

GLEN EIRA
CITY COUNCIL

BENTLEIGH
BENTLEIGH EAST
BRIGHTON EAST
CARNEGIE
CAULFIELD
ELSTERNWICK
GARDENVALE
GLEN HUNTLY
MCKINNON
MURRUMBEENA
ORMOND
ST KILDA EAST

DRAFT BENTLEIGH MAJOR ACTIVITY CENTRE STRUCTURE PLAN SUMMARY REPORT 2023



Contents

Part One:	3
Why do we need the Structure Plan?	3
Structure Plan Overview	3
Background studies	4
Context for change	4
Study area	4
Changes to the activity centre boundary	5
Part Two:	7
Vision and objectives for the draft Bentleigh Structure Plan 2023	7
Precincts	7
Proposed rezonings	11
Building heights and setbacks	12
Public spaces	14
Solar access	16
Transport	16
Part Three:	17
Making it happen	17
Next steps	18

Part One:

Why do we need the Structure Plan?

The draft Bentleigh Structure Plan is a 15-year plan for managing growth and improvement within the Bentleigh major activity centre. The main goals of the draft *Structure Plan* are as follows:

- To balance our desire to respect and maintain the character of our shopping strips, while making room to welcome new residents, visitors and businesses, and plan for growth that aligns with Council policies such as heritage, open space and sustainability.
- To plan, coordinate and prioritise projects and activities to improve public spaces and amenities for a growing population. This helps to achieve Council's objectives of improving parks and open spaces, infrastructure, and sustainability.
- To support the introduction of permanent planning controls in the Glen Eira Planning Scheme for building heights, setbacks and design guidance, providing greater certainty for community members, Council and developers.
- To support Plan Melbourne, the Victorian Government's metropolitan planning strategy, which expects that well-connected areas with established infrastructure, like Bentleigh, should accommodate their share of growth, which helps limit the growth of Greater Melbourne, and protects productive farmland from housing developments. It limits urban sprawl and provides for housing sustainability and diversity.

Structure Plan Overview

The draft *Structure Plan* is divided into three parts as follows:

Part one — Introduction

- Context for change

Part two — Vision and objectives and our strategic response

- Climate and Sustainability
- Heritage
- Economy
- Development
- Placemaking
- Transport

Part three — Making it happen

- Implementation Plan

Part One:

Context for change

Population

Glen Eira is changing in significant ways.

The population of Glen Eira is expected to increase by approximately 30,000 people between 2021 and 2036.* The projected population for Glen Eira in 2036 is 188,000.*

This will correlate to approximately 12,000 – 13,000 dwellings needed across Glen Eira to support this increase between 2021 and 2036.*

There will be a significant demand for both medium and high-density dwellings in Glen Eira.

* Source: Victoria in Future 2019

Why do we need to increase office and retail spaces?

To allow more people to work near where they live, we must provide the space needed for more office and retail development.

Glen Eira is estimated to need between 179,100 to 216,00 sqm of additional employment floorspace across its network of centres by 2036.* This demand is divided among retail, retail services and commercial office needs. Approximately 30 per cent of this demand is within three major activity centres (MACs) – Bentleigh, Carnegie and Elsternwick.

There is demand for an additional 12,800 sqm of retail floorspace and 1,700 sqm of retail services floorspace in Bentleigh to 2036.*

We see a similar demand for an additional 5,800 square metres of commercial (office) floorspace in Bentleigh by 2036.*

There is currently no additional ground-floor employment floorspace capacity in the centre. However, the increased demand can be met with potential floorspace on the first floor of buildings across the centre and through the redevelopment and consolidation of existing sites.

Providing increased office space and employment opportunities will allow more Glen Eira residents to work locally, which offers benefits for the environment, such as less traffic congestion and air pollution.

*SGS Economics and Planning: Employment Land Needs Assessment for the Bentleigh, Carnegie and Elsternwick Major Activity Centres

Background studies

In addition to community consultation from the 2018 *Structure Plan* and recent demographic data review, the preparation of the draft *Bentleigh Structure Plan* has been informed by studies undertaken by consultants with expertise in urban design, public realm, economics, heritage, and transport. Details of these studies are embedded throughout the draft *Structure Plan*.

