

HIGHETT STRUCTURE PLAN



Prepared for:
**Bayside & Kingston
City Councils**

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National Economics
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Report Structure

This report includes the following three parts:

- **Part A – The Plan**

The first part of the report describes the Structure Plan for the Highett study area. It essentially presents the findings and recommendations of this study. It:

- describes the land affected by the local structure plan;
- explains what a local structure plan is and how it will be used;
- lists the principles that underlie the plan;
- presents the key plans that illustrate the Structure Plan;
- describes the key elements of the Structure Plan; and
- describes how the plan will be implemented.

- **Part B – Influences**

The second part of the report describes the factors that are expected to influence the future land use pattern and urban form in the study area. This includes factors that will both drive change and factors that will work to limit the amount of change that occurs. Influences include:

- Melbourne 2030;
- Local Planning Policies;
- Neighbourhood Character and Residential Amenity;
- Population Trends;
- Housing Trends;
- Employment Trends;
- Short Term Demand vs. Long Term Land Uses; and
- Community Attitudes.

- **Part C – Background**

The final part of the report presents the background to the study and outlines the aims and objectives of the project brief issued by the Cities of Kingston and Bayside.

Part A The Plan.

1 The Land Affected by the Plan.

The boundary of study area for the Highett Structure Plan is shown on Figure 1. The boundaries however are flexible. Comments and recommendations are made throughout this report that relate to land adjacent to or beyond the boundaries of the study area. This is done where the future use and development of those areas are considered to be relevant to the planning of land within the defined study area.

2 What is a Structure Plan?

The structure plan presents a description of the preferred future pattern of development in the Highett area. It explains the type of land uses, level of activity, form of buildings and access arrangements that are to be encouraged by the Cities of Kingston and Bayside throughout the area in the future.

The structure plan presents a long term vision, looking ahead some 20 to 30 years. It is ambitious. It does not just seek to reflect what might happen if current incremental development trends continue. It seeks to re-examine the fundamental structure of area. It aims to identify a vision for a vastly improved urban form that is appropriate to a suburban area comprising a local retail centre and being adjacent to one of south-east Melbourne's major activity centre, in 30 years time.

3 How the Plan Will Be Used?

The Plan will be used by:

- The municipalities of Bayside and Kingston:
 - As a basis for introducing new planning policies, zonings and overlay controls into their planning schemes;
 - In assessing planning permit applications;
 - In assessing requests to rezone land;
 - In preparing capital works budgets to implement public works; and

- In delivering community services;
- The Community - To understand how the area is likely to change in the future.
- By Developers - To understand the development opportunities that exist and the matters that will be taken into account by planning authorities in assessing development proposals.
- By other government agencies - In coordinating infrastructure improvements with work undertaken by the municipalities of Bayside and Kingston and other agencies



Figure 1: Locality Plan

4 The Key Principles Underlying the Plan

The following principles underlie the plan:

- Revitalising the Highett Road Shopping Centre as an attractive, vibrant and well used 'Main Street' and community focal point.
- Rejuvenating the Highett Road retail strip to provide for a wide range of local shopping, business and community services suited to the needs of people living and working in the area.
- Defining a strong and a positive identity and image for the Highett area and a strong sense of community pride and belonging.
- Recognising the character of Highett's established residential areas and managing incremental change in those areas in a way that responds to their character qualities, and the precinct's proximity to public transport and activity centres.
- Providing for as many people as possible to live and work in Highett with access to public transport and within walking and cycling distance of activity centres, providing a real transport option for people other than the private car.
- Maximising the development opportunities that exist on vacant and underutilised land in Highett, with respect to the precinct's urban quality and proximity to transport and activity centres.
- Improving the appearance, amenity, attractiveness, safety and sense of security throughout the entire Highett area.
- Establishing a framework by which a suburban area can evolve to a contemporary, active, attractive and high amenity precinct with valued character; setting a benchmark for development around suburban activity centres in Melbourne.



Highett Rd Retail



Nepean Hwy



Residential Streets



Highett Rd Activity Centre

5 Key Illustrations

The key elements of the Highett Structure Plan are summarised in:

- Figure 2 – Key Planning and Design Elements (for the wider Highett study area), and
- Figure 3 – Highett Road Precinct Elements (in relation to the Highett Activity Centre).

The following figures summarise the key planning and design components that underlie the Plan:

- Figure 4 - Built Form,
- Figure 5 – Land Use,
- Figure 6 – Access and Movement,
- Figure 7 – Illustrative Vision Plan (for the whole study area), and
- Figure 8 – Highett Road Precinct Plan.



Highett Road Retail

Figure 3 – Key Elements of the Structure Plan (Highett Road)



Highett Structure Plan: Highett Rd Precinct Elements:

- | | |
|--|---|
| <ul style="list-style-type: none"> 1 Primary Office/ Business Highway Gateway 2 Gateway Public Open Space at Highway Corner 3 Landscape Corridor to Nepean Highway 4 Shop Top Housing setback behind Facade 5 Broadened Lanes for Parking Access/ Limit Impacts 6 Medium Density Housing Opportunity with w/g parking 7 New West Side Mixed Use Developments 8 Extend Edwin Place to Nepean Highway 9 Improved Pedestrian Safety on Highett Road 10 Upgraded Highett Railway Station 11 New Mixed Use Development to North of Highett Rd | <ul style="list-style-type: none"> 12 Possible Junction Market Development 13 Underpass 14 Integrated Multi Purpose Community Facilities Connected to R5 15 Primary Definition of Centre 16 New Civic Urban Space linking Community and Related Uses 17 Court Accessing Community & Civic Facilities 18 Encourage Vibrant Elevations Highett Road Shop Fronts 19 Integrated Mixed Use Corner with Civic Link 20 New Active Retail Frontages Wrapping Existing Buildings |
|--|---|



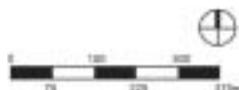
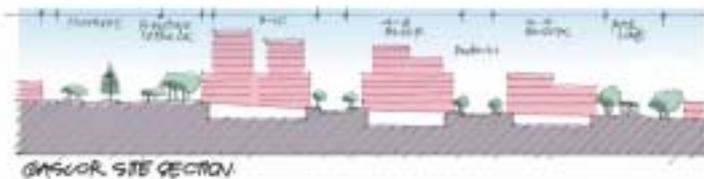
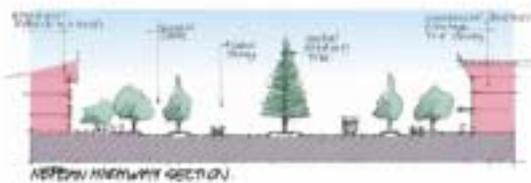
Highett Road Level Crossing

Figure 4 – Built Form



Highett Structure Plan: Built Form Structure

- 1** 2 - 3 Storey
- 2** 3 - 4 Storey
- 3** 3 Storey
- 4** 4 Storey Corners
- 5** 4 - 6 Storey
- 6** 8+ Storeys
- 7** Built Form Projections
- 8** Park Interface
- 9** Upgrade Southland Interface
- 10** Incremental Change



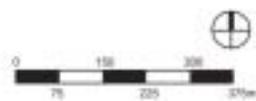
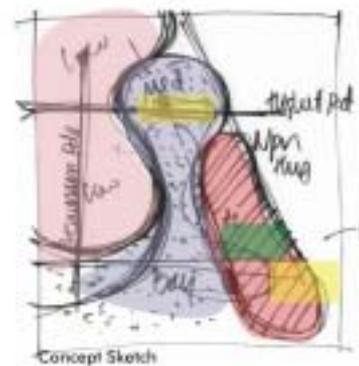
HIGHETT STRUCTURE PLAN
KEY ELEMENTS - BUILT FORM
 Prepared by Hansen Partnership for Bayville & Kingston City Councils
 Council of 11th December 2004, Melbourne VIC. 2004. See also the map of the Highett Structure Plan at the following URL: www.hansenpartnership.com.au
 Project No. 04/001/001 | Date: 11/04/04 | Scale: 1:5000 | Sheet: 04/001/001

Figure 5 - Land Use



Highett Structure Plan: Land Use Structure

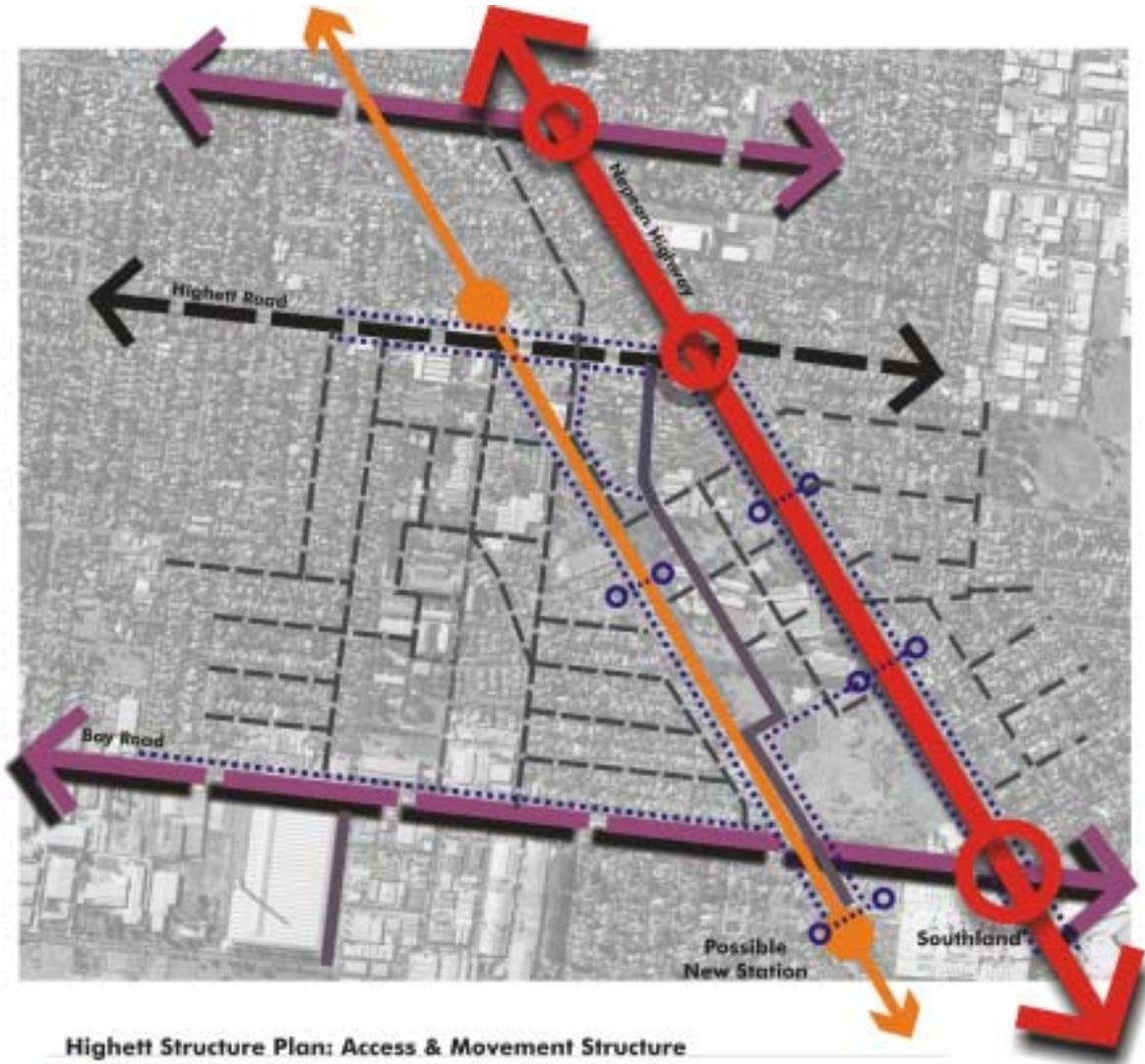
- 1** Incremental Change
- 2** Medium Density Residential
- 3** Village Activity Centre
- 4** Public Open Space
- 5** Employment Sector
- 6** Mixed Use High Density
- 7** Main Road Residential
- 8** High Density Residential
- 9** Regional Retail Centre
- 10** Mixed Use Medium Density



HIGHETT STRUCTURE PLAN
KEY ELEMENTS - LAND USE

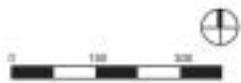
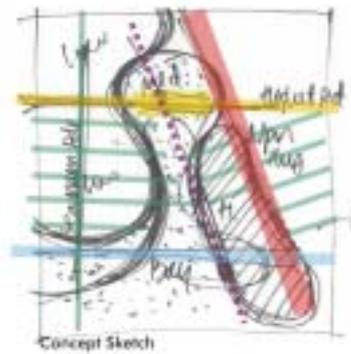
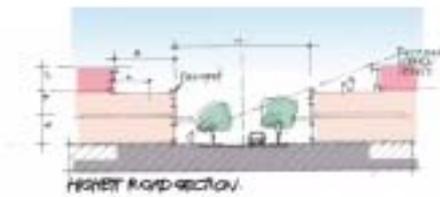
Prepared by Urban Partnership for Strategic & Integrated City Councils
 Land Use Structure Plan (LUSP) 2004 for the City of Melbourne
 Project No. 04/04/0001/0001 | Date: 1/04/04 | Scale: 1:5000 | Status: Final

Figure 6 - Access and Movement



Highett Structure Plan: Access & Movement Structure

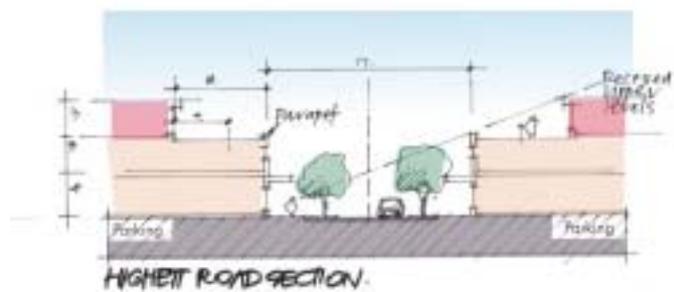
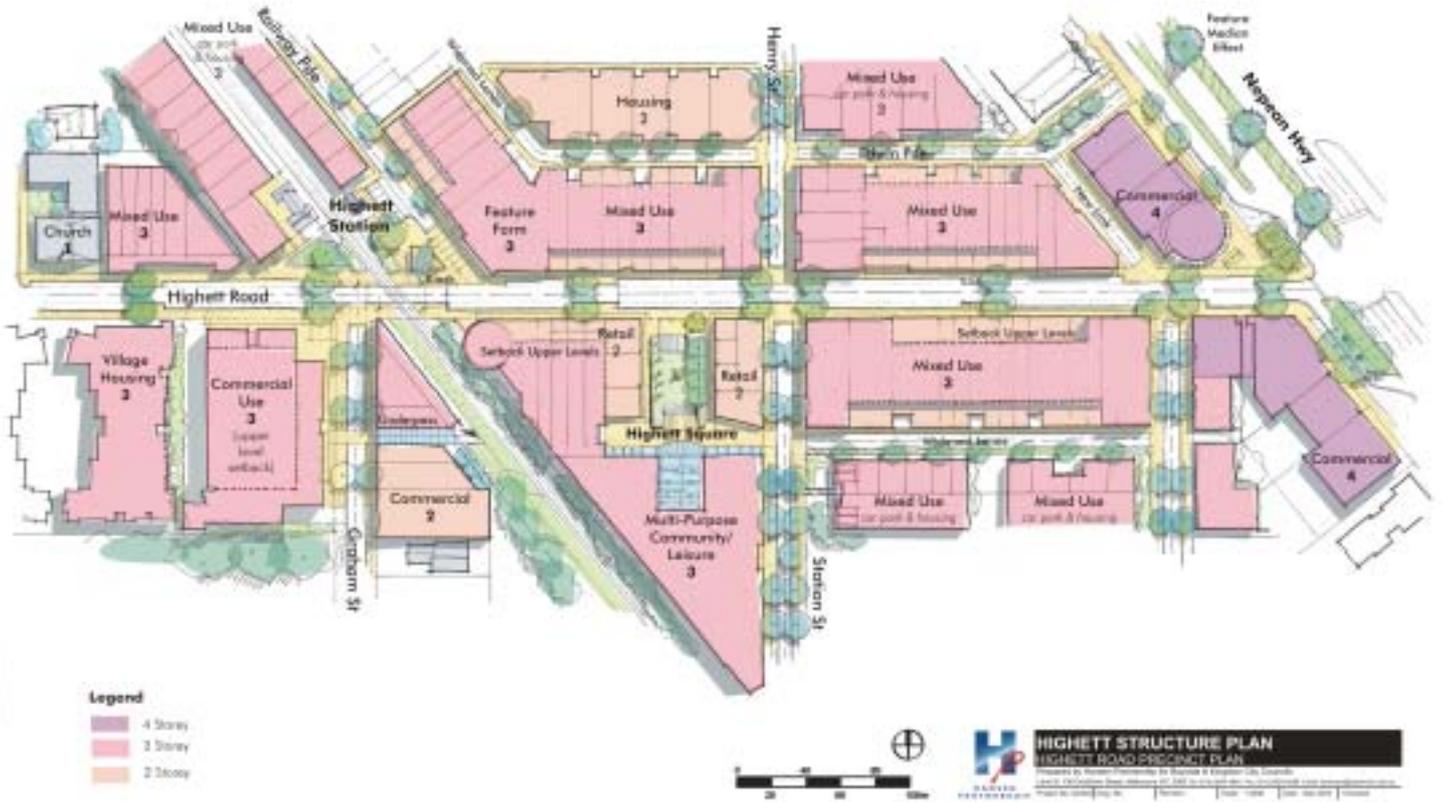
-  Highway
-  Major Junction
-  Arterial Road
-  Main Road
-  Collector
-  Local Road
-  Primary Pedestrian/ Cycle Routes
-  Pedestrian Crossing
-  Public Transport



HIGHETT STRUCTURE PLAN
KEY ELEMENTS - ACCESS & MOVEMENT
Prepared by Hansen Partnership for Bassett & Kingdon City Councils
June 2004. All drawings, plans, drawings, etc. are the property of Hansen Partnership & Kingdon City Councils. Hansen Partnership & Kingdon City Councils are not responsible for any errors or omissions in this document.

