



PLANNING OUR FUTURE |

Sandringham Village | Background Report

Final Background Report

November 2006



This report was prepared by a consultant team lead by Planisphere with contributions from Bayside Council officers. The sub-consultants included Essential Economics, Maunsell and Collaborations, with additional input from Charter Keck Cramer. The contents of this report apply the directions resolved upon at a Bayside Council meeting held on 19 December 2005. A Consultant's Supplementary Report has been prepared for consideration in conjunction with this report.

The assistance provided by Council, community and agency members of the Project Reference Group is acknowledged, as are the contributions of the many Bayside community members who participated in each stage of the plan preparation.



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Report Structure

This volume of the report (Volume 2) contains the background information for the Sandringham Centre Structure Plan. The 1st volume (The Structure Plan) contains the Structure Plan itself with a vision, future role and character statement, framework plan and objectives and implementation actions for the four themes – Activities, Buildings, Spaces and Access.



1. Brief and Method

1.1 Background

In early 2005 Bayside City Council commissioned a study team led by planning consultants Planisphere to prepare structure plans for the Bay Street, Church Street, Hampton and Sandringham Shopping Centres.

Melbourne 2030 is the overarching policy of the development of current structure plans for activity centres. The Bay Street, Church Street, Hampton and Sandringham Shopping Centres were identified in *Melbourne 2030* as being Major Activity Centres, below Principal Activity Centres in the activity centre hierarchy. While previous local policies focus on the business zoned areas of these activity centres, *Melbourne 2030* requires a more holistic approach, with the inclusion of all zones, generally within 400 metres of the core business zoned area.

1.2 About the Study

Study Brief

The primary purpose of the study is to facilitate preparation of structure and parking precinct plans for Bayside's Major Activity Centres:

- Bay Street, Brighton
- Church Street, Brighton
- Hampton
- Sandringham Village

The time horizon is 20-30 years. The specific outcomes of the project were to comprise:

- A Structure Plan for each of Bayside's four Major Activity Centres, including the immediate periphery of each centre, to manage future growth and change over a thirty year period.
- Parking Precinct Plans for each of Bayside's Major Activity Centres to support the Structure Plans.
- A detailed Implementation Plan outlining key responsibilities, indicative infrastructure costs, funding options and timelines.
- Recommendations concerning an appropriate partnership model involving Council, State Government, property owners and the community, to facilitate implementation of each Structure Plan.
- Documentation for an amendment to the Bayside Planning Scheme for the purpose of implementing the Structure Plans and Parking Precinct Plans.

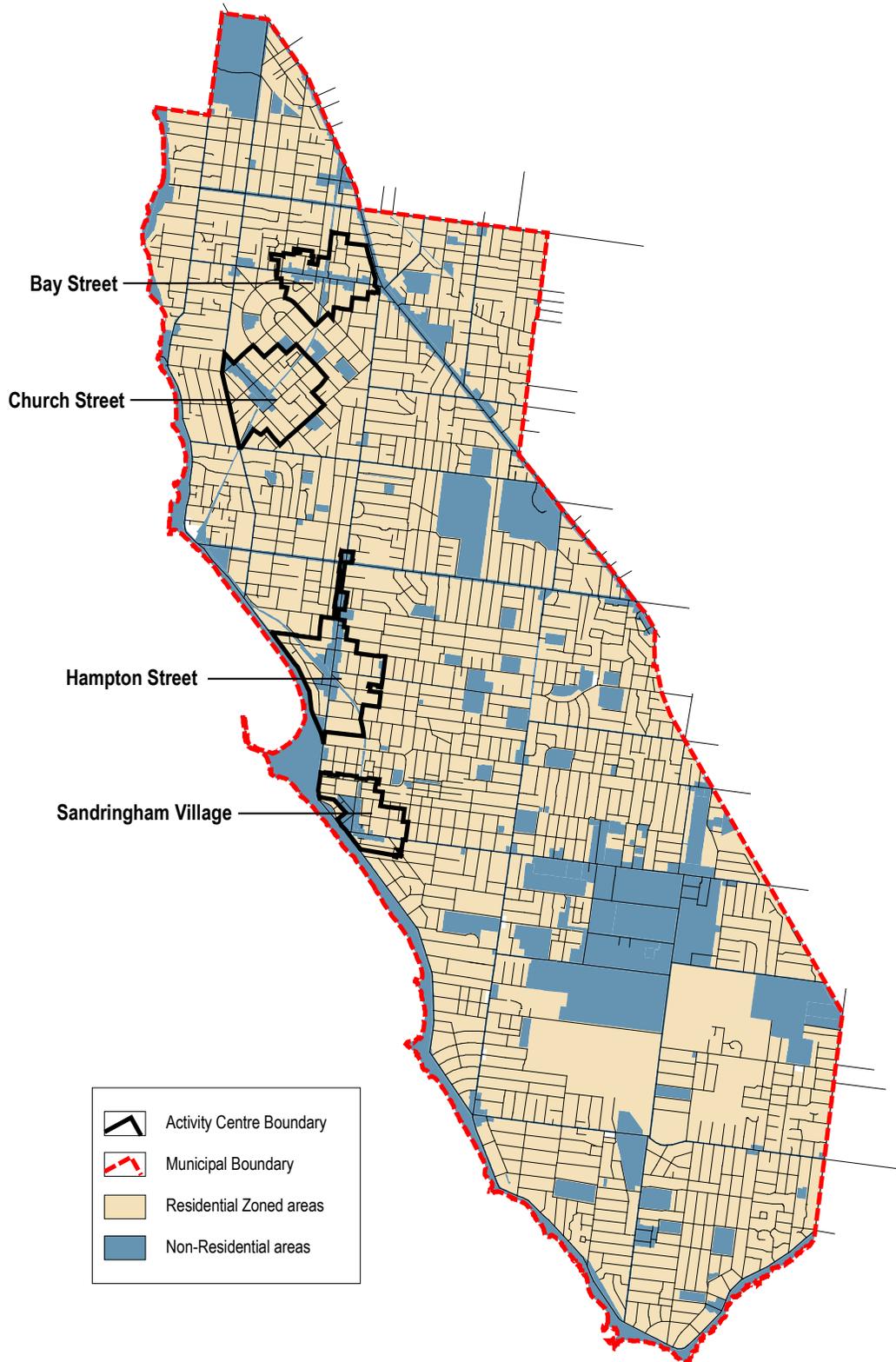
Status of the Project

The Structure Plan was first prepared as a Draft Summary Report, which was released for community comment and received a total of 133 submissions. These submissions were considered and the draft Summary Report was updated to form the Final Structure Plan. The following stage in the project is to implement the structure plans through Council policies and a planning scheme amendment.

Study Area and Activity Centre Boundaries

A study boundary for each of the centres was not defined in the brief for the project, however it was necessary to define a boundary to identify the extent of the Activity Centre and where the Structure Plan should apply. The boundary was generally defined at a walking distance of 400 metres from the railway station but considered other criteria such as large sites, lot orientation, heritage constraints etc. The criteria used to define the boundary are explained in more detail in section 2.8.

The map below shows the boundary of each activity centre in the context of the municipality.



Map 1: Activity Centre Boundaries

1.3 Methodology

Project Stages

The project has been undertaken in the following stages:

- Stage 1: Inception and Analysis (Dec 04-Feb 05)
- Stage 2: Issues and Opportunities / *Consultation 1* (28 Feb-18 Mar 05)
- Stage 3: Emerging Ideas / *Consultation 2* (30 May-24 Jun 05)
- Stage 4: Draft Plan / *Consultation 3* (22 Aug-16 Sep 05)
- Stage 5: Final Report (current)
- Stage 6: Amendment Documentation (to come)

Consultation during the planning process has been extensive, and was managed through a Communication, Consultation & Engagement Plan that included the following:

Stage 1: Inception & Analysis

Objectives

- To analyse and synthesise existing data and policy to distil key issues and elements of change to inform the structure and focus of the consultation process.
- To scope and design an appropriate consultation and information strategy.

Key Tasks

- Client briefing
- Work with client and Council to confirm data sources
- Gather and collate information inputs
- Confirmation of the extent of parking occupancy and turnover surveys
- Preparation of draft questionnaire for interview survey on parking habits and behaviour
- Team workshop 1
- Analyse key directions and potential areas of conflict from existing policy and research
- Development of information kit, Community Bulletin 1 and consultation products
- Develop targeted consultation and communication strategies
- Draft materials to Reference Group for discussion
- Refine materials for distribution and use

Stage 2: Consultation 1: Issues & Opportunities

Objectives

- To engage identified stakeholders and the wider community in testing and confirming the key elements of the vision for Major Activity Centres
- To identify conflicting needs and aspirations and areas of broad agreement
- To provide accessible information about the process

Key Tasks

- Distribution of Community Bulletin 1 with feedback sheet
- Media release
- Commencement of site investigations and survey program
- Development of preliminary access and parking options
- Distribution of invitation to Centre based Workshops
- Conduct four Centre based workshops (one in each Centre). The objective for these sessions is to identify points of agreement and disagreement about the future issues and opportunities in each centre

- Interviews with land owners
- Collation and analysis of consultation outcomes and any written feedback for design and planning team

Stage 3: Consultation 2: Emerging Ideas

Objective

- To provide accessible information about the future options for local Major Activity Centres in Bayside
- To provide accessible opportunities for community comment and input
- To identify the key elements of a preferred future for each Major Activity Centre

Key Tasks

- Team workshop 2
- Preparation of consultation products including illustration of key choices and summary of proposals for each Centre
- Distribution of Community Bulletin 2 & invitation to briefing
- Workshop/briefings in each activity centre
- Implementation of "on-street" information displays in each centre
- Displays to remain in local libraries for two weeks with bulletins and feedback sheets
- Collation of feedback
- Use of feedback to refine access and parking proposals
- Preparation of consultation report for planning and design team and client

Stage 4: Consultation 3: Draft Plan

Objective

- To inform about the outcomes of the previous consultation, and the ways this has influenced further development of the plans
- To inform about progress with development of the plans
- To enable community comment on the draft plans before they are finalised for Council consideration

Key Tasks

- Preparation of consultation product: summary of draft plan proposals
- Team workshop 3
- Distribution of Community Bulletin 3
- Displays on site

Stage 5: Final Report

Objective

- To finalise the Structure Plans for each centre

Key Tasks

- Summarising of, and response to, public comments on the Draft Plan
- Additional analysis of built form and capacity for each Centre
- Council briefing 31 January 2006 (new Councillors elected November 2005)
- Completion of the Parking Precinct Plans
- Council's application for interim built form standards, approved by the Minister for Planning on 22 June 2006
- Council Meetings held on 19 December 2005 and 6 June 2006, which resolved on key built form policy issues, set the brief for a number of additional research and policy development tasks, and committed to urgent completion of the Structure Plans
- Preparation of the Final Structure Plan and Background Report

Reference and Technical Groups

Project Reference Group

A Project Reference Group (PRG) oversaw the project at a high level and provided advisory input. Membership included:

- Councillors
- Community / Peak Body Representatives (8-10)
- Council Senior Officers / DSE

The Group met three times, as follows:

	Date	Main Agenda Items
PRG1	17 Feb, 2005	The scope of the project; the role of the PRG Work program; consultation arrangements Preparation for Consultation 1: Issues & Opportunities
PRG2	21 Apr, 2005	Results of Consultation 1: Issues & Opportunities Preparation for Consultation 2: Emerging Directions
PRG3	21 Jul, 2005	Results of Consultation 2: Emerging Directions Preparation for Consultation 3: Draft Plans

Councillor Steering Committee (CSC)

A Councillor Steering Committee, initially comprising the Councillor members of the Project Reference Group, met at key stages to formulate recommendations to Council or to discuss contentious issues.

Technical Group (TG)

Council officers and some agency representatives met at key project stages to provide input and comment on draft material.

	Date	Main Agenda Items
TG1	15 Feb, 2005	Project brief Work program; consultation arrangements Preparation for Consultation 1: Issues & Opportunities
TG2	19 Apr, 2005	Results of Consultation 1: Issues & Opportunities Preparation for Consultation 2: Emerging Directions
TG3	19 Jul, 2005	Results of Consultation 2: Emerging Directions Preparation for Consultation 3: Draft Plans
TG4	4 Oct, 2005	Results of Consultation 3: Draft Plans Brief for Final Report & Amendment

Subsequently the study team met senior officers of the Council to discuss a number of key issues on 27 October 2005, planning and engineering officers on 7 December to resolve traffic and parking recommendations, and officers of the Department of Sustainability and Environment on 16 December to receive comments and discuss statutory implementation. There were also a number of additional meetings in 2006 aimed at resolving the detail of the final report.

Our method of working was to expose early drafts of material to Technical Group meetings, somewhat more refined versions to the Project Reference Group, then produce the 'polished' version for public release. This allowed material to evolve in responsive manner as it was detailed. It meant Technical Groups and Project Reference Groups were often helping to shape 'product' rather than reviewing polished drafts, and we therefore presented material at meetings, rather than pre-circulating it, as part of this process.



2. Analysis

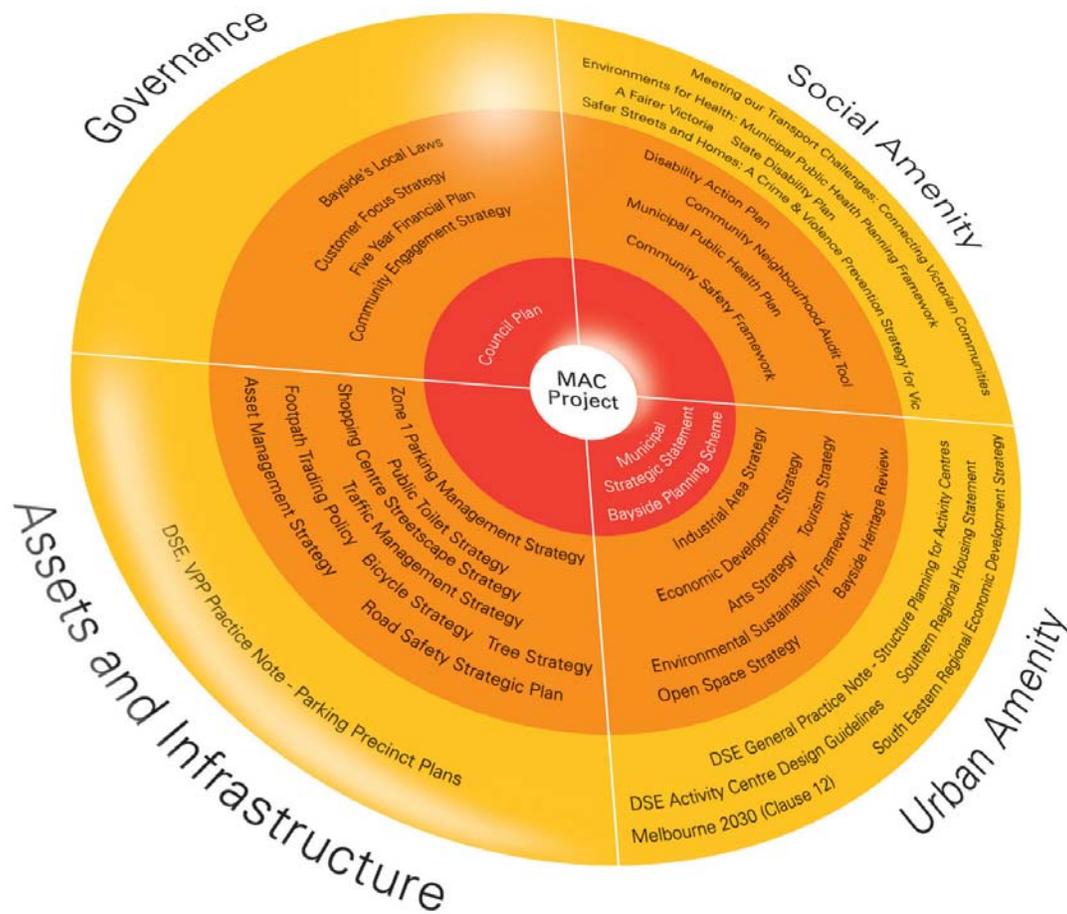
2.1 Policy Context

Planning Policy from State and Municipal level forms the strategic foundation for the Urban Design Framework. Following is a summary of the relevant policies.

Influences

The future planning of the Structure Plan area will have regard to the physical surroundings, character and amenity. However, influences such as local governance, assets and infrastructure, social amenity and other urban amenity issues are important when considering the content of the Structure Plan.

The following diagram provides an outline of some of the documents that may influence the Structure Plan and how they relate.



- Bayside Council's Key Documents
- Bayside Council's Peripheral Documents
- Documents of Other Bodies

State Planning Policy Framework

Clause 12, Metropolitan Development, provides specific objectives and strategies for Metropolitan Melbourne. Clause 12 comprises a number of overall goals, objectives and strategies based on those introduced by Melbourne 2030. It is outlined that the first major goal of creating a more compact city is to be achieved through the strengthening of activity centres, where infrastructure already exists to best cope with change.

Clause 14, Settlement, encourages consolidation of residential and employment activities within existing urban areas and designated growth areas. It states that major suburban retail, commercial, administrative, health, education, entertainment and cultural developments should be concentrated in and around activity centres with good access to integrated transport nodes, and that higher land use densities and mixed use developments should be encouraged near public transport.

Clause 15, Environment, promotes consolidation of urban development, integration of land use and transport, and reduction of greenhouse emissions by reducing the long term dependency on energy from fossil fuels.

Clause 16, Housing, encourages residential development that is cost-effective in infrastructure provision and use and encourages public transport use. Section 16 encourages increased residential densities to help consolidate urban areas. It also encourages the development of well-designed medium-density housing that respects the neighbourhood character, improves housing choice, makes better use of existing infrastructure and improves energy efficiency.

Clause 17, Economic Development, encourages the concentration of major retail, commercial, administrative, entertainment and cultural developments into activity centres (including strip shopping centres) which provides a variety of land uses and are highly accessible to the community (particularly public transport).

Clause 18, Infrastructure, states higher land use densities and mixed use developments should be encouraged near public transport.

Particular Provisions

Clause 54, *One Dwelling on a Lot* and Clause 55, *Two or More Dwellings on a Lot and Residential Buildings* are both components of ResCode and are relevant to the development of dwellings located within a Residential Zone, Mixed Use Zone or Township Zone. Clause 54 is relevant to the development of a single residential dwelling on a lot, while Clause 55 is relevant to the development of two or more dwellings on a lot. Each clause comprises a number of objectives related to neighbourhood character, site layout and building massing, amenity impacts, on-site amenity and facilities and detailed design. Each objective contains standards and decision guidelines to be considered for residential development applications.

Clause 56, Residential Subdivision, also forms a component of ResCode and relates to any application to subdivide land in a Residential Zone, Mixed Use Zone or Township Zone. Clause 56 is also guided by the overarching principles of the protection of neighbourhood character and amenity and the assurance of environmentally sustainable development. The objectives within Clause 56 are focused on on-site amenity and the impact of subdivisions on the surrounding neighbourhood.

Melbourne 2030 & Metropolitan Transport Plan

Under Melbourne 2030 Bay Street, Hampton Street, Church Street and Sandringham Village are defined as Major Activity Centres. Major Activity Centres are the third highest form of Activity Centre in the hierarchy set out by Melbourne 2030, below the Central Activities District (the city) and Principal Activity Centres. They make up the majority of large activity centres in Melbourne. Metropolitan Melbourne has a network of around 100 Principal and Major Activity centres, and together they comprise around 30 per cent of total retail turnover, substantial employment, recreational and community activities and are a focus for the surrounding community. Under

Melbourne 2030 activity centres are to be further developed so as to increase access to the existing public transport network and to create vibrant urban spaces. Melbourne 2030 encourages that these centres be the location for increased future development, broadening the base of activities and increasing commercial development. Around these centres the development of a range of housing forms is also encouraged. This development is to occur with good urban design that protects and improves cultural identity, neighbourhood character, sense of place, heritage values and community safety.

The key transport-related objectives for the development of activity centres include:

- Reduce the number of private motorised vehicle trips by concentrating activities that generate high numbers of (non-freight) trips in highly accessible locations;
- Improve access by walking, cycling and public transport to services and facilities for local and regional populations; and
- Support the development of the Principal Public Transport Network.

In order to provide greater definition in relation to the transport objectives underpinning Melbourne 2030, the Government released the Linking Melbourne Metropolitan Transport Plan in December 2004. The document provides a comprehensive plan for the management and development of Melbourne's transport system. It sets out directions and initiatives to meet the challenges posed by Melbourne's growth and development over the next 10 years.

The Plan reinforces and supports the Government's strategic framework for managing land use and transport contained in Melbourne 2030. The Victorian Government has set a target that by the year 2020, 20% of motorised trips will take place on public transport. The programs contained in the Metropolitan Transport Plan will lay the foundation for future progress towards this target. The Metropolitan Transport Plan is particularly relevant to Bayside, as it outlines a number of strategies for inner and established suburbs. The Government acknowledges that increasing road capacity through road building programs alone cannot solve traffic congestion. Instead the Government is proposing a range of complementary approaches. These include:

- Promote **greater use of public transport**, particularly in established areas where the supply is relatively good
- Promote **greater use of walking and cycling**, for shorter trips
- Make the existing **public transport system more user-friendly** through improved co-ordination of services (for example bus and train timetables), real-time passenger information, better facilities at stations and stops, and an improved ticketing system
- Provide people **with better information about travel options** and the associated costs and benefits, to assist their travel decisions.

Local Planning Policy Framework

Municipal Strategic Statement

The Municipal Strategic Statement (MSS) is a statement of the key strategic planning, land use and development objectives for the municipality and the strategies and actions for achieving the objectives.

21.05 Housing

At Clause 21.05 the MSS provides an overview of the housing availability in the municipality and identifies the issues related to future housing provision, population and demographic changes, and the appearance and character of housing. There are five objectives within the clause that set future directions for housing and strategies and implementation measures are provided to achieve these objectives. They include:

- The accommodation of increases in population and changes of demographic structure;

- The provision of greater certainty to residents and developers in terms of the preferred future character of the area, as well as the identification of areas requiring special attention;
- The facilitation of quality design outcomes which make a positive contribution to the character of residential areas;
- The conservation of biodiversity through retention of native vegetation, protection of habitat and control of pest plants and animals;
- The promotion of energy efficiency in new dwellings.

21.06 Activity Centres

Clause 21.06 recognises the range of activity centres present in Bayside and identifies key issues, objectives and strategies for this range of activity centres. For each of the four activity centres of Bay Street, Church Street, Hampton Street and Sandringham Village, Clause 21.06 provides a list of strengths and issues:

- Hampton Street is categorised as a community-level centre with antiques, food and fashion as its strengths and competitiveness for weekly shopping, parking distribution, traffic circulation and urban design as the key issues confronting the centre.
- Church Street is also identified as a community-level centre with fashion and cinema as its strengths and the need to maintain competitiveness for weekly shopping, a heavy reliance on fashion and the amenity of adjoining residential areas as the key issues facing the centre.
- Bay Street is identified as a large neighbourhood centres with cafes, gourmet food, offices, specialty shops, entertainment and Victorian architecture as its strengths, with key issues including the need to develop a commercial / office component as the basis for centre sustainability and insufficient parking and traffic congestion.
- Sandringham Village is also categorised as a large neighbourhood centre with professional services, specialist food and community facilities as its strengths and key issues that include the urban design of the centre and the need to improve connectivity of precincts and parking distribution.

The overall objectives of the Activity Centres policy are to promote sustainable development of the shopping centres, to improve traffic circulation and to facilitate well-designed centres in keeping with the neighbourhood character. The strategies for implementation include changes to zoning to reflect the desired land uses in activity centres, the development of further policy to reinforce the role and function of main commercial centres and the development of design guidelines for commercial centres.

Local Policies

22.04 Sandringham Urban Village Policy

The Urban Village Policy for Sandringham Village applies to seeks to protect and enhance the character, heritage and streetscape environment of the village as well as providing a safe, convenient and pleasant experience for shoppers. The policy requires that new buildings follow the general two to three storey height of buildings at the street frontage and are consistent with the scale and form of buildings in the street.

Zones and Overlays

Residential 1 Zone

The purpose of the Residential 1 Zone is:

To implement the State Planning Policy Framework and the Local Planning Policy Framework, including the Municipal Strategic Statement and local planning policies.

To provide for residential development at a range of densities with a variety of dwellings to meet the housing needs of all households.

To encourage residential development that respects the neighbourhood character.

In appropriate locations, to allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs.

The Residential 1 Zone requires that the objectives, standards and decision guidelines of Clause 54 are considered in any planning application.

Schedule to the Residential 1 Zone

The schedule to the Residential 1 Zone requires that a permit be sought to construct or extend one dwelling on a lot less than 500 square metres. Usually development of land for a single residential dwelling in the Residential 1 Zone does not require a permit unless the lot size is less than 300 square metres. The Schedule therefore enforces certain ResCode standards and requirements on applications for development of land falling within this lot size. The requirements are as follows:

- Front setbacks for sites not located on a corner must be consistent with those of abutting residences or 9 metres, whichever is the lesser.
- For buildings not on or within 150mm of a boundary, side setbacks should be a minimum of 2 metres and rear setbacks a minimum of 3 metres (plus 0.6 metres for every metres of height over 3.6 metres up to 6.9 metres, plus 2 metres for every metres of height over 6.9 metres).
- Fences in streets that fall within the Road Zone, Category 1 should not exceed 2 metres while fences in streets categorised as “other streets” should not exceed 1.2 metres where the fence is within 3 metres of the street.

Business 1 Zone

The purpose of the Business 1 Zone is to encourage the intensive development of business centres for retailing and other complementary commercial, entertainment and community uses.

The Business 1 Zone stipulates that land falling within the zone does not detrimentally affect the amenity of the neighbourhood in terms of the transportation of goods to and from the land, the appearance of the building and any associated works, and the emission of noise, waste product or any form of pollution.

The zone requires that a permit be sought to subdivide or construct or carry out works on any land falling within the zone. The zone also requires that a neighbourhood and site description response be submitted to the Responsible Authority, in adherence to the requirements at Clause 54.01.

Business 2 Zone

The Business 2 Zone seeks to encourage the development of offices and associated commercial uses and carries the same requirements as those of the Business 1 Zone.

Schedule 1 to the Design and Development Overlay

Schedule 1 to the Design and Development Overlay (DDO1) applies to the area west of Station Street outside the commercial area.

The overlay controls building heights along coastal areas. The major objective of DDO1 is to protect and enhance views of Bayside from Port Phillip Bay. The overlay also seeks to maintain the pedestrian scale of Beach Road, avoid overshadowing of the foreshore and manage the increased pressure to build higher buildings along the coast. For buildings without a permit, the overlay enforces a maximum height limit of two storeys provided each storey is less than 3.5 metres measured from the floor level to the finished floor level of the floor above or if there is no floor above, to the ceiling. The maximum height limit for building without a permit in terms of exact measurements is 6 metres.

The overlay requires that all applications be accompanied by a neighbourhood and site description and design response demonstrating how the proposed building achieves the design objectives.

Schedule 6 to the Design and Development Overlay

As part of Amendment C51, Schedule 6 to the Design and Development Overlay (DDO6) is temporarily applied to all properties within the proposed structure plan areas of Bay Street, Church Street, Hampton Street and Sandringham Village.

The overlay provides guidance for uses of the Bayside Planning Scheme on matters relating to height and setbacks for new development located within the Major Activity Centres. A maximum height limit of three (3) storeys with consideration for four (4) storey development within nominated commercial areas, and a maximum of two (2) storeys with consideration for three (3) storeys within residential areas, assists in maintaining the centres prevailing built form scale, streetscape rhythm and landscape character.

The requirements of this overlay cease to have effect after 30 June 2007.

Additional Background Documents

The following documents have been used to add depth to the broad strategic background in the development of the framework:

Association of Bayside Municipalities, *Clear Stormwater – A Planning Framework, June 2004*

With the main interest of the Association being the amenity and quality of the bay, this document looks at stormwater management as a specific component of ecologically sustainable development. The document describes the concept of water sensitive urban design as applying to developments that protect and enhance the values of the water environment, reduce potable water demand and minimise waste water generation. It looks at a performance framework with respect to stormwater quality and assesses current policies that are suited to water sensitive urban design. The document makes general recommendations for long term water sensitive urban design in terms of land use planning, performance based design, regulations and the role of councils in establishing appropriate provisions in planning schemes.

Status

This framework is an informal document of Bayside Municipalities however was a basis for Amendment C44 to the Bayside Planning Scheme. This amendment received no public objection and is currently with the Minister for Planning for approval.

Hassell and Garry Henshall and Associates for Bayside City Council, *Open Space Strategy Executive Summary, November 1996*

The Open Space Strategy has been developed to guide Bayside Council decision-making in relation to management, planning, design and maintenance of their open spaces. The strategy notes the recreation needs of open spaces in Bayside and highlights the special focus of providing for recreation activities of children, teenagers and the elderly, an inventory of recreation facilities is provided in Part 2 of the strategy. The strategy advocates the foreshore as the primary open space resource in the municipality. It recommends a co-ordinated management plan (including Council, Friends of groups etc.) for the foreshore to protect conservation areas, natural areas, to enhance the landscape quality and improve the amenity and safety of the area.

