Hampton East Structure Plan Background Report

July 2015
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The Hampton East Activity Centre, which includes parts of the suburbs of Hampton East and Brighton East, is located at the intersection of South Road and Nepean Highway, on the eastern boundary of Bayside City Council’s municipal area. Activity Centres are identified in current state and local planning policy as focal points for employment, infill housing and community services, and are preferred locations for higher density residential and mixed use development. The Hampton East Activity Centre forms part of the larger Moorabbin Activity Centre, which is centred around Moorabbin Railway Station, and is shared by the cities of Bayside, Kingston and Glen Eira.

Given the identified role of the Hampton East (Moorabbin) Activity Centre in accommodating future development in Bayside, a long term strategic plan for those parts of the centre within its boundaries is required to ensure that this future growth and development is located and managed appropriately, as well as ensuring that public infrastructure and services will meet the needs of current and future residents. This long term strategic plan is called a ‘Structure Plan’.

The structure plan prepared by Bayside applies to that part of the Moorabbin Activity Centre located within Bayside City Council’s municipal boundaries, referred to in this report as the ‘Hampton East Activity Centre’. The Hampton East Activity Centre includes land west of Nepean Highway and the Frankston Railway Line, and includes parts of the suburbs of Hampton East and Brighton East, as shown in Figure 1 below.

Figure 1 – Map of Moorabbin Activity Centre, showing municipal boundaries

Whilst this structure plan will only apply to land located within Bayside City Council’s municipal area, particular attention will be given to ensuring that Bayside’s structure plan complements and is consistent with the Urban Village policy from Glen Eira City Council, completed in July 1999 and the Moorabbin Activity Centre structure plan completed by Kingston City.
Council in May 2011. This was incorporated into the Kingston Planning Scheme in March 2015 by Amendment C121.

The purpose of this Background Report is to provide an overview of the relevant policies and strategies at the state and local level applying to both the Moorabbin Activity Centre as a whole and the Hampton East Activity Centre in particular; a detailed analysis of the economic, social and environmental factors at play within the centre; and a summary of feedback received from the community regarding the key issues facing this area and aspirations for future development.

From this information the key issues, opportunities and constraints within the centre will be identified, and a series of options developed as a basis for more detailed discussions with the community and key stakeholders. The ideas and comments formed the basis for the development of the draft Structure Plan. The draft Structure Plan will be placed on public consultation providing additional opportunity for the community to have an input into the content and recommendations.

Once all feedback and submissions have been considered, a final version will be prepared and presented to Council for adoption, and implemented into the Bayside Planning Scheme and through completing specific actions.

1.1 Defining the study area

The preliminary study area for the Hampton East Structure Plan (the Structure Plan) is shown on the map below at Figure 2.

The purpose of a study area is to form the basis for initial investigations as to the current form and function of the Hampton East Centre. The extent of the study area has largely been defined by the policy direction contained in the Bayside Housing Strategy 2012, which identifies land within a 400 metre radius of Moorabbin Railway Station and the South Road/Nepean Highway intersection as a key location for future residential growth. This is generally consistent with the approach outlined in the State Government practice note Practice Note 58: Structure Planning for Activity Centres, as follows:

- Ease of 'walkability' to the core of the activities area (400m-800m), including consideration of barriers to access;
- Proximity to public transport;
- Location of existing commercial areas and land uses; and
- Location and relationship of surrounding residential areas to the commercial core.
How to read this report

The body of this document is divided into four main sections:

**Locational context.** This section provides a summary of current conditions and future trends within the study area, including a detailed analysis of demographics, land uses, physical infrastructure, social and community services, open space and built form.

**Policy context.** This section provides a summary of state and local policy and strategies which are relevant to the future planning of the study area.

**Community consultation.** This section provides a summary and analysis of feedback received during consultation with the community about the key issues facing the study area.

**Conclusions and next steps.** This section provides a summary of the key issues and trends identified throughout the background analysis which required further investigation as part of the structure planning process, and will form the basis for the next round of community engagement and consultation. This section contains a recommendation as to the final structure plan boundary.

In addition to the background analysis contained in this report, Council also commissioned the preparation of specialist reports on traffic and transport, urban design and built form, and economic performance within the study area. The key findings and recommendations of these documents are summarised within the body of this report.

**The Hampton East Structure Plan**

This Background Report incorporates analysis and discussion of the findings of extensive expert assessment, site assessment and community consultation. These findings are then summarised in the Hampton East Structure Plan which is a concise summary of the key objectives and actions that will guide the future ‘look and feel’ of the centre. The Structure Plan incorporates the key elements of the Background Report and presents them in a clear way with objectives and actions for the future.
2. Context

2.1 Settlement History

The modern suburbs of Moorabbin, Hampton East, Brighton East and surrounds were originally inhabited by the Boon-wurrung people. The word ‘Moorabbin’ is thought to derive from “Mooroobin”, a word meaning “resting place”, which was used by early settlers Richard and John King to name their cattle run established in the mid-1840s.

In the 1850s the district was subdivided into small (0.8 hectare) parcels and predominantly used for market gardening. Moorabbin township, originally known as South Brighton, was established at around the same time.

The Shire of Moorabbin was founded in 1871 and was essentially rural in character. It originally extended from the border of Brighton to Port Phillip Bay and included the modern Suburbs of Sandringham, Hampton, Black Rock and part of Beaumaris. The civic centre of the Shire was established around the intersection of South Road and Nepean Highway with the construction of the original Town Hall in 1867 and municipal offices in 1928 (later relocated next to Moorabbin Railway Station). As those regions to the west and south became more urbanised, local pressure for secession resulted in the creation of the Boroughs of Sandringham (1917) and Mentone and Mordialloc (1920), as well as parts being ceded to the Cities of Brighton (1912) and Oakleigh (1959). Moorabbin remained a rural, relatively under populated area well into the 20th century despite the extension of the railway line from Caulfield to Mordialloc in 1881.

Suburban development within Moorabbin occurred during and immediately after World War II, following increasing levels of industrial development on Point Nepean Road (now Nepean Highway) and large scale estate development by the State Housing Commission of homes for local workers. By the 1970s the suburb was largely developed, with most of the current housing stock dating from this era.

Following the State led local government amalgamations of the 1990s, the City of Moorabbin was abolished and incorporated into the current Cities of Bayside, Kingston and Glen Eira.

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1 Sheehy, Tom (1985) Battlers tamed a sandbelt: Moorabbin 50 years a city, City of Moorabbin, Melbourne.
3 Allom Lovell and Associates Pty Ltd, p. 1
4 Living Histories (2000). City of Kingston Heritage Study Stage 1, City of Kingston, Melbourne, p. 92
5 Living Histories, p. 93
6 Living Histories, p. 72
7 Living Histories, p. 56
Around this time, the suburb boundaries of Moorabbin were also amended, with that section located west of Nepean Highway renamed as Hampton East.

Whilst development (and population) within the area largely plateaued following the ‘suburban boom’ of the 1950s and 1960s, there has been an increasing presence of infill housing development over the past 10 years as existing housing stock is redeveloped.

2.2 Planning History

Moorabbin has been identified as a key strategic location for additional residential and commercial development within Melbourne since the mid-1950s, when it was identified as one of six ‘District Business Centres’ across the city under the 1954 Melbourne Metropolitan Planning Scheme, as presented in Figure 3 below.

![Figure 3 – Map of District Centres, 1954 Melbourne Metropolitan Planning Scheme](image-url)

2.3 Local Context

The Moorabbin Activity Centre is located at the intersection of Nepean Highway and South Road, on the border of the Cities of Bayside, Kingston and Glen Eira approximately 15 kilometers south-east of Melbourne’s CBD. Its location at the intersection of two major arterial routes (South Road and Nepean Highway), as well as the Frankston Railway Line, means that it is highly accessible from both Melbourne’s south-eastern suburbs and the Mornington Peninsula and consequently services both a local and regional/sub-regional catchment. This regional role is reinforced by the following facilities located in or near the centre:

- Holmesglen TAFE (Moorabbin campus);
- Southern Community Mental Health Services;
- Future Holmesglen Private Hospital;
- Moorabbin Railway Station; and
- Kingston Arts Centre.

Moorabbin’s ‘core’ activity district is primarily located on the eastern side of Nepean Highway, within the City of Kingston, and is anchored by Moorabbin Railway Station, the Kingston Arts Centre and Town Hall, and the Woolworths supermarket and retail precinct on Taylor Street. This is supported by a small retail strip and commercial area, predominantly comprising small offices and medical centres, located on the south-west side of the intersection between South Road and Nepean Highway.

Highway based ‘bulky goods’ retail, primarily car yards and restricted retail premises, extend north and south of the centre along Nepean Highway. The function of the centre is significantly impacted by the physical fragmentation of land by Nepean Highway, South Road and the Frankston Railway line, which create barriers to vehicular and pedestrian movement. This has resulted in the creation of distinct land use ‘precincts’ within the centre which operate semi-autonomously from each other.
3. Policy Context

Key Points

- State level planning policy explicitly directs additional residential and commercial development within established suburbs around designated activity centres with good access to transport, commercial and community facilities;
- The Moorabbin Activity Centre, of which the Hampton East Centre forms part of, is identified within Plan Melbourne, the Metropolitan Planning Strategy; the Bayside Planning Scheme; and the Bayside Housing Strategy 2012 as a key location for future increases in residential densities. Consequently, this an area where the existing urban form and character is expected to change;
- Unlike the majority of other designated activity centres within the municipality, the Bayside Planning Scheme does not currently contain any specific policy guidance as to the future form and function of development within the Centre;
- Current and future planning policy for the Moorabbin Activity Centre in the Cities of Glen Eira and Kingston will result in significant changes to building height, density and form on land in and around the South Road/Nepean Highway intersection, directly adjacent to the City of Bayside; and
- Adopted Council strategies, specifically the Bayside Integrated Transport Strategy 2013, the Bayside Open Space Strategy 2012, strongly promote sustainable transport, environmentally sustainable development and enhanced liveability as key priorities, with activity centre planning explicitly identified as the primary means of achieving this within the land use planning system.

3.1 State Planning Policy

3.1.1 Plan Melbourne

Plan Melbourne is the Victorian Government’s metropolitan planning strategy that guides the city’s growth to 2050, and seeks to address future housing, transport, and employment needs. Plan Melbourne updates and replaces the previous metropolitan planning strategies Melbourne 2030 and Melbourne @5 million. Plan Melbourne is currently under review.

Consistent with these previous metropolitan strategies, Moorabbin is identified as an Activity Centre along with Southland, Hampton, Brighton - Bay Street, Brighton - Church Street, and Sandringham.
Activity Centres are to be planned and managed at the local level, and sit below Metropolitan Activity Centres in the overall activity centre ‘hierarchy.’

It is a key strategy under Plan Melbourne that a large proportion of residential development within established areas be directed to Activity Centres, in order to maximise access to public transport, commercial and community services.

3.1.2. State Planning Policy Framework

The State Planning Policy Framework (SPPF) provides the overarching policy framework for land use and development within Victoria. Planning authorities must take into account and give effect to the general principles and specific policies contained in the SPPF when developing and implementing planning controls.

The key state planning policies relevant to the Moorabbin Activity Centre are as follows:

- **Clause 11.01 Activity Centres**
  This clause provides a series of objectives and strategies which support the concentration of residential, commercial and other land uses into defined activity centres, to operate as key focus points for future development. Structure planning is identified as the key tool by which the orderly development of existing and proposed activity centres is to occur.

- **Clause 12.02-5 Bays**
  This clause seeks to improve the environmental health of bays and associated catchments by managing and improve the quality of stormwater entering waterways associated with increased residential development. This policy is relevant to future planning of the Moorabbin Activity Centre as parts of the area are identified as subject to flooding from stormwater drainage systems.