The Highett Structure Plan

Figure 8 – Illustrative Concept (Highett Activity Centre)



6 The Key Elements of the Plan

Each of the key elements of the plan are described below.

6.1 Nepean Highway – Grand Boulevard

Discussion

Nepean Highway is the major arterial road serving the south-eastern suburbs of Melbourne. It is the principal road link between the Melbourne CBD, St Kilda Road and the Southland / Cheltenham Activity Centre. It is also the main entry into the Southland / Cheltenham Activity Centre from the north.



Nepean Hwy

The road has generous proportions, with three traffic lanes in each direction, a central landscaped median, and service roads on both sides that are separated from traffic lanes by landscaped medians.

The opportunity exists to significantly upgrade the appearance of Nepean Highway to the north of Southland to create a 'memorable' landscaped boulevard of a grand status. The appearance of the road should reflect its role as the gateway to south-east Melbourne's principal activity centre.



This will help to identify Southland / Cheltenham as a *place*. The intention is that Nepean Highway adopt a similar role to that of some of Melbourne's other notable boulevards: St Kilda Road, Melbourne; Victoria Parade, East Melbourne; Royal Parade, Carlton; Whitehorse Road, Box Hill; and Mt Alexander Road, Moonee Ponds.

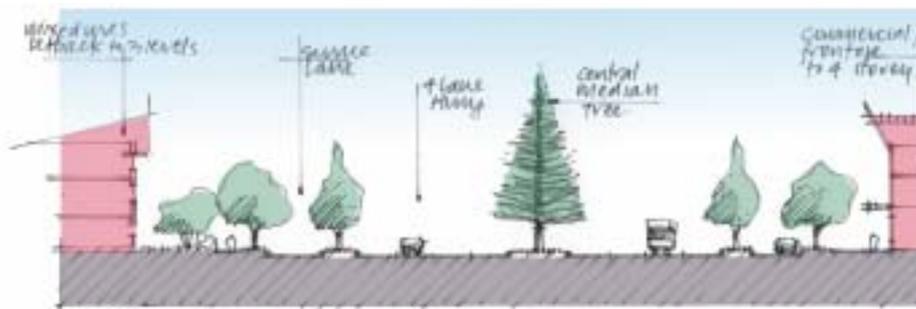
That part of Nepean Road between Bay Road and Highett Road (and Nepean Highway in general between Moorabbin and Mordialloc) should be distinguished itself from those other

boulevards by the landscaped theme it adopts. The theme should be strongly native. It should respond positively to the landscape character that prevails throughout the parks and reserves between the Highway and the Port Phillip Bay foreshore.

The landscape theme for the corridor should be consistent with Kingston Council's aspirations for a unified form and image along the Nepean Highway corridor between Moorabbin to Mordialloc and closely integrated with the landscape character of the local parks of the area, in particular with the Sir William Fry Reserve. The landscape theme adopted for major redevelopment sites along the west side of the road should complement the boulevard concept.

Actions and Guidelines

- The City of Kingston, in conjunction with VicRoads, prepare a landscape masterplan for Nepean Highway, between Highett Road and Bay Road as the part of the Moorabbin to Mordialloc: Integrated Structure Plan



Nepean Highway Cross Section

6.2 High Density Mixed Use - Highway West

Discussion

The GasCor Site and adjoining industrial sites along the west side of Nepean Highway present a major redevelopment opportunity within the study area. These sites have a combined area of around 10 hectares. They front Nepean Highway, abut the Sir William Fry Reserve, are separated from established residential areas to the west by the railway line and are



close to the Highett Shopping Centre and the Southland / Cheltenham Activity Centre.

They are strategic redevelopment sites in the context of State Government planning policy as presented in Melbourne 2030. Having regard to these attributes, the sites have the opportunity for high density, mixed use development. Residential apartments, offices and other compatible employment generating uses are appropriate. The potential exists for limited commercial and restricted retail uses at ground level, but only where they are part of multi-level, higher density mixed use developments, and do not undermine the vital retail function of the nearby Southland / Cheltenham activity centre or the Highett Shopping Centre.

These sites, in common ownership provide opportunity to achieve an integrated development outcome and locate a significant number of residents and jobs in Highett, close to Southland and public transport. They provide the strongest possible basis for a further concentration of built form, activity and transport services around Principal Activity Centres, consistent with the objectives of Melbourne 2030.

The 'planning risk' in relation to these sites is that they are redeveloped in the short term for low density uses that fail to utilise the long term potential of the land. Examples include highway based commercial uses in single level buildings, with ground level car parking. These uses should be discouraged, unless they can be successfully phased out in the short term (through application of time limits) to enable higher order redevelopment to occur as the market for higher density development becomes more established.



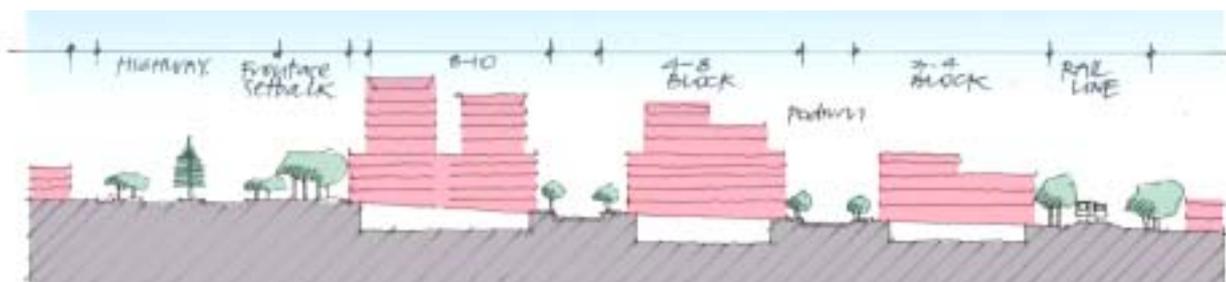
Land Use and Activity

Preferred uses:

- residential apartments of various sizes and formats to reflect the increased demand for smaller dwellings, while also accommodating for larger apartment types;
- office and employment activities compatible with residential activities;
- limited commercial, restricted retail and show rooms - at ground level and only where part of a high density mixed use development;
- Local cafes and restaurants –within and servicing mixed use buildings, not as freestanding or drive-through facilities.
- Basic convenience retail uses – that serve the convenience needs of residents and employees within the precinct, and which do not undermine the respective roles of Highett Shopping Centre or of Southland / Cheltenham.

Building Form, Scale Height, Massing

- A maximum building height of up 8 levels or possibly more subject to further urban design analysis and more detailed architectural and site masterplanning;
- Opportunity for a variety of buildings of different form and height varying from 3 to 4 storeys up to 8 storeys or more, in order to provide diversity in the type of accommodation provided;
- Building heights stepped down to no more than 3 or 4 storeys adjacent to the railway line and established residential areas in the Station Street and View Street areas, to the north of the precinct;
- Buildings to address Nepean Highway and to make a positive contribution to the role of the Highway as a notable boulevard;
- Buildings facing Nepean Highway to be set in an attractive landscaped setting, with a landscaping theme that complements the highway; and
- Buildings to address the new network of public streets to be established throughout the area and Sir William Fry Reserve.



Access Parking and Circulation

The New Grid of Streets

The aim is to establish an open and permeable pattern of public streets through this precinct. The new grid of street will connect to the adjoining street network wherever possible. This pattern will integrate the precinct with the existing urban fabric of Highett, not just for cars, but for pedestrians and cyclists as well. Achievement of such a pattern of roads will require coordination of development between land owners in accordance with an outline development plan that will need to be prepared for the area.

Principal car access will be from Nepean Highway via signalised intersections. Traffic lights will be synchronised with other intersections along the Highway to minimise disruption to through traffic. The need for multiple 'entry points' into the precinct from Nepean Highway is fundamental to the achieving an open urban form that connects to the surrounding area. Intersection design should subject to detailed review with VicRoads, Council and the prospective site developer.

Lower order road links will be established to the north to provide limited opportunity for car movement to and from the Highett Shopping Centre. Such a restricted form of vehicle access is appropriate in response to capacity constraints on Highett Road, amenity considerations in Station Street and View Street, and the desire for main traffic flows to be directed towards Nepean Highway. Design considerations will emphasise pedestrian and cyclist movements along these streets, and the creation of visual corridors into and through the precinct from surrounding streets and entry points.

Extension of Station Street to Southland

As part of this street pattern a new road is proposed across Bay Road to Southland. The road will accommodate low traffic volumes only. However it will act as a major route for pedestrians and cyclists. It will provide a high amenity avenue within the precinct and an appropriate address for new development. The road will provide a direct connection between the new development precinct and Southland and a direct route to the proposed new station at the rear of Southland. The route will be the primary conduit between the new development area and Southland Station and as such

should be considered as a high priority in the master planning of the Highway West precinct.

Contributions towards the cost of a new road link over Bay Road and the new station itself should be sought from key land owners/ developers within the precinct, and also from further development of Southland.

Car Parking

Car parking within this precinct should be within multi level buildings to maximise the potential for active land uses and for ground level landscaping. Expanses of ground level car parking will generally be discouraged, except as temporary uses.

Planning Policies and Controls

- Mixed Use Zone
- Schedule limiting the floor area of shops
- Development Plan Overlay
- Development Contributions Overlay
- Design and Development Overlay

6.3 William Fry Reserve – Town Centre Parkland

Discussion

Sir William Fry Reserve is presently isolated from a residential catchment by major roads and the railway line. It is also unrelated to the Southland / Cheltenham Activity Centre.



Central Water Feature

Low level planting and the existence of concealed car parking along Nepean Highway detract from the appearance of the reserve and prevent open views into the space. These negative attributes and a suite of other functional and environmental enhancements have been addressed in Council's landscape masterplan for the Reserve. It is recognised however that the impact of future consolidated development to the north of the parkland may have significant implication on the role and structure of this important open space and as such further strategic masterplanning is required.



The vision is to upgrade the reserve to create a major open space feature and central parkland element that is appropriate to a principal activity centre. It is envisaged that the reserve take the role of a major municipal gardens, which makes a major contribution to the civic quality of the Southland / Cheltenham Activity Centre. Elements of the concept include:

- Removing the car parking and shrub planting along the Nepean Highway frontage of the park to open the internal parts of the park to view from the Highway.
- Establishing 'parkway' roads along key park edges to improve access and surveillance and provide active

frontages for high density buildings to face the park from the north. These roads will also allow users of the reserve to park cars on the streets abutting the park, thus avoiding the need for a dedicated car park.

- Reinforcing the potential for improved pedestrian (and other) linkages between Sir William Fry Reserve and Southland over a new (or cantilevered) bridge that crosses Bay Road and allows for direct linkage into Southland Station.
- Establish a high quality landscape theme and concept for the park of a status similar to that of traditional municipal gardens. The planting theme should be native, but need not be exclusively so. It should complement the landscaping theme established along the Nepean Highway and reflect the vegetation character of the bayside residential areas existing to the west towards Port Phillip Bay.

Actions and Guidelines

- Enhance/ review Kingston Council's existing Sir William Fry Reserve Masterplan, in light of new pressures generated by consolidation and development of Gascor and related sites.
- Use the 5% cash contribution for open space from development within the precinct to upgrade the reserve.

6.4 Possible Future Station - Southland

Discussion

The possibility of a railway station being established at Southland has been discussed for many years.

The State Government's commitment to urban consolidation, transit cities, increasing the patronage of public transport, and strong support for mixed use and high density residential development on strategic development sites near principle activity centres, adds weight to the concept.

Melbourne 2030 specifically refers to the "possible upgrading of transport services to big stand-alone centres" such as Southland (Melbourne 2030 Planning for Sustainable Growth, Department of Infrastructure, October 2002, Page 31). Among

the solutions it suggests for improving public transport in such centres are “new stations”.

Elements of the structure plan such as high density residential and mixed use development on the west side of Nepean Highway, the extension of Station Street across Bay Road and mixed use activities along Bay Road, are supportive of the establishment of a new station at Southland.



Actions

- Kingston and Bayside Council's liaise with the State Government regarding the need for a feasibility study concerning the establishment of a new Southland station.
- The Councils in conjunction with the State Government examine the opportunity for development contributions from new development in the future, or dispensations from car parking requirements in return for contributions towards a new Southland Station.



Southland Junction

6.5 CSIRO Site – Medium Density Residential / Education Campus

Discussion

The CSIRO site is a large parcel of land with an area of around 9.5 hectares. It is possible that the land will become available for residential or educational purposes.

The CSIRO Highett site has regional significance for biodiversity. The site has small remnants of Grassy Woodland, with the presence of indigenous vegetation such as Yellow Box and River Red-Gum available within the site.

A flora and fauna assessment undertaken by Biosis Research Pty Ltd, determined that most of the site supports introduced vegetation composed of planted non-indigenous trees and shrubs over an introduced ground layer. However, remnants of pre-existing native woodlands are present, most noticeably eucalyptus trees. Several trees have been identified within the assessment as vegetation that should be guarded because of its regionally significant qualities. Majority of the trees identified are located to the south of the CSIRO site.

A total of 15 terrestrial vertebrate fauna species has been recorded on the site during the present survey. The most prominent species to be located at the site is the nationally significant Grey-headed Flying-fox.

Unlike land along the Nepean Highway the redevelopment potential of this site is constrained by:

- The low density scale and character of the residential area that surrounds the property.
- The lack of a main road frontage and reliance on access from residential streets.
- Existing significant vegetation and areas of open space on the site, and the opportunity available to incorporate this in the redevelopment of the property.

Guidelines for the future development of the site should include:

- A level of activity that is appropriate to traffic capacity of streets from which car access is obtained.
- A built form that respects the character and amenity of surrounding residential areas.
- A site layout that acknowledges the layout of the existing site in terms of internal road pattern, configuration of buildings, pattern of significant vegetation and open spaces.
- Consideration of the potential to reuse existing buildings, either for education activities or for residential apartments.
- The desirability of opening the site up to the surrounding street network, so that development is integrated into the neighbourhood.
- Minimising the impact on existing residential areas of traffic generated by the development of the site.
- Encourage the use of water sensitive urban design within areas that support existing significant vegetation.
- Two options for the possible redevelopment of the site are shown in Figures 9 and 10.
 - Option 1 illustrates a medium density housing approach along a framework of existing road alignments and footprints within the CSIRO site. This option could include the possible re-alignment of Graham Road along and within the eastern boundary of the site (as could Option 2). It includes a number of east-west road links throughout the site. These connections allow for integration with the site's residential surrounds, with more substantial individual building forms around the central common with its established native vegetation. Significant vegetation highlighted within the *Biosis Research* flora and fauna assessment would be preserved by allowing formal open space to occur in the southernmost part of the site. (1 dwelling/300m²: approx 280 dwellings).
 - Option 2 conceptually illustrates a possible educational or institution type use of the site. Such an activity may be able to make good use of some of the existing buildings on the site and result in a group of education or institutional buildings in an attractive landscape setting.
- Prior to development of the precinct, comprehensive site studies are recommended to record and evaluate existing

site conditions. This should as a minimum include archaeological, built and cultural heritage and environmental surveys and the necessary site analysis to the satisfaction of Bayside Council. A flora and fauna assessment of the site was undertaken by Biosis Research in March 2004.

Land Use and Activity

Preferred uses - Predominantly medium density residential, but with the opportunity for compatible educational / campus related uses, especially where they utilising existing buildings.

Building Form, Scale, Height, Massing

Two to three storeys on the periphery abutting residential properties with generous landscaped setbacks to minimise any amenity impacts.

Up to three storeys generally throughout the site, with the possibility of upper level 4 storey elements in the central parts of the property, or where there is potential to recycle existing buildings on the site.

Figure 9 – CSIRO Option 1 (Medium Density Residential)
(Concept Only)



Figure 10 – CSIRO Option 2 (Educational Campus) (Concept Only)



Access Parking and Circulation

Access from Bay Road

The creation of access to the site from Bay Road has the potential to increase the development potential of the land, particularly the southern parts of the property. It would assist in overcoming capacity constraints on abutting residential streets and would provide the opportunity for education uses on the site, without the need for commercial traffic to use residential streets.

Access to Bay Road would require negotiation with the owner(s) of properties to the south of the site.

Options include an access point on the west boundary of the property. This would align with the intersection of Bay Road and Reserve Road and provide the possibility of a signalised intersection controlling traffic into and out of the site.

Another option is for an access road along the east boundary of the site. This could occur in conjunction with the possible realignment of the southern sections of Graham Road along the eastern boundary of the property (see discussion later in this report).

Care will need to be taken with any new access points into the residential area to the north of Bay Road, to avoid the creation of a direct route that will be utilised by through traffic moving between Bay Road and Highett Road. Such a route has the potential to detract from the residential amenity of this neighbourhood.

Actions

- A suite of proposed planning scheme provisions should be prepared for the CSIRO site. This should be available to inform prospective purchasers of the site about its future use and development potential, and should be applied to the land as soon as it is transferred out of public ownership. Generally the land should be rezoned to Residential 1 Zone, but with areas of Public Park Recreation Zone and possibly Public Conservation and Resource Zone applying to areas of open space and conservation value. An Environmental Audit Overlay, Vegetation Protection Overlay,

Development Plan Overlay should also be included within the municipality's planning scheme.

- Design Guidelines for development form within the CSIRO site including prescriptive recommendations for the interface with adjoining residential streetscapes to the west.

6.6 CSIRO Open Space

Discussion

A strong desire was expressed by residents at consultation meetings for part of the CSIRO site is set aside for public open space. Local residents expressed the view that Highett has less public open space than other parts of Bayside and that additional public open space is required.

The Biosis Research Flora and Fauna assessment identified that the CSIRO site supports regionally significant vegetation. In particular a concentration of vegetation exists on the southern parts of the site. Efforts to conserve this vegetation should be incorporated into any future redevelopment of the site. Options exist to include such land in open space areas on the site.

A requirement exists for 5% of any land subdivided to be set aside for public open space. The CSIRO site has an area of around 9.5 hectares. Five percent of the site equates to around 4,700 sqm.

