

## 02.03

18/06/2021  
C180bays

## 02.03-1

48/06/2024 --/--/----  
G480bays Proposed GC246

## STRATEGIC DIRECTIONS

## Settlement

**Suburban Rail Loop (SRL) East – Cheltenham Precinct**

The SRL is an integrated transport and precincts program. It is focused on leveraging the improved access and convenience delivered by the new SRL stations to catalyse opportunities for residents, workers, communities and businesses, in the immediate area around the new station (SRL East Structure Plan Areas) and within the area declared to be an SRL planning area, which is an approximate 1.6km around the future station (SRL Precincts).

The Cheltenham SRL East Precinct is one of the six state significant precincts located along the SRL East rail corridor and is partially located within Bayside. Land within the Cheltenham SRL East Precinct will capitalise on its proximity to the new SRL station, located to the east within the City of Kingston, to accommodate substantial growth and change into the 2050s.

Strategic directions for the SRL East Cheltenham Precinct are to:

- Plan the SRL Precinct in a coordinated manner through staged structure planning, guided by the Precinct Vision.
- Direct substantial growth and change into the Cheltenham SRL East Structure Plan Area to focus new housing and jobs within proximity of the SRL station.
- Avoid underdevelopment of the SRL Precinct, consistent with its role as a place for substantial future change, aligned with the program objectives of the SRL set out in Section 5 of the *Suburban Rail Loop Act 2021*.

## Activity centres

Bayside has a hierarchy of activity centres, some of which are located entirely within Bayside and some which are shared with other municipalities. The hierarchy consists of:

- *Major activity centres* – Identified in *Plan Melbourne* they are suburban centres that provide access to a wide range of goods and services. These are Bay Street Brighton, Church Street Brighton, Elsternwick, Hampton Street, Hampton, Hampton East (part of the Moorabbin Activity Centre) and Sandringham.
- *Large neighbourhood activity centres* – centres with between 2000-10,000 square metres of floorspace that generally serve the weekly shopping needs of their population catchment. These are Martin Street Brighton, Highett, Black Rock and Beaumaris Concourse.
- *Small neighbourhood activity centres* – smaller centres serving the day to day needs of residents who are within walking distance. These centres usually consist of small grocers, milk-bars, a takeaway restaurant and perhaps a café.
- *Small commercial activity centres – Mixed use* – smaller centres that do not play a convenience role. These centres usually consist of office/business spaces and specialist retail services.
- *Small commercial activity centres – Highway oriented* – smaller centres which usually consist of homemaker and peripheral sales, services and small offices which require a high exposure, main road location.

Bayside's Major Activity Centres are unique in that they are primarily nodes of population serving activities. Compared to other Major Activity Centres, Bayside's centres have considerably less supermarket or anchor floor space and much higher specialty store floor space contributing to the primarily retail focused role of the centres. High-end hospitality and niche fashion in particular are presented distinctively across the centres resulting in a greater supply of speciality stores than the local population can support. Future retail opportunities will emerge in areas that exhibit 'village' qualities where increased population growth will occur due to the presence of transport, services and areas with a high walkability and sense of place.

Office growth in activity centres are expected to be primarily population serving businesses such as real estate agents, insurance and other service providers.

Bayside's activity centres are examples of local activity centres performing well and providing high quality offerings. There is an opportunity to add to these places by improving the commercial and retail offer beyond core business hours, particularly in relation to healthcare, gymnasiums and restaurants.

Bayside's activity centres are well positioned to capitalise on the shift in the economy towards the professional services as many Bayside residents possess the skills and qualifications to find employment in these sectors. The challenge is to ensure there is sufficient commercial floor space available in activity centres and the Bayside Business District to accommodate these services and provide more local employment opportunities.

The Major Activity Centres- [Cheltenham SRL East Structure Plan Area](#) and Large Neighbourhood Activity Centres will play an increasingly important role in accommodating residential growth within the municipality and it is important to ensure there is sufficient capacity and an appropriate range of commercial services to meet the needs of residents. Redevelopment in activity centres [and the Cheltenham SRL East Structure Plan Area](#) should not occur at the expense of commercial floor space.