- **Clause 13.04-1 Noise Abatement**
  This clause directs planners to consider and address the control of noise on sensitive land uses through using a mix of building design, urban design and land use separation techniques. This policy is relevant to future planning for increased residential development within the Hampton East Activity Centre due to the proximity of Nepean Highway and South Road, both of which carry high traffic volumes which could potentially impact on increased residential development in the commercial strips along these roads; as well as potential conflicts between commercial and residential uses.

- **Clause 15 Built Environment and Heritage**
  This clause provides a series of objectives and strategies aimed at ensuring that land use and development appropriately responds to the surrounding landscape, built form and cultural context, whilst recognising that additional development within activity centres will lead to a change in the scale and appearance of built form. Specific policy directions of relevance to activity centre planning include the need for the design of buildings and open spaces to contribute to public safety; for design and redevelopment to contribute to the quality and functionality of living and working environments; and to promote the consolidation of development and integration of land use and transport.

- **Clause 16 Housing**
  This clause states that planning should provide for housing diversity, and ensure the efficient provision of supporting infrastructure with new housing located so as to have good access to services, including walkability to activity centres, public transport, schools and open space. Within established urban areas, additional housing is to be concentrated in and around activity centres and public transport routes in order to maximise access to services and efficiencies in infrastructure provision.

- **Clause 17 Economic Development**
  This clause encourages the consolidation of commercial, retail and entertainment uses within activity centres to both maximise efficiencies in access and promote economic viability and sustainability.

- **Clause 18 Transport**
  This clause strongly encourages the integration of land use and transport planning to achieve greater efficiencies in infrastructure provision and facilitate greater use of non-car based transport modes. It specifically encourages increases in density in and around public transport interchanges, for example railway stations, major bus terminals, and tramways.
The policy also provides specific guidance around the provision and management of public car parking, encouraging the consolidation of parking facilities within activity centres and minimizing uncontrolled on-street parking in residential areas to reduce road congestion.

- **Clause 19 Infrastructure**
  
  Land use planning should facilitate the efficient, equitable and timely provision of social and physical infrastructure, with a key strategy being to consolidate social and cultural facilities within activity centres and maximise access.

### 3.2 Bayside Planning Scheme

**3.2.1. Municipal Strategic Statement (MSS)**

The MSS sets out the strategic vision for land use and development within Bayside. It identifies the key policies and objectives by which this vision is to be achieved, as well as how relevant State level policies are to be implemented within the municipality.

The key policy objectives and strategies within the MSS relevant to the Hampton East Structure Plan are as follows:

- **Clause 21.02 Bayside Key Issues and Strategic Vision**
  
  The Strategic Land Use Framework Plan which forms part of this policy identifies Moorabbin as one of five Major Activity Centres within the municipality, with land within an 800m radius of Moorabbin Station identified as an ‘Residential Opportunity’ area.

- **Clause 21.03 Settlement and Housing**
  
  This policy directs new medium density housing to Major Activity Centres and residential opportunity areas, particularly those with good access to public transport routes. It specifically encourages the use, renovation and development of shop top dwellings; the consolidation of sites to achieve a greater housing yield and increase in the scale of built form; and use of basement car parking facilities to minimise on-street congestion.

- **Clause 21.05-1 Environmental Risks – Flooding and Stormwater**
  
  This policy seeks to manage potential drainage impacts associated with additional urban development, particularly in areas liable to flooding, through restricting site coverage and hard surface area from new buildings.

- **Clause 21.06 Built Form and Heritage**
  
  This policy outlines a series of strategies and guidelines for protecting the valued built form character of the established residential areas within Bayside. It explicitly distinguishes those areas located within Activity Centres or Residential Opportunity areas as suitable for a greater level of change in terms of the type, scale and appearance of new residential and commercial development, whilst providing a transition between these areas and adjoining, lower scale residential development which is not proposed to change.

  In order to appropriately manage this change, the policy also identifies the need for specific design and development guidelines to be prepared for all Activity Centres within Bayside.

- **Clause 21.07-1 Economic Development – Activity Centres**
  
  This policy seeks to support the commercial viability of Activity Centres through local increases in residential densities to both increase the potential catchment area and maximize the amount of activity occurring. Commercial, community and entertainment uses should be concentrated within defined activity centres.

  The policy identifies a range of future strategic work to be undertaken with respect to activity centres, including the development of a local policy to reinforce the roles and functions of the main activity centres.

- **Clause 21.09 Transport and Access**
  
  A key objective of this policy is to reduce car dependency and maximise the use of public transport. The consolidation of commercial, residential and community uses within Activity Centres which are well serviced by public transport is a key strategy by which this is to be achieved.

  The policy also identifies the need to prepare parking precinct plans to identify and address parking issues in key Activity Centres as future strategic work.

- **Clause 21.11 Local Areas**
  
  This clause provides specific policy guidance on local area implementation of the objectives and strategies set out through the MSS. Each section relates to a particular precinct or key strategic development site with the municipality.
It is noted that, unlike the other Major Activity Centres of Bay Street, Church Street, Hampton Street and Sandringham Village, no specific policy which has been developed for the Hampton East Activity Centre.

- **Amendment C140**

  Amendment C140 seeks to implement the Bayside Housing Strategy. Specifically, it seeks to introduce changes to the Bayside Planning Scheme not approved as a part of Amendment C106. Hampton East (Moorabbin) is identified in the proposed Clause 21.11 as a major focus for future medium and high density residential development in Bayside. This recognises Hampton East’s location along the along the Frankston railway line and easy access to Southland and the Nepean Highway.

3.2.2. Local Planning Policies

Local planning policies provide specific guidance for the assessment of individual planning applications for use and development. Local policies are used to supplement (not replace or override) the decision guidelines of planning zones, overlays and particular provisions where specific guidance is required to address local issues.

The key local policy relevant to the Hampton East Structure Plan is Clause 22.06 Neighbourhood Character, which identifies the key character elements which define various residential areas within Bayside, and outlines specific design objectives and responses which further development should respond to.

The Study Area is located within Neighbourhood Character Precincts G1 (land south of South Road) and D2 (land north of South Road) as highlighted by Figure 4. The key character elements within each precinct are as follows:

**Precinct G1:**

- Dwellings sit within established landscaped gardens, including mature canopy trees;
- Pitched roof forms;
- Regular front setbacks;
- ‘Gaps’ between dwellings allowing views through to vegetation in rear yards; and
- Low or absent front fencing

**Precinct D2:**

- Regular front setbacks;
- Dwellings sit within landscaped gardens, including mature canopy trees;
- Consistency in external materials, particularly brick tones where present in street;
- Low or absent front fencing; and
- ‘Gaps’ between dwellings allowing views through to vegetation in rear yards.

As illustrated above, these precincts cover large areas and consequently are relatively ‘broad brush’ in nature. They do not fully reflect the emerging development pattern and specific character elements which define the study area. However, the policy explicitly recognises that the need for change and additional development around activity centres. The Structure Plan will provide guidance about what is an appropriate built form response and provide a framework to manage the change envisaged for the centre.
3.2.3. Zones

The current zones which apply within the study area are in Figure 5 below.

- **Residential Growth Zone** – the purpose of this zone is to provide housing at increased densities in buildings of up to and including four storeys and specifies a default discretionary height of 13.5m (sloping site 14.5m) for residential developments.

- **General Residential Zone** – the purpose of this zone is to provide a diversity of housing types and moderate housing growth in locations offering good access to services and transport, and specifies a default discretionary height of 9m (sloping site 10m) for residential developments.

- **Neighbourhood Residential Zone** – the purpose of this zone is to recognise areas of predominantly single and double storey residential developments limiting the number of dwellings on a lot to two and specifies a default mandatory maximum height of 8m (sloping site 9m) for residential developments.

Within the study area all commercial land, including the Council car parks in Keiller Street and Katoomba Street, is zoned Commercial 1. Under the Commercial 1 Zone most commercial uses can operate as of right, with planning permission only required for new buildings and works, liquor licensing, or reduction of car parking requirements if the number of spaces required by the planning scheme cannot be met on site.

Importantly, the Commercial 1 Zone does not differentiate between retail and office uses. The Bayside Planning Scheme had previously utilised the Business 1 and 2 Zones to differentiate the predominantly office-based development along South Road from the more traditional main-street retail development along Nepean Highway.

The current residential zones within the study area do not impose any mandatory requirements around the maximum height, density, or number of dwellings which can be considered under a planning permit application.

Both South Road and Nepean Highway are included within the Road Zone, which is applied to arterial roads managed by VicRoads. This can have implications for the development of land directly abutting these roads, as VicRoads permission is required to create or alter access to these roads, meaning that rear access may be preferred.
3.2.4. Overlays

Two overlay controls apply to land within the Study Area, as per Figure 6:

**Special Building Overlay**

![Special Building Overlay](image)

*Figure 6 – Land subject to Special Building Overlay, Bayside Planning Scheme*

The Special Building Overlay (SBO) is applied to land in urban areas, where land acts as an overland flow path for excess stormwater during a 1 in 100 year flood which cannot be accommodated within the existing drainage network.

Within the study area the SBO covers the 1 in 100 year floodline associated with the Meek Street drain, a major stormwater drain which discharges into Port Phillip Bay (see Figure 6).

**Design and Development Overlay 2**

*(Building Height Control – Inland Areas)*

![Design and Development Overlay 2](image)

*Figure 7 – Land subject to Design and Development Overlay 2, Bayside Planning Scheme*

Design and Development Overlay 2 (DDO2) applies to residential land more than 500m from the coast, and covers the majority of residential land within Bayside. Under DDO2, a planning permit is required for buildings greater than two storeys and/or 9 metres in height (with the exception of a basement).

A Public Acquisition Overlay (PAO1) also applies to a small parcel within the service lane on the corner of South Road and Nepean Highway. This road widening has been completed and removal of the PAO has been identified as an action in the 2015 Planning Scheme Review.
3.3 Adjoining Council Planning Policies

3.3.1 Kingston Planning Scheme

Figure 8 presents the land use zoning within that part of the Moorabbin Activity Centre in the City of Kingston:

![Map of Kingston Planning Scheme](image)

The Commercial 2 Zone applied to the bulky goods/restricted retail precinct located between Nepean Highway and the Frankston Railway Line. This portion of the zone was not rezoned during the implementation of the ACZ.

The key elements of the ACZ as it relates to the interface with Bayside City Council are as follows:

- Maximum building height of 7 storeys (23 metres) on land east of Nepean Highway (Precinct 1), with a preferred four storey height directly abutting Nepean Highway and three stores directly abutting South Road. These requirements do not apply to Kingston City Hall or the Kingston Arts Centre, which are to remain at their current heights.

- Maximum building height of 5 storeys (17 metres) on land between Nepean Highway and the Frankston railway line (Precinct 5), with a preferred building height of 3 storeys directly abutting Nepean Highway. There are no requirements around transition in scale or setbacks for built form facing residential development on the Bayside side (Henrietta Street).

- Maximum building height varies between 14 metres (4 storeys) and 23 metres (7 storeys) within the retail strip along Station Street and Tuck Street (Precinct 2). Unlike other precincts, the schedule to the ACZ includes relatively detailed requirements for setbacks and transitions in scale in this area.

The Kingston Planning Scheme does not currently include a local policy specifically dealing with the Moorabbin Activity Centre. However, Moorabbin is identified as an area for ‘increased housing diversity’ under Clause 21.05 (Residential Land Use) and is identified as a Major Activity Centre under the Retail and Commercial Land Use Framework Plan under Clause 21.06 (Retail and Commercial Land Use).

The Moorabbin Activity Centre Structure Plan proposes significant redevelopment around Moorabbin Railway Station and the retail core, including building over the railway line (the ‘Axispace’ project) and redeveloping the Link Arcade shopping to provide additional car parking, open spaces, and high density residential development within the centre.

