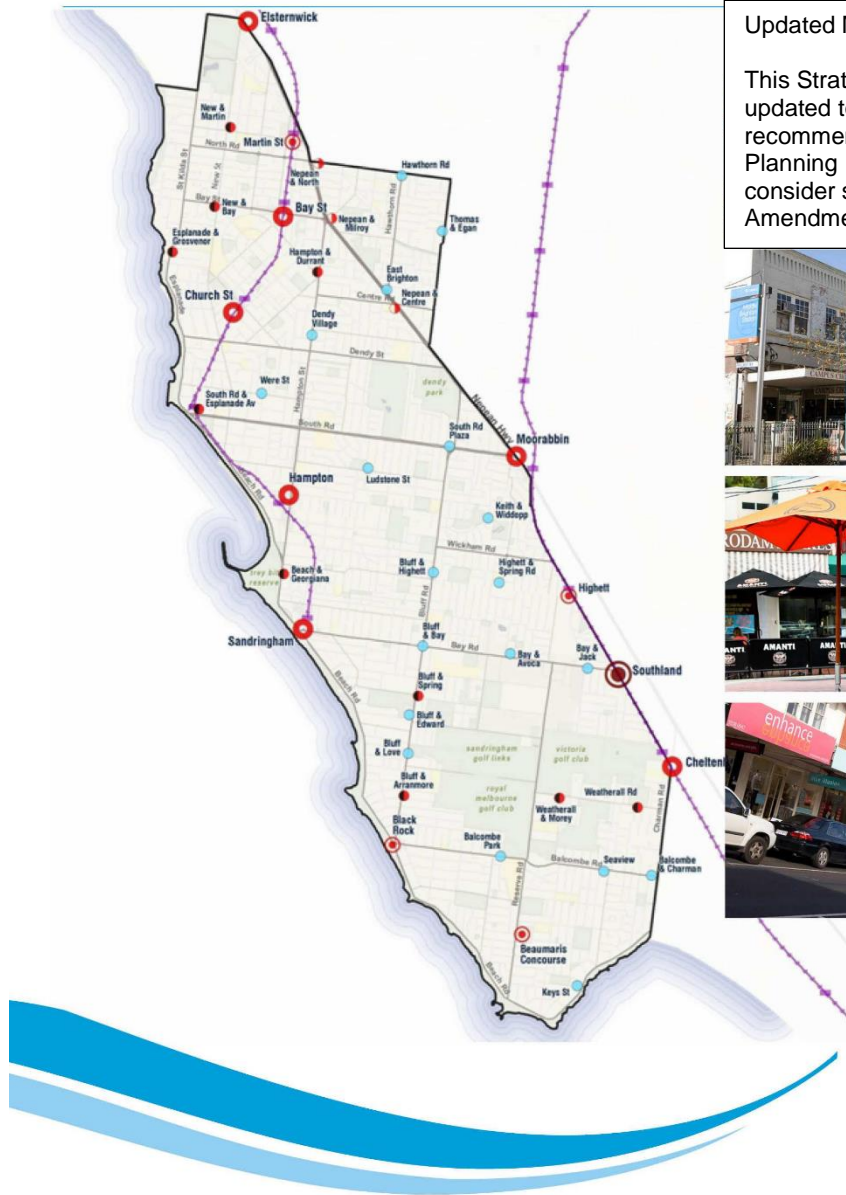


# Bayside Small Activity Centres Strategy

June 2014



Updated March 2019

This Strategy has been updated to reflect the recommendations of the Planning Panel appointed to consider submissions to Amendment C126.



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# 1 Introduction

## 1.1 Purpose of this strategy

The Bayside Small Activity Centres Strategy makes recommendations on planning controls and policies to better manage the smaller order activity centres in Bayside. It focuses on role definition, built form and supporting convenience retailing and the important social role these small centres play. It follows on from the *Bayside Housing Strategy 2012*, which identified a number of smaller order activity centres in Bayside as locations where additional small scale residential development can be located.

## 1.2 Background

Bayside has 47 retail and commercial centres, called activity centres, with an estimated 1,800 businesses employing more than 3,500 people (*Bayside Economic Development Strategy, 2010*). Together, these centres form a key component of the local economy of Bayside and play an important role in providing services and a community meeting point for the Bayside community. Figure 1 shows the location of activity centres in Bayside.

The Major and Large Neighbourhood Activity Centres in Bayside are subject to their own research and analysis and in most cases already have existing planning controls in place within the Bayside Planning Scheme. They have not therefore been included in this study.

This strategy focuses on the smaller order activity centres for which there is limited policy guidance within the Bayside Planning Scheme.

The following land has been included in the study:

- All land zoned Commercial 1 Zone (previous Business 1, 2 and 5 Zoned land); and
- All business and retail precincts with a cluster of three or more retail outlets or shop premises, regardless of their zoning.

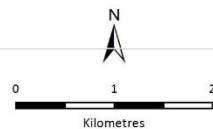
Land within the Bayside Business District has been excluded as has land within Major Activity Centres and Large Neighbourhood Activity centres.

A review of the business mix, appearance and performance of the smaller order activity centres, the *Bayside Small Activity Centres Review (May 2013)*, was undertaken in 2011/2012 and finalised in May 2013. Further reviews were completed throughout the implementation of the Strategy as part of the Planning Scheme Amendment process. These recommendations from this work has informed the March 2019 update to this Strategy, consistent with the recommendations of the Planning Panel appointed to consider Amendment C126. This strategy builds on the information in that review and makes recommendations for the future planning of these centres.

Figure 1: Location of Activity Centres in Bayside



- |                                     |                    |
|-------------------------------------|--------------------|
| <b>Activity Centre Type</b>         | Municipal Boundary |
| Principal Activity Centre           | Railway Station    |
| Major Activity Centre               | Railway Line       |
| Large Neighbourhood Activity Centre |                    |
| Smaller Order Activity Centre       |                    |



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## 1.3 Objectives of the strategy

The overall objectives of the Bayside Small Activity Centres Strategy are to:

- Develop a strategic and statutory planning framework defining and facilitating the evolution of the smaller order activity centres in Bayside; and
- Review the appropriateness of current Council planning policies and controls affecting the smaller order activity centres in Bayside and outline planning scheme changes and actions for Council to better manage these centres.

## 1.4 Approach

Planning for the smaller order activity centres in Bayside began with a draft Bayside Small Activity Centres report prepared by IUM in 2005. Due to the concurrent preparation of the Major Activity Centre Structure Plans, there was no opportunity for Council to consider and adopt the report at that time.

In 2010, Red Ink was commissioned to update the IUM report, taking into account changes in policy context as well as physical changes within the centre. To feed into the update of the report, in 2011 and 2012/13, the *Bayside Small Activity Centres Review (May 2013)* was undertaken by Council staff, taking into account land use surveys and consultation with business owners and managers.

Urban design assessments and profiles were prepared in 2012 by Hansen Partnership Pty Ltd for all Small Neighbourhood Activity Centres and Strategic Redevelopment Sites identified in the Housing Strategy. These guidelines were prepared from first principles and identified the development capacity of each centre/site and urban design guidelines to guide development.

In 2013, Council combined the information from the 2005 and 2010 draft reports, the *Bayside Small Activity Centres Review (May 2013)* and the urban design profiles to finalise the *Draft Bayside Small Activity Centres Strategy July 2013* for Council's consideration. This draft strategy takes into account the implications of the new commercial zones that came into effect on the 1 July 2013.

An economic assessment and peer review of the changes proposed in the strategy was undertaken by Essential Economics. The assessment and peer review was generally supportive of the approach taken in the Strategy, and recommended a small number of changes to improve the Strategy that were generally incorporated into the *Draft Bayside Small Activity Centres Strategy*.

Following Council's adoption of the Strategy in 2014, a number of subsequent changes were made to the proposed planning scheme amendment documentation.

As a result of the submissions received to Amendment C126, which proposed to implement the Strategy into the Scheme, Council undertook a further review in 2017 of the existing conditions and land use in each centre, a further economic analysis (prepared by SGS Economics and Planning Pty Ltd) and an updated Urban Design and Built Form analysis (prepared by Echelon Planning and Catalyst Development Services).

As a result of these reviews, a number of changes were incorporated which resulted in some substantial changes to the way the controls were to be applied. The amendment was re-exhibited in 2018 with further submissions received. Council adopted a number of changes in response to the second round of exhibition and identified a number of minor changes to be incorporated as part of the Panel Hearing.

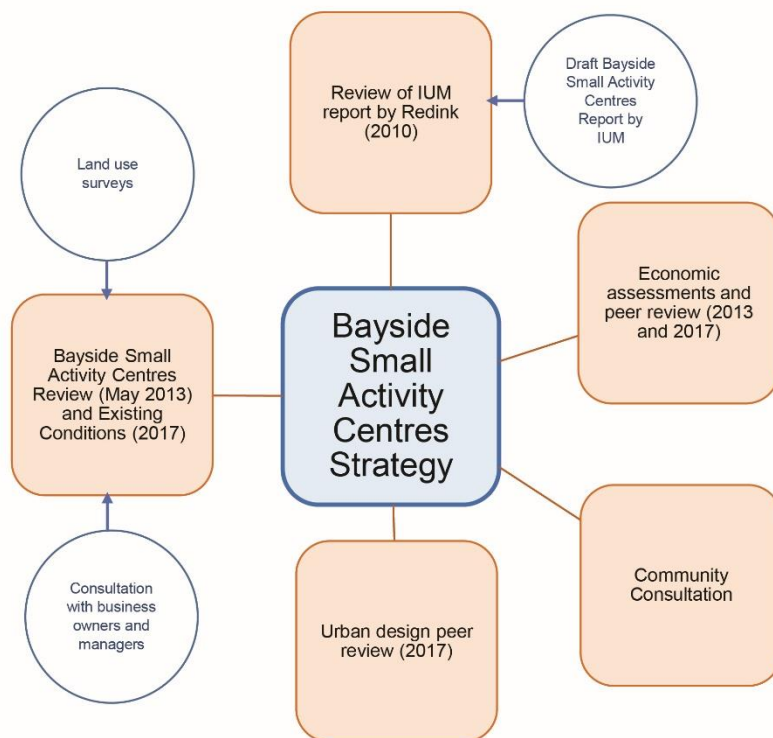
Recommendation 5 of the Panel was to:

*Update and refine the Bayside Small Activity Centres Strategy 2014 having regard to the Bayside Small Activity Centres Urban Design Review, December 2017, Bayside Small Activity Centres Urban Built Form Review, December 2017 and Small Activity Centres Strategy - Economic Analysis, September 2017 in a way that is consistent with the Panel's recommendations before introducing this as a background document in Clause 72.08 of the Bayside Planning Scheme.*

As a result, this document was updated in March 2019 to reflect the various changes to the strategic framework for small activity centres resulting from Amendment C126.

Figure 2 below outlines the approach taken to the development of the Bayside Small Activity Centres Strategy.