An attractively landscaped area of open space exists on the CSIRO site at the Graham Road entrance, in front of the main administration building. It is estimated that space has area of around 6,000 to 7,000 sqm. The area on the southern part of the site with a concentration of trees has an area of about 17,000 sqm. If both of these areas were incorporated as open space as part of the redevelopment of the property an open space provision of around 18% would result. The requirement for additional open space to be provided on the site should be included in Clause 52.01 of the planning scheme.

Retention of these areas for public open space would result in the creation of an attractive space that is clearly visible from Graham Road and from any new public roads that may run through the site. The space could be linked across Graham Road to the Lyle Anderson Reserve. This could occur by

providing a link through an existing industrial site, should that land be rezoned and redeveloped for residential purposes in the future. It would also assist in retaining significant vegetation on the site.

Actions

- When the land is transferred out of Commonwealth ownership, amend Clause 52.01 of the Bayside Planning Scheme to require an open space contribution in the order of 18% of the site.



6.7 Revealing Lyle Anderson Reserve

Discussion

Lyle Anderson Reserve is a small area of parkland abutting the west side of the railway line. It is hidden from the community at the end of Highett Grove.

The opportunity exists to significantly improve access to this park and open it up to the Highett residential neighbourhood.

This vision can be achieved by connecting Lyle Anderson Reserve to the proposed CSIRO common. This would involve creating an open space link through an area of industrial zoned land to the west of the reserve. That land is an isolated

industrial site that has residential redevelopment potential. Rezoning would be required before the land could be redeveloped for residential purposes. An open space link through the site could be pursued as part of any residential redevelopment.

Actions

- Rezone Industrial Zoned properties to a Residential 1 Zone, subject to an agreement that provision will be made for an open space link between the CSIRO site and Lyle Anderson Reserve as part of any future redevelopment of the site.

6.8 Overcoming Railway and Highway Barriers

Discussion

The railway line and Nepean Highway present major barriers to pedestrian movement across the study area.

High density redevelopment along the west side of Nepean Highway will create an interesting, diverse and busy place. Easy pedestrian access into and from this area from all directions will be critical to integrating new residents with the wider community.

Improved access is required from the established residential areas to the west of the railway, across the line to facilities such as Sir William Fry Reserve, Southland Cheltenham and Nepean highway itself.

The potential exists to provide a pedestrian bridge over the railway line to link Lyle Anderson Reserve and neighbourhoods further to the west with possible parkland and new development areas on the east side of the railway.

Actions:

- Utilise the new signalised intersections that will be established along Nepean Highway, as controlled pedestrian crossing points.
- Provide pedestrian links across the railway line south of Highett Road and adjacent to the bowling club subject to discussions with rail operators.



Railway Line Barrier

6.9 Bay Road Mixed Use Corridor

Discussion

The Bayside Industrial Strategy (Hansen Partnership 2002) identified the opportunity for the Bay Road industrial estate to evolve from a traditional industrial area to a high amenity employment park precinct, with strong economic linkages to the Southland / Cheltenham activity centre.

The possibility of land along the north side of Bay Road evolving from its existing single storey housing form to a medium density mixed use format, was raised as part of that study.

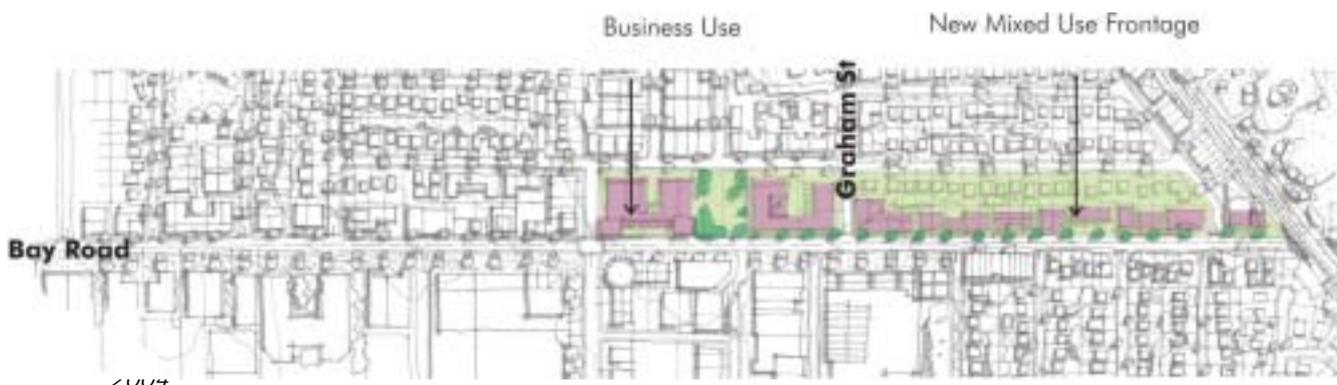
Bay Road provides a low level of residential amenity. Existing houses along the north side of the road are modest dwellings dating from the mid-twentieth century. With the consolidation of lots fronting Bay Road the opportunity would exist for buildings of up to 3 storeys, used for a mix of uses including residential, small scale offices, commercial or display.

Land Use and Activity

Residential, small scale offices, restricted retail, showrooms.

Building Form, Scale Height, Massing

- On single lots of less than 1,000sqm and with a frontage of less than 20m – Two storey maximum.
- On two or more consolidated lots of greater than 1,000sqm and with a frontage of more than 20m – Potential for a three storey maximum building height, with the opportunity for residential apartments subject to design and amenity considerations.
- Graduated building height to respect residential amenity of dwellings to the rear.



- Garden setback from Bay Road to establish a landscape effect.

Access Parking and Circulation

- All access from Bay Road.
- Single access point for consolidated lots.
- Car parking either in basement or lower level of building.

Planning Policies and Controls

- Mixed Use Zone
- Design and Development Overlay
- Local Policy

6.10 Preferred Medium Density Residential Areas

Discussion

An extensive planning policy basis relates to redevelopment within established residential areas in middle ring suburbs such as Kingston and Bayside. Consistent with State government policies for urban consolidation and a more compact city, incremental change and intensification of densities in established residential areas is supported with the context provided by ResCode (i.e. Clauses 54, 55 and 56 of Planning Schemes).

Melbourne 2030 re-emphasises such policies. However it also emphasises substantially increasing densities in and around activity centres, close to railway stations and on strategic redevelopment sites.



Within this context, residential areas within the study area have been distinguished as follows:

- those in which clear policy support exists for a high degree of change towards medium or higher density housing (i.e. preferred medium density residential areas); and

- those in which incremental change should occur within the framework set by ResCode.

Preferred medium density residential areas include the following:

- *Main Road Residential Areas*- This land comprises largely single storey detached dwellings from the mid 20th Century on either side of Nepean Highway, north of Bay Road (excluding Gascor and related commercial land). Evidence of more recent infill medium density housing also exists along the corridor. These properties front the arterial road, are located on the periphery of a residential neighbourhood (rather than within one), and are located close to both the Highett Shopping Centre and Southland. They are well suited to a higher level of residential development than presently exists and have the potential to improve the built form and presence of the Nepean Highway corridor.
- *Station and View Street Areas south of Highett Road* -the small pocket of residential land between the Highett Shopping Centre, the railway line and major strategic development sites fronting Nepean Highway. Considerable change is anticipated in this area given the redevelopment opportunities on adjoining strategic sites to the south, and the potential intensification of activities within the Highett Shopping Centre. This will have an impact on the existing character and amenity of the area. Given these changes and the proximity of the area to the Highett shops and station, it is considered well located for a greater concentration of medium density residential use.
- *Immediate Periphery of Highett Road Centre* -the areas north and south of the Highett Road strip centre to either side of the railway line (and behind the Nepean Highway frontage). Change is expected in these areas, in particular behind the Highett Road commercial frontage and along the railway line corridor. Residential stock in these areas is ageing and consolidation of lots has already begun. It is another precinct well suited to sensitive medium density housing.

The practical difference between preferred medium density areas and other incremental areas that exist throughout the study area will be as follows:

- Council will support well designed apartment developments, as distinct from villa unit and town house style developments in preferred development areas.
- A building height of up to 3 storeys will be supported in preferred medium density residential areas, especially where a consolidation of lots occurs. A maximum height of two stories is more likely to eventuate in 'other' residential areas throughout the study area.

The opportunity for change in the identified preferred medium density and main road residential areas is restricted by the fragmented land ownership pattern. To encourage site consolidation Council should consider the preparation of guidelines that encourage the consolidation of lots and provide incentives to do so.

Actions and Guidelines:

- Exempt areas from the existing schedule to the Residential 1 Zone.
- Apply a Design and Development Overlay that addresses the following:
 - On single lots of less than 1,000sqm and with a frontage of less than 20m – Two storey maximum. Preference for two storey villa unit or townhouse style redevelopment.
 - On two or more consolidated lots of greater than 1,000sqm and with a frontage of more than 20m – Potential for a three storey maximum building height, with a preference for residential apartment style developments subject to design and amenity considerations.
- Incorporate siting guidelines for medium density housing for:
 - Site Planning: front setbacks and development form to reflect consistency with predominant patterns of the streetscape.
 - Boundary Setbacks: adequate side and rear setbacks to enable appropriate daylight to adjoining dwellings and minimise overlooking
 - Private/ Communal Open Space: provision of min 8m² individual terrace and/or 40m² ground level garden areas and where more than 8 dwellings, provide communal spaces to be accessible to all occupants.

- Landscapes: protection of existing established vegetation wherever possible to reiterate the borrowed landscape along boundaries and in particular in frontages.
- Frontages & Garages: retention of the traditional open frontage effects with concealed garages incorporated into development or set behind the primary façade.

6.11 Incremental Change Residential Areas

Discussion

Residential areas not identified as preferred areas for medium density housing will be managed pursuant to existing Council policies and ResCode.

ResCode supports increased densities close to activity centres and public transport nodes etc. It also allows development of up to three storeys. The applicability of these issues to individual applications will be considered by Council on their merits. However, both Councils acknowledge the appropriateness of medium density housing in those areas close to activity centres and stations.



Highett's Residential Streetscapes

Ongoing enhancement of the amenity of all incremental change residential areas within the study area is required as a consequence of the level of change envisaged to occur throughout the precinct. A street tree planting program is required for all residential streets. In the residential area to the west of the railway line, the aim should be to integrate street tree plantings with the existing landscape character of the CSIRO site (including its significant remnant native vegetation), the CSIRO 'Common' and the Lyle Anderson Reserve.

Actions and Guidelines

- Street revegetation works to improve the character and amenity of the residential areas.
- Incremental redevelopment pursuant to existing provisions of the Bayside Planning Scheme.

6.12 Graham Road

Discussion

Graham Road between Bay Road and Highett Road is commonly utilised by local and through traffic as a rat-run. The road presently accommodates for in excess of 3,200 vehicles per day, a figure likely to increase significantly with the onset of the redevelopment of the CSIRO and Gascor sites. In consultation with the community, traffic congestion and traffic volumes and impacts on residential amenity in Graham Road were identified as key issues.

The redevelopment of the CSIRO site, the anticipated shift in use and activity along Bay Road (as part of the Bayside Industrial Study), further retail expansion in Highett Road and the progressive evolution of established residential areas north of Bay Road and west of the railway line, will added to traffic volumes in the area.

An draft version of this structure plan identified the option of reconfiguring Graham Road by splitting the existing Graham Road corridor into two parallel streets. Graham Road east was to extend off Bay Road and assume its existing form to the south, then extend northward through the western edge of the Office of Housing estate and the edge of the Lyle Anderson Reserve, towards the railway line (and possibly beyond to Station Street and the Highett RSL). It was to interconnect with the east-west aligned Thistle Grove. Graham Road west was to extend off Highett Road in the north and assume its existing alignment to the CSIRO entry. From that point it was to extend directly south along the eastern boundary of the CSIRO site and the western edge of Somerset Mews, but was not to extend through to Bay Road. Combined the two parts of the road would provide discontinuous routes between Bay Road and Highett Road, with the aim of reducing through traffic and enhancing residential amenity.

Subsequent to the release of the draft structure plan, Bayside City Council commissioned an independent assessment of traffic in Graham Road (Graham Road Highett Traffic Management Plan (Draft Report), Andrew O'Brien and Associates Pty Ltd, September 2004). That report strongly opposed the above discontinuous realignment of Graham Road, as it concluded that a direct local crossing was

required between Bay Road and Highett Road. It generally supported retaining the existing alignment of Graham Road. However it did comment that the option of realigning Graham Road as a straight road along the eastern boundary of the CSIRO, had merit in pursuing as part of the redevelopment of the CSIRO site.

Actions

- Include the possible realignment of Graham Road along the east boundary of the CSIRO site, in any local planning policies or development guidelines prepared for the site.
- Further pursue the option of realigning Graham Road along the east boundary of the CSIRO site when that land becomes available for redevelopment.

6.13 Highett Shopping Centre

Figure 2 summarises the key elements of the plan as they relate to the Highett Shopping Centre.

Figure 8 is an illustrative plan that shows how the shopping centre precinct may evolve if these elements described in the structure plan are implemented.

Nepean Highway Presence

The Highett shopping centre presently lacks an address to Nepean Highway. A car rental agency with an open area for the display of cars exists on one corner, and a single storey dwelling converted into consulting rooms exists on the other. These activities fail to provide a built form presence for the activity centre that capitalises on the prominence and exposure provided by the intersection of Highett Road and Nepean Highway, which presently accommodates for over 75,000 vehicle movement per day.

The potential exists for a substantial built form on both street corners. Attractively designed mixed use buildings with retail or commercial uses at ground level and a mix of residential or offices above, would mark the entry to the centre from Nepean Highway.

Consolidation of former residential lots will be required to assemble sites of sufficient size to realise this opportunity. In relation to land on the north side of Highett Road, Council

should take the opportunity to require agreements to be entered into at the time of rezoning, to ensure that future designs allow for the extension of Edwin Parade through the site to both Nepean Highway and also to Highett Road (see discussion below).

Actions and Guidelines:

- Rezone to a Business 1 Zone
- Mix use development with retail or commercial uses at street level and residential or office uses at upper levels.
- 4 storey maximum building height.
- No setback required from street frontages on southern side of Highett Road
- Setbacks on northern side of Highett Road to increase visibility into the centre from Nepean Highway and further east.
- Graduated building height to residential abuttals.
- Require Section 173 agreement to accommodate access through site to Nepean Highway and to Highett Road (for rezoning to the north of Highett Road only).

Edwin Parade Extension to Highway and to Highett Road

Edwin Place is an access lane that serves the rear of shops fronting the north side of Highett Road, extending from Henry Street to the rear boundary of residential properties that front Nepean Highway.

As part of the consolidation of residential lots at the north-west corner of Nepean Highway and Highett Road, the opportunity exists to extend Edwin Place through to Nepean Highway (for cars) and to Highett Road (for pedestrians). This would enable service vehicles and cars accessing the car park at the rear of the shops to exit the lane via the Highway. This would avoid the need to re-enter Henry Street and Highett Road. It would also provide the opportunity for a more permeable network of pedestrian paths through this part of the centre.

Action and Guidelines:

- As part of the rezoning of land at the north-west corner of Highett Road and Nepean highway, undertake

consultation with traders and residents with a view to forming a Section 173 agreement to accommodate access through the site to Nepean Highway and to Highett Road.

Gateway Open Space near the Highway Corner

Given the configuration of roads, services roads, access lanes and footpaths at the north-west corner of Nepean Highway and Highett Road, considerable space exists within the road reserve to create a open space or plaza feature. The opportunity exists to landscape or pave this area in a manner that complements the gateway buildings referred to above.

Actions and Guidelines:

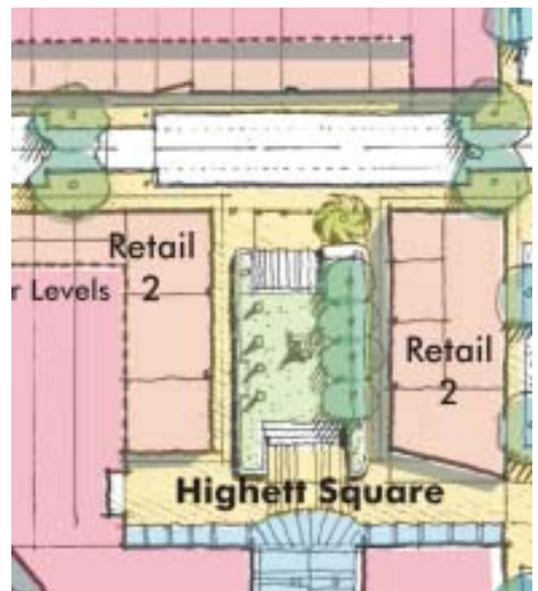
- Kingston City Council in conjunction with VicRoads, to prepare and implement a design for the landscaping and treatment of land within the road reserve at the north-west corner of Nepean Highway and Highett Road.

Civic Plaza and Integrated Multi Purpose Facilities

The City of Kingston owns much of the land to the south of the Highett Road Shops, between Station Street, the railway line and the RSL. This land includes the existing library (that fronts onto Highett Road), a kindergarten and car park.

The opportunity exists to establish a high quality community focal point for the Highett Centre in this location. Elements could include:

- An exciting and vibrant new public plaza or community meeting place that opens out on the southern side of Highett Road in the place of the existing library building, providing a green refuge from the relatively confined retail spine. Such a generous public space should allow for new retail frontage to connect the primary Highett Road strip with Community related uses at the southern extent of the space. The new Highett Square should incorporate an elevated grassed pad, public seating and lighting, appropriate shade plantings and integrated artwork inspired by the Highett community. The space may built upon the recent public domain work



Highett Square: A new Public Space

completed around the existing Highett Library.

- A new multi purpose community facility at the southern extent of the space appended to the RSL on land currently utilised as Kindergarten and Neighbourhood house. Such a facility should include the relocated and expanded library, neighbourhood house, 'outposts' for municipalities, kindergarten and associated parking. Synergies with the adjoining RSL (and related sporting and leisure) facilities should be explored. The Highett Square space will successfully act as the primary entry to such a high profile facility, which may be access directly off Highett Road, from Station Street or via underpass from Graham Road to the west.



Actions by private developers that would assist in maximising the design qualities and level of activity generated in this space include:

- redesigning the shops that abut each side of the civic space to 'open out' onto the plaza;
- redevelopment of RSL to address the space in a positive manner.

