



BENTLEIGH STRUCTURE PLAN DRAFT



GLEN EIRA
CITY COUNCIL



HOW TO PROVIDE FEEDBACK

This draft *Structure Plan* has been released for community feedback and participation in the future planning of Bentleigh.

Your feedback on this draft *Plan* is actively sought until Monday 11 December 2017.

Submissions can be made:

- online: www.gleneira.vic.gov.au/bentleigh;
- via email: cityfutures@gleneira.vic.gov.au;
- via post: City Futures Department, PO Box 42, Caulfield South 3162; or
- contact Council's City Futures Department on 9524 3333.



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1.0 VISION AND OBJECTIVES



1.0 VISION AND OBJECTIVES

WHY IS BENTLEIGH CHANGING?

Like many areas across Melbourne and Glen Eira, Bentleigh is changing and growing. Melbourne is expected to grow by 1.5 million residents and 584,705 households by 2031. For Glen Eira this means approximately 22,000 new residents, 9,000 households and 9,500 jobs over the next 15 years.

To keep Melbourne liveable and sustainable, the State Government is directing population growth to busy centres that are close to things like shops, services and public transport. Glen Eira has a range of these centres, including Bentleigh (which is classed a major activity centre). This essentially means Bentleigh will continue to grow and change into the future.

HOW CAN WE BETTER PLAN FOR BENTLEIGH'S FUTURE?

We have the challenging task of accommodating this growth and new development, while creating vibrant and successful centres which enhance and protect the character of the local area.

One way we can take on this challenge and plan for Bentleigh's future is by having robust long-term plans in place.

WHAT IS THE BENTLEIGH STRUCTURE PLAN?

The *Structure Plan* sets out the long-term vision for the busy central Bentleigh area. It includes things like development and future land use; transport and parking; types and heights of buildings; employment; open spaces; infrastructure; and the preservation and protection of neighbourhood character.

Structure Plans can be used by Local and State Government to help make decisions about developments, investments and infrastructure improvements. These *Plans* can also help community members and developers know what change is expected and allowed in certain areas.

To inform the development of the *Plan*, we completed five stages of consultation with the Bentleigh community and received a total of 699 submissions.

WHAT DO WE WANT TO ACHIEVE?

The proposed changes in the draft *Structure Plan* have been designed to:

- > better protect traditional low scale residential areas from dense apartment developments;
- > provide more consistent building heights within residential streets;
- > better protect heritage and neighbourhood character; and
- > encourage employment and diverse housing within the centre, ensuring dwellings and commercial/ retail buildings work well together.

HOW WILL WE ACHIEVE IT?

To ensure that the land use and development outcomes outlined in this Plan are delivered and enforceable, the objectives need to be translated into the *Glen Eira Planning Scheme*. The *Scheme* guides decision-making on planning permit applications and governs issues such as design and development; land use; heritage; neighbourhood character; and amenity.

This statutory translation is achieved by undertaking a planning scheme amendment. The planning scheme amendment process will commence following Council's adoption of the *Structure Plan*. As part of this translation process, the specific statutory tools and mechanisms will be developed to best translate the relevant objectives of the *Structure Plan*. Potential statutory implementation measures are listed in the relevant sections of this *Plan*.

VISION — BENTLEIGH 2031

Bentleigh will be an accessible, local shopping destination with a vibrant cafe and restaurant culture.

It will maintain its community feel with open space, places for people to meet and gather and a broad range of local businesses, all of which will meet the needs of a diverse community.



I.0 VISION AND OBJECTIVES

OBJECTIVES

The key objectives for the Bentleigh activity centre are:

I. PLACE-MAKING



- I.1. Enhance Bentleigh's role as a premier destination for shopping and socialising.
- I.2. Support a network of active streets and shared community and open spaces.
- I.3. Encourage landscaping and greenery.
- I.4. Support safe, accessible and friendly streets.

2. HOUSING



- 2.1. Celebrate Bentleigh's unique heritage precincts and local character.
- 2.2. Manage the transition between housing densities.
- 2.3. Manage growth in a way that responds to Bentleigh's suburban residential character.
- 2.4. Encourage a diverse range of housing options.
- 2.5. Promote high quality urban design and architecture.

3. ECONOMY



-
- 3.1. Embrace Bentleigh's role as a regional shopping and services destination.
 - 3.2. Boost night-time activity and encourage various dining and entertainment options.
 - 3.3. Encourage offices and employment opportunities.

4. TRANSPORT



-
- 4.1. Encourage walking, cycling and use of public transport.
 - 4.2. Explore innovative approaches to car parking and traffic management.



2.0 LAND USE



2.0 LAND USE

The Bentleigh activity centre has a distinctly low scale suburban character. To ensure the character of Bentleigh is protected, higher density development will be focused north of Centre Road where development has already occurred. To align with the State Government's objectives, increased density will also be located along Centre Road. Heritage areas will be preserved by eliminating conflict with growth areas.

To strengthen the local image and sense of place that is unique to Bentleigh, Council will implement these strategies:

- > Ensure a greater mix of housing types, with a particular focus on medium density suburban housing for young families and lone-person households.
- > Develop a network of open-air laneways, activated by restaurants, cafes and complementary retail. All new buildings adjoining laneways should have commercial aspects at ground floor, with an access point/entry via the laneway.
- > Foster employment by providing office space.
- > Explore opportunities for redevelopment of existing car parks for green open space, multi-level car parking and inviting places for the community to meet and gather.
- > Encourage the development of mixed use buildings within commercial areas, with ground floor retail, first floor office, and dwellings on upper levels.
- > Provide diverse housing options for a range of household types, and ensure that the retail and employment needs of the community are met.
- > Encourage residential development at a range of densities, ensuring that development responds to its location and surrounding context.
- > Foster trading during the day and night to provide for a range of community members.
- > Encourage development that is versatile and flexible in its configuration, to provide for a range of future uses.
- > Provide pedestrian connections through commercial and retail sites, to rear streets and laneways.

STATUTORY IMPLEMENTATION

Statutory implementation measures relating to land use may include:

- > Implementing zones and design guidance that support appropriate housing development in the housing opportunity precinct.
- > Reviewing zones to ensure that they support the commercial activity of the activity centre.
- > Facilitate the achievement of land use precincts through the planning permit process.

2.0 LAND USE



Figure 1.0 — Land use: Precincts.

The area surrounding Bentleigh Station has been divided up into the following precincts that will encourage like-uses:

Wellbeing and food precinct

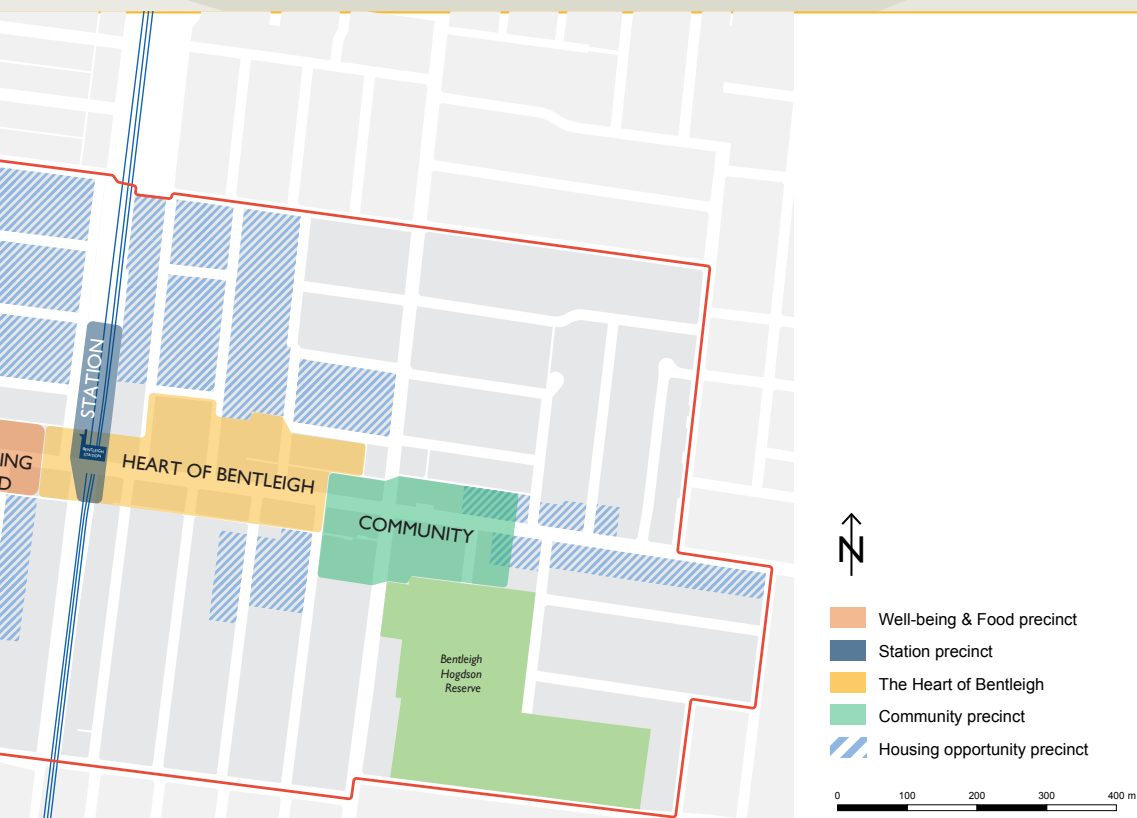
- > A focus on fine dining.
- > Encourage health-specific retail and complementary uses such as yoga, organic health food stores and natural medicines.

Housing opportunity precinct

- > Encourage high density housing close to the train station and along Centre Road.

Station precinct

- > An improved transport hub with pedestrian and cycling connections, including a cycling connection to Caulfield Station.
- > Establish a new plaza and shops above the railway platform to connect and complement the existing retail precinct.
- > Recommend for a connection across the train line to the State Government.



The heart of Bentleigh

- > A network of open-air laneways with a focus on restaurants, cafes and complementary retail.
- > Develop a new pedestrian only mall area with outdoor seating, activating the laneway to the north of the Centre Road shopping strip.
- > Foster employment and diverse housing by providing office space and diverse housing options above retail and cafes at ground floor in place of Vickery Street car park. (Provide destination shopping at ground floor.)
- > Create a new park by relocating the Godfrey Street car parks into Horsley Street.
- > Creation of new public spaces for the community to meet and gather.

Community precinct

- > Explore the possibility of expanding the existing library, and new civic forecourts, as well as a second pedestrian entry to Robert Street (west).

Refer to Figure 1.0 — Land use: Precincts.



3.0 BUILDINGS



3.0 BUILDINGS

The Bentleigh activity centre provides the community with access to a wide range of goods, services and activities, including commercial, retail, entertainment and community facilities. Residential development opportunities need to respond to their unique urban context.

BUILDING TYPES

This section provides a summary of the preferred residential, commercial and mixed use building types for Glen Eira, that have been applied into this *Plan* for Bentleigh.

RESIDENTIAL

Heritage and character housing

- > New housing on land affected by a Heritage Overlay or Neighbourhood Character Overlay that respects and celebrates the character of the area.

Minimal change

- > One or two dwellings built on a standard lot.

Garden townhouse

- > Townhouses in an attached or semi-detached format in a garden setting.

Townhouse apartment mix

- > Townhouses with a mix of apartments positioned behind or recessed above.

Garden apartment

- > Apartment building in a garden setting.

COMMERCIAL AND MIXED USE

Shop-top (heritage/character)

- > Building that is designed to celebrate and respect the heritage or significant character precinct in which it is located, and consists of active commercial uses at lower levels and commercial or residential uses at upper levels.

Shop-top (standard)

- > Building that consists of active commercial uses at lower levels and commercial or residential uses at upper levels.

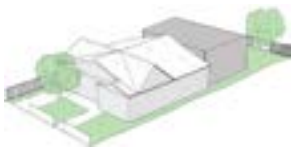
Strategic site

- > Building consisting of active commercial uses at ground floor, further commercial (employment) uses above ground floor and residential uses at upper levels. Key focus on delivering housing diversity and employment on identified sites.

