

BENTLEIGH ACTIVITY CENTRE DRAFT STUCTURE PLAN

BACKGROUND REPORT — OCTOBER 2017



GLEN EIRA
CITY COUNCIL

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INTRODUCTION

THE PURPOSE OF THIS REPORT

The purpose of this report is to summarise and synthesise the background research that contributed to the development of the Benteigh draft *Structure Plan*. This research takes several forms including community engagement and feedback; technical studies; and detailed analysis of existing conditions.

HOW TO READ THIS REPORT

This report is organised in chapters which cover themes such as Built Form, Transport and Local Economy. Each section includes information, as appropriate, that is garnered from technical research and/or community feedback. Each chapter includes key issues and opportunities. This report provides the link between research, analysis and community feedback and the directions included in the Benteigh draft *Structure Plan*. It can therefore be read in tandem with the draft *Structure Plan* to provide a greater level of content and context.

THE STRUCTURE PLANNING PROCESS

The commencement of the *Structure Plan* process was prompted by the *Glen Eira Planning Scheme Review* conducted in 2016. Since this time an incremental and iterative process has been undertaken to develop the draft *Structure Plan*. The process has sought to maximise community input through a series of consultation stages.

GLEN EIRA PLANNING SCHEME REVIEW

In 2016, the Council undertook an extensive community-led review of its *Planning Scheme*, which involved an extensive community engagement program.

The consultation spanned a two month period, commencing in April to the end of May 2016.

Approximately 247 people attended meetings, 68 people participated via the *Have Your Say* online forum and 122 written submissions were received.

This consultation process revealed a strong level of community concern regarding a sense of overdevelopment, loss of character and subsequent impacts on surrounding residential areas.

Community feedback also revealed that both the Benteigh and Carnegie activity centres were significant priorities for the community and required better management of future development through structure plans. Structure planning was a prominent project called for in the feedback.

At the Ordinary Council Meeting of 9 August 2016, the *Planning Scheme Review 2016 Report* and its corresponding *Work Plan* were adopted by Council. The *Work Plan* specified three structure plans to be implemented for Council's activity centres within the first four years, which includes a *Structure Plan* for the Benteigh activity centre.

THE STRUCTURE PLANNING PROCESS TO DATE

The process to develop a *Structure Plan* for Bentleigh (in addition to Carnegie and Elsternwick) has involved the following stages:



PLACE CONTEXT

SETTLEMENT HISTORY

The Boonwurrung people of the Kulin Nation are the traditional custodians of the area that now makes up the southern and south-eastern suburbs of Melbourne, which includes the municipality of Glen Eira. European settlement of the Bentleigh area dates from the 1840s, with land used mainly for grazing. The population was minimal until the 1850s when the area was used for market gardens and orchards. Growth took place in the early 1900s and during the interwar period. Significant development occurred in the post-war years, particularly during the 1950s. The population has gradually increased since the early 1990s, a result of new dwellings being added to the area.¹

LAND USE PATTERNS AND CONNECTIONS

The suburb of Bentleigh is bounded by the Elster Creek Trail, Fitzroy Street, Nicholson Street, Field Street, Lindsay Street, Abergeldie Avenue and a line running continuous of Abergeldie Avenue in the north, Tucker Road in the east, South Road and the Nepean Highway in the south, and Thomas Street in the west. Bentleigh is largely residential in nature, with commercial activity located on Centre Road between the Jasper Road intersection to the east and proximate to Rose Street and Cairnes Grove to the west. There is an additional, small commercial strip at the western end of the study area at the Thomas Street intersection.

The Bentleigh activity centre is centrally located within Glen Eira with the Frankston train line providing a north-south connection to the smaller nearby centres of McKinnon and Patterson. Centre Road connects Bentleigh with the smaller centre of Bentleigh East. The 703 bus service provides connections along Centre Road to Brighton to the west and Monash University to the east.

ACTIVITY CENTRE BOUNDARY

The study area included in the draft *Structure Plan* is bounded by Beech, Fitzroy, Bruce and Strathmore Streets to the north, Thomas Street to the west, Balmoral, Leckie and Wood Street to the east and Brewer and Higgins Roads to the south.

The study area is formed around 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.

¹ profile.id.com.au/glen-eira
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POLICY CONTEXT

STATE PLANNING POLICY CONTEXT

PLAN MELBOURNE 2017–2050

The State Government's *Plan Melbourne 2017–2050* is the metropolitan planning strategy that sets the vision and policy direction for managing growth across Melbourne. The *Plan* sets the direction for each municipality, seeking to increase density and activity in established areas that are well-serviced with public transport and employment opportunities and other existing infrastructure, rather than simply continuing outward expansion.

Plan Melbourne identifies Bentleigh as a major activity centre that should accommodate increased housing and employment growth. This is due to its location in an established area with good access to public transport and other services.

The following outcomes and directions of *Plan Melbourne* are relevant to planning for the Bentleigh activity centre.

Outcome 1 Melbourne is a productive city that attracts investment, supports innovation and creates jobs

- *Improve access to jobs across Melbourne and closer to where people live.*

Outcome 2 Melbourne provides housing choice in locations close to jobs and services

- *Manage the supply of new housing in the right locations to meet population growth and create a sustainable city.*
- *Deliver more housing closer to jobs and public transport.*
- *Increase the supply of social and affordable housing.*
- *Facilitate decision-making processes for housing in the right locations.*
- *Provide greater choice and diversity of housing.*

Outcome 3 Melbourne has an integrated transport system that connects people to jobs and services and goods to market

- *Improve local travel options to support 20-minute neighbourhoods.*

Outcome 4 Melbourne is a distinctive and liveable city with quality design and amenity

- *Create more great public places across Melbourne.*
- *Achieve and promote design excellence.*
- *Respect Melbourne's heritage as we build for the future.*
- *Strengthen community participation in the planning of our city.*

Outcome 5 Melbourne is a city of inclusive, vibrant and healthy neighbourhoods

- *Create a city of 20-minute neighbourhoods.*
- *Create neighbourhoods that support safe communities and healthy lifestyles.*
- *Deliver social infrastructure to support strong communities.*
- *Deliver local parks and green neighbourhoods in collaboration with communities.*

Outcome 6 Melbourne is a sustainable and resilient city

- *Transition to a low-carbon city to enable Victoria to achieve its target of net zero greenhouse gas emissions.*
- *Reduce the likelihood and consequences of natural hazard events and adapt to climate change.*
- *Integrate urban development and water cycle management to support a resilient and liveable city.*
- *Make Melbourne cooler and greener.*

STATE PLANNING POLICY FRAMEWORK

Glen Eira's planning for its local areas must support the State Planning Policy Framework, which forms part of the *Glen Eira Planning Scheme*. The following objectives of the State Planning Policy Framework are relevant to planning for the Bentleigh activity centre:

CLAUSE 11.02 URBAN GROWTH

- 11.02-1 Supply of urban land - *To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.*
- 11.02-2 Structure planning - *To facilitate the orderly development of urban areas.*

CLAUSE 11.03 ACTIVITY CENTRES

- 11.03-1 Activity centre network - *To build up activity centres as a focus for high-quality development, activity and living for the whole community by developing a network of activity centres.*

CLAUSE 11.04 OPEN SPACE

- 11.04-1 Open space planning - *To assist creation of a diverse and integrated network of public open space commensurate with the needs of the community.*

CLAUSE 11.06 METROPOLITAN MELBOURNE

In considering the policy objectives and strategies for metropolitan Melbourne, planning must consider as relevant: *Plan Melbourne 2017-2050: Metropolitan Planning Strategy* (Department of Environment, Land Water and Planning, 2017).

CLAUSE 15.01 URBAN ENVIRONMENT

- 15.01-1 Urban design - *To create urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity.*
- 15.01-2 Urban design principles - *To achieve architectural and urban design outcomes that contribute positively to local urban character and enhance the public realm while minimising detrimental impact on neighbouring properties.*
- 15.01-4 Design for safety - *To improve community safety and encourage neighbourhood design that makes people feel safe.*
- 15.01-5 Cultural identity and neighbourhood character - *To recognise and protect cultural identity, neighbourhood character and sense of place.*
- 15.01-6 Healthy neighbourhoods - *To achieve neighbourhoods that foster healthy and active living and community wellbeing.*

CLAUSE 15.02 SUSTAINABLE DEVELOPMENT

- 15.02-1 Energy and resource efficiency - *To encourage land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.*

CLAUSE 15.03 HERITAGE

- 15.03-1 Heritage conservation - *To ensure the conservation of places of heritage significance.*

CLAUSE 16.01 RESIDENTIAL DEVELOPMENT

- 16.01-1 Integrated housing - *To promote a housing market that meets community needs.*
- 16.01-2 Location of residential development - *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.*
- 16.01-3 Housing opportunity areas - *To identify areas that offer opportunities for more medium and high density housing near employment and transport in Metropolitan Melbourne.*
- 16.01-4 Housing diversity - *To provide for a range of housing types to meet increasingly diverse needs.*
- 16.01-5 Housing affordability - *To deliver more affordable housing closer to jobs, transport and services.*

CLAUSE 17.01 COMMERCIAL

- 17.01-1 Business - *To encourage development which meet the communities' needs for retail, entertainment, office and other commercial services and provides net community benefit in relation to accessibility, efficient infrastructure use and the aggregation and sustainability of commercial facilities.*

CLAUSE 18.01 INTEGRATED TRANSPORT

- 18.01-1 Land use and transport planning - *To create a safe and sustainable transport system by integrating land-use and transport.*
- 18.01-2 Transport system - *To coordinate development of all transport modes to provide a comprehensive transport system.*
- 18.02-1 Sustainable personal transport - *To promote the use of sustainable personal transport.*
- 18.02-2 Cycling - *To integrate planning for cycling with land use and development planning and encourage alternative modes of travel.*
- 18.02-3 Principal Public Transport Network - *To facilitate greater use of public transport and promote increased development close to high-quality public transport routes in Metropolitan Melbourne.*
- 18.02-5 Car parking - *To ensure an adequate supply of car parking that is appropriately designed and located.*

CLAUSE 19.02 COMMUNITY INFRASTRUCTURE

- 19.02-3 Cultural facilities - *To develop a strong cultural environment and increase access to arts, recreation and other cultural facilities.*
- 19.02-4 Distribution of social and cultural infrastructure - *To provide fairer distribution of and access to social and cultural infrastructure.*

CLAUSE 19.03 DEVELOPMENT INFRASTRUCTURE

- 19.03-1 Development contribution plans - *To facilitate the timely provision of planned infrastructure to communities through the preparation and implementation of development contributions plans.*

LOCAL POLICY CONTEXT

GLEN EIRA COUNCIL AND COMMUNITY PLAN 2017-2021

The *Glen Eira Council and Community Plan 2017-2021* outlines a clear vision for Glen Eira including the theme *Liveable and Well Designed* which states the following objectives:

- Create prosperous, accessible and vibrant urban places.
- Encourage development that benefits the community.
- Proactively plan for and manage change within our urban places.
- Invest sustainably in our infrastructure and community assets.

LOCAL PLANNING POLICY FRAMEWORK – GLEN EIRA PLANNING SCHEME

The following objectives of the Local Planning Policy Framework are relevant to planning for the Bentleigh activity centre:

CLAUSE 21.04 HOUSING AND RESIDENTIAL DEVELOPMENT

- *To ensure a greater diversity of housing to meet future housing needs.*
- *To improve and protect the liveability, neighbourhood character and amenity of Glen Eira.*
- *To promote environmental, social and economic sustainability.*
- *To stimulate and improve the vitality of Glen Eira's commercial centres.*
- *To improve access to housing for residents with special housing needs.*
- *To ensure integrated neighbourhood planning of Glen Eira's suburbs.*

CLAUSE 21.06 BUSINESS

- *To maintain a mix of commercial centres that cater for the needs of the Glen Eira community.*
- *To enhance and further develop urban villages and neighbourhood centres as the focus for community life.*
- *To encourage competitive retail outlets in viable, lively and interesting strip shopping centres.*

- *To maintain pleasant and safe public environments in commercial centres in partnership with business.*
- *To encourage more local employment and attract more local spending in partnership with business.*

CLAUSE 21.09 PUBLIC USES/COMMUNITY FACILITIES

- *To ensure the designation of adequate land for existing and proposed public purposes.*
- *To ensure an equitable and accessible distribution of community facilities to meet community needs and to complement urban villages.*

CLAUSE 21.10 HERITAGE

- *Protect places identified as having architectural, cultural or historical significance.*
- *Ensure sympathetic redevelopment and renovation of areas and places identified as having architectural, cultural or historic significance in the municipality.*

CLAUSE 21.11 INFRASTRUCTURE

- *To maintain and improve Glen Eira's infrastructure including roads, streets, drains and essential services.*
- *To ensure that new development contributes appropriately particularly where it is likely to impact on the capacity of existing infrastructure.*

CLAUSE 21.12 TRANSPORT

- *To advocate and encourage the provision of a safe, convenient and efficient transportation network which meets the needs of Glen Eira's residents, businesses and through traffic.*
- *To encourage increased access and use of public transport.*
- *To minimise the adverse effects of vehicular traffic, especially in Glen Eira's residential areas.*
- *To ensure the adequate provision of car parking in appropriate locations to serve the needs of business and its customers.*

CLAUSE 21.13 OPEN SPACE

- *Implement the City of Glen Eira Open Space Strategy 8 April 2014.*
- *Encourage development that will result in improvements to Glen Eira's public open space network.*

CLAUSE 22.01 HERITAGE POLICY

- *To identify the City's heritage assets and to give effect to the recommendations of the Glen Eira Heritage Management Plan 1996, and the Addendum to the Glen Eira Heritage Management Plan 2014.*
- *To recognise and preserve the aesthetic and cultural characteristics of heritage places which are held in high esteem by the community of Glen Eira.*

- *To protect places identified as having architectural, cultural or historic significance and which demonstrate the various eras of Glen Eira's development.*
- *To ensure sympathetic development and renovation of places identified as having architectural, cultural or historic significance.*
- *To promote a better appreciation and wider understanding of the City's heritage.*

CLAUSE 22.05 URBAN VILLAGES POLICY

- *To create urban villages by co-locating work, leisure, community and residential uses and developments that complement each other.*
- *To encourage economic and employment generating development which is appropriate to the desired qualities and character of the area.*
- *To consolidate retail functions within existing strip shopping centres.*
- *To improve, where possible, community uses (elderly centres, library, etc) in a manner that respects proximity to retail hub, and the surrounding nature of development.*
- *To encourage increased densities within and around commercial/transport nodes which respects transition to the surrounding residential area.*
- *To ensure development respects the amenity of the surrounding area and provides a transition to surrounding residential uses.*
- *To promote residential and office use in upper levels of buildings within the retail hub.*
- *To protect and enhance the heritage, streetscape and pedestrian environment.*
- *To ensure future development is appropriate to the constraints of infrastructure and vehicular traffic movement (including parking).*
- *To create pleasant and safe public spaces.*
- *To encourage environmental sustainability and a reduction in green house gas emissions through the co-location of work, leisure, community and residential uses and developments.*

CURRENT PLANNING CONTROLS - ZONES AND OVERLAYS

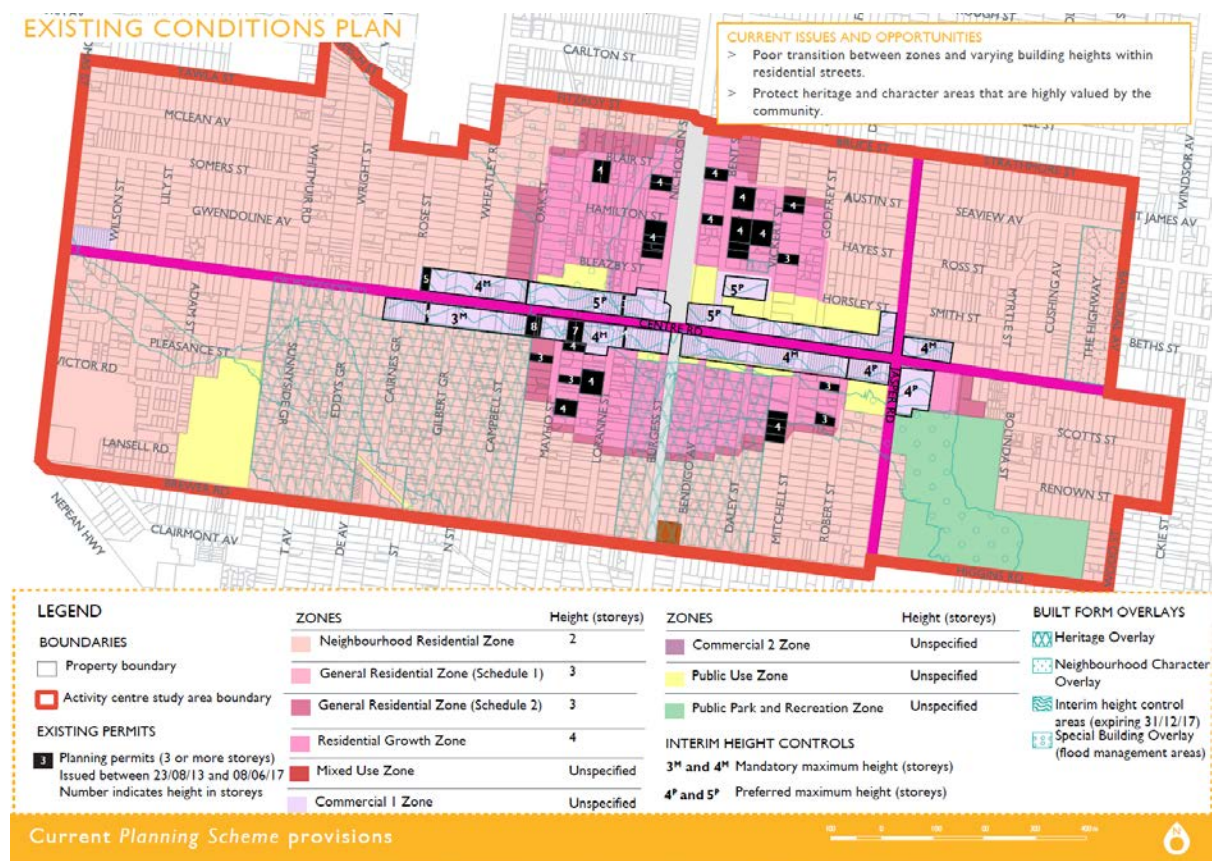


Figure 1 Summary of existing planning controls (excerpt from Draft Concept Plan)

RESIDENTIAL ZONES

The Residential Growth Zone is applied in a radial fashion around the Bentleigh train station. The application of this zone represents a radius of approximately 300m (on average). The General Residential Zone Schedule 2 provides a narrow ring around the Residential Growth Zone, which provides a buffer of generally one residential lot in depth to the surrounding Neighbourhood Residential Zone.

Residential Growth Zone

The purpose of the Residential Growth Zone (RGZ) is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- To provide housing at increased densities in buildings up to and including four storey buildings.
- To encourage a diversity of housing types in locations offering good access to services and transport including activity centres and town centres.
- To encourage a scale of development that provides a transition between areas of more intensive use and development and other residential areas.

- To ensure residential development achieves design objectives specified in a schedule to the zone.
- To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

General Residential Zone

The purpose of the General Residential Zone (GRZ) is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- To encourage development that respects the neighbourhood character of the area.
- To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.
- To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

Neighbourhood Residential Zone NRZ

The purpose of the Neighbourhood Residential Zone (NRZ) is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- To recognise areas of predominantly single and double storey residential development.
- To manage and ensure that development respects the identified neighbourhood character, heritage, environmental or landscape characteristics.
- To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

IMPLEMENTATION OF THE REFORMED RESIDENTIAL ZONES 2014

Amendment C110 implemented the reformed residential zones into the *Glen Eira Planning Scheme*.

The methodology for implementing the reformed zones sought to reflect the existing policy framework in the *Glen Eira Planning Scheme*. This framework provides the overarching approach for residential development including the:

- *Minimal Change Policy*
- *Housing Diversity Policy*
- *Urban Village Policy*

This approach resulted in a zoning regime where the vast majority of residential land is zoned *Neighbourhood Residential Zone*. Approximately, 80 per cent of Glen Eira's residential land is zoned NRZ which is applied to areas identified for minimal change in the *Glen Eira Planning Scheme* (Clause

21.04). The 13 per cent of land zoned GRZ tends to surround the municipality's activity centres primarily in Ormond, Glen Huntly, Caulfield and Bentleigh East. Land zoned GRZ is also located within public transport corridors along Glenhuntly Road and Balacava Road. Land zoned RGZ is generally applied to areas within the three larger activity centres of Carnegie, Elsternwick and Bentleigh. RGZ and GRZ have generally been applied to land supported for housing diversity within Council's planning policy (Clause 21.04).²

Applying the zones to reflect existing policy has resulted in the radial zoning pattern currently apparent in Bentleigh. This results in outcomes that could be seen as 'zoning anomalies', such as:

- a number of north-south streets affected by multiple zones
- sites within a Heritage Overlay zoned Residential Growth Zone
- a fairly narrow buffer of one residential lot between Residential Growth Zone and Neighbourhood Residential Zone

COMMERCIAL AND PUBLIC ZONES

Commercial I Zone

Commercial land along the Centre Road spine is zoned Commercial I Zone, with some instances of this zone extending beyond the main road interface. The purpose of the Commercial I Zone is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- To create vibrant mixed use commercial centres for retail, office, business, entertainment and community uses.
- To provide for residential uses at densities complementary to the role and scale of the commercial centre.

Public Use Zone

The purpose of the Public Use Zone is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- To recognise public land use for public utility and community services and facilities.
- To provide for associated uses that are consistent with the intent of the public land reservation or purpose.

Schedule 6 to the Public Use Zone relates to Local Government (council-owned land). Schedule 2 relates to education (Government schools).

² Southern Sub Residential Zones State of Play, Region State of Play, January 2016, Managing Residential Development Taskforce, Department of Environment, Land, Water and Planning
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Public Park and Recreation Zone

The purpose of the Public Park and Recreation Zone is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- To recognise areas for public recreation and open space.
- To protect and conserve areas of significance where appropriate.
- To provide for commercial uses where appropriate.

Industrial 3 Zone

This zone applies to a small, isolated area on the southern boundary of the study area (corner Brewer Road and Bendigo Avenue). The purpose of the Industrial 3 Zone is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- To provide for industries and associated uses in specific areas where special consideration of the nature and impacts of industrial uses is required or to avoid inter-industry conflict.
- To provide a buffer between the Industrial 1 Zone or Industrial 2 Zone and local communities, which allows for industries and associated uses compatible with the nearby community.
- To allow limited retail opportunities including convenience shops, small scale supermarkets and associated shops in appropriate locations.
- To ensure that uses do not affect the safety and amenity of adjacent, more sensitive land uses.

OVERLAYS

Design and Development Overlay

The purpose of the Design and Development Overlay is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- To identify areas which are affected by specific requirements relating to the design and built form of new development.

Schedule 8 to the Design and Development Overlay is specific to the Bentleigh major activity centre, and is applied to land that is zoned Commercial 1 Zone. It has been applied on an interim basis. The design objectives of the schedule are:

- To ensure that development makes a positive architectural contribution to the low scale, retail village.

