



Church Street Centre Structure Plan Review

August 2016

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Executive Summary

The Church Street Centre Structure Plan ('the Structure Plan') was adopted in 2006, and given effect into the Bayside Planning Scheme in 2013 through Amendment C102. This report presents the findings of a review of the Structure Plan that has been informed by an understanding of:

- Demographic change since the preparation of the Structure Plan;
- Current housing and economic composition of the centre;
- Planning Panels and Victorian Civil and Administrative Tribunal (VCAT) findings;
- State and local policy changes since the implementation of the Hampton St Structure Plan into the Bayside Planning Scheme;
- Development trends; and
- Functionality of the existing planning controls from a Statutory Planning perspective.

Since 2006, significant progress has been made to complete the actions identified within the Structure Plan, with over 85% of the actions either completed or underway. Key actions completed include:

- preparation and implementation of an amendment to the Bayside Planning Scheme to introduce the objectives and applicable strategies into the Local Planning Policy and into a new schedule to the Design and Development Overlay
- completion of a streetscape upgrade for Church Street.

Through the review process, Council can now consider the relevance of the remaining actions based on the outcomes of the review and potentially consider new approaches to achieve the Structure Plan vision.

State policy changes have had minimal impact on the directions of the Structure Plan. However, the introduction of reformed zones have had tangible impacts on achieving the land uses described in the Structure Plan. On the one hand, the reformed commercial zone makes it harder to achieve the land uses specified for the commercial precincts as more uses are allowed as of right. On the other hand, the reformed residential zones better facilitates the desired housing development by providing clear guidance on the type and density of development expected.

Local strategies and plans developed by Council since 2006 have also been considered in this review. The *Bayside Housing Strategy* 2012 is of particular importance as it provides a framework for residential development that provides direction on the location and type of residential development required to meet the changing needs of the Bayside community.

Economically, the centre is performing extremely well with the economic analysis identifying Church Street as one of the most successful examples of a suburban activity centre in Metropolitan Melbourne. Opportunities to further boost its economic potential include encouraging the development of a health cluster linked to the Cabrini Hospital, supporting residential development and shop-top offices, and continuing to improve the streetscape and amenity. Church Street, as with Bayside as a whole, is forecast to experience an ageing of the population, which will increase the demand for health services.

In terms of building developments, the Design and Development Overlay was found to be effective in moderating building heights. Refinements including



reviewing permit exemptions, strengthening guidelines for discretionary decision making, and reviewing controls to remove duplication have been identified to improve ease of use and better guide discretionary decision making.

The policy around neighbourhood and village character was found to be less effective in moderating development, particularly in terms of building design and scale. To improve this, preferred future character statements for the residential areas of the centre have been drafted to balance the intent of the General Residential Zone which seeks to achieve higher densities of up to 11 metres while maintaining the valued character elements of the area.

A car parking background report has been prepared to inform current and future car parking needs. The Structure Plan actions relating to the preparation of a car parking plan, achieving the widening of laneways and understanding of community infrastructure needs will require further strategic work to investigate the feasibility of proposed measures to respond to future car parking needs identified..

The review concludes with a list of key recommendations and actions that respond to the identified issues and opportunities. Where possible, direct actions are described. In other cases, further strategic work is proposed.

Introduction - Background

Context and rationale

Council resolved to review the Structure Plan for the Church Street Centre at its Ordinary Meeting of 27 November 2012. The report to Council made particular reference to revisiting the Structure Plans in light of the recommendations made by the Planning Panel and Expert Witness statements from Amendments C100-103, to align the Structure Plans with the latest State Government policies and to accommodate any variations in the local context that may have occurred in the interim. Council's decision is reinforced by State Government guidance in Planning Practice Note 58: Structure Planning for Activity Centres, which states that it is essential to review products generated by the planning process to ensure that they remain current and relevant.

Ten years have passed since the Structure Plan was adopted with a considerable amount of development, land use and demographic change having occurred in the centre. Council has progressed many actions listed in the Structure Plan however some key actions have commenced but are yet to be completed. There have been changes in the State and local planning policy context, including zoning reforms, and a range of relevant Council strategies, policies and reviews that sit outside the planning system have been prepared and adopted. A number of Planning Panel reports and Victorian Civil and Administrative Tribunal (VCAT) decisions have commented on the strategic planning for Church Street and as such, opportunity exists to review the effectiveness of the Structure Plan having regard to these matters.

Current planning controls

There are a range of planning controls affecting the Church Street Activity Centre which each contribute to achieving the Structure Plan vision for the centre.

The Commercial 1 Zone, General Residential Zone and Mixed Use Zone are the primary zones affecting the centre, accompanied by the Design and Development Overlay Schedule 11.

These controls provide guidance for future development in relation to building setbacks, height, application requirements and decision guidelines specific to the activity centre.

The effectiveness of the zones to date is discussed in the background material (refer to the Literature and Policy Implementation Review) and in the Planning Framework Review section of this report.

A full list of zones and overlays is included at Appendix 1.

Scope of review

This review was structured into the following elements:

- An audit of the status of the actions from the Structure Plan (refer Appendix 2);
- A Literature and Policy Implementation review, which reviewed Panel reports, VCAT decisions, Council strategies, plans and State policy, and identified areas of potential conflict or issues which may require updating or clarifying (refer Appendices 3 and 4);
- A demographic and housing analysis, which considered updated population characteristics, projections and housing and development characteristics;
- An economic analysis and forecasting study, which provided an understanding of current and future floor space requirements and expected commercial growth (refer Appendices 5 and 6); and
- A Neighbourhood Character review, which focussed on character issues in the residential areas.

These are included as appendices to this report.

This review is limited to updating content in line with policy, new data and expert evidence and Planning Panel recommendations. It is not intended to re-write or change the approach to the planning for the activity centre. As the Structure Plan was only implemented into the Planning Scheme in May 2013, any review of how effective the plan has been in guiding development outcomes is limited by the short time frame that the controls have been in place.

Audit of the status of the actions from the Structure Plan

The audit has identified a number of key achievements since 2006 with substantial progress achieved by Council in undertaking the actions listed in the Structure Plan. From the 31 actions contained in the Structure Plan, 16 are complete, 11 are underway/ongoing, and 4 have yet to commence.

Of the 16 completed actions, it is important to highlight the implementation of Amendment C102 to the Planning Scheme in 2013. The amendment implements the planning tools to assess and guide land use and development in the area by introducing the objectives and the applicable strategies from the Structure Plan into the Local Planning Policy Framework. A new schedule to the Design and Development Overlay was also included to identify specific design and built form requirements for new development in the area.

A number of capital works projects have been undertaken which have resulted in updates to the streetscape to facilitate a more inviting and safe pedestrian environment and improved bicycle facilities. Some of the actions are ongoing, particularly those related to decision making in the development application process including the provision of weather protection and active street frontages.

There are a number of actions yet to be commenced, most notably the preparation of a car parking plan, laneway investigations and community infrastructure planning. Whilst some of the background work to inform the car parking plan has been completed, further work needs to be undertaken to understand the feasibility of some of the proposed actions for investigation to address future carparking needs.

Planning Framework Review

State Policy – key changes

Despite changes to State planning policy since the Church Street Centre Structure Plan was developed in 2006, the broad direction for activity centres remains the same, in that activity centres are considered to be a major focus for change in metropolitan Melbourne. State planning policy directs the further expansion of services into activity centres, and recognises that activity centres are ideally placed to provide for housing growth.

Plan Melbourne removes Major Activity Centre designation

The State Government released a new Metropolitan Planning Strategy, Plan Melbourne, in 2014 which removed the distinction between Principal Activity Centres (PAC) and Major Activity Centres (MAC), resulting in the Church Street Centre changing from a MAC to a more general 'Activity Centre'.

The *Bayside Housing Strategy 2012* maintains a distinction between the centres by directing a greater share of housing growth to Southland (previously a PAC), while the MACs play a secondary role in accommodating growth. The planning practice note for activity centres (PN58) also advocates for planning within the context of a broader understanding of activity centres, including their role and function in a hierarchy. In addition, the *Retail, Commercial and Employment Strategy 2016* identifies a need to provide updated clarity around the structure and hierarchy of centres across Bayside. The *Retail, Commercial and Employment Strategy 2016* confirms that Church Street is classified as a Large Neighbourhood Activity Centre, having regard to its economic role and function.

Recommendation:

- *Ensure the Bayside Planning Scheme reflects Church Street's economic role as a Large Neighbourhood Activity Centre.*

Zone reforms

Since the Structure Plan was developed there have been reforms to the commercial and residential zones in Victoria. The new commercial zones came into effect in 2013, with the new residential zones implemented through C106 in 2014.

Reformed zones create mixed use commercial centres and make it harder to guide uses to specific precincts

The new Commercial 1 Zone allows a wider range of uses in commercial areas without the need for a planning permit. This makes it more difficult for Council to guide preferred land use outcomes on a precinct basis, such as for office or retail. The *Economic Development Strategy 2014* identified that Bayside's activity centres have moved towards more office and service focused sectors rather than being predominantly retail. Given that the *Retail, Commercial and Employment Strategy 2016* acknowledges Church Street's role as a centre for population serving commercial uses which supported by increased residential growth, and having regard to the role and size of the centre, it is considered that the Commercial 1 Zone is the appropriate planning control for the activity centre.

Recommendation:

- *Retain the Commercial 1 Zone for the commercial areas of Church Street.*

There is a need to balance housing with commercial growth

A challenge for Church Street is to provide an appropriate balance between the housing growth envisioned by the *Bayside Housing Strategy* 2012 and accommodating retail and commercial growth to preserve the centre's viability. The Housing Strategy recognises the importance of ensuring that increased residential development in activity centres does not occur at the expense of the commercial activities, and notes expansion may be required for commercial facilities and additional services in order to meet the future needs of the community.

