current Zones, September 2016

The majority of land within the Study Area is zoned General Residential Zone, Schedule 1. The purpose of the General Residential Zone is to provide a diversity of housing types and housing growth in locations offering good access to services and transport. Schedule 1 to this zone sets out setback and site coverage requirements. A maximum building height of 11 metres and 3 storeys is specified in the zone.

Most of the residential area in Kingston City Council that shares an interface with the Study Area is also zoned General Residential Zone apart from a small pocket of the Activity Centre Zone which covers the Cheltenham Activity Centre. This Activity Centre Zone allows for a range of building heights ranging from 2 storeys up to 6-7 storeys on the Nepean Highway. The pocket of land east of the Frankston Railway Line and north of Park Road allows a maximum building height of 3 storeys (11 metres).

Within the Study Area there is a small portion of land in the Commercial 1 Zone, an existing strip of small local shops. The purpose of this zone is to create mixed use commercial centres for retail, office, business, entertainment and community uses and to provide residential uses at densities complementary to the role and scale of the commercial centre. In Kingston City Council, the Commercial 1 Zone has been applied to Southland Shopping Centre and the surrounding commercial precinct to the south.

Bay Road is included within the Road Zone – Category 1, which is applied to arterial roads managed by VicRoads. This can have implications for the development of land directly abutting Bay Road, as VicRoads permission is required to create or alter access to these roads. Park Road is included within the Road Zone – Category 2. It is a collector road, managed by Council.

The Frankston railway line is included in the Public Use Zone 4, which facilitates its use as a railway.

The existing parks are included within the Public Park and Recreation Zone. The purpose of this zone is to recognise areas for public recreation and open space.

To the west of the Study Area is the Bayside Business District, a key business employment area within Bayside, which is predominately zoned Commercial 2 Zone. The purpose of this zone is to encourage commercial areas for offices, appropriate manufacturing and industries, bulky goods retailing, other retail uses and associated business and commercial services. There is also a small pocket of Mixed Use Zone within the Bayside Business District, which is being developed for a mix of residential and employment uses (Jack Road redevelopment site). Whilst these areas are outside the Study Area, they will have an important influence on the area.

2.2.5 Overlays

In addition to the requirements of the zone, further planning provisions may apply to a site or area through the application of an overlay. Generally, overlays apply to a single issue or related set of issues (such as heritage, environmental concern or flooding). Where more than one issue applies, multiple overlays can be used.

Figure 4 shows the overlays within the Study Area boundary and those directly adjacent in Kingston City Council.

The Study Area is covered by the Design and Development Overlay, Schedule 2 (DDO2). Under DDO2, a planning permit is required for buildings greater than two storeys and/or 9 metres in height (with the exception of a basement).

The Heritage Overlay (HO) also applies to four sites within the Study Area (HO561, HO562, HO563 and HO566). Under the Heritage Overlay, a planning permit is required to subdivide land, demolish or remove a building, construct a building or construct or carry out works and externally alter a building.

In Kingston City Council, directly adjacent to the Study Area, Southland Shopping Centre is covered by an Incorporated Plan Overlay. This Overlay requires an incorporated plan be developed showing building heights, vehicle and pedestrian entry/exit points and landscaping before a planning permit can be granted to develop the Southland Shopping Centre.

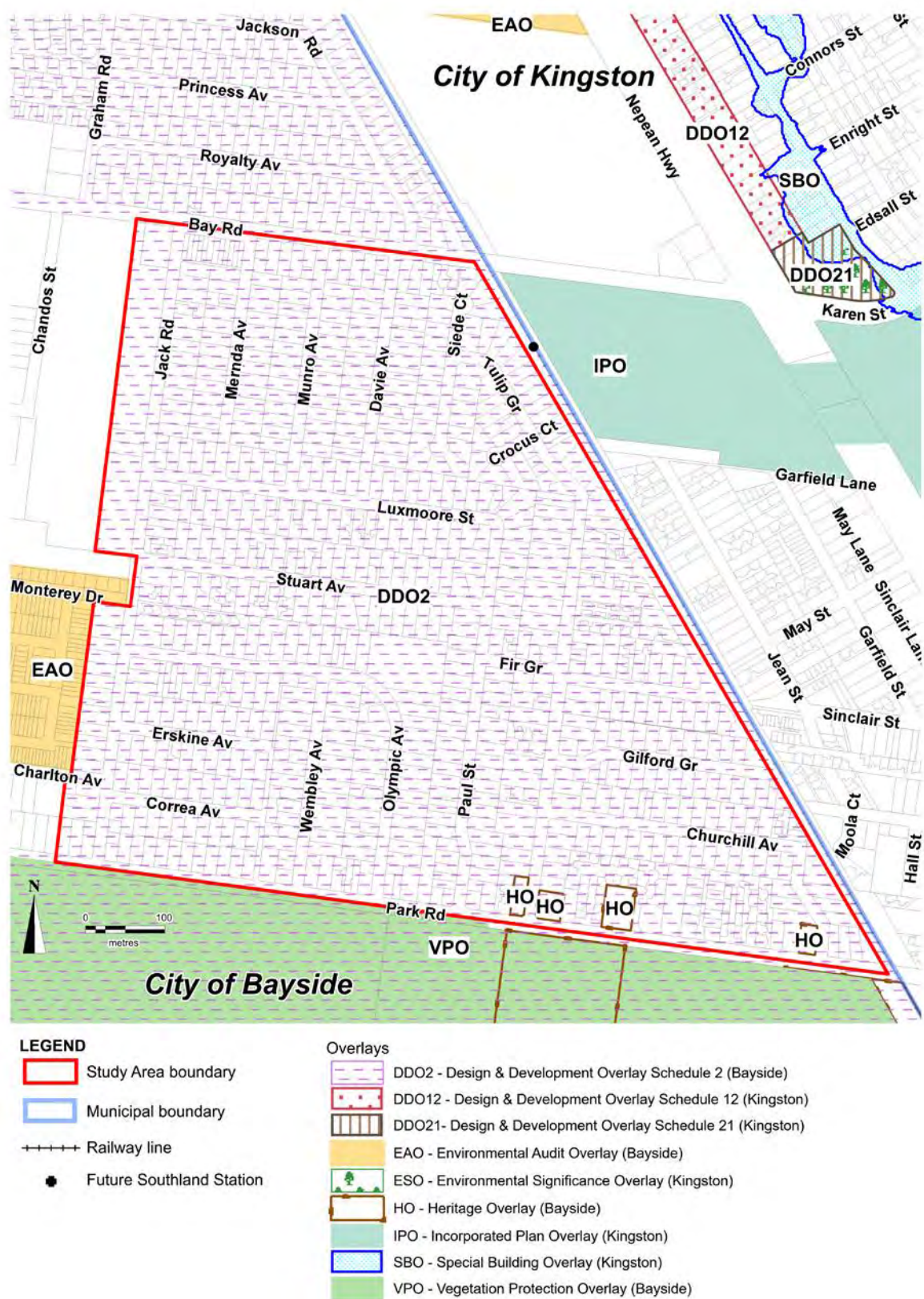


Figure 4 – Current Overlays, September 2016

2.3 Bayside City Council Plans and Policies

In developing this background report, regard has been given to existing Council strategies and plans (see Figure 5). These have provided the context for the background report, with many including relevant strategies and actions that the Structure Plan will help to deliver.



Figure 5 – Existing Council Strategies and Plans relevant to this Background Report.

Of particular relevance is the *Bayside Community Plan 2025* which sets the community's long-term aspirations for the municipality. These are:

1. **Open Space** – By 2025, access to Bayside's foreshore, beaches, parks, gardens and bushlands will continue to be enjoyed and distributed equally across the community. Facilities and infrastructure provided within these public spaces will be of high quality and promote sustainability.
2. **Transport** – By 2025, it will be safe and convenient for the Bayside community to choose their preferred mode of transport. Bayside will be more easily accessed on foot and on bike, and road users will consider the safety of others when sharing the road network.
3. **Local Economy** – By 2025, Bayside's local economy will better reflect the skills and diversity of the Bayside community. Local activity centres will offer variety in the services and experiences they provide, while maintaining the 'local village' character.
4. **Housing and Neighbourhoods** – By 2025, the 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.
5. **Environment** – By 2025, community and Council will be environmental stewards, taking action to protect and enhance the natural environment and balancing appreciation and use with the need to protect natural assets for future generations.
6. **Community Participation and Health** – By 2025, members of Bayside's community will feel supported and engaged to live an active and healthy lifestyle regardless of age, geographical location, personal circumstance or physical ability.
7. **Infrastructure** – By 2025, the Bayside community and Council will work together to plan and deliver community infrastructure that responds to the changing needs of the Bayside community.

The preparation of the Southland and Pennydale Structure Plan will need to address these community aspirations. In particular, the Structure Plan can help deliver the community's aspiration to "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".

More information on each of the plans and strategies detailed in Figure 5 is provided in Appendix 1.

Key Directions for the Structure Plan

- Ensure the relationship with the Kingston side of the activity centre is considered in developing the Structure Plan.
- Identify how and where increased housing density and diversity will be delivered within the Southland Activity Centre to help implement State and local planning policies.
- Use the Bayside Community Plan 2025 as the foundation for the development of the Structure Plan and ensure the Structure Plan reflects and helps implement the actions and strategies of other relevant adopted Council strategies.



3. People and Housing

The Study Area is located within the suburb of Cheltenham which is located across the municipalities of Bayside and Kingston. All references to Cheltenham in this section describe the Bayside side of Cheltenham unless otherwise stated (refer Figure 6). This area is larger than the Study Area boundary, however, it provides a good indication of the trends occurring in the area.

Cheltenham is Bayside's smallest suburb in terms of population. It contains just 4% of the municipality's total population. Much of the Bayside part of Cheltenham contains parks, reserves and golf courses.

3.1 Who lives in Cheltenham

In 2016 approximately 3,417 people called Cheltenham home. This is an increase of approximately 276 people from 2006, and indications are this increase is likely to continue. By 2036 it is estimated that the population will increase to approximately 5,223 people. This is a 55% increase (1,854 people) from the 2011 population of 3,369 people.

This population increase, as a percentage, is the highest for any Bayside suburb. This is largely a result of the Jack Road development of 143 dwellings, anticipated infill development and Cheltenham's small population base. Cheltenham had the smallest population base in 2011 and despite its population increase, will continue to have the smallest population of any Bayside suburb in 2036 (refer Figure 7, overleaf).

In Cheltenham, all age groups are expected to increase between 2011 and 2036. Figure 8 (page 16) shows the age structure in 2011 as well as projections for 2026 and 2036. The 35-39 year age group will continue to be the predominate age group and is also forecast to have the largest increase along with the 'seniors' 70-84 year age group.

Cheltenham has attracted the 35 – 49 year age group, known as 'parents and homebuilders' probably because of the comparatively lower house prices in the area and the area's good access to services.



Figure 6 – Cheltenham Suburb (Bayside part)

Source: Profile.id by .id.

| | 2006 | 2011 | 2016 | 2026 | 2036 | Average annual growth rate 2011-2036 | Difference 2011-2036 | % increase from 2011 population to 2036 |
|-----------------|--------|--------|---------|---------|---------|--------------------------------------|----------------------|---|
| Beaumaris | 12,117 | 12,500 | 13,878 | 14,399 | 14,687 | 0.65 | 2,187 | 17.5% |
| Black Rock | 5,811 | 6,052 | 6,724 | 6,940 | 7,048 | 0.61 | 996 | 16.5% |
| Brighton | 21,217 | 21,931 | 25,066 | 26,540 | 27,978 | 0.98 | 6,047 | 27.6% |
| Brighton East | 14,567 | 15,119 | 16,514 | 17,140 | 17,712 | 0.64 | 2,593 | 17.2% |
| Cheltenham | 3,141 | 3,369 | 3,417 | 4,330 | 5,223 | 1.77 | 1,854 | 55.0% |
| Hampton | 11,922 | 12,526 | 13,581 | 15,048 | 16,017 | 0.99 | 3,491 | 27.9% |
| Hampton East | 4,319 | 4,701 | 5,062 | 5,554 | 6,444 | 1.27 | 1,743 | 37.1% |
| Highett | 6,107 | 6,477 | 7,495 | 9,278 | 9,475 | 1.53 | 2,998 | 46.3% |
| Sandringham | 8,709 | 9,156 | 11,373 | 13,739 | 14,065 | 1.73 | 4,909 | 53.6% |
| City of Bayside | 87,937 | 91,815 | 103,110 | 112,968 | 118,650 | 1.03 | 26,835 | 29.2% |

Figure 7 – Population Change, Bayside Suburbs, 2006-2036

Source: Place of Usual Residence 2006-2011, forecast.id 2016-2036

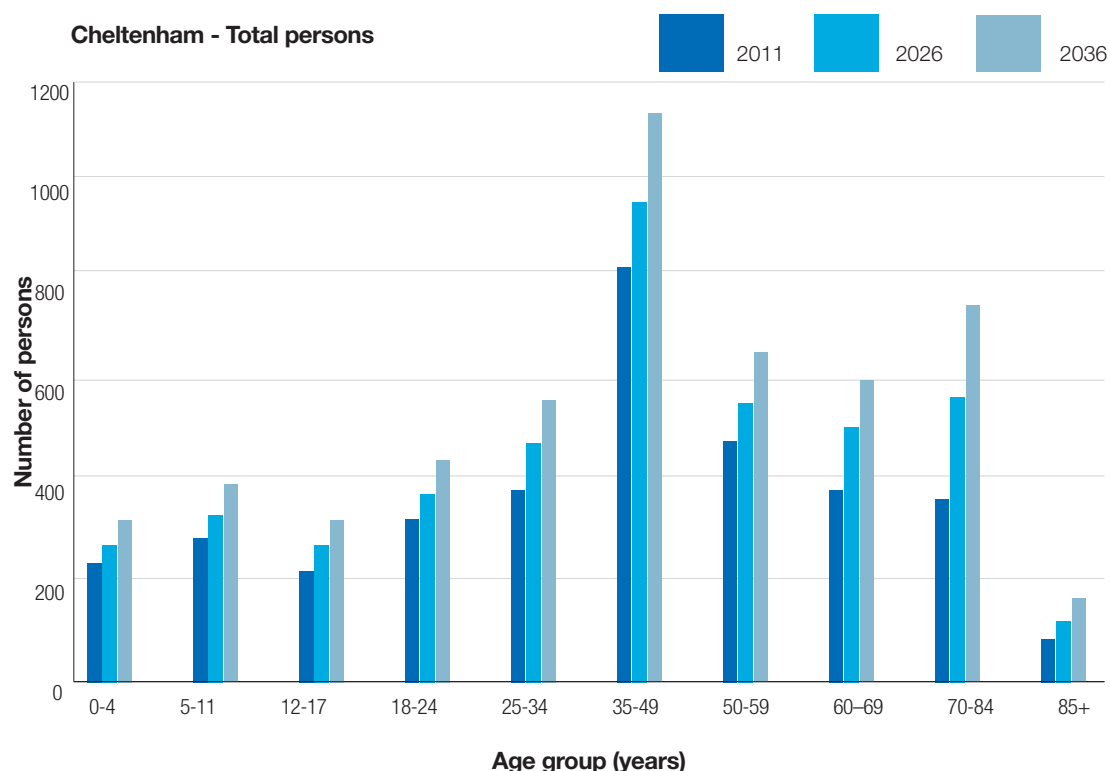


Figure 8 – Forecast Age Structure – Service Age Groups, 2011

Source: Forecast age structure – Service age groups, forecast.id 2011-2036

The majority of residents of Cheltenham were born in Australia (72.9%), with 21.2% born overseas (mostly the United Kingdom). Cheltenham has a relatively less ethnically diverse population compared to Greater Melbourne, where in 2011, 31.4% of people were born overseas.

