Bayside Housing Strategy

Updated September 2019

Draft

Contents

Executive Summary

The provision of adequate housing is an essential human need. The *Bayside Housing Strategy* 2012 guides how residential development in Bayside will be planned and managed to 2031. The Strategy looks at the location and type of residential development required in order to meet the changing needs of the Bayside community, whilst ensuring development is consistent with an enhances Bayside's valued urban character.

The *Housing Strategy Review* 2019 identifies the need to continue with the existing spatial approach provided for within the *Bayside Housing Strategy* 2012, which directed the majority of growth to activity centres near fixed rail transport with minimal growth directed to low scale less accessible residential neighbourhoods. The *Housing Strategy Review* 2019 found that Bayside's growth locations have sufficient housing capacity to meet anticipated population increases over the next 15 years to 2036 as required by State planning policy.

Population and household trend data analysed during the Review indicates:

- Bayside will need approximately 422-541 additional dwellings per year to house forecast population growth. Between 2012-2016, 425 additional dwellings were built each year
- Families with children will remain the predominant household type, however the percentage of couple only and lone person households will increase. A diversity of household types will be needed including smaller and adaptable homes, as well as residential aged care to enable people to age in place.
- Approximately 3.6% of all Bayside households have an unmet need of affordable housing and lone persons are the largest group in need.

Delivery of diverse and affordable housing was a key socio–economic focus of this Review. Residential Aged Care is to be encouraged in activity centres with a number of advocacy and education measures recommended to encourage development of more adaptable housing.

This review of the Strategy primarily focuses on updating Council's existing policy framework to have regard to subsequent decisions of Council, as well as identifying the areas to focus future housing related strategic actions, such as affordable housing, adaptable housing and environmentally sustainable design. A series of actions relating to housing are outlined, aligning with the themes of managing housing growth, housing diversity, affordability, economic development and sustainability, environmental and landscape values, coastal landscape protection, climate change, neighbourhood character, sustainable development, physical and social infrastructure, golf courses and construction management. Actions to monitor and review are included also, including annual reviews of development approvals and completions to monitor housing demand and supply.

Introduction

1.1 What is a Housing Strategy

The provision of adequate housing is an essential human need. The Housing Strategy guides how residential development in Bayside will be planned and managed over the next twenty years. The Strategy looks at the location and type of residential development required in order to meet the changing needs of the Bayside community; whilst ensuring development is consistent with and enhances Bayside's valued urban character, manages any associated environmental risk and is equitable and appropriately serviced.

1.2 Why prepare a Housing Strategy

As with the rest of metropolitan Melbourne, the population of Bayside is projected to grow significantly between now and 2051 and more dwellings will be needed to accommodate this population.

To remain liveable, it is important that Melbourne does not continue to sprawl to accommodate these additional people. The more Melbourne sprawls, the greater the risk it will become an unsustainable city, divided by disadvantage and inequity.

For population growth to be sustainable, housing needs to be provided in locations that capitalise on existing infrastructure, jobs, services and public transport. To achieve this, State planning policy encourages housing development in and around activity centres, proximate to services, transport, and jobs.

The Housing Strategy provides a holistic framework to support the delivery of housing that meets the needs of the Bayside community both now and in the future, and to identify the services and facilities needed to support the community. This Strategy progresses increased supply of affordable housing, as well as greater choice and diversity which responds to Council's obligations under the *Victorian Charter of Human Rights and Responsibilities Act* 2006.

1.3 What is the purpose and scope of the Housing Strategy

The purpose of the Housing Strategy is to:
- Identify the anticipated demographic trends and identify what implications this will have on demand for housing and infrastructure provision.
- Identify future housing requirements
- Provide a vision and framework to ensure residential development in Bayside meets the needs of both current and future residents that is consistent with State planning policy.
- Identify actions needed to implement the Housing Strategy.
- Identify monitoring and review mechanisms to ensure an adequate supply of housing continues to be provided.

It is important to recognize the Housing Strategy can only influence development Council has control over; that is residential development that needs a planning permit. Single dwellings on lots greater than 500 square metres generally do not require planning permission and therefore this Strategy cannot influence these developments.

1.4 What is the lifespan of the Housing Strategy?

Clause 11.02-1S – Supply of urban land of the State Planning Policy Framework states that Council should plan to accommodate projected population growth over at least a 15 year period and provide clear direction on locations where growth should occur.

The Housing Strategy identifies locations where housing growth can occur. These locations have sufficient housing capacity to meet the anticipated increases in population to 2036.

Council will undertake an annual review of approved residential developments and development completions within Bayside to ensure adequate opportunity exists to accommodate anticipated future population growth. This Strategy will be reviewed when it is identified that Bayside no longer has a 15 year supply of land available.

1.5 What is the role of Council in Housing Development?

Council's role in planning for housing and residential development is directed by the strategic directions contained in the State Planning Policy Framework. It is Council's responsibility to determine how these State directions are best implemented at a local level.

Through the Bayside Planning Scheme, Council has the ability to establish strategic direction about where and how housing will be provided within the municipality, taking into account local trends, conditions and community aspirations, and to provide for this through appropriate policy, zoning and planning provisions. It is important to recognise that any Council planning policy must be consistent with State planning policy.

Council also has an important advocacy role to play, advocating for planning policies and controls that are consistent with Bayside's overarching vision of 'making Bayside a better place'.

In addition, Council can facilitate the delivery of affordable housing, recognising the critical shortage of affordable housing in Victoria.

Background

The original *Bayside Housing Strategy* was adopted by Council in September 2012. Residential zones to implement the Strategy were introduced across Bayside in June 2014. Residential land identified as Minimal Residential Growth Areas in the *Housing Strategy, 2012* was zoned Neighbourhood Residential Zone whilst residential land identified as Housing Growth Areas in the *Housing Strategy, 2012* was zoned General Residential Zone, with a small component of Residential Growth Zone in the Willis Street Precinct (Hampton Activity Centre) and in part of the Hampton East (Moorabbin) Activity Centre. The public housing estate in New Street, Brighton was also rezoned Residential Growth Zone in 2018. The Strategic Framework Plan from the *Housing Strategy, 2012* was introduced into the Bayside Planning Scheme in August 2014, implementing some of the policy components of the Housing Strategy.

The introduction of these zones and the Strategic Framework Plan into the Bayside Planning Scheme has provided very clear direction to both the community and the development industry as to where housing growth is being directed.

In the Minimal Residential Growth Areas (zoned Neighbourhood Residential Zone), building heights are capped at 2 storeys, recognising the Bayside community's desire to protect the low rise, leafy character of the established residential areas whilst enabling a mix of housing types including detached houses, town houses and low rise apartments.

In the Housing Growth Areas, locations that are in close proximity to public transport, shops and services, permissible building heights range from 3 stories (generally in the residential areas), up to 6 storeys in the commercial areas of activity centres. These heights were determined through detailed structure planning processes that examined the local conditions of each location.

The other policy components of the *Housing Strategy, 2012*, including the vision, and objectives and strategies to achieve this vision, were not introduced into the Planning Scheme. This was because a Planning Panel recommended that Amendment C140, which sought to introduce the policy components of the *Housing Strategy, 2012* be abandoned. This was largely because some of the more restrictive controls proposed as part of C140, such as mandating minimum lot sizes, were not justified by the *Housing Strategy, 2012*. The Panel was concerned that these restrictive controls were an attempt to stifle nearly all development in the established residential areas and did not allow for a diverse mix of housing including semi-detached and detached dwellings.

As part of the update of the *Housing Strategy, 2012*, a review of the original Strategy was undertaken to evaluate Council's success in implementing the Strategy and to consider any modifications that needed to be made to the Strategy having regard to current policy settings and the forecast needs of Bayside's residents. The review did not consider the overarching spatial approach to delivering increased housing in Bayside; that is, directing medium and high density housing to Housing Growth Areas, areas in close proximity to public transport, shops and other services.

