

## Bayside Open Space Strategy



April 2012

# Acknowledgements and recognition

## The Bayside Open Space Strategy

The *Bayside Open Space Strategy* was adopted by Bayside City Council at its Ordinary Meeting of 10 April 2012.

Development of the *Bayside Open Space Strategy* is the product of a substantial body of research and community engagement. Council wishes to acknowledge and sincerely thank the Open Space Strategy Reference Group for the important role and generous contributions that have been made by each representative:

- |                         |                   |                  |
|-------------------------|-------------------|------------------|
| > Cr Clifford Hayes     | > Rod Binnington  | > Nick McDonald  |
| > Cr Michael Norris     | > Norma Shattock  | > Greg Wallace   |
| > Cr Felicity Frederico | > Zoe Stewart     | > Geoffrey Goode |
| > Mike Halstead-Lyons   | > Robert Kipp     | > Chad Davis     |
| > Rachel Golonka        | > Patricia Carden | > Ashleigh Lynch |
| > Pauline Reynolds      | > Noel Pullen     |                  |

Council also wishes to acknowledge and thank the broader Bayside community for their participation and the relevant departments of Council for their significant contributions to the Strategy.

This project has been managed by Matt Kelleher, Manager Urban Strategy and Brooke Templeton, Strategic Planner for the City of Bayside and by Cazz Redding, Principal of red ink planning. Council would also like to thank the following for their contribution to the finalisation of the *Bayside Open Space Strategy*:

- > Urbis, for the development of open space mapping
- > @ Leisure, for providing peer review and workshop facilitation
- > Civic Ways, for providing peer review

An Open Space audit was undertaken as part of the development of the *Bayside Open Space Strategy: Suburb Analysis and Action Plan*. The audit identified minor inconsistencies in mapping and area calculations related to a number of open spaces throughout Bayside. The audit findings have been incorporated into the *Bayside Open Space Strategy: Suburb Analysis and Action Plan* (August 2012) and the outcomes of the audit have also informed a policy neutral revision of the *Bayside Open Space Strategy* (April 2012).

## The Draft Bayside Open Space Strategy

The development of the Draft *Bayside Open Space Strategy* (March 2011) was completed with the assistance of Penny Wilkinson at CPG Australia, the Bayside Open Space Reference Group and Matt Kelleher, Manager Urban Strategy.

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# Executive Summary

The *Bayside Open Space Strategy* has been prepared by the City of Bayside with a high level of community input over the last three years.

It is a 20-year planning document to provide policy and strategy to enable Council to make decisions about how open space is used, developed, managed and maintained across the municipality.

It is guided by and supports Council's high level planning documents including the *Bayside 2020 Community Plan*, the *Bayside Council Plan*, the *Municipal Strategic Statement* and the *Health and Wellbeing Plan*. It provides the context for and links with a range of other current or proposed strategic documents including the *Housing Strategy*, *Integrated Transport Strategy*, the *Recreation Strategy*, the *Asset Management Policy* and individual park masterplans.

At a broader level, the *Bayside Open Space Strategy* has been written in the context of a range of State and Federal policy documents and initiatives that guide the use of land and open space including the *Victoria Planning Provisions*, *Melbourne 2030*, *Melbourne @ 5 million*, the *Victorian Coastal Strategy 2008*, *Healthy Parks Healthy People*, *Linking People and Spaces* and *Living Links*.

## Influences

Bayside's open space network is influenced by a wide range of factors as outlined in Chapter Two.

Within a regional context, Bayside's open spaces are generally small with the exception of the Bayside foreshore which forms Bayside's westerly and southerly boundary. Bayside is located on a sandbelt and this has influenced the development of the municipality. In an open space context this has meant that a large number of golf courses (six) have developed within the municipality. These golf courses, which are largely inaccessible to the public, make a significant contribution to the total amount of open space in Bayside. Largely due to the geology of Bayside, there are several pockets of indigenous vegetation significant to the Gippsland Plains bioregion, which form a network of relatively small, but important open spaces.

Bayside needs to plan for the impacts of climate change which are likely to include increased flood events, erosion and inundation. Population growth will lead to an increased urban heat island effect. The open space network will play an increasingly important role in mitigating the impact of climate change in the future, particularly the role open space can play in stormwater management, contribution to carbon sinks and 'breathing spaces' for the community.



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Bayside's population is expected to increase by an additional 8369 persons between 2011 and 2026 from 94,676 persons to 103,045 persons.<sup>1</sup> It is expected that the increase in dwellings between 2012 and 2022 will be 2336. This projection was increased following the State Government's release of *Victoria in Future 2012* in April 2012, forecasting a revised population of 104,747 persons by 2026. New dwellings are not expected to be distributed equally across the municipality; Council's proposed housing growth strategy is to direct most new housing to Activity Centres and minimise change in established residential areas. This growth will place increased pressure on the open space network which will not be equitable across the municipality.

Dwelling types are also changing. The percentage of terraces, townhouses, flats and apartments rose significantly over the 15-year period from 1991–2006 while the percentage of separate houses steadily decreased during the same period. This trend generally equates to smaller levels of private open space per dwelling, which again places additional pressure on the open space network.

Open Space plays an important role in contributing to community health and wellbeing. As the community becomes more diverse and its needs change, there will be increased competing demands on open space. Open spaces need to be flexible to adapt to changing community needs and ensure equitable access to the open space network as a whole.

Bayside has a rich indigenous cultural heritage, which is most evident along the foreshore where there are several sites containing remnants of the Boon wurrung people. There are also examples of post contact cultural heritage within Bayside's open space network including historic homes, civic buildings and gardens.

The *Bayside Open Space Strategy* establishes a Vision and six Principles to guide decision making in relation to the open space network in Chapter Three.

### Vision

From our foreshore, to our parks, our heathland and our trails, we cherish our open space. We will work together to build our open space network in ways that celebrate our strengths, support biodiversity, improve health and wellbeing and community connections, for future and current generations.

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<sup>1</sup> Department of Planning and Community Development, 2012, *Victoria in Future 2008*, Melbourne.

## Principles

Principle	What will we do?
<p><b>One: Accessibility</b></p> <p>Accessibility is a measure of how available a range of open spaces experiences are to people in terms of distance, variety, physical accessibility and time.</p>	<ul style="list-style-type: none"> <li>• Work towards an equitable distribution of a range of spaces across the municipality.</li> <li>• Ensure there is no net loss in the amount of accessible open space in Bayside.</li> <li>• Plan open spaces to be accessible in accordance with, or better than, the relevant Australian Standard and in line with Council's current <i>Disability Strategy and Action Plan</i>.</li> <li>• Focus on enhancement of existing open spaces recognising the difficulty in acquiring new open space for the network.</li> </ul>
<p><b>Two: Appropriateness</b></p> <p>Appropriateness in the context of the open space network in Bayside relates to the way in which open spaces are managed. Appropriate management of open space in Bayside means that we will be able to get the most out of each individual space, as well as the network as a whole to meet the wide range of community, physical, biodiversity and intrinsic values that the open space network provide.</p>	<ul style="list-style-type: none"> <li>• Develop an open space network that can accommodate a wide range of current and future demands.</li> <li>• Avoid the development of spaces for specific uses that exclude other uses.</li> <li>• Encourage activities and developments that relate to the defined prime function of the open space.</li> <li>• Optimise other activities where they can be accommodated without undermining or conflicting with the defined prime function of the open space.</li> <li>• Ensure open spaces are safe and fit for purpose.</li> </ul>
<p><b>Three: Affordability</b></p> <p>Affordability means that the open space network is developed and managed in a manner that is financially sustainable, within the context of Council's available resources, priorities and obligations, over time.</p>	<ul style="list-style-type: none"> <li>• Recognise improvements (renewal and acquisition) to the open space network will be funded in the context of Council's <i>Asset Management Policy and Strategy</i>.</li> <li>• When capital improvements to the open space network are made, ensure adequate operational funding is available to manage the asset over its life.</li> <li>• Require public open space contributions from developers for improvements to the open space network.</li> <li>• Ensure that standards of maintenance of the open space network are a realistic balance between the available operational funding, and community expectations, and that adequate operational funding is allocated to meet these standards.</li> <li>• Develop procedures and standards to optimise the financial investment made by Council in the open space network.</li> </ul>
<p><b>Four: Environmental Sustainability</b></p> <p>Environmental sustainability is the development and maintenance of practices that contribute to the quality of the environment on a long-term basis.</p>	<ul style="list-style-type: none"> <li>• Manage and restore our natural assets to maintain and enhance biodiversity and ecological processes.</li> <li>• Incorporate environmentally sustainable design and management techniques to reduce water and energy use, and generation of waste.</li> <li>• Implement actions to minimise the impacts of climate change and population growth on the open space network.</li> </ul>

Principle	What will we do?
<p><b>Five: Connections</b></p> <p>Connectivity relates to the physical and visual links between different parts of the open space network, and other key destinations in and outside the municipality.</p>	<ul style="list-style-type: none"> <li>• Better connect open spaces and key community destinations to encourage walking and cycling.</li> <li>• Enhance the connectivity of the open space network to provide habitat corridors.</li> <li>• Improve landscaping along streets to create an attractive, green and connected suburban environment.</li> </ul>
<p><b>Six: Communication</b></p> <p>Communication relates to the exchange of information and ideas between different people and groups of people. Effective communication is an essential part of managing the open space network due to the large number of stakeholders involved in the development, management and use of the open space network, the changing demands on the open space network over time and the competitive advantages that the open space network provides to Bayside.</p>	<ul style="list-style-type: none"> <li>• Work with other stakeholders to find innovative ways to enhance the open space network and individual sites.</li> <li>• Develop efficient and appropriate systems to manage and maintain the open space network.</li> <li>• Encourage the use of the open space network through promoting the range of spaces, connections and attractions offered.</li> <li>• Have respectful discussion with the community in relation to changes to open space.</li> </ul>

Chapter Three also establishes a classification system for open spaces within the network which identifies a catchment and a prime function for each of the spaces.

This classification system will assist Council with determining the level of resources that should be allocated to various open spaces, managing conflict and making transparent decisions in regard to the management of various spaces.

Open spaces in Bayside are classified in accordance with the following catchments:

- Municipal / Regional
- District
- Neighbourhood.

The functions of open spaces are defined by the activities that take place within that space. Open spaces fall into one or more of nine functions:

- Social Family Recreation Park
- Sportsground
- Relaxation Park
- Formal Garden
- Conservation Reserve
- Recreation Facility

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- Beach
- Allocated School Sportsground
- Cemetery.

It is recognised that most open spaces, particularly the larger parks in Bayside, are multifunctional and include a wide range of features. However for the purpose of classification, future planning and management; each open space has been provided with a prime function.

The definition of prime function does not imply primacy of use to the exclusion of all others. Rather, it is designed to allow Council to manage a space according to its prime function, whilst optimising the use of that same space for other functions that don't undermine the prime function.

## The Bayside Open Space Network

Chapter Four of the *Bayside Open Space Strategy* describes the characteristics of the Bayside open space network.

Bayside has a total of 416.21 hectares of open space spread over 138 publically owned open spaces including four publically owned golf courses. When the publically owned golf courses are excluded, there is a total of 297.23 hectares of open space.

Bayside has a large amount of land dedicated to golf courses due to its location on an ancient coastal dune system. Collectively the publically owned golf courses cover 118.98 hectares. This amount excludes the privately owned golf courses which take up about the same amount of land again.

The key defining feature of Bayside is the foreshore, which covers a total of 98.9 hectares and represents 23.76 per cent of Bayside's publically accessible open space network.

Five large parks are spread across the municipality which provide mainly for sports and family recreation. These parks are Elsternwick Park, Dendy Park, Green Point, Cheltenham Park and Tjilatjirin Reserve.

Bayside also has a significant amount of land dedicated as Conservation Reserves. These areas, which amount to a total of 75.25 hectares (approximately 56.72ha within the foreshore and approximately 18.53ha inland), provide examples of regionally significant flora, much of which is under threat.

The majority of the remaining open spaces are smaller parks distributed across the municipality. These open spaces provide a range of structured and unstructured recreational opportunities. Most of these spaces are primarily used by Bayside residents.

There is a developing trail system within Bayside to link open spaces and other key destinations.

Overall, Bayside has a good allocation of open space per capita of population compared with other middle and inner ring suburbs.

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The *Bayside Open Space Strategy* has identified that there is a distribution inequity across the municipality, with some areas (such as Highett and Black Rock) having far lower amounts of open space per capita than the municipal average and other areas (such as Brighton and Brighton East) having poorer accessibility to useable open space (spaces greater than 0.9 hectares for a range of structured and non-structured recreational uses).

The lack of capacity to resource land acquisition means that the emphasis of the *Bayside Open Space Strategy* is to improve both the connectivity of open space to make it easier for residents to access existing open space, and that the quality of Bayside open space should be a key focus to ensure positive and beneficial experiences when they get there.

### How the strategy will be delivered

Chapter Five of the *Open Space Strategy* establishes a range of policies and actions that will be carried out in order to achieve the vision and principles.

Key initiatives include:

- guidance and standards relating to community access to, and provision of facilities within, open spaces
- a commitment to 'no net loss of open space', and policy to guide when and how land will be acquired and how changes of use will be managed
- a commitment to developing a Management Plan for each open space in Bayside
- guidance as to when primacy of use (that is the exclusion of other uses) will be considered in particular open spaces
- a review of commercial and community use of open space for advertising and promotion
- preparation of a dogs in open space policy that addresses how Council will support dog owners in using open space, and the expectations on dog owners when they use open space
- policy to guide capital expenditure on open space
- a review of operational funding allocated to open space
- justification and policy to introduce a public open space contribution levy on developers of at least five per cent for strategic sites, and five per cent for all other land
- guidance for management of Conservation Reserves
- development of a trail strategy to link open spaces, Activity Centres, schools, employment nodes and other key destinations
- development of design standards for open space infrastructure
- standards for managing climate change impacts within open space
- a commitment to community consultation in decision making in open spaces.

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A planning scheme amendment will be prepared to incorporate the *Bayside Open Space Strategy* into the Bayside Planning Scheme. This will include:

- amend Clause 21 – the Municipal Strategic Statement
- introduce a schedule to Clause 52.01 to incorporate a public open space contribution
- develop a Clause 22 local policy ‘Public Open Space Contributions’ to support the application of the schedule to Clause 52.01
- rezone incorrectly zoned land to reflect its status in the public open space network, in line with Action 2.2 – Rezoning of inappropriately zoned spaces within the Strategy.

### Expected outcomes

The expected outcomes of the *Bayside Open Space Strategy* are to:

- integrate the development, management and use of the open space network
- introduce strategies for management of conflicting uses to optimise the benefit that can be gained from each open space and the network as a whole
- introduce an open space levy into the Bayside Planning Scheme to assist with the funding of improvements to the open space network
- ensure open space is appropriately zoned in the Bayside Planning Scheme
- improve community understanding of what they can expect to experience when they visit Bayside’s open spaces
- achieve no net loss of open space in Bayside
- improve or increase open spaces in areas defined as deficient in access
- enhance working relationships with owners, managers and tenants of open space within Bayside and immediately adjacent to Bayside
- properly fund open space infrastructure
- develop an expanded network of pleasant and safe trails for cyclists and pedestrians that link open spaces and key destinations.

A review of the *Bayside Open Space Strategy* is scheduled for 2022.

# Acronyms

<b>ACT</b>	Australian Capital Territory
<b>ASSG</b>	Allocated School Sportsgrounds
<b>AMS</b>	Asset Management Services Department
<b>AP</b>	Amenity Protection Department
<b>B3Z</b>	Business 3 Zone
<b>BBEA</b>	Bayside Business Employment Area
<b>BBQ</b>	Barbeque
<b>BBR</b>	Beach Based Recreation
<b>BCC</b>	Bayside City Council
<b>BLSC</b>	Beaumaris Life Saving Club
<b>C</b>	Cemetery
<b>CCS</b>	Communications and Customer Service Department
<b>CR</b>	Conservation Reserve
<b>CS</b>	Commercial Services Department
<b>CSIRO</b>	Commonwealth Scientific and Industrial Research Organisation
<b>DEECD</b>	Department of Education and Early Childhood Development
<b>DHS</b>	Department of Human Services
<b>DOL</b>	Dog Off Leash
<b>DPCD</b>	Department of Planning and Community Development
<b>DSE</b>	Department of Sustainability and Environment
<b>ESD</b>	Environmentally Sustainable Design
<b>ESOS</b>	Environmental Sustainability and Open Space Department
<b>EVC</b>	Ecological Vegetation Classes
<b>G</b>	Formal Garden
<b>ha</b>	Hectare
<b>Hwy</b>	Highway
<b>IAP2</b>	International Association for Public Participation
<b>LSC</b>	Life Saving Club
<b>m</b>	Metre
<b>M / R</b>	Municipal / Regional
<b>MAC</b>	Major Activity Centre
<b>MSS</b>	Municipal Strategic Statement
<b>MW</b>	Melbourne Water
<b>N'hood</b>	Neighbourhood

<b>N / C</b>	Not Counted
<b>NAC</b>	Neighbourhood Activity Centre (Large)
<b>OSS</b>	Open Space Strategy
<b>PAC</b>	Principle Activity Centre
<b>PCRZ</b>	Public Conservation and Resource Zone
<b>PPRZ</b>	Public Park and Recreation Zone
<b>PUZ</b>	Public Use Zone
<b>PUZ1</b>	Public Use Zone Service and Utility
<b>PUZ2</b>	Public Use Zone Education
<b>PUZ3</b>	Public Use Zone Health and Community
<b>PUZ4</b>	Public Use Zone Transport
<b>PUZ5</b>	Public Use Zone Cemetery / Crematorium
<b>PUZ6</b>	Public Use Zone Local Government
<b>R</b>	Relaxation Park
<b>Rd</b>	Road
<b>RESD</b>	Recreation Events Social Planning Department
<b>RF</b>	Recreation Facility
<b>SFR</b>	Social Family Recreation Park
<b>SG</b>	Sportsground
<b>SNAC</b>	Small Neighbourhood Activity Centre
<b>sqm</b>	Square Metres
<b>St</b>	Street
<b>UK</b>	United Kingdom
<b>US</b>	Urban Strategy Department
<b>VCAT</b>	Victorian Civil and Administrative Tribunal
<b>VPPs</b>	Victorian Planning Provisions
<b>VR</b>	Vic Roads
<b>VT</b>	VicTrack



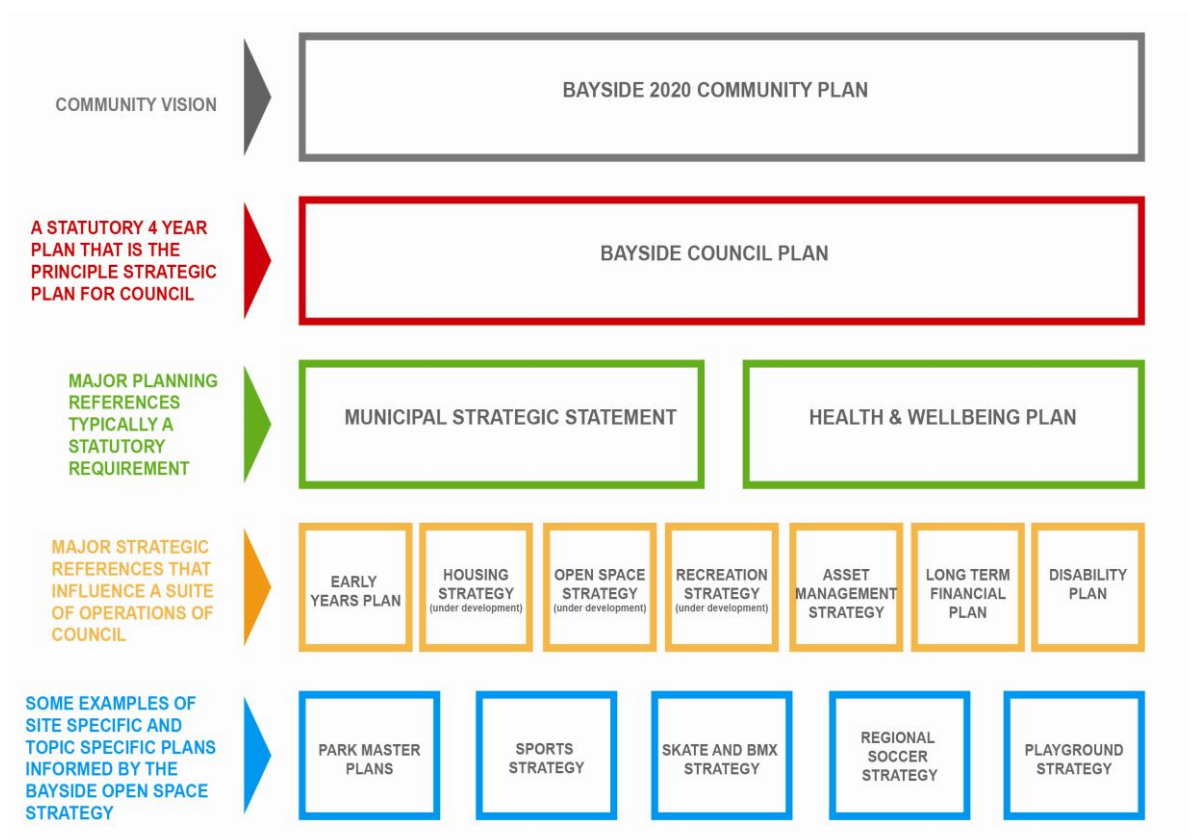
# 1. Introduction

## 1.1 Purpose of this strategy

The *Bayside Open Space Strategy* is a 20 year planning document to provide policy and strategy to enable Council to make decisions about how open space is used, developed, managed and maintained across the municipality. The life of the plan is 2012–2032.

It supports the directions and tenets of the Bayside 2020 Community Plan and Bayside Council Plan, as well as providing the planning context and direction for open space related plans, such as Council’s *Playground Strategy*, *Recreation Strategy*, *Integrated Transport Strategy* and individual Park Master Plans. The *Bayside Open Space Strategy* will also inform the development of the Bayside Planning Scheme. Figure 1 describes the relationship between the *Bayside Open Space Strategy* and other Council strategic plans.

**Figure 1** Relationship of the Open Space Strategy with other Council strategic plans



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The *Bayside Open Space Strategy* requires a sound appreciation of the social, economic and environmental benefits of open space as well as a clear appreciation of:

- the quantity, quality and role of existing open space across the City
- the current and emerging characteristics of demand for open space
- the resourcing capabilities of all parties that influence open space in the City
- the identification of how we can protect and enhance the Bayside open space system within the context of resourcing capacities, planning mechanisms and partnerships with others.

With this in mind, the purpose and role of the *Bayside Open Space Strategy* is to:

- define and describe the role of open space across the City of Bayside
- establish Council's policy direction to guide the planning, management and development of open space, including vision, principles, strategic priorities and strategies
- build a sound planning framework from which Council can partner with and support the range of community and environmental interests in open space
- directly inform the desired service standards relative to the resourcing and support of open space across the City
- inform the Bayside Planning Scheme for the protection of existing open space and the provision for future needs through statutory planning processes and requirements
- inform Council's Long-Term Financial Plan to guide long-term decision making to sustain and enhance the Bayside open space system
- provide a clear link between the strategic planning for open space to the practical, operational delivery and management of Council managed parks, trails and reserves.

## 1.2 What is open space?

Open space consists of the essential non-built space within the Bayside urban environment; including areas such as parks and reserves, the foreshore, sports fields, bushland reserves, pedestrian and cycling routes, rail reserves and streetscapes. Non-built space includes things like cricket nets, lawn bowls and netball courts. Having adequate open space in our city makes us healthier<sup>2</sup>.

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<sup>2</sup> There is considerable evidence linking open space and community health. For example, see Wilson et al (2004) *Linking perceptions of neighbourhood to health in Hamilton, Canada*. Journal of Epidemiology and Community Health 58:192–198 or Parks Victoria (2002) *Linking People & Spaces – A Strategy for Melbourne's Open Space Network Bayside Open Space Analysis 2009*, page 9.

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The *Healthy Spaces and Places* project defines parks and open space as land that has been reserved for the purpose of formal and informal sport and recreation, preservation of natural environments, provision of green space and / or urban stormwater management<sup>3</sup>. This definition has been used for the purposes of the *Bayside Open Space Strategy*.

The *Bayside Open Space Strategy* addresses the issue of collection of an open space levy for the development of the open space network at the time of subdivision of major developments. For this reason, it is important to understand the definition of open space in the *Subdivision Act 1988* as a key informer of the *Bayside Open Space Strategy*.

The *Subdivision Act 1988* defines public open space as:

“land set aside in a plan or land in a plan zoned or reserved under the planning scheme:

- (a) for public recreation or public resort; or
- (b) as parklands; or
- (c) for a similar purpose”

Open space is an essential ingredient of our way of life in Bayside. It provides:

- places for people to play, rest, walk and cycle, such as sports facilities, walking trails and parklands
- places for us to strengthen our connection with others through events, celebrations and public meeting spaces
- natural settings that support environmental quality and biodiversity.

The relevance of open space to a community is rarely a function of its ownership. Communities generally value open space because it is there, rather than its history. Thus the focus of this report is on Council open space, but with a clear understanding that other areas have a direct impact on the nature of Bayside’s communities.

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<sup>3</sup> Australian Local Government Association, National Heart Foundation of Australia and Planning Institute of Australia, (2009) *Healthy Spaces and Places: A national guide to designing places for healthy living*. Planning Institute of Australia, Canberra.

## 1.3 Definition of open space for the Bayside Open Space Strategy

### Primary open spaces

For the purposes of this strategy, open space is defined as publically owned land that is currently, or has the potential to be, set aside for formal and informal sport and recreation, preservation of natural environments, provision of green space and / or urban stormwater management. This includes:

- all land zoned Public Park and Recreation Zone (PPRZ)
- all land zoned Public Conservation and Resource Zone (PCRZ)
- all publically owned land used as open space, but not zoned PPRZ or PCRZ.

In addition, some privately owned spaces and schools have been included for the contribution they currently make, or may make in the future, to the Bayside open space network.

- privately owned golf courses;<sup>4</sup>
- privately owned recreation facilities where they have the potential to contribute to Council's open space network if there was to be a change of ownership or use<sup>5</sup>
- schools where Council has a formal arrangement to use space for sporting activities.<sup>6</sup>

### Public realm

Spaces within the public realm also make an important contribution to the open space network as a system. These spaces are not a specific focus of the *Bayside Open Space Strategy*, and are dealt with in other strategy documents such as structure plans, community infrastructure plans, the proposed *Integrated Transport Strategy* and so on. The role of these spaces in the public realm as trails and linkages between open spaces and other key community destinations in Bayside is particularly significant. Public realm spaces include:

- rail and road corridors
- pedestrian and bicycle routes and linkages
- streetscapes
- schools, kindergartens and childcare centres
- cemeteries
- outdoor civic spaces, gathering or meeting spaces.

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<sup>4</sup> Royal Melbourne Golf Club and Victoria Golf Club.

<sup>5</sup> These facilities are Black Rock Bowls and Tennis Club and the Immaculate Heart of Mary Tennis Courts.

<sup>6</sup> These schools are Beaumaris North Primary School, Black Rock Primary School, Sandringham Secondary College – Beaumaris Campus, Sandringham Secondary College – Highett Campus, Sandringham Secondary College – Sandringham Campus and Brighton Secondary College.

## 1.4 Methodology

A key feature of the project's development was understanding and capturing the thoughts of Bayside residents. Several approaches were adopted in the consultation strategy in order to capture the views of a large audience. In addition to breadth, the methodology aimed to obtain depth in responses received. The following outlines the approach to the different consultation activities that formed the engagement strategy.

The development of the draft Strategy involved a thorough process and included the following six steps:

### 1 Background and research phase

- > Numerous documents in various forms were reviewed. These included relevant policies, studies and reports. The most influential document in the preparation of this strategy was the *Bayside Open Space Analysis* (May 2009).
- > Site visits to all of the open spaces listed within this strategy.
- > Open Space Strategy Reference Group meetings.

### 2 Consultation

An important part of the project was to understand how Bayside residents use open space in their community, what they value about it and what can be done to improve it. The *Bayside Open Space Strategy Community Engagement Program* was prepared by CPG Australia, with the assistance of a focus group prior to the commencement of the strategy. A range of activities were employed in order to develop a comprehensive understanding of community needs and desires. A summary of consultation activities are listed below:

- > Household Surveys
- > Sports Club Surveys
- > School Surveys
- > Community Group Surveys (including surveys specifically targeting schools, sporting clubs and community organisations)
- > Specific site 'Walk and Talks'
- > Community Workshops
- > Listening Posts
- > Intercept Surveys
- > Other General Submissions

## 3 Analysis

- > Develop an open space hierarchy and classification.
- > Analysis of the distribution of open space.
- > Analysis of demographics and population projection.
- > Reference Group and Councillor input.

## 4 Draft Phase

The *Draft Open Space Strategy* was developed with the work undertaken in the three previous steps and with the assistance of the Open Space Strategy Reference Group, Councillors and CPG Australia.

## 5 Consultation on the Draft Open Space Strategy

The *Draft Open Space Strategy* was available for community comment for a period of nearly three months from March 2011 until May 2011. It was extensively exhibited as part of the *Bayside Our City's Future* engagement program and the following tools were used in assisting consultation with the strategy:

- > Available to download on the engagement program website.
- > Topic paper available on the engagement program website.
- > Feedback form available on the engagement program website.
- > Copies available at each of Council's four libraries.
- > Topic paper distributed in over 1000 information packs.
- > Feedback form available in the information pack.
- > Briefing sessions and community workshops.

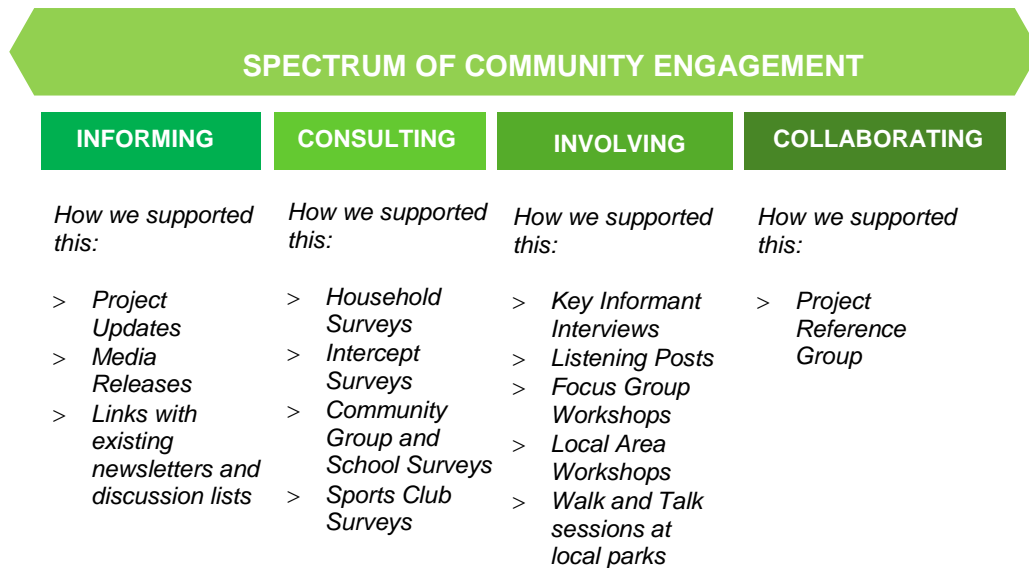
## 6 Open Space Strategy

- > Revision to the document based on the community consultation feedback.
- > Final strategy adopted by Council.

## 1.5 Community engagement

The development of the *Bayside Open Space Strategy* has followed an extensive community engagement program. Endorsed by Council in December 2009, the program deployed a range of methodologies to encourage community participation. Figure 2 describes the range of different methodologies that have been undertaken as part of this project.

**Figure 2** *Bayside Open Space Strategy Engagement Methodologies*



The engagement process enabled multiple and diverse opportunities for residents and stakeholders to participate in the planning process for the *Bayside Open Space Strategy*. It was designed to:

- communicate a logical and inclusive planning process
- deploy a diverse range of methods to provide context and balance, as well as an opportunity for any resident to participate in the planning
- build goodwill across the Council through positive engagement experiences and highlight momentum by communicating milestones as the project moved forward.

Bayside residents participated in a range of research and consultation methodologies.

The *Bayside Open Space Strategy* Reference Group provided an important nexus between the development of public policy and community participation. In addition to the consultation process outlined above, the Reference Group:

- participated in a bus tour of Bayside open space and surrounding municipal areas
- contributed generous amounts of time to come to reference group workshops and meetings

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- attended community consultation activities to listen first-hand to community opinion and discussion about open space in Bayside
- regularly provided independent and insightful observations throughout the course of the project that spanned a range of issues and interests relating to open space.

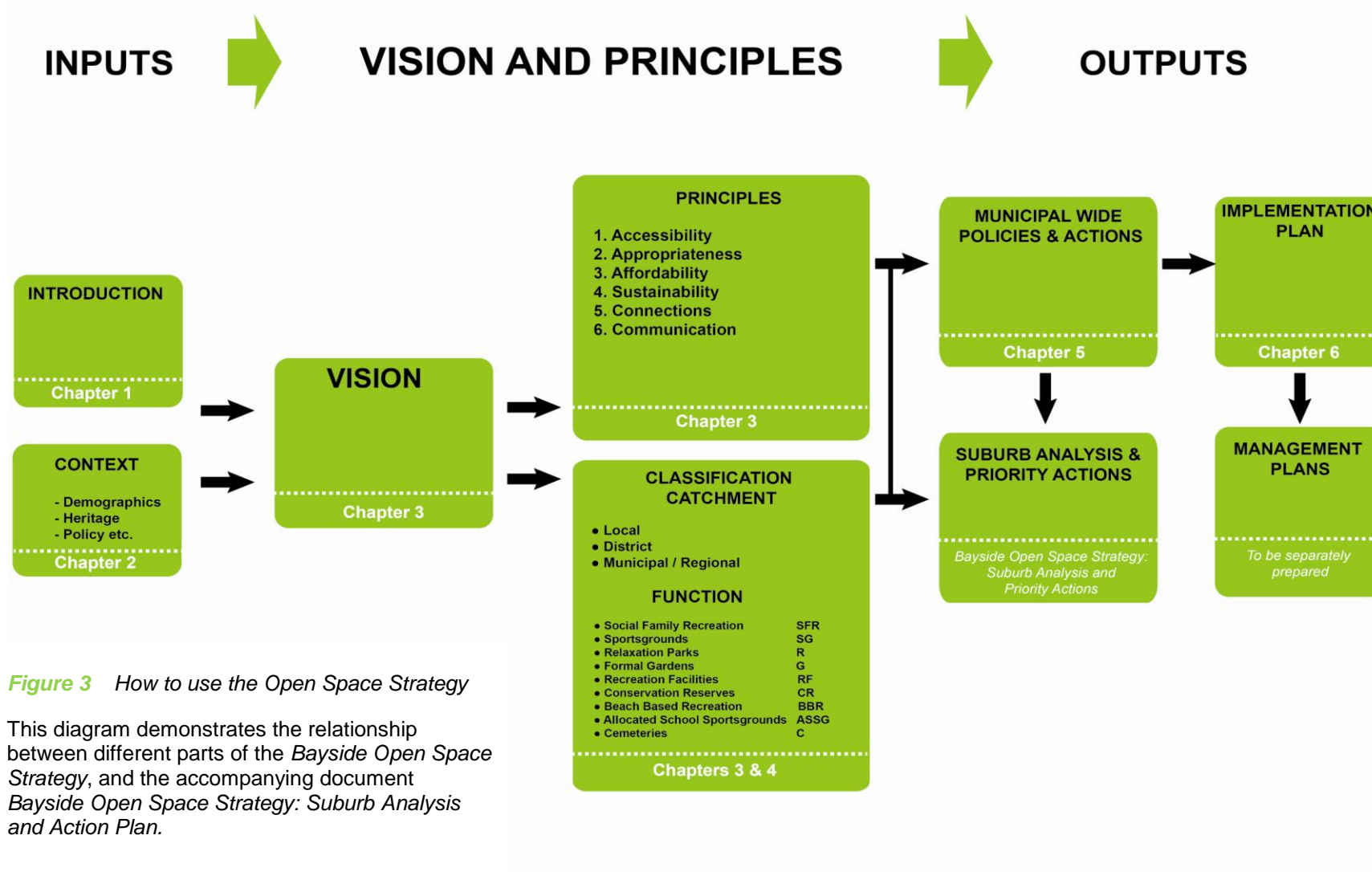
### 1.6 Expected outcomes from this plan

This plan has been developed with a 20-year time horizon in mind, from 2012–2032. Over that 20-year period, the overarching goals of the plan are as follows:

- integrate the development, management and use of the open space network
- introduce strategies for management of conflicting uses to optimise the benefit that can be gained from each open space and the network as a whole
- introduce an open space levy into the Bayside Planning Scheme to assist with the funding of improvements to the open space network
- ensure open space is appropriately zoned in the Bayside Planning Scheme
- improve community understanding of what they can expect to experience when they visit Bayside's open spaces
- achieve no net loss of open space in Bayside
- improve or increase open spaces in areas defined as deficient in access
- enhance working relationships with owners, managers and tenants of open space within Bayside, and immediately adjacent to Bayside
- properly fund open space infrastructure
- develop an expanded network of pleasant and safe trails for cyclists and pedestrians that link open spaces and key destinations.



## 1.7 How to use the Open Space Strategy



**Figure 3** How to use the Open Space Strategy

This diagram demonstrates the relationship between different parts of the *Bayside Open Space Strategy*, and the accompanying document *Bayside Open Space Strategy: Suburb Analysis and Action Plan*.

## 2. Influences on Open Space in Bayside

### 2.1 Physical

#### Regional context

The essential elements of the Melbourne metropolitan open space network are the existing regional parks, the extensive shared-use metropolitan trail network, the waterways, green links, areas of environmental and cultural significance, coastal foreshores, and waters of Port Phillip Bay and Western Port<sup>7</sup>.

The following map shows Melbourne's Open Space Network<sup>8</sup>. In a regional context, it is clear that Bayside's parks are small scale. At this scale the significant open space is our foreshore.

**Figure 4** Map of Melbourne metropolitan open space network



<sup>7</sup> Parks Victoria (2002) Linking People & Spaces – A Strategy for Melbourne's Open Space Network.

<sup>8</sup> Parks Victoria (2002) Linking People & Spaces – A Strategy for Melbourne's Open Space Network.

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Due to its coastal location, Bayside is situated on a pedology (soil) of sand dunes, often referred to as the Bayside Sandbelt. This pedology has influenced the development of Bayside to a great extent, and is the reason why so much space in Bayside is dedicated to golf courses, which are ideally suited to this type of soil structure.

### Foreshore

Without exception, the foreshore is the single, defining feature of Bayside's character. Later sections of this Strategy reiterate that our community has clearly identified the foreshore as the most highly valued open space resource in Bayside. The municipality borders 17km of Port Phillip Bay. Beaumaris, Black Rock, Sandringham, Hampton and Brighton are suburbs that have a direct relationship with the foreshore.

98.8 ha or approximately 32 per cent (excluding golf courses) of Bayside's open space is defined as foreshore, making this the single most significant contributor to publically accessible open space provision in the municipality.

The foreshore is defined from the high tide line to the footpath along Beach Road. Spaces within the foreshore have been divided to separate beach (sandy) areas from vegetated or grassy foreshore areas at the back of the beach, between the sand and Beach Road.

As well as providing a range of passive and active recreational opportunities to the local community, the Bayside foreshore is a regional attractor, as it provides access to some of the most popular beaches in Port Phillip Bay. The Bay Trail, which traverses the foreshore, is a part of a wider cycle / walking trail that goes from Altona in Melbourne's west down to Frankston and it is a very popular recreational route for a Melbourne wide catchment.

The foreshore provides for a wide range of open space experiences, including areas of natural and indigenous vegetation, structured and unstructured sports and activities, water based activities, playgrounds, picnic and BBQ areas and open space linkages between key destinations.

The *Bayside Coastal Strategy* (1997) identifies the highly complex and diverse qualities of the foreshore. It identifies eleven specific precincts along the foreshore; each with important physical, environmental, recreational, cultural and aesthetic values. This strategy is currently being reviewed and will be replaced by the *Bayside Coastal Management Plan 2012–2022* currently in development.

The Bayside foreshore is subject to management and control by a number of authorities, encompassing a diverse range of interest groups and stakeholders. For the stretch of foreshore between North Road and South Road, Brighton, the foreshore is freehold land owned and managed by Council. For the remainder of the foreshore, Council has the primary responsibility as the nominated Committee of Management on behalf of the Crown. It is therefore required to coordinate action in accordance with State policy direction, whilst at the same time support local area needs and aspirations.

## Biodiversity

Biodiversity (Biological Diversity) is defined as the variety of all life forms including the plants, animals and micro-organisms, their genes and the ecosystems they inhabit<sup>9</sup>.

In urban areas, open spaces are important as they can be places where a variety of ecosystems are able to continue to exist, and is one of the important qualities and roles that open space plays in urban areas. In Bayside, the 17km long foreshore and the eight inland bushland / heathland reserves ranging from State to local significance provide the most diverse remnants of natural ecosystems. These include:

- Long Hollow Reserve
- Donald MacDonald Reserve
- Bay Road Heathland Sanctuary
- Gramatan Avenue Heathland Sanctuary
- George Street Bushland Reserve
- Cheltenham Park Flora and Fauna Reserve
- Balcombe Park Reserve
- Highett Grassy Woodland (located on the CSIRO site).

Bayside also has a number of private and publically owned golf courses which play important roles environmentally in providing vegetation, habitat and environmental links.

In addition to their environmental values as an important flora and fauna habitat and wildlife corridor, these areas contribute to the character of Bayside and are important recreational and educational resources and seed banks for indigenous plants.

Given Bayside's coastal location and history of development, Bayside also has significant vegetation within the existing urban setting including established gardens and tree lined streets in the older suburbs as well as high levels of coastal vegetation both on private and public land in areas such as Beaumaris.

Whilst much of this vegetation is not on public open space it contributes to the landscape character and the setting of open space in the municipality.

The following map shows a distribution of Bayside's pre-European settlement vegetation types and the remnant areas retained in bushland reserves.

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9 Australia's State of the Environment Report 2003

Figure 5 Bayside Bushlands and pre-European vegetation distribution





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## Managing the impacts of climate change

The need for open space to mitigate and adapt to climate change is an increasingly important factor. In some circumstances, open spaces have the potential to enable us to deal with increasingly erratic weather, including increasing storms and inundation, acting as a heat sink to reduce urban temperatures and adapting to drought conditions.

The predicted impacts of climate change, including drier conditions, hotter temperatures and more instances of extreme weather events, have and will continue to have a significant impact upon open space. A major impact is likely to be lack of ability to use open space due to flood events, erosion and inundation.

Another likely impact is an increase in visitation to Bayside's open spaces, particularly the foreshore, as there is an increase in warmer weather.

Council will need to continue to deploy a range of strategies that take into account the prolonged impact of climate change. Some of these include:

- appropriate and robust natural turf for sportsgrounds
- greater emphasis on planned retention and treatment of water prior to discharge to the Bay
- drought tolerant species selection
- harvesting of rainwater for irrigation.

A *Climate Change Strategy* is currently being prepared by Council to address these issues.

## Urban Heat Island Effect

The dense construction of buildings, concrete, asphalt and the human and industrial activity of urban areas have caused cities to maintain higher temperatures than their surrounding countryside.

Urban heat island effect is the build-up of heat in urban areas, as the materials used in urban development absorb and retain heat generated by the hot summer months. Heat generated by energy usage is a secondary contributor.

This effect is caused mostly by the lack of vegetation and soil moisture that open space provides. During the night, the open space allows the city to cool with evapotranspiration from the moisture in the trees and natural surfaces.

It is our Principal and Major Activity Centres where the effects of heat island will be felt the most. Bayside's future population will be accommodated for within these areas in higher density development. 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.

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## Suburban character

The leafy green suburban character of Bayside is highly valued by residents. Contributing elements to this character include the quantity and quality of the tree canopy, the contribution made by parks and open spaces, and the streetscape; both the public realm in the form of street tree planting and incidental landscaping, and the private realm in the form of well landscaped front gardens.

It is important that open space is of a high quality to ensure that the space is well utilised and gives maximum benefit to the community. There needs to be adequate shade, facilities, accessibility and a space that is well maintained.

## Maintenance

Some residents have identified that the quality of open space could be improved by better waste management. Additional bins and regular removal of rubbish was sought so as to avoid overflowing rubbish bins, particularly during the summer months.

Graffiti eradication was identified as an opportunity for improvement by some residents. Specifically, residents asked for improved responsiveness to vandalism.

Vegetation removal and replacement was also passionately addressed by some residents. It was seen by many as key to the character of Bayside open spaces and the broader neighbourhood. Increasing native plants and spaces for native habitat was placed high on the agenda for open space improvements by some residents.

There were also concerns for the maintenance of sportsgrounds especially following the drought conditions. The condition of sporting surfaces, water sources and managing the risk of overuse were noted as a concern for residents using the reserves for sports related activities.

## 2.2 Community

### Demographic and social factors relevant to open space

Detailed analysis of Bayside's population and growth projections are provided in Appendix 1.

In summary there are a number of key factors that will influence the provision of open space in the future.

### Increased population

Between 2005 and 2010, the City's average annual growth rate was 1.4 per cent.

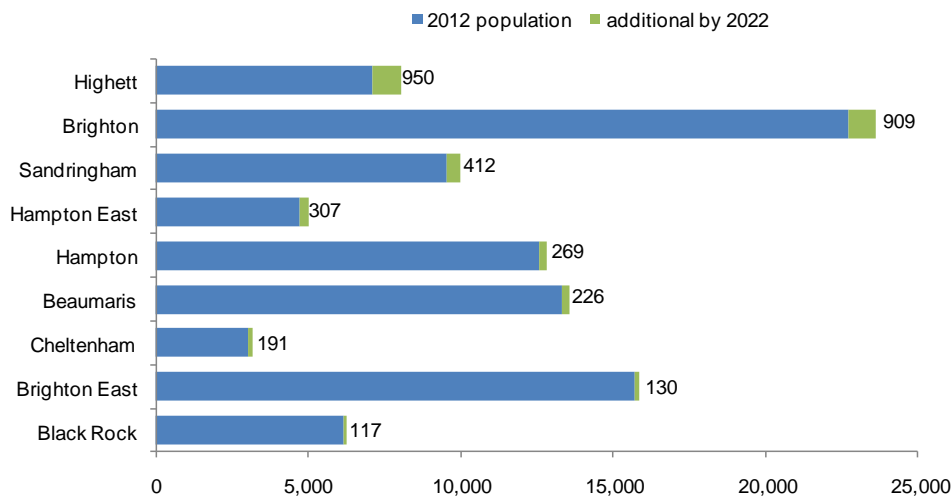
Victoria in Future projects that between 2010 and 2026, Bayside's population will increase from 94,246 persons in 2010 to 103,045 persons in 2026, an increase of 8,799 persons. This represents an average annual growth rate of 0.6 per cent per year and a total increase in population of 9.1 per cent.

Population forecasts<sup>10</sup> for Bayside estimate that the number of households will increase by a total of 2,336 between 2012 and 2022. This represents an increase of 9.4 per cent and equates to 367 new dwellings per year.