Cheltenham has an educated population. In 2011 over half (54.1%) of the population aged 15 and over had some form of qualification. Of these 28.3% held a Bachelor or Higher degree, 13.9% had vocational qualifications and 11.9% held an Advanced Diploma or Diploma. This is an increase from 2006, when 47.9% of the population had some form of qualification. The largest changes in the qualifications of the population in Cheltenham between 2006 and 2011 were those holding Bachelor or Higher degrees (+192 persons) and Advanced Diploma or Diplomas (+59 persons).

This increase of persons with Bachelor or Higher degrees and Advanced Diploma or Diplomas, suggests that Cheltenham is reflecting broader economic shifts in which jobs requiring minimal formal education are being replaced with jobs requiring high levels of formal education.

In 2011, Cheltenham had a larger proportion of high income households² compared to Greater Melbourne (25.2% compared with 19.4%) and a lower proportion of low income households³ (18.6% compared with 19.2%).

3.2 Housing in Cheltenham

To house the increasing population in Cheltenham, approximately 843⁴ new dwellings will be needed between 2011 and 2036. Under the current zoning and development controls (preferred 2 storey height limit), it is unlikely the forecast demand for housing will be met.

Between 2005 and 2014, 55 net new dwellings were built in Cheltenham (44 of which were within the Study Area)⁵. In comparison, 860 net new dwellings were built in Brighton during the same time period.

The majority of building and construction activity in the Study Area (as with the rest of Bayside) is 1-for-1 redevelopment of existing dwellings or dual occupancy unit development. Figure 9 shows the housing development, completed and upcoming, within the Study Area. Between 2005 and 2014 there were 27 one-for-one ('knock down and rebuild') developments

² Households earning \$2,500 per week or more.

³ Households earning less than \$600 per week.

⁴ Population and household forecasts, 2011 to 2036, prepared by .id, October 2015.

⁵ Taken from Housing Development Data, a dataset created by Spatial Economics and provided by the Department of Environment, Land, Water and Planning.

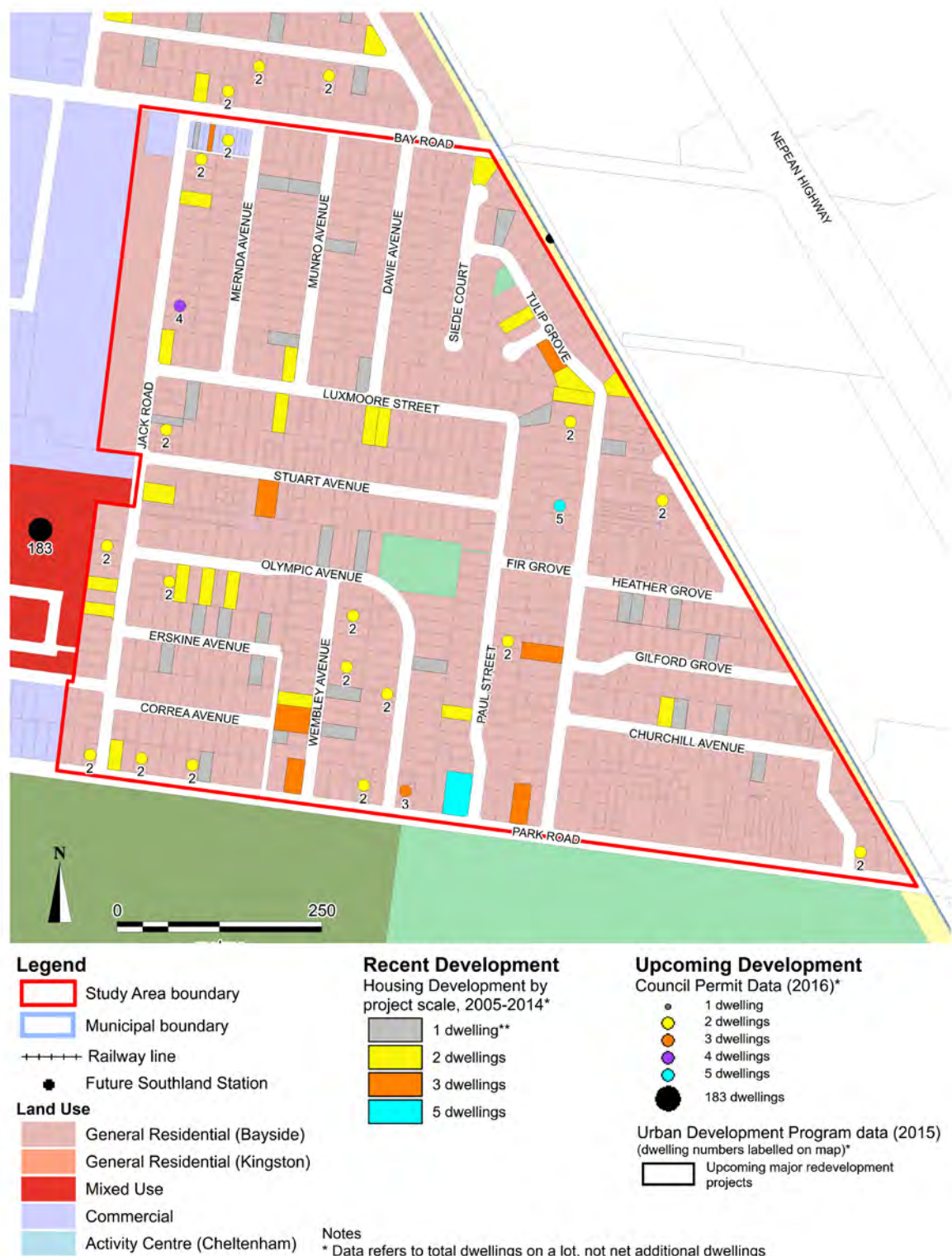


Figure 9 – Housing Development – Completed and Upcoming

in the Study Area, which yielded no additional dwellings. The next most common development type was dual occupancy, of which there were 25 development projects between 2005 and 2014, yielding 25 new dwellings.

Whilst one for one replacement developments do not yield additional dwelling numbers, they often impact on the character of an area as older houses are replaced with newer housing styles, often with higher site coverage and smaller outside spaces.

Bayside City Council has a housing growth model that tests planning controls to ensure there is sufficient capacity for housing supply to meet the forecast demand. The model shows a shortfall of 164 dwellings to meet the forecast number of dwellings in 2030 (when the housing model ends).

To meet the forecast demand for housing in Cheltenham there will be a need to review the current zoning and development controls.

3.3 Type of households

In 2011, the most common household type in Cheltenham was couples with children (33.1%), followed by lone person households (25.2%) and couples without children (24.5%).

Looking forward to 2036, couples without children households are expected to increase (+316), as are lone person households (+252) and couples with children households (+253). Couples with children households remain the most common household type in 2036 (see Figure 10).

A diversity of housing will be required to support the needs of different household types and changing needs in the housing lifecycle. In Cheltenham in 2011, 75.5% of the dwellings were a separate house, whilst 23.6% were medium density⁶. There was no high density dwellings⁷.

Greater choice of small and medium housing types will be increasingly important to meet the needs of an aging population and the increasing number of couple without children households and lone person households. However, there also needs to continue to be housing for families as the dominant demographic in the area.

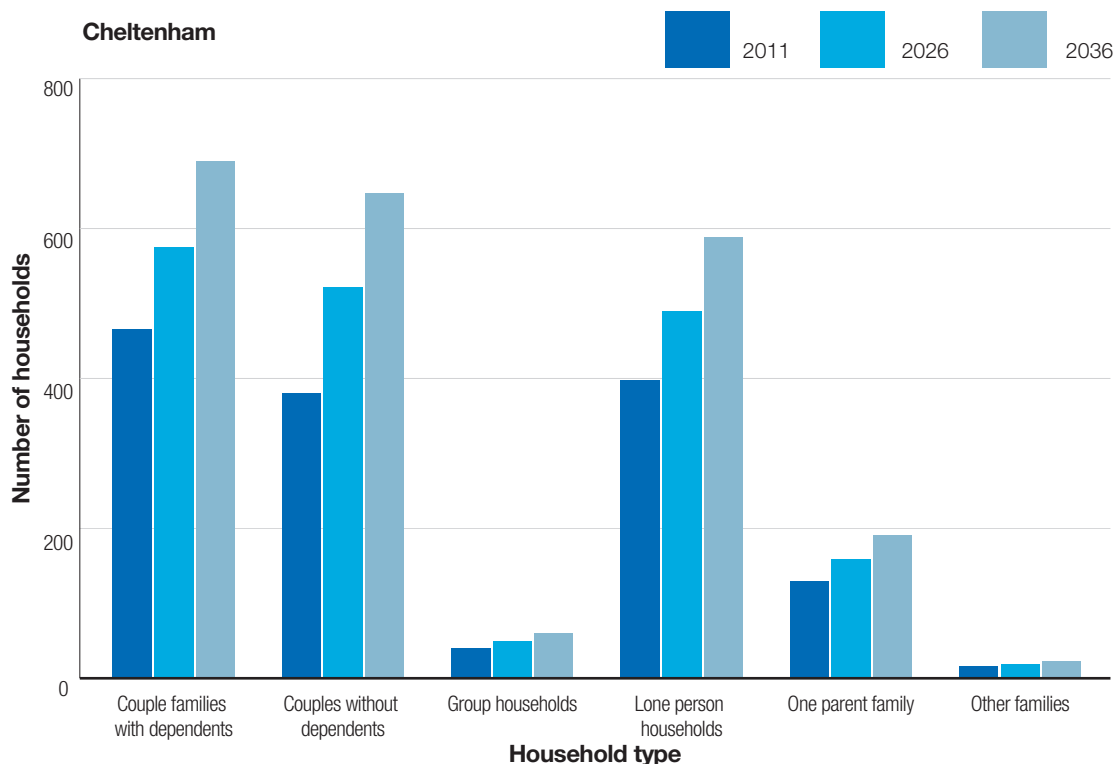


Figure 10 – Forecast Household Types

Source: Forecast household types, forecast.id.

⁶ Medium density dwellings includes townhouses, terraces, villa units and semi-detached dwellings, flats in 1 and 2 storey blocks and flats attached to houses.

⁷ High density dwellings include flats in 3 or more storey blocks.

3.4 Housing affordability

As with most areas in Melbourne, house and unit prices have increased significantly in Cheltenham. In 2005 the median house price in Cheltenham was \$389,500, whilst in 2015 it had increased to \$890,000. Similarly for unit prices, in 2005, the median unit price in Cheltenham was \$270,000, whilst in 2015 it had increased to \$545,000.

Despite these significant increases in price, Cheltenham remains the most affordable suburb in Bayside to buy a house or unit. In 2011, the majority of households (73%) either fully owned or were purchasing their property, whilst 20.6% were renting.

The high percentage of home owners in Cheltenham indicates a more settled area with families and empty-nesters. Areas with a high concentration of private renters often indicates a transient area attractive to young singles and couples.

3.5 Previous consultation

In previous community consultation⁸ population growth and overdevelopment were a shared community concern, with many respondents worried about the impact on neighbourhood character and the loss of facilities and gardens. There was a desire expressed for less high rise buildings, less overdevelopment and less multi-unit developments. Concern was expressed that Cheltenham would become too busy and less safe for families, particularly with increased traffic and that families would be driven away. Some people felt that medium density housing was not family friendly.

There was also concern that medium density developments would attract different demographics including renters and a more transient population, and that the area would lose its permanent residents and that this would create a disconnect in the community if the transient population didn't connect with neighbours.

However, there was also a desire for older people to be able to continue living in Bayside and for sufficient affordable housing to be provided. While many Bayside residents value the look and feel offered by larger format houses set on larger tree-lined blocks, growth and development affords property owners the opportunity to subdivide and downsize, and enables others entry into an otherwise unaffordable, highly sought after market.

To increase the amount of affordable housing available, there was a suggestion that a certain percentage of any multi-unit developments built could be sold as affordable housing. This would also assist in keeping young and elderly people within the community.

There was also support for the creative redevelopment of current industrial land in Cheltenham (eg. Jack Road and the Laminex site) to expand the range of smaller, lower cost, higher density options. These areas are close to transport, employment and services and could be developed with quality housing. Other suggested locations for higher density housing included along main roads and in commercial areas.

Key Directions for the Structure Plan

- Facilitate more choice of small and medium housing types to meet the needs of an aging population, the increasing number of couple without children households and lone person households.
- Ensure sufficient family housing is retained. Families are a dominant demographic in the area and will continue to be.
- Review existing planning controls to enable the forecast demand for housing to be met.

⁸ Draft Amendment C125, Amendment C140, Bayside Community Plan 2025 consultation, Planning Permit objections (2005-2016).



4. The Economy

As with the People and Housing chapter, this chapter describes the Bayside portion of Cheltenham unless otherwise stated (see Figure 11).

4.1 What jobs do people have?

In 2011, 97.5% of Cheltenham's labour force were employed. Of these, 59% were employed full time and 35.4% were employed part-time. Only 2.5% were unemployed. This is significantly lower than the 5.5% unemployment rate for Greater Melbourne.

An analysis of the jobs held by the resident population in Cheltenham in 2011 shows the three most popular occupations were:

- Professionals (504 people or 29.4%)
- Clerical and Administrative Workers (269 people or 15.6%)
- Managers (267 people or 15.5%).

In combination, these three occupations accounted for 1,040 people in total or 60.5% of the employed resident population.

Technicians and Trades workers (11.1%), Sales Workers (10.4%), and Community and Personal Service Workers (8.8%) were also popular.

The number of employed people in Cheltenham increased by 121 between 2006 and 2011. The largest change in the occupations of residents between 2006 and 2011 in Cheltenham was for those employed as Professionals (+75 persons) (see Figure 12).

4.2 Where do people work?

People in the southern part of Bayside (south of South Road) tend to work within the southern part of Bayside (21.7%), the northern part of Kingston, including Braeside, Clayton South, Clarinda, Moorabbin, Heatherton, Cheltenham, Mentone and Mordialloc (12.1%), Melbourne CBD (10.3%) and the remainder of Melbourne, including East and West Melbourne, Parkville, North Melbourne, Kensington, Southbank and Docklands (10.1%). See Figure 13 (page 22). This suggests the skills of local residents are well matched to the requirements of local jobs.

4.3 Retail and commercial characteristics

The Southland Shopping Centre, whilst located in Kingston City Council, is immediately adjacent to, and has an important influence on the Study Area. It is a regional centre, and given the scale of the centre there is unlikely to be demand for additional retail floor space within the Study Area.

Also within Kingston City Council, to the south of the Study Area, is the Cheltenham Activity Centre which includes a mix of convenience and food retailing. Its primary trade area includes the Study Area.



Figure 11 – Cheltenham Suburb (Bayside part)

Source: Profile.id by .id.

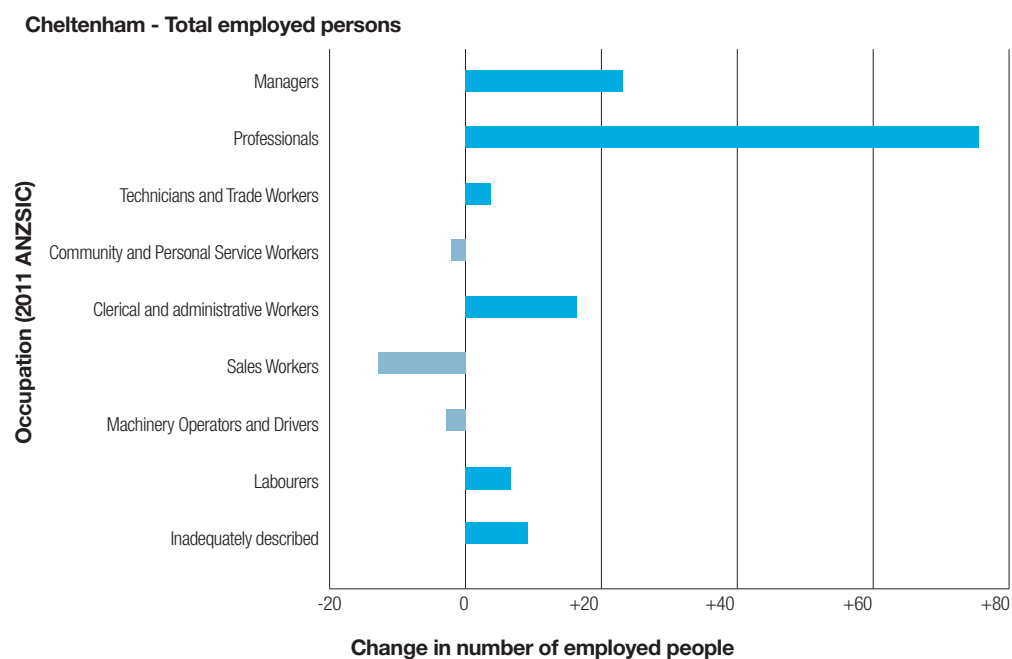


Figure 12 – Change in Occupation of Employment, 2006 to 2011

Source: ABS, Census of Population and Housing, 2006 and 2011 (Usual residence data).