An emphasis on sustainability principles and the net community benefits of the urban village style of development is required for the survival and vitality of local shopping centres. To this end activity centres need to maintain a mix of uses and vital core retail areas.

Council seeks to support its activity centres by:

- Maintain the individual strengths of each centre.
- Maintain the 'village' environment of activity centres through land use composition and a scale of development that reflects the role and setting of the centre and supports the activity centre hierarchy.
- Ensuring development contributes to the economic viability of activity centres.
- Directing major retail developments that may serve a wider catchment area in the retail core of Major Activity Centres, where net community benefit is highest.
- Retaining, strengthening and diversifying the retail core in each Major Activity Centre and Large Neighbourhood Activity Centre.
- Encouraging a diversity of activities in activity centres to serve the needs of the local community and support tourism.
- Encouraging night time business activity in Major Activity Centres and Large Neighbourhood Activity Centres.
- Encouraging uses and development that facilitates day and evening activities.
- Avoiding net loss of commercial floor space at ground floor level while encouraging increases to commercial floor space for redevelopment in activity centres.
- Encouraging community services to be located in activity centres.
- Encouraging uses that provide for community interaction.
- Supporting higher density residential developments with active commercial uses at ground floor level that is compatible with the scale and role of each centre.
- Establishing a built form that respects the existing character and scale of each centre and provides a transition to adjoining residential areas.
- Maintaining the identified qualities of each centre, including such elements as the local village atmosphere and heritage character in Martin Street, Brighton and of Sandringham's shopfronts.

### **Bayside Business District**

The Bayside Business District (BBD) is the major focal point for business development and employment in Bayside. Council wishes to retain existing businesses, attract and encourage new businesses and foster increased employment opportunities, especially for local residents.

In supporting the role and function of the Bayside Business District Council seeks to:

- Transform the District from a traditional industrial precinct into an advanced business services precinct in the south-east region of Melbourne.
- Enhance the amenity and appearance of the business employment area to a high level, consistent with the overall amenity of the wider City of Bayside.

## **02.03-2**

13/06/2024  
C186bays

### **Environmental and landscape values**

#### **Biodiversity**

Bayside has a wide range of significant habitats including eight inland bushland/heathland reserves ranging from state to local significance. Key habitats include Long Hollow Reserve, Donald MacDonald Reserve, Bay Road Heathland Sanctuary, Gramatan Avenue Heathland Sanctuary, George Street Reserve, Cheltenham Park Flora and Fauna Reserve, Balcombe Park Reserve, Highett Grassy Woodland, golf courses (which cover 175 hectares) and the foreshore. In addition to their environmental values as an important flora and fauna habitat and wildlife corridor, these areas contribute to the character of Bayside and are important recreational and educational resources. These larger habitat areas are connected with street trees, trees on private property and other public open spaces to form Bayside's urban forest.

Given Bayside's significant vegetation within the existing urban setting, as well as its high levels of coastal vegetation in areas such as Beaumaris.

Council seeks to:

- Assist the conservation of biodiversity through retention of native vegetation, protection of habitat.
- Protect the natural biodiversity of Conservation Reserves by ensuring that the primary purpose of the reserve is maintained.
- Protect habitat provided by established trees and gardens on private property that may be reduced and fragmented by increased medium density housing.

#### **Coastal areas - foreshore**

Bayside's coastal foreshore contains unique topography, ranging from low coastal scrubland and dunes in the north and rising to high cliff faces south of Sandringham. The vegetation on the foreshore similarly transitions north to south from managed parkland to important areas of remnant coastal bushland. Areas of regional environmental significance are located at Ricketts Point Marine Sanctuary and the Beaumaris cliffs, which contain a fossil site listed on the register of the national estate.

Council seeks to:

- Protect and enhance the foreshore as a natural, environmental and cultural resource as this is key to the ecological and economic viability of the Bayside municipality.
- Maintain and protect the ecology and natural qualities of the coast having regard to its wide range of ecosystems, recreation opportunities and the increasing public demand for access to it.
- Develop sustainable approaches to managing a dynamic environment and infrastructure that is vulnerable to the impact of climate change.