Figure 8 – Land use zoning, Kingston Planning Scheme

Under the Kingston Planning Scheme, the Activity Centre Zone (ACZ) has been applied in accordance with Kingston's Moorabbin Activity Centre Structure Plan, which was adopted in 2011. This is an area that includes the centre’s commercial core, residential precincts identified for increased residential growth, an industrial precinct which will be regenerated into a mixed use mixed environment with an office, residential and service focus. The ACZ replaced the previous DDO19 and was incorporated into the Kingston Planning Scheme in March 2015 by Amendment C121. The ACZ is a significantly larger area than DDO19, including areas of industrial and residential land to the east of the retail core, as previously mentioned.
As the Moorabbin Activity Centre Structure Plan relates to the portion of the centre within the City of Kingston, it is necessary to also recognise the adjacent commercial precincts including the Hampton East Activity Centre also determine the role and function of the wider centre that extends across three municipalities. The Structure Plan for Hampton East will provide this recognition and provide a framework for how it relates to the broader activity centre.

### 3.3.2. Glen Eira Planning Scheme

The Glen Eira Planning Scheme establishes a hierarchy of activity centres, with higher development densities directed to around Caulfield Station, Caulfield Racecourse and Monash University (the Phoenix Precinct), and the Urban Villages of Elsternwick, Carnegie and Bentleigh, with medium density development directed to neighbourhood centres. Under Clause 21.03 Vision – Strategic Framework, the Moorabbin Activity Centre (Bentleigh) is identified as a ‘Neighbourhood Centre’. Key policy directions for the area including encouraging a mix of housing types and forms whilst ensuring new buildings transition in scale to the abutting established residential areas. Whilst the relevant planning policy framework encourages additional development to occur, the overall scale and rate of change is therefore likely to be substantially less than on the opposite side of South Road, in Kingston City Council. The zoning for the Glen Eira portion of the Moorabbin Activity Centre is presented below at Figure 9.

![Figure 9 – Land Use Zoning, Glen Eira Planning Scheme](image)

Land within Glen Eira’s portion of the Moorabbin Activity Centre side is zoned Commercial 1. There are no controls or local policies within the Glen Eira Planning Scheme which relate to height or built form in this commercial strip. The immediately abutting residential area is included within the General Residential Zone, and is subject to a maximum building height of 10.5 metres (3 storeys) under the relevant zone schedule.

### 3.4 Bayside City Council – Plans and Policies


The Bayside Council Plan 2013-2017 was adopted in July 2013. The Council Plan sets out Council’s strategic objectives for its four year term in office, and identifies the key goals which it will focus on achieving in order to deliver quality community outcomes.

Of particular relevance to the preparation and content of the Hampton East Structure Plan are Goal 1: An engaged community and Council; and Goal 3: Bayside will have a well preserved neighbourhood character and will have accessible transport options. These provide the following strategic directions:

- Increase community awareness, understanding and participation in planning and decision making;
- Implement sustainable transport options;
- Develop planning strategies and policies that enhance Bayside’s liveability and its natural and built environment;
- Ensure planning takes into account current and future infrastructure needs; and
- Engage with the community when developing planning controls.

#### 3.4.2. Bayside 2020 Community Plan

The Bayside 2020 Community Plan was adopted by Council in 2012 and expresses a vision for Bayside for the next ten years. It identifies six key priority areas to drive future policy and decision making.

Of particular relevance to the preparation and content of the Hampton East Structure Plan is Priority Area 3 – Planning, infrastructure and transport, which contains the following objectives:

- Preserve residential amenity by ensuring traffic is managed appropriately and the scale and form of new buildings are sensitive to their setting, particularly on the edge of activity centres;
• New buildings should be environmentally sustainable;
• Improve public transport, cycling, and pedestrian facilities; and
• Improve accessibility to buildings and infrastructure for people with disabilities and the elderly.

3.4.3. Bayside Housing Strategy 2012
The Bayside Housing Strategy was adopted by Council in September 2012. The Housing Strategy provides a framework for how residential development in Bayside will be planned and managed over the next 20 years, by identifying the location and type of residential development required in order to meet the changing needs of the Bayside community.

The Strategy recommends that the main focus for new housing should be within Bayside’s Principal, Major and Neighbourhood Activity Centres where there is existing infrastructure and good transport connections. The Hampton East Activity Centre is identified, along with Southland Activity Centre, as a primary focus for future medium and high density residential development within Bayside. It identifies that a Structure Plan for the Bayside part of the Moorabbin Major Activity Centre should be prepared. The Strategy also provides a broad spatial framework for future development of the area, as follows:

• High density residential development to be directed to the commercial properties directly fronting Nepean Highway and South Road, in addition to a precinct behind the commercial properties fronting Nepean Highway;
• Residential land within 400m of Moorabbin Station identified for medium density redevelopment, with an indicative height limit of 3 to 4 storeys depending on proximity to Nepean Highway and South Road; and
• Land on the north-west corner of Nepean Highway and South Road (the Barr Street site) identified as a strategic redevelopment site (high density).

The directions contained in the Bayside Housing Strategy 2012 form the strategic basis for the implementation of the new Residential Zones, as discussed above.

3.4.4. Bayside Integrated Transport Strategy 2013
The Bayside Integrated Transport Strategy (ITS) was adopted by Council in April 2013. The ITS provides a policy and implementation framework for the integration of land use and transport planning within Bayside, and aims to improve community wellbeing outcomes and promote sustainable transport use. The ITS places a significant focus on improving infrastructure relating to walking and cycling as well as consolidating development in activity centres around transport nodes, with structure planning being a key mechanism for implementing key actions and policies within the ITS.

A number of specific projects are flagged within the ITS relating to the study area, as follows:

• Investigate the potential for extending the Nepean Highway shared trail through to the Frankston Railway line;
• Upgrade the Nepean Highway shared trail; and
• Wayfinding signage to public transport hubs.

3.4.5. Bayside Open Space Strategy 2012
The Bayside Open Space Strategy (BOSS) was adopted by Council in 2012. It is a 20-year planning document designed to provide policy and strategy to enable Council to make decisions about how open space is used, developed, managed and maintained across the City. It suggests a range of actions to improve the open space network including:

• The acceptance of land contributions in lieu of cash in suburbs deficient in open space;
• Improving existing trails to better connect existing open spaces and railway stations;
• Improving the Nepean Highway shared trail; and
• Develop improved trail links along railway lines.

The BOSS is supported by the Bayside Open Space Suburb Analysis and Action Plan, which provides a detailed analysis of current provision and future demand for open space within each of Bayside’s 9 suburbs. Whilst the suburbs of Hampton East and Brighton East are both identified as being generally well serviced with respect to provision of open space, the Hampton East Activity Centre and immediate surrounds (including those parts of Brighton East immediately adjacent to the Nepean Highway/South Road intersection) are identified as being deficient, with no public recreation spaces within 400 metres.
A key action of the BOSS is to identify a suitable location for “sizeable” open space (greater than 2000m² in area) as part of preparing the Structure Plan for the Centre. The car parks behind some commercial properties fronting Nepean Highway are identified as a suitable location for this sizeable open space, despite being less than 2000m² in area. Locating this open space behind Nepean Highway, will allow for a community space, which is shielded from traffic and noise generated by the highway. The Bayside Open Space Strategy was implemented within the Bayside Planning Scheme under Amendment C110 in June 2014.

3.4.6. Draft Bayside Bicycle Strategy 2013-2019
The Draft Bayside Bicycle Strategy was adopted by Council in December 2013. The role of the Strategy is to guide the planning, management and provision of bicycle facilities and services in the City of Bayside. The Strategy includes a number of recommendations relevant to the preparation of the Structure Plan, as follows:

• Council will advocate to VicRoads for increased bicycle infrastructure on the Principal Bicycle Network (PBN) and Bicycle Priority Routes (BPRs);
• Advocate to VicRoads for early starts for cyclists at traffic signals where an arterial road crosses a local road;
• Develop a Street Space Management Plan which assigns greater priority to cyclists over private vehicles on roads within the municipality;
• Trial the installation of a bank of bicycle parking in place of an on-street car parking space; and
• Investigate the use of bicycle advisory markings along existing and proposed bicycle routes and where this is not feasible, consideration will be given to them becoming signed bicycle routes.

The Bayside Economic Development Strategy (EDS) was adopted by Council in December 2013. It updates the 2010 EDS with current statistical data on Bayside’s employment, business and demography as well as the findings of the 2012 Bayside Business Monitor. It also provides an action plan for the next 5 years. Of relevance to the Hampton East Activity Centre Structure Plan are the following actions:

• Ensure planning policy preserves the existing Bayside activity centre network;
• Implement parking management options such as real-time availability signage, time-limits, sensors etc, with parking identified as key issue for traders and customers;
• Identify the next centres for streetscape improvements and develop masterplans with quality ‘sense of place’ treatments; and
• Planning policy to minimise ‘out of centre’ retail developments.

3.4.8. Bayside Wellbeing for All Ages and Activities Strategy 2013
The Bayside Wellbeing for All Ages and Activities Strategy (WAAA) was adopted by Council in 2013, and provides the framework for Council’s community services planning for health and wellbeing. Key objectives of the WAAA of relevance to land use planning in general, and the Hampton East Activity Centre in particular, are the following:

• Support opportunities for physical activity that are inclusive;
• Increase Bayside residents utilising active transport;
• Improve Bayside infrastructure that supports physical activity; and
• Support opportunities that build social networks and community connection.

The Structure Plan addresses these objectives by identifying opportunities to expand Hampton East’s open space network, improve cycle infrastructure, and expand civic and community uses. This will improve opportunities for inclusive activity, in turn improving the atmosphere of the centre. Opportunities to consolidate health related uses along South Road and potentially extend these/some of these uses along King Street, address the need to promote and enhance the health of Bayside residents.

3.5 Other Relevant Documents and Guidelines
Regard has been given to the following guidelines in the preparation of the Structure Plan:
3.5.1. Activity Centre Design Guidelines 2005

This document was prepared by the Department of Sustainability and Environment (DSE) for planning professionals as a framework for the development of structure plans, design guidelines and planning controls in Activity Centres. It provides a series of general design guidelines for eight key design elements, as follows:

- Urban structure;
- Railway stations and public transport interchanges;
- Street design;
- Public spaces;
- Building design;
- Malls and large stores;
- Higher density housing; and
- Car parking

3.5.2. Guidelines for Higher Density Residential Development 2005

This document was prepared by DSE for use in the assessment of planning applications for residential development of five or more storeys in height. It provides a series of design guidelines and objectives around key issues including urban context, building envelope and layout, street-edge quality, management of environmental and amenity impacts (external and internal), and design.

3.5.3. Safer Design Guidelines for Victoria 2005

This document was prepared by DSE for planners, place managers and urban designers and provides a series of practical design strategies for improving public safety within activity centres by maximizing activity and passive surveillance within the area, and avoiding fragmented or ‘dead’ spaces.

3.5.4. Practice Note 58: Structure Planning for Activity Centres 2010

This Practice Note sets out the preferred process to be followed when developing structure plans for Activity Centres, with detailed guidance provided on the following:

- What a structure plan must contain, including scoping of necessary infrastructure improvements;
- Defining the boundaries of the structure plan; and
- Implementation mechanisms.

3.5.5. Practice Note 60: Height and Setback Controls for Activity Centres 2010

This Practice Note outlines the key principles and strategic justification required when using the Victoria Planning Provisions to control over building heights within Activity Centres. Of particular relevance are the following:

- Increases in scale and intensity of development are expected and encouraged within Activity Centres;
- The preferred tool for setting guidelines around the height and design of new buildings within Activity Centres is the Design and Development Overlay; and
- Mandatory height limits are not encouraged within Activity Centres, and should only be used where a detailed strategic analysis demonstrates that a design outcome cannot be achieved in any other way.
4. Background Analysis

4.1 Demographic Trends

Summary and Key Points

- The largest household composition is lone person households. However, increasing proportions of families with young children are moving into the study area, which will result in increasing demand for open space, early childhood and family services, and some larger dwellings. This suggests that the Structure Plan will need to provide for a diversity of dwellings typologies and sizes.