These additional 8,799 people or 2,336 households will place further pressure on the open space network (as well as the additional population in other parts of Melbourne who will access regional facilities such as the foreshore).

The largest increases in population are expected in Highett, with an additional 950 persons and Brighton, with an additional 909 persons. In Highett this projection includes potential for significant new residents within the CSIRO site, whilst in Brighton, population increases will be focused around the major activity centres of Bay Street and Church Street Brighton.

**Figure 6** Number of persons forecast for 2012 and number of additional persons by 2022, City of Bayside suburbs



## An ageing population

The population of Bayside is ageing, and the number of children and family groupings is declining.

In 2010, the largest age groups in the Bayside population were the 45–49 year olds (8.2 per cent), the 40–44 year olds (8.1 per cent) and the 50–54 year olds (7.3 per cent).

Population forecasts indicate these middle age cohorts will continue to be the largest population group by 2031, but the total population aged over 65 is expected to rise from the 16.6 per cent to 21.9 per cent whilst the total population aged under 15 will shrink from 19 per cent to 17.5 per cent.

In 2006, only 35.2 per cent of households comprised family groups with children under 15 years. Over 35 per cent of households were couples without children. By 2031 it is projected the number of family grouping households will decline to 31.1 per cent.

<sup>10</sup> forecast .id



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This age profile of couples without children is different to that of metropolitan Melbourne, with a much smaller percentage of young couples (without children).

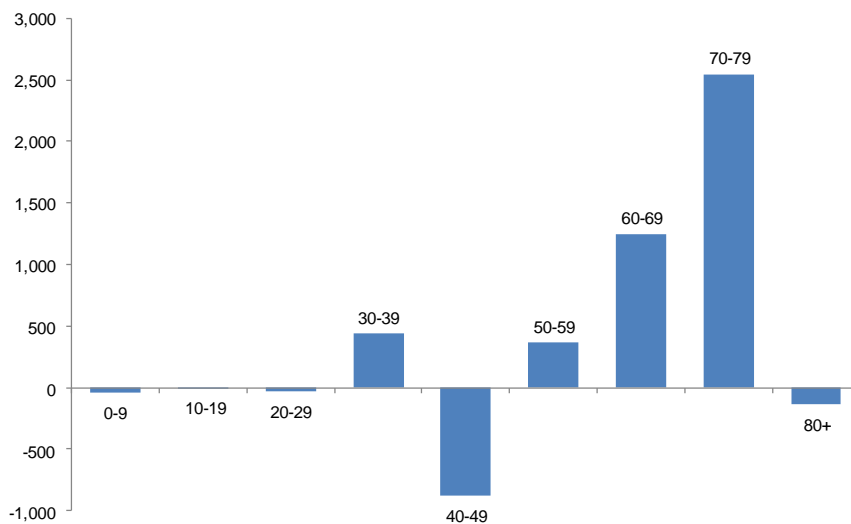
Even though Bayside has an ageing population, it is important that our open space can cater for the various levels of activeness in our community and to suit all ages and abilities, and cater for as many interests as possible.

Hampton, Brighton East and Sandringham were the 'nuclear family' hub of Bayside in 2006, having the highest percentage of couple families with children.

Couples without children were more prevalent in Black Rock, Brighton and Beaumaris. One parent families were more prevalent in Hampton East and Highett.

In 2006 two-thirds of the lone person households in Bayside had female occupants, and as the occupants age an increasing number of women were living alone. Of all lone persons aged 65 years and over, 76 per cent of these were female.

**Figure 7** Forecast change in age groups (10-year cohorts), City of Bayside, 2012–2022



Source: i.d. consulting, *City of Bayside Population Forecasts, 2010*

### Metropolitan Growth

Bayside's projected population growth is relatively modest compared to the context of Melbourne. However, as the population in Melbourne is expected to grow significantly between now and 2031 it will place increasing pressure on regional open space resources including the Bayside foreshore and bushland reserves.

### Variations in population density and growth opportunities

In 2006 Hampton East, Hampton and Highett had the highest number of persons per hectare whilst Cheltenham and Black Rock had the lowest number per hectare.

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Targeted population growth in and around activity centres will place greater pressure on open space near these areas as the density of population increases around these locations.

As Bayside is an established urban environment, there are few significant opportunities for greenfield development and new open space areas. Where opportunities do exist (such as current proposed redevelopment of the CSIRO site in Highett) or may arise, the need to address open space as part of the development will be an important consideration.

### Dwelling type

The dwellings we live in are also changing. Over the fifteen year period from 1991–2006, the percentage of separate houses steadily decreased from 70.0 per cent in 1991 to 62.9 per cent in 2006. The percentage of terraces / townhouses increased from 12.0 per cent to 14.6 per cent and the percentage of flats / apartments nearly doubled from 7.7 per cent to 13.1 per cent.

This form of housing is less likely to have large areas of private open space, adding pressure to the public open space network.

In 2006 the City of Bayside had 58 non-private dwellings counted in the 2006 Census, housing 1,667 people. Accommodation for older adults and the elderly made up the majority of non-private dwellings in Bayside. These are clustered in the suburbs of Brighton, Brighton East and Sandringham.

### Social housing and social disadvantage

Bayside has 1256 public housing dwellings owned by the Victorian Government's Office of Housing. Three quarters of the public housing dwellings are low rise or medium density flats (74.1 per cent) and 16.6 per cent are separate houses.

About half of the public housing dwellings are clustered into seven main estates, with the remainder of the dwellings scattered across the municipality. The estates are located primarily in Highett, Hampton and Hampton East. An overview of the seven main estates is shown below in Table 1.

**Table 1** Characteristics of seven main public housing estates, City of Bayside, 2010

Notional name of estate*	Characteristics
<b>Bluff Road estate</b>	146 low rise flats in Hampton East Estate has some open space surrounding the flats Near to Boss James Reserve
<b>Dunkley Fox estate</b>	103 medium density dwellings in Highett Adjoins Lyle Anderson Reserve
<b>Elsternwick estate</b>	127 low rise flats in Brighton Close to Elsternwick Park
<b>Kendall Street estate</b>	40 medium density dwellings in Hampton Nearest open space is R J Sillitoe Reserve
<b>Kenneth Street estate</b>	72 low rise flats in Sandringham – Hampton Adjoins R G Chisholm Reserve
<b>Leith Crescent estate</b>	105 low rise flats in Hampton East Estate has some open space surrounding the flats Adjoins A W Oliver Baseball Park and Moorabbin West Reserve and GL Basterfield Park
<b>Ludstone-Passchendale Street estate</b>	42 single storey dwellings in Hampton Adjoins Passchendale Park (local park)

\* Estate name as identified by City of Bayside Source: City of Bayside, analysis of unpublished Office of Housing data from 2006

Compared to the age profile of the total Bayside population, residents in public housing are older with higher percentages of persons aged 50–59 years, 60–69 years and 70–79 years. The median age of the public housing residents is 46 years, compared to 41 years for all persons in Bayside.

The Index of Relative Socio-economic Disadvantage, calculated by the Australian Bureau of Statistics, indicates that the City had a relative lack of disadvantage, when compared to most other local government areas in Victoria. However Bayside does have scattered pockets or neighbourhoods experiencing disadvantage, which are masked by the affluence across the municipality.

## Community health and wellbeing

Open space provides important opportunities to improve the health and wellbeing of the community. Having walkable access (generally accepted as a 400 m or 5 minute walk) from a dwelling to open space is important for social interaction and physical wellbeing. Extensive research has shown there are multiple benefits of residents having usable open space access. These include:

- psychological and mental health benefits from exposure to green space that can lead to reduced stress levels
- improved physical health through formal and informal recreation pursuits, extending from casual walking to organised sporting activities

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- reduced obesity associated with increased physical activity
- linear open space providing safe and active links between parks and community assets.

The challenge for Bayside is in providing adequate and appropriate open spaces within walking distance to all residents.

### Change in leisure behaviour

Our physical environment is changing continuously under the effect of natural, cultural and economic systems that influence people's lifestyles. As lifestyles change, the way people spend their leisure time and their leisure activity preferences also change.

For example, as our society has diversified so has the number and variety of sporting activities pursued by residents, away from traditional activities of cricket, football and netball.

Time constraints, age and demographic profile also influence and change the types of activities we pursue.

In 2009, a national enquiry into the provision and funding of sport at all levels, (the Crawford Report) from grass roots to elite levels of participation was undertaken.

The key findings of this project were the acknowledgment of community based sport. The infrastructure of community sport is made of both people and facilities. It is believed that community sport is under threat and that the 'lifeblood' of clubs and volunteers is under pressure. It is also noted that a coherent approach to building community sports and physical facilities is required.

### Community focal point

A number of local, regional and state-wide sporting organisations call Bayside home. Bayside has some of the largest junior football and soccer clubs in Australia and several yacht clubs and lifesaving clubs. It is also the base for Yachting Victoria, the Victorian Amateur Football Association, the Southern Basketball Association and the Sandringham Youth Club Netball Association.

The way in which these associations, organisations and clubs use open space in Bayside is being addressed in the *Recreation Strategy* currently under preparation.

### Cultural activities

Council promotes community events and festivals in open space to encourage community use of open space. Council is aware that the use of these spaces for the purpose of public events can potentially conflict with regular use of these reserves by the local community or the environmental values of open spaces, as such community events are held on appropriate Council open spaces.

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## Food security

As the peri-urban areas around Melbourne are increasingly developed for housing, the cost of energy continues to rise and severe weather events such as flood and drought around Australia increase in severity; food security has become an emerging issue and a topic of interest across the city as a whole.

People are described as being food secure when they have sufficient access to food that is healthy, affordable, safe and culturally appropriate and from non-emergency sources.

Relative to other parts of Melbourne, Bayside residents generally have sufficient access to suitable food, however there are vulnerable groups in the community including low income households, people with limited access to transport, households experiencing housing stress and the elderly.

There is an opportunity to use the open space network to contribute to the access the community has to food by setting aside land for community gardens and planting edible food which is available to the community to harvest, encouraging farmer's markets and food swap meets on Council owned land.

## Building goodwill

Implicit to the strategy is that open space is a whole of community concern. This has been demonstrated by the extent of community participation in the engagement process. It has also been demonstrated throughout the development of the draft Bayside 2020 Community Plan.

Council has well established relationships across a broad spectrum of community organisations and interest groups who share our interest and commitment to open space.

## 2.3 Heritage

### Indigenous cultural heritage

The land presently encompassed by the City of Bayside has probably been occupied by indigenous people for over 35,000 years, but most material remains of this occupation are likely to date from the past 10,000 years. When Europeans first arrived in Victoria, the City of Bayside was within the traditional country of the Ngaruk willam, a clan of the Boon wurrung people.

Although Bayside is now a highly urbanised environment, evidence of the use of the land by the Boon wurrung people survives in the form of archaeological sites. There are also several significant places within Bayside which are associated with the use of the land and recent events in the history of the Boon wurrung people.

Settlement of the Bayside area commenced in 1835 and by the 1850s the townships of Brighton, Elsternwick, Sandringham and Beaumaris had all been laid out.

The traditional ways of life of the Boon wurrung people were altered rapidly and almost irreparably as native game animals were driven away, plant foods were lost under the onslaught of grazing stock and fresh water supplies were put under pressure.

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Rapid population decline and displacement disrupted traditional oral history telling and by the time European settlers thought to record information about indigenous people, it was already too late.

The lack of material available makes them the most poorly understood of the Victorian tribes. For these reasons, traditional land ownership remains disputed and / or difficult to prove today and differences in interpretation of Bayside cultural heritage exist.

Today, the foreshore is where the highest number of remnants of the Boon wurrung people can be found. However, there are other sites of indigenous significance located throughout the municipality and these still display the characteristics of what the area was once like.

The City of Bayside contains a number of sites of indigenous cultural significance. It is a role of Council to ensure that these sites are preserved and are not put at risk by increasing urban development.

The *Aboriginal Heritage Act 2006* (the Act) and regulations came into effect on 28 May 2007 and replace the *Archaeological and Aboriginal Relics Preservation Act 1972* and Part IIA of the *Aboriginal and Torres Strait Islander Heritage Protection Act 1984*.

One of the objectives of the *Aboriginal Heritage Act 2006* is to recognise, protect and conserve Aboriginal cultural heritage in Victoria.

The *Aboriginal Heritage Act 2006* provides a more consistent approach to protecting and managing Aboriginal cultural heritage as well as providing clear guidance to planners and developers about when, and how, Aboriginal cultural heritage management issues need to be considered.

### Post contact cultural heritage

Bayside City Council is located eight kilometres south-east of Melbourne. The municipality is largely characterised by its proximity to Port Phillip Bay and its 17 kilometres of coastline. It is this proximity to the coast that has been most influential in the development of Bayside, both historically and today.

Bayside was originally settled in 1841 and was used for agricultural purposes. However, with the 1850s boom associated with the gold rush, it soon emerged as a popular destination for holiday makers and day trippers from Melbourne, including many wealthy citizens who constructed grand homes on large allotments with substantial gardens. This early settlement, particularly in the northern part of the municipality, has influenced the development of Bayside today and many of the features and buildings of that period remain and have heritage significance. This historic settlement also influenced the coastal areas around Beaumaris. This area was developed as low scale development and retained a significant portion of the coastal vegetation that defines the southern parts of the municipality.

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Development of Bayside has historically centred around defined 'villages' or activity centres which are a focus for retail, entertainment and employment and are accessible by public transport. This development pattern continues today. Each of these 'villages' has a defined character which is highly regarded by the local community. The remainder of the residential areas are focused around larger allotments, enabling the establishment of private gardens which have matured and now dominate streetscapes. Housing styles range from grand old homes, Victorian and interwar homes, modern architecturally designed homes, an increasing number of apartments and also a range of public housing.

Bayside has a number of historic homesteads and gardens that play an important role in the municipality by demonstrating a particular period of time that allows the community to understand what life was like in Bayside and also provides the community with a sense of place. These historical places also offer the opportunity for recreation in a pleasant environment. It is important that these places stay accessible to the public for the above reasons and ensure that these places remain for future generations.

## 2.4 State and Federal Policy

In the preparation of the *Open Space Strategy* the following State and Federal policies were considered:

### Melbourne 2030

Produced by the Department of Sustainability and Environment in 2002, Melbourne 2030 outlines growth and development planning for Melbourne to 2030. A number of directions have an implication for the City of Bayside in its current and future provision of open space.

- A more compact city – this has resulted in and will continue to lead to an increase in population density in key urban areas, such as activity centres. This is likely to have an impact on demand for additional open space.
- A great place to be – more open space should be provided where it is lacking and parks should be distributed more equitably.

Further, key policies from Melbourne 2030 that will influence open spaces in Bayside include:

- Policy 5.6 – Improve the quality and distribution of local open space and ensure long-term protection of public open space.
- Policy 5.7 – Rectify gaps in the network of metropolitan open space by creating new parks and ensure major open-space corridors are protected and enhanced.
- Policy 5.8 – Improve the environmental health of the bays and their catchments.



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- Policy 5.10 – Maintain and develop metropolitan Melbourne as a desirable tourist destination.
- Policy 7.6 – Protect native habitat and areas of important biodiversity through appropriate land-use planning.

## Melbourne @ 5 million

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

## State Planning Policy Framework

The directions of Melbourne 2030 and Melbourne @ 5 Million are reflected in policy contained in the state section of the Bayside Planning Scheme.

State Policy includes two objectives for open space:

- to assist in the creation of a diverse and integrated network of public open space commensurate with the needs of the community
- to provide for the long-term management of public open space.

To implement these, state policy framework has strategies that include:

- plan for regional and local open space networks for both recreation and conservation of natural and cultural environments
- ensure that open space networks:
  - are linked through the provision of walking and cycle trails and rights of way
  - are integrated with open space from abutting subdivisions
  - incorporate, where possible, links between major parks and activity areas, along waterways and natural drainage corridors, connecting places of natural and cultural interest, as well as maintaining public accessibility on public land immediately adjoining waterways and coasts
- ensure that land is set aside and developed in residential areas for local recreational use and to create pedestrian and bicycle links to commercial and community facilities
- ensure that land use and development adjoining regional open space networks, national parks and conservation reserves complements the open space in terms of visual and noise impacts, treatment of waste water to reduce turbidity or pollution and preservation of vegetation
- improve the quality and distribution of open space and ensure long-term protection



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- protect large regional parks and significant conservation areas
- ensure land identified as critical to the completion of open space links is transferred for open space purposes
- protect the overall network of open space by ensuring that where there is a change in land use or in the nature of occupation resulting in a reduction of open space, the overall network of open space is protected by the addition of replacement parkland of equal or greater size and quality
- ensure that urban open space provides for nature conservation, recreation and play, formal and informal sport, social interaction and peace and solitude
- community sports facilities should be accommodated in a way that is not detrimental to other park activities
- ensure open space is designed to accommodate people of all abilities, ages and cultures
- develop open space to maintain wildlife corridors and greenhouse sinks
- provide new parkland in growth areas and in areas that have an undersupply of parkland
- ensure exclusive occupation of parkland by community organisations is restricted to activities consistent with management objectives of the park to maximise broad community access to open space
- ensure the provision of buildings and infrastructure is consistent with the management objectives of the park
- ensure public access is not prevented by developments along stream banks and foreshores
- ensure public land immediately adjoining waterways and coastlines remains in public ownership
- protect sites and features of high scientific, nature conservation, biodiversity, heritage, geological or landscape value.

### Victorian Coastal Strategy 2008

The *Victorian Coastal Strategy* is the State Government's policy commitment for coastal, estuarine and marine environments in Victoria. It provides long-term vision for the planning, management and sustainable use of our coast, and the policies and actions Victorians will need to implement to achieve that vision.

The priorities of the strategy are as follows:

- provide for the protection of significant environmental and cultural values
- undertake integrated planning and provide clear direction for the future
- ensure the sustainable use of natural coastal resources
- suitable development on the coast.

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Local governments including Bayside will play a major role in implementing the Victorian Coastal Strategy. Bayside will have several roles, playing the regulator, voice and planner across both private and public land along the coast. As the level of Government representing the local community, Bayside will play an integral role in protecting and managing coastal regions. A review of the *Victorian Coastal Strategy* is currently underway.

### Healthy Parks Healthy People

Healthy Parks Healthy People, a State Government initiative, emphasises the link between the health of people and open spaces. It seeks to reinforce and encourage the connections between a healthy environment and healthy society. The project draws upon the ties humans have with nature and the physical, mental and spiritual influences. The study places an emphasis on the essential role nature has on health and wellbeing.

Principles of Healthy Parks Healthy People are:

- parks are integral to healthy people and a healthy environment
- human health depends on healthy ecosystems
- parks conserve healthy ecosystems
- contact with nature can improve human health
- parks contribute to economic growth and wellbeing
- parks contribute to cohesive, vibrant and healthy societies.

### Linking People and Spaces

Parks Victoria has prepared *Linking People and Spaces*, a strategy and vision for the continued growth and improvement of our open space network. It provides strategic context for long-term planning and management of open space within the metropolitan region. The strategy considers existing regional parks, the extensive shared-use metropolitan trail network, the waterways, green links, areas of environmental and cultural significance and coastal foreshores such as Bayside.

Guiding the vision are the following principles:

- Partnerships – through partnerships it is envisioned that complementary management of the metropolitan open space network will be facilitated
- Equity of access – it is recognised that the current distribution of metropolitan open spaces are not equal for all residents and the principle aims to ensure that, through planning, there will be equitable access for future generations
- Diversity – encouraging environmental, landscape and cultural diversity is aimed to meet the changing community needs and values
- Flexibility and responsiveness – ongoing and detailed input from local communities is integral to creative and innovative planning
- Sustainability – well-planned networks and forward thinking for future open space that reflect social and community needs will ensure that open spaces are sustainable.

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The implementation of this strategy will involve the cooperative resources of a range of government and non-government land management agencies, local government (including Bayside) and the broader community.

## Impact of State Policy on Open Space

The State Planning and Policy context prioritises the provision of open space as a foundation to human health and wellbeing. It recognises and seeks to protect open space as the fundamental way in which we provide a healthier, more cohesive individual and society. State policy also recognises the need to protect biodiversity and ecology as a long-term initiative for a sustainable future.

Most significantly is the State Government Planning Provisions which describes how Council can both resource open space revenue through subdivisional revenue, and also how Council must apply that revenue to public open space. Both elements form an important context for the Strategy.

Council's Planning Scheme provides the mechanism for the Council to respond to areas' deficiency and / or high levels of demand. Instruments such as Clause 52.01 provide a way for Council to support the growth and development of the network. On this note, it will be imperative that, following adoption by Council, that the Strategy is formally recognised in the Planning Scheme in order to effectively and proactively negotiate with developers.

Investigations currently underway highlight the attention to open space at a city-wide level, and whilst it is not expected that there will be a shift in policy direction, it is in Council's interest to watch closely and participate.

Opportunities for partnering with relevant State government agencies to ensure iconic areas (such as the foreshore or Ricketts Point) are appropriately protected and managed should be explored and defined. This study will seek to define some of the open space management relationships that exist and provide direction on the most effective approach to enhancing these open spaces in a sustainable manner.

## Living Links

Living Links is a large-scale environmental improvement program in Melbourne's south-east. It is a collaborative project involving municipal councils, government agencies and community organisations.

Living Links is working on restoring catchment areas through the implementation of a Master Plan, which includes the following key objectives:

- develop new and enhance existing vegetation corridors along roadsides, waterways, public open spaces and coastal zones
- improve the accessibility and connectivity between environmental, social and recreational assets
- increase community participation, knowledge and investment in environmental protection and restoration projects
- protect and enhance habitat for native fauna and ensure the retention of biodiversity in an otherwise fragmented and urbanised landscape

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- promote best practice in the management of stormwater run-off from sealed surfaces (roads, urban developments)
- promote water sensitive urban design in existing urban estates and infill development across the catchment
- develop further pedestrian and cycle paths throughout south-east Melbourne connecting major commercial and recreational centres
- benefit the community through cleaner waterways, more desirable and accessible recreation areas, improved opportunities for environmental education, safer and more comprehensive pedestrian and cycling facilities.

The Living Links project will influence the management of land, waterways and pests in Bayside.

## 2.5 Local Policy

### Our City Our Future – Bayside 2020 Community Plan

The *Bayside 2020 Community Plan* expresses a vision for Bayside for the next ten years. Based on an extensive and ongoing community engagement process, it sits at the heart of Bayside's planning framework, providing an essential reference for all of Council's plans, policies and strategies and an orientation to community engagement, now and into the future.

The *Community Plan* identifies six key priority areas from community consultation, these are:

1. Community connection
2. Life stage issues
3. Planning, infrastructure and transport
4. Our environment
5. Recreation, leisure, arts and culture
6. Local economy

### Bayside Council Plan 2009 – 2013

The *Council Plan 2009–2013* is a key document that outlines Council's strategic direction until 2013. It is prepared in accordance with the requirements of the *Local Government Act 1989*.

Bayside has developed six commitments that reflect the key areas which are:

- Commitment 1 – Life stage wellbeing of our community
- Commitment 2 – Advocacy for and with our community
- Commitment 3 – Managing our built environment
- Commitment 4 – Natural environment, open space and biodiversity

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- Commitment 5 – Community engagement and having real conversations
- Commitment 6 – Stewardship, governance and leadership

The Council Plan 2009–2013 will guide decision making, resource allocation and organisational focus. It also provides the framework to enable management and staff of Bayside City Council to perform functions and provide services essential to our community.

## Bayside Planning Scheme

The Municipal Strategic Statement (MSS) provides the vision for land use planning and development within the City of Bayside. The MSS reflects the objectives of Council and the community and provides a snapshot of existing and projected conditions regarding Bayside's people, built form and natural resources as well as regional strengths and key influences. The MSS identifies major issues, directions and strategies with zones, overlays and policies providing the means to achieve Council's long-term objectives.

The Bayside Planning Scheme outlines the Council's directives and statutory powers. Clause 21.08 of the Bayside Planning Scheme outlines the objectives for Open Space in Bayside. In brief, it provides guidance for golf courses, remnant bushland areas, the foreshore, parkland and sporting facilities.

The Planning Scheme identifies the following issues relative to open space:

- changes in the age structure of Bayside residents will have an impact on the demand for different types of open space (active or passive) and the types of recreation facilities provided
- scarce resources require a change in emphasis from quantity to quality of open space in appropriate locations with improved linkages
- there is increasing conflict between the need to protect the natural environment and demand for visitor access
- there is a need to retain significant tree and vegetation cover particularly in areas where trees and plants contribute to habitat, erosion control and absorption
- the protection and enhancement of this natural resource is central to the economic and ecological viability of the Bayside municipality
- whilst different groups have varying perceptions regarding the coast's attributes, there is considerable community interest in:
  - water quality and litter control
  - conservation of remnant vegetation
  - erosion management
- conflicts of interest between recreational uses and conservation consideration, as well as other competing passive and active uses
- increasing recreational demand within the foreshore

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- the nature and quality of run-off to the bay has an impact on water quality and erosion control
- inappropriate development and overshadowing have an adverse impact on characteristics of the coast, including vistas, landform and Bayside activities

There are four key Open Space objectives:

- to ensure open space facilities reflect the needs and desires of the current and future Bayside community
- to improve links between the foreshore and inland reserves
- to maintain and enhance the landscape and environmental quality of open space in a sustainable manner
- to recognise the coast as a dynamic natural environment comprising eleven distinct precincts.

### Long-Term Financial Plan 2010 / 2011 – 2020 / 2021

The *Bayside Long-Term Financial Plan* is prepared to support compliance with the principles of sound financial management established under the *Local Government Act 1989*. It spans a 10-year timeframe, giving regard to financial influences including Council's debt strategy, revenue potential, capital works expectations and asset management considerations.

### Asset Management Policy

Council has a very limited capital works budget, and is responsible for a large amount of ageing infrastructure in the form of roads, drains and buildings.

In 2010, Council developed an Asset Management Policy to help guide how its capital works budget will be allocated on both a short-term and long-term basis for maximum community benefit.

It is of relevance to the implementation of the Open Space Strategy, and has been taken into consideration in the development of principles, goals and recommendations.

### Structure Plans

The Bay Street, Church Street, Hampton Street and Sandringham Shopping Centres were identified in the State Government's Melbourne 2030 Strategy as being Major Activity Centres (MACs). Melbourne 2030 is the overarching policy of the development of current structure plans for activity centres.

Structure Plans have been prepared for each MAC, supported by a detailed strategic analysis and specialist reports relating to economics, housing yields, traffic and parking. The time horizon for the Structure Plans is 20–30 years.

The Structure Plans propose the incorporation of additional open space into only two potential redevelopments (the Willis Street precinct, Hampton and the 'Well Street car park' in the Church Street Centre). Otherwise, improving the amenity and access to existing open space, formed the basis of the recommendations.

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## Open Space Strategy (1996)

Sets out the goals, objectives, strategies and actions that provide a framework to achieve the vision of open space that was *'To achieve an integrated system of quality open space which meets the achievable expectations of the Bayside community'*.

## Coastal Strategy (1997)

Provides a vision for Bayside's coast being *'A coast for all to be proud of and enjoy'*. In 2004 Council received a review of the *Bayside Coastal Strategy* (1997) that concluded that the function of the *Bayside Coastal Strategy* (1997) had been largely fulfilled and that it was no longer considered the most appropriate vehicle for Council to deliver strategic coastal planning.

Council is currently reviewing the *Coastal Strategy* (1997) and preparing a *Coastal Management Plan 2012–2022*.

## Bushland Strategy (2002)

Our *Bushland Strategy* acknowledges the contribution that bushlands have to the visual identity of Bayside. These belts provide refuge and habitat for indigenous fauna and serve as 'island sanctuaries' within an increasingly urban environment.

## Playground Strategy (2004)

Guides the provision and management of public playgrounds within the municipality. It acknowledges that children will choose to play in a range of public environments (including a local park, the beach, canal or beside a lake, among a grove of trees and so on) but this strategy does not discuss these 'play spaces'. This report focuses on the provision of built playgrounds and develops a number of policy statements to assist Council in making decisions about future provision.

## Environmental Sustainability Framework (2007)

Outlines Council's approach to environmental sustainability, involving progressive understanding of environmental sustainability and the ability to take action in the community and the workplace. It uses three themes:

- protecting and enhancing natural assets
- wise use of natural resources
- minimising environmental impacts.

This section has identified some of the principle Council planning references relative to open space. A full review of Council strategies and policies has been undertaken and documented in a Background Report that was released in May 2010.



## 3. Vision, Principles and Definitions of Open Space

The *Open Space Strategy* is guided by the following Vision, Principles and decision making framework, which have been developed through an analysis of the existing network, listening to the community, consulting with Councillors and staff, and consideration of the key influences on the open space network anticipated over the next 20 years.

The fundamentals established in this chapter guide the rest of the *Open Space Strategy* and provide the basis for all policies and recommendations outlined in the document and the accompanying *Bayside Open Space Strategy: Suburb Analysis and Action Plan*, and will guide future decision making relating to the open space network.

### 3.1 Vision

*'From our foreshore, to our parks, our heathland and our trails, we cherish our open space. We will work together to build our open space network in ways that celebrate our strengths, support biodiversity, improve health and wellbeing and community connections, for current and future generations.'*

### 3.2 Principles

The principles we will focus on to manage the open space network in Bayside are:

1. Accessibility
2. Appropriateness
3. Affordability
4. Environmental Sustainability
5. Connections
6. Communication

These principles will assist with both long-term strategic decision making in relation to the open space network, down to day to day decision making in terms of how specific open spaces are maintained and managed.



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## Principle 1: Accessibility

### ***What does this mean?***

Accessibility is a measure of how available a range of open space experiences are to people in terms of distance, variety, physical accessibility and time.

### ***What will we do?***

- Work towards an equitable distribution of a range of spaces across the municipality.
- Ensure there is no net loss in the amount of accessible open space in Bayside.
- Plan open spaces to be accessible in accordance with, or better than, the relevant Australian Standard and in line with Council's current *Disability Strategy and Action Plan*.
- Focus on enhancement of existing open spaces recognising the difficulty in acquiring new open space for the network.

## Principle 2: Appropriateness

### ***What does this mean?***

Appropriateness in the context of the open space network in Bayside relates to the way in which open spaces are managed. Appropriate management of open space in Bayside means that we will be able to get the most out of each individual space, as well as the network as a whole to meet the wide range of community, physical, biodiversity and intrinsic values that the open space network provide.

### ***What will we do?***

- Develop an open space network that can accommodate a wide range of current and future demands.
- Avoid the development of spaces for specific uses that exclude other uses.
- Encourage activities and developments that relate to the defined prime function of the open space.
- Optimise other activities where they can be accommodated without undermining or conflicting with the defined prime function of the open space.
- Ensure open spaces are safe and fit for purpose.

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## Principle 3: Affordability

### ***What does this mean?***

Affordability means that the open space network is developed and managed in a manner that is financially sustainable, within the context of Council's available resources, priorities and obligations, over time.

### ***What will we do?***

- Recognise improvements (renewal and acquisition) to the open space network will be funded in the context of Council's Asset Management Policy and Strategy.
- When capital improvements to the open space network are made, ensure adequate operational funding is available to manage the asset over its life.
- Require public open space contributions from developers for improvements to the open space network.
- Ensure that standards of maintenance of the open space network are a realistic balance between the available operational funding, and community expectations, and that adequate operational funding is allocated to meet these standards.
- Develop procedures and standards to optimise the financial investment made by Council in the open space network.

## Principle 4: Environmental Sustainability

### ***What does this mean?***

Environmental sustainability is the development and maintenance of practices that contribute to the quality of the environment on a long-term basis.

### ***What will we do?***

- Manage and restore our natural assets to maintain and enhance biodiversity and ecological processes.
- Incorporate environmentally sustainable design and management techniques to reduce water and energy use, and generation of waste.
- Implement actions to minimise the impacts of climate change and population growth on the open space network.

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## Principle 5: Connections

### ***What does this mean?***

Connectivity relates to the physical and visual links between different parts of the open space network, and other key destinations in and outside the municipality.

### ***What will we do?***

- Better connect open spaces and key community destinations to encourage walking and cycling.
- Enhance the connectivity of the open space network to provide habitat corridors.
- Improve landscaping along streets to create an attractive, green and connected suburban environment.

## Principle 6: Communication

### ***What does this mean?***

Communication relates to the exchange of information and ideas between different people and groups of people. Effective communication is an essential part of managing the open space network due to the large number of stakeholders involved in the development, management and use of the open space network, the changing demands on the open space network over time and the competitive advantages that the open space network provides to Bayside.

### ***What will we do?***

- Work with other stakeholders to find innovative ways to enhance the open space network and individual sites.
- Develop efficient and appropriate systems to manage and maintain the open space network.
- Encourage the use of the open space network through promoting the range of spaces, connections and attractions offered.
- Have respectful discussion with the community in relation to changes to open space.

## 3.3 Definitions of Open Space

A classification system to define open space provides the necessary structure and decision making framework to guide the development and management of specific parcels of open space.

The *Bayside Open Space Strategy* defines open spaces according to catchment, function and features.

1. The **catchment** of the open space, which is defined as the extent to which a typical visitor will travel to access the site. In Bayside, catchments for open spaces are defined as being municipal / regional, district or local. Generally, the further people travel to an open space, the more they will plan their visit.
2. The **functions** of open spaces are defined by the activities that take place on them. Open spaces fall into one or more of seven categories of function: Social Family Recreation, Sportsground, Relaxation Park, Garden, Conservation Reserve, Recreation Facility and Beach Based Recreation. A 'prime function' has been identified for each open space in the network.

Definitions of each attribute of the classification are provided below.

It is recognised that most open spaces, particularly the larger parks within Bayside, are multifunctional and provide many different functions and include a wide range of features. For the purpose of classification, future planning and management, however, spaces have been provided with a 'prime classification'.

This enables Council to better anticipate and manage conflicts of uses in open spaces, and ensure that open spaces are planned and managed to suit the prime function of that open space appropriately whilst still allowing other, complimentary uses which don't undermine the prime function of the space.

Appendix 2 includes a full inventory of all open spaces in Bayside that lists all of the different functions and features contained in each open space.

In addition, special **features** in some open spaces, which may influence the way in which it is managed, have been identified. Special features that have been identified include:

- **playgrounds**
- **dog off leash areas**
- open spaces with special **flora and fauna values**
- open spaces with **lakes, ponds or watercourses**
- whether the open space forms part of the **foreshore network**, as this part of the open space network has special management requirements
- whether the open space forms part of, or could potentially form part of, the Bayside **trail network**
- spaces with **war memorials**.

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Appendix 2 identifies open spaces with these features. Any special management issues related to these features are discussed in the relevant section of Chapter 5.

## Catchment

The following table defines the characteristics and role of each catchment level in the Open Space classification system.

A range of factors influenced the catchment that open spaces were defined as. These included:

- the **attractors** of the space – some spaces with unique features, such as the foreshore, and Billila House have a wide catchment due as they offer something that is not available in other places in the region
- the **rarity of the values** in the open space – some open spaces have regionally and state significant features within them, such as Bay Road Heathland Sanctuary which contains indigenous heathland, and the Red Bluff Cliffs which are of archaeological significance. Spaces with these features have generally been classified as of municipal / regional significance
- the **size** of the space – the following table has provided some guidance as to how spaces have been classified in terms of size.

**Table 2** *Characteristics and role of each catchment level in the Open Space Classification System*

<p><b>Municipal / Regional open space</b></p>	<p>Municipal / Regional open space describes the principal open space destinations in the City. They cater for Bayside residents, tourists and others from outside of the municipality. Visitors to Municipal / Regional open space will spend longer periods of time at the site and are likely to travel by car or public transport to the site.</p> <p>Municipal / Regional open space is intended to cater for a diverse range of interests to all Bayside residents. These spaces often have a wide catchment because of unique features they offer (such as heathland parks and foreshore) or because they cater for a cluster of open space functions, including space for sport and family play.</p> <p>Because of the visitor appeal of Municipal / Regional open space and the scope of infrastructure and amenity provided at these locations, they are considered to be the most suitable for major events and celebrations.</p> <p>Visits to Municipal / Regional open space are often two plus hours in duration. Typical features that you would expect to see in a Municipal / Regional open space include shade, car parking, toilets, drinking fountains and BBQs.</p> <p>In Bayside, Municipal / Regional open spaces generally range in size from 3 ha to 30 ha.</p>
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<b>District open space</b>	<p>District open space provides for a cluster of neighbourhoods and, as such, will accommodate a range of different interests and activities.</p> <p>Visitors to district parks will access the park by walking, cycling or by car. District parks provide important larger destinations for neighbourhoods and should, where possible, be supported through a path or trail network that connects local open space to district destinations.</p> <p>In Bayside, district open spaces generally range in size from 0.5 ha to 5 ha.</p> <p>Stays at district parks are typically one to two hours.</p>
<b>Local open space</b>	<p>Local open spaces are generally small areas of open space that are located within each neighbourhood.</p> <p>Local parks are located with a comfortable walking distance for residents, without the need to cross a major road. They provide important social / play / casual sports / recreation experiences for the local area.</p> <p>80 per cent of local parks are less than 1 hectare in size and the range is from 0.12 ha to 2.5 ha.</p>

## Function

The following table describes the different functions of open space that have been assigned to every open space site throughout Bayside. While open spaces in Bayside may have several functions, each space has been allocated a 'prime function'. This, along with the catchment of the space, has been used to define the management plan for each space in the open space network later in this report. There are three open spaces with two identified prime functions where the areas allocated to each function are provisional. These are Balcombe Park, Donald MacDonald Reserve and Cheltenham Park, with each prime function marked with as 'a' or 'b'.

**Table 3** *Different functions of open space in the Open Space Classification System*

<b>Social Family Recreation Park</b>	<p>Social Family Recreation Parks in Bayside are a minimum size of 0.9 ha, and provide, or have the potential to provide, a range of social, family, recreation activities to suit all ages in the one space, such as informal sport, exercise, dog walking, picnicking, informal play, playgrounds and walking.</p> <p>Social Family Recreation Parks support longer visits, and for this reason it is important that they are reliable and include features like shade, car parking and drinking fountains and so on.</p>
<b>Sportsground</b>	<p>Sportsgrounds provide suitable facilities to clubs, leagues and associations for training and / or competitions. Bayside City Council is responsible for allocating over 20 Council owned or controlled reserves and four Department of Education and Early Childhood Development sites for sporting use.</p> <p>In total, these venues accommodate around 45 sportsgrounds in winter and 43 sportsgrounds in summer. Many schools are also reliant on sportsgrounds for their physical education programs. Sportsgrounds are allocated in accordance with Council's Sportsground Allocation Policy.</p> <p>It is important to note that on average, 80 per cent of the time (during lit hours) sportsgrounds in Bayside provide for passive recreation needs, such as dog walking and unstructured activities, and provide environmental and urban amenity benefits.</p>

<p><b>Relaxation Park</b></p>	<p>Relaxation spaces provide more passive recreational opportunities. Relaxation spaces are generally smaller than Social Family Recreation spaces and, as a result of this don't provide the same range of activities. They are often referred to as the 'local park' where neighbours meet each other, take children to play, and enjoy the outdoors in a green space.</p>
<p><b>Formal Garden</b></p>	<p>Formal Gardens are generally ornamental in nature with significant exotic plantings. Their value is largely aesthetic, and they provide places of respite and calm for visitors.</p> <p>Formal Gardens may have heritage significance and provide an insight into Bayside's past.</p>
<p><b>Conservation Reserve</b></p>	<p>Conservation Reserves are remnant bushland and heathland areas which are conserved and protected based on their significant biological values and may have restrictions on access.</p> <p>They provide informal natural settings with habitat values for wildlife and help maintain biological diversity. These bushland / heathland areas are significant within the Gippsland Plains bioregion and represent some of the last examples of indigenous flora within the bioregion.</p> <p>The bushlands within Bayside play a substantial role in Bayside's open space network and are highly valued by the community. They provide important 'green' links or belts containing significant remnants of indigenous flora within otherwise locally fragmented native vegetation.</p> <p>The bushlands provide a key element of the visual identity of Bayside.</p>
<p><b>Recreation Facility</b></p>	<p>Recreation Facilities are formal facilities for the use of a specific sport or recreational facility. Often they will be enclosed spaces, and access may require payment of a fee, or a membership to a club.</p> <p>Recreation Facilities include things like bowling clubs, athletics clubs, swimming pools, golf courses and tennis clubs.</p> <p>Their ongoing management is touched on in this Strategy, and dealt with in more detail in the <i>Recreation Strategy</i>.</p>
<p><b>Beach</b></p>	<p>The primary purpose of the beaches from an open space perspective is activity linked with the use of the waters of Port Phillip. Beach based recreation activities include swimming, boating, sail boarding and kite surfing.</p>
<p><b>Allocated School Sportsground</b></p>	<p>Council has an arrangement with some government schools to allocate their sportsgrounds to community groups for training and games out of school hours. These facilities play a role in the open space network and are allocated in accordance with Council's Sportsground Allocation Policy.</p> <p>There is potential to expand the role of school sportsgrounds in the open space network over time to take advantage of the cost and community benefits of sharing facilities.</p>
<p><b>Cemetery</b></p>	<p>Cemeteries play a role in the open space network as they provide space for contemplation, walking and meditation. In Bayside, the cemeteries are also places of biodiversity and provide habitat for fauna. However their core role is as places of burial and respect and they should only be seen as an adjunct to the core open space network.</p>

## 4. The Existing Open Space Network

### 4.1 Overview

Bayside has a total of 416.21 ha of open space spread over 138 publically owned open spaces, four publically owned golf courses and 297.23 ha of open space excluding publically owned golf courses. The total area of Bayside is approximately 3700 ha. Open space, including publically owned golf courses, represents 11.25 per cent of land in Bayside, and excluding publically owned golf courses 8.03 per cent of land in Bayside.

Open space that is not available for public access, such as private golf courses and schools has not been included in area calculations, however, the contribution of private open space to open space vistas, habitat and the environment is acknowledged.

The key defining feature of Bayside is the foreshore, which covers a total of 98.9 ha and represents 23.76 per cent of Bayside's publically accessible open space network.

Five large parks are spread across the municipality which provide mainly for sports and family recreation. These parks are Elsternwick Park, Dendy Park, Green Point, Cheltenham Park and Tjilatjirin Reserve. Between them, these parks (excluding Elsternwick Golf Course and Cheltenham Golf Club) cover a further 69.3 ha and represent 23.6 per cent of the Bayside open space network.

Bayside has a large amount of land dedicated to golf courses due to its location on an ancient coastal dune system. There are six in total in the municipality; two Council owned, two privately owned and two owned by the Department of Sustainability and Environment (DSE). Collectively the publically owned golf courses cover 118.98 ha. This amount excludes the privately owned golf courses which take up about the same amount of land again.

Bayside also has a significant amount of land dedicated as Conservation Reserves. These areas, which amount to a total of 77.09 ha (approximately 56.72ha within the foreshore and approximately 20.37ha inland), provide examples of regionally significant flora, much of which is under threat.

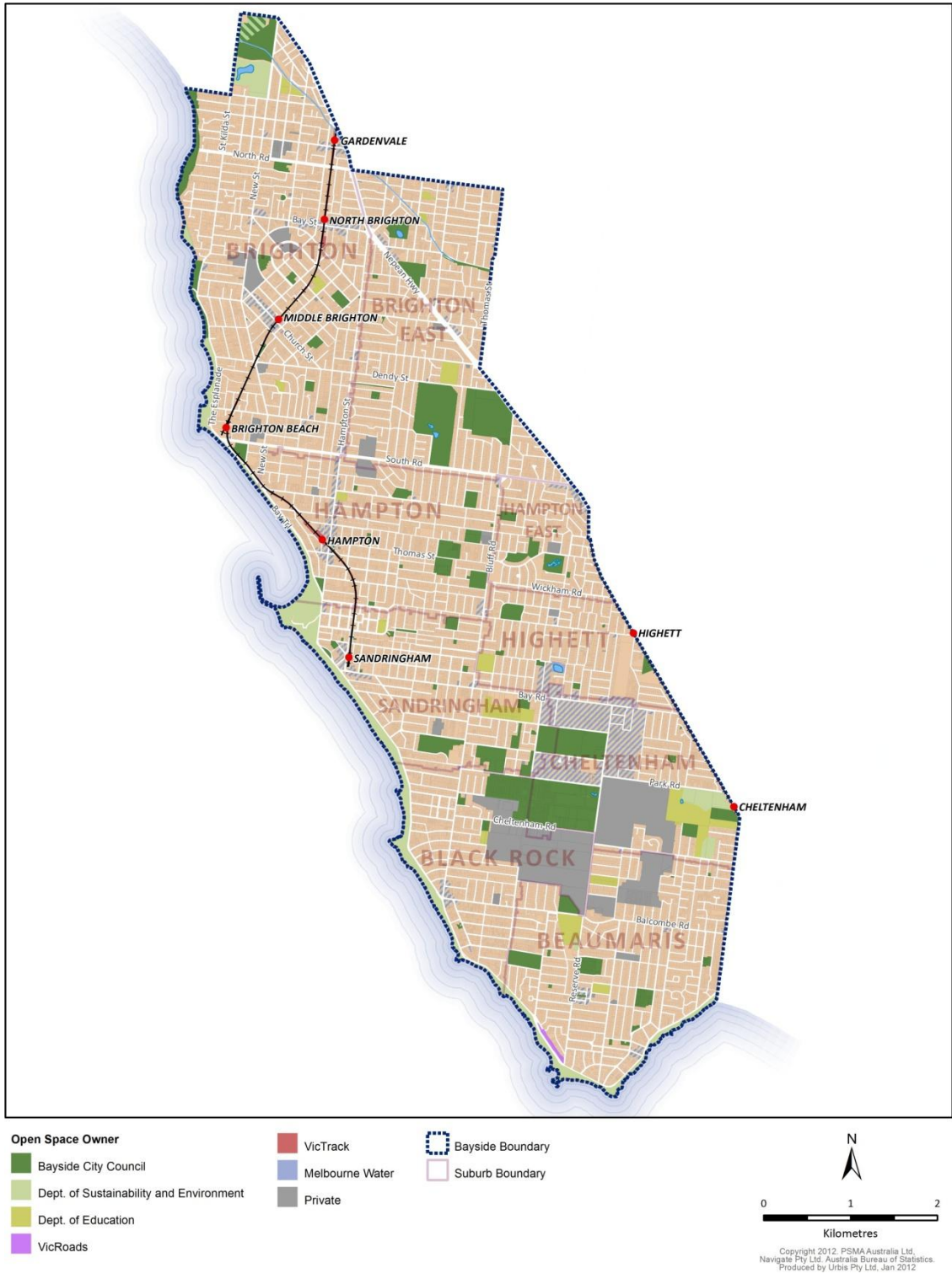
The majority of the remaining open spaces are smaller parks distributed across the municipality. These open spaces provide a range of structured and unstructured recreational opportunities. Most of these spaces are primarily used by Bayside residents.

Six government schools are recognised in the open space network as Council allocates their sportsgrounds to community organisations out of school hours under arrangements with the schools in question.

There is a developing trail system within Bayside to link open spaces and other key destinations. Busy road intersections and difficult crossing points can exacerbate poor accessibility by some residents which may limit their ability to enjoy local open spaces. There is a lot of opportunity to improve the trail system throughout Bayside to address some of these accessibility issues.



**Figure 8** Ownership of open space in Bayside



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## Space dedicated to particular functions

The amount of open space allocated to particular prime functions is outlined in the following table. It should be noted that Sportsgrounds are available for public use for, on average, 80 per cent of lit hours.

