

# NEIGHBOURHOOD CHARACTER REVIEW

Frankston Housing Strategy  
Background Report

Prepared for Frankston City Council

# Acknowledgement of Country

We pay our respects to the Traditional Custodians of Country throughout Australia, their Elders and ancestors, recognising their rich heritage and enduring connection to Country and acknowledging the ongoing sovereignty of all Aboriginal and Torres Strait Islander Nations.

We recognise the profound connection to land, waters, sky and community of the First Nations peoples, with continuing cultures that are among the oldest in human history. We recognise that they are skilled land shapers and place makers, with a deep and rich knowledge of this land which they have cared for, protected and balanced for millennia.

**Our Country, 2022**

88 x 119 cm Acrylic on canvas

Original artwork by

Alfred Carter

Gunaikurnai

# Quality Assurance

**Neighbourhood Character Review**  
Frankston Housing Strategy

**Prepared for**  
Frankston City Council

**Project Number**  
322.0423.00.RP01

## Revisions

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Issue	Date	Description	Prepared By	Reviewed By	Project Principal
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# Contents

<b>1</b>	<b>Introduction</b>	<b>07</b>
1.1	Project Overview	07
1.2	Purpose of this Report	08
1.3	Study Area	09
1.4	Metropolitan Context	10
1.5	Municipal Profile	12
<b>2</b>	<b>Strategic Context and Statutory Framework</b>	<b>16</b>
2.1	Frankston Planning Scheme	16
2.2	Strategic Documents	21
2.3	VCAT Cases	30
<b>3</b>	<b>Neighbourhood Character</b>	<b>34</b>
3.1	Neighbourhood Character in Practice	34
3.2	What is Neighbourhood Character?	35
3.3	Neighbourhood Character Methodology	37
<b>4</b>	<b>Desktop Analysis</b>	<b>39</b>
4.1	Elevation	40
4.2	Vegetation Coverage	41
4.3	Heat Vulnerability Index	42
4.4	Construction Year	43
4.5	Lot Size	44
4.6	Median Front Setbacks	45
4.7	Median Total Side Setbacks	46
4.8	Building Height	47
4.9	Median Lot Width	48

4.10	Median Site Coverage	49
4.11	Cul-de-sac Locations	50
4.12	Ecological Vegetation Classes	51
<b>5</b>	<b>Revised Neighbourhood Character Areas</b>	<b>53</b>
5.1	Overview	53
5.2	Bush Coastal 1	55
5.3	Bush Coastal 2	61
5.4	Foreshore 1	67
5.5	Foreshore 2	73
5.6	Foreshore 3	79
5.7	Garden Court 1	85
5.8	Garden Suburban 1	92
5.9	Garden Suburban 2	98
5.10	Contemporary Garden 1	105
5.11	Rural Living 1	111
5.12	Considerations for Implementation	116
Appendix A	Policy Context	119
Appendix B	VCAT Analysis	132
Appendix C	Key Character Elements & Neighbourhood Character Area Maps	137

# 1

## Introduction

# 1 Introduction

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## 1.1 Project Overview

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The Frankston Housing Strategy will seek to encourage and facilitate residential development to accommodate an expected increase in future residents, and to provide for the needs of existing residents.

The Strategy will focus on providing for dwellings that are close to public transport, employment and services, contribute to residential amenity and enhance the neighbourhood character of the area.

The background stage of this project includes the preparation of:

- Housing Capacity, Supply and Demand Assessment (prepared by Urban Enterprise)
- Neighbourhood Character Review (prepared by Tract)

Following the completion of the Housing Strategy background analysis and neighbourhood character review, a Housing Strategy and Residential Development Framework (RDF) will be prepared.

The Housing Strategy and RDF will be a holistic plan for housing change over a 15 year period that balances the outputs of both the housing strategy background analysis and neighbourhood character review.



## 1.2 Purpose of this Report

This Neighbourhood Character Review is a background report that along with the Housing Capacity, Supply and Demand Analysis, will inform the future Housing Strategy.

This Neighbourhood Character Review seeks to:

- Review existing planning context including strategic documents and Victorian Civil and Administrative Tribunal (VCAT) cases
- Review existing neighbourhood character areas (first established in 2002), with a focus on identifying trends and patterns development
- Undertake detailed desktop analysis at a municipal level, to identify and document the key attributes that contribute to the Neighbourhood Character of Frankston.

- Establish revised neighbourhood character area boundaries, supported by key attributes identified through GIS mapping.
- Undertake site-surveys to ground truth the desktop analysis, and to photograph and document residential streets in Frankston City.
- Prepare of revised neighbourhood character areas and Precinct Profiles, including existing character descriptions, photos, detailed attributes, key threats to character.
- Analyse gaps in existing planning controls with respect to the revised neighbourhood character areas, as well as discussion relating to potential implementation strategies to be considered as part of the future Housing Strategy.

Updating Frankston’s neighbourhood character areas in line with contemporary practice will ensure a robust housing strategy with a clear vision for housing change and character protection.





### 1.3 Study Area

Frankston City is located on the eastern shores of Port Phillip Bay, positioned within metropolitan Melbourne and approximately 40 kilometres south of the Melbourne CBD. The municipality comprises the following suburbs:

- Frankston
- Frankston South
- Frankston North
- Seaford
- Carrum Downs
- Langwarrin
- Langwarrin South
- Sandhurst
- Skye

The study area consists of land in the municipality that is within the Urban Growth Boundary and zoned for residential uses, including the Low Density Residential Zone (LDRZ), Mixed Use Zone (MUZ), Residential Growth Zone (RGZ) and General Residential Zone (GRZ).

Residential land uses located within the existing Comprehensive Development Zone (CDZ) have also been included within the study area. This does not include the entire area of land zoned CDZ.

While not typically included within a Neighbourhood Character Study, the residential component of the CDZ is reflective of much of Frankston City's residential areas and as a result, will be need to be considered as part of the eventual Housing Strategy.

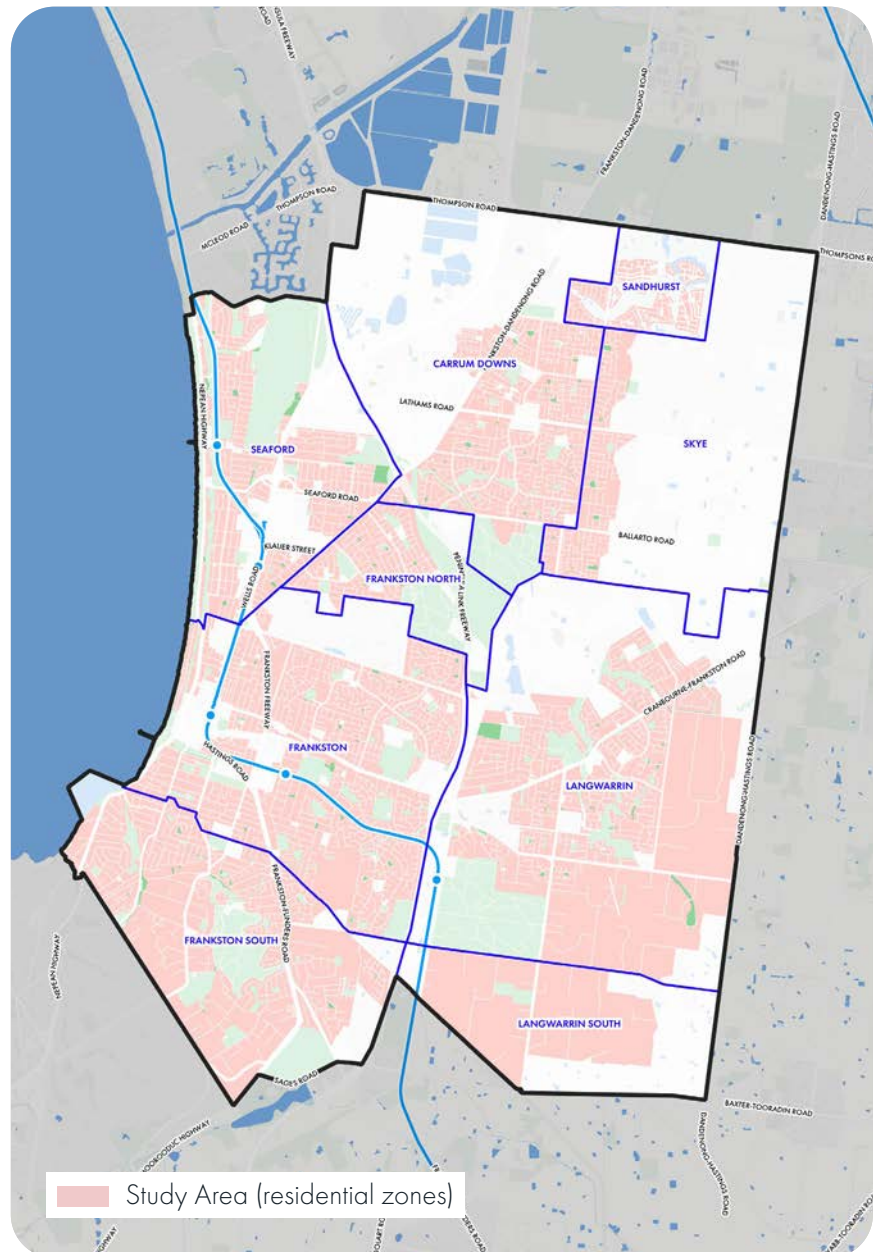


Figure 1. Study Area

## 1.4 Metropolitan Context

The Frankston municipality covers an area of about 131 square kilometres from the Seaford - Edithvale Wetlands in the north, to Frankston South in the South, the Western Port Highway in the east and the Port Phillip Bay foreshore and coastline to the west. Frankston City is bounded by the City of Kingston and the City of Greater Dandenong in the north, the City of Casey in the east and Mornington Peninsula Shire in the south. Frankston City is a predominantly residential area, with some rural-residential, industrial, commercial and rural areas.

Frankston City is largely characterised by its 11 kilometres of coastline and foreshore environments that has historically influenced development and settlement trends. The Frankston foreshore reserve is significant both for its Aboriginal cultural history, geological and geomorphological features and its biodiversity values. The reserve (Frankston, Seaford and Frankston South foreshores) includes 54 ha of remnant indigenous vegetation, making it one of the largest natural reserves within Frankston City. The foreshore environment has multiple public facilities, walking and cycling paths, playgrounds and supportive infrastructure to accommodate the Frankston City community as well as those from surrounding

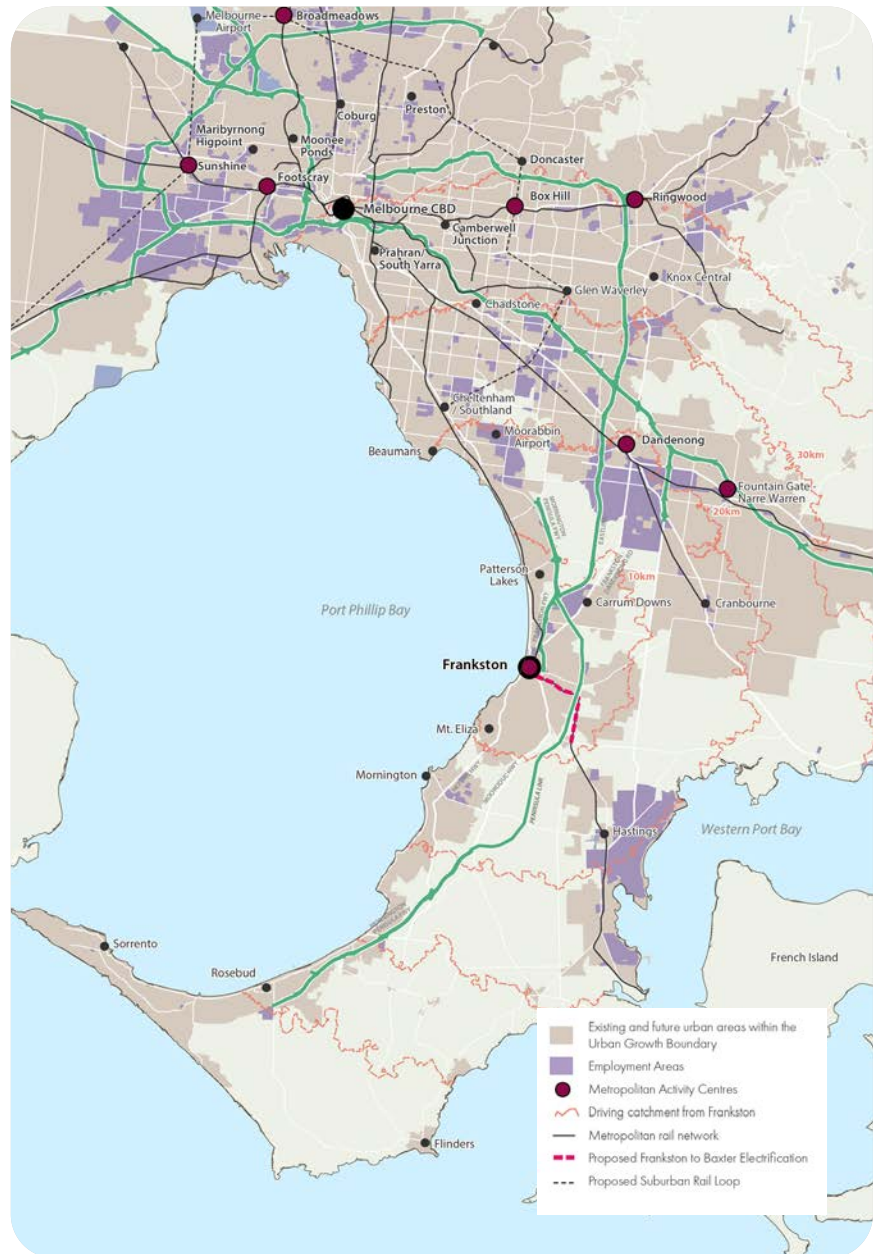


Figure 2. Metropolitan Context

municipalities. The major natural environments present within Frankston City are woodlands and forests, heaths and scrubs and wetlands. Frankston City's major natural features are the coastal foreshore and beaches, Sweetwater Creek, Kananook Creek and Boggy Creek, Frankston nature conservation reserve, Seaford - Edithvale Wetlands and Langwarrin Flora and Fauna Reserve.

The Frankston Metropolitan Activity Centre (FMAC) located in Central Frankston functions as the major regional retail and commercial centre, servicing outer southern Melbourne and the Mornington Peninsula. The FMAC is one of the largest retail centres outside the Melbourne CBD and is unique due to its bayside location and lifestyle opportunities. The primary focus of the FMAC is on retail with restaurant,

cafe and entertainment uses emerging as well as a smaller mix of secondary retail, civic and education uses as well as service business and offices. This retail sector focus is a strong industry for local employment and economic development. In its role as a major regional centre, the FMAC will provide business, employment, education, health care and higher density housing and will accommodate significant population growth.

Frankston is well serviced by road infrastructure with EastLink, the Frankston Freeway, Moorooduc Highway, Peninsula Link and the Nepean Highway connecting the municipality to metropolitan Melbourne and the Mornington Peninsula. Rail and bus networks provide connections to surrounding suburbs, the Melbourne CBD and beyond.



## 1.5 Municipal Profile

### Population

The Census usual resident population of Frankston City in 2021 was 141,000, living in approximately 59,000 dwellings with an average household size of 2.5. The population increased by 5,138 people between 2016 and 2021 (3.8%).

The Frankston City population forecast for 2041 is 163,610 with an 11.2% increase from the 2022 estimate. The largest changes in the age structure in this area between 2016 and 2021 were in the following age groups:

- Seniors (70 to 84) (+2,144 people)
- Parents and homebuilders (35 to 49) (+1,031 people)
- Tertiary education and independence (18 to 24) (-985 people)
- Empty nesters and retirees (60 to 69) (+912 people)

Area	Population	Total Dwellings	Household Size
Carrum Downs	21,976	9,014	2.5
Frankston Central	10,999	6,023	1.95
Frankston Heights	12,699	5,452	2.4
Frankston North	5,711	2,598	2.3
Frankston South	18,801	7,395	2.59
Karingal	13,631	6,046	2.32
Langwarrin	23,588	9,085	2.64
Langwarrin South	1,346	429	3.26
Sandhurst	5,211	1,820	2.95
Seaford	17,215	8,189	2.24
Skye	8,088	2,850	2.9

Source: Australian Bureau of Statistics, Census of Population and Housing 2016 and 2021

There was a higher proportion of people in the younger age groups (0 to 17 years) as well as a higher proportion of people in the older age groups (60+ years) in Frankston City compared to the Greater Melbourne average in 2021. 22.0% of the Frankston population was aged between 0 and 17, and 22.5% were aged 60 years and over, compared with 21.5% and 20.2% respectively for Greater Melbourne.

The largest service age group (reflecting typical life-stages) within Frankston Central in 2021 was the parents and homebuilders (35 to 49) making up 21% of the population. The young workforce (25 to 34) were the second largest service age group making up 13.7% of the population followed by older workers and pre-retirees (50 to 59) comprising 13.0% of the population. These findings are reflective of the trends for the Greater Melbourne average.

### Diversity

The three largest ancestries within Frankston Central in 2021 were English (40.4%), Australian (35.5%) and Irish (10.8%). Each of these proportions is substantially higher than the Greater Melbourne average.

### Employment

Health Care and Social Assistance made up the largest industry sector of employment for people living within Frankston City in 2021 comprising of 15% of the total workforce. Construction is the second largest industry with 13.8% and Retail Trade is the third largest at 10.4%. In combination, these three industries employed 26,924 people in total or 39.3% of the total employed resident population. In comparison, Greater Melbourne employed 13.5% in Health Care and Social Assistance; 9.3% in Construction; and 9.4% in Retail Trade.

### Household Composition

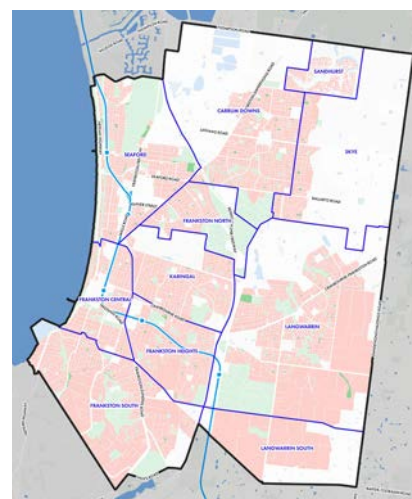
In 2021, the largest household type was couples with children at 29% followed by lone person households at 26.5% and couples without children at 22.8% and sole parent families at 13.4%. Compared to Greater Melbourne, Frankston City features a higher percentage of One parent families and lone person households.

### Dwelling Typologies

In terms of dwelling structure, the majority of dwellings are low density (single detached houses), comprising of 78.4% of total private dwellings. This is significantly higher than the Greater Melbourne average at 65.1%. Medium density housing (semi-detached dwellings like townhouses and 2 storey apartments) is the second largest dwelling type with 20%. High density dwellings (apartments in buildings of three or more storeys) made up only 0.8% of total private dwellings which is significantly lower than the Greater Melbourne average at 12.8%.

The prevalence of low density development continues to be strong in Frankston City with the largest percentage of change in dwelling types between 2016 and 2021 observed in increases to the detached house category. Frankston Central, Seaford have the largest share of medium-high density dwellings within the municipality while Carrum Downs, Frankston Heights and Langwarrin have the next largest share.

Area	Dwelling Type (% of total private dwellings and number of dwellings)		
	Detached House	Medium Density*	High Density**
Frankston City (whole municipality)	78.4% 46088	20% 11724	0.8% 444
Carrum Downs	78.1% 7038	20.5% 1850	0.2% 18
Frankston Central	48.3% 2886	45.8% 2737	5.0% 296
Frankston Heights	80.3% 4343	19.6% 1061	0
Frankston North	92% 2386	7.7% 200	0
Frankston South	85% 6281	14.5% 1070	0
Karingal	86.8% 5224	13.1% 789	0
Langwarrin	81.8% 7429	20% 1444	0
Langwarrin South	99.1% 418	0.9% 4	0
Sandhurst	90.5% 1650	9.5% 173	0
Seaford	72.3% 5913	25.3% 2067	1.5% 125
Skye	88.5% 2535	11.3% 324	0



\*Small Area boundaries as per table opposite.

Source: Australian Bureau of Statistics, Census of Population and Housing 2016 and 2021

\*Medium Density: semi-detached dwellings and townhouses, up to two storeys

\*\*High Density: apartments in buildings of three or more storeys

# 2

## Strategic Context and Statutory Framework

## 2 Strategic Context and Statutory Framework

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This section provides an overview of the strategic context and statutory framework that relates to neighbourhood character in Frankston.

It includes a review of:

- Relevant provisions of the Frankston Planning Scheme
- Strategic documents at state, regional and local level that inform the current strategic context and direction for Frankston
- Decisions from the Victorian Civil and Administrative Tribunal (VCAT) that relate to neighbourhood character in Frankston

### 2.1 Frankston Planning Scheme

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#### 2.1.1 Planning Policy Framework and Municipal Planning Strategy

The Planning Policy Framework (PPF) and Municipal Planning Strategy (MPS) contained in the Frankston Planning Scheme detail the overarching strategic and detailed policy directions for land use and development in Frankston at the state, regional and local level.

The MPS identifies that Frankston is expected to undergo modest population growth that will need to be accommodated. It seeks to direct

housing growth to established areas, particularly those that are well-served by public transport, and located close to shops, employment and other services. It also directs that any development needs to respond to the built form and natural elements that make up Frankston's character. Emphasis is placed on retaining and respecting Frankston's landscape character and natural features.

The PPF at the state and regional level looks to accommodate increased housing in established areas (particularly in Metropolitan Melbourne) while protecting the environment and natural assets and features. This includes significant landscapes, coastal environs and areas of biodiversity. It also seeks to protect neighbourhood character, cultural identity and sense of place. It further directs that development should respect existing neighbourhood character or contribute to a preferred neighbourhood character.

Local policy in the PPF further supports these higher level policy directions through Clause 15.01-1L 02 (Urban Design) that seeks to support the retention of existing canopy trees and encourage the provision of new trees and at Clause 15.01-5L (Frankston Preferred Neighbourhood Character) providing detailed strategies for residential development based on the previous work undertaken by Planisphere and John Curtis Pty Ltd in 2002.



## 2.1.2 Zones

Residential land in Frankston is zoned as follows:

### General Residential Zone (GRZ, also shown as R1Z)

This Zone seeks to encourage a diversity of housing types and moderate housing growth particularly in locations offering good access to services and transport that respects the neighbourhood character of the area. Schedule 3 to Clause 32.08, which applies to the Seaford coastal strip, specifies that a building used as a dwelling or residential building must not exceed a height of 12 metres and 3 storeys.

The majority of residential land in Frankston is in the General Residential Zone.

### Low Density Residential Zone (LDRZ)

This Zone aims to provide for low-density residential development on lots that, in the absence of reticulated sewerage, are of a sufficient size to retain and treat all wastewater. The Zone allows for smaller lots where reticulated sewerage is connected.

This Zone is applied to un-serviced or minimally serviced areas inside the Urban Growth Boundary principally in Langwarrin.

### Residential Growth Zone (RGZ)

This Zone aims to provide housing

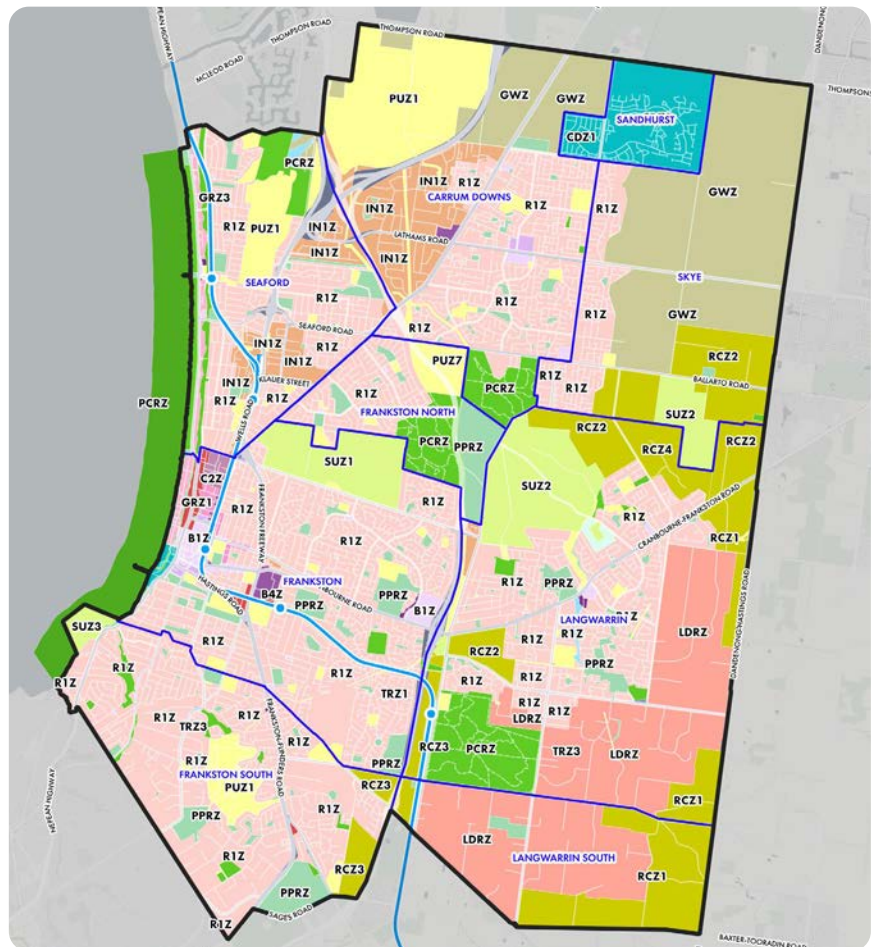


Figure 3. Zone Map

at increased densities in buildings up to four storeys. The Zone seeks to encourage a diversity of housing types in locations offering good access to services and transport including Activity Centres and Town Centres.

Currently the RGZ is applied to areas surrounding and within the Frankston Metropolitan Activity Centre (FMAC)

### Mixed Use Zone (MUZ)

This Zone aims to provide for a range of residential, commercial, industrial and other uses that complement the mixed use function of the locality. The Zone intends to provide for housing at higher densities that respond to the existing or preferred neighbourhood character of the area.

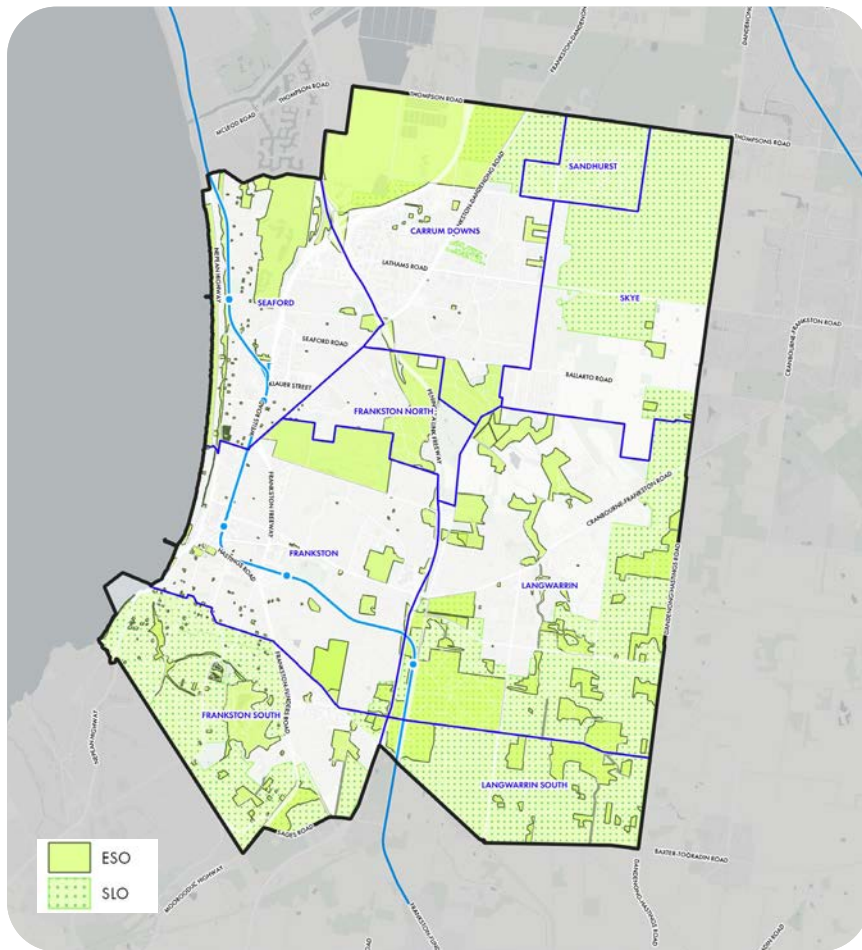


Figure 4. Overlay Plan - Environment and Landscape

The MUZ is applied to select areas of Frankston surrounding the FMAC.

