

# Bayside Housing Strategy

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## Executive Summary

### What is a Housing Strategy?

The Housing Strategy guides how residential development in Bayside will be planned and managed over the next twenty years. The Strategy looks at the location and type of residential development required in order to meet the changing needs of the Bayside community; whilst ensuring development is consistent with and enhances Bayside's valued urban character, manages any associated environmental risk and is appropriately serviced.

The policy directions contained within the Housing Strategy will form the cornerstone of planning for the future of Bayside. Therefore in considering the future housing needs of the Bayside community, it is also essential to consider the wider range of issues associated with the provision of housing.

### Why prepare a Housing Strategy?

The Housing Strategy will enable Council to proactively manage how and where future housing and residential development will be provided within Bayside and how the associated impacts will be managed, therefore providing certainty to both residents and developers alike. Without this certainty, Council will have limited control over where and how residential development may occur.

The population of metropolitan Melbourne is projected to grow significantly between now and 2031 and more dwellings will be needed to accommodate this population. To do this in a sustainable way, the Victorian Government has planned to accommodate a proportion of the additional population in existing urban areas based around Activity Centres and Strategic Redevelopment Sites, whilst allowing some expansion of the urban growth boundary.

Given Bayside's proximity to central Melbourne and its desirable coastal location, this municipality will experience increasing pressure for additional residential development. *Victoria in Future 2012*<sup>1</sup> projects that between 2011 and 2031 Bayside's population will grow by an additional 8,689 people and an extra 4,379 dwellings will be required, which will equate to 219 net new dwellings per year. But planning to meet the housing needs of the future Bayside community is not as simple as saying we must provide 'x' number of houses over the next twenty years, as this ignores the range and complexity of issues that need to be considered in providing for future growth within a municipality. There are a wide range of matters that need to be fully considered before Bayside identifies what development should occur and where.

### What is the purpose and scope of the Housing Strategy?

The purpose of the Housing Strategy is to:

- establish a vision and series of objectives that will direct the future of residential development in Bayside for the next twenty years
- examine the current policy framework that influences residential development throughout Victoria and the associated implications for Bayside
- identify the anticipated demographic trends over the next twenty years and identify what implications this will have on demand for housing and infrastructure provision
- identify the future housing requirements of Bayside for the next twenty years
- provide a clear overview and assessment of the current provision of housing in Bayside

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<sup>1</sup> Department of Planning and Community Development, 2010, *Victoria in Future 2008*, Melbourne.

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- examine community concerns and aspirations
- identify opportunities and constraints to providing future housing growth
- identify a hierarchy of locations where future housing will be directed
- identify appropriate planning mechanisms and other actions required to implement the Strategy
- identify appropriate monitoring and review mechanisms to ensure an adequate supply of housing is provided
- identify further strategic work required to assist in implementing this Strategy
- provide the context for the preparation of amendments to the Bayside Planning Scheme to implement the Strategy.

It is important to recognise this Strategy can only influence development Council has control over; that is residential development that needs a planning permit. Single dwellings on lots greater than 500 square metres generally do not require planning permission and therefore this Strategy cannot influence these developments.

## Community feedback

A Draft Housing Strategy was exhibited as part of the Bayside: Our City's Future consultation program. The Draft Housing Strategy outlined the key issues associated with housing and residential development within Bayside and established a vision and series of objectives for managing housing and residential development within Bayside. The Draft Housing Strategy presented nine housing growth scenarios for managing growth which ranged from focusing development within Activity Centres spread throughout the municipality, to focusing development along the Principal Public Transport Network, and combinations thereof. The Draft Housing Strategy sought community feedback about which scenario was considered most appropriate.

To implement the growth Strategy and create planning certainty for the Bayside community, the Draft Housing Strategy also identified a series of 'Change Designations' to define where and what level of change is expected in different areas of Bayside.

The submissions clearly indicated the preferred response to managing growth is to focus development in the Principal, Major and Neighbourhood Activity Centres with limited development throughout the rest of the municipality. The key themes raised through consultation are outlined below:

- the need to maintain the 'village' feel
- the need to emphasise the importance of good urban design
- the need for an emphasis on sustainable design
- the need to protect open space and vegetation, even within identified growth areas
- the importance of retaining character
- the need to ensure the maintenance and creation of a sense of community throughout the municipality
- the need to ensure a coordinated and timely approach to the provision of infrastructure
- that developers and State Government contribute to the provision of infrastructure
- the need to provide a greater diversity of housing choices
- shopping centres need to retain commercial diversity in order to remain viable

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- development within identified growth areas should incorporate elements of open space and vegetation
- excessive dwelling size is impacting on neighbourhood character and vegetation retention and there is a need for greater control on the development of lots over 500 square metres
- the need to provide a range of aged and disability residential care options
- the need to be mindful of climate change and the impacts of increasing sea level rises
- the need to advocate for adequate affordable and social housing to meet the needs of the community; and
- the fundamental question about how uncontrolled population growth is sustainable at all.

Following this consultation, the Housing Strategy was revised taking these themes raised during consultation into consideration and providing further detail about how they would be addressed. At the same time, the State Government announced it was assessing the feasibility of constructing a train station at Southland which would have significant implications on the recommendations of the Housing Strategy. Accordingly, the Housing Strategy was revised taking this into consideration.

Once completed, the Housing Strategy was again placed on exhibition and a series of community meetings were held outlining the detailed recommendations and seeking community feedback. Through this process, the following key issues were raised:

- shoptop housing will lead to car parking problems which will need to be addressed
- flooding issues associated with underground car parking need to be addressed
- areas within the Special Building Overlay should be extended to reflect the revised Melbourne Water flood levels
- whether Key Focus Residential Growth Areas should be extended to take into account approved developments
- how will VCAT approach the recommendations contained in the strategy?
- there is a need for clearer definitions of what constitutes low, medium, high and higher density residential development
- there is need to ensure the expected level of development outside MACs is clear and is respected
- what level of density is appropriate for strategic development sites?
- need to define how the transition will occur within the Housing Growth Areas and what it will look like
- there should be no discretion for developers to seek exemptions from parking requirements
- what happens if the golf courses are ever developed for residential purposes
- what role will the Bayside Business Employment Area play in meeting future housing needs
- whether the Strategy goes far enough in recognising and protecting native vegetation in Beaumaris and Black Rock
- whether the Housing Strategy plans far enough into the future
- identifies the need for a transport interchange at Southland
- whether the proposed variation to ResCode Standard B28 goes far enough; and
- Council could encourage welfare agencies to provide social housing and assist by identifying suitable sites

# Housing Strategy

The community comments raised in the Community Plan, Bayside: Our City's Future and in response to the Draft Housing Strategy have all been taken into consideration in formulating the recommendations of the Housing Strategy.

## The challenge of planning for housing growth

The challenge for the Housing Strategy is how to balance meeting these community concerns and expectations, with the requirement to provide more housing in accordance with the State Planning Policy Framework (SPPF). Whilst it is a challenge, Council is confident it can meet its housing targets without having to compromise those values which Bayside residents hold so dear. The intent of the Housing Strategy is to demonstrate how this can be achieved.

The reality is that Bayside will continue to experience population growth and therefore it will be necessary to ensure there is sufficient capacity to accommodate this growth. If Council wants to be able to influence this development, it must clearly identify where this growth will be accommodated and how the increasing demands associated with this growth will be met.

In planning for future housing growth we must recognise there are a number of challenges associated with managing housing growth within Bayside. These include:

- balancing state and local expectations
- changing demographics and associated implications for housing
- physical and social infrastructural requirements
- economic development and commercial viability of Activity Centres and the Bayside Business Employment Area
- environmental sustainability
- biodiversity and native vegetation management
- sequencing of development
- environmental risks – flooding and climate change
- neighbourhood character and heritage values
- coastal areas and landscape protection
- transport, accessibility and car parking
- private and public open space
- housing affordability, diversity and social housing
- single dwelling covenants; and
- community concerns and expectations.

Many of these issues can be addressed through the Housing Strategy, however many will require further strategic work which will be identified through this Strategy.

The Housing Strategy sets out a strategic framework for housing and residential development in Bayside over the next twenty years and provides direction about where residential development will be focused and the type of residential development required in order to meet the changing needs of the Bayside community; whilst addressing the wide range of challenges that exist.

# Housing Strategy

## Bayside's housing vision

The Vision Statement is as follows:

*Future medium and high density development will be directed to the following identified housing growth areas.*

*The main long-term focus for future medium and high density residential development will be the Southland Principal Activity Centre and the Moorabbin Major Activity Centre which provide the greatest access to shops, public transport and other services, with minimal constraints.*

*Other identified Major Activity Centres, including Church and Bay Streets, Brighton; Hampton Street, Hampton, Sandringham Village, Cheltenham and Elsternwick will play a secondary role in accommodating future medium and high density residential development, ensuring the 'village' feel of each centre is maintained and enhanced.*

*Identified Large Neighbourhood Activity Centres, including Highett; Martin Street, Gardenvale; Beaumaris Concourse; and Black Rock will assist in accommodating medium density development. Identified Small Neighbourhood Activity Centres will accommodate shop top housing which respects the local built form context.*

*Identified Strategic Redevelopment Sites will also contribute to accommodating future housing growth,*

*The remainder of the established residential areas within the municipality will experience minimal housing change and maintain the low density residential character.*

*New housing development will respect and enhance Bayside's valued built and natural heritage and neighbourhood character, incorporating best practice ecologically sustainable design to help the municipality respond to climate change.*

*A range of housing types and tenure will be provided to accommodate the changing needs of the community, both now and in the future, enabling people to age in place, and providing opportunities for young adults and families to remain in the municipality.*

*A coordinated and proactive approach to the provision of physical and community infrastructure and development will be adopted.*

*Development in areas with constraints should be limited until such time as a coordinated approach to resolving the issues is addressed.*

## Spatial Approach to Achieve this Vision

In order to achieve this vision the municipality has been broken up into identified Housing Growth Areas and Established Residential Areas. Each of these has then been included within a growth area designation which reflects the type of development that is planned to occur and will be supported, these designations are outlined below:

### Housing Growth Areas

#### **Key Focus Residential Growth Areas**

Areas where the majority of medium and high density residential development will be located. These areas should provide a diverse range of housing types to meet the needs of the

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existing and future Bayside community. Further, these areas will have a high level of access to public transport along with commercial and community services. Where located within a commercial precinct, residential development is to be located above commercial and office premises to ensure active street frontages are achieved.

The height, scale and massing of new development must be in accordance with the recommendations of any Structure Plan, Design Framework or relevant planning provisions.

## *Moderate Residential Growth Areas*

Areas where medium density development will occur. These areas will provide an appropriate transition to both adjoining 'Key Focus Residential Growth Areas' and 'Minimal Residential Growth Areas'. The design of new medium density housing will demonstrate sensitivity to the existing residential context and amenity standards in these areas, particularly at the 'Housing Growth Area' boundary.

The site coverage, height, scale and massing of new development must be in accordance with the recommendations of any Structure Plan, Design Framework or relevant planning provisions.

## *Strategic Redevelopment Sites*

These are identified sites which meet the criteria set out in the State Planning Policy Framework, that is, they are:

- in or within easy walking distance of Principal or Major Activity Centres
- in or beside Neighbourhood Activity Centres that are served by public transport
- on or abutting tram, train, light rail or bus routes that are part of the Principal Public Transport Network and close to employment corridors ... Principal and Major Activity Centres
- in or near major modal public transport interchanges that are not in Principal or Major Activity Centres
- able to provide ten or more dwelling units, close to Activity Centres and well served by public transport.

## Identified Housing Growth Areas

Those areas which have been identified as 'Housing Growth Areas' are outlined below:

### **Principal Activity Centre**

- Southland

### **Major Activity Centres**

- Bay Street, Brighton (entire)
- Church Street, Brighton (entire)
- Hampton Street, Hampton (entire)
- Sandringham Village (entire)
- Cheltenham (part) – shared with Kingston Council
- Moorabbin (part) – shared with Kingston and Glen Eira Councils
- Elsternwick (part) – shared with Glen Eira Council

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## Large Neighbourhood Activity Centres

- Beaumaris Concourse
- Highett (part)
- Martin Street, Gardenvale
- Black Rock Village

## Small Neighbourhood Activity Centres

- East Brighton Shopping Centre, Brighton East
- Dendy Village, Brighton East
- Bluff Road and Highett Road Centre, Hampton East
- Seaview Shopping Centre, Beaumaris
- Balcombe Road and Charman Road, Beaumaris
- South Road Plaza, Hampton
- Bluff Road and Bay Road, Sandringham / Highett
- Bay Road and Jack Road, Cheltenham
- Bluff Road and Love Street, Black Rock
- Balcombe Park, Beaumaris
- Hawthorn Road Shopping Centre, Brighton East
- Bay Road and Avoca Street, Highett

## Strategic Redevelopment Sites

- CSIRO site – Highett
- Jack Road Development Precinct, Cheltenham
- Barr Street / South Road, Brighton East
- Nepean Highway and Milroy Street, Brighton East
- Nepean Highway and North Road, Brighton

## Established Residential Areas

The established residential areas are those areas located outside the Housing Growth Areas. They include identified Small Neighbourhood Activity Centres and Strategic Redevelopment Sites that have limited capacity for change.

These areas will contribute to accommodating housing growth within Bayside; however this role will be minimal and primarily focused on maintaining the low density scale of these areas. These areas fall under the category of 'Minimal Residential Growth' as defined below.

### *Minimal Residential Growth*

Areas where the predominantly low density residential scale is to be maintained.

Within residential areas the housing change anticipated will take the form of new single dwellings or up to two dwellings no more than two storeys and which present a single dwelling appearance to the streetscape.

Small Neighbourhood Activity Centres, Strategic Redevelopment Sites and other commercially zoned areas identified as 'Minimal Residential Growth' will also adopt a low density scale of no more than two storeys to respect the surrounding residential context.

Medium and High density development will not be supported within these areas.

Within these areas there are both sites and areas which are included within Heritage, Neighbourhood Character, Vegetation Protection and Special Building Overlays. All new

# Housing Strategy

development must protect and enhance the heritage, neighbourhood character and landscape / vegetation values of these areas, as well as take into consideration the development impacts associated with being in the 1:100 year flood plain. These areas will have limited capacity to assist in meeting the future housing needs of Bayside.

Those Small Neighbourhood Activity Centres and Strategic Redevelopment Sites included within the 'Minimal Residential Growth' designation are outlined below:-

## Small Neighbourhood Activity Centres

- Thomas & Egan Street, Brighton East
- Were Street Centre, Brighton
- Ludstone Street, Hampton
- Keith Street & Widdop Crescent, Hampton East
- Highett & Spring Road, Highett
- Keys Street Shopping Centre, Beaumaris

## Strategic Redevelopment Sites

- South Road and Esplanade Avenue and around Milano's, Brighton
- Beach Road and Georgiana Street, Sandringham

All residential development is to occur in accordance with the directions contained within this Strategy. Council will not support residential development that is not consistent with the directions contained within this Strategy, or any subsequent review.

## Residential capacity of housing growth projections

In order to ensure the designated Housing Growth Areas provide sufficient residential capacity to accommodate the anticipated future population growth up to 2031, a Housing Growth Model was developed to assist in testing various growth models in Bayside. Based on this model, Council has been able to assess a range of housing growth options to ensure Bayside is able to meet its housing projections in a manner which also protects those values considered important by the local community.

The recommended Housing Growth Strategy has been tested against this model and it has been determined that the recommendations contained within this Strategy will not only meet Bayside's forecast housing requirements (based on the State Government residential targets – *Victoria in Future* figures), but will exceed them, providing an additional 46 per cent margin above this requirement.

Council believes it would not be appropriate to provide additional residential capacity at this time due to the number of significant challenges that need to be addressed by Council in the coming years, particularly in relation to infrastructure provision. The recent Bayside Planning Scheme Review clearly identified a wide range of strategic work required in order to ensure the challenges identified in this Strategy are addressed. Completion of this Housing Strategy was seen as the critical starting point for establishing the appropriate directions to guide the further strategic work. The Bayside Planning Scheme Review was adopted by Council in September 2011 and Council is now implementing the recommendations. Council is confident that this Strategy provides sufficient scope for future residential development whilst it undertakes the further strategic work that will be necessary if and when it is determined that there is a need for additional residential capacity.

In addition, Council believes it is also important to monitor the rate of growth and demographic changes that will occur over the coming years and examine what impact this will have on housing requirements. Accordingly, Council believes that to provide additional residential capacity, in excess of the required fifteen year supply as specified by the SPPF, would be premature.

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## Future housing type needs

Based on the forecast change in Bayside's demographics, household types and the existing supply and levels of affordability of housing, it is clear that there will be a need to focus the type of housing to provide the following:

- maintaining a supply of family homes for families with children
- providing a greater diversity of housing options for 'lone person' and 'couples without dependant' households, including studio apartments, one bedroom, two bedroom and three bedroom dwellings
- providing a variety of housing options for older people, ranging from enabling ageing in place to residential aged care
- providing opportunities for dwellings to accommodate the changing needs of families
- improving the affordability of housing for all residents
- improving the provision of social housing throughout the municipality.

One of the key ways in which housing can be flexible enough to respond to changing community needs is by ensuring that development focuses on providing adaptable housing; creating the greatest opportunity for people of all abilities and ages to live and remain in their local communities as their needs change over time. This also enables housing to be used by other household groups over a longer period of time.

## Objectives and strategies

In order to achieve the vision and address the various challenges which have been identified, it is important to articulate a series of objectives and strategies. These objectives and strategies identify specific aims for how the Housing Strategy will be implemented and articulate how Council will achieve each of these specific aims. The Housing Strategy has identified a comprehensive list of objectives and strategies that should be included within the Bayside Planning Scheme to ensure the recommendations contained within this Strategy are implemented.

## Further strategic work and other actions

The Housing Strategy has also identified a wide range of further strategic work that is required in order to address the issues and challenges which have been identified as part of this Strategy.

## Monitoring and review measures

Should it be determined that Bayside has less than a five year supply of housing capacity available throughout the municipality as a whole (rather than on a centre by centre basis), the recommendations contained within the Strategy should be reviewed. This Strategy identifies a series of monitoring measures required to ensure the municipality maintains sufficient residential capacity.

## 1.0 Introduction

### 1.1 What is a Housing Strategy?

The Housing Strategy guides how residential development in Bayside will be planned and managed over the next twenty years. The Strategy looks at the location and type of residential development required in order to meet the changing needs of the Bayside community; whilst ensuring development is consistent with and enhances Bayside's valued urban character, manages any associated environmental risk and is appropriately serviced.

The policy directions contained within the Housing Strategy will form the cornerstone of planning for the future of Bayside. Therefore in considering the future housing needs of the Bayside community, it is also essential to consider the wider range of issues associated with the provision of housing in Bayside.

### 1.2 Why prepare a Housing Strategy?

The Housing Strategy will enable Council to proactively manage how and where future housing and residential development will be provided within Bayside and how the associated impacts will be managed, therefore providing certainty to both residents and developers alike. Without this certainty, Council will have limited control over where and how residential development may occur.

The population of metropolitan Melbourne is projected to grow significantly between now and 2031 and more dwellings will be needed to accommodate this population. To do this in a sustainable way, the Victorian Government has planned to accommodate a proportion of the additional population in existing urban areas based around Activity Centres and strategic redevelopment sites, whilst allowing some expansion of the urban growth boundary.

Given Bayside's proximity to central Melbourne and its desirable coastal location, this municipality will experience increasing pressure for additional residential development. *Victoria in Future 2012*<sup>2</sup> projects that between 2011 and 2031 Bayside's population will grow by an additional 8,689 people and an extra 4,379 dwellings will be required, which will equate to 219 net new dwellings per year.

But planning to meet the housing needs of the future Bayside community is not as simple as saying we must provide 'x' number of houses over the next twenty years, as this ignores the range and complexity of issues that need to be considered in providing for future growth within a municipality. There are a wide range of matters that need to be fully considered before Bayside identifies what development should occur and where; and these matters are discussed in detail in Chapter 5. The Housing Strategy enables these matters to be considered in a holistic way and enables Council to very clearly articulate its vision for where and how future growth in the municipality will occur.

### 1.3 What is the purpose and scope of the Housing Strategy?

The purpose of the Housing Strategy is to:

- establish a vision and series of objectives that will direct the future of residential development in Bayside for the next twenty years

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<sup>2</sup> Department of Planning and Community Development, 2012, *Victoria in Future 2012*, Melbourne.

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- examine the current policy framework that influences residential development throughout Victoria and the associated implications for Bayside
- identify the anticipated demographic trends over the next twenty years and identify what implications this will have on demand for housing and infrastructure provision
- identify the future housing requirements of Bayside for the next twenty years
- provide a clear overview and assessment of the current provision of housing in Bayside
- examine community concerns and aspirations
- identify opportunities and constraints to providing future housing growth
- identify a hierarchy of locations where future housing will be directed
- identify appropriate planning mechanisms and other actions required to implement the Strategy
- identify appropriate monitoring and review mechanisms to ensure an adequate supply of housing is provided
- identify further strategic work required to assist in implementing this Strategy
- provide the context for the preparation of amendments to the Bayside Planning Scheme to implement the Strategy.

It is important to recognise this Strategy can only influence development Council has control over; that is residential development that needs a planning permit. Single dwellings on lots greater than 500 square metres generally do not require planning permission and therefore this Strategy cannot influence these developments.

## 1.4 What is the life span of this Strategy?

In accordance with *Clause 11.02-1 – Supply of urban land* of the State Planning Policy Framework (SPPF), Council should plan to accommodate projected population growth over at least a fifteen year period. This Strategy identifies sufficient development opportunities to meet the anticipated population over a twenty period and is therefore consistent with the recommendations of the SPPF.

Council will undertake an annual review of approved residential developments and development completions within Bayside to ensure adequate opportunity exists to accommodate anticipated future population growth. This Strategy will be reviewed when it is identified that Bayside has an anticipated five year supply of residential capacity available.

All residential development is to occur in accordance with the directions contained within this Strategy. Council will not support residential development that is not consistent with the directions contained within this Strategy, or any subsequent review.

## 1.5 What is the role of Council in Housing Development?

Whilst Council's role in planning for housing and residential development is largely directed by the strategic directions contained in the SPPF, it is the Council's responsibility to determine how this will best be implemented at the local level.

# Housing Strategy

Through the Bayside Planning Scheme, Council has the ability to establish strategic direction about where and how housing will be provided within the municipality, taking into account the local trends, conditions and community aspirations, and to provide for this through appropriate policy, zoning and provisions. It is important to recognise that any Council policy must be consistent with State Government policy.

Council also has a critical role to play in understanding the existing and future housing needs of the Bayside community, as well as community aspirations around managing housing development within the municipality.

In addition, Council can also play an advocacy role to State and Federal Government, as well as liaison and coordination with developers and providers of social and specialised housing options.

Whilst Council will not have a direct role as a provider of housing, including social housing, it does have a responsibility under the *Public Health and Wellbeing Act 2008* to protect, improve and promote the health and wellbeing of the Bayside community. The Bayside Health and Wellbeing Plan 2009–2013 provides a framework for strategic actions to promote community wellbeing, including through promoting access to accessible and affordable housing that meets community needs across the lifespan.

## 2.0 Policy Context

This chapter outlines the relevant policy context at both a State and Local Government level relating to the provision of housing and residential development.

### 2.1 State Government

The State Government provides the overarching strategic direction in relation to accommodating future growth within Victoria, specifically through the State Planning Policy Framework (SPPF). The SPPF establishes the strategic direction for how to plan for future residential growth and housing both across the State and within individual municipalities. Bayside's Housing Strategy must be consistent with and help deliver the objectives of the SPPF.

The SPPF also provides strategic direction in relation to the wider range of issues relevant to planning for housing in Bayside, which should also be considered.

The relevant strategic directions contained within the SPPF are summarised below:

#### State Planning Policy Framework

**Clause 11.01-1 – Activity Centre network** – seeks to build up a network of Activity Centres as a focus for high quality development, activity and living for the whole community. A strategy to achieve this is to provide different types of housing, including forms of higher density housing.

**Clause 11.01-2 – Activity Centre planning** – seeks to encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into Activity Centres which provide a variety of land uses and are highly accessible to the community. The relevant strategies to achieve this include giving clear direction on preferred locations for investment; and to encourage a diversity of housing types at higher densities in and around Activity Centres.

**Clause 11.02-1 – Supply of urban land** – seeks to ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses. The relevant strategies to achieve this include:

- ensuring sufficient land is available to meet forecast demand
- planning to accommodate projected population growth over at least a fifteen year period and providing clear direction on locations where growth should occur. Residential land supply is to be considered on a municipal basis, rather than a town-by-town basis
- planning for urban growth should consider:
  - opportunities for the consolidation, redevelopment and intensification of existing urban areas
  - neighbourhood character and landscape considerations
  - the limits of land capability and natural hazards and environmental quality
  - service limitations and the costs of providing infrastructure
  - development trends, land supply and demand for housing and industry.

# Housing Strategy

**Clause 11.04-2 – Activity Centre hierarchy** – seeks to create a network of Activity Centres. The relevant strategy to achieve this is to define the role and function of Activity Centres, preferred uses, scale of development and links to the public transport system based on the hierarchy of Activity Centres (as relevant to Bayside) comprising Principal Activity Centres, Major Activity Centres and Neighbourhood Activity Centres.

## *Principal and Major Activity Centres*

These Activity Centres are to accommodate ongoing investment and change in retail, office, service and residential markets. These centres are to have the potential to grow and support intensive housing developments without conflicting with surrounding land uses.

Principal Activity Centres are to be given priority for investment and the location of significant land uses where catchments overlap.

Major Activity Centres with good transport links are to be encouraged to grow in preference to other centres with poor public transport links serving the same catchment.

## *Neighbourhood Activity Centres*

Neighbourhood Activity Centres are to provide a variety of housing options for different types of households designed to fit the context and enhance the character of the area. They are to provide good and easy access to complementary facilities, opportunities for co-location, the sharing of resources and support for local economic activity.

**Clause 16.01-1 – Housing – Integrated housing** – seeks to promote a housing market that meets community needs. The relevant strategies to achieve this include:

- increasing the supply of housing in existing urban areas by facilitating increased housing yield in appropriate locations, including under-utilised urban land
- ensuring the planning system supports the appropriate quantity, quality and type of housing, including the provision of aged care facilities
- ensuring housing developments are integrated with infrastructure and services, whether they are located in existing suburbs, growth areas or regional towns
- encouraging housing that is both water efficient and energy efficient
- facilitating the delivery of high quality social housing to meet the needs of Victorians.

**Clause 16.01-2 – Housing – Location of residential development** – seeks to locate new housing in or close to Activity Centres and employment corridors and at other strategic redevelopment sites that offer good access to services and transport. The relevant strategies to achieve this include:

- increasing the proportion of housing in metropolitan Melbourne to be developed within the established urban area, particularly Activity Centres, employment corridors and other strategic sites
- encouraging higher density housing development on sites well located in relation to Activity Centres, employment corridors and public transport
- ensuring an adequate supply of redevelopment opportunities within the established urban area to reduce pressure for fringe development

# Housing Strategy

- facilitating residential development that is cost-effective in infrastructure provision and use, energy efficient, incorporates water efficient design principles and encourages public transport used
- identifying opportunities for increased residential densities to help consolidate urban areas.

**Clause 16.01-3 – Housing – Strategic Redevelopment Sites** – seeks to identify strategic redevelopment sites for large residential development in Melbourne. Relevant strategies to achieve this include identifying strategic redevelopment sites that are:

- in or within easy walking distance of Principal or Major Activity Centres
- in or beside Neighbourhood Activity Centres that are served by public transport
- on or abutting tram, train, light rail or bus routes that are part of the Principal Public Transport Network and close to employment corridors ... Principal and Major Activity Centres
- in or near major modal public transport interchanges that are not in Principal or Major Activity Centres
- able to provide ten or more dwelling units, close to Activity Centres and well served by public transport.

**Clause 16.01-4 – Housing diversity** – seeks to provide for a range of housing types to meet increasingly diverse needs. The strategies to achieve this include:

- ensuring housing stock matches changing demand by widening housing choice, particularly in the middle and outer suburbs
- encouraging the development of well-designed medium density housing which:
  - respects neighbourhood character
  - improves housing choice
  - makes better use of existing infrastructure
  - improves energy efficiency of housing
- supporting opportunities for a wide range of income groups to choose housing in well-serviced locations.

**Clause 16.01-5 – Housing affordability** – seeks to deliver more affordable housing closer to jobs, transport and services. The strategies to achieve this include:

- improving housing affordability by:
  - increasing choice in housing type, tenure and cost to meet the needs of households as they move through life cycle changes and to support diverse communities
  - promoting good housing and urban design to minimise negative environmental impacts and keep down costs for residents and the wider community
  - encouraging a significant proportion of new development, including development at Activity Centres and Strategic Redevelopment Sites to be affordable for households on low to moderate incomes.

# Housing Strategy

- increasing the supply of well-located affordable housing by:
  - facilitating a mix of private, affordable and social housing in Activity Centres and Strategic Redevelopment Sites
  - ensuring the redevelopment and renewal of public housing stock better meets community needs.

## Other Relevant SPPF Policies

In planning for future residential development and housing, it is not only the housing policies that need to be considered. The SPPF also contains a range of other policies which are directly relevant to identifying land for future residential development and the wider range of issues within Bayside which need to be considered. These are outlined below:

**Clause 11.02-3 – Structure planning** – seeks to facilitate the orderly development of urban areas. The relevant strategies to achieve this include ensuring effective planning and management of land use and development of an area through the preparation of strategic plans, statutory plans, development and conservation plans, development contribution plans and other relevant plans. In addition, to undertake comprehensive planning for new areas as sustainable communities that offer high quality, frequent and safe local and regional public transport and a range of local activities for living, working and recreation.

**Clause 11.02-4 – Sequencing of development** – seeks to manage the sequence of development in growth areas so that services are available from early in the life of new communities. The relevant strategies to achieve this include defining preferred development sequences in growth areas to better coordinate infrastructure planning and funding. In addition, ensuring that planning for water supply, sewerage and drainage works receive high priority in early planning for new developments and that new developments are required to make financial contribution to the provision of infrastructure. Whilst this primarily relates to Growth Areas, the principles can equally apply to areas identified for growth within existing urban areas.

**Clause 11.03-1 – Open space planning** – seeks to assist with the creation of a diverse and integrated network of public open space commensurate with the needs of the community.

**Clause 12.01-1 – Protection of habitat** – seeks to assist the protection and conservation of biodiversity, including native vegetation and the provision of habitats for native plants and animals.

**Clause 12.04-1 – Landscapes** – seeks to protect landscapes that contribute to character, identity and sustainable environments. A key strategy to achieving this is ensuring sensitive areas such as bays and coastlines are protected and that new development does not detract from their natural beauty.

**Clause 13.01-1 – Coastal inundation and erosion** – seeks to plan for and manage the potential coastal impacts of climate change. The key strategies to achieve this (amongst others) are to plan for possible sea level rise including an increase of 0.2m over the current 1 in 100 year flood levels by 2040 and a possible sea level rise of 0.8 metres by 2100. Consideration must be given to the combined effects of tides, storm surges, coastal processes and local conditions such as topography and geology when assessing risks and coastal impacts associated with climate change. In addition, the risks associated with climate change need to be considered in planning and management decision making.

**Clause 13.02-1 – Environmental risks – Flood plain management** – seeks to assist in the protection of (amongst others):

- life, property and community infrastructure from flood hazard

# Housing Strategy

- the natural carrying capacity of rivers, streams and floodways
- the flood storage function of flood plains and waterways.

Strategies to achieve this include identifying land affected by flooding within the 1:100 year flood event and to avoid intensifying the impacts of flooding through inappropriately located uses and developments. In addition, emergency and community facilities, including residential aged care facilities should be located outside the 1:100 year flood plain, and where possible, at levels above the height of the probable maximum flood.

**Clause 15.01-1 – *Urban design*** – seeks to create urban environments that are safe, functional and provide a good quality environment with a sense of place and cultural identity. The strategies to achieve this include:

- ensuring new development or redevelopment contributes to community and cultural life by improving safety, diversity and choice, the quality of living and working environments, accessibility, inclusiveness and environmental sustainability
- requiring development to respond to its context in terms of urban character, cultural heritage, natural features, surrounding landscape and climate
- encouraging retention of existing vegetation or revegetation as part of subdivision and development proposals.

**Clause 15.02-1 – *Sustainable development – Energy and resource efficiency*** – seeks to encourage land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.

**Clause 15.03-1 – *Heritage – Heritage conservation*** – seeks to ensure the conservation of places of heritage significance. Strategies to achieve this include:

- encouraging appropriate development that respects places with identified heritage values and creates a worthy legacy for future generations
- ensuring an appropriate setting and context for heritage places is maintained and enhanced.

**Clause 16.02-3 – *Residential aged care facilities*** – seeks to facilitate the timely development of residential aged care facilities to meet existing and future needs. The strategies to achieve this include:

- ensuring local housing strategies, precinct structure plans and Activity Centre structure plans provide for residential aged care facilities
- encouraging planning for housing that:
  - delivers an adequate supply of land or redevelopment opportunities for residential aged care facilities
  - enables older people to live in appropriate housing in their local community.

**Clause 16.02-4 – *Design and location of residential aged care facilities*** – seeks to encourage well designed and appropriately located residential aged care facilities. The strategies to achieve this include:

- ensuring residential aged care facilities are located in residential areas, Activity Centres and Strategic Redevelopment Sites, close to services and public transport
- recognising that residential aged care facilities contribute to housing diversity and choice

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- recognising that residential aged care facilities are different to dwellings and will have different built form, including height, scale and mass and should be designed to respond to the site and its context with high urban design and architectural standards
- providing a mix of housing for older people with appropriate access to care and support services.

**Clause 17.01-1 – Economic development – Commercial – Business** – seeks to encourage development which meet the community’s needs for retail, entertainment, office and other commercial services and provides net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities. A strategy to achieve this includes providing new convenience shopping facilities to provide for the needs of the local population in new residential areas and within, or immediately adjacent to, existing commercial centres.

**Clause 18.02-5 – Car parking** – seeks to ensure an adequate supply of car parking is appropriately designed and located. A key strategy to achieve this is to prepare car parking precinct plans for the design and location of local car parking which is to protect the role and function of nearby roads, enable easy and efficient use and movement / delivery of goods, as well as to achieve a high standard of urban design and to protect the amenity of the locality, including the amenity of pedestrians and other road users.

**Clause 19 – Infrastructure** – recognises that planning for development of social and physical infrastructure should enable it to be provided in a way that is efficient, equitable and timely. It also recognises that planning is to recognise social need by providing land for a range of accessible community resources, such as education, cultural and health facilities and community support including mental health, aged care, disability, youth and family service facilities. Growth and redevelopment of settlements should be planned in a manner that allows for the logical and efficient provision and maintenance of infrastructure. It also states that planning authorities are to consider the use of development contributions (levies) in the funding of infrastructure.

**Clause 19.02 – Infrastructure – Community infrastructure** – seeks to assist with the integration of health and education facilities with local and regional communities and increase access to arts, recreation and other cultural facilities. A strategy to achieve this is to facilitate the location of health related facilities, including aged care, disability and community care facilities with consideration given to demographic trends, the existing and future demand requirements and the integration of services into communities.