Actions and Guidelines:

- Kingston City Council to investigate the potential to establish a new multi purpose facility in this location, including an expanded library.
- Kingston and Bayside Councils to enter discussions to determine the role for a 'municipal outpost' facility to be included as part of any multi-purpose centre provided.
- Prepare a master plan for the redevelopment of the area.

- Enter discussions with owners of adjoining properties to encourage redevelopment of buildings, with active uses fronting onto the civic space.
- Enter discussion with the RSL regarding the possible redevelopment of its facility to address the civic space.

Retail and Mixed Use Expansion to the West of the Railway

Vacant and underutilised land exists to the west of the railway line. This area presents an opportunity to be used in a way that will complement the role and the range of services and facilities available in the Highett Centre. It also provides opportunities for additional people to live and work close to the centre and to the station.



Corner Highett and Graham Road

The concept of a supermarket with a mix of uses above (as approved by a recent planning permit), including residential is considered an appropriate use for the site at the corner of Highett Road and Graham Street. The inclusion of a supermarket will contribute significantly to the role and range of retail attractions available in the centre. The opportunity should be taken to negotiate a contribution from developers for improvements to pedestrian linkages between the site and the east side of the railway line.

Issues that may serve to constrain the intensity and height of the development include traffic volumes in Highett Road, and traffic issues associated with the intersection with Graham Road and Highett Road near the railway crossing. To be consistent with the intended scale and quality of Highett Street east, having regard to the natural fall of the land to the west of the railway and the height of the other development proposal to the west, the development should present as three storeys to the Highett Road frontage.

Further mixed use opportunity may be realised in other retail/commercial formats further west of Middleton Street (south side) and Train Street (north side). These somewhat isolated sites will be further integrated with the Highett Road strip with the progress of further activity on the western side of the railway line. They should be considered for further consolidated mixed use development subject to amenity impacts and integration with adjoining established residential areas.

Guidelines:

- Rezone the land from a Business 2 Zone to a Business 1 Zone to reflect the retail and mixed use potential of land at the north-west corner of Highett Road and Graham Road.
- Consider further rezoning of Business 2 Zoned land to a Business 1 Zone further west.
- Enter negotiations with developers of the site regarding improvements to pedestrian links between the site and the east side of the railway line.
- Have regard to traffic and built form issues in the assessment of the current application.

Highett Community Hub: Livingstone Street

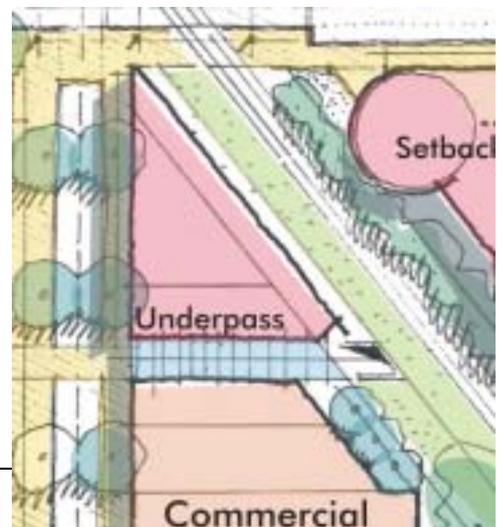
Bayside Council's Livingstone Street Community Centre is located some 300m west of Highett Station, north of Highett Road off Worthing Road. The centre includes senior citizens, youth and scout facilities with generous open grounds and car parking. While this centre is peripheral to the main Highett Road strip, improved linkages to the main street should be encouraged and will be readily achievable given the progressive extension of the mixed use format the centre to the west of the rail line.

Subject to the definition of suitable services around the Highett Shopping Centre's proposed public space and multi-purpose community facility, related civic function may be feasible (and easily accessibly) at Livingstone Street. The inter-relationship between each of Council's community facilities should be carefully examined to best service the total existing and future Highett community.

Integrated Mixed Use Corner with Link to Civic Plaza

Land at the south-east corner of Graham Street and Highett Road has a triangular shape, abuts the railway line, slopes down from Highett Road along its Graham Street frontage, and is at a lower level than land on the west side of the railway line. It presents as a prominent and high visibility corner when viewed from the west.

This site will be at the interface between the 'old centre' to the east of the railway line and what could be major new retail and mixed use element to the west.



The site has the potential to accommodate an interesting built form that serves to integrate what could be a taller building element to the west of Graham Road, with what is predominantly a one to two storey built form to the east of the railway.

Given the topography of the site, the potential exists for a pedestrian underpass under the railway line. Such a link could be incorporated into any redevelopment that occurs on the site.

Guidelines:

- Retail or business uses at ground level.
- Residential or office uses above.
- Maximum height of 3 storeys.
- Include the opportunity for a pedestrian underpass under the railway line, connecting to the civic plaza proposed to be established to the east of the railway.

Railway Parade Junction Enhancement

When viewed from the west, buildings at the corner of Railway Parade and Highett Road are elevated above the tracks, setback behind a widened pavement, and give the illusion of a curved or crescent shaped built form.

The location is well suited to a prominent corner building element of a greater height than might occur along Highett Road generally (i.e. three storeys to the frontage with a recessed fourth level). The opportunity also exists to extend a three storey building height along Railway Parade to the north.



Existing Junction Form

Guidelines:

- Retail uses at ground level that generate activity in the widened footpath space that exists in front of buildings on this corner.
- Residential or office uses above.
- Corner site - maximum building height of 3 storeys to the frontage, with a recessed fourth level.

- Maximum building height of three storeys elsewhere along Railway Parade.

Upgraded Highett Railway Station

Station buildings on the west side of the railway are attractive older style heritage listed buildings that contribute to the character of Highett. Station buildings on the east side of the line are more modern utilitarian structures. They provide minimum comfort and weather protection but fail to reflect the significance of the station as a community asset and focal point.

The opportunity exists to upgrade or redevelop station buildings on the east side of the railway line. This could occur in conjunction with the development of commuter car parking spaces along the east side of the line (as an integrated commuter car parking and residential development). Combined with the establishment of an upgraded pedestrian plaza at the north-west corner of the Highett Road and Railway Parade, the junction between Railway Parade and Highett Road could be revitalised and enlivened with a new and upgraded built form.

Actions and Guidelines:

- Cities of Kingston and Bayside to initiate discussions with the State Government regarding the upgrading of station buildings and possible redevelopment of railway land for integrated commuter parking and residential development initiative.

Mixed Use Shop Tops

In line with the objective of intensifying activity and attracting more people to live and work within walking distance of the shopping centre and railway station, mixed use shop top accommodation is strongly supported throughout the centre.

The centre presently includes a mix of one and two storey buildings fronting Highett Road. A considerable proportion of these are single storey, many dating from the mid twentieth century and with no heritage or urban character significance.

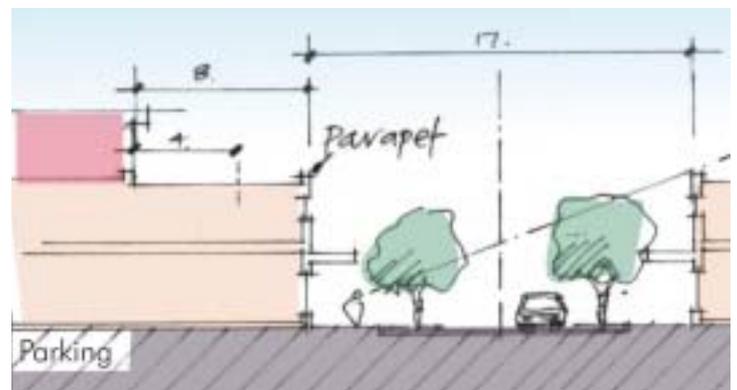


Existing Shop Top forms

This provides the opportunity to intensify activities along the street with upper level extensions or redevelopments to a higher level than presently exists.

Houses or offices above, or at the rear of shops are encouraged. Given the relatively narrow width of Highett Road (17 metres) and the potential for taller buildings to confine the streetscape, a maximum height of 2 storeys should be permitted to the street frontage. Buildings of up to 3 storeys should be permitted where the upper level is setback from the frontage. Taller buildings will be permitted on other sites specifically referred to elsewhere throughout this report.

Given the scale and proportion of the Highett Road streetscape and the strength of the prevailing 'wall' of buildings along the street, a setback of at least 8 metres should be sufficient for the third or upper level of buildings. This will ensure that upper levels do not visually dominate or overshadow the street.



Shop Top formats

The third level of any new buildings adjacent to residential areas should be setback around 4 metres from the rear property boundary.

There are presently about 90 separate properties included within the business zoning that covers the Highett Shopping Centre. Assuming that on average one shop-top dwelling could be created for every existing property, around 100 additional dwellings might be created within the centre. Assuming an occupancy rate of 2 persons per dwelling this would equate to around 200 additional people.

Guidelines:

- Maximum building height:
 - Three storeys on corner sites.
 - Two storeys up to street frontage on sites that are located mid-block.
 - A third level where setback from the frontage at least 8 metres to ensure limited visual or overshadowing impact on Highett Road streetscape.

- A third level where setback from the rear boundary at least 4 metres or as required to minimise overshadowing and overlooking of adjoining properties across lanes.

Vehicle Movements in Rear Lanes

Redevelopment of vacant and underutilised land at the rear of shops is beginning to occur around Highett Shopping Centre.

This represents an appropriate and efficient use of the land close to an activity centre. However it can lead to access difficulties due to increased traffic in lanes and conflict between delivery vehicles and cars, as well as pedestrians.

As these forms of development occur more frequently it will be necessary to upgrade and rationalise the use of laneways. Options include:

- setting buildings back from laneways to allow either the widening of the laneway or to provide for a parallel loading bay at the rear of a property;
- providing shared loading bays parallel to the laneway in one or two locations along the length of the laneway between any two streets;
- encouraging basement or in-building car parking spaces, with a single access lane as part of the redevelopment of sites, rather than a row of ground level car parking spaces across the full width of the rear boundary of a site; and
- providing some opportunity for loading bays within Highett Street.

Guidelines and Actions:

- In consultation with owners of adjoining properties, prepare a scheme to upgrade and rationalise access and loading in each laneway abutting the activity centre.

Medium Density Redevelopment of Ground Level Car Parks

In the longer term, as the activity around the centre intensifies and land values increase, the opportunity is likely to emerge to redevelop ground level car parks behind the Highett Road frontage. Such redevelopments could include basement level car parking to accommodate ongoing car parking demands of shops and businesses in the centre, with the opportunity for

two to three storeys of residential development above. These parking areas, in particular off Henry Street (north) and Station Street (south) are ideal candidate sites for redevelopment given their common ownership, proximity to activities and facilities and interfaces. They should be the basis for a successful transition between main street retail strip and the peripheral consolidating residential surrounds, and provide a much improved urban form that the existing 'void' generated by open car parking areas. As a starting basis, there should be no net loss in the number of accessible car parking spaces available for traders or retailers of the Highett Centre.

Guidelines and Actions

- Kingston Council to undertake a development feasibility study (economic, traffic and architectural) to determine the intensity of development that would be required to make redevelopment of ground level car parking areas viable.
- Kingston Council to actively pursue initiatives to redevelop any ground level car parks it owns or which are owned by the traders.

Improved Pedestrian Safety on Highett Road

Issues regarding pedestrian safety in the Highett Road shopping centre relate to the following:

- crossing Highett Road anywhere along that part of the street within the shopping centre;
- crossing north- south side streets that intersect with Highett Road;
- crossing the railway line; and
- crossing busier side streets such as Graham Road and Railway Parade;

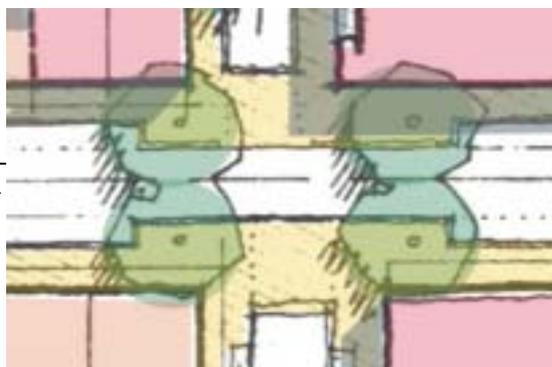
Improvements suggested include:

- Continuing footpaths in Highett Road over (and across) side streets. This will involve forming a raised threshold at the entrance to the street, without a change of level, kerbs or gutters, enabling clear and uninterrupted (flush) pedestrian movement along either side of Highett Road



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Proposed Raised Threshold Pedestrian Intersection

Additional Retail FloorSpace

It is estimated that every additional resident within the catchment of the Highett shopping centre will generate a demand for about 0.4 square metres of additional retail floorspace within the centre. Assuming an additional 3,000 people can be accommodated throughout the area, the demand would exist for an additional 1,200 square metres of retail floorspace.

7 Implementation

7.1 How to Achieve the Vision

This section of the report identifies what needs to be done to ensure that the recommendations of this report are achieved. Initiatives are grouped under the following headings:

- Retaining the Commitment of the Councils Over Time;
- A Strong Role for the Traders Group;
- Enthusing the Private Sector;
- Partnership Projects;
- Funding; and
- Planning Policies and Controls.

7.2 The Commitment of the Councils Over Time

An ongoing commitment to the implementation of the structure plan over the medium to long term is required from both the Cities of Bayside and Kingston. Impediments to such a commitment are:

- Competing interests for public works in other activity centres and precincts throughout the municipalities;
- Changing Council and likelihood of different agendas; and
- Short term interests of private developers, who may not wish to develop in accordance with the vision presented by the plan.

These impediments can be addressed by:

- Traders and business groups establishing a strong and independent role in the Highett Activity Centre, and acting as vigorous advocates and lobbyists for their centres.
- Entrenching recommendations of the study in the planning scheme.
- Including public works projects within Council's annual budgets.

- Presenting a clear list of works priorities for subsequent years, that can be incorporated into future annual budgets.
- Designating responsibility for the implementation of the plan to a Councillor and to a Council staff member within each municipality.
- Establishing committees and coordination arrangements involving all stakeholders within each Councils decision making framework.

7.3 A Strong Role for the Traders Group

The traders group has a vital role in ensuring the implementation of those elements of the plan that relate to Highett Shopping Centre. In municipalities such as Kingston and Bayside, that have many activity centres that are all competing for scarce funds, a strong lobby role by a trader group is essential to retain an ongoing commitment from the two Councils.

The Councils should encourage and actively support a traders group at Highett. It should involve a traders group representative in all decision making and policy setting relevant to the centre. A role for existing or future community and resident groups is also encouraged, in particular in relation to the very important neighbourhood character, landscape and cultural values of the broader study area.

7.4 Coordinating Activities of Council

To give weight to the Plan and those elements that relate to the Highett Activity Centre, a number of strategies have been devised that aim to increase involvement in precinct planning and management.

To be successful, this approach must be embraced by all those parties with an interest in the revitalisation of the precinct. This includes local municipal and infrastructure service providers, key landowners and service users. Possible change management measures include:

- Establishing a strengthened development review panel that will have sound representation and work to achieve the 'physical' development goals as agreed in the plan.

- Establishing a secondary representative body for invigoration of the social and cultural dimension of the Activity Precinct, working in unison with the broader 'physical' management group.
- Increased choices for stakeholders to take more responsibility in the precincts development and exercise greater participation in relation to management of the area.

Within this structure, it is vital for management groups to take partial responsibility for the implementation of improvements and the on-going management and maintenance of the area. This group should also identify dedicated teams to take responsibility for a range of administrative, control, maintenance, and promotional tasks that are required in competitive urban places today. This 'caretaker' role should establish a presence within the precinct to act as the interface between traders, local service users and providers. Such a body may also be responsible for:

- security and surveillance;
- maintenance and upkeep, cleaning and garbage removal;
- entertainment and festivals, promotion and publicity;
- business and commercial vigour, liaison with building owners and traders; and
- overall implementation of the structure plan.

The sharing of these responsibilities between Council and local stakeholders (especially the traders group) will help to empower local business communities with a sense of ownership and ensure a continuous and focused approach to contributory development and public domain improvements. This alone will raise the standard of the Highett Activity Centre and advance its role as a catalyst to change.

7.5 Entusing the Private Sector

Projects such as this rarely seek to actively involve private developers and stakeholders; they usually just identify a program of public works and provide guidelines that developers will be encouraged to meet, if and when applications are lodged with the Councils.

The two Councils should take an active role and seek to positively influence the actions of private land owners and developers in the precinct. This is particularly important in relation to the key strategic development sites along Nepean Highway, the CSIRO site and Southland. Initiatives include:

- Making direct contact with major property owners and investors to discuss development opportunities in accordance with the structure plan.
- Initiating appropriate rezonings, rather than waiting for developers to approach Council.
- Developing policies and guidelines that will help in overcoming impediments to preferred uses and built form.
- Adopting a positive and supportive approach that seeks to facilitate and 'fast track' proposals that are consistent with the vision for the study area.
- Initiating funding schemes that may involve special charges or development contributions in order to generate the funds necessary to realise the objectives of this project.

7.6 Partnership Projects

Other Government agencies have a significant role in the study area – i.e. the State Department of Treasury and Finance, Office of Housing, VicRoads, VicTrack, the CSIRO. Some, if not all of these agencies are likely to undertake significant reinvestment within the study area in the future.

The opportunity exists for Council to realise some of its public works initiatives as part of the upgrading of infrastructure by other agencies. This may assist in defraying the cost of public works that would otherwise be the responsibility of Council.

Council should work closely with other State Agencies to identify Partnership Projects in which infrastructure works of other agencies can be coordinated with public works projects of Council.

The concept of partnership projects can also be extended to the private sector. Council should explore opportunities for public infrastructure and amenity enhancements in conjunction with development proposals for key development sites.

Potential partnership projects include:

- upgrading and landscaping of Nepean Highway, between Highett Road and Bay Road;
- upgrading and redevelopment of Highett Station;
- redevelopment of the CSIRO site;
- redevelopment of the Gascor site; and
- redevelopment of the Office of Housing land in Graham Road.

7.7 Funding

Options to fund public works are discussed below.

