

Greater Dandenong Planning Policy and Controls

FINAL REPORT

APRIL 2015

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ACKNOWLEDGEMENTS

It is acknowledged that the City of Greater Dandenong is on traditional lands of the Wurundjeri tribe of the Kulin Nation. We offer our respect to the Elders of these traditional lands, and through them to all Aboriginal and Torres Strait Islander People.

PROJECT CONTROL

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EXECUTIVE SUMMARY

HOUSING IN CONTEXT

Melbourne is Australia's fastest growing capital city. The population has increased by over 600,000 people during the past decade, with approximately 60% housed in the outer suburbs. By 2050 it is predicted that the city will have grown by a further 3.4 million people, to a total population of 7.7 million.

In order to manage this anticipated growth the State Government has released a new metropolitan strategy, *Plan Melbourne*. The strategy sets out a wide range of directions and initiatives that will be implemented by State and local government and a variety of other stakeholders. While it builds upon long-term strategic directions set for metropolitan Melbourne, it also introduces a number of new concepts that will influence planning in Greater Dandenong:

- An **integrated economic triangle** that will involve upgrades to the Cranbourne-Pakenham rail corridor;
- **Protecting suburbs, while delivering density in defined locations**, enabling the crafting of residential controls to better define preferred housing outcomes;
- **Twenty-minute neighbourhoods**, where residents will have access to shops, services, open space, employment and community services;
- **Transitioning to a more sustainable city**, which involves a range of approaches such as creating a more compact city, making better use of transport infrastructure, improving building design, and greening the city;
- A **revised metropolitan structure**, which designates Dandenong as a Metropolitan Activity Centre, Dandenong Hospital and TAFE as a Health/Education Precinct, Dandenong South and Monash as National Employment Clusters, and the Southern Industrial Precinct as a State Significant Industrial Precinct.

Plan Melbourne also introduces sub-regions to facilitate implementation planning and coordination between State and local government. Greater Dandenong is located within the Southern Metropolitan Region, which includes the south-eastern growth corridor. The population growth of this region is predicted to be in the range of 400,000-480,000 people by 2050.

In addition to providing new housing to accommodate population growth, Councils within each region will also need to ensure that diverse and affordable housing is provided in order to cater for declining household sizes, a general ageing of the population, and changing social expectations about housing.

ABOUT THIS PROJECT

This project is an action identified in the *Draft Greater Dandenong Housing Strategy (2014)*. It seeks to improve the operation of planning policy and controls across all residential areas in the City of Greater Dandenong to ensure that they balance and achieve a variety of housing types that meet high amenity standards and accommodate expected population growth.

The current housing framework in Greater Dandenong was developed in response to State planning policy and the previous metropolitan strategy, *Melbourne 2030*. The fundamentals of the framework remain sound and are consistent with the directions set in *Plan Melbourne*.

This project therefore seeks to refine rather than reinvent Greater Dandenong’s housing framework by taking into consideration recent changes to the metropolitan strategy and planning controls. In particular, it examines in detail the new residential zones and the opportunity they present to give clear direction to Council’s housing objectives.

In preparing this report the study team has taken into account the requirements of *Planning and Environment Act 1987*, the new metropolitan strategy *Plan Melbourne*, the Municipal Strategic Statement, relevant Ministerial Directions and planning-related Advisory and Practice Notes, recommendations and key findings of the Residential Zones Standing Advisory Committee, as well as the views of Council, stakeholders and the local community.

This report represents the final stage of a three-stage process. Stage 2 involved extensive community consultation, branded '*Future Housing near Major Shopping Centres*'. There was a significant response to the consultation. Council received hundreds of submissions from local residents, business owners and representatives of the development industry. The submissions have informed the analysis undertaken as part of this report.

REFINING THE HOUSING FRAMEWORK

Greater Dandenong has a well-established housing framework described in the Municipal Strategic Statement and implemented through planning zones, overlays and policies. This framework formed the basis of an amendment to the *Greater Dandenong Planning Scheme* in November 2013, which introduced the new residential zones as follows:

RESIDENTIAL CHANGE AREAS	FORMER RESIDENTIAL ZONES	REFORMED RESIDENTIAL ZONES
Substantial Change	Residential 2 Zone	Residential Growth Zone
Incremental Change	Residential 1 Zone	General Residential Zone
Limited Change	Residential 3 Zone	Neighbourhood Residential Zone

The amendment which introduced the reformed residential zones to Greater Dandenong did not alter the zone boundaries.

Schedules to each of the residential zones assist in shaping built form outcomes by varying ResCode standards and setting out height controls. These were translated from the former zones to the new zones with minor modifications. In addition, the *Residential Development and Neighbourhood Character Policy* (Clause 22.09) outlines future character statements, design guidelines and preferred dwelling typologies for each area.

The analysis undertaken as part of this project sought to determine whether the application of the new residential zones was appropriately supporting the development outcomes sought by Council in its MSS and local policy. This was a particular concern raised in submissions to the *Future Housing Near Major Shopping Centres* consultation given that the purposes of the new zones differ from the former zones.

In addition, as the new zones were applied in Greater Dandenong prior to the release of *Plan Melbourne*, the project provided an opportunity to re-examine planning controls and policies in response to changes to the overarching metropolitan strategy.

RESIDENTIAL GROWTH ZONE

While the project examined the entire housing framework, it placed particular emphasis on the Residential Growth Zone.

The Residential Growth Zone applies to the areas immediately surrounding the Comprehensive Development Zone in Dandenong and around the commercial cores of Springvale and Noble Park. Approximately 11% of Greater Dandenong's residential land is included in the Residential Growth Zone.

The analysis revealed that the proportion of non-greenfield land identified for substantial change in the City of Greater Dandenong – as designated by both the Comprehensive Development Zone and the Residential Growth Zone – is substantially higher than any of the other municipalities examined as part of this study.

This was noted in the DTPLI *Housing Development Data Analysis (September 2013)* report, which stated:

The level of change supported for the core and surrounding residential parts of Dandenong's Activity Areas represents one of the most comprehensive implementations of the State Planning Policy Framework in the south east of metropolitan Melbourne, which promotes higher scales of change in and around Activity Areas.

The report noted Council observations that the extensive size of the Substantial Change Areas may be negatively impacting on the achievement of residential growth objectives within the Activity Centres. It speculated that a contraction of Substantial Change Areas may encourage more intense development in the commercial core areas of each centre.

A review of the current planning provisions found that, not only are the areas designated for 'substantial' change expansive, but the purposes of the new zones imply a degree of change that exceeds the built form outcomes anticipated in the *Municipal Strategic Statement* and *Residential Development and Neighbourhood Character Policy*.

These findings led to the preparation of refined framework plans for the Substantial Change Areas and a revision of the boundaries of the areas themselves. The refinements are intended to enable Council's housing and built form objectives to be more precisely expressed and translated into refined planning controls.

DEVELOPMENT AROUND ACTIVITY CENTRES

Residential Framework Plans were prepared for Dandenong, Springvale and Noble Park RGZ areas to provide enhanced differentiation within the Zone, focus development within the immediate periphery of Greater Dandenong's key activity centres and improve built form outcomes. The Plans were exhibited as part of the *Future Housing near Major Shopping Centres* consultation.

The proposed Residential Framework Plans designated three different residential precincts within the areas currently zoned RGZ, namely the Residential Inner, Middle and Outer Areas. This approach essentially sought to step down the height and intensity of development as walking distances from the core of each centre increased. The stepping down of built form and moderation of dwelling types is illustrated in the diagram below, which formed part of the consultation material.



The rationale behind the proposed 'stepping down' of built form as distance from the activity centre increases was informed by the following considerations:

- The housing framework currently expressed in the Municipal Strategic Statement and *Residential Development and Neighbourhood Character Policy* seeks to focus high density development within and adjacent to the activity centre cores.
- The concentration of higher density apartment-style development close to the core of each activity centre would enable change to be more effectively managed and support the targeting of streetscape and traffic management improvements.
- At present speculative 'out of context' apartment developments are being developed throughout the substantial change areas, creating design and amenity tensions within lower-scale streetscapes.
- The significant dispersion of larger sites suitable for this type of development (as identified by DTPLI data) would see a continuation of this trend, with no incentive for the focussing of development to achieve more uniform change.
- Site analysis confirms that the substantial change areas are not uniformly suitable for urban-style development. Some areas have already been subject to considerable change, others at the fringe retain a primarily suburban residential character.

Council received hundreds of community and stakeholder responses to the *Future Housing near Major Shopping Centres* consultation. Based on this feedback seven precincts were identified for further analysis. A detailed analysis of these areas was undertaken in order to rationalise, refine and finalise the Residential Framework Plans and develop recommendations for appropriate planning controls and policies.

As a result of the further analysis, the report recommends:

- Minor modifications to the Residential Growth Zone in the Dandenong Declared Area;
- Expansion of the Residential Growth Zone in Springvale, where new development opportunities have emerged associated with the redevelopment of Springvale Station and significant development proposals to the west of the centre;
- A reduction in the extent of the Residential Growth Zone in peripheral parts of Dandenong and Noble Park where it is appropriate for neighbourhood character to be reinstated as a design consideration.

IMPLEMENTATION

Through the refinement of the Residential Framework Plans it is recommended that the names of the housing change areas included in the maps and consultation material exhibited in 2014 be revised to provide a clear naming mechanism for the new zone schedules. In particular:

The areas previously as the 'Residential Middle Area' are renamed to the 'Residential Outer Area'.

The 'Residential Outer Area' is renamed to the 'Incremental Change Area', noting that the former 'Residential Outer Areas' were considered the equivalent of the Incremental Change Areas at the time of exhibition.

It is also recommended that the Residential Framework Plans be implemented through the following modifications to the existing controls and policies:

- **Substantial Change Areas**
 - Retain **RGZ1** for the Dandenong Declared Area
 - Apply a new **RGZ2** to the balance of the Inner Areas (including the small number of properties in Noble Park currently included in the existing RGZ2)
 - Apply a new **RGZ3** to the Outer Areas
- **Incremental Change Areas:**
 - Extend the boundaries of a modified **GRZ1** to include the identified Incremental Change Areas.
 - Retain the existing **GRZ2** that applies to Dandenong South and Keysborough
- **Limited Change Areas**
 - Retain the existing **NRZ1**

OTHER FINDINGS

The report also considers a number of other matters arising from the project brief, the community engagement process, and the implementation of the Residential Framework Plans.

The report examines the appropriateness of applying mandatory building heights, an option now available under the reformed zones. At present the only mandatory height provision that exists is in the Limited Change Areas that are zoned Neighbourhood Residential Zone.

In order to support the focussing of higher density development within the activity centre cores, thereby reinforcing the built form outcomes expressed in the Municipal Strategic Statement, the report recommends the introduction of new mandatory height controls as follows:

- Within the Substantial Change Areas beyond the commercial core and the Dandenong Declared Area (3 and 4 storeys); and
- Throughout the General Residential Zone (2 storeys)
- Throughout the Neighbourhood Residential Zone (2 storeys).

The option to introduce a minimum subdivision area was examined and not supported at this time. It was concluded that the Neighbourhood Residential Zone provides sufficient control over development to achieve Council's neighbourhood character objectives.

Finally, a detailed examination of the residential zone schedules, applications requirements and decision guidelines was undertaken in order to implement the refined framework and implement some minor refinements.

PARALLEL STUDIES

Finally, the report incorporates the findings of two additional analysis reports that were undertaken in parallel to this project.

Housing Analysis Final Report, March 2015, conducted by SGS, investigated the capacity of the City's residential areas to accommodate forecast housing growth for the municipality under both the existing housing framework and the zone changes recommended in this report. The report found that under the existing and proposed zone scenarios, housing capacity will exceed the demand forecast to 2026.

The *Private Open Space for Medium Density Development in GRZ1, 2015* recommends increasing the requirement for private open space for multi dwelling development within the General Residential Zone (Schedule 1).

RECOMMENDATIONS

Based on the discussion and analysis presented in this report, the following recommendations are made:

- Amend the Municipal Strategic Statement to reflect the Residential Framework Plans for Dandenong, Noble Park and Springvale.
- Amend the *Residential Development and Neighbourhood Character Policy* (Clause 22.09) to both reflect the Residential Framework Plans and strengthen a number of urban design policies.
- Amend the Residential Growth Zone Schedules, and create new Schedules where necessary, to reinforce urban design outcomes currently reflected in the *Residential Development and Neighbourhood Character Policy* (Clause 22.09), implement the Residential Framework Plans and introduce mandatory height controls in some locations.

- Amend the General Residential Zone and Neighbourhood Residential Zone Schedules to reinforce urban design outcomes currently reflected in the *Residential Development and Neighbourhood Character Policy* (Clause 22.09), implement the Residential Framework Plans, and introduce mandatory height controls.
- Rezone identified precincts from Residential Growth Zone to General Residential Zone and *vice versa* to better reflect Council's strategic objectives.
- Introduce specific decision guidelines and application requirements into all of the Residential Zone Schedules to reinforce the *Residential Development and Neighbourhood Character Policy* and implement the findings of this report.

1

INTRODUCTION

1.1 THE PROJECT

The Victorian State Government introduced a suite of new residential zones into the *Victorian Planning Provisions* in July 2013. The new zones came into effect in the City of Greater Dandenong in November 2013 following an amendment to the *Greater Dandenong Planning Scheme*. The *Dandenong Neighbourhood Character Study* together with *Clause 22.09 - Residential Development and Neighbourhood Character Policy* provided the strategic basis for the translation of the former zones to the new residential zones. This translation included transferring the former schedules to the residential zones and elements of Clause 22.09 to the new provisions and did not alter the zone boundaries.

Planisphere was commissioned by the City of Greater Dandenong to undertake the Residential Planning Policy and Controls Project. The project is an action identified in the *Draft Greater Dandenong Housing Strategy*. It seeks to improve the operation of planning policy and controls across all residential areas in the City of Greater Dandenong to ensure that they balance and achieve a variety of housing types that meet high amenity standards and accommodate expected population growth. The project has a particular focus on the Residential Growth Zone in Dandenong, Noble Park and Springvale.

1.1.1 METHOD

The project was undertaken in three stages.

STAGE 1 – INCEPTION & PLANNING ASSESSMENT

Stage 1 involved an extensive review of existing policies, strategies and relevant background information. This included the peer review of the *Residential Zones Review 2013* report prepared by Council Officers. The Officer report included an analysis of the existing residential policy framework and controls and made a series of recommendations to improve and refine this context, including proposed refinements to the Residential Growth Zone (RGZ) maps.

Four workshops were undertaken with Councillors and Council Officers:

Design Workshop - examples of recent multi-unit development within the municipality were evaluated to gain an understanding of current built form issues.

Place Workshop – a bus tour through the RGZ areas surrounding Dandenong, Springvale and Noble Park Activity Centres. This session assisted in the development of criteria to differentiate and refine the existing RGZ areas presented in the *Residential Zones Review 2013*.

Mapping Workshops – three workshops were conducted with Councillors and Council Officers to develop and refine Proposed Residential Framework Plans for the RGZ areas.

The key outputs of Stage 1 were a *Consultation Strategy (May 2014)* and *Planning Assessment Report (May 2014)*. The former outlined the project approach to consultation with key stakeholders and the community. The latter compiled the results from the previously listed tasks, including the preparation of Proposed Residential Framework Plans for the RGZ areas.

STAGE 2 – CONSULTATION

Stage 2 involved extensive community consultation, branded '*Future Housing near Major Shopping Centres*'. The consultation period took place from 10 June to 10 July 2014 and aimed to:

- Understand aspirations and values regarding precincts within the Residential Growth Zone
- Seek opinions about recent residential development and whether or how outcomes should be improved
- Obtain feedback about proposed Residential Framework Plans prepared for each centre.

Stakeholder and community feedback was sought through a variety of methods; including workshops, an online survey and feedback form, information sessions and written submissions.

There was a significant response to the *Future Housing near Major Shopping Centres* consultation. Council received hundreds of submissions from local residents, business owners and representatives of the development industry.

A detailed description of the consultation methodology, outcomes and key messages is contained in the *Consultation Summary Report (August 2014)*. A summary is provided in [Chapter 2](#).

STAGE 3 – FINAL REPORT & PLANNING SCHEME CHANGES

The final project stage involved the collation of information developed during previous project stages, consideration of the findings from the *Future Housing near Major Shopping Centres* consultation and additional analysis.

The final stage culminated in the preparation of this report. This report recommends changes to the *Greater Dandenong Planning Scheme* that aim to better align planning controls and policies with Council's strategic housing and built form objectives.

Draft Residential Design Guidelines for medium density housing were also prepared as a separate but parallel project.

1.1.2 THIS REPORT

The purpose of this *Final Report* is to outline recommended changes to the *Greater Dandenong Planning Scheme* to improve the operation of planning policy and controls across all residential areas in the municipality.

The analysis and recommendations contained in this report have been informed by the following documents (among others):

- ***Greater Dandenong Planning Scheme***, which outlines the existing housing framework, controls and policies that form the basis of the review.
- ***Draft Greater Dandenong Housing Strategy (2014)***, which describes Council's overarching objectives and strategies for housing, including a range of actions that sit outside the planning system.
- ***City of Greater Dandenong Neighbourhood Character Study (2007)***, which describes existing and future character objectives for neighbourhoods across the municipality that formed the basis of the current residential framework.

- ***Plan Melbourne (2014)***, which sets out the metropolitan strategic context and framework that Greater Dandenong’s housing framework must support.
- ***Reformed Residential Zones***, which provide the opportunity for greater certainty about the degree of change expected across residential areas, and more specific control over built form outcomes, than the previous residential zones.
- ***Practice Note 78 – Applying the Residential Zones (December 2013)***, which describes the purposes and features of the zones and gives direction as to how they are to be applied.
- ***Housing Development Data Analysis (September 2013)***, which examines the performance of the Greater Dandenong housing framework based on the spatial analysis of housing development trends between 2004-2011.
- ***Residential Zones Standing Advisory Committee: Stage One Overarching Issues Report (June 2014)***, which provides advice to the Minister for Planning in relation to broad issues raised during a review of 14 draft residential zone amendments. This is the first document to analyse the practical implications of applying the new residential zones.
- ***Housing Analysis Final Report (March 2015, SGS Economics)***, which analyses residential dwelling capacity under the existing and proposed residential zones to 2026.
- ***Private Open Space for Medium Density Development in GRZ1 (April 2015)***, which recommends an increase in the private open space standard for multi dwelling development (B28) within the General Residential (Schedule 1).

Chapter 2 provides an overview of the State and local planning policy context underpinning this review of Greater Dandenong’s residential planning controls and policy.

Chapter 3 provides an overview of the approach and key findings from stakeholder and public consultation undertaken as part of the project.

Chapter 4 outlines analysis of the Substantial, Incremental and Limited Change Areas. A detailed examination of the Residential Growth Zone surrounding Dandenong, Springvale and Noble Park activity centres is undertaken to rationalise, refine and finalise the Residential Framework Plans in response to submissions made during community and stakeholder consultation.

Chapter 5 provides a detailed discussion outlining proposed implementation measures.

Chapter 6 summarises the recommended changes to the *Greater Dandenong Planning Scheme* arising from the report findings.

2

STRATEGIC CONTEXT

2.1 STATE POLICY

2.1.1 PLAN MELBOURNE: METROPOLITAN PLANNING STRATEGY

The Victorian State Government's recently released *Plan Melbourne: Metropolitan Planning Strategy* seeks to manage growth and change across metropolitan Melbourne over the next 35 years. The strategy identifies planning, transport, infrastructure, services and major project initiatives to be undertaken over this period.

The Strategy sets out a plan for expected growth in the number of additional households in Melbourne and anticipates that established suburbs will accommodate a greater proportion of this growth than outer areas. Underlying planning for this growth is a desire to retain the liveability and character of the established areas.

This is to be achieved by concentrating areas of major change in strategically located redevelopment areas such as National Employment Clusters, Activity Centres, Urban Renewal Locations, larger parcels of undeveloped land and consolidated sites. Elsewhere, greater emphasis is to be placed on the protection of neighbourhood character, landscape and environmental values.

An expectation is that Councils will undertake the necessary strategic work to inform where growth and change can occur in each municipality. A significant part of this work is in the implementation of the new residential zones at a local level.

Plan Melbourne establishes a Metropolitan Melbourne Structure Plan.

Table 1 summarises key elements of the Structure Plan as they relate to the Greater Dandenong Residential Planning Policy and Controls Project.

Figure 1 is an excerpt from the South-Eastern Subregional Plan from *Plan Melbourne*, illustrating key recommendations as they relate to Greater Dandenong.

Key housing-related directions from *Plan Melbourne* relevant to Greater Dandenong are as follows:

- Create a city of 20-minute neighbourhoods
- Support development of Metropolitan Activity Centres
- Support planning of other Activity Centres
- Understand and plan for expected housing needs
- Reduce the cost of living by increasing housing supply near services and public transport
- Deliver housing close to jobs and transport
- Facilitate the supply of more social and affordable housing.

These broad metropolitan directions align closely with the strategic directions set out within the current City of Greater Dandenong Municipal Strategic Statement and the *Draft Greater Dandenong Housing Strategy*, both of which are discussed below.

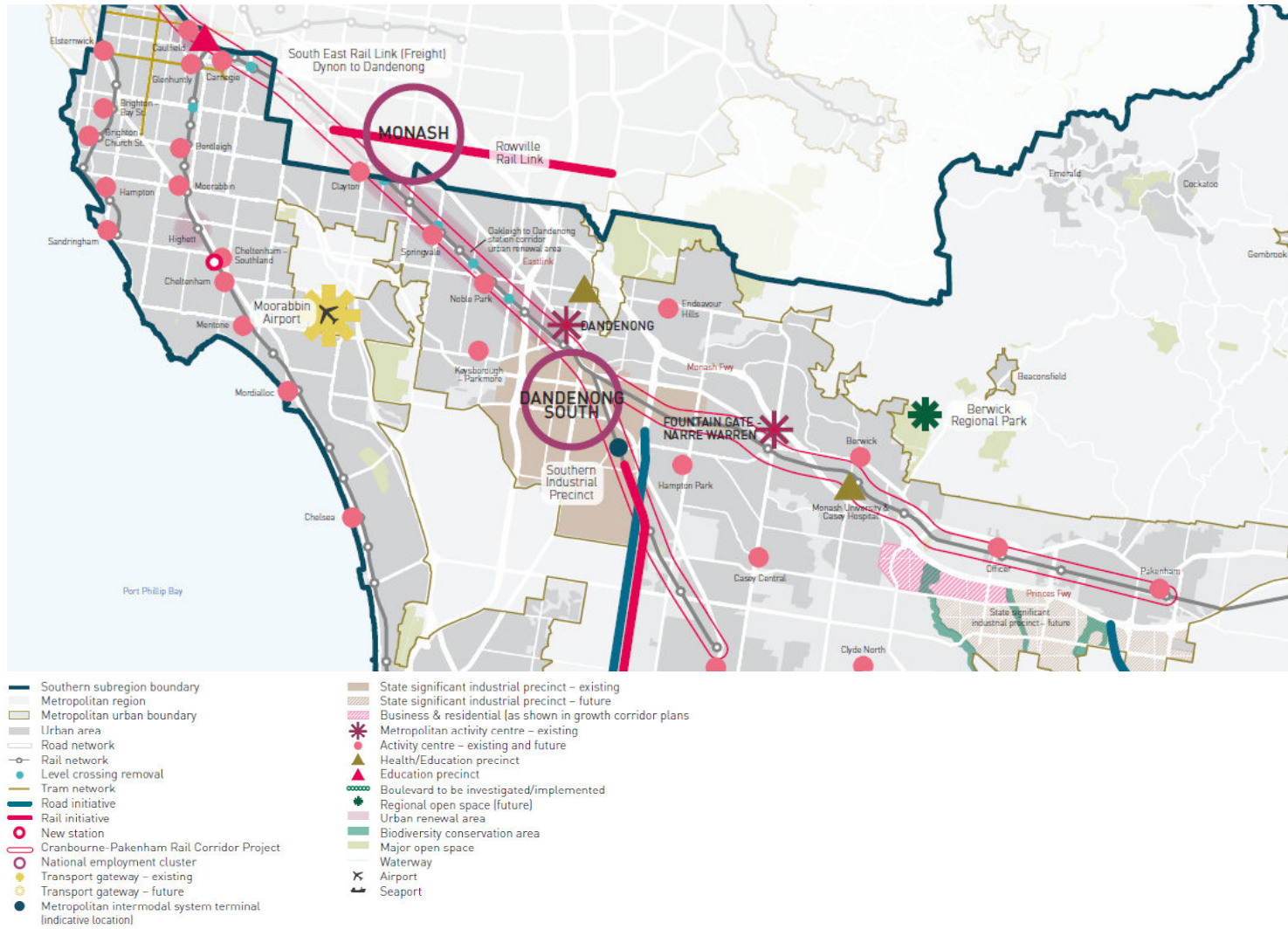
The recommendations of this Report support and implement these key initiatives and policy directions.

TABLE 1 - RELEVANT HOUSING-RELATED ELEMENTS OF PLAN MELBOURNE

NAME	STRATEGIC DIRECTION	RELEVANT LOCATIONS
Metropolitan Activity Centre	To maximise access to goods and services in a limited number of major centres with good public transport networks. These centres will play a major service delivery role, including government, health, justice and education services, retail and commercial, and provide a diverse range of jobs, activities and housing for a subregional catchment.	Dandenong
Health / Education Precinct	To improve access to health and/or education services and to improve job choices in these industries for Melburnians. As significant generators of skilled employment, activity and visitation, these precincts will support ancillary health and/or education, retail, commercial, accommodation, services, housing and public transport. They may anchor activity centre development, particularly in growth areas. In growth areas, activity centres will be the priority location for these facilities. In established Melbourne, they may currently stand alone and there will be opportunities to diversify the uses around these precincts.	Dandenong Hospital / Chisholm TAFE – Dandenong Campus
Activity Centre	Enable 20-minute neighbourhoods by providing access to a wide range of goods and services in centres that are planned and coordinated by local governments. The centres will provide employment and vibrant local economies. Some will serve larger subregional catchments. Through the removal of retail floorspace and office caps, activity centres may grow unrestricted.	Springvale Noble Park Keysborough-Parkmore
Neighbourhood Centres	To provide neighbourhood access to local goods, services and employment opportunities. Planning in these locations will help to deliver 20-minute neighbourhoods across Melbourne.	Numerous smaller centres throughout the municipality

Urban Renewal Corridor	To co-locate employment, population and public transport in under-utilised locations.	Oakleigh to Dandenong Urban Renewal area Springvale Station upgrade Sandown Racecourse Masterplan Cranbourne-Pakenham line improvements Level crossing removals Port of Hastings transport gateway Gippsland Regional Growth Plan
National Employment Clusters	To improve access to a diversity of employment opportunities, including knowledge jobs in six designated precincts in metropolitan Melbourne. They are mixed-use centres and, with the exception of Dandenong South, will include residential, retail and commercial development.	Dandenong South Monash (incorporates Springvale Activity Centre, Springvale North and Sandown Racecourse)

FIGURE 1 - EXCERPT FROM PLAN MELBOURNE: SOUTH-EAST SUBREGION RECOMMENDATIONS



2.1.2 STATE PLANNING POLICY FRAMEWORK

The State Planning Policy Framework (SPPF) sets the key planning policy directions that apply throughout Victoria. Local Government strategies and planning schemes are required to be consistent with the SPPF.

Clause 11 'Settlement' is a key mechanism for implementing the metropolitan planning strategy, Plan Melbourne. The Clause specifically encourages:

The build up of activity centres as a focus for high-quality development, activity and living for the whole community by developing a network of activity centres.

Support for the role and function of the centre given its classification, the policies for housing intensification, and development of the public transport network.

Higher density developments on sites that is well located in relation to Activity Centres and public transport.

Appropriately designed development that responds to its landscape, valued built form and cultural context.

Clause 15 'Built Environment and Heritage' is also relevant to this project. It specifically encourages:

The creation of urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity.

Good urban design to make the environment more liveable and attractive.

New development or redevelopment[that] contributes to community and cultural life by improving safety, diversity and choice, the quality of living and working environments, accessibility and inclusiveness and environmental sustainability.

Development to respond to its context in terms of urban character, cultural heritage, natural features, surrounding landscape and climate.

Development to include a site analysis and descriptive statement explaining how the proposed development responds to the site and its context.

Transport corridors to integrate land use planning, urban design and transport planning that are developed and managed with particular attention to urban design aspects.

Retention of existing vegetation or revegetation as part of subdivision and development proposals.

Architectural and urban design outcomes that contribute positively to local urban character and enhance the public realm while minimising detrimental impact on neighbouring properties.

The design of subdivisions to achieve attractive, liveable, walkable, cyclable, diverse and sustainable neighbourhoods.

Neighbourhood design that makes people feel safe and improves community safety.

Recognition and protection of cultural identity, neighbourhood character and sense of place.

Development that responds to its context and reinforces special characteristics of local environment and place by emphasising:

- The underlying natural landscape character.
- The heritage values and built form that reflect community identity.
- The values, needs and aspirations of the community.

Land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.

The conservation of places of heritage significance.

The protection and conservation of places of Aboriginal cultural heritage significance.

The other key Clause of the SPPF relevant to this project is Clause 16 'Housing' which specifically encourages:

An increase in the proportion of housing in Metropolitan Melbourne to be developed within the established urban area, particularly at activity centres, employment corridors and at other strategic sites, and reduce the share of new dwellings in greenfield and dispersed development areas.

Higher density housing development on sites that are well located in relation to activity centres, employment corridors and public transport.

An adequate supply of redevelopment opportunities within the established urban area to reduce the pressure for fringe development.

Ensuring that housing stock matches changing demand by widening housing choice, particularly in the middle and outer suburbs.

Support for a wide range of income groups to choose housing in well-serviced locations.

The identification of strategic redevelopment sites for large residential development.

A sufficient supply of land available to meet forecast demand.

An adequate supply of redevelopment opportunities within the established urban area.

Other relevant Clauses of the SPPF are Clause 17 which relates to economic development and Clause 18 which relates to transport.

2.2 LOCAL PLANNING POLICY

2.2.1 GREATER DANDENONG PLANNING SCHEME

MUNICIPAL STRATEGIC STATEMENT

CLAUSE 21.03 - VISION

Council's Vision for Greater Dandenong is:

A nationally and internationally competitive city; a pre-eminent industrial centre for Melbourne's south-east with a significant high-tech/knowledge industrial component; a centre for government, multi-national investment and employment; vibrant commercial and retail sector and a state of the art inter-modal transport interchange for south eastern Victoria.

A municipality where, central Dandenong, major activity centres, other neighbourhood and local centres function as activity centres where high quality, appropriate, high to medium housing exists in harmony with a thriving and well-managed retail and commercial sector.

A municipality where central Dandenong functions as the sustainable economic heart of the City for retail, commercial and residential development complemented by a number of activity centres ranging from major to local activity centres, where a range of high quality, affordable high to medium density housing exists in harmony with a thriving retail and commercial sector and where sustainable modes of transport are highly accessible resulting in significantly less journeys by car.

A municipality where, housing diversity and choice is promoted in its various attractive neighbourhoods.

A city renowned for its inclusiveness and admired for its cosmopolitan and multicultural lifestyle; a city where a range of arts activities are promoted and different cultures are celebrated as much as tradition and history are celebrated.

A healthy community that embraces a sense of pride and belonging and works together to achieve an economically, socially and environmentally sustainable future.

A well balanced satisfied community, which has easy and equitable access to services important to people's everyday life.

CLAUSE 21.04 - LAND USE

Clause 21.04 supports urban consolidation in existing areas close to activity centres. It reinforces Council's commitment to actively encouraging multi-storey, higher-density residential development in central Dandenong and the other major activity centres of Springvale and Noble Park as a component of the mixed-use function of those centres.

The clause also advocates the development of appropriate planning guidelines (including overlay controls) to facilitate medium and higher density development around the key activity centres which does not detract from neighbourhood character.

Other key objectives relevant to housing include:

To encourage and facilitate a wide range of housing types and styles which increase diversity and cater for the changing needs of households.

To respect and improve residential environments.

To accommodate an increase in resident population of 15000 in central Dandenong and its periphery by the year 2015.

To optimise residential consolidation around activity centres/transport nodes, and more efficient use of existing urban infrastructure.

To improve access to affordable and appropriate housing.

To provide for the orderly development of new residential areas, including appropriate forms of higher density housing within existing activity centres.

The clause also identifies the need to undertake a review of the provisions of Clause 55 and 56 to propose variations to the Schedules to these Clauses to improve access to affordable and appropriate housing.

CLAUSE 21.05 – BUILT FORM

Clause 21.05 encourages high quality responsive built form, particularly in areas within close proximity of activity centres and transport nodes where higher density development is encouraged. In particular it encourages:

Building design [that] is consistent with the preferred character of an area and fully integrates with surrounding environment.

High standards of building design and architecture, which allows for flexibility and adaptation in use.

Promotion of all aspects of character – physical, environmental, social, and cultural.

Provision of canopy trees.

Recognition of valued existing neighbourhood character and promoting desired future character as defined in the Residential Development and Neighbourhood Character Policy at Clause 22.09.

CLAUSE 21.07 – INFRASTRUCTURE & TRANSPORTATION

Clause 21.07 encourages integrated land use, infrastructure and transport planning. In particular it encourages:

Development in locations which can maximise the potential use of public transport.

Medium and higher density development near activity centres which have access to public transport, or are within walking distance (300m) of the Principal Public Transport Network (PPTN).

Higher density and mixed use development (including rezoning if necessary) within 400m of transport nodes.

LOCAL PLANNING POLICIES

CLAUSE 22.07 - CENTRAL DANDENONG LOCAL POLICY

Clause 22.07 provides a 30 year framework for future land use and development in Central Dandenong.

The policy establishes the Residential Periphery, an area generally 400 metres beyond and surrounding Central Dandenong. Medium density housing is actively encouraged within the Residential Periphery. The policy envisages a combined residential population of 15,000 people to be accommodated within the Central Dandenong Activity Centre and Periphery by the year 2015.

The Policy encourages development of five or more storeys within Central Dandenong. It also encourages higher density housing that provides a diversity of housing types.

CLAUSE 22.10 – SPRINGVALE ACTIVITY CENTRE LOCAL PLANNING POLICY

Clause 22.10 implements the objectives of the Springvale Structure Plan and applies to land within the Springvale Activity Centre. It is policy to:

Discourage conventional low density development in close proximity to the centre, especially in the area south of the rail line and west of Springvale Road where lot sizes can accommodate greater densities.

Encourage site consolidation in residential areas, especially in the area south of the rail line and east of Springvale Road.

Discourage development that further segments existing land holdings.

Ensure new residential development contributes to an improved urban character and respects existing residential interfaces and setbacks.

Encourage well-designed shop top, mixed use and multi-level medium and higher density housing in the centre.

Ensure the amenity of all new housing in the Springvale CBD is protected especially in terms of the impact of noise, odours and light glare.

Ensure the landscape and built interface of new development integrates with the streetscape and compliments local street tree themes, while at the same time supporting architectural innovation, where appropriate.

Encourage residential buildings to address street frontages and open spaces.

Encourage building forms and quality materials which enhance multicultural themes.

Encourage design flexibility consistent with the Structure Plan principles.

Provide appropriate setbacks to neighbouring properties.

Provide scale transitions between large residential buildings and smaller scale residences consistent with the Structure Plan principles.

The policy encourages higher density residential development in the existing RGZ areas surrounding the activity centre.

CLAUSE 22.08 – NOBLE PARK ACTIVITY CENTRE LOCAL POLICY

Clause 22.08 implements the objectives of the *Noble Park Structure Plan* and applies to land within the Noble Park Activity Centre boundary. Relevant objectives include:

To improve housing opportunities that respond to the local social and cultural needs of the community and which provide for well-designed, higher density housing options to support the commercial component of the centre.

To encourage development which demonstrates quality neighbourhood design principles and which enhances the village characteristics of the Noble Park Activity Centre.

It is policy to:

Concentrate higher density residential development within the activity centre and to take advantage of the commercial activities and public transport networks.

Encourage the location of new housing to the upper levels of existing commercial development and within new commercial redevelopment. Ensure new housing is reasonably protected from adverse amenity impacts such as noise, lighting and smells arising from other uses within the centre.

This policy encourages responsive and mixed use higher density development within the activity centre.

CLAUSE 22.09 - RESIDENTIAL DEVELOPMENT AND NEIGHBOURHOOD CHARACTER POLICY

Clause 22.09 is derived from the *Dandenong Neighbourhood Character Study* undertaken in 2007 and seeks to encourage high quality and innovative design as well as housing types and densities appropriate to the municipality's different residential areas.

The objectives of the Clause are:

To guide the form of residential development that occurs in residential areas throughout Greater Dandenong, having regard to metropolitan policies and planning policies concerning urban form and housing, while respecting valued characteristics of residential neighbourhoods throughout the municipality.

To promote a range of housing types, in appropriate locations, to accommodate the future needs of the municipality's changing population.

To improve the quality and standard of residential development that occurs throughout Greater Dandenong and the quality, sustainability and standard of onsite landscaping provided in residential developments.

To encourage high quality, creative and innovative design that makes a positive contribution to the streetscape.

To encourage varied forms and intensities of residential development in appropriate locations throughout Greater Dandenong, having regard to metropolitan policies promoting urban consolidation and increased densities and existing neighbourhood character.

To encourage higher densities and forms of development in preferred strategic locations that have good access to existing public transport and the Principal Public Transport Network (PPTN), commercial, community, educational and recreational facilities.

To ensure the siting and design of new residential development takes account of its interface with existing residential development on adjoining sites and responds to the individual circumstances of its site and streetscape it is located within.

To implement the City of Greater Dandenong Neighbourhood Character Study (September 2007).

To support the comprehensive redevelopment of sites (including the demolition of existing buildings) where buildings are poorly positioned on the site or are in a demonstrably poor state of repair, except where such buildings are clearly identified as either historically and or socially significant.

The policy establishes three future change areas in Greater Dandenong - substantial, limited and incremental - and provides design guidance, preferred dwelling typologies and future character statements for new residential development. Refer to [Table 2](#) below.

Substantial Change Area

Of particular relevance to this project is the Substantial Change Area, encompassing land generally located close to activity centres and major transport corridors.

Consistent with the strategic framework described above, the substantial change area applies to land surrounding:

Dandenong Metropolitan Activity Centre
Noble Park Activity Centre, and
Springvale Activity Centre.

The Policy encourages medium and higher density development of up to four storeys in the Residential Periphery surrounding the Dandenong Activity Centre. In all other locations development of two to three storeys, with four storeys 'a possibility', is supported.

Incremental Change Area

The Incremental Change Area generally applies to suburbs that were developed during the 1950s and 60s that extend through the centre of Greater Dandenong but which are further from the central spine of the municipality than the Substantial Change Area.

The Policy envisages that the character of the Incremental Change Area will evolve over time to contain a greater proportion of well designed and site responsive medium density infill development.

It encourages development of up to two storeys, with three storeys a possibility.

Limited Change Area

The Limited Change Area generally includes more recently developed residential areas located a greater distance from the central spine of the municipality that comprises the Princess Highway and railway corridor and key activity centres of Dandenong, Springvale and Noble Park.

The Policy envisages that in time limited change areas will contain a relatively limited number of infill medium density residential developments. It encourages development of one to two storeys.

Housing Type & Character Area

A significant feature of the policy is the relationship between housing typology and future change area, as illustrated in the table below.

TABLE 2 - CLAUSE 22.09: PREFERRED DWELLING TYPES AND CHANGE AREAS

	APARTMENTS	TOWN HOUSES	VILLA UNITS	DUAL OCCUPANCY	DETACHED HOUSES
SUBSTANTIAL CHANGE AREAS	✓	✓			
INCREMENTAL CHANGE AREAS		✓	✓	✓	
LIMITED CHANGE AREAS			✓	✓	✓

Source: Greater Dandenong Planning Scheme

2.2.2 LOCAL STRATEGIES AND PLANS

DRAFT DANDENONG HOUSING STRATEGY

Council recently released the *Draft Greater Dandenong Housing Strategy 2014-2024* for public consultation. This Strategy will guide the supply of future housing across the municipality.

The Vision for future housing in Greater Dandenong is:

The City of Greater Dandenong will foster a strong housing market that meets the community’s diverse and changing needs, contributes to the revitalisation of the municipality, directs housing growth to appropriate locations and delivers housing that enables all Greater Dandenong residents to access a range of affordable, sustainable and well-designed housing products and services.

The Strategy is structured around four key themes:

1. Growth & Liveability
2. Design & Diversity
3. Revitalisation and Investment
4. Housing Affordability.

Importantly the Strategy cites the review of residential planning controls within and close proximity to major shopping centres as a key action to achieve its objectives under Theme A: Growth and Liveability.

DANDENONG NEIGHBOURHOOD CHARACTER STUDY

The *Dandenong Neighbourhood Character Study 2007* (DNCS) documented the existing character of residential development in the municipality and identified 15 neighbourhood character precincts.

Each character precinct has a character statement and detailed description of key attributes such as topography, road layout pattern, and lot sizes.

The precincts were ultimately translated into three future change areas, namely, Substantial Change, Incremental Change and Limited Change which correlated respectively with the former Residential 2, 1 and 3 Zones.

2.3 REFORMED RESIDENTIAL ZONES

2.3.1 ZONE TRANSLATION

Reformed residential zones came into effect across Victoria on 1 July 2014. Greater Dandenong was the second municipality to introduce the new suite of zones via Amendment C175, directly translating its existing residential framework as outlined in [Table 3](#).

TABLE 3 – TRANSLATION OF REFORMED RESIDENTIAL ZONES IN GREATER DANDENONG

RESIDENTIAL CHANGE AREAS	FORMER RESIDENTIAL ZONES	REFORMED RESIDENTIAL ZONES
Substantial Change	Residential 2 Zone	Residential Growth Zone
Incremental Change	Residential 1 Zone	General Residential Zone
Limited Change	Residential 3 Zone	Neighbourhood Residential Zone

Residential Development and Neighbourhood Character Policy (Clause 22.09) and the *Dandenong Neighbourhood Character Study* provided the strategic justification for modifications to the Schedules to the former Residential 1, 2 and 3 Zones. At the time of the introduction of the new Residential Growth, General Residential and Neighbourhood Residential Zones both the previous schedule variations and additional variations were translated into the new zone schedules. The additional variations, which deal with permeability and landscaping, were derived from the *Residential Development and Neighbourhood Character Policy* (Clause 22.09).

Approximately 11% of Greater Dandenong's residential area is in the Residential Growth Zone, noting that Amendment C175 did not alter the boundaries of the former Residential 2 Zone. This proportion is significantly higher than any other municipality. Although the process of introducing the reformed residential zones is still in progress in a number of municipalities, none propose the introduction of such an extensive area or proportion of Residential Growth Zone, as outlined below.

2.3.2 MUNICIPAL COMPARISONS

Direct comparisons between the zone provisions applied in different municipalities can be misleading due to substantial differences in urban form, infrastructure, development history and strategic direction. Calculating and comparing percentages of different types of zones is therefore of limited value in terms of determining whether the appropriate type and proportion of controls have been applied in a particular location.

The following analysis provides an overview of the suite of zones applied by the nine metropolitan municipalities that include existing Metropolitan Activity Centres as designated by *Plan Melbourne*. The analysis includes both residential and non-residential zones as in most cases (including Greater Dandenong) non-residential zones have been applied in locations where the most substantial change is proposed.

GREATER DANDENONG CITY COUNCIL (DANDENONG MAC)

Dandenong is designated as a Metropolitan Activity Centre (MAC) by *Plan Melbourne*. Springvale, Noble Park and Keysborough-Parkmore are designated as Activity Centres.

The *Greater Dandenong Planning Scheme* utilises the Comprehensive Development Zone in the core of the Dandenong MAC, where a mixture of retail, commercial and residential development is envisaged. The Residential Growth Zone is applied to the area immediately surrounding the Comprehensive Development Zone; and also surrounding the commercial cores of Springvale and Noble Park.

MARIBYRNONG CITY COUNCIL (FOOTSCRAY MAC)

Maribyrnong City Council applies the Comprehensive Development Zone and the Priority Development Zone to areas identified for growth and change. It is introducing the reformed residential zones in two phases, with the first phase being a policy-neutral translation. This has resulted in the General Residential Zone being applied to the periphery of its activity centres. The Residential Growth Zone has not been applied as part of phase one. It is understood that Maribyrnong's preference is not to apply the Residential Growth Zone; however this approach has not been supported by the Minister for Planning.

CASEY CITY COUNCIL (FOUNTAIN GATE/NARRE WARREN MAC)

The City of Casey has adopted a direct translation approach to the reformed residential zones, similar to that taken by Greater Dandenong. The Residential Growth Zone has been applied to land formerly included in the Residential 2 Zone surrounding the Fountain Gate/Narre Warren MAC and a number of former school sites. As a result the RGZ now applies to approximately 4% of the City's residential land.

WHITTLESEA CITY COUNCIL (EPPING MAC)

Whittlesea applies the Comprehensive Development Zone to the Epping MAC. It has adopted a two-stage approach to introducing the reformed residential zones. At present all residential land has been included in the General Residential Zone. Amendment C181 proposes to apply the Residential Growth Zone to approximately 2% of the City's residential land.

BRIMBANK CITY COUNCIL (SUNSHINE MAC)

The Comprehensive Development Zone currently applies to the Watergardens Activity Centre, rather than Sunshine MAC. A two stage process has been adopted for the introduction of the reformed residential zones, with the second stage to commence pending further strategic research. At present all residential areas have been included in the General Residential Zone. A recent report to Council recommended the application of the Residential Growth Zone around Sunshine MAC and three other Activity Centres, equating to approximately 4% of the City's residential land.

MAROONDAH CITY COUNCIL (RINGWOOD MAC)

Maroondah adopted the same approach as Greater Dandenong by seeking a direct translation of its former suite of zones into the reformed zones. This resulted in former Residential 2 Zone land surrounding Ringwood MAC being rezoned Residential Growth Zone. This equates to approximately 1% of the municipality's residential land.

HUME CITY COUNCIL (BROADMEADOWS MAC)

Hume applies the Comprehensive Development Zone to the Broadmeadows MAC. All residential land in Hume has been rezoned General Residential Zone. As no schedule to the GRZ has been introduced this represents a direct translation from the former Residential 1 Zone. Accordingly, Hume does not have any land included in the Residential Growth Zone.

