



# Sandringham Village Structure Plan Review

July 2016



# Table of Contents

<b>Executive Summary</b>	<b>4</b>		
<b>Introduction - Background</b>	<b>5</b>		
Context and rationale	5		
Current planning controls	5		
Scope of Review	9		
Key Achievements since 2006	9		
<b>Planning Framework Review</b>	<b>10</b>		
State Policy – key changes	10		
Plan Melbourne removes Major Activity Centre designation	10		
Zone reforms	10		
Reformed zones create mixed use commercial centres and make it harder to guide uses to specific precincts	11		
There is a need to balance housing with commercial growth	11		
Advice recommends considering additional areas for higher density housing	12		
Local Planning Framework – key changes	13		
The Bayside Housing Strategy directs development to Housing Growth Areas	13		
The Planning Controls can be enhanced to improve decision making	15		
<b>Changing demographic, housing and economic profile</b>	<b>16</b>		
Demographic and Housing Profile	16		
Population summary	16		
Age structure	17		
Household types	18		
Household size	20		
Dwelling type	20		
Housing Capacity Analysis	21		
Economic Profile	21		
Implications from demographic, housing and economic changes	23		
Demand for health services is forecast to grow	23		
There is a need to plan for the additional community infrastructure requirements of a growing population	24		
Amenity, sense of place and walkability boosts economic potential	24		
		Sandringham Village can leverage off its coastal location	25
		Population growth is the main driver of jobs in population-serving industries	25
		There is a need to provide clarity on balancing character and growth objectives	25
		Increased growth in residents, workers and visitors places pressure on car parking	26
		Increased growth in the centre provides additional impetus to reconsider how new or widened laneways will be implemented	26
		Implementation	27
		Issues, Opportunities, Recommendations and Actions	27
		<b>Appendix 1 – Audit of Actions, Sandringham Village Structure Plan 2006</b>	
		<b>Appendix 2 – Policy and Implementation Review (Planisphere, 2015)</b>	
		<b>Appendix 3 – Background Materials to Policy and Implementation Review (Planisphere, 2015)</b>	
		<b>Appendix 4 – Bayside Retail, Commercial and Employment Strategy, Major Activity Centre Review - Draft (SGS Economics and Planning, 2016)</b>	
		<b>Appendix 5 – Bayside Retail, Commercial and Employment Strategy, Issues and Opportunities Paper (SGS Economic and Planning, 2016)</b>	
		<b>Appendix 6 – Design and Development Overlay Schedule 8</b>	



## Executive Summary

The Sandringham Village Structure Plan was adopted in 2006, and given effect into the Bayside Planning Scheme in 2013 through Amendment C100. This report presents the findings of a review of the Structure Plan, which has considered rulings from Planning Panels, decisions by the Victorian Civil and Administrative Tribunal hearings, and changes since 2006, particularly in relation to the demographic, housing and economic composition of the centre, and policy, strategy and zoning changes. The review also gave regard to the functionality of planning controls from a Statutory Planning perspective.

Since 2006, significant progress has been made to complete the actions identified within the Structure Plan, with 70% of the actions either completed or underway. Through the review process, Council can now consider the relevance of the remaining actions and potentially consider new ways 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. On the other hand, the reformed residential zones better facilitates the desired housing development.

Local strategies and plans developed by Council since 2006 have also been considered in this review, with the Bayside Housing Strategy (2012) being of particular importance. The Sandringham Village Streetscape Master Plan has been developed, which defines streetscape improvements and will assist with achieving the

Structure Plan's objectives in relation to public realm and open space.

Issues and opportunities have been identified to adapt the Structure Plan to changing circumstance and to improve its implementation.

Economically, the centre is performing well however opportunities exist to boost its economic potential including encouraging health uses; growing the residential population; increasing the amenity; and leveraging off its coastal location.

In terms of development, the Design and Development Overlay was found to be effective in moderating building heights, although refinements can be made to improve ease of use and discretionary decision-making guidelines. Policies relating to neighbourhood and village character were found to be less effective in moderating development. To improve this, preferred future character statements for the residential areas of the centre have been drafted which balance the need for growth with maintaining the valued character elements.

In conjunction with this review, a draft Car Parking Plan has been developed for Sandringham Village to take a precinct-wide approach to managing car park needs. The Structure Plan actions relating to laneways will require further strategic work to investigate and apply stronger implementation measures.

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

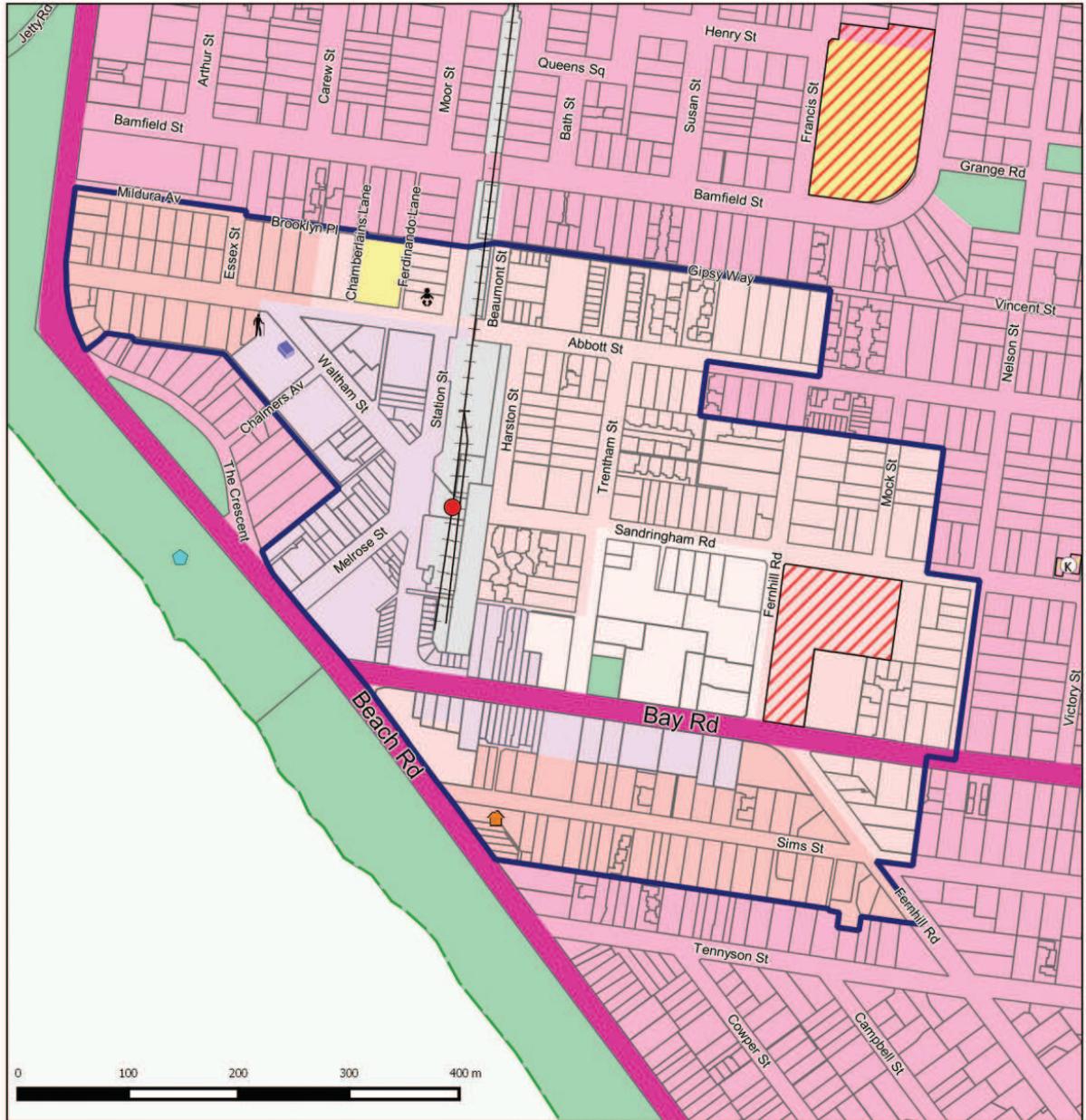
Council resolved to review the Structure Plan for Sandringham Village at the Council meeting of 27 November 2012. The report made particular reference to revisiting the Structure Plans in light of the recommendations made by the Panel and Expert Witness statements from Amendments C100-103, to align the 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. 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 Sandringham Village and as such, opportunity exists to review the effectiveness of the Structure Plan having regard to these matters.