- Housing prices, income levels and education levels within the study area are all increasing, which could indicate the early stages of gentrification. This could result in increased demand for ‘amenity based’ retail services (for example cafes, groceries and specialty shops), which would impact on the current commercial mix of the Hampton East centre.

This section reviews the key demographic statistics and trends occurring within the study area. Demographic information is based on data collected from the 2011 Census, as collated and assessed by id Consulting. The data used in this report was accessed between December 2013 and March 2014, and reviewed during June 2015. It is noted that individual figures are subject to change, as estimates and projections are refined on a continual basis.

The analysis in this section is based on two data sets. The first was developed by id Consulting for the purposes of planning this centre, and relates specifically to the study area (referred to as the ‘Hampton East Activity Centre’). This data has been used in identifying past and current demographic trends within the study area. The area included within this data set is defined below in Figure 10:
4.1.1. Population and Forecasts

In 2011 the population of the study area was 2,373, an increase of 247 people from 2001 (11.6%). This rate of increase is relatively greater than that which occurred within the City of Bayside as a whole during the same period (7.1%). This growth appears to have largely been driven by redevelopment of the existing housing stock, with the total number of dwellings increasing by 116 between 2001 and 2011.

The population of Hampton East as a whole is projected to increase from 4959 in 2014 to 5705 in 2031. This represents a total increase of 15.05%, which is greater than the projected population growth of Bayside as a whole at 10.19% over the same period.
4.1.2. Age Structure

As presented in Figure 11 below, in 2011 the study area had a significantly higher proportion of residents aged between 0 to 4 than Bayside as a whole, at 7.5% compared with 6%, and of residents aged between 25 to 39 than Bayside, at 25.2% compared with 14.3%.

In contrast, the study area had a lower proportion of residents aged between 5 and 19 compared with Bayside, at 15.5% compared with 19.8%, of residents 45 years or older, at 38.2% for the study area compared with 46.3% for Bayside.

**Figure 11**

![Bar chart showing age distribution](image)

Compiled and presented in profile by .id, the population experts.

**Figure 11 – Five year age groups as at 2011, compared against City of Bayside**

Figure 12 illustrates that the current age structure reflects a distinct demographic shift which has occurred within the population of the study area during the period 2001 to 2011. The overall number and proportion of young families appears to be significantly increasing, demonstrated by the ‘spikes’ at the 0-4 and 30-40 age groups. This trend is in contrast to the rest of Bayside, where the population is ageing over time as represented by a consistently higher proportion of the population aged 45 and above, as presented in Figure 13.
Figure 12 – Changes in five year age structure between 2001 and 2011


Figure 13 – Age structure in five year age groups, 2011

These trends are predicted to continue into the future, with the number and proportion of residents in Hampton East aged between 20 and 40 significantly increasing over the next 20 years, with a corresponding ‘dip’ in young children and teenagers, as shown in Figure 14. This indicates that the current influx of young families into the area will stabilise as children go through primary and secondary school, to be replaced with a second cycle of young families in the next 15-20 years, as represented by the spikes at 0-4 and 30-40 in 2031.

**Figure 14**

Population and household forecasts, 2011 to 2031, prepared by .id the population experts, June 2012.

4.1.3. Households

In 2011 there were 1,011 dwellings located within the study area, equating to an average household size of 2.35 persons. This is slightly lower than the Bayside average of 2.55 persons. The overall number of households (i.e. dwellings) increased by 89 between 2001 and 2011 or 9.6%, proportionally greater than that of both Hampton East as a whole at 8%, and Bayside at 5.3% over the same period.

As illustrated by in Figure 15, the predominant household make up within the study area is lone persons, comprising 28.7% of the study area’s population followed closely by couples with children, comprising 28.6%. This is in contrast to Bayside as a whole, which has a slightly greater proportion of households made up of couples without children.
Figure 15 – Household type 2011, compared with City of Bayside

However, as there has been a significant shift in the type of households present within the study area in the past 20 years. Between 1991 and 2001, the largest increase was in lone person households, comprising 46.9% of the increase whereas between 2001 and 2011 the increase was almost entirely comprised of couples with children, comprising 79.9% of the increase. Figure 16 presents this change over the period 1991 to 2011.

This is consistent with the changes to the age profile outlined above, and appears to be primarily driven by new residents moving into the area. 2011 census data also indicates that approximately 40-50% of residents within the study area moved house in the past 5 years, significantly higher than within abutting suburbs.

However, these demographic trends are predicted to subside, with the largest proportional increase in household types to 2031 being lone person households, followed by couples without children, as demonstrated by Figure 16. This may indicate that increasing housing diversity within the structure plan area should be a priority.
4.1.4. Education, Employment and Income

In 2011, 1,223 (98.2%) people living in the study area were employed, of which 67% are working full time and 31% part time. This exceeds the Bayside average of 96.2%, as well as that of Hampton East (95.8%). Census data shows there has been a significant increase in both the number and proportion of residents within the study area in full or part time employment between 2001 and 2011. Consistent with these changes there has also been a corresponding increase in income and education levels within the study area. In 2011, 32.7% of residents in the study area held a tertiary qualification, which is close to the Bayside average of 34.9% and marks a substantial increase from only 25.3% in 2006 and 18.2% in 2001. Similarly, whilst average weekly household incomes in 2011 were still below that of Bayside as a whole, as presented in Figure 17, nevertheless between 2006 and 2011 there has been a significant increase in the number of households falling within the highest income quartile ($2,149 as at 2011), as Figure 18 demonstrates.
**Figure 17**

Weekly household income, compared to City of Bayside, 2011

**Figure 18**

Change in income quartiles between 2001 and 2011.
Despite these relative increases in socio-economic status, there are pockets of disadvantage both within and around the study area. As Figure 19 demonstrates, some of the most disadvantaged neighbourhoods within Bayside are concentrated around public housing estates in Hampton East and Highett, directly west of the study area.

Figure 19 – Map of index of relative Socio-economic Disadvantage, City of Bayside. (Source: Medicare Local Community Health Profiles). Study area is located within red circle.

4.1.5. Journey to work and car ownership

The majority of residents of the study area travel to work by car, despite the study area being well serviced by public transport. Approximately 60.5% of residents drive to work and another 4.3% travel as passengers, which is generally consistent with the Greater Melbourne average. The overall proportion of residents travelling by train has increased over time, from 12.9% in 2006 to 14.9% in 2011, and now exceeds the Greater Melbourne average of 10%.

On average, car ownership within the study area is slightly lower than the Greater Melbourne average. Whilst the overwhelming majority of households own at least one car (84.9%), the proportion of households which only own one car (41%) is significantly higher than the metropolitan average (33.9%), whilst the proportion which own two or more cars is significantly lower (43.7% compared with 50.9%).
4.2 Housing

Summary and Key Points

→ Significant redevelopment and renewal of the existing housing stock is occurring, dominated by the replacement and/or renovation of existing single dwellings with larger buildings or medium density infill development, primarily second and some third dwellings;

→ There is a relative lack of diversity in housing sizes, with an increasing proportion of new housing being 3 and 4 bedrooms. This is in keeping with projected future household sizes and demographic shifts within the area;

→ Housing affordability is emerging as a key issue facing the Hampton East Centre, with residents of the study area reporting the highest levels of housing stress within the City of Bayside; and

→ There has been relatively little commercial development within the study area, with the majority of approvals relating to minor changes of use or upgrades to existing buildings.

4.2.1 Dwelling Types

In 2011, 63.4% of housing within the Hampton East Activity Centre comprised traditional detached single dwellings, in contrast to 67.4% within Bayside (see Figure 20). The proportion of medium and high density housing⁸ within the study area increased between 2001 and 2011, with medium density housing comprising 30.5% of the housing stock, compared with 26.5% in 2001, and high density housing comprising 5.5% of the housing stock up from 0.3% in 2001.

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⁸ ‘Medium density’ housing in this context is defined as all semi-detached, row, terrace, townhouses and villa units, plus flats and apartments in blocks of 1 or 2 storeys, and flats attached to houses; whereas ‘High density’ includes flats and apartments in 3 storey and larger blocks.
This change in housing form has not resulted in a corresponding decrease in the number of bedrooms, with the overall number of dwellings with 3 or 4 bedrooms increasing at a significantly greater rate than smaller dwellings, as shown in Figure 21.
4.2.2. Household size

As of 2011, the average household size within the study area was 2.35 people, which is lower than that within the City of Bayside as a whole (2.55 people). Despite the projected increases in population and in the number of families with children living in the area, average household sizes are projected to decrease over the next 20 years, as Figure 22 illustrates.

Figure 22

![Figure 22 – Forecast change in population, household size and number of dwellings 2011-2031](image)

4.2.3. Home ownership

In 2011, 60.9% of residents in the study area owned their homes in 2011 (of which 29.9% owned their homes outright). This is significantly below the Bayside owner-occupier average of 72.6%, and the metropolitan Melbourne average of 66.8%. In contrast, the study area has the highest proportion of households renting privately in the City of Bayside, at 28%.

Only 4.1% of residents within the Moorabbin Activity Centre live in public housing, which is slightly higher than the overall average of 2.9% for Bayside as a whole, but significantly lower than 14.7% within Hampton East as a whole. This is reflective of the presence of large public housing estates clustered towards the western edge of Hampton East, near Bluff Road and Widdop Crescent.

4.2.4. Housing Affordability

Average house prices in Hampton East in 2012 were $732,500 which is 50% higher than the average of $487,000 recorded across metropolitan Melbourne. While noticeably less than Hampton ($1.2 million), Hampton East’s median house price is only around 10% less than that of Bentleigh but 17% higher than Moorabbin and Cheltenham. House prices in Hampton East have generally increased in line with those of surrounding suburbs, indicating that significant gentrification has not yet occurred.

Average mortgage repayments within the study area are $2,181 per month. Whilst this is somewhat higher than the metropolitan Melbourne average of $1,810, it is significantly lower than both Bayside ($2,414/month), and Hampton East ($2,370/month) as a whole. The study area has the second highest proportion of households in housing stress at 9.1%, second only to Hampton East (9.5%) in the City of Bayside (see Figure 23). However, it is noted that this is still below the Greater Melbourne average of 10.7%.

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9 Housing stress is defined as per the NATSEM (National Centre for Social and Economic Modelling) model as households in the lowest 40% of equivalised incomes (income adjusted using equivalence factors to remove the effect of household size and composition) across Australia, who are paying more than 30% of their usual gross weekly income on rent or mortgage repayments.
4.2.5. Housing Demand

Current projections based on 2011 Census results, land availability, and current and proposed planning policy estimate that the number of dwellings within Hampton East as a whole will increase from around 2,190 in 2011 to 2,642 in 2031. This represents an overall increase of approximately 20%.

<table>
<thead>
<tr>
<th>Hampton East</th>
<th>2011</th>
<th>2016</th>
<th>2021</th>
<th>2026</th>
<th>2031</th>
</tr>
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<tbody>
<tr>
<td>Dwellings</td>
<td>2,190</td>
<td>2,248</td>
<td>2,354</td>
<td>2,484</td>
<td>2,642</td>
</tr>
<tr>
<td>Average household size</td>
<td>2.31</td>
<td>2.29</td>
<td>2.25</td>
<td>2.24</td>
<td>2.23</td>
</tr>
</tbody>
</table>

Table 1 – Forecast increase in dwelling numbers. Source – id Consulting

This is similar to the overall number of dwellings projected to be constructed within Bayside as a whole over the same time period, which is to increase by approximately 19% (38,329 in 2011, to increase to 45,658 in 2031).