This is because the overarching spatial approach outlined in the *Housing Strategy, 2012* and in this update to the *Housing Strategy*, is delivering increased housing in Bayside in locations that are well served by public transport, shops and services. This is the most sustainable approach to delivering increased housing density and is in line with State Government planning policy. Should further housing capacity be required in the future, a future review of the *Housing Strategy* can consider other locations that may be suitable for increased housing density in addition to those already identified in the *Housing Strategy*. This approach allows Council to direct and manage growth in the short to medium term.

Policy Context

In updating the Housing Strategy, the following policy context has been taken into account.

State Policy

The State Government provides the overarching strategic direction in relation to accommodating future housing within Victoria.

Plan Melbourne

Plan Melbourne is Victoria's Metropolitan Planning Strategy. *Plan Melbourne* sets the vision and policy direction for the growth of Melbourne to 2050. *Plan Melbourne* replaced Melbourne *2030*, the former Metropolitan Planning Strategy in 2014 and was refreshed in 2017.

It is projected that Melbourne's current population of around 6.5 million will increase to 11.2 million by 2056 (Victoria in Future, 2019). To remain liveable, it is important that Melbourne does not continue to sprawl to accommodate these additional people. The more Melbourne sprawls, the greater the risk it will become an unsustainable city, divided by disadvantage and inequity.

For population growth to be sustainable, housing needs to be provided in locations that capitalise on existing infrastructure, jobs, services and public transport. To achieve this, *Plan Melbourne* encourages housing development in and around activity centres, proximate to services, transport, and jobs. In addition, it seeks to increase the supply of social and affordable housing and to provide greater choice and diversity of housing.

Homes for Victorians, 2017

Homes for Victorians is the State Government's plan to increase and renew public housing and address homelessness. It includes 5 main initiatives:

1. Supporting people to buy their own home;

2. Increasing the supply of housing through faster planning;

3. Promoting stability and affordability for renters;

4. Increasing and renewing social housing stock; and

5. Improving housing services for Victorians in need.

As part of implementing this Plan, the Public Housing Renewal Program has identified numerous public housing sites across Melbourne as suitable for redevelopment for a mix of social, affordable and private homes.

One of these sites is the public housing site in New Street Brighton. There are currently 127 dwellings on the site and it is proposed that they will be replaced by at least 140 new public housing homes as well as private housing. The Department of Health and Human Services has established a Consultative Committee made up of key community members and representatives of local organisations to provide advice on the redevelopment of the estate.

Changes to Planning and Environment Act 1987

On 1 June 2018, changes to the *Planning and Environment Act* 1987 (the Act) came into effect to help facilitate the supply of affordable housing through the planning system. These changes were:

- *Adding a new objective to the Act "to facilitate the provision of affordable housing in Victoria";*

- *Providing a definition of affordable housing – "affordable housing is housing, including social housing, that is appropriate for the housing needs of very low, low, and moderate-income households"; and*

- *Affirming the use of section 173 for voluntary affordable housing agreements "…a Responsible Authority may enter into an agreement with an owner of land for the development or provision of land in relation to affordable housing".*

These changes make it clear that the planning system has a role in facilitating affordable housing and clarifies that Responsible Authorities can enter an agreement under section 173 of the *Planning and Environment Act* 1987 for the provision of affordable housing as part of a development.

Local Policy

The key local policy documents that influence the Housing Strategy are summarised below.

6.2.1 Bayside Community Plan 2025

The *Community Plan* expresses a vision for Bayside for the next 10 years. Based on an extensive and ongoing community engagement process, it sits at the heart of Council's planning framework. In relation to housing and neighbourhoods, the community's aspiration is that, *by 2025, members of our 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.*

6.2.2 Bayside Council Plan

The *Council Plan* sets out Council's vision, goals, strategic objectives and strategies for the Council's 4 year term in office. The following goals are of particular relevance to the *Housing Strategy Review*:

- Goal 1- Infrastructure - *'Council will work together with the Bayside community to plan and deliver community infrastructure that responds to the changing needs of the Bayside community.'*
- Goal 2 – Transport - *'Sustainable transport is the mode of choice, facilitated through the creation of a well- connected, safe, accessible and convenient transport system that positively contributes to a strong economy, the health and wellbeing of the community and a low-carbon future within Bayside.'*
- Goal 3 – Housing and neighbourhoods - *'Neighbourhood housing development across Bayside will respect and enhance Bayside's valued built and natural heritage and neighbourhood character. New housing growth will be focused on identified activity centres, demonstrating strong environmental credentials and providing a range of housing types to accommodate changing community needs.'*
- Goal 4 – Open space - *'We will work together to build our open space network to support biodiversity, improve health and wellbeing and community connections, and provide access for current generations.'*
- Goal 5 – Environment - *'Council and the Bayside community will be environmental stewards, taking action to protect and enhance the natural environment, while balancing appreciation and use with the need to protect natural assets for future generations.'*

6.2.3 Wellbeing for All Ages and Abilities Strategy, 2017 – 2021

This Strategy outlines the health and wellbeing priorities for Bayside City Council for the next four years. Goal 1, An engaged and supportive community has two relevant objectives 1) '*Support opportunities that build social networks and community connections'* and 2) '*Improve access to affordable, appropriate and inclusive services*'. Goal 3, Safe and sustainable environments has two relevant objectives to 1) *'improve environmental sustainability'* and 2) *'improve community resilience to extreme weather events'.*

6.2.4 Bayside Integrated Transport Strategy, 2018 – 2028

This Strategy sets out a framework and specific actions to achieve a well-connected, safe, accessible and convenient transport system that positively contributes to a strong economy, the health and wellbeing of the community and a low carbon future. Strategic Direction 15 of the *Integrated Transport Strategy* states:

'New land uses and development will be located in accessible locations that provide the greatest access to public transport and facilitate walking and cycling.'

6.2.5 Bayside Environmental Sustainability Framework, 2016 – 2025

This framework sets consistent direction and guidance for environmental planning and decision-making within Bayside City Council. Goal 4: Sustainable Places, has as a target:

'Improved environmental standards for new residential and commercial buildings and renovations in the planning and approval process.'

The indicator for this target being achieved is *'Environmental Sustainability requirements incorporated into planning scheme process, including Built Environment Sustainability Scorecard (BESS) or other superior rating tool.'*

6.2.6 Improving Housing Affordability and Social Housing Options in the City of Bayside – Advocacy Action Plan, June 2018

This Action Plan guides Council's advocacy efforts in relation to affordable and social housing in Bayside. Council has 2 objectives:

o To increase the supply of social and affordable housing on State Government land.
o To encourage and facilitate the private sector to deliver affordable housing stock.

The advocacy action plan aims to influence outcomes that:

- Maximise the provision of public and affordable housing;

- Achieve social integration;

- Respect neighbourhood character; and

- Ensure compliance with planning controls.

6.2.7 Bayside Climate Change Strategy – A Plan for Council's Operations, 2012

This sets out how Council is responding to the challenges of climate change. It recognises that Council will need to plan for; increasing temperatures and extreme heat, longer dry spells interrupted by more storms and floods and rising sea levels.

To better understand how Bayside can address climate change hazards through land use planning, Council is involved in the Port Phillip Bay Coastal Planning Project. This project is currently underway and is being undertaken by the Municipal Association of Victoria (MAV) in conjunction with the Association of Bayside Municipalities (ABM), an association of ten municipalities (including Bayside City Council), that abut Port Phillip Bay.

The aim of the project is to assist the 10 Council's around Port Phillip Bay to develop a consistent approach to addressing climate change hazards in land use planning.

The findings of this project will need to be considered and possible changes made to the Bayside Planning Scheme.

Previous Community Feedback

In recent years, a number of municipal-wide engagement programs have been carried out that sought to understand the community's views on a range of topics. Planning and housing is a key component of the service Bayside Council provides. It is also an area of strong public opinion. For this reason, there is a wealth of data on this topic to inform the update to the *Housing Strategy*.