Status

This strategy is included in the Bayside Planning Scheme as Schedule to Clause 81 in Incorporated Documents (Section 8). It is also cited as a reference document in Clauses 21.01 Introduction, 21.08 Tourism and 21.11 Open Space in the MSS.

Bayside City Council, *Bayside Coastal Strategy, April 1997*

This strategy outlines how the Council will manage the coast to protect and enhance its environment and public enjoyment. This document is not intended to give detail, but only broad directions to be followed later by action plans. The strategy gives a detailed background for the area in terms of the local economy, relevant planning

policies, the role and responsibility of Council and local residents. The strategy is divided into three main sections, the first dealing with protection and enhancement of natural and cultural resources, the second dealing with landscape and urban design and the third looking at the use of the coast. It outlines detailed objectives and identifies the need for certain strategies under each of these topics.

Status

Included in the Bayside Planning Scheme as Schedule to Clause 81 in Incorporated Documents (Section 8). It is also cited as a reference document in Clauses 21.01 Introduction, 21.08 Tourism and 21.11 Open Space in the MSS.

Bayside City Council, *Bayside Tourism Strategy*, December 2001

Bayside seeks to promote the municipality as an attractive and desirable destination for tourists in order to boost the local economy. However, the strategy highlights the need to protect the assets of the area including the culture, character and environment within this process. The strategy defines the character and appeal of Bayside, which makes it attractive to visitors. Target markets are explored. The strategy uses strategy areas as a tool for the effective management of Bayside tourism opportunities. The recommendations of the strategy must be reconciled with other Bayside strategies and the Bayside Planning Scheme.

Status

This document was adopted by Council in 2001.

Bayside City Council - Council Plan 2006 – 2010

The current Council Plan for Bayside is the blueprint that guides Council's strategic direction for the four-year period from 2006 to 2010, and outlines the key goals and objectives to continue to improve the quality of life in Bayside. The Plan contains both specific short-term commitments that will be implemented during the 2006/2007 financial year, and a range of longer term commitments to be tackled during future years.

The plan contains several goals relating to sustainability and the environment and commitments for achieving these goals. These include the completion and commencement of implementation of the structure plans for Major Activity Centres (Bay Street, Brighton; Church Street, Brighton; Hampton; and Sandringham).

It also commits Council to the completion of a review of parking for Major Activity Centres, including consideration of parking precinct plans.

Status

This document was adopted by Council in 2006.

Ratio Consultants Pty Ltd, Hennessy Services Pty Ltd, *Bayside City Council Road Safety Strategic Plan*, June 2003

This document is a strategic plan to improve safety and thereby reduce deaths and injuries on roads in Bayside. The plan has been prepared as part of the Safe Roads Initiative, and aims to assist Council co-ordinate more closely with other interest groups such as police, local schools, and the community regarding increases in safety on Bayside roads. The plan establishes a series of action plans to address the identified road safety issues in Bayside. These include road safety education and, partnerships with key agencies to provide strong leadership and to improve pedestrian safety and traffic management.

Status

This strategy is an informal document of the Bayside City Council.

Peter McNabb and Associates Pty Ltd, *Bayside Melbourne 2030 Analysis*, June 2003

This research report was commissioned by Bayside City Council in response to the release of State Government's Metropolitan Strategy- Melbourne 2030. It provides a broad assessment of the social, economic and environmental implications of Melbourne 2030. It included demographic, built form and economic analysis as well as a social / infrastructure capacity assessment.

This report identified a projected increase in dwellings (based on a low growth scenario) of 6100 over the period 2002-2030, and an increase in population of 7288. Average household size is projected to decline slightly slower than the DSE forecasts because the number of new medium density developments will be slower than DSE forecasts, and therefore household size will remain slightly higher.

This scenario assumes that the current level of activity will continue over the forecast period and includes other assumptions regarding land availability / constraints.

Other issues such as housing affordability and land economics and preparedness of the Bayside community to accept the evolution of planning controls that permit more intense development were raised in the report.

Status

This submission is an informal document of the Bayside City Council.

Bayside City Council, *Melbourne 2030: Planning for Sustainable Growth Bayside City Council's Submission to the Minister for Planning*, February 2003

Bayside's primary concerns with Melbourne 2030 are in regards Direction 1 'A More Compact City' and Draft Implementation Plans No's; 3. *Housing* and 4. *Activity Centres*. The Council states that Bayside has already absorbed a substantial amount of development pressure within existing policy frameworks. In the submission, the Council asserts that high levels of development cannot be sustained in the long term without significantly compromising the attributes that make Bayside a valued and desirable place to live including; the neighbourhood character, high residential amenity and aesthetic and environmental qualities. The Council also highlights the lack of available large size lots for development in Bayside. They claim that the nominated activity centres only have small size lots, which, if developed, would have a significant impact on adjoining properties.

Status

This submission is an informal document of the Bayside City Council.

David Lock Associates and PBAI for Bayside City Council, *Bicycle Strategy*, 2003

The study concentrates on the need for broad strategic understanding that extends beyond improving the physical infrastructure of cycling. Recommended strategies within the report were the outcome of data analysis and community consultation. The strategy recommends improvements to cycling networks, promotion of cycling, educating the community on cycling rights and safety issues and improving cycling provisions in activity centres and other destinations with an aim to increasing the number of people who cycle between destinations in Bayside.

Status

The key recommendations of this study are included in Clause 21.12 – Infrastructure as part of Amendment C46. The study is also included as a Reference Document.

Charter Keck Cramer for Bayside City Council, *Business Monitor*, 2006

This document provides a general overview of the retail performance of the following centres in Bayside including; Bay Street, Hampton Street, Highett Shopping Centre, Martin Street Shopping Centre, Hampton East and Sandringham Shopping Centres. The monitor offers findings on the tenancy mixes, centre structures, competitive environment and offers recommendations for enhanced performance within these retail centres.

This 2006 Business Monitor Study is the fourth in a series; the previous studies were in 1996, 1999 and 2003. It was extended in 2006 to include industrial areas where previous reports had concentrated solely on the retail sector. The purpose of this component is to assess the strategic positions of the 9 retail centres in Bayside. The findings are based upon analysis of data relating to land use, tenancy mix, behavioural patterns of shoppers and the characteristics of businesses within the centres. Data relating to the wider retail sector is cited for its impact on retail centres. Findings include the identification of food retailing as the core unit of retailing in most centres, and the recognition of Church St and Hampton St as the regional level centres in Bayside, drawing from a wide catchment.

Status

The reports are informal documents of the Bayside City Council. The 2006 version is currently awaiting final consideration from Council therefore the 2003 version has been utilised for the majority of the analysis.

Bayside City Council, Project Brief – Quotation 030464Q Housing Strategy/Social Housing Strategy – Stage One, December 2003

This document is a project brief calling for the appointment of a suitably qualified candidate to undertake a Housing Strategy and Social Housing Strategy for the Municipality. The preparation of this strategy is considered integral to the Council's response to Melbourne 2030. The key tasks the consultant will be required to perform are; to identify areas for population and housing change around Activity Centres, describe housing need with emphasis and the aged and social housing, to identify housing forms and address potential conflicts with existing local policies.

Status

This project Brief is an informal document of the Bayside City Council.

David Lock & Associates & SGS Economics/Planning, Bayside Housing/Social Housing Strategy, Stage 1 Final Report & Background Report, June 2005

The reports provided some preliminary background material on potential methods for Bayside to meet the changing needs of the community whilst retaining the valued amenity, character and environmental qualities. It provided some potential built form implications of balancing the need to equip Bayside with the housing infrastructure required to meet the needs of the local population with consideration for the City's unique and valued sense of place.

Status

This document is a preliminary data report for Bayside City Council.

Bayside City Council, Review of Bayside Coastal Strategy 1997, August 2003

This document reviews the previous Bayside Coastal Strategy in relation to the current strategic and statutory context for the council's coastal management activities. It gives a detailed review of the Coastal Strategy in terms of its role, functionality and usefulness and looks at what action has been taken from the recommendations of the strategy. The review identifies opportunities for integration of Foreshore Master Plans into the planning system, looks at the development of a coastal framework and provides a series of key directions for management. The strategy also provides a protocol for consultation with indigenous groups in the Bayside area.

Status

Work has commenced on implementation of this study through an Amendment to the Planning Scheme expected in 2007.

Department of Sustainability and Environment, Activity Centre Design Guidelines, January 2005

This document has been developed to assist planners and designers in applying design principles to create activity centres. The design guidelines will support in the development of planning scheme policies and controls as well as, inform structure

planning processes. The guidelines are structured around 8 elements of design considerations, and general design objectives are set out within these categories.

Status

These guidelines are informally produced by the Department of Sustainability and Environment for planners and designers.

Department of Sustainability and Environment, *Guidelines for Higher Density Residential Development, October 2004*

The guidelines set out objectives and suggestions for designing and assessing higher density residential development. They will assist designers and planners to apply design principles set out in Clause 19.03 of the SPPF and for Council when assessing applications. They comprise analysis of such issues as urban context, building envelope and layout, street pattern and street-edge quality and open space.

Status

The guidelines were released in November 2004 and comprise part of the Melbourne 2030 package. Council will need to have regard to the guidelines when assessing development applications.

Crime Prevention Victoria and Department of Sustainability and Environment, *Safer Design Guidelines for Victoria, 2005*

The purpose of these guidelines is to provide practical design suggestions for achieving development that is safer for the community using it. The Guidelines need to be considered in the preparation of planning permits, MSS, the development of Planning Scheme Policies and controls, public space planning and so on. The guidelines are set out under 10 design elements including, signage, lighting, building design, activity centres, parks, cycling paths urban structure, public facilities and car parks.

Status

It is stated in the Safer Design Guidelines, that they provide advice on how to achieve the objective for Safety in the SPPF Clause 19.03 Design and Built Form.

Department of Sustainability & Environment, *Southern Regional Housing Statement, 2006*

The Southern Regional Housing Statement (April 2006) has been prepared by DSE in partnership with local authorities in the southern region. The Statement contains an overview of the region's current demographic profile and the existing housing policy framework. It also identifies challenges and opportunities to achieve housing policy outcomes and proposes objectives, strategies and actions to ensure a regionally coordinated approach to managing housing growth and change.

Included in the vision statement is to ensure the southern region continues to be a most attractive, diverse, safe and harmonious living environment. There is a vision that new development should respect the character of suburbs valued by the community.

Status

The statement was adopted by the Southern Regional Housing Working Group in April 2006 and has been published by DSE.

Allom Lovell & Associates, *Bayside Heritage Review, 1999.*

The City of Bayside Heritage Review was commissioned by the Bayside City Council to examine heritage structures, precincts and landscapes within the former Cities of Brighton, Sandringham and those parts of the former Cities of Moorabbin and Mordialloc-Cheltenham, Highett and Beaumaris, which now form the City of Bayside.

Conducted in 1999 by Allom Lovell and Associates Pty Ltd, the study included a review of Andrew Ward's two previous studies; the City of Brighton Urban Character

and Conservation Study (1986) and the City of Sandringham Heritage and Conservation Study (1989). The study contained the following five volumes:

- Volume 1: Thematic History
- Volume 2: Building Citations
- Volume 3: Heritage Overlay Precincts
- Volume 4: Landscape Citations
- Volume 5: Heritage Overlay Schedule

Individual structures were given a classification (A, B or C) according to their heritage significance. Twenty-seven areas, known as heritage overlay precincts were deemed to be of heritage significance. These were also identified and contributory buildings were ranked A, B or C within the precinct boundary.

Heritage Overlays were not incorporated for the precincts that encompassed the structure plan areas of Bay Street, Hampton Street, and Sandringham. This was due to a Council resolution in 2000, which considered it more appropriate to address heritage issues in the course of preparation of Structure Plans for these centres.

Following the review, the following recommendations were made:

- All buildings graded A and B located outside precincts and which are listed within Volume 2 are recommended for Heritage Overlay Protection under the Bayside Planning Scheme.
- All precincts described in Volume 3 are recommended for Heritage Overlay Protection under the Bayside Planning Scheme.
- All landscapes which are listed in Volume 4 and which are located outside precincts are recommended for Heritage Overlay Protection under the Bayside Planning Scheme.

Status

The Review is a reference document within the Bayside Planning Scheme. The Heritage precincts located in the Major Activity Centres area being reviewed to establish their current status and may result in a separate Amendment being initiated for implementation of these precincts into the Planning Scheme.

Bayside Height Control Study (Hansen Partnership P/L and Context CMI) March 2000

This study arose from the need to review the mandatory height controls that were imposed by the State Government around the foreshore of Port Phillip Bay in the late 1980s.

The Bayside Height Control Study commenced with a review of existing height controls along the coast and examined the pressures for increased building heights in Bayside. The recommended controls proposed by the study are generally as follows:

- *A mandatory height control to be imposed over foreshore areas.*
- *A discretionary control to be imposed over inland areas.*
- *A maximum mandatory height of three storeys should be permitted in a limited number of locations, where properties fronting the Bay do not abut residential properties at the rear.*
- *Adopt a maximum two storey building height throughout all inland residential areas in Bayside. This height would be discretionary and the ability would exist to apply for a planning permit to exceed that height.*
- *A recommended height of three storeys in activity centers, with a mandatory limit of four storeys.*



Generally these recommendations were translated into Amendment C2, with the exception that the Minister did not approve height limits for activity centers.

Status

The Study is a reference document within the Bayside Planning Scheme.

Amendment C2

Amendment C2 sought to implement key strategic principles and planning controls from the following four studies:

- *The City of Bayside Residential Strategy 1999*
- *The City of Bayside Urban Character Report 1999*
- *The Bayside Vegetation Character Assessment 1999*
- *The Bayside Height Control Study 2000*

The amendment was written in the following three parts

Part I proposed to:

- **Modify the Municipal Strategic Statement** (Clause 21) to reflect the major outcomes of the Residential Strategy, Urban Character Assessment and Vegetation Character Assessment.
- **Introduce a Vegetation Protection Overlay** for the southern part of the municipality consistent with the findings from the Vegetation Character Assessment.
- **Introduce a Design and Development Overlay** across the municipality to reflect the findings of the Residential Strategy, Urban Character Assessment and Vegetation Character Assessment.
- **Introduce a Local Policy relating to Housing** (Clause 22.06) to reflect the findings of the Residential Strategy.

Part II proposed a **Local Variation to the Good Design Guide for Medium Density Housing**.

Part III proposed **Building Height Control Principles and Height Control Guidelines** to reflect the findings of the Height Control Study.

There were many submissions, which were received by the Panel to Amendment C2 concerning building height. Nearly half of the submissions supported one and two storey buildings in residential areas and three storey limits for buildings in commercial centres.

The Panel agreed that the Height Control Study is a robust analysis of the issue of height in Bayside and is based on sound strategic analysis.

Status

Part I, II & III have been incorporated within the Bayside Planning Scheme.

Amendment C46: Highett Structure Plan 2004

The Highett Structure Plan is a joint project involving Bayside and Kingston City Councils. It led to Amendment C46 which seeks to implement appropriate land use and policy framework within the *Bayside Planning Scheme* in accordance with the *Highett Structure Plan (Draft – November 2004)*. The proposed amendment will guide future development in and surrounding the Highett Neighbourhood Activity Centre.

Amendment C46 proposed to introduce two Design and Development Overlay Schedules, identifying areas that have specific requirements relating to the design and built form of new developments.

- DDO4 - Highett Activity Centre (Bayside Component) Apply a three (3) storey height limit to the commercial area west of the railway line.
- DDO5 - Preferred Medium Density Residential Areas (Highett) Encourage consolidation of lots to promote apartment-style development to a maximum height of 3 stores or 9.0 metres.

The Panel appointed by the Minister for Planning delivered their Panel report on Amendment C46: Highett Structure Plan in November 2005.

The Panel, in its report, specifically stated:

“The advantage of mandatory controls is the certainty they provide to all parties: the intending developer, the adjoining property owners, the community and Council.....Mandatory controls are therefore worth pursuing, provided planning has been undertaken in sufficient detail to take account of all the strategic objectives at both local and metropolitan levels and develop an urban form that most satisfactorily meets these objectives.”

The Panel noted that they strongly supported the use of mandatory height controls to implement activity centre structure plans. The Highett Panel supported the proposed three storey limits in the commercial areas but with provision for a further storey if “not visible from any parts of Highett Road”. Council considered this ambiguous and difficult to translate into an appropriate legislative form, and did not adopt that part of the recommendation.

Status

Council adopted Amendment C46 on 21 February 2006 and the Amendment documentation is awaiting decision of the Minister for Planning for gazettal.

Bayside City Council (June 2001) Sandringham Urban Village Building Heights and Car Parking Strategy Report

Due to council and community concerns this strategy report was created to explore the issues of building heights and carparking within the Sandringham Urban Village. It assesses current policies towards these issues and recommends changes and solutions to problems for both the residential and commercial components of the village. The report recommends the implementation of strategies and policies such as a height control plan and further parking restrictions in certain areas.

Status

This report is an informal document of the Bayside City Council.

Greenway Hirst Page Pty Ltd, Sandringham Shopping Centre Urban Design Strategy

This strategy reinforces the Sandringham Shopping Centre Strategy and proposes that the retail/commercial precinct of Sandringham Shopping Centre be contained within the existing perimeter. A preliminary survey of residents and shop-traders concluded that most just people wanted the centre to “look better”, with the survey highlighting problems with carparking, seating and bins. The strategy recommends that current car parking could be better managed for optimum utilisation and also makes specific design-related recommendations such as the use appropriate street furniture and building materials.

Status

This strategy is an informal document of the Bayside City Council.

U.S.E. Consultants Pty Ltd, Sandringham Shopping Centre Strategy, March 1994

Identifies Sandringham as a higher than average income area and highlights the potential of the shopping centre to benefit further from this trend. The strategy examines future population growth in the municipality, household income, average expenditure, retail turnover, retail facilities and the tenancy mix within the centre. With this information the document identifies opportunities and actions within and around the centre. The strategy also looks at the existing structure plan and its role and function for the shopping centre.

Status

This strategy is an informal document of the Bayside City Council.

Greenway Hirst Page Pty Ltd, *Urban Village Project Victoria 1995: Sandringham Case Study Report*, July 1995

This report looks at an existing urban village in Sandringham, comparing it against a framework for a model urban village and provides recommendations to viably transform the current urban village so that it functions more effectively. It outlines the general advantages of urban villages and the strong sense of community that accompanies them. For this specific site, which is focused around the Sandringham Railway Station, the report makes recommendations in terms of urban village concepts such as shop top housing, subdivision opportunities and laneway housing.

Status

This case study report has been superseded by the Sandringham Urban Village Strategy March 1998.

Bayside City Council, *Sandringham Urban Village Strategy*, March 1998

This strategy looks at the definition of an urban village and the application of the concept to Sandringham Shopping Centre. It aims to enhance Sandringham by upgrading the physical environment, enhancing the character of Sandringham as a historic seaside town, encouraging more diverse housing choices and environmentally sustainable development, improving connections between the coast and the shopping centre and upgrading facilities. The strategy looks at the benefits of urban villages and gives a detailed review of previous studies. It provides implementation tools for the planning framework and sets out specific issues and actions.

Status

The strategy is referred to in the MSS in Clause 21.06 as a reference document. It is also referred to in Local Policy Clause 22.04 Sandringham Urban Village Policy as a reference document.

Bayside City Council, *Sandringham Foreshore Master Plan and Management Plan*, June 1998

The strategic plan aims to manage competing interests for a sustainable balance of recreation and conservation on the Sandringham foreshore. The plan outlines issues of most concern to the community. These include the proposed alignment of the bike path along Beach Rd Nature Strip, the suitability of sites for the proposed tea house (including assessment of suitability of preferred site overlooking Sandringham Harbour), and the consolidation of clubhouses on the foreshore including; providing opportunity for future development that is sustainable and complementary to surroundings, as well as returning alienated land to the larger community.

Status

This plan is an informal document of the Bayside City Council.

Planning Scheme Urban Design Principles

The State section of the planning scheme includes objectives and principles relating to Design and Built Form (Clause 19.03). These were added to the planning scheme as a result of the report of an advisory committee, established by the then Minister for Planning to review development control techniques in relation to urban design.

The objective of the Design and Built Form section of the planning scheme is (19.03-1):

To achieve high quality urban design and architecture that:

- Reflects the particular characteristics, aspirations and cultural identity of the community.
- Enhances liveability, diversity, amenity and safety of the public realm.
- Promotes attractiveness of towns and cities within broader strategic contexts.

For development proposals for non-residential development and multi-unit development not covered by ResCode, planning and responsible authorities must

have regard to ten design principles contained in clause 19.03-2. These cover the following topics:

- Context
- The public realm
- Landmarks, views and vistas
- Pedestrian spaces
- Heritage
- Consolidation of sites and empty sites
- Light and shade
- Energy and resource efficiency
- Architectural quality
- Landscape architecture

These principles have informed the approach to this review, and will help to underpin the performance approach embodied in the review's findings.

Urban Design Principles for Activity Centres

Principles of urban design were developed as part of the Melbourne 2030 process in Technical Report 12: Sense of Place: Urban Design Principles for the Metropolitan Strategy. This states that we should aim to design activity centres according to the following principles:

- Safe (perceived safety, actual safety)
- Compact / walkable
- Integrate activities into a single, connected place entity
- Multi-function
- Open, accessible and welcoming to all
- Integrate with the surrounding area
- Layout centred on public transport

In addition, in upgrading an existing street based centre to embody the principles described above, the following aims should be considered:

- Maintain the continuity of built form to the street
- Retain and enhance the continuity of the shopping and other uses directly linked to the surround residential areas.
- Avoid extensive ground level car parks separating the centre from surrounding uses
- Retain and enhance the focus on public transport
- Encourage a vertical mix of uses, shop to housing or offices over shops, bearing in mind accessibility requirements of mobility impaired people
- Respect the character and heritage of the centre

Design Guidelines for Activity Centres

Melbourne 2030 Implementation Plan 4: Activity Centres includes design guidelines for activity centres that include the following advice, which is relevant to the structure planning challenge in Sandringham Village:

Activity centres should be the focal points of the local community, and they are essential to local identity. They should be the places in which local services are concentrated, and at which public transport interchange occurs. Their design and appearance should express public and civic values. Their proper planning is the key to reducing car-dependence in Melbourne and other urban centres. The principles that should guide the design of every activity centre are contained in the Implementation Plan.

For activity centres to fulfil their role as community identity points they must be attractive and convenient for all visitors to the centre. A key to developing vibrant and attractive centres is to provide a strong identity that builds on local character. Street environments need to be welcoming and provide variety and interest.

...large stores such as supermarkets are essential to the vitality of many activity centres, but their large footprints, blank walls at the rear and sides, and sheeted roofs, can create visual and functional blight within the centre and surrounding areas. Poor integration can also adversely affect the economic and social performance of an activity centre.

For activity centres to deliver on the promise of increased sustainability, they need to attract an increasing proportion of public transport users. Public transport stops need to be come a central feature of activity centres, offering more convenient access than car parks. Different routes and modes of public transport need to be connected into well-located interchanges, integrated into the fabric of the centre.

Railway stations should function as a gateway to an activity centre, and should facilitate convenient modal interchange. There are difficult design challenges in trying to integrate railway lines and stations better into the fabric of activity centres. Railway lines can divide activity centres and communities, and the parking areas associated with stations can blight adjacent residential and retail areas.

The boundary between activity centres and their residential hinterland often has the appearance of a collection of 'left-over' spaces, containing backs of buildings, delivery bays and car parks. The impacts of activity centre edges on adjoining residential areas are often addressed in a piecemeal fashion, yet this is one of the most important planning issues affecting local people. A positive approach is needed to the planning and development of sites along the edge, many of which have potential for better use and development. With changing demographic requirements there is an increasing desire for people to live close to or within activity centres, a trend that can reduce the necessity for car travel. There are numerous opportunities to provide higher density housing as part of mixed use developments, or by placing them above other uses such as shops or car parks. New residential developments tend to demand an increased density and height. This presents design challenges in making a transition in scale between larger new developments and existing built form.

Buildings can be designed in ways that contribute to the overall vitality of an activity centre. The mix of uses is also important. Activity centres only reach their full potential as community focal points if they accommodate a multiplicity of uses – not just retail. To fulfil the aim of reducing the need to travel, they should increasingly become concentrated centres of mixed use activity. There are also benefits in mixing compatible uses 'horizontally', within precincts, and 'vertically', within buildings, to make the public spaces in the centres safer and more attractive to pedestrians.

Best Practice for Structure Plans

The Practice Notes for Urban Design Frameworks and Structure Plans were developed as part of Melbourne 2030 and provide a guide to their preparation and use. The practice notes list the key characteristics of Structure Plans and UDFs, important steps in the study process and outputs and skills required to undertake the studies. These requirements have guided the process of, and been addressed in the Structure Plan.

Structure Planning for Activity Centres, DSE General Practice Note, 2003

The Practice Notes outline that Melbourne 2030 expects activity centres to be a focus of services, employment, and social interaction. They will be locations for significant change and will be served by public transport.

It outlines the process for structure planning from the review of the existing strategic work, analysis of the particular centre and its context, development of vision / objectives, preparation of a framework plan through to consultation with the local community and stakeholders.

Parking Precinct Plans, VPP Practice Note, DOI, 2002

The practice note gives guidance on the application of a Parking Precinct Plan and the information that can be included in a Plan.

An assessment of the parking demand and supply should be carried out to justify the Plan and this study should be based on an assessment of current and future

conditions and existing catchment, behaviour and expectations of users should be considered.

The practice note outlines the requirements of the plan including: definition of a boundary, setting objectives, understanding parking outcomes and implementation in the planning scheme.

2.2 Bayside Activity Centre Hierarchy

Introduction

This section examines the classification of activity centres in the City of Bayside and neighbouring areas according to the *Melbourne 2030* metropolitan strategy. On a more functional level, the hierarchy of these centres is also considered according to a traditional retail and commercial analysis.

Melbourne 2030 Activity Centre Classification

The *Melbourne 2030* metropolitan strategy classifies metropolitan Melbourne's activity centres according to the following categories:

- Central Activities District;
- Principal Activity Centres;
- Major Activity Centres;
- Specialised Activity Centres; and
- Neighbourhood Activity Centres.

The classification system takes into account the development aspirations for each centre in the context of metropolitan planning outcomes; in particular the preferred uses, scale of development and links to the public transport system.

There are no Principal or Specialised Activity Centres defined for Bayside while *Melbourne 2030* does not specifically define individual neighbourhood centres. There are four Major Activity Centres defined in *Melbourne 2030* for the City of Bayside. These four centres are Brighton – Bay Street, Brighton – Church Street, Hampton and Sandringham.

According to *Melbourne 2030*, the characteristics of Major Activity Centres include:

- a mix of activities that generate high numbers of trips, including business, retail, services and entertainment;
- being generally well served by multiple public transport routes (many being on the rail network), and on the Principal Public Transport Network or capable of being linked to that network;
- a large catchment, and attracting activities that meet metropolitan needs; and
- the potential to grow and support intensive housing developments without conflicting with surrounding land uses. (*Melbourne 2030, Policy 1.1*)

Major Activity Centres have a similar role to Principal Activity Centres but serve a smaller catchment and provide a more localised role.

Principal and Major Activity Centres located in neighbouring local government areas (LGAs) which are of relevance to the City of Bayside include:

- Port Phillip – Balaclava (Major), St Kilda (Major)
- Glen Eira – Elsternwick (Major), Bentleigh (Major)
- Kingston – Southland (Principal), Moorabbin (Major), Cheltenham (Major), Mentone (Major)

City of Bayside Retail and Commercial Hierarchy

For the purposes of preparing a retail and commercial assessment for individual activity centres, we have assessed the centres according to an Activity Centre hierarchy normally used in retail-economic analysis. The hierarchy is based on the size of the centre, its retail elements (department stores, discount department stores, supermarkets, etc), its geographic catchment, and the role it plays in terms of meeting the convenience and comparison shopping needs of the surrounding population.

Although the presence of a range of community and non-retail commercial functions in most activity centres is inevitable and desirable, the size and nature of retail floorspace in an activity centre is a key determinant of a centre's overall role and relative importance. This is because retail is most often the key activity generator in an activity centre, and the presence of a strong and vibrant retail presence tends to attract other non-retail functions.

The following paragraphs present a description of the retail hierarchy serving Bayside residents. The Bayside retail hierarchy is shown in Map 1.

Central Business District

The Melbourne CBD contains around 500,000m² of retail floorspace and provides retail and commercial facilities of metropolitan and state importance. Around 20% employed residents of the City of Bayside work in the inner city, including the CBD.