### 2.1.3 Overlays

Overlays in Frankston that affect residential land relate mainly to the protection of landscape significance, built form and heritage and the mitigation of natural hazards.

The Environmental Significance Overlay (ESO) applies where the development of land may be affected by environmental constraints and aims to ensure that development is compatible with identified environmental values.

Three schedules to the ESO are applied throughout Frankston principally to:

- protect native vegetation and fauna habitat
- create a buffer area for the Eastern Treatment Plant
- protect significant trees and areas of vegetation.

The Significant Landscape Overlay (SLO) applies to land that has been identified as a significant landscape, to conserve and enhance the character of that landscape. Six schedules of the SLO are applied throughout Frankston to the:

- Langwarrin Hinterland
- Carrum Downs, Sandhurst and Skye Hinterland
- Frankston South
- Frankston South – Sweetwater Creek Environs

- Former G.K. Tucker Brotherhood of St. Laurence Settlement
- Frankston South – Sweetwater Creek Fringe Area

The Design and Development Overlay (DDO) applies throughout Frankston principally in the FMAC, along the coast and in Frankston South. Thirteen schedules to the DDO are applied each with design objectives, permit requirements, decision guidelines and some that also include height and subdivision requirements and application requirements. The schedules relate to areas such as Frankston South, Olivers Hill, Langwarrin, the Seaford coastal strip and the Sweetwater Creek environs.

The Development Plan Overlay (DPO) identifies areas that require the form and conditions of future use and development to be shown on a development plan before a permit can be granted to use or develop the land.

The Heritage Overlay (HO) aims to conserve and enhance elements that contribute to the significance of heritage places and ensure that development does not adversely affect the significance of heritage places. The HO applies to places of heritage significance throughout Frankston.

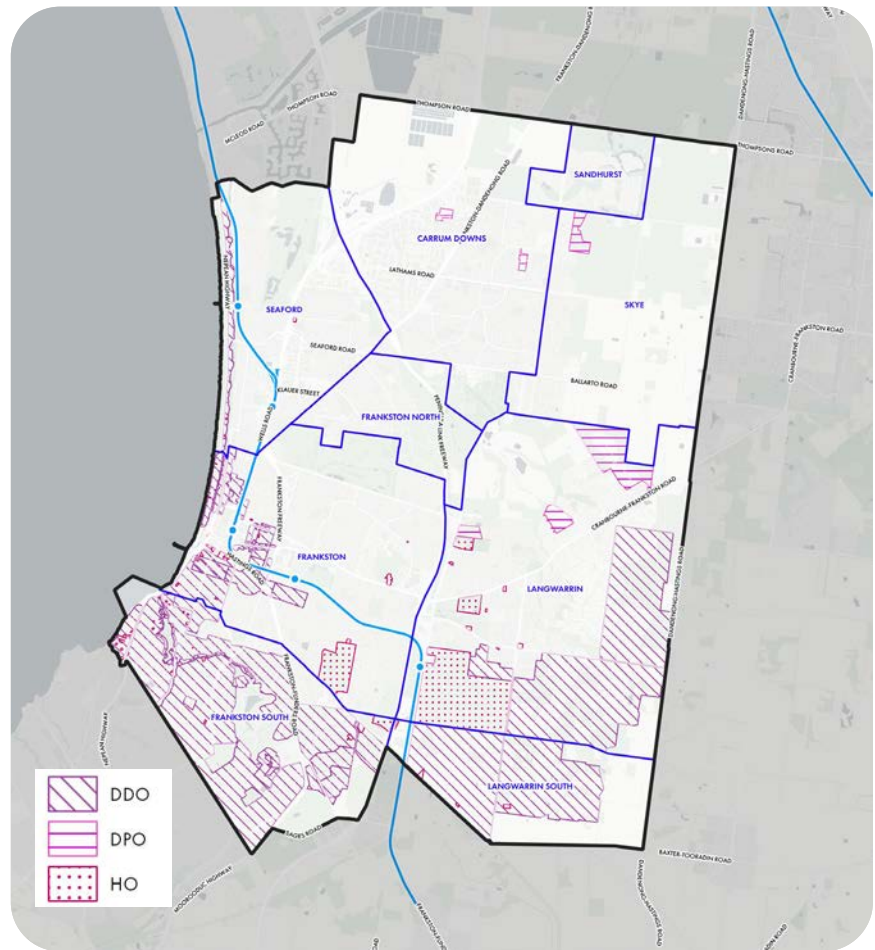


Figure 5. Overlay Plan - Heritage and Built Form

Land is also affected by the Erosion Management Overlay (EMO) and Bushfire Management Overlay (BMO).

The EMO aims to protect areas prone to erosion, landslip, other land degradation or coastal processes ensuring development does not further contribute to land disturbance or erosion. Three schedules apply to a small areas along the coast stretching from Frankston to Frankston South focussing on Olivers Hill, Sweetwater Creek and the Cliff Road area.

The BMO aims to ensure development is only permitted where the risk to life and property from bushfire can be reduced to an acceptable level and strengthens community resilience to bushfire. The BMO applies to a significant portion of Frankston mainly in the rural areas and around major reserves and other natural features.

The Environmental Audit Overlay (EAO) seeks to ensure that potentially contaminated land is suitable for a use which could be significantly adversely affected by contamination.

The Special Building Overlay (SBO) seeks to identify land in urban areas liable to inundation by overland flows and to ensure that development maintains the free passage of water and minimises risk to life and property.

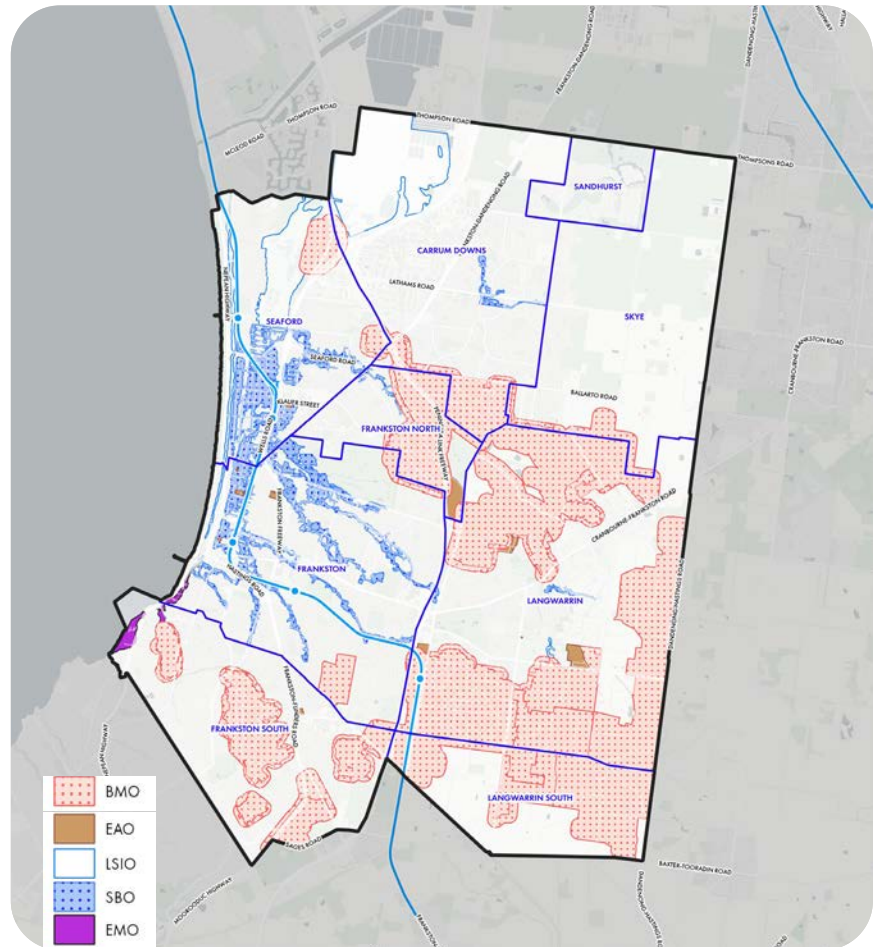


Figure 6. Overlay Plan - Land Management

The Land Subject to Inundation Overlay LSIO seeks to identify flood prone land in a riverine or coastal area affected by the 1 in 100 year flood or any other area determined by the floodplain management authority.

## 2.2 Strategic Documents

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This sections outline the key strategic planning documents that guide Council’s decision making and planning for the future. The Neighbourhood Character Background Report and subsequent Housing Strategy will consider these documents to ensure alignment with the overarching vision of Frankston City.

### 2.2.1 Guiding Documents



#### Plan Melbourne 2017-2050

Plan Melbourne 2017-2050 is the strategic planning strategy for metropolitan Melbourne. The plan outlines an overarching vision for the city and seeks to appropriately manage growth to the year 2050. Key considerations of the plan include walkable neighbourhoods, long term land use, infrastructure and transport planning across the metropolitan area, as well as improving local areas and protecting biodiversity and natural assets.



#### Community Vision 2040 (FCC, 2021)

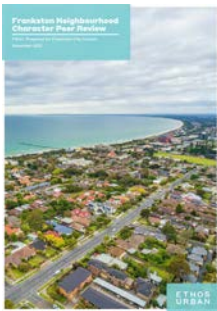
The Frankston Community Vision was informed through a community engagement process which envisioned Frankston City 2040 as “the place on the bay to learn, live, work and play in a vibrant, safe and culturally inclusive community. [Frankston] City is clean, green and environmentally responsible”. The Community Vision identifies 6 themes describing what the community wants the municipality to look and feel like in the future for the people that live, work, study and visit Frankston City.



#### 2021 Council Plan and Budget (FCC, 2021)

The Council Plan has been developed to improve outcomes relating to the six key themes of the community vision. The relevant themes are ‘sustainable environment’ and ‘well planned and liveable city’. The council describes the theme ‘sustainable environment’ as “Enhanced sustainability through bold action and leadership on climate change and the protection and enhancement of Frankston City’s natural and built environments”. The Council describes the theme ‘well planned and liveable city’ as “Enhanced liveability through access to, and revitalisation of, Frankston City’s places and spaces”.

## 2.2.2 Neighbourhood Character and Housing



### Frankston Neighbourhood Character Peer Review (Ethos Urban, 2021)

This review was undertaken in response to Frankston City Council's in-house Neighbourhood Character Study that was prepared in 2019. The review focused predominantly on the methodology and findings of the Neighbourhood Character Study and sought to identify any gaps in analysis with respect to character precinct boundaries, preferred character statements, design guidelines and compliance with relevant Planning Practice Notes.

Key findings of the peer review of relevance to this study include:

- The structure of the report should more closely align with the expectations that the Department of Environment, Land, Water and Planning (now Department of Transport and Planning) would have for a Neighbourhood Character Strategy.
- Key risks to Neighbourhood Character, specific to the coastal suburban setting of the municipality should be identified.
- Revised methodology including the removal of land that is not residentially zoned, and to include better focus on providing Neighbourhood Character attributes, descriptions, mapping, preferred character and design guidelines that align with the requirements of the relevant Planning Practice Notes.
- Community consultation should be undertaken, and the results used to inform the findings of the Neighbourhood Character Study
- The Landscape Character Units/neighbourhood character areas proposed by the study should be reviewed to ensure a better correlation between Neighbourhood Character attributes, design responses and planning controls. Specifically, a clearer link between the assessment of Landscape Character and the preparation of Preferred Neighbourhood Character statements should be provided.

The findings of the review will be considered as part of this study. It will be particularly important that the Neighbourhood Character Background Report and subsequent Housing Strategy closely align with Planning Practice Notes 90 and 91.



### Landscape Plan Preparation Guidelines (FCC, 2020)

The Landscape Plan Preparation Guidelines seeks to clarify Council’s expectations for landscaping in residential, commercial, and industrial developments. The guidelines provide direction for developing functional and practical landscape responses and seeks to ensure that landscaping integrated with local character.

A Landscape Character Map and Ecological Vegetation Class Map was prepared as part of the guidelines, which provide valuable information as to the types of vegetation expected to be included as part of new developments. Alongside this, guidelines are provided for each Landscape Character Area that relate to the provision of canopy trees and deep soil, retention of existing vegetation, setbacks, screening and fencing, among other things.

The Landscape Plan Preparation Guidelines provide a high level of detail relating specifically to landscape character and vegetation. This level of detail is more in depth than what would typically include within a Neighbourhood Character Study, given that its purpose is to synthesise a variety of interrelated attributes. As such, these guidelines will be considered as part of future character work, however, it should remain as a standalone, complementary strategy to be read alongside the Neighbourhood Character Study.

### Frankston Neighbourhood Character Study (FCC,2019)



The Frankston Neighbourhood Character Study 2019 sought to review the findings of the previous study which was undertaken in 2002. This study seeks to recast the original neighbourhood character areas as Landscape Character Units, which feature a heavy focus on attributes such as geology, ecological vegetation class and topography.

This study, along with the peer review undertaken by Ethos Urban in 2021 will be considered as part of this project. For a summary of these recommendations, refer to commentary on the peer review above.

### FRANKSTON HOUSING STRATEGY 2018



Frankston City Council

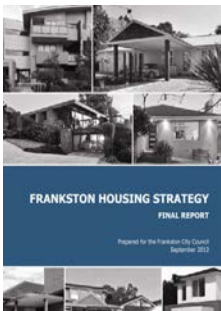
### Frankston Housing Strategy 2018 (FCC, 2018)

The Frankston Housing Strategy was prepared in order to support the housing objectives of the Frankston Planning Scheme, specifically by addressing the need for new housing within the municipality. The strategy outlines key initiatives and objectives that will provide for a range of housing types while protecting and enhancing the quality of residential amenity and neighbourhood character.

The strategy outlines several Housing Change Areas including the Activity Structure Plan Area, Substantial Change Area, Incremental Change Area and Limited Change Area. Each provides for varying levels of population growth and density based on existing levels of amenity.

A number of gaps exist within this Strategy, largely due to the fact that it was prepared prior to Department of Environment, Land, Water and Planning (Now Department of Transport and Planning) issuing the updated Planning Practice Notes that should be used to guide this type of strategic work. Key gaps that will need to be addressed by the revised Frankston Housing Strategy include:

- Preparation of a residential supply and demand assessment
- Assessment of specific amenity criteria (e.g. access to public transport, employment, community services) to inform the delineation of Housing Change Areas
- Consideration of a revised Neighbourhood Character Study to inform Housing Change Areas, particularly where special character may warrant a reduced level of housing change.



### Frankston Housing Strategy 2013 (Planisphere, 2013)

The 2013 Housing Strategy sought to provide a framework to guide housing growth and change in the municipality. Key components of this strategy included a review of housing demand, supply and capacity, preferred areas for increased densification and housing affordability.

This Strategy forms the basis for the 2018 Strategy prepared by the City of Frankston and both documents share many similarities. For full discussion of key considerations for the future Frankston Housing Strategy, refer to the commentary above (Housing Strategy 2018).





### Frankston Neighbourhood Character Study (Planisphere, 2002)

The Frankston Neighbourhood Character Study was undertaken to identify the key characteristics and distinguishing features of the neighbourhoods of the City of Frankston. The study established a strategic framework that sought to enable change within these neighbourhoods while still respected the identified attributes of the area.

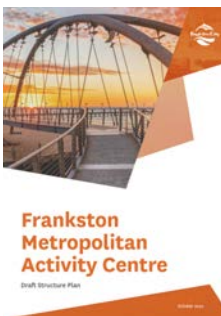
Following a street-by-street survey of Frankston's residential streets, Neighbourhood Character Types were identified, each comprising sub-precincts that reflected the nuances of character at a more granular level. These broad Neighbourhood Character Types were:

- Garden Suburban
- Garden Suburban Beach
- Urban Beach
- Garden Court
- Bush Garden
- Foreshore Edge
- Coastal Bush
- Rural Bush
- Rural Contemporary Villa

Character descriptions, preferred character statements and design guidelines were prepared for each of the above character types (and for their sub-precincts). Aspects of the descriptions, statements and guidelines were translated into local policy and currently sit under Clause 15.01-5L Frankston preferred neighbourhood character. It is noted that Neighbourhood Character objectives or design guidelines are not currently implemented into Frankston's residential zone schedules as is current practice.

This work is considered to be more closely aligned to the Planning Practice Notes than the recent 2018 document. Therefore, the study will be used as a starting point to inform this review of Neighbourhood Character in Frankston.

### 2.2.3 Activity Centres



#### FMAC Structure Plan Draft (Tract, 2022)

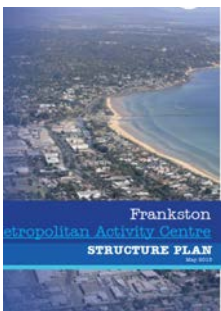
Over the next 20 years the Frankston Metropolitan Activity Centre (FMAC) will need to cater to a substantial increase in employment uses, retail and housing. The Draft Structure Plan sets out a framework to guide development within the FMAC providing clear direction on land uses, housing, built form, employment, streetscapes and open space, and movement and transport.

Key elements of the structure plan include the vision and strategic response for the Activity Centre. Key components of the strategic response include

- Activities and land use: strengthening employment, service and retail role.
- Built form and design: strengthening the beachside character and contribute to engaging and attractive streets.
- Public realm: activating and upgrading streetscapes and open spaces to be inclusive and sustainable, and creating new plazas and parks in the heart of the city.
- Movement and transport: Creating safe and convenient pedestrian and cycle links to public transport and other key destinations.

While the FMAC sits outside of the study area of this Housing Strategy, it will be important to consider centre's capacity for accommodating residential growth when determining appropriate housing change areas for Frankston's residential areas.

It is noted that some residential land that was previously part of the FMAC are now being removed from the centre and will therefore form part of our considerations.



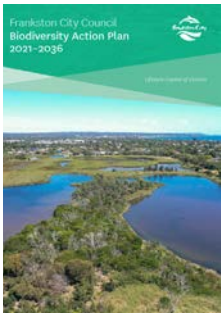
#### FMAC Structure Plan 2015 (MPA, 2015)

The Frankston Metropolitan Activity Centre Structure Plan (2015) sets out the shared community vision for the centre, guiding development to the year 2031.

Key components of this vision include encouraging business growth, attracting residents to the city centre, and celebrating the foreshore setting, among other things.

While the Structure Plan includes a number of recommendations that are of relevance to this project, these will be superseded by the directions of the draft FMAC Structure Plan, which have been outlined above.

## 2.2.4 Environment



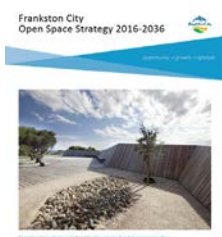
### Biodiversity Action Plan (FCC, 2021)

The Biodiversity Action Plan aims to help Council address key issues for biodiversity, enable potential opportunities to be realised, and guide Frankston City to its vision of becoming the Lifestyle Capital of Victoria. An importance is placed on increasing Planning Scheme protection of biodiversity assets such as native vegetation, waterways and wetlands and canopy trees to balance the need for increased housing with the need to protect and enhance biodiversity, and improve habitat connectivity. A focus on protecting and enhancing the biodiversity within Frankston City should inform housing and neighbourhood character strategies.



### Frankston City Council Urban Forest Action Plan 2020-2040 (FCC, 2020)

The Urban Forest Action Plan is a 20 year plan applying to the urban forest of Frankston City aiming to transform the urban forest into a highly valued, well-resourced, thriving asset that realises its great potential to contribute to the city. Key priority areas for greening and tree planting are within Carrum Downs and Seaford where canopy cover is low at 0-10%. Other areas the council has highlighted a need for increased canopy cover are areas of high pedestrian activity (places leading to facilities and services such as public transport stops or stations, schools, playgrounds, activity centres and commercial zones and parks), areas where there is a high urban heat rating (highly urbanised areas such as Carrum Downs), flood prone areas and biodiversity corridors).



### Frankston City Council Open Space Strategy 2016-2036 (FCC, 2016)

The Open Space Strategy aims to provide the strategic vision and framework for key decisions and the allocation of resources relating to open space planning for Frankston City. The Open Space Strategy considers; population and dwelling forecasts, changing housing trends for increased density, less private open space and smaller household sizes, and considers their impact upon the existing use and development of land within each neighbourhood. The strategy takes into consideration the substantial residential change anticipated within the municipality (high growth areas and varied densities of infill development) and the consequential increase in demand for public open space and intensification of usage of existing public open space. The strategy outlines the implementation plan for open space contributions based upon the expected growth rate of the area. The strategy also outlines actions where masterplans for specific public open spaces will be reviewed, updated and implemented to meet increased demand due to forecast housing change, increased levels of development and population increases which will inform the housing strategy.



### Frankston City Council Climate Change Strategy 2023-2030 (Draft 2022-)

The Climate Change Strategy aims to guide Council and the Frankston City community towards net zero greenhouse gas emissions and prepare for the impacts of climate change over the next seven years. Key actions relevant to the housing strategy are:

- Advocate for increased standards and elevate Council's Environmentally Sustainable Design requirements for new developments and net zero carbon buildings through the planning scheme.
- Investigate, support and implement initiatives (such as bulk buys and rebates) to enable the community to make their homes and other buildings more energy efficient, switch to all electric appliances and systems, and install solar power.
- Investigate the feasibility of introducing rebates and other incentives for the community to install rainwater tanks and water efficiency measures in their homes and buildings.



### Frankston City Council Integrated Water Action Plan 2016-2026 (FCC, 2016)

The Integrated Water Action Plan aims to facilitate a strategic and practical approach towards improved integrated and sustainable water management. Key policy actions relevant to the housing strategy are:

- Develop enhanced planning controls to require integrated water management for all development within the municipality - including infill, industrial and commercial development.
- Create standard planning permit drainage conditions that are clear and specific.
- Continue to implement Council's obligations in the Kananook Creek Corridor Management Plan.
- Finalise Council's Coastal Management Plan to identify integrated water management priorities for the foreshore and coastal areas within Frankston City.
- Develop and implement Council's Domestic Wastewater Management Plan to better manage wastewater and protect public health and the environment.

## 2.2.5 Transport



### Frankston Integrated Transport Strategy (Draft 2022)

The Integrated Transport Strategy aims to guide transport planning and decision making over the next 20 years, aligning transport investment and policy decisions with the aspirations the community hold for Frankston's future. The key action relevant to the housing strategy is to implement the 20-minute neighbourhood principle. This will focus on improving access to and services within activity centres as well as prioritising affordable housing options within close proximity to existing activity centres in established areas. The implementation of the 20-minute neighbourhood actions listed above will inform changes in transport accessibility, activity centres and future development.

## 2.3 VCAT Cases

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### 2.5.1 Key Issues

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Analysis of a selection of VCAT cases within the municipality has been undertaken, with a focus on decisions where neighbourhood character was a key factor. A full summary of the decisions reviewed can be found in Appendix A, including details on the case name, proposal, planning controls applicable, Council and VCAT decisions, and any other key details about the decision.

In a significant number of VCAT cases, consideration of Clause 15.01-5L Frankston preferred neighbourhood character and the Frankston Neighbourhood Character Study and Precinct Brochures (background document) often sat alongside assessments of other planning controls which also sought neighbourhood character outcomes.

This included the Significant Landscape Overlay and Design and Development Overlay. Given the geographical conditions of the municipality (with various areas being located within proximity to the coast, waterways or in 'bush suburban' settings), these controls apply to a significant area of residential land and include additional built form or vegetation requirements that influence

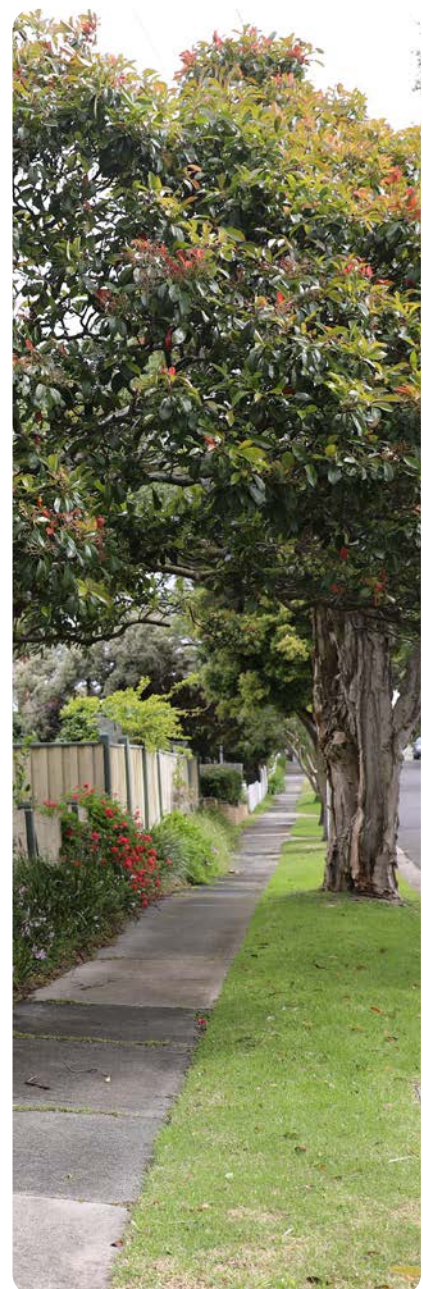
neighbourhood character (such as requirements relating to setbacks, building heights, site cover, fence heights, permeability, materials and finishes and the like). Often, assessments of neighbourhood character factored in the objectives and standards of these controls.

This is important to note as whilst the existing and preferred character statements influence planning permit applications, often it was these other controls that had more of an impact on the final decision made.

Other key 'themes' and 'issues' that emerged from a review of the VCAT Decisions are outlined below.

#### Implementation

- Neighbourhood Character controls often do not have 'numerical' requirements, but rather, include requirements to 'avoid boundary to boundary developments', 'provide setbacks to at least one side setback', 'provide canopy tree planting' or 'provide a Landscape Plan with planning applications. In some of the VCAT cases, the 'numerical' details were debated; for example, whether a 1m setback to one side setback was sufficient for providing canopy





tree planting.

- It was also identified that Residential Zone Schedules did not utilise variations to the requirements of ResCode (Clause 54 & 55) to implement Neighbourhood Character objectives and design guidelines. Therefore, it often resulted in scenarios where (for instance) Council was seeking greater setbacks than envisioned by Standard B17 of ResCode, using overarching principles and requirements such as 'provide large setbacks for canopy trees'. This resulted in VCAT appeals, resulting in decisions that often affirmed the ResCode Standards rather than the Neighbourhood Character Guidelines.
- The age of the Neighbourhood Character Statements also led to these statements at times being dismissed by the Tribunal. This was often because the context of those areas has significantly changed since the character statements were created. In some instances, the Tribunal viewed the altered existing character as a significant factor in determining to approve a 'variation', however, in other instances, the Tribunal noted

that whilst this existing character was to be factored in, some of the existing 'variations' were what the statements were trying to avoid (and therefore cannot be used as justification for variations).