There is a risk that residential developments can 'price out' employment uses, as residential developments can attract a significantly higher sales price per square than commercial floorspace. Therefore dwelling growth influences the relative profitability of commercial and retail developments when competing in the same market (i.e. many commercial and mixed use zoning controls allow both types of development).

Furthermore, an issue for Church Street is the ability to accommodate incremental growth in commercial floorspace as, given the centre's prevailing low vacancy rate, new retailers have a higher willingness to pay for ground level shopfronts. The economic analysis identified it may be more economically desirable to develop commercial and other employment rich uses above shopfronts so that finite ground level floorspace can continue to be dedicated to core retail activities. Therefore, it recommends encouraging more opportunities for offices above the ground floor.

Recommendation:

- *Strengthen policy to ensure new development provides an increase in commercial floorspace to support the economic role of the centre.*
- *Monitor development outcomes to ensure increased commercial floorspace is being provided by new mixed use development*
- *Encourage opportunities for offices above the ground floor.*

Advice recommends considering additional areas for higher density housing

The Literature and Policy Implementation Review (Appendix 3) identified merit in reviewing the application of the General Residential Zone in Bayside activity centres. The Standing Advisory Committee that reviewed draft Amendment C125 recommended applying the Residential Growth Zone in activity centres across the municipality to create opportunities for housing diversity and growth, and for Council to consider the use of this zone when reviewing dated Structure Plans. The *Bayside Housing Strategy* 2012 identified the need to review the Structure Plans for the Housing Growth Areas (including Church Street) and consider whether the 'Key Focus Residential Growth Areas'¹ should be extended to include developments adjacent to this area and located with the 'Moderate Residential Growth Area'.

The Literature and Policy Implementation Review (Appendix 3) identified the potential to apply the Residential Growth Zone instead of the Commercial 1 Zone for business precincts outside of the core retail areas, as the zone provides for commercial uses. However, this would need an economic assessment to ensure adequate floorspace for relevant commercial uses.

Having regard to the *Bayside Housing Strategy* 2012 objectives relating to the 'moderate residential growth areas' in the Church Street Activity Centre, the vision seeks to retain the existing character whilst encouraging infill development. In order to encourage commercial uses to locate within the commercial core of the centre and avoid commercial uses spilling into residential precincts, consolidation of the centre rather than expansion is the preferred outcome supported by the *Retail, Commercial and Employment Strategy* 2016.

In considering the controls in place over the Church Street Activity Centre and the purpose and application of the General Residential Zone, Residential Growth Zone and Commercial 1 Zone, it is recommended that the General Residential Zone be retained for the residential precincts within the Centre, consistent with the use of this zone outlined

¹ Definition: Key Focus Residential Growth Areas are where the majority of medium and high density residential development will be located. These areas should provide a diverse range of housing types to meet the needs of the existing and future Bayside community. Further, these areas will have a high level of access to public transport along with commercial and community services. Where located within a commercial precinct, residential development is to be located above commercial and office premises to ensure active street frontages are achieved.

within PN58: Applying the Residential Zones. It is recommended that the Commercial 1 Zone be retained for the commercial precincts.

Recommendation

- *Continue to apply the General Residential Zone in the residential areas of the Church Street Activity Centre to provide for the housing outcomes anticipated in the Bayside Housing Strategy 2012.*

Local Planning Framework – key changes

Since the Structure Plan was prepared, Council has undertaken a significant amount of strategic work relevant to Church Street. These include:

- Bayside Community Plan 2020 (2011)
- Bayside Housing Strategy 2012
- Bayside Open Space Strategy 2012
- Integrated Transport Strategy 2013
- Active by the Bay Recreation Strategy 2013-2022 (2013)
- Wellbeing for All Ages and Abilities Strategy 2013-2017 (2013)
- Bayside Tourism Strategy 2013
- Bayside Bicycle Strategy 2013
- Property Strategy 2014-2018 (2014)
- Economic Development Strategy 2014
- Place Design Manual (ongoing)
- Bayside Walking Strategy 2015
- Retail, Commercial and Employment Strategy 2016.

In addition, Council is currently working on a number of additional strategies and plans that have relevance to the Church Street Structure Plan, including a Signage and Wayfinding Strategy.

Overall, these strategies support the existing Structure Plan vision and build upon the objectives at Clause 21.11-3. Several of these strategies have been included in the Bayside Planning Scheme through various amendments.

The Bayside Housing Strategy directs development to Housing Growth Areas

In 2014, Amendment C134 introduced the *Bayside Housing Strategy 2012* as a reference document to the Planning Scheme and inserted the 'Residential Framework Plan' (Figure 1) into Clause 21.02 to provide a spatial representation of the Housing Strategy.

The Housing Strategy provides direction about where residential development will be focused and the type of development required in order to meet the changing needs of the Bayside community, while addressing a wide range of challenges.

Within the Housing Growth Areas outlined in the Housing Strategy, activity centres are designated into 'Key Focus Residential Growth Areas' and 'Moderate Residential Growth Areas':

- Key Focus Residential Growth Areas are to accommodate the majority of medium and higher density residential development. They provide a diverse range of housing types, and have a high level of access to public transport and services.

In the Church Street Centre, this is located in the commercial precinct so residential development is to be located above commercial premises in order to retain active street frontages.

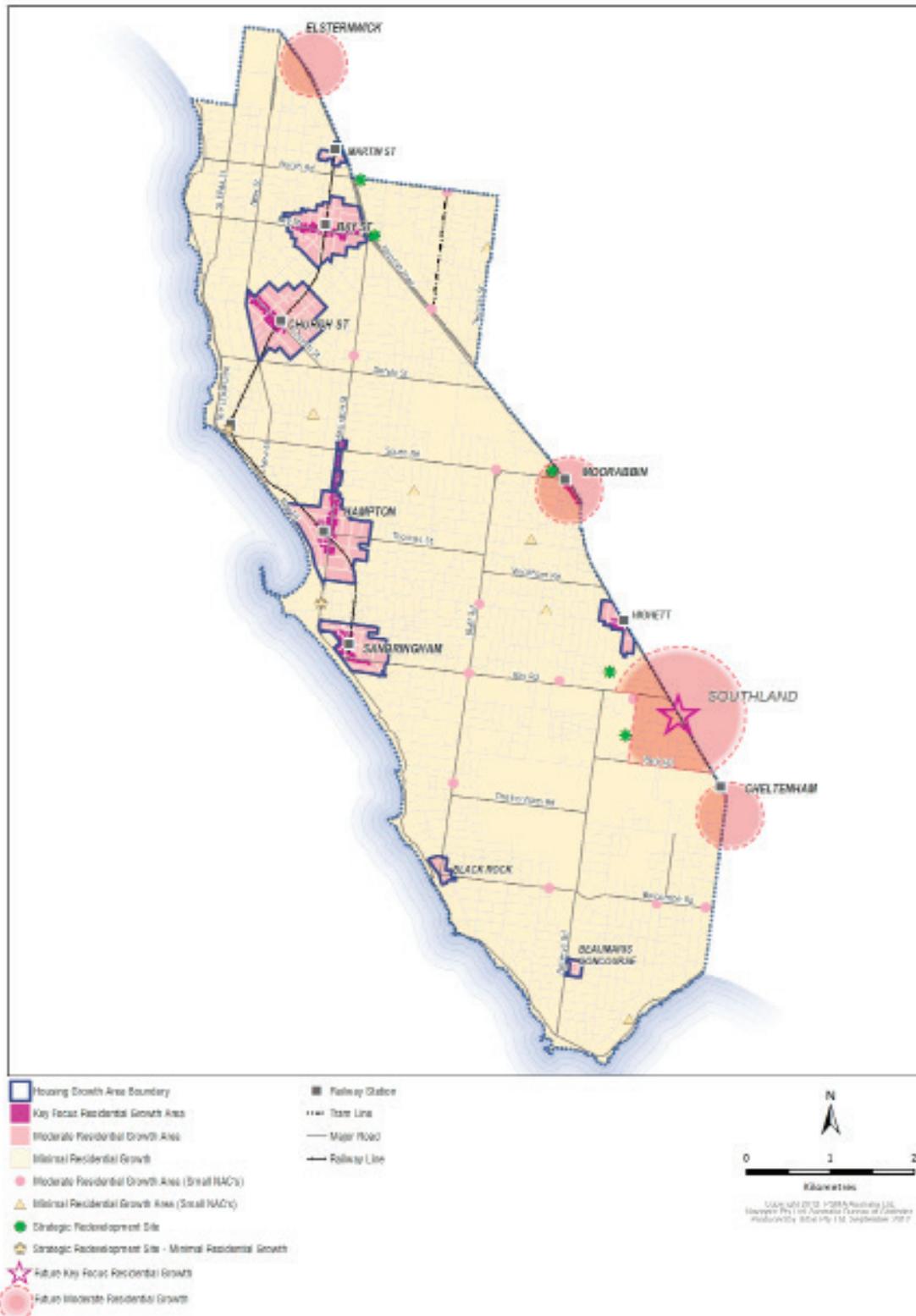
- Moderate Residential Growth Areas are for medium density development and will provide an appropriate transition to both adjoining Key Focus Residential Growth Areas and Minimal Residential Growth Areas. These areas are zoned General Residential Zone.

Outside of the activity centre are the Minimal Residential Growth Areas, zoned Neighbourhood Residential Zone (refer Appendix 1). Here the low density scale of these established areas is to be maintained.

The Housing Strategy also provides guidance on other factors relating to the Church Street Structure Plan, such as economic activity, open space opportunities, and physical and social infrastructure.

While the Strategy encourages higher density residential development in the activity centre, Church Street has not yet experienced the same rate of new higher density residential development as other centres in Bayside.