The Melbourne CBD is located just 7.5km from the northern boundary of the City of Bayside and is readily accessible to residents due to the strong rail and road links, as well as the high share of the City of Bayside population employed in the inner city. The Melbourne CBD is a metropolitan-wide destination for higher-order retail and entertainment.

Regional Centres

Regional centres serve a large regional catchment with their higher order shopping requirements. Typically, regional centres will include one or more department stores (e.g. Myers, David Jones), discount department store(s) (e.g. Target, K-mart, etc), major full-line supermarkets and a wide range of specialty stores. Regional centres often contain a substantial range of non-retail commercial and community facilities.

There are no regional centres located in the City of Bayside. The residents of Bayside are well served by regional shopping facilities at the nearby Southland Shopping Centre which is located just to the east of the municipal boundary and is easily accessed via the Nepean Highway. The Chadstone Shopping Centre located 9 km to the north east of the Hampton Major Activity Centre, and the Prahran shopping precinct (including Chapel Street) located in Melbourne's inner -southern suburbs, are also reasonably close, and draw some patronage from across the City of Bayside.

These three regional centres would all draw a share of their patronage from the City of Bayside, with Southland in particular exhibiting a strong trading influence across the municipality. Southland is one of the largest integrated shopping centres in Australia and has an extensive range of specialties and major retailers, including two department stores and three discount department stores. The proximity of Southland to the City of Bayside means that Southland would be the higher-order retail destination of choice for many residents, and this limits the potential growth of similar retail development in the Bayside municipality.

The fact that Southland is located just outside the boundary of the City of Bayside means that a significant share of employment at the centre would be for Bayside residents. In this respect, any "escape" spending to Southland does not necessarily represent a significant economic loss to the municipality.

Sub-Regional Centres

Sub-regional centres serve a large catchment stretching across several suburbs and typically include one or more discount department stores and major full-line

supermarkets. People frequent sub-regional centres for their weekly and higher order shopping requirements. There are no sub-regional centres in the City of Bayside.

The nearest centres serving a sub-regional role include the St Kilda Major Activity Centre just to the north of the City of Bayside (4km from Bay Street) and Malvern Central/Armadale (5km from Bay Street). Another centre serving a similar sub-regional catchment is the Direct Factory Outlets (DFO) complex at Moorabbin. St Kilda and the DFO at Moorabbin in particular are retail centres located outside the City of Bayside which actually serve Bayside residents.

Large Neighbourhood Centres

Large neighbourhood centres serve the basic day-to-day retail and service needs of the surrounding catchment and typically include a full-line supermarket as well as a variety of specialty stores aimed towards convenience retailing (e.g. food, pharmacy, video hire, hairdressers, cafés, etc) as well as a selection of high order specialty stores (including fashion, shoes, etc). A full-line supermarket contains the full range of products expected by consumers in a large, modern store including a bakery, butcher and comprehensive fruit and vegetable section.

There are three large neighbourhood shopping centres in Bayside comprising the following centres which are the subject of this report:

- Church Street Brighton;
- Hampton; and
- Sandringham.

These large neighbourhood centres provide the surrounding catchment with easy access to a range of retail facilities to undertake their weekly and daily convenience shopping. The retail and commercial offer of these centres and the size of the catchments they serve justifies their “large” neighbourhood activity centre status. These three centres are the major retail destinations located in the City of Bayside.

Outside of the municipality, Large Neighbourhood Centres at Bentleigh, Elsternwick, Moorabbin and Mentone also serve nearby residents of the City of Bayside.

Small Neighbourhood Shopping Centres

Small neighbourhood centres tend to serve a more localised catchment with a smaller retail and commercial offer and an increased focus on convenience retail outlets. These centres may include a small independent supermarket as well as shops selling basic convenience orientated items.

There are four small neighbourhood centres located in the City of Bayside:

- Bay Street Brighton, which is a subject of this report;
- Gardenvale;
- Black Rock; and
- Beaumaris Concourse.

Of these four centres, Bay Street is the most influential in terms of the size and role of the centre. However, the Bay Street Brighton centre is defined as a small neighbourhood centre due to the lack of a major supermarket and the limited catchment the centre serves. This is not a reflection of the future development opportunities in the centre, nor its classification as Major Activity Centre under *Melbourne 2030*, but merely a reflection of the existing retail role being served by the centre in the context of the shopping centre hierarchy in the City of Bayside.

The small neighbourhood centre of Highett is also located on the eastern boundary between the municipalities of Bayside and Kingston.

Local Shopping Centres

Various local shopping centres are located in Bayside and they serve a very localised catchment. Local shopping centres consist of a small strip of specialty shops (typically from 1 shop up to about 10 shop fronts) which provide day-to-day retail requirements.

Other Centres

There needs to be consideration of other activity centres which do not fit the traditional criteria for an activity centre hierarchy. These centres tend to serve more specific roles and an appropriate example is the Direct Factory Outlets centre at Moorabbin Airport in the neighbouring City of Kingston. However, there is no such specialised activity centre located in the City of Bayside.

Summary

The City of Bayside Activity Centre Hierarchy is summarised in Table 2.21 below. The activity centre hierarchy in the municipality is fairly “flat” as there are no regional, sub-regional or other specialised activity centres located in Bayside, as a result residents are required to travel further a field to centres such as Southland, Chadstone and the Melbourne CBD in order to undertake their higher order shopping. However Church Street does contain a significant component higher-order retailing for a centre of its size and role.

Table 2.21: City of Bayside Activity Centre Hierarchy

Retail Hierarchy	Anchor Retail Tenants	Occupied Retail Floorspace	Other Major Tenants	M2030 Classification
Large Neighbourhood Centres				
Church Street Brighton	Safeway and Coles	19,360 m ²	Dendy Brighton Cinema	Major
Hampton	Safeway	20,590 m ²	True Value Hardware	Major
Sandringham	Coles	9,180 m ²	Sandringham Hotel	Major
Small Neighbourhood Centres				
Bay Street Brighton	2 small IGA supermarkets	11,810 m ²	Brighton Bay Cinema	Major
Gardenvale	Small Foodrite Supermarket	3,970 m ²	-	Not identified (Neighbourhood)
Black Rock	Small IGA	na	-	Not identified (Neighbourhood)
Beaumaris Concourse	Supa IGA (limited range)	na	-	Not identified (Neighbourhood)
Highett	Aldi under development	na	-	Not identified (Neighbourhood)
Local				
Various	na	na	-	

Source: Essential Economics Pty Ltd and Melbourne 2030



Map 1 City of Bayside Retail/Commercial Hierarchy

Source: CData with MapInfo
Produced by: Essential Economics

	Regional Centre		Small Neighbourhood Centre
	Large Neighbourhood Centre		City of Bayside



Conclusion

The *Melbourne 2030* metropolitan strategy classifies Brighton – Bay Street, Brighton – Church Street, Hampton and Sandringham as Major Activity Centres. This classification system in *Melbourne 2030* reflects the development aspirations for each centre based on metropolitan wide planning policies.

A useful tool in examining the existing role and function of activity centres in a local area such as Bayside is a more traditional retail shopping centre hierarchy. Using this analysis, Church Street Brighton, Hampton and Sandringham are all defined as **large** neighbourhood centres due to the size of their retail and commercial floorspace components and the presence of major supermarkets. These centres offer the surrounding catchment with a place to undertake most of their basic weekly shopping and also offer some higher order non-food shopping such as apparel and other specialist retailers.

Bay Street Brighton, while defined as a Major Activity Centre under *Melbourne 2030*, currently fulfils what can be defined as a **small** neighbourhood centre role in the context of the City of Bayside's activity centre hierarchy. The lack of a major supermarket and the proximity to the much larger Church Street – Brighton centre means that the Bay Street centre does not serve an extensive catchment and does not generate the patronage levels observed at the three other subject centres.

In the absence of regional or sub-regional shopping centres in the City of Bayside, residents are required to travel to other municipalities in order to visit facilities such as department or discount department stores. The absence of such centres contributes to a significant amount of available retail spending by Bayside residents escaping to other municipalities. However, the economic cost of this is reduced by the relative proximity of these centres to Bayside, particularly Southland which is located just beyond the Bayside boundary.

2.3 Economic Analysis

Introduction

The Sandringham centre is the southern-most Major Activity Centre in the City of Bayside and is based around the Sandringham Railway Station which is the terminus for the Sandringham metropolitan rail line. [The full Essential Economics Economic Analysis appears in [Appendix 1](#).]

Centre Profile

The following analysis provides an overview of the Sandringham Shopping Centre including comments on the tenancy and land use mix, its retail and community function, general centre performance and the competitive environment faced by the centre.

Tenancy Mix

The Sandringham centre is anchored by a Coles supermarket located in Waltham Street opposite the Library. This store is around 2,500m² in size and is an important destination for food and grocery shopping in the surrounding southern suburbs of the City of Bayside.

Table 2.31 below shows the results of a floorspace survey undertaken in December 2004.

Table 2.31: Sandringham Retail Floorspace Summary, December 2004

Category	No. of Businesses	Retail Floorspace (m ²)	% of Retail Floorspace
Food, Liquor, Groceries	14	4,050	44.1%
Café and Restaurant	16	1,810	19.7%
<u>Takeaway Food</u>	<u>3</u>	<u>260</u>	<u>2.8%</u>
Total Food	33	6,120	66.7%
Apparel	4	360	3.9%
Homewares	6	560	6.1%
Bulky Goods	1	150	1.6%
<u>Leisure</u>	<u>6</u>	<u>670</u>	<u>7.3%</u>
Total Non-Food	17	1,740	19.0%
Services	13	1,320	14.4%
Occupied Retail	63	9,180	100.0%
Vacant (vacancy rate)	9	760	7.6%
Total Retail	72	9,940	

Source: Essential Economics Pty Ltd Floorspace Survey 13th December, 2004

Although the centre has the smallest retail floorspace component of the four Major Activity Centres in Bayside, the overall draw of the centre and its role in the retail hierarchy is enhanced by the presence of the relatively large Coles supermarket. This supermarket operates in conjunction with a modest number of other fresh food specialties including bakeries, liquor stores and delicatessens.

There is also a good mix of Café and Restaurant traders in the centre, particularly in the vicinity of the rail station.

Sandringham has a very limited non-food retail offer, with just 17 non-food traders. Table 2.32 below shows that of the four Major Activity Centres in Bayside, the share of non-food floorspace in Sandringham at 19% is well below the share for the other three centres. This low level of non-food traders is understandable given Sandringham's close proximity to Hampton Street which has a strong non-food presence with 118 non-food traders, and the centre's own modest retail floorspace component of around 9,200m². But it mostly reflects Sandringham's role as a lower order weekly grocery centre.

Table 2.32: Bayside MACs – Share of Non Food Floorspace as Proportion of Total

Retail Sector	BAY STREET	CHURCH STREET	HAMPTON	SANDRINGHAM
Non - Food	34%	46%	49%	19%

Source: Essential Economics

An important non-retail trader in the centre is the Sandringham Hotel. This is an iconic and well known building which occupies a high profile position on Beach Road.

According to the 2006 Bayside Retail Monitor, there are 42 non-retail commercial businesses located in Sandringham, including a Maternal Health Centre and a range of small office uses such as real estate agents.

Table 2.33: Sandringham Non-Retail Business Count, 2006

Category	No. of Businesses
Health & Community Services	12
Property & Business Services	17
Other	13
Total	42

Source: Charter Keck Cramer "2006 Bayside Retail Monitor"

Retail Function

The Sandringham Centre is dominated by food retail uses, which make up approximately 67% of retail floorspace, well above the shares of food retail floorspace at the other Bayside Major Activity Centres.

The Coles supermarket located in Waltham Street is the major activity generator within the centre and appears to be trading well. Other food retailers are situated within close proximity to the Coles including a bakery and fruit shop, as well as the recently opened Duncan's Liquor and a specialty food store which forms part of a recently constructed mixed-used development. The location of these food stores, all within close proximity to each other, allows customers to undertake their weekly grocery shopping within the Waltham Street precinct of the centre.

Sandringham also has a strong presence of cafés and restaurants throughout the centre, particularly along Bay Road and Station Street, which serves the surrounding catchment as well as local businesses.

Overall, the Waltham Street precinct of the centre, situated around the Coles supermarket, appears to be serving the surrounding residents well in terms of their grocery shopping requirements, and the performance of this precinct would be expected to further improve with the completion of the mixed-use development on the corner of Waltham Street and Abbott Street. At December 2004 there was one retail vacancy in Waltham Street. The balance of the centre is not trading as successfully, with 8 retail vacancies as at December 2004.

Commercial and Community Function

Sandringham does not have a dedicated office precinct; an office development is currently under construction on Waltham Street. This development would provide support to the surrounding retailers, particularly in the food and café/restaurant sectors. There is a National Australia Bank and Bendigo Bank located in the centre as well as travel agencies and real estate agents.

There are a number of community and medical facilities in the centre including the library located opposite the Coles Supermarket, dentist and a maternal health centre. The Sandringham Hotel is located on Beach Road.

Competition

In terms of Sandringham's role as a food retailing destination, Hampton Street is the closest competing centre, while Black Rock and Highett are unlikely to compete given their relatively poor supermarket offer.



Table 2.34: Sandringham – Competing Activity Centres

Competing Centre	Retail/Commercial Hierarchy	Distance from Sandringham
Hampton	Large Neighbourhood	2 km
Highett	Small Neighbourhood	3 km
Black Rock	Small Neighbourhood	3 km
Moorabbin	Large Neighbourhood	4 km
Southland	Regional Centre	5 km

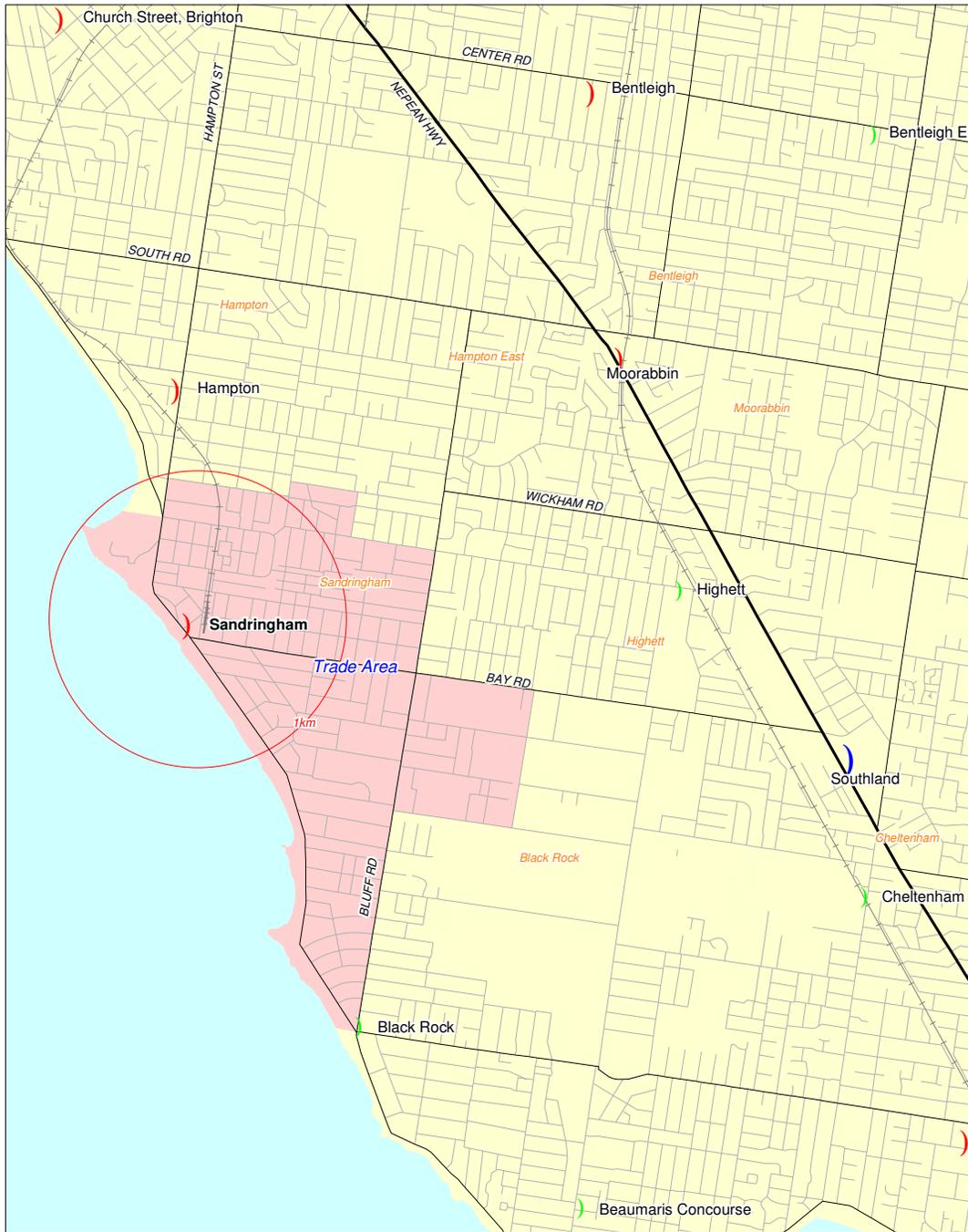
Source: Essential Economics

Trade Area Analysis

Definition

The trade area served by the Sandringham Centre has been defined taking into account the visitor survey conducted in July 2002 as part of the 2003 Retail Monitor and other factors relating to the centre's role, function and performance.

As shown in Map 5, the trade area for the Sandringham centre is bound by the Port Phillip Bay to west, Bluff Road and George Street Sandringham to the east, Linacre Road to the north and down to Black Rock in the south.



Map 5 Sandringham Trade Area

Source: CData with MapInfo
Produced by: Essential Economics

- Regional Centre
- Large Neighbourhood Centre
- Small Neighbourhood Centre



Trade Area Population

In 2005, the trade area served by the Sandringham Centre consisted of approximately 12,050 residents, and this represents moderate growth of approximately 510 residents or 0.5% per annum since 1996.

Based on the latest population forecasts, the trade area population is forecast to grow slowly to approximately 12,610 residents by 2021. This represents growth of approximately 550 residents between 2005 and 2021.

The historical and forecast population of the trade area served by the Sandringham Centre is shown in Table 2.35.

Table 2.35: Sandringham – Historical and Forecast Trade Area Population, 1996 to 2021

Year	ERP	Average (pers.)	Annual Growth	Average Annual Growth (%)
1996	11,540			
2001	11,930	80		0.7%
2005	12,050	30		0.3%
2006	12,090	40		0.3%
2011	12,310	44		0.4%
2021	12,610	30		0.2%

Source: ABS "Regional Population Growth", DSE "Victoria in Future 2004", Essential Economics, Southern Regional Housing Statement

Socio-Economic Characteristics

A summary of the socio-economic characteristics of the Sandringham trade area residents is provided in Table 2.36 below.

Similar to the socio-economic characteristics of the trade areas served by the other Bayside Major Activity Centres, the socio-economic profile of the Sandringham trade area is typified by higher than average per capita incomes, and an older age profile.

The age profile in the Sandringham trade area is the oldest for the four Bayside Major Activity Centres with around 52% of the population aged 40 years or over. The income profile of the trade area is also the lowest of the Major Activity Centres although average incomes remain substantially above the Melbourne average.

Table 2.36: Sandringham - Socio-Economic Characteristics of Trade Area Population, 2001

Item	Sandringham	Metropolitan Melbourne
Per Capita Income (\$)	\$36,200	\$27,600
Variation from Metropolitan Melbourne average	31%	-
Individual Income - % of persons earning \$800+ a week	32.4%	20.8%
Average household size	2.59	2.71
<u>Age Distribution</u>		
0-14	19.4%	19.8%
15-24	10.8%	14.2%
25-39	18.0%	23.9%
40-59	29.9%	26.1%
60+	21.8%	16.1%
<u>Place of Birth</u>		
Australia	75.7%	65.2%
MESC Born	11.8%	7.2%
Other OS Born	12.5%	27.6%
<u>Dwelling Type</u>		
% of detached dwellings	67.7%	74.5%
% of semi detached dwellings	17.8%	10.4%
% of units/apartments	13.5%	14.4%
% of other dwellings	1.0%	0.7%

Source: ABS Census of Population and Housing 2001

Available Retail Spending

As indicated above, residents of the Sandringham trade area have higher than average per capita income which is evident in the higher than average levels of per capita retail spending. Per capita retail spending by trade area residents is estimated to be 20% higher than the metropolitan Melbourne average. Retail sectors with significantly higher levels of per capita spending include cafés and restaurant (39% above the metropolitan Melbourne average), apparel (+30%), leisure (+30%) and retail services (+38%).

Table 2.37 below shows the per capita retail spending of the Sandringham trade area residents compared with the metropolitan Melbourne average.

Table 2.37: Sandringham - Trade Area Per Capita Retail Spending 2006 (\$2006)

Retail Category	Sandringham Trade Area	Metro Melbourne Ave.	Variation from Metro Melbourne Ave.
Food, Liquor and Groceries	4,550	4,130	+10%
Café and Restaurant	920	660	+39%
<u>T'away Food</u>	<u>930</u>	<u>830</u>	<u>+12%</u>
Total Food Retail	6,400	5,620	+14%
Apparel	1,820	1,400	+30%
Homewares	1,430	1,160	+23%
Bulky Merchandise	1,470	1,260	+17%
<u>Leisure</u>	<u>1,610</u>	<u>1,240</u>	<u>+30%</u>
Total Non-Food Retail	6,330	5,060	+25%
Total Services	470	340	+38%
Total Retail	13,200	11,020	+20%

Source: MarketInfo, Essential Economics

Issues and Opportunities

This section identifies the issues and opportunities facing the Sandringham Street Centre in terms of its retail role and performance.

Issues and Observations

Based on our analysis of the Sandringham Street Centre, we raise the following issues and observations:

- The centre is somewhat disjointed due to the location of the railway station and the layout of the road network. The centre does not have the simple "main street" format of the other three Bayside MACs and there are therefore issues associated with the movement of pedestrian and vehicle traffic through the centre and degree of integration and interaction between the areas in the south of the centre around Bay Street and in the north of the centre around Waltham Street.
- There are a number of vacancies in the centre outside the Waltham Street precinct. In the balance of the centre, the retail vacancy rate is approaching 10% and this underlines the need to promote accessibility through the centre and to ensure that there are no retail/commercial "black spots".
- The centre has exposure to Port Phillip Bay and is a major transport interchange, these are two key advantages that can be further developed for the centre.
- The overall centre presents relatively attractively although there are certain areas in which there could be improvements to the streetscape such as around the Sandringham Hotel. Although the layout of the centre poses certain problems relating to integration between the various components of the centre, it also gives the centre a point of difference with the other main strip based Major Activity Centres.

Opportunities and Recommendations

The following is a list of potential future opportunities for the Sandringham Centre:

- There may be opportunities to redevelop the Sandringham Hotel in a way that would improve the orientation between the Sandringham Centre and Beach Road as well as the visual amenity of the site. Opportunities to increase the exposure and accessibility of the centre to Beach Road and Port Phillip Bay should be explored.
- There are potential future opportunities to consolidate Bay Road and Station Street as a café / restaurant precinct given its close link with the foreshore and Beach Road.
- There are opportunities to increase the exposure of traders in the centre to train and bus commuters using the Sandringham train station and bus interchange. By improving the patronage levels at the station and maximising the centres role as a transport interchange, retail, commercial and development opportunities in the centre will be improved. This is likely to involve the provision of new infrastructure such as a 2nd platform at the train station.
- There are some vacant sites in Abbott Street in the north of the centre which could be developed for future residential or commercial uses. The presence of a retail component in new developments on the fringe of the centre which have little synergy with the existing retail and commercial area of the centre should be avoided however.
- There is likely to be strong demand for medium and high density housing in Sandringham over coming years given its location as a major public transport interchange and location adjacent to Port Phillip Bay and its designation in Melbourne 2030 as a Major Activity Centre. Given the objectives of *Melbourne 2030* the scope for additional residential development in the centre should be carefully considered.

Retail and Commercial Floorspace Growth Potential

Retail Development Opportunities

Sandringham serves a relatively small trade area and is under strong competitive pressure from nearby centres including Hampton and Southland. The population of the trade area served by Sandringham is also expected to grow only marginally over coming years. There is therefore unlikely to be significant demand for increased retail floorspace in the Sandringham Centre over coming years.

Comments in relation to retail development are:

- Redevelopment in and around the station precinct is likely to result in some retail development opportunities in this area, especially where sites have exposure and accessibility to non-commuters as well as commuters.
- As the existing centre already has a fragmented layout, further retail development should seek to consolidate the existing retail/commercial precinct.
- Floorspace growth in the centre over the period to 2021 is likely to be limited, perhaps involving around 1,000m² depending on availability of sites and levels of investor interest.

Commercial Development Opportunities

Sandringham has a small commercial office component and this role is not expected to expand significantly in the foreseeable future. Floorspace growth of around 500m² is considered supportable in the centre before 2021.

This does not include the Sandringham Hotel site which is suitable for a major commercial redevelopment. There is considered potential for a more substantial hotel / leisure related development on this site in the future although the exact nature of the final development is difficult to determine until specific investor interest is shown.

Summary of Potential Retail and Commercial Floorspace Growth to 2021

	Current Retail Floorspace (m2)	Additional Retail Floorspace	Additional Commercial Floorspace
Bay Street Brighton	11,800	Consolidate Supermarkets plus around 2,000m2 of additional specialty floorspace.	Add 1,000m2 to 2,000m2 of office space
Church Street Brighton	19,400	Expand Safeway to full line store and add up to 3,000m2 of specialties	Add around 2,000m2 to 3,000m2 of office space
Hampton	20,600	Expand Safeway store to full line status and add up to 2,000m2 of specialties	Add around 1,000m2 of office space
Sandringham	9,200	Add up to 1,000m2 of specialties	Add 500m2 of office space, redevelop Sandringham Hotel site

Source: *Essential Economics*

[Note that these floorspace projections are provided only as broad indicators of potential development opportunities in the centres. A key variable which may influence future retail and office floorspace provision in these centres is the extent to which competing centres may capture development opportunities that would otherwise be directed to the nominated centres.]

2.4 Housing Analysis

This section of the background report outlines the State Government expectations set out in Melbourne 2030 / Clause 12 of the State Planning Policy Framework and the Southern Regional Housing Statement for growth of housing in Bayside until 2030 in the Bayside Activity Centres, Strategic redevelopment sites and in dispersed locations across the municipality. It also outlines the capacity of Bayside to be able to accommodate this growth in housing to meet the State Government expectations.

State Government Expectations

The State Government Housing provision expectations and capacity of Bayside to meet these expectations has been assessed through:

- Consideration of Clause 12 of the State Planning Policy Framework.
- Analysis of how the Southern Regional Housing Statement housing figures for Bayside can be implemented.
- Analysis of where Bayside is able to accommodate this expected level of growth.

Melbourne 2030/Clause 12: Metropolitan Development (State Planning Policy Framework).

There are five Major Activity Centres designated by State Government in the City of Bayside under Melbourne 2030. These include Bay Street (Brighton), Church Street

(Brighton), Hampton and Sandringham Village and Moorabbin. Structure Planning for Moorabbin is not yet commenced and will be undertaken in conjunction with Kingston and Glen Eira Councils.

The Structure Plans have been developed having regard to the principles outlined in Clause 12.

One of the key initiatives of Melbourne 2030 was to protect the established character of the residential areas with increased densities being accommodated but not at the expense of existing amenity and character.

Clause 12.01- A more compact city aims “to facilitate sustainable development that takes full advantage of existing settlement patterns, and investment in transport and communication, water and sewerage and social facilities.”

Through identified strategies (Clause 12.01-2) it states: “Build up activity centres as a focus for high quality development, activity and living for the whole community by:

- Developing a network of activity centres that:
- Provide different types of housing, including forms of higher density housing.

In the Housing section of Clause 12.01 whilst it emphasises the need to locate housing in and close to the activity centres, increase the proportion of housing to be developed within the established areas, encourage higher density housing development on sites well located in relation to activity centres, it also recognises the need to ensure “that all new development appropriately responds to its landscape, valued built form and cultural context.”

Clause 12.05 – ‘A great place to be’ aims “to create urban environments that are of better quality, safer and more functional, provide more open space and an easily recognisable sense of place and cultural identity.”

Clause 12.05-2 recognises the importance of protecting cultural identity and neighbourhood character and specifically ensures that “development responds to its context and reinforces special characteristics of local environment and place by emphasising...the heritage values and built form that reflect community identity and the values, needs and aspirations of the community.”

Victoria in Future

Victoria in Future has estimated the requirement for Bayside to accommodate an additional 6074 households over the period 2001-2030.

Southern Regional Housing Statement

Bayside City Council is represented on the Southern Regional Housing Working Group, which has prepared, in partnership with DSE and other local authorities, the Southern Regional Housing Statement (Adopted in April 2005). The Statement contains an overview of the region’s current demographic profile and the existing housing policy framework. It also identifies challenges and opportunities to achieve housing policy outcomes and proposes objectives, strategies and actions to ensure a regionally coordinated approach to managing housing growth and change.