Study area

To undertake the structure plan process, we needed to identify a study area for the Transport Study and Built Form Framework (involving building design requirements, such as heights and setbacks).

The **activity centre boundary** identifies the area that is the activity centre.

The activity centre boundary has been defined through neighbourhood character and heritage assessments conducted through the *Housing Strategy* 2022 and structure planning process which were conducted in parallel. The location of existing public open space, availability of strategic development sites and proximity to public transport have also been considered in defining this boundary.

The transport study area encompasses a much larger area around the Bentleigh activity centre and includes a wider surrounding residential area to ensure traffic movements and parking issues that affect the *Structure Plan* area are assessed in a comprehensive way.

The **Structure Plan boundary** is focused on the retail and commercial core of Centre Road, as the *Glen Eira Housing Strategy 2022* addresses the residential areas of the Bentleigh Major Activity Centre.

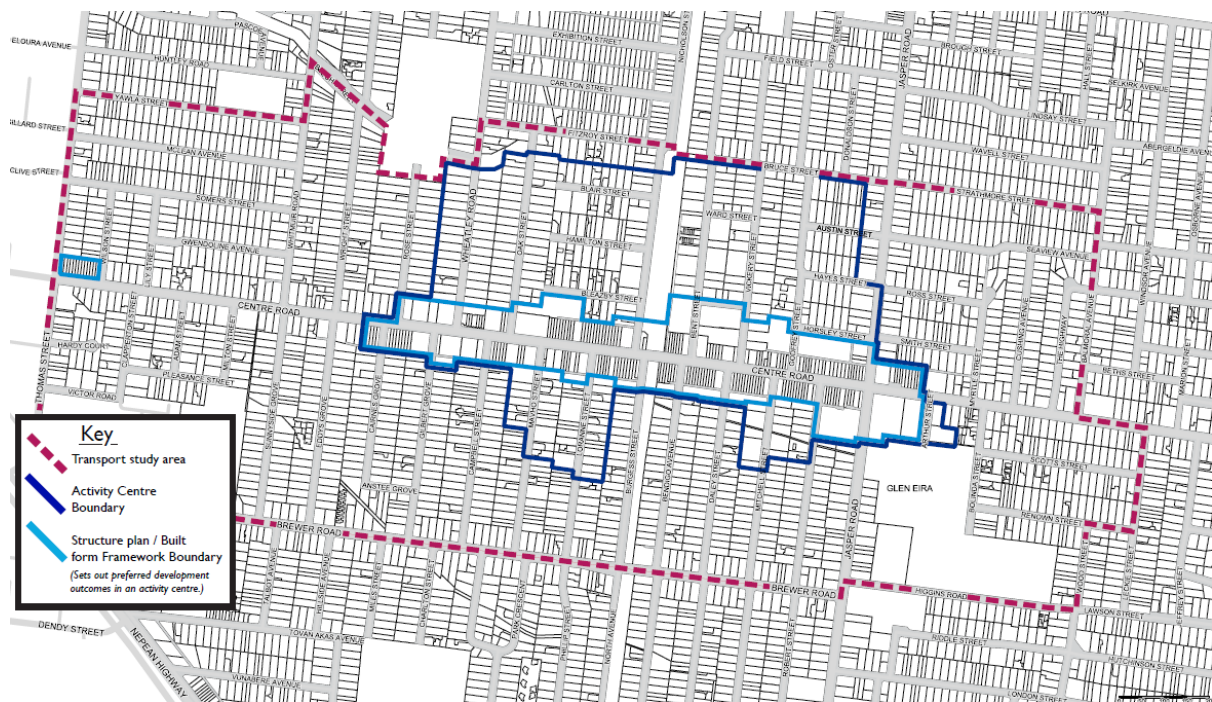


Figure 1: Activity Centre boundary including Transport Study area and Structure Plan/Built Form Framework boundary.