**Clause 19.03-1 – Development contribution plans** – seeks to facilitate the timely provision of planned infrastructure to communities through the preparation and implementation of development contribution plans.

**Clause 19.03-2 – Water supply, sewerage and drainage** – seeks to plan for the provision of water supply, sewerage and drainage services that efficiently and effectively meet State and community needs and protect the environment.

## 2.2 Local Government

### Local Planning Policy Framework

The Local Planning Policy Framework (LPPF) outlines how Bayside will implement the directions contained within the SPPF at the local level. The LPPF is the articulation of where and how Bayside will meet its future housing and residential requirements.

# Housing Strategy

The recent Bayside Planning Scheme Review (September 2011) identified that the planning scheme provides insufficient strategic direction in relation to housing and residential development and it is the intent of this Strategy to address this issue. Despite this, there is policy direction contained within the LPPF which should be considered. This is outlined below:

**Clause 21.02 – *Bayside key issues and strategic vision – Key issues*** – identifies the following (amongst others) as key issues:

## ***Settlement and housing***

- The need to manage growth associated with population growth and its impacts.
- The need to direct population growth into appropriate locations.
- The provision of housing to meet the changing needs of the community.

## ***Environmental risks***

- The need to manage the impacts of drainage associated with urban consolidation on water quality within Port Phillip Bay.
- The need to manage the flow of water from new or intensified development, which can cause potential for flooding.

## ***Economic development***

- The need to support and strengthen economic development within appropriate locations.
- The need to retain core retail function and appropriate retail mix within Activity Centres despite significant competition from outside centres.

## ***Built form and heritage***

- The need to protect the quality and character of the urban environment.
- The need to provide certainty in relation to the preferred future character for residential areas.
- The need to ensure that development is undertaken in an environmentally sustainable manner.
- The need to protect areas and places of heritage significance.

## ***Infrastructure***

- The provision of infrastructure to meet the needs of the existing and future community.

**Clause 21.03 – *Settlement and housing*** – seeks to accommodate population increases and respond to changing demographic profiles. The relevant strategies to achieve this include:

- ensuring there is a diversity of housing to meet the needs of the community over time.
- supporting the provision of housing to enable people to live in Bayside throughout their lives.
- enhancing the range of accommodation options for older people and the availability of affordable housing.
- directing new medium density housing to Major Activity Centres, residential opportunity areas, particularly those with good access to public transport routes.

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**Clause 21.03-1 – Activity Centres** – seeks to direct new medium density housing to Major Activity Centres, Large Neighbourhood Activity Centres and residential opportunity areas, particularly those with good access to public transport routes as identified. Strategies to achieve this include incorporating a range of suitable accommodation options, including housing for older people, affordable housing and facilitating the renovation and use of shop top dwellings.

## Other Relevant LPPF Policies

As with the SPPF, the LPPF also contains a range of other policies which are directly relevant to identifying land for future residential development and the wider range of issues within Bayside which need to be considered. These are outlined below:

**Clause 21.04-1 – Biodiversity** – seeks to assist in the conservation of biodiversity through retention of native vegetation and protection of habitat. This policy recognises that habitat provided by established trees and gardens on private property may be reduced and fragmented by increased medium density housing.

**Clause 21.05 – Environmental risks – Flooding and stormwater** – identifies that development associated with urban consolidation will increase impacts on drainage and may result in flooding. The objective is to provide a drainage system that (amongst other things) regulates overland flow to prevent flooding. A strategy to achieve this is to restrict site coverage and hard surface area where the drainage capacity is limited and the area is subject to flooding.

**Clause 21.06 – Built environment and heritage – Character and identity** – identifies that Bayside is defined by the character of its residential areas and renowned for its ‘village’ environment with distinct community precincts along the foreshore and based on local shopping centres. It recognises that Bayside is characterised by low density / low rise residential suburbs, which have ample outdoor living space with predominantly tree lined streets, premium real estate and historic homes, much of it in a seaside setting. This policy recognises the character of Bayside’s residential areas are valued by the community and are intended to be retained and enhanced as the preferred character in most areas.

**Clause 21.06-1.1 – Built environment and heritage – Residential areas** – identifies that the community places a high value on residential character and the environment, particularly vegetation. This policy recognises there is a need to provide certainty in relation to the preferred future character for residential areas. It also identifies that development pressures, poorly designed and sited medium density housing and inappropriately designed new single dwellings can erode the preferred character and quality of some residential areas. The policy then directs that development outside residential opportunity areas should not erode the prevailing scale and density of housing. The objectives established include:

- to achieve quality design outcomes which improve the image of land use and development in Bayside and contribute to a sense of place appropriate to Bayside’s character and maintains, strengthens and enhances local character.
- to facilitate quality design outcomes which make a positive contribution to the character of residential areas.
- to provide greater certainty to both residents and developers in relation to the preferred character of residential areas and areas that require special treatment or greater protection.

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The strategies identified to achieve this include:

- protecting and enhancing the quality and local character of the built and natural environment, including leafy streetscapes
- ensuring that development and subdivision of land in residential areas contribute to preferred future neighbourhood character
- ensuring that redevelopment and subdivision outside residential opportunity areas does not significantly erode the prevailing scale and density of housing
- ensuring that new medium density housing is designed to be site responsive and respectful of its surroundings
- ensuring that development and subdivision responds to neighbourhood character.

**Clause 21.06-1.2 – Built environment and heritage – Activity Centres** – seeks to ensure that Activity Centres are well designed and in keeping with neighbourhood character. The strategies to achieve this include:

- enhancing the ‘village’ focus of Activity Centres
- ensuring development is in accordance with design guidelines for each Activity Centre
- ensuring the interface between Activity Centres and adjacent residential areas is appropriate in terms of built form and amenity.

**Clause 21.06-1.3 – Built environment and heritage – Heritage** – states a number of buildings identified in heritage studies have been demolished and there is increasing concern that the City’s heritage is under serious threat. This Clause seeks to protect and enhance the City’s buildings, trees and structures of cultural significance for present and future generations.

**Clause 21.06-1.4 – Coastal Design** – recognises that much of the character and appeal of Bayside is attributed to the foreshore and the coastal landscape and scenery (amongst other things). It also recognises that inappropriate development and overshadowing can have an adverse impact on the character and landscape values of the coast. This policy seeks to manage development along the coast in order to strengthen and reinforce the role of the coastal strip as a scenic boulevard.

**Clause 21.06-2 – Built environment and heritage – Sustainability** – recognises that environmental sustainability in relation to development and natural resource management benefits current and future generations. The policy seeks to achieve quality design which incorporates energy efficiency and environmental sustainability principles.

**Clause 21.07-1 – Economic development – Activity Centres** – identifies the ‘village feel’ and variety of goods and services in strip shopping centres is a strength of commercial activity in Bayside and that it is important to maintain core retail functions and an appropriate retail mix. This clause also identifies that the role and viability of Activity Centres will be strengthened by residential development. This policy seeks to promote sustainable development of shopping centres within a regional context. The relevant strategies to achieve this include retaining the core area in Major Activity Centres and Large Neighbourhood Activity Centres.

**Clause 21.08 – Open space** – recognises that changes in age structure of Bayside residents will influence the demand for different types of open space and recreational facilities and that scarce resources require a change in emphasis from quantity to quality open space in appropriate locations with improved linkages. This policy seeks to ensure open space facilities reflect the needs and desires of the current and future Bayside community.

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**Clause 21.09-1 – *Integrated transport*** – recognises the northern and central areas of Bayside are generally better serviced than the southern parts of the municipality and that increased public transport usage provides significant environmental, social and economic benefits. The policy seeks to ensure that development addresses integrated traffic management in order to reduce the reliance on the car, therefore reducing carbon emissions / air pollution and improving energy efficiency.

**Clause 21.09-1 – *Car parking and loading*** – seeks to provide adequate car parking facilities in and around shopping centres, employment areas and in appropriate locations along the coast.

**Clause 21.10 – *Infrastructure*** – identifies that Bayside has a range of physical infrastructure including drains, roads, footpaths and open space areas, much of which is reaching the end of its useable life and requires updating and replacing. This Clause recognises that urban consolidation is increasing pressure on infrastructure as it is used by a growing number of residents and visitors and the cost of replacing and improving infrastructure needs to be shared between existing ratepayers and residents and the future beneficiaries of the assets, particularly assets that require updating to accommodate new development.

**Clause 21.10-1 – *Community and educational facilities*** – seeks to provide high quality public and private community facilities and services based on the needs and expectations of all age groups, including those with limited mobility and special needs. The strategies to achieve this include improving the quality and distribution of community services; as well as ensuring they are conveniently located and are designed taking local character into consideration.

## Council's Policy position in relation to social and affordable housing

In relation to social and affordable housing in Bayside, Council will adopt the following principles:

- affordable housing for low and middle income earners contributes to a diverse and sustainable community in Bayside
- there should be an adequate supply of social housing dwellings in Bayside, and
- the projected increase in housing to accommodate population growth should include a range of affordable options that meet community needs.

In support of these principles Council will:

- advocate to the State Government for the redevelopment of current public housing stock in Bayside to ensure community needs are met, including consideration of:
  - accessibility and adaptability of housing
  - Ecologically Sustainable Design
  - provision of support services for residents and active place management
  - reducing concentrations of disadvantage through introducing a mix of social and market-based housing
- develop relationships with Community Housing Associations to advocate for and encourage development of appropriate social housing in Bayside
- monitor research into developments in affordable housing including 'intermediate' products such as shared equity schemes and where appropriate, promote their use in Bayside
- encourage developers of major residential sites to include a proportion of affordable housing options, including through partnerships with Community Housing Associations
- consider, where appropriate, placing conditions on the sale or transfer of any Council land for residential purposes to ensure that the principles in this policy are met; and

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- work with the community, government and developers through research, advocacy and information provision.

## 2.3 Other Government Policy Initiatives

### Melbourne 2030 – Planning for Sustainable Growth, 2002

*Melbourne 2030* was developed as the previous State Government's thirty-year plan to manage growth and change across metropolitan Melbourne and the surrounding region. A key direction of *Melbourne 2030* is 'A More Compact City' which encourages concentration of new development, including housing, into Activity Centres to reduce the need to travel for employment and daily needs and to provide more opportunities for people to use public transport.

The current State Government has withdrawn its support for *Melbourne 2030* and is currently preparing a new Melbourne Metropolitan Strategy. At this stage it is not clear what direction this Strategy will take. Despite this, the directions contained within *Melbourne 2030* are incorporated within the SPPF and still remain planning policy for Melbourne.

### Planning for all of Melbourne, 2008

*Planning for all of Melbourne* sets out the former State Government's response to the *Audit of Melbourne 2030* and actions that were to be taken to ensure the successful delivery of *Melbourne 2030*. It commits the State Government to a number of actions including:

- developing clear requirements for the amount and diversity of housing needed in each municipality, taking into account the capacity of each area to accommodate growth and the protection of neighbourhood amenity and the character of streets
- implementing new residential zones, with extensive community engagement, to increase certainty for communities and developers about the location of future housing.

### Melbourne 2030: a planning update – Melbourne @ 5 million, 2008

Following an audit of *Melbourne 2030*, the State Government released *Melbourne @ 5 million* which reaffirmed the need for Melbourne to be a more compact city. To manage growth and preserve liveability, more intense housing development will be focused in and around Activity Centres, along tram and orbital bus routes on the Principal Public Transport Network, in areas close to train stations and on large redevelopment sites. Designated heritage buildings and precincts will continue to be protected and high standards of urban design will be expected.

### Amendment VC75

Following the election of the current State Government, the Minister for Planning amended Clause 16 of the SPPF by removing *Melbourne @ 5 Million* policies relating to intensive housing development along public transport corridors and around train stations.

The amendment reflects the State Government's position to give protection to established residential neighbourhoods that are located outside areas designated for intensification. The Amendment helps facilitate the Government's urban renewal policy for Melbourne, which is to direct large-scale urban renewal to specifically identified sites.

### Changing approaches to social and affordable housing

The Australian and Victorian Governments have been shifting emphasis away from traditional large-scale public housing estates towards social housing owned and managed by not-for-profit community

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housing associations. New or upgraded social housing is being intermixed, where possible, with private market-based housing.

Research in Australia and overseas suggests that the concentration of people who experience multiple economic and social disadvantages in large public housing estates can have a detrimental impact on residents, including attracting a social stigma. The two main alternatives, first of sprinkling social housing throughout communities (sometimes referred to as a 'salt and pepper' approach), and second of redeveloping major housing estates with a mixture of social housing and private market-based housing are both favoured as ways to improve community outcomes.

New policies and programs have also been developed aimed at providing greater opportunities for low and middle income households through 'intermediate housing' solutions that fall part way on the spectrum between 'social' housing and 'market' housing. The current National Rental Affordability Scheme provides financial incentives for developers to construct new housing stock that will be available for rental at 80 per cent of market levels for a ten-year time span. This is sometimes referred to as 'key worker housing' as it can provide housing for lower paid service industry employees close to the location of transport and jobs. Other schemes currently under examination or being trialled include shared equity products in which owners purchase a portion of the total value of a home, with the remainder held by an equity partner.

The *Victorian Integrated Housing Strategy 2010* identifies strategic directions for the State Government to work in partnership with the Commonwealth and Local Governments. The relevant aims of this Strategy are:

- a greater supply of affordable rental housing and more security and stronger rights for renters whether they live in a house, unit, apartment, rooming house, retirement village or caravan
- an increase in the supply and quality of social housing and an expanded role for housing associations in providing social housing
- a significant reduction in homelessness
- more housing options and greater support for vulnerable Victorians in social housing, including people with a disability or mental illness and Indigenous Victorians.

## 2.4 Policy Framework Implications

The strategic directions outlined above all need to be taken into consideration in developing this Strategy, not just those that relate to housing. It is important to recognise that whilst many of the policy directions within the SPPF appear to serve different purposes and may appear contradictory, as do many within the LPPF; this Strategy needs to achieve a balance between competing objectives. It is important to recognise however, that the LPPF is subservient to and must be consistent with the SPPF.

The recommendations contained within this Strategy are consistent with this framework and conformity will be demonstrated later in this report.

# 3.0 Housing Strategy Consultation

Over the last four years, Council has undertaken extensive consultation with the community in relation to the future planning of the municipality, much of which is relevant to the preparation of the Housing Strategy and needs to be considered in formulating recommendations. The consultation programs undertaken and the outcomes are summarised below.

## 3.1 Bayside 2020 Community Plan

The Bayside 2020 Community Plan recognises that local governments are facing the immense challenge of creating sustainable cities for the future. Urban development demands and associated transport issues are challenges that must be addressed. Cities also need to be inclusive, healthy environments rich in economic as well as social capital, and be open, accessible and safe. Creating sustainable cities for the future requires a strategic and planned approach. Councils around Australia are using Community Planning at a municipal and neighbourhood level to actively engage their communities in developing responses to these challenges and creating cities for the future.

Community Planning is an elective process; it is not a statutory requirement and demonstrates Council's commitment to working with the community to address the issues that face the municipality.

The preparation of the Bayside 2020 Community Plan involved an extensive consultation process. A Steering Group, including twelve community members reflecting a broad cross-section of the community, along with the Mayor and two Councillors was formed to guide the development of the plan. The community engagement process used a wide range of facilitation tools and techniques to enable community input based on the 'Appreciative Inquiry' approach. This approach focuses on identifying and building on both individual and community strengths and capacity, maintaining a positive focus, allowing the community to be heard and issues to emerge. The process was ambitious and every effort was made to consult with all key stakeholders. Over 1,140 people from Bayside participated in surveys, forums, interviews or focus groups.

The Bayside 2020 Community Plan expresses a vision based on six key priority areas for Bayside for the next ten years. Based on an extensive and ongoing community engagement process, it sits at the heart of Bayside's planning framework, providing an essential reference for all Council plans, policies and strategies. The key visions most relevant to the preparation of this Housing Strategy are outlined below:

### Planning infrastructure and transport

**Living plan** – the Bayside community expressed a strong commitment to environmental sustainability. The key is to build mindfully now so as to leave a lighter footprint on the future. Building that fits in with current housing and is environmentally sustainable is vital. Council needs to take on a strong role in advocacy and facilitation.

**Retaining amenity** – residents value Bayside's streetscapes, trees, built form and the unique character of the shopping strips and heritage buildings. Residents would like to see Bayside continue to be a wonderful place to live where people have quiet enjoyment without traffic and parking problems. Approaches to planning need to be mindful of these community expectations. In striving towards the goal of exceptional livability, Council should not become too focused on maintaining the status quo and risk not being future focused.

**Managing diversity** – the community recognises population growth is inevitable; however they don't want to feel crowded in. The Bayside community is not opposed to development, but is opposed to high-rise or insensitive development. The community believes the focus should be on good development within Activity Centres which should not encroach into the surrounding residential areas. The community believes that development should be carefully managed to ensure that it has air, light and space.

# Housing Strategy

**Inclusive development** – the community recognises the ageing population want to remain living in the area and that people of all abilities need to be appropriately catered for. Buildings and infrastructure need to be accessible for everyone, particularly older people and people with disabilities.

**Improving advocacy** – the community is concerned that too often other levels of government play a heavy hand, overruling Council's development decisions or making decisions that affect the municipality without talking to residents and Council first. The community want more effective advocacy between Council and other levels of government on matters that affect Bayside.

## Our environment

**Environmental leadership** – the community recognise the world is a highly consumerist society, but want Bayside to develop as a very environmentally friendly, green city creating a healthy environment in which to live. Bayside's goal is to be a leader in environmental sustainability and proactive in achieving this goal.

**Best Practice** – the community want Bayside to adopt a 'best practice' approach to managing the impacts associated with growth on the environment.

**Climate change** – the community recognise that whilst there are limits to what a community can do about climate change, everyone can make changes that contribute to sustainability.

**Encouraging environmental sustainability** – the community believe that new development should endeavour to meet the highest levels of environmentally friendly ratings possible. The community states they do not want an increased development footprint, but would rather encourage sympathetic or sensitive green development.

## Community connection

**Living plan** – the community believe the plan needs to be a dynamic blueprint that is continually updated to reflect an ongoing community dialogue. It needs to be explicitly linked to Council's planning framework, systems and processes that allow the Plan to be monitored and evaluated against key criteria.

**Addressing disadvantage** – there remain distinct pockets of disadvantage in Bayside. It is important that services and support for disadvantaged people and areas in Bayside continue to be developed and enhanced.

**Creating causes** – common goals and causes create community connections. Bayside residents believe 'livability' is a key issue. Livability can include issues such as climate change, ageing, support for the disadvantaged, providing resources for families and young people and protecting the heritage and amenities.

## Life stage issues

**Youth connections** – Bayside is a community with many motivated younger people who are articulate and realistic about how they would like to see their community develop in the future. Many care about environmental issues, over-development and maintaining the community atmosphere they love. Being valued and respected is important for young people in order to feel connected and engaged in their community and they need a sense of ownership for the community they are part of.

**Family connections** – Bayside values its family friendly community values but recognise there is also loneliness and isolation among some residents.

**Ageing well** – with the ageing of the Bayside population, some older people will need support and services. Bayside can be a leader in offering support for people at all life stages. Bayside should become an 'Age Friendly City'.

# Housing Strategy

## Local economy

**Village life** – the community believe that by continuing to enhance and promote local villages and shopping centres, there is a wonderful opportunity for these centres to become more vibrant, active and dynamic.

The Bayside 2020 Community Plan demonstrates that the Bayside community has a clear view about the issues which face Bayside and how they would like these to be addressed. As the Community Plan will form the centrepiece for Bayside's strategy and policy framework, the directions contained within the Community Plan have been used to provide direction for the preparation of the Housing Strategy.

## 3.2 Bayside: Our City's Future

Between 28 February and 20 March 2011, Council undertook an extensive community engagement program. The aim of the program was to discuss the broader theme of change and how Bayside should manage change. The program recognised that like the rest of Melbourne, Bayside is changing and Council has a choice; it can either proactively manage change in accordance with State Government policies, or it can remain silent and allow change to occur with little consideration for local circumstances.

The engagement process focused on seven key 'themes', based on strategic work Council was either in the process of developing or would be developing soon. These themes were:

- Activity Centres
- housing
- employment
- environment
- transport
- open space
- the Bayside Planning Scheme.

The engagement program aimed to tie together the seven issues in a coherent manner, drawing the connections between the issues and possible management and development in Bayside, rather than consult in a 'piecemeal' topic by topic way. The issues were presented in a simple, but inviting and accessible way to ensure maximum participation by the community.

Forming part of the engagement program was a series of events that enabled the public to engage with Council's planning professionals as well as other planning experts. These activities provided a variety of experiences, formal and informal, to facilitate the community's understanding of the strategic choices being considered by Council. These events were held at various locations across Bayside and were delivered in a number of different formats.

## 3.3 Draft Bayside Housing Strategy

The Draft Housing Strategy was exhibited as part of the Bayside: Our City's Future engagement program. It outlined the key issues associated with housing and residential development and established a vision and series of objectives for managing housing and residential development within Bayside.

# Housing Strategy

It presented nine housing growth scenarios for managing growth and sought community feedback about which scenario was considered most appropriate. These scenarios ranged from focusing development within Activity Centres spread throughout the municipality, maintaining the status quo, to focusing development along the Principal Public Transport Network, and combinations thereof.

To implement the growth strategy and create planning certainty for the Bayside community, it also identified a series of 'Change Designations' to define where and what level of change is expected in different areas of Bayside. The submissions clearly indicated the preferred response to managing growth is to focus development in the Principal, Major and Neighbourhood Activity Centres with limited development throughout the rest of the municipality. The key themes raised through consultation are outlined below:

- the need to maintain the 'village' feel
- the need to emphasise the importance of good urban design
- the need for an emphasis on sustainable design
- the need to protect open space and vegetation, even within identified growth areas
- the importance of retaining character
- the need to ensure the maintenance and creation of a sense of community throughout the municipality
- the need to ensure a co-ordinated and timely approach to the provision of infrastructure
- that developers and State Government contribute to the provision of infrastructure
- the need to provide a greater diversity of housing choices
- shopping centres need to retain commercial diversity in order to remain viable
- development within identified growth areas should incorporate elements of open space and vegetation
- excessive dwelling size is impacting on neighbourhood character and vegetation retention and there is a need for greater control on the development of lots over 500 square metres
- the need to provide a range of aged and disability residential care options
- the need to be mindful of climate change and the impacts of increasing sea level rises
- the need to advocate for adequate affordable and social housing to meet the needs of the community
- the fundamental question about how uncontrolled population growth is sustainable at all.

Following this consultation, the Housing Strategy was revised taking these themes raised during consultation into consideration and providing further detail about how they would be addressed. At the same time, the State Government announced it was assessing the feasibility of constructing a train station at Southland which would have significant implications on the recommendations of the Housing Strategy. Accordingly, the Housing Strategy was revised taking this into consideration.

Once completed, the Housing Strategy was again placed on exhibition and a series of community meetings were held outlining the detailed recommendations and seeking community feedback. Through this process, the following key issues were raised:

- shoptop housing will lead to carparking problems which will need to be addressed
- flooding issues associated with underground carparking need to be addressed

# Housing Strategy

- areas within the Special Building Overlay should be extended to reflect the revised Melbourne Water flood levels
- Key Focus Residential Growth Areas should be extended to take into account approved developments
- how will VCAT approach the recommendations contained in the strategy?
- there is a need for clearer definitions of what constitutes low, medium, high and higher density residential development
- there is need to ensure the expected level of development outside MACs is clear and is respected
- what level of density is appropriate for strategic development sites?
- need to define how the transition will occur within the Housing Growth Areas and what it will look like
- there should be no discretion for developers to seek exemptions from parking requirements
- what happens if the golf courses are ever developed for residential purposes
- what role will the Bayside Business Employment Area play in meeting future housing needs
- whether the Strategy goes far enough in recognising and protecting native vegetation in Beaumaris and Black Rock
- whether the Housing Strategy plans far enough into the future
- identifies the need for a transport interchange at Southland
- whether the proposed variation to ResCode Standard B28 goes far enough
- Council could encourage welfare agencies to provide social housing and assist by identifying suitable sites

The community comments raised as part of the Bayside 2020 Community Plan, Bayside: Our City's Future and in response to the first and second Draft Housing Strategies has formed the basis of the community input into formulating the recommendations of the Housing Strategy.

The challenge for the Housing Strategy is how Council balances addressing community concerns and expectations, with the requirement to provide additional housing in accordance with the SPPF. Whilst it is a challenge, Council is confident that it can meet its housing projections without having to compromise those values which Bayside residents hold so dear. The intent of the Housing Strategy is to demonstrate how this can be achieved.

# 4.0 Current and Future Housing Needs

In developing a Housing Strategy, it is essential to understand both the current and emerging needs of the community. To achieve this it is necessary to examine the existing and future demographic structure of the Bayside community. At the same time, it is also necessary to examine the existing housing stock to determine whether it meets the current and future community requirements.

This section of the Strategy will examine both the current and future demographic structure, as well as housing demand and supply and identify potential future requirements.

## 4.1 Population Growth

### Current population

The 'current' population of Bayside is measured using the latest available estimated resident population statistic, calculated by the Australian Bureau of Statistics. As at 30 June 2011, the estimated resident population of the City of Bayside was 96,101 persons.

### Future Population

Population forecasts are produced by a range of organisations, including the Department of Planning and Community Development (DPCD), who produce the *Victoria in Future* (VIF) estimates, the Australian Bureau of Statistics (ABS) and private consultancy firms. The Department of Planning and Community Development published its *Victoria in Future 2012* population projections in April 2012. The first release of this dataset provides projections from the year 2011 to 2031, in five-year increments only.

The *VIF 2012* figures have been used as the basis for forecasting future population growth, household size and housing demand within this Strategy. In addition, Council also uses data from an alternative model (Forecast.id) for detailed planning work as it has a number of advantages compared with the *VIF 2012* figures, which include:

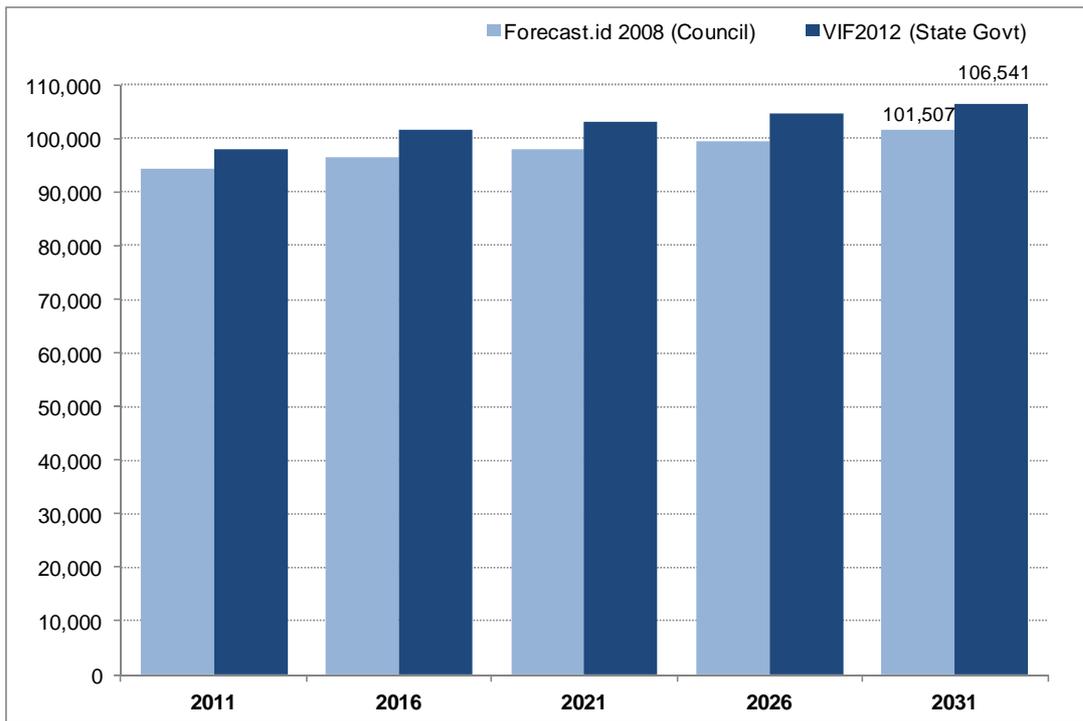
- forecasts are produced for smaller geographic areas (all nine suburbs in Bayside)
- more detailed building activity and statutory planning data are incorporated into the assumptions
- a household propensity model is also used to forecast detailed age groups of persons living in those households.

Council has relied on the Forecast.id model to provide more detailed analysis of suburb-based population trends. The Forecast.id figures are based upon assumptions prepared in 2008 and this forecast is currently being reviewed.

Figure 1 illustrates the anticipated population growth in Bayside based on both the VIF 2012 model and the Forecast.id 2008 model. The *VIF 2012* model forecasts the Bayside population will increase slowly over the twenty year period from 2011–2031, from 97,852 people in 2011 to 106,541 people in 2031, reflecting an increase of 8,689 persons. The alternative model (Forecast.id 2008), also used by Council, forecasts the population of Bayside in 2031 will be 101,507.

# Housing Strategy

**Figure 1: Forecast population in the City of Bayside (two forecast models) – 2011 to 2031**



**Sources:** Department of Planning and Community Development, 2012, *Victoria in Future 2012*; i.d. consulting, *City of Bayside Population Forecasts*, 2008.

NB: Council's Forecast.id figures are based upon assumptions prepared in 2008, and this forecast is currently being reviewed.

## 4.2 Age Profile

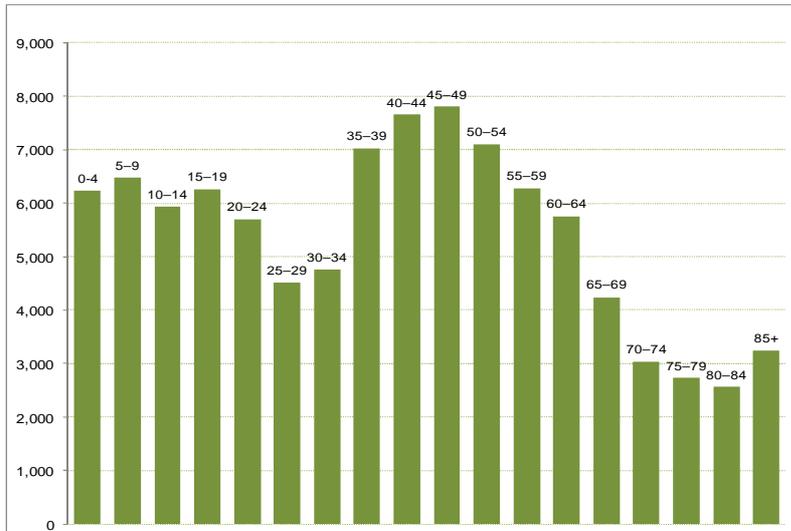
### Current Age Profile

The Australian Bureau of Statistics publishes an age distribution of the estimated resident population, in August of each year. The latest available age data is the estimated resident population as at 30 June 2010. This age profile of Bayside residents is illustrated in Figure 2 and shows large populations of school-aged children and adults aged 35–59 years. The largest age groups in the Bayside population are the 45–49, 40–44, 50–54 and 35–39 year olds.

In 2010 the median (average) age of Bayside residents was 41 years, considerably higher than the metropolitan Melbourne average of 36 years.

# Housing Strategy

**Figure 2: Age groups (five year cohorts), City of Bayside, 2010**



Source: Australian Bureau of Statistics, Cat. No. 3235.0, 2011

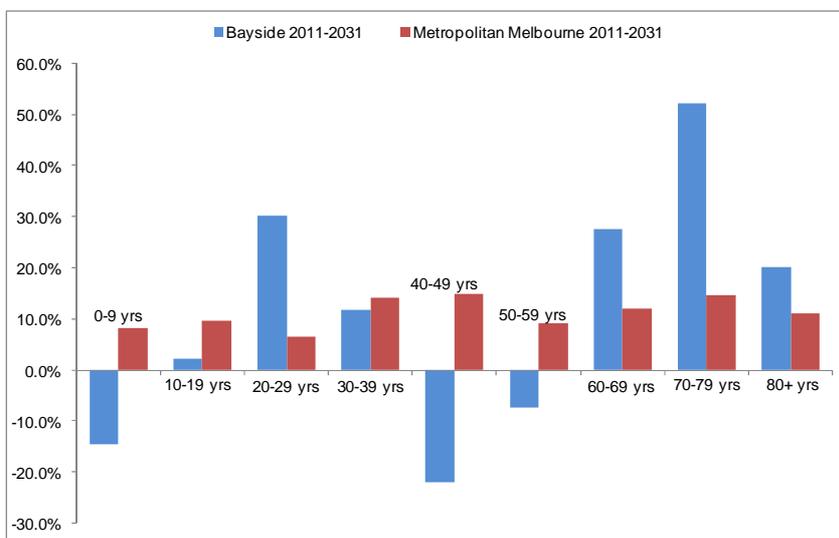
## Future Age Profile

By 2031, Australia’s ‘baby boomer’ generation will be aged 70–85 years. As a result, the number of older adults aged in their 70s and 80s in Bayside will increase substantially.

It is important to compare the forecast change in the population age structure with that of the metropolitan average in order to determine any particular local trends that may need to be addressed. The DPCD has forecast that for metropolitan Melbourne there will be growth across all age groups. Much of the forecast growth will be in adults aged in their 30s, 40s and 70s.

For the Bayside municipality however, the DPCD forecast shows a net loss of adults in their 40s and 50s and large increases of older adults in their 60s, 70s and 80s, as illustrated in Figure 3. This will have an influence on the type of housing required.

**Figure 3: Forecast percentage change of age groups (ten year cohorts), City of Bayside and metropolitan Melbourne, 2011 to 2031**



Source: Department of Planning and Community Development, 2012, *Victoria in Future 2012*

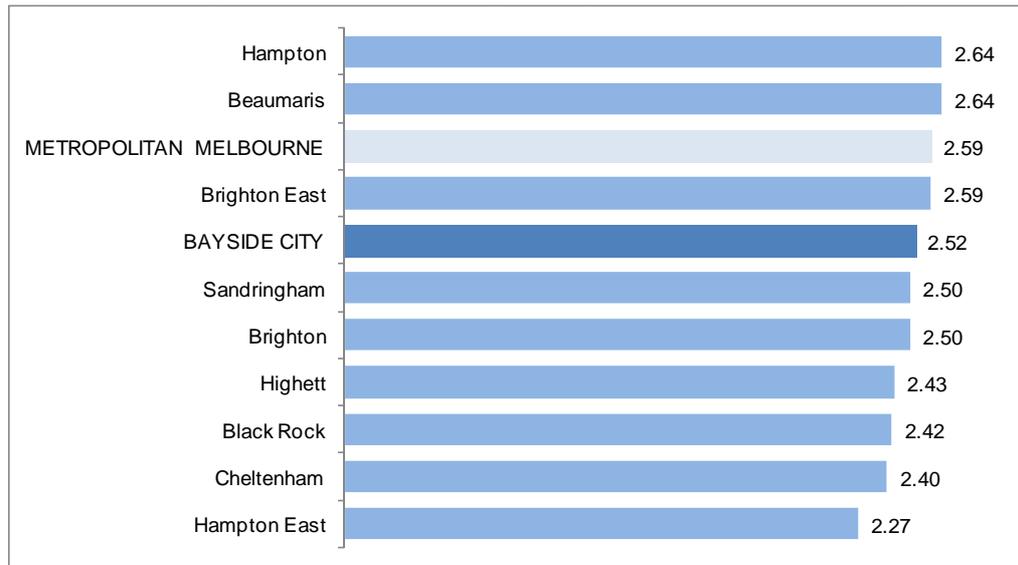
# Housing Strategy

## 4.3 Household Size

### Current Household Size

The 2006 Census data indicates that in Bayside the average household size was 2.52 persons, which is lower than the metropolitan Melbourne average of 2.59 persons. The suburbs of Hampton and Beaumaris had the largest households at 2.64 (in terms of average household size) whilst the suburbs of Cheltenham and Hampton East had the smallest households. This is illustrated below in Figure 4.