## Port Phillip Bay

As Bayside is located at the receiving end of the Port Phillip catchment system, drainage and stormwater from the municipality is received directly by Port Phillip Bay. Development within Bayside can therefore have a direct impact on water quality within the bay.

With urban consolidation, drainage services are being placed under increased pressure, affecting the quality, quantity and rate of flow of water emanating from new or intensified development into the bay, and potentially causing flooding.

Council seeks to:

- Protect the surface waters and ground waters in the Port Phillip catchment from stormwater pollutants and the impacts of peak stormwater flows.

**02.03-3**

13/06/2024  
C186bays

## Environmental risks and amenity

## Climate change

A changing global climate will magnify some of the natural processes that shape and impact on the coast. Sea level rise, more frequent storm events, temperature and rainfall changes are expected to increase the risk of erosion, inundation, infrastructure damage, drought conditions and ecological change. These changes will need to be accommodated while maintaining environmental quality.

Council has declared a Climate Emergency, recognising that climate change will continue to cause significant damage to our economy, society and environment, and that urgent action is required to adapt to the already changing climate.

Council seeks to manage the impact of climate change on the coastal environment by:

- Prioritising the maintenance of recreation areas, protection of assets and reduction of offshore cliff erosion based on the degree of vulnerability to coastal processes and sea level rise.

### Discretionary uses in residential areas

There are a number of important uses that should be located within residential areas of the municipality, including child care centres, recreation centres, medical centres, schools, churches, retirement villages and other similar uses. While these uses are permitted under the zoning provisions, they fall outside the class of primary uses for which the land is zoned.

Council seeks:

- Well sited and designed discretionary uses that will not erode the highly valued urban character and amenity of residential areas.

**02.03-4**

18/06/2024--/--/---  
€180baysPropöse

## Built environment and heritage

## 6 Urban and building design

Bayside is renowned for its ‘village’ environment with distinct community precincts along the foreshore. Bayside is characterised by low rise residential suburbs, which have ample outdoor living space with predominantly tree lined streets, premium real estate and historic homes, much of it in a seaside setting.

The coastal landscape and extensive tracts of land covered by golf courses are also major contributors to the valued character and amenity of the municipality.

Council seeks to:

- Achieve built form and public realm design that conserves and enhances valued urban character and heritage places.
- Provide attractive pedestrian environments that are safe and accessible for people with all levels of mobility.

- Preserve the visual amenity and landscape values afforded by the golf courses.
- Maintain visibility of the Bay.

### Neighbourhood character

Bayside is predominantly residential and defined by the character of its residential areas. Housing styles vary from fine examples of grand period homes to older villas, modern architect designed homes and public housing. The style and intensity of housing has enabled the establishment of mature private gardens that now dominate streetscapes. These features of Bayside's residential areas are valued by the community and are intended to be retained and enhanced as the preferred character in most areas.

In-fill development in recent years relocated impacting on the character and environmental values of Bayside's residential areas.

Development in residential areas needs to respond to the particular built form and natural environment elements that make up the neighbourhood character of Bayside.

Council seeks to:

- Achieve design outcomes that preserve established built form, enhance local character and contribute to a sense of place consistent with Bayside's character.
- Retain significant vegetation and landscape characteristics that form a major element of a distinctive urban character in the municipality, particularly in Beaumaris and Black Rock.
- Ensure development in the Cheltenham SRL East Structure Plan Area provides an appropriate transition from higher scale built form to adjoining lower scaled areas within and surrounding the structure plan area.

### Sustainability

Council is committed to enhancing the sustainability of the built environment by encouraging development to incorporate environmentally sustainable design principles and natural resource management to benefit current and future generations.

Council seeks to:

- Reduce greenhouse gas emissions and car dependence by encouraging more environmentally sustainable development.

### Heritage

Bayside has a rich and varied heritage, starting with the Bunurong Aboriginals and later European settlement through to the twenty first century.

