



Highett Structure Plan Review

February 2017

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1. Introduction

The Highett Large Neighbourhood Activity Centre straddles the municipal boundaries of both Bayside and Kingston City Councils. It includes the Highett Village Shopping Centre and the former CSIRO site, which the Federal Government is in the process of preparing for sale, as well as surrounding residential areas (see Figure 1).

Highett is identified in current state and local planning policy as a neighbourhood centre, and a location for local shopping, business and community services. Medium density housing development is also encouraged, particularly on the CSIRO site. Given the identified role of Highett, a joint Structure Plan with Bayside and Kingston City Councils was undertaken and adopted by Bayside City Council in 2004 and Kingston City Council in 2006. This set out where growth and development would occur and included preferred building heights, options for the CSIRO site, locations for retail expansion, and improvements to access and movement, community facilities and open space.

In February 2007, Amendment C46 introduced elements of the Structure Plan into the Bayside Planning Scheme, primarily through the introduction of Schedules to the Design and Development Overlay that set out expected building heights and setbacks and encouraged lot consolidation in certain areas. Changes to the Municipal Strategic Statement were also made.

Since that time, a considerable amount of development, land use and demographic change has occurred in Highett as well as changes in State Planning Policy. It is time now to review the Structure Plan to ensure that it remains current and relevant. Ideally, a joint structure plan review would be undertaken with Kingston City Council. However, as Kingston is not currently progressing a structure plan review for their part of the centre, this review will deal only with the Bayside part of the Highett Structure Plan Area (see Figure 1).

1.1. Scope of the review

There is much in the Highett Structure Plan that is still relevant today, with many of the actions in the Structure Plan being successfully implemented. This review does not seek to replace the Structure Plan, but rather to review and update it to reflect the many changes that have occurred since it was developed.

The review has been informed by an understanding of:

- State and local policy changes since the implementation of the Highett Structure Plan;
- Relevant Council strategies and policies;
- 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; and
- Previous community feedback on:
 - Planning applications (from 2005-2016);
 - Planning Scheme Amendment C140 which sought to implement the *Bayside Housing Strategy*;
 - Draft C125 Amendment which sought to introduce the Residential Growth Zone in the activity centres along the Frankston train line; and
 - The development of the *Bayside Community Plan 2025*.

This Structure Plan Review and the community feedback we receive on it will be used to update the Highett Structure Plan and the planning controls and policies associated with it.



Figure 1 – Highett Large Neighbourhood Activity Centre Structure Plan Area



2. Policy Context

This chapter outlines the current state and local planning policies that are relevant to the Highett Structure Plan and any policy changes that have occurred since the Structure Plan was developed. Where there have been changes, the implications for the structure plan are summarised.

2.1 State Planning Framework

2.1.1 Metropolitan Planning Strategy

When the Highett Structure Plan was developed, *Melbourne 2030* was the Victorian Government's metropolitan planning strategy. It encouraged urban consolidation and increased residential densities in activity centres and close to public transport. Whilst Highett was not identified as an activity centre in *Melbourne 2030*, its proximity to the Highett train station meant it was considered suitable for increased residential densities.

Plan Melbourne is the current Victorian Government's metropolitan planning strategy that will guide Melbourne's growth to 2050. The policies of relevance to Highett are similar to those under *Melbourne 2030*. Under *Plan Melbourne*, Highett is identified as a neighbourhood centre and as a precinct with potential urban renewal opportunities. Neighbourhood centres are to provide neighbourhood access to local goods, services and employment opportunities, whilst urban renewal precincts are locations close to jobs, services and public transport where new higher density housing, jobs and services will be encouraged.

Plan Melbourne is currently being refreshed. This refresh is not intended to comprehensively revise *Plan Melbourne* but to strengthen the focus on housing supply, diversity and affordability and climate change and will reflect current State Government transport network priorities. The policies relating to neighbourhood centres and urban renewal sites are not anticipated to change.

The policy intent of *Melbourne 2030* and *Plan Melbourne* are similar which means that the general direction of the Highett Structure Plan is still relevant today. However, the 'Influences' section of the Structure Plan will need to be updated to reflect the policies of *Plan Melbourne*, rather than *Melbourne 2030*.

2.1.2 State Planning Policy Framework

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

The SPPF seeks to concentrate residential, commercial, retail, entertainment and community uses into activity centres where there is good access to existing services and public transport. Housing is also encouraged on sites that are close to activity centres, employment and public transport. The SPPF seeks to ensure that land use and development appropriately responds to the surrounding landscape, built form and cultural context and is energy and resource efficient and seeks to deliver housing diversity, including affordable housing.

In relation to Highett, the SPPF has not changed considerably since the Highett Structure Plan was developed and no changes to the Structure Plan are required.

2.1.3 Planning Practice Note 58 – Structure Planning for Activity Centres

This Practice Note provides guidance to local Councils on the activity centre structure planning process. It covers the reasons for structure planning in activity centres, the policy context, possible inputs/outputs of the process and how to define the boundary for the centre. It also sets out the following preferred process to be followed when developing structure plans for Activity Centres:

- Step 1: Project planning and establishment
- Step 2: Background research
- Step 3: Prepare discussion paper
- Step 4: Prepare draft structure plan
- Step 5: Final Structure plan
- Step 6: Implementation Program
- Step 7: Monitor and review

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Council's work on the Highett Structure Plan Review has been guided by this Practice Note.

2.2 Local Planning Framework

2.2.1 Bayside Municipal Strategic Statement

The Municipal Strategic Statement (MSS) presents the strategic vision for land use and development within Bayside. It identifies the key policies and objectives through which this vision is to be achieved, in particular how relevant State level policies are to be implemented within the municipality.

The MSS identifies the commercially zoned land near the train station along Highett Road as a Key Focus Residential Growth Area, with surrounding residential land to the north and south of Highett Road and north of Bay Road identified as a Moderate Residential Growth Area. The remaining residential area is identified as Minimal Residential Growth (see Figure 2 over page). The *Bayside Housing Strategy (2012)* states that Key Focus Residential Growth Areas are where the majority of medium and high density residential development will be located. Moderate Residential Growth Areas are areas where medium density development will occur and will provide an appropriate transition between adjoining Key Focus Residential Growth Areas and Minimal Residential Growth Areas, which are areas where the predominately low density residential scale is to be maintained.

The MSS identifies that activity centres will play an increasingly important role in providing future housing needs, particularly medium density housing and that they are valuable for the employment and service provision they provide in the local economy. The increased

development in activity centres will need to be carefully managed with respect to natural habitats, built form, heritage and car parking/traffic. With increased development in activity centres it is important to ensure that residents continue to have access to open space and community/recreation facilities and that sustainable transport access is improved.

Adjacent to the Highett retail core is the CSIRO site which is identified as a Strategic Redevelopment Site. The CSIRO site provides an opportunity to accommodate additional housing within close proximity to the Highett train station, to protect the Highett Grassy Woodland and to deliver additional public open space for the local area.

The nearby Bayside Business District (small part within the structure plan boundary, with the majority located south-west of the boundary), is to be transformed into a key Business Employment Area for high-tech businesses and development.

Clause 21.11 Local Areas of the MSS specifically deals with Highett and includes the vision for the centre, objectives and implementation mechanisms. It also includes the boundary of the study area for the structure plan. This, however, is not necessarily the 'activity centre' boundary where change is expected to occur. In fact, the majority of residential land to the west of the CSIRO site is expected to experience minimal change. It is recommended that an activity centre boundary is defined for Highett using the criteria identified in *Planning Practice Note 58 – Structure Planning for Activity Centres*.

The Highett Structure Plan is generally consistent with the MSS. A few changes are recommended to update the Structure Plan:

- Update the 'Influences' section of the Structure Plan to reflect the current MSS. The Structure Plan references the MSS as it was in 2003/4 before the structure plan was adopted and Amendment C46 approved.
- The way the vision and objectives is expressed in Clause 21.11-6 is clearer than the structure plan. It is recommended the 'Key Principles' section of the Structure Plan is amended to 'Vision and Objectives' and reflects the wording in Clause 21.11-6, minus the reference to the CSIRO site being used for education campus related uses (see Appendix 1 for more detail).
- Define an activity centre boundary for Highett using the criteria identified in Planning Practice Note 58 – Structure Planning for Activity Centres.

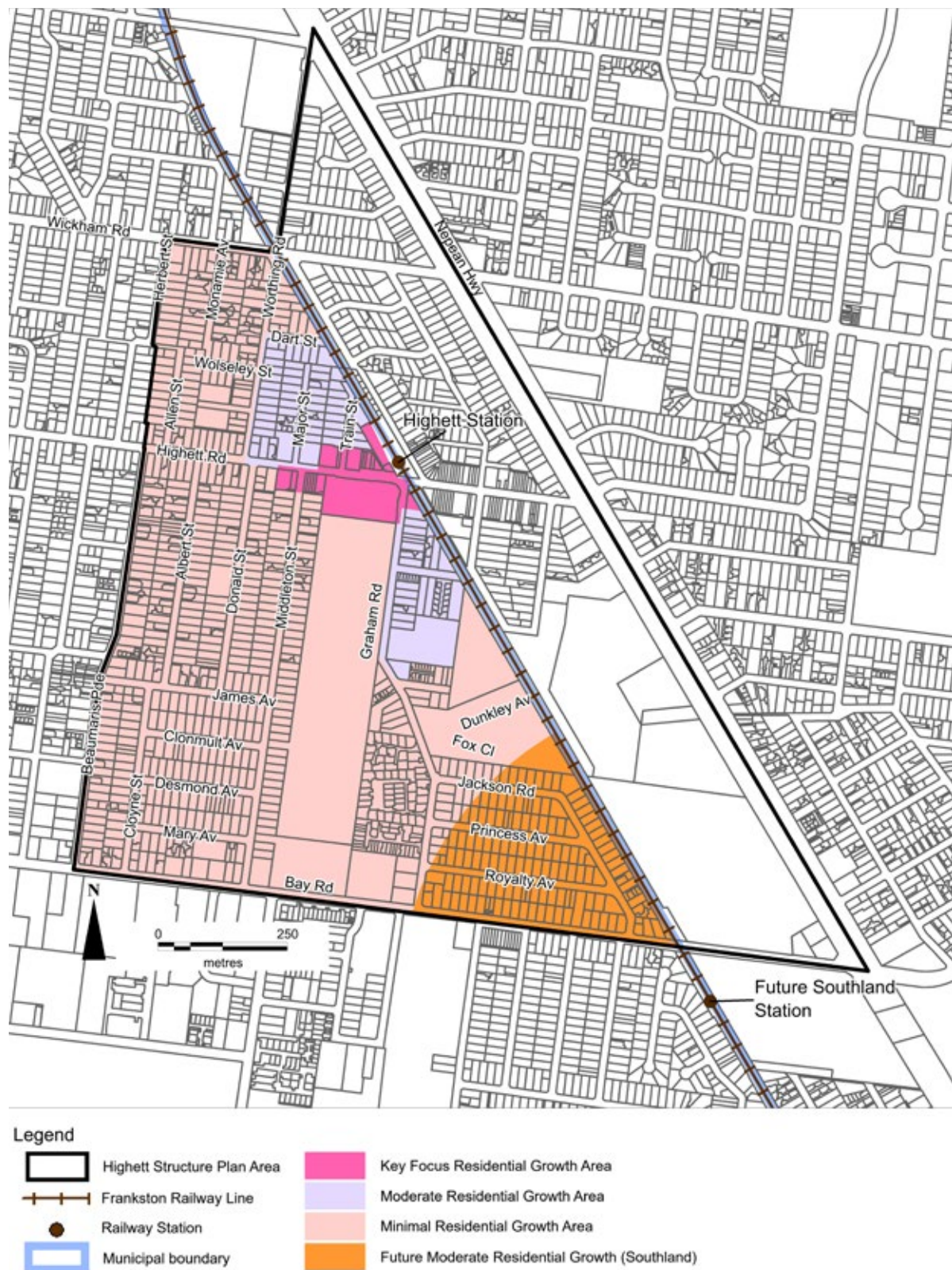


Figure 2 – Residential Strategic Framework – Highett

2.2.2 Bayside Local Planning Policies

Local Planning Policies provide specific guidance for the assessment of individual planning applications for use and development. Local policies are used to supplement the decision guidelines of planning zones, overlays and particular provisions where specific guidance is required to address local issues. Three key local policies are of particular relevance to the Highett Structure Plan Area:

Heritage Policy at Clause 22.05.

- This policy sets out objectives and performance standards for all individual properties and heritage precincts. There are four properties covered by the Heritage Overlay in the Highett Structure Plan Area. One is the Highett Railway Station (HO516), and the others are private properties (HO539, HO629 and HO739).

Neighbourhood Character Policy at Clause 22.06.

- This policy identifies the key character elements, objectives and responses which new development should respond to. The Highett Structure Plan Area is located within Neighbourhood Character Precinct G1. The identified elements that contribute to the character of this area include well-articulated buildings set within a garden setting with regular front setbacks and side setbacks that allow space between buildings. New buildings are frequent and include a pitched roof form to reflect the dominant forms in the area. VCAT¹ has raised issues with the Neighbourhood Character Policy, in particular, its relevance in areas where increased housing growth is supported such as along Highett Road. This is discussed in more detail in Chapter 7 – Built Form.

Water Sensitive Urban Design (Stormwater Management) at Clause 22.08.

- This policy requires the provision of Water Sensitive Urban Design (WSUD) measures in new development. This policy aims to reduce the overall quantity of stormwater runoff generated by new development as well as improving the quality of runoff through on-site treatment measures.

2.2.3 Kingston Municipal Strategic Statement and Local Planning Policies

Whilst this report only addresses the Bayside side of the Structure Plan Study Area, it is important to understand the planning context for the Kingston side as this will inevitably influence the Bayside side of the centre.

The Kingston Planning Scheme seeks to revitalise the Highett Activity Centre, to make it an attractive, vibrant and well used 'Main Street' and community focal point and to accommodate increased residential developments with a mix of housing types. Improving access to Sir William Fry Reserve, Southland and Nepean Highway is a key priority as is overcoming the barrier presented by the train line and Nepean Highway. The former Gas and Fuel site located between the Frankston train line and Nepean Highway is identified as an area for increased housing diversity including higher density housing.

2.2.4 Zones

All land in Victoria has a zone. Zones specify particular purposes for land, such as residential, business or industrial. They indicate which uses can be undertaken on land, as well as controls relating to buildings and subdivision.

Figure 3 (over the page) shows the zones within the Highett Structure Plan Area, both within the City of Bayside and the City of Kingston.

¹ VCAT decisions: P1195/2003; P235/2005; P406/2015

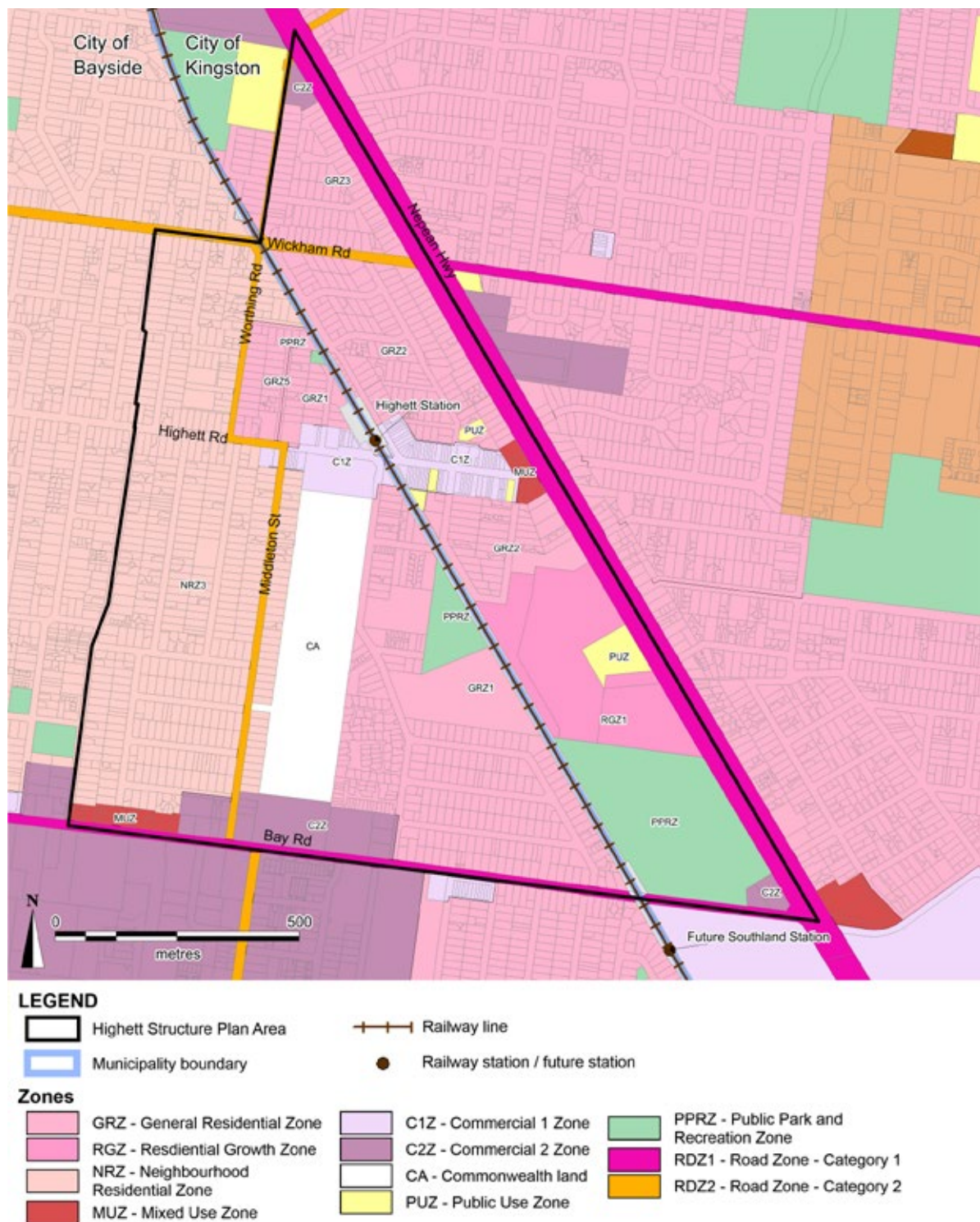


Figure 3 – Current Zones, January 2017

The retail core of the activity centre, along Highett Road, is included in the Commercial 1 Zone. The purpose of this zone is to create mixed use commercial centres for retail, office, business, entertainment and community uses and to provide residential uses at densities complementary to the role and scale of the commercial centre. There is a small pocket of Mixed Use Zone to the east of the retail core in Kingston, next to the Nepean Highway. The purpose of this zone is to provide for a range of residential, commercial, industrial uses and to provide for housing at higher densities. There is also a pocket of Mixed Use Zone on Bay Road in the Bayside part of the Study Area.

Most of the residential areas in Bayside adjacent to the retail core and east of Middleton Road and Worthing Road are zoned General Residential Zone. The purpose of the General Residential Zone is to provide a diversity of housing types and moderate housing growth in locations offering good access to services and transport. The remaining residential areas in the Bayside part of Structure Plan Area are zoned Neighbourhood Residential Zone. The purpose of this zone is to limit opportunities for increased residential development and ensure that development respects the identified neighbourhood character, heritage, environmental or landscape characteristics.

Most of the residential area in Kingston City Council are zoned General Residential Zone, with a pocket of Residential Growth Zone (former Gas and Fuel site) which encourages higher density housing and a diversity of housing types.

The CSIRO site is Commonwealth Land and is therefore not included within the Bayside Planning Scheme. In anticipation of the CSIRO site's sale, Council adopted preferred planning controls for the site at its Ordinary Meeting of 26 May 2015. These controls set out objectives for the site including supporting a range of dwelling types, achieving high quality design outcomes, providing additional public open space and protecting the Grassy Woodland Habitat. Further details are provided in Chapter 7 – Built Form. The Minister for Planning will determine the planning controls for the site, taking into account Council's adopted position.

To the south of the Study Area is the Bayside Business District, a key business employment area within Bayside, which is predominately in the Commercial 2 Zone. The purpose of this zone is to encourage commercial areas for offices, appropriate manufacturing and industries, bulky goods retailing, other retail uses and associated business and commercial services. A small portion of the Bayside Business District is within the Highett Structure Plan Area, on the north side of Bay Road.

Nepean Highway and Bay Road are included within the Road Zone – Category 1, which is applied to arterial roads managed by VicRoads. This can have implications for the development of land directly abutting these roads, as VicRoads permission is required to create or alter access to these roads. Highett, Wickham and Worthing Roads, and Middleton Street are included within the Road Zone – Category 2. They are collector roads, managed by Council.

The Frankston train line is included in the Public Use Zone 4, which facilitates its use as a railway.

The existing parks are included within the Public Park and Recreation Zone. The purpose of this zone is to recognise areas for public recreation and open space.

The zoning within the Highett Structure Plan Area is generally consistent with the intent of the structure plan with a few exceptions:

- The pocket of land between Bay Road, Graham Road and Lyle Anderson Reserve was identified in the structure plan as an incremental change area. It has since been identified as a moderate residential growth area in the *Bayside Housing Strategy (2012)* because of its proximity to the new Southland train station. As a result it has been zoned General Residential Zone. This is discussed in more detail in Chapter 7 – Built Form.
- The zoning of lots immediately adjoining the north side of Bay Road. This is currently within the General Residential Zone, the Commercial 2 Zone and the Mixed Use Zone. The structure plan suggested this 'Bay Road Mixed Use Corridor' could be rezoned Mixed Use Zone to encourage a mix of residential, small scale offices, restricted retail and showrooms. This should be investigated again in the context of the recent *Bayside Retail, Commercial and Employment Strategy* and the opening of the Southland train station in 2017.

2.2.5 Overlays

In addition to the requirements of the zone, further planning provisions may apply to a site or area through the application of an overlay. Generally, overlays apply to a single issue or related set of issues (such as heritage, environmental concern or flooding). Where more than one issue applies, multiple overlays can be applied.

Figure 4 shows the overlays within the Highett Structure Plan Area.

Several Design and Development Overlay (DDO) Schedules apply to Highett. These set out height and design requirements for different areas within the Structure Plan Area.