#### Landscaping

- Whether there was sufficient space around buildings to maintain the sense of 'openness' in the area.
- Whether space provided was sufficient to allow for significant canopy tree planting and landscaping to integrate into the 'landscaped character'.
- Many applications were not accompanied by a Landscape Plan, despite local planning policy encouraging the provision of such. The Tribunal has agreed that it is sufficient to deal with this via Condition in some of the decisions, which is a less than ideal outcome, particularly when the issue of what space can accommodate (in terms of Landscaping) is debated.

#### Bushfire Management

- In a smaller number of decisions, the Bushfire Management Overlay (BMO) also influenced the decisions made in relation



to character. This occurred in areas with 'Bush Suburban settings', where the Tribunal had to set aside some of these considerations to ensure that the protection of life, as per the requirements of the BMO.

#### Other Issues

- Other issues relating to Neighbourhood Character also included massing, materials, colours and front fence heights.
- The Tribunal often agreed with interpretations of valued characteristics of an area (such as areas being open and well landscaped, or having significant relationships with the coast, waterways or 'bush suburban' settings). Often, they did implement decisions recommended by the Council to vary some more detailed design items, such as lowering fence heights or altering materials and finishes to be more contextual.
- Some decisions related to commercial uses within residential areas. In these decisions, local planning policies (within the Local Planning Policy Framework) heavily influenced the final decision or outcomes. This policy, as well as any other controls (such as DDOs, SLOs,

etc) were more influential than the neighbourhood character policies, particularly given that the neighbourhood character policies have limited weight in decisions for commercial uses. The Tribunal in these decisions also often formed their own view as to the character of the surrounding area.

The themes identified throughout this section and how they relate to neighbourhood character are further explored in Section 4 of this report.



# 3

## Neighbourhood Character

## 3 Neighbourhood Character

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### 3.1 Neighbourhood Character in Practice

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In the time since Frankston City's previous Neighbourhood Character Studies and Housing Strategies have been prepared, the Department of Transport and Planning (DTP) have issued updated guidance to how this work should be undertaken.

The following is a summary of the key Planning Practice Notes that will inform the preparation of the Frankston Housing Strategy.

#### 3.1.1 Planning Practice Notes

### for Neighbourhood Character and Housing

#### Understanding Neighbourhood Character

Planning Practice Note 43: Understanding Neighbourhood Character includes guidance as to the definition, role and features of neighbourhood character.

This guidance clearly identifies what is outside of the scope of a neighbourhood character study. This includes amenity and heritage considerations, which while related to character, are dealt with through separate processes.

Consistent with PPN43, attributes considered to be important to the Neighbourhood Character in Frankston include:

- Patterns of development within the neighbourhood
- Built form and scale
- Architectural and roof styles
- Landscaping and vegetation in the public and private realms
- Topography
- Details of the street and footpaths

Planning Practice Note 43 will form the basis of this review of Neighbourhood Character in Frankston.

#### Planning for Housing

Planning Practice Note 90: Planning for Housing provides guidance as to how best to plan for anticipated

housing growth and balance this with existing neighbourhood character values. It recognises that housing change is an inevitable process, and that tensions are likely to arise between the objectives of housing change and neighbourhood character.

Importantly, it is noted that respecting character does not mean preventing change. In simple terms, respect for the character of a neighbourhood means that development should be designed in response to its context.

Planning Practice Note 90 will guide the development of the Housing Strategy in later stages of this project, to ensure that Frankston's housing needs can be met while ensuring that neighbourhood character values are enhanced.

#### Using the Residential Zones

Planning Practice Note 91: Using the Residential Zones provides guidance relating to the use of residential zones in implementing strategic work such as a Housing Strategy and Residential Development Framework.

Of key relevance to this project will be the requirement that housing change areas and neighbourhood character areas are to share boundaries and alignments. In practice, this should result in preferred character statements that feature tailored design guidelines responding to the objectives of both the Housing Strategy and Neighbourhood Character Strategy.

### 3.2 What is Neighbourhood Character?

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Neighbourhood Character refers to the visual characteristics of a residential area, consisting of key attributes from both the public and private realms. This means that valued attributes of houses, backyards, front gardens, and local streets are all considered to make a contribution to the neighbourhood character of an area.

Importantly, it is the combination of these valued attributes that define neighbourhood character. For example, a particular style of house, or a high level of tree coverage do not alone define the character of an area. Rather, it is the relationship between these two characteristics, as well as any other key attribute of the neighbourhood, that are considered to define the neighbourhood character of an area.

#### Do all Neighbourhoods have Character?

All residential neighbourhoods have a character.

Neighbourhood character is not a measure of value, nor is it intended to weigh the appeal of one residential area over another. The purpose of neighbourhood character is to document all relevant attributes of a residential area in order to ensure that future development either enhances or respects these attributes.

In some cases, a community may seek to improve or enhance the identified character of an area, for example, by increasing vegetation coverage or encouraging a greater diversity of architectural styles. In other cases, a high level of vegetation coverage may already exist, and a community may therefore seek to ensure that this attribute is respected by new development.

#### What Does Respecting Character Mean?

In order to respect existing neighbourhood character, new development should be designed to respond to the valued attributes of the area in which it is to be located. This may be achieved by designing a building to match the rhythm of an existing streetscape, by using materials that are prominent within the area, or by retaining and planting vegetation.

Importantly, respecting neighbourhood character does not mean preventing new development or limiting innovative architectural design, and it is not the role of a Neighbourhood Character Strategy alone to determine where new development does or does not occur within a neighbourhood.

#### Are Heritage and Amenity considered as part of Neighbourhood Character?

It is easy to think of heritage and amenity as being key components of a neighbourhood's character. However, there are distinct



differences between these concepts that require them to be considered as separate issues.

Heritage significance is recognised separately by criteria that is set by Commonwealth, State and Local agencies; underpinned by the principles and procedures of *The Burra Charter* (1999). As such, determining the heritage significance of a place or building is a separate process to that of neighbourhood character, particularly given that heritage does not always relate to age alone, and can include cultural or environmental significance. As such, separate planning controls including the Heritage Overlay are the most appropriate planning tools when it comes to preserving places of heritage significance.

Amenity is typically a measure of how well a building functions. Basic standards of amenity are expected of all developments, regardless of character and are already prescribed in the planning scheme. These include overlooking, solar access, overshadowing and provision of open space, among other things. In contrast, neighbourhood character seeks to determine key values of an area at a much larger scale. While amenity standards can often overlap with valued neighbourhood character attributes, the two concepts must be treated separately.



### 3.3 Neighbourhood Character Methodology

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Establishing the neighbourhood character areas for Frankston City is a process that is carried out across several stages. This methodology is outlined below.

#### 3.3.1 Desktop Analysis and Background Review

The first stage of the process involved the assessment of key neighbourhood character elements at the municipal level.

This was achieved by generating detailed maps for each character attribute from which spatial relationships between different attributes (e.g. lot coverage and vegetation coverage) could be identified, and high level groupings of locations with similar attributes could be made.

Key attributes that were analysed as part of this review include:

- Elevation
- Vegetation Coverage
- Heat Vulnerability Index
- Dwelling Construction Year
- Median Lot Size
- Median Front Setbacks
- Median Side Setbacks
- Building Height
- Lot Width
- Median Lot Coverage
- Cul-de-sac Locations

#### 3.3.2 Site Survey

Following the completion of desktop analysis and the identification of preliminary neighbourhood character areas, a series of site surveys were undertaken to ground-truth the findings of the desktop analysis.

This involved travelling to each of the preliminary character areas to determine whether the attributes identified through the desktop analysis were present on the ground and whether they made a significant contribution to the character of the area.

Photos were also taken within each preliminary character area to assist with the documentation and further refinement of the neighbourhood character areas.

#### 3.3.3 Mapping and preliminary character precinct profiles

After the completion of the site surveys, all information (including from the desktop analysis) was compiled and synthesised to determine the initial neighbourhood character areas for Frankston.

Key components of a precinct profile include:

- Existing character description
- Locational maps
- Site survey photos
- Attribute tables and distribution graphs
- Key threats to character
- Alignment of existing planning controls

These neighbourhood character areas and associated precinct profiles may be further refined after community consultation and through the preparation of the Housing Strategy.

# 4

## Desktop Analysis

## 4 Desktop Analysis

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The following section provides a high level overview of the key attributes that contribute the Neighbourhood Character of Frankston City.

The desktop analysis in this section is presented at the municipal level, identifying key trends across the entire Frankston City Council.

This data is interrogated further in Section 5 of this report, with key character attributes identified for each neighbourhood character area.

Desktop analysis maps overlaid with neighbourhood character area boundaries are located at Appendix C of this report.



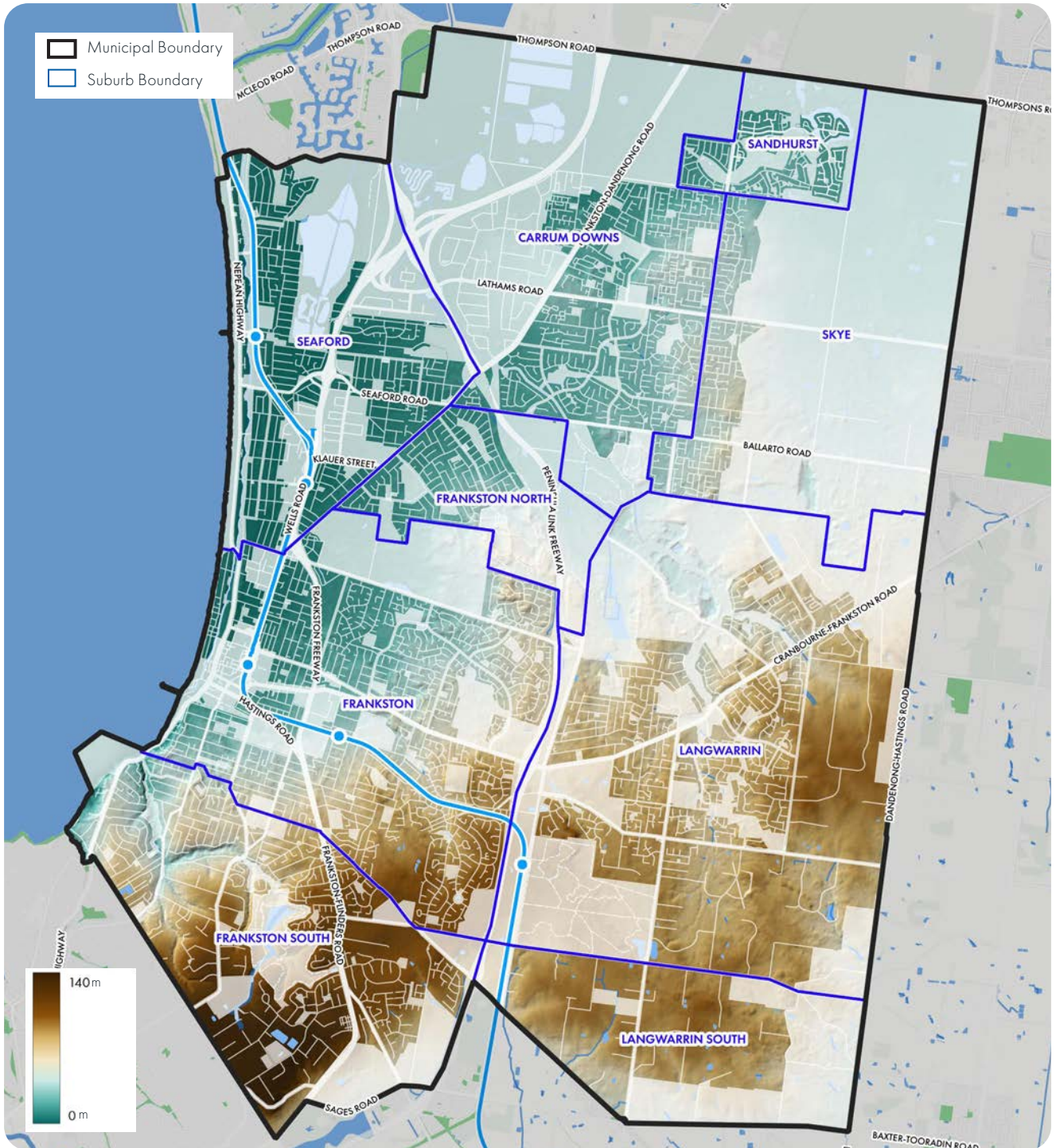


Figure 7. Elevation Analysis map

#### 4.1 Elevation

Variations in Frankston City's topography contribute to the sense of place by providing areas of seclusion or openness. In some instances, the undulation creates hilly terrain, providing long vistas or dramatic landscape features, including ocean views. This is particularly prominent in Langwarrin and Frankston South.

In other areas including Frankston, Frankston North and Skye, the topography is gently sloping, affording occasional views across dwellings to surrounding residential areas and vegetation. Closer to the bay in Frankston and Seaford, there are minimal elevation changes, resulting in limited views from

streets and public spaces, unless located within close proximity of the foreshore.



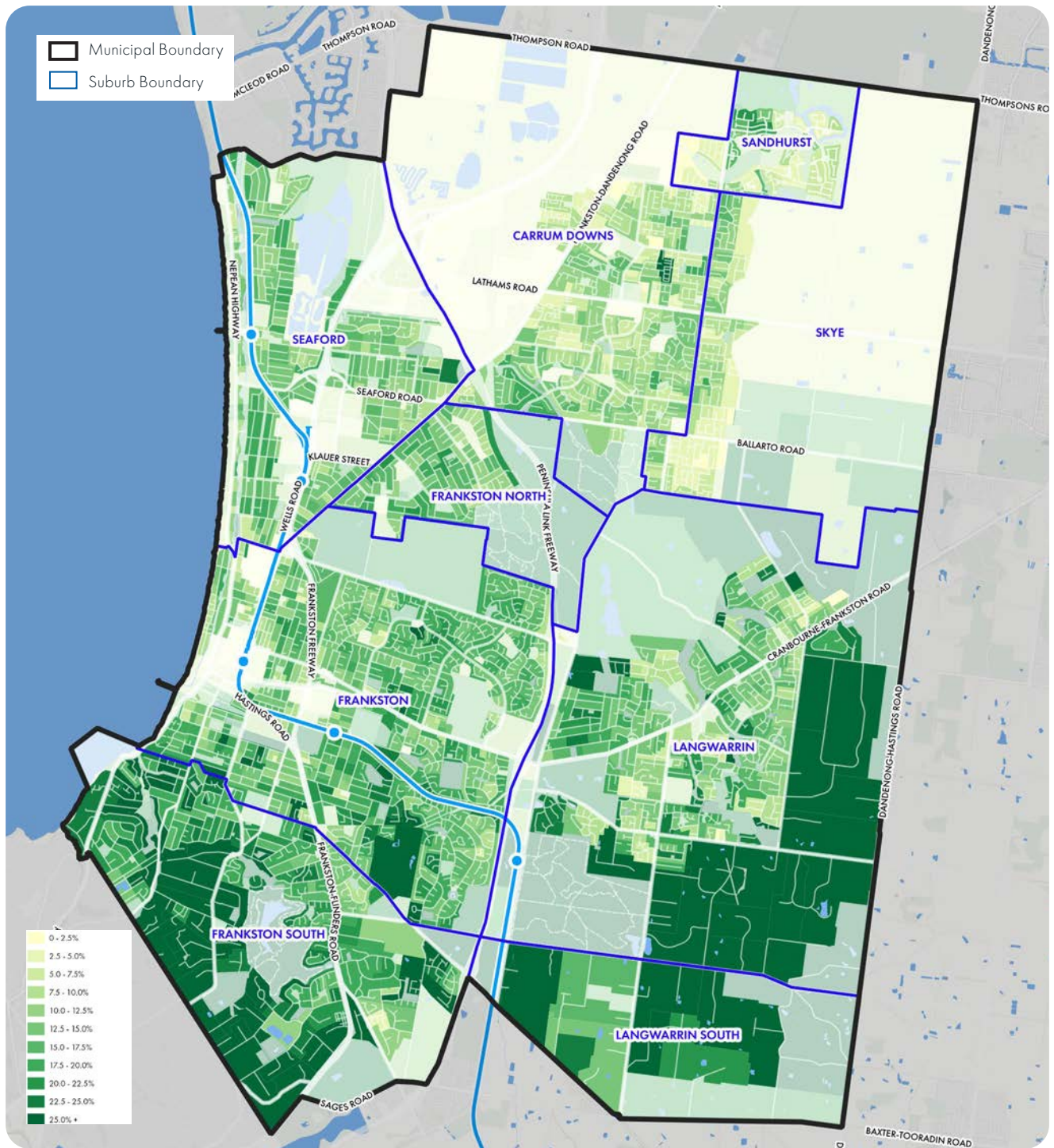


Figure 8. Vegetation coverage map

### 4.2 Vegetation Coverage

Vegetation coverage on residential properties is a key character element, which contributes to the leafiness of neighbourhoods. The mapping above analyses the percentage of vegetation coverage by street block.

In close correlation with Lot Size analysis mapping in Figure 11, The most vegetated residential areas are in Langwarrin and Frankston South, where lots are generally larger than 1,000sqm. The mapping also reveals that older established suburbs such as Frankston, Frankston North and Seaford, have a higher

vegetation coverage than the more recently developed Carrum Down and Skye areas.

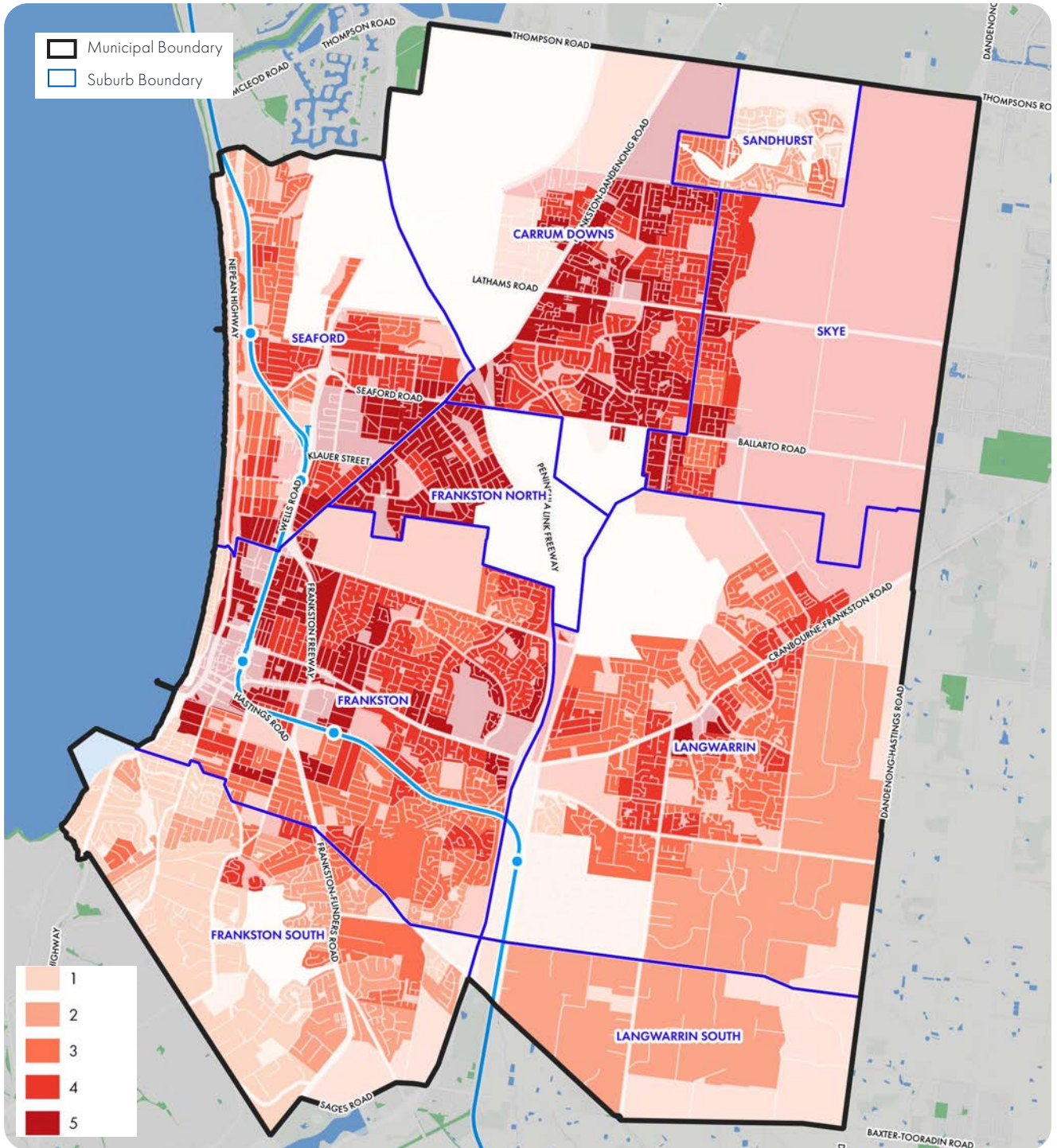


Figure 9. Heat Vulnerability Index map

### 4.3 Heat Vulnerability Index

The mapping from DTP assesses heat vulnerability to support policy and local decision making. It is represented by a scale of 1 to 5 based on quintiles, with 1 representing low exposure and 5 representing high.

In general, Frankston South and most of Langwarrin are low, between 1

and 2, largely thanks to their high vegetation coverage. However, pockets of areas in Frankston and Carrum Downs, the majority of Frankston North, Seaford (east of Frankston Freeway) are particularly high with an index rating of 5, while the remainder residential areas have heat vulnerability index ratings of 3 and 4.

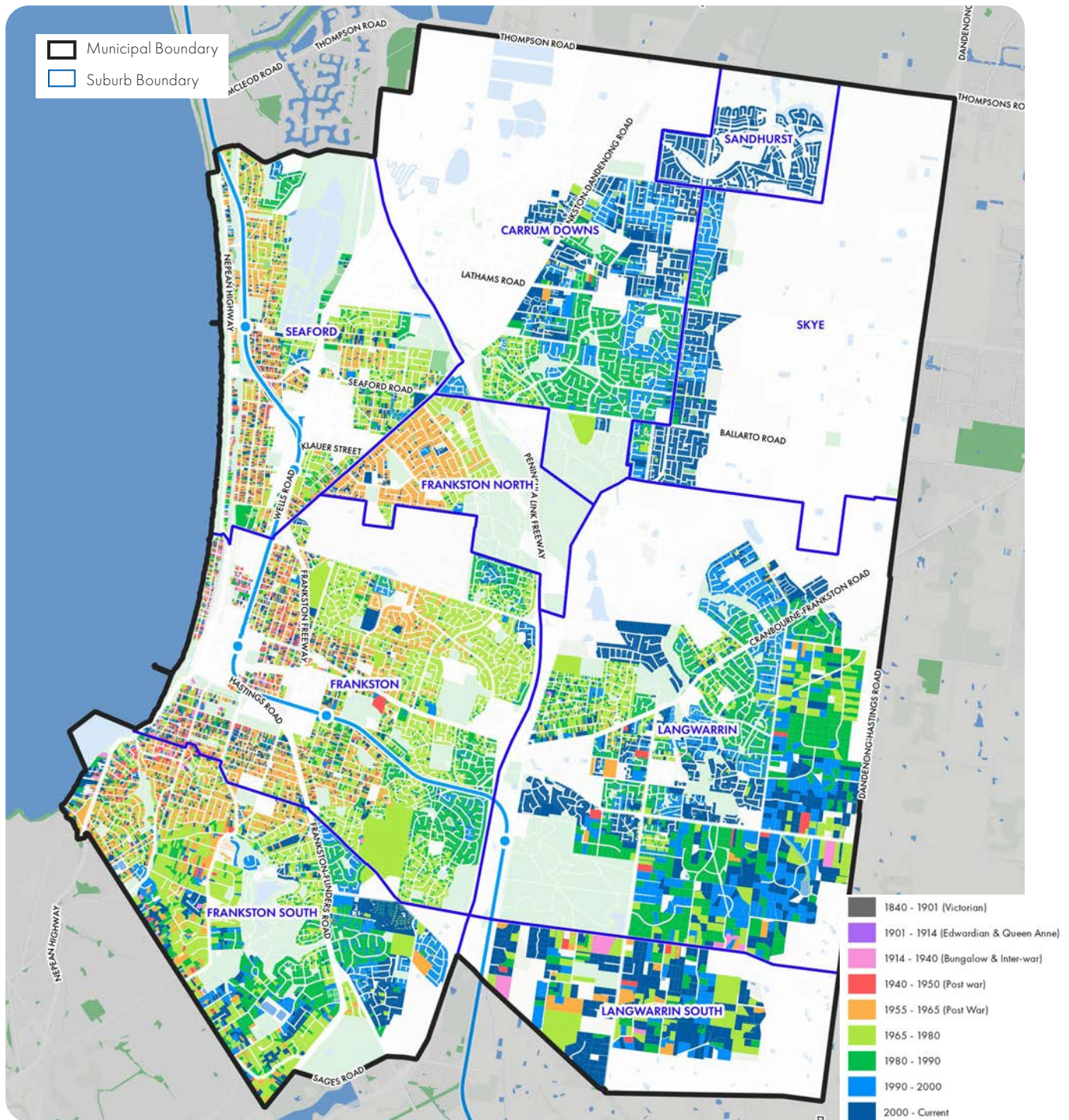


Figure 10. Construction Year

#### 4.4 Construction Year

Building construction year a key element for defining neighbourhood character. The mapping reveals architecture styles based on the year they were constructed.

Suburbs along the coastline such as Frankston, Frankston South, Frankston North and Seaford, shows a Post-War base, with most buildings constructed between 1955 to 1980. Buildings in Carrum Downs and Langwarrin are mostly 1980 onwards, while Skye and Sandhurst are mostly

2000 onwards. It also shows redevelopment activity after 2000s in south of Seaford, Frankston and Frankston South.