Compiled and presented in profile.id by .id.

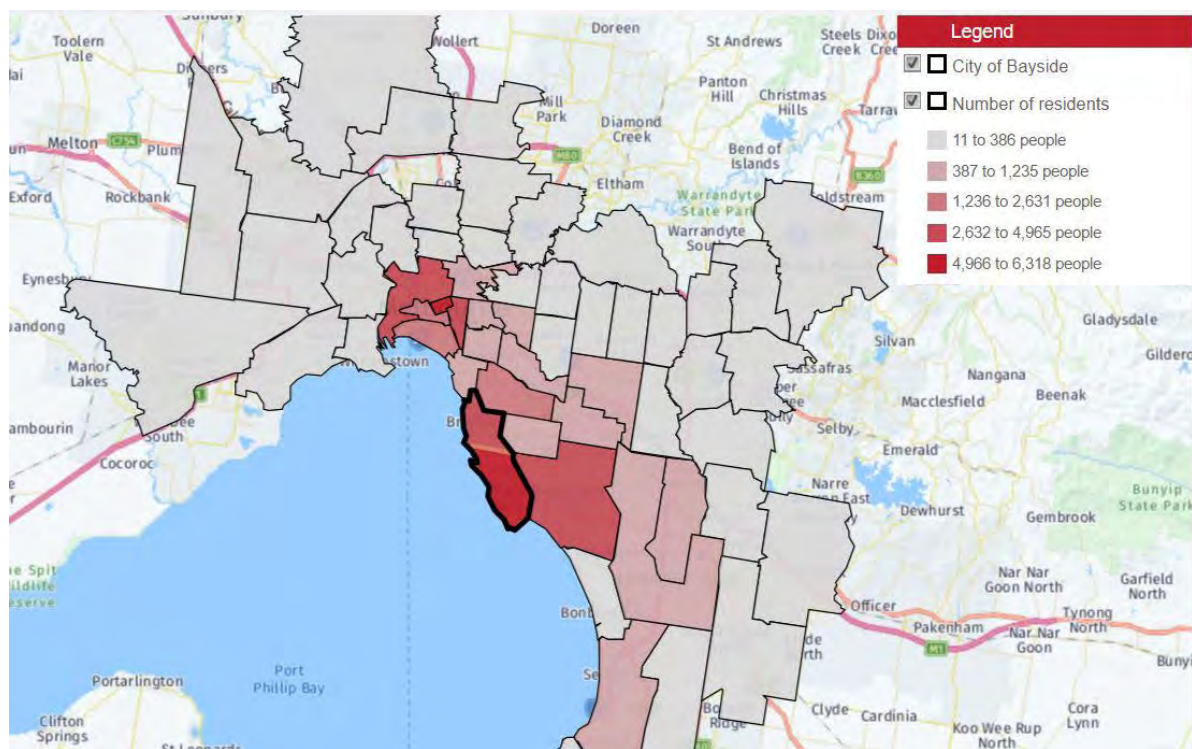


Figure 13 – Employment Locations of Residents by Statistical Local Area (SLA), 2011

Source: Australian Bureau of Statistics, Census of Population and Housing 2011. Compiled and presented in profile .id by .id.

Within the Study Area, at the corner of Bay and Jack Road, there is an existing cluster of shops which provides local services including a café, takeaway food premises, a milk-bar, bottle-shop and office accommodation (Figure 14). *The Bayside Small Activity Centres Strategy* (2014) classifies this centre as a Small Neighbourhood Activity Centre. The vision for this centre is for it to provide convenience retailing for the daily and ‘top-up’ needs of local residents and passers-by. Local services and cafes are encouraged as are active ground floor frontages to help create a safe and attractive pedestrian environment. Shop top housing of up to 3 storeys is encouraged, in keeping with the surrounding residential context.

Whilst additional retail floor space is unlikely in this small centre, increased population within the area and a potential increase in pedestrian traffic when the Southland train station opens may increase patronage of this centre.

The Bayside Business District (BBD) is located directly west of the Study Area. Whilst it is outside of the Study Area, it is an important employment precinct in Bayside. The vision for this area is for it to become an innovation precinct which is nationally competitive and provides employment opportunities for advanced business services of the highest calibre. To attract innovative advanced business services to the BBD, an economic triangle between Southland Activity Centre, Highett Activity Centre and the BBD is proposed (refer Figure 15). This triangle would allow the BBD to benefit from convenient access to public transport and other services with the centres working together as interconnected nodes rather than competing for similar land use and development.

For the Study Area, this means strengthening the connection between the BBD and the Southland train station. The Southland and Pennydale Structure Plan will need to determine the best way to strengthen these connections. One way this could be achieved is through increased development to increase ‘eyes on the street’ and improvements to the public realm and walking and cycling routes along Bay Road.



Figure 14 – Bay and Jack Road Small Neighbourhood Activity Centre – Businesses

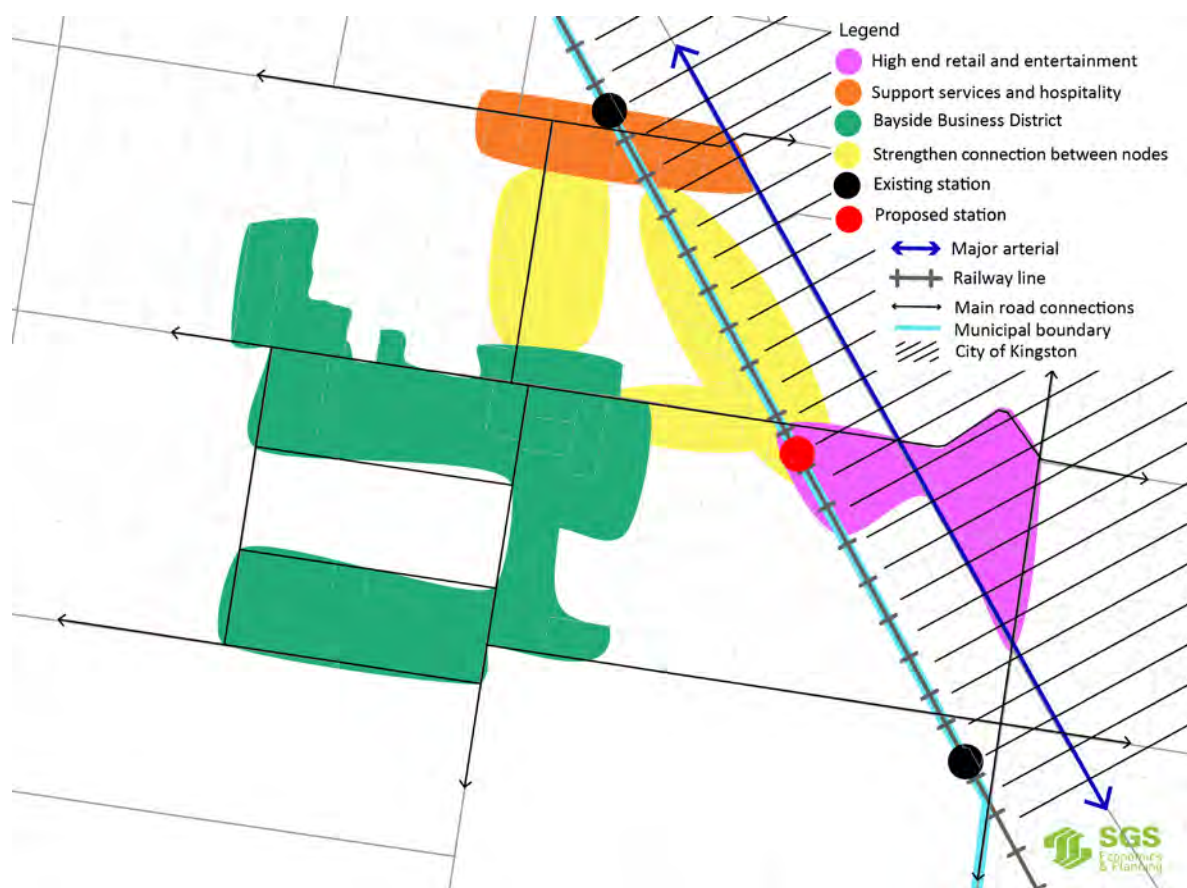


Figure 15 – Proposed Bayside Economic Triangle

4.4 Previous consultation

In previous community consultation⁹ people said they wanted to be able to work in the local area and not commute long distances to work. Linked to this was the idea of creating co-working spaces throughout the municipality to provide places for people to work from.

People also wanted plenty of choices for food and entertainment in their local areas and to be able to buy the basics (fruit, meat and groceries) from their local centre.

Key Directions for the Structure Plan

- Encourage patronage of the Small Neighbourhood Activity Centre at Bay and Jack Road through improvements to walking and cycling infrastructure along Bay Road.
- Strengthen the connection between the Study Area and the Bayside Business District to help develop an economic triangle between Highett Activity Centre, the Southland Shopping Centre and the Bayside Business District.

⁹ Draft Amendment C125, Amendment C140, Bayside Community Plan 2025 consultation, Planning Permit objections (2005-2016).



5. Movement and Transport

The Study Area is reasonably well serviced in terms of access to public transport, with the new Southland train station due to be completed by the end of 2017. However, moving around the area is difficult owing to the number of physical barriers and changes in direction as a result of dead end roads. The Nepean Highway and the train line create physical barriers to east-west connectivity and Bay Road is a busy arterial road that does not encourage walking or cycling.

Managing road congestion and on-street parking as a result of increasing population and the opening of the Southland train station will be issues that the Southland and Pennydale Structure Plan will need

to address. Encouraging more sustainable transport options (walking, cycling, public transport) will be an important component of this.

5.1 How people get to work

In 2011, the majority of employed residents in Cheltenham drove to work (66.1%), 12.8% caught the train and 4.8% walked or cycled to work.

Whilst the majority of Cheltenham residents travel to work by car, the number of people using the train and bicycle to commute to work has increased since 2006 (see Figure 16).

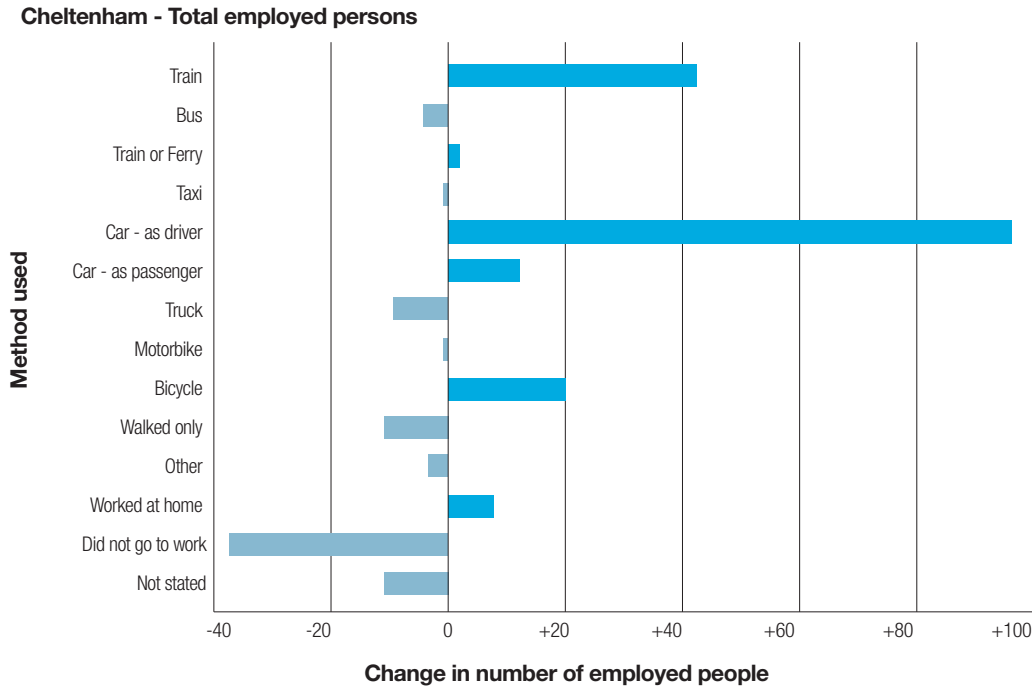


Figure 16 – Change in Method of Travel to Work, 2006 - 2011

Source: Australian Bureau of Statistics, Census of Population and Housing, 2006 and 2011 (Enumerated data).
Compiled and presented in profile.id by .id.

The opening of the Southland train station will improve access for Cheltenham residents working in the city and along the Frankston train line. However, there is also a large proportion of workers who work within Bayside and the adjacent eastern suburbs. For these people, the private car is likely to remain the most efficient way to get to work, although improvements in cycling infrastructure may encourage more commuter cycling.

5.2 Public transport access

5.2.1 Southland train station

The new Southland train station is currently under construction, with completion anticipated for the end of 2017. Public Transport Victoria's modelling indicates that it is set to become the fourth busiest station on the Frankston line, with up to 4,400 passengers using the station per day.

The design of the station (Figure 17) is not ideal for pedestrians, with the main station entry located adjacent to the Southland Shopping Centre car park. This means train passengers will need to navigate their way through Southland's private car park when accessing the new station. This presents a major safety concern for passengers and provides poor pedestrian access to Bay Road and the Nepean Highway.

The design also shows 60 Tulip Grove being used as an additional station entrance. Whilst this would improve access to the station for people on the Bayside side of the train station, it is likely to lead to increased car parking and drop offs along and around Tulip Grove as people access the station. This impact will be further exacerbated as Tulip Grove is the only entry and exit to the area, with vehicles needing to circulate the full extent of the street to the court bowl to turn.

Appropriate traffic calming and parking restrictions will need to be implemented to address the traffic and car parking impacts should 60 Tulip Grove be used as an additional station entrance in the future.

Council will work with the community in 2017 to address the issue of commuter parking. It is likely that parking restrictions will be introduced on both sides of certain streets that are within 400 metres of the new station. Eligible residents would be able to obtain parking permits to override any restrictions.

5.2.2 Park Road and Charman Road Level Crossing Removal

The State Government is proposing to remove the level crossings at Charman Road and Park Road in Cheltenham. This will be achieved by lowering the rail line into a trench and building two new road bridges at Charman Road and Park Road at the current road level.