## Current planning controls

The zoning and key community land uses in Sandringham Village are shown in Figure 1. Figure 2 shows the overlay controls, which are additional to zone requirements and provide further direction relating to a range of issues such as heritage and built form outcomes. A table describing the primary purpose of the planning controls is shown in Figure 3.

Figure 1 Zoning and Land Use, Sandringham Village



Created by GIS Team, Information Services, Bayside City Council 10th May, 2016

**Legend**

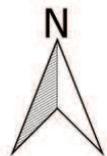
- Municipal Boundary
- Railway Line
- Railway Station
- Property Boundary
- Major Activity Centre
- Primary School

**Facility**

- Community Centres/Neighbourhood Houses
- Kinder/Preschool
- Library
- Life Saving Club
- Maternal & Child Health Centres
- Seniors Centre

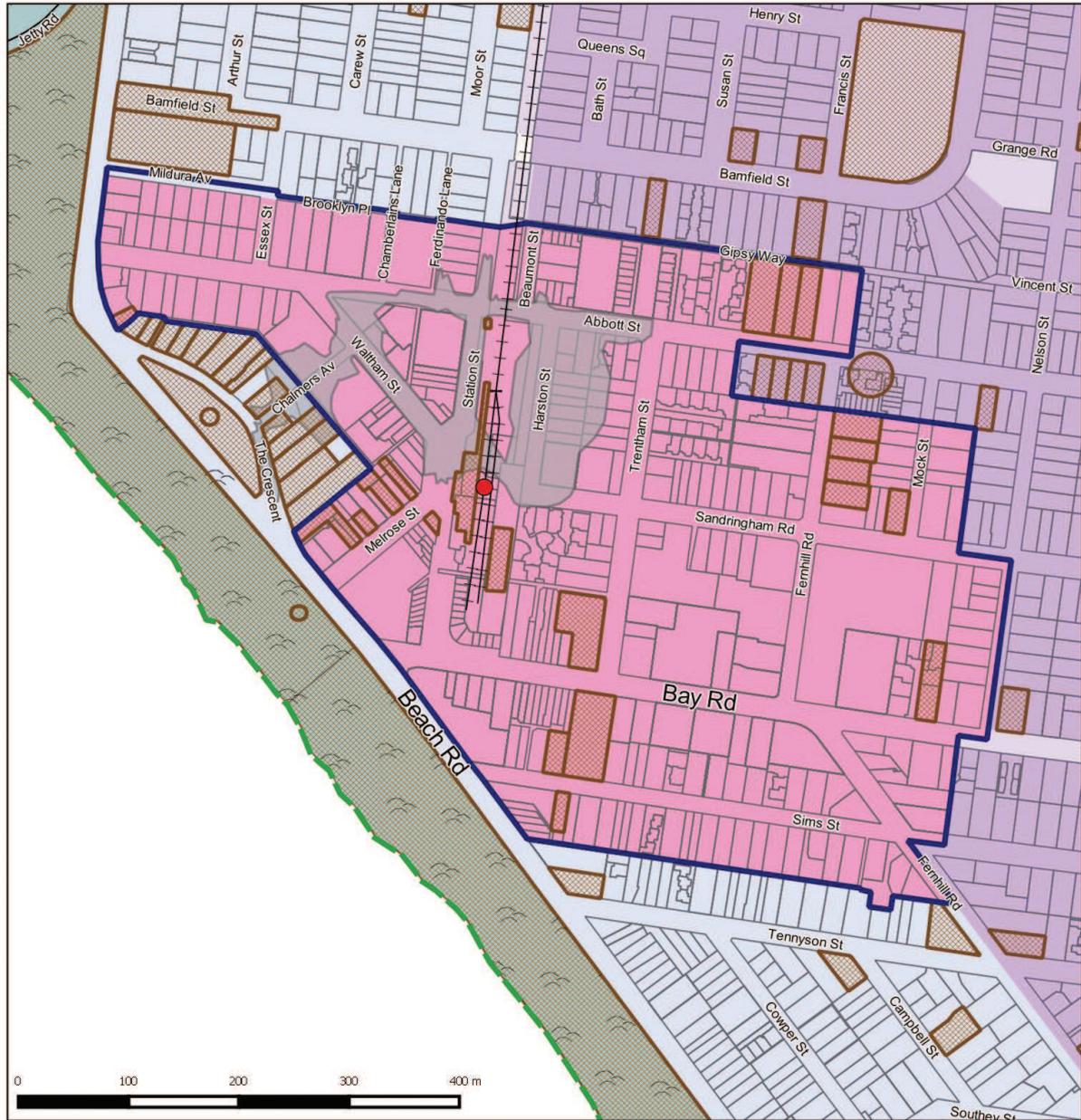
**Planning Zone**

- COMMERCIAL 1 ZONE (C1Z)
- GENERAL RESIDENTIAL 1 ZONE (GRZ1)
- GENERAL RESIDENTIAL 2 ZONE (GRZ2)
- GENERAL RESIDENTIAL 3 ZONE (GRZ3)
- NEIGHBOURHOOD RESIDENTIAL ZONE 1 (NRZ3)
- PUBLIC PARK AND RECREATION ZONE (PPRZ)
- PUBLIC USE ZONE - EDUCATION (PUZ2)
- PUBLIC USE ZONE - TRANSPORT (PUZ4)
- ROAD ZONE - CATEGORY 1 (RDZ1)



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 Symbology represents indicative locations only.

Figure 2 Planning Overlays, Sandringham Village



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Legend

- |   |                       |   |      |   |     |
|---|-----------------------|---|------|---|-----|
|  | Municipal Boundary    |  | DDO1 |  | EMO |
|  | Major Activity Centre |  | DDO2 |  | HO  |
|  | Property Boundary     |  | DDO3 |  | SBO |
|  | Railway Line          |  | DDO8 |   |     |
|  | Railway Station       |  | VPO  |   |     |



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Figure 3 Primary purpose of planning controls applicable in Sandringham Village

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 1, 2 and 3	Encourages a diversity of housing types, development and moderate housing growth in a manner that respects the neighbourhood 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 – Other Public Use	Seeks to recognise 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 8	Seeks to ensure that the new development is compatible with the preferred role and character of Sandringham Village Major Activity Centre by conserving and enhancing its valued urban character and heritage places. Seeks to maintain a strong landscape character and recognise the significance of Sandringham Hotel.
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.



## 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 1);
- 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 2 and 3);
- An economic analysis and forecasting study, which provided an understanding of current and future floor space requirements and expected commercial growth (refer Appendices 4 and 5);
- A demographic and housing analysis, which considered updated population characteristics, projections and housing and development characteristics; and
- A Neighbourhood Character review, which focussed on character issues in the residential areas.

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.

The Appendices contain background reports which provide more detail than provided in this document and should be referred to for further information.