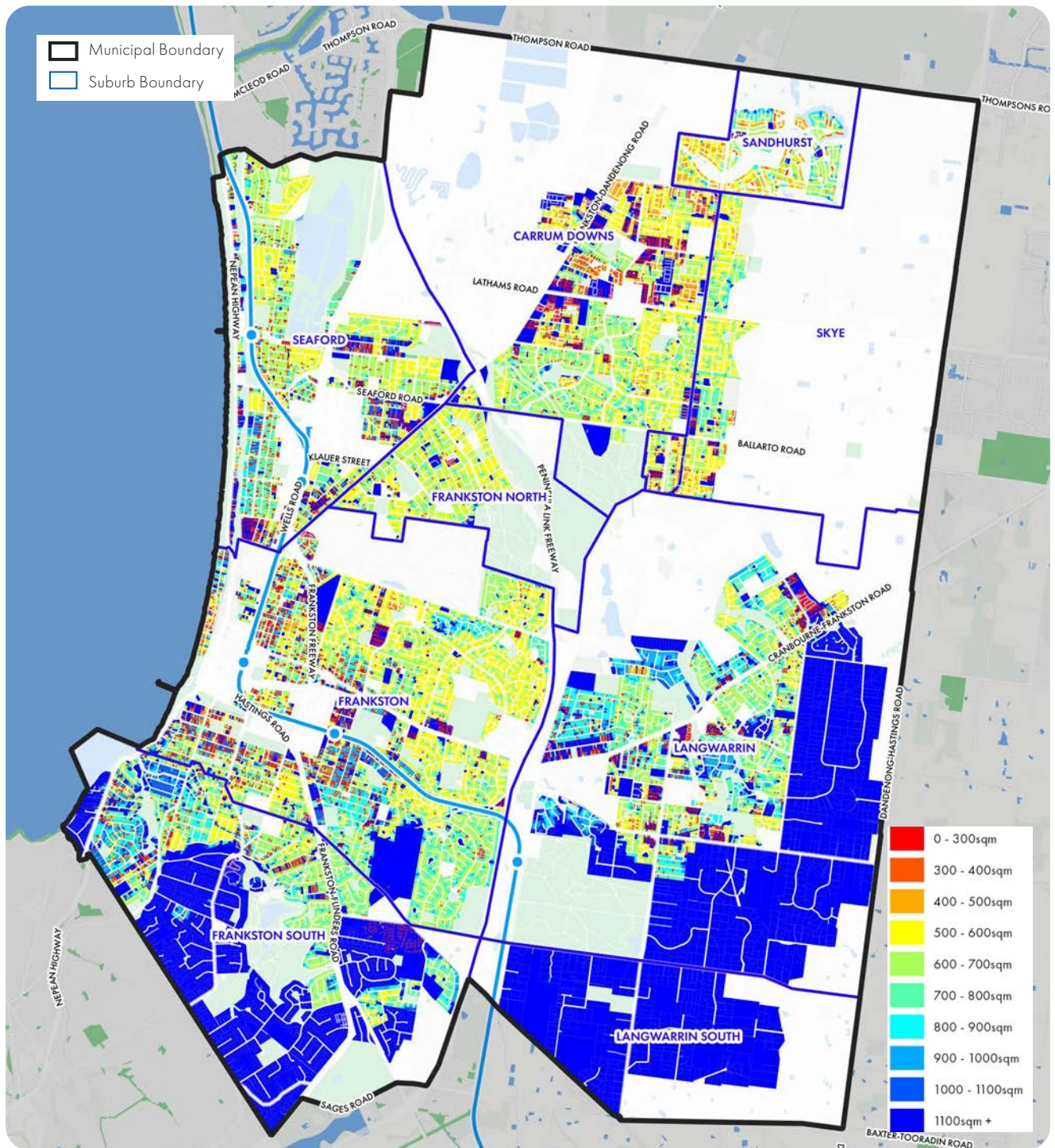


Figure 11. Lot Size map

#### 4.5 Lot Size

Lot size generally has a relationship to multiple character elements, including lot width, setbacks, site coverage and tree coverage.

The most common lot sizes in Frankston North, Carrum Downs and Skye are between 500sqm to 700sqm. Lots over 1000sqm are

commonly found in Langwarrin, where the land is zoned for LDRZ.

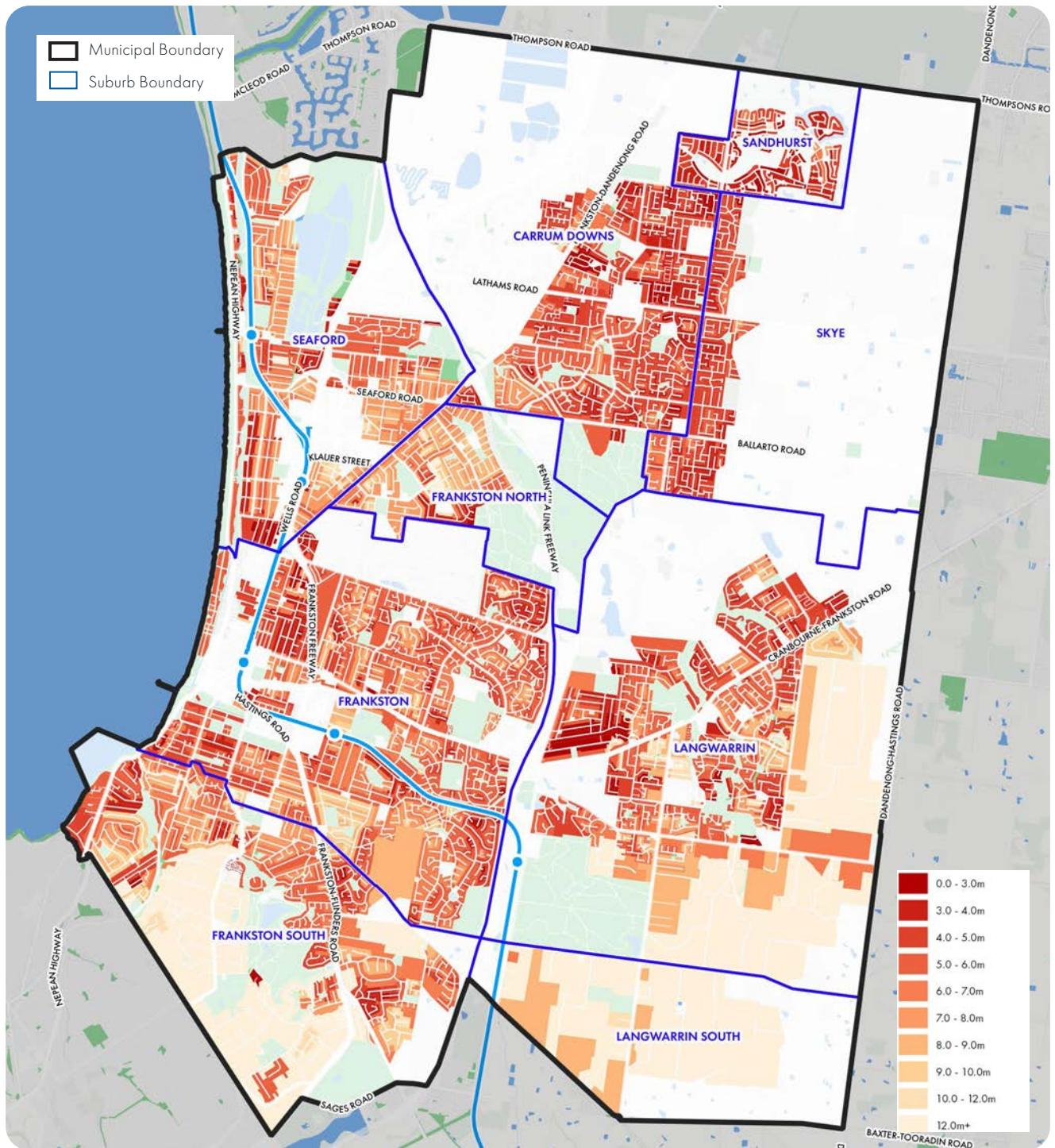


Figure 12. Median Front Setbacks

#### 4.6 Median Front Setbacks

Front building setbacks contribute to the overall streetscape. Larger front setbacks provide a spacious quality to the street, as well as space for canopy tree planting.

The most common front setbacks in Frankston are between 5m to 6m. Frankston North and parts of Seaford tend to have larger setbacks over 8m, while Carrum Downs and Skye are typically smaller than 5m.

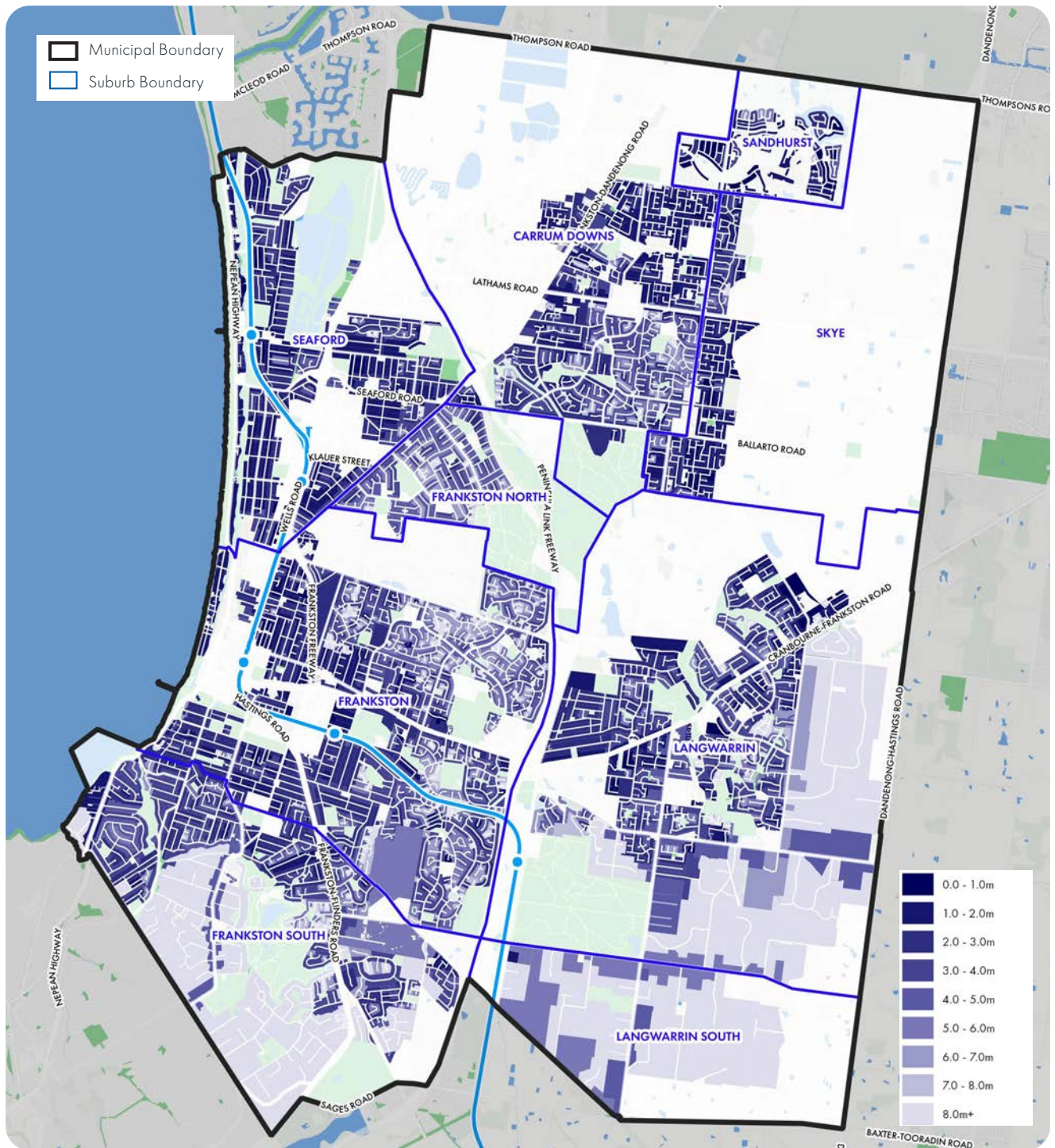


Figure 13. Median Total Side Setbacks

#### 4.7 Median Total Side Setbacks

Side setbacks of a building contributes to the overall built form rhythm from the street, larger side setbacks tend to provide a more spacious feel to the neighbourhood.

For this analysis the total of both side setbacks has been measured and then a median has been calculated

for each street block.

The mapping reveals that the most common side setbacks in Frankston is 2m, typically in the arrangement of 1m on each side, or 3m on one side and built to boundary on the other. Areas with curvilinear streets and cul-de-sacs, such as Frankston and

Carrum Downs typically have larger side setbacks.

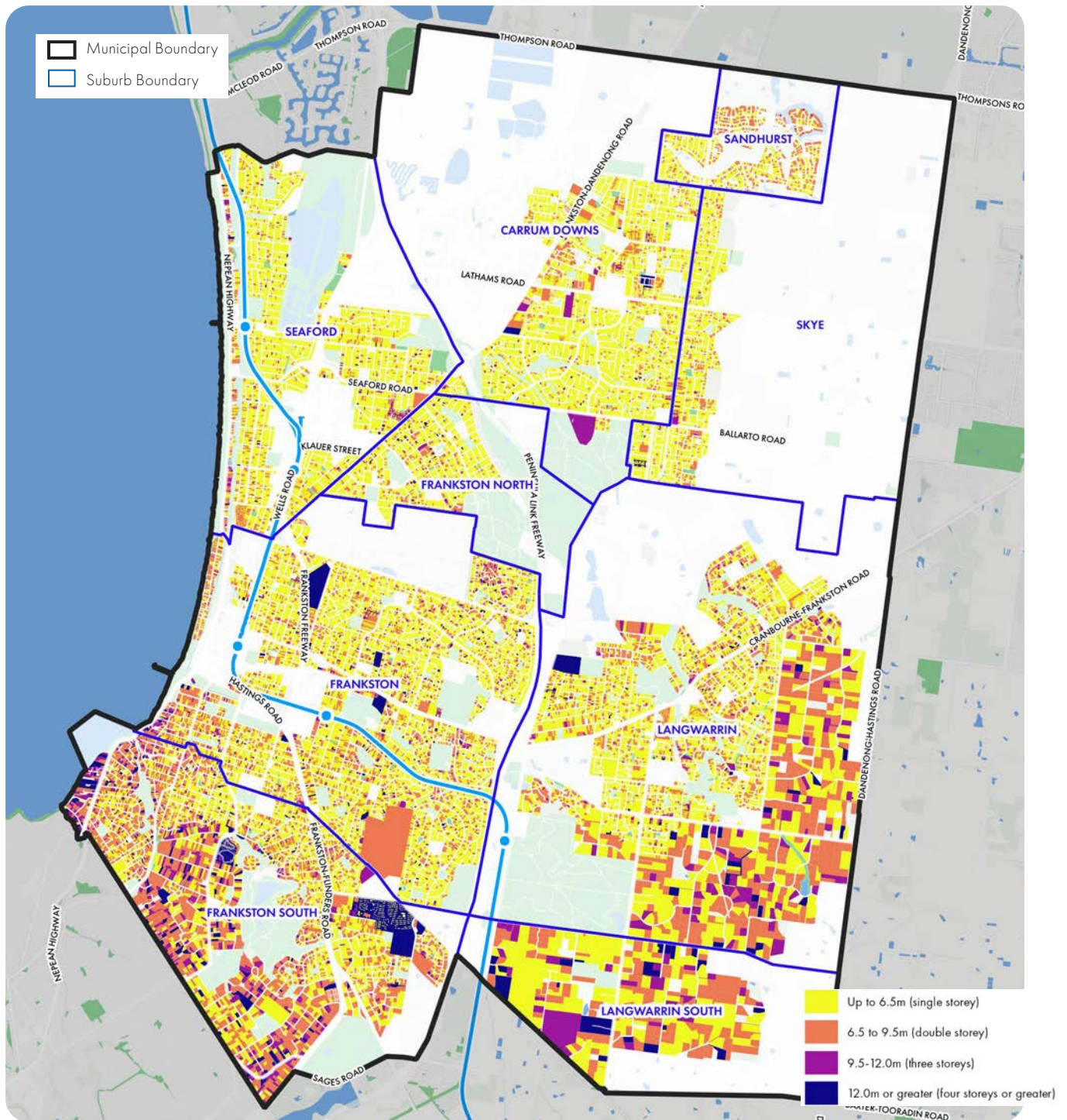


Figure 14. Building Height

## 4.8 Building Height

The residential areas of Frankston are predominantly 1 and 2 storeys, which is reflected in the map above.

Carrum Downs, Skye and Seaford are predominantly single storey with a small number of two-storey buildings interspersed. Frankston, Frankston South and Langwarrin

show mixed building heights, with a stronger presence of double storey dwellings of 6.5m or greater. The taller building heights in these areas are also a result of the steeper topography.

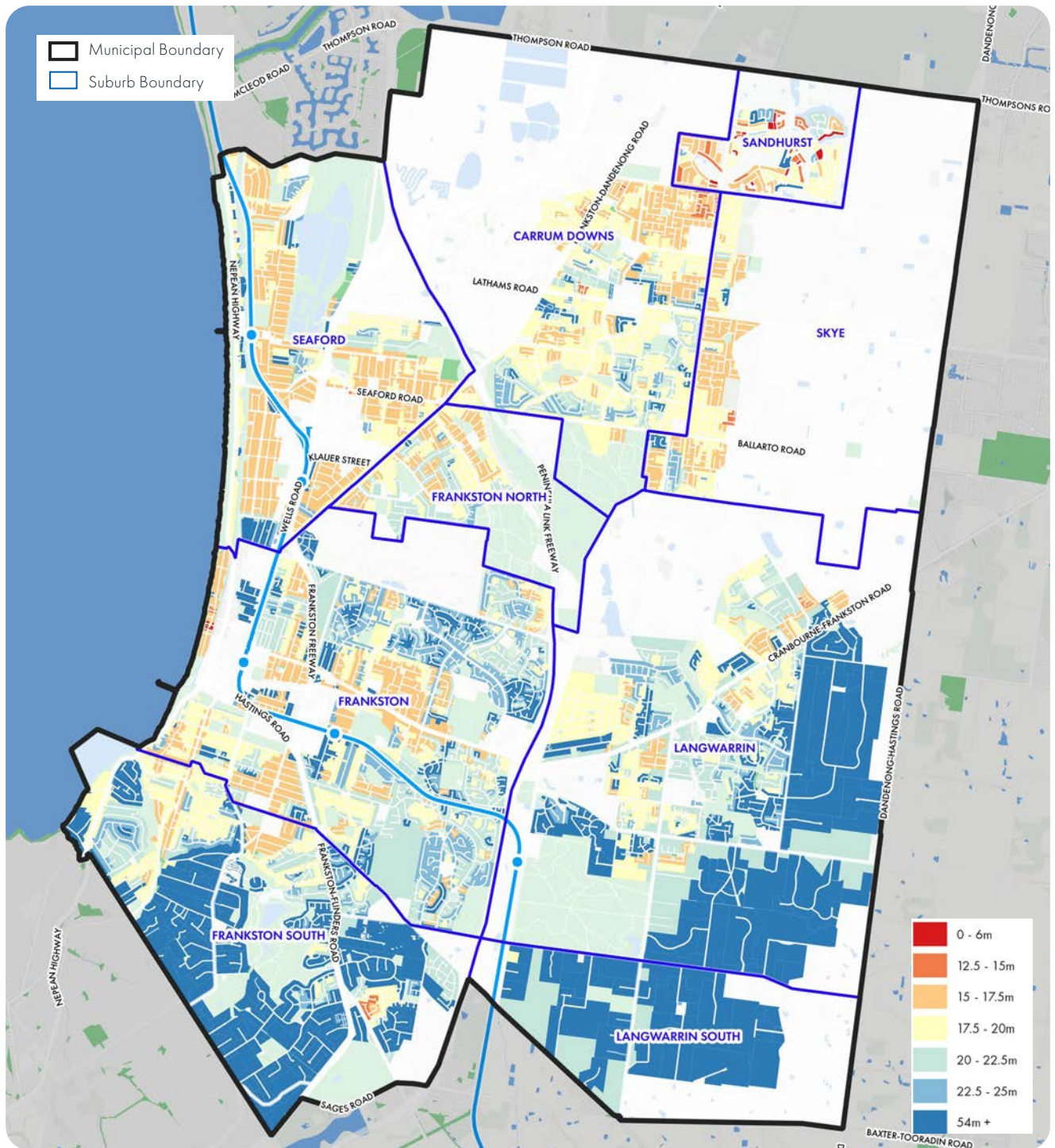


Figure 15. Median Lot Width

#### 4.9 Median Lot Width

Lot widths impact on the rhythm and spacing of dwellings within a street. Larger lot widths tend to allow for greater side setbacks, and thus providing a more spacious feel.

The majority of lot widths across the municipality sits within the 15-17.5m range. Wider lots are commonly in the curvilinear streets and cul-

de-sacs, usually found in Frankston and Carrum Downs. Large land parcels in Langwarrin and Frankston South have significantly wider lots, typically over 54m.



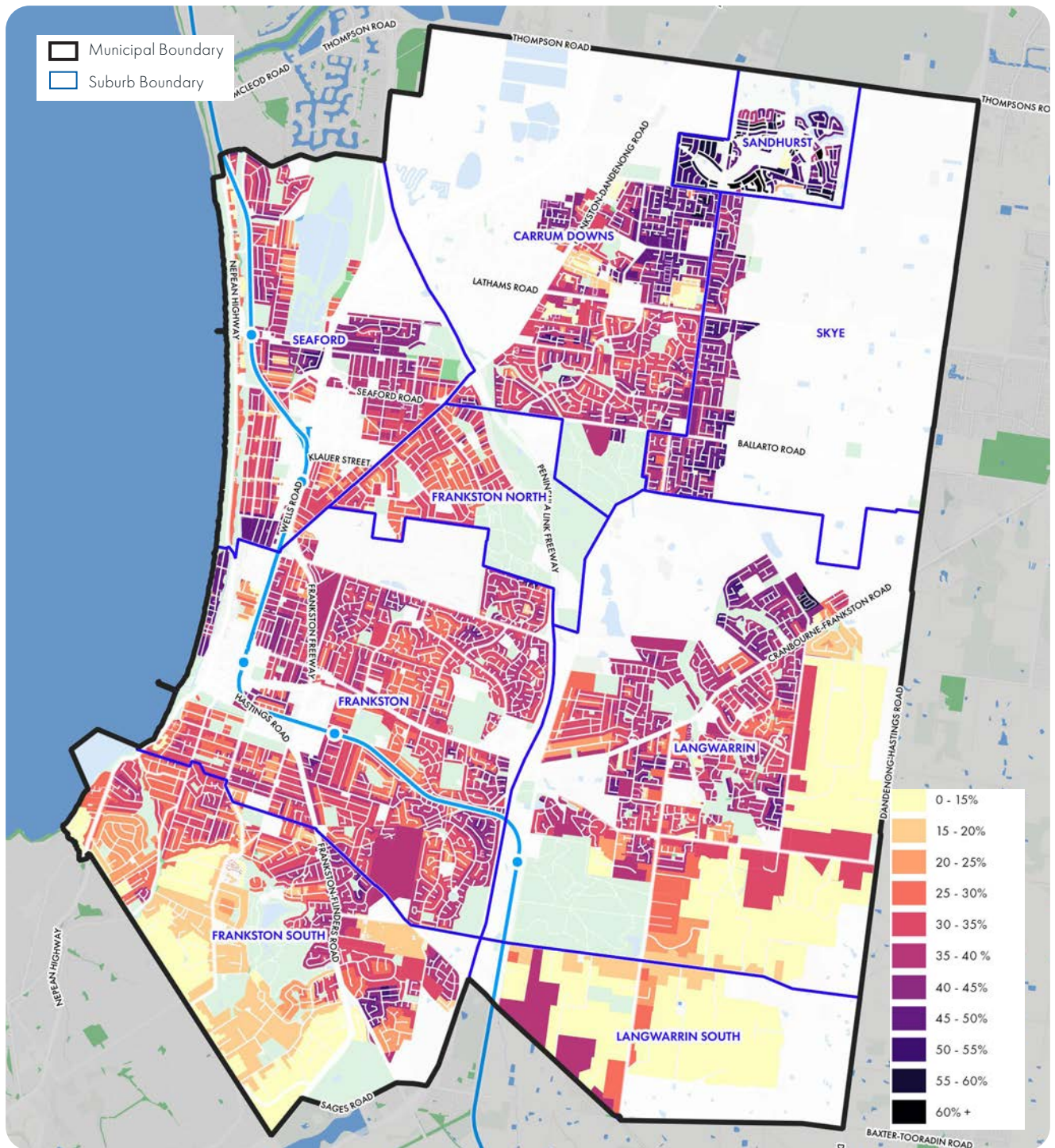
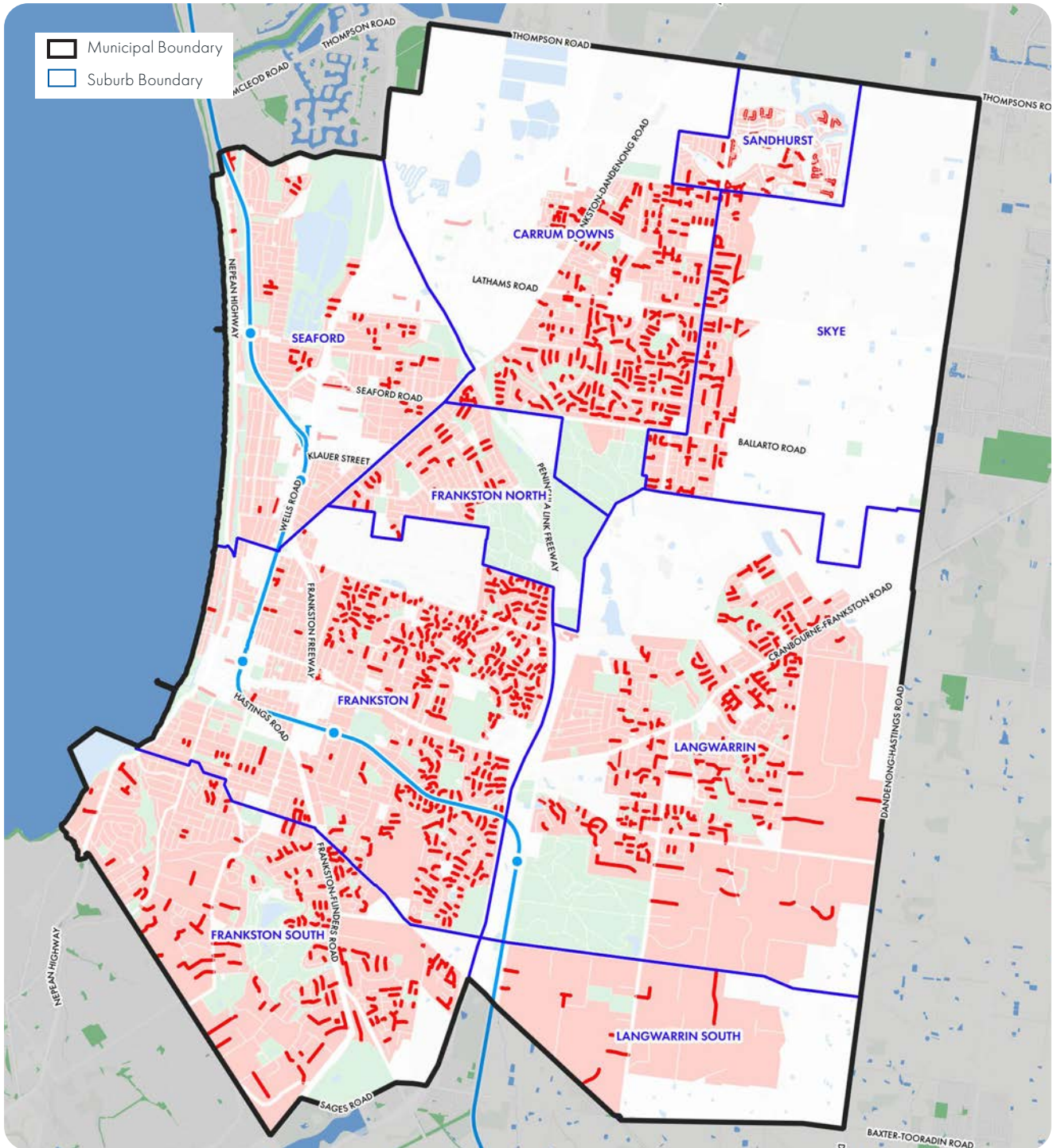


Figure 16. Median Site Coverage

#### 4.10 Median Site Coverage

Lot coverage demonstrates the percentage of a site that is covered by buildings. It has a relationship to the spaciousness of a neighbourhood, and tree coverage. Higher lot coverage reduces the amount of space for planting and generally results in lower tree cover.

Generally, lot coverage in Frankston sits between 30% to 40% and increases in the newer areas of Carrum Downs and Skylar to 40% to 50%. Similar to other character elements, large lots in Langwarrin and Frankston South have low coverage, typically under 15%.



#### 4.11 Cul-de-sac Locations

Figure 17. Cul-de-sac locations

The map above shows the location of cul-de-sacs across Frankston City. The curvilinear streets and cul-de-sacs influence a number of the other character elements including those related to building site such as front setbacks, side setbacks and lot widths.