The following recent projects included municipal-wide consultation on the topic of planning, housing and development:

- *The Council Plan;*
- *The Community Plan;*
- *The Planning Scheme Review;*
- *Amendment C140;*
- *Amendment C125; and*
- *Annual Community Satisfaction Report.*

The key messages in relation to planning, housing and development from these consultations were:

- Directing growth to activity centres and away from established residential areas continues to be a high priority for residents.

- Additional pressure on infrastructure (especially roads) caused by increased residential development is a significant concern for residents.

- Negative impacts on surrounding properties must be appropriately managed where new development is occurring.

- Planning and development remains an area of concern for Bayside residents.

To help inform the Housing Strategy Review, the community was asked to provide feedback on the key housing issues in Bayside. The key messages from this consultation were:

- It is important to encourage a diversity of housing typologies in Bayside including family homes and smaller homes for single people, couples and small families.
- There is a need for the Strategy to recognise that many adult children are now staying in the family home for longer and so downsizing may occur later and that people downsizing do not always want to move into an apartment, often they want to downsize to a smaller, separate single level home with a small outside area.
- If additional housing capacity is needed in future years, most respondents would prefer it to be delivered by allowing higher density housing along the Principal Public Transport Network, followed by widening the activity centre boundaries.
- Residential development in the Bayside Business District should not be ruled out.
- There was a perception amongst some respondents that development is unfairly concentrated along the Frankston train line rather than being spread evenly between both the Sandringham and Frankston train lines. This perception highlights the need to communicate and educate the community as to where Housing Growth Areas are located, as they are spread along both the Sandringham and Frankston train lines.
- There is support for protecting neighbourhood character in Minimal Residential Growth Areas by directing growth to Housing Growth Areas, however respondents did not support changing the neighbourhood character in Housing Growth Areas. This reflects the competing objectives in planning. Whilst respondents agreed with protecting the neighbourhood character in the majority of Bayside by directing housing growth to Housing Growth Areas, the consequence of this is that the character in these identified Housing Growth Areas will change.
- Residential developments should have to achieve best practice environmentally sustainable design.

- Retirement villages/nursing homes should be located near shops and public transport.
- There was concern that Residential Aged Care developments of up to 4-5 storeys can be built in all residential zones.
- There was support for Council encouraging developers to build more adaptable housing with most respondents preferring to adapt their existing house rather than move house should household circumstances change in the future.
- There were mixed views in relation to the role Council should play in incentivising the delivery of affordable housing.
- The most important benefits of enhancing vegetation and tree cover in Bayside were the contribution it makes to the neighbourhood character of Bayside and biodiversity.
- The types of infrastructure respondents felt were being most impacted by increased housing density were road and street congestion and open spaces.

This feedback has been taken into account in updating the Housing Strategy.

Housing for the future

In updating the Housing Strategy to ensure it provides a holistic framework to support the delivery of housing that meets the needs of the Bayside community, both now and in the future, it is important to understand:

- What the housing needs of its future population are likely to be.
- The nature of existing housing stock and whether this stock is likely to meet the needs of the future population.
- The capacity of areas to accommodate new housing.

Population forecasts are produced by a range of organisations, including the Department of Environment, Land, Water and Planning (DELWP), who produce the Victoria in Future (VIF) estimates, the Australian Bureau of Statistics (ABS) and private consultancy firms (including .id consulting).

Council uses VIF, ABS and .id data to help plan for future community needs. For detailed planning work, Council uses Forecast.id data which has a number of advantages compared with the VIF 2019 figures:

- Forecasts are produced for smaller geographic areas (all nine suburbs in Bayside);
- More detailed building activity and statutory planning data are incorporated into the assumptions; and
- A household propensity model is also used to forecast detailed age groups of persons living in those households.

Data sets from Forecast.id and Victoria in Future 2019 have been used in this Strategy.

Did you know? In Bayside:

Population	Age distribution in 2016	Age distribution by 2036
Estimated population (2019) 107,230(id)	0-19 years (2016) 25.4% (id) 25.3% (VIF)	0-19 years (2036) 23.4% (id) 21.4% (VIF)
Estimated population (2036) 118,590 (.id) 122,708 (VIF 2019)	20– 34 years (2016) 13.3% (id) 14.4% (VIF)	20– 34 years (2036) 14.8% (id) 16.2%(VIF)
Estimated increase in population from 2019 – 2036 11,360 people (.id) 15,480 (VIF 2019)	35- 59 years (2016) 36. 3% (id)35.8% (VIF)	35- 59 years (2036) 33.3% (id) 32.2% VIF)
Estimated population growth pa (2019 – 2036) 668 people (.id) 910 people (VIF 2019)	60+ (2016)25.2% (id) 24.5% (VIF)	60+ (2036) 28.6% (id) 30.1%(VFF)

Bayside's population is forecast to increase by around 688 - 910 people per year. Parents and homebuilders (35 to 49) and older workers and pre-retirees (50 to 59) are the largest age group in Bayside and will continue to be so. However, it is also forecast that there will be increases in the 20 to 34 and 60+ age groups.

Dwellings

Number of dwellings (2016)
41,516 (.id)
41,130 (VIF 2019)

Estimated dwellings (2036)
49,948 (.id)
51,940 (VIF 2019)

Estimated increase in dwellings
from 2016 – 2036
8, 432 dwellings (.id)
10,810 (VIF 2019)

Estimated dwelling growth pa (2016
– 2036)
422 dwellings per year (.id)
541 dwellings per year (VIF 2019)

Households

Families with children
(2016)
45%

Couples without children
(2016)
24%

Lone person households
(2016)
23%

Households

Families with children
(2036)
41%

Couples without children
(2036)
28%

Lone person households
(2036)
27%

To house the forecast population, approximately 422 - 541 new dwellings will need to be built each year. In the 5 years between 2012 – 2016 approximately 2,128 net dwellings were built, which equates to around 425 net new dwellings were built each year.

Additional housing capacity is in the pipeline with structure plans and planning scheme amendments underway for Martin Street and Highett Large Neighbourhood Activity Centres, Hampton East Major Activity Centre, Pennydale Housing Growth Area and Bayside's Small Activity Centres. The CSIRO strategic redevelopment site is also expected to be sold and redeveloped in the near future.

Families with children will remain the predominant household type, however there will be increases in couples without children and lone person households.

Building stock

Separate house (2016)
60.8%

Medium density –
townhouse/unit, 2 storey
apartments (2016)
30.6%

High density – 3 storey +
apartments (2016)
7.6%

Who lives where?

Separate house (2016)
Families with children – 77%
Couples – 59%
Lone persons – 42%

**Medium density –
townhouse/unit, 2 storey
apartments (2016)**
Families with children – 20%
Couples – 32%
Lone persons – 45%%