**Table 4** Open space allocated to particular prime functions

	Number of spaces	Total area	% of open space in Bayside
<b>Social Family Recreation Parks</b>	18	44.81 ha	10.77%
<b>Sportsground</b>	26	119.14 ha	28.62%
<b>Relaxation Parks</b>	40	13.56 ha	3.26%
<b>Formal Garden</b>	8	7.64 ha	1.84%
<b>Conservation Reserve</b>	19 (9 foreshore, 10 inland)	75.25 ha	18.08%
<b>Recreation Facility – excluding public golf courses</b>	13  (11 public, 6 private)	9.92 ha – other public facilities NOTE: area of private facilities excluded	2.38%
<b>Recreation Facility public golf courses</b>	4	118.98 ha – public golf course NOTE: area of private facilities excluded	28.59%
<b>Beaches</b>	11	26.91	6.47%
<b>Allocated School Sportsgrounds</b>	6	Not counted	Not counted
<b>Cemeteries</b>	2	Not counted	Not counted

## Open space distribution by catchment

Bayside’s open space is diverse, offering a wide range of settings and functions. Bayside’s open spaces have been classified according to their catchment; be it Municipal / Regional, district or local.

**Table 5** Open space distributed by catchment

	Number of spaces	Total area	% of open space in Bayside
Municipal / Regional – Foreshore spaces	27	98.12 ha	23.57%
Municipal / Regional – public golf courses	4	118.98 ha	28.58%
Municipal / Regional – other spaces	26	107.46 ha	25.82%
District	29	54.32 ha	13.05%
Local	61	37.33 ha	8.97%

## Ownership of public open space

Ownership of public open space in Bayside is primarily by Council; however there are significant tracts of Crown land as well. Other government agencies own the small amount of remaining publically owned open space in Bayside.

**Table 6** Open space ownership

	Total area	% of open space in Bayside (including publically owned golf courses)
Council Owned Land – Golf Courses	89.54 ha	21.51%
Council Owned Land – Other	168.97 ha	40.6%
Crown Land – DSE	154.62 ha	37.15%
VicRoads	2.4 ha	0.58%
VicTrack	0.5 ha	0.12%
Melbourne Water	0.15 ha	0.04%

## Zoning of public open space in the Bayside Planning Scheme

All land in Bayside, with the exception of Commonwealth owned land, is zoned under the Bayside Planning Scheme. The zoning of land sets out the purpose of the land, and the uses that are permitted, require a permit, or are prohibited on that land.

All publically owned open space in Bayside falls within the following suite of zones:

**Table 7** Zoning of public open space in the Bayside Planning Scheme

Zone		Purpose of the zone	No. of spaces
<b>PPRZ</b>	Public Park and Recreation Zone	To recognise areas for public recreation and open space To protect and conserve areas of significance To provide for commercial uses where appropriate	102
<b>PCRZ</b>	Public Conservation and Resource Zone	To protect and conserve the natural environment and natural processes for their historic, scientific, landscape, habitat or cultural values To provide facilities which assist in public education and interpretation of the natural environment or natural processes To provide for appropriate resource based uses	3
<b>PUZ</b>	Public Use Zone	To recognise public land use for public utility and community services and facilities To provide for associated uses that is consistent with the intent of the public land reservation or purpose.	
<b>PUZ1</b>	Public Use Zone – Schedule 1	Service and Utility	1
<b>PUZ2</b>	Public Use Zone – Schedule 2	Education	6
<b>PUZ4</b>	Public Use Zone – Schedule 4	Transport	5
<b>PUZ6</b>	Public Use Zone – Schedule 6	Local Government	6
<b>R1Z</b>	Residential 1 Zone	To provide for residential development at a range of densities with a variety of dwellings to meet the housing needs of all households To encourage residential development that respects the neighbourhood character In appropriate locales, to allow educational, recreational, religious, community and a limited range of other non – residential uses to serve local community needs	22

Two open spaces are currently zoned for a mixture of R1Z and PPRZ at the one site.

The majority of open space in Bayside is zoned appropriately for open space use. The *Open Space Strategy* reviews the current zoning of all open spaces to determine the best zoning of the land to protect the integrity of the open space network in future.

## Overlays applying to open space in Bayside

Some open space in Bayside is affected by overlay provisions of the Bayside Planning Scheme. These overlay provisions exist to address built form and environmental issues that may affect the land. These include:

- flooding overlays (as a result of stormwater overflow or natural flooding)
- built form provisions including Design and Development Overlays that limit building heights and on some sites, such as the Billilia Gardens, a Heritage Overlay applies

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- environmental audit provisions that address potentially contaminated land
- landscape and environmental protection provisions including erosion management, vegetation protection and significant landscape overlays.

These overlays may affect the management of some open space in order to address these issues. For example, open space affected by a flooding overlay or stormwater management overlay will require specific consideration to management of the flooding issues that affect the land. The existence of an overlay may also trigger a planning permit for development and works on the open space in accordance with the provisions of the Bayside Planning Scheme.

## Open Space per capita

Open space provision for suburban areas of the Melbourne metropolitan area is typically in the order of one to two ha per 1000 people for recreational open space and two to four ha per 1000 people for sporting open space. This is based on residential densities with approximately 25 residents per hectare and draws on an often quoted figure for open space, which is derived from the National Playing Fields Association of the UK, is 'The Six Acre Standard' or roughly 2.4 ha of outdoor playing space per 1000 people. This figure excludes open space for purposes such as relaxation and reflection and cultural, historic or environmental purposes.

Traditionally, the suburbs have been perceived by many as the place for families to grow up, with larger backyards and access to sports and recreation opportunities being major attractions. The trend to develop higher densities has attracted a range of residents / household types and is placing increased emphasis on the need to provide open space to meet user demand.

It is important to note that while the ratio of open space per capita provides an indication of supply, it does not describe the level of access, quality and function of open space. By itself, it is therefore considered a limited tool of assessment.

**Table 8** Open space per 1000 people – municipal wide

Year	Population	Open space (ha) (excluding public golf courses)	Open space per 1000 Population
2010	94,246	297.23	3.15 ha
2026	103,045	297.23	2.88 ha

Source: DPCD, 2008, Victoria in Future

The above table highlights the impact of progressive urbanisation on the per capital provision of open space over time.

The following table provides some comparisons with other selected local governments to help contextualise the provision of open space in the City of Bayside.

**Table 9** Comparative Analysis with Selected Local Governments (2010)

LGA	Ha per 1000 population <sup>11</sup>
City of Bayside (excludes public golf courses and reserves along utilities)	3.15
City of Bayside (includes public golf courses and reserves along utilities)	4.42
City of Glen Eira	1.4
City of Stonnington	1.8
City of Moreland	3.5
City of Kingston	5.2
City of Boroondara	3.6
City of Port Phillip	4.3
City of Yarra	4.1
City of Monash	4.6

The following table highlights the impact of the inclusion or exclusion of both public and privately owned golf courses. Golf courses are a highly valued open space in Bayside and provide an aesthetic green space, support flora and fauna and provide a recreation option for visitors who pay for that opportunity. Privately owned golf courses are not publically accessible space, and on that basis, figures that exclude golf courses have also been included.

Excluding golf courses, the level of provision of open space in Bayside is significantly more than Stonnington and Glen Eira, slightly less than Moreland and Boorondara and less than Monash, Port Phillip, Yarra and Kingston. However if golf courses are included, Bayside is one of the better served municipalities in terms of open space.

However, the distribution of this open space across the municipality is inconsistent. Some areas of the municipality are much more well-endowed with open space than others. The following table demonstrates this.

<sup>11</sup> Metropolitan Melbourne Investigation Discussion Paper, Victorian Environmental Assessment Council, December 2010.

**Table 10** Comparative analysis of amount of open space per 1000 people (excludes golf courses)

	2011	2026
Beaumaris	2.98 ha	2.90 ha
<b>BAYSIDE</b>	<b>3.15 ha</b>	<b>2.88 ha</b>
Black Rock	1.92 ha	1.87 ha
Brighton	2.72 ha	2.55 ha
Brighton East	2.6 ha	2.57 ha
Cheltenham	7.23 ha	6.60 ha
Hampton	2.67 ha	2.57 ha
Hampton East	2.54 ha	2.26 ha
Highbett	1.05 ha	0.90 ha
Sandringham	7.37 ha	6.9 ha

## Conclusion

Overall, Bayside has a good allocation of open space per capita of population compared with other middle and inner ring suburbs. There are issues in relation to general public access to some of this space; however this is something that could change over time, as a result of changes of use, removal of fencing and so on.

The *Bayside Open Space Strategy* has also identified that there is a distribution inequity across the municipality with some areas (such as Highbett and Black Rock) having far lower amounts of open space per capita than the municipal average and other areas (such as Brighton and Brighton East) having lack of accessibility to useable open space (spaces greater than 0.9 ha for a range of structured and non-structured recreational uses).

The lack of capacity to resource land acquisition means that the emphasis of the *Bayside Open Space Strategy* is to improve both the connectivity of open space to make it easier for residents to access existing open space, and that the quality of Bayside open space should be a key focus to ensure positive and beneficial experiences when they get there.

## 4.2 Social Family Recreation Parks

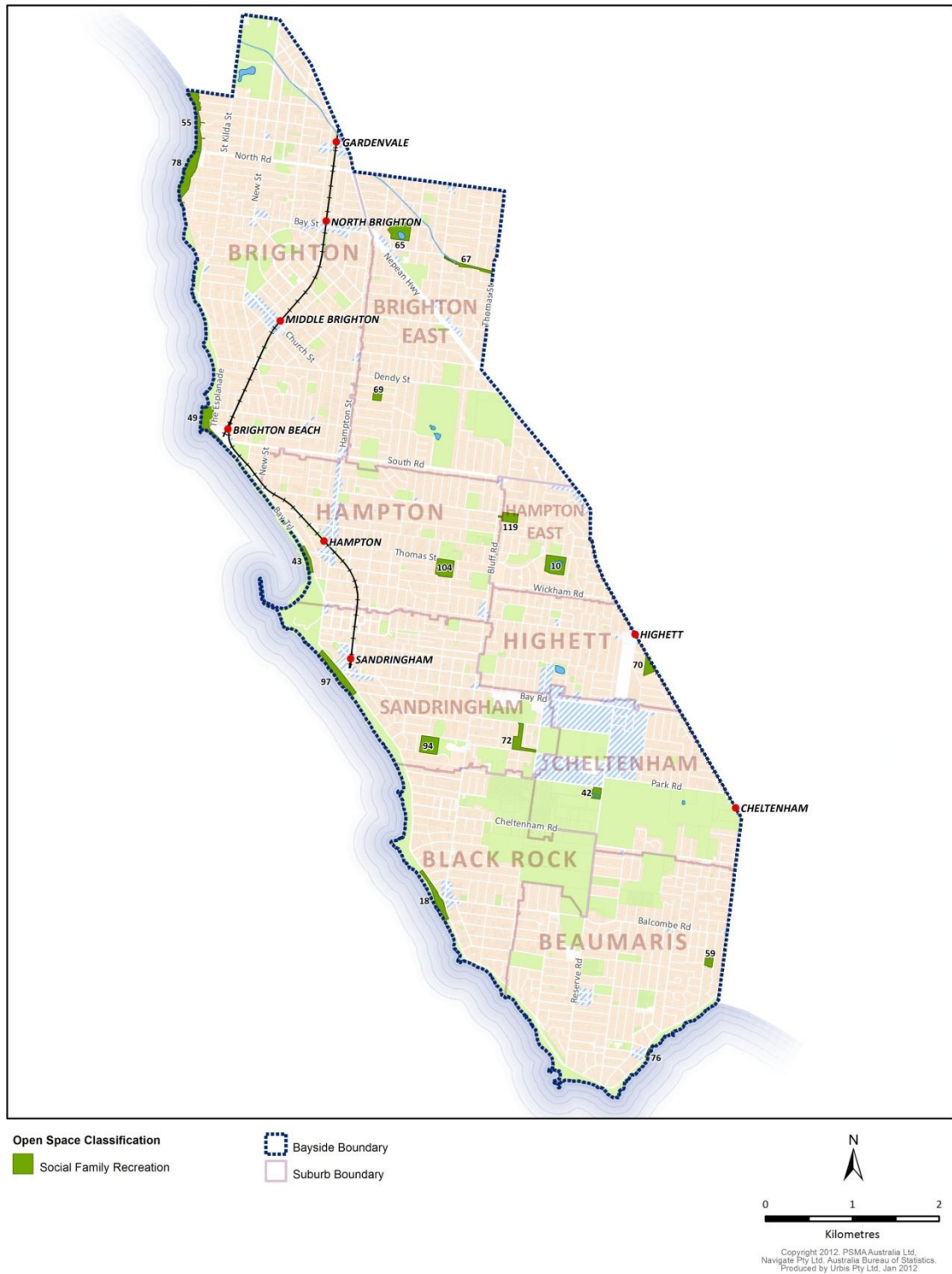
Social Family Recreation Parks are at least 0.9 ha in size and provide a range of activities to suit all age groups and levels of ability. They are large enough to include a perimeter trail to allow for exercise in the form of walking and cycling, and will generally provide a range of facilities such as playgrounds, BBQs and hard surfaces for ball sports or skateboarding.

**Table 11** Social Family Recreation Parks

Ref No.	Name of Site	Suburb	Catchment	Prime Function	Owner	Area (ha)
59	ILLAROO RESERVE	Beaumaris	District	SFR	BCC	0.92
76	MOYSEY GARDENS	Beaumaris	M / R	SFR	DSE	1.07
18	BLACK ROCK GARDENS BLACK ROCK LSC TO CARPARK OPP 307 BEACH ROAD	Black Rock	M / R	SFR	DSE	1.81
49	GREEN POINT PARKLAND	Brighton	M / R	SFR	BCC / DSE	3.07
55	HEAD STREET TO NORTH ROAD	Brighton	M / R	SFR	DSE	2.82
78	NORTH ROAD TO BAY STREET	Brighton	M / R	SFR	DSE	5.72
67	LITTLE BRIGHTON RESERVE	Brighton East	Local	SFR	BCC	1.29
69	LUCAS STREET RESERVE	Brighton East	Local	SFR	BCC	0.84
65	LANDCOX PARK	Brighton East	M / R	SFR	BCC	5.03
42	SANDRINGHAM FAMILY LEISURE CENTRE RESERVE	Cheltenham	Local	SFR	BCC	1.24
104	THOMAS ST RESERVE	Hampton	District	SFR	BCC	3.77
43	FERDINANDO GARDENS	Hampton	M / R	SFR	DSE	0.9
119	WISHART RESERVE	Hampton East	Local	SFR	BCC	1.91
10	GL BASTERFIELD PARK	Hampton East	M / R	SFR	BCC	4.6
70	LYLE ANDERSON RESERVE	Highett	District	SFR	BCC	1.56
72	MERINDAH PARK AND THE URBAN FOREST	Sandringham	Local	SFR	BCC	2.59
94	ROYAL AVE PARKLAND	Sandringham	District	SFR	BCC	3.97
97	SANDRINGHAM GARDENS TENNYSON TO CRESCENT GARDEN	Sandringham	M / R	SFR	DSE	1.7
<b>Total</b>						<b>44.81</b>



**Figure 9** Social Family Recreation spaces



## 4.3 Sportsgrounds

The majority of sporting ground facilities in Bayside were constructed in the 1950s and 1960s. Since then, participation in sport has changed significantly, and ongoing historical allocation and service standards do not reflect current or forecast future needs. Like roads and buildings, parks and sportsgrounds are assets requiring ongoing capital investment.

Municipal / Regional sportsgrounds generally provide specialised high level facilities that cater for a specific sport or multi-sports providing for a high standard of competition, supported by significant ancillary infrastructure. They often include a specialist surface specific to a sport(s). This level of sportsground will generally attract a catchment beyond the municipality.

District sportsgrounds are described as facilities intensively used year-round which provide a range of sporting opportunities. They may include a specialist surface. Ancillary infrastructure optimises use of the sportsground and provides for diversity of participants. This level of sportsground will generally attract a catchment from within the municipality.

Neighbourhood sportsgrounds are a lower level facility providing for limited participation and / or lower standard / junior competition. They are generally supported by basic ancillary facilities. This level of sportsground will generally attract a catchment from the surrounding local community.

Further details of specific strategic direction regarding the use and categorisation of sportsgrounds in Bayside are being addressed in the Recreation Strategy (in progress). This strategy will also assist in the development of service standards for sportsgrounds.

It is important to note that while the 'prime function' that has been identified for these spaces is sportsground, the spaces are also widely used for other purposes.

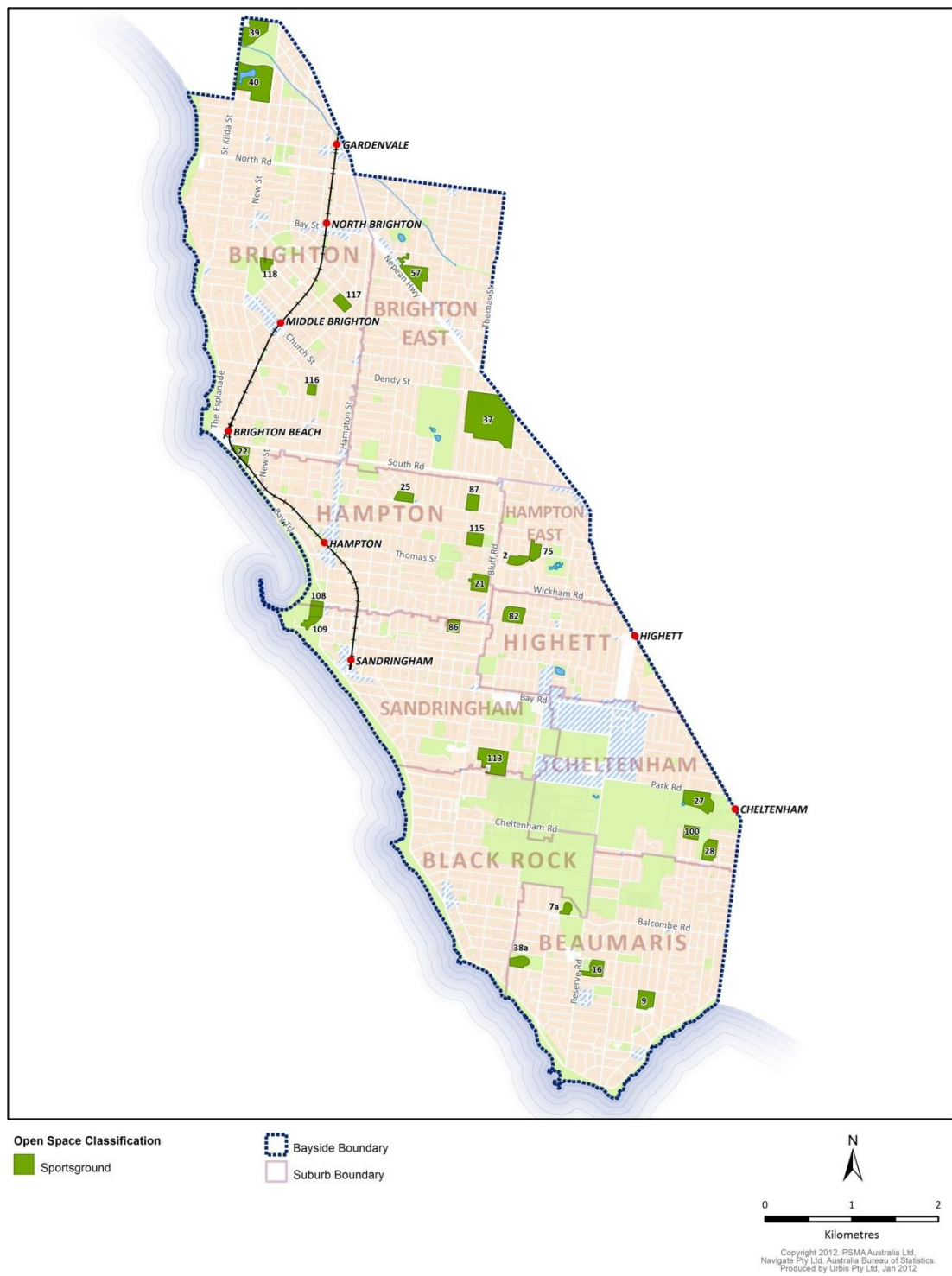
Sportsgrounds are allocated for use by the 11,500 registered sports players in Bayside. Use for this purpose account for, on average, 20 per cent of light use time in sportsgrounds. During the remaining 80 per cent of light use hours sportsgrounds are available for use by the wider community.

Of course, this average is across the municipality, so each sportsground is different with allocated sportsground time ranging from around 5 per cent in some of the more local sportsgrounds with up to to 51 per cent in Hurlingham Park.

Table 12 Sportsgrounds

Ref No.	Name of Site	Suburb	Catchment	Prime Function	Owner	Area (ha)
7a	BALCOMBE PARK – OVAL	Beaumaris	Local	SG	BCC	0.9
9	BANKSIA RESERVE	Beaumaris	District	SG	BCC	3.84
16	BEAUMARIS RESERVE	Beaumaris	District	SG	BCC	5.25
38a	DONALD MACDONALD RESERVE – West	Beaumaris	District	SG	BCC	2.26
116	WHYTE STREET RESERVE	Brighton	Local	SG	BCC	1.14
117	WILLIAM STEET RESERVE	Brighton	Local	SG	BCC	2.27
118	WILSON RECREATION RESERVE	Brighton	Local	SG	BCC	1.73
22	BRIGHTON BEACH OVAL	Brighton	District	SG	Crown / DSE	2.38
39	ELSTERNWICK PARK NORTH	Brighton	M / R	SG	DSE / BCC	5.64
40	ELSTERNWICK PARK SOUTH	Brighton	M / R	SG	DSE	15.4
57	HURLINGHAM PARK	Brighton East	M / R	SG	BCC	5.5
37	DENDY PARK	Brighton East	M / R	SG	BCC	26.87
100	SHIPSTON RESERVE	Cheltenham	District	SG	BCC	2.52
27	CHELTENHAM PARK	Cheltenham	M / R	SG	DSE	6.24
28	CHELTENHAM RECREATION RESERVE	Cheltenham	M / R	SG	DSE	3.48
25	CASTLEFIELD RESERVE	Hampton	Local	SG	BCC	2.3
21	BOSS JAMES RESERVE	Hampton	District	SG	BCC	3.93
87	R J SILLITOE RESERVE	Hampton	District	SG	BCC	2.54
115	W L SIMPSON RESERVE	Hampton	District	SG	BCC	2.66
75	MOORABBIN WEST RESERVE	Hampton East	Local	SG	BCC	2.34
2	A W OLIVER BASEBALL RESERVE	Hampton East	District	SG	BCC	2.2
82	PETERSON RESERVE	Highett	District	SG	BCC	4.16
86	R G CHISHOLM RESERVE	Sandringham	District	SG	BCC	2.00
109	TREY BIT RESERVE	Sandringham	District	SG	DSE	0.58
108	TREVOR BARKER BEACH OVAL	Sandringham	M / R	SG	DSE	2.55
113	TJILATJIRIN RESERVE (Tulip Street, Spring Street and Destructor Ovals)	Sandringham	M / R	SG	BCC	8.46
					<b>Total</b>	<b>119.14</b>

Figure 10 Sportsgrounds



## 4.4 Relaxation Parks

These spaces are recognising the need people have to relax and unwind in open space. They are generally smaller sized open spaces compared to other functional classifications of open space. Relaxation spaces generally support passive recreational uses giving the community more of a mental benefit rather than physical. In these spaces you would expect to see reading, walking, painting etc. Often relaxation spaces include playgrounds to provide a local park function to the neighbourhood.

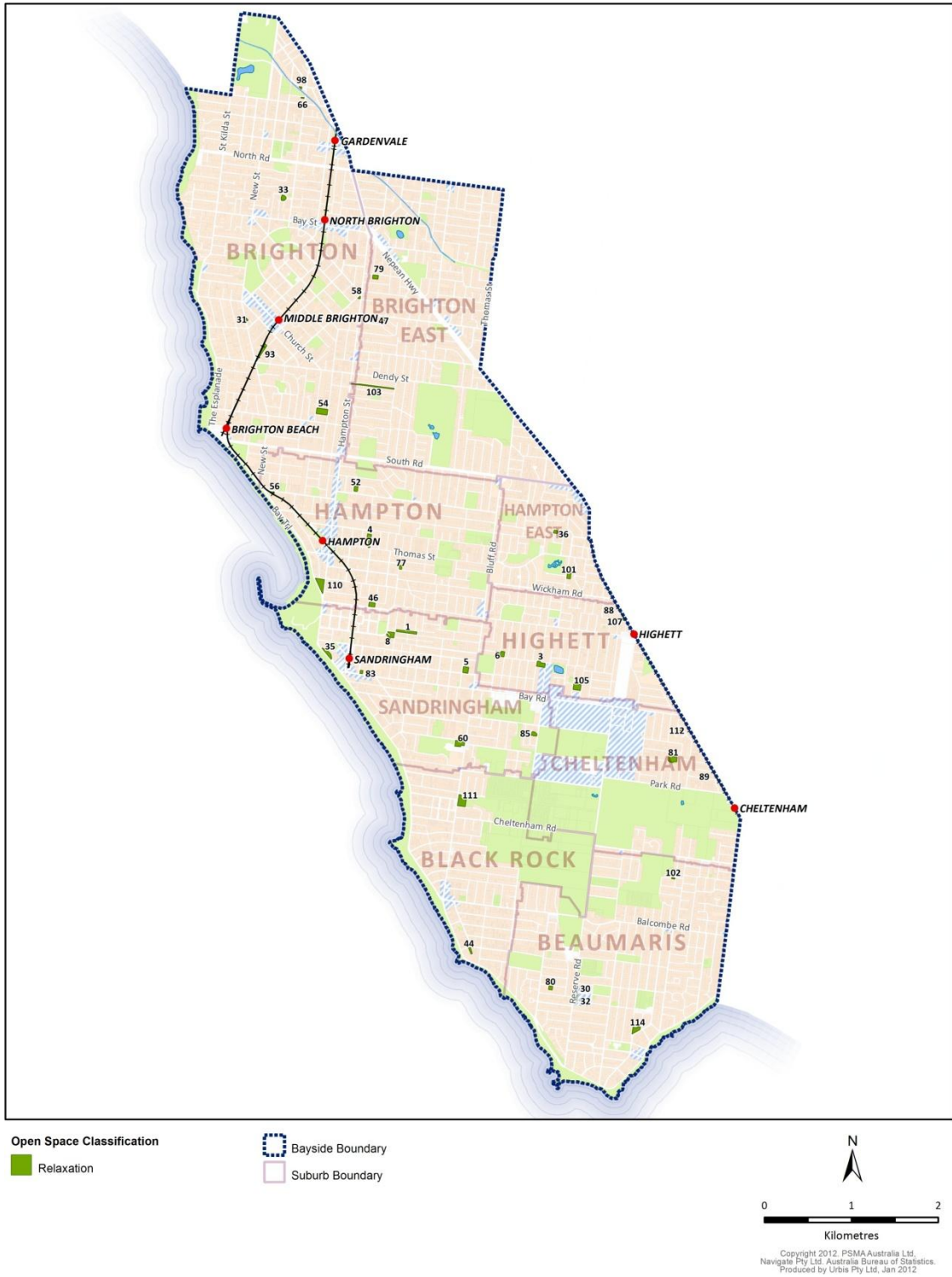
**Table 13** Relaxation Parks

Ref No.	Name of Site	Suburb	Catchment	Prime Function	Owner	Area (ha)
32	CONCOURSE GREEN	Beaumaris	Local	R	BCC	0.26
80	PASADENA AVE PARK	Beaumaris	Local	R	BCC	0.2
102	SUE KIRKPATRICK PARK	Beaumaris	Local	R	BCC	0.08
114	W F VALE RESERVE	Beaumaris	Local	R	BCC	0.43
30	CNR AGNES ST & RESERVE ROAD	Beaumaris	Local	R	BCC	0.09
44	FOURTH STREET RESERVE	Black Rock	Local	R	MW	0.15
111	TRICKS RESERVE	Black Rock	District	R	BCC	1.04
31	CNR CHAVASSE & NEW STREET RESERVE	Brighton	Local	R	BCC	0.05
33	CORA LYNN PARK	Brighton	Local	R	BCC	0.34
54	HANBY STREET RESERVE	Brighton	Local	R	BCC	0.85
58	ICE WORKS RESERVE	Brighton	Local	R	BCC	0.06
93	ROBERT GRIEVE RESERVE	Brighton	Local	R	BCC	0.35
98	CROSS STREET	Brighton	Local	R	BCC	0.08
66	LEWIS RESERVE	Brighton	Local	R	BCC	0.05
47	GLEN EDWARD RICE RESERVE	Brighton East	Local	R	BCC	0.18
79	OLD DAIRY RESERVE	Brighton East	Local	R	BCC	0.3
103	THE PLANTATION	Brighton East	Local	R	BCC	0.78
81	PENNYDALE PARK	Cheltenham	Local	R	BCC	0.64
89	RAILWAY TURF ABUTTING WALKWAY PARK ROAD TO HEATHER GROVE	Cheltenham	Local	R	VicTrack	0.11
112	TULIP GROVE PLAYGROUND	Cheltenham	Local	R	BCC	0.06
4	ALEXANDER PARK	Hampton	Local	R	BCC	0.56
46	GIPSY VILLAGE PARK	Hampton	Local	R	BCC	0.37
52	HAMPTON HIGH RESERVE / PASSCHENDAELE / FAVRIL RESERVE HAMPTON	Hampton	Local	R	BCC	0.24
56	HOLYROOD ST PARK	Hampton	Local	R	BCC	0.06
110	TRIANGLE GARDENS	Hampton	Local	R	BCC	1.1
77	MYRTLE ROAD PLAYGROUND	Hampton	Local	R	BCC	0.11

Ref No.	Name of Site	Suburb	Catchment	Prime Function	Owner	Area (ha)
36	CURLY ROURKE RESERVE	Hampton East	Local	R	BCC	0.26
101	SPRING ROAD PARK	Hampton East	Local	R	BCC	0.28
3	ADVANTAGE RD PARK	Highett	Local	R	BCC	0.5
6	ASHWOOD AVE PARK	Highett	Local	R	BCC	0.42
88	RAILWAY TURF ABUTTING WALKWAY HIGHETT STATION CARPARK TO WICKHAM ROAD	Highett	Local	R	VicTrack	0.07
105	TIBROCKNEY ST PARK	Highett	Local	R	BCC	0.6
107	TRAIN ST PARK	Highett	Local	R	BCC	0.06
1	A J STEELE RESERVE	Sandringham	Local	R	BCC	0.64
5	ALLAMBEE PARK	Sandringham	Local	R	BCC	0.48
8	BAMFIELD ST PARK	Sandringham	Local	R	BCC	0.41
35	CRESCENT GARDENS	Sandringham	Local	R	BCC	0.4
83	PICNIC GARDENS	Sandringham	Local	R	BCC	0.14
85	POBBLEBONK PARK	Sandringham	Local	R	BCC	0.24
60	INDIGENOUS RESOURCE GARDEN	Sandringham	District	R	BCC	0.6
<b>Total</b>						<b>13.64</b>



Figure 11 Relaxation Parks



## 4.5 Formal Gardens

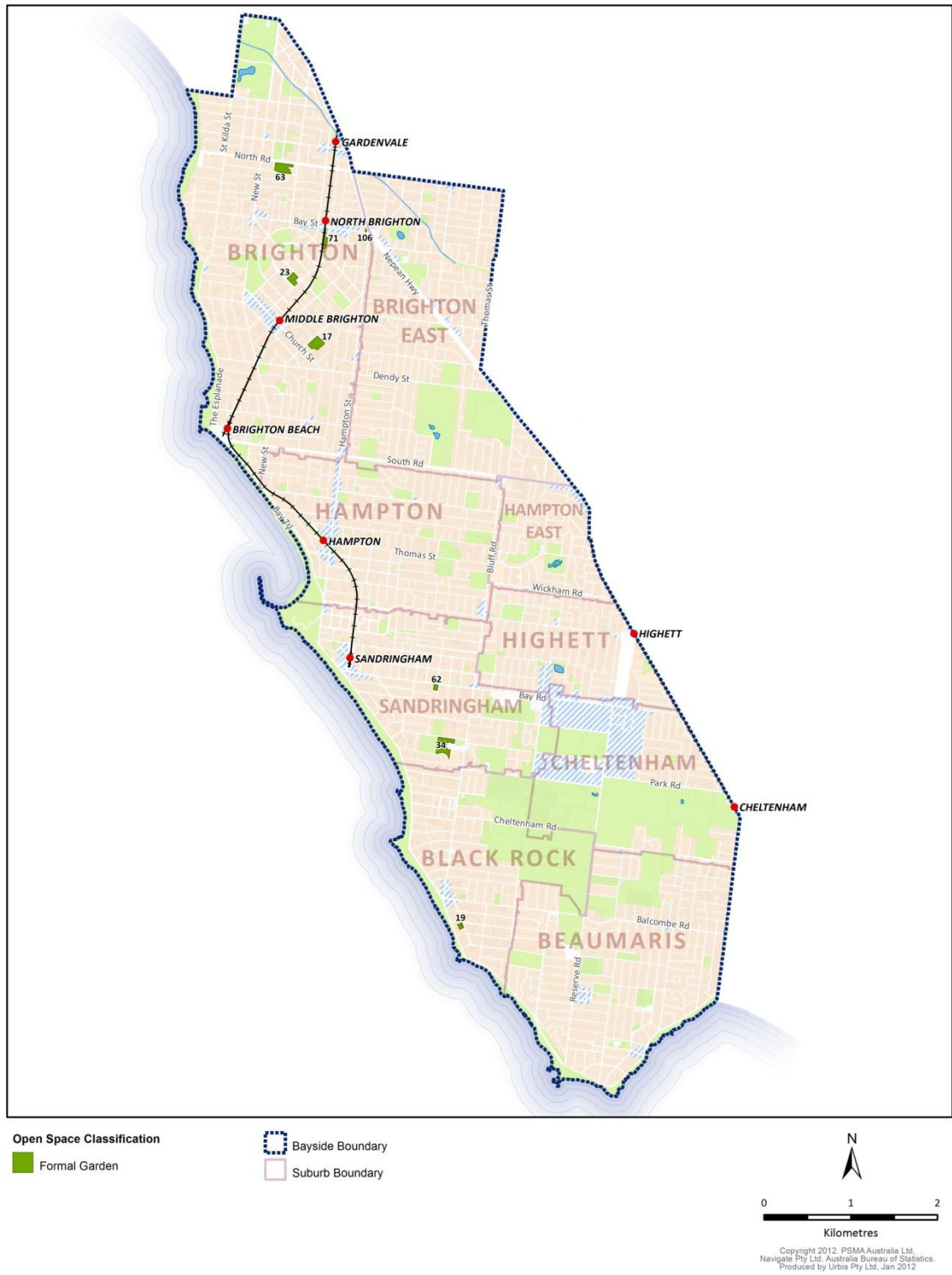
Formal Gardens provide a function of a formal public garden and have high aesthetic values. They are spaces for people to walk and relax whilst enjoying high quality gardens. Formal Gardens quite often have heritage significance.

**Table 14** Formal Gardens

Ref No.	Name of Site	Suburb	Catchment	Prime Function	Owner	Area (ha)
19	BLACK ROCK HOUSE	Black Rock	M / R	G	BCC	0.39
71	MARION STREET RESERVE	Brighton	Local	G	VicTrack	0.32
106	TOMMY BENT STATUE AND SURROUNDS	Brighton	District	G	VicRoads	0.04
17	BILILA GARDENS	Brighton	M / R	G	BCC	1.66
23	BRIGHTON TOWN HALL AND LIBRARY GARDENS	Brighton	M / R	G	BCC	1.02
63	KAMESBURGH GARDENS	Brighton	M / R	G	BCC	1.79
62	JOHN BATMAN GARDENS	Sandringham	Local	G	BCC	0.27
34	CORPORATE CENTRE	Sandringham	M / R	G	BCC	2.15
<b>Total</b>						<b>7.64</b>



Figure 12 Formal Gardens



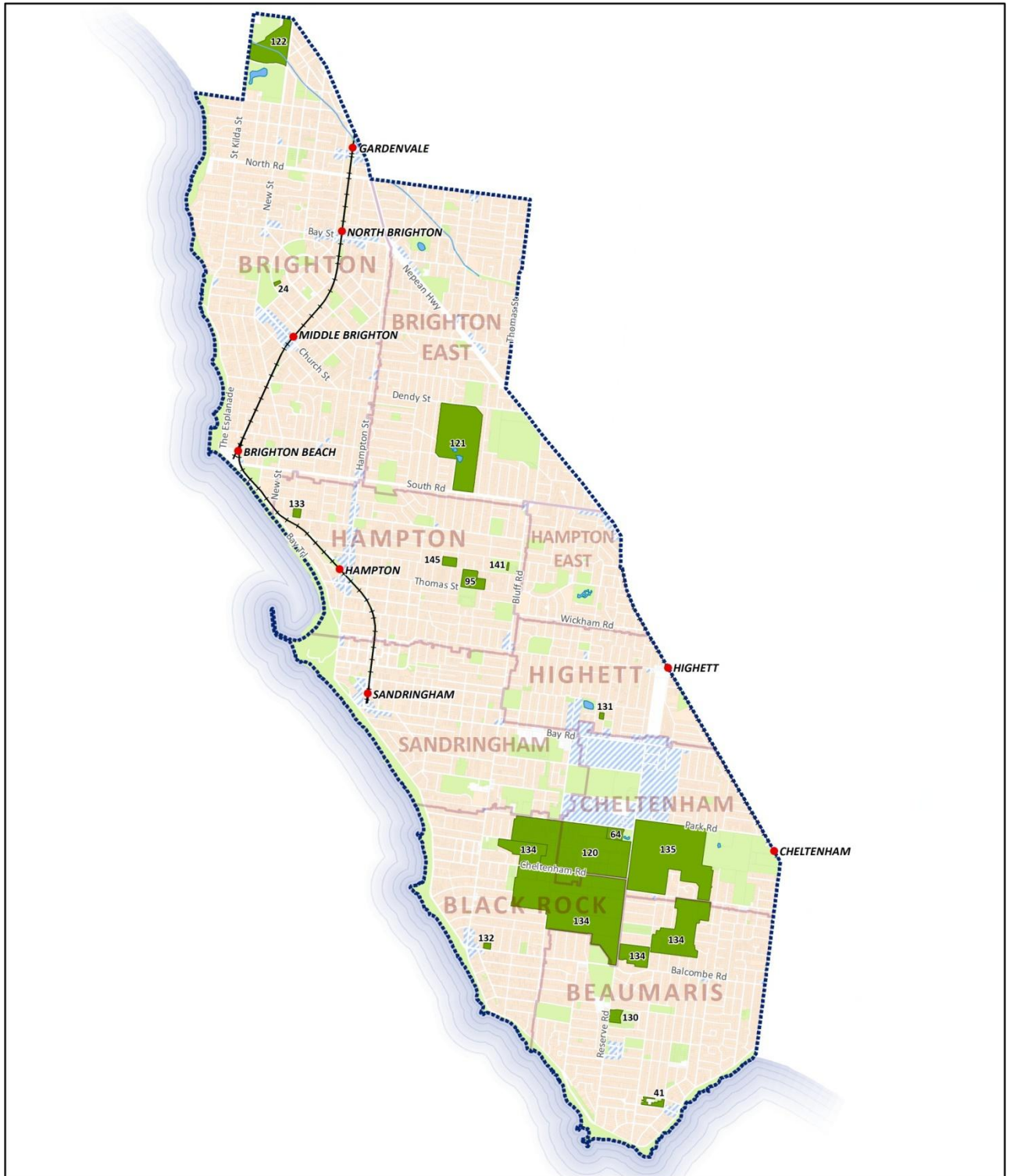
## 4.6 Recreation Facilities

Recreation Facilities can be both indoor and outdoor and they provide a particular service to undertake some form of structured sport. Generally a fee or membership needs to be paid to access a recreation facility and, there are normally set operating hours. As such, they are not available as freely accessible public open space to the wider community in the same way that other functional classifications of open space are.

**Table 15** Recreation Facilities

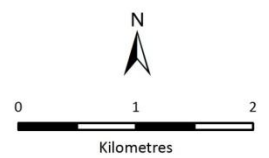
Ref No.	Name of Site	Suburb	Catchment	Prime Function	Owner	Area (ha)
24	BRIGHTON RECREATION CENTRE	Brighton	Local	RF	BCC	0.24
41	F L YOTT RESERVE	Beaumaris	Local	RF	BCC	2.07
64	SANDRINGHAM FAMILY LEISURE CENTRE	Cheltenham	M / R	RF	BCC	2.15
95	SANDRINGHAM ATHLETICS CENTRE	Hampton	M / R	RF	BCC	2.70
99	SANDRINGHAM NETBALL COURTS	Hampton	M / R	RF	BCC	1.29
120	SANDRINGHAM GOLF CLUB	Cheltenham / Black Rock	M / R	RF	BCC	55.15
121	BRIGHTON GOLF CLUB	Brighton East	M / R	RF	BCC	34.39
122	ELSTERNWICK GOLF LINKS	Brighton	M / R	RF	DSE	12.35
130	BEAUMARIS COMMUNITY CENTRE	Beaumaris	District	RF	BCC	N / C
131	HIGHETT (ST STEPHAN'S) TENNIS COURTS	Highett	Local	RF	BCC	N / C
132	BLACK ROCK CIVIC CENTRE	Black Rock	District	RF	BCC	N / C
138	ROYAL MELBOURNE GOLF COURSE	Black Rock	M / R	RF	Private	N / C
139	VICTORIA GOLF CLUB	Cheltenham	M / R	RF	Private	N / C
140	BLACK ROCK BOWLING AND TENNIS CLUB	Black Rock	District	RF	Private	N / C
141	IMMACULATE HEART OF MARY TENNIS COURTS (FEWSTER ROAD)	Hampton	Local	RF	Private	N / C
142	CHELTENHAM GOLF COURSE	Cheltenham	M / R	RF	DSE	17.09
145	HAMPTON BOWLS CLUB	Hampton	District	RF	BCC	1.47
<b>Total</b>						<b>128.9</b>

Figure 13 Recreation Facilities



**Open Space Classification**  
 Recreation Facility

Bayside Boundary  
 Suburb Boundary



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## 4.7 Conservation Reserves

Nineteen open spaces containing remnant bushland and heathland have been classified as ‘Conservation Reserves’. A number of other open spaces have been identified to have indigenous or native flora and fauna values. Ten of the Conservation Reserves are located along the foreshore. The remaining nine are located inland, predominantly in the south of the municipality.<sup>12</sup> The Conservation Reserves form habitat corridors to some degree and provide refuge and habitat for indigenous fauna and serve as ‘island sanctuaries’ within an increasingly urban environment. Together with other small tracts adjoining sporting reserves, golf courses and other large private and public tracts of land, they are significant environmental, educational and recreational resources for Bayside.

The potential conflict between recreational use and environmental conservation requires education, public awareness and enforcement to be high priorities. Council is committed to a program of conservation management that includes community involvement that manifests itself in support of local Friends Groups at many bushland reserves.

Bushlands management within Bayside is guided by the *Bushland Strategy* (2002).

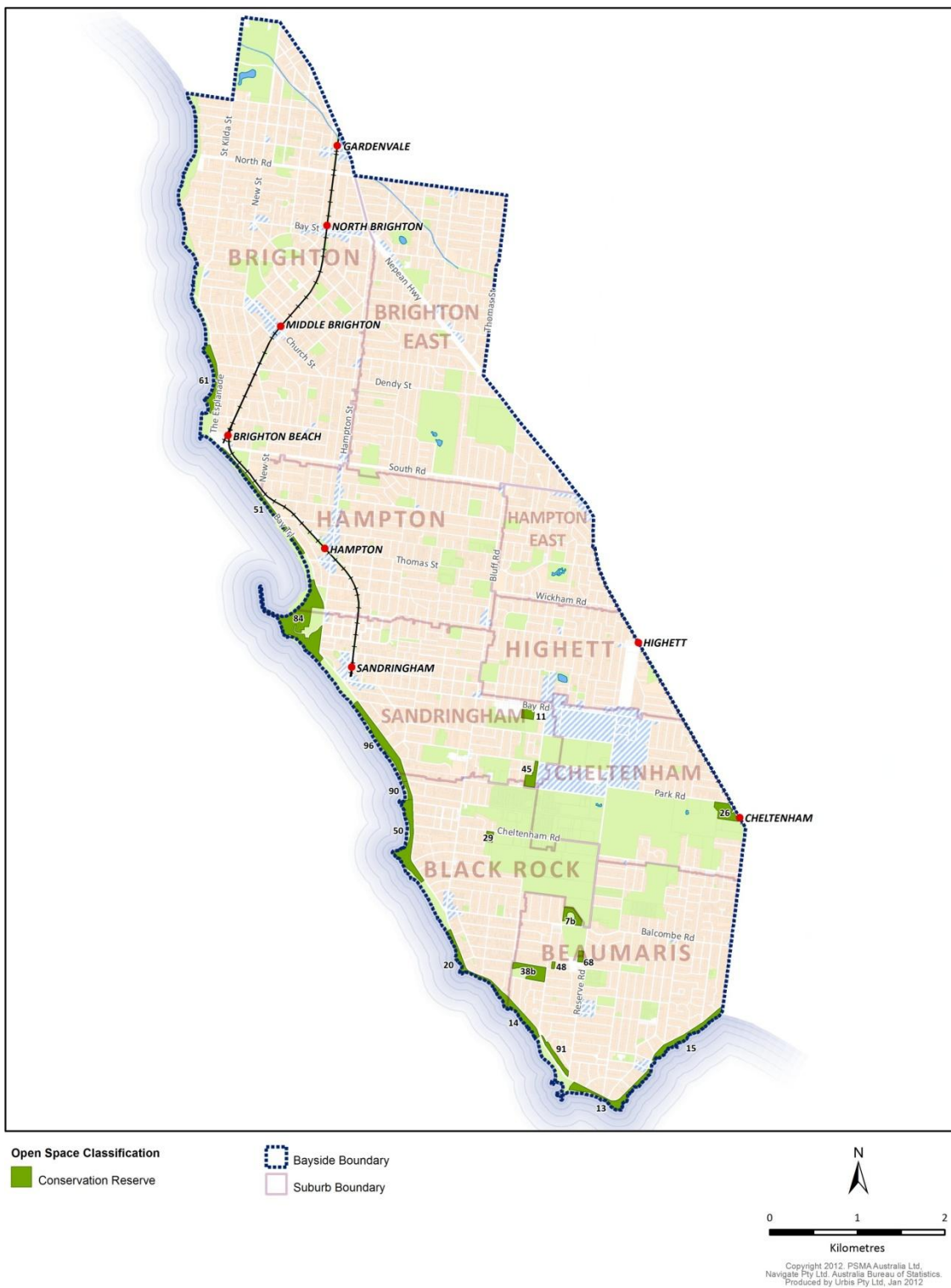
**Table 16** Conservation Reserves

Ref No.	Name of Site	Suburb	Catchment	Prime Function	Owner	Area (ha)
38b	DONALD MACDONALD RESERVE – East	Beaumaris	District	CR	BCC	3.91
91	RICKETTS POINT LANDSIDE (ROAD RESERVE NORTH EAST OF BEACH ROAD BETWEEN HAYDENS AND RESERVE ROAD)	Beaumaris	Local	CR	VR	2.4
29	CHELTENHAM ROAD	Cheltenham	Local	CR	BCC	1.56
13	BEAUMARIS CLIFFS (BLSC TO MOYSEY GARDENS)	Beaumaris	M / R	CR	DSE	2.07
14	BEAUMARIS FORESHORE QUIET CORNER (MCGREGOR TO BLSC)	Beaumaris	M / R	CR	DSE	1.37
15	BEAUMARIS FORESHORE SOUTH CHARMAN ROAD TO MOYSEY GARDENS (CROMER ROAD)	Beaumaris	M / R	CR	DSE	3.49
48	GRAMATAN AVE HEATHLAND SANCTUARY	Beaumaris	M / R	CR	BCC	0.3
68	LONG HOLLOW HEATHLAND	Beaumaris	M / R	CR	DSE	2.37
20	BLACK ROCK SOUTH FORESHORE (BLACK ROCK GARDENS TO MCGREGOR AV)	Black Rock	M / R	CR	DSE	3.31
50	HALF MOON BAY FORESHORE RED BLUFF TO ARKARINGA CR	Black Rock	M / R	CR	DSE	1.82
90	RED BLUFF CLIFF FACES	Black Rock	M / R	CR	DSE	0.54

<sup>12</sup> Cheltenham Park Flora & Fauna Reserve, Bay Road Heathland, Long Hollow Heathland, Gramatan Avenue Heathland Sanctuary, George Street Reserve, Donald MacDonald Reserve, Balcombe Park Heathland.