Bayside's post-contact heritage reflects progressive phases of development from the time of Henry Dendy's Special Survey in the 1840s through to contemporary infill development. An extensive range of heritage places of national, state and local significance remain to tell the story of Bayside, its people and their aspirations. These places are intrinsically valuable but also make an important contribution to the social, environmental and economic quality of life in Bayside.

The Council recognises that the city's heritage places exist in a dynamic context. In particular, there is constant pressure to adapt and develop heritage places to suit contemporary lifestyles. Therefore Council seeks to:

- Protect and maintain the integrity of heritage places in accordance with the accepted conservation standards of the ICOMOS Burra Charter whilst accommodating the needs of current inhabitants.
- Facilitate uses, that are not detrimental to the area and would otherwise be prohibited where the nature and built form of the heritage place requires a greater range of options.

## 02.03-5

## Housing

08/06/2023 - / - / - -  
G484bays Proposed GC246

At the last Census in 2016 Bayside had a population of 97,087 people. Forecast population increases and a trend towards smaller household sizes and an ageing population is increasing the demand for a greater variety of housing types and more affordable housing. To meet the forecast population increases and demographic changes, additional dwellings will be required.

In addition to this expected population growth, Bayside is a municipality where people choose to spend their whole lives. It will therefore be essential to ensure that a range of accommodation options are provided to meet the needs of the population throughout the various life stages.

Activity centres and the Cheltenham SRL East Structure Plan Area will play an increasingly important role in providing for future housing needs, particularly as opportunities diminish elsewhere due to neighbourhood character, heritage and environmental constraints.

Continued conversion of lots to medium density housing and subdivision is reducing the size of allotments and may lead to reduced housing choice in some areas.

The redevelopment potential within and around selected activity centres provides opportunities for medium density housing, resort style accommodation and shop top housing. The Cheltenham SRL East Structure Plan Area provides development opportunities for higher density housing.

There are limited large scale vacant sites available for residential development in Bayside. The CSIRO land in Highett will present a significant development opportunity for Bayside.

Council seeks to:

- Facilitate the provision of diverse and well-designed affordable housing across Bayside
- Manage development associated with population growth and minimise any detrimental impact on amenity.
- Direct increased housing densities to the Cheltenham SRL East Structure Plan Area, Major Activity Centres, Large Neighbourhood Activity Centres and residential opportunity areas, particularly those with good access to public transport routes as identified in the Residential strategic framework plan at Clause 02.04-1.
- Encourage a diversity of housing types in well serviced locations to meet the needs of the community over time, including housing for older people and affordable housing.
- Encourage the provision of diverse and well-designed affordable housing within the Cheltenham SRL East Structure Plan Area, Housing Growth Area Boundaries, Future Moderate Residential Growth and Moderate Residential Growth Areas as identified in the Residential strategic framework plan at Clause 02.04-1.

## 02.03-6

## Economic development

18/06/2024 - / - / - -  
G480bays Proposed GC246

## Diversified economy

The Bay Road/Reserve Road area of Sandringham, Highett and Cheltenham is the major focal point for future business development and skilled employment. Many commercial businesses still require a solely commercial location which is unique to the Bayside Business District (BBD). It is centrally located within the south-eastern metropolitan region and has ready access to Nepean Highway ~~and~~ the Melbourne-Frankston train line and the future SRL station at Cheltenham.

Residential development in surrounding areas has increased the potential for land use conflict. This, along with economic restructuring has resulted in a shift in emphasis from a purely 'industrial area' towards a more diverse composition of business services including warehousing and corporate offices. Whilst it continues to operate successfully as a precinct for industrial, wholesale and warehousing purposes, it has the potential to transition towards ~~an advanced business services precinct which better suits its location~~ mixed employment, accommodating limited residential and commercial uses to support improved activation.

Council seeks to:



- Protect the primary economic role of the BBD by accommodating businesses unable to locate in activity centres due to their spatial or infrastructure needs.
- Facilitate the development of the BBD as a business services hub to provide future employment opportunities in the professional services sector suited to the local skill base.
- Encourage economic development that maintains and enhances the supply of and access to a range of employment and training opportunities.