Council funding from general rates

The ability of Councils to fund public works from general rates is limited by budgetary constraints and a general lack of funds for major capital works projects.

In order to demonstrate its commitment to civic improvements in the precinct, Councils will need to provide some funds from general revenue. This could be either for specific projects, or on a dollar for dollar basis (or some other proportion) to match funds derived from other sources.

Councils should clearly state their financial commitment to the precinct in order to demonstrate its commitment to the private sector and to the community.

State Government Funds

The State Government makes funds available to local government for public works and urban improvements. This document will provide Councils with the strong strategic justification necessary to support applications for project funds as they become available. Possible funding sources include:

- Funding for local government from the Department of Sustainability in relation to planning initiatives supportive of Melbourne 2030.
- The Department of Sustainability's, Pride of Place Program – offers grants and assistance for public realm capital works initiatives that result in the upgrade of the public realm and Urban Design outcomes.

- The Department of Infrastructure, Regional Infrastructure Fund.
- The Department of Transport, offers funding for the upgrading of Inter-modal transport hubs.
- VicHealth's Active for Life, Arts for Health and Sports Safety Equipment Programs encourage partnerships for health promotion through changing environments and supporting participation in creative activity as a means to promote health.

The Australia Council, through its Community Environment Art and Design (CEAD) Program, also supports one-off projects which involve communities, artists and designers in the planning and design of public environments. The fund aims to encourage greater recognition and appreciation of the link between the cultural life of communities and the quality of their physical environments. Projects may be initiated by communities or by individuals working with communities and the category is open to both individual and organisations.

Special Charges

The levying of a special charge is appropriate to use to generate funds where a benefit will be derived by existing property owners and businesses.

A special charge to cover the cost of enhancement works along Highett Road, for example, would be an option for generating funds for streetscape and related works, as it is existing property owners and business that benefit.

Political and equity considerations need to be taken into account in deciding to introduce a special charge.

Development Contributions

Development contributions are appropriate to be sought from new development, where that development will generate a need for the upgrading of infrastructure or public facilities.

An example is the establishment of a new road link across Bay Road to Southland. New development that occurs to the north of Bay Road, and also any future redevelopment that occurs on the Southland site, could be required to make a contribution towards the cost of that infrastructure. For this to occur:

- a fully costed plan for works is required;
- the portion of the cost allocated to new development needs to be clearly identified and justified;
- the source of all other funds needs to be identified; and
- a commitment is required from Councils that the funds collected will be used to implement the upgrading works planned.

A Development Contributions Overlay would need to be applied to any areas in which development contributions were to be sought. Separate overlays would need to be prepared for areas within Bayside and Kingston. The precise boundaries of such overlays should be determined at the time the development contributions plan(s) are being prepared.

Open Space Contribution

The opportunity exists to obtain a minimum 5% contribution for any land subdivided, pursuant to the Subdivision Act. This can be increased in situations where an appropriate strategic study identifies that a higher proportion of open space is required to meet legitimate open space planning objectives, and a requirement is included in the schedule to Clause 52.01 of a planning scheme. It has been identified that a contribution in the order of 18% would be appropriate to seek in relation to the CSIRO site. Merit would also exist in the Councils further investing additional land required for open space within the study area and the possible costs of upgrading William Fry Reserve and the Lyle Anderson Reserve. This could form a basis for justifying an open space contribution of more than 5% in relation to development throughout the structure plan area generally.

7.8 Planning Policies and Controls

New Local Planning Policy and DDO

Clause 22 of planning schemes provides the opportunity to give local planning policies statutory weight. It is appropriate to insert a policy in that section of each planning scheme that specifically relates to the Highett structure plan area.

The policy need not replicate the detailed recommendations and guidelines contained in this report. However it should include a statement of the key objectives derived from this

report and clearly state that the findings and recommendations of the report will be taken into account by Council in relation to all applications for planning permits and all requests for rezonings, within the precinct.

Changes to Planning Scheme Maps

Figures 11 and 12 overleaf show the changes proposed to the planning scheme maps.

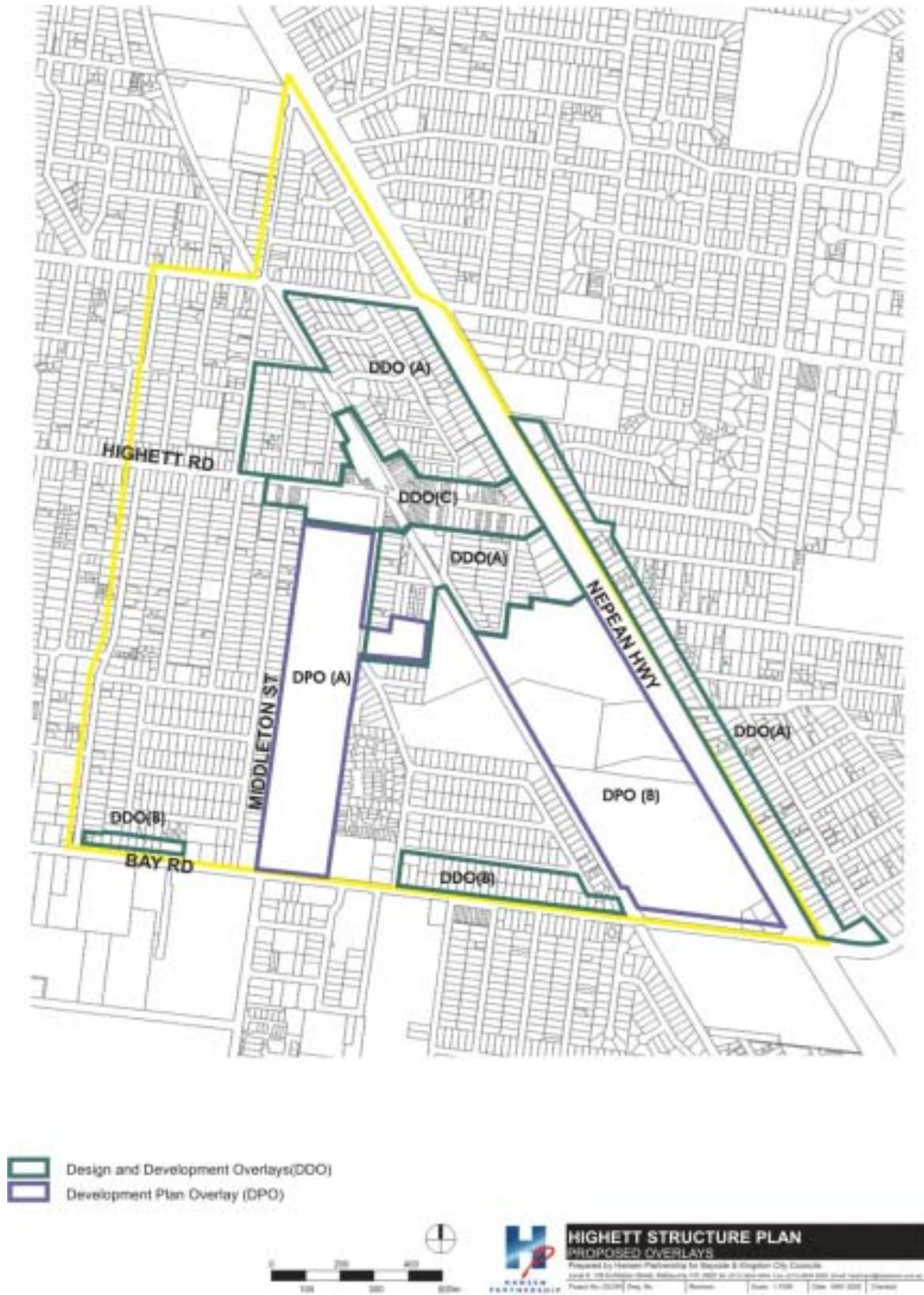


Figure 12

Part B Influences

This part of the report presents a discussion on the factors that will have an influence on the planning and development of Highett.

1 Melbourne 2030

Melbourne 2030 presents a strategic planning outlook for Melbourne over the next 30 years. The policies presented in Melbourne 2030 have the potential to drive change in the form, the intensity and location of urban development throughout Melbourne, including land within the Highett study area.

It reinforces and expands upon long held metropolitan planning policies that seek to, among other things:

- encourage urban consolidation and increase residential densities in established urban areas, especially close to activity centres and public transport;
- encourage the concentration of retail and commercial activities in designated activity centres;
- reinforce the role of Melbourne CBD as the primary activity centre in the metropolitan area
- discourage major retail and office developments outside the Melbourne CBD and outside designated suburban activity centres.

Key directions from Melbourne 2030 that are relevant to Highett include the following:

- A more compact city:
 - Building up activity centres as a focus for high-quality development, activity and living for the whole community.
 - Broadening the base of activity in centres that are currently dominated by shopping, to include a wider range of services over longer hours, and restrict out-of-centre development.

- Locating a substantial proportion of new housing in or close to activity centres and other strategic redevelopment sites that offer good access to services and transport.
- A more prosperous city
 - Strengthening Central Melbourne's capital city functions and its role as the primary business, retail, sport and entertainment hub for the metropolitan area.
- A great place to be:
 - Promoting good urban design to make the environment more liveable and attractive.
 - Recognising and protecting cultural identity, neighbourhood character and sense of place.
 - Promoting excellent neighbourhood design to create attractive, walkable and diverse communities.
 - Improving the quality and distribution of local open spaced and ensure long-term protection of public open space.
- Better transport links:
 - Upgrading the principal public transport network and local public transport services to connect to activity centres and link Melbourne to regional cities.
 - Improve the operation of the existing public transport network with faster, more reliable and efficient on-road and rail public transport.
 - Plan urban development to make jobs and community services more accessible.
 - Giving more priority to cycling and walking in planning urban development and in managing the road system and neighbourhoods.
 - Promoting the use of sustainable personal transport options.

More specific initiatives that underlie these directions include:

- For principal and major activity centres to be the preferred locations for higher-density residential and mixed use developments.
- The identification of strategic redevelopment sites which are to be a focus for new large scale residential development within the established urban area.
- Protection of the character of established suburbs using ResCode.
- A focus on good urban design, on creating local 'sense of place', and making the city more attractive and exciting, with centres that are relevant to their local communities and which have high-quality and sustainable environments.
- Achieving a goal of 20 per cent of motorised trips on public transport.

The implications of these policies on Highett include the following:

- Southland / Cheltenham is a principal activity centre and is to be a focal point of higher density residential and mixed use development.
- Vacant and underutilised land along the west side of Nepean Highway constitutes strategic development sites within the context of Melbourne 2030. The opportunity should be taken to achieve higher density residential and mixed use development on those sites.
- The Highett shopping centre is not a designated activity centre under Melbourne 2030. However it is neighbourhood centre and community focal point. The focus of attention of the Highett study should be on creating a strong 'sense of place', a high quality and attractive environment, and a focal point that is relevant to the neighbourhood in which it is located. The opportunity should exist for a higher intensity of residential and mixed use development, within the context of Highett as a local centre with a railway station.
- The character of established residential areas throughout the study area should be managed within the guidance provided by ResCode.

However ResCode does acknowledge the potential for increased densities in response to the quality of the existing character of residential areas and proximity to activity centres and public transport.

- Creating an urban form that maximises the opportunity for residents and workers to use public transport, walk or cycle.
- The policy of strengthening the business role of the Melbourne CBD has in the past had the implications limiting the amount of new office and other non-industrial employment uses that can be located in suburban locations. This could impact on the establishment of office uses along Nepean Highway, for example.

A number of implementation plans are particularly relevant to this project. The Housing Implementation Plan includes following matters:

- Encourages a greater proportion of new dwellings to be located in existing urban areas rather than on the urban fringe.
- Encourages a higher proportion of new housing to be provided on strategic redevelopment sites and in principal and major activity centres, than has previously been the case.
- The quantum of change envisaged in the allocation of new dwelling between greenfields and existing urban areas in the south-east region of Melbourne over the next 30 years is as follows:
 - a reduction in the proportion of dwellings constructed on greenfield sites from 60% to 44%;
 - an increase in the proportion of dwellings constructed on strategic development sites from 10% to 25%; and
 - continuation of the current proportion of dwellings dispersed throughout existing urban areas (i.e. about 30%)

2 Local Planning Policies

Both the Cities of Bayside and Kingston have extensive local policies in their planning schemes. These policies only provide general direction regarding future planning and development in the Highett study area.

All policies were prepared prior to Melbourne 2030. They largely respond to the existing situation and include general basis of matters such as:

- consolidating activities around activity centres;
- maintaining and improving level of residential amenity; and
- The strategic framework plans for Bayside and Kingston and included as Figures 12 and 13. Also included as Figure 14 is the Cheltenham Business Centre Urban Design Plan.

2.1 Kingston Local Policies

The major strategic directions from Kingston's MSS that relate to the Highett study area include the following (21.04-03):

- Identification of residential areas around the Cheltenham Activity Centre for "promotion of medium to higher density housing";
- The identification of areas on the periphery of retail activity centres (which would include Highett) for medium to higher density housing;
- Identification of the Highett Shopping Centre as a local centre (Clause 21.06-3). The role identified for the centre is as a "Local convenience shopping with clustering of small scale retail and service-oriented activities". The strategic directions identified for the centre include promoting "a wide mix of commercial, retail, residential and community facilities in all local centres to enhance their attractiveness as local community centres.

- Objectives and the inclusion of a framework plan in relation to the Cheltenham Activity Centre (which includes) Southland. The framework plan does not extend to areas to the north of Bay Road and does not provide any guidance in relation to those areas.

Figure 12 – Bayside Strategic Framework Plan

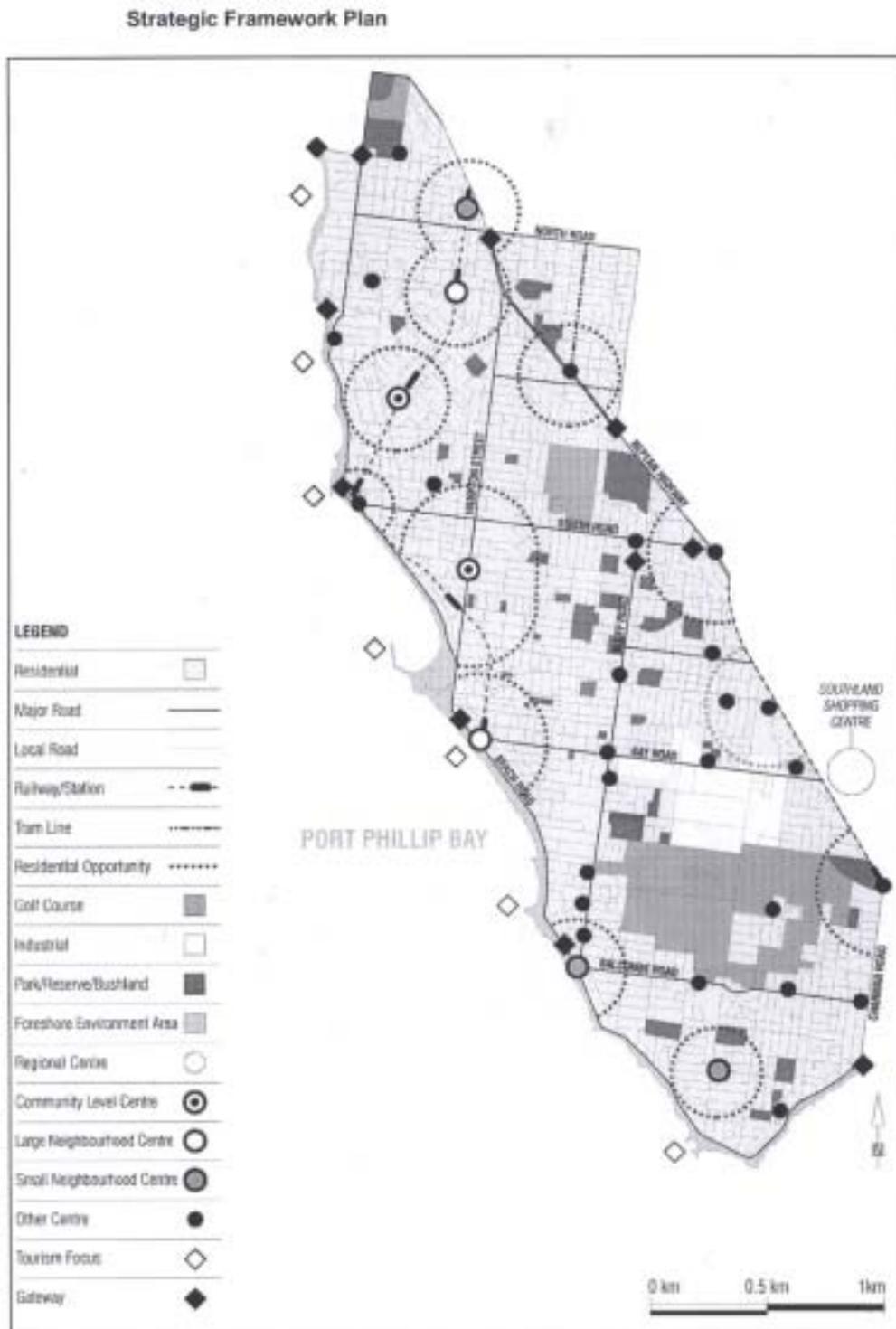
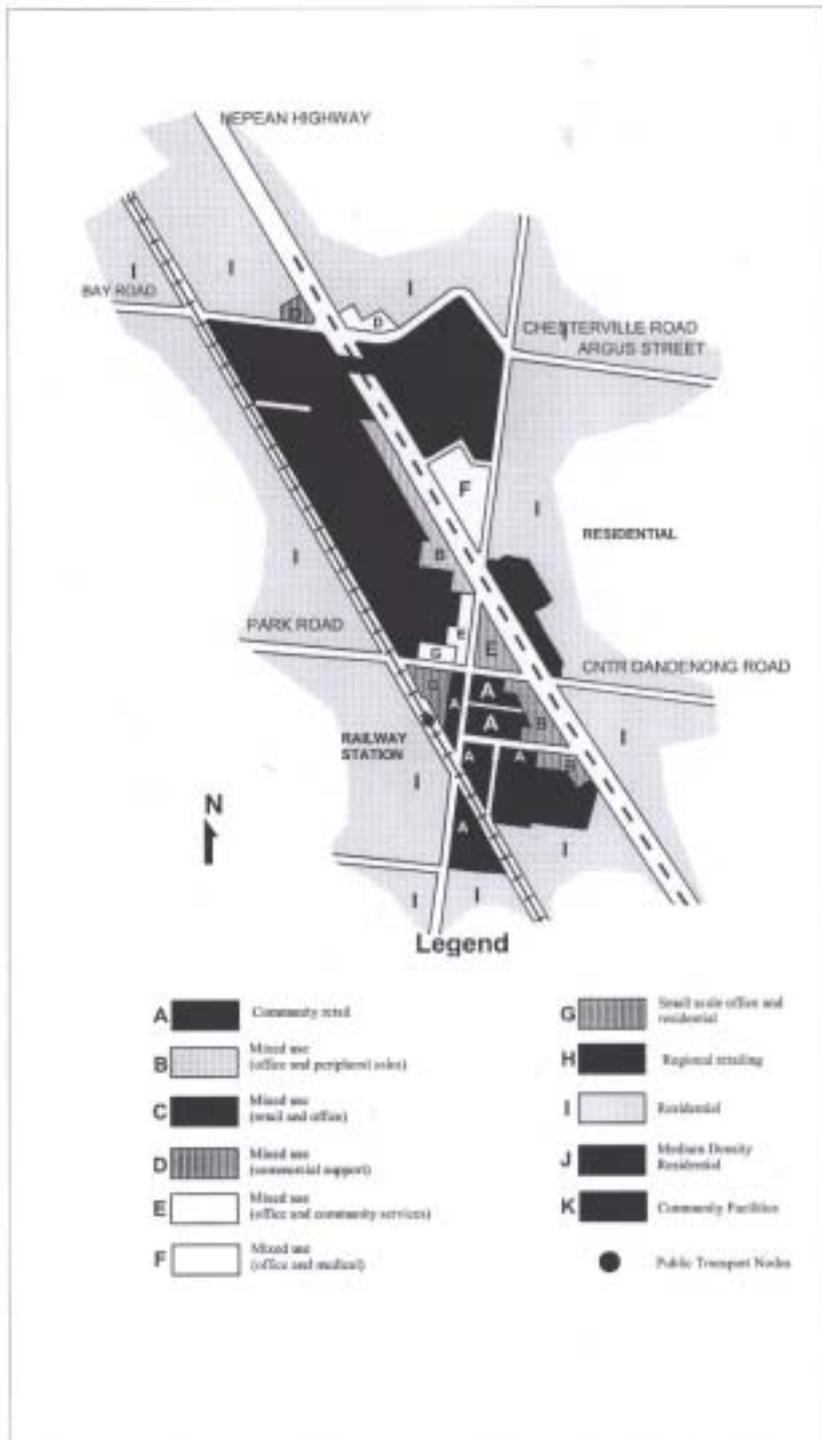