Figure 1 Residential Framework Plan



Planning Controls can be enhanced to improve decision making

Relevant objectives and strategies from the Structure Plan have been introduced in the Planning Scheme aiming to avoid duplication. Bayside's Municipal Strategic Statement Clause 21.11 (Local Areas) implements the vision (based on Future Role and Character Statement) and adopts a number of objectives from the Structure Plan. Schedule 11 to the Design and Development Overlay (DDO11) implements specific requirements from the Structure Plan relating to the design and built form of new development.

Built form outcomes, particularly the height of buildings, is an area of considerable importance to Council and the Bayside community. The Buildings Plan in the Structure Plan specifies building heights for each area. Building heights are controlled through the DDO11 (refer to Appendix 7 for details) and variations to the residential zone to specify a mandatory height.

A review of VCAT decisions (refer Appendix 3) for Bayside's MACs did not reveal any key structural deficiencies in the way the DDO operates. The findings suggest that the control is effective in moderating building heights, even in cases where the approved heights exceed the 'preferred' height outlined in the DDO.

Potential opportunities for improvements to the DDO11 include:

- Two of the design objectives relating to developing the centre in a way that conserves its valued urban character and maintains the landscape character are similar to objectives in Clause 22.06 Neighbourhood Character Policy. Duplication of controls creates confusion and should be removed.
- The definition of an attic creates confusion and can be improved. This definition applies to many DDOs in Bayside so a broader review may be necessary for consistency.
- The review can consider if the permits exemptions are appropriate. For example:
 - There is potential to consider more permit exemptions for land within a commercial zone, such as for changes to facades and for rear extensions.

- For land in a residential zone, buildings with a height of 9m or less are not required to be assessed against the DDO. There is potential to align this figure with the lowest of the preferred building heights (11m) in the DDO. Alternatively, other exemptions may apply, such as a single dwelling on a lot, or using the standard residential zone exemptions based on the size of the lot.
- DDO11 includes a section titled 'Permit requirements' but this does not accurately describe what follows. Reclassifying this section as 'Design objectives' is more appropriate.
- Regarding frontages, the specification is for weather protection structures to not conflict with the cultural heritage significance of the existing buildings. However, there is no guidance regarding how it could conflict with the cultural heritage significance or how this would be assessed.
- Discretionary decision making can be strengthened by better linking the 'Variations to the requirements of this schedule' and/or the 'Decision guidelines' to the 'Design Objectives' of the DDO.

The Bayside Planning Scheme Review 2015 noted the following actions relevant to DDO11:

- Review the DDO11 to delete storey definitions to simplify the clause;
- Review to ensure consistency between the Clause 21.11 maps and the DDO maps.

The Structure Plan review process also identified that some of the heights specified in the Buildings Plan differ from the heights applied through the DDO11. It is noted that the Structure Plan heights have been superseded as a result of subsequent decisions and that the DDO11 heights are the controls in place.

Recommendations

- *Amend DDO to improve ease of use and discretionary decision making.*
- *Update building heights in the Church Street Centre Buildings Plan to ensure alignment with DDO11.*
- *Ensure consistency between the Clause 21.11 maps and the DDO maps.*

Changing demographic, housing and economic profile

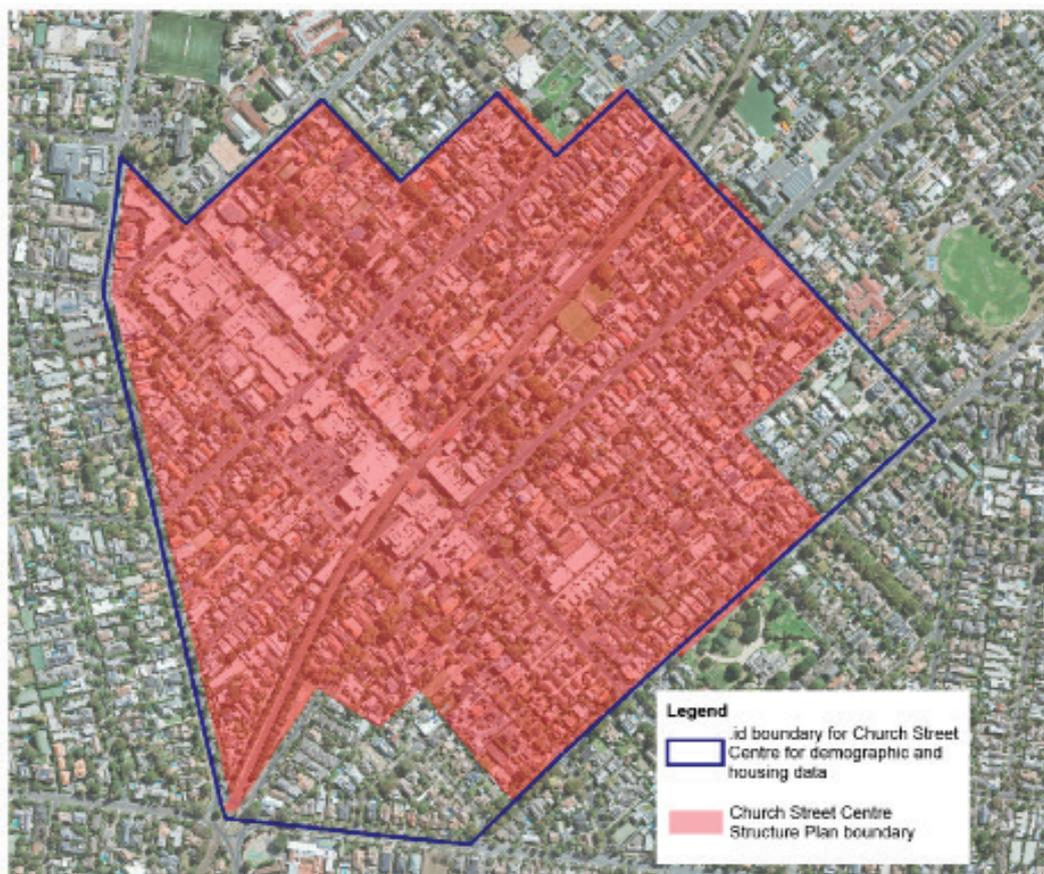
Demographic and Housing Profile

Population summary

The following demographic and housing information for Church Street is based on a geography encompassing a wider area than the Structure Plan activity centre boundary. This is due to limitations using Census data boundaries and the requirement for minimum household numbers for small area data as compiled by .id. A map showing the geography used for the demographic and housing information compared to the area covered by the Church Street Structure Plan area is shown in Figure 2.

Church Street is experiencing moderate population growth. Over the five years between 2006 and 2011, the centre grew by 165 people to reach its population of 2,094 residents. As shown in the table below, the population is forecast to increase to 2,801 residents by 2031, representing an approximate 35% increase from its 2011 population. Its forecast average annual growth rate between 2011 and 2031 is 1.5%, which is higher than the overall rate for Bayside (0.9%) but lower than the rates for the nearby activity centres of Bay Street (2.8%) and Hampton Street (3.1%).

Figure 2 Church Street - demographic and housing data (.id) boundary compared with the Structure Plan boundary.



All data used in this section is sourced from .id unless otherwise stated.

Figure 3 Population overview Church Street and Bayside, 2001-2031

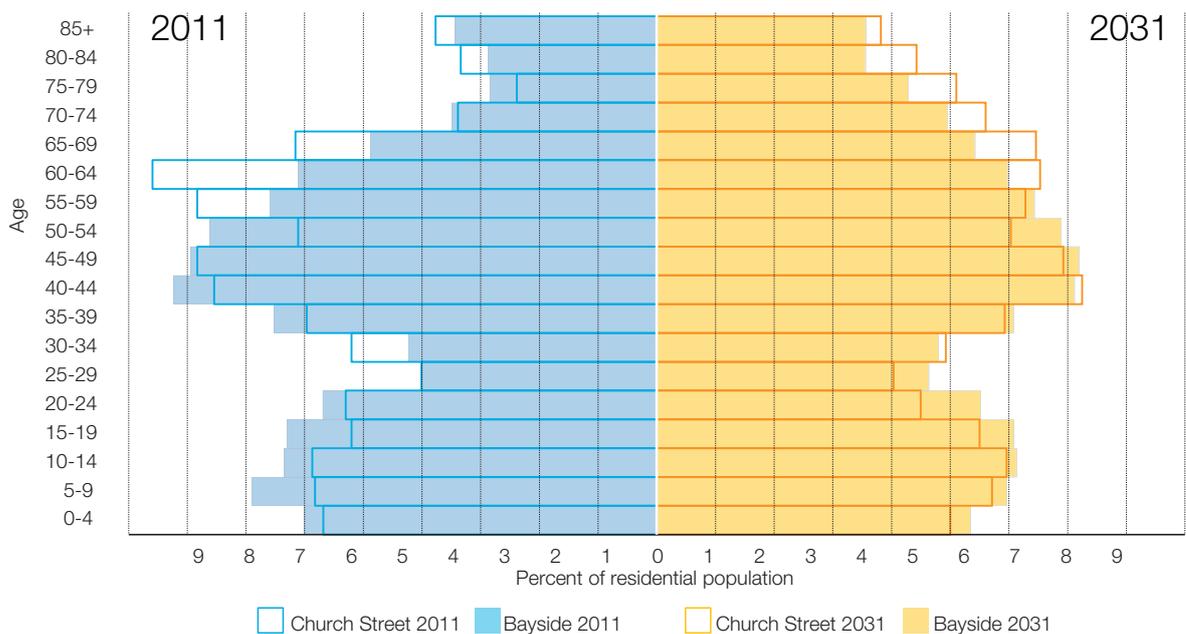
	Census Data		ERP	Forecast Data		Average Annual Growth Rate (%)
	2001	2006	2011	2021	2031	2011-2031
Church Street	1,976	1,929	2,094	2,419	2,801	1.5
City of Bayside	85,751	87,937	96,119	110,242	115,452	0.9

Source: 2001 & 2006 data derived from Census data, Place of Usual Residence; 2011 data derived from Estimated Resident Population, Australian Bureau of Statistics; 2021 & 2031 data from forecast.id.