## Key Achievements since 2006

Council has made substantial progress in undertaking the actions listed in the Structure Plan. From the 36 actions contained in the Structure Plan, 12 are complete, 13 are underway/ongoing, and 11 are yet to commence.

Council implemented Amendment C100 to the Planning Scheme in 2013 to introduce the Structure Plan into the Local Planning Policy Framework, and include a new schedule to the Design and Development Overlay guiding the built form.

A number of capital works projects have been undertaken to update the streetscape and provide additional pedestrian and bicycle facilities. Some of the actions are ongoing, particularly those related to decision making in the development application process. Other actions will be addressed through strategies and plans that are currently in the process of being developed, for example, car parking plans.

There are a number of actions that are yet to be commenced, including the laneway investigation. Some of these are addressed as part of this review. Some of the outstanding actions are addressed as part of this review whereas others are listed in Appendix 1: Sandringham Village Structure Plan 2006 Audit of Actions.



# Planning Framework Review

## State Policy – key changes

Despite changes to State planning policy since the Sandringham Village 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 Sandringham Activity Centre changing from a MAC to a more general 'Activity Centre'. Council can therefore decide whether or not to continue identifying hierarchical or functional distinctions between the activity centres in the municipality and whether the current designations of all centres within the Local Planning Policy Framework are still relevant.

There is support to continue with a hierarchy of activity centres. 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 draft Retail, Commercial and Employment Strategy identifies a need to provide updated clarity around the structure and hierarchy of centres across Bayside.

### Recommendation:

- *Review the municipality's activity centre classifications.*

### 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, and the new residential zones implemented in Bayside in 2014 through Amendment C106.

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

The reformed zones, specifically the Commercial 1, Mixed Use, Residential Growth Zone and General Residential Zone, allow for a wider range of residential uses in commercial areas and additional commercial uses in residential areas without the need for a planning permit. This makes it more difficult for Council to guide certain uses to precincts as set out in the Activities section of the Structure Plan.

While these changes might be expected to result in some tension between residential and commercial uses in mixed use areas, a review of VCAT cases found this is not yet evident in Bayside. The Bayside Housing Strategy (2012) seeks to manage any potential future issues by recognising this issue and including an amenity-related objective and associated strategies to address it.

The reformed Commercial 1 Zone also allows a wider range of retail and office uses, in addition to residential uses, without the need for a permit and removes certain floor space restrictions. The zone promotes vibrant mixed use commercial centres for retail, office, business, entertainment and community uses, as well as residential uses at densities complementary to the role and scale of the commercial centre. This zone now makes it harder to separate retail from office precincts, as per the Activities Plan, and Map 1 of Cl.21.11-1 in the Planning Scheme.

This review gives Council the opportunity to adopt the same direction as the zone reform and promote mixed use centres and permit a broader range of uses within the commercial areas.

#### Recommendation:

- *Continue to use the Commercial 1 Zone and create opportunities for mixed uses in the centre including retail, office and commercial uses and shop-top residential development.*

### There is a need to balance housing with commercial growth

A challenge for Sandringham Village 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 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).

While this is not yet occurring in Sandringham Village, housing demand is forecast to increase in the centre. With the introduction of the reformed residential zones, Council is better able to direct housing growth into the centre, consistent with the direction of the Bayside Housing Strategy (2012). That is, to direct housing growth to areas which have attributes more suitable to cater for growth, such as Sandringham Village (identified as a growth area), and discourage it in other areas where the predominantly low density residential scale is to be maintained ('minimal growth areas'). This change is expected to reduce the volume of small scale infill across the municipality which had been providing the majority of new housing supply, and shift this demand into the activity centres which support more intensive forms of housing development.

#### Recommendation:

- *Ensure a balance is achieved between providing sufficient floorspace for commercial uses including for future growth and providing additional residential development, through a monitoring and reviewing program.*

### Advice recommends considering additional areas for higher density housing

The Literature and Policy Implementation Review (Appendix 2) 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 Sandringham Village) and consider whether the 'Key Focus Residential Growth Areas' 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 2) 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 Sandringham Village 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 draft *Retail, Commercial and Employment Strategy*.

In considering the controls in place over Sandringham Village 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 within PN58: *Applying the Residential Zones*, and that the Commercial 1 Zone be retained for the commercial precincts..

### Recommendation

- *Continue to apply the General Residential Zone in the residential areas of Sandringham Village Activity Centre to provide for the housing outcomes anticipated in the Bayside Housing Strategy (2012), and to continue to apply the Commercial 1 Zone to the business precincts outside of the core retail areas to allow for incremental expansion of retail and commercial floorspace.*

<sup>1</sup> 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.

## Local Planning Framework – key changes

Since the Structure Plan was prepared, Council has undertaken a significant amount of strategic work relevant to Sandringham Village. 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)
- Sandringham Village Streetscape Master Plan (2016)

In addition, Council is currently working on a number of additional strategies and plans that have relevance to the Sandringham Village Structure Plan, including a Signage and Wayfinding Strategy, Heritage Action Plan, and the Retail, Commercial and Employment Strategy.

Overall, these strategies support the existing Structure Plan vision and build upon the objectives at Cl. 21.11-1. 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 4) 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.

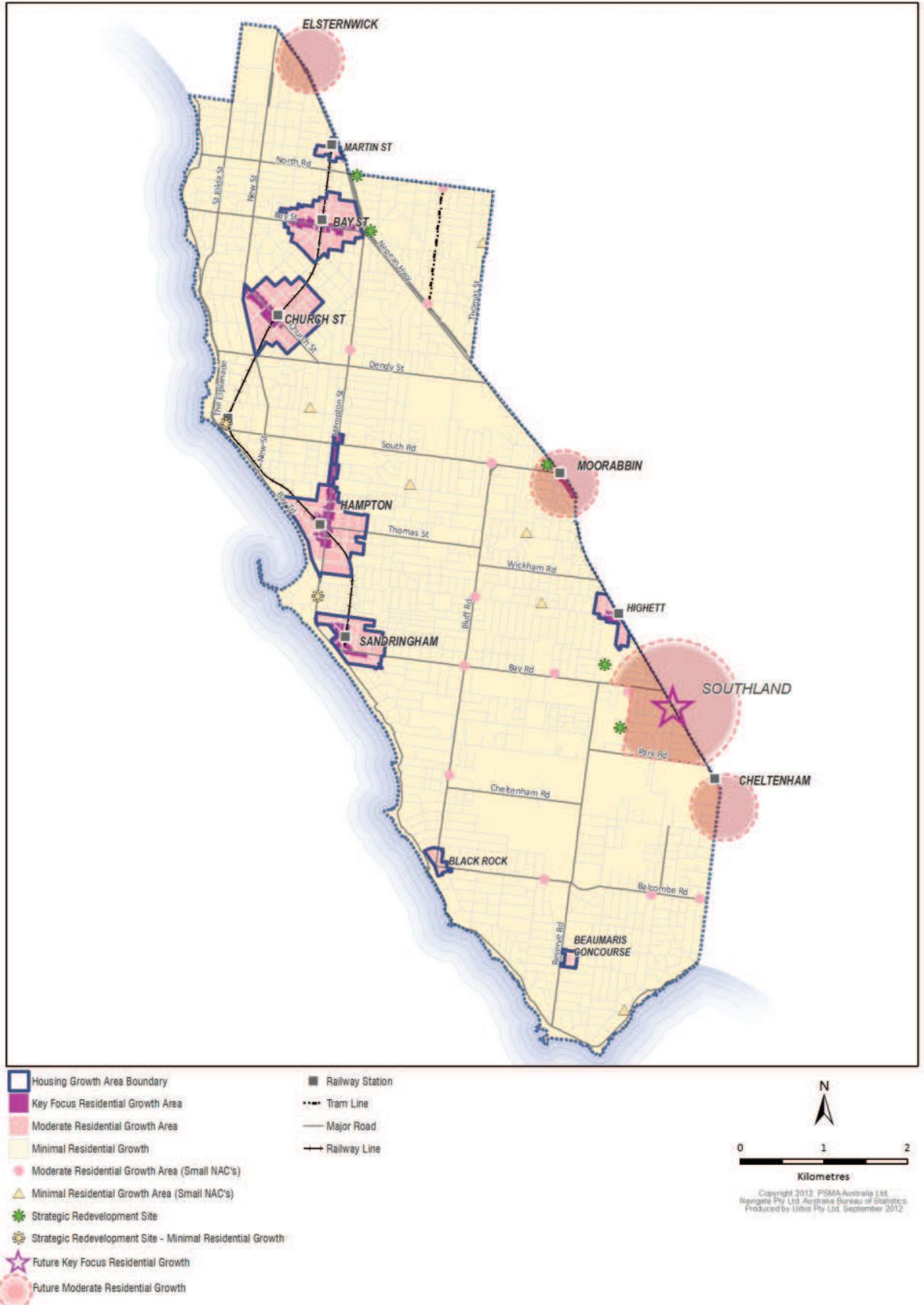
Within the Housing Growth Areas outlined in the Housing Strategy, activity centres are designated into 'Key Focus Residential Growth Areas' and 'Moderate Residential Growth Areas':