Included in the vision statement is to ensure the southern region continues to be a most attractive, diverse, safe and harmonious living environment. There is a vision that new development should respect the character of suburbs valued by the community.

The Statement outlines that Bayside has indicated the opportunity to accommodate almost 6100 dwellings in the municipality to 2030. This is made up of 2600 in strategic redevelopment sites (includes activity centres) and 3500 from dispersed residential locations.

This Statement has been through a public consultation process and there were no public challenges to the dwelling prediction figures outlined for Bayside. These figures were adopted in the Statement.

Forecasts for future housing in Bayside

There has been strategic work undertaken by Bayside City Council to forecast housing growth in Bayside. This strategic work includes:

- Population and Household forecasts (forecast. id 2006)
- Bayside Melbourne 2030 Analysis (Peter McNabb and Associates, 2003)
- Bayside Housing/ Social Housing Strategy, Stage 1, Final Report and Background Document (David Lock and Associates & SGS Economics and Planning, 2005)
- Bayside Housing Statistics 1995-2006
- UDP 2006 updates for Strategic Redevelopment Sites
- Major Activity Centres: Housing Yield work (Planisphere 2006)

Population and Household Forecasts

Work completed recently by forecast.id for Bayside City Council has outlined that between 2001-2016 the number of households is expected to increase by 3642 (0.67%) and population expected to increase by 7182 (0.52%). (See Table below) This is greater than half of the number of additional dwellings which Council would need to meet the aspirations of 6100 new dwellings by 2030 as outlined in the Southern Regional Housing Statement. These figures produced by forecast.id have taken into consideration a number of factors including key drivers of change such as migration, age structure, household type, births, deaths and natural increase. Information has been collated on a suburb basis and shows the greatest amount of growth expected in the suburb of Brighton.

Bayside Community Profile Forecasts 2006

Year	Population (Forecast id)
2001	88,808
2006	90,896
2011	93,784
2016	95,990
2021	98,265
2030	-

Year	Households (Forecast id)
2001	34,342
2006	35,273
2011	36,727
2016	37,984
2021	39,163
2030	-

Source: forecast id Community Profile forecasts 2006

Bayside Melbourne 2030 Analysis

This research report was commissioned by Bayside City Council in response to the release of Melbourne 2030 and was finalised in 2003.

This report identified a projected increase in dwellings (based on a low growth scenario) of 6100 over the period 2002-2030, and an increase in population of 7288. Average household size is projected to decline slightly slower than the DSE forecasts



because the number of new medium density developments will be slower than DSE forecasts, and therefore household size will remain slightly higher.

This scenario assumes that the current level of activity will continue over the forecast period.

Some other assumptions include:

- Land currently zoned for industrial purposes will not be available for residential development.
- Land currently zoned and used for Public Open Space purposes will remain and will not be available for residential development
- Private land used for recreational purposes may under some scenarios be available for residential development.
- Existing strategies adopted by the Council in respect to Vegetation, Height Control and Heritage are a key determinant of built form in the Municipality
- There are limited major development sites available that can accommodate significant levels of new development.
- Over the thirty year forecast period there will be boom and bust periods that will influence the level of development activity and the nature of development activity.
- Household formation rates will continue to drop, as demonstrated by both figures forecast by DSE and Ratio consultants.
- Floor areas per dwelling most likely continue to increase.

The report identifies constraints on development in Bayside including:

- Existing Heritage controls
- Special Building Overlays
- Neighbourhood character

Data used by the Consultants in preparing this report includes:

- History of dwelling structure 1991-2001
- Home Ownership 2001
- Lot sizes located across the entire City, in 2002
- Population in 2001 and change in age structure.
- Household structure 2001
- House prices 1998-2001
- Building approvals from 1994-2001
- Projected dwelling building activity.

Other issues such as housing affordability and land economics and preparedness of the Bayside community to accept the evolution of planning controls that permit more intense development were raised in the report.

Bayside Housing/Social Housing Strategy, Stage 1 Final Report

Based on the total net dwelling yield calculated, an assessment was made of the potential for new housing development in this report. The table below provides a summary of the yield estimates as outlined in the Housing Strategy (Part 1).

Overview of Bayside's Capacity to Accommodate New Dwellings 2004-2033 (inclusive)

Location	Estimated Net No. of Additional Dwellings
Major Activity Centres (Primary Investigation Areas)	
Scenario A	1,694-1,789
Scenario B	2,467-2,654
Neighbourhood Activity Centres (Secondary Investigation Areas) <i>Gardenvale, Highett, Black Rock and Beaumaris</i>	
Scenario A	1,097-1,131
Scenario B	1,924-1,994
Dispersed Development (Tertiary Investigation Areas)	
	1,592
Total Scenario A	4,383-4,512
Total Scenario B	5,983-6,240

The Major Activity centre areas identified in the table above were a wider defined area than that identified in the current work being undertaken in the Major Activity Centre Structure Plans.

Neighbourhood Activity Centres included Gardenvale, Highett, Black Rock and Beaumaris only. There are additional neighbourhood centres in Bayside.

Bayside Housing Statistics from 1995- 2005

Bayside City Council analysed (in January 2006) the housing statistics from 1995-2005 to:

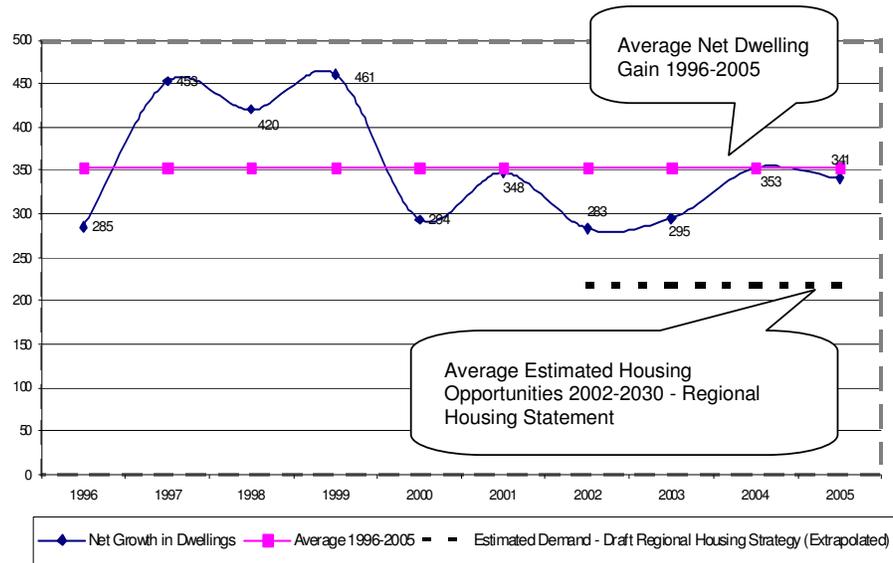
- ascertain the rate of growth per annum in dwellings which has occurred in the Bayside from 1995 – 2005, and
- present figures for gains and net gains in dwellings per annum from 1995 – 2005

Based on previous rates, Council's Building Surveyors advise that between 95-98% of all approvals of dwellings are constructed. The Council's database for building approvals was manually searched with a base figure extracted for building approvals. The number for demolitions and works that did not constitute an extra dwelling was subtracted to give a net gain figure for dwellings.

Figure 2.41 below shows the historical trends in net gains in dwellings between 1996 and 2005. Overall, the trends reflect the housing cycle, with high interest in dwelling construction during the boom periods of the late 1990s, relatively subdued market in early 2000s, followed by slight recovery in the 2004 – 05 period.

The data also shows that on average around 353 dwellings (net) per year was added to the City of Bayside's dwelling stock between 1996 and 2005.

Figure 2.41: Net Gains in Dwellings, City of Bayside, 1996 – 2005



If the average annual increase figure of 353 dwellings is extrapolated over next 25 years a total of 8825 new dwellings will be provided in Bayside. These figures indicate that based on the current rate of growth Bayside can meet and exceed the aspirations set out in the Regional Housing Statement without the need for substantial growth in Major Activity Centres.

Indeed in order to meet the target of 6100 additional dwellings by 2030, outlined in the Southern Regional Housing Statement, a rate of growth of 218 dwellings per year from 2002 would be required. This figure is below the lowest annual figure recorded over the ten-year period 1996-2005.

Methodology for Bayside Housing Statistics work

Under the Building Act 1993 anyone intending to undertake any structural works is required to obtain the building permit from the respective Local Government / Council. Generally speaking, a building permit is required when constructing or demolishing any building or altering an existing building. Bayside City Council maintains a database which holds all the information for which a 'building permit' is granted. The data from this database was used by SGS to analyse the gains and net gains in dwellings.

Since building permits are not limited to construction of new dwellings or demolition of dwellings, not all the records in the Council's building approvals database was relevant for this project. Hence, the first step was to filter through the database and extract the data for permits that were issued for construction or demolition or removal or change of use of dwellings.

Following the filter operation:

1. Council's consultant went through each and every record in the database for 1995 – 2005 and manually extracted records that were relevant for this study. In other words, the records for change of use / construction of new dwellings and demolition / removal of dwellings were extracted.
2. Council's consultant then went through each and every record with the aim to make sure that the data entered in the fields for number of existing dwellings, number of dwellings to be constructed and number of dwellings to be demolished were correct based on the information from rest of the fields in the database.

3. Following this Council's consultant did the analysis of the database to ascertain the figures for gains and net gains in dwellings per annum for 1995¹ – 2005. The analysis was conducted for each postal area in the municipality.
4. A validation exercise was then undertaken against ABS data to ascertain the accuracy of the information.

UDP (Urban Development Program) 2006: Strategic Redevelopment sites

The strategic redevelopment sites as identified in the Urban Development Program have recently been reviewed and submitted to the Department of Sustainability and Environment. These include major sites for development such as the CSIRO site in Highett (Neighbourhood Activity Centre). Based on the recent review it is estimated that in total there will be a yield of approximately 900 dwellings generated from these sites.

Housing Yields for the Major Activity Centres

A later chapter of this report outlines the Housing Yields work which has been undertaken by Planisphere in 2006. In summary, a number of housing yield scenarios were considered for the four Major Activity Centres (of Bay Street, Brighton, Church Street, Brighton, Sandringham Village and Hampton).

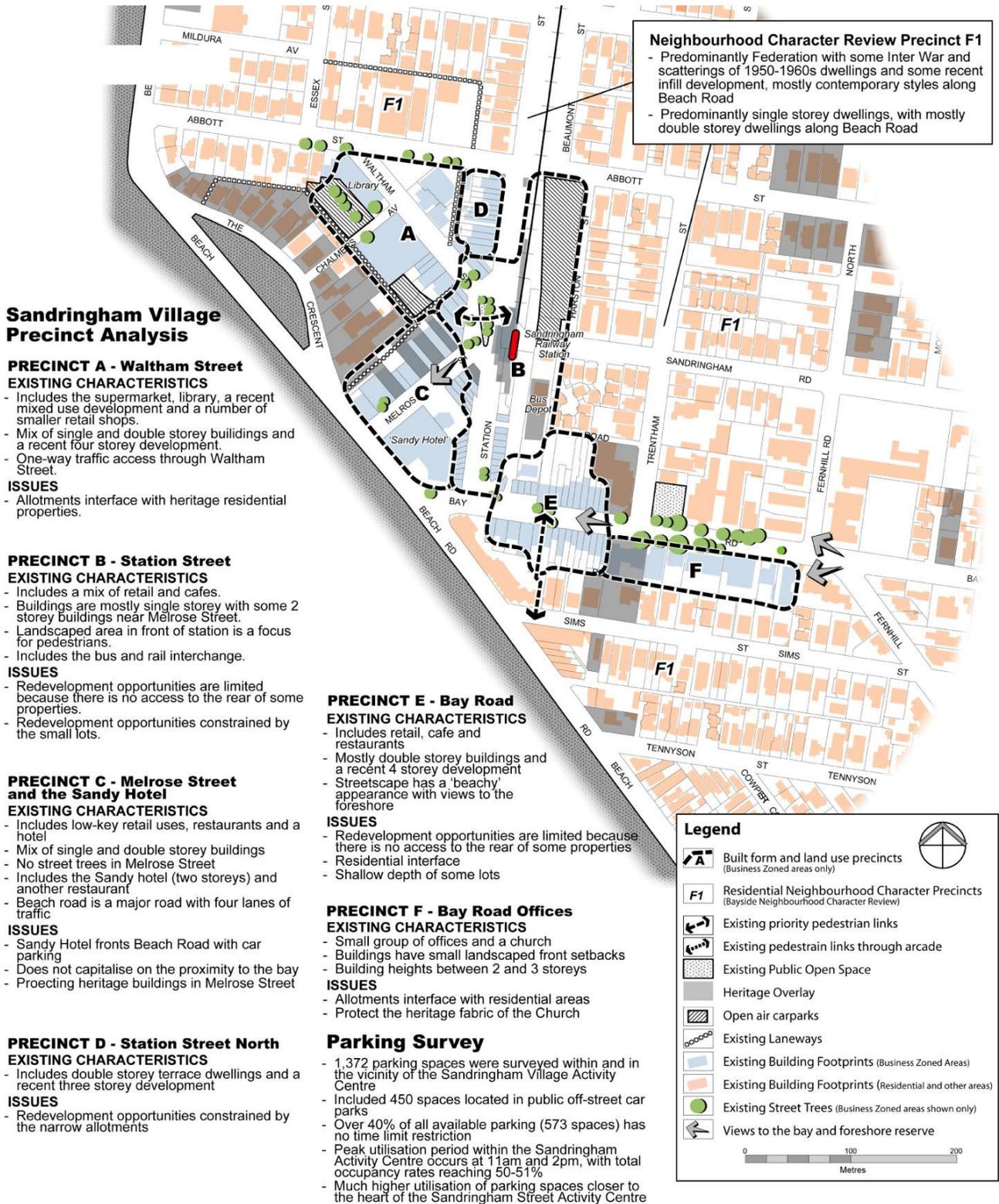
2.5 Site Analysis

A detailed survey of the study area was undertaken by members of the study team. The survey was gathered information about the centre, including land use, built form, pedestrian movement, and open space. Background material was reviewed prior to the survey and was an input into the survey process. An additional survey was undertaken to look at access issues such as traffic, parking, public transport, cycling and pedestrian access. Access analysis is summarised in Section 2.7.

A site analysis plan was prepared and included in Community Bulletin 2 at the Emerging Ideas stage of the project. A copy of this plan as contained in Community Bulletin 2 is shown on the following page. There may have been subsequent changes to various boundaries or information since the Emerging Ideas stage.

¹ Note that the database that was made available to SGS is believed to be incomplete for 1995. Hence, reference below is made from 1996 so as not to distort the figures.

Site Analysis Plan



Activities

- The Centre is based around the railway station; it is a well-established local shopping destination and includes important community facilities such as the library.
- The Village can be easily reached on foot and is a low-rise, pedestrian scaled environment. This is an important aspect of the centre's image and identity, and provides a highly valued alternative to the large scale, shopping mall experience of nearby Southland.
- The Sandringham Hotel is a local landmark and could potentially be improved as a focus for day or evening activity or as a visitor destination.
- Within the Sandringham Village there are distinct shopping precincts and areas of activity. This includes the station and bus interchange, the supermarket and retail core in Waltham Street, the café and secondary retail precinct of Bay Road and the Sandy Hotel on Beach Road.
- Residential neighbourhoods surround the retail and activity core. There is no single main shopping street within the centre, with the street layout radiating from the station and retail activity extending into Bay Road.
- While this creates a somewhat disjointed feel between the various spaces within the activity centre, there is the potential for these spaces to be better integrated.
- There are a number of possible areas for expansion of the activity centre, such as the vacant sites on Abbot Street to the north, and future development options for the hotel and station can be explored.
- The Sandringham Village is adjoined by low-density residential neighbourhoods, however medium density housing has been developed more recently around the periphery of the activity centre and along the beachfront.
- Vacant sites in Abbot Street to the north of the centre have the potential for residential use, or for mixed-use developments incorporating offices.

Social Infrastructure

Refer to the Social Infrastructure Map at the end of this section.

- The Centre is well served by social/ community facilities.
- Sandringham Library/ Historical Society office is located within the centre.
- Several residential aged care facilities and services for older adults are located within the Sandringham Village Centre.
- Several childcare and maternal/ child health services exist within the Centre.

Buildings

- The Sandringham Village is a very low-scaled centre, with most buildings of 1-2 storeys in height and only several recent buildings that are 3-4 storeys.
- The low scale of the buildings and the width of the streets (up to 30 metres) create a feeling of openness and 'human scale'.
- There are a number of significant heritage buildings located throughout the Sandringham Village. This includes the post office, the station, the former courthouse and groups of inter-war and art deco shops.



Retail in Station Street



Sandringham Railway Station



Recent Development

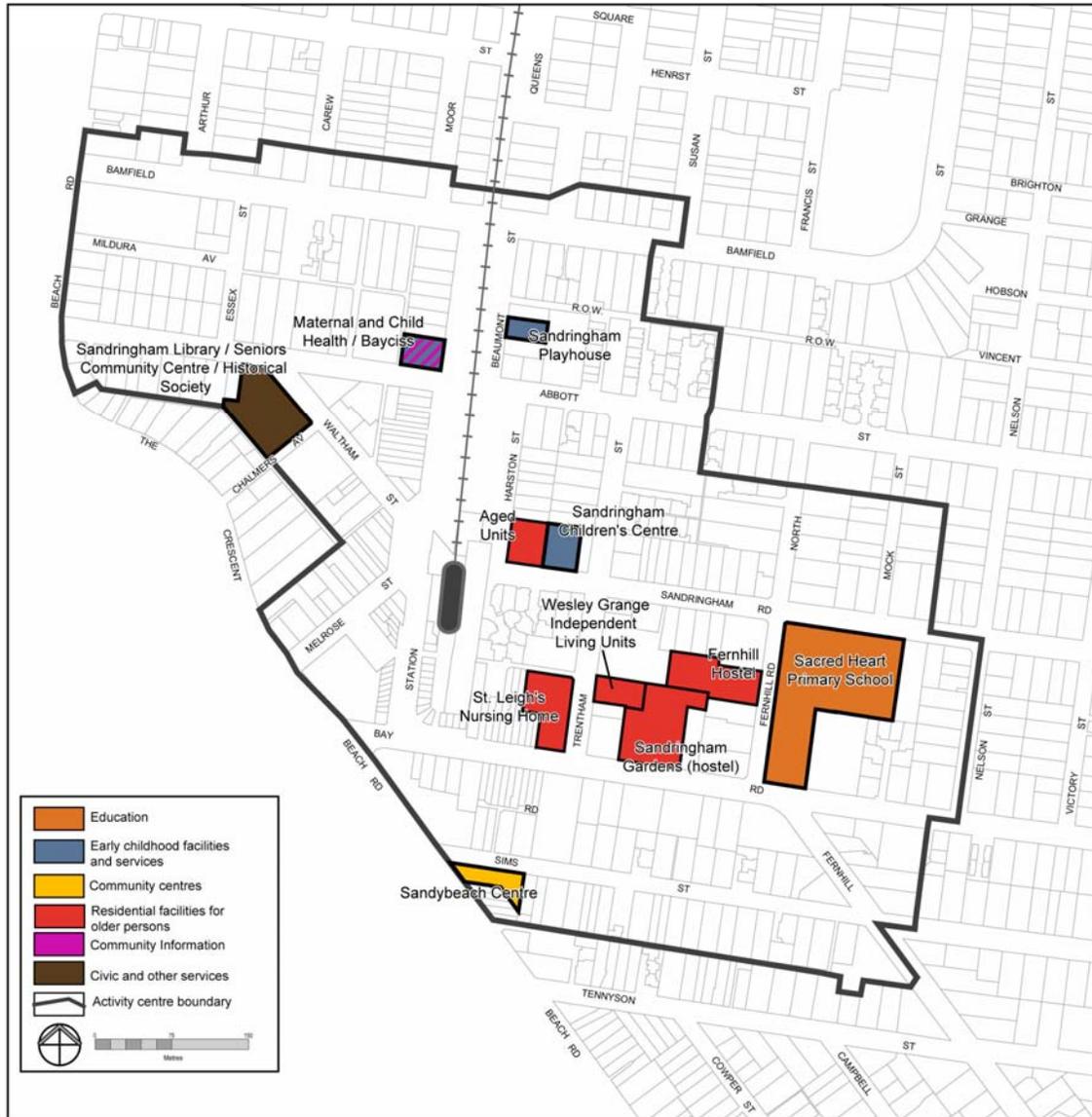


Nearby residential street

Spaces

- The streets are important open spaces in Sandringham Village. There is a low traffic volume, relative to many other activity centres, and along with the wide footpaths in parts of the centre and formalised outdoor spaces, this creates a pedestrian focussed environment.
- The street layout focuses pedestrian movement around the station entrance in the heart of the centre, where the streets have pedestrian priority, and this is a vital element of Sandringham's village atmosphere.
- There is also a lot of outdoor dining around the station and on Beach Road that adds to the streetscape vibrancy.
- Verandas provide weather protection in some places, such as those outside Coles and the library.
- The streets in Sandringham have a characteristic 'beachy' feel with ti-trees and other coastal vegetation, and on Beach Road there are the palm trees and views to the bay and foreshore reserve.
- Throughout the centre various urban design treatments have been implemented which add to its attractive appearance, however there is a lack of consistency between these and some are in need of updating.
- The main public open space in proximity to Sandringham Village is the foreshore reserve.

Social Infrastructure Map



2.6 Neighbourhood Character Analysis

The study team undertook additional neighbourhood character analysis in August 2006. The additional work included a field survey of all residential areas within the Structure Plan boundary collecting information about neighbourhood character elements including building styles, heights, setbacks and street trees. The results of this work are detailed in the following pages.

Neighbourhood Character Analysis Map



- | | | | |
|-----------------------------|--|-------------------------|---|
| | Areas with consistent neighbourhood character | Building Heights | |
| | Existing Heritage Overlay | | Predominantly single storey |
| | Large street trees important elements of streetscape | | Single storey with small amount of double |
| | Areas small front and side setbacks | | Higher proportion of double storey |
| Architectural Styles | | | Non-Residential Zones |
| | Mixed Styles (including recent development and original dwellings) | | Structure Plan Boundary |
| | Predominantly Edwardian | | Bayside Neighbourhood Character Precincts |
| | Mix of Edwardian, Californian Bungalows and recent development | | |
| | Predominantly Californian Bungalows | | |

Building Styles

Sandringham Village includes a number of areas where the dwellings styles are predominantly Edwardian or Californian Bungalows. The majority of these areas are located north of Sandringham Road and encompass a small part of Gypsy Village. A notable example of consistent housing is an area of Californian Bungalows located between Abbott Street and Mildura Avenue.

Elsewhere building styles are generally mixed with some original dwellings remaining amongst more recently developed units and apartment blocks. A number of non-residential buildings are also located in the Centre particularly between Bay Road and Sandringham Road.



Edwardian dwellings in Sims Street



Apartment style development in Bay Road

Building Setbacks

Setbacks throughout the centre are generally spacious with front setbacks of between 6-9m and side setbacks of 3-4m to one boundary and 1m to the other. Recent multi-unit and apartment developments have smaller side setbacks.

An apartment building is located on Beach Road south of Bay Road which is built to the street boundary. This development shares an appearance similar to the commercial areas of the Centre.

Front setbacks are also small in Harston Street where there is a high proportion of Edwardian housing.



A typical residential street in the Sandringham Village Centre with consistent, spacious setbacks

Building Heights

Building heights throughout the Sandringham Village Centre are predominantly single storey, however there are some areas of predominantly two storey buildings. One of

these areas is located along Bay Road east of Trentham Street where there are some examples of 3 and 4 storey apartment buildings. Beach Road also includes a 3 storey apartment building.

Single storey buildings are predominant in areas where there is a high proportion of original Edwardian and Californian Bungalow dwellings.



3 storey apartments along Beach Road



Single storey dwellings in Bamfield Street

Street trees

The majority of residential streets in the Centre contain small to medium street trees which have little presence in the streetscape. There are however a number of streets with large trees which are a significant feature of the streetscape.

A good example is the avenue of Palm Trees at the western end of Bamfield Street which are protected by a Heritage Overlay. The large native street trees located at the edge of the railway car park in Harrston Street are also a significant feature.



Avenue of Palms in Bamfield Street



Large street trees in Abbott Street

Bayside Neighbourhood Character Precincts

The Neighbourhood Character Analysis Map that all residential areas within the Sandringham Village Centre are included in Precinct F1.

Precinct F1

The Precinct Brochure for F1 lists the following Valued Characteristics:

- Predominantly Federation with some Inter War and scatterings of 1950-1960s dwellings and some recent infill development, mostly contemporary styles along Beach Road
- Building materials are predominantly lightly coloured weatherboard and brick, used mostly on infill and interwar houses, render is used on contemporary styles
- Front setbacks are predominantly 5-7m and 3m for some Edwardians.
- Side setbacks generally 1m on one side with 3-4m setbacks including garages and driveways to the boundary on the other
- Predominantly single storey dwellings, with mostly double storey dwellings along Beach Road

- Front fencing is predominantly picket of medium height with there is some low brick fencing
- Topography is undulating across two sand ridges
- Gardens are typically medium to large sized, with a mixture of hardy evergreen and exotic shrubs, large trees and lawn areas, some localised areas of significant canopy trees
- Street trees are often large and native in intermittent avenues
- Mix of bluestone and concrete upstanding kerbs with nature strips and some wide verges

Subdivision pattern is a regular grid with some diagonal streets following the shoreline and the older village street layout at the core of the precinct.

2.7 Access

Overview

The analysis of transport, traffic and parking issues in the Sandringham Activity Centre was undertaken in the context of a vision for the Centre that is based on the sustainability principles underlying Melbourne 2030. [The full Maunsell Background Transport, Traffic and Parking Analysis appear in [Appendix 2](#).] This is a form of urban development that clusters a greater mixture of land uses around high quality transport services. The transport node, combining train and bus services is a clear focus for the Centre and ideally becomes part of the community “heart”. The principles underpinning this vision include:

- Provide direct and inviting links to public transport nodes
- Enhance connectivity between different travel modes
- Give public transport a high public profile
- Create permeable street networks and legible built environments
- Provide pedestrian and cycling facilities
- Bring traffic in, carefully
- Encourage travel behaviour change

By 2020, the Government intends that public transport’s share of motorised trips within Melbourne will rise to 20 per cent from a level of 9 per cent in 2002. Achievement of this target will be influenced to a large degree by changes in travel modes in outer suburbs where ridership is low and service levels are poor, but gains in the inner areas will also assist. It will also depend on development of two main markets for public transport:

- trips that use high-quality public transport services for long-distance fast travel to get to and from activity centres – traditionally, this has meant rail transport and commuting to Central Melbourne, but, increasingly, it will include light rail, tram and express bus services on non-radial routes connecting Major Activity Centres
- trips that use frequent local public transport for travel to Activity Centres and to provide easy connections to Principal Public Transport Network routes – improved bus and taxi interchanges and coordination of timetables and fares will build better links with this network.

The Principal Public Transport Network must be supported by a comprehensive network of local public transport services. Typically, buses and taxis will provide these local services and other niche modes may be appropriate to specific travel needs and locations.

Areas where performance needs to be substantially improved include:

- improvements in public transport frequency, reliability and ease of use
- faster on-road travel times

- coordination between services and interchanges
- the implementation of a new ticket and fare system
- better information, including maps and timetables.

Elements of the Analysis

The analysis combined a review of past documents and studies, formal surveys (specifically parking occupancy, turnover and interview surveys) as well as on-site evaluation and assessment of vehicular, pedestrian and cyclist activity throughout the Activity Centre area. Close examination was also undertaken of public transport networks, infrastructure, services and patronage.

The aim of the analysis has been to clearly identify issues that affect accessibility and mobility and investigate the management/operational, statutory controls and physical opportunities to improve the transport environment in the Sandringham Activity Centre. Ultimately, the analysis has enabled the development of a package of measures designed to improve access and parking.

Given the critical role identified for public transport in Melbourne 2030, there was strong emphasis in the analysis on understanding the current operation of public transport.

In summary, in order to gain a comprehensive understanding of transport issues and traffic movement patterns relevant to the Activity Centre, a range of matters have been considered in some detail, including:

- capacity and patronage of all public transport services;
- travel patterns in the area, by all transport modes – this includes an examination of pedestrian and bicycle networks in addition to the vehicular network; and
- the effectiveness of existing transport modes and arrangements, and traffic management measures previously implemented in the Centre.

Bicycle and Pedestrian Facilities

Existing Conditions

The Sandringham Activity Centre contains an extensive pedestrian network of footpaths and pathways supported by well placed formal pedestrian crossings. These help to provide a good level of pedestrian connectivity throughout the Activity Centre “catchment”.