Ref No.	Name of Site	Suburb	Catchment	Prime Function	Owner	Area (ha)
61	JIM WILLIS RESERVE / BRIGHTON DUNES	Brighton	M / R	CR	BCC	3.88
26	CHELTENHAM FLORA & FAUNA RESERVE	Cheltenham	M / R	CR	DSE	3.62
51	HAMPTON GARDENS SOUTH ROAD TO FERDINANDO GARDENS	Hampton	M / R	CR	DSE	4.74
11	BAY ROAD HEATHLAND SANCTUARY	Sandringham	M / R	CR	BCC	2.09
45	GEORGE ST BUSHLAND RESERVE	Sandringham	M / R	CR	BCC	2.16
84	PICNIC POINT	Sandringham	M / R	CR	DSE	24.47
96	SANDRINGHAM FORESHORE SOUTH TENNYSON TO RED BLUFF STREET	Sandringham	M / R	CR	DSE	8.63
7b	BALCOMBE PARK – BUSHLAND (OVAL SURROUNDS)	Beaumaris	District	CR	BCC	2.52
<b>Total</b>						<b>75.25</b>

Figure 14 Conservation Reserves





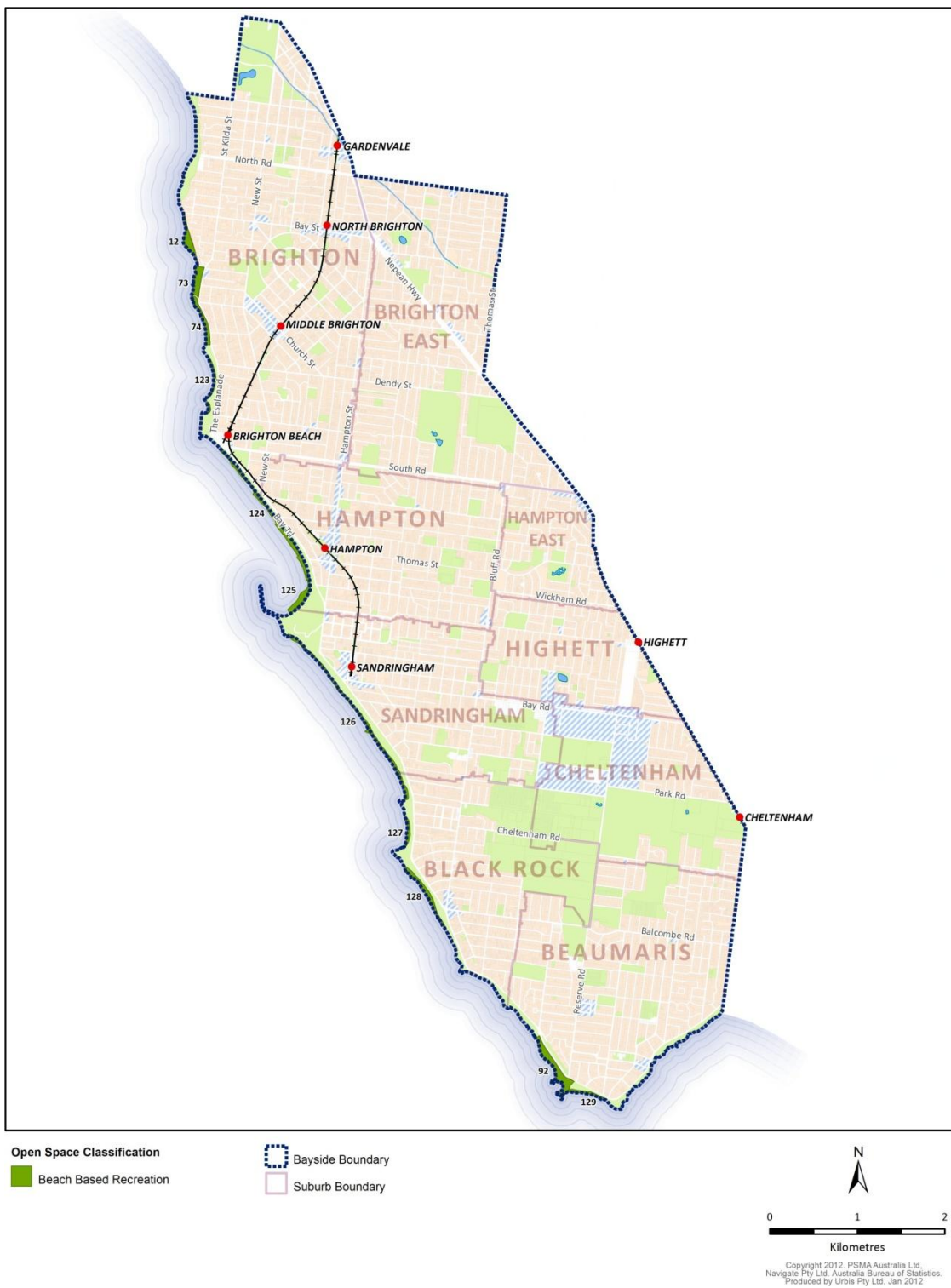
## 4.8 Beaches

Beaches in Bayside are the sandy areas located between the high water mark and the edge of the sand (often bounded by grass or cliffs). These spaces support a wide range of water based activities such as boating, swimming, kite / wind surfing, walking and fishing.

**Table 17** Beaches

Ref No.	Name of Site	Suburb	Catchment	Prime Function	Owner	Area (ha)
129	WATKINS BAY BEACH (Burgess Street to Dalgetty Road)	Beaumaris	District	BBR	DSE	0.2
92	RICKETTS POINT (BEAUMARIS YACHT CLUB TO BEAUMARIS LSC)	Beaumaris	M / R	BBR	DSE	3.59
127	HALF MOON BAY BEACH (South of Love Street to Black Rock Yacht Club)	Black Rock	M / R	BBR	DSE	0.43
128	BLACK ROCK BEACH (Black Rock Yacht Club to Second Street)	Black Rock	M / R	BBR	DSE	2.29
12	SANDOWN STREET BEACH (also listed as Bay Street to Brighton YC)	Brighton	M / R	BBR	BCC	3.17
73	MIDDLE BRIGHTON BATHS (YACHT CLUB SOUTH OF PARK STREET)	Brighton	M / R	BBR	BCC	2.17
74	MIDDLE BRIGHTON BEACH (SOUTH OF PARK ST TO KEITH CRT)	Brighton	M / R	BBR	BCC	1.83
123	DENDY STREET BEACH (Keith Crt to Were Street)	Brighton	M / R	BBR	DSE	1.64
124	BRIGHTON BEACH (Brighton Beach Station to New Street)	Brighton	M / R	BBR	DSE	1.53
125	HAMPTON BEACH (New Street to Sandringham Yacht Club)	Hampton	M / R	BBR	DSE	4.64
126	SANDRINGHAM BEACH (Jetty Road – Eliza Street)	Sandringham	M / R	BBR	DSE	5.42
<b>Total</b>						<b>26.91</b>

Figure 15 Beaches





## 4.9 Allocated School Sportsgrounds

There are situations in Bayside whereby Council has shared arrangements with particular schools to access their sporting grounds out of school hours. Council is responsible for the allocation of the sporting grounds to local clubs for a range of sporting activities. Council will often contribute to the maintenance of the sportsgrounds in return for being able to allocate the sporting grounds for community purposes.

**Table 18** Allocated School Sportsgrounds

Ref No.	Name of Site	Suburb	Catchment	Prime Function	Owner	Area (ha)
132	BEAUMARIS NORTH PRIMARY SCHOOL	Beaumaris	Local	ASSG	DEECD	N / C
136	SANDRINGHAM SECONDARY COLLEGE – BEAUMARIS CAMPUS	Beaumaris	Local	ASSG	DEECD	N / C
133	BLACK ROCK PRIMARY SCHOOL	Black Rock	Local	ASSG	DEECD	N / C
137	BRIGHTON SECONARDY COLLEGE	Brighton	District	ASSG	DEECD	N / C
135	SANDRINGHAM SECONDARY COLLEGE – HIGHETT CAMPUS	Highett	Local	ASSG	DEECD	N / C
134	SANDRINGHAM SECONDARY COLLEGE – SANDRINGHAM CAMPUS	Sandringham	District	ASSG	DEECD	N / C

## 4.10 Cemeteries

Cemeteries play a role in the open space network as they provide space for contemplation, walking and meditation. In Bayside, the cemeteries are also places of biodiversity and provide habitat for fauna. However their core role is as places of burial and respect and they should only be seen as an adjunct to the core open space network.

**Table 19** Cemeteries

Ref No.	Name of Site	Suburb	Catchment	Prime Function	Owner	Area (ha)
143	CHELTENHAM PIONEER CEMETERY	Cheltenham	District	C	Trust	N / C
144	NEW CHELTENHAM CEMETERY	Cheltenham	M / R	C	Trust	N / C

## 4.11 Foreshore

The foreshore of Bayside forms one large regional park which is heavily used by a wide range of locals and visitors for many different activities. Many visitors are regular users of the foreshore. Council is currently preparing the *Bayside Coastal Management Plan 2012–2022* and this will be developed in the context of the *Bayside Open Space Strategy*.

The current *Bayside Coastal Strategy* (1997) defines eleven precincts within the Bayside foreshore, and the *Open Space Strategy* breaks these precincts down into a total of 29 open spaces defined by their management function. These spaces are all located between Beach Road and the high tide mark and include sandy beaches, areas with indigenous vegetation, significant archaeological features, grassy bluffs, rock ledges and cliffs. There are numerous sporting and recreational facilities located within the foreshore spaces, including yacht clubs, lifesaving clubs and cycling and walking trails.

Our foreshore is regionally at the end of the water catchment system. Effects on our foreshore may be caused by impacts or activities well outside the municipal boundaries. Beach litter is caused in part by beach users, but to a greater extent depends on weather patterns. Significant rainfall events cause stormwater surges that empty litter onto the foreshore.

Because of the complexity of the foreshore, and the range of visitation and environmental issues that need to be managed, it is appropriate that the foreshore is managed with a specific approach that will be different from the way that other elements of the open space system will be managed.

The *Open Space Strategy* provides the overall strategic framework for the management of the foreshore, with management plans developed for each precinct and / or space through the *Bayside Coastal Management Plan 2012–2022*, currently being prepared.

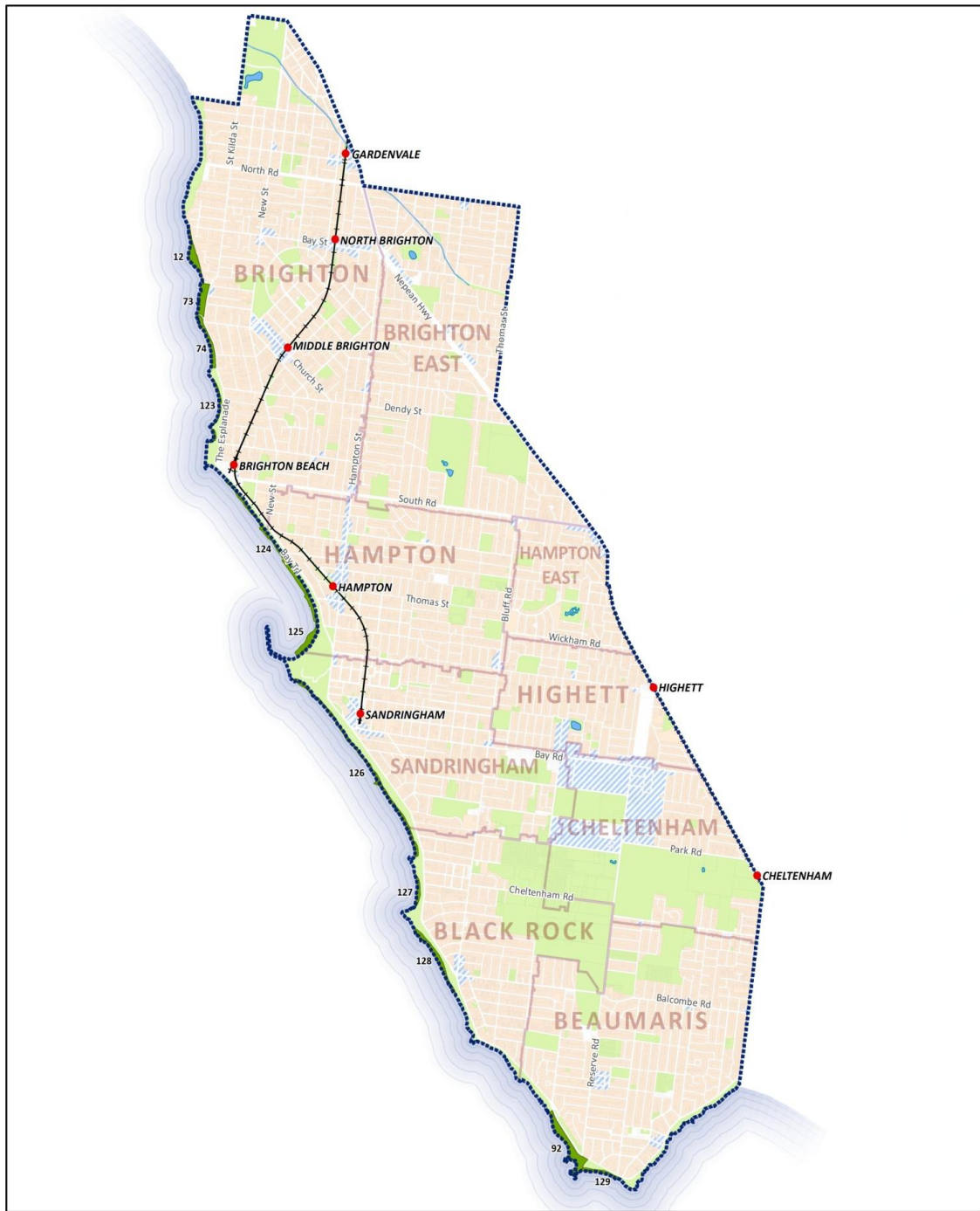
All of the foreshore spaces are listed in the functional categories preceding, however because the foreshore network acts as, is treated as, and is planned for as one system, it is necessary to get a picture of the completed foreshore area. The following table shows the foreshore spaces within the municipality from north to south and their prime function.

**Table 20** Foreshore spaces

Ref No.	Name of Site	Suburb	Catchment	Prime Function	Owner	Area (ha)
55	HEAD STREET TO NORTH ROAD	Brighton	M / R	SFR	DSE	2.82
78	NORTH ROAD TO BAY STREET	Brighton	M / R	SFR	DSE	5.72
12	SANDOWN STREET BEACH (also listed as Bay Street to Brighton YC)	Brighton	M / R	BBR	BCC	3.17
61	JIM WILLIS RESERVE / BRIGHTON DUNES	Brighton	M / R	CR	BCC	3.88
73	MIDDLE BRIGHTON BATHS (YACHT CLUB SOUTH OF PARK STREET)	Brighton	M / R	BBR	BCC	2.17


Ref No.	Name of Site	Suburb	Catchment	Prime Function	Owner	Area (ha)
74	MIDDLE BRIGHTON BEACH (SOUTH OF PARK ST TO KEITH CRT)	Brighton	M / R	BBR	BCC	1.83
123	DENDY STREET BEACH (Keith Court to Were Street)	Brighton	M / R	BBR	DSE	1.64
49	GREEN POINT PARKLAND	Brighton	M / R	SFR	BCC / DSE	3.07
124	BRIGHTON BEACH (Brighton Beach Station to New Street)	Brighton	M / R	BBR	DSE	1.53
51	HAMPTON GARDENS SOUTH ROAD TO FERDINANDO GARDENS	Hampton	M / R	CR	DSE	4.74
125	HAMPTON BEACH (New Street to Sandringham Yacht Club)	Hampton	M / R	BBR	DSE	4.64
43	FERDINANDO GARDENS	Hampton	M / R	SFR	DSE	0.9
84	PICNIC POINT CRESCENT GARDENS TO NORTH OF LINACRE ROAD	Sandringham	M / R	CR	DSE	24.47
109	TREY BIT RESERVE	Sandringham	District	SG	DSE	0.58
126	SANDRINGHAM BEACH (Jetty Road – Eliza Street)	Sandringham	M / R	BBR	DSE	5.42
97	SANDRINGHAM GARDENS TENNYSON TO CRESCENT GARDEN	Sandringham	M / R	SFR	DSE	1.7
96	SANDRINGHAM FORESHORE SOUTH TENNYSON TO RED BLUFF STREET	Sandringham	M / R	CR	DSE	8.63
90	RED BLUFF CLIFF FACES	Black Rock	M / R	CR	DSE	0.54
50	HALF MOON BAY FORESHORE RED BLUFF TO ARKARINGA CR	Black Rock	M / R	CR	DSE	1.82
127	HALF MOON BAY BEACH (South of Love Street to Black Rock Yacht Club)	Black Rock	M / R	BBR	DSE	0.43
18	BLACK ROCK GARDENS BLACK ROCK LSC TO CARPARK OPP 307 BEACH ROAD	Black Rock	M / R	SFR	DSE	1.81
128	BLACK ROCK BEACH (Black Rock Yacht Club to Second Street)	Black Rock	M / R	BBR	DSE	2.29
20	BLACK ROCK SOUTH FORESHORE (BLACK ROCK GARDENS TO MCGREGOR AV)	Black Rock	M / R	CR	DSE	3.31
92	RICKETTS POINT (BEAUMARIS YACHT CLUB TO BEAUMARIS LSC)	Beaumaris	M / R	BBR	DSE	3.59
14	BEAUMARIS FORESHORE QUIET CORNER (MCGREGOR TO BLSC)	Beaumaris	M / R	CR	DSE	1.37
13	BEAUMARIS CLIFFS (BLSC TO MOYSEY GARDENS)	Beaumaris	M / R	CR	DSE	2.07
129	WATKINS BAY BEACH (Burgess Street to Dalgetty Road)	Beaumaris	District	BBR	DSE	0.2
76	MOYSEY GARDENS	Beaumaris	M / R	SFR	DSE	1.07
15	BEAUMARIS FORESHORE SOUTH CHARMAN ROAD TO MOYSEY GARDENS (CROMER ROAD)	Beaumaris	M / R	CR	DSE	3.49
<b>Total</b>						<b>98.9</b>

Figure 16 Foreshore



**Open Space Classification**  
 Beach Based Recreation

Bayside Boundary  
 Suburb Boundary

N  
  
 0 1 2  
 Kilometres  
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## 5. Municipal wide recommendations

This chapter contains municipal wide recommendations in relation to the open space network. It essentially outlines how Council will manage the open space network in order to achieve the overall vision for open space over the 20-year life of this *Open Space Strategy*.

The chapter has been structured around the six guiding principles established in Chapter 3 to support the vision and each section in the chapter contains a range of guidelines to support decision making, and recommendations in order to improve the open space network.

### Principle One – Accessibility

#### ***What does this mean?***

Accessibility is a measure of how available a range of open spaces experiences are to people in terms of distance, variety, physical accessibility and time.

#### ***What we will do***

- Work towards an equitable distribution of a range of spaces across the municipality.
- Ensure there is no net loss in the amount of accessible open space in Bayside.
- Plan open spaces to be accessible in accordance with, or better than, the relevant Australian Standard and in line with Council's current *Disability Strategy and Action Plan*.
- Focus on enhancement of existing open spaces recognising the difficulty in acquiring new open space for the network.

### 5.1 Distribution and diversity of spaces

#### **Distribution**

Overall, Bayside has an average allocation of open space when compared to other middle and inner ring suburbs; however the distribution of open spaces across the municipality is not equal. Some suburbs have a far lower per capita amount of open space than others.

Open space is often analysed using a 400m catchment of every residence in the municipality, giving consideration to barriers that prevent access to open space. Research and analysis generally supports a 400m or 500m neighbourhood park catchment. This is based on a safe and accessible distance and gives consideration to:

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- the distance of a journey from a residence to the nearest open space that can be travelled safely by walking, cycling, pram strolling, skating, motor scooter, etc
- line of sight, visibility and passive surveillance can impact on perceptions of safety
- accessible paths of travel, as impacted by terrain, inclines, surface type, width, crossovers, etc
- the need for resting spots / refuges along routes.

Many Bayside residents are located more than a 400 m walk from a large (greater than 0.9 hectare) open space. Some residents are located more than 400 m from any accessible open space.

Many of these locations are in fact close to open space; however, private ownership and physical barriers such as railway lines and a lack of direct links and routes prevent many residents from benefiting from being able to access that space.

In addition, there are a range of other barriers that may constrain some people from accessing open space:

- lack of accessibility – accessible: terrain, inclines, surfaces type, width, inadequate crossovers, etc
- limited accessible parking, public toilets, etc
- cultural – language / signage, cultural dress, sporting activity, dogs
- perception – safety, fear, permission to use public space, knowledge and education about use of spaces
- geographic – north-south orientation / travel, cliffs on foreshore, etc
- financial – affordability.

The standard that has been adopted for Bayside is that every resident should be within 400 m of an open space that provides the opportunity to undertake physical activity as well as passive recreation. In order to achieve this, each resident and worker should be within 400 m from at least one of the following spaces:

- Social Family Recreation
- Sportsground
- Beach Based Recreation

There will be situations where it is not going to be possible to provide open space of the size and hierarchy that is required. In this case, it is important to improve and / or create links to the open space and enhance the quality of the existing open space.



Figure 17 Open space in Bayside

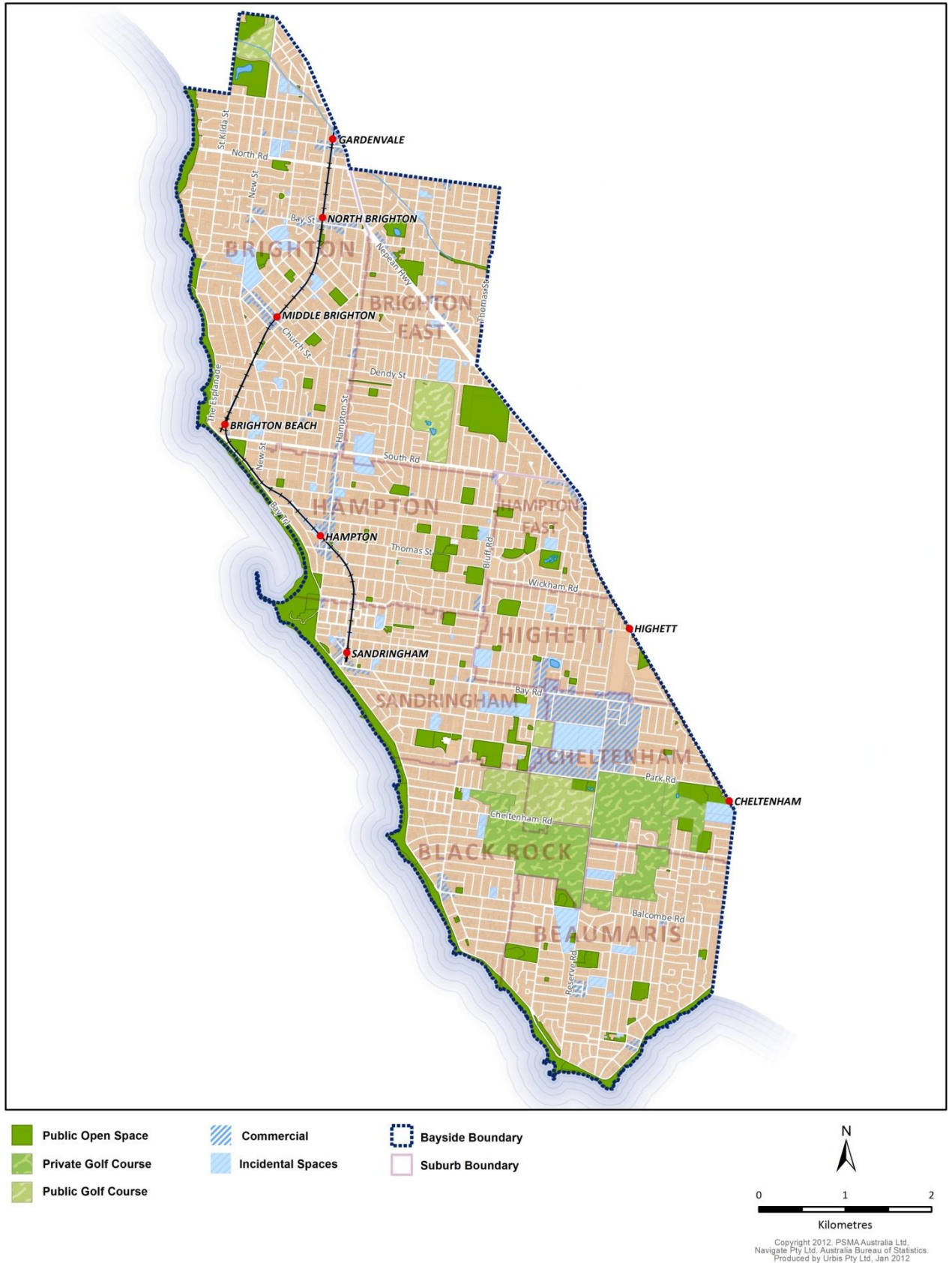
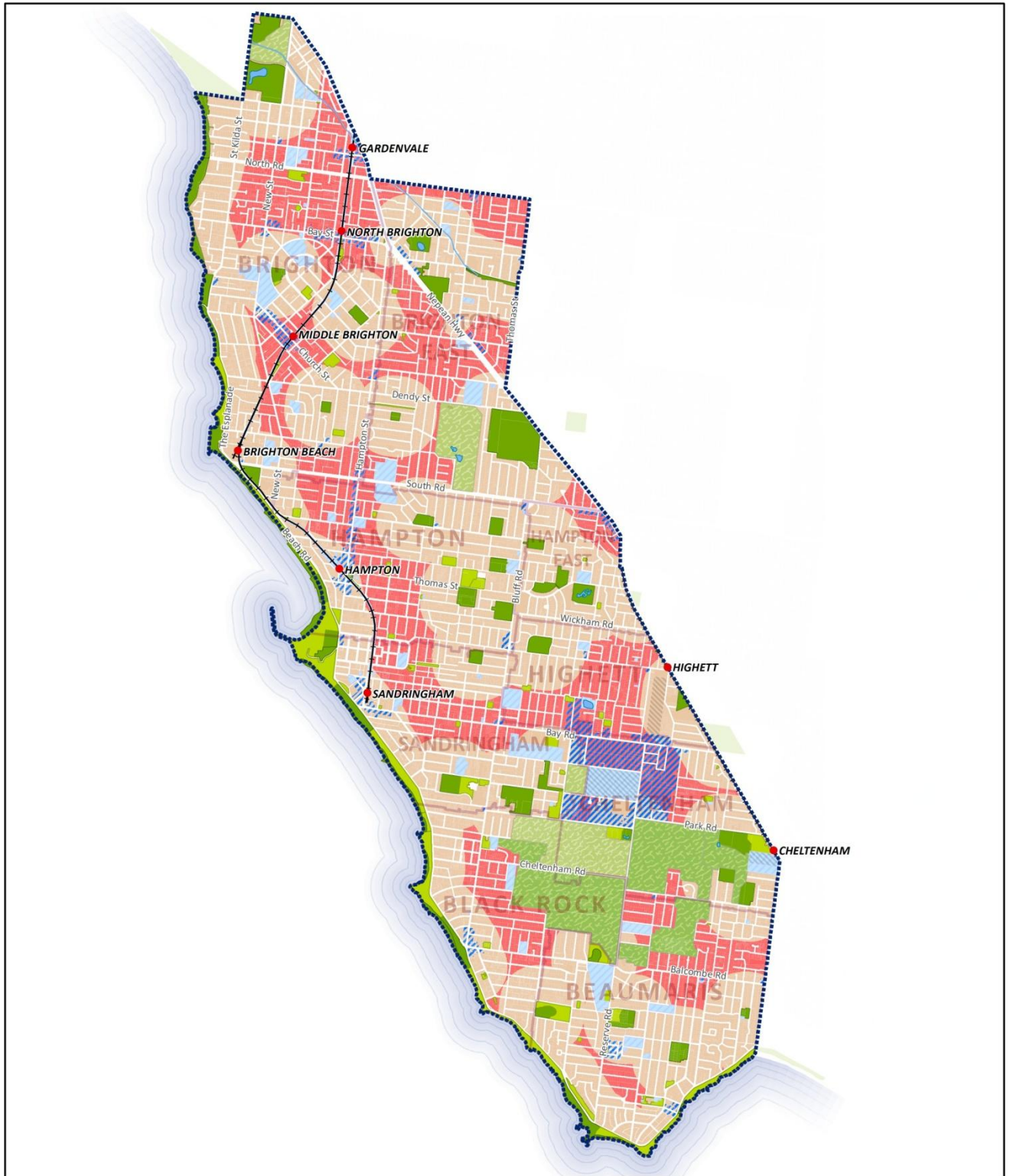


Figure 18 Deficiencies in open space in Bayside

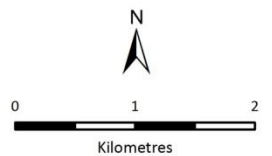


Existing Residential Access to Public Open Space

- Open Space within 400m
- Area where Public Open Space of a sufficient size to undertake structured and unstructured recreation (larger than .9ha) is not available within 400m

- Public Open Space
- Other open space not included in distribution analysis
- Private Golf Course
- Public Golf Course
- Commercial

- Incidental Spaces
- Bayside Boundary
- Suburb Boundary



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## Diversity

Council aims to provide each resident with access to a wide range of experiences within the open space network.

A prime function has been defined for each open space in the network; however with a few exceptions (such as Conservation Reserves and specialised Sporting Facilities) this does not preclude the open space also being used for a range of other uses and functions.

As a general approach, Council encourages multi use of its open spaces.

Various management techniques exist to achieve this including zoning of spaces, time sharing, facilities sharing, separation of uses and education.

### **Policy 1.1 – Access to and provision of open space and facilities**

Council will use this policy when making decisions about the provision of open space and facilities in the municipality.

- Residents and workers should be within 400 m walking distance of an open space classified as Social Family Recreation, Sportsground or Beach Based Recreation in order to allow for both passive recreation and exercise opportunities.
- Open space in suburbs with a current or projected deficiency should be improved as a priority within the resources available for the open space network.
- Where opportunities arise, and where funding is available, open space may be acquired in suburbs with an identified deficiency in open space.
- If this is not possible, priority should be given to improvement of trail networks and entering into arrangements with other open space owners (such as schools) to make up for deficiencies in open space.
- A range of open space experiences should be provided within each suburb.
- Where it doesn't undermine the prime function of the space, a variety of facilities should be provided to meet the needs of the catchment community.
- In order to achieve this, management strategies that support the shared use of spaces will be employed. These may include zoning of spaces with open spaces, fencing, time sharing, facility sharing, separation of uses and community education.
- If it is not possible to achieve multi use of spaces, functions should be supported on the basis of:
  - the current and projected age cohorts of the catchment of the open space
  - the facilities available in easily accessible and surrounding open spaces.
- Facilities should be provided in accordance with any Council Management Plan for the open space.

## 5.2 No net loss of open space

The concept of no net loss of open space was a consistent theme in consultation undertaken for the *Open Space Strategy*. The community expressed a range of interpretations for the concept, including:

- no encroachment of upon public space by private developments
- no development of further infrastructure on public open space
- no net loss in open space as result of development.

While the interpretation of the concept was varied, its sentiment was equally and passionately expressed by the community. Some members of the community expressed the view that past decision making by Council had resulted in a loss of open space available to the community, and policy needed to be established to prevent this in future.

As the population ages and the number of dwellings in Bayside increases, there will continue to be increasing pressures on the open space network. This is because:

- there is an increasing focus on active living and fitness for health and wellbeing across all age groups which will lead to additional use of the open space network by the existing community
- there is a trend towards medium and higher density housing in Bayside, which generally means less private open space
- more people in Bayside overall will put additional pressure on the open space network
- in addition, more people living in adjacent municipalities will put additional pressure on some of Bayside's open spaces such as the foreshore.

### Policy 1.2 – No net loss of open space

Council is committed to no net loss of publically accessible open space in Bayside.

- A net loss of public open space is recognised as space that has been sold to another agency without being replaced. It is space that cannot be recovered.
- Installation of infrastructure that supports the use of the open space is not a loss of open space eg. installation of park infrastructure such as BBQs, seats and lighting, expansions to existing pavilions, car parking for the open space.
- Installation of infrastructure that does not support the use of the open space is a loss of open space eg. kindergartens, community centres, car parking for shopping centres.
- Council will be made aware of the implications of any decision making by other agencies that may create a net loss of open space and develop strategies to address this net loss.

## **Action 1.1 – No net loss of open space**

Report the amount of publically available open space to Council on an annual basis using the open space figures contained in this report as a basis for comparison.

### **Increasing amounts of open space**

To support the ‘no net loss of open space’ principle established above, Council requires a framework to make decisions as to whether it is appropriate to acquire additional open space for the network, or change the use on existing public land to allow for open space purposes.

There are particular pockets of Bayside that have a shortage of open space. There is the potential for parcels of land to become available for purchase, or change of use, in the future to address these shortages.

## Policy 1.3 – Increasing the amount of open space

This policy will be considered when Council has an opportunity to increase the amount of open space in Bayside.

Instances where this policy will be applied include:

- a private land owner or public agency wishes to dispose of land
- the expiry of a long-term lease on Council owned or managed land
- identification that a facility on Council owned land is surplus to requirements.

It is policy that land will only be acquired for or converted to open space use if:

- it is suitable for use as open space and not unreasonably encumbered (eg. contaminated)
- it fills a need identified in the Open Space Strategy
- it is a high priority for the suburb in which it is located
- the development and maintenance of the land as open space is affordable in the long-term.

### *Approach to disposal of land by public agencies*

- If land is to be disposed of by State or Federal public agencies, and the land is currently being used for open space, or Council identifies that acquisition of that land for open space is appropriate, Council will negotiate for the transfer of that land to Council at zero or minimal cost.

### *Approach to renewal of leases on Council owned or managed open space*

- When long-term leases on Council owned or managed open space expire, any renegotiation of that lease will be informed by the role that the land plays or could play in the open space network, and the highest and best use of that land for the community as a whole.

### *Approach to changes of use on Council owned or managed land*

- When Council owned land, whether part of or not part of the open space network, is identified as surplus to requirements, consideration will be given as to whether it could contribute to the open space network.
- If the land is likely to be required for a community facility in the future, the land should be converted to open space for a limited time, subject to future requirements for the land for community facilities. Land used for open space in this way should be clearly identified as such.

## Changes of use from open space to other purposes

From time to time Council will need to respond to a proposal that might require the consideration of sale of its open space for some other purpose that might be a priority, and to the benefit of the community as a whole. It is important to have a framework that allows for consistent decision making around these issues.

**Policy 1.4 – Changes of use of open space for other purposes**

This policy will be used when Council needs to consider a change of use of Council owned or managed open space for other purposes.

- Whether the community benefit associated with the change of use outweighs the value of the land as open space in the context of the open space network as a whole, and the suburb in which the open space is located.
- Whether the funds generated by the change of use can be allocated to improvement of the open space network within a reasonable distance and benefit the open space network as a whole.

### 5.3 Sharing space with other organisations

Bayside has limited potential to expand the public open space network, however there are a number of opportunities where Council has negotiated shared use of open space for recreation.

Council has arrangements in place with six schools in the municipality to allocate their sportsgrounds for arranged sport, out of school hours.

**Table 21** Shared use of open space for recreation

Ref No.	Name of Site	Suburb
132	BEAUMARIS NORTH PRIMARY SCHOOL	Beaumaris
133	BLACK ROCK PRIMARY SCHOOL	Black Rock
134	SANDRINGHAM SECONDARY COLLEGE – SANDRINGHAM CAMPUS	Sandringham
135	SANDRINGHAM SECONDARY COLLEGE – HIGHETT CAMPUS	Highett
136	SANDRINGHAM SECONDARY COLLEGE – BEAUMARIS CAMPUS	Beaumaris
137	BRIGHTON SECONDARY COLLEGE	Brighton

Sharing spaces in this way supports efficient and sustainable use of the non-Council owned or managed open space assets in Bayside.

With increasing levels of participation in structured and unstructured recreation, and a projected increase in population, there is opportunity to expand the concept of sharing space with other organisations.

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Areas of opportunity include:

- shared use of open spaces within government, church and private schools
- shared use of open spaces not generally publically accessible, such as golf courses, bowls clubs and tennis courts to allow general access at particular times
- a move towards development of multifunctional, shared infrastructure on open space. Specifically clubrooms and pavilions, could allow for a wider range of uses over the course of each day, week and year.

## Policy 1.5 – Encouraging shared use of open space

Where there are deficiencies in the public open space network, investigate shared use of open space with other organisations such as schools and private open space providers.

Plan community infrastructure on open space, such as clubrooms and pavilions, to be multifunctional and able to be used by more than one group and accessed on a casual basis by the wider community.

## Principle Two – Appropriateness

### ***What does this mean?***

Appropriateness in the context of the open space network in Bayside relates to the way in which open spaces are managed. Appropriate management of open space in Bayside means that we will be able to get the most out of each individual space, as well as the network as a whole to meet the wide range of community, physical, biodiversity and intrinsic values that the open space network provides.

### ***What will we do?***

- Develop an open space network that can accommodate a wide range of current and future demands.
- Avoid the development of spaces for specific uses that exclude other uses.
- Encourage activities and developments that relate to the defined prime function of the open space.
- Optimise other activities where they can be accommodated without undermining or conflicting with the defined prime function of the open space.
- Ensure open spaces are safe and fit for purpose.

## 5.4 Planning and management approach

Effective management and maintenance of open spaces is a significant issue to the community and Council.

Open space is a very important resource for the community, as a place to exercise, relax, socialise and enjoy being outdoors. It is important for intrinsic reasons, for habitat and biodiversity, and for the contribution it makes to the health of the overall environment.

The value of open space will continue to increase as the population and housing density within Bayside grows over the coming 30 years.

Open spaces are also a significant Council asset and need to be managed in a financially and socially responsible manner for the benefit of all users today and into the future.

With limited resources available to manage the open space system in Bayside, it is important that proper management planning processes are in place to ensure that community expectations are understood, managed, and Council resources invested appropriately.

Two planning systems are commonly used to assist with the management of individual spaces within an open space network. These are:

- management plans
- master plans.

## 5.5 Management Plans

A management plan is a document that sets out the vision, infrastructure standards and maintenance standards for a particular open space. It acts as a planning and monitoring tool for Council and the community. It informs both capital works planning and ongoing maintenance expenditure.

Management plans are not complex documents. They are short (two to five pages) and can be easily updated as the needs of the open space, and the community using that open space change and should be able to be prepared within the constraints of normal operating budgets.

Management plans inform both capital works planning and maintenance planning. All parks should have a management plan, however with 138 open spaces to manage and maintain, it is unrealistic, as well as unnecessary for Council to prepare tailored management plans for each open space.

Management plans will be developed for individual open spaces or groups of open spaces based on whether they are municipal / regional (individual plan), district (group plan or individual plan for more complex spaces) or local (group plans) in accordance with the following template.

**Table 22** Management Plan template

Contents	Comment
<b>1. Description of the open space</b>	Describes the open space and how will it be managed as part of the open space network
<b>1.1 Purpose and role</b> <b>1.2 Context in network</b> <b>1.3 Overview of current situation</b>	Describes the catchment, function and key relationships of the open space with other open spaces in the network
<b>2. Key stakeholders</b>	Describes the stakeholders relevant to the management plan
<b>3. Management Objectives</b>	Examples: <ul style="list-style-type: none"> <li>• Shared use or exclusive use</li> <li>• Appropriate Quality / Fit for Purpose</li> <li>• Reliability of Service</li> <li>• Presentation and cleanliness</li> </ul>
<b>4. Levels of Provision</b>	Describes the features of open space typically provided, which will vary from open space to open space. For example: <ul style="list-style-type: none"> <li>• Planting</li> <li>• Landscaping</li> <li>• Seating</li> <li>• Facilities – BBQ, Showers, Toilets</li> <li>• Shade</li> <li>• Playground</li> <li>• Pathways</li> <li>• Lighting</li> <li>• Fencing</li> <li>• Waste Disposal</li> <li>• Parking</li> <li>• Way finding, interpretation, management signs</li> <li>• Irrigation</li> </ul>
<b>5. Levels of Service</b>	Describes the services and standards typically provided, which will vary from open space to open space. For example: <ul style="list-style-type: none"> <li>• Landscape maintenance – mowing, weeding, pruning etc</li> <li>• Playground inspection, under surface replenishment etc</li> <li>• Tree inspection and pruning etc</li> <li>• Cleaning and presentation etc</li> <li>• Vandalism and graffiti response</li> </ul>



**Table 23** Maintenance Program (indicative)

Activity	Jan	Feb	March	April	May	June	July	Aug	Sept
<b>Routine</b>									
Mowing	X	X	X	X	X	X	X	X	X
Weed Control	X	X	X	X	X	X	X	X	X
Pruning	X		X		X		X		X
<b>Cyclical</b>									
Fertilise	X	X	X						X

## Application of management plan template

### Large, multiple use parks

Within the open space network there will be **individual parks that have unique or special issues** that must be addressed in their management. This typically includes large, complex open spaces with special values (heritage / conservation / recreation), high use levels, multiple users and potential impacts from the levels and types of use.

For example, Regional / Municipal open spaces such as Dendy Park.

### Clustered and contiguous parks

There will also be **groupings of adjoining parks that are within a defined geographic feature** that need to be managed with a coordinated approach to provide users with a consistent experience. This typically includes linear open space such as railway lines, highways, waterways and coasts.

For example, the 29 spaces comprising the Bayside foreshore.

### Systems of parks

Some parks or reserves within the open space network are **separate but operate as a system** and have common issues and need coordinated management to be efficient with resources and achieve consistent outcomes. Typically this includes flora or fauna reserves, sports ovals and children’s playgrounds.

For example, the ecosystem network of the seven Bushland Reserves.

### General open spaces

The remaining parks within the open space network can be grouped based on similar functions or uses where **coordinated management is required across disparate but similar open spaces** to achieve consistent user experiences and efficient use of resources. Typically this includes local parks, roadsides, easements and drainage reserves.

For example, local open spaces such as Relaxation Parks.

## Action 2.1 – Development of management plans

Develop management plans for each open space in Bayside which include the following information:

- a description of the open space
- its purpose and role, context in the network and current situation
- key stakeholders
- management objectives
- levels of provision
- levels of service.

## 5.6 Master Plans

Master Plans are more complex documents that will generally require input from a range of experts which may include engineers, landscape architects and / or architects. Master Plans are generally prepared to manage a significant change in an open space over a period of time (which may range from one or two years through to 20 years).

By way of example, spaces that receive a large capital investment (such as a new building) or are to be significantly rearranged through moving major uses or changing uses may require a master plan.

Open spaces where there is a high level of conflict or contested uses may require a master plan to assist with the resolution of the issues.

Costs associated with the preparation of Master Plans can be significant due to the range of expertise required to prepare them, and will often require an operational expenditure over and above the normal operating budget.

## Policy 2.1 – Preparation of Master Plans

Council will prepare Master Plans for open spaces as they are required. General guidelines to assist with the decision making process include:

- the risks associated with not preparing a Master Plan considering:
  - financial risks to Council in relation to safety or capital investment
  - social risks associated with management of changes of use
  - environmental risks associated with biodiversity value, effects of climate change and contamination
  - cultural heritage risks associated with preservation of indigenous and post contact heritage values
- the catchment and visitation levels of the open space
- whether there are major changes planned to the open space which may include acquisition or disposal of land, rearrangement of land uses within the open space or major capital expenditure within the open space (for example, new buildings).

## 5.7 Land Use Zoning in the Bayside Planning Scheme

The majority of public open space in Bayside is appropriately zoned to reflect its role in the open space network. However analysis of the current land use zonings highlights a number of zonings that should be changed, and others which require further investigation with a view to adopting a more appropriate zone.

The most appropriate zones for public open space are generally Public Park and Recreation Zone (PPRZ) or Public Conservation Resource Zone (PCRZ). A comparison of the two zones follows:

**Table 24** Comparison of PPRZ and PCRZ zones

	PPRZ	PCRZ
<b>Purpose</b>	<ul style="list-style-type: none"> <li>To recognise areas for public recreation and open space.</li> <li>To protect and conserve areas of significance where appropriate.</li> <li>To provide for commercial uses where appropriate.</li> </ul>	<ul style="list-style-type: none"> <li>To protect and conserve the natural environment and natural processes for their historic, scientific, landscape, habitat or cultural values.</li> <li>To provide facilities which assist in public education and interpretation of the natural environment with minimal degradation of the natural environment or natural processes.</li> <li>To provide for appropriate resource based uses.</li> </ul>
<b>Section 1 Use (no permit required)</b>	Informal outdoor recreation Open sportsground <b>All other uses not in Section 2 or Section 3 if conducted by or on behalf of the public land manager</b>	Boat launching facility Camping and caravan park Caretaker's house Car park Informal outdoor recreation Interpretation centre Jetty Kiosk Marine dredging Mooring pole Open sportsground Pier Pontoon Road Utility installation <b>Any other use not in Section 2 or 3</b> <b>In all instances, these uses are only permitted without a permit if they are conducted by or on behalf of the public land manager</b>

	PPRZ	PCRZ
<b>Section 2 Use (permit required)</b>	Store (must be associated with the public land use) Retail premises (must be associated with the public land use) Office (must be associated with the public land use) <b>All other uses not in Section 1 or 3</b>	Emergency services facility Renewable energy facility
<b>Section 3 Use (prohibited)</b>	Brothel Cinema based entertainment facility Corrective institution Display home Funeral parlour Industry Saleyard Transport terminal Veterinary centre Warehouse	<b>Any other use</b>

In summary, the key differences between the PPRZ zone and the PCRZ zone are:

- the focus of the PPRZ zone is on providing open space for recreational activities, whereas the focus of the PCRZ zone is to provide for conservation of the natural environment and natural processes
- most uses could be allowed in the PPRZ, subject to the granting of a permit
- most uses, apart from those directly associated with the conservation and management of the natural environment and natural processes, are prohibited in the PCRZ.