- Key Focus Residential Growth Areas are to accommodate the majority of medium and high density residential development. They provide a diverse range of housing types, and have a high level of access to public transport and services. In Sandringham Village, 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 Figure 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 Sandringham Village Structure Plan, such as economic activity, open space opportunities, and physical and social infrastructure. Whilst this encourages higher density residential development in the activity centre, the Sandringham Village centre has not yet experienced the same rate of new higher density residential development as other centres in Bayside.

Figure 4 Residential Framework Plan



### The 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. Objectives and strategies not considered relevant for the assessment of planning proposals and that duplicated existing policy were not included. Bayside's Municipal Strategic Statement Clause 21.11 (Local Areas) implements the vision (based on the Future Role and Character Statement) and adopts a number of objectives from the Structure Plan. The Schedule 8 to the Design and Development Overlay (DDO8) implements specific requirements from the Structure Plan relating to the design and built form of new development.

Built form outcomes, and building heights in particular, is an area of considerable importance to Council and the community. The Buildings Plan in the Sandringham Village Structure Plan specifies building heights for each area. Building heights are controlled through the DDO8 (refer to Appendix 6 for details) and variations to the residential zone to specify a mandatory height.

A review of VCAT decisions (refer Appendix 2) did not reveal any key structural deficiencies in the way the DDO8 operates. The findings suggest that the DDO is effective in moderating building heights, even in cases where the approved heights exceed the 'preferred' height outlined in the DDO.

Some issues with the DDO8 and potential opportunities for improvements are as follows:

- 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;

- DDO8 includes a section titled 'Permit requirements' but this does not accurately describe what follows. 'Design objectives' or something similar may be 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 relating to the DDO8:

- Review the DDO8 to delete storey definitions to simplify the clause;
- Delete reference to the Residential 1 Zone (replace with General Residential Zone); and
- Review 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 what is applied through the DDO8. It is noted that the Structure Plan heights have been superseded as a result of subsequent decisions and that the DDO8 are the controls in place.

### Recommendations

- *Amend DDO to update terminology, and improve ease of use and discretionary decision making.*
- *Update building heights in the Sandringham Village Buildings Plan to ensure alignment with DDO8.*
- *Review 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 Sandringham Village encompasses 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 boundaries for the demographic and housing information compared to the Sandringham Village Structure Plan area is shown in Figure 5.

Sandringham Village is experiencing moderate population growth. Over the five years between 2006 to 2011, the centre grew by 109 people to reach its population of 2,011 residents. As shown in the table below, the population is forecast to increase to 2,899 residents by 2031, representing an approximate 44% increase from its 2011 population.

Figure 5 Sandringham Village - demographic and housing data (.id) boundary compared with the Structure Plan boundary.