Age structure

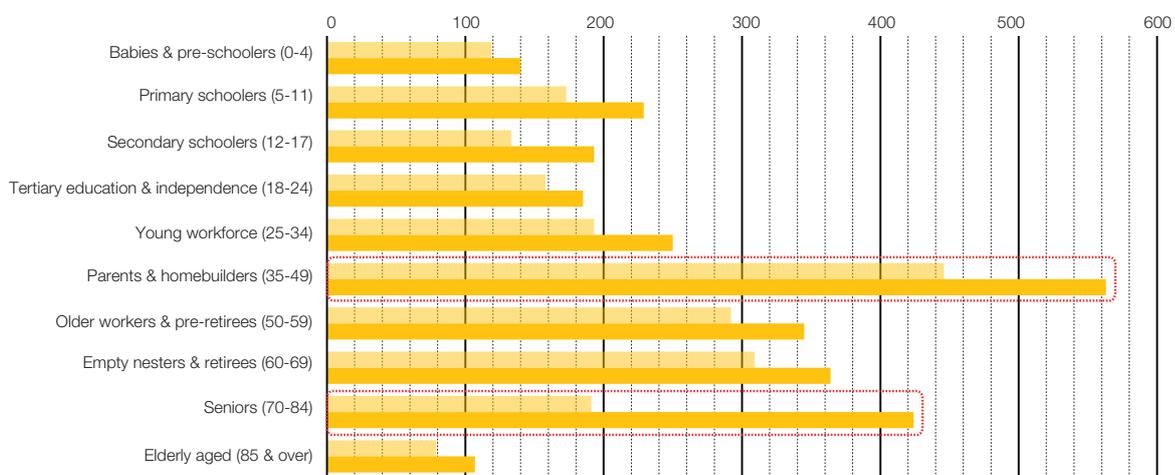
The population pyramid in Figure 4 compares the age structure of the Church Street Activity Centre to the City of Bayside in 2011 and forecast to 2031. Broadly speaking, the main similarities and differences in the age structures of Church Street compared to the City of Bayside are not forecast to change significantly from 2011 to 2031. In 2011, Church Street had a greater proportion of residents aged 60 years and older, and a lower proportion of residents under 20 years old. This characteristic remains in 2031.

Figure 4 Age profiles for Church Street and Bayside, 2011 and 2031



The age structure gives an insight into the level of demand for age-based services and facilities. In looking ahead to 2031, Church Street will experience increases in all age groups, with the biggest increase occurring in seniors (70 to 84 years) which is forecast to grow by 275. The second largest increase is expected in residents aged 35 to 49 years ('parents and homebuilders'), with a forecast increase of 117 people. This age group is the most populous of any in the centre in 2011 and in 2031. Figure 5 details the number of Church Street residents in service age group categories for 2011 and forecast to 2031.

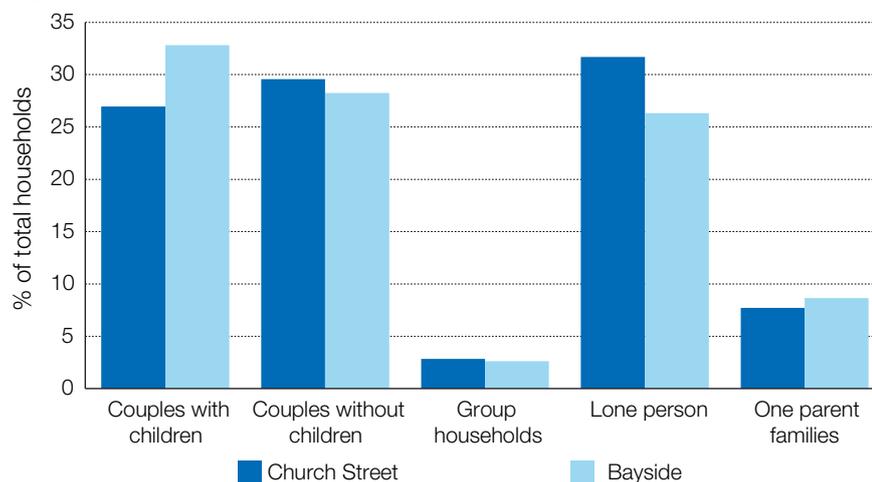
Figure 5 Church Street, service age groups, 2011 and 2031



Household types

Analysis of the household/family types in Church Street in 2011 shows a similar profile to the average for Bayside, as shown in Figure 6. However, Church Street has a lower proportion of couples with children households (30% compared with 37% for Bayside), and a higher proportion of lone person households (28% compared to 24% in Bayside).

Figure 6 Household type, 2011



The number of households in Church Street is forecast to increase by around 340 from 2011 to 2031. The biggest increases will be in lone person (+137 households) and couples without children (+107 households). Lone person households are forecast to represent close to a third of all households in Church Street in 2031.

Figure 7 Household types, Church Street & Bayside, 2011 & 2031

Church Street Households by type	2011 Census			2031 Forecasts			Change 2011-2031
	Number	%	% Bayside	Number	%	% Bayside	
Couples with children	264	30.0	37.3	329	26.9	32.8	+65
Couples without children	254	28.9	26.0	361	29.6	28.3	+107
Group households	24	2.7	2.2	35	2.8	2.6	+11
Lone person	250	28.4	24.0	387	31.7	26.3	+137
One parent families	77	8.8	9.2	94	7.7	8.6	+17
Other families	12	1.4	1.3	15	1.2	1.4	+3
Total	881	100.0	100.0	1,222	100.0	100.0	+341

Household size

Church Street has a smaller household size of 2.35 in 2011 compared to the Bayside average of 2.55. The average household size in Church Street decreased from 2006 to 2011 and is forecast to decrease further by 2031 to 2.33.

Figure 8 Household Size, Church Street and Bayside, 2006-2031

Average Household Size	Census data		Forecast data
	2006	2011	2031
Church Street	2.55	2.35	2.33
City of Bayside	2.52	2.55	2.48

Recent housing change (Housing Development Data 2006-2014)

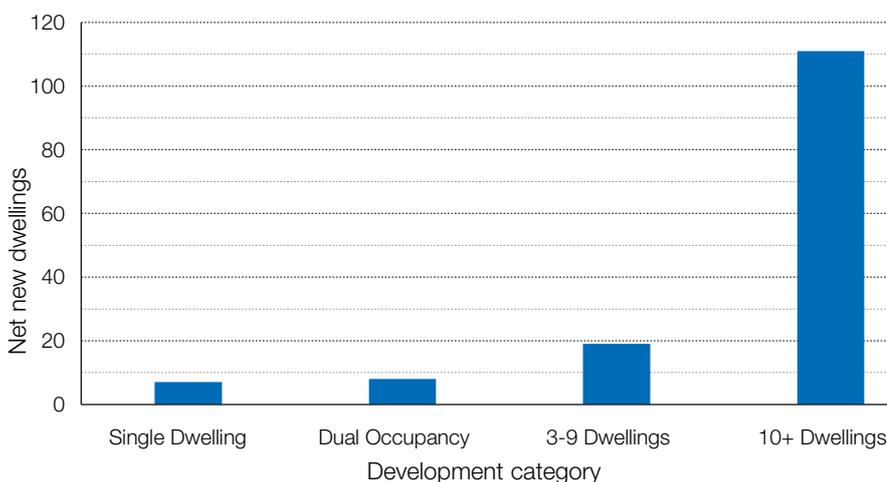
According to the Housing Development Data², 145 dwellings were added to the Church Street activity centre between 2006 and 2014. Over three quarters of this growth came from six larger-scale construction projects which together yielded 111 new dwellings. Construction projects yielding 3-9 dwellings added 19 new dwellings to the centre.

In Church Street, as with the rest of the municipality, the most common construction project was by far, 1 for 1 projects, whereby the original house is demolished and replaced by another single dwelling on a lot. This form of development often does not require planning permission and is therefore not subject to consideration under the planning scheme.

Figure 9 Number of construction projects and net new dwellings by development category, Church Street Centre, 2006-2014

Development Category	Construction projects	Net new dwellings
1for1	43	0
Single Dwelling	7	7
Dual Occupancy	7	8
3-9 Dwellings	5	19
10+ Dwellings	6	111
Total	63	145

Figure 10 Net new dwellings by development category, Church Street Centre, 2006-2014



Although there are no dwelling forecasts to 2031 for dwelling types, it is expected that higher density housing will continue to be constructed in the centre. Key planning changes will facilitate this growth. In particular, the implementation of the Church Street Centre Structure Plan into the Planning Scheme, and the application of the new residential zones to implement the directions of the Bayside Housing Strategy (2012).



Housing Capacity Analysis

A housing capacity analysis using Council's Housing Growth Model was undertaken to assess whether the current planning controls will enable sufficient dwelling yield to accommodate demand for additional housing. The results, as detailed in the table below, showed that the forecast dwelling yields in the Church Street Activity Centre would meet and exceed the forecast dwelling demand.

Note that the figures detailed below match the boundaries used by forecast.id for the demographic profile and dwelling demand forecasts. As such it includes a larger area than covered by the Structure Plan, as illustrated previously in Figure 2.

Figure 11 Housing capacity analysis

	Supply	Demand	Housing capacity compared to demand for housing		
	Housing Yield, low development scenario 2030	Housing Yield, high development scenario 2030	Dwelling forecasts 2031 .id	Difference - supply to demand under low development scenario	Difference - supply to demand for high development scenario
Church Street	1,636	2,210	1,293	+343	+917

2 Draft Housing Development Data 2014 is lot-by-lot data on housing stock and dwellings demolished or constructed for each year from 2004 to 2014. This data is commissioned by the Department of Environment Land Water and Planning.