Changes to the activity centre boundary

An inconsistency exists in the Bentleigh activity centre where residential land south of Centre Road, between Mitchell Street and Burgess Street, is within a heritage overlay area (HO69) but is zoned Residential Growth (RGZ). The RGZ accommodates more intensive residential development – up to four storeys (substantial change) while the Heritage Overlay aims to conserve and enhance heritage places.

A heritage assessment was undertaken to assist with the preparation of the *Structure Plan*. The report concluded that the RGZ was incompatible with the Heritage Overlay (HO69) and that the Neighbourhood Residential Zone (NRZ) which is up to two storeys, is the most appropriate zone for this area which includes highly intact, mostly single-storey dwellings.

As a result, the draft *Structure Plan* recommends that the land south of Centre Road between Mitchell Street and Burgess Street (land within a Heritage Overlay) be rezoned from Residential Growth Zone to a Neighbourhood Residential Zone.

To reflect this heritage advice, land in Heritage Overlay HO69 is deemed an area of 'minimal change', and as such has been excluded from the activity centre boundary. The map below shows the revised activity-centre boundary. Note that commercial sites within a heritage overlay along Centre Road remain in the activity centre.



Figure 2: Bentleigh Major Activity Centre Boundary

Part Two:

Vision and objectives for the draft *Bentleigh Structure Plan 2023*

The vision for the Bentleigh Activity Centre was prepared following extensive consultation for the 2018 *Structure Plan*.

The 2023 draft *Structure Plan* builds on that vision to include reference to environmental sustainability, heritage, employment and housing:

Bentleigh will be an accessible, sustainable, local shopping destination with a vibrant cafe and restaurant culture. It will embrace its historic character and provide a range of local community, employment, housing and entertainment opportunities.

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

Objectives

The key objectives for the centre are categorised within the following themes:

- Sustainability
- Heritage
- Economy
- Development
- Place making
- Transport

Activity and Land Use

Precincts

The draft *Structure Plan* identifies four precincts in the Bentleigh Major Activity Centre. A number of strategies are recommended for each precinct. The precincts are shown in Figure 3 and a description of each precinct is provided on the next page.

Precinct 1- Centre Road Core

This precinct includes the core retail area of Bentleigh and properties that front onto Centre Road. These properties are located between Jasper Road (in the east) and Mavho Street and Oak Street (in the west). The Centre Road Core is defined by fine-grain, low-scale heritage buildings. Strategies recommended for this precinct aim to ensure that the heritage frontage remains the visually dominant element of all development in the centre and that new development is visually recessive and does not dominate the streetscape.



Figure 4- Precinct 1 Centre Road Core

Precinct 2-Centre Road East

Precinct two encompasses properties with frontages to Centre Road located east of Jasper Road, including two large, strategic development sites. Future development will reinforce the diversity of mixed-commercial built forms while establishing new street walls and larger buildings on Jasper and Centre Roads.

The two potential strategic development sites are located on the south side of Centre Road:

- Woolworths, 524 Centre Road, Bentleigh currently zoned Commercial 1 Zone (C1Z)
- Returned Services League (RSL), 538 Centre Road, Bentleigh currently zoned Residential Growth Zone (RGZ)

As strategic development sites, it is expected these will have potential for substantial redevelopment.



Figure 5 -Precinct 2 Centre Road East

Precinct 3-Centre Road West

Precinct three comprises of properties fronting Centre Road between Mavho Street and Oak Street (eastern edge), Rose Street and 248 Centre Road (western edge). This precinct has a more diverse streetscape with some larger contemporary buildings mixed in with fine-grain heritage buildings. The streetscape in this precinct will continue to be defined by a two- to three-storey street wall with recessive upper levels that transition down along its residential abuttal.



Figure 6- Precinct 3 Centre Road West

Precinct 4- Back Blocks

Precinct four comprises of lots positioned behind the Centre Road spine, most of which are Council-owned car parks, and the key anchors of Bentleigh Library and Coles supermarket.