- DDO2 – Building Height Control – Inland Areas – sets out design objectives for the inland areas of Bayside and has a preferred height limit of 2 storeys. Within the Structure Plan Area, this has been applied to the residential area north of Bay Road and south of Lyle Anderson Reserve, which is zoned GRZ1 and not covered by DDO5. This provides guidance as to the preferred building height for the area, given that no maximum building height is provided in GRZ1.
- DDO3 – Building Height Control for Non-Residential Buildings in the Inland Minimal Residential Growth Area – this has the same design objectives as DDO2 and has a preferred height limit of 2 storeys for non-residential buildings. Within the Structure Plan Area, this has been applied to the residential areas zoned NRZ3 (west of the CSIRO site and Worthing Road and north of Dart Street). This provides guidance as to the preferred building height for non-residential buildings in these locations. Residential buildings have a maximum building height of 8 metres specified by NRZ3.
- DDO4 – Highett Shopping Centre – this sets out design objectives for the Highett Shopping Centre and includes mandatory height controls ranging from 3 storeys and/or 11 metres to 4 storeys depending on site location.
- DDO5 – Preferred Medium Density Residential Areas (Highett) – this sets out design objectives for the preferred medium density residential areas in the Highett Structure Plan Area, including encouraging apartment style residential redevelopment. It includes preferred height limits of 2 or 3 storeys depending on site size.

In Kingston, DDO 12 – Highett Shopping Centre – sets out design objectives and height controls for their part of the Highett Study Area that range from 3 to 5 storeys and/or 11 to 17 metres depending on site location.

The Heritage Overlay (HO) applies to four sites within the centre (HO561, HO562, HO563 and HO566). Under the Heritage Overlay, a planning permit is required to subdivide land, demolish or remove a building, construct a building or construct or carry out works and externally alter a building.

The Special Building Overlay covers land within the Structure Plan Area and is applied to land liable to flooding. The overlay requires a planning permit for buildings and works and subdivision to ensure drainage and flooding issues are addressed early in the development process, by, for example raising building floor levels.

The Environmental Audit Overlay has been applied to 36-40 Graham Road in Bayside and to the former GasCor site in Kingston. This overlay is applied to land that is potentially contaminated and ensures that an environmental audit is undertaken before the land is used for sensitive uses such as residential development or child care/school.

The overlays within the Highett Structure Plan Area are generally consistent with the intent of the structure plan, however the way the DDO Schedules are being interpreted, particularly along Highett Road, is often not.

The structure plan envisaged 2-3 storey developments along Highett Road, which is reflected in the controls of DDO4 and 5. However, a number of VCAT decisions² have resulted in buildings of 4 storeys in height along Highett Road. These decisions and their implications for the structure plan are discussed in more detail in Chapter 7 – Built Form.

In addition, since the development of the Structure Plan, new residential zones have been introduced into the Planning Scheme. These enable mandatory building heights to be specified in the Schedule to the Zones. It is recommended that the suite of overlays currently applying to the Highett Structure Plan Area be reviewed to determine whether some of their content could be transferred to Schedules to the Zones.

² VCAT decisions: P1487/2015- 481-485 Highett Road, Highett; P1195/2003, 487 Highett Road, Highett;

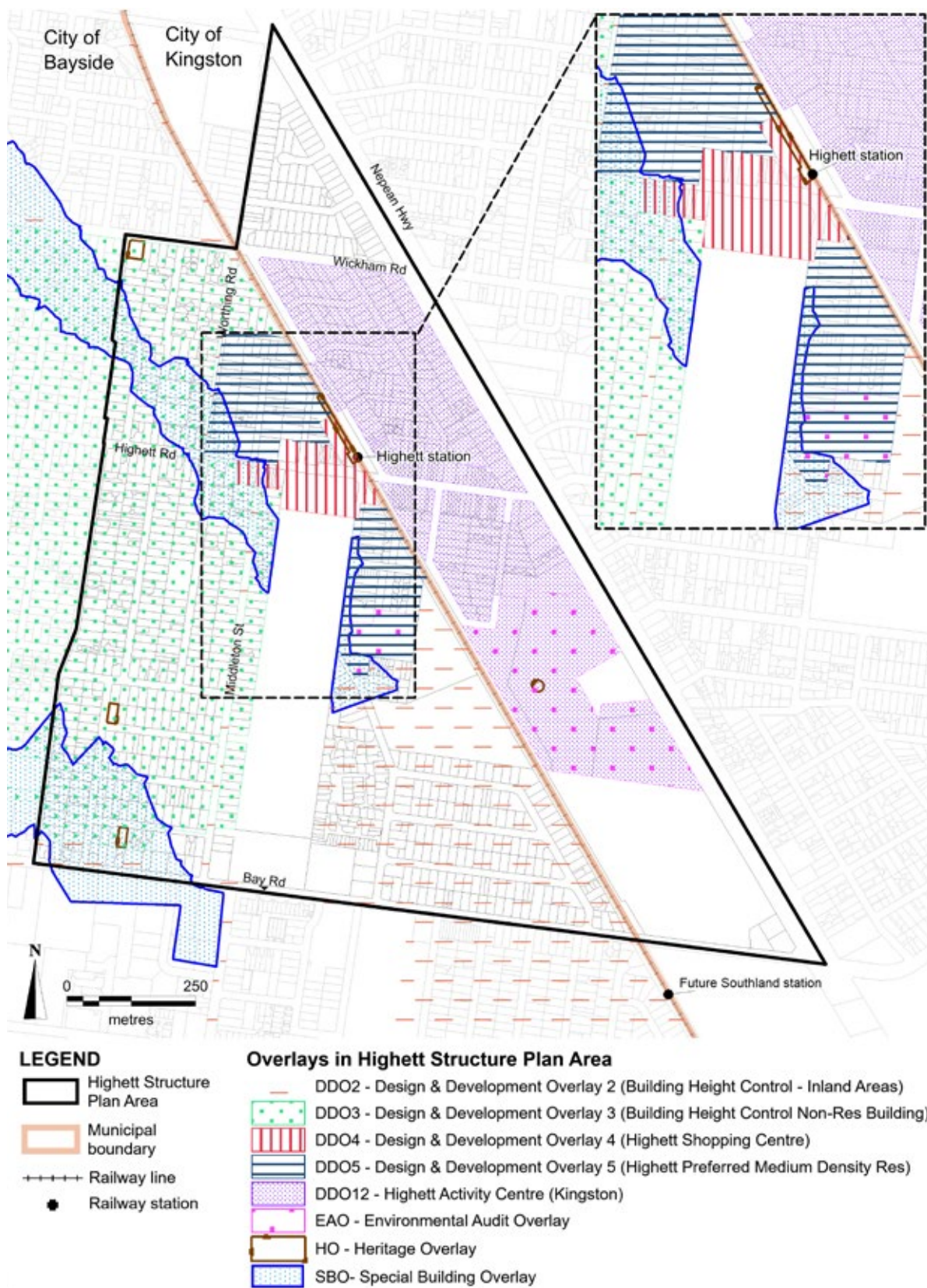


Figure 4 – Current Overlays, January 2017

2.3 Bayside City Council Plans and Policies

In reviewing the Highett Structure Plan, regard has been given to existing Council strategies and plans. These have provided the context for the review (see Figure 5).

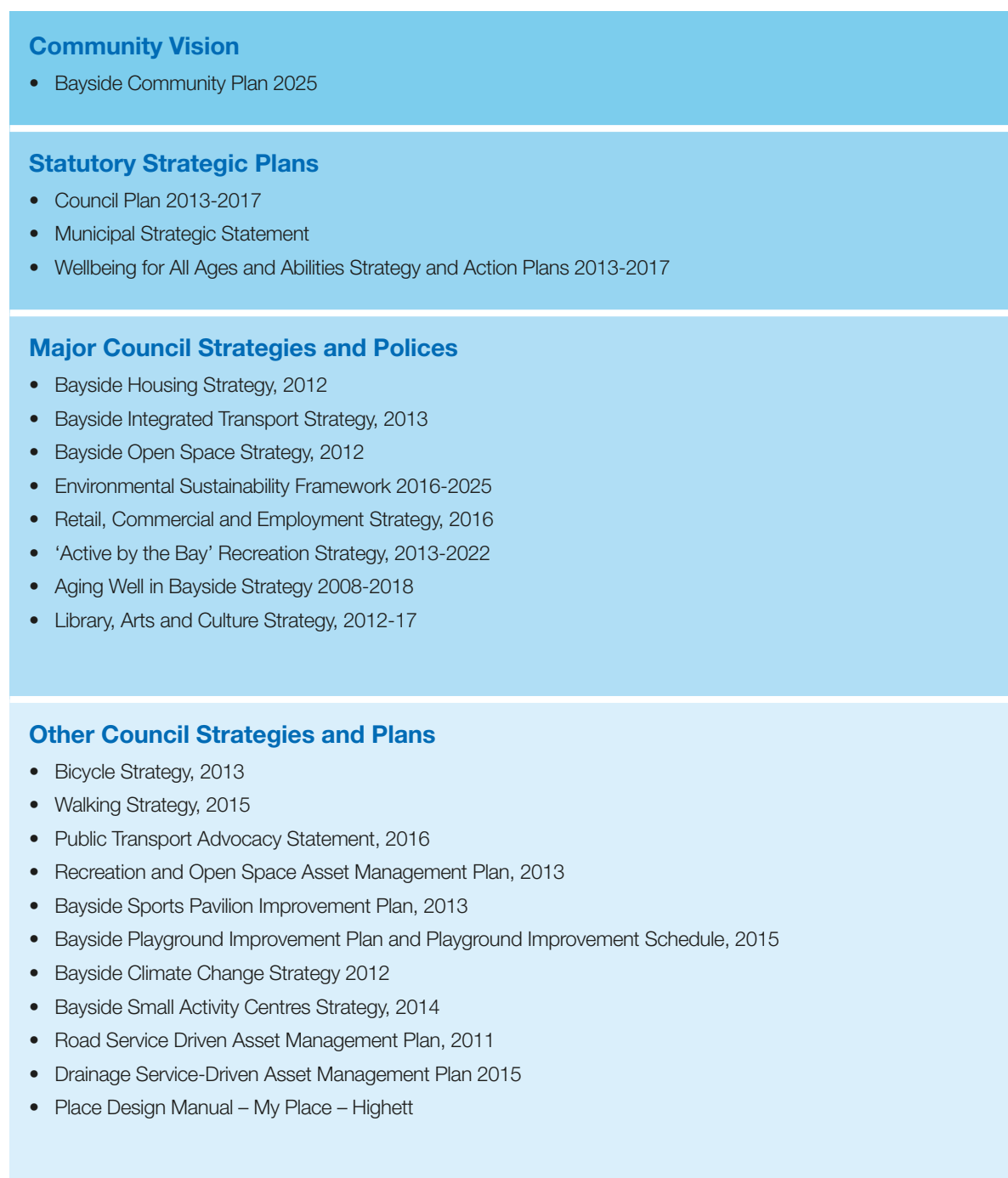


Figure 5 – Existing Council Strategies and Plans relevant to this Background Report.

Of particular relevance is the *Bayside Community Plan 2025* which sets the community's long-term aspirations for the municipality. These are:

1. **Open Space** – By 2025, access to Bayside's foreshore, beaches, parks, gardens and bushlands will continue to be enjoyed and distributed equally across the community. Facilities and infrastructure provided within these public spaces will be of high quality and promote sustainability.
2. **Transport** – By 2025, it will be safe and convenient for the Bayside community to choose their preferred mode of transport. Bayside will be more easily accessed on foot and on bike, and road users will consider the safety of others when sharing the road network.
3. **Local Economy** – By 2025, Bayside's local economy will better reflect the skills and diversity of the Bayside community. Local activity centres will offer variety in the services and experiences they provide, while maintaining the 'local village' character.
4. **Housing and Neighbourhoods** – By 2025, the community will live close to public transport, in a home that suits their stage of life and is close to the services and facilities needed. Development will be sensitive to the neighbourhood character and will enhance what is currently enjoyed in Bayside.
5. **Environment** – By 2025, the community and Council will be environmental stewards, taking action to protect and enhance the natural environment and balancing appreciation and use with the need to protect natural assets for future generations.
6. **Community Participation and Health** – By 2025, members of Bayside's community will feel supported and engaged to live an active and healthy lifestyle regardless of age, geographical location, personal circumstance or physical ability
7. **Infrastructure** – By 2025, the Bayside community and Council will work together to plan and deliver community infrastructure that responds to the changing needs of the Bayside community.

The preparation of the Highett Structure Plan Review has taken these community aspirations and aspects of liveability into account.

More information on each of the plans and strategies detailed in Figure 5 is provided in Appendix 2.

Recommended changes to the Highett Structure Plan

- Update the 'influences' section of the Structure Plan to reflect the policies of *Plan Melbourne* rather than *Melbourne 2030*.
- Define an activity centre boundary for Highett using the criteria identified in Planning Practice Note 58.
- Update the 'Influences' section of the Structure Plan to reflect the current MSS.
- Amend the 'Key Principles' section of the Structure Plan to 'Vision and Objectives' and reflect the wording in Clause 21.11-6.
- Investigate whether lots immediately adjoining the north side of Bay Road should be rezoned to MUZ.
- Review the suite of overlays currently covering the Highett Structure Plan Area to determine whether some of their content could be transferred to Schedules to the Zones.

3. People and Housing

The following section provides a summary of the changes that have occurred within the Bayside part of the Highett Structure Plan Area since the Structure Plan was finalised. All references to Highett throughout this chapter refer to the Structure Plan Area (Bayside), not the suburb of Highett unless otherwise stated. The implications for the structure plan are detailed at the end of this chapter.

3.1 Who lives in Highett

In 2016 approximately 2952 people called Highett home. By 2036 it is estimated that the population will increase to approximately 4997 people. This is a 108% increase (2595 people) from the 2011 population of 2,307 people (see Figure 6). This percentage increase is largely the result of the anticipated redevelopment of the CSIRO site, infill development and Highett's relatively small population base.

	2006	2011	2016	2026	2036	Average annual growth rate 2011-2036	Difference 2011-2036	% increase from 2011 population to 2036
Beaumaris	12,117	12,500	13,878	14,399	14,687	0.65	2,187	17.5%
Black Rock	5,811	6,052	6,724	6,940	7,048	0.61	996	16.5%
Brighton	21,217	21,931	25,066	26,540	27,978	0.98	6,047	27.6%
Brighton East	14,567	15,119	16,514	17,140	17,712	0.64	2,593	17.2%
Cheltenham*	3,141	3,369	3,417	4,330	5,223	1.77	1,854	55.0%
Hampton	11,922	12,526	13,581	15,048	16,017	0.99	3,491	27.9%
Hampton East	4,319	4,701	5,062	5,554	6,444	1.27	1,743	37.1%
Highett Activity Centre*	2,307	2,402	2,952	4,775	4,997		2595	108%
Highett suburb (includes Highett Activity Centre)*	6,107	6,477	7,495	9,278	9,475	1.53	2,998	46.3%
Sandringham	8,709	9,156	11,373	13,739	14,065	1.73	4,909	53.6%
City of Bayside	87,937	91,815	103,110	112,968	118,650	1.03	26,835	29.2%

Figure 6. Population Change, Bayside suburbs, 2006-2036 *

Source: Place of Usual Residence 2006-2011, forecast.id 2016-2036

*Where suburb is within different municipal boundaries, these figures only relate to the Bayside component.

In Highett, all age groups are expected to increase between 2011 and 2036. Figure 7 below shows the age structure in 2011 as well as projections for 2026 and 2036. The 35 to 49 year age group will continue to be the predominate age group and is also forecast to have the largest increase along with the 'young workforce' 25 to 34 year age group.

Highett has attracted the 35 to 49 year age group, known as 'parents and homebuilders', and the 'young workforce' age group probably because of the comparatively lower house prices in the area and the area's good access to services.

The majority of Highett residents were born in Australia (65%), with 29.8% born overseas (mostly the United Kingdom). Highett has a slightly less ethnically diverse population compared to Greater Melbourne, where in 2011, 31.4% % of people were born overseas.

Highett has an educated population. In 2011 over half (51.4%) of the population aged 15 and over had some form of qualification. Of these 28.1 % held a Bachelor or Higher degree, 14.3% had vocational qualifications and 9% held an Advanced Diploma or Diploma. This is an increase from 2006, when 43.3% of the population had some form of qualification. The largest changes in the qualifications of the population in Highett between 2006 and 2011 were those holding Bachelor or Higher degrees (+217 persons).

This increase of persons with Bachelor or Higher degrees, suggests that Highett is reflecting broader economic shifts in which jobs requiring minimal formal education are being replaced with jobs requiring higher levels of formal education.

In 2011, Highett had a slightly larger proportion of higher income households³ compared to Greater Melbourne (22.1% compared with 19.4%) and a slightly lower proportion of lower income households⁴ (20.9% compared with 19.2%).

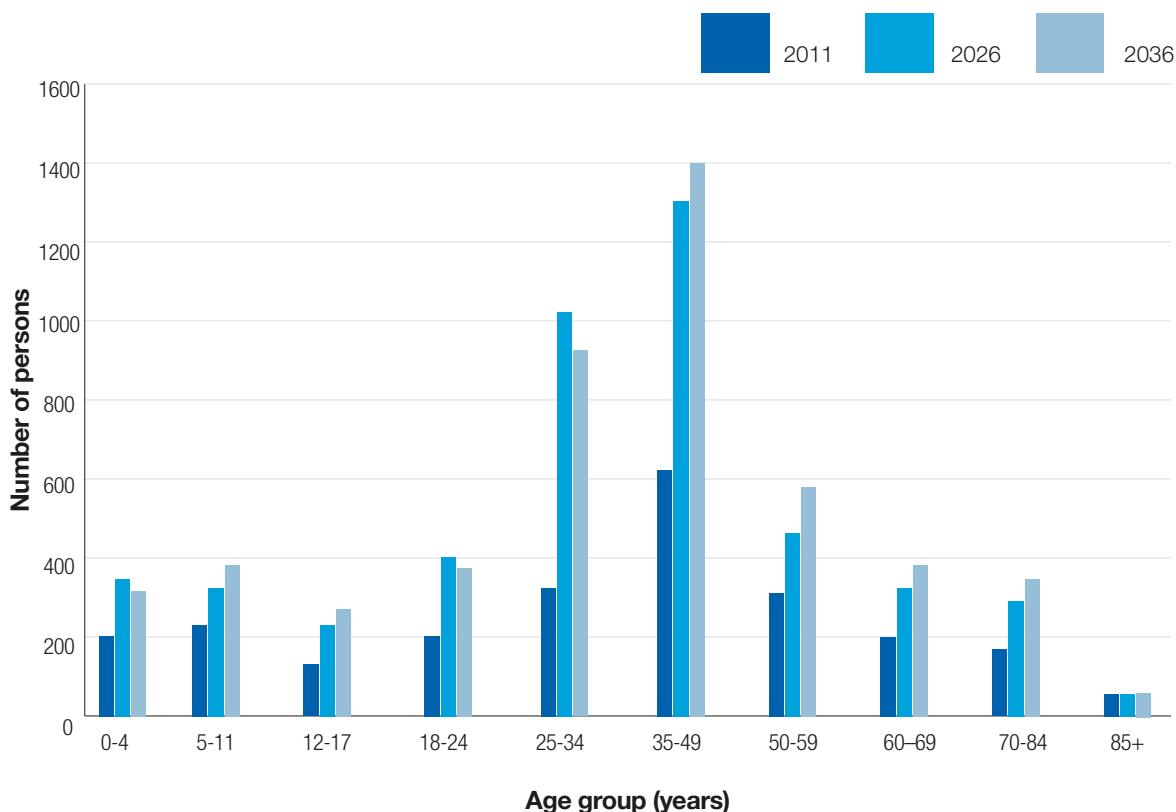


Figure 7 – Forecast Age Structure – Service Age groups, 2011.

Source: Forecast age structure – Service age groups, forecast.id 2011-2036

³ Households earning \$2,500 per week or more.

⁴ Households earning less than \$600 per week.

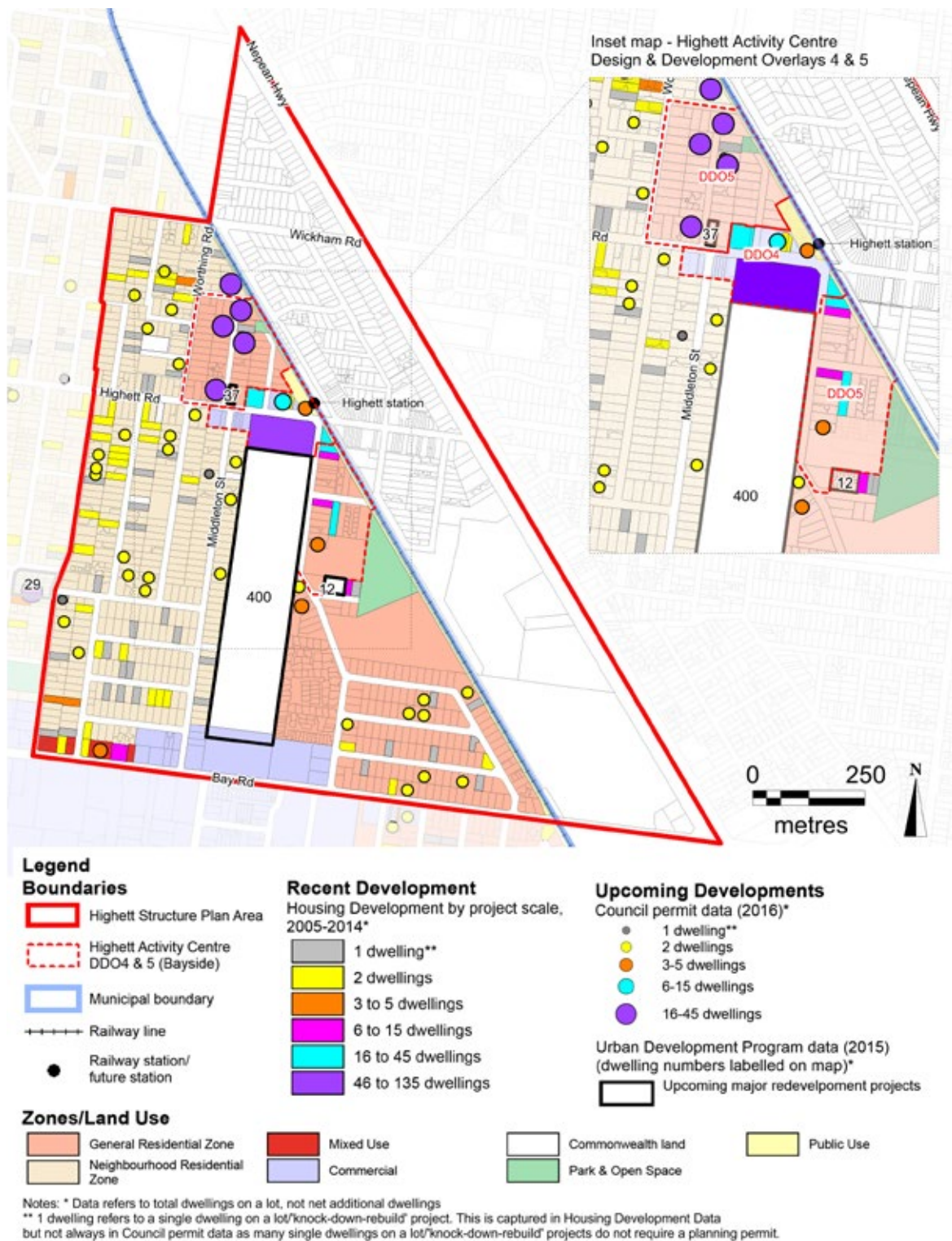


Figure 8 – Housing Development – Completed and Upcoming

3.2 Housing in Highett

Between 2005 and 2014, 270 net new dwellings were built in Highett⁵. In comparison, 860 net new dwellings were built in Brighton during the same time period.