A number of pedestrian crossings are in the form of zebra crossings and are located in the local streets where traffic is moving at slow speeds, including near the railway station. There are also some signalised pedestrian crossings on the busier streets – Beach Road and Bay Road. Examples of the pedestrian crossing facilities are shown in Figures 2.71 and 2.72.

Sandringham Station is centrally located within the Activity Centre. There is a formal modal interchange facility at Sandringham Station on the western side of the rail line, immediately outside the station entrance along the kerb line of Station Street. The facility was upgraded in recent years as part of the Government’s Connecting Transport Services Program. A full canopy connected to the station is provided for weather protection. A car park capable of holding 139 cars is available on the eastern side of the rail line adjacent to Abbott Street at the Melbourne end of the station. This car park is on the opposite side of the tracks to the station therefore passengers need to walk from their car to Abbott Street, across the level crossing and then along Station Street to the station entrance. This distance is approximately 350 to 400 metres from the Sandringham Road end of the car park, without any protection from the weather. Substantial undercover semi-secure bicycle parking is available adjacent to the station entrance.

Figure 2.71: Zebra Crossing from Waltham Street to Rail Station

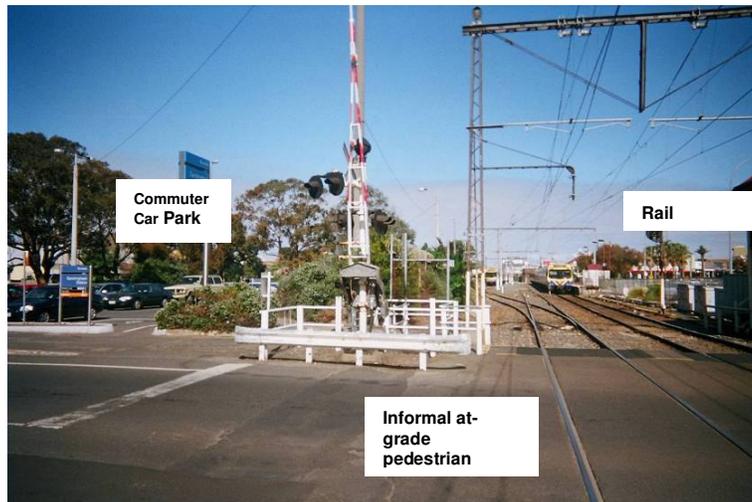


Figure 2.72: Zebra Crossing from Station Street to Waltham Street



Figure 2.73 shows the distance from Abbott Street to the rail platform. The at-grade pedestrian crossing is not controlled by pedestrian gates (which have been provided in Bay Street, Church Street and Hampton Street).

Figure 2.73: View from Abbott Street Rail Crossing



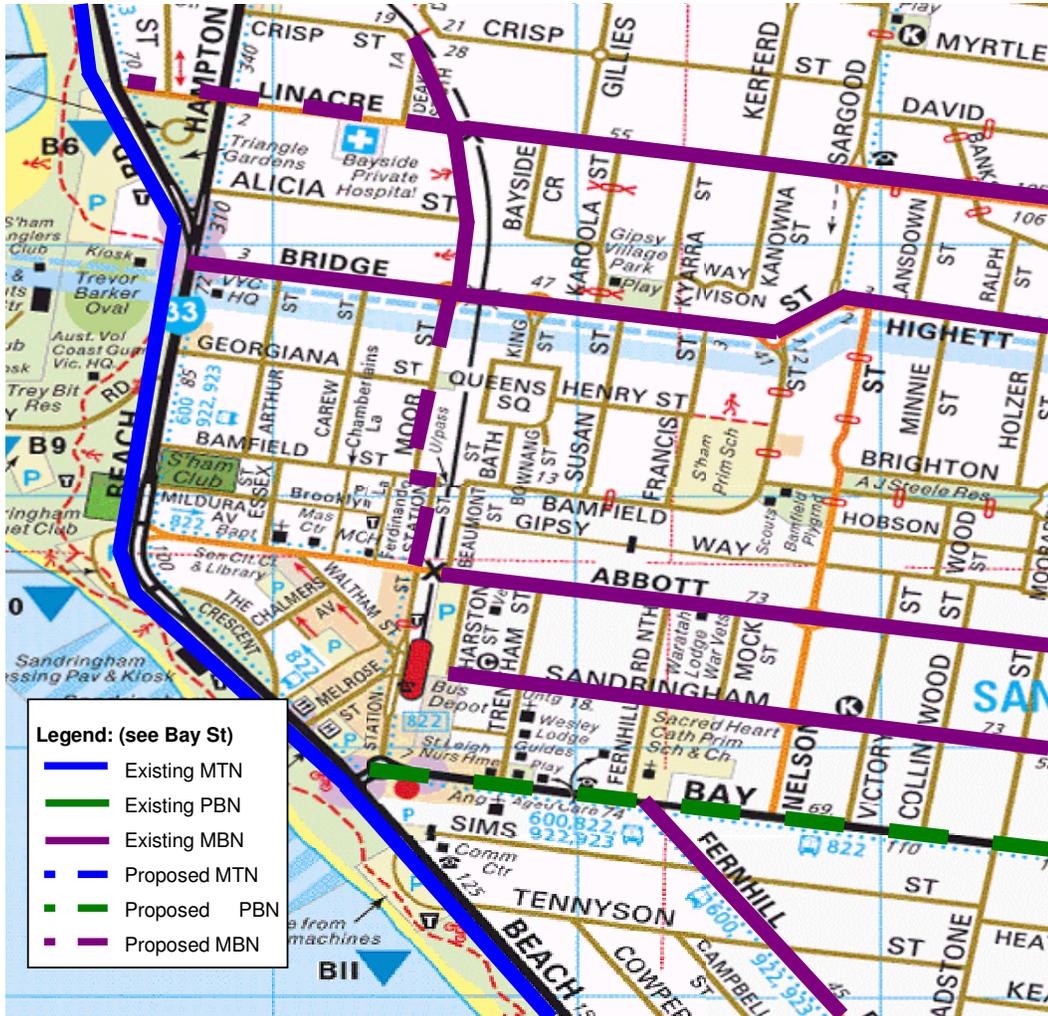
Sandringham Centre | Background Report

Bay Road contains no formal or informal bicycle lanes between Beach Road and Trentham Street. However, the carriageway does contain some bicycle logos, in an effort to delineate an informal bicycle "space". To the east of Trentham Street an informal shared wide parking / bike lane is provided. This is in the form of dashed continuity lines.

The existing and proposed cyclist network is shown in Figure 2.74.

A range of improvements to pedestrian and cyclist conditions are recommended. These are outlined below.

Figure 2.74: Sandringham Bicycle Network



Key Issues and Conclusions

The key issues identified and conclusions drawn as part of the pedestrian and cyclist analysis have been summarised below:

- There are opportunities to improve Pedestrian Links between carparks and Retail / Commercial Areas. Access to the carparks between Melrose Street and Chalmers Avenue is particularly poor.
- Opportunity to create pedestrian links from the railway station to Sandringham Road and Bay Road. This could be provided through the redevelopment of the Bus Depot and station car park.

- Opportunity to create mid-block pedestrian link between Sims Street and Bay Road.
- Weather protection should be provided, wherever possible, through continuous verandahs.
- Pedestrian access to the station from the carpark and residential areas east of the railway line is limited. The provision of a grade separated pedestrian link from the car park direct to the Station should be investigated.
- Beach Road has high traffic volumes and while pedestrian crossing facilities exist the waiting time can be long during peak periods, making it more difficult for pedestrians to cross to access the beaches and the Bay. Improved pedestrian priority needs to be explored at the existing signalised pedestrian crossings, particularly during periods of high demand in summer and on weekends. The potential / feasibility for a footbridge over Beach Road could be examined. The viability of such a facility should be explored with due regard for urban design considerations.
- The issue of heavy commercial vehicles traffic travelling through the centre along Bay Road needs to be addressed.
- Bayside Bicycle Strategy – It is important to complete installation of On-Road and Off-Road Bike Paths along with complementary route signage.
- Secure bicycle lockers to supplement existing semi-secure bicycle parking facilities at Sandringham Station should be provided.
- Bicycle parking facilities throughout the Activity Centre should be installed.
- It is important that bicycle facilities are installed in new developments to reduce private vehicle reliance.

Public Transport

Service Frequencies and Connectivity

Sandringham Station is the end of the train line and trains link from here to the City. Service frequencies are 10 minutes during peak periods falling away to 20 minutes during other periods. A seven day per week operation is provided with service coverage being from 0500hrs to 0010hrs. Sandringham is the end of the line and has a single platform face. Sandringham is in the Metcard Zone 2 fare area.

Four bus routes directly link the activity centre to destinations such as Southland Shopping Centre and Chadstone Shopping Centre and St.Kilda. Services to Southland tend not to operate in the evenings (indicating that their prime purpose is for shopping trips). There is a higher service level provided during peak hours for services to St.Kilda and there is a significant service frequency drop off on weekends, with some routes only running every 60 to 90 minutes.

It can be concluded that, compared to many other parts of Melbourne, Sandringham receives a reasonable level of public transport service, particularly during normal business hours on weekdays.

Modal Interchange & Station Design Issues

There is a formal modal interchange facility at Sandringham Station on the western side of the rail line, immediately outside the Station entrance along the footpath of Station Street. The facility has recently been upgraded as part of the government's Connecting Transport Services Program and there is a full canopy, connected to the station, provided for weather protection. During the peak one hour period there are approximately 8 bus departures.

A car park capable of holding approximately 139 cars is available on the eastern side of the rail line adjacent to Abbott Street at the "Melbourne" (northern) end of the station. This car park is on the opposite side of the tracks to the station and therefore passengers need to walk from their car to Abbott Street, across the level crossing and

then along Station Street to the station entrance, a distance of up to 200m without any protection from the weather.

Substantial undercover semi-secure bicycle parking is available adjacent to the station entrance.

Finally, it should be noted that the existing railway line to Sandringham is double track which allows trains operating in opposing directions to do so without impacting on the scheduling of each other. The theoretical capacity of the corridor is around 30 trains per hour in each direction. However this capacity is unachievable due to a number of factors, the biggest constraint being the capacity of Sandringham Station.

At Sandringham, the double track mainline reduces to a single track to enter the single face platform. Trains terminate at Sandringham requiring them to be reversed to return to Melbourne. This process requires the driver to walk from one end of the suburban train to the other. Trains from the city cannot enter the platform until the preceding train has departed. The maximum turnback capacity of the station is around 8 trains per hour, considerably less than the track capacity identified earlier. In practice, after service reliability is accounted for, this limits train frequency to 10 minute intervals during the peak periods. Current timetabling is already using the full extent of this capacity therefore, any future growth in patronage cannot be satisfied with the current station configuration. The duplication of the platforms would allow the turnback capacity to match the theoretical corridor capacity.

Possible improvement initiatives could include:

- Provision of grade separated pedestrian link from the car park direct to the Station
- Possible duplication of Station platforms

Key Issues and Conclusions

The key issues identified and conclusions drawn as part of the public transport analysis have been summarised below:

- Excellent bus interchange facilities exist immediately adjacent to the station, providing good access for passengers and offering weather protection. The interchange was recently upgraded as part of the Government's Connecting Transport Services program.
- Pedestrian access to the station from the car park and residential areas east of the railway line is limited.
- Provision of a grade separated pedestrian link from the car park direct to the Station should be investigated.
- Train and bus services offer good weekday frequencies but there is some reduction in the level of service on weekends when the frequency of some buses increases to between 60 and 90 minutes.
- Any increased demand for rail services is hard to accommodate as Sandringham Station only has a single platform face, which limits the number of trains that are able to turn around at the end of the line. Possible duplication of Station platforms should be investigated.

Car Parking

Parking Surveys – Summary of Process

Extensive parking surveys have been undertaken in order to obtain a clear understanding of parking patterns and behaviour and thus provide an objective basis for deciding on a parking strategy and, in turn, providing the basis for the preparation of a parking precinct plan for the Sandringham Activity Centre. [The full Maunsel Parking Precinct Plan appears in [Appendix 3](#).]

A starting point for the survey program was to quantify, record and map:

- The number of parking spaces
- The location of parking spaces
- Ownership or management
- Restrictions on use (access, time or cost)

Having established “base” conditions in Sandringham, new data was collected, in order to establish the demand for parking both on and off street. The aim of the data collection / survey program was to build a picture of how existing car parking is used in the Activity Centre. Surveys were therefore designed to capture the following data:

- Parking **occupancy** during both daytime hours and at night-time (for both a typical weekday – Tuesday, Wednesday or Thursday – and a Saturday or Sunday). Occupancy was measured in on-street areas and off-street carparks at five different times – namely 7.00am, 11.00am, 2.00pm, 5.00pm and 8.00pm. Surveys covered an area at least up to a distance of 400 metres around the core of the business zoned area in the Activity Centre.
- Parking **turnover** – representative samples of all main parking time limits that exist in the Activity Centre were surveyed in order to determine compliance with sign-posted time limits and average duration of stay. Turnover was measured for four time limit restrictions in the Centre using a minimum sample of 40 parking spaces for each time limit and half hour parking sweeps over a six hour period on a weekday.
- Parking **purpose & behaviour** surveys were also conducted. These were in the form of simple interviews and were targeted at both motorists parking in the Activity Centre as well as other users. The surveys will be designed to establish a link between the parking requirement and a land use/s in the centre. The survey sheet consisted of 21 questions. Approximately 500 interview surveys were conducted throughout the Centre. The *parking purpose & behaviour surveys* were conducted over a range of times to cover peak activity periods on both weekdays and Saturday. Typical questions included:
 - Trip origin & destination(s)
 - Travel and parking preferences
 - Mode(s) of travel

The findings from the parking surveys have been utilised to prepare a parking strategy for the Sandringham Activity Centre – this sets out what Bayside aims to achieve in the Centre. The parking surveys and resultant strategy provide a diagnosis of the parking conditions and needs in the Sandringham Activity Centre – as a step toward preparing a Parking Precinct Plan.

Parking Interview Surveys – Key Findings

The majority of respondents were interviewed in the afternoon period (12noon to 5pm) accounting for 76% of responses. 20% were surveyed in the morning period (9am to 12noon) and 4% in the evening (after 5pm).

34% of respondents said the main purpose of their trip was for Supermarket/Convenience Store. Retail/Other Shopping accounted for 21% and Work/Business 12%. 93% of respondents reported having no secondary trip purpose, whilst 18% said their secondary purpose was for Retail/Other Shopping. 82% of all trips originated from home, and 9% from work.



Overall **mode split** during the survey period was:

Car (as driver)	62%
Car (as passenger)	4%
Bus	4%
Train	8%
Bike	1%
Motorbike	0%
Walk	20%
Other	1%

It is important to note that a significant 20% of trips were made on foot. In addition, 31% of respondents indicated that the next most preferred mode choice was walking.

Another key finding was the “Car driver trip purpose” when driving to the Centre. Over the entire survey period, the land-uses being visited by car drivers were found to be as follows.

Car driver trip purposes:

Supermarket	38%
Convenience Store	0%
Other Retail	21%
Restaurant	5%
Work/Business	14%
Tavern/Leisure/Social/Pleasure	5%
Medical	2%
Cinema	0%
Community Facility	11%
Other	4%

Parking Supply

On-Street Parking Supply

The inventory of parking spaces identifies there are in the order of 557 public on-street car parking spaces within the catchment. The location and restrictions are summarised in Table 2.71.

Table 2.71: On-Street Parking Supply

	No. Spaces	1/4P	1P	2P	Other	Unrestricted
Total On-Street	557	12	183	71	25	266

Off-Street Parking Supply

There are four publicly available off-street car parks, providing 162 off-street parking spaces within the catchment. The location and restrictions are summarised in Table 2.72.

Table 2.72: Off-street Parking Supply

Streets	No. Spaces	2P	Unrestricted
Bay Rd Underground Public carpark	35		35
Unnamed Road – Waltham to Beach	32		32
Chalmers Ave carpark	46	46	
Melrose St / Chalmers Ave carpark	34	34	
Total Off-Street	147	80	67

Parking Utilisation

On-Street Parking Utilisation

The results of the weekday on-street parking utilisation surveys show that on-street parking in the Sandringham catchment experiences moderate use, and that there is ample opportunity to find parking near the centre.

Table 2.73: Weekday On-Street Parking Utilisation

Streets	Capacity	% Occupancy				
		7am	11am	2pm	5pm	8pm
Total On-Street	557	27%	61%	66%	53%	46%

The utilisation of spaces by restriction has also been reviewed, and a summary is provided in Table 2.74.

Table 2.74: On-Street Utilisation by Restriction

Restriction	Capacity	% Occupancy				
		7am	11am	2pm	5pm	8pm
1/4P	12	42%	33%	67%	83%	50%
1P	183	23%	70%	80%	70%	67%
2P	71	23%	58%	54%	55%	52%
other	25	20%	44%	52%	48%	40%
Unrestricted	266	30%	58%	60%	39%	29%
Total On-Street	557	27%	61%	66%	53%	46%

There are relatively few spaces designated ¼ hour limit parking, and the higher rates of utilisation, especially in the late afternoon, suggest there may be a benefit providing some additional short-term spaces, say of half hour duration. Nonetheless, there is still generally a good opportunity at most times to find a conveniently located space for short visits at the centre, including ¼ hour and 1 hour limit parking. There is moderate utilisation of the 2 hour limit spaces. This, combined with the reasonable supply, suggests there are adequate short to medium term parking opportunities for visitors and shoppers in the centre, at all times of the day.

Parking turnover surveys were also conducted to determine adherence to restrictions and the suitability of the existing time limits. The key findings were that parking restriction duration of stay was not adhered to for the ¼ hour limit spaces, with many vehicles staying up to 30 minutes. The relatively low number of ¼ hour spaces are therefore being used primarily by ½ hour limit parkers, as no half hour limit spaces

exist. It may therefore be of benefit to provide some additional parking designated as ½ hour parking to cater for this demand.

Off-Street Parking Utilisation

The utilisation of the off-street car parks in the precinct is shown in Table 2.75 below.

Table 2.75: Off-Street Parking Utilisation

Streets	Capacity	% Occupancy				
		7am	11am	2pm	5pm	8pm
Bay Road Underground Public carpark	35	23%	91%	97%	43%	14%
Unnamed Road – Waltham Street to Beach Road	32	11%	87%	82%	34%	37%
Chalmers Avenue carpark	46	4%	50%	52%	27%	13%
Melrose Street / Chalmers Avenue carpark	34	76%	97%	94%	45%	9%
Total Off-Street	147	27%	79%	79%	36%	18%

The utilisation of the Bay Road underground carpark, the carpark designated as the area along the unnamed road between Waltham Street and Beach Road and the Melrose Street/Chalmers Avenue carpark is very high, with limited spare capacity during the day. This suggests that it may be very difficult to find an off-street carpark in the area. The Chalmers Avenue carpark is less utilised, with occupancies rarely exceeding 50% of capacity at any stage. This carpark is not easily noticeable, and perhaps the car park is less well-known by visitors to the centre, contributing to the significantly lower utilisation rate. The utilisation of this carpark might therefore be improved by better signage to promote its use.

Table 2.76: Off-Street Utilisation by Restriction

Streets	Capacity	% Occupancy				
		7am	11am	2pm	5pm	8pm
2P	67	17%	89%	90%	39%	25%
Unrestricted	80	35%	70%	70%	35%	11%
Total Off-Street	147	27%	79%	79%	36%	18%

Peak Utilisation

The peak for on and off-street parking for the area occurs at 2pm.

Updated Parking Survey

Parking inventories were assembled and parking surveys were originally undertaken by Maunsell in November 2004. This represented the initial data collection phase in the preparation of the Structure Plans and Parking Precinct Plans for the four Activity Centres. A smaller more compact area has subsequently been defined which covers the public parking spaces that are in convenient proximity to the retail and commercial land uses in each Centre and can realistically be used by local workers, shoppers and visitors. This supply of spaces is referred to as the parking “catchment”.

Additional parking surveys have now been undertaken, in August 2006, to assess whether parking conditions have changed by any significant amount since the original parking surveys were undertaken. The additional weekday parking occupancy surveys were conducted on Tuesday 22nd August 2006 and Thursday 17th August 2006 at both 11.00am and 2.00pm in each of the four Activity Centres. The initial aim was to cover at least 35 to 40% of parking spaces in each catchment in order to

provide a sample of sufficient size to confidently assess the currency of the original findings. In fact at least 50% of the spaces that were surveyed in 2004 were resurveyed in 2006 for each activity centre, thus providing an extremely reliable sample size. The areas that were resurveyed include the “main street” in each centre, together with off-street parking areas and a range of selected “side streets”. Surveys were not undertaken in streets and carparks located in the vicinity of areas where circumstances have significantly altered since the time of the original surveys (i.e., the renovation works at the Safeway supermarket in Hampton) or where parking restrictions have changed.

Table 2.77: Comparison of Parking Survey Results – November 2004 versus August 2006

		Sandringham Village		
		On Street	Off Street	Total
11.00am Survey	Nov 2004	69%	79%	72%
	Aug 2006	76%	73%	75%
2.00pm Survey	Nov 2004	74%	79%	76%
	Aug 2006	72%	71%	72%

Table 2.77 indicates that in most circumstances the total parking occupancies of the on-street and off-street parking spaces which were surveyed in August 2006 are very similar to the surveyed occupancies in November 2004.

Generally, in each of the four Activity Centres, the total occupancies recorded in 2006 are only a few percentage points different from the occupancies recorded in 2004 – for both the 11.00am and 2.00pm survey periods. This would suggest that parking conditions have not changed significantly since the original parking surveys were conducted in November 2004. The 2004 survey results can therefore be confidently used for the purposes of the Parking Precinct Plans.

Future Parking Demands

The ability of the transport system to accommodate increased demands for movement and parking of traffic was assessed by taking into consideration the increased demands derived from likely future changes in land use in the Sandringham Activity Centre. In forecasting future transport demands, account has been taken of the provision of public transport and the ability to walk and cycle.

The following process was used to determine potential future parking demand:

- All future residential development would fully satisfy current planning scheme parking requirements for both residents and visitors. Thus it is assumed that new dwellings would entirely provide for their own parking needs off-street and generate no impact in terms of increased demand for on-street parking.
- Using the forecast floorspace areas for future retail and commercial development, parking demand was calculated using the planning scheme rates as a starting point.
- Some allowance has been made for achieving the Victorian Government’s modal shift target that by the year 2020, 20% of motorised trips will take place on public transport, as well as recognising that some parking provision can and will still occur as part of new development. For the purposes of establishing a possible on-street parking demand target, it has been assumed that in most cases (two thirds of new development) it is impossible or impractical to provide off-street parking; accordingly it is assumed that about one third, (30%) of new development will provide parking to satisfy its needs.

Parking Analysis and Forecast of Future Needs

The maximum parking occupancy over the entire catchment peaks at around 69% at 2.00pm – this represents 484 of the 704 spaces being utilised. At the same time the parking occupancy in the heart of the Activity Centre – Station Street – peaks at 77%. This finding suggests that peak period parking conditions in the heart of the Activity Centre are close to the level where some sort of intervention may be necessary to better satisfy parking needs. Typically, parking occupancies of 80% or above indicate difficulty in finding parking and reflect reduced accessibility in a precinct. However, it is relevant to note that the occupancy in other streets close to Station Street, such as Bay Road, Waltham and Trentham Streets and the Beach Road carpark opposite Abbott Street averages around 49%. This indicates a distinct diminution in parking demand “away from the main street” where more generous parking availability is evident.

The spare parking capacity in the entire catchment at peak time (2.00pm) is 220 spaces.

The application of the Planning Scheme rates to the forecast retail and commercial development generates a total parking demand of 98 spaces. In order to determine the on-street share of forecast demand the total is first reduced by one-third (to account for on-site parking) – this leaves a demand for 65 spaces. In turn this total is reduced by 20% (to reflect the Victorian Government’s modal shift target). The final estimated on-street parking demand is therefore 52 spaces. This can be adequately accommodated given the presence of 220 spare parking spaces during the busiest weekday period. In summary, the on-street demand of 52 spaces represents approximately 24% of the available spare capacity. The increased utilisation of on-street and other public parking (assuming demand for all 52 parking spaces is satisfied through use of existing spare capacity) would increase the peak occupancy (at 2.00pm) from 69% to 76%. This is still below the 80% threshold which indicates serious difficulty in securing a parking space.

Key Issues and Conclusions

The key issues identified and conclusions drawn as part of the car parking analysis have been summarised below:

- Approximately 1372 parking spaces were surveyed within a large area surrounding the Sandringham Activity Centre. This included 450 spaces located in public off-street carparks. Over 40% of all available parking (573 spaces) has no time limit restriction and motorists can therefore park for as long as they wish.
- The peak utilisation period within the Sandringham Activity Centre occurs at 11am and 2pm, with total occupancy rates reaching 50-51%. This indicates that there is reasonable overall spare capacity with about half of the surveyed parking spaces being vacant. However, there is higher utilisation of parking spaces closer to the heart of the Sandringham Street Activity Centre, although overall occupancy levels remain reasonable.
- A smaller more compact area has subsequently been defined which covers the public parking spaces that are in convenient proximity to the retail and commercial land uses in the Centre and can realistically be used by local workers, shoppers and visitors. This supply of spaces is referred to as the parking “catchment”. The number of spaces identified in the catchment for Hampton is 804 on and off street parking spaces available to the public.
- The results of the parking surveys indicate that there is high utilisation of car parking within the core area of the catchment. The peak occupancy of the “main street”, being Station Street is around 77%. However, the peak parking occupancy in streets close to Hampton Street, such as Bay Road, Waltham and Trentham Streets and the Beach Road carpark opposite Abbott Street averages a much lower 49% which would indicate that occupancy drops off fairly rapidly away from the main street. The peak occupancy in the catchment overall is reached at 2pm, when 65% of spaces within the catchment are utilised. This is equivalent to spare capacity in the order of 281 parking spaces.



- Both the 1-hour and 2-hour limit parking spaces in the heart of the shopping strip (Station Street, Melrose Street, etc) are occupied, on average, for about 1 hour. This reflects a high level of compliance with the 1-hour restriction and indicates that there is little demand in the heart of the Activity Centre for longer time limits such as 2-hour. The overall occupancy rate for these parking areas generally varied between 60% and 70% over the duration of a full weekday.
- A fee is payable at the two foreshore off-street carparks as they are equipped with ticket vending machines. These carparks experience very low levels of utilisation on a typical weekday.
- There is also a relatively low level of utilisation of the Chambers Avenue car park, which has a 2-hour limit.
- The estimated parking demand associated with future development is 52 spaces. This represents approximately 24% of the available spare capacity. The increased utilisation of on-street and other public parking (assuming demand for all 52 parking spaces is satisfied through use of existing spare capacity) would increase the peak occupancy (at 2.00pm) from 69% to 76%. This is still well below the 80% threshold which indicates serious difficulty in securing a parking space.

Traffic

Future Traffic Demands

In metropolitan Melbourne, the peak activity time of the road network is generally found to be the evening peak period. This is also likely to be the period that coincides with the peak activity time of developments in the Sandringham Activity Centre. Therefore, the evening peak traffic period has been examined, for the purposes of evaluating the traffic impacts associated with increased land use in the Centre.

Traffic Rates

Analysis undertaken for Sandringham has revealed the following:

- The anticipated growth in commercial floorspace is in the order of 500 square metres.
- There are 9,200 square metres of existing occupied retail floorspace and a forecast increase of 1,000 square metres. Thus the adopted evening peak hour traffic generation rate will be 7.6 vehicle trips per 100 square metres.
- Various development scenarios have been considered in the structure planning process. New dwellings in Sandringham could range between 150 and 210. The upper limit of 210 has been adopted in the interests of a conservative analysis.

The generation of traffic volumes in the evening peak period is therefore:

Office & Commercial:	10
Retail:	76
Residential:	84
Total:	170 vehicle trips per hour

Traffic Distribution

In order to establish whether an additional 170 vehicle trips per hour can be managed, it is necessary to understand the distribution of trips onto the road network. However given that the exact location and extent of future development is unknown, it will be necessary to make certain conservative assumptions on how traffic will be distributed onto Sandringham's roads.

Beach Road, Bay Road and Station Street are the three main routes that traffic may utilise into and out of Sandringham, although it is also possible that many trips would

occur entirely off these routes. For instance shoppers heading for the supermarket from the north may easily access the carpark from Waltham Street.

In this context it will be conservatively assumed that each of the three main routes takes 50% of the forecast traffic increase, namely an increase of 85 vehicles per hour. It will also be assumed that this traffic volume increase is split equally in each direction, say 43 vehicle trips per hour each way (significantly less than one trip per minute).

Capacity of Road Network

The maximum forecast traffic volume in Sandringham is predicted to occur on Beach Road, Bay Road and Station Street and be in the order of 43 vehicles per hour in one direction. This traffic volume increase represents under 5% of the traffic lane capacity on these roads.