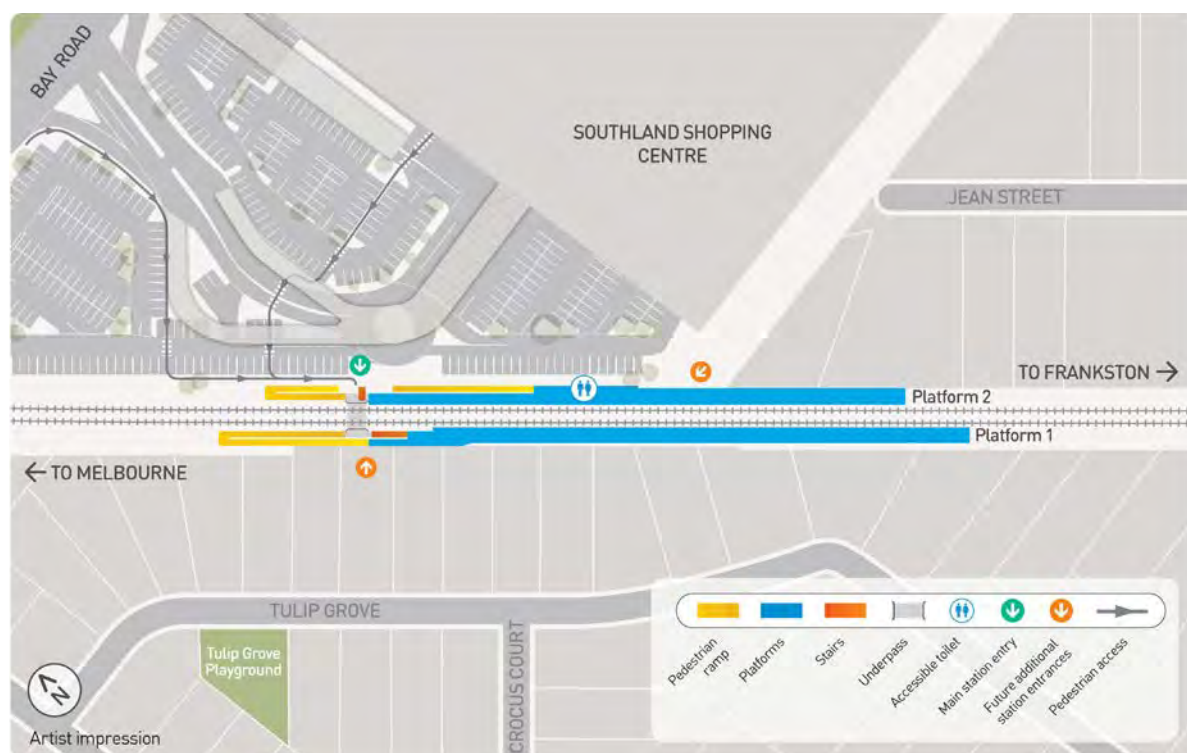


Figure 17 – Southland Station Design - PTV

Source: PTV- www.ptv.vic.gov.au/projects/railway-stations/new-station-at-southland/

As part of these level crossing removals a new Cheltenham station will be built, with car parking to be provided adjacent to Park Road over the trench. A potential car park of up to 4 storeys is also proposed as part of the station precinct (in Kingston). A pedestrian overpass to connect Heather Grove to Jean Street is also being considered by the State Government.

The Level Crossing Removal Authority has advised that construction to start the level crossing removals is expected to begin in 2018.

5.2.3 Bus routes

In Bayside, the major bus routes that go through the Study Area (Figure 18) are:

- **Bus Route 828** – provides a service between Hampton Station and Berwick via Southland Shopping Centre and Dandenong. This route passes through Highett, travels down Graham Road, onto Bay Road and into Southland Shopping Centre. This runs at 20 minute intervals during the week and 60 minute intervals on the weekend.

The closest bus stop to the new Southland train station is located on Bay Road approximately 415 metres away from the proposed station access. Bus route 828 is the only route that services this bus stop.

- **Bus Route 822** – provides a service between Sandringham and Chadstone Shopping Centre, via Southland and Murrumbeena. This route travels along Bay Road, down Jack Road, along Park Road and Nepean Highway to Southland. This runs at 30 minute intervals during the week, 40 minute intervals on Saturday and 60 minute intervals on Sunday.

For buses to be seen as a viable alternative to the private car, they need to be accessible, run frequently (every 10 minutes during peak hours, every 20 minutes during inter-peak and off-peak periods) and be reliable. The two bus routes that go through the Study Area do not meet these frequencies and are therefore unlikely to be seen as an alternative to the private car.

Southland Shopping Centre has a bus exchange where a large number of buses drop off and pickup (see Appendix 2). This potentially provides good public transport access to residents in the Study Area to other suburbs in Melbourne not on the Frankston train line. However, to access this bus exchange from the Study Area, pedestrians need to cross approximately 10 lanes of the Nepean Highway. The new Southland train station design indicates that the location of the current bus interchange (east of Nepean Highway) is not going to change. This means that for many people in the Study Area, access to this bus exchange by foot will continue to be limited.

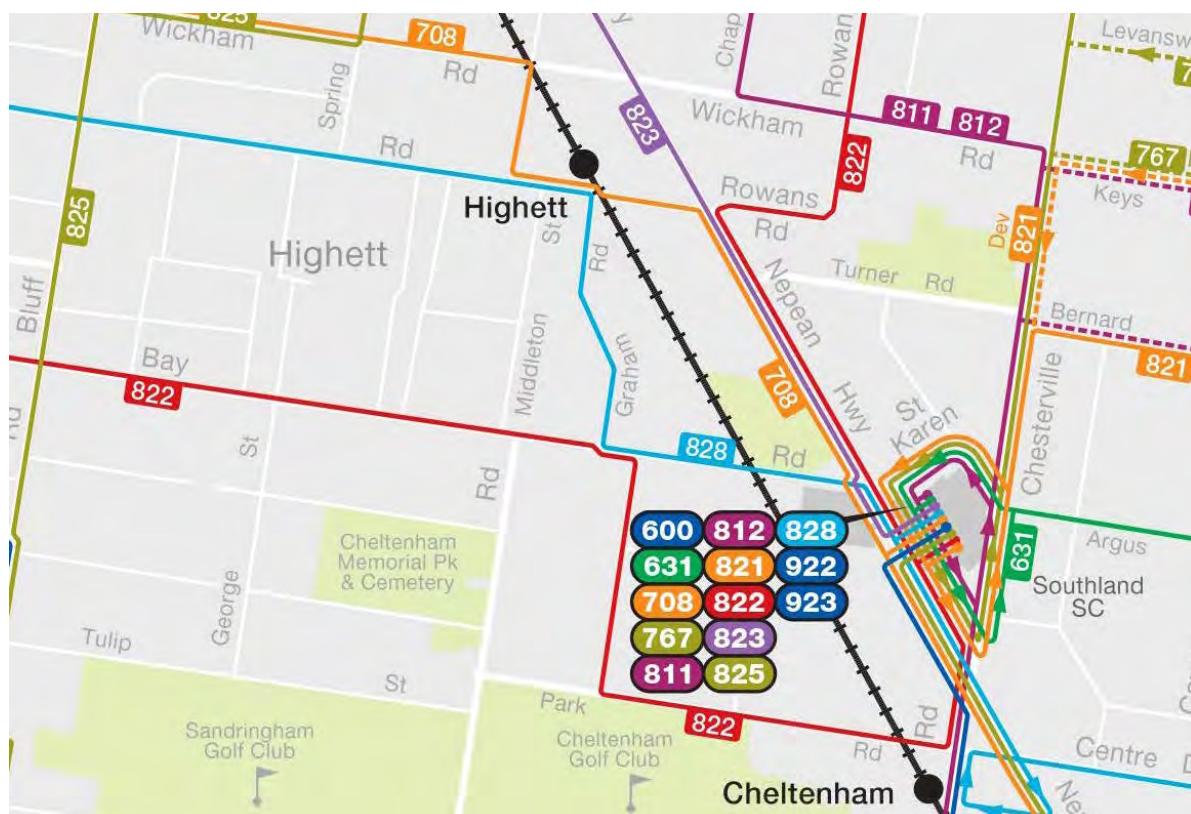


Figure 18 – Bus Routes in the Southland Study Area

Source: PTV, https://static.ptv.vic.gov.au/siteassets/Maps/Localities/PDFs/3_Bayside_LAM.pdf

Given the number of people who live in Cheltenham and work in the eastern suburbs bounding the Study Area, bus transport could provide a real alternative to car use if access to the bus exchange was improved and frequency of service was increased. In addition, with the opening of the Southland train station there is a real opportunity to encourage people who work in the Bayside Business District to travel there by train and bus if bus frequency is increased. The Southland and Pennydale Structure Plan will need to advocate to the State Government on these issues.

5.3 Bicycle routes

There are a number of bicycle routes that pass through or near the Study Area, all of them on road routes (see Figure 19, overleaf).

- Bay Road is part of the Principal Bicycle Network (PBN)¹⁰ and is also designated a Bicycle Priority Route (BPR)¹¹. It is a key transport link between the new train station and the Bayside Business District. However, it is a major arterial road with heavy traffic during peak periods and a 60km/hour speed limit. There is currently no dedicated bike lane along Bay Road, although as part of the Principal Bicycle Network an on-road bicycle lane is proposed.
- Park Road is part of the Municipal Bicycle Network (MBN)¹² and has significant truck traffic and the speed limit is 60km/h. There is currently no dedicated on road bike lane.
- Tulip Grove is also part of the Municipal Bicycle Network. It is a local street and the speed limit is 50km/h.

In relation to the Study Area, the Bayside Bicycle Strategy recommends upgrading existing bicycle facilities to provide greater physical and visual separation to attract new riders and advocating to VicRoads for increased bicycle infrastructure on Nepean Highway (BPR) and Bay Road (BPR).

The Southland and Pennydale Structure Plan will need to reflect these recommendations and investigate ways they can be achieved, particularly how Bay Road can be made more cycle friendly.

5.4 Pedestrian network

Walking is an important mode of transport and has a significant part to play in the quality of life in Bayside. It provides an accessible, clean, healthy and enjoyable way to travel short distances and is a great way to enjoy urban and open spaces. The new Southland train station provides an opportunity for residents of the Study Area to combine walking and public transport trips. However, pedestrian access and crossing ability is limited on Bay and Park Road and can be difficult when there is congestion and high traffic volumes during peak periods.

The ease of 'walkability' to the future Southland train station has been mapped. Figure 20 (page 30) shows those areas within 400 and 800 metres walking distance of the future Southland Station. Given the proximity of Cheltenham Station to Park Road residents, this has also been mapped.

This 'walkability map' illustrates the limited permeability of the street network in the Study Area, with a number of cul-de-sacs effectively limiting access to the new train station. The Structure Plan will need to take this into account when looking at potential locations for increased housing density and ways to improve movement within the Study Area.

Walking audits were conducted in Bayside as part of the Bayside Walking Strategy to assess the current walking experience. The results for Zone 3 which included the Study Area were:

- The area is generally well-maintained and clean, except in certain locations where overgrown vegetation obstructs some footpaths.
- Walking routes are not very attractive, being quite monotonous and having few points of interest, in particular in the industrial area along Bay Road.
- There is little pedestrian activity and few people were observed at all during the audits.
- Some bus stops along Reserve Road are difficult to access as they are located on the side of the street without a footpath.

¹⁰ The Principal Bicycle Network (PBN) is a network of existing and proposed cycle routes identified to help people ride to major destinations around metropolitan Melbourne.

¹¹ Bicycle Priority Routes (BPR) are mainly priority sections of the PBN. They identify routes that should be elevated to a higher order of priority, mainly on the basis of potential for separation from motorised traffic. BPRs are identified on VicRoad's SmartRoads Road Use Hierarchy maps for each of Metropolitan Melbourne's local government areas.

¹² The Municipal Bicycle Network (MBN) is a network of existing and proposed bicycle routes that provide links between the PBN to provide access to a range of local destinations such as activity centres, schools and community centres and are generally for shorter trips. Council is responsible for the development and management of the MBN which tends to be on the local road network and through local parks and reserves.

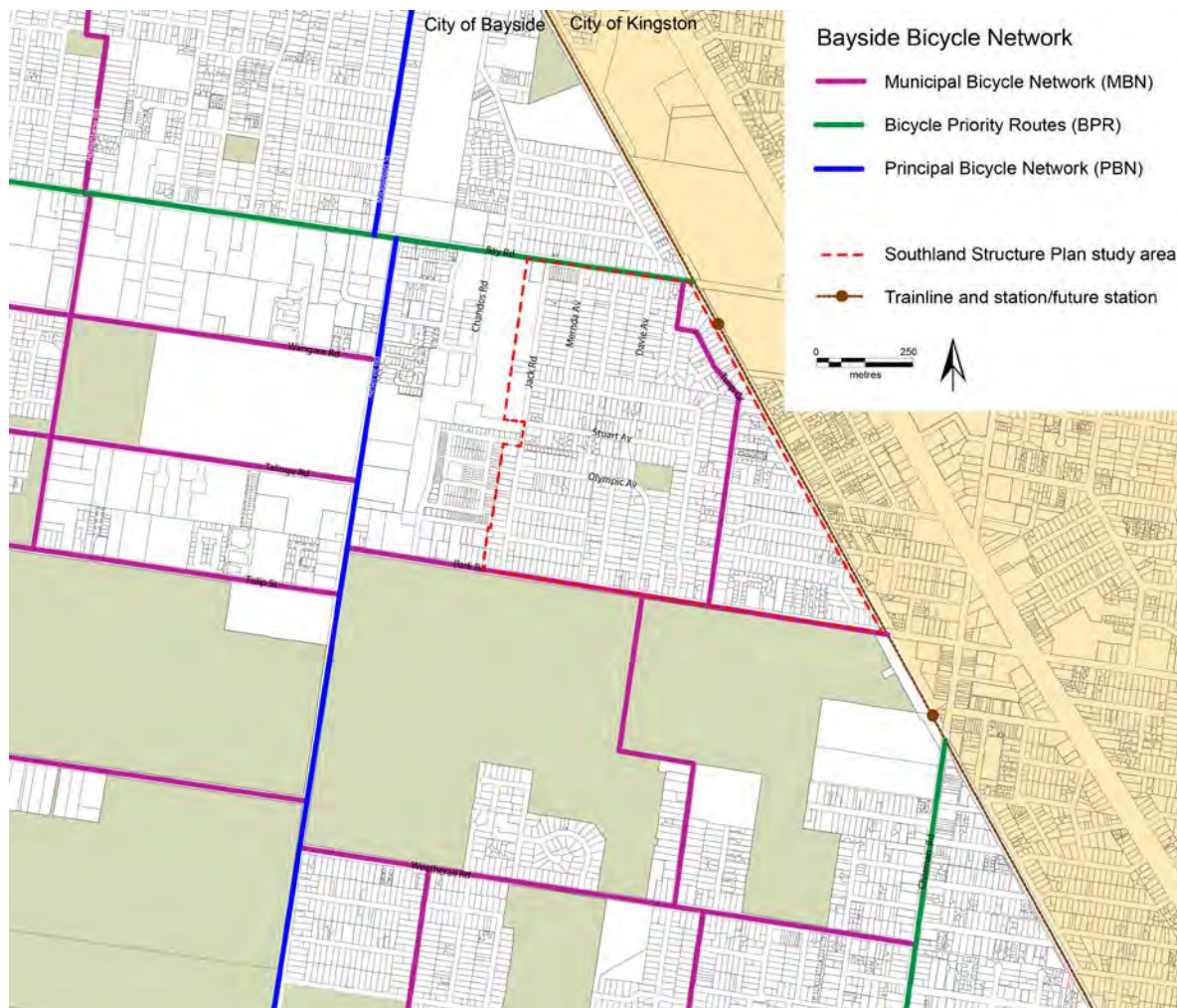


Figure 19 – Bayside Bicycle Network
Source: *Bayside Bicycle Strategy*, 2013

The Structure Plan can consider ways to encourage more walking including how to make walking routes more attractive.

A key opportunity to improve walkability in the Study Area is Bay Road. It is one of the key transport links between the Bayside Business District (BBD) and the Southland train station, yet it is dominated by traffic including bus traffic, trucks and cars resulting in poor pedestrian amenity.

As the Bayside Business District continues to change its character and move toward innovative advanced business services, employment density is likely to increase. Over time this will increase the need to enhance the pedestrian experience along Bay Road as employees move from the station to the BBD. If this doesn't occur, employees will opt to use the car, causing further congestion, pollution and traffic.