- To ensure that development enhances the character of Bentleigh Urban Village³, including the scale, shape and rhythm of built form and the variety of building heights, roof forms, setbacks and building designs.
- To ensure that retail development that abuts a rear-ward facing car park provides pedestrian access to both the car park and Centre Road.
- To ensure that development along any residential interface be sympathetic to the scale and amenity of the residential area.
- To ensure that development is designed to maintain safe and efficient vehicle movements.
- To ensure development optimises principles of environmentally sustainable design.
- To ensure high quality internal amenity for future residents.

Schedule 2 to the Design and Development Overlay has been applied to the Highway at the easternmost edge of the Study Area.

Heritage Overlay

The purpose of the Heritage Overlay is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- To conserve and enhance heritage places of natural or cultural significance.
- To conserve and enhance those elements which contribute to the significance of heritage places.
- To ensure that development does not adversely affect the significance of heritage places.
- To conserve specifically identified heritage places by allowing a use that would otherwise be prohibited if this will demonstrably assist with the conservation of the significance of the heritage place.

Schedule 69 to the Heritage Overlay applies to a number of residential streets to the south of Centre Road. Schedule 98 applies to the former *State Bank* building adjacent to the rotunda (438 Centre Road). HO142 applies to a single dwelling in Vickery Street.

³ The Glen Eira Planning Scheme currently refers to Bentleigh as an 'urban village'. The Glen Eira Activity Centre, Housing and Local Economy Strategy introduces the designation 'major activity centre'.

Neighbourhood Character Overlay

The purpose of the Neighbourhood Character Overlay is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- To identify areas of existing or preferred neighbourhood character.
- To ensure that development respects the neighbourhood character.
- To prevent, where necessary, the removal of buildings and vegetation before the neighbourhood character features of the site and the new development have been evaluated.

Schedule 1 to the Neighbourhood Character overlay is applied to the Highway along with the Design and Development Overlay Schedule 2.

Special Building Overlay

The purpose of the Special Building Overlay is:

- To implement the *State Planning Policy Framework* and the *Local Planning Policy Framework*, including the *Municipal Strategic Statement* and local planning policies.
- To identify land in urban areas liable to inundation by overland flows from the urban drainage system as determined by, or in consultation with, the floodplain management authority.
- To ensure that development maintains the free passage and temporary storage of floodwaters, minimises flood damage, is compatible with the flood hazard and local drainage conditions and will not cause any significant rise in flood level or flow velocity.
- To protect water quality in accordance with the provisions of relevant State Environment Protection Policies, particularly in accordance with Clauses 33 and 35 of the State Environment Protection Policy (Waters of Victoria).

The Special Building Overlay applies to areas north of Centre Road between the railway line and Wheatley Road; and areas south of Centre Road, between the railway line and Jasper Road and between Thomas Street and Gilbert Grove.

ACTIVITY CENTRE, HOUSING & LOCAL ECONOMY STRATEGY 2017

The *Glen Eira Activity Centre, Housing and Local Economy Strategy 2017* provides a local policy link between the *Glen Eira Council and Community Plan 2017-2021* and *Plan Melbourne 2017–2050*. The *Strategy* sets the city vision, activity centre framework and policy direction for each activity centre in Glen Eira as detailed below.

GLEN EIRA — CITY VISION

The *Strategy* identifies a vision for Glen Eira’s activity centres:

Glen Eira will be a city of walkable neighbourhoods that are centred on a network of vibrant, socially inclusive and well designed activity centres, providing for the needs of and reflecting the character of their communities.

ACTIVITY CENTRE FRAMEWORK

The *Strategy* identifies a network of activity centres in Glen Eira, each with unique policy directions.

Health, education and innovation precinct with urban renewal	■
Caulfield Station Precinct	■
Emerging health, education and innovation precinct	■
East Village	■
Major activity centre with urban renewal	▲
Carnegie	▲
Elsterwick	▲
Emerging major activity centre with urban renewal	▲
Moorabbin Junction	▲
Major activity centre	▲
Bentleigh	▲
Emerging major activity centre	▲
Glen Huntly	▲
Large neighbourhood centre	★
Bentleigh East	★
Caulfield South	★
Neighbourhood centre	★
Caulfield Park	★
Alma Village	★
Hughesdale	★
McKinnon	★
Murrumbeena	★
Ormond	★
Patterson	★
Ripponlea	★
Gardenvale	★
Emerging neighbourhood centre	★
Oakleigh South	★

Please note: other local centres have been mapped that contain existing retail uses but are not currently identified under local policy.

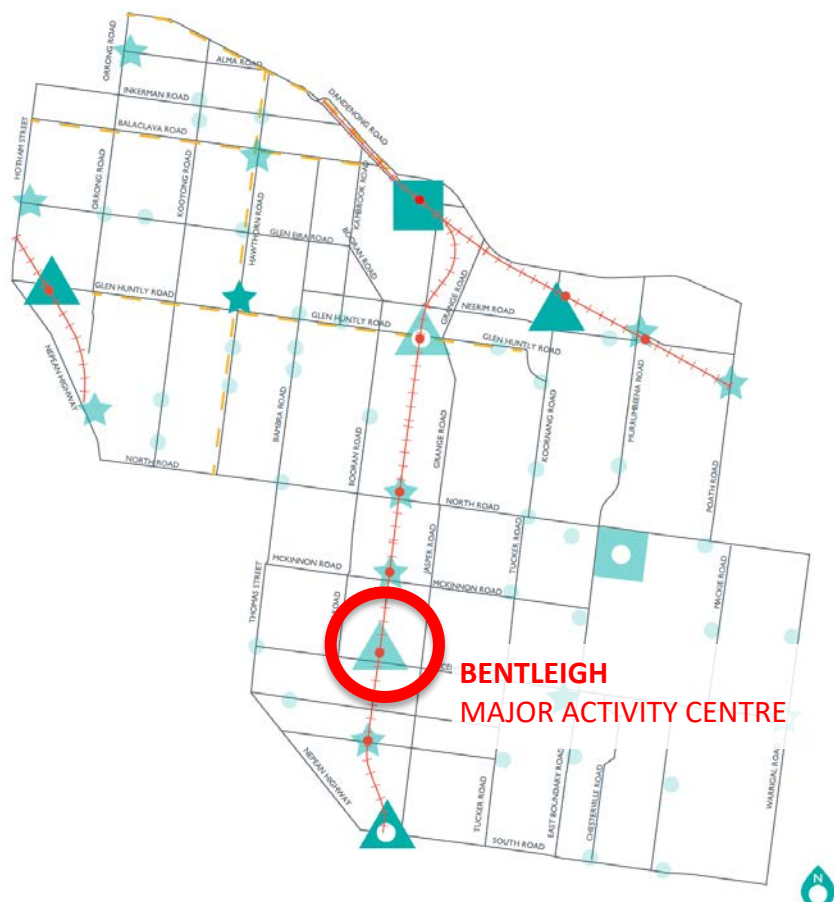


Figure 2 Glen Eira Activity Centre Framework Plan

The *Strategy* sets the policy direction for each activity centre, with Bentleigh detailed as follows.

POLICY DIRECTION	
CENTRE	BENTLEIGH
POLICY STATUS	MAJOR ACTIVITY CENTRE
FUNCTION	<ul style="list-style-type: none"> Centres that provide access to a wide range of goods, services and activities, including commercial, retail, entertainment and community facilities with suitable residential development opportunity that responds to their urban context in and around the centre.
EMPLOYMENT	<ul style="list-style-type: none"> High focus for employment growth.
ECONOMY / RETAIL	<ul style="list-style-type: none"> Retail should provide for the weekly needs of an approximate 800 metre to two kilometre residential catchment, including: <ul style="list-style-type: none"> a minimum of (or demonstrated capacity to accommodate) approximately two supermarkets or similar fresh food market; specialty retailing; hospitality; and entertainment.
HOUSING	<ul style="list-style-type: none"> High focus for housing growth opportunities. Major focus on new family households.
TRANSPORT	<ul style="list-style-type: none"> Centre should be well serviced by public transport, particularly fixed transport with opportunity for active transport options. Due to broader catchment, driving to the centre is required, however aim for majority of visits to be accessible by public transport, foot or bike.
OPEN SPACE	<ul style="list-style-type: none"> High level of focus for implementation of new open space or developer contribution.
LIVEABILITY	<ul style="list-style-type: none"> Typically, centres should provide services for the wider community, including a range of the following: <ul style="list-style-type: none"> a library; a community hub; an entertainment complex; maternal child health care services; child care; a senior citizens centre; medical centres; and a chemist.

EFFECTIVENESS OF EXISTING PLANNING FRAMEWORK

The *Glen Eira Activity Centres Urban Context Report*, prepared by *Planisphere*, identified the following key issues that planning policies and controls should address in the Glen Eira context:

- Setting maximum building heights and setbacks from the street or adjoining sites.
- Ensuring a transitional building form to adjoining residential or lower-scale interfaces.
- Managing amenity issues at the interface with adjoining residential sites, including overlooking, overshadowing and visual bulk.
- Activation of the lower building levels, as appropriate to a retail/commercial or residential streetscape.
- Ensuring a high standard of overall design quality, with improved outcomes in terms of design detail, materials and articulation.

- Improved design of basement car parking, including setting a minimum footprint to allow space for tree planting and design of the entrance so that it does not detract from the streetscape.
- For higher scale mixed use buildings, clear expression of a podium base and tower form above.
- In residential areas, ensuring adequate space is retained for garden areas and landscaping, including canopy trees; this is a particular issue in the General Residential Zoned areas.
- Providing a diversity of housing types in new residential development, including accommodation for singles, larger household groups, the elderly and affordable housing.

KEY ISSUES AND OPPORTUNITIES – POLICY CONTEXT

- State Planning Policy directs growth in Housing and Employment to areas that are well serviced for public transport and existing services.
- Bentleigh is designated as a Major Activity Centre in *Plan Melbourne* and the *Glen Eira Activity Centre, Housing and Local Economy Strategy 2017*.
- Some residential areas to the south of Centre Road have conflicting planning controls. The Residential Growth Zone encourages four storey apartment buildings, while the Heritage Overlay seeks to preserve the existing low scale character.
- The Structure Planning process provides an opportunity to introduce a locally specific planning framework for Bentleigh, provided this supports the directions of the State Planning Policy Framework.
- There are opportunities to improve planning policies and controls to improve built form outcomes.

COMMUNITY CONSULTATION

PROCESS

Five stages of community consultation have been undertaken to inform the Bentleigh draft *Structure Plan*.



OVERVIEW OF COMMUNITY FEEDBACK – KEY THEMES

The following feedback was received on the *Bentleigh Draft Concept Plan* during stage five of community consultation.

BUILDING TRANSITIONS PLAN

Many felt that the *Plan* is better than the previous plan and a step in the right direction. However, some felt that *Plan* the does not adequately respond to the origin of structure planning process – to reduce over-development in Bentleigh and protect the character of the area. Some felt that more justification was required.

BUILDING HEIGHTS ARE EXCESSIVE

There was a strong call at the community forum for no more than four storeys anywhere in Bentleigh with the suggestion that levels of development in Bentleigh and Glen Eira are excessive, that Bentleigh is already providing enough housing and development should be appropriately controlled. This was echoed in the online survey while there was also some suggestion that the current interim control which allows five storeys is the appropriate maximum height.

INFRASTRUCTURE

Concerns were raised about whether current infrastructure could match development and the potential impact on amenity, services and liveability. More open/green space was highlighted as a key community need.

STUDY AREA

Some questions were raised at both the forum and online about the study area boundary, with calls for justification about how the study area has been selected. Some felt that the boundary was creeping too far into residential areas. Others felt that the study area was appropriate.

COMMUNITY VIEWS

Some felt that residents' views haven't been taken into consideration and the concept plan doesn't adequately reflect the community's view. Some at the community forum called for a longer and clearer consultation and more information to be provided including regarding community benefit and number of properties that would accommodate greater development.

SALE OF COUNCIL LAND

Some submissions called for no sale of Council land for development

PARKING

Parking remains a key concern that needs to be addressed. The car park proposal received a mixed response. While there was general agreement that parking needs to be addressed some didn't support a multi-level structure, felt that it was being proposed in the wrong location or should

instead be underground. It was thought that car parking should be easily accessible by cars and provide a thoroughfare for pedestrians. Additionally, many felt we needed to ensure developments provide adequate onsite parking with no waivers on statutory car parking requirements.

TRANSFORMATION PROJECTS

A high level of general support was shown for the transformation projects. More information is sought about night life and consideration must be given to residents living close to the centre. Of particular importance was the need for the proposed Bent Street open space design to be suitable to cater for the Bentleigh Market. There was support for rotunda area upgrade but design important to ensure it is effective.

The following chapters include relevant community feedback as it pertains to the chapter topic.

COMMUNITY PROFILE

The following community profile and trends section provides analysis of 2011 and 2016 Census data as it applies to the suburb of Bentleigh (which extends beyond the activity centre). The following information considers current data, provides a comparison to 2011 Census data and a comparison to Glen Eira more broadly. In some cases, 2016 data is not yet available, in which case reference is made only to 2011. The following also identifies both 'dominant' and 'emerging' groups.

Demographic data is analysed and presented by *.id Consulting*. Interactive demographic information is available at <http://profile.id.com.au/glen-eira>.

AGE STRUCTURE

In 2016, the largest age group (five year groups) in Bentleigh was 45 to 49 year olds (8.3 per cent). Compared to the City of Glen Eira shows there was a higher proportion of people in the younger age groups (under 15) as well as a higher proportion of people in the older age groups (65+).

Overall, 19.2 per cent of the Bentleigh population was aged between 0 and 15, and 16.0 per cent were aged 65 years and over, compared with 18.3 per cent and 15.1 per cent respectively for City of Glen Eira.

From 2011 to 2016, Bentleigh's population increased by 1,066 people (6.8 per cent). This represents an average annual population change of 1.33 per cent per year over the period. The largest changes in age structure in this area between 2011 and 2016 were in the age groups:

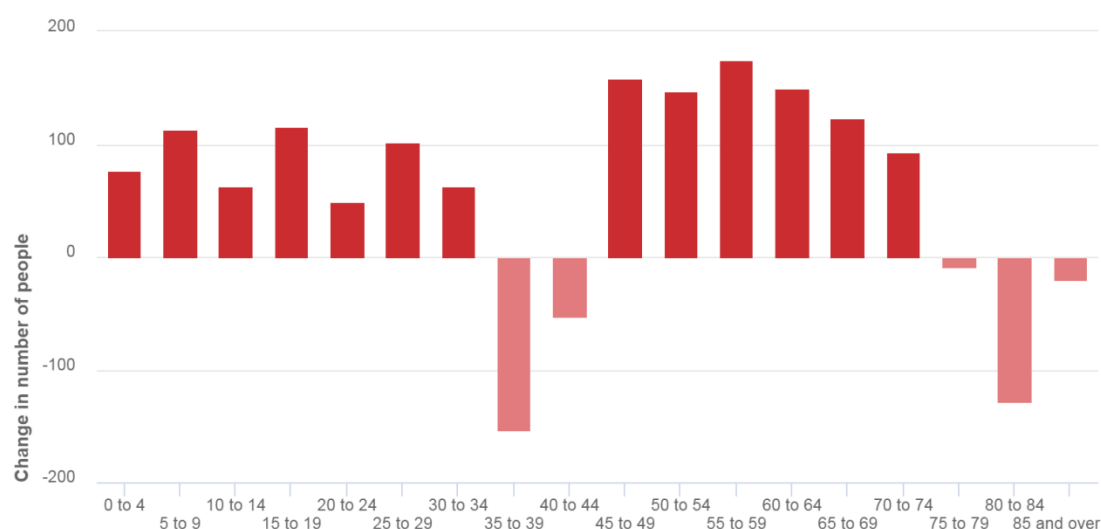
- 55 to 59 (+175 persons)
- 45 to 49 (+158 persons)
- 35 to 39 (-153 persons)
- 60 to 64 (+150 persons)

Service age groups divide the population into age categories that reflect typical life-stages. They indicate the level of demand for services that target people at different stages in life and how that demand is changing. The largest changes in the age structure in this area between 2011 and 2016 were in the age groups:

- Young workforce (25 to 34) (+2,140 people)
- Empty nesters and retirees (60 to 69) (+2,106 people)
- Primary schoolers (5 to 11) (+1,610 people)
- Tertiary education and independence (18 to 24) (+1,006 people)

Change in age structure - five year age groups, 2011 to 2016

Bentleigh - Total persons



Source: Australian Bureau of Statistics, Census of Population and Housing, 2011 and 2016 (Usual residence data). Compiled and presented in profile.id by .id, the population experts.

.id the population experts

Figure 3 Change in Age Structure – 2011-2016

HOUSEHOLD STRUCTURE

Household and family structure is one of the most important demographic indicators. It reveals an area's residential role and function and provides key insights into the level of demand for services and facilities as most are related to age and household types.

The *Australian Bureau of Statistics (ABS)* 2016 Census identified that the dominant household type in Glen Eira is couples with children, totalling 17,979 households and comprising about one-third of the total. The number of couples with children households increased by 19.2 per cent across Glen Eira (over 2,200 households) between 2006 and 2016, and the proportion increased from 31.7 per cent to 34.9 per cent. This was the most significant change to the household mix over this ten year period.⁴

Analysis of the household/family types at the local level in Bentleigh in 2016 compared to the City of Glen Eira shows that there was a higher proportion of couple families with child(ren) as well as a higher proportion of one-parent families. Overall, 37.4 per cent of total families were couple families with child(ren), and 8.9 per cent were one-parent families, compared with 33.0 per cent and 7.9 per cent respectively for the City of Glen Eira.

In Bentleigh, there were a lower proportion of lone person households and a lower proportion of couples without children. Overall, the proportion of lone person households was 24.5 per cent

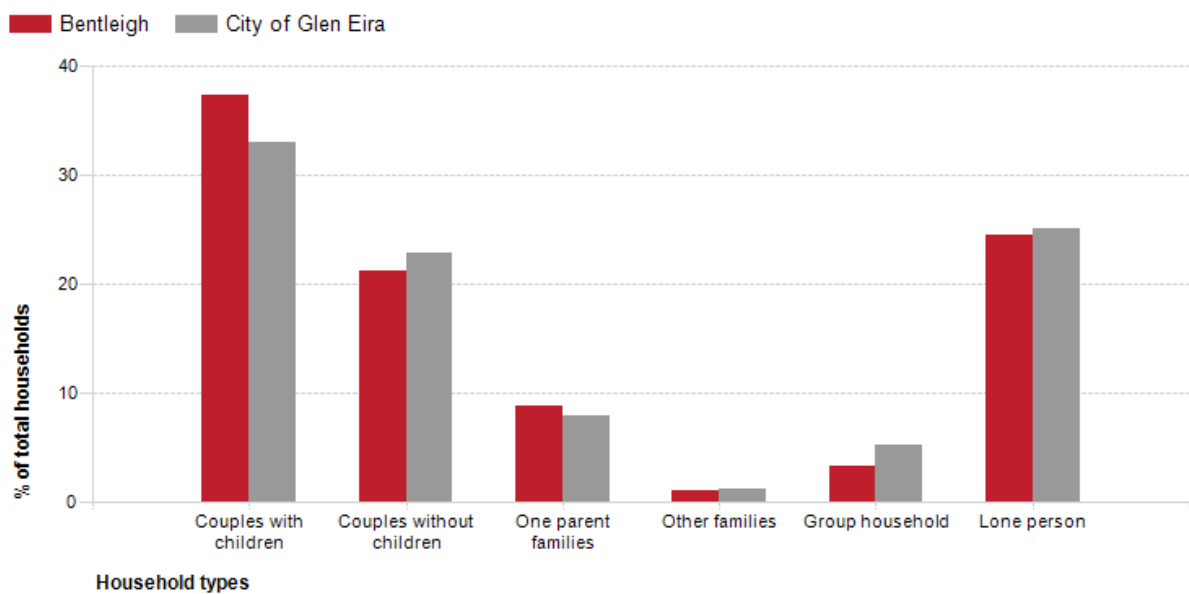
⁴ City of Glen Eira Analysis of housing consumption and opportunities (.id)

compared to 25.0 per cent in the City of Glen Eira while the proportion of couples without children was 21.2 per cent compared to 23.0 per cent in the City of Glen Eira.

The number of households in Bentleigh increased by 263 between 2011 and 2016. The largest changes in family/household types in Bentleigh between 2011 and 2016 were:

- Couples with children (+205 households)
- Lone person (-66 households)
- Couples without children (+51 households)

Household type, 2016



Source: Australian Bureau of Statistics, Census of Population and Housing, 2016 (Enumerated data)
Compiled and presented in profile.id by .id, the population experts.

.id the population experts

Figure 4 Household Type, Bentleigh, 2016

Change in household type, 2011 to 2016

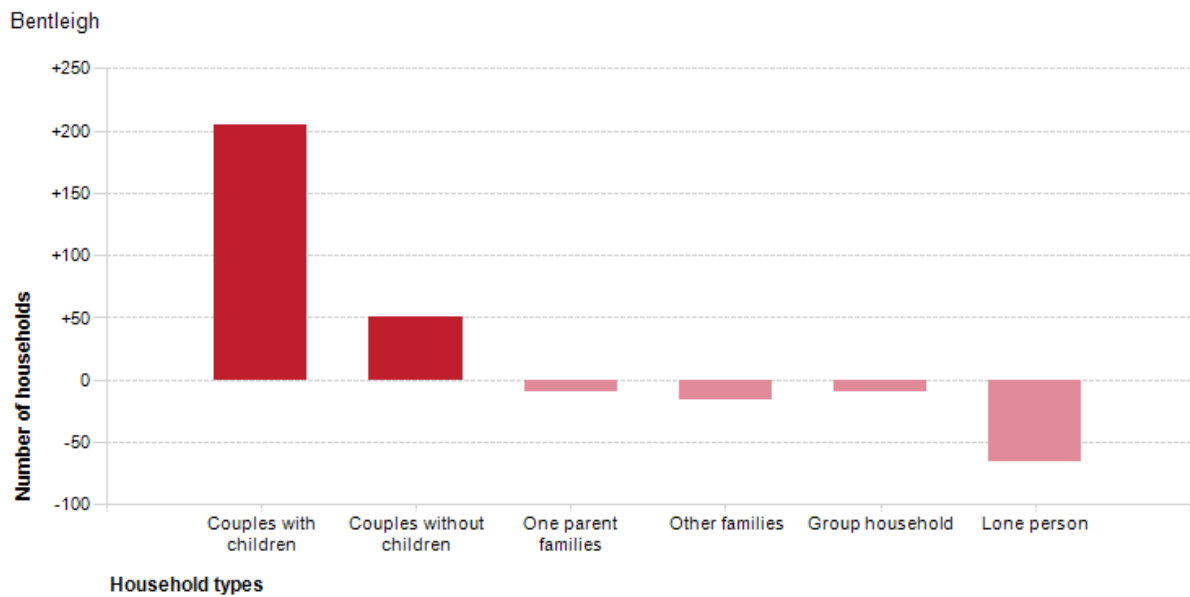


Figure 5 Change in Household Type, Bentleigh, 2011 to 2016

HOUSEHOLD SIZE

Analysis of the number of persons usually resident in a household in Bentleigh shows that, in 2016, the dominant household size was two persons per households (27.2 per cent). Compared with the City of Glen Eira shows there were a similar proportion of lone person households, and a higher proportion of larger households (those with 4 persons or more). Overall there were 25.9 per cent of lone person households, and 29.8 per cent of larger households, compared with 26.2 per cent and 26.2 per cent respectively for the City of Glen Eira.