**Figure 4: Average household size, City of Bayside suburbs and metropolitan Melbourne, 2006**



**Source:** i.d consulting, City of Bayside Community Profile, 2007

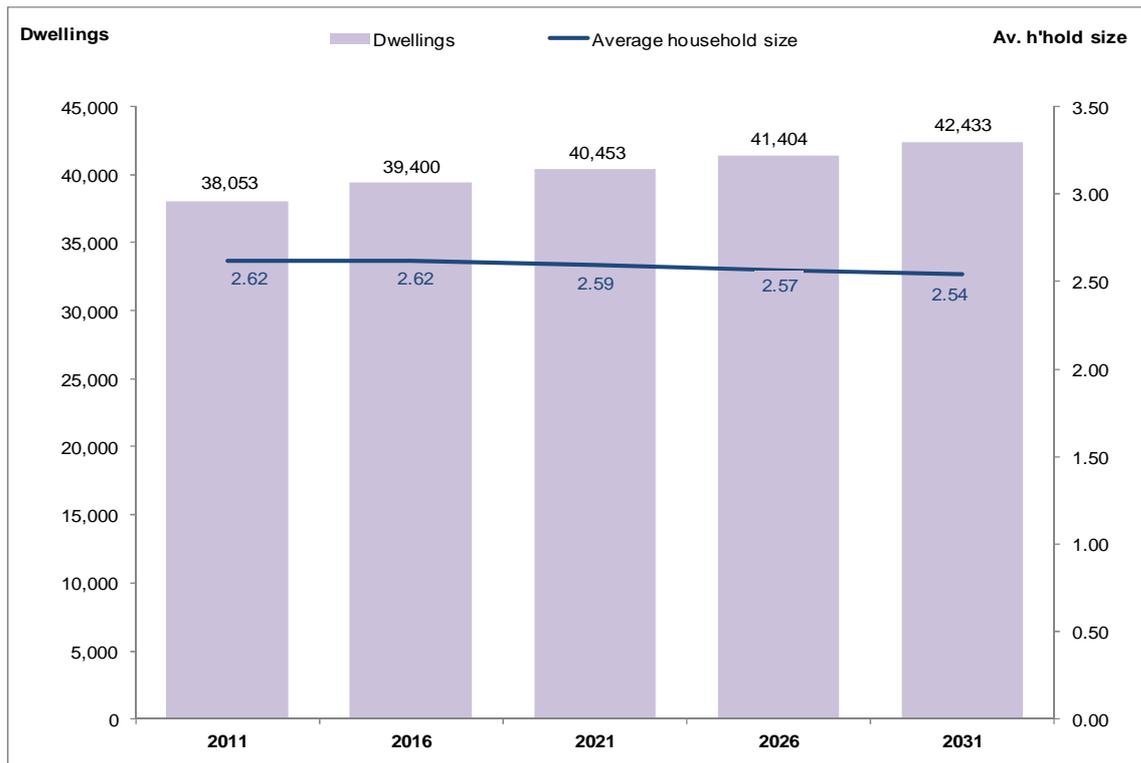
### Future Household Size

The population forecast for Bayside estimates that whilst the number of households will increase, the average household size will slowly decline due to the growth in lone person households and couple-only households. There is however, an increasing tendency for adult children to remain living at home whilst studying or working, which may halt or slow this predicted decrease in average household size.

The comparison of the forecast average household size and the forecast number of dwellings is shown in Figure 5 below.

# Housing Strategy

**Figure 5: Forecast total dwellings and average household size, City of Bayside, 2011 to 2031**



**Source:** Department of Planning and Community Development, 2012, *Victoria in Future 2012*

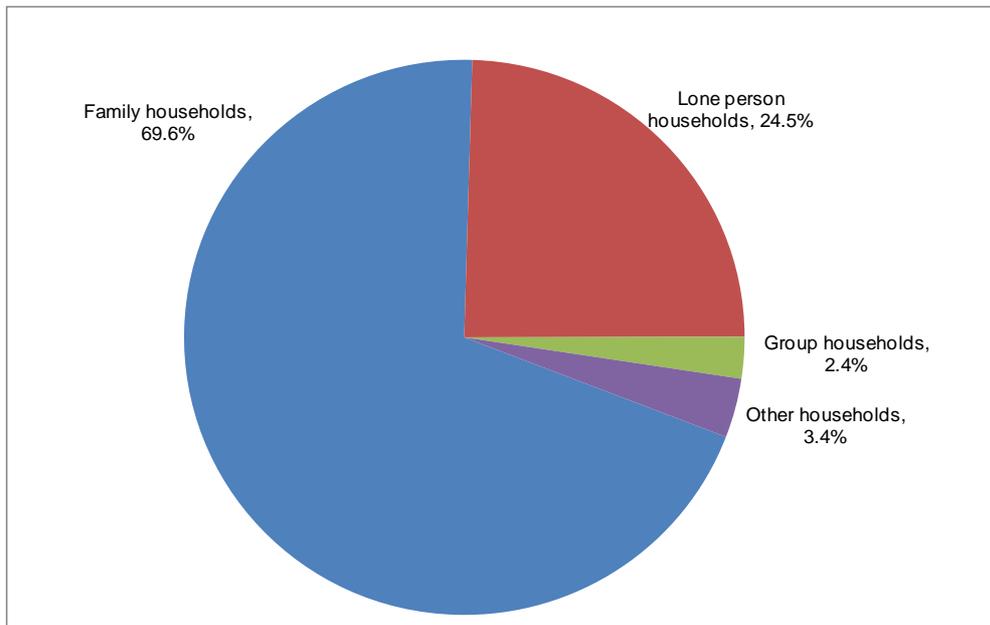
## 4.4 Household Types

### Current Household Types

In 2006, there were 33,315 households in Bayside - of these, the largest proportion were family households (69.6 per cent) which included couples without children (both younger and older couples), couples with children, one parent families and other family groupings such as two siblings living together. This was followed by lone person households (24.5 per cent) and then group households. The current household type structure is indicated in Figure 6.

# Housing Strategy

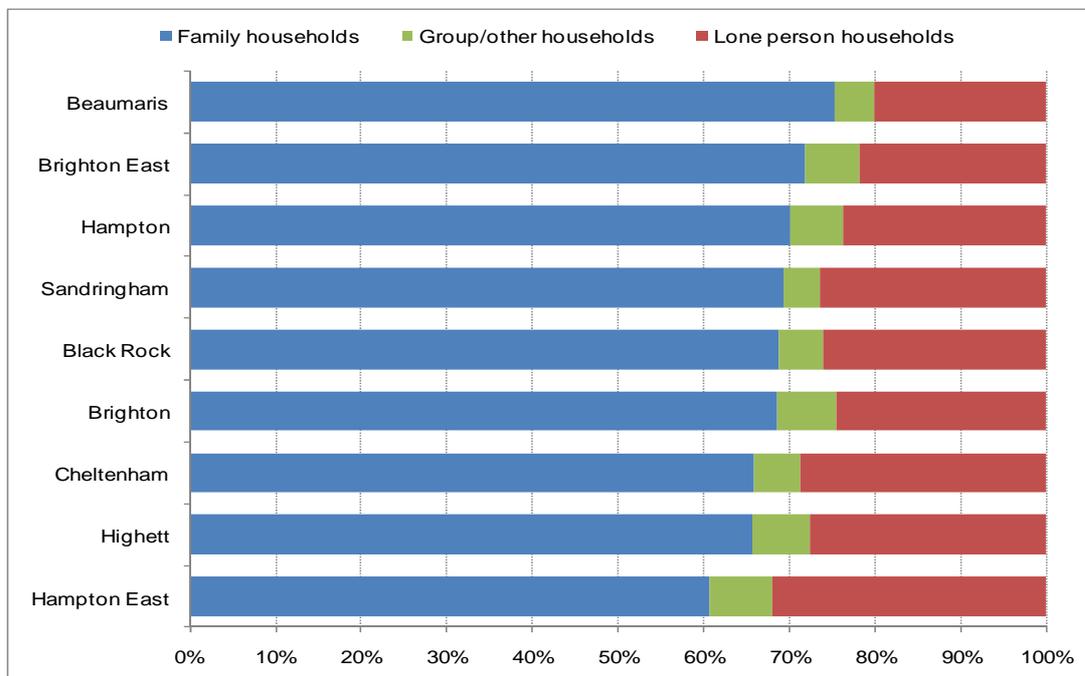
**Figure 6: Household types, City of Bayside, 2006**



Source: i.d. consulting, *City of Bayside Community Profile, 2007*

The distribution of these households by suburbs is illustrated in Figure 7 below.

**Figure 7: Household types by suburb, 2006**



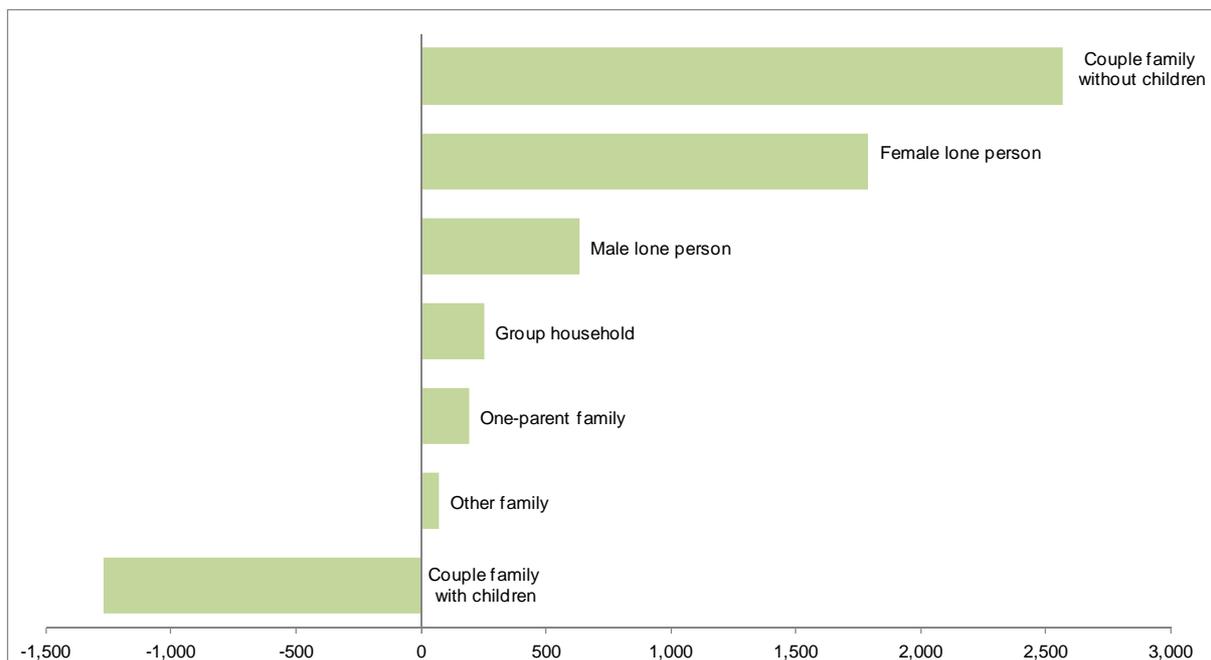
Source: i.d. consulting, *City of Bayside Community Profile, 2007*

# Housing Strategy

## Future Households Types

*Victoria in Future 2012* forecasts that by 2031 the majority of the additional Bayside households will be couple families without children and lone person households. The population forecast for Bayside estimates that whilst the number of households will increase, the average household size will slowly decline due to the growth in lone person households and couple only households. As discussed previously, there is an increasing tendency for adult children to remain living at home whilst studying or working, which may halt or slow this predicted decrease in average household size. It will be important to monitor this trend. Figure 8 below shows the types of households gained across the City of Bayside by the year 2031.

**Figure 8: Forecast change in household types, City of Bayside, 2011 to 2031**



**Source:** Department of Planning and Community Development, 2012, *Victoria in Future 2012*

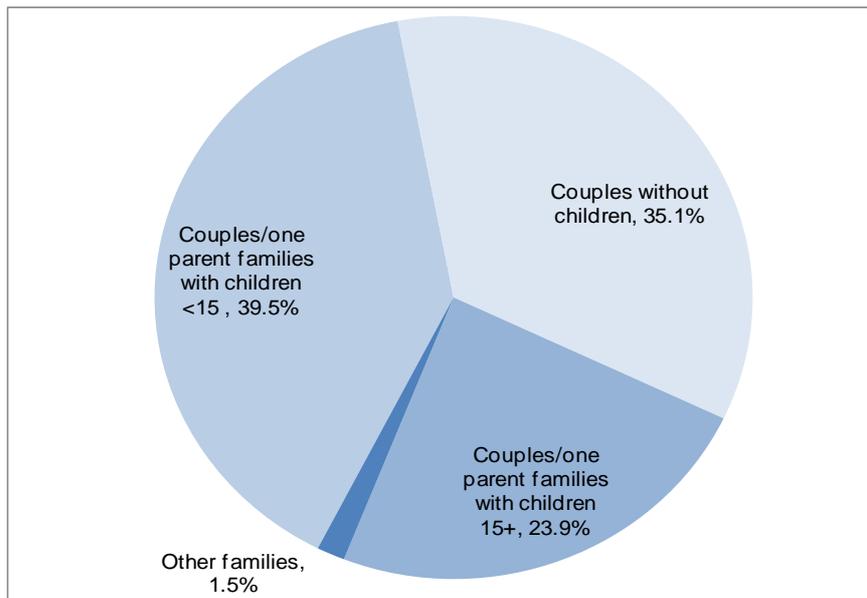
## 4.5 Family Types

### Current Family Types and Distribution

It has been determined that nearly 70 per cent of all dwellings are inhabited by family households which include couples without children (both younger and older couples), couples with children, one parent families and other family groupings such as two siblings living together. It is also important to consider family structure and what impact this is likely to have on future housing needs.

# Housing Strategy

**Figure 9: Family types in Bayside, 2006**

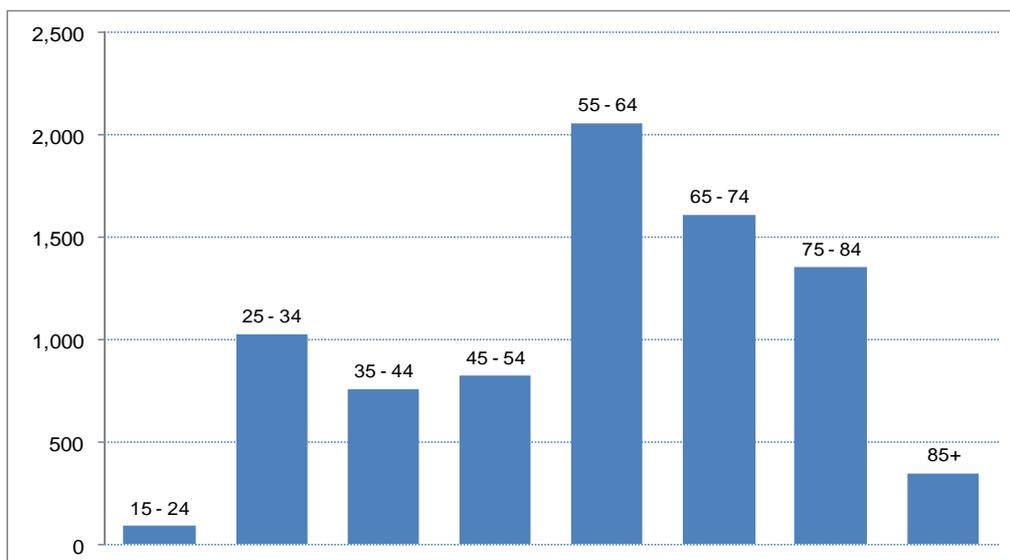


**Source:** i.d. consulting, *City of Bayside Community Profile, 2007*

This figure indicates that in Bayside in 2006, 39.5 per cent of all families were couples or single parents with children aged less than 15 years and an additional 23.9 per cent were couples or single parents with children aged 15 years and over. Couples without children comprised 35.1 per cent of all Bayside families. This Bayside family profile is similar to the family profile of metropolitan Melbourne.

Couples without children in Bayside were generally older adults or elderly adults; two-thirds of this population group were aged 55 years and over as shown below in Figure 10. The age profile of couples without children is different to that of metropolitan Melbourne, with a much smaller percentage of young couples (without children) in Bayside.

**Figure 10: Age groups (ten year cohorts) of couples without children, City of Bayside, 2006**

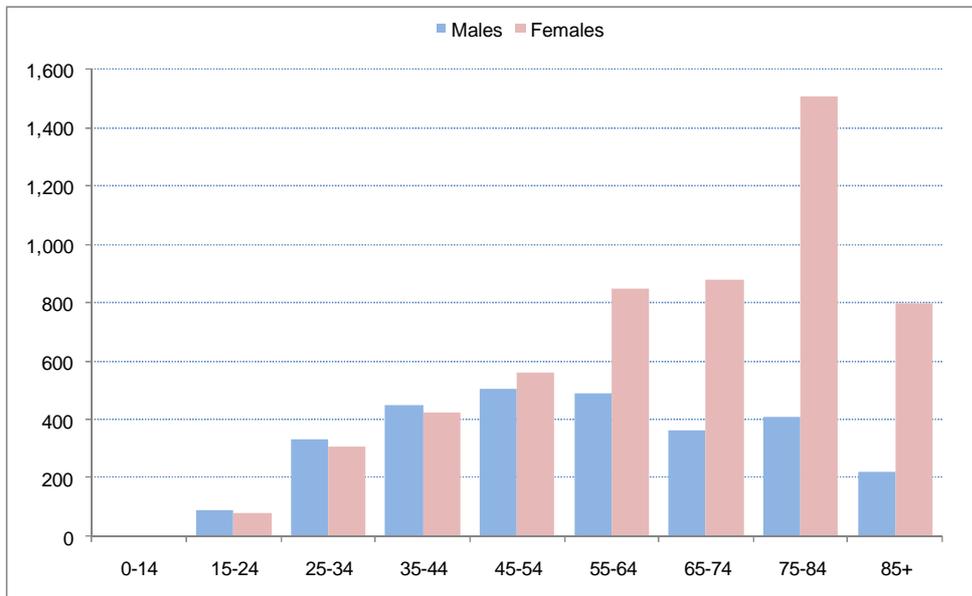


**Source:** Australian Bureau of Statistics, Customised Report, 2010

# Housing Strategy

There were 8,161 lone person households in 2006, representing a quarter of all Bayside households. Looking at these 8,161 households, two-thirds had female occupants, with increasingly larger numbers of women living alone as they age. Of all lone persons aged 65 years and over, 76 per cent of these were female. The age / sex structure of lone person households is shown in Figure 11 below.

**Figure 11: Age / sex structure (ten year cohorts) of lone person households, City of Bayside, 2006**



Source: Australian Bureau of Statistics, Cat. No. 2004.0, 2007

## Future Households Type Distribution

Whilst Bayside will still remain a predominantly family-based municipality, it is forecast there will be a decrease in the number of couple families with dependents. It is also forecast there will be growth in couple families without children and lone person households due to the ageing of the Bayside population.

## 4.6 Household Income

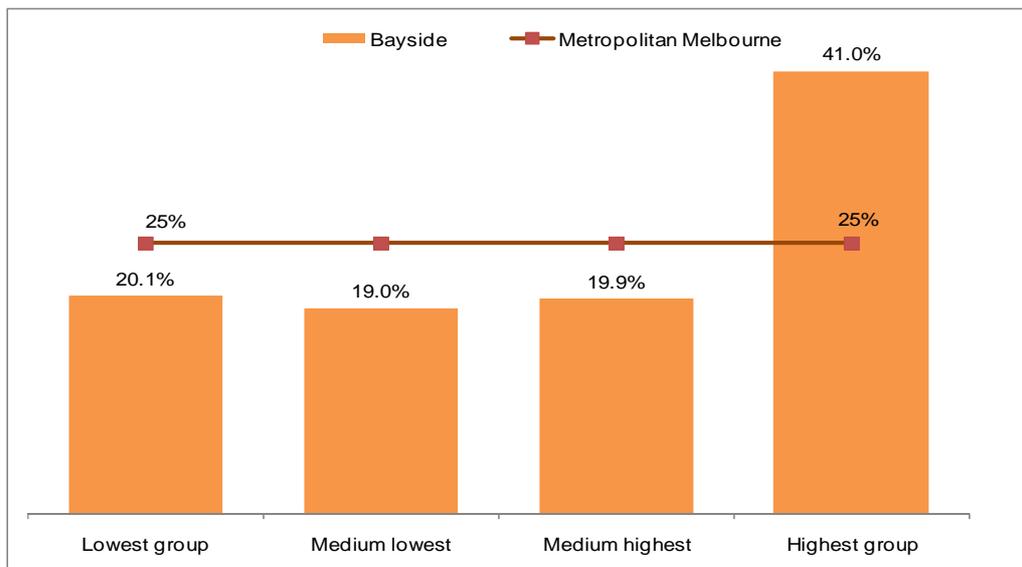
Household income comprises the total income of all persons in the household who stated an income. To summarise income levels, household income can be classified into quartiles. The 'Lowest group' was defined as nil to \$29,747 annual gross income, the 'Medium lowest' as \$29,748 to \$56,088, the 'Medium highest' as \$56,089 to \$94,621 and the 'Highest group' as \$94,622 and over. This method uses the metropolitan Melbourne household income data as a benchmark.

Figure 12 shows that in Bayside there were a larger proportion of households in the highest income quartile (41.0 per cent) but a smaller proportion all other income quartiles compared to metropolitan Melbourne. The key differences in the household income profile between Bayside and metropolitan Melbourne was the substantially higher percentages of Bayside households earning \$2,500–\$2,999 per week (12.2 per cent in Bayside, 6.1 per cent in Melbourne) and \$3,000 or more per week (13.7 per cent in Bayside, 5.6 per cent in Melbourne).

Since 1991, the percentage of Bayside households in the 'Highest group' quartile has increased from 33.3 per cent of all households in 1991, to 41.0 per cent of all households in 2006. The percentages of Bayside households in the remaining three quartiles have decreased from 1991–2006.

# Housing Strategy

**Figure 12: Household income quartiles, City of Bayside and metropolitan Melbourne, 2006**



Source: i.d. consulting, *City of Bayside Community Profile, 2007*

## Disadvantage in Bayside

The Australian Bureau of Statistics produces a suite of four indexes called Socio-Economic Indexes for Areas (SEIFA). Each geographic area in Australia is scored and ranked according to the socio-economic characteristics of the people, families and dwellings within that area.

The Index of Relative Socio-economic Disadvantage is a general socio-economic index. A high score (or high decile) on the Index of Relative Socio-economic Disadvantage reflects a relative lack of disadvantage rather than relative advantage. The variables used to derive the index include dwellings with no internet connection, English proficiency, low income households, households renting from government organisations, unemployment, one parent families, people with a long-term health condition or disability, and people with no post-school qualifications.

In 2006, Bayside had an Index of Relative Socio-economic Disadvantage score of 1095.8; the third highest score of the 31 metropolitan local government areas. The Bayside score indicates that, overall, the municipality had a relative lack of disadvantage when compared to most other local government areas in Victoria, and to metropolitan Melbourne. The Bayside score of 1095.8 lies in the tenth decile, which places Bayside in the **least** disadvantaged ten per cent of all local government areas in Victoria.

Despite this, Bayside does have scattered pockets or neighbourhoods experiencing disadvantage, which are masked by the general affluence across the municipality. As illustrated in Table 1 and Figure 9 of the nine Bayside suburbs, Hampton East is considered to be the most disadvantaged suburb and Beaumaris the least. The Bayside neighbourhoods with an index score in the first decile (shaded in red, most disadvantaged) were the Elsternwick public housing estate in Brighton, the Bluff Road and Leith Crescent public housing estates in Hampton East and the Dunkley Fox public housing estate in Highett. The two Bayside neighbourhoods with an index score in the second decile were an aged care facility in Brighton East and the Kenneth Street public housing estate on the Sandringham–Hampton border. The Index of Relative Socio-economic Disadvantage is shown in Table 1 below.

# Housing Strategy

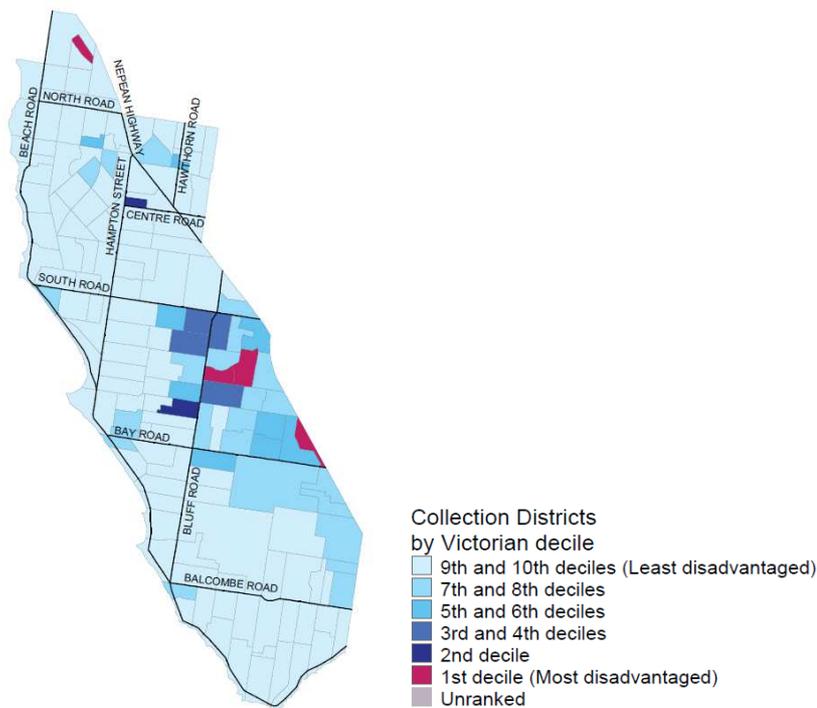
**Table 1: Index of Relative Socio-economic Disadvantage, City of Bayside suburbs and metropolitan Melbourne, 2006**

Geographic area	Index of Relative Socio-economic Disadvantage*
Hampton East	991.9
METROPOLITAN MELBOURNE	1022.4
Highett	1036.1
Cheltenham	1075.4
Hampton	1087.2
BAYSIDE CITY	1095.8
Sandringham	1099.9
Brighton East	1105.1
Black Rock	1105.7
Brighton	1118.2
Beaumaris	1120.3

\* scores ranked from greatest to least disadvantaged area

Source: i.d. consulting, *City of Bayside Community Profile*, 2007

**Figure 13: Map of Index of Relative Socio-economic Disadvantage, collection districts in the City of Bayside, 2006**



Source: Department of Planning and Community Development, 2010

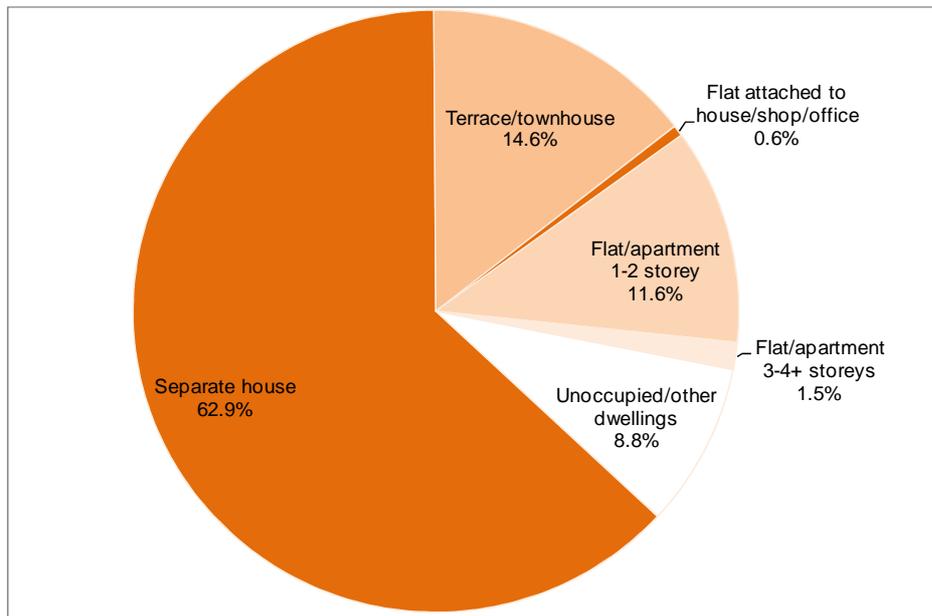
# Housing Strategy

## 4.7 Household Supply in Bayside

### Existing dwelling structures

In 2006, Bayside had 36,808 private dwellings, 91.2 per cent of which were occupied on Census Night. The term 'private dwellings' includes houses, flats, caravans, a house attached to an office, or rooms above a shop. As illustrated in Figure 14, most of the private dwellings in Bayside were separate houses (62.9 per cent), followed by terrace and townhouses of one to two storeys (14.6 per cent) and flats and apartments in one to two storey blocks (11.6 per cent). There were a small percentage of flats and apartments in three to four storey blocks and a small percentage of flats attached to shops, offices or houses.

**Figure 14: Dwelling structures, City of Bayside, 2006**



**Source:** i.d. consulting, Customised Report, 2010

Dwelling structures varied considerably across the suburbs of Bayside in 2006 as shown in Table 2. Separate houses comprised the majority of dwellings in Beaumaris, Highett, Brighton East and Hampton. Terrace and townhouses were more commonly located in Cheltenham, Brighton and Sandringham. Flats and apartments were predominately located in Hampton East, Brighton and Black Rock. The small number of flats or apartments in four (or more) storey blocks was mostly located in Brighton.

# Housing Strategy

**Table 2: Dwelling structures, City of Bayside suburbs and metropolitan Melbourne, 2006**

Geographic area	Separate house %	Terrace / Townhouse %	Flat / Apartment %	Unoccupied / other dwelling*
Beaumaris	74.5	13.2	3.1	9.5
Highett	68.7	9.7	14.4	7.2
Brighton East	68.1	15.6	8.5	7.9
Hampton	67.3	11.1	14.2	7.5
Cheltenham	62.8	18.5	11.4	7.7
Sandringham	58.7	17.3	12.6	11.4
Black Rock	57.8	15.0	15.9	11.2
Hampton East	54.8	7.8	29.1	8.7
Brighton	54.4	17.4	17.2	11.1
<b>BAYSIDE CITY</b>	<b>62.9</b>	<b>14.6</b>	<b>13.1</b>	<b>9.4</b>
<b>METROPOLITAN MELBOURNE</b>	<b>66.1</b>	<b>10.5</b>	<b>14.8</b>	<b>8.7</b>

\* includes flats attached to shops / offices, caravans, cabins and houseboats and dwelling type not stated

Source: i.d. consulting, Customised Report, 2010

## Non-private dwellings in Bayside

The City of Bayside had 58 non-private dwellings counted in the 2006 Census, housing 1,667 people. Non-private dwellings include aged accommodation homes, nursing homes, convents and monasteries, boarding houses, hotels and motels, hostels and hospitals. Accommodation for older adults and the elderly made up the majority of non-private dwellings in Bayside. These are clustered in the suburbs of Brighton, Brighton East and Sandringham. Overall, many more females (70.4 per cent) were living in non-private dwellings than males (29.6 per cent) due to the higher number of elderly females living in aged care or nursing homes. However, in private hotels / motels and hospitals the percentage of males outnumbered that of females.

## Aged housing and residential care facilities

There are four main types of residential accommodation for seniors in Bayside, some of which also provide personal and nursing care, these are:

- independent living units or retirement villages offering supportive communities with a range of services for older people
- supported residential services, providing accommodation and care for people who need support with everyday living
- low level care homes, formerly known as hostels, generally providing accommodation, personal care and occasional nursing care
- high level care homes, previously known as nursing homes, which care for people with a greater degree of frailty, who often need continuous nursing care.

# Housing Strategy

There are currently 36 residential aged care and independent living unit facilities located within Bayside which provide 665 dwellings with a bedding capacity of 1,450 beds. Most of this accommodation is residential aged care which is clustered in Brighton, Brighton East and Sandringham.

In addition, there is a large facility (Classic Residences) located just outside the City of Bayside boundary in Brighton East which provides 377 independent living units.

## Social housing

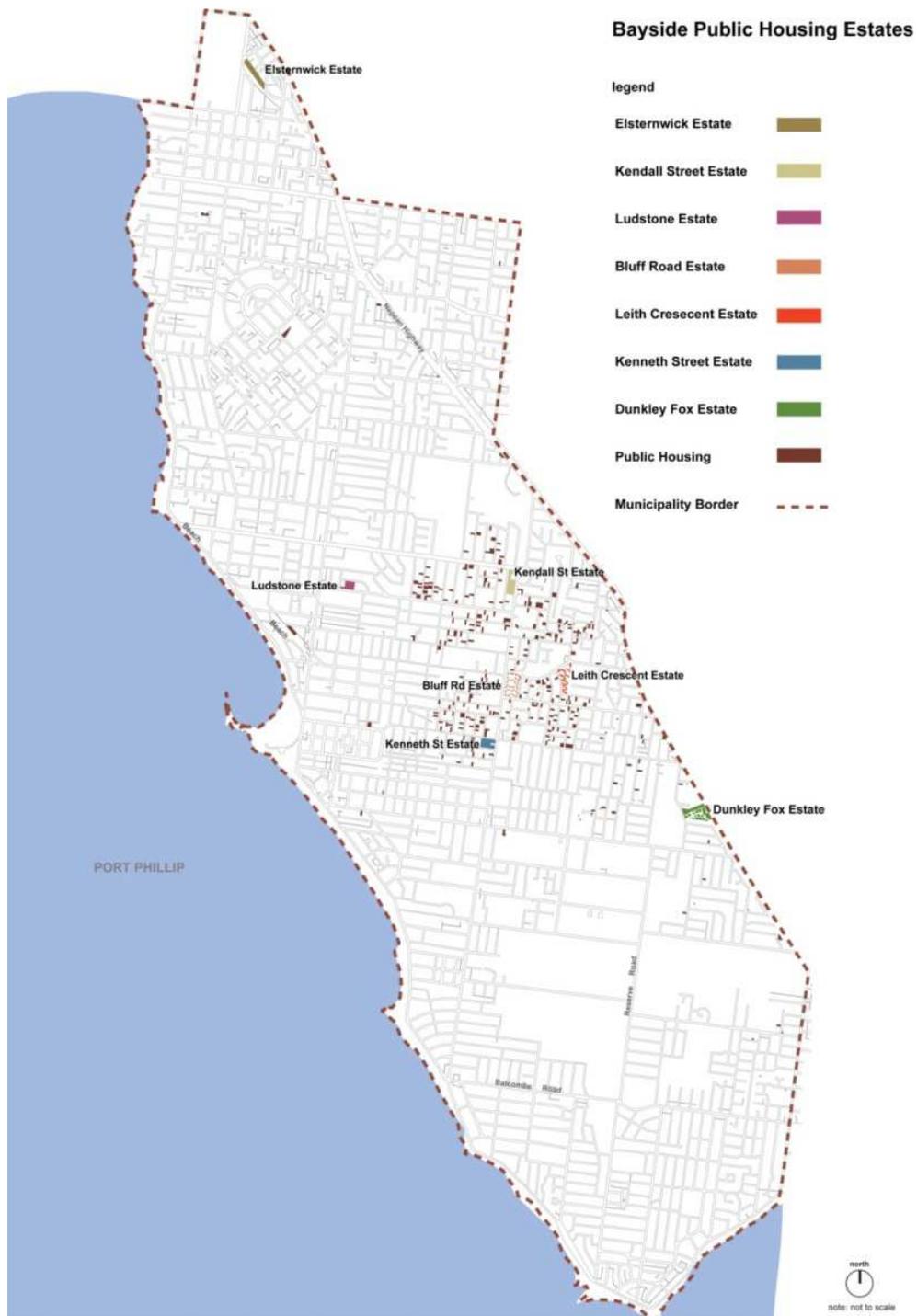
'Social housing' is the most common term used for the provision of rental housing by governments or community organisations to meet identified social needs. Nationally, approximately five per cent of housing stock is social housing with Victorian figures lower, at approximately 3.8 per cent across the state and 3.3 per cent in the Melbourne metropolitan area.