**Figure 2: Approach to the development of the Bayside Small Activity Centres Strategy**



## 2 Policy context

### 2.1 State Planning Policy Framework

The State Planning Policy Framework (SPPF) includes numerous objectives and strategies to support the concentration of housing, retail and commercial development into activity centres. Focusing development in these locations, which are accessible by public transport, means that more people will be able to access shopping, employment and community services by foot or bicycle, giving people the option to leave the car at home.

The focus of the State Planning Policy Framework is on the Principal and Major Activity Centres but it also recognises the important role that Neighbourhood Activity Centres play in meeting local convenience needs, and providing a community focal point. It also earmarks these centres as locations for higher density housing that is designed to fit the context and enhances the character of the area. Clause 11.01-2 and 11.04-2 of the SPPF are of particular relevance.

The activity centre hierarchy outlined in the SPPF has largely been maintained within the new metropolitan planning strategy, *Plan Melbourne*. Neighbourhood Activity Centres are identified within *Plan Melbourne* as 'neighbourhood centres,' the role of which is to provide a range of goods and services to a predominantly local catchment (the '20 minute neighbourhood') whilst maintaining their 'village' character and feel.

The key policy directions within Plan Melbourne relating to neighbourhood centres are as follows:

- Initiative 4.1.1 Update the SPPF to strengthen and clarify existing policy around neighbourhood centres, specifically their "retail, residential and mixed- use role"
- Initiative 4.2.2 Protect Melbourne's neighbourhood centres, including provision for mandatory controls. It is noted that the potential for Councils to implement mandatory height controls within neighbourhood centres is explicitly referenced as a 'short term' action.

### 2.2 Bayside Municipal Strategic Statement

The Bayside Municipal Strategic Statement (MSS), part of the Bayside Planning Scheme, provides the local policy basis for planning in Bayside.

The Strategic Land Use Framework Plan (**Clause 21.02**) sets out the hierarchy of centres in Bayside as follows; Principal Activity Centre, Major Activity Centres and Neighbourhood Activity Centres.

This hierarchy is clarified further in **Clause 21.03-1 - Activity Centres** and **Clause 21.07 – Economic Development**.

- Principal Activity Centre – Southland (outside municipality)
- Major Activity Centre:
  - Bay Street, Brighton
  - Church Street, Brighton
  - Hampton Street, Hampton
  - Sandringham Village, Sandringham
  - Moorabbin (part outside municipality)
  - Cheltenham (outside municipality)
- Large Neighbourhood Activity Centre:
  - Martin Street, Brighton
  - Black Rock
  - Beaumaris Concourse
  - Highett (part outside municipality)

It is acknowledged that the *Plan Melbourne* refresh recognizes Cheltenham-Southland as a Major Activity Centre from its previous classification as a Principal Activity Centre.

Clause 21.07 then goes on to state, *'In addition to these larger centres, there are numerous smaller Neighbourhood Activity Centres, or smaller shopping centres and corner stores, which serve mainly the day to day convenience needs of surrounding residents'*.

In relation to these smaller order activity centres, the following objectives and strategies in the Municipal Strategic Statement are of relevance.

## **Clause 21.03 - Settlement and Housing**

### **21.03-1 Activity Centres**

#### **Objective 2**

*To deliver increased housing densities and diversity of dwellings within activity centres.*

*Strategies to achieve this objective include:*

- *Provide for increased diversity and density of housing to meet the needs of the community and increased activity in activity centres.*
- *Encourage the use, renovation and development of shop top dwellings.*
- *Add to or replace single storey buildings with new multi-storey buildings to provide additional housing opportunities in business precincts and zones. Encourage redevelopment of larger sites for higher density residential dwellings.*
- *Discourage the replacement and construction of single dwellings.*
- *Encourage the more efficient use of built form through the consolidation of sites and construction of basement car parks.*



## **Clause 21.06 - Built Environment and Heritage**

### **21.06-1.2 Activity Centres**

#### **Objective 1**

*To achieve high quality built form and public realm design that conserves and enhances valued urban character and heritage places.*

*Strategies to achieve this objective include:*

- *Ensure new development is compatible with the vision for the centre and avoids materially altering the scale of the centre.*
- *Maintain and enhance the traditional, fine grain streetscape rhythm and building scale of activity centres.*
- *Enhance the 'village' focus of neighbourhood Activity Centres.*
- *Ensure that the interface between Activity Centres and adjacent residential areas is appropriate in terms of built form and amenity.*

#### **Objective 2**

*To provide vibrant, attractive pedestrian environments that are safe and accessible for people with all levels of mobility.*

*Strategies to achieve this objective include:*

- *Ensure that new buildings and streetscape works are designed to enhance the public realm and promote safety and access.*
- *Encourage building design which provides visual surveillance of streets and public spaces.*

#### **Objective 3**

*To protect the amenity of dwellings within and adjacent to activity centres.*

*Strategies to achieve this objective include:*

- *Ensure that buildings are designed to provide a transition in built form at the interface between business and residential precincts.*
- *Ensure that commercial buildings at the interface between business and residential precincts are designed to respect the amenity of existing residential uses, particularly in relation to noise generating uses and equipment.*

## **Clause 21.07 – Economic Development**

#### **Objective 1**

*To support the economic and social sustainability of activity centres.*

*Strategies to achieve this objective include:*

- *Encourage a diversity of retail, commercial and community activities to serve the needs of the local community and support tourism.*

- *Retain, strengthen and diversify the retail core in each Major Activity Centre and large Neighbourhood Activity Centre.*
- *Locate major retail developments that may serve a wider catchment area in the retail core of Major Activity Centres.*
- *Facilitate high quality commercial, residential and mixed use development within and adjacent to the retail core and on large sites in Major Activity Centres.*
- *Encourage community services that cater to the needs of residents and visitors to be located in activity centres.*
- *Ensure the individual strengths of each centre are maintained.*
- *Enhance opportunities for appropriate services catering to needs of residents.*
- *Ensure all office development in Activity Centres is of a high quality. Restrict the establishment of gaming machines in shopping centres.*

## **Clause 21.09 - Transport and Access**

### **21.09-1.1 Cycling**

#### **Objective**

*To improve the cycle network in general and in particular the cycling provisions in Activity Centres and other destinations.*

*Strategies to achieve this objective include:*

- *Improve bicycle networks and facilities, providing safe and convenient access to key destinations in and around Bayside for the full range of cyclists and cycling experiences.*

### **21.09-1.2 Roads**

#### **Objective 1**

*To improve access, movement and car parking within, around and through activity centres.*

*Strategies to achieve this objective include:*

- *Manage traffic circulation to avoid vehicle congestion and facilitate safe pedestrian and bicycle movements.*
- *Enhance the amenity and safety of public spaces surrounding train stations and bus and tram stops by improving lighting, surveillance and, where practical, providing weather protection.*
- *Enhance pedestrian links between train stations, bus and tram stops and the retail core and surrounding residential areas.*
- *Enhance safety, accessibility and appearance of laneway connections and off-street car parks by improving view lines and lighting.*
- *Facilitate laneway widening and connections where possible.*

## **21.09-2 Car parking and Loading**

### **Objective**

*To provide adequate car parking facilities in and around shopping centres, employment areas and in appropriate locations along the coast.*

*Strategies to achieve this objective include:*

- Provide continuous service and car park access lanes at the rear of shops and future housing.*
- Encourage the loading and servicing of business premises from the rear. Improve parking provision within and around Activity Centres.*
- Encourage rear loading and unloading facilities to serve activities.*

## **2.3 Revised Zones**

The Victorian Government announced in 2012 that planning zones were to be reformed. Consultation on the reformed zones was undertaken in 2012, with the reformed commercial zones coming into effect on the 15 July 2013. Of relevance to this strategy are the following zone reforms:

- Commercial 1 Zone (replaces Business 1, 2 and 5 Zones).**

In contrast to the previous Business 1, 2 and 5 Zones, the new Commercial 1 Zone does not allow the planning scheme to distinguish between areas suitable for office/employment type uses and retail uses as both offices and retail uses (except for Adult sex bookshop) are now as of right. There is no longer the ability to 'schedule in' restrictions on the location or scale of offices, restaurants or shops, which Bayside had previously utilised in the Business 1 and 2 Zones

There is an express reference in the purpose of the Commercial 1 Zone to providing for residential uses at densities complementary to the role and scale of the commercial centre. All accommodation uses (other than a Corrective institution) and retail uses (except for Adult sex bookshop) are now as-of-right under the Commercial 1 Zone.

The new Commercial 1 Zone also allows applications to be made for a number of uses which were previously prohibited in the Business 5 Zone, including shops, warehouses, and industry.

- Commercial 2 Zone (replaces Business 3 and 4 Zones).**

The new Commercial 2 Zone removes permit requirements for cinemas, cinema-based entertainment facility, food and drink premises, restricted retail premises, offices and warehouses. It also removes the maximum floor area restriction for an office, and allows motel and residential hotel subject to a permit. Accommodation except for caretaker's house is prohibited.

Importantly, the Commercial 2 Zone now allows small scale supermarkets up to 1800 sq m and associated shops up to 500 sqm without a permit. These uses were previously prohibited under the Business 3 and 4 Zones.

Within the City of Bayside, the Commercial 2 Zone only applies to the Bayside Business Employment Area, which was previously zoned Business 3. There was no land zoned Business 4.

- ***Amended Industrial 3 Zone***

The amended Industrial 3 Zone now allows supermarkets of up to 1,800sqm and associated shop to a maximum of 500sqm in areas without planning permission on sites adjoining or within 30 metres of a road in a Road zone (i.e. arterial or major roads). Shops (other than Adult sex bookshop, Convenience shop and Restricted retail premises) were prohibited in the previous Industrial 3 Zone.

Although Bayside has no Industrial 3 zoned land, several sites located within the Cities of Glen Eira and Kingston are located within a few hundred metres of Bayside's municipal boundary. These sites could potentially be targeted for supermarket/small shop development.

- ***Amended Mixed Use Zone***

The amended Mixed Use Zone now allows a maximum building height to be specified in the schedule to the zone. However, floor area restrictions on office, shop and trade supplies have been removed from the Schedule to the zone (maximum floor areas for office and shop now specified in the zone).

The purpose of the amended Mixed Use now explicitly refers to providing housing at higher densities, as well as facilitating the use, development and redevelopment of land in accordance with the objectives specified in a schedule to this zone.

- ***Reformed Residential Zones***

As of July 1 2014, the existing Residential 1, 2 and 3 Zones were deleted from the Victoria Planning Provisions and replaced with the General Residential, Neighbourhood Residential and Residential Growth Zones.

The Minister for Planning approved Bayside's Planning Scheme Amendment request to implement the three new residential zones, which were gazetted into the Bayside Planning Scheme in June 2014.

The key changes between the Residential 1 Zone, which Bayside previously used over the majority of its residential land as well as within a number of Small Neighbourhood Activity Centres, and the three new zones are as follows:

*General Residential Zone (GRZ) and Neighbourhood Residential Zone (NRZ)*  
Both the GRZ and NRZ reduce restrictions on a number of non-residential land uses. Medical centres, which required planning permission under the Residential 1 Zone, are now allowed as of right so long as the gross floor area does not exceed 250m<sup>2</sup>. There is also no limit on floor space for a Convenience Shop in the GRZ, which was capped at 80m<sup>2</sup> in the Residential 1 Zone as well as the NRZ.