Precinct four could be explored for urban renewal opportunities, involving community and/or commercial uses, open space, social and affordable housing and car parking on upper levels. Feasibility and investigative studies will need to be undertaken as a starting point to

assess whether such uses can be supported and whether relocation or reduction in car parking can be sustained.

Most visitors arrive and depart the MAC from these 'back block' car parks demonstrating their important role within the activity centre.

The following sites have been chosen as Key Opportunity sites:

- Key Opportunity Site A: 2 Oak Street (Council-owned car park);
- Key Opportunity Site B: 1-5 Bent Street (Council-owned car park);
- Key Opportunity Site C: 2 Bent Street (Council-owned car park) & 4-6 Bent Street (Coles supermarket);
- Key Opportunity Site D: 2-4 Vickery Street and 1-7 Godfrey Street (Council-owned car park) (part); and
- Key Opportunity Site E: 2-14 Horsley Street (Council-owned car park)

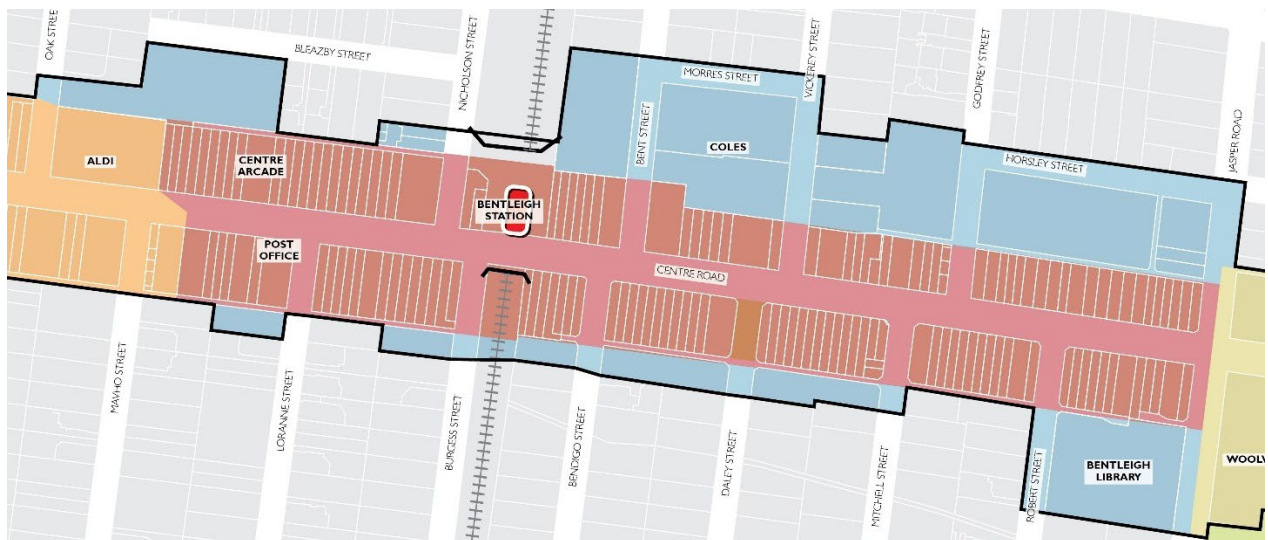


Figure 7 Precinct 4- Back Blocks

Proposed rezonings

Returned Services League (RSL) 538 Centre Road, Bentleigh

The RSL has been chosen as a future strategic development site due to its wide street frontage, corner position, large size and limited heritage and residential sensitivities.

To ensure future redevelopment is aligned with the objectives of the *Structure Plan*, we propose to rezone the RSL site (538 Centre Road, Bentleigh) from Residential Growth Zone (RGZ) to Commercial 1 Zone (C1Z). The Commercial 1 Zone will facilitate retail, office, business, entertainment and community uses. It will also provide for residential uses at increased densities.