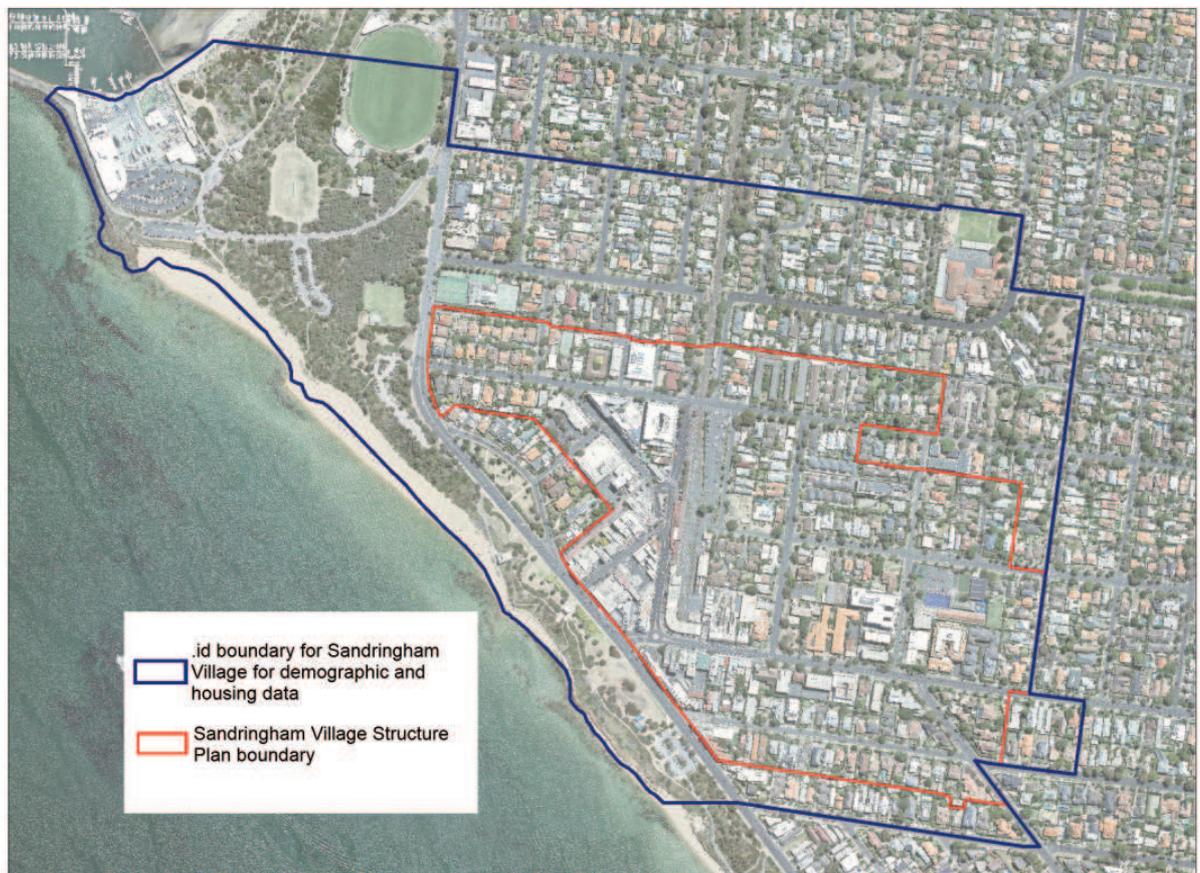


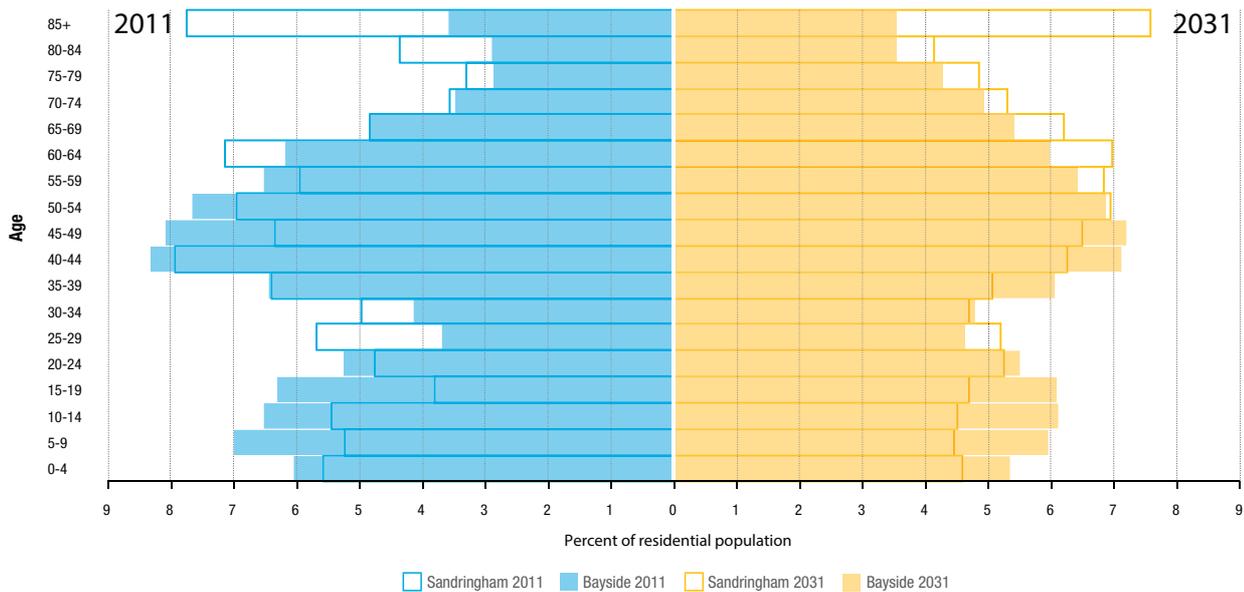
Figure 6 Population overview Sandringham Village and Bayside, 2001-2031

	Census Data			Forecast Data	
	2001	2006	2011	2021	2031
Sandringham Village	1,831	1,902	2,011	2,585	2,899
City of Bayside	85,751	87,937	91,815	110,242	115,452

### Age structure

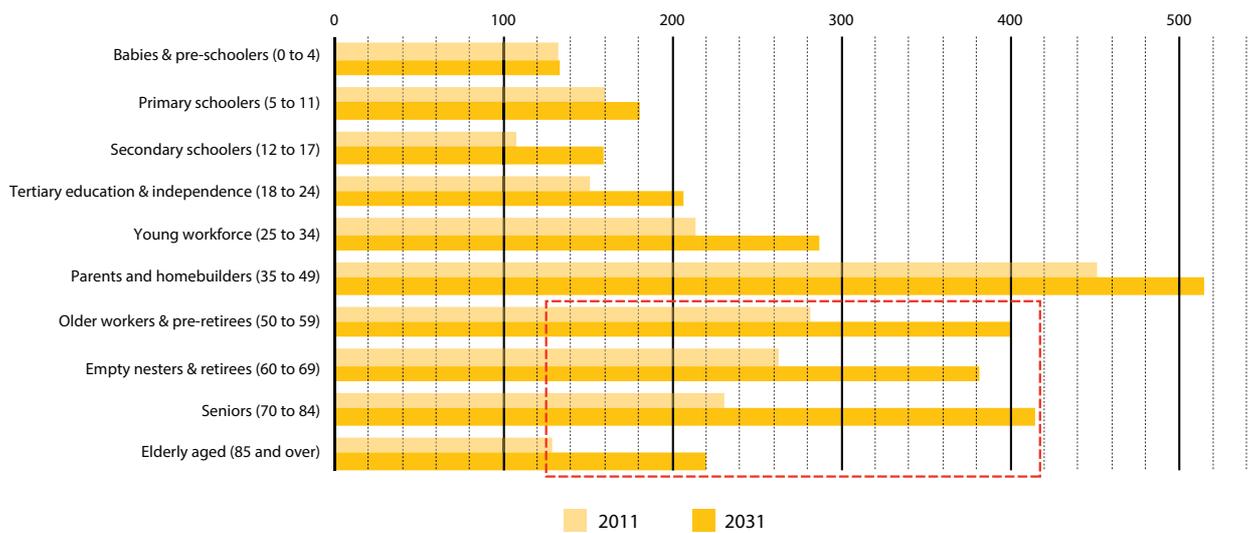
The population pyramid in Figure 7 compares the age structure of Sandringham Village to the City of Bayside in 2011 and forecast to 2031. Broadly speaking, the main differences in the age structures of Sandringham Village compared to the City of Bayside are not forecast to change significantly from 2011 to 2031. In 2011, Sandringham Village had a greater proportion of residents aged 85 years and older, and a lower proportion of residents under 20 years old.

Figure 7 Age profiles for Sandringham Village 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, Sandringham Village will experience increases in all age groups, however, there will be an ageing of the population, with the biggest increases occurring in the seniors and elderly age groups (+275 people), as well as in the age groups of older workers and pre-retirees (+118 people) and empty nesters and retirees (+119 people). The number of Sandringham Village residents in service age group categories for 2011 and forecast to 2031 is detailed in Figure 8.

Figure 8 Sandringham Village, service age groups, 2011 and 2031

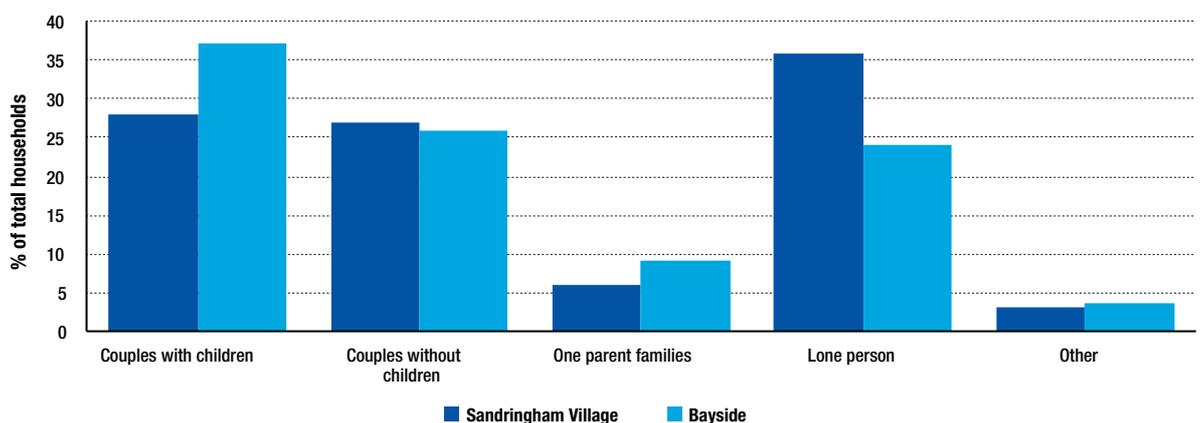


### Household types

Analysis of the household/family types in Sandringham Village in 2011 compared to the average for Bayside shows that there was a lower proportion of households with children. Overall, 26% of total families were couple families with children, and 5% were one-parent families, compared with 36% and 9% respectively for Bayside.