WHITEHORSE CITY COUNCIL (BOX HILL MAC)

Whitehorse City Council is adopting a two stage approach to implementing the reformed residential zones. Currently all residential land is included in the General Residential Zone. The *Whitehorse Housing and Neighbourhood Character Review 2014* recommends that approximately 4% of the municipality's residential land be included in the Residential Growth Zone.

FRANKSTON CITY COUNCIL (FRANKSTON MAC)

Frankston City Council exhibited an amendment that proposed the application of the Residential Growth Zone to the 1% of its residential land identified for substantial change. The independent panel report on the amendment recommended the abandonment of the amendment. At present all residential land is included in the General Residential Zone.

2.3.3 RESIDENTIAL ZONES STANDING ADVISORY COMMITTEE

A Residential Zones Standing Advisory Committee has been appointed to advise the Minister for Planning on the method and application of the proposed new residential zones into a local planning scheme. In October 2014, the *Stage One Overarching Issues Report* was released. This report is based on the Committee's assessment of 14 draft amendments. The report discusses the 'overarching' issues that were raised in submissions, together with matters that were common to many of the draft amendments to help guide and support the implementation of the new residential zones into Victorian planning schemes.

RECOMMENDATIONS

The *Stage One Overarching Issues Report 2014* includes six recommendations intended to address broader issues raised during the process. These include updating guidance material and addressing uncertainties and ambiguities associated with applying the new zones. Recommendations from this Report of greatest relevance to this project include:

Review the integration of the zone schedules and overlays. This review should address the respective roles of residential zones and overlays and which of these should be used to manage built form outcomes and how to best reconcile potential conflicts.

Reconcile the reference to building heights in the purpose of the Residential Growth Zone with the provisions of the zone and associated references in Practice Note 78: Applying the Residential Zones (2013).

In the State government's response to these recommendations, it is indicated that reference to four storey development will be removed from the purpose to the Residential Growth Zone. Furthermore greater guidance will be provided on the relationship between zone schedules and overlays as part of an update and consolidation of practice notes. These actions have not yet been implemented by State government. As such this report is mindful of these findings, but is based on the current content of the *Victorian Planning Provisions* and relevant *Practice Notes*.

PRINCIPLES

The report also includes a set of 'principles' that the Committee developed during the process. The principles were used to inform the review of individual Stage One draft amendments, and can be taken forward in considering future residential zone implementation proposals.

A response explaining how the recommendations of this project reflect and support these principles is provided at Appendix A.

2.3.4 CONCLUSION

An analysis of each of the municipalities that includes a designated Metropolitan Activity Centre under *Plan Melbourne* reveals significantly different approaches to the application of residential and non-residential zones in order to achieve housing objectives.

Like Greater Dandenong, a number of municipalities have adopted an approach of directly translating the former three residential zones into the suite of new zones. However, the majority of municipalities have yet to complete the conversion process and accordingly it is not possible to make definitive comparisons with Greater Dandenong.

It is not useful to compare percentages of Residential Growth Zone applied by each of the municipalities examined because of the substantially different variables that apply in each case, and because most Councils have yet to complete the conversion process.

Nevertheless, it is observed that the proportion of non-greenfield land identified for substantial change in the City of Greater Dandenong – as designated by both the Comprehensive Development Zone and the Residential Growth Zone – is substantially higher than any of the other municipalities examined.

The recommendations and principles of the Residential Zones Standing Advisory Committee Report are of only general relevance to this project as the reformed residential zones already apply within Greater Dandenong. Importantly, the manner in which the zones have been applied in Greater Dandenong is consistent with the principles outlined by the Committee and this confirms that the underlying strategic framework is sound.

The discussion contained in the Standing Advisory Committee report reflects some of the challenges experienced by Greater Dandenong in the operation of the new zones. This is particularly the case in relation to the purpose of the Residential Growth Zone, which references the potential for development 'up to four storeys'. While the removal of this purpose may assist Council in achieving mandatory height controls within the Residential Growth Zone, it may also imply that additional height is acceptable in areas where discretionary height controls apply. Such an interpretation would be consistent with the way the former Residential 2 and 1 Zones were interpreted.

2.4 DEVELOPMENT TRENDS

The Department of Transport, Planning and Local Infrastructure (DTPLI) prepared the *Housing Development Data Analysis* in September 2013. This report examines the performance of the Greater Dandenong Housing Framework (former R2Z/Substantial Change Areas, R1z/Incremental Change Areas and R3Z/Limited Change Areas together within Clause 22.09) based on the spatial analysis of housing development trends between 2004-2011.

The reported findings indicate that Council's residential policy has been successful in encouraging higher density development in the R2Z/Substantial Change Areas and limiting development in the R3Z/Limited Change Area.

Key findings from this Report are presented below.

EXTENSIVE RESIDENTIAL FRAMEWORK

The Report notes that the City has one of the most extensive frameworks for supporting residential growth around its Activity Centres. The report states:

The level of change supported for the core and surrounding residential parts of Dandenong's Activity Areas represents one of the most comprehensive implementations of the State Planning Policy Framework in the south east of metropolitan Melbourne, which promotes higher scales of change in and around Activity Areas.

AN ACTIVE INFILL DEVELOPMENT INDUSTRY

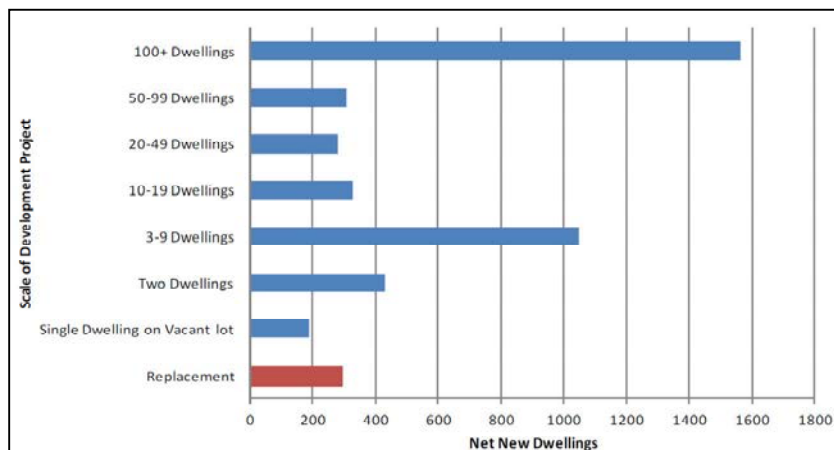
According to the Housing Development Data, there were 3,961 new dwellings constructed in the municipality between 2004 and 2011. In particular:

Nearly half of all Greater Dandenong's new dwellings were developed at major broadacre residential redevelopment sites, including Meridian, Keysborough and Metro3175.

A quarter of the municipality's recent dwelling supply derives from developments yielding 3 - 9 new dwellings per project.

These key trends are illustrated at [Figure 2](#) below.

FIGURE 2 - HOUSING DEVELOPMENT IN GREATER DANDENONG 2004-2011



Source: DPTLI (Sept 2014) Housing Development Data Analysis

HOUSING GROWTH IN ACTIVITIES AREAS

There were 779 new dwellings constructed in the Dandenong Central Activities Area (CAA), Springvale Activities Area (AA) and Noble Park Activities Area (AA) between 2004 and 2011.

The majority of new dwellings were constructed in the Dandenong CAA, where 500 new houses were built. If the dwellings in the Metro3175 area are included this figure increases to over 800 new houses.

ENCOURAGING RESIDENTIAL GROWTH IN THE COMMERCIAL CORE

The majority of residential development occurring in the Activity Centres has occurred outside the commercial core area (CCA), in the Substantial Change Areas (SCA) as illustrated at [Table 3](#).

The report notes Council's view that the extensive size of the Substantial Change Areas may be impacting the residential growth within the Activities Areas. The report suggests that contraction of Substantial Change Areas may encourage development in the commercial core areas of each centre. This proposition is reinforced by the *Officer Review Report (2013)* which recommends that the refinement of controls in the Substantial Change Area could better support development within the CCA.

TABLE 3 - DWELLINGS IN ACTIVITIES AREAS AND SUBSTANTIAL CHANGE AREAS

	DANDENONG AC		SPRINGVALE AC		NOBLE PARK AC	
	SCA	CCA	SCA	CCA	SCA	CCA
Housing Stock (2011)	4,997	82	1,473	44	1364	4
Net New Dwellings (2004-2011)	479	21	115	24	140	0

Source: Department of Transport, Planning and Local Infrastructure (2013) Housing Development Data Analysis

REDEVELOPMENT IN THE SUBSTANTIAL CHANGE AREAS

The municipality's Substantial Change Areas are the fastest growing urban areas of the municipality, with an average growth rate of 1.3% per annum. Two important trends associated with this growth are:

- Acquiring and redeveloping lots between 700 to 900sqm, generally with 2 to 5 new dwellings.

- Acquiring and developing lots greater than 900sqm, generally with more than 5 new dwellings.

REDEVELOPMENT OPPORTUNITIES IN SUBSTANTIAL CHANGE AREAS

There is a significant supply of land available within the substantial change areas suitable for infill development, particularly lots between 800-1000sqm which generally yield 3 to 9 new dwellings.

There is also a large number of lots greater than 1000sqm around Dandenong CAA which are commonly redeveloped for higher density housing types, yielding 10 to 50 new dwellings.

INFILL DEVELOPMENT IN INCREMENTAL CHANGE AREAS

Approximately 61% of the municipality's new housing between 2001 and 2011 was constructed in the Incremental Change Areas. In particular:

- There was a high proportion of infill development yielding 3-9 dwellings in the areas in proximity to the Dandenong CAA and Springvale AA

- There were some larger projects that yielded 10-29 dwellings on larger redevelopment sites along main roads

- Developments yielding 3 to 5 new dwellings generally occur on lots between 700 to 1500sqm.

LIMITED RESIDENTIAL GROWTH IN LIMITED CHANGE AREAS

There was a net increase of 99 new dwellings in limited change areas, most of which were dual occupancy developments which are supported by Clause 22.09.

3

CONSULTATION

3.1 OVERVIEW

The *Future Housing near Major Shopping Centres* consultation period took place from 10 June to 10 July 2014 and aimed to:

- Understand aspirations and values regarding precincts within the Residential Growth Zone
- Seek opinions about recent residential development and whether or how outcomes should be improved
- Obtain feedback about proposed Residential Framework Plans prepared for each centre.

Stakeholder and community feedback was sought through a variety of methods; including workshops, an online survey and feedback form, information sessions and written submissions.

The stakeholder and community engagement undertaken deliberately avoided discussion about planning scheme provisions. Rather the process sought to focus on and gain consensus about appropriate built form outcomes, particularly given the metropolitan-wide debate that has occurred about the introduction of new residential zones.

There was a significant response from local stakeholders and residents to *Future Housing near Major Shopping Centres* consultation, particularly from residents in Dandenong. [Table 4](#) below provides an overview of the number of responses and participants involved in different elements of the consultation process.

TABLE 4 - OVERVIEW OF CONSULTATION PARTICIPATION

FORUM	NUMBER OF RESPONSES/ PARTICIPANTS
Information Session	Approximately 79 attendees
Local Development Industry & Community Workshops	27 attendees
Feedback Form/Online Survey	153
Written Submissions	22
Pro-forma Written Submissions	30
Community Initiated Survey	439
Resident Petition	1 (93 signatures)

3.2 KEY CONSULTATION FINDINGS

This section provides an overview of key themes and messages from the consultation. Refer to the *Consultation Summary (2014)* for a detailed discussion of consultation outcomes.

PROPOSED RESIDENTIAL FRAMEWORK PLANS

A large number of submissions provided comments and suggested refinements regarding the proposed Residential Framework Plans. Some were general in nature (e.g. reduce the maximum building height to two storeys); while others provided location-specific suggestions to refine boundaries.

Many submissions suggested that allotments directly adjoining Princes Highway, Springvale Road and railway stations and railway lines be investigated as potential areas where the Residential Growth Zone could be applied.

BUILDING DESIGN

There was a strong recurrent theme associated with a desire to improve the design and quality of new medium and higher density development and for buildings to be responsive to the local context.

Many submissions were concerned by the building heights proposed in Residential Framework Plans as well as amenity impacts associated with higher density development, particularly in terms of overshadowing, loss of privacy and access to sunlight.

LANDSCAPING

Many submitters raised the issue of the adequacy of landscaping associated with new development, both on site and in relation to the provision of street trees.

CAR PARKING & TRAFFIC CONGESTION

A large proportion of submissions raised issues associated with car parking and traffic congestion impacts generated by higher density development.

INFRASTRUCTURE

Many submitters expressed their concern that existing facilities and services will not be able to accommodate the additional demand generated by new medium density development. Public open space provision was an area of particular concern.

HOUSING AFFORDABILITY

There were mixed views regarding the need for affordable housing in Greater Dandenong. Some saw the proposed Residential Framework Plans as an opportunity to broaden the housing stock available in the municipality and provide more affordable forms of housing. Others were concerned about the type of residents and tenants that would live in the area.

While related to this project, housing affordability issues are more closely aligned with Council's Draft Housing Strategy.

4

ANALYSIS AND DISCUSSION

4.1 SUBSTANTIAL CHANGE AREAS

4.1.1 ZONE TRANSLATION

The Residential Growth Zone (RGZ) replaced the former Residential 2 Zone (R2Z) in Greater Dandenong within the Substantial Change Areas.

The *Dandenong Neighbourhood Character Study* together with the *Residential Development and Neighbourhood Character Policy* (Clause 22.09) provided the strategic basis for implementing the new residential zones (Amendment C175). This amendment included translation of both the previous schedule variations and additional variations into the new zone schedules. The additional variations, which deal with matters such as permeability and landscaping, were derived from the existing *Residential Development and Neighbourhood Character Policy*.

However there are differences between the former R2Z and new RGZ which have implications for both the application of the RGZ to particular areas as well as the operation of the new provisions.

Key differences between the former R2Z and RGZ are:

- **Land Use:** The RGZ provides for a broader range of land uses to be undertaken without a planning permit than the former R2Z. Land may be used for a Shop, Food and drink premises and Medical centre without a permit if conditions limiting their location and scale are met. These uses required a permit under the Residential 2 Zone.
- **Height:** The RGZ encourages dwellings up to four storeys in height. The R2Z encouraged residential development at “medium or higher densities” but deferred to the discretionary 9 metre standard contained in ResCode in relation to height. It is noted that the Residential Zones Standing Advisory Committee has recommended that reference to four storeys be removed from the purpose of the Residential Growth Zone. At the time of writing, the Victorian Planning Provisions had yet to be amended to give effect to this recommendation.
- **Neighbourhood Character:** RGZ does not contain any reference to neighbourhood character in its purpose or decision guidelines. The R2Z required consideration of neighbourhood character.
- **Third Party Rights:** Public notification and review rights apply in the RGZ where they did not under the R2Z.
- **Design Context:** An urban context report and design response is no longer required as part of a planning permit application for a four storey residential development under Clause 52.35, however a Neighbourhood and Site Description is required under Clause 55.01 of the *Greater Dandenong Planning Scheme*.
- **Guidelines and Requirements:** An opportunity exists for Councils to develop specific decision guidelines and application requirements in the Schedules to the RGZ, GRZ and NRZ. This flexibility did not exist under the R2Z.

While the direct translation of the Residential 2 Zone to the Residential Growth Zone supported Greater Dandenong’s housing framework in broad terms, the differences between the purposes of the two zones is problematic. In particular, the purpose of the Residential Growth Zone does not include reference to neighbourhood character and encourages development of ‘up to four storeys’. These differences imply a more

significant degree of change than envisaged when the housing framework was originally developed.

Under the current policy framework the only residential area where four storey residential development is encouraged is in the Residential Periphery surrounding Dandenong MAC. This built form outcome is also reflected in *Clause 22.07 – Central Dandenong Local Policy* and *Clause 22.09 – Residential Development and Neighbourhood Character Policy* of the *Greater Dandenong Planning Scheme*.

Clause 22.09 encourages development up to three storeys in all other Substantial Change Areas. In these areas a fourth storey is possible, but not encouraged.

4.1.2 RESIDENTIAL FRAMEWORK PLANS

The discussion above and in the preceding sections highlights a number of key points about Greater Dandenong's existing residential framework:

- It is based on a sound strategic framework that is consistent with long-standing metropolitan strategy;
- *Plan Melbourne* has maintained the fundamentals of its predecessor, but has introduced new concepts and spatial elements that warrant a review of the Greater Dandenong framework;
- Greater Dandenong's 'substantial change areas', now zoned Residential Growth Zone (and including the Comprehensive Development Zone in Dandenong), are expansive and of metropolitan significance;
- The expansive nature of the substantial change areas may be contributing to a dispersion of development away from the core of activity centres, contrary to the policy intent;
- The purpose of the Residential Growth Zone provides for more intense forms of development (particularly in relation to height), and a broader range of commercial uses, than the Residential 2 Zone;
- The level of growth and change that can be accommodated under the Residential Growth Zone exceeds that envisaged by the pre-existing policy framework set out in the *Greater Dandenong Planning Scheme* and does not allow scope for neighbourhood character to be considered.

In response to these findings, new Residential Framework Plans for Dandenong, Springvale and Noble Park were developed to provide enhanced differentiation within the RGZ areas, focus development within the immediate periphery of Greater Dandenong's key activity centres and improve built form outcomes. These Plans were presented in the *Planning Summary Report (May 2014)* and exhibited as part of the *Future Housing near Major Shopping Centres* consultation (see *Consultation Summary (August 2014)*).

The Residential Framework Plans designate different residential precincts within the existing RGZ. The identification of precincts seeks to achieve a 'stepping down' of development height, intensity and typology between the high-density mixed use commercial core and surrounding residential areas. The concept is illustrated in the diagram below, which was used during the consultation process.



The intention of the plans is to focus development at the core, promote the construction of a diversity of housing types, and achieve a transition in built form that will provide for the protection of amenity and character at the interfaces between the substantial and incremental change areas.

The concentration of development activity in this manner is also intended to support public realm improvements within the areas subject to greatest change. In this regard, based on field observations and community feedback, emphasis should be placed on traffic and parking management, streetscape and pedestrian realm enhancement, street trees and the provision of accessible public open space.

The Residential Framework Plans exhibited as part of the *Future Housing near Major Shopping Centres* consultation have been refined and updated. A detailed analysis of each centre is provided in the following sub-sections to finalise the Residential Framework Plans and develop recommendations for appropriate planning controls and policies.

4.1.3 RESIDENTIAL FRAMEWORK PLAN CRITERIA

The RGZ Residential Framework Plans, prepared as part of this project, are plans for the future, to assist Council in achieving multiple objectives including:

- providing a range of appropriate housing types for the municipality's growing and changing population;
- improving accessibility to key services, facilities and employment; and
- ensuring built form contributes positively to its surrounding context.

The development of the Residential Framework Plans required consideration of a number of strategic and physical variables such as planning policies and provisions, road layouts and development patterns. The analysis involved the layering of the various considerations to develop appropriate planning responses.

The considerations described under the following headings were used to initially develop, refine and finalise the Residential Framework Plans. The considerations are consistent with guidance contained in *Practice Note 78 - Applying the Residential Zones* and are aligned with the criteria used in the *Greater Dandenong Neighbourhood Character Study*.

It is emphasised that Practice Note 78 provides guidance intended to define where the reformed residential zones should be applied, whereas this analysis is primarily focussing on providing a finer grain of development guidance within the Residential Growth Zone.

The considerations were initially listed as six separate criteria in the *Planning Assessment Report*, however for purposes of further analysis they were grouped into three themes, which were analysed in a hierarchical manner:

- **Pedestrian Access** – proximity to the activity centre core and nearby services and amenities is the primary analysis theme. It supports strategic objectives relating to the consolidation of activity and housing near public transport and the concept of the 20-minute neighbourhood.
- **Road Network** – the road network is the most visible and influential infrastructure system within an activity centre. It shapes transport and pedestrian movements and influences amenity and safety. Busy roads can serve as both thoroughfares or barriers; and provide opportunities for higher scale development in core locations.
- **Built Form and Land Use** – the existing built form and land use patterns provide the context for examining capacity for change. The analysis involved looking at existing residential and non-residential buildings, interfaces and transition areas, land with development potential and neighbourhood character, with a view to ascertaining how the policy objective of achieving a 'stepping' down of development height and intensity might be achieved.

PEDESTRIAN ACCESS

Consistent with current State and local planning policy, higher density dwelling types and heights are encouraged in areas adjoining and in close proximity to the existing activity centres, railway stations and significant community facilities and institutions (e.g. Dandenong Hospital, Chisholm TAFE). This maximises access to services, facilities, public transport, retail and employment and promotes efficient use of civil infrastructure and supports the creation of "20 minute neighbourhoods", proposed by *Plan Melbourne*.

The assessment of an area's *pedestrian access* was informed by:

- Pedestrian shed analysis to identify 'walkable' catchments;
- Proximity to the existing Activity Centre boundaries;
- The extent of the Dandenong Declared Area and Residential Periphery boundaries; and
- Proximity to significant community facilities and institutions.

ROAD NETWORK

State Planning Policy no longer promotes the development of higher density built form along major roads, favouring instead concentration around transport nodes, activity centres and the concept of establishing 20-minute neighbourhoods. In the case of this study, road networks were examined in the context of them serving as core infrastructure 'within' previously defined substantial change areas.

The *road network* within each activity centre was examined in light of its implications for pedestrian access and potential to accommodate more intense development, to identify:

- Busy roads that serve as pedestrian and vehicle thoroughfares, enhancing accessibility to the activity centre core, particularly where they are serviced by public buses;

- Busy roads that separate residential areas from the activity centre core and therefore present barriers that diminish pedestrian accessibility;
- Wider roads that provide opportunities for higher scale development without appearing out of proportion to the streetscape;
- Road and streets that could serve as a transition point from one built form precinct to another;
- Narrow streets and cul-de-sacs where higher density development would adversely affect sense of place and contribute to traffic and parking congestion.

BUILT FORM AND LAND USE

The existing Greater Dandenong Housing Framework identifies 'Substantial', 'Incremental' and 'Limited' change areas based on the findings of the *Greater Dandenong Neighbourhood Character Study*. The Framework in turn formed the basis for applying the reformed residential zones.

Under both the State and Local policy frameworks higher density dwelling types and heights are encouraged in those areas with the greatest capacity and potential for change. They are also encouraged in areas where the existing character is either in transition, or typified by multi-storey and multi-unit development.

The Residential Growth Zone areas examined as part of this study are all areas identified for substantial change. In these areas, by definition, the provision of new housing takes priority over the preservation of neighbourhood character.

Over recent years a variety of new housing has been developed throughout the substantial change areas, ranging from apartment to dual occupancy developments. Based on the consultation undertaken as part of this project, apartment-style development has been of greatest concern to existing residents in relation to issues such as scale, privacy, traffic and car parking, neighbourhood character and general amenity.

In order to assess the potential of different precincts to accommodate change a detailed analysis of each Substantial Change Area was undertaken. The analysis took into account:

- The scale, age and typology of the prevailing housing stock, to understand the existing built form context and character;
- The scale and typology of new and approved developments, to understand market trends and the character and amenity issues raised by submitters;
- The use, location and scale of nearby non-residential development, to consider how this might influence the form and scale of residential development;
- Access to and interfaces with public open spaces and surrounding residential areas, to consider potential transition points;
- The extent and location of 'Land with Development Potential' identified by the Department of Transport, Planning and Local Infrastructure (generally this applies to lots of 800sqm or greater that have not been recently redeveloped), to understand where development opportunities for apartment-style developments are located;
- Areas where lot sizes or street configurations appear to have constrained development opportunities;

- The findings of the *City of Greater Dandenong Neighbourhood Character Study*, to examine the character statements, recommendations regarding change, and key features of each precinct.

The following sections outline the rationale for the Residential Framework Plans developed for each activity centre based on the criteria described above.

4.1.4 PLANNING SCHEME IMPLEMENTATION

In addition to the criteria outlined above, the consideration of appropriate planning scheme implementation mechanisms has also influenced the refinement of the Residential Framework Plans. [Table 5](#) provides an overview of the implementation approach.

The names of the housing change areas included in the Residential Framework Plans exhibited in 2014 have been revised to provide a clear naming mechanism for the new zone schedules. In particular, the areas previously as the 'Residential Middle Area' have been renamed to the 'Residential Outer Area'. The 'Residential Outer Area' is now referred to as the 'Incremental Change Area'; as these areas were considered the equivalent of the existing Incremental Change Area at the time of exhibition.

A key consideration in finalising the Plans was the objectives of the reformed residential zones as they relate to the physical and locational attributes of the different housing change areas and the future built form aspirations for each. In this context neighbourhood character was a defining feature differentiating the identified Inner and Outer Areas from the Incremental Change Areas. As previously discussed, the Residential Growth Zone does not include consideration of neighbourhood character in the purpose of the zone, it is however included in the General Residential Zone. A defining feature of the areas included in the Incremental Change Area is their neighbourhood character, as defined in the *City of Greater Dandenong Neighbourhood Character Study* and observed through site survey undertaken as part of this project.

The recommendations of the Standing Residential Advisory Committee *Stage One Overarching Issues Report 2014* also influenced the implementation approach. Particularly the Committee's advice that the use of local schedules should be minimised and schedules should preferably be applied on a broad scale rather than on a site specific basis. As such the implementation framework has sought to minimise the number of zone schedules applied to residential areas, to simplify the application and administration of the *Greater Dandenong Planning Scheme*.

A detailed discussion of the approach to implement the Residential Framework Plans is provided at Chapter 5.

TABLE 5 - OVERVIEW OF RESIDENTIAL FRAMEWORK APPROACH

AREAS	APPLICATION	PROPOSED ZONE CONTROL
RESIDENTIAL INNER AREAS	Residentially zoned areas within or immediately adjacent to the commercial areas of Dandenong, Springvale and Noble Park. Areas experiencing strong demand for higher and medium density housing (up to 4 storeys).	Dandenong Declared Area – Residential Growth Zone, Schedule 1 All other Inner Areas – Residential Growth Zone, Schedule 2

AREAS	APPLICATION	PROPOSED ZONE CONTROL
RESIDENTIAL OUTER AREAS	<p>Residential areas in close walking distance of Dandenong, Springvale and Noble Park commercial areas and significant community facilities.</p> <p>Areas that provide a transition in dwelling density and scale, while supporting access to higher order services, facilities and transport.</p> <p>Areas experiencing strong demand for higher and medium density housing (up to 3 storeys).</p>	Residential Growth Zone, Schedule 3
INCREMENTAL CHANGE AREA	<p>Residential areas at the outer limits of reasonable walking of Dandenong, Springvale and Noble Park commercial areas.</p> <p>Areas that provide a transition in dwelling density and scale.</p> <p>Areas containing a mixture of medium density development and detached houses.</p> <p>Areas with narrow, quieter streets and established character.</p>	General Residential Zone, Schedule 1

4.1.5 DANDENONG

Dandenong is identified as a Metropolitan Activity Centre (MAC) by *Plan Melbourne*.

Dandenong MAC is Victoria's second largest retail and commercial centre and the municipality's largest activity centre. It performs an important sub-regional role for south-eastern Melbourne, providing a focus for economic, social, transportation and recreational facilities and services. The centre has experienced extensive investment and redevelopment through the *Revitalising Central Dandenong* partnership between Council and State Government.

A regionally significant Health / Education Precinct (Dandenong Hospital and Chisholm TAFE) is located north of Dandenong MAC, on the northern side of David Street. This precinct provides key services to a regional catchment and generates skilled employment, activity and visitation to Greater Dandenong.

The Dandenong MAC is expansive in size. The *Comprehensive Development Zone, Schedule 2 - Central Dandenong* applies to the core of the Dandenong MAC, covering an area of approximately 68.8 hectares. This zone, in conjunction with Clause 22.07 *Central Dandenong Local Policy* of the Greater Dandenong Planning Scheme encourages:

Development of a range of urban functions including housing, employment, learning and education, culture and recreation within Central Dandenong.

Buildings that achieve heights of five storeys or above.

Clause 22.09 – Residential Development and Neighbourhood Character Policy encourages development up to four storeys within the Residential Periphery surrounding the Dandenong MAC and development up to three storeys in all other Substantial Change Areas. In these areas, a fourth storey is possible but not encouraged.

DANDENONG DECLARED AREA

Under Clause 61.01 of the *Greater Dandenong Planning Scheme* the Minister for Planning is the responsible authority in relation to land within the Dandenong Declared Area. This area includes land in a number of different zones, including the Comprehensive Development Zone and the Residential Growth Zone. The Minister for Planning is empowered to make decisions in relation to applications for the use and/or development of land that meets any of the following thresholds:

Any application for a permit made by or on behalf of Places Victoria or in relation to land owned by Places Victoria.

Development with a building height of 4 storeys or greater.

Use and/or development for 60 or more dwellings.

Use and/or development with a gross floor area exceeding 10,000 square metres.

Use and/or development where any part of the land is owned by a public authority and/or municipal council and the estimated cost of development is more than \$10,000,000.

Commercial scale development within the Declared Project Area is subject to the Infrastructure Recovery Charge, being 5% of the development value applicable at the time of development.

RESIDENTIAL FRAMEWORK PLAN

The following section describes the rationale for application of the Residential Framework surrounding the Dandenong MAC. The existing RGZ is discussed in four precincts, as indicated by [Figure 3](#).

There was a significant response from the local Dandenong community to the *Future Housing near Major Shopping Centres* consultation. Some submissions were general in nature (e.g. reduce the maximum building height to two storeys, concern regarding loss of neighbourhood character and traffic congestion), while others provided location-specific suggestions to refine boundaries. Some submissions also supported the Residential Framework Plan, as exhibited.

Refer to the *Future Housing near Major Shopping Centres Consultation Summary (August 2014)* for a detailed discussion of consultation findings, including site specific recommendations around Dandenong.

The development of the final Residential Framework Plan ([Figure 4](#)) seeks to balance and resolve community feedback with the application of objective criteria, derived from planning policy, as set out at Section 4.3.

FIGURE 3- DANDENONG PRECINCTS

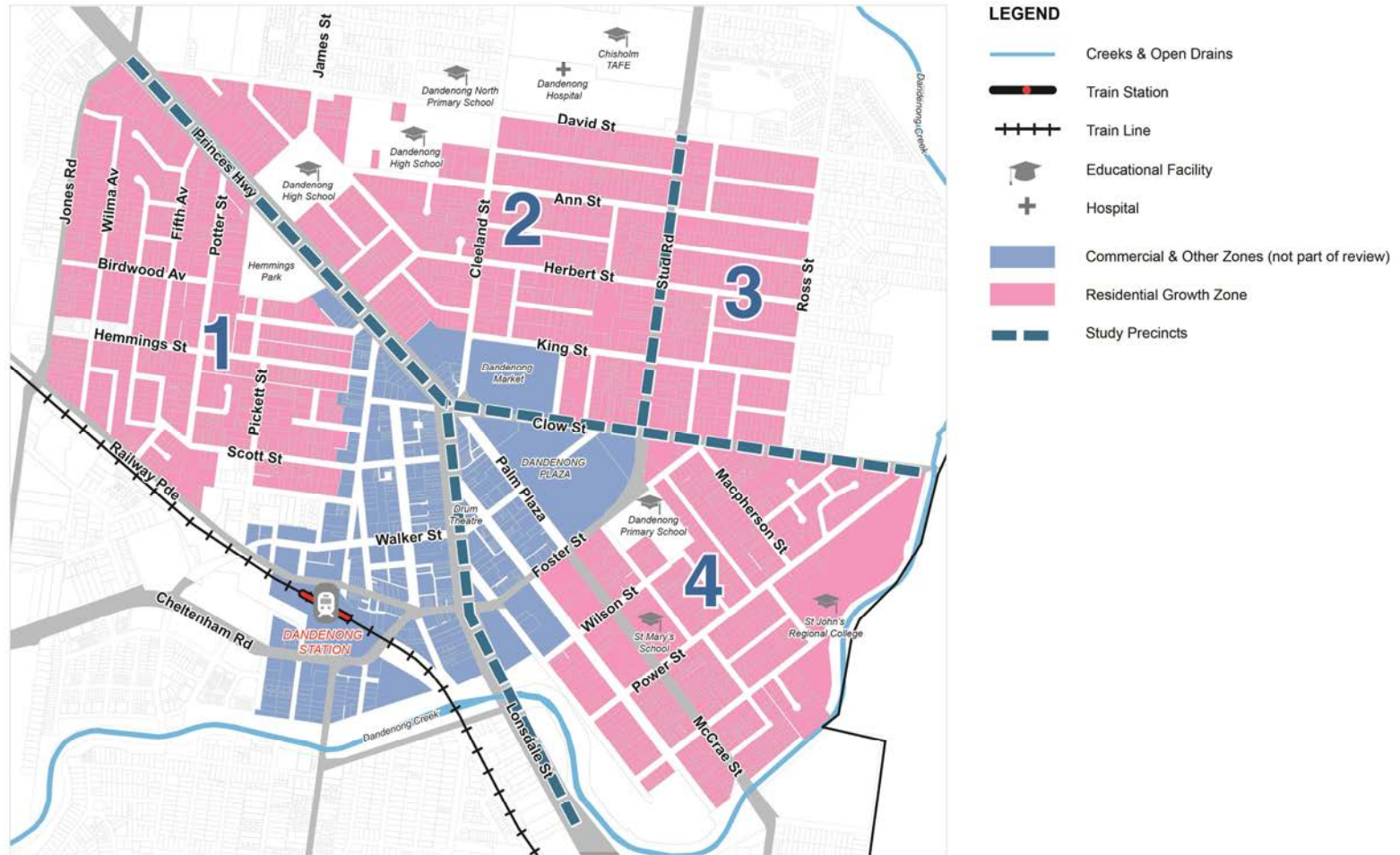
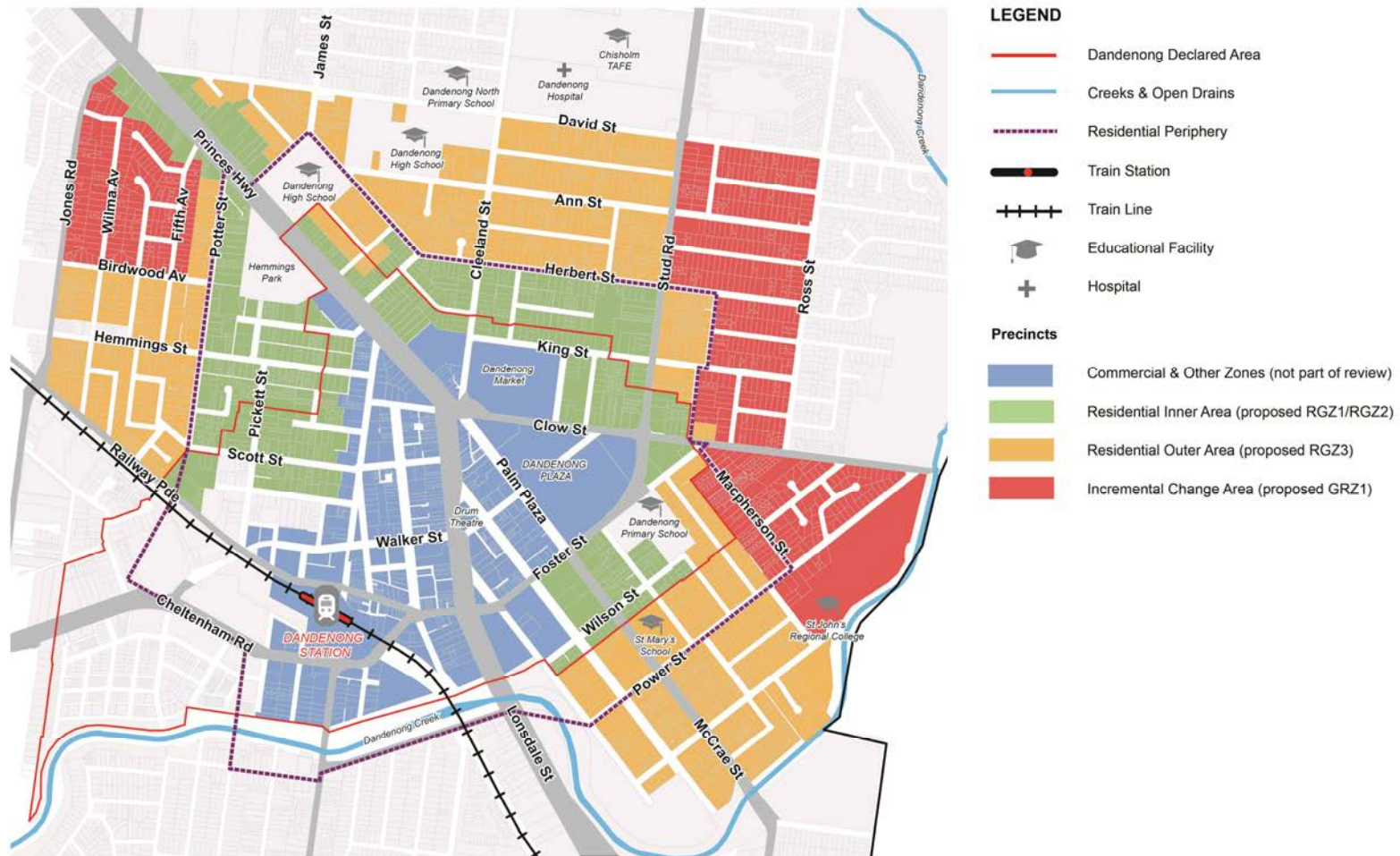


FIGURE 4 - DANDENONG RESIDENTIAL FRAMEWORK PLAN

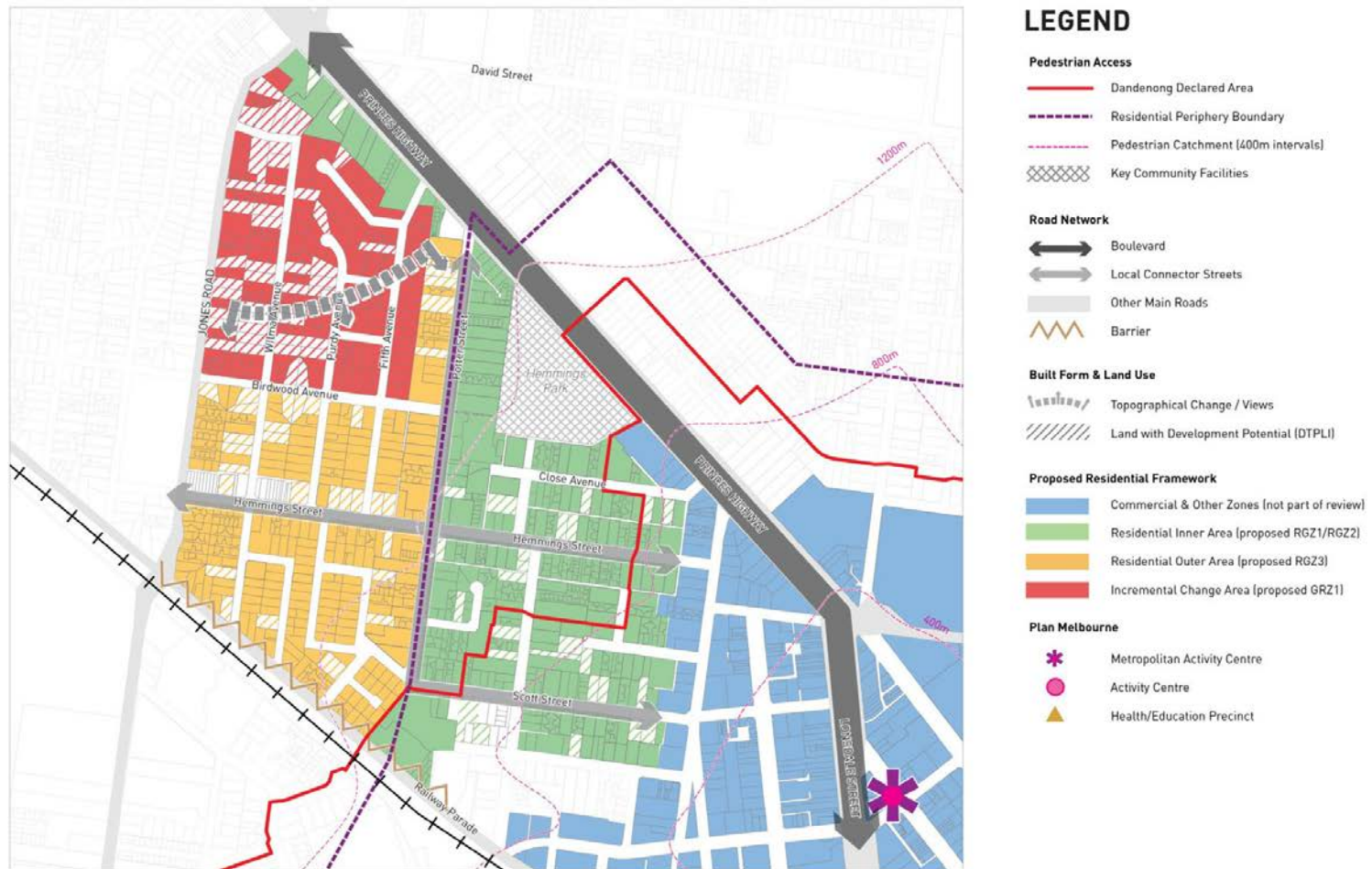


PRECINCT 1

Figure 5 illustrates the key features of Precinct 1. The following provides an assessment of the area.

DESCRIPTION	Precinct 1 includes all RGZ land bounded by the Princes Highway, Robinson Street, Railway Parade and Jones Road in Dandenong.
STAKEHOLDER VIEWS	<p>Resident petitions received in 2013/2014 advocated for Fifth Avenue, Purdy Avenue, Highland Court, and Sixth Avenue and Seventh Avenue to be rezoned to General Residential Zone.</p> <p>A submission received through <i>Future Housing near Major Shopping Centres</i> consultation advocated for consistent zoning to be provided on both sides of Potter and Herbert Streets and for development to be restricted to a maximum of two storeys.</p> <p>Several submissions advocated for the Residential Growth Zone to be confined to the Dandenong Declared Area.</p>

FIGURE 5 - PRECINCT 1



PEDESTRIAN ACCESS

Consistent with the current provisions of the RGZ and local planning policy, all land within the Dandenong Declared Area and Residential Periphery is included in the Residential Inner Area.

Land beyond the Residential Periphery is included in the Residential Outer Area due to its accessibility to the Dandenong MAC and Hemmings Street retail strip. These properties will provide a transition in built form to the Incremental Change Area.

Properties generally bounded by Fifth Avenue, Birdwood Avenue, Jones Road and the Princes Highway are located more than 1.2km from the Dandenong MAC, therefore beyond a reasonable walking distance. This area is included in the Incremental Change Area.

ROAD NETWORK

Princes Highway provides the primary road connection to the Dandenong MAC. The highway width, service lanes and boulevard character are capable of accommodating built form of significant scale. The Residential Inner Area therefore extends north-west on either side of the highway beyond Hemmings Park.

Potter Street provides a key north-south connection, and Birdwood Avenue and Hemmings Street provide east-west connections, to Dandenong MAC. These roads have a generous street width and are therefore capable of supporting moderate built form that provides a transition between the Residential Inner Area and wider Incremental Change Area.

The precinct bounded by Fifth Avenue, Birdwood Avenue, Jones Road and the Princes Highway contains a number of narrow streets and cul-de-sacs where a lower scale built form response is warranted (e.g. Highland Court, Trende Street).

BUILT FORM AND LAND USE

This Precinct is included in Area 8 of the *Dandenong Neighbourhood Character Study*. The Character Statement for the area states:

Area 8 is located directly adjacent to Dandenong Town Centre, extending west in a corridor between Princes Highway and the railway. Predominantly developed in the 1950-1960's, it has accommodated a significant level of redevelopment in the streets immediately adjacent to the town centre. Mixed with remnant original single dwellings, is a high proportion of villa units, traditional walk up flats, apartment blocks and medium density developments, which broadly reflect the Residential 2 zoning in that location. The overall built form of this area is dominant and landscaping in the public and private realm is limited.

This statement accurately reflects existing conditions through much of Precinct 1, with the exception of the precinct bounded by Fifth Avenue, Birdwood Avenue, Jones Road and the Princes Highway. Existing built form at this location is generally characterised by single and double storey detached dwellings with well landscaped front setbacks. There are few examples of multi-unit development. This area is set atop a hill which provides attractive treed views that contribute to a distinctly suburban character. Given the area's unique and intact character this area is to be reclassified and included within the Incremental Change Area.

The balance of Precinct 1 contains a mixture of dwelling types, including examples of three storey built form. The character of the area is expected to change over time based on the availability of developable land as well as the age and condition of dwelling stock throughout much of the area and proximity to the Dandenong MAC.

Lots with development potential, as identified by the DTPLI, are dispersed throughout the Precinct, providing extensive opportunities for multi-unit development. It is acknowledged that there are significant development opportunities in the Fifth Avenue, Birdwood Avenue, Jones Road and the Princes Highway. However, it is more appropriate for this area to be included in the Incremental Change Area given its distance from the Dandenong MAC, limited road connectivity and existing character values (refer to [Figure 5](#)).

CONCLUSION

It is recommended that all existing RGZ land in the Dandenong Declared Area and Residential Periphery is included in the Residential Inner Area, to promote housing intensification in close proximity of the Dandenong MAC. Land beyond the Residential Periphery is included in the Residential Outer Area due to its accessibility to the Dandenong MAC and Hemmings Street retail strip. These areas possess good road connections to the commercial core and surrounding road network, and contain extensive sites with the potential to support higher density built form. These areas should continue to support substantial housing growth and change.

It is recommended that the area bounded by Fifth Avenue, Birdwood Avenue, Jones Road and the Princes Highway is included in the Incremental Change Area. This area is located beyond a reasonable walking distance from the Dandenong MAC, has limited road connectivity, including cul-de-sac streets, and possesses a distinctive and intact neighbourhood character. As such future housing growth and change should consider and respond to neighbourhood character values, as per the former Residential 2 Zone. Medium density housing, in the form of townhouses, units and dual occupancies is encouraged.