Figure 14 – Cheltenham Business Centre Urban Design Plan



Map 1: Cheltenham Business Framework Plan

2.2 Bayside Local Policies

Bayside is an almost fully developed municipality with a predominantly residential land use pattern. Whilst four activity centres are identified as “major activity centres” in Melbourne 2030 (Brighton – Bay Street, Brighton – Church Street, Hampton and Sandringham) most activity centres in the municipality have a village / neighbourhood character. Only one area of concentrated industry exists to the south of Bay Road (which is close to the Highett study area).

Local policies largely focus on enhancing the attractive environmental features of the area presented by its location on Port Phillip Bay, the high amenity that exists throughout the majority of its residential areas, and the strong ‘village feel’ that prevails due to the small scale and local nature of the shopping centres that exist throughout the municipality.

Whilst local policies are included in the scheme for some of the shopping centres within Bayside, no specific policy is included in relation to that part of the Highett Centre that is located within the municipality of Bayside.

The planning scheme includes a local policy for the nearby Bayside Industrial Area. However that policy is currently being reviewed as a consequence of the recently completed Bayside Industrial Strategy (Hansen Partnership, National Economics and CB Richard Ellis, 2002). The review envisages the Bayside Industrial area transforming from a traditional manufacturing and service industrial area, into a modern high amenity employment precinct, which operates as an integrated element of an expanded Southland / Cheltenham activity centre and employment node.

3 Residential Character and Amenity

The character and amenity of residential areas within and around the study area will have an influence on the level of change that occurs in those areas in the future.

Established residential areas are invariably valued by the residents who live in them. The value placed on an area by a resident occurs almost regardless of the relative quality or amenity of one residential area compared to another. Hence the often strong resistance to medium density infill development that exists within established residential areas generally.

Melbourne 2030 encourages a more compact city. In relation to residential activity it aims to reduce the proportion of new dwellings built on the urban fringe and to increase the proportion built in established urban areas. Where it differs from previous metropolitan strategies is that it places greater emphasis on high density residential development in and close to activity centres, and on large strategic redevelopment sites. It continues to support medium density infill development within incremental change residential areas, but within the context presented by ResCode. ResCode is heavily weighted towards infill development that responds to the existing character of established residential areas. This in itself limits the intensity of redevelopment that occurs to medium as distinct from high density residential development i.e. two or possible three storey development comprising dual occupancies, villa unit or townhouse style developments.

The approach taken in this study is to assume that ResCode will manage development in all established residential areas, except where there is strong strategic planning justification to encourage a higher level of development. The structure plan identifies locations identified for higher intensity development than that likely to occur via the application of ResCode.

4 Community Views

Community input to the study occurred via:

- a public workshop held in the Buckingham Motel, attended by over 100 people (Appendix 2);
- an on-site workshop held in the Highett library, at which members of the community could meet with the consultants and discuss ideas for the study area and assist in the formulation of the draft structure plan concept; and
- exhibition of a draft structure plan.

The following observations were drawn from the community consultation:

- The majority of participants valued Highett and were generally opposed to change. Observations were made about an influx of families and the need to preserve large lots. However discussion also occurred about the increasing price of houses on suburban lots and the likelihood that smaller lots would become inevitable for affordability reasons.
- Some of the newer and younger residents were not as adverse to change. This group had a high level of awareness of Melbourne 2030, but was in the minority.
- Most did not like the form of medium density housing that had occurred on the former primary school site in Graham Road. However they reluctantly admitted a preference for that form of housing compared to apartment style accommodation.
- There was general support for diversity in retail opportunities in the Highett strip shopping centre, provided that basic services were retained. Opinion was divided about a supermarket, with some firmly in favour and others of the view that it would adversely affected smaller businesses. There was a strong view that the Graham Road / Highett Road site was unacceptable due to traffic congestion. Alternative suggested sites for further retail use were the Budget site at the corner of Nepean Highway and the GasCor site.

- There was a generally negative attitude towards shop top development.
- Traffic and congestion were identified as major issues. Ideas included creating a one way loop within the streets to the north of the GasCor site, developing a two storey car park at the periphery of the strip, diverting Graham Road through the former RAAF site, introducing traffic lights at the Graham Road / Bay Road intersection and closing Graham Road to through traffic.
- The need for community sitting and meeting places in the Highett shopping centres was seen as important. The possible loss of landscaped space in front of the former Post Office was a contentious issue.
- There was a reasonably consistent view that the Sir William Fry Reserve was poorly located. A general shortage of open space throughout the Highett area was identified as an issue.
- Considerable discussion occurred in relation to the CSIRO site. Many wanted at least a part of the site to be used for open space, retention of significant trees was an major issue. It seems that there was some general support for well designed medium density housing that retained appropriate trees and integrated well with the surrounding residential area.
- Crime and anti-social behaviour was seen as a big issue. A trend was identified for people to move from Southland towards the Highett Station late at night, causing noise and vandalism.
- There was a view that island industrial sites along Graham Street should be converted to residential use.

5 Availability of Large Development Sites

A number of large sites exist within the study area that are either vacant, underutilised or are likely to be available for redevelopment in the short to medium term. These include:

- The vacant Gascor site along the west side of Nepean Highway;

- Other industrial zoned along the west side of Nepean Highway, which in some cases is underutilised and has the potential for higher order redevelopment in the future;
- Vacant land at the south-west corner of Highbett Road and Graham Road, which has a current permit for a retirement accommodation and an unresolved application for a supermarket and mixed use development.
- The CSIRO site, which is located mid-block between Highbett Road and Bay Road, within established residential areas.

The redevelopment potential provided by these sites, especially those along Nepean Highway, have the potential to contribute a significant amount of new development within the study area, regardless of the amount of incremental development that might occur elsewhere through the study area.

It should also be acknowledged that opportunities exist, through site consolidation across much of the broader study area to generate larger development sites and in turn realise development opportunity. The structure plan has identified a broad series of precincts where lot amalgamation is encouraged, and where land owners can promote increased densities, built form presence and activity.

6 Socio Economic Factors

The proposed Highbett Structure Plan details a number of items relating to residential expansion, mixed use as well as new office and business space. The following sections outline the level of demand likely to exist for these items, as well as describe the employment benefits that will result. The following points are discussed:

- The nature of residential development approvals in Sydney, as a guide to likely future development trends in Melbourne
- Higher employed densities and lower household sizes

- Social trends
- Local employment provision

6.1 Residential Development Approvals and Trends (Sydney and Melbourne)

One way to determine the type of demand that will exist in the Highett region in the future is to look at similar social demographic regions in Sydney, which mirror the municipalities of Bayside and Kingston. To gain an indication to the level of demand that may emerge, trends in the type and magnitude of approvals for residential buildings have been examined. Residential buildings can either be 'houses' or 'other residential buildings'. 'Houses' are defined as a detached building predominantly used for the long-term residential purposes and consisting of only one dwelling unit. 'Other residential buildings' is defined as a building which is predominantly used for long-term residential purposes and which contains (or has attached to it) more than one dwelling unit (e.g. includes townhouses, duplexes, apartment buildings).

In all Sydney municipalities within a 25 km radius from the CBD building approvals for 'other residential buildings' caters for well over half of all new buildings approvals. The table below details figures for selected municipalities. Since this has been a trend for over a decade or more, it indicates that the demand has been strong for this type of housing.

In Melbourne the trend toward a similar environment to Sydney is becoming increasingly apparent. In 1995/96 the ratio of other residential to total houses was less than 0.25 for all municipalities with the exception of Melbourne. By the end of 2001/02 period all ratios for the selected municipalities had risen significantly to the point where none were less than 0.35, apart from Kingston. In particular Bayside rose from 0.06 to 0.41, while Kingston has risen from 0.07 to 0.19. Again, this indicates that as long as these types of housing are developed the demand for

them will be present, particularly for those areas close to amenities.

Table 1: Building Approvals in Sydney for selected LGA's

Local Government Area	1995/96				2001/02			
	Total Houses	Total Other Residential	Total Residential	% Other Residential	Total Houses	Total Other Residential	Total Residential	% Other Residential
North Sydney (A)	27	318	345	0.92	17	361	378	0.96
Randwick (C)	82	589	671	0.88	63	482	545	0.88
Ryde (C)	138	500	638	0.78	104	415	519	0.80
South Sydney (C)	19	1242	1261	0.98	13	2639	2652	1.00
Willoughby (C)	115	507	622	0.82	18	143	161	0.89
Concord (A)	23	136	159	0.86	72	331	403	0.82
Hornsby (A)	715	662	1377	0.48	465	1255	1720	0.73
Warringah (A)	221	288	509	0.57	146	938	1084	0.87
Parramatta (C)	151	374	525	0.71	136	905	1041	0.87
Hurstville (C)	143	632	775	0.82	119	234	353	0.66
Kogarah (A)	90	147	237	0.62	108	414	522	0.79
Rockdale (C)	93	174	267	0.65	112	515	627	0.82
Sutherland Shire (A)	594	845	1439	0.59	333	637	970	0.66

Table 2: Building Approvals in Melbourne for selected LGA's

Local Government Area	1995/96				2001/02			
	Total Houses	Total Other Residential	Total Residential	% Other Residential	Total Houses	Total Other Residential	Total Residential	% Other Residential
Monash (C)	611	32	643	0.05	553	296	849	0.35
Melbourne (C)	24	32	56	0.57	44	3256	3300	0.99
Port Phillip (C)	159	16	175	0.09	59	562	621	0.90
Stonnington (C)	160	42	202	0.21	151	534	685	0.78
Bayside (C)	301	18	319	0.06	319	219	538	0.41
Kingston (C)	549	40	589	0.07	878	210	1088	0.19
Maribyrnong (C)	109	27	136	0.20	269	304	573	0.53
Yarra (C)	453	6	459	0.01	83	332	415	0.80
Boroondara (C)	413	37	450	0.08	353	195	548	0.36
Darebin (C)	239	27	266	0.10	288	345	633	0.55

6.2 Employed Density and Household Size

Employed densities (i.e. the proportion of population that has a job) are getting higher in inner Melbourne suburbs. In the Bayside area since 1981 the change in the employed density is only 0.025 while in Kingston the change has been 0.031. However, particularly in municipalities such as Port Phillip, Yarra, Maribyrnong, Darebin and Melbourne where extensive construction of medium to high density housing has taken place, employed densities have increased in some cases more in the last five years than they had in the previous fifteen years before. This is demonstrated in previous tables by the large proportion of other residential houses in 2001.

The increase in employed density can be attributed to a number of factors. Rising property prices will cause those on Disability Support, unemployment benefits and retirees to relocate to the city fringes, coastal and lifestyle areas. They are replaced by skilled professional couples that wish to move closer to working areas such as the CBD or the surrounding suburbs. At the same time high property prices mean that both workers remain employed. This has particularly been the case in the municipalities mentioned above. To a lesser extent there has been growth in the participation rate of the middle-aged and older segments of the population. A modest reduction in the average hours along with an increase in the effective working life of the middle-income earner will contribute to a larger number of people working in general. The participation rates of the residents of Bayside and Kingston will grow, especially in the age groups of 50 to 70 years.

At the same time employed densities are increasing the process by which this occurs, meaning there is also a reduction in the average household size. Table 4 illustrates the average household size for selected municipalities. The same regions that experienced the greatest change in employed density are also the regions that either experienced the greatest falls in household size or are on the lower end of the scale. This reinforces the hypothesis that skilled couples are moving into these areas. Whilst Bayside has only experienced a modest drop in

household size in last 20 years, the drop in Kingston has been more pronounced. The trend in the surrounding areas suggests that any type of residential development will be supported in these regions. Of course, closer proximity to amenities will make some developments more attractive than others. However, demand is likely to be satisfied regardless of where the development is located. Consistent with any region price variation will be the determining factor.

Another point to be considered is that due to smaller household size there is a requirement for more dwellings to be constructed, just to maintain the population levels notwithstanding any growth. It also has an important impact in the generation of overall levels of employment, because as the number of people within each house falls on average, the likelihood that someone within each house needs to work to support the household grows.

Table 3: Comparison of Employed Densities, Melbourne, 1981 to 2001

LGA	1996		2001		Employed Density		Change	
	Pop	Emp	Pop	Emp	1981-96	1996-01		
Monash (C)	152,553	72,405	163,141	78,161	0.475	0.479	0.028	0.004
Melbourne (C)	48,553	24,394	50,673	31,711	0.502	0.626	0.028	0.124
Port Phillip (C)	73,099	39,780	80,552	46,826	0.544	0.581	0.054	0.037
Stonnington (C)	84,315	44,856	89,978	47,864	0.532	0.532	0.032	0.000
Bayside (C)	80,969	37,520	88,808	41,223	0.463	0.464	0.024	0.001
Kingston (C)	122,442	55,600	133,887	63,992	0.454	0.478	0.007	0.024
Maribyrnong (C)	59,025	20,753	61,226	26,714	0.352	0.436	-0.056	0.084
Yarra (C)	65,201	32,973	68,947	39,182	0.506	0.568	0.047	0.062
Boroondara (C)	144,589	69,975	157,214	76,203	0.484	0.485	0.032	0.001
Darebin (C)	121,783	48,197	127,889	56,784	0.396	0.444	-0.024	0.048

With lower household sizes and increasing property prices, the requirement to work is magnified. Therefore the reducing household size tends to increase the demand for employment or the supply of workers. The greater population density and congestion now associated with this scenario means efficient infrastructure is more

important, which is relevant to the Highbett structure plan area.

Table 4: Change in household size, 1981 – 01

Region	Average size, 1981	Average size, 2001	Change 1981 -2001
Monash (C)	3.38	2.73	-0.65
Melbourne (C)	3.33	2.01	-1.32
Port Phillip (C)	2.20	1.93	-0.27
Stonnington (C)	2.33	2.15	-0.18
Bayside (C)	2.73	2.57	-0.17
Kingston (C)	2.98	2.54	-0.44
Maribyrnong (C)	2.91	2.43	-0.47
Yarra (C)	2.66	2.18	-0.48
Boroondara (C)	2.64	2.61	-0.03
Darebin (C)	3.01	2.48	-0.53

6.3 Social Trends

Until the early 1960's the mass urban workforce could not afford transport so they tended to live near their work. Communities like Bayside and Kingston developed with a mix of employment and residents. As transport costs reduced and real wages increased, the burden of transport was lifted and employers could be confident of sourcing a workforce from anywhere within the metropolitan system. Hence the shift of traditional employment to the periphery continued.

This trend is changing as the level of specialisation in the workforce, increased congestion and a reduction in the scope of mass workforce requirements, increases the desire to reduce commuting times. This social force becomes an important trend in economic development. New high skilled businesses are being positioned in easy reach of the homes of senior executives and technology workers. This a strong positive force for change in Bayside and Kingston local employment.

At the opposite end of the spectrum, the new residential regions on the outskirts of the city are still utilising the old paradigm. These growth regions have very few

employment opportunities and are often devoid of public transport. In turn, they are not well linked to education and training. These regions will not be able to attract employment in the same way that Bayside / Kingston did fifty years ago. Instead employment will be attracted back towards the regions of high-income earners as the growth in personal services workers increase. The advantage moves back to the inner fringe as long as a number of key attributes are developed.