The majority of building and construction activity in Highett (as with the rest of Bayside) is 1-for-1 redevelopment of existing dwellings or dual occupancy unit development. Figure 8 shows the housing development, completed and upcoming, within the Structure Plan Area (both Bayside and Kingston).

Between 2005 and 2014 there were 37 one-for-one ('knock down and rebuild') developments in the Bayside part of the Structure Plan Area, which yielded no additional dwellings. The next most common development type was dual occupancy, of which there were 34 development projects between 2005 and 2014, yielding 40 new dwellings.

Whilst one for one replacement developments do not yield additional dwelling numbers, they often impact on the character of an area as older houses are replaced with newer housing styles, often with higher site coverage and smaller outside spaces.

There are also a number of major redevelopment projects (yielding 10+ dwellings) that have been completed or are being planned for, the largest of which is the CSIRO site which is expected to deliver at least 400 dwellings.

To house the increasing population in Highett, approximately 1197⁶ new dwellings will be needed between 2011 and 2036.

Bayside City Council has a housing growth model to test planning controls to ensure there is sufficient capacity for housing supply to meet the forecast demand. Under the current zoning and development controls, the model shows a surplus of 709 dwellings to meet the forecast number of dwellings in 2030 (when the housing model ends).

⁵ Taken from Housing Development Data, a dataset created by Spatial Economics and provided by the Department of Environment, Land, Water and Planning.

⁶ Population and household forecasts, 2011 to 2036, prepared by .id, October 2015.

3.3 Type of households

In 2011, the most common household type in Highett was couples with children (30.5%), followed by lone person households (25.0%) and couples without children (21.4%).

Looking forward to 2036, couples without children households are expected to increase (+324), as are lone person households (+233) and couples with children households (+275). Couples with children households remain the most common household type in 2036 (see Figure 9).

A diversity of housing will be required to support the needs of different household types and changing needs

in the housing lifecycle. In Highett in 2011, 63% of the dwellings were a separate house, whilst 36.2% were medium density⁷. The proportion of dwellings that were high density was 0.7%⁸.

More choice of small and medium housing types will be increasingly important to meet the needs of an aging population and the increasing number of couple without children households and lone person households. However, there also needs to continue to be housing for families as the dominant demographic in the area.

Whilst the Structure Plan implicitly encourages a mix of housing types in the 'Preferred Medium Density Residential Areas' section, it is recommended that it is explicitly stated.

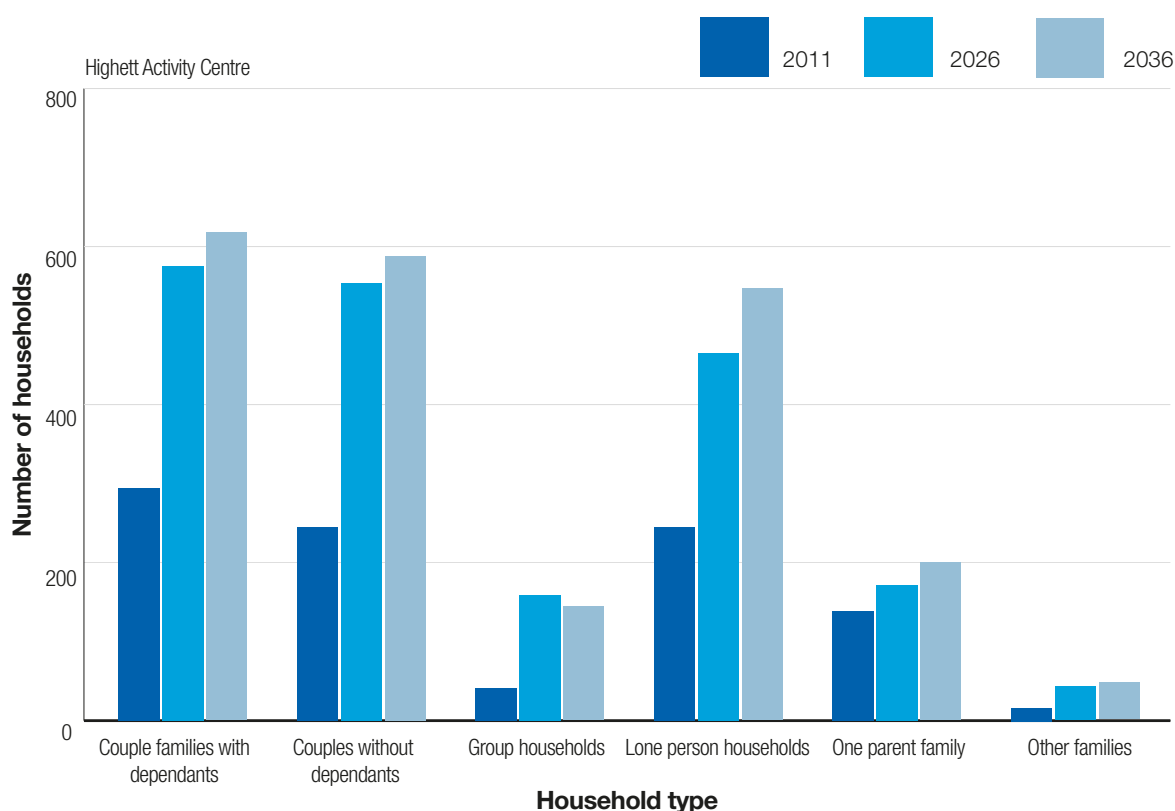


Figure 9 – Forecast Household Types

Source: Forecast household types, forecast.id.

⁷ Medium density dwellings includes townhouses, terraces, villa units and semi-detached dwellings, flats in 1 and 2 storey blocks and flats attached to houses.

⁸ High density dwellings include flats in 3 or more storey blocks.

3.4 Housing affordability

As with most areas in Melbourne, house and unit prices have increased significantly in the suburb of Highett. In 2005 the median house price in the suburb of Highett was \$415,500, whilst in 2015 it had increased to \$991,000. Similarly for unit prices, in 2005, the median unit price in the suburb of Highett was \$340,000, whilst in 2015 it had increased to \$622,500.

Despite these significant increases in price, the suburb of Highett remains more affordable than most suburbs in Bayside to buy a house or unit. In 2011, the majority of households (65.6%) either fully owned or were purchasing their property, whilst 28.5% were renting.

The high percentage of home owners in Highett indicates a more settled area with families and empty-nesters. Areas with a high concentration of private renters often indicates a transient area attractive to young singles and couples.

The Dunkley Avenue-Fox Close public housing estate, located within the Highett Structure Plan Area, provides 105 townhouses for people in need.

3.5 Previous consultation

In previous community consultation⁹ population growth and overdevelopment were a shared community concern, with many respondents worried about the impact on neighbourhood character and the loss of facilities and gardens. There was a desire expressed for less high rise buildings, less overdevelopment and less multi-unit developments. Concern was expressed that Highett's village feel was being compromised by overdevelopment, increased parked cars and traffic. Additionally, concern was expressed that Highett would become too busy and less safe for families and that families would be driven away as detached houses made way for townhouse, unit and apartment developments.

There was concern that the market for apartments in Highett was saturated and that apartment development should be 'staged'. Views were mixed about where apartment development should be located. Some believed that growth should be spread throughout the municipality, rather than in concentrated areas. However, others believed that growth should be concentrated in locations that were close to public transport, shops and main roads.

There was also concern that medium density developments would attract different demographics including renters or a more transient population, and that the area would lose its permanent residents which would create a disconnect in the community if the transient population did not connect with neighbours.

However, there was also a desire for older people to be able to continue living in Bayside and for sufficient affordable housing to be provided. While many Bayside residents value the look and feel offered by larger format houses set on larger tree-lined blocks, growth and development affords property owners the opportunity to subdivide, and enables others entry into an otherwise unaffordable, highly sought after market.

To increase the amount of affordable housing available, there was a suggestion that a certain percentage of any multi-unit developments built could be sold as affordable housing. This would also assist in keeping young and elderly people within the community and provide opportunities to build connections within communities.

Recommended changes to the Highett Structure Plan

- Update the 'Influences' section of the Highett Structure Plan to reflect the information in this chapter.
- Make it clearer that a mix of housing types are encouraged in the Highett Structure Plan Area. This is implied in the 'Preferred Medium Density Residential Areas' section, but not explicitly stated.

⁹ Draft Amendment C125, Amendment C140, *Bayside Community Plan 2025* consultation, Planning Permit objections (2005-2016).



4. The Economy

The following section provides a summary of the changes that have occurred within the Bayside part of the Highett Structure Plan Area since the Structure Plan was finalised. All references to Highett throughout this chapter refer to the Structure Plan Area (Bayside), not the suburb of Highett unless otherwise stated. The implications for the structure plan are detailed at the end of this chapter.

4.1 What jobs do people do?

In 2011, 96.2% of Highett's labour force were employed. Of these, 64% were employed full time and 34% were employed part-time. Only 3.8% were unemployed. This is lower than the 5.5% unemployment rate for Greater Melbourne.

An analysis of the jobs held by the resident population in Highett in 2011 shows the three most popular occupations were:

- Professionals (343 people or 27.6%)
- Clerical & Administrative Workers (194 people or 15.6%)
- Managers (172 people or 13.9%)

In combination, these three occupations accounted for 1,040 people in total or 60.5% of the employed resident population.

Technicians and Trades workers (11.7%), Sales Workers (10%), and Community and Personal Service Workers (10.3%) were also popular.

The number of employed people in Highett increased by 144 between 2006 and 2011. The largest change in the occupations of residents between 2006 and 2011 in Highett was for those employed as Professionals (+73 persons) (see Figure 10 opposite). This could reflect a trend towards professionals and managers preferring to live in Highett because of its proximity to public transport, the CBD and other key employment locations.

4.2 Where do people work

People in the southern part of Bayside (south of South Road) tend to work within the southern part of Bayside (21.7%), the northern part of Kingston, including Braeside, Clayton South, Clarinda, Moorabbin, Heatherton, Cheltenham, Mentone and Mordialloc (12.1%), Melbourne CBD (10.3%) and the remainder of Melbourne, including East and West Melbourne, Parkville, North Melbourne, Kensington, Southland and Docklands (10.1%) (see Figure 11). This suggests the skills of local residents are well matched to the requirements of local jobs.

4.3 Retail and commercial characteristics

The Highett retail centre possesses a relatively extensive catchment as it is one of the few centres in Bayside with a full line supermarket (along with Bay Street, Brighton). In the long run this anchor is expected to help the centre attract a growing variety of specialty shops, although opportunities will be limited given its proximity to the Southland Shopping Centre (*Bayside Retail, Commercial and Employment Strategy Background Issues and Opportunities Paper, November 2015*).

Nevertheless, the *Bayside Retail, Commercial and Employment Strategy 2015* projects that Highett's (Bayside and Kingston) total retail floorspace will expand from 5,900m² in 2015 to 20,800m² by 2031 which represents a total floorspace increase of 14,900m². Highett's total commercial floorspace is projected to expand from 1,533m² in 2015 to 1,900m² which represents a total floorspace increase of 400m². Such increases in commercial and retail floorspace mean that Highett is projected to grow into a Large Neighbourhood Activity Centre by 2031¹⁰.

¹⁰ This acknowledges the fact that although only half of this Activity Centre's retail floorspace is in Bayside, the centre should still be classified in its entirety as economically, it functions as one Activity Centre.

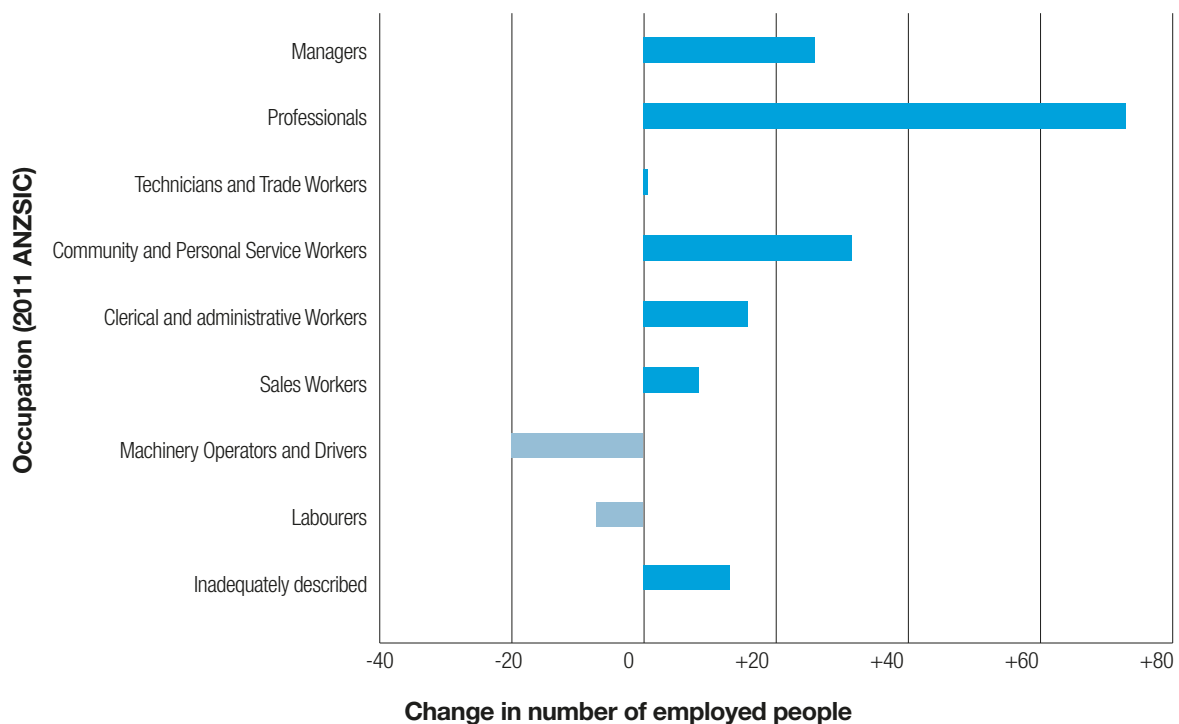


Figure 10 – Change in Occupation of Employment, 2006 to 2011

Source: ABS, Census of Population and Housing, 2006 and 2011 (Usual residence data).
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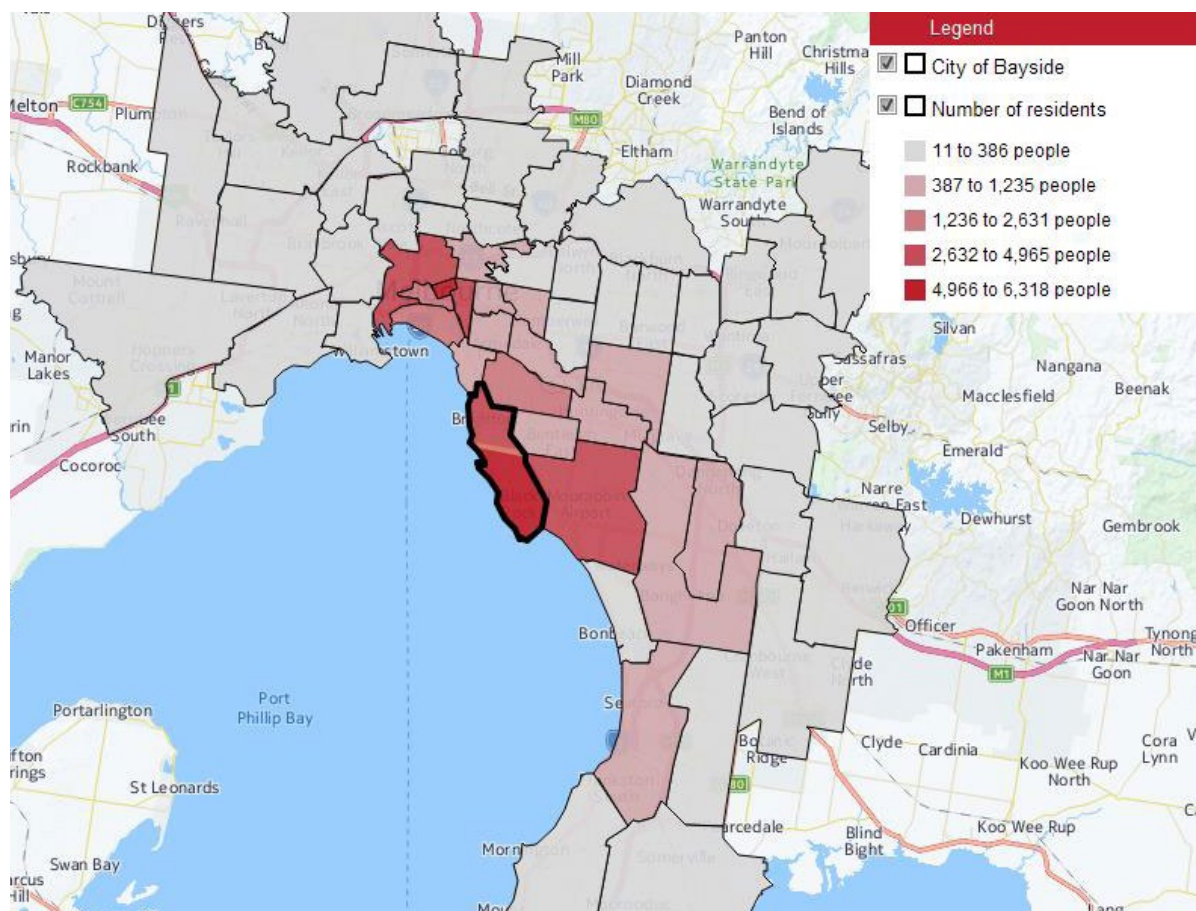


Figure 11 – Employment Locations of Residents by Statistical Local Area (SLA), 2011

Source: Australian Bureau of Statistics, Census of Population and Housing 2011. Compiled and presented in profile.id by id.

Large Neighbourhood Activity Centres in this context are an economic classification that refer to centres that are larger than 10,000sqm but without a Discount Department Store or Department Store anchor. Four centres in Bayside currently meet this definition, Bay Street, Brighton; Church Street, Brighton; Hampton Street, Hampton; and Sandringham Village. They are currently referred to as Major Activity Centres in the Bayside Planning Scheme which is a planning term that takes into account more than the economic characteristics of the centre, including future potential housing growth. Whilst it is not proposed to change the planning classification of the Highett Activity Centre at this stage, this should be reviewed in the next review of the Highett Structure Plan.

The current Structure Plan will need to be updated to reflect the findings of the *Bayside Retail, Commercial and Employment Strategy 2015* and will need to recommend locations where this additional retail and commercial floorspace could be located. Highett Road, west of Middleton Street (south side) and west of Train Street (north side), was suggested as a potential location for future retail/commercial developments by the Highett Structure Plan. This should be investigated, as should the CSIRO site. The Structure Plan will also need to be updated to recognise the completion of the supermarket complex, the mixed use development at Graham Road/ Highett Road intersection and the approval/development of the apartment complex with ground floor restaurant/ shop on Highett Road.

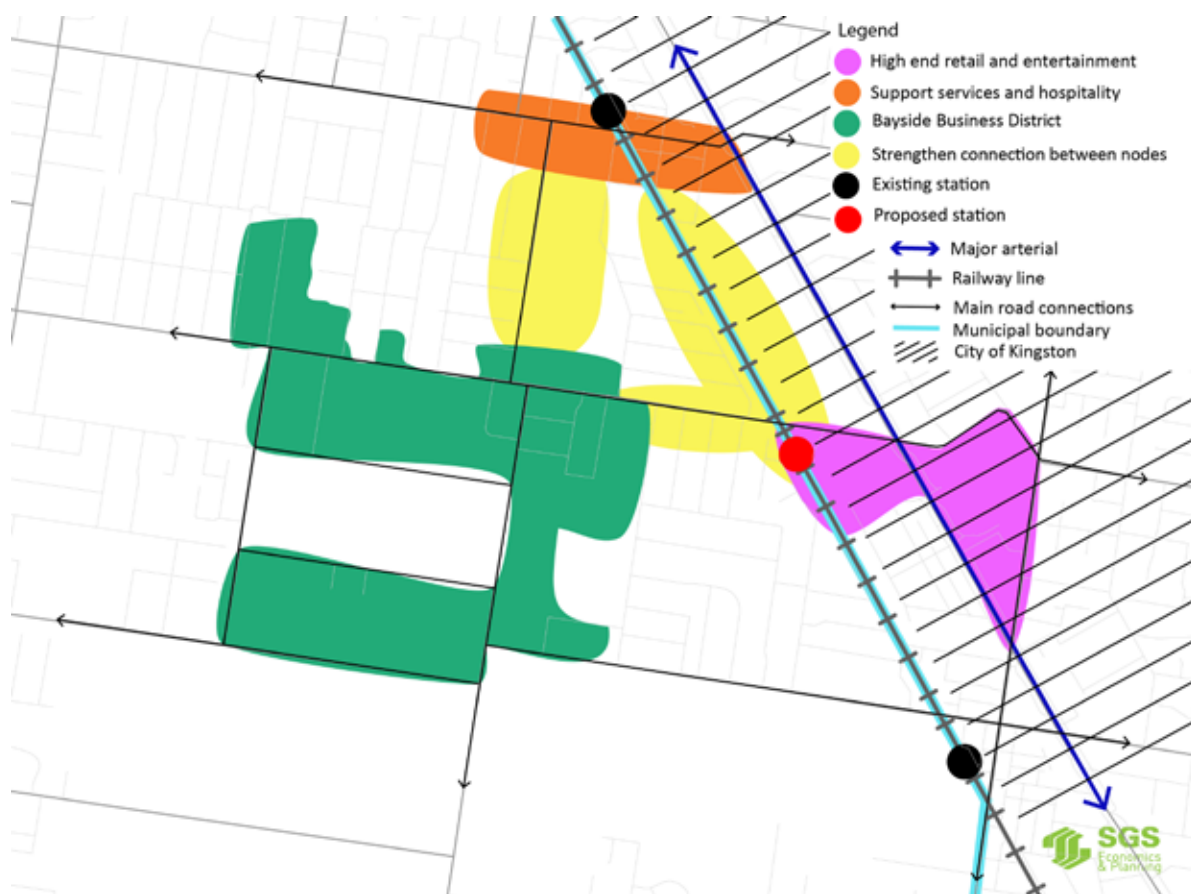


Figure 12 – Proposed Bayside Economic Triangle

The majority of the Bayside Business District (BBD) is located directly south of the study area. Whilst it is largely outside of the study area, it is an important employment precinct in Bayside. The vision for this area is for it to become an innovation precinct which is nationally competitive and provides employment opportunities for advanced business services of the highest calibre. To attract innovative advanced business services to the BBD, an economic triangle between Highett Activity Centre, Southland Activity Centre and the BBD is proposed (refer Figure 12). This triangle would allow the BBD to benefit from convenient access to public transport and other services with the centres working together as inner-connected nodes rather than competing for similar land use and development.