As discussed above, there is a relatively high proportion of new dwellings being constructed within the study area as part of medium or high density developments, which typically service smaller households. However, it also needs to be recognised that the projected increase in young families within the study area means that the need for traditional larger dwellings with ground level open space will remain strong into the future.

4.2.6. Development Approvals

The number and type of approvals granted for development provide important information as to current market forces and emerging development pressures.

**Building Permits**

A review of Council records has found that 155 building permits have been issued within the study area in the 10 years to 2015. Of these, the majority (90, or 58%) relate to alterations, additions and minor works (for example swimming pools, fencing, etc) to single dwellings. This is consistent with the level of development and age of the existing housing stock within the study area.
However, the number of permits issued for the construction of new single dwellings (13, or 8%) is lower than that for multi-unit developments (22 or 14% – 17 of these were for dual occupancies) and for the demolition of single dwellings (28, or 18%). This indicates that a relatively significant proportion of redevelopment and investment in the area is being directed towards improving and replacing the existing housing stock, rather than maximising the development capacity of the area through increasing dwelling yield. This may have implications for the extent to which the area will be able to accommodate additional residential development into the future, as the capital value of these improvements may make infill development economically unviable on sites where newer, larger single dwellings have been constructed.

Planning Permits – Residential
A review of Council’s planning register has found that a total of 50 planning permits have been issued for residential development within the study area over the 10 years to May 201510. Thirty two of these approvals relate to multi-unit developments, with the remainder being for development within the Special Building Overlay or on lots less than 500m² in area. Based on this data, it has been found that development occurring within the study area is dominated by small-scale infill development of two dwellings on a lot 24, or 48% of total approvals. These new developments, even where more contemporary architectural forms and layouts are used (for example side by side dwellings), generally reflect the form and scale of existing development in the area and rarely exceed two storeys. Whilst there are examples (2) of higher density residential developments being approved in the form of apartment and/or shop top housing, these are predominantly clustered within or adjoining the commercial strips and are multi level and reflect the transition in scale between the residential and commercial areas.

Planning permits – Commercial
A review of Council’s planning register has found that a total of 33 planning permits have been issued for commercial development (i.e. office, retail, advertising signage etc) within the Nepean Highway and South Road strips over the past 10 years to 2015. Unsurprisingly, given its prominent location on two major arterial roads, a relatively high proportion (10, or 30%) of these permits were for animated or illuminated advertising signage. There appears to be relatively little physical development occurring within these strips, with 20 planning permits issued which involve buildings and works. Only 1 planning permit has been issued which involved substantial redevelopment, i.e. construction of additional levels associated with mixed use, small scale ‘shop top’ apartment style development.

It is noted that relatively few planning permit applications within the study area attracted objections or were appealed to VCAT. The key issues raised in these situations almost entirely relate to the specific design and siting of a development, rather than broader concerns relating to infrastructure capacity, strategic justification, or expected levels of change. This indicates that the level and pace of change occurring within the study area is currently manageable.

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10 This figure excludes amendments to existing permits, as well as permits for subdivisions associated with an approved multi-unit development.
4.3 Social and Community Infrastructure

Summary and Key Points

- Future population growth and changing demographic trends within the Hampton East Centre are likely to result in increased demand for existing family services, particularly child care, kindergartens and Maternal and Child Health (MCH) services;
- The Centre suffers from a lack of easily accessible public open space, with most existing public open spaces located on the outskirts of the study area and being large regional/sub regional facilities and few smaller playgrounds/pocket parks available for daily use;
- Increasing development pressures are likely to require upgrades to the drainage and electricity networks, which may not be able to be facilitated through individual developments; and
- Increases in residential densities within the study area will lead to increased hard surfacing and building site coverage, which may increase the rate and frequency of stormwater flooding if not managed appropriately.

The study area is relatively well located with respect to access to community services and facilities, particularly those relating to health and disability. The majority of these services are clustered on the eastern side of Nepean Highway, within the City of Kingston. There is also a well developed network of public open space located directly west of the study area. However, despite the geographical proximity of these services, there are some practical barriers posed to access by pedestrians and cyclists by the arterial road network and Frankston Railway Line. The key facilities and services within close proximity to the study area are outlined below.

4.3.1. Education

Libraries
The Moorabbin Library is located on Taylor Street, close to Moorabbin Station and is accessible by pedestrians via the crossing at Nepean Highway and Keiller Street. The Moorabbin Library is a branch of the Kingston library network and provides limited services. The closest libraries with full services are at Cheltenham (Kingston) and Bentleigh (Glen Eira), both of which are easily accessible by road and rail.

Child Care
There are three Council owned child care centres within the City of Kingston, the closest being in Parkdale (approximately 9km to the south-east); and three within the City of Glen Eira, the closest being in Carnegie (approximately 7km to the north). There are currently no private child care facilities located within the suburb of Hampton East. However, there are five private facilities in neighbouring suburbs which are located within 2.5km of the study area:
- Rainbow Developmental Learning Centre, 39 Isabella Street, Moorabbin;
- Kids Time Early Learning Centre, 488 South Road, Moorabbin;
- Boutique Bubs Early Education and Kindergarten, 417 Bluff Road, Hampton;
- Bentleigh Early Child Education Co-Operative, 134 Brewer Road, Bentleigh;
- Buddies Early Learning Centre, 143 Jasper Road, Bentleigh; and
- Only About Children, 461-463 Bluff Road, Hampton.

An assessment of existing facilities indicates that all child care centres in Bayside, including private and not-for-profit centres, have some vacancies and there is consequently capacity within the sector to absorb additional demand.

Kindergartens
The study area is somewhat better serviced with respect to kindergarten facilities. Kindergartens and pre-schools provide early childhood education to 3 and 4 year olds prior to commencing primary school. Whilst not compulsory, attendance is strongly encouraged and the State Government has committed to funding four year old kindergarten for 15 hours per week, 40 weeks per year. Livingston Kindergarten in Highett and Bruthen Street Kindergarten in Moorabbin are both located within 1.5km of the study area.

Schools
The average distance by road to the nearest government primary school in Bayside is 1.03km kilometres, whilst the average distance by road...
to the nearest government secondary school in Bayside was 1.85km. By comparison, the study area is located within the catchment areas of Moorabbin Primary School (600m from the southern edge of the study area) and Tucker Road Primary School (1.45km east).

The closest government secondary school is Sandringham College, with both the Highett and Sandringham campuses located within 3km of the study area and accessible via the 825 bus route. Brighton Secondary College and Cheltenham Secondary College, whilst not within walking distance of the study area, are also serviced by bus. However, it is noted that the study area is located outside the catchment boundaries of these schools.

There are also several independent schools located within 2.5km of the study area, including:

- St Agnes Catholic Primary School (Highett);
- St Catherines Catholic Primary School (Moorabbin);
- Our Lady of the Sacred Heart College (7-12) (Bentleigh);
- St Pauls Catholic Primary School (Bentleigh);
- St Leonards College (K-12) (Brighton East); and
- Haileybury College (K-12) (Brighton East).

In addition, two schools servicing students with special needs are located in close proximity to the study area. Berendale School, a secondary school for students with intellectual disabilities, is located in Berend Street, Hampton East approximately 600m south of the study area. Larmenier Special School, which caters to students of Catholic primary schools with social, behavioural or emotional difficulties, is located in Bluff Road, Hampton, 1.5km west of the study area.

Higher education

The Moorabbin campus of Holmesglen TAFE is located on South Road, approximately 1.5km east of the study area. It offers certificate and diploma courses in the fields of education, community and health services, hospitality, electrical trades, business and finance and digital media. It is also the site of the Holmesglen Vocational College, which offers vocational educational programs and apprenticeship pathways to Year 11 and 12 students.

Since 2013, the University of Canberra has delivered a select range of degree courses in partnership with Holmesglen TAFE at the Moorabbin campus.

4.3.2. Health and Family Services

Maternal and Child Health Services

Maternal and Child Health (MCH) Centres provide information, advice and support, as well as health services (including developmental checks and immunization) for babies and young children aged up to 6 years and their carers.

Whilst there is no dedicated MCH centre within the suburbs of Moorabbin or Hampton East, the Highett Children’s Centre in Livingston Street provides an MCH service and is highly accessible from the study area being located approximately 1.5 km by road or approximately 400m from Highett railway station.

Youth Facilities

In addition to providing a number of youth programs and events within the community, Bayside City Council runs the Peterson Youth Centre in Highett, an after school ‘drop-in’ facility which is supervised by youth workers. There are also drop in services run by the City of Kingston at Southland Shopping Centre, and by the City of Glen Eira at the Youth Information Centre next to Bentleigh Library, which provide information and support to young people.

Given that the proportion of young people within the area is projected to increase in the future there is an opportunity to look at how these services can be supplemented by better using existing community facilities such as halls, community centres and sports pavilions to accommodate local youth programs and events.

Other Health and Community Services

Two regional level service providers, Moira Disability and Youth Services and Southern Community Mental Health Service, are located within or near the study area, as is the Hampton East branch of BayCISS (Bayside Community Information and Support Services), which provides counselling, legal advice, community advice, support and referral services. There are also a number of private medical centres and associated health facilities concentrated around intersection of South Road and Nepean Highway.

It is also noted that there is a current proposal to establish a private hospital at the Moorabbin Holmesglen TAFE campus. If completed, this project would significantly strengthen the existing concentration of health and medical services within the Moorabbin Activity Centre as a whole.
4.3.3. Public Spaces

Community Spaces

The key community spaces within the wider Moorabbin Activity Centre are the Kingston Arts Centre and the old Moorabbin Town Hall, both of which are located within the City of Kingston. These facilities provide visual and performing arts at a regional level, as well as venue hire for concerts, theatrical performances, conferences and meeting spaces. Both the Highecht Seniors Centre and Moorabbin Seniors Centre, located in close proximity to the study area, provide venue hire opportunities however these are limited to seniors events only.

There are also a number of religious facilities within close proximity to the study area which provide spaces and facilities of various sizes:

- Moorabbin Anglican Church,
  4 Redholme Street, Moorabbin.
- St James Lutheran Church,
  416 South Road, Moorabbin.
- Salvation Army Bentleigh,
  87 Robert Road, Bentleigh.
- Moorabbin Hebrew Congregation,
  960 Nepean Highway, Moorabbin.

It is noted that the Uniting Church has recently sold church buildings and halls at 6-8 Hemming Street, Brighton East and 489-491 Highecht Road, Highecht both of which are likely to be redeveloped in the future.

Recreation and open space

The suburbs of Hampton East and Brighton East are reasonably well provisioned in terms of access to active and passive open space, as well as more formal leisure/sporting infrastructure. However, these facilities are all located outside of the study area, which is identified within the Bayside Open Space Strategy as being deficient in open space, as there are no facilities within 400m walking distance.

