

21.08 OPEN SPACE

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C129

This Clause provides local content to support Clause 11 (Settlement) and Clause 12 (Environment and landscape values) of the State Planning Policy Framework.

Overview

Bayside's 138 publicly owned open spaces cover 416.2 ha (11%) of the total area of the municipality, including four publicly owned golf courses (119 ha). Bayside has a wide range of open spaces ranging from walking tracks along the foreshore, parks and reserves with active and passive sporting and recreational facilities to seven major golf courses (some of international standard)

The key defining feature of Bayside is its foreshore (98.9 ha), which represents 23.8 per cent of Bayside's publicly accessible open space network. The foreshore is a recreation and tourism asset of regional significance. It contains a number of sites of cultural heritage significance relating to the original inhabitants, the Boon Wurrung people. Five large parks identified as regional in status are spread across the municipality and provide opportunities for sport and recreation. These parks are Elsternwick Park, Dendy Park, Green Point, Cheltenham Park and Tjilatjirin Reserve. Bayside also has 75.2 ha of open space dedicated as Conservation Reserves, approximately 56.7 ha of which are within the foreshore and approximately 18.5 ha are inland. These areas provide examples of regionally significant flora, much of which is under threat. There is a developing trail system within Bayside to link open spaces and other key destinations. The Bayside Coastal Trail encompasses 17 kilometres of foreshore. Bayside also has a number of historic homes and gardens that offer the opportunity for recreation in a pleasant environment. It is important that these places remain accessible to the public, and to ensure that these places remain for future generations. Bayside's open spaces are a significant resource for the local and regional community. They contribute to the character of Bayside and are highly valued by all sectors of the Bayside community. This can often lead to competing demands.

The *Bayside Open Space Strategy (April 2012)* establishes a classification system for open spaces which identifies a catchment and a prime function for each open space. This will guide and define the management approach for each space in the open space network. The functions of open spaces are defined by the activities that take place within that space. Where possible, Council's approach is to support multi-use of its open spaces. Whilst each space in the open space network has been allocated a 'prime function' for management purposes, it is recognised that most spaces support a range of functions and the general approach is to optimise activities in open space where they can be accommodated without undermining or conflicting with the open space performing its prime function.

The *Bayside Open Space Strategy: Suburb Analysis and Action plan (August 2012)* details how the principles, policies and actions of the *Bayside Open Space Strategy (April 2012)* will be applied at a local level. It provides priority actions to improve the open space network within each suburb.

Overall, Bayside has a good allocation of open space per capita population compared with other middle and inner ring suburbs. However, a substantial area of Bayside's open space has restricted public access or restrictions on use due to occupancy by golf courses, significant vegetation and steep terrain along the foreshore. In addition, distribution inequity across the municipality is apparent, with some areas having far lower amounts of open space per capita.

An increasing population and additional households in Bayside will place further pressure on the existing open space network. As this growth will mostly be directed to activity centres, it will place increased pressure on the open space network which will not be equally distributed across the municipality. Changing dwelling types will also generally result in a decreased provision of private open space which will again place additional pressure on, and focus greater importance on the role of the open space network.

Key issues

Objective 1

To develop an open space network that accommodates a wide range of current and future community demands.

Strategies

- Ensure no net loss of open space across the municipality.
- Provide a range of open space experiences and functions within each suburb.
- Aim to provide all residents and workers with access to open space classified as Social Family Recreation, Sportsground or Beach Based Recreation within 400m walking distance.
- Consider if any new use and/or development of open space may compromise or conflict with the defined prime function for that open space and address any potential impacts.
- Improve open space in suburbs with a current or projected deficiency as a priority within the resources available for the open space network.
- Prioritise the acquisition of land in Highett and Black Rock for new open space over other suburbs in the municipality if opportunities arise.
- Improve trail networks and enter into arrangements with other open space owners to help alleviate deficiencies in the open space network.
- Provide open space facilities in accordance with any relevant Council management plan or master plan for the open space.

Objective 2

To ensure that the public open space network caters for a diverse range of users and is accessible to all.

Strategies

- Provide a balance of active and passive recreation opportunities.
- Ensure equitable use of sporting facilities.
- Restrict the enclosure of public open space.
- Encourage sharing of facilities to minimise the need for additional buildings.
- Ensure the range of open space areas caters for use by people of all ages and abilities by providing for appropriate accessibility which considers site specific constraints.

Objective 3

To maintain, protect and enhance the landscape, environmental and natural heritage values of open space and unique habitats in a sustainable manner.

Strategies

- Protect areas of landscape and natural heritage significance.

- Protect the natural biodiversity of the Conservation Reserves by ensuring that the primary purpose of the reserve is maintained.
- Maintain and enhance native habitats within sites to increase the resilience of the natural systems within which they are located.
- Enhance the connectivity of the open space network, and retain links between habitat areas and open space, to provide habitat corridors.
- Protect the important habitat role of open space.
- Ensure the retention of significant vegetation characteristics that form a major element of a distinctive urban character in the municipality, particularly in Beaumaris and Black Rock.
- Protect the cliffs and underlying gravel beds of Beaumaris Bay that contain one of the richest and most diverse fossil assemblages in Australia.
- Ensure planting of adequate and appropriate vegetation within the open space network that can add to carbon sinks and habitat corridors for fauna and protection from the sun.

Objective 4

To improve the connectivity of open spaces to make it easier to access existing open space.