Currently 3.2 per cent of Bayside dwellings are social housing, which is slightly below the metropolitan average. Nearly all social housing in Bayside is in the form of public housing, owned and managed by the Victorian Government Office of Housing.

There are 1,256 public housing dwellings owned by the Victorian Government's Office of Housing in Bayside, with approximately 2000 residents. 74.1 per cent of the public housing dwellings are low rise flats or medium density flats and 16.6 per cent are separate houses. More than half of these are clustered in seven main housing estates comprising low-rise flats or similar medium density housing. The remainder are scattered throughout the municipality in a variety of housing forms. The location of Bayside public housing estates is shown in Figure 15.

# Housing Strategy

Figure 15: Bayside Public Housing Estates



Source: Bayside City Council, 2010

# Housing Strategy

Four of the housing estates, comprising 450 dwellings, were built in the 1950s and 1960s and may present opportunities for redevelopment in the medium term. A further 300 public housing dwellings in Bayside outside the main estates were built more than 40 years ago.

Residents of public housing in Bayside are generally older than the overall population with 40 per cent being single adults aged over 55 years. 17.5 per cent are single parent families, and there are around 500 children living in public housing. Almost all public housing residents rely on a government pension or benefit as their income source.

In addition to the State Government owned public housing, there are a small number (less than 20) of community-owned social housing units in Bayside, primarily orientated to accommodating people with a disability. There are also a small number of independent living units that were built by the former City of Sandringham in the 1980s under a Federal Government funding program to provide housing for low income older persons.

**Table 3: Public housing dwellings / units, City of Bayside, 2005 / 2006 to 2008 / 2009**

Dwelling types	2005 / 2006	2006 / 2007	2007 / 2008	2008 / 2009
Separate house	212	211	212	208
Semi-Detached house	77	77	77	77
'Medium density'	303	303	303	303
Flat, low rise	632	633	632	628
Flat, high rise	0	0	0	0
Movable units	19	17	16	16
Other	1	1	1	1
Rooming house rooms	2	2	2	2
Community owned	0	0	0	21
<b>TOTAL</b>	<b>1,246</b>	<b>1,244</b>	<b>1,243</b>	<b>1,256</b>

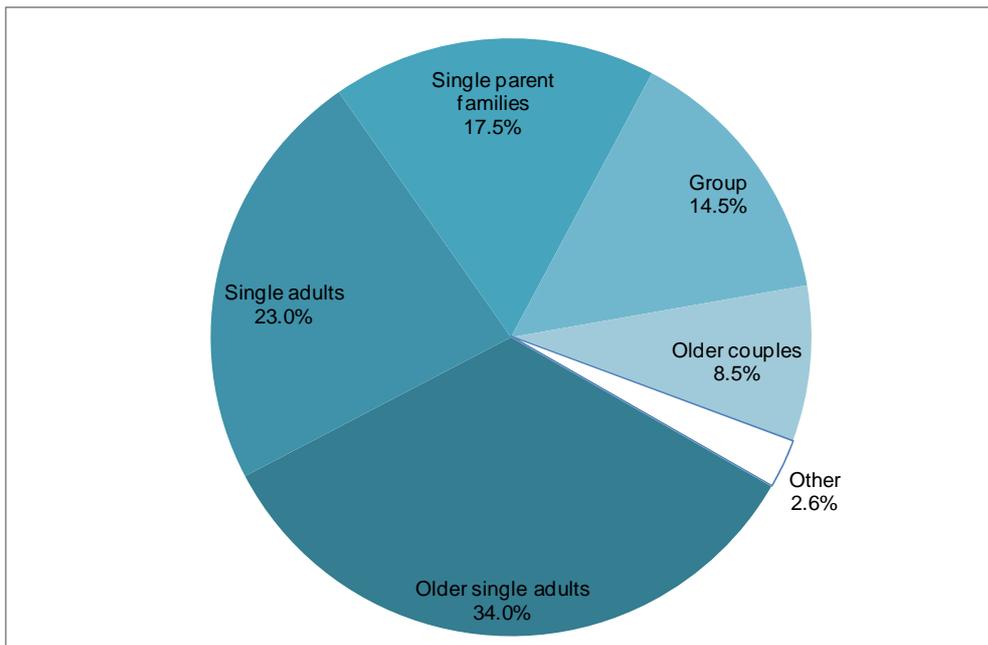
**Source:** Department of Human Services, *Summary of Housing Assistance Programs*, 2010

About half of the public housing dwellings are clustered into seven main estates, with the remainder of the dwellings scattered across the municipality. The estates are located primarily in Highett, Hampton and Hampton East.

The household profile of residents living in Bayside public housing estates in 2010 shows that 34 per cent of residents are older (single) adults aged 55 years and over, 23 per cent are single adults and 17.5 per cent are single parent families. Compared to the age profile of the total Bayside population, residents in public housing are older with higher percentages of persons aged 50–59, 60–69 and 70–79 years. The median age of the public housing residents is 46 years, compared to 41 years for all persons in Bayside. Almost all residents are receiving a pension or benefit as their income source – predominately the Disability Pension (36.4 per cent), the Age Pension (26.7 per cent) and Parenting Payment (9.7 per cent). Only 5.2 per cent of residents are receiving wages as their income source.

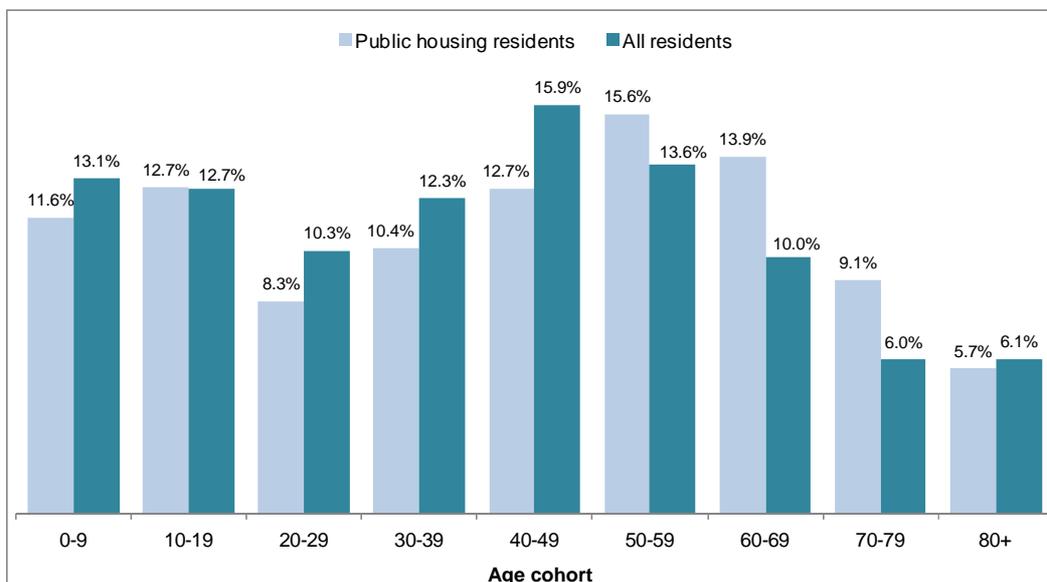
# Housing Strategy

**Figure 16: Household types, City of Bayside public housing residents, 2010**



Source: Department of Human Services, 2010, unpublished Office of Housing data

**Figure 17: Age groups (ten year cohorts), City of Bayside public housing residents, 2010**



Source: Department of Human Services, 2010, unpublished Office of Housing data

Across the 'broadband'<sup>3</sup> areas of Cheltenham South and Sandringham there are 1,611 persons waiting for public housing, with 424 persons (26.3 per cent) requiring housing as a matter of urgency. Single adults (32.8 per cent), single parent families (24.2 per cent) and older single adults (18.5 per

<sup>3</sup> The broadband area of Cheltenham South includes Beaumaris, Cheltenham, Cheltenham East, Clarinda, Clayton, Clayton South, Hampton East, Heatherton, Highett, Huntingdale, Mentone, Moorabbin, Mordialloc, Oakleigh South and Parkdale. The broadband area of Sandringham includes Balacava, Black Rock, Brighton, Brighton East, Elsternwick, Gardenvale, Hampton and Sandringham.

# Housing Strategy

cent) are the most common types of households on the public housing waiting list for the Bayside area.

Bayside also has a small number of other social housing dwellings including four registered rooming houses, about fifteen public housing dwellings owned by community organisations and six existing public housing dwellings being redeveloped through the *Social Housing Initiative*, under the Nation Building Economic Stimulus Plan.

## Rooming and Boarding Houses

Bayside has four non-private dwellings that are registered as rooming / boarding houses. Often residents of this form of accommodation have in the past or will in the future experience health issues or are subsisting on low incomes and so generally have few resources. This form of housing can easily be lost if it is allowed to be converted to other forms of housing (such as private apartments).

## Caretaker's houses

A substantial area of land within the Bayside Business Employment Area (BBEA) is zoned Business 3 Zone with some Mixed Use Zone. The purpose of the Business 3 Zone is to encourage the integrated development of offices and manufacturing industries and associated commercial and industrial uses.

Whilst accommodation is prohibited in the Business 3 Zone, a caretakers dwelling can be provided with a planning permit. Experiences in other municipalities such as Port Phillip has shown that caretakers' dwellings are often included in an application for development even if they are not actually required for the ongoing operation of the use to which they are ancillary to. In a sense, it is residential development by stealth.

Residential development in the Business 3 Zone undermines the purpose of the zone and employment precinct and has been shown to create operational impact issues for the industry / commercial use and amenity issues for the residential use. For these reasons, caretakers' houses should be discouraged in the Business 3 Zone.

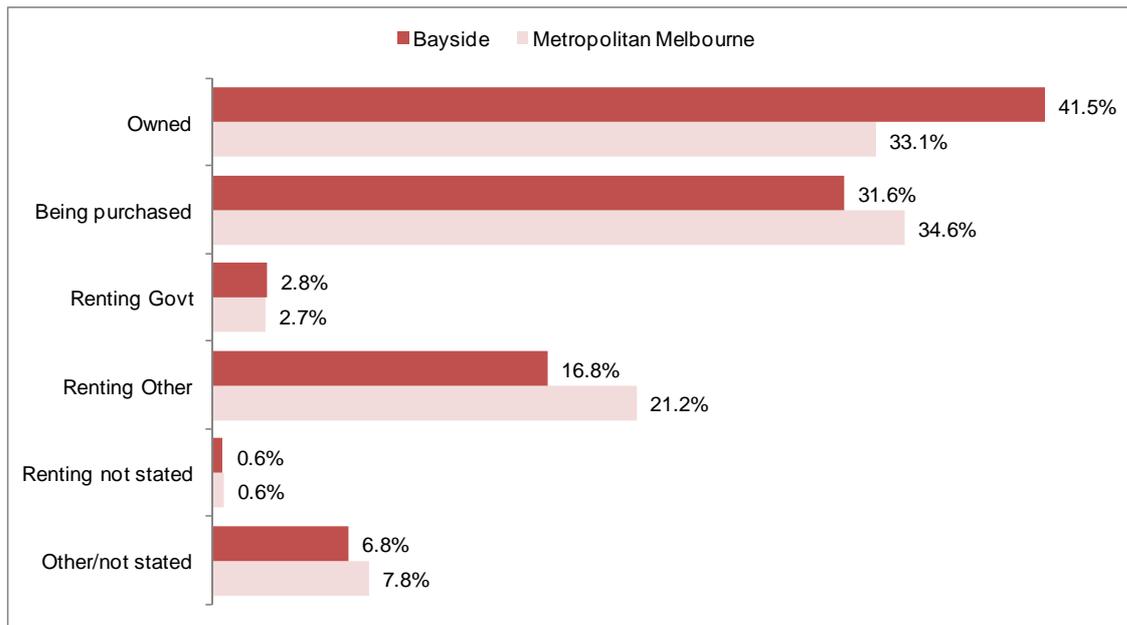
## 4.8 Housing Tenure

### Housing tenure and home ownership

In 2006, 73.1 per cent of Bayside households were either homeowners or were purchasing their own home. Households renting comprised 20.1 per cent of all Bayside households and the majority of households renting had private (non-government) rental arrangements. Compared to metropolitan Melbourne, Bayside had a higher percentage of dwellings owned outright and a lower percentage of dwellings being purchased and rented in private rental arrangements. The housing tenure is illustrated in Figure 18.

# Housing Strategy

**Figure 18: Housing tenure, City of Bayside and metropolitan Melbourne, 2006**



Source: i.d. consulting, *City of Bayside Community Profile, 2007*

## 4.9 Dwelling Sizes and Households

### 'Size' of dwellings in Bayside

The number of bedrooms per private dwelling is a proxy measure of dwelling size. The Australian Bureau of Statistics has noted the growing social trend towards larger sized dwellings for smaller households for both existing homes, renovated homes and new homes being built. Smaller households are a response to the reduced tendency to partner as adults, delayed marriage, the ageing of the 'baby boomer' generation, lower fertility rates and increasing divorce and separation. In addition to these demographic changes, consumer preferences are also impacting on dwelling sizes with additional rooms for a parents' retreat, study, sewing room, play / toy room, TV / entertainment room or gymnasium. For older adults, additional rooms are also used to accommodate visiting adult friends or family members and 'sleepovers' by grandchildren.

In 2006, the average number of bedrooms per private dwellings in Bayside was three (3.0 bedrooms), the same as for metropolitan Melbourne. Within Bayside however, there were clear differences between the suburbs with Beaumaris (3.3 bedrooms) and Hampton (3.1 bedrooms) having the highest number of bedrooms on average. Hampton East (2.6 bedrooms) and Highett (2.8 bedrooms) had the lowest number of bedrooms on average. Larger homes with five or more bedrooms were commonly located in Brighton and Beaumaris. The number of bedrooms in dwellings is shown in Table 4.

# Housing Strategy

**Table 4: Bedroom numbers in dwellings, City of Bayside suburbs and metropolitan Melbourne, 2006**

Geographic area	None (bedsitters) %	1 bedroom %	2 bedrooms %	3 bedrooms %	4 bedrooms %	5+ bedrooms %
Beaumaris	0.1	1.2	15.0	43.5	28.6	6.8
Black Rock	0.0	1.1	28.2	40.2	21.2	4.3
Brighton	0.3	3.1	25.0	36.7	22.1	7.2
Brighton East	1.0	4.2	21.4	41.2	21.2	5.3
Cheltenham*	0.1	2.2	28.1	47.6	14.4	2.7
Hampton	0.0	2.7	23.4	40.2	22.7	5.5
Hampton East	0.2	6.1	34.8	39.0	10.1	2.5
Highett*	0.1	2.3	31.5	46.4	11.9	2.0
Sandringham	0.3	3.6	26.8	37.5	21.9	5.6
BAYSIDE CITY	0.3	2.8	24.1	40.7	21.4	5.5
METROPOLITAN MELBOURNE	0.4	4.6	19.7	45.2	19.9	3.9

# Percentage of bedrooms not stated, is not shown in this table

\* Data for the suburbs of Cheltenham and Highett includes all residents of the suburb, including those residing outside Bayside

Source: Australian Bureau of Statistics, Cat. No. 2068.0, 2007

## Who lives in what type of dwelling?

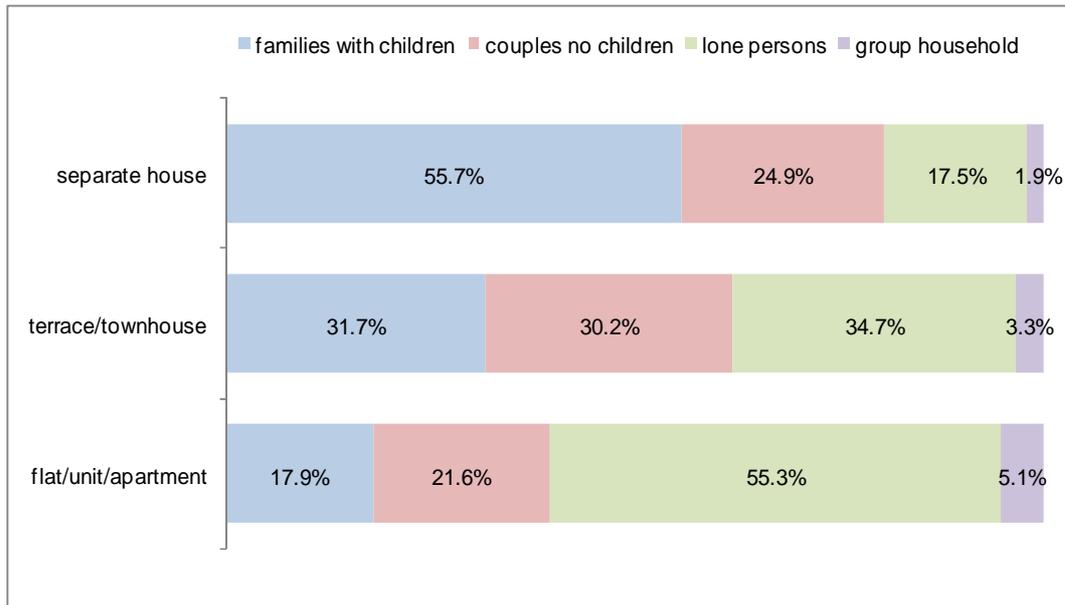
It is recognised the factors linking households with the dwelling they live in are complex – these include household type (and changes in household type over time), housing costs, income, availability of alternative housing types and personal preferences. In 2006, just over half of all households living in separate houses were families with children (55.7 per cent). Couples without children made up 24.9 per cent of households living in separate houses.

Conversely over half of all households living in flats, units and apartments were lone persons (55.3 per cent). Couples without children (21.6 per cent), families with children (17.9 per cent) and group households (5.1 per cent) made up the remainder of households living in flats and apartments. In terraces and townhouses, there was a relatively even share of lone person households (34.7 per cent), families with children (31.7 per cent) and couples without children (30.2 per cent).

Bayside had only 184 houses or flats attached to a shop or office ('shop-top' housing). There was also a relatively even share of lone person households (34.2 per cent), couples without children (31.0 per cent) and families with children (28.8 per cent) living in these dwellings.

# Housing Strategy

**Figure 19: Dwelling structures and household types\*, City of Bayside, 2006**



\* excludes other dwelling types and other families

**Source:** Australian Bureau of Statistics, Cat. No. 2005.0, 2007

Figure 19 highlights the predominance of families with children living in separate houses and the predominance of lone persons and group households living in terraces, flats and apartments. Surprisingly the percentages of couples without children and single parent families living in separate houses was comparable to the percentages living in terraces, flats and apartments.

## 4.10 Housing Affordability

### Property prices

The median sale price for Bayside houses increased from \$1,065,000 in 2009 to \$1,230,000 in 2010, a rise of 15.5 per cent. Unit values increased from a median of \$550,000 in 2009 to \$634,000 in 2010, a 14.2 per cent increase. The median sale price for houses and units in Bayside between 1990 and 2010 is illustrated in Table 5.

# Housing Strategy

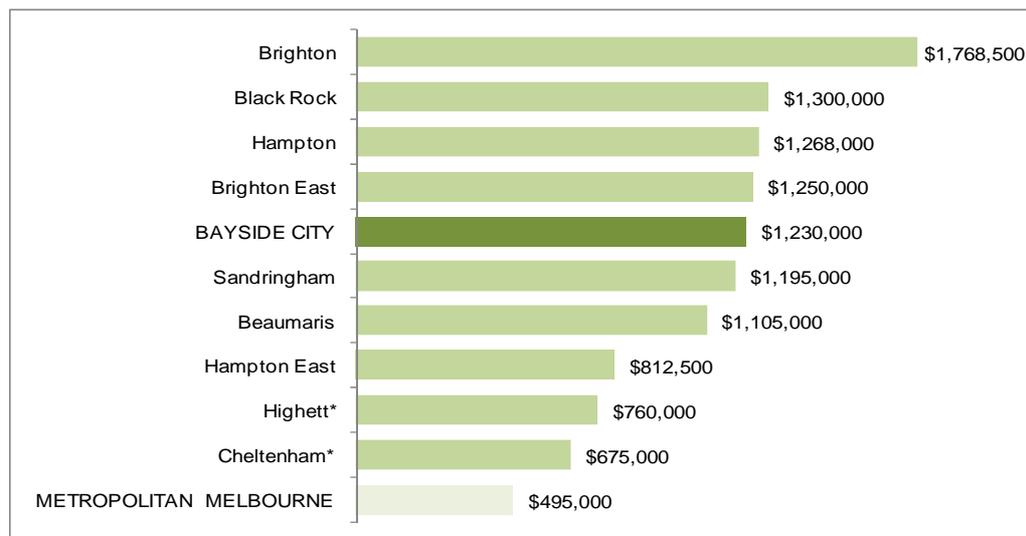
**Table 5: Median property sale prices for houses and units, City of Bayside, 1990–2010**

Year	House prices (\$ median)	Unit prices (\$ median)	Year	House prices (\$ median)	Unit prices (\$ median)
1990	232,500	165,000	2000	435,000	265,000
1991	217,500	150,250	2001	524,000	325,000
1992	214,000	150,000	2002	602,000	355,000
1993	225,000	155,000	2003	650,000	375,217
1994	250,000	152,000	2004	695,000	400,000
1995	245,000	156,750	2005	710,000	415,000
1996	250,000	150,500	2006	812,500	445,250
1997	305,000	184,250	2007	978,569	515,000
1998	352,000	200,000	2008	1,040,000	510,000
1999	402,500	256,000	2009	1,065,000	555,000
			2010	1,230,000	634,000

**Source:** Department of Sustainability and Environment, 2011, *A Guide to Property Values 2010*

The median sale price recorded for houses and units also differed widely between each of the nine Bayside suburbs. Brighton, Black Rock, Hampton and Brighton East had the highest median house prices in 2010; all over \$1.2 million as shown in Figure 20 below.

**Figure 20: Median property sale prices for houses, City of Bayside suburbs and metropolitan Melbourne, 2010**



\* Data for the suburbs of Cheltenham and Highett includes all properties in the suburb, including those outside Bayside

**Source:** Department of Sustainability and Environment, 2011, *A Guide to Property Values 2010*

# Housing Strategy

In relation to units Brighton, Black Rock, Hampton, Brighton East and Beaumaris had the highest median unit prices in Bayside for the 2010 year.

**Figure 21: Median property sale prices for units, City of Bayside suburbs and metropolitan Melbourne, 2010**



\* Data for the suburbs of Cheltenham and Highett includes all properties in the suburb, including those outside Bayside

**Source:** Department of Sustainability and Environment, 2011, *A Guide to Property Values 2010*

## Cost of rental accommodation

The Residential Tenancies Bond Authority registers and administers all Victorian residential tenancy bonds, including those on rented premises, long-term caravans and rooming houses. This rental data is collated and reported quarterly, by the Department of Human Services.

In the September quarter 2011, Bayside had the equal second highest median weekly rent for one bedroom flats, compared with other municipalities in the Southern Metropolitan Region and the regional average. Bayside had the third highest median weekly rents for two and three bedroom flats and houses in the region whilst Port Phillip had the highest median rents and Stonnington, the second highest. Bayside had the second highest median weekly rent (\$850) for four bedroom houses in the region, and this amount has increased by 3.0 per cent in the twelve months to June 2010.

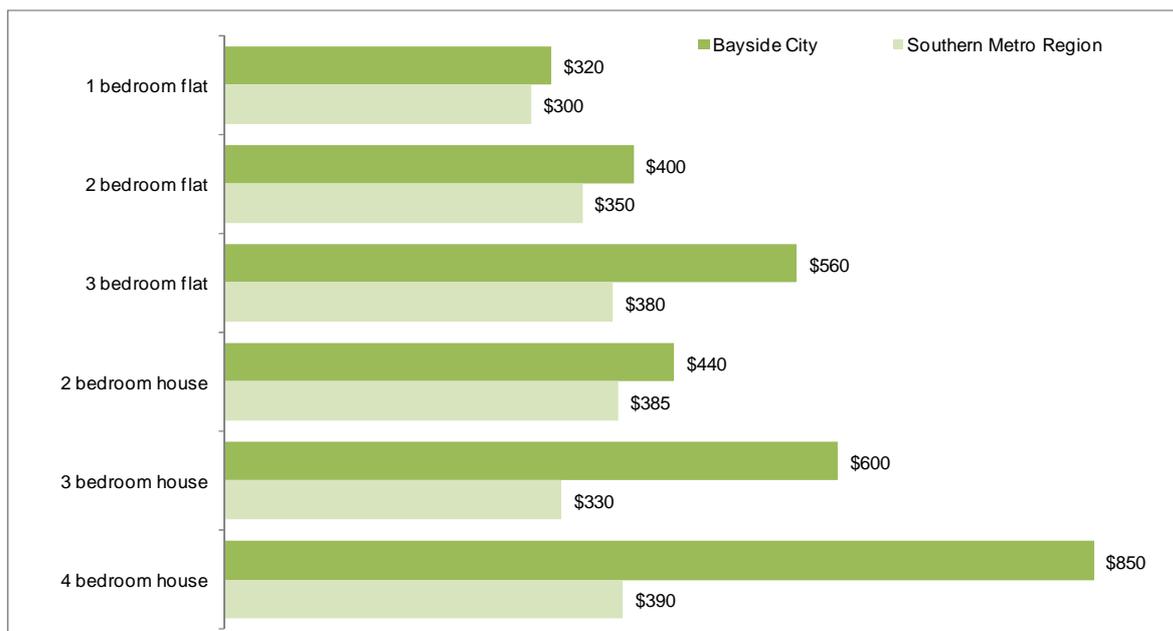
# Housing Strategy

**Table 6: Median weekly rents by dwelling types, City of Bayside and Southern Metropolitan Region, September quarter 2011**

Dwelling Type	Bayside median weekly rent	Annual percentage change	Southern Metropolitan Region median weekly rent	Annual percentage change
Flat: one bedroom	\$320	-3.0%	\$300	7.1%
Flat: two bedroom	\$400	6.7%	\$350	0.0%
Flat: three bedroom	\$560	9.8%	\$380	4.1%
House: two bedroom	\$440	4.8%	\$385	5.5%
House: three bedroom	\$600	12.1%	\$330	3.1%
House: four bedroom	\$850	3.0%	\$390	0.0%

Source: Department of Human Services, 2012, *Rental Report September quarter 2011*

**Figure 22: Median weekly rents by dwelling types, City of Bayside and Southern Metropolitan Region, September quarter 2011**



Source: Department of Human Services, 2012, *Rental Report September quarter 2011*

The Department of Human Services has estimated the affordability of rental accommodation for lower income households by measuring the supply of affordable new lettings. The affordability benchmark used is that no more than 30 per cent of gross income is spent on rent. Lower income households are defined as those receiving Centrelink incomes. Not surprisingly, given the weekly rents presented in Table 6, only four dwellings let in the September 2011 quarter were affordable to lower income households. In previous quarters, only three or four dwellings were affordable to lower income households.

# Housing Strategy

**Table 7: Number of affordable lettings by dwelling types, City of Bayside, June quarter 2010 to September quarter 2011**

Dwelling Type	June 2010	Sept 2010	Dec 2010	Mar 2011	June 2011	Sept 2011
One bedroom	0	0	0	0	0	0
Two bedrooms	0	2	0	0	2	3
Three bedrooms	1	2	1	2	2	1
Four bedrooms	1	3	2	1	3	0
Total dwellings	2	7	3	3	7	4

**Source:** Department of Human Services, 2012, *Rental Report September quarter 2011*

## Housing stress

'Housing stress' is a term used for households spending more than 30 per cent of their gross household income on rent or mortgage payments, particularly where those households fall in the lower 40 per cent of income distribution and therefore have less residual income left over for living costs after meeting housing expenses.

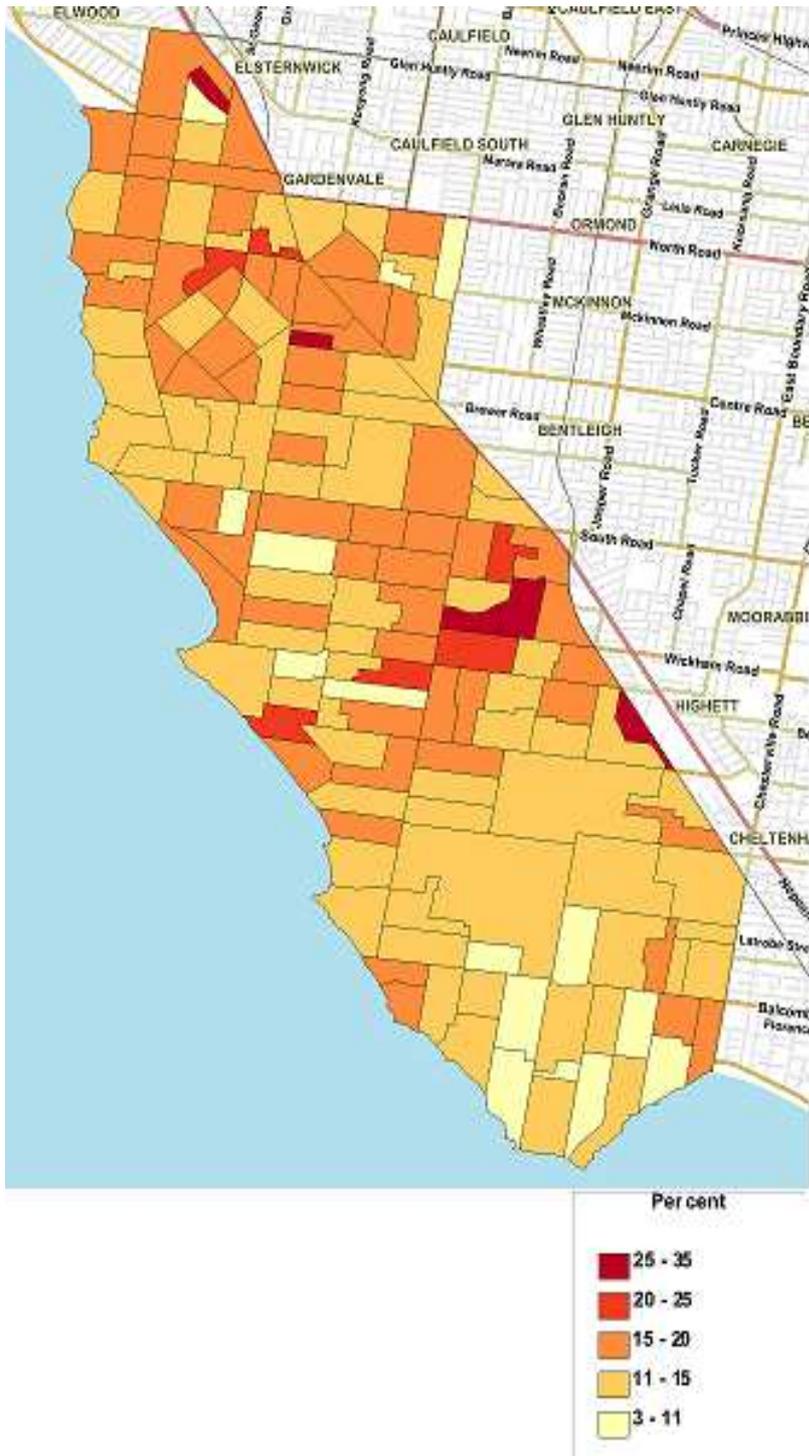
Analysis of *Census 2006* data shows that 15 per cent of Bayside households were spending more than 30 per cent of their gross income on mortgage or rental payments and could therefore be defined as experiencing housing stress. Neighbourhoods with high levels of housing stress were predominantly around public housing estates.

Figure 23 shows the percentage of Bayside households in 'housing stress' in 2006, using the same definition of households with housing costs of 30 per cent or more. The Bayside neighbourhoods with 25 per cent to 35 per cent of households in housing stress, shaded below in dark red, were:

- the Dunkley Fox public housing estate in Highett
- the Bluff Road and Leith Crescent public housing estates in Hampton East
- the Elsternwick public housing estate in Brighton
- an aged care facility in Brighton East.