Economic Profile

An economic analysis of Church Street was prepared to update the 2006 Economic Assessment of the centre. Overall, the economic analysis concluded that Church Street is reasonably well catered for by existing state and local policies, which have been highly effective in maintaining the character and trading viability of the centres.

The economic assessment recognised that Bayside's activity centres are best practice examples of local activity centres, performing well and providing high quality offerings without the anchors often present in large activity centres of similar sizes. Moreover, that Church Street can be considered as one of the most successful examples of a suburban activity centre in Metropolitan Melbourne.

The current land use composition of the non-residential uses in the centre is shown in Figure 12.

Figure 12 Spatial land use, Church Street, 2015



The analysis found that rather than changing policy direction, as the policies appear to be working well, refinements can be made to respond to broader economic changes and address location specific themes. Future opportunities identified primarily relate to strengthening existing policy to:

- Support residential development;
- Support incremental ‘shop-top’ development, particularly for smaller or niche offices;
- Continue to improve streetscape;
- Support regeneration/redevelopment of retail frontages; and
- Encourage health businesses to establish at the western end of the street.

The economic analysis did not identify a need for any rezoning of residential land to accommodate the growth in floorspace demand for retail and commercial uses, although the centre does have the potential for floorspace expansion, based on its low vacancy rate of around 1% (effectively nothing). However, consolidation of the centre is preferred and any future expansions should not compromise the centre’s compact form.

The analysis advised that it is important to ensure that the incremental growth in floorspace can continue to be accommodated in order to meet demand. It identified that given the prevailing low vacancy rate, commercial ground-floor uses may get out-priced by retail uses, which are willing to pay a higher price for a ground level shopfront. Therefore opportunities for offices above the ground floor should be encouraged.

The retail and commercial floorspace demand forecasts are detailed in Figure 13.

Figure 13 Retail and Commercial Floorspace Estimates

Land use	2014 Supply (sqm)	2021		2031	
		Demand	Expansion Need	Demand	Expansion Need
Retail (total)	27,916	33,000	5,000	34,600	6,700
Supermarket and Grocery Stores	2,962	3,500	600	3,700	700
Specialty – Food and Drink	2,198	2,400	200	2,500	300
Specialty – Non food	16,808	19,800	3,000	20,800	4,000
Hospitality	5,948	7,200	1,300	7,600	1,600
Commercial	9,752	10,200	400	11,200	1,500

Source: SGS Economics and Planning 2015, Bayside City Council



Implications from demographic, housing and economic changes

Demand for health services is forecast to grow

The population change for Bayside shows there will be an ageing of the adult population, with a greater proportion of residents aged 60 years and older. The 2011 Census data shows that Church Street has an older age profile compared to the Bayside average, with a greater proportion of residents aged 60 and over. This characteristic will remain over time, with forecasts showing a higher proportion of residents aged 60 plus and a lower proportion under 60. This overall demographic change points to the need for a greater provision of medical and aged care services.

The economic study identified Health Care as the largest growth sector of the future, with the growth occurring on two fronts:

- i) local health services (e.g. General Practitioners) which will be evenly distributed across the metropolis and follow broad population and employment growth patterns (suited to Activity Centres); and
- ii) regional level services (including hospitals and medical specialists) which will increasingly be clustered around major medical nodes.

Local health services should be encouraged in Church Street (and other centres), so residents have good local access to basic health service. This use can be accommodated over time by providing more commercial and retail floorspace (for those practices that require a shopfront).

In terms of specialist services, the Cabrini Hospital is located adjacent to the western end of the Church Street Centre, which specialises in women's health, cancer and orthopaedics.

The economic study identified an opportunity to encourage the expansion of these clinics by looking for co-location opportunities with other similar specialists and ancillary services.

Recommendation:

- *Encourage general health services to locate within Church Street activity centre so residents have good access to health services as the demand is forecast to grow.*
- *Encourage specialist and ancillary medical services to locate at the western end of Church Street.*

There is a need to plan for the additional community infrastructure requirements of a growing population

The Church Street Centre Structure Plan supports the retention of the existing range of community services functions currently located within the Centre and provides encouragement for consolidation or identification of a community hub. The expert evidence presented at the Planning Panel for Amendments C100-103, noted that the MAC Structure Plans lack detail in relation to the provision of community infrastructure. It follows that the Structure Plan review should take into account any community infrastructure strategies dealing with such matters as community hubs, libraries, family and children's services and open space, a sentiment echoed in the *Bayside Housing Strategy 2012*.

The Housing Strategy identifies that further strategic work is required to:

- Determine the physical and social/community infrastructure requirements associated with accommodating future growth within the Housing Growth Areas.
- Develop a timeframe for the prioritised provision of physical and social/community infrastructure to meet the needs of the increasing population.
- Prepare a Development Contribution Plan for each Housing Growth Area identifying the physical and social/community infrastructure required, the prioritisation of works, an estimated cost and an appropriate contribution allocation ratio.
- Develop a five year capital works plan focusing on the upgrade and renewal of existing Council owned and managed assets.
- Develop a mechanism for the preparation and implementation of master plans for schools, hospitals, retirement villages and other large institutional uses.
- Liaise with the relevant agencies to advocate for the provision of infrastructure to meet community needs.

Recommendation:

- *Undertake strategic work to identify community infrastructure needs in the Church Street Activity Centre.*

Amenity, sense of place and walkability boosts economic potential

Economic analysis identified the following factors in an activity centre as having positive economic spinoffs: a strong sense of place, high amenity, walkability, and good proximity to public transport and other services and facilities. In such centres, retail development opportunities will emerge, as speciality stores (niche fashion in particular) can be presented distinctively here. Already Church Street has a quality high-end fashion precinct, which is one of the centre's existing strengths.

Similar to niche fashion, high-end hospitality in the form of alfresco dining is also attracted by the distinct presentation available in street-based activity centres with the factors listed above. In this instance, Church Street again already possesses a vibrant café and street dining offer, and a diverse selection of specialty food stores. The centre is well placed to continue to take advantage of the growing popularity of casual dining as a substitute for fine dining.

Church Street has a compact urban form and benefits from a strong sense of place with good amenity. However, regular streetscape and public realm works are required to ensure that the places remain relevant to meet public need. Furthermore, the economic analysis identified that some of the retail frontages appear dated, so the regeneration and redevelopment of retail frontages should be supported.

Council has developed a Place Design Manual which provides general principles of design as well as specific guidance regarding the infrastructure standards for the MACs. The Place Design Manual sets out a coordinated approach to design and management of urban places, supporting the Spaces sections of the Structure Plan.

The *Bayside Open Space Strategy 2012* identifies the need for more open space in the Church Street Activity Centre. The Church Street Centre Structure Plan identifies that public open space will be created as part of the redevelopment of the at-grade level car parks behind the shops in Well Street.

The *Bayside Open Space Strategy* 2012 identifies the need to mitigate the urban heat island effect and the impact of more compact development in the MACs. It highlighted the importance of open space within these centres to offset the build-up of urban heat and noted that planting large canopy trees in open space and the street will also help mitigate this impact. The Policy and Implementation Review report (Appendix 3) links this to potentially using the zone schedules to vary the provisions for landscaping.

Recommendation:

- *Continue to undertake improvements to the streetscapes, public realm and walkability of the centre.*
- *Consider ways to support the regeneration and redevelopment of retail frontages.*
- *Ensure future streetscape works have regard to the urban heat island effect.*

Population growth is the main driver of jobs in population-serving industries

Economic analysis identified that population growth is the main driver of the type of jobs located in Sandringham Village, that is, jobs in population-serving industries such as retail and hospitality. Over the next 15 to 20 years, it will be population growth that drives the incremental growth of most store formats. Strong employment growth will also support the retail and hospitality sector directly through increased demand (i.e. workers spending money) which is often at different times to residents and visitors. This is important to the growth aspirations of Church Street in the future.

The economic analysis recommended that the Structure Plan support residential development in the centre to increase density and consolidate the catchment.

Recommendation

- *Continue to support residential development in the centre, to increase density and consolidate the catchment.*

There is a need to provide clarity on balancing character and growth objectives

Maintaining neighbourhood character is important to the Bayside community, as recognised in the Bayside 2020 Community Plan which outlines the value Bayside residents place on the unique character of the shopping strips. While there is some acceptance that the MACs will increase in density, feedback regularly indicates that this type of development should not encroach into residential areas outside activity centres. The Structure Plan also provides a framework for the retention of neighbourhood character whilst accommodating the forecast growth supported by State and local policy.

As the General Residential Zone, Design and Development Overlay, Neighbourhood Character Policy and *Bayside Housing Strategy* 2012 all provide strategic direction for residential growth in activity centres, the number of controls has created a conflict which results in uncertainty as to the preferred future character of those areas. Clarification of the preferred neighbourhood character for the General Residential Zone areas should be a priority to ensure the policy objectives are clear and able to be achieved.

The Housing Strategy also identified the following pieces of additional work which would add clarity to the local planning policy framework to manage growth and change in the MACs:

- Review the Neighbourhood Character Local Planning Policy and amend to recognise the 'Housing Growth Areas' and the development which is likely to occur within these areas; and
- Provide guidelines for development of properties affected by a Heritage Overlay or Neighbourhood Character Overlay within 'Housing Growth Areas' to provide direction on how to balance the need to protect heritage sites and precincts whilst accommodating future growth.

An analysis of VCAT cases (refer Appendix 3) also identified that the term ‘village feel’ and ‘village character’ can be interpreted in different ways. Council has presented to VCAT that the Planning Scheme calls for the maintenance of a ‘village feel’ in its activity centres and that it is essential that building height does not overwhelm this ‘village feel’. However, VCAT considers the term ‘village character’ as not necessarily relating to building scale but also the level of mixed activities and use of public space. Council’s position has indicated that building ‘design’ rather than ‘activity’ is the main issue when the term ‘village’ is raised in opposition to development.