Existing development along Potter Street



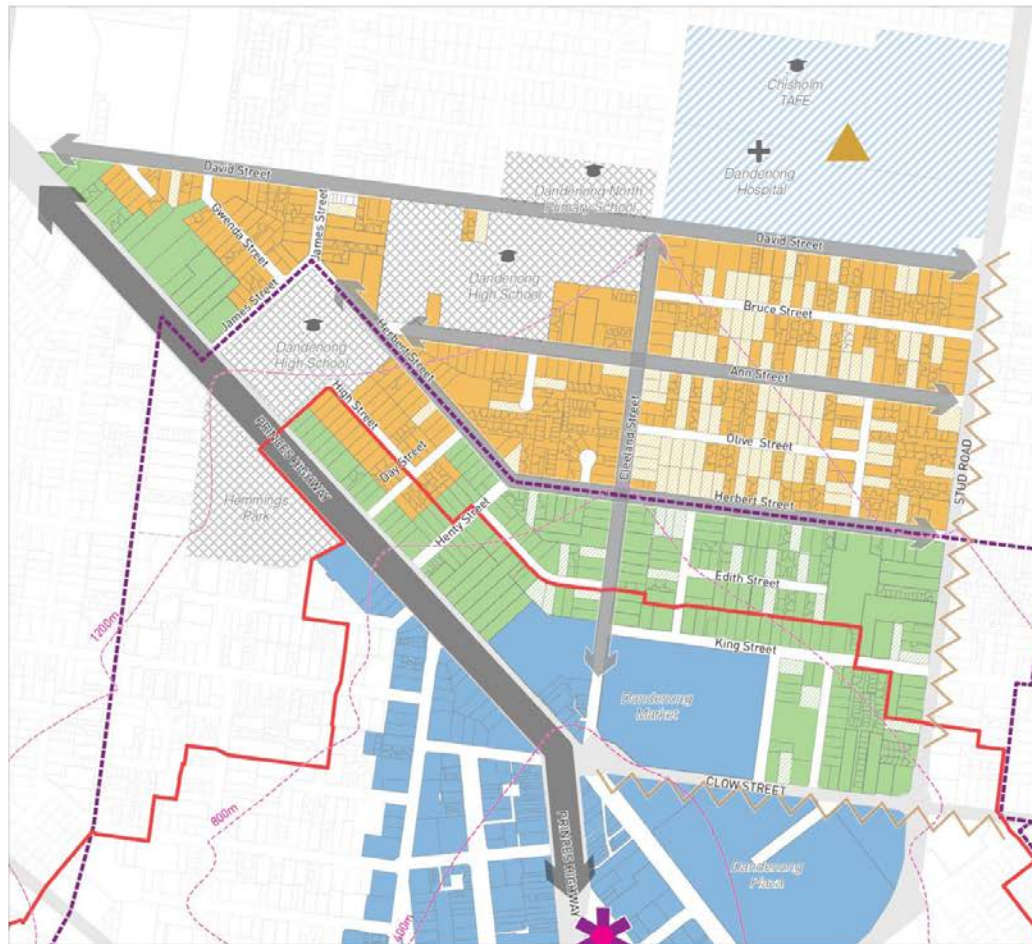
Existing development along Fifth Avenue

PRECINCT 2

Figure 6 illustrates the key features of Precinct 2. The following provides an assessment of the area.

DESCRIPTION	Precinct 2 includes all RGZ land bounded by David Street, Stud Road, Clow Street and Princes Highway in Dandenong.
STAKEHOLDER VIEWS	<p>Resident petitions received in 2013/2014 as well as numerous submissions received through the <i>Future Housing near Major Shopping Centres</i> consultation generally advocated for this area to be rezoned to General Residential Zone and/or to restrict development to two storeys with no apartments.</p> <p>The key issues raised by submissions included loss of neighbourhood character, amenity impacts (e.g. overshadowing, noise), traffic congestion and car parking. Several argued that the walkability of the area to the Dandenong activity centre was overstated.</p> <p>It is noted that representatives of the local development industry identified the area as a favourable location for higher density residential development. Submissions were also received in support of the proposed Residential Framework Plan and retention of the area in the RGZ.</p>

FIGURE 6 - PRECINCT 2



LEGEND

Pedestrian Access

- Dandenong Declared Area
- - - Residential Periphery Boundary
- - - Pedestrian Catchment (400m intervals)
- Key Community Facilities
- Key Community Facilities - Regional Role

Road Network

- ⇄ Boulevard
- ⇄ Local Connector Streets
- Other Main Roads
- ~ Barrier

Built Form & Land Use

- Topographical Change / Views
- Land with Development Potential (DTPLI)

Proposed Residential Framework

- Commercial & Other Zones (not part of review)
- Residential Inner Area (proposed RGZ1/RGZ2)
- Residential Outer Area (proposed RGZ3)

Plan Melbourne

- * Metropolitan Activity Centre
- Activity Centre
- ▲ Health/Education Precinct

PEDESTRIAN ACCESS

Consistent with the current provisions of the RGZ and local planning policy, all land within the Dandenong Declared Area and Residential Periphery is included in the Residential Inner Area, with the exception of land fronting High Street, Herbert Street and part of Day Street which have been included in the Residential Outer Area. A reduced building height in High Street is considered appropriate given that the street is narrow and terminates at Dandenong High School; and lots fronting the street are modest in size.

Land beyond the Residential Periphery is included in the Residential Outer Area due to its accessibility to the Dandenong MAC as well its proximity to the regionally significant Health / Education Precinct on the northern side of David Street (Dandenong Hospital and Chisholm TAFE). This precinct provides key services to a local and regional catchment and generates skilled employment, activity and visitation to Greater Dandenong. Dandenong High School campus is split between two sites on Princes Highway and Ann Street.

ROAD NETWORK

Princes Highway provides the primary road connection to the Dandenong MAC. The highway width, service lanes and boulevard character are capable of accommodating built form of significant scale. The Residential Inner Area therefore extends north-west on either side of the highway beyond Dandenong High School.

Cleland Street provides a key north-south connection, and Ann, Herbert and David Streets provide an east-west connection, to the Dandenong MAC and surrounds. These roads have a generous street width and are therefore capable of supporting moderate built form.

BUILT FORM AND LAND USE

This Precinct is included in Area 4 of the *Dandenong Neighbourhood Character Study*. The Character Statement for the area states:

Area 4 is experiencing high levels of development pressure and change, with original dwellings being replaced by either new single dwellings, medium density infill, and occasional apartment blocks. It contains a mix of building style, form and age, including high levels of infill development. Its location adjacent to the Dandenong Town Centre has led to development pressure and the mixed form of building styles that currently exist.

This statement accurately reflects current conditions. The area contains a mixture of dwelling types, including recent examples of three and four storey apartment development.

The character of the area is expected to change over time based on the availability of developable land as well as the age and condition of dwelling stock throughout much of the area and proximity to the Dandenong MAC and the Health / Education Precinct.

Lots with development potential, as identified by the DTPLI, are concentrated throughout the Residential Inner and Outer Areas (refer to [Figure 6](#)). These sites provide opportunities for significant and concentrated higher density multi-unit development in close proximity of the Dandenong MAC and the Health / Education Precinct.

Properties fronting both sides of Gwenda Street, the northern section of James Street and the southern side of David Street between Dandenong High School and the Princes Highway were exhibited in the Incremental Change Area on the basis of the area's relative distance and disconnection from the Dandenong MAC and the lower scale existing built form. It is now recommended that this area is included in the Residential Outer Area in order to provide a transition in built form from the adjoining Residential Inner Area to the wider Incremental Change Area. The area contains a mixture of dwelling types and scales, including a three storey apartment development. A moderate built form response is also considered to complement the scale and form of Dandenong High School.

CONCLUSION

Precinct 2 is strategically located between the Dandenong MAC the regionally significant Health / Education Precinct.

It is recommended that all existing RGZ land in the Dandenong Declared Area and Residential Periphery is included in the Residential Inner Area to promote housing intensification in areas with the greatest accessibility to retail, services, facilities and public transport. The exception is land fronting High Street, Herbert Street and part of Day Street which have been included in the Residential Outer Area due to the small lot sizes and limited street connectivity.

It is recommended that land beyond the Residential Periphery is included in the Residential Outer Area due to its accessibility to the Dandenong MAC and the Health / Education Precinct. This area possesses good road connections to the commercial core and surrounding road network, and contains numerous sites with the potential to support higher density built form. This area should continue to support substantial housing growth and change.

It is recommended that those properties fronting both sides of Gwenda Street, the northern section of James Street and the southern side of David Street between Dandenong High School and the Princes Highway, previously included in the Incremental Change Area, be included in the Residential Outer Area. Further analysis of this area has deemed the area appropriate for substantial housing growth and change due to the diversity of building types and scales in the area, including that of Dandenong High School. This area will provide a transition in built form between the Residential Inner Area and wider Incremental Change Area.



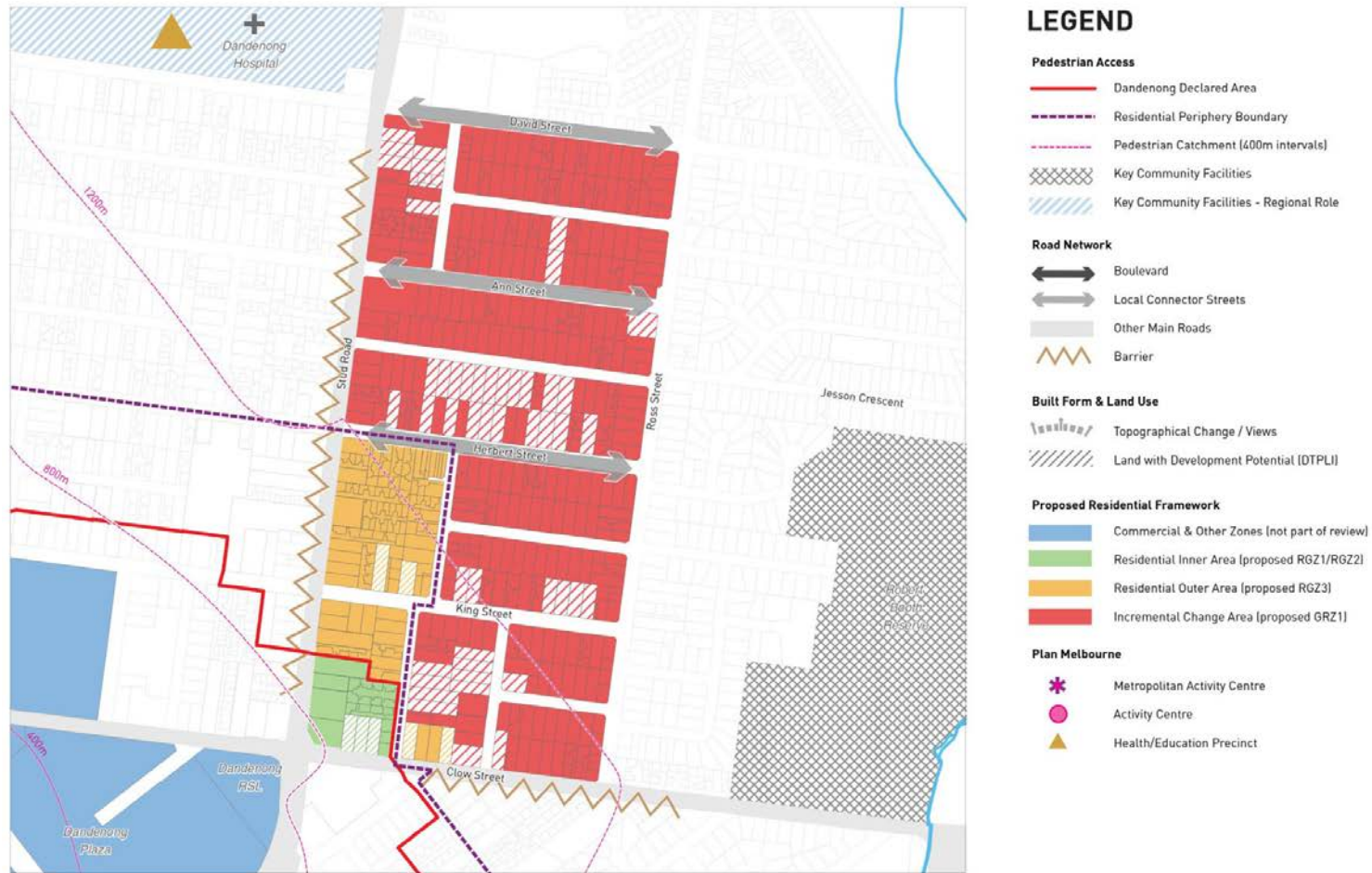
Examples of recent three storey development in Precinct 2

PRECINCT 3

Figure 7 illustrates the key features of Precinct 3. The following provides an assessment of the area.

DESCRIPTION	Precinct 3 includes all RGZ land bounded by David Street, Stud Road, Clow Street and Ross Street in Dandenong.
STAKEHOLDER VIEWS	Resident petitions received in 2013/2014 as well as numerous submissions received through the <i>Future Housing near Major Shopping Centres</i> consultation have generally advocated for the area to be rezoned to General Residential Zone and/or restrict development to two storeys with no apartments.
RELEVANT HISTORY	<p>In 2009 Amendment C96 originally identified and exhibited the area to be rezoned from R2Z to R1Z, as recommended by the <i>Dandenong Neighbourhood Character Study</i>.</p> <p>Following exhibition of Amendment C96, Council resolved to retain the section of the area that is inside the Residential Periphery Boundary in the R2Z and to rezone only the section of land outside the Periphery.</p> <p>The Panel appointed to consider the amendment expressed concern that this approach would result in an inconsistent relationship between the application of the zones and the identified Future Change Areas in that this area would be split across two different residential zones. Council also resolved to significantly contract the R2Z boundary so it was no greater than an arbitrary 150m and 200m from the core of the Noble Park and Springvale activity centres respectively.</p> <p>The panel concluded that "<i>Council's proposed changes to the Amendment (i.e. after Exhibition) are not supported by any strategic assessment</i>" as such, the rezoning was not ultimately supported by the Minister for Planning.</p> <p>Consequently, the subject area was retained in the R2Z and in accordance with Panel's recommendation; the <i>Dandenong Neighbourhood Character Study</i> was revised to reflect these decisions.</p> <p>It is apparent that consideration of the original proposal to rezone this area (as exhibited) was 'caught up' with the broader concerns about contracting the R2Z boundary around each centre and that reviewing the alignment of the Residential Periphery Boundary may have assisted in ensuring the application of the residential zones was consistent and strategically supported.</p>

FIGURE 7 - PRECINCT 3



PEDESTRIAN ACCESS

Consistent with the current provisions of the RGZ and local planning policy, all land within the Dandenong Declared Area is included in the Residential Inner Area.

Land in the Residential Periphery is included in the Residential Outer Area. These properties are disconnected from Dandenong MAC and the Health/Education Precinct by major pedestrian access barriers, Stud Road and Clow Street, and are beyond a reasonable walking distance from the Dandenong MAC. Properties generally have limited redevelopment potential due to their small lot size and/or existing multi-unit development. This area will provide a transition in built form to the Incremental Change Area.

The balance of this area is to be included in the Incremental Change Area due to its neighbourhood character values, as discussed below.

ROAD NETWORK

Stud Road is an arterial road and provides an important north-south connection to the Dandenong MAC. Stud Road presents a barrier to pedestrian access to the Dandenong MAC, as well as the Dandenong Hospital and Chisholm TAFE. Properties fronting Stud Road within the existing Residential Periphery boundary are included in the Residential Outer Area to provide a transition in the scale of built form and reflect increased walking distances from the activity centre.

Clow Street is a main road that provides a linkage to Doveton. There is potential for higher density development on a small cluster of properties fronting Clow Street beyond the Residential Periphery to serve as a transition in the scale of built form, noting that two planning permits have been issued for three storey development at this location. These properties have been included in the Residential Outer Area.

BUILT FORM AND LAND USE

This Precinct is included in Area 5 of the *Dandenong Neighbourhood Character Study*. The Character Statement for the area is:

Whilst Area 5 is located in close proximity to Dandenong Town Centre, it remains a predominantly intact area that has not experienced a high level of redevelopment pressure. Stud Road presents a physical barrier that may explain the current low levels of redevelopment that have occurred. Built form throughout this area is consistently single storey detached dwellings. Low scale front fencing and somewhat limited landscaping of the private realm generates a moderate quality intact suburban character.

This statement is generally still valid. The character of much of the area remains predominantly intact.

Existing built form along Stud Road and Clow Street is a mixture of single and double storey, noting that here have been recent planning permits issued for three storey developments. There are several apartment buildings and the area supports a range of land uses, including residential, a fast-food outlet and medical centres.

Beyond the main roads, built form in the area generally bounded by Clement Street/Sunnyside Road, Clow Street, Ross Street and David Street predominantly comprises single and double storey brick and weatherboard dwellings. Houses

generally have substantial setbacks containing mature vegetation and canopy trees. Front fences are typically low which, coupled with generous grassed verges and established street planting, contribute to a spacious, open and distinctive streetscape. Recent development has generally consisted of single and double storey detached houses, units and townhouses that is respectful of the scale and form of its surrounding context.

Although there are several properties with development potential in the identified Incremental Change Area, the distance of the area from the Dandenong MAC coupled with the scale of existing built form warrant a sensitive lower scale development response, and therefore inclusion in the Incremental Change Area.

CONCLUSION

It is recommended that all land within the Dandenong Declared Area is included in the Residential Inner Area to promote and consolidate housing intensification in close proximity of the Dandenong MAC.

Land in the Residential Periphery is included in the Residential Outer Area. These properties are disconnected from Dandenong MAC and the Health/Education Precinct by Stud Road and Clow Street, generally have limited redevelopment potential due to their small lot size and/or existing multi-unit development and will provide a transition in built form to the Incremental Change Area.

It is recommended that the balance of Precinct 3 is included in the Incremental Change Area. This area is located beyond a reasonable walking distance from the Dandenong MAC, and Clow Street and Stud Road are major barriers to pedestrian access. This area possesses a distinctive and intact neighbourhood character, as recognised in the *Dandenong Neighbourhood Character Study*. As such, future housing growth and change should consider and respond to neighbourhood character values, as per the former Residential 2 Zone. Medium density housing, in the form of townhouses, units and dual occupancies is encouraged.



Herbert Street streetscape



Burrows Avenue streetscape

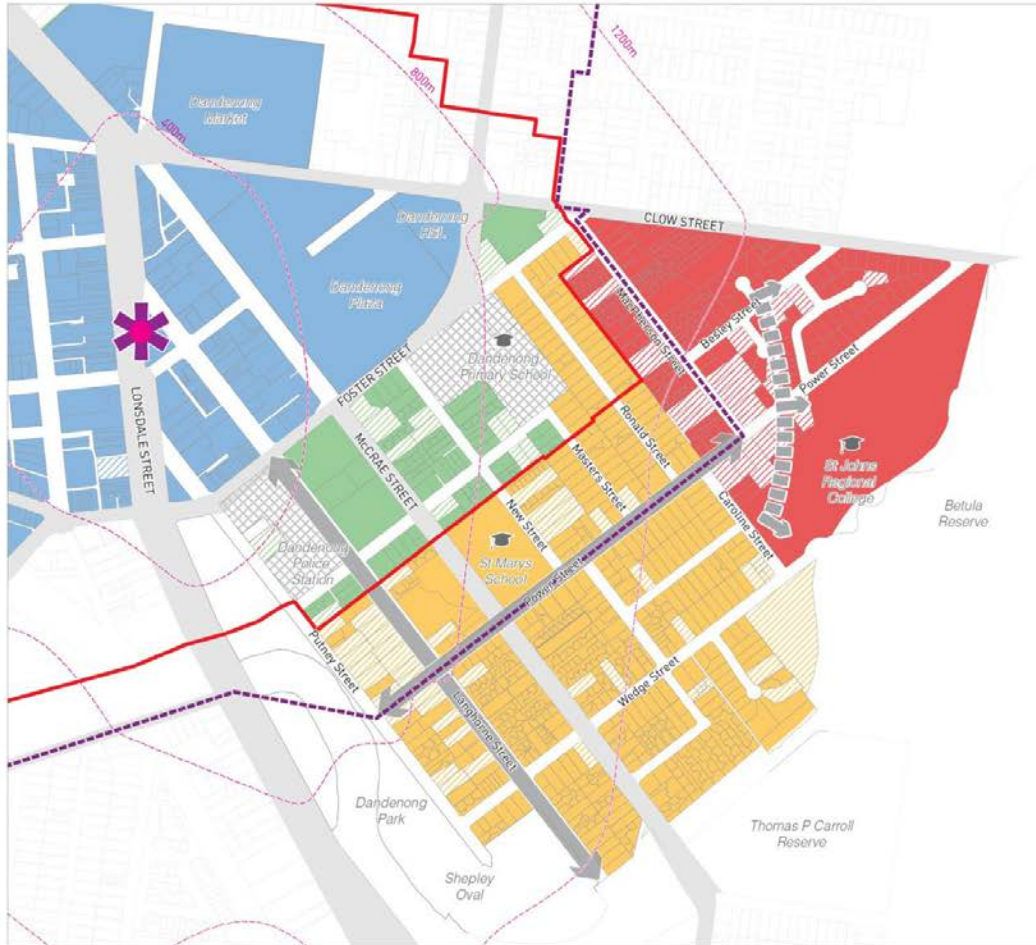
PRECINCT 4

Figure 8 illustrates the key features of Precinct 4. The following provides an assessment of the area.

DESCRIPTION	Precinct 4 includes all RGZ land bounded by Foster Street / Clow Street, Dandenong Creek and Pultney Street in Dandenong.
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STAKEHOLDER VIEWS	A range of views have been submitted by the community and stakeholders in regard to Precinct 4. Some have advocated that particular streets be rezoned to General Residential Zone and/or to restrict development to two storeys with no apartments. Other submissions suggest extending the Residential Inner Area in some locations.
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FIGURE 8 - PRECINCT 4



LEGEND

Pedestrian Access

- Dandenong Declared Area
- - - Residential Periphery Boundary
- - - Pedestrian Catchment (400m intervals)
- Key Community Facilities

Road Network

- Boulevard
- Local Connector Streets
- Other Main Roads

Built Form & Land Use

- Topographical Change / Views
- Land with Development Potential (DTPLI)

Proposed Residential Framework

- Commercial & Other Zones (not part of review)
- Residential Inner Area (proposed RGZ1/RGZ2)
- Residential Outer Area (proposed RGZ3)
- Incremental Change Area (proposed GRZ1)

Plan Melbourne

- ✱ Metropolitan Activity Centre
- Activity Centre
- ▲ Health/Education Precinct

PEDESTRIAN ACCESS

Consistent with the current provisions of the RGZ and local planning policy, land within the Dandenong Declared Area is included in the Residential Inner Area, with exception of properties fronting Ronald Street and the northern section of Masters Street, which have been included in the Residential Outer Area. These areas have limited redevelopment potential due to their small lot size and the relatively narrow width of Roland Street. These characteristics may explain why limited infill development has occurred in this area to date.

Land between the Dandenong Declared Area and the Dandenong Residential Periphery is generally included in the Residential Outer Area. A moderated built form response is warranted in these areas, given their proximity to Dandenong MAC and development potential. MacPherson Street, discussed below, has been excluded from this area due to its distinct neighbourhood character.

ROAD NETWORK

Foster Street is an arterial road and provides an important east-west connection to the Dandenong MAC. More intensive development is appropriate fronting this street, consistent with the role, function and scale of existing development along this road.

Langhorne and McCrae Streets provide significant north-south connections to, and Power Street an important local east-west connection, to Dandenong MAC and Dandenong Railway Station. These areas are capable of supporting moderate built form due to their street width and connectivity.

Pultney Street is a spacious street which fronts Thomas P Carroll Reserve and Dandenong Creek. It also possesses good connections to the Dandenong Creek Trail as well as Dandenong Train Station. These locational and physical attributes support a moderate built form response.

The roads located east of MacPherson Street are less accessible due to the predominance of cul-de-sacs (e.g. Arnold Court, Garde Court).

BUILT FORM AND LAND USE

This Precinct is included in Area 6 of the *Dandenong Neighbourhood Character Study*. The Character Statement for the area is:

Area 6 is located directly adjacent to the Dandenong Town Centre and has experienced high levels of development change. However this has mostly occurred in the form of dual occupancies and medium density units, rather than apartment buildings. In the most part infill developments have been to a reasonable to high quality standard, thereby minimising significantly negative impacts on the streetscape. The road widths of McCrae / Langhorne Streets, that accommodate a dual carriageway with central medium strip, contributes extensively to the open landscaped character of this area. Its proximity and interface with Dandenong Park / Creek to the south / south-west contributes extensively to the character of the area.

This statement remains valid for much of Precinct 4. The identified Residential Inner and Outer Areas contain a mixture of dwelling types, including recent approvals for three and four storey apartment development. The character of these areas is expected to change over time due to the availability of developable land, the age and condition of dwelling stock throughout much of the area, and close proximity to the Dandenong MAC.

The area south of Power Street was exhibited as part of the Incremental Change Area. It is now recommended that this area is included in the Residential Outer Area. The built form in this area is mixed. Recent development has generally comprised single and double storey units and townhouses, as well as three storey developments. This area is well connected to the Dandenong MAC and Dandenong Train Station via Langhorne, McCrae and Pultney Streets

The area to the east of Precinct 4, generally bounded by MacPherson Street, Dandenong Creek and Clow Street is recommended for inclusion in the Incremental Change Area. This area is characterised by substantial detached dwellings, with some examples of single and double storey multi-unit development. As illustrated by [Figure 8](#), the topography falls eastwards providing picturesque treed views to Dandenong Creek. Front setbacks generally support substantial and mature landscaping, which coupled with the occurrence of regular mature street trees, create a distinctive and leafy suburban character. Furthermore, this area is generally located beyond a reasonable walking distance from the core of the Dandenong MAC. It is therefore included in the Incremental Change Area.

Lots with development potential as identified by the DTPLI are dispersed throughout Precinct 4, providing significant opportunities for multi-unit redevelopment.

CONCLUSION

It is recommended that land within the Dandenong Declared Area is included in the Residential Inner Area, with exception of properties fronting Ronald Street and the northern section of Masters Street (Residential Outer Area), to promote and consolidate housing intensification in close proximity of the Dandenong MAC.

Land between the Dandenong Declared Area and the Dandenong Residential Periphery, with the exception of MacPherson Street (Incremental Change Area), is included in the Residential Outer Area. This area has the potential to support substantial housing growth and change given its proximity and connectivity to Dandenong MAC and development potential.

It is recommended that the properties generally bounded by Power Street, Pultney Street, Dandenong Creek and Caroline Street, previously that were exhibited as part of the Incremental Change Area are included in Residential Outer Area. This is to reflect the area's capacity to support substantial growth change, particularly due to the mixed form and scale of existing built form as well as its proximity and connectivity to Dandenong MAC, Dandenong Train Station, public open space and development potential.

It is recommended that the balance of Precinct 4 be included in the Incremental Change Area. This area is located beyond a reasonable walking distance from the Dandenong MAC, has limited road connectivity due to the dominance of cul-de-sac streets and possesses a distinctive and intact neighbourhood character. As such future housing growth and change should consider and respond to neighbourhood character values, as per the former Residential 2 Zone. Medium density housing, in the form of townhouses, units and dual occupancies is encouraged.



Varied character along New Street



Existing built form Ogill Street

4.1.6 SPRINGVALE

The Springvale Activity Centre is a popular and vibrant retail based centre with a strong multi-cultural character. In particular, the centre is known for its high concentration of Asian retail and food businesses.

The Springvale Activity Centre is focussed around Springvale Road and the Springvale Railway Station. The 'core' of the centre is located to the south-west of the railway line.

The Commercial 1 Zone applies throughout the Centre, with some Commercial 2 and Industrial 1 Zone north of the railway line. A built form of up to four storeys is considered appropriate in these areas.

PROPOSED RESIDENTIAL FRAMEWORK PLAN

The following section describes the rationale for application of the Residential Framework approach around the Springvale Activity Centre. The existing RGZ is discussed in three precincts, as indicated by [Figure 9](#).

There was a moderate response from the local Springvale community to the *Future Housing near Major Shopping Centres* consultation. Council received submissions advocating for the 'upzoning' of areas to allow for increased housing densities, as well as submissions voicing concern with the scale and associated impacts of future development proposed in the Framework Plan.

Refer to the *Future Housing near Major Shopping Centres Consultation Summary* for a detailed discussion of consultation findings, including site specific recommendations around Springvale.









The development of the Springvale Residential Framework Plan ([Figure 10](#)) seeks to balance and resolve community feedback with the application of objective criteria, derived from planning policy, as set out at Section 4.3.

FIGURE 9 - SPRINGVALE PRECINCTS



FIGURE 10 - SPRINGVALE RESIDENTIAL FRAMEWORK PLAN



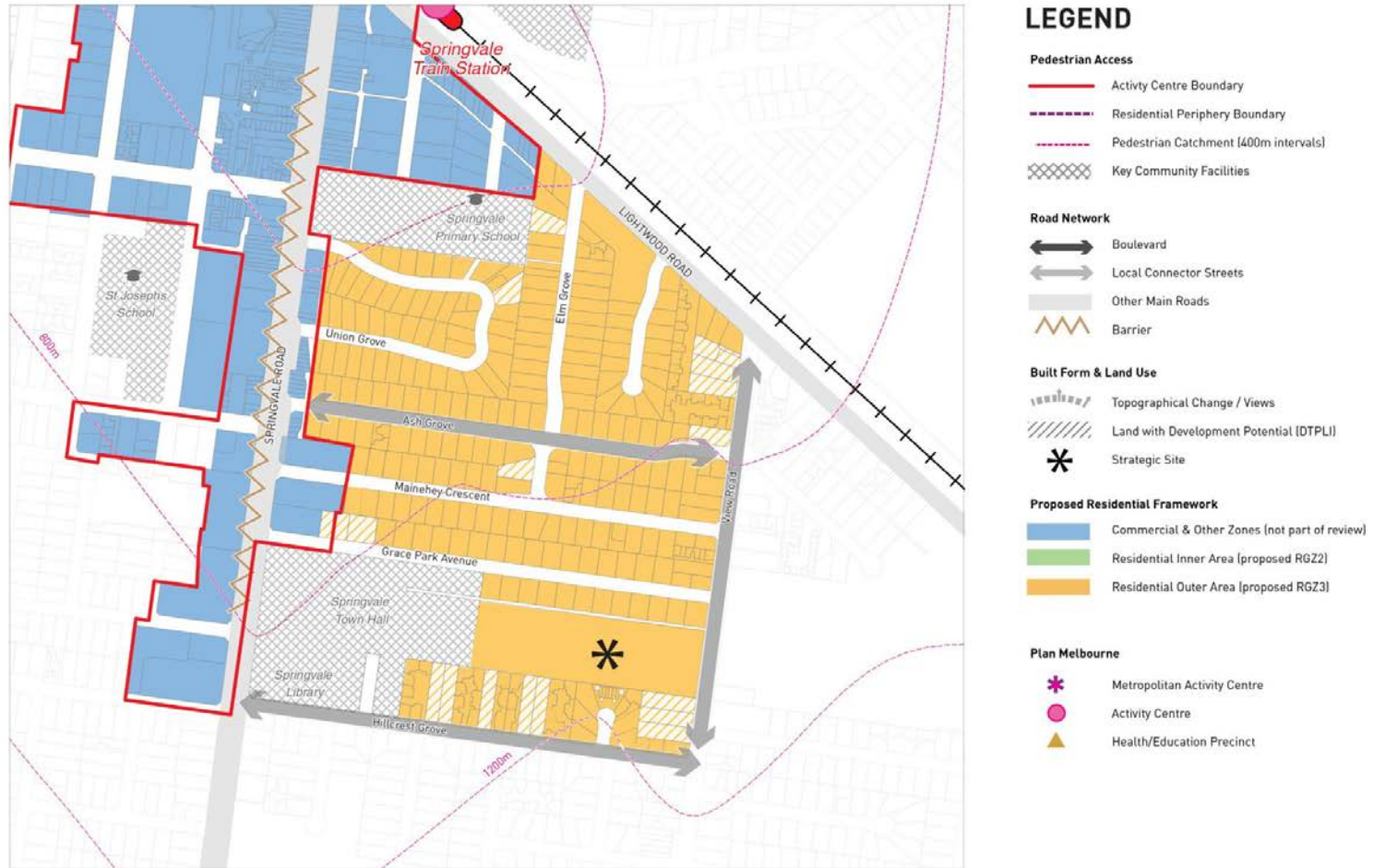
- LEGEND**
-  Creeks & Open Drains
 -  Train Station
 -  Train Line
 -  Educational Facility
- Precincts**
-  Commercial & Other Zones (not part of review)
 -  Residential Inner Area (proposed RGZ2)
 -  Residential Outer Area (proposed RGZ3)
 -  Strategic Site

PRECINCT 5

Figure 11 illustrates the key features of Precinct 5. The following provides an assessment of the area.

DESCRIPTION	Precinct 5 includes all RGZ land bounded by Lightwood Road, View Road, Hillcrest Grove and Springvale Road in Springvale.
STAKEHOLDER VIEWS	Submissions received through the <i>Future Housing near Major Shopping Centres</i> consultation have generally advocated for particular streets within the area to be 'upzoned' from the Incremental Change Area and included in the Residential Outer Area.

FIGURE 11 - PRECINCT 5



PEDESTRIAN ACCESS

Precinct 5 is located within close walking distance of Springvale and Sandown Park Railway Stations. This Precinct adjoins the activity centre's retail core.

It is recommended that all residential land in this Precinct is included in the Residential Outer Area. It is noted that Grace Park Avenue and Hillcrest Grove were exhibited in the Incremental Change Area. Notwithstanding, a moderate future built form response is warranted across this Precinct due to its proximity to Springvale and Sandown Park Railway Stations as well as the retail spine of the Springvale Activity Centre. Four storey development is considered inappropriate due to the smaller lot size and predominance of narrow streets and cul-de-sacs in the area (e.g. Southdowne Close, Union Grove). On the other hand, two storey development would not recognise the strategic potential of the area, given its proximity to key services, facilities and transport.

The former Council depot is located on View Road, behind the Springvale Town Hall. This site is identified as a Strategic Site for redevelopment. Future development up to three storeys is considered appropriate at this location, given the site's frontage to View Road, a key local connector road, and the adjoining Springvale Library and Town Hall site. This site is included in the Residential Outer Area.

ROAD NETWORK

Lightwood Avenue is a main road running adjacent to the railway line that provides a connection between Springvale, Sandown Park and Noble Park Railway Stations. Higher density built form is generally appropriate along this road.

View Road provides a key north-south linkage to the area. It provides an appropriate location for a transition in the scale of built form from the Springvale Station to the surrounding Incremental Change Area.

Ash Grove and Hillcrest Avenue provide key east-west linkages between the activity centre and surrounding Incremental Change Area. It is noted that the Precinct contains a number of narrow and cul-de-sac streets (e.g. Grace Park Avenue, Union Grove).

BUILT FORM AND LAND USE

This Precinct is included in Area 13 of the *Dandenong Neighbourhood Character Study*. The Character Statement for the area is:

Area 13 is a large area that extends north from Heatherton Road up to the northern municipality boundary, typifying a 1940-1960's suburban residential character. Two smaller areas within the larger precinct present anomalies due to their consistency of age (1960's) and construction (brick). Notwithstanding such anomalies, the overriding theme is of a homogenous residential suburban character. Occasional infill development exists, however built form consists of single detached dwellings. Streetscape quality is also mixed and is dependent on the age / condition of housing stock and the quality of landscaping. Notwithstanding the overriding character is of a conventional suburban area.

This statement still provides an accurate general description of the existing character of Precinct 5. The area contains predominantly single and double storey detached dwellings, however it is noted that there is significant variation amongst these

dwellings in terms of the condition and scale of existing built form. There is variation in terms of landscaping in front setbacks; some houses contain generous mature plantings including canopy trees, while others are concreted and bare.

The character of the area is expected to change over time, particularly in areas close to the Springvale and Sandown Park Railway Stations as well as the Springvale Activity Centre in order to maximise access to public transport, retail and services.

There are a limited number of lots with potential for higher density multi-unit development as identified by the DTPLI throughout Precinct 5. As such this variable has had an inconsequential impact on the assessment of this area.

CONCLUSION

It is recommended that a moderate built form response is warranted throughout Precinct 5, due to the relatively narrow street width, limited road connectivity due to the predominance of cul-de-sac streets and generally narrow and small lot sizes.

Properties fronting Mainehey Crescent, Grace Park Avenue and Hillcrest Grove were exhibited in the Incremental Change Area. However this updated analysis recommends that all residential land in Precinct 5 is included in the Residential Outer Area. The Precinct is located in close proximity of the Springvale and Sandown Park Railway Stations, as well as the retail spine of the Springvale Activity Centre. This recommendation therefore supports and concentrates housing intensification in those areas with the best access to retail, services and public transport.

The former Council depot located on View Road, is identified as a Strategic Site for redevelopment. Future development up to three storeys is considered appropriate at this location, given the site's frontage to View Road and the adjoining use and scale of the adjoining site, being the Springvale Library and Town Hall. This site is included in the Residential Outer Area.



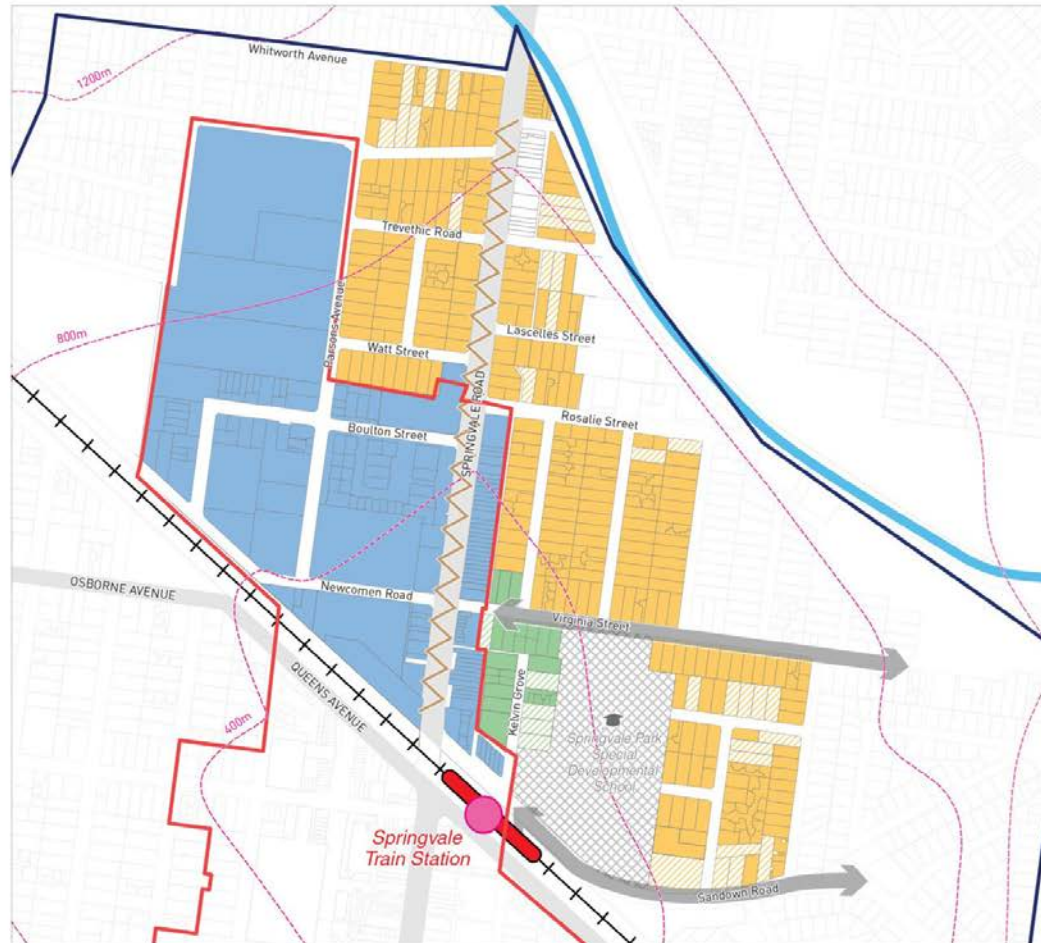
Variation in the scale of existing detached dwellings

PRECINCT 6

Figure 12 illustrates the key features of Precinct 6. The following provides an assessment of the area.

DESCRIPTION	Precinct 5 includes all RGZ land and some GRZ land generally bounded by Sandown Road, Parsons Avenue, Whitworth Avenue and Wales Street / Merton Street.
STAKEHOLDER VIEWS	A range of views have been submitted by the community in regard to Precinct 6. Some have advocated that building heights be limited to three storeys along Virginia Street and included in the Residential Outer Area. Others have suggested that the RGZ be expanded to include the area behind Springvale Park Special Developmental School.

FIGURE 12 - PRECINCT 6



LEGEND

Pedestrian Access

- Activity Centre Boundary
- - - Residential Periphery Boundary
- · - · - Pedestrian Catchment (400m intervals)
- Key Community Facilities

Road Network

- Boulevard
- Local Connector Streets
- Other Main Roads
- Barrier

Built Form & Land Use

- Topographical Change / Views
- Land with Development Potential (DTPLI)

Proposed Residential Framework

- Commercial & Other Zones (not part of review)
- Residential Inner Area (proposed RG22)
- Residential Outer Area (proposed RG23)

Plan Melbourne

- Metropolitan Activity Centre
- Activity Centre
- Health/Education Precinct

PEDESTRIAN ACCESS

Properties generally located within the immediate proximity of Springvale Railway Station, on Kelvin Grove and the western section of Virginia Street, are included in the Residential Inner Area to maximise access to public transport, retail and services for future residents.

Land within close walking distance of Springvale Station (generally within 20 minutes walking distance) is included in Residential Outer Area. This includes land adjoining commercial and industrial areas to the north of the Precinct, where medium density housing is considered to complement the scale and use of existing development.

It is recommended that an area immediately to the east of the Springvale Park Special Developmental School is included in the Residential Outer Area as the accessibility of this area has improved as a result of the redevelopment of Springvale Railway Station. This area is currently included in the General Residential Zone and was therefore not identified in the proposed Residential Framework Plan exhibited as part of the *Future Housing near Major Shopping Centres* consultation. As [Figure 12](#) illustrates, there is significant development potential in this location due to the relatively large lot sizes and excellent proximity to Springvale Railway Station and Activity Centre.

ROAD NETWORK

Springvale Road bisects Precinct 6. Land to the north-west and north-east of the Springvale Road is included in the Residential Outer Area. A moderate built form response is considered appropriate, given the areas relative distance from the retail core and train station and the surrounding industrial and commercial land uses.

Rosalie Street and Virginia Street provide key east-west connections to Springvale Road and the surrounding residential areas.

The streets within Precinct 6 generally comprise standard local roads that are capable of accommodating medium density development.

BUILT FORM AND LAND USE

This Precinct is included in Area 13 of the *Dandenong Neighbourhood Character Study*. The Character Statement for the area is:

Area 13 is a large area that extends north from Heatherton Road up to the northern municipality boundary, typifying a 1940-1960's suburban residential character. Two smaller areas within the larger precinct present anomalies due to their consistency of age (1960's) and construction (brick). Notwithstanding such anomalies, the overriding theme is of a homogenous residential suburban character. Occasional infill development exists, however built form consists of single detached dwellings. Streetscape quality is also mixed and is dependent on the age / condition of housing stock and the quality of landscaping. Notwithstanding the overriding character is of a conventional suburban area.

This statement still provides an accurate general description of the existing character of Precinct 6. The area contains a mixture of dwelling types, including examples of three storey apartment development. The age, condition and quality of existing dwellings is highly variable.

Land to the east and west of Springvale Road, north of Rosalie Street, adjoins commercial and industrial land uses. Given the non-residential scale of these uses the more intense built form associated with the Residential Outer Area is appropriate.

Lots with development potential as identified by the DTPLI are generally concentrated throughout the proposed new 'Residential Outer' areas. This provides significant opportunities for housing growth and change in areas in close proximity of the Springvale Activity Centre.

CONCLUSION

There are significant opportunities for housing growth and change in Precinct 6 due to its proximity to the Springvale Activity Centre and Springvale Railway Station, width and connectivity of the local road network and the age and condition of existing built form. This area is currently in transition, comprising several higher density developments including apartment buildings up to three storeys.

The continued growth and change of the area is supported based on the areas locational and physical attributes.



Recent three storey development on Virginia Street



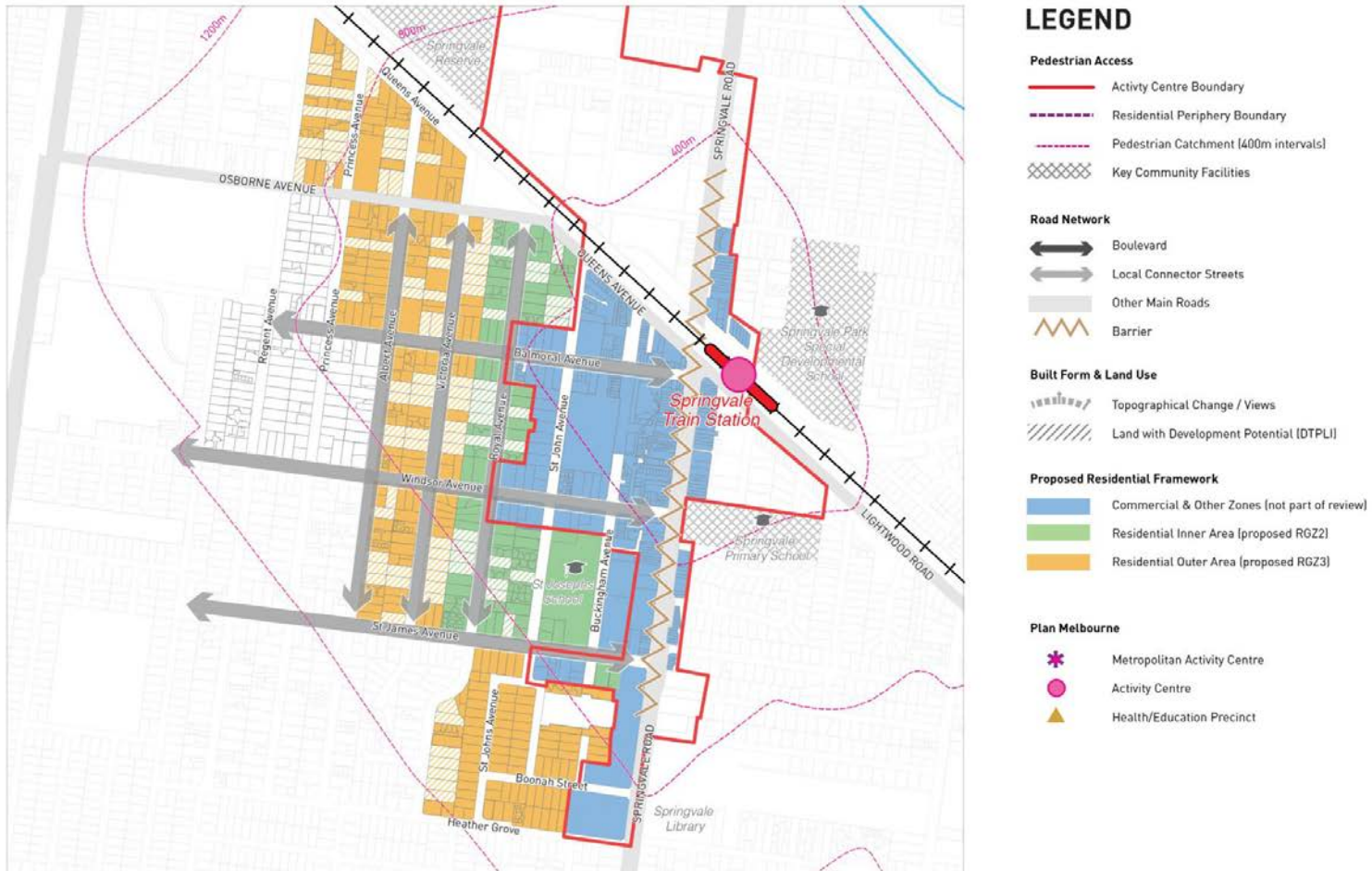
Single storey development along Merton Street

PRECINCT 7

Figure 13 illustrates key features of Precinct 7. The following provides an assessment of the area.