# Housing Strategy

Figure 23: Households with housing costs of 30 per cent or more, City of Bayside, 2006



Source: Australian Bureau of Statistics, Cat. No. 2058.0, 2007

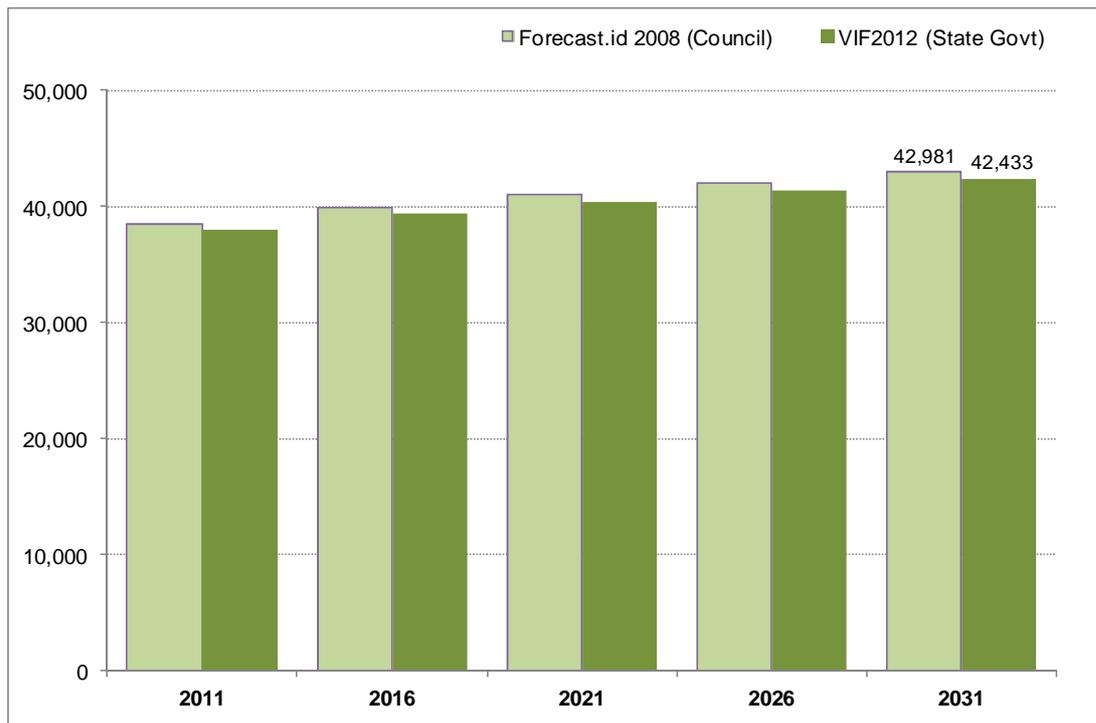
# Housing Strategy

## 4.11 Future Housing Supply

Based on the *Victoria in Future 2012* (VIF) population forecasts, it is estimated there will be an additional 4,379 dwellings required by 2031 to accommodate the anticipated future population growth (from 2011 to 2031). This equates to 219 net new dwellings per year.

Population forecasts (Forecast.id) for the City of Bayside estimate that the number of dwellings will increase from 38,453 dwellings in 2011 to 42,981 in 2031; a gain of 4,528 dwellings.

**Figure 24: Forecast dwellings in the City of Bayside (two forecast models), 2011 to 2031**



**Source:** Department of Planning and Community Development, 2010, *Victoria in Future 2008*; i.d. consulting, *City of Bayside Population Forecasts*, 2010

NB: Council's Forecast.id figures are based upon assumptions prepared in 2008, and this forecast is currently being reviewed.

## 4.12 Future Housing Demand

Based on the information presented in this chapter, in considering the forecast change in Bayside's demographics, household types and the existing supply and levels of affordability of housing, it is clear that there will be a need to focus on the following:

- maintaining a supply of family homes for families with children
- providing a greater diversity of housing options for 'lone person' and 'couples without dependant' households, including studio apartments, one bedroom, two bedroom and three bedroom dwellings
- providing a variety of housing options for older people, ranging from enabling ageing in place to residential aged care
- providing opportunities for dwellings to accommodate the changing needs of families
- improving the affordability of housing for all residents

# Housing Strategy

- improving the provision of social housing throughout the municipality.

One of the key ways in which housing can be flexible enough to respond to changing community needs is by ensuring that development focuses on providing adaptable housing, creating the greatest opportunity for people of all abilities and ages to live and remain in their local communities as their needs change over time. This also enables housing to be used by other household groups over a longer period of time.

There is an *Australian Standard: Adaptable Housing, AS 4299–1995*, which provides the principles of adaptable housing. These are as follows:

- (a) Adaptable housing design is good design for everyone.
- (b) Adaptable housing should be possible at relatively little extra initial cost.
- (c) The concept will provide safer houses.
- (d) Continuation of existing community and family networks.
- (e) Suitability for people with any level of ability.

In addition, other mechanisms to support adaptable housing can be introduced relatively cheaply at the design and building stage. These include:

- ensuring a room that can be used as a bedroom and a full bathroom are located downstairs in new dwellings
- constructing the dwelling in such a way as to enable walls to be moved relatively easily (eg. with no structural issues) in order to change the dwelling configuration to suit the needs of a household changing over time
- encouraging landscaping to include raised garden beds to enable gardening to be undertaken standing up or whilst sitting in a wheelchair or using a walking frame.

# 5.0 Key Challenges Associated with Managing Housing Growth

The reality is that Bayside will continue to experience population growth and therefore it will be necessary to ensure there is sufficient capacity to accommodate this growth. If Bayside wants to be able to influence this development, it must clearly identify where this growth will be accommodated and how the increasing demands associated with this growth will be met. As discussed previously, planning for future growth is not as simple as saying we need to provide an additional 4,379 dwellings by 2031. This single dimension approach to identifying land for future development is simply not good planning.

In planning for future housing growth we must recognise that there are a number of challenges associated with managing housing growth within Bayside. Firstly, the Strategy needs to balance the need for growth with community aspirations which are legitimate and important considerations. It is also important to recognise that not all areas within the municipality have the same capacity to accommodate residential growth; and there are a number of key issues that need to be addressed to ensure development is undertaken in an appropriate manner.

Many of these issues can be addressed through the Housing Strategy, however many will require further strategic work that will be identified through this Strategy.

This chapter will outline the key challenges that have been taken into consideration in developing this Housing Strategy and assessing the suitability of areas for future residential development.

### Balancing state and local expectations

The fundamental challenge for this Strategy is to balance the need for growth with the community desire to protect the village feel and attributes and features which are highly regarded by the Bayside community. There is a need to ensure community concerns and expectations are taken into consideration when identifying the location and form of future residential development.

One of the fundamental goals of planning is *“To balance the present and future interests of all Victorians”* (Clause 10.02 – State Planning Policy Framework). The State Planning Policy Framework (SPPF) also provides some further direction about how competing issues should be balanced, saying:

*“Society has various needs and expectations such as land for settlement, protection of the environment, economic well-being, various social needs, proper management of resources and infrastructure. Planning aims to meet these by addressing aspects of economic, environmental and social well-being affected by land use and development.*

*Planning authorities and responsible authorities should endeavour to integrate the range of policies relevant to the issues to be determined and balance conflicting objectives in favour of net community benefit and sustainable development for the benefit of present and future generations.”*

This Housing Strategy aims to balance the competing objectives in accordance with this approach.

# Housing Strategy

## Housing diversity

The characteristics of Bayside's population are changing and therefore so will their needs. The number of older adults aged in their 60s and 70s is expected to increase substantially by 2031 as the 'baby boomer' generation ages, with a subsequent increase in lone person and couple only households as children leave home and the number of widow/ers increase. With a changing demographic profile, there will be a need to ensure diversity in housing types is provided in a variety of appropriate locations to meet the varied needs of the population.

Whilst this principle is outlined in the Planning Policy Framework at both the State and Local Government level, it will be important to identify ways in which this can be supported through the Housing Strategy and the Bayside Planning Scheme.

This approach is consistent with the following Clauses contained within the SPPF and Local Planning Policy Framework (LPPF), as outlined in detail in Chapter 2 of this Strategy:

### **SPPF**

- Clause 16.01-4 – Housing diversity

### **LPPF**

- Clause 21.02 – Bayside key issues and strategic vision – Key issues
- Clause 21.03 – Settlement and housing.

## Housing affordability

While Bayside may be considered an affluent suburb, there are sectors of the Bayside community that experience disadvantage. Whilst the principle of ensuring that housing is affordable is accepted, this is not always an easy thing to achieve through the Planning Scheme or in Bayside in particular, which has higher than average property prices. Despite this, it is important to explore ways in which the Planning Scheme can support housing affordability.

This approach is consistent with the following Clauses contained within the SPPF and LPPF, as outlined in detail in Chapter 2 of this Strategy:

### **SPPF**

- Clause 16.01-5 – Housing affordability

### **LPPF**

- Clause 21.03 – Settlement and housing
- Clause 21.03-1 – Activity Centre.

## Economic development and sustainability

Whilst there is an increased focus on providing residential development within Activity Centres, Activity Centres also perform a vital commercial role. It is important to ensure that increased residential development in commercial centres does not occur at the expense of the commercial activities. A vital commercial centre which provides a wide range of services is an essential element of any sustainable Activity Centre development strategy. There may also be a need to expand the existing commercial facilities, as well as provide additional services in order to meet the future needs of the community.

# Housing Strategy

In addition, Bayside also includes the Bayside Business Employment Area. It has been identified that this area be retained to support existing businesses, attract and encourage new business and foster increased employment opportunities, especially for local residents. Whilst this area was originally used for more traditional industrial uses, many of have now ceased and there are now large tracts of land available for redevelopment. There has been increasing pressure to develop this land for residential purposes, however it is important this land be retained for future commercial development in order to protect and enhance Bayside's economic viability.

Whilst the Housing Strategy can appropriately identify this as a critical issue and provide strategic support for the principle, there is a need for further strategic work that will analyse the existing and future commercial needs of each identified housing growth area and the Bayside Business Employment Area in terms of both the number and range of commercial uses / services and associated floor space required to support the existing and future population.

This approach is consistent with the following Clauses contained within the SPPF and LPPF, as outlined in detail in Chapter 2 of this Strategy:

## **SPPF**

- Clause 11.04-2 – Activity Centre hierarchy
- Clause 17.01-1 – Business

## **LPPF**

- Clause 21.07-1 – Economic development – Activity Centres.
- Clause 21.11-4 – Bayside Business Employment Area Local Area Plan
- Clause 22.04 – Business Employment Area Policy

## Sequencing of development

In identifying areas which are suitable for growth it is important to recognise that some areas have more constraints than others. This Housing Strategy should consider whether it is appropriate to prioritise the sequence of development.

It is important to ensure that this is not seen as a means of delaying development, but rather provides the opportunity to undertake all necessary investigations and associated investment and coordination in infrastructure at an early stage.

This approach is consistent with the following Clauses contained within the SPPF and LPPF, as outlined in detail in Chapter 2 of this Strategy:

## **SPPF**

- Clause 11.02-4 – Sequencing of development

## Biodiversity and native vegetation management

A large proportion of Bayside, principally focussed around Beaumaris, Black Rock and the coastal area are included within Vegetation Protection Overlays (VPO). These include:

- Vegetation Protection Overlay 1 (VPO1) – Coastal areas
- Vegetation Protection Overlay 2 (VPO2) – Bushland areas
- Vegetation Protection Overlay 3 (VPO3) – Beaumaris and Black Rock Native vegetation areas.

# Housing Strategy

The most significant overlay in terms of coverage is the VPO3, which covers the majority of the urban area in Beaumaris and Black Rock. The vegetation protection objectives of this overlay include:

- *“To prevent the loss of native and particularly indigenous vegetation incurred by development.*
- *To retain the amenity, aesthetic character and habitat value of Australian native vegetation and indigenous vegetation in particular within the Beaumaris and Black Rock area.*
- *To promote the regeneration and replanting of indigenous species in the Beaumaris and Black Rock area.”*

This overlay recognises that the continued viability of the significant vegetation character and its habitat value are under threat from clearance associated with urban development and from the loss of ageing vegetation.

The location of this significant vegetation needs to be taken into consideration in determining areas suitable for increased residential densities. Introducing higher density development with greater site coverage will undoubtedly impact on tree coverage.

It is recognised that whilst removal of vegetation on a tree by tree basis may not have a significant impact on tree cover within the municipality, it is the cumulative effect of single tree removals that can have a significant impact on tree coverage.

Areas which have been identified for tree protection are considered to have limited potential for increased densities of residential development.

This approach is consistent with the following Clauses contained within the SPPF and LPPF, as outlined in detail in Chapter 2 of this Strategy:

## **SPPF**

- Clause 12.01-1 – Protection of habitat

## **LPPF**

- Clause 21.04-1 – Biodiversity.

## Coastal areas and landscape protection

Bayside has over seventeen kilometres of frontage to Port Phillip Bay. Land within proximity of the coastline is highly desirable for increased residential development because of the coastal views and lifestyle opportunities it offers.

The coastline is covered by a Design and Development Overlay 1 – Building Height Control – Coastal. The objectives of this overlay are:

- *“To protect and enhance the foreshore environment and views of Bayside from Port Phillip Bay.*
- *To relate the scale and form of any new development to the landform of the coast.*
- *To maintain a pedestrian scale along Beach Road.*
- *To maintain consistency with urban design and development objectives in the Bayside Coastal Strategy 1997 and the Victorian Coastal Strategy 2002.*
- *To protect the foreshore from overshadowing.*
- *To manage the increased pressure for higher buildings along the coast.*

# Housing Strategy

- *To protect the amenity and privacy of residential properties.”*

Under the permit requirements associated with this overlay, buildings and works must not exceed two storeys (excluding an attic or basement), with some site specific exclusions.

As the intent of the overlay is to limit the scale and form of development which can occur along the coastline, this area has limited ability to accommodate significant future housing growth within Bayside.

This approach is consistent with the following Clauses contained within the SPPF and LPPF, as outlined in detail in Chapter 2 of this Strategy:

## **SPPF**

- Clause 12.04-2 – Landscapes

## **LPPF**

- Clause 21.06-1.4 – Coastal design.

## Environmental risks – flooding and climate change

Prior to European settlement, Bayside was traversed by a series of remnant and active watercourses which ran into Port Phillip Bay. Since settlement, formal drainage systems were constructed within these watercourses which included either underground pipes or open channels. Much of this infrastructure was constructed at a time when Bayside remained a ‘lower density’ development form.

In 2002, the Bayside Planning Scheme was amended to include land identified as being affected by natural overland flows in a one hundred year flood event within a Special Building Overlay (SBO). The purpose of the SBO is outlined below:

- *“To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To identify land in urban areas liable to inundation by overland flows from the urban drainage system as determined by, or in consultation with, the flood plain management authority.*
- *To ensure that development maintains the free passage and temporary storage of floodwaters, minimises flood damage, is compatible with the flood hazard and local drainage conditions and will not cause any significant rise in flood level or flow velocity.*
- *To protect water quality in accordance with the provisions of relevant State Environment Protection Policies, particularly in accordance with Clause 33 and 35 of the State Environment Protection Policy (Waters of Victoria).”*

It is important to recognise that the SBO is located within the boundaries of four Major Activity Centres; these being Church Street, Bay Street, Hampton Street and Sandringham.

The extent and location of the SBO within Bayside is highly relevant to the Housing Strategy, particularly within potential growth areas such as the Activity Centres. Whilst the SBO does not mean an area cannot be developed, it certainly increases the complexity of developing in these areas, particularly where there is to be an increase in the density of development, greater site coverage and a greater reliance on underground car parking. Whilst the issues associated with the SBO on an individual property basis can be relatively easily dealt with through increases in floor levels and underground pumping systems, it is the cumulative impacts associated with increased site coverage within the SBO where concerns arise. Increased site coverage may impede overland flows; increase

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the potential of damage to both life and property and potentially transfer flooding problems to areas outside the SBO.

The full effects of the SBO on development, particularly within the Major Activity Centres, are largely unknown and further investigation is required. It is possible these areas may have a lower yield than other unconstrained areas within the municipality, particularly in the short to medium term. It may be possible to address this issue through an improved drainage system; however this would require a comprehensive review of the existing drainage infrastructure and future requirements throughout the municipality, as well as the catchment. This review would need to be undertaken in consultation with Melbourne Water. This review would also need to take into consideration the development potential of the Major Activity Centres and must consider the findings of the relevant structure plans; or where none exists as part of the preparation of any new structure plans.

It is understood that Melbourne Water has revised the 1 in 100 year flood event flood levels since the introduction of the SBO, however the SBO's have not been amended to reflect these new levels. It is important to ensure that planning to address flood levels relies on the most up to date information available, however as these new levels have not been incorporated into the Bayside Planning Scheme at this time, these new levels do not have any statutory force or effect. Melbourne Water should be encouraged to formalise the flood information as a matter of priority so that this information can be considered in determining planning applications and when preparing and reviewing Structure Plans.

It is expected the development industry would need to financially contribute to any improvements to the drainage system.

This issue is increasingly relevant in light of the anticipated increases in storm frequency and severity expected to occur as a result of climate change, as well as the additional potential issues associated with sea level rise (stormwater backup through the drainage system). Council should work closely with the State and Federal Government to manage and / or mitigate any impact.

The location of an SBO within Major Activity Centres will also influence what type of development should occur within the overlay. It would not be appropriate to have highly sensitive uses such as aged care and community facilities located within areas which may be subject to flooding in the future.

This is a critical issue which should be considered as a matter of priority.

This approach is consistent with the following Clauses contained within the SPPF and LPPF, as outlined in detail in Chapter 2 of this Strategy:

## **SPPF**

- Clause 13.01-1 – Environmental risks – Coastal inundation and erosion
- Clause 13.02-1 – Environmental risks – Flood plain management
- Clause 19 – Infrastructure
- Clause 19.03-1 – Development contribution plans
- Clause 19.03-2 – Water supply, sewerage and drainage

## **LPPF**

- Clause 21.05 – Environmental risks – Flooding and stormwater
- Clause 21.10 – Infrastructure.

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## Neighbourhood character

Maintaining neighbourhood character is important to the Bayside community. Over the last ten years, the community has consistently expressed concern that increased development associated with urban consolidation should not be at the expense of neighbourhood character, but rather that it should be consistent with and respect the character of Bayside.

The garden character of much of Bayside's residential areas is highly valued by the community and there is a desire to protect this character from encroachment by new development. There is concern that developments are removing mature exotic vegetation, particularly canopy trees, which contributes significantly to the character of Bayside.

A great deal of work has been undertaken to define the valued neighbourhood character elements throughout the municipality. This has been reflected in the Bayside Planning Scheme through the introduction of a *Neighbourhood Character Policy* (Clause 22.06) and individual Neighbourhood Character Overlays. It should be recognised that some areas which have been identified as worthy of a Neighbourhood Character Overlay are included within Major Activity Centres.

Whilst it is important to ensure Bayside is able to accommodate the anticipated future growth, it is also important to ensure this is not at the expense of neighbourhood character. There needs to be a balance between accommodating housing growth and protection of neighbourhood character.

It needs to be recognised that change associated with growth is inevitable and it is not possible to preserve existing character in areas identified as a focus for future residential growth. What is necessary is a clear preferred future character for identified residential growth areas which accommodates growth and provides clear guidance about how change should be managed and appropriate built form. This is best achieved through the Structure Planning process. There is also a need to provide guidance on appropriate built form in Small Neighbourhood Activity Centres that have not been identified as a focus for future residential growth (located within the 'Minimal Residential Growth Area') in order to ensure that development respects its local context. Accordingly, the Neighbourhood Character Policy at Clause 22.06 will need to be amended to reflect the 'Housing Growth Areas' and the change which is likely to occur within these areas.

Outside residential growth areas there is greater opportunity to protect neighbourhood character.

Council also wishes to ensure the provision of private open space in new residential development is of a size that enables the retention and planting of spreading canopy trees that contributes greatly to Bayside's valued 'green leafy' character.

This approach is consistent with the following Clauses contained within the SPPF and LPPF, as outlined in detail in Chapter 2 of this Strategy:

### **SPPF**

- Clause 15.01 – Urban design

### **LPPF**

- Clause 21.06 – Built environment – Heritage – Character and identity
- Clause 21.06-1.1 – Built environment and heritage – Residential areas
- Clause 21.06-1.2 – Built environment and heritage – Activity Centres.

# Housing Strategy

## Sustainable development

Bayside, like everywhere else, needs to respond to the dual pressures of the potential impacts of climate change and the ever diminishing resources in the form of energy, land and materials. The challenge is maximising the ways in which future housing can be provided in the most sustainable manner possible.

The Housing Strategy has a significant role to play in two ways; firstly identifying where future growth will be located and secondly, influencing the type of development that is to occur.

Whilst urban sprawl is a term which is generally applied to outer Melbourne, it can also be used in a municipal context and can have some of the same impacts, although to a lesser degree. Focusing development within identified growth areas, such as Principal Activity Centres and Major Activity Centres centred around commercial areas with centralised community facilities with public transport nodes can assist in reducing the reliance on the motor vehicle, lead to greater efficiencies in infrastructure provision as well as create vibrant and diverse communities, thus creating a more sustainable urban form.

This option does, however, lead to a concentration of development in a number of defined locations which is likely to have a greater impact on the existing character of the area, yet it can also enable the protection of neighbourhood character throughout the remainder of the municipality.

On the other hand, allowing development to sprawl throughout the municipality will lead to a less sustainable urban form as it will perpetuate a reliance on the private motor vehicle and have greater infrastructure requirements. A sprawled approach to urban development without the concentration of residential development within defined locations may reduce the amount of change that would occur to the character of the area in defined locations, however this is likely to result in greater levels of change overall throughout the entire municipality.

There is no question that concentrating development within Activity Centres, with appropriate access to public transport and appropriate infrastructure provision will lead to a greater level of environmental sustainability.

The other element to sustainability is ensuring new development incorporates ecologically sustainable design in order to mitigate against the impact of climate change.

There is opportunity to incorporate a wide range of ecologically sustainable features through housing design and development process such as building siting, incorporation of rainwater tanks, water sensitive urban design, alternative sources of energy such as solar power and wind power, double glazing; and the incorporation of eaves and balconies. This can help reduce the high ecological footprint of Bayside's residents and to help mitigate against climate change.

Council already encourages planning applicants to voluntarily use tools that facilitate more ecologically sustainable development through the 'Sustainable Design in the Planning Process' (SDAPP). The SDAPP tools used by Council are 'Sustainable Tools for Environmental Performance Strategy' (STEPS) for residential development and the 'Sustainable Design Scorecard' (SDS) for commercial and industrial development. These tools allow planning applicants to assess their development against a number of criteria with the view to reducing the development's environmental impacts beyond the minimum legal requirements.

Bayside's challenge is to ensure that development is undertaken in the most environmentally sustainable manner possible.

This approach is consistent with the following Clauses contained within the SPPF and LPPF, as outlined in detail in Chapter 2 of this Strategy:

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## **SPPF**

- Clause 15.02 – 1 – Urban design

## **LPPF**

- Clause 21.02 – Key issues and strategic vision
- Clause 21.06-2 – Built environment and heritage – Sustainability.

## Heritage

Bayside has a rich and varied heritage, starting with the Boon wurrung people and later European settlement through to the twenty first century. The municipality includes a range of significant development eras from Victorian, Edwardian, to the post and interwar periods. Recognising this, protection has been given to these significant areas through the Heritage Overlay in the Bayside Planning Scheme. The purpose of the Heritage Overlay is:

- *“To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.*
- *To conserve and enhance heritage places of natural and cultural significance.*
- *To conserve and enhance those elements which contribute to the significance of heritage places.*
- *To ensure that development does not adversely affect the significance of heritage places.*
- *To conserve specifically identified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.”*

There are numerous properties across Bayside which are included within individual Heritage Overlays or Heritage precincts. Many of these properties are located within the central and northern sections of the municipality, some of which are located within Activity Centres.

The existence of heritage significance does not preclude more intensive residential development; however, it does require a more sensitive approach to retaining and incorporating the important heritage values within the any development. Any new development would need to respect the heritage values.

This approach is consistent with the following Clauses contained within the SPPF and LPPF, as outlined in detail in Chapter 2 of this Strategy:

## **SPPF**

- Clause 15.03-1 – Heritage conservation

## **LPPF**

- Clause 21.06 – Built environment – heritage – Character and identity
- Clause 21.06-1.1 – Built environment and heritage – Residential areas
- Clause 21.06-1.2 – Built environment and heritage – Activity Centres
- Clause 21.06-1.3 – Built environment and heritage – Heritage.

# Housing Strategy

## Transport

Whilst Bayside is serviced by rail, a tram and buses, there are large areas which rely principally on the private motor vehicle for transport. It is fair to say that the north of the municipality is well serviced by public transport, whilst access within the southern areas is not as convenient.

The north-eastern boundary of the municipality is well serviced by the Frankston railway line which has stations at Moorabbin, Highett and Cheltenham. The State Government is currently investigating the construction of a train station at the Southland Shopping Centre, which is a Principal Activity Centre. The Sandringham railway line also dissects the northern and central sections of the municipality with stations at Elsternwick, Gardenvale, Northern Brighton, Middle Brighton, Brighton Beach, Hampton and Sandringham. This service does not extend to Black Rock and Beaumaris and these areas rely solely on bus services.

Trams are restricted to a single route in Brighton East, north of Nepean Highway which runs along Hawthorn Road. Bus services are provided throughout the municipality.

The principals of sustainability include a reduced reliance on the private motor vehicle and greater reliance on public transport. The absence of a multi modal public transport system to the south of the municipality means that significantly increased residential development within these areas could not be undertaken in an environmentally sustainable fashion. In the absence of this public transport, it is considered these areas are not suitable for significantly increased levels of residential development.

This approach is consistent with the following Clauses contained within the SPPF and LPPF, as outlined in detail in Chapter 2 of this Strategy:

### **SPPF**

- Clause 16.01-2 – Housing – Location of residential development
- Clause 11.03-2 – Structure planning
- Clause 15.02-1 – Sustainable development – Energy and resource efficiency

### **LPPF**

- Clause 21.03 – Settlement and housing
- Clause 21.09-1 – Integrated transport.

## Open space

Bayside currently has 443.7 hectares of public open space, which is 11.9 per cent of the total area of the municipality. Of this, 179.2 hectares is Crown land, 1.2 hectares is owned by public authorities and 263.3 hectares is owned by Council<sup>4</sup>. It should be noted that a proportion of this land is used for public purposes such as railway reservations and schools (roads are excluded) and a proportion is set aside for the natural environment.

The amount of public open space per capita in Bayside will steadily decline as the population increases. Public open space per capita in 2006 was 4.8 hectares per 1000 people. This is projected to fall to 4.6 hectares per 1000 people in 2016 and 4.3 hectares per 1000 people in 2026<sup>5</sup>.

A smaller proportion of Bayside residents will have access to large private backyards as it is anticipated that most of the new developments that will occur in Bayside (in designated locations) will

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<sup>4</sup> VEAC, *Melbourne Metropolitan Investigation Discussion Paper*, October 2010, p. 186–187.

<sup>5</sup> VEAC, *Melbourne Metropolitan Investigation Discussion Paper*, October 2010, p. 190.

# Housing Strategy

be in the form of units, apartments and townhouses to meet the demands of the growing household types.

For this reason, it is important to improve the quality of open spaces, recreational and leisure facilities available on the existing land, and improve linkages between components of the open space network to enable people to walk, cycle and travel along linear trails linking quality open spaces and key destinations. It is also important to identify whether there is a need to provide open space within identified housing growth areas in order to provide focal points and meeting places for the increased number of residents, leading to better health and social cohesion.

An Open Space Strategy is currently being developed by Council, in conjunction with the community, to enhance the way open space is used and managed across the City of Bayside.

Council also wishes to ensure the provision of private open space in new residential development is of a size that enables not only the retention and planting of spreading canopy trees, but also provides sufficient open space for residents within their properties and contributes to their health and wellbeing.

The *Victorian Planning Provisions* provide tools to collect contributions to assist with the provision of infrastructure required as a result of new development or subdivision in the municipality. These include the *Development Contribution Overlay* (Clause 45.06) and *Public Open Space Contribution and Subdivision provision* (Clause 52.01).

Currently Bayside collects public open space contributions by relying on the *Subdivision Act 1988* provisions. This approach is not always successful when challenged on appeal and needs to be reviewed.

This approach is consistent with the following Clauses contained within the SPPF and LPPF, as outlined in detail in Chapter 2 of this Strategy:

## **SPPF**

- Clause 11.03-1 – Open space planning

## **LPPF**

- Clause 21.08 – Open space.

## Physical and social / community infrastructure

Increased development will require increased infrastructure, both physical (roads, car parks, water supply, sewers, stormwater, drainage and power) and social / community (children and family services, aged and disability services, library services, community centres and recreational facilities). In order to ensure appropriate infrastructure is provided it is necessary to plan ahead – physical infrastructure is not easy to provide retrospectively.

The infrastructure requirements associated with intensified development in defined locations, as opposed to development which is spread across the municipality, will be very different, but either way with an additional 8,689 people and 4,379 dwellings between 2011 and 2031 there are going to be greater infrastructure requirements. This is particularly relevant in relation to development of Activity Centres which include land which is subject to flooding and covered by a Special Building Overlay.

Much of Bayside's physical infrastructure is reaching the end of its usable life and requires updating and replacing. Council's current Asset Management Strategy is based on an assessment of requirements on an as needs basis; there is not a long-range capital works / asset management strategy in place for Council at this stage. Council recognises the development of a long range

# Housing Strategy

infrastructure needs assessment, associated asset management strategy and capital works budget is required in order to better plan and accommodate housing growth. This assessment of infrastructure need should consider the recommendations of the Housing Strategy.

Another major issue will relate to the funding of infrastructure. Council will not be in a position to fund all the infrastructure required to meet the needs of the future community. It will require a joint approach from a range of providers including Council, the State Government, the not-for-profit sector, and also the private sector.

At this time Bayside does not have a Development Contributions Plan that forms part of the Planning Scheme. The previous Development Contributions Plan prepared is currently under review. In order to ensure all necessary infrastructure is provided in a timely fashion, a Development Contributions Plan which forms part of the Planning Scheme will be necessary to ensure infrastructure is provided in a timely fashion.

This is an issue that has caused great concern to the local community.

This approach is consistent with the following Clauses contained within the SPPF and LPPF, as outlined in detail in Chapter 2 of this Strategy:

## **SPPF**

- Clause 19 – Infrastructure
- Clause 19.02 – Infrastructure – Community infrastructure
- Clause 19.03-1 – Development Contribution Plans
- Clause 19.03-2 – Water supply, sewerage and drainage

## **LPPF**

- Clause 21.02 – Bayside key issues and strategic vision – Key issues
- Clause 21.10 – Infrastructure.

## Traffic and Car parking

With a projected increase in population and decrease in household size, Bayside will continue to experience pressure on car parking facilities, particularly for development within Activity Centres.

The potential impacts of car parking associated with increased residential growth need to be considered as part of the Housing Strategy.

Whilst Council is committed to increasing options for residents to use sustainable transport to, from and around Bayside, this is not expected to alleviate car parking issues faced by the municipality, particularly in the short-term. A more long-term, coordinated approach needs to be adopted.

This is an issue that has caused great concern to the local community.

There will be a need to prepare car parking precinct plans in order to ensure that an appropriate response is adopted to managing future car parking needs.

This approach is consistent with the following Clauses contained within the SPPF and LPPF, as outlined in detail in Chapter 2 of this Strategy:

## **SPPF**

- Clause 18 – Car parking

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## **LPPF**

- Clause 21.09-1 – Car parking and loading.

## Managing amenity

With additional residential development in housing growth areas, particularly within commercial areas, there is an increased likelihood that residents may experience greater amenity impacts, particularly in relation to noise. Vibrant commercial centres will be vital to the success of housing growth areas and it will be important to ensure appropriate commercial activities can establish and continue to operate within Activity Centres without being compromised by its proximity to residential properties. On the other hand, residents also have a right to ensure that amenity impacts associated with commercial development area appropriately managed.

It will be important to ensure that both commercial and residential developments within the commercial areas incorporate appropriate amenity protection measures to ensure that these uses can co-exist.

## **SPPF**

- Clause 11 – Settlement

## Single dwelling covenants

There are areas within Bayside where property titles include single dwelling covenants that limit development to one dwelling and associated outbuildings.

These covenants were mainly applied early last century when areas of Bayside were first developed. The covenants operate as private planning controls to control the type of development that would occur on adjoining blocks and in surrounding streets.

The extent of single dwelling covenants in Bayside is unknown and would require a title search of every property within the municipality.

Covenants can be removed or varied through a planning permit or planning scheme amendment.

## Golf Courses

There are a number of golf courses in Bayside, two of which are privately owned. These golf courses are zoned Residential 1. Should a golf course no longer be required for golfing purposes, the land could be developed for residential purposes under the provisions of the current zone.

The golf courses within Bayside contribute significantly to the character of Bayside and have significant recreational, environmental and landscape value. It is important to ensure that any future development of this land is undertaken in a sensitive manner which maintains and enhances these significant values. Whilst redevelopment of these golf courses for residential purposes would provide a significant number of allotments and dwellings, it is important to ensure these sites are developed in accordance with the directions contained in the Housing Strategy.

In order to ensure that this occurs, it may be appropriate to either rezone the land to a more appropriate zone to reflect its current use, or to include the land within a Development Plan Overlay, thus requiring the form and conditions of the future use and development to be shown on a development plan before a permit can be granted to develop the land. This would provide a planning mechanism to ensure that these significant values are appropriately considered as part of any future development of the land.

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Any further work to address this issue is outside the scope of this strategy and should be undertaken in consultation with the owners of the golf course.

## Recent VCAT decisions

VCAT has recently overturned a number Council decisions in relation to major residential developments, particularly in Bay Road, Sandringham. The approved developments in Bay Road are up to 6 storeys in height and will provide 886 dwellings. The location of such major residential developments in this location is not consistent with the directions contained within this Housing Strategy as they are located outside 'Housing Growth Areas' and in 'Minimal Residential Growth Area' which is aimed at maintaining the low density residential character.

These developments were approved by VCAT at a time when Council had no Housing Strategy and could not demonstrate it had a plan in place to deliver increased number of dwellings as required by the State Government. Once the Housing Strategy is adopted and the Planning Scheme amended accordingly to demonstrate where Council will and will not support medium and high density development, it is anticipated that VCAT will respect Council's decision on similar proposals.

The approval of these developments should not be seen as creating a precedent to allow major residential developments outside 'Housing Growth Areas',

It is therefore important to ensure the strategic base of the Housing Strategy and the Bayside Planning Scheme is clear about what type of development should be located and where and is administered accordingly.

# 6.0 Strategic Framework for Housing in Bayside

The Housing Strategy sets out a strategic framework for housing and residential development in Bayside over the next fifteen years. The Strategy provides direction about where residential development will be focused, where it will be limited and the type of residential development required in order to meet the changing needs of the Bayside community. Further, the Strategy addresses a wide range of challenges that exist in managing housing growth and provision.

In doing so, the Strategy has had regard to the population and housing projections, strategic directions contained in both the State Planning Policy Framework (SPPF) and the Local Policy Framework (LPPF), community aspirations, changing demographic profile and the challenges that face Bayside.

In articulating the vision, strategic framework and growth area designations, the strategy has relied on the terms 'High', 'Medium' and 'Low' density development. Whilst these are common planning terms, there is no clear definition in either the Victoria Planning Provisions or the Planning and Environment Act 1987, what each of these terms mean and how they are applied. Therefore to avoid confusion, the definition of these terms for the purpose of this Strategy is:

**High Density** – relates to residential developments with three or more dwellings which are four storeys and above. Proposals are assessed against the *'Guidelines for Higher Density Residential Development.'*

**Medium Density** – relates to residential developments with three or more dwellings which are up to three storeys. Proposals are assessed against the ResCode provisions contained within Clauses 54 and 55 of the Bayside Planning Scheme.

**Low Density** – relates to residential developments in residential zones of up to two dwellings no more than two storeys and which present a single dwelling appearance to the streetscape. In other zones, residential development is to be no more than two storeys.

More detailed direction in relation to appropriate building heights and built form is to be defined through the Structure Plan process or through the preparation for Design Frameworks for each 'Housing Growth Area'.

## 6.1 Vision and Strategic Framework

A vision is a statement or description of the type of place Council seeks to create, it is setting the 'big picture'. The Strategic Framework Plan provides the spatial representation of the strategic directions and should have clear links to the objectives and strategies.

