



# Bay Street Centre Structure Plan Review

August 2016



# Table of Contents

<b>Executive Summary</b>	<b>4</b>		
<b>Introduction - Background</b>	<b>6</b>		
Context and rationale	6	There is a need to plan for the additional community infrastructure requirements of a growing population	21
Current planning controls	6	Amenity, sense of place and walkability boosts economic potential	21
Scope of Review	7	Population growth is the main driver of jobs in population-serving industries	22
Audit of the status of the actions from the Structure Plan	7	There is a need to provide clarity on balancing character and growth objectives	22
<b>Planning Framework Review</b>	<b>8</b>		
State Policy – key changes	8	Increased growth in residents, workers and visitors places pressure on car parking	23
Plan Melbourne removes Major Activity Centre designation	8		
Zone reforms	8	Increased growth in the centre provides additional impetus to reconsider how new or widened laneways will be implemented	23
Reformed zones create mixed use commercial centres and make it harder to guide uses to specific precincts	8		
There is a need to balance housing with commercial growth	9	Implementation	24
Advice recommends considering additional areas for higher density housing	9	Issues, Opportunities, Recommendations and Actions	24
Local Planning Framework – key changes	10		
The Bayside Housing Strategy directs development to Housing Growth Areas	10		
The Planning Controls can be enhanced to improve decision making	12		
<b>Changing demographic, housing and economic profile</b>	<b>13</b>		
Demographic and Housing Profile	13		
Population summary	13		
Age structure	14		
Household types	15		
Household size	15		
Recent housing change (Housing Development Data 2006-2014)	15		
Housing Capacity Analysis	18		
Economic Profile	18		
Implications from demographic, housing and economic changes	20		
There is demand for later opening services	20		
Demand for health services is forecast to grow	20		
		<b>Appendix 1 – Current Planning Controls</b>	
		<b>Appendix 2 – Audit of Actions, Bay Street Centre Structure Plan 2006</b>	
		<b>Appendix 3 – Policy and Implementation Review (Planisphere, 2015)</b>	
		<b>Appendix 4 – Background Materials to Policy and Implementation Review (Planisphere, 2015)</b>	
		<b>Appendix 5 – Bayside Retail, Commercial and Employment Strategy, Major Activity Centre Review - Draft (SGS Economics and Planning, 2016)</b>	
		<b>Appendix 6 – Bayside Retail, Commercial and Employment Strategy, Issues and Opportunities Paper (SGS Economic and Planning, 2016)</b>	
		<b>Appendix 7 – Design and Development Overlay Schedule 10</b>	



## Executive Summary

The Bay Street Centre Structure Plan ('the Structure Plan') was adopted in 2006, and given effect into the Bayside Planning Scheme in 2013 through Amendment C101. This report presents the findings of a review of the Structure Plan that has been informed by an understanding of:

- Demographic change since the preparation of the Structure Plan;
- Current housing and economic composition of the centre;
- Planning Panels and Victorian Civil and Administrative Tribunal (VCAT) findings;
- State and local policy changes since the implementation of the Hampton St Structure Plan into the Bayside Planning Scheme;
- Development trends; and
- Functionality of the existing planning controls from a Statutory Planning perspective.

Since 2006, significant progress has been made to complete the actions identified within the Structure Plan, with 74% of the actions either completed or underway. Key actions completed include:

- preparation and implementation of an amendment to the Bayside Planning Scheme to introduce the objectives and applicable strategies into the Local Planning Policy and into a new schedule to the Design and Development Overlay; and
- completion of a streetscape upgrade for Bay Street.

Through the review process, Council can now consider the relevance of the remaining actions based on the outcomes of the review and potentially consider new approaches to achieve the Structure Plan vision.

State policy changes have had minimal impact on the directions of the Structure Plan. However, the introduction of reformed zones have had tangible impacts on achieving the land uses described in the Structure Plan. On the one hand, the reformed commercial zone makes it harder to achieve the land uses specified for the commercial precincts as more uses are allowed as of right. On the other hand, the reformed residential zones better facilitates the desired housing development by providing clear guidance on the type and density of development expected.

Local strategies and plans developed by Council since 2006 have also been considered in this review. The *Bayside Housing Strategy* 2012 is of particular importance as it provides a framework for residential development that provides direction on the location and type of residential development required to meet the changing needs of the Bayside community.

Economically, the centre is performing well and has a very low vacancy rate but opportunities exist to boost its economic potential including supporting residential development and shop-top office and residential uses, and continuing to improve the streetscape and amenity. Bay Street, as with Bayside as a whole, is forecast to experience an ageing of the population, which will increase the demand for health services.



In terms of building developments, the Design and Development Overlay was found to be effective in moderating building heights. Refinements including reviewing permit exemptions, strengthening guidelines for discretionary decision making, and reviewing controls to remove duplication have been identified to improve ease of use and better guide discretionary decision making.

The policy around neighbourhood and village character was found to be less effective in moderating development, particularly in terms of building design and scale. To improve this, preferred future character statements for the residential areas of the centre have been drafted to balance the intent of the General Residential Zone which seeks to achieve higher densities of up to 11 metres while maintaining the valued character elements of the area.

A car parking background report has been prepared to inform current and future car parking needs. The Structure Plan actions relating to the preparation of a car parking plan, achieving the widening of laneways and understanding of community infrastructure needs will require further strategic work to investigate the feasibility of proposed measures to respond to future car parking needs identified.

The review concludes with a list of key recommendations and actions that respond to the identified issues and opportunities. Where possible, direct actions are described. In other cases, further strategic work is proposed.

# Introduction - Background

## Context and rationale

Council resolved to review the Structure Plan for the Bay Street Centre at its Ordinary Meeting of 27 November 2012. The report to Council made particular reference to revisiting the Structure Plans in light of the recommendations made by the Planning Panel and Expert Witness statements from Amendments C100-103, to align the Structure Plans with the latest State Government policies and to accommodate any variations in the local context that may have occurred in the interim. Council's decision is reinforced by State Government guidance in Planning Practice Note 58: Structure Planning for Activity Centres, which states that it is essential to review products generated by the planning process to ensure that they remain current and relevant.

Ten years have passed since the Structure Plan was adopted with a considerable amount of development, land use and demographic change having occurred in the centre. Council has progressed many actions listed in the Structure Plan however some key actions have commenced but are yet to be completed. There have been changes in the State and local planning policy context, including zoning reforms, and a range of relevant Council strategies, policies and reviews that sit outside the planning system have been prepared and adopted. A number of Planning Panel reports and Victorian Civil and Administrative Tribunal (VCAT) decisions have commented on the strategic planning for Bay Street and as such, opportunity exists to review the effectiveness of the Structure Plan having regard to the matters raised.

## Current planning controls

There are a range of planning controls affecting the Bay Street Activity Centre which each contribute to achieving the Structure Plan vision for the centre.

The Commercial 1 Zone, General Residential Zone and Mixed Use Zone are the primary zones affecting the centre, accompanied by the Design and Development Overlay Schedule 12.

These controls provide guidance for future development in relation to building setbacks, height, application requirements and decision guidelines specific to the activity centre.

The effectiveness of the zones to date is discussed in the background material (refer to the Literature and Policy Implementation review) and in the Planning Framework Review section of this report.

A full list of zones and overlays is included at Appendix 1.

## Scope of review

This review was structured into the following elements:

- An audit of the status of the actions from the Structure Plan (refer Appendix 2);
- A Literature and Policy Implementation review, which reviewed Panel reports, VCAT decisions, Council strategies, plans and State policy, and identified areas of potential conflict or issues which may require updating or clarifying (refer Appendices 3 and 4);
- A demographic and housing analysis, which considered updated population characteristics, projections and housing and development characteristics;
- An economic analysis and forecasting study, which provided an understanding of current and future floor space requirements and expected commercial growth (refer Appendices 5 and 6); and
- A Neighbourhood Character review, which focussed on character issues in the residential areas.

These are included as appendices to this report.

This review is limited to updating content in line with policy, new data and expert evidence and Planning Panel recommendations. It is not intended to re-write or change the approach to the planning for the activity centre. As the Structure Plan was only implemented into the Planning Scheme in May 2013, any review of how effective the plan has been in guiding development outcomes is limited by the short time frame that the controls have been in place.

## Audit of the status of the actions from the Structure Plan

The audit has identified a number of key achievements since 2006 with substantial progress achieved by Council in undertaking the actions listed in the Structure Plan. From the 38 actions contained in the Structure Plan, 17 are complete, 11 are underway/ongoing, and 10 have yet to commence.

Of the 17 completed actions, it is important to highlight the implementation of Amendment C101 to the Planning Scheme in 2013. The amendment implements the planning tools to assess and guide land use and development in the area by introducing the objectives and the applicable strategies from the Structure Plan into the Local Planning Policy Framework. A new schedule to the Design and Development Overlay was also included to identify specific design and built form requirements for new development in the area.

A number of capital works projects have been undertaken which have resulted in updates to the streetscape to facilitate a more inviting and safe pedestrian environment and improved bicycle facilities. Some of the actions are ongoing, particularly those related to decision making in the development application process including the provision of weather protection and active street frontages.

There are a number of actions yet to be commenced, most notably the preparation of a car parking plan, laneway investigations and community infrastructure planning. Whilst some of the background work to inform the car parking plan has been completed, further work needs to be undertaken to understand the feasibility of some of the proposed actions for investigation to address future carparking needs.

# Planning Framework Review

## State Policy – key changes

Despite changes to State planning policy since the Bay Street Centre Structure Plan was developed in 2006, the broad direction for activity centres remains the same in that activity centres are considered to be a major focus for change in metropolitan Melbourne. State planning policy directs the further expansion of services into activity centres and recognises that activity centres are ideally placed to provide for housing growth.

### Plan Melbourne removes Major Activity Centre designation

The State Government released a new Metropolitan Planning Strategy, Plan Melbourne, in 2014 which removed the distinction between Principal Activity Centres (PAC) and Major Activity Centres (MAC), resulting in the Bay Street Centre changing from a MAC to a more general 'Activity Centre'.