It is important to note that the PCRZ does not restrict access to a reserve that is within this zone. The manner in which access is provided to a reserve relates to the appropriate management of that space based on conservation values, rather than the zoning within the Planning Scheme. For example Council’s Ecological Burn and Post Burn Bushland Management Policy (June 2011) requires the fencing of a burn site for a minimum of three years.

Any future rezoning of these sites will be subject to a Planning Scheme Amendment which will be advertised in accordance with the *Planning and Environment Act 1987*. This process will provide the wider community with the opportunity to make submissions in regards to the rezoning of these open spaces, which will be considered by Council and, if necessary, an independent Panel prior to any decision being made.

### Zoning of conservation reserves

Bayside currently has two open spaces zoned for Public Conservation and Resource Zone (PCRZ). These are Bay Road Heathland Sanctuary and Gramatan Avenue Heathland Sanctuary.

The purpose of the PCRZ is:

- to protect and conserve the natural environment and natural processes for their historic, scientific, landscape, habitat or cultural values

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- to provide facilities which assist in public education and interpretation of the natural environment with minimal degradation of the natural environment or natural processes
- to provide for appropriate resource based uses.

The natural biodiversity significance of Bayside's 18 identified Conservation Reserves is outlined in Section 5.14. Given the significance of these spaces for scientific, landscape, habitat and cultural values, it is appropriate that a zoning to PCRZ be considered. The 16 Conservation Reserves not zoned for PCRZ are:

**Table 25** Conservation Reserves currently not zoned PCRZ

Ref No.	Name of Site
	<b>Inland Conservation Reserves</b>
7b	Balcombe Park – Bushland (Oval Surrounds)
26	Cheltenham Flora and Fauna Reserve
38b	Donald Macdonald Reserve – East
45	George St Bushland Reserve
91	Ricketts Point Landside (Road Reserve north-east of Beach Road between Haydens and Reserve Road)
68	Long Hollow Heathland
	<b>Coastal Conservation Reserves</b>
13	Beaumaris Cliffs (BLSC to Moysey Gardens)
14	Beaumaris Foreshore Quiet Corner (McGregor to BLSC)
15	Beaumaris Foreshore South Charman Road to Moysey Gardens (Cromer Road)
20	Black Rock South Foreshore (Black Rock Gardens to McGregor Av)
50	Half Moon Bay Foreshore Red Bluff to Arkaringa Cr
51	Hampton Gardens South Road to Ferdinando Gardens
61	Jim Willis Reserve / Brighton Dunes
84	Picnic Point
90	Red Bluff Cliff Faces
96	Sandringham Foreshore South Tennyson to Red Bluff Street

Of these 16, ten (10) are located within the foreshore. The preparation of the *Bayside Coastal Management Plan* is about to commence which will guide the future management decision making along the coast. This plan is considered the appropriate avenue by which to thoroughly review the appropriate zoning for the Conservation Reserves along the foreshore. These spaces are part of a complex and heavily used regional system, and the implications of rezoning these spaces to PCRZ needs to be considered in this regional context.

Of the remaining six (6) inland Conservation Reserves, three are relatively straightforward and autonomous spaces: Long Hollow Heathland, Ricketts Point Landside and George Street Bushland Reserve. It is considered appropriate to

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rezone these spaces to PCRZ given their relatively small size and the significance to the Gippsland Plains bioregion.<sup>13</sup>

The remaining three spaces: Balcombe Park Bushland (oval surrounds), Donald MacDonald Reserve – East and Cheltenham Flora and Fauna Reserve are more complex spaces which abut and in some cases cross over with other uses such as sports grounds. It is likely the wider reserve in which these spaces are located may need to be zoned in more than one zone. Further review of these spaces is required prior to undertaking a rezoning of the land to PCRZ.

### Zoning of open spaces zoned Residential 1 Zone (R1Z)

A total of 25 open spaces are currently in a R1Z. Most of these sites are small Relaxation Parks. The purpose of the R1Z is:

- to provide for residential development at a range of densities with a variety of dwellings to meet the housing needs of all households
- to encourage residential development that respects the neighbourhood character
- in appropriate locations, to allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs.

R1Z is not the ideal zoning for open space. It is proposed to rezone 16 open spaces currently zoned R1Z to Public Park and Recreation Zone (PPRZ) in order to reflect and protect their role in the open space network.

The purpose of the PPRZ is:

- to recognise areas for public recreation and open space
- to protect and conserve areas of significance
- to provide for commercial uses where appropriate.

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<sup>13</sup> Ecology Australia Pty Ltd (2008), *Bayside Native Vegetation Works Program – Stage One*. Ecology Australia Pty Ltd.

**Table 26** Open Spaces to be rezoned from R1Z to PPRZ

Ref No.	Name of Site
31	Corner Chavasse & New Street Reserve
33	Cora Lynn Park
36	Curly Rourke Reserve
47	Glen Edward Rice Reserve
56	Holyrood Street Park
58	Ice Works Reserve
66	Lewis Reserve
67	Little Brighton Reserve
79	Old Dairy Reserve
80	Pasadena Avenue Park
81	Pennydale Park
101	Spring Road Park
102	Sue Kirkpatrick Park
107	Train Street Park
112	Tulip Grove Playground

## Sites with a mixture of R1Z and PPRZ

The following open space has a mixed zoning of PPRZ and R1Z. It is proposed to rezone this open space to PPRZ to reflect its role in the network.

6 Ashwood Ave Park

## Sites requiring further review

Five sites have been identified as requiring further review prior to making a decision as to whether rezoning is appropriate.

There is a second site currently zoned for a mixture of PPRZ and R1Z. A review should be undertaken to establish whether the mixed zoning is correct or requires adjustment.

98 Cross Street

One site is currently zoned for PUZ1 and is owned by Melbourne Water. Discussions should be undertaken with Melbourne Water as to the appropriate zoning of this land.

44 Fourth Street Reserve

Five sites are currently zoned PUZ4. One is owned by VicRoads, four are owned by VicTrack and one by Bayside City Council. Negotiations with VicTrack need to be undertaken to establish whether a rezoning of one of their sites and the Bayside site is appropriate. These sites are:

71 Marion Street Reserve

93 Robert Grieve Reserve



Kamesburgh Gardens is currently zoned R1Z. A rezoning to reflect the role that the gardens play in the open space network should be assessed, requiring review.

63 Kamesburgh Gardens

## Action 2.2 – Rezoning of inappropriately zoned open spaces

Rezoning the following parcels of land to PCRZ in the Bayside Planning Scheme:

- 45 George Street Bushland Reserve
- 91 Ricketts Point Landside Road Reserve (north-east of Beach Road between Haydens and Reserve Road)
- 68 Long Hollow Heathland

Rezoning the following parcels of land to PPRZ in the Bayside Planning Scheme:

- 6 Ashwood Avenue Park
- 31 Corner Chavasse and New Street Reserve
- 33 Cora Lynn Park
- 36 Curly Rourke Reserve
- 47 Glen Edward Rice Reserve
- 56 Holyrood Street Park
- 58 Ice Works Reserve
- 66 Lewis Reserve
- 67 Little Brighton Reserve
- 79 Old Dairy Reserve
- 80 Pasadena Avenue Park
- 81 Pennydale Park
- 101 Spring Road Park
- 102 Sue Kirkpatrick Park
- 107 Train Street Park
- 112 Tulip Grove Playground

**Action 2.3 – Investigation of open spaces which may warrant rezoning**

Further investigate the rezoning of the following parcels of land to PCRZ through the preparation of the *Coastal Management Plan* (underway).

- 13 Beaumaris Cliffs (Blsc to Moysey Gardens)
- 14 Beaumaris Foreshore Quiet Corner (McGregor to Blsc)
- 15 Beaumaris Foreshore South Charman Road to Moysey Gardens (Cromer Road)
- 20 Black Rock South Foreshore (Black Rock Gardens to McGregor Av)
- 50 Half Moon Bay Foreshore Red Bluff to Arkaringa Cr
- 51 Hampton Gardens South Road to Ferdinando Gardens
- 61 Jim Willis Reserve / Brighton Dunes
- 84 Picnic Point
- 90 Red Bluff Cliff Faces
- 96 Sandringham Foreshore South Tennyson to Red Bluff Street

Further investigate the rezoning of the following parcels of land to PCRZ through a review of the Conservation Reserves in the context of the wider reserves in which they are located.

- 7b Balcombe Park – Bushland (Oval Surrounds)
- 26 Cheltenham Flora and Fauna Reserve
- 38b Donald Macdonald Reserve – East

Undertake further research to determine the most appropriate zoning for the following parcels of land:

- 98 Cross Street
- 44 Fourth Street Reserve
- 71 Marion Street Reserve
- 93 Robert Grieve Reserve
- 63 Kamesburgh Gardens

**Zoning of the balance of open spaces**

As a result of this review of open space zoning, almost all open spaces will be zoned PPRZ or PCRZ to reflect their primary use as open space or conservation reserve.

Two sites currently zoned for R1Z are retained as is, because their role in the open space network aligns with the purpose of the R1Z.

- 132 Black Rock Civic Centre
- 19 Black Rock House

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The three remaining sites that are currently zoned PUZ4, are zoned to reflect their ownership by VicTrack (88 & 89) or VicRoads (106). It is considered this zoning is appropriate as it reflects the ownership of the land, and Council doesn't wish to acquire these parcels.

88	Railway turf abutting walkway. Highett Station car park to Wickham Road
89	Railway turf abutting walkway. Park Road to Heather Grove
106	Tommy Bent Statue and surrounds

Five sites are zoned PUZ6 to reflect their ownership by Council. The purpose of the PUZ6 zone is:

- to recognise public land use for public utility and community services and facilities
- to provide for associated uses that are consistent with the intent of the public land reservation or purpose.

The following sites are recommended to be retained within the PUZ6 to reflect their civic, municipal and / or government administrative functions.

17	Bilila Gardens
23	Brighton Town Hall and Library Gardens
34	Corporate Centre
60	Indigenous Resource Garden
94	Royal Avenue Parkland

## 5.8 Balancing interests in open space

### Managing by prime function

Open space holds different values to different users. Some users may value a space for walking or contemplative activities, whilst others value the same space for structured recreation opportunities.

The tensions and difficulties associated with competing demands in open space came through clearly in the consultation undertaken for the *Open Space Strategy*. Particular problems are associated with larger district or municipal areas of open space that cater for a broad range of interests.

Such conflicts are counterproductive to cohesive communities and Council will work with all interest groups to build common ground and a shared appreciation for the multiple roles of open space in Bayside. Examples of some of the tensions include:

- formal sporting competitions and unstructured recreation use competing for sportsground space
- safety for cyclists and pedestrians on shared paths
- dog off leash.

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Bayside's approach is to support multi use of as much of its open spaces as possible. Whilst each space in the open space network has been allocated a 'prime function' for management purposes, it is recognised that most spaces support a range of functions and the general approach is to optimise activities in open space where they can be accommodated without undermining or conflicting with the open space performing its prime function.

## Policy 2.2 – Managing by prime function

Council will manage open spaces by prime function, as defined in this strategy and:

- Develop an open space network that can accommodate a wide range of current and future demands.
- Except where a strong case for primacy use exists, avoid the development of spaces for specific uses that exclude other uses.
- Encourage activities and developments that relate to the defined prime function of each open space.
- Optimise other activities where they can be accommodated without undermining or conflicting with the defined prime function of the open space.

## Primacy

There are instances where it is appropriate to dedicate an open space for one function to the exclusion of others. Three instances where this is appropriate in Bayside are:

- conservation reserves that contain significant remnant vegetation and are at risk from threatening processes
- sporting facilities that have a regionally (and in some cases internationally) significant role. Examples in Bayside include the Royal Melbourne Golf Club, Sandringham Golf Club and the Sandringham Yacht Club
- gardens of heritage buildings such as Bilila, Kamesburgh House and Black Rock House.

The specific roles of these spaces; conservation, sporting and heritage, are obvious. In order to protect, preserve and enhance these open spaces, it is necessary to exclude other uses that might adversely impact on, or undermine the value of these spaces.

For the purpose of this strategy, this is defined as allocating primacy to a particular function or value within an open space. This means that generally other functions and uses will be excluded from that open space. In some instances, it may not be possible or necessary to exclude other functions and uses, however all decision making relating to planning, maintenance and enforcement will be undertaken in the context of the primacy of the open space.

There are three open spaces with two identified prime functions where the areas allocated to each function are provisional. These are Balcombe Park, Donald MacDonald Reserve and Cheltenham Park, with each prime function marked with as 'a' or 'b'.

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There are a range of management strategies that can be used to ensure the primacy of a space is recognised. Different strategies will be appropriate in different instances, and include methods such as:

- signage
- fencing
- membership requirements
- user charges and fees
- rangers to manage access
- penalties under local laws.

### Policy 2.3 – Determining primacy in open spaces

This policy will be considered by Council when determining whether it is appropriate to allocate primacy to a particular open space.

- Primacy will be granted to open spaces that are recognised as having a prime function of Conservation Reserve under the *Open Space Strategy*.
- Primacy may be granted to open spaces, or parts of open spaces, which have a sport or recreational role that is unique to Bayside and / or is of regional or international significance, where shared use of this space for other functions will undermine the integrity of the activity.
- Primacy may be granted to open spaces, or parts of open spaces, which have a heritage or cultural significance of regional significance, where shared use of this space for other functions will undermine the integrity of the heritage or cultural place.

### Space for Dogs

Managing the interface between dogs, people and the natural environment in Bayside continues to be a significant issue for Bayside.

During the consultation for the *Open Space Strategy*, dog owners expressed concerns around the lack of dog off leash areas available to the community. Those who are concerned about the lack of areas to walk dogs also highlighted that there were challenges in areas where dogs are permitted, such as finding a safe space for dogs to disembark from cars.

Likewise, residents have expressed concern about the presence of dogs (off leash) in recognised nature reserves. These are long standing points of difference that have been expressed in the community. In these instances, the need for protection of indigenous plant species conflicts with the need to exercise dogs. Both needs are valid and important to Bayside; however on the same site they are inherently mutually exclusive.

Current contested issues arising from dogs in the open space network include:

- locations of dog off leash areas
- access to dog off leash areas

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- infrastructure available for dogs within open spaces
- dogs in areas of conservation
- conflicting use between dogs off lead and other activities.

Council has a responsibility to plan the open space network to minimise the conflicts and tensions between dog owners and non-dog owners and ensure that everyone has access to the network in a way that can meet their needs.

Currently Council deals with dogs in open space (particularly dogs off leash) through Local Laws, which specify where dogs may go off leash and provides a means for enforcement. Sometimes off leash areas are not well defined and boundaries are not easy for dog owners to identify. Off leash areas with curfews can also be confusing.

There is opportunity for Council to explore other means of managing dogs in open space, particularly through looking at ways to better share space with other open space users, consider the provision of 'dog only spaces', providing training opportunities and spaces for owners to use and ensuring the protection of conservation values within Council's Conservation Reserves.

Council is currently preparing a *Domestic Animal Management Plan* which addresses, amongst other things, how dogs off leash areas will be managed in Bayside. Once this is complete, it is recommended that Council review its approach to managing dogs in open space in the context of the *Open Space Strategy* in line with the action below.

### Action 2.4 – Dogs in open space project

Prepare a 'Dogs in open space policy' that addresses what Bayside will do to support dog owners in using open space, and what the expectations on dog owners are when using open space.

This strategy should include:

- strategies that can be implemented to address the key conflict points of:
  - children and dogs
  - cyclists and dogs
  - people who are frail or have disabilities and dogs
  - sporting surfaces and dogs
  - native flora and fauna and dogs
- an exploration of other means of managing dogs in open space such as looking at ways to better share space with other open space users, consider the provision of 'dog only spaces', providing training opportunities and spaces for owners to use and ensuring the protection of conservation values within Council's Conservation Reserves
- spaces and times where it is appropriate for dogs to have exclusive use of particular parcels of open space
- spaces and times where it is appropriate for dogs to be excluded from particular parcels of open space
- spaces and times where it is appropriate for dogs to be off leash in particular parcels of open space
- an incentive (benefits) and disincentive (penalty) structure to encourage responsible dog ownership.

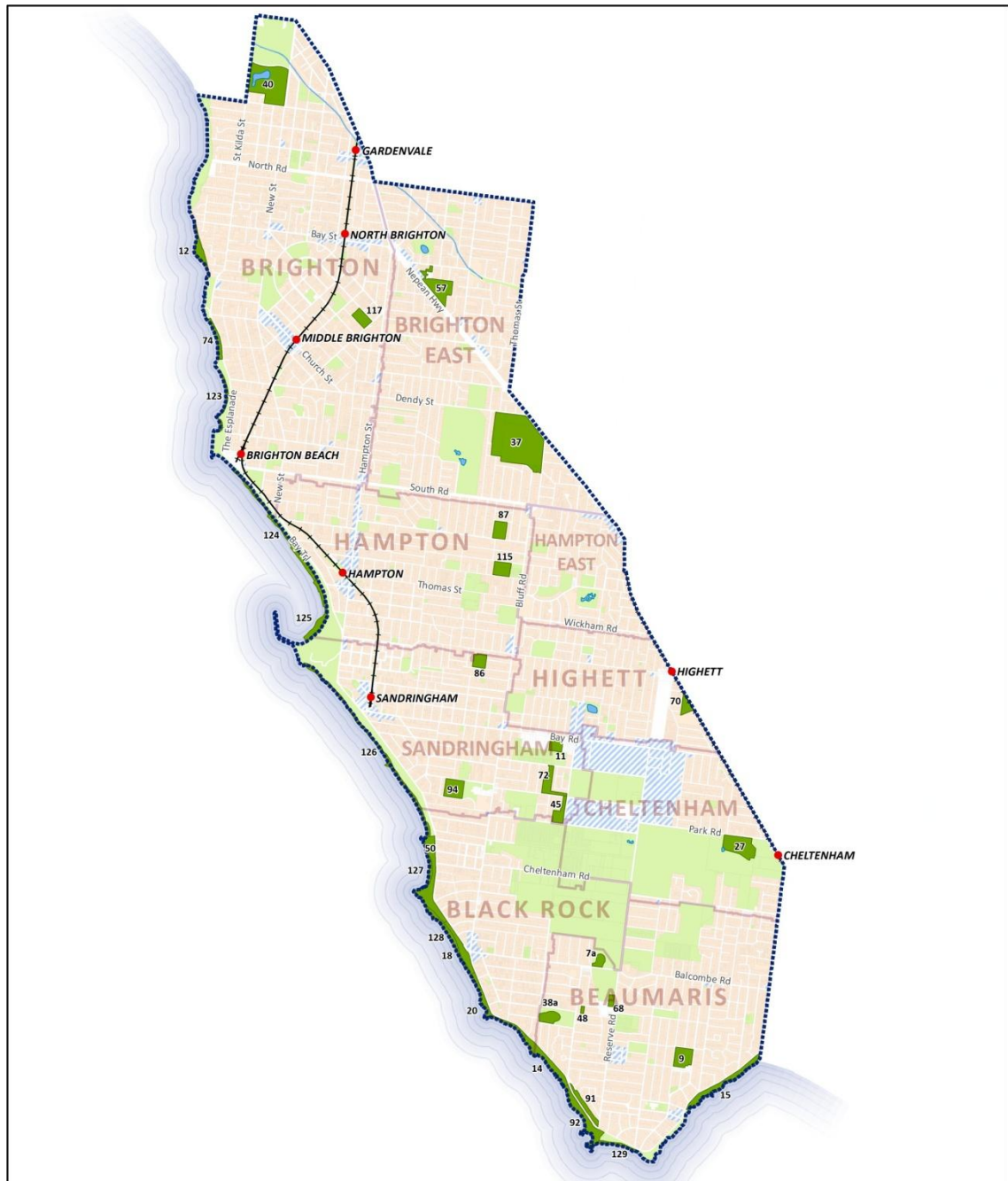
**Table 27** Open spaces where dogs are permitted off leash

Ref No.	Name of Site	Dog off leash	Area (ha)
37	DENDY PARK	Part DOL (24 / 7)	26.87
9	BANKSIA RESERVE	DOL (24 / 7)	3.84
38a	DONALD MACDONALD RESERVE – West	DOL (24 / 7)	2.26
12	SANDOWN STREET BEACH (also listed as Bay Street to Brighton YC)	DOL (24 / 7)	3.17
117	WILLIAM STEET RESERVE	DOL (24 / 7)	2.27
57	HURLINGHAM PARK	DOL (24 / 7)	5.5
27	CHELTENHAM PARK	DOL (24 / 7)	6.24
87	R J SILLITOE RESERVE	DOL (24 / 7)	2.54
115	W L SIMPSON RESERVE	DOL (24 / 7)	2.66
70	LYLE ANDERSON RESERVE	DOL (24 / 7)	1.56
72	MERINDAH PARK AND THE URBAN FOREST	DOL (24 / 7)	2.59
125	HAMPTON BEACH (New Street to Sandringham Yacht Club)	DOL (24 / 7) between 1 April – 31 October DOL (24 / 7) limited to area from Hampton Pier to Small Street during 1 November – 31 March	4.64
14	BEAUMARIS FORESHORE QUIET CORNER (MCGREGOR TO BLSC)	DOL (24 / 7) between 1 April – 31 October DOL (early AM and late PM only) during 1 November – 31 March	1.37
15	BEAUMARIS FORESHORE SOUTH CHARMAN ROAD TO MOYSEY GARDENS (CROMER ROAD)	DOL (24 / 7) between 1 April – 31 October DOL (early AM and late PM only) during 1 November – 31 March	3.49
92	RICKETTS POINT (BEAUMARIS YACHT CLUB TO BEAUMARIS LSC)	DOL (24 / 7) between 1 April – 31 October DOL (early AM and late PM only) during 1 November – 31 March	3.59
129	WATKINS BAY BEACH (Burgess Street to Dalgetty Road)	DOL (24 / 7) between 1 April – 31 October DOL (early AM and late PM only) during 1 November – 31 March	0.2
18	BLACK ROCK GARDENS BLACK ROCK LSC TO CARPARK OPP 307 BEACH ROAD	DOL (24 / 7) between 1 April – 31 October DOL (early AM and late PM only) during 1 November – 31 March	1.81
20	BLACK ROCK SOUTH FORESHORE (BLACK ROCK GARDENS TO MCGREGOR AV)	DOL (24 / 7) between 1 April – 31 October DOL (early AM and late PM only) during 1 November – 31 March	3.31
50	HALF MOON BAY FORESHORE RED BLUFF TO ARKARINGA CR	DOL (24 / 7) between 1 April – 31 October DOL (early AM and late PM only) during 1 November – 31 March	1.82
127	HALF MOON BAY BEACH (South of Love Street to Black Rock Yacht Club)	DOL (24 / 7) between 1 April – 31 October DOL (early AM and late PM only) during 1 November – 31 March	0.43
128	BLACK ROCK BEACH (Black Rock Yacht Club to Second Street)	DOL (24 / 7) between 1 April – 31 October DOL (early AM and late PM only) during 1 November – 31 March	2.29



Ref No.	Name of Site	Dog off leash	Area (ha)
74	MIDDLE BRIGHTON BEACH (SOUTH OF PARK ST TO KEITH CRT)	DOL (24 / 7) between 1 April – 31 October DOL (early AM and late PM only) during 1 November – 31 March	1.83
123	DENDY STREET BEACH (Keith Crt to Were Street)	DOL (24 / 7) between 1 April – 31 October DOL (early AM and late PM only) during 1 November – 31 March	1.64
124	BRIGHTON BEACH (Brighton Beach Station to New Street)	DOL (24 / 7) between 1 April – 31 October DOL (early AM and late PM only) during 1 November – 31 March	1.53
126	SANDRINGHAM BEACH (Jetty Road – Eliza Street)	DOL (24 / 7) between 1 April – 31 October DOL (early AM and late PM only) during 1 November – 31 March	5.42
7a	BALCOMBE PARK – OVAL	DOL (24 / 7) unfenced areas only. Prohibited in fenced areas	0.9
7b	BALCOMBE PARK – BUSHLAND (oval surrounds)	DOL (24 / 7) unfenced areas only. Prohibited in fenced areas	2.52
48	GRAMATAN AVE HEATHLAND SANCTUARY	DOL (24 / 7) unfenced areas only. Prohibited in fenced areas	0.3
68	LONG HOLLOW HEATHLAND	DOL (24 / 7) unfenced areas only. Prohibited in fenced areas	2.37
11	BAY ROAD HEATHLAND SANCTUARY	DOL (24 / 7) unfenced areas only. Prohibited in fenced areas	2.09
45	GEORGE ST BUSHLAND RESERVE	DOL (24 / 7) unfenced areas only. Prohibited in fenced areas	2.16
40	ELSTERNWICK PARK SOUTH	Part DOL (24 / 7)	15.4
86	R G CHISHOLM RESERVE	Part DOL (24 / 7)	2.00
94	ROYAL AVE PARKLAND	Part DOL (24 / 7)	3.97

Figure 19 Dog off leash areas



Dog Off Leash Areas  
 Bayside Boundary  
 Suburb Boundary

N  
 0 1 2  
 Kilometres  
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## Cyclists

Cyclists include professional, athletic and recreational cyclists. Recreational cyclists have a desire for separate, wider paths. Open space provides a place to safely navigate around pedestrians and with other riders. Many recreational riders would not consider on-road bicycle lanes as an option, particularly on high speed roads such as Beach Road.

Space for children to learn to cycle is also an identified area of need. During consultation, parents and grandparents indicated they wanted paths free from professional / serious / training cyclists and dog owners, in order to create a learning environment that they felt was safe for children.

A number of forums identified the conflict between pedestrians and cyclists travelling at high speeds on the shared trail. This is a particular area of concern along Beach Road where it intersects with pedestrian entries to the foreshore.

This issue is being further explored through Council's *Integrated Transport Strategy*, currently under preparation.

## 5.9 Commercial uses in open space

### Commercial leases

Council currently has commercial leases in place with numerous operators on Council owned open space such as:

- Ricketts Point Tea House
- Middle Brighton Baths
- North Point Café
- Royal Avenue Tennis Club
- Sandringham Golf Club
- Sandringham Family Leisure Centre
- and many more.

All of these commercial leases are intended to support the use of the open space on which they are located. For example, the Ricketts Point Tea House provides an opportunity for visitors to the foreshore or coastal trail to stop and have a meal, coffee or tea.

Commercial leases to recreation operations, such as Sandringham Family Leisure Centre, Sandringham Golf Club and Royal Avenue Tennis Club support the use of these facilities by the community, and allow Council to delegate the responsibility of managing these facilities to experts in the field.

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From time to time, commercial leases will expire, new lease requests may be received or new opportunities to enter into commercial leases may emerge. Council will consider these as they occur on the basis that the commercial lease must support or enhance the use of the open space on which it is located.

### **Policy 2.4 – Commercial leases on open space**

Council will use the following policy to guide whether commercial leases will be granted on open space.

- Commercial leases on open space must support or enhance the use of the open space on which they are located.
- Commercial leases must demonstrate a clear dependency on the open space location; it should be demonstrated that they would be unable to operate in any other location.
- Uses provided under a commercial lease should not be detrimental to the amenity of the open space and surrounding area.

### **Mobile vendors**

Bayside has eight nominated mobile food vendor sites on open space. These are:

- Site 1 – Head Street Brighton
- Site 2 – Keith Court, Brighton
- Site 3 – Kinana-Dendy Street, Brighton
- Site 4 – Green Point, Brighton
- Site 5 – South Road, Brighton
- Site 6 – Jetty Road, Sandringham
- Site 7 – Love Street, Black Rock
- Site 8 – Cheltenham Park, Cheltenham.

In addition, there is one nominated pony ride site:

- Site 11 – Thomas Street Reserve, Hampton.

Council has entered into lease arrangements with vendors to trade from these sites.

Under Bayside's Local Law 2, mobile vendors may apply for a 'one off' permit to use Council land for trade. These are managed by Council's Amenity Protection Department.

If a mobile vendor doesn't have a licence or permit to trade off Council's land, then enforcement action is undertaken.

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## Commercial operators using open space

Commercial activities that occur on Council land require a permit or licence under Council's Local Law 2.

Examples of commercial operators using open space in Bayside are:

- commercial health and fitness providers
- commercial dog walkers
- commercial sports clinics
- commercial events (eg. triathlons, marathons, fun runs).

Commercial activities that occur on a regular basis are managed in accordance with Council's *Use of Council Reserves by Commercial Health and Fitness Providers Policy, 2008*. Changes to the Crown Land (Reserves) (Tour Operator Licence Fee) Regulations 2011 have required a review of this policy, to ensure alignment with the new state regulations and Council is currently developing its *Use of Council Reserves by Commercial Recreation Operators Policy, 2012* to address this. In addition, the *Sportsground Allocation Policy, 2012* provides principles and a hierarchy to allocate organised activities (including commercial) on sportsgrounds.

Commercial events are generally a 'one off' occurrence and are covered by Council's *Events in Public Places Policy* (draft) and Council's fees and charges schedule. Council's policy framework establishes that commercial interests will only be accommodated on open space where a net benefit to wider community can be demonstrated.

## Permanent commercial advertising and promotional signs on open space

Clause 52.05 (Advertising Signs) of the Bayside Planning Scheme regulates the manner and location for where signs can be erected across the municipality. Open Spaces generally fall within the 'category 4' due to their zoning, designated for 'Maximum Limitation' for areas requiring strong amenity control. This states the following guidance for signs:

- to provide for signs that are compatible with the amenity and visual appearance of an area, including the existing or desired future character
- to ensure signs do not contribute to excessive visual clutter or visual disorder
- to ensure that signs do not cause loss of amenity or adversely affect the natural or built environment or the safety, appearance or efficiency of a road
- to provide for unobtrusive signs in areas requiring strong amenity control.

Commercial advertising signs require a permit, therefore it is at Council's discretion as to whether they are approved or not.

Clause 52.05 (Advertising Signs) includes decision guidelines to inform this discretion.

Further to this, Council should have a statement in the Municipal Strategic Statement (or a Local Policy) that indicates that Council does not support commercial advertising signage in open spaces.

### Action 2.5 – Advertising policy in the Municipal Strategic Statement

- Develop a policy statement for inclusion in the Municipal Strategic Statement to guide how Council will apply its discretion to the consideration of commercial advertising signage in open spaces.
- This statement should indicate that Council does not support commercial advertising signage in open spaces.
- Prepare a Planning Scheme Amendment to incorporate the outcomes of the review into the Planning Scheme appropriately.

### Temporary commercial advertising and promotional signs on open space

Council has a Temporary Advertising Signs on Recreation Reserves Policy dated 28 June 2004 (revised 21 March 2005).

This policy is an Incorporated Document and operates in addition to *Clause 52.05 Advertising Signs* of the Bayside Planning Scheme.

The policy applies to areas where Category Four (under Clause 52.05) restrictions apply. This includes Public Park and Recreation Zone (PPRZ), Public Conservation Resource Zone (PCRZ) and Public Use Zone (PUZ) with the exception of PUZ4. PUZ4 is transport related land, which has different advertising conditions.

The policy is implemented through the inclusion of a list of sites in Clause 52.03 Specific sites and inclusions and the incorporation of the Temporary Advertising Signs policy.

The way it is currently written means that the policy does not apply to all open space in Bayside. There is also opportunity to make the policy more transparent through inclusions as a Clause 22 Local Policy rather than relying on it as an external document.

It is recommended that the Temporary Advertising Signs on Recreation Reserves Policy be revised to apply to all PPRZ, PUZ and PCRZ land (except PUZ4 land) and be translated into a Clause 22 Local Policy.

The Council's Planning Scheme Review 2011 identified that an advertising policy should be developed for inclusion in the planning scheme. Temporary signage could be one of the issues covered by this further work.

## Action 2.6 – Temporary commercial advertising and promotional signs on open space

Review Council's Temporary Advertising Signs on Recreation Reserves Policy with a view to:

- extending it to cover all PUZ, PPRZ and PCRZ land in the municipality (except PUZ4)
- translating it into a Clause 22 Local Policy.

Prepare a Planning Scheme Amendment to incorporate the outcomes of the review into the Planning Scheme appropriately.

## Temporary community promotional signs

Council currently has five locations where it allows community signage to promote events like festivals, school fetes and so on. Real estate agencies sponsor these signs and bookings for the sites are made through Council.

The community promotional signage locations are:

- Bluff Road Car Park (Black Rock)
- The Concourse (Beaumaris)
- Corner of Bent Avenue and St Kilda Street
- Dendy Park on Nepean Highway
- Corner of New Street and Glen Huntly Road.

Four of the five locations are on open space and concerns were raised during the community consultation process about the visual impact of these signs. The concerns related to the location, size and commercial branding on the signs.

With regard to community groups, Council is only allowing one sign at one location at any one time.

It is important that locations exist for the promotion of community events as this is one of the most effective ways of raising awareness in the community. Most councils have space available for the community and Council to use for this type of promotion. Many have a similar system in place as Bayside's, however some councils have developed less intrusive and more flexible approaches.

For example, in Geelong, Council has installed fixed infrastructure into which corflute signs can be easily inserted and removed. The fixed infrastructure is Council branded (rather than real estate agent branded) and sign spots are booked through Council for set periods of time.

A review of Council's approach to community promotional sign locations is appropriate to ensure the best possible locations in the municipality are selected, signs are appropriately installed and the commercial focus of community promotional signage is minimised.



## Action 2.7 – Review of community promotional signage

Review Council’s community promotional signage to:

- review existing locations for community promotional signage and determine the level of impact they have on open space
- identify the best locations in the municipality for community promotional signage to be located
- investigate whether permanent, Council branded infrastructure should be installed to replace the current temporary signage (real estate signs).

## Principle Three – Affordability

### ***What does this mean?***

Affordability means that the open space network is developed and managed in a manner that is financially sustainable, within the context of Council’s available resources, priorities and obligations, over time.

### ***What will we do?***

- Recognise improvements (renewal and acquisition) to the open space network will be funded in the context of Council’s Asset Management Policy and Strategy.
- When capital improvements to the open space network are made, ensure adequate operational funding is available to manage the asset over its life.
- Require public open space contributions from developers for improvements to the open space network.
- Ensure that standards of maintenance of the open space network are a realistic balance between the available operational funding, and community expectations, and that adequate operational funding is allocated to meet these standards.
- Develop procedures and standards to optimise the financial investment made by Council in the open space network.

This will be done in context of Council’s current resource provisions as outlined in this chapter. In summary this leads to:

- firstly, improving existing open space that is of high value to all residents
- secondly, considering strategic acquisition where it presents an opportunity to add to an area experiencing population growth, or an area that is considered deficient in the provision of open space.

## 5.10 Asset management planning for open space

The open space network is a significant Council asset requiring ongoing capital and operational expenditure to ensure it is safe, fit for purpose and meeting the needs of the local community.

Property rates are an important source of funding for Council and contribute to just under 70 per cent of Council's income<sup>14</sup>.

Council's Long-Term Financial Plan, which forms part of Council's budget<sup>15</sup>, establishes a rating structure for Bayside going forward. The *Open Space Strategy* has been prepared in the context of this rating structure and does not propose any change to Council's rating strategy.

Given Council's limited rating base and its reliance on this limited base for 70 per cent of its income, Bayside has a very limited capital works budget. This is evident when comparing Council's financial resources with other municipalities in the middle and inner rings of Melbourne, and considering the age of the infrastructure (such as roads and drainage) in place in Bayside.

The amount of funding available in the 2011 / 2012 budget for capital works is \$18.24 million. \$2.73 million of this is allocated to the asset class 'Parks and sportsgrounds'. A further \$1.65 million is allocated to Foreshore infrastructure, some of which could be classified as improvements to the open space network. \$4.7 million is allocated to Council buildings, some of which are pavilions and other infrastructure on public open space<sup>16</sup>.

Over the past five years, capital expenditure on park development, including active / passive recreation and foreshore has been as follows:

**Table 28** Capital expenditure on park development

2007	2008	2009	2010	2011
\$1,108,815	\$935,662	\$818,677	\$958,193	\$1,344,818

Council has taken a conservative approach to expenditure on open space projects during the preparation of the *Open Space Strategy*, awaiting the recommendations of the strategy in regard to priority open space projects for funding.

Of this capital works budget, between \$934,000 and \$1.8 million has been collected each year since 2007 in the form of public open space contributions under Section 18 of the *Subdivision Act 1988* to fund improvements to the open space network.

This money has been allocated to the Resort and Recreation Fund and made available to fund capital projects and improvements that are related to open space in each year's budget.

<sup>14</sup> Bayside City Council, (23/6/2011), *Budget 2011 / 2012* indicates that of Council's overall income of \$95,255,000, a total of \$65,987,000 will be generated by rates.

<sup>15</sup> Bayside City Council, (23/6/2011), *Budget 2011 / 2012*.

<sup>16</sup> Bayside City Council, (23/6/2011), *Budget 2011 / 2012*.

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Council's Asset Management Policy sets out the framework for decision making for expenditure of capital funds. Key policy within the framework relevant to the *Bayside Open Space Strategy* includes:

- investment in infrastructure will be allocated on a priority basis to ensure that Council owned or managed assets are safe and fit for purpose
- priority will generally be given to addressing the infrastructure renewal gap ahead of creation of new assets
- priority will be given to renewal / upgrade of assets that can demonstrate a high net community benefit
- new assets will only be funded where there is a demonstrated community need for a service and all viable options such as upgrading and sharing of existing resources have been analysed
- renewal modelling based on condition assessments will be used for all major asset groups and the results considered as part of the annual and 10-year Capital Works programs and Long-Term Financial Plan
- renewal and creation of new assets will be evaluated and prioritised giving consideration to risk, service needs and environmental sustainability
- developer contributions will be maximised and forecast as part of the funding solutions to address the renewal gap.

An Asset Management Strategy Plan for the open space network is currently being developed to guide the prioritisation of expenditure on open space in the context of all other Council assets over the long-term. This work is underway by Council's Asset Management and ESOS departments.

This Asset Management Strategy Plan will take into consideration the principles and priorities established in the *Open Space Strategy* at both an open space network level, and at a local (suburb) level.

### **Action 3.1 – Asset Management Strategy Plan**

Prepare an Asset Management Strategy Plan for the asset class 'open space' using the principles and priorities established in the *Open Space Strategy* to guide capital expenditure on the open space network over the long-term (10–20 years).

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Council's existing Asset Management Policy establishes that the capital works budget will generally not be used to fund the creation of new open space assets. This extends to acquisition of land for open space or the development of new assets on open space. It is unlikely that, in the context of the level of capital funding required to manage the existing assets of Council, that priority will be given to expansion of the existing open space network given the limited capital funds of Council.

Where the *Open Space Strategy* identifies that open space is lacking, other avenues of providing new open space should be explored as the priority for Council. Examples of these avenues include a change of use on publically owned land (for example removing fences from previously 'privatised' public open space) or through contribution by developers in land or cash for open space as part of subdivision of land. For example, contribution of open space through the redevelopment of the CSIRO site in Highett.

Given the funding available for capital works projects in open space is limited, other options to fund new open space and improvements to open space need to be explored.

### 5.11 Available funding sources

Council has a range of mechanisms available to fund the management and development of the open space network. These are:

- property rates collected from land owners within the municipality
- user charges and fees
- State and Federal Government grants
- contributions, levies and special rates Council is entitled to collect including:
  - Development Contributions under Part 3B of the *Planning and Environment Act 1987*
  - Open Space Contribution under Section 18 of the *Subdivision Act 1988*
  - Special Rate or Charge under Section 163 of the *Local Government Act 1989*.

Each of these sources of funding does, or has the potential to contribute to the ongoing maintenance and development of the Bayside Open Space Network. As detailed above, asset management policies of Council limit the use of the capital works budget for open space acquisition and improvement. Other funding mechanisms therefore need to be considered.

#### User charges and fees

There are a wide range of user charges and fees applied to different infrastructure, services and enforcement activities provided by Council, such as fees for use of open space by commercial operators. In 2011 / 2012 this is budgeted to be \$178,000. In addition, there is income from leases for Council owned facilities such as golf courses.

The *Open Space Strategy* has been prepared in the context of the existing user charges and fees structure. With the role and function of open space areas identified through this strategy the fees and charges for use of these spaces should be reviewed to give priority of access where relevant.

## Action 3.2 – Review of fees, charges and lease arrangements

Review Council's current fees, charges and lease arrangements generated by users of open space by clubs, commercial operators and public and private event use.

## State and Federal Government Grants

State and Federal Government grants are an important source of funding for Council representing 11 per cent of Council's income in the 2011 / 2012 budget. Grants are often available for improvements to the open space network, particularly the development of infrastructure such as regional sporting facilities or to upgrade facilities to address other government policy initiatives (eg. disabled access improvements, water use minimisation, sustainability initiatives).

The *Open Space Strategy* can provide a strategic basis for Council to better access State and Federal Government grants, as it is able to better demonstrate community need, project priorities and a sound governance structure for the ongoing investment in the open space network.

Grants for improvements to open space are generally not recurrent and are for capital improvements of a specific asset (eg. a pavilion or swimming pool). Sometimes grants are available without a requirement for a Council / landowner contribution. Most require a matched contribution from Council or the landowner.

## Development Contributions

Under Part 3B of the *Planning and Environment Act 1987*, Council can seek both development infrastructure and community infrastructure contributions through the development process. This is implemented through the preparation of a Development Contribution Plan, which can form a schedule to Clause 45.06 of the planning scheme.

Whilst development contributions can be used to fund improvements to the open space network this requires a detailed identification of projects sought and compliance with the provisions of the Act in preparing a Development Contributions Plan.

Council is currently preparing a Development Contributions Plan for general infrastructure. Work on this plan to date identifies that the more appropriate means of funding open space acquisition and improvement is through use of other planning scheme provisions as is further discussed below. The Development Contributions Plan addresses specific projects that are considered development infrastructure projects.

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## Special Rates

Under Section 163 of the *Local Government Act 1989*, Council can establish a Special Rate or Charge over and above standard property rates. Special Rates or Charges are often established to fund shopping centre marketing or improvement programs, or specific infrastructure improvements that will benefit a clearly defined group of contributors (for example, sealing of an unsealed road).

Special Rates and Charges can be complex to introduce, administer and require majority support of people affected by the charge or rate. No specific recommendations are made in relation to the application of a Special Rate or Charge to fund improvements to the open space network in Bayside, however it is a strategy Council may utilise in future where a particular instance may warrant this specific, but complex funding administration.

## Contributions through the *Subdivision Act 1988* and the Planning Scheme

Under Section 18 of the *Subdivision Act 1988*, Council may require an open space contribution. Open space contributions are levied as a percentage of the land value at the time developments are subdivided. Council must use these funds for improvements to the open space network. Contributions may be made in the form of provision of land or money up to 5 per cent of the value of the land. The requirements in the *Subdivision Act 1988* in relation to the collection of an open space contribution are as follows:

*(1A) The Council may only make a public open space requirement if it considers that, as a result of the subdivision, there will be a need for more open space, having regard to:*

- a. the existing and proposed use or development of the land;*
- b. any likelihood that existing open space will be more intensively used after than before the subdivision;*
- c. any existing or likely population density in the area of the subdivision and the effect of the subdivision on this;*
- d. whether there are existing places of public resort or recreation in the neighbourhood of the subdivision, and the adequacy of these;*
- e. how much of the land in the subdivision is likely to be used for places of resort and recreation for lot owners; and*
- f. any policies of the Council concerning the provision of places of public resort and recreation.*

The *Subdivision Act 1988* also provides that if an open space requirement is specified in the planning scheme, Council can impose this requirement on the subdivision in accordance with Section 18(1A) of the Subdivision Act.

If the planning scheme has fixed the level of public open space contribution in clause 52.01, there is no power to vary or reduce it in the event that section 18(1A) applies.

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Council currently seeks a requirement for open space through the *Subdivision Act 1988* only, with no specific requirement in the planning scheme. This leaves Council needing to rationalise its requests for open space contribution based only on the provisions of the *Subdivision Act 1988* rather than a specified rate through the planning scheme.

## Conclusions

The best source of future funding for the development of the open space network in Bayside is considered to be through the formalisation of the open space levy through the introduction of a schedule to Clause 52.01 of the planning scheme.

Other avenues Council may pursue to increase the funding available for the open space network include introduction of special rates where appropriate, and continued pursuit of State and Federal grants to fund open space improvements, as opportunities arise.

Increases to the Council's property rating strategy and user charges and fees are not recommended to fund the implementation of the *Open Space Strategy*.

### Policy 3.1 – Capital expenditure on open space

Council will use the following policy to guide capital expenditure on open space.

- Capital funds will not be used to expand the open space network, unless there is a clear need for the expansion within that suburb and all alternative ways of providing that open space, including developer contributions of land, and change of use on publically owned land have been explored.
- Acquisition of additional open space should only be funded from the Resort and Recreation Levy Trust Account, which includes the public open space contributions collected under Clause 52.01 of the Bayside Planning Scheme.
- Capital funds for improvement of the open space network will be allocated on a priority basis, in line with the recommendations in *Council's Open Space Strategy*, and the *Open Space Asset Management Plan*.

## 5.12 Establishing a public open space contribution rate

### Current contributions levy and rate

Council currently negotiates open space contributions under the provisions of the *Subdivision Act 1988* on a case-by-case basis, using the following sliding scale as a guide:



**Table 29** Contribution levy and rate

No. of dwellings / lots	1 – 2 <sup>17</sup>	3	4	5	6+
Contribution percentage owning	0%	2%	3%	4%	5%

There are varying rates of success in getting developers to agree to pay a public open space contribution. Council officers report that conditions associated with public open space contributions are often taken to VCAT and that, on average, far less than the amount specified in the above table is successfully collected.

Applicants often argue that as they live close to the foreshore, they should pay a lesser contribution, which in turn places a potentially unfair burden for the provision of open space on subdivisions further inland. It also fails to recognise the increased use of the foreshore from the additional population near the coast.

### Average contributions by dollar value

An analysis of all the public open space contributions paid in the eligible subdivisions approved during the 2007 to 2011 financial years was undertaken to establish the average amount in dollar terms that Council is currently collecting through the provisions of the *Subdivision Act 1988*.

**Table 30** Average contributions by dollar value

Year	2007	2008	2009	2010	2011
Total contributions	\$934,000	\$1,139,000	\$755,000	\$1,865,000	\$1,801,700
No. of contributions	32	20	18	23	25
Average of each contribution as \$\$ value	\$29,187	\$56,950	\$41,944	\$81,087	\$72,068

### Average contribution by percentage

An analysis of all eligible subdivisions approved during the 2007 to 2011 calendar years was undertaken to establish the average amount in percentage terms that Council is currently collecting through the provisions of the *Subdivision Act 1988*.

<sup>17</sup> Boundary realignments and consolidations are exempt from public open space contributions. Two lots subdivisions are exempt if the Responsible Authority believes there is no further possibility of subdivision.