**High density – 3 storey +
apartments (2016)**
Families with children – 2%
Couples – 7%
Lone persons – 12%

Income (2016)
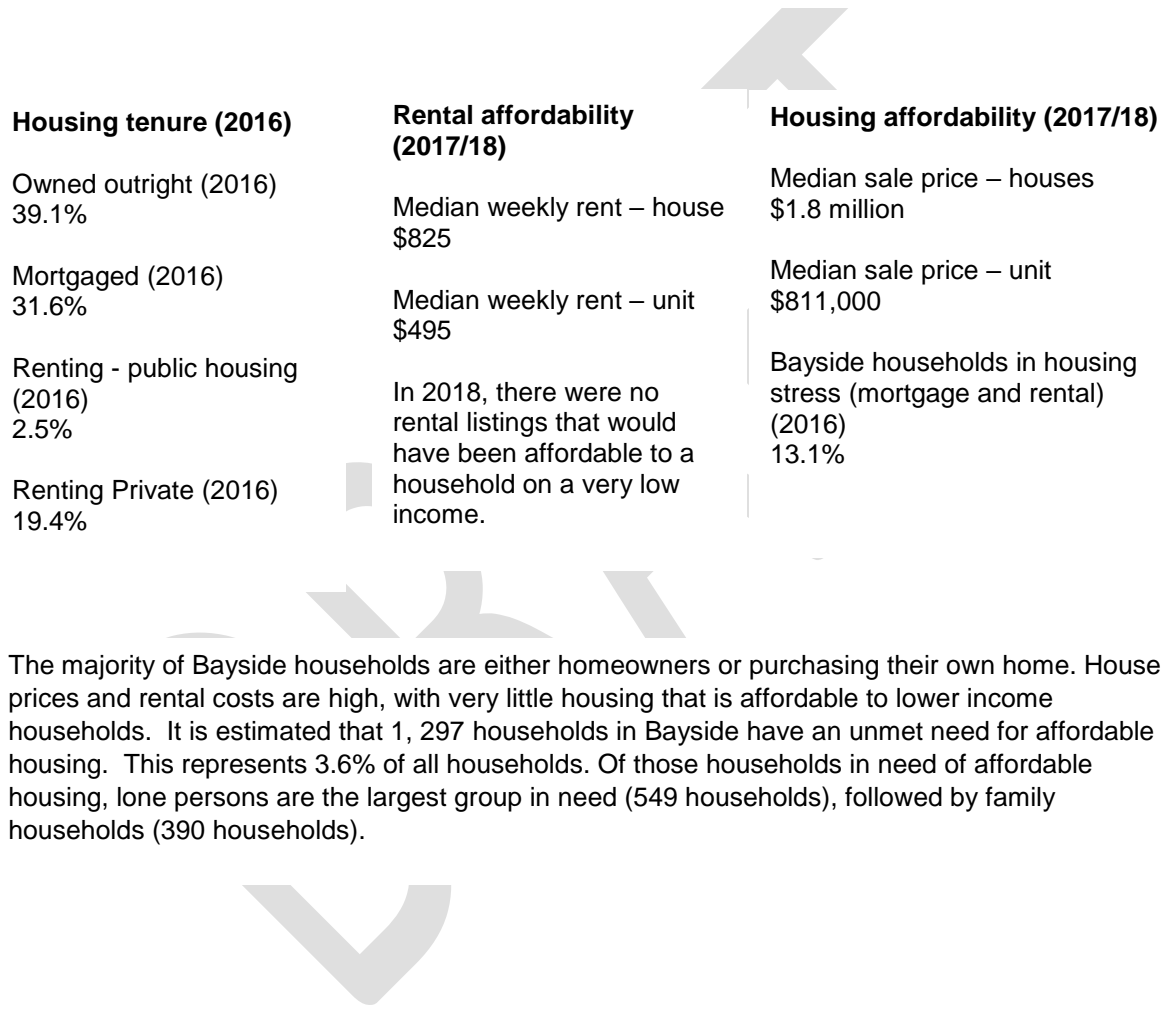
Households in the highest
income quartile
44.6%

Households in the lowest
income quartile
23.1%

Bayside's housing stock corresponds with the household types, with the majority of housing being separate houses, primarily occupied by families with children and couples.

As the percentage of couple only and lone person households increase, a diversity of housing types will need to be provided including family homes that cater for the dominant demographic in Bayside and smaller homes such as apartments and townhouses/units that cater for smaller households. Anecdotally, smaller, single storey homes, with a small backyard are often preferred over apartments by people wishing to downsize.

Other housing options that enable older people to age in place, including adaptable housing and residential aged care will also be needed.

Bayside is generally a wealthy municipality, although there are pockets of disadvantage.

Housing tenure (2016)

Owned outright (2016)
39.1%

Mortgaged (2016)
31.6%

Renting - public housing (2016)
2.5%

Renting Private (2016)
19.4%

Rental affordability (2017/18)

Median weekly rent – house
$825

Median weekly rent – unit
$495

In 2018, there were no rental listings that would have been affordable to a household on a very low income.

Housing affordability (2017/18)

Median sale price – houses
$1.8 million

Median sale price – unit
$811,000

Bayside households in housing stress (mortgage and rental) (2016)
13.1%

The majority of Bayside households are either homeowners or purchasing their own home. House prices and rental costs are high, with very little housing that is affordable to lower income households. It is estimated that 1, 297 households in Bayside have an unmet need for affordable housing. This represents 3.6% of all households. Of those households in need of affordable housing, lone persons are the largest group in need (549 households), followed by family households (390 households).

Key challenges associated with managing housing growth

In planning for future housing growth, there are a number of challenges that need to be addressed to ensure development is undertaken in an equitable and appropriate manner.

A key challenge for the Strategy is to balance the need to provide additional, and diverse housing for a growing and changing population with community aspirations to protect the green and leafy, low scale housing character of Bayside. In considering how to accommodate future housing growth it is important to recognise that not all areas within the municipality have the same capacity to accommodate residential growth

The following key challenges have been taken into consideration in developing and updating the Housing Strategy and assessing the suitability of areas for future residential development.

3.1 Balancing state and local expectations in managing housing growth

The fundamental challenge for the Housing Strategy is to balance the need for growth with the existing community's desire to protect the village feel and green and leafy, low scale housing character of Bayside. This can be achieved by focusing development in locations close to public transport, shops and services, whilst limiting development in other areas of the municipality. This is the approach that the *Housing Strategy* has taken.

This approach does, however, lead to a concentration of development in a number of defined locations which results in a greater impact on the existing character of that area. Yet it also enables the protection of neighbourhood character throughout the remainder of the municipality, in areas that are less well located in relation to public transport, shops and community services.

A more spread out approach to development, with development spread across the municipality rather than being focused into defined locations will result in greater levels of change overall throughout the municipality. It also results in development that is less well located in relation to public transport, shops and community services.

The application of residential zones in Bayside implements the approach to managing growth set out in the *Housing Strategy*, with the Neighbourhood Residential Zone applied to Minimal Residential Growth Areas, and the General Residential Zone and Residential Growth Zone applied to Housing Growth Areas. This ensures that the greatest increase in housing is focused in areas in close proximity to shops, services and public transport, whilst also delivering housing density and diversity in the form of single dwellings, town houses and 2 storey apartments in the remainder of the municipality that is zoned Neighbourhood Residential Zone. This approach ensures Bayside can deliver the necessary housing growth whilst also delivering housing diversity to meet the needs of existing and future residents.

3.2 Housing diversity

The characteristics of Bayside's population are changing and therefore so will their needs. With a changing demographic profile, there will be a need to ensure a diversity of housing types is provided including family housing, apartments, townhouses and single storey units on smaller blocks. The large areas of land in Bayside zoned Neighbourhood Residential Zone are locations where family houses, townhouses and units on smaller blocks can be located, catering for both families, and our aging population.

Residential Aged Care Facilities contribute to housing diversity and choice for older people. They are best located in areas close to shops, services and public transport so that their residents have easy

access to these services. Due to their purpose and function, these facilities often have a built form that is different to dwellings. It is important that these facilities are built to respond to the site and their context and that they do not unreasonable impact on the amenity of adjoining dwellings.

Another way to provide a diversity in housing is to encourage the inclusion of adaptable building design into new developments. This will enable housing to change and adapt to the different needs of families, and avoids the need for costly renovations or the need to move house when needs change. Adaptable housing elements can be introduced relatively cheaply at the design and building stage. However, currently, the inclusion of adaptable housing design is largely voluntary.

Community Care Accommodation is also an important form of housing diversity, providing accommodation for people with limited mobility, as well as for people who have experienced family violence. It is defined in the Planning Scheme as *'land used to provide accommodation and care services. It includes permanent, temporary and emergency accommodation. It may include supervisory staff and support services for residents and visitors'.* It is exempt from a permit where the use is funded by, or carried out by or on behalf of, a government department or public authority and specific planning requirements that limit the scale and intensity of development are met.

3.3 Social and affordable housing

The term 'affordable housing' refers to housing that is available to very low and low-income households to rent or own, for less than 30% of the households income.