The vision statement is as follows:

*Future medium and high density development will be directed to the following identified housing growth areas.*

*The main focus for future medium and high density residential development will be the Southland Principal Activity Centre and the Moorabbin Major Activity Centre which provide the greatest access to shops, public transport and other services, with minimal constraints.*

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*The other identified Major Activity Centres, Church Street, Brighton; Bay Street, Brighton; Hampton Street, Hampton; Sandringham Village, Cheltenham and Elsternwick will play a secondary role in accommodating future medium and high density residential development, ensuring the 'village' feel of each centre is maintained and enhanced.*

*Identified Large Neighbourhood Activity Centres, Highett; Martin Street, Gardenvale; Beaumaris Concourse and Black Rock will assist in accommodating medium density development. Identified Small Neighbourhood Activity Centres will accommodate shop top housing which respects the local built form context.*

*Identified strategic redevelopment sites will also contribute to accommodating future housing growth.*

*The remainder of the established residential areas within the municipality will experience minimal housing change and maintain the low density residential character.*

*New housing development will respect and enhance Bayside's valued built and natural heritage and neighbourhood character, incorporating best practice ecologically sustainable design to help the municipality respond to climate change.*

*A range of housing types and tenure will be provided to accommodate the changing needs of the community, both now and in the future, enabling people to age in place, and providing opportunities for young adults and families to remain in the municipality.*

*A coordinated and proactive approach will be adopted to the provision of physical and community infrastructure and development will contribute to the cost of this infrastructure.*

*Development in areas with constraints should be limited until such time as a coordinated approach to resolving the issues is addressed.*

## 6.2 Spatial Approach to Achieve the Vision

In order to achieve this vision the municipality has been broken up into identified Housing Growth Areas and Established Residential Areas. Each has then been included within a growth area designation which reflects the type of development that is planned to occur and will be supported. The growth areas are illustrated in the Residential Framework Plan as shown in Figure 25 and the individual Housing Growth Area residential framework plans contained in Figures 26–32. The associated designations are outlined below:

### Housing Growth Areas

#### **Key Focus Residential Growth Areas**

Areas where the majority of medium and high density residential development will be located. These areas should provide a diverse range of housing types to meet the needs of the existing and future Bayside community. Further, these areas will have a high level of access to public transport along with commercial and community services. Where located within a commercial zone, residential development is to be located above commercial and office premises to ensure active street frontages are achieved.

The height, scale and massing of new development must be in accordance with the recommendations of any Structure Plan, Design Framework or relevant planning provisions.

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## *Moderate Residential Growth Areas*

Areas where medium density development will occur. These areas will provide an appropriate transition to both adjoining 'Key Focus Residential Growth Areas' and 'Minimal Residential Growth Areas'. The design of new medium density housing will demonstrate sensitivity to the existing residential context and amenity standards in these areas, particularly at the 'Housing Growth Area' boundary.

The site coverage, height, scale and massing of new development must be in accordance with the recommendations of any Structure Plan, Design Framework or relevant planning provisions.

## *Strategic redevelopment sites*

These are identified sites which meet the criteria set out in the State Planning Policy Framework, that is, they are:

- in or within easy walking distance of Principal or Major Activity Centres
- in or beside Neighbourhood Activity Centres that are served by public transport
- on or abutting tram, train, light rail or bus routes that are part of the Principal Public Transport Network and close to employment corridors ... Principal and Major Activity Centres
- in or near major modal public transport interchanges that are not in Principal or Major Activity Centres
- able to provide ten or more dwelling units, close to Activity Centres and well served by public transport.

## *Established Residential Areas*

The established residential areas are those areas located outside of the Housing Growth Areas. They include identified Small Neighbourhood Activity Centres and Strategic Redevelopment Sites that have limited capacity for change.

These areas will contribute to accommodating housing growth within Bayside, however this role will be minimal and primarily focused on maintaining the low density scale of these areas. These areas fall under the category of 'Minimal Residential Growth' as defined below.

## *Minimal Residential Growth*

Areas where the predominantly low density residential scale is to be maintained.

Within residential areas the housing change anticipated will take the form of new single dwellings or up to two dwellings no more than two storeys and which present a single dwelling appearance to the streetscape.

Small Neighbourhood Activity Centres, Strategic Redevelopment Sites and other commercially zoned areas identified as 'Minimal Residential Growth' will also adopt a low density scale of no more than two storeys to respect the surrounding residential context.

Medium and High density development will not be supported within these areas.

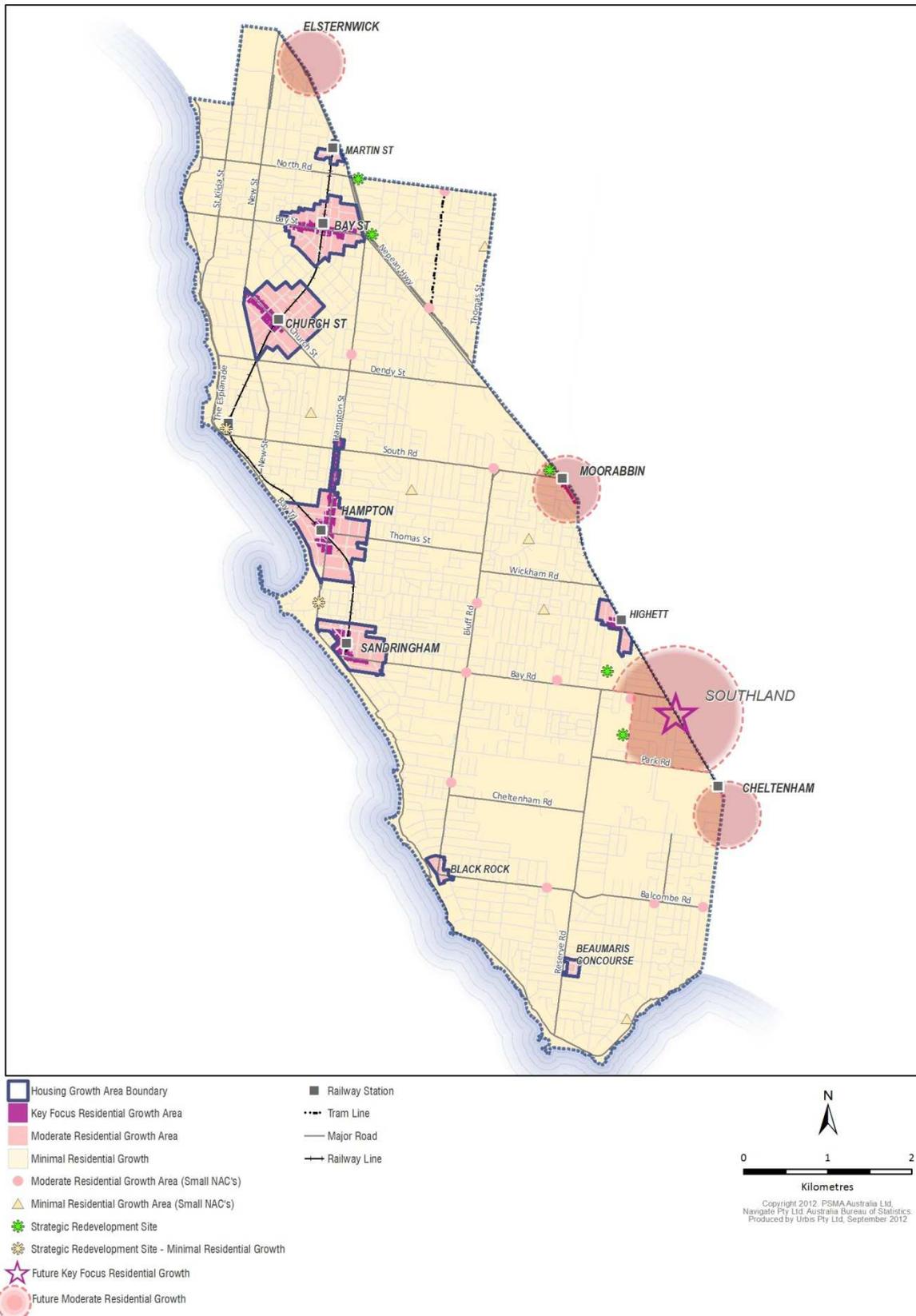
Within these areas there are both sites and areas which are included within Heritage, Neighbourhood Character, Vegetation Protection and Special Building Overlays. All new development must protect and enhance the heritage, neighbourhood character and

# Housing Strategy

landscape / vegetation values of these areas, as well as take into consideration the development impacts associated with being in the 1:100 year flood plain. These areas will have limited capacity to assist in meeting the future housing needs of Bayside.

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Figure 25: Residential Strategic Framework Plan



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## Growth Area Designations

Name	Growth Area Designations
<b>Principal Activity Centre</b>	
Southland Principal Activity Centre	<ul style="list-style-type: none"> <li>• Key Focus Residential Growth Area</li> <li>• Moderate Residential Growth Area</li> </ul>
<b>Major Activity Centre</b>	
Moorabbin Major Activity Centre	<ul style="list-style-type: none"> <li>• Key Focus Residential Growth Area</li> <li>• Moderate Residential Growth Area</li> </ul>
Cheltenham Major Activity Centre	<ul style="list-style-type: none"> <li>• Key Focus Residential Growth Area</li> <li>• Moderate Residential Growth Area</li> </ul>
Bay Street Major Activity Centre	<ul style="list-style-type: none"> <li>• Key Focus Residential Growth Area</li> <li>• Moderate Residential Growth Areas</li> </ul>
Church Street Major Activity Centre	<ul style="list-style-type: none"> <li>• Key Focus Residential Growth Area</li> <li>• Moderate Residential Growth Area</li> </ul>
Hampton Major Activity Centre	<ul style="list-style-type: none"> <li>• Key Focus Residential Growth Area</li> <li>• Moderate Residential Growth Area</li> </ul>
Sandringham Major Activity Centre	<ul style="list-style-type: none"> <li>• Key Focus Residential Growth Area</li> <li>• Moderate Residential Growth Area</li> </ul>
Elsternwick Major Activity Centre	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
<b>Large Neighbourhood Activity Centre</b>	
Martin Street, Gardenvale	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
Highett	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
Beaumaris Concourse	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
Black Rock	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
<b>Small Neighbourhood Activity Centre</b>	
East Brighton Shopping Centre, Brighton East ,	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
Dendy Village, Brighton East	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
Bluff Road and Highett Road Centre, Hampton East	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
Seaview Shopping Centre, Beaumaris	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
Balcombe Road and Charman Road, Beaumaris	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
South Road Plaza, Hampton	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
Bluff Road and Bay Road, Sandringham / Highett	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
Bay Road and Jack Road, Cheltenham	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
Bluff Road and Love St, Black Rock	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
Balcombe Park, Beaumaris	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>
Hawthorn Road Shopping Centre, Brighton East	<ul style="list-style-type: none"> <li>• Moderate Residential Growth Area</li> </ul>

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Bay Road and Avoca Street, Highett	<ul style="list-style-type: none"> <li>Moderate Residential Growth Area</li> </ul>
Thomas & Egan St, Brighton East	<ul style="list-style-type: none"> <li>Minimal Residential Growth Area</li> </ul>
Were St Centre, Brighton	<ul style="list-style-type: none"> <li>Minimal Residential Growth Area</li> </ul>
Ludstone St, Hampton	<ul style="list-style-type: none"> <li>Minimal Residential Growth Area</li> </ul>
Keith St & Widdop Crescent, Hampton East	<ul style="list-style-type: none"> <li>Minimal Residential Growth Area</li> </ul>
Highett & Spring Rd, Highett	<ul style="list-style-type: none"> <li>Minimal Residential Growth Area</li> </ul>
Keys St Shopping Centre, Beaumaris	<ul style="list-style-type: none"> <li>Minimal Residential Growth Area</li> </ul>
<b>Strategic redevelopment sites</b>	
CSIRO site – Highett	<ul style="list-style-type: none"> <li>Strategic redevelopment site</li> </ul>
Jack Road Development Precinct (as identified by DPO1)	<ul style="list-style-type: none"> <li>Strategic redevelopment site</li> </ul>
Barr Street / South Road, Brighton East	<ul style="list-style-type: none"> <li>Strategic redevelopment site</li> </ul>
Nepean Highway & Milroy St, Brighton East	<ul style="list-style-type: none"> <li>Strategic redevelopment site</li> </ul>
Nepean Highway & North Rd, Brighton	<ul style="list-style-type: none"> <li>Strategic redevelopment site</li> </ul>
South Road and Esplanade Avenue and around Milanos	<ul style="list-style-type: none"> <li>Strategic redevelopment site – Minimal Residential Growth Area</li> </ul>
Beach Road and Georgiana Street, Sandringham	<ul style="list-style-type: none"> <li>Strategic redevelopment site – Minimal Residential Growth Area</li> </ul>
<b>Established Residential Areas</b>	
Brighton	<ul style="list-style-type: none"> <li>Minimal Residential Growth</li> </ul>
Brighton East	<ul style="list-style-type: none"> <li>Minimal Residential Growth</li> </ul>
Hampton	<ul style="list-style-type: none"> <li>Minimal Residential Growth</li> </ul>
Hampton East	<ul style="list-style-type: none"> <li>Minimal Residential Growth</li> </ul>
Sandringham	<ul style="list-style-type: none"> <li>Minimal Residential Growth</li> </ul>
Highett	<ul style="list-style-type: none"> <li>Minimal Residential Growth</li> </ul>
Cheltenham	<ul style="list-style-type: none"> <li>Minimal Residential Growth</li> </ul>
Black Rock	<ul style="list-style-type: none"> <li>Minimal Residential Growth</li> </ul>
Beaumaris	<ul style="list-style-type: none"> <li>Minimal Residential Growth</li> </ul>

## 6.5 Do the Housing Growth Areas satisfy the housing projections?

In order to ensure the designated housing growth areas provide sufficient residential capacity to accommodate the anticipated future population growth up to 2031, Bayside engaged CPG Australia with the support of funding from DPCD, to develop a Housing Growth Model to assist in testing various growth models in Bayside, both in a 2D and a 3D plane.

The key components of the model include the following phases of work:

- development of a methodology that enables translating planning policy, development feasibility and urban design inputs into capacity outputs

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- development of a dynamic database program to calculate housing capacity which links the GIS software and 3D mapping software
- refinement of a GIS map base (a cadastre with several layers of data) to enable assignment and mapping of capacity outputs in line with potential policy settings
- analysis of policy settings and past housing capacity work and translation of these into spatial outputs
- preparation of standard housing typologies based on urban design analysis
- analysis of the economic feasibility of various housing typologies in Bayside
- mapping of four case study locations within the municipality to enable the preparation of 3D maps for housing growth scenarios in these areas.

The housing growth modelling has considered and, where relevant, taken account of a range of previous work undertaken on housing capacity and growth projection for Bayside. This work includes the following:

## Housing Capacity Assessment

- Bayside Housing / Social Housing Strategy (DLA and SGS, 2005)
- Dwelling yield analysis for Residential Area of Major Activity Centres (Planisphere, 2006)
- MAC Structure Plans Feasibility Analysis (Charter Keck Cramer, 2006)
- Dwelling Yield Analysis (Planisphere, 2008)
- Main Road Dwelling Analysis (Planisphere, 2008)
- Housing Growth Requirements Capacity Assessment Pilot Project (Coomes Consulting, 2009).

## Population and Housing projections

- Victoria in Future (VIF) 2012
- Forecast Id. 2008.

The overall approach of the model has been based on identifying the potential for change of each parcel of land within the municipality. This has involved ensuring the assignment of potential housing growth for each lot has been based on:

- the policy settings applied by Council
- the physical ability of the lot to accommodate certain typologies of development
- the economic feasibility of development for certain typologies.

Based on this model, Council has been able to assess a range of housing growth options to ensure Bayside is able to meet its housing projection targets in a manner which also protects those values considered important by the local community. This model ensures Council is able to achieve a balance between meeting its housing targets and protecting those aspects of the Bayside urban and built form which the community value highly. Following the completion of the Draft Bayside Housing Strategy, the model has been further refined to provide greater functionality, for example, providing a greater range of site coverage options to test housing capacity.

The recommended housing growth strategy has been tested against this model and it has been determined that the recommendations contained within this Strategy will not only meet Bayside's

# Housing Strategy

forecast housing requirements (based on the State Government housing projections – *Victoria in Future 2012* projections), but will also exceed them, providing an additional 46 per cent margin above this requirement.

Based on the outcomes of the modelling, it is anticipated that the following areas will be able to accommodate the following levels of growth:

**Table 8: Areas able to accommodate growth**

*(Note: The development assumptions that form the basis of this modelling are outlined in Appendix A)*

Name	Site coverage (apartments and townhouses)	Percentage to develop by end model year	Existing dwellings	Scenario yield	Net additional dwellings	Implied rate of change (%)
<b>Housing Growth Areas</b>						
Southland Principal Activity Centre	60%	40%	503	1391	888	5.81
Moorabbin Major Activity Centre <i>(including the Barr Street / South Road, Brighton East site)</i>	60%	40%	339	924	585	5.73
Cheltenham Major Activity Centre	60%	40%	368	787	419	4.32
Bay Street Major Activity Centre	60%	40%	778	1741	963	4.58
Church Street Major Activity Centre	60%	40%	729	1559	830	4.31
Hampton Major Activity Centre	60%	40%	851	1921	1070	4.63
Sandringham Major Activity Centre	60%	40%	575	1200	625	4.17
Elsternwick Major Activity Centre	50%*	10%*	62	65	3	N/A
Martin Street, Gardenvale	60%	40%	14	62	48	8.58
Highett <i>(including the CSIRO site)</i>	60%	40%	172	1008	836	10.32
Beaumaris Concourse	75%	40%	12	59	47	9.21
Black Rock	60%	40%	41	73	32	3.26
Identified Small Neighbourhood Activity Centres	100%	10%	328	615	287	3.56
<b>Subtotal</b>	--	--	<b>4772</b>	<b>11,405</b>	<b>6633</b>	<b>5.18 (mean average)</b>
<b>Strategic redevelopment sites</b>						
CSIRO, Highett <i>(549 included within Highett above)</i>	--	--	--	--	--	--
Jack Road Development Precinct, Cheltenham	--	--	--	--	356	--
Barr Street / South Road, Brighton East <i>(227 included within Moorabbin above)</i>	--	--	--	--	--	--

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Name	Site coverage (apartments and townhouses)	Percentage to develop by end model year	Existing dwellings	Scenario yield	Net additional dwellings	Implied rate of change (%)
Nepean Highway & North Road, Brighton	--	--	--	--	--	--
Nepean Highway & Milroy St, Brighton East	--	--	--	--	--	--
South Road & Esplanade Ave & around Milanos	--	--	--	--	--	--
Beach Rd & Georgiana St, Sandringham	--	--	--	--	--	--
<b>Subtotal</b>	--	--	--	--	<b>356</b>	--
<b>Established Residential Areas</b>						
Brighton	--	--	6494	6806	312	0.26
Brighton East	--	--	5914	6339	425	0.39
Hampton	--	--	3567	3774	207	0.31
Hampton East	--	--	1753	1817	64	0.20
Sandringham	--	--	3165	3368	203	0.35
Highett	--	--	2783	2917	134	0.26
Cheltenham	--	--	187	194	7	0.20
Black Rock	--	--	2541	2634	93	0.20
Beaumaris	--	--	5014	5225	211	0.23
<b>Subtotal</b>	--	--	<b>31,418</b>	<b>33,072</b>	<b>1654</b>	<b>0.26% (mean average)</b>
<b>Major developments approved by VCAT</b>						
220 Bay Road, Sandringham	--	--	--	--	453	--
218 Bay Road, Sandringham	--	--	--	--	112	--
212-216 Bay Road, Sandringham	--	--	--	--	321	--
<b>Subtotal</b>	--	--	--	--	<b>886</b>	--
<b>TOTAL</b>	--	--	--	--	<b>9534</b>	--

\*Categorised under 'Other Change Areas' in model rather than 'Other Activity Centres' to assist in model interpretation.

Council is confident that not only does the approach recommended in this Strategy meet its housing forecast requirements for the next twenty years, it also exceeds them.

Council believes that it is not appropriate to provide additional residential capacity at this time due to the number of significant challenges that need to be addressed by Council in the coming years, particularly in relation to infrastructure provision. The recent Bayside Planning Scheme Review (September 2011) clearly identified a wide range of strategic work required in order to ensure the challenges identified in this Strategy are addressed. Completion of this Housing Strategy was viewed as the critical starting point for establishing the appropriate directions to guide the further strategic work. The Bayside Planning Scheme Review was adopted by Council in September 2011 and Council is now implementing the recommendations. Council is confident that this Strategy provides sufficient scope for future residential development whilst Council undertakes the further strategic work that will be necessary if and when it is determined that there is a need for additional residential capacity.

## Housing Strategy

In addition, Council believes it is also important to monitor the rate of growth and demographic changes that will occur over the next twenty year period and examine what impact this will have on housing requirements. Accordingly, Council believes that to provide additional residential capacity, in excess of the required fifteen year supply as specified by the SPPF, would be premature.

This Strategy will be reviewed when Bayside has less than a five year supply of housing capacity available throughout the municipality as a whole (rather than on a centre by centre basis).

Bayside believes this approach is consistent with the fundamental goal of planning which is “*To balance the present and future interests of all Victorians*” as contained in Clause 10.02 of the SPPF. This approach endeavours to integrate the range of policies relevant to the issues to be determined and balances conflicting objectives in favour of net community benefit and sustainable development for the benefit of present and future generations.

Further details on the methodology of the model and the assumptions made are included in the *City of Bayside Housing Growth Modelling – Methodology Report – December 2010*, prepared by CPG Australia for the Bayside City Council.

## 7.0 Housing Objectives and Strategies

In order to achieve the vision and address the various challenges which have been identified, it is important to articulate a series of objectives and strategies. These objectives and strategies identify specific aims for how the Housing Strategy will be implemented and articulate how Council will achieve each of these specific aims.

The overarching objectives and strategies are outlined below:

### 7.1 Managing Housing Growth

#### Objective 1

To direct medium and high density residential development to identified 'housing growth areas'.

#### Strategies

- Direct increased residential development to 'housing growth areas'. These are as follows:

**'Key Focus Residential Growth Areas'** are areas where the majority of medium and high density residential development will be located. These areas should provide a diverse range of housing types to meet the needs of the existing and future Bayside community. Residential development is to be located above commercial and office premises to ensure active street frontages are achieved.

The height, site coverage, scale and massing of new development must be in accordance with the recommendations of any Structure Plan, Design Framework or relevant planning scheme provision.

**'Moderate Residential Growth Areas'** are areas where medium density development will occur. These areas will provide an appropriate transition to both adjoining 'Key Focus Residential Growth Areas' and 'Minimum Residential Growth Areas'. The design of new medium density housing will demonstrate sensitivity to the existing residential context and amenity standards within these areas, particularly at the 'Housing Growth Area' boundary.

The site coverage, height, scale and massing of new development must be in accordance with the recommendations of any Structure Plan, Design Framework or relevant planning scheme provision.

- Define and maintain clear boundaries around identified housing growth areas.
- Encourage the consolidation of lots within 'Key Focus and Moderate Residential Growth Areas' in order to facilitate redevelopment, provided the development appropriately presents to the streetscape and neighbouring properties.

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## Objective 2

To limit new residential development within 'Established Residential Areas'.

### Strategies

- Limit new residential development within 'Established Residential Areas' as follows:

**'Minimal Residential Growth'** are areas where the low density residential scale is to be maintained.

Within residential areas, the housing change anticipated will take the form of new single dwellings or up to two new dwelling no more than two storeys and which present a single dwelling appearance to the streetscape.

Small Neighbourhood Activity Centres, Strategic Redevelopment Sites and other commercially zoned areas identified as 'Minimal Residential Growth' will also adopt a low density scale of no more than two storeys to respect the surrounding residential context.

Medium and High density housing will not be supported.

These areas will have limited capacity to assist in meeting the future housing needs of Bayside.

All new development must protect and enhance the heritage, neighbourhood character and landscape / vegetation values of these areas, as well as take into consideration the development impacts associated with inundation.

## Objective 3

To facilitate the development of identified 'Strategic Redevelopment Sites'.

### Strategies

- Support the redevelopment of identified strategic redevelopment sites.
- Ensure all strategic redevelopment sites provide a diversity of lot sizes and dwellings.
- Ensure the layout and built form responds appropriately to and respects the streetscape and sensitive adjoining land uses.
- Ensure the site coverage, height, scale and massing of new development is in accordance with approved built form design guidelines.

## 7.2 Housing Diversity

### Objective 4

To provide a greater diversity of housing to meet the current and future needs of the population.

### Strategies

- Ensure developments within 'Housing Growth Areas' provide a diversity of housing options including a range of housing types, tenures and a variety of bedroom numbers.
- Ensure new development incorporates adaptable design principles in accordance with the relevant Australian Design Standard.

# Housing Strategy

- Encourage the provision of safe and accessible common open space within developments to facilitate interaction between neighbours.

## 7.3 Environmental Risks

### Objective 5

To ensure development in 'Housing Growth Areas' addresses environmental risk in a comprehensive and coordinated manner.

### Strategies

- Adopt a risk management approach in considering applications for development in places likely to be affected by climate change, such as the 1:100 year flood plain, coastal inundation and erosion.
- Ensure development which proposes to increase site coverage within the 1:100 year flood plain addresses the potential impacts on overland flows and flooding without creating off-site effects.
- Consider the impact of development within the 1:100 year flood plain on infrastructure and identify appropriate infrastructure improvements and associated costs.
- Locate sensitive uses, such as residential aged care and disability facilities, retirement villages and community services outside the 1:100 year flood plain.

## 7.4 Physical and Social Infrastructure

### Objective 6

To provide the necessary physical and social infrastructure to meet the needs of the existing and future population.

### Strategies

- Determine the physical and social infrastructure required to support the current and future population and its changing needs.
- Ensure planning for water supply, sewerage and drainage works receives high priority in early planning for new development within 'Housing Growth Areas.'
- Ensure there is a coordinated approach to the planning and provision of infrastructure.
- Ensure residential development does not exceed known physical infrastructure capacity.
- Identify the appropriate location of physical and social infrastructure.
- Ensure that development contributes to the cost of new or upgraded physical and social infrastructure.
- Provide social and community infrastructure, including child care centres and aged care facilities in appropriate locations.
- Develop community hubs by co-locating community facilities in areas with good access to shops, services, public transport and open space which are accessible by walking.

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## 7.5 Neighbourhood Character and Heritage

### Objective 7

To ensure new residential development / redevelopment respects and enhances neighbourhood character and heritage values.

### Strategies

- Identify areas of significant neighbourhood character.
- Define an appropriate preferred character for each 'Housing Growth Area', recognizing these areas will undergo change to accommodate future growth.
- Protect the low density single dwelling development as the preferred character for 'Minimum Residential Growth Areas'.
- Protect elements within the built form and natural landscape which have an identified and valued neighbourhood character.
- Ensure development responds to its context and contributes to preferred character.
- Encourage the retention of existing buildings which can be re-used and adapted so as to contribute to the character of the surrounding neighbourhood.
- Ensure new residential development improves the streetscape and promotes good streetscape design.
- Ensure all development responds positively to the public realm.
- Protect areas / buildings of recognised historical / cultural significance.

## 7.6 Built Form

### Objective 8

To ensure new residential development is of a high design standard and responds appropriately to its local context.

### Strategies:

- Ensure development within 'Housing Growth Areas' adopts contemporary design which focuses on creating a vibrant and interactive street interface.
- Provide an appropriate transition between 'Housing Growth Areas' and 'Established Residential Areas.' The transition is to be provided within the 'Housing Growth Area'.
- Ensure development within 'Minimal Residential Growth Areas' respects and enhances preferred neighbourhood character.
- Ensure development within identified Small Neighbourhood Activity Centres responds to neighbouring and preferred built form.
- Ensure development on 'Strategic Redevelopment Sites' provides an appropriate transition to neighbouring growth areas.
- Ensure developments are designed to incorporate appropriate safety and crime prevention in accordance with best practice.
- Prepare Structure Plans for all identified 'Housing Growth Areas'.
- Prepare design guidelines for all Small Neighbourhood Activity Centres and identified Strategic Redevelopment Sites.

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## 7.7 Ecologically Sustainable Development

### Objective 9

To ensure development achieves high levels of environmental sustainability.

#### Strategies

- Ensure planning, design, siting and construction of new development responds to best practice environmental design guidelines for building orientation, energy efficiency, renewable energy sources, water sensitive urban design and waste recycling.
- Encourage the adaptive re-use of buildings and materials.

## 7.8 Vegetation

### Objective 10

To protect and enhance vegetation for the role it plays in defining the character of Bayside.

#### Strategies

- Ensure developments within 'Key Focus Residential Growth Areas' incorporate landscaping, particularly along street frontages.
- Ensure developments within 'Moderate Residential Growth Areas' incorporate landscaping within the street frontages, particularly established canopy trees, and where practical retain existing canopy trees.
- Ensure developments within 'Minimal Residential Growth Areas' protect existing canopy trees.
- Ensure developments within 'Minimal Residential Growth Areas' provide canopy trees within street frontages and sufficient private open space.

## 7.9 Open Space

### Objective 11

To provide adequate open space to meet the needs of the current and future population.

#### Strategies

- Ensure adequate and appropriate open space and associated trails are provided to meet the needs of the current and future population.
- Ensure development contributes to the provision and improvement of adequate open space.
- Ensure residential developments within 'Minimal Residential Growth Areas' provide sufficient private open space to facilitate the planting of canopy trees.
- Provide communal open space within 'Housing Growth Areas' to encourage and facilitate community interaction.

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## 7.10 Economic Sustainability

### Objective 12

To ensure residential development within 'Housing Growth Areas' contributes to and does not compromise the economic vibrancy of Activity Centres.

#### Strategies

- Identify the commercial floor space requirements and mix of commercial uses necessary within Activity Centres to support the needs of the future population.
- Protect commercial floor space within Activity Centres to meet the needs of the future population.
- Encourage a diversity of commercial uses within Activity Centres to meet the needs of the future population.
- Retain an active commercial focus on the ground floor with offices/residential above to ensure active street frontages at ground level are provided and to maintain the commercial viability of Activity Centres.

## 7.11 Traffic

### Objective 13

To improve traffic circulation and the amenity of Activity Centres and 'Housing Growth Areas'.

#### Strategies

- Ensure that adequate and appropriate traffic management practices are introduced into Activity Centres and Housing Growth Areas to improve vehicle access, circulation, parking, loading/unloading and pedestrian movement/safety.
- Manage traffic circulation to minimise congestion and facilitate pedestrian movements, particularly for the elderly.
- Ensure adequate road infrastructure replacement to maintain an appropriate level of service to road users, pedestrians and cyclists.
- Provide vehicular access to developments via rear laneways within 'Housing Growth Areas', where available, to minimise the impact of entering/exiting vehicles on pedestrian and traffic movements, reduce the visual impact on the streetscape and maintain active street frontages.
- Minimise the number of crossovers provided to developments to reduce the potential conflict with pedestrians, encourage street tree planting and maximise on street car parking.
- Require reinstatement of unused crossovers where development or redevelopment occurs.
- Ensure traffic impacts associated with new residential development are adequately addressed.

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## 7.12 Car Parking

### Objective 14

To manage the impacts of car parking and loading/unloading associated with new developments, particularly within 'Housing Growth Areas'.

### Strategies

- Identify the parking requirements of each 'Housing Growth Area' taking into consideration both resident and commuter parking needs.
- Prepare car parking precinct plans for each 'Housing Growth Area'.
- Ensure development within 'Housing Growth Areas' contributes to the cost of new or upgraded car parking.
- Ensure medium and high density developments within 'Housing Growth Areas' that provide apartments with no parking include appropriate covenants on the relevant title or Section 173 Agreements making it clear that no parking is provided to these apartments and that Council may not issue a residential parking permit.
- Discourage car parking dispensations for new residential developments within 'Minimum Residential Growth Areas.'

## 7.13 Amenity

### Objective 15

To provide a high standard of amenity for existing and future residents within 'Housing Growth Areas'.

### Strategies

- Ensure residential and commercial developments incorporate appropriate measures to ameliorate potential amenity impacts associated with nearby commercial uses such as noise, light, odour, etc.
- Ensure residents in commercial areas are aware of differences in amenity expectations between commercial and residential areas.

## 7.14 Residential Aged and Disability Care Facilities

### Objective 16

To provide a range of residential aged and disability care facilities and retirement villages in appropriate locations.

### Strategies

- Locate residential aged / disability care facilities and retirement villages within 'Housing Growth Areas' where they have good access to shopping, public transport and entertainment as well as community facilities and services.
- Discourage development of residential aged / disability care facilities and retirement villages not within 'Housing Growth Areas'.

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- Ensure residential aged / disability care facilities and retirement villages respect and respond to preferred built form.

## 7.15 Caretakers' Dwellings

### Objective 17

To ensure caretaker dwellings are required to support the continued industrial or commercial use they are associated with.

### Strategies

- Require developments which include a caretaker dwelling to clearly demonstrate necessity.
- Require that all developments which include a caretaker dwelling to enter into a Section 173 Agreement to ensure the caretaker dwelling will only be used in association with the principal use of the land and will not subdivided.

## 7.16 Social and Affordable Housing

### Objective 18

To provide adequate affordable and social housing to meet current and future community needs.

### Strategies

- Encourage the inclusion of affordable housing in large residential developments.
- Promote the innovative redevelopment and renewal of older public housing stock in Bayside.
- Encourage and facilitate private, public and community sector involvement in the provision of housing diversity to ensure a range of housing choices is available.

# 8.0 Housing Growth Areas – Local Area Objectives and Strategies

## 8.1 Southland Principal Activity Centre (Southland PAC)

### Vision

The Southland PAC will become a major focus for future medium and high density residential development within Bayside, taking advantage of its proximity to the Southland Shopping Centre and the Frankston railway line, with the proposed future railway station and modal interchange facility linking in with regional and local bus services. The area is to provide a wide diversity of housing types to meet the varied needs of the community.

The Southland PAC will provide good access to employment sources both locally, including the Bayside Business Employment Area (BBEA) to the west, and regionally, which can be easily accessed by the local public transport system. Walking and cycling paths between the Southland PAC and the BBEA will be improved to encourage connectivity between the two areas.

At this time, it is envisaged that development will not be greater than three storeys in height, although this may change depending on the outcomes of any future Structure Plan. Residential development is to adopt a high quality, innovative built form which provides an appropriate address to the street and incorporates high levels of environmental sustainability.

Any future railway station will provide an active frontage to the adjoining residential area and be easily accessed by a network of access ways and open space linkages throughout the Principal Activity Centre.

Developments will incorporate landscaping and particularly canopy trees within the front setback to maintain the garden feel at the streetscape.

There will be a need to consolidate allotments to create sites large enough to facilitate high quality high and medium density development.

### Objectives

- To provide medium and high density development within the future 'Key Focus Residential Growth Area'.
- To provide medium density development within the 'Moderate Residential Growth Area.'
- To provide a diversity of housing types and sizes.
- To encourage the consolidation of allotments to create opportunities for medium and high density development.
- To ensure development on the edge of the 'Moderate Residential Growth Area' adopts an appropriate interface with adjoining residential areas and provides a suitable transition in heights.
- To improve pedestrian access through the area to the proposed Southland railway station and any future modal interchange located at Southland.
- To improve pedestrian and cycle access from Southland PAC to the Bayside Business Employment Area.