6 Vickery Street, Bentleigh

The land at 6 Vickery Street, Bentleigh is zoned Public Use Zone 6 (Local Government) and comprises of a block of eight units in private ownership. The Public Use Zone is applied to land that is used for public uses and owned by government such as schools, car parks and libraries. Therefore, this zone is not an appropriate zone for the land.

The draft *Structure Plan* proposes to rezone the land from Public Use Zone to Residential Growth Zone to match the zoning immediately adjoining the land to the north.

Heritage properties HO69

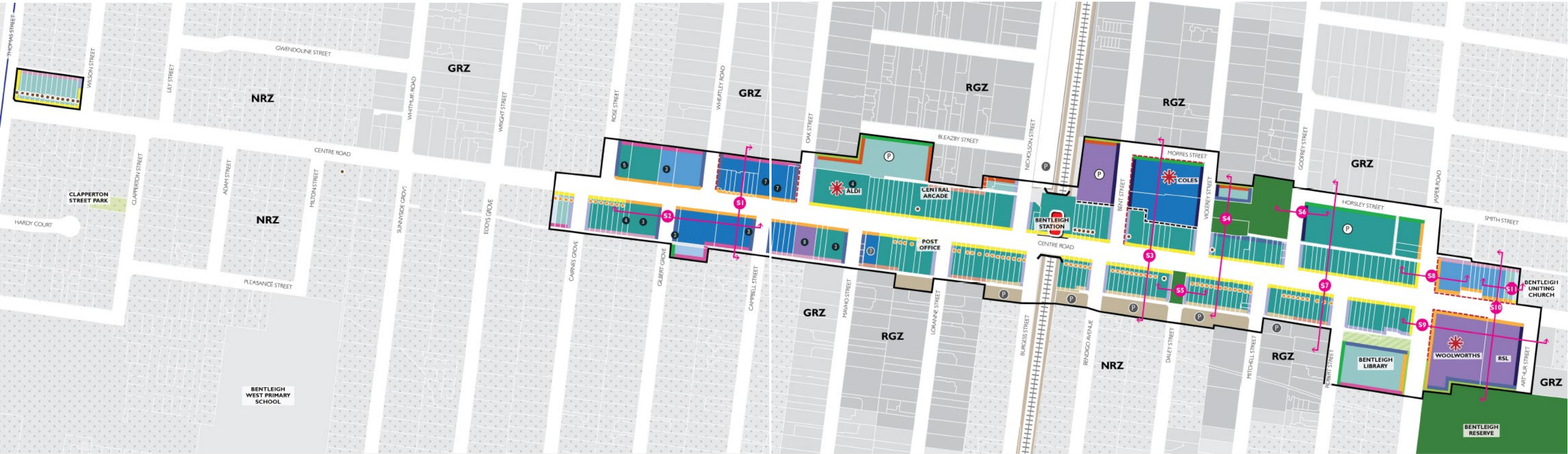
As discussed earlier, to reflect the advice of the Heritage Report, the draft *Structure Plan* recommends that the land south of Centre Road between Mitchell Street and Burgess Street (land within a Heritage Overlay area and RGZ) be rezoned from a Residential Growth Zone to a Neighbourhood Residential Zone.


Building heights and setbacks

A Built Form Framework was prepared for the centre which sets out preferred development outcomes for the centre relating to building heights, setbacks and other design considerations. The Framework analysis examines the impact of the proposed building heights and upper-level setbacks on the existing buildings and the sense of enclosure new development would have on the street.

The Built Form Framework is designed to protect heritage, minimise visual bulk, retain sky views, improve pedestrian safety, offer a good transition to sensitive areas and protect access to sunlight in public spaces. Mandatory heights are recommended for heritage properties and discretionary heights for non-heritage.

The maps below include the heights and setbacks proposed by the Built Form Framework for the activity centre, these have been included in the draft *Structure Plan*. The setbacks make up the different interface types, which vary across the centre to address a range of conditions.