Social housing forms part of affordable housing and typically refers to housing that is owned by the Victorian Government or a not-for-profit Registered Housing Agency and made available at affordable rents for eligible households. This form of housing generally addresses those households with the highest needs and a range of those households who receive various assistance or support (for example rent assistance).

While Bayside is a generally affluent suburb, there are sections of the Bayside community that experience disadvantage, with approximately 3.6% of the population in need of affordable housing.

The *Planning and Environment Act* 1987 defines affordable housing as *'housing, including social housing, that is, appropriate for the housing needs of any of the following: very low income households; low income households; moderate income households'.*

The Governor in Council Order specifies the income ranges for very low, low and moderate income households for affordable housing that is not social housing, whilst income limits for social housing are determined by the Director of Housing.

Whilst the causes of the lack of affordable housing are many, and complex, there is a role for the planning system, and for Council, to play in facilitating affordable housing in Bayside to ensure our low income residents and workers can continue to live in the municipality.

As part of the State government's public housing renewal program, the existing public housing site in New Street, Brighton, is being redeveloped to provide additional public and private housing. Council has advocated for increasing the supply of public and affordable housing at the site to support disadvantaged members of the Bayside community.

3.4 Homelessness and temporary accommodation

Homelessness is a complex issue. In defining homelessness the Australian Bureau of Statistics (ABS, 2018) emphasises the 'home' in homelessness – as home encompasses a sense of security, stability, privacy, safety and the ability to control one's living space. This in real terms is a lack of access to safe, secure and appropriate housing through one or more of such elements.

Rough sleeping is a form of homelessness which refers to living on the street, sleeping in parks or cars, squatting, or living in improvised dwellings. As in many cities around the world, homelessness

across greater Melbourne and Bayside is growing, and the visibility of those without adequate accommodation is on the rise.

The main reasons people experience homeless are: lack of affordable housing, family violence, financial stress, disability, mental health, alcohol and/or other drug issues. Many people have short and one-off experiences of homelessness, but for some it stretches into years and it may take a range of supports to get housing. Every person's story is unique.

Despite relatively high income levels of residents in Bayside, those experiencing homelessness is on the increase. In Bayside, most homelessness is hidden, including people staying in hotels, motels, or other temporary accommodation, living in unsafe conditions, or sleeping on relative's or friend's couches (couch-surfing).

3.5 Economic development and sustainability

While there is a focus on providing residential development within activity centres, activity centres also perform a vital commercial role. It is important to ensure that increased residential development in activity centres and other commercial areas does not occur at the expense of commercial activities. In addition, there has been increasing pressure to develop land in the Bayside Business District for residential purposes.

Existing planning policy does not support residential development in the Bayside Business District (BBD) as it is the last area of Commercial 2 Zoning in Bayside and is an important existing and future economic hub for the municipality. An earlier rezoning of land within the BBD to Mixed Use Zone and Commercial 1 Zone which was intended to contribute to the Bayside Business Employment Area has instead resulted in a residential development that does nothing to contribute to the Bayside Business District and its key role as an employment and economic node.

Given the limited Commercial 2 Zoning in Bayside and the existing (and future) employment role the BBD plays, it is important that this land be retained for future commercial development. It is therefore not proposed to rezone land in the BBD to enable residential development.

3.6 Environmental and landscape values

The majority of the urban area in Black Rock and Beaumaris is included within a Vegetation Protection Overlay. This overlay recognises the significant vegetation character and habitat value of native vegetation in these areas and recognises that the continued viability of this significant vegetation character and its habitat value is under threat from clearance associated with urban development and from loss of aging vegetation. These areas are not considered appropriate for increased residential density as smaller lots and greater site coverage will negatively impact on this significant vegetation character and habitat value.

3.7 Coastal areas and landscape protection

Bayside has over seventeen kilometres of frontage to Port Phillip Bay, with the coastal reserves covered by a Vegetation Protection Overlay, recognising its diversity and environmental values. Land within proximity of the coastline is highly desirable for increased residential development because of the coastal views and lifestyle opportunities it offers. However, higher density housing can negatively impact on the foreshore. In recognition of this, the coastline is covered by a Design and Development Overlay 1 – Building Height Control – Coastal. The intent of this overlay is to limit the scale and form of development which can occur along the coastline to two storeys. Given this, the area has limited capacity to accommodate significant future housing growth.

3.8 Climate change

Council needs to plan for the impacts of climate change including increasing temperatures and extreme heat, longer dry spells interrupted by more storms and floods and rising sea levels and coastal erosion. The Housing Strategy will seek to improve the environmentally sustainable design of new buildings so they are better placed to cope with extreme temperatures as well as seeking to protect and enhance vegetation in Bayside to help combat the urban heat island effect. Once completed, the Port Phillip Bay Coastal Hazards Assessment will need to be reviewed and implications on the Housing Strategy considered.

3.9 Neighbourhood character

Maintaining neighbourhood character is important to the Bayside community. Over the last ten years the community has consistently expressed concern that increased development associated with urban consolidation should not be at the expense of the neighbourhood character, but rather that it should be consistent with and respect the character of Bayside.

Where incremental housing change is occurring, neighbourhood character can be respected by new development. However, in areas identified for housing growth, it is not possible to preserve the existing character. In these areas, it is necessary to define a clear preferred future character which accommodates the necessary housing growth.

There is also concern that developments are removing mature vegetation, particularly canopy trees, which contributes significantly to the character of Bayside. The garden character of much of Bayside's residential areas is highly valued by the community, with trees and vegetation being essential components of urban infrastructure.

3.10 Sustainable development

Focusing development within identified growth areas, close to shops, public transport and community facilities can assist in reducing the reliance on the car, lead to greater efficiencies in infrastructure provision as well as create vibrant and diverse communities, thus creating a more sustainable urban form.

Other aspects of sustainability include ensuring new development incorporates environmentally sustainable design and materials in order to achieve more sustainable building outcomes and managing the impact of construction on the environment.

Council currently encourages applicants to consider environmental performance of their buildings by requiring a sustainability report to be submitted as part of planning permits, however other Victorian local councils have introduced an Environmentally Sustainable Design Policy into their planning schemes requiring applications over a certain size to undertake a sustainability assessment. This approach is called SDAPP (Sustainable Design Assessment in the Planning Process) and refers to the inclusion of 10 key environmental performance considerations into the planning permit approvals process. This ensures environmental sustainability is considered at the planning stage.

3.11 Heritage

The land presently encompassed by the City of Bayside has been occupied by Indigenous people for over 35,000 years. When Europeans first arrived in Victoria, the Bayside was within the traditional country of the *Ngaruk willam,* a clan of the *Boon Wurrung* people. Although Bayside is now a highly urbanised environment, evidence of the use of the land by *Boon wurrung* people survives in the form of archaeological sites.

Bayside's more recent built form history includes a range of significant heritage properties and precincts from the Victorian, Edwardian, post and interwar periods. Recognising this, protection has

been given to these significant properties and precincts through the Heritage Overlay in the Bayside Planning Scheme.

The existence of heritage significance does not preclude more intensive residential development, however, it does require a more sensitive approach to retaining and incorporating the important heritage values within the development.

3.12 Transport

Whilst Bayside is serviced by rail, a tram and buses, there are large areas which rely principally on the private motor vehicle for transport. The north of the municipality is generally well serviced by public transport, being served by the Sandringham railway line which has stations at Gardenvale, North Brighton, Middle Brighton, Brighton Beach, Hampton and Sandringham and the Frankston railway line which has stations at Moorabbin, Highett, Southland and Cheltenham.

Access within the southern part of the municipality, Black Rock and Beaumaris, is not as convenient, being serviced only by bus.

Trams are restricted to a single route in Brighton East, north of Nepean Highway, which runs along Hawthorn Road.   Buses are provided throughout the municipality.

The principles of sustainability include a reduced reliance on the private motor vehicle and a greater reliance on public transport. The absence of a multi modal public transport system to the south of the municipality means that these areas are less suitable for increased housing density than the areas in close proximity to a train station.