Refer to Figure 2.0 — Buildings: Building types.

For further information on building types, refer to Council's *Quality Design Guidelines* at www.gleneira.vic.gov.au/qualitydesign

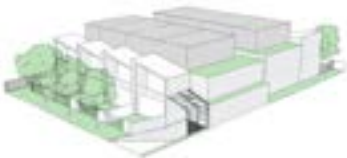
RESIDENTIAL



Heritage and character housing



Minimal change



Garden townhouse



Townhouse apartment mix

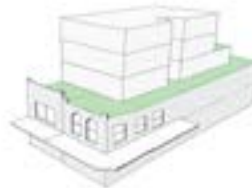


Garden apartment

COMMERCIAL AND MIXED-USE



Shop-top (heritage/character)



Shop-top (standard)



Strategic site



Urban apartment

Figure 2.0 — Buildings: Building types

3.0 BUILDINGS

BUILDING TRANSITIONS

To ensure the right buildings are placed in the right locations, Council will implement the following strategies:

- > Support higher density residential development in close proximity to Bentleigh Station and along Centre Road (areas already subject to significant transformation, with a road pattern that can manage higher density development). Intensity of development will transition to a lower scale with distance increases from Bentleigh Station.
- > Protect the character of residential and commercial areas.
- > Encourage a diverse range of housing types, particularly focusing on medium density in suburban streets.
- > Manage density transition appropriately by using medium density in suburban streets to link lower density residential areas to the commercial core.
- > Preserve the low scale character of the Centre Road shopping strip by keeping development in tune with existing character, through appropriate proportion, alignment and design features.
- > Protect the heritage and low scale residential areas in Bentleigh.

- > Locate heritage/character shop-top buildings along Centre Road to provide medium scale commercial development that does not dominate the low scale character of the street. Encourage retail and office uses in this area.
- > Develop a clear and legible urban structure, expressed through variation in building height and design, supporting the range of land uses within the Bentleigh activity centre.

Refer to Figure 3.0 — Buildings: Transitions.

Refer to Figure 4.0 — Buildings: Preferred setback and height of commercial area

STATUTORY IMPLEMENTATION

Statutory implementation measures relating to buildings may include:

- > Implement design guidance that provides for a greater level of amenity; provides more areas for conservation of and planting of trees and landscaping; and improved design detail.
- > Implement design guidance to provide an adequate transition between building types.
- > Undertake a municipal-wide heritage review, to identify gaps and protect significant heritage properties currently not identified within the *Scheme*.
- > Investigate developer contribution opportunities for upgrading infrastructure within activity centres.
- > Investigate greater environmental design requirements for significant developments (if State Government provisions are not implemented) and to achieve water sensitive design.

3.0 BUILDINGS

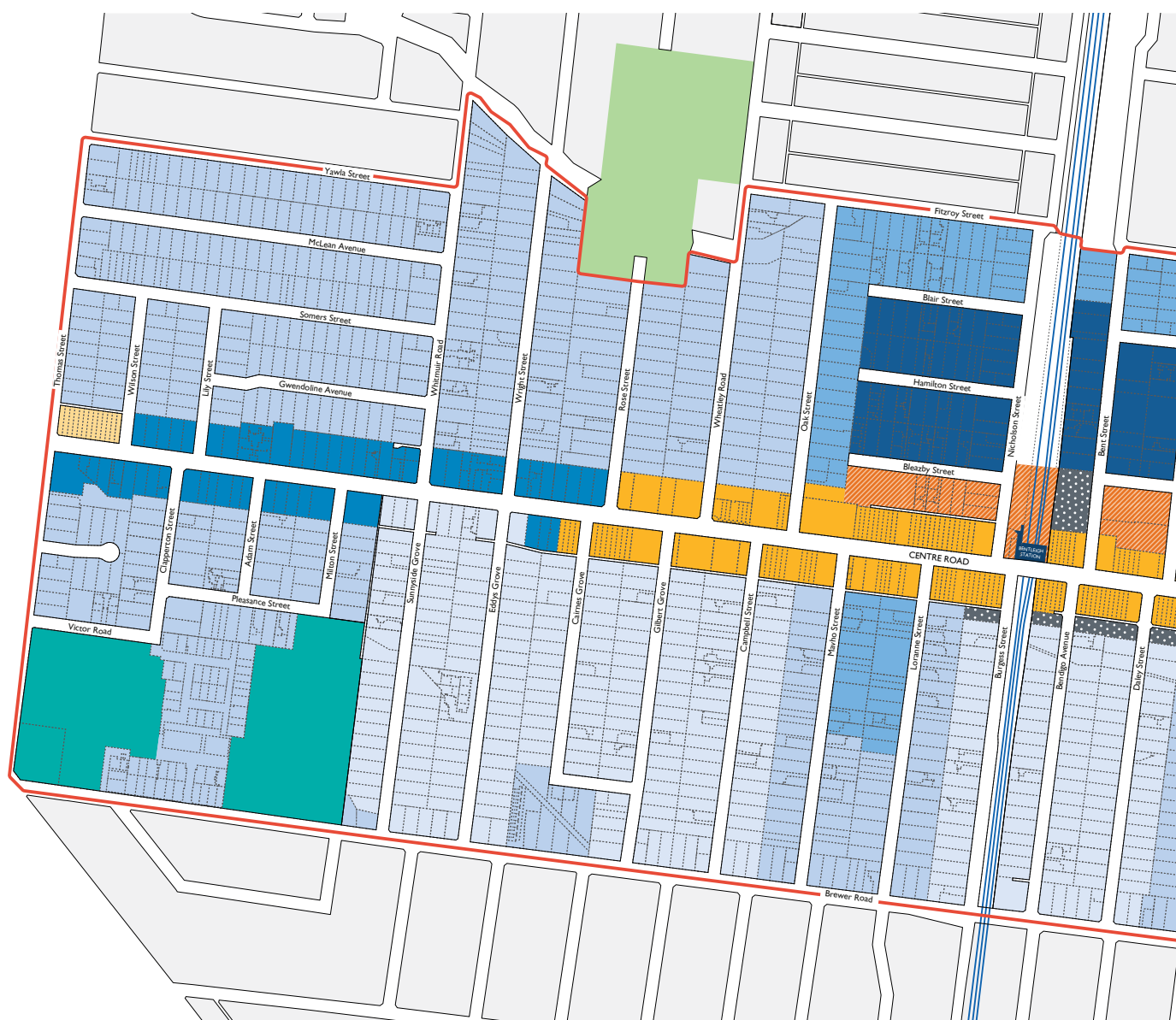
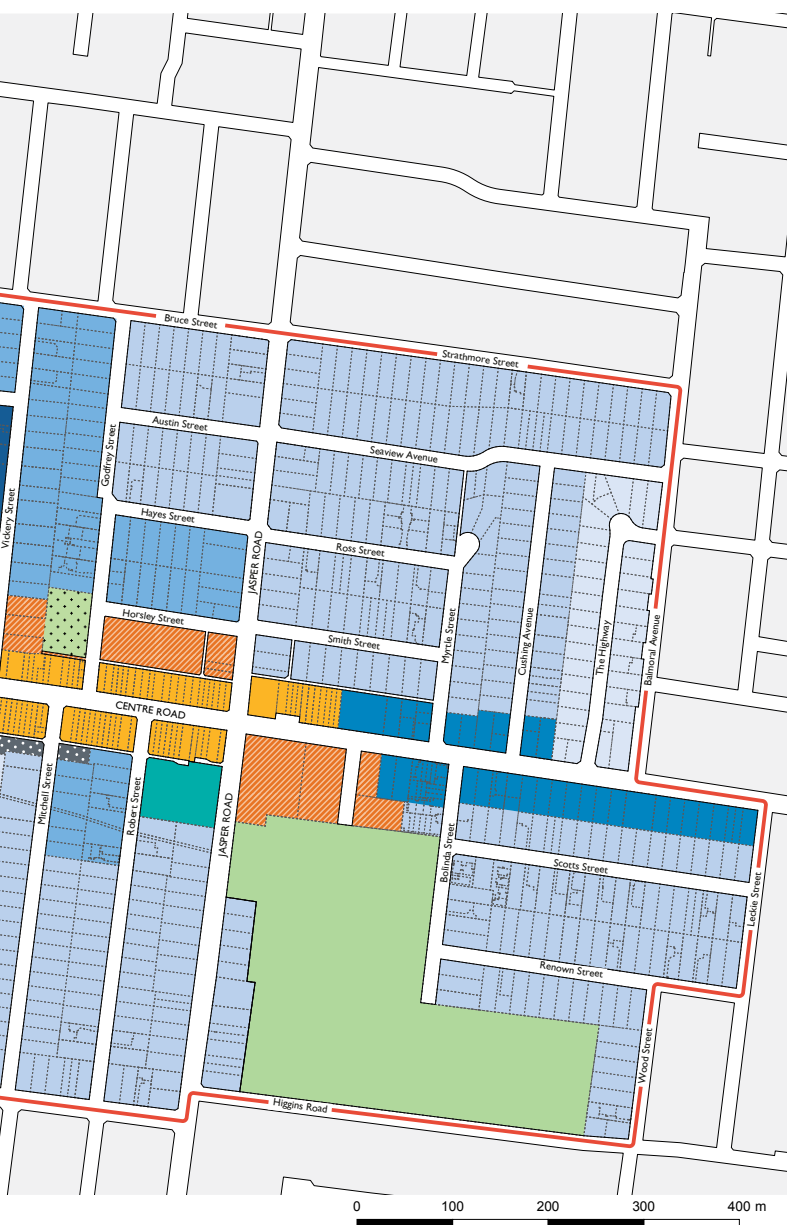


Figure 3.0 — Buildings:Transitions



Residential

Heritage and character housing	1-2
Minimal change – one or two dwellings	1-2
Garden townhouse	2-3
Townhouse and apartment mix	2-3
Garden apartment	3-4

Height (storeys)

Commercial/Mixed

Shop top (heritage/character)	3-4
Shop top (standard)	3-5
Strategic site (B)	5

Height (storeys)

Other

Community asset - aged care, schools, library
Existing green open space
New public open space