*Residential Growth Zone (RGZ)*

The RGZ allows a number of commercial uses without a planning permit (albeit subject to conditions) which were subject to permit or prohibited under the Residential 1 Zone. These include food and drink premises and shops. The RGZ also allows a permit to be granted for an office, which was prohibited in the Residential 1 Zone.

## 2.4 Retail Implications of New Planning Zones

The zoning changes outlined above have implications for existing small activity centres in Bayside, and elsewhere in metropolitan Melbourne for that matter, as the 'planning certainty' is reduced due to the likely expansion in the number of locations outside of activity centres where new retail activities may locate. This may serve to reduce investment in existing small centres as a response to a greater perceived investment opportunity in large scale industrial/employment areas that were previously off limits. Such development could attract trade from existing Bayside activity centres.

Allowing the development of new shopping centres on land not previously available for supermarket/shop use could also lead to a proliferation of supermarket-based development in locations for which no strategic policy support or justification exists.

Under the zoning changes supermarkets could be developed within the Bayside Business District (BBD) and on land on the northern (Kingston) side of Nepean Highway. These potential new 'out-of-centre' developments could undermine the vitality and viability of existing activity centres by redirecting trade to the new centres and by attracting existing tenants to re-locate to the new centres.

The decrease in the number of uses that require a permit and the rationalisation of the business zones also removes the discretion Council previously had which provided the ability to manage the commercial mix in centres. For example, under the previous zoning regime, the Business 2 Zone was designed to specifically encourage the development of offices. To achieve this it made retail premises and shop a permit required use and offices as of right. Under the new Commercial 1 Zone, an Office, Retail Premises and Shop are as of right, which limits Council's ability to control where these uses are located.

These zoning changes have reduced the ability of the Planning Scheme to enforce a strong activity centre-based policy. The proposals outlined in the remainder of this report seek to provide as much clarity and support, albeit limited, to Bayside's existing activity centres as is achievable under the new zones.

## 2.5 Bayside Housing Strategy

The *Bayside Housing Strategy (September 2012)* identifies locations for increased residential development in Bayside. The primary focus for increased residential development is in the Principal and Major Activity Centres, with some additional development in the Large Neighbourhood Activity Centres and identified Strategic Redevelopment Sites.

The Housing Strategy also identifies 18 Small Neighbourhood Activity Centres as locations where additional small scale residential development can be accommodated, in the form of shop top housing that respects the local built form context.

Small Neighbourhood Activity Centres are small centres with limited retailing that provide a local convenience role to their immediate area. To be included in this category, they must have some form of convenience retailing, either in the form of a small supermarket or milk bar and a small number of other retail premises.

Small Neighbourhood Activity Centres are classified in the *Bayside Housing Strategy (September 2012)* as either moderate growth areas (up to 3 storey development anticipated) or minimal residential growth areas (no more than 2 storey development anticipated), with the detailed urban design of each centre (site coverage, height, scale and massing) to be determined by individual design frameworks or structure plans.

As part of its Planning Scheme Amendment request to implement the new residential zones (Amendment C106), Council had also included a number of changes to the Municipal Strategic Statement (MSS) and local policy to implement the *Bayside Housing Strategy (September 2012)*. This would provide further policy guidance in relation to Small Neighbourhood Activity Centres and the role they will play in the provision of housing in Bayside. This component of the Amendment was not approved by the Minister for Planning.

The reviews of Amendment C126 and the SAC Strategy in response to submissions also identified small activity centre locations where it is possible to accommodate increased growth than initially envisaged through the broader analysis undertaken as part of the Housing Strategy. The level of growth is generally consistent with the Housing Strategy as it typically provides for development of up to three storeys, except in locations where there are fewer amenity impacts to consider, for example, the highway oriented centres where development of up to four storeys can be considered.

## 2.6 Policy Gap

Currently there is limited policy guidance in the Bayside Planning Scheme for the smaller order activity centres in Bayside. As discussed above, the implementation of the *Bayside Housing Strategy (September 2012)* would provide more detailed guidance around the future development expectations in Small Neighbourhood Activity Centres.

However, the *Bayside Housing Strategy (September 2012)*, as expected, only dealt with those centres that will play a role in providing additional housing in Bayside. It did not address the other small commercial activity centres in Bayside that have no convenience retailing (and so were not considered appropriate locations for increased housing densities), but play an important role by providing business premises for small local businesses. Nor did it address the retailing/commercial component of the Small Neighbourhood Activity Centres. This is the role of this Small Activity Centres Strategy.

The limited policy guidance and the range of zones applied to the smaller order centres in Bayside has meant that in some centres, commercial ground floor premises have been converted to residential use and active ground floor frontages have been lost.

Given the limited commercial zoning available in Bayside and the important local economic role these smaller order centres play, there is a need to provide further policy guidance on the expected role and function of these centres.

In addition, with the *Bayside Housing Strategy (September 2012)* identifying Small Neighbourhood Activity Centres as locations for future small scale residential development, it is important to ensure the policy framework is in place to identify expected built form outcomes for these centres, particularly considering their size and residential context.

## 3 Developing the Policy Framework

The key to managing the smaller order centres in Bayside is to identify their existing and potential role as commercial and community hubs and to ensure that planning controls manage change and development so that the centres can take on roles that are of benefit to the Bayside community.

### 3.1 Identifying existing roles

The smaller order centres in Bayside have already been classified to some extent by the *Bayside Housing Strategy (September 2012)*, which identifies 18 smaller order centres as Small Neighbourhood Activity Centres. Within this classification there are variations in the roles and sizes of the centres. However, the defining characteristic is that they are capable of accommodating or presently have some form of convenience retailing, either in the form of a small supermarket or milk bar and a small number of other retail premises. Through the analysis process, there are 24 centres which meet the Small Neighbourhood Activity Centre classification. In addition, there are 4 smaller order centres that have not been included in the Small Neighbourhood Activity Centre classification as they did not have a supermarket or milkbar at the time the *Bayside Housing Strategy (September 2012)* was developed and are considered unlikely to in the future . For ease of reference, these 4 smaller order centres (with no milkbar or supermarket) will be referred to as small commercial activity centres.

A summary of the existing conditions and current role of each centre is provided below.



**Table 1: Existing conditions and roles of Bayside's smaller order centres (as at 2014)**

Centre Name	Number of ground floor premises	Convenience Retail	Existing Centre Zoning (previous zone)	Current role
<b>Small Neighbourhood Activity Centres</b>				
Hawthorn Road	22	Milk Bar	C1Z (B1Z)	Mix of businesses including convenience and destination shops.
East Brighton Shopping Centre, Brighton East	17	Supermarket	C1Z (B1Z)	Local convenience centre for the local community.
Dendy Village, Brighton	19	Weekly	C1Z (B1Z)	Local convenience and service shops along with 'building' related destination shops
South Road Plaza, Hampton	11	Milk Bar	C1Z (B1Z)	Car based, take away and convenience. Plays a role on two main roads.
Bluff Road & Highett Road Centre, Hampton	22	Supermarket	C1Z (B1Z)	Local convenience, weekly shop and office accommodation. Centre is disjointed because the service station and supermarket car parking separates the supermarket and the rest of the centre. Bluff Road is a busy road that can be difficult to cross.
Bluff Road & Bay Road, Sandringham	16	Nil- has lost milk bar	C1Z (B1Z)	Small centre with some speciality businesses and takeaway foods.
Bay Road & Avoca Street, Highett	7	Milk Bar	C1Z (B1Z)	Service role to surrounding businesses in the Business Employment Area.
Bay Road & Jack Road, Cheltenham	14	Milk Bar	C1Z (B1Z)	Small local shopping centre, providing office accommodation and local services.
Bluff Road & Love Street, Black Rock	13	Nil- has lost milk bar	MUZ	Small local office/business role.

<b>Centre Name</b>	<b>Number of ground floor premises</b>	<b>Convenience Retail</b>	<b>Existing Centre Zoning (previous zone)</b>	<b>Current role</b>
Seaview Shopping Centre, Beaumaris	30	Supermarket	C1Z (B1Z)	Neighbourhood convenience shopping strip centre, providing local services and shopping.
Balcombe Road & Charman Road, Beaumaris	28	Milk Bar	C1Z (B1Z)	A convenience centre in transition to more office/small business/destination shopping focus.
Balcombe Park, Beaumaris	14	Milk Bar	MUZ	Small centre with offices and professional services/medical niche. Milk bar and restaurants service local residents and high school.
Thomas and Egan Street, Brighton East	7	Milk Bar	C1Z (B1Z)	Local services and office.
Brighton Beach (Were Street) Centre, Brighton	12	Supermarket	C1Z (B1Z)	Local convenience and cafés.
Ludstone Street, Hampton	7	Milk Bar	C1Z (B1Z)	Small local centre with 'top up' convenience shopping.
Keith Street & Widdop Crescent, Hampton East	7	Milk Bar	MUZ	Offices for local businesses.
Highett & Spring Road (Little Highett Village, Highett)	17	Milk Bar	C1Z (B1Z)	Medical and local services
Keys Street Shopping Centre, Beaumaris	28	Milk Bar	C1Z (B1Z)	Office, café/restaurant and some services for local population

Centre Name	Number of ground floor premises	Convenience Retail	Existing Centre Zoning (previous zone)	Current role
<b>Small Commercial Activity Centres</b>				
Nepean Highway & North Road, Brighton	4	nil	R1Z	Highway oriented, car based retail precinct (service station, takeaway food).  Identified as Strategic Redevelopment Site in Housing Strategy.
Nepean Highway & Milroy Street, Brighton East	20	nil	C1Z (B2Z)	Highway oriented, destination shopping centre, warehousing and showrooms.  Identified as Strategic Redevelopment Site in Housing Strategy.
South Road & Esplanade Avenue, Brighton	11	nil	C1Z & MUZ (B2Z & MUZ)	Two distinct areas. Shopping strip on South road/Station walk has range of businesses from local destination to health/fitness and cafés. Area around Milanos has large scale offices and tavern. The railway and surrounding area is the gateway to the tourist icon 'Brighton Bathing Boxes'. However, access from the station is not visually attractive and signage is poor. The strip shopping centre is not well connected with railway station or area around Milano's.  Identified as Strategic Redevelopment Site in Housing Strategy.
Beach Road & Georgiana Street, Sandringham/ Hampton	11	nil	C1Z (B2Z)	Marine industry business park, offices and service station.  Identified as Strategic Redevelopment Site in Housing Strategy.
New Street & Bay Street, Brighton	16	nil	C1Z (B5Z)	Dispersed centre, specialty shops/ services. Bay Street Major Activity Centre close by.