State Planning Policy supports housing density along the Principal Public Transport Network (PPTN). However, in Bayside, many areas along the PPTN are not currently well served by high quality public transport. For example, bus route, 822 and 828 which are included in the Bay Road PPTN route have a 20-30 minute frequency at peak times. In addition to low service frequencies, bus routes are circuitous and slow and there is poor coordination with rail services.

A *Metropolitan Bus Service Review for Bayside/Kingston, Boroondara/Glen Eira, 2010* was undertaken by the Department of Transport. It recommended a number of changes to existing bus routes in Bayside to improve coverage and service times. These change have not been implemented. Council has also identified a range of actions that would add significant value to the public transport network in Bayside. These actions have also not been implemented by the State Government.

Unlike fixed rail, there is no guarantee that bus routes will remain the same and the State Government has not committed to increasing bus reliability or service in Bayside. As such, the *Housing Strategy* does not focus increased housing growth along the PPTN, but rather focuses it around fixed rail infrastructure and activity centres.

3.13 Physical and social infrastructure

Increased development will require increased infrastructure, both physical (road, car parks, open space) and social (libraries, community centres, recreational facilities). In order to ensure appropriate infrastructure is provided, it is necessary to plan ahead to avoid attempting to retrofit infrastructure which can be challenging and costly. In addition, as communities change the demand for services, activities and programs will also change.

Much of Bayside's physical infrastructure is reaching the end of its useable life and requires updating and replacing. Council will not be in a position to fund all of the infrastructure required to meet the needs of the future community. It will require a joint approach from a range of providers including Council, the State Government, not-for-profit sector, and also the private sector.

Council has completed a number of infrastructure renewal plans relating to specific infrastructure of service areas. Whilst Council has undertaken a significant amount of work in this area, an overarching

strategic vision in relation to infrastructure, linked to a needs assessment and capital works program remains an outstanding action.

3.14 Golf Courses

There are a number of golf courses in Bayside, two of which are privately owned. These golf courses are zoned General Residential Zone, this means they could be redeveloped for residential purposes. The golf courses within Bayside contribute to the character of Bayside and have significant recreational, environmental and landscape value. It is important to ensure that any future development of this land is undertaken in a sensitive manner which maintains and enhances these significant values.

In order to ensure that this occurs, it may be appropriate to either rezone the land to a more appropriate zone to reflect its current use (such as the Special Use Zone), or to include the land within a Development Plan Overlay, thus requiring the form and conditions of any future use and development to be shown on a development plan before a permit can be granted to develop the land. This would provide a planning mechanism to ensure that these significant values are appropriately considered as part of any future development of the land.

3.15 Construction Management

Council has heard from the community that residents around new developments in both Housing Growth Areas and minimal residential growth areas are experiencing compromised amenity as a result of prolonged development activity.

Whilst Council includes conditions on planning permits requiring the preparation of a Construction Management Plan, residents have expressed dissatisfaction with the level of response and appropriateness. Council should consider reviewing its approach to construction management plans to ensure that they are working effectively and providing the appropriate balance between facilitating development outcomes and protection residential amenity.

Vision and overarching approach

The Housing Strategy sets out a strategic framework for housing and residential development in Bayside over the next fifteen years. The Strategy provides direction about where residential development will be focused, where it will be limited and the type of residential development required in order to meet the changing needs of the Bayside community.

In articulating the vision, strategic framework and growth area designations, the Strategy has relied on the terms 'high', 'medium', and 'low' density development. Whilst these are common planning terms, they have no clear definition in either the Victoria Planning Provisions or the Planning and Environment Act 1987. Therefore, to avoid confusion, the definition of these terms for the purpose of this Strategy is:

High Density – development that is four or more storeys.

Medium Density – development that is three storeys.

Low Density – development that is no more than 2 storeys.

More detailed direction in relation to appropriate building heights and built form for specific areas is to be defined through Structure Plans or Design Frameworks.

4.1 Vision

Future medium and high density residential development will be directed to identified Housing Growth Areas. These areas have good access to shops, public transport and other services.

Within these Housing Growth Areas, medium and high density development will be directed to Key Focus Residential Growth Areas, generally the commercial core of activity centres. Medium density development will be directed to Moderate Residential Growth Areas, generally the residential areas of activity centres and other locations in close proximity to fixed rail public transport, shops and services.

The remainder of the municipality, identified as Minimal Residential Growth Areas, will experience low density, incremental housing change that respects the existing neighbourhood character.

Areas with significant vegetation, heritage or neighbourhood character values that are covered by a Vegetation Protection Overlay, Heritage Overlay or Neighbourhood Character Overlay, have limited capacity for change and will experience minimal housing change.

New housing development will respect and enhance Bayside's valued built and natural heritage and neighbourhood character, incorporating best practice environmentally sustainable design to help the municipality respond to climate change.

A range of housing types and tenures will be provided to accommodate the changing needs of the community, both now and in the future, enabling people to age in place, and providing opportunities for young adults and families to enter and remain in the municipality.

Council will seek to facilitate the delivery of affordable housing in new developments, particularly in Housing Growth Areas and Strategic Redevelopment Sites, recognising the critical shortage of affordable housing in Victoria.

A coordinated and proactive approach will be adopted for the provision of physical and community infrastructure and development will contribute to the cost of this infrastructure.

4.2 Spatial approach to achieve the Vision

In order to achieve this vision, the municipality has been broken up into identified Housing Growth Areas and Minimal Residential Growth Areas.

Residential Strategic Framework Plan

Housing Growth Areas

Key Focus Residential Growth Areas

Areas where medium and high density residential development will be located. These areas should provide a diverse range of housing types to meet the needs of the existing and future Bayside community. These areas will have a high level of access to public transport, commercial and community services. Where located within a commercial zone, residential development is to be located above commercial and office premises to ensure active street frontages are achieved.

The height, scale and massing of new development must be in accordance with the recommendations of any Structure Plan, Design Framework or relevant planning provisions.

Moderate Residential Growth Areas

Areas where medium density development will occur. These areas will provide an appropriate transition to both adjoining 'Key Focus Residential Growth Areas' and 'Minimal Residential Growth Areas'. The design of new medium density housing will demonstrate sensitivity to the existing residential context and amenity standards in these areas, particularly at the 'Housing Growth Area' boundary.

The site coverage, height, scale and massing of new development must be in accordance with the recommendations of any Structure Plan, Design Framework or relevant planning provisions.

Strategic redevelopment sites

Council will seek to proactively identify strategic redevelopment sites through identifying large sites with housing stock that may be reaching the end of its economic life or with existing uses that may be becoming redundant.

In identifying strategic redevelopment sites, Council will consider whether the site:

- Is a large site able to deliver on key Council policy commitments such as providing affordable housing and open space to the wider community;
- Can deliver a housing outcome that provides a mix of housing types that respects the character of the surrounding area and provides a transition to adjoining properties; and
- Can deliver best practice environmentally sustainable design.

Minimal Residential Growth Areas

The Minimal Residential Growth Areas are those areas located outside of the Housing Growth Areas. They include identified Small Activity Centres that have limited capacity for change.

They are areas where the predominately single and double storey residential development is to be maintained. Medium and high density development will not be supported within these areas.

These areas will contribute to accommodating incremental housing growth within Bayside that respects the identified neighbourhood character, heritage, environmental or landscape characteristics. This incremental housing growth will be in the form of single and double storey residential development.

Within these areas there is land covered by the Heritage, Neighbourhood Character and Vegetation Protection Overlays. These areas have limited capacity to accommodate additional housing and are expected to experience minimal change.

Implementation

In order to achieve the vision and spatial approach to managing growth and to address the various challenges that have been identified, the following objectives have been developed along with the corresponding implementation actions that will be undertaken to implement the Housing Strategy. A detailed implementation plan is provided in Appendix 1.