### Tourism

Tourism has been associated with Bayside since Sandringham, Brighton and Beaumaris were established as coastal holiday towns shortly following European settlement of Melbourne. The tourist attractions primarily relate to the bay, with the iconic bathing 9th, boxes, swimming, cycling, walking and sailing activities, as well as shopping, heritage homes and sites of natural significance. Bayside has a significant focus on golfing, with seven golf courses, both public and private, some of international significance.

Tourism is emerging as a significant industry in Bayside, and contributes to both the economic and social development of the community, as well as having other environmental, social and cultural benefits.

Council seeks to:

- Maximise the economic, social and cultural benefits of tourism for Bayside.
- Manage potential impacts associated with tourism including overcrowding, environmental degradation and car parking congestion so that the character of Bayside and its coastal areas are retained and enhanced.
- Facilitate tourism that respects the residential, heritage, leisure and environmental objectives for the municipality.
- Strengthen and reinforce the role of Beach Road/The Esplanade as a tourist boulevard.

### 02.03-7

### Transport

18/06/2024  
G480Bays Proposed GC248  
Bayside is serviced by rail, a tram and buses; however there are and the future SRL station at Cheltenham will further improve public transport options. However large areas of the municipality that continue to rely principally on the private motor vehicle for transport.

Public transport use declines in suburbs south of Sandringham Station and west of the Frankston rail line. East west connections using public transport are limited.

Public transport use is higher in Hampton East where 13 per cent of households have no car. For these households, a frequent and convenient public transport system provides vital access to services and employment beyond an immediate walking or cycling catchment.

Bayside is largely a car dependent municipality with the majority of households having two or more cars and the majority of residents using a motor vehicle to travel to work. Commuter parking is primarily the responsibility of Public Transport Victoria, with Council playing an advocacy role.

Providing car parking to satisfy the demands of all road users is one of the biggest challenges faced by Council. Increasing intensification of development across the municipality, has decreased the availability of on street parking and increased the number of vehicular trips on Bayside's road network.

In Bayside a high proportion of short trips are also undertaken by car. This increases congestion on the roads and has negative environmental consequences. The principles of sustainability include a reduced reliance on the private motor vehicle and greater reliance on sustainable transport, specifically, walking, cycling, community and public transport.

Bayside's relatively flat terrain and wide distribution of shopping areas makes it well suited to walking or cycling. However, Hampton, Highett and Sandringham have limited cycling opportunities. The bicycle network is limited to on road bike lanes in Beaumaris Black Rock and Cheltenham.

Bayside has a higher proportion of older persons and people with disabilities than the metropolitan average. Facilitating use of streets for sustainable transport for short daily trips has significant community benefits including: improved health and wellbeing; reducing social isolation; enhancing personal security; increasing retail spend in local shopping centres; alleviating parking pressures; and reducing transport related emissions.

Council seeks to:

- Integrate transport and land use so that sustainable transport is an attractive and viable alternative to private vehicle use in Bayside.
- Support use and development that prioritises transport modes in the following order:
  - Walking.
  - Cycling.
  - Public transport, community transport including taxis and community run buses and demand responsive transport.
  - Private vehicles.
  - Commercial vehicles serving local areas.
- Improve local accessibility by prioritising walking and cycling as the preferred modes of transport for short trips in Bayside.
- Provide adequate car parking in and around shopping centres, employment areas and along the coast.

### 02.03-8

### Infrastructure

48/06/2024 - / - / - - - -  
G480bays Proposed GC246

### Health facilities



With an ageing population, there will be increasing demand for health care services. Whilst Bayside does not have a major regional hospital, it has some successful smaller hospitals and clinics that comprise a combination of specialisations and general practices.

There are opportunities to support the growth of this sector by encouraging specialist health businesses and institutions to co-locate with existing health facilities, particularly Sandringham Hospital and the Cabrini Hospital. Hampton East also presents opportunities given the proximity to the proposed Holmesglen Private Hospital on South Road in the City of Kingston.