Bentleigh MAC
Urban Analysis
and Built Form
Review

Built Form
Controls 1/2

Legend

Built Form Review Boundary	Recent Development (Storey) 4	Existing Parking (Retained) P
Railway/ Station	Recent Approval (Storey) 4	Improved Parking/ Consolidated P
Key Open Space	Significant heritage building	Surface Parking/ Utilities
New Public Open Space	Contributory place	Anchor Retail

Preferred Building Height

2 storeys (8m)	6 storeys (20.8m)
3 storeys (11.2m)	7 storeys (24m)
4 storeys (14.4m)	8 storeys (27.2m)
5 storeys (17.6m)	

Interface type

Type 1A - Centre Road	Type 2C - Side Street
Type 1B - Centre Road / Jasper Road	Type 3 - Residential Transition Street
Type 2A - Side Street	Type 4A - Residential (NRZ/GRZ - no laneway)
Type 2B - Side Street	Type 4B - Residential (NRZ/GRZ - with laneway)

Ground Level Setback

Type 5A - RGZ (without Laneway)	Footpath Widening (varies)
Type 5B - RGZ (with Laneway)	Laneway Setback (3m)
Type 5C - PUZ and car parking	Landscape Setback (5m)

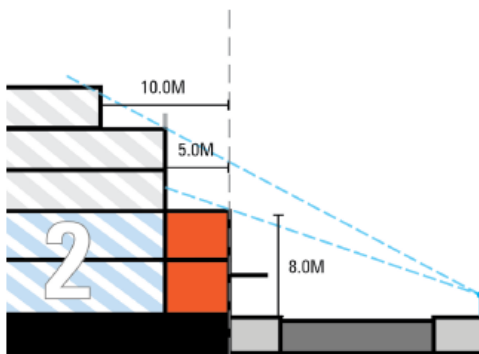
Project Ref: 20220091
Dwg No: UDD-001
Scale: 2250 @A3
Date: 30.09.22
Revision: C

Figure 8 Proposed building heights and setbacks

Below is an example of a recommended typical interface response. It shows the proposed 5-storey height and 5-metre setback for the two levels above the street wall and the further 5-metre setback for the top storey.

Typical Interface Response

Type 1A - Main Street



Application

- Centre Road Core Precinct
- Heritage sites

Public spaces

The Built Form Framework sets out several public realm opportunities underpinned by urban design, traffic and heritage assessments.

The public realm improvements include new public open-space opportunities, increasing tree-canopy cover, enhancing pedestrian connections, enhancing existing laneways, improving lighting and seating, wayfinding signage and solar access to existing and proposed public open space.

The draft *Structure Plan* identifies sites for potential new public open space. These sites are Council-owned car parks (collectively known as Key Opportunity Site D in the draft *Structure Plan*) at:

- 2-4 Vickery Street, Bentleigh
- 1-7 Godfrey Street, Bentleigh (part)

The map below includes the public realm improvements proposed for the Bentleigh Activity Centre.