The *Bayside Housing Strategy* 2012 maintains a distinction between the centres by directing a greater share of housing growth to Southland (previously a PAC), while the MACs play a secondary role in accommodating growth. The planning practice note for activity centres (PN58) also advocates for planning within the context of a broader understanding of activity centres, including their role and function in a hierarchy. In addition, the *Retail, Commercial and Employment Strategy* 2016 identifies a need to provide updated clarity around the structure and hierarchy of centres across Bayside. The *Retail, Commercial and Employment Strategy* 2016 confirms that Bay Street is classified as a Large Neighbourhood Activity Centre, having regard to its economic role and function.

### Recommendation:

- *Ensure the Bayside Planning Scheme reflects Bay Street's economic role as a Large Neighbourhood Activity Centre.*

### Zone reforms

Since the Structure Plan was developed there have been reforms to the commercial and residential zones in Victoria. The new commercial zones came into effect in 2013, with the new residential zones implemented through Amendment C106 in 2014.

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

The new Commercial 1 Zone allows a wider range of uses in commercial areas without the need for a planning permit. This makes it more difficult for Council to guide preferred land use outcomes on a precinct basis, such as for office or retail. The *Economic Development Strategy* 2014 identified that Bayside's activity centres have moved towards more office and service focused sectors rather than being predominantly retail. Given that the *Retail, Commercial and Employment Strategy* 2016 acknowledges Bay Street's role as a centre for population serving commercial uses which is supported by increased residential growth, and having regard to the role and size of the centre, it is considered that the Commercial 1 Zone is the appropriate planning control for the activity centre.

### Recommendation:

- *Retain the Commercial 1 Zone for the commercial areas of Bay Street.*



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

A challenge for Bay Street is to provide an appropriate balance between the housing growth envisioned within the *Bayside Housing Strategy* 2012 and accommodating retail and commercial growth to preserve the centre's viability. The Housing Strategy recognises the importance of ensuring that increased residential development in activity centres does not occur at the expense of the commercial activities, and notes expansion may be required for commercial facilities and additional services in order to meet the future needs of the community.

There is a risk that residential developments can 'price out' employment uses, as residential developments can attract a significantly higher sales price per square metre than retail and commercial floorspace. Therefore dwelling growth influences the relative profitability of retail and commercial developments when competing in the same market (i.e. many commercial and mixed use zoning controls allow both types of development).

#### Recommendation:

- *Continue encouraging shop top development for both office and residential uses to absorb demand.*
- *Strengthen policy to ensure new development provides an increase in commercial floorspace to support the economic role of the centre.*
- *Monitor development outcomes to ensure increased commercial floorspace is being provided by new mixed use development.*

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

The Literature and Policy Implementation Review (Appendix 3) identified merit in reviewing the application of the General Residential Zone in Bayside activity centres. The Standing Advisory Committee that reviewed draft Amendment C125 recommended applying the Residential Growth Zone in activity centres across the municipality to create opportunities for housing diversity and growth, and for Council to consider the use of this

zone when reviewing dated Structure Plans. The *Bayside Housing Strategy* 2012 identified the need to review the Structure Plans for the Housing Growth Areas (including Hampton Street) and consider whether the 'Key Focus Residential Growth Areas'<sup>1</sup> should be extended to include developments adjacent to this area and located within the 'Moderate Residential Growth Area'.

The Literature and Policy Implementation Review (Appendix 3) identified the potential to apply the Residential Growth Zone instead of the Commercial 1 Zone for business precincts outside of the core retail areas, as the zone provides for commercial uses. However, this would need an economic assessment to ensure adequate floorspace for relevant commercial uses.

Having regard to the *Bayside Housing Strategy* 2012 objectives relating to the 'moderate residential growth areas' in the Bay Street Centre Activity Centre, the vision seeks to retain the existing character whilst encouraging infill development. In order to encourage commercial uses to locate within the commercial core of the centre and avoid commercial uses spilling into residential precincts, consolidation of the centre rather than expansion is the preferred outcome supported by the *Retail, Commercial and Employment Strategy* 2016.

In considering the controls in place over Bay Street and the purpose and application of the General Residential Zone, Residential Growth Zone and Commercial 1 Zone, it is recommended that the General Residential Zone be retained for the residential precincts within the Centre, consistent with the use of this zone outlined within PN58: Applying the Residential Zones. It is recommended that the Commercial 1 Zone be retained for the commercial precincts.

#### Recommendation

- *Continue to apply the General Residential Zone in the residential areas of the Bay Street Activity Centre to provide for the housing outcomes anticipated in the *Bayside Housing Strategy* 2012.*

<sup>1</sup> Definition: Key Focus Residential Growth Areas are where the majority of medium and high density residential development will be located. These areas should provide a diverse range of housing types to meet the needs of the existing and future Bayside community. Further, these areas will have a high level of access to public transport along with commercial and community services. Where located within a commercial precinct, residential development is to be located above commercial and office premises to ensure active street frontages are achieved.

## Local Planning Framework – key changes

Since the Structure Plan was prepared, Council has undertaken a significant amount of strategic work relevant to Bay Street. These include:

- Bayside 2020 Community Plan 2011
- Bayside Housing Strategy 2012
- Bayside Open Space Strategy 2012
- Integrated Transport Strategy 2013
- Active by the Bay Recreation Strategy 2013-2022 (2013)
- Wellbeing for All Ages and Abilities Strategy 2013-2017 (2013)
- Bayside Tourism Strategy 2013
- Bayside Bicycle Strategy 2013
- Property Strategy 2014-2018 (2014)
- Economic Development Strategy 2014
- Place Design Manual (ongoing)
- Bayside Walking Strategy 2015
- Retail, Commercial and Employment Strategy 2016.

In addition, Council is currently working on a number of additional strategies and plans that have relevance to Hampton Street, including a Signage and Wayfinding Strategy.

Overall, these strategies support the existing Structure Plan vision and build upon the objectives at Clause 21.11-2. Several of these strategies have been included in the Bayside Planning Scheme through various amendments.

## The Bayside Housing Strategy directs development to Housing Growth Areas

In 2014, Amendment C134 introduced the *Bayside Housing Strategy* 2012 as a reference document to the Planning Scheme and inserted the 'Residential Framework Plan' (Figure 1) into Clause 21.02 to provide a spatial representation of the Housing Strategy.

The Housing Strategy provides direction about where residential development will be focused and the type of development required in order to meet the changing needs of the Bayside community, while addressing a wide range of challenges.

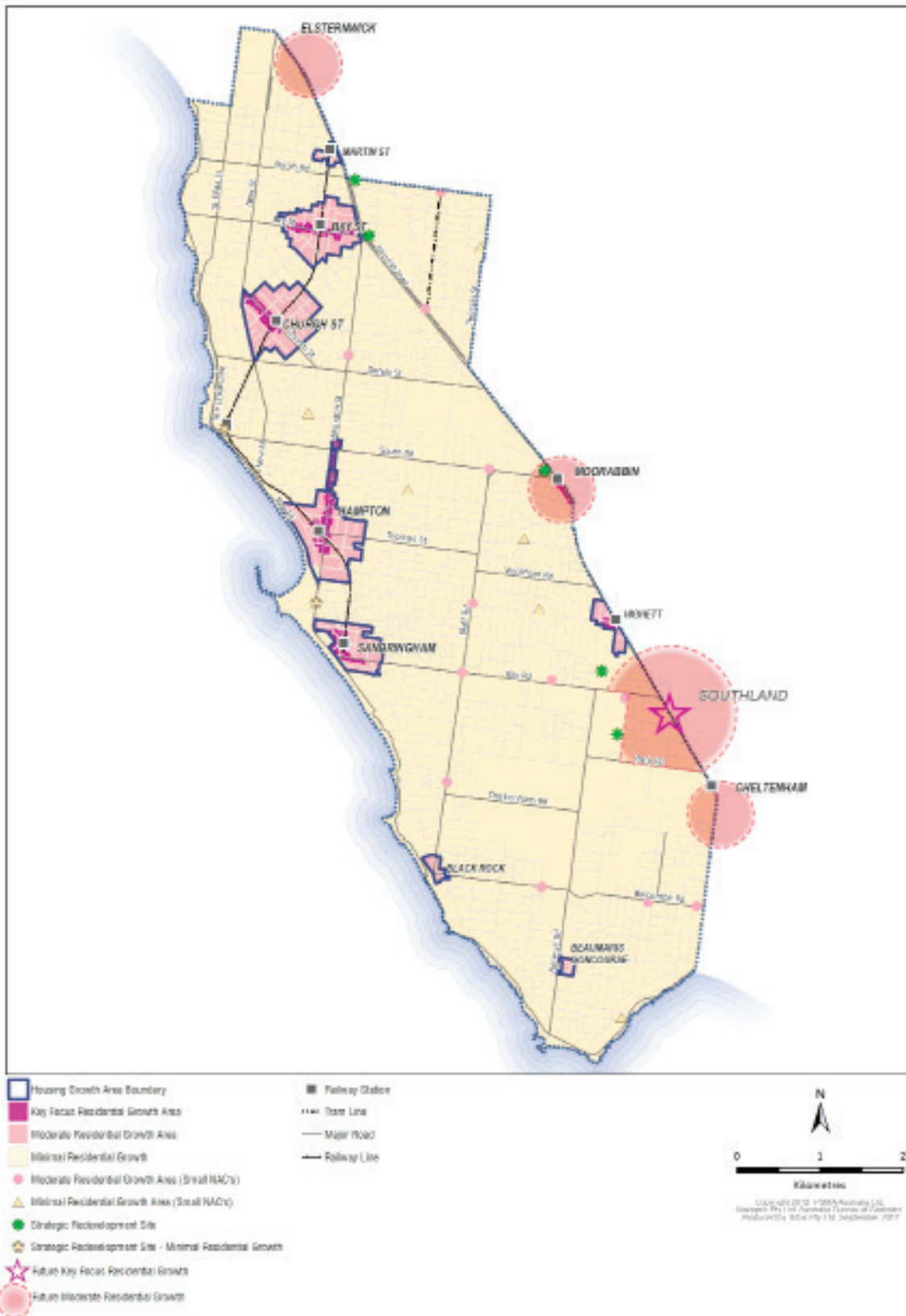
Within the Housing Growth Areas outlined in the Housing Strategy, activity centres are designated into 'Key Focus Residential Growth Areas' and 'Moderate Residential Growth Areas':

- Key Focus Residential Growth Areas are to accommodate the majority of medium and higher density residential development. They provide a diverse range of housing types, and have a high level of access to public transport and services.  
In Bay Street, this is located in the commercial precinct so residential development is to be located above commercial premises in order to retain active street frontages.
- Moderate Residential Growth Areas are for medium density development and will provide an appropriate transition to both adjoining Key Focus Residential Growth Areas and Minimal Residential Growth Areas. These areas are zoned General Residential Zone.