For the Study Area, this means strengthening the connection between the BBD and the Highett retail core and the CSIRO site. One way this could be achieved is through increased development to increase 'eyes on the street' and improvements to the public realm and walking and cycling routes along Bay Road and from the BBD through the CSIRO to the Highett train station. It is recommended that the Structure Plan is updated to include reference the above. The BBD can also benefit from changes in the local labour market towards professional and managerial roles.

4.4 Previous consultation

In previous community consultation¹¹ people said they wanted to be able to work in the local area and not commute long distances to work. Linked to this was the idea of creating co-working spaces throughout the municipality where small businesses can share a work environment. This would provide small businesses/consultants places to work from at a low cost and build local networks.

People also wanted plenty of choices for food and entertainment in their local areas and to be able to buy the basics (fruit, meat and groceries) from their local centre. Highett residents were generally positive towards the development of the night time economy in Bayside.

Community feedback highlighted the need for Bayside City Council and Kingston City Council to work together to improve and plan for the future of the Highett Village Shopping Centre¹². There was some support for shop-top living as long as the look and feel of the 'village' was maintained, the local shopping experience was maintained, and adequate car parking for local residents was provided.

The attributes of the Highett Centre that businesses rated most highly¹³ were atmosphere/ambience, cleanliness and traffic flow. Lower ratings were awarded for the streetscape/street furniture, public convenience and vibrancy. Highett's key strengths were seen to be the proximity to the Highett train station and the mix of businesses (at the time). Key threats to Highett were seen to be competition from Southland and competition from other local centres that provide easier access and better parking opportunities.

Businesses identified key opportunities for Highett including:

- Improving vibrancy with active street frontages for new development;
- Using new developments as leverage to transform the appearance of the older buildings located at the western end of the precinct;
- Encouraging the co-location of complementary businesses within the new developments;
- Utilising land currently occupied by the Uniting Church to improve linkages and create a more continuous flow of developments with active frontages; and
- Working with the City of Kingston to develop and implement consistent landscaping and streetscaping treatments that provide a definitive and unifying image for the precinct.

Recommended changes to the Highett Structure Plan

- Update the 'Influences' section of the Highett Structure Plan to reflect the information in this chapter.
- Update the Structure Plan to reflect the findings of the *Bayside Retail, Commercial and Employment Strategy 2015* as well as recommending locations for additional retail and commercial floorspace.
- Update the Structure Plan to recognise the completion of the supermarket complex, the mixed use development at the Graham Road/Highett Road intersection and the approval/development of the two apartment complexes with ground floor retail along Highett Road.
- Include reference to strengthening the connection between the Highett Activity Centre, Southland Activity Centre and the Bayside Business District and detail how this will be achieved.

11 Draft Amendment C125, Amendment C140, *Bayside Community Plan 2025* consultation, Planning Permit objections (2005-2016), Bayside Business Monitor 2012, Bayside City Council: Research into the night-time economy (2014)

12 *Bayside Community Plan 2025*.

13 Bayside Business Monitor 2012.



5. Movement and Transport

The area covered by the Highett Structure Plan is reasonably well serviced in terms of access to public transport, with train and bus services departing from the Highett train station. While it is reasonably easy to move around the area, the Frankston train line, Nepean Highway and CSIRO site create physical barriers to east-west connectivity and Bay Road is a busy arterial road that does not encourage walking and cycling. There is also a lack of paved footpaths into the Lyle Anderson Reserve and along some streets (eg. Highett Grove).

The Highett Structure Plan includes some recommendations for overcoming the railway barrier and managing road congestion. However, it will need to be updated to address these in more detail and to provide recommendations on managing road congestion and on-street parking as a result of the opening of the Southland train station to the south of the Structure Plan boundary. An increased emphasis on encouraging more sustainable transport options (walking, cycling, and public transport) is also needed. These are addressed in more detail below.

5.1 How people get to work

In 2011, the majority of employed residents in Highett drove to work (59.3%), 15.8% caught the train and 3.6% walked or cycled to work (see Figure 13).

Whilst the majority of Highett residents travel to work by car, the number of people using the train and bicycle to commute to work has increased since 2006, as has the number of people who work from home (see Figure 13).

The opening of the Southland train station will improve access for Highett residents (in the southern part of the Highett Structure Plan Area) working in the city and along the Frankston train line. However, there is also a large proportion of workers who work within Bayside and the adjacent eastern suburbs. For these people, the private car is likely to remain the most efficient way to get to work, although this may change if bus frequency is increased.

5.2 Public Transport Access

5.2.1 Highett train station and bus routes

Highett is well serviced by public transport with a train line and two bus routes accessing Highett train station from different directions. Both bus routes run through the local area.

In Bayside, the major bus routes that go through the Highett Structure Plan Area are:

- Bus Route 708 – provides a services between Hampton and Carrum via Highett, Southland, Mentone, Parkdale, Mordialloc, Aspendale Gardens and Chelsea Heights. This route begins at Hampton Station, travelling along Ludstone Road, Bluff Road, Wickham Road, Worthing Road and Highett Road to Highett Station and then on to Chelsea Heights. Route 708 operates on a 30 minute frequency during weekdays and reduces to a 60 minute frequency at weekend. Bus stops are located along Wickham, Worthing and Highett Roads.

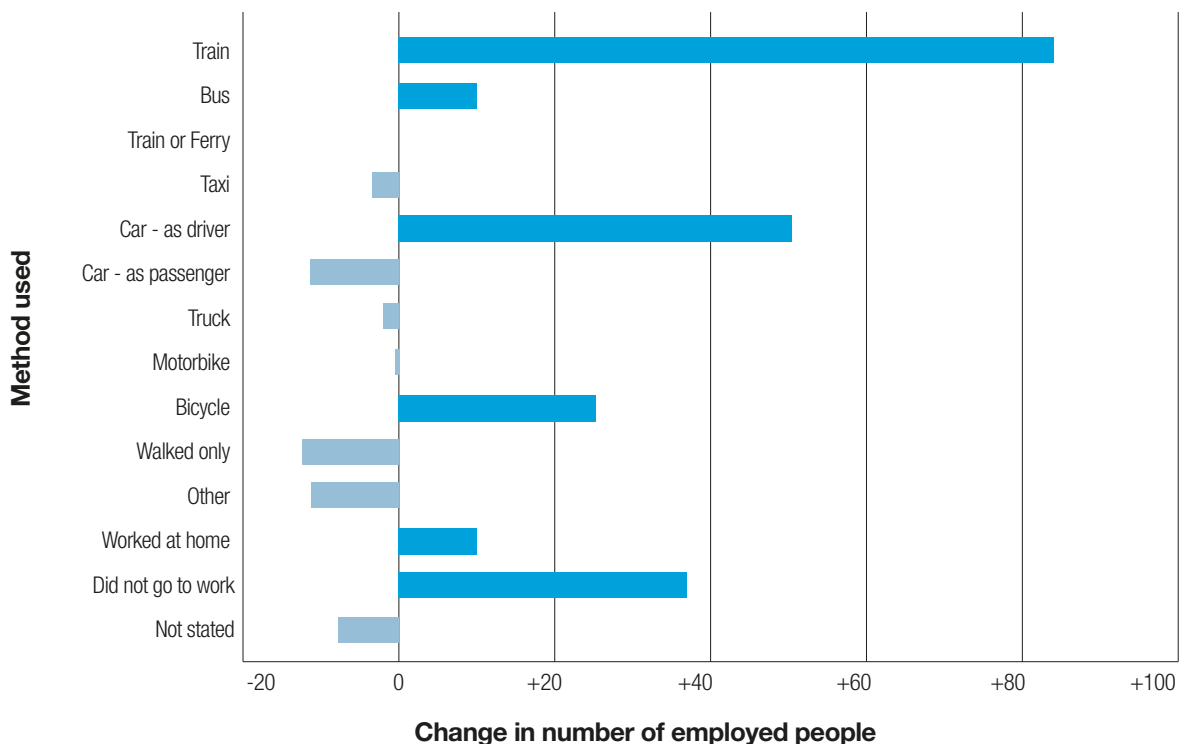


Figure 13 – Change in Method of Travel to Work, 2006 – 2011

Source: ABS, *Census of Population and Housing, 2006 and 2011* (Enumerated data).
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- Bus Route 822 – provides a service between Sandringham and Chadstone Shopping Centre, via Southland and Murrumbeena. This route travels along Bay Road, down Jack Road, along Park Road and Nepean Highway to Southland. This runs at 30 minute intervals during the week, 40 minute intervals on Saturday and 60 minute intervals on Sunday.
- Bus Route 828 – provides a service between Hampton Station and Berwick via Southland Shopping Centre and Dandenong. This route passes through Highett, travels down Graham Road, onto Bay Road and into Southland Shopping Centre. This runs at 20 minute intervals during the week and 60 minute intervals on the weekend. Bus stops are located along Highett, Graham and Bay Roads.

The closest bus stop to the new Southland train station is located on Bay Road approximately 415 metres away from the proposed station access. Bus route 828 is the only route that services this bus stop.

Figure 14 (overleaf) shows the coverage of public transport in the local area.

For buses to be seen as a viable alternative to the private cars, they need to be accessible, run frequently and be reliable (every 10 minutes during peak hours, every 20 minutes during inter-peak and off-peak periods). The two bus routes that go through the Highett Structure Plan Area do not meet these frequencies and are therefore unlikely to be seen as an alternative to the private car.

It is recommended that the Highett Structure Plan includes an action to advocate to the State Government for improved bus frequencies, in line with the Bayside *Public Transport Advocacy Statement 2016*.



Figure 14 – Bus Routes in the Highett Structure Plan Area

Source: PTV, https://static.ptv.vic.gov.au/siteassets/Maps/Localities/PDFs/3_Bayside_LAM.pdf

5.2.2 Level crossing removals

The State Government is undertaking the removal of 50 level crossings across Melbourne. Council is advocating for Highett Road, Highett to be included for removal. Highett has experienced significant commercial and residential growth, resulting in increased congestion on Highett Road which is further exacerbated by the existing level crossing. Future residential and commercial growth within the centre will further add to the current level of congestion. It is recommended that the Highett Structure Plan includes an action to advocate to the State Government for the level crossing removal at Highett Road, Highett, in line with the *Bayside Public Transport Advocacy Statement 2016*.

5.2.3 Southland train station

The new Southland train station is currently under construction, with completion anticipated for the end of 2017. Residents living within the south eastern part of the Highett Structure Plan Area will be walking distance from the station.

However, the design of the station is not ideal for pedestrians, with the main station entry located adjacent to the Southland Shopping Centre car park. This means train passengers will need to navigate their way through Southland's private car park when accessing the new station. This presents a major safety concern for passengers and provides poor pedestrian access to Bay Road and the Nepean Highway. In addition, Bay Road, a busy arterial road, has limited crossing opportunities, being limited to a pedestrian crossing near the Bay and Jack Road intersection and at the entrance to the Southland Car Park on Bay Road.

The Highett Structure Plan includes a section on a 'Possible Future Station – Southland'. It is recommended that this section is updated to reflect the above information.

5.3 Bicycle routes

There are a number of bicycle routes that pass through or near the Highett Structure Plan boundary, all of them on road routes (see Figure 15 overleaf).

- Wickham Road, Worthing Road, Highett Road and Middleton Street are part of the Principal Bicycle Network (PBN)¹⁴. Wickham and Highett Roads have 60km/h speed limits and Worthing Road and Middleton Street have 50km/h speed limits. None of these streets have a dedicated cycle lane. Highett Road, Worthing Road and Middleton Street are narrow streets that carry relatively high amounts of traffic.
- Bay Road is part of the Principal Bicycle Network and is also designated a Bicycle Priority Route (BPR)¹⁵. It is a key transport link between the new Southland train station and the Bayside Business District. However, it is a major arterial road with heavy traffic during peak periods and a 60km/h speed limit. There is currently no dedicated bike lane along Bay Road, although as part of the Principal Bicycle Network an on-road bicycle lane is proposed.
- Highett Road is part of the Municipal Bicycle Network (MBN)¹⁶, the speed limit along this road is currently 60km/h. The section of Highett Road between Donald Avenue and Nepean Highway to the east, will soon be 40km/h. There is no dedicated cycle lane.

In relation to bicycle infrastructure within the Structure Plan Area, the *Bayside Bicycle Strategy 2013* recommends upgrading existing bicycle facilities to provide greater physical and visual separation to attract new riders and advocating to VicRoads for increased bicycle infrastructure on Nepean Highway (BPR) and Bay Road (BPR).

It also recommends that opportunities to improve bicycle connectivity between Highett train station and the CSIRO site and between Highett train station and the Bayside Business District should be investigated. The development of off-road shared walking and cycling paths is also recommended to link the redeveloped CSIRO site to

key destinations including Sir William Fry Reserve, Lyle Anderson Reserve, Highett Activity Centre, Bayside Business District, and Southland Shopping Centre and Southland train station.

To achieve this, a network of shared paths should be provided through the CSIRO site. In 2015, O'Brien Traffic undertook a *Traffic Impact Assessment for the CSIRO site*. In this they recommended that these shared paths should be as direct as possible (avoiding circuitous routing) and provide a convenient link to the Reserve Road cycle lanes (via 329 Bay Road). To provide linkages to Lyle Anderson Reserve, Sir William Fry Reserve and Southland Shopping Centre, this path should run adjacent to Graham Road, along the frontage of the CSIRO site. The shared path network should also link to Middleton Street regardless of whether a vehicular access is provided at this location.

It is recommended that the Highett Structure Plan reflects the recommendations of the *Bayside Bicycle Strategy* and the *Traffic Impact Assessment for the CSIRO site* and investigates ways these can be achieved, particularly how Bay Road can be made more cycle friendly.

¹⁴ The Principal Bicycle Network (PBN) is a network of existing and proposed cycle routes identified by VicRoads to help people ride to major destinations around metropolitan Melbourne.

¹⁵ Bicycle Priority Routes (BPR) are mainly priority sections of the PBN. They identify routes that should be elevated to a higher order of priority, mainly on the basis of potential for separation from motorised traffic. BPRs are identified on VicRoad's SmartRoads Road Use Hierarchy maps.

¹⁶ The Municipal Bicycle Network (MBN) is a network of existing and proposed bicycle routes that provide links between the PBN to provide access to a range of local destinations such as activity centres, schools and community centres and are generally for shorter trips. Council is responsible for the development and management of the MBN which tends to be on the local road network and through local parks and reserves

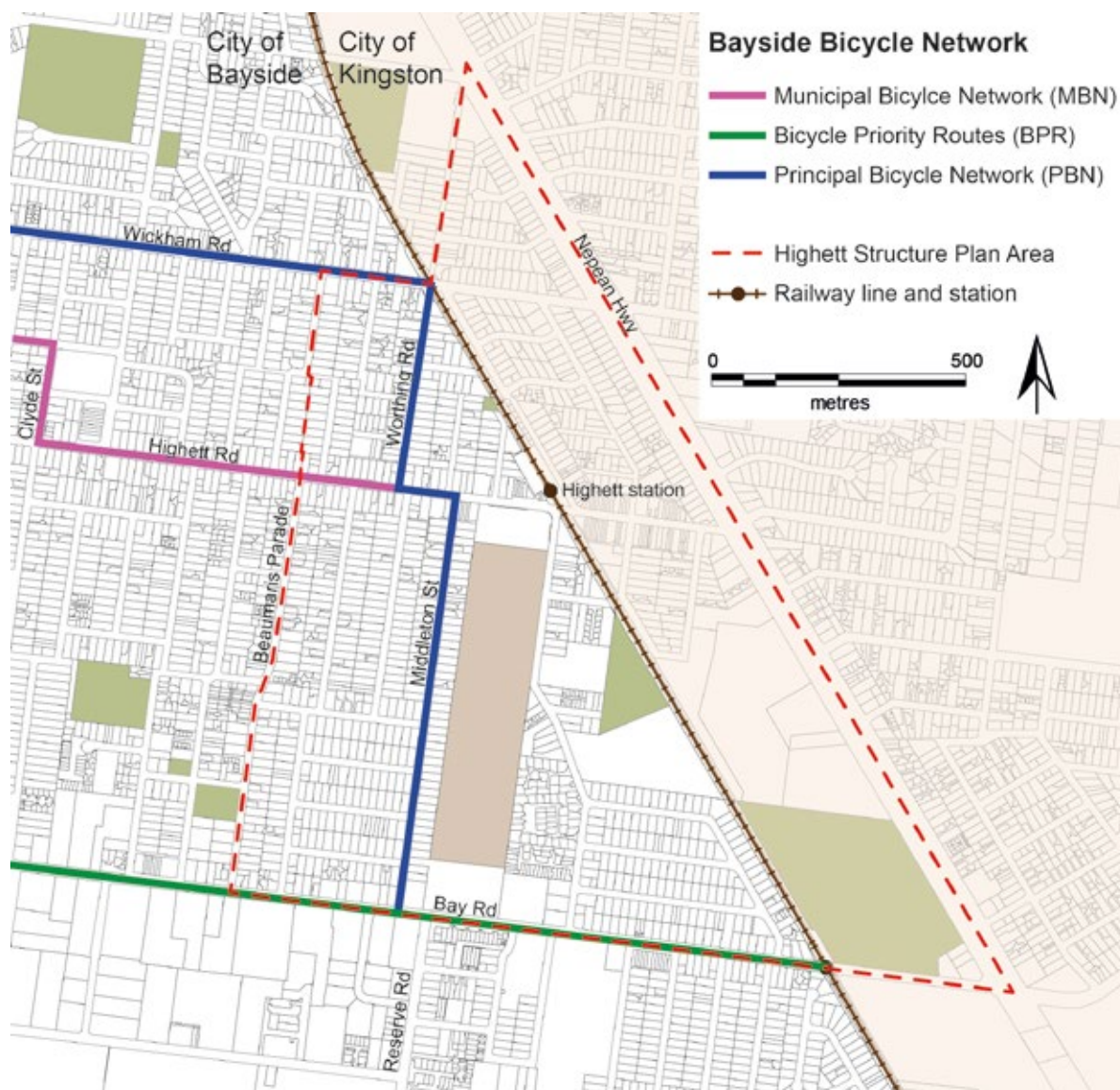


Figure 15 - Cycle Routes in the Highett Structure Plan Area

Source: Bayside Bicycle Strategy, 2013

5.4 Pedestrian network

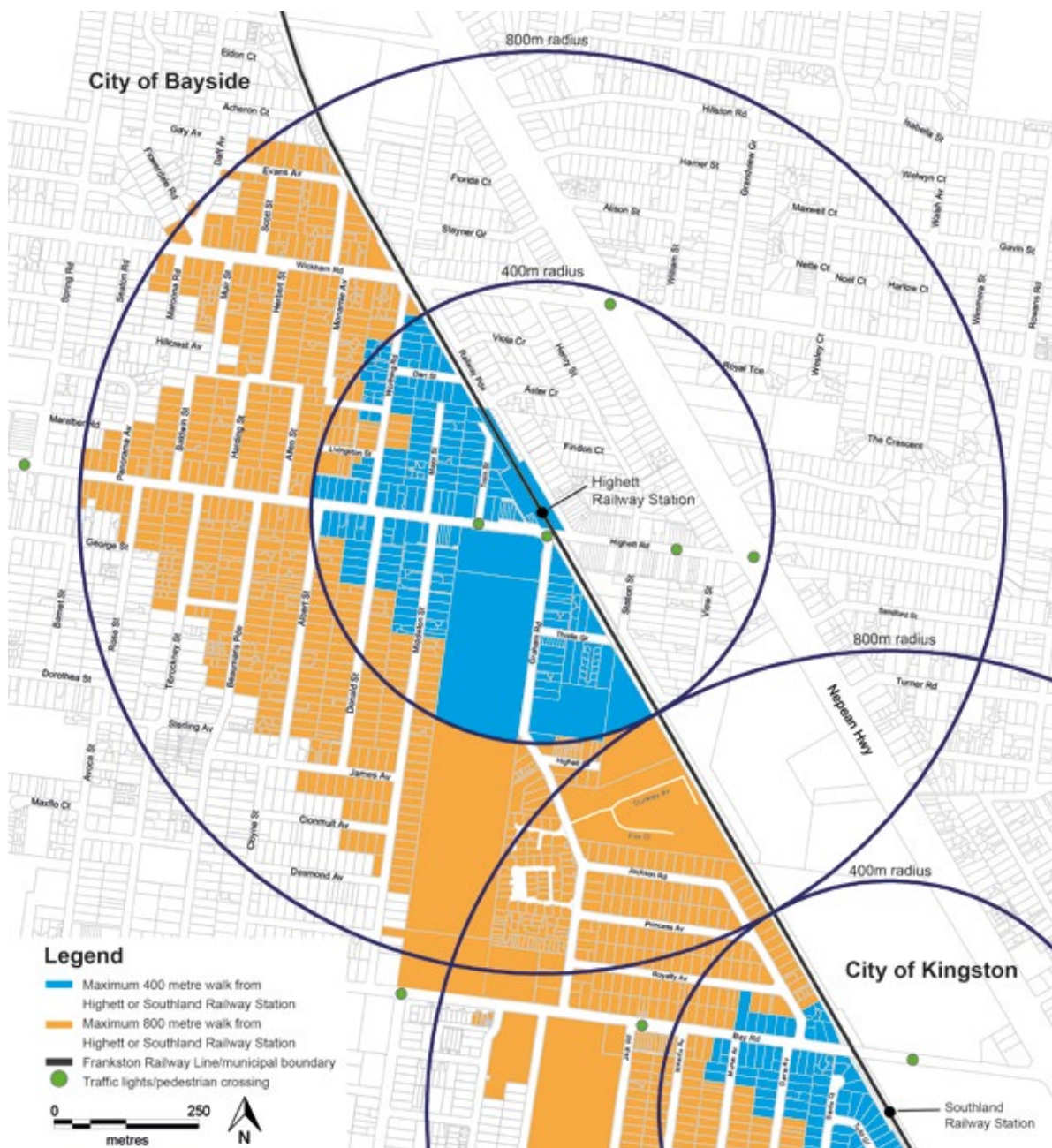
Walking is an important mode of transport and has a significant part to play in the quality of life in Bayside. It provides an accessible, clean, healthy and enjoyable way to travel short distances and is a great way to enjoy urban and open spaces. Highett train station provides an opportunity for residents within the Highett Structure Plan Area to combine walking and public transport trips, as does the new Southland train station. However, pedestrian access and pedestrian crossings are quite limited on Bay Road and can be difficult when there is congestion and high traffic volumes during peak periods.