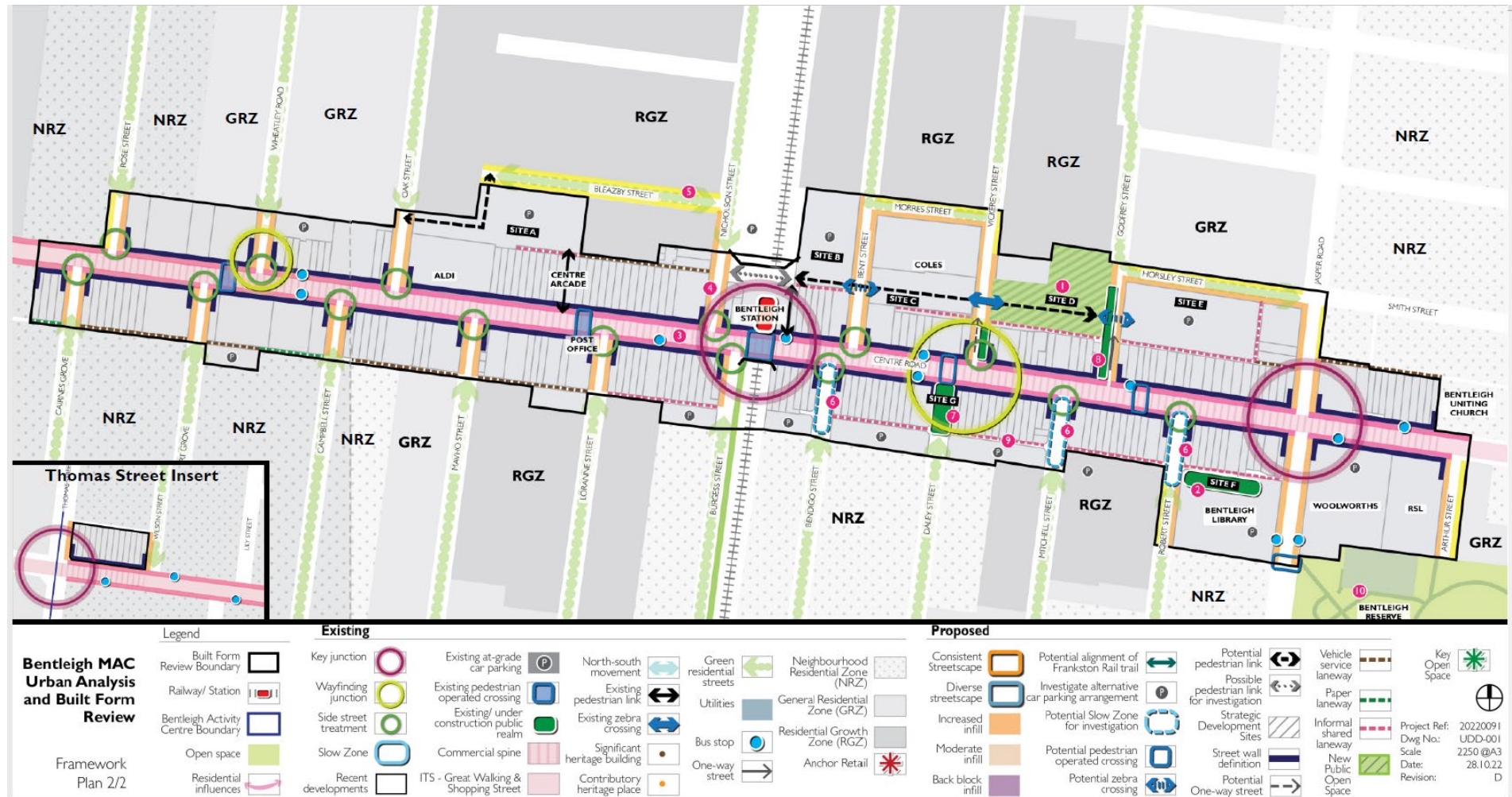


Figure 9 Proposed public realm improvements

Solar access

The Built Form Framework aims to ensure that public open space and the public realm receive adequate sunlight. This, in turn, helps ensure that public space will be used and enjoyed throughout many times of the year. The Built Form Framework includes the following solar-access measures to avoid overshadowing impacts from new development:

Areas	Solar Protection Parameters	Time
Centre Road	Avoid overshadowing of footpath (south side)	Between 10am-2pm at September equinox.
Footpath of all other streets, including side streets.	Avoid overshadowing of footpath, measured 3.9m from property boundary.	Between 10am-2pm at September equinox.
Godfrey Street and Vickery Street kerb extensions. Bentleigh Library Plaza.	Avoid additional overshadowing beyond the existing shadow or the shadow that would be cast by a street wall built to the nominated height as outlined in the interface diagrams appropriate to each site.	Between 10am-2pm at September equinox.
Key Open Space (Bentleigh Community Space, Bentleigh Reserve and proposed open space at Vickery to Godfrey St, currently car park)	Avoid additional overshadowing beyond the existing shadow or the shadow that would be cast by a street wall built to the nominated height as outlined in the interface diagrams appropriate to each site.	Between 10am-2pm June winter solstice.