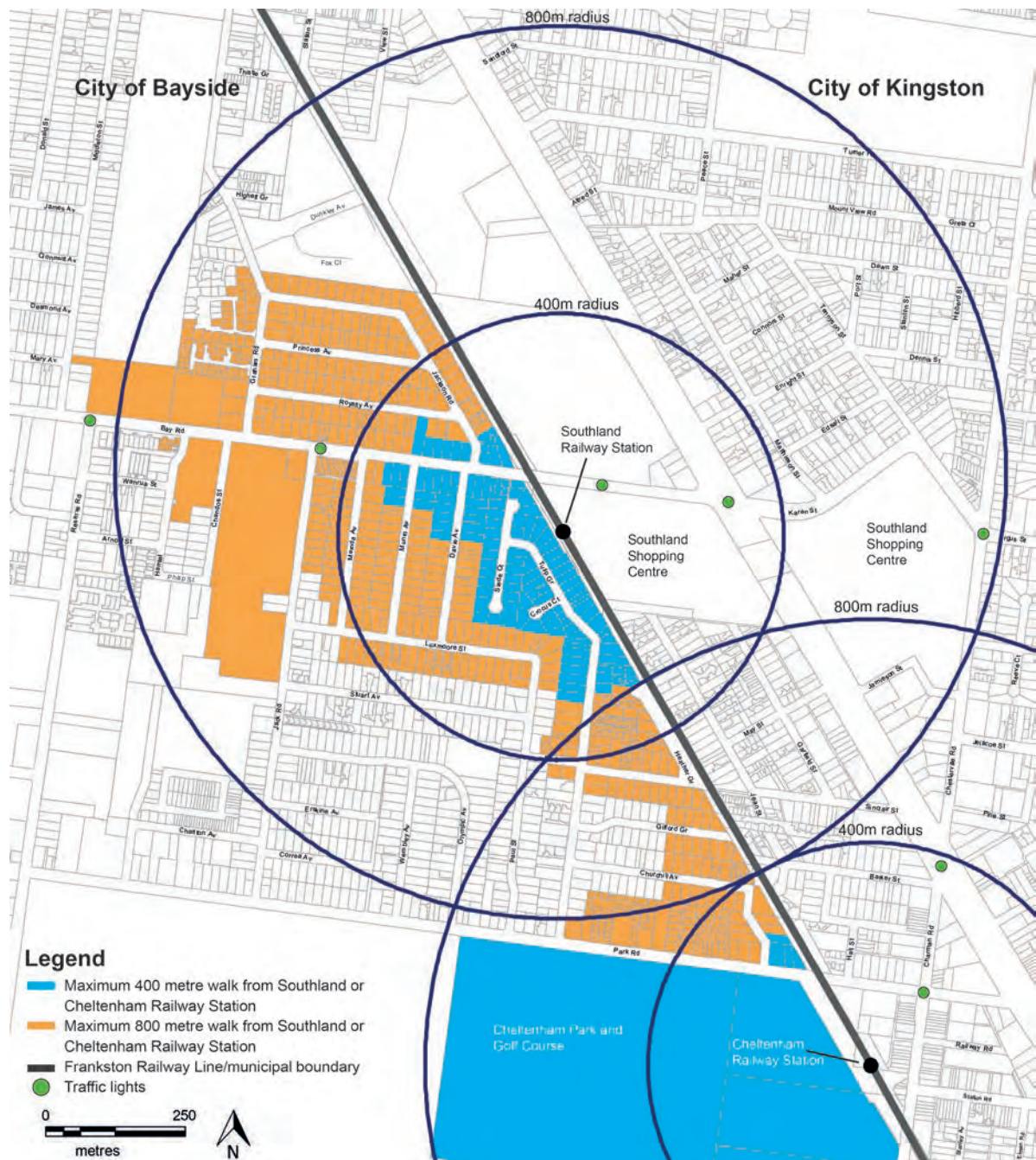


Figure 20 – Walkability Analysis of Study Area.

5.5 Road network

The Study Area is bounded by Bay Road, Park Road and Jack Road and is within close proximity to the Nepean Highway.

Bay Road is an arterial road managed by VicRoads which extends from Sandringham Major Activity Centre at its western extremity to the Southland Shopping Centre in the east. It is also identified as a Principal Bike Network Route (proposed on-road bicycle lane) and Bus Priority Route by VicRoads in their SmartRoads Network Operating Plans¹³. The road provides access to a number of different land uses including commercial and high density residential and there will be significant pressure to manage conflicting priorities on this road.

Park Road is a collector road which runs in an east west direction from Reserve Road to Nepean Highway where it connects to Centre Dandenong Road. It is also identified as a Bus Priority Route by VicRoads in their SmartRoads Network Operating Plans. There is significant truck traffic and the speed limit is 60km/h. There are limited pedestrian crossing opportunities to enable residents to get to the station or the local park. A pedestrian refuge has recently been installed at Tulip Grove to help address this.

Jack Road is designated as a local road running in a north south direction between Park Road in the south and Bay Road in the north and provides access to the Bayside Business District. Jack Road is also identified as a Bus Priority Route by VicRoads in their SmartRoads Network Operating Plans. The speed limit along Jack Road is 50km/h and speed humps have been installed as a speed attenuation measure.

Within the Study Area, the existing local road network lacks permeability with a number of cul de sacs creating barriers to movement for pedestrians and cyclists and cars.

Just outside the Study Area, in Kingston City Council, the Nepean Highway is a major arterial route which extends from the Mornington Peninsula to the Melbourne Central Business District. The arterial road network within Bayside provides direct access onto the highway. It is identified as a Preferred Traffic Route by VicRoads in their SmartRoads Network Operating Plans. Proximity to the highway provides Bayside with high levels of accessibility by car. However, Nepean Highway also represents a significant physical barrier for pedestrians, particularly those accessing the Southland bus exchange. While Nepean Highway is controlled by VicRoads, Bayside City Council can advocate for improvements to pedestrian and cycle access across the Highway in conjunction with Kingston City Council.

5.6 Car parking

Car parking is one of the biggest issues in Bayside along with concern about building heights.

In Cheltenham, car ownership is high with 87.5% of households owning at least one car, this compares to 84.8% for Greater Melbourne.

Currently there are no parking restrictions in the residential areas within the Study Area and limited parking restrictions at Southland Shopping Centre. Westfield Ltd has advised that it intends to introduce parking restrictions at the shopping centre car park adjacent to the station once the station is opened. Given this, it is likely that parking on surrounding residential streets in Bayside will become an issue. This is even more likely should pedestrian access be provided from Tulip Grove.

As discussed previously in Section 5.2.2, as part of the level crossing removal at Park Road and Charman Road, the State Government is proposing to provide car parking adjacent to Park Road over the rail trench. A potential car park of up to 4 storeys is also proposed as part of the Cheltenham station precinct (in Kingston).

There are a number of ways to address car parking including parking permits, time restrictions, parking overlays, increasing sustainable transport use. The Structure Plan will need to determine which options are most appropriate for the Southland Activity Centre.

¹³ SmartRoads Network Operating Plans show which transport modes have priority on the road at different times of the day. The SmartRoads approach helps to manage the competing transport interests for limited road space.

5.7 Previous consultation

In previous community consultation¹⁴ safer and more convenient infrastructure for cyclists and pedestrians and less congestion and safer residential streets were identified as being important as was more convenient public transport, improved traffic management and more traffic lights. Car parking was also an important issue, especially commuters parking in residential streets and the increasing number of multi-car families.

There was concern that increased development would worsen existing traffic and congestion issues and that the local streets were not designed to handle the increase in traffic, particularly given many of the streets are cul de sacs and dead end streets. Existing roads were identified where congestion was an issue (see Figure 21), including:

- Congestion has worsened around Jack, Bay and Park Roads.
- Turning into Park Road and Bay Road is difficult without a signalised intersection, particularly from Davey, Munro, Mernda Avenues, Jack Road and Graham Road.
- Paul Street is being used as a through road.
- Tulip Grove, Siede Court, Crocus Court, Heather Grove and Gifford Grove are poorly designed to accommodate increased traffic.
- Traffic congestion from the level railway crossing on Park Road.

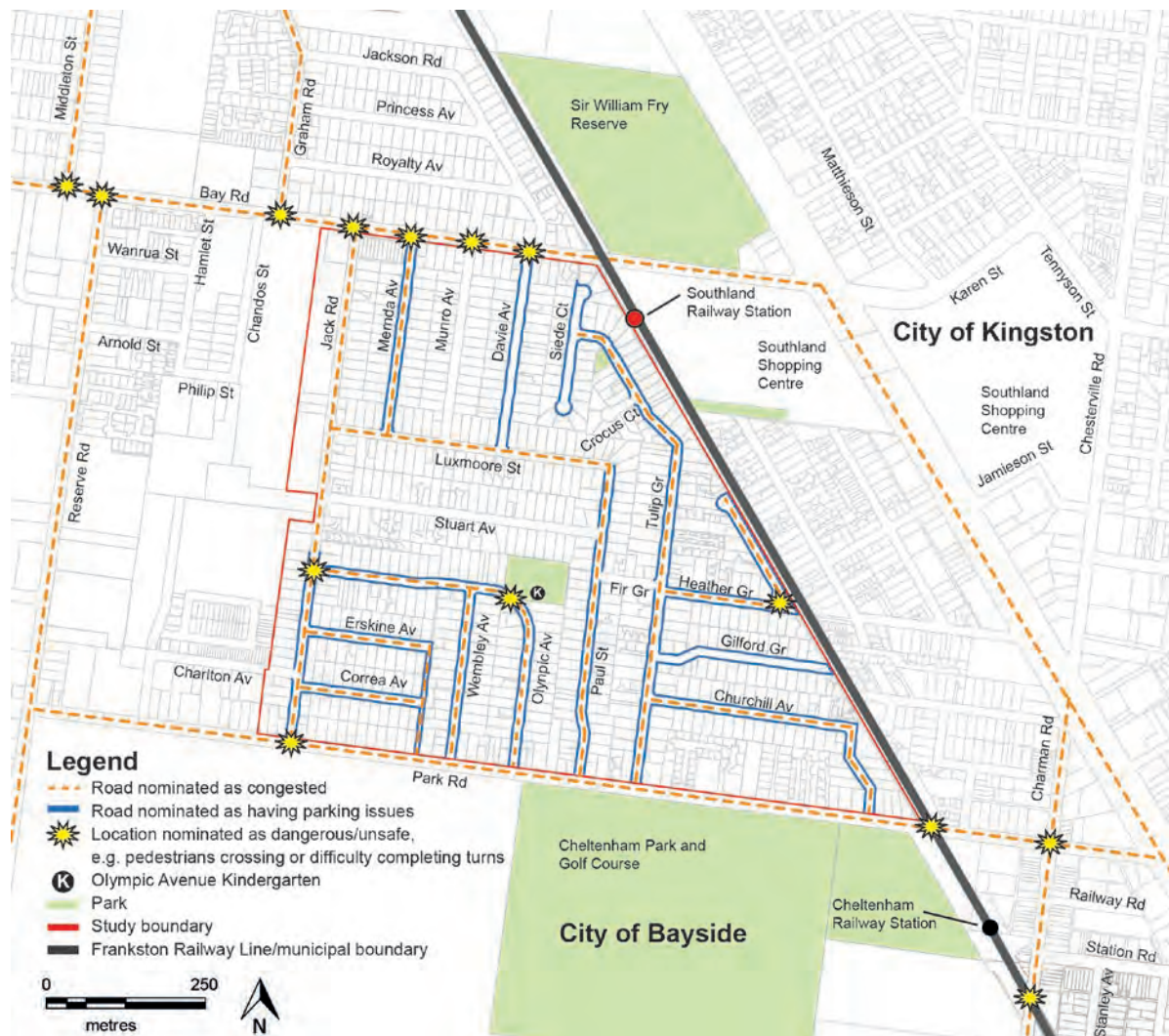


Figure 21 – Traffic and Parking Issues Raised Through Previous Community Consultation

¹⁴ Draft Amendment C125, Amendment C140, Bayside Community Plan 2025 consultation, Planning Permit objections (2005-2016).

To address congestion issues on Bay Road, Council is advocating to VicRoads to signalise the intersection at Bay Road and Graham Road. Currently, during busy periods, the pedestrian signals on Bay Road (to the east of Jack Road) can be triggered by traffic waiting to turn out of Jack Road. As part of level removal crossing at Cheltenham, the State Government is proposing pedestrian signals on Park Road near the rail line which would assist pedestrians crossing Park Road at this location.

There was also concern that developers would not provide sufficient parking spaces for residents and visitors, resulting in an increase in on-street car parking and that this would exacerbate the existing lack of parking. Particular streets were identified by the community as having existing parking issues (see Figure 21):

- Tulip Grove
- Churchill Avenue
- Gilford Grove
- Davie Avenue
- Siede Court
- Mernda Avenue
- Heather Grove
- Paul Street
- Olympic Avenue
- Wembley Avenue
- Erskine Avenue
- Correa Avenue
- Lower part of Jack Road

In addition, there was concern that increasing development would increase the number of crossovers, further reducing on-street parking.

There was concern about the impact the new Southland rail station would have on traffic and parking, particularly in Tulip Grove. The poor connectivity of the Pennydale residential area to main roads and to the new Southland Station was also raised.

Resident safety (particularly young children) was identified as a concern as local streets are often used as a play area and an extension of front yards. With increased development and traffic, they would become less safe for play, as well as for pedestrians and cyclists.

Key Directions for the Structure Plan

- Advocate for increased bus frequency and better access to the Southland bus exchange.
- Improve pedestrian and cycling amenity, particularly along Bay Road.
- Consider the limited permeability of the road network when looking at potential locations for increased housing density and ways to improve movement within the area.
- Address parking and traffic congestion associated with increasing population and the opening of the Southland train station.

Further work

- A Road network study (covering all modes of transport) to investigate:
 - The impact increased development and the Southland train station will have on traffic movement and parking and options to mitigate these impacts.
 - Ways to improve access to the Bayside Business District from the Southland train station.
 - Ways to increase sustainable transport use in the Study Area.



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6. Social and Physical Infrastructure

6.1 Social infrastructure

The Study Area is relatively well located with respect to access to community services and facilities, particularly those relating to health and open space.

The majority of these services are clustered around Southland Shopping Centre, along the Nepean Highway and in the Cheltenham Activity Centre, within the City of Kingston.

However, despite the geographical proximity of these services, there are some physical barriers to access by pedestrians and cyclists by the arterial road network and Frankston train line.

The key facilities and services within close proximity to the Study Area are outlined in Figure 22 over the page. They include facilities both within the Bayside municipal boundary and those in neighbouring local councils. The facilities that have been mapped are:

- Libraries
- Child Care Centres
- Kindergartens
- Schools – primary and secondary
- Higher Education
- Youth Facilities
- Maternal Child and Health Services
- Community Spaces

Library infrastructure in Bayside is currently under review. In July 2016, Council resolved to build a new library in the Highbury/Hampton East area within close proximity to the train station, subject to budget considerations. Currently the closest library is the Cheltenham library in Kingston City Council.

With an increase in population, community services and facilities may come under pressure. Further work is required to understand the social infrastructure requirements of the additional population anticipated for the Southland Activity Centre.

6.2 Physical infrastructure

6.2.1 Electricity

The Study Area is supplied with electricity from three United Energy (UE) zone substations – Heatherton, Sandringham and Cheltenham. Electricity is fed through a combination of overhead and underground cables, supplying power to the supply areas from each of these zone substations. The supply points capability correspond to Cheltenham (CM - 11kV), Heatherton (HT – 22 kV) and Sandringham (SR – 11kV). The load forecasts and ratings for these sites are provided by the United Energy Distribution System Planning Report. United Energy have advised that all three sites have the capability of being upgraded to supply new demand in the Southland area with additional feeders if required.

6.2.2 Water supply

South East Water have advised that no difficulties are expected with the provision of water or sewerage to development in this area.