Outside of the activity centre are the Minimal Residential Growth Areas, zoned Neighbourhood Residential Zone (refer Appendix 1). Here the low density scale of these established areas is to be maintained.

The Housing Strategy also provides guidance on other factors relating to the Bay Street Centre Structure Plan, such as economic activity, open space opportunities, and physical and social infrastructure.

Figure 1 Residential Framework Plan



### The Planning Controls can be enhanced to improve decision making

Relevant objectives and strategies from the Structure Plan have been introduced in the Planning Scheme aiming to avoid duplication. Objectives and strategies not considered relevant for the assessment of planning proposals and that duplicated existing policy were not included. Bayside's Municipal Strategic Statement Clause 21.11 (Local Areas) implements the vision (based on the Future Role and Character Statement) and adopts a number of objectives from the Structure Plan. Schedule 10 to the Design and Development Overlay (DDO10) implements specific requirements from the Structure Plan relating to the design and built form of new development.

Built form outcomes, particularly the height of buildings, is an area of considerable importance to Council and the Bayside community. The Buildings Plan in the Structure Plan specifies building heights for each area. Building heights are controlled through the DDO10 (refer to Appendix 7 for details) and variations to the residential zone to specify a mandatory height.

A review of VCAT decisions (refer Appendix 3) for Bayside's MACs did not reveal any key structural deficiencies in the way the DDO operates. The findings suggest that the control is effective in moderating building heights, even in cases where the approved heights exceed the 'preferred' height outlined in the DDO10.

Potential opportunities to improvements to the DDO10 include:

- Two of the design objectives relating to developing the centre in a way that conserves its valued urban character and maintains the landscape character are similar to objectives in Clause 22.06 Neighbourhood Character Policy. Duplication of controls creates confusion and should be removed.
- The definition of an attic creates confusion and can be improved. This definition applies to many DDOs in Bayside so a broader review may be necessary for consistency.
- The review can consider if the permits exemptions are appropriate. For example:
  - There is potential to consider more permit exemptions for land within a commercial zone, such as for changes

to facades and for rear extensions.

- For land in a residential zone, buildings with a height of 9m or less are not required to be assessed against the DDO. There is potential to align this figure with the lowest of the preferred building heights (11m) in the DDO. Alternatively, other exemptions may apply, such as a single dwelling on a lot, or using the standard residential zone exemptions based on the size of the lot.
- DDO10 includes a section titled 'Permit requirements' but this does not accurately describe what follows. 'Design objectives' or something similar may be more appropriate.
- Regarding frontages, the specification is for weather protection structures to not conflict with the cultural heritage significance of the existing buildings. However, there is no guidance regarding how it could conflict with the cultural heritage significance or how this would be assessed.
- Discretionary decision making can be strengthened by better linking the 'Variations to the requirements of this schedule' and/or the 'Decision guidelines' to the 'Design Objectives' of the DDO.

The Bayside Planning Scheme Review 2015 noted the following actions relating to DDO10:

- Review the DDO to delete storey definitions to simplify the clause.
- Review consistency between the Clause 21.11 maps and the DDO maps.

The Structure Plan review process also identified that some of the heights specified in the Buildings Plan differ from the heights applied through the DDO10. It is noted that the Structure Plan heights have been superseded as a result of subsequent decisions and that the DDO10 heights are the controls in place.

### Recommendations

- *Amend DDO to improve ease of use and discretionary decision making.*
- *Update building heights in the Bay Street Centre Buildings Plan to ensure alignment with DDO10.*
- *Ensure consistency between the Clause 21.11 maps and the DDO maps.*

# Changing demographic, housing and economic profile

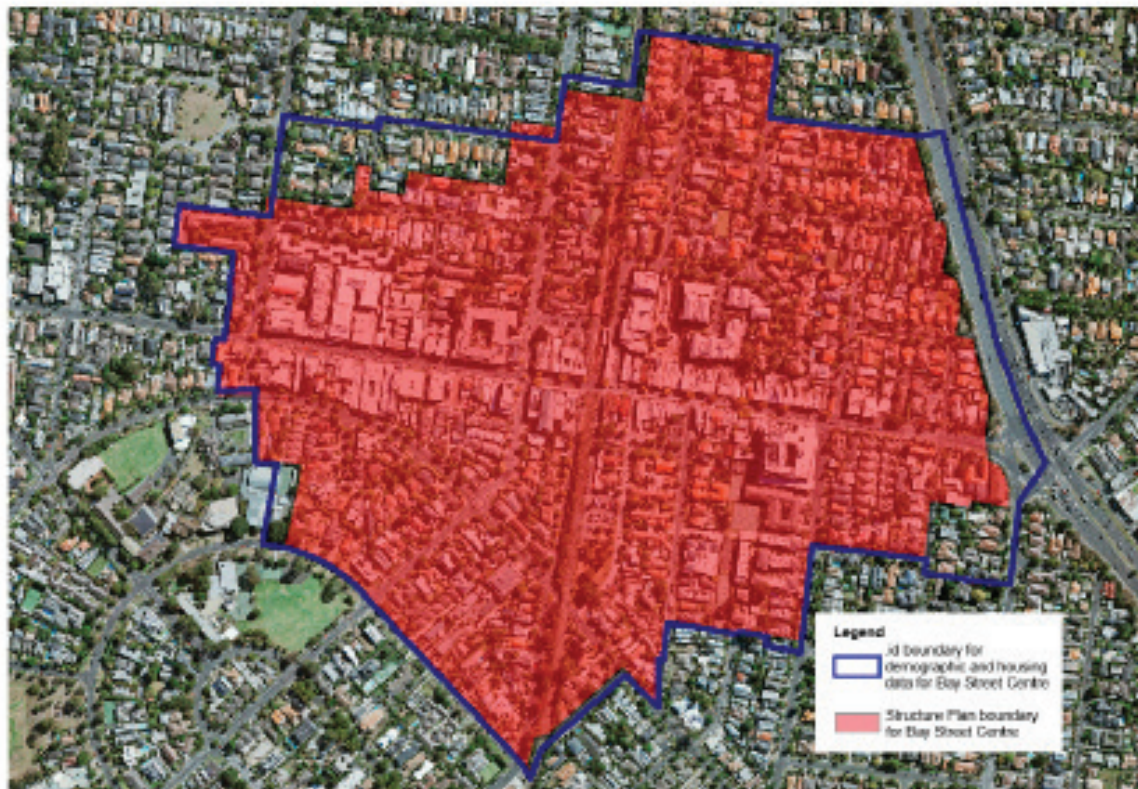
## Demographic and Housing Profile

### Population summary

The following demographic and housing information for Bay Street is based on a geography encompassing a wider area than the Structure Plan activity centre boundary. This is due to limitations using Census data boundaries and the requirement for minimum household numbers for small area data as compiled by .id. A map showing the geography used for the demographic and housing information compared to the area covered by the Bay Street Centre Structure Plan is shown in Figure 2.

Bay Street is experiencing moderate population growth. Over the five years between 2006 and 2011, the centre grew by 302 people to reach its population of 2,195 residents. As shown in the table below, the population is forecast to increase to 3,796 residents by 2031. The average annual growth rate of the centre between 2011 and 2031 is forecast to be 2.8%, which is higher than the growth rate for Bayside (0.9%) and nearby Church Street Activity Centre (1.5%), but lower than Hampton Street Activity Centre (3.1%).

Figure 2 Bay Street - demographic and housing data (.id) boundary compared with the Structure Plan boundary.



All data used in this section is sourced from .id unless otherwise stated

Figure 3 Population overview Bay Street and Bayside, 2001-2031

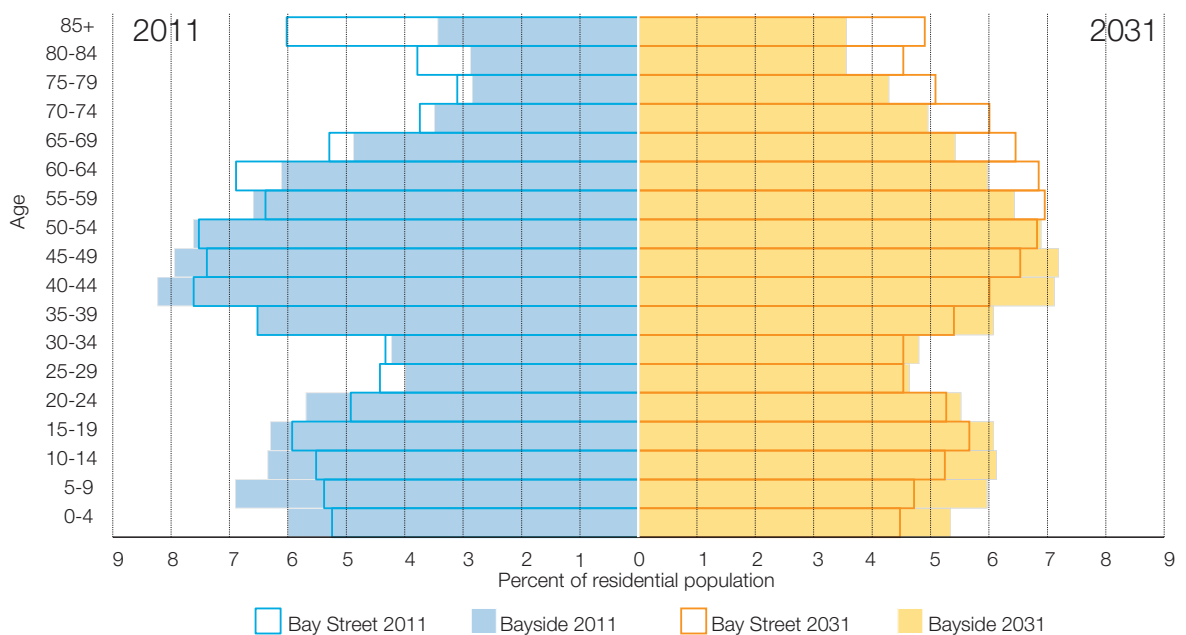
	Census Data		ERP	Forecast Data		Average Annual Growth Rate (%)
	2001	2006	2011	2021	2031	2011-2031
Bay Street Centre	1,742	1,893	2,195	3,421	3,796	2.8
City of Bayside	85,751	87,937	96,119	110,242	115,452	0.9

Source: 2001 & 2006 data derived from Census data, Place of Usual Residence; 2011 data derived from Estimated Resident Population, Australian Bureau of Statistics; 2021 & 2031 data from forecast.id.