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- To achieve high levels of urban design and streetscape interface.
- To ensure development achieves high levels of environmental sustainability.
- To ensure development incorporates landscaping within the front setbacks in order to create a 'green and leafy' residential environment.
- To ensure the incorporation of open space within developments.

## Local Area Implementation

Ensure that development within the Southland Principal Activity Centre is consistent with the Strategic Framework Plan.

## Strategic Framework Plan

A Structure Plan has not been prepared for this Activity Centre as yet. The indicative boundary of this Activity Centre is 800 metres from the core of the centre which is defined by the future railway station location, extending to Jack Road and Park Road. The area within 400m of the railway 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.'

The area identified for the future 'Housing Growth Area' is shown on the Residential Strategic Framework Plan. This is an indicative area only and will be finalised following the preparation of a Structure Plan.

## Further Strategic Work

Prepare a Structure Plan for the Southland Principal Activity Centre in conjunction with Kingston City Council.

## Planning controls to be applied

- Retain existing Business 1, 2 and 3 and Mixed Use Zones.
- Retain existing Residential 1 Zone with associated Schedule.
- Retain existing Design and Development Overlay 2 until such time as a Structure Plan has been prepared. Once prepared, introduce appropriate controls to manage height and built form in accordance with the recommendations of the Structure Plan.

## 8.2 Moorabbin Major Activity Centre (Moorabbin MAC)

### Vision

The Moorabbin Major Activity Centre will be a major focus for future medium and high density residential development within Bayside, taking advantage of its location along the Frankston railway line and easy access to Southland. The area is to provide a wide diversity of housing types and sizes to meet the varied needs of the community.

At this time, it is envisaged that development will not be greater than three storeys in height within residential areas, although this may change depending on the outcomes of any future Structure Plan. Residential development is to adopt a high quality, innovative built form which provides an appropriate address to the street and incorporates high levels of environmental sustainability.

# Housing Strategy

Developments will incorporate landscaping and particularly canopy trees within the front setback to maintain the garden feel of Bayside's suburbs.

It is envisaged there will be a need to consolidate allotments to create sites large enough to facilitate high quality medium and high density development.

Development within the 1:100 year flood plain (contained within the Special Building Overlay) will ensure that site coverage does not adversely impact on overland flows. Planning for this identified 'Housing Growth Area' should be integrated with the development of land within the Moorabbin MAC core which is located within Kingston City Council.

## Objectives

- To provide medium and high density housing within the 'Key Focus Residential Growth Area'.
- To provide medium density housing with the 'Moderate Residential Growth Area'.
- To provide a diversity of housing types.
- To encourage the consolidation of allotments to create opportunities for medium and high density development.
- To ensure development on the edge of the 'Moderate Growth Areas' adopts an appropriate interface with adjoining residential areas and provides a suitable transition in heights.
- To achieve high levels of urban design and streetscape interface.
- To ensure development achieves high levels of environmental sustainability.
- To ensure development incorporates landscaping within the front setbacks in order to create a 'green and leafy' residential environment.
- To ensure the incorporation of open space within developments.
- To ensure that development within an area affected by the 1 in 100 year flood event does not impede overland flows and is appropriately designed.

## Local Area Implementation

Ensure that development within the Moorabbin Major Activity Centre is consistent with the Strategic Framework Plan.

## Strategic Framework Plan

A Structure Plan has not been prepared for the Bayside part of this Activity Centre. The indicative boundary of this Activity Centre is therefore defined as 400 metres from the railway station. The existing commercially zoned land will likely be a 'Key Focus Residential Growth Area' whilst the remainder of the area will likely be a 'Moderate Growth Area' subject to the preparation of a Structure Plan.

The area identified for the future housing growth area is shown on the Residential Strategic Framework Plan. This is an indicative area only plan and will be developed further through the preparation of a Structure Plan.

## Further Strategic Work

Prepare a Structure Plan for the Bayside part of the Moorabbin Major Activity Centre, in consultation with Kingston and Glen Eira City Councils.

# Housing Strategy

## Planning controls to be applied

- Retain existing Business 1 and 2 Zones.
- Retain existing Residential 1 Zone with associated Schedule.
- Retain existing Design and Development Overlay 2 until such time as a Structure Plan has been prepared. Once prepared, introduce appropriate planning controls to manage height and built form in accordance with the recommendations of the Structure Plan.
- Retain the Special Building Overlay in those areas affected by the 1:100 flood event.

## 8.3 Bay Street, Brighton Major Activity Centre (Bay Street MAC)

### Vision

To develop the Bay Street Major Activity Centre as a secondary focus for future medium and high density residential development within Bayside.

The Bay Street MAC will be a vibrant 'village' which is a focus for commercial uses, community services and medium and high density development. Housing above the shops and offices will feature strongly throughout the centre to provide residents with convenient access to services and amenities.

Residential development will provide a wide diversity of housing to meet the needs of the Bayside community. There will be a large focus on adaptable housing, enabling people of all ages to live within the village, therefore contributing to the diversity and vibrancy of the local community. Development within the Bay Street village will balance the need to provide additional housing with maintenance of the vibrant village feel of this area.

The main focus for high density residential development will be within the 'Key Focus Residential Growth Area' as shown in Figure 26 and building heights will be defined by the existing Structure Plan.

The Heritage character and streetscape scale created by Bay Street's traditional two storey shop fronts will be maintained with modern buildings respecting the traditional height of those older buildings.

The complementary role of the centre as a focus for community activity will be supported. This will be done through both the provision of community facilities / services and the good urban design of interfaces with public spaces to support community interaction. The centre will be easy to walk around, with safe, attractive and direct routes through the centre and to the railway station. The attractive spaces around the station will encourage people to use public transport.

Developments within the 'Moderate Residential Growth Areas' provide additional opportunities for in-fill medium density residential development, enabling people to live near the centre and will provide an appropriate transition between the 'Key Focus Residential Growth Area' and the 'Minimal Residential Growth Area', retaining the spacious and leafy character, integrating with the existing streetscape and incorporating landscaping, particularly new canopy trees within front setbacks.

The interface of the commercial and residential precincts will be marked by sensitive urban design treatments.

Development within the 1:100 year flood plain (contained within the Special Building Overlay) will ensure that site coverage does not adversely impact on overland flows.

# Housing Strategy

Car parking and traffic will not be dominant within the Activity Centre and will have minimal impact on the function and aesthetics of the Activity Centres, particularly at a pedestrian scale.

## Objectives

- To provide medium and high density development within the 'Key Focus Residential Growth Areas'.
- To provide medium density housing within the 'Moderate Residential Growth Area.'
- To provide a diversity of housing types.
- To encourage the consolidation of allotments to create opportunities for medium and high density development.
- To ensure development on the edge of the 'Moderate Residential Growth Areas' adopts an appropriate interface with adjoining residential areas and provides a suitable transition in heights.
- To create and maintain a vibrant commercial centre which provides sufficient space and mix of uses to meet the future needs of the community.
- To achieve high levels of urban design and streetscape interface.
- To ensure development achieves high levels of environmental sustainability.
- To ensure development incorporates landscaping within the front setbacks in order to create a 'green and leafy' residential environment.
- To ensure the incorporation of open space within developments.
- To ensure that development within an area affected by the 1 in 100 year flood event does not impede overland flows and is appropriately designed.
- To ensure that sensitive uses are not located within land affected by the 1 in 100 year flood event.

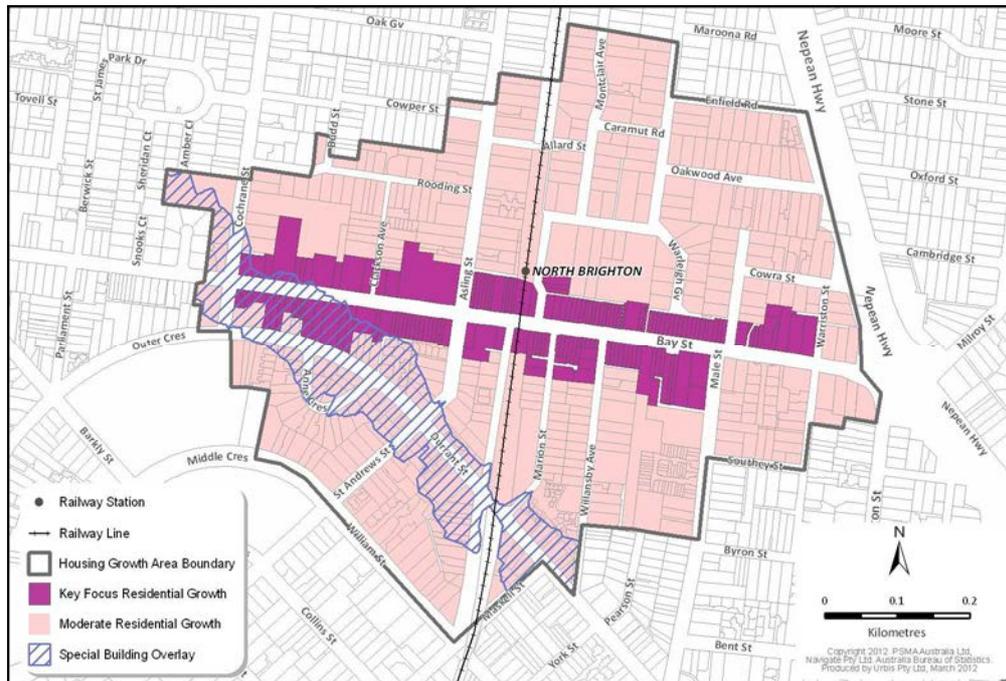
## Local Area Implementation

Ensure that development within the Bay Street Major Activity Centre is consistent with the Strategic Framework Plan.

# Housing Strategy

## Strategic Framework Plan

**Figure 26: Strategic Framework Plan – Residential – Bay Street, Brighton**



## Further Strategic Work

A Structure Plan has been prepared for the Bay Street Major Activity Centre. This Structure Plan was prepared in 2006 and is currently being implemented through Amendment C101. The Structure Plan has been identified for review as part of the Bayside Planning Scheme Review. This Structure Plan should be reviewed as a high priority.

## Planning controls to be applied

- Retain existing Business 1 and 2 Zones.
- Retain existing Residential 1 Zone with associated Schedule.
- Introduce a Design and Development Overlay to manage height and built form in accordance with the recommendations of the Structure Plan (Amendment C101).
- Apply the Special Building Overlay in those areas which are affected by the 1:100 flood event.

## 8.4 Church Street, Brighton Major Activity Centre (Church Street MAC)

### Vision

To develop the Church Street Major Activity Centre as a secondary focus for future medium and high density residential development within Bayside.

The Church Street MAC will be a vibrant village which is a focus for commercial uses, community services and medium and high density development. Housing above shops and offices will feature strongly throughout the centre to provide residents with convenient access to services and amenities.

# Housing Strategy

Residential development will provide a wide diversity of housing to meet the needs of the Bayside community. There will be a large focus on adaptable housing enabling people of all ages to live within the village, therefore contributing to the diversity and vibrancy of the local community. Development within the Church Street village will balance the need to provide additional housing with maintenance of the vibrant village feel of this area.

The main focus for high density residential development will be within the 'Key Focus Residential Growth Area' as shown in Figure 27 and building heights will be defined through the structure planning process.

Activity will be focussed in the existing shopping centre area between St Andrews and Male Street. Buildings fronting onto these areas will have active frontages.

The heritage character and streetscape scale created by Church Street's traditional two storey shopfronts will be maintained with modern buildings respecting the traditional height of those older buildings.

The complementary role of the centre as a focus for community activity will be supported. This will be done through both the provision of community facilities / services and the good urban design of and interfaces with public spaces to support community interaction. The centre will be easy to walk around, with safe, attractive and direct routes through the centre and to the railway station. The attractive spaces around the station will encourage people to use public transport.

Developments within the 'Moderate Residential Growth Areas' provide additional opportunities for in-fill medium density residential development enabling people to live near the centre and will provide an appropriate transition between 'Key Focus Residential Growth Areas' and 'Minimal Residential Growth Areas'. Development within 'Moderate Residential Growth Areas' will retain its spacious and leafy character, integrating with the existing streetscape and incorporating landscaping, particularly new canopy trees within front setbacks.

The interface of the commercial and residential precincts will be marked by sensitive urban design treatments.

Development within the 1:100 year flood plain (contained within the Special Building Overlay) will ensure that site coverage does not adversely impact on overland flows.

Car parking and traffic will not be dominant within the Activity Centre and will have minimal impact on the function and aesthetics of the Activity Centres, particularly at a pedestrian scale.

## Objectives

- To provide medium and high density development within the 'Key Focus Residential Growth Areas.'
- To provide medium density development within the 'Moderate Residential Growth Areas'.
- To provide a diversity of housing types.
- To encourage the consolidation of allotments to create opportunities for medium and high density development.
- To ensure development on the edge of the 'Moderate Residential Growth Areas' adopts an appropriate interface with adjoining residential areas and provides a suitable transition in heights.
- To create and maintain a vibrant commercial centre which provides sufficient space and mix of uses to meet the future needs of the community.

# Housing Strategy

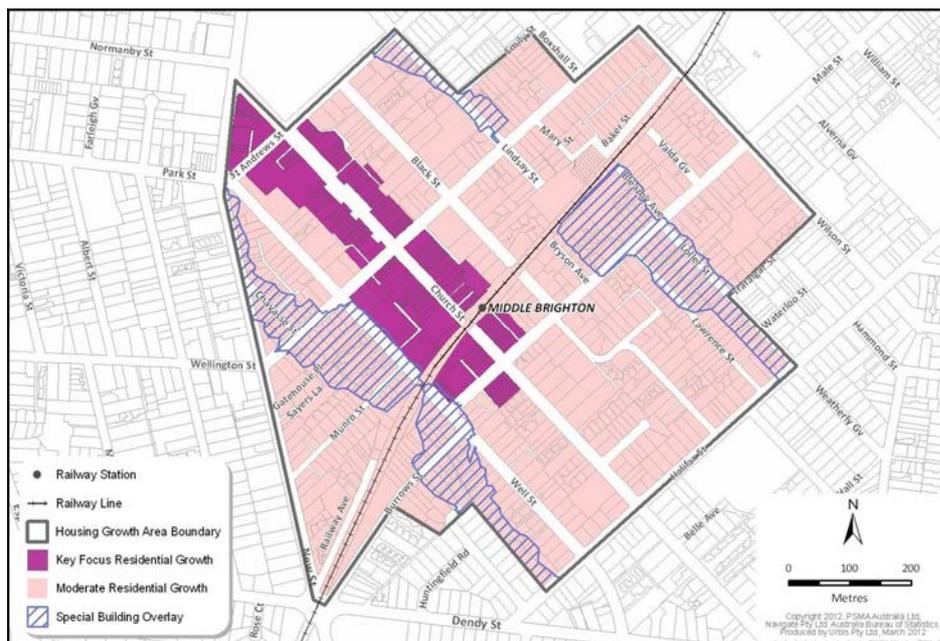
- To achieve high levels of urban design and streetscape interface.
- To ensure development achieves high levels of environmental sustainability.
- To ensure development incorporates landscaping within the front setbacks in order to create a 'green and leafy' residential environment.
- To ensure the incorporation of open space within developments.
- To ensure that development within an area affected by the 1 in 100 year flood event does not impede overland flows and is appropriately designed.
- To ensure that sensitive uses are not located within land affected by the 1 in 100 year flood event.

## Local Area Implementation

Ensure that development within the Church Street Major Activity Centre is consistent with the Strategic Framework Plan.

## Strategic Framework Plan

**Figure 27: Strategic Framework Plan – Residential – Church Street, Brighton**



## Further Strategic Work

A Structure Plan has been prepared for the Church Street Activity Centre. This Structure Plan was prepared in 2006 and is currently being implemented as part of Amendment C102. The Structure Plan has been identified for review as part of the Bayside Planning Scheme Review. This Structure Plan should be reviewed as a high priority.

## Planning controls to be applied

- Retain existing Business 1 and 2 Zones.

# Housing Strategy

- Retain existing Residential 1 Zone with associated Schedule.
- Introduce a Design and Development Overlay to manage height and built form in accordance with the recommendations of the Structure Plan (Amendment C102).
- Apply the Special Building Overlay in those areas which are affected by the 1:100 flood event.

## 8.5 Hampton Street, Hampton Major Activity Centre (Hampton MAC)

### Vision

To develop the Hampton Street Major Activity Centre as secondary focus for future medium and high density residential development within Bayside.

The Hampton Street MAC will be a vibrant village which is a focus for commercial uses, community services and medium and high density development. Housing above the shops and offices will feature strongly throughout the centre to provide residents with convenient access to services and amenities.

Residential development will provide a wide diversity of housing to meet the needs of the Bayside community. There will be a large focus on adaptable housing, enabling people of all ages to live within the village, therefore contributing to the diversity and vibrancy of the local community. Development within the Hampton Street village will balance the need to provide additional housing with maintenance of the vibrant village feel of this area.

The main focus for high density residential development will be within the 'Key Focus Residential Growth Area' as shown in Figure 28 and building heights will be defined through the structure planning process.

The Heritage character and streetscape scale created by Hampton Street's traditional two storey shop fronts will be maintained with modern buildings respecting the traditional height of those older buildings.

The complementary role of the centre as a focus for community activity will be supported. This will be done through both the provision of community facilities / services and the good urban design of and interfaces with public spaces to support community interaction. The centre will be easy to walk around, with safe, attractive and direct routes through the centre, to the railway station and between buses and the train. The attractive spaces around the station will encourage people to use public transport.

Developments within the 'Moderate Residential Growth Areas' provide additional opportunities for medium density residential development, enabling people to live near the centre and will provide an appropriate transition between 'Key Focus Residential Growth Areas' and 'Minimal Residential Growth Areas'. Development within 'Moderate Residential Growth Areas' will retain its spacious and leafy character, integrating with the existing streetscape and incorporating landscaping, particularly new canopy trees within front setbacks.

The interface of the commercial and residential precincts will be marked by sensitive urban design treatments.

Development within the 1:100 year flood plain (contained within the Special Building Overlay) will ensure that site coverage does not adversely impact on overland flows.

Car parking and traffic will not be dominant within the Activity Centre and will have minimal impact on the function and aesthetics of the Activity Centres, particularly at a pedestrian scale.

# Housing Strategy

## Objectives

- To provide medium and high density development within the 'Key Focus Residential Growth Areas'.
- To provide medium density development within the 'Moderate Residential Growth Area.'
- To provide a diversity of housing, including adaptable housing.
- To encourage the consolidation of allotments to create opportunities for medium and high density development.
- To ensure development on the edge of the 'Moderate Residential Growth Areas' adopts an appropriate interface with adjoining residential areas and provides a suitable transition in heights.
- To create and maintain a vibrant commercial centre which provides sufficient space and mix of uses to meet the future needs of the community.
- To achieve high levels of urban design and streetscape interface.
- To ensure development achieves high levels of environmental sustainability.
- To ensure development incorporates landscaping within the front setbacks in order to create a 'green and leafy' residential environment.
- To ensure the incorporation of open space within developments.
- To ensure that development within an area affected by the 1 in 100 year flood event does not impede overland flows and is appropriately designed.
- To ensure that sensitive uses are not located within land affected by the 1 in 100 year flood event.

## Local Area Implementation

Ensure that development within the Hampton Street Major Activity Centre is consistent with the Strategic Framework Plan.

# Housing Strategy

## Strategic Framework Plan

Figure 28: Strategic Framework Plan – Residential – Hampton



### Further Strategic Work

A Structure Plan has been prepared for the Hampton Street Activity Centre. This Structure Plan was prepared in 2006 and is currently being implemented as part of Amendment C103. The Structure Plan has been identified for review as part of the Bayside Planning Scheme Review. This structure plan should be reviewed as a high priority.

### Planning controls to be applied

- Retain existing Business 1 and 5 Zones
- Retain existing Residential 1 Zone with associated Schedule
- Introduce a Design and Development Overlay to manage height and built form in accordance with the recommendations of the Structure Plan (Amendment C103).
- Apply the Special Building Overlay in those areas which are affected by the 1:100 flood event.

## 8.6 Sandringham Village Major Activity Centre (Sandringham MAC)

### Vision

To develop the Sandringham Village Major Activity Centre as a secondary focus for future medium and high density residential development within Bayside.

# Housing Strategy

The Sandringham MAC will be a vibrant village which is a focus for commercial uses, community services and medium and high density development. Housing above the shops and offices will feature strongly throughout the centre to provide residents with convenient access to services and amenities.

Residential development will provide a wide diversity of housing to meet the needs of the Bayside community. There will be a large focus on adaptable housing, enabling people of all ages to live within the village, therefore contributing to the diversity and vibrancy of the local community. Development within Sandringham will balance the need to provide additional housing with maintenance of the vibrant village feel of this area.

The main focus for high density residential development will be within the 'Key Focus Residential Growth Area' as shown in Figure 29 and building heights will be defined through the structure planning process.

The Heritage character and streetscape scale created by Sandringham's traditional two storey shop fronts will be maintained with modern buildings respecting the traditional height of those older buildings.

The complementary role of the centre as a focus for community activity will be supported. This will be done through both the provision of community facilities / services and the good urban design of and interfaces with public spaces to support community interaction. The centre will be easy to walk around, with safe, attractive and direct routes through the centre, to the railway station and the bay. The attractive spaces around the station will encourage people to use public transport.

Developments within the 'Moderate Residential Growth Areas' provide additional opportunities for in-fill medium density residential development enabling people to live near the centre and will provide an appropriate transition between major residential growth areas and 'Minimal Residential Growth Areas'. Development within 'Moderate Residential Growth Areas' will retain its spacious and leafy seaside character, integrating with the existing streetscape and incorporating landscaping, particularly new canopy trees within front setbacks. Existing views and vistas will be protected where possible.

The interface of the commercial and residential precincts will be marked by sensitive urban design treatments.

Development within the 1:100 year flood plain (contained within the Special Building Overlay) will ensure that site coverage does not adversely impact on overland flows.

Car parking and traffic will not be dominant within the Activity Centre and will have minimal impact on the function and aesthetics of the Activity Centres, particularly at a pedestrian scale.

## Objectives

- To provide medium and high density development within the 'Key Focus Residential Growth Areas'.
- To provide medium density residential development within 'Moderate Residential Growth Areas.'
- To provide a diversity of housing types with a focus on adaptable housing.
- To encourage the consolidation of allotments to create opportunities for medium and high density development.
- To ensure development on the edge of the 'Moderate Residential Growth Areas' adopts an appropriate interface with adjoining residential areas and provides a suitable transition in heights.

# Housing Strategy

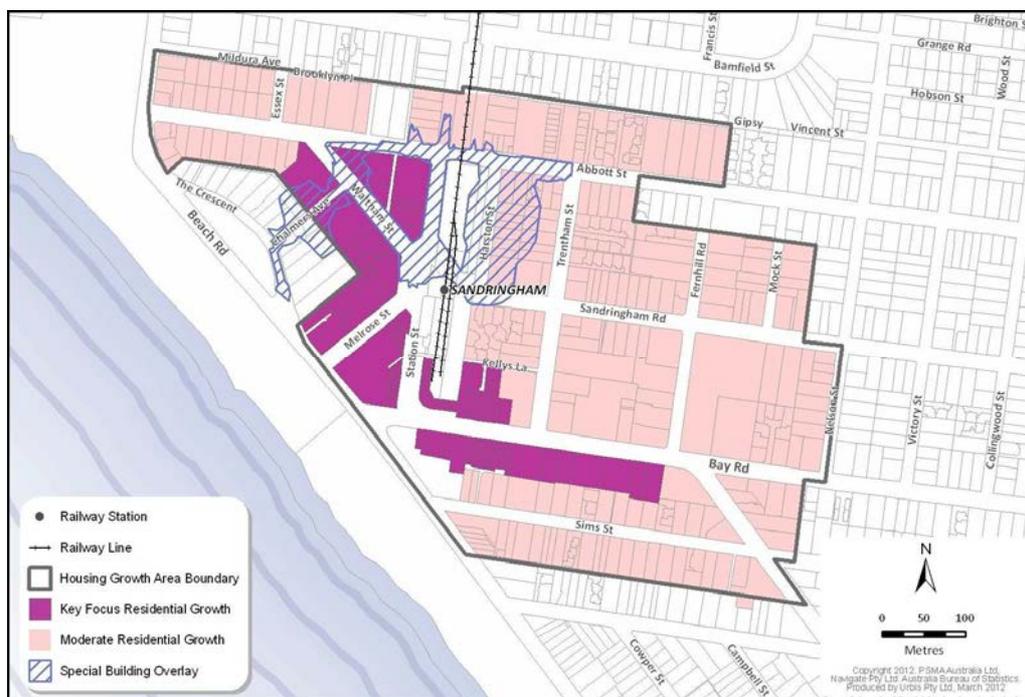
- To create and maintain a vibrant commercial centre which provides sufficient space and mix of uses to meet the future needs of the community.
- To achieve high levels of urban design and streetscape interface.
- To ensure development achieves high levels of environmental sustainability.
- To ensure development incorporates landscaping within the front setbacks in order to create a 'green and leafy' residential environment.
- To ensure the incorporation of open space within developments.
- To ensure that development within an area affected by the 1 in 100 year flood event does not impede overland flows and is appropriately designed.
- To ensure that sensitive uses are not located within land affected by the 1 in 100 year flood event.

## Local Area Implementation

Ensure that development within the Sandringham Major Activity Centre is consistent with the Strategic Framework Plan.

## Strategic Framework Plan

**Figure 29: Strategic Framework Plan – Residential – Sandringham**



# Housing Strategy

## Further Strategic Work

A Structure Plan has been prepared for the Sandringham Village Activity Centre. This Structure Plan was prepared in 2006 and is currently being implemented as part of Amendment C100. The Structure Plan has been identified for review as part of the Bayside Planning Scheme Review. This Structure Plan should be reviewed as a high priority.

## Planning controls to be applied

- Retain existing Business 1 and 2 Zones.
- Retain existing Residential 1 Zone with associated Schedule.
- Introduce a Design and Development Overlay to manage height and built form in accordance with the recommendations of the Structure Plan (Amendment C100).
- Apply the Special Building Overlay in those areas which are affected by the 1:100 flood event.

## 8.7 Cheltenham Major Activity Centre (Cheltenham MAC)

### Vision

To develop the Cheltenham Major Activity Centre as a focus for future medium density residential development within Bayside, taking advantage of its location along the Frankston railway line and easy access to Southland. The area is to provide a wide diversity of housing types and sizes to meet the varied needs of the community.

Residential development is to adopt a high quality, innovative built form which provides an appropriate address to the street and incorporates high levels of environmental sustainability. Developments should incorporate landscaping and particularly canopy trees within the front setback to maintain the garden feel of Bayside's suburbs. It is envisaged there will be a need to consolidate allotments to create sites large enough to facilitate good development.

Planning for this identified housing growth area should be integrated with the development of land within the Cheltenham MAC which is located within the City of Kingston.

### Objectives

- To provide medium density residential development within the 'Moderate Residential Growth Areas'.
- To ensure development on the edge of the 'Moderate Residential Growth Areas' adopts an appropriate interface with adjoining residential areas and provides a suitable transition in heights.
- To provide a diversity of housing types and sizes.
- To achieve high levels of urban design and streetscape interface.
- To ensure development achieves high levels of environmental sustainability.
- To ensure development incorporates landscaping within the front setbacks in order to create a 'green and leafy' residential environment.
- To ensure the incorporation of open space within developments.

# Housing Strategy

## Local Area Implementation

Ensure that development within the Cheltenham Major Activity Centre is consistent with the Residential Strategic Framework Plan.

## Strategic Framework Plan

A Structure Plan has not been prepared for the Bayside part of this Activity Centre. The indicative boundary of this Activity Centre is therefore defined as 400 metres from the railway station. This area is likely to be included within a 'Moderate Residential Growth Area'.

The area identified for the future housing growth area is shown on the Residential Strategic Framework Plan. This is an indicative area only and will be developed further through the preparation of a Structure Plan.

## Further Strategic Work

Prepare a Structure Plan for the Bayside part of the Cheltenham Major Activity Centre, in consultation with Kingston City Council.

## Planning controls to be applied

- Retain existing Residential 1 Zone with associated Schedule.
- Retain existing Design and Development Overlay 2 until such time as a Structure Plan has been prepared. Once prepared introduce appropriate planning controls to manage height and built form in accordance with the recommendations of the Structure Plan.

## 8.8 Elsternwick Major Activity Centre (Elsternwick MAC)

### Vision

To develop the Elsternwick Major Activity Centre as a focus for future medium density residential development within Bayside. The area is to provide a diversity of housing types and sizes to meet the varied needs of the community.

Residential development is to adopt a high quality, innovative built form which provides an appropriate address to the street and incorporates high levels of environmental sustainability. Developments should incorporate landscaping and particularly canopy trees within the front setback to maintain the garden feel of Bayside's suburbs. It is envisaged there will be a need to consolidate allotments to create sites large enough to facilitate good development.

Planning for this identified housing growth area should be integrated with the development of land within the Elsternwick MAC which is located within the City of Glen Eira.

### Objectives

- To provide medium density residential development within the 'Moderate Residential Growth Areas'.
- To ensure development on the edge of the 'Moderate Residential Growth Areas' adopts an appropriate interface with adjoining residential areas and provides a suitable transition in heights.

# Housing Strategy

- To provide a diversity of housing types and sizes.
- To achieve high levels of urban design and streetscape interface.
- To ensure development achieves high levels of environmental sustainability.
- To ensure development incorporates landscaping within the front setbacks in order to create a 'green and leafy' residential environment.
- To ensure the incorporation of open space within developments.

## Local Area Implementation

Ensure that development within the Elsternwick Major Activity Centre is consistent with the Residential Strategic Framework Plan.

## Strategic Framework Plan

A Structure Plan has not been prepared for the Bayside part of this Activity Centre. The indicative boundary of this Activity Centre is therefore defined as 400 metres from the railway station. This area is likely to be included within a 'Moderate Residential Growth Area'.

The area identified for the future housing growth area is shown on the Residential Strategic Framework Plan. This is an indicative area only and will be developed further through the preparation of a Structure Plan.

## Further Strategic Work

Prepare a Structure Plan for the Bayside part of the Elsternwick Major Activity Centre, in consultation with Glen Eira City Council.

## Planning controls to be applied

- Retain existing Residential 1 Zone with associated Schedule.
- Retain existing Design and Development Overlay 2 until such time as a Structure Plan has been prepared. Once prepared introduce appropriate planning controls to manage height and built form in accordance with the recommendations of the Structure Plan.

## 8.9 Highett Neighbourhood Activity Centre

### Vision

To develop the Highett Neighbourhood Activity Centre as a neighbourhood focus for future residential development, taking advantage of its location along the Frankston railway line.

To recognise the character of Highett's established residential areas and managing change in a way that responds to their character.

To revitalise the Highett Road shopping centre as an attractive, vibrant and well used main street and community focal point that provides a wide range of local shopping, business and community services suited to the needs of people living and working in the area.

To provide the opportunity for a mix of retail, employment, other associated activities and residential in that part of the Highett Shopping Centre to the west of the railway, in a form that complements the

# Housing Strategy

core of the centre located to the east of the railway, and to better link the two parts of the centre for pedestrians.

The largest remaining site is the CSIRO land, currently in operation and located within the Highett Activity Centre. Should this land become available, it will present a significant development opportunity for Bayside.

Developments will achieve high levels of urban design and streetscape interface and will incorporate landscaping and particularly canopy trees within the front setback to maintain the garden feel of the Bayside suburbs.

Residential developments will incorporate leading edge environmental sustainability in terms of design and renewable energy.

There is communal open space provided which provides a central meeting point for residents.

Development within the 1:100 year flood event (contained within the Special Building Overlay) will ensure that site coverage does not adversely impact on overland flows.

Car parking and traffic have minimal impact on the function of the Activity Centre.

## Objectives

- To provide medium density development.
- To ensure development adopts an appropriate interface with adjoining residential areas and provides a suitable transition in heights.
- To encourage the consolidation of allotments within the 'Moderate Residential Growth' to create opportunities for medium density development.
- To recognise the character of Highett's established residential areas and manage incremental change in those areas in a way that responds to their character qualities.
- To create and maintain a vibrant commercial centre which provides sufficient space and mix of uses to meet the future needs of the community.
- To achieve high levels of urban design and streetscape interface.
- To ensure development achieves high levels of environmental sustainability.
- To ensure development incorporates landscaping within the front setbacks in order to create a 'green and leafy' residential environment.
- To ensure the incorporation of open space within developments.
- To ensure that development within an area affected by the 1 in 100 year flood event does not impede overland flows and is appropriately designed.
- To ensure that sensitive uses are not located within land affected by the 1 in 100 year flood event.

## Local Area Implementation

Ensure that development within the Highett Neighbourhood Activity Centre is consistent with the Strategic Framework Plan.

# Housing Strategy

## Strategic Framework Plan

Figure 30: Strategic Framework Plan – Residential – Highett



### Further Strategic Work

Review the Highett Structure Plan.

Identify appropriate planning provisions for the CSIRO site in response to the future sale of the site.

### Planning controls to be applied

- Retain existing Business 1 Zone.
- Retain existing Residential 1 Zone with associated Schedule.
- Retain existing Design and Development Overlays 2, 4 and 5 until such time as the Highett Structure Plan has been reviewed. Once reviewed it may be necessary to introduce a new Design and Development Overlay(s) to manage height and built form in accordance with the recommendations of the Structure Plan.
- Retain the Special Building Overlay in those areas which are affected by the 1:100 flood event.

# Housing Strategy

## 8.10 Beaumaris Concourse Neighbourhood Activity Centre

### Vision

To develop the Beaumaris Concourse Neighbourhood Activity Centre as a focus for future medium density residential development within Bayside, with residential development located above the shops and offices. The area is to provide a diversity of housing types to meet the varied needs of the community.

Residential development is to adopt a high quality, innovative built form which provides an appropriate address to the street and incorporates high levels of environmental sustainability, which balances the need to accommodate future residential growth with the need to protect enhance the village feel and focus.

It is envisaged there will be a need to consolidate allotments to create sites large enough to facilitate good development.

Development within the 1:100 year flood plain (contained within the Special Building Overlay) will ensure that site coverage does not adversely impact on overland flows.

Development is to incorporate landscaping in order to support and enhance the 'green leafy' character of the area.

Car parking and traffic associated with residential development will be managed to ensure it has minimal impact on the function of the Activity Centre.

### Objectives

- To provide medium density development.
- To ensure development adopts an appropriate interface with adjoining residential areas and provides a suitable transition in heights.
- To encourage the consolidation of allotments within the 'Moderate Residential Growth Area' to create opportunities for medium density development.
- To create and maintain a vibrant commercial centre which provides sufficient space and mix of uses to meet the future needs of the community.
- To achieve high levels of urban design and streetscape interface.
- To ensure development achieves high levels of environmental sustainability.
- To ensure development incorporates landscaping in order to support and enhance the surrounding 'green and leafy' residential environment.
- To ensure that development within an area affected by the 1 in 100 year flood event does not impede overland flows and is appropriately designed.
- To ensure that sensitive uses are not located within land affected by the 1 in 100 year flood event.

### Local Area Implementation

Ensure that development within the Beaumaris Neighbourhood Activity Centre is consistent with the Strategic Framework Plan.