6.2.3 Drainage

Drainage is the responsibility of both Council and Melbourne Water. No drainage issues have been identified by Council or Melbourne Water in the Study Area. For any new development, the developer must ensure that there is no worsening effect to the Council drainage network as a result of the development.

An Amendment to the Bayside Planning Scheme is currently underway to introduce a municipal wide Development Contributions Plan Overlay. This would require new development to pay a levy to contribute toward the cost of upgrading Bayside's drainage network to cater for increased development.



6.2.4 Gas

Multinet Gas is a natural gas distributor with a network servicing inner and outer eastern and south-eastern suburbs of Melbourne, the Yarra Ranges and South Gippsland. The network includes approximately 10,300 kilometres of pipelines, supplying approximately 693,000 domestic and business customers. The Study Area falls within this region, and Multinet Gas have advised that no difficulties are expected with the provision of gas to development in this area.

6.2.5 National Broadband Network (NBN)

The NBN rollout for the Study Area is expected to be completed within the 2017-18 financial year.

Key Directions for the Structure Plan

- Undertake further work on the social infrastructure requirements to service increased population and the projected demographic change for the Southland Activity Centre to inform development of the Structure Plan.

6.3 Previous consultation

In previous community consultation¹⁵ concern was expressed that existing social infrastructure could not cope with increased population. In particular there was concern that growth would place excessive demand on kindergartens, schools, medical services, community facilities, parking and public transport, many of which were considered already almost at capacity.

There was also concern that the existing physical infrastructure could not support additional development. Particular areas of concern for physical infrastructure were: telecommunications, water and sewerage infrastructure, electricity, and the drainage network. Site specific drainage problems were identified at Paul Street, Churchill Avenue and Jack Road. These areas have not been identified by Council as areas needing drainage improvement.

People wanted to know what plans were in place to upgrade services and facilities to provide for the new population and felt that these improvements/upgrades should be delivered before developments are finished, not after.

Should further work identify deficiencies in social infrastructure provision, the Structure Plan will need to identify how this can be addressed.

¹⁵ Draft Amendment C125, Amendment C140, Bayside Community Plan 2025 consultation, Planning Permit objections (2005-2016).

7. Built Form

7.1 Existing dwelling types

Dwellings in the Study Area are predominately 1940s - 1950s single storey detached dwellings although there are an increasing number of unit and town house developments, particularly on Park Road, Tulip Grove, Heather Grove, Stuart Avenue and Luxmoore Street (Figure 23, pg 38). The types of dwellings built in the area will continue to change as an increasing number and type of dwelling types are required to meet the needs of existing and future residents.

7.2 Neighbourhood character

The character of the neighbourhood is highly valued by residents. In terms of planning, the elements that contribute to the neighbourhood character of the Study Area include low scale dwellings sitting within established gardens with large native and exotic trees providing a backdrop, pitched roof forms, low front fencing that gives a sense of openness to the streetscape and consistent front and side setbacks that provide spacious visual separation between buildings. The Structure Plan will need to determine how to accommodate increasing housing density in the area whilst retaining elements of the areas valued neighbourhood character.

7.3 Future built form

The Southland Activity Centre is identified as a location for future housing growth in both State and local planning policies as are the other large activity centres in Bayside including Bay Street and Church Street in Brighton, Hampton Street, Hampton, Sandringham Village and Hampton East. As such, the built form in the area is likely to change as more medium density development occurs.

The Structure Plan is the opportunity for Council and the community to shape where and how this development occurs. Some locations where increased housing densities could be considered are identified below.

7.3.1 Interface with the new Southland station

The interface between the new Southland station and existing residential properties along Tulip Grove is poor with properties along Tulip Grove backing onto the new station (Figure 24). One way to improve this interface could be to encourage the comprehensive redevelopment of properties facing Bay Road and the northern most part of Siede Court and Tulip Grove to



Figure 24 – Poor Interface with Surrounding Properties

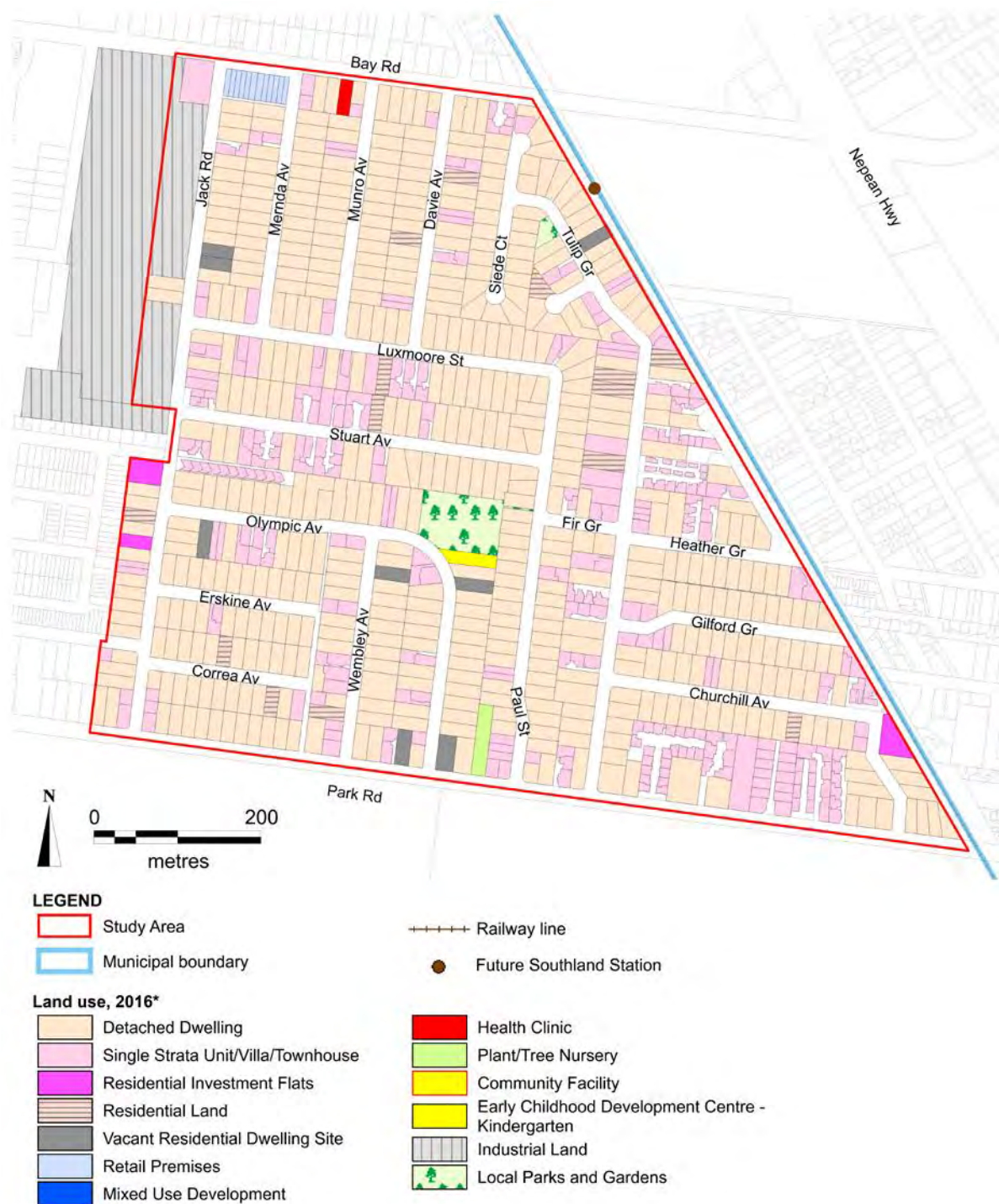
face the new station. This could include landscaping and a pedestrian link from Bay Road to the new station. Such a proposal could only occur if existing property owners decided to join together and sell their properties to one developer.

7.3.2 Bay Road

Bay Road has the potential for increased residential densities without a significant impact on the existing character of the Study Area. With good design, this could provide increased housing and deliver streetscape improvements to help create a pleasant pedestrian and cycling link between the Bayside Business District and the Southland train station.

It would be essential for any new development to face Bay Road and to have an 'active' ground floor to support pedestrian amenity and safety. Controls would also need to be put in place to limit the impact of any new development on adjacent lower scale residential development.

One way to activate the ground floor buildings along Bay Road would be to widen the road reserve to allow for on-street parking. This would retain the current width of the travel lanes and maintain four lanes of traffic, but provide parking for shops and commercial premises. It would also provide pedestrians with a buffer from Bay Road, giving them a greater sense of comfort and safety and a dedicated bicycle lane could be included. Parking movements would also slow traffic movement, further improving the pedestrian and cycling experience. This option could be explored with VicRoads as part of the structure planning process.



* Council data based on Australian Valuation Property Classification Code, with minor classification modifications to present information

Figure 23 – Existing Dwelling Types

7.3.3 Strategic redevelopment sites

There are no strategic redevelopment sites within the existing Study Area Boundary. However, directly adjacent to the boundary is the Jack Road redevelopment site. This site has recently been developed for housing. A key outcome for this site was enabling a future connection from Charlton Avenue towards Chandos Street to minimise the use of Jack Road by commercial traffic.

To complete this link to Chandos Street and to provide a more effective transition between the commercial activities of the Bayside Business District and the residential properties on Jack Road, the rezoning and redevelopment of the existing Laminex site and Ventura bus depot could be considered. This was suggested in previous consultation as a potential location for future higher density development.

Such a rezoning would however result in the loss of a large area of commercially zoned land in the Bayside Business District, an important business precinct and employment generator in Bayside. The *Bayside Retail, Commercial and Employment Strategy (2016)* canvassed options for the Bayside Business District, including an option to transition the area into a residential precinct. This was not supported as it would result in the loss of local jobs and employment opportunities and could result in interface issue between residential and existing commercial uses. No rezoning of any land within the BBD is therefore supported. Once employment land is lost to residential, it is difficult to replace. Council is currently undertaking further strategic work to identify specific actions to grow the BBD as a premium commercial precinct.

7.3.4 Established residential areas

The majority of the Study Area is an established residential neighbourhood. The walkability map discussed in Chapter 5 – Movement and Transport (Figure 20), shows those areas within a five minute walk of the new Southland train station.

Given one of the objectives of increasing housing densities in activity centres is to improve transport choice, an option could be to focus increased housing densities in areas within a 5 minute walk of the new station.

7.4 Previous consultation

In previous community consultation¹⁶ pride was expressed in the character of the neighbourhood, the friendliness of residents, the tree-lined streets and the high quality of living provided to families.

There was concern that new higher density development would be out of keeping (especially building height) with the area's existing low-scaled 'green and leafy' family

friendly character and that it would change the quiet, peaceful character of the area.

There were also concern about the potential amenity impacts of higher density residential development, particularly in relation to visual bulk, overshadowing (of gardens and solar panels) and overlooking/loss of privacy and that this type of development would result in the loss of the treed landscape/leafy green character of the area.

There was an understanding that population growth is inevitable and that it needs to be planned effectively, however, it was felt that this growth should be shared amongst the suburbs and in strategic redevelopment sites so it does not impact too greatly on the character of the area affected or the residents.

Increased density will change the character of the area, however, planning can minimise this impact. The Structure Plan will need to look at where increased density is appropriate. The Structure Plan can also look at ways to maintain some of the 'green and leafy' character of the area, through for example front and side setbacks. Many of the issues raised in relation to residential amenity are regulated under existing planning controls (Clause 55 of the Planning Scheme) and will continue to be so.

Key Directions for the Structure Plan

- Recognise that the built form of the area is likely to change as an increasing number and type of dwelling types are required to meet the needs of existing and future residents.
- Determine how to accommodate increasing housing density in the area whilst retaining elements of the areas valued neighbourhood character.
- Investigate options for increasing housing densities within the Study Area including; the area around the Station (Tulip Grove and Siede Court), Bay Road and lots within 5 minute walk of the new Southland train station.

Further work

- Urban design assessment to determine locations where increased densities would be appropriate, including recommended heights and setbacks.

¹⁶ Draft Amendment C125, Amendment C140, Bayside Community Plan 2025 consultation, Planning Permit objections (2005-2016).



8. Open Space and Recreation Facilities

8.1 Open space

Open space provides important opportunities to improve the health and wellbeing of the community. Having walkable access (generally accepted as a 400 metre or 5 minute walk) from a dwelling to open space is important for social interaction and physical wellbeing.

There are two small parks (Pennydale Park and Tulip Grove Playground) located within the Study Area, with Cheltenham Park and William Fry Reserve located immediately adjacent to the Study Area (Figure 25, overleaf).

The Study Area generally has good access to open space, however, the western part of the Study Area was identified as being deficient in open space (Figure 26, pg 42). The open space being provided as part of the Jack Road redevelopment site (corner of Jack Road and Charlton Avenue) will assist in addressing this deficiency as will the redevelopment of the CSIRO site.

However, increased medium and higher density development within the Southland Activity Centre, and consequent decreases in the amount of private open space available to residents, will result in additional demand and pressure on these spaces in the future.

To address the deficiency in open space in the Study Area, *the Bayside Open Space Suburb Analysis and Action Plan, 2012* identifies the following actions:

- Improve pedestrian and cycle links along the Frankston railway line;
- Improve pedestrian links from Cheltenham to Sir William Fry Reserve in Kingston City Council;

- Improvements to Pennydale Park. This is scheduled for 2023/24 and will aim to make some of the play activities more accessible for play, given its location next to Pennydale Kindergarten. Trees will also be planted closer to the playground to provide more shade;
- Monitor the impact of future development in and around Southland on the open space needs of Cheltenham.

In addition, to ensure development contributes to the provision of open space, in the Study Area, as in the rest of Bayside, a person who subdivides land is required to make a contribution to Council for public open space equal to 5% of the site value of the land. There is the opportunity to accept land in lieu of cash for public open space contributions where open space deficiencies exist.

8.2 Recreation

Cheltenham has a high level of active open space, primarily for golf, but also offers Council's only leisure and aquatic facility (the Sandringham Leisure Centre) that aims to cater for the district level needs of basketball and indoor swimming.

The Sandringham Family Leisure Centre has four public indoor courts and an indoor pool. Swim classes, public swimming, basketball and fitness classes are run from this facility. The utilisation of these facilities is high meaning there is limited capacity to increase recreation and sporting activity at this site¹⁷. The Waves Leisure Centre on Chesterville Road in Highett (Kingston) also attracts high visitations from Bayside residents and includes a pool and gym facilities.

¹⁷ Bayside 'Active by the Bay' Recreation Strategy, pg 26.



Figure 25 – Open Space and Recreation Facilities

Cricket is played at Cheltenham Recreation Reserve and Cheltenham Park, with football (AFL) also being played at Cheltenham Recreation Reserve. Soccer is played at Shipston Reserve and Cheltenham Park, Cheltenham. Golf is played at Sandringham Golf Club, Victoria Golf Club and Cheltenham Golf Club.

The Bayside Recreation Strategy (2013- 2022) identifies specific actions relating to Cheltenham including:

- Providing or upgrading perimeter trails around key parks and golf courses, including Cheltenham Park to increase unstructured recreation activity e.g. walking and cycling;
- Connecting adjoining council off-road trails and on-road bike routes, including connectivity and road crossings to adjacent activity centres such as Moorabbin and Cheltenham;
- Upgrading the sports pavilion, installing floodlighting and resurfacing Cheltenham Park.

Whilst these actions are outside the Study Area, they will improve access to recreation facilities for residents within the Study Area boundary.

8.3 Previous consultation

In previous community consultation¹⁸ the open green spaces, golf courses and the environment, were identified as key attractions to Cheltenham. Living close to the beach was also valued.

There was concern that as the population grows, more pressure would be placed on open spaces, which would add to overcrowding of local parks and recreation facilities. In Cheltenham it was felt that public open space and good playgrounds were lacking and that investment in public open space would not match increases in population.