Council seeks to consolidate health facilities by:

- Encouraging new health businesses and institutions to co-locate with existing health facilities, particularly Sandringham Hospital and the Cabrini Hospital.

### Community and education facilities

Bayside contains two hospitals, five major private schools, public primary and secondary schools, kindergartens, preschools and child care centres. Additionally, there are a number of retirement and aged care facilities.

There is a concern that the distribution of community facilities and services across the municipality does not always reflect community needs. In addition, ad hoc re-development and expansion of existing community facilities may have an adverse impact on the amenity of surrounding residential areas. Safe and convenient access to quality community facilities and services must be provided on an equitable basis to all sections of the community.



Council seeks to:

- Locate community facilities where they can provide safe and convenient access on an equitable basis to all age groups, including those with limited mobility and special needs.
- Ensure the design of facilities is consistent with Bayside's character.

### Development infrastructure

Bayside has a range of physical and community infrastructure that is used by the community on a daily basis. Much of it is reaching the end of its usable life and requires updating and replacing. Urban consolidation is also generating an increased need for infrastructure as it is used by a growing number of residents and visitors.

Council seeks to:

- Equitably share the cost of replacing and improving infrastructure between existing residents and the future beneficiaries of the assets.

### Open space

Bayside's open spaces are a significant resource for the local and regional community. They contribute to the character of Bayside and are highly valued by all sectors of the Bayside community.

Overall, Bayside has a good allocation of open space per capita population compared with other middle and inner ring suburbs. However, a substantial area of Bayside's open space has restricted public access or restrictions on use due to occupancy by golf courses, significant vegetation and steep terrain along the foreshore. In addition, distribution inequity across the municipality is apparent, with some areas having far lower amounts of open space per capita.

An increasing population and additional households in Bayside will place further pressure on the existing open space network. As this growth will mostly be directed to activity centres, it will place increased pressure on the open space network which will not be equally distributed across the municipality. Changing dwelling types will also generally result in a decreased provision of private open space which will again place additional pressure on, and focus greater importance on the role of the open space network.

Council seeks to:

- Develop an open space network that:
  - Accommodates a wide range of current and future community demands and is accessible to all.
  - Provides adequate flora and fauna habitat and enhances the landscape and natural heritage values of the environment.
- Improve the connectivity of open spaces to make it easier to access existing open space.
- Provide additional public open space where needed, with an emphasis on filling the gaps in areas identified as being deficient in public open space.
- Preserve and protect open space to support the economic and environmental viability of the municipality.
- Encourage the provision and enhancement of open space to support the future population within the Cheltenham SRL East Structure Plan Area.

### Integrated water management

Sustainable development that uses the principles of integrated water management can help reduce the magnitude of peak stormwater flows and the amount of pollutants at the source, that in turn protects waterways, water catchments and Port Phillip Bay. Integrated water management has three aims: reduce reliance on potable water supplies; reduce the amount of wastewater and stormwater generated; and improve water quality in water catchment ecosystems.

Council seeks:

- The on-site retention and re-use of stormwater run-off to regulate overland flow, prevent flooding and improve water quality, particularly in terms of run-off to the Bay.

#### **Telecommunications**

Above ground telecommunication and service cables have a significant detrimental visual impact, particularly along the foreshore.

Council seeks to:

- Reduce the impact of telecommunications and electrical services on the streetscape and the foreshore.

### **02.03-9**

18/06/2021  
C180bays

#### **Gaming**

Council acknowledges that gaming machine gambling is a legal form of recreation for adult members of the community. It also acknowledges that a proportion of the community is susceptible to problem gambling which can have significant adverse impacts on the health and wellbeing of communities and seeks a planning outcome of net community benefit.

Council seeks to:

- Minimise the risk of social and economic harm from problem gaming and protect vulnerable communities including through:
  - Prohibiting the establishment of gaming machines in activity centres.
  - Restricting the establishment of gaming machines in the Bayside Business District to sites zoned Mixed Use or Commercial 1.