The major differences in the household size for Bentleigh and the City of Glen Eira were:

- A larger percentage of households with 4 persons usually resident (21.4 per cent compared to 17.8 per cent).
- A smaller percentage of households with 2 persons usually resident (27.2 per cent compared to 30.9 per cent).

The number of households in Bentleigh increased by 196 between 2011 and 2016. The largest changes in the number of persons per household in Bentleigh between 2011 and 2016 were:

- 4 persons (+185 households).
- 3 persons (+58 households).

ETHNICITY AND RELIGION

PLACE OF BIRTH AND ANCESTRY

‘Country of Birth’ data identifies where people were born and is indicative of the level of cultural diversity in Bentleigh. The mix of ‘Country of Birth’ groups is also indicative of historical settlement patterns, as source countries for Australia's immigration program have varied significantly over time. Analysis of the country of birth of the population in Bentleigh in 2016 compared to the City of Glen Eira shows that there was a smaller proportion of people born overseas, as well as a smaller proportion of people from a non-English speaking background.

Overall, 31.6 per cent of the population in Bentleigh was born overseas, and 22.7 per cent were from a non-English speaking background, compared with 36.0 per cent and 27.5 per cent respectively for the City of Glen Eira. The largest non-English speaking country of birth in Bentleigh was China, where 5.6 per cent of the population, or 914 people, were born.

The major differences between the countries of birth of the population in Bentleigh and the City of Glen Eira were:

- A larger percentage of people born in United Kingdom (4.5 per cent compared to 3.3 per cent).
- A smaller percentage of people born in India (2.7 per cent compared to 4.4 per cent).

Between 2011 and 2016, the number of people born overseas increased by 223 or 4.6 per cent, and the number of people from a non-English speaking background increased by 136 or 3.8 per cent.

The largest change in birthplace countries of the population in this area between 2011 and 2016 was for those born in China (+395 persons).

Ancestry defines the cultural association and ethnic background of an individual going back three generations. Ancestry is a good measure of the total size of cultural groups in Bentleigh regardless of where they were born or what language they speak. Analysis of the ancestry responses of the population in Bentleigh in 2016 shows that the top five ancestries nominated were:

- English (4,681 people or 27.9 per cent).
- Australian (4,137 people or 24.7 per cent).
- Irish (1,834 people or 10.9 per cent).
- Chinese (1,525 people or 9.1 per cent).
- Scottish (1,382 people or 8.2 per cent).

In combination these five ancestries account for 13,559 responses in total, or 80.91 per cent of all responses. The major differences between the ancestries of the population in Bentleigh and the City of Glen Eira were:

- A larger percentage of people with English ancestry (27.9 per cent compared to 23.8 per cent).
- A smaller percentage of people with Polish ancestry (2.5 per cent compared to 4.5 per cent).
- A smaller percentage of people with Jewish ancestry (1.5 per cent compared to 3.3 per cent).
- A smaller percentage of people with Indian ancestry (3.3 per cent compared to 5.0 per cent).

The largest changes in the reported ancestries of the population in this area between 2011 and 2016 were:

- Chinese (+629 persons).
- Australian (-281 persons).
- English (+214 persons).
- Scottish (+196 persons).

RELIGION

Analysis of the religious affiliation of the population of Bentleigh in 2016 compared to the City of Glen Eira shows that there was a lower proportion of people who professed a religion and a higher proportion who stated they had no religion. Overall, 56.6 per cent of the population nominated a religion, and 34.3 per cent said they had no religion, compared with 59.4 per cent and 31.6 per cent respectively for the City of Glen Eira.

The largest single religion in Bentleigh was Western (Roman) Catholic, with 22.7 per cent of the population or 3,791 people as adherents. The major differences between the religious affiliation for the population of Bentleigh and the City of Glen Eira were:

- A larger percentage who nominated Western (Roman) Catholic (22.7 per cent compared to 17.3 per cent).
- A larger percentage who nominated Anglican (8.0 per cent compared to 6.0 per cent).
- A smaller percentage who nominated Judaism (6.6 per cent compared to 16.8 per cent).
- A smaller percentage who nominated Hinduism (2.1 per cent compared to 4.0 per cent).

The largest changes in the religious affiliation of the population in Bentleigh between 2011 and 2016 were for those who nominated:

- Anglican (-398 persons).
- Western (Roman) Catholic (-380 persons).
- Uniting Church (-225 persons).
- Christian, nfd (+71 persons).

EDUCATION

'Educational Qualifications' relate to education outside of primary and secondary school and are one of the most important indicators of socio-economic status. With other data sources, such as Employment Status, Income and Occupation, Bentleigh's Educational Qualifications help to evaluate the economic opportunities and socio-economic status of the area and identify skill gaps in the labour market.

Analysis of the qualifications of the population in Bentleigh in 2011 compared to the City of Glen Eira shows that there was a lower proportion of people holding formal qualifications (Bachelor or higher degree; Advanced Diploma or Diploma; or Vocational qualifications), and a higher proportion of people with no formal qualifications.

Overall, 55.1 per cent of the population aged 15 and over held educational qualifications, and 36.9 per cent had no qualifications, compared with 56.2 per cent and 34.1 per cent respectively for the City of Glen Eira.

The largest changes in the qualifications of the population in Bentleigh between 2006 and 2011 were in those with:

- Bachelor or Higher degrees (+1,002 persons).
- Advanced Diploma or Diplomas (+242 persons).
- No qualifications (-110 persons).
- Vocational qualifications (+52 persons).

EMPLOYMENT

LABOUR FORCE PARTICIPATION

The labour force participation rate refers to the proportion of the population aged 15 years and over that was employed or actively looking for work. The size of Bentleigh's labour force in 2011 was 8,002, of which 2,836 were employed part-time and 4,693 were full time workers. Analysis of the employment status (as a percentage of the labour force) in Bentleigh in 2011 compared to the City of Glen Eira shows that there was a higher proportion in employment, and a lower proportion unemployed. Overall, 96.4 per cent of the labour force was employed (60.9 per cent of the population aged 15+), and 3.6 per cent unemployed (2.3 per cent of the population aged 15+), compared with 95.4 per cent and 4.6 per cent respectively for the City of Glen Eira.

Analysis of the labour force participation rate of the population in Bentleigh in 2011 shows that there was a lower proportion in the labour force (63.2 per cent) compared with the City of Glen Eira (64.5 per cent). Between 2006 and 2011, the number of people employed in Bentleigh showed an increase of 691, and the number unemployed showed an increase of 30. In the same period, the number of people in the labour force showed an increase of 723 or 9.9 per cent.

INDUSTRIES

An analysis of the jobs held by residents in Bentleigh in 2011 shows the three most popular industry sectors were:

- Health Care and Social Assistance (967 people or 12.6 per cent).
- Professional, Scientific and Technical Services (964 people or 12.6 per cent).
- Retail Trade (798 people or 10.4 per cent).

In combination, these three industries employed 2,729 people in total or 35.6 per cent of the total employed resident population. In comparison, the City of Glen Eira employed 12.0 per cent in Health Care and Social Assistance; 13.4 per cent in Professional, Scientific and Technical Services; and 10.3 per cent in Retail Trade.

JOURNEY TO WORK

In 2011, 45,790 (69.3 per cent) of the City of Glen Eira's working residents travelled outside of the area to work. In Bentleigh, in 2011, there were 1,304 people who caught public transport to work (train, bus, tram or ferry), compared with 4,674 who drove in private vehicles (car – as driver, car – as passenger, motorbike, or truck).

Analysis of the method of travel to work of the residents in Bentleigh in 2011, compared to the City of Glen Eira, shows that 17.2 per cent used public transport, while 61.8 per cent used a private vehicle, compared with 20.3 per cent and 59.9 per cent respectively in the City of Glen Eira. The major differences in persons between the method of travel to work of Bentleigh and the City of Glen Eira were:

- A larger percentage of persons who travelled by car (as driver) (58.2 per cent compared to 55.8 per cent).
- A smaller percentage of persons who travelled by tram or ferry (0.1 per cent compared to 1.4 per cent).
- A smaller percentage of persons who travelled by train (16.8 per cent compared to 17.8 per cent).

INCOME

Households form the common 'economic unit' in our society. Bentleigh's Household Income is one of the most important indicators of socio-economic status. With other data sources, such as Qualifications and Occupation, it helps to reveal the economic opportunities and socio-economic status of Bentleigh. It is important to note that income data is not necessarily a measure of wealth. For example, if an area has a large number of retirees this will produce a higher proportion of

households with low income but the retirees may have large capital wealth. For this reason, household income should be viewed in conjunction with Age and Household Composition. Overall in Bentleigh, 29.6 per cent of the households earned a high income and 15.9 per cent were low income households, compared with 29.2 per cent and 16.0 per cent respectively for the City of Glen Eira.

POPULATION PROJECTIONS

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.

KEY ISSUES AND OPPORTUNITIES – COMMUNITY PROFILE

- A large number of Glen Eira residents travel out of the area to work.
- The largest increase in population by age group is residents aged 55-59.
- The most prevalent household type is couples with children and this group saw the greatest increase between 2011 and 2016.

HOUSING

CURRENT DWELLING STOCK

In 2016, there were 54,751 occupied private dwellings in Glen Eira. Almost half (49.9 per cent) of these were separate houses. When the data is considered by number of bedrooms, separate houses with three bedrooms are the most common (22.5 per cent), followed by medium and high density dwellings with two bedrooms (21.9 per cent) and separate houses with four or more dwellings (18.8 per cent). In the Bentleigh context, these figures show that in 2016, there were 4,246 separate houses in the area, 2,139 medium density dwellings, and 513 high density dwellings. 61.3 per cent of all dwellings were separate houses; 30.9 per cent were medium density dwellings, and 7.4 per cent were in high density dwellings, compared with 49.3 per cent, 43.4 per cent, and 6.6 per cent in the City of Glen Eira respectively.

The major differences between the number of bedrooms per dwelling of Bentleigh and the City of Glen Eira were:

- A larger percentage of 3 bedroom dwellings (38.7 per cent compared to 35.1 per cent).
- A larger percentage of 4 bedroom dwellings (20.4 per cent compared to 17.3 per cent).
- A smaller percentage of dwellings with 1 or no bedrooms (includes bedsitters) (3.8 per cent compared to 8.9 per cent).
- A smaller percentage of 2 bedroom dwellings (26.1 per cent compared to 28.3 per cent).

In 2017, Council commissioned a study to analyse housing trends in the City of Glen Eira. The *City of Glen Eira Analysis of housing consumption and opportunities* was completed in May 2017 and updated in October 2017 to reflect 2016 Census data. This study provided municipal wide data and analysis which informed the *Glen Eira Activity Centre, Local Economy and Housing Strategy 2017*.

HOUSING DEMAND AND SUPPLY

Through the structure planning process, Council officers have undertaken analysis of how alternative planning outcomes may impact the delivery of the required levels of new housing in the City of Glen Eira.⁵ This analysis builds on the Glen Eira-wide analysis referred to above (prepared by .id). This preliminary analysis assesses:

- Expected housing targets.
- Housing opportunity outcomes based on current planning policy.
- Housing opportunity outcomes based on a range of alternative planning policy scenarios, including implementation of new *Structure Plan* and *Quality Design Guidelines* recommendations.

⁵ Planning Strategy Impacts on Housing Opportunity, Glen Eira City Council
GLEN EIRA CITY COUNCIL
BENTLEIGH STRUCTURE PLAN
BACKGROUND REPORT

- An assessment of how each scenario ‘stacks up’ to deliver on expected housing targets.

HOUSING TARGETS

When creating strategies for the future, Council must demonstrate that its plans will deliver on housing targets set by the State Government. To inform current strategic work, Council officers have calculated Glen Eira’s likely *Plan Melbourne* housing targets based on the current distribution of growth across our region (see Table 1).⁶ It is assumed that regions will need to meet *Plan Melbourne*’s aspirational Scenario 2 target (125,000 additional dwellings for Inner South East).

We conservatively estimate that Glen Eira will need to deliver:

- Approximately 9,000 additional dwellings by 2031 based on confirmed projections identified within *Plan Melbourne* (*Victoria in Future – VIF Projection*).
- Approximately 25,000 to 28,000 additional dwellings by 2051 (however this could be as high as 33,000 depending on how the share is calculated) based on *Plan Melbourne*’s aspirational targets.

	Bayside	Boroondara	Glen Eira	Stonnington	Total
VIF 2016 PROJECTIONS TO 2031 (CONFIRMED)					
Current No. Households in 2016	40056	68541	59754	51240	219591
Projected No. Households by 2031	47892	79561	68747	63149	259349
Distribution (%)	18.47%	30.68%	26.51%	24.35%	100.00%
Increase over the 15 year period	7836	11020	8993	11909	39758
Distribution (%)	19.71%	27.72%	22.62%	29.95%	100.00%
PLAN MELBOURNE 2051 HOUSING TARGETS (SCENARIOS)					
Based on distribution % of ‘Projected No. Households by 2031’					
110,000 households target	20313	33745	29158	26784	110000
125,000 households target	23083	38346	33134	30436	125000
Based on distribution % of ‘Increase over the 15 year period’					
110,000 households target	21680	30489	24881	32949	110000
125,000 households target	24637	34647	28274	37442	125000

Table 1 Scenarios for accommodating housing for 'Inner South East Region'

HOUSING OPPORTUNITY

Housing opportunity has been assessed, rather than *housing capacity*. Housing opportunity assesses housing supply in a way that is linked to location attractiveness and likely development uptake. It attempts to quantify how land will be developed in a realistic way for the medium-term.

Housing opportunity differs from housing capacity in that:

- Not all land is likely to be developed (for example, existing strata titled units or land that has recently been developed are examples of land that is unlikely to be developed);
- not all land will be developed to its maximum capacity; and

⁶ For the full analysis and methodology refer to *Planning Strategy Impacts on Housing Opportunity (Glen Eira City Council)*

- some areas will experience higher levels of development based on their relative attractiveness, which affects market demand (development uptake is not exclusively linked to the spatial distribution of land or zoning – i.e. just because something is zoned for a specific residential purpose doesn't mean people will build/purchase new housing there: development trends respond to pent up market demand).

Council's analysis considers scenarios to test alternative planning policy scenarios and their impact on housing opportunity.

Scenario	Description
THE BASE CASE (No Change to Current Policy)	This analysis identifies current housing opportunity based on existing <i>Planning Scheme</i> controls (no change). This analysis seeks to generally recreate and match the .id report forecast, and is used as a base case for comparing the following three scenarios for implementing policy changes.
SCENARIO 1 (Restricting GRZ and CIZ Areas)	Implementing key <i>Quality Design Guideline</i> recommendations to restrict development across all centres for General Residential Zoned ('Garden Townhouse' and 'Townhouse & Apartment Mix'), and all Commercial 1 Zoned land (new 'Shoptop' variations). No other changes.
SCENARIO 2 (Structure Plan Implementation)	Only implementing the revised <i>Structure Plans</i> for Bentleigh, Carnegie, Elsternwick and East Village.
SCENARIO 3 (Combination)	An integrated approach implementing both Scenarios 1 and 2.

Table 2 Planning strategy scenarios investigated

THE BASE CASE (NO CHANGE TO CURRENT POLICY)

The base case identifies current housing opportunity based on existing *Planning Scheme* controls and zoning distribution. This provides a fair base case for comparing the subsequent 3 scenarios.

The base case identifies a foreseeable opportunity for **26,198 additional dwellings across Glen Eira**, which is within the low range of Council's expected housing targets. In the Bentleigh context, this scenario indicates a housing opportunity of 1976 dwellings.

SCENARIO 1 (RESTRICTING GRZ AND CIZ AREAS)

Scenario 1 investigates implementation of key *Quality Design Guideline* recommendations to restrict development across all centres for the General Residential Zone and Commercial 1 Zone. The key variations are noted as follows:

- All General Residential Zoned Land rezoned to achieve a 'Garden Townhouse' on local streets and 'Townhouse and Apartment Mix' on main roads.

- All Commercial I Zoned land rezoned to achieve variations of the 'Shoptop (Heritage Character)' or the 'Shoptop (Standard)'.

Scenario 1 identifies a foreseeable opportunity for **22,315 additional dwellings**. This output is **3,884 less than the base case** and does not meet Council's expected housing target range. In the Bentleigh context, this scenario suggests a housing opportunity of 1,758 dwellings.

SCENARIO 2 (STRUCTURE PLAN IMPLEMENTATION)

Scenario 2 investigates the alternative housing opportunity scenarios when implementing four key strategic projects:

- Bentleigh Structure Plan;
- Carnegie Structure Plan;
- Elsternwick Structure Plan; and
- East Village Structure Plan.

Scenario 2 identifies a foreseeable opportunity for **29,359 additional dwellings**. This output is **3,366 more than the base case** and exceeds Council's expected housing target range. In Bentleigh, this scenario indicates a housing opportunity of 1,636 dwellings.

SCENARIO 3 (COMBINATION)

Scenario 3 implements both Scenarios 1 and 2, including:

- Alternative structure plan projections for Bentleigh, Carnegie, East Village and Elsternwick activity centre study areas (Scenario 2); and
- Alternative zone recommendations across the remaining centres for the General Residential Zone and Commercial I Zone (Scenario 1).

Scenario 3 identifies a foreseeable opportunity for **26,529 additional dwellings**. This output is 316 dwellings more than the base case (generally aligned) and meets the expected housing target range. In Bentleigh, this scenario suggests a housing opportunity of 1,636.

The following key conclusions of Council's housing opportunity analysis are:

- The city should meet expected housing targets with no changes to current policy and zone distributions (**Base Case**). However, community concern around inappropriate built form outcomes is likely to continue. The base case identifies a foreseeable opportunity for 26,198 additional dwellings, which is within the low range of Council's expected housing targets.
- If Council seeks to introduce further restrictions in key zones of contention (**Scenario 1**), it is unlikely that Glen Eira will meet expected housing targets. Scenario 1 identifies a foreseeable opportunity for 22,315 additional dwellings. This output is 3883 less than the base case and does not meet Council's expected housing target range.

- Implementing structure plans with identified urban renewal and growth areas should ensure that Council meets and exceeds expected housing targets (**Scenario 2**). Scenario 2 identifies a foreseeable opportunity for 29,359 additional dwellings. This output is 3,161 more than the base case and exceeds Council's expected housing target range.
- Noting that Glen Eira's high proportion of restrictive Neighbourhood Residential Zoning has received heavy industry criticism, and that this will become a large matter of contention in any future planning scheme amendment proposing restrictions to development in activity centres, it is vital to ensure that any proposed policy changes do not reduce housing opportunity as a whole across the city. The Scenario 3 approach demonstrates a way to achieve '**no reduction**' – a strategy that encourages growth in suitable locations that will compensate for other areas of further restriction in a way that continues to meet the expected housing target under Plan Melbourne.

Scenario	Description	Housing Opportunity - Glen Eira	Housing Opportunity - Bentleigh
Base Case	Housing opportunity based on current zone distribution, policy and controls.	26198	1976
Scenario 1	Introducing restrictive modifications to General Residential Zone and Commercial Zone areas city-wide (based on Quality Design Guideline Recommendations).	22315	1,758
Scenario 2	Implementing Structure Plan recommendations for Bentleigh, Carnegie, Elsternwick and East Village.	29359	1,636
Scenario 3	The full package, implementing Scenario 1 and 2.	26308	1,636.

Table 3 Summary of Housing Opportunity Analysis

KEY ISSUES AND OPPORTUNITIES – HOUSING

- The current housing stock in Bentleigh (2016) is made up of 61.3% separate houses, 30.9% medium density dwellings and 7.4% high density dwellings.
- Bentleigh has relatively high number of 3-4 bedroom dwellings, when compared to the City of Glen Eira.
- It is estimated that Glen Eira will need to deliver an additional 9000 dwellings by 2031; and as many as approximately 25,000-28,000 by 2051. Analysis shows that the draft structure plans for Bentleigh, Carnegie and Elsternwick will contribute to the delivery of new housing to meet this demand.

LOCAL ECONOMY

Council commissioned the *Glen Eira Economic Analysis and Forecasting Study* in December 2016 for the purpose of establishing a foundation for the hierarchy of centres, that would support a vibrant, dynamic and sustainable vision for the future of Glen Eira.

The key tasks undertaken were:

- A review of relevant land use policies, residents' demographic and socio economic characteristics, and retail industry trends that together influence the role and function of Glen Eira's activity centres.
- Surveying residents' shopping behaviour, activity centres' business and land use mix, and the catchment area of Glen Eira's three major activity centres.
- Forecasting future supportable retail floor space within Glen Eira.
- Preparing individual assessments for all major activity centres and neighbourhood centres.
- Assessing the viability of Glen Eira's Commercial 2 and Industrial zoned precincts to support ongoing employment and commercial activity.
- Identifying economic development initiatives that may be undertaken by Council to support the performance and viability of Glen Eira's activity centres.

This assessment informed the development of the *Glen Eira Activity Centre, Housing and Local Economy Strategy 2017*, which was adopted by Council in July 2017. The individual assessment of the Bentleigh activity centre will provide an input into the draft *Structure Plan*.

RETAIL MIX

Bentleigh offers a particularly strong mix of food retailing with all three major supermarkets (Coles, Woolworths, Aldi) together with a wide mix of specialty food retailers. Food and other convenience retailing is concentrated immediately east of the railway station and adjacent to the Coles supermarket. In addition to this, the Aldi supermarket together with the CK Food Store and Extra Fresh market also represents a weekly food shopping destination within the centre's western precinct.

In addition to the three major supermarket chains, there are also four small specialty grocers, although these only have a combined floor space of 650 m².

The Bentleigh activity centre has 77 non-food retailers. With a total of 19 fashion retailers (clothing, footwear and jewellery), Bentleigh is secondary to Elsternwick (27) but has considerably more than Carnegie (6).

Within the Bentleigh activity centre, fashion retailing accounts for 19 (25 per cent) of the 77 non-food retailers within the centre, and 2,936 m² (19 per cent) of non-food retail floor space. In

addition to this the Target department store represents a further 1,468 m². There is also a strong representation of pharmacies with six stores.

There are currently 42 cafes and restaurants and 14 takeaway food businesses within Bentleigh, occupying 7,238 m² or 20 per cent of total retail and hospitality floorspace (35,370 m²). This is a significantly greater number than there was in 2010 when there was only 23 cafes and restaurants and seven takeaway food businesses based upon Google Streetview images at that time.

Core Retail Precinct?

VACANCY RATE

At the time of the assessment, Bentleigh had a relatively low vacancy rate at 3.1 per cent (292 properties).⁷

LOCAL SHOPPING

The preparation of the *Glen Eira Economic Analysis and Forecasting Study 2017* included telephone surveys of Glen Eira residents to identify their current shopping behaviour. A representative survey of 402 residents was conducted during February 2017.

Overall, 73 per cent of survey respondents nominated centres within Glen Eira as being their main location for fresh food and grocery shopping. Nearby centres such as The Links (Oakleigh South), Moorabbin Activity Centre, Brighton, Carlisle Street Balaclava, Glenferrie Road Malvern, and Chadstone and Southland shopping centres were nominated by a further 18% of respondents. As result, 90 per cent of Glen Eira residents shop at centres within, or immediately adjacent to, Glen Eira. This pattern is also reflected in the reasons for shopping at these centres, with the location of centres relative to where respondents live being a key factor.

The Bentleigh Activity Centre was nominated by 29 per cent of respondents as being their main centre for fresh food and grocery shopping. This reflects its central location within Glen Eira, and its accessibility for survey respondents.