Transport

The draft *Structure Plan* aims to ensure a range of transport options are available in Bentleigh and supports *Glen Eira's Integrated Transport Strategy* commitment to a 50:50 mode share of car and non-car trips by 2032.

A transport investigation and assessment has been conducted to determine whether Bentleigh's public and private transport systems can cater for growth. This assessment also considers Council's adopted strategies.

The transport study found that Bentleigh can accommodate the 15-year growth forecast through a combination of measures that could include; better management of public car parking, providing additional pedestrian crossings and improving crossing treatments, updates to existing signalised intersections and improving public transport. These interventions are aimed at improving vehicle movement and access and making alternative modes of transport such as walking and cycling easier and more attractive.

Further recommendations include implementing parking technologies, investigating designs for cycling treatments along specific roads, reviewing Council's Parking Policy and investigating the introduction of a parking overlay, which could result in providing car parking for new residential developments at a lower rate, including provision of zero parking for some developments in select locations. These would all be subject to further investigation.

The mitigation measures recognise that Bentleigh does not have opportunities to significantly increase the road network's capacity to address existing congestion issues.

Part Three:

Making it happen- implementation plan

The recommended statutory changes relating to building heights and setbacks will be implemented through a Planning Scheme Amendment.

By introducing planning controls, we can encourage more environmentally sustainable design options and by playing a role in the limitation of urban growth on the outer edge of Greater Melbourne, to reduce congestion on our roads and maximise the use of existing infrastructure, we can reduce our greenhouse gas emissions, as outlined in the objectives of our *Climate and Emergency Response Strategy*.

An amendment changes the planning controls, which determine how land can be used or developed. For privately owned land, development will occur over time within the limits established by these controls.

In terms of the major projects proposed on Council-owned land (such as new public spaces), a more detailed implementation plan has been prepared as part of the draft *Structure Plan* which includes improvement projects and advocacy strategies.

By being more creative with the ways we use the land available, both public and private, we can improve environmental outcomes with increased tree planting in line with the objectives of our *Open Space Strategy* and *Urban Forest Strategy*.

The *Structure Plan* enables us to breathe new life into our shopping strips and local businesses through a mix of user groups, as outlined in the *Aged-Care Strategy* and *Placemaking Framework*.

Major initiatives

The main initiatives of the implementation plan include:

- Investigate feasibility of a Local Area Traffic Management Plan for the Bentleigh activity centre that explores additional traffic calming measures to reduce 'rat running' in local streets within the transport study area
- Preparation of a streetscape improvement plan for Centre Road and adjoining side streets, looking to increase street tree planting across the centre
- Improvement of pedestrian links
- A feasibility study that examines the repurposing of the Council car park at 2-4 Vickery Street and 1-7 Godfrey Street (part) (known as Key Opportunity Site D) to future public open space
- Investigating the feasibility of future mixed-use developments on Council-owned sites that may include affordable housing, open space, car parking and limited retail uses. These sites could include;
 - 2 Oak Street, Bentleigh (Key Opportunity Site A)
 - 1-5 Bent Street, Bentleigh (Key Opportunity Site B)
 - 2 Bent Street and 4-6 Bent Street, Bentleigh (Key Opportunity Site C)
 - 2-14 Horsley Street, Bentleigh (Key Opportunity Site E)
- Investigate designs for cycling treatments along specific roads within the centre

Community engagement

- Community input into strategic planning work is important and is one of many factors we have to consider.
- Laws like the *Planning and Environment Act 1987* require us to factor in the state and metropolitan planning policy as well as the rules around what can and cannot be included in planning schemes.
- We value and try to include the community's feedback, but we can't always include every community priority.

Next steps

The next steps for the draft *Structure Plan* will be:

- Community engagement on the draft *Structure Plan* for a six-week period.
- Community feedback will be analysed which may result in changes to the *Structure Plan*.
- Reporting back to Council regarding community feedback and seek adoption of the final *Structure Plan* and commencement of a planning scheme amendment.