There was a higher proportion of households without children. Overall, the proportion of lone person households was 36% compared to 23% for Bayside, while the proportion of couples without children was 26% compared to the Bayside average of 24%.

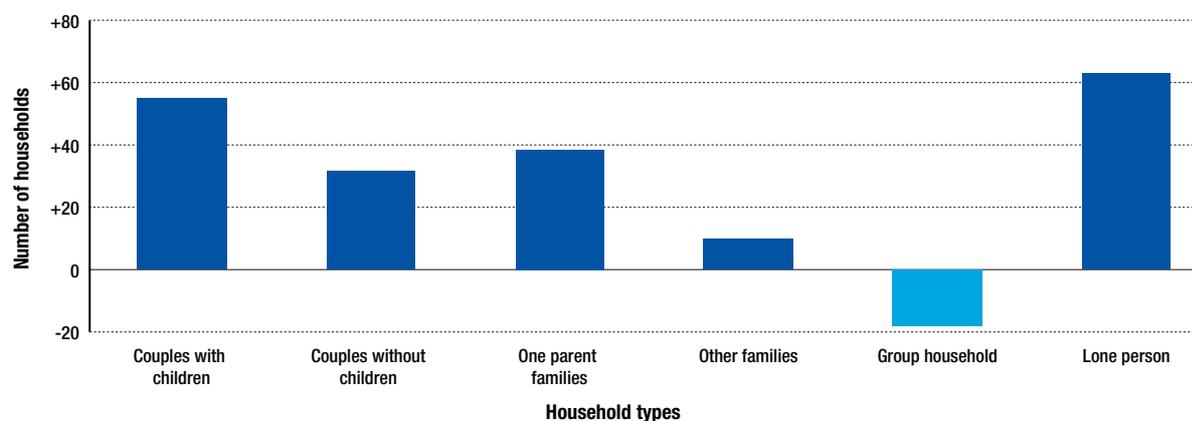
Figure 9 Household type, 2011



The number of households in Sandringham Village increased by 105 between 2006 and 2011. As shown in Figure 10, the largest change in family/household types in Sandringham Village between 2006 and 2011 was in lone person households, which grew by 67. In looking at the age profile of the lone person households, it shows that the increase came predominately from younger age groups as follows:

- Young (aged 15-44): +38 households
- Middle-aged (aged 45-64): +24 households
- Older (aged 65 and over): +5 households

Figure 10 Change in household type, Sandringham Village, 2006 to 2011



Source: Australian Bureau of Statistics, Census of Population and Housing, 2006 and 2011 (Enumerated data)

This increase in lone person households is forecast to continue over time with lone person households continuing to be the dominant household type in Sandringham Village in 2031, followed by couples without children. As detailed in Figure 11, the household characteristics that set Sandringham Village apart from the Bayside average in 2011 remain the same in 2031. That is, a higher proportion of lone person households, a lower proportion of households with children, and similar proportions of couples without children households.

Figure 11 Household types, 2011 and 2031

Sandringham Village Households by type	2011 Census			2031 Forecasts			Change 2011-2031
	Number	%	% Bayside	Number	%	% Bayside	
Couples with children	216	25.6	36.3	317	25.2	33.3	+101
Couples without children	221	26.2	24.3	355	28.2	28.6	+134
One parent families	40	4.7	9.1	72	5.7	8.8	+32
Lone person	304	35.9	23.1	486	38.6	26.7	+182

### Household size

Sandringham Village has a smaller household size of 2.15 in 2011 compared to the Bayside average of 2.55. The average household size in Sandringham Village decreased between 2006 and 2011 and is forecast to decrease further by 2031 to 2.12. The smaller household size reflects the greater prevalence of lone person households and the lower proportion of households with children.

Average Household Size	Census data		Forecast data
	2006	2011	2031
Sandringham Village	2.24	2.15	2.12
City of Bayside	2.52	2.55	2.48

### Dwelling type

In Sandringham Village, 61% of the dwellings were medium or high density<sup>2</sup>, compared to 32% in the City of Bayside. These dwelling types experienced the biggest growth between 2006 and 2011, with 115 dwellings added. While the number of separate houses decreased by 21 between 2006 and 2011, this remains the most prevalent dwelling type in 2011 for the wider Sandringham Village area. Although there are no forecasts to 2031 for dwelling types, the trend towards constructing medium and high density housing is expected to continue and increase. Key planning changes will facilitate this growth. In particular, the implementation of the Sandringham Village Structure Plan into the Planning Scheme, and the application of the new residential zones to implement the directions of the Bayside Housing Strategy 2012.

Sandringham Village	2011			2006			Change
	Number	%	City of Bayside %	Number	%	City of Bayside %	2006 to 2011
Separate house	361	38.3	67.4	381	43.7	67.7	-21
Medium density	338	35.9	29.1	303	34.7	29.7	+35
High density	239	25.4	3.1	158	18.2	1.9	+80
Other	4	0.4	0.4	30	3.4	0.7	-26
<b>Total Private Dwellings</b>	<b>942</b>	<b>100.0</b>	<b>100.0</b>	<b>872</b>	<b>100.0</b>	<b>100.0</b>	<b>69</b>

<sup>2</sup> 'Medium density' in this instance includes all semi-detached, row, terrace, townhouses and villa units, plus flats and apartments in blocks of 1 or 2 storeys, and flats attached to houses; 'high density' includes flats and apartments in 3 storey and larger blocks.



### Housing Capacity Analysis

A housing capacity analysis using Council’s Housing Growth Model was undertaken to assess whether the planning controls in the Sandringham Village Structure Plan area 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 Sandringham Village activity centre would meet and exceed the forecast dwelling demand.

Note that the figures detailed below are for the area within the Sandringham Village Structure Plan activity centre boundary only, not the wider area as used in the preceding demographic profile.

Figure 12 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
Sandringham Village	1,109	1,401	976	+133	+425

### Economic Profile

An economic analysis of Sandringham Village was prepared to update the 2006 Economic Assessment of the centre.

Overall the economic analysis concluded that Sandringham Village 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. The current land use composition of the non-residential uses in the centre is shown in Figure 13.

Figure 13 Spatial land use, Sandringham 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 in the centre;
- Continue to improve streetscape and public realm; and
- Leverage off the activity centre's coastal location.

The analysis did not identify a need for any rezoning of residential to accommodate the growth in floorspace demand for retail and commercial uses as consolidation of the centre is preferred. However, it is important to ensure that the incremental growth in floorspace can continue to be accommodated in order to meet demand. The retail and commercial floorspace demand forecasts are detailed in Figure 14.

Figure 14 Retail and Commercial Floorspace Estimates

Land use	2014 Supply (sqm)	2021		2031	
		Demand	Expansion Need	Demand	Expansion Need
<b>Retail (total)</b>	<b>12,528</b>	<b>13,900</b>	<b>1,400</b>	<b>14,800</b>	<b>2,300</b>
Supermarket and Grocery Stores	2,490	2,800	300	2,900	500
Specialty – Food and Drink	1,530	1,700	200	1,800	300
Specialty – Non food	3,948	4,400	400	4,700	700
Hospitality	4,560	5,100	500	5,400	800
<b>Commercial</b>	<b>5,589</b>	<b>5,700</b>	<b>100</b>	<b>6,300</b>	<b>700</b>

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 data for Sandringham Village shows that it currently has an older age profile compared to the Bayside average, with a greater proportion of residents aged 60 and over. Over time, this is forecast to change and become more comparable to the Bayside average, with the exception of residents aged 85 years and over which remains higher and is indicative of the aged care facilities within activity centres. This links to directions in the Bayside Housing Strategy (2012) which encourages the location of aged/disability care facilities and retirement villages within the MACs as they have good access to services<sup>3</sup>. 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.