DESCRIPTION	Precinct 7 includes all RGZ and some GRZ land bounded by Queens Avenue, Springvale Road, Heather Grove and Regent Avenue in Springvale.
STAKEHOLDER VIEWS	<p>Two submissions were received through the <i>Future Housing near Major Shopping Centres</i> in a <i>pro-forma</i> format, advocating that the area bounded by Queens Avenue, Princess Street, Osborne Avenue and Regent Street be 'upzoned' from the Incremental Change Area to be included in the Residential Outer Area.</p> <p>Another submission received suggested that properties adjoining Royal Avenue and Balmoral Avenue be removed from the Residential Inner Area.</p>

FIGURE 13 - PRECINCT 7



PEDESTRIAN ACCESS

Precinct 7 adjoins the retail core of the Springvale Activity Centre and is located within close proximity of the Springvale Railway Station.

Land generally adjoining the activity centre boundary to Royal Avenue, a key local connector road, is included in the Residential Inner Area to maximise access to retail, services, facilities and public transport.

Land located within a reasonable walking distance of Springvale Railway Station (approximately 800 metres) is generally located in the Residential Outer Area.

There is an isolated block of land zoned General Residential Zone, bounded by Queens Avenue, Princes Avenue and Osborne Avenue. It is recommended that this area is also included in the Residential Outer Area, owing to its proximity to Springvale Railway Station and the retail core of the Springvale Activity Centre and the adjoining industrial land use.

ROAD NETWORK

Precinct 7 is located in close walking distance of Springvale Railway Station and the retail core of the Springvale Activity Centre.

Springvale Road is a barrier to pedestrian access to Springvale Railway Station.

Balmoral Avenue, Windsor Avenue and St James Avenue provide key local east-west connections to the Springvale Activity Centre. Albert Avenue, Royal Avenue and Regent Avenue provide key local north-south connections to the Activity Centre.

BUILT FORM AND LAND USE

This Precinct is included in Area 14 of the *Dandenong Neighbourhood Character Study*. The Character Statement for Area 14 is:

Area 14 is an area in transition due to its proximity to Springvale activity centre and railway station, the existence of larger allotments and its Residential 2 zoning. Older dwellings have been replaced with a combination of larger single dwellings and medium density infill development. Occasional apartments exist. Street width is noticeably wider in this area. With relatively flat topography and limited canopy vegetation, the streetscape character is sparsely vegetated and dominated by buildings.

This statement still provides a generally accurate description of the existing character of much of Precinct 7. Current built form is highly variable, comprising predominantly single and double storey detached dwellings, townhouses and units. There are some examples of three storey apartment development in the precinct.

There are a large number of properties identified for potential redevelopment by the DPTLI data within the precinct. This provides an opportunity to concentrate housing intensification in close proximity of the Springvale Activity Centre and Railway Station.

CONCLUSION

Precinct 7 adjoins the retail core of the Springvale Activity Centre and is located within close proximity of the Springvale Railway Station.

It is recommended that land generally adjoining the activity centre boundary to Royal Avenue, a key local connector road, is included in the Residential Inner Area. The Residential Outer Area incorporates properties more distant, but still within a reasonable walking distance of Springvale Railway Station. This supports and concentrates housing intensification in those areas with the best access to retail, services and public transport.



Three storey development on Albert Avenue (L) Detached dwellings on Royal Avenue (R)



Interface between residential and industrial land uses on Regent Avenue, north of Osborne Avenue

4.1.7 NOBLE PARK

Noble Park is an Activity Centre with a distinctive village character. The Centre is located immediately adjacent to Noble Park Railway Station and is focussed on Douglas Street to the south and Ian Street to the north. Land within the Activity Centre boundary is predominantly zoned Commercial 1 where a built form of up to four storeys is appropriate.

Noble Park plays a distinctly different role to Dandenong and Springvale, serving a much more local catchment. The existing local policy anticipates a more modest built form response than the other two centres and provides for development up to four storeys within the commercial core. On this basis a Residential Inner Area for Noble Park is not recommended.

PROPOSED RESIDENTIAL FRAMEWORK PLAN

The following section describes the rationale for application of the Residential Framework approach around the Noble Park Activity Centre. The existing RGZ is discussed in two precincts, as indicated by [Figure 14](#).

Council received a moderate level of feedback from the Noble Park community in response to the *Future Housing near Major Shopping Centres* consultation. Some submissions were general in nature (e.g. reduce the maximum building height to two storeys, concern regarding loss of neighbourhood character and traffic congestion), while others provided location-specific suggestions to refine boundaries.

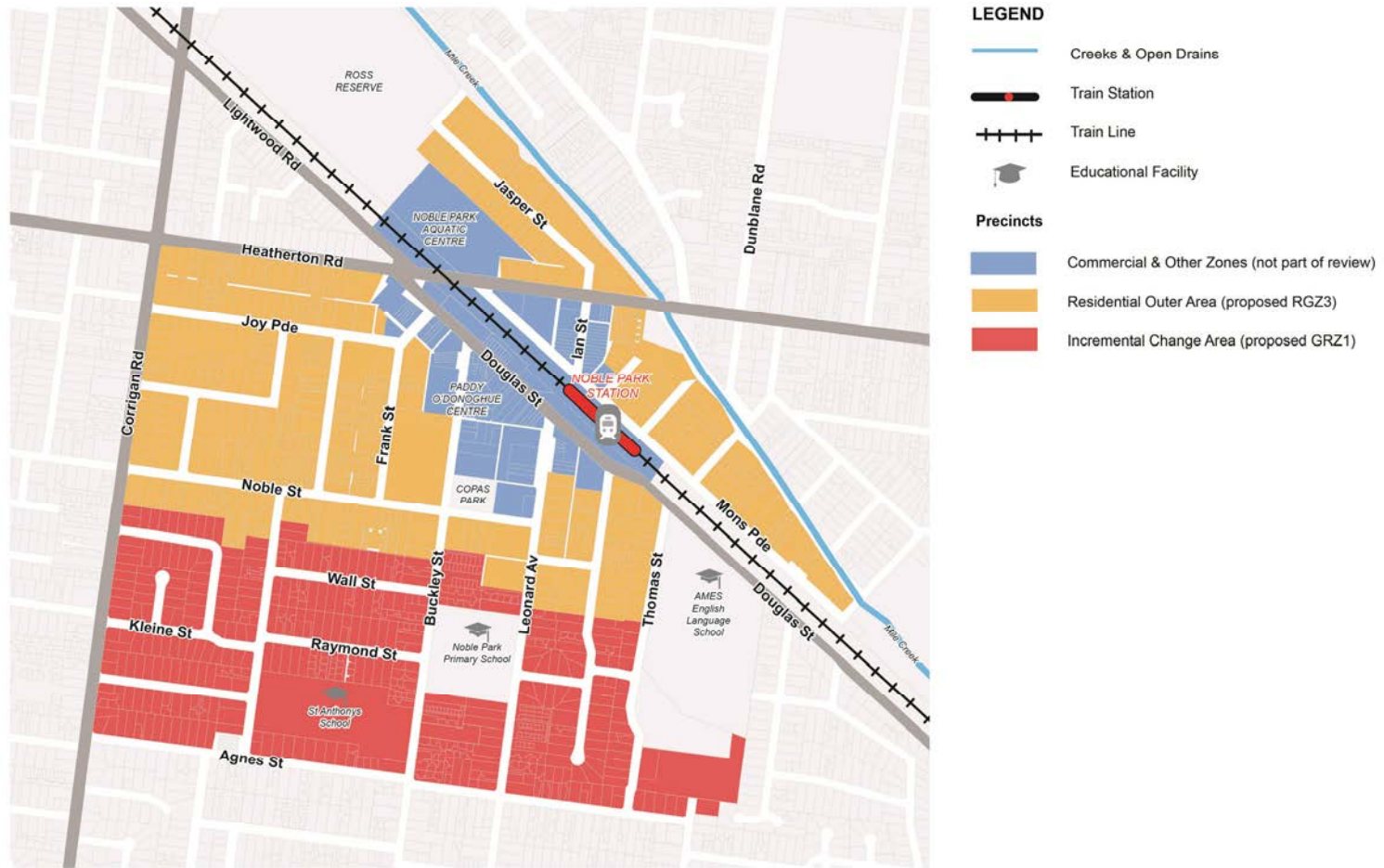
Refer to the *Future Housing near Major Shopping Centres Consultation Summary* for a detailed discussion of consultation findings, including site specific recommendations around Noble Park.

The development of the Noble Park Residential Framework Plan ([Figure 15](#)) seeks to balance and resolve community feedback with the application of objective criteria, derived from planning policy, as set out at Section 4.3.

FIGURE 14 - NOBLE PARK PRECINCTS



FIGURE 15 - NOBLE PARK RESIDENTIAL FRAMEWORK PLAN

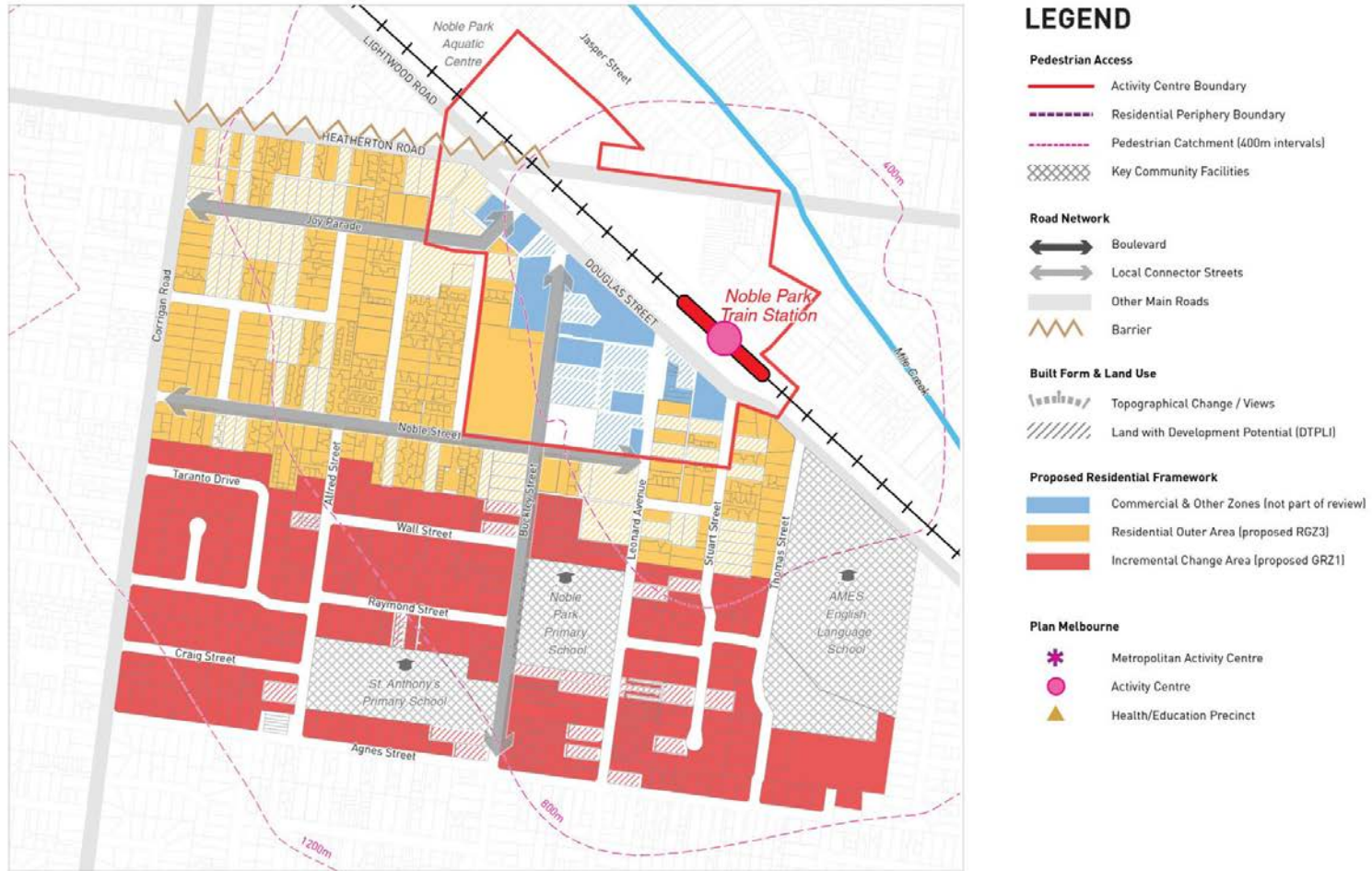


PRECINCT 8

Figure 16 identifies the key features of Precinct 8. The following provides an assessment of the area.

DESCRIPTION	Precinct 8 includes all RGZ land generally bounded by Heatherton Road/Douglas Street, Thomas Street, Agnes Street and Corrigan Road in Noble Park.
STAKEHOLDER VIEWS	Submissions received through the <i>Future Housing near Major Shopping Centres</i> consultation have advocated for properties along Wall Street, Buckley Street, Stuart Street and Hellyer Street to be included in the General Residential Zone and/or restrict development to two storeys with no apartments.

FIGURE 16 - PRECINCT 8



PEDESTRIAN ACCESS

Land abutting or located within 400 metres of the Noble Park Railway Station is included in the Residential Outer Area. This area has been extended around along Noble Street, as it serves as a key connector road and has an established medium density built form.

It is recommended that properties generally south of Wall Street be included in the Incremental Change Area. This area has limited redevelopment potential due to the smaller lot size, distinct neighbourhood character and distance from Noble Park Railway Station.

ROAD NETWORK

Noble Street and Joy Parade provide key east-west connections between the Activity Centre and Corrigan Road. There has been substantial medium density infill development along these roads, including some examples of three storey built form.

Buckley Street provides a key north-south connection between the Activity Centre and the surrounding residential area. Notwithstanding, higher density development is not supported beyond the activity centre boundary due to the area's neighbourhood character values, discussed below.

Stuart Street is a cul-de-sac; more intense development is discouraged towards the court end of the street.

BUILT FORM AND LAND USE

This Precinct is included in Area 10 of the *Dandenong Neighbourhood Character Study*. The Character Statement for the area is:

Area 10 is located directly to the south of the Noble Park activity centre and train station. Original development dated from the 1950-1960's. High levels of redevelopment have occurred towards the shopping centre, largely in the Residential 2 zoning that applies to that part of the area. Redevelopment has generally been in the form of villa units, walk up flats, apartments and infill medium density housing developments. The southern part of the area that is zoned Residential 1 has not experienced the same level of redevelopment. In the northern part of the area built form is dominant and landscaping is limited both in the public and private realm. Streetscapes in the southern part of the area display a conventional suburban character

This statement still provides an accurate general description of the existing character of Precinct 8. The existing built form towards the north of the precinct, adjoining the Noble Park Activity Centre and within the Residential Outer Area, is varied. It comprises a mixture of detached houses, units, townhouses, walk ups and apartments. Built form ranges in height from one to three storeys.

Dwellings towards the south of the precinct, in the Incremental Change Area, are generally lower scale, between one and two storeys. Front setbacks often contain low level plantings, with some canopy trees. Streets are generally narrow, with grassed verges and established street trees, creating an intimate and leafy suburban character. Recent development has tended to be respectful of this scale, comprising primarily infill housing of one to two storeys in scale.

Lots with development potential are concentrated towards the north of the precinct, particularly along Joy Parade. It is noted that there is significant development potential within the activity centre itself. This therefore supports consolidation of the substantial change area, in order to concentrate housing intensification and higher scale development in the best serviced and most accessible areas of the precinct.

CONCLUSION

It is recommended that the northern section of Precinct 8, adjoining the Noble Park Activity Centre and Noble Park Railway Station is included in the Residential Outer Area. This area is currently experiencing high levels of growth and change. Retention of this area in the substantial change area supports and concentrates housing intensification in those areas with the best access to retail, services and public transport.

It is recommended that the balance of Precinct 8 is included in the Incremental Change Area. This area possesses a distinctive and intact neighbourhood character. As such future housing growth and change should consider and respond to neighbourhood character values, as per the former Residential z Zone. Medium density housing, in the form of townhouse, units and dual occupancies is encouraged.



Existing development along Stuart Street

PRECINCT 9

Figure 17 identifies the key features of Precinct 9. The following provides an assessment of the area.

DESCRIPTION	Precinct includes all RGZ land generally bounded by Mons Parade, Mile Creek, and Ross Reserve.
STAKEHOLDER VIEWS	Submissions received through the <i>Future Housing near Major Shopping Centres</i> consultation advocated that Jasper Street and the balance of Mons Parade be included in the Residential Outer Area.

FIGURE 17 - PRECINCT 9



PEDESTRIAN ACCESS

Precinct 9 is located within close proximity of the Noble Park Railway Station and Noble Park Activity Centre. All land within the precinct is included in the Residential Outer Area.

It is acknowledged that residential land located outside the activity centre boundary was exhibited as part of the Incremental Change Area.

ROAD NETWORK

Heatherton Road bisects the Precinct and provides key linkages to the freeway network (Eastlink and Princes Highway) and Springvale.

Mons Parade and Jasper Road are cul-de-sac streets where a moderate built form response appropriate.

BUILT FORM AND LAND USE

This Precinct is included in Area 9 of the *Dandenong Neighbourhood Character Study*. The Character Statement for the area is:

Area 9 is bounded by physical barriers such as Sandown Racecourse, Princes Highway, the railway and Eastlink. The area was originally developed in the 1950-1960's, however is undergoing a transitional phase as older housing stock is demolished for infill unit developments and replacement single dwellings. The landscape character of the western half of the area is more pronounced, with significant canopy vegetation within the private realm, due to the larger size of allotments.

This statement still provides an accurate general description of the existing character of Precinct 9. There are examples of infill development; however the precinct contains a high proportion of its original dwelling stock, of varying quality. Built form ranges in height from one to three storeys.

Properties identified for potential redevelopment by the DPTLI data are located throughout the precinct.

CONCLUSION

It is recommended that all RGZ land inside and outside the Noble Park Activity Centre boundary is included in the Residential Outer Area. This area is currently experiencing high levels of growth and change. Retention of this area in the substantial change area supports and concentrates housing intensification in those areas with the best access to retail, services and public transport.

4.1.8 IMPLEMENTATION

The Residential Framework Plans presented above propose to refine and modify the current Substantial Change Areas by:

- Dividing them into 'Inner', 'Outer' and 'Incremental' areas to support a 'stepping down' of built form;
- Expanding the extent of the Substantial Change Area in Springvale; and
- Identifying precincts in Dandenong and Noble Park to be designated as Incremental rather than Substantial Change Areas.

This approach broadly builds upon the current *Residential Development and Neighbourhood Character Policy* but is more specific in terms of identifying the geographical areas where the gradations of change are expected.

The analysis and engagement undertaken as part of this project deliberately avoided discussion about the application of planning scheme provisions. The process sought to focus on and promote discussion about appropriate built form outcomes, particularly given the metropolitan-wide debate that has occurred about the introduction of the reformed residential zones. Nevertheless, a significant focus of community feedback has been a desire to rezone specific precincts within the Residential Growth Zone.

The Residential Framework Plans prepared and exhibited as part of this project sought to apply objective considerations in order to establish a rational development hierarchy within the 'Substantial Change Areas'. Ultimately, however, a completely objective systemic approach to analysis is impossible due to the existing conditions and multiple variables that apply across these areas. Like many planning exercises what is required is a weighing up of objectives that cannot be easily measured against each other in terms of value or importance.

Although the consultation process attracted significant interest and many varied individual responses, very few responses argued that the exhibited Residential Framework was a flawed concept. Developers and residents alike were generally supportive of the idea of increasing certainty about the level of change expected within the 'Substantial Change Areas'.

HOUSING ANALYSIS REPORT

SGS Economics and Planning (SGS) were commissioned by the City of Greater Dandenong to prepare the *Housing Analysis, March 2015* study. This study was comprised of the following stages:

Stage 1 – Housing Gap Analysis – a comprehensive analysis of how housing demand, capacity and supply will align over time

Stage 2 – Housing Feasibility – an analysis of the feasibility of different types of residential development, and

Stage 3 – Housing Scenarios – testing how housing supply may vary in response to increased demand or changed planning requirements.

The study investigates the capacity of the City's residential areas to accommodate the forecast growth for the municipality under the existing planning controls (base scenario) compared to the proposed zones recommended in this report (proposed scenario). The study's findings support the recommendations of this report. Relevant findings include:

- There will be demand for an additional 13,508 dwellings in the City to 2026
- Demand for flats, units and apartments are expected to be highest to 2026, followed by semi-detached dwellings and townhouses.
- Under the base scenario, there is capacity of 89,000 additional dwellings. SGS note that capacity indicates the maximum possible number of dwellings that can be accommodated within the municipality and that ideally, the level of housing capacity should be very high and far larger than expected demand.
- Under the proposed zones scenario, housing capacity within the City will fall by 9,100 dwellings compared to the base scenario. Whilst the housing capacity is reduced under the proposed scenario, it is still well above the number of dwellings which will be demanded to 2026.

IMPLICATIONS

This report therefore recommends adoption of the Residential Framework Plans for Dandenong, Noble Park and Springvale. These plans in turn should form the basis of changes to the Municipal Strategic Statement and planning controls.

Details for the proposed zone changes are outlined in [Chapter 5](#) of this report.

4.2 INCREMENTAL CHANGE AREAS

4.2.1 ZONE TRANSLATION

The General Residential Zone (GRZ) replaced the former Residential 1 Zone (R1Z) across the Incremental Change Areas of Greater Dandenong. This is consistent with the principle formulated by the Residential Standing Advisory Committee that the GRZ '*will typically be the default zone for the R1Z*'.

In comparison with the former Residential 1 Zone, the General Residential Zone:

- Provides for the same maximum building height as the R1Z (discretionary 9 metres as per ResCode).
- Allows uses such as Medical centre and Place of worship without a permit if conditions are met.
- Allows an application for a permit for specified non-residential uses such as Convenience restaurant, Store, Takeaway food premises and Service station.
- Provides the opportunity for planning authorities to develop specific decision guidelines and application requirements in the Schedule to the GRZ.

These changes are considered to be minor in nature and do not have any significant implications for Greater Dandenong's local planning policy framework.

There are currently two Schedules to the GRZ. GRZ1 applies more extensively, affecting 51% of all residential land in the City of Greater Dandenong while GRZ2 in Dandenong South and Keysborough South.

GRZ2 represents 10% of all residential land in the municipality. Residential land affected by this Schedule in Dandenong South and Keysborough South is exempt from the requirements of Clause 22.09 as separate Development Plan Overlay and Design Guideline requirements apply.

4.2.2 RESIDENTIAL FRAMEWORK PLANS

The Residential Framework Plans outlined in the previous section of this report propose changes to the boundary between the Substantial and Incremental Change Areas around all three activity centres. In Dandenong and Noble Park it is proposed to reduce the extent of the Substantial Change Area. In Springvale it is proposed to expand the Substantial Change Area.

In order to achieve consistency with the zoning of surrounding areas, land to be included in the Incremental Change Area should be rezoned GRZ1.

4.2.3 BUILDING HEIGHT

No maximum building height is currently specified in the schedule to the General Residential Zone; as such the discretionary ResCode height provision applies. This standard allows for the development of residential buildings of approximately three storeys.

The *Residential Development and Neighbourhood Character Policy* encourages new medium density up to two storeys, with 3 storeys a possibility. This report

recommends inclusion of a mandatory maximum building height to the schedule of the zone to ensure future development is consistent with Council's Residential framework. This rationale and justification for recommending mandatory height controls is discussed in the Implementation Section of this report.

4.2.4 APPLICATION REQUIREMENTS & DECISION GUIDELINES

The *Residential Zones Review 2013* recommends the preparation of Development Application Requirements and Decision Guidelines for the GRZ Schedules. This recommendation is supported as a means of strengthening and clarifying Council's planning objectives. Proposed new provisions have been prepared based on the existing local planning policy framework. Specific details are outlined in the Implementation section of this report.

4.3 LIMITED CHANGE AREAS

4.3.1 ZONE TRANSLATION

The Neighbourhood Residential Zone (NRZ) replaced the former Residential 3 Zone / Limited Change Area in Greater Dandenong. The NRZ currently applies to 28% of residential land in the municipality. There is one Schedule to the NRZ (NRZ1) at present.

An important difference between the current and former zone is that the NRZ seeks to limit opportunities for increased residential development, while the R3Z encouraged a range of dwelling types and densities to meet the housing needs of all households.

Other key differences between the former Residential 3 Zone and Neighbourhood Residential Zone are that the latter:

- Applies a 'default' mandatory maximum building height of 8 metres rather than 9 metres.
- Provides for the capacity to limit the number of dwellings permitted on each lot.
- Allows uses such as Medical centre and Place of worship without a permit if conditions met.
- Allows applications for a permit for specified non-residential uses such as Convenience restaurant, Store, Takeaway food premises and Service station.

The Neighbourhood Residential Zone provides a greater degree of control over development than the former Residential 3 Zone by limiting multi dwelling development to dual occupancies. The application of Neighbourhood Residential Zones to the Limited Change Areas is consistent with Council's planning framework, and with the principles outlined in the Residential Zones Standing Advisory Committee Report.

4.3.2 BUILDING HEIGHT

Greater Dandenong varied the Schedule to the NRZ to provide a mandatory maximum building height of 9 metres for a dwelling or residential building, in order to facilitate a direct conversion from the R3Z to the NRZ.

The *Officer Review Report (2013)* recommends reducing the height to an 8 metre maximum, which is the default applied in the Neighbourhood Residential Zone.

This Report also supports reducing the building height to a mandatory 8 metre maximum in order to provide consistency with the new residential zone provisions and support the "stepping down" approach to residential built form across all residential areas in the municipality.

4.3.3 SUBDIVISION AND DWELLING PROVISIONS

The NRZ provides councils with the ability to control the future density of development in areas affected by the Neighbourhood Residential Zone through the schedule to the zone. In particular, the schedule:

- Allows the minimum subdivision area to be specified; and
- Restricts dwelling development to a maximum of two dwellings on a lot, with the ability for councils to vary this limit through a schedule to the zone (the minimum can be less or more than two dwellings).

The default two dwelling restriction currently applies to NRZ1. The Zone schedule does not include a minimum subdivision lot size.

Council considered applying a minimum 350sqm lot size to its Limited Change Areas in order to focus change in the Substantial and Incremental Change Areas of the municipality.

The following analysis assesses the implications of this proposal.

EXISTING LOT SIZES

[Figure 18](#) and [Figure 19](#) illustrate the location and dispersion of lots in excess of 700sqm throughout the NRZ areas. It should be noted that the mapping does not distinguish between residential properties and other land uses on large lots, such as small public open spaces, churches and private schools.

The median lot size of within the NRZ is 552sqm. There are 1,130 lots in excess of 700sqm in area, representing 9% of all NRZ lots. The introduction of a 350sqm minimum subdivision size into the NRZ1 Schedule would prevent the further subdivision of 91% of lots within the Zone. As this percentage includes non-residential lots, the figure for residential lots would be higher.

According to information provided by Council, since February 2011, 75 planning permits have been issued for multi-unit development within the NRZ (former R3Z). The median lot size of applications is 677sqm and the average lot size yielded is 332sqm.

The introduction of a minimum lot size would not prevent land owners from applying to build a second dwelling on a lot, although it may discourage this type of development as subdivision would not be possible on a lot smaller than 700sqm. On the other hand it may preclude land owners from facilitating positive planning outcomes, such as the subdivision of existing multi dwelling developments or the realignment of title boundaries.

The Residential Zones Standing Advisory Committee in its Stage One Overarching Issues Report is particularly cautious about the introduction of minimum subdivision provisions in the NRZ because of the mandatory nature of the controls. In relation to the use of zone schedules, the Committee identified the following principles:

"Local content in a schedule must be justified in terms of the efficacy of the requirement and the implications for achieving policy objectives."

"Schedules should be avoided where they apply new benchmarks for residential development without further justification."

"Schedules should only be applied where there is a clearly defined need and it can be demonstrated that the provisions of Clause 54 and 55 are not adequate."

Based on the above principles, and further discussion elsewhere in the RZSAC report, it is likely that minimum lot sizes may only be supported in discrete locations where this is strongly supported by neighbourhood character objectives.

Given that the NRZ in its current form already significantly limits opportunities for medium density development it is unclear what further policy objective is to be achieved by applying a minimum lot size. The introduction of a minimum lot size of 350sqm could have the unintended effect of virtually prohibiting dual occupancy development. This is not consistent with the purpose of the zone and is unlikely to be supported.

On the basis of the above overview, it is concluded that the current NRZ provisions provide sufficient control over development so as to moderate the impact of medium density housing and therefore address Council's strategic objectives in the affected areas.

APPLICATION REQUIREMENTS & DECISION GUIDELINES

The *Residential Zones Review 2013* recommends the preparation of Application Requirements and Decision Guidelines for the GRZ Schedules. This recommendation is supported as a means of strengthening and clarifying Council's planning objectives. Proposed new provisions have been prepared based on the existing local planning policy framework. Specific details are outlined in the Implementation section of this report.

FIGURE 18 - NRZ LOT SIZE ANALYSIS

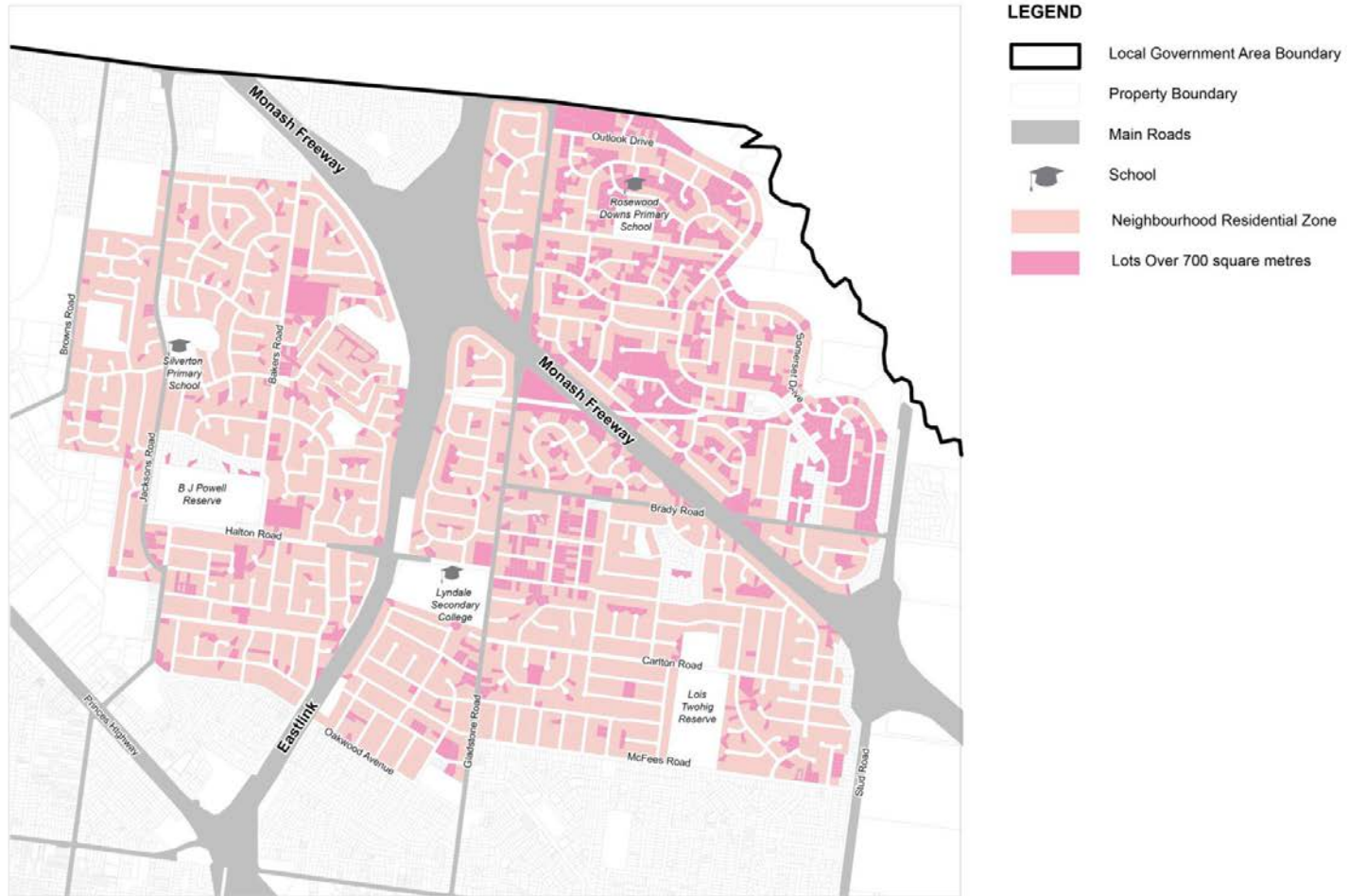
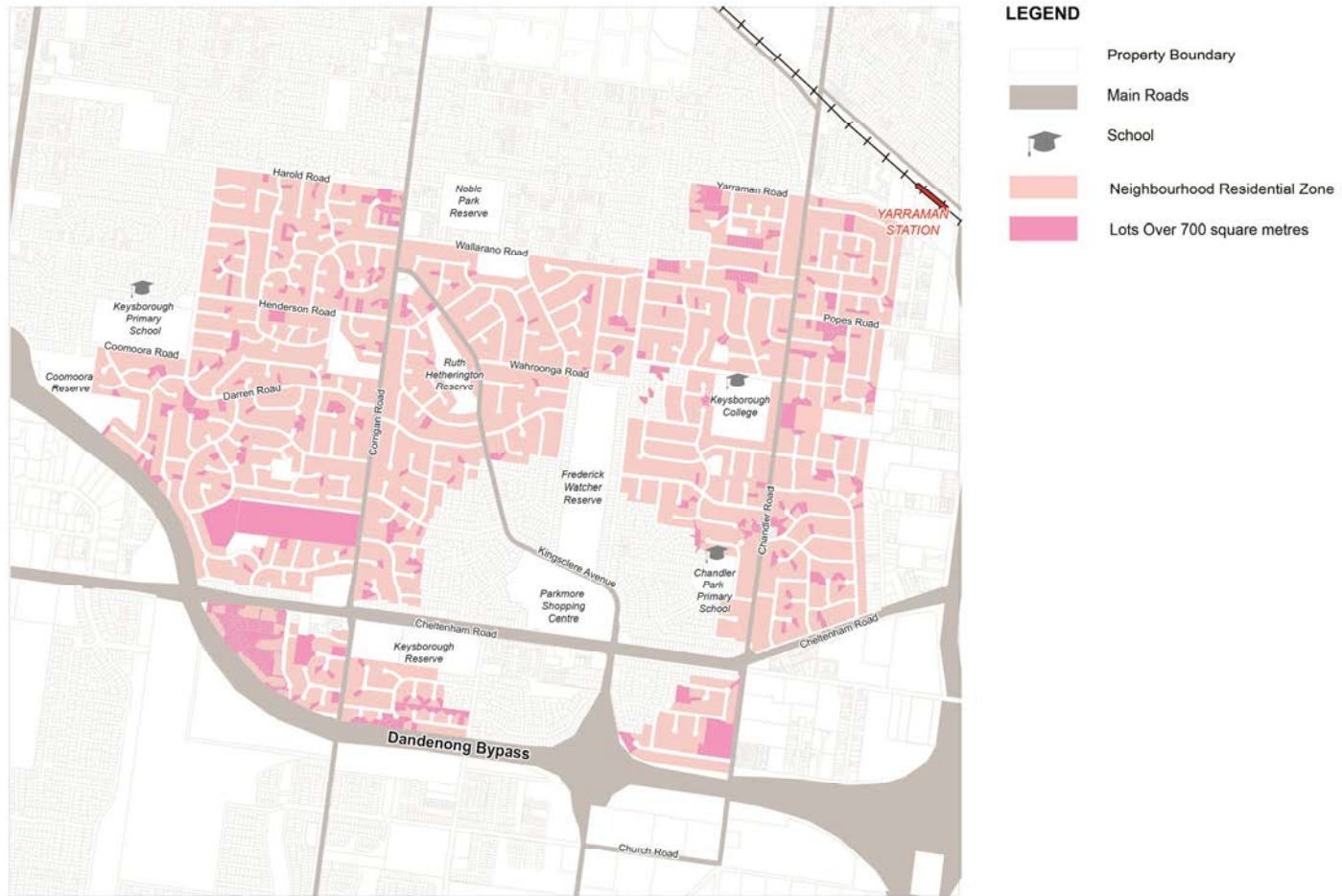


FIGURE 19 - NRZ LOT SIZE ANALYSIS



5

IMPLEMENTATION

5.1 OVERVIEW

The *Greater Dandenong Planning Scheme* currently describes a hierarchy of growth and change based on a combination of commercial and residential zones. The zone provisions are supplemented by local policies which provide design objectives and guidelines.

The manner in which the three reformed residential zones have been applied within this hierarchy is sound, being consistent with the principles described in the *Residential Zones Standing Advisory Committee* report.

Nevertheless, as noted previously, the extent of land included in the Residential Growth Zone is substantial, particularly when it is considered that the Comprehensive Development Zone is also intended to support multi storey apartment development in central Dandenong. Furthermore, the purposes of the Residential Growth Zone imply a level of development that exceeds that envisaged by the existing local planning policy framework.

The Residential Framework Plans developed and exhibited as part of this project are intended to refine the existing hierarchy and aim to improve certainty and the quality of built form outcomes within the Substantial Change Areas.

It is recommended that the Residential Framework Plans be implemented through the following modifications to the existing controls and policies:

- **Substantial Change Areas**
 - Retain **RGZ1** for the Dandenong Declared Area
 - Apply a new **RGZ2** to the balance of the Inner Areas (including the small number of properties in Noble Park currently included in the existing RGZ2)
 - Apply a new **RGZ3** to the Outer Areas
- **Incremental Change Areas:**
 - Extend the boundaries of a modified **GRZ1** to include the identified Incremental Change Areas
 - Retain the existing **GRZ2** that applies to Dandenong South and Keysborough
- **Limited Change Areas**
 - Retain the existing **NRZ1**.

Refer to [Figure 20](#), [Figure 21](#) and [Figure 22](#) for the application of these zone provisions across Dandenong, Springvale and Noble Park.

FIGURE 20 - DANDENONG PROPOSED ZONE CONTROLS

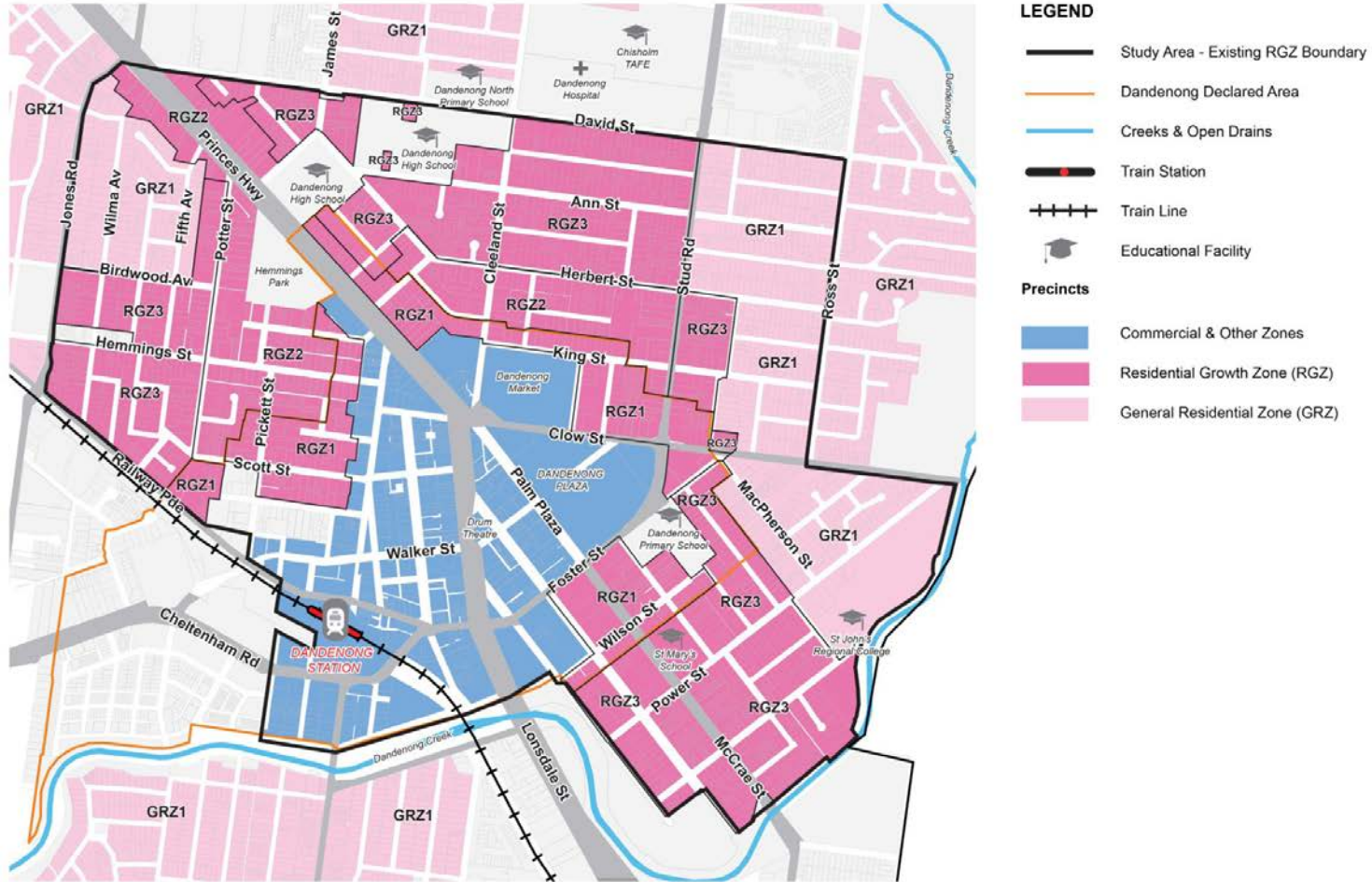


FIGURE 21 - SPRINGVALE PROPOSED ZONE CONTROLS

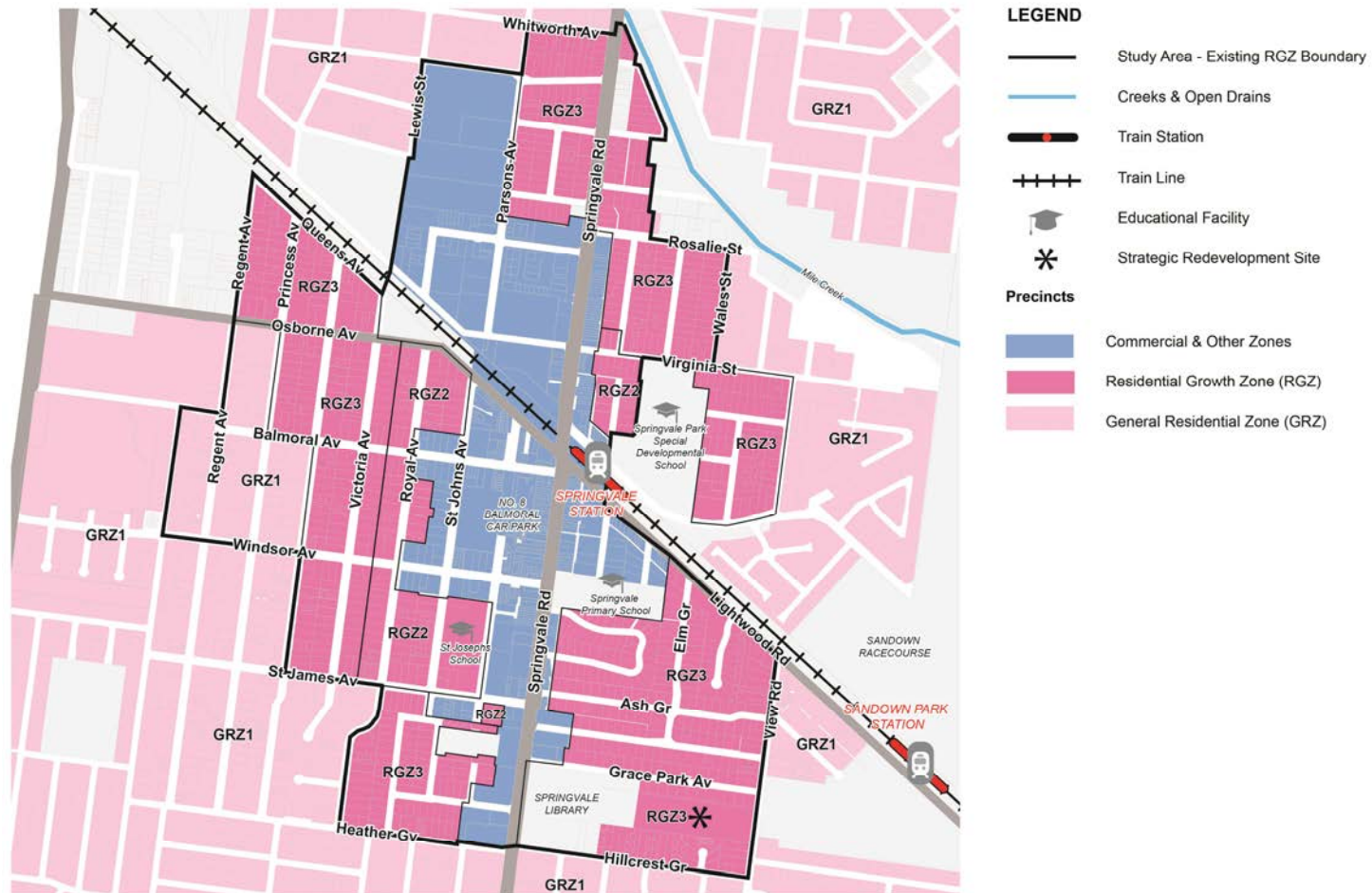
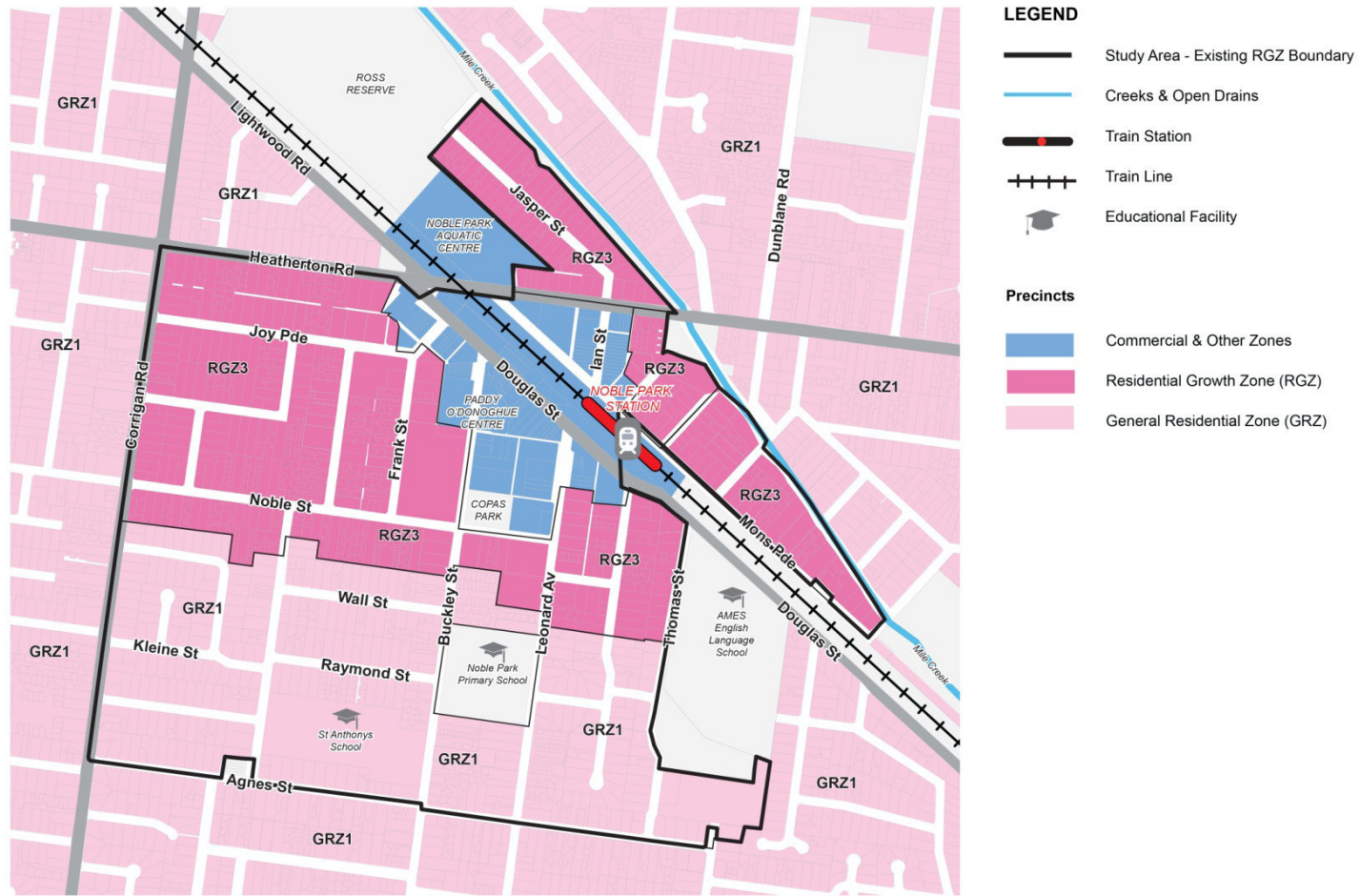


FIGURE 22 - NOBLE PARK PROPOSED ZONES



LEGEND

- Study Area - Existing RGZ Boundary
- Creeks & Open Drains
- Train Station
- Train Line
- Educational Facility

Precincts

- Commercial & Other Zones
- Residential Growth Zone (RGZ)
- General Residential Zone (GRZ)

5.2 LOCAL PLANNING POLICY FRAMEWORK

The Local Planning Policy Framework contains a number of provisions that would require modification in response to the recommendations of the Residential Planning and Controls Project. These are outlined below.