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The amount of open space contribution that was negotiated for eligible subdivisions is:

**Table 31** Average contribution by percentage

Amount requested	2007		2008		2009		2010		2011		TOTAL
	#	%	#	%	#	%	#	%	#	%	
0%	15	43%	8	32%	9	33%	5	12%	5	17%	42
0.5%	1	3%	0	0%	0	0%	0	0%	0	0%	1
1%	2	6%	1	4%	0	0%	4	10%	1	3%	8
1.5%	0	0%	0	0%	0	0%	2	5%	0	0%	2
2%	4	11%	8	32%	6	22%	11	27%	11	33%	40
2.5%	2	6%	0	0%	0	0%	0	0%	0	0%	2
3%	7	20%	3	12%	4	15%	5	12%	2	7%	21
3.5%	0	0%	0	0%	0	0%	0	0%	0	0%	0
4%	1	3%	0	0%	1	4%	2	5%	3	10%	7
4.5%	0	0%	0	0%	0	0%	0	0%	0	0%	0
5%	3	9%	5	20%	7	26%	12	29%	6	21%	33
TOTAL	35	100%	25	100%	27	100%	41	100%	29	100%	157
<b>Average levy collected</b>		<b>1.59%</b>		<b>2.04%</b>		<b>2.33%</b>		<b>2.73%</b>		<b>2.44%</b>	

# = number of eligible subdivisions. % = the percentage of eligible subdivisions that paid that amount of levy

This analysis shows that for the 157 eligible subdivisions approved over the five year period, no subdivision levy was collected from 42 (27 per cent) of these.

Overall, Council collected an average percentage 2.22 per cent for public open space contributions from eligible subdivisions over the five year period, significantly less than the 5 per cent provided for in Section 18 of the *Subdivision Act 1988*.

## Rates charged by other Councils

Public open space contributions incorporated in the planning scheme under Clause 52.01 vary widely from Council to Council, depending on a wide range of factors.

Currently 20 out of the 32 metropolitan Councils have a public open space contribution under the schedule to Clause 52.01. Bayside is one of the 12 Councils that do not. Examples of the amount of contribution payable for other middle and inner ring municipalities include:

**Table 32** Rates charged by other councils

<b>Darebin</b>	2%–5% on a sliding scale, similar to Bayside’s Subdivision Act guide
<b>Glen Eira</b>	Includes a base rate of 2–3.5% with a loading then added depending upon the location of the site and its access to existing open space. The total percentage may extend up to 5%
<b>Monash</b>	2%–5% on a sliding scale, similar to Bayside’s Subdivision Act guide
<b>Moreland</b>	2.5%–6.8%, depending upon the location of the site
<b>Port Phillip</b>	5% for all sites and development
<b>Stonnington</b>	2%–5% on a sliding scale, similar to Bayside’s Subdivision Act guide
<b>Yarra</b>	4.5% for all sites and development
<b>Whitehorse</b>	4% for all sites and development Contribution rate greater than 4% subject to negotiation of a development plan for subdivision of land on a strategic site as defined by the Whitehorse <i>Open Space Strategy</i> or Council or State Government

## Factors influencing what open space requirement is appropriate

### *The high cost of land in Bayside*

In 2009, house prices in Bayside averaged at \$950,000<sup>18</sup>, meaning that the cost of acquiring new land for open space in areas identified as deficient is extremely high.

Whilst it isn’t part of Council’s general strategy to acquire additional open space within Bayside, from time to time this may be necessary to address localised deficiencies, or make up for losses in open space through sale of land by other agencies (such as the Crown), outside the control of Council.

### *The projected increase in population*

Victoria in Future projects that Bayside’s population will increase from 94,246 persons in 2010 to 103,045 persons in 2026. Based on this increase of 8,799 persons, Bayside will have an average annual growth rate of 0.6 per cent over the 2010–2026 time period<sup>19</sup> and a total increase in population of 9.1 per cent.

Population forecasts for Bayside estimate that the number of households will increase by a total of 2,336 between 2012 and 2022. This represents an increase of 9.4 per cent.

The *Open Space Strategy* identifies shortfalls of open space in specific locations (see Chapter 7) and increasing competition for space. An additional 8,799 people will place further pressure on the open space network (as well as the additional population in other parts of Melbourne who will access regional facilities such as the foreshore).

<sup>18</sup> Department of Sustainability and Environment, 2010, A Guide to Property Values 2009.

<sup>19</sup> Department of Planning and Community Development, 2010, Victoria in Future 2008, Melbourne.

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## *The projected increase in medium and higher density housing*

Council's *draft Housing Strategy* (April 2012) includes a housing distribution strategy which outlines where Council will encourage intensification of development within the municipality.

This strategy encourages intensification of development, in the form of medium and higher density housing in defined Principal and Major Activity Centres and within strategic redevelopment sites that have been identified at specific locations within the municipality.

It is anticipated that most of the projected increase in housing will be accommodated in these locations, and that existing residential areas will experience levels of development similar to existing levels.

Medium and higher density development housing generally has smaller amounts of private open space than more traditional forms of detached and semi-detached housing in Bayside. Lack of private open space is one of the key drivers of demand on public open space.

## *Consistency in application*

Whilst to date Council has maintained a sliding scale for the imposition of an open space levy on a subdivision (i.e. two per cent to five per cent depending upon the number of lots), the need to provide a consistent rate, regardless of the number of lots being subdivided has recently been reinforced by the Victorian Civil and Administrative Tribunal.

In *Stupak v Hobsons Bay CC* (includes Summary) (Red Dot) [2011] VCAT 618 (11 April 2011), Deputy President Gibson acknowledged that consistency would be better assured if the council included a figure in the schedule to clause 52.01 of the planning scheme.

She then also acknowledged that Council is legitimate in requiring open space at a consistent rate regardless of the size of the development stating:

*I see no reason why a different proportion should be paid by small subdivisions compared to large subdivisions. The amount will be different, with small subdivisions paying less than large subdivisions by virtue of the difference in their site value, but the amount paid should not be confused with the proportion paid. I regard the provision of public open space contributions to be a benefit to the public good.*

The issue of consistency was further discussed in *Parry v Bass Coast SC* [2011] VCAT 1977 (17 October 2011). In this instance Member Keaney found that a lack of certainty around open space contributions did not benefit anyone and led to uncertainty and speculation. He stated:

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*In my view, the open space requirement should not be a 'free for all' where arbitrary amounts are bandied around as negotiating tools. If the principle is accepted that open space provision is of benefit to the community, and that that open space area will need to be developed and maintained, then it seems to be an entirely proper use of the planning system to levy a set amount for those who are improving their land (and generating more people) and then to specifically apply that amount to an equitable open space provision. The speculative exercise of picking a figure somewhere between zero and five has, and will, lead to endless doubt and inconsistency. A system that expressly locked in the five per cent would remove that speculation.*

*It seems to me that once the 'need' criteria has been satisfied, then a contribution of five per cent is really the 'default' position with the onus on the applicant to justify any reduction. In my view, no such justification has been advanced in this case. As Council has clearly justified its case for more open space on a 'needs' basis, I can find no basis to discount the amount specified in [Section 18](#) of the [Subdivision Act](#).*

The need to provide open space improvements needs to be based on the increased demand on use of open space. This will occur when any additional population arises as a result of development. Whilst often the point of increased population will be at the time of occupation of a development, the ability to collect money is at the subdivision stage.

### Proposed contributions levy and rate

Based on the increased population increases and demand on the limited open space available in Bayside, five per cent is identified as an appropriate rate. This also reflects the high cost to acquire and develop new open space or upgrade facilities.

As recently concurred by the Tribunal and as used in the City of Port Phillip, it is considered a flat rate of five per cent should be applied regardless of the number of new lots created through the subdivision.

In the instances of strategic redevelopment sites, more than five per cent may be negotiated as part of the development plan preparation for the site.

A blanket mandatory five per cent rate for remaining land creates certainty for developers, Council and the community.

### Taking contributions as land or money

Council considers the provision of safe and fit-for-purpose open space for the community is a core and essential part of its operations.

The *Open Space Strategy* identifies a range of improvements that should be made to the open space network to meet the needs of the current and future community of Bayside.

Given the projected growth in Bayside, the increased density it will bring and the existing highly developed nature of Bayside, opportunities for the development of new areas of open space are limited.

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Resources will be focused on improving existing open spaces, developing the open space network, and managing the potential impacts of climate change, such as increased storm surges and stormwater runoff, particularly along the foreshore.

Open space contributions should therefore generally be taken as cash contributions, with the money then used to fund open space improvements. Where shortages are known money can be put toward purchase of sites for additional open space.

In some locations, including Highett and Black Rock, the strategy identifies that there is an existing lack of open space. In these locations it will be more important to take contribution as land rather than cash.

Clause 56 of the Planning Scheme includes the objective that new subdivision should provide adequate unencumbered land for public open space and integrate any encumbered land with the open space network.

Based on the findings above, where an open space requirement is taken as land it should be five per cent of unencumbered land, fit for recreation purposes and should be based on the principles of Clause 56 in relation to size and location.

These principles are consistent with the *Open Space Strategy*, using key elements of walkable access, usable size and dimension, integration with other spaces, the urban environs and other natural features of an area.

Encumbered land should not be included in the provision of open space. Encumbered land is generally defined as land that cannot be normally considered developable for residential purposes. This includes:

- land subject to one in 100 year flooding
- land that would be excluded from development due to conservation of flora and fauna values
- land that is steeply sloping (i.e. greater than one in three slope) or subject to landslip
- land that is affected by a servicing easement (eg. high voltage power lines, water pipe and sewer easements).

The five per cent contribution therefore should be provided on land that is not encumbered in this manner.

## Policy 3.2 – Public Open Space Contributions

Council will seek contributions of five per cent or more, subject to the negotiation of a development plan, on strategic sites as defined by the *Bayside Open Space Strategy*, Council or the State Government.

- For all other land, Council will seek contributions of five per cent of land area (as either cash or land), pursuant to Clause 52.01 of the Planning Scheme.
- This contribution is required to assist in the implementation of Council's capital works program for open space development. The capital works program is based on a suburb based analysis of local needs and participation trends.
- Whether cash or land is accepted for the public open space contribution will depend on the recommendations contained within the *Bayside Open Space Strategy: Suburb Analysis and Action Plan* for that suburb.
- If the contribution is land, the amount of land which will count towards the five per cent public open space contribution must be unencumbered land, which is generally defined as land that can be considered developable for residential purpose and that is not:
  - land subject to one in 100 year flooding
  - land that would be excluded from development due to conservation of flora and fauna values
  - land that is steeply sloping (i.e. greater than one in three slope) or subject to landslip
  - land that is affected by a servicing easement (e.g. High voltage power lines, water pipe and sewer easements).
- Council may also accept additional contributions of encumbered land, through negotiations with the developer.

## Action 3.3 – Public Open Space Levy

Prepare a planning scheme amendment to introduce the public open space levy into Clause 52.01 of the Planning Scheme.

## 5.13 Operational expenditure on open space

Council spends both operational and capital funds on the open space network. Capital funds are used to develop and upgrade the open space network, whereas operational funds are used to manage and maintain the open space network.

As with capital funds, operational funds at Bayside are limited due to the high level of dependence on property rates to generate income. Open space competes with many other Council services and assets in the annual allocation of operational funds and it is important to ensure that the amount of funding allocated to open space is both appropriate and optimised.



There are a number of strategies Council can employ to ensure this.

## Contract Management

Since 1996 Council has outsourced most of the management responsibility following Compulsory Competitive Tendering and all of the maintenance services for open space in long-term contracts that integrate care of open space, foreshore, bushland and trees.

The specification for services required under the contract is reviewed periodically when the contract is re-tendered. Whilst opportunities exist to refine services during the life of the contract, major changes to requirements are best included during re-tendering. This approach to open space maintenance limits Council's flexibility to change services in response to changing community needs.

When contracts are re-tendered, it is an opportunity to ensure that standards of park management and maintenance are aligned with community needs and expectations.

This has a flow-on effect which requires that consideration be given to the operational funding available for management and maintenance of the open space network.

### **Action 3.4 – Review of service levels and operational funding of open space**

Review service levels for Bayside's open spaces prior to the review of the contract for open space management and maintenance.

Review operational funding for the Bayside open space network to ensure that adequate funds are available to meet agreed service levels over the long-term and provide value for money.

## Links between operational and capital expenditure

Often when capital expenditure occurs in open space, it creates an ongoing management and maintenance liability (for example, installation of a playground, changes in planting or introduction of water tanks).

Council currently has no system in place for requiring the cost of the open space asset over its whole life cycle to be considered.

This has, over time, led to a static level of operational funding being required to manage and maintain an increasing pool of open space assets. This can lead to cost cutting in the delivery of agreed standards of maintenance in open spaces.

A way to address this issue is to ensure that the operational costs associated with any capital expenditure are committed at the time of decision making about the capital investment, and that these operational funds are then allocated as part of the operational budget for open space. This could form part of the capital works planning process, and be incorporated into Council reports.

## Action 3.5 – Linking operational and capital expenditure

Introduce a management system that budgets for the operational costs of new or renewed open space assets over the life cycle of the asset to be identified and budgeted for.

### Standard infrastructure design standards

There is a range of cost saving benefits associated with developing a consistent suite of open space infrastructure in Bayside.

- Capital expenditure can be reduced through drawing on a standardised range of infrastructure which can be purchased in bulk.
- Maintenance costs can be minimised through ensuring that infrastructure is designed to be robust and easily maintained.
- Management efficiencies can be gained through simpler decision making processes if a standard range of infrastructure is used.
- It eliminates the need for 'ground up' design of infrastructure in every instance.

In addition, a standard suite of open space infrastructure builds on a sense of Bayside 'identity' and makes open spaces recognisable as Bayside spaces.

Generally, a standard suite of open space infrastructure should be used throughout the open space network, however there may be instances where a tailored open space infrastructure is appropriate. These instances include:

- where the open space is of regional value or contains an exceptional facility (for example, a state level facility)
- where particular heritage, cultural or conservation values justify a tailored approach.

## Policy 3.3 – Design standards for open space infrastructure

Council will apply the following policy in determining appropriate infrastructure in open spaces.

- Generally apply a standard suite of design guidelines for open space infrastructure across the open space network.
- Consider tailored infrastructure in particular, exceptional instances including:
  - regional or exceptional facility (for example, a state level facility)
  - particular heritage, cultural or conservation values which require a tailored approach.

## Action 3.6 – Development of design standards for open space infrastructure

Prepare a suite of standard infrastructure standards and specifications for open spaces in Bayside. This suite should include, but not be limited to:

- car parking standards, including principles relating to location of car parking, amounts to be provided and surface treatments
- signage standards for park information and way finding
- water fountains
- fencing
- seating
- rubbish and recycling bins
- dog infrastructure
- lighting
- toilets
- showers
- BBQs
- sporting infrastructure (such as cricket nets, hard surfaces for ball games).

## Principle Four – Sustainability

### ***What does this mean?***

Environmental sustainability is the development and maintenance of practices that contribute to the quality of the environment on a long-term basis.

### ***What will we do?***

- Manage and restore our natural assets to maintain and enhance biodiversity and ecological processes.
- Incorporate environmentally sustainable design and management techniques to reduce water and energy use, and generation of waste.
- Implement actions to minimise the impacts of climate change and population growth on the open space network.

## 5.14 Protection of biodiversity values

### **Conservation Reserves**

Bayside is located within the Gippsland Plain bioregion and is part of the Port Phillip Western Port Catchment Management Authority.

Bayside is within the Sandbelt region of south-eastern Melbourne which in a geomorphic context is part of the Brighton Coastal Plain. This is a broad coastal plain or low plateau 30–40 m above sea level, and extends from Brighton to Springvale. It is underlain by Tertiary sedimentary rocks of the Brighton group (previously known as the ‘Sandringham Sands’), and is comprised of the Black Rock Formation and overlaying Red Bluff Formation. These units outcrop in coastal cliffs from south of Brighton to Beaumaris (Ecology Australia 2008).

Soils and sediments greatly influence the type of flora community present in an area. The majority of Bayside is comprised of sandy sediments with several small areas made up of swamp deposits (Ecology Australia 2008). Based on this geology, the area was dominated by heaths, heathy woodlands and coastal scrubs in pre European times. Today, these vegetation communities also constitute the majority of remnant vegetation present in Bayside.

A recent survey of the flora of Bayside’s bushland and coastal reserves has identified eight Ecological Vegetation Classes (EVC). All native vegetation in Victoria has been classified according to EVC which is a system of classifying groupings of vegetation communities based on floristic, structural and ecological features.

**Table 33** Ecological Vegetation Classes (EVC) in Bayside

Classification	Description	Status in the bioregion
EVC2	Coast Banksia Woodland	Vulnerable
EVC3	Damp Sand Herb-rich Woodland	Rare
EVC6	Sand Heathland	Rare
EVC48	Heathy Woodland	Least Concern
EVC 160	Coastal Dune Scrub	Depleted
EVC 161	Coastal Headland Scrub	Depleted
EVC 876	Spray-zone Coastal Scrubland	Rare
EVC 879	Coastal Dune Grassland	Depleted

**Table 34** Definition of each status of EVC

Status	Definition
Endangered – on the verge of extinction	90 per cent or more cleared. Less than 10 per cent of its pre-European (1750) extent remains
Vulnerable – moving towards extinction	70 per cent or more has been cleared. 10–30 per cent of its pre-European (1750) extent remains
Depleted	Likely to become threatened if clearing or other threatening processes continue. 50–70 per cent has been cleared. 30–50 per cent of its pre-European (1750) extent remains
Rare	Vegetation that is inherently rare and naturally restricted in range. Total range less than 10,000 ha and / or area less than 1000 ha and / patch size less than 100 ha
Least concern	More than 50 per cent of 1750 (pre-European) extent remaining <sup>20</sup>

Bayside has 19 open spaces (as tabled below) that have been identified as Conservation Reserves, recognising their significant biodiversity values. As can be seen, five of Bayside Conservation Reserves contain vulnerable EVCs. A further four contain depleted EVCs and the remaining seven spaces contain rare EVCs.

The Conservation Reserves in Bayside contribute significantly to the biodiversity of the Gippsland Plains bioregion.

<sup>20</sup> DSE, 2003, Biodiversity Action Planning. Strategic Overview for the Gippsland Plain Bioregion. Part 1. – The Bioregion. DSE.

**Table 35** Conservation Reserves in Bayside

Space	Suburb	EVC	Highest status
BEAUMARIS FORESHORE SOUTH CHARMAN ROAD TO MOYSEY GARDENS (CROMER ROAD)	Beaumaris	EVC161 EVC876	Rare
GRAMATAN AVE HEATHLAND SANCTUARY	Beaumaris	EVC6	Rare
LONG HOLLOW HEATHLAND	Beaumaris	EVC3	Vulnerable
BLACK ROCK SOUTH FORESHORE (BLACK ROCK GARDENS TO MCGREGOR AV)	Black Rock	EVC161 EVC876 EVC879	Rare
HALF MOON BAY FORESHORE RED BLUFF TO ARKARINGA CR	Black Rock	EVC161	Depleted
RED BLUFF CLIFF FACES	Black Rock	EVC876	Rare
JIM WILLIS RESERVE / BRIGHTON DUNES	Brighton	EVC161 EVC160 EVC879	Depleted
CHELTENHAM FLORA AND FAUNA RESERVE	Cheltenham	EVC3	Vulnerable
HAMPTON GARDENS SOUTH ROAD TO FERDINANDO GARDENS	Hampton	EVC161 EVC160 EVC879	Depleted
BAY ROAD HEATHLAND SANCTUARY	Sandringham	EVC6 EVC48	Rare
GEORGE ST BUSHLAND RESERVE	Sandringham	EVC6	Rare
PICNIC POINT	Sandringham	EVC161 EVC160 EVC879	Depleted
SANDRINGHAM FORESHORE SOUTH TENNYSON TO RED BLUFF STREET	Sandringham	EVC161 EVC879 EVC876	Rare
BALCOMBE PARK - BUSHLAND (Oval Surrounds)	Beaumaris	EVC6 EVC3	Vulnerable
DONALD MACDONALD RESERVE - EAST	Beaumaris	EVC3 EVC6	Vulnerable
RICKETTS POINT LANDSIDE	Beaumaris	EVC161 EVC2	Vulnerable
CHELTENHAM ROAD – NORTH SIDE OF ROAD RESERVATION	Cheltenham	Not Assessed	N/A
BEAUMARIS FORESHORE QUIET CORNER (McGregor to Beaumaris Life Saving Club)	Beaumaris	Not Assessed	N/A

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The priority management strategy for these spaces is to retain and enhance the diversity of native species and ecological communities within them to:

- improve the ability of Bayside's indigenous flora and fauna to cope with external threats such as climate change, invasive weeds and pests
- provide the community with examples of a natural landscape in an ever expanding urban environment across the entire Melbourne Metropolitan region.

Uses that undermine or have the potential to damage the conservation values of these reserves are not appropriate. Examples of uses of this nature include dogs off leash, active recreational activities (such as ball games) and large gatherings or events.

In some cases, particularly in Conservation Reserves with a recognised significance at a local or higher level, it is appropriate that the conservation function should have primacy in this space, apart from passive uses such as walking and reflection.

Friends Groups have been established for many of the Conservation Reserves in Bayside. These groups play a very important role in the management of these spaces, and Council will continue to support them.

### Policy 4.1 – Management of Conservation Reserves

Council will apply the following policy to managing Conservation Reserves.

- Give primacy to Conservation Reserves and exclude other uses that undermine or have the potential to impact on the natural biodiversity values of these spaces.
- Maintain and enhance native habitats within the sites to increase the resilience of the natural systems within which they are located.
- Support Friends Groups for each of the Conservation Reserves in Bayside.
- Refer to Bayside Native Vegetation Works Program – *Stage One*<sup>21</sup> report to guide management decision making.

### Native and indigenous vegetation

In addition to the Conservation Reserves identified, many open spaces within Bayside contain pockets of native or indigenous vegetation.

These pockets help define the local 'flavour' of Bayside, provide habitat and corridors for birds and wildlife and add to the intrinsic and environmental values of the open spaces they are located within.

<sup>21</sup> Ecology Australia Pty Ltd (2008), *Bayside Native Vegetation Works Program – Stage One*. Ecology Australia Pty Ltd.



## 5.15 Mitigating the impacts of climate change

### Environmentally sustainable design (ESD)

As the environment begins to change due to the effect of climate change, it is important to start recognising and incorporating environmentally sustainable design (ESD) into open space management.

ESD is design that is socially and ecologically responsible and requires consideration of the human and environmental impacts of the use and development of land in both the present and the future.

As the owner and manager of the majority of open spaces in Bayside, Council has a significant opportunity to ensure that the ongoing development and maintenance of open spaces is environmentally sustainable.

Key areas where this can be achieved include:

- minimising water use from potable water sources for watering
- specifying maintenance standards that have a lower impact on the environment (for example, avoid use of pesticides where possible)
- planting drought tolerant species
- ensuring adequate shade cover
- selecting materials for infrastructure that are environmentally sustainable.

### Stormwater management

The quality of the water in Port Phillip Bay, and the quality of Bayside's foreshore spaces, is largely influenced by the amount and quality of stormwater entering Port Phillip Bay.

The quality of the Bay and beaches is important from an intrinsic perspective and our responsibility to protect the environment. It also influences the ability to which Bayside residents, workers and visitors can enjoy the beaches and Bay as open space facilities, and all the health benefits this can bring.

Increased urban development can result in greater hard surface area and changes to the volume, velocity and quality of stormwater drainage into natural waterways. Achieving improved stormwater quality is a key objective in reducing the environmental impact of urban development on waterways and receiving water bodies in the Port Phillip Bay catchment.

There are a range of management techniques that are, and can be, introduced by Council to continually improve stormwater quality for the benefit of both the environment and the community. These include water capture, retention, filtering and cleansing (such as via wetlands).

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Some strategies to achieve these include: using drought tolerant plant species; maintaining mulch layers to reduce evaporation; using soil wetting agents where appropriate; installing sub-surface irrigation where practical; using tanker / plastic barriers as portable water tanks to drip feed significant trees; investigating use of recycled water; and encouraging installation of water tanks and water efficiency devices to sports pavilions.

### **Policy 4.2 – Managing climate change impacts in open space**

Council will apply the following policy to manage climate change impacts in open space.

- Improve the capacity of the open space network to capture, retain, filter and cleanse stormwater that enters the network in order to minimise quantity and maximise quality of stormwater entering Port Phillip.
- Reduce the reliance on potable water sources to maintain the open space network.
- Ensure adequate and appropriate tree planting within the open space network that can add to carbon sinks, habitat corridors for fauna and protection from the sun.
- Ensure the environmental performance over the long-term of materials for open space infrastructure and maintenance of open spaces is a major decision making criteria.

## 5.16 Community gardens and harvesting

The allocation of space for community gardens and accessible edible plants for the community to harvest brings many benefits to the community and the environment.

Encouraging people to grow their own food and harvest from local edible plants saves money and reduces the environmental impacts of transport of food (fuel and storage in particular).

Free or low cost opportunity to grow or obtain fresh food can also improve food security for people in the community.

The presence of community gardens and accessible edible plants also encourages healthy community interactions and cooperation, and provides an education forum for residents.

Bayside does not currently have any dedicated space for community gardens, or any strategy in relation to planting of edible plants in open spaces or along trails. Informally food is already harvested from Bayside's open spaces, particularly along the foreshore where some edible plants grow naturally.

## Action 4.1 – Community gardens and harvesting

Identify suitable locations within the municipality for development of Community Gardens.

Investigate planting of edible plants in Council owned land which are accessible for harvest by the community (for example fruit trees and herbs).

## Principle Five – Connections

### ***What does this mean?***

Connectivity relates to the physical and visual links between different parts of the open space network, and other key destinations in and outside the municipality.

### ***What will we do?***

- Better connect open spaces and key community destinations to encourage walking and cycling.
- Enhance the connectivity of the open space network to provide habitat corridors.
- Improve landscaping along streets to create an attractive, green and connected suburban environment.

## 5.17 Why connections are important

Open space within any municipality forms part of a broader network both within its own boundaries and across a larger region. In the case of Bayside, significant connections along the foreshore link the municipality into the metropolitan open space system.

Trails and connections inland from the foreshore are not as well developed in Bayside and there are opportunities to improve connections to open space destinations within the municipality.

Community consultation undertaken for the *Open Space Strategy* identified the importance of an open space system, as opposed to separate destinations of public open space sites. State and local policy supports a transport mode shift away from vehicles and towards greater use of walking and cycling as means of travelling around Bayside. Each of these factors supports the development of an improved trail network linking open spaces and key destinations in Bayside.

## 5.18 The existing trail network

There are several sorts of connections that exist and that can be enhanced in Bayside, including:

- Active transport connections
- Social connections
- Environmental and ecological connections

Some of the existing connections perform more than one of these roles.

### Active Transport connections

Active transport such as cycling and walking is facilitated by physical infrastructure such as shared paths and footpaths.

Key examples of these currently within Bayside include:

- The Nepean Highway Trail bicycle/pedestrian shared path.
- A network of bicycle marked paths and signage along residential and major roads across the municipality.
- Walkways along the railway lines (these are not continuous).
- Elster Creek Trail shared path.
- The Bay Trail shared path which runs along the entire length of the Bayside foreshore.
- Footpaths and laneways.

### Social connections

The Bayside Walks and Trails are recreational walking and cycling routes.

The purpose of establishing the Bayside Walks and Trails is to celebrate the significance and create awareness of a variety of local attractions for both local residents and visitors to Bayside. The Trails are also conceived to promote healthy and sustainable recreation.

The Bayside Walks and Trails are hard copy and digital guides which are a mapped representation of the points of interest along a suggested route and a description of them. Some Walks and Trails are supported by specific directional or interpretive infrastructure such as signage outlining the trail routes.

The Walks and Trails utilise the active transport connections throughout the municipality.

Trails established in Bayside include:

- Bayside Coastal Trail – a series of 90 interpretive signs along the foreshore with supporting media including a brochure pack, a dedicated Council website pages and a smartphone application. The four elements of the Bayside Coastal Trail are:
  - Art
  - History
  - Indigenous
  - Environment
- Bayside Walks – a series of nine recreational walking routes through parks and hinterland in a brochure pack with explanatory text designed to encourage health and community wellbeing, and to introduce walkers to the features of the municipality. These walks include:
  - Kamesburgh Walk (Brighton)
  - Landcox Walk (Brighton East)
  - Castlefield Walk (Hampton)
  - A Taste of Brighton (Brighton)
  - Battle of Trafalgar (Sandringham)
  - Heathland Walk (Sandringham)
  - Golf Links Lane Walk (Black Rock and Cheltenham)
  - Whispers and Vistas (Cheltenham)
  - Moysey Walk (Beaumaris)
- The Bayside Architectural Trail is a series of eight walks to provide users with an opportunity to view a diverse range of significant local architecture. These walks are also designed to promote health and community wellbeing, and to attract tourists and visitors to explore the area.
  - John Knox Trail (Brighton, North Road)
  - Ostend Trail (Middle Brighton Baths)
  - St Cuthbert's Trail (Brighton, Bay Street)
  - Cluden Trail (Brighton, Church Street)
  - Bathing Box Trail (Brighton Beach)
  - Rotunda Trail (Sandringham)
  - Black Rock House Trail (Black Rock)
  - Deauville Trail (Beaumaris East)
- Bayside Cycling Map, which outlines possible cycle routes and supporting infrastructure within the municipality. These routes utilise existing on-road cycle network signage and infrastructure across the municipality, and link points of interest and navigational suggestions through supporting text and imagery. The Map features six suggested discovery trails.

## Environmental and ecological connections

The existing network of bushland reserves across Bayside is important to conserving the natural heritage of our urban environment by providing corridors of vegetation. These corridors are vital in our urban environment as they ensure the movement of native animals and cross pollination of plants, thereby conserving their genetic variability and resilience in an ever changing environment.

## 5.19 Opportunities for improvements to the trail network

Some specific opportunities for improvement identified throughout the course of engagement include:

### Safety improvements to connections

Bayside has shared pathways along the foreshore (The Bay Trail), Nepean Highway and Elster Creek. However, most of the Bayside cycle network is on-road and shares space with vehicles and these cycling connections are often no more than line marking or signage.

Through the development of a Cycling Strategy for Bayside, there is an opportunity to improve the safety and perceived safety as well as the useability and the connectivity of the bicycle network, particularly the on-road bicycle network.

Directional signage to orient walkers would also compliment mapped trails, particularly to assist visitors and new arrivals to the municipality with orientation and discovering local points of interest.

### Route Lighting

Many of Bayside's walking trails, in particular within open spaces, are currently unlit.

Council's current Open Space Lighting Policy (29 July 2008) outlines the current policy in relation to Route Lighting as follows:

*Lighting may be beneficial at frequently used walking and cycling routes where street lighting is not sufficient. Cul-de-sacs or routes that are seldom used should not be lit. Pathways should be well connected with each other and only major pathways should be lit, such as:*

- *Bay Trail Shared Path. The shared path is a combined pedestrian and cyclist pathway. It extends for 14.5 km along the foreshore reserve, from Bay Street, Brighton to Cromer Road, Beaumaris*
- *Separated Paths. The separated paths are for specific use, such as a path for cycling or a path for pedestrians. There are separated paths in some parks and reserves. The separated foreshore path extends from Head to Bay Streets, Brighton*
- *Pathways leading to Council buildings frequently used at night.*

*It is recommended that open space remains unlit unless it falls within these categories.*

Given the emphasis in the *Open Space Strategy* to improving connections and linkages between open spaces and key destinations in Bayside, it is appropriate that this policy be reviewed to ensure connections between key destinations are adequately lit.

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## Active Transport connections in and around Activity Centres

Activity Centres are nodes that have access to good public transport and therefore reducing the reliance on motor vehicles. It is important that people moving to, from and within these centres can do so safely and easily by cycling and walking. There needs to be safe routes created from the periphery of these centres to the centre.

## Missing links between key destinations

The following potential trails and linkages have been identified through analysis of the existing trail network and key destinations.

- Continuous off road trail along the Frankston Railway Line
- Continuous off road trail along the Sandringham Railway Line
- East / west shared paths in the verge of some of the east / west roads to connect residents with shops and the beach. May need works at roundabout and intersections to provide priority to cyclists (as other Councils have done)
- Safe links to key sportsgrounds to encourage walking and cycling by sport participants.

## Perimeter paths in existing parks

The following parks and open spaces have been identified as being suitable for the development of park perimeter trails to encourage exercise and activity:

- Cheltenham Park
- Royal Avenue Park
- Banksia and Beaumaris Reserves
- Tulip Street Parkland
- Basterfield Park
- Peterson Reserve
- Thomas Street Park
- Chisholm Reserve – path systems could be altered to provide a full exercise circuit
- Perimeter of public golf courses.

## Safety improvements

Much of the Bayside cycle network currently shares space with other road users. Apart from the Bay Trail, Nepean Highway Trail and Elster Street Trail, most cycle ways are no more than line markings on roads.

Through the development of a Cycling Strategy for Bayside, there is an opportunity to improve the real and perceived safety of the cycle trail network, particularly the on road cycle network.



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## Habitat Trails

There is an informal habitat trail network linking some of the Conservation Reserves in Bayside to allow safe passage of vulnerable fauna. There is an opportunity to develop this habitat trail network to broaden it and improve its safety.

## Conclusion

Further work needs to be undertaken to plan a trail network in Bayside to caters for:

- recreational users – walkers, runners and cyclists
- commuters – walkers, runners and cyclists
- safe passage of fauna
- improved street scaping and landscaping along roads and streets to make a more pleasant environment.

### Action 5.1 – Trail development

Prepare a trail strategy that identifies preferred routes and prioritises the development of the Bayside Trail Network based on community need. (Refer to the *Bayside Open Space Strategy: Suburb Analysis and Action Plan*).

Figure 20 Schematic map of potential future trails



## Principle Six – Communication

### ***What does this mean?***

Communication relates to the exchange of information and ideas between different people and groups of people. Effective communication is an essential part of managing the open space network due to the large number of stakeholders involved in the development, management and use of the open space network, the changing demands on the open space network over time and the competitive advantages that the open space network provides to Bayside.

### ***What will we do?***

- Work with other stakeholders to find innovative ways to enhance the open space network and individual sites.
- Develop efficient and appropriate systems to manage and maintain the open space network.
- Encourage the use of the open space network through promoting the range of spaces, connections and attractions offered.
- Have respectful discussion with the community in relation to changes to open space.

## 5.20 Working with stakeholders

Council works closely with a range of stakeholders who have an interest in the open space network in Bayside. Stakeholders include:

- other landowners, including the Department of Sustainability and Environment, Melbourne Water, VicTrack, VicRoads and Private landowners
- other land managers, including tenants, leasees and Committees of Management
- funding bodies including the State and Federal Government
- schools where Council has a Sportsground Allocation Agreement
- contractors employed by Council to manage the open space network
- ‘Friends of’ groups who take on responsibility for the maintenance and improvement of the Conservation Reserves in Bayside
- adjoining municipalities.

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It is important that Council considers the following when working with other landowners and managers:

- work with other stakeholders to find innovative ways to enhance the open space network and individual sites
- develop efficient and appropriate systems to manage and maintain the open space network
- encourage the use of the open space network through promoting the range of spaces, connections and attractions offered.

Council also has an important advocacy role to play on behalf of the community to private open space owners and other agencies.

### 5.21 Encouraging awareness and multi-use of spaces

Bayside's open space network contains a wide variety of open space experiences that attract visitors from a local, regional and sometimes wider catchment.

Over time, it is expected that the pressure on open spaces in Bayside will increase. The drivers of increased use include population growth locally and in adjacent suburbs, greater use of the foreshore by people across Melbourne as a result of climate change, and continued interest in exercise to manage health and wellbeing.

A challenge associated with this increased use of open space is managing visitation and issues such as crowding of spaces, conflicts between uses and maintenance issues such as littering and wear and tear on facilities.

Some of the strategies that can be implemented to manage the impacts of increased visitation on the open space network over time include:

- improving awareness of the wide range of open space experiences available in Bayside, so as to spread usage of open space more evenly across the network
- employment of rangers to provide education and information
- building community knowledge about what they can expect in terms of access to and use of open space at particular times.

Notwithstanding the challenges associated with managing these issues, there are also reasons why it is important to encourage the increased use of the open space network by the community, for health and social reasons in particular.

Council already encourages use of open space in a number of ways, including through the development of a series of walking and cycling trails, basic information on Council's website, interpretive signage at key points of interest, appropriate public art and events such as the 'Bright 'n' Sandy' Festival.

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There is opportunity to expand the ways that Council encourages the use of open space in Bayside through raising community awareness including:

- installation of 'way finding' type signage at large parks, to assist users in understanding how the open space is laid out
- development of an interactive web site and / or phone application that assists the community and visitors in finding places of interest to them within the Bayside open space network. (For instance, assist people in finding their closest playground or BBQ).

### **Action 6.1 – Encouraging awareness and multi-use of spaces**

Investigate resources such as education officers, way finding signage and web based tools to facilitate understanding of the role of, and encourage appropriate use of Bayside's Open Spaces.

## 5.22 Community consultation

As has clearly been established through community consultation undertaken to date in preparing this strategy, all elements of the planning, development and maintenance of open space in Bayside are of importance to the local community.

It is appropriate that communities affected by proposed changes to the open space network have an opportunity to input into the decision making process. This may include decisions about how space is used, introduction of new infrastructure, or major upgrades of facilities.

Council is guided by the Council Community Engagement Policy (11 October 2011)<sup>22</sup> in its approach to community consultation. This policy states that Bayside City Council believes that the community should have the opportunity to participate in decision making activities about issues that affect their lives.

Council's policy is oriented around the IAP2 Spectrum of Participation which identifies five levels of 'public participation' (or community engagement) being:

- inform
- consult
- involve
- collaborate
- empower.

<sup>22</sup> City of Bayside, 2011, *Council Community Engagement Policy 11 October 2011*.

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Generally participation by the community in decision making around open space will be one of the first four 'levels' (as it is Council itself that is empowered to make a decision).

Council's Community Engagement Guidelines set out a clear process for officers to determine which level of community engagement in various decisions is appropriate, and how to apply these in line with Council's Community Engagement Policy.

Council has also recently established the Recreation and Open Space Forum, which comprises membership from across the Bayside Community and which has been established to provide advice on policies and strategies developed by Council related to recreation and open space.

### **Policy 6.1: Community involvement in open space decision making**

Council will appropriately involve the community in discussion and decision making processes in relation to changes to the open space network in accordance with the Community Engagement Policy and Guidelines.

## 6. Implementation of the Open Space Strategy

The purpose of this chapter is to draw together the vision, principles, recommendations and guidelines established earlier in this report into a stand-alone implementation plan.

### 6.1 Principles

The principles we will focus on to manage the open space network in Bayside are:

	Principle	What does this mean?	What will we do?
One	Accessibility	Accessibility is a measure of how available a range of open spaces experiences are to people in terms of distance, variety, physical accessibility and time.	<ul style="list-style-type: none"> <li>• Work towards an equitable distribution of a range of spaces across the municipality.</li> <li>• Ensure there is no net loss in the amount of accessible open space in Bayside.</li> <li>• Plan open spaces to be accessible in accordance with, or better than, the relevant Australian Standard and in line with Council's current Disability Strategy and Action Plan.</li> <li>• Focus on enhancement of existing open spaces recognising the difficulty in acquiring new open space for the network.</li> </ul>

	Principle	What does this mean?	What will we do?
Two	Appropriateness	Appropriateness in the context of the open space network in Bayside relates to the way in which open spaces are managed. Appropriate management of open space in Bayside means that we will be able to get the most out of each individual space, as well as the network as a whole to meet the wide range of community, physical, biodiversity and intrinsic values that the open space network provide.	<ul style="list-style-type: none"> <li>• Develop an open space network that can accommodate a wide range of current and future demands.</li> <li>• Avoid the development of spaces for specific uses that exclude other uses.</li> <li>• Encourage activities and developments that relate to the defined prime function of the open space.</li> <li>• Optimise other activities where they can be accommodated without undermining or conflicting with the defined prime function of the open space.</li> <li>• Ensure open spaces are safe and fit for purpose.</li> </ul>
Three	Affordability	Affordability means that the open space network is developed and managed in a manner that is financially sustainable, within the context of Council's available resources, priorities and obligations, over time.	<ul style="list-style-type: none"> <li>• Recognise improvements (renewal and acquisition) to the open space network will be funded in the context of Council's Asset Management Policy and Strategy.</li> <li>• When capital improvements to the open space network are made, ensure adequate operational funding is available to manage the asset over its life.</li> <li>• Require public open space contributions from developers for improvements to the open space network.</li> <li>• Ensure that standards of maintenance of the open space network are a realistic balance between the available operational funding, and community expectations, and that adequate operational funding is allocated to meet these standards.</li> <li>• Develop procedures and standards to optimise the financial investment made by Council in the open space network.</li> </ul>
Four	Environmental Sustainability	Environmental sustainability is the development and maintenance of practices that contribute to the quality of the environment on a long-term basis.	<ul style="list-style-type: none"> <li>• Manage and restore our natural assets to maintain and enhance biodiversity and ecological processes.</li> <li>• Incorporate environmentally sustainable design and management techniques to reduce water and energy use, and generation of waste.</li> <li>• Implement actions to minimise the impacts of climate change and population growth on the open space network.</li> </ul>



	Principle	What does this mean?	What will we do?
Five	Connections	Connectivity relates to the physical and visual links between different parts of the open space network, and other key destinations in and outside the municipality.	<ul style="list-style-type: none"> <li>• Better connect open spaces and key community destinations to encourage walking and cycling.</li> <li>• Enhance the connectivity of the open space network to provide habitat corridors.</li> <li>• Improve landscaping along streets to create an attractive, green and connected suburban environment.</li> </ul>
Six	Communication	Communication relates to the exchange of information and ideas between different people and groups of people. Effective communication is an essential part of managing the open space network due to the large number of stakeholders involved in the development, management and use of the open space network, the changing demands on the open space network over time and the competitive advantages that the open space network provides to Bayside.	<ul style="list-style-type: none"> <li>• Work with other stakeholders to find innovative ways to enhance the open space network and individual sites.</li> <li>• Develop efficient and appropriate systems to manage and maintain the open space network.</li> <li>• Encourage the use of the open space network through promoting the range of spaces, connections and attractions offered.</li> <li>• Have respectful discussion with the community in relation to changes to open space.</li> </ul>

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## 6.2 Open Space classifications

Open Space in Bayside has been classified according to the catchment of the open space, and the functions of the open space.

### Catchment

The catchment of the open space is defined by the extent to which a typical visitor will travel to access the site. For the *Bayside Open Space Strategy*, open spaces are defined as having a Municipal / Regional, District or Local Catchment.

### Functions

The functions of open spaces are defined by the activities that take place within that space. Open spaces fall into one or more of nine functions:

- Social Family Recreation Park
- Sportsground
- Relaxation Park
- Formal Garden
- Conservation Reserve
- Recreation Facility
- Beach
- Allocated School Sportsground
- Cemetery.

It is recognised that most open spaces, particularly the larger parks with Bayside, are multifunctional and include a wide range of features. However for the purpose of classification, future planning and management, each open space has been provided with a 'prime function'.