### Age structure

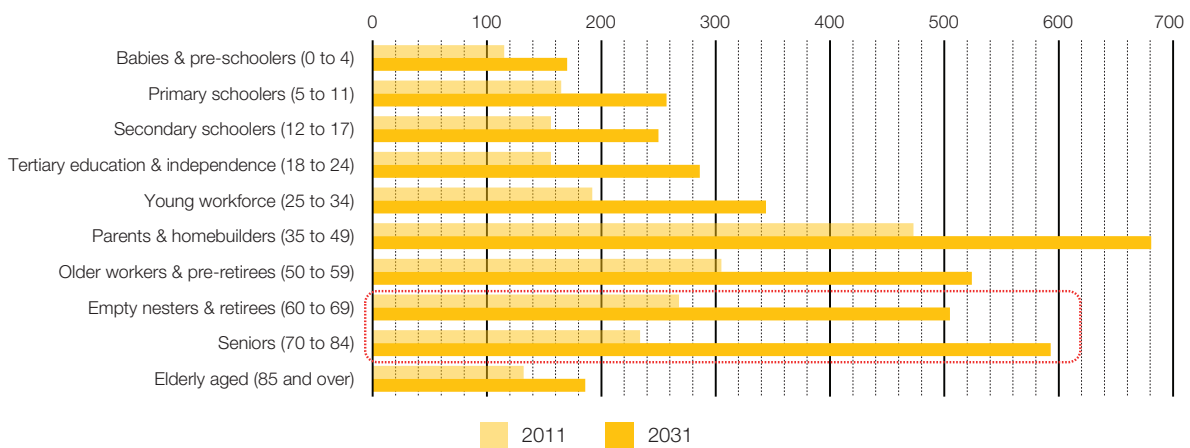
The population pyramid in Figure 4 compares the age structure of the Bay Street Activity Centre to the City of Bayside in 2011 and forecast to 2031. In 2011, Bay Street had almost double the proportion of residents aged 85 years and over compared to the Bayside average, and higher proportions generally of residents 60 years and over. Bay Street also had a lower proportion of residents under 20 years old. Similarly in looking ahead to 2031, Bay Street will have lower proportions of younger residents for all age groups under 50, and higher proportions of older residents aged 55 years and over.

Figure 4 Age profiles for Bay Street and Bayside, 2011 and 2031



The age structure gives an insight into the level of demand for age-based services and facilities. Bay Street is forecast to experience increases in all age groups from 2011-2031, with the biggest increase occurring in seniors aged 70 to 84 years (+359 people) and empty nesters and retirees aged 60 to 69 years (+237 people). The most populous age group in the centre in 2011 and in 2031 is the 35 to 49 year olds ('parents and homebuilders'). Figure 5 details the number of Bay Street residents in service age group categories for 2011 and forecast to 2031.

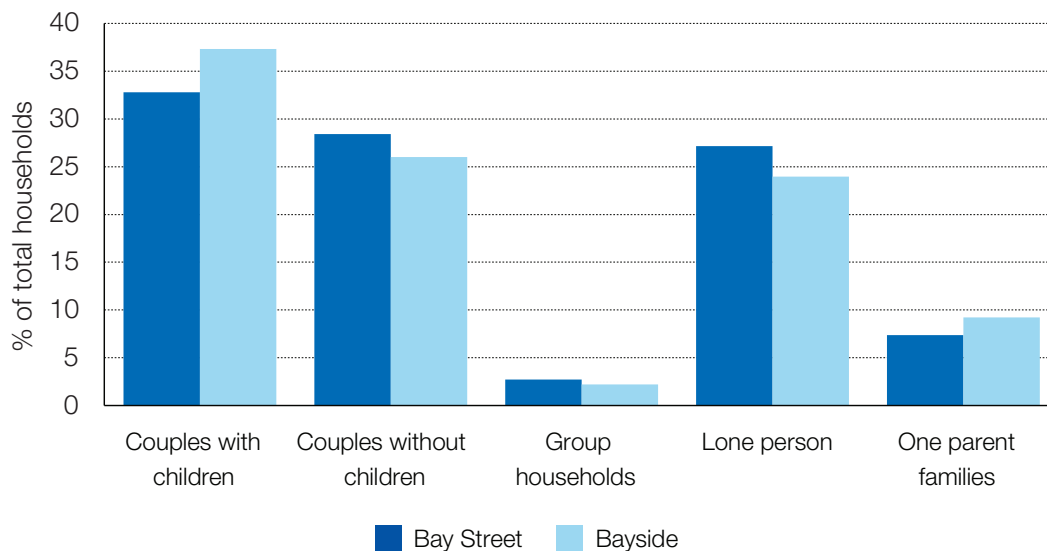
Figure 5 Service age groups, Bay Street, 2011 and 2031



### Household types

Analysis of the household/family types in Bay Street in 2011 shows a similar profile to the average for Bayside, as shown in Figure 6. However, Bay Street has lower proportions of households with children (for both couple families and one parent families), and higher proportions of households without children (including couple and lone person households).

Figure 6 Household types, Bay Street and Bayside, 2011



There is a forecast increase of 700 households from 2011 to 2031 in Bay Street. As detailed in Figure 7, the biggest increases will be in couples without children (+253 households) and lone persons (+206 households). Couples without children households are forecast to represent close to a third of all households in Bay Street in 2031.

Figure 7 Household types, Bay Street and Bayside, 2011 and 2031

Bay Street Households by type	2011 Census			2031 Forecasts			Change 2011-2031
	Number	%	% Bayside	Number	%	% Bayside	
Couples with children	278	32.8	37.3	444	28.6	32.8	+166
Couples without children	241	28.4	26.0	495	31.9	28.3	+253
Group households	23	2.7	2.2	45	2.9	2.6	+22
Lone person	231	27.2	24.0	436	28.1	26.3	+206
One parent families	63	7.4	9.2	111	7.1	8.6	+48

### Household size

Bay Street has a smaller household size of 2.37 in 2011 compared to the Bayside average of 2.55. As shown in Figure 8, the average household size in Bay Street is forecast to decrease to 2.28 by 2031.

Figure 8 Average household size Bay Street and Bayside, 2006-2031

Average Household Size	Census data		Forecast data
	2006	2011	2031
Bay Street	2.38	2.37	2.28
City of Bayside	2.52	2.55	2.48

### Recent housing change (Housing Development Data 2006-2014)

According to Housing Development Data<sup>2</sup>, 371 dwellings were added to the Bay Street Centre between 2006 and 2014. As shown in Figure 9 almost all (97%) of this growth came from 9 larger-scale construction projects which together yielded 360 new dwellings.

The location of these new dwellings were mostly on land zoned General Residential Zone 4 (GRZ4) or Commercial 1 Zone (C1Z). The residential land bound by Warleigh Grove (identified as Precinct E1 in DDO10, refer Appendix 7) accounted for half (52%) of all new dwellings. This area differs from the other residential areas in the Bay Street Activity Centre in that it has 3-storey preferred, rather than mandatory, building height controls. The commercial precinct accounted for a third (34%) of all new dwellings. Figure 10 shows the zone in which new dwellings were constructed.



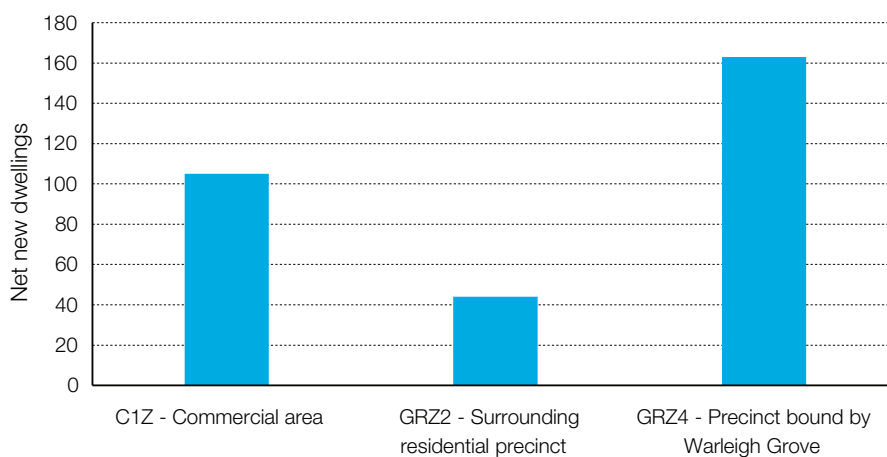
In the Bay Street Activity Centre, as with the rest of the municipality, the most common construction project was by far, 1-for-1 projects, whereby the original house is demolished and replaced by another single dwelling on a lot. This form of development often does not require planning permission and is therefore not subject to consideration under the planning scheme. All of the 1-for-1 projects, as well as dual occupancy projects, occurred in the surrounding residential precinct zoned GRZ2. Therefore these areas experience a lot of construction activity but without the commensurate increase in additional dwellings.

Although there are no dwelling forecasts to 2031 for dwelling types, it is expected that higher density housing will continue to be constructed in the centre. Key planning changes will facilitate this growth. In particular, the implementation of the Bay Street Centre Structure Plan into the Planning Scheme, and the application of the new residential zones to implement the directions of the Bayside Housing Strategy 2012.