Centre Name	Number of ground floor premises	Convenience Retail	Existing Centre Zoning (previous zone)	Current role
Esplanade & Grosvenor Street, Middle Brighton	9	nil	C1Z (B1Z)	Centre in transition. Emerging business/tourism accommodation role with opening of Quest Hotel and Endota day spa.
Hampton Street & Durrant Street, Brighton	4	nil	R1Z	Marginal speciality/destination centre.
Bluff Road & Spring Street, Sandringham	11	nil	MUZ	Destination/ specialty shops.
Bluff Road & Arranmore Avenue, Black Rock	9	nil	MUZ	Small commercial centre, mainly offices and local business.
Weatherall Road Shopping Centre, Cheltenham	10	nil	MUZ	Local centre, takeaway and local service shops.
Weatherall Road and Morey Road, Cheltenham	3	nil	C1Z (B5Z)	A small centre comprising offices and a café.

Centre Name	Number of ground floor premises	Convenience Retail	Existing Centre Zoning (previous zone)	Current role
Nepean Highway & Centre Road, Brighton East	7	nil	C1Z (B2Z)	Highway oriented, destination shopping including 'bulky goods' and office.
Bluff Road & Edward Street, Black Rock/Sandringham	7	Milk Bar	C1Z (B1Z)	Small convenience centre. Provides services to nearby hospital and Council offices.
New Street & Martin Street, Brighton	9	nil	C1Z (B1Z)	Specialist shops. Developing a design niche.
Landcox Street, Brighton East	2	nil	R1Z	Local meeting spot. Not functioning as a centre.
Bluff Road & Apex Avenue, Hampton East	1	Coles express as part of Service station	R1Z	Service station - not functioning as a centre.
Bay Road & Gladstone Street, Sandringham	2	nil	R1Z	Solicitors' office and shop front. Not functioning as a centre.
New Street & Lewis Street, Brighton	1	Milk Bar	R1Z	Local deli - lunches, milk & bread. Not functioning as a centre.
Noyes Street, Highett	2	Nil	R1Z	Local business. Not functioning as a centre.
Thomas Street, Hampton	1	Nil	R1Z	Local café. Not functioning as a centre.

## 3.2 Identifying Centre Roles

### Small Neighbourhood Activity Centres

Small Neighbourhood Activity Centres are small centres with limited retailing that provide a local convenience role to their immediate area. To be included in this category, they must have some form of convenience retailing, either in the form of a small supermarket or milk bar and a number of other retail premises.

They range in size from small centres of approximately 7 shops with a milk bar, to larger centres of approximately 30 shops anchored by a small supermarket.

These centres play an important role in providing local convenience shopping which helps build the social capital of neighbourhoods and provides the opportunity for access by walking or cycling.

### Small Commercial Activity Centres (Mixed Use and Highway Oriented)

Within the Small Commercial Activity Centres classification, there are two distinct types of centres:

- Mixed use commercial centres with a variety of business types but no convenience retailing role; and
- Highway oriented centres which have a focus on the Nepean Highway.

Both types of centres play an important role in providing retail and commercial premises. The mixed use commercial centres accommodate smaller retail and commercial premises, supporting local jobs and enterprise, while the highway oriented centres provide accommodation for larger scale retail premises that benefit from highway exposure and typically require larger floorplates.

It is proposed that those commercial centres focused on the Nepean Highway are grouped together under a 'highway focused' role, whilst the other commercial centres are grouped together under a 'mixed use' role.

Proposed roles and definitions for each centre are detailed below in Table 2.

**Table 2: Proposed roles and definitions**

Role	Definition	Centre
<p><b>Small Neighbourhood Activity Centre</b></p>	<p>Small centres that provide convenience retailing for the daily convenience and ‘top-up’ needs of local residents and passing motorists.</p> <p>They have a small supermarket or milk bar as well as providing other commercial/retail premises such as takeaway food premises, café, hairdressers, offices and specialist retailing services. Can also include local medical and allied health services.</p>	East Brighton Shopping Centre, Brighton East
		Dendy Village, Brighton
		Brighton Beach (Were Street) Centre, Brighton
		Bluff Road & Highett Road Centre, Hampton
		Seaview Shopping Centre, Beaumaris
		Balcombe Road & Charman Road, Beaumaris
		Thomas and Egan Street, Brighton East
		South Road Plaza, Hampton
		Highett & Spring Road (Little Highett Village, Highett)
		Bluff Road & Bay Road, Sandringham
		Bay Road & Jack Road, Cheltenham
		Bluff Road & Love Street, Black Rock
		Balcombe Park, Beaumaris
		Ludstone Street, Hampton
Keith Street & Widdop Crescent, Hampton East		
Hawthorn Road Shopping Centre, Brighton East		
Keys Street Shopping Centre, Beaumaris		

		Bay Road & Avoca Street, Highett
		Bluff Road & Edward Street, Black Rock/Sandringham
		New Street and Bay Street, Brighton
		Esplanade and Grosvenor Avenue, Brighton
		Bluff Road and Spring Street, Sandringham
		Bluff Road and Arranmore Avenue, Black Rock
		Weatherall Road Shopping Centre, Cheltenham
<b>Small Commercial Activity Centre (Mixed Use)</b>	Small commercial areas comprising services, offices and limited retail uses, but lacking convenience retail function.	South Road and Esplanade Avenue, Brighton
		Beach Road and Georgiana Street, Sandringham/Hampton
		Weatherall Road and Morey Road, Cheltenham
		New Street and Martin Street, Brighton
<b>Small Commercial Activity Centre (Highway Oriented)</b>	Small highway-oriented commercial areas typically comprising smaller scale homemaker and peripheral sales retail uses, services and small offices.	Nepean Highway and Centre Road, Brighton East



The boundaries of the centres listed above are detailed in Appendix 1.

Centres with 2 shops or less previously included in this strategy have been removed from the analysis. Whilst they may fulfil an important local need, they are of such a small size that they do not have any critical mass as a functional activity centres.

The centres removed are:

- Landcox Street, Brighton East;
- Bluff Road & Apex Avenue, Hampton East;
- Bay Road & Gladstone Street, Sandringham;
- Hampton Street and Durrant Street, Brighton;
- Nepean Highway and North Road centre, Brighton East;
- New Street & Lewis Street, Brighton;
- Noyes Street, Highett; and
- Thomas Street, Hampton.

These centres are all currently within a residential zone and are subject to controls which provide for maximum building height of 2 storeys, recognizing the extremely limited potential of these centres to accommodate any growth. The provisions for the Nepean Highway and North Road Centre are outlined further at Section 4.4.

### **3.3 Land Use Analysis**

To determine what policy response is required to manage change and development in these centres, an analysis of the main existing uses in the Small Neighbourhood Activity Centres and Small Commercial Activity Centres was undertaken to identify assets, opportunities, liabilities and threats (refer to Table 3).

Planning controls to manage the liabilities and threats and encourage the retention of assets and take up of opportunities can then be considered.

A more general issue, not related to use, is the fragmentation of ownership within the centres. This can complicate the achievement of a co-ordinated approach to centre management and marketing.

**Table 3: Assets, Opportunities, Liabilities and Threats Matrix**

	Assets (existing)	Liabilities (existing)
	Opportunities (potential)	Threats (potential)
Convenience retail uses	Provide local services and community focus	Limitations in range and price of goods.
	Encourage more walking and cycling to access localised services.	Changing shopping patterns leading to declining businesses Supermarket competition
Food and drink premises	Provide local focus and meeting place Provide support services to employment and industrial areas Provide activity and passive surveillance during the day/evening	Can be a source of noise and/or parking problems Can present a blank façade to the street if only open at night.
	Attract new visitors to centre. Provide local employment. Day and night function.	Displacement of convenience retail function. Can monopolise customer parking (if not time limited) for other retail outlets.
Specialist retail	Adds to economic viability of Bayside Attract new visitors to centre.	
	Clustering of specialty retail to build critical mass.	Displacement of convenience retail function
Highway oriented retail	Diversity of retail services in Bayside. Adds to local economy. High exposure.	Can present poor amenity and poor pedestrian environment Car based- not always access to public transport.
	Increased retail services Improved presentation Provide local employment.	Can present poor amenity May take business from existing Principal and Major Activity Centres
Small scale offices	Adds to economy and service base of Bayside Provides local employment.	Can present 'dead' frontages undermining retail and centre vitality
	Effective reuse of vacant buildings Opportunity for start up businesses. Provides expansion space for home businesses. Encourage more active frontages, such as front receptions.	Displacement of convenience retail function Can monopolise existing customer parking if parking is not time limited.
Shop top housing	Provides housing choice	Displacement of retail/business use if at ground level.
	Provides activity and passive surveillance Improved accessibility. The more people in the catchment of a centre, the better the trading prospects.	Can impact on residential properties behind shopping strip. Can monopolise existing customer parking if parking is not time limited.

## 3.4 Policy Response

### Small Neighbourhood Activity Centres

The main assets in these centres are the provision of local services and a community focal point. Shop top housing also provides housing choice and can make the centre more active with people living above the shops. However, it is important that it does not impact unreasonably on the residential properties adjacent to the centre and that it is not at ground floor level as this can displace retail/business use and fragment the centre.

The main threats and liabilities relate to non-retail uses replacing the convenience retail function and creating blank facades at ground level. Amenity issues often associated with food and/or drink premises and other commercial premises also need to be managed.

In order to appropriately manage these centres, the following general policy responses are considered appropriate:

- Retain local convenience retailing.
- Ensure active ground floor uses and frontages are provided. Encourage uses that bring the community together (e.g. cafés).
- Provide shop top housing in keeping with the surrounding residential context.
- Provide an attractive pedestrian environment to encourage walking and cycling.
- Provide sufficient car parking for centre residents and customers.
- Manage amenity and interface issues with adjoining residential properties.

Further detail, including suggested policy wording is provided in Chapter 4: Recommended Policy Framework.

### Small Commercial Activity Centres (Mixed Use)

Small Commercial Activity Centres (Mixed Use) provide space for smaller scale businesses and specialist retailers which contribute to economic diversity in Bayside and encourage local businesses to stay in the municipality. They can also provide cafés/restaurants that help bring the community together and provide a meeting point. Location based auxiliary retail, offices and other health related uses in these centres at ground floor level can, however, undermine the vitality of the centre by presenting blank facades at ground level.

In order to appropriately manage these centres, the following policy responses are considered appropriate:

- Ensure active ground floor uses and frontages are provided.
- Encourage uses that bring the community together (e.g. cafés and restaurants).

- Provide an attractive pedestrian environment to encourage walking and cycling.
- Provide sufficient car parking for centre residents and customers.
- Manage amenity and interface issues with adjoining residential properties. Support local convenience retailing.

Further detail, including suggested policy wording is provided in Chapter 4: Recommended Policy Framework.

### **Small Commercial Activity Centres (Highway Oriented)**

The main assets for the Small Commercial Activity Centres (Highway Oriented) are location, space and exposure. They provide space for businesses and retailers that want a highway location, such as car sales and big box retailing. This diversifies the shopping provision in Bayside which adds to the local economy. However, these centres can suffer from poor amenity and the interface with adjoining residential properties needs to be managed appropriately. Medium density residential development may also be appropriate in these locations so long as amenity considerations can be addressed.