In summary the forecast traffic volume increase associated with new development in Sandringham is expected to be modest (consistent with the comparatively modest development scenarios). The traffic increases combined with the existing traffic levels on all the key routes within the Centre, are expected to generate peak hour traffic volumes that are well within the traffic carrying capacity of the roads. Therefore there are not expected to be any significant congestion issues arising from the land development scenarios envisaged in Sandringham.

Key Issues and Conclusions

- The forecast traffic volume increase associated with new development in Sandringham is expected to be modest (consistent with the comparatively modest development scenarios). There are not expected to be any significant congestion issues arising from the land development scenarios envisaged in Sandringham.

2.8 Defining a Boundary for the Centre

It was necessary to define a boundary for the Sandringham Village Centre to identify the extent of the Activity Centre, where the Structure Plan will apply, and where the focus should be for future development, including additional housing. The boundary was defined to include areas in close proximity to public transport, shops, and services, and it included sites that have development potential because of their size, orientation and accessibility. The boundary was carefully defined to minimise impacts on heritage buildings and areas.

The map on the following page shows a number of characteristics that informed the location of the Sandringham Village Boundary. This map appears exactly as it did in the Emerging Ideas stage of the project. There may have been subsequent changes to various boundaries since the Emerging Ideas stage.

The characteristics that were used to help define the boundary for Sandringham Village are explained below:

- *Walking Distance to the Railway Station* - To create a sustainable centre, additional housing opportunities should be provided within walking distance of the railway station. 400 metres is commonly used as a measure for a convenient walking distance.
- *Large Sites* - Higher densities of housing can be accommodated on larger sites with less impact on the amenity of adjoining areas. This can be achieved by providing height transitions and setbacks to adjoining housing.
- *North south orientated allotments* – The orientation of these allotments provides opportunities for new development to make best use of energy efficient design.
- *Existing medium density development* – In areas where medium density development is a strong characteristic of the area, the introduction of additional medium density housing would be less likely to impact on the character of the area.

- *Allotments with two street frontages* – These allotments can provide vehicle access from each street frontage and when designed well, new dwellings can contribute positively to both street frontages.
- *Heritage Overlay areas and properties* – Heritage areas and places limit opportunities for additional housing because of the contribution they make to the heritage fabric of Bayside.
- *Neighbourhood Character* – Local policy identified precincts that defined the preferred design and streetscape characteristics and were considered in the alignment of the boundary for the Centre.

Other boundaries were defined during the study for the economic and parking analysis, which differ to the final boundary of the centre. The economic analysis boundary includes the trade catchment area and the parking analysis boundary includes areas within 800 metres of the retail and commercial area.

Structure Plan Boundary Analysis Map





3 Evolution of the Structure Plan for Sandringham Village

3.1 Stage 1: Issues and Opportunities

Issues and Opportunities Process

The issues and opportunities was the first public consultation stage of the Structure Plan. A community bulletin was distributed which posed a series of questions about the following issues: the qualities of the Sandringham Centre, people, activities and services, moving around the area, and the local economy. The bulletin also included general information about the project and the Centre.

Members of the community were able to fill in a questionnaire that was attached to the bulletin. A workshop was also conducted which invited key stakeholders in the community to discuss issues and opportunities facing the future planning of the Sandringham Village Centre.

A copy of the community bulletin appears in [Appendix 4](#).

Comments on Issues and Opportunities

A summary of the comments from the Issues and Opportunities questionnaire and workshop is included below. The comments were considered developing the Emerging Ideas for the Sandringham Village Centre.

What you like about Sandringham Village

- Village atmosphere; friendliness and community feel.
- Dwelling mix, the mix of services, and the proximity of Port Phillip Bay.
- Mix of retail and its local function in contrast to bigger centres.
- Cafes and restaurants.
- Ease of access and convenience of the centre, in particular pedestrian access and public transport.

Concerns about Sandringham Village and issues that the Structure Plan needs to address

- Managing the style and scale of new development and the importance of preserving built heritage.
- Developing a solution for future housing that doesn't result in loss of amenity.
- Reviewing the location and appropriateness of community facilities.
- Providing better pedestrian safety including safe crossings and visibility for pedestrians.
- Better controlling traffic congestion and excess speed including access to shops and Bay Road by heavy vehicles.
- Providing better parking solutions.

Future opportunities for the Sandringham Village

- Plan for all people.
- Encourage a wider range of shops.
- Identify opportunities for affordable housing.
- Improve access to and function of public open space.
- Increase parking to accommodate growth in uses and population.
- Provide additional visitor amenities including toilets and accommodation and an enhanced retail offer.
- Review Sandy Hotel site, potential for accommodation or events centre.
- Preserve the interesting shape of the village.
- Increase police presence in the centre including a police station.
- Improve the mix and function of community facilities including the library and existing community halls.
- Improve the amenity of Melrose Street and integrate it into the centre.

- Improve pedestrian access and safety, including managing street cafes and street trading, crossing facilities (particularly to access the station and the beach).
- Encourage improvements to public transport - Sandringham Rail Station should be included in Zone 1 and provide more frequent service.
- Improve access to parking, including innovative use of existing spaces and integration of railway parking into the centre.

3.2 Stage 2: Emerging Ideas

Emerging Ideas Process

The Emerging Ideas stage of the project was used to test some of the initial ideas that the study team had developed through the Issues and Opportunities stage.

A community bulletin (refer to [Appendix 5](#)) was released which provided details of how members of the community could find out more about the Emerging Ideas Display and how they could comment on the content of the display. The bulletin also included a summary on the community feedback from the Issues and Opportunities stage.

The Emerging Ideas were communicated through an exhibition at the Brighton Library with maps and ideas for the entire centre and identified precincts. A summary of the community feedback from the Issues and Opportunities stage was also displayed as well as a site analysis plan and a set of criteria with a map that would be used to define the boundary of the centre. A printed copy of the display (refer to [Appendix 6](#)) was available for collection along with a feedback form which posed a series of questions about the contents of the Emerging Ideas.

Comments on Emerging Ideas

A summary of community comments on the Emerging Ideas was included in the Draft Structure Plan summary report. The comments were arranged into four themes - Activities, Buildings, Spaces and Access. These themes formed the basis of the objectives and Strategies / Actions in the Draft Plan and the Final Plan. A summary of comments and a response to the comments for each theme is included below:

Activities

Comments about Activities made in response to Emerging Ideas included:

- Precincts of activity may detract from the user friendliness of the village i.e. business / service mix.
- Activity precincts seem very prescribed - Character has to do with diversity and precincts will tend to occur naturally.
- The real area defined by 400 metres is affected by the foreshore, heritage overlays and existing smaller blocks - Increasing densities in these areas may not be feasible.
- Agree with the characteristics to define the boundary of the Centre but do not want medium density housing.

Response to the Comments (reproduced from the Draft Plan)

The character of Sandringham Village is related to the diversity of activities and the Plan supports this philosophy, encouraging a range of uses with an emphasis on active shopfronts. More information on housing is provided in the 'Buildings' section of the Exhibition and this Report.

In relation to the comments about the 400 metre boundary for the Activity Centre, it is recognised in the Activities Plan that the foreshore provides a physical constraint to the boundary as do existing Heritage Overlays and small properties. The boundary for the Activity Centre has been delineated in consideration of such constraints.

A number of comments focussed on the impacts of medium density housing on existing residential areas. An 'Activity Centre' comprises not just the commercially

zoned main street, but also the surrounding residential areas. Planning for more people to live in the Activity Centre makes better use of existing infrastructure, including public transport, improves safety, and boosts the economic performance of the Centre. We have judged that increased residential densities can be accommodated in the Centre without significantly detracting from existing residential amenity. Additional housing can also be proactively directed to areas where it will have least impact.

Buildings

Comments about Buildings made in response to Emerging Ideas included:

- Contemporary buildings of 3 storeys can still be obtrusive and impact on the amenity of lower residences.
- The current height should be maintained - New development should be stylish and in keeping with the existing flavour.
- No consideration given to interface with heritage properties.
- Agree that the Sandy Hotel site should be redeveloped for residential and / or accommodation but should be a maximum of 4 storeys.
- Sandy Hotel should be redeveloped at 2 storeys maximum height.

Response to the Comments (reproduced from the Draft Plan)

Community comments have highlighted the need to address interface issues with heritage properties. Most heritage properties within the commercial areas are two storey shopfronts which are built to each side boundary. A policy has been added to require new buildings to match the height of these buildings at the street frontage. The church in Bay Road is also covered by a Heritage Overlay and a transition in front setback is recommended for the property to its east.

Many of the public comments on Emerging Ideas sought height limits on new development. The aim of these comments, judging from explanations where given, is that people want new development to match the scale and character of valued existing buildings in and around each Centre. Some respondents were explicit in suggesting actual height limits for new buildings, but opinions varied on an acceptable height.

The Victorian planning system requires that height limits are arrived at on the basis of 'performance' – meaning there must be demonstrable reasons for arriving at a chosen height limit. These reasons will be subject to intensive scrutiny, probably including the quasi-legal forum of a planning Panel. The reasons must be logical and defensible, and must take account of government planning policy.

The recommended built form controls have been arrived at by examining the concerns that people have expressed about building height and bulk, and exploring the performance of different building envelopes.

Building Envelope within the Commercial Centre ('A' and 'B' Areas on the Buildings Plan)

Within the commercial heart of each Centre, most older buildings are either one or two storeys in height, set hard against the footpath. Most predominantly single storey shopping centres are in country towns or post 1950s suburbs of Melbourne. The heart of a classic Victorian-era shopping centre usually consists of two storey shops reaching a height of 9-10 metres. This height, which includes a substantial parapet, is equivalent today to three storeys. A modern two storey commercial building would be only about seven metres in height, and would look too small to match the character of the Centre. Therefore a three storey (10.5 metres) frontage height for buildings within the commercial core of a Centre will maintain and add to the existing character. Additional policy guidance will be added to require façade designs to express the vertical rhythms and horizontal divisions of existing buildings. Areas we have judged to be suitable for a maximum building height of 10.5 metres are denoted as 'B' on the Buildings Plan.

In areas denoted as 'A' on the Buildings Plan, we have judged that a recessed additional storey could be added without harming the character of the Centre or



creating additional overshadowing or affecting the amenity of residential properties through overlooking. With a minimum setback of 5 metres, a recessed additional storey up to a maximum of 13.5 metres would be hidden from view from most perspectives.

The 'Sandy Hotel' site is located in a prominent position at the entry to the Sandringham Village. Future building heights for this site have been suggested through the community feedback, which range from 2 storeys to 4 storeys. This site has been denoted as 'A1' on the Buildings Plan which allows development up to 16.5 metres provided that impacts on residential areas from overlooking and overshadowing can be minimised and the visual bulk of the development when viewed from the surrounding streets can be minimised. We have judged that this site is large enough to provide for the maximum building height and achieve the objectives above.

Building Envelope in Residential Areas ('C' and 'D' Areas on the Buildings Plan)

In the residential areas adjoining the Centre, protection of neighbourhood character and residential amenity remain as priorities in future development control. In areas denoted 'D' on the Buildings Plan, a new neighbourhood character precinct will be formed, a revised preferred character statement will be prepared, and normal Rescode standards will apply. The outer boundary of the 'D' area has been arrived at using the criteria published in Emerging Ideas display (walking distance to the railway station, presence of large sites or north south orientated allotments or existing medium density development or allotments with two street frontages; and heritage overlay areas and properties).

Residentially zoned areas located on the main shopping street itself or immediately adjoining the rear or side of commercially zoned properties already have the special attribute of being right next to the heart of the Centre. Where local conditions appear to offer redevelopment potential now or in the future, the area has been denoted as 'C'. In 'C' areas, the aim would be to allow redevelopable sites to take advantage of their proximity to the higher buildings within the commercial core, while limiting their frontage to a height that matches the overall height of existing residential buildings in the area.

While many if not most existing dwellings are single storey, most have pitched roofs or parapets that give them an overall height of at least 6-7 metres, often more. Many Bayside residents have added a second storey to their properties, and probably most would expect to be allowed to do so if the need arose. A two storey house will be at least 6 metres in height, more commonly 7-8 metres with a pitched roof. Therefore we are proposing a maximum frontage height for new development in 'C' areas of between 6.0 and 7.5 metres.

A recessed additional storey would have only a limited impact on the character and scale of an established residential street, as Diagram 1 illustrates. An envelope of 9 metres would provide for this opportunity (residential storeys are usually less in height than commercial storeys). Appropriate design controls will be needed to ensure consistency with existing character. This envelope would apply in the 'C' areas to provide a worthwhile potential to provide residential opportunities for people who like to live 'close to the action', and in turn to contribute to the long term vitality of the Centre. It is also likely that a similar envelope could apply to large sites in area 'D'.

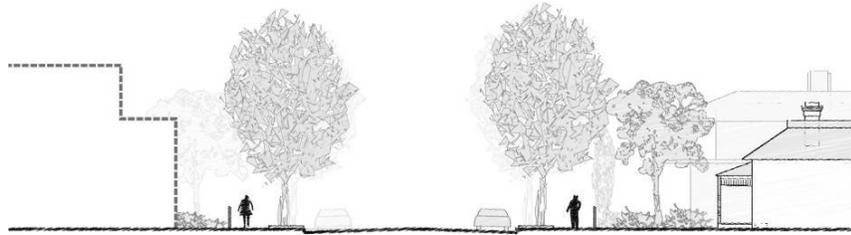


Diagram 1

Spaces

Comments about Spaces made in response to Emerging Ideas included:

- Melrose Street is the strongest link to the Bay - need to widen the footpaths on one side for tables and windbreaks.
- Footpaths are generally hazardous and not pedestrian friendly.
- Closeness to the Bay exhibited by open air / lots of sky / lack of pollution - this could be lost with 3-4 storey developments.

Response to the Comments (reproduced from the Draft Plan)

In relation to Spaces, the proposed Plan satisfies many of the concerns.

There is an emphasis on improving the areas of open space within the Centre, particularly the pedestrian environment in Melrose Street and Beach Road. It is also proposed to install additional pedestrian crossing points over Beach Road. Comments also related to the impact of 3-4 storey developments on the open appearance of the Centre. The proposed building heights will be the equivalent height of the existing two-storey Victorian shopfronts, therefore new buildings are unlikely to enclose the street space by more than the current situation other than where there are single storey buildings.

Access

What Comments did People Make?

Comments about Access made in response to Emerging Ideas included:

- Supermarket shopping requires a car, public transport is unreliable as it has restrictive destinations and is time consuming.
- The train station could use some 'access' planning - It should have safe and convenient access to both Station Street and the car park.
- Parking should be provided with new development as in the planning scheme.

Response to the Comments (reproduced from the Draft Plan)

In response to comments about the reliability of public transport and the dependency on cars for shopping, the Draft Structure Plan encourages the improvement of public transport and provides improved linkages for pedestrians to access the Centre to reduce the dependency on cars.

Access to the train station has also been highlighted as an issue. In response to this, an additional pedestrian link has been proposed to provide better access from the car park and surrounding streets to the station. The issue of heavy commercial vehicles traffic travelling through the Centre also needs to be addressed in order to optimise pedestrian amenity. The presence of heavy commercial vehicles occurs due to a low clearance rail bridge over Bay Road near the Nepean Highway, meaning that trucks



from the Cheltenham industrial area are forced to turn left into Bay Road from Reserve Road, instead of right towards the Nepean Highway.

Comments also related to the provision of car parking with new development. A Parking Precinct Plan is being developed for the Sandringham Village Centre in parallel with this work. The research for the Parking Precinct Plan has revealed that:

- The peak parking utilisation period within the Sandringham Activity Centre occurs between 11am and 2pm, with total occupancy rates reaching 65%. This indicates that there is reasonable overall spare capacity. However, the utilisation of parking spaces closer to the heart of the Sandringham Street Activity Centre is higher.
- Both the *1-hour* and *2-hour* limit parking spaces in the heart of the shopping strip (Station Street, Melrose Street, etc) are occupied, on average, for about 1 hour. This reflects a high level of compliance with the *1-hour* restriction and indicates that there is little demand in the heart of the Activity Centre for longer time limits such as *2-hour*. The overall occupancy rate for these parking areas generally varied between 60% and 80% in the 11.00am to 2.00pm period and was occasionally higher in small pockets.
- A fee is payable at the two foreshore off-street car parks as they are equipped with ticket vending machines. These car parks experience very low levels of utilisation on a typical weekday. There is also a relatively modest level of utilisation of the Chambers Avenue car park, which has a 2-hour limit.

Through one-on-one interviews it has been determined what percentage of people drive to Sandringham Village and the purpose of their trips. Data from the interview surveys and the car park occupancy statistics has also been utilised to calculate actual (or empirical) parking rates will be calculated that should be applied to new development (as opposed to the parking rates required under the Bayside Planning Scheme).

The empirical car parking rates have been combined with the 'building envelopes' (capacity floor space figures for the Centre) to determine the total number of car parking spaces required as a result of this work, and if / how these car parking spaces can be accommodated. Recommendations cover a variety of solutions:

- In some cases, such as in residential parts of the Centre, car parking spaces will continue to be accommodated on site.
- On-street car parking spaces will continue to be utilised, but more effectively – through alterations to time limits to support short-stay parking closer to the heart of the Activity Centre.



3.3 Stage 3: The Draft Plan

The Draft Plan Process

A Draft Plan (copy included in [Appendix 7](#)) was prepared for the Sandringham Centre which built on the 'emerging ideas' but include a greater level of detail.

A community bulletin (copy included in [Appendix 8](#)) was distributed prior to the release of the Draft Plan, which provided details of how members of the community could find out more about the Draft Plan, and how they could comment on the plans. The Draft Plan was communicated through an exhibition at the Hampton Library with display boards and a summary document which was able to be collected at the library, from the Council offices or downloaded from Council's website.

The summary documents and display boards included a vision for the Centre along with an artist's impression of how the centre looks now and how it could look in the future. Objectives and Strategies / Actions were also developed (see below) which covered the following topics:

Activities – the location and intensity of land use activities.

Buildings – the '3D' form of the Centre's buildings into the future.

Spaces – plans for improving the main public spaces in the Centre.

Access – transport, traffic and parking; pedestrian and cyclist access.

The summary document also included a summary of comments on the Emerging Ideas with detailed responses to the comments and justification for the recommendations in the Draft Plan.

A feedback form with a series of questions was attached to the summary document which provided members of the community with an opportunity to comment on the Draft Plan. The questions asked people whether they agreed or disagreed with the plan, whether anything was missing, and asked for any other comments they had.

Comments on the Draft Plan are included in the next chapter.



4 From Draft Plan to Final Plan

4.1 Comments on the Draft Plan

A total of 128 responses were received for comments on the Sandringham Village Draft Structure Plan. 42 of the submissions received were identical but signed by different members of the community.

An additional petition was prepared to present to the Legislative Assembly of Victoria. The petition was opposed to the proposed height limits in the Draft Structure Plan and called for a maximum height of 10.5 metres in commercial areas and 2 storeys elsewhere. The petition contained 1067 signatures from residents of Sandringham and nearby areas.

Below is a brief summary of comments received which are arranged by the four themes – Activities, Buildings, Spaces and Access. There is also a section on general comments received about the Draft Plan.

Two tables summarising all the comments received are appended:

DRAFT PLANS COMMUNITY FEEDBACK SUMMARY TABLE 1: BY RESPONDENT (Appendix 9)

DRAFT PLANS COMMUNITY FEEDBACK SUMMARY TABLE 2: BY ISSUE (Appendix 10)

Activities

What Comments did People Make?

Housing

There was significant opposition to high density residential development. Some of the comments included:

- Do not support higher density zones encroaching on residential areas.
- Do not support high density
- Do not support increased housing in apartments.
- Do not support Plans for a high-density hub in Sandringham with multi storey developments.

Other comments on housing included:

- Do not support building over existing parking areas.
- Do not support Flats on top of the supermarket car park.
- Affordable housing is an objective without any definition or justification.

Role of the centre

- No reason to encourage Sandringham to become a visitor destination.
- Bayside needs a commercial area that is clean, green, safe, friendly and spacious.
- Support the injection of life into the precinct proposed by the plan.
- Agree with the attempt to enhance the economic regeneration in Sandringham.

Commercial area

- Support accommodation of a mix of land uses on the Sandringham Hotel site.
- Support commercial areas at ground level and residential at upper levels.
- The plan has not considered the potential for loss of retail capacity.
- Do not support any new development in Sandringham Shopping Centre.
- Do not support shopping areas encroaching on residential areas.

Other land uses

- Sandringham Masonic centre should be purchased by council and used for community activities. Next block for Police Station, and next for off street parking area.

Response to comments

'High density' housing was raised as a concern in a number of submissions particularly apartment style developments. A major goal of the Structure Plan and a key direction of Melbourne 2030 is to provide additional housing opportunities close to public transport, shops and services. This will result in a more vibrant centre with increased trade and services and also minimise the dependency on motor vehicle trips.

Apartment style developments can be accommodated in the commercial centre of Sandringham with minimal impact on the valued streetscape character. This is because many buildings in these areas already have an urban appearance with no front or side setbacks. Building heights in the final plan have been proposed to match the height of existing two storey Victorian/ Edwardian shopfronts.

It is considered that higher density housing can be accommodated within the commercial area without going above a 3 storey maximum height. Both the objectives of Melbourne 2030/ Clause 12 and the concerns of the respondents to the draft plan can therefore be satisfied.

Other areas adjacent to the commercial core ('C' areas on the September 2005 Buildings Plan) were selected for higher density housing in the Draft Plan, to provide a transition between low scale residential areas and the commercial core. These areas have been removed in the Final Plan in response to community comments and now form part of the 'Surrounding Residential Area' for which a mandatory maximum building height of two storeys is proposed along with no changes to the current setback controls. Higher density can be accommodated in this area without necessarily apartment style dwellings or building above two storeys.

Buildings

What Comments did People Make?

Building Height in business areas

There was significant opposition to the proposed building heights for the centre. Some of the comments included:

- Do not support High rise development.
- Do not support proposed building heights
- Absolute limit of 10.5m should be placed on buildings in the Sandringham Shopping Centre.
- Development should be restricted to two to three storeys.
- Do not support recessed upper levels of up to 13.5m in height.

Development of the Sandy Hotel Site

- Do not support five storey buildings of up to 16m in height.
- Do not support allowing the Sandringham Hotel to exceed its existing two storeys.
- Support four storey residential Boutique Hotel on Beach Road.
- Some redevelopment of the Sandringham Hotel site seems acceptable.

Setbacks

- Upper setbacks need to include setbacks at the rear and side at the same setback distance as designated for front setbacks.
- Areas designated for higher development – should be further from the street frontage than planned. The sun must be allowed to shine in Sandringham Village at ground level as well as above.
- Setbacks should be no less than three metres.

Built form character

- Support protection of heritage and other buildings of character in the centre.
- The northern end of Station Street of architectural and historical interest which should be protected.

- Need more control over architecture to get good quality design and materials.
- Support well designed and finished building frontages.
- Proposals are out of keeping with historical and architectural values of the suburb.

Residential Character and Amenity

- Two storeys should be the maximum height for new developments in residential areas.
- There should not be a residential D section.
- Lack of controls that allow developers to build three or more storeys building at the back fence of residential buildings.
- Already developments occurring that cause a huge amount of angst due to overshadowing, poor design, eyesores, wind tunnels, overlooking. Etc.

Development over the railway car park

- Do not support the loss of the railway station car park and its replacement by three storey units
- Units on top of car parks and railway station would be ugly.
- Would like to see retention and landscaping of the current railway car park.

Response to comments

A number of submissions related to the proposed three and four storey buildings in the commercial area and five storey buildings on the Sandringham Hotel site.

Within the commercial area, there are a large number of existing two-storey Victorian/Edwardian shopfronts which are equivalent in height to a modern three storey building. The proposed three storey height limit at the street frontage would match the existing heights of these buildings.

Proposals for four and five storey buildings within the commercial areas have been removed in the Final Plan in response to community comments. Three storey building heights in these areas are now proposed.

There were a number of concerns about the absence of setback controls for residential and commercial interfaces. The final plan proposes setback controls for this interface.

Mandatory two storey height controls are proposed in the residential areas in response to concerns regarding residential character and amenity.

The Final Plan also provides revised side setbacks for the 'Surrounding Residential Areas' (formally 'C' and 'D' areas) which will further protect the character of residential areas.

Spaces

What Comments did People Make?

- The beach area should be a major focus of development in terms of access, beautification and facilities.
- Management of the foreshore is missing.
- Support proposals to improve streetscape

Response to comments

Council is planning on developing a streetscape plan for Melrose Street, which is an important link to the foreshore.

The management of the foreshore itself will be developed through a separate coastal strategy document.

Access

What Comments did People Make?

Pedestrian Access and Cycling

- Support more pedestrian crossing points to the foreshore for easier access.
- Additional crossings in Beach Rd not required.
- Support improvement of pedestrian access.
- Need a crossover bridge at the station and a safe pedestrian path beside bus depot.
- Support proposals to improve pedestrian access, bicycle facilities and public transport.
- No provision for bicycle parking facilities.

Public Transport

- A second platform at the station is unnecessary.
- It would be desirable to have another platform at Sandringham railway station and better access to adjoining car parking.

Parking

- Parking is insufficient in the centre.
- One hour parking should be increased to at least 1.5 hours parking to visit the supermarket and do grocery shopping.
- Sharing of car parking facilities could be considered.
- Draft Plan does not include specific details of increased, safe and user friendly car parking spaces for shoppers, visitors and train users.
- New accommodation will not have enough car parking.
- Adequate car parking must be provided to service shops otherwise destroys financial viability.
- Support the expansion of the station car park.
- No consideration given to commuter parking at station during prolonged period of construction - present car park already overcrowded.

Traffic Management

- High density housing is already causing traffic and parking problems in the area. We don't need more, we need less.
- Traffic congestion in Bay Road at peak hours is becoming dangerous.
- Would like to see reduction of traffic through activity centres.
- Support restricted heavy traffic.
- Haven't addressed increased traffic exiting from Waltham Street and Station Street into Abbott Street.

Response to comments

Council will consider the provision of a pedestrian link between Sandringham Road and the Railway Station, and Bay Road and the Railway Station. This has been noted as an action point in the Implementation section.

Bicycle facilities will be considered as part of any future streetscape plans and Council will negotiate with railway operators to achieve improvements to pedestrian and bicycle access and safety within and around the Sandringham Railway Station,

There will be an attempt to strengthen the links between the Sandringham Centre and the foreshore by upgrades to the streetscape of Melrose Street (see Spaces section above) and improvements to pedestrian connection across Beach Road.

Parking has been considered within the parking precinct plans and is considered to be sufficient in terms of overall capacity however the management of the spaces, in terms of turnover, has been noted as an action in the implementation section.

Council is intending to work with VicRoads regarding reducing traffic speeds within the centre including the possible implementation of a reduced speed limit in several of the streets including Bay Road. In addition Council will lobby VicTrack and VicRoads to redesign the rail bridge over Bay Road near the Nepean Highway to provide sufficient clearance for trucks, thereby eliminating the need for them to use the section of Bay Road within the Activity Centre as a through route.

Some community suggestions had also promoted the provision of additional long-term parking at the railway station. However it is considered that responsibility for commuter parking rests with the train operators and the State Government and it is not an issue that should be addressed in this structure planning process.

Other Issues

What Comments did People Make?

Structure Plan General

- Do not support overdevelopment of the Sandringham Village
- We came to Sandringham because we love it here. We will not accept massive over-development spoiling our home.
- Would like to see the current Sandringham Village atmosphere retained.
- Plans will change whole atmosphere and livability of area.
- Support the stated vision

Capacity of the Centre

- Nothing on capacity of infrastructure.
- Increase in densities will increase logistics, consumables, water, gas, electricity etc. This has not been considered.
- Need to provide sensible rubbish management.
- Plans will make the area overpopulated.

Response to comments

Changes have been made to the proposed building heights and setbacks contained in the Draft Plan in response to community comments. The changes are more in keeping with the 'village atmosphere' which is valued by members of the community.

Analysis and recommendations regarding the capacity of infrastructure have not been provided because they were included as part of the project brief.

4.2

Future Capacity of the Centres

This section of the report sets out to bring together information that helps to answer the following two questions:

How much change in land use activity should be accommodated?

What scale and form of development is appropriate?

The questions need to be asked in relation to all four Major Activity Centres, as they must all contribute to the intensification of land use required under Melbourne 2030.

These questions are clearly related: the scale and form of development needs to accommodate the activity (shops, offices, parking, dwellings etc) anticipated to be needed over coming decades. At the same time, the amount of activity that *should* be accommodated may be limited by values held about the character of the existing built form. Therefore the answer to each question involves making judgements about competing and sometimes conflicting issues, rather than simply adding up numbers.