CLAUSE 22.07 – CENTRAL DANDENONG LOCAL POLICY

Clause 22.07 articulates Council’s vision for land use and development within the Central Dandenong Activity Centre.

This Project recommends changes to the zones within identified areas of the Dandenong Declared Area. It is recommended that this boundary is investigated as part of a future review of the Dandenong Structure Plan.

CLAUSE 22.09 - RESIDENTIAL DEVELOPMENT AND NEIGHBOURHOOD CHARACTER POLICY

Clause 22.09 implements the *Dandenong Neighbourhood Character Study* and provides the main mechanism, in conjunction with the residential zones, for providing the strategic direction, design guidance, preferred dwelling typologies and future character statements for new residential development in Greater Dandenong’s Substantial, Limited and Incremental change areas.

Based on the findings of this project, as well as community consultation, it is recommended that this policy is amended and refined. Notwithstanding, it is recommended that the future character statements and design guidance are reviewed and amended to simplify language, integrate the recommended changes to zone schedules and respond to the range of built form issues raised through community consultation.

CLAUSE 22.10 – SPRINGVALE ACTIVITY CENTRE LOCAL PLANNING POLICY

Clause 22.10 implements the *Springvale Activity Centre Structure Plan (2010)*. It includes a Structure Plan map illustrating land use and built form directions and a section that specifically addresses ‘Housing’ policy. Refinements would be required to both the policy and map. In particular, the Residential Planning and Controls Project recommends the expansion of the structure plan boundaries to the west and north-east. This should be undertaken as part of a future review of the Springvale Structure Plan.

CLAUSE 22.08 NOBLE PARK ACTIVITY CENTRE LOCAL PLANNING POLICY

Clause 22.08 implements the *Noble Park Activity Centre Structure Plan (2007)*. It includes a Structure Plan map illustrating land use and built form directions and a section that specifically addresses ‘Housing’ policy.

The Residential Planning and Controls Project recommends a review of this policy in the context of the recommendations of this report. This should be undertaken as part of a future review of the Noble Park Structure Plan.

5.3 RESIDENTIAL ZONES

The reformed residential zones provide the most effective mechanism for implementing Council's housing objectives. Alternative implementation options, including the introduction of Design and Development Overlays, were considered. It was concluded that the use of the new zones should be preferred in order to avoid the introduction of multiple controls and to maintain consistency with the existing approach taken within the Scheme.

Each of the new zones can be customised to:

- Modify specified ResCode Standards;
- Specify a mandatory maximum building height for a dwelling or residential building; and
- Include local application requirements and decision guidelines that apply in addition to those contained in the zone itself.

The residential zones currently contained within the *Greater Dandenong Planning Scheme* already include schedules which vary ResCode standards. These were translated from the former residential zones and modified to reflect pre-existing policies contained in the *Residential Development and Neighbourhood Character Local Policy*. As these provisions are already included within the planning scheme they do not require further justification.

Variations to the ResCode Standards are discretionary. As such, the responsible authority or VCAT may support an application that is inconsistent with a particular standard, provided that the underlying ResCode Objective is achieved.

Mandatory provisions may be introduced in relation to a number of design elements, including building height and, in the case of the NRZ, the maximum number of dwellings per lot and the minimum subdivision area.

Some zone Schedule provisions, including maximum heights, will also be translated into amendments to the building regulations and therefore have effect even when a planning permit is not required (for example, in relation to single dwellings on large allotments).

The inclusion of Decision Guidelines within the zone schedule provides an opportunity to reinforce aspects of policy currently found at *Clause 22.09 - Residential Development and Neighbourhood Character Policy*. Inclusion of key provisions within the zone schedule itself is likely to carry greater statutory weight than use of the local policy alone.

The current provisions and policies already provide for some gradation in development intensity. The recommendations outlined below propose using these existing provisions as a foundation for further refinement and differentiation between different precincts, achieving a 'stepping down' of development height and intensity as previously described.

5.3.1 RESIDENTIAL GROWTH ZONE

PURPOSE

The purpose of the Residential Growth 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 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 activities areas.

To encourage a scale of development that provides a transition between areas of more intensive use and development and areas of restricted housing growth.

To encourage a diversity of housing types in locations offering good access to services and transport including activities areas.

To encourage a scale of development that provides a transition between areas of more intensive use and development and areas of restricted housing growth.

APPLICATION

The RGZ currently applies to all Substantial Change Areas surrounding the Dandenong, Springvale and Noble Park Activity Centres. There are currently two schedules to the RGZ. RGZ₁ applies to all three centres. RGZ₂ applies to a small number of properties within the Noble Park Activity Centre boundary. The two existing schedules contain slightly different ResCode variations, which are discussed below.

It is recommended that the RGZ continue to be applied to the Residential Inner and Outer Areas shown in the Framework Plans. These areas:

- Are located in proximity to services, transport and other infrastructure
- Provide a transition between the activity centres and surrounding residential areas
- Are experiencing strong demand for higher density housing outcomes.

It is recommended that the identified Incremental Change Areas currently located within the existing RGZ be rezoned to General Residential. The implementation of this recommendation is discussed in the next section of the report.

PROPOSED SCHEDULES

Three schedules to the RGZ are recommended. These seek to differentiate future design outcomes between the precincts in terms of building height, while improving design quality:

- RGZ₁: Substantial Change – Dandenong Declared Area
- RGZ₂: Substantial Change – Inner Areas
- RGZ₃: Substantial Change – Outer Areas.

RGZ₂ and RGZ₃ would apply within each of the three Substantial Change Areas, providing consistency on a municipal basis. The current RGZ₂ that applies within the Noble Park Activity Centre boundary would be rationalised in order to facilitate this consistency. Each of the relevant modifiable elements of the zone schedules is discussed below.

The recommended schedule variations generally propose identical standards in relation to all elements except for overall building height and private open space requirements in the RGZ₁ and GRZ₁. The building height recommendations reflect the proposed approach of stepping down building height as distance from each activity centre core increases.

BUILDING HEIGHT

The maximum building height provisions of the Residential Growth Zone apply only to dwellings and residential buildings. If no maximum height is specified in the schedule to the zone a discretionary height provision applies, as follows:

*The maximum building height should not exceed **13.5 metres** unless the slope of the natural ground level at any cross section wider than 8 metres of the site of the building is 2.5 degrees or more, in which case the height of the building should not exceed 14.5 metres.*

Consistent with the purpose of the zone, the 13.5 metre height is intended to accommodate a building of up to four storeys. As a discretionary provision a permit may be issued for a building that exceeds the specified height. This was also the case under the former residential zones. It is noted that under the former Residential 2 Zone a number of permits were issued for multi-storey developments well in excess of the 9 metre discretionary height specified in ResCode.

The Residential Zones Standing Advisory Committee (RZSAC) *Stage One Overarching Issues Report (June 2014)* concluded that *'the purpose of the zone which makes specific reference to four storeys is at odds with the remainder of the zone provisions and [Practice Note] PN78 and that this inconsistency should be resolved.'* (p. 55). The report noted PN78 allows for *'a higher or lower maximum height'* to be set. In order to resolve this inconsistency it recommends that the reference to four storeys be removed from the purposes to the zone.

If a Residential Growth Zone Schedule is amended to include either a higher or lower maximum height that height becomes mandatory – a permit cannot be issued to enable the construction of a building that exceeds the specified height. The RZSAC report observes that there is no capacity to specify an alternative discretionary height.

The two current Residential Growth Zone Schedules do not specify a maximum building height and therefore the default discretionary maximum of 13.5 metres (14.5 metres on a sloping site) applies. As previously discussed, the purpose of the zone therefore creates a statutory presumption that development up to four storeys in height is appropriate throughout the Substantial Change Areas. This is not consistent with the *Residential Development and Neighbourhood Character Policy* (Clause 22.09) and has become a point of concern for residents, particularly given the large geographical extent of these areas.

It is recommended that each of the proposed Residential Growth Zone Schedules contain a different height control to reflect the Residential Framework developed as

part of this project. The recommendations and rationale for each proposed height control are outlined under separate subheadings below.

THE USE OF MANDATORY HEIGHT CONTROLS

The introduction of mandatory heights in most areas is recommended in order to ensure that the residential framework delivers Council's desired built form outcomes. Despite the clear intentions expressed in the *Residential Development and Neighbourhood Character Policy*, which seeks to achieve a stepping down of development, isolated examples of taller buildings have been approved throughout the substantial change areas. The dispersion of these buildings is contributing to uneven growth and is potentially undermining efforts to achieve high density, high quality development within the core of each centre.

The DTPLI *Housing Development Data Analysis* (2013) illustrates recent trends within the substantial change areas and highlights the uneven nature of development. It notes:

- The intended focus of multi storey apartment housing under the *Greater Dandenong Planning Scheme* is within the Dandenong, Springvale and Noble Park activity centres (i.e. land zoned mixed use and commercial within the core of each centre).
- The level of change supported for the core parts of these activity centres and the surrounding residential areas 'is one of the most comprehensive implementations of the State Planning Policy Framework in the south east of metropolitan Melbourne.'
- The cores of these centres are not presently a focus for new development. Instead development is being dispersed throughout the substantial change areas.
- There is an active market for redeveloping lots between 700 and 900 sqm within the substantial change areas. These are generally developments that are yielding 2 to 5 new dwellings.
- There is a market for acquiring lots of greater than 900sqm for development projects yielding more than 5 dwellings. There were 20 of these types of developments within the substantial change areas in the period 2004-11.
- Lots exceeding 800sqm in size that are available for development (as shown on the maps in Part 4 of this report), are dispersed throughout the substantial change areas. These sites are potentially capable of accommodating apartment-style development.

These findings reinforce observations made during site surveys undertaken as part of this project that the majority of development occurring within the substantial change areas has been in the form of low-rise townhouse and multi-unit developments. Although a number of apartment developments have been constructed, these are in several cases isolated and anomalous within the surrounding residential context.

The introduction of mandatory height controls within the Substantial Change Areas would reinforce Council's intended built form outcomes and support a rational transition of development around each centre. In particular, mandatory controls would:

- Focus opportunities for multi-storey apartment dwellings within the core of each activity centre, where discretionary heights would continue to apply. This would reinforce s primary objective of the current planning framework.

- Consolidate apartment-style development within walking distance of retail, entertainment, employment, services and public transport. This would assist Council to focus public realm improvements and traffic management in these areas.
- Support a transition in building height, intensity and typology as distance increases from each core, as advocated by this report and envisaged by the current local policy.
- Discourage the opportunistic construction of apartment developments on larger lots in precincts that are distant from the activity centre core where there is limited likelihood of creating a consistent built form scale or typology. It is these types of developments that were identified as being of particular concern during the community consultation.
- Reflect the prevailing development trend in the substantial change areas, which is dominated by low-rise townhouse and multi unit developments based on modified ResCode standards.

The *Victoria Planning Provisions* place emphasis on the use of discretionary planning tools to support flexibility and avoid unintended outcomes. The introduction of the new Residential Zones creates a new opportunity to introduce mandatory controls where this can be strategically justified. While it was possible to introduce mandatory height controls through a Design and Development Overlay, *Practice Notes* and panel decisions emphasised that this opportunity was only to be used in exceptional circumstances.

The RZSAC report observes that the mandatory provisions available in the new residential zones should only be used where strategically justified. Further, they should not be applied where the issues they seek to address are adequately dealt with by existing planning provisions.

Based on the analysis contained in this report, including the observations and conclusions of the *Housing Development Data Report*, it is concluded that the existing discretionary provisions that apply in Greater Dandenong's Substantial Change Areas are not achieving Council's intended built form outcomes. Further, the existing purpose of the Residential Growth Zone implies a level of development intensity not supported by the *Residential Development and Neighbourhood Character Policy*. On this basis it is recommended that the introduction of mandatory height controls should be considered in order to implement the Residential Framework outlined in this report.

The following discussion outlines recommended height limits for each of the Residential Framework Plan areas.

RGZ1 – Dandenong Declared Area

The Dandenong Declared Area applies to the core of the Dandenong Metropolitan Activity Centre where urban renewal and residential apartment development is to be focussed. Commercial scale developments within the Declared Area are subject to a 5% development levy that assists in recouping the cost of extensive State Government investment in central Dandenong over recent years. The Minister for Planning is the Responsible Authority for major developments within this precinct.

It is recommended that no maximum building height be specified for the Residential Growth Zone within the Dandenong Declared Area for the following reasons:

- The close proximity of this precinct to the core retail area;
- The role of the area in providing a built form transition between the commercial core and surrounding residential areas;
- Land values will likely have been affected by both the modified governance arrangements and the cost impacts of the Infrastructure Recovery Charge. In simple terms, the existence of the levy raises the cost of construction by 5% compared to development outside the Declared Area; and
- Developers of land within the Declared Area will likely have increased expectations in terms of development density and height due to the cost impact of the Infrastructure Recovery Charge. A greater development yield will be need to be realised in order to absorb the increased costs.

Accordingly, RGZ1 would continue to provide for a discretionary 13.5 metre (up to four storey) maximum height as described above.

RGZ2 – Substantial Change ‘Inner’ Areas

The Inner Areas immediately surround the commercial core of Springvale and the Dandenong Declared Area. In Dandenong the ‘Inner’ area substantially reflects the ‘Residential Periphery’ defined in the current local policies.

The Residential Framework Plan proposes a maximum building height of four storeys within the Inner Areas. For the reasons outlined above, it is recommended that a mandatory maximum height be applied by including the following text in the Residential Growth Zone Schedule 2:

*The maximum building height must not exceed **13.5 metres plus any applicable flood level**, unless the slope of the natural ground level at any cross section wider than 8 metres of the site of the building is 2.5 degrees or more, in which case the height of the building should not exceed 14.5 metre, **excluding building services including but not limited to air conditioning units, solar panels, roof mounted equipment, masts and lift over-runs.***

The description of the height would therefore be identical to the RGZ1, however by including the above text in the schedule the 13.5m height would be mandatory. This standard would also provide some flexibility to developers for the provision of building features, plant and equipment to be provided outside the mandatory stipulated heights.

RGZ3 – Substantial Change ‘Outer’ Areas

The Outer Areas represent the balance of land to be retained within the Residential Growth Zone in Dandenong, Springvale and Noble Park. These areas are appropriate for significant growth and change primarily due to their close proximity to activity centre cores and major community infrastructure.

The Residential Framework Plan recommends that the Outer Areas provide for a maximum building height of 3 storeys. Again, a mandatory maximum height is proposed by inserting the following words into the RGZ3 Schedule:

*The maximum building height must not exceed **10.5 metres plus any applicable flood level** unless the slope of the natural ground level at any cross section wider than 8 metres of the site of the building is 2.5 degrees or more, in which case the height of the building should not exceed 11.5 metres.*

Again, this height limit would not apply to building plant features, plant and equipment.

MINIMUM STREET SETBACK

The current RGZ1 and 2 Schedules both contain identical requirements relating to street setbacks. They provide for standard ResCode setbacks for single dwellings 'where appropriate' and reduced minimum setbacks of 5 metres for multiple dwelling developments.

Reduced street setbacks will assist in facilitating more intensive development in the Substantial Change Areas, supporting *Plan Melbourne* objectives about the efficient use of land, and therefore should be maintained.

It is recommended that all three proposed schedules include identical standards for front setbacks based on the existing schedules. This means that street setback requirements will remain unchanged within the Inner and Outer Areas.

STANDARD	CURRENT RGZ1 & RGZ2 Requirement	PROPOSED RGZ1, RGZ2 & RGZ3 Requirements
Minimum Street Setback ResCode Standards A3 & B6	As per A3 (where appropriate) As per B6 or 5 metres, whichever is lesser	<i>Unchanged</i>

SITE COVERAGE

The current RGZ Schedules also both contain identical requirements for site coverage, providing for 'up to 70%'. Again, this is consistent with the development outcomes sought in the Substantial Change Area.

It is recommended that all three proposed schedules include identical standards for site coverage, providing for up to a maximum of 70% for all development, based on the existing schedules. This means that site coverage requirements will remain unchanged within the Inner and Outer Areas.

STANDARD	CURRENT RGZ1 & RGZ2 Requirement	PROPOSED RGZ1, RGZ2 & RGZ3 Requirements
Site Coverage A5 and B8	Up to a maximum of 70%	<i>Unchanged</i>

PERMEABILITY

The RGZ1 Schedule, which applies to the majority of the Substantial Change Areas provides for minimum of 20% of the site to be covered by permeable surfaces. The current RGZ2 Schedule that applies within the Noble Park Activity Centre boundary does not include a modified schedule requirement for site permeability because it was exempt from Clause 22.09.

As the default ResCode standard for permeability is 'at least 20%' of site area the provision contained in the current RGZ1 Schedule is redundant and offers no additional guidance than the RGZ2 Schedule.

It is recommended that all three proposed schedules include identical standards for permeability, providing for the default minimum of 20% per site. Effectively this means they will remain unchanged.

STANDARD	CURRENT RGZ1 Requirement	CURRENT RGZ2 Requirement	PROPOSED RGZ1, RGZ2 & RGZ3 Requirements
Permeability A6 and B9	Minimum of 20%	None specified	None specified (i.e. the ResCode 20% requirement will apply)

LANDSCAPING

The current RGZ1 Schedule includes a requirement that 70% of the ground level front setback be planted with substantial landscaping and canopy trees. No similar requirement applies to the small area of Noble Park that is covered by RGZ2 because it was exempt from Clause 22.09. It is noted that ResCode landscaping requirements may only be modified in relation to multi dwelling developments.

Consultation undertaken as part of the project identified significant concerns about the inadequacy of landscaping associated with new development. Council officers also reported that the current RGZ1 Schedule provided limited guidance in terms of the assessment of landscape plans.

No changes to the current RGZ1 Schedule are proposed.

It is recommended that the existing RGZ1 Schedule provision be applied to all three proposed RGZ schedules. Given community concerns about loss of vegetation and the adequacy of landscaping plans associated with new development it is reasonable that such a standard apply throughout the Substantial Change Areas. Such a requirement would be consistent the *Residential Development and Neighbourhood Character Policy* that applies to the RGZ1 area.

In order to strengthen this requirement it is recommended that the RGZ2 and RGZ3 schedule include a variation specifying that 70% of the ground level front level setback, and side and rear setbacks be planted with substantial landscaping and canopy trees.

STANDARD	CURRENT RGZ1 Requirement	PROPOSED RGZ1 Requirement
Landscaping B13	70% of ground level front setback planted with substantial landscaping and canopy trees	<i>Unchanged</i>

STANDARD	CURRENT RGZ2 Requirement	PROPOSED RGZ2 & RGZ3 Requirements
Landscaping B13	None specified	70% of ground level front setback, and side and rear setbacks , planted with substantial landscaping and canopy trees.

PRIVATE OPEN SPACE

Neither of the current RGZ Schedules include variations to the ResCode Standards that apply to Private Open Space. Concern was raised during consultation about the adequacy of balconies where provided as the sole private open space for apartments in the Substantial Change Areas. Council staff cited examples of developments where minimum balcony dimensions had been provided and the available space had been diminished by the post-construction installation of air conditioning units. It was contended that if apartments are to provide an attractive alternative to conventional dwellings Council should be seeking to ensure apartments provide sufficient liveability and comfort to encourage long-term occupation.

The ResCode Standard for balconies provides for a balcony of '8 square metres with a minimum width of 1.6 metres and convenient access from a living room'. The standard for a roof top area provides for larger dimensions – '10 square metres with a minimum width of 2 metres and convenient access from a living room.'

No change to the RGZ1 Schedule is proposed.

In order to support the objective of enhancing liveability it is recommended that a Schedule variation to RGZ2 and RGZ3 be included that requires balconies in multi-dwelling developments to be of dimensions that reflect the standard dimensions for roof top areas.

It is recommended that no minimum dimension be specified in relation to single dwelling developments (ResCode Standard A17) as this standard does not refer to balconies. The inclusion of a reference to balcony dimensions may be interpreted as implying that ground level private open space need not be provided for single dwellings, or that the standard provisions at A17 may be reduced. Any such ambiguity should be avoided.

STANDARD		CURRENT RGZ1	PROPOSED RGZ1 Requirement
Private open space	A17	None specified	Unchanged
	B28	None specified	Unchanged

STANDARD		CURRENT RGZ1 & RGZ2 Requirement	PROPOSED RGZ2 & RGZ3 Requirements
Private open space	A17	None specified	None specified
	B28	None specified	40 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 25 square metres, a minimum dimension of 3 metres and convenient access from a living room, or A balcony or roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room.

FRONT FENCE HEIGHT

The two current Residential Growth Zone Schedules contain identical requirements in relation to front fence heights. It is recommended that the existing standards be transferred into the three proposed schedules.

STANDARD	CURRENT RGZ1 and RGZ2 Requirements	PROPOSED RGZ1, RGZ2 & RGZ3 Requirements
Front fence height A20 and B32	Maximum 1.5 metre height in streets in a Road Zone Category 1 1.2 metre maximum height for all other streets	<i>Unchanged</i>

APPLICATION REQUIREMENTS

The reformed residential zones provide the opportunity to introduce additional application requirements. It is recommended that the following requirements be included in all of the RGZ2 and RGZ3 schedules in order to clearly outline Council's expectations and highlight additional policies that require addressing as part of any application:

The following application requirements apply, unless waived at the discretion of the responsible authority, to an application for a permit under Clause 32.07, in addition to those specified in Clause 32.07 and Clause 52.06 and elsewhere in the scheme:

- *A Traffic and Transport Report detailing, but not limited to:

 - An assessment of the traffic generation and potential effects that the proposed development may have on the surrounding road network;
 - A plan showing existing traffic and junction conditions; mitigation treatments; and pedestrian network including access routes to public transport.*
- *A Waste and Recycling Site Assessment and Plan showing, but not limited to:

 - On-site waste and recycling storage location and dimensions;
 - Waste and recycling collection location and dimensions; and
 - Details of waste and recycling maintenance and management.*
- *A Landscape Plan showing, but not limited to:

 - vegetation to be retained, both on-site and adjacent to the site;
 - location of new planting and proposed species, and
 - details of landscape maintenance and management, including water sensitive design principles.*
- *A schedule of all building materials and finishes, including colours, to the satisfaction of the responsible authority.*

DECISION GUIDELINES

The reformed residential zones provide the opportunity to introduce additional decision guidelines. It is recommended that the following be included the RGZ2 and RGZ3 schedules in order to clearly outline how Council will make its decisions when assessing applications:

The following decision guidelines apply to an application for a permit under Clause 32.07-11, in addition to those specified elsewhere in the Scheme:

- *The objectives of and policy and design principles set out in Clause 22.09 Residential Development and Neighbourhood Character Policy ; and*
- *Whether the development might adversely impact on an item of heritage significance.*

5.3.2 GENERAL RESIDENTIAL ZONE

PURPOSE

The purpose of the General Residential 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 encourage development that respects the neighbourhood character of the area.

To implement neighbourhood character policy and adopted neighbourhood character guidelines.

To provide a diversity of housing types and moderate housing growth in locations offering good access to services and transport.

APPLICATION

There are two existing schedules to the GRZ. *GRZ1: Incremental Change Areas* applies generally, while *GRZ2: Incremental Change Areas – Dandenong South and Keysborough South* applies to Dandenong South and Keysborough South. GRZ2 includes limited schedule variations as development control is achieved through separate design guidelines.

It is recommended that the General Residential Zone (GRZ) be applied to the Incremental Change Area and the areas identified for reclassification to Incremental Change Areas. These areas generally:

- Support a diversity of housing stock, diversity of lot sizes and a more varied neighbourhood character
- Are where moderate housing growth and housing diversity is encouraged.

The identified Incremental Change Areas are locations where it is recommended that residential land currently zoned Residential Growth Zone is reclassified to Incremental Change and rezoned accordingly. It encompasses areas with an established and intact neighbourhood character observed through urban design analysis undertaken as part of this project, and recognised, in part, through the existing *Dandenong Neighbourhood Character Study*.

SCHEDULES

The two existing schedules to the General Residential Zone are recommended to be retained:

- GRZ1: Incremental Change Area

- GRZ2: Incremental Change Areas – Dandenong South and Keysborough South

It is recommended that the Incremental Change Areas identified in the Residential Framework Plans are rezoned to GRZ₁ to implement the Council's desired built form outcomes. GRZ₁ and GRZ₂, with minor modifications, will continue to respectively apply to Incremental Change Areas and Dandenong South and Keysborough South.

Each of the relevant modifiable elements of the zone schedules is discussed below.

MAXIMUM BUILDING HEIGHT

The maximum building height provisions of the General Residential Zone apply only to dwellings and residential buildings. As no maximum height is specified in the schedule to the zone the discretionary ResCode height provision applies, as follows:

*The maximum building height **should not exceed 9 metres** unless the slope of the natural ground level at any cross section wider than 8 metres of the site of the building is 2.5 degrees or more, in which case the height of the building should not exceed 10.5 metres.*

This provision allows for buildings of up to approximately 3 storeys.

The *Residential Development and Neighbourhood Character Policy* encourages new medium density housing up to two storeys, with 3 storeys a possibility. Consistent with the earlier discussion about the use of mandatory building heights, a mandatory maximum height, excluding building plant and equipment, is proposed by inserting the following words into the General Residential Zone Schedules:

*The maximum building height **must not exceed 9 metres plus any applicable flood level** unless the slope of the natural ground level at any cross section wider than 8 metres of the site of the building is 2.5 degrees or more, in which case the height of the building should not exceed 10 metres, **excluding building services including but not limited to air conditioning units, solar panels, roof mounted equipment, masts and lift over-runs.***

LANDSCAPING

The current GRZ₁ Schedule includes a requirement that 70% of the ground level front setback be planted with substantial landscaping and canopy trees. The current GRZ₂ Schedule does not include a modified schedule requirement for landscaping. It is noted that ResCode landscaping requirements may only be modified in relation to multi dwelling developments.

As discussed earlier, consultation with the broad community as well as Council Officers identified concerns regarding the inadequacy of landscaping associated with new development.

In order to strengthen this requirement it is recommended that the GRZ₁ Schedule be modified to specify that 70% of the ground level front level setback, and side and rear setbacks be planted with substantial landscaping and canopy trees.

No changes to the GRZ₂ Schedule are recommended.

STANDARD	CURRENT GRZ1 Requirement	PROPOSED GRZ1 Requirement
Landscaping B13	70% of ground level front setback planted with substantial landscaping and canopy trees	70% of ground level front setback, and side and rear setbacks , planted with substantial landscaping and at least one (1) canopy tree .

Standard	CURRENT GRZ2 Requirement	PROPOSED GRZ2 Requirement
Landscaping B13	None specified	<i>Unchanged</i>

PRIVATE OPEN SPACE

The GRZ1 Schedule currently varies the ResCode Standard for private open space in multi-unit development as outlined in the table below.

It is recommended that the GRZ1 Schedule is amended to increase the requirement for private open space from 40sqm to 50sqm and secluded open space from 25sqm to 30sqm. Refer to Appendix B, *Report Private Open Space for Medium Density Development in GRZ1, 2015* for detailed analysis to support this proposed variation.

It is also recommended that the Schedule variation applied to RGZ2 and RGZ3 requiring that balconies in multi-dwelling developments be dimensions that reflect the standard dimensions for roof top areas be applied to the GRZ1 and GRZ2 Schedules, to support the objective of improving the liveability of medium density housing.

STANDARD	CURRENT GRZ1 Requirement	PROPOSED GRZ1 Requirement	
Private open space	A17	As per the A17 80 sq m or 20% requirement, with the 25 sq m of secluded private open space at ground level having a minimum dimension of 5 metres	<i>Unchanged</i>
	B28	As per the B28 40 sq m requirement, with the 25 sq m of secluded private open space at ground level having a minimum dimension of 5 metres	An area of 50 square metres of ground level private open space, with an area of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 30 square metres, a minimum dimension of 5 metres and convenient access from a living room, or A balcony or roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room.

STANDARD		CURRENT GRZ2 Requirement	Proposed GRZ 2 Requirements
Private open space	A17	None specified	<i>Unchanged</i>
	B28	As per the B28 40 sq m requirement, with the 25 sq m of secluded private open space at ground level having a minimum dimension of 5 metres	40 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 25 square metres, a minimum dimension of 5 metres at ground level and convenient access from a living room, or A balcony or roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room.

APPLICATION REQUIREMENTS

The reformed residential zones provide the opportunity to introduce additional application requirements. It is recommended that the following requirements be included in each of the schedules in order to clearly outline Council's expectations and highlight additional policies that require addressing as part of any application:

The following application requirements apply, unless waived at the discretion of the responsible authority, to an application for a permit under Clause 32.07, in addition to those specified in Clause 32.07 and Clause 52.06 and elsewhere in the scheme:

- *A Traffic and Transport Report detailing, but not limited to:*
 - *An assessment of the traffic generation and potential effects that the proposed development may have on the surrounding road network;*
 - *A plan showing existing traffic and junction conditions; mitigation treatments; and pedestrian network including access routes to public transport.*
- *A Waste and Recycling Site Assessment and Plan showing, but not limited to:*
 - *On-site waste and recycling storage location and dimensions;*
 - *Waste and recycling collection location and dimensions; and*
 - *Details of waste and recycling maintenance and management.*
- *A Landscape Plan showing, but not limited to:*
 - *vegetation to be retained, both on-site and adjacent to the site;*
 - *location of new planting and proposed species, and*
 - *details of landscape maintenance and management, including water sensitive design principles.*
- *A schedule of all building materials and finishes, including colours, to the satisfaction of the responsible authority.*

DECISION GUIDELINES

The reformed residential zones provide the opportunity to introduce additional decision guidelines. It is recommended that the following be included in each of the schedules in order to clearly outline how Council will make its decisions when assessing applications:

The following decision guidelines apply to an application for a permit under Clause 32.08-10, in addition to those specified elsewhere in the Scheme:

- *The objectives of and policy and design principles set out in Clause 22.09 Residential Development and Neighbourhood Character Policy ;*
- *Whether the development might adversely impact on an item of heritage significance; and*
- *Whether the development respects the neighbourhood character of the area.*

5.3.3 NEIGHBOURHOOD RESIDENTIAL ZONE

PURPOSE

The purpose of the Neighbourhood Residential Zone is:

To recognise areas of predominantly single and double storey residential development.

To limit opportunities for increased residential development.

To manage and ensure that development respects the identified neighbourhood character, heritage, environmental or landscape characteristics.

To implement neighbourhood character policy and adopted neighbourhood character guidelines.

To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations.

APPLICATION

The Neighbourhood Residential Zone Schedule 1 applies to all of the Limited Change Areas of Greater Dandenong.

SCHEDULE

Each of the relevant modifiable elements of the zone schedule is discussed below.

MAXIMUM BUILDING HEIGHT

The maximum building height provisions of the Neighbourhood Residential Zone apply only to dwellings and residential buildings. The default maximum building height of the Neighbourhood Residential Zone is 8 metres. As previously discussed Greater Dandenong varied the Schedule to the NRZ to provide a mandatory maximum building height of 9 metres for a dwelling or residential building, in order to facilitate a direct conversion from the R3Z to the Neighbourhood Residential Zone. The current variation to the standard is as follows:

The maximum building height should not exceed 9 metres unless the slope of the natural ground level at any cross section wider than 8 metres of the site of the building is 2.5 degrees or more, in which case the height of the building should not exceed 10.5 metres.

This provision allows for buildings of up to approximately 3 storeys.

The *Residential Development and Neighbourhood Character Policy* encourages new low density housing up to two storeys. In order to provide consistency with the new residential zone provisions and support the revised Residential Framework's "stepping down" approach to residential built form across all residential areas in the municipality it is proposed that the maximum building height is reduced to a mandatory 8 metres, by inserting the following words in the Schedule to the Neighbourhood Residential Zone:

*The maximum building height **must not exceed 8metres** unless the slope of the natural ground level at any cross section wider than 8 metres of the site of the building is 2.5 degrees or more, in which case the height of the building **must not exceed 9 metres**.*

LANDSCAPING

The current NRZ1 Schedule includes a requirement that 70% of the ground level front setback be planted with substantial landscaping and canopy trees. It is noted that ResCode landscaping requirements may only be modified in relation to multi dwelling developments.

As discussed earlier, consultation with the broad community as well as Council Officers identified concerns regarding the inadequacy of landscaping associated with new development.

In order to strengthen this requirement it is recommended that the NRZ1 Schedule be modified to specify that 70% of the ground level front level setback, and side and rear setbacks be planted with substantial landscaping and canopy trees.

STANDARD	CURRENT NRZ1 Requirement	PROPOSED NRZ1 Requirement
Landscaping B13	70% of ground level front setback planted with substantial landscaping and canopy trees	70% of ground level front setback, and side and rear setbacks , planted with substantial landscaping and canopy trees.

PRIVATE OPEN SPACE

The ResCode Standard for private open space provides:

A dwelling should have private open space consisting of an area of 80 square metres or 20 per cent of the area of the lot, whichever is the lesser, but not less than 40 square metres. At least one part of the private open space should consist of secluded private open space with a minimum area of 25 square metres and a minimum dimension of 3 metres at the side or rear of the dwelling with convenient access from a living room.

The NRZ1 Schedule varies this standard as outlined in the table below. In order to support consistency and respond to community concerns about the adequacy of private open space associated with new multi-unit development it is recommended that the Schedule variation applied to Residential Growth Zone and General Residential Zone Schedules requiring that balconies in multi-dwelling developments be dimensions that reflect the standard dimensions for roof top areas, be applied to NRZ1.

STANDARD	PROPOSED NRZ1 Requirement	
Private open space	A17	<i>Unchanged</i>
	B28	60 square metres of ground level, private open space, with an area of secluded private open space at the side or rear of the dwelling with a minimum area of 40 square metres with a minimum dimension of 5 metres and convenient access from a living room, or A balcony or roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room.

APPLICATION REQUIREMENTS

The reformed residential zones provide the opportunity to introduce additional application requirements. It is recommended that the following requirements be included in each of the schedules in order to clearly outline Council's expectations and highlight additional policies that require addressing as part of any application:

The following application requirements apply, unless waived at the discretion of the responsible authority, to an application for a permit under Clause 32.07, in addition to those specified in Clause 32.07 and Clause 52.06 and elsewhere in the scheme:

- *A Traffic and Transport Report detailing, but not limited to:

 - An assessment of the traffic generation and potential effects that the proposed development may have on the surrounding road network;
 - A plan showing existing traffic and junction conditions; mitigation treatments; and pedestrian network including access routes to public transport.*
- *A Waste and Recycling Site Assessment and Plan showing, but not limited to:

 - On-site waste and recycling storage location and dimensions;
 - Waste and recycling collection location and dimensions; and
 - Details of waste and recycling maintenance and management.*
- *A Landscape Plan showing, but not limited to:

 - vegetation to be retained, both on-site and adjacent to the site;
 - location of new planting and proposed species, and
 - details of landscape maintenance and management, including water sensitive design principles.*
- *A schedule of all building materials and finishes, including colours, to the satisfaction of the responsible authority.*

DECISION GUIDELINES

The reformed residential zones provide the opportunity to introduce additional decision guidelines. It is recommended that the following be included in each of the schedules in order to clearly outline how Council will make its decisions when assessing applications:

The following decision guidelines apply to an application for a permit under Clause 32.09-11, in addition to those specified elsewhere in the Scheme:

- *The objectives of and policy and design principles set out in Clause 22.09 Residential Development and Neighbourhood Character Policy ;*

- *Whether the development might adversely impact on an item of heritage significance; and*
- *Whether the development respects the neighbourhood character of the area.*

6

RECOMMENDATIONS

6.1 SUMMARY OF RECOMMENDATIONS

This section outlines recommended changes to the *Greater Dandenong Planning Scheme* in order to implement the key findings and achieve the overarching objective of this project, which is:

To improve the operation of planning policy and controls across all residential areas in the City of Greater Dandenong to ensure that they balance and achieve a variety of housing types that meet high amenity standards and accommodate expected population growth.

In accordance with the project brief, the recommendations have a particular focus on the Substantial Change Areas in Dandenong, Noble Park and Springvale.

Based on the discussion and analysis presented in this report, the following recommendations are made:

- Amend the Municipal Strategic Statement to reflect the Residential Framework Plans for Dandenong, Noble Park and Springvale.
- Amend the *Residential Development and Neighbourhood Character Policy* (Clause 22.09) to both reflect the Residential Framework Plans and strengthen a number of urban design policies.
- Amend the Residential Growth Zone Schedules, and create a new Schedule where necessary, to reinforce urban design outcomes currently reflected in the *Residential Development and Neighbourhood Character Policy* (Clause 22.09), implement the refined Residential Framework Plans and introduce mandatory height controls in some locations (see Table 6).
- Amend the General Residential Zone Schedules, to reinforce urban design outcomes currently reflected in the *Residential Development and Neighbourhood Character Policy* (Clause 22.09), implement the refined Residential Framework Plans, and introduce mandatory height controls (see Table 6)
- Rezone identified precincts from Residential Growth Zone to General Residential Zone and *vice versa* to better reflect Council's strategic objectives.
- Introduce specific decision guidelines and application requirements into all of the Residential Zone Schedules to reinforce the *Residential Development and Neighbourhood Character Policy* (Clause 22.09) and to implement the findings of this report and the objectives of the *Greater Dandenong Housing Strategy*.

TABLE 6 - OVERVIEW OF PROPOSED ZONE SCHEDULES

Specific changes are highlighted in **bold**.  = New Schedule 3 to the RGZ

Planning consideration	RESIDENTIAL GROWTH ZONE			GENERAL RESIDENTIAL ZONE		NEIGHBOURHOOD RESIDENTIAL ZONE
	Schedule 1 (RGZ1 – Dandenong Declared Area)	Schedule 2 (RGZ2 – Substantial Change Inner)	Schedule 3 (RGZ3 – Substantial Change Outer)	Schedule 1 (GRZ1 – Incremental Change Areas)	Schedule 2 (GRZ2 - Dandenong South & Keysborough South)	Schedule 1 (NRZ1 – Limited Change Areas)
Minimum subdivision area	n/a	n/a	n/a	n/a	n/a	None specified
Number of dwellings on a lot	n/a	n/a	n/a	n/a	n/a	None specified
Minimum street setback	Single dwellings – as per ResCode, or 5m, whichever is lesser. Multiple dwellings – as per ResCode, or 5m, whichever is lesser.	Single dwellings – as per ResCode, or 5m, whichever is lesser. Multiple dwellings – as per ResCode, or 5m, whichever is lesser.	Single dwellings – as per ResCode, or 5m, whichever is lesser. Multiple dwellings – as per ResCode, or 5m, whichever is lesser.	Single dwellings – as per ResCode, or 7.5m, whichever is lesser. Multiple dwellings – as per ResCode, or 7.5m, whichever is lesser.	Single dwellings – as per ResCode, or 7.5m, whichever is lesser. Multiple dwellings – as per ResCode, or 7.5m, whichever is lesser.	Single dwellings – as per ResCode. Multiple dwellings – as per ResCode.
Site coverage	Maximum of 70%	Maximum of 70%	Maximum of 70%	60% (ResCode Standard)	60% (ResCode Standard)	Maximum of 50%
Permeability	Minimum of 20% (ResCode Standard)	Minimum of 20% (ResCode Standard)	Minimum of 20% (ResCode Standard)	Minimum of 30%	20% (ResCode Standard)	Minimum of 40%
Landscaping	70% of ground level front setback planted with substantial landscaping and canopy trees.	70% of ground level front setback, and side and rear setbacks , planted with substantial landscaping and canopy trees.	70% of ground level front setback, and side and rear setbacks , planted with substantial landscaping and canopy trees.	70% of ground level front setback, and side and rear setbacks , planted with substantial landscaping and canopy trees.	None specified (ResCode Standard)	70% of ground level front setback, and side and rear setbacks , planted with substantial landscaping and canopy trees.