In order to appropriately manage these centres, the following policy responses are considered appropriate:

- Encourage highway based retail (e.g. Show rooms, bulky goods retailing) in these centres.
- Manage amenity and interface issues with adjoining residential properties.
- Encourage medium density housing in accordance with design guidelines.
- Improve the public realm and pedestrian environment.
- Improve overall presentation to the highway and the surrounding areas.
- Provide sufficient car parking for centre residents and customers.

Further detail, including suggested policy wording is provided in Chapter 4: Recommended Policy Framework.

## **3.5 Retail Gap Analysis**

In addition to the land use analysis, a basic analysis of the 'retail' coverage of Bayside was undertaken to determine whether there were any retail 'gaps', defined as no convenience retail (a supermarket or milk bar) within a five to ten minute walk. A five to ten minute walk (400m - 800m) is generally accepted as the distance that people will walk. Any longer than that and people are likely to use a car.

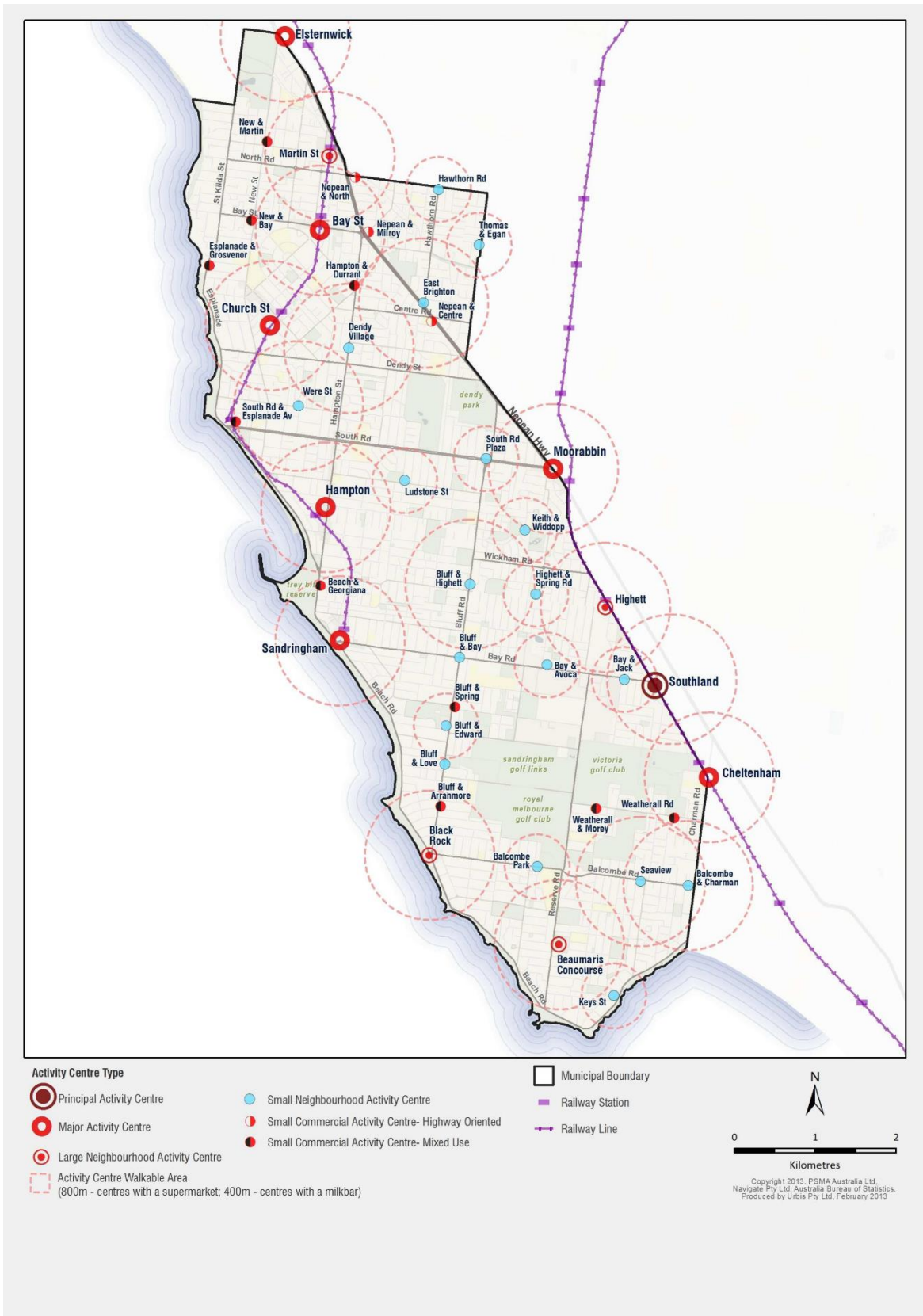
For those centres with a supermarket, a 10 minute walk (800 metres) was considered appropriate as supermarkets have a range of goods on offer which means there is more incentive to walk further. For those centres with a milk bar, a 5 minute walk (400 metres) is considered appropriate as milk bars have a more limited offer.

Looking at Figure 3, Bayside appears well provided in terms of local convenience retailing, with no real retail 'gaps' evident, although re-establishment of some form of local convenience retailing in the following centres may improve accessibility:

- Bluff & Bay Road, Sandringham;
- Esplanade & Grosvenor Street, Middle Brighton;
- New & Bay Street, Brighton; and/or
- New & Martin Street, Brighton.

Overall, the majority of small activity centres play a useful role within the broader hierarchy, providing local residents with accessible options to meet their local convenience needs or serving a specialized purpose, such as the provision of bulky goods retailing.

Figure 3: Retail coverage in Bayside



## 4 Recommended Policy Framework

The key method in which to implement the proposed policy responses for the smaller order centres in Bayside is through changes to the Bayside Planning Scheme, particularly the Municipal Strategic Statement (MSS). The Municipal Strategic Statement provides the local interpretation of the State Planning Policy Statement, and provides the key land use and development objectives for the municipality and the strategies and actions for achieving the stated objectives. These strategies and actions are then implemented through zones and overlays.

Zones control the use of land. Therefore, where it is considered necessary to control land use (for example, residential at ground floor), then a change to the existing zoning is recommended.

The Design and Development Overlay can identify specific requirements relating to the design and built form of new development. Therefore, issues related to the design and built form of new development are recommended to be addressed through the application of the Design and Development Overlay, with relevant schedule provisions. This is the suggested implementation mechanism for the urban design profiles prepared for each centre.

This chapter details the recommended changes to the Bayside Planning Scheme to implement this Strategy.

### 4.1 A new hierarchy for Bayside's smaller order centres

Management of the centres is based on defined roles with a suite of planning controls developed for each type of centre. To properly implement this approach the activity centre hierarchy in the Municipal Strategic Statement (MSS) needs to be amended to reflect this strategy.

Table 2 provides the role definitions and activity centres hierarchy.

#### **Recommendation 1:**

**Amend the Bayside Municipal Strategic Statement to reflect the role definitions and activity centre hierarchy.**

## 4.2 Definition of Centre Roles

It is proposed that the following definition for each role 'type' is also included in the Municipal Strategic Statement (MSS) as detailed in Table 4 below.

**Table 4: Recommended role definition**

Role	Definition
Small Neighbourhood Activity Centre - Convenience	<p>Small centres that provide convenience retailing for the and passing motorists. daily convenience and 'top-up' needs of local residents</p> <p>They have a small supermarket or milk bar as well as providing other commercial/retail premises such as takeaway food premises, café, hairdressers, offices and specialist retailing services.</p> <p>Also include local medical and allied health services.</p>
Small Commercial Activity Centre (Mixed Use)	<p>Small commercial areas comprising services, offices and limited retail uses, but lacking a convenience retail function.</p>
Small Commercial Activity Centre (Highway Oriented)	<p>Small highway-oriented commercial areas typically comprising smaller-scale homemaker and peripheral sales retail uses, services, and small offices.</p>

## 4.3 Vision for centres

To support each centre's role in the activity centre hierarchy, the following vision for each type of centre is proposed.

### **Small Neighbourhood Activity Centres**

These local shopping centres provide convenience retailing for the daily and 'top-up' needs of local residents and passing residents. They have a small supermarket or milk bar as well as providing other commercial/retail premises such as takeaway food premises, café, hairdressers, offices and specialist retailing services.

Community interaction is encouraged by the provision of local services and cafés. Active ground floor frontages help to create a safe and attractive pedestrian environment whilst shop-top housing, in keeping with the surrounding residential context, provides activity and passive surveillance for the centre.



The re-establishment of convenience retailing in centres where it has been lost is encouraged.

### **Small Commercial Activity Centres- Mixed Use**

These centres provide office/business accommodation and specialist retail services. The commercial role of these centres is supported, as is the provision of local convenience services that support these offices/businesses.

Active ground floor frontages help to create a safe and attractive pedestrian environment whilst shop-top housing in keeping with the surrounding residential context provides activity and passive surveillance for the centre.

### **Small Commercial Activity Centres- Highway Oriented**

These centres provide opportunities for retail/commercial uses that require a high exposure, main road location. The redevelopment of these centres for highway oriented retail will be explored.

Shop-top housing in keeping with the surrounding residential context is encouraged as it provides activity and passive surveillance for the centre.

The next sections set out the detailed policy recommendations for each centre.

**Recommendation 2:            Include a vision for each type of centre in the Municipal Strategic Statement.**

## 4.4 Policy recommendations by centre role

To support the role and vision for each type of centre, the following changes to the Bayside Planning Scheme are proposed.

### Small Neighbourhood Activity Centres

#### *Retaining convenience retailing*

To support the convenience role of Small Neighbourhood Activity Centres and encourage the retention of convenience retailing, it is important that it is easy for people to get to the centre and is pleasant to walk around when using the centre. This can be achieved by:

- Supporting short term parking.
- Supporting walking/cycling access by direct path location, directional signage and provision of bicycle racks.
- Urban design works to improve the presentation of streetscapes and use of the public realm.

To help achieve the above, it is proposed that the following strategies be included in the Bayside Municipal Strategic Statement:

- Support the local convenience retailing role of Small Neighbourhood Activity Centres.
- Encourage the development and retention of local convenience retailing.
- Encourage development that facilitates day and evening activity.
- Encourage activities which provide for community interaction at a local level.
- Encourage walking/cycling access to Small Neighbourhood Activity Centres by providing direct paths to the centre, directional signage and provision of bicycle racks.
- Encourage upgrading and beautification of streetscapes in Small Neighbourhood Activity Centres through urban design works to promote high levels of pedestrian activity.
- For Bluff Rd & Highett Rd Centre, Hampton East, encourage the integration of the supermarket and associated car parking and service station with the broader centre if redeveloped.

There are existing strategies in Clause 21.09-2 of the MSS that address parking provision in activity centres, therefore no additional strategies are proposed.

**Recommendation 3: Council support the convenience retail function of Small Neighbourhood Activity Centres by introducing additional strategies into the Bayside Municipal Strategic Statement, as appropriate.**

### *Public realm locations for active frontages to shopping streets*

Much of the attractiveness of any shopping centre is its appeal to the pedestrian. It is important to maintain the friendliness, human scale and appeal of the street for pedestrians and encourage street life. This can be achieved by ensuring that shops:

- Present active frontages – ideally retail frontages or views into offices or restaurants.
- Maintain the rhythm of relatively narrow shop fronts.
- Avoid use of shutters on the outside of shop windows.