Figure 9 Number of construction projects and net new dwellings by development category, Bay Street Centre, 2006-2014

Development Category	Construction projects	Net new dwellings
1for1	19	0
Single Dwelling	1	1
Dual Occupancy	6	6
3-9 Dwellings	2	4
10+ Dwellings	9	360
<b>Total</b>	<b>37</b>	<b>371</b>

Figure 10 Zone of new dwellings, Bay Street Centre, 2006-2014



2 Draft Housing Development Data 2014 is lot-by-lot data on housing stock and dwellings demolished or constructed for each year from 2004 to 2014. This data is commissioned by the Department of Environment Land Water and Planning.

## Housing Capacity Analysis

A housing capacity analysis using Council's Housing Growth Model was undertaken to assess whether the current planning controls will enable sufficient dwelling yield to accommodate demand for additional housing. The results, as detailed in the table below, showed that the forecast dwelling yields in the Bay Street Activity Centre would meet and exceed the forecast dwelling demand.

Note that the figures detailed below match the boundaries used by forecast.id for the demographic profile and dwelling demand forecasts. As such it includes a larger area than covered by the Structure Plan, as illustrated previously in Figure 2.

Figure 11 Housing capacity analysis, Bay Street Centre

	Supply		Demand	Housing capacity compared to demand for housing	
	Housing Yield, low development scenario 2030	Housing Yield, high development scenario 2030	Dwelling forecasts 2031 .id	Difference - supply to demand under low development scenario	Difference - supply to demand for high development scenario
Bay Street Centre	2,070	2,626	1,644	+426	+982

## Economic Profile

An economic analysis of Bay Street was prepared to update the 2006 Economic Assessment of the centre. Overall, the economic analysis concluded that Bay Street is reasonably well catered for by existing state and local policies, which have been highly effective in maintaining the character and trading viability of the centre.

The economic analysis recognised that Bayside's activity centres are best practice examples of local activity centres, performing well and providing high quality offerings without the anchors often present in large activity centres of similar sizes. A full line supermarket was recently constructed in Bay Street and since this time the vacancy rate has dropped to below 5%, which is an indication that the supermarket anchor has had a positive influence in terms of attracting new business in the centre. However, the specialty stores in this centre had previously traded well even without the presence of a major supermarket anchor, so the centre was - and still is - much more than a standard suburban supermarket anchored centre.

The strengths of Bay Street lie in many facets of retails and commercial businesses which service the needs of the population. The analysis showed it has the strongest personal service offer in Bayside and the surrounding region, and can be considered a destination for this retail purpose.

The current land use composition of the non-residential uses in the centre is shown in Figure 12.

The analysis found that rather than changing policy direction, as the policies appear to be working well, refinements can be made to respond to broader economic changes and address location specific themes. Future opportunities identified primarily relate to strengthening existing policy to:

- Support residential development;
- Support 'shop top' development for both residential and office uses; and
- Continue to improve streetscape.

Figure 12 Spatial land use, Bay Street 2015



The economic analysis did not identify a need for any rezoning of residential to accommodate the growth in floorspace demand for retail and commercial uses, despite the assessment showing that many stores are likely to be overtrading and there is scope for more retail floorspace to be provided in the centre if suitable sites can be identified. The analysis advised that it is important to ensure that the incremental growth in floorspace can continue to be accommodated in order to meet demand.

The analysis identified business to consumer commercial uses are well suited to Bay Street and should continue to prosper. It further identified that in the long term, there may be opportunities to attract smaller/niche office uses attracted by the centre’s aesthetic appeal and good amenity.

The retail and commercial floorspace demand forecasts are detailed in Figure 13.

Figure 13 Retail and Commercial Floorspace Estimates

Land use	2014 Supply (sqm)	2021		2031	
		Demand	Expansion Need	Demand	Expansion Need
<b>Retail (total)</b>	<b>20,114</b>	<b>29,200</b>	<b>9,100</b>	<b>30,500</b>	<b>10,400</b>
Supermarket and Grocery Stores	4,028	6,200	2,100	6,500	2,500
Specialty – Food and Drink	2,137	4,100	2,000	4,300	2,100
Specialty – Non food	8,010	11,200	3,200	11,700	3,700
Hospitality	5,939	7,700	1,800	8,100	2,200
<b>Commercial</b>	<b>14,627</b>	<b>15,400</b>	<b>800</b>	<b>16,900</b>	<b>2,200</b>

Source: SGS Economics and Planning 2015, Bayside City Council

## Implications from demographic, housing and economic changes

### There is demand for later opening hours

Uses within an activity centre should reflect the needs of the community. A study has identified broad support in the Bayside community for later opening hours. The Research into the Night Time Economy 2014 report found that younger age groups, and residents in the northern part of the municipality were particularly supportive of later opening services.

The economic analysis and forecasting study accompanying this Structure Plan review, identified Bay Street as the centre most likely to attract activities in the night time economy, given its combination of medium density development, its local demographic and the existing mix of shopfronts. Attraction of more people in the 25 to 39 age demographic would over time increase the feasibility of more night time businesses opening in the centre.

Key services which residents would like to see with later opening hours include:

- Health and wellbeing services
- Gyms, pools and sports facilities
- Places for learning/study
- Personal/specialty stores.

The *Retail, Commercial and Employment Strategy* 2016 advocates for expanding the commercial and retail offerings in activity centres beyond core business hours. The *Retail, Commercial and Employment Strategy* 2016 recommends encouraging existing uses to have extended opening hours and improving the attractiveness of the centre as a night-time destination.

### Recommendation

- *Expand the commercial and retail offerings in the Bay Street Centre beyond core business hours.*

### Demand for health services is forecast to grow

The population change for Bayside shows there will be an ageing of the adult population, with a greater proportion of residents aged 60 years and older. The 2011 Census data shows that Bay Street has an older age profile compared to the Bayside average. This characteristic will remain over time, with forecasts showing a higher proportion of residents aged 60 and over, and a lower proportion under 60. This overall demographic change points to the need for a greater provision of medical and aged care services.

The economic study identified health care as the largest growth sector of the future, with the growth occurring on two fronts:

- i. local health services (e.g. general practitioners) which will be evenly distributed across the metropolis and follow broad population and employment growth patterns (suited to activity centres)
- ii. regional level services (including hospitals and medical specialists) which will increasingly be clustered around major medical nodes.

Local health services should be encouraged in Bay Street (and other centres), so residents have good local access to basic health service. This includes health related businesses such as allied health services, general practitioners and pharmaceutical retailers. This use can be accommodated over time by providing more commercial and retail floorspace (for those practices that require a shopfront).

### Recommendation:

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

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

In its Future Role and Character Statement, the Bay Street Centre Structure Plan states that it supports the role of the centre as a focus for community activity through the provision of community facilities and services. The expert evidence presented at the Planning Panel for Amendments C100-103, noted that the MAC Structure Plans lack detail in relation to the provision of community infrastructure. It follows that the Structure Plan review should take into account any community infrastructure strategies dealing with such matters as community hubs, libraries, family and children's services and open space, a sentiment echoed in the *Bayside Housing Strategy* 2012.

The Housing Strategy identifies that further strategic work is required to:

- Determine the physical and social/community infrastructure requirements associated with accommodating future growth within the Housing Growth Areas.
- Develop a timeframe for the prioritised provision of physical and social/community infrastructure to meet the needs of the increasing population.
- Prepare a Development Contribution Plan for each Housing Growth Area identifying the physical and social/community infrastructure required, the prioritisation of works, an estimated cost and an appropriate contribution allocation ratio.
- Develop a five year capital works plan focusing on the upgrade and renewal of existing Council owned and managed assets.
- Develop a mechanism for the preparation and implementation of master plans for schools, hospitals, retirement villages and other large institutional uses.
- Liaise with the relevant agencies to advocate for the provision of infrastructure to meet community needs.

#### Recommendation:

- *Undertake strategic work to identify community infrastructure needs in the Bay Street Activity Centre.*

### Amenity, sense of place and walkability boosts economic potential

Economic analysis identified the following factors in an activity centre as having positive economic spinoffs: a strong sense of place, high amenity, walkability, and good proximity to public transport and other services and facilities. In such centres, retail development opportunities will emerge, as speciality stores (niche fashion) in particular, can be presented distinctively here. In addition, such centres will be well placed to take advantage of the growing popularity of casual dining as a substitute for fine dining. In relation to Bay Street, high-end hospitality is also attracted by the distinct presentation available in such a street-based activity centre in the form of alfresco dining. On-street dining is already a popular feature along Bay Street in the retail precinct.

Bay Street already benefits from a high level of amenity. However, regular streetscape and public realm works are required to ensure the high level of amenity continues and remains relevant to needs.

Council has developed a Place Design Manual which provides general principles of design as well as specific guidance regarding the infrastructure standards for the MACs. The Place Design Manual sets out a coordinated approach to design and management of urban places, supporting the Spaces sections of the Structure Plan.

The *Bayside Open Space Strategy* 2012 identifies the need for more open space in the Bay Street Activity Centre. The Bay Street Centre Structure Plan does not identify any additional public open space but seeks to review opportunities for acquiring additional public open space and improve the open space around the railway station.

The *Bayside Open Space Strategy* 2012 identifies the need to mitigate the urban heat island effect and the impact of more compact development in the MACs. It highlighted the importance of open space within these centres to offset the build-up of urban heat and noted that planting large canopy trees in open space and the street will also help mitigate this impact. The Policy and Implementation Review report (Appendix 3) links this to potentially using the zone schedules to vary the provisions for landscaping, if necessary. Works undertaken in implementing the Structure Plan have included additional street tree plantings.

Improved pedestrian connectivity and safety contributes to the walkability of the centre and is one of the objectives of the Structure Plan. A number of related actions in the Structure Plan are yet to be completed, including the provision of a new pedestrian link between Outer Crescent and Bay Street, and investigating design solutions for improved pedestrian access and safety through the laneway that links Bay Street to Warleigh Grove. The Literature and Policy Implementation Review (refer Appendices 3 and 4) identified that a lack of statutory direction within the planning scheme is possibly a factor in these opportunities not being realised.