Whilst there is no public open space located within the study area, there are a number of parks located on the western fringe, near Bluff Road. The existing provision of open space in Hampton East is provided in the table below:

<table>
<thead>
<tr>
<th>Classification</th>
<th>Name</th>
<th>Status</th>
<th>Ownership</th>
<th>Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Social Family Recreation Parks</td>
<td>Wishart Reserve</td>
<td>Local</td>
<td>BCC</td>
<td>1.91 ha</td>
</tr>
<tr>
<td>Social Family Recreation Parks</td>
<td>GL Basterfield Park</td>
<td>M/R</td>
<td>BCC</td>
<td>4.6 ha</td>
</tr>
<tr>
<td>Sportsgrounds</td>
<td>Dendy Park</td>
<td>M/R</td>
<td>BCC</td>
<td>26.87ha</td>
</tr>
<tr>
<td>Sportsgrounds</td>
<td>Moorabbin West Reserve</td>
<td>Local</td>
<td>BCC</td>
<td>2.34ha</td>
</tr>
<tr>
<td>Sportsgrounds</td>
<td>A W Oliver Baseball Reserve</td>
<td>District</td>
<td>BCC</td>
<td>2.2ha</td>
</tr>
<tr>
<td>Relaxation</td>
<td>Curly Rourke Reserve</td>
<td>Local</td>
<td>BCC</td>
<td>0.26ha</td>
</tr>
<tr>
<td>Relaxation</td>
<td>Spring Road Park</td>
<td>Local</td>
<td>BCC</td>
<td>0.28ha</td>
</tr>
</tbody>
</table>

Table 2 – Open Space in and around the study area
Many of these parks serve a sub-regional or regional catchment, and consequently it is not unreasonable that residents within the study area will need to travel further to access them. However, there is a relative lack of smaller, informal spaces such as pocket parks and small playgrounds to service daily recreation needs, as well as bicycle and walking trails.

Hampton East has 2.54 hectares of open space per 1000 people (excluding golf courses) which is lower than the municipal average of 3.15 hectares. The lack of capacity to acquire additional land for open space means that there is an increased focus on the need to improve connectivity to open space and to improve the quality of the existing open space provision. Increased medium and high density development within the Hampton East centre, and consequent decreases in the amount of private open space available to residents, will result in additional demand and pressure on these spaces in the future.

4.3.4. Physical infrastructure

**Electricity, gas and water**

The study area is fully serviced for electricity, gas and water. The relevant service authorities for this area are South-East Water (water and sewer), United Energy (electricity) and Multinet Gas (gas).

No preliminary concerns have been raised by South East Water or Multinet Gas with respect to infrastructure capacity or future planning for the area. However, Jemena (the owners and operators of United Energy electricity) have previously advised Council that parts of the electricity network within Bayside are nearing or at capacity and further large scale development, particularly within Hampton, will require on-site substations.

Whilst no direct concerns have been raised specifically regarding the study area, there are design and streetscape implications which result from the installation of on-site substations which may need to be carefully considered through the structure planning process.

**Drainage and stormwater**

The existing underground drainage network within the study area dates from the 1950s – 1960s. In common with most drainage systems established at this time throughout Melbourne, it was designed to contain stormwater from a 1-5 year storm event and is made up of components maintained by both Council and Melbourne Water. Some pipes and other pieces of stormwater infrastructure in the area are reaching the end of their useful design life, and offer an opportunity for upgrade as a part of regularly scheduled maintenance.

Increased development within the study area has the potential to increase pressure on the existing drainage system. Higher residential densities typically have higher percentages of hard surfacing that reduce the infiltration of stormwater into the ground and increase the rate and volume of water reaching the drainage network during storm events, and can result in localised flooding if the capacity of the network is exceeded. As new development does not contribute toward upgrades of the municipal drainage network to accommodate increased runoff caused by the cumulative effect of urban infill development, a key issue facing Bayside is how this additional runoff can best be managed within the resources available.

The Bayside Planning Scheme already includes a local policy (Clause 22.08) requiring the provision of Water Sensitive Urban Design (WSUD) measures into new development. This aims to reduce the overall quantity of stormwater runoff generated by new development as well as improving the quality of runoff through on-site treatment measures. This policy was given ongoing effect with the approval of Amendment C121 to the Bayside Planning Scheme in September 2014.

Council is currently exhibiting Amendment C139, which implements the Bayside Drainage Development Contributions Plan (DCP). The DCP would enable the collection of funds when sites are developed to assist with the maintenance and upgrade of existing municipal drainage infrastructure.
As part of the research and analysis undertaken for this report, Council commissioned traffic engineering consultants Traffix Group to prepare a detailed assessment of existing traffic, parking and transport within the study area. The key findings of this study are summarised below.

5. Traffic and Transport

5.1 Traffic Conditions

- Each of the local streets within the study area are currently operating within their capacities.
- The laneways off Katoomba Street, Highbury Avenue, and between the Nepean Highway shops and rear car parking are currently carrying traffic volumes that are greater than desirable based on their width (single carriageway).
- The signalised intersection at Nepean Highway/Keiller Street operates satisfactorily in terms of its capacity, however its complex layout in terms of the egress from Henrietta Street and the entrance to the service road on the west side of Nepean Highway causes some confusion with a number of illegal movements noted.
- The major arterial road intersection at Nepean Highway/South Road is operating above its design capacity, with long queues forming on the Nepean Highway approaches at peak times.
- The internal local street intersections appear to function well, without any obvious need for further traffic management.
- The current road network makes access to the centre from Henrietta Street difficult, with vehicles required to travel through an off-street carpark and / or undertake U-turn movements in order to travel to and from this area to access the Nepean Highway.
- The current road layout results in vehicles travelling along the narrow laneway between the Nepean Highway service road and Katoomba Street in search of parking within the activity centre if all spaces located in the Nepean Highway service road are full, as is often the case.

5.2 Public Transport

- The activity centre is well serviced by public transport with a train line and five bus routes accessing the centre from different directions.
- Bus service frequencies are generally good on weekdays (20 to 30 minutes), with lesser frequencies operating on weekends (1 hour).
- All bus routes include a stop adjacent to Moorabbin Railway Station at the major interchange.
• Bus route 825 is the only route which runs through the local street network within the Hampton East portion of the activity centre. The street widths in this area are less than the desirable standard to accommodate bus routes, which is 3.5m minimum lane width in each direction of travel.

5.3 Bicycles and Pedestrians

• Bicycle access is relatively poor in the vicinity of the study area with a shared path along Nepean Highway terminating at South Road to the north, and bicycle lanes along South Road terminating at the western end of the activity centre.

• The Ped-Shed analysis suggests that the study area has a good walkable catchment, however the catchment for the Moorabbin Railway Station is slightly below the desirable level due to the segmentation based by the railway line and major arterial roads and the irregular street network.

• Pedestrian access between the rear carparks in Katoomba Street and the shops located along the Nepean Highway service road is difficult, with the only direct access via a narrow laneway shared with traffic that includes a blind corner which makes it difficult for motorists to see pedestrians.

• The crash data suggests that there is a relatively high proportion of casualty crashes which have occurred particularly along Nepean Highway and South Road that have involved pedestrians or cyclists.

The Structure Plan addresses these issues by moving car parking underground and by providing better lighting. Opening through-passages and creating a central meeting point will enable safer pedestrian movement through the centre. Advocating for longer pedestrian light sequences so that pedestrians can cross Nepean Highway and South Road will be a key action. Overall these initiatives would provide a safer and more comfortable environment, which would encourage more people to visit the centre and less reliant on car as a mode of transport to the centre.

5.4 Car Parking

• Parking surveys indicate that overall demand within the study area is not particularly high, with a peak overall occurring of only 439 of 821 spaces (53% occupancy) occurring at 2pm on a Thursday.

• The majority of the parking in the Hampton East portion of the activity centre occurs within private car parks associated with businesses.

• Off-street public car parks make up only 88 of the parking spaces within the study area, which achieve a peak occupancy of 65% (57 spaces) at 12 noon on the Thursday.

• The usage of on-street parking varies significantly from street to street, with very high demand (95%-100% occupancy) occurring within the Nepean Highway retail strip and the unrestricted car parking on King Street, with significantly lower levels of demand occurring in other streets. The overall level of on-street parking demand peaks at 12 noon on the Thursday with 196 occupied spaces (47% occupancy).

• The predominant parking restrictions in on-street locations and public carparks within the Hampton East portion of the activity centre are 2P (216 spaces), unrestricted (182 spaces) and 1P (66 spaces), with the highest level of occupancy occurring within the 1P spaces located directly adjacent to the shops (77% occupancy), followed by the unrestricted spaces (57% occupancy) and very low demand for the 2P spaces (30% occupancy).

• There is more railway commuter parking occurring within the study area than the amount provided within the Moorabbin railway station carpark.

5.5 Wayfinding

• Wayfinding signage generally provides good directional information to off-street carparks located within the study area. However, there is no signage when travelling east on South Road, meaning that vehicles are likely to miss the Highbury Avenue access point to the centre.

• Wayfinding signage giving directions to the Moorabbin Railway Station are inconsistent, with good signage provided in some locations and not in others. Locations where signage is lacking included Station Street and the Nepean Highway / South Road intersection.

• A good level of wayfinding signage exists between the railway station and bus interchange.
5.6 Site Conditions

Opportunities and Strengths

- The local streets within the centre are operating well below their capacities which allows potential for increased intensity of development.
- Key intersections providing access to and within the activity centre are operating below their capacities.
- The centre is well serviced from all directions by public transport with a central focal point located at the Moorabbin Railway Station.
- As the existing supply of parking exceeds demand, the centre has the potential to support some additional development.
- There is an opportunity to increase the frequency of bus services on weekends and indent or limit parking along one side of local streets that form part of the Bus Route 825 to provide a more efficient service.
- There is an opportunity to provide upgraded access between the Nepean Highway service road and the rear carparks to improve both safety and accessibility.
- There is an opportunity to consolidate the separate off-street carparks off Katoomba Street to provide a more efficient layout and reduce the overall footprint.

Weaknesses and Threats

- The traffic volumes using the laneway between the Nepean Highway service road and Katoomba Street is too high based on its existing narrow cross section.
- The complex layout of the Nepean Highway/Heiller Street/Henrietta Street intersection can result in vehicles undertaking illegal movements and causes difficulties in accessing certain parks of the activity centre.
- The current road network encourages traffic to travel down the narrow laneway between the Nepean Highway service road and Katoomba Street to access the rear carparks when all parking in the service road is full.
- The local streets within the centre where the 825 bus service operates are less than the desirable road width to accommodate buses.
- Pedestrian access between the Nepean Highway service road and the rear carparks is poor with the only direct access via a narrow laneway which includes a blind corner which is shared by a high volume of traffic.
- The are no designated bicycle facilities through the Moorabbin MAC or providing connections to the east or south.
- There is limited railway commuter parking with the overall Moorabbin MAC.
- Increased activity within the centre will increase pressures on the existing laneway connection between the Nepean Highway service road and Katoomba Street unless the laneway can be widened or an alternative access provided.
- The two dead-end laneways accessed from Henrietta Street are operating at or slightly above their ideal capacities which may limit scope for additional development.
- There is potential that increased demand for railway commuter parking may encroach into the Hampton East portion of the wider Moorabbin MAC.
6. Economic Analysis

As part of the research and analysis undertaken for this report, Council commissioned consultants Charter Keck Cramer to prepare a detailed assessment of current and future economic trends within the study area. The key findings of this study are summarised below.

6.1 Retail

Retail within the Nepean Highway strip is currently performing well with no notable vacancies and ongoing investment in the refurbishment of properties. Its eclectic business mix includes destination style activities such as health services, outdoors retailers and banking, through to those typically found in neighbourhood activity centres such as a pharmacy and newsagents. The centre has both a relatively high level of escape expenditure and low level of local patronage. This is symptomatic of its relative lack of daily convenience services, particularly fresh food and groceries.

This mix of businesses not only reflects the exposure and accessibility offered by Nepean Highway, but also the limited number of specialty retailers within Moorabbin's retail core located to the east of Nepean Highway despite being anchored by a Woolworths supermarket. The strong performance of that supermarket together with previous analysis undertaken for the preparation of the City of Kingston's Moorabbin Activity Centre Structure Plan highlights the opportunity for an additional supermarket to be potentially supported.

The opportunity for a full-line supermarket to be accommodated within the study area is limited by a lack of suitably sized sites. There is however the opportunity for a supermarket with a smaller footprint, such as an Aldi or an independent supermarket, to be considered upon Council's Keiller Street car park and the adjacent commercial properties immediately to the east. The total area of these sites is 3,860 sqm which is approximately the same size as a similarly located site at the northern entrance to the Mordialloc Activity Centre. That mixed-use development comprises an Aldi supermarket, specialty retailers and apartments above.