Managing Housing Growth

Objective 1
To direct medium and high density residential development to identified Housing Growth Areas whilst enabling low density, incremental housing development in identified Minimal Residential Growth Areas.

Implementation actions
- Retain the existing residential zoning in Bayside. This clearly implements the Housing Strategy's vision and spatial approach to managing housing growth in Bayside.
- Undertake structure plans or design frameworks for all identified Housing Growth Areas to define the boundaries of the Housing Growth Areas and ensure housing growth is appropriately managed.
- Better communicate to Bayside residents where housing change is being directed and what types of developments they can expect.
- For land zoned General Residential Zone and located within identified Housing Growth Areas that have adopted structure plans, clarify whether the minimum garden area requirement is to be applied.

Objective 2
To facilitate the development of identified Strategic Redevelopment Sites

Implementation actions
- Proactively identify Strategic Redevelopment Sites.
- Apply the Development Plan Overlay to identified Strategic Redevelopment sites setting out specific requirements relating to the design and built form of the new development.
- Identify the key Council policy commitments that Strategic Redevelopment Sites are expected to deliver.

Housing diversity

Objective 3
To encourage a diversity of housing to meet the current and future needs of the population.

Implementation actions
- Retain the existing residential zoning in Bayside. They enable a diversity of housing to meet the needs of the Bayside population both now and into the future. The Neighbourhood Residential Zone provides developments of up to two storeys, generally detached housing, town houses and units whilst the General Residential Zone provides for developments of up to 3 storeys, generally town houses and apartments. The commercial zones in identified Housing Growth Areas enable apartment developments above shops.
- Encourage Residential Aged Care within Housing Growth Areas where they have good access to public transport, shops and services. To achieve this, advocate to the state government to remove the exemption to height controls for Residential Aged Care in Neighbourhood Residential Zones to encourage Residential Aged Care Facilities near services and public transport.
- Undertake further research into Residential Aged Care to determine whether Council could:
  - seek to mandate the siting requirements of Clause 53.18;

- seek greater articulation of the built form along long side and rear boundaries;
- seek minimum landscaping requirements along long side and rear boundaries to protect neighbourhood amenity;
- provide siting requirements for truck loading and unloading bays, laundries, garbage receptacles (etc) to protect neighbouring amenity;
- seek evidence of allocation of Aged Care places by the Department of Health and Human Services to ensure exemptions granted by planning legislation to the facilities are justified.

- Provide information to development applicants through the Bayside website and per-application discussions on adaptable housing design to encourage voluntary inclusion of accessible design features into new and existing homes.
- Advocate to the Australian Building Codes Board to include accessibility standards for all dwellings.
- Introduce a new category into the Bayside Built Environment Awards showcasing exemplar developments in adaptable housing design.
- Undertake an audit of a sample of recently completed developments in different suburbs to determine to what extent adaptable housing is being delivered in Bayside.

Social and affordable housing

Objective 4

To facilitate the delivery of social and affordable housing in Bayside.

Implementation actions

- Continue to implement the *Improving Housing Affordability and Social Housing Options in the City of Bayside – Advocacy Action Plan, June 2018.*
- Develop a specific approach to facilitating and delivering more social and affordable housing in Bayside.

Homelessness and temporary accommodation

Objective 5

To ensure people experiencing homelessness or rough sleeping are provided with connections to services and support.

Implementation actions

- Develop a policy position with key partners in relation to homeless and rough sleeping in Bayside.

Economic development and sustainability

Objective 6

To ensure residential development within Housing Growth Areas contributes to and does not compromise the economic viability of commercial areas.

Implementation actions

- Require mixed use developments to provide the commercial floor space necessary to support the needs of the future population and ensure structure plans provide for these requirements.
- Retain the existing zoning of the Bayside Business District to protect and strengthen its role as an important employment precinct in Bayside. Undertake a review in 5 -10 years to ensure the existing zoning continues to meet the employment needs of the municipality.

Environmental and landscape values

To protect and enhance vegetation for the role it plays in contributing to biodiversity and in defining the character of Bayside.

Implementation actions
- Retain the existing Schedule 2 and 3 to the VPO to protect and enhance the unique habitat value and character of bushland areas and Beaumaris and Black Rock native vegetation areas.
- Retain the existing Schedule to the SLO to conserve and enhance the landscape character of Coral Avenue and Point Avenue, Beaumaris
- Investigate whether a VPO or SLO is justifiable and appropriate for some or all of the residential areas of Pennydale and Highett Activity Centre.
- Undertake an 'Urban Forest Strategy' to identify issues and opportunities to enhance Bayside's tree canopy and vegetation cover and to achieve a number of environmental benefits for the community.
- Review existing local laws and the criteria used to identify trees that require a permit for removal.
- Investigate the option of introducing a bond scheme that seeks the retention of trees in the public (and potentially private) realm.
- Investigate options to incentivise tree retention and educate the community about the environmental benefits of retaining and protecting trees on private land, including through publications and information on Council's website.

Coastal areas and landscape protection

Objective 8
To protect and enhance the foreshore, an area that contributes to the character, identity and sustainable environment of Bayside.

Implementation actions
- Retain the existing Schedule to the VPO 1 recognising the habitat and vegetation value of the foreshore.
- Retain the existing Design and Development Overly – Schedule 1 to protect and enhance the foreshore environment and views of Bayside from Port Phillip Bay.

Climate change

Objective 9
To adapt to the impacts of climate change through risk-based planning.

Implementation actions
- Consider the Port Phillip Bay Coastal Planning Project outcomes once complete and the implications for Bayside.

Neighbourhood character

Objective 10
To ensure new development in Minimal Residential Growth Areas respects the existing neighbourhood character and that new development in Housing Growth Areas responds to the preferred future character of the area.

- Undertake a review of Bayside's Neighbourhood Character Policy. As part of this:
    - Define an appropriate preferred future neighbourhood character for each 'Housing Growth Area' recognising that the existing character will change as increase housing growth occurs.
    - Define the existing neighbourhood character in Minimal Residential Growth Areas and how development should respond to this character as the area experiences incremental change.

Sustainable development

Objective 11

To ensure development achieves high levels of environmentally sustainable development.

Implementation actions

- Advocate to the state government to incorporate Sustainable Design in the Planning Process (SDAPP) into the planning system.
- If a State wide approach to SDAPP is not introduced by the end of 2019, undertake a Planning Scheme amendment to introduce a requirement for new developments in Bayside to incorporate environmentally sustainable design.
- Provide an information sheet to developers as part of planning pre-application discussions illustrating how environmentally sustainable design can be incorporated into new development.

Physical and social infrastructure

Objective 12

To provide the necessary physical and social infrastructure to meet the needs of the existing and future population.

Implementation actions

- Undertake a community infrastructure needs assessment to inform a strategic approach to asset management and the provision of services based on community need.
- Ensure the scope of the community infrastructure needs assessment is focused on services/assets provided by either Council or the private sector, removing items such as sewer, power and water, which are generally beyond Council's ability to influence.
- To inform the needs assessment, investigate spatial analysis tools that model service delivery based on community needs both now and in the future, taking into account where housing growth is being focused in Bayside.
- Improve data accuracy and data processing in relation to asset management.
- Investigate the re-establishment of the Community Services Inventory as a tool to guide future social needs analysis.
- Following completion of any community infrastructure needs assessment, investigate the options for a Development Contributions Plan to contribute to funding any new infrastructure provision.
- Undertake a municipal wide Car Parking Strategy. Following completion of this Strategy, consider preparing Car Parking Precinct Plans for specific Housing Growth Areas.
- Continue to implement the Bayside Open Space Strategy, 2012 and associated Suburb analysis action plan, prioritising the provision of additional open space in Housing Growth Areas.

Golf Courses

To ensure that any future development of golf courses is undertaken in a sensitive manner which maintains and enhances their significant recreational, environmental and landscape values.

Implementation actions

- Investigate the appropriate planning controls for existing golf courses in Bayside to better reflect their preferred use as recreation facilities.