Some respondents to the Draft Plans expressed the view that change to each centre should be severely limited or even curtailed. This is not a realistic response – pressures for change will occur. Without effective planning scheme policies to accommodate change, the Council will continue to have VCAT act as the effective 'responsible authority' for these centres. Furthermore, there are sound reasons for



directing certain types of development to Major Activity Centres. Local people need local shops and services, and the best location for these is in activity centres. They also need more diversity in housing opportunities. As we strive to make Melbourne a more environmentally sustainable city, it is important to concentrate activity close to where people live, and close to public transport. Major Activity Centres also have the capacity to accommodate (eg above shops) numbers and types of dwelling that are less appropriate in traditional residential streets.

Summary of Future Land Use Activity in the Centres

Previous sections of this report have provided information about the anticipated demand for retail and office floorspace, and the anticipated need for additional dwellings. The conclusions from this analysis were assessed at a workshop held on 19 July 2006, attended by all sub-consultants plus Charter Keck Cramer and Council officers, are summarised here.

Accommodating Additional Retail Floorspace

The great majority of retail floorspace can be expected to be accommodated at ground level. Therefore a key consideration for the structure plans is to provide sufficient Business zoned land to accommodate any projected increase.

	Current Retail Floorspace (m2)	Additional Retail Floorspace	Conclusions on Capacity
Bay Street Brighton	11,800	Consolidate Supermarkets plus around 2,000m2 of additional specialty floorspace.	Can be accommodated within existing Business zoned land
Church Street Brighton	19,400	Expand Safeway to full line store and add up to 3,000m2 of specialties	Can be accommodated within existing Business zoned land
Hampton	20,600	Expand Safeway store to full line status and add up to 2,000m2 of specialties	Can be accommodated within existing Business zoned land
Sandringham	9,200	Add up to 1,000m2 of specialties	Can be accommodated within existing Business zoned land

Accommodating Additional Office Floorspace

Additional office / commercial floorspace is likely to be created either above retail premises, or in buildings devoted to commercial floorspace alone. The four Structure Plans share the aim of encouraging floorspace above shops to be used for residential or commercial purposes, and the proposed built form controls would allow a substantial increase in upper level floorspace. Preferred locations for specialised commercial floorspace are provided for through use of the Business 2 zone and specific references in the Strategies, which are proposed for inclusion in Local Policy.

	Additional Commercial Floorspace	Conclusions on Capacity
Bay Street Brighton	Add 1,000m ² to 2,000m ² of office space	Can be accommodated within existing Business zoned land combined with the Residential 1 zoned properties recommended for rezoning to Mixed Use
Church Street Brighton	Add around 2,000m ² to 3,000m ² of office space	Can be accommodated within existing Business zoned land
Hampton	Add around 1,000m ² of office space	Can be accommodated within existing Business zoned land
Sandringham	Add 500m ² of office space, redevelop Sandringham Hotel site	Can be accommodated within existing Business zoned land

Accommodating Additional Dwellings

The Southern Regional Housing Statement identifies opportunities for 2600 additional dwellings on Strategic Redevelopment sites and in Activity Centres. It is anticipated this is able to be met as outlined.

Preliminary work undertaken by Council indicates that the housing need arrived at in the Housing Analysis (above) will be met as follows, in activity centres and specific redevelopment sites in Bayside:

Location Category	Anticipated Dwelling Yield	Comment
Major Activity Centres (x4)	661-1053	Dependant on development rate
Major Activity Centres (Moorabbin)	-	Work yet to be completed in conjunction with Kingston and Glen Eira Councils
Strategic Redevelopment sites	900	Identified as part of the DSE Urban Development Program 2006
Other Neighbourhood activity centres	1000-2000	See Housing Strategy work however detailed work is yet to be completed on these centres
Total	2561	Based on the lowest projection for the MACs and NACs
	3953	Based on the highest projection for the MACs and the NACs

Given the importance attached to dwelling provision in Melbourne 2030 and the Regional Housing Statement process, and the neighbourhood character sensitivity of the existing residential areas around each of the Major Activity Centres covered by this study, a detailed exercise was undertaken to assess dwelling yield potential.

Assessment of Dwelling Yield Potential

The assessment of dwelling yield potential was undertaken in two parts:

- Dwelling Yields Analysis for Business Zoned Areas
- Dwelling Yield Analysis for Residential Areas

The result of the two analyses is summarised in the following table, which outlines the likely yields expected for new housing on each centre based on development rates of 20% and 40%.

Housing Yield Forecast Summary Table

	Scenario 1	Scenario 2	Scenario 3	Scenario 4	Scenario 5
20% devt rate	661	841	905	914	983
40% devt rate	1053	1298	1424	1387	1532

The figures from Scenario 1 of 661 additional dwellings (20% development rate) and 1053 additional dwellings (40% development rate) were used as the Anticipated Dwelling Yield in the Council's table in the preceding section. Scenario 1 adopts the building heights resolved upon by the Council on 19 December 2005, i.e.:

- 'A' areas = 3 storeys
- 'B' areas = 3 storeys
- 'C' areas = 2 storeys
- 'D' areas = 2 storeys

In other words, the Council's preliminary conclusion is that sufficient contribution of additional dwellings can be made by the four Major Activity Centres (MACs) within the building envelopes resolved upon by the Council.

Analysis of these figures

Over the next 20 years, the proposed rates of development for the MAC Study Area's need to achieve 1% to 2% per annum (based on the 20% / 40% rate). In terms of the extent of redevelopment required by these rates, the 20% rate requires 1 in every 5 lots within the Study Area to be redeveloped during this time, while the 40% rate requires 1 in every 2.5. The current Bayside rate is between 0.77 and 1.2% therefore a 20% development rate is considered feasible.

Due to growing demand for housing in Bayside and the increase market prices this development rate is likely to rise.

Based on the 20% development rate there is a difference of a maximum 322 dwellings, which over 28 years (from 2002) to 2030 equates to 11.5 dwellings per year. Based on the 40% development rate there is a difference of a maximum 479 dwellings, which over 28 years to 2030 equates to 17 dwellings per year.

The difference between the dwelling yields generated between each of the scenarios above is minimal. Therefore Scenario 1 with the lowest housing yield is likely to have minimal impact on the delivery of sufficient housing to meet the expectations of Clause 12 and the Southern Regional Housing Statement.

Built Form Options Assessed for Yield Potential

The following built form options informed the Yield Potential assessments:

- *Planisphere Jan 06 Revisions:* A preliminary set of modifications was made to the built form controls exhibited in the Draft Structure Plans. The changes included minor modifications that were made in response to Council and community feedback on the Draft Plans where concerns were raised about the amenity impacts of 3 and 4 storey development and the absence of side setbacks in 'C' areas.
- *Interim Controls:* Interim Controls have been implemented into the Planning Scheme as a result of a Council request, with Schedule 6 to the Design and Development Overlay (DDO6) applying to each of the MACs. DDO6 allows for buildings of 2 storeys in the majority of residential areas, and up to 3 storeys in residential areas close to the Business Zoned areas. Building heights of 3 and 4 storeys are permitted in Business Zoned areas. These controls are set to expire on June 30, 2007.
- *Council Resolution:* The Council has resolved to propose mandatory heights of 2 storeys in all residential areas within the MAC boundaries in the final version of the Structure Plans. A mandatory height limit of 3 storeys in Business Zoned areas is proposed as part of the resolution.



Five Scenarios were developed to explore the relationship between height and dwelling yield. The building heights (number of storeys) used in each Scenario were:

Building Heights (Number of Storeys) used in each Scenario

	'A' areas	'B' areas	'C' areas	'D' areas
<i>Scenario 1</i>	3	3	2	2
<i>Scenario 2</i>	4	3	3	2
<i>Scenario 3</i>	4	3	3	3
<i>Scenario 4</i>	4	3	3 & 4	2
<i>Scenario 5</i>	4	3	3 & 4	3

Scenario 1 incorporates the height limits of the December 2005 Council Resolution. The other Scenarios use different combinations of height to explore the relationship between height and dwelling yield. The complete results of this analysis appear in the following tables.



Dwelling yields for Business and Residential Areas

Scenario 1

Building heights: 'A' areas = 3 storeys, 'B' areas = 3 storeys, 'C' areas = 2 storeys, 'D' areas = 2 storeys (This scenario represents the Council Resolution)

Centre	Bay St		Church St		Hampton St		Sandringham		TOTAL
Built form area	'A' and 'B'	'C' and 'D'							
20% devt. rate	90	76	100	54	137	67	84	53	661
40% devt. rate	120	134	150	108	218	131	113	79	1053

Scenario 2

Building heights: 'A' areas = 4 storeys, 'B' areas = 3 storeys, 'C' areas = 3 storeys, 'D' areas = 2 storeys

Centre	Bay St		Church St		Hampton St		Sandringham		TOTAL
Built form area	'A' and 'B'	'C' and 'D'							
20% devt. rate	113	86	131	66	185	70	124	66	841
40% devt. rate	144	150	193	132	285	136	163	95	1298

Scenario 3

Building heights: 'A' areas = 4 storeys, 'B' areas = 3 storeys, 'C' areas = 3 storeys, 'D' areas = 3 storeys

Centre	Bay St		Church St		Hampton St		Sandringham		TOTAL
Built form area	'A' and 'B'	'C' and 'D'							
20% devt. rate	113	106	131	77	185	95	124	74	905
40% devt. rate	144	150	193	154	285	186	163	110	1385

Scenario 4

Building heights: 'A' areas = 4 storeys, 'B' areas = 3 storeys, 'C' areas = 3 & 4 storeys, 'D' areas = 2 storeys

Centre	Bay St		Church St		Hampton St		Sandringham		TOTAL
Built form area	'A' and 'B'	'C' and 'D'							
20% devt. rate	113	120	131	72	185	71	124	98	914
40% devt. rate	144	192	193	144	285	139	163	127	1387



Scenario 5

Building heights: 'A' areas = 4 storeys, 'B' areas = 3 storeys, 'C' areas = 3 & 4 storeys, 'D' areas = 3 storeys

Centre	Bay St		Church St		Hampton St		Sandringham		TOTAL
	'A' and 'B'	'C' and 'D'							
Built form area									
20% devt. rate	113	140	131	86	185	97	124	107	983
40% devt. rate	144	234	193	177	285	191	163	145	1532

Potential Dwelling Yields in Business Zoned Areas

The analysis of Potential Dwelling Yields in Business Zoned Areas was prepared for a Council briefing held at the end of January 2006. These figures apply to the Business zoned land around within centre – i.e. the A and B areas on the Buildings map in the Draft Structure Plans.

Draft Structure Plan means that the building heights, setbacks etc from the exhibited Draft Structure Plans have been used in the calculations. These include an allowable fourth storey in A areas (plus an allowable additional storey for the Sandringham Hotel and Hampton railway station sites).

Planisphere Jan 06 Revisions means that the building heights, setbacks etc modified somewhat from the exhibited Draft Plan have been used in the calculations. The modifications referred to are described in the following section of this report. These modifications to the proposed A and B area building controls were in part agreed in discussions with Council officers after exhibition of the Draft Plans, and in part arise from further investigations carried out by the study team since then. These modifications do not include eliminating the possibility of a fourth storey.

3 storey throughout means that the building heights, setbacks etc from the exhibited Draft Structure Plans have been changed to exclude any development above three storeys in height. [This also includes the modifications referred to above, where they remain relevant after elimination of development above three storeys.]

Business Zoned Areas: **20%** development rate

	Draft Structure Plans	Planisphere Jan 06 Revisions	3 storey throughout
Bay Street	114	113	90
Church Street	132	131	100
Hampton Street	190	185	137
Sandringham	125	124	84
TOTAL	561	553	411

Business Zoned Areas: **40%** development rate

	Draft Plan as exhibited	Draft Plan as exhibited with recommended changes	3 storey throughout
Bay Street	147	144	120
Church Street	195	193	150
Hampton Street	293	285	218
Sandringham	164	163	113
TOTAL	799	785	601

Analysis of Potential Dwelling Yields in Residential 1 Zones

The analysis of Potential Dwelling Yields in Residential 1 Zones was prepared at the request of the Council following the June 2006 resolution. [The full Dwelling Yield Analysis for Residential Areas appears in [Appendix 11](#).] It is more detailed than the yield analysis undertaken prior to the January 2006 Council briefing, and includes a number of case studies designed to explore yield potential in different situations. The following is a summary of the results of that analysis, which form the subject of a separate report to Council.

The table on the following page details the main differences between the proposed built form controls for residential areas.

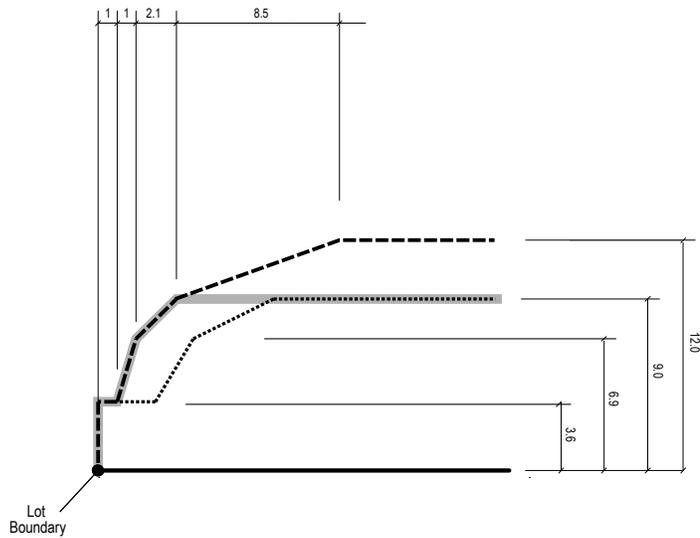
Comparison of proposed built form controls for residential areas

Document	Maximum Height	Setbacks	Site Coverage
Draft Structure Plans	<p>'C' areas – height of 7.5m at street frontage with an increase to 9m provided it is recessed 3m from the street frontage. Up to 12m on larger sites provided amenity impacts will be minimised.</p> <p>'D' areas – preferred height of 7.5m with increase to 9m if amenity impacts can be minimised.</p>	<p>Front</p> <p>'C' areas - 3 metres</p> <p>'D' areas – revert to ResCode.</p> <p>Side and rear</p> <p>'C' areas – 0m</p> <p>'D' areas – revert to ResCode</p>	<p>'C' and 'D' areas - ResCode (60% maximum building site coverage).</p>
Planisphere Jan 06 Revisions	<p>'C' areas – height of 7.5m at street frontage with an increase to 9m provided it is recessed 3m from the street frontage. Up to 12m on larger sites provided setback diagrams could be achieved.</p> <p>'D' areas – maintain current controls (Schedule to the R1Z)</p>	<p>Front</p> <p>'C' areas – 3m</p> <p>'D' areas – maintain current controls (Schedule to the R1Z)</p> <p>Side and rear</p> <p>'C' areas – in accordance with the setback diagram illustrated on the following page.</p> <p>'D' areas – maintain current controls (Schedule to the R1Z)</p>	<p>'C' areas - ResCode (60% maximum building site coverage).</p> <p>'D' areas – maintain current controls (Schedule to the R1Z – 50% maximum)</p>
Interim Controls	<p>'C1' areas - Discretionary 3 storeys (9m wall, 12m overall).</p> <p>'C' and 'D' areas - Discretionary 2 storeys (7.5m wall, 9m overall)</p>	<p>Front</p> <p>'C' and 'C1' areas – 3m.</p> <p>'D' areas – ResCode except where abutting a Heritage Overlay property, in which case Schedule to R1Z applies.</p> <p>Side and rear</p> <p>'C1' areas – Rear: 3m for third storey.</p> <p>'C' and 'D' areas – ResCode except where abutting Heritage Overlay in which case Schedule to the R1Z applies.</p>	<p>'C1,' 'C' and 'D' areas - Schedule to the R1Z (50% maximum building site coverage).</p>
Council Resolution	<p>'C' and 'D' areas - mandatory 2 storeys (7.5m)</p>	<p>Front</p> <p>'C' and 'D' areas - Schedule to the R1Z</p> <p>Side and Rear</p> <p>'C' and 'D' areas – Schedule to the R1Z</p>	<p>'C' and 'D' areas - Schedule to the R1Z (50% maximum building site coverage).</p>



Side and Rear Setback comparison

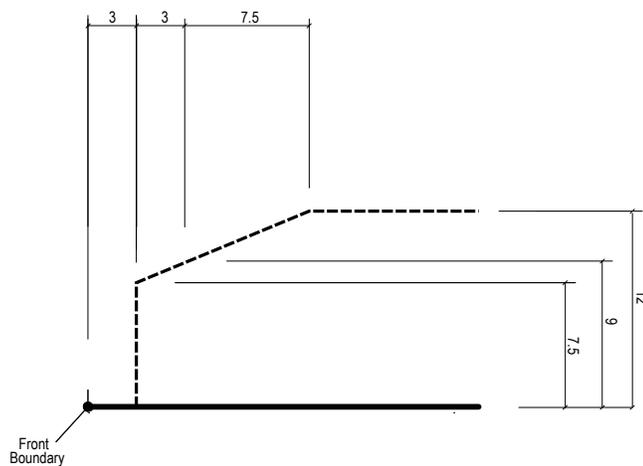
The table on the previous page highlights a number of differences between the side and rear setbacks provisions that have been proposed. The diagram below provides a comparison of the proposed side and rear setbacks:



- ResCode
- Schedule to Residential 1 Zone (existing Bayside Planning Scheme controls)
- Side and Rear setback diagram contained in the Planisphere Jan 06 Revisions

Front Setback diagram contained in the Planisphere Jan 06 Revisions

This front setback diagram applies to 'C' built form areas in the Planisphere Jan 06 Revisions



- Front setback for 'C' sites

Method

Two methods were used to provide estimates for dwelling capacities in each of the MACs. The first provided an estimate based on previous planning and building permits for medium density housing in the municipality (Step 1), to establish the dwelling yields for a range of lot sizes. The second estimate was based on a number of case studies undertaken by an architectural firm (Step 2), to test the yield differences between 2, 3, and 4 storey developments.

The method involved the following steps:

Step 1 – Determining historical development yields

Building and planning permit approvals were collected to establish the potential dwelling yield for each of the centres based on previous development densities. Approvals for medium density housing were analysed across the entire municipality to establish the average dwelling yields for various allotment sizes

Permit approvals were arranged into lot size ranges and the average dwelling yield for those lot sizes was calculated e.g. Lots between 500 & 700sqm yielded on average 2.1 dwellings, lots between 700 & 900sqm yielded on average 2.2 dwellings.

The historical development yields were also intended to be used to update a similar exercise which was undertaken by Ratio Consultants for the Bayside City Council in 2001. The Ratio yield figures were calculated on dwelling approvals prior to 2001 and were updated to reflect more recent development trends and planning policies.

Step 2 – Architect’s Case Study yields

The main purpose of the Case Studies was to determine the differences in terms of dwelling yields between the various built form proposals outlined in the *Comparison of proposed built form controls for residential areas* section of this report. This could not be achieved with an analysis of previous building and permit approvals because no information on building height and setbacks was provided.

David Moore Architects were engaged to test the potential yield of the lot size ranges determined in Step 1, by designing buildings for these lot sizes. For each of the lot sizes two and three storey buildings were designed. Four storey buildings were designed for the two largest allotment sizes.

In order to be able to provide a comparison between the Case Studies, a number of assumptions had to be made about the characteristics of the development and also the Case Study sites.

Step 3 – Development scenarios

The dwelling yields that were established from the Historical Development Analysis and the Case Studies were applied to each of the MACs. Properties that were constrained for development due to small lot size, heritage value etc. were excluded from the calculations.

Once every property within the MACs was assigned with potential dwelling yields, a number of development scenarios were applied to the centres to test the development yield of various built form options. Assumptions were also made about the rate at which development occurred.

Step 4 – Comparison of the built form controls

The potential yields from the development scenarios were compared to determine the dwelling yield benefits of the proposed built form controls.

Building and planning permit information for multi-unit, dual occupancy and apartment development across the municipality was collected. The permit data was used to establish average dwelling yields for a number of lot size ranges. The lot size ranges were selected by analysing the pattern of existing of existing allotment sizes in the municipality.

Indexing dwelling yields

Dwelling size has been factored into the calculation of the potential dwelling yield for each case study.

The reason for factoring in dwelling size is that it has to be considered to arrive at realistic yield figures. Simply demonstrating that three dwellings can be crammed onto a former single dwelling allotment does not necessarily translate to a realistic potential for that type of development to occur in the particular circumstances of the Bayside housing market. Dwelling sizes in Bayside are larger than the metropolitan average.

Furthermore, for most smaller multi-unit developments the height makes little or no difference to the number of dwellings able to be accommodated. This is because the separate dwellings are all located at ground level, rather than being stacked on top of each other. A third storey would usually add another floor to the same dwelling (i.e. make it larger in floor area) rather than adding an additional dwelling unit.

The development potential of any given site is therefore represented by a combination of dwelling numbers and dwelling floor area. Using historic yields to assess past development potentials, we can determine how likely it is for a site of a given size to be redeveloped into 2, 3 or more dwellings. A Case Study might show, for example, that 3 new dwellings can be accommodated on a site previously occupied by one dwelling, but with floor area less than the Bayside average. The lesson from this Case Study is not that 3 dwellings will always be built in the future; nor is it that 3 dwellings will *never* be built in the future. The realistic *average* development potential lies somewhere between these two possibilities. This has been calculated in the following way:

The total floor area for each Case Study (i.e. if there were three dwellings, the floor areas of all three would be totalled), was divided by the average historical floor area of medium density housing in Bayside. The historical floor area was determined by analysing previous floor area estimates for medium density housing, which were provided by Council's Valuation Department.

The result was a potential dwelling yield for each case study that could be indexed to historical dwelling sizes in Bayside.

Case Study requirements

The Case Study requirements have been selected to represent the built form controls proposed in the *Council Resolution* and those contained in the *Planisphere Jan 06 Revisions*. The controls contained in the *Draft Structure Plan* were not selected because of the concerns raised by the community about the amenity impacts of 3 and 4 storey development and the absence of side setbacks in 'C' areas. These concerns were addressed in the *Planisphere Jan 06 Revisions*.

It was also considered unnecessary to provide case studies that specifically modelled the provisions of the *Interim Controls*. The proposed heights were already covered in the Case Studies and it was unlikely that the subtle variations in setback would have a significant impact on dwelling yields.

Four storey developments were only modelled on sites larger than 2,000sqm. This was due to the proposed setback diagrams, which would require the fourth storey to be setback a substantial distance from front, side and rear boundaries, making the fourth level unfeasible on smaller sites.

Conclusions

Impact of 3 storeys

Applying 3 storey building heights to residential areas within each of the activity centres, produces varied results. Scenario 2 demonstrates that when a 3 storey height is applied only to the 'C' built form areas, the increase in the potential numbers of dwellings compared to 2 storey development (Scenario 1) is minimal – an increase of 38 dwellings (15%). This is mainly due to the relatively small number of 'C' sites in each of the Activity Centres.



Scenario 3 shows that when a 3 storey height is applied to both 'C' and 'D' built form areas, there is an increase of 102 dwellings (41%), which is considerable given the overall low numbers of potential dwellings. This Scenario was devised to illustrate the application of normal ResCode standards, which allow in theory for development of up to three storeys throughout residential zones. However, the reality is that only a certain proportion of development proposals for two or more dwellings on an average-sized single allotment will actually be approvable – let alone applied for – with a height exceeding two storeys. Indeed the Case Studies show that three storey developments were not achievable on the 500sqm and 700sqm allotments because of the site constraints. This would have impacted on the yield in Scenario 3, as a large proportion of allotments within the activity centres fall within this lot size range.

Impact of 4 storeys

Applying a four storey building height to large sites (i.e. 2000sqm or greater: see next paragraph) in the 'C' built form areas, has provided a modest increase in the total dwelling yield across the four centres. Scenario 4 shows the increase in the potential number of dwellings compared to a 3 storey height in 'C' areas (Scenario 2), is around 70 dwellings (25%). While the yield gain for each individual allotment can be as high as 100% when 4 storeys is allowed instead of three, the number of allotments of sufficient size to accommodate 4 storeys is so small that only a modest overall increase in yield would occur across a centre.

The Planisphere Jan 06 Revisions contained strict setback provisions for four storey height in 'C' areas. It was considered that sites with an area of less than 2,000sqm were not large enough to satisfy the proposed front, side and rear setback requirements and provide a useable fourth storey. Therefore a fourth storey was only applied to sites greater than 2,000sqm, of which there were only a small number in each centre.

The case studies for the 2,000sqm and 2,500sqm allotments demonstrated that the dwelling yield from a four storey development was substantially larger (100% increase) than the dwelling yield of a three storey development. This was primarily due of the apartment style developments that were modelled for the four storey case studies as opposed to the townhouse developments that were modelled for the 3 storey case studies. The apartment case studies provided higher dwelling densities and also basement car parking.

Development Feasibility

Council sought advice from Charter Keck Cramer, Strategic Property Consulting in 2006 which indicates the following:

As is the case throughout the metropolitan area, an ageing population, housing (un)affordability, and changing lifestyle preferences are creating significant levels of demand for smaller dwelling types. In recent years, this demand has been strongly expressed by the purchaser market for a range of 'alternative' dwelling types, such as townhouses and apartments, including numerous examples within the City of Bayside.

In any case, the context of the Bayside residential property market, including medium density housing products, is one that is expected to continue to be highly sought-after by a range of potential purchaser groups with demand for such housing remaining strong into the foreseeable future.

In understanding Melbourne's residential market it is pertinent to understand that apartments are still a relatively recent typology and represent a niche component of the residential housing market. While apartment formats have proven to be popular in the CBD, Docklands and inner suburban contexts such as Richmond, Fitzroy and Collingwood, the characteristics that define these examples, including the various lifestyle and locational opportunities on offer, do not typically exist in the Bayside MACs. The Bayside medium to high density residential market is generally characterised by affluent purchasers seeking particular housing typologies, in particular three bedroom townhouses in established residential areas. In terms of residential apartments, Bayside's comparative advantage is its waterside location,

hence this is where most pressure for apartment development has, and will continue to occur.

Clearly, purchaser preference is strongest for those properties located in close vicinity of the Bay. Conversely, there has been little demand expressed for apartment living within the MACs located 'inland'.

The application of the Heritage Overlay also undoubtedly poses as an additional constraint upon the ability to deliver multi-level apartment development in the MACs from both a development feasibility perspective and in terms of the planning application process. However, as evidenced by the sympathetic redevelopment of various heritage classified buildings in Melbourne, this is not to say that redevelopment may not be feasible in some instances.

Relative to the average Victorian dwelling size of 140.1 sq.m. (Australian Bureau of Statistics 2005), medium density dwellings currently being developed in Bayside are significantly larger areas such as Built Form Areas C and D, the predominant medium density housing form two-storey townhouse comprising two to three bedrooms with en-suite, (often including typically range from 150 sq.m. to 250 sq.m., with the average dwelling type being townhouse ranging from 200sq.m. to 225 sq.m.. (excluding garage and open space information is based upon the internal floor area of a number of recent townhouse developments by Charter Keck Cramer's Prestige Residential Valuation Group, as well as various databases. In summary, it is clear that the average dwelling size in Bayside represents a dwelling type significantly larger than the 140.1 sq.m. dwelling which represents the Victorian average.

In terms of the development feasibility within Residential Areas, a minimum development outcome consisting of two, two storey townhouses has been considered. This is based on the preferred maximum two storey height limit together with the minimum number of townhouses defined as 'medium density'.

In general, and based on recent evidence of numerous, completed townhouse projects within Bayside, the construction of two townhouses on a residential lot within the MAC Study Area has proven to be feasible. This is particularly so in Brighton and Sandringham, where there has, and continues to be strong demand for high quality townhouses. This is reflected in the current selling price which in recent years has risen considerably for this type of product and now ranges between \$750,000 and \$1.5 million for a townhouse dwelling. In light of the ongoing strong level of demand and based on existing townhouse projects throughout Bayside, it is evident that a project containing more than two townhouses would also generally represent a feasible development outcome.

Conclusion

There is further strategic work to be undertaken which will identify opportunities for housing growth in the Moorabbin Major Activity Centre, the Neighbourhood Activity Centres and dispersed locations across the municipality which will supplement that expected from the four Major Activity Centres. This would enable the neighbourhood character and low rise nature of Bayside to be protected whilst still allowing growth to satisfy the objectives of Clause 12 of the Bayside Planning Scheme.

The introduction of built form controls as outlined in the Structure Plans for the four Major Activity Centres will not have a substantial impact on the provision of housing in the City to meet the housing aspirations as set out in the draft Southern Regional Housing Statement.

Overall Conclusion

In summary:

- Based on the dwelling aspirations outlined in the Southern Regional Housing Statement, a rate of 218 dwellings per year from 2002-2030 would be required.
- On average 353 dwellings per year (net) have been added to the City of Bayside's dwelling stock since 1995.