Side and rear setbacks	Single Dwellings (ResCode Standard A10) and Multiple Dwellings (ResCode Standard B17): <ul style="list-style-type: none"> 1 metre, plus 0.3 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres 	Single Dwellings (ResCode Standard A10) and Multiple Dwellings (ResCode Standard B17): <ul style="list-style-type: none"> 1 metre, plus 0.3 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres 	Single Dwellings (ResCode Standard A10) and Multiple Dwellings (ResCode Standard B17): <ul style="list-style-type: none"> 1 metre, plus 0.3 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres 	Single Dwellings (ResCode Standard A10) and Multiple Dwellings (ResCode Standard B17): <ul style="list-style-type: none"> 1 metre, plus 0.3 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres 	Single Dwellings (ResCode Standard A10) and Multiple Dwellings (ResCode Standard B17): <ul style="list-style-type: none"> 1 metre, plus 0.3 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres 	Minimum of 2 metres where opposite a secluded private open space area or a living room with a high amenity outlook from a neighbouring development.
Walls on boundaries	ResCode Standard A11 and B18	ResCode Standard A11 and B18	ResCode Standard A11 and B18	ResCode Standard A11 and B18	ResCode Standard A11 and B18	ResCode Standard A11 and B18
Private open space	ResCode Standard A17 & B28	Single Dwellings (ResCode Standard A17): <ul style="list-style-type: none"> 80 square metres or 20 per cent of the area of the lot, whichever is the lesser, but not less than 40 square metres. At least one part of the private open space should consist of secluded private open space with a 	Single Dwellings (ResCode Standard A17): <ul style="list-style-type: none"> 80 square metres or 20 per cent of the area of the lot, whichever is the lesser, but not less than 40 square metres. At least one part of the private open space should consist of secluded private open space with a minimum area of 25 square metres and a minimum dimension of 3 metres at the side or rear of the dwelling and 	Single Dwellings (ResCode Standard A17): <ul style="list-style-type: none"> 80 square metres or 20 per cent of the area of the lot, whichever is the lesser, but not less than 40 square metres At least one part of the private open space should consist of secluded private open space with a minimum area of 25 square metres and a minimum dimension of 5 metres at ground level at the side or rear of the dwelling 	Single Dwellings (ResCode Standard A17): <ul style="list-style-type: none"> 80 square metres or 20 per cent of the area of the lot, whichever is the lesser, but not less than 40 square metres. At least one part of the private open space should consist of secluded private open space with a minimum area of 25 square metres and a minimum dimension of 3 metres at ground level at the side or rear of the dwelling and convenient access from a living room. 	Single Dwellings (ResCode Standard A17): <ul style="list-style-type: none"> 80 square metres or 20 per cent of the area of the lot, whichever is the lesser, but not less than 40 square metres. At least one part of the private open space should consist of secluded private open space with a minimum area of 25 square metres and a minimum dimension of 5 metres at ground level at the side or rear of the dwelling and convenient access from a living room. Multiple Dwellings (ResCode Standard B28): <ul style="list-style-type: none"> 60 square metres of ground level, private open space, with an area of secluded private open space at the side or rear of the dwelling with a

<p>Private open space (cont'd)</p>		<p>minimum area of 25 square metres and a minimum dimension of 3 metres at the side or rear of the dwelling and convenient access from a living room.</p> <p>Multiple Dwellings (ResCode Standard B28):</p> <ul style="list-style-type: none"> • 40 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 25 square metres, a minimum dimension of 3 metres and convenient access from a living room, or • A balcony or roof-top area of 10 square 	<p>convenient access from a living room.</p> <p>Multiple Dwellings (ResCode Standard B28):</p> <ul style="list-style-type: none"> • 40 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 25 square metres, a minimum dimension of 3 metres and convenient access from a living room, or • A balcony or roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room. 	<p>and convenient access from a living room.</p> <p>Multiple Dwellings (ResCode Standard B28):</p> <ul style="list-style-type: none"> • An area of 50 square metres of ground level private open space, with an area of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 30 square metres, a minimum dimension of 5 metres and convenient access from a living room, or • A balcony or roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room. 	<p>Multiple Dwellings (ResCode Standard B28):</p> <ul style="list-style-type: none"> • 40 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 25 square metres, a minimum dimension of 5 metres at ground level and convenient access from a living room, or • A balcony or roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room. 	<p>minimum area of 40 square metres with a minimum dimension of 5 metres and convenient access from a living room, or</p> <ul style="list-style-type: none"> • A balcony or roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room.
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		metres with a minimum width of 2 metres and convenient access from a living room.				
Front fence height	Maximum 1.5m height in RZ1. Maximum 1.2m in other streets.	Maximum 1.5m height in RZ1. Maximum 1.2m in other streets.	Maximum 1.5m height in RZ1. Maximum 1.2m in other streets	Maximum 1.5m height in RZ1. Maximum 1.2m in other streets	Maximum 1.5m height in RZ1. Maximum 1.2m in other streets	Maximum 1.5m height in RZ1. Maximum 1.2m in other streets
Maximum building height for a dwelling or residential building	Should not exceed 13.5m (14.5m on sloping sites).	Must not exceed 13.5m (14.5m on sloping sites) excluding building services including but not limited to air conditioning units, solar panels, roof mounted equipment, masts and lift over-runs.	Must not exceed 10.5m (11.5m on sloping sites) excluding building services including but not limited to air conditioning units, solar panels, roof mounted equipment, masts and lift over-runs.	Must not exceed 9m (10m on sloping sites) excluding building services including but not limited to air conditioning units, solar panels, roof mounted equipment, masts and lift over-runs.	Must not exceed 9m (10m on sloping sites) excluding building services including but not limited to air conditioning units, solar panels, roof mounted equipment, masts and lift over-runs.	Must not exceed 8m (9m on sloping sites) – plus any applicable flood levels
Application requirements		The following application requirements apply, unless waived at the discretion of the responsible authority, to an application for a permit under Clause 32.07, in addition to those specified in Clause 32.07 and Clause 52.06 and elsewhere in the scheme: <ul style="list-style-type: none"> ▪ A Traffic and Transport Report detailing, but not limited to: <ul style="list-style-type: none"> ▪ An assessment of the traffic generation and potential effects that the proposed development may have on the surrounding road network; ▪ A plan showing existing traffic and junction conditions; 		The following application requirements apply, unless waived at the discretion of the responsible authority, to an application for a permit under Clause 32.08, in addition to those specified in Clause 32.08 and Clause 52.06 and elsewhere in the scheme: <ul style="list-style-type: none"> ▪ A Traffic and Transport Report detailing, but not limited to: <ul style="list-style-type: none"> ▪ An assessment of the traffic generation and potential effects that the proposed development may have on the surrounding road network; ▪ A plan showing existing traffic and junction conditions; mitigation treatments; pedestrian network including access routes to public transport. 		The following application requirements apply, unless waived at the discretion of the responsible authority, to an application for a permit under Clause 32.09, in addition to those specified in Clause 32.09 and Clause 52.06 and elsewhere in the scheme: <ul style="list-style-type: none"> ▪ A Traffic and Transport Report detailing, but not limited to: <ul style="list-style-type: none"> ▪ An assessment of the traffic generation and potential effects that the proposed development may have on the surrounding road

		<p>mitigation treatments; and pedestrian network including access routes to public transport.</p> <ul style="list-style-type: none"> ▪ A Waste and Recycling Site Assessment and Plan showing, but not limited to: <ul style="list-style-type: none"> ▪ On-site waste and recycling storage location and dimensions; ▪ Waste and recycling collection location and dimensions; and ▪ Details of waste and recycling maintenance and management. ▪ A Landscape Plan showing, but not limited to: <ul style="list-style-type: none"> ▪ vegetation to be retained, both on-site and adjacent to the site; ▪ location of new planting and proposed species, and ▪ details of landscape maintenance and management, including water sensitive design principles. ▪ A schedule of all building materials and finishes, including colours, to the satisfaction of the responsible authority. 	<ul style="list-style-type: none"> ▪ A Waste and Recycling Site Assessment and Plan showing, but not limited to: <ul style="list-style-type: none"> ▪ On-site waste and recycling storage location and dimensions; ▪ Waste and recycling collection location and dimensions; and ▪ Details of waste and recycling maintenance and management. ▪ A Landscape Plan showing, but not limited to: <ul style="list-style-type: none"> ▪ vegetation to be retained, both on-site and adjacent to the site; ▪ location of new planting and proposed species, and ▪ details of landscape maintenance and management, including water sensitive design principles. ▪ A schedule of all building materials and finishes, including colours, to the satisfaction of the responsible authority. 	<p>network;</p> <ul style="list-style-type: none"> ▪ A plan showing existing traffic and junction conditions; mitigation treatments; pedestrian network including access routes to public transport. ▪ A Waste and Recycling Site Assessment and Plan showing, but not limited to: <ul style="list-style-type: none"> ▪ On-site waste and recycling storage location and dimensions; ▪ Waste and recycling collection location and dimensions; and ▪ Details of waste and recycling maintenance and management. ▪ A Landscape Plan showing, but not limited to: <ul style="list-style-type: none"> ▪ vegetation to be retained, both on-site and adjacent to the site; ▪ location of new planting and proposed species, and ▪ details of landscape maintenance and management, including water sensitive design principles. ▪ A schedule of all building materials and finishes, including colours, to the satisfaction of the responsible authority.
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<p>Decision guidelines</p>		<p>The following decision guidelines apply to an application for a permit under Clause 32.07-11, in addition to those specified elsewhere in the Scheme:</p> <ul style="list-style-type: none"> ▪ The objectives of and policy and design principles set out in Clause 22.09 Residential Development and Neighbourhood Character Policy ; and ▪ Whether the development might adversely impact on an item of heritage significance. 	<p>The following decision guidelines apply to an application for a permit under Clause 32.08-10, in addition to those specified elsewhere in the Scheme:</p> <ul style="list-style-type: none"> ▪ The objectives of and policy and design principles set out in Clause 22.09 Residential Development and Neighbourhood Character Policy ; ▪ Whether the development might adversely impact on an item of heritage significance; and ▪ Whether the development respects the neighbourhood character of the area. 	<p>The following decision guidelines apply to an application for a permit under Clause 32.09-11, in addition to those specified elsewhere in the Scheme:</p> <ul style="list-style-type: none"> ▪ The objectives of and policy and design principles set out in Clause 22.09 Residential Development and Neighbourhood Character Policy ; ▪ Whether the development might adversely impact on an item of heritage significance; and ▪ Whether the development respects the neighbourhood character of the area.
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A

APPENDICES

APPENDIX A: RESPONSE TO RESIDENTIAL ZONES STANDING ADVISORY COMMITTEE REPORT PRINCIPLES

PRINCIPLE	RESPONSE
General	
P1 The Committee has adopted a cautious approach to the application of the zones, particularly the NRZ, because it has had to consider the amendments on a municipality by municipality basis, rather than on a metropolitan or sub-regional basis.	Greater Dandenong's zones have already been approved by the Minister for Planning.
P2 The 'translation' of existing policy, overlay and zone provisions should occur with the use of the zone that is the closest fit to the status quo where there is no housing strategy, the strategy is not sufficiently robust to inform the application of the zones, or the strategy does not appear to directly link to the zones applied.	<p>The new residential zones were introduced to the Greater Dandenong Planning Scheme via Amendment C175. This amendment sought to retain the 'status quo'.</p> <p>This Report recommends some modifications to the application of residential zones and the content of zone schedules in order to improve the operation of planning policy and controls across all residential areas in the City of Greater Dandenong and improve built form outcomes.</p>
State Planning Policy Framework and Plan Melbourne	
P3 The application of the new residential zones must support the directions and initiatives of the SPPF, Plan Melbourne and Regional Growth Plans (where relevant). This includes policy that promotes housing diversity and directs housing growth to nodes around activity centres and public transport stops.	The recommendations of this report support the relevant directions and initiatives of the SPPF and Plan Melbourne. It promotes housing growth and change around activity centres and public transport nodes and supports housing diversity.
Housing Strategies	
P4 The application of the residential zones should be based on a housing or similar strategy that specifically addresses where and how housing growth will be accommodated	<p>The new residential zones were introduced to the Greater Dandenong Planning Scheme via Amendment C175.</p> <p>The refinements recommended in this Report support Council's <i>Draft Housing Strategy</i> and are based on the existing Clause 22.09 <i>Residential Development and Neighbourhood Character Policy</i> which implemented the <i>Dandenong Neighbourhood Character Study 2007</i>.</p>

P5	Strategic work (other than housing strategies) can be used to inform the application of the new zones. For example, this includes structure plans and the use of the principles and criteria in PN78 as a guide, with reference to the zone purpose to clarify any ambiguity.	As per response to P4. Furthermore, the principles and criteria contained in PN78 have been used to refine the application and content of the residential zones and their associated schedules.
P6	Municipal housing capacity analysis and targets for applying particular zones should not be the sole driver in implementing the new residential zones. However, capacity analysis should be undertaken to confirm that the strategy is workable and will meet projected future housing requirements	Council have appointed SGS Economics and Planning to undertake a capacity analysis to test and confirm the residential framework proposed in this document.

Applying the zones – Neighbourhood Residential Zone

P7	The NRZ should not be used as the 'default' residential zone.	
P8	The application of the NRZ at the municipal level should not be driven by the 50 percent reference in Plan Melbourne or the percentages applied in other municipalities.	
P9	The NRZ should not be applied in precincts where there is policy support for significant housing growth, including near PPTN stops and activity centres unless supported by sound strategic justification.	Amendment C175 provided the basis for the application of the NRZ. This report does not seek to alter the application of the NRZ.
P10	The use of the NRZ in response to identified character should be balanced with policies and strategies to provide housing choice and affordability, and efficient service infrastructure provision.	
P11	The use of the NRZ to limit residential development in areas subject to environmental hazards or values should have regard to whether the zone provisions are necessary in addition to the relevant overlay.	

Applying the zones – General Residential Zone

P12	The GRZ will typically be the 'default' zone for the R1Z.	Amendment C175 provided the basis for the application of the GRZ, wherein the GRZ was applied to the R1Z. This report includes recommendations to expand the extent of the GRZ based on the accessibility of the particular areas to key services and transport, road role and connectivity and built form characteristics.
P13	The GRZ should not be used as a 'default growth zone' because it only provides for incremental change and there is an expectation that respecting neighbourhood character will influence the scale of built form.	The GRZ has not been applied to those areas that are expected to experience substantial change and growth. The GRZ has been applied in these contexts.

P14	The GRZ might be suitable for broader application in rural and regional centres in response to more moderate growth expectations. zone' because it only provides for incremental change and there is an expectation that respecting neighbourhood	Not applicable.
P15	The GRZ, rather than the NRZ, is preferred for broadacre land identified for residential development that is in the process of subdivision and development.	Not applicable.
Applying the zones – Residential Growth Zone		
P16	The RGZ should be applied where the potential establishment of commercial uses, as permitted by the zone, is unlikely to adversely impact on existing activity centres, particularly in rural and regional centres.	This Report recommends contracting the current extent of the RGZ in order to concentrate higher density residential development in those areas located in close proximity to existing services and transport. This approach seeks to avoid the expansion of commercial uses to areas more distant from activity centres and public transport nodes.
P17	The application of the RGZ or the GRZ is preferred over the NRZ for larger scale housing redevelopment sites (including those for social housing).	Noted. The RGZ is proposed on the former Council depot in Springvale – a strategic residential redevelopment site.
P18	The RGZ (or a zone other than one of the three new residential zones) should be applied to nominated or potential urban renewal precincts unless an alternative residential zone is specifically justified.	This report recommends retaining the majority of residential areas surrounding the Noble Park, Springvale and Dandenong Activity Centres in the RGZ.
P19	The RGZ (or a zone other than one of the three new residential zones) is the primary zone for areas identified for significant housing change that are not constrained by 'character'.	As per response to P16 and This report recommends retaining the RGZ affecting areas identified for substantial change and not constrained by neighbourhood character considerations.
Schedules		
P20	Zones should be selected having regard to local policy, overlays and other scheme provisions, and before developing local content in schedules.	The new residential zones were introduced to the Greater Dandenong Planning Scheme via Amendment C175, based on the existing residential framework. Zones have been selected based on the intent of the existing local policy, strategic location and characteristics of the area.
P21	Local content in a schedule must be justified in terms of the efficacy of the requirement and the implications for achieving policy objectives.	This project recommends justified amendments to the local zone schedules in order to improve built form outcomes and implement the Residential Framework Plans.
P22	Schedules should be avoided where they apply new benchmarks for residential development without adequate justification.	

P23	Schedules should only be applied where there is a clearly defined need and it can be demonstrated that the provisions of Clause 54 and 55 are not adequate.	
P24	The use of local schedules should be minimised and schedules should preferably be applied on a broad scale rather than on a site specific basis.	This Report recommends the application of schedules across each of the activity centres to ensure a consistent approach and ease of use of the Scheme.
Overlays		
P25	Existing overlays should be a factor when considering which zone to apply. The overarching consideration is whether the overlay should be accompanied by a restrictive zone or whether the overlay provisions should be allowed to operate with a less restrictive zone. In many instances this should result in translating the Residential 1 Zone to a GRZ.	Noted.
P26	The existence of the Heritage Overlay does not automatically justify applying the NRZ.	Not applicable.
Practice Note 78		
P27	The principles and criteria contained in Tables 2 and 3 of PN78 need to be read together and with reference to the existing policy framework and the purposes of the zone.	The principles and criteria contained in PN78 have been used to refine the application and content of the residential zones and their associated schedules.
Covenants		
P28	The NRZ should not be applied solely on the basis of single dwelling covenants. The choice of zone should reflect the broader strategic direction for these areas.	Not applicable.
Character		
P29	The existence of 'character' does not automatically justify applying the NRZ.	Amendment C175 provided the basis for the application of the NRZ. This report does not seek to alter the current application of the NRZ.
Mandatory provisions		
P30	Mandatory provisions should be strategically justified and should not be applied where the issues they seek to address are adequately dealt with by existing planning provisions.	Mandatory height provisions are recommended, as justified as section 5.3 of this report.

Clauses 54 and 55

P31 Variations to the Clauses 54 and 55 in the zone schedules should be justified and should not be applied if the existing provisions of Clauses 54 and 55 are adequate.

This project recommends justified amendments to the local zone schedules in order to improve built form outcomes and implement the Residential Framework Plans.

Section 5.3 of this report provides the strategic justification for the proposed amendments.

**APPENDIX B: REPORT PRIVATE OPEN SPACE FOR MEDIUM DENSITY DEVELOPMENT
IN GRZ1, 2015**



PRIVATE OPEN SPACE

FOR MEDIUM DENSITY DEVELOPMENT IN GRZ1

City of Greater Dandenong

April 2015

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ACKNOWLEDGEMENTS

It is acknowledged that the City of Greater Dandenong is on traditional lands of the Wurundjeri tribe of the Kulin Nation. We offer our respect to the Elders of these traditional lands, and through them to all Aboriginal and Torres Strait Islander People.

PROJECT CONTROL

NAME	NO.	PM APPROVED	PD APPROVED	DATE
Final Report	3	JMR	JLR	13/4/15

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INTRODUCTION

1 INTRODUCTION

1.1 OVERVIEW

Planisphere was engaged by the City of Greater Dandenong to evaluate the existing strategic framework to support a proposed variation to the current Standard B28 – Private Open Space for land within the General Residential Zone, Schedule 1 (GRZ1).

The proposed changes would increase the requirement for private open space (POS) from 40sqm to 50sqm and secluded private open space (SPOS) from 25sqm to 30 sqm. The minimum dimensions would remain as per the current standard (5m). The proposed variation would read as follows:

An area of 50 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 30 square metres, a minimum dimension of 5m and convenient access from a living room

An increase in the private open space standard for new multi dwelling developments in GRZ1 is intended to support the following objectives:

Protect and enhance the valued garden character of the established residential areas within Greater Dandenong.

Support the purpose of the General Residential Zone by encouraging development that respects the existing neighbourhood character.

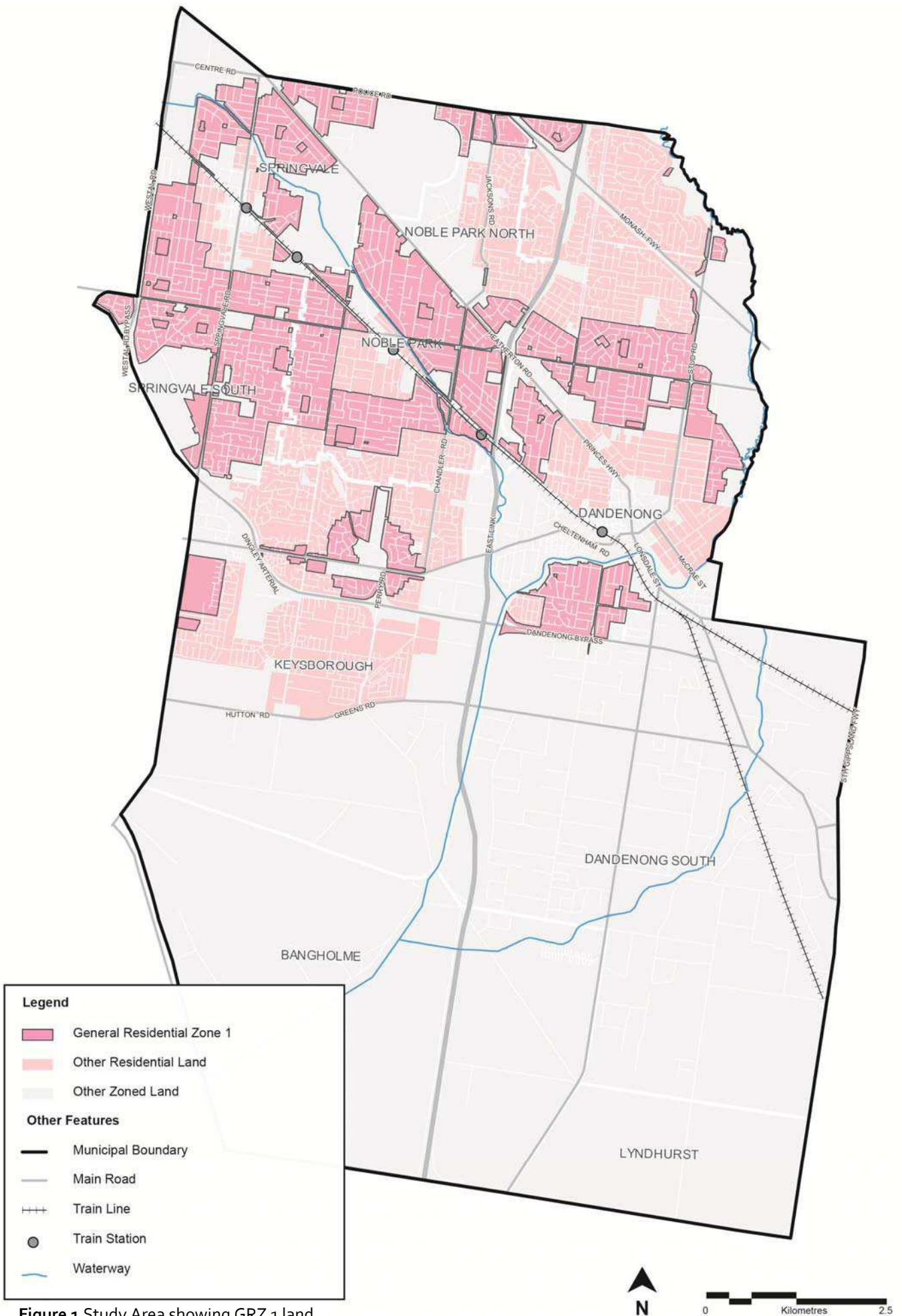
Complement and support existing local planning policy and other Council strategies that seek to encourage and enhance the landscaped residential setting and promote safe and healthy living environments.

Ensure the provision of private open space areas in new residential development allows for the retention and planting of large canopy trees and other vegetation.

Provide private open space that is useable and recognises the mental and physical wellbeing needs of residents.

This report documents the detailed analysis undertaken to justify a variation to the existing Standard B28, building upon existing State and local planning policy, strategic work undertaken by Council, historic panel decisions and detailed site and case study analysis.

Figure 1 shows the extent of the study area (GRZ1 zoned land).



1.2 BACKGROUND

The current General Residential Zone, Schedule 1 (GRZ1) includes a variation to ResCode Standard B28 – Private Open Space. The current standard evolved from a series of recent amendments intended to implement the *Greater Dandenong Neighbourhood Character Study 2007* through a range of planning tools, including the residential zone schedules.

ResCode Standard B28 applies to new multi-dwelling residential developments. It states that each dwelling should be provided with:

An area of 40 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 25 square metres, a minimum dimension of 3m and convenient access from a living room, or

A balcony of 8 square metres with a minimum width of 1.6 metres and convenient access from a living room, or

A roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room.

In February 2011, Amendment C96 (amongst other things) applied the Residential 3 Zone to established residential areas and introduced a new local policy, Clause 22.09 'Residential Development and Neighbourhood Character Policy'. As part of the Amendment, variations to the B28 private open space standard were introduced as follows:

Residential 1 Zone: *As per B28 except with a minimum dimension of 5 metres.*

Residential 3 Zone: *An area of 60 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 40 square metres, a minimum dimension of 5 metres and convenient access from a living room.*

In October 2012, Amendment C147 addressed a number of anomalies arising from Amendment C96 and the translation of the *Greater Dandenong Neighbourhood Character Study 2007* into the zone schedules. The private open space variations in the R1Z and R3Z schedules were modified as follows (additions are underlined):

Residential 1 Zone: *As per the B28 40 sq m requirement, with the 25sq m of secluded private open space having a minimum dimension of 5m.*

Residential 3 Zone: *An area of 60 square metres of ground level, private open space, with an area of secluded private open space at the side or rear of the dwelling with a minimum area of 40 square metres with a minimum dimension of 5 metres and convenient access from a living room.*

In November 2013, Greater Dandenong implemented the suite of new residential zones through Amendment C175. This resulted in a Neighbourhood Residential Zone (NRZ1), two new schedules to the General Residential Zone (GRZ1 and GRZ2) and two schedules to the Residential Growth Zone.

Council is now seeking to apply the following standard to GRZ1:

An area of 50 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 30 square metres, a minimum dimension of 5 metres and convenient access from a living room.

This project aims to provide the strategic justification for amending the GRZ1 Schedule to include the above standard. It is acknowledged that standard A17 also relates to private open space, affecting single developments on a lot, however the focus of this report is on Standard B28.

1.3 METHOD

The methodology for this process was undertaken in two stages as outlined below:

STAGE 1 – BACKGROUND REVIEW

1. Review *Greater Dandenong Neighbourhood Character Study 2007* to determine the landscape character values in GRZ1 areas
2. Review other Planning Schemes and associated Panel Reports that have successfully varied Standard B28 through the Schedule to a residential zone
3. Review State planning policy, Practice Notes and other plans and strategies, including the *Greater Dandenong Health and Wellbeing Plan* and adopted *Greater Dandenong Housing Strategy*, regarding the integration of housing policy with neighbourhood character and liveability objectives

STAGE 2 - ANALYSIS

4. Use aerial photography to assess the dimensions of POS provided at the rear of single lots along a 'typical' street within each *Greater Dandenong Neighbourhood Character Study 2007* character area that contains GRZ1 zoned land.
5. Analyse a random sample of recent planning applications for medium density housing in the GRZ1 to determine the average current private open space provision in new development and assess compliance with the existing B28 standard.
6. Analyse planning applications (from sample) to establish whether development could easily be redesigned to accommodate the proposed variation to Standard B28.
7. Provide recommendations regarding the proposed variation to Standard B28.

1.4 RESCODE PRIVATE OPEN SPACE STANDARD

ResCode is the State residential design code for residential developments up to four storeys in height. Introduced in 2001, the provisions can be found at Clauses 54 and 55 of the *Greater Dandenong Planning Scheme* and apply to all land within the General Residential Zone, Residential Growth Zone, Neighbourhood Residential Zone and Mixed Use Zone.

Clause 54 relates to development of one dwelling on a lot and includes 20 design standards. Clause 55 relates to the development of two or more dwellings on a lot up to four storeys in height, and includes 34 design standards to be met. Discretion may

be applied when assessing applications against these standards, however compliance with the objectives that support the standards is mandatory.

Through these Clauses the *Victoria Planning Provisions* establish neighbourhood character as the starting point in the assessment of residential planning applications in the General and Neighbourhood Residential Zones.

Eight of the residential standards can be varied through the Schedule to any of the three primary residential zones, including Standard B28 (Private Open Space). The other variable standards, which are discussed in further detail in Chapter 2, are: street setback, building height, site coverage, side and rear setbacks, and front fence height.

Standard B28: 'Private open space objective' has the objective:

"to provide adequate private open space for the reasonable recreation and service needs of residents".

If no area or minimum dimension is specified in the zone, then each dwelling or residential building should be provided with private open space (POS) as follows:

An area of 40 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 25 square metres, a minimum dimension of 3m and convenient access from a living room, or

A balcony of 8 square metres with a minimum width of 1.6 metres and convenient access from a living room, or

A roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room.

It is noted that secluded private open space is only a portion of the total required private open space (approximately 60%). A further 15 square metres of private open space is required in addition to the 25 square metres of secluded private open space. This additional private open space need not be 'secluded' and therefore may be provided in front and side setback areas.

There are a number of decision guidelines which the responsible authority must consider when assessing residential applications triggered under Clause 54 or 55:

- The design response.
- The useability of the private open space, including its size and accessibility.
- The availability of and access to public or communal open space.
- The orientation of the lot to the street and the sun.

2

POLICY REVIEW

2 STATE POLICIES

2.1 STATE PLANNING POLICY FRAMEWORK

The State Planning Policy Framework (SPPF) comprises a statement of general principles for land use and development planning, and specific policies dealing with individual issues. Planning and responsible authorities must take into account and give effect to both the general principles and the specific policies applicable to issues before them to ensure integrated decision-making.

Clause 11 Settlement aims to anticipate and respond to the needs of existing and future communities through the provision of housing, recreation and open space, among other land uses and services. It seeks to recognise the need for health, safety, diversity of choice, a high standard of urban design and amenity and the protection of environmentally sensitive areas and natural resources. Relevant objectives in Clause 11 are:

Provide a diversity of housing in defined locations that cater for different households.

Create healthy and active neighbourhoods and maintain Melbourne's identity as one of the world's most liveable cities.

Strategies in Clause 11 of key relevance are:

Make the city greener

Protect and restore natural habitats in urban areas.

Clause 15 Built Environment and Heritage aims to ensure land use and development responds to its landscape, valued built form and cultural context and protects significant places. Relevant objectives in Clause 15 are:

Create urban environments that are safe, functional and provide good quality environments with a sense of place and cultural identity.

Recognise and protect cultural identity, neighbourhood character and sense of place.

Strategies in Clause 15 of key relevance are:

Ensure new development or redevelopment contributes to community and cultural life by improving safety, diversity and choice, the quality of living and working environments, accessibility and inclusiveness and environmental sustainability.

Require development to respond to its context in terms of urban character, cultural heritage, natural features, surrounding landscape and climate.

Encourage retention of existing vegetation or revegetation as part of subdivision and development proposals.

Ensure development recognises distinctive urban forms and layout and their relationship to landscape and vegetation.

Clause 16 Housing aims to provide for housing diversity and for new housing to have access to services including open space and be planned for long-term sustainability. Relevant objectives in Clause 16 are:

Locate new housing development in or close to activity centres and employment corridors and other strategic redevelopment sites that offer good access to services and transport.

Strategies in Clause 16 of key relevance are:

Ensure housing stock matches changing demand by widening housing choice, particularly in the middle and outer suburbs.

Policy direction outlined in this Clause relates primarily to public open space. Urban open space is intended to provide for nature conservation, recreation and play, sport, social interaction, peace and solitude. Open space is also to maintain wildlife corridors and provide greenhouse sinks.

There is a clear emphasis in the SPPF and all other *Victoria Planning Provisions* (VPPs) upon the importance of neighbourhood character and contextual design, and the ResCode provisions reflect this. The pressing issues of maintaining the liveability of Melbourne's residential areas, ensuring the long term sustainability of the city and providing a greater range of housing options are also clearly articulated in the SPPF.

2.2 PLAN MELBOURNE

The current metropolitan strategy, *Plan Melbourne*, sets out the strategic direction for the future growth and development of Melbourne to 2050. It was released in May 2014 and was incorporated into the State section of the planning scheme at Clause 9 in May 2014.

One of *Plan Melbourne's* key directions is to 'make our city greener'. It highlights the benefits of increasing tree and vegetation cover of urban areas: environmental, social and economic. This includes cooling to reduce heat and UV impacts, reduced air pollution and energy costs, enhanced liveability, improved physical and mental wellbeing, protected biodiversity and enhanced visitor appeal. The report recognises increasing pressures from drought, climate change and the increased cost of water and the threat of reduced size and number of private gardens. The plan promotes expanding vegetation cover across metropolitan Melbourne and focuses recommendations on public realm actions. In relation to waterways, the plan also seeks to protect private open space abutting these areas.

2.3 NEW RESIDENTIAL ZONES

The State Government introduced new and modified zones into the *Victorian Planning Provisions* in 2013. These reforms include three new residential zones which were introduced to replace the Residential 1, 2 and 3 Zones by 1 July 2014.

The three new residential zones are:

- Residential Growth Zone (RGZ), which provides for housing growth through a mix of housing types that includes medium to higher density housing.
- General Residential Zone (GRZ), which allows modest housing growth and housing diversity that respects the character of the neighbourhood.
- Neighbourhood Residential Zone (NRZ), which restricts housing growth in areas of identified neighbourhood character, heritage, environmental or landscape characteristics.

The new residential zones provide more flexibility to vary ResCode standards and allow for the potential to use multiple schedules to differentiate between precincts within the same zone. They also provide for a broader range of matters that can be modified by schedule than their predecessors. Modifications may be made to permit triggers, permit requirements, ResCode standards and decision guidelines.

The residential zone schedule variations that are now available are shown in the following table.

TABLE 1: RESIDENTIAL ZONE SCHEDULE VARIATIONS

STANDARD	APPLICABLE ZONES
Minimum street setback (ResCode A3/B6)	NRZ, GRZ, RGZ
Site coverage (ResCode A5/B8)	
Permeability (ResCode A6/B9)	
Landscaping (ResCode B13)	
Side & rear setbacks (ResCode A10/B17)	
Walls on boundaries (ResCode A11/B18)	
Private open space (ResCode A17/B28)	
Front fence height (ResCode A20/B32)	
Application requirements	
Decision guidelines	
Maximum building height for dwelling or residential building	NRZ, GRZ, RGZ
Minimum subdivision area	NRZ
Permit required on lot 300-500 square metres	NRZ, GRZ
Permit required for construction of 1 dwelling on a lot	NRZ
Permit required to construct a front fence	
Number of dwellings on a lot	

GENERAL RESIDENTIAL ZONE

Greater Dandenong currently has two schedules to the General Residential Zone. GRZ 1 applies widely to the available residential land within the municipality (as shown in **Figure 1**). GRZ2 only applies to a smaller proportion of residential land in Keysborough South and Dandenong South.

As discussed above, there are eight residential design standards that can be varied in the schedule. Private open space is the only standard which has the ability to apply different standards for varying types of residential development (i.e. a distinction between single and multi dwellings). Aside from the private open space variation, the following additional schedule variations apply to GRZ1:

- Minimum street setback ResCode variation – as per B6 or 7.5m, whichever is lesser (for more than one dwelling on a lot)
- Permeability variation – Minimum of 30%
- Landscaping variation – 70% of ground level front setback planted with substantial landscaping and canopy trees

- Front fence height variation – for streets in a RDZ1 a maximum height of 1.5m is specified. For other streets maximum of 1.2m

The existing variations are designed to ensure new development responds to local conditions, which vary from the standardised requirements contained in ResCode.

The Schedule to GRZ2 only varies two standards, of which B28 is as per the existing GRZ1 standard.

2.4 PRACTICE NOTES

There are a number of practice notes which discuss the use of residential schedules as a tool for varying the provisions of ResCode Clause 54 and 55. These are as follows:

- *Writing Schedules, 2000*
- *Practice Note 28: Using the Neighbourhood Character Provisions in Planning Schemes, 2004*
- *Practice Note 78: Applying the Residential Zones, 2013*
- *Practice Note 27: Understanding the Residential Development Standards (ResCode), 2014 update.*

Practice Note 28 discusses the use of the residential zone schedules in relation to the application of the neighbourhood character overlay. It notes that variations to the standards of Clause 54, 55 or 56 should only occur when the desired planning outcomes cannot be delivered through ResCode or local planning policies.

The other three practice notes provide general advice on the application of the new zones, the role of zone schedules and explanations of ResCode standards. They do not provide any specific guidance in relation to the variation of ResCode standards.

MUNICIPAL POLICIES

2.5 MUNICIPAL STRATEGIC STATEMENT

The Municipal Profile (Clause 21.02) promotes Dandenong's range of public open spaces including bush land, parks, reserves, roadside and railway corridors and the green wedge areas. It recognises the municipality's built form as being largely typical of conventional residential development with a predominance of single storey, detached dwellings sited on lots between 500-750sqm. The Municipal Profile acknowledges that the streetscapes within Greater Dandenong contain a limited range of tree species within the public realm.

Clause 21.03 promotes the Vision for Greater Dandenong which includes a number of high level objectives and strategies to improve the diversity, attractiveness and prosperity of the municipality.

Council's land use and housing strategies are outlined in Clause 21.04. These focus on improving diversity and the public realm through environmental and landscape incentives such as supporting more intensive forms of development in private space within a green environment. The clause recognises that *'increases in housing density must be balanced by adequate provision of open space, good urban design and improvements to the public realm'*. The clause further outlines Council's commitment to encouraging multi storey and medium density residential forms in central Dandenong and other major activity centres. An extensive list of objectives and strategies provides a number of policy directions which focus on encouraging a wide range of housing types to cater and support the needs of residents. Relevant strategies include:

- Encourage developments to exceed minimum compliance with the requirements of Clause 54, 55 and 56.
- Encourage new residential development that incorporate adequate space for the planting and the long term viability and safe retention of canopy trees.
- Actively encourage medium and higher density housing in strategic locations.
- Respect valued, existing neighbourhood character both on particular sites and within wider streetscapes.
- Actively encourage well designed, medium and higher density housing in strategic locations and in areas nominated for substantial change.
- Require medium density developments to be sited and located responsively and to respect existing and proposed neighbourhood character.

Clause 21.05 outlines a number of urban design, character, streetscape and landscape objectives and strategies. There is strong policy support for encouraging landscaping and vegetation in the public and private realm. Relevant strategies are as follows:

- Promote views of high quality landscapes and pleasing vistas from both the private and public realm.
- Encourage planting and landscapes themes, which complement and improve the environment.
- Encourage developments to provide for canopy trees.

- Ensure new developments improve streetscapes through generous landscape setbacks and canopy tree planting.
- Ensure landscaping within private property that complements and improves the streetscapes and landscaping of public areas.
- Encourage new developments to establish a landscape setting which reflects the local and wider landscape character.
- Encourage landscaping that integrates canopy trees and an appropriate mix of shrubs and ground cover and complements and integrates with existing or purposed landscaping in public areas..

Clause 21.06 provides direction regarding open space and natural environment. The clause relates to the provision and improvement of public open space identifying major areas of public open space and private open space (non residential). Some general strategies to ensure high quality design of open space areas are also outlined in this clause.

2.6 LOCAL PLANNING POLICIES

A number of local planning policies including Clause 22.01 'Chain of Parks', Clause 22.07 'Central Dandenong Local Planning Policy', Clause 22.08 'Noble Park Activity Centre Local Policy', and 22.10 'Springvale Activity Centre Local Planning Policy' provide general objectives and strategies to encourage high quality built form and promote a high quality public amenity.

Clause 22.09 – 'Residential Development and Neighbourhood Character Policy' applies to all residentially zoned land within the municipality and integrates recommendations from the *Greater Dandenong Neighbourhood Character Study* (2007). The Clause outlines general objectives relating to residential development and in particular it recognises that residential housing quality could be enhanced through improvements to on site landscaping provided in residential developments.

The policy identifies three residential change areas within Dandenong; substantial, incremental and limited change.

For incremental change areas, where the majority of GRZ land is located, there are a number of objectives and strategies to respect existing neighbourhood character.

Relevant objectives of the Clause are as follows:

- To guide the form of residential development that occurs in residential areas throughout Greater Dandenong, having regard to metropolitan policies and planning policies concerning urban form and housing while respecting valued characteristics of residential neighbourhoods throughout the municipality.
- To improve the quality and standard of residential development that occurs throughout Greater Dandenong and the quality, sustainability and standard of onsite landscaped provided in residential developments.
- To encourage high quality, creative and innovative design that makes a positive contribution to the streetscape.
- To implement the City of Greater Dandenong Neighbourhood Character Study.

In regard to the character of medium density housing, a number of elements are recognised, as outlined in Clause 22.09-3.2 'Incremental Change Areas':

- Future character of incremental change areas will evolve over time
- Dwellings will be up to three storeys in height.
- Developments up to three storeys will only provide first or second level living areas if they can be delivered and justified with respect to good design, siting and amenity.
- Dwellings will be sited to allow for sufficient ground level space at the front and side of sites and along rear boundaries to reinforce the landscaped character.

A number of design guidelines are outlined in this Clause which provide guidance on ground floors, height, bulk, car parking and front boundaries. In regard to private open space, it is policy that '*developments should provide main living areas at ground level orientated to the secluded private open space areas to be located to the side and or rear of the dwelling*'.

Additionally, in relation to ground floors it is policy that '*all dwellings to have ground level living areas. Developments comprising dwellings without ground level living areas only if they can be justified on merit with respect to design, location an amenity grounds [sic]*'.

2.7 OTHER RELEVANT POLICIES

GREATER DANDENONG HEALTH AND WELLBEING PLAN 2013-2017

The Council Health and Wellbeing Plan sets out a detailed plan for the health and wellbeing of Greater Dandenong residents. It is organised into three themes: people, place and opportunity. Within each of these themes are a number of priorities and objectives which consider social, economic, built and natural environment facts that influence the health and wellbeing of residents.

The Strategy acknowledges that individual lifestyle factors contribute to the wellbeing of residents. The Action Plan sets out five priorities and associated objectives. Priority five – building healthy and sustainable communities, is of particular relevance. The priority has emphasis on promoting '*a decent standard of living, within a natural environment*'. Objective four aims to promote conditions that improve the living standards of residents.

GREATER DANDENONG HOUSING STRATEGY

The *Greater Dandenong Housing Strategy* (2014) provides a policy framework for housing supply, diversity and affordability. The strategy is divided into four key housing themes focusing around growth and livability, design and diversity, revitalisation and investment and housing affordability.

While there is some discussion about open space provision and the need to improve the public open space realm, there is little guidance relating to private open space provision. The underlying purpose of the strategy is focused around the social, economic and environmental wellbeing of the community.

COUNCIL PLAN 2013 -2017 (REVISED 2014)

The Council Plan provides the Strategic direction for the community based around the three themes of people, place and opportunity. The Plan sets out six strategic objectives which acknowledge and support a number of general health and wellbeing objectives such as:

- Promoting healthy lifestyles,
- Promoting physical activity, leisure and recreation,
- Create a greener city,
- Promote recreation in the natural environment and promote conservation and;
- Best practice urban design and development, and activation to create livable neighbourhoods and workplaces.

These objectives are supported by a number of actions and desired outcomes to measure and achieve the strategic objectives.

OPEN SPACE STRATEGY MAY 2009 (PLACES FOR PEOPLE: OPEN SPACE IN GREATER DANDENONG)

The *Greater Dandenong Open Space Strategy* (2009) was prepared to address the current and future recreational and social needs of the community over 20 years. The first part of the Strategy establishes Greater Dandenong's existing network by examining:

- Types of open space (passive, sports or bushland);
- Catchment area (the size, variety and types of activity supported and subsequent appeal on a district, neighborhood or local level);
- Benefits of open space (health and well being, economic, environmental, social); and
- Community use patterns.

The Strategy outlines a hierarchy of open space in Greater Dandenong based on the type of space and its catchment (for example, a district sports reserve). Following this it addresses principles of an open space network (accessibility, diversity, functionality and amenity, design, sustainability); and raises the need to spread an open space network across residential, commercial and industrial areas for the benefits of residents, employees and visitors.

Goals of the strategy are to provide:

- A range of public parks and reserves within walking distance from most residents that are attractive, interesting, safe, readily accessible and comfortable places to be
- A comprehensive open space network that delivers environmental, social, health and well-being, and economic benefits to the community

The *Open Space Strategy* is central to Greater Dandenong's vision for an open space network that supports the community through its strength and breadth. Better quality and more meaningful open space will improve the neighbourhood character of those areas with less access to large areas of secluded private open space, and create

opportunities for more contiguous planting and vegetation through suburbs and into public reserves in residential areas with greater access to private space.

NEIGHBOURHOOD CHARACTER STUDY

The *Greater Dandenong Neighbourhood Character Study* (2007) identifies 15 character precincts within the municipality. Of these precincts, 13 contain land which is zoned General Residential 1.

The Study outlines a character statement for each precinct, followed by a detailed description that considers the precinct's topography, building era, average lot sizes, building types and landscaping characteristics.

It was recognised in the Study that the majority of lots in Greater Dandenong were between 500sqm and 750sqm in area. Setbacks across the municipality were generally 7 – 7.5 metres, with dwellings sited away from both side boundaries. Additionally, dwellings generally sat within a landscaped setting, however in many precincts, this setting only contributed moderately to the streetscape quality and aesthetic. Only in areas where there were large allotments (Precinct 9), did the vegetated setting of the dwellings strongly contribute to the landscape character of the streets.

The findings of the Study have been integrated into Clause 22.09 (Residential Development and Neighbourhood Character Policy) of the *Greater Dandenong Planning Scheme*.

Appendix A provides a full analysis of each neighbourhood character precinct in relation to lot size, open space and landscape characteristics.

2.8 IMPLICATIONS

The Municipal Strategic Statement provides a strong strategic framework for the provision of high quality private open space in new developments. In particular Clause 21.04 and 21.05 provide strong policy direction to encourage high quality open space. This is supported by higher level policy within the SPPF which provides only general guidance relating to housing development, density and promoting a green city. Local documents such as the *Council Plan, Health and Wellbeing Plan* and *Housing Strategy* provide minimal policy direction relating specifically to the provision of private open space. Instead, the objectives and actions contained within these documents focus on delivering high quality public open spaces.

The MSS provides not only policy direction but also an aspirational vision for the future development of residential areas within Greater Dandenong. Specifically, there is a strong emphasis on the promotion of high quality streetscapes and public realm amenity from within the private realm. This includes promoting developments that allow for at least one canopy tree in the rear setback, encouraging planting and landscaping, ensuring buildings are sited and designed to allow for sufficient private open space and respecting existing and preferred neighbourhood character.

Linkages to the *Neighbourhood Character Study* (2007) are made throughout the LPPF, particularly at Clause 22.09. While the Study makes some general observations about various types of medium density housing occurring throughout Greater Dandenong it does not present a strong case for the existing garden character of the municipality. The character statements and detailed descriptions indicate that streets

in most character precincts display only 'moderate streetscape character', with the exception of precinct 1, 9 and 15.

In precinct 1 *'Mature street trees provide visual linkage between the landscaping of the public and private realms, creating high quality streetscape character'* while the character statement for precinct 9 describes *'the landscape character of the western half of the area is more pronounced, with significant canopy vegetation within the private realm, due to the larger size of allotments.'*

The Study does however acknowledge a number of design issues relating to medium density housing. In particular, boundary to boundary development, poor quality open space, dominant buildings forms resulting in limited space for canopy trees and landscaping are noted as reoccurring issues.

The Study makes a number of recommendations which have since been implemented through various amendments including:

- Introduction of the Residential 3 Zone
- Introduction of limited, incremental and substantial change areas
- Modification to the zone schedules, including the private open space provision for incremental and limited change areas, as discussed above.

The variation to the private open space requirements was recommended to reflect the policy intention for the incremental and limited change areas and was considered necessary to encourage greater setback and separation between dwellings. It was also expected that the variation would enhance opportunities for the planting of more canopy trees and vegetation.