Construction management

Objective 14
To ensure that construction management plans strike the appropriate balance between facilitating development and protecting residential amenity.

Implementation actions

- Review Council processes in relation to construction management plans.

Monitoring and review

Objective 15
To identify appropriate monitoring and review mechanisms to ensure an adequate supply of housing is provided.

Implementation actions

- Develop a formalised approach to monitoring and reviewing development activity within Bayside to ensure sufficient housing capacity is provided.

Appendix 1 – Implementation Plan

No.	Action	Responsibility	Timeframe
Managing Housing Growth			
	Retain the existing residential zoning in Bayside. This clearly implements the Housing Strategy's vision and spatial approach to managing housing growth in Bayside.	Urban Strategy	Ongoing
	Undertake a design framework for Cheltenham and Elsternwick Housing Growth Areas to ensure housing growth is appropriately managed.	Urban Strategy	High Priority
	Better communicate to Bayside residents where housing change is being directed and what types of developments they can expect.	Urban Strategy	High Priority
	For land zoned General Residential Zone and located within identified Housing Growth Areas that have adopted structure plans, clarify whether the minimum garden area requirement is to be applied.	Urban Strategy	High Priority
	Proactively identify Strategic Redevelopment Sites	Urban Strategy	Ongoing
	Apply the Development Plan Overlay to identified Strategic Redevelopment sites setting out specific requirements relating to the design and built form of the new development.	Urban Strategy	Ongoing
	Identify the key Council policy commitments that Strategic Redevelopment Sites are expected to deliver.	Urban Strategy	High Priority
Housing Diversity			
	Retain the existing residential zoning in Bayside, to enable a diversity of housing to meet the needs of the Bayside population both now and into the future.	Urban Strategy	Ongoing
	Advocate to the State government to remove the exemption to height controls for Residential Aged Care in Neighbourhood Residential Zones to encourage Residential Aged Care Facilities near services and public transport.	Urban Strategy	Ongoing
	Undertake further research into Residential Aged Care to determine whether Council could seek greater certainty around certain requirements of Clause 53.18	Urban Strategy	Medium Priority
	Provide information to development applicants through the Bayside website and per-application discussions on adaptable housing design to encourage voluntary inclusion of accessible design features into new and existing homes.	Urban Strategy	High Priority
	Advocate to the Australian Building Codes Board to include accessibility standards for all dwellings.	Urban Strategy	Ongoing

	Introduce a new category into the Bayside Built Environment Awards showcasing exemplar developments in adaptable housing design.	Economic Development	Medium Priority
	Undertake an audit of a sample of recently completed developments in different suburbs to determine to what extent adaptable housing is being delivered in Bayside.	Urban Strategy	Medium Priority
Social and affordable housing			
	Continue to implement the *Improving Housing Affordability and Social Housing Options in the City of Bayside – Advocacy Action Plan, June 2018.*	Urban Strategy	Ongoing
	Develop a specific affordable housing policy to facilitate delivery of more affordable housing in Bayside.	Urban Strategy	High Priority
Homelessness and temporary accommodation			
	Develop a policy position with key partners in relation to homeless and rough sleeping in Bayside.	Community Services	High Priority
Economic development and sustainability			
	Require mixed use developments to provide the commercial floor space necessary to support the needs of the future population and ensure structure plans provide for these requirements.	Urban Strategy	Ongoing
	Retain the existing zoning of the Bayside Business District to protect and strengthen its role as an important employment precinct in Bayside. Undertake a review in 5 -10 years to ensure the existing zoning continues to meet the employment needs of the municipality.	Urban Strategy	Low Priority
Environmental and landscape values			
	Retain the existing Schedule 2 and 3 to the VPO to protect and enhance the unique habitat value and character of bushland areas and Beaumaris and Black Rock native vegetation areas.	Urban Strategy	Ongoing
	Retain the existing Schedule to the SLO to conserve and enhance the landscape character of Coral Avenue and Point Avenue, Beaumaris	Urban Strategy	Ongoing
	Investigate whether a VPO or SLO is justifiable and appropriate for some or all of the residential areas of Pennydale and Highett Activity Centre.	Urban Strategy	High priority
	Undertake an 'Urban Forest Strategy' to identify issues and opportunities to enhance Bayside's tree canopy and vegetation cover and to achieve a number of environmental benefits for the community.	Urban Strategy	High priority

	Review existing local laws and the criteria used to identify trees that require a permit for removal.	Amenity Protection	Medium priority
	Investigate the option of introducing a bond scheme that seeks the retention of trees in the public (and potentially private) realm.	Development Services	Medium priority
	Investigate options to incentivise tree retention and educate the community about the environmental benefits of retaining and protecting trees on private land, including through publications and information on Council's website.	Various	Medium priority
Coastal areas and landscape protection			
	Retain the existing Schedule to the VPO 1 recognising the habitat and vegetation value of the foreshore.	Urban Strategy	Ongoing
	Retain the existing Design and Development Overly – Schedule 1 to protect and enhance the foreshore environment and views of Bayside from Port Phillip Bay.	Urban Strategy	Ongoing
Climate change			
	Consider the Port Phillip Bay Coastal Planning Project outcomes once complete and the implications for Bayside.	Various	Ongoing
Neighbourhood character			
	Undertake a review of Bayside's Neighbourhood Character Policy. As part of this: • Define an appropriate preferred future neighbourhood character for each 'Housing Growth Area' recognising that the existing character will change as increase housing growth occurs. • Define the existing neighbourhood character in Minimal Residential Growth Areas and how development should respond to this character as the area experiences incremental change.	Urban Strategy	High priority
Sustainable development			
	Advocate to the state government to incorporate Sustainable Design in the Planning Process (SDAPP) into the planning system.	Urban Strategy	Ongoing
	If a State wide approach to SDAPP is not introduced by the end of 2019, undertake a Planning Scheme amendment to introduce a requirement for new developments in Bayside to incorporate environmentally sustainable design.	Urban Strategy	Ongoing
	Provide an information sheet to developers as part of planning pre-application discussions illustrating how	Urban Strategy	Medium priority

	environmentally sustainable design can be incorporated into new development.		
Physical and Social Infrastructure			
	Undertake a community infrastructure needs assessment to inform a strategic approach to asset management and the provision of services based on community need.	Urban Strategy	High priority
	To inform the needs assessment, investigate spatial analysis tools that model service delivery based on community needs both now and in the future, taking into account where housing growth is being focused in Bayside.	Urban Strategy	High priority
	Improve data accuracy and data processing in relation to asset management.	Urban Strategy	Ongoing
	Investigate the re-establishment of the Community Services Inventory as a tool to guide future social needs analysis.	Community Engagement and Research	Ongoing
	Following completion of any community infrastructure needs assessment, investigate the options for a Development Contributions Plan to contribute to funding any new infrastructure provision.	Urban Strategy	Ongoing
	Undertake a municipal wide Car Parking Strategy. Following completion of this Strategy, consider preparing Car Parking Precinct Plans for specific Housing Growth Areas.	Sustainability and Transport	High priority
	Continue to implement the Bayside Open Space Strategy, 2012 and associated Suburb analysis action plan, prioritising the provision of additional open space in Housing Growth Areas.	Various	Ongoing
Golf courses			
	Investigate the appropriate planning controls for existing golf courses in Bayside to better reflect their preferred use as recreation facilities.	Urban Strategy	Ongoing
Homelessness and crisis accommodation			
	Develop a policy position with key partners in relation to homeless and rough sleeping in Bayside.	Community Services	High Priority
Construction management			
	Review Council processes in relation to construction management plans.	Amenity Protection	High priority
Monitoring and review			
	Develop a formalised approach to monitoring and reviewing development activity within Bayside to ensure sufficient housing capacity is provided.	Urban Strategy	High priority

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We acknowledge the Boonwurrung people of the
Kulin Nation as the traditional owners of this land
and we pay respect to their Elders past and
present.

We acknowledge that together we share a