## 6.3 Policies

### Principle One – Accessibility

<p><b>P1.1</b></p>	<p><b>Access to and provision of open space and facilities</b></p>	<p>Council will use this policy when making decisions about the provision of open space and facilities in the municipality.</p> <ul style="list-style-type: none"> <li>• Residents and workers should be within 400 m walking distance of an open space classified as Social Family Recreation, Sportsground or Beach Based Recreation in order to allow for both passive recreation and exercise opportunities.</li> <li>• Open space in suburbs with a current or projected deficiency should be improved as a priority within the resources available for the open space network.</li> <li>• Where opportunities arise, and where funding is available, open space may be acquired in suburbs with an identified deficiency in open space.</li> <li>• If this is not possible, priority should be given to improvement of trail networks and entering into arrangements with other open space owners (such as schools) to make up for deficiencies in open space.</li> <li>• A range of open space experiences should be provided within each suburb.</li> <li>• Where it doesn't undermine the prime function of the space, a variety of facilities should be provided to meet the needs of the catchment community.</li> <li>• In order to achieve this, management strategies that support the shared use of spaces will be employed. These may include zoning of spaces with open spaces, fencing, time sharing, facility sharing, separation of uses and community education.</li> <li>• If it is not possible to achieve multi use of spaces, functions should be supported on the basis of:             <ul style="list-style-type: none"> <li>○ the current and projected age cohorts of the catchment of the open space</li> <li>○ the facilities available in easily accessible and surrounding open spaces.</li> </ul> </li> <li>• Facilities should be provided in accordance with any Council Management Plan for the open space.</li> </ul>
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<b>P1.2</b>	<b>No net loss of open space</b>	<p>Council is committed to no net loss of publically accessible open space in Bayside.</p> <ul style="list-style-type: none"><li>• A net loss of public open space is recognised as space that has been sold to another agency without being replaced. It is space that cannot be recovered.</li><li>• Installation of infrastructure that support the use of the open space is not a loss of open space eg. installation of park infrastructure such as BBQs, seats and lighting, expansions to existing pavilions, car parking for the open space.</li><li>• Installation of infrastructure that does not support the use of the open space is a loss of open space eg. kindergartens, community centres, car parking for shopping centres.</li><li>• Council will be made aware of the implications of any decision making by other agencies that may create a net loss of open space and develop strategies to address this net loss.</li></ul>
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<p><b>P1.3</b></p>	<p><b>Increasing the amount of open space</b></p>	<p>This policy will be considered when Council has an opportunity to increase the amount of open space in Bayside.</p> <p>Instances where this policy will be applied include:</p> <ul style="list-style-type: none"> <li>• a private land owner or public agency wishes to dispose of land</li> <li>• the expiry of a long-term lease on Council owned or managed land</li> <li>• identification that a facility on Council owned land is surplus to requirements.</li> </ul> <p>It is policy that land will only be acquired for or converted to open space use if:</p> <ul style="list-style-type: none"> <li>• it is suitable for use as open space and is not unreasonably encumbered (eg. contaminated)</li> <li>• it fills a need identified in the <i>Open Space Strategy</i></li> <li>• it is a high priority for the suburb in which it is located</li> <li>• the development and maintenance of the land as open space is affordable in the long-term.</li> </ul> <p><i>Approach to disposal of land by public agencies.</i></p> <ul style="list-style-type: none"> <li>• If land is to be disposed of by State or Federal public agencies, and the land is currently being used for open space, or Council identifies that acquisition of that land for open space is appropriate, Council will negotiate for the transfer of that land to Council at zero or minimal cost.</li> </ul> <p><i>Approach to renewal of leases on Council owned or managed open space.</i></p> <ul style="list-style-type: none"> <li>• When long-term leases on Council owned or managed open space expire, any renegotiation of that lease will be informed by the role that the land plays or could play in the open space network, and the highest and best use of that land for the community as a whole.</li> </ul> <p><i>Approach to changes of use on Council owned or managed land.</i></p> <ul style="list-style-type: none"> <li>• When Council owned land, whether part of or not part of the open space network, is identified as surplus to requirements, consideration will be given as to whether it could contribute to the open space network.</li> <li>• If the land is likely to be required for a community facility in the future, the land should be converted to open space for a limited time, subject to future requirements for the land for community facilities. Land used for open space in this way should be clearly identified as such.</li> </ul>
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<b>P1.4</b>	<b>Changes of use of open space for other purposes</b>	<p>This policy will be used when Council needs to consider a change of use of Council owned or managed open space for other purposes.</p> <ul style="list-style-type: none"><li>• Whether the community benefit associated with the change of use outweighs the value of the land as open space in the context of the open space network as a whole, and the suburb in which the open space is located.</li><li>• Whether the funds generated by the change of use can be allocated to improvement of the open space network within a reasonable distance and benefit the open space network as a whole.</li></ul>
<b>P1.5</b>	<b>Encouraging shared use of open space</b>	<p>Where there are deficiencies in the public open space network, investigate shared use of open space with other organisations such as schools and private open space providers.</p> <p>Plan community infrastructure on open space, such as club rooms and pavilions, to be multifunctional and able to be used by more than one group and accessed on a casual basis by the wider community.</p>

**Principle Two – Appropriateness**

<p><b>P2.1</b></p>	<p><b>Preparation of Master Plans</b></p>	<p>Council will prepare Master Plans for open spaces as they are required. General guidelines to assist with the decision making process include:</p> <ul style="list-style-type: none"> <li>• The risks associated with not preparing a Master Plan considering:             <ul style="list-style-type: none"> <li>○ financial risks to Council in relation to safety or capital investment</li> <li>○ social risks associated with management of changes of use</li> <li>○ environmental risks associated with biodiversity value, effects of climate change and contamination</li> <li>○ cultural heritage risks associated with preservation of indigenous and post contact heritage values.</li> </ul> </li> <li>• The catchment and visitation levels of the open space.</li> <li>• Whether there are major changes planned to the open space which may include acquisition or disposal of land, rearrangement of land uses within the open space or major capital expenditure within the open space (for example, new buildings).</li> </ul>
<p><b>P2.2</b></p>	<p><b>Managing by prime function</b></p>	<p>Council will manage open spaces by prime function, as defined in this strategy and:</p> <ul style="list-style-type: none"> <li>• Develop an open space network that can accommodate a wide range of current and future demands.</li> <li>• Except where a strong case for primacy of use exists, avoid the development of spaces for specific uses that exclude other uses.</li> <li>• Encourage activities and developments that relate to the defined prime function of each open space.</li> <li>• Optimise other activities where they can be accommodated without undermining or conflicting with the defined prime function of the open space.</li> </ul>

<p><b>P2.3</b></p>	<p><b>Determining primacy in open spaces</b></p>	<p>This policy will be considered by Council when determining whether it is appropriate to allocate primacy to a particular open space.</p> <ul style="list-style-type: none"> <li>• Primacy will be granted to open spaces that are recognised as having a prime function of Conservation Reserve under the <i>Open Space Strategy</i>.</li> <li>• Primacy may be granted to open spaces, or parts of open spaces, which have a sport or recreational role that is unique to Bayside and / or is of regional or international significance, where shared use of this space for other functions will undermine the integrity of the activity.</li> <li>• Primacy may be granted to open spaces, or parts of open spaces, which have a heritage or cultural significance of regional significance, where shared use of this space for other functions will undermine the integrity of the heritage or cultural place.</li> </ul>
<p><b>P2.4</b></p>	<p><b>Commercial Leases on Open Space</b></p>	<p>Council will use the following policy to guide whether commercial leases will be granted on open space:</p> <ul style="list-style-type: none"> <li>• Commercial leases on open space must support or enhance the use of the open space on which they are located.</li> <li>• Commercial leases must demonstrate a clear dependency on the open space location; it should be demonstrated that they would be unable to operate in any other location.</li> <li>• Uses provided under a commercial lease should not be detrimental to the amenity of the open space and surrounding area.</li> </ul>



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## Principle Three – Affordability

<p><b>P3.1</b></p>	<p><b>Capital expenditure on open space</b></p>	<p>Council will use the following policy to determine capital expenditure on open space.</p> <ul style="list-style-type: none"> <li>• Capital funds will not be used to expand the open space network, unless there is a clear need for the expansion within that suburb and all alternative ways of providing that open space, including developer contributions of land, and change of use on publically owned land have been explored.</li> <li>• Acquisition of additional open space should only be funded from the Resort and Recreation Levy Trust Account, which includes the public open space contributions collected under Clause 52.01 of the Bayside Planning Scheme.</li> <li>• Capital funds for improvement of the open space network will be allocated on a priority basis, in line with the recommendations in Council’s <i>Open Space Strategy</i>, and the <i>Open Space Asset Management Plan</i>.</li> </ul>
<p><b>P3.2</b></p>	<p><b>Public Open Space Contributions</b></p>	<p>Council will seek contributions of five per cent or more, subject to the negotiation of a development plan, on strategic sites as defined by the <i>Bayside Open Space Strategy</i>, Council or the State Government.</p> <ul style="list-style-type: none"> <li>• For all other land, Council will seek contributions of five per cent of land area (as either cash or land), pursuant to Clause 52.01 of the Planning Scheme.</li> <li>• This contribution is required to assist in the implementation of Council’s capital works program for open space development. The works program is based on a suburb based analysis of local needs and participation trends.</li> <li>• Whether cash or land is accepted for the public open space contribution will depend on the recommendations contained within the <i>Open Space Strategy:Suburb Analysis and Action Plan</i> for that suburb.</li> <li>• If the contribution is land, the amount of land which will count towards the five per cent public open space contribution must be unencumbered land, which is generally defined as land that cannot normally be considered developable for residential purpose. This includes:</li> </ul>

		<ul style="list-style-type: none"> <li>○ land subject to one in 100 year flooding</li> <li>○ land that would be excluded from development due to conservation / flora and fauna values</li> <li>○ land that is steeply sloping (i.e. greater than one in three slope) or subject to landslip</li> <li>○ land that is affected by a servicing easement (eg. high voltage power lines, water pipe and sewer easements).</li> <li>● Council may also accept additional contributions of encumbered land, through negotiations with the developer.</li> </ul>
<p><b>P3.3</b></p>	<p><b>Design Standards for Open Space Infrastructure</b></p>	<p>Council will apply the following policy in determining appropriate infrastructure in open spaces.</p> <ul style="list-style-type: none"> <li>● Generally apply a standard suite of design guidelines for open space infrastructure across the open space network.</li> <li>● Consider tailored infrastructure in particular, exceptional instances including:             <ul style="list-style-type: none"> <li>○ regional or exceptional facility (for example, a state level facility)</li> <li>○ particular heritage, cultural or conservation values which require a tailored approach.</li> </ul> </li> </ul>

## Principle Four – Sustainability

<p><b>P4.1</b></p>	<p><b>Management of Conservation Reserves</b></p>	<p>Council will apply the following policy to managing Conservation Reserves.</p> <ul style="list-style-type: none"> <li>• Give primacy to Conservation Reserves and exclude other uses that undermine or have the potential to impact on the natural biodiversity values of these spaces.</li> <li>• Maintain and enhance native habitats within the sites to increase the resilience of the natural systems within which they are located.</li> <li>• Support Friends Groups for each of the Conservation Reserves in Bayside.</li> <li>• Refer to Bayside Native Vegetation Works Program – <i>Stage One</i><sup>23</sup> report to guide management decision making.</li> </ul>
<p><b>P4.2</b></p>	<p><b>Managing climate change impacts in open space</b></p>	<p>Council will apply the following policy to manage climate change impacts in open space.</p> <ul style="list-style-type: none"> <li>• Improve the capacity of the open space network to capture, retain, filter and cleanse stormwater that enters the network in order to minimise quantity and maximise quality of stormwater entering Port Phillip.</li> <li>• Reduce the reliance on potable water sources to maintain the open space network.</li> <li>• Ensure adequate and appropriate tree planting within the open space network that can add to carbon sinks, habitat corridors for fauna and protection from the sun.</li> <li>• Ensure the environmental performance over the long-term of materials for open space infrastructure and maintenance of open spaces is a major decision making criteria.</li> </ul>

<sup>23</sup> Ecology Australia Pty Ltd (2008), *Bayside Native Vegetation Works Program – Stage One*. Ecology Australia Pty Ltd.

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## Principle Six – Communication

<b>P6.1</b>	<b>Community involvement in open space decision making</b>	Council will appropriately involve the community in discussion and decision making processes in relation to changes to the open space network in accordance with the <i>Community Engagement Framework and Policy and Guidelines</i> .
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## 6.4 Action plan

No.	Action	Responsibility	Resources	Priority
A1.1	<p><b>No net loss of open space</b></p> <p>Report the amount of publically available open space to Council on an annual basis using the open space figures contained in this report as a basis for comparison.</p>	ESOS	Officer time	High
A2.1	<p><b>Development of management plans</b></p> <p>Develop management plans for each open space in Bayside which include the following information:</p> <ul style="list-style-type: none"> <li>• a description of the open space</li> <li>• its purpose and role, context in the network and current situation</li> <li>• key stakeholders</li> <li>• management objectives</li> <li>• levels of provision</li> <li>• levels of service.</li> </ul>	ESOS RESD	\$	High
A2.2	<p><b>Rezoning of inappropriately zoned land</b></p> <p>Rezone the following parcels of land to PCRZ in the Bayside Planning Scheme:</p> <p>45 George Street Bushland Reserve</p> <p>91 Ricketts Point Landside Road Reserve (north-east of Beach Road between Haydens and Reserve Road)</p> <p>68 Long Hollow Heathland</p> <p>Rezone the following parcels of land to PPRZ in the Bayside Planning Scheme:</p> <p>6 Ashwood Avenue Park</p> <p>31 Cnr Chavasse and New Street Reserve</p>	US	\$	Medium

No.	Action	Responsibility	Resources	Priority
	33 Cora Lynn Park			
	36 Curly Rourke Reserve			
	47 Glen Edward Rice Reserve			
	56 Holyrood Street Park			
	58 Ice Works Reserve			
	66 Lewis Reserve			
	67 Little Brighton Reserve			
	79 Old Dairy Reserve	...Cont	...Cont	...Cont
	80 Pasadena Avenue Park	US	\$	Medium
	81 Pennydale Park			
	101 Spring Road Park			
	102 Sue Kirkpatrick Park			
	107 Train Street Park			
	112 Tulip Grove Playground			
A2.3	<p><b>Investigate spaces which may warrant rezoning</b></p> <p>Further investigate the rezoning of the following parcels of land to PCRZ through the preparation of the Coastal Management Plan (underway).</p> <p>13 Beaumaris Cliffs (Blsc to Moysey Gardens)</p> <p>14 Beaumaris Foreshore Quiet Corner (McGregor to Blsc)</p> <p>15 Beaumaris Foreshore South Charman Road to Moysey Gardens (Cromer Road)</p> <p>20 Black Rock South Foreshore (Black Rock Gardens to McGregor Av)</p> <p>50 Half Moon Bay Foreshore Red Bluff to Arkaringa Cr</p> <p>51 Hampton Gardens South Road to Ferdinando Gardens</p> <p>61 Jim Willis Reserve / Brighton Dunes</p> <p>84 Picnic Point Crescent Gardens to north of Linacre Road</p>	US	Officer time	Medium

No.	Action	Responsibility	Resources	Priority
90	Red Bluff Cliff Faces			
96	Sandringham Foreshore South Tennyson to Red Bluff Street			
	Further investigate the rezoning of the following parcels of land to PCRZ through a review of the Conservation Reserves in the context of the wider reserves in which they are located.			
7b	Balcombe Park – Bushland (Oval Surrounds)			
26	Cheltenham Flora and Fauna Reserve	...Cont	...Cont	...Cont
38b	Donald Macdonald Reserve – East	US	Officer time	Medium
	Undertake further research to determine the most appropriate zoning for the following parcels of land:			
98	Cross Street			
44	Fourth Street Reserve			
71	Marion Street Reserve			
93	Robert Grieve Reserve			
63	Kamesburgh Gardens			
A2.4	<p><b>Dogs in open space policy</b></p> <p>Prepare a ‘Dogs in open space policy’ that addresses what Bayside will do to support dog owners in using open space, and what the expectations on dog owners are when using open space.</p> <p>This strategy should include:</p> <ul style="list-style-type: none"> <li>strategies that can be implemented to address the key conflict points of: <ul style="list-style-type: none"> <li>children and dogs</li> <li>cyclists and dogs</li> <li>people who are frail or have disabilities and dogs</li> </ul> </li> </ul>	ESOS RESD AP	\$	High

No.	Action	Responsibility	Resources	Priority
	<ul style="list-style-type: none"> <li>○ sporting surfaces and dogs</li> <li>○ native flora and fauna and dogs</li> <li>• an exploration of other means of managing dogs in open space such as looking at ways to better share space with other open space users, consider the provision of 'dog only spaces,' providing training opportunities and spaces for owners to use and ensuring the protection of conservation values within Council's Conservation Reserves</li> <li>• spaces and times where it is appropriate for dogs to have exclusive use of particular parcels of open space</li> <li>• spaces and times where it is appropriate for dogs to be excluded from particular parcels of open space</li> <li>• spaces and times where it is appropriate for dogs to be off leash in particular parcels of open space</li> <li>• An incentive (benefits) and disincentive (penalty) structure to encourage responsible dog ownership.</li> </ul>	<p>...Cont ESOS RESD AP</p>	<p>...Cont \$</p>	<p>...Cont High</p>
A2.5	<p><b>Advertising Policy in the Municipal Strategic Statement</b></p> <ul style="list-style-type: none"> <li>• Develop a policy statement for inclusion in the Municipal Strategic Statement to guide how Council will apply its discretion to the consideration of commercial advertising signage in open spaces.</li> <li>• This statement should indicate that Council does not support commercial advertising signage in open spaces.</li> <li>• Prepare a Planning Scheme Amendment to incorporate the outcomes of the review into the Planning Scheme appropriately.</li> </ul>	<p>US</p>	<p>\$</p>	<p>Low</p>
A2.6	<p><b>Temporary Commercial Advertising and Promotional Signage on Open Space</b></p> <p>Review Council's Temporary Advertising Signs on Recreation Reserves Policy with a view to:</p> <ul style="list-style-type: none"> <li>• extending it to cover all PUZ, PPRZ and PCRZ land in the municipality (except PUZ4)</li> <li>• translating it into a Clause 22 Local Policy.</li> </ul> <p>Prepare a Planning Scheme Amendment to incorporate the outcomes of the review into the Planning Scheme appropriately.</p>	<p>US RESD</p>	<p>\$</p>	<p>Low</p>



No.	Action	Responsibility	Resources	Priority
A2.7	<p><b>Review of community promotional signage</b></p> <p>Review Council’s community promotional signage to:</p> <ul style="list-style-type: none"> <li>review existing locations for community promotional signage and determine the level of impact they have on open space</li> <li>identify the best locations in the municipality for community promotional signage to be located</li> <li>investigate whether permanent, Council branded infrastructure should be installed to replace the current temporary signage (real estate signs).</li> </ul>	US AP	Officer time	Medium
A3.1	<p><b>Asset Management Strategy Plan</b></p> <p>Prepare an Asset Management Strategy Plan for the asset class ‘open space’ using the principles and priorities established in the <i>Open Space Strategy</i> to guide capital expenditure on the open space network over the long-term (10–20 years).</p>	ESOS AMS	\$	High
A3.2	<p><b>Review of fees, charges and lease arrangements</b></p> <p>Review Council’s current fees, charges and lease arrangements generated by users of open space by clubs, commercial operators and public and private event use.</p>	RESD CS	Officer time	Medium
A3.3	<p><b>Public Open Space levy</b></p> <p>Prepare a planning scheme amendment to introduce the public open space levy into the planning scheme.</p>	US	\$	High
A3.4	<p><b>Review of service levels and operational funding of open space</b></p> <p>Review service levels for Bayside’s open spaces prior to the review of the contract for open space management and maintenance.</p> <p>Review operational funding for the Bayside open space network to ensure that adequate funds are available to meet agreed service levels over the long-term and provide value for money.</p>	ESOS	\$	High

No.	Action	Responsibility	Resources	Priority
A3.5	<p><b>Linking operational expenditure with capital funding in open space</b></p> <p>Introduce a management system that budgets for the operational costs of new or renewed open space assets over the life cycle of the asset to be identified and budgeted for.</p>	AMS	Officer time	High
A3.6	<p><b>Development of design standards for open space infrastructure</b></p> <p>Prepare a suite of standard infrastructure standards and specifications for open spaces in Bayside. This suite should include, but not be limited to:</p> <ul style="list-style-type: none"> <li>• car parking standards, including principles relating to location of car parking, amounts to be provided and surface treatments</li> <li>• signage standards for park information and way finding</li> <li>• water fountains</li> <li>• fencing</li> <li>• seating</li> <li>• rubbish and recycling bins</li> <li>• dog infrastructure</li> <li>• lighting</li> <li>• toilets</li> <li>• showers</li> <li>• BBQs</li> <li>• sporting infrastructure (such as cricket nets, hard surfaces for ball games).</li> </ul>	ESOS AMS	\$	Medium
A4.1	<p><b>Community gardens and harvesting</b></p> <p>Identify suitable locations within the municipality for development of Community Gardens.</p> <p>Investigate planting of edible plants in Council owned land which are accessible for harvest by the community (for example fruit trees and herbs).</p>	ESOS	\$	Medium

No.	Action	Responsibility	Resources	Priority
A5.1	<p><b>Trail development</b></p> <p>Prepare a trail strategy that identifies preferred routes and prioritises the development of the Bayside Trail Network based on community need. (Refer to the <i>Bayside Open Space Strategy: Suburb Analysis and Action Plan</i>)</p>	AMS RESD ESOS US	\$	Medium – Low
A6.1	<p><b>Encouraging awareness and multi-use of spaces</b></p> <p>Investigate resources such as education officers, way finding signage and web based tools to facilitate understanding of the role of, and encourage appropriate use of, Bayside’s open spaces.</p>	ESOS US CCS	Officer time	Medium

**Resources:**

\$ = \$0 – \$20,000  
 \$\$ = \$20,000 – \$100,000  
 \$\$\$ = \$100,000 plus

**Priority**

High = 1 – 3 years  
 Medium = 4 – 7 years  
 Low = 7 plus years

**Responsibility**

ESOS: Environmental Sustainability and Open Space Department  
 US: Urban Strategy Department  
 RESD: Recreation, Events and Social Development Department  
 AMS: Asset Management Services Department  
 CCS: Communications and Customer Service Department  
 CS: Commercial Services Department  
 AP: Amenity Protection Department

## 6.5 Planning scheme implementation

In order to implement the *Open Space Strategy* into the Bayside Planning Scheme, the following amendments should be made to the Bayside Planning Scheme:

- amend Clause 21 – the Municipal Strategic Statement to incorporate the open space Vision, Principles, Classification System, policies and actions, and include a map showing the open space strategic framework plan.
- introduce a schedule to Clause 52.01 to incorporate a public open space contribution
- develop a Clause 22 local policy ‘Public Open Space Contributions’ to support the application of the schedule to Clause 52.01
- rezone incorrectly zoned land to reflect its status in the public open space network, in line with the Action 2.2 – Rezoning of inappropriately zoned spaces within the Strategy.

## 6.6 Monitoring and review

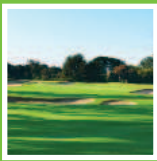
The *Bayside Open Space Strategy* has been developed with the horizon 2012 – 2032 in mind. During that time, significant physical, development, demographic and climate changes are likely to occur.

This change will be monitored through ongoing reports to Council on progress against key indicators established in the *Bayside Open Space Strategy*, including Action 1.1 – No Net Loss of Open Space, Action 2.1 – Development of Management Plans and various other policy reviews that are recommended.

The *Bayside Open Space Strategy* will be reviewed after 10 years, and updated and revised as appropriate to take into consideration conditions at that time.

# Appendix 1

## Demographic and Social Factors Relevant to Open Space



## Demographic and social factors relevant to open space

### Change in leisure behaviour

Our physical environment is changing continuously under the effect of natural, cultural and economic systems that influence people's lifestyles. As lifestyles change, the way people spend their leisure time and their leisure activity preferences also change.

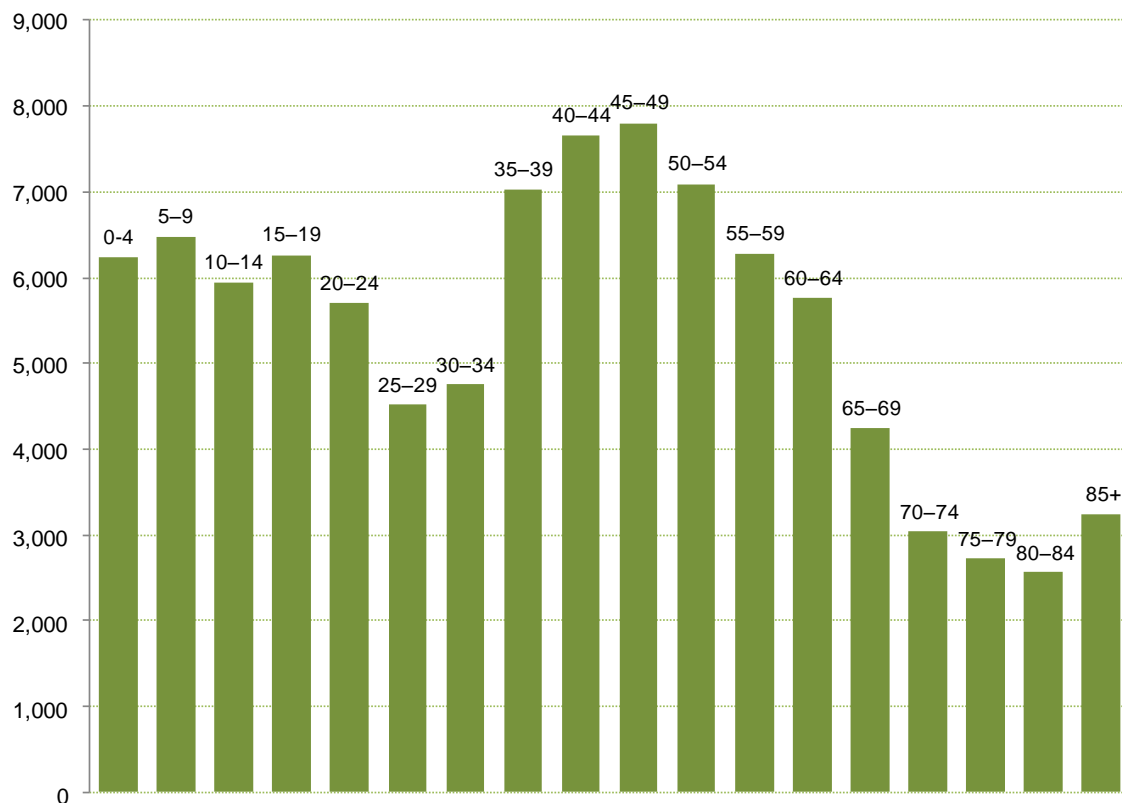
Even though Bayside has an ageing population, it is important that our open space can cater for the various levels of activeness in our community and to suit all ages and abilities, and cater for as many interests as possible.

The current population of Bayside is measured using the latest available estimated resident population statistic, calculated by the Australian Bureau of Statistics. As at 30 June 2011, the estimated resident population of the City of Bayside was 97,852 persons. Between 2006 and 2011, the City's average annual growth rate was 1.3 per cent.

### Age profile

The age profile of Bayside residents shows large groups of school-aged children and adults aged 35–59 years. The largest age groups in the Bayside population are the 45–49 year olds, the 40–44 year olds and the 50–54 year olds.

**Figure 1>** Age groups (5 year cohorts), City of Bayside, 2010



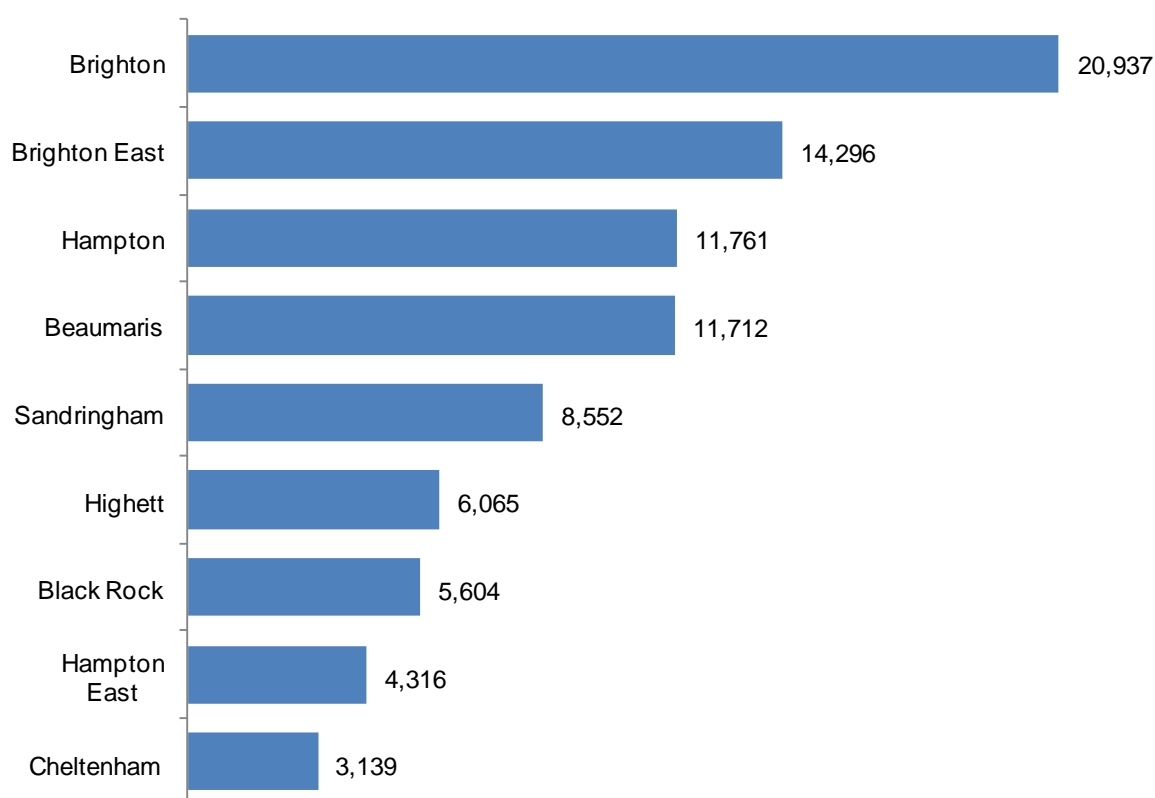
Source: Australian Bureau of Statistics, Cat. No. 3235.0, 2011

## Bayside suburbs in 2006

The City of Bayside has nine suburbs - Brighton, Brighton East, Hampton, Hampton East, Sandringham, Black Rock, Beaumaris and parts of Highett and Cheltenham. The suburbs of Highett and Cheltenham cross the City of Bayside boundary, into the City of Kingston.

Of the nine Bayside suburbs Brighton, Brighton East, Beaumaris and Hampton had the largest populations as counted in the 2006 Census of Population and Housing. Hampton East and the Bayside portion of Cheltenham had the smallest populations in 2006.

**Figure 2>** Total population, City of Bayside suburbs, 2006



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

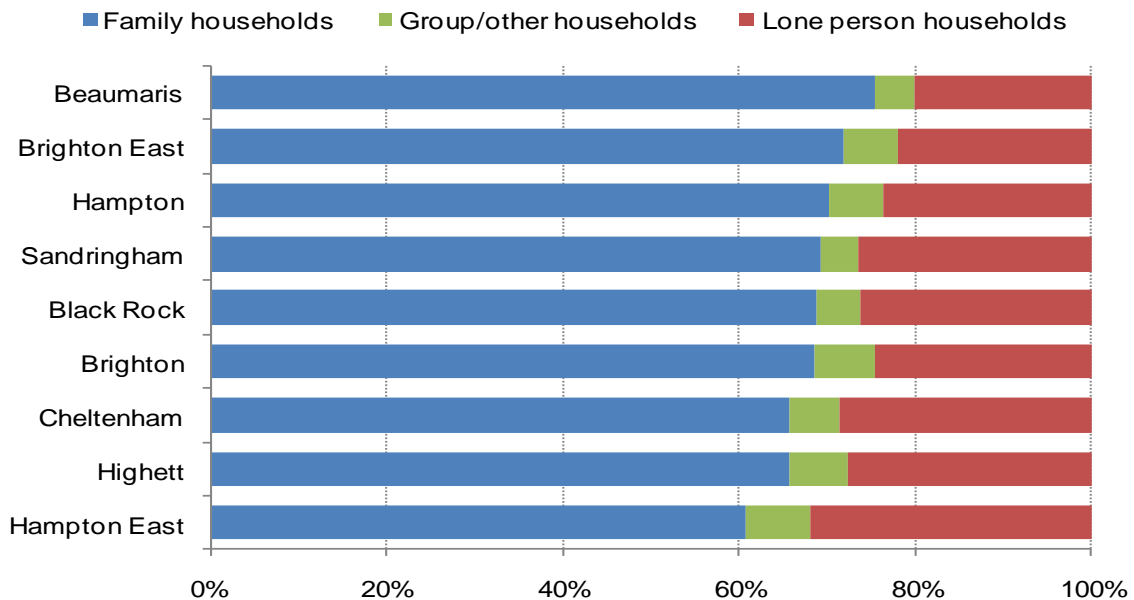
Population density, expressed as the total number of persons per hectare, varies between the nine Bayside suburbs. In 2006 Hampton East, Hampton and Highett had the highest number of persons per hectare (more flats and apartments) whilst Cheltenham and Black Rock had the lowest number per hectare (more open space).

## Bayside households in 2006

In 2006, there were 33,315 households in the City of Bayside – of these, 69.6 per cent were family households, 24.5 per cent were lone person households and 2.4 per cent were group households. A small percentage of households were not able to be accurately classified (3.4 per cent). Family households include couples without children (both younger and older couples), couples with children, or one parent families and other family groupings such as two siblings living together.

Looking at household types within each suburb, family households were more common in Beaumaris, Brighton East and Hampton and less common in Hampton East. Conversely lone person households were more common in Hampton East and Cheltenham and less common in Beaumaris and Brighton East.

**Figure 3>** Household types, City of Bayside suburbs, 2006



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

In Bayside, 39.5 per cent of all families were couples or single parents with children aged less than 15 years and an additional 23.9 per cent were couples or single parents with children aged 15 years and over. Couples without children comprised 35.1 per cent of all Bayside families.

Hampton, Brighton East and Sandringham were the ‘nuclear family’ hub of Bayside in 2006, having the highest percentage of couple families with children. Couples without children were more prevalent in Black Rock, Brighton and Beaumaris whereas one parent families were more prevalent in Hampton East and Highbett.

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

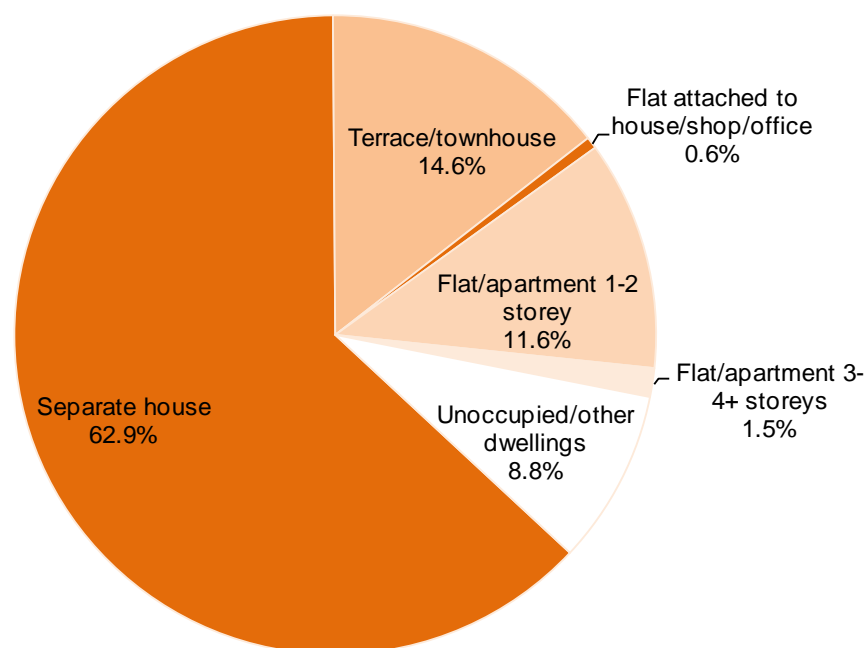
In 2006 two-thirds of the lone person households in Bayside had female occupants, and as the occupants age an increasing number of women were living alone. Of all lone persons aged 65 years and over, 76 per cent of these were female.



## Dwelling structures in 2006

In 2006 most of the private dwellings in Bayside were separate houses (62.9 per cent), followed by terrace and townhouses of 1–2 storeys (14.6 per cent) and flats and apartments in 1–2 storey blocks (11.6 per cent). There were a small percentage of flats and apartments in 3–4 storey blocks and a small percentage of flats attached to shops, offices or houses.

**Figure 4>** Dwelling structures, City of Bayside, 2006



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

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

**Table 1>** Dwelling structures, City of Bayside suburbs and metropolitan Melbourne, 2006

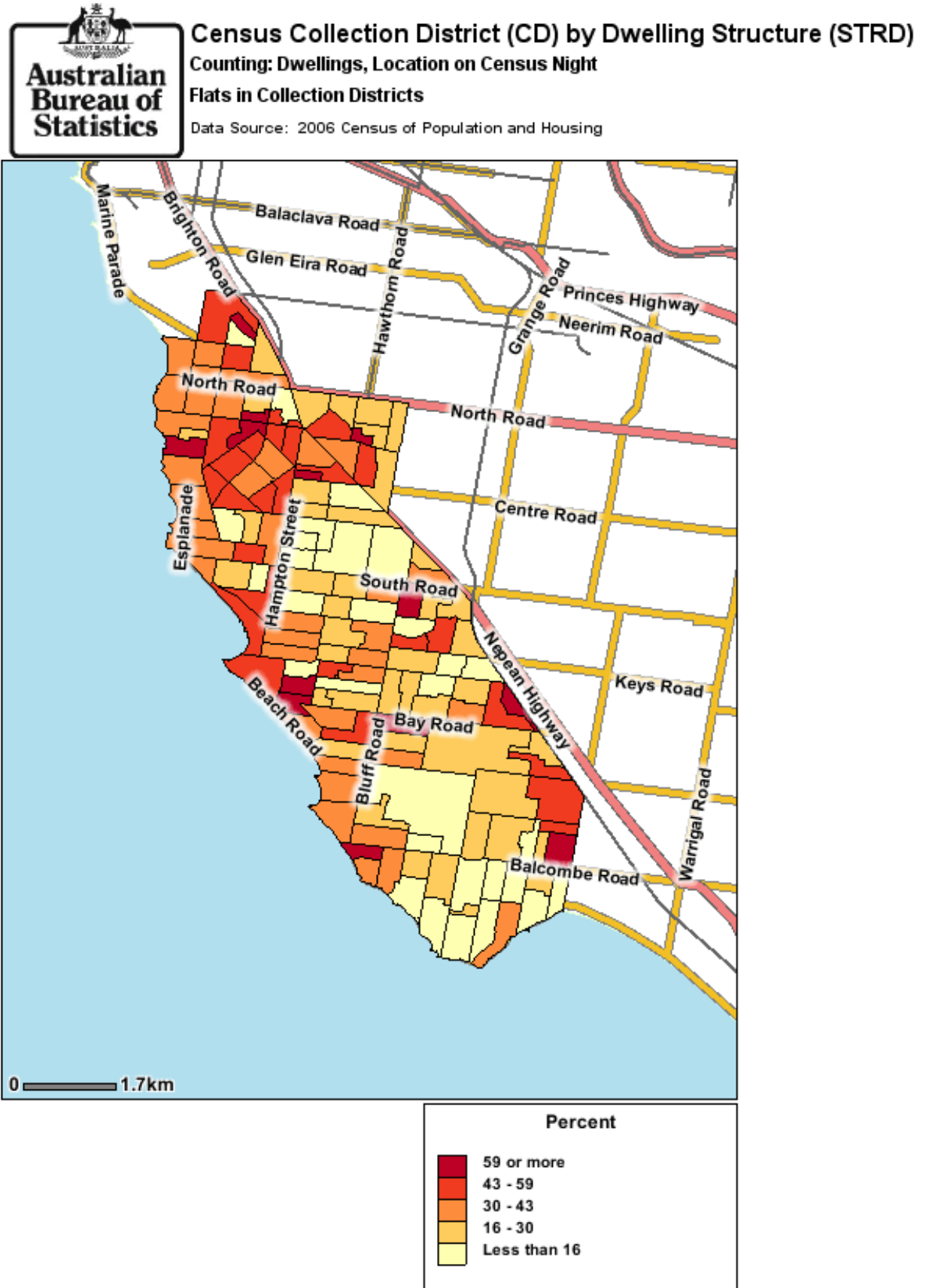
Geographic area	Separate house %	Terrace / Townhouse %	Flat / Apartment %	Unoccupied / other dwelling*
Beaumaris	74.5	13.2	3.1	9.5
Highett	68.7	9.7	14.4	7.2
Brighton East	68.1	15.6	8.5	7.9
Hampton	67.3	11.1	14.2	7.5
Cheltenham	62.8	18.5	11.4	7.7
Sandringham	58.7	17.3	12.6	11.4
Black Rock	57.8	15.0	15.9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

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

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

Figure 5 shows the Bayside neighbourhoods with high percentages of flats, units, apartments or townhouses (shaded in dark red, higher percentage). Many of these neighbourhoods are residential aged care locations (including independent living units), public housing estates or activity centres/shopping centres.

Figure 5> Percentage of flats/units/apartments/townhouses, City of Bayside, 2006



Generated using ABS CDataOnline.  
 © Commonwealth of Australia 2010 & PSMA Australia 2006.

Over the fifteen year period from 1991–2006, the percentage of separate houses has steadily decreased from 70.0 per cent in 1991 to 62.9 per cent in 2006. The percentage of terraces / townhouses has increased from 12.0 per cent to 14.6 per cent and the percentage of flats / apartments has nearly doubled from 7.7 per cent to 13.1 per cent.

In 2006 the City of Bayside had 58 non-private dwellings counted in the 2006 Census, housing 1,667 people. Accommodation for older adults and the elderly made up the majority of non-private dwellings in Bayside. These are clustered in the suburbs of Brighton, Brighton East and Sandringham.

### Social housing in Bayside – public housing dwellings

The City of Bayside has 1,279 public housing dwellings owned by the Victorian Government's Office of Housing. Three quarters of the public housing dwellings are low rise flats or medium density flats (72.4 per cent) and 15.5 per cent are separate houses.

About half of the public housing dwellings are clustered into seven main estates, with the remainder of the dwellings scattered across the municipality. The estates are located primarily in Highett, Hampton and Hampton East. An overview of the seven main estates is shown below in Table 2.

**Table 2>** Characteristics of seven main public housing estates, City of Bayside, 2010

Notional name of estate*	Characteristics
<b>Bluff Road estate</b>	146 low rise flats in Hampton East Estate has some open space surrounding the flats Adjoins Boss James Reserve
<b>Dunkley Fox estate</b>	103 medium density dwellings in Highett Adjoins Lyle Anderson Reserve
<b>Elsternwick estate</b>	127 low rise flats in Brighton Nearest open space is Elsternwick Park
<b>Kendall Street estate</b>	40 medium density dwellings in Hampton Nearest open space is R J Sillitoe Reserve
<b>Kenneth Street estate</b>	72 low rise flats in Sandringham–Hampton Adjoins R G Chisholm Reserve
<b>Leith Crescent estate</b>	105 low rise flats in Hampton East Estate has some open space surrounding the flats Adjoins A W Oliver Baseball Park & Moorabbin West Reserve
<b>Ludstone–Passchendale Street estate</b>	42 single storey dwellings in Hampton Adjoins Passchendaele Park (local park)

\* estate name as identified by City of Bayside

Source: City of Bayside, analysis of unpublished Office of Housing data from 2006

Compared to the age profile of the total Bayside population, residents in public housing are older with higher percentages of persons aged 50–59 years, 60–69 years and 70–79 years. The median age of the public housing residents is 46 years, compared to 41 years for all persons in Bayside.

The Index of Relative Socio-economic Disadvantage, calculated by the Australian Bureau of Statistics, is a general socio-economic index. A high score (or high decile) on the Index reflects a *relative lack of disadvantage* rather than relative advantage. The 2006 score for Bayside indicates that the City had a relative lack of disadvantage, when compared to most other local government areas in Victoria. However Bayside does have scattered pockets or neighbourhoods experiencing disadvantage, which are masked by the affluence across the municipality.

The most disadvantaged neighbourhoods in Bayside were the Elsternwick public housing estate in Brighton, the Bluff Road and Leith Crescent public housing estates in Hampton East and the Dunkley Fox public housing estate in Highett.

### Future population of Bayside

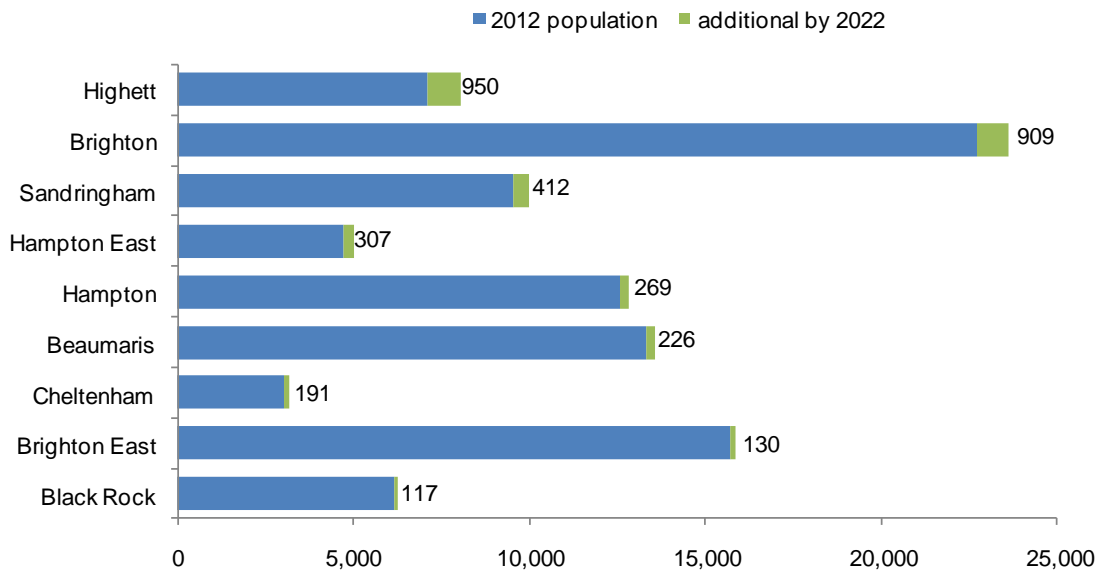
Population forecasts are produced by a range of organisations including the Victorian Department of Planning and Community Development (DPCD), the Australian Bureau of Statistics and many private consultancy firms.

The DPCD *Victoria in Future 2008* model calculates that the Bayside population will increase slowly over the ten years from 2012–2022, from 95,135 persons in 2012 to 100,521 persons in 2022. Based on this increase of 5,386 persons, Bayside will have an average annual growth rate of 0.6 per cent over the 2012–2022 time period.

Whilst the DPCD data has been used in this report, Council predominately uses data from an alternative model (Forecast.id) for its detailed planning work as it has a number of advantages compared with the DPCD product.

Figure 6 shows the number of persons forecast for each suburb in 2012 (shown as the blue shaded bars) and the number of additional persons by the year 2022 (shown as the green shaded bars). The largest increases in population size are expected in Highett with an additional 950 persons and Brighton with an additional 909 persons. In percentage terms, the fastest growing suburbs will be Highett (average annual growth rate of 1.3 per cent), Hampton East and Cheltenham (average annual growth rates of 0.6 per cent each).

**Figure 6>** Number of persons forecast for 2012 and number of additional persons by 2022, City of Bayside suburbs

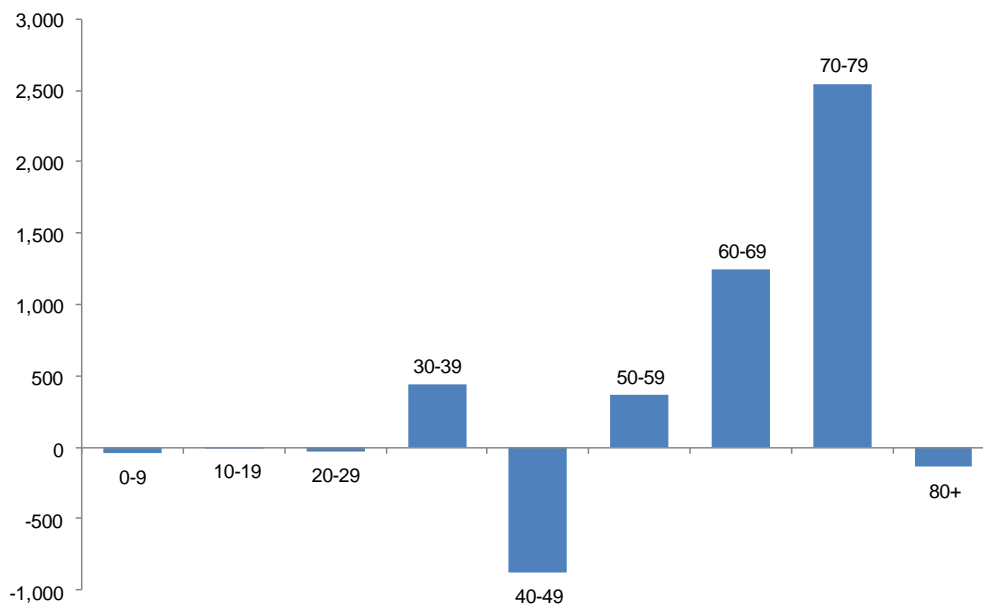


Source: i.d. consulting, *City of Bayside Population Forecasts, 2008*

### Future age profile of Bayside residents

By 2022, Australia's 'baby boomer' generation will be aged 61–76 years. In Bayside the number of older adults aged in their 60s and 70s will increase substantially over the 2012–2022 period, as the 'baby boomer' generation gradually ages. Minimal change to the numbers of children, adolescents and young adults in Bayside is forecast over the 2012–2022 period.

**Figure 7>** Forecast change in age groups (10 year cohorts), City of Bayside, 2012-2022



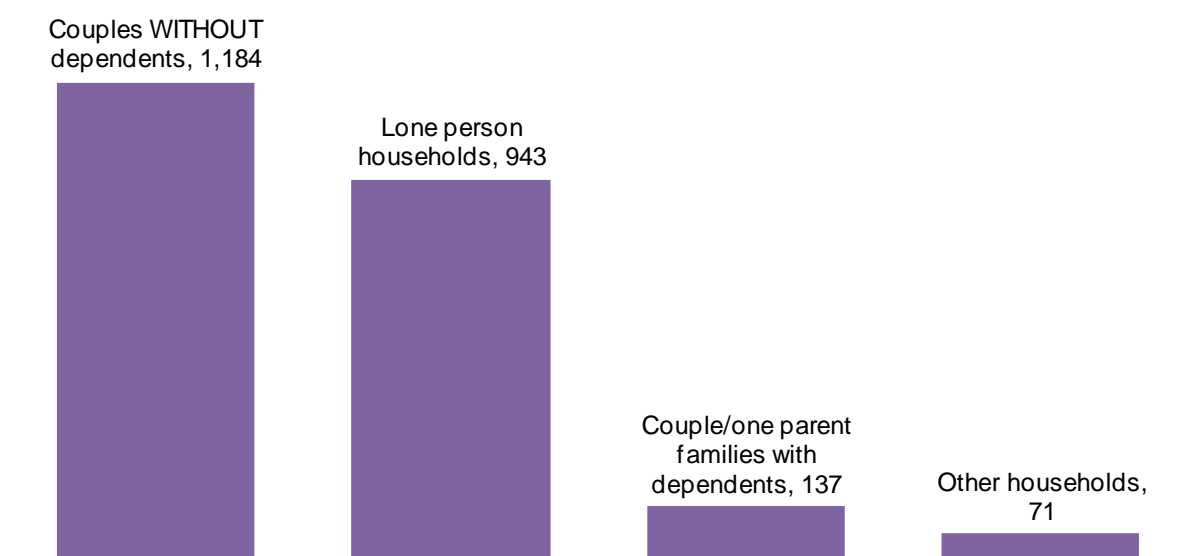
Source: i.d. consulting, *City of Bayside Population Forecasts, 2008*

## Future households in Bayside

Population forecasts (Forecast.id) for the City of Bayside estimate that the number of households will increase from 37,292 households in 2012 to 39,628 in 2022, a gain of 2,336 households.