### Recommendations:

- *Continue to undertake improvements to the streetscapes, public realm and walkability of the centre.*
- *Ensure future streetscape works have regard to the urban heat island effect.*
- *Investigate the options for implementing the proposed improved pedestrian connections as shown on the Access Plan in the Structure Plan and Map 1 to Clause 21.11-2 in the Bayside Planning Scheme.*

### Population growth is the main driver of jobs in population-serving industries

Economic analysis identified that population growth is the main driver of the type of jobs located in Bay Street, that is, jobs in population serving industries such as retail and hospitality. Over the next 15 to 20 years, it will be population growth that drives the incremental growth of most store formats. Strong employment growth will also support the retail and hospitality sector directly through increased demand (i.e. workers spending money) which is often at different times to residents and visitors. This is important to the growth aspirations of Bay Street in the future.

The economic analysis recommended that the Structure Plan support residential development in the centre, to increase density and consolidate the catchment.

### Recommendation

- *Continue to support residential development in the centre, to increase density and consolidate the catchment.*

### There is a need to provide clarity on balancing character and growth objectives

Maintaining neighbourhood character is important to the Bayside community, as recognised in the Bayside 2020 Community Plan which outlines the value Bayside residents place on the unique character of the shopping strips. Whilst there is some acceptance that the MACs will increase in density, feedback regularly indicates that this type of development should not encroach into residential areas outside activity centres. The Structure Plan also provides a framework for the retention of neighbourhood character whilst accommodating the forecast growth supported by State and local policy.

As the General Residential Zone, Design and Development Overlay, Neighbourhood Character Policy and *Bayside Housing Strategy* 2012 all provide strategic direction for residential growth in activity centres, the number of controls has created a conflict which results in uncertainty as to the preferred future character of those areas. Clarification of the preferred neighbourhood character for the General Residential Zone areas

should be a priority to ensure the policy objectives are clear and achievable.

The Housing Strategy also identified the following pieces of additional work which would add clarity to the local planning policy framework to manage growth and change in the MACs:

- Review the Neighbourhood Character Local Planning Policy and amend to recognise the 'Housing Growth Areas' and the development which is likely to occur within these areas.
- Provide guidelines for development of properties affected by a Heritage Overlay or Neighbourhood Character Overlay within 'Housing Growth Areas' to provide direction on how to balance the need to protect heritage sites and precincts whilst accommodating future growth.

An analysis of VCAT cases (refer Appendix 3) also identified that the term 'village feel' and 'village character' can be interpreted in different ways. Council has presented to VCAT that the Planning Scheme calls for the maintenance of a 'village feel' in its activity centres and that it is essential that building height does not overwhelm this 'village feel'. However, VCAT considers the term 'village character' as not necessarily relating to building scale but also the level of mixed activities and use of public space. Council's position has indicated that building 'design' rather than 'activity' is the main issue when the term 'village' is raised in opposition to development.

The expression 'village feel' is found in the Planning Scheme at Clause 21.07 in relation to activity centres. VCAT has highlighted that the Planning Scheme does not explain what this means or its implications.

### **Recommendation:**

- *Develop preferred future character statements for the residential areas of the Bay Street Activity Centre, which recognise it will undergo change.*
- *Provide guidelines for the development of properties affected by a Heritage Overlay or Neighbourhood Character Overlay within the Bay Street Activity Centre.*
- *Define what is meant by 'village feel' and 'village character' in the Planning Scheme in relation to the Bay Street Activity Centre.*

### **Increased growth in residents, workers and visitors places pressure on car parking**

Car parking in activity centres has consistently been raised as an issue of concern for Bayside residents, traders and visitors. The preparation of a Car Parking Plan for the Bay Street Activity Centre will assist Council to articulate its position in relation to a range of parking issues, noting that the Car Parking Plan prepared in 2006 did not form part of Amendment C100.

### **Recommendation**

- *Prepare a car parking plan for the Bay Street Activity Centre.*

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

Laneway initiatives were identified in the Structure Plan but have not yet been realised. The forecast dwelling increases in the centre will place additional pressure on the laneways through increased use. Strengthening of implementation measures to widen laneways and create new laneways will assist Council in responding to this pressure.

### **Recommendation:**

- *Investigate the options for implementing the proposed laneway widenings and laneway connections as shown on the Access Plan in the Structure Plan and Map 1 to Clause 21.11-2 in the Bayside Planning Scheme.*

## Implementation

In order to implement the elements of this review, including its supporting reports, a table outlining the issues, opportunities and recommendations has been prepared. A number of these actions have commenced as part of other strategic work, referenced in the table. The actions are linked to the four themes within the Structure Plan.

### Issues, Opportunities, Recommendations and Actions

	Theme	Identified Issues/ Opportunities	Recommendations	Actions
1	Activities	The reformed commercial zones makes it harder to implement the land use objectives for each precinct. The intent of the reformed commercial zone is to create opportunities for a mixed-use centre that includes retail, office and commercial uses with the potential for higher-density residential growth. This is considered appropriate in Bay Street where much of the commercial activity has a population-serving function and has similar land use needs as retail.	Continue to use the Commercial 1 Zone and create opportunities for mixed use developments in the centre.	Prepare a Planning Scheme Amendment to update CI 21.11-2 Bay Street to combine Precinct 1 (Retail Core), Precinct 2 (Western Office Area) and Precinct 3 (Medical Centres, Office and Residential).
2	Activities	There is a risk that residential development can outpace retail and commercial development. It is important to ensure that increased residential development in activity centres does not occur at the expense of the retail and commercial activities nor inhibit their potential expansion to meet the future needs of a growing community.	Ensure a balance is achieved between providing sufficient floorspace for retail and commercial uses including for future growth and providing for additional residential development, through a monitoring and reviewing program.	Develop a monitoring and reviewing program for commercial and residential land supply and consumption in Activity Centres to ensure a sufficient forward supply of land for a 15 year or more period. This can be actioned through the <i>Retail, Commercial and Employment Strategy 2016</i> .
3	Activities	Committee hearings and results from a policy review have suggested that Council consider the potential application of the Residential Growth Zone (RGZ) when reviewing the Structure Plans to provide for housing diversity.	Continue to apply the General Residential Zone in the residential areas of the Bay Street Activity Centre to provide for the housing outcomes anticipated in the <i>Bayside Housing Strategy 2012</i> , and continue to apply the Commercial 1 Zone to the business precincts to allow for incremental expansion of retail and commercial floorspace.	No further action required. An urban design assessment identified precincts within the residential area of the MAC, each with its own preferred character statement and design guidelines that seek to provide a balance between accommodating growth and respecting the valued character. No precinct was identified that would be suitable for the Residential Growth Zone.



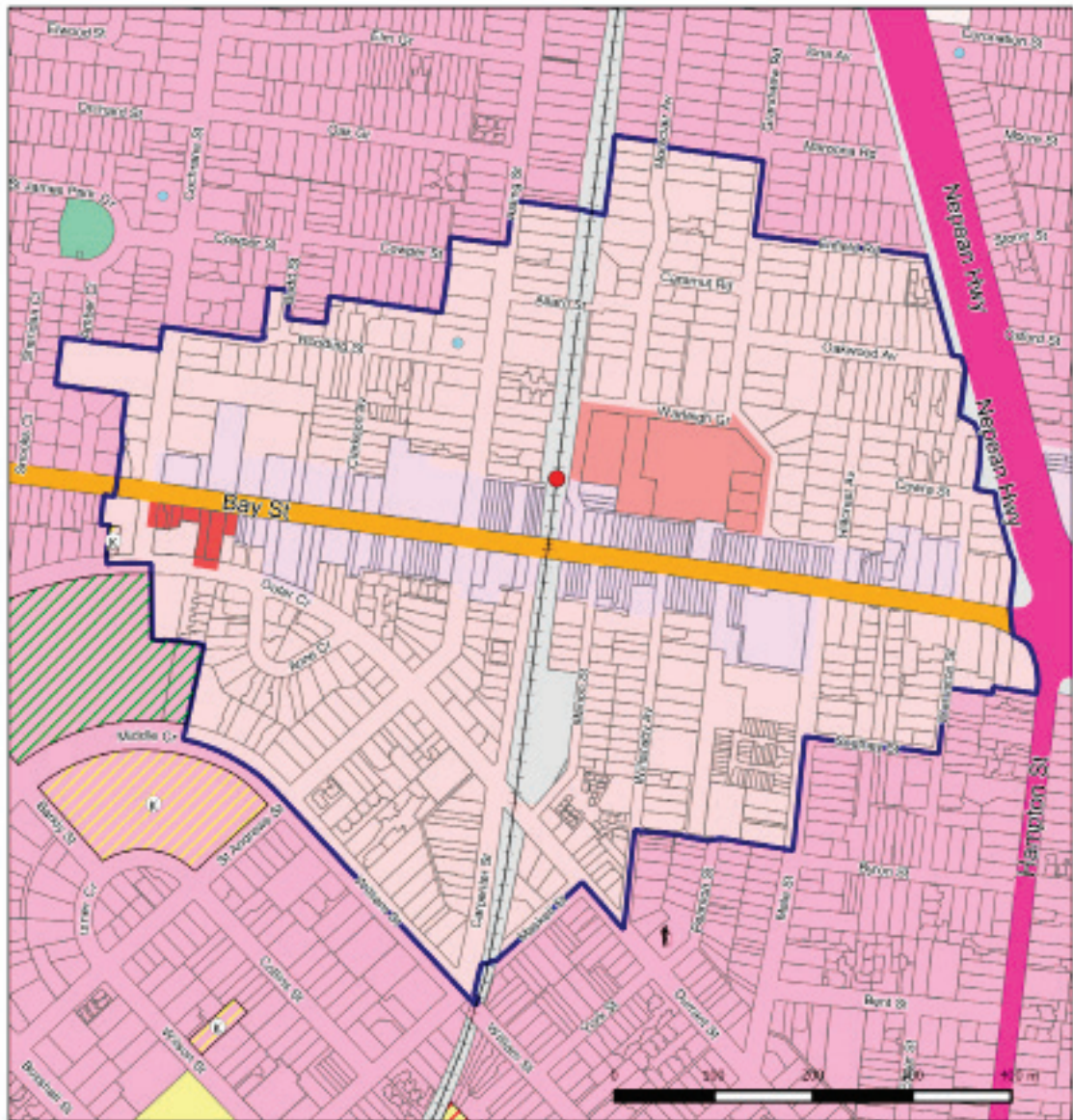
	Theme	Identified Issues/ Opportunities	Recommendations	Actions
4	Activities	There is support for later opening services in Bayside, particularly from the northern part of the municipality. The economic analysis study identified Bay Street as the centre most likely to attract activities in the night time economy.	Expand the commercial and retail offerings in the Bay Street Activity Centre beyond core business hours.	Through the <i>Retail, Commercial and Employment Strategy</i> 2016, explore ways to encourage later opening services to operate and locate in the Bay Street Activity Centre.
5	Activities	Demand for health services is forecast to grow. It is important that residents have good access to health services.	Encourage health services to locate within the Bay Street Activity Centre.	Undertake further strategic work to identify methods to attract health services to locate in the centre.  Prepare a Planning Scheme Amendment to update CI 21.11-2 Bay Street to include a strategy to 'encourage health service uses', and if relevant, incorporate measures identified through the further strategic work.
6	Activities	Evidence at the C100-103 Planning Panel identified that the Structure Plan lacks detail in relation to community infrastructure.  The <i>Bayside Housing Strategy</i> 2012 also identified that further strategic work is needed to plan for the infrastructure requirements of a growing community.	Undertake the further strategic work identified in the <i>Bayside Housing Strategy</i> 2012 regarding community infrastructure issues.	Undertake further strategic work relating to infrastructure needs in the Housing Growth Areas as per <i>Bayside Housing Strategy</i> 2012.
7	Activities	Population growth will be the main driver of job growth in the centre. Residential development and intensification in the centre will therefore help to improve the viability of population-serving businesses in the longer term.	Continue to support residential development in the centre, to increase density and consolidate the catchment.	No further action needed - residential development is encouraged through the current planning controls through the GRZ, C1Z, DDO10 and State and Local Planning Policy Framework.
8	Buildings	There are no key structural deficiencies in the way the DDO10 operates however potential improvements were identified relating to better guiding discretionary decision making, improving ease of use.	Amend DDO to improve ease of use and discretionary decision making.	Prepare a Planning Scheme Amendment to update DDO10 according to identified improvements.