- Local amenity must be a key attractor
- Local retail and personal services supply must be exceptional

For Bayside / Kingston and the Highett study area, local amenities are already high and attractive to prospective residents. Plans to upgrade the Highett shopping precinct as well as the Highett Station can only further enhance the attractiveness of the precinct. This will in turn lead to better local retail and personal services. These dynamics are not set in stone however; the return to Bayside / Kingston employment can be even larger if population growth trends are refined. If the population densities can be increased further or maximised through the construction of medium to high density housing, the opportunities for the better integration of business services and a high skilled population / workforce will be significantly enhanced.

6.4 Local Employment Provision

If the population of the region is taken as an external variable then local employment has the following effects;

- Effective increase in income of the region as travel costs are reduced
- The stimulus that would not otherwise exist provides tertiary or services employment, promotes education and training and facilitate community development

The most vibrant local outcomes can be achieved when the employment outcomes are the strongest. For regions of exceptionally high incomes local employment is not

required to develop these features because the incomes of the residents alone generate sufficient demand. The City of Bayside generally falls into this category although the suburb of Highbett tends to be a precinct with a lower income profiles and therefore is more likely to benefit from local employment provision.

Table 5 details the ratio of local jobs to the residential population in 2001. The desire for local employment in regional development can be a contentious issue. Often it will be said that providing the transport infrastructure to enable residents to travel to work in other places is equal to the benefits of local employment, as long as the jobs that residents travel to have higher incomes or other rewards to cover the costs of travel. Unfortunately this theory suffers on a number of grounds:

- The long-term cost of travel, especially the environmental costs
- The non-recompensed value of time lost travelling in term of leisure and family activities.
- The loss of retail activity that is undertaken in course of work related travel.
- The loss of opportunities of part time work and the interaction of local education and work outcomes
- Diminution of effective networking of business and local organisations including the role of networking in creating new employment opportunities.
- Wealthy areas in Australia nearly always have strong local employment.

In Table 4 the City of Bayside has a ratio of workers to residents of 0.29 or alternatively expressed 0.29 jobs for every resident. In Kingston this figure is a much higher 0.54. The City of Melbourne has the highest ratio, with 5.8 jobs for every resident. This is to be expected as the LGA contains the CBD and many tourist precincts, which draw in hundreds of thousands of workers from all over Melbourne.

The importance of local employment will increase in the next 25 years due to changes in demographics and

working patterns. The nature of employment has changed in Australia over the past 20 years and a number of trends need to be taken into account in forecasting employment.

Table 5: Local employment provision metropolitan LGA's – 2001

	Local Employment Provision ratio 2001
Monash (C)	0.55
Melbourne (C)	5.83
Port Phillip (C)	0.87
Stonnington (C)	0.52
Bayside (C)	0.29
Kingston (C)	0.54
Maribyrnong (C)	0.54
Yarra (C)	0.87
Boroondara (C)	0.38
Darebin (C)	0.33

These trends are summarised below:

- The growth in 2 income households;
- Development of social infrastructure that increasingly enables mothers to reconcile work with the raising of children;
- Increases in part time, casual, contract work and other flexible work practices; and
- Aging of the population, and increasing participation rates through to aged 70 years.

Each of these forces will generally result in a larger number of jobs per head of population being required. Depending on the number of hours available

These forces contribute to an increase in the requirement for local employment for the following reasons. Social fabric has changed along with these work practices and the somewhat outdated stereotypical scenario of a single 9 to 5 based income and a once weekly grocery shopping trip, seems to have been permanently

transformed by the intense focus in today's society on flexibility. This flexibility extends not just to work patterns but also to social and retail patterns. Industries have adapted to accommodate such practices through 24 hr a day / 7 days a week production schedules. Extended trading hours and the concentration of social activities within the metropolitan region has dramatically increased levels of trip generation.

These forces focus households more clearly than ever before. Minimising the household's total travel task and becomes a significant issue for land use forecasting in the future. Those regions that have not concentrated on increasing local employment supply will be subject to the greatest falls in real incomes and the highest rates of effective unemployment.

For the Highbett region the level of development envisaged in the structure plan is a great opportunity to establish new business and office space to accommodate these social trends. It also has the advantage of cheaper rents relative to municipalities in and around the centre of Melbourne. This will add to Baysides already healthy advantage with respect to cultural, restaurant and city based work. When combined with a greater emphasis on local employment and retail the virtuous cycle of development based around vocational advantage becomes significant.

6.5 Commercial and Retail Role

Additional floor space in Southland

- Total retail turnover estimate in Southland shopping centre was approximately \$585 million in 2000. Southland comprised over 115,848 square metre of floor space at the time.
- Given the above, each square metre of floor space at Southland captures \$5,049. If this is scaled up by CPI to 2001 the figure is \$5,313.
- In the Bayside / Kingston region retail revenue attributed to each person totals \$3,611 per year. Using

NIEIR's retail model and considering Highett and Southland in isolation to the rest of Melbourne, it is estimated that each resident would spend approximately 75% of their retail dollars at Southland. On this basis it is estimated that each person would support about 0.51 square metres of floor space at Southland.

- Assuming an additional 3,000 persons could be accommodated in the structure plan area this would support an additional 1,530 square metres of floor space at Southland.
- This assumes that the base dollars per square metre figure of \$5,313 is the cut off point at which profits are being made. If this figure is lower, then any additional growth in the population is likely to allow for even greater amount of additional floor space.

Additional floor space in Highett

- Using the same methodology as above. Total turnover in the Highett shopping centre was \$19,249,367 in 1999. Total retail floor area was 9,377 square metres.
- Accordingly each square metre of floor space captured \$2,053 of retail spending. If this is scaled up by CPI to 2001 the figure is \$2,239.
- Again retail revenue per person in the Bayside/Kingston area totals \$3,611 per year. Based on NIEIR's retail model and considering Highett and Southland in isolation to the rest of Melbourne, if it assumed that 25% of this amount is spent in the Highett shopping centre, each additional person accommodated with the catchment of the centre could support around 0.4 square metres of floor space in the Highett shopping centre.
- Assuming an additional 3,000 people lived in the vicinity of the Highett shopping centre, they would support up to an additional 1,200 square metres of floor space.

- Compared to Southland the mean rental per square metre is considerably lower. Therefore the line at which profits can be made starts at much lower levels.

7 Traffic Issues

Two key issues have been identified in relation to vehicle traffic throughout the Highett study area:

- traffic generated from the redevelopment of the CSIRO site and its impact on Graham Road; and
- the ability of Highett Road to accommodate additional traffic.

Traffic generated from the CSIRO site

The CSIRO site is a potential major redevelopment site that has direct access to Graham Road.

Graham Road is designed as a local residential street (i.e. with an indicative maximum traffic volume for a 24 hour period of 1,500 to 2,000 vpd). It has an existing daily traffic volume of 3,200 vpd and presently functions more as a collector road (i.e. a road with a capacity of 3,000 vpd (preferred) and up to 5,000 vpd (worst case)).

Traffic volumes in Graham Road, adverse residential amenity impacts, congestion at its intersections with Highett Road and Bay Road, were raised as key concerns at consultation meetings.

Early drafts of this report placed emphasis on downgrading the through traffic role of Graham Road and suggested its realignment to create a discontinuous road pattern through the area.

More recently Council has commissioned a separate study in relation to traffic on Graham Road (Graham Road Highett Traffic Management Plan (Draft Report), Andrew O'Brien & Associates Pty Ltd, September 2004). That study has identified that Graham Road has a legitimate role as a "local crossing road" that provides a practical route for traffic between Bay Road and Highett Road. The study identified the need to signalise the intersections of Highett Road and Bay Road in the

medium term to accommodate likely increases in traffic. It also supported the possible realignment of Graham Road along the eastern boundary of the CSIRO site, as a longer term measure to improve the function of Graham Road and accommodate anticipated increased traffic volumes.

Traffic Generation in Highett Road

Additional traffic will be generated in Highett Road as a result of new development initiated by the structure plan. Likely sources of additional traffic associated with the structure plan include:

- Traffic associated with additional retail floor space and shop top housing likely to be generated within the shopping centre itself:
 - 1,200 square metres of additional retail floorspace is estimated to be demanded by new residents in the area. Assuming 50 vpd / 100 square metres of retail floorspace = 600 vpd.
 - 100 shop top dwellings, generating 5 vpd (lower than the 10 vpd for a standard dwelling given their convenience to shops and public transport) = 500 vpd.
- Traffic associated with the redevelopment of the CSIRO site = 3,000 (total generated from the site) * 25% (which use Graham Road rather than Bay Road) * 50% turn north into Graham Road = 375 vpd.
- Additional traffic will be generated by developments that have been approved (mooted) in the vicinity of the Highett Road and Graham Road intersection (i.e. 284, 286 and 487 Highett Road).

Highett Road presently has a traffic volume of around 8,400vpd and is presently a busy and at times congested road. It is designed as a collector road but functions more as a sub-arterial road. Highett Road does have the potential to accommodate a considerable increase in

traffic volumes. As traffic volumes increase the key issue will become 'intersection' capacity rather than 'mid block' capacity. If difficulties arise in accessing Hihett Road from side streets, traffic management measures may need to be considered at some key intersections.

8 Study Area Analyses

A series of precinct analyses diagrams underpinned the concept directions outlined in this study. These are presented in Appendix 1. These diagrams illustrate the existing situation opportunities and constraints to development in the study area having regarding the following matters:

- Study Area
- Land Use
- Site Coverage
- Land Ownership
- Evolution
- Built Form
- Visual Setting
- Landscape
- Car Movement
- Public Transport
- Car Parking
- Zoning
- Overlays
- Development Opportunities

Part C Background

This section outlines the project background, including the project brief's aim and objectives.

1 Project Aims and Objectives

The overall aim of the study are set out in the brief was:

- To prepare a comprehensive Structure Plan for the Highett Study area which provides a clear direction for the future of the area and establishes a framework for the future planning, development and improvement of the area.

Key objectives of the study are to:

- Investigate and understand the various forces operating in the Highett area.
- Identify and define a range of suitable options in response to the issues those forces.
- Develop a shared vision for the future of the Highett area, to best position it to meet the challenges of the next 10 to 20 years.
- Produce a strategy and accompanying structure plan to assist in realising that vision.
- Identify actions and priorities needed to be undertaken by both the public and private sectors.
- Ensures that stakeholders, residents, government agencies and the wider community actively participate in the development of the Structure Plan

2 Principal Objectives

The principal objectives of the study were to:

- Investigate and understand the various forces operating in the Highett area including, but not necessarily limited to:

- Socio-demographic trends
- Performance of the retail/ commercial sector
- Performance of the property market
- Traffic access, circulation and parking
- Identify and define a range of suitable options in response to the issues in 1 above.
- Develop a shared vision for the future of the Highett Area, to best position it to meet the challenges of the next 10 to 20 years.
- Produce a strategy and accompanying structure plan to assist in realising that vision.
- Identify actions and priorities needed to be undertaken by both the public and private sectors.
- To ensure that stakeholders, residents, government agencies and the wider community activity participate in the development of the Structure Plan.

3 Consultation

- Workshop in the Buckingham Motel at which over 100 people attended (refer to Flyer Appendix 2.
- Working session in the Highett Branch Library).

3.1 Background Analysis

Appendix 1 presents background information completed as part of this study. This information has been presented largely in a visual form throughout the course of the study. :

Precinct Analysis Diagrams

Appendix 1

Highett Structure Plan



HIGHETT STRUCTURE PLAN
AERIAL PHOTOGRAPH

Prepared by Hansen Partnership for Greater & Brighton City Councils
Councils: 11/01/2004 Date: 11/01/2004 File: 11/01/2004
Project: 11/01/2004 Date: 11/01/2004 File: 11/01/2004

Appendix 1

Highett Structure Plan



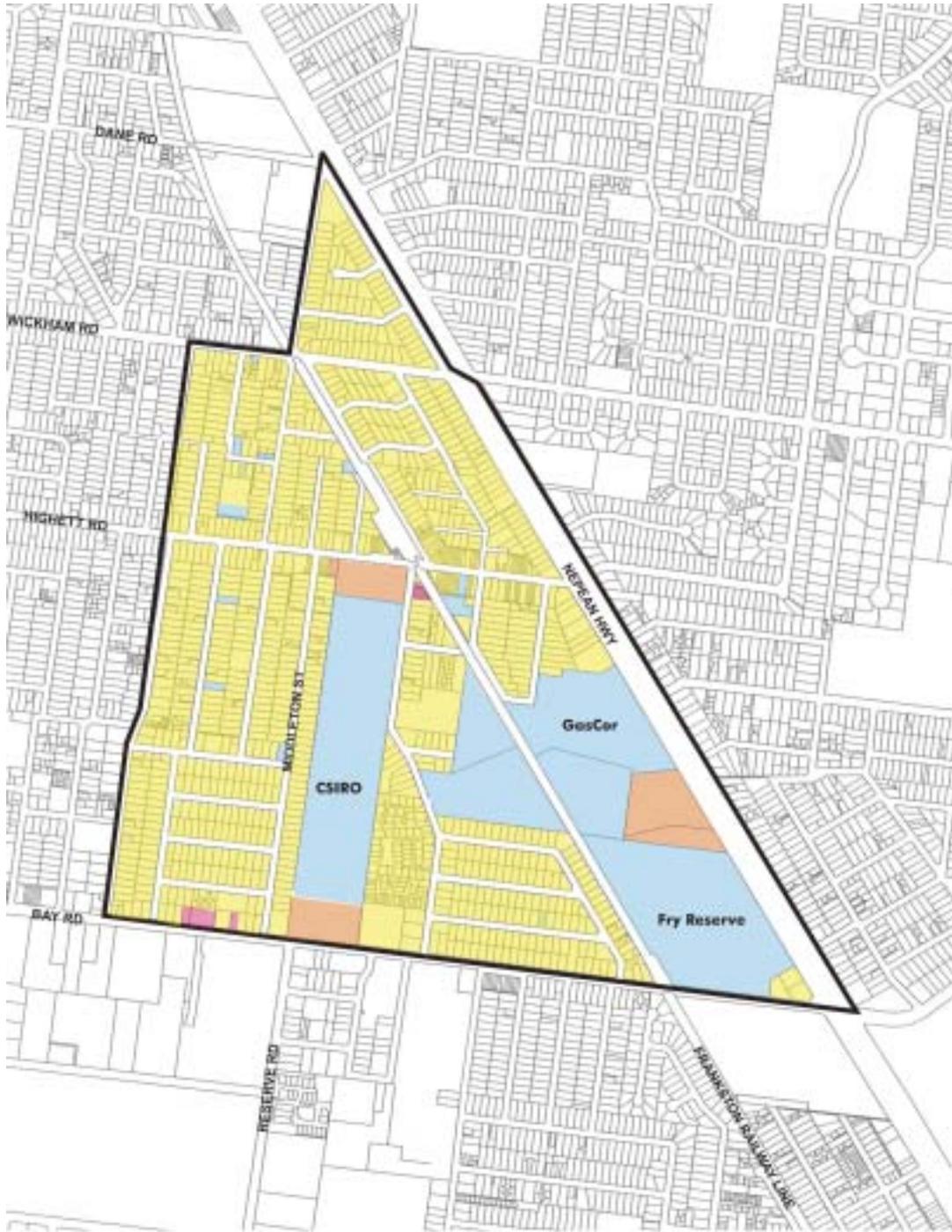
- Residential
- Commercial
- Industrial
- Public open space
- Educational
- Cemetery

HIGHETT STRUCTURE PLAN
LAND USE

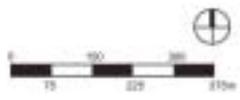
Prepared by Hansen Partnership for Hansen & Langford City Council
Level 3, 188 Coleridge Street, Melbourne VIC 3000
Phone: 03 9439 2000 Fax: 03 9439 2001 Email: info@hansenpartnership.com.au

Appendix 1

Highett Structure Plan



- Major landowner - single site
- Landowner - multiple sites
- Individual ownership
- Government

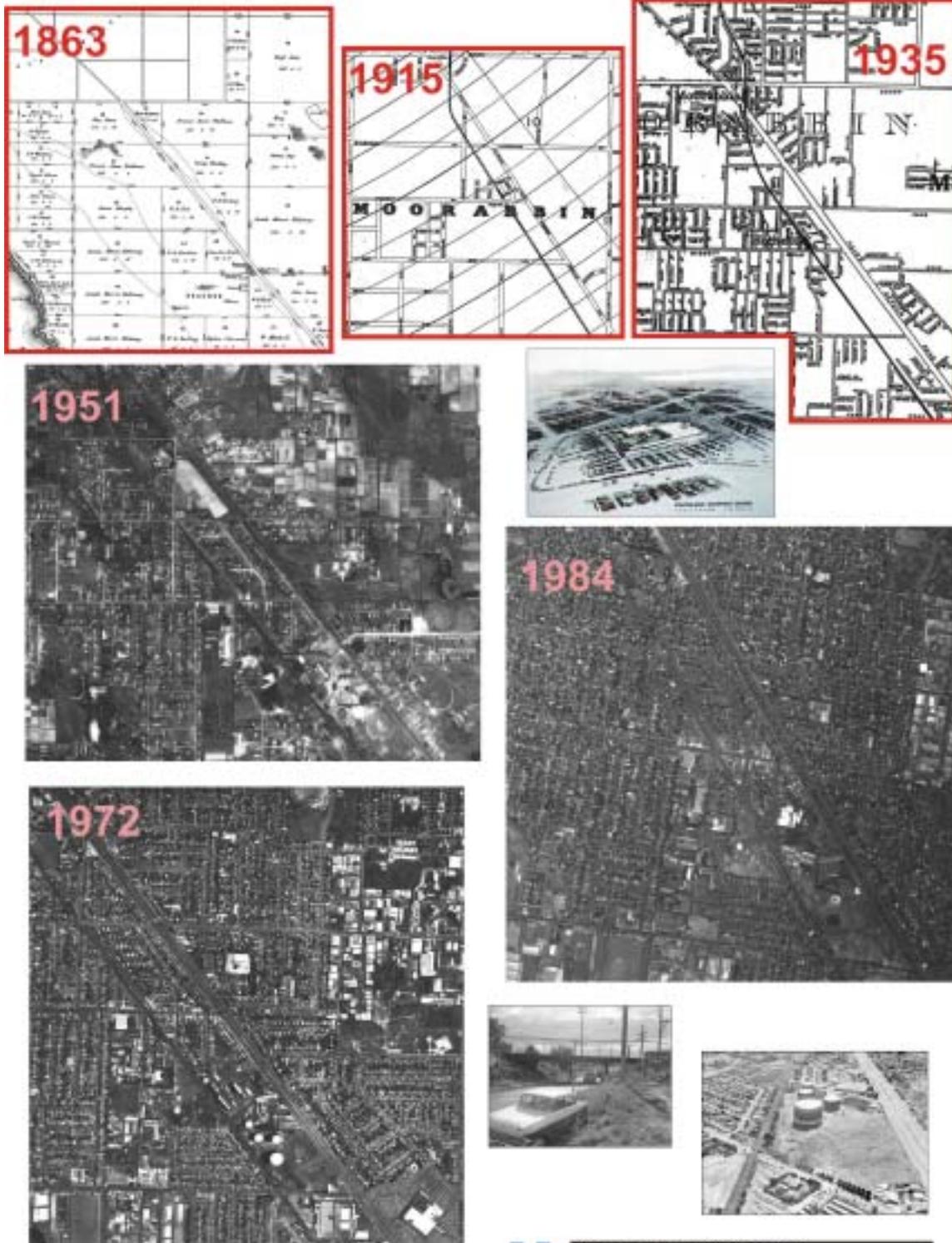


HIGHETT STRUCTURE PLAN
LAND OWNERSHIP

Prepared by Hansen Partnership for Bayview & Brighton City Councils
 Date: 11/01/04
 Project No: 04/01/04