# Housing Strategy

## Strategic Framework Plan

**Figure 31: Strategic Framework Plan – Residential – Beaumaris Concourse**



## Further Strategic Work

Review the Beaumaris Concourse Structure Plan.

### Planning controls to be applied

- Retain existing Business 1 Zone
- Retain existing Design and Development Overlay 7 until such time as the Structure Plan has been reviewed.
- Retain the Special Building Overlay in those areas which are affected by the 1:100 flood event.

## 8.11 Martin Street, Gardenvale Neighbourhood Activity Centre

### Vision

To develop the Martin Street Gardenvale Neighbourhood Activity Centre as a focus for future medium density residential development within Bayside, with residential development located above shops and offices. The area is to provide a diversity of housing types to meet the varied needs of the community.

# Housing Strategy

Residential development is to adopt a high quality, innovative built form which provides an appropriate address to the street and incorporates high levels of environmental sustainability, which balances the need to accommodate future residential growth with the need to protect enhance the village feel and focus.

Heritage values are protected and development must respond to and provide an appropriate transition with nearby heritage precincts.

Development is to incorporate landscaping in order to maintain the green leafy feel of the Bayside suburbs. Car parking and traffic and traffic associated with residential development will be managed to ensure it has minimal impact on the function of the Activity Centre.

## Objectives

- To provide medium density development.
- To ensure development adopts an appropriate interface with adjoining residential areas and provides a suitable transition in heights.
- To encourage the consolidation of allotments within the 'Moderate Residential Growth' to create opportunities for medium density development.
- To create and maintain a vibrant commercial centre which provides sufficient space and mix of uses to meet the future needs of the community.
- To achieve high levels of urban design and streetscape interface.
- To ensure development achieves high levels of environmental sustainability.

## Local Area Implementation

Ensure that development within the Martin Street Neighbourhood Activity Centre is consistent with the Strategic Framework Plan.

# Housing Strategy

**Figure 32: Strategic framework Plan – Residential – Martin Street, Gardenvale – Large Neighbourhood Activity Centre**



## Further Strategic Work

Prepare a Structure Plan.

## Planning controls to be applied

- Retain existing Business 1 and 2 Zones.
- Introduce a Design and Development Overlay to manage height and built form in accordance with the recommendations of a future Structure Plan.

## 8.12 Black Rock Village Neighbourhood Activity Centre

### Vision

To develop the Black Rock Village Neighbourhood Activity Centre as a focus for future medium density residential development within Bayside.

Residential development is to adopt a high quality, innovative built form which provides an appropriate address to the street and incorporates high levels of environmental sustainability, which balances the need to accommodate future residential growth with the need to protect enhance the village feel and focus.

# Housing Strategy

Car parking and traffic and traffic associated with residential development will be managed to ensure it has minimal impact on the function of the Activity Centre.

## Objectives

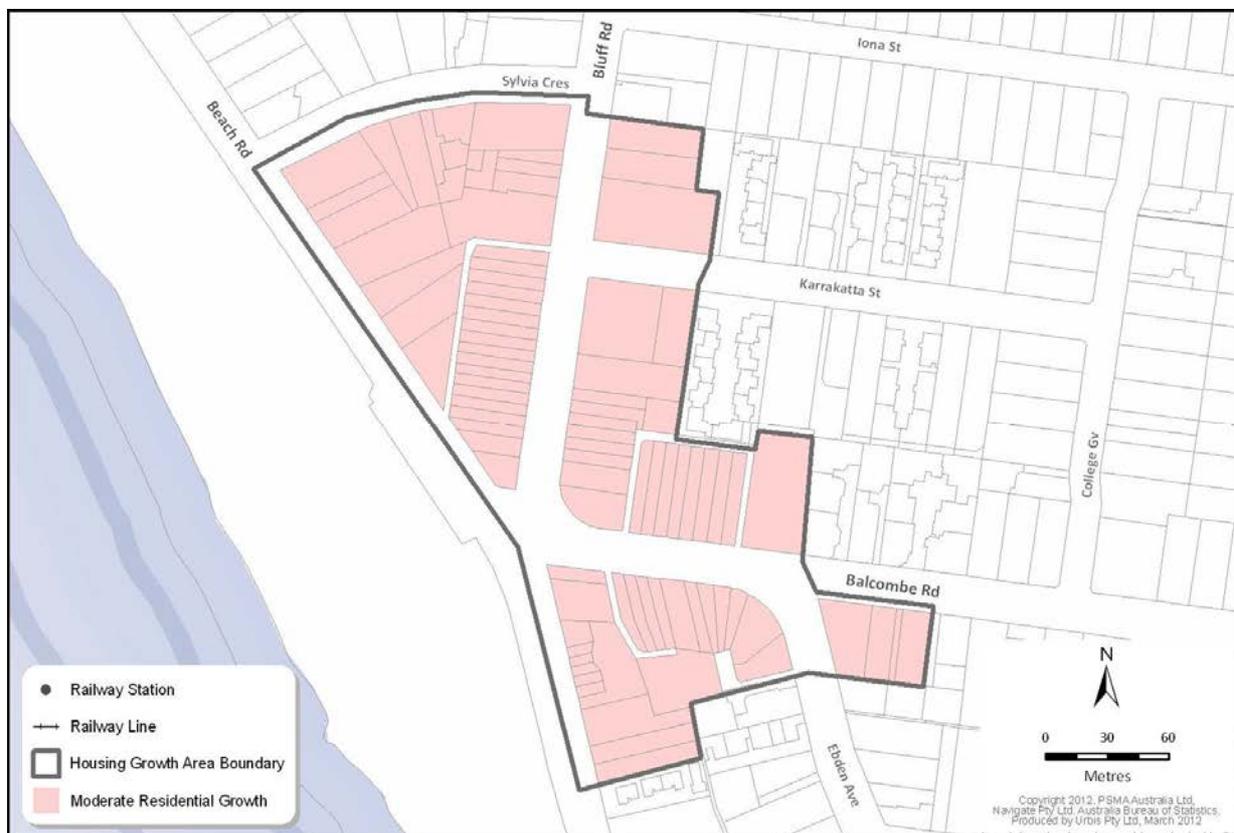
- To provide medium density development.
- To ensure development adopts an appropriate interface with adjoining residential areas and provides a suitable transition in heights.
- To encourage the consolidation of allotments within the 'Moderate Residential Growth Areas' to create opportunities for medium density development, while maintaining the commercial focus of the centre.
- To create and maintain a vibrant commercial centre which provides sufficient space and mix of uses to meet the future needs of the community.
- To achieve high levels of urban design and streetscape interface.
- To ensure development achieves high levels of environmental sustainability.

## Local Area Implementation

Ensure that development within the Black Rock Neighbourhood Activity Centre is consistent with the Strategic Framework Plan shown in Figure 33.

## Strategic Framework Plan

**Figure 33: Strategic framework Plan – Residential and Housing – Black Rock – Large Neighbourhood Activity Centre**



# Housing Strategy

## Further Strategic Work

Review the Black Rock Village Structure Plan.

## Planning controls to be applied

- Retain existing Business 1 Zone.
- Retain existing Residential 1 Zone with associated Schedule.
- Retain the existing Design and Development Overlay 1 (DDO1).

## 8.13 Strategic Redevelopment Sites

### Vision

The SPPF defines the criterion which determines what constitutes a Strategic Redevelopment Site. This includes sites which are:

- in or within easy walking distance of Principal or Major Activity Centres
- in or beside Neighbourhood Activity Centres that are served by public transport
- on or abutting tram, train, light rail or bus routes that are part of the Principal Public Transport Network and close to employment corridors ... Principal and Major Activity Centres
- in or near major modal public transport interchanges that are not in Principal or Major Activity Centres
- able to provide ten or more dwelling units, close to Activity Centres and well served by public transport.

The key challenge with strategic redevelopment sites will be managing the interface issues with surrounding residential areas.

There are seven 'Strategic Redevelopment Sites', as shown in Figure 34 and these include the following:

- CSIRO site located in Highett
- Jack Road Development Precinct, Cheltenham
- Barr Street / South Road, Brighton East.
- Nepean Highway & North Road, Brighton
- Nepean Highway & Milroy St, Brighton East
- South Road and Esplanade Avenue and around Milano's
- Beach Road and Georgiana Street, Sandringham

## 8.14 Established Residential Areas – Minimal Growth Areas

### Vision

The established residential area will contribute to accommodating housing growth within Bayside, however its role will be minimal and primarily focussed on maintaining the low density scale of these established residential areas.

# Housing Strategy

## Objectives

- To provide low density residential development.
- To achieve high levels of urban design and streetscape interface.
- To ensure development is consistent with neighbourhood character.
- To ensure development incorporates landscaping both in the front and rear yards in order to support and enhance the surrounding 'green and leafy' residential environment.
- To ensure development achieves high levels of environmental sustainability.

## Planning controls to be applied

This area is included within a Residential 1 Zone (with associated Schedule). In order to ensure that development maintains the low density scale of development, it is considered a more appropriate zone to apply to these areas would be the Residential 3 Zone. The Residential 3 Zone would enable Council to control the maximum height of dwellings and residential buildings as follows:

### **Clause 32.06-5 Maximum building height of a dwelling or residential building**

*The maximum building height of a dwelling or residential building must not exceed 9 metres, unless the slope of the natural ground level at any cross section wider than 8 metres of the site of the building is 2.5 degrees or more, in which case the maximum building height must not exceed 10 metres.*

*This does not apply to:*

- *An extension of an existing dwelling or residential building that exceeds the specified building height provided that the extension does not exceed the existing building height.*
- *A dwelling or residential building which exceeds the specified building height for which a valid planning or building permit was in effect prior to the introduction of this provision.*

The inclusion of this area within a Residential 3 Zone, with an associated height control would not necessarily impose a new height control; as height controls already exist within the established residential areas through the Design and Development Overlays 1 and 2. These overlays include the following controls.

### **Design and Development Overlay 1 – Building Height Control – Coastal and Design**

The DDO 1 applies to the coastal hinterland. The purpose of this overlay is:

- *“To protect and enhance the foreshore environment and views of Bayside from Port Phillip Bay;*
- *To relate the scale and form of any new development to the landform of the coast.*
- *To maintain the pedestrian scale along Beach Road.*
- *To maintain consistency with urban design and development objectives in the Bayside Coastal Strategy 1997 and the Victorian Coastal Strategy 2002.*
- *To protect the foreshore from overshadowing.*
- *To manage increased pressure for higher buildings along the coast; and*

# Housing Strategy

- *To protect the amenity and privacy of residential properties.”*

This overlay specifies that a building must not exceed two storeys (excluding an attic or basement) and that a permit is required for buildings which have a height of more than 6 metres, with some site specific exclusions. The height controls within this overlay are therefore likely to be more stringent than the controls that would be introduced via a Residential 3 Zone. It is recommended that the DDO1 should be retained.

## **Design and Development Overlay 2 – Building Height Control – Inland Areas**

The DDO 2 applies to the coastal hinterland. The purpose of this overlay is:

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

This overlay specifies that a permit is not required for:-

*“A building with a building height of not more than two storeys and not more than:*

- *nine metres, or*
- *ten metres where the slope of the natural ground level at any cross section of the site of the building wider than eight metres is 2.5 degrees or more.*

*Where building height is expressed in storeys, it excludes a basement as defined, but an attic, mezzanine and built over car parking area are each considered to be a storey.”*

The preferred height contained within the existing DDO2 is identical to that which is specified as a maximum height as contained within the Residential 3 Zone, with the addition of a preferred two storey built form. Whilst introduction of the Residential 3 Zone would change the emphasis from a preferred height to a specified maximum height, the existing established standard of nine metres is being maintained. It is considered that should a Residential 3 Zone be applied, this would negate the need for the height controls contained within the DDO2 and therefore the DDO2 could be removed from that area to be included within a Residential 3 Zone. Retention of the DDO2 would lead to a contradiction between the zone and the overlay, which would be confusing and therefore inappropriate.

The consideration of built form in the DDO2 goes further than just height controls and includes decision guidelines which require the responsible authority to consider the effect of the proposed siting, height, design, building setbacks and landscaping associated with the development and ensuring it will be in keeping with the character of the area.

As the intent of the Minimum Residential Growth Area is to maintain the low density scale of the residential area, it is considered that the Residential 3 Zone will adequately deal with the issue of building heights, however there is also a need to ensure those other elements contained within the

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DDO2 including siting, design, building setbacks and landscaping are also appropriately addressed and not lost as a result of the removal of the DDO2.

In 2009, Council commissioned a study entitled *Open Space for Residential Development* prepared by Planisphere, which examined the potential to vary ResCode Standard B28 (Private open space objective) to include a minimum private open space standard for medium density housing (two dwellings and above) within the Bayside Planning Scheme. This study concluded that:

*“It can be demonstrated that adequate space for recreational and service needs, as well as the ability to retain adequate space between buildings for the planting of canopy trees and thus protection of Bayside’s valued gardenesque character, can be achieved by medium density housing development in Bayside without impacting upon the Council’s ability to achieve housing targets. The following B28 Standard is recommended.*

*For residential areas, as shown on the map forming part of this Schedule, a dwelling or residential building should have private open space consisting of:*

- An area of 40m<sup>2</sup>, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum of 40m<sup>2</sup>, a minimum dimension of 4m, and convenient access from the living room.*
- If the dwelling has more than 2 bedrooms an additional ground level private open space area of 20m<sup>2</sup> with a minimum width of 4m is required to be provided for each additional bedroom, with a maximum of 80m<sup>2</sup> of private open space required for the dwelling.*
- A balcony of 8m<sup>2</sup> with a minimum width of 1.6m and convenient access from a living room, or*
- A roof top area of 10m<sup>2</sup> with a minimum width of 2m and convenient access from a living room.”*

It is considered the variation of ResCode Standard B28 as outlined above, will assist in ensuring those additional elements which can be considered under the existing DDO2 can still be addressed and provides a greater level of detail about how this is to be achieved. The inclusion of this variation within the Schedule to the Residential 3 Zone will not prevent the development of two dwellings on a site, however it will ensure that development contributes to maintaining the low density nature of the established residential areas and adequately provides for the planting of canopy trees.

The inclusion of this variation within the Schedule to the Residential 3 Zone will not compromise Council’s ability to meet its housing targets. A copy of the proposed Schedule to the Residential 3 Zone is attached as Appendix B.

## 9.0 Implementation Plan

In order to implement the recommendations contained in the Housing Strategy there are a number of actions that need to be undertaken; some of these relate to statutory implementation, further strategic work that needs to be undertaken, other actions that Council could undertake as well as monitoring measures to ensure the ongoing relevance of this Strategy.

This section of the report will outline these implementation measures.

**Table 9: Implementation Plan**

Action	Responsibility	Resources	Priority
<b>Statutory Implementation</b>			
<b>Amendments to the Planning Scheme</b>			
<ol style="list-style-type: none"> <li>Amend Clause 21.02-4 to incorporate the vision in this Strategy.</li> <li>Amend the Strategic Framework – Land Use Plan to delete the Residential Opportunity areas. This Framework Plan should be retitled ‘Strategic Framework – Existing Land Use.’</li> <li>Introduce a ‘Strategic Framework Plan – Residential and Housing’. This plan should broadly identify ‘Housing Growth Areas’ and ‘Established Residential Areas – Minimal Growth’ in accordance with the recommendations of this Strategy. In addition, introduce location specific ‘Strategic Framework Plans – Residential and Housing’ for each identified ‘Housing Growth Area’ in order to clearly identify the designations.</li> <li>Amend Clause 21.03 to include the recommended objectives and strategies contained in this Strategy.</li> <li>Introduce Local Area Plans within Clause 21.11 for each of the identified ‘Housing Growth Areas’ and identify the role and associated objectives for each area as recommended in this Strategy.</li> <li>Rezone all Residential 1 zoned land not within a ‘Housing Growth Area’ to Residential 3 with the recommended Schedule.</li> <li>Delete the Design and Development Overlay 2 from those areas to be included within a Residential 3 Zone and retain it in all other areas.</li> <li>Include references to the Bayside Housing Strategy as a Reference Document in the relevant sections of the Bayside Planning Scheme.</li> <li>Include references to ‘Other Actions’ and ‘Further Strategic Work’ and ‘Monitoring and Review’ in the relevant sections of the Bayside Planning Scheme.</li> </ol>	US	\$	High
<b>Other Implementation Actions</b>			
<b>Physical and social infrastructure</b>			
<ol style="list-style-type: none"> <li>Liaise with Melbourne Water to determine the potential cumulative impacts of increased development in the ‘Housing Growth Areas’ on the function of the 1:100 year flood plain, considering the potential impacts of climate change.</li> <li>Liaise with the relevant agencies to advocate for the provision of infrastructure to meet community needs.</li> </ol>	US, AMS	\$	High
	AMS, US, RESD	\$	Medium

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Action	Responsibility	Resources	Priority
<b>Built Form</b>			
12. Recognise excellence in design through the Bayside Built Environment Awards.	US	\$	High
<b>Environmentally sustainable development</b>			
13. Advocate to the State Government to strengthen the environmental performance requirements for new developments.	ESOS	\$	Medium
14. Work with the State Government to plan for potential impacts of climate change within Bayside.	ESOS, US	\$	Medium
15. Educate and inform the community about ecologically sustainable initiatives that they may incorporate into new and existing dwellings.	SP, US	\$	Ongoing
16. Seek to make the Water Sensitive Urban Design Policy (Clause 22.08) of the Bayside Planning Scheme a permanent policy to ensure water sensitive urban design continues to be included in new developments.	US	\$	Medium
17. Work with the State Government and other Councils to incorporate Sustainable Design in the Planning Process (SDAPP) into the planning system.	ESOS, US, SP	\$	Medium
18. Seek to require all developments to apply SDAPP tools to residential development (STEPS) and commercial and industrial development (SDS).	SP, US	\$	Medium
19. Advocate to the Australian Building Code Board to incorporate into the <i>Building Code of Australia</i> a requirement that all new developments must achieve a 6 Star Green Certified Rating.	BS	\$	Medium
20. Investigate other mechanisms Council could use to ensure development in Bayside delivers best practice Ecologically Sustainable Development.	ESOS, US	\$	Medium
21. Introduce a new category into the Bayside Built Environment Awards show casing exemplar environmentally sustainable developments.	US, EOS	\$	High
<b>Vegetation</b>			
22. Develop a list of preferred trees to be included in landscaping plans for new developments.	ESOS, US, SP	\$	Medium
23. Support the implementation of Bayside's Tree Strategy.	Council wide	\$	Ongoing
<b>Residential Aged and Disability Care facilities</b>			
24. Provide information to developers about the demand for and opportunities to provide, residential aged and disability care accommodation within the municipality and how to deliver these facilities whilst respecting the surrounding built form and neighbourhood character.	RES, SP	\$	Medium
<b>Adaptable housing design</b>			
25. Provide information to development applicants on adaptable housing design.	RES, SP	\$	Medium
26. Advocate to the Australian Building Code Board to incorporate into the Building Code of Australia a requirement that a percentage of all multi-unit development meets the Australian Standard: Adaptable Housing AS4299-1995.	BS, RES	\$	Medium
27. Introduce a new category into the Bayside Built Environment Awards showcasing exemplar developments in adaptable housing design.	US, RES	\$	High

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Action	Responsibility	Resources	Priority
<b>Social and affordable housing</b>			
28. Work with adjacent councils and the State Government to identify appropriate policies and mechanisms to encourage provision of greater amounts of affordable housing.	RES D	\$	Medium
29. Advocate to the State Government for the redevelopment of current public housing stock in Bayside to ensure the community needs are met, including consideration of: <ul style="list-style-type: none"> <li>accessibility and adaptability of housing</li> <li>ecologically sustainable design</li> <li>provision of support services for residents and active place management</li> <li>reducing concentrations of disadvantage through introducing a mix of social and market-based housing.</li> </ul>	RES D	\$	Medium
30. Develop relationships with community housing associations to advocate for and encourage development of appropriate social housing in Bayside.	RES D	\$	High
31. Monitor research into developments in affordable housing including 'intermediate' products such as shared equity schemes and, where appropriate, promote their use in Bayside.	RES D	\$	Ongoing
32. Consider placing conditions on the sale or transfer of Council land for residential development to require a proportion of new dwellings to be affordable or social housing units. To be considered on a site by site basis.	RES D, US RES D	\$ \$	Medium Medium
33. Require illegal rooming / boarding houses that Council becomes aware of to become registered and ensure they are of a suitable quality for habitation and are in full compliance with the Building Act (1993), Building Regulations (2006) and the Public Health and Wellbeing Act (2008).	BS, RES D	\$	Ongoing
<b>Further Strategic Work</b>			
<b>Managing growth</b>			
34. Prepare and review all Structure Plans for all 'Housing Growth Areas'. This review should consider whether the 'Key Focus Residential Growth Areas' should be extended to included developments adjacent to this area and located within the 'Moderate Residential growth Area'.	US	\$\$\$	Critical
35. Consider appropriate planning mechanisms to assist with ensuring that any future development of golf course land is undertaken in a manner which consistent with the directions contained in the Housing Strategy.	US	\$	Low
<b>Environmental risks</b>			
36. Liaise with Melbourne Water to assess the development potential of land within a 'Housing Growth Area' affected by a Special Building Overlay to determine the potential cumulative impacts of development on overland flows and define appropriate responses.  This should also consider revised flood levels prepared by Melbourne Water which have not been incorporated into Bayside Planning Scheme.	US, AMS	\$	High

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Action	Responsibility	Resources	Priority
<b>Physical and social infrastructure</b>			
37. Determine the physical and social infrastructure requirements associated with accommodating future growth within the 'Housing Growth Areas'.	US, AMS, RESD	\$\$	Medium
38. Develop a timeframe for the prioritised provision of physical and social infrastructure to meet the needs of the increasing population.	US, AMS, RESD	\$	Medium
39. Prepare a Development Contribution Plan for each Housing Growth Area identifying the physical and social infrastructure required, the prioritisation of works, an estimated cost and an appropriate contribution allocation ratio. This should consider issues such as drainage, roads / car parking and community facilities.	US	\$\$	Low
40. Develop a five year capital works plan focusing on the upgrade and renewal of existing Council owned and managed assets.	AMS	\$	High
<b>Neighbourhood character and heritage</b>			
41. Review the Neighbourhood Character Local Planning Policy and amend to recognise the 'Housing Growth Areas' and the development which is likely to occur within these areas.	US	\$\$	Medium
42. Provide guidelines for development of properties affected by a Heritage Overlay or Neighbourhood Character Overlay within 'Housing Growth Areas' to provide direction about how balance the need to protect heritage sites and precincts, whilst accommodating future growth.	US	\$	Medium – Low
43. Ensure Structure Plans define a preferred future character statement for each 'Housing Growth Area' which recognises these areas will undergo change.	US	\$	High
<b>Built form</b>			
44. Prepare Structure Plans for all 'Housing Growth Areas' which include recommendations about appropriate built form.	US	\$\$	High
45. Prepare <i>Built Form Design Guidelines</i> for all Small Neighbourhood Activity Centres and identified Strategic Redevelopment Sites.	US	\$	High
46. Develop guidelines for the development of residential aged and disability care facilities relating to appropriate built form, whilst respecting the surrounding built form and neighbourhood character interface and streetscape.	US	\$	High
<b>Vegetation</b>			
47. Review vegetation controls in the Bayside Planning Scheme that relate to residential areas with the aim of: <ul style="list-style-type: none"> <li>encouraging the retention of existing canopy trees</li> <li>encouraging the planting of canopy trees on development sites.</li> </ul>	US	\$	High
48. Prepare landscape guidelines to assist developers with appropriate species selection and siting.	US, ESOS	\$	Medium
<b>Open space</b>			
49. Prepare an Open Space Strategy and Leisure and Recreation Strategy to identify priorities for open space provision and infrastructure improvement.	US	\$\$	High
50. Introduce an open space levy to fund provision of and improvements to open space to meet the needs of the community.	US	\$\$	High

# Housing Strategy

Action	Responsibility	Resources	Priority
<b>Environmentally sustainable development</b>			
51. Prepare an Environmentally Sustainable Development Strategy.	US	\$\$	Medium
52. Introduce an Environmentally Sustainable Development Local Planning Policy in the Bayside Planning Scheme.	US	\$\$	Medium
<b>Economic</b>			
53. Undertake a Retail Strategy to examine the critical floor space and mix of commercial and office uses required to support the existing and future population throughout the municipality and particularly within the 'Housing Growth Areas' and the Bayside Business Employment Area.	US	\$\$\$	Critical
<b>Traffic and car parking</b>			
54. Examine the future provision of car parking within 'Housing Growth Areas' and prepare Car Parking Precinct Plans for each area. Precinct Plans should also consider the cost of providing additional car parking and associated funding mechanisms.	US	\$\$	Medium
<b>Residential Aged and Disability Care facilities</b>			
55. Investigate the likely demand for residential aged care accommodation.	RES D	\$	Medium
<b>Monitoring and Review</b>			
56. Undertake an annual review of all residential development approved under the Bayside Planning Scheme, including the number and type of dwellings provided, including the amount of private open space, based on location.	US	\$	High
57. Undertake an annual review of all residential developments completed (Certificates of Occupancy) in order to determine the amount of dwellings provided, including the number and type of dwelling provided based on location.	US	\$	High
58. Undertake an annual review of the diversity of houses being provided.	US	\$	High
59. Review the Housing Strategy when it is identified that less than five years supply of land is available to meet the forecast population contained in this Strategy.	US	\$\$	Medium
60. Review the recommendations of the Housing Strategy when the latest ABS Census data, VIF figures and Forecast i.d figures are released.	US	\$	High
61. Monitor the changing demographic trends and the associated demand for housing as well as social and community infrastructure and services.	RES D	\$	High
62. Monitor developments occurring in the 'Housing Growth Areas' within a Special Building Overlay in order to assess the potential cumulative impacts on overland flows.	US, AMS	\$	High
63. Monitor the capacity and performance of key infrastructure including drainage, stormwater, public car parking and roads and open space.	AMS, ESOS, RES D, US	\$	High
64. Monitor developments in affordable housing including 'intermediate' products such as shared housing options, including partnerships with Community Housing Associations.	RES D	\$	Medium
65. Monitor the demand for and provision of social and community infrastructure services and demographic	RES D	\$	Medium

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trends.			
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**Resources:**

- \$ = \$0 – \$20,000
- \$\$ = \$20,000 – \$100,000
- \$\$\$ = \$100,000 plus

**Priority:**

- Critical** = 1 year
- High** = 1–3 years
- Medium** = 4–7 years
- Low** = 7+ plus years

**Responsibility:**

- US:** Urban Strategy Department
- ESOS:** Environmental Sustainability and Open Space Department
- AMS:** Asset Management Services Department
- RESD:** Recreation, Events and Social Development Department
- BS:** Building Surveying Department

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## Appendices

### Appendix A: Development assumptions supporting the Housing Model

Housing Modelling Assumptions	
<b>Housing Growth Areas</b>	
<b>Southland Principal Activity Centre</b>	Three storey development for 800 metres radius from proposed future railway station site
<b>Moorabbin Major Activity Centre</b>	Three storey development within 400 metres radius of existing railway station
<b>Bay Street Major Activity Centre *</b>	In accordance with recommendations of the Bay Street Structure Plan, this being: <ul style="list-style-type: none"> <li>• Precinct B – 13.5 metres with preferred four storey</li> <li>• Precinct C – 11.0 metres with preferred three storey</li> <li>• Precinct E – 11.0 metres * with three storey maximum</li> </ul>
<b>Church Street Major Activity Centre *</b>	In accordance with recommendations of the Church Street Structure Plan, this being: <ul style="list-style-type: none"> <li>• Precinct B – 13.5 metres four storeys preferred</li> <li>• Precinct C – 11.0 metres with preferred three storey</li> <li>• Precinct D – 9.0 metres two storeys preferred within three metres of front wall 11.0 metres three storey at or beyond three metres from front wall preferred</li> <li>• Precinct E – 11.0m* with three storey maximum</li> </ul>
<b>Hampton Major Activity Centre *</b>	In accordance with recommendations of the Hampton Structure Plan, this being: <ul style="list-style-type: none"> <li>• Precinct A – 16 metres five storey preferred</li> <li>• Precinct B – 13.5 metres four storey preferred</li> <li>• Precinct C – 11.0 metres with three storey</li> <li>• Precinct E – 11.0 metres * with three storey maximum</li> <li>• Precinct F – 11.0 metres two storey + attic maximum</li> </ul>
<b>Sandringham Major Activity Centre *</b>	In accordance with recommendations of the Sandringham Structure Plan, this being: <ul style="list-style-type: none"> <li>• Precinct A – 16 metres five storey preferred</li> <li>• Precinct B – 13.5 metres with preferred four storey</li> <li>• Precinct C – 11.0 metres with preferred three storey</li> <li>• Precinct E – 11.0 metres * with three storey maximum</li> <li>• Precinct F – 11.0 metres two storey + attic maximum</li> </ul>
<b>Cheltenham Major Activity Centre</b>	Three storey development within 400 metres radius of existing railway station
<b>Elsternwick Major Activity Centre</b>	Three storey development within 400 metres radius of existing railway station.  Please note, that Elsternwick has been modelled under 'Other Change Areas' with an assumed 50% site coverage and 10% to develop by end of model year rather than under 'Other activity centres' which has an assumed 100% site coverage (to reflect the commercial zoning of the

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	centres included in this category).
<b>Martin Street Gardenvale</b>	Three storeys in accordance with Outline Development Plan
<b>Highett</b>	In accordance with the existing Design and Development Overlays: <ul style="list-style-type: none"> <li>• three storeys in Key Focus area</li> <li>• - two storey in moderate</li> </ul>
<b>Beaumaris Concourse</b>	Three storey in commercial zones in accordance with existing Design and Development Overlay.
<b>Housing Modelling Assumptions</b>	
<b>Black Rock</b>	Two storey within structure plan boundary in accordance with the Design and Development Overlay, Schedule 1 (DDO1)
<b>Other Activity Centres (shop top)</b>	
East Brighton Shopping Centre, Brighton East	Three storeys
Dendy Village, Brighton East	Two storeys
Bluff Road and Highett Road Centre, Hampton East	Two storeys
Seaview Shopping Centre, Beaumaris	Two storeys
Balcombe Road and Charman Road, Beaumaris	Two storeys
South Road Plaza, Hampton	Three storeys
Bluff Road and Bay Road, Sandringham / Highett	Two storeys
Bay Road and Jack Road, Cheltenham	Two storeys
Bluff Road and Love Street, Black Rock	Two storeys
Balcombe Park, Beaumaris	Two storeys
Hawthorn Road Shopping Centre, Brighton East	Three storeys
Bay Road and Avoca Street, Highett	Two storeys
Were St Centre, Brighton	Two storeys
Ludstone St, Hampton	Two storeys
Keith St & Widdop Cres, Hampton East	Two storeys
Highett & Spring Rd, Highett	Two storeys
Keys St Shopping Centre, Beaumaris	Two storeys
Thomas & Egan Street, Brighton East	Two storeys

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Strategic Redevelopment Sites	
CSIRO, Highett	Based on property boundaries to be two storey townhouses. Properties to the north and south to be three storey apartments and properties in the middle to be four storeys. The site to have a 75 per cent site coverage with three hectares of open space.
Jack Road, Cheltenham	Calculated development yield of 478 dwellings. One to two storeys at the interface of Jack Road and five storeys to the centre and western part of the site.
Barr Street, Moorabbin	Known dwelling yield of 227 dwellings.
Nepean Highway and Milroy Street, Brighton East	Three storeys
Nepean Highway and North Road, Brighton	Three storeys
South Road and Esplanade Avenue and around Milanos	Two storeys
Beach Road and Georgiana Street, Sandringham	Two storeys
Housing Modelling Assumptions	
Established Residential Areas	
Brighton	Two storey in accordance with Residential 1 Zone and schedule and ResCode
Brighton East	Two storey in accordance with Residential 1 Zone and schedule and ResCode
Hampton	Two storey in accordance with Residential 1 Zone and schedule and ResCode
Hampton East	Two storey in accordance with Residential 1 Zone and schedule and ResCode
Sandringham	Two storey in accordance with Residential 1 Zone and schedule and ResCode
Highett	Two storey in accordance with Residential 1 Zone and schedule and ResCode
Cheltenham	Two storey in accordance with Residential 1 Zone and schedule and ResCode
Black Rock	Two storey in accordance with Residential 1 Zone and schedule and ResCode
Beaumaris	Two storey in accordance with Residential 1 Zone and schedule and ResCode
Major developments approved by VCAT	
380–386 Bay Street, Brighton <i>(housing provided above building heights / storeys as recommended in the Structure Plan)</i>	As per approved development
220 Bay Road, Highett	As per approved development
218 Bay Road, Highett	As per approved development
212–216 Bay Road, Highett	As per approved development

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## Appendix B: Recommended Schedule to the Residential 3 Zone

Is a permit required to construct or extend one dwelling on a lot of between 300 square metres and 500 square metres?

Yes

	Clause 54 and Clause 55 Standard	Requirement
<b>Minimum street setback</b>	Standard A3 and Standard B6	<p>Where there is an existing building on both the abutting allotments facing the same street, and the site is not on a corner, the following minimum setback from the front street applies:</p> <ul style="list-style-type: none"> <li>the greater distance of the setbacks of the front walls of the existing buildings on the abutting allotments facing the front street or 9 metres, whichever is the lesser.</li> </ul> <p>Where there is no existing building on either of the abutting allotments facing the same street, and the site is not on a corner, the following minimum setback from the front street applies:</p> <ul style="list-style-type: none"> <li>9 metres.</li> </ul> <p>All other minimum setbacks from front streets and side streets as specified in the Tables to Standard A3 and Standard B6 continue to apply.</p>
<b>Building height</b>	Standard A4 and Standard B7	None specified
<b>Site coverage</b>	Standard A5 and Standard B8	50 per cent
<b>Side and rear setbacks</b>	Standard A10 and Standard B17	A new building not on or within 150mm of a boundary should be set back two metres from the side boundary and three metres from the rear boundary, plus 0.6 metres for every metre of height over 3.6 metres up to 6.9 metres, plus two metres for every metre of height over 6.9 metres.
<b>Private space</b>	Standard A17	None specified

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Clause 54 and Clause 55 Standard		Requirement
	Standard B28	<p>40 square metres secluded private open space located at the rear or side of the dwelling or residential building with a minimum dimension of four metres and convenient access from a living room.</p> <p>If the dwelling has more than two bedrooms an additional ground level private open space area of 20 square metres with a minimum width of four metres is required to be provided for each additional bedroom, including a study / retreat or similar with a maximum of 80 square metres private open space required: or</p> <p>A balcony eight square metres with a minimum width of 1.6 metres and convenient access from a living room: or</p> <p>A rooftop area of ten square metres with a minimum width of two metres and convenient access from a living room.</p> <p>The "Housing Growth Areas" as shown on the 'Strategic Framework Plan – Residential', are excluded.</p>
<b>Front fence height</b>	Standard A20 and Standard B32	<p>A front fence within three metres of a street should not exceed 1.2 metres in 'other streets'.</p> <p>Front fence height in streets in a Road Zone.</p> <p>Category 1 as specified in the Tables to Standard A20 and Standard B32 continue to apply.</p>