The expression ‘village feel’ is found in the Planning Scheme at Clause 21.07 in relation to activity centres. VCAT has highlighted that the Planning Scheme does not explain what this means or its implications.

Recommendation:

- *Develop preferred future character statements for the residential areas of the Church Street Activity Centre, which recognise it will undergo change.*
- *Provide guidelines for the development of properties affected by a Heritage Overlay or Neighbourhood Character Overlay within the Church Street Activity Centre.*
- *Define what is meant by ‘village feel’ and ‘village character’ in the Planning Scheme in relation to the Church Street Activity Centre.*

Increased growth in residents, workers and visitors places pressure on car parking

Car parking in activity centres has consistently been raised as an issue of concern for Bayside residents, traders and visitors. The preparation of a Car Parking Plan for the Church Street Activity Centre will assist Council to articulate its position in relation to a range of parking issues, noting that the Car Parking Plan prepared in 2006 did not form part of Amendment C100.

Recommendation

- *Prepare a Car Parking Plan for the Church Street Activity Centre.*

Increased growth in the centre provides additional impetus to reconsider how new or widened laneways will be implemented

Laneway initiatives were identified in the Structure Plan but have not yet been realised. The forecast dwelling increases in the centre will place additional pressure on the laneways through increased use. Strengthening of implementation measures to widen laneways and create new laneways will assist Council in responding to this pressure.

Recommendation:

- *Investigate the options for implementing the proposed laneway widenings and laneway connections as shown on the Access Plan in the Structure Plan and Map 1 to Clause 21.11-3 in the Bayside Planning Scheme.*

Implementation

In order to implement the elements of this review, including its supporting reports, a table outlining the issues, opportunities and recommendations has been prepared. A number of these actions have commenced as part of other strategic work, referenced in the table. The actions are linked to the four themes within the Structure Plan.

Issues, Opportunities, Recommendations and Actions

	Theme	Identified Issues/ Opportunities	Recommendations	Actions
1	Activities	The reformed commercial zones make it harder to implement the land use objectives for each precinct. The intent of the reformed commercial zone is to create opportunities for a mixed-use centre that includes retail, office and commercial uses with the potential for higher-density residential growth. This is considered appropriate in Church Street where much of the commercial activity has a population-serving function and has similar land use needs as retail.	Continue to use the Commercial 1 Zone and create opportunities for mixed use developments in the centre.	Prepare a Planning Scheme Amendment to update CI 21.11-3 Church Street to combine Precinct 1 (Retail Core) with Precinct 2 (Office and Mixed Use).
2	Activities	There is a risk that residential development can outpace retail and commercial development, and retail development can outpace commercial uses for ground floor shopfronts. It is important to ensure that increased residential development in activity centres does not occur at the expense of the retail and commercial activities nor inhibit their potential expansion to meet the future needs of a growing community.	Ensure a balance is achieved between providing sufficient floorspace for retail and commercial uses including for future growth and providing for additional residential development, through a monitoring and reviewing program.	Develop a monitoring and reviewing program for commercial and residential land supply and consumption in Activity Centres to ensure a sufficient forward supply of land for a 15 year or more period. This can be actioned through the <i>Retail, Commercial and Employment Strategy 2016</i> . Encourage commercial shop top developments.
3	Activities	Committee hearings and results from a policy review have suggested that Council consider the potential application of the Residential Growth Zone (RGZ) when reviewing the Structure Plans to provide for housing diversity.	Continue to apply the General Residential Zone in the residential areas of the Church Street Activity Centre to provide for the housing outcomes anticipated in the <i>Bayside Housing Strategy 2012</i> , and continue to apply the Commercial 1 Zone to the business precincts to allow for incremental expansion of retail and commercial floorspace.	No further action required. An urban design assessment identified precincts within the residential area of the MAC, each with its own preferred character statement and design guidelines that seek to provide a balance between accommodating growth and respecting the valued character. No precinct was identified that would be suitable for the Residential Growth Zone.

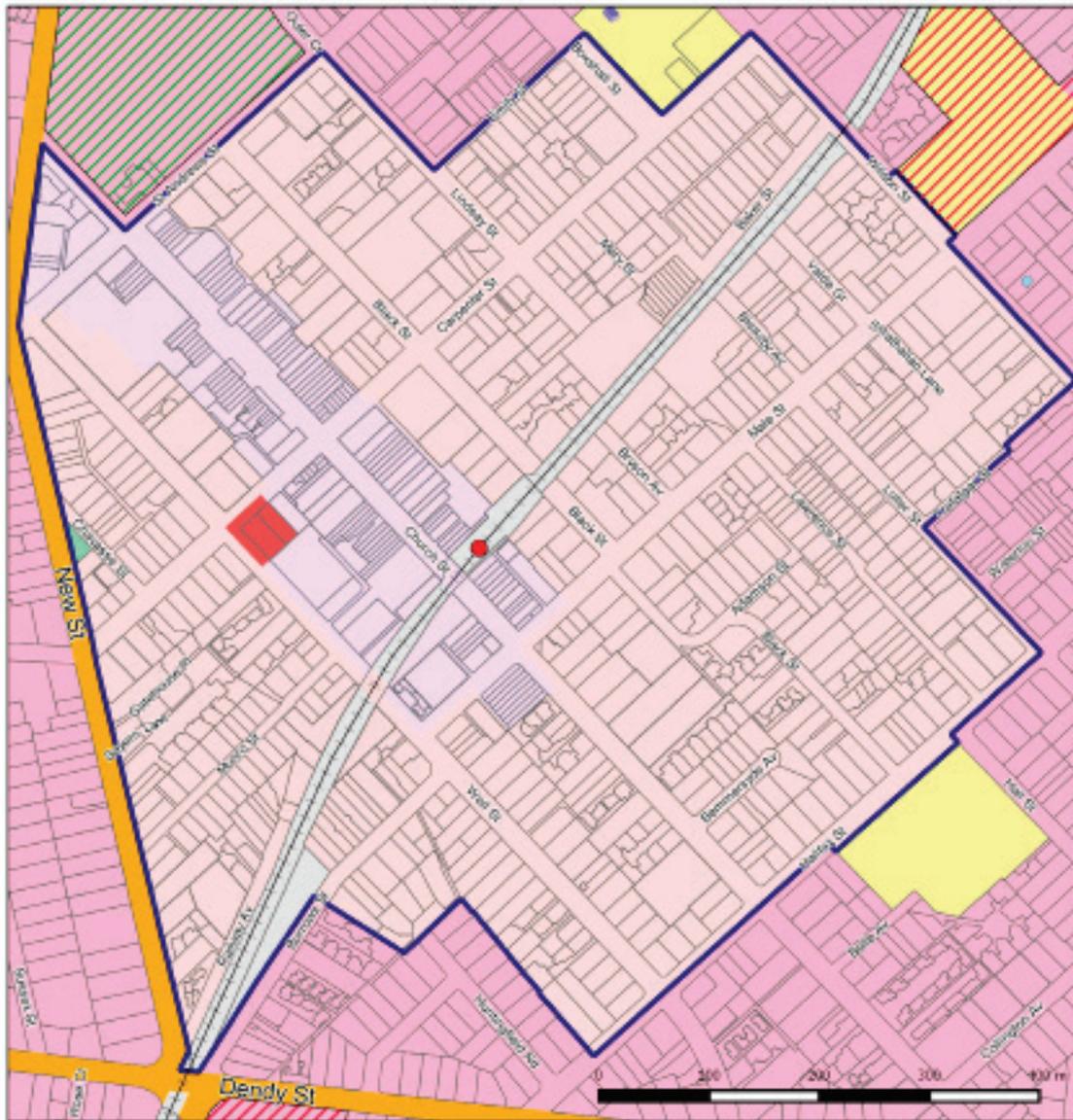
	Theme	Identified Issues/ Opportunities	Recommendations	Actions
4	Activities	<p>Demand for health services is forecast to grow. It is important that residents have good access to health services.</p> <p>There is an opportunity to leverage off the specialist womens' services offered by Cabrini Hospital at the western edge of Church Street to develop a mini-health cluster of similar specialists and ancillary services at the western end of the Activity Centre.</p>	<p>Encourage general health services to locate within the Church Street Activity Centre.</p> <p>Encourage specialised and ancillary services to locate at the western end of the Activity Centre to support the development of a health cluster.</p>	<p>Undertake further strategic work to identify methods to attract health services to locate in the centre, and to encourage specialist and ancillary medical services to locate at the western end of Church Street.</p> <p>Prepare a Planning Scheme Amendment to update Cl 21.11-3 Church Street to include a strategy to 'encourage health service uses', and to update Precinct 3 to reflect the direction to develop a specialist health cluster. Incorporate measures identified through the further strategic work in the Planning Scheme Amendment as relevant.</p>
5	Activities	<p>Evidence at the C100-103 Planning Panel identified that the Structure Plans lack detail in relation to community infrastructure.</p> <p>The <i>Bayside Housing Strategy 2012</i> also identified that further strategic work is needed to plan for the infrastructure requirements of a growing community.</p>	<p>Undertake the further strategic work identified in the <i>Bayside Housing Strategy 2012</i> regarding community infrastructure issues.</p>	<p>Undertake further strategic work relating to infrastructure needs in the Housing Growth Areas as per <i>Bayside Housing Strategy 2012</i>.</p>
6	Activities	<p>Population growth will be the main driver of job growth in the centre. Residential development and intensification in the centre will therefore help to improve the viability of population-serving businesses in the longer term.</p>	<p>Continue to support residential development in the centre, to increase density and consolidate the catchment.</p>	<p>No further action needed - residential development is encouraged through the current planning controls through the GRZ, C1Z, DDO11 and State and Local Planning Policy Framework.</p>
7	Buildings	<p>There are no key structural deficiencies in the way the DDO11 operates however potential improvements were identified relating to better guiding discretionary decision making and improving ease of use.</p>	<p>Amend DDO to improve ease of use and discretionary decision making.</p>	<p>Prepare a Planning Scheme Amendment to update DDO11 according to identified improvements.</p>