	Theme	Identified Issues/ Opportunities	Recommendations	Actions
9	Buildings	There is an inconsistency in the heights specified in the Buildings Plan in the Structure Plan and what is contained in the Planning Scheme, which creates confusion. The controls arose as a result of subsequent decisions overriding the Structure Plan content.	Ensure the heights within the DDO10 are applied in place of those referenced in the Structure Plan heights and ensure consistency within the Bayside Planning Scheme.	Review the Bayside Planning Scheme to ensure consistent height controls for the Bay Street Activity Centre.
10	Buildings	There is a need to balance objectives relating to facilitating growth and maintaining character. Currently, Council decisions are being overturned at VCAT when arguing on a neighbourhood character basis. Terms 'village feel' and 'village character' are ambiguous.	Develop preferred future character statements. These will strengthen decision making, clarify the extent of change envisaged, and include a description of housing typologies.	
11	Spaces	Improving the amenity, walkability and sense of place of the centre helps to boost its economic potential. Bay Street already benefits from a high level of amenity, however improvements should be continued over time to ensure it responds to changing needs.	Undertake continued improvements to the streetscapes, public realm and walkability of the centre.	Continue to review and undertake streetscape and public realm works in the long term.
12	Spaces	The <i>Bayside Open Space Strategy</i> 2012 identified a need for additional open space in the Bay Street Activity Centre and identified that the urban heat island effect will be felt in the MACs. It put forward that the provision of open space and the planting of large canopy trees in open space and the street will help to mitigate this effect.	Continue to support opportunities to provide additional public open space.  Ensure future streetscape works have regard to the urban heat island effect.	Continue to review opportunities to acquire additional public open space, as per the action in the Structure Plan.
13	Access	The new or improved pedestrian connections sought by the Structure Plan have not been achieved, possibly due to a lack of statutory direction within the planning scheme.	Investigate the options for implementing the proposed improved pedestrian connections as shown on the Access Plan in the Structure Plan and Map 1 to Clause 21.11-2 in the Bayside Planning Scheme.	Undertake further strategic work to develop stronger implementation measures relating to improved or new pedestrian connections. To be considered in conjunction with the development of a Principal Pedestrian Network.

	Theme	Identified Issues/ Opportunities	Recommendations	Actions
14	Access	The issue of car parking has consistently been raised as a matter of concern for Bayside residents, traders and visitors and has been argued in VCAT. The forecast growth in residents and workers in the centre will create additional car parking demand. The Car Parking Plan prepared in 2006 did not form part of Amendment C101.	Prepare a car parking plan for the Bay Street Activity Centre.	Develop, adopt and implement a Car Parking Plan for the centre.
15	Access	In terms of laneways, the widenings and new connections sought by the Structure Plan have not been achieved. With growth forecast for the centre, this will place additional pressure on the laneways.	Investigate options for implementing the proposed laneway widenings and laneway connections as shown in the Access Plan of the Structure Plan and in Map 1 to Clause 21.11-2 in the Planning Scheme.	Undertake further strategic work to develop stronger implementation measures relating to laneways, particularly widening and new laneway creation.
16	Other	Plan Melbourne removed the distinction between Principal Activity Centres (PAC) and Major Activity Centres (MAC), with these centres now identified as 'Activity Centres'.	Review the municipality's activity centre classifications to ensure they respond to the economic role of the centre.	This is being addressed through the <i>Retail, Commercial and Employment Strategy</i> 2016.

## Appendix 1 – Current Planning Controls, Bay Street Centre

### Zoning and Land Use, Bay Street



#### Legend

- Railway Line
- Railway Station
- Property Boundary
- Major Activity Centre
- Kinder/Preschool
- Primary School
- Secondary College

#### Planning Zone

- COMMERCIAL 1 ZONE (C1Z)
- GENERAL RESIDENTIAL 1 ZONE (GR1Z)
- GENERAL RESIDENTIAL 2 ZONE (GR2Z)
- GENERAL RESIDENTIAL 4 ZONE (GR4Z)
- MIXED USE ZONE (MUZ)
- NEIGHBOURHOOD RESIDENTIAL ZONE 1 (NRZ1)
- PUBLIC PARK AND RECREATION ZONE (PPRZ)
- PUBLIC USE ZONE - EDUCATION (PUZ2)
- PUBLIC USE ZONE - TRANSPORT (PUZ4)
- PUBLIC USE ZONE - LOCAL GOVERNMENT (PUZ6)
- ROAD ZONE - CATEGORY 1 (RDZ1)
- ROAD ZONE - CATEGORY 2 (RDZ2)

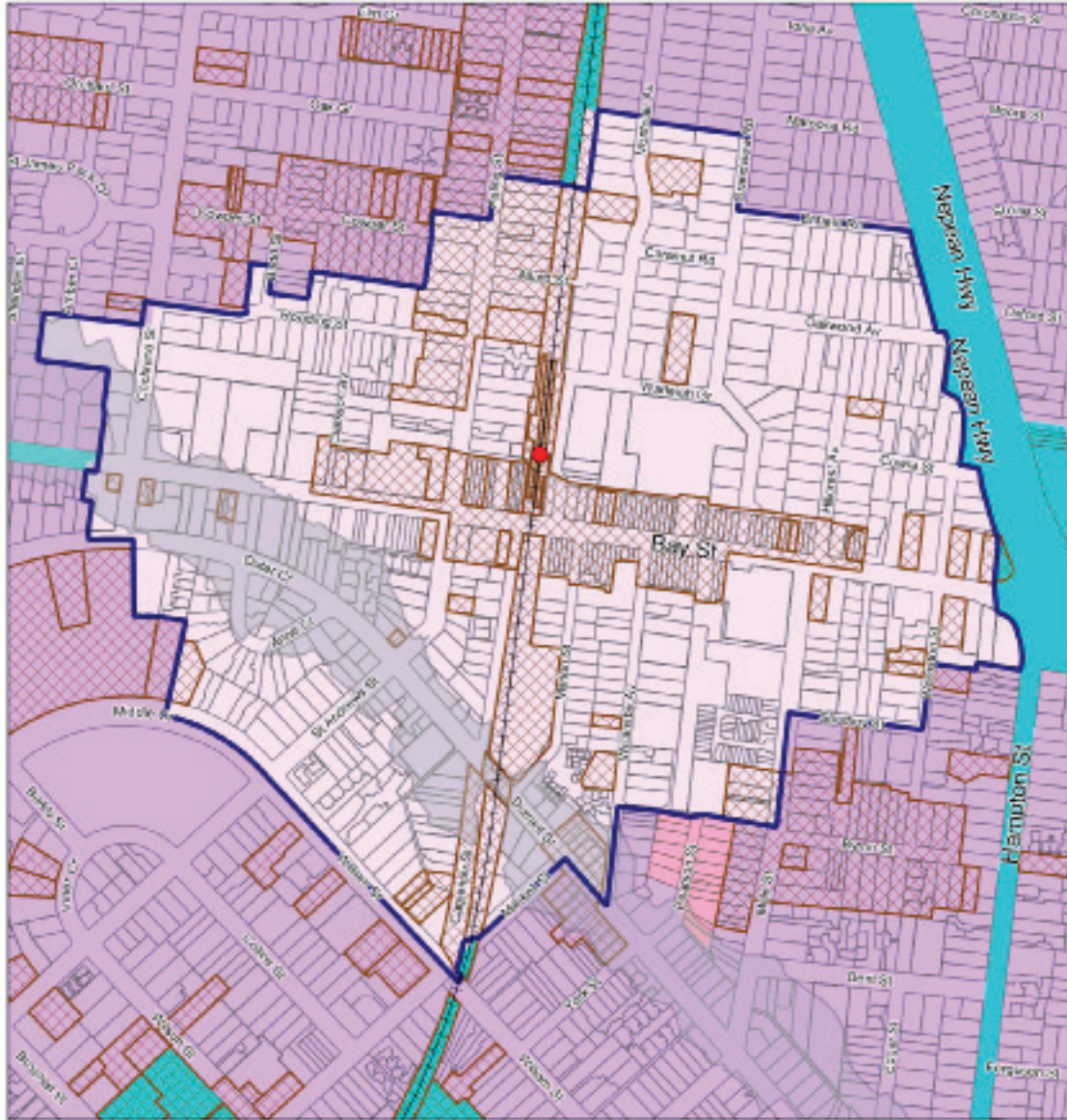
#### Facility

- Childcare Centres
- Kindergartens
- Library
- Seniors Citizens Club



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 Symbolism represents indicative locations only.