To support existing policy in the Municipal Strategic Statement, the following strategy is proposed:

- In the ‘primary active frontages’ of Small Neighbourhood Activity Centres, ensure active land use and frontages are provided at ground floor level to encourage street activity and to provide passive surveillance.

To implement this strategy it is proposed that a Schedule to the Design and Development Overlay is introduced for each Small Neighbourhood Activity Centre to manage the design and built form of development which includes the following controls:

- Buildings with ground-level street frontages on streets marked as ‘primary active frontages’ must contribute to the appearance and retail function of the centre.
- Frontages on streets marked as ‘primary active frontages’ should provide at least five metres or 80 per cent of the street frontage (whichever is the greater) as:
  - an entry or display window to a shop and/or a food and drink premises, or customer service areas and activities that provide pedestrian interest and interaction;
  - Built scale appropriate to the street and pedestrians;
  - Clear glazing and window coverings that do not obscure views into the premises; and
  - Transparent security grilles, if required.

A permit application that relates solely to the ground floor frontage of the premises should be exempt from the notice requirements if it meets all of the above requirements.

**Recommendation 4:**      **Introduce a new strategy and controls into the Bayside Planning Scheme through changes to the Municipal Strategic Statement and the introduction of a Schedule to the Design and Development Overlay to ensure**

**active frontages in Small Neighbourhood Activity Centres are achieved.**

#### ***Set parameters for shop top housing***

There is a growing demand for shop top housing within Bayside. The *Bayside Housing Strategy (September 2012)* identifies Small Neighbourhood Activity Centres as locations for shop top housing in keeping with the surrounding residential context.

To support this amendment and to provide further urban design guidance on the built form outcomes are expected for these centres, Urban Design Profiles and Guidelines have been developed for each of the centres (see Appendix 2). It is proposed that these guidelines be translated into Schedules to the Design and Development Overlay so that they are taken into account when making planning decisions.

**Recommendation 5: Develop Schedules to the Design and Development Overlay are developed for each Small Neighbourhood Activity Centre based on the Urban Design Profiles and Guidelines set out in Appendix 2.**

#### ***Residential amenity***

Whilst shop top housing can support and invigorate activity centres, it is important that the retail/commercial functions of the small activity centres are not compromised by residential development and that amenity issues are managed appropriately. It is also important that this new housing is respectful of adjoining residents and responsive to its setting within an activity centre.

There is currently an amendment to the Bayside Planning Scheme underway that seeks to implement the recommendations of the *Bayside Housing Strategy (September 2012)*. This amendment provides further policy guidance in relation to Small Neighbourhood Activity Centres and how amenity issues should be managed.

To provide further guidance in relation to non-residential uses and what is expected, it is proposed that the following strategy be included in the Municipal Strategic Statement:

- Require all non-residential uses in Small Neighbourhood Activity Centres to manage off-site impacts such as noise, traffic generation and parking to limit the effect on residential amenity.

**Recommendation 6: Introduce a new strategy into the Municipal Strategic Statement to ensure amenity impacts of non-residential uses in the Small Neighbourhood Activity Centres on residential areas are addressed.**

## Small Commercial Activity Centres (Mixed Use)

### *Supporting the provision of local commercial and retail space*

Small Commercial Activity Centres (Mixed Use) provide space for smaller scale businesses and specialist retailers which contribute to the economic diversity in Bayside and encourages local businesses to stay in the municipality. They can also provide cafés that help bring the community together and provide a meeting point as well as servicing employees of nearby businesses. Inactive frontages at ground floor level can however undermine the vitality of the centre and diminish the pedestrian experience by presenting blank facades at ground level.

The following strategies are proposed to be included in the MSS to support these centres:

- Support the provision of local commercial and retail space, particularly for small businesses, specialist retail and local services in Small Commercial Activity Centres (Mixed Use).
- Encourage active ground floor frontages in Small Commercial Activity Centres (Mixed Use) to encourage street activity and to provide passive surveillance.
- Encourage activities which provide for community interaction at a local level.
- Encourage walking/cycling access to Small Commercial Activity Centres (Mixed Use) by providing direct paths to the centre, directional signage and provision of bicycle racks.
- Encourage upgrading and beautification of streetscapes in Small Commercial Activity Centres (Mixed Use) through urban design works to promote high levels of pedestrian activity.
- Encourage local convenience retailing to establish to service local businesses and nearby residents.
- For South Road & Esplanade Avenue, Brighton, improve connections between both parts of the centre on either side of the railway line, and encourage more cafés/restaurants/local convenience retailing to service new residential development in the area, commuters and tourists.
- Encourage the development of South Road & Esplanade Avenue, Brighton as a 'gateway' to the iconic Brighton Beach bathing boxes.

There are existing strategies in Clause 21.09-2 of the MSS that address parking provision in activity centres, therefore no additional strategies are proposed.

**Recommendation 7: Amend the Municipal Strategic to include strategies to support Small Commercial Activity Centres (Mixed Use).**

### *Set parameters for shop top housing*

Two of these centres (South Road and Esplanade Avenue and around Milanos and Beach Road and Georgiana Street, Sandringham/Hampton) have been identified in the *Bayside Housing Strategy (September 2012)* as Strategic Redevelopment Sites suitable for increased housing development.

Urban Design Profiles and Guidelines have been developed for each of the centres (see Appendix 2) to provide further urban design guidance on what built form outcomes are expected for these centres. It is proposed that these guidelines be translated into Schedules to the Design and Development Overlay so that they are taken into account when making planning decisions.

### *Residential amenity*

Whilst shop top housing can support and invigorate activity centres, it is important that the retail / commercial functions of the centre are not compromised by this development and that amenity issues are managed appropriately.

To provide further guidance in relation to non-residential uses and what is expected, it is proposed that the following strategy be included in the Municipal Strategic Statement:

- Require all non-residential uses in Small Commercial Activity Centres (Mixed Use) to manage off-site impacts such as noise, traffic generation and parking to limit the effect on residential amenity.

**Recommendation 8: Introduce a new strategy into the Municipal Strategic Statement to ensure amenity impacts of non residential uses in the Small Commercial Activity Centres (Mixed Use) on residential areas are addressed.**

### **Small Commercial Activity Centres (Highway Oriented)**

#### *Location for highway based retail*

These centres provide opportunities for retail/commercial uses that require a high exposure, main road location. To support this, the following strategies are proposed for the Municipal Strategic Statement:

- Encourage highway based retail to locate in Small Commercial Activity Centres (Highway Oriented).

### *Set parameters for shop top housing*

Two of these centres, (Nepean Highway and Milroy Street, Brighton East and Nepean Highway and North Road, Brighton) have been identified in the

*Bayside Housing Strategy (2012)* as Strategic Redevelopment Sites suitable for increased housing development.

The Nepean Highway and North Road centre is already located within the General Residential Zone which allows for a maximum of three storeys. It is unlikely that this centre will be redeveloped given the nature of the two uses, and as such, the General Residential Zone will be adequate to guide future built form outcomes in this centre.

Urban Design Profiles and Guidelines have been developed for each of the remaining centres (see Appendix 2).

Whilst the remaining centres were not identified by the *Bayside Housing Strategy (September 2012)* as locations suitable for increased housing development, the individual centre analysis confirmed that there is capacity to accommodate residential uses above the ground floor commercial uses. Design and Development Overlay Schedule 15 has been prepared to guide how new development in these locations is to be accommodated.

**Recommendation 9: Apply the Design and Development Overlay Schedule 15 to the Highway Oriented centres.**

### *Centre amenity*

Small Commercial Activity Centres (Highway Oriented) can suffer from poor amenity and pedestrian environment due to their highway location and inactive ground floor frontages. The interface with adjoining residential properties also needs to be appropriately managed.

To provide further guidance in relation to active frontages, improving the pedestrian environment and non-residential uses and what is expected, it is proposed that the following strategy be included in the Municipal Strategic Statement:

- Require that proposals for redevelopment or new highway based retailing seek to achieve high standards of landscaping and urban design which positively contribute to the character of the surrounding urban environment.
- Encourage the upgrading and beautification of streetscapes through urban design works to promote high levels of pedestrian activity.
- Encourage active ground floor frontages to encourage street activity and to provide passive surveillance.
- Require all non-residential uses in Small Commercial Activity Centres (Highway Oriented) to manage off-site impacts such as noise, traffic generation and parking to limit the effect on residential amenity.

**Recommendation 10:** Introduce a new strategy into the Municipal Strategic Statement to improve the pedestrian environment and amenity of Small Commercial Activity Centres (Highway Oriented) and to address the amenity impacts of non-residential uses in the Small Commercial Activity Centres (Highway Oriented) on residential areas.



## 4.5 Land use zonings

At present, there are a range of zones applied to the centres as follows:

<b>Small Neighbourhood Activity Centre</b>	Most zoned Commercial 1 Zone, others zoned Mixed Use Zone.
<b>Small Commercial Activity Centre (Mixed Use)</b>	Wide range of zones applied: Commercial 1 Zone , General Residential Zone, Mixed Use Zone.
<b>Small Commercial Activity Centre (Highway Oriented)</b>	Commercial 1 Zone and General Residential Zone.

In order to preserve the retailing function of the Small Neighbourhood Activity Centres and Small Commercial Activity Centres, it is important that they are zoned appropriately.

Zones where the primary purpose is residential (the General Residential Zone and the Mixed Use Zone) are not the most appropriate zones if the ongoing retail function of the activity centres is desired, especially given the pressure to accommodate additional population.

Table 5 (overleaf) details the centres where a rezoning is considered appropriate and outlines the reasons why the rezoning is recommended. Appendix 1 shows the locations where rezoning are proposed.