3.0 BUILDINGS

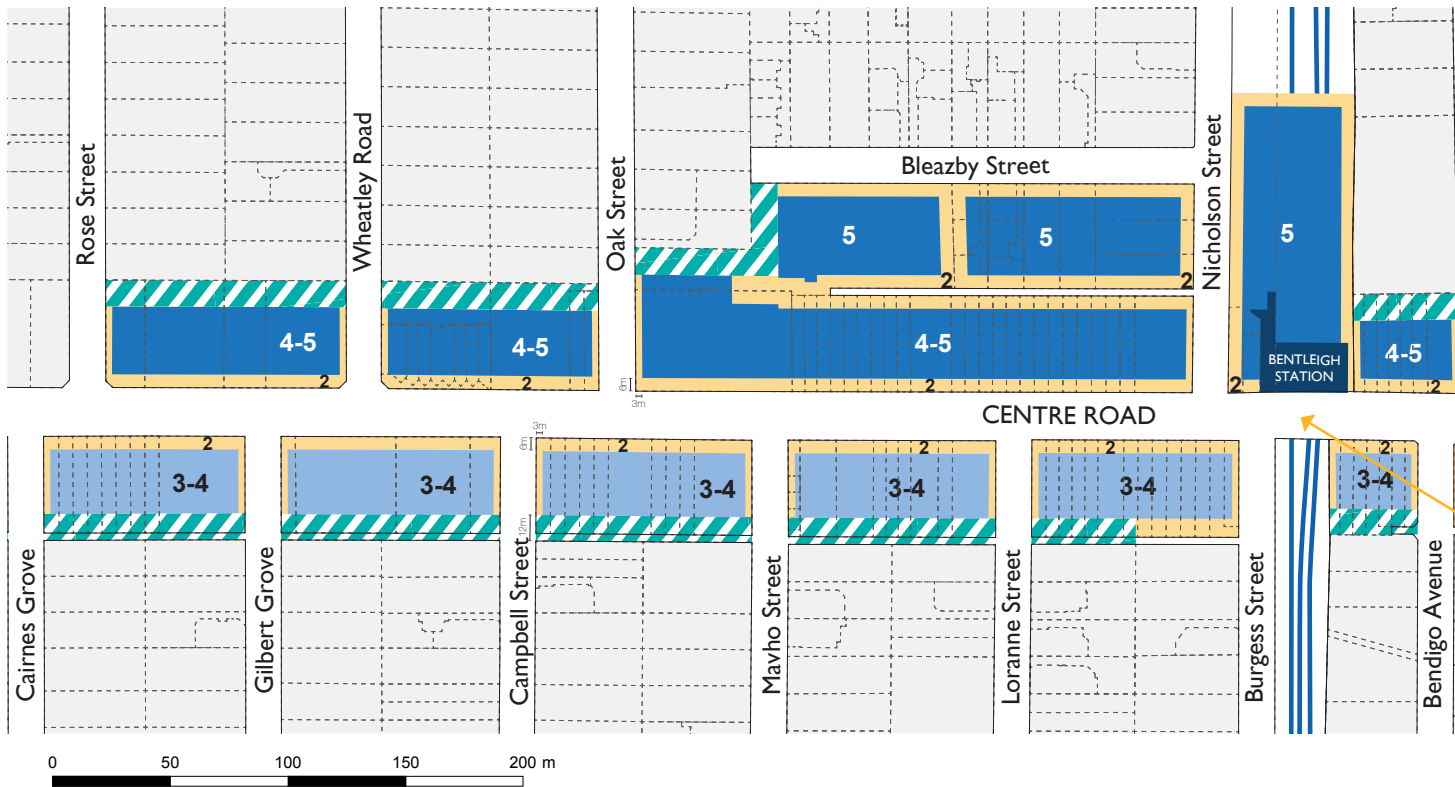


Figure 4.0 — Buildings: Preferred setback and height of commercial area



4.0 PUBLIC SPACES



4.0 PUBLIC SPACES

To improve experiences in the Bentleigh community, we will provide a range of opportunities for people to meet and gather through new public spaces within the centre.

These strategies will achieve high quality, functional public spaces.

- > Ensure that public spaces are accessible for all and will remain a focal point for the community to meet and gather.
- > Provide public spaces that are inclusive and inviting by including public art and pedestrian oriented places.

Refer to Figure 5.0 — Public spaces: Concept map.

HOW WILL WE DELIVER OUR PROJECTS?

Non-statutory framework

The complex and broad projects and outcomes outlined in the Bentleigh draft *Structure Plan* require a multifaceted approach so that it can be delivered as planned. The community, the private sector and the State Government need to co-ordinate their efforts to bring it to fruition. A more detailed implementation plan will be developed when the final Bentleigh *Structure Plan* has been adopted by Council.

To deliver our projects we will need to undertake capital works projects to make physical changes and other place-making processes to support activity and engagement within public spaces. Funding for projects will be subject to Council's budgetary processes and priorities.

Advocacy and partnership

Council will need to work with a range of stakeholders, either through advocacy or partnership to deliver the projects. This will make sure the streetscape and public realm improvements outlined in the Bentleigh *Structure Plan* are carried out in an orderly and staged manner.

Stakeholders and project partners include local traders, landowners, VicRoads, and Public Transport Victoria.

Statutory implementation

Statutory implementation measures relating to public spaces may include:

- > Review public open space contribution requirements after new census data released.
- > Implement design guidance to provide greater protection to public spaces from adjoining development.

4.0 PUBLIC SPACES

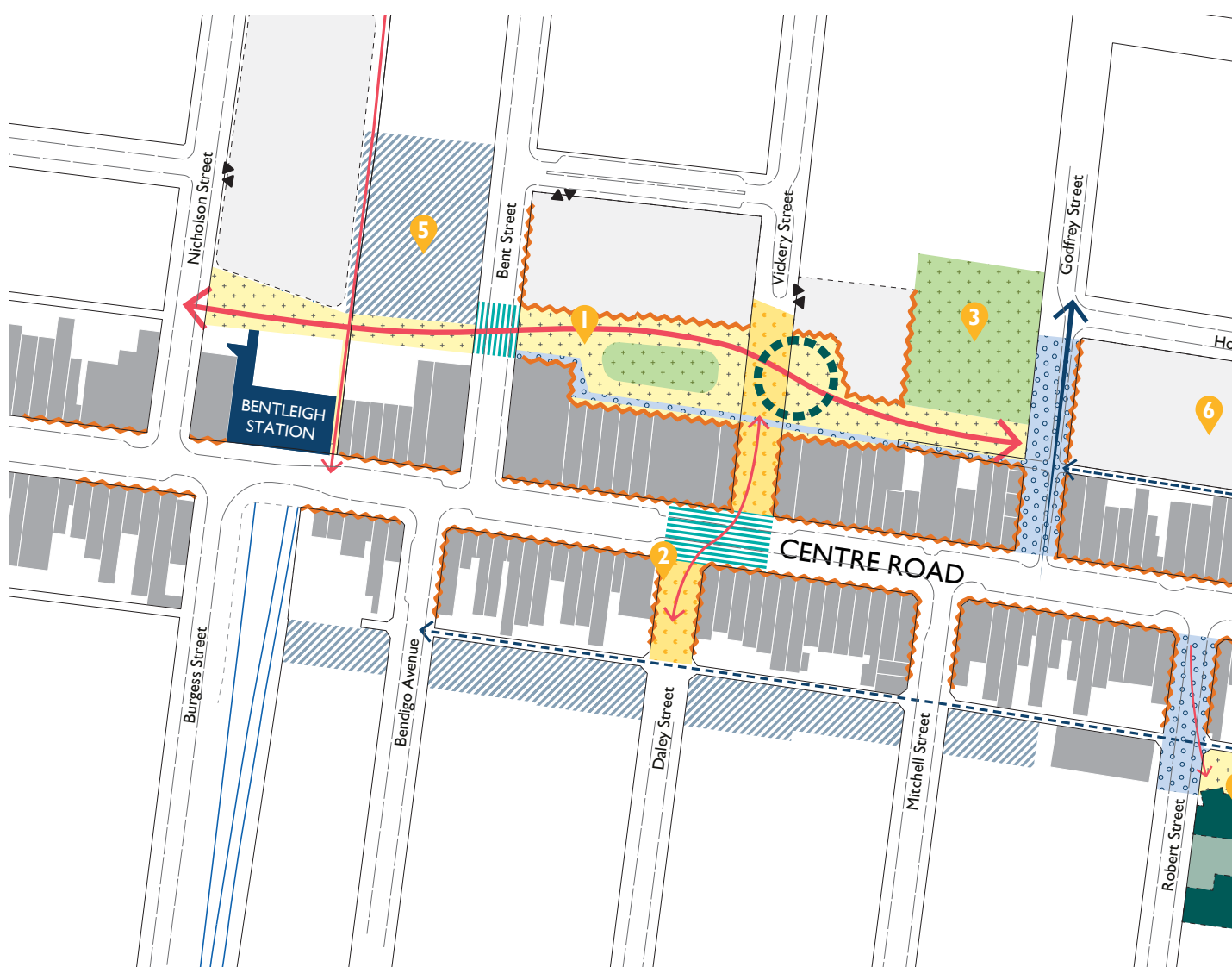
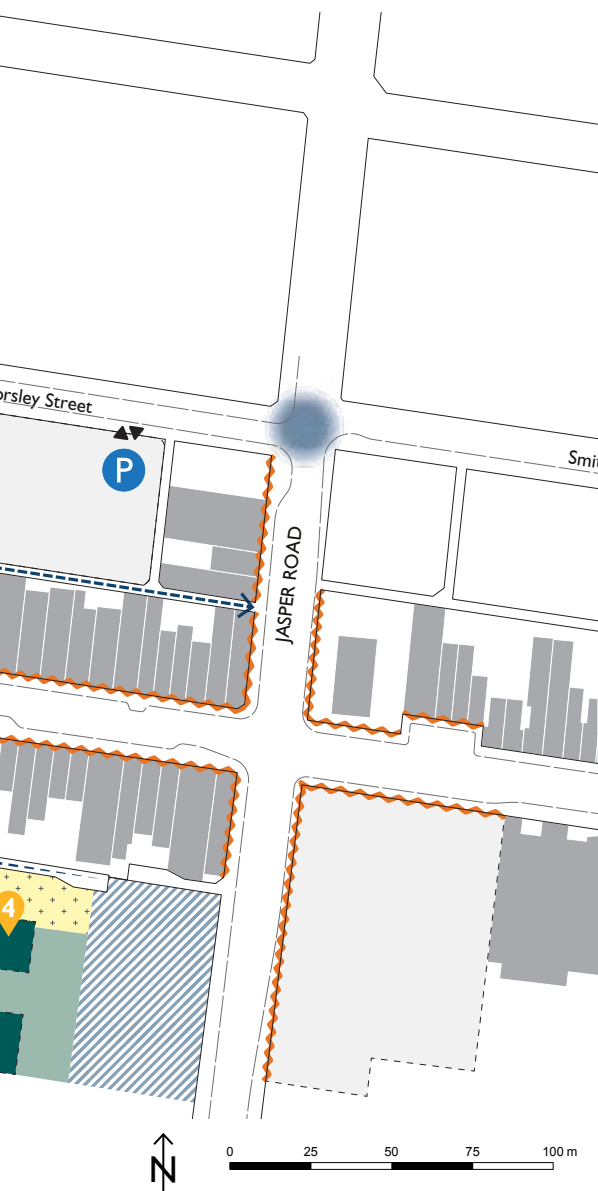


Figure 5.0 — Public spaces: Concept map



1. NEW PLAZA
2. EAT STREET
3. GODFREY STREET PARK
4. BENTLEIGH LIBRARY
5. BENTLEIGH MARKET
6. HORSLEY STREET CAR PARK

- | | | | |
|--|---------------------------------------|--|---------------------------|
| | Proposed green space | | One way vehicle street |
| | Plaza space - pedestrian only | | Improved service laneway |
| | Eat Street - pedestrian only | | Intersection improvement |
| | Shared space - vehicle and pedestrian | | Carpark entrance |
| | Library extension | | Public carpark |
| | Bentleigh library | | Active frontage at ground |
| | New development | | Pedestrian flow |
| | Existing car parking | | Pedestrian crossing |
| | Existing buildings | | Public forecourt |

4.0 PUBLIC SPACES

I. NEW PLAZA

PROPOSED



EXISTING





Figure 6.0 — Public spaces: New plaza

- a. Develop a pedestrian-only plaza between Nicholson and Godfrey Streets to complement and connect the existing retail area on Centre Road.
- b. A new plaza will provide pedestrian connections and much needed public open space to facilitate community interaction.

Key elements of this project include:

- > Creating active laneways to the north of Centre Road, and a public forecourt between Bent Street and Vickery Street.
- > Providing pedestrian linkages to the Rotunda, future Godfrey Street park and to future pedestrian connection over railway line.

Considerations for this project include:

- > Redevelopment of the strategic site (supermarket) to the north, incorporating an active frontage to the plaza.
- > Advocacy to the State Government to achieve a pedestrian connection over the railway line.
- > Maintaining service access to the rear of Centre Road commercial properties.
- > Ensuring appropriate development to the north of proposed plaza to ensure amenity and protect direct sunlight access.

Refer to Figure 6.0 — Public spaces: New plaza.

4.0 PUBLIC SPACES

2. EAT STREET

PROPOSED



EXISTING





Figure 7.0 — Public spaces: Eat street

- > Create a pedestrian-only mall area with outdoor seating, activated by cafes, restaurants and bars with increased trading hours.

Key elements of this project include:

- Extending the plaza space from the Rotunda, over Centre Road, to incorporate Vickery Street.
 - Closure of Vickery Street, between Centre Road and the new east-west plaza.
- > Relocating the pedestrian crossing to align with the plaza with kerb extensions and raised pedestrian platform.
 - > Providing inviting green spaces with large canopy trees.
 - > Encouraging adjacent uses to spill into the plaza areas.