This project did not involve a comprehensive review of neighbourhood character throughout the municipality. However, in general terms the neighbourhood character statements and descriptions contained in the *Greater Dandenong Neighbourhood Character Study 2007* were observed to generally reflect the existing landscape character found within land zoned GRZ1.

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3

BACKGROUND REVIEW

3 APPROACHES APPLIED ELSEWHERE

There have been a number of significant changes to the operation and application of the residential zones since their formal implementation in June 2014. A report issued by an independent Residential Zones Standing Advisory Committee outlines a number of principles that offer direction when considering the implications of any zone changes.

Since 2001, there have also been a number of attempts by eleven metropolitan Councils to vary the requirement for private open space within their existing zone schedules. This section will evaluate and discuss the various approaches taken by different Councils, recommendations from Panel reports and the implications for this study.

3.1 STANDING ADVISORY COMMITTEE

In February 2014, a Residential Zones Standing Advisory Committee was appointed by the Minister for Planning. The role of the Committee was to advise the Minister on issues relating to the proposed new residential zones into local planning schemes. In June 2014, the Committee published a report *Stage One Overarching Issues* which identifies preliminary issues that have been raised in submissions to a number of planning schemes throughout the new zones implementation process. The Report includes a set of principles that should be considered by councils who are yet to implement their new residential zones and who are considering including or altering the zone schedules. These are as follows:

- Zones should be selected having regard to local policy, overlays and other scheme provisions, and before developing local content in schedules.
- Local content in a schedule must be justified in terms of the efficacy of the requirement and the implications for achieving policy objectives.
- Schedules should be avoided where they apply new benchmarks for residential development without adequate justification.
- Schedules should only be applied where there is a clearly defined need and it can be demonstrated that the provisions of Clause 54 and 55 are not adequate.
- The use of local schedules should be minimised and schedules should preferably be applied on a broad scale rather than on a site specific basis.
- Variations to the Clauses 54 and 55 in the zones schedules should be justified and should not be applied if the existing provisions of Clause 54 and 55 are adequate.

Practice Note 28 (*Using the Neighbourhood Character Provisions in Planning Schemes*) is cited in the report which outlines:

"Using the schedule to the residential zones should only be necessary where it can be shown that the residential development standards in Clause 54, 55 and 56 of the planning scheme do not adequately reflect the existing neighbourhood character attributes of the municipality and a Local Planning Policy can be shown to be insufficient to deliver the desired outcomes."

The schedule should only be used where it can be shown to be the most appropriate and effective mechanism in achieving the desired neighbourhood character outcomes in comparison to other alternatives. Again, an evidence-based approach will be necessary to demonstrate the basis for the proposed provisions.”

It is also noted in the Report that variations to the schedule need to be carefully considered so as not to overlap or contradict any overlay or existing policy. The Report concludes that any variations to ResCode standards need to be accompanied by a clear strategic justification which demonstrates that the existing standards cannot adequately achieve the desired planning outcome.

3.2 OTHER MUNICIPALITIES

Since 2001, eleven municipalities in Victoria have introduced variations to Standard B28 within their residential zone schedules. The table below shows each of these Councils, the relevant amendment number and the date introduced (if applicable). Where there was a panel report published with the amendment, this is also indicated.

TABLE 2: VARIATIONS TO STANDARD B28 BY OTHER MUNICIPAL COUNCILS

COUNCIL	AMENDMENT NO.	DATE INTRODUCED	PANEL REPORT	VARIATION
Bayside City Council	C2	Abandoned	Yes	Sliding scale based on number of bedrooms (proposed)
Monash City Council	VC12	2001	No	Min. POS – 75sqm Secluded POS – 35sqm Min. Dimensions – 5m
Maroondah City Council	C16	2003	Yes	Min. POS – 80sqm Secluded POS – 60sqm Min. Dimensions – 5m
Glen Eira City Council	C25	2004	Yes	Min. POS – 60sqm Secluded POS – 40sqm Min. Dimensions – 4m
Knox City Council	C46	2006	Yes	Min. POS – 60sqm Secluded POS – 40sqm Min. Dimensions – 5m

COUNCIL	AMENDMENT NO.	DATE INTRODUCED	PANEL REPORT	VARIATION
Kingston City Council	C54	2006	No	Min. POS – 40sqm Secluded POS – 40sqm Min. Dimensions – 5m <i>If the dwelling has more than 2 bedrooms an additional ground level private open space area of 20 square metres with a minimum width of 3 metres is required to be provided for each additional bedroom, with a maximum of 80 square metres of private open space required for the dwelling.</i>
Manningham City Council	C50	2007	Yes*	Min. POS – 55sqm Secluded POS – 40sqm Min. Dimensions – 5m
City of Greater Geelong	C129 P1	2010	No	Min. POS – 60sqm Secluded POS – 40sqm Min. Dimensions – 5m
City of Greater Geelong	C300	2014	Yes	Secluded POS – 20sqm Min. Dimensions – 3m
Monash City Council	C119	2014	No*	Min. POS – 75sqm Secluded POS – 35sqm Min. Dimensions – 5m
Maroondah City Council	C93	2014	No*	Min. POS – 80sqm Secluded POS – 60sqm Min. Dimensions – 5m
Whitehorse City Council	C160	2014	No	Secluded POS – 35sqm Min. Dimensions – 5m
Darebin City Council	C144	2014	Yes	Min. POS – 55sqm Secluded POS – 40sqm Min. Dimensions – 3.5m

COUNCIL	AMENDMENT NO.	DATE INTRODUCED	PANEL REPORT	VARIATION
Boroondara City Council	C190	2014	No*	Variations not supported by the Minister

*Ministerial Intervention via Section 20(4).

3-3 IMPLICATIONS

As indicated in the table above, eleven Councils have successfully implemented variations to their private open space provisions since 2001. The City of Greater Geelong has made two variations to its schedules based on various updates to their housing strategy and implementation of the Residential 3 Zone. In contrast, Bayside and Boroondara City Councils were unsuccessful in implementing variations to their schedules based on lack of strategic support and justification.

A total of six panel reports have been published with the Amendments, for the councils of Maroondah, Glen Eira, Knox, Manningham, Geelong and Darebin. A full summary of each Panel Report can be found at **Appendix B**.

Analysis of these reports reveals there are a number of common themes arising from the discussion and recommendations made by the appointed panels. Support for variations to private open space was generally based on the following grounds:

Strong strategic support documented in a recent Housing Strategy to demonstrate that a variation to Standard B28 would not impact on the ability of Council to meet its desired housing targets or accommodate housing growth.

A recent Neighbourhood Character Strategy, or incorporated policy, that identifies a strong landscape character as a significant neighbourhood character element to be retained and enhanced in all new development, including medium density housing development.

Clear statements of support within an existing Municipal Strategic Statement and Local Policy Framework to obtain an 'open garden character'.

Supporting policies and objectives in supplementary Council documents such as the Council Plan and Municipal Health and Wellbeing Plan that aim to acknowledge and actively promote the health and wellbeing of residents and access to high quality open space.

Strong evidence of analysis that tests existing conditions, analysis of case studies, previous panel decisions and real permit applications to test the proposed standards

Any other expert advice or submissions such as an Arborist report or detailed landscape professional that outlines required dimensions of canopy trees indigenous to the area.

A number of additional generalisations may be made in relation to panel responses to the methodologies and approaches adopted by other Councils:

Sliding scales relating to the total number of bedrooms and provision of private open space were generally not supported (with the exception of Kingston City Council).

A preference for recently conducted strategic work (such as a housing strategy or neighbourhood character study) to assist the Panel in understanding the strategic intent of proposed variations to ResCode Standards.

Varying ResCode standards to increase the amount of vegetation across a municipality is not necessarily the most appropriate means to achieving this objective.

Variation to open space dimensions would better be supported if it could be demonstrated that local tree species required a wider (or specific) canopy area.

Variations to ResCode Standards should only be considered in 'exceptional circumstances' and should only occur when the existing standard, in combination with other planning policy, has failed to deliver the desired planning outcome.

Based on this analysis, there are a number of important considerations and approaches to consider when attempting to vary any ResCode standard. The final implications of these findings are discussed in Chapter 4.

4

APPLICATION ANALYSIS

4 ANALYSIS

The residential neighbourhood character of Greater Dandenong's suburbs contributes to a sense of place and identity within both the public and private realm. The *Neighbourhood Character Study 2007* broadly describes the landscape character of each precinct, noting particular areas that present special characteristics. An analysis was undertaken to confirm the size and configuration of 'typical' private open space areas within established residential precincts of Greater Dandenong. The analysis also sought to confirm the extent to which the landscape character was reflected along the street, as described in the *Neighbourhood Character Study*. A sample of lots containing single detached dwellings was examined in each GRZ1 character area to determine the typical private open space (POS) and secluded private open space (SPOS) areas. This analysis confirmed the existing landscape character and dwelling characteristics as well as the current provision of private open space.

The analysis generally revealed that dwellings within the GRZ1 are typical of an established 'Garden Suburban' character type, a term commonly used in studies to describe neighbourhood character. The landscape character areas described in the *Neighbourhood Character Study (2007)* are typically spacious, set within a linear grid-based street pattern with formal tree lined avenues, concrete curbs, grassed nature strips and footpaths. Houses are generally low scale with formal fronting gardens that are open to the street and set within the lot. The atmosphere is one of space and trees, where the separation of private and public land is clearly defined.

The analysis of single dwelling and multi-dwelling development within each character precinct revealed:

The single dwelling sites sampled all complied with the proposed B28 standard (noting that this standard does not apply to single dwellings under ResCode), reflecting the contribution of private open space to landscape and neighbourhood character across the General Residential Zone.

92.5 per cent of medium density dwellings sampled complied with the 30 square metres *secluded* private open space (SPOS) required by the proposed Standard B28. This suggests that increasing the requirement for secluded private open space would not have a significant impact on dwelling design or yield.

40 per cent of medium density dwellings sampled complied with the *total* amount of private open space (POS) required by the proposed Standard B28.

55 per cent of medium density dwellings sampled required up to 10 square metres additional private open space to comply with the *total* area required under proposed Standard B28.

The remaining 5 per cent of medium density dwellings sampled required more than 10 square metres to a maximum of 20 square metres of additional private open space to meet the *total area* required under proposed Standard B28.

The sampled medium density dwellings that did not comply with the proposed B28 Standard would require reconfiguration of sites and developments in order to meet the proposed standard.

Of the medium density dwellings sampled, four bedroom dwellings tended to be provided with more open space than smaller dwellings. This is because four bedroom dwellings tended to be on larger sites and/or two storeys in height.

Increasing the POS and SPOS requirements by introducing proposed Standard B28 may encourage the development of two storey dwellings and greater bulk at first floor level in order to maintain dwelling yield.

Increasing the requirement for SPOS to 30 square metres will support objectives of ensuring internal amenity and providing space for planting trees to enhance landscape character.

While the significant majority of medium density dwellings sampled were able to comply with the proposed SPOS requirement, fewer were able to comply with the total POS requirement without modification.

4.1 EXISTING CONDITIONS ANALYSIS

An analysis of the existing conditions was undertaken to determine the typical size and configuration of private open space and secluded private open space and to confirm the streetscape characteristics within Greater Dandenong. The method was as follows:

1. Set up base GIS data including Aerial Imagery (2013) of entire municipality
2. Overlay existing neighbourhood character boundaries and existing General Residential 1 zoned land
3. Calculate the existing private and secluded open space of 10 dwellings in each neighbourhood character precinct within the GRZ1 area.
4. Using Aerial Imagery and Google Maps, determine the landscape and streetscape characteristics within the GRZ1 areas chosen.

It is to be noted that this analysis involved sampling of development conditions to provide a general overview as to the existing private open space areas. There are a number of points and exceptions regarding the methodology as follows:

- Boundaries were drawn according to the aerial imagery and generally followed fence boundaries not the title boundary.
- Private open space figures include small sheds and swimming pools.
- Driveways, garages, carports and large built structures separate from the dwelling were excluded.
- Verandahs were also excluded from the calculation.
- Edges of buildings and fences which were covered by vegetation/trees were estimated.
- Only areas with a minimum dimension of 5 metres were included as part of secluded private open space.
- Narrow strips between dwellings and fences or behind garages, built structures were discounted from the calculation

Ten residential dwellings, comprising various site coverage percentages, were chosen along a typical street in each character precinct. Precinct No. 4 and No.6 did not contain any dwellings within the GRZ1 and were therefore omitted from the analysis. In total 130 properties were analysed (thirteen precincts). The analysis established that:

The average (mean) POS provided was 110 square metres.

The average (mean) SPOS provided was 207 square metres.

The breakdown of POS and SPOS provided in each character precinct is illustrated in **Appendix C**.

The analysis found that no properties provided an area of POS below 100sqm and only 10% of properties provided an area of POS less than 200sqm. The total mean amount of private open space provided amongst all dwelling analysed was 317sqm.

As a comparison, standard A17 (single dwelling on a lot) requires:

80 sq m or 20% requirement, with the 25 sq m of secluded private open space at ground level having a minimum dimension of 5 metres

All dwellings met minimum SPOS requirements for both Standard A17 and B28 with the smallest area of SPOS provided being 45sqm. Fifteen dwellings had less than 80sqm POS however when combined with SPOS, exceeded the requirements of both standards.

The analysis demonstrates that single dwellings on a lot reflect the typical landscape characteristics identified in the *Neighbourhood Character Strategy* area and easily exceed the minimum ResCode standards for private open space.

Further aerial analysis revealed that the majority of backyards reviewed contained a car parking structure/shed with at least one canopy tree. Additionally, large central open space areas in the middle of the backyard were common. This further demonstrates that large single dwellings are also able to meet the objectives of Standard B28 'to provide adequate private open space for the reasonable recreation and service needs of residents'. Many streets across Greater Dandenong comprise either single dwellings or medium density housing configurations (ie. apartments, units or townhouses). Few streets demonstrated a consistent representation of both building typologies, however of the streets that were primarily developed with single dwellings, a sense of spaciousness and openness was evident.

Lots with the single dwelling configuration were generally wider than lots which contained medium density housing, resulting in the provision of generous front and rear setbacks and dwellings that are set back from both side boundaries allowing glimpses into the backyards. In many cases, rear canopy trees were visible from the street.

The implications of these findings will be discussed further at the conclusion of this chapter.

4.2 DETAILED CASE STUDY ANALYSIS

The single dwelling analysis confirmed that there is an established Landscape Character within areas currently zoned GRZ1. This is consistent with the findings of the *Neighbourhood Character Study* (2007), which identified a landscape character where dwellings enjoyed generous front setbacks and separation of built form along side boundaries, enabling established gardens to be visible from the public realm. Further analysis of specific medium density housing developments was undertaken to assess the provision of private open space and evaluate the potential implications of the proposed changes to Standard B28.

A random sample of eleven multi-lot residential developments was selected from General Residential Zone areas in the City of Greater Dandenong. The applications

selected were approved after implementation of the current Standard B28 (Private Open Space) in 2013.

Within the sample of eleven applications the medium density developments range from proposals for two to eight dwellings with a mix of single and double storey built form. A total of 40 dwellings have been approved under these provisions. Dwelling size ranged from one to four bedrooms; with one or two car spaces provided (all applications were compliant with the requirement set out in Clause 52.06, Car Parking). In some instances proposals included retention of an existing dwelling, while others involved development of vacant land.

Definitions of POS and SPOS used to assess development proposals have been taken from Clause 72 (General Terms) of the *Greater Dandenong Planning Scheme*, as follows:

TABLE 1: DEFINITIONS OF PRIVATE AND SECLUDED PRIVATE OPEN SPACE

GENERAL TERM	DEFINITION
Private open space (POS)	An outdoor area of a dwelling or residential building or land for the exclusive use of the occupants
Secluded private open space (SPOS)	That part of private open space primarily intended for outdoor living activities which enjoys a reasonable amount of privacy

The current Standard requires the following be provided:

An area of 40 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 25 square metres, a minimum dimension of 5 metres and convenient access from a living room.

The proposed Standard B28 currently proposed makes the following changes:

An area of 50 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 30 square metres, a minimum dimension of 5 square metres and convenient access from a living room.

The case study sites were selected from land zoned General Residential 1 Zone (GRZ1) in a number of suburbs of Greater Dandenong, namely Dandenong, Dandenong North, Dandenong South, Noble Park and Springvale.

These applications were generally considered to comply with the residential amenity, development and landscaping objectives contained in Clause 55 and any relevant State and Local Planning Policies, including the Municipal Strategic Statements, of the *Greater Dandenong Planning Scheme*. The proposals all received planning permission subject to conditions.

The following case study analysis presents each proposal's ability to accommodate greater provision of private open space in accordance with the proposed Standard B28. A summary of compliance with the current and proposed Standard B28 without modification to the application has been presented in the table below (Sample Compliance with the Current and Proposed Standard B28).

A full table of findings can be found at **Appendix D**.

TABLE 24: SAMPLE COMPLIANCE WITH THE CURRENT AND PROPOSED STANDARD B28

SITE REFERENCE NUMBER	PROPOSAL FULLY COMPLIANT WITH EXISTING B28	PROPOSAL FULLY COMPLIANT WITH PROPOSED B28
1	Yes	No
2	Yes	Yes
3	Yes	Yes
4	Yes	Yes
5	Yes	No
6	Yes	No
7	No	No
8	Yes	No
9	Yes	No
10	Yes	No
11	Yes	No

PROPOSAL

- Two dwellings (alterations and extensions to the existing dwelling and construction of one single storey dwelling) on a lot with an area of 557.48 square metres.
- General Residential Zone 1 (GRZ1), no Overlays.
- Existing dwelling retained and extended; large area of private open space (POS) retained in front yard.
- "Battle-axe" lot design with driveway along one side property boundary; car parking for Dwelling 1 at the rear of the dwelling; car parking for Dwelling 2 at the side of that dwelling/end of the driveway.
- Application supported with appropriate conditions.

TABLE 5: SUMMARY OF SPACE PROVISION (SITE 1)

DWELLING NUMBER	SECLUDED POS	POS TOTAL (INCLUDES SPOS)	COMPLIANCE WITH STANDARD B28	COMPLIANCE WITH PROPOSED STANDARD B28	CHANGE REQUIRED TO COMPLY WITH PROPOSED B28
1	30.3 sqm	157.22 sqm (126.92 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	Yes; minimum 5 metre dimension, 30 sqm SPOS and 50 sqm POS	No change
2	40 sqm	40 (0 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	No – variation required	10 sqm POS

FINDINGS

- This proposal complies with the current Standard B28.
- The total private open space provided for Dwelling 1 far exceeds that required. Retention of an existing dwelling has meant 126.92 square metres of POS is maintained in the 'front yard'.
- There is a 10 square metre service yard on the north of Dwelling 2 containing a clothes line and with access from the laundry. Were the dwelling to occupy this space, the proposal would fully comply with the proposed Standard B28. This could be achieved by shifting the master bedroom forward into that area and creating another 10 square metres of SPOS adjacent to the dining/kitchen area.
- The proposal could be modified to comply with the proposed Standard B28 without significant alteration.

PROPOSAL

- Two dwellings (one new double storey dwelling and retention of the existing single storey dwelling) on a lot of 654 square metres
- 'Side by side' development proposal with retention of an existing dwelling and construction of a new dwelling adjacent to the existing. The corner site allows vehicle access for the existing dwelling from a rear garage (Mihan Street); access for proposed dwelling via existing crossover on Fintonia Road.
- General Residential Zone (GRZ1), no Overlays
- Application supported with appropriate conditions

TABLE6: SUMMARY OF SPACE PROVISION (SITE 2)

DWELLING NUMBER	SECLUDED POS	POS TOTAL (INCLUDES SPOS)	COMPLIANCE WITH STANDARD B28	COMPLIANCE WITH PROPOSED STANDARD B28	CHANGE REQUIRED TO COMPLY WITH PROPOSED B28
1	99 sqm	174 sqm (75 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	Yes; minimum 5 metre dimension, 30 sqm SPOS and 50 sqm POS	No change
2	60 sqm	111 sqm (51 sqm non-secluded POS)	As above	As above	No change

FINDINGS

- The proposal complies with both the current and proposed Standard B28.
- Given the 'side by side' site plan design a significant amount of open space can be provided in the front of both dwellings allowing a larger area of POS per dwelling for this development.
- A corner site allows greater flexibility for vehicle access design, meaning less space is taken up on site by turning areas (needed for a 'battleaxe' configuration).
- The proposal can comply with the proposed Standard B28 without alteration.

PROPOSAL

- Two double storey dwellings on a lot of 614.6 square metres
- This application is for two new dwellings and has a 'side-by-side' lot design with two proposed vehicle crossovers. The development maximises the potential for open space on the site by constructing attached dwellings with a shared wall on the boundary.
- General Residential Zone (GRZ1), no Overlays
- Application supported with appropriate conditions

TABLE 37: SUMMARY OF SPACE PROVISION (SITE 3)

DWELLING NUMBER	SECLUDED POS	POS TOTAL (INCLUDES SPOS)	COMPLIANCE WITH STANDARD B28	COMPLIANCE WITH PROPOSED STANDARD B28	CHANGE REQUIRED TO COMPLY WITH PROPOSED B28
1	41.7 sqm	93.49 sqm (51.79 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	Yes; minimum 5 metre dimension, 30 sqm SPOS and 50 sqm POS	No change
2	47 sqm	98.79 sqm (51.79 sqm non-secluded POS)	As above	As above	No change

FINDINGS

- The development complies with the current and proposed Standard B28.
- The 'side-by-side' lot design has created an opportunity for provision of greater non-secluded private open space. Two storey development enables a smaller building footprint and created more space on the ground floor for secluded private open space.
- The proposal can comply with the proposed Standard B28 without alteration.

PROPOSAL

- Two dwellings (alterations to the existing dwelling and construction of one double storey dwelling) on a lot of 645.64 square metres
- General Residential Zone (GRZ1), Design and Development Overlay (DDO3) (the DDO3 is triggered by maximum building height and the application was compliant in this respect)
- This proposal is located on a corner lot and as such less space is required for driveways and turning circles. Retention of the existing dwelling has led to greater POS in the front of Dwelling 1
- Application supported with appropriate conditions

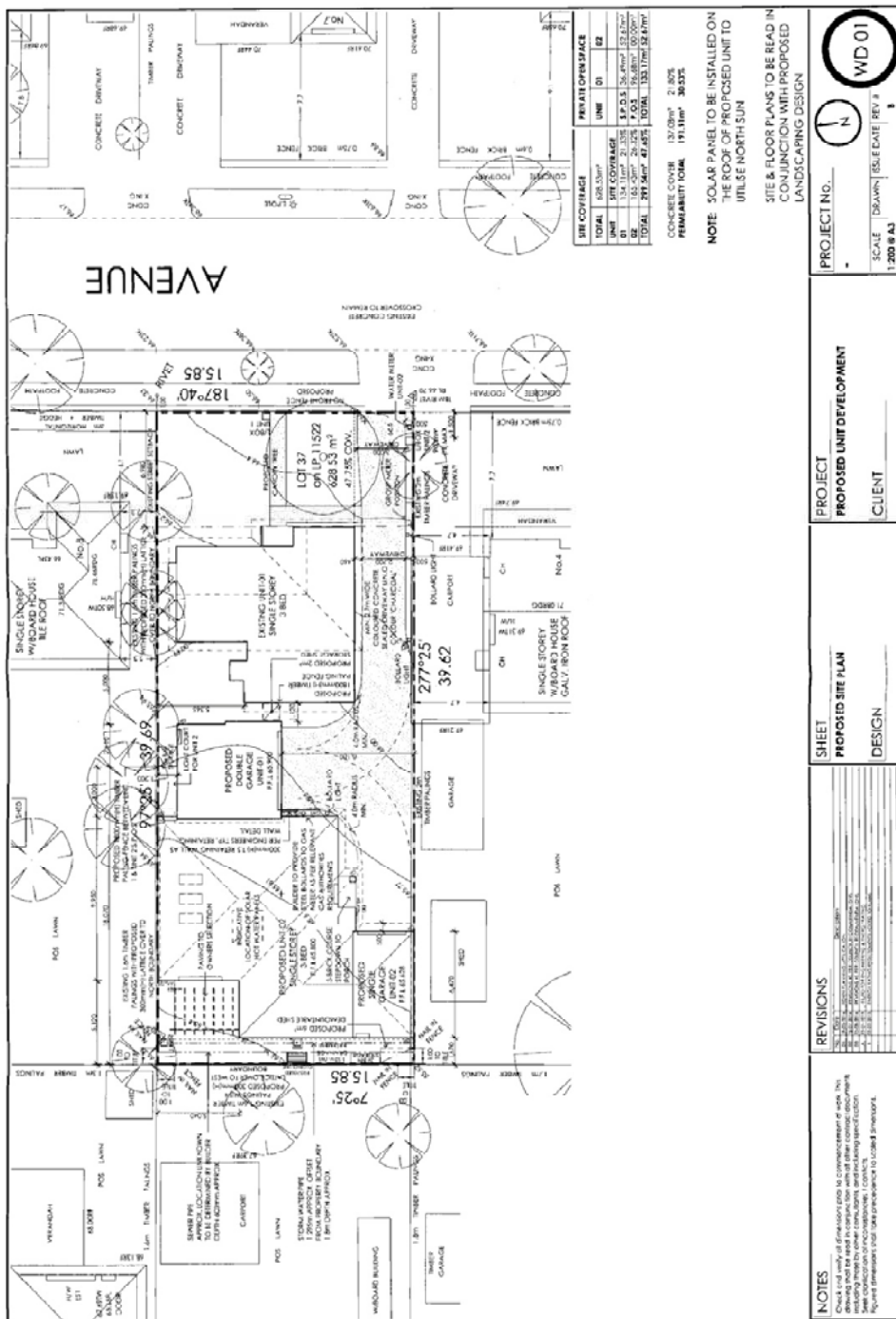
TABLE 4: SUMMARY OF SPACE PROVISION (SITE 4)

DWELLING NUMBER	SECLUDED POS	POS TOTAL (INCLUDES SPOS)	COMPLIANCE WITH STANDARD B28	COMPLIANCE WITH PROPOSED STANDARD B28	CHANGE REQUIRED TO COMPLY WITH PROPOSED B28
1	98.6 sqm	233.74 sqm (134.24 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	Yes; minimum 5 metre dimension, 30 sqm SPOS and 50 sqm POS	No change
2	47.44 sqm	75.28 sqm (25.14 sqm non-secluded POS)	As above	As above	No change

FINDINGS

- The development complies with the current and proposed Standard B28.
- Use of the corner site and construction of new vehicle crossovers has allowed more space for POS in the front of dwellings.
- Development of a second dwelling behind an existing dwelling on a corner lot allows the side-oriented second lot a reduced front setback maximising potential to meet or exceed the space required by B28.
- The proposal can comply with the proposed Standard B28 without alteration.

SITE 5



PROPOSAL

- Two dwellings (retention of an existing single storey dwelling and construction of one new single storey dwelling to the rear) on a lot of 628.53 square metres
- The development has a 'battleaxe' formation with one driveway servicing both dwellings along the southern property boundary
- General Residential Zone (GRZ1), no Overlays
- Application supported with appropriate conditions

TABLE 9: SUMMARY OF SPACE PROVISION (SITE 5)

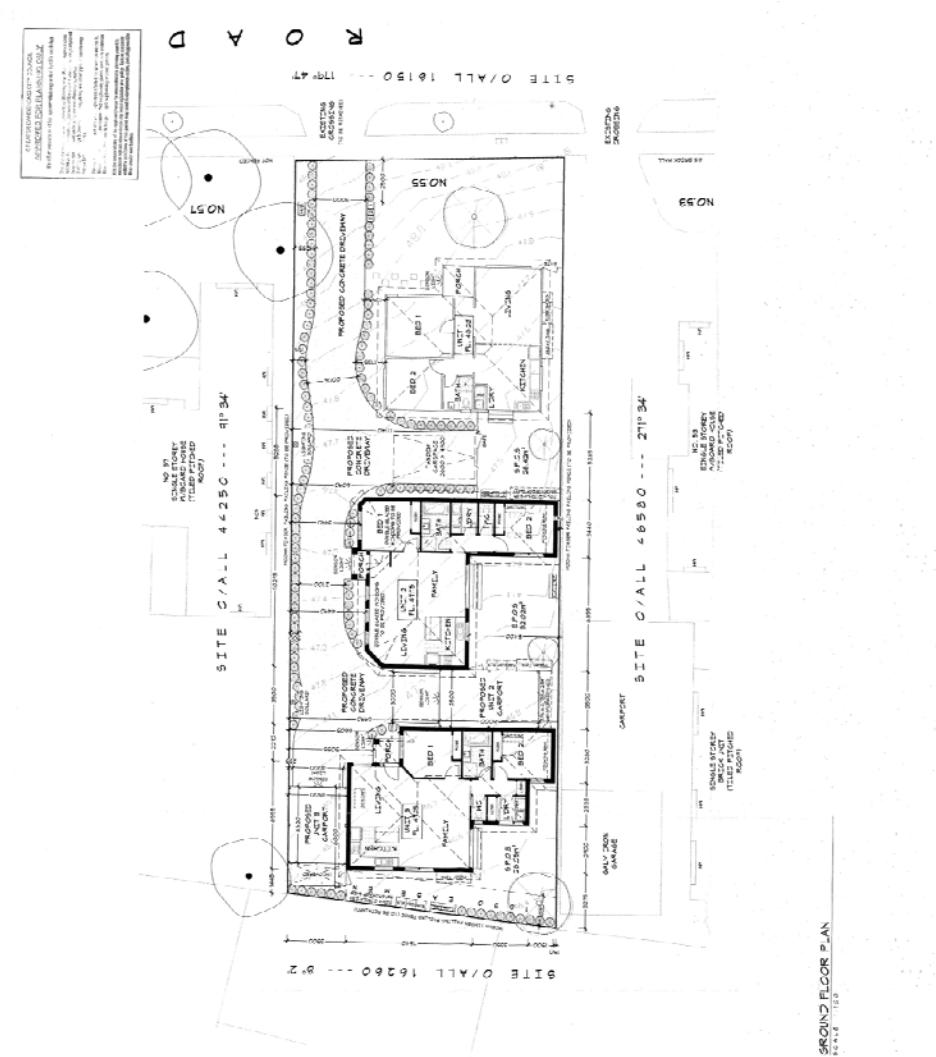
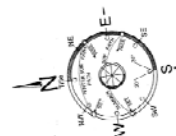
DWELLING NUMBER	SECLUDED POS	POS TOTAL (INCLUDES SPOS)	COMPLIANCE WITH STANDARD B28	COMPLIANCE WITH PROPOSED STANDARD B28	CHANGE REQUIRED TO COMPLY WITH PROPOSED B28
1	36.47 sqm	133.17 sqm (96.68 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	Yes; minimum dimension 5 metre, 30 sqm SPOS and 50 sqm POS	No change
2	52.67 sqm	52.67 sqm (0 sqm non-secluded POS)	As above	As above	No change

FINDINGS

- The development complies with both the current and proposed Standard B28.
- Use of a large site for development of one additional dwelling with the retention of the existing dwelling allows a large amount of POS to be retained in front of Dwelling 1 (a front yard) maximising the potential to meet or exceed the space required by B28.
- The proposal can comply with the proposed Standard B28 without alteration.

SITE 6

EXISTING .NI 2	
AREAS	MT ² SQ
SECOND FLOOR	213
TOTAL	213
PROPOSED .NI 2	
AREAS	MT ² SQ
SECOND FLOOR	2134
LANDSCAPE	1200
TOTAL	3334
PROPOSED UNIT 2	
AREAS	MT ² SQ
SECOND FLOOR	2134
LANDSCAPE	1200
TOTAL	3334
SITE COVERAGE	
AREAS	MT ² SQ
LANDSCAPE	1200
CONCRETE DRIVEWAY	100
TOTAL	1300
SITE COVERAGE	
AREAS	MT ² SQ
LANDSCAPE	1200
CONCRETE DRIVEWAY	100
TOTAL	1300



PROPOSED UNIT DEVELOPMENT	
CLIENT	MR. & MRS. JIM FERRER
DESIGNER	
DATE	02/14/15
REVISIONS	
NO.	DESCRIPTION
1	REVISED PER COMMENTS
2	REVISED PER COMMENTS
3	REVISED PER COMMENTS
4	REVISED PER COMMENTS
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97	REVISED PER COMMENTS
98	REVISED PER COMMENTS
99	REVISED PER COMMENTS
100	REVISED PER COMMENTS

PROPOSAL

- Three dwellings (retention of an existing single storey dwelling and construction of two new single storey dwellings to the rear) on a lot of 773.08 square metres
- The development has a 'battleaxe' configuration with one driveway servicing the three dwellings along the northern property boundary. The existing dwelling is to be retained
- General Residential Zone (GRZ1), no Overlays
- Application supported with appropriate conditions

TABLE 10: SUMMARY OF SPACE PROVISION (SITE 6)

DWELLING NUMBER	SECLUDED POS	POS TOTAL (INCLUDES SPOS)	COMPLIANCE WITH STANDARD B28	COMPLIANCE WITH PROPOSED STANDARD B28	CHANGE REQUIRED TO COMPLY WITH PROPOSED B28
1	26.42 sqm	113.21 sqm (86.79 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	No – variation required	3.58 sqm SPOS
2	32.02 sqm	41.05 sqm (9.03 sqm non-secluded POS)	As above	No – variation required	8.98 sqm POS
3	28.05 sqm	51.13 sqm (23.08 sqm non-secluded POS)	As above	No – variation required	1.95 sqm SPOS

FINDINGS

- The development complies with the existing Standard B28 but does not comply with the proposed variation.
- Retention of the existing dwelling and front setback limits the scope to reconfigure the dwellings for significant additional POS to meet the new B28.
- Dwelling 1 could achieve an additional 5 square metres of SPOS by encroaching on the kitchen/laundry wall by 1 metre.
- Dwelling 2 meets the requirement for SPOS but cannot provide a total 50 square metres POS without alteration (9 additional square metres).
- Dwelling 3 requires less than 2 square metres additional secluded private open space.
- On balance there is scope across the development to achieve compliance with the proposed Standard B28 but moderate change is required.

PROPOSAL

- Four dwellings (three two storey and one single storey dwellings) on a lot of 742 square metres
- The development has a 'battleaxe' configuration with one driveway servicing the four dwellings along the southern property boundary
- The site can accommodate four dwellings due to an adjacent multi-lot development and permissible encroachment to front setback for Dwelling 1 and location of SPOS for Dwelling 1 in that front setback
- General Residential Zone (GRZ1), no Overlays
- Application supported via presentation and hearing at an Ordinary Council Meeting with appropriate conditions

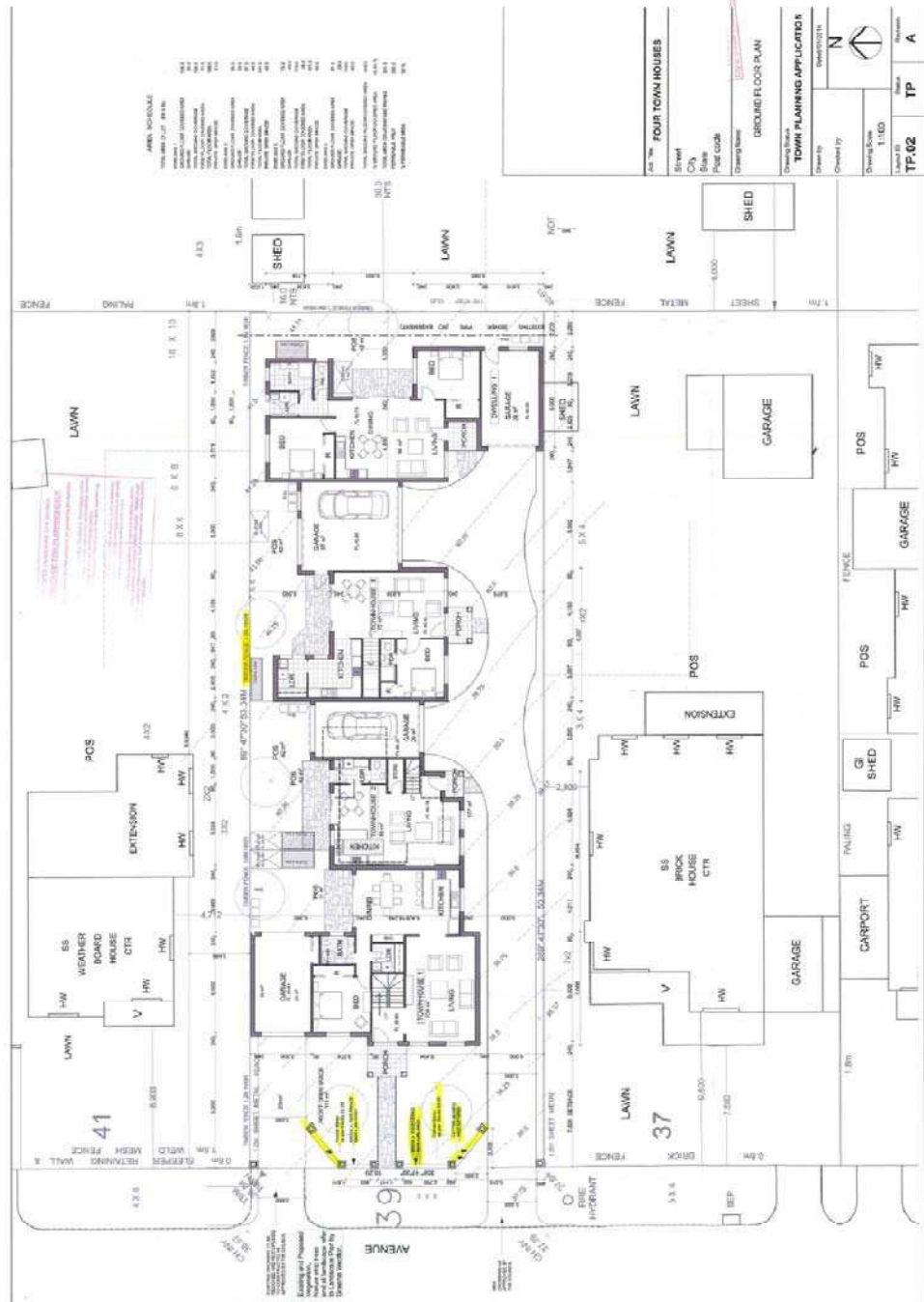
TABLE 5: SUMMARY OF SPACE PROVISION (SITE 7)

DWELLING NUMBER	SECLUDED POS	POS TOTAL (INCLUDES SPOS)	COMPLIANCE WITH STANDARD B28	COMPLIANCE WITH PROPOSED STANDARD B28	CHANGE REQUIRED TO COMPLY WITH PROPOSED B28
1	42 sqm	42 sqm (0 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	No – variation required	8 sqm SPOS
2	40 sqm	40 sqm (0 sqm non-secluded POS)	As above	No – variation required	10 sqm POS
3	35 sqm	35 sqm (0 sqm non-secluded POS)	No – variation required (Minimum 5 metre dimension, 25 sqm SPOS, only 35 sqm POS)	No – variation required	15 sqm POS
4	44 sqm	44 sqm (0 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	No – variation required	6 sqm POS

FINDINGS

- The development required variation from the current Standard B28 and does not comply with the proposed Standard B28
- Dwelling 3 allowed variation to total POS under current Standard B28 due to provision of a 5 square metre balcony on the first floor (although this was accessible from a bedroom and not a living area)
- Dwelling 4 could achieve 6 square metres of POS through minor alterations at the ground floor level including reduction in the space occupied by the 'robe' in the Master Bedroom
- Dwellings 1, 2 and 3 are two storey dwellings with minimal ground floor footprints; moderate change to the site design or configuration would be required to achieve a total 39 square metres required for POS across all four developments or 33 square metres across Dwellings 1, 2 and 3

SITE 8



AVAIL. SCHEDULE

194	195	196	197	198	199	200	201	202	203	204	205	206	207	208	209	210	211	212	213	214	215	216	217	218	219	220	221	222	223	224	225	226	227	228	229	230	231	232	233	234	235	236	237	238	239	240	241	242	243	244	245	246	247	248	249	250	251	252	253	254	255	256	257	258	259	260	261	262	263	264	265	266	267	268	269	270	271	272	273	274	275	276	277	278	279	280	281	282	283	284	285	286	287	288	289	290	291	292	293	294	295	296	297	298	299	300
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FOUR TOWN HOUSES

Sheet: _____
 City: _____
 State: _____
 Post Code: _____
 Drawing Name: _____

GROUND FLOOR PLAN

TOWN PLANNING APPLICATION

Drawn by: _____
 Checked by: _____
 Drawing Date: 1.11.00

Project No: **TP-02** Title: **TP** Revision: **A**

PROPOSAL

- Four dwellings (three double storey dwellings and one single storey dwelling) on a lot with an area of 976 square metres
- The development is designed in a 'battleaxe' formation with a driveway down the southern (side) property boundary
- General Residential Zone (GRZ1), no Overlays
- Application supported with appropriate conditions

TABLE 12: SUMMARY OF SPACE PROVISION (SITE 8)

DWELLING NUMBER	SECLUDED POS	POS TOTAL (INCLUDES SPOS)	COMPLIANCE WITH STANDARD B28	COMPLIANCE WITH PROPOSED STANDARD B28	CHANGE REQUIRED TO COMPLY WITH PROPOSED B28
1	31 sqm	144 sqm (113 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	Yes; minimum 5 metre dimension, 30 sqm SPOS and 50 sqm POS	No change
2	42 sqm	42 sqm (0 sqm non-secluded POS)	As above	No – variation required	8 sqm POS required
3	42 sqm	42 sqm (0 sqm non-secluded POS)	As above	No – variation required	8 sqm POS required
4	42 sqm	42 sqm (0 sqm non-secluded POS)	As above	No – variation required	8 sqm POS required

FINDINGS

- Dwelling 1 complies with both current and proposed Standards B28; Dwellings 2, 3 and 4 require greater total POS to comply with the proposed Standard.
- For Dwellings 2, 3 and 4 all areas of SPOS are to the rear or side of dwellings.
- The space required for a driveway to service 4 dwellings restricts the potential for POS in front of dwellings and poses a challenge for achieving adequate total POS in line with the proposed Standard B28.
- Compliance with the proposed Standard B28 would require significant change to the development from its current form; the total lot size may still accommodate four dwellings with an altered lot design.

PROPOSAL

- Five dwellings (four double storey dwellings and one single storey dwelling to the rear) on a lot of 1201 square metres
- Lot has 'battleaxe' configuration with driveway along full length of site on southern boundary. Dwellings 1-4 are two storeys and Dwelling 1 fronts Canberra Avenue; Dwelling 5 is one storey and is located at the rear of the lot
- General Residential Zone (GRZ1), no Overlays
- Application supported with appropriate conditions

TABLE13: SUMMARY OF SPACE PROVISION (SITE 9)

DWELLING NUMBER	SECLUDED POS	POS TOTAL (INCLUDES SPOS)	COMPLIANCE WITH STANDARD B28	COMPLIANCE WITH PROPOSED STANDARD B28	CHANGE REQUIRED TO COMPLY WITH PROPOSED B28
1	30 sqm	144.68 sqm (113 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	Yes; minimum 5 metre dimension, 30 sqm SPOS and 50 sqm POS	No change
2	40 sqm	40 sqm (0 sqm non-secluded POS)	As above	No – variation required	10 sqm POS
3	40 sqm	40 sqm (0 sqm non-secluded POS)	As above	No – variation required	10 sqm POS
4	40 sqm	40 sqm (0 sqm non-secluded POS)	As above	No – variation required	10 sqm POS
5	25 sqm	46 sqm (21 sqm non-secluded POS)	As above	No – variation required	5 sqm SPOS 4 sqm POS

FINDINGS

- All dwellings comply with the existing Standard B28.
- In order to comply with the amended Standard, 34 square metres of private open space and 5 square metres of secluded private open space must be found across the site.
- Dwellings 2-5 do not comply with the proposed Standard B28. Measures to reduce the building footprint such as double storey development have already been employed on Dwellings 2-4.
- Substantial change to the lot design would be required to deliver five dwellings with adequate internal amenity (i.e. significantly reducing the ground floor to accommodate an additional 10 square metres), particularly for three bedroom houses (2, 3 and 4).