	Theme	Identified Issues/ Opportunities	Recommendations	Actions
8	Buildings	There is an inconsistency in the heights specified in the Buildings Plan in the Structure Plan and what is contained in the Planning Scheme, which creates confusion. The controls arose as a result of subsequent decisions overriding the Structure Plan content.	Ensure the heights within the DDO11 are applied in place of the Structure Plan heights and ensure consistency within the Bayside Planning Scheme.	Review the Bayside Planning Scheme to ensure consistent height controls for the Church Street Activity Centre.
9	Buildings	There is a need to balance objectives relating to facilitating growth and maintaining character. Currently, Council decisions are being overturned at VCAT when arguing on a neighbourhood character basis. Terms 'village feel' and 'village character' are ambiguous.	<p>Develop preferred future character statements. These will strengthen decision making, clarify the extent of change envisaged, and include a description of housing typologies.</p> <p>Provide guidelines for development of properties affected by a Heritage Overlay or Neighbourhood Character Overlay within 'Housing Growth Areas' to provide direction about how to balance the need to protect heritage sites and precincts, whilst accommodating future growth.</p> <p>Define what is meant by 'village feel' and 'village character' in the Planning Scheme in relation to the Church Street Activity Centre.</p>	<p>Review the updated preferred future character statements developed as part of this Review, and incorporate into the Planning Scheme once finalised.</p> <p>Action heritage considerations through the Heritage Action Plan.</p> <p>Undertake further strategic work to better define how to interpret 'village feel' and 'village character' in the Planning Scheme in relation to Church Street.</p>
10	Spaces	Improving the amenity, walkability and sense of place of the centre helps to boost its economic potential. Church Street already benefits from a high level of amenity, however improvements should be continued over time to ensure it responds to changing needs.	<p>Undertake continued improvements to the streetscapes, public realm and walkability of the centre.</p> <p>Support the regeneration of retail frontages.</p>	<p>Continue to review and undertake streetscape and public realm works in the long term.</p> <p>Assess whether planning tools are appropriate to support the regeneration of retail frontages (e.g. including permit exemptions for façade works in the commercial zone under the DDO11).</p>
11	Spaces	The <i>Bayside Open Space Strategy 2012</i> identified a need for additional open space in the Church Street Activity Centre and identified that the urban heat island effect will be felt in the MACs. It put forward that the provision of open space and the planting of large canopy trees in open space and the street will help to mitigate this effect.	<p>Continue to support opportunities to provide additional public open space.</p> <p>Ensure future streetscape works have regard to the urban heat island effect.</p>	<p>Continue to review opportunities to acquire additional public open space, as per the action in the Structure Plan.</p> <p>Ensure future streetscape works have regard to the urban heat island effect through street tree planting selection.</p>

	Theme	Identified Issues/ Opportunities	Recommendations	Actions
12	Access	The issue of car parking has consistently been raised as a matter of concern for Bayside residents, trader and visitors and has been argued in VCAT. The forecast growth in residents and workers in the centre will create additional car parking demand. The Car Parking Plan prepared in 2006 did not form part of Amendment C102.	Prepare a Car Parking Plan for the Church Street Activity Centre.	Develop, adopt and implement a Car Parking Plan for the centre.
13	Access	In terms of laneways, the widenings and new connections sought by the Structure Plan have not been achieved. With growth forecast for the centre, this will place additional pressure on the laneways.	Investigate options for implementing the proposed laneway widenings and laneway connections as shown in the Access Plan of the Structure Plan and in Map 1 to Clause 21.11-3 in the Planning Scheme.	Undertake further strategic work to develop stronger implementation measures relating to laneways, particularly widening and new laneway creation.
14	Other	Plan Melbourne removed the distinction between Principal Activity Centres (PAC) and Major Activity Centres (MAC), with these centres now identified as 'Activity Centres'.	Review the municipality's activity centre classifications to ensure they respond to the economic role of the centre.	This is being addressed through the <i>Retail, Commercial and Employment Strategy 2016</i> .

Appendix 1 – Current Planning Controls, Church Street Centre

Zoning and Land Use, Church Street



Legend

- Railway Line
- Railway Station
- Property Boundary
- Major Activity Centre
- Primary School
- Secondary College

Facility

- Childcare Centres
- Library

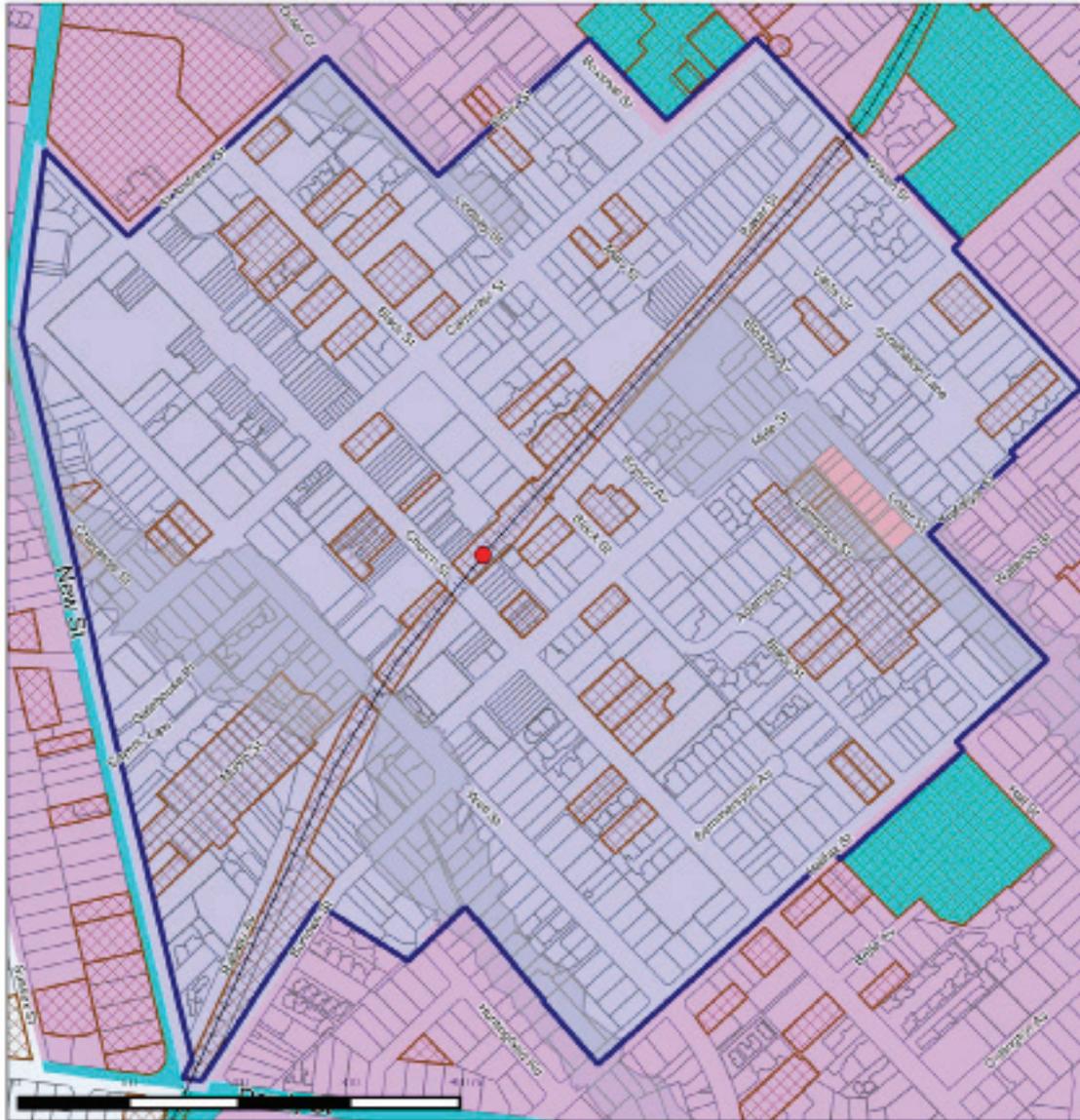
Planning Zone

- COMMERCIAL 1 ZONE (C1Z)
- GENERAL RESIDENTIAL 2 ZONE (GR2Z)
- MIXED USE ZONE (MUZ)
- NEIGHBOURHOOD RESIDENTIAL ZONE 1 (NRZ1)
- PUBLIC PARK AND RECREATION ZONE (PPRZ)
- PUBLIC USE ZONE - EDUCATION (PUZ2)
- PUBLIC USE ZONE - TRANSPORT (PUZ4)
- PUBLIC USE ZONE - LOCAL GOVERNMENT (PUZ6)
- ROAD ZONE - CATEGORY 2 (RDZ2)



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 By technology: represents indicative locations only.

Planning Overlays, Church Street



Created by GIS Team, Information Services, Bayside City Council 18th June, 2016

Legend



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 Symbology represents indicative locations only.