Strategies

- Ensure recreational links connect with regional systems and opportunities beyond Bayside's boundaries.
- Reduce the effect of Beach Road as a barrier to pedestrian access to the foreshore.
- Connect open spaces and key community destinations to encourage walking and cycling.
- Provide landscaping along streets to create an attractive, green and connected suburban environment.
- Enhance views and access to Lyle Anderson Reserve from Graham Road in Highett through the creation of a public open space corridor.
- Establish a pathway / trail hierarchy and manage pathways along the foreshore.
- Increase the availability of access to and along the foreshore that accords with the principles of 'universal access'.

Objective 5

To obtain appropriate and sustainable public open space contributions at the time of subdivision.

Strategies

- Accept and use public open space contributions (whether by financial payment or vesting of land) in accordance with Clause 22.01 (Public Open Space Contributions).
- Require public open contributions (whether by financial payment or vesting of land) for residential and commercial subdivision pursuant to Clause 52.01 (Public Open Space Contribution and Subdivision) of the Bayside Planning Scheme.
- Negotiate open space contributions over and above the rate specified in the Schedule to Clause 52.01 of this Scheme for Strategic Redevelopment Sites (as defined at Clause 16.01-3 of this Scheme and/or as identified by Council), including:

- CSIRO site, Highett
- Barr Street/South Road, Brighton East
- Nepean Highway and Milroy Street, Brighton East
- Nepean Highway and North Road, Brighton
- South Road and Esplanade Avenue and around Milano's, Brighton
- Beach Road and Georgiana Street, Sandringham

Objective 6

To minimise any adverse impact of commercial advertising and promotional signage on public open space.

Strategies

- Discourage permanent commercial advertising and promotional signs on public open space.
- Regulate the display of temporary advertising signs on recreation reserves to ensure that the amenity of the open space and surrounding residential areas is not compromised.

Objective 7

To maintain opportunities for diverse recreation choices while recognising that the foreshore is a finite resource.

Strategies

- Provide for a range of leisure experiences appropriate to the character, facilities and environmental capacity of the foreshore.

Implementation

The strategies contained in this clause will be implemented through the planning scheme by:

Policy guidelines

- Consider Clause 22.01 (Public Open Space Contributions) in planning for the development and/or subdivision of land.
- Apply Clause 52.01 (Public Open Space Contribution and Subdivision) and the Schedule to Clause 52.01 to require a public open space contribution to be made to Council when land is subdivided.
- Apply Clause 52.03 (Specific Sites and Exclusions), the Schedule to Clause 52.03 and consider the Council policy *Temporary Advertising Signs on Recreation Reserves (June 2004, revised March 2005)* to regulate the display of temporary advertising signs within and around specified areas of open space.
- Apply Clause 52.05 (Advertising Signs) to regulate the display of advertising signs within and around open space.
- Consider any relevant master plan or management plan in planning for the use and/or development of an open space.

- Use the Bayside Open Space Strategy (*April 2012*), the Bayside Open Space Strategy: Suburb Analysis and Action *Plan (August 2012)* and the Bayside Coastal Management Plan 2014 in planning for the use and/or development of open space.

Application of zones and overlays

- Apply the Public Park and Recreation Zone to public open space reserves and the coastal environs.
- Apply the Public Conservation and Resource Zone to identified Conservation Reserves and open space of significant scientific, landscape, habitat or cultural value.
- Apply the relevant Public Use Zone to recognise public land used for public utility, civic and community services and facilities and to provide for associated uses that are consistent with the intent of the public land reservation or purpose, including open space.
- Apply the Vegetation Protection Overlay Schedule 1 to coastal areas that are significant for their diverse vegetation, and environmental value in providing habitat areas of regional, state and national significance.
- Apply the Vegetation Protection Overlay Schedule 2 to remnant bushland reserves that are significant for their diversity and environmental value in providing habitat areas of regional, state and national significance.
- Apply the Vegetation Protection Overlay Schedule 3 to significant vegetation characteristics that form a major element of a distinctive urban character in the municipality, particularly in Beaumaris, Black Rock and Cheltenham.
- Apply the Environmental Significance Overlay to ensure that development is compatible with identified environmental values, such as the cliffs and underlying gravel beds of Beaumaris Bay that contain one of the richest and most diverse fossil assemblages in Australia.
- Apply the Significant Landscape Overlay to identify, conserve and enhance the character of significant landscapes, such as Coral Avenue and Point Avenue, Beaumaris.

Further strategic work

- Investigate opportunities to acquire land for open space in Highett and Black Rock as a priority.
- Investigate open spaces which may warrant a more appropriate zone as identified by the *Bayside Open Space Strategy (April 2012)*.
- Prepare a Coastal Management Plan to provide policy guidance to manage the highly complex and diverse qualities of the foreshore.
- Prepare master plans for open spaces as they are required to manage a significant change in an open space over a period of time.
- Develop management plans for individual open spaces or groups of open spaces based on their classification as municipal/regional (individual plan), district (group plan or individual plan for more complex spaces) or local (group plans).
- Involve the community in developing master plans and management plans for open space as they are required..
- Develop guidelines to assist Council in applying its discretion to the consideration of commercial advertising signage in open spaces.

Reference documents

Bayside Coastal Management Plan 2014

Hihett Structure Plan (2004)

Bayside Open Space Strategy (April 2012)

Bayside Open Space Strategy: Suburb Analysis and Action plan (August 2012)