Considerations for this project include:

- > Maintaining service access to the rear of Centre Road commercial properties.
- > Ensuring that the concept design of the new Rotunda and Vickery Street plaza supports street activation opportunities.
- > The approval process for the closure of Vickery Street.
- > Re-routing of the 701 bus that currently utilises Vickery Street as a turnaround point.
- > The detailed concept design of the new Rotunda and Vickery Street plaza.
- > Approval and funding to realign the pedestrian crossing.

Refer to Figure 7.0 — Public spaces: Eat street.

4.0 PUBLIC SPACES

3. GODFREY STREET PARK

PROPOSED



EXISTING





Figure 8.0 — Public spaces: Godfrey Street park

- > Create a new park in place of the existing car park.

Key elements of this project include:

- a. Relocating the existing car parking from Godfrey Street into the new Horsley Street multi-level car park.
- b. Creating a new park that responds to the needs of the Bentleigh community.

Considerations for this project include:

- > The project is dependent on the development of the new Horsley Street multi-level car park, to ensure no net loss of car parking from the activity centre.
- > Consideration of the requirements of the *Glen Eira Open Space Strategy (refresh)* in the design and function of the new park.

Refer to Figure 8.0 — Public spaces: Godfrey Street park.

4.0 PUBLIC SPACES

4. BENTLEIGH LIBRARY

PROPOSED



EXISTING



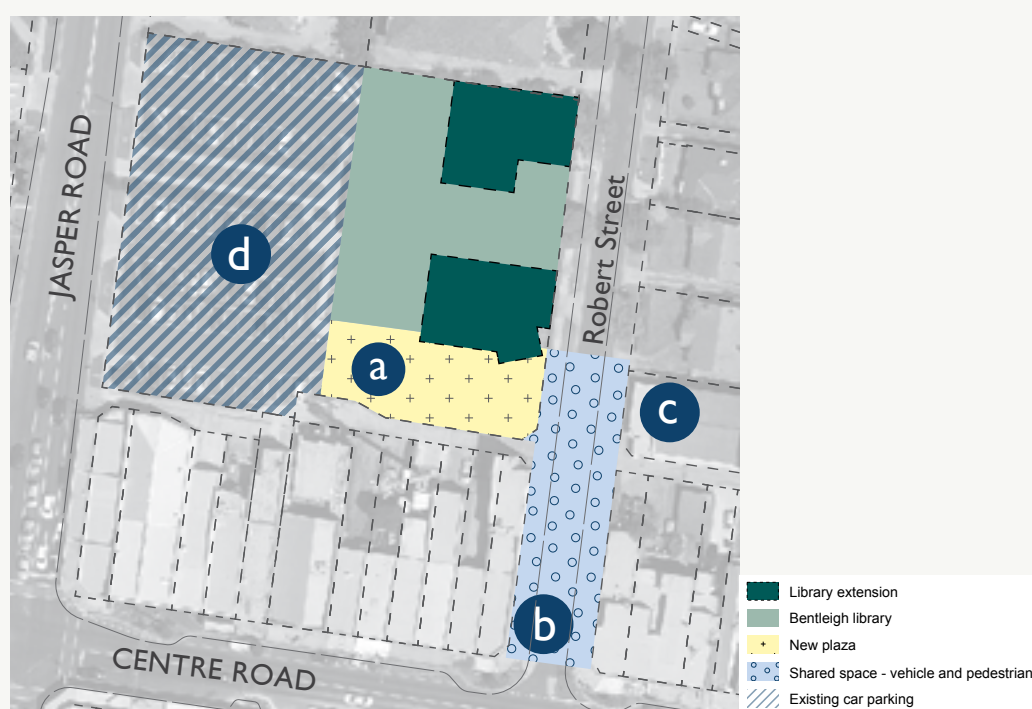


Figure 9.0 — Public spaces: Bentleigh Library.

- > Improve Bentleigh Library and the surrounding area, exploring the possibility of expansion of the facility and introduction of a new civic forecourt, creating a focal point for the community to meet and gather.

Key elements of this project include:

- a. Creating of a new plaza entry to the Library from Centre Road via Robert Street.
- b. Establishing a shared zone in Robert Street (road space shared by cars and pedestrians).
- c. Redeveloping the youth centre on Robert Street.
- d. Maintaining the existing car parking to service the library users.

Considerations for this project include:

- > Detailed concept design of the new plaza and shared zone.
- > Approval process for the partial pedestrianisation of Robert Street.
- > Car parking implications of expanding the youth centre and relocation of existing car parking.
- > Maintaining service access to the rear of Centre Road commercial properties.
- > Ensuring appropriate development to the north of proposed plaza to ensure amenity and protect direct sunlight access.

Refer to Figure 9.0 — Public spaces: Bentleigh Library.

4.0 PUBLIC SPACES

5. BENTLEIGH MARKET

PROPOSED



EXISTING



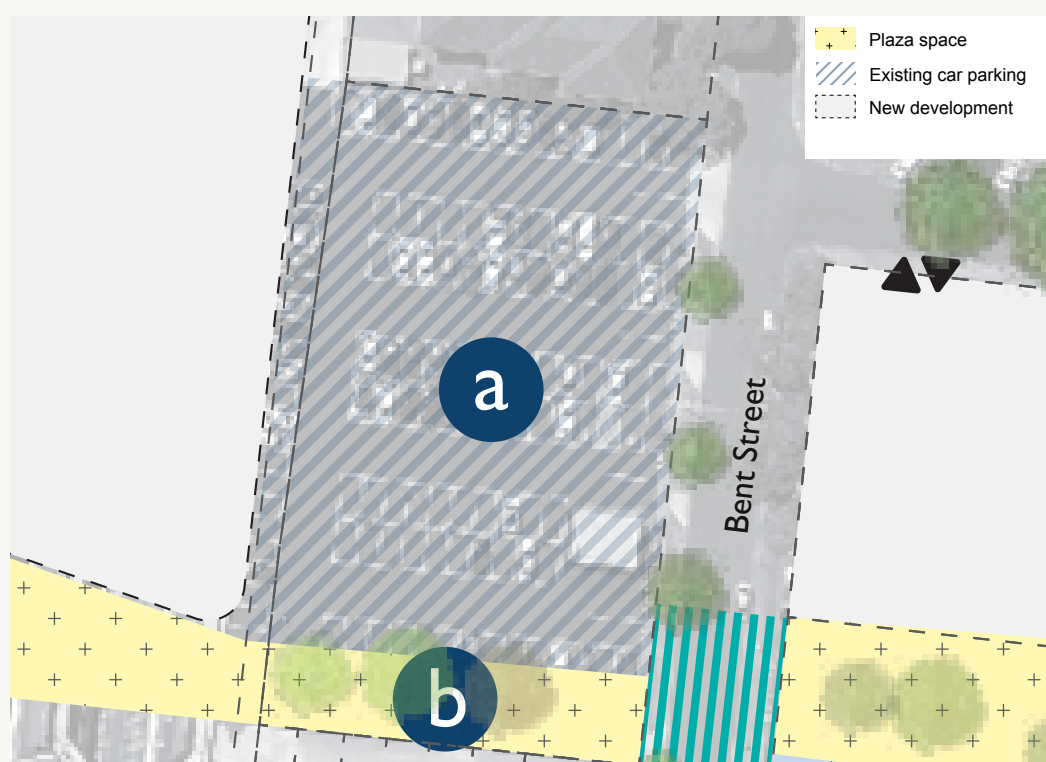


Figure 10.0 — Public spaces: Bentleigh market.

Key elements of this project include:

- a. Continuing to facilitate existing market activities and maintaining existing car parking when the market is not in use.
- b. Providing a public space to the south of the site to provide a pedestrian connection between Bent Street and Nicholson Street and to the new plaza to the east.

Considerations for this project include:

- > Ongoing consultation with the Bentleigh Moorabbin Central Rotary Club to ensure the future of the market.

Refer to Figure 10.0 — Public spaces: Bentleigh market.

4.0 PUBLIC SPACES

6. HORSLEY STREET CAR PARK

PROPOSED



A diagram showing a cross-section of the proposed Horsley Street Car Park. It consists of a rectangular block divided into two horizontal layers. The top layer is green and labeled 'CARPARK'. The bottom layer is orange and labeled 'RETAIL'. The entire block is set against a dark grey background.

CARPARK
RETAIL

SECTION A-A

EXISTING



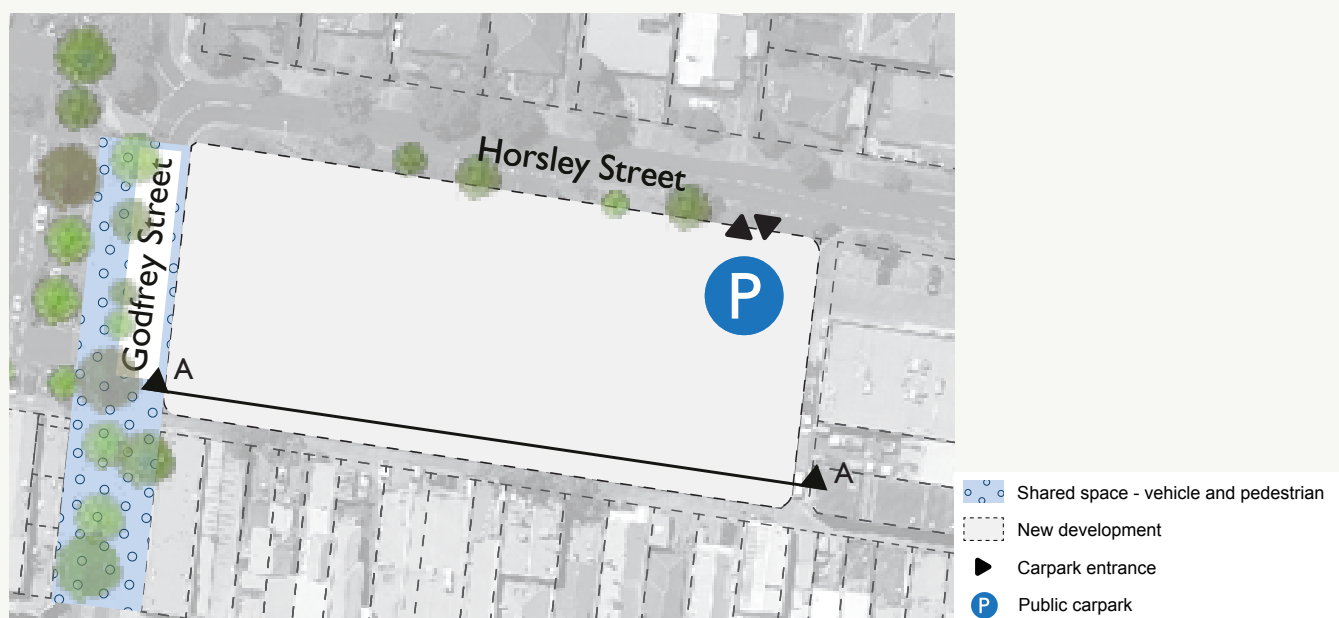


Figure 11.0 — Public spaces: Horsley Street car park

Develop a new multi-level car park on the existing site, above a retail tenancy, to accommodate relocated parking from other parts of the activity centre.