**Recommendation 11:        Rezone centres as recommended in Table 5.**

**Table 5: Proposed rezoning**

<b>Centre</b>	<b>Existing zoning</b>	<b>Proposed zoning</b>	<b>Justification</b>
Dendy Village, Brighton (Small Neighbourhood Activity Centre)	C1Z & NRZ	Rezone existing Council owned car park from NRZ to C1Z	767A Hampton Street provides the main off-street car parking to the centre and is currently zoned NRZ. Rezone to C1Z consistent with the remainder of the centre.
Bluff Road & Love Street, Black Rock (Small Neighbourhood Activity Centre)	MUZ	C1Z	This centre provides local office and business space. Would encourage a reintroduction of convenience retailing (has lost milkbar). Rezone to C1Z to support this role and provide some control over residential accommodation uses at ground floor level.
Balcombe Park, Beaumaris (Small Neighbourhood Activity Centre)	MUZ	C1Z	Providing local services and business space. Rezone to C1Z to support this role and provide some control over residential accommodation uses at ground floor level.
Keith Street & Widdop Crescent, Hampton East (Small Neighbourhood Activity Centre)	MUZ	Retain existing MUZ	This small strip already has a significant proportion of inactive street frontages associated with non-retail uses. Rezone to C1Z to support this role and provide some control over residential accommodation uses at ground floor level.
Bay & Jack Road, Cheltenham (Small Neighbourhood Activity Centre)	C1Z	Rezone site to the west of Jack Road to General Residential Zone, Schedule 1 (GRZ1)	The site to the west of Jack Road (338 Jack Road, Cheltenham) is a medium density residential development. This site is physically separated from the rest of the centre by Jack Road and is not considered an important part of the centre. Rezoning to the GRZ1 will reflect its existing residential use, its physical separation from the existing centre and surrounding zoning

New Street & Bay Street, Brighton (Small Commercial Centre - Mixed Use)	C1Z	MUZ	Under the previous zoning regime this was zoned B5Z which encouraged offices and multi dwelling units. This zoning differentiated it from the nearby Bay Street Major Activity Centre. The new C1Z does not provide this differentiation, and the new C2Z is tailored more towards manufacturing and industry, therefore a Mixed Use zoning is considered the most appropriate means of encouraging the desired mix of office, services and residential land uses. There is some rezoning of individual sites proposed to correct zoning errors and anomalies and to include 298 New Street, Brighton, within the centre boundary.
Beach Road & Georgiana Street, Sandringham/Hampton Commercial Centre - Mixed Use)	NRZ & C1Z	C1Z	Rezone whole of petrol station to C1Z so that all premises between Bridge and Georgiana Streets are C1Z. Currently small portion is NRZ.
Bluff Road & Spring Street, Sandringham	MUZ	C1Z	Rezone to C1Z to support the commercial role of this centre and provide some control over residential accommodation uses at ground floor level.
Bluff Road & Arranmore Avenue, Black Rock (Small Commercial Centre - Mixed Use)	MUZ	C1Z	Provides local office, business space, and café. Rezone to C1Z to support this role and provide some control over residential accommodation uses at ground floor level.
Weatherall Road Shopping Centre, Cheltenham (Small Commercial Centre - Mixed Use)	MUZ	C1Z	Provides small local retailing/local services role. Rezone to C1Z to support this role and provide some control over residential accommodation uses at ground floor level.
Nepean Highway & North Road, Brighton (Small Commercial Centre - Highway Oriented)	GRZ1	General Residential Zone (GRZ) and apply Environmental Audit Overlay	Strategic Redevelopment Site currently operating as a Service Station and KFC. Rezone to GRZ7 to support the current uses on the site (allowed with permit) whilst providing a suitable transition to future residential development. Given the existing uses on this site it is also recommended that an Environmental Audit Overlay be applied to ensure any potential land contamination is addressed prior to redevelopment of the site for residential purposes.
Nepean Highway & Union Street, Brighton East	C1Z & R1Z	C1Z	The Dan Murphy's car park, on land fronting Union Street is currently zoned as R1Z. Rezoning to C1Z recognises its existing commercial use and will facilitate an integrated approach to any future redevelopment of the site.

## Implications of Planning Zones Reform

The implications of the planning zones reform have been discussed in detail earlier in the report.

Given the rationalisation of business zones from five zones to two, the capability to differentiate between centres by using zoning controls is limited. Therefore, for centres where a particular focus was encouraged by the zone (such as Weatherall and Morey Road, Cheltenham, where offices or multi-dwelling units were encouraged by the now defunct B5 zone), additional policy guidance is required in the MSS.

There are five centres where this is an issue:

- New Street & Bay Street, Brighton (previously B5Z).
- Beach Road & Georgiana Street, Sandringham/Hampton (previously B2Z, now C1Z).
- Weatherall & Morey Road, Beaumaris/Cheltenham (previously B5Z).
- Nepean Highway & Centre Road, Brighton East (previously B2Z, now C1Z).
- Nepean Highway & Milroy Street, Brighton East (previously B2Z, now C1Z).

For four of these centres, it is proposed that the following additional strategies be introduced into the Municipal Strategic Statement to ensure that the particular focus encouraged in the Bayside Planning Scheme for each centre is not lost in the translation from the old zones to the new zones:

- New Street & Bay Street, Brighton: Encourage development of offices (previous B5Z purpose).
- Beach Road & Georgiana Street, Sandringham/Hampton: Encourage development of offices and associated commercial uses (previous B2Z purpose).
- Nepean Highway & Centre Road, Brighton East: Encourage development of offices and associated commercial uses (previous B2Z purpose).
- Nepean Highway and Milroy Street, Brighton East: Encourage development of offices and associated commercial uses (previous B2Z purpose).

No additional strategy is proposed for Weatherall & Morey Road, Cheltenham as the proposed rezoning to MUZ allows for the mixed use development of this centre and given its location, it is not considered appropriate to continue to encourage primarily office development in the centre.

**Recommendation 12:** Introduce new strategies into the Municipal Strategic Statement to ensure that the particular focus encouraged in the Bayside Planning Scheme for individual centres is not lost in the translation from the old zones to the new zones.

## 5 Summary of recommendations

The key means of implementing the recommendations of this strategy are by changes to the Municipal Strategic Statement, rezoning particular centres and introducing Schedules to the Design and Development Overlay. A summary of the recommendations is included below:

- Recommendation 1:** Amend the Bayside Municipal Strategic Statement to reflect the role definitions and activity centre hierarchy.
- Recommendation 2:** Include a vision for each type of centre in the Municipal Strategic Statement.
- Recommendation 3:** Council support the convenience retail function of Small Neighbourhood Activity Centres by introducing additional strategies into the Bayside Municipal Strategic Statement, as appropriate.
- Recommendation 4:** Introduce a new strategy and controls into the Bayside Planning Scheme through changes to the Municipal Strategic Statement and the introduction of a Schedule to the Design and Development Overlay to ensure active frontages in Small Neighbourhood Activity Centres are achieved.
- Recommendation 5:** Develop Schedules to the Design and Development Overlay for each Small Neighbourhood Activity Centre based on the Urban Design Profiles and Guidelines set out in Appendix 2.
- Recommendation 6:** Introduce a new strategy into the Municipal Strategic Statement to ensure the amenity impacts of non-residential uses in the Small Neighbourhood Activity Centres on adjoining residential areas are addressed.
- Recommendation 7:** Amend the Municipal Strategic Statement to include strategies to support Small Commercial Activity Centres (Mixed Use)
- Recommendation 8:** Introduce a new strategy into the Municipal Strategic Statement to ensure the amenity impacts of non-residential uses in the Small Commercial Activity Centres (Mixed Use) on adjoining residential areas are addressed.
- Recommendation 9:** Apply the Design and Development Overlay Schedule 15 to the Highway Oriented centres.
- Recommendation 10:** Introduce a new strategy into the Municipal Strategic Statement to improve the pedestrian environment and

amenity of Small Commercial Activity Centres (Highway Oriented) and to address the amenity impacts of non-residential uses in the Small Commercial Activity Centres (Highway Oriented) on adjoining residential areas.

**Recommendation 11:** Rezone centres as recommended in Table 5.

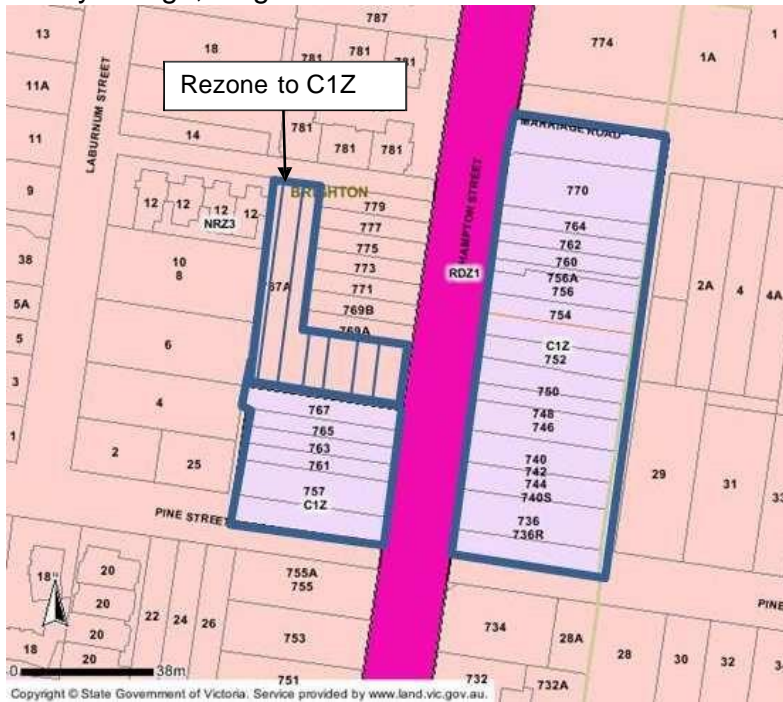
**Recommendation 12:** Introduce new strategies into the Municipal Strategic Statement to ensure that the particular focus encouraged in the Bayside Planning Scheme for individual centres is not lost in the translation from the old zones to the new zones.