Figure 8 shows the types of households gained across the City of Bayside by the year 2022. The majority of the additional households will be couples without dependents and lone person households.

**Figure 8>** Forecast change in household types, City of Bayside, 2012-2022



Source: i.d. consulting, *City of Bayside Population Forecasts*, 2008

## Maintenance

Some residents have identified that the quality of the open space could be improved by better waste management. Additional bins and regular removal of rubbish was sought so as to avoid overflowing rubbish bins, particularly during the summer months.

Graffiti eradication was identified as an opportunity for improvement by some residents. Specifically, residents asked for improved responsiveness to vandalism.

Vegetation removal and replacement was also passionately addressed by some residents. It was seen by many as key to the character of Bayside open spaces and the broader neighbourhood. Increasing native plants and spaces for native habitat was placed high on the agenda for open space improvements by some residents.

There were also concerns for the maintenance of sports grounds especially following the drought conditions. The condition of sporting surfaces, water sources and managing the risk of overuse were noted as a concern for residents using the reserves for sports related activities.

## Community consultation for the Open Space Strategy

### Survey of Bayside households

In June 2010, a random sample of 5,000 Bayside households received a hardcopy survey on the topic of open space. The survey was also placed on-line and promoted through the project website. In total, 814 surveys were completed with the majority from the mailout to households (n=539, a response rate of 10.8%).

Residents were asked to comment on:

- What they value about open space in Bayside;
- Their two favourite open space locations in the City and what they liked about them;
- How often they did certain activities in open space locations (e.g. walking, playing sport, enjoying natural environment);
- Potential improvements to open space; and
- Their satisfaction levels with open space in the City.

Bayside residents valued open space mostly as a place for health and physical activity, a place to walk the dog and a place for children to play.

**Figure 9>** Values relating to open space rated as “most liked” by Bayside residents, 2010



Source: Bayside City Council, Open Space Strategy Household Survey, 2010

NB: Residents were asked to rate their top three values that best described what they liked about open space. These values were reverse scored so 3 represented the highest rating, 2 represented the second highest rating and 1 represented the third highest rating. A total score for each value statement was calculated.

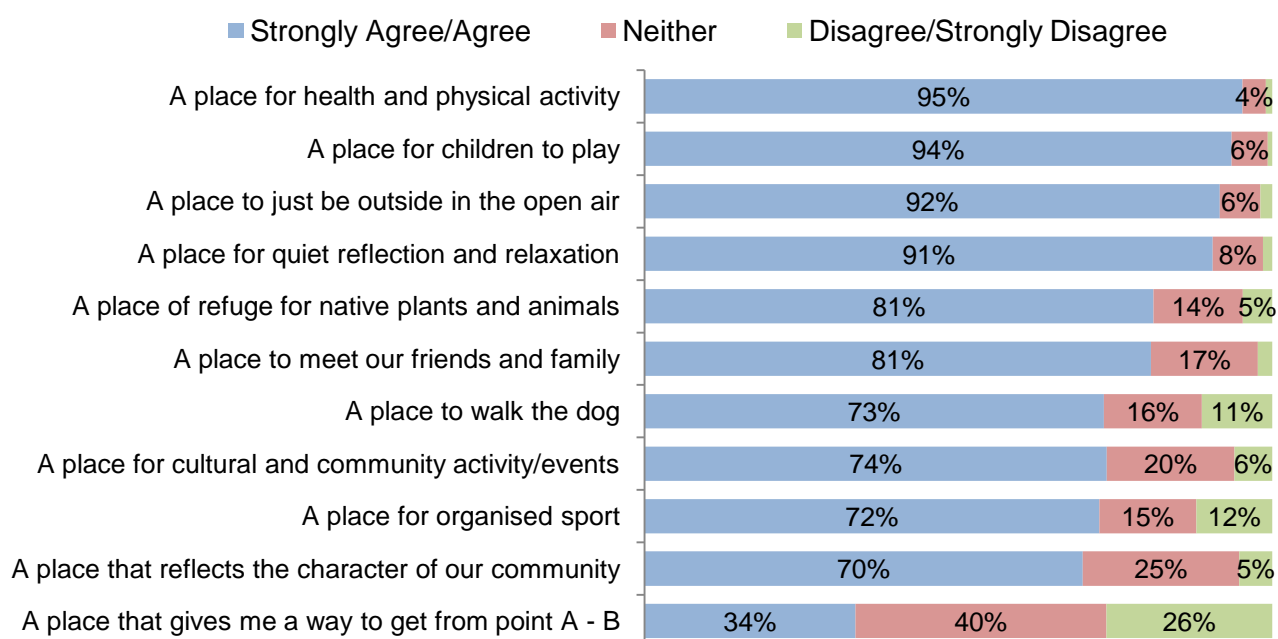


The household survey also asked residents to indicate their level of agreement with each value statement. As expected the value statement that were rated the highest by residents were also those they agreed with – there was almost universal agreement that open space was a place for health and physical activity, a place for children to play, a place to just be outside in the open air, and a place for quiet reflection and relaxation.

Value statements that did attract some dissention from residents were, that open space is:

- A place that gives me a way to get from point A – B (26.4 per cent disagreed/strongly disagreed)
- A place for organised sport (12.1 per cent disagreed/strongly disagreed)
- A place to walk the dog(11.2 per cent disagreed/strongly disagreed).

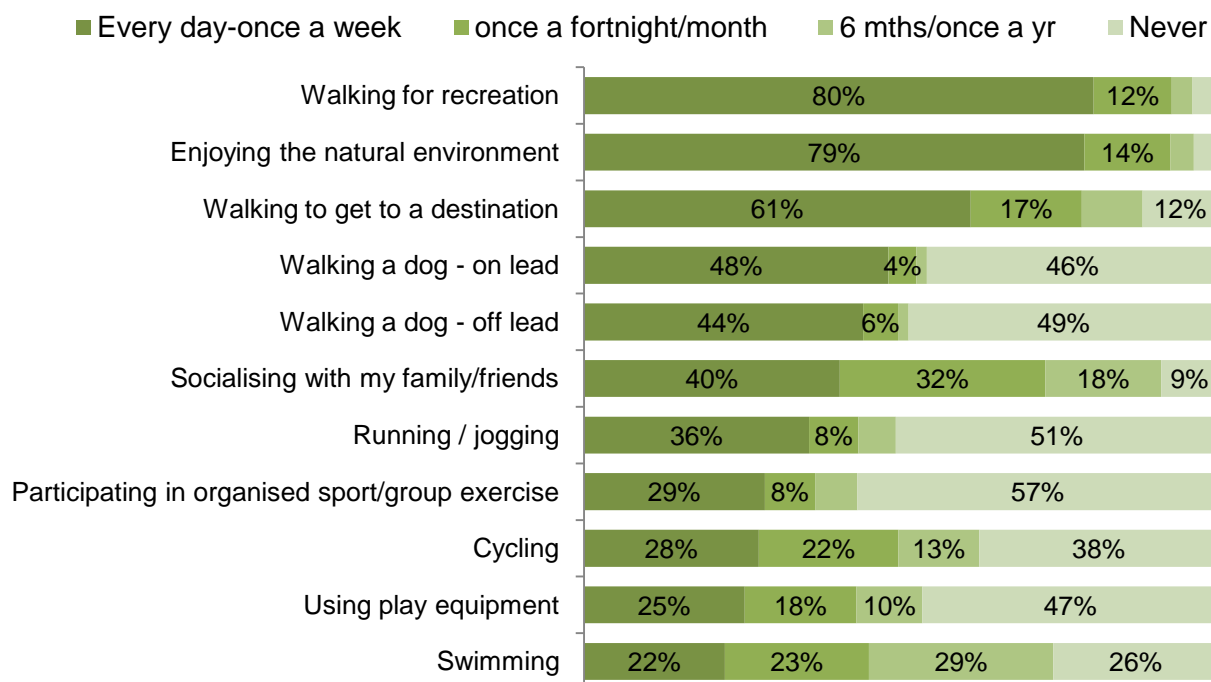
**Figure 10>** Level of agreement with value statements about open space, 2010



Source: Bayside City Council, Open Space Strategy Household Survey, 2010

The vast majority of respondents had participated in walking for recreation, had used open space to enjoy the natural environment - many of those on a daily or weekly basis. Nearly two-thirds had walked on a daily or weekly basis to get to a destination (61.0 per cent). As expected, those walking a dog did this activity on a daily or weekly basis (48.0 and 44.0 per cent) whilst a similar percentage never did this activity (assumed to be non-dog owners).

**Figure 11> Frequency of use of open space, 2010**



Source: Bayside City Council, Open Space Strategy Household Survey, 2010

The most frequently performed daily activities using open space were:

- Enjoying the natural environment;
- Walking by myself or with others for recreation;
- Walking a dog - mainly off lead; and
- Walking a dog - mainly on lead.

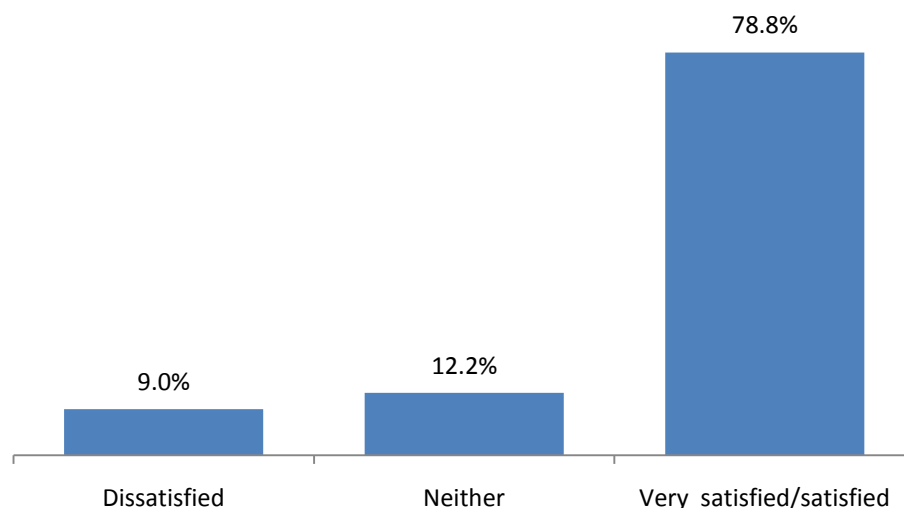
**Table 3>** Frequency of use of open space – daily and weekly activities, 2010

Daily Activities (in descending order of frequency)	Several days a week/once a week (in descending order of frequency)
1. Enjoying the natural environment	1. Walking by myself or with others for recreation
2. Walking by myself or with others for recreation	2. Enjoying the natural environment
3. Walking a dog - mainly off lead	3. Walking by myself/others to get to a destination
4. Walking a dog - mainly on lead	4. Socialising with my family and friends
5. Walking by myself/others to get to a destination	5. Running / jogging
6. Socialising with my family and friends	6. Participating in organised sport/group exercise
7. Running / jogging	7. Walking a dog - mainly on lead
8. Cycling	8. Cycling
9. Using play equipment	9. Using play equipment
10. Swimming	10. Walking a dog - mainly off lead
11. Participating in organised sport/group exercise	11. Swimming

Source: Bayside City Council, Open Space Strategy Household Survey, 2010

Overall the majority of residents (78.8 per cent) were satisfied with open space in the City of Bayside. Respondents from Sandringham and Black Rock were the most dissatisfied and Hampton East respondents were the least satisfied (and had a higher percentage of neutral responses).

**Figure 12>** Residents' satisfaction with open space in the City of Bayside, 2010



Source: Bayside City Council, Open Space Strategy Household Survey, 2010

**Table 4>** Residents' satisfaction with open space in the City of Bayside by suburb, 2010

Geographic area	Dissatisfied	Neither	Very satisfied/ Satisfied
Beaumaris	7.9%	11.9%	80.2%
Black Rock	11.1%	6.7%	82.2%
Brighton	8.4%	14.9%	76.7%
Brighton East	7.7%	9.6%	82.7%
Cheltenham*	0%	0%	100%
Hampton	7.8%	15.6%	76.6%
Hampton East*	0%	28.6%	71.4%
Highett*	9.4%	12.5%	78.1%
Sandringham	15.7%	8.4%	79.5%
<b>BAYSIDE CITY</b>	<b>9.0%</b>	<b>12.2%</b>	<b>78.8%</b>

\* Less than 30 respondents

## Other community consultation regarding open space

### Resident satisfaction with recreation facilities and public areas (2011)

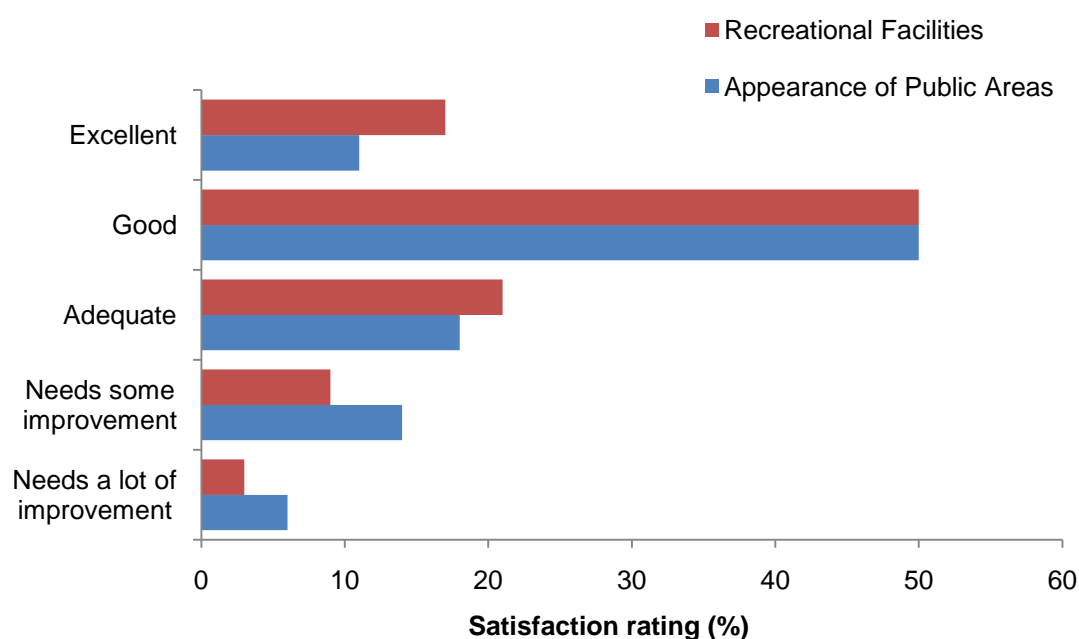
The Victorian Department of Planning and Community Development conducts an Annual Community Satisfaction Survey on behalf of Victorian councils. Bayside City Council has participated in the survey each year since 1998. The survey collates community satisfaction ratings on five general indicators and, nine service areas including 'performance of Bayside Council on recreational facilities' and 'performance of Bayside Council on appearance of public areas'. The sample for this telephone survey was 350 Bayside households.

These service areas are however fairly broad and are defined to include arts facilities and libraries as a part of 'recreational facilities' and street cleaning, rubbish collection and street trees as a part of 'public areas'. Despite these limitations the survey provides a time series of resident satisfaction with Council's performance in these areas.

Residents rate their satisfaction on a scale from 'excellent' to 'needs a lot of improvement' and this scale is converted to an index score between 20 and 100. Over the fourteen years, satisfaction with recreational facilities has consistently received index scores in the low 70s with the five-year average index score of 73. In the 2011 survey, the index score was 74 with 17 per cent of residents rating them as "excellent", 50 per cent as "good", 21 per cent as "adequate" and 12 per cent as "needing some/a lot of improvement".

Similar results were achieved for satisfaction with appearance of public areas, with an average index score of 69. In the 2011 survey, the index score was 69 with 11 per cent of residents rating them as "excellent", 50 per cent as "good", 18 per cent as "adequate" and 20 per cent as "needing some/a lot of improvement".

**Figure 13>** Selected results from Annual Community Satisfaction Survey, City of Bayside, 2011



Source: Department of Planning and Community Development, Local Government Community Satisfaction Survey 2011 - Bayside City Council Research Results, 2011

## Bayside 2020 Community Plan (2011)

Bayside City Council has adopted a community plan - or a vision statement - which will inform future decision making by Council, businesses and not-for-profit community organisations. Six key priority areas were identified that have created the framework for the Plan. A summary of the relevant priority areas and the identified issues under each area are summarised in Table 5.

**Table 5>** Priority areas and identified issues relevant to open space - Bayside 2020 Community Plan

Priority Area	Issues Identified in Community Plan
<b>Lifespan Issues - what we need to do</b>	<ul style="list-style-type: none"> <li>• Provide Council facilities including playgrounds, more family friendly events and open spaces</li> <li>• More reserves, parks and chill out zones for young people, places in parks where they can feel comfortable</li> <li>• Promote healthy lifestyle habits for older people</li> </ul>
<b>Planning, Infrastructure and Transport - where we want to go</b>	<ul style="list-style-type: none"> <li>• Improve pedestrian paths and bike paths</li> <li>• Adjust the mix of streets, gardens and pathways to encourage walking over driving</li> </ul>
<p><b>Our Environment - where we want to go</b></p> <p><b>Our Environment – what we need to do</b></p>	<ul style="list-style-type: none"> <li>• Do not want to lose any more green open space</li> <li>• Protect the foreshore from degradation, protect our natural assets that are irreplaceable</li> <li>• Value and protect our remnant vegetation sites</li> <li>• Maintain the current amount of open space in Bayside</li> <li>• More indigenous planting</li> <li>• Obtain more government support for the foreshore and sea country</li> <li>• Lobby for more funds to manage open spaces</li> <li>• Set benchmarks and assess them every two years</li> </ul>
<b>Recreation, Leisure, Arts and Culture – what we need to do</b>	<ul style="list-style-type: none"> <li>• Support groups to upgrade the facilities, in partnership with Council</li> <li>• Maximise the utilisation of facilities</li> <li>• Better plan the development and use of sporting facilities</li> <li>• Audit all facilities with the users to establish suitability for purpose</li> </ul>
<b>Local Economy - Where we want to go</b>	<ul style="list-style-type: none"> <li>• Create a strategy that encourages better use of the foreshore and outdoor spaces</li> </ul>

Source: Bayside City Council, Our City Our Future - Bayside 2020 Community Plan, 2011

## Visitor satisfaction with parks and gardens (2010)

Bayside City Council has participated in the Benchmark Park User Satisfaction Survey Program (conducted by *Integrated Open Space Services*) annually since 2004. This survey provides information about park users and park usage, measures users' satisfaction with the level of park maintenance and any requirements for future facility/service provision.

The latest available survey data of park users was collected using an intercept survey over the November 2011 - February 2012 period. A total of 101 surveys were conducted in 12 parks (local, district and regional parks) within the City of Bayside.

The surveyed users of Bayside parks had the following characteristics:

- 65 per cent lived within the City of Bayside area;
- 80 per cent lived in a dwelling with a private backyard;
- 75 per cent were regular visitors to the park that they were interviewed in;
- 26 per cent visited the park for less than half an hour and 43 per cent visited the park for half to one hour;
- 36 per cent were visiting for dog exercise/recreation, 20 per cent for children's play and 16 per cent were visiting to walk;
- 38 per cent were visiting the park with another person, 32 per cent were by themselves;
- of the people visiting the park accompanied by one or more other people, 36 per cent were adults and children, 35 per cent were all adults, and 10 per cent were all seniors;
- 50 per cent travelled to the park in a private vehicle and 43 per cent walked; and
- The average distance travelled to the park was 5.8 kilometres and average travel time was 12 minutes.

Park users were asked to rate their satisfaction with 23 aspects of park maintenance on a scale from one to ten, with one representing "totally dissatisfied" and ten representing "totally satisfied". The overall mean score given by park users for satisfaction with the level of maintenance within the City of Bayside was 7.8.

## Bayside Council Community Survey (2009)

Bayside City Council last administered its own annual community survey in 2009. The Council survey measured resident satisfaction with universal services provided by Council such as parks and foreshore maintenance, condition of roads and footpaths and provision of outdoor facilities. The survey also sought resident opinion on the level of provision of some of these facilities. In total 423 Bayside households completed the survey, from a random sample of 2,000 households.

**Table 6>** Resident opinion on provision levels of facilities and open space

Survey Item	Results from 2009 Survey
<b><u>Levels of Provision</u></b>	
<b>Provision of sporting grounds</b>	66% sufficient number, 16% need a few/lot more
<b>Provision of sporting facilities</b>	59% sufficient number, 26% need a few/lot more
<b>Provision of play facilities for under 12s</b>	46% sufficient number, 29% need a few/lot more
<b>Provision of play facilities for over 12s</b>	28% sufficient number, 44% need a few/lot more
<b>Provision of outdoor areas (non-sport)</b>	49% sufficient number, 45% need a few/lot more
<b>Provision of dog off-leash areas</b>	36% sufficient number, 34% need a few/lot more, 13% slightly/far too many
<b>Provision of foreshore pathways</b>	60% sufficient number, 32% need a few/lot more
<b>Provision of parks</b>	86% enough parks and open space within walking distance from their home

Resident awareness of the purpose of bushland reserves (to preserve indigenous plants and animals) did vary with over one third (37 per cent) being quite aware, 35 per cent being somewhat aware and 28 per cent were not aware of the main purpose. The majority of residents (85 per cent) believed it was important or very important that these bushland reserves be managed and maintained. Around half of the survey respondents (51 per cent) stated they visit the bushland reserves a few times a year or less, and an additional quarter (26 per cent) never visit these areas.



# Appendix 2

## Open Space Inventory



Ref No. 2011	Site	Suburb	HIERARCHY	MANAGEMENT FUNCTIONS										FEATURES							Existing Zone	Proposed Zone	Owner	Manager	Area (Ha)
			Classification	Prime	Social Family Recreation	Sports Ground	Relaxation	Formal Garden	Conservation Reserve	Recreation Facility	Beach Based Recreation	Ancillary School Sportsground	Foreshore	Trail Network (P - Potential)	Playground	Dog off leash	Lake or pond	War Memorial	Native flora and fauna						
7a	Balcombe Park - Oval	Beaumaris	Local	SG	●	●								●		2				PPRZ		BCC	BCC	0.9	
7b	Balcombe Park - Bushland (Oval Surrounds)	Beaumaris	District	CR					●					●		2			●	PPRZ	Further Review	BCC	BCC	2.52	
9	Banksia Reserve	Beaumaris	District	SG	●	●				●				● P	●	1				PPRZ		BCC	BCC	3.84	
13	Beaumaris Cliffs (Beaumaris Life Saving Club to Moysey Gardens)	Beaumaris	Municipal / Regional	CR					●					●	●				●	PPRZ	Further Review	DSE	BCC	2.07	
14	Beaumaris Foreshore Quiet Corner (McGregor to Beaumaris Life Saving Club)	Beaumaris	Municipal / Regional	CR					●					●	●	3			●	PPRZ	Further Review	DSE	BCC	1.37	
15	Beaumaris Foreshore South Charman Road to Moysey Gardens (Cromer Road)	Beaumaris	Municipal / Regional	CR					●					●	●	3			●	PPRZ	Further Review	DSE	BCC	3.49	
16	Beaumaris Reserve	Beaumaris	District	SG	●	●								● P	●			●	●	PPRZ		BCC	BCC	5.25	
130	Beaumaris Community Centre	Beaumaris	District	RF						●				● P						PPRZ		BCC	BCC	N / C	
30	Corner Agnes Street & Reserve Road	Beaumaris	Local	R			●							●					●	PPRZ		BCC	BCC	0.09	
32	Concourse Green	Beaumaris	Local	R			●												●	PPRZ		BCC	BCC	0.26	
38a	Donald Macdonald Reserve - West	Beaumaris	District	SG	●	●								●	●	1			●	PPRZ		BCC	BCC	2.26	
38b	Donald Macdonald Reserve - East	Beaumaris	District	CR					●										●	PPRZ	Further Review	BCC	BCC	3.91	
41	F L Yott Reserve	Beaumaris	Local	RF	●					●					●					PPRZ		BCC	BCC	2.07	
48	Gramatan Avenue Heathland Sanctuary	Beaumaris	Municipal / Regional	CR					●					●		2			●	PCRZ		BCC	BCC	0.3	
59	Illaroo Reserve	Beaumaris	District	SFR	●									●	●					PPRZ		BCC	BCC	0.92	
68	Long Hollow Heathland	Beaumaris	Municipal / Regional	CR					●					●		2			●	PPRZ	PCRZ	DSE	BCC	2.37	
76	Moysey Gardens	Beaumaris	Municipal / Regional	SFR	●									●	●				●	PPRZ		DSE	BCC	1.07	
80	Pasadena Avenue Park	Beaumaris	Local	R			●								●					R1Z	PPRZ	BCC	BCC	0.2	
91	Ricketts Point Landside (Road Reserve North East of Beach Road between Haydens and Reserve Road)	Beaumaris	Local	CR					●										●	PPRZ	PCRZ	VR	BCC	2.4	
92	Ricketts Point (Beaumaris Yacht Club to Beaumaris Life Saving Club)	Beaumaris	Municipal / Regional	BBR						●				●	●	3			●	PPRZ		DSE	BCC	3.59	
102	Sue Kirkpatrick Park	Beaumaris	Local	R			●								●					R1Z	PPRZ	BCC	BCC	0.08	
114	W F Vale Reserve	Beaumaris	Local	R			●													PPRZ		BCC	BCC	0.43	
129	Watkins Bay Beach (Burgess Street to Dalgetty Road)	Beaumaris	District	BBR						●				●	●	3				PPRZ		DSE	BCC	0.2	
132	Beaumaris North Primary School	Beaumaris	Local	ASSG		●							●							PUZ2		DEECD	DEECD	N/C	
136	Sandringham Secondary College - Beaumaris Campus	Beaumaris	Local	ASSG		●							●							PUZ2		DEECD	DEECD	N/C	

Code	Dog off Leash (DOL) Conditions
1	DOL (24/7)
2	DOL (24/7) unfenced areas only. Prohibited in fenced areas.
3	

 Shaded cells indicate the Prime function of the open space

Ref No. 2011	Site	Suburb	HIERARCHY	MANAGEMENT FUNCTIONS										FEATURES						Existing Zone	Proposed Zone	Owner	Manager	Area (Ha)
			Classification	Prime	Social Family Recreation	Sports Ground	Relaxation	Formal Garden	Conservation Reserve	Recreation Facility	Beach Based Recreation	Ancillary School Sportsground	Foreshore	Trail Network (P - Potential)	Playground	Dog off leash	Lake or pond	War Memorial	Native flora and fauna					
18	Black Rock Gardens (Black Rock Life Saving Club to Carpark Opposite 307 Beach Road)	Black Rock	Municipal / Regional	SFR	●								●	●	●	3			●	PPRZ		DSE	BCC	1.81
132	Black Rock Civic Centre	Black Rock	District	RF			●				●									R1Z		BCC	BCC	N / C
19	Black Rock House	Black Rock	Municipal / Regional	G			●	●												R1Z		BCC	BCC	0.39
20	Black Rock South Foreshore (Black Rock Gardens to Mcgregor Avenue)	Black Rock	Municipal / Regional	CR	●				●				●	●		3			●	PPRZ	Further Review	DSE	BCC	3.31
44	Fourth Street Reserve	Black Rock	Local	R			●						●	P						PUZ1	Further Review	MW	BCC	0.15
50	Half Moon Bay Foreshore Red Bluff to Arkaringa Crescent	Black Rock	Municipal / Regional	CR					●				●	●		3			●	PPRZ	Further Review	DSE	BCC	1.82
90	Red Bluff Cliff Faces	Black Rock	Municipal / Regional	CR					●				●						●	PPRZ	Further Review	DSE	BCC	0.54
111	Tricks Reserve	Black Rock	District	R			●						●	●						PPRZ		BCC	BCC	1.04
127	Half Moon Bay Beach (South of Love Street to Black Rock Yacht Club)	Black Rock	Municipal / Regional	BBR							●		●	●		3				PPRZ		DSE	BCC	0.43
128	Black Rock Beach (Black Rock Yacht Club to Second Street)	Black Rock	Municipal / Regional	BBR							●		●	●		3				PPRZ		DSE	BCC	2.29
120	Sandringham Golf Club	Black Rock	Municipal / Regional	RF																PPRZ		BCC	BCC	18.11
138	Royal Melbourne Golf Club	Black Rock	Municipal / Regional	RF							●								●	R1Z		Private	Private	N/C
133	Black Rock Primary School	Black Rock	Local	ASSG		●						●								PUZ2		DEECD	DEECD	N/C
140	Black Rock Bowling and Tennis Club	Black Rock	District	RF							●									R1Z		Private	Private	N/C

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			Classification	Prime	Social Family Recreation	Sports Ground	Relaxation	Formal Garden	Conservation Reserve	Recreation Facility	Beach Based Recreation	Ancillary School Sportsground	Foreshore	Trail Network (P - Potential)	Playground	Dog off leash	Lake or pond	War Memorial	Native flora and fauna					
12	Sandown Street Beach (also listed as Bay Street to Brighton Yacht Club)	Brighton	Municipal / Regional	BBR	●						●		●	●		1				PPRZ		BCC	BCC	3.17
17	Billilla Gardens	Brighton	Municipal / Regional	G			●	●												PUZ6		BCC	BCC	1.66
22	Brighton Beach Oval	Brighton	District	SG	●	●					●			●	●					PPRZ		Crown / DSE	BCC	2.38
23	Brighton Town Hall & Library Gardens	Brighton	Municipal / Regional	G			●	●						●						PUZ6		BCC	BCC	1.02
24	Brighton Recreation Centre	Brighton	Local	RF							●			●						R1Z		BCC	BCC	0.24
31	Corner Chavasse & New Street Reserve	Brighton	Local	R			●													R1Z	PPRZ	BCC	BCC	0.05
33	Cora Lynn Park	Brighton	Local	R			●													R1Z	PPRZ	BCC	BCC	0.34
39	Elsternwick Park North	Brighton	Municipal / Regional	SG	●	●					●			●	●					PPRZ		DSE/BCC	BCC	5.64
40	Elsternwick Park South	Brighton	Municipal / Regional	SG	●	●								●	●	Part 1	●			PPRZ		DSE	BCC	15.4
49	Green Point Parkland	Brighton	Municipal / Regional	SFR	●									●	●			●		PPRZ		BCC/DSE	BCC	3.07
54	Hanby Street Reserve	Brighton	Local	R			●							●	●					PPRZ		BCC	BCC	0.85
55	Head Street to North Road	Brighton	Municipal / Regional	SFR	●									●	●					PPRZ		DSE	BCC	2.82
58	Ice Works Reserve	Brighton	Local	R			●							●						R1Z	PPRZ	BCC	BCC	0.06
61	Jim Willis Reserve/Brighton Dunes	Brighton	Municipal / Regional	CR					●					●	●				●	PPRZ		BCC	BCC	3.88
63	Kamesburgh Gardens	Brighton	Municipal / Regional	G	●			●						●						R1Z	Further Review	BCC	BCC	1.79
66	Lewis Reserve	Brighton	Local	R			●							●						R1Z	PPRZ	BCC	BCC	0.05
71	Marion Street Reserve	Brighton	Local	G				●						●						PUZ4	Further Review	VicTrack	BCC	0.32
73	Middle Brighton Baths (Yacht Club South of Park Street)	Brighton	Municipal / Regional	BBR						●	●		●	●					●	PPRZ		BCC	BCC	2.17
74	Middle Brighton Beach (South of Park Street to Keith Court)	Brighton	Municipal / Regional	BBR	●						●		●	●		3				PPRZ		BCC	BCC	1.83
78	North Road to Bay Street	Brighton	Municipal / Regional	SFR	●								●	●	●					PPRZ		DSE	BCC	5.72
93	Robert Grieve Reserve	Brighton	Local	R			●							●					●	PUZ4	Further Review	BCC	BCC	0.35
98	Cross Street	Brighton	Local	R			●													PPRZ & R1Z	Further Review	BCC	BCC	0.08
106	Tommy Bent Statue and Surrounds	Brighton	District	G				●												PUZ4		VicRoads	VicRoads	0.04
116	Whyte Street Reserve	Brighton	Local	SG	●	●								●	●					PPRZ		BCC	BCC	1.14
117	William Street Reserve	Brighton	Local	SG	●	●								●	●	1				PPRZ		BCC	BCC	2.27
118	Wilson Recreation Reserve	Brighton	Local	SG	●	●								●	●					PPRZ		BCC	BCC	1.73
122	Elsternwick Golf Club	Brighton	Municipal / Regional	RF						●				●	P					PPRZ		DSE	Private	12.35
123	Dendy Street Beach (Keith Court to Were Street)	Brighton	Municipal / Regional	BBR							●		●	●		3				PPRZ		DSE	BCC	1.64
124	Brighton Beach (Brighton Beach Station to New Street)	Brighton	Municipal / Regional	BBR							●		●	●		3				PPRZ		DSE	BCC	1.53
137	Brighton Secondary College	Brighton	District	ASSG		●						●								PUZ2		DEECD	DEECD	N/C

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 Shaded cells indicate the Prime function of the open space

Ref No. 2011	Site	Suburb	HIERARCHY	MANAGEMENT FUNCTIONS										FEATURES					Existing Zone	Proposed Zone	Owner	Manager	Area (Ha)	
			Classification	Prime	Social Family Recreation	Sports Ground	Relaxation	Formal Garden	Conservation Reserve	Recreation Facility	Beach Based Recreation	Ancillary School Sportsground	Foreshore	Trail Network (P - Potential)	Playground	Dog off leash	Lake or pond	War Memorial						Native flora and fauna
37	Dendy Park	Brighton East	Municipal / Regional	SG	●	●					●				●	●	Part 1			PPRZ		BCC	BCC	26.87
47	Glen Edward Rice Reserve	Brighton East	Local	R			●													R1Z	PPRZ	BCC	BCC	0.18
57	Hurlingham Park	Brighton East	Municipal / Regional	SG	●	●					●				●	●	1		●	PPRZ		BCC	BCC	5.5
65	Landcox Park	Brighton East	Municipal / Regional	SFR	●			●							●	●		●		PPRZ		BCC	BCC	5.03
67	Little Brighton Reserve	Brighton East	Local	SFR	●										●					R1Z	PPRZ	BCC	BCC	1.29
69	Lucas Street Reserve	Brighton East	Local	SFR	●										●					PPRZ		BCC	BCC	0.84
79	Old Dairy Reserve	Brighton East	Local	R			●								●					R1Z	PPRZ	BCC	BCC	0.3
103	The Plantation	Brighton East	Local	R			●								●					PPRZ		BCC	BCC	0.78
121	Brighton Golf Club	Brighton East	Municipal / Regional	RF							●				●	P				PPRZ		BCC	Private	34.39

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26	Cheltenham Flora and Fauna Reserve	Cheltenham	Municipal / Regional	CR					●						●				●	PPRZ	Further Review	DSE	BCC	3.62	
27	Cheltenham Park	Cheltenham	Municipal / Regional	SG	●	●									●	●	1		●	●	PPRZ		DSE	BCC	6.24
28	Cheltenham Recreation Reserve	Cheltenham	Municipal / Regional	SG	●	●									●	●				●	PPRZ		DSE	BCC	3.48
29	Cheltenham Road - North side of road reservation	Cheltenham	Local	CR					●						●					●	R1Z		BCC	BCC	1.56
42	Sandringham Family Leisure Centre Reserve	Cheltenham	Local	SFR	●		●								●			●		●	PPRZ		BCC	BCC	1.24
64	Sandringham Family Leisure Centre	Cheltenham	Municipal / Regional	RF			●			●					●						PPRZ		BCC	BCC	2.15
81	Pennydale Park	Cheltenham	Local	R			●								●	●					R1Z	PPRZ	BCC	BCC	0.64
89	Railway Turf Abutting Walkway Park Road to Heather Grove	Cheltenham	Local	R			●								●						PUZ4		VicTrack	BCC	0.11
100	Shipston Reserve	Cheltenham	District	SG	●	●									●					●	PPRZ		BCC	BCC	2.52
112	Tulip Grove Playground	Cheltenham	Local	R			●									●					R1Z	PPRZ	BCC	BCC	0.06
139	Victoria Golf Club	Cheltenham	Municipal / Regional	RF						●										●	R1Z		Private	Private	N/C
142	Cheltenham Golf Club	Cheltenham	Municipal / Regional	RF						●										●	R1Z		DSE	Private	17.09
120	Sandringham Golf Club	Cheltenham	Municipal / Regional	RF																	PPRZ		BCC	Private	37.04
143	Cheltenham Pioneer Cemetary	Cheltenham	District	C											●					●	PUZ5		Cheltenham Cemetery Trust		N/C
144	New Cheltenham Cemetery	Cheltenham	Municipal /Regional	C											●					●	PUZ5		Cheltenham & Regional Cemetery Trust		N/C

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4	Alexander Park	Hampton	Local	R			●								●					PPRZ		BCC	BCC	0.56
21	Boss James Reserve	Hampton	District	SG	●	●								● P	●					PPRZ		BCC	BCC	3.93
25	Castlefield Reserve	Hampton	Local	SG	●	●								● P	●					PPRZ		BCC	BCC	2.3
43	Ferdinando Gardens	Hampton	Municipal /Regional	SFR	●									●	●					PPRZ		DSE	BCC	0.9
46	Gipsy Village Park	Hampton	Local	R			●								●					PPRZ		BCC	BCC	0.37
51	Hampton Gardens South Road to Ferdinando Gardens	Hampton	Municipal / Regional	CR					●					●	●					PPRZ	Further Review	DSE	BCC	4.74
52	Hampton High Reserve/Passchendaele/Favril Reserve Hampton	Hampton	Local	R			●							●	●					PPRZ		BCC	BCC	0.24
56	Holyrood Street Park	Hampton	Local	R			●							● P	●					R1Z	PPRZ	BCC	BCC	0.06
77	Myrtle Road Playground	Hampton	Local	R			●								●					PPRZ		BCC	BCC	0.11
87	R J Sillitoe Reserve	Hampton	District	SG	●	●								● P						PPRZ		BCC	BCC	2.54
95	Sandringham Athletics Centre	Hampton	Municipal / Regional	RF							●			● P						PPRZ		BCC	BCC	2.7
99	Sandringham Netball Courts	Hampton	Municipal / Regional	RF																PPRZ		BCC	BCC	1.29
104	Thomas Street Reserve	Hampton	District	SFR	●									●	●					PPRZ		BCC	BCC	3.77
110	Triangle Gardens	Hampton	Local	R			●							●						PPRZ		BCC	BCC	1.1
115	W L Simpson Reserve	Hampton	District	SG	●	●								●	●					PPRZ		BCC	BCC	2.66
125	Hampton Beach (New Street to Sandringham Yacht Club)	Hampton	Municipal / Regional	BBR							●			●						PPRZ		DSE	BCC	4.64
141	Immaculate Heart of Mary Tennis Courts (Fewster Road)	Hampton	Local	RF							●									R1Z		Private	Private	NC
145	Hampton Bowls Club	Hampton	District	RF							●									PPRZ		BCC	Private	1.47

Code	Dog off Leash (DOL) Conditions
1	DOL (24/7)
2	DOL (24/7) unfenced areas only. Prohibited in fenced areas.
3	DOL (24/7) between 1 April - 31 October. DOL (early AM and late PM only) during 1 November - 31 March.
4	DOL (24/7) between 1 April - 31 October. DOL(24/7) limited to area from Hampton Pier to Small Street during 1 November - 31 March.

Shaded cells indicate the Prime function of the open space

Ref No. 2011	Site	Suburb	HIERARCHY	MANAGEMENT FUNCTIONS										FEATURES					Existing Zone	Proposed Zone	Owner	Manager	Area (Ha)	
			Classification	Prime	Social Family Recreation	Sports Ground	Relaxation	Formal Garden	Conservation Reserve	Recreation Facility	Beach Based Recreation	Ancillary School Sportsground	Foreshore	Trail Network (P - Potential)	Playground	Dog off leash	Lake or pond	War Memorial						Native flora and fauna
2	A W Oliver Baseball Reserve	Hampton East	District	SG	●	●									●					PPRZ		BCC	BCC	2.2
10	GL Basterfield Park	Hampton East	Municipal / Regional	SFR	●					●				● P	●		●	●		PPRZ		BCC	BCC	4.6
36	Curly Rourke Reserve	Hampton East	Local	R			●								●					R1Z	PPRZ	BCC	BCC	0.26
75	Moorabbin West Reserve	Hampton East	Local	SG	●	●								●						PPRZ		BCC	BCC	2.34
101	Spring Road Park	Hampton East	Local	R			●								●					R1Z	PPRZ	BCC	BCC	0.28
119	Wishart Reserve	Hampton East	Local	SFR	●									●	●					PPRZ		BCC	BCC	1.91

Code	Dog off Leash (DOL) Conditions
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● Shaded cells indicate the Prime function of the open space



Ref No. 2011	Site	Suburb	HIERARCHY	MANAGEMENT FUNCTIONS											FEATURES					Existing Zone	Proposed Zone	Owner	Manager	Area (Ha)
			Classification	Prime	Social Family Recreation	Sports Ground	Relaxation	Formal Garden	Conservation Reserve	Recreation Facility	Beach Based Recreation	Ancillary School Sportsground	Foreshore	Trail Network (P - Potential)	Playground	Dog off leash	Lake or pond	War Memorial	Native flora and fauna					
3	Advantage Road Park	Highett	Local	R			●								●					PPRZ		BCC	BCC	0.5
6	Ashwood Avenue Park	Highett	Local	R			●								●					PPRZ & R1Z	PPRZ	BCC	BCC	0.42
70	Lyle Anderson Reserve	Highett	District	SFR	●						●			●	●	1				PPRZ		BCC	BCC	1.56
82	Peterson Reserve	Highett	District	SG	●	●								●	●					PPRZ		BCC	BCC	4.16
88	Railway Turf Abutting Walkway Highett Station Carpark to Wickham Road	Highett	Local	R			●							●						PUZ4		VicTrack	BCC	0.07
105	Tibroekney Street Park	Highett	Local	R	●		●							●	●					PPRZ		BCC	BCC	0.6
107	Train Street Park	Highett	Local	R			●								●					R1Z	PPRZ	BCC	BCC	0.06
131	Highett (Saint Stephan's) Tennis Courts	Highett	Local	RF							●									PPRZ		BCC	Private	N/C
135	Sandringham Secondary College - Highett Campus	Highett	Local	ASSG		●														PUZ2		DEECD	DEECD	N/C

**Code Dog off Leash (DOL) Conditions**

1 DOL (24/7)

2 DOL (24/7) unfenced areas only. Prohibited in fenced areas.

3 DOL (24/7) between 1 April - 31 October. DOL (early AM and late PM only) during 1 November - 31 March.

● Shaded cells indicate the Prime function of the open space

Ref No. 2011	Site	Suburb	HIERARCHY	MANAGEMENT FUNCTIONS											FEATURES						Existing Zone	Proposed Zone	Owner	Manager	Area (Ha)
			Classification	Prime	Social Family Recreation	Sports Ground	Relaxation	Formal Garden	Conservation Reserve	Recreation Facility	Beach Based Recreation	Ancillary School Sportsground	Foreshore	Trail Network (P - Potential)	Playground	Dog off leash	Lake or pond	War Memorial	Native flora and fauna						
1	AJ Steele Reserve	Sandringham	Local	R			●								●					PPRZ		BCC	BCC	0.64	
5	Allambee Park	Sandringham	Local	R			●								●					PPRZ		BCC	BCC	0.4	
8	Bamfield Street Park	Sandringham	Local	R			●								● P	●				PPRZ		BCC	BCC	0.41	
11	Bay Road Heathland Sanctuary	Sandringham	Municipal / Regional	CR					●						●		2			PCRZ		BCC	BCC	2.09	
34	Corporate Centre	Sandringham	Municipal / Regional	G				●							●					PUZ6		BCC	BCC	2.15	
35	Crescent Gardens	Sandringham	Local	R			●								●			●		PPRZ		BCC	BCC	0.4	
45	George Street Bushland Reserve	Sandringham	Municipal / Regional	CR					●						●		2			PPRZ	PCRZ	BCC	BCC	2.16	
60	Indigenous Resource Garden	Sandringham	District	R			●								●					PUZ6		BCC	BCC	0.6	
62	John Batman Gardens	Sandringham	Local	G			●	●												PPRZ		BCC	BCC	0.27	
72	Merindah Park and the Urban Forest	Sandringham	Local	SFR	●		●								●		1			PPRZ		BCC	BCC	2.59	
83	Picnic Gardens	Sandringham	Local	R			●	●							●					PPRZ		BCC	BCC	0.14	
84	Picnic Point	Sandringham	Municipal / Regional	CR					●	●			●		●					PPRZ		DSE	BCC	24.47	
85	Pobblebonk Park	Sandringham	Local	R			●								●					PPRZ		BCC	BCC	0.24	
86	R G Chisholm Reserve	Sandringham	District	SG	●	●									●	●	Part 1			PPRZ		BCC	BCC	2	
94	Royal Avenue Parkland	Sandringham	District	SFR	●					●					●	●	Part 1			PUZ6		BCC	BCC	3.97	
96	Sandringham Foreshore South Tennyson to Red Bluff Street	Sandringham	Municipal / Regional	CR					●				●	●						PPRZ		DSE	BCC	8.63	
97	Sandringham Gardens Tennyson to Crescent Garden	Sandringham	Municipal / Regional	SFR	●									●	●					PPRZ		DSE	BCC	1.7	
108	Trevor Barker Beach Oval	Sandringham	Municipal / Regional	SG	●	●									●					PPRZ		DSE	BCC	2.55	
109	Trey Bit Reserve	Sandringham	District	SG		●								●	●					PPRZ		DSE	BCC	0.58	
113	Tjilatjirin Reserve (Tulip Street, Spring Street and Destructor Ovals)	Sandringham	Municipal / Regional	SG	●	●				●					●	●				PPRZ		BCC	BCC	8.46	
126	Sandringham Beach (Jetty Road to Eliza Street)	Sandringham	Municipal / Regional	BBR							●		●	●			3			PPRZ		DSE	BCC	5.42	
134	Sandringham Secondary College - Sandringham Campus	Sandringham	District	ASSG		●						●								PUZ2		DEECD	DEECD	N/C	

Code	Dog off Leash (DOL) Conditions
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2	DOL (24/7) unfenced areas only. Prohibited in fenced areas.
3	DOL (24/7) between 1 April - 31 October. DOL (early AM and late PM only) during 1 November - 31 March.

Shaded cells indicate the Prime function of the open space

# Appendix 3

## Reference List



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