While Sandringham has a hospital, it is disconnected from the Sandringham Village activity centre both visually and through distance. The economic advice suggested that this disconnection would preclude a medical cluster forming in the centre that linked to the hospital.

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

### Recommendation:

- *Encourage health services to locate within Sandringham Village so residents have good access to health services as the demand is forecast to grow.*

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

The Sandringham Village 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 the strategic work identified in the Bayside Housing Strategy regarding community infrastructure issues.*

### 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. In addition, such centres will be well-placed to take advantage of the growing popularity of casual dining as a substitute for fine-dining. In relation to Sandringham high-end hospitality is also attracted by the distinct presentation available in such a street-based activity centre in the form of alfresco dining.

Regular streetscape and public realm works are required to ensure that the places remain relevant to meet public need. The Sandringham Village Streetscape Master Plan provides a vision for revitalising the streetscapes and improving the public realm to stimulate the local economy. However, the Structure Plan is a long-term plan, and all opportunities for streetscape and public realm improvements should be considered and reviewed regularly.

In addition, 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 section of the Structure Plan.

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. While the Strategy found that Sandringham did not require more open space, the Strategy stated that 'provision of open space within these centres is highly important to offset the build-up of urban heat. Planting large canopy trees in open space and the street will also help mitigate this impact'. The Policy and Implementation Review report links this to potentially using the zone schedules to vary the provisions for landscaping. Whilst this is an option, it is considered that this is not a high risk for the

Sandringham Activity Centre given its location and Council's commitment to landscaping and streetscape improvements.

### Recommendation:

- *Undertake continuous improvements to the streetscapes, public realm and walkability of the centre that build on the Sandringham Village Streetscape Masterplan.*

### Sandringham Village can leverage off its coastal location

The Sandringham Village Structure Plan already seeks to improve the connection between the Sandringham Village and the foreshore reserve. It includes the following strategies in the Spaces section of the Structure Plan:

- Improve Melrose Street as a link from the village and station area to the foreshore reserve;
- Provide active building frontages along Beach Road to address the foreshore reserve; and
- Improve pedestrian links between the foreshore reserve and Beach Road to encourage people to move between the foreshore and the Centre.

Despite the desired improvements for better connections, Beach Road is an arterial road playing an important traffic function and is managed by VicRoads. Council's ability to implement changes is limited as it primarily plays an advocacy role. In addition, any changes must have regard to the Beach Road Corridor Strategy, a joint strategic document prepared on behalf of Bayside City Council, VicRoads and City of Kingston.

### Recommendation

- *Investigate options to better connect the coast with the Activity Centre.*
- *Advocate for Beach Road to become more pedestrian friendly in the activity centre area, in particular to improve pedestrian linkages to the foreshore, especially where a physical and visual path to the water can be aligned.*

### 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 Sandringham Village in the future.

The economic analysis recommended that the Structure Plan support residential development in the centre, particularly 'shop top' development, and to support densification of the catchment, perhaps with more three to four storey residential developments above shops to consolidate the precinct.

### Recommendation

- *Continue to support residential development and intensification in the centre, including through 'shop top' development.*

### 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. Whilst 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 2) 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 Sandringham Village, which recognise it will undergo change.*
- *Provide guidelines for the development of properties affected by a Heritage Overlay or Neighbourhood Character Overlay within the Sandringham Village MAC.*
- *Define what is meant by 'village feel' and 'village character' in the Planning Scheme in relation to the Sandringham Village MAC.*

### **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 Sandringham Village 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 Sandringham Village MAC.*

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

The laneways in the Sandringham Village Activity Centre have been raised as an issue of concern for Bayside residents and by VCAT. The opportunity to widen and specify the primary purpose of laneways is identified in the Structure Plan however has not yet been realised. The strengthening of implementation measures to widen laneways and create new laneways will assist Council achieving the access objectives of the Structure Plan.

### **Recommendation:**

- *Investigate the options for implementing the proposed laneway widenings and laneway connections as shown on the Access Plan.*

## 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	Demand for health services is forecast to grow. It is important that residents have good access to health services.	Encourage health services to locate within Sandringham Village.	Undertake further strategic work to identify methods to attract health services to locate in the centre. Prepare a Planning Scheme Amendment to update CI 21.11-1 Sandringham Village to include a strategy to 'encourage health service uses' and if relevant, incorporate measures identified through the further strategic work.
2	Activities	The reformed zones makes 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 Sandringham Village 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 21.11-1 Sandringham Village to combine Precinct 1 (Retail Core) with Precinct 3 (Bay Road Offices).
3	Activities	There is a risk that residential development can outpace commercial development. It is important to ensure that increased residential development in activity centres does not occur at the expense of the 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 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 draft Retail, Commercial and Employment Strategy.

	Theme	Identified Issues/ Opportunities	Recommendations	Actions
4	Activities	The review presents an opportunity to consider the application of the Residential Growth Zone in the Activity Centre.	Continue to apply the General Residential Zone in Sandringham Village to provide for the housing outcomes anticipated in the Bayside Housing Strategy 2012, 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.
5	Activities	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.	Continue to support residential development and intensification in the centre, including through 'shop top' development.	No further action needed - 'shop top' residential development is encouraged through the current planning controls through the C1Z, DDO8 and State and Local Planning Policy Framework.
6	Activities	Evidence at the C100-103 Planning Panel identified that the Structure Plans lack detail in relation to community infrastructure.  The Bayside Housing Strategy 2012 also identified that further strategic work is needed to plan for the infrastructure requirements of a growing community.	Undertake the further strategic work identified in the Bayside Housing Strategy (2012) regarding community infrastructure issues.	Undertake further strategic work relating to infrastructure needs in the Housing Growth Areas as per Bayside Housing Strategy (2012).
7	Activities	The coastal location is a strength that can be optimised. As the Activity Centre and the bay on the other side of the road both attract visitation, the connection between the two elements becomes the key. There is opportunity to improve the integration of the centre's commercial functions with the aesthetics on offer along the coast.	Investigate options to better connect the coast with the Sandringham Village Activity Centre.  Advocate for Beach Road to become more pedestrian friendly in the activity centre area, in particular to improve pedestrian linkages to the foreshore, especially where a physical and visual path to the water can be aligned.	Through the draft Retail, Commercial and Employment Strategy, explore ways to better connect the coast with the activity centre.  No further action needed to update Planning Scheme - Clause 21.11-1 already includes an objective to improve physical and visual connections between Sandringham Village and the foreshore reserve.  Continue to advocate to VicRoads for better pedestrian connections between the village and the foreshore, having regard to the Beach Road Corridor Strategy.

	Theme	Identified Issues/ Opportunities	Recommendations	Actions
8	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 Sandringham Village 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 Sandringham Village.</p>
9	Buildings	There are no key structural deficiencies in the way the DDO8 operates however potential improvements were identified relating to better guiding discretionary decision making, improving ease of use, and updating in line with current zoning terminology.	Amend DDO to update terminology, and improve ease of use and discretionary decision making.	Prepare a Planning Scheme Amendment to update DDO8 according to identified improvements.
10	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 DDO8 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 Sandringham Village Activity Centre.