It shows a clear concentration of cul-de-sacs in the eastern part of Frankston, north of Frankston South, south of Hall Road in Carrum Downs, as well as a pocket in Langwarrin.

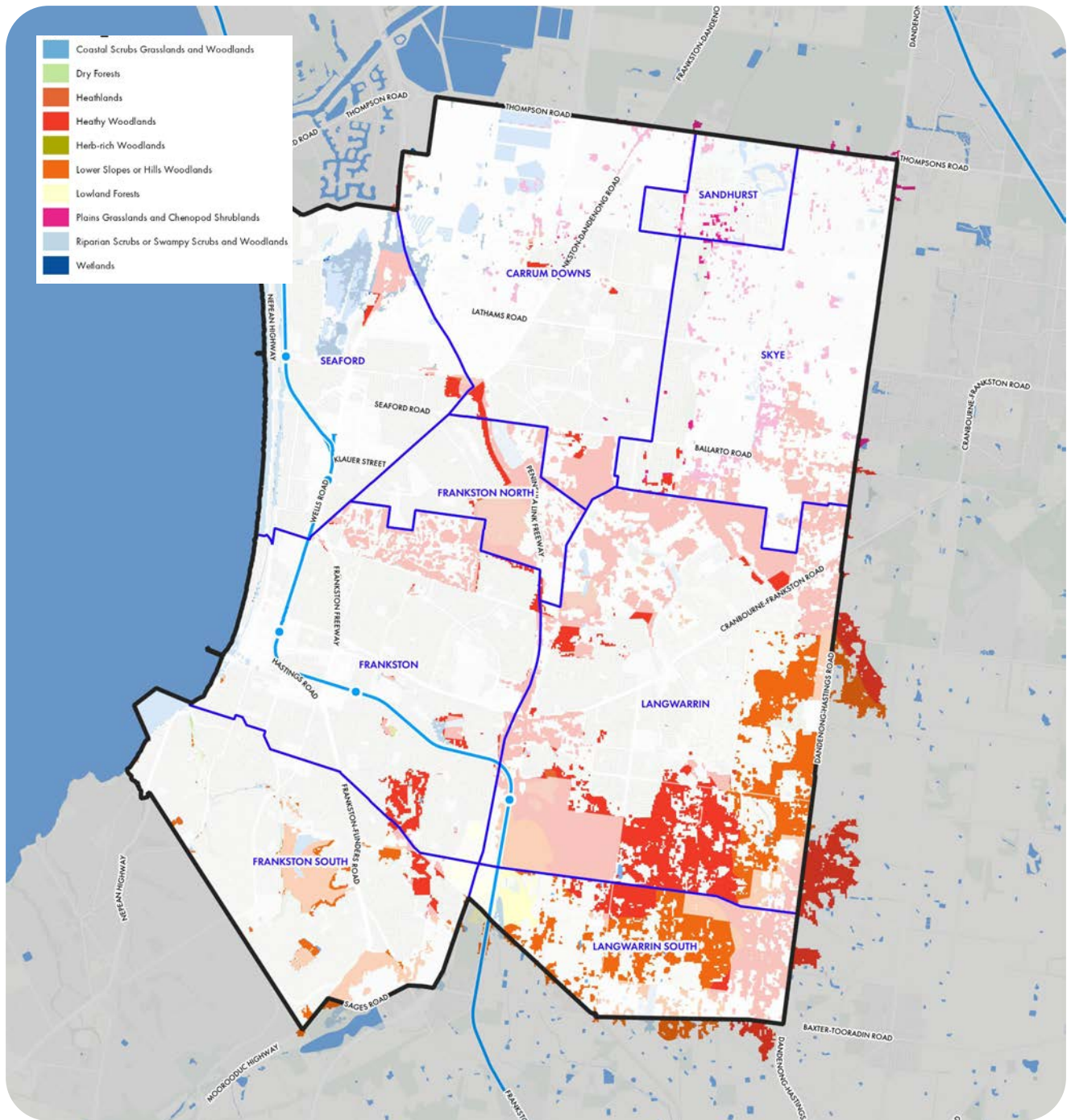


Figure 18. Ecological Vegetation Classes

#### 4.12 Ecological Vegetation Classes

The map above depicts the extent of Frankston City’s Ecological Vegetation Classes (EVCs) as at the time of survey in 2005.

There is a clear delineation between remnant vegetation located along the coast line, compared with

vegetation located to the east of the municipality.

Along the Port Phillip foreshore, Coastal Scrubs, Grasslands and Woodlands and Wetlands are the predominant EVC.

Further east, Heathy Woodlands, Heathlands and Lowland Forests are dominant, and transition to

Plains Grasslands and Chenopod Shrublands towards the north.

# 5

## Neighbourhood Character Areas and Implementation Considerations

## 5 Revised Neighbourhood Character Areas

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### 5.1 Overview

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Neighbourhood character areas for Frankston City have been identified following the completion of desktop analysis and targeted site surveys.

These areas are:

- Bush Coastal 1 & 2
- Foreshore 1,2 & 3
- Garden Suburban 1 & 2
- Garden Court 1
- Contemporary Garden 1
- Rural Living 1

The Neighbourhood Character areas are identified at Figure 19.

#### Neighbourhood Character Precinct Profiles

This section sets out the precinct profiles for each neighbourhood character area. Precinct profiles comprise an existing character description, attribute table, photos, key map and preliminary threats to character for all eight Neighbourhood Character areas.

#### Preferred Future Character and Design Guidelines

Preferred Character Statements and Design Guidelines will be prepared for each character area as part of the future Housing Strategy. The Housing Strategy will be informed by the findings of both this Neighbourhood Character Review, as well as a Housing Supply and Demand Assessment. Preferred future character and associated design guidelines will need to balance the

demand for growth in high amenity locations (i.e. close to transport and services) with the character attributes and values identified within this report.

For this background report, key threats have been identified for each character area. New development will need to appropriately respond to these threats in order to maintain and enhance the character of these areas.

Preferred character statements and design guidelines, that have been considered alongside the findings of the Housing Supply and Demand Assessment and eventual Housing Strategy, will then be prepared as part of the next stage of this project and will be designed to guide new development to minimise the impact key character threats.



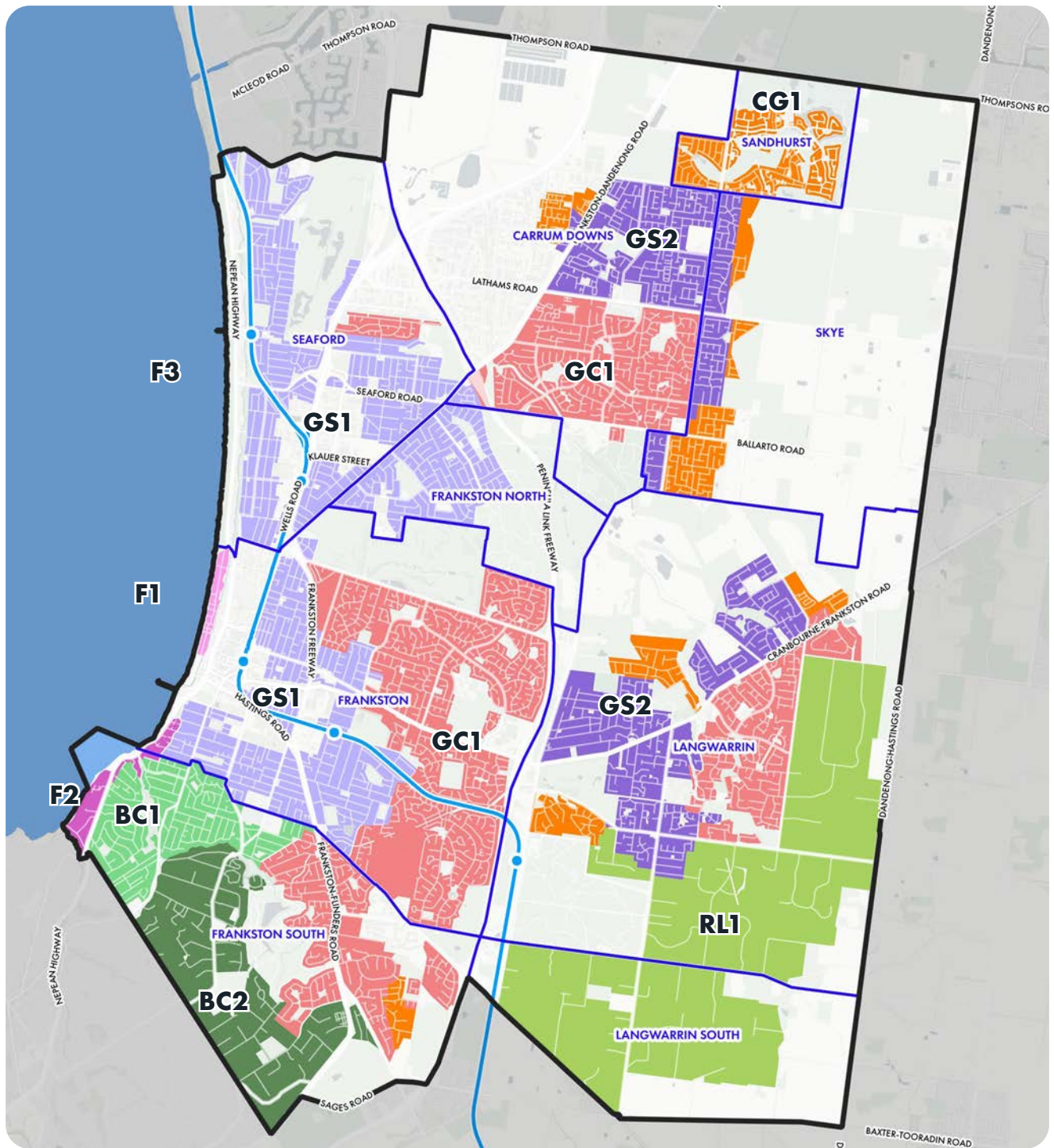


Figure 19. Neighbourhood Character Area Map

**Neighbourhood Character Area**

- Bush Coastal 1 (BC1)
- Bush Coastal 2 (BC2)
- Foreshore 1 (F1)
- Foreshore 2 (F2)
- Foreshore 3 (F3)
- Garden Court 1 (GC1)
- Garden Suburban 1 (GS1)
- Garden Suburban 2 (GS2)
- Contemporary Garden (CG1)
- Rural Living 1 (RL1)

## 5.2 Bush Coastal 1

### Existing Character Description

The Bush Coastal 1 areas are defined by dwellings set amongst spacious, highly vegetated lots and curvilinear and winding streets, with moderate to steep topography leading toward Sweetwater Creek and affording occasional views across rooftops.

Architectural styles are varied, with a significant amount of post-war era housing stock dispersed with contemporary infill development. Dwellings are predominantly finished with brick and weatherboard, while newer development utilises materials including render, steel and glass.

Dwellings are generally set on spacious lots, with footprints that allow for substantial vegetation planting around them. Front setbacks are generous, and often accommodate canopy trees and significant ground cover vegetation. Inconsistent dwelling siting contributes to a diverse street rhythm, with dwellings often angled away from the street, creating opportunity for further landscaping and contributing to the sense of spaciousness within the streetscape.

Front gardens are heavily vegetated, including a mix of exotic and native species, which typically comprises canopy trees, shrubs, bushes and grasses. Private gardens are complemented by intermittent canopy tree planting in nature strips, which are generally varied in terms of species and size.

Streets are predominantly curvilinear and follow the rolling topography, affording views across the tops of dwellings to surrounding vegetation. Streets are formal; sealed with kerb and channel drainage and footpaths.

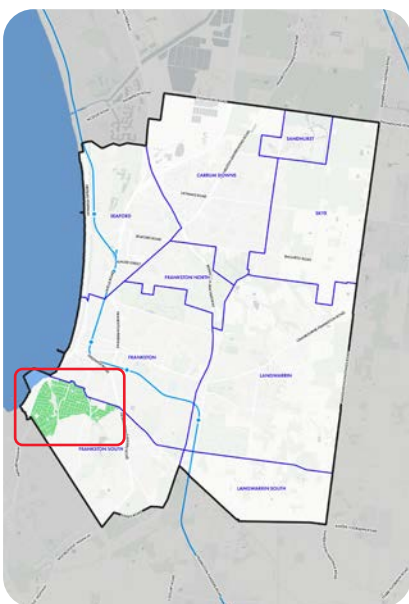


Figure 20. Bush Coastal 1 Key Map



Figure 21. Bush Coastal 1 Area

■ Bush Coastal 1

## Photos from the Character Area

BC1

Key attributes detailed in below images are summarised in the list opposite.

- Dwellings set on spacious lots
- High levels of vegetation in the private realm
- Curvilinear and winding streets
- Varied architectural styles





## Key Attributes

Character Element	Description
<b>Built Form</b>	
<b>Architectural Style and Era</b>	<ul style="list-style-type: none"> <li>Mix of post war and modern dwellings</li> <li>Occasional contemporary infill</li> </ul>
<b>Building Materials</b>	<ul style="list-style-type: none"> <li>Predominantly brick and weatherboard</li> <li>Occasional render in newer builds</li> </ul>
<b>Building Heights</b>	<ul style="list-style-type: none"> <li>Mix of single and double storey</li> </ul>
<b>Building Forms</b>	<ul style="list-style-type: none"> <li>Predominantly detached single dwelling</li> <li>Occasional detached and semi-detached infill development</li> </ul>
<b>Roof Forms</b>	<ul style="list-style-type: none"> <li>Hipped and pitched roofs</li> <li>Examples of flat and gabled roofs closer to the coast</li> </ul>
<b>Roof Materials</b>	<ul style="list-style-type: none"> <li>Tile and steel</li> </ul>
<b>Front Fencing</b>	<ul style="list-style-type: none"> <li>Mix of no fencing, and low timber front fences</li> </ul>
<b>Setbacks and Siting</b>	
<b>Lot Sizes</b>	<ul style="list-style-type: none"> <li>600sqm – 1000sqm</li> </ul>
<b>Site Coverage</b>	<ul style="list-style-type: none"> <li>Low to moderate (20% to 50%)</li> </ul>
<b>Front Setbacks</b>	<ul style="list-style-type: none"> <li>4m to 9m</li> </ul>
<b>Side Setbacks</b>	<ul style="list-style-type: none"> <li>1m to 4m</li> </ul>
<b>Siting</b>	<ul style="list-style-type: none"> <li>Inconsistent</li> </ul>
<b>Parking Structures</b>	<ul style="list-style-type: none"> <li>Garages equal to or set behind façade</li> </ul>
<b>Vegetation</b>	
<b>Front Gardens</b>	<ul style="list-style-type: none"> <li>Medium to high level established gardens, native vegetation and modest to large canopy trees</li> </ul>
<b>Nature Strips</b>	<ul style="list-style-type: none"> <li>Irregular canopy tree planting</li> </ul>
<b>Views and Topography</b>	
<b>Topography</b>	<ul style="list-style-type: none"> <li>Moderate to steep</li> </ul>
<b>Views</b>	<ul style="list-style-type: none"> <li>Occasional views across dwellings to vegetation</li> </ul>
<b>Streets</b>	
<b>Road Layout</b>	<ul style="list-style-type: none"> <li>Predominantly curvilinear, winding roads</li> </ul>
<b>Road Surface</b>	<ul style="list-style-type: none"> <li>Sealed</li> </ul>
<b>Footpaths</b>	<ul style="list-style-type: none"> <li>Footpaths predominantly on one side of the road</li> </ul>
<b>Drainage</b>	<ul style="list-style-type: none"> <li>Kerb and channel</li> </ul>
<b>Locations</b>	<ul style="list-style-type: none"> <li>Frankston South</li> </ul>

Attribute Distribution

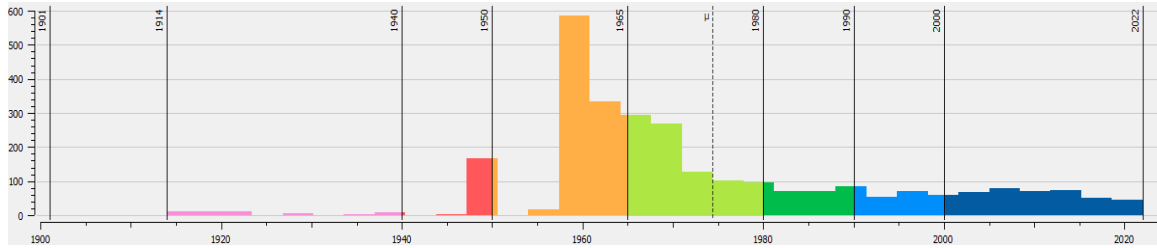


Figure 22. Building construction year distribution across Bush Coastal 1

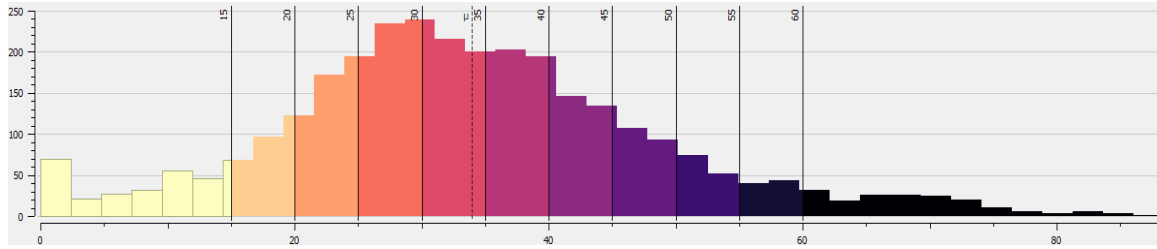


Figure 23. Site coverage distribution across Bush Coastal 1

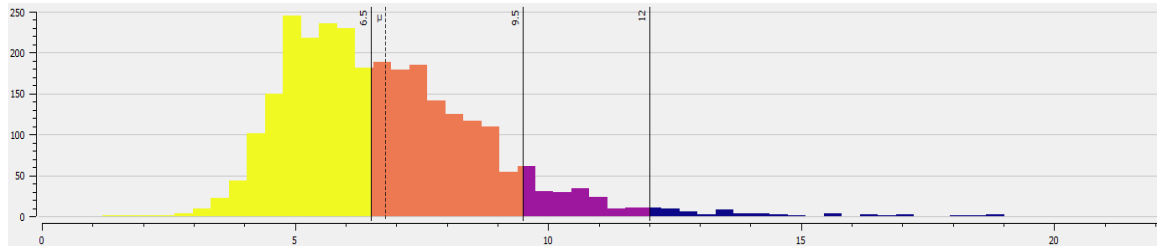


Figure 24. Building height distribution across Bush Coastal 1

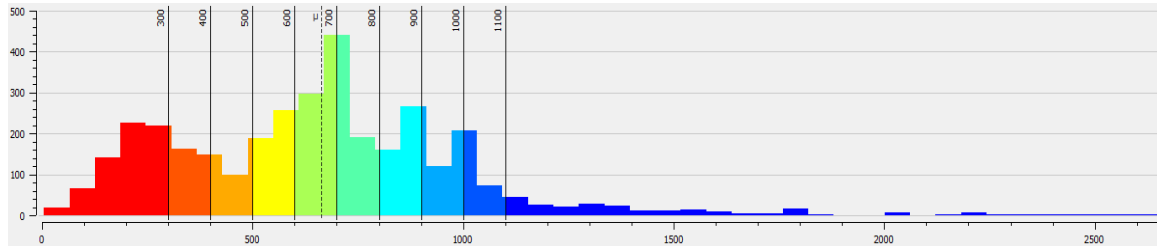


Figure 25. Lot size distribution across Bush Coastal 1

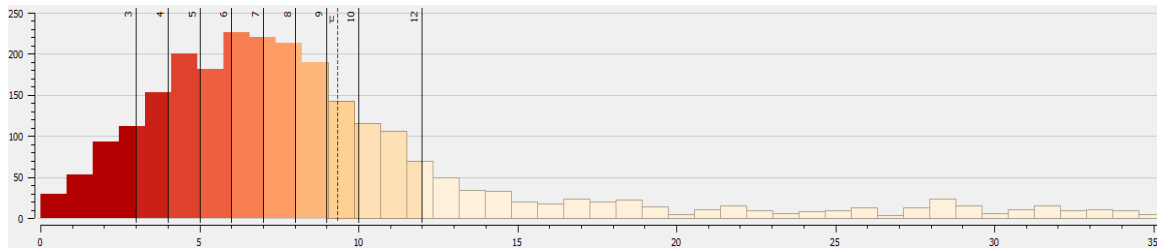


Figure 26. Building front setback distribution across Bush Coastal 1

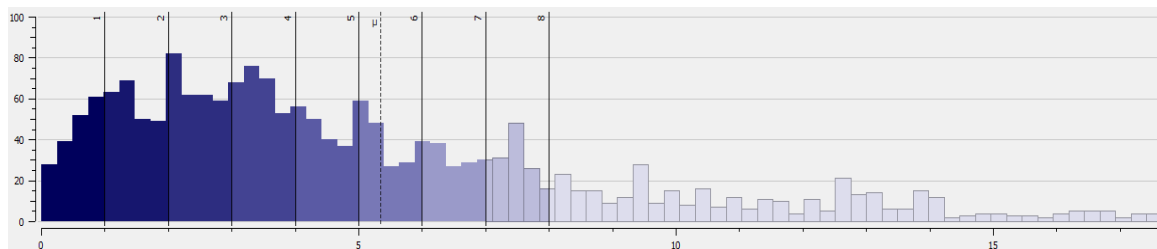


Figure 27. Building side setback distribution across Bush Coastal 1

### Key Threats to Character

The following are considered to be key threats to the existing character of Bush Coastal 1 areas:

- Significant loss of existing vegetation in front gardens, as well as around the perimeter of dwellings.
- New development that is built boundary to boundary, interrupting the existing rhythm of the streetscape.
- Large scale development that protrudes above existing canopy lines or blocks existing views across dwellings.
- Subdivision of existing larger lots, where development outcome results in a loss of vegetation and increase in site coverage.

### Alignment of Existing Planning Controls

As per the majority of the municipality – the General Residential Zone (GRZ) provides the basic controls only, with no locally specific variations to ResCode requirements. In addition, the schedules to the GRZ do not specify neighbourhood character objectives. Council wide, there is an opportunity as part of the Housing Strategy to provide more localised schedules to help to achieve specific outcomes in specific precincts.

It is evident that the DDOs applicable seek to protect the landscaped character, ensure built form responds to the unique geographical features and enhance the relationship of the area to the Sweetwater Creek. These have been identified as some of the key attributes of the precinct within the neighbourhood character study.

Whilst the DDOs have clear objectives, they do not have specific requirements that seek to provide clarity about what it is trying to achieve. The permit exemptions seem to be encouraging a building envelope by exempting works that meet certain requirements, however, they are not outlined as siting requirements for other non conforming developments. Little guidance is provided for Council to consider where they need to consider an application for a 'non conforming' development.

It should be highlighted that if DDOs are seeking to provide siting and form guidance, there is an opportunity for such requirements to be localised ResCode variations in a Schedule to the Zone. The Schedule would also provide an opportunity to include neighbourhood character objectives, statements and decision guidelines.

The DDOs include maximum height limits that are below the maximum height set by the GRZ, something which Planning Practice Note 91 seeks specifically to avoid. An opportunity exists to simplify the height controls through including one height control within the Schedule to the Zone.

In terms of the environmental and landscape overlays, whilst they clearly stipulate objectives and permit requirements, they do not provide detail on the type of replacement planting that may be acceptable where vegetation removal cannot be avoided. An elaboration of the objectives, landscape characters and requirements could be facilitated in order to provide for a more robust control. Application requirements for landscape plans should also be considered.

The Bushfire Management Overlay conflicts with the landscape and vegetation controls, given it allows some vegetation to be removed 'as of right' and restricts the vegetation that can be planted around dwellings (given its primary purpose is to protect human life). Given the operation of this control (and that is a control created by the Victorian State Government), there is no opportunity to revise this control as part of the Housing Strategy.

The impact of the scattered Heritage Overlays (generally property specific rather than precinct wide) on character is limited. Typically, these will only impact character at large if they are applied precinct wide (therefore protecting existing dwelling siting, form, materials, design and the like).

### 5.3 Bush Coastal 2

#### Existing Character Description

Bush Coastal 2 areas are defined by dwellings set on large lots, planted with high levels of vegetation that can sometimes obscure views of dwellings from the street. Streets are winding and often steeply sloping, affording occasional views across canopy lines to the surrounding hinterland.

Architectural styles are varied across the area, containing a mix of modern and contemporary designs, ranging from one to two storeys in height. In areas of steep topography, dwellings are often split level, appearing as a single storey dwelling from the street while containing additional storeys to the rear, hidden by the slope of the land. Dwellings are predominantly constructed of brick or render, and roof forms are generally hipped, gabled or flat.

Dwellings are located on large lots, with low site cover, and established vegetation surrounding the dwellings. Front setbacks are generous, and combined with the canopy trees and vegetation, many dwellings have limited visibility from the street. Some streets have more consistent siting patterns, whilst curvilinear cul-de-sacs are less consistent.

Front gardens are planted with a mix of exotic and native vegetation, including canopy trees, shrubs, bushes and grasses. Streets feature wide grassed verges with occasional canopy tree planting, which contribute to a sense of openness within the streetscape.

Streets are generally curvilinear and follow the topography of the land. Sealed roads with kerb and channel drainage and occasional footpaths contribute to a formal streetscape, which differentiates the area from other, more rural character areas.

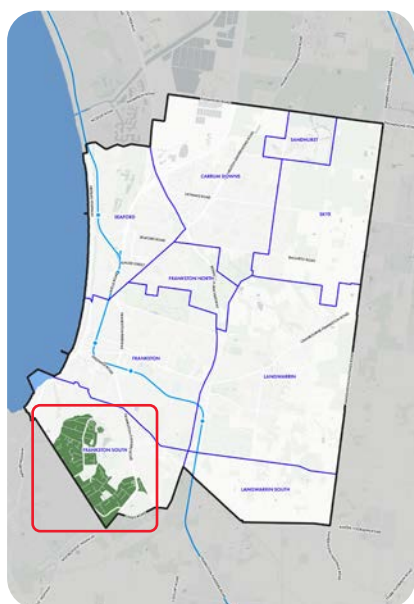


Figure 28. Bush Coastal 2 Key Map



Figure 29. Bush Coastal 2 Area Map

■ Bush Coastal 2  
Addit

Photos from the Character Area

Key attributes detailed in below images are summarised in the list opposite.