The Highett Structure Plan identified the need to improve access from the west of the train line (Bayside) to facilities such as Sir William Fry Reserve, Southland shopping centre and the Nepean Highway to the east. It recommended a pedestrian bridge over the train line to link Lyle Anderson Reserve and neighbourhoods further to the west with areas to the east of the train line. This recommendation should be retained and Council should continue to advocate to the State Government on this action. The Structure Plan also recommended continuing footpaths in Highett Road over (and across) side streets to improve pedestrian safety on Highett Road. This would involve forming a raised path at the entrance to the street without

a change in level enabling clear and uninterrupted pedestrian movement along both sides of Highbett Road. This recommendation should also be retained.

The ease of 'walkability' to Highbett train station and the new Southland train station has been mapped. Figure 16 shows those areas within 400 and 800 metres walking distance of Highbett train station.

This 'walkability map' illustrates the relatively high permeability of the street network in the Highbett Structure Plan Area, with the generally gridded street network facilitating access to the Highbett train station, although the CSIRO site is a barrier to east-west pedestrian movement. Properties located along Graham Road and between the Frankston train line to the south east are also within 400-800 metres of the future Southland train station currently under construction.



Walking audits were conducted as part of the *Bayside Walking Strategy 2015* to assess the current walking experience. The following results were found for Zone 3 which included the Highett Structure Plan Area:

- The area is generally well-maintained and clean, except in certain locations where overgrown vegetation obstructs some footpaths;
- Walking routes are not very attractive, being quite monotonous and having few points of interest, in particular in the industrial area along Bay Road; and
- There is little pedestrian activity and few people were observed at all during the audits.

As part of the development of the *Bayside Walking Strategy*, the community identified barriers to walking in Bayside. The intersection at Worthing Road and Wickham Road was identified as one of these barriers due to the lack of crossing facilities. Options to address this lack of crossing should be investigated.

Site visits as part of this structure plan review identified the following areas for improvement:

- The path along the train line connecting Dart Street and Train Street is uninviting and has little passive surveillance. It is recommended that any development of the lots fronting this path should include passive surveillance of this path to make it a more attractive pedestrian option.
- Pedestrian access to Lyle Anderson Reserve is limited by the lack of a footpath along Highett Grove and the lack of a footpath from Thistle Grove into the park. The Structure Plan recommends that a visual and pedestrian link be provided through 36 Graham Road when it is redeveloped to improve access to this park and open it up to the Highett Residential Neighbourhood. This recommendation should be retained and options to deliver a footpath from Thistle Grove into the park should also be investigated. A footpath along Highett Grove will be delivered by Council as part of its Footpath Connectivity Program.

Bay Road is another opportunity to improve walkability. It is an important transport link between the Bayside Business District and the Southland train station but it is dominated by traffic including bus traffic, trucks and cars resulting in poor pedestrian amenity.

As the Bayside Business District continues to change its character and move toward innovative advanced business services, employment density is likely to increase. Over time this will increase the need to enhance the pedestrian experience along Bay Road as employees move from the station to the Bayside Business District. If this does not occur, employees will choose to use the car, causing further congestion, pollution and traffic in the area.

It is recommended that actions to improve the pedestrian experience along Bay Road are investigated and included in the Highett Structure Plan.

5.5 Road network

5.5.1 Bay Road

Bay Road is an arterial road managed by VicRoads which extends from Sandringham Major Activity Centre at its western extremity to the Southland Shopping Centre in the east. It is also identified as a Principal Bike Network Route (proposed on-road bicycle lane) and Bus Priority Route by VicRoads in their SmartRoads Network Operating Plans¹⁷. The road provides access to a number of different land uses including commercial and high density residential. There will be pressure to manage conflicting priorities on this road.

One of the recommendations of the O'Brien's *Traffic Impact Assessment for the CSIRO Site (2015)* was signalisation of the Bay Road and Graham Road intersection. This is discussed in more detail in the 'Graham Road' section below.

The Highett Structure Plan discusses creating a possible access point from 329 Bay Road to the CSIRO site. The structure plan identified that this would increase the development potential of the southern part of the site and assist in overcoming capacity constraints on abutting residential streets. However, it recognised that care would need to be taken to avoid the creation of a direct route that would be utilised by through traffic moving between Bay Road and Highett Road.

The creation of this access point was not translated into local planning policy as part of Amendment C46 as Council was concerned that the road may impact the area of vegetation significance in the southern part of the CSIRO site. However, the Planning Panel that considered Amendment C46 commented that the future planning of the CSIRO site should be integrated with the planning of 329 Bay Road, Cheltenham. Traffic analysis work undertaken by GTA Consultants for Urbis on behalf of the CSIRO in 2011 recommended that the option to create a link to Bay Road through 329 Bay Road should be investigated to reduce the potential amenity impacts on Graham Road created by additional traffic.

¹⁷ SmartRoads Network Operating Plans show which transport modes have priority on the road at different times of the day. The SmartRoads approach helps to manage the competing transport interests for limited road space.

A report commissioned by Council, *CSIRO Site – Review of Potential Planning Provisions*, 2012 by Civic Ways Pty Ltd recommended that the planning controls for the CSIRO site include reference to investigating the need and impacts of a potential road connection to Bay Road from the CSIRO site through the adjoining site to the south. Such a link would need to consider the best connection point to Bay Road, the impact on remnant vegetation in the south of the CSIRO site and the broader road connections in the area.

The preferred planning controls adopted by Council do not specifically mention this link, but rather include more general requirements that a Traffic Assessment Report must address.

It is recommended that the Highett Structure Plan retain the section 'CSIRO – Access Parking and Circulation' but that it is updated to reflect the adopted Council position on the CSIRO site, including removing the reference to a potential vehicular access point from 329 Bay Road. Instead, it is recommended that reference to a pedestrian/cycle link to the CSIRO site from 329 Bay Road is included. This would limit the impact on the Highett Grassy Woodlands whilst still ensuring pedestrian and cycling access into the CSIRO site from Bay Road. There is a current planning permit application for 329 Bay Road that includes a proposed pedestrian/cycle link to the CSIRO site but not a road link.

5.5.2 Highett Road

Highett Road is a collector road with a speed limit of 60 km/h, although the section of Highett Road between Donald Avenue and Nepean Highway to the east, will soon be 40km/h. It runs in an east west direction from Sandringham/Hampton in the west to Nepean Highway to the east. Highett Road is also identified as a Bus Priority Route by VicRoads in their SmartRoads Network Operating Plans. The level crossing on Highett Road can result in traffic congestion. While there are some opportunities to cross Highett Road particularly in the commercial core, these become limited towards the west of the centre.

5.5.3 Graham Road

Graham Road is a local road with a speed limit of 50 km/h which runs in a north south direction between Highett Road in the north to Bay Road in the south. Like Highett Road, Graham Road is identified as a Bus Priority Route by VicRoads in their SmartRoads Network Operating Plans. 'No stopping' restrictions are provided along most of its length. In locations where vehicles are allowed to park, there is only sufficient width for one car to pass.

The Highett Structure Plan includes a recommendation to consider the realignment of Graham Road along the east boundary of the CSIRO site when that land becomes available for redevelopment. However, Council in 2005 and 2011 resolved to not support an extension of Graham Road to Bay Road, due to the potential impact that a roadway may have on significant indigenous vegetation at the south of the site.

In 2015, O'Brien Traffic undertook a *Traffic Impact Assessment for the CSIRO site*. This assessment concluded that:

- Graham Road is operating as a collector road and should be designated as such. This redesignation can be carried out following approval from Council.
- The development of the CSIRO site would likely result in the intersection of Graham Road and Bay Road exceeding its operational capacity. Signalisation of this intersection would be required and should occur before the CSIRO development is occupied.
- Site access to the CSIRO site may require turn lanes from Graham Road. These turn lanes would be unlikely to be accommodated within the existing road reserve and would need to be set aside from within the subject site.
- The existing on-street parking north of Thistle Grove along the Graham Road frontage of the site should be inset/indented into the nature strip to reduce delays. This may require a widening of the road reserve in this area.

It is recommended that the 'Graham Road' section of the Highett Structure Plan is updated to reflect the recommendations of the O'Brien *Traffic Impact Assessment for the CSIRO Site*. The section about the possible realignment of Graham Road in the Structure Plan should be retained. This option can then be investigated as part of the redevelopment of the CSIRO site.

5.5.4 Middleton Street

Middleton Street is a collector road with a speed limit of 50 km/h and runs in a north south direction between Highett Road in the north to Bay Road in the south. It has raised speed tables with parking permitted on both sides of the street. This limits continuous two-way traffic in locations where there is parking on both sides, and combined with traffic calming makes Middleton Street a less attractive north-south route than Graham Road (O'Brien Traffic, 2015).

Middleton Street connects Bay Road to Highett Road, with unsignalised intersections at each end. There is the potential to provide vehicular access from the Middleton Street into the CSIRO site. However, there is a crash blackspot at the intersection of Bay Road and Middleton Street with 10 crashes occurring between 1 January 2009

to 31 December 2013¹⁸. All 10 crashes involved right turning vehicles. Due to the existing road safety issues associated with the intersection of Bay Road and Middleton Street, a treatment such as a left-in/left-out operation should be implemented. It is recommended that this is included as an action in the Highett Structure Plan.

The *Traffic Impact Assessment for the CSIRO site (O'Brien Traffic, 2015)*, recommends a network of shared pedestrian/cycling trails be provided through the CSIRO site and link to Middleton Street. This is discussed in more detail in section 5.3 above.

5.5.5 Worthing Road

Worthing Road is a collector road with a speed limit of 50 km/h and runs in a north south direction between Highett Road in the south and Wickham Road in the north. There is a rail level crossing at the intersection of Worthing Road and Wickham Road. It is not identified as one of the level crossings to be removed by the Level Crossing Removal Authority.

5.6 Car parking

Car parking is one of the biggest issues for the community in Bayside along with concern about building heights.

In Highett, car ownership is high with 88.6% of households owning at least one car, this compares to 84.8% for greater Melbourne.

There are a number of options available to Council to manage car parking. These include improving sustainable transport options, introducing parking permits, time restrictions and/or introducing a parking overlay. Further work needs to be undertaken to determine the most appropriate solution for Highett Structure Plan Area.

The opening of the Southland train station is also likely to result in increased demand for parking in the residential streets surrounding the station. Currently, the residential areas to the north of Bay Road have no parking restrictions. Given their proximity to the new Southland train station, parking may become an issue, particularly given Westfield Ltd has advised that they are intending to introduce parking restrictions at the shopping centre car park adjacent to the station once the station is opened.

Council will work with the community in 2017 to address the issue of commuter parking. It is likely that parking restrictions will be introduced on both sides of certain streets that are within 400 metres of the new station. Eligible residents would be able to obtain parking permits to override the restrictions.

5.7 Previous consultation

In previous community consultation¹⁹ safer and more convenient infrastructure for cyclists and pedestrians and less congestion and safer residential streets were identified as important as was more convenient public transport, improved traffic management and more traffic lights. Car parking was also an important issue, especially commuters parking in residential streets and the increasing number of multi-car families.

There was concern that increased development had increased traffic and congestion and that the narrow local streets were not designed to handle the increase in traffic, especially dead end streets. There was concern that emergency vehicles would have difficulty accessing narrow congested streets. Existing roads were identified where congestion was considered to already be an issue (see Figure 17 overleaf), including:

- Congestion has worsened in the area around Highett Road, Major Street, Train Street, Worthing Road, Middleton Street and Graham Road. This has been exacerbated by new development, the Highett Road level crossing and poorly sequenced traffic lights in the precinct. Turning right is also difficult at these locations;
- Congestion within the above area also compromises pedestrian and cyclist safety;
- Graham Road and Middleton Street are used as a 'rat-run' between Highett and Bay Roads;
- Turning right to and from Bay Road onto Middleton Street and Graham Road is difficult without a signalised intersection;
- The intersection of Livingston Street and Worthing Road is congested given that many people use the Highett Community Centre and other community facilities located on Livingston Street;
- Beaumaris Parade and Albert Street experience high levels of traffic; and
- Congestion has worsened at the intersection of Worthing and Wickham Roads, due to the level crossing. This intersection consists of a roundabout which is bisected by the Frankston train line.

There was concern that this congestion deters some people from shopping at Highett Village as it takes too much time to park in the area.

In addition, there was concern that increasing development would increase the number of crossovers, further reducing on-street parking. The cumulative effect of new development on the availability of on street parking was also raised as a concern, particularly as there were perceptions that new development did not provide enough resident car parking. It was felt that new

¹⁸ *Traffic Impact Assessment for the CSIRO site*, O'Brien Traffic, 2015.

¹⁹ Amendment C125, C140, *Bayside Community Plan 2025*, Planning Permit objections.

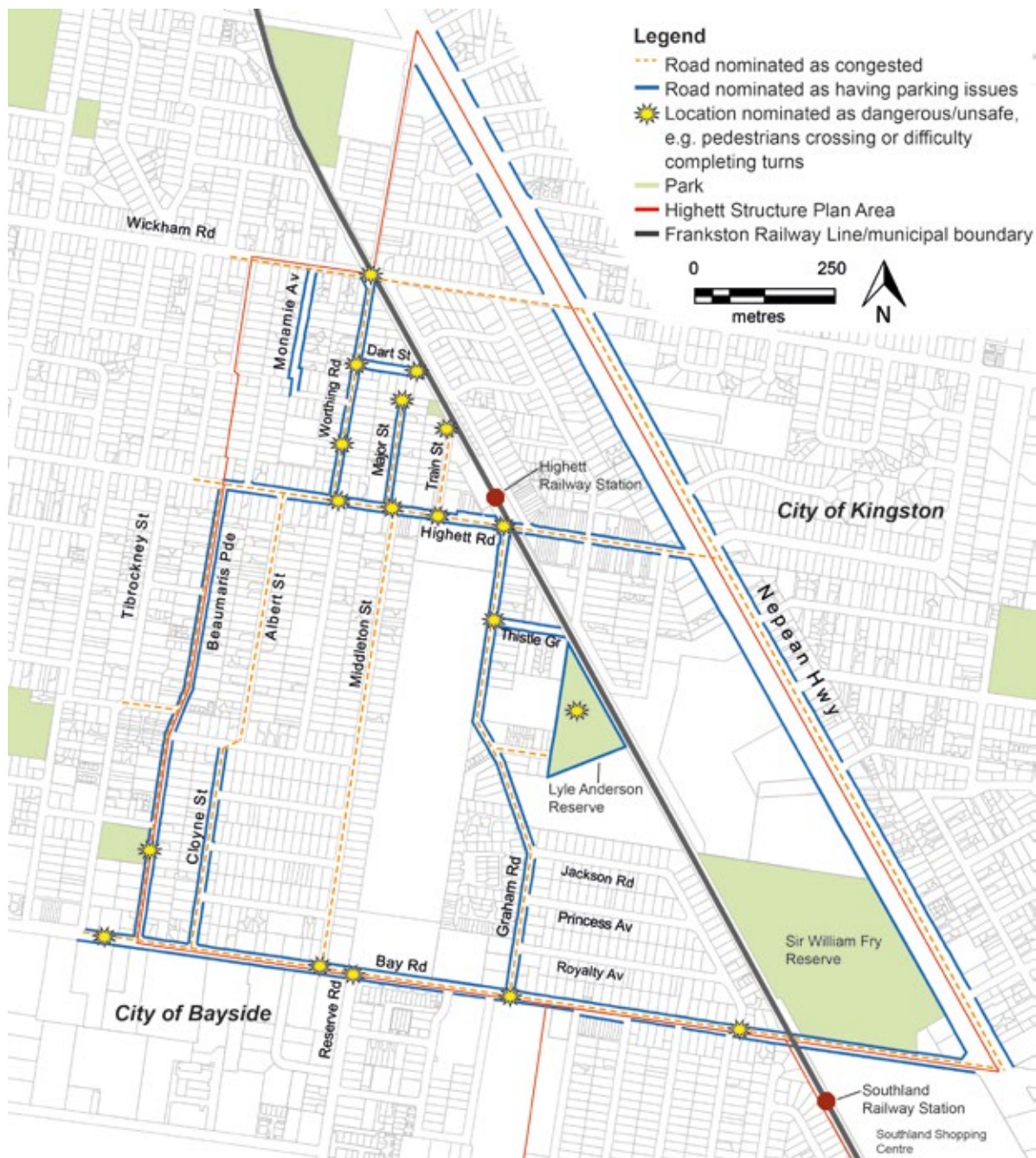


Figure 17 – Traffic and Parking Issues Raised Through Previous Community Consultation

development should provide sufficient car parking for residents, with residents in new developments not being allowed to obtain parking permits from Council.

Resident safety (particularly young children and elderly people) was identified as a concern as local streets are often an extension of front yards. There was a concern that with increased development and traffic, they would become less safe for play, as well as for pedestrians and cyclists.

Concern was also expressed regarding the impact development on the CSIRO site would have on traffic volumes throughout the Structure Plan Area.

A lack of footpaths in some streets and throughout Lyle Anderson Reserve were identified as hazardous and barriers to walking. Similarly, the community felt that Highett needed more cycle lanes to encourage cycling.

Recommended changes to the Highett Structure Plan

- Update the 'Influences' section of the Highett Structure Plan to reflect the information in this chapter.
- Include an action for the Council to advocate to the State Government of improved bus frequencies on bus routes 708, 822 and 828.
- Include an action to advocate to the State Government for the level crossing removal at Highett Road, Highett
- Update the 'Possible Future Station – Southland' section of the Highett Structure Plan to reflect information in this chapter.
- Include the recommendations of the *Bayside Bicycle Strategy* and *The Traffic Impact Assessment for the CSIRO site* relating to Bicycle infrastructure within the Highett Structure Plan Area.
- Investigate options for a pedestrian crossing at Worthing Road/Wickham Road intersection.
- Include an action that development of the lots fronting the path along the train line connecting Dart and Train Street is to include passive surveillance of this path to make it a more attractive pedestrian option.
- Consider options to deliver a footpath from Thistle Grove to Lyle Anderson Reserve to improve access to and from the park.
- Investigate actions to improve the pedestrian experience along Bay Road and include in the Highett Structure Plan.
- Update the 'CSIRO - Access and Parking' section of the Structure Plan to reflect the Councils adopted position on the CSIRO site. including removing reference to a potential vehicular access point from 329 Bay Road, replacing it with a pedestrian/cycle link.
- Update the 'Graham Road' section of the Highett Structure Plan to reflect the recommendations in this chapter. Leave in reference about possible realignment of Graham Road. This option can be investigated as part of the redevelopment of the CSIRO site.
- Include an action for a left-in/left-out operation to be implemented at Middleton Street and Bay Road to address existing road safety issues.

Further work

- A road network study to investigate:
 - The impact of increased development in the Highett Structure Plan Area on traffic movement and parking and options to mitigate these impacts
 - Ways to increase sustainable transport use in the Structure Plan Area.



6. Social and Physical Infrastructure

6.1 Social infrastructure

The Highett Structure Plan Area is relatively well located with respect to access to community services and facilities.

The key facilities and services within close proximity to the Structure Plan Area are outlined in Figure 18 over the page. They include facilities both within the Bayside municipal boundary and those in neighbouring local councils. The facilities that have been mapped are:

- Libraries;
- Child care centres;
- Kindergartens;
- Schools – primary and secondary;
- Higher Education;
- Youth Facilities;
- Maternal Child and Health Services; and
- Community spaces.

There is an existing library in the Highett activity centre. However, it is located in Kingston City Council. Library infrastructure in Bayside is currently under review. In July 2016, Council resolved to build a new library in the Highett/Hampton East area within close proximity to the train station, subject to budget considerations.

The Highett Structure Plan includes a section on the Highett Community Hub – Livingston Street which recommends improving linkages from the main street to this important community hub. This section should be retained. Residents south of Highett Road have indicated that it is often difficult to cross Highett Road to get to the Highett Community Hub. Ways to improve walking and cycling access should be investigated.

There is increasing pressure on car parking surrounding the community hub, with anecdotal evidence suggesting new mothers are finding it difficult to park when visiting the Maternal Child Health nurses. This needs to be

investigated further as part of the update of the Structure Plan.

With an increase in population, community services and facilities may come under pressure. Further work is required to understand the social infrastructure requirements of the additional population anticipated in the Highett Structure Plan Area.

6.2 Physical infrastructure

6.2.1 Electricity

United Energy have advised that the Highett Structure Plan Area is supplied with electricity from three United Energy (UE) zone substations – Heatherton, Sandringham and Cheltenham. Electricity is fed through a combination of overhead and underground cables, supplying power to the supply areas from each of these zone substations. The supply points capability correspond to Cheltenham (CM -11kV), Heatherton (HT – 22 kV) and Sandringham (SR – 11kV). United Energy are proposing to create a new feeder to supply the CSIRO development which will support the bulk of the new dwellings. If access can be provided as part of the development, United Energy can reconfigure an underutilised feeder. Otherwise, it is likely that a new feeder will be needed.

6.2.2 Water supply

No difficulties are expected with provision of water to development in this area. Advice from South East Water has been sought. A response has not yet been received.

6.2.3 Drainage

No drainage issues have been identified by Council in the Structure Plan Area. For any new development, the developer must ensure that there is no worsening effect to the Council drainage network as a result of the development.

The Special Building Overlay covers part of the Highett Structure Plan Area. This Overlay applies to land that is likely to be affected by overland flows from the urban drainage system in a 1 in 100 year flood event. It does not prevent building or development but ensures that drainage and flooding issues are identified and addressed. This is most commonly achieved through raised floor levels in a new building or extension.

This has implications for development in areas with a mandatory height control, as building floor levels may need to be higher than in non-flood prone areas, meaning the actual useable space of the building is reduced. To counter this, a number of Schedules to the Design and Development Overlay in the Bayside Planning Scheme include a statement that 'the height of buildings within the Special Building Overlay is to be measured from the applicable flood level (to Australian Height Datum) for the site as advised by the relevant floodplain management authority'. This statement is not currently included in any of the DDO's that cover the Highett Structure Plan Area. It is recommended that the Highett Structure Plan is updated to include this statement.

The SBO does not currently cover the CSIRO site (it is not subject to planning controls as it is Commonwealth land). Once the CSIRO site is sold, it is anticipated that the planning for the site will address any potential flooding issues.

6.2.4 Gas

Multinet Gas is a natural gas distributor with a network servicing inner and outer eastern and south-eastern suburbs of Melbourne, the Yarra Ranges and South Gippsland. The network includes approximately 10,300 kilometres of pipelines, supplying approximately 693,000 domestic and business customers. The Highett Structure Plan Area falls within this region, and Multinet Gas have advised that no difficulties are expected with the provision of gas to development in this area.

6.2.5 National Broadband Network (NBN)

The NBN rollout for the Structure Plan Area is expected to be completed by June 2017.