Primary purpose of planning controls applicable in Church Street

Zone/Overlay	Primary purpose of the zone or overlay
Commercial 1 Zone	Seeks to create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses. Seeks to provide for residential uses at densities complementary to the role and scale of the commercial centre.
General Residential Zone – Schedule 2	Encourages a diversity of housing types, development and moderate housing growth in a manner that respects the neighbourhood character of an area.
Mixed Use Zone	Encourages the creation of a range of residential, commercial and other uses whilst providing for higher density housing in a manner that responds to the existing or preferred character of an area.
Public Park and Recreation Zone	Recognises area for public recreation and open space and protects and conserves areas of significance. Seeks to provide for commercial uses where appropriate.
Public Use Zone – Transport	Recognises public land use for public utility and community services and facilities. Seeks to provide for associated uses that are consistent with the intent of the public land reservation purpose.
Design and Development Overlay 11	Seeks to ensure that the new development is compatible with the preferred role and character of Church Street Major Activity Centre by conserving and enhancing its valued urban character and heritage places. Seeks new development to contribute to safe and active streets and to maintain a strong landscape character in residential precincts.
Heritage Overlays	Seeks to ensure that development does not adversely affect the significance of heritage places.
Special Building Overlay	Identifies land in urban areas liable to inundation by overland flows from the urban drainage system as determined by, or in consultation with, the floodplain management authority. Ensures new development does not cause any significant rise in flood level or flow velocity and protects water quality in accordance with state policy requirements.

Appendix 2 – Audit of Actions, Church Street Centre Structure Plan 2006

	Theme	Action	Responsibility	Status
1	Activities	Prepare and implement an amendment to the Bayside Planning Scheme to introduce the objectives and the applicable strategies into the Local Planning Policy Framework. (p8)	Urban Strategy	Complete - C100-C103
2	Activities	Prepare and implement an amendment to the Bayside Planning Scheme to rezone the current Residential 1 Zoned properties on the eastern corner of Carpenter Street and Well Street (in Precinct 1) to Mixed Use. (p8)	Urban Strategy	Complete
3	Buildings	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, where applicable, into the Local Planning Policy Framework. (p12)	Urban Strategy	Complete – C100-C103
4	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. (p16)	Urban Strategy	Complete - C100-C103
5	Spaces	Undertake a streetscape upgrade of Church Street, north west of St Andrews Street following a detailed streetscape plan or masterplan for the area. Any plans should ensure that the streetscape on the south west side of Church Street relates to the retail area of Church Street and that future streetscaping in front of the St Andrews Church relates to the church and school. (p15)	Urban Improvements	<p>Streetscape management plan developed and works complete. Additional centre median works were completed to improve the streetscape amenity and improve pedestrians crossing across Church Street between Carpenter and St Andrews Streets.</p> <p>There are no proposed works to the area north-west of St Andrews Street as it was considered that this precinct functions well at present.</p>
6	Spaces	<p>Include the following proposed works in the Council's works program, prioritised to concentrate benefits and positive impacts:</p> <ul style="list-style-type: none"> Improve the public spaces and visual amenity of walkways around the railway station to provide an attractive pedestrian link and open up viewlines; Review the quantity, type, quality and placement of landscape elements including street furniture, pavements and street trees to ensure that the Centre has adequate, attractive, comfortable and safe places to site and interact. Review and upgrade street lighting. (p15) 	Asset Management	<p>There are no proposed works to the area north-west of St Andrews as it was considered that this precinct functions well at present.</p> <p>Review of landscape elements completed through the Place Design Manual.</p> <p>Existing street lighting was retained as it was determined to be adequate.</p>
7	Spaces	Develop a signage guideline to manage existing signage in the Centre and promote the special features of the Centre. (p15)	Urban improvements	Ongoing

	Theme	Action	Responsibility	Status
8	Spaces	Require provision of weather protection and active frontages for properties facing the Church Street footpaths between the extent of the business zoning south-east of Male Street and New Street. (p15)	Statutory Planning	Ongoing
9	Spaces	Encourage land owners of the St Andrew's Church grounds to continue to allow pedestrians to use the open space as a place to sit and meet. (p15)	Urban Strategy	Complete/no further action. The land owners of St Andrew's Church grounds allow people to use the ground. However, this action is considered outside of the jurisdiction of planning and beyond the remit of the Structure Plan.
10	Spaces	Negotiate with property owners located opposite the Church grounds to provide for buildings with activity windows overlooking the grounds when relevant development applications are submitted. (p15)	Statutory Planning	Ongoing
11	Spaces	Review opportunities for acquiring additional public open space. (p16)	Urban Strategy / ESOS / Commercial Services	The Bayside Open Space Strategy 2012 identifies that additional land is required in the Church Major Activity Centre for open space. Particular sites have not yet been specifically identified, aside from inclusion of public open space if/when the Well Street car park is developed.
12	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. (p20)	Urban Strategy	Complete
13	Access	Prepare and implement an amendment to the Bayside Planning Scheme to introduce the Church Street Parking Precinct Plan into the Particular Provisions section of the Planning Scheme. (p19)	Urban Strategy	Not commenced
14	Access	Work with VicRoads to introduce a reduced speed limit within the Church Street commercial area between St Andrews Street and Male Street. (p19)	Traffic Engineering	Complete
15	Access	Investigate the options for implementing the proposed laneway widenings and laneway connections as shown on the access plan. (p19)	Urban Strategy	Not commenced

	Theme	Action	Responsibility	Status
16	Access	<p>Develop a laneway maintenance strategy for safety, sanitation, etc. This strategy should consider:</p> <ul style="list-style-type: none"> • Repaving to ensure even surfaces (asphalt typical) • Lighting. (p19) 	Urban Strategy	<p>Asset Management Plan Review for Roads completed (includes laneways). Work underway to prepare conditions data and develop a forward works plan for renewal of laneways.</p> <p>Works upgrading one laneway between Well Street car park and Church Street already completed – included repaving, lighting upgrades and mural.</p>
17	Access	<p>Improve view lines to, and lighting in off-street car parks and on pedestrian linkages between the car parks and Church Street (p19).</p>	Urban Strategy / Statutory Planning	Not commenced
18	Access	<p>Review and implement the on-street car parking recommendations contained in the Parking Precinct Plan, including:</p> <ul style="list-style-type: none"> • Consultation with Traders and other relevant groups; • Provide shorter term parking in the heart of the Centre; • The introduction of short-term time-restricted parking in selected unrestricted streets within 200-300 metres of Church Street to discourage long-term and all day parking in favour of shopper and visitor parking; • Provide disabled parking for the Church Street retail strip in the intersecting side streets, which provide a safer environment. Where possible, the first parking space, after turning off Church Street, should be reserved for disabled parking. (p19) 	Urban Strategy / Traffic Engineering	<p>Parking Precinct Plan not commenced.</p> <p>Shorter term parking has been provided.</p>
19	Access	<p>Work with public transport operators to 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.(p19)</p>	Traffic Engineering	Underway – to be addressed though the Signage and Wayfinding Strategy.
20	Access	<p>Work with bus operators to provide improved facilities at the transport interchange stops including improved shelter and seating. (p19)</p>	Traffic Engineering	Ongoing
21	Access	<p>Investigate the provision of suitable passenger set-down/pick-up facilities for private vehicles in Church Street near the station. (p19)</p>	Urban Strategy / Traffic Engineering	Not commenced
22	Access	<p>Advocate for improvements to transport services for the public, connections and amenity of station and surrounds. (p19)</p>	Traffic Engineering	Ongoing – forms part of Council's Public Transport Advocacy Statement.

	Theme	Action	Responsibility	Status
23	Access	<p>Negotiate with public transport operators to achieve improvements to pedestrian and bicycle access and safety within and around the Church Station and bus interchange site and provide a stronger link between the two areas. Particular improvements could include:</p> <ul style="list-style-type: none"> • Improved lighting at the station, bus stops, car parks, and along pathways to the station; • Opening up view lines to the station and car parks through the siting / removal of vegetation and structures; • Providing covered walkways from the station to Church Street; • Additional bicycle parking and storage facilities at the station. (p19) 	Traffic Engineering	<p>Ongoing.</p> <p>Additional bike parking provided.</p>
24	Access	<p>Encourage landowners adjacent to the railway station pedestrian access paths to maintain rear fences and vegetation to improve pedestrian amenity. (p19)</p>	Urban Strategy	<p>No further action recommended. Planning tools have not been developed to give effect to this. The action is considered outside of the jurisdiction of planning and beyond the remit of the Structure Plan.</p>
25	Access	<p>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. Initiatives could include attaching signs and traffic signals to light poles in order to minimise the number of poles in the street and providing shelter at bus stops with cantilever canopies attached to buildings rather than with free-standing shelters. (p19)</p>	Urban Improvements	<p>Forms part of the Place Design Manual.</p>
26	Access	<p>Develop a formal footpath maintenance strategy. (p19)</p>	Asset Management	<p>Complete – Road Reserve Footpath Strategy completed in June 2012. Footpath Treatments Within the Road Reserve Policy adopted May 2016.</p>
27	Access	<p>Investigate the installation of pedestrian priority crossings at the roundabouts. (p19)</p>	Traffic Engineering	<p>Addressed by <i>Bayside Walking Strategy 2015</i>.</p>
28	Access	<p>Complete the installation of on-road cycle lanes and off-road cycle paths in the Church Street Centre in accordance with the Bayside Bicycle Strategy. (p20)</p>	Urban Improvements	<p>Road width is insufficient in Church Street to accommodate a dedicated cycle lane. St Andrews Street is complete.</p>
29	Access	<p>Develop implementation options for the installation of bicycle facilities in all new developments and in Council buildings, community facilities and Council-controlled car parks.(p20)</p>	Traffic Engineering	<p>Complete - <i>The Bayside Bicycle Strategy 2013</i> sets out Council's expectations regarding non-statutory provision of bicycle parking.</p>

	Theme	Action	Responsibility	Status
30	Access	Prepare a mobility strategy for the area that considers the above strategies.(p20)	Traffic Engineering	Complete – Integrated Transport Strategy.
31	Access	Review the Parking Precinct Plan in five years to ensure its continued relevance. (p20)	Urban Strategy / Traffic Engineering	Not commenced



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