- Dwellings set on large lots
- High levels of vegetation in the public and private realm
- Dwellings often obscured from view by vegetation
- Steeply sloping streets affording long range views

BC2



## Key Attributes

Character Element	Description
<b>Built Form</b>	
Architectural Style and Era	<ul style="list-style-type: none"> <li>Modern and Contemporary dwellings</li> </ul>
Building Materials	<ul style="list-style-type: none"> <li>Predominantly brick and render</li> </ul>
Building Heights	<ul style="list-style-type: none"> <li>Single and Double storey dwellings (including split storey, responding to the slope).</li> </ul>
Building Forms	<ul style="list-style-type: none"> <li>Predominantly detached single dwelling</li> </ul>
Roof Forms	<ul style="list-style-type: none"> <li>Hipped, gabled and flat roofs</li> </ul>
Roof Materials	<ul style="list-style-type: none"> <li>Tile and steel</li> </ul>
Front Fencing	<ul style="list-style-type: none"> <li>No front fencing is predominant feature.</li> <li>Some lots have fencing up to 1.5m, with post and wire, timber, solid brick or render. Fences are common on arterial roads.</li> </ul>
<b>Setbacks and Siting</b>	
Lot Sizes	<ul style="list-style-type: none"> <li>2500sqm+</li> </ul>
Site Coverage	<ul style="list-style-type: none"> <li>Low (10% to 20%)</li> </ul>
Front Setbacks	<ul style="list-style-type: none"> <li>20m+</li> </ul>
Side Setbacks	<ul style="list-style-type: none"> <li>15m+</li> </ul>
Siting	<ul style="list-style-type: none"> <li>Inconsistent</li> </ul>
Parking Structures	<ul style="list-style-type: none"> <li>Garages equal to or set behind façade</li> </ul>
<b>Vegetation</b>	
Front Gardens	<ul style="list-style-type: none"> <li>High level established gardens, mix of native and exotic vegetation</li> </ul>
Nature Strips	<ul style="list-style-type: none"> <li>Wide grassed nature strips, canopy tree planting</li> </ul>
<b>Views and Topography</b>	
Topography	<ul style="list-style-type: none"> <li>Moderate to steep</li> </ul>
Views	<ul style="list-style-type: none"> <li>Occasional views across dwellings to vegetation</li> </ul>
<b>Streets</b>	
Road Layout	<ul style="list-style-type: none"> <li>Predominantly curvilinear, winding roads</li> </ul>
Road Surface	<ul style="list-style-type: none"> <li>Sealed</li> </ul>
Footpaths	<ul style="list-style-type: none"> <li>Largely no footpaths.</li> <li>Where footpaths are present, it is only on one side of the road (and associated with a collector road).</li> </ul>
Drainage	<ul style="list-style-type: none"> <li>Kerb and channel, occasional rollover kerb</li> </ul>
Locations	<ul style="list-style-type: none"> <li>Frankston South</li> </ul>

# Attribute Distribution

BC2

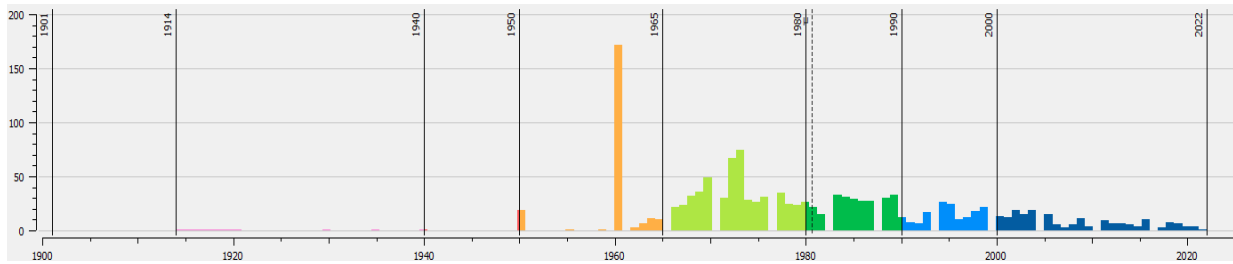


Figure 30. Building construction year distribution across Bush Coastal 2

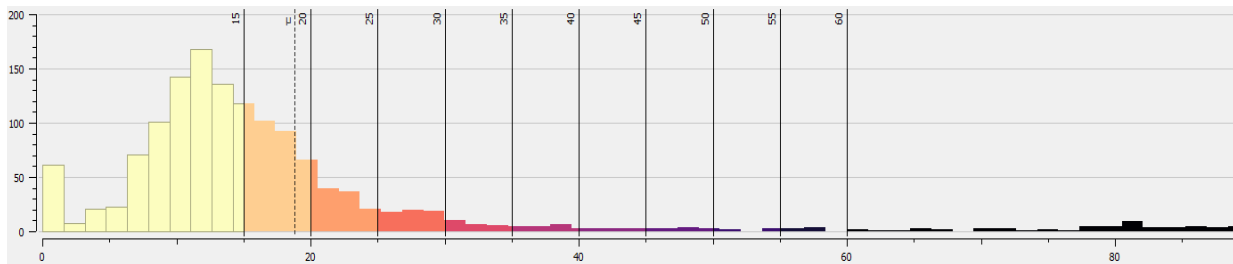


Figure 31. Site coverage distribution across Bush Coastal 2

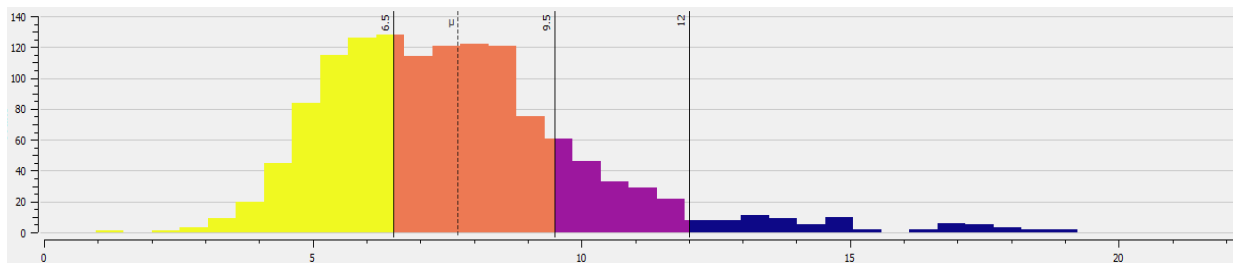


Figure 32. Building height distribution across Bush Coastal 2

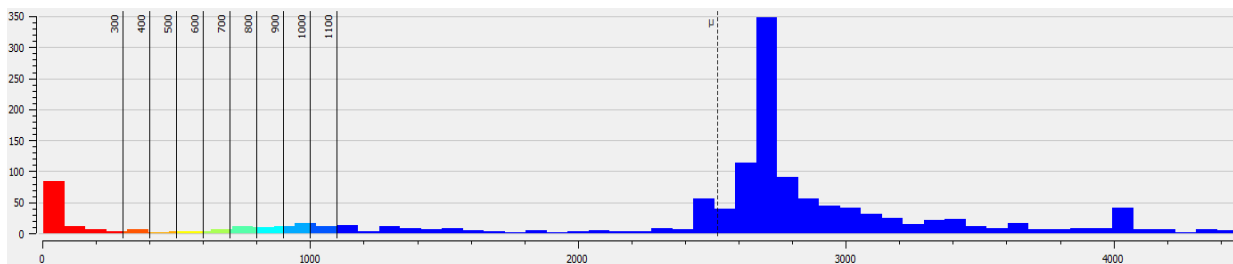


Figure 33. Lot size distribution across Bush Coastal 2

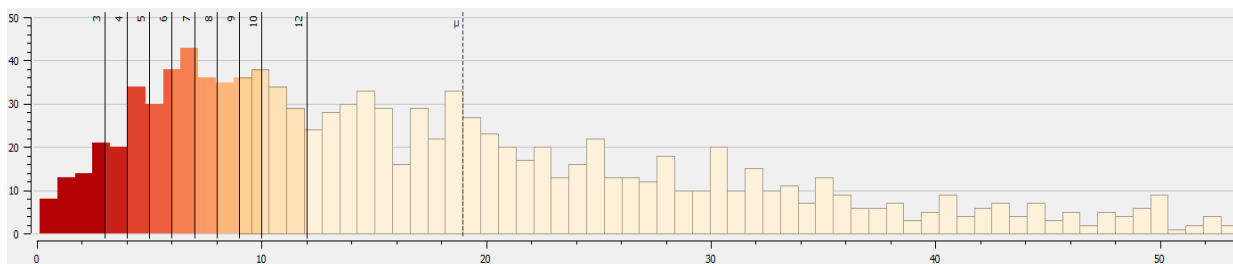


Figure 34. Building setback distribution across Bush Coastal 2

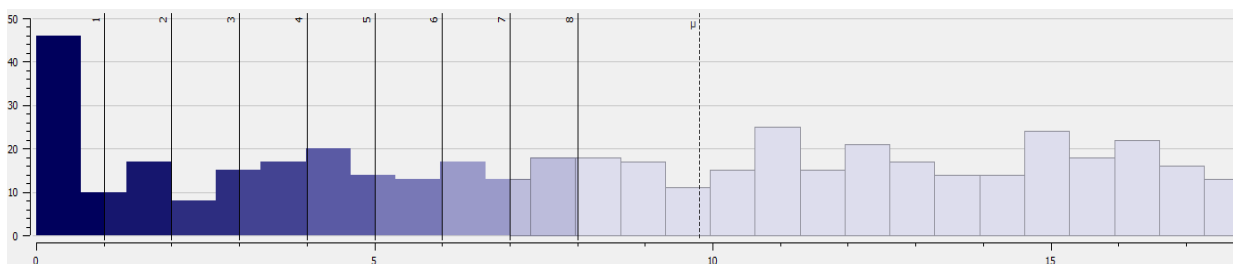


Figure 35. Building side setback distribution across Bush Coastal 2



### Key Threats to Character

The following are considered to be key threats to the existing character of Bush Coastal 2 areas:

- Significant loss of existing vegetation in front gardens, as well as around the perimeter of dwellings.
- Large scale, visually dominant dwellings that do not respond to the topography or protrude above the existing canopy tree lines.
- New development which is constructed close to front or side boundaries, reducing the spaciousness of the existing streetscape.
- New development that does not reflect the predominant building materials found in the area.
- Construction of high, solid front fencing that interrupt views from the street to vegetation in front gardens.
- Subdivision of existing larger lots, where development outcome results in a loss of vegetation and increase in site coverage.

### Alignment of Existing Planning Controls

As per the majority of the municipality – the General Residential Zone (GRZ) provides the basic controls only, with no locally specific variations to ResCode requirements. In addition, the schedules to the GRZ do not specify neighbourhood character objectives. Council wide, there is an opportunity as part of the Housing Strategy to provide more localised schedules to help to achieve specific outcomes in specific precincts.

It is evident that the DDO1 seeks to protect the landscaped and lower density character of this area, as well as ensure built form responds to the unique geographical features. These have been identified as some of the key attributes of the precinct within the neighbourhood character study.

Whilst DDO1 has clear objectives, it does not have specific requirements that seek to provide clarity about what it is trying to achieve. The permit exemptions seem to be encouraging a building envelope by exempting works that meet certain requirements, however, they are not outlined as siting requirements for other non conforming developments. Little guidance is provided for Council to consider where they need to consider an application for a 'non conforming' development.

It should be highlighted that if this DDO is seeking to provide siting and form guidance, there is an opportunity for such requirements to be localised ResCode variations in a Schedule to the Zone. The Schedule would also provide an opportunity to include neighbourhood character objectives, statements and decision guidelines.

The DDOs include maximum height limits that are below the maximum height set by the GRZ, something which Planning Practice Note 91 seeks specifically to avoid. An opportunity exists to simplify the height controls through including one height control within the Schedule to the Zone.

In terms of the environmental and landscape overlays, whilst they clearly stipulate objectives and permit requirements, they do not provide detail on the type of replacement planting that may be acceptable where vegetation removal cannot be avoided. An elaboration of the objectives, landscape characters and requirements could be facilitated in order to provide for a more robust control. Application requirements for landscape plans should also be considered.

The Bushfire Management Overlay conflicts with the landscape and vegetation controls, given it allows some vegetation to be removed 'as of right' and restricts the vegetation that can be planted around dwellings (given its primary purpose is to protect human life). Given the operation of this control (and that is a control created by the Victorian State Government), there is no opportunity to revise this control as part of the Housing Strategy.

The impact of the scattered Heritage Overlays (generally property specific rather than precinct wide) on character is limited. Typically, these will only impact character at large if they are applied precinct wide (therefore protecting existing dwelling siting, form, materials, design and the like).

## 5.4 Foreshore 1

### Existing Character Description

Foreshore 1 areas are defined by large scale dwellings with a strong relationship to the Port Phillip Bay and foreshore, and Kananook Creek. As a result, dwellings are often oriented to the coast to maximise views. The street network runs the length of the Nepean Highway and along the Frankston foreshore, with informal, sandy side streets leading to the foreshore, giving the area a distinctive coastal character.

Architectural styles are highly varied, with dwellings ranging from the inter-war period to modern and contemporary styles. Materials such as weatherboard, brick and fibro define the older building stock, whilst newer buildings incorporate materials such as metal, glass, render and finishes such as render. Roof forms are generally flat or gabled closer to the coast, with hipped and pitched roofs on older buildings.

Dwellings are sited on narrow lots with fine grain street frontages, which combined with car parking structures built to the front boundary and high solid fences, contributes to a compact and dominant built form character. Lots fronting the Nepean Highway are typically larger, and contain more frequent examples of multi-dwelling development.

The public and private realm is generally defined by native vegetation, including coastal shrubs and trees, as well as exotic vegetation planted within some front gardens. Nature strips feature small to medium sized trees and bushes which soften the visually dominant dwellings, fences and parking structures.

The street network is linear, with short side streets that lead to the foreshore and creek. Streets are formal and sealed, however side streets feature unsealed verges and often lead directly to the sandy foreshore. Whilst the topography is flat, there are frequent views down side streets to the coast and creek.

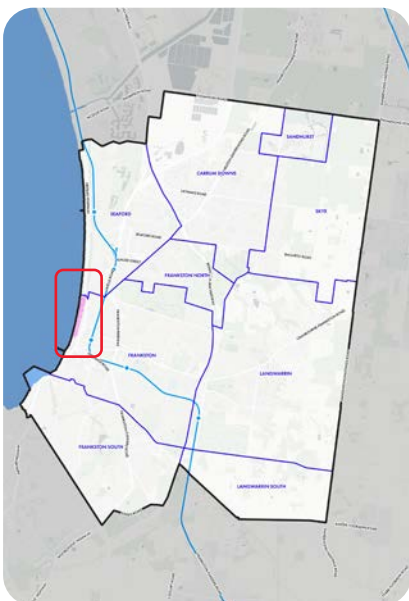


Figure 36. Foreshore 1 Key Map

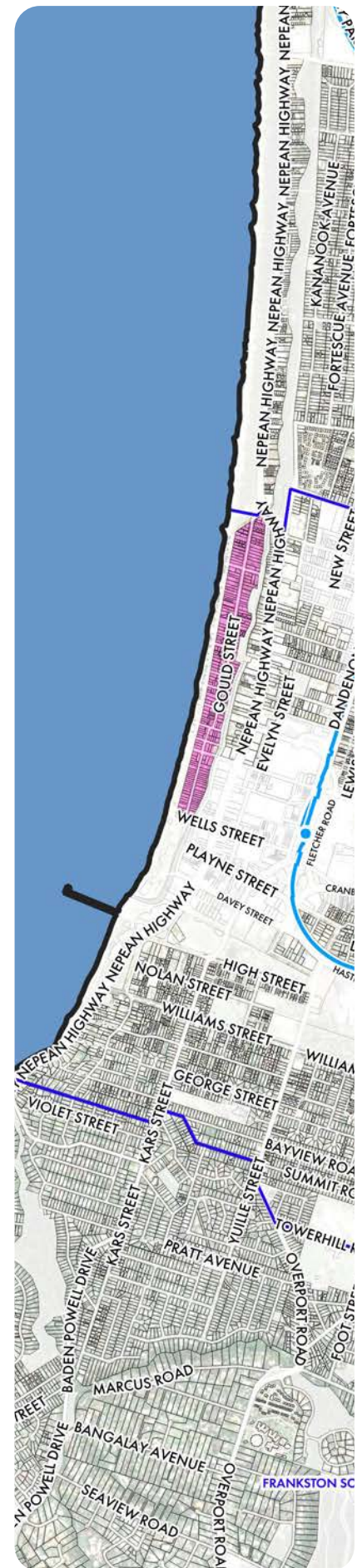


Figure 37. Foreshore 1 Area Map

■ Foreshore 1

Photos from the Character Area

Key attributes detailed in below images are summarised in the list opposite.

- Dwellings oriented toward foreshore views
- Linear street network, side streets leading to foreshore
- Narrow lots and fine grain street frontages
- Varied architectural styles, contemporary materials

F1



## Key Attributes

Character Element	Description
<b>Built Form</b>	
<b>Architectural Style and Era</b>	<ul style="list-style-type: none"> <li>Mix of modern and contemporary dwellings</li> <li>Occasional Inter-war dwellings.</li> </ul>
<b>Building Materials</b>	<ul style="list-style-type: none"> <li>Brick, weatherboard and fibro more dominant on older dwelling stock.</li> <li>Render, glass and metal more dominant on contemporary dwelling stock, with heavy use of render.</li> </ul>
<b>Building Heights</b>	<ul style="list-style-type: none"> <li>Two storey dwellings are most prominent.</li> <li>Examples of single and triple storey developments.</li> </ul>
<b>Building Forms</b>	<ul style="list-style-type: none"> <li>Predominantly detached single dwellings.</li> <li>Examples of unit development on lots fronting Nepean Highway.</li> </ul>
<b>Roof Forms</b>	<ul style="list-style-type: none"> <li>Predominantly flat or gabled roofs</li> <li>Occasional hipped and pitched roof forms</li> </ul>
<b>Roof Materials</b>	<ul style="list-style-type: none"> <li>Tile and steel</li> </ul>
<b>Front Fencing</b>	<ul style="list-style-type: none"> <li>1.5m high solid fences or no front fence</li> </ul>
<b>Setbacks and Siting</b>	
<b>Lot Sizes</b>	<ul style="list-style-type: none"> <li>Predominantly 300-500sqm</li> <li>Some lots fronting Nepean Highway range up to 1,000sqm</li> </ul>
<b>Site Coverage</b>	<ul style="list-style-type: none"> <li>Moderate to high (30%-60%)</li> </ul>
<b>Front Setbacks</b>	<ul style="list-style-type: none"> <li>3-7m</li> </ul>
<b>Side Setbacks</b>	<ul style="list-style-type: none"> <li>1-3m</li> </ul>
<b>Siting</b>	<ul style="list-style-type: none"> <li>Consistent</li> </ul>
<b>Parking Structures</b>	<ul style="list-style-type: none"> <li>Garages often forward of the front facade</li> </ul>
<b>Vegetation</b>	
<b>Front Gardens</b>	<ul style="list-style-type: none"> <li>Coastal 'informal' character of native shrubs and grasses, with some canopy trees.</li> <li>Some examples of exotic and more formalised gardens.</li> </ul>
<b>Nature Strips</b>	<ul style="list-style-type: none"> <li>Irregular canopy tree planting, largely small to medium in size.</li> </ul>
<b>Views and Topography</b>	
<b>Topography</b>	<ul style="list-style-type: none"> <li>Flat with dunal landforms</li> </ul>
<b>Views</b>	<ul style="list-style-type: none"> <li>Intermittent views to Port Phillip Foreshore or Kananook Creek.</li> </ul>
<b>Streets</b>	
<b>Road Layout</b>	<ul style="list-style-type: none"> <li>Linear, north – south streets.</li> </ul>
<b>Road Surface</b>	<ul style="list-style-type: none"> <li>Sealed, some unsealed side streets</li> </ul>
<b>Footpaths</b>	<ul style="list-style-type: none"> <li>Largely no footpaths.</li> <li>Where footpaths are present, it is only on one side of the road</li> </ul>
<b>Drainage</b>	<ul style="list-style-type: none"> <li>Kerb and channel, or no formal drainage</li> </ul>
<b>Locations</b>	<ul style="list-style-type: none"> <li>Frankston, Seaford</li> </ul>

# Attribute Distribution

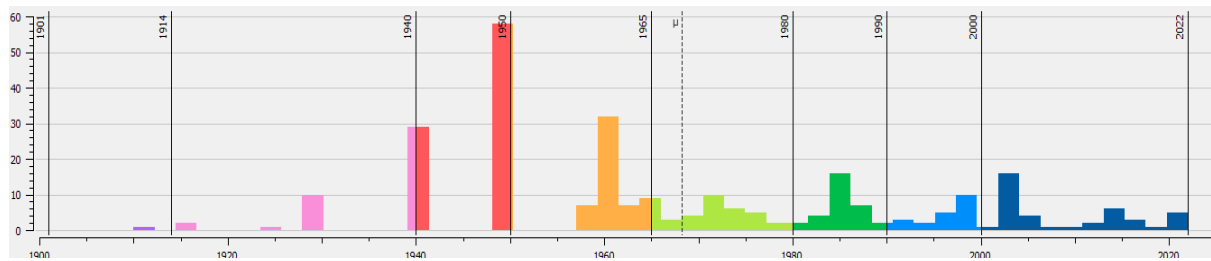


Figure 38. Building construction year distribution across Foreshore 1

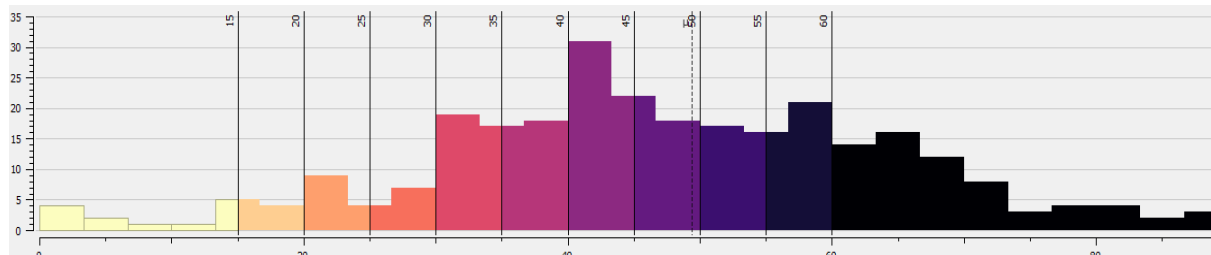


Figure 39. Site coverage distribution across Foreshore 1

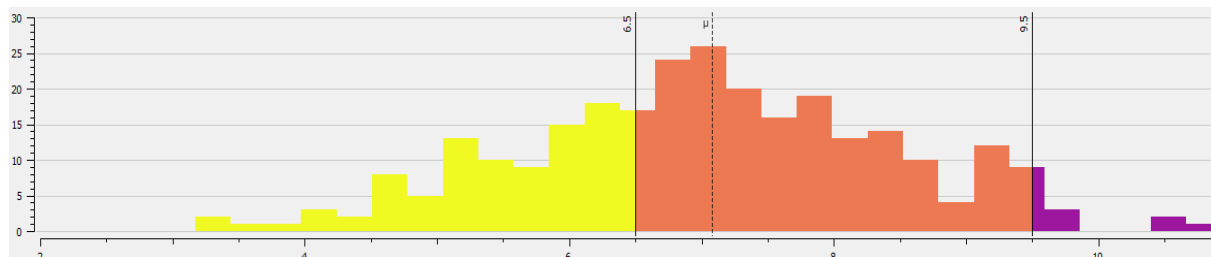


Figure 40. Building height distribution across Foreshore 1

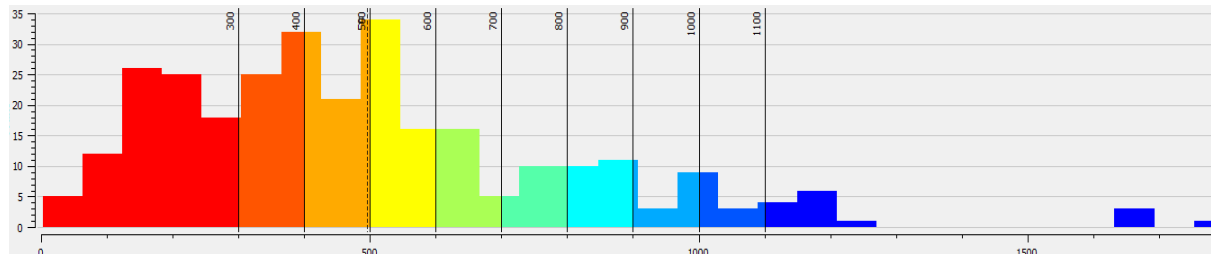


Figure 41. Lot size distribution across Foreshore 1

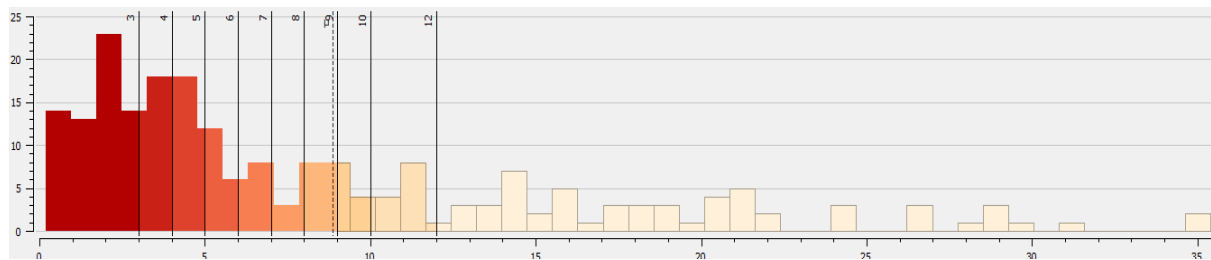


Figure 42. Building setback distribution across Foreshore 1

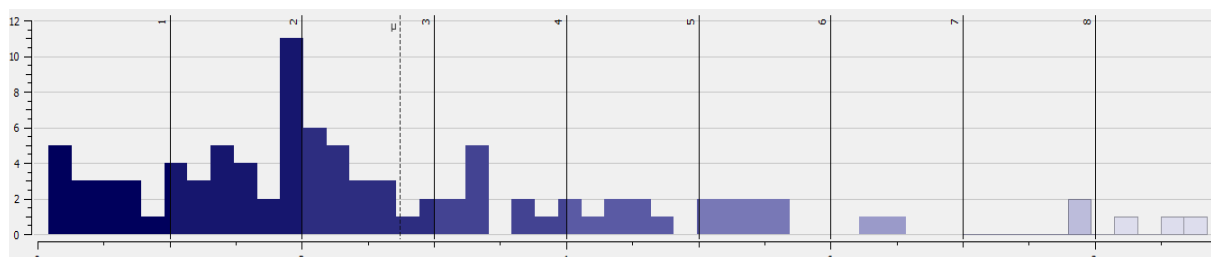


Figure 43. Building side setback distribution across Foreshore 1

### Key Threats to Character

The following are considered to be key threats to the existing character of Foreshore 1 areas:

- Significant loss of existing coastal vegetation in front gardens, as well as around the perimeter of dwellings.
- New development which is not sufficiently setback from foreshore or Kananook Creek interfaces, resulting in excessive visual bulk from the public realm.
- Multi-storey development that is not recessed at upper levels and does not reflect the façade articulation present across existing dwellings.
- Materials and finishes not consistent with the foreshore character.

### Alignment of Existing Planning Controls

The General Residential Zone – Schedule 3 (GRZ3) provides the basic controls only, with no locally specific variations to ResCode requirements. In addition, the schedules to the GRZ do not specify neighbourhood character objectives. It does however specify a maximum height of 12m / three storeys. There is an opportunity as part of the Housing Strategy for further refine this control to ensure it provides further neighbourhood character objectives and localised variations that assist in ensuring the preferred character is achieved.

It is evident that the DDO6 applicable seeks to protect the coastal character and that the relationship with the coast and creek is enhanced. These have been identified as some of the key attributes of the precinct within the neighbourhood character study.

Whilst DDO6 has clear objectives, it does not have specific requirements that seek to provide clarity about what it is trying to achieve. The permit exemptions seem to be encouraging a building envelope by exempting works that meet certain requirements, however, they are not outlined as siting requirements for other non conforming developments. Little guidance is provided for Council to consider where they need to consider an application for a ‘non conforming’ development.

It should be highlighted that if this DDO is seeking to provide siting and form guidance, there is an opportunity for such requirements to be localised ResCode variations in a Schedule to the Zone. The Schedule would also provide an opportunity to include neighbourhood character objectives, statements and decision guidelines.

The DDOs include maximum height limits that are below the maximum height set by the GRZ, something which Planning Practice Note 91 seeks specifically to avoid. An opportunity exists to simplify the height controls through including one height control within the Schedule to the Zone.

In terms of the ESO4, whilst it clearly stipulate objectives and permit requirements, it does not provide detail on the type of replacement planting that may be acceptable where vegetation removal cannot be avoided. An elaboration of the objectives, landscape character and requirements could be facilitated in order to provide for a more robust control.