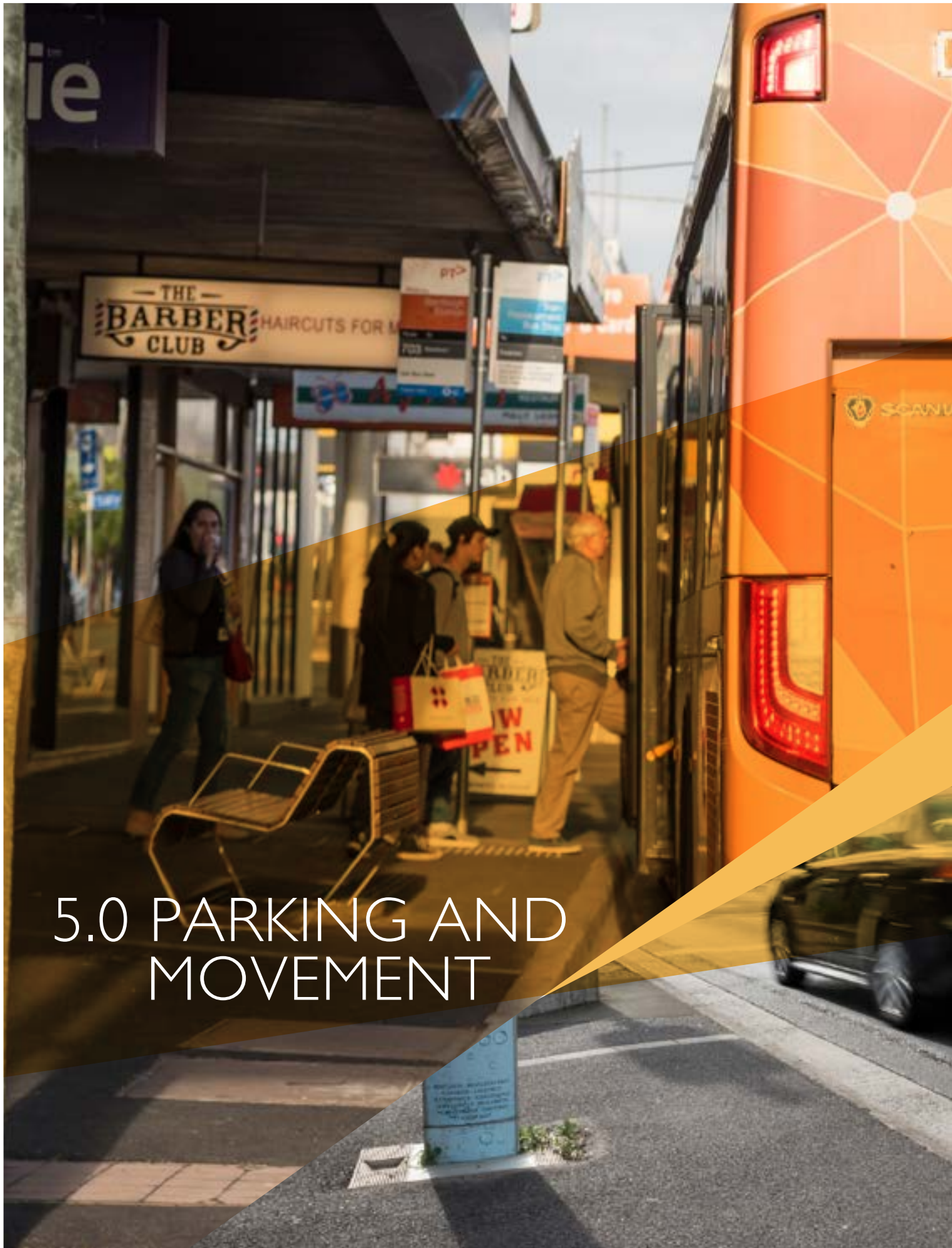
Key elements of this project include:

- > Development of a new multi-level car park.
- > Relocation of car parking from the existing Godfrey Street and Vickery Street car parks to the Horsley Street site.
- > Provision of retail activity at ground floor.

Considerations for this project include:

- > Appropriate built form to respond to the surrounding residential areas.
- > Analysis of contemporary parking demand at the time of project implementation, to ensure the appropriate car parking is provided.

Refer to Figure 11.0 — Public spaces: Horsley Street car park.



5.0 PARKING AND MOVEMENT



5.0 PARKING AND MOVEMENT

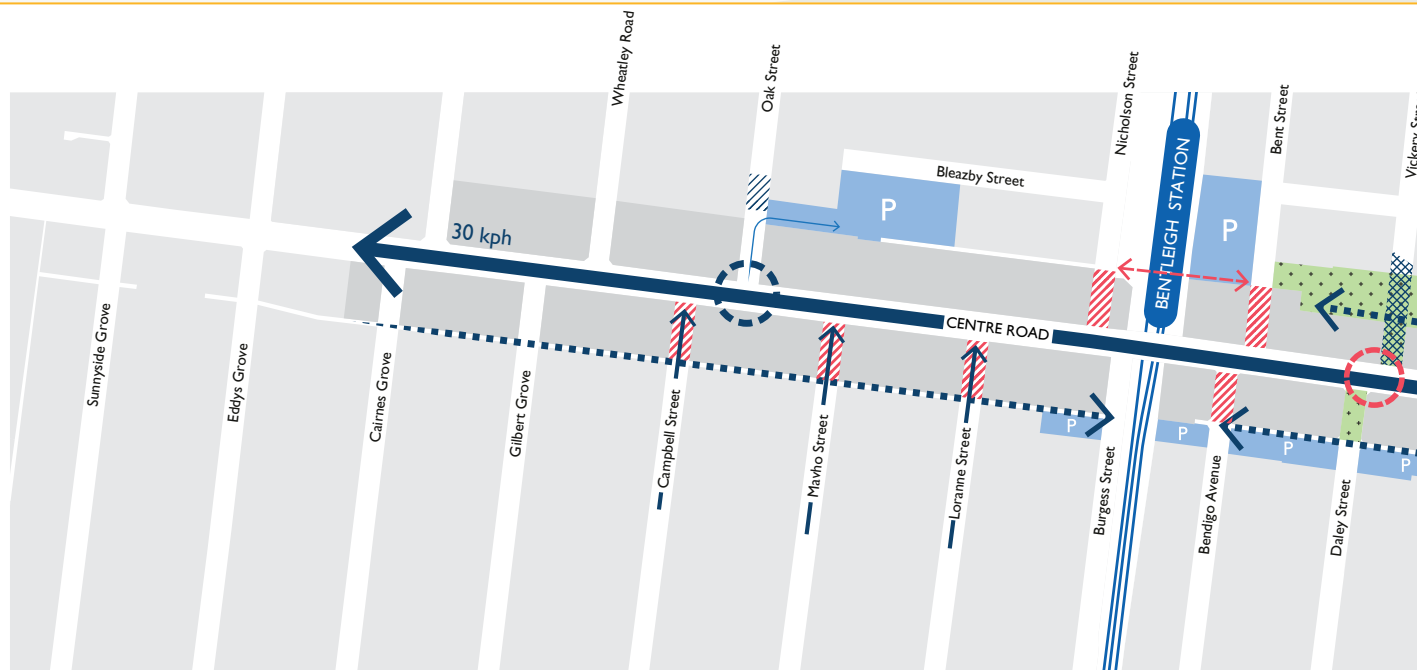


Figure 12.0 — Parking and movement: Vehicle and pedestrian map

The Bentleigh activity centre services the community through a diverse range of transport options including trains, trams, buses, pedestrian networks and roads.

To improve the transport network in Bentleigh, ease congestion and increase the provision of parking, these strategies will be implemented:

- > Design streets that balance the needs of diverse users to create an accessible, safe, comfortable and enjoyable environment for everyone.
- > Ensure the centre is safe and easy to navigate.
- > Provide a slow-speed environment to ease the movement of pedestrians and help create attractive places.
- > Enable clear and efficient connections to public transport hubs.

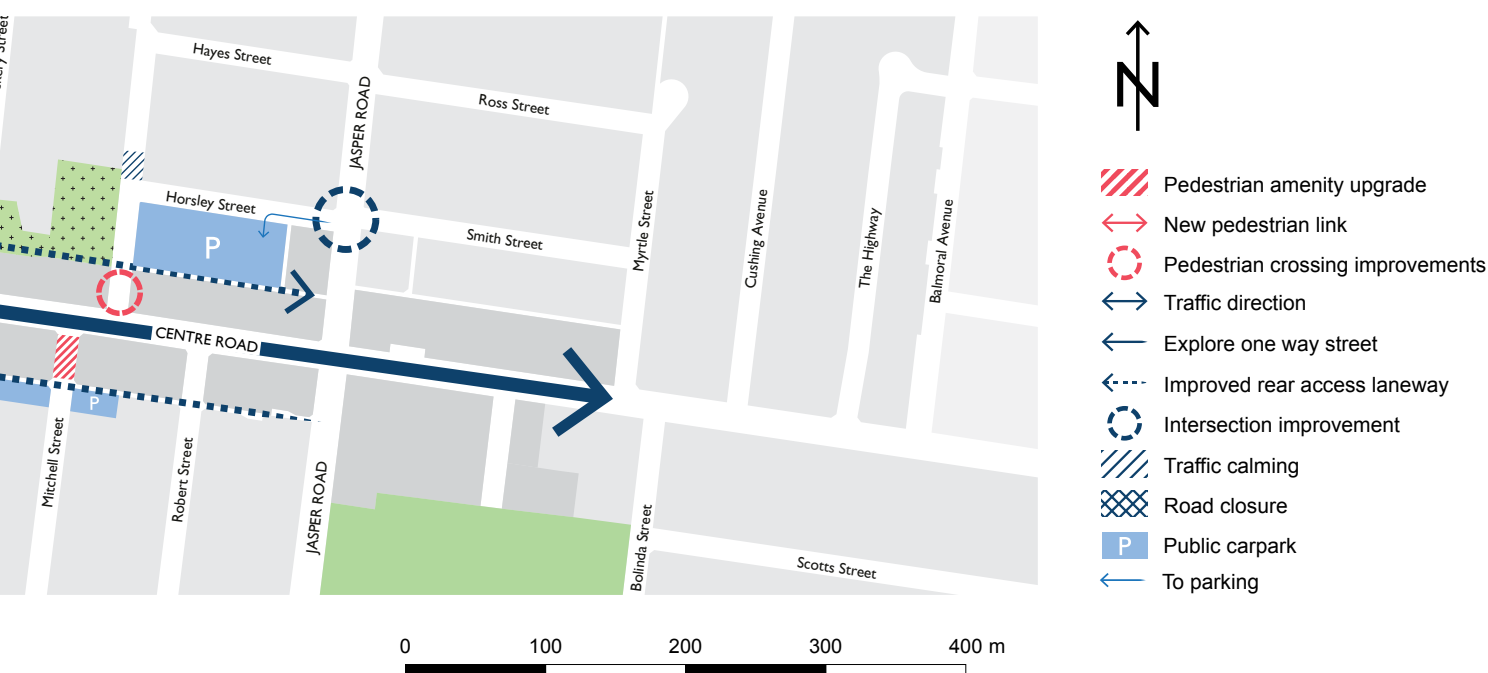
- > Ensure appropriate parking is provided in suitable locations.

Refer to Figure 12.0 — Parking and movement: Vehicle and pedestrian map.

STATUTORY IMPLEMENTATION

Statutory implementation measures relating to parking and movement may include:

- > Investigation of various parking provisions for activity centre areas (such as a car parking overlay or parking precinct plan) and implementation into the Scheme.



Vehicle movement

- > Close the intersection of Centre Road and Vickery Street to create a pedestrian-only plaza.
- > Upgrade the existing rear access laneway to the north of Centre Road at the rear of the commercial properties to realise the Eat Street project.
- > Explore implementing one-way streets in Campbell, Mavho and Lorrane Streets to mitigate residential traffic and parking concerns.
- > Reduce the speed limit through the commercial core to 30km/h to improve pedestrian and cycle safety.
- > Consolidate right of way laneways to the south of Centre Road commercial properties.
- > Explore improvements at Oak Street and Centre Road intersection.

- > Explore improvements at Horsley Street and Jasper Road intersection.

Pedestrian movement

- > Improve pedestrian amenity and connectivity along Centre Road.
- > Explore opportunities to work with the State Government to build a pedestrian bridge over rail line to the north of Bentleigh Station.
- > Improve pedestrian crossing between Vickery Street and the Bentleigh Plaza by relocating the pedestrian crossing to align with Plaza, with kerb extensions and raised pedestrian platform.
- > Upgrade pedestrian amenity on side streets on Nicholson, Bendigo, Bent and Mitchell Streets.