¹⁸ Draft Amendment C125, Amendment C140, Bayside Community Plan 2025 consultation, Planning Permit objections (2005-2016), Bayside Open Space Strategy, Bayside Open Space Strategy Suburb Analysis and Action Plan, 2012.



Figure 26 – Deficiencies in Open Space in Cheltenham

There was also a desire to see more innovative playgrounds and open spaces and improved pedestrian and cycle linkages between Cheltenham and Sandringham, golf courses and open spaces. Safer cycle paths were also needed. Bay Road in particular was identified as not being safe for cyclists, and as becoming more unsafe as traffic increases. There was a suggestion that public open spaces in Cheltenham could be used for Bayside community/ cultural events, similar to the way coastal open spaces are used for larger community events.

Key Directions for the Structure Plan

- Recognise that the western part of the Study Area has an open space deficiency. Utilise existing planning controls and improve pedestrian and cycling links to existing open space to help address this deficiency.
- Investigate opportunities to improve pedestrian and cycle links along the Frankston railway line.



9. Environment and Sustainability

9.1 Biodiversity

There are two significant habitats within close proximity to the Study Area; Cheltenham Park Flora and Fauna Reserve and the Highett Grassy Woodland (located on the CSIRO site). In addition, the golf courses to the south of the Study Area provide important habitat for native birds and animals.

Currently, fauna movement between bushland reserves is largely limited to more mobile species, particularly birds and bats and terrestrial mammals that can easily cross roads. Smaller birds and reptiles have less opportunity for movement as they require continuous, or near continuous habitat at, or near, ground level

Nature strips and private gardens can play an important role in preserving the local biodiversity by attracting and providing food and shelter for local native birds and insects. They can also act as wildlife corridors between larger habitat areas. Increased housing density can lead to more services under the nature strip and increased crossovers, reducing the opportunities for street tree planting. Reduced private garden size also potentially reduces the available food and shelter for local native birds and insects.

In the Study Area, there may be the opportunity to encourage nature strip planting to provide wildlife corridors between Cheltenham Park Flora and Fauna Reserve, the golf courses to the south of the Study Area, Highett Grassy Woodlands and Sir William Fry Reserve.

For nature strips to act as effective wild life corridors for smaller birds and reptiles they need to be well vegetated with groundcover and an understory or mid-storey. Council has nature strip planting guidelines which support the greening of nature strips providing a number of guidelines are met, including that drought tolerant, indigenous ground covers, shrubs and grasses are used and that plantings are no more than 600mm high. Whilst 600mm does not allow for an understory, it does allow for an effective groundcover. This, along with Council's street trees, could assist with wildlife connectivity.

There may also be opportunities to utilise the Frankston train line as a wildlife corridor. Whilst VicTrack is unlikely to allow any additional planting, it could be managed in such a way as to encourage wildlife (e.g. retaining fallen

branches where they do not pose a safety issue). Council would need to advocate to VicTrack to deliver this.

In private developments, there is the opportunity to protect and enhance biodiversity through decreasing areas of hard or impervious surfaces and increasing vegetation and landscaping. This can be achieved through a number of mechanisms, such as:

- Encouraging plants to be grown on balconies and in courtyards, for by example including a water supply (tap) and a wastewater connection (drain) in all balconies and courtyards.
- Providing built in garden beds in new developments to encourage gardening.
- Including green roofs, walls and facades in new developments.
- Using front setback areas for planting.
- Protecting existing significant trees (and trees that will grow into significant trees) in the area.
- Encouraging the planting of indigenous vegetation.

Council produces a guide to indigenous plants in Bayside to encourage land owners to use them in their gardens and is trialling a Gardens for Wildlife program in the 2016/17 financial year to raise awareness and encourage appropriate planning and habitat creation.

9.2 Sustainable development

Six Melbourne Metropolitan Councils¹⁹ have a specific Environmentally Sustainable Design Policy in their Local Planning Policy Framework which requires residential and non-residential development (that requires a planning permit) to demonstrate how the development will achieve best practice in environmentally sustainable development.

This policy provides a framework for consideration of sustainable design in planning applications, offers a consistent method for identifying opportunities for improved environmental building performance and ensures that sustainability is considered at the very early design phase. It is intended to facilitate environmental performance outcomes that are above the minimum requirements under current building regulations.

Bayside City Council currently requests developers to submit a sustainable design assessment for

¹⁹ Banyule, Moreland, Port Phillip, Stonnington, Whitehorse and Yarra.

all developments of 2 or more dwellings and any commercial or industrial development with an increase in net floor of 50m² or more and all mixed use developments. However, this assessment is voluntary and there is currently no specific Environmentally Sustainable Design Policy in the Bayside Planning Scheme that requires this assessment to be undertaken.

Introducing an Environmentally Sustainable Design Policy into the Bayside Planning Scheme would assist in ensuring new development in the Study Area is environmentally sustainable.

9.3 Climate change

Climate change research and projections show that the City of Bayside is significantly exposed to climate extremes and natural hazards such as storm surges, reduced rainfall and extreme temperatures. These hazards are expected to increase in frequency and severity. Under projected climate change the City of Bayside is expected to:

- Experience increases in average temperature and in the number of very hot days. This will have an impact on the heating and cooling needs of homes and businesses. Shade trees or shrubs are an effective way to decrease heat gain.
- Become drier, with a reduction in the average annual rainfall and an increase in the number of dry days. Planting of drought tolerant plants and installation of rainwater tanks and grey water systems are examples of ways to save water.
- Experience increases in extreme rainfall events. Future rainfall patterns are predicted to involve longer dry spells interrupted by heavier rainfall events, especially in summer and autumn. Stronger winds and extreme wind gusts are also expected.

Responding to the challenge of climate change involves reducing greenhouse gas emissions and identifying actions for adapting to a changing climate. For the Study Area this means providing new housing close to employment and sustainable transport, improving walking and cycling infrastructure and ensuring new buildings are designed to respond to increasing average temperatures, less rain and more extreme rainfall events.

Introducing an Environmentally Sustainable Design Policy, as discussed above, would improve the environmental performance of buildings and assist in adapting to climate change.

In addition, council currently requires planning applications to implement measures to reduce the

amount of pollution in stormwater that enters Port Phillip Bay. A range of Water Sensitive Urban Design (WSUD) techniques such as rain gardens and water tanks, are used to remove pollutants before stormwater enters the Bay. These measures also assist to retain water for use in gardens and provide soil moisture for healthy vegetation growth which will be useful as Bayside becomes drier.

9.4 Previous consultation

In previous community consultation²⁰, there was concern that higher density developments would result in the loss of mature canopy trees and vegetation resulting in a reduction of wildlife habitat and reduced amenity for residents.

There was concern that whilst the community highly values landscape character, existing landscape plans do not provide for adequate canopy tree cover. It was also felt that higher density development does not allow for sufficient landscaping. Side by side dual occupancy development was particularly mentioned as not maintaining the separation between buildings required for landscaping.

There was also concern that new development did not incorporate sustainable features such as solar panels, clothes lines etc and that this should be mandated by the planning scheme.

Key Directions for the Structure Plan

- Investigate the feasibility of utilising nature strip planting and street trees to provide wildlife corridors between Cheltenham Park Flora and Fauna Reserve, the golf courses to the South of the Study Area, the Highbury Grassy Woodland (located on the CSIRO site) and Sir William Fry Reserve.
- Explore the opportunity to use the Frankston train line as a wildlife corridor.
- Ensure new development reduces hard or impervious surfaces and incorporates appropriate vegetation and landscaping to protect and enhance biodiversity.
- Require new development in the Southland area to achieve best practice in environmentally sustainable development. This could be achieved through the introduction of an Environmentally Sustainable Design Policy into the Bayside Planning Scheme.
- Consider how mature trees and garden landscapes can be retained and enhanced.

²⁰ Draft Amendment C125, Amendment C140, Bayside Community Plan 2025 consultation, Planning Permit objections (2005-2016), Bayside Open Space Strategy, Bayside Open Space Strategy Suburb Analysis and Action Plan.

10. Your Thoughts and Next Steps

10.1 What do you think?

We want to know your thoughts and ideas for the Study Area. Your views, this background report and further technical studies will inform the development of the draft Southland and Pennydale Structure Plan.

The key directions for the Southland and Pennydale Structure Plan identified by this background report are summarised below:

| Chapter | Key Directions for the Structure Plan |
|---|--|
| Policy Context | <ul style="list-style-type: none">• Consider how the Kingston side of the Southland Activity Centre will influence the Study Area.• Identify how and where increased housing density and diversity will be delivered within the Southland Activity Centre to help implement State and local planning policies.• Use the <i>Bayside Community Plan 2025</i> as the foundation for the development of the Structure Plan and ensure it reflects and helps implement the actions and strategies of other relevant adopted Council strategies. |
| People and Housing | <ul style="list-style-type: none">• Facilitate more choice of small and medium housing types to meet the needs of an aging population, the increasing number of couple without children households and lone person households.• Ensure sufficient family housing is retained. Families are a dominant demographic in the area.• Review existing planning controls to enable the forecast demand for housing to be met. |
| The Economy | <ul style="list-style-type: none">• Encourage patronage of the Small Neighbourhood Activity Centre at Bay and Jack Road through improvements to walking and cycling infrastructure along Bay Road.• Strengthen the connection between the Study Area and the Bayside Business District to help develop an economic triangle between Highett Activity Centre, the Southland Shopping Centre and the Bayside Business District. |
| Movement and Transport | <ul style="list-style-type: none">• Advocate for increased bus frequency and better access to the Southland bus exchange.• Improve pedestrian and cycling amenity, particularly along Bay Road.• Consider the limited permeability of the road network when looking at potential locations for increased housing density and ways to improve movement within the area.• Address parking and traffic congestion associated with increasing population and the opening of the Southland train station. |
| Social and Physical Infrastructure | <ul style="list-style-type: none">• Undertake further work on the social infrastructure requirements to service increased population and the projected demographic change for the Southland Activity Centre to inform development of the Structure Plan. |
| Built Form | <ul style="list-style-type: none">• Recognise that the built form of the area is likely to change as an increasing number and type of dwelling types are required to meet the needs of existing and future residents.• Determine how to accommodate increasing housing density in the area whilst retaining elements of the areas valued neighbourhood character.• Investigate options for increasing housing densities within the Study Area including; the area around the Station (Tulip Grove and Siede Court), Bay Road and lots within 5 minute walk of the new Southland train station. |

| Chapter | Key Directions for the Structure Plan |
|---|--|
| Open Space and Recreation Facilities | <ul style="list-style-type: none"> Recognise that the western part of the Study Area has an open space deficiency. Utilise existing planning controls and improve pedestrian and cycling links to existing open space to help address this deficiency. Investigate opportunities to improve pedestrian and cycle links along the Frankston railway line. |
| Environment and Sustainability | <ul style="list-style-type: none"> Investigate the feasibility of utilising nature strip planting and street trees to provide wildlife corridors between Cheltenham Park Flora and Fauna Reserve, the golf courses to the South of the Study Area, the Highbury Grassy Woodland (located on the CSIRO site) and Sir William Fry Reserve. Explore the opportunity to use the Frankston train line as a wildlife corridor. Ensure new development reduces hard or impervious surfaces and incorporates appropriate vegetation and landscaping to protect and enhance biodiversity. Require new development in the Southland area to achieve best practice in environmentally sustainable development. This could be achieved through the introduction of an Environmentally Sustainable Design Policy into the Bayside Planning Scheme. Consider how mature trees and garden landscapes can be retained and enhanced. |

10.2 Next steps

Council will use this background report and your feedback on it, as well as additional technical studies, to develop the draft Southland and Pennydale Structure Plan.

The draft Structure Plan will:

- Identify the Structure Plan boundary.
- Identify where increased housing density will be permitted.
- Identify appropriate heights and setbacks for new development.
- Identify opportunities to improve traffic management and car parking in the area.
- Identify opportunities to improve walking and cycling in the area, particularly along Bay Road and to existing open space.
- Identify what, if any, additional social infrastructure is required and where and how this will be provided.
- Set out mechanisms to protect and enhance biodiversity and achieve best practice in environmentally sustainable design.

Consultation on the draft Structure Plan will then be held prior to the finalisation of the Structure Plan. A planning scheme amendment will then be initiated to include the Structure Plan in the Bayside Planning Scheme. An outline of the process is shown below in Figure 27.

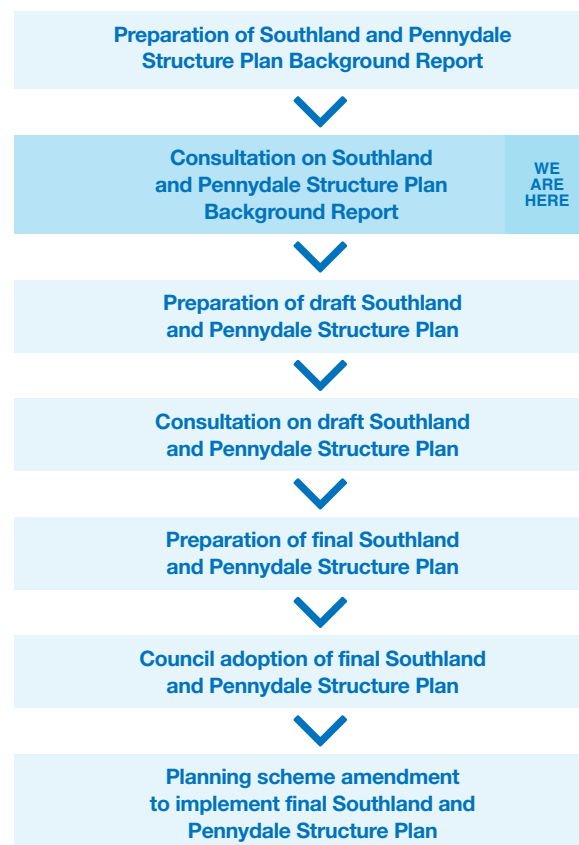


Figure 27 – Southland and Pennydale Structure Plan Process

Appendix 1 – Existing Council Strategies and Plans relevant to this background report.

Bayside Community Plan 2025

Council adopted its new *Bayside Community Plan 2025* at the Council Meeting of 23 August 2016. The purpose of this plan is to capture the community's long-term goals for the municipality and to help realise those aspirations. The *Bayside Community Plan 2025* will be used to help set priorities and directions for the four-year Council Plan 2017-21.

The *Bayside Community Plan 2025* sets out the community's aspirations in relation to the following seven aspects of liveability:

1. **Open Space** – By 2025, access to Bayside's foreshore, beaches, parks, gardens and bushlands will continue to be enjoyed and distributed equally across the community. Facilities and infrastructure provided within these public spaces will be of high quality and promote sustainability.
2. **Transport** – By 2025, it will be safe and convenient for the Bayside community to choose their preferred mode of transport. Bayside will be more easily accessed on foot and on bike, and road users will consider the safety of others when sharing the road network.
3. **Local Economy** – By 2025, Bayside's local economy will better reflect the skills and diversity of the Bayside community. Local activity centres will offer variety in the services and experiences they provide, while maintaining the 'local village' character.
4. **Housing and Neighbourhoods** – By 2025, the 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.
5. **Environment** – By 2025, community and Council will be environmental stewards, taking action to protect and enhance the natural environment and balancing appreciation and use with the need to protect natural assets for future generations.

6. **Community Participation and Health** – By 2025, members of Bayside's community will feel supported and engaged to live an active and healthy lifestyle regardless of age, geographical location, personal circumstance or physical ability.
7. **Infrastructure** – By 2025, the Bayside community and Council will work together to plan and deliver community infrastructure that responds to the changing needs of the Bayside community.

The preparation of the Southland and Pennydale Structure Plan will need to address these community aspirations and aspects of liveability. In particular, the Structure Plan can help deliver the community's aspiration to "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".

Bayside Council Plan 2013-17

The current *Bayside Council Plan 2013-2017* was adopted in July 2013. The Council Plan sets out Council's strategic objectives for its four year term in office, and identifies the key goals which it will focus on achieving in order to deliver quality community outcomes.