	Theme	Identified Issues/ Opportunities	Recommendations	Actions
11	Spaces	Improving the amenity, walkability and sense of place of the centre helps to boost its economic potential. In the short term, the Sandringham Village Streetscape Master Plan (2016) will assist in revitalising the streetscapes and improving public realm outcomes to stimulate the local economy and provide community benefits. However, long-term, continual improvements are needed to ensure it responds to changing needs.	Undertake improvements to the streetscapes, public realm and walkability of the centre that build on the Sandringham Village Streetscape Masterplan.	Support the implementation of the Sandringham Village Streetscape Master Plan (2016). Continue to review and undertake streetscape and public realm works in the long term.
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 C100.	Prepare a Car Parking Plan for the Sandringham Village Activity Centre to identify car parking needs.	Develop, adopt and implement a Car Parking Plan for the centre.
13	Access	Laneways in the Sandringham Village Activity Centre have been raised as a matter of concern for Bayside residents and by VCAT. The widenings and new connections sought by the Structure Plan have not yet been realised. 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 Sandringham Village Structure Plan and in Map 1 to Clause 21.11-1 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 draft Retail, Commercial and Employment Strategy.

## Appendix 1 – Audit of Actions, Sandringham Village 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. (p9)	Urban Strategy	Complete - C100-C103
2	Buildings	Update the relevant precincts in Major Activity Centres within the Heritage Review 1999 by Allom Lovell and 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. (p13)	Urban Strategy	A Heritage Action Plan is being prepared which will update findings from the Heritage Review 1999 and will identify appropriate future actions for heritage areas in Sandringham Village.
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 into the Local Planning Policy Framework. (p13)	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 to 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. (p16)	Urban Improvements	Complete
6	Spaces	Undertake a streetscape upgrade for Beach Road between The 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. (p16)	Urban Improvements	Not commenced. Council to negotiate with VicRoads as the land manager, having regard to the Beach Road Corridor Strategy. This is reinforced through the Bicycle Strategy (2013).
7	Spaces	Negotiate for high quality buildings along Beach Road that address the foreshore reserve with windows and activity at street level when relevant development applications are submitted. (p16)	Statutory Planning	Ongoing
8	Spaces	Investigate options for providing higher pedestrian priority at existing signalised crossings along Beach Road (see Access section for more detail). (p16)	Traffic Engineering	Complete – the Beach Road Corridor Strategy provides Council's and VicRoads' position for the management of Beach Road.

	Theme	Action	Responsibility	Status
9	Spaces	<p>Include and implement the following proposed works in the Council's works program, prioritised to concentrate benefits and positive impacts:</p> <ul style="list-style-type: none"> <li>• Improve the small landscaped areas of open space around the railway station to provide an attractive pedestrian link. (p16)</li> </ul>	Urban Improvements	Complete
10	Spaces	Develop a signage guideline to manage existing signage in the Centre and promote special features of the Centre. (p16)	Urban Improvements	Underway. Signage also considered in the Streetscape Master Plan
11	Spaces	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. (p16)	Urban Improvements	<p><b>Not commenced. Government Funding/subsidy no longer available. Significant Council Budget would need to be allocated.</b></p> <p><b>Streetscape Master Plan also advocates for investigating the possibility of locating power lines underground along Station Street south to facilitate a widening of footpaths.</b></p>
12	Spaces	Implement the undergrounding of power in Melrose Street in accordance with the appropriate strategy. (p16)	Urban Improvements	<p><b>Not commenced. Government Funding/subsidy no longer available. Significant Council Budget would need to be allocated.</b></p>
13	Spaces	Require provision of weather protection and active frontages for properties with active frontages in the main streets of the Centre. (p16)	Statutory Planning	Ongoing
14	Spaces	Review opportunities for acquiring additional public open space. (p16)	Urban Strategy / ESOS / Commercial Services	<p>Complete – The Open Space Strategy outlines that there is no additional open space required in the Activity Centre.</p> <p>May need to be reviewed once housing capacity analysis has been completed.</p>
15	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
16	Access	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. (p20)	Urban Strategy	Not commenced – Car Parking Plan is yet to be finalised.

	Theme	Action	Responsibility	Status
17	Access	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. (p20)	Traffic Engineering	<b>Council has written to VicRoads and advised there is no need for reduced speed limits in Sandringham Village. Council to continue to advocate. This is reinforced in the Bicycle Strategy (2013)</b>
18	Access	Consider other ways to reduce vehicle speeds through the Centre other than the introduction of reduced speed limits. (p20)	Traffic Engineering	<b>The Sandringham Village Streetscape Master Plan will address this.</b>
19	Access	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. (p20)	Traffic Engineering	<b>Ongoing</b>
20	Access	Investigate the options for implementing the proposed laneway widenings and laneway connections as shown on the access plan. (p20)	Urban Strategy / Statutory Planning	<b>Not commenced</b>
21	Access	Develop a laneway maintenance strategy for safety, sanitation, etc. The strategy should consider: <ul style="list-style-type: none"> <li>• Repaving to ensure even surfaces (asphalt typical)</li> <li>• Lighting. (p20)</li> </ul>	Asset Management	<b>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.</b>
22	Access	Review and implement the on-street car parking recommendations contained in the Parking Precinct Plan, including: <ul style="list-style-type: none"> <li>• Consultation with traders and other relevant groups;</li> <li>• Considering the increase of very short-term parking (1/4 hour limit) in the heart of the Centre, particularly close to the Station;</li> <li>• 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. (p20)</li> </ul>	Urban Strategy / Traffic Engineering	<b>Not commenced.</b>
23	Access	Improve view lines to, and lighting in off-street car parks and on pedestrian linkages between the car parks and the retail areas. (p20)	Urban Improvements / Statutory Planning	<b>Ongoing</b>
24	Access	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. (p20)	Traffic Engineering	<b>PTV have committed to increasing services on the Sandringham line from 2016.</b>

	Theme	Action	Responsibility	Status
25	Access	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. (p20)	Traffic Engineering	Addressed through the Streetscape Master Plan for Sandringham Village. This will also be addressed by the Signage and Wayfinding Strategy which is being developed.
26	Access	Work with VicTrack and the Department of Infrastructure to investigate options for the redevelopment of 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.	Urban Strategy	Ongoing
27	Access	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"> <li>Improved lighting at the station, along pathways to the station and in car parks;</li> <li>Installing bicycle lockers to supplement the existing semi-secure bicycle parking facilities. (p21)</li> </ul>	Traffic Engineering	Commenced – improvements to lighting around the station is being investigated. Bicycle lockers have been installed at Sandringham station.
28	Access	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. (p21)	Traffic Engineering	Streetscape Master Plan partly addresses this. Ongoing advocacy to VicRoads required.
29	Access	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. (p21)	Urban Strategy / Traffic Engineering	Not commenced. May form part of the redevelopment of the station car park when and if that occurs.
30	Access	Negotiate the provision of a new mid-block pedestrian link between Sims Street and Bay Road with redevelopment of one or more suitable premises. (p21)	Urban Strategy / Traffic Engineering	Not commenced
31	Access	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. (p21)	Urban Improvements	Complete – forms part of the Place Design Manual
32	Access	Develop a formal footpath maintenance strategy. (p21)	Asset Management	Complete – Road Reserve Footpath Strategy completed in June 2012. Footpath Treatments Within the Road Reserve Policy adopted May 2016.

	Theme	Action	Responsibility	Status
33	Access	Complete the installation of on-road cycle lanes and off-road cycle paths in the Sandringham Village Centre in accordance with the Bayside Bicycle Strategy.	Urban Improvements	<b>Partially complete</b> Melrose St complete, others will form part of Streetscape Master Plan work
34	Access	Develop implementation options for the installation of bicycle facilities in all new developments and in Council buildings, community facilities and Council-controlled car parks. (p21)	Traffic Engineering	<b>Complete - Bicycle Strategy sets out Council's expectations regarding non-statutory provision of bicycle parking.</b>
35	Access	Prepare a mobility strategy for the area that considers the above strategies.	Traffic Engineering	<b>Complete – Integrated Transport Strategy</b>
36	Access	Review the Parking Precinct Plan in five years to ensure its continued relevance.	Urban Strategy / Traffic Engineering	<b>Not commenced</b>



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