# Appendix 1: Boundaries of centres and proposed rezoning

## East Brighton Shopping Centre, Brighton



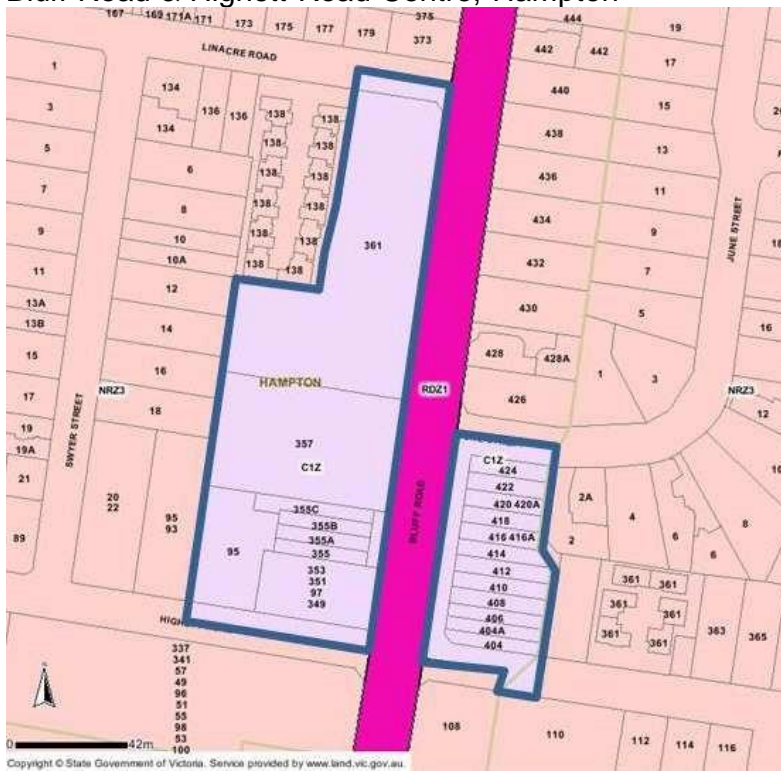
## Dendy Village, Brighton



### Brighton Beach (Were Street) Centre, Brighton



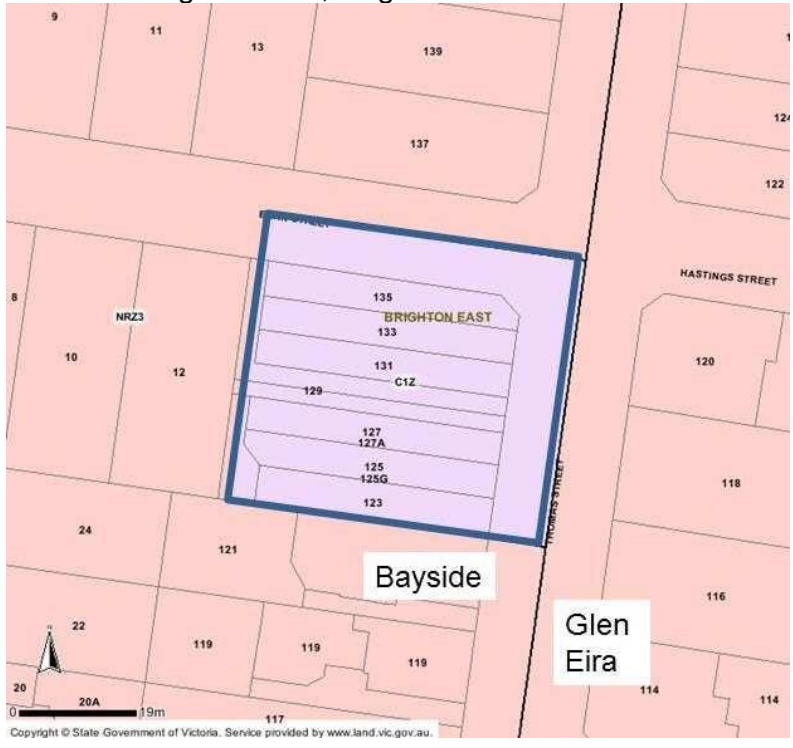
### Bluff Road & Highett Road Centre, Hampton







### Thomas & Egan Street, Brighton East



### South Road Plaza, Hampton



## Highett & Spring Road (Little Highett Village), Highett



## Bluff Road & Bay Road, Sandringham



### Bay Road & Jack Road, Cheltenham



### Bluff Road & Love Street, Black Rock (rezone whole centre to C1Z)







## Keys Street Shopping Centre, Beaumaris



## Bay Road & Avoca Street, Highett



# Bluff Road & Edward Street, Black Rock/Sandringham





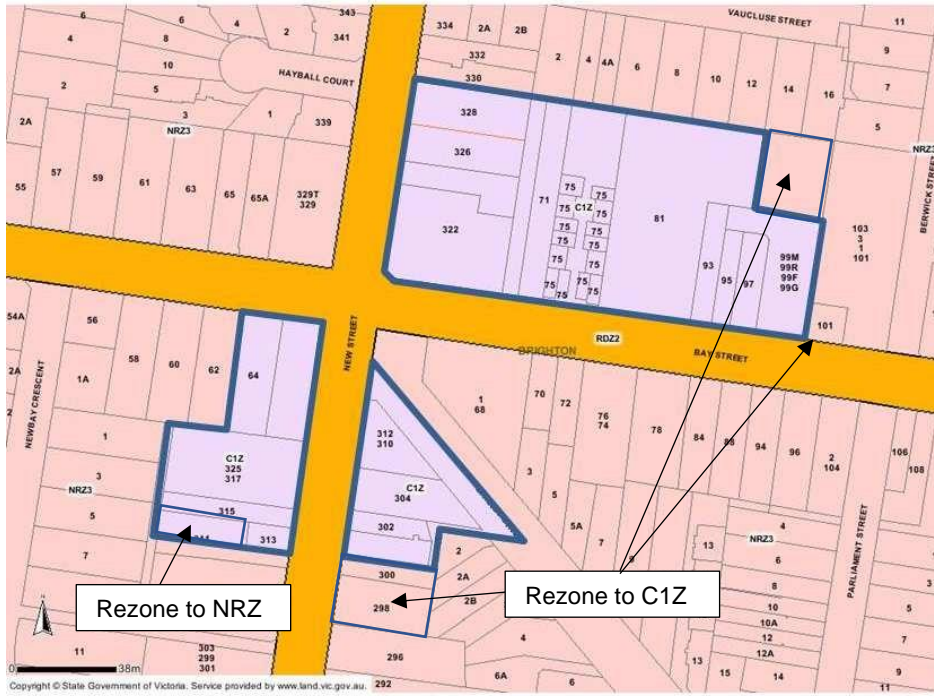
### South Road & Esplanade Avenue, Brighton



### Beach Road & Georgiana Street, Sandringham/Hampton



### New Street & Bay Street, Brighton



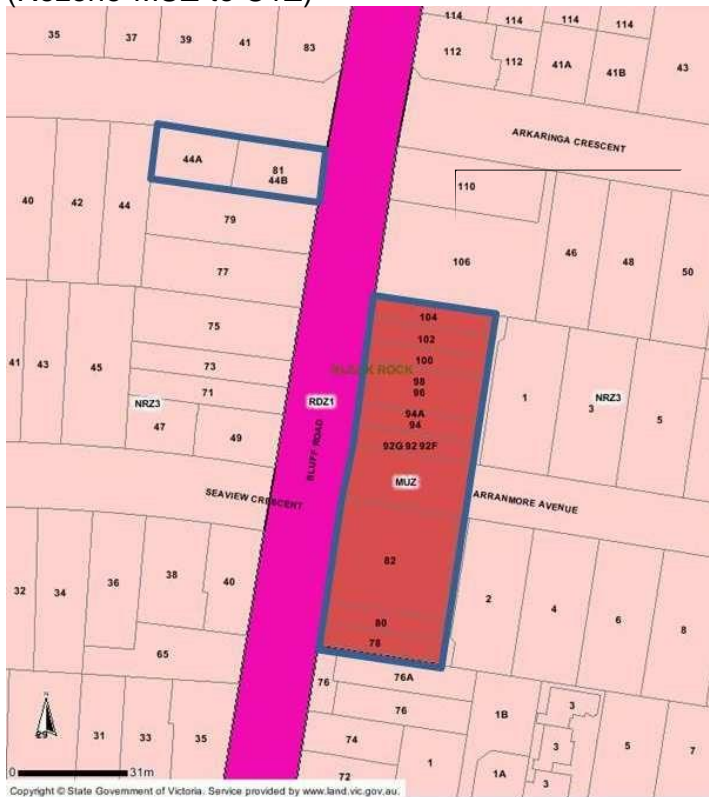
### Esplanade & Grosvenor Street, Middle Brighton



Bluff Road & Spring Street, Sandringham  
(Rezone whole centre to C1Z)



Bluff Road & Arranmore Avenue, Black Rock  
(Rezone MUZ to C1Z)



### Weatherall Road Shopping Centre, Cheltenham (Rezone whole centre to C1Z)



### Weatherall Road and Morey Road, Cheltenham



### New Street & Martin Street, Brighton



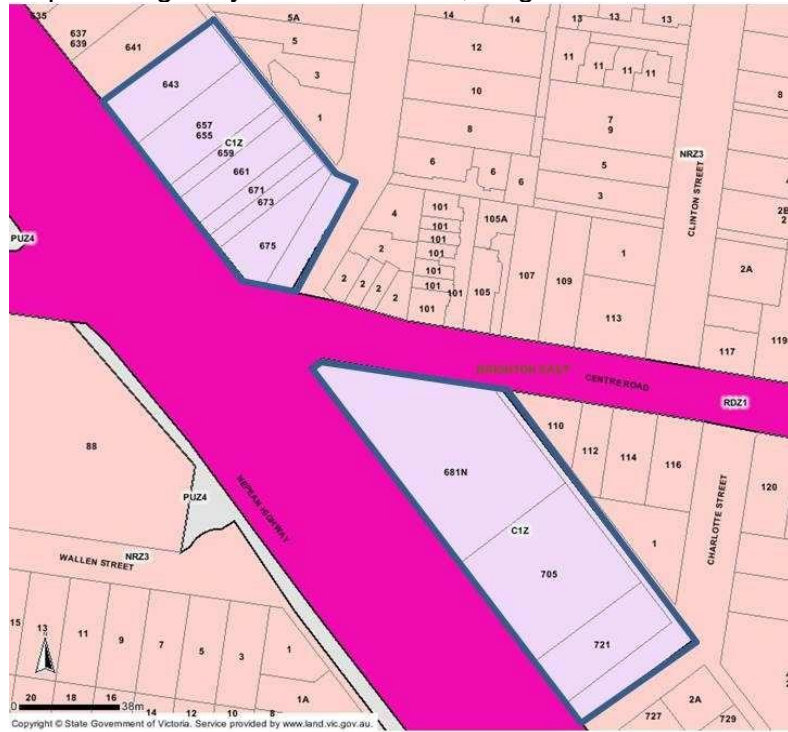
### Nepean Highway & North Road, Brighton (Rezone whole centre to GRZ7)



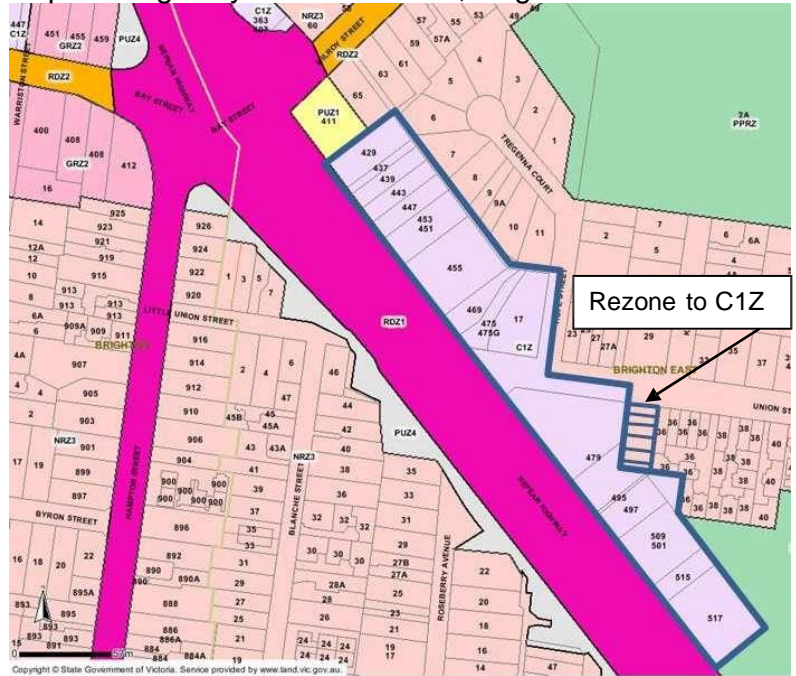
Nepean Highway & Milroy Street, Brighton East



Nepean Highway & Centre Road, Brighton East



# Nepean Highway & Union Street, Brighton East



## **Appendix 2: Urban Design Profiles and Guidelines**