The potential for a supermarket within the study area is also supported by a number of case studies of Aldi and independent supermarkets undertaken for the purpose of this analysis. These case studies identified the capacity for such supermarkets to be supported in locations comparable to the study area based upon trade area population, accessibility and exposure to a major arterial road.

A smaller footprint supermarket upon the Council car park site would provide the opportunity for specialty food retailers to be introduced into the centre that are currently not available within the wider Moorabbin...
Activity Centre as a whole. In addition, given their northern orientation, there may be the opportunity for cafes / restaurants to establish within the existing shops on the Keiller Street frontage.

6.2 Office

The wider Moorabbin Activity Centre is a recognised office location with a range of organisations across the heath, business services, finance and government sectors. The centre is expected to continue to attract businesses seeking a highly accessible location within an activity centre environment.

However, there has been increasing competition from alternative locations such as the Bayside Business Employment Area where more affordable development sites are available, together with the opportunity for at-grade rather than basement car parking. Similarly, apartments typically represent a more profitable and less risky development opportunity than offices within activity centres.

While the commercial opportunities for developing office space within the study area have weakened over recent years there is still a role for ground floor offices along South Road as part of mixed use developments. Offices offer the opportunity for active uses along the street frontage while also allowing development to extend to the front title boundary thereby maximising the number of apartments on the upper levels.

6.3 Residential

The opportunity for higher density residential development has already been demonstrated by a number of new apartment developments on the periphery of the centre over recent years. This increase in activity reflects a number of factors that are ultimately reflected in the rising value of detached dwellings. As a result, purchasers are seeking more affordable housing options such as townhouses and apartments.

An analysis of the spatial distribution of apartment development activity across suburban Melbourne relative to the median price of detached dwellings indicates that there is the capacity for apartment projects of up to 50-75 dwellings to be supported within the study area. This will however be dependent upon the availability of suitable sites as well as developer confidence that the Hampton East Centre offers the necessary attributes to attract apartment purchasers and residents.

6.4 Opportunities and Constraints

Strengths and Opportunities

- The Hampton East Activity Centre is performing well as a retail centre with ongoing investment in properties.
- The regional role of the Moorabbin Activity Centre offers the opportunity for office and health related activities servicing Melbourne’s southern region.
- Exposure and accessibility offered by the Nepean Highway supports an ‘outdoor sports’ retail precinct and health services precinct and represents a key competitive advantage over other centres as it offers a specialisation of retail products.
- Performance of the Woolworths supermarket within the Moorabbin Activity Centre’s retail core highlights the opportunity for a smaller supermarket to be supported, potentially within the Council owned Keiller Street car park site.
- Apartment development viability has already been demonstrated by a number of smaller scale apartment projects.
- Property market conditions suggest the potential for apartment projects of up to 50-75 apartments to be supported on suitable sites. This may include a ground floor office component where retail uses are not appropriate.

Weaknesses and Threats

- A lack of a suitably sized sites and the existing Woolworths Moorabbin, located nearby, makes the viability of a full-line supermarket within the Hampton East Activity Centre unlikely.
- The amenity of the centre is impacted to some degree by its location on the Nepean Highway which limits the opportunity for outdoor dining.
- Any future revitalisation of the Moorabbin Activity Centre’s retail core would be expected to create increased competition for businesses within the Hampton East Activity Centre.
- The opportunity for new office development within industrial precincts such as the Bayside Business and Employment Area (BBEA) creates competition for new office development within the Hampton East Activity Centre, however the health/medical focus of the Hampton East centre, differentiates it from the BBEA office-focus.
A detailed analysis of development patterns, built form and urban design features within the study area was commissioned by Council as part of the background analysis for this report. The key findings of this analysis are summarised below.

### 7.1 Commercial strips

Development within the Nepean Highway commercial strip is predominantly characterized by fine grained (6-8 metre frontages) single and double storey shop fronts with high parapets and deep canopies over the footpath. As Figure 33 demonstrates, the built form is relatively simple appearing quite ‘blocky’ with little design detail, which is typical of most suburban shopping strips. There has been little redevelopment within this strip, with most buildings appearing to date from the 1970s-1980s.
This commercial strip is predominantly one and two storeys in height with some limited three storey residential development.

In contrast, the built form presentation to South Road, as well as the South Road/Nepean Highway intersection, is both higher and bulkier in scale, with 2-3 storey forms common at a zero setback from the street (see Figure 25). Zero rear setbacks are also common, however some buildings have a rear setback to allow for car parking from laneways.

Towards the western end of the South Road commercial strip the overall building scale tapers off, with detached one and two storey buildings becoming more common. This provides a transition in both scale and style to the adjoining residential areas to the west, as some of these buildings have front and side setbacks, rather than being built to a zero setback.

7.2 Residential hinterland

Typical of most post-war suburbs, the subdivisional pattern within the study area is characterised by regular lots (averaging between $550\text{m}^2$-$750\text{m}^2$) arranged in grid-style and court bowl formations. The existing dwelling stock is primarily characterised by single detached dwellings. Parking structures are generally recessive, being set to the side or the rear of dwellings, and there is separation between dwellings allowing views between buildings to rear yards and vegetation.
Given the timespan over which development has occurred, the area is not defined by any one specific architectural style. However, residential development generally comprises single and double storey post-war dwellings, utilising pitched roof forms and external brick and weatherboard cladding, as illustrated by Figure 26.

There is also an emerging presence of more modern building forms, incorporating modern design elements including flat and skillion roofs, infill panels in timber and stone, and feature porticos as the existing housing stock is renovated or redeveloped. These newer buildings are typically larger in scale and often incorporate boundary development on at least one side.
Where infill development has occurred, this largely comprises of two and three dwellings arranged in tandem down the length of the lot and mimics existing development in terms of scale, design detail and setbacks. There are also some examples, primarily clustered around Keiller Street, of apartment buildings up to 3 storeys. Whilst utilising more modern design features and architectural forms, these buildings have generally been sited to maintain existing the front, side and rear setback pattern.
7.3 Vegetation and landscaping

The majority of vegetation cover within the study area is located within private property, as opposed to the public realm. As is typical in an established suburban area, dwellings are set within established gardens, generally including one to two mature canopy trees which provide a ‘green backdrop’ to development. Vegetation is primarily exotic.

In contrast, within the public realm vegetation quality and coverage are relatively inconsistent. Some streets, specifically Charming Street, King Street, Keiller Street and the southern portion of Katoomba Street, have relatively significant levels of planting with street trees reaching at least 6 metres in height, incorporating a mix of native and exotic species.

In other areas, the presence of overhead powerlines means that street trees are significantly smaller or altogether absent.
First round community consultation on the Structure Plan was undertaken between November 2013 and January 2014, and second round consultation was undertaken between August and September 2014. The objective of this consultation was to both generate community awareness of the project, as well as gain an understanding of how the centre currently operates, identify key issues of community concern, and an understanding of desired improvements and aspirations for the future development of the centre. Second round consultation also sought to confirm the information obtained during the first round of consultation within the context of the Ideas and Opportunities Plan presented in the brochure.

The consultation process involved the following activities:

- Brochure drop of all residences located within approximately 500 metres of the Hampton East centre (approximately 2,500 properties) which included a brief survey. There were 93 responses received through the brochures and survey (see Appendix 1);
- Brochure drop of all commercial properties located on South Road and within the Nepean Highway retail strip;
- Letters to MPs, community groups, service authorities and non-resident landowners;
- Establishment of an online discussion forum;
- Informal discussions (vox pop events) with traders and shoppers within the South Road and Nepean Highway commercial strips held on two separate dates;
- Discussions with relevant public bodies and authorities, including Glen Eira and Kingston councils; and
- A community workshop to discuss the Ideas and Opportunities Plan in more detail. The Ideas and Opportunities Plan was distributed in a second brochure to the same residences (see Appendix 2).

8.1 How people use the centre (Round 1)

The majority of respondents to the survey identified themselves as residents of Hampton East (43.8%), with the remainder relatively equally divided between Bentleigh, Brighton East and Moorabbin. The primary means of access to the centre reported were by foot, car or a combination of the two (81%), with most respondents identifying that they visited the centre either daily or a few times per week. The primary reasons for people visiting the centre were to shop, or walk through on the way to other destinations (for example the railway station).
Within this overview data, there were some noticeable distinctions between how residents from Hampton East use the centre as compared to residents from other suburbs. For example, residents from Hampton East tend to walk to the centre (42%), whereas transport modes from other suburbs are more equally spread between walking and cars; and are more likely to use the centre purely for shopping, as opposed to shopping in combination with another activity.

It is also noted that a number of the responses clearly related to the Moorabbin Activity Centre in general, or the retail core located within the City of Kingston specifically, as opposed to the Hampton East centre. Whilst in some cases this could be attributable to confusion over the location of the ‘Moorabbin Activity Centre’, it also provides valuable information about how residents within the wider area interact and identify with the various parts of the centre. For example, residents of Moorabbin were more likely to refer only to those elements of the centre located on the east side of Nepean Highway (for example Woolworths, Moorabbin Railway Station, the Post Office), whereas residents of Hampton East were more likely to refer specifically to elements within the Hampton East centre (for example Chemist Warehouse, the TAB). This indicates that there is a relatively clear functional division in the centre, with Nepean Highway acting as a significant barrier.

8.2 What people value about the centre? (Round 1)
As part of the Round 1 consultation questionnaire, residents were also asked to provide specific comments in response to a series of questions to identify how they viewed the centre. The top three issues raised in response to these questions are summarised below.

8.2.1. What do you like about the centre?
Of the responses received, 30% liked the convenience that Hampton East provides to the community, for example because it is close to where residents live and is easily accessible by foot. Specific destinations within the centre, such as medical centres, were noted as a positive aspect of the centre by 22% of respondents. The variety of shops and services was identified by 14% of respondents as a positive attribute of the centre. Significantly, a substantial proportion of respondents (22%) either did not provide a response to the question or indicated that there was nothing they liked about the centre. Additionally, 11% nominated a destination on the Kingston side of the broader Moorabbin Activity Centre, suggesting that users view the separate Bayside, Kingston and Glen Eira portions of the centre as a whole.

8.2.2. What don’t you like about the centre?
Parking and traffic issues were identified as a key concern of Hampton East by 46% of respondents, with respondents identifying particular problems such as parking along the Nepean Highway frontage, traffic flow throughout the centre and pedestrian access to the centre. The appearance of the centre was nominated as a key issue by 28% of respondents, with comments noting that the centre was tired and ugly. The quality and selection of shops was perceived to be poor, with 20% identifying this as a key issue, contrasting with the 14% who said that this was a positive attribute of the centre.

8.2.3. What should be kept?
When asked this question 29% of respondents did not offer a suggestion. It is unclear why, however it could imply a lack of connection respondents have with the centre. A specific element on the Kingston side, such as the Kingston Arts Centre, Moorabbin Railway Station or post office, was nominated by 15% of respondents. This too, could imply that users view the separate Bayside, Kingston and Glen Eira portions of the centre as a whole.