The impact of the scattered Heritage Overlays (generally property specific rather than precinct wide) on character is limited. Typically, these will only impact character at large if they are applied precinct wide (therefore protecting existing dwelling siting, form, materials, design and the like).



## 5.5 Foreshore 2

### Existing Character Description

Foreshore 2 areas are defined by large, multi-level dwellings set along the prominent ridgelines of Oliver's Hill and surrounding area, built to maximise views to the bay. A diversity of building eras and materials contribute to a distinct built form character when viewed from nearby streets at lower elevations.

Architectural styles are mixed, with the area reflecting an evolution of building styles from post war to modern and contemporary dwellings. Older dwellings are typically finished with either brick or weatherboard, while newer development utilises materials including render, steel and glass.

Dwellings are generally set on large, narrow lots and in many cases are built to maximise site coverage. However, due to the size of these lots, there is often room to retain or plant new vegetation. Dwellings are generally consistently sited, contributing to a relatively uniform street rhythm. In some cases, dwellings are sited towards the rear of a lot to capture views, disrupting the consistent pattern of built form when viewed from the street.

Front and rear yards generally contain medium to high levels of exotic planted vegetation. Remnant and planted native vegetation is present in some gardens, but is not as common. Intermittent planting of small to medium street trees in nature strips complement the vegetated setting of adjacent lots.

Streets are predominantly straight and narrow, with instances of cul-de-sacs in some locations. They typically follow the steep slope of the land and can afford expansive views to the bay and surrounding areas. Streets are largely sealed with formal kerb and channel drainage, however in locations closer to the bay, streets can be unsealed and feature no formal drainage.

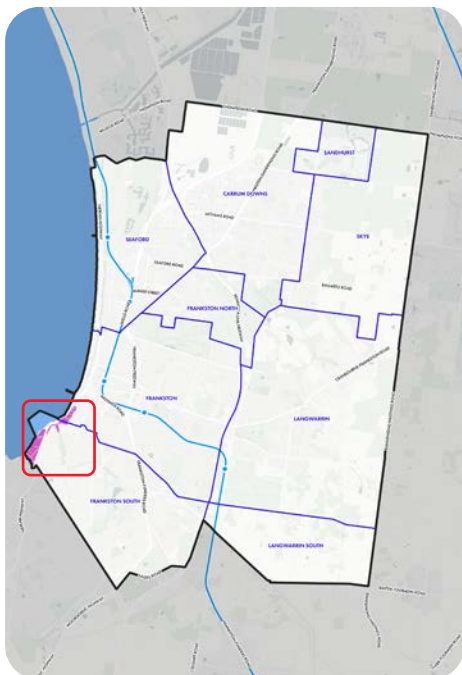


Figure 44. Foreshore 2 Key Map

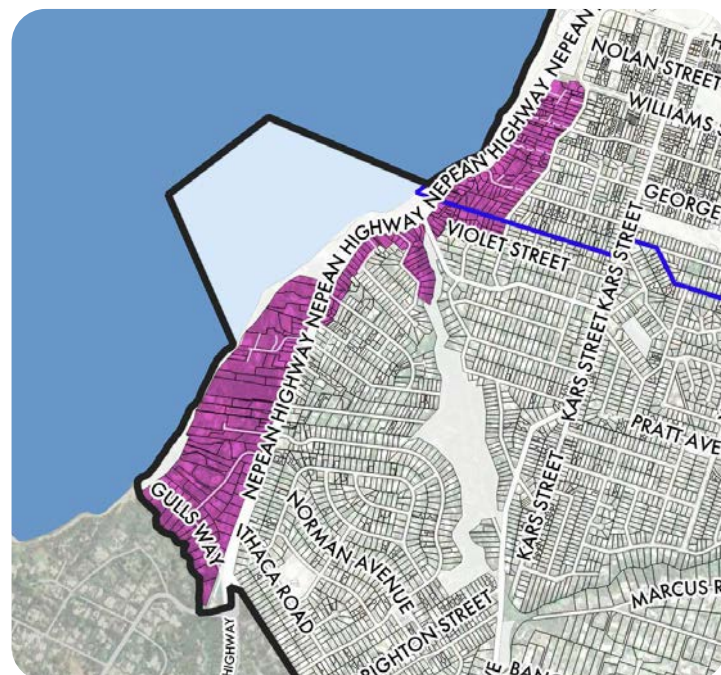


Figure 45. Foreshore 2 Area Map

## Photos from the Character Area

Key attributes detailed in below images are summarised in the list opposite.

- Large, multi storey dwellings
- Dwellings set along ridgelines with significant views
- Steeply sloping streets
- Varied architectural styles and materials

F2



## Key Attributes

Character Element	Description
<b>Built Form</b>	
Architectural Style and Era	<ul style="list-style-type: none"><li>Mix of post war, modern and contemporary dwellings</li></ul>
Building Materials	<ul style="list-style-type: none"><li>Mix of brick, weatherboard, render, steel and glass</li></ul>
Building Heights	<ul style="list-style-type: none"><li>Predominantly 2 to 3 storeys</li></ul>
Building Forms	<ul style="list-style-type: none"><li>Predominantly detached single dwellings</li><li>Occasional unit development</li></ul>
Roof Forms	<ul style="list-style-type: none"><li>Mix of hipped, gabled and flat roofs</li></ul>
Roof Materials	<ul style="list-style-type: none"><li>Tile and steel</li></ul>
Front Fencing	<ul style="list-style-type: none"><li>Mix of either no fences, high solid or high transparent fences</li></ul>
<b>Setbacks and Siting</b>	
Lot Sizes	<ul style="list-style-type: none"><li>1000m<sup>2</sup>+</li><li>Pockets of smaller lots between 300-600m<sup>2</sup></li></ul>
Site Coverage	<ul style="list-style-type: none"><li>Moderate (30%-55%)</li></ul>
Front Setbacks	<ul style="list-style-type: none"><li>5-9m</li></ul>
Side Setbacks	<ul style="list-style-type: none"><li>1-4m</li></ul>
Siting	<ul style="list-style-type: none"><li>Consistent</li></ul>
Parking Structures	<ul style="list-style-type: none"><li>Predominantly in line with dwelling</li></ul>
<b>Vegetation</b>	
Front Gardens	<ul style="list-style-type: none"><li>Medium level established landscaping</li><li>Mix of exotic and native vegetation</li></ul>
Nature Strips	<ul style="list-style-type: none"><li>Grassed nature strips, intermittent planting of small trees</li></ul>
<b>Views and Topography</b>	
Topography	<ul style="list-style-type: none"><li>Steep topography, with dwellings sided on cliff edge</li></ul>
Views	<ul style="list-style-type: none"><li>Clear views to bay and surrounds from dwellings</li><li>Intermittent bay views from streets at higher elevations</li></ul>
<b>Streets</b>	
Road Layout	<ul style="list-style-type: none"><li>Curvilinear, winding</li></ul>
Road Surface	<ul style="list-style-type: none"><li>Predominantly sealed</li><li>Occasional unsealed roads closer to bay foreshore</li></ul>
Footpaths	<ul style="list-style-type: none"><li>Generally no footpaths</li></ul>
Drainage	<ul style="list-style-type: none"><li>Predominantly kerb and channel</li><li>Areas of informal swale drainage closer to bay foreshore</li></ul>
Locations	<ul style="list-style-type: none"><li>Frankston, Frankston South</li></ul>

## Attribute Distribution

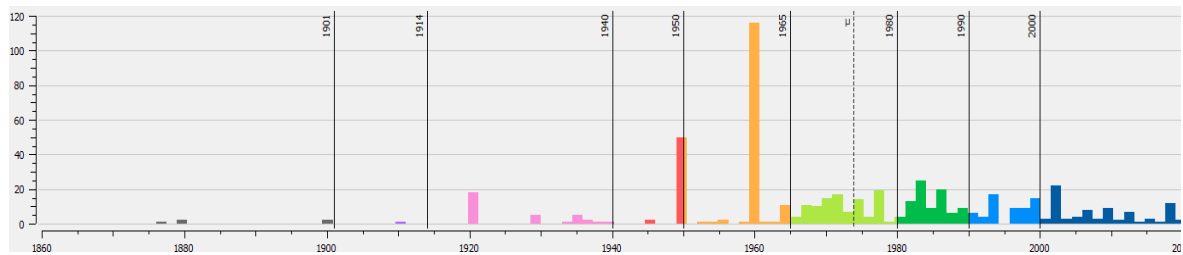


Figure 46. Building construction year distribution across Foreshore 2

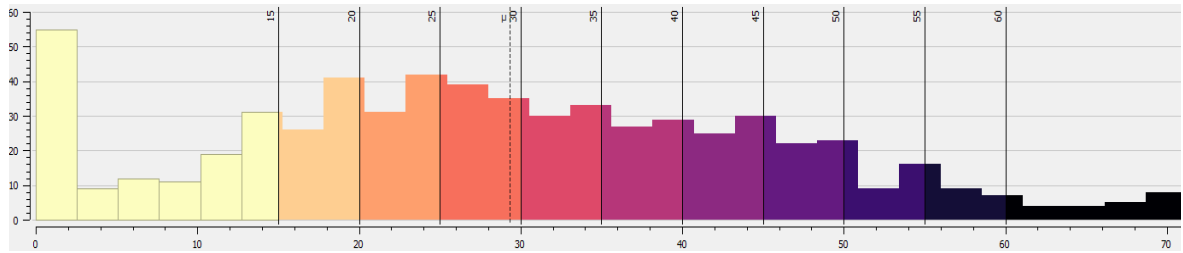


Figure 47. Site coverage distribution across Foreshore 2

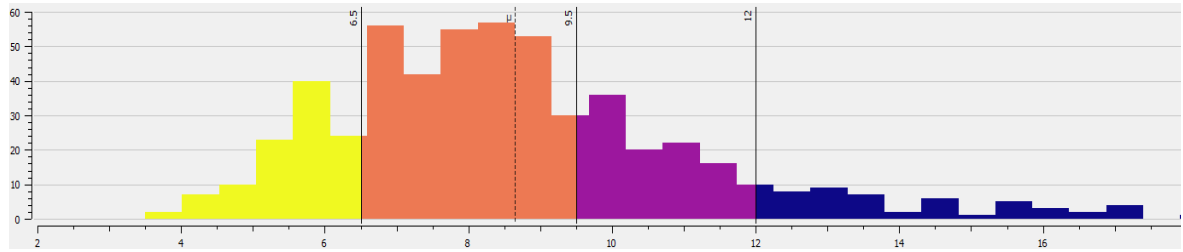


Figure 48. Building height distribution across Foreshore 2

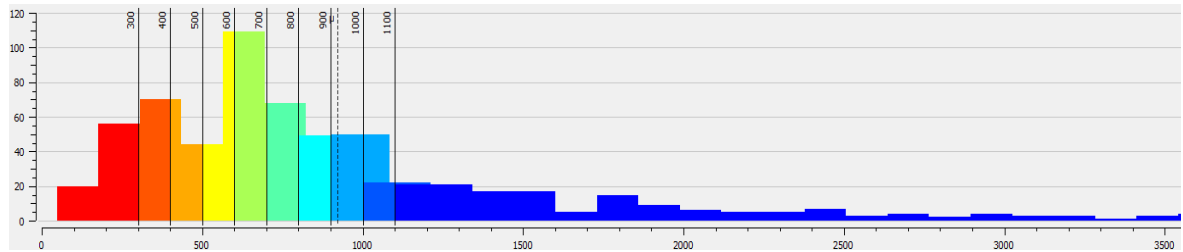


Figure 49. Lot size distribution across Foreshore 2

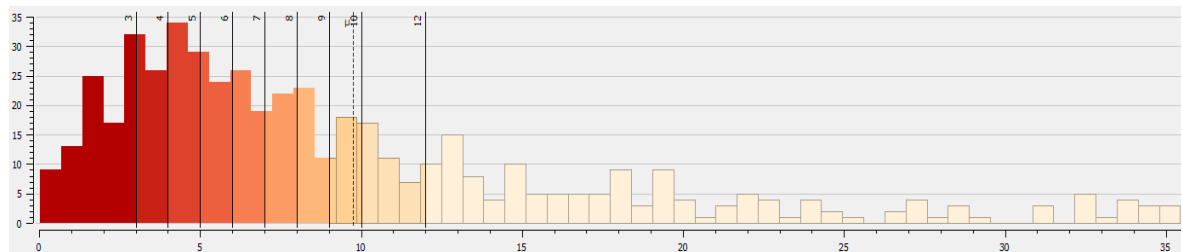


Figure 50. Building setback distribution across Foreshore 2

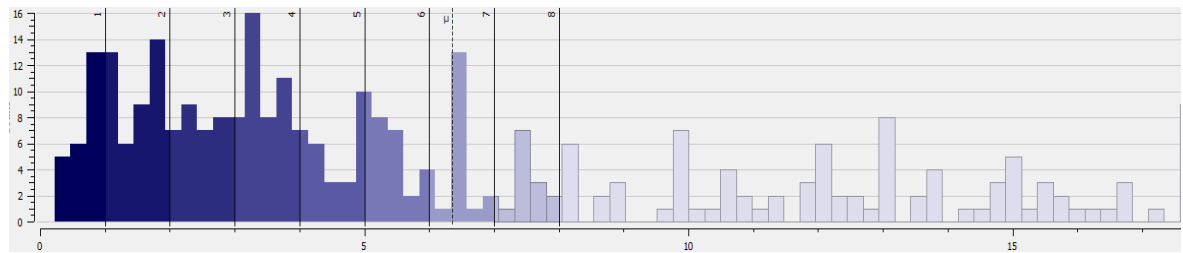


Figure 51. Building side setback distribution across Foreshore 2

F2

### Key Threats to Character

The following are considered to be key threats to the existing character of Foreshore 2 areas:

- Design responses that result in the need for excessive cut and fill on steeply sloping lots.
- New development that, due to its height or siting on an elevated lot, unreasonably blocks natural light or views of an existing dwelling.
- Subdivision of existing large and narrow lots, where development outcome would result in a loss of vegetation, or building typologies that would detract from the prominent single dwelling built form character visible from surrounding streets.

### Alignment of Existing Planning Controls

As per the majority of the municipality – the General Residential Zone (GRZ) provides the basic controls only, with no locally specific variations to ResCode requirements. In addition, the schedules to the GRZ do not specify neighbourhood character objectives. Council wide, there is an opportunity as part of the Housing Strategy to provide more localised schedules to help to achieve specific outcomes in specific precincts.

Considering the small geographical size of this area, there are a number of built form overlay controls that apply including DDO2, 9 and 6. The DDOs seek to ensure (in summary) that new development respects the coastal / creek environs and the unique geographical features of the area. The land management overlays (such as the EMO's) seek to ensure any development is safe, given the risks of erosion and landslip. The environment and landscape controls seek to provide vegetation protection and encourage further landscaping. These have been identified as some of the key attributes of the precinct within the neighbourhood character study.

Whilst the DDOs have clear objectives, they do not have specific requirements that seek to provide clarity about what it is trying to achieve. The permit exemptions seem to be encouraging a building envelope by exempting works that meet certain requirements, however, they are not outlined as siting requirements for other non conforming developments. Little guidance is provided for Council to consider where they need to consider an application for a 'non conforming' development.

It should be highlighted that if DDO's are seeking to provide siting and form guidance, there is an opportunity for such requirements to be localised ResCode variations in a Schedule to the Zone. The Schedule would also provide an opportunity to include neighbourhood character objectives, statements and decision guidelines. It is noted however that given the diversity of different geography within this small precinct – it may be that one larger DDO could apply to the precinct (providing different requirements within different areas of the precinct) to cover some of the requirements that may not be able to be added into a schedule to the zone (such as considerations around siting dwellings on the unique topography, or its interface with the coast, creeks or cliffs). There may also still be a need for a DDO to outline controls that seek to (for instance) protect common coastal outlooks, again something which may not be able to be facilitated within a schedule to the zone.

The DDOs include maximum height limits that are below the maximum height set by the GRZ, something which Planning Practice Note 91 seeks specifically to avoid. An opportunity exists to simplify the height controls through including one height control within the Schedule to the Zone, or possibly, area height controls within a precinct wide DDO that do not conflict with the parent control.

F2

In terms of the land management overlays, they impact character in that the requirement to 'prove' any works do not create any adverse erosion or landslip risk ultimately dictates what form is supportable and where this can be located. To an extent, this limits flexibility that could be provided in other locations, as if it is not safe to construct something (that may better suit character) then it cannot occur. It is noted however that this may not always result in outcomes that are in contrast to the character of the area.

In terms of the environmental and landscape overlays, whilst they clearly stipulate objectives and permit requirements, they do not provide detail on the type of replacement planting that may be acceptable where vegetation removal cannot be avoided. An elaboration of the objectives, landscape characters and requirements could be facilitated in order to provide for a more robust control. Application requirements for landscape plans should also be considered.

The impact of the scattered Heritage Overlays (generally property specific rather than precinct wide) on character is limited. Typically, these will only impact character at large if they are applied precinct wide (therefore protecting existing dwelling siting, form, materials, design and the like).

## 5.6 Foreshore 3

### Existing Character Description

Foreshore 3 areas are defined by large scale dwellings with a strong relationship to the Port Phillip Bay and Kananook Creek. Dwellings are primarily oriented towards the coast to maximise views to the bay. The street network runs the length of the Nepean Highway with occasional informal side streets present along the edges of Kananook Creek, giving the area a distinctive character.

Architectural styles are varied, consisting of multi storey modern and contemporary dwellings, with an increasing presence of unit developments. Materials including brick and concrete render define the older building stock, whilst newer buildings incorporate materials such as metal, glass and other contemporary materials. Roof forms are generally flat or gabled closer to the coast, with hipped and pitched roofs on older buildings.

Dwellings are sited on long lots that are generally well vegetated and stretch toward Kananook Creek. Larger scale unit and apartment developments take advantage of the length of these lots, resulting in high building coverage. Whereas single dwellings are typically sited to front Nepean Highway with far lower site coverage.

Public realm vegetation is limited to intermittent planting of small trees along the verge of Nepean Highway. High levels of vegetation surround this character area, located within Kananook Creek and the foreshore reserve. Private realm vegetation is generally defined by native vegetation, including coastal shrubs and trees, as well as exotic vegetation planted within some front gardens.

The street network is linear, with occasional short side streets that lead to the creek. Streets are formal and sealed, however side streets feature unsealed verges and road surfaces. Whilst the topography is flat, there are frequent views down side streets to the creek.

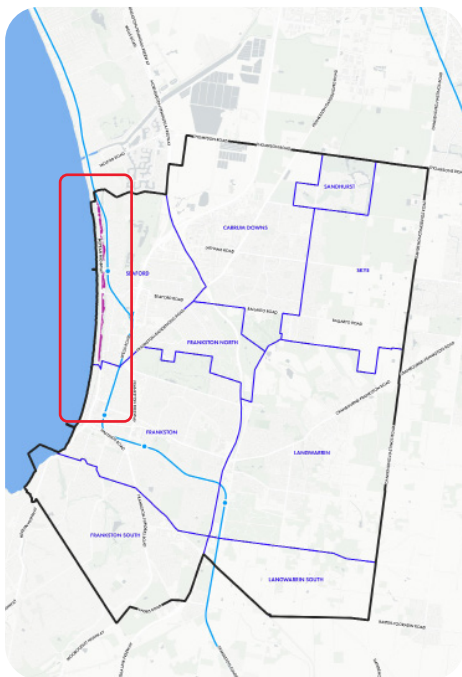


Figure 53. Foreshore 3 Key Map



Figure 52. Foreshore 3 Area Map

Foreshore 3

Photos from the Character Area

Key attributes detailed in below images are summarised in the list opposite.

- Large, multi storey dwellings and unit developments
- Single dwellings on well vegetated lots
- Dwellings built to maximise bay views
- Varied architectural styles and materials

F3





## Key Attributes

Character Element	Description
<b>Built Form</b>	
Architectural Style and Era	<ul style="list-style-type: none"><li>Mix of post war, modern and contemporary dwellings</li></ul>
Building Materials	<ul style="list-style-type: none"><li>Mix of brick, weatherboard, render, steel and glass</li></ul>
Building Heights	<ul style="list-style-type: none"><li>Mix of 1 to 3 storeys</li></ul>
Building Forms	<ul style="list-style-type: none"><li>Mix of detached single dwellings and unit/apartment development</li></ul>
Roof Forms	<ul style="list-style-type: none"><li>Predominantly flat roofs, occasional hipped and gabled</li></ul>
Roof Materials	<ul style="list-style-type: none"><li>Tile and steel</li></ul>
Front Fencing	<ul style="list-style-type: none"><li>Predominantly high solid front fences, occasional low and transparent</li></ul>
<b>Setbacks and Siting</b>	
Lot Sizes	<ul style="list-style-type: none"><li>1000m<sup>2</sup>+</li><li>Pockets of smaller lots between 300-600m<sup>2</sup></li></ul>
Site Coverage	<ul style="list-style-type: none"><li>Low to Moderate (30%-55%), depending on dwelling typology</li></ul>
Front Setbacks	<ul style="list-style-type: none"><li>6-8m, some dwellings sited further into lot with 10m+ setbacks</li></ul>
Side Setbacks	<ul style="list-style-type: none"><li>3-6m</li></ul>
Siting	<ul style="list-style-type: none"><li>Consistent</li></ul>
Parking Structures	<ul style="list-style-type: none"><li>Predominantly in line with dwelling</li></ul>
<b>Vegetation</b>	
Front Gardens	<ul style="list-style-type: none"><li>Low to Medium level established landscaping</li><li>Mix of exotic and native vegetation</li></ul>
Nature Strips	<ul style="list-style-type: none"><li>Grassed nature strips, intermittent planting of small trees</li></ul>
<b>Views and Topography</b>	
Topography	<ul style="list-style-type: none"><li>Flat</li></ul>
Views	<ul style="list-style-type: none"><li>Clear views to bay and surrounds from dwellings</li></ul>
<b>Streets</b>	
Road Layout	<ul style="list-style-type: none"><li>Linear, Nepean Highway</li></ul>
Road Surface	<ul style="list-style-type: none"><li>Predominantly sealed</li><li>Occasional unsealed roads closer to Kananook Creek</li></ul>
Footpaths	<ul style="list-style-type: none"><li>Footpaths on one side of Nepean Highway</li></ul>
Drainage	<ul style="list-style-type: none"><li>Predominantly kerb and channel</li><li>Areas of informal swale drainage closer to Kananook Creek</li></ul>
Locations	<ul style="list-style-type: none"><li>Frankston, Seaford</li></ul>

## Attribute Distribution

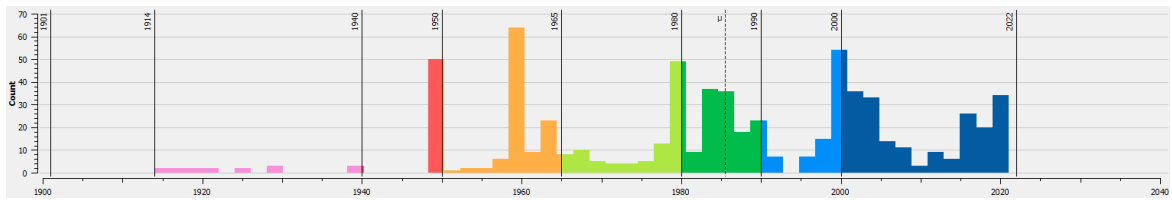


Figure 54. Building construction year distribution across Foreshore 3

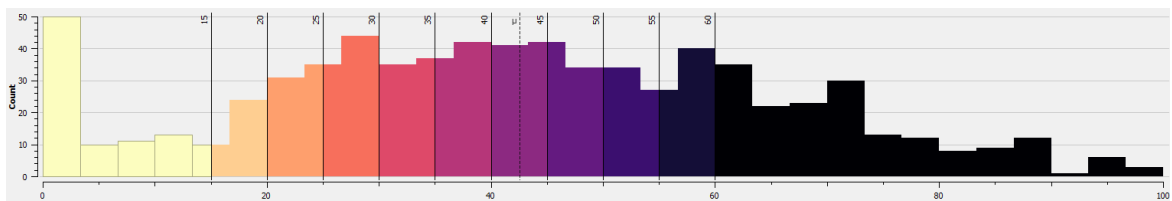


Figure 55. Site coverage distribution across Foreshore 3

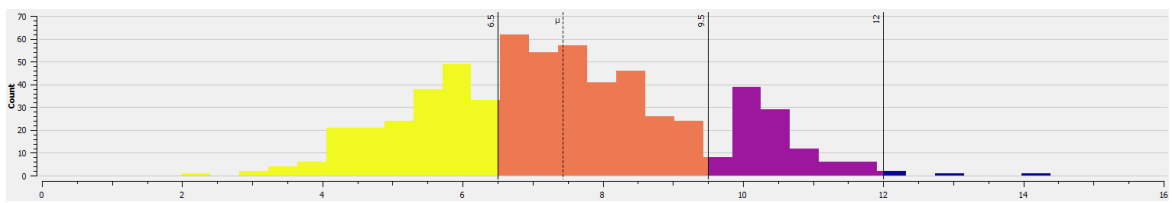


Figure 56. Building height distribution across Foreshore 3

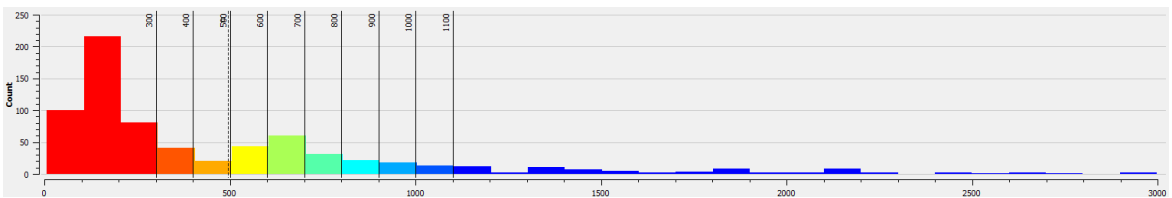


Figure 57. Lot size distribution across Foreshore 3

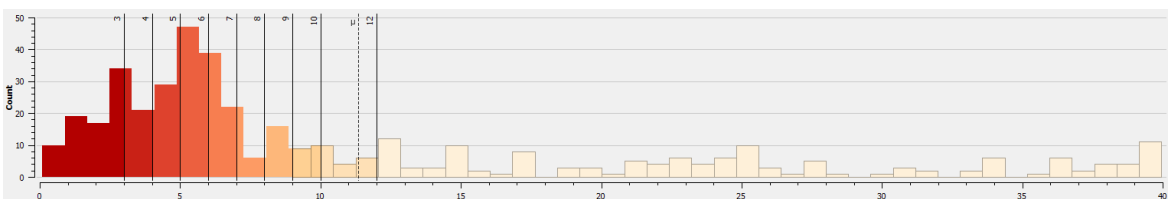


Figure 58. Building setback distribution across Foreshore 2

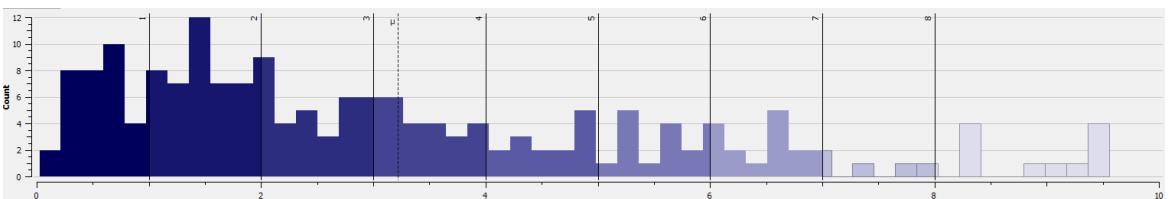


Figure 59. Building side setback distribution across Foreshore 3

### Key Threats to Character

The following are considered to be key threats to the existing character of Foreshore 3 areas:

- Significant loss of existing coastal vegetation in front gardens, as well as around the perimeter of dwellings.
- New development which is not sufficiently setback from Kananook Creek interface.
- Multi-storey development that is not recessed at upper levels and does not reflect the façade articulation present across existing dwellings.
- Materials and finishes not consistent with the foreshore character.