⁷ Glen Eira Economic Analysis and Forecasting Study 2017 (Blair Warman Economics)
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BENTLEIGH STRUCTURE PLAN
BACKGROUND REPORT

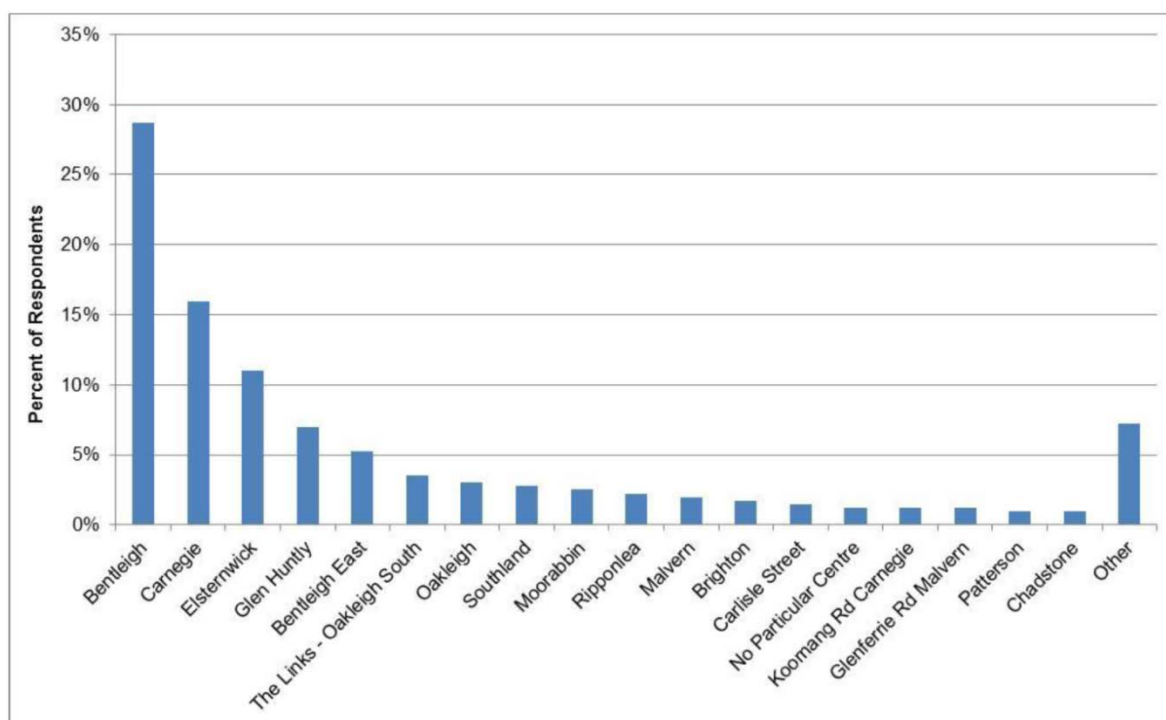


Figure 6 Main Shopping Area for Fresh Food and Groceries (Glen Eira residents)

Discretionary spending, shopping for clothes, gifts, homewares and other non-food items, is undertaken outside of local centres such as Bentleigh. Chadstone and Southland shopping centres are the most popular 'main' shopping locations for fashion, gifts and homewares, together accounting for around 65 per cent of survey respondents. Bentleigh was nominated by 10 per cent of survey respondents.

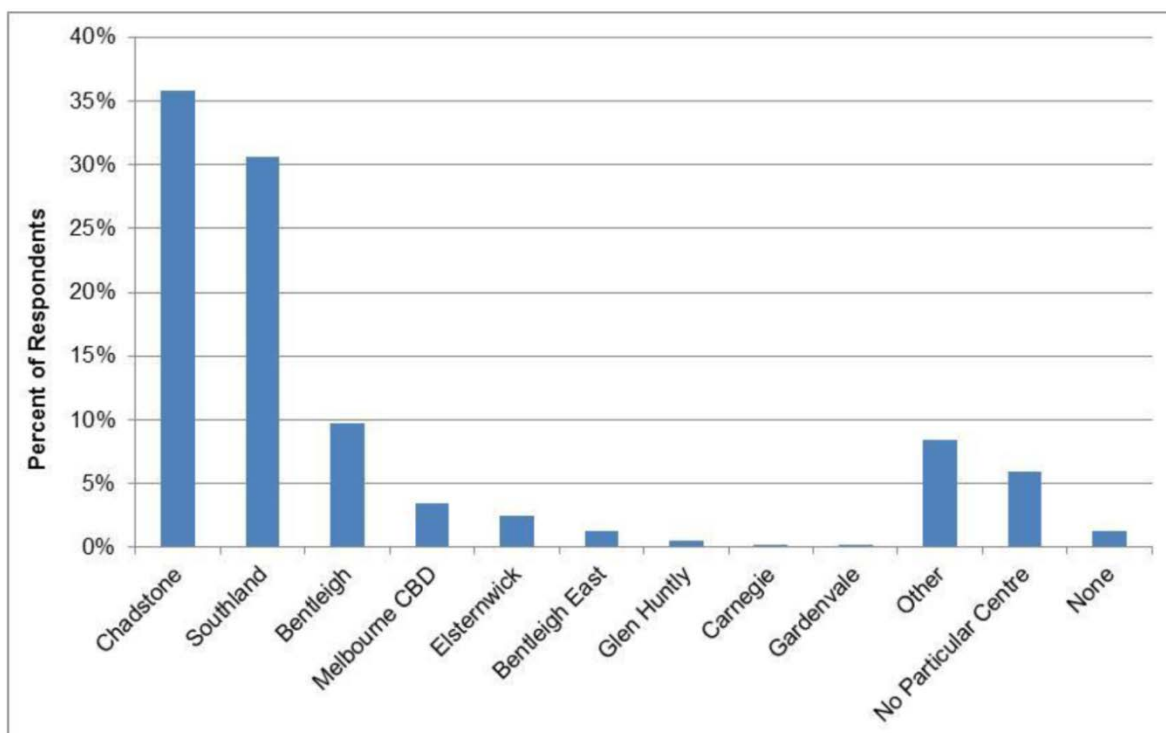


Figure 7 Main Shopping Area for Fashion, Gifts and Homewares (Glen Eira Residents)

SERVICE INDUSTRIES (PERSONAL, BUSINESS, MEDICAL)

The main locations used by Glen Eira residents for personal and business services are the three major activity centres (Bentleigh, Carnegie and Elsternwick) together with Bentleigh East, which together accounted for 50 per cent of the centres nominated by survey respondents.

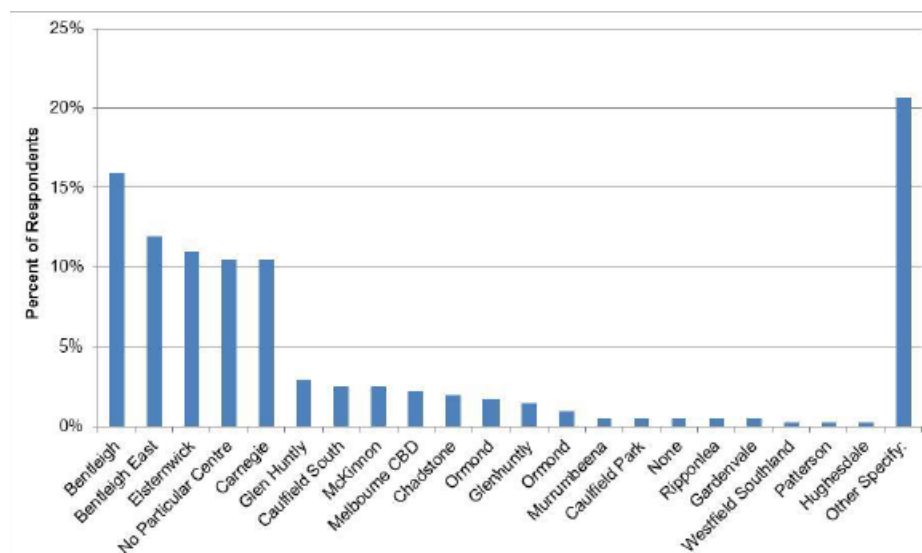


Figure 8 Main location for services (personal, business, medical, etc) (Glen Eira Residents)

VISITORS TO BENTLEIGH (TRADE AREA)

The research for the *Glen Eira Economic Analysis and Forecasting Study 2017* included surveying vehicles within each centre to gain an indication of the trade area for centres. Vehicle number plate details were recorded, and registration postcode obtained from VicRoads at an aggregated postcode level. Based upon these car park surveys within Bentleigh, 30 per cent of visitors travelling by car to the centre reside in the 3204 postcode, which covers Bentleigh, McKinnon and Ormond. A further 22 per cent of visitors live in the suburb of Bentleigh East. Therefore, just over half of car-based trips to the centre are made by Glen Eira residents living in the area to the south of North Road. 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.

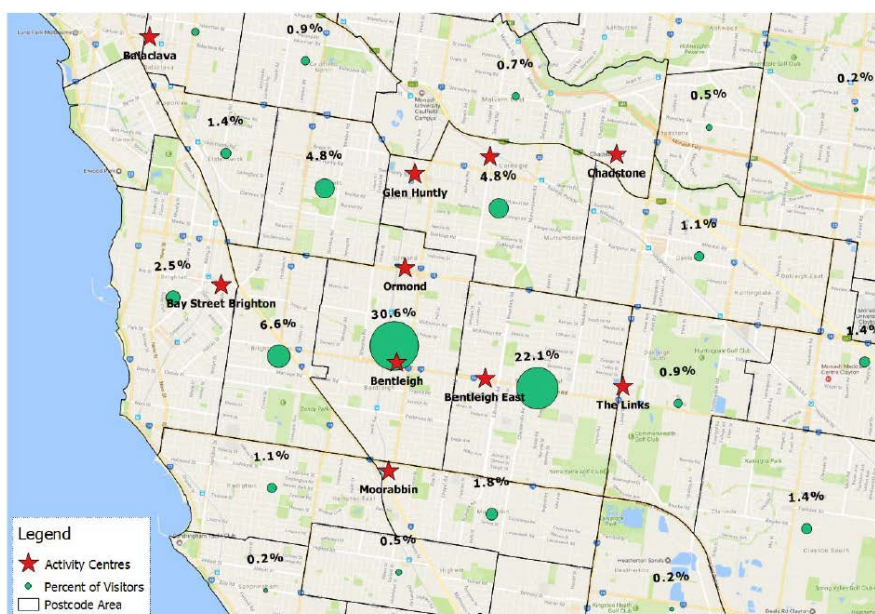


Figure 9 Bentleigh Trade Area (Source: Blair Warman Economics)

OFFICE SPACE

Glen Eira, across the board, has a very limited supply of office space with no identifiable office precinct.⁸ As a result, the majority of office workers living in Glen Eira travel to the Melbourne CBD and other inner city locations to work. Table 4 shows the relatively low proportion of office uses in Glen Eira's 'Urban Villages' (now referred to as Major Activity Centres).

Business Type	Urban Village
Food Retailing	10.1 per cent
Non-Food Retailing	24.0 per cent
Hospitality	23.7 per cent
Personal Services	12.1 per cent
Health Care	8.4 per cent
Business Services	7.0 per cent
Office Uses	3.8 per cent
Other	6.7 per cent
Vacant	4.2 per cent
Total	100.0 per cent

Table 4 Business Mix – Percent of Businesses in Urban Villages

⁸ Assessment of the Economic Impacts of Transformation Concepts on Activity Centres: Bentleigh, Carnegie & Elsternwick (Blair Warman Economics)
 GLEN EIRA CITY COUNCIL
 BENTLEIGH STRUCTURE PLAN
 BACKGROUND REPORT

Plan Melbourne aims to facilitate affordable housing that is accessible to employment opportunities. Similarly, the need for increased employment opportunities in outer metropolitan areas is also a key element of *Plan Melbourne*. Essentially, this represents a two pronged approach of locating workers close to jobs as well as ‘locating jobs closer to workers’.

ECONOMIC DEVELOPMENT OPPORTUNITIES

The *Glen Eira Economic Analysis and Forecasting Study 2017* makes the following recommendations regarding economic development priorities, for activity centres across Glen Eira:

- Ensuring that the remaining level crossing removal works deliver maximum benefit to each activity centre where works are taking place.
- Investigating options for better engagement with retailers including digital engagement, additional retail trader groups and coordinating the sector with quarterly retail forums.
- Building trust by ensuring that maintenance and cleaning issues documented in the report are followed through.
- Active engagement in Policy development such as the Community Plan to ensure the role of retail activity centres is reflected.
- Encouraging the development of more employment in the Municipality by development of employment nodes including co-working spaces.
- Working with Statutory Planning to ensure development projects in and around retail centres do not constitute an ongoing blight on the centre.
- Developing a program of monitoring including retail vacancy measurement that enables early detection of deteriorating trading conditions.

KEY ISSUES AND OPPORTUNITIES – LOCAL ECONOMY AND EMPLOYMENT

- Bentleigh plays a significant role in local food shopping for residents both in Bentleigh and Glen Eira more broadly.
- Bentleigh provides opportunities for a relatively high level of discretionary spending.
- Bentleigh shopping strip has a relatively low vacancy rate.
- Glen Eira’s major activity centres have relatively low levels of office space, across the board.

URBAN DESIGN AND BUILT ENVIRONMENT

BUILT ENVIRONMENT OVERVIEW

The *Glen Eira Activity Centres Urban Context Report*, prepared by *Planisphere*, identified the following key characteristics of Glen Eira's major activity centres:

- Well-established centres based around a train or tram corridor or major arterial road. Some centres have historic buildings protected through the Heritage Overlay.
- A mix of activity, including a core retail area developed around a main strip shopping street, surrounding mixed use activity and adjoining residential neighbourhoods.
- Larger format retail, such as supermarkets or 'big box'/bulky goods retail interspersed through the retail area, often to the rear of the shopping strip.
- Higher scale apartment buildings up to 7 storeys are being developed on strategic sites or in renewal areas, reflecting the current demand for residential floor space.
- The Major Activity Centres suited for urban renewal area currently attracting higher scale development.
- Level crossing removal is seeing significant changes in several major centres. The elevated rail will introduce a distinctive urban element to Carnegie, and the new station in Bentleigh has opened up space for redevelopment at ground level.
- Centres perform important civic and community roles, and have uses such as a library, museum or health centre.
- Open space is provided in the form of plazas, informal kerbside spaces or adjacent parkland.
- All centres have sensitive interfaces with adjoining residential areas.

Generally, the built form of these centres can be summarised as comprising:

RETAIL CORE

Core retail area which typically has fine-grained shopfronts with an established parapet height of 1-2 storeys in scale. Some shops have been redeveloped with apartments or offices above, up to an overall height of 3-6 storeys.

COMMERCIAL & MIXED USE AROUND RETAIL CORE

Buildings up to 6-7 storeys either behind shops or on large strategic sites. This includes mixed use development with commercial at the ground or lower levels, up to 4-7 storeys.

RENEWAL

Discreet areas where buildings up to 12-15 storeys are being developed. These are specific areas with limited interface issues where higher buildings can be accommodated, namely north of the railway line in Carnegie and west of the railway line in Elsternwick.

SURROUNDING RESIDENTIAL

Within the RGZ immediately adjoining the activity centre, buildings up to 4 storeys are evident.

Within the GRZ surrounding the RGZ or directly adjoining activity centres, buildings up to 3 storeys are being developed.

BENTLEIGH'S COMMERCIAL AREAS

The Bentleigh activity centre is a busy strip shopping centre that runs along Centre Road and is dissected by the railway line, which has recently undergone a level crossing upgrade. There is no distinct difference between the east and west area of the activity centre, with both sides comprising of a consistent 2 storey built form scale, with isolated older buildings dispersed throughout.

There is currently minimal infill development in the commercial areas of the Bentleigh activity centre with the existing built form and dominating character being a mix of one and two storey buildings, with some including a parapet. The low scale of the existing built form lends itself to an intimate pedestrian streetscape environment, and break out areas along Centre Road provide landscaping, seating and shade through street trees.

However, the rear of the shops on both the north and south of Centre Rd face large and expansive car parking areas that pedestrians must navigate en route to the shopping strip. Public realm upgrades along side streets including Godfrey and Vickery Streets provide attractive spaces for people to stop and enjoy the street-life.

Figure 10 provides an overview of building heights within the Commercial areas of Bentleigh.

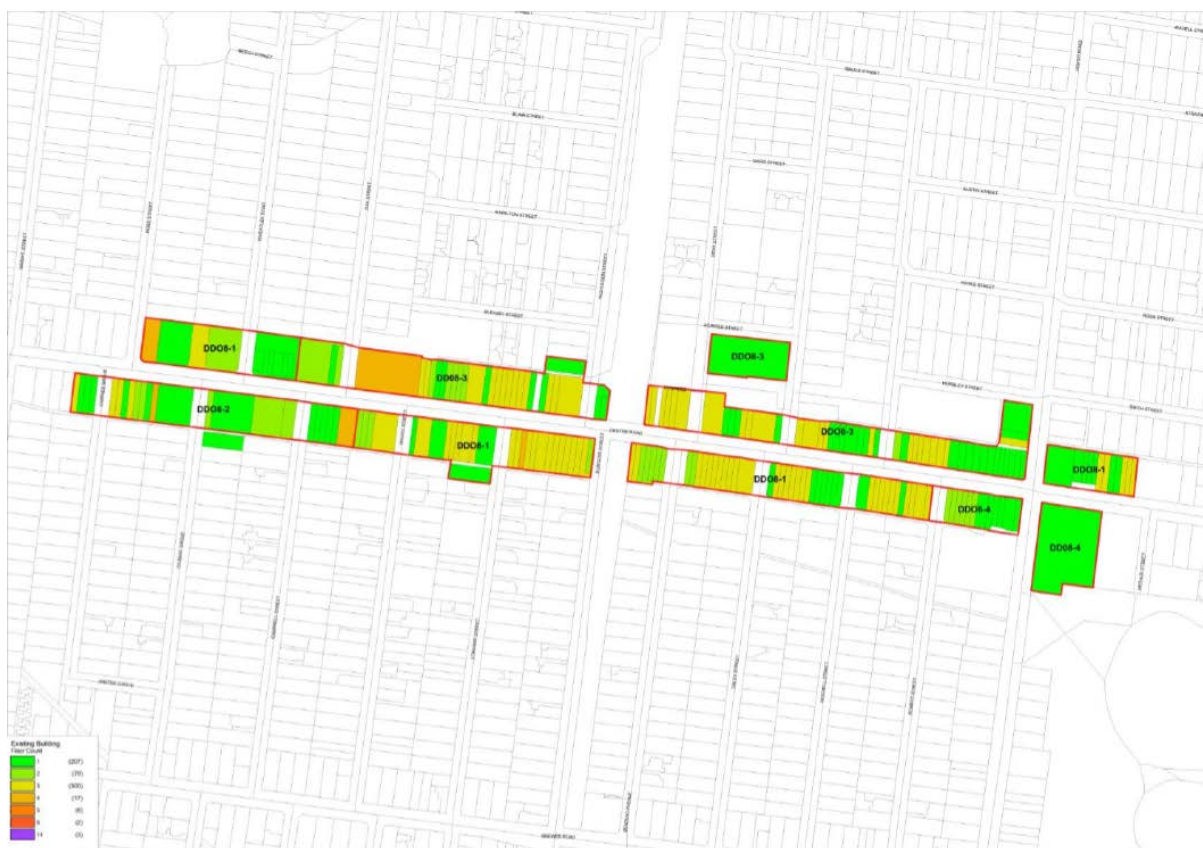


Figure 10 Commercial Areas - Existing building heights

Council commissioned the *Urban Design Analysis – Bentleigh, Carnegie & Elsternwick* (Planisphere) to provide an analysis of the core retail areas of Bentleigh, Elsternwick and Carnegie. This analysis included the following elements:

1. Site visit and urban design assessment of existing built form and public realm conditions of the centres.
2. Review and analysis of recent and current planning permit applications.
3. Mapping of existing building heights.
4. Mapping of potential future buildings heights of proposed and approved planning permit applications.
5. Identification of urban design issues at sensitive interfaces.
6. Identification of key urban renewal opportunities, possible future land use directions and potential building heights for the centres.
7. Review of interim DDO controls for Bentleigh and Carnegie.

The key findings of this analysis for Bentleigh are outlined below.

KEY PUBLIC REALM SPACES

Key public realm spaces that require a level of protection are:

- Side street public realm upgrades – ensure continued pedestrian interaction with the built environment and uphold and heighten pedestrian safety in these well traversed areas.

- Laneways and activation of rear of shops – existing laneways and carparks could be improved through the activation of the rear of shops.
- Carparks – improved connectivity with existing laneways and utilise for various uses including open space and market areas.
- Existing trees in carparks – existing trees are a variety of established and new and provide the expansive asphalted area with shade and greening.

SENSITIVE INTERFACES

The expansive surface carparks behind the shops provide a buffer between residential neighbourhoods and commercial development. However, in many parts of the centre, residential sites have a direct interface (or just laneway separation) to commercial sites.

Any future development on commercial sites or within the carparks could impact upon adjoining residential sites. Significant scale buildings within the commercial zone that have a direct interface with residential dwellings will need to consider visual bulk, overshadowing and overlooking.

Mitigating design measures should include setbacks at ground and upper levels, careful orientation and screening of windows and quality of design and materiality choice.

Interfaces with public space must also consider overshadowing impacts and ensure for the provision of a positive and active frontage to the open space that encourages passive surveillance.

Other sensitive areas such as the immediate local street network will need to be considered when investigating future side street closures or upgrades that effect traffic flow. Public realm and pedestrian improvements such as these will need to be fully investigated; as they have flow on effects as to how the local streets are used, therefore impacting local residents.

RENEWAL AND OPPORTUNITY AREAS

Due to the growth and transitional stage at which the Bentleigh activity centre is in, there are multiple areas that should be considered as areas of renewal and/or opportunity.

LAND USE & DEVELOPMENT

As Centre Road has a well-established low scale character and many sites are small and/or have a direct residential interface, there is generally limited scope for significant redevelopment, above a mid-rise building scale. Several larger sites may support higher scale development, where adequate setbacks to residential interfaces can be achieved.

There is current market demand for mid-rise apartment development, with commercial at the ground level. In the future, additional retail floor space, community facilities and open space will be required. Opportunities for consideration include:

- There is an opportunity to harness development around the station within the carparks, with greater opportunities within the northern carpark to create linkages to the station and between other community anchors.
- The location of the existing library is somewhat isolated and not well connected to the main activity within Centre Rd. The library could be re-imagined and located within the northern carpark, creating opportunities for additional open space and plazas.
- There are larger sites located on the corner of Jasper Rd and provide the area with opportunities to create a gateway into the area through choice and style of development.

REAR OF SHOPS NORTH & SOUTH

Existing side streets and carparks should serve as the basis for the activation of the rear of shops. These areas would allow for a highly pedestrianised street network that would create a vibrant and connected area.

CENTRE ROAD PUBLIC REALM

There is need for the public realm to be updated along Centre Road, including ensuring pedestrian crossing points are located to link into pedestrianised streets such as Godfrey St.

EXISTING PEDESTRIAN DESIRE LINES

The existing pedestrian desire lines within and through the carparks are heavily disrupted by vehicle movement. There is opportunity in creating a more pedestrian focused movement layout within the carparks.

STREET TREE PLANTING AND LANDSCAPING

Centre Road has minimal street tree planting and would benefit from canopy trees improved landscaping in public plaza and rest areas.