6.3 Previous consultation

In previous community consultation²⁰ concern was expressed that existing social infrastructure could not cope with increased population. In particular there was concern that growth would place excessive demand on kindergartens, schools, medical services, community facilities, parking and public transport, many of which were considered already almost at capacity. There was concern that these issues would be exacerbated by the redevelopment of the CSIRO site. Increasing the provision of community facilities and activities for teenagers and the quality of disability services were identified as improvements to social infrastructure that Highett residents would like to see.

There was also concern that the existing physical infrastructure could not support additional development. Particular areas of concern for physical infrastructure were: roads, water and sewerage infrastructure, electricity (including overshadowing of solar panels), footpaths and the drainage network. It was considered that roads would need to be improved in light of increased apartment development in Highett. Concerns were raised regarding the quality of footpaths on Graham Road and the need to increase street lighting.

People wanted to know what plans were in place to upgrade services and facilities to provide for the new population and felt that these improvements/upgrades should be delivered before developments are finished, not after.

Recommended changes to the Highett Structure Plan

- Include statement that in areas covered by the SBO and a mandatory height control, the height of buildings is to be measured from the applicable flood level for the site as advised by the relevant floodplain management authority

Further work

- Undertake further work on the social infrastructure requirements of the additional population anticipated for the Highett Structure Plan Area to inform the review of the Structure Plan.

20 Draft Amendment C125, Amendment C140, *Bayside Community Plan 2025* consultation, Planning Permit objections (2005-2016).



7. Built Form

7.1 Existing dwelling types

Dwellings in the Highett Structure Plan Area are predominantly 1940s-1960s single storey detached dwellings, although there is an increasing number of unit, mixed use and townhouse developments particularly along Highett, Graham and Worthing Roads and Albert Street (Figure 19). The built form of the area will continue to change as an increasing number and type of dwelling types are required to meet the needs of existing and future residents.

7.2 Future built form

The Highett Structure Plan identifies locations within the Highett Structure Plan Area where increased density will be encouraged, and areas where incremental change is appropriate (Figure 20, page 42).

7.2.1 Preferred Medium Density Residential Areas

In these locations, the structure plan states that Council will support well designed apartment developments and building heights of up to 3 storeys, site consolidation is also encouraged to facilitate medium density development.

In implementing the structure plan, these locations were included in the Design and Development Overlay – Schedule 5 (DDO5) which encourages apartment style residential development of up to 3 storeys. Adequate front, side and rear setbacks are encouraged to enable landscaping to provide a garden setting for new developments.

It is considered that these planning controls are generally working. Medium density residential development with setbacks for landscaping are being built in these areas. However, along Highett Road, within the DDO5 area, a couple of VCAT decisions have allowed developments with limited or no front setbacks, with one allowing four storeys, higher than the 3 storeys anticipated by the Structure Plan.²¹

These approvals are a result of the discretionary nature of DDO5. Whilst height and setbacks differ from DDO5, the proposals all respond to the objectives of DDO5. To provide certainty to both developers and the community, it is recommended that consideration be given to making the height controls in DDO5 mandatory. This would be consistent with the approach taken in the Major Activity Centres in Bayside, where mandatory height controls are applied in the residential areas, with discretionary controls in the commercial areas.

The wording of DDO5 may also need to be reviewed in relation to front setbacks from Highett road. For sites directly abutting the commercial zoning, it may be appropriate for reduced front setbacks to help deliver active ground frontages to Highett Road.

A small section of land between the CSIRO site and Graham Road was included in the structure plan as a preferred medium density residential area, but has not been included in DDO5. This is considered appropriate for medium density development given its proximity to the Highett and Southland train stations and the area has in fact largely already been developed as townhouses. It is considered that this area should also be included in DDO5.

²¹ VCAT decisions: P1487/2015- 481-485 Highett Road, Highett, P406/2015 – 477-479 Highett Road and 1 Major Street Highett.

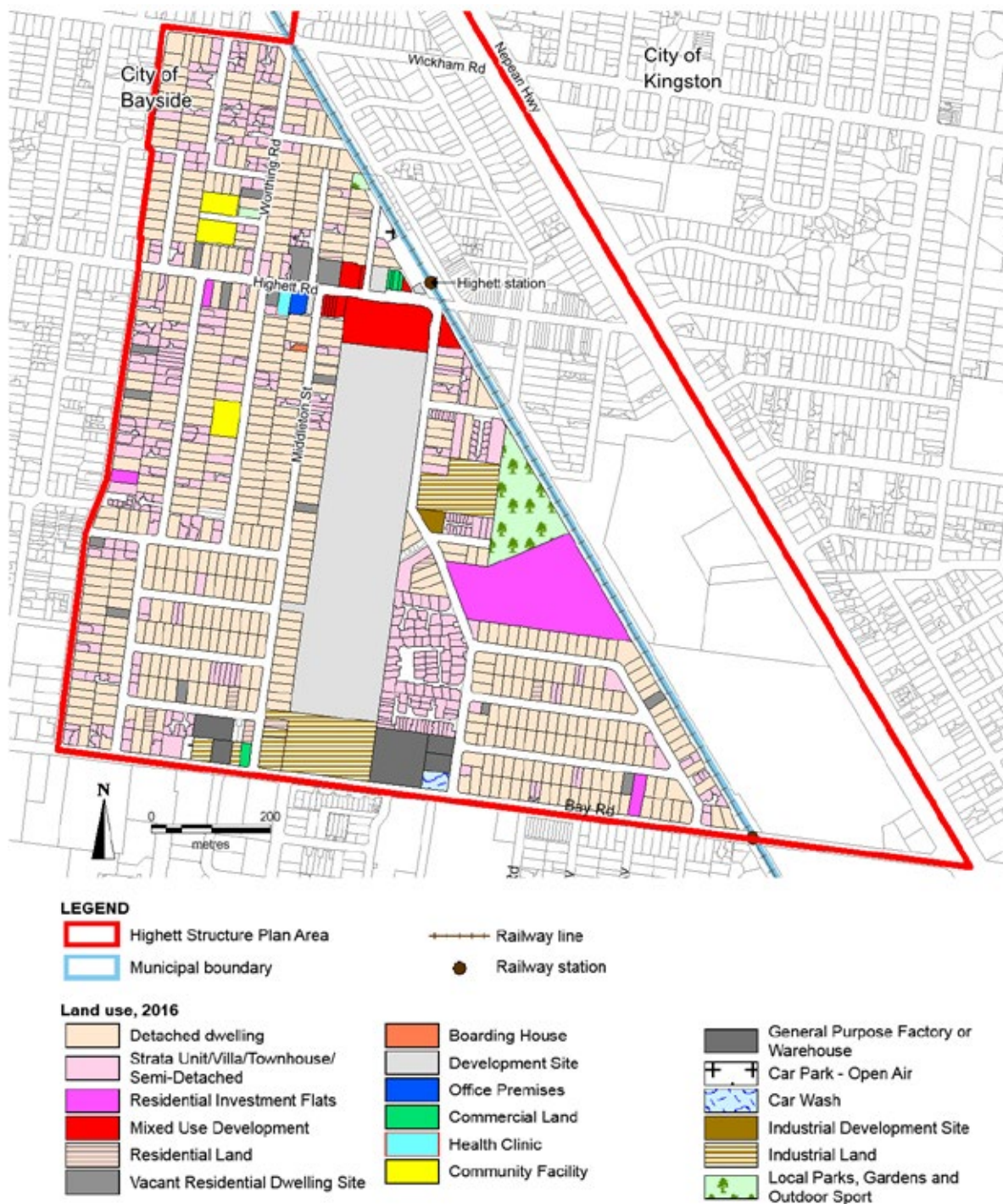


Figure 19 – Existing Dwelling Types in the Highett Structure Plan Area



Highett Structure Plan: Land Use Structure

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

Figure 20 – Proposed Built Form - Highett Structure Plan

The structure plan also suggests that for developments of more than 8 dwellings, communal open spaces should be provided. This was not translated into the planning scheme. DDO5 refers to Clause 55, however, this relates only to private open space. The Better Apartments Design Standards will introduce a requirement for developments of 40 or more dwellings to provide communal open space. The feasibility of including a requirement for communal open space in smaller developments should also be investigated given the limited open space available in Highett.

7.2.2 Highett Village Activity Centre

The structure plan encourages dwellings or offices above or at the rear of shops. Given the relatively narrow width of Highett Road (17m), the Structure Plan recommends a maximum height of 2-3 storeys (Figure 21). In implementing the structure plan, DDO4 allowed up to four storeys if the fourth story was not visible from any part of Highett Road within 100 metres of the building.

A couple of VCAT decisions²² have resulted in buildings of 4-5 storeys in height along Highett Road. Given this, it is recommended that an urban design assessment is undertaken for Highett Road to assess the impact of these developments and to recommend what, if any changes, are required to the structure plan. There may be a need to review the DDO's as a result of any recommended changes to the Structure Plan.

7.2.3 Bay Road Mixed Use Corridor

As discussed in Chapter 2 – Policy Context, the current Structure Plan identifies the possibility of land along the north side of Bay Road between the Frankston train line and Middleton Street being rezoned to Mixed Use to encourage a mix of residential, small scale offices, restricted retail and showrooms (Figure 22 overleaf).

The Structure Plan suggested a height of up to 3 storeys would be appropriate in this location. It is recommended that an Urban Design Assessment is undertaken to determine whether this is still considered an appropriate height for this location.

Garden setbacks from Bay Road (as suggested by the Structure Plan) could improve the amenity along Bay Road and it may be possible to include new cycle paths within these setbacks to link the Southland train station to the BBD and CSIRO site. This should be investigated further as part of improving pedestrian and cycling links along Bay Road.

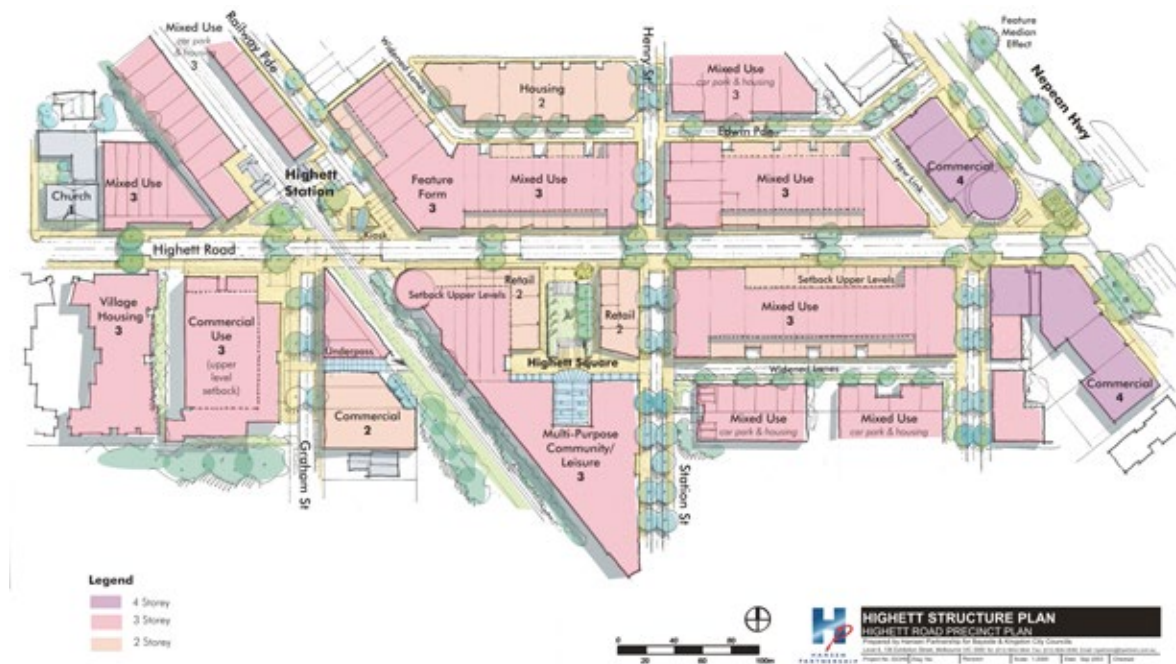


Figure 21 – Proposed Heights – Highett Structure Plan

²² VCAT decisions: P1195/2003, 487 Highett Road, Highett; P470/2005 – 284-286 Highett Road, Highett



Figure 22 – Proposed Bay Road Mixed Use Corridor

7.2.4 CSIRO site

In May 2015 Council confirmed its position of a package of planning provisions to be applied to the CSIRO site:

- Apply the Public Conservation and Resource Zone (PCRZ) to the area of conservation value generally to the south of the site around the Highett Grassy Woodland. The exact area of conservation value should be determined through a feature survey and documentation of conservation values of all remnant vegetation on site. This zoning will protect the land for conservation purposes;
- Apply the Public Park and Recreation Zone (PPRZ) to the 1ha of open space for active and passive recreation. This should be provided within the centre of the site to link with the Lyle Anderson Reserve to the east of the site and broader Highett to the west;
- Apply the Residential Growth Zone to the remainder of the site;
- Apply a Development Plan Overlay (DPO) which includes design guidelines for development form and height, including prescriptive recommendations to manage the adjoining residential interface. It allows for buildings of up to 5 storeys in the northern portion of the site, up to four storeys towards the centre of the site with development immediately adjacent to the residential areas to the east and west to be 2 storeys; and

- Apply a Vegetation Protection Overlay (VPO) to the entire site. There are a large number of substantive, mostly native trees that provide an important landscape feature of the site. As these trees have been planted by the CSIRO they are not remnant indigenous vegetation and so are not protected by the Native Vegetation Framework. The VPO will require a planning permit to remove any tree over 10 metres high where it also has a trunk diameter of over 300mm. This overlay will enable Council to consider landscape and arboriculture value of existing large trees through a planning permit process.

The updated structure plan will need to reflect Council's adopted preferred planning controls for the CSIRO site.

7.2.5 Incremental Change

The Structure Plan identified these areas as being appropriate for development of 2 storeys, in line with existing Council policies and Clauses 54 and 55 of the Planning Scheme.

These areas are largely zoned Neighbourhood Residential Zone, with a mandatory height limit of 8 metres (which can deliver 2 storeys), with the exception of the pocket of land between Bay Road, Graham Road and Lyle Anderson Reserve which is zoned General Residential Zone. As discussed in Chapter 2 – Policy Context, this pocket is identified in the *Bayside Housing Strategy (2012)* as a Moderate Residential Growth Area because of its proximity to the new Southland train station. As a result it was rezoned to General Residential Zone. It is recommended that the structure plan be updated to refer to this pocket as a 'Medium Density Residential Area' in line with the *Bayside Housing Strategy (2012)* and the land's existing zoning and that DDO5 be extended to cover this area.

It is also recommended that an urban design assessment is undertaken for the lots fronting Highett Road between Worthing Road and Albert Street and north of Dart Street to determine if they are suitable for heights of greater than 2 storeys given their proximity to the train station and the location of the Highett Neighbourhood Community House.

7.3 Neighbourhood character

The character of the neighbourhood is highly valued by residents. In terms of planning, the identified elements that contribute to the character of this area include well-articulated buildings set within a garden setting with regular front setbacks and side setbacks that allow space between buildings. New buildings are frequent and include a pitched roof form to reflect the dominant forms in the area.

VCAT²³ has raised issues with the Neighbourhood Character Policy, in particular, its relevance in areas where increased housing growth is supported such as the Highett centre. There is an inherent tension between Clause 22.06 which seeks to retain the existing neighbourhood character of Highett and Design and Development Overlay – Schedule 5 which encourages apartment style residential development of up to 3 storeys, albeit with front, side and rear setbacks to enable landscaping. VCAT has made clear that in locations where increased residential densities are encouraged, it should be expected that the neighbourhood character of the area will change.

The structure plan explicitly states (Section 6.10) that in the preferred Medium Density Residential Areas there will be a high degree of change. However, this has not been reflected in Clause 22.06 – Neighbourhood Character Policy. It is recommended that Clause 22.06 is reviewed to address this issue.

7.4 Previous consultation

In previous community consultation²⁴ pride was expressed in the character of the neighbourhood, the friendliness of residents, the tree-lined streets and the high quality of living provided to families.

There was concern that existing higher density development, in particular the height, is inconsistent with Highett's village atmosphere and character. Additional development would further compromise the area's existing low-scaled 'green and leafy' family friendly character and would change the quiet, peaceful character of the area.

There were also concern about the potential amenity impacts of higher density residential development, particularly in relation to visual bulk, overshadowing (of gardens and solar panels) and overlooking/loss of privacy and that this type of development would result in the loss of the treed landscape/leafy green character of the area.

There was an understanding that population growth is inevitable and that it needs to be planned effectively, however, it was felt that this growth should be shared amongst the suburbs and in strategic redevelopment sites so it does not impact too greatly on the character of the area affected or the residents.

There was also support for the creative redevelopment of industrial land in Cheltenham and Highett (for example, Advantage Road, Jack Road and the Laminex site) to expand the range of smaller, lower cost, higher density options within the area. These areas are close to transport, employment and services and could be developed with quality housing. Other suggested locations for higher density housing included along Bay Road and Nepean Highway, in commercial areas and the CSIRO site.

23 VACT decisions: P1195/2003; P235/2005; P406/2015

24 Draft Amendment C125, Amendment C140, *Bayside Community Plan 2025* consultation, Planning Permit objections (2005-2016).

Recommended changes to the Highett Structure Plan/Planning Controls

- Consider making the height controls in DDO5 mandatory. This would be consistent with the approach taken with the Major Activity Centres in Bayside. Also consider reviewing the wording of DDO5 in relation to front setbacks to help deliver active ground frontages to Highett Road.
- Include the small section of land between the CSIRO site and Graham Road identified in the structure plan as a preferred medium density residential area in DDO5.
- Investigate the feasibility of including a requirement for communal open space in developments of 8 or more dwellings given the limited open space available in Highett.
- Investigate whether setbacks as part of new development along Bay Road could help deliver new cycle paths.
- Update the structure plan to reflect Council's adopted preferred planning controls for the CSIRO site.
- Update the structure plan to refer to the pocket of land between Bay Road, Graham Road and Lyle Anderson Reserve as a 'Medium Density Residential Area' in line with the *Bayside Housing Strategy (2012)* and the land's existing zoning and that DDO5 be extended to cover this area.
- Review Clause 22.06 Neighbourhood Character to acknowledge that there will be a high degree of change in the Medium Density Residential Areas of the Highett Structure Plan Area.

Further work

- Undertake an Urban Design Assessment for:
 - Highett Road to assess the impact of existing and proposed developments and to recommend what, if any changes, are required to the structure plan. There may be a need to review the DDO's as a result of any recommended changes to the Structure Plan.
 - The land along the north side of Bay Road between the Frankston train line and Middleton Street to determine what heights may be appropriate in this location.



8. Open Space and Recreation Facilities

8.1 Open space

Open space provides important opportunities to improve the health and wellbeing of the community. Having walkable access (generally accepted as a 400 metre of 5 minute walk) from a dwelling to open space is important for social interaction and physical wellbeing.

There is a small children's playground at the top of Train Street as well as the larger Lyle Anderson Reserve within the Structure Plan Area. Sir William Fry Reserve is adjacent to the Structure Plan Area as is the Tibrockney Street Park (Figure 23 overleaf).

The eastern part of the Structure Plan Area has good access to open space, however, the north and western part of the Structure Plan Area was identified as being deficient in open space (Figure 24, pg 49). Highett has the lowest amount per capita of open space by area in Bayside and pressure on this open space will increase as Highett's population grows.

Lyle Anderson Reserve is the only Social Family Recreation²⁵ space in Highett, whilst Peterson Reserve (outside the Structure Plan Area) is the only Sportsground in the suburb of Highett. Given the high proportion of families with children in Highett it is important that the levels of this type of open space are increased.

The CSIRO site currently limits access from the west to the Lyle Anderson Reserve and Sir William Fry Reserve. This will be remedied as part of the development of the CSIRO site through the provision of public access through the site.

Additional open space will also be provided as part of the CSIRO development. One hectare of open space for active and passive recreation will be provided within the centre of the site. This will link with the Lyle Anderson

Reserve to the east of the site and broader Highett to the west. In addition 3 hectares of open space for conservation purposes will be provided to the south of the site to protect the Highett Grassy Woodlands.

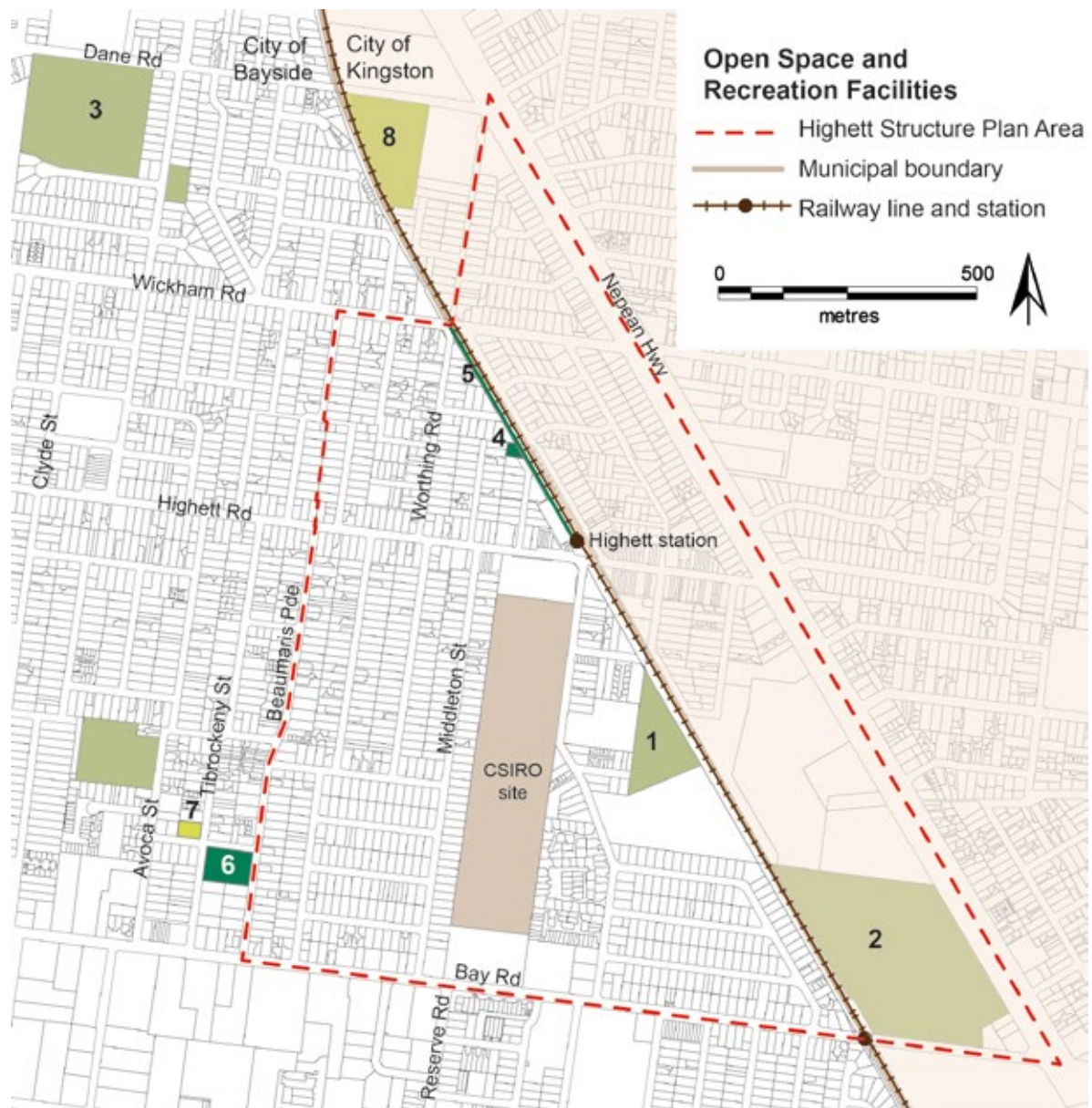
In addition to the public open space to be provided on the CSIRO site, other actions identified in the *Bayside Open Space Suburb Analysis and Action Plan, 2012* to address the deficiency in open space were:

- Pedestrian and cycle links along the Frankston train line;
- Pedestrian and cycle links to and from the CSIRO site to the Highett train station;
- Pedestrian and cycle links from the Highett train station to the Bayside Business District;
- Links through the CSIRO site as part of its future redevelopment, from east to west, particularly toward Lyle Anderson Reserve and to access Sir William Fry Reserve; and
- Investigate shared uses of open space with schools in the area, both private and public, to formalise arrangements for the community to access school ovals and playgrounds.