PROPOSAL

- Six double storey dwellings on a lot of 1,011 square metres
- Lot configuration is a 'battleaxe' design with shared vehicle accessway on southern property boundary for all six dwellings
- Most private open space (including secluded) located to the rear of dwellings for Townhouses 2-5
- General Residential Zone (GRZ1), no Overlays
- Application supported with appropriate conditions

TABLE 14 SUMMARY OF SPACE PROVISION (SITE 10)

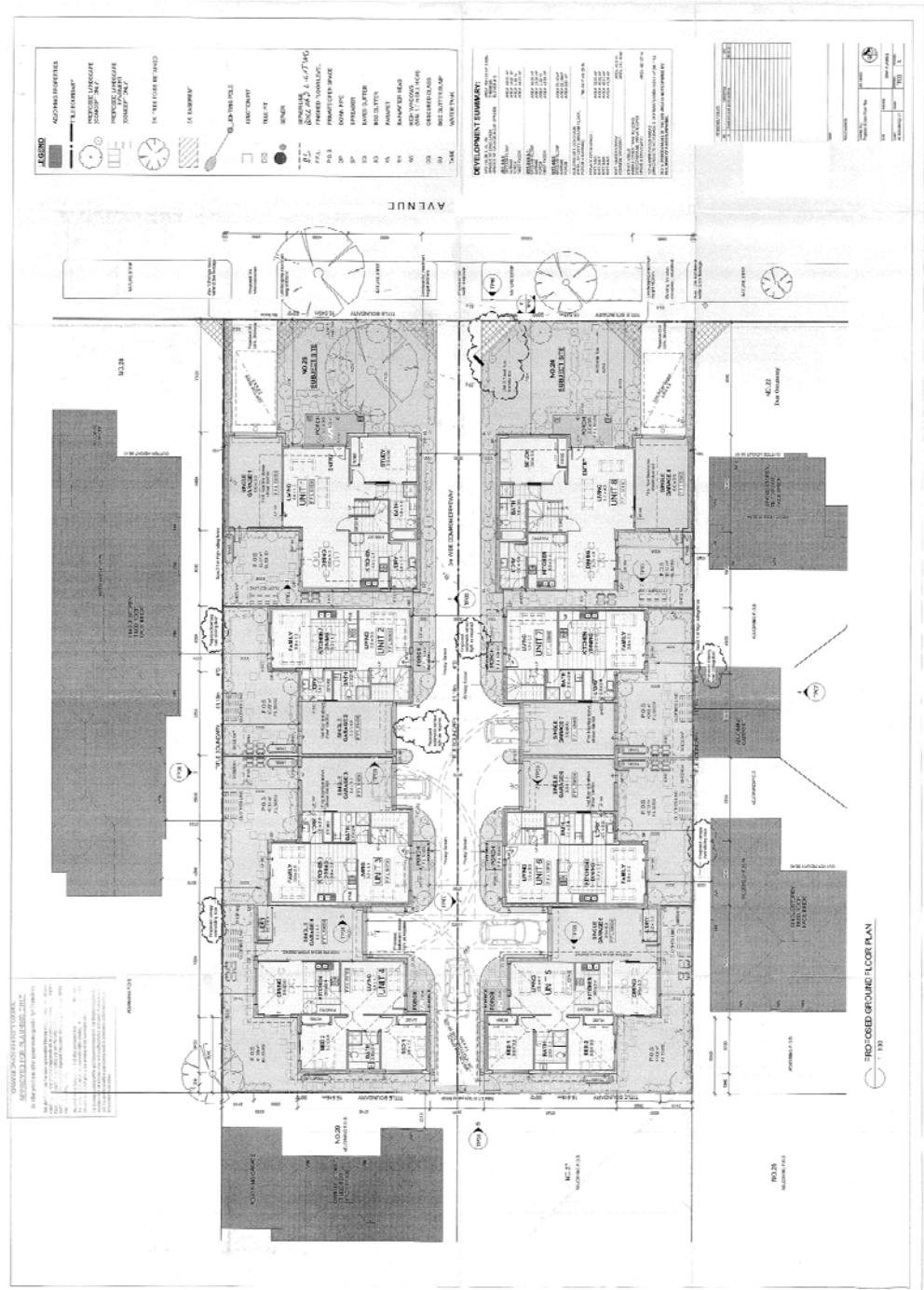
DWELLING NUMBER	SECLUDED POS	POS TOTAL (INCLUDES SPOS)	COMPLIANCE WITH STANDARD B28	COMPLIANCE WITH PROPOSED STANDARD B28	CHANGE REQUIRED TO COMPLY WITH PROPOSED B28
1	40.07 sqm	101.27 sqm (113 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	Yes; minimum 5 metre dimension, 30 sqm SPOS and 50 sqm POS	No change
2	40.02 sqm	40.02 sqm (0 sqm non-secluded POS)	As above	No – variation required	9.98 sqm POS
3	40.02 sqm	40.02 sqm (0 sqm non-secluded POS)	As above	No – variation required	9.98 sqm POS
4	40.02 sqm	40.02 sqm (0 sqm non-secluded POS)	As above	No – variation required	9.98 sqm POS
5	32.12 sqm	32.12 sqm (0 sqm non-secluded POS)	As above	No – variation required	17.88 sqm POS
6	42.72 sqm	42.72 sqm (0 sqm non-secluded POS)	As above	No – variation required	7.28 sqm POS

FINDINGS

- All dwellings comply with the current Standard B28.
- Dwelling 1 complies with the proposed Standard B28 and can provide a larger area of POS overall (in a front yard) due to its position on Briggs Crescent.
- Dwellings 2-6 have located all current SPOS/POS requirement (40 square metres) to the side of rear of the building due to the location of the driveway.

- The development would require substantial change in order to achieve larger areas of POS as all townhouses are two storeys and have already been designed with limited building footprints.

SITE 11



PROPOSAL

- Eight dwellings (six double storey dwellings and two single storey dwellings at the rear) on a lot of 1591.19 square metres
- The eight dwellings are configured around a central driveway; two dwellings have four bedrooms and two car spaces; the remaining eight dwellings have two bedrooms and one car parking space
- General Residential Zone (GRZ1), no Overlays
- Application supported with appropriate conditions

TABLE 15: SUMMARY OF SPACE PROVISION (SITE 11)

DWELLING NUMBER	SECLUDED POS	POS TOTAL (INCLUDES SPOS)	COMPLIANCE WITH STANDARD B28	COMPLIANCE WITH PROPOSED STANDARD B28	CHANGE REQUIRED TO COMPLY WITH PROPOSED B28
1	32.57 sqm	101.57 sqm (113 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	Yes; minimum 5 metre dimension, 30 sqm SPOS and 50 sqm POS	No change
2	40.82 sqm	40.82 sqm (0 sqm non-secluded POS)	As above	No – variation required	9.18 sqm POS
3	40.13 sqm	40.13 sqm (0 sqm non-secluded POS)	As above	No – variation required	9.87 sqm POS
4	41.09 sqm	40.09 sqm (0 sqm non-secluded POS)	As above	No – variation required	8.91 sqm POS
5	41.09 sqm	41.09 sqm (0 sqm non-secluded POS)	As above	No – variation required	8.91 sqm POS
6	40.13 sqm	40.13 sqm (0 sqm non-secluded POS)	As above	No – variation required	9.87 sqm POS
7	40.82 sqm	40.82 sqm (0 sqm non-secluded POS)	As above	No – variation required	9.18 sqm POS
8	32.57 sqm	101.57 sqm (69 sqm non-secluded POS)	Yes; minimum 5 metre dimension, 25 sqm SPOS and 40 sqm POS	Yes; minimum 5 metre dimension, 30 sqm SPOS and 50 sqm POS	No change

Findings

- All dwellings comply with the current Standard B28
- Dwellings 1 and 8 comply with the proposed Standard B28 as both dwellings front Whitworth avenue and have areas of front yard as additional POS
- Dwellings 2-7 have their total POS allocation to the rear of the building and require between 8 and 10 square metres additional space. This would require moderate to substantial change at the ground floor level of the development.

4.3 FINDINGS

Analysis of the random sample of medium density development proposals introduced in Chapter 4.2 provides an insight into the manner in which the current Standard B28 is applied. This revealed that in most cases proposals complied with the minimum area of private open space and secluded private open space required by the provision (rather than a more generous space), thereby enabling a maximum dwelling yield (design outcomes were also influenced by other ResCode requirements such as car parking, setbacks etc).

CURRENT STANDARD

All of the sample applications complied with the minimum 25 square metres secluded private open space required by Standard B28 under Clause 55.05-4 (Private Open Space) of the *Greater Dandenong Planning Scheme* and pursuant to schedule 1 to the General Residential Zone (GRZ1). The sample of developments ranged from a minimum 25 square metres to a maximum of 99 square metres secluded private open space. All developments illustrated an ability to meet the minimum dimension of 5 metres across the area of secluded private open space. There were two instances of a variation from the 40 square metres of total private open space required on a site, in Sites 7 and 10.

The majority of two lot developments were undertaken on corner sites, which allowed both dwellings to have an area of private open space in the front setback and an area of secluded private open space to the rear of the dwelling. Three larger, multi-lot developments were assessed, comprising five, six and eight dwellings. Sites located between two streets or on a double-fronted block with a central driveway allowed greater potential for 'front yard' private open space adjacent to the street. The average secluded private open space provided by the dwellings was 41.92 square metres.

Table 16 (below) shows the percentage of the sample applications that met a minimum arbitrary secluded private open space area of 25, 30, 40 and 50 square metres per dwelling. In the Table below, SPOS areas have been selected ranging from 25 to 50 square metres. The largest area of 50 square metres has been included to illustrate instances where proposals may seek to locate all open space in a secluded scenario and applying the proposed Standard B28 (i.e. a condition seen among the sample sites for larger multi-lot developments).

TABLE 16: AREA OF SECLUDED PRIVATE OPEN SPACE MET

SECLUDED PRIVATE OPEN SPACE (SQM)	PERCENTAGE OF DWELLINGS (%)
25	100
30	92.5
40	70
50	10

Of the sample, 92.5 per cent of the applications were able to provide 30 square metres of secluded private open space or more per dwelling; while 70 per cent were able to provide 40 square metres as secluded private open space (the current requirement for total private open space).

As shown in Table 16, all dwellings sampled were able to comply with 25 square metres of secluded private open space; while 92.5 per cent met the proposed standard of 30 square metres secluded private open space. Given the requirement to provide this space on the ground floor and with convenient access from a living area, it is considered that the increase in space proposed to the secluded area of POS will be important in increasing the potential and space for canopy tree planting. In contrast, POS can be located in side setbacks and front yards which have less utility from a recreational and private enjoyment perspective as well as having less ability to accommodate significant tree plantings.

Ten per cent of the developments achieved a total of 50 square metres secluded private open space per dwelling. This was only achieved by examples of two lot developments among the sample, which could typically provide larger lot sizes in general than more intensely developed blocks.

The average secluded private open space per dwelling (SPOS) was relatively evenly spread regardless of the number of bedrooms per dwelling. However, four bedroom dwellings (6 out of 40) provided the largest area of secluded private open space, suggesting larger dwellings were likely to have greater areas of open space. Five out of six 4 bedroom dwellings were double storey, suggesting developers may be likely to develop a second storey rather than reduce dwelling yield on a lot.

TABLE 617: AVERAGE SPOS PER DWELLING (SQUARE METRES)

NUMBER OF BEDROOMS PER DWELLING	AVERAGE (MEAN) SECLUDED PRIVATE OPEN SPACE PER DWELLING (SQM)
2	36.67
3	41.86
4	44.95

The findings presented in Table 17 (above) suggest dwelling size is not a key factor in dictating the size of secluded private open space provided in a development. It appears there is no correlation between dwelling size and tendency towards larger areas of secluded private open space in multi-lot developments. Rather, as illustrated in Table 16, a minimum standard is certain to be met; while a space that exceeds this standard is likely to be achieved in only limited circumstances (i.e. 10 per cent of lots among the random sample; four lots of the forty sampled). The largest areas of private open space (including secluded private open space) were found on lots where an existing dwelling was retained, typically as a result of a larger front setback than sites developed from vacant land.

PROPOSED STANDARD

The proposed amendment to Standard B28 under schedule 1 to the General Residential Zone would require a total area of 50 square metres private open space with 30 square metres to be secluded (a side or rear yard). The secluded private open

space must have a minimum dimension of 5 metres. Should the proposed changes be adopted, 35 per cent of the medium density dwellings sampled can comply with the proposed Standard B28 without modification. This represents 14 dwellings from the sample of 40. There were four instances (all two-lot developments) from the eleven applications sampled where a proposal could fully comply with both the current and proposed Standard B28 at the time of assessment.

The eleven samples were also assessed to determine the ease with which the developments could meet the proposed standard without significant modification. It is important that consideration be given to the phrase 'without significant modification' as the policy change should ensure dwelling design can accommodate internal residential amenity without imposing a significantly unreasonable requirement on the provision of open space for developers. Across this analysis, 'significant change' may be considered a level of change that would noticeably affect the internal amenity of a dwelling for individual residents (i.e. a large reduction in living areas); or where the site design would require complete reconfiguration to accommodate the desired POS. In these instances the proposals require 'a total rethink' and it is likely that the result for a future proposal would be to reduce the proposed dwelling yield. 'Moderate' change may include minor alterations to dwelling floor area as a means to incorporate a small additional area. The scale employed therefore considers the proposals on a scale from 'no change', 'moderate change' and 'significant change' required for compliance with the proposed Standard B28.

Ten out of the eleven applications sampled contained at least one example of development that could comply with the proposed Standard B28. In most cases this was achieved where the application included retention of a pre-existing dwelling, or where there was capacity for a generous 'front yard'. Four out of five 2-lot developments sampled fully complied with the proposed Standard B28. The average area of POS on those dwellings able to provide a 'front yard' space in addition to secluded POS was 29.51 square metres and in those instances development was typically able to provide separate areas of POS and SPOS in order to comply with the proposed Standard B28.

Tables 18 and 19 (below) seek to explore whether development proposals could adapt to the proposed Standard B28 without significant modification.

TABLE 7: POS REQUIRED TO MEET PROPOSED STANDARD B28 (SQUARE METRES)

AREA OF ADDITIONAL PRIVATE OPEN SPACE REQUIRED TO MEET PROPOSED STANDARD (SQM)	PERCENTAGE OF ALL DWELLINGS SAMPLED (%)
0 (Meets proposed standard)	40
10sqm or less	55
More than 10 to 20 sqm	5

Given the findings presented in Table 18 (above), of the sampled dwellings unable to comply with the proposed Standard B28 (60 per cent of all dwellings), only 5 per cent would require an additional area of open space greater than 10 square metres in order to meet the provision. More than half the dwellings (55 per cent) will need to provide up to 10 square metres of total private open space; while 5 per cent will need to provide more than 10 and up to 20 square metres of private open space.

Among the 55 per cent (22 out of 40) dwellings that require 10 square metres or less to comply, the POS required can be extrapolated in association with the number of bedrooms per dwelling (Table 19).

TABLE 19: AVERAGE POS REQUIRED TO MEET PROPOSED B28 (BY DWELLING SIZE)

NUMBER OF BEDROOMS PER DWELLING	AVERAGE (MEAN) PRIVATE OPEN SPACE REQUIRED PER DWELLING (SQM)
2	9
3	3
4	0

It is likely, given the above that development proposals for larger number of units will have less difficulty accommodating a change in Standard B28 than smaller (two lot) developments, where space may be constrained by retention of an existing dwelling and large setback, inhibiting the potential for a second dwelling to comply with the Standard.

Despite requiring larger amounts of private open space overall (that is, to comply with a total 50 square metres), 56 per cent of non-compliant lots identified in the sample had an area of secluded private open space that complied with the proposed Standard. Put differently, approximately half the lots were able to provide adequate areas of secluded private open space (30 square metres). In other instances the SPOS was more likely to be closer to 25 square metres in line with the existing policy. The pattern of what appears to be 'over-provision' of SPOS emerged via a tendency in battle-axe configurations for all space (i.e. the existing POS requirement of 40 square metres) to be located to the rear of the building rather than being split between the minimum area of SPOS (i.e. 25 square metres) and a remaining area of POS (15 square metres for a total of 40 square metres) constituting a 'front yard'. As a result, dwellings were automatically compliant with the new SPOS Standard (30 square metres); but could not meet a total 50 square metres POS as required by the proposed variation.

Given the analysis presented above it is unlikely, with car parking requirements and other ground floor design constraints, that large multi-lot developments could adapt to the proposed Standard and meet all proposed POS requirements without significant change; that is, without reducing the dwelling yield. Where developments in the sample had greater access to street frontages they were more likely to be able to comply with the existing and proposed Standards by virtue of easily delineated front yard POS; and were more likely to provide greater than the minimum open space required.

4.4 IMPLICATIONS

The analysis undertaken establishes a basis from which to assess whether the proposed changes to Standard B28 are appropriate in the context of existing neighbourhood character and current trends in residential development.

Arising from this analysis are a number of implications for future development, should the proposed Standard be approved. The implications are outlined below.

NEIGHBOURHOOD CHARACTER

Analysis of existing conditions (single dwellings) demonstrates that there is a well established Landscape Character within the streets assessed across the various character precincts. Established gardens and visible vegetation were identified in the *Greater Dandenong Neighbourhood Character Study (2007)* and such character is typically seen in areas with larger lots that allow vegetation to be well established and highly visible from the public realm. This character not only contributes to the amenity of the streetscapes but also reflects the values and past patterns of development that have occurred throughout Greater Dandenong.

As the residential neighbourhoods throughout the municipality continue to evolve, the issues surrounding the interpretation of existing and preferred neighbourhood character will continue to arise. The proposed variation to the standard seeks to quantify the value of private open space and capture the existing streetscape character by increasing the total provision by 10sqm. This increase will create more space for landscaping and environmental features that have the potential to enhance and protect the established Landscape character.

DWELLING DESIGN/SITING

The case study analysis reveals that the nature of proposals for medium density housing will not be significantly affected by the proposed changes to Standard B28. That is, the proposed changes will not dissuade developers from pursuing multi-lot proposals. However, the introduction of these changes to the Standard will likely influence site layout and dwelling design and may result in changes to dwelling yields proposed per site.

Future medium density housing proposals will be able to incorporate a response to the Landscape Character-type neighbourhood with the greater amount of private open space required under the new B28. The analysis illustrates those proposals for a large number of dwellings (more than 3) are more likely to require significant reconfiguration regarding allocation of private open space than applications for two or three dwellings on a lot.

Where developments seek to maximise dwelling yield, analysis shows that modifications to the living room areas, reduction in bedroom sizes or addition of a second storey are common ways to meet Standard B28. Where a development proposes an additional storey, it is most important to ensure high quality design outcomes are achieved as to not compromise the integrity of the streetscape. Increasing the open space requirement will likely encourage two storey developments rather than single storey dwellings as well as creating pressure for increased bulk at upper levels to allow greater space on the ground level to meet Standard B28.

FRONT & SIDE SETBACKS

The proposed variation to Standard B28 must be considered in conjunction with other ResCode Standards. As outlined above, a consequence of greater private open space requirements may be that internal space is sought vertically, while boundary setbacks are squeezed. When considering setbacks, it is important that the existing streetscape character is reflected. Boundary to boundary development has the potential to significantly alter the continuous rhythm of the streetscape. The proliferation of battle-axe multi-lot proposals, often with a common driveway running along the lot boundary, changes the axis of development to face inward. This introspective form of development detracts from the sense of openness and decreases streetscape character and amenity. A battle-axe configuration was particularly prevalent in larger multi-lot developments sampled for this analysis and where implemented showed all private open space would be pushed to a rear yard with limited to no landscaping (what could be considered as 'shared amenity') was provided in the areas that would usually constitute public land on a street-facing development (i.e. nature strips, footpaths, street trees). This limitation will not be addressed through alterations to B28.

The discretionary nature of ResCode means that applications will commonly seek to alter various design standards to maximise dwelling yield. A common practice is to seek variation to front setbacks; this may be seen more often or to a greater degree in larger multi-lot proposals but an alternative outcome may be a reduction in the number of dwellings proposed per lot—thus encouraging greater openness among and between developments.

CANOPY TREES

A larger area of private open space introduced by the proposed changes to Standard B28 will create an opportunity for development proposals to provide more substantial landscaping solutions on a lot-by-lot as well as whole of development scale (for example, the inclusion of at least one canopy tree). This can promote and strengthen the Landscape Character of streetscapes as well as the overall impression of a street or neighbourhood.

Of the multi-lot developments sampled, 92.5 per cent of dwellings have already provided 30 square metres of secluded private open space. Combined with the dimensional requirements of this space (i.e. a minimum dimension of 5 metres), embedding greater SPOS provision in Standard B28 on the ground floor will likely:

- Contribute to the landscape character highlighted in Greater Dandenong's *Neighbourhood Character Study* (2007); and

- Contribute to greater canopy tree cover across the General Residential Zone (GRZ1) over time.

CAR PARKING

Of the development applications assessed, all met the statutory requirements of Clause 52.06 (Car Parking). The Clause outlines the minimum dimensions, access points, turning circles and driveway widths that must be provided. This ensures that the car parking structures will not be compromised or affected by any proposed changes to standard B28. The minimum dimension of 5 metres and requirement for access from a living room will ensure that high quality private open space is provided and will avoid the intrusion of car parking structures in to secluded private open space.

5

CONCLUSION

5 CONCLUSION

This report has investigated the implications of further variation to Standard B28 in Schedule 1 to the GRZ. The key findings are as follows:

POLICY

- Increased private open space allows opportunities to address the existing policy direction that promotes and encourages high quality landscapes within the private residential areas in accordance with the Municipal Strategic Statements.
- The MSS provides a strong strategic framework for the provision of high quality open space new developments. In particular Clause 21.04 and 21.05 provide strong policy direction to encourage high quality open space.
- The proposed variation reinforces the strategies and objectives outlined in the LPPF (in particular Clause 22.09, Residential Development and Neighbourhood Character Policy) and is complimentary to existing planning policy.
- The variation is consistent with other Strategic work undertaken by Council, such as the *Health and Wellbeing Plan*, *Housing Strategy* and *Council Plan*, as it promotes high quality built environments that aim to foster improved health and wellbeing environment for residents.
- The proposed variation does not duplicate or contradict any existing policy and the proposed objectives cannot currently be achieved through the existing standard.
- The proposed methodology for implementation takes into account previous Panel recommendations.

NEIGHBOURHOOD CHARACTER

- There is an established neighbourhood character which is defined by spacious formal tree lined avenues, concrete curbs, grassed nature strips and footpaths. Additionally houses are generally low scale with formal fronting gardens that are open to the street and set within the lot. This landscape character will be protected and enhanced by the proposed Standard.
- Review of the *Neighbourhood Character Study 2007* and further analysis of existing conditions indicates that current neighbourhood character statements and descriptions generally reflect the existing landscape character found within land zoned GRZ1. These descriptions are supported by policy objectives at Clause 22.09.
- The most recent Neighbourhood Character Study was undertaken in 2007. Analysis of Panel Reports has shown that recently completed housing strategies or neighbourhood character studies provide a stronger strategic intent to support any variation to ResCode Standards. A revision of the study to place greater emphasis on landscape character would strengthen Council's justification for increasing the private open space standard.

- Council is currently finalising work which seeks to refine the application of the Residential Growth Zone. This work makes recommendations to increase the private open space of balconies to 10sqm in line with the provision for rooftops. This recommendation supports the objective of enhancing liveability and recognises that an increase in multi-dwelling developments may reduce the landscape character in certain areas. The recommendations arising from the report further underscore the importance of strengthening the existing landscape character of the GRZ1 zoned areas, as the RGZ does not consider neighbourhood character as a primary decision guideline. The proposed standard promotes more ground level open space which reflects the existing neighbourhood character of lots within the GRZ1.

CASE STUDY ANALYSIS FINDINGS

- The single dwelling sites sampled all complied with the proposed B28 standard (noting that this standard does not apply to single dwellings under ResCode), reflecting the contribution of *private open space to landscape and neighbourhood character* across the General Residential Zone.
- 92.5 per cent of medium density dwellings sampled complied with the 30 square metres *secluded* private open space (SPOS) required by the proposed Standard B28. This suggests that increasing the requirement for secluded private open space would not have a significant impact on dwelling design or yield.
- 40 per cent of medium density dwellings sampled complied with the *total* amount of private open space (POS) required by the proposed Standard B28.
- 55 per cent of medium density dwellings sampled required up to 10 square metres additional private open space to comply with the *total* area required under proposed Standard B28.
- The remaining 5 per cent of medium density dwellings sampled required more than 10 square metres to a maximum of 20 square metres of additional private open space to meet the *total area* required under proposed Standard B28.
- The sampled medium density dwellings that did not comply with the proposed B28 Standard would require reconfiguration of sites and developments in order to meet the proposed standard.
- Of the medium density dwellings sampled, four bedroom dwellings tended to be provided with more open space than smaller dwellings. This is because four bedroom dwellings tended to be on larger sites and/or two storeys in height.
- Increasing the POS and SPOS requirements by introducing proposed Standard B28 may encourage the development of two storey dwellings and greater bulk at first floor level in order to maintain dwelling yield.
- Increasing the requirement for SPOS to 30 square metres will support objectives of ensuring internal amenity and providing space for planting trees to enhance landscape character.
- While the significant majority of medium density dwellings sampled were able to comply with the proposed SPOS requirement, fewer were able to comply with the total POS requirement without modification.

RECOMMENDATIONS

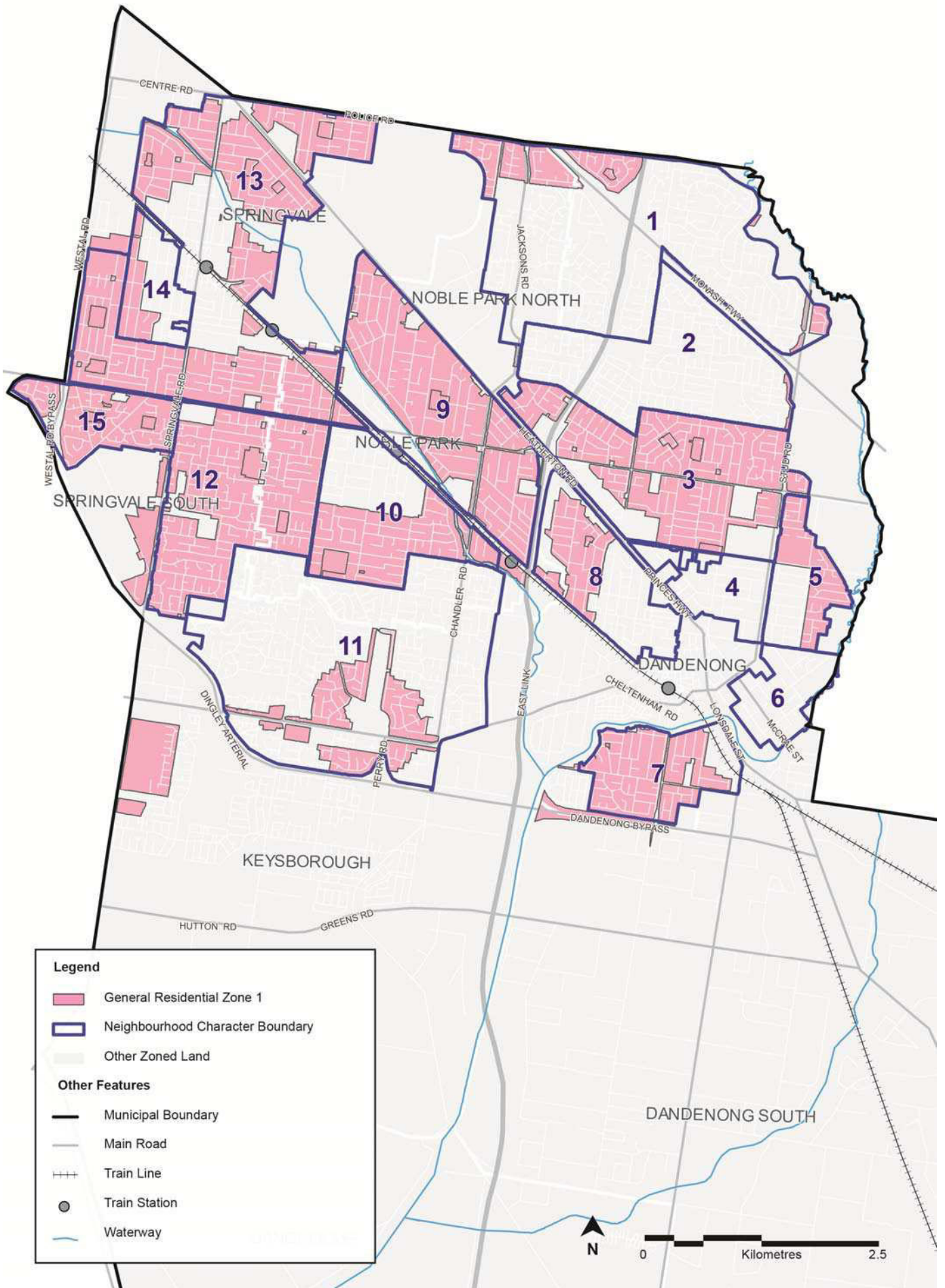
Based on the above conclusions the following recommendations are made:

- Council should proceed to amend the private open space for multi-dwelling developments (standard B28) to the following:

An area of 50 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 30 square metres, a minimum dimension of 5 metres and convenient access from a living room.

A

APPENDICES EXISTING NEIGHBOURHOOD CHARACTER AREA ANALYSIS



Legend

- General Residential Zone 1
- Neighbourhood Character Boundary
- Other Zoned Land

Other Features

- Municipal Boundary
- Main Road
- Train Line
- Train Station
- Waterway

	LOT SIZES	SETBACKS	LANDSCAPING PUBLIC/PRIVATE REALM	ASSESSMENT
Existing Character Area 1	Predominantly 500-750m ² Some larger 750 – 1,500sqm	generally 7.5m+ from the frontage sited away from side boundaries	Buildings are generally set within a landscaped setting, with generally low or no front fencing. Mature street trees provide visual linkage between the landscaping of the public and private realms, creating high quality streetscape character	Character description is generally consistent with existing conditions
Existing Character Area 2	consistently between 500-750m ² scattered smaller lots between 250-500m ² some larger lots between 750-1000m ²	5.0-7.5m from the frontage sited away from side boundaries	Landscaping exists both in the public and private realms, however the area displays moderate streetscape character.	Character description is generally consistent with existing conditions
Existing Character Area 3	As above Small proportion of allotments area between 1000-2000m ²	As above	As above Landscaping exists both in the public and private realms, however the area displays moderate streetscape character.	Character description is generally consistent with existing conditions
Existing Character Area 4	No dwellings in GRZ1			N/A

	LOT SIZES	SETBACKS	LANDSCAPING PUBLIC/PRIVATE REALM	ASSESSMENT
Existing Character Area 5	Primarily 500-750m ² reasonable proportion at 750-1,000m ² Small proportion of lots between 1,000-2,000m ² . Some infill lots between 250 – 500m ²	As above	The low scale and somewhat limited landscaping in the private realm contributes to a moderate suburban streetscape character.	Character description is generally consistent with existing conditions
Existing Character Area 6	No dwellings in GRZ1			N/A
Existing Character Area 7	consistently 500-750m ² some larger allotments of 750-1,000m ² and 1,000-1,500m ²	Broadly conforms to 5.0-7.5m from the frontage and being sited away from side boundaries Newer development that have taken advantage of reduced side boundary siting controls	The limited level of landscaping of both the public and private realms results in low to moderate streetscape character.	Character description is generally consistent with existing conditions
Existing Character Area 8	Primarily 500-750m ² or 750-1,000m ²	5.0-7.5m from the frontage and siting away from side boundaries	Limited levels of landscaping of the public and private realm has resulted in the building from being a dominant element. As a result the streetscape character is of low quality.	Character description is generally consistent with existing conditions

	LOT SIZES	SETBACKS	LANDSCAPING PUBLIC/PRIVATE REALM	ASSESSMENT
Existing Character Area 9	Lots sizes are varied. greater proportion range upwards from 500-750m ² to 1,000-1,500 m ²	As above	<p>The western part of the area accommodates mature street trees and significant canopy vegetation within the private realm, which results in a relatively high quality streetscape character.</p> <p>Selected streets in the eastern part of the area have experienced high levels of infill development, which has reduced the existence of canopy vegetation and the quality of the streetscape.</p>	Character description is generally consistent with existing conditions
Existing Character Area 10	As above	Building siting is predominantly around 5.0 metres from the frontage and sited away from side boundaries	Limited landscaping of the public and private realm results in building form being a dominant element in the streetscape. As a result streetscape character is of low to moderate quality.	Character description is generally consistent with existing conditions
Existing Character Area 11	consistently of 500-750m ² , with scattered pockets of 750-1,000m ² and 1,000-1,500m ² lots	Building siting broadly conforms to 5.0-7.5m from the frontage and sited away from side boundaries.	Limited landscaping of the public and private realm results in building form being a dominant element in the streetscape. As a result streetscape character is of low to moderate quality.	Character description is generally consistent with existing conditions

	LOT SIZES	SETBACKS	LANDSCAPING PUBLIC/PRIVATE REALM	ASSESSMENT
Existing Character Area 12	Lot sizes are consistently of 500-750m ² scattered pockets of lots of 250-500m ² and 750-1,000m ²	Building siting broadly conforms to 5.0-7.5m from the frontage and sited away from side boundaries	Limited landscaping of the public and private realm results in building form being a dominant element in the streetscape. As a result streetscape character is of low to moderate quality	Character description is generally consistent with existing conditions
Existing Character Area 13	As above	Building siting broadly conforms to 5.0-7.5m from the frontage and sited away from side boundaries.	Limited landscaping of the public and private realm results in building form being a dominant element in the streetscape. As a result streetscape character is of low to moderate quality. However some streets have larger canopy street trees which provide a higher quality streetscape character.	Character description is generally consistent with existing conditions
Existing Character Area 14	As Above	As Above	Limited landscaping of the public and private realm results in building form being a dominant element in the streetscape. As a result streetscape character is of low to moderate quality.	Character description is generally consistent with existing conditions

	LOT SIZES	SETBACKS	LANDSCAPING PUBLIC/PRIVATE REALM	ASSESSMENT
Existing Character Area 15	As Above	As Above	Quality landscaping exists both in the public and private realms, creating a high quality streetscape/ street scene.	Character description is generally consistent with existing conditions

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B

APPENDICES PANEL REPORT ANALYSIS

VARIATIONS NOT SUPPORTED

BAYSIDE CITY COUNCIL C2

Current Provision	None specified (current B28 Standard applies)
Council Justification	<p>Council proposed a sliding scale for POS based on the number of bedrooms as follows:</p> <p>1 & 2 bedrooms: total 60sqm POS including 40sqm SPOS</p> <p>3 bedrooms: total 800sqm POS including 600sqm SPOS</p> <p>4 bedrooms: total 1000sqm POS including 80sqm SPOS</p> <p>5 bedrooms: total 120sqm POS including 100sqm SPOS</p>
Panel Comments	Variation to the proposed local variations were not supported. No strong case was presented for the variation, according to the Panel report and there was only partial linkages with the proposed MSS changes and the proposed detailed development controls. It was suggested that the strategic findings undertaken by Council will fit comfortably within the existing ResCode provisions.

BOOROONDARA C190

Current Provision	None specified (current B28 Standard applies)
Council Justification	<p>Council proposed the following variations to standard B28 to support the findings of the Neighbourhood Character Study and retain the leafy, landscaped canopy.</p> <p>NRZ1: 50sqm POS min 5m dimensions</p> <p>GRZ1, GRZ2 NRZ2: min 4m dimensions</p>
Panel Comments	Ministerial Intervention 20(4): no panel report. Minister did not support variations to ResCode standards for any of the residential zones. As a result, ResCode provides the default standards for private open space.

VARIATIONS SUPPORTED

CITY OF DAREBIN C144

Current Provision An area of 55 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 40 square metres, a minimum dimension of 3.5 metres and convenient access from a living room.

Council Justification Council applied variation to B28 to areas designated for modest housing change (incremental change) areas. Justification was based on their observation of a notable rise in the number of applications which proposed higher intensity built form and scale were resulting in smaller balcony and terrace spaces and ground level open space. Site coverage standards were also decreased as part of the amendment. In their justification, Council discussed issues of specific cases, how VCAT has addressed similar issues in the GRZ and its specific application in certain areas.

Panel Comments The Panel report makes reference to the Standing Advisory Committee's *Stage One Overarching Issues Report* that discusses variation to ResCode standards (discussed above). The Panel report acknowledges the sound strategic work Council has undertaken in justifying its approach and although would have liked to have seen the variation justified by a review of the housing strategy, was prepared to accept the approach and analysis undertaken.

GREATER GEELONG C129 (PART 1)

Current Provision **For Areas Zoned R3Z**

An area of 60 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 40 square metres, a minimum dimension of 5 metres and convenient access from a living room. It cannot include a balcony or roof top terrace.

Council Justification Implements recommendations from 2007 the Housing Diversity (HDS) Strategy and applies variation to B28 to (former) R3Z. Amendment also includes updates to the LPPF based on key studies including the *Study of Open Space Networks* (2001), *Environment Management Strategy* (2006) and various local area structure plans and growth plans.

The HDS provides a strategic framework for the designation of various housing types and densities, directing the bulk of medium density housing to Key Development Areas and Integrated Housing Diversity Areas. It also has the objective to ensure that development within the R3Z is consistent with the suburban character of incremental change areas through variations to ResCode Standards.

Panel Comments Evidence submitted to the panel recognises issues with the justification for more restrictive requirements under the R3Z. The R3Z effectively seeks to protect areas of neighbourhood character and incremental change areas (formerly R1Z areas). In report for original amendment C129 (which was not approved) Panel note that in areas not appropriate for medium density housing, larger open space areas and reduced site coverage envelopes can be achieved. It was not clear why

this application should apply to new areas with establishing character. Panel notes that if Council is seeking to increase the amount of vegetation across the municipality, varying ResCode Standards (i.e. site coverage and open space requirements) is not necessarily the most appropriate means. The suburb of Elwood was quoted as having high site coverage and little open space, however maintains a stronger garden character than many areas of Geelong. Panel concluded they do not support the application of the R3Z however subsequently approved the variation.

GREATER GEELONG C300

Current Provision

For RGZ2, RGZ3 areas:

A dwelling or residential building should have private open space consisting of an area of 20 square metres of secluded private open space at the side or rear of the dwelling or residential building with a minimum dimension of 3 metres and convenient access from a living room; or a balcony of 8 square metres with a minimum width of 1.6 metres and convenient access from a living room; or a roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room.

For GRZ2, NRZ2 areas (same as former R3Z)

An area of 60 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 40 square metres, a minimum dimension of 5 metres and convenient access from a living room. It cannot include a balcony or roof top terrace.

Council Justification

Consistent with proposal from C129, applies to former Residential 3 areas (incremental change) where traditional garden suburban character is evident. Council's Reformed Residential Zones Implementation Report recommends that all R3Z areas should have the GRZ applied with a schedule to maintain the requirement for larger areas of open space

Panel Comments

Councils approach to the application of the new residential zones is consistent with the existing planning scheme and the Housing Diversity Strategy.

MAROONDAH C16

Current Provision

For R1Z areas

An area of 80 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 60 square metres, a minimum dimension of 5 metres and convenient access from a living room; or

A balcony of 8 square metres with a minimum width of 1.6m and convenient access from a living room; or

A roof-top area of 10 square metres with a minimum width of 2m and convenient access from a living room.

Council Justification

The proposed amendment will ensure that medium density housing in

the various residential precincts is 'consistent and respectful' of the existing neighbourhood and streetscape character of the municipality. It is also proposed that the amendment will allow for the retention of canopy trees and result in creating lot sizes/configurations that are typical and representative of the existing environmental characteristics of the municipality.

Panel Comments	<p>The Panel report asserts that if variations to the ResCode standards are to be proposed, then there needs to be 'reasonable justifications for the outcomes sought'. The report recognises that the provision of one canopy in both the front and rear yards of a dwelling would be excessive in any other context, if it were not for the proposed private open space provision, seeking 6 times the ResCode requirements. Based on an arborist report submitted with the amendment, it was demonstrated that the typical Eucalyptus species growing in Maroondah had a canopy spread of between 9 to 11m and such space would be required for private open space if the existing landscape character of the municipality was to be retained. The report recognises contradictions between policy intentions for landscaping in the proposed B28 variation and other landscaping objectives within the MSS, concluding that Council should seek a compromise to allow residents who are seeking medium density housing choices the ability to be able to accommodate the variation objective.</p> <p>In regard to green space between buildings, it was asserted that the matter should be dealt with under setback issues rather than as an open space issue.</p> <p>In general, many of the variations proposed by Council appeared to the Panel to be based on unjustified evidence and objectives and that the proposed 180sqm of open space was excessive. A compromise was reached and Council implemented a lower variation.</p>
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MANNINGHAM C50

Current Provision	<p>For GRZ1 areas</p> <p>Private open space consisting of:</p> <p>An area of 55 square metres, with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with a minimum area of 40 square metres, a minimum dimension of 5 metres and convenient access from a living room.</p>
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Council Justification	<p>The amendment introduces recommendations from the Manningham Residential Character Guidelines (2005) with the aim to protect the valued features and characteristics of Manningham, improve residential design and accommodate future housing needs. In particular it encourages areas removed from activity centres and main roads to provide more private open space and landscaping. The amendment seeks to protect the existing landscape and environmental characteristics of the municipality, particularly in Templestowe, Wembley Gardens and Donvale. Amendment C105 implements the new residential zones and seeks to protect and enhance existing and preferred neighbourhood character.</p>
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Panel Comments	<p>It was submitted to the Panel that a 6m width for private open space would be inappropriate as it made it difficult to achieve a well designed site layout on a typical Manningham block. It was suggested that this</p>
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variation be reduced to 5m. In contrast, it was also submitted that a 6m dimension would accommodate a canopy tree with a spread of between 8 -10m wide. Council adopted the 5m span.

KNOX C46

Current Provision

For GRZB (formerly R3Z) areas:

Private open space consisting of:

- An area of 60 square metres with one part of the private open space to consist of secluded private open space at the side or rear of the dwelling or residential building with minimum area of 40 square metres with a minimum dimension of 5 metres of secluded private open space with convenient access from a living room, or
- A balcony of 8 square metres with a minimum width of 1.6 metres and convenient access from a living room, or
- A roof-top area of 10 square metres with a minimum width of 2 metres and convenient access from a living room.

Council Justification

In this amendment, Council proposed to reduce the site cover requirements and therefore justify increases to the standard B28 as justified for medium density housing. The change would also be consistent with the Knox Neighbourhood Character Study and objectives of the proposed policy to ensure that new development is responsive to, enhances and contributes to the character of the area. The increase of private open space was further supported by the recognition of the strong landscaped setting which most of Knox is currently set within.

Panel Comments

Although there were very few submissions related specifically to the proposed variation of the private open space provisions, there was a general sentiment by submitters that the municipal wide changes to existing ResCode standards were not fully justified, only through the neighbourhood character study. The Panel report outlines that variations to ResCode standards should only be considered in 'exceptional circumstances'. Furthermore any proposed variation should only occur where the existing standard, in combination with other planning policy, has failed to deliver the desired planning outcomes. Any change must be fully justified.

Reducing the site coverage allowance, would allow for more space for canopy trees to grow, as would the 5m width. The Panel report outlines that the increases to the secluded private open space and width were fully justified and could not find a direct connection between the Character Study and the proposed variations. Rather, the Study should be used in conjunction with other policies to provide the same preferred character outcomes. It was recommended that the proposed changes be abandoned.

C

APPENDICES EXISTING CONDITIONS ANALYSIS

CHARACTER PRECINCT	PRIVATE OPEN SPACE		SECLUDED PRIVATE OPEN SPACE	
	AVERAGE (MEAN)	AVERAGE (MEDIAN)	AVERAGE (MEAN)	AVERAGE (MEDIAN)
1	72.5	70.5	90.7	102
2	101.8	96.5	107.2	118.5
3	93.6	100.5	146.3	134.5
4	No GRZ1 Zoned land in this precinct			
5	99.4	100.5	160.8	161
6	No GRZ1 Zoned land in this precinct			
7	113.3	108.5	158.2	159.5
8	115.7	112.5	169.4	170.5
9	100.1	103	201.5	194.5
10	112.9	111	197.5	200
11	106.7	107.5	219	216.5
12	108.7	103.5	247	249
13	125.2	120.5	276.4	279
14	144	143	144	301.5
15	136.7	129	405.7	400.5

D

APPENDICES DETAILED CASE STUDY ANALYSIS

Site No.	Site Area (SQM)	Dwelling No.	Dwelling Floor Area	Building Footprint	No. Car Parking Spaces	No. Bed (incl. study)	POS (front yard)	SPOS (req. min. 25 sqm)	Total POS (min 40 sqm)	SPOS Min. Dimension (m)	Area SPOS req - new standard	Area total SPOS req for new standard
1	557.48	1	90.5	90.5	1	2	126.92	30.3	157.22	5	-0.3	-107.22
2	654	2	82.9	196.34	1	2	0	40	40	5	-10	10
3	614.6	1	137	137	2	3	75	99	174	5.9	-69	-124
4	645.64	2	148	148	2	4	51	60	111	5	-30	-61
5	628.53	1	152.345	152.345	2	3	51.79	41.7	93.49	5.25	-11.7	-43.49
6	773.08	2	152.345	152.345	2	3	51.79	47	98.79	6.75	-17	-48.79
7	742	1	126	130	2	4	135.243	98.6	233.843	5.86	-68.6	-183.843
8	976	2	153	118.5	2	2	25.14	47.44	72.58	5	-17.44	-22.58
9	1201	1	134.11	134.11	2	3	96.68	35.49	133.17	5	-6.49	-83.17
10	1011	2	165.43	165.43	2	3	52.67	26.42	113.21	5.285	-22.67	-63.21
11	1591.19	1	73.12	76.64	1	2	86.79	32.02	41.05	5.4	-2.02	8.95
		2	83.54	106.46	1	2	9.03	28.05	51.13	5	1.95	-1.13
		3	54.68	108.63	1	2	23.08	42	42	5	-12	8
		4	69.38	65.23	1	2	0	40	40	5	-10	10
		5	71.7	62.03	1	2	0	35	35	5	-5	15
		6	68.9	61.68	1	2	0	44	44	5	-14	6
		7	83	90	1	2	0	31	144	6.38	-1	-94
		8	199	128	2	4	113	42	42	5	-12	8
		9	131	87	1	2	0	42	42	5	-12	8
		10	161	113	2	3	0	42	42	5	-12	8
		11	115	115	1	2	0	42	42	5	-12	8
		12	149	186	2	4	114.675	30	144.675	5	0	-94.675
		13	113	143	2	3	0	40	40	5	-10	10
		14	113	143	2	3	0	40	40	5	-10	10
		15	113	143	2	3	0	40	40	5	-10	10
		16	83	114	1	2	21	25	46	5	5	4
		17	88.34	62.74	2	2	61.2	40.07	101.27	5	-10.07	-51.27
		18	86.64	63.31	2	2	0	40.02	40.02	5	-10.02	9.98
		19	95.12	63.31	2	2	0	40.02	40.02	5	-10.02	9.98
		20	81.09	63.31	2	2	0	40.02	40.02	5	-10.02	9.98
		21	93.54	63.59	2	2	0	32.12	32.12	5	-2.12	17.88
		22	79.47	64.57	2	2	0	42.72	42.72	5	-12.72	7.28
		23	152.94	115.37	2	4	69	32.57	101.57	5.05	-2.57	-51.57
		24	99.91	81.9	1	2	0	40.82	40.82	5	-10.82	9.18
		25	99.91	81.9	1	2	0	40.13	40.13	5	-10.13	9.87
		26	72.97	101.5	1	2	0	41.09	41.09	5	-11.09	8.91
		27	72.97	101.5	1	2	0	41.09	41.09	5	-11.09	8.91
		28	99.91	81.9	1	2	0	40.13	40.13	5	-10.13	9.87
		29	99.91	81.9	1	2	0	40.82	40.82	5	-10.82	9.18
		30	152.94	115.37	2	4	69	32.57	101.57	5.05	-2.57	-51.57
TOTAL			1180.34		1.55	2.53	29.51	1676.98	2857.22	5.18	5.00	-51.57
MEAN					2.00	2.00		40.00	40.00			
MODE								40.00	40.00			
MEDIAN								40.045	40.00			

LEGEND	
	SPOS non-compliant with new Standard B28
	Minimum dimension compliant with new B28 (5m)
	POS Compliant with new B28 (50 total sqm)
	SPOS Compliant with new B28 (min 30 sqm)
	Fully complies with proposed Standard B28