INTERIM PLANNING CONTROLS

On 30 August 2016, Council resolved to “Request the Minister for Planning to prepare, adopt and approve Planning Scheme Amendment C147 and C148 in accordance with Section 20 (4) of the *Planning and Environment Act 1987*”. Amendments C147 and C148 proposed to introduce and apply height and built form controls to the Bentleigh and Carnegie Activity Centres on an interim basis until 30 September 2019.

Planning Scheme Amendments C147 and C148 were approved by the Minister for Planning in April 2017 and apply Schedule 8 to the Design and Development Overlay (DDO) to commercially zoned land in Bentleigh and Schedule 9 to the DDO to commercially zoned land in Carnegie. The expiry date applied to these interim controls in 31 December 2017.

In seeking interim controls, Council acknowledged the significant development pressure being experienced in the Bentleigh and Carnegie Activity Centres. Council's Planning Department had experienced a significant increase in the number and complexity of planning applications between 2010 and 2016.

Analysis of planning permit data undertaken in support of the interim controls illustrated that there was significant development pressure in these activity centres with applications proposing tall buildings up to 16 storeys in Carnegie and 9 storeys in Bentleigh. It further highlighted that a number of applications have been refused by Council and then later overturned at VCAT, despite not according with Council policy or the shared vision of the Glen Eira community.

In the face of such development pressure, the introduction of interim planning controls allows Council to engage with the community to ensure a joint vision is established and appropriate permanent planning controls are implemented.

STRATEGIC SITES

The structure planning process provides an opportunity to identify strategic redevelopment sites, both existing and potential, that can support the objectives for the activity centre. The *Bentleigh Concept Plan* identified a number of larger sites located adjacent to the retail strip, mostly north of Centre Road, as 'strategic sites', shown in pink shading in Figure 11.



Figure 11 Bentleigh Building Transitions Plan

The identified sites are a combination of private and publicly owned sites. Publicly-owned sites were primarily identified as suitable for providing public benefits such as new public open space, consolidated carparking and community facilities (see “Streets and Other Public Spaces” below). Privately-owned properties in suitable locations were nominated due to their strategic location and

potential for redevelopment in a way that should contribute to the immediate public realm and provide a wider public benefit.

The areas identified in the Building Transitions Plan as *Strategic sites* were intended to accommodate taller buildings of approximately six to eight storeys, while not unduly impacting on sensitive areas.

Council's approach to strategic sites seeks to ensure that these taller buildings can provide significant community benefits currently not being delivered elsewhere. These community benefits may include, but are not limited to:

- 'Anchor' commercial uses that drive economic sustainability.
- Community uses and spaces.
- Needed housing such as affordable, student and/or aged-care housing.
- Additional public car parking.
- Additional public open space.
- New street connections.

It is intended that developments that do not provide these attributes would be limited to a lower height, while developments that do provide significant community benefit would be allowed to develop buildings to the maximum building height (subject to meeting all the relevant urban design measures).

COMMUNITY FEEDBACK – STRATEGIC SITES

Significant community feedback was received about the proposed scale of development on strategic sites. There was a strong suggestion that levels of development in Bentleigh and Glen Eira are excessive and that Bentleigh is already providing enough housing. Eight storeys was considered too high for development in Bentleigh.

A reduction in upper height limits on Strategic Sites would inevitably reduce opportunities for providing any significant community benefit on these sites, particularly on privately-owned land. On Council land, there would still be opportunities for consolidated car parks, on Strategic Sites, however this is unlikely to be in the form of mixed use development providing affordable housing and employment opportunities.

On balance, given the strength of community feedback, it is likely to be a suitable trade off in the Bentleigh context to reduce potential building heights and forgo these potential benefits.

RESIDENTIAL AREAS

The residential areas of the Bentleigh Activity Centre are generally of a low scale suburban character. However, development over the last 6-10 years has seen a change in the scale and style of residential buildings, particularly focused on those areas zoned Residential Growth Zone and

General Residential Zone. Figure 12 provides an overview of building heights within the Residential Growth Zone and General Residential Zone in Bentleigh. In this map:

- Blue shading = single storey
- Green shading = two storeys
- Orange shading = three storeys
- Yellow shading = More than three storeys

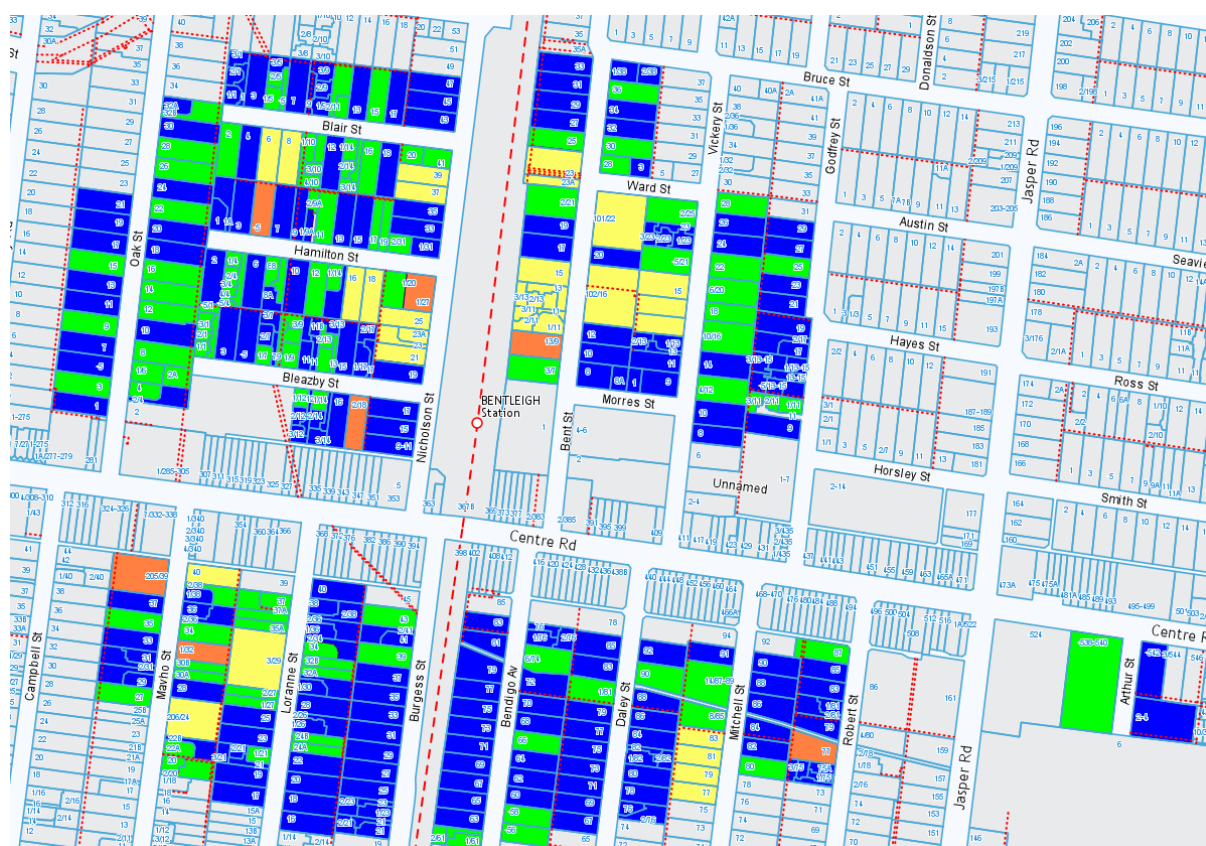


Figure 12 Residential Areas - Existing building heights

This map has been compiled using planning permit data and data obtained through dashboard surveys undertaken by Council staff in September 2017.

While Figure 12 shows the pattern of building heights associated with recent development, consideration is required of other elements of design that contribute to built form outcomes. The Urban Context Report prepared by Planisphere identified the following issues associated with recent residential development, that are common to the residential areas of Glen Eira's major activity centres.

EXCESSIVE SITE COVERAGE

New development is frequently typified by excessive site coverage, boundary to boundary built form with minimal setbacks. Whilst typically lower in height (three to four floors), these low, squat apartment buildings are significantly increasing the density of the area. This built form outcome

impacts on the streetscapes of these residential areas, as well as the residential amenity of adjacent properties.

FRONT SETBACKS

Minimal front setbacks disrupt the residential scale and rhythm of streetscapes. Large development footprints leave very little area for the vegetation and landscaping associated with traditional front yard areas. The vegetation in front setbacks is just as important as street trees in creating a sense of greenery in the streetscape. Instead, in recent developments and applications, front setbacks are typically occupied with private open space and defined by minimal and low scale vegetation and high fences.

STREET PRESENTATION

Some good examples of how residential apartments can present to the street are typically found in proposed developments on single lots. Such developments can present to the street in the form of a larger single dwelling, or as a pair of townhouses with further dwellings located to the rear. Developments on consolidated sites often lose the residential scale at the street address, disrupting the rhythm of the one to two storey single dwellings and front-yard tree canopy of the streetscape. The break with a residential scale is caused by a combination of minimal articulation in the facade pattern, large areas of blank facades or overscaled facade elements, and an emphasis on horizontal lines.

SIDE INTERFACES

Excessive site coverage also causes issues in the form of potential amenity impacts with adjacent residential interfaces. This applies not only to development on consolidated lots, but also to examples on single lots, where additional dwellings are located behind the front facing dwellings. The deep lots that typify Glen Eira constrain this form of development to orient the remainder of the dwellings toward side boundaries.

However, the primary impact is caused by the presence of side development very close to the side boundary and overlooking windows. Boundary to boundary coverage creates apartments with outlooks to the adjacent residential dwellings along the entire side boundary, with minimal side setbacks. In addition, these interfaces frequently present facades with low levels of articulation and poor design quality which exacerbate the visual bulk at the interface. Whilst the built form of apartment blocks in the residential zones is typically relatively low in height at three to four floors, the minimal side setbacks present potential amenity impacts in the form of overshadowing, visual bulk, and overlooking.

VEHICLE ACCESS-WAYS

Access to rear or basement level parking also presents a significant streetscape issue for many of the residential apartment developments, with access driveways reading as a hole in the streetscape and creating issues for pedestrians. In addition, the façade treatment above and behind these accesses is often unarticulated.

These access-ways do present an opportunity however, to provide greater setback and open space buffers to adjacent single dwelling interfaces. A single access driveway is less disruptive to the streetscape, and can be paired with landscaping along the side boundary. One aspect in which developments are not successful is in providing activation behind the driveway, such as windows or semi-permeable fencing to private open space. Driveways and basement parking built close to the side or rear boundaries allow little space for canopy tree planting. Basements require substantial setbacks (approximately 5m) from side or rear boundaries to allow for a root zone. Narrow side setbacks allow space only for planting of columnar trees which may be an effective vegetation screen but do not provide a tree canopy.

DRAFT BUILDING TRANSITIONS PLAN

A 'Building Transition Plan' was developed for the Stage Four consultation process (see Figure 11 above), which sought to provide high level direction on the scale of development that could be supported in Bentleigh. The plan was based on the concept of *preferred building types* and *achieving the right buildings in the right locations*. This plan sought to respond to community feedback received in the early rounds of community engagement regarding poor development outcomes and to resolve policy conflicts addressed earlier in this report relating to heritage areas and residential zoning patterns. Although a major activity centre, Bentleigh has a distinctly low-scale suburban character. The area has experienced a significant change in recent years with large apartment developments being constructed in traditionally low-scale areas. This type of development has been the subject of significant community concern.

The key aim for the structure planning process for Bentleigh is to manage growth in a way that is respectful of this context. The *Building Transition Plan* sought to limit the amount of four story apartment buildings in the long residential streets of detached houses; and sought to introduce a greater spread of housing types, with a particular focus on medium density terrace housing within the suburban streets.

The terrace housing building types are considered to provide greater opportunity for a range of household types including families to live within walking distance of the activity centre. The terrace types were mostly applied where current planning allows four storey apartments, such as in streets including:

- Vickery Street (east side and west side north of Ward Street).
- Godfrey Street (west side).
- Oak Street (east side).
- Blair Street (north side).
- Fitzroy Street (south side, between Oak and Godfrey streets).
- Bent Street (north of Ward Street).
- Nicholson Street (north of Blair Street).
- Mavho Street.
- Lorainne Street.
- Mitchell Street.
- Robert Street.

The draft *Building Transitions Plan* proposed that these areas would see a change in the type of development that could be achieved, *from* four storey apartment buildings to two to three storey terrace townhouses. Where possible, the extent of the building types were carried through to a road boundary, which provides a clearer and more legible boundary for transition into lower or higher building forms. In some instances carrying the building type to the road border meant that the current policy boundaries changed slightly.

SOUTH OF CENTRE ROAD

In certain areas such as the residential land south of Centre Road (ie. Mavho, Loranne, Mitchell and Robert streets) transitional issues are caused by irregular ‘radial’ zone boundaries and multiple zones within a single streetscape. This creates inconsistency with four storey apartment buildings and low-scale detached housing in the same street. The *Building Transition Plan* proposed to reduce development intensity to medium density town housing in these streets to improve the transition and respond more appropriately to the low-scale suburban context, while continuing to support growth. The *Building Transition Plan* nominated *Terrace townhouse* (two-three storeys) along the northern section of these streets, with a transition to the lower scale *Side-by-side townhouse* (one-two storeys) at the southern end.

In developing the *Building Transitions Plan*, a number of transition options were considered for the location of terrace town housing in these streets, including:

- making the entire street terrace town housing;
- using the same ‘radial’ borders to separate different building types; or
- straightening the borders across all streets to improve transition, aligning as closely with the current radial borders as possible (the option proposed in the Concept Plan).

OAK STREET

In Oak Street, part of the west side of the street was proposed to down-scale from three storey apartment buildings to two storey townhouses, with the eastside of the street being reduced from four storey apartment buildings to three storey terrace townhouses.

HORSLEY AND HAYES STREETS

A new area of town housing was proposed in the streets of Horsley Street (north side) and Hayes Street (south side) in order to manage the transition to the strategic sites. Both of these streets are adjacent to the retail core and are considered appropriate for medium density town houses.

To achieve this greater spread of lower density housing (when compared to the current policy framework) the plan sought to balance out the development by creating new opportunities with townhouses on Centre and Jasper Roads and well managed developments on strategic sites. As noted above, significant community concerns were raised relating to the proposed scale of development on strategic sites. Analysis has been undertaken into the implications of reducing the upper limit of development of strategic sites. Importantly, the trade off for a reduction in these heights will be reduced opportunities for development to provide significant community benefit, such as more affordable housing.

CENTRE AND JASPER ROADS

Housing opportunities along Centre and Jasper Roads were considered in the development of the *Building Transition Plan*, which nominated the residential areas outside the commercial core to accommodate three storey terrace townhouse/apartment buildings along these key transport corridors. It is considered that these main streets are best suited to managing the built form and transport demands of townhouse/apartment development, instead of the neighbouring local residential streets.

GARDEN APARTMENTS

As a major activity centre, Bentleigh must accommodate a growing population. The draft *Building Transitions Plan* showed more intensive residential buildings continuing to concentrate around the Bentleigh Station in areas already subject to significant transformation, and with a road pattern than can manage this building type. The *Plan* indicated that development intensity would transition with increased distance from the railway station.

BENT AND VICKERY STREETS PRECINCT AND HAMILTON AND BLEAZBY STREETS PRECINCT

There is significant construction and permit activity to the north of Centre Road near Bentleigh Station, particularly around the:

- Bent and Vickery street area; and

- Hamilton and Bleazby Street area.

The Building Transitions Plan showed that apartment buildings in these areas would continue to be supported, however it is intended that the built form outcomes will be improved by implementation of appropriate building design and siting under Council's *Quality Design Guidelines*. The *Garden apartment* (four storeys) building type seeks to ensure that apartments located within these residential streets, look and feel residential, with a strongly vegetated garden setting and a recognisably residential building form.

COMMUNITY FEEDBACK – BUILDING TRANSITION

In response to community feedback, the following changes have been made to the *Building Transition Plan* for Bentleigh (shown in the draft *Structure Plan* as the *Buildings: Transitions* and *Buildings Setback and height of commercial area*)

1. Reduction in the southern extent of the 'garden townhouse' building type in Lorrane, Mahvo, Mitchell and Robert Streets (south of Centre Road).
2. Reduction in the building heights of strategic sites, down to a five storey maximum.

PREFERRED BUILDING TYPES

The draft *Building Transitions Plan* identified a series of building types that are further articulated in the *Glen Eira Quality Design Principles*. Community consultation on the draft *Principles* (Stage Four) was conducted concurrently with the *Bentleigh Concept Plan* (Stage Five).

Following this stage of community consultation and further technical analysis, the building types were refined to the following:

RESIDENTIAL	DESCRIPTION
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 (<i>formerly 'Side-by-side'</i>)	One or two dwellings built on a standard lot.
Garden Townhouse (<i>formerly 'Terrace Townhouse'</i>)	Townhouses in a detached or semi-detached format
Townhouse Apartment Mix (<i>formerly 'Terrace Townhouse/Apartment'</i>)	Predominantly town housing with a mix of apartments positioned behind or recessed on top of the townhouse.
Garden Apartments	Apartment buildings in a garden setting.

COMMERCIAL AND MIXED USE	DESCRIPTION
Shop Top (Heritage/Character)	Commercial building with ground floor retail and upper floor office/residential uses that is designed to celebrate and respect the heritage or significant character precinct in which it is located.
Shop Top	Commercial building that consists of ground floor retail or office with dwelling(s) located on upper levels.
Strategic Site	Mixed use building that with active retail and employment uses at lower floors and dwellings at upper levels.
Urban Renewal	Development in an area of urban renewal that has sufficient area to provide mixed use, higher scale form without significant impacts on lower scale areas.
Urban Apartment (<i>newly added building type</i>)	Residential apartment building in a dense urban setting.

QUALITY DESIGN GUIDELINES

Draft *Quality Design Guidelines* have been developed for community consultation, alongside the draft *Structure Plan*. The purpose of the Guidelines is to:

- Respond to the aspirations of the Glen Eira community and to deliver on the vision for our neighbourhoods.
- Encourage a high level of architectural design in new development for Glen Eira.
- Provide clear direction on Council's expectations for new development in Glen Eira.
- Support and supplement existing design guidance provided by the *Glen Eira Planning Scheme*, *Better Apartments Design Standards and Guidelines*, and other State Government guidelines.

The guidelines build on the *Glen Eira Quality Design Principles*, and provide clear direction for the residential and commercial building types listed above.

HERITAGE

CURRENT HERITAGE PROTECTION

The area affected by Schedule 69 to the Heritage Overlay is referred to as the *Bentleigh Environs*.

This area has historic and architectural significance. Its historic importance is derived from the manner in which surviving Inter-war housing stock forms a relatively discrete area within the modern City of Glen Eira, surrounded on all sides by Post-war development and demonstrating the impact of the electrified railway system on Melbourne's suburban expansion during the Inter-war period. Its architectural significance is determined by the stylistic diversity and integrity of the middle

class suburban bungalows and villas of the Inter-war years which collectively demonstrate the role of the small scale investor/builders of the period and the ideals of the Garden Suburb movement.⁹ The *Glen Eira City Council Review of Existing Heritage Precincts 2017* noted that:

The HMP 1996 plan of Bentleigh and Environs differs markedly from the final heritage precinct that was approved in 2000. A number of streets, including Adam, Milton, Mavho and Loranne Streets were removed during the original amendment process. “Our Inter War Houses – How to Recognise, Restore and Extend Houses of the 1920s and 1930s” by Bryce Raworth states that approximate dates for the Inter War period in Victoria are 1919 to 1942. During the review of the Bentleigh Precinct, it was noted that a number of properties noted in the HMP 1996 as being Non Contributory appeared to be from the period of significance. It was also noted that some Contributory dwellings within the Precinct had been demolished and the replacement building should therefore be noted as Non Contributory.

Amendment C149 to the *Glen Eira Planning Scheme* (currently underway) seeks to implement the 2017 Review, and makes some changes to the status of some houses in the Bentleigh Environs area. A comprehensive heritage review is scheduled to commence in 2018, which will identify gaps in heritage protection across Glen Eira.

POTENTIAL HERITAGE AREAS OR BUILDINGS

Following the Stage Five consultation process (consultation on the *Draft Concept Plan*), Council staff undertook a high level in-house review of the activity centre. The purpose of the review was to ascertain:

1. Do any areas warrant further investigation as part of the Heritage Overlay?
2. In the urban renewal development and strategic site typology areas, where development will largely be concentrated, have any areas of potential heritage value been overlooked in the work undertaken to date?

The review comprised of drive-by assessment and consultation with the *City of Glen Eira Heritage Management Plan 1996* to ascertain if any rating had been applied through this earlier work. In the case of Bentleigh the review focussed on the following:

- Properties identified as “Heritage/Character Shop Top” on the Centre Road shopping strip in the *Draft Concept Plan*;
- 200 Centre Road, Bentleigh;
- Mitchell and Robert Streets, Bentleigh between Centre Road and Brewer Road; and
- Strategic site areas highlighted on the Buildings Transitions Plan map.

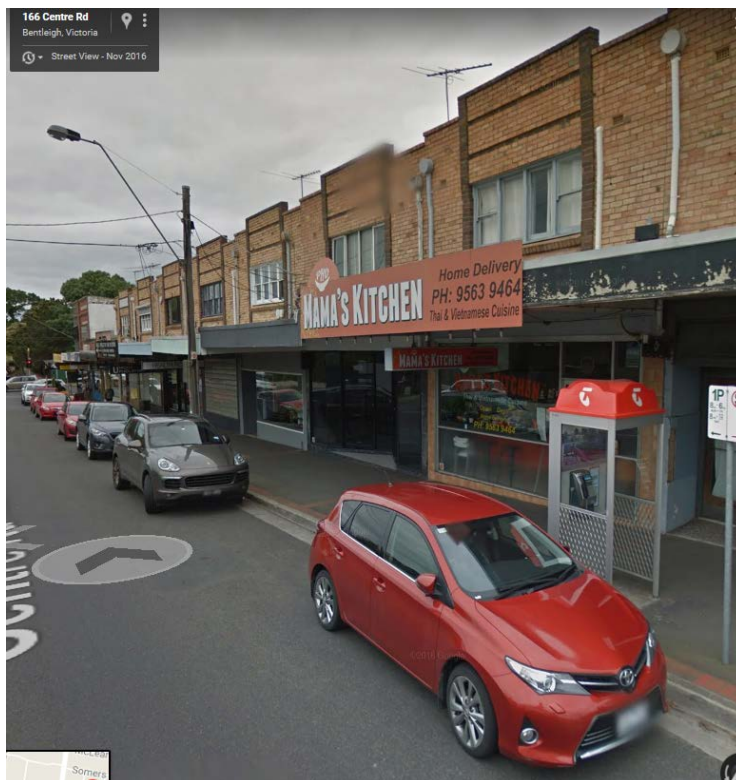
The following assessment has been made:

⁹ Statement of Significance, cited in the Glen Eira Planning Scheme
GLEN EIRA CITY COUNCIL
BENTLEIGH STRUCTURE PLAN
BACKGROUND REPORT

PROPERTIES IDENTIFIED AS 'HERITAGE CHARACTER SHOP TOP' ON THE CENTRE ROAD SHOPPING STRIP

The main Centre Road Heritage Character Shop Top area is of very mixed character. There are a number of inter-War shops however they are interspersed with modern shops. The *City of Glen Eira Heritage Management Plan 1996* (HMP) noted a small number of 'C graded' properties in this area that could be reviewed in the 2018 Heritage Review. However, the area as a whole is not considered worthy of heritage controls.