8.2.4. How would you improve the centre?
When asked how they would improve the centre, 24% of respondents nominated car parking, with comments including more all day parking, in addition to improving the access to and provision of car parking at the rear of the shops on Nepean Highway. Improving the retail selection was nominated as an improvement by 23% of respondents. Ideas to improve the retail selection included more higher quality dining options and a supermarket or convenience store. Streetscape and public realm improvements were nominated by 20% of respondents. Many respondents thought that such improvements would freshen up the centre and attract people to Hampton East.
8.3 Key Directions to Emerge from Community Consultation (Rounds 1 and 2)

These are the key themes to have emerged from the first and second round of community consultation:

**Issue 1: Potential Expansion of the Medical and Health Precinct**

The Ideas and Opportunities Plan presented at the second round of community engagement included a suggestion for an expansion of the Medical/Health area on South Road to include the residential area located directly behind the shops. This idea was not well supported by the community, especially by nearby residents. It was believed that there were sufficient medical and health services available in the precinct. There may be little justification or need to expand commercial areas to the north side of South Road, given it is functionally disconnected from the centre. It was also noted that this use could reduce residential development opportunities, which is inconsistent with the goal of encouraging higher density development within the activity centre. Nevertheless, policy could indicate medical, health and community services at the ground floor would be supported as part of higher density residential development to focus medical and health services in one area separate from the residential hinterland.

**Issue 2: Development in Residential Zoned Land**

Responses were mixed. Some members of the community were not supportive of additional residential development; however there was a general acceptance that precinct will undergo change. There was some support for new development to retain a ‘garden’ character, i.e. front yard landscaping and space between dwellings, however others supported a more intensive built form.

**Issue 3: Shop Top and Commercial Development**

There was general acceptance and support in submissions for higher scale buildings within the commercial strips – one person even raised the possibility of a built form of 12-14 stories. The taller buildings on the Kingston and Glen Eira sides were viewed an indicator for an appropriate height. Shop top housing would need to incorporate noise mitigation measures to minimise impacts from the arterial road network.

**Issue 4: Access to Moorabbin Railway Station**

There is general public support for a bridge or underpass, however its feasibility is limited given costs and engineering requirements. Other ideas to address this problem include enlarging the pedestrian refuges at Nepean Highway, changing traffic light sequencing so that pedestrians can cross in one movement or reducing the speed limit to 60km/h, as per Mordialloc.

**Issue 5: Community Orientated Uses**

Strong support exists for community orientated uses such as parks, community spaces/squares and child care. This is consistent with the findings of the first round of consultation. Council departments could collaborate in order to determine how the provision of community facilities could be incentivised and where they might be located.

**Issue 6: Katoomba Street Car Park**

There was very strong support from the community for improving the Katoomba Street car parks. Ideas suggested were:

1. Landscaping to create a small park/sitting area/green space in order to address the deficiency of green space in area;
2. Encouraging shops/cafes to open to this space (active frontage);
3. Encouraging residential access/frontages (shop top); and,
4. Purchasing some of the adjoining residential properties and/or existing private car parks and rationalising the entire space.

**Issue 7: Traffic and Transport**

The key issues identified by the community in relation to traffic were:

1. Better identifying access to the centre (particularly the Katoomba Street car parks) from South Road via Highbury Avenue;
2. Access around the Henrietta Street/Keiller Street/Nepean Highway intersection needs to be managed more effectively as illegal movements within the intersection are common;
3. Improving useability of the laneways, primarily Sari Lane, the unnamed lane linking Keiller Street to the Katoomba Street car parks, and the lane between Nepean Highway and the Katoomba Street car parks;
4. Better identifying car parking and access via Keiller Street from Nepean Highway; and
5. It was also identified that there is scope to redevelop the Keiller Street car park in order to include basement/multi storey parking.
    This was supported by the adjoining landowner.

8.4 Analysis
From the above comments, it can be concluded that the main concerns facing residents overwhelmingly relate to existing and future parking and traffic congestion within the centre, and the current poor presentation of the centre and relative lack of public realm amenities. Another consistent theme in the responses is the apparent lack of connection residents feel to the centre. This is evident in both the type of language typically used in the responses to questions asking what residents valued about the centre, which is either neutral or negative; as well as the relatively high level of non-responses to these questions.

It is noted that the majority of feedback from residents was focused on the commercial elements of the study area. However, there were also some comments on the residential aspects. Aspects of the residential area most valued by residents were primarily amenity based, for example “quiet” and that the area “feels safe”. There were also some comments which raised concerns about the level of development occurring within the area and consequent impacts on residential amenity, for example disliking “apartments being built over shops, apartments being built on car parks”, and that there were “too many hi-rise” apartments being built. However, several respondents indicated that increased residential development was required to improve the centre, for example for Council to “encourage shop top housing” and “increase development opportunities for business and residential.” The need to incorporate community orientated uses and more open space within the centre was also identified as a key issue, while the idea of expanding the medical and health precinct was rejected.

Finally, there were a number of comments made by multiple respondents requesting specific improvements to the centre, as follows:
- An under/overpass between the Nepean Highway shops and Moorabbin station;
- Public toilets; and
- Grocery retail (specifically Aldi/IGA).

8.5 Summary and key points
The main issues raised by the community can be summarised as follows:

Parking and traffic:
- Insufficient parking for Nepean Highway shops;
- On street parking spilling into residential areas and causing congestion (office workers, new developments, commuters);
- South Road and Nepean Highway congestion;
- Lack of unrestricted parking (primarily 1hr/2hr) in commercial area; and
- Insufficient provision of disabled parking in proximity to medical centres/pharmacies.

Pedestrian and cyclist access within centre:
- Nepean Highway traffic a barrier to pedestrian access to railway station and supermarket; strong support for pedestrian over/underpass;
- Poor and unsafe pedestrian access between Katoomba Street car park and Nepean Highway shopping strip; and
- Lack of coordination between traffic lights.

Public realm and appearance of centre:
- Centre aesthetically displeasing and outdated in appearance;
- Lack of ‘sense of place’, disconnection between different parts of the centre;
- Lack of public spaces and facilities (for example public toilets, seating, footpaths etc);
- Need for open spaces and more greenery around shops and surrounding streets; and
- Katoomba Street car park unattractive.

Retail provision:
- Shops conveniently located for people living in local area;
- Lack of variety in retail selection; and
- Strong support for fresh food/grocery retail and more cafes and restaurants.

The main aspects of the centre which people valued include:
- Role as a ‘hub’ for medical services, banking services, and outdoor/adventure clothing shops, however there is little support to expand medical and health services in the centre;
- Excellent transport connections (both road and public transport);
- Convenience, as the retail strip is within walking distance of people’s residences; and
- ‘Nice housing’ and quiet streets.
9. Conclusions

9.1 Issues and Opportunities

Based on the above analysis, in conjunction with the key findings of the traffic and transport, urban design and retail and economic reports, a series of key issues and opportunities have been identified which require further investigation and discussion. These issues and opportunities will form the basis of further consultation and engagement with the community and key stakeholders, the outcomes of which will form the framework for developing the Draft Structure Plan.

1. Land Use and Function
   - Investigate the potential for establishing a grocery/supermarket use within the Centre to better service daily shopping needs;
   - Investigate the potential for strengthening and expanding the existing medical focus within the centre;
   - Strengthen and enhance the ‘destination’ role of the Centre for key existing uses and sectors (outdoor activities, specialist shops, financial services); and
   - Investigate opportunities for establishing and enhancing a central community ‘gathering place’ within the Centre.

2. Urban Form
   - Investigate the role of building scale, height and design in providing a sense of identity to the Bayside (western) side of the South Road/Nepean Highway intersection, and improve the presentation of the Centre when viewed from main roads;
   - Establish how development within the residential area behind the commercial strips is to be managed in terms of building scale and intensity, and identify what levels of change will occur within this area and how the interface between higher and lower density forms is to be managed;
   - Explore mechanisms to preserve backyard space and minimise hard surfacing associated with redevelopment within the residential area, both to protect neighbouring amenity and minimise stormwater runoff;
   - Create new preferred character guidelines for residential areas where change is planned; and
   - Enhance and improve built form linkages between the South Road and Nepean Highway commercial strips.
3. **Access and Movement**
- Investigate mechanisms to improve management and provision of public parking in and around the centre, including on-street parking within the residential areas and disabled parking within the commercial strips;
- Investigate opportunities to better utilise and improve safety of laneways for pedestrian access and new development;
- Investigate opportunities to improve access between the residential area and retail strip on Nepean Highway, including the potential for a second access point from the Katoomba Street car parks; and
- Investigate opportunities to improve pedestrian access from the centre (including areas on north side of South Road) to Moorabbin Railway Station.

4. **Landscape and Public Realm**
- Increase activity and perceptions of safety within commercial strip and key pedestrian routes from Moorabbin Railway Station;
- Improve and develop ‘green’ pedestrian and cycling links to parks and open spaces on the fringe of the centre;
- Investigate opportunities for provision of open space and public spaces within the centre; and
- Investigate development of urban design ‘theme’ on Nepean Highway and South Road to improve visual presentation of these strips, and identify streetscape improvements to enhance usability of these spaces.

9.2 **Structure Plan Boundary**
One of the key outputs of the background analysis is to define the boundary for the Structure Plan, which clearly identifies the extent of the activity centre and the specific properties to which the Structure Plan would apply. Planning Practice Note 58 – Structure Planning for Activity Centres outlines a number of considerations which need to be taken into account when determining a structure plan boundary. These can generally be summarised as follows:

- The location of existing land uses within the area, and physical/functional relationships between them;
- Ease of access and ‘walkability’ to key destinations within the centre (defined as 400m-800m walking distance, as measured by road);
- Proximity to public transport;
- Consistency with the requirements and directions of existing State and Local Planning Policies;
- Provision of sufficient land to meet commercial and residential development needs in the medium-long term (20-30 years); and
- Any physical or built form constraints (for example identified heritage or neighbourhood character values).

Based on an assessment against the above points, a boundary has been developed for the Structure Plan. The key elements which informed this boundary are as follows:

- All commercially zoned land located on the South Road and Nepean Highway frontages;
- Residential land located within convenient walking distance (400 metres, or a 5 minute walk) of both the Moorabbin Railway Station and the Nepean Highway retail strip, which are the key destinations within the Centre;
- Land where the built form character is already in transition, indicating that change can be more readily accommodated and there is demonstrated market demand for the increases in development being encouraged by this structure plan;
- Land where the configuration of the road network allows for relatively direct access to, from and within the Centre by car, foot and bicycle; and
- The directions of the Bayside Housing Strategy 2012 and proposed implementation of the New Residential Zones.
It is recognised that there has been scattered infill development occurring outside the proposed structure plan boundary, particularly to the west towards Bluff Road, and consequently these areas have the potential to accommodate further limited increases in residential densities. However, these areas have been excluded from the structure plan boundary because the configuration of the road network and location of public open space means that there are a number of barriers to direct access to the arterial road network and commercial core of the centre. Similarly, the subdivisional pattern within the residential area to the south and east of the proposed Structure Plan boundary is typified by court bowls and dead end streets. Consequently, the functional relationship between these areas and key destinations within the centre (shops, railway station, etc) is relatively poor and the strategic benefit of including them within the boundary is considered to be poor.

It should also be noted that a key consideration in establishing the boundary for the Structure Plan is the location of the boundary between the proposed Neighbourhood Residential and General Residential Zones as per Bayside’s current Planning Scheme Amendment (Amendment C106) to implement the new Residential Zones released by the Minister for Planning in mid 2013.

If implemented in its current form, the capacity for additional residential development to be accommodated within the Neighbourhood Residential Zone is minimal, as the majority of lots within this area are less than 800m$^2$ and therefore would not be able to meet the minimum lot size of 400m$^2$ included within the Schedule to this Zone. Including this land within the Structure Plan boundary would therefore contradict the purpose of the Structure Plan, which is to provide a framework within which the levels of growth predicted for this centre can be managed.

9.3 Next Steps

This Background Report has informed the key directions contained in the draft Hampton East Structure Plan. Once adopted, the draft Structure Plan will be presented to the community for a third round of consultation and engagement.

Once all feedback and submissions have been considered, Council officers will make any necessary changes to the draft report and prepare a final version to be adopted by Council, and implemented into the Bayside Planning Scheme.