It is recommended that these actions are reflected in the Highett Structure Plan.

In addition, to ensure development contributes to the provision of open space, in the Structure Plan Area, as in the rest of Bayside, a person who subdivides land is required to make a contribution to Council for public open space equal to 5% of the site value of the land. There is the opportunity to accept land in lieu of cash for public open space contributions where open space deficiencies exist, for example on the CSIRO site.

²⁵ Social Family Recreation space: At least 0.9ha in size and provide a range of activities to suit all age groups and levels of ability. They are large enough to include a perimeter trail to allow for exercise and will generally provide a range of facilities such as playgrounds, BBQ's and hard surfaces for ball sports.



KEY

Name of Site	Primary Function
1. Lyle Anderson Reserve	Social Family Recreation Space
2. Sir William Fry Reserve (Kingston)	Social Family Recreation Space
3. GL Basterfield Park	Social Family Recreation Space
4. Train Street Park	Relaxation Park
5. Railway turf abutting walkway: Highett station car park to Wickham Rd	Relaxation Park
6. Tibrockney Street Park	Relaxation Park
7. Highett (St Stephan's) Tennis Courts	Recreation Facilities
8. Dane Rd Reserve (Kingston)	Sports Grounds

Figure 23 - Open Space and Recreation Facilities

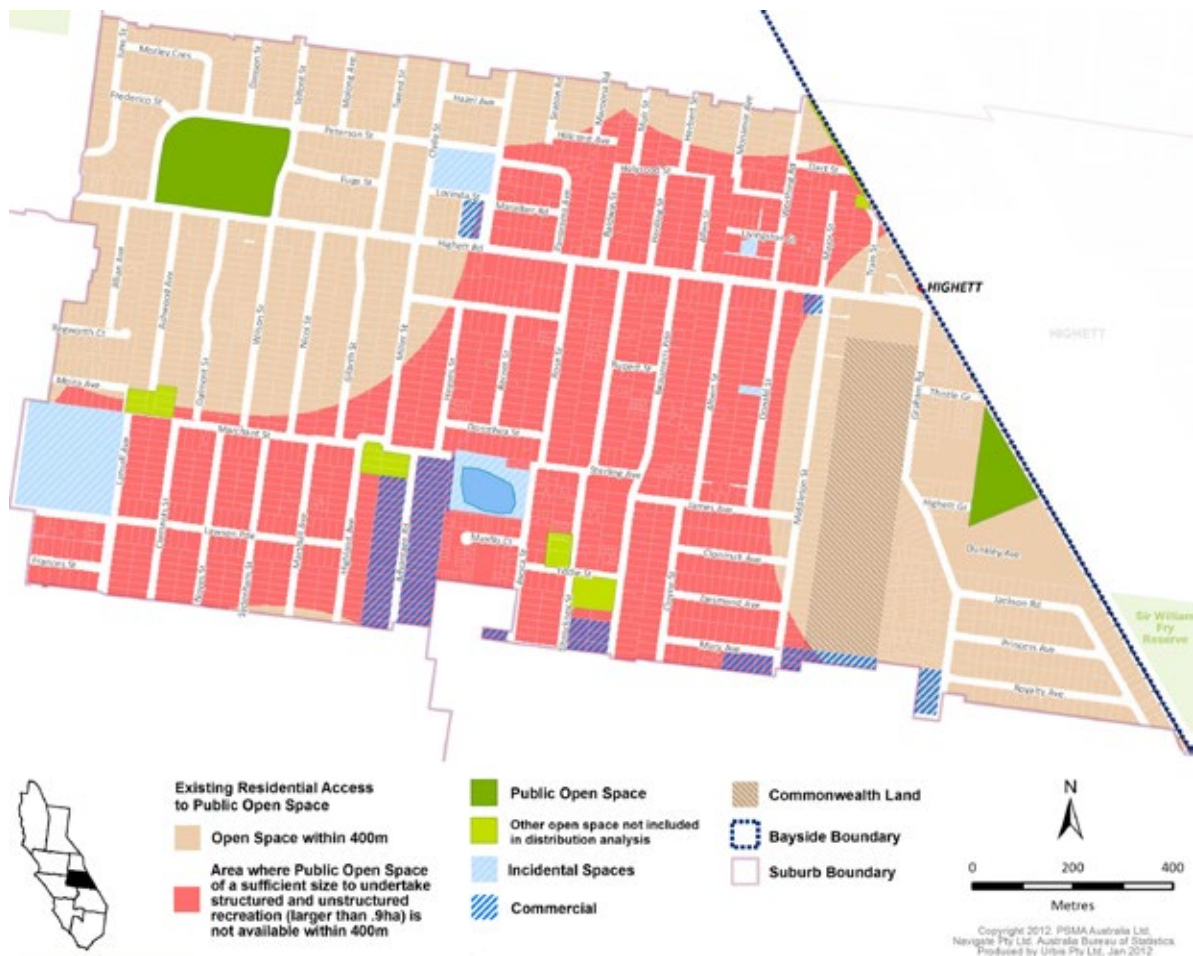


Figure 24 – Deficiencies in Open Space in Highett

8.1.1 Revealing Lyle Anderson Reserve

The Structure Plan includes a section on 'Revealing Lyle Anderson Reserve'. Currently Lyle Anderson Reserve is hidden from the community at the end of Highett Grove. To improve access to this park and open it up to the Highett residential neighbourhood, the structure plan recommends creating an open space link between the CSIRO site and Lyle Anderson Reserve, through 36-40 Graham Road. This is an important element of the plan and should be retained (Figure 25).



Figure 25 - Proposed Open Space Link to reveal Lyle Anderson Reserve

8.2 Recreation

Highett has a range of recreation facilities. Tennis is played at the Highett Tennis Club on Tibrockney Street, meanwhile cricket and football (AFL) are played at the Peterson Street Reserve. The Bayside Recreation Strategy has committed to investigating the feasibility of upgrading the Peterson Street, Highett skate facility to service Highett and Hampton East.

There is a cluster of recreation facilities in Livingston Street, including the Highett Recreation Centre (occupied by the Highett Youth Club), Highett Neighbourhood Community House and Highett Seniors' Citizens Centre. The utilisation of these facilities is high meaning there is limited capacity to increase recreation and sporting activity at these locations.

Outside the structure plan boundary, the Peterson Youth Centre provides a range of drop-in activities, including video games, pool and table tennis, music and computers. The Centre also offers a range of programs throughout the term, including cooking, sports, workshops and life skills programs.

There are shared arrangements with some schools in Highett for the community to access sportsgrounds outside of school hours, for example Sandringham Secondary College – Highett Campus.

8.3 Previous consultation

In previous community consultation²⁶ Highett residents valued having access to open space and living close to the beach.

There was concern that Highett has the least amount of open space per capita in Bayside, including off-leash parks. There was concern that as the population grows, more pressure would be placed on open spaces, which would add to overcrowding of local parks and recreation facilities. In Highett it was felt that public open space and decent playgrounds were lacking and that investment in public open space would not match increases in population.

There was also a desire to see more innovative playgrounds and open spaces and improved pedestrian and cycle linkages within Highett and to key locations such as open spaces. Safer cycle paths were also needed. Bay Road was identified as not being safe for cyclists, and as becoming more unsafe as traffic increases. Graham Road and Middleton Street were also identified as not being safe for cyclists.

New development was viewed as an opportunity to improve open space in Highett by providing common areas in garden settings. By providing such common areas, this would improve the sense of community in apartment buildings and contribute to the broader sense of community Highett residents value.

Recommended changes to the Highett Structure Plan

- Recognise that the northern and western part of the study area has an open space deficiency.
- Update the Structure Plan to reflect the recommendations of the *Bayside Open Space Suburb Analysis and Action Plan, 2012* as detailed in this Chapter.

²⁶ Draft Amendment C125, Amendment C140, *Bayside Community Plan 2025* consultation, Planning Permit objections (2005-2016), *Bayside Open Space Strategy 2012*, *Bayside Open Space Strategy Suburb Analysis and Action Plan 2012*.



9. Environment and Sustainability

9.1 Biodiversity

The Highett Grassy Woodland is a significant habitat located within the Highett Structure Plan Area. It provides important habitat for native birds and animals.

In Council's preferred controls for the CSIRO site, it is proposed to protect this area by applying the Public Conservation and Resource Zone (PCRZ) to the area of conservation value (the exact area of conservation value is to be determined through a feature survey and documentation of conservation values of all remnant vegetation on site) and a Vegetation Protection Overlay (VPO).

There are also a large number of substantive, mostly native trees located on the CSIRO site that provide an important landscape feature of the site and potential habitat for local fauna. As these trees have been planted by the CSIRO they are not remnant indigenous vegetation and so are not protected by the Native Vegetation Framework. In Council's preferred controls for the CSIRO site, a Vegetation Protection Overlay (VPO) would be applied to the entire site. The VPO would require a planning permit to remove any tree over 10 metres high where it also has a trunk diameter of over 300mm. This overlay will enable Council to consider landscape and arboriculture value of existing large trees through a planning permit process.

Currently, fauna movement between bushland reserves is largely limited to more mobile species, particularly birds and bats and terrestrial mammals that can easily cross roads. Smaller birds and reptiles have less opportunity for movement as they require continuous, or near continuous habitat at, or near, ground level.

Nature strips and private gardens can play an important role in preserving the local biodiversity by attracting and providing food and shelter for local native birds and insects. They can also act as wildlife corridors between

larger habitat areas. Increased housing density can lead to more services under the nature strip and increased crossovers, reducing the opportunities for street tree planting. Reduced private garden size also potentially reduces the available food and shelter for local native birds and insects.

In the Highett Structure Plan Area there may be the opportunity to utilise nature strip planting and street trees to provide wildlife corridors between Highett Grassy Woodlands and Sir William Fry Reserve and habitats located in close proximity such as Cheltenham Park Flora and Fauna Reserve and golf courses in Cheltenham.

For nature strips to act as effective wildlife corridors for smaller birds and reptiles they need to be well vegetated with groundcover and an understory or mid-storey. Council has nature strip planting guidelines which support the greening of nature strips providing a number of guidelines are met, including that drought tolerant, indigenous ground covers, shrubs and grasses are used and that plantings are no more than 600mm high. Whilst 600mm does not allow for an understory, it does allow for an effective groundcover. This, along with street trees could assist with wildlife connectivity.

There may also be opportunities to utilise the Frankston train line as a wildlife corridor. Whilst VicTrack is unlikely to allow any additional planting, it could be managed in such a way as to encourage wildlife (eg. retaining fallen branches where they do not pose a safety issue). Council would need to advocate to VicTrack to deliver this.

In private developments, there is the opportunity to protect and enhance biodiversity through decreasing areas of hard or impervious surfaces and increasing vegetation and landscaping. This can be achieved through a number of mechanisms, such as:

- Encouraging plants to be grown on balconies and in courtyards, for example by including a

water supply (tap) and a wastewater connection (drain) in all balconies and courtyards;

- Providing built in garden beds in new developments to encourage gardening;
- Including green roofs, walls and facades in new developments;
- Using front setback areas for planting;
- Protecting existing significant trees (and trees that will grow into significant trees) in the area; and
- Encouraging the planting of indigenous vegetation.

Council produces a guide to indigenous plants in Bayside to encourage land owners to use them in their gardens and is trialling a Gardens for Wildlife program in the 2016/17 financial year to raise awareness and encourage appropriate planting and habitat creation.

9.2 Sustainable development

Six Melbourne Metropolitan Councils (Banyule, Moreland, Port Phillip, Stonnington, Whitehorse and Yarra) have a specific Environmentally Sustainable Design Policy in their Local Planning Policy Framework which requires residential and non-residential development (that requires a planning permit) to demonstrate how the development will achieve best practice in environmentally sustainable development.

This policy provides a framework for consideration of sustainable design in planning applications, offers a consistent method for identifying opportunities for improved environmental building performance and ensures that sustainability is considered at the very early design phase. It is intended to facilitate environmental performance outcomes that are above the minimum requirements under current building regulations.

Bayside City Council currently requests developers to submit a sustainable design assessment for all developments of 2 or more dwellings and any commercial or industrial development with an increase in net floor of 50m² or more and all mixed use developments. However, this assessment is voluntary and there is currently no specific Environmentally Sustainable Design Policy in the Bayside Planning Scheme that requires this assessment to be undertaken.

Introducing an Environmentally Sustainable Design Policy into the Bayside Planning Scheme would assist in ensuring new development in the Highett Structure Plan Area is environmentally sustainable. This should be further investigated.

9.3 Climate change

Climate change research and projections show that the City of Bayside is significantly exposed to climate extremes and natural hazards such as storm surges, reduced rainfall and extreme temperatures. These hazards are expected to increase in frequency and severity. Under projected climate change the City of Bayside is expected to:

- Experience increases in average temperature and in the number of very hot days. This will have an impact on the heating and cooling needs of homes and businesses. Shade trees or shrubs are an effective way to decrease heat gain;
- Become drier, with a reduction in the average annual rainfall and an increase in the number of dry days. Planting of drought tolerant plants and installation of rainwater tanks and grey water systems are examples of ways to save water; and
- Experience increases in extreme rainfall events. Future rainfall patterns are predicted to involve longer dry spells interrupted by heavier rainfall events, especially in summer and autumn. Stronger winds and extreme wind gusts are also expected.

Responding to the challenge of climate change involves reducing greenhouse gas emissions and identifying actions for adapting to a changing climate. For the Highett Structure Plan Area this means providing new housing close to employment and sustainable transport, improving walking and cycling infrastructure and ensuring new buildings are designed to respond to increasing average temperatures, less rain and more extreme rainfall events.

Introducing an Environmentally Sustainable Design Policy, as discussed above, will improve the environmental performance of buildings and assist in adapting to climate change.

In addition, Council currently requires planning applications to implement measures to reduce the amount of pollution in stormwater that enters Port Phillip Bay. A range of Water Sensitive Urban Design (WSUD) techniques such as rain gardens and water tanks, are used to remove pollutants before stormwater enters the Bay. These measures also assist to retain water for use in gardens and provide soil moisture for healthy vegetation growth which will be useful as Bayside becomes drier.

9.4 Previous consultation

In previous community consultation²⁷, there was concern that higher density developments would result in the loss of mature canopy trees and vegetation resulting in a reduction of wildlife habitat and reduced amenity for residents.

There was concern that whilst the community highly values landscape character, existing landscape plans do not provide for adequate canopy tree cover. It was also felt that higher density development does not allow for sufficient landscaping. Side by side dual occupancy development was particularly mentioned as not maintaining the separation between buildings required for landscaping.

There was also concern that new development did not incorporate sustainable features such as solar panels, clotheslines and water tanks, and that this should be mandated by the planning scheme.

Recommended changes to the Highett Structure Plan

- Investigate the feasibility of utilising nature strip planting and street trees to provide wildlife corridors between the Highett Grassy Woodland (located on the CSIRO site), Sir William Fry Reserve, Cheltenham Park Flora and Fauna Reserve, and golf courses in Cheltenham.
- Explore the opportunity to use the Frankston train line as a wildlife corridor.
- Ensure new development reduces hard or impervious surfaces and incorporates appropriate vegetation and landscaping to protect and enhance biodiversity.
- Consider how mature trees and garden landscapes can be retained and enhanced.
- Require new development in the Highett Study Area to achieve best practice in environmentally sustainable development. This could be achieved through the introduction of an Environmentally Sustainable Design Policy

²⁷ Draft Amendment C125, Amendment C140, *Bayside Community Plan 2025* consultation, Planning Permit objections (2005-2016), Bayside Open Space Strategy, Bayside Open Space Strategy Suburb Analysis and Action Plan.

10. Your Thoughts and Next Steps

10.1 What do you think?

We want to know what your thoughts and ideas for the Highett Structure Plan Area. Your views, this Review and further technical studies will inform how the Highett Structure Plan is modified.

The recommended changes to the Highett Structure Plan identified by this review are summarised below:

Chapter	Recommended changes to Highett Structure Plan
Policy Context	<ul style="list-style-type: none">• Update the 'influences' section of the Structure Plan to reflect the policies of <i>Plan Melbourne</i> rather than <i>Melbourne 2030</i>.• Define an activity centre boundary for Highett using the criteria identified in Planning Practice Note 58.• Update the 'Influences' section of the Structure Plan to reflect the current MSS.• Amend the 'Key Principles' section of the Structure Plan to 'Vision and Objectives' and reflect the wording in Clause 21.11-6.• Investigate whether lots immediately adjoining the north side of Bay Road should be rezoned to MUZ.• Review the suite of overlays currently covering the Highett Structure Plan Area to determine whether some of their content could be transferred to Schedules to the Zones.
People and Housing	<ul style="list-style-type: none">• Update the 'Influences' section of the Highett Structure Plan to reflect the information in this chapter.• Make it clearer that a mix of housing types are encouraged in the Highett Structure Plan Area. This is implied in the 'Preferred Medium Density Residential Areas' section, but not explicitly stated.
The Economy	<ul style="list-style-type: none">• Update the 'Influences' section of the Highett Structure Plan to reflect the information in this chapter.• Update the Structure Plan to reflect the findings of the <i>Bayside Retail, Commercial and Employment Strategy 2015</i> as well as recommending locations for additional retail and commercial floorspace.• Update the Structure Plan to recognise the completion of the supermarket complex, the mixed use development at the Graham Road/Highett Road intersection and the approval/development of the two apartment complexes with ground floor retail along Highett Road.• Include reference to strengthening the connection between the Highett Activity Centre, Southland Activity Centre and the Bayside Business District and detail how this will be achieved.

Chapter	Recommended changes to Highett Structure Plan
Movement and Transport	<ul style="list-style-type: none"> • Update the 'Influences' section of the Highett Structure Plan to reflect the information in this chapter. • Include an action for the Council to advocate to the State Government of improved bus frequencies on bus routes 708, 822 and 828. • Include an action to advocate to the State Government for the level crossing removal at Highett Road, Highett. • Update the 'Possible Future Station – Southland' section of the Highett Structure Plan to reflect information in this chapter. • Include the recommendations of the <i>Bayside Bicycle Strategy</i> and The <i>Traffic Impact Assessment for the CSIRO site</i> relating to Bicycle infrastructure within the Highett Structure Plan Area. • Investigate options for a pedestrian cross at the Worthing Road/Wickham Road intersection. • Include an action that development of the lots fronting the path along the train line connecting Dart and Train Street is to include passive surveillance of this path to make it a more attractive pedestrian option. • Consider options to deliver a footpath from Thistle Grove to Lyle Anderson Reserve to improve access to and from the park. • Investigate actions to improve the pedestrian experience along Bay Road and include in the Highett Structure Plan. • Update the 'CSIRO – Access and Parking' section of the Structure Plan to reflect the Councils adopted position on the CSIRO site, including removing reference to a potential vehicular access point from 329 Bay Road, replacing it with a pedestrian/cycle link. • Update the 'Graham Road' section of the Highett Structure Plan to reflect the recommendations in this chapter. Leave in reference about possible realignment of Graham Road. This option can be investigated as part of the redevelopment of the CSIRO site. • Include an action for a left-in/left-out operation to be implemented at Middleton Street and Bay Road to address existing road safety issues. <p>Further work</p> <ul style="list-style-type: none"> • A road network study to investigate: <ul style="list-style-type: none"> – The impact of increased development in the Highett Structure Plan Area on traffic movement and parking and options to mitigate these impacts – Ways to increase sustainable transport use in the Structure Plan Area.
Social and Physical Infrastructure	<ul style="list-style-type: none"> • Include statement that in areas covered by the SBO and a mandatory height control, the height of buildings is to be measured from the applicable flood level for the site as advised by the relevant floodplain management authority. <p>Further work</p> <ul style="list-style-type: none"> • Undertake further work on the social infrastructure requirements of the additional population anticipated for the Highett Structure Plan Area to inform the review of the Structure Plan.

Chapter	Recommended changes to Highett Structure Plan
Built Form	<ul style="list-style-type: none"> • Consider making the height controls in DDO5 mandatory. This would be consistent with the approach taken in the Major Activity Centres in Bayside. Also consider reviewing the wording of DDO5 in relation to front setbacks to help deliver active ground frontages to Highett Road. • Include the small section of land between the CSIRO site and Graham Road identified in the structure plan as a preferred medium density residential area in DDO5 • Investigate the feasibility of including a requirement for communal open space in developments of 8 or more dwellings given the limited open space available in Highett. • Investigate whether setbacks as part of new development along Bay Road could help deliver new cycle paths. • Update the structure plan to reflect Council's adopted preferred planning controls for the CSIRO site. • Update the structure plan to refer to the pocket of land between Bay Road, Graham Road and Lyle Anderson Reserve as a 'Medium Density Residential Area' in line with the <i>Bayside Housing Strategy (2012)</i> and the land's existing zoning and that DDO5 be extended to cover this area. • Review Clause 22.06 Neighbourhood Character to acknowledge that there will be a high degree of change in the Medium Density Residential Areas of the Highett Structure Plan Area. <p>Further work</p> <ul style="list-style-type: none"> • Undertake an Urban Design Assessment for: <ul style="list-style-type: none"> – Highett Road to assess the impact of existing and proposed developments and to recommend what, if any changes, are required to the structure plan. There may be a need to review the DDO's as a result of any recommended changes to the Structure Plan. – The land along the north side of Bay Road between the Frankston train line and Middleton Street to determine what heights may be appropriate in this location.
Open Space and Recreation Facilities	<ul style="list-style-type: none"> • Recognise that the northern and western part of the study area has an open space deficiency. • Update the Structure Plan to reflect the recommendations of the <i>Bayside Open Space Suburb Analysis and Action Plan, 2012</i> as detailed in this Chapter.