5.0 PARKING AND MOVEMENT

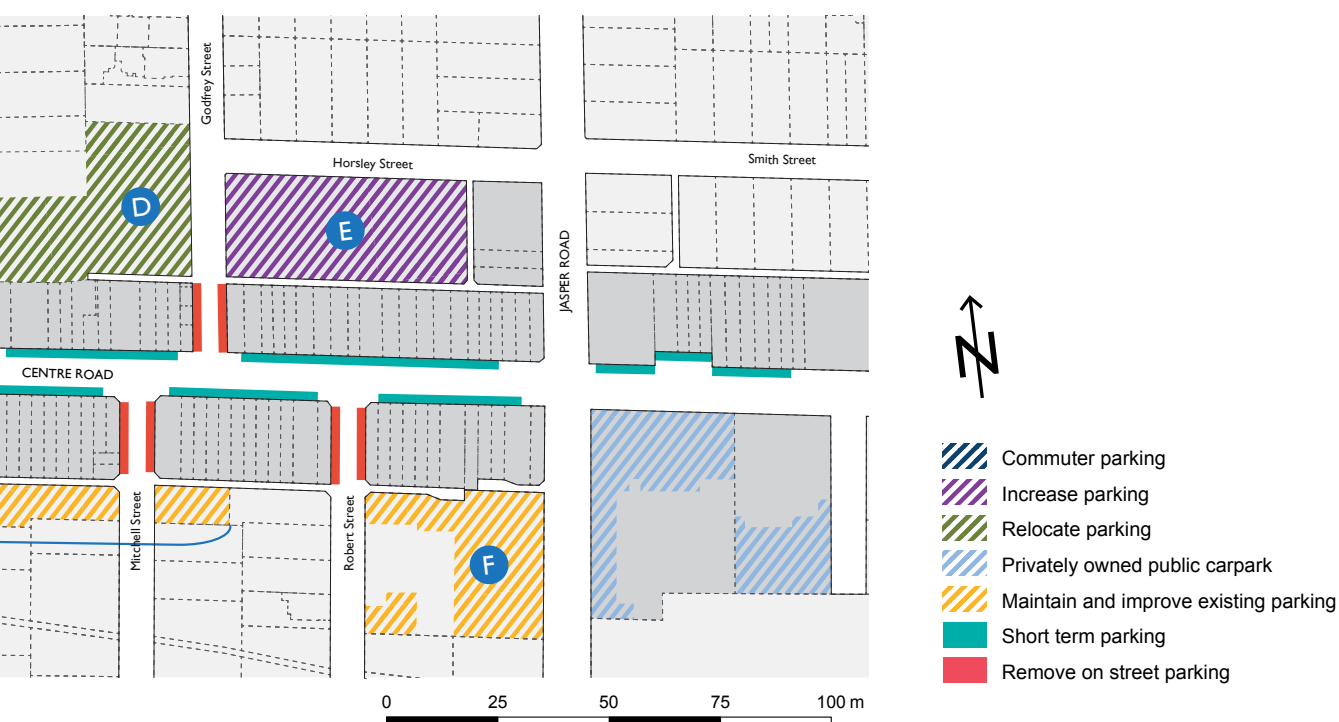


Figure 13.0 — Parking and movement: Parking

Parking

- > Increase the car parking numbers in the Bleazby and Horsley Streets public car parks.
- > Repurpose Godfrey Street car park as a public open space.
- > Relocate Vickery Street car park to Horsley Street public car park and repurpose the site to provide diverse housing and employment.
- > Prioritise Centre Road for short-term and needs-based parking.
- > Improve access and quality of linear car park south of Centre Road.
- > Remove car parking at the commercial end of selected side streets to improve pedestrian safety and access.
- > Retain as many on-street car spaces as possible.

Refer to Figure 13.0 — Parking and movement: Parking.



	Council-owned car parks	No. of existing spaces	No. of projected future spaces	Change
A	Bleazby Street	157	300	143
B	Bent Street	136	136	0
C	Vickery Street	58	0	-58
D	Godfrey Street	151	0	-151
E	Horsley Street	150	480	330
F	Bentleigh Library	82	82	0
G	South of Centre Road	181	181	0
	TOTAL	915	1179	264

Centre	Total no. of existing spaces	Total no. of projected future spaces	Overall increase
Carnegie	193	311	118
Elsternwick	364	520	156

Current four hour peak occupancy* — 91 per cent

*The average percentage of car spaces that are occupied across the centre. An average is taken from the four hours across the day when occupancy is at its highest.

5.0 PARKING AND MOVEMENT

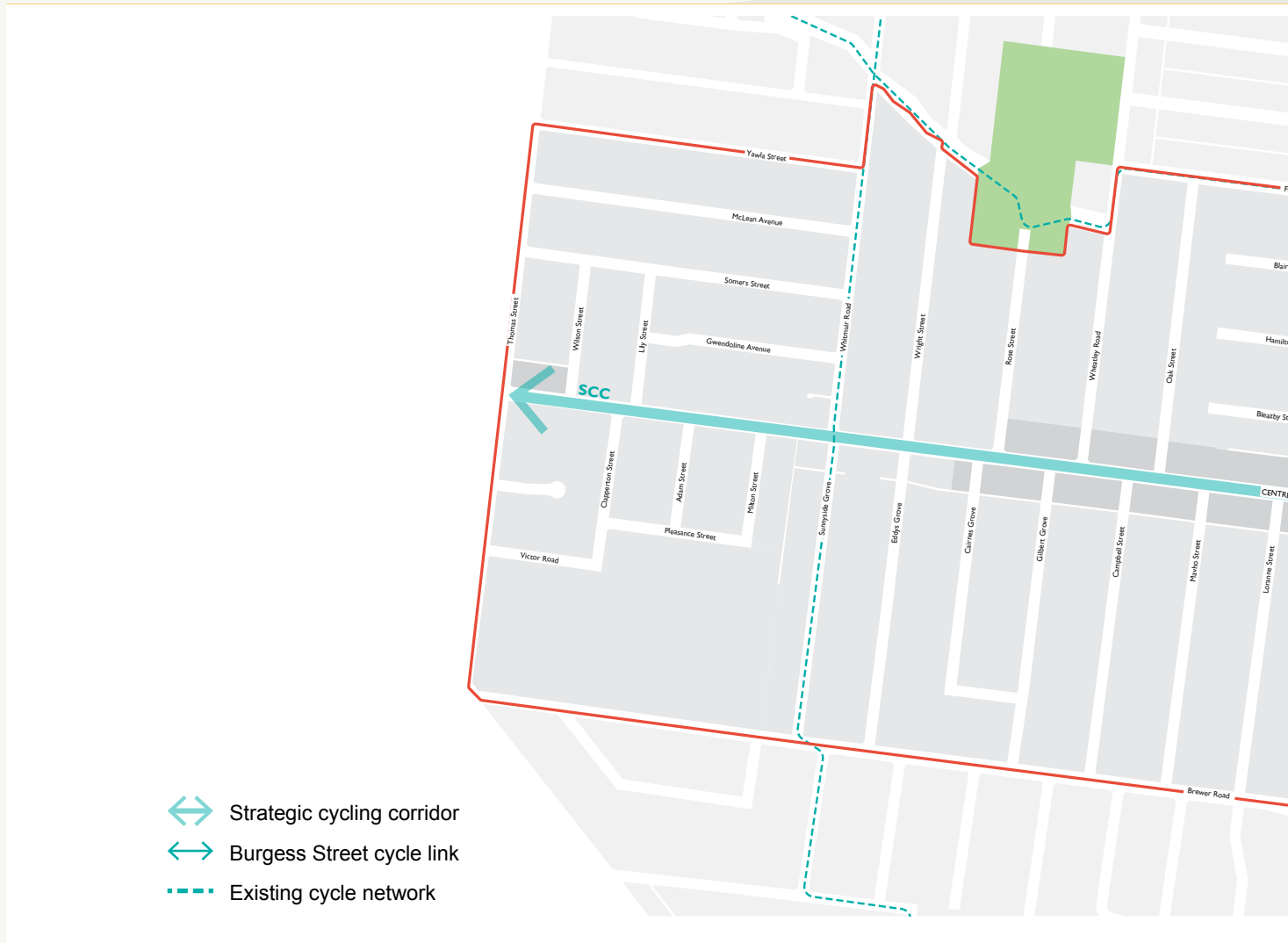
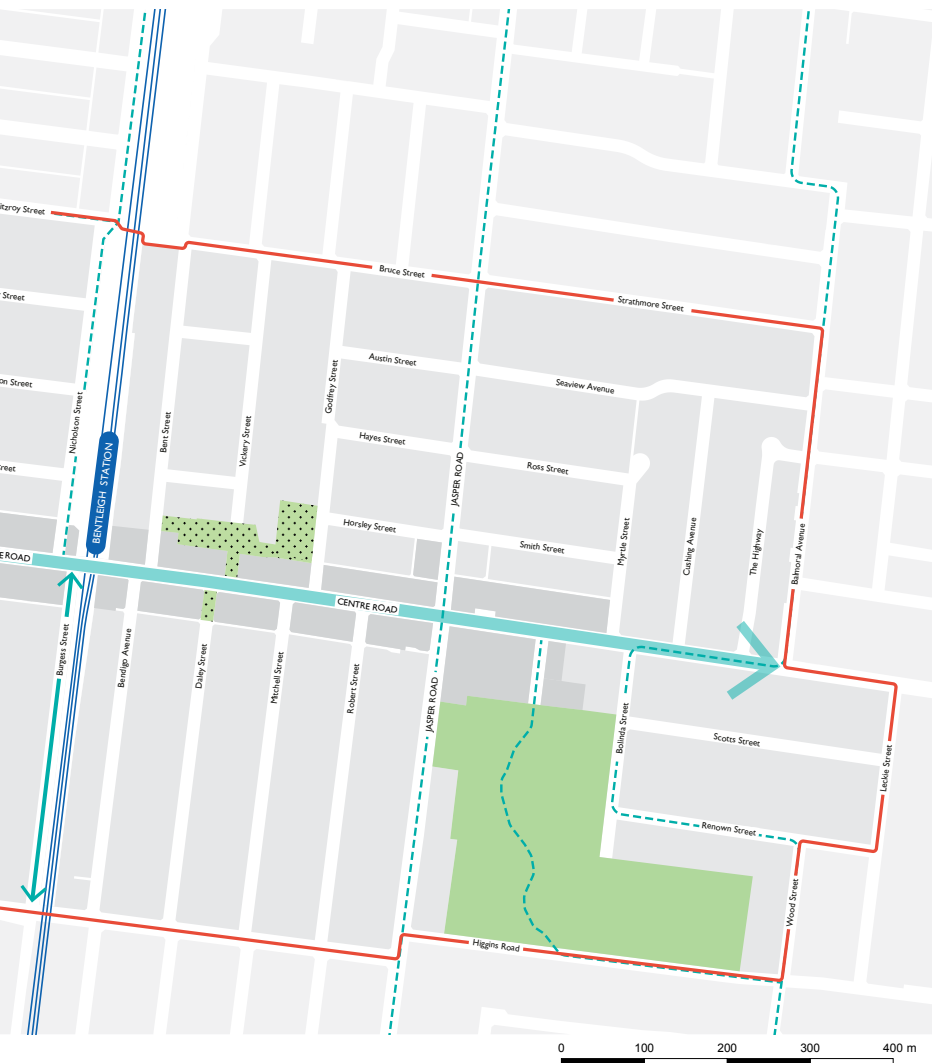


Figure 14.0 — Parking and movement: Cycling network map

Cycling

- > Work with VicRoads to implement a strategic cycling corridor on Centre Road.
- > Complete a safe north-south cycling link across Centre Road, connecting Burgess Street to the shared path on Nicholson Street and Elster Creek Trail.

Refer to Figure 14.0 — Parking and movement: Cycling network map.



The background image shows a close-up of a building's exterior. At the top, there is a textured, light-colored wall. A white security camera is mounted on a black vertical pole. Below the camera, a blue and green sign is visible, featuring the word 'Bentleigh' in white. The lower portion of the image is dominated by large, overlapping geometric shapes in various shades of orange and yellow, creating a modern, abstract design. In the bottom right corner, a wooden surface with a metal bracket is partially visible.