Appendix 1

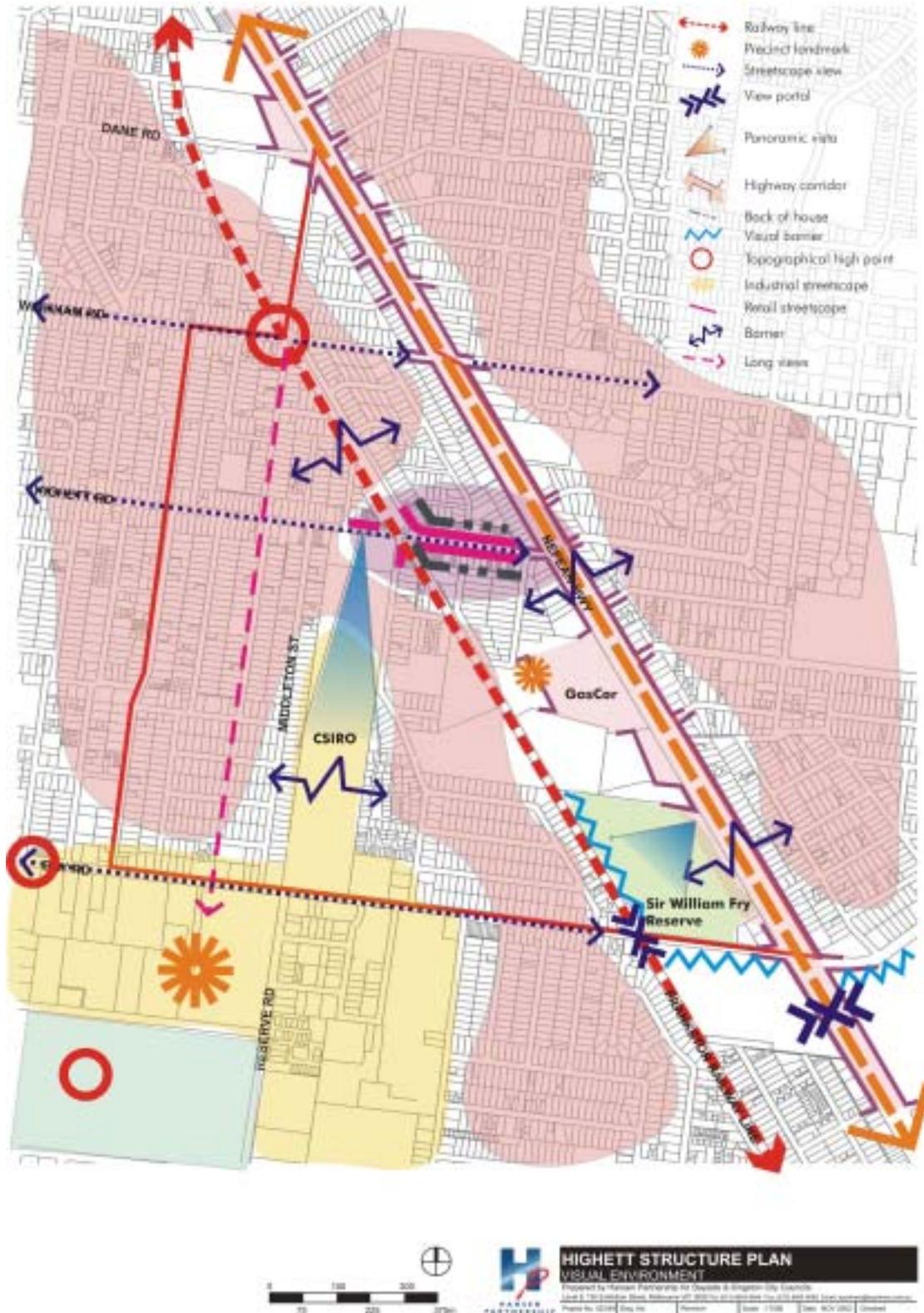
Highett Structure Plan



 **HIGHETT STRUCTURE PLAN**
BUILT FORM EVOLUTION
Prepared by Hansen Partnership for Wyndale & Brighton City Councils
Level 15, 100 Collins Street, Melbourne VIC 3000
Phone: (03) 9290 1000 Fax: (03) 9290 1001 Email: info@hansenpartnership.com.au

Appendix 1

Highett Structure Plan



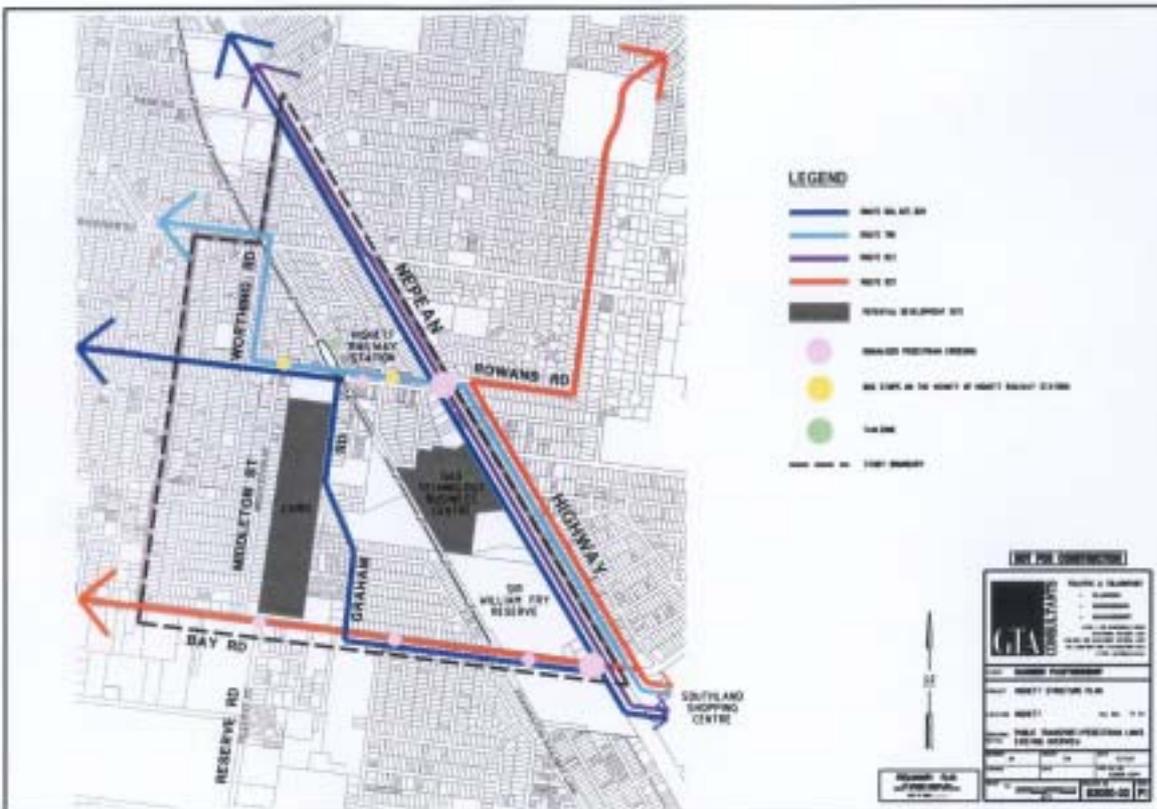
Appendix 1

Highett Structure Plan



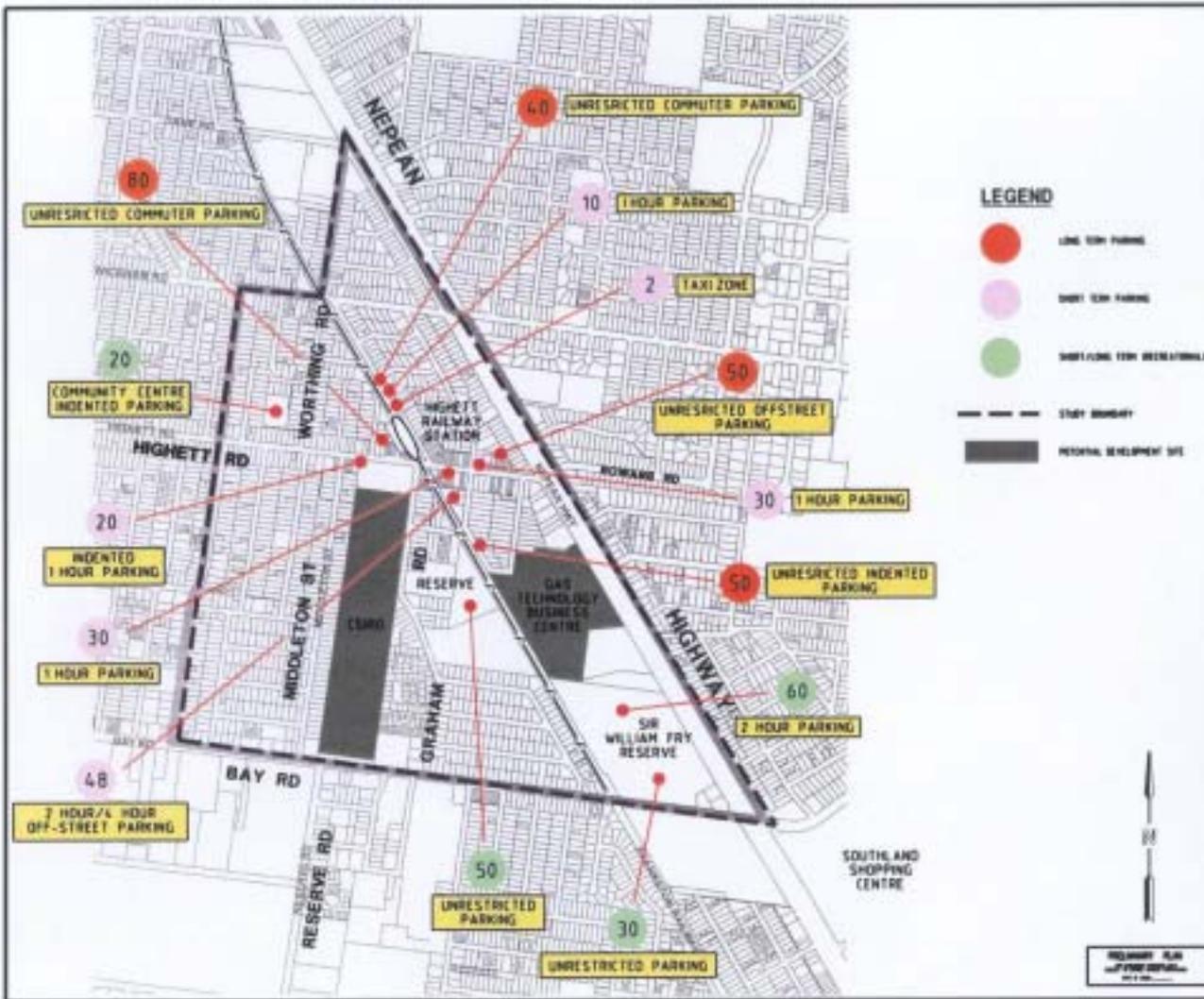
Appendix 1

Highett Structure Plan



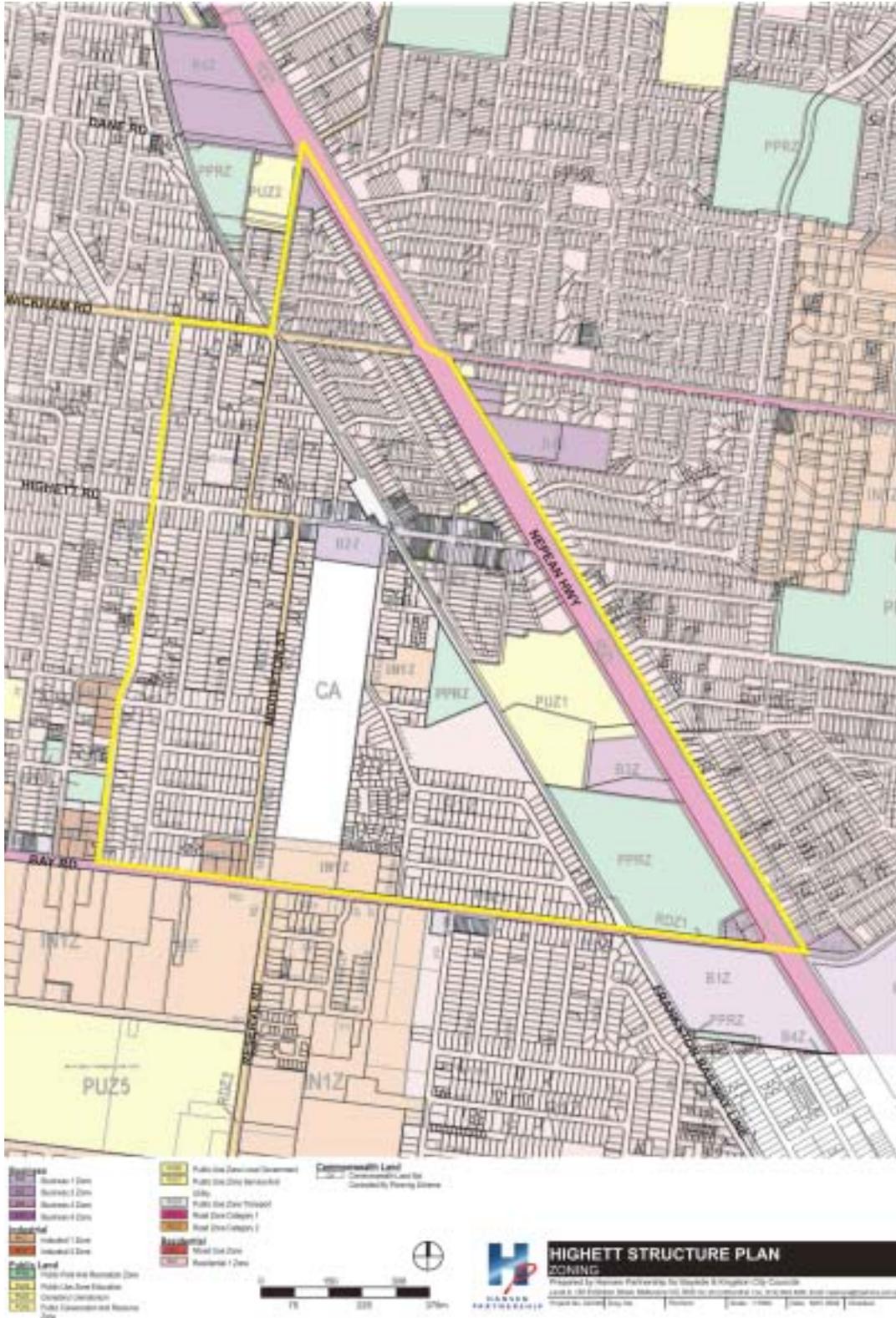
Appendix 1

Highett Structure Plan



Appendix 1

Highett Structure Plan



Consultation Flyer

HIGHETT STRUCTURE PLAN: STRATEGIC DIRECTIONS FOR HIGHETT

Kingston and Bayside City Councils have joined forces to undertake a 'strategic directions' study for the Highett Precinct, incorporating the Highett Road Shopping Centre, Nepean Highway, Sir William Fry Reserve, the CSIRO and Gasztor sites and the surrounding residential neighborhoods across to Beaumaris Parade, Highett.

Council has appointed a multi-disciplinary consultant team led by Hansen Partnership to prepare the strategy. They will be working in the study area over coming months:

- examining key long term economic, community and planning issues in the study area,
- considering strategic actions that will improve the overall functions of the precinct,
- exploring sustainable development opportunities that may be of benefit to Highett, and
- identifying the key catalysts that will be required to manage positive change in Highett.

The input of the community and key stakeholders is intrinsic to the preparation of a meaningful 'urban vision'. Accordingly, Council invites you to attend an open workshop event to launch the Strategic Directions for Highett Project.

The workshop event will be held:

on: **Tuesday 26th November, 2002.**
at: **Buckingham Inn, 1130 Nepean Highway, Highett.**
from: **7.00 to 9.00pm.**

Should you wish to participate in the workshop event, please register your attendance by Thursday 21st November, 2002 with an outline of your particular interest in the project to:

Glenn Weston: City of Kingston: Ph. 9581 4746
James Larsson-Reid: Bayside City Council: Ph. 9599 4444

We welcome your contribution to the study process and encourage you to take the time to participate in the preparation of the strategy. Should you be unable to attend the proposed event, your comments may also be communicated in writing to:

City of Kingston. PO Box 1000, Mentone, 3194 Attention: Jonathan Gutmann	Bayside City Council. PO Box 27, Sandringham, 3191 Attention: James Larsson-Reid
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