Chapter	Recommended changes to Highett Structure Plan
Environment and Sustainability	<ul style="list-style-type: none"> Investigate the feasibility of utilising nature strip planting and street trees to provide wildlife corridors between the Highett Grassy Woodland (located on the CSIRO site), Sir William Fry Reserve, Cheltenham Park Flora and Fauna Reserve, and golf courses in Cheltenham. Explore the opportunity to use the Frankston train line as a wildlife corridor. Ensure new development reduces hard or impervious surfaces and incorporates appropriate vegetation and landscaping to protect and enhance biodiversity. Consider how mature trees and garden landscapes can be retained and enhanced. Require new development in the Highett Study Area to achieve best practice in environmentally sustainable development. This could be achieved through the introduction of an Environmentally Sustainable Design Policy.

10.2 Next steps

Council will use this background report and your feedback on it, as well as additional technical studies, to develop the draft revised Highett Structure Plan.

Consultation on the draft Structure Plan will then be held prior to the finalisation of the structure plan. A planning scheme amendment will then be initiated to include the structure plan in the Bayside Planning Scheme. An outline of the process is shown below in Figure 26.

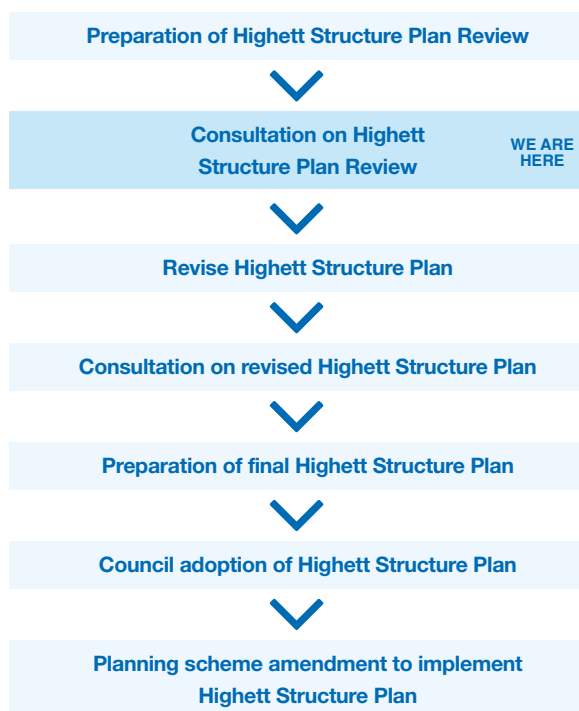


Figure 26 – Highett Structure Plan Review Process

Appendix 1 – Proposed Vision and Objectives for updated Highett Structure Plan

Vision

To revitalise the Highett Road shopping centre as an attractive, vibrant and well used main street and community focal point that provides a wide range of local shopping, business and community services suited to the needs of people living and working in the area.

To provide the opportunity for a mix of retail, employment, other associated activities and residential in that part of the Highett Shopping Centre to the west of the train line, in a form that complements the core of the centre located to the east of the train line, and to better link the two parts of the centre for pedestrians.

To provide an opportunity for as many people as is appropriate given the character of the area and the opportunities for change to live and work in Highett, with access to public transport and within walking and cycling distance of activity centres, and hence to provide a real transport option for people other than the private car.

To recognise the character of Highett's established residential areas and managing change in a way that responds to their character qualities, and to the proximity of the some parts of the residential area to public transport and activity centres.

There are limited large scale vacant sites available for residential development in Bayside. The largest remaining site is the CSIRO land, currently in operation and located within the Highett Activity Centre. Should this land become available, it will present a significant development opportunity for Bayside.

Objectives

- To establish a built form that respects the existing one and two storey character of the Highett Shopping Centre, while providing some limited opportunity for a higher built form to increase the intensity of activity in the centre and to facilitate residential uses in upper levels of buildings and the rear of shops.
- To recognise the character of Highett's established residential areas and to manage change in those areas in a way that responds to their character qualities, and to their proximity to public transport and Activity Centres.
- To improve pedestrian access throughout the area and to overcome the barrier presented by the train line.
- To improve the provision of public open space and provide improved connections to existing open space in the area.
- To improve the appearance, amenity, attractiveness, safety and sense of security throughout the entire Highett area.
- To manage traffic issues in Graham Road.
- To maximise the development opportunities that exist on vacant and underutilised land with respect to the precinct's urban quality and proximity to transport and activity centres.
- To redevelop the CSIRO site for medium density residential use in a way that responds to the existing character of the residential area in which it is located, existing vegetation on the site and which integrates with the surrounding street and open space networks.

Appendix 2 – Existing Council Strategies and Plans relevant to the Highett Structure Plan Review

Bayside Community Plan 2025

Council adopted its new *Bayside Community Plan 2025* at the Council Meeting of 23 August 2016. The purpose of this plan is to capture the community's long-term goals for the municipality and to help realise those aspirations. The *Bayside Community Plan 2025* will be used to help set priorities and directions for the four-year Council Plan 2017-21.

The *Bayside Community Plan 2025* sets out the community's aspirations in relation to the following seven aspects of liveability:

1. **Open Space** – By 2025, access to Bayside's foreshore, beaches, parks, gardens and bushlands will continue to be enjoyed and distributed equally across the community. Facilities and infrastructure provided within these public spaces will be of high quality and promote sustainability.
2. **Transport** – By 2025, it will be safe and convenient for the Bayside community to choose their preferred mode of transport. Bayside will be more easily accessed on foot and on bike, and road users will consider the safety of others when sharing the road network.
3. **Local Economy** – By 2025, Bayside's local economy will better reflect the skills and diversity of the Bayside community. Local activity centres will offer variety in the services and experiences they provide, while maintaining the 'local village' character.
4. **Housing and Neighbourhoods** – By 2025, the community will live close to public transport, in a home that suits their stage of life and is close to the services and facilities needed. Development will be sensitive to the neighbourhood character and will enhance what is currently enjoyed in Bayside.
5. **Environment** – By 2025, community and Council will be environmental stewards, taking action to protect and enhance the natural environment and balancing appreciation and use with the need to protect natural assets for future generations.

6. **Community Participation and Health** – By 2025, members of Bayside's community will feel supported and engaged to live an active and healthy lifestyle regardless of age, geographical location, personal circumstance or physical ability.
7. **Infrastructure** – By 2025, the Bayside community and Council will work together to plan and deliver community infrastructure that responds to the changing needs of the Bayside community.

The preparation of the Highett Structure Plan Review has taken these community aspirations and aspects of liveability into account.

Bayside Council Plan 2013-17

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

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

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

A new Council Plan will be developed within 12 months of the election of the new Council.

Bayside Housing Strategy

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

The Strategy recommends that the main focus for new housing should be within Bayside's Principal, Major and Neighbourhood Activity Centres where there is existing infrastructure and good transport connections.

The *Bayside Housing Strategy (2012)* identifies Highett Activity Centre as a future Moderate Residential Growth Area, with the area around the Highett Railway Station identified as being a future Key Focus Residential Growth Area. The Small Neighbourhood Activity Centres of Martin Street (Brighton), Black Rock and Beaumaris Concourse are also identified as Moderate Residential Growth Areas expected to accommodate future medium and high density development.

The *Bayside Housing Strategy (2012)* provides a broad spatial framework for future development of the Highett Activity Centre. It states that the area approximately 250 metres west along Highett Road is a 'Key Focus Residential Growth Area' and that the remaining area is a 'Moderate Growth Area.' Further work identified by the Strategy includes a review of the Highett Structure Plan and the preparation of appropriate planning provisions in anticipation of the future sale of the site.

In addition, the Strategy identifies the CSIRO site as a Strategic Redevelopment Site. The SPPF defines the criterion which determines what constitutes a Strategic Redevelopment Site. This includes sites which are:

- in or within easy walking distance of Principal or Major Activity Centres;
- in or beside Neighbourhood Activity Centres that are served by public transport;
- on or abutting tram, train, light rail or bus routes that are part of the Principal Public Transport Network and close to employment corridors, Principal and Major Activity Centres;
- in or near major modal public transport interchanges that are not in Principal or Major Activity Centres; and
- able to provide ten or more dwelling units, close to Activity Centres and well served by public transport.

The Southland Activity Centre is identified, along with Hampton East (Moorabbin) Activity Centre, as a primary focus for future medium and higher density residential development within Bayside.

The Major Activity Centres of Bay Street and Church Street, Brighton, Hampton Street, Hampton, Sandringham Village, Cheltenham and Elsternwick are also expected to accommodate future medium and high density development.

Bayside Wellbeing for All Ages and Abilities Strategy

The *Bayside Wellbeing for All Ages and Abilities Strategy* (WAAA) was adopted by Council in 2013, and provides the framework for Council's community services planning for health and wellbeing. The Strategy and action plans replace the Municipal Public Health and Wellbeing Plan, Disability Strategy and Action Plan, Municipal Early Years Plan and Youth Strategy and Action Plan.

Key objectives of the WAAA of relevance to land use planning in general, and the Highett Activity Centre in particular, are the following:

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

A new Wellbeing for All Ages and Abilities Strategy is currently being developed.

Bayside Integrated Transport Strategy

The *Bayside Integrated Transport Strategy* (ITS) was adopted by Council in April 2013. The ITS provides a policy and implementation framework for the integration of land use and transport planning within Bayside, and aims to improve community wellbeing outcomes and promote sustainable transport use.

The ITS places a significant focus on improving infrastructure relating to walking and cycling as well as consolidating development in activity centres around transport nodes, with structure planning being a key mechanism for implementing key actions and policies within the ITS.

The ITS sets out a street user hierarchy which gives priority to users on different streets in the following order:

1. Pedestrians
2. Cyclists
3. Public and community transport, including taxis and community run buses
4. Private vehicles
5. Commercial vehicles serving local areas

It also recognises that providing car parking to satisfy the demands of all road users is one of the biggest challenges faced by Council. Council is committed to providing residents and their visitors with a reasonable likelihood of parking in close proximity to their home. The greatest demands for car parking is around train stations. While it is important to ensure that access and connections to public transport are not limited by poor availability of commuter parking, there is a need to balance this demand by providing high quality public transport, walking and cycling links to train stations.

Specific actions relating to Highett include:

- Action 4.1 of the ITS identifies the need to work with VicRoads, Public Transport Victoria, Department of Planning and Community Development and City of Kingston to develop a Network Operating Plan for Bay Road to improve sustainable transport access to the Southland Principal Activity Centre and the surrounding area, including Highett Activity Centre. This action also recognises that transport will form a key component of the Highett Structure Plan Review given the link to Southland Activity Centre and the new Southland rail station;
- Action 4.3 identifies the need to more broadly investigate the feasibility of preparing a Development Contributions Plan to support active travel; and
- Action 4.5 identifies the need to improve wayfinding signage to public transport hubs.

The ITS was implemented into the Bayside Planning Scheme through Amendment C124.

Bayside Open Space Strategy

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

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

The BOSS is supported by the Bayside Open Space Suburb Analysis and Action Plan, which provides a detailed analysis of current provision and future demand for open space within each of Bayside's nine suburbs.

Access to open space in the structure plan study area is mixed, with the area south of Highett Road and east of the CSIRO enjoying access to Lyle Anderson Reserve.

Remaining land within the structure plan boundary is more than 400 metres away from a public open space of a sufficient size to undertake structured and unstructured recreation (larger than 0.9 hectares). Overall, Highett has the least amount of space per 1,000 people in Bayside at 1.05 hectares per 1,000 people in 2011. The open space provision in Highett is deficient in terms of amount, distribution and size of parks as well as linkages that might connect this suburb to other open space destinations.

The BOSS identifies opportunities to improve the provision and connection of open space in Highett. In particular, the BOSS recommends seeking opportunities through the future use of the CSIRO site for additional open space to be provided, including the conservation of areas of environmental significance

Amendment C110 to the Bayside Planning Scheme implemented the BOSS and the Bayside Open Space Suburb Analysis and Action Plan including the introduction of a 5% public open space contribution for subdivision of land.

Bayside Bicycle Strategy

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

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

The *Bayside Bicycle Strategy* was implemented into the Bayside Planning Scheme through Amendment C124.

Bayside Walking Strategy

The *Bayside Walking Strategy* was endorsed by Council in June 2015. The role of the Strategy is to guide Council's approach to increasing the number of people who choose to walk more often for short trips within the municipality. Of particular relevance to the preparation of the Structure Plan, it seeks to prioritise walking in activity centres, around schools and in residential and recreational areas and to create streetscapes that invite people to walk. The Strategy includes an action to explore the feasibility of providing a new shared path that links the CSIRO site with the Highett Activity Centre, Bayside Business District, Lyle Anderson Reserve, Sir William Fry Reserve (in Kingston), Southland Activity Centre and the Southland train station. The Strategy also includes an action to explore the feasibility of providing a new shared path along the Frankston railway corridor.

Walking audits were conducted as part of the development of the Strategy and included the Highett Structure Plan Area. Further details are provided in Chapter 5- Movement and Transport.

The *Bayside Walking Strategy* was implemented into the Bayside Planning Scheme through Amendment C124.

Bayside Retail, Commercial and Employment Strategy, 2016

The *Retail Commercial and Employment Strategy* provides a vision for Bayside's commercial areas to guide future investment across activity centres and the Bayside Business and Employment Area (rebranded the Bayside Business District). This will be achieved through 12 strategies which respond to key policy gaps, economic issues and location specific opportunities.

A key strategy relevant to the study area is to attract innovative advanced business services to the Bayside Business District through the creation of an economic triangle between the Highett Activity Centre, Southland Activity Centre and the Bayside Business District. This strategy recognises the need for this precinct to continue to play an employment role and work harder at attracting new business activity. It envisaged the centres working together as interconnected nodes rather than competing for similar land use and development.

The *Retail Commercial and Employment Strategy* is being implemented into the Bayside Planning Scheme through Amendment C150.

Bayside Active by the Bay Recreation Strategy 2013-2022

The *Bayside Active by the Bay Recreation Strategy 2013-2022* details the future direction for recreation in Bayside, summarises research and consultation findings and outlines eight priority areas and associated actions to be addressed over the next ten years. Actions relevant to the study area include:

- Providing or upgrading perimeter trails around key parks to increase unstructured recreation activity e.g. walking and cycling;
- Connecting adjoining council off-road trails and on-road bike routes, including connectivity and road crossings to adjacent activity centres such as Moorabbin and Cheltenham; and
- Investigate the feasibility to upgrade the Peterson Street, Highett skate facility located near the Structure Plan area.

Bayside Playground Improvement Plan and Playground Improvement Schedule

The *Playground Improvement Plan 2015* and associated Playground Improvement Schedule outlines a plan to upgrade or replace all playgrounds in Bayside over the next 10 years. Lyle Anderson Reserve, Highett is ranked number 3 out of 61 playgrounds to be upgraded and is scheduled to be upgraded in 2015/16, while Train Street Playground is not scheduled for an upgrade until after 2021. A new playground will also be constructed on the CSIRO site.

Ageing Well in Bayside – An Age Friendly Strategy 2008-2018

This Strategy provides direction for Council in responding to the needs and opportunities created by an ageing population. Relevant to the preparation of a Structure Plan is the need to provide good urban design and transport systems to enable older people to participate fully in community life and facilitate increased housing choices to support older residents to remain living in Bayside.

Bayside Sports Pavilion Improvement Plan

This Plan provides a logical and informed guide to the ongoing renewal and, where appropriate, upgrade of Bayside's pavilions. In relation to the study area recommended pavilion improvements for Peterson Street Reserve, which is the closest sports pavilion to the study area, include the opportunity to consolidate existing pavilion structures into a single four change room football/cricket facility with an appropriate community meeting space.

Library, Arts and Culture Strategy, 2012-17

This Strategy notes that inland Bayside suburbs do not have the same level of access as coastal Bayside suburbs. This is also acknowledged by the Library Services Review 2016, which informed Council's 26 July 2016 resolution to build a library in the Highett/Hampton East area within four years.

Public Transport Advocacy Statement

The *Public Transport Advocacy Statement* (PTAS) for Bayside City Council draws its approach from the *Bayside Integrated Transport Strategy* which was adopted by Council in June 2013. The PTAS is a living document that will be reviewed every four years to ensure that the advocacy actions relating to public transport within the municipality remain relevant. Relevant to Highett, the PTAS states that Council will advocate the State Government for:

- A program to expand commuter parking at train stations within Bayside to meet the current and future demand for commuter parking;
- The inclusion of Highett Road, Highett as part of the State government Level Crossing Removal Project;
- Parking enforcement at train station car parks within Bayside to ensure that only public transport users are utilising car park provision; and
- The following minimum bus service frequencies for all bus routes: Every 20 minutes during the inter-peak and off-peak periods; Every 10 minutes during peak hours; and Later service coverage.

In relation to Southland Railway Station the PTAS states that Council will advocate the State Government for:

- 60 Tulip Grove not to be used for pedestrian access between Tulip Grove and Southland Station;
- Completion of traffic modelling so that the impacts of traffic and car parking within the local area resulting from Southland Station can be assessed. The State government should also engage with Council to analyse and address potential traffic and car parking impacts prior to the station opening;
- For the provision of bus stops on Bay Road to be located within closer proximity to Southland Station;
- Access to the southern end of the station be provided through the existing reserve owned by Kingston City Council to provide direct and safe access between the station, Nepean Highway and the shopping centre entrance;
- A Bayside link to the southern entry point to the station; and
- Access to be maintained through Southland Shopping Centre between Southland Station and the existing bus interchange until the departure of the last bus service serving Southland Shopping Centre.

Recreation and Open Space Asset Management Plan

The *Recreation and Open Space Asset Management Plan* is a means of outlining the key elements involved in managing the recreation, open space and facility assets. The preparation of a Structure Plan can explore how to integrate and facilitate asset upgrade as new development occurs.

Roads Service Driven Asset Management Plan 2016

The *Roads Service Driven Asset Management Plan* is used to inform decision making about existing road infrastructure assets through a focus on improved asset data, the testing and validation of asset management assumptions and the prediction of long term financial renewal requirements. The Plan sets out a schedule of activity centre streetscape upgrades during the period 2016-21. Streetscape upgrades for Highett Activity Centre are scheduled to be undertaken in the 2018/19 and 2019/20 periods. The Plan also identifies sections of Bay Road near Southland Railway Station and Cloyne Street as suitable for higher density development, based on the following criteria related to transport:

- Offer attractive public transport options (i.e. on the Principal Public Transport Network) to Principal, Major or Neighbourhood Activity Centres;
- Not be along preferred traffic routes as identified in VicRoads Operating Plans (these roads prioritise motor vehicles over other forms of traffic); and
- Provide good access (400 – 800m) to public open space and recreational areas.

A structure plan can integrate these findings into a broader framework to guide the implementation of a revised vision for Highett Activity Centre.

Bayside Road Management Plan

The purpose of the *Road Management Plan* (RMP) is to:

- Clarify those roads for which Bayside Council is responsible;
- Specify appropriate levels of service to be delivered for those roads;
- Outline the management system for Council's road management functions, based on policy and operational objectives as well as available resources; and
- Set out schedules of maintenance standards and processes used by Council in the management of its public road network.

The RMP sets out an asset inspection frequency for pathways, car parks, roads, municipal roads, laneways, signs, street furniture and bridges.

Environmental Sustainability Framework 2016-2025

The *Environmental Sustainability Framework (ESF) 2016-2025* sets consistent direction and guidance for environmental planning and decision-making within Bayside City Council. It provides clarity, focus and actions for maintaining a high level of liveability and wellbeing for the community. As part of this plan for a Sustainable Bayside, the development of the Framework led to the development of an Action Plan with over 70 actions. Relevant to the review of the Highett Structure Plan are the following targets/objectives:

- To improve environmental standards for new residential and commercial buildings and renovations in the planning approval process, which is to be achieved by incorporating environmental sustainability requirements into planning permit conditions, using the Bayside Planning Scheme to incorporate Sustainable Design and Assessment in the Planning Process (SDAPP) and using the Built Environment Sustainability Scorecard (BESS) to guide staff and developers.
- To increase the use of active transport and low carbon modes of transport by promoting Bayside's network of shared paths and exploring options to broaden access to car share programs for residents and businesses in Bayside.
- To provide better quality and more integrated transport infrastructure in Bayside to support public transport, cycling and walking to reduce car trips and emissions in Bayside, through delivering the Integrated Transport Strategy 2013 and advocacy measures.

Bayside Climate Change Strategy, 2012

The *Bayside Climate Change Strategy 2012* outlines Council's approach for addressing the challenges of climate change and key measures it will implement, including relevant strategies, plans and policies addressing the following topics:

- Infrastructure investment;
- Finances;
- Fiscal mechanisms;
- Regulation;
- Service provision;
- Advocacy;
- Information and communication;
- Education; and
- Partnerships.

Some of the climate change impacts that the City of Bayside is exposed to are climate extremes and natural hazards such as storm surges and coastal inundation, reduced rainfall, erosion and extreme temperatures. These hazards are expected to increase in frequency and severity.

The structure plan will need to take into account climate change and seek to mitigate its effects where possible, through for example, retaining vegetation to help mitigate the urban heat island effect.

Bayside Nature Strip Planting guidelines

These guidelines set out Council's planting guidelines for nature strips, including information regarding preferred plants, siting maintenance. The guidelines also set out the approval process for proposed nature strip planting.

Tree Strategy, Street and Park Tree Management Policy, Tree Protection on Private Property Policy.

These policies provide guidance regarding tree services, the selection and planting of new trees, and the management of the street and park tree populations and assessing Local Law permits for Protected Trees on private property. They are intended to support the legal instruments of Local Law No. 2 – Neighbourhood Amenity (Clause 36 – Tree Protection) and various clauses in the Bayside Planning Scheme, for example the Vegetation Protection Overlay.

Place Design Manual – My Place – Highett Activity Centre.

Council's Place Design Manual is intended to be used as a repository of information to aid in the development of comfortable and welcoming public spaces in Bayside. The Manual makes reference to the Highett Activity Centre concluding that the centre is a centre in transition requiring an upgrade. In particular, it notes that pedestrian access through the centre is difficult and uncomfortable due to level changes, an inconsistent footpath alignment and number of vehicular crossings. Similarly, the intersection and pedestrian crossings at the corner of Graham Street and Highett Road are considered complicated, making it uncomfortable to navigate from Highett Railway Station to the south side of Highett Road. Pedestrian access to Highett Railway Station and across the train line on the north side is awkward, with the footpath rising up to platform level via steep ramps from both sides of the approach, and no comfortable pedestrian path through this space at street level.



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