Planning Overlays, Bay Street



- Legend**
- Major Activity Centre
  - Property Boundary
  - Railway Line
  - Railway Station
- Planning Overlay**
- 0002
  - 0003
  - 00010
  - RCO
  - HO
  - S80



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 Symbology represents indicative locations only.

## Primary purpose of planning controls applicable in Bay Street

Zone/Overlay	Primary purpose of the zone or overlay
Commercial 1 Zone	Seeks to create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses. Seeks to provide for residential uses at densities complementary to the role and scale of the commercial centre.
General Residential Zone – Schedule 2 and 4	Encourages a diversity of housing types, development and moderate housing growth in a manner that respects the neighbourhood character of an area.
Mixed Use Zone	Encourages the creation of a range of residential, commercial and other uses whilst providing for higher density housing in a manner that responds to the existing or preferred character of an area.
Public Use Zone - Transport	Recognises public land use for public utility and community services and facilities. Seeks to provide for associated uses that are consistent with the intent of the public land reservation purpose.
Design and Development Overlay 10	Seeks to ensure that the new development is compatible with the preferred role and character of Bay Street Major Activity Centre by conserving and enhancing its valued urban character and heritage places. Seeks new development to contribute to safe and active streets and to maintain a strong landscape character in residential precincts.
Heritage Overlays	Seeks to ensure that development does not adversely affect the significance of heritage places.
Special Building Overlay	Identifies land in urban areas liable to inundation by overland flows from the urban drainage system as determined by, or in consultation with, the floodplain management authority. Ensures new development does not cause any significant rise in flood level or flow velocity and protects water quality in accordance with state policy requirements.

## Appendix 2 – Audit of Actions, Bay Street Centre Structure Plan 2006

	Theme	Action	Responsibility	Status
1	Activities	Prepare and implement an amendment to the Bayside Planning Scheme to introduce the Objectives and the applicable Strategies into the Local Planning Policy Framework. (p9)	Urban Strategy	Complete - C100-C103
2	Activities	Prepare and implement an amendment to the Bayside Planning Scheme to rezone current Residential 1 Zoned properties in Bay Street, east of Cochrane Street (in precinct 1), and east of Male Street (precinct 3) to Mixed Use. (p9)	Urban Strategy	Complete - The Cochrane Street precinct has been rezoned to Mixed Use however the Male Street precinct has not.  At its meeting of 20 February 2007 Council resolved not to pursue rezoning of the Male Street precinct.
3	Buildings	Update the relevant Major Activity Centre Precincts within the Heritage review 1999 by Allom Lovell & Associates, with a view to preparing an amendment to the Bayside Planning Scheme to introduce a new schedule to the Heritage Overlay over areas of identified significance. (p13)	Urban Strategy	An assessment of existing heritage studies is being prepared which will identify appropriate future actions for heritage areas.
4	Buildings	Prepare and implement an amendment to the Bayside Planning Scheme to introduce the Objectives and the applicable Strategies into a new schedule to the Design and Development Overlay and into the Local Planning Policy Framework. (p13)	Urban Strategy	Complete - C100-C103
5	Spaces	Prepare and implement an amendment to the Bayside Planning Scheme to introduce the Objectives and the applicable Strategies into the Local Planning Policy Framework. (p15)	Urban Strategy	Complete - C100-C103
6	Spaces	Undertake a streetscape upgrade of the entire street following a detailed streetscape plan or masterplan for the area. Upgrades should include low maintenance paving, placement of new and existing street furniture, bicycle parking and regular street tree planting, street lighting and, if appropriate, public art. (p15)	Urban Improvements	Complete – existing street lighting was adequate and public art was not included.
7	Spaces	Undertake street tree planting at the eastern end of Bay Street, east of Male Street with consideration of Council's Street Tree Policy in regards to species and spacing. (p16)	ESOS / Urban Improvements	Complete
8	Spaces	Include and implement the following proposed works into the Council's works program, prioritised to concentrate benefits and positive impacts: <ul style="list-style-type: none"> <li>improve the small landscaped areas of open space around the railway station to provide an attractive pedestrian link. (p16)</li> </ul>	Urban Improvements	This action is considered outside the jurisdiction of planning and beyond the remit of the Structure Plan

	Theme	Action	Responsibility	Status
9	Spaces	Manage street trading to support public activity and social interaction in the street. (p16)	Urban Strategy	Ongoing
10	Spaces	Develop a signage guideline to manage existing signage in the Centre and promote special features of the Centre. (p15)	Urban Improvements	Signage and Wayfinding Strategy to be commenced in the 2016-17 Financial Year.
11	Spaces	Develop an appropriate strategy for funding of the undergrounding of powerlines between Nepean Highway and Cochrane Street to improve the appearance of the streetscape. (p16)	Urban Improvements	Not commenced. Government Funding/subsidy no longer available. Significant Council Budget would need to be allocated.
12	Spaces	Implement as part of the streetscape work the undergrounding of powerlines between Nepean Highway and Cochrane Street to improve the appearance of the streetscape. (p16)	Urban Improvements	Not commenced. Government Funding/subsidy no longer available. Significant Council Budget would need to be allocated.
13	Spaces	Require provision of weather protection and active frontages for properties facing Bay Street between Cochrane Street and Hillcrest Avenue. (p16)	Statutory Planning	Ongoing
14	Spaces	Review opportunities for acquiring additional public open space.	Urban Strategy / ESOS / Commercial Services	The Open Space Strategy identifies that additional land is required in the Bay Street Major Activity Centre for open space Particular sites have not yet been specifically identified.  Update Council's property strategy accordingly regarding public open space in when this strategy is next reviewed.
15	Access	Prepare and implement an amendment to the Bayside Planning Scheme to introduce the Objectives and the applicable Strategies into the Local Planning Policy Framework. (p20)	Urban Strategy	Complete – C100-C103
16	Access	Prepare and implement an amendment to the Bayside Planning Scheme to introduce the Bay Street Parking Precinct Plan into the Particular Provisions section of the Planning Scheme. (p20)	Urban Strategy	Not commenced
17	Access	Work with VicRoads to introduce a reduced speed limit within the Bay Street commercial area between Cochrane Street and Nepean Highway.(p20)	Traffic Engineering	Complete
18	Access	Review in conjunction with the train operator, the traffic management arrangements at the intersection of the private roadway that runs off the south side of Bay Street, immediately east of the railway line to improve vehicular and pedestrian safety. (p20)	Traffic Engineering	Complete



	Theme	Action	Responsibility	Status
19	Access	Investigate the options for implementing the proposed laneway widenings and laneway connections as shown on the access plan. (p20)	Urban Strategy	Not commenced
20	Access	Develop a laneway maintenance strategy for safety, sanitation, etc. The strategy should consider: <ul style="list-style-type: none"> <li>• Repaving to ensure even surfaces (asphalt typical)</li> <li>• Lighting. (p20)</li> </ul>	Asset Management	Asset Management Plan Review for Roads completed (includes laneways). Work underway to prepare conditions data and develop a forward works plan for renewal of laneways.
21	Access	Change the car parking rates in the Bayside Planning Scheme for 'Retail/ Other Shopping', 'Restaurant/Café' and 'Commercial', as recommended in the Parking Precinct Plan. (p20)	Urban Strategy	Not commenced.
22	Access	Plan the development of a new car parking facility over the existing Council owned parking lot between Marion Street and Willansby Avenue with an estimated ultimate capacity of 80 and 120 cars. Fund construction of the car park from the cash in lieu payments and a special rate scheme. Develop design criteria for the car park to ensure satisfactory design outcomes and integration into the surrounding streetscapes. (p20)	Urban Strategy / Commercial Services	Council's Property Strategy identifies this site as an ideal site for redevelopment.  The Car Parking Plan will further investigate need for additional off street parking and the appropriate funding mechanisms.
23	Access	Review and implement the on-street car parking recommendations contained in the Parking Precinct Plan, including: <ul style="list-style-type: none"> <li>• Consultation with Traders and other relevant groups;</li> <li>• Altering parking restriction from 2-hour to 3-hour limit in the car park east of Hampton Street on Willis Street, and the Crisp Street car park, to encourage greater use and promote a more balanced use of the various car parks in the Centre;</li> <li>• Provide disabled parking for the Hampton Street retail strip in the intersecting side streets, which provide a safer environment. Where possible, the first parking space, after turning off Hampton Street, should be reserved for disabled parking, in accordance with Australian Standards. (p20)</li> </ul>	Urban Strategy / Traffic Engineering	Not commenced.
24	Access	Improve view lines to, and lighting in off-street car parks and pedestrian linkages between the car parks. (p20)	Urban Strategy / Statutory Planning	Ongoing.
25	Access	Advocate for improvements to transport services for the public, connections and amenity of stations and surrounds. (p20)	Traffic Engineering	Ongoing – Public transport Advocacy Statement

	Theme	Action	Responsibility	Status
26	Access	Work with public transport operators to encourage the provision of signage within the train station, to identify the location of interchange facilities outside the station, including bus stops, taxi ranks, cycle parking, pedestrian links, and key features and facilities within the Centre.(p20)	Traffic Engineering	This will be addressed through the Signage and Wayfinding Strategy which is underway.
27	Access	Work with bus operators to provide improved facilities at the transport interchange stops including improved shelter and seating. (p20)	Traffic Engineering	Ongoing
28	Access	Investigate the provision of suitable passenger set-down/pick-up facilities for private vehicles in Bay Street near the station. (p20)	Urban Strategy / Traffic Engineering	Not commenced.





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