Note: The smaller shopping precinct on the corner of Thomas St (165-189 Centre Road) is a cohesive block of post-War shops. This strip may be worthy of heritage significance, subject to advice being sought from a post-War heritage expert.



Post-war shops at 165-189 Centre Road, Bentleigh

200 CENTRE ROAD, BENTLEIGH

200 Centre Road is a C-graded heritage property according to the original ratings in the HMP. This means it is of local significance. It originally formed part of the Bentleigh Heritage Area, however it is understood that this Heritage Precinct was reduced in size during the amendment process and this property was removed from the area. This site should be either located within the Bentleigh Heritage Area or be assessed for individual significance.



200 Centre Road, Bentleigh

369-377 CENTRE ROAD

The HMP rates these shops as 'C graded'. They are highly unusual in the area with the French doors and balconies at first floor. The fifth shop has unfortunately been altered. These are potentially worthy of heritage controls – these shops have been noted for the 2018 Heritage Review.



369-377 Centre Road, Bentleigh

MITCHELL AND ROBERT STREETS, BENTLEIGH BETWEEN CENTRE ROAD AND BREWER ROAD

The HMP indicates a number of 'D' and 'E graded' properties in Mitchell and Robert Streets. There has been some change over time, including a significant development currently under construction at the northern end of Mitchell. The southern end of Robert Street (119 and 121 Brewer Road) should be assessed for individual heritage significance in the 2018 Heritage Review.

STRATEGIC SITE AREAS HIGHLIGHTED ON THE BUILDINGS TRANSITIONS PLAN MAP

There are no properties in this area that are likely to be of heritage significance.

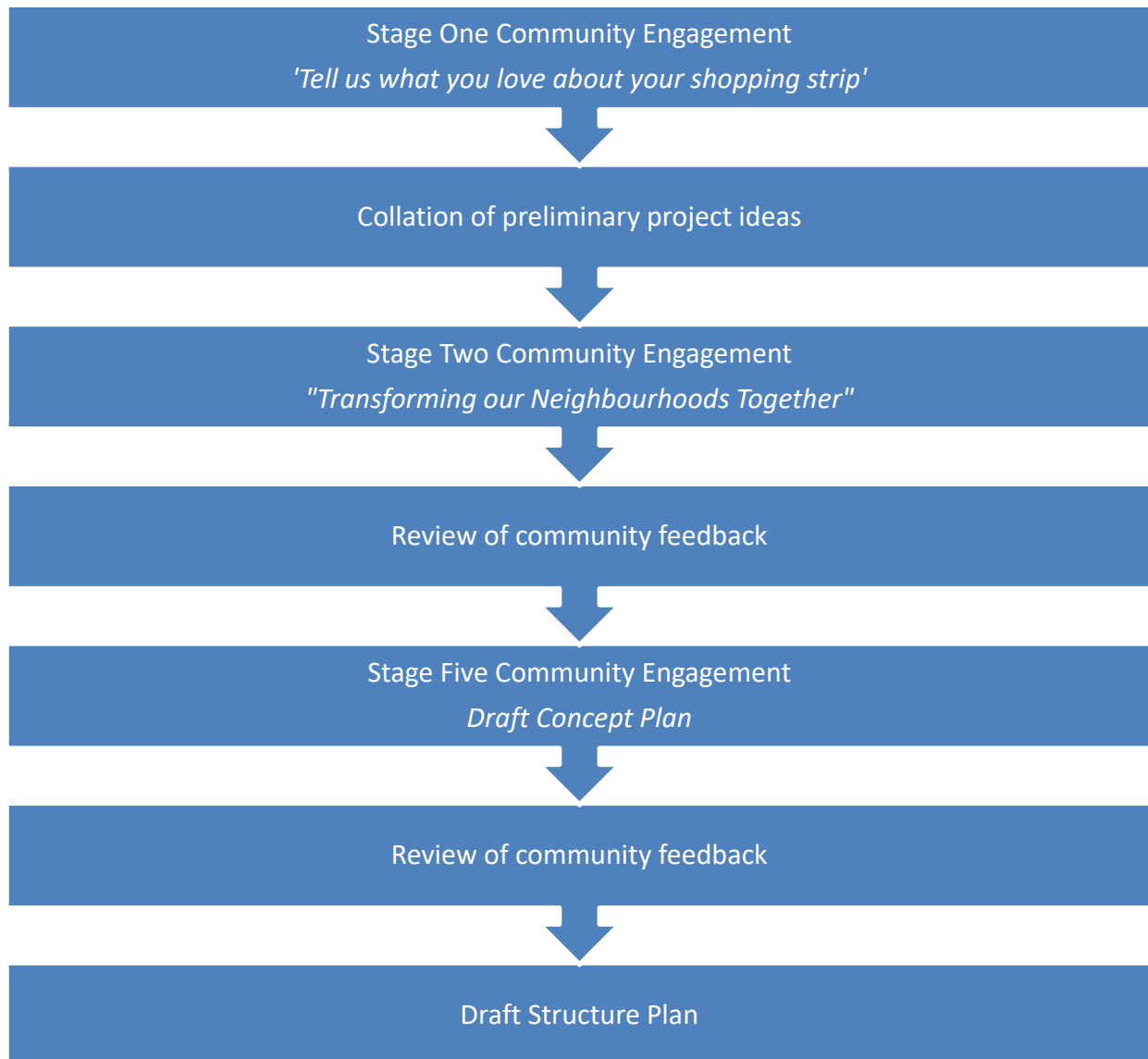
Note: there are a number of C and D graded Heritage buildings located in the "Terrace Town House/Apartment" strip along the north and south sides of Centre Road. Some of these houses may be considered in the 2018 Heritage Review.

KEY ISSUES AND OPPORTUNITIES – URBAN DESIGN AND BUILT ENVIRONMENT

- The Bentleigh community is not in favour of development of more than five storeys (including in commercial areas).
- Limiting the scale of 'strategic site' development limits opportunities for these sites to provide other benefits to the community, such as employment opportunities, affordable housing or increased public car parking. This is likely to be a suitable trade off in the Bentleigh context.
- Further investigation is required as to the heritage significance of some buildings and groups of buildings within the activity centre. This may be undertaken as part of Council's Heritage Review to be commenced in 2018.
- In response to community feedback, a number of changes are proposed to building types and heights in Bentleigh.
- A number of issues have been identified regarding the quality of residential development, that are common to Glen Eira's major activity centres.
- Draft *Quality Design Guidelines* have been developed to facilitate better built form outcomes.

STREETS AND OTHER PUBLIC SPACES (PUBLIC REALM)

The structure planning process provides an opportunity to identify public realm improvements, including development of publicly owned strategic sites, changes to traffic and movement infrastructure and revitalisation of community infrastructure. An iterative process has been undertaken to develop public realm projects for Bentleigh, comprising the following steps:



TRANSFORMATION PROJECT CONCEPTS

Potential public realm projects – referred to as ‘transformation projects’ – were garnered from the preliminary round of community engagement and from a range of projects that have been considered in the past for the various centres.

Council commissioned *Planisphere* to review potential projects from an urban design perspective. Specifically, the various ideas and options were tested in terms of how well they will enhance the

amenity, attractiveness, function and accessibility of the centre.¹⁰ Recommendations for traffic efficiency and safety were prepared by traffic consultants *onemilegrid*, and were incorporated in the urban design review.¹¹ This review informed the projects included in Stage Two *Transforming our Neighbourhoods Together*.

The key high level project ideas for Bentleigh were:

- Create a new green space in the heart of Bentleigh.
- Create new community hub and additional car parking.
- Transition Bentleigh to a pedestrian friendly centre.
- Create a vibrant and safe train station.

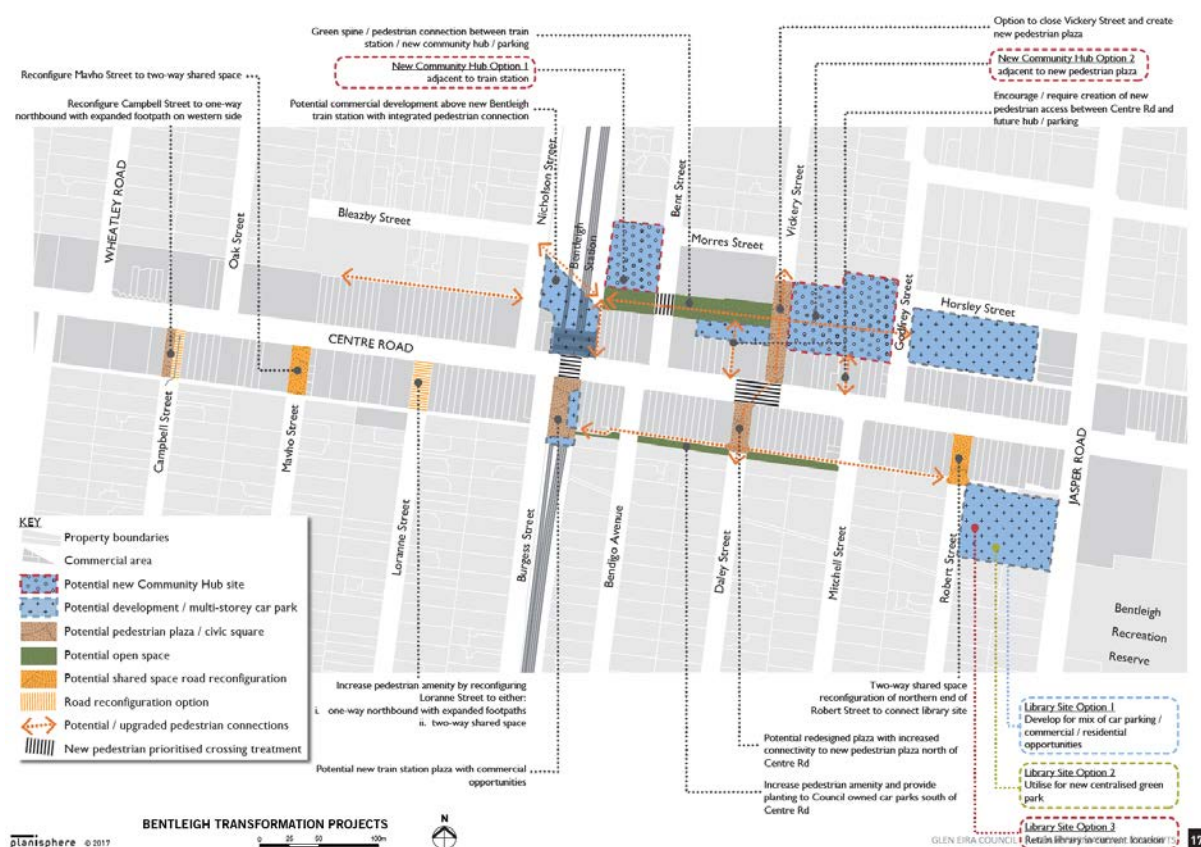


Figure 13 Map of potential transformation projects (Planisphere)

COMMUNITY CONSULTATION

STAGE TWO CONSULTATION

Community feedback was sought on these high level concepts during Stage Two consultation:

Transforming our neighbourhoods together – our concepts based on your ideas. Figure 14 below shows the refined concepts that were presented to the community for feedback during this stage.

¹⁰ Glen Eira Transformational Concepts Draft Report 2017 (Planisphere)

¹¹ Glen Eira Transformative Concepts Review 2017 (onemilegrid)

SUMMARY OF CONCEPTS

- 1 Create a new green space in the heart of Bentleigh**
Redesign Bentleigh Plaza and extend to Vickery Street to create a more usable and inviting community town square for public gatherings and events.
- 2 Create new community hub and additional car parking**
Create more public car parking within one centralised structure that includes a new community hub and a large green park.
- 3 Transition Bentleigh to a pedestrian friendly centre**
Redesign Bentleigh Plaza and extend to Vickery Street to create a more usable and inviting community town square for public gatherings and events.
- 4 Create a vibrant and safe train station precinct**
Look for opportunities to deliver place-based improvements to the station precinct and surrounding area.



Figure 14 Summary of Concepts - Transforming our neighbourhood together (Stage Two community engagement)

The following summarises the feedback received during this stage:

CONCEPT ONE 'CREATE A NEW GREEN SPACE IN THE HEART OF BENTLEIGH'

Those who supported the idea felt that the existing area is outdated, uninviting and underused. They wanted to see the area activated, wanted more passive community spaces to sit, rest and gather and felt that it would create a 'heart' which the centre currently doesn't have. Others either didn't like the idea or didn't like the location – suggesting near the station, rotunda or post office as better locations. Some were concerned about the impact on traffic flow and loss of parking spaces.

CONCEPT TWO 'CREATE NEW COMMUNITY HUB AND ADDITIONAL CAR PARKING'

Many agreed that Bentleigh needed more parking. They felt that this concept if well designed could be a positive addition to the centre to reduce the impact of parking on local streets. Some felt a hub would encourage people to visit the centre and create a 'heart'. A high percentage of people indicated 'some' support as they liked part of the concept (usually parking or community hub) but not others (usually green space, the location or parking being multi-storey). Others thought we should focus on encouraging walking, cycling and public transport to the centre instead of focusing on parking.

CONCEPT THREE 'TRANSITION BENTLEIGH TO A PEDESTRIAN FRIENDLY CENTRE'

The main reasons for supporting this project were improving safety for pedestrians and making the area more appealing to attract visitors and locals alike. Both one-way conversion and two-way

shared zone received strong or some support. There were some concerns that traffic flow would be adversely affected and that Vickery Street wasn't the right location for this feature. Some respondents thought more focus should be placed around the station/west end of Centre Road. Others felt that we needed more medium density development in the area for these concepts to work.

CONCEPT FOUR 'CREATE A VIBRANT AND SAFE TRAIN STATION PRECINCT'

Concept four was the most widely supported concept. Respondents saw it as an opportunity to define Bentleigh and strengthen the shopping strip on both sides of the station. It was seen as the best location for development as it is central and they felt it would have less impact on residents than other areas. Some concerns were raised about safety, parking and not wanting high rise development in Centre Road.

STAGE FOUR CONSULTATION - DRAFT CONCEPT PLAN

In light of the above feedback, the following project ideas were progressed for further consultation:

STATION PRECINCT

Safe Cycling Link

- Create a safe cycling link across Centre Road, connecting Burgess Street to the shared path on Nicholson Street.
- Provide a cycling connection to Caulfield Station.

New Plaza

- Create a new plaza and shops above the railway platform to complement and connect the existing retail strip.

THE HEART OF BENTLEIGH

Create new 'eat street'

- Pedestrian-only mall area with outdoor seating.
- Activate laneway to rear of the Centre Road shopping strip, extends South along Vickery Street, and connects across Centre Road to the revamped rotunda area.

Create new green space

- Convert Bent Street car park to a public green space and explore best locations for Sunday market and additional cultural events.
- Advocate to the State Government for a connection across the railway.

Employment and diverse housing

- Provide office space and diverse housing options above retail and cafes at ground floor in place of the Vickery Street car park.

- Provide destination shopping on ground floor.

COMMUNITY PRECINCT

Bentleigh Hub

- Explore expansion of the facility and introduction of new civic forecourts.
- Explore a second pedestrian entry to Robert Street (west).

TRANSPORT AND PARKING

New retail and carparking

- Explore opportunities for retail at ground floor, with three-to-four storeys of car parking above.

Additional car parking

- Explore opportunity for development of existing car park for additional parking.

Figure 15 below shows the *Transformation Projects Plan* that was included in the *Bentleigh Concept Plan* in Stage Four of community engagement.



Figure 15 Transformation Projects – draft Bentleigh Concept Plan

During the Stage Five consultation stage, the following feedback was provided:

BENT STREET CARPARK

Concerns were raised regarding the proposal to convert the Bent Street carpark to a green space, particular regarding the implications for the Bently Sunday Market. In response to this feedback, it is recommended that the Bent Street car park be retained (and potentially enhanced) so that the market can continue in this location. An alternative location for new green space is proposed in Godfrey Street.

CARPARK DEVELOPMENTS – BUILDING HEIGHT AND COMMUNITY BENEFIT

As noted earlier (see ‘Strategic Sites’), concerns were raised regarding the proposal for council car parks to be developed, for the purpose of employment, diverse housing and other uses providing community benefit. Elements of these concerns included: the potential for sale of council land to private developers; and the scale (height) of future development. The potential for community benefit was not seen to outweigh the negatives of taller buildings in Bently. In this context, the use of Council car parks is proposed to comprise public realm projects including new public open space and consolidated parking facilities.

NEXT STEPS – DRAFT STRUCTURE PLAN

Following consideration of community feedback on the *Transformation Projects Plan*, and further internal analysis by Council staff, the following projects are considered to support the strategic objectives for Bently, and are included in the draft *Structure Plan*. The factors to be considered and resolved through the realisation of these projects are also noted below.

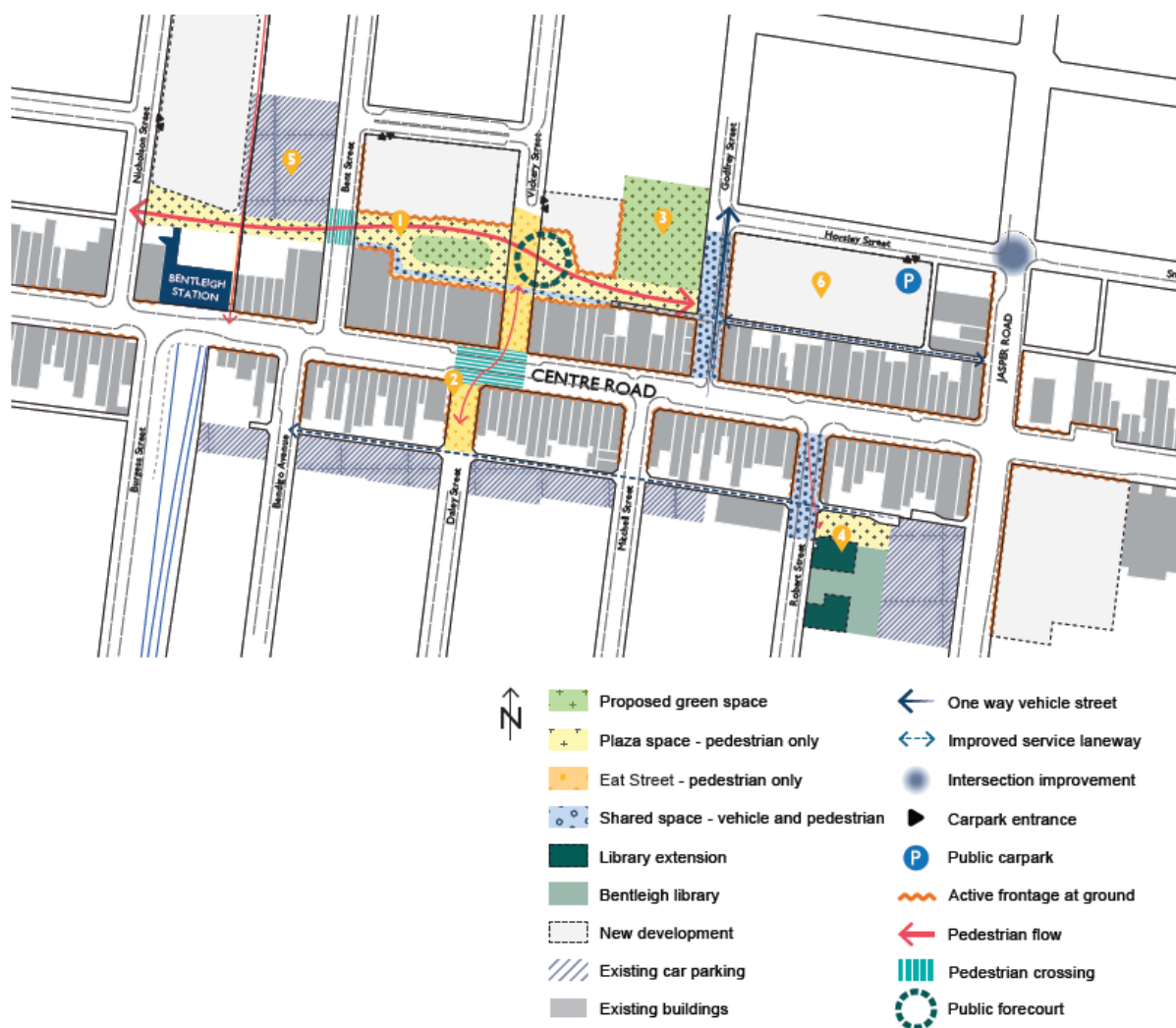


Figure 16 Proposed public realm projects - draft Bentleigh Structure Plan

NEW PLAZA

- Develop a pedestrian-only plaza between Nicholson Street and Godfrey Street to complement and connect the existing retail area on Centre Road.
- 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.

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.

GODFREY STREET CAR PARK

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

Key elements of this project include:

- Relocating the existing car parking from Godfrey Street into the new Horsley Street multi-level car park.
- 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.

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:

- Creating of a new plaza entry to the library from Centre Road via Robert Street.
- Establishing of a shared zone in Robert Street (road space shared by cars and pedestrians).
- Redeveloping the youth centre on Robert Street.
- 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.

BENTLEIGH MARKET

Key elements of this project include:

- Continuing to facilitate existing market activities.
- Maintaining existing car parking when the market is not in use.
- 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.

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.

Delivery of these projects will require Council to work with a range of stakeholders, either through advocacy or partnership, in order to undertake streetscape and public realm improvements in an orderly and staged manner. Stakeholders and project partners include local traders, landowners, VicRoads, and Public Transport Victoria. Delivery of these projects will require the preparation of a detailed implementation plan, following adoption of the Structure Plan and its associated projects. It is not feasible to fully scope, design and budget for these types of activities at the structure planning stage. Each project will need to go through Council's processes for establishing and implementing significant community and capital works projects. As noted above however, in the case of each of the projects, key 'considerations' are noted in the draft Structure Plans. These considerations flag the matters and issues that will need to be addressed for the project to proceed and succeed. In some cases, these are straightforward; in other cases, they highlight that one project is contingent on another. The adopted Structure Plans will form the basis for future public realm works, which will be subject to detailed funding, scheduling and design processes over the life of the Plans. To facilitate this process, a detailed implementation plan for each centre will be prepared following Council's adoption of the Structure Plans.

KEY ISSUES AND OPPORTUNITIES – STREETS AND OTHER PUBLIC SPACES

- Six public realm projects are proposed in the draft *Structure Plan* resulting from ongoing community engagement and technical analysis.
- Following community feedback, a new green space is proposed in the location of the Godfrey Street carpark, rather than the Bent Street carpark. This will support the on-going operations of the Bentleigh Sunday Market in its current location.
- A detailed implementation plan will be required, following the adoption of the structure plan, in order to deliver public realm projects in an orderly and staged manner.