- Household forecasts completed by forecast.id indicate that 3642 additional households are expected in Bayside between 2001- 2016.
- A research report, in response to the release of Melbourne 2030, prepared by Peter McNabb and Associates predicted a low growth scenario for Bayside of 6100 new dwellings between 2002 and 2030. This report identified constraints on development in Bayside.
- A 2006 update of sites as part of the Urban Development Program indicates a yield of approximately 900 dwellings on strategic redevelopment sites
- The Bayside Housing/Social Housing Strategy, Stage 1, Final Report identifies the estimated capacity figures for major activity centres (1694-2654 new dwellings) and neighbourhood activity centres (1097- 1994 dwellings) in Bayside.
- Major Activity Centre Structure Plan work completed to date indicates development rates of 661 new households (based on 3 & 2 storey height limits) for the four centres by 2030.
- It is expected that the figure of 2600 dwellings as outlined in the Southern Regional Housing Statement for Activity Centres and strategic redevelopment sites will be met through the introduction of built form controls as outlined in the Structure Plans.

Lower height limits and increased setback requirements of the kind envisaged for the four Bayside MACs can have a substantial effect on the dwelling yield of a particular individual site. Development feasibility of different built form options also needs to be carefully weighed.

However the net effect of the 'tighter' control regime resolved upon by the Council is of little or no significance when the overall picture is considered. This is mainly because the Draft Structure Plans focused locations for higher buildings in only limited areas, so the overall gain of dwelling numbers arising from more relaxed controls is not large. The few hundred dwellings that would be gained as a result of the relaxed controls, when spread across 25 years and four centres, has a negligible effect on the delivery of sufficient housing to meet the expectations of Clause 12 and the Southern Regional Housing Statement.

The implications of this conclusion for access and parking are now summarised.

Implications for Access

The traffic generation analysis, based on the likely development scenarios, demonstrates that in Sandringham the traffic volume increases on all of the key roads (at full development) are fairly modest and only equate to an extra vehicle in each direction typically every two or more minutes. These traffic volumes can be easily absorbed within the existing road network.

The actions recommended in the Structure Plan are designed to support the reduced reliance on private motorised trips envisaged under Melbourne 2030 and encourage modal shift through:

- Improvements to public transport services / infrastructure
- Improvements to pedestrian safety / access / environment (to support the existing 20% of walkers to the Centre and capitalise on the significant proportion of visitors – 31% – who expressed their next most preferred travel mode choice was walking)
- Improvements to bike safety / access through completion of the Bayside bicycle network and provision of improved "end-of-trip" and parking facilities
- Traffic calming, through introduction of a 40 kilometre per hour speed zone in Sandringham Village

Implications for Parking

The maximum parking occupancy over the entire Activity Centre catchment reaches around 65% at 2.00pm – this represents 533 of the 804 spaces being utilised. At the



same time the parking occupancy in the heart of the Activity Centre, Station Street, peaks at 77%. The occupancy in other streets close to Station Street, such as Bay Road, Waltham and Trentham Streets and the Beach Road carpark opposite Abbott Street averages around 49%. This indicates a distinct diminution in parking demand “away from the main street” with more generous parking availability evident.

The spare parking capacity in the entire catchment at peak time (2.00pm) is 281 spaces.

The application of the Planning Scheme rates to the forecast retail and commercial development generates a total parking demand of 98 spaces. The final estimated on-street parking demand is 52 spaces after allowance for provision of some on-site parking and to reflect the Victorian Government’s modal shift target. It is considered that this can be adequately accommodated without the need for a new car parking facility given Bay Road, Waltham and Trentham Streets and the Beach Road carpark opposite Abbott Street average around 49% occupancy at the busiest times.

Furthermore, the on-street demand of 52 spaces represents approximately 18.5% of the available spare capacity. The increased utilisation of on-street and other public parking (assuming demand for all 52 parking spaces is satisfied through use of existing spare capacity) would increase the peak occupancy (at 2.00pm) from 65% to 73%. This is still well below the 80% threshold which indicates serious difficulty in securing a parking space.

A Summary Table showing parking information related to the projected increase in development intensity in all four Bayside Major Activity Centres follows.

Summary table of parking information related to projected development intensity

	Bay Street Centre	Church Street Centre	Hampton Street Centre	Sandringham Village Centre
Parking catchment	903	1843	1903	804
Peak Parking occupancy over entire catchment	67% at 11.00am (602 spaces utilised)	67% at 2.00pm (1233 spaces utilised)	62% at 11.00am (1178 spaces utilised)	65% at 2.00pm (533 spaces utilised)
Peak Parking occupancy "main street"	74% Bay Street, St Andrews to Halifax	82% Church Street, St Andrews to Halifax	76% Hampton Street, South Road to Linacre Road	77% Station Street, Abbott to Bay
Peak Parking occupancy near "main street"	84% Asling Street, Allard to Bay Cochane, Rooding to Outer Crescent Williansby carpark Carpenter, Bay to Durrant	85% Male Street, Black to Well St Andrews, Black to Well Carpenter, Black to Well	53% Willis, Wave to railway Littlewood, Hampton to Hood Wills Carpark, east of Hampton	49% Bay Road, Beach Road to Fernhill Road Waltham, Station to Abbott Trentham, Bay to Abbott Abbott carpark on Beach Road
Spare parking capacity in the entire catchment at peak time	301	610	725	281
Existing Retail Floorspace (Occupied)	11,800 m ²	19,400 m ²	9,200 m ²	20,600 m ²
Forecast additional retail floorspace	2000m ² (17% increase)	3000m ² (15% increase)	2000m ² (22% increase)	1000m ² (5% increase)
Existing No. Commercial Businesses	55	32	38	65
Forecast additional commercial floorspace	2000m ²	3000m ²	1000m ²	500m ²
Forecast maximum additional dwellings	254	258	349	192
Forecast <i>Planning Scheme</i> parking demand	230	385	195	98
Car parking diagnosis	Main street is close to practical capacity. Surrounding streets are at similar levels. Limited ability to cater for increased parking demand. Explore off-street carpark options 80 to 120 spaces	Main street is close to practical capacity. Surrounding streets are at similar levels. Limited ability to cater for increased parking demand. Explore off-street carpark options 120 to 160 spaces	Main street is close to practical capacity. However, surrounding streets and carparks exhibit significant spare capacity. Forecast parking demand should be able to be accommodated with existing parking resources.	Main street is close to practical capacity. However, surrounding streets and carparks exhibit significant spare capacity. Forecast parking demand should be able to be accommodated with existing parking resources.



5. Implementation



5.1 Statutory Implementation

There are a number of recommendations for the statutory implementation of the Structure Plan. Most of the key objectives and actions from the Structure Plan will be included in the Local Planning Policy Framework (LPPF), either as a Local Planning Policy (LPP) or in the Municipal Strategic Statement (MSS). Other recommendations include the introduction of a Design and Development Overlay (DDO), for the Activity Centre.

Local Policy Planning Framework

There are two options for implementing the Structure Plan into the LPPF. The first option is to include components of the plan in a Local Planning Policy and replace the existing policy for the Sandringham Village Centre (Clause 22.04 Sandringham Urban Village Policy). This option is consistent with other Major Activity Centres in Bayside except Hampton Street, each of which has an LPP, and it is also consistent with the approach in recently exhibited Amendment C46, which proposed a LPP for the Highett Structure Plan.

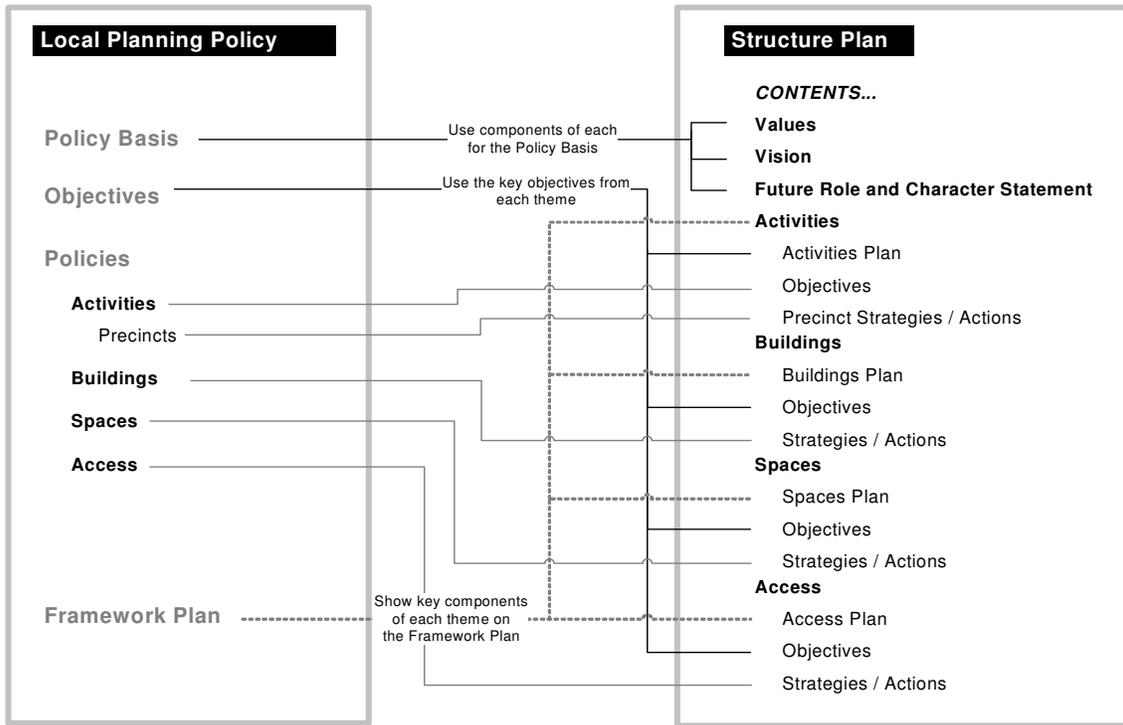
The other option is to include components of the Structure Plan in the MSS. This option has recently been favoured by DSE as a way to reduce the amount of LPP in Planning Schemes.

It is considered that the first option of preparing an LPP is most appropriate because it would provide consistency with the other Major Activity Centres in the Planning Scheme and accord with the directions of recently approved amendments.

There may be scope to include some high level policy from the structure plan in the MSS. This method was used for the Highett Structure Plan where policy was included in some sections of the MSS like the Housing section.

Local Planning Policy

The LPP would be the major Planning Scheme product for the implementation of the Structure Plan. The diagram below demonstrates how the Structure Plan could translate in the LPP. The structure used for the LPP is based on the other Structure Plans that are currently included in the Planning Scheme.



Policy Basis

The Policy Basis in the LPP would include components of the Future Role and Character Statement. It will set the scene for future planning in the centre and the objectives and policies that follow in the LPP.

Objectives

The Objectives section of the LPP would include the key objectives from each theme in the Structure Plan. The selected objectives will need to relate to the Policies that are chosen. The objectives will be combined under one heading to be consistent with the LPPs for other Major Activity Centres in Bayside.

Policies

The Policies will be taken from the Strategies contained in the Structure Plan, and will be arranged under the four themes – Activities, Buildings, Spaces, and Access. Only the key strategies from the plan will be included in this section. It will be necessary to filter out the strategies that will be contained in the other statutory implementation measures, such as the DDO and the proposed rezoning. Many of the non-statutory Strategies such as proposed works may also need to be edited out or summarised. The Strategies should not include any prescriptive controls.

The Strategies for the Activities section will also include sub headings and policies for each of the Activity Precincts in the Centre. The locations for these precincts will be included on the Framework Plan.

The Buildings section will not include the height and setback requirements as these will be located in the DDO or other appropriate statutory control tool.

Framework Plan

It is recommended that a Framework Plan be included to demonstrate location for the policy recommendations. The plan would show the key Strategies from each theme map.

The framework map would not show the building height controls as these would be included in the DDO or other appropriate statutory control tool.

Design and Development Overlay

Built Form Controls: 'A' and 'B' Areas

The built form controls for the areas designated 'A' and 'B' on the Buildings Maps should maintain the provisions contained in DDO6, but with the 'B' building heights (10.5m / 3 storeys) extended to cover the 'A' areas also. The height limits should be made mandatory. The rear setback provisions in DDO6 should be retained.

Objectives and Strategies relating to *Buildings* in the Structure Plan should probably be added to the DDO schedule, rather than included in Local Policy. The Council may wish to modify or add to the recommended Strategies for the 'B' area to accommodate any relevant policy recommendations arising from the current review of precincts within the Heritage Review 1999. [Hence the reason for retaining a distinction between 'A' and 'B' in the Structure Plans.]

Built Form Controls: Residential 1 Zone

The built form controls for the Residential 1 zoned areas within the activity centre boundary should have the following characteristics:

- *Height limit:* 2 storeys and not more than 7.5m wall height / 9m overall height (as in DDO6, but mandatory)
- *Slope Provision:* 8.5m wall height / 10m overall height on sloping sites (as in DDO6, but mandatory)
- *Setbacks:* retain the existing Bayside Residential 1 zone schedule setbacks

Other requirements in DDO6, such as site description / response and roof deck provisions, can also be included in the new amendment.

Therefore the Bayside Planning Scheme would need to be amended to make the provisions of DDO6 permanent and mandatory. There appears to be no need to amend the Residential 1 zone schedule.

Parking Precinct Plans

The Sandringham Parking Precinct Plan will be implemented by replacing the Schedule to the Clause 52.06-6 of the Bayside Planning Scheme and applying the car parking ratios outlined in the Parking Precinct Plan which are attached as [Appendix 3](#).

The changes to the Schedule in Clause 52.06-6 will be used in assessing applications for retail, commercial and restaurant uses.

This Parking Precinct Plan will become an Incorporated Document under Clause 81 of the Bayside Planning Scheme and shall be taken into account when retail, commercial and restaurant developments are proposed in the Sandringham Activity Centre.

In summary, the Parking Precinct Plan proposes changes to the car parking rates in the Bayside Planning Scheme for retail and commercial land-uses in the Sandringham Village Precinct as follows:

Land Use	Planning Scheme Rate	Recommended Rate
Supermarket	8 / 100m ²	no change
Retail/Other Shopping	8 / 100m ²	3 / 100m ²
Restaurant/Café	0.6 spaces/seat	0.2 spaces/seat
Commercial	3.5 / 100m ²	The greater of 2 spaces or 3.5/100 m ²
Tavern/Leisure/Social/Pleasure/Cinema	30 / 100m ²	no change



There are no changes proposed to the Planning Scheme rates for other land uses not specified in the above table, including residential developments.

Where it is impractical to provide parking spaces on the development land in accordance with the rates specified, (or on another suitable site within the Activity Centre), a payment shall be made in-lieu of the parking. This payment will be used to fund facilities to promote alternative travel and transport modes, including pedestrians, cyclists and public transport initiatives. The shortfall in parking spaces will be charged at a rate of \$20,000 per space to fund the alternative travel mode initiatives in the precinct.

Initiatives to be funded from developer cash-in-lieu contributions for parking shortfall include the following:

- Provision of an improved transport interchange at Sandringham Station
- Improved bus stop facilities through the centre.
- Provision of improved “end-of-trip” cycling facilities.
- Provision of improved pedestrian facilities.

The current mix and distribution of on and off-street parking restrictions is generally providing adequate parking opportunities through the Activity Centre. Nonetheless an increase in the supply of very short-term parking spaces should be considered in the heart of the centre, particularly close to the station. The current ¼ hour limit spaces are generally well occupied with motorists over-staying the permitted time limit. Additional supply of ½ hour limit spaces may therefore be of benefit.

Planning Scheme Amendment

A Planning Scheme Amendment is required to implement the statutory recommendations above. This could proceed immediately and the main resource implications are officer time.



5.2 Implementation Table

The table on the following page lists each of the Actions from the Structure Plan with the relevant department at Council and other agencies that would be responsible for the implementation and a desired timeframe. These table headings are explained below:

Actions

Includes the Actions contained under each theme in the Structure Plan.

Council Primary Implementation Responsibility

Lists the department at Council which will be primarily responsible for the implementation of the proposed Action.

Other Responsibilities and Stakeholders

Includes any other agencies that may be involved in the implementation or have a key interest in the implementation.

Priority

High

Recommends a short timeframe for the implementation of the action of 1 to 3 years.

Medium

Recommends a medium timeframe for the implementation of the action of 3 to 5 years.

Low

Recommends a long timeframe for the implementation of the action of 5 to 10 years.

Cost

Indicates the cost range as either:

Low

Estimates a cost for the implementation of the action of under \$50,000.

Medium

Estimates a cost for the implementation of the action of between \$50,000 and \$250,000.

High

Estimates a cost for the implementation of the action of over \$250,000.

Funding Program

As a further action Council should develop a plan for funding over ten years for each action contained in all of the Structure Plans. This will enable the 'High', 'Medium' and 'Low' priorities in each Centre to be further prioritised so that proper budgeting can occur.

Strategies/Actions	Council Primary Implementation Responsibility	Other Responsible Agencies and Stakeholders	Priority	Cost
Activities				
Prepare and implement an amendment to the Bayside Planning Scheme to introduce the Objectives and the applicable Strategies into a new schedule to the Design and Development Overlay and into the Local Planning Policy Framework.	Urban Strategy	DSE; Planisphere	High	Low
Buildings				
Update the relevant precincts in Major Activity Centres within the Heritage Review 1999 by Allom Lovell & Associates, with a view to preparing an amendment to the Bayside Planning Scheme to introduce a new schedule to the Heritage Overlay over areas of identified significance.	Urban Strategy	Heritage Consultant; DSE	High	Low
Prepare and implement an amendment to the Bayside Planning Scheme to introduce the Objectives and the applicable Strategies into a new schedule to the Design and Development Overlay and into the Local Planning Policy Framework.	Urban Strategy	DSE	High	Low
Spaces				
Prepare and implement an amendment to the Bayside Planning Scheme to introduce the Objectives and the applicable Strategies into the Local Planning Policy Framework.	Urban Strategy	DSE	High	Low
Undertake a streetscape upgrade for Melrose Street following a detailed streetscape plan or masterplan for the area. The upgrade should incorporate regular street tree planting with low maintenance paving and street furniture, and if appropriate, public art. Similar streetscaping should eventually be carried out in the remaining retail areas of Sandringham Village to provide a consistent look to the Centre.	Technical Services	Urban Strategy	High	High
Undertake a streetscape upgrade for Beach Road between Crescent and Sims Street following a detailed streetscape plan or masterplan for the area. Similar streetscaping should eventually be carried out in the remaining retail areas of Sandringham Village to provide a consistent look to the Centre.	Infrastructure Services	Urban Strategy	Medium	High
Negotiate for high quality buildings along Beach Road that address the foreshore reserve with windows and activity at street	Planning and Building Department		Medium	Low

Strategies/Actions	Council Primary Implementation Responsibility	Other Responsible Agencies and Stakeholders	Priority	Cost
level when relevant development applications are submitted.				
Investigate options for providing higher pedestrian priority at existing signalised crossings along Beach Road (See Access Section for more detail).	Infrastructure Services	VicRoads	High	Low
Include and implement the following proposed works in the Council's works program, prioritised to concentrate benefits and positive impacts: <ul style="list-style-type: none"> – Improve the small landscaped areas of open space around the railway station to provide an attractive pedestrian link. 	Infrastructure Services		High	Low
Develop a signage guideline to manage existing signage in the Centre and promote special features of the Centre.	Infrastructure Services	Urban Strategy	Medium	Low
Develop an appropriate strategy to actively undertake the undergrounding of powerlines in Sandringham Village in Bay Road between Beach Road and Trentham Street, Waltham Street, Melrose Street, Beach Road, and the remaining areas in Station Street between Bay Road and Abbott Street where powerlines have not been undergrounded.	Infrastructure Services	Urban Strategy	Medium	Low
Implement the undergrounding of power in Melrose Street in accordance with the appropriate strategy.	Infrastructure Services	Urban Strategy	Medium	High
Require provision of weather protection and active frontages for properties with active frontages in the main streets of the Centre.	Planning and Building Department	Urban Strategy	Medium	Low
Review opportunities for acquiring additional public open space.	Properties; Urban Strategy		Medium	Low
Access				
Prepare and implement an amendment to the Bayside Planning Scheme to introduce the Objectives and the applicable Strategies into the Local Planning Policy Framework.	Urban Strategy		High	Low
Prepare and implement an amendment to the Bayside Planning Scheme to introduce the Sandringham Village Parking Precinct Plan into the Particular Provisions section of the Planning Scheme.	Urban Strategy	Infrastructure Services	High	Low

Strategies/Actions	Council Primary Implementation Responsibility	Other Responsible Agencies and Stakeholders	Priority	Cost
Work with VicRoads to introduce a reduced speed limit within the retail and commercial areas of the Sandringham Village. This should include Bay Road, Station Street, Abbott Street and possibly Beach Road.	Infrastructure Services	VicRoads	Medium	Low
Consider other ways to reduce vehicle speeds through the Centre other than the introduction of reduced speed limits.	Infrastructure Services		Medium	Low
Lobby VicTrack and VicRoads to redesign the rail bridge over Bay Road near the Nepean Highway to provide sufficient clearance for trucks, thereby eliminating the need for them to use the section of Bay Road within the Activity Centre as a through route.	Infrastructure Services	Urban Strategy	Low	Low
Investigate the options for implementing the proposed laneway widening and laneway connections as shown on the Access Plan.	Properties Department; Infrastructure Services		Medium	Medium
Develop a laneway maintenance strategy for safety, sanitation etc. The strategy should consider: <ul style="list-style-type: none"> – Repaving to ensure even surfaces (asphalt typical) – Lighting 	Properties Department; Infrastructure Services	Urban Strategy	Medium	Low
Review and implement the on-street car parking recommendations contained in the Parking Precinct Plan, including: <ul style="list-style-type: none"> – Consultation with Traders and other relevant groups. – Considering the increase of very short-term parking (1/4 hour limit) in the heart of the Centre, particularly close to the station. – Providing disabled parking for the Sandringham Village retail area in the intersecting side streets, which provide a safer environment. Where possible, the first parking space, after turning off the retail strip, should be reserved for disabled parking, in accordance with Australian Standards. 	Infrastructure Services	Urban Strategy	High	Low
Improve view lines to, and lighting in off-street car parks and on pedestrian linkages between the car parks and the retail areas.	Infrastructure Services	Urban Strategy; Property Department	Low	Medium
Lobby VicTrack and the Department of Infrastructure for the duplication of the train platform at Sandringham station to improve the frequency and reliability of the train services.	Infrastructure Services	VicTrack; DOI	Medium	Low
Work with public transport operators to	Infrastructure	VicTrack; Public	Medium	Low

Strategies/Actions	Council Primary Implementation Responsibility	Other Responsible Agencies and Stakeholders	Priority	Cost
encourage the provision of signage within the train station, to identify the location of interchange facilities outside the station, including bus stops, taxi ranks, cycle parking, pedestrian links, and key features and facilities within the Centre.	Services	Transport Operators		
Work with VicTrack and the Department of Infrastructure to investigate options for the redevelopment the Station car park in Harston Street and the adjacent bus depot for housing with the public car parking lost to development provided underneath future housing. New buildings could look onto the existing platforms to increase the perception of safety.	Infrastructure Services	VicTrack	Medium	Low
Negotiate with railway operators to achieve improvements to pedestrian and bicycle access and safety within and around the Sandringham Railway Station, in particular: <ul style="list-style-type: none"> – Improved lighting at the station, along pathways to the station and in car parks. – Installing bicycle lockers to supplement the existing semi-secure bicycle parking facilities. 	Infrastructure Services	Urban Strategy; Public Transport Operators; VicTrack	Medium	Low
Investigate improved linkages to the foreshore including providing additional pedestrian priority at the existing signalised crossings across Beach Road at Bay Road and Melrose Street, particularly during periods of high demand in summer and on weekends.	Infrastructure Services	Urban Strategy	Medium	Low
Consider the provision of a pedestrian link between Sandringham Road and the railway station, and Bay Road and the railway station. This could be provided through the redevelopment of the bus depot and station car park and should consider the possible future duplication of the rail platforms.	Infrastructure Services	Urban Strategy	Medium	Low
Negotiate the provision of a new mid-block pedestrian link between Sims Street and Bay Road with redevelopment of one or more suitable properties.	Infrastructure Services	Urban Strategy; Property Department	Medium	Low
Develop a clear strategy for the placement of permanent and temporary street furniture on footpaths (including signage, seating, shop displays, outdoor cafes) designed to maintain unobstructed travel paths for pedestrians.	Infrastructure Services	Urban Strategy	Medium	Low
Develop a formal footpath maintenance strategy.	Infrastructure Services	Urban Strategy	Low	Low
Complete the installation of on-road cycle lanes and off-road cycle paths in the	Infrastructure Services	Bicycle Victoria	Low	Low



Strategies/Actions	Council Primary Implementation Responsibility	Other Responsible Agencies and Stakeholders	Priority	Cost
Sandringham Village Centre in accordance with the Bayside Bicycle Strategy.				
Develop implementation options for the installation of bicycle facilities in all new developments and in Council buildings, community facilities and Council-controlled car parks.	Infrastructure Services Infrastructure Services	Urban Strategy	Low	Low
Prepare a mobility strategy for the area that considers the above strategies.	Infrastructure Services	Community Services; Urban Strategy	Low	Low
Review the Parking Precinct Plan in 5 years to ensure its continued relevance.	Urban Strategy	Traffic Consultant	Low	Low/ medium

5.3 Monitoring and Review

It is important that the Council establishes and maintains a monitoring and review program for the Structure Plan. One obvious starting point is to monitor implementation of the actions shown in the Implementation Table on the previous pages. We suggest that this be undertaken annually, as a preparatory input to the Council's budget preparation cycle. A formal review of the status and content of each action could be undertaken every three years. This review should also consider performance of the planning scheme policies (once they are in place), and any recommendations for change would best be considered at the same time as the Council is undertaking its three-yearly MSS review. Public consultation may be needed if the changes being considered have significant community or property impacts.

Monitoring and review also needs to consider the effectiveness of the Structure Plan in achieving Melbourne 2030 goals. Implementation Plan 4 Activity Centres includes an action by the State government to 'develop program for ongoing monitoring and review of activity centres'. It further states that this program may include:

- Regular assessment of the performance of each centre in the network against the integrated performance criteria
- Regular assessment of the performance of the whole network, including the PPTN
- Successful control of out-of-centre development
- The performance of the Transit Cities

Council should keep a watching brief on the emergence of this program, and any implications it may have for its own monitoring program.

The 'future strategic development objectives' for Major Activity Centres provide a more specific framework, of which the following are relevant:

- Encourage more mixed-use development in appropriately located sites
- Continue broadening the range of uses
- Encourage a wider range of arts, cultural and entertainment facilities
- Location for higher density housing
- Upgrade public transport services
- Reinforce the network of centres by connection into the PPTN

We suggest that there are three simple performance criteria that Council could adopt as a monitoring framework for assessing the effectiveness of the Structure Plan:

- Number and variety of additional residential units (or bedrooms) developed in accordance with Structure Plan policies
- Quantity and variety of non-residential uses (by use category and floorspace) added to the centre's use mix in locations that accord with Structure Plan policies
- Quantity and variety of uses in locations that do not accord with Structure Plan policies

A process should be established for collecting information on development approvals on an ongoing basis, with annual reporting (perhaps feeding into the Council's Annual Report), and a formal review of the effectiveness of the Structure Plan's policies and their implementation every three years. This could occur as part of the three year MSS-linked review referred to above.

Monitoring and Review of the Parking Precinct Plan

The Sandringham Parking Precinct Plan responds to the current and future anticipated car parking demand associated with the various land-uses in the Sandringham Activity Centre. The amount of new parking to be provided is based on gradual development up to 2030. Accordingly, the full amount of parking may not be required until then. It is anticipated that as a result of changes in land uses, such as



increased residential development within the Activity Centre, that car parking characteristics and travel patterns may also alter in the future. In view of these circumstances, it is recommended that the Sandringham Parking Precinct Plan be reviewed in 5 years to ensure its continued relevance.



Sandringham Centre | Background Report



Appendix 1 - Essential Economics Report



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Sandringham Centre | Background Report



Appendix 2 - Background Transport, Traffic and Parking Analysis



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Sandringham Centre | Background Report



Appendix 3 – Parking Precinct Plan



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Sandringham Centre | Background Report



Appendix 4 – Community Bulletin 1



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Sandringham Centre | Background Report



Appendix 5 - Community Bulletin 2



PLANNING OUR FUTURE |

Sandringham Centre | Background Report



Appendix 6 - Emerging Ideas Display



PLANNING OUR FUTURE |

Sandringham Centre | Background Report



Appendix 7 - Draft Structure Plan



PLANNING OUR FUTURE |

Sandringham Centre | Background Report



Appendix 8 - Community Bulletin 3



PLANNING OUR FUTURE |

Sandringham Centre | Background Report

**Appendix 9 - Draft Plans Community Feedback Summary Table 1: By Respondent**



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Sandringham Centre | Background Report

**Appendix 10 - Draft Plans Community Feedback Summary Table 1: By Issue**



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Sandringham Centre | Background Report



Appendix 11 - Dwelling Yield Analysis for Residential Areas



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Sandringham Centre | Background Report