Of particular relevance to the preparation and content of the Southland and Pennydale Structure Plan are *Goal 1: An engaged community and Council*; and *Goal 3: Bayside will have a well preserved neighbourhood character and will have accessible transport options*. These provide the following strategic directions:

- Increase community awareness, understanding and participation in planning and decision making;
- Implement sustainable transport options;
- Develop planning strategies and policies that enhance Bayside's liveability and its natural and built environment;
- Ensure planning takes into account current and future infrastructure needs; and
- Engage with the community when developing planning controls.

A new Council Plan will be developed within 12 months of the election of the new Council.

Bayside Wellbeing for All Ages and Abilities Strategy 2013-2017

The *Bayside Wellbeing for All Ages and Abilities Strategy* (WAAA) was adopted by Council in 2013, and provides the framework for Council's community services planning for health and wellbeing. The Strategy and action plans replace the Municipal Public Health and Wellbeing Plan, Disability Strategy and Action Plan, Municipal Early Years Plan and Youth Strategy and Action Plan.

Key objectives of the WAAA of relevance to land use planning in general, and the Southland Activity Centre in particular, are the following:

- Support opportunities for physical activity that are inclusive;
- Increase Bayside residents utilising active transport;
- Improve Bayside infrastructure that supports physical activity; and
- Support opportunities that build social networks and community connection.

A new Wellbeing for All Ages and Abilities Strategy is currently being developed.

Bayside Housing Strategy, 2012

The *Bayside Housing Strategy* was 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 20 years, by identifying the location and type of residential development required in order to meet the changing needs of the Bayside community.

The Strategy recommends that the main focus for new housing should be within Bayside's Principal, Major and Neighbourhood Activity Centres where there is existing infrastructure and good transport connections. The Southland Activity Centre is identified, along with Hampton East (Moorabbin) Activity Centre, as a primary focus for future medium and higher density residential development within Bayside. The Major Activity Centres of Bay Street and Church Street, Brighton, Hampton Street, Hampton, Sandringham Village, Cheltenham and Elsternwick are also expected to accommodate future medium and high density development.

The *Bayside Housing Strategy* provides a broad spatial framework for future development of the Southland Activity Centre. It states that the area within 400 metres of Southland train station will likely be a future 'Key Focus Residential Growth Area', subject to the preparation of a Structure Plan, whilst the remainder of the area will likely be a 'Moderate Growth Area'.

Bayside Integrated Transport Strategy, 2013

The *Bayside Integrated Transport Strategy* (ITS) was adopted by Council in April 2013. The ITS provides a policy and implementation framework for the integration of land use and transport planning within Bayside, and aims to improve community wellbeing outcomes and promote sustainable transport use.

The ITS places a significant focus on improving infrastructure relating to walking and cycling as well as consolidating development in activity centres around transport nodes, with structure planning being a key mechanism for implementing key actions and policies within the ITS.

The ITS sets out a street user hierarchy which gives priority to users on different streets in the following order:

1. Pedestrians
2. Cyclists
3. Public and community transport, including taxis and community run buses
4. Private vehicles
5. Commercial vehicles serving local areas

It also recognises that providing car parking to satisfy the demands of all road users is one of the biggest challenges faced by Council. Council is committed to providing residents and their visitors with a reasonable likelihood of parking in close proximity to their home. The greatest demand for car parking is around train stations. While it is important to ensure that access and connections to public transport are not limited by poor availability of commuter parking, there is a need to balance this demand by providing high quality public transport, walking and cycling links to train stations.

Specific actions relating to Southland include:

- Action 4.1 of the ITS identifies the need to work with VicRoads, Public Transport Victoria, Department of Planning and Community Development and City of Kingston to develop a Network Operating Plan for Bay Road to improve sustainable transport access to the Southland Principal Activity Centre and the surrounding area. This action also recognises that transport will form a key component of the Southland and Pennydale Structure Plan given the significant bus interchange, the links to the Highett and Cheltenham activity centres and stations and the new Southland rail station.
- Action 4.3 identifies the need to more broadly investigate the feasibility of preparing a Development Contributions Plan to support active travel.
- Action 4.5 identifies the need to improve wayfinding signage to public transport hubs.

Bayside Open Space Strategy, 2012

The *Bayside Open Space Strategy* (BOSS) was adopted by Council in 2012. It is a 20-year planning document designed to provide policy and strategy to enable Council to make decisions about how open space is used, developed, managed and maintained across the City. It suggests a range of actions to improve the open space network including:

- The acceptance of land in lieu of cash in suburbs deficient in open space;
- Improving existing trails to better connect existing open spaces and train stations;
- Improving the Nepean Highway shared trail; and
- Developing improved trail links along railway lines.

The BOSS is supported by the Bayside Open Space Suburb Analysis and Action Plan, which provides a detailed analysis of current provision and future demand for open space within each of Bayside's nine suburbs. This found that the Study Area generally has good access to open space, with the Sir William Fry Reserve to the North and Cheltenham Park to the South. However, the western part of the Study Area was identified as being deficient in open space, as there was no area of public open space of a sufficient size to undertake structured and unstructured recreation within 400m walking distance. The open space being provided as part of the Jack Road redevelopment site (corner of Jack Road and Charlton Avenue) will assist in addressing this deficiency as will the redevelopment of the CSIRO site.

Amendment C110 to the Bayside Planning Scheme implemented the BOSS and the Bayside Open Space Suburb Analysis and Action Plan including the introduction of a 5% public open space contribution for subdivision of land.

Environmental Sustainability Framework 2016-2025

The *Environmental Sustainability Framework (ESF) 2016-2025* sets direction and guidance for environmental planning and decision-making within Bayside City Council. Relevant to the preparation of the Southland and Pennynydale Structure Plan are the following targets/objectives:

- To improve environmental standards for new residential and commercial buildings and renovations in the planning approval process, which is to be achieved by incorporating environmental sustainability requirements into planning permit conditions, using the Bayside Planning Scheme to incorporate Sustainable Design and Assessment in the Planning Process (SDAPP) and using the Built Environment Sustainability Scorecard (BESS) to guide staff and developers.

- To increase the use of active transport and low carbon modes of transport by promoting Bayside's network of shared paths and exploring options to broaden access to car share programs for residents and businesses in Bayside.
- To provide better quality and more integrated transport infrastructure in Bayside to support public transport, cycling and walking to reduce car trips and emissions in Bayside, through delivering the *Integrated Transport Strategy 2013* and advocacy measures.
- To maintain natural biodiversity assets.

Bayside Retail, Commercial and Employment Strategy, 2016

The *Retail Commercial and Employment Strategy* provides a vision for Bayside's commercial areas to guide future investment across activity centres and the Bayside Business Employment Area (rebranded the Bayside Business District). This will be achieved through 12 strategies which respond to key policy gaps, economic issues and location specific opportunities.

A key strategy relevant to the Study Area is to attract innovative advanced business services to the Bayside Business District through the creation of an economic triangle between the Southland Activity Centre, Highett Activity Centre and the Bayside Business District. This strategy recognises the need for this precinct to continue to play an employment role and work harder at attracting new business activity. It is envisaged that the Southland train station will allow the precinct to benefit from convenient access to public transport and other services with the centres working together as interconnected nodes rather than competing for similar land use and development.

Bayside Active by the Bay Recreation Strategy 2013 -2022

The *Bayside Active by the Bay Recreation Strategy 2013-2022* details the future direction for recreation in Bayside, summarises research and consultation findings and outlines eight priority areas and associated actions to be addressed over the next ten years. Actions relevant to the Study Area include:

- Providing or upgrading perimeter trails around key parks, including Cheltenham Park to increase unstructured recreation activity e.g walking and cycling;
- Connecting adjoining council off-road trails and on-road bike routes, including connectivity and road crossings to adjacent activity centres such as Moorabbin and Cheltenham; and
- Upgrading the sports pavilion, installing floodlighting and resurfacing Cheltenham Park.

Ageing Well in Bayside – An Age Friendly Strategy 2008-2018

This Strategy provides direction for Council in responding to the needs and opportunities created by an ageing population. Relevant to the preparation of a Structure Plan is the need to provide good urban design and transport systems to enable older people to participate fully in community life and facilitate increased housing choices to support older residents to remain living in Bayside.

Library, Arts and Culture Strategy

This Strategy notes that inland Bayside suburbs do not have the same level of access as coastal Bayside suburbs. This is also acknowledged by the *Library Services Review 2016*, which informed Council's 26 July 2016 resolution to build a library in the Highett/Hampton East area within four years subject to budget considerations.

Bayside Bicycle Strategy, 2013

The *Bayside Bicycle Strategy* was endorsed by Council in December 2013. The role of the Strategy is to guide the planning, management and provision of bicycle facilities and services in the City of Bayside. The Strategy includes a number of recommendations relevant to the preparation of the Structure Plan, as follows:

- Council will advocate to VicRoads for increased bicycle infrastructure on the Principal Bicycle Network (PBN) and Bicycle Priority Routes (BPRs). Bay Road is a BPR;
- Advocate to VicRoads for early starts for cyclists at traffic signals where an arterial road crosses a local road;
- Develop a Street Space Management Plan which assigns greater priority to cyclists over private vehicles on roads within the municipality;
- Investigate the use of bicycle advisory markings along existing and proposed bicycle routes and where this is not feasible, consideration will be given to them becoming signed bicycle routes.

Bayside Walking Strategy, 2015

The *Bayside Walking Strategy* was endorsed by Council in June 2015. The role of the Strategy is to guide Council's approach to increasing the number of people who choose to walk more often for short trips within the municipality. Of particular relevance to the preparation of the Structure Plan, it seeks to prioritise walking in activity centres, around schools and in residential and recreational areas and to create streetscapes that invite people to walk. The Strategy includes an action to

explore the feasibility of providing a new shared path that links the CSIRO site with the Bayside Business Employment Area, Highett Activity Centre, Lyle Anderson Reserve, Sir William Fry Reserve (in Kingston), Southland Activity Centre and the Southland train station. The Strategy also includes an action to explore the feasibility of providing a new shared path along the Frankston railway corridor and along Reserve Road (west of the Study Area).

Walking audits were conducted as part of the development of the Strategy and included the Study Area. Further details are provided in Chapter 5- Movement and Transport.

Public Transport Advocacy Statement, 2016

The *Public Transport Advocacy Statement* (PTAS) for Bayside City Council draws its approach from the Bayside Integrated Transport Strategy which was adopted by Council in June 2013. The PTAS is a living document that will be reviewed every four years to ensure that the advocacy actions relating to public transport within the municipality remain relevant. The PTAS states that Council will advocate the 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;
- For the provision of bus stops on Bay Road to be located within closer proximity to Southland Station;
- 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;
- A Bayside link to the southern entry point to the station;
- 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.

Recreation and Open Space Asset Management Plan, 2013

The *Recreation and Open Space Asset Management Plan* is a means of outlining the key elements involved in managing the recreation, open space and facility assets. Supporting this is the Cheltenham Park Master Plan which was adopted in August 2013 and identified high priority activities including the ongoing maintenance of indigenous vegetation and revegetation, the improvement of pathways and carparks surfaces, and upgrading park furniture and signage. The preparation of a Structure Plan can explore how to facilitate better connections from Cheltenham Park to the Study Area.

Bayside Sports Pavilion Improvement Plan, 2013

This Plan provides a guide to the ongoing renewal and, where appropriate, upgrade of Bayside's pavilions. In relation to the Study Area recommended pavilion improvements for Cheltenham Park include the demolition of existing pavilion, new change rooms for soccer/cricket, storage, canteen, umpires room, accessible toilets and a community meeting space.

Bayside Playground Improvement Plan and Playground Improvement Schedule, 2015

The *Playground Improvement Plan 2015* and associated Playground Improvement Schedule outlines a plan to upgrade or replace all playgrounds in Bayside over the next 10 years. It includes improvements to Tulip Grove Park, Pennydale Park, Cheltenham Recreation Reserve and Cheltenham Park.

Bayside Climate Change Strategy, 2012

The Bayside Climate Change Strategy identifies the risks climate change presents to Council's services, how to manage its vulnerability to the impacts of climate change, enhance the resilience of the Bayside community and identify opportunities that climate change may present.

Some of the climate change impacts that the City of Bayside is exposed to are climate extremes and natural hazards such as storm surges and coastal inundation, reduced rainfall, erosion and extreme temperatures. These hazards are expected to increase in frequency and severity.

Bayside Small Activity Centres Strategy, 2014

This Strategy makes recommendations on planning controls and policies to better manage the smaller order activity centres in Bayside, including the small centre at the corner of Jack Road and Bay Road, Cheltenham. It focuses on role definition, built form and supporting convenience retailing and the important social role these small centres play. It follows on from the *Bayside Housing Strategy 2012*, which identified a number of smaller order activity centres in Bayside as locations where additional small scale residential development can be located.

Roads Service Driven Asset Management Plan 2011

The *Roads Service Driven Asset Management Plan* is used to inform decision making about existing road infrastructure assets. The Plan recommends the preparation of car parking precinct plans for Major Activity Centres, including Southland, which addresses:

- Existing / future shortfall of car parking within the centre of development;
- Location of any shared car parking to be developed;
- Improvements to the public transport network/other sustainable modes of travel in lieu of car parking developments;
- Level of contribution per space; and
- Specific requirements of any Green Travel Plan required.

Drainage Service-Driven Asset Management Plan 2015

This Plan sets out Council's priority drainage upgrade program. It is based on the outcomes of the Bayside Stormwater Drainage Network Improvement Project which identified deficiencies in Council's Stormwater drainage system. No deficiencies were identified in the Study Area and as a result there are no proposed upgrades for the Study Area.

Place Design Manual – My Place – Bay and Jack Road Centre.

Council's Place Design Manual provides guidance on how to deliver comfortable and welcoming public spaces in Bayside. The Manual makes reference to the Bay Road and Jack Road Small Neighbourhood Activity Centre concluding that while the centre is in good condition there are opportunities to improve accessibility, furniture and planting in the centre.

Appendix 2 – Buses that use the Southland Bus Exchange

The following table lists the buses that use the Southland bus exchange and frequency of service.

| Bayside Bus Frequencies as at June 2013 | | Frequency (minutes) | | | |
|---|--|---------------------|------------|------------|------------|
| Route | Description | Peak | Off Peak | Saturdays | Sundays |
| 600 | Southland Shopping Centre – St Kilda (via Beaumaris, Sandringham and Brighton) | 20 | 30 | 60 | 60 |
| 922 | Southland Shopping Centre – St Kilda (via Beaumaris, Sandringham and Brighton) | 30 | 60 | 60 | 80 |
| 923 | Southland Shopping Centre – St Kilda (via Beaumaris, Sandringham and Brighton) | 40 | 60 | 60 | 80 |
| 631 | Southland – Waverley Gardens (via Clayton, Monash University) | 30 | 30 | 40 | 60 |
| 708 | Hampton – Carrum (via Southland Shopping Centre) | 30 | 30 | 60 | 60 |
| 767 | Southland – Box Hill (via Chadstone, Jordanville, Deakin University) | 20 | 40 | 40 | 60 |
| 811 | Brighton – Dandenong (via Heatherton Road, Springvale) | 60 | 60 | 60 | 60 |
| 812 | Brighton – Dandenong (via Parkmore Shopping Centre) | 60 | 60 | 60 | 60 |
| 821 | Southland – Clayton (via Heatherton) | 60 | No service | No service | No service |
| 822 | Sandringham – Chadstone Shopping Centre (via Southland and Murrumbeena) | 30 | 30 | 40 | 60 |
| 823 | North Brighton – Southland Shopping Centre (via Moorabbin) | 60 | 60 | No service | No service |
| 825 | Moorabbin Station – Southland Shopping Centre (via Black Rock and Mentone) | 20 | 20 | 20 | 30/60 |
| 828 | Hampton Station – Berwick Station (via Southland Shopping Centre and Dandenong) | 20 | 20 | 60 | 60 |

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