Bentleigh

PT>

6.0 WANT TO KNOW
MORE?

3

ABOUT THE STRUCTURE PLAN

WHY DO WE NEED A STRUCTURE PLAN?

The structure planning process provides Council with an opportunity to work with the local community to discuss and carefully plan for the future needs of the community. This includes responding to community concern that recent developments do not align with the community's expectations. Once the *Structure Plans* have been adopted, they can be put into the *Glen Eira Planning Scheme*.

HOW WILL THE STRUCTURE PLAN PROVIDE MORE CERTAINTY?

The *Structure Plan* provides decision makers, including Council, State government and other agencies, with a platform to allocate resources towards capital works, guide the determination of planning applications and set work programs across different departments.

Importantly, the *Structure Plan* also provides certainty for the community, business owners, developers and planning applicants regarding the level of change and type of development that can be expected in Bentleigh. The stronger controls will provide greater clarity across the planning process including at VCAT.

HOW WAS THE STUDY AREA SELECTED?

In order to undertake the structure plan process Council needed to identify a study area.

The study area included in this draft *Plan* is bounded by Beech, Fitzroy, Bruce and Strathmore Streets to the north, Thomas Street to the west, Balmoral, Leckie and Wood Streets to the east and Brewer and Higgins Roads to the south. The railway line runs through the heart of the activity centre.

The activity centre study area is centered on the commercial core of Centre Road with a catchment size of approximately 800 metres to one kilometre — which is an approximate 10 minute walking distance extended to the nearest main road. This area was chosen as it is considered large enough to manage impacts that fall both within and beyond the centre.

The Bentleigh draft *Structure Plan* study area and 10 minute walking distance is shown in Figure 15.0.

WHAT IS THE JUSTIFICATION FOR INCREASING HEIGHTS?

While the intent may be to manage development in these key areas, it is important to note that any change of the planning scheme is required to align with State Government objectives. In particular, the State Government policy is clear around its expectations to focus new housing in inner-city major activity centres, with the clear objective to 'locate new housing in or close to activity centres and in urban renewal precincts and sites that offer good access to jobs, services and transport.'

As such, in order to manage development in the key sensitive areas, the draft *Structure Plan* has sought to distribute the areas of growth into more suitable areas within the centre. This means that in some places the height limits have increased.

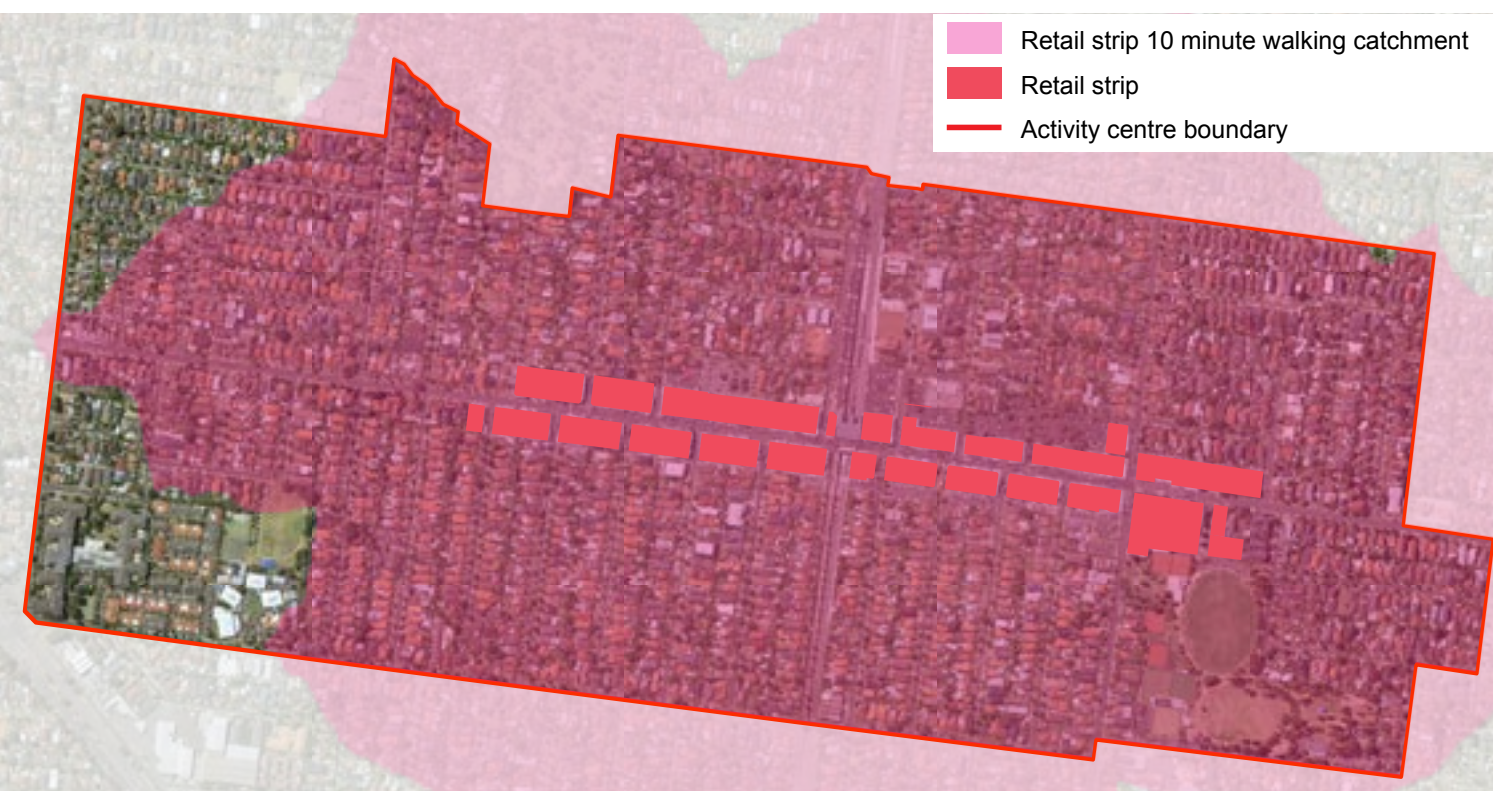


Figure 15.0 — Bentleigh draft Structure Plan study area

CONTEXT

WHAT MAKES BENTLEIGH UNIQUE?

Bentleigh is Glen Eira's premier shopping destination that sits within a distinctly suburban residential context. The Bentleigh draft *Structure Plan* study area is focused around the commercial strip which runs east-west along Centre Road. The surrounding residential area is characterised by predominantly low-scale detached houses however, some apartment development has occurred in recent years, predominantly north of Centre Road.

Bentleigh differs from Glen Eira's other major activity centres as it is located further from the CBD and lacks access via the tram network. Additionally, unlike Elsternwick and Carnegie, there is no opportunity for urban renewal (underutilised commercial land adjacent a major transport corridor).

Bentleigh's existing areas of higher residential density have been applied in a radial format from a bird's eye view, circling the train station to an approximate 400 metre radius. This approach results in mismatched building forms occurring within a single streetscape due to varied zoning in long streets. This can lead to four storey apartments being located next to single storey detached housing, resulting in a loss of the character of the established residential suburbs.

WHAT ARE THE CURRENT STRENGTHS AND WEAKNESSES?

Strengths

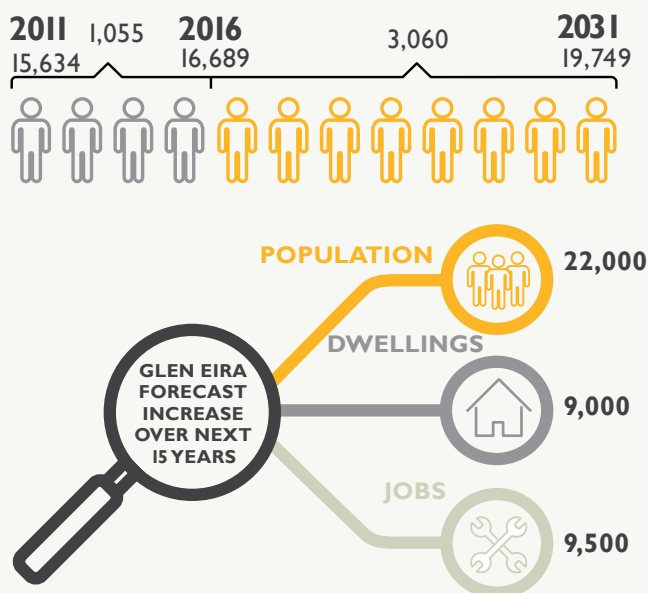
- > At the core of the activity centre is Bentleigh Station, which provides a connection north into the CBD and south to Frankston. The station has recently been refurbished and the level crossing has been removed, enhancing safety and traffic flow.
- > Bentleigh serves as a premier shopping destination for the area, providing three supermarkets, a discount department store, specialty shops, business and personal services, cafes and restaurants.
- > Car parking is provided on-street along Centre Road, and in open-air car parks that immediately abut the commercial strip to the north and south of Centre Road. Council owns a number of these parcels of land.

Weaknesses

- > Centre Road is the primary way of accessing the centre by car and bus with services connecting to Brighton in the west and Monash University in the east. However, due to these traffic movements, the road acts as a physical barrier for pedestrians crossing from north to south.
- > Two large heritage precincts dominate a large area of residential land south of Centre Road. A small pocket of land affected by the Neighbourhood Character Overlay is located on The Highway in the north east of the activity centre.
- > There is currently a conflict in planning controls with the Heritage Overlay located within the Residential Growth Zone — an area that encourages high density development. There is opportunity to safeguard streets in Residential Growth Zone areas that have had minimal development, while retaining opportunities for apartment developments in appropriate locations.

CONTEXT

HOW MANY PEOPLE WILL LIVE IN GLEN EIRA IN THE FUTURE?



Glen Eira is forecast to grow by 22,000 people, 9,000 dwellings and 9,500 jobs over the next 15 years. Bentleigh increased its population by 1055 people between the 2011 and 2016 Census periods from 15,634 to 16,689 people. The Bentleigh population is forecast to increase to 19,749 in 2031.

As a result, additional housing is required to meet population growth projections. The demographics help understand the housing types that are required to meet the growing community. Currently, the leading household type in Bentleigh is couples with dependents, and the most significant increase in population is occurring in residents aged 55 to 59. The housing stock available in Bentleigh is predominantly single detached dwellings and new apartments, which is why there is a major focus on increasing the provision of diverse housing options, in order to provide housing for all, including families, people who are downsizing, lone person and other households.

WHY DO WE NEED TO INCREASE OFFICE AND RETAIL?

PROFESSIONAL, SCIENTIFIC AND TECHNICAL SERVICES
— 12.6 PER CENT

HEALTH CARE AND SOCIAL ASSISTANCE
— 12.6 PER CENT

RETAIL TRADE
— 10.4 PER CENT



Only 20.1 per cent of working residents are employed within the municipality, making Glen Eira the fourth lowest council across Melbourne for local employment. Glen Eira residents are mainly employed in white collar jobs and the majority travel outside of the municipality to work.

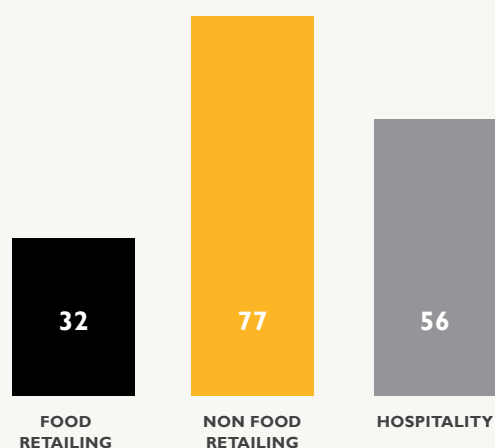
In 2011, the three main employment industries for Bentleigh residents were:

- > professional, scientific and technical services — 12.6 per cent;
- > health care and social assistance — 12.6 per cent; and
- > retail trade — 10.4 per cent.

Providing more office and other employment opportunities will allow more Glen Eira residents to work locally.

WHAT ARE THE RETAIL AND SERVICES IN THE CENTRE?