MOVEMENT AND PARKING

Council commissioned MR Cagney to provide an independent and expert view on transport-sector interventions that could support land-use change and development within the Bentleigh Activity Centre.¹² The resultant discussion paper is based around the following policy directions, which are consistent with the directions provided by existing local and state-level policy:

- *Put walkability first – providing good conditions for walking improves the safety of the overall transport system, supports public transport use and local amenity while reducing traffic congestion.*
- *Manage parking for streetscape amenity, town centre vitality and to support mode shift – parking management can play a major role in changing transport behaviour.*
- *Intensify development around rapid transit – public transport works best in locations with dense walk-up catchments and excellent walking facilities to stations and stops.*
- *Ensure cycling plays its role – cycling can play a significant role in providing for short-medium distance trips, extending the range of trips that can use active transport.*
- *Work toward ‘vision zero’ road deaths and serious injuries – improving the safety of the transport system is a critical component of encouraging walking and cycling.*
- *Plan for attractive congestion-free networks rather than reducing congestion – prioritising congestion reduction with road capacity expansion risks making the environment for other modes less attractive. Public transport and cycling networks can provide congestion-free networks which is a more financially viable and effective measure.*

In the context of these policy directions, the discussion paper identifies the following challenges and opportunities:

Policy direction	Key challenges	Key opportunities
Put walkability first	<p>Long trip distances to major employment centres results in limited use of walking for commuting trips.</p> <p>Presence of some major barriers that reduce the connectivity of the walking network; Nepean highway and Frankston rail line.</p> <p>High existing use of cars for short, local trips may mean encouraging behaviour change toward increased walking may be challenging.</p>	<p>High levels of existing walking to the activity centre for accessing shops and rail station (40-60 per cent mode share).</p> <p>Intensification of population and employment will provide a greater diversity of local services for more people, make walking a more viable choice.</p> <p>Consistent and connected street grid means good network connectivity for walking.</p>

¹² Glen Eira Transport Analysis and Forecasting Discussion Paper: Bentleigh Activity Centre, MRCagney Pty Ltd

Manage parking for town centre vitality and to support mode shift	<p>Managing increased demand for parking accompanying residential and commercial development and population growth.</p> <p>Making trade-offs between kerbside space for parking and other uses such as cycling lanes, PT priority and extended footpaths.</p> <p>Ensuring parking is not 'over-supplied' through application of minimum parking regulations accompanying new development, or through over-supply of public off-street parking facilities.</p> <p>Managing community expectations about parking availability, given current relatively high levels of parking provision.</p>	<p>Potential to consolidate parking supply at Council-owned with multi-story parking buildings.</p> <p>Potential to reduce council land devoted to off-street parking.</p> <p>Potential to reduce parking demand through increasing use of walking, cycling and PT.</p>
Intensify development around rapid transit	<p>Ensuring intensification is accompanied by improvements to local amenity and is not accompanied by congestion on local transport networks.</p> <p>Encouraging increased job density alongside residential population density.</p>	<p>High market demand for residential development around rapid transit reflected in recent concentration of development around Bentleigh activity centre.</p> <p>Council-owned land adjacent to high quality public transport presents opportunities for strategic Council-led intensification.</p>
Ensure cycling plays its role	<p>Limited provision of a connected, safe cycling network limits uptake of cycling to a niche user group.</p> <p>Low levels of cycling, relative to top-performing Melbourne areas.</p> <p>Reallocation of kerbside space for improved cycling facilities will require trade-offs with provision of on-street parking and other potential uses such as extended footpaths.</p>	<p>Low existing cycle mode share means major opportunities for growth.</p> <p>Flat terrain supports increased cycling uptake.</p> <p>Reasonably high levels of activity density means a diversity of destinations are available with short trips, well-suited to cycling.</p> <p>Provision of high quality infrastructure can lead to major increases in cycling demand.</p>
Work toward 'vision zero' road deaths and serious injuries	<p>Reducing road crash deaths and serious injuries, particularly on Centre Road.</p> <p>Lowering speed limits will require trade-offs with other goals for high speed vehicle movement.</p>	<p>Walking and cycling facility upgrades can improve safety.</p>
Plan for attractive congestion-free networks rather than reducing congestion	<p>Major mode shift to public transport depends on the quality and connectivity of broader metropolitan-scale networks.</p> <p>Increasing demands on metropolitan rail network may lead to future overcrowding reducing the appeal of rail.</p>	<p>Opportunities for increasing frequencies and bus priority on key bus routes.</p>

This discussion paper has, in part, informed the directions and interventions proposed in the draft Structure Plan. However, in response to on-going community concern regarding car parking, further analysis has been undertaken to ensure future interventions do not result in a parking shortfall (below). Further, community concern regarding the intensity of development on council-owned car parks has been acknowledged (addressed in earlier sections of this report).

MOVEMENT

Bentleigh activity centre is serviced by an extensive road network, Bentleigh Station on the Frankston passenger rail line, and multiple bus routes. The transport networks generally follow a grid structure that provides good connectivity for all transport modes throughout the activity centre and to adjacent residential neighbourhoods and wider metropolitan networks.

The railway introduces a barrier to east-west road and pedestrian connectivity, particularly to the north of the activity centre where there is a distance of 800m between east-west road or pedestrian crossings of the railway.

Centre Road is the major arterial road running east-west through the activity centre. It is the major shopping street and has the highest level of pedestrian activity as well as carrying high volumes of traffic and public transport bus routes. Jasper Road provides an important north-south road connection, to the east of the shopping strip. Car parking is extensively provided with on-street parking and surface off-street carparks, mainly to the north of the Centre Road shopping strip.

The Frankston rail line provides frequent passenger services between Glen Eira and the Melbourne CBD and runs south to Frankston. Two bus routes, the 701 and 703 provide east-west connectivity along Centre Road.

Walking networks are primarily comprised of footpaths that are near-universally provided on all streets within the activity centre. Major road intersections include signalised pedestrian crossings. Cyclists use the road network and some dedicated cycling facilities including the off-street Elster Creek Trail which connects Bentleigh with wider metropolitan cycling infrastructure networks.

The 10-minute catchment extends approximately 700m distance from the retail strip. The centre has a high quality pedestrian connectivity enabled by the regular street grid network of the local streets. Recent changes to the transport network within the Bentleigh activity centre have included an upgrade to the rail station accompanying level-crossing removal on Centre Road, completed in 2016. The rail line now travels beneath the road in a trench with a below grade station platform.

WALKING AND CYCLING

A PedShed is a map that shows the walkable catchments this is a simple technique for comparative evaluation of how easy it is to move through an urban area to get to and from centres or facilities.

These maps are the best estimates of walkability.

The below map shows the actual area within a 10 minute walking distance from the retail strip along Centre Road, Bentleigh.

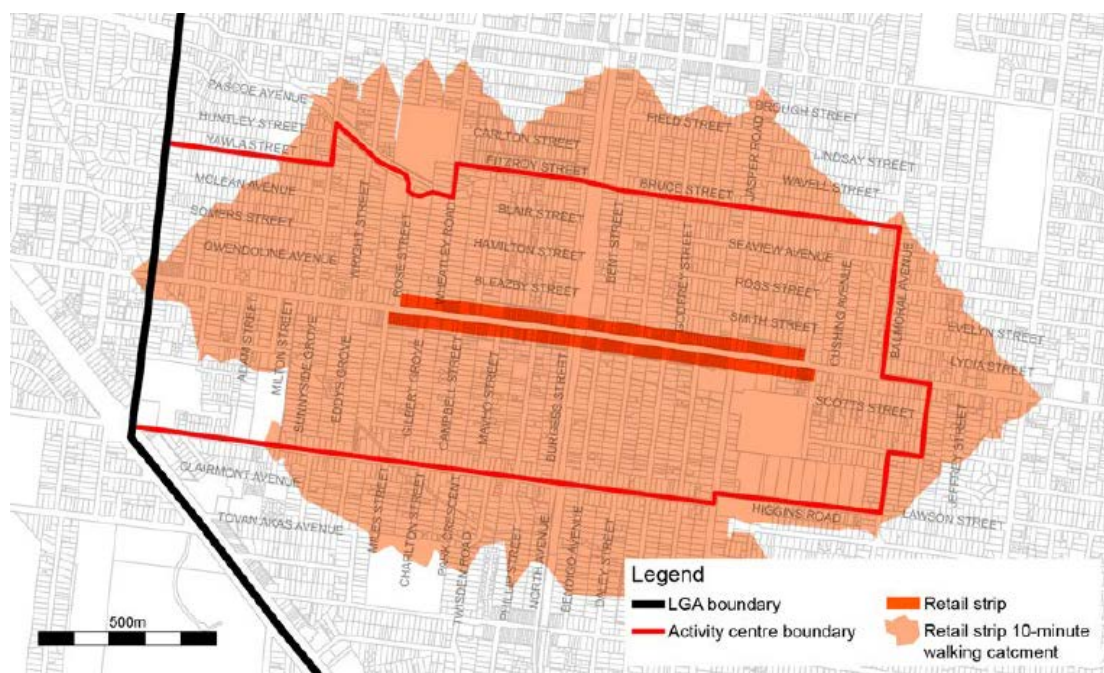


Figure 17 PedShed map for Bentleigh (Source: MRCagney)

Recent community consultation undertaken by Council of over 2,100 surveys completed, reflect respondent modes of transport when accessing their local centres.¹³ Respondents were able to select more than one mode if they do access their centres in different ways.

	% Drive	% Walk	% Other (Bike, PT)
Major Activity centres			
Bentleigh	46	43	11
Carnegie	36	47	17
Caulfield Junction	35	48	17
Elsternwick	34	51	15
Moorabbin	45	35	20
Major Average	39	45	16

A comparison of Public Transport Patronage data collected at each station in 2013-14 across arrival mode types.¹⁴

	Bus	Car	Bike	Other	Train	Tram	Walk
Major Activity Centre							
Bentleigh	10.4 %	24.7 %	0.9 %	0 %	4.0 %	0 %	59.9 %
# week day	273	645	24	0	103	0	1564

¹³ Glen Eira Activity Centres Community Engagemenet Summary Final Report, Co Design Studio

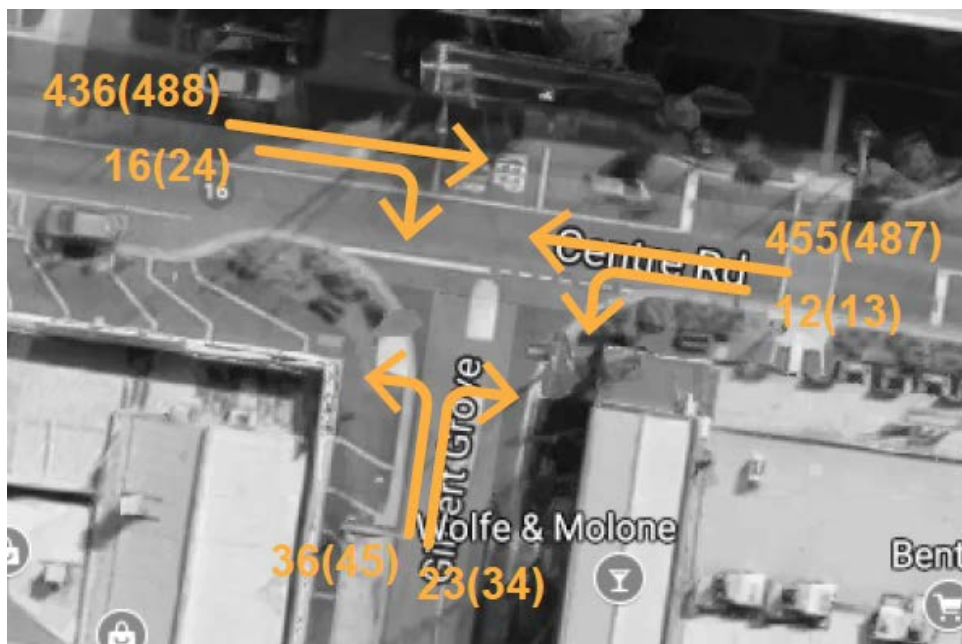
¹⁴ <https://www.ptv.vic.gov.au/about-ptv/ptv-data-and-reports/research-and-statistics/>

entries							
Carnegie	8.6 %	18.4 %	0.5 %	0 %	1.0 %	0.0 %	71.5 %
# week day entries	272	576	15	0	32	0	2245
Elsternwick	5.3 %	22.6 %	0 %	0 %	2.3 %	18.6 %	51.3 %
# week day entries	192	825	0	0	84	678	1871

TRAFFIC MOVEMENT

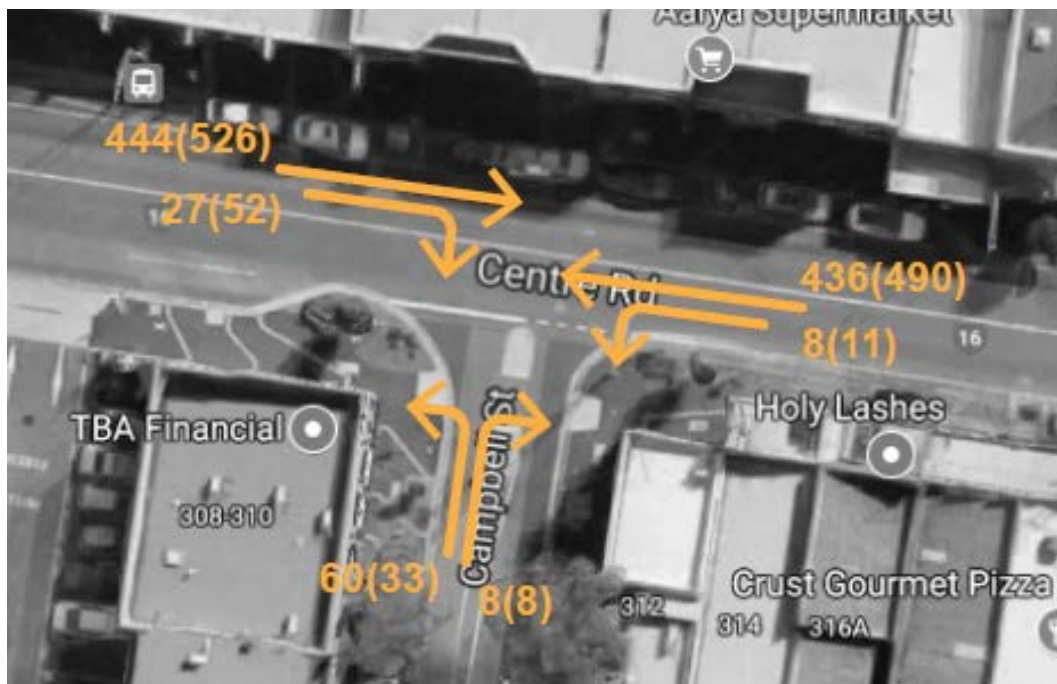
In order to ascertain recent and accurate traffic data Council commissioned onemilegrid to conduct traffic movement counts at key intersections within the activity centre, as shown in the images below.¹⁵

The orange text in the images shows the direction of travel, the number of car movements in the AM peak and, in brackets, the number of car movements in the PM peak.

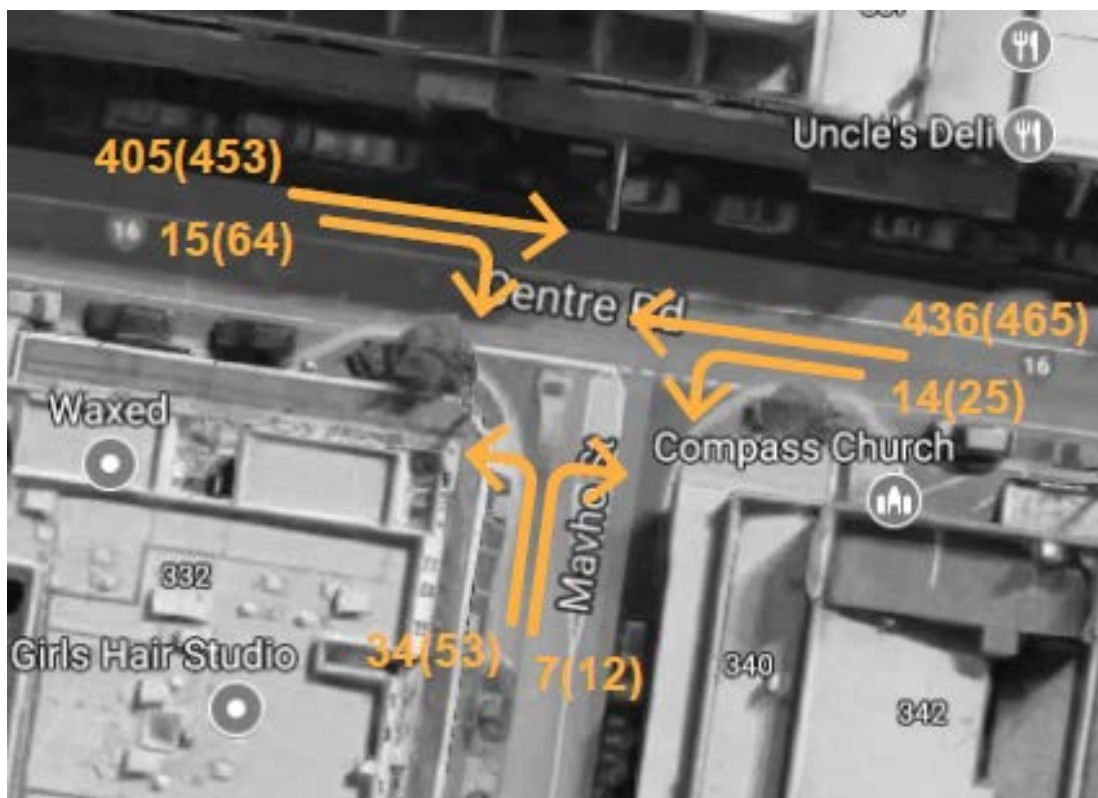


Centre Road / Gilbert Grove - AM (PM)

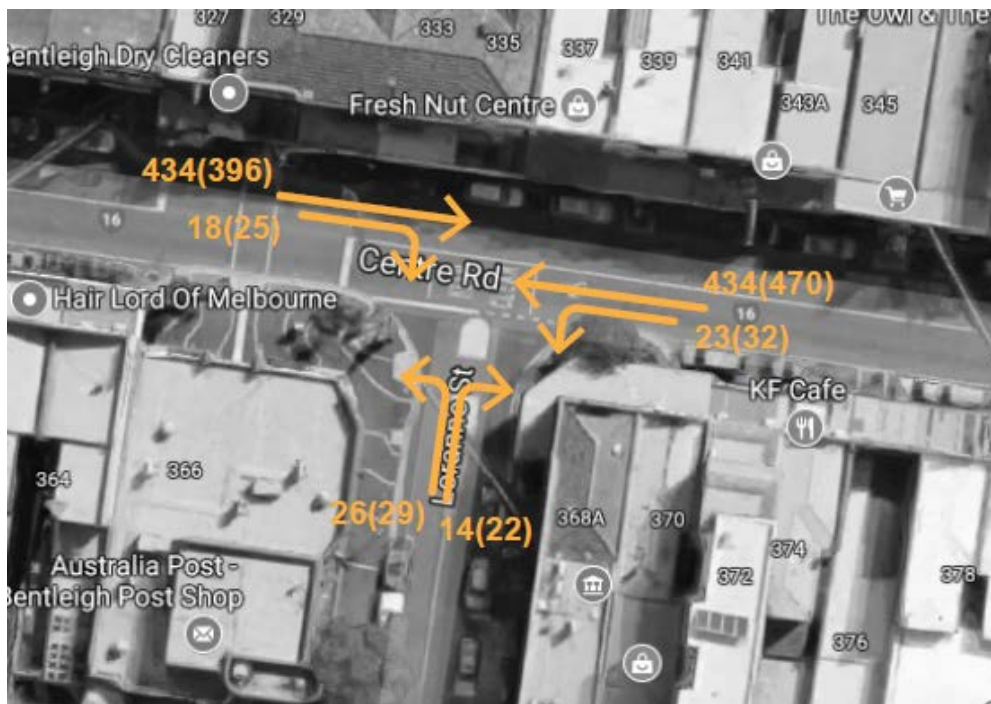
¹⁵ Glen Eira Transformative Concepts Review 2017, onemilegrid



Centre Road / Campbell Street - AM (PM)



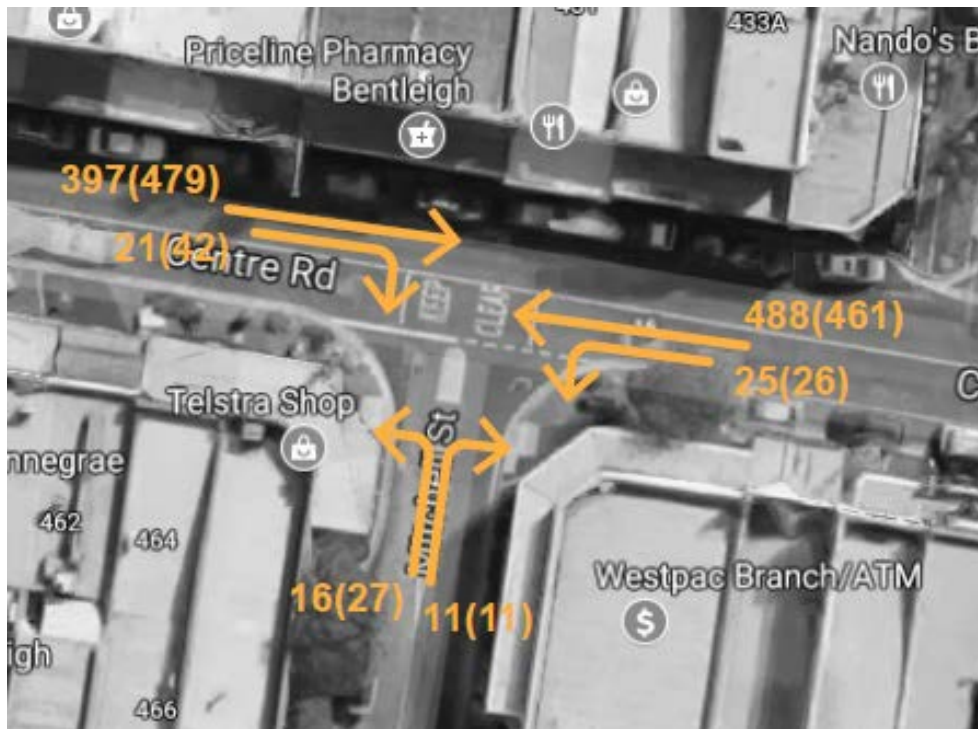
Centre Road / Mavho Street - AM (PM)



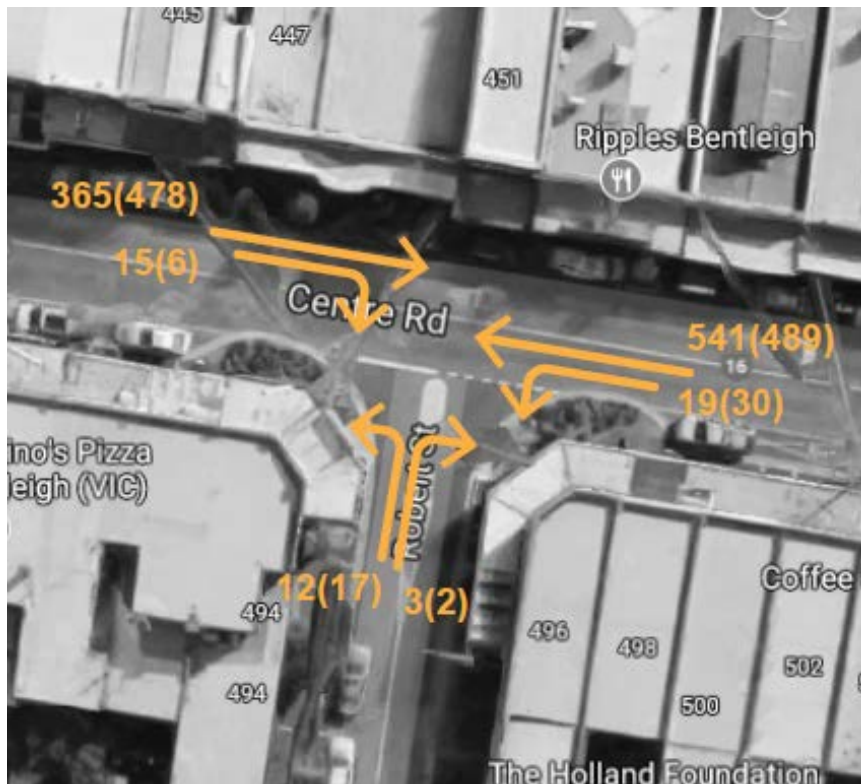
Centre Road / Lorraine Street - AM (PM)