NO. OF BUSINESSES

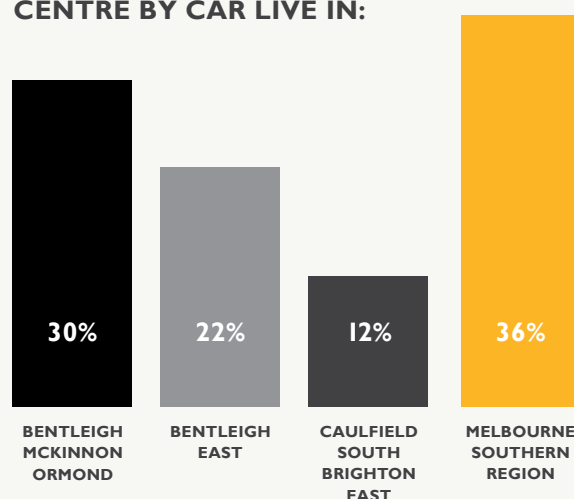


Economic analysis conducted indicated that Bentleigh's core retail precinct is a 250 metre section of Centre Road beginning at Bentleigh Station and ending at Godfrey Street. The centre includes a range of food retail options (32 businesses), as well as non-food retailers (77 businesses). Bentleigh has the highest concentration of non-food retailers out of the City's three major activity centres.

Please note: the food retail figure includes three supermarkets, indicating that the concentration of food retail is high, despite having noticeably lower numbers than other commercial activities.

WHAT IMPACT WILL THIS PLAN HAVE ON TRAFFIC IN THE CENTRE?

VISITORS TRAVELLING TO THE CENTRE BY CAR LIVE IN:



Bentleigh, short trips are a major contributor. The Woolworths supermarket located at the eastern side of the centre is a small, older format store of only 2,200m², which is not as well connected to other food retailers within Centre Road such as the Coles supermarket. The existing Coles supermarket with a total floor area of 2,320m² is considerably less than that of a typical full-line supermarket which is generally around 3,200m². If this site were to accommodate an expanded supermarket, it would result in the loss of car parks on the western side of the store.

In terms of the trade area, 30 per cent of visitors travelling by car to the centre live in Bentleigh, McKinnon or Ormond. Another 22 per cent of visitors live in Bentleigh East. A further 12 per cent of visitors live within the suburbs of Caulfield South and East Brighton, with the majority of the remaining 36 per cent of visitors living across Melbourne's southern region. This *Plan* includes a range of vehicle, pedestrian and cycling movement initiatives designed to reduce car dependency and help to minimise short trips taken by car.

INPUTS

HOW WAS THE COMMUNITY ENGAGED?

The structure plan process was informed by extensive community consultation, with a focus on engaging a variety of stakeholders, including residents, local business owners, workers, state agencies and other stakeholders.

Between November 2016 and October 2017, Council undertook a five step consultation process, and feedback, comments and submissions have contributed to the preparation of the Bentleigh draft *Structure Plan*.

The consultation process included:

- > letters to affected property owners;
- > promotion through Council's website and *Have Your Say* site;
- > an online survey;
- > articles in the local newspapers;
- > *Glen Eira News* articles, lift-outs and features;
- > community forums;
- > discussions with a wide range of internal Council departments; and
- > drop-in sessions at our information booth at Bentleigh Library.

Total: 699 Bentleigh submissions



What have we heard?	What we are proposing
Eight storeys is too high for the commercial area of Benteigh.	Reduce height to a maximum of five storeys.
Development in residential areas is excessive.	Reduce four storey area to three storeys in residential zones properties.
Keep building heights low in the shopping strip.	Maximum height of five storeys in the shopping strip.
More parking is needed.	Propose destination parking and provide a net increase of approximately 200 spaces for the centre focused at the Horsley and Bleazby sites.
Protect and preserve the heritage and character of our neighbourhoods.	Resolve zoning conflicts in heritage areas to provide clear protection that is prioritised.
More green outdoor areas are needed.	Create a new park in the range of 2,300m ² to 2,500m ² over the Godfrey Street car park site.
Bentleigh Market should remain in its current location.	Maintain parking in Bent Street car park and continue Sunday market activities.
Provide more housing for families.	Reduce amount of four storey apartment areas and increase opportunity for townhouses to be developed.
More night-time activity is needed with safe places for people to gather.	Create a pedestrian-only mall area with outdoor seating, cafes, bars and restaurants with increased trading hours.
Extension of zoning boundaries south of Centre Road is concerning.	Reduce the southern extent of development to align with current zone boundaries.

**ADDITIONAL
OPPORTUNITY
FOR THE
COMMUNITY
TO PROVIDE
FEEDBACK**

LOOKING AHEAD

FEB 2018 MAR—MAY 2018 JUNE—JUL 2018 AUG—OCT 2018 OCT—DEC 2018 2019 AND ONWARDS

Adoption of the
Structure Plans by
Council

Prepare
Planning Scheme
Amendment to
implement the new
policies and new
controls.

Request
and receive
authorisation from
the Minister for
Planning (including
new interim height
controls).

Public exhibition
of the Planning
Scheme
Amendment.

Review and
consider
submissions and
request panel
hearing.

Apply for
Minister's
approval for the
Planning Scheme
Amendment and
implement the
structure plans.

INPUTS

WHAT RESEARCH WAS UNDERTAKEN?

As well as consultation with the community and other stakeholders and reviewing demographic data, preparation of the Bentleigh draft *Structure Plan* has been informed by the following independent consultant reports:

- > *City of Glen Eira Analysis of housing consumption and opportunities 2017 (.id)*
- > *Glen Eira Economic Analysis and Forecasting Study 2017 (Blair Warman Economics)*
- > *Assessment of the Economic Impacts of Transformation Concepts on Activity Centres: Bentleigh, Carnegie and Elsternwick, 2017 (Blair Warman Economics)*
- > *Peer Review of Glen Eira's Draft Quality Design Guidelines and Strategic and Urban Renewal Development Plans Analysis, 2017 (Aecom)*
- > *Glen Eira Activity Centres Urban Context Report 2017 (Planisphere)*
- > *Glen Eira Draft Urban Design Guidelines 2017 (Planisphere)*
- > *Glen Eira Urban Design Analysis Report 2017 (Planisphere)*
- > *Glen Eira Community Benefits Discussion Paper 2017 (Planisphere)*
- > *Glen Eira Activity Centres Community Engagement Summary Final Report 2017 (Co Design Studio)*
- > *Glen Eira Transformational Concepts Draft Report 2017 (Planisphere)*
- > *Glen Eira Transformative Concepts Review 2017 (onemilegrid)*
- > *Glen Eira Transport Analysis and Forecasting Discussion Paper (MRCagney)*

Research and reports prepared by Council:

- > *Planning Strategy Impacts on Housing Opportunity; and*
- > *Parking Analysis for the Bentleigh, Carnegie and Elsternwick Structure Plans.*

HOW DOES THIS PLAN LINK WITH OTHER POLICIES?

POLICY CONTEXT

Local strategies

The development of this draft *Structure Plan* is linked to the following Council strategies:

- > *Glen Eira Open Space Strategy 2014*;
- > *Planning Scheme Review 2016 Report*;
- > *Glen Eira Council and Community Plan 2017—2021*; and
- > *Activity Centre, Housing and Local Economy Strategy 2017*.

Activity Centre, Housing and Local Economy Strategy

In July 2017, Council adopted a new policy direction for Glen Eira's activity centres. As part of the new framework, Bentleigh has been nominated as a major activity centre.

- > Bentleigh will be a centre with access to a wide range of goods, services and activities, including commercial, retail, entertainment and community facilities, with suitable residential development opportunities that respond to the urban context in and around the centre.
 - Employment: Bentleigh will have a high focus on employment and growth.
 - Housing: Bentleigh will have a major focus on the provision of new family households, and a high focus on housing and growth opportunities.

- Economy: Bentleigh will provide for the weekly needs of an approximate 800 metre to two kilometre residential catchment, including specialty retailing, hospitality, entertainment, and a minimum of (or demonstrated capacity to accommodate) approximately two supermarkets or similar fresh food markets.

State-wide strategies

Development of this draft *Plan* aligns with the objectives set out in the Victorian Government's Metropolitan Planning Strategy — *Plan Melbourne 2017—2050*.

Plan Melbourne sets a vision and policy direction for growth, with a focus on ensuring a better distribution of business activity, jobs, housing, services, infrastructure and transport connections within activity centres.

It also provides direction for each municipality and seeks to increase density and activity in established areas currently serviced by existing public transport networks, employment opportunities and infrastructure. At the same time it has a focus on discouraging urban sprawl.

Bentleigh is located in an established area with good access to public transport and facilities. *Plan Melbourne* identifies Bentleigh as a major activity centre that can accommodate housing and employment growth. It also recognises that each activity centre has a unique context and encourages local councils to set their own vision and policy objectives to plan for growth.

IMPLEMENTATION AND REVIEW

WHEN WILL THE PLAN BE IMPLEMENTED?

The statutory portion of the changes (the changes to building and land use controls on all affected land) will be implemented through a Planning Scheme Amendment which will commence in 2018. A Planning Scheme Amendment changes the town planning controls which determine how land can be used or developed. For privately owned land, development will occur over time within these newly implemented controls.

In terms of the major projects proposed on Council-owned land such as new public spaces, a more detailed implementation plan will be developed upon adoption of the final *Bentleigh Structure Plan* by Council which will include non-statutory implementation and advocacy strategies.

HOW WILL THE PLAN BE FUNDED?

To deliver our projects we will need to undertake capital works projects to make physical changes and other place-making processes to support activity and engagement within public spaces.

Indicative costs and funding sources will be identified to enable co-ordination with Council's capital works budget and program and will be subject to Council's budgetary processes and priorities.

HOW WILL THE PLAN BE REVIEWED?

To monitor and review the final Bentleigh *Structure Plan*, the following steps will be carried out:

- > Reporting undertaken against Council's *Glen Eira Council and Community Plan* will include updates on elements of this *Plan* which have been advanced.
- > Council will continue to discuss the outcomes in this *Plan* and the progress of identified projects with the Bentleigh Traders Association.
- > A review of the demographic changes anticipated as a consequence to this *Plan* in relation to population growth within the study area will occur after the release of Census data at five year intervals.
- > The mapping of development activity within the activity centre will be undertaken after confirmation is given for significant development to proceed.

A complete review of the process of implementing this *Plan* will occur at five year intervals.

HOW CAN THE BUILDING TYPES BE ENFORCED?

A range of planning controls will be used to guide the desired outcomes and achieve the community's vision for Bentleigh.

Once Council has adopted the structure plan for Bentleigh, a formal amendment process will occur in order to include these planning controls in the *Scheme*.

The *Quality Design Guidelines* provide more guidance as to how we plan to achieve these outcomes.

GLOSSARY

Activation

The injection of liveliness and vibrancy into an urban area.

Activity centre

A mixed-use area that provides a focus for commercial, retail, employment, housing, transport, services and social interaction.

At-grade

At ground level.

Heritage overlay

Applied to a place, object or area identified as being of heritage significance. Trees, gardens, parks, structures, buildings and streetscapes can be included in the heritage overlay.

Neighbourhood character overlay

Protects areas that have a particular urban character, includes both private and public realm aspects and how features interact with each other to create a sense of place.

Public realm

All public open space.

Setback

The distance that a structure or building is set back from the property boundary, road or other buildings. Setbacks can occur at ground level or on upper floors of a building.

Structure Plan

A long-term plan that guides important aspects of an area including development, land use, transport and car parking, community facilities, public and open spaces and strategic opportunities.

Statutory implementation

The implementation of strategic guidelines or outcomes into statutory controls.

Urban renewal

The process of unlocking well located, underutilised land to support employment, residential or commercial growth.

Walkability

The degree to which the built form of an area supports walking as a means of transport or recreation. Walkable areas are connected, safe and accessible for pedestrians.

Wayfinding

The way that people are guided through built environments. Wayfinding can include signage, barriers or ground treatments to delineate space and help users to understand the urban environment.



CONTACT

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