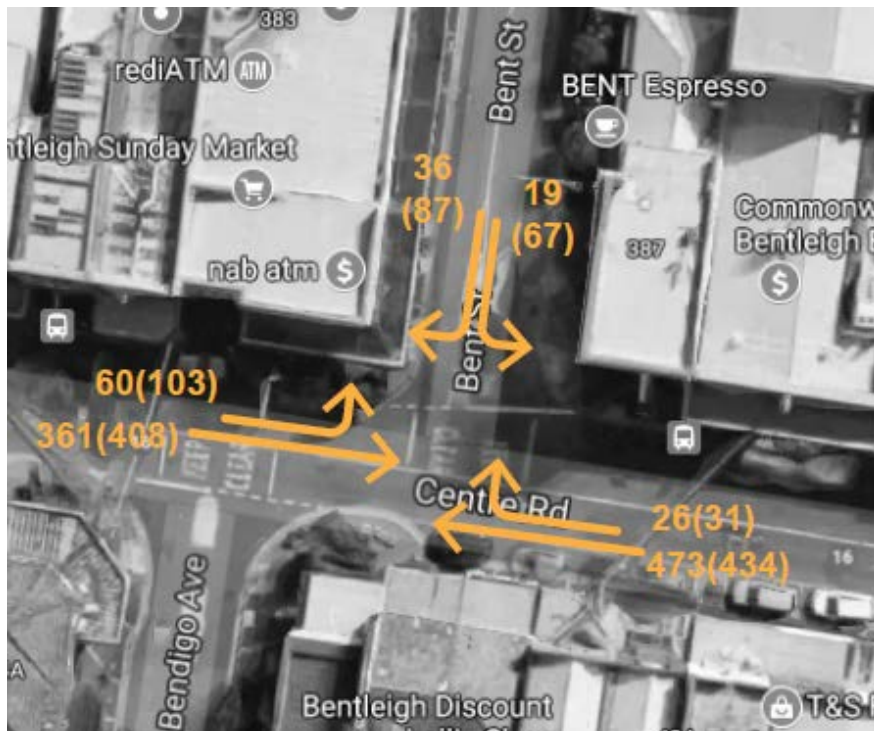
Centre Road / Burgess Street - AM (PM)



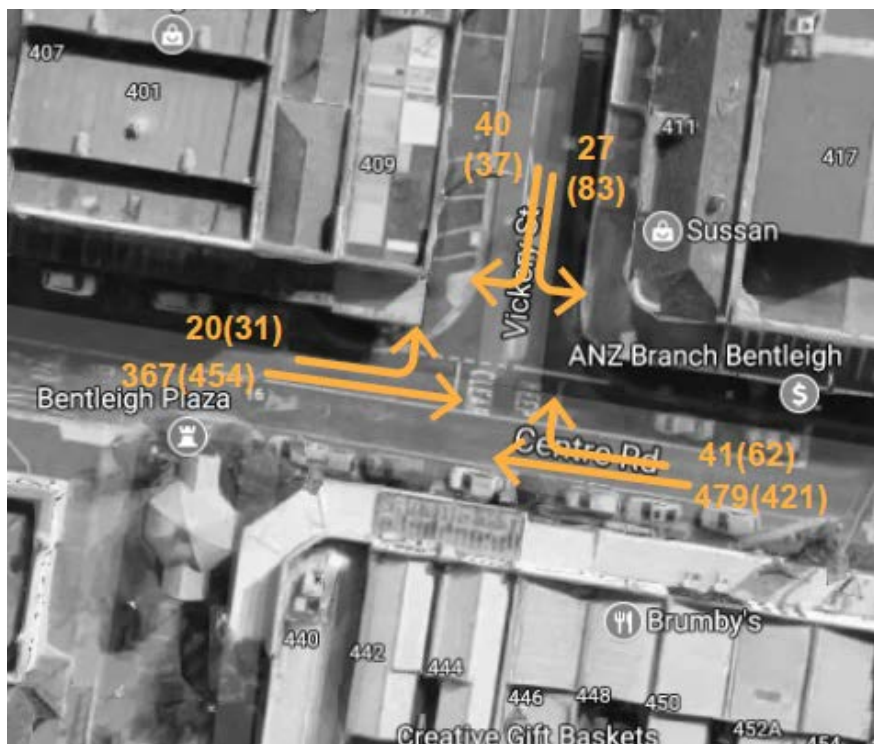
Centre Road / Mitchell Street - AM (PM)



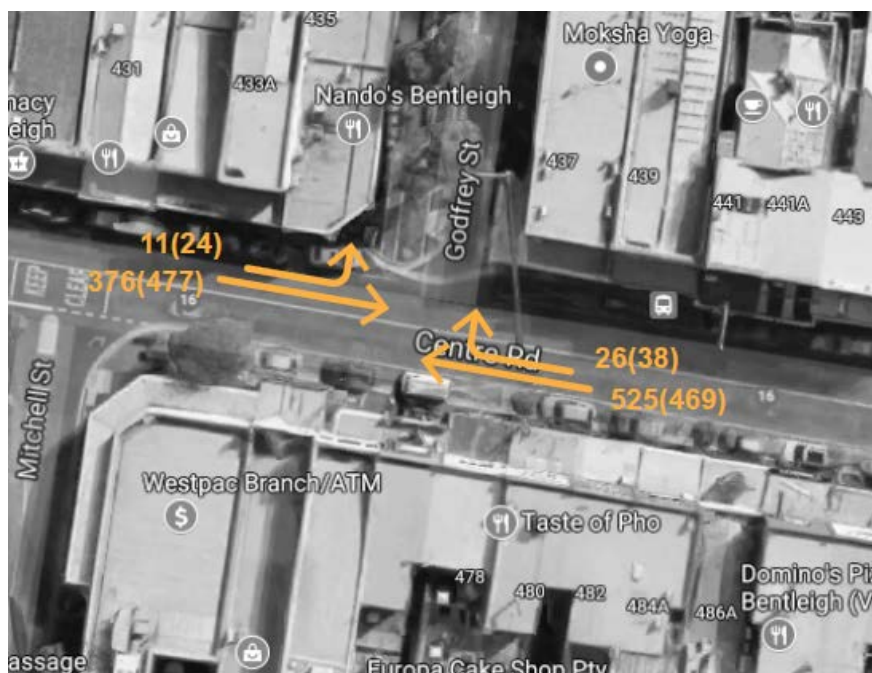
Centre Road / Robert Street - AM (PM)



Centre Road / Bent Street - AM (PM)



Centre Road / Vickery Street - AM (PM)



Centre Road / Godfrey Street - AM (PM)

To assess the operation of the intersection the traffic volumes have been input into SIDRA Intersection, a traffic modelling software package. The SIDRA Intersection software package has been developed to provide information on the capacity of an intersection with regard to a number of parameters. Degree of saturation (DoS) represents the ratio of the traffic volume making a particular movement compared to the maximum capacity for that particular movement. The DoS provides a rating of the performance of intersections, ranging from *Excellent* to *Very Poor*.

Degree of Saturation	Rating
0-0.6	Excellent
0.61-0.70	Very Good
0.71-0.80	Good
0.81-0.90	Fair
0.90 – 1	Poor
Above 1.00	Very Poor

The DoS for each of the assessed intersections is provide below.

Intersection	Peak	Approach	D.o.S
Centre x Gilbert	AM	Centre W	0.25
		Centre E	0.26
		Gilbert S	0.11
	PM	Centre W	0.29
		Centre E	0.27
		Gilbert S	0.16

Centre x Campbell	AM	Centre W	0.27
		Centre E	0.24
		Campbell S	0.09
	PM	Centre W	0.34
		Centre E	0.27
		Campbell S	0.07
Centre x Mavho	AM	Centre W	0.24
		Centre E	0.25
		Mavho S	0.06
	PM	Centre W	0.31
		Centre E	0.27
		Mavho S	0.1
Centre x Lorraine	AM	Centre W	0.23
		Centre E	0.25
		Lorraine S	0.06
	PM	Centre W	0.26
		Centre E	0.28
		Lorraine S	0.1
Centre x Burgess	AM	Centre W	0.24
		Centre E	0.28
		Burgess S	0.03
	PM	Centre W	0.31
		Centre E	0.28
		Burgess S	0.03
Centre x Bent	AM	Centre W	0.23
		Centre E	0.28
		Bent N	0.11
	PM	Centre W	0.28
		Centre E	0.27
		Bent N	0.3
Centre x Vickery	AM	Centre W	0.21
		Centre E	0.3
		Vickery N	0.13

	PM	Centre W	0.27
		Centre E	0.29
		Vickery N	0.19
Centre x Mitchell	AM	Centre W	0.24
		Centre E	0.28
		Mitchell S	0.05
	PM	Centre W	0.3
		Centre E	0.27
		Mitchell S	0.06
Centre x Godfrey	AM	Centre W	0.21
		Centre E	0.31
	PM	Centre W	0.27
		Centre E	0.29
Centre x Robert	AM	Centre W	0.22
		Centre E	0.31
		Robert S	0.02
	PM	Centre W	0.27
		Centre E	0.28
		Robert S	0.03

OBSERVATIONS

- Bentleigh train station has a higher car dependency.
- Bus arrivals are also highly important with over 10 per cent of train station arrivals.
- The majority of the structure plan areas are within a 10 min walking catchment of the retail strip.
- Over 40 per cent of arrivals to the activity centre are walking, and 11 per cent arrive by bike or public transport – totally 57 per cent.
- 60 per cent (1564 people daily) of train commuters walk to the Bentleigh Station.
- Pedestrian connectivity throughout the centre is relatively poor, the rail trench and Centre Road provide barriers.
- The major intersections SIDRA analysis shows that all intersections are currently operating under ‘excellent’ conditions during both the morning and afternoon peak hours

- Bent Street experiences a higher volume of vehicles than most side streets within the centre, 103 PM peak movements making the left turn in and 154 PM peak movements onto Centre Road.
- Vickery Street experiences a high volume of southbound movements in the PM peak at 120 movements.
- Mavho and Campbell streets experience high volumes of PM peak southbound movements (89 and 63)
- Car use within Bentleigh is higher than Carnegie and Elsternwick with a significantly higher percentage of users of the retail strip arriving by car.
- Community feedback has indicated that a number of residential side streets have issues including: apparent rat running; commercial parking proliferating into the local streets; and ongoing safety concerns due to narrow road widths and residential parking on both sides of the street.

PARKING

EXISTING PARKING SUPPLY

The Bentleigh activity centre has a moderately high level of parking provision primarily in the form of medium and large at-grade public parking facilities provided behind the established shopping strip on Centre Road.

Council Owned Car Parks	
On Street	218
Off Street	915
Total	1,133
Private Owned Public Car Parks	
Coles	62
Woolworths	106
Total	168
Overall Total	1,301

PARKING DEMAND

Parking occupancy surveys in Bentleigh were undertaken by O'Brien Traffic on Tuesday 25 July and Saturday 29 July 2017 on the Council owned car parks.¹⁶

OBSERVATIONS

- The occupancy studies highlight that Saturday parking demand is notably higher than recorded weekday demand. Many of the council owned car parks experience occupancy levels in the high 80s and 90s between 11am and 2pm.
- The Godfrey Street car park experiences high weekday demand (11am-2pm) although many of the adjacent parking areas retain significant capacity.
- Parking demand at the major car park sites is highest at the Coles car park and at the Godfrey Street car park; these locations appear to be the most valued for parking.
- Parking occupancy is consistently low at some sites, particularly Bleazby Street and Bent Street suggesting that some reduction in overall parking space provision across the town centre area may be manageable.
- The commuter car parking at the train station may provide some relief on the weekend demand.
- Parking surveys do not cover on-street locations. Demand for on-street parking spaces in town centres is generally more than off street locations due to their convenience.

PARKING SHORTFALL ANALYSIS

Throughout several rounds of community engagement, concerns were raised regarding the availability of car parking in Bentleigh (both existing and anticipated). In order to understand the extent of the issue and implications for the future of the activity centre, a parking 'shortfall' analysis has been undertaken.¹⁷ The occupancy studies noted above have informed the analysis. The following tests were applied to assess parking shortfall:

1. Basic Test

$[Basic\ shortfall] = [Planning\ Scheme\ Requirement] - [Total\ Public\ Parking\ Provided]$.

This number is achieved by contrasting the planning scheme requirement and the total parking supply within the centre.

¹⁶ See the *Parking Analysis for the Bentleigh, Carnegie and Elsternwick Structure Plans (Glen Eira City Council)* for detailed survey results.

¹⁷ See the *Parking Analysis for the Bentleigh, Carnegie and Elsternwick Structure Plans (Glen Eira City Council)* for the full analysis and methodology.

2. Shared Parking Test

$[Shared\ Parking\ Shortfall] = [Planning\ Scheme\ Requirement \times Shared\ Parking\ Efficiency] - [Total\ Public\ Parking\ Provided]$.

Shared parking analysis acknowledges that the demand for parking is of a time-based nature. Demand fluctuates throughout the day operating on a peak and off-peak schedule depending on related land uses. For example the parking provided for the dentist could be easily used by customers of the nearby restaurant after hours when the dentist is shut.

3. 4 Hour Peak Occupancy Test

$[4\ Hour\ Peak\ Occupancy] = [Sum\ of\ 4\ Highest\ Occupancy\ Rates\ for\ the\ Centre] / 4$.

The average 4-hour peak occupancy represents the average of the four highest hourly parking occupancies recorded across the day. The four highest parking occupancies do not have to occur across consecutive hours.

The analysis found that there is an existing parking shortfall, based on current car parking numbers.

Total Public Parking	Parking Assessment		
	Land Use ¹⁸	Shared Parking Efficiency	4 Hour Peak Occupancy
1,301	304 undersupply	144 undersupply	160 undersupply

DRAFT STRUCTURE PLAN

Based on analysis and community feedback, the draft structure plan for Benteigh identifies the following parking interventions for the centre:

1. Increase the car parking numbers in the Bleazby and Horsely Streets public car parks by constructing two new multi deck car parks.
2. Repurpose Godfrey Street car park as a green public open space, by relocating the existing car parking into the new Horsely Street site.
3. Relocate Vickery Street car parking into Horsely Street car park and repurpose site for diverse housing and employment.
4. Prioritise Centre Road for short-term and needs-based parking.
5. Improve access and quality of linear car park south of Centre Road.
6. Remove car parking at the commercial end of selected side streets to improve pedestrian safety and access.

The recommended increase in parking at the Horsely Street and Bleazby Street parking sites is intended to absorb the relocation of existing public parking that is to be repurposed (Vickery Street and Godfrey Street) and to provide for additional car parking needs of the centre. The overall projected change across council-owned car parks is listed below.

	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

¹⁸ The land use shortfall for each centre is based on current and future projected commercial growth in the centre.

D	Godfrey Street	151	0	-151
E	Horsely Street	150	480	330
F	Library	82	82	0
G	South of Centre Rd	181	181	0
	Total	915	1,179	264

Table 5 Future proposed parking by numbers of Council owned car parks.

Analysis based on future parking numbers (based on structure plan strategies).

The parking shortfall tests noted above have been applied to the future scenario, to ascertain the impact of the proposed interventions. Applying these tests demonstrates that the net increase of 264 spaces across the activity centre will result in an oversupply of car parking spaces.

Total Future Public Parking	Increase ¹⁹	Parking Assessment		
		Land Use	Shared Parking Efficiency	4 Hour Peak Occupancy
1,656	264	40 undersupply	121 oversupply	104 oversupply

KEY ISSUES AND OPPORTUNITIES – MOVEMENT AND PARKING

- 57% of trips to the activity centre are made by walking, bike or public transport.
- Pedestrian connectivity throughout the centre is relatively poor, with the the rail trench and Centre Road providing barriers.
- Analysis suggests that the key intersections are currently operating under excellent conditions.
- Analysis suggests a current shortfall in parking supply.
- The draft *Structure Plan* interventions are expected to result in a net increase in car parking.

¹⁹ Based on intervention projects identified within the draft Structure Plan, increase in parking numbers are assumptions and will require a detailed design of new parking structures to ascertain exact number of increased spaces.

COMMUNITY INFRASTRUCTURE

EXISTING FACILITIES

The distinguishing social infrastructure features of the Bentleigh activity centre and its 400-metre catchment include the following:

- The Daly Street Mall / Centre Road Rotunda.
- Bentleigh Reserve, Hodgson Reserve, Victory Park and Halley Park being the major areas of open space in Bentleigh. The southern end of McKinnon Reserve and Allnutt Park are located in Bentleigh, and Elster Creek Trail is on the boundary with McKinnon so is also easily accessible from Bentleigh. Bentleigh and Hodgson Reserve are also key active open spaces catering for a variety of outdoor sports such as cricket, Australian Rules football, soccer, tennis and lawn bowls.
- The Bentleigh Library and Godfrey Street Community House.
- Three privately operated long day child care centres, one sessional Kindergarten (GEKA Bentleigh Kindergarten), one Maternal and Child Health facility (Bentleigh MCH), one occasional child care service provided by Godfrey Street Community House and the Bentleigh McKinnon Youth Centre.
- Two schools: 1) Bentleigh West Primary School and 2) St Paul's Catholic Primary School.
- Valkstone (Uniting AgeWell) Independent Living Units and the Bentleigh Senior Citizens Centre.
- Two Council venue-for-hire facilities: Bentleigh Recreation Reserve Social Room and the Bentleigh McKinnon Youth Centre.

AVAILABILITY OF AND ACCESS TO OPEN SPACE

Bentleigh Reserve, Hodgson Reserve, Victory Park and Halley Park are the major areas of open space in Bentleigh. The southern end of McKinnon Reserve and Allnutt Park are also located in Bentleigh, and Elster Creek Trail is on the boundary with McKinnon so is also easily accessible from Bentleigh.

The four main gaps in the distribution of open space in the suburb of Bentleigh are shown in Figure 18.



Figure 18 Open Space Gaps

Areas B2 and B4 are within the activity centre boundary. The *Glen Eira Open Space Strategy* addresses these gaps as follows:

Gap Area	Description	Conclusions for gap areas
B2	This gap area is in the catchment of the Bentleigh Urban Village. It extends east of the railway to Jasper Road, and north of Centre Road. This gap area coincides with a gap area in McKinnon close to the McKinnon NC.	Provide a new Local open space within the catchment of the Bentleigh Urban Village, on the north side of Centre Road, potentially as part of a redevelopment of existing at grade car parks. Ensure good connectivity and accessibility is retained to the north via the local street network. This is for both the existing and the forecast population.
B4	Located between Centre Road and Brewer Road, this gap area is within the existing Heritage Overlay area. It is therefore anticipated that forecast change in much of this area will be limited, however it is also located in the catchment of the Bentleigh Urban Village.	Provide an additional Small Local open space in the Bentleigh Urban Village catchment, preferably in the centre to contribute to the character and social connectedness of this area. Investigate options to improve pedestrian amenity in the streetscapes including crossing points over Brewer Road to improve accessibility to Victory

		<p>Park in the south, and over Centre Road to improve accessibility to Allnutt Park in the north. There is potential to establish and promote a walking circuit between these two reserves.</p>
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The park in the location of the Godfrey Street carpark (proposed in the draft *Structure Plan*) seeks to address the identified open space shortfall in Benteigh.

CO-LOCATION AND COMMUNITY HUBS

Co-location of community facilities is emerging as the best practice model for the provision of local government services. In this context, the Benteigh Library may provide opportunities for co-location of facilities in the future.

SECURING SIGNIFICANT COMMUNITY BENEFIT THROUGH DEVELOPMENT

Council commissioned a Discussion Paper to explore the topic of securing significant community benefit through development. Case studies undertaken for this paper identify a number of critical steps to ensure the success of a community benefits scheme:

- Development of a Community Benefit Strategy that provides strategic justification for contributions or provision agreements
- Detailed economic and property analysis to understand the market and capacity
- Legal and statutory assessment to ensure legitimacy of mechanisms and translation into statute.

The concept of Community Benefit was included in the draft *Quality Design Principles* and *Draft Concept Plan*. These documents formed the basis of Stage Five of community engagement. Potential categories of community benefit proposed during this stage were:

- greater employment (office or health);
- diverse housing (affordable, aged care, student, short-stay accommodation);
- additional public parking;
- new street connections; and
- community uses.

As noted in earlier sections of this report, community feedback has indicated that the extent of building height needed to support this type of community benefit is not supported in Benteigh. This concept is therefore not proposed in the draft *Benteigh Structure Plan*.

KEY ISSUES AND OPPORTUNITIES – COMMUNITY INFRASTRUCTURE

- Bentleigh has a large number of community facilities.
- There are open space gaps in the north east and south west areas of the Activity Centre. The draft Structure Plan seeks to address the open space shortfall with the conversion of the Godfrey Street car park into a park.

LIST OF RESEARCH AND CONSULTANT REPORTS

- Assessment of the Economic Impacts of Transformation Concepts on Activity Centres: Bentleigh, Carnegie and Elsternwick, 2017 (Blair Warman Economics)
- City of Glen Eira Analysis of housing consumption and opportunities 2017 (.id)
- Glen Eira Activity Centres Community Engagement Summary Final Report 2017 (Co Design Studio)
- Glen Eira Community Benefits Discussion Paper 2017 (Planisphere)
- Glen Eira Community Profile (online resource) (.id)
- Glen Eira City Council Review of Existing Heritage Precincts 2017 (Glen Eira City Council)
- Glen Eira Open Space Strategy (2014)
- Glen Eira Planning Scheme Review 2016 (Glen Eira City Council)
- Glen Eira Activity Centres Urban Context Report 2017 (Planisphere)
- Glen Eira Draft Urban Design Guidelines 2017 (Planisphere)
- Glen Eira Economic Analysis and Forecasting Study 2017 (Blair Warman Economics)
- Glen Eira Transformational Concepts Draft Report 2017 (Planisphere)
- Glen Eira Transformative Concepts Review 2017 (onemilegrid)
- Glen Eira Transport Analysis and Forecasting Discussion Paper: Bentleigh Activity Centre 2017 (MRCagney)
- Glen Eira Urban Design Analysis Report 2017 (Planisphere)
- Parking Analysis for the Bentleigh, Carnegie and Elsternwick Structure Plans (Glen Eira City Council)
- Peer Review of Glen Eira's Draft Quality Design Guidelines and Strategic and Urban Renewal Development Plans Analysis, 2017 (Aecom)
- Plan Melbourne 2017-2050 (State Government of Victoria)
- Planning Strategy Impacts on Housing Opportunity (Glen Eira City Council)
- Southern Sub Residential Zones State of Play, Region State of Play, 2016 (Managing Residential Development Taskforce, Department of Environment, Land, Water and Planning)