### Alignment of Existing Planning Controls

The General Residential Zone – Schedule 3 (GRZ3) provides the basic controls only, with no locally specific variations to ResCode requirements. In addition, the schedules to the GRZ do not specify neighbourhood character objectives. It does however specify a maximum height of 12m / three storeys. There is an opportunity as part of the Housing Strategy for further refine this control to ensure it provides further neighbourhood character objectives and localised variations that assist in ensuring the preferred character is achieved.

It is evident that the DDO6 applicable seeks to protect the coastal character and that the relationship with the coast and creek is enhanced. These have been identified as some of the key attributes of the precinct within the neighbourhood character study.

Whilst DDO6 has clear objectives, it does not have specific requirements that seek to provide clarity about what it is trying to achieve. The permit exemptions seem to be encouraging a building envelope by exempting works that meet certain requirements, however, they are not outlined as siting requirements for other non conforming developments. Little guidance is provided for Council to consider where they need to consider an application for a ‘non conforming’ development.

It should be highlighted that if this DDO is seeking to provide siting and form guidance, there is an opportunity for such requirements to be localised ResCode variations in a Schedule to the Zone. The Schedule would also provide an opportunity to include neighbourhood character objectives, statements and decision guidelines.

The DDOs include maximum height limits that are below the maximum height set by the GRZ, something which Planning Practice Note 91 seeks specifically to avoid. An opportunity exists to simplify the height controls through including one height control within the Schedule to the Zone.

In terms of the ESO4, whilst it clearly stipulate objectives and permit requirements, it does not provide detail on the type of replacement planting that may be acceptable where vegetation removal cannot be avoided. An elaboration of the objectives, landscape character and requirements could be facilitated in order to provide for a more robust control.

The impact of the scattered Heritage Overlays (generally property specific rather than precinct wide) on character is limited. Typically, these will only impact character at large if they are applied precinct wide (therefore protecting existing dwelling siting, form, materials, design and the like).

## 5.7 Garden Court 1

### Existing Character Description

Garden Court 1 areas are defined by low scale dwellings set on modest, well vegetated lots along curvilinear streets and cul-de-sacs. These areas display a traditional suburban character. Irregular lots and inconsistent siting of dwellings contributes to an open streetscape within which dwellings are not visually dominant.

Architectural styles consist predominantly of modern and contemporary era development, with brick and render being the predominant building material across the area. Roof forms are predominantly hipped and are constructed of tile or steel.

Dwellings are set on lots with irregular shapes resulting from the curvilinear road network and have inconsistent siting. The shape of lots often means dwellings are angled towards the street or a boundary, with a small setback at one corner of the dwelling, and larger setbacks elsewhere. This provides a sense of openness and contributes to a diverse streetscape.

Front gardens are generally low level, planted with a mix of native and exotic vegetation. This includes small trees, shrubs and bushes. Occasional canopy trees in the public realm make the greatest contribution to the vegetated setting of these areas.

Streets are arranged in a cul de sac or curvilinear arrangement and are formal, sealed with a kerb and channel, but often having a footpath only on one side of the road.

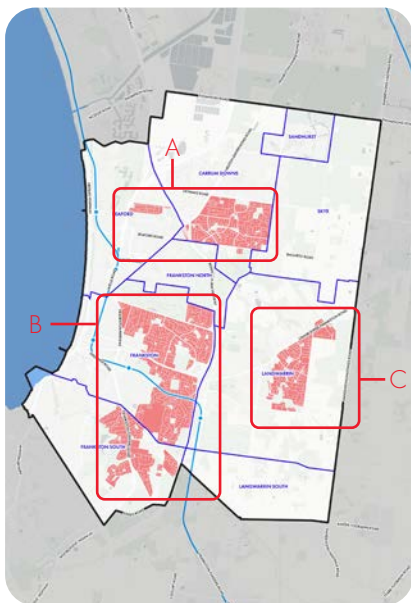


Figure 60. Garden Court 1 Key Map

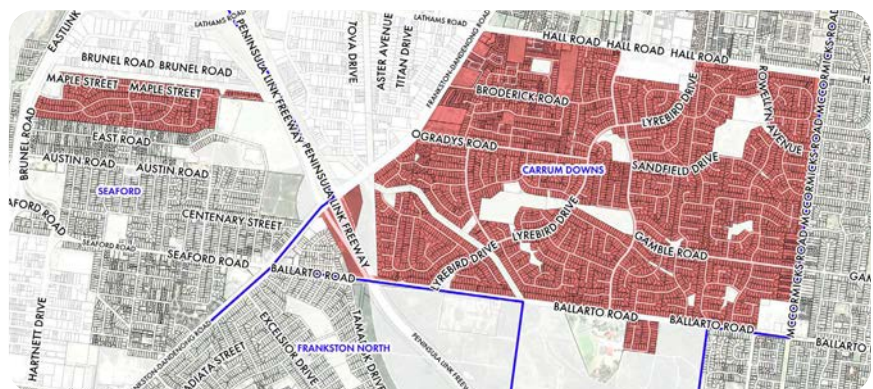


Figure 61. Garden Court 1 Area Map A

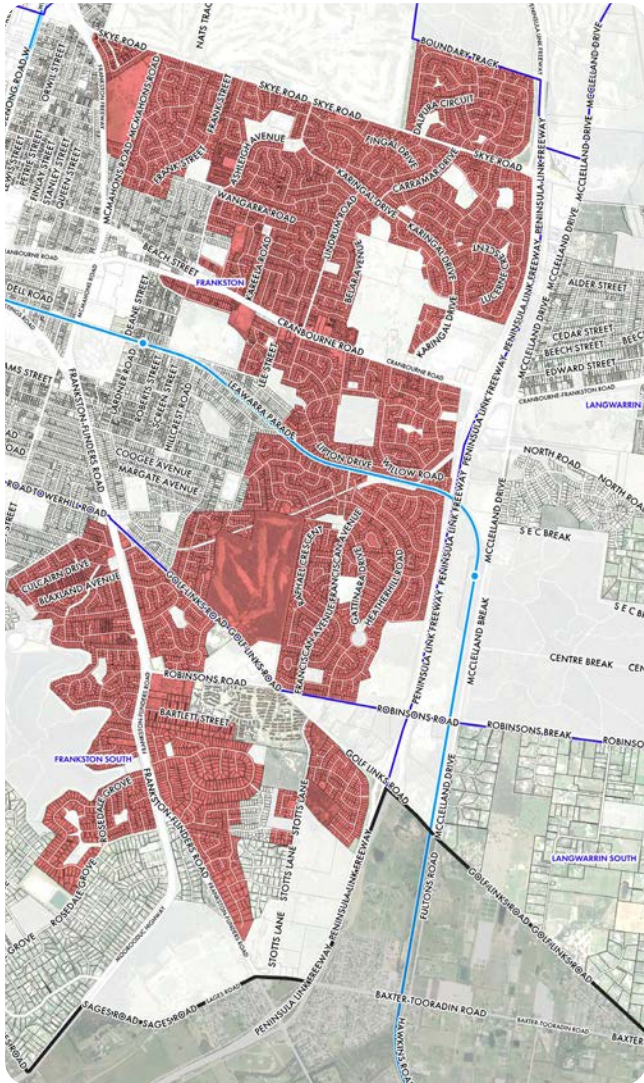


Figure 63. Garden Court 1 Area Map B

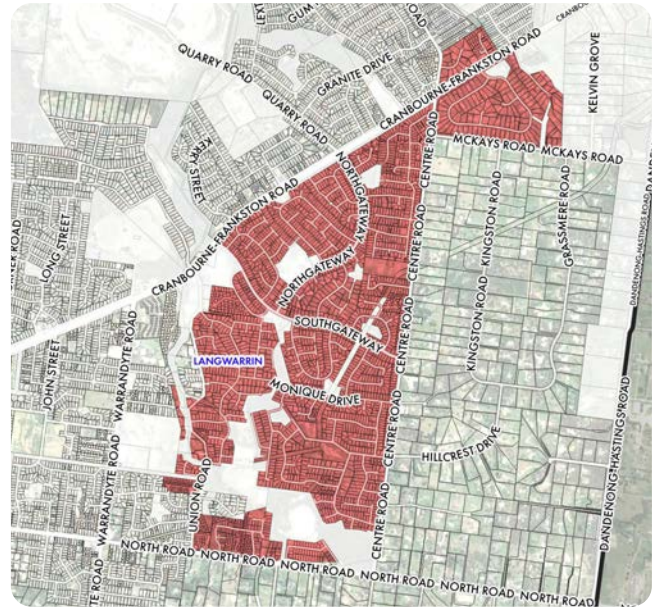


Figure 62. Garden Court Area Map C

## Photos from the Character Area

Key attributes detailed in below images are summarised in the list opposite.

- Low scale dwellings, diversity of styles
- Modest, well vegetated lots
- Curvilinear streets and cul-de-sacs
- Varied siting on irregular shaped lots



GC1

## Key Attributes

Character Element	Description
<b>Built Form</b>	
Architectural Style and Era	<ul style="list-style-type: none"><li>Predominantly modern, with occasional post-war dwellings</li><li>Increasing contemporary replacement dwellings</li></ul>
Building Materials	<ul style="list-style-type: none"><li>Predominantly brick and weatherboard</li></ul>
Building Heights	<ul style="list-style-type: none"><li>Predominantly single storey with small presence of double storey dwellings</li></ul>
Building Forms	<ul style="list-style-type: none"><li>Predominantly detached single dwelling</li></ul>
Roof Forms	<ul style="list-style-type: none"><li>Predominantly hipped roof forms</li></ul>
Roof Materials	<ul style="list-style-type: none"><li>Tile and steel</li></ul>
Front Fencing	<ul style="list-style-type: none"><li>Predominantly no front fencing</li></ul>
<b>Setbacks and Siting</b>	
Lot Sizes	<ul style="list-style-type: none"><li>500-700m<sup>2</sup></li></ul>
Site Coverage	<ul style="list-style-type: none"><li>Moderate (30%-40%)</li></ul>
Front Setbacks	<ul style="list-style-type: none"><li>4-7m.</li><li>Angled nature of dwellings often means only a small portion of the dwelling has the smaller setback.</li></ul>
Side Setbacks	<ul style="list-style-type: none"><li>Ranges between 1m to 5m (often one side is smaller, with the other side larger to provide a driveway).</li></ul>
Siting	<ul style="list-style-type: none"><li>Inconsistent</li></ul>
Parking Structures	<ul style="list-style-type: none"><li>Garages often forward of front façade, sometimes equal to or behind</li></ul>
<b>Vegetation</b>	
Front Gardens	<ul style="list-style-type: none"><li>Low to medium level gardens, with a mix of native and exotic vegetation.</li></ul>
Nature Strips	<ul style="list-style-type: none"><li>Wide nature strips, often footpaths only on one side.</li><li>Street tree planting irregular.</li></ul>
<b>Views and Topography</b>	
Topography	<ul style="list-style-type: none"><li>Mostly flat, occasional sloping topography.</li></ul>
Views	<ul style="list-style-type: none"><li>Occasional views in some precincts across dwellings to vegetation in backdrop.</li></ul>
<b>Streets</b>	
Road Layout	<ul style="list-style-type: none"><li>Cul de sacs, curvilinear streets</li></ul>
Road Surface	<ul style="list-style-type: none"><li>Sealed</li></ul>
Footpaths	<ul style="list-style-type: none"><li>Footpaths largely on one side of the road</li></ul>
Drainage	<ul style="list-style-type: none"><li>Kerb and channel</li></ul>
Locations	<ul style="list-style-type: none"><li>Frankston, Frankston South, Langwarrin, Carrum Downs, Seaford</li></ul>



## Attribute Distribution

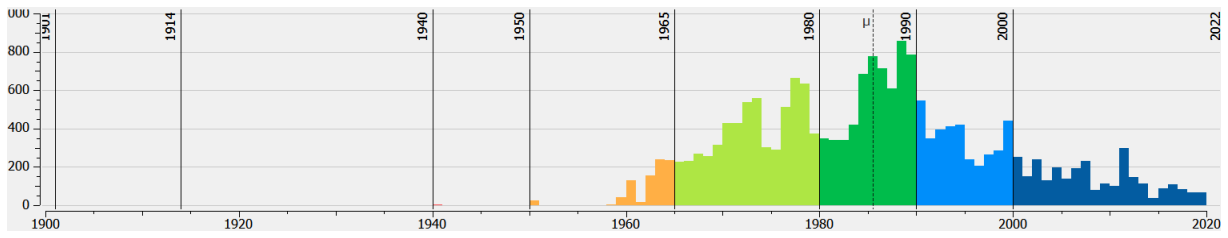


Figure 64. Building construction year distribution across Garden Court 1

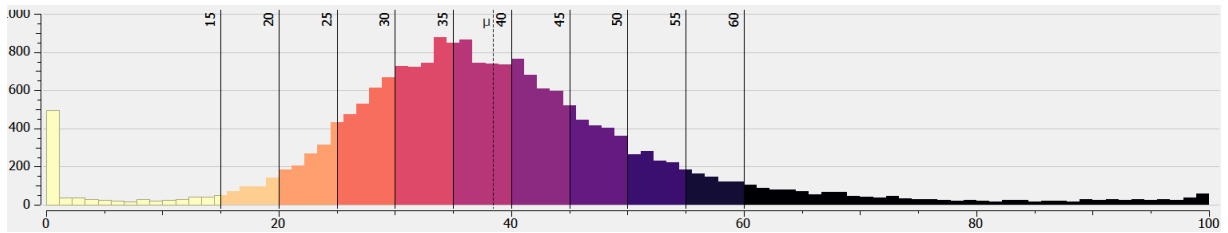


Figure 65. Site coverage distribution across Garden Court 1

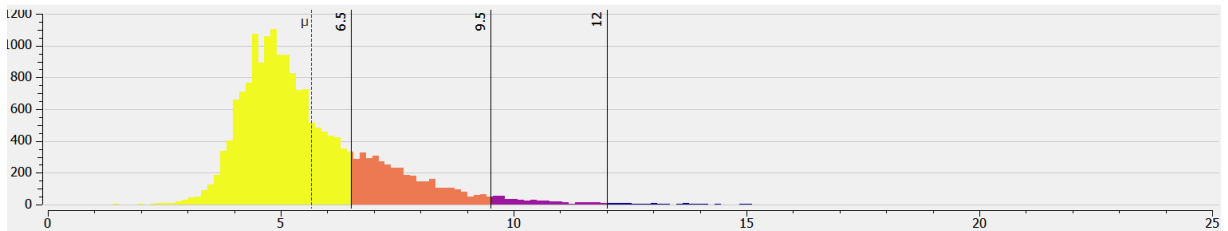


Figure 66. Building height distribution across Garden Court 1

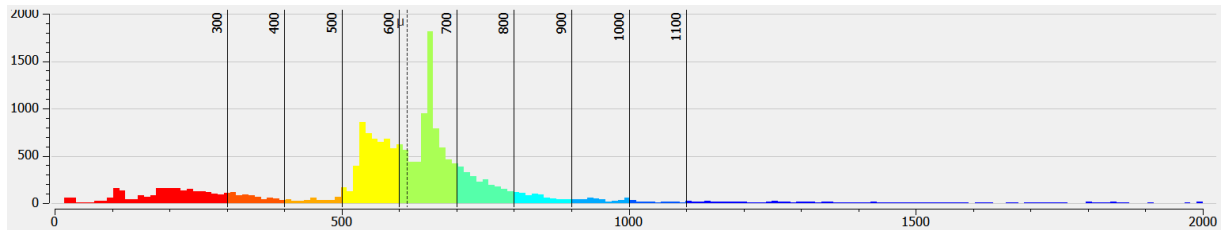


Figure 67. Lot size distribution across Garden Court 1

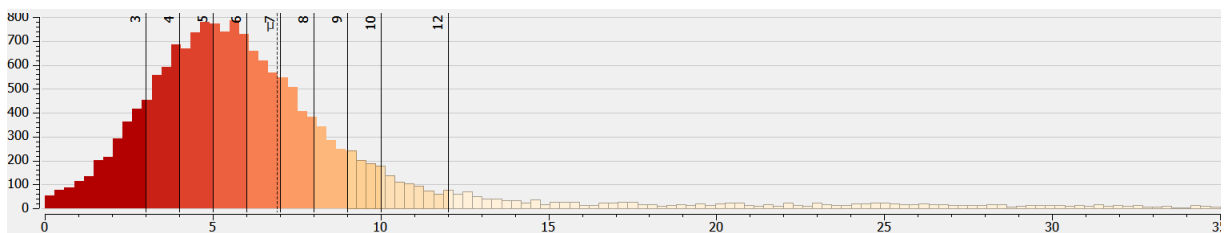


Figure 68. Building setback distribution across Garden Court 1

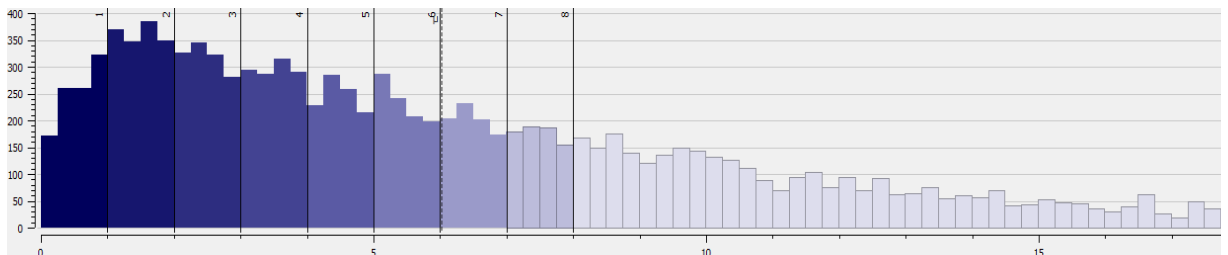


Figure 69. Building side setback distribution across Garden Court 1

GC1

### Key Threats to Character

The following are considered to be key threats to the existing character of Garden Court 1 areas:

- Significant loss of existing vegetation in front gardens, as well as around the perimeter of dwellings.
- Subdivision of existing lots, where development outcome results in high levels of site coverage.
- Boundary to boundary development resulting in a loss of the varied siting of existing dwellings, which is a key attribute of this area.
- Insufficient side setbacks being provided, which reduce the sense of openness and opportunities for landscaping.
- Construction of high, solid front fences that block views of dwellings and gardens from the street.

### Alignment of Existing Planning Controls

As per the majority of the municipality – the General Residential Zone (GRZ) provides the basic controls only, with no locally specific variations to ResCode requirements. In addition, the schedules to the GRZ do not specify neighbourhood character objectives. Council wide, there is an opportunity as part of the Housing Strategy to provide more localised schedules to help to achieve specific outcomes in specific precincts.

The DDO's that apply within this area (including DDO1, 3, 7 and 9) generally apply to areas to the south of Frankston, or within Frankston South, and their application in other areas of the precinct are limited. It is evident that the DDOs seek to protect the 'vegetated' and landscaped character of some areas where they apply, as well as ensure built form responds to the unique geographical features. It is noted that a sense of 'openness' has been identified precinct wide as a key element of the character of the area (although it is noted that the level and density of vegetation differs between areas in the precinct).

Whilst the DDOs have clear objectives, they do not have specific requirements that seek to provide clarity about what it is trying to achieve. The permit exemptions seem to be encouraging a building envelope by exempting works that meet certain requirements, however, they are not outlined as siting requirements for other non conforming developments. Little guidance is provided for Council to consider where they need to consider an application for a 'non conforming' development.

It should be highlighted that if DDO's are seeking to provide siting and form guidance, there is an opportunity for such requirements to be localised ResCode variations in a Schedule to the Zone. The Schedule would also provide an opportunity to include neighbourhood character objectives, statements and decision guidelines.

The DDOs include maximum height limits that are below the maximum height set by the GRZ, something which Planning Practice Note 91 seeks specifically to avoid. An opportunity exists to simplify the height controls through including one height control within the Schedule to the Zone.

A mandatory minimum subdivision size applies to some of the DDOs in this precinct. This has likely limited change within these areas. If these minimums continue to be entertained, there may still be a need for these DDO's to implement this control.

In terms of the environmental and landscape overlays, whilst they clearly stipulate objectives and permit requirements, they do not provide detail on the type of replacement planting that may be acceptable where vegetation removal cannot be avoided. An elaboration of the objectives, landscape characters and requirements could be facilitated in order to provide for a more robust control. Application requirements for landscape plans should also be considered.

The Bushfire Management Overlay conflicts with the landscape and vegetation controls, given it allows some vegetation to be removed 'as of right' and restricts the vegetation that can be planted around dwellings (given its primary purpose is to protect human life). Given however the operation of this control (and that is a control created by the State Government), there is no opportunity to revise this control as part of the Housing Strategy.

The impact of the scattered Heritage Overlays (generally property specific rather than precinct wide) on character is limited. Typically, these will only impact character at large if they are applied precinct wide (therefore protecting existing dwelling siting, form, materials, design and the like).

## 5.8 Garden Suburban 1

### Existing Character Description

Garden Suburban 1 areas are defined by architecturally diverse dwellings, sited on modest, well vegetated lots within a traditional suburban grid street layout. Dwellings are consistently sited and contribute to a uniform street rhythm.

Architectural styles are varied, with a relatively even spread of post-war, modern and contemporary dwellings. These areas also include examples of older inter-war and bungalow style houses that help to define the area as one that has evolved over a considerable period of time. Building materials are mixed, with example of brick, weatherboard and fibro construction, as well as render, steel and glass in newer developments.

Dwellings are set on modest lots, with low to medium levels of vegetation planting that contribute to the area's garden setting. Front setbacks are consistent, and often accommodate formal and established gardens with occasional canopy trees.

Front gardens predominantly feature a mix of exotic and native species, and are complemented by consistent canopy tree planting in nature strips, which are generally varied in terms of species and size. Streets are aligned to a grid network, and feature footpaths on both sides and formal kerb and channel drainage.

GS1

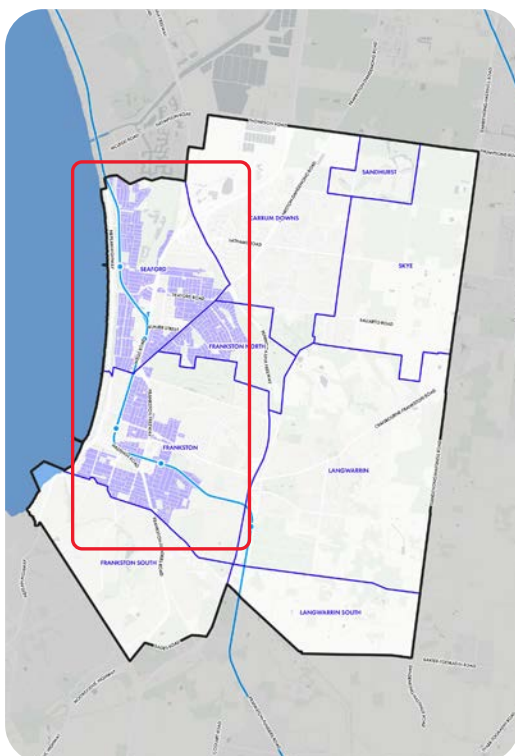


Figure 70. Garden Suburban 1 Key Map

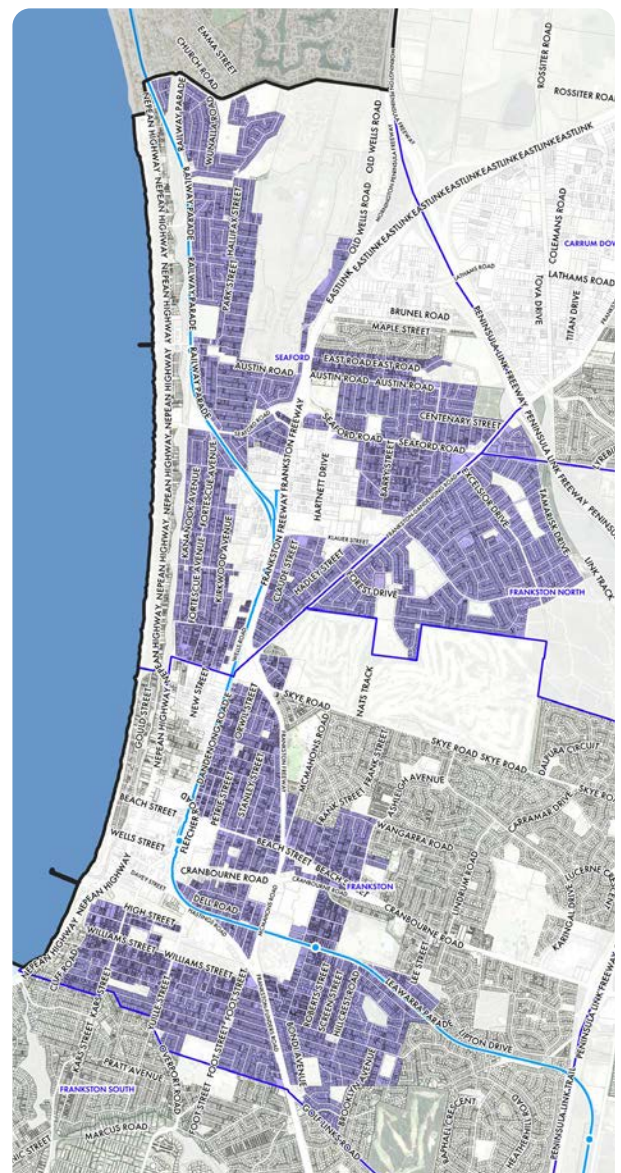


Figure 71. Garden Suburban 1 Area Map

Photos from the Character Area

Key attributes detailed in below images are summarised in the list opposite.

- Low scale dwellings, diversity of styles
- Modest, well vegetated lots
- Traditional suburban grid system
- Consistent siting, regular shaped lots



GS1

## Key Attributes

Character Element	Description
<b>Built Form</b>	
Architectural Style and Era	<ul style="list-style-type: none"><li>Mix of post war and modern dwellings</li><li>Increasing amount of contemporary infill</li><li>Examples of inter-war and bungalow style dwellings</li></ul>
Building Materials	<ul style="list-style-type: none"><li>Predominantly a mix of brick, weatherboard</li><li>Occasional fibro</li><li>Render, steel and glass in contemporary development</li></ul>
Building Heights	<ul style="list-style-type: none"><li>Mix of 1-2 storeys</li></ul>
Building Forms	<ul style="list-style-type: none"><li>Predominantly detached single dwellings</li><li>Occasional unit and townhouse development</li></ul>
Roof Forms	<ul style="list-style-type: none"><li>Mix of hipped and gabled</li><li>Occasional flat roofs</li></ul>
Roof Materials	<ul style="list-style-type: none"><li>Tile or metal</li></ul>
Front Fencing	<ul style="list-style-type: none"><li>Predominantly no front fences</li><li>Occasional solid front fencing</li></ul>
<b>Setbacks and Siting</b>	
Lot Sizes	<ul style="list-style-type: none"><li>Predominantly 500-700m<sup>2</sup></li></ul>
Site Coverage	<ul style="list-style-type: none"><li>Moderate (30%-40%)</li></ul>
Front Setbacks	<ul style="list-style-type: none"><li>4-9m</li></ul>
Side Setbacks	<ul style="list-style-type: none"><li>0-4m</li></ul>
Siting	<ul style="list-style-type: none"><li>Consistent</li></ul>
Parking Structures	<ul style="list-style-type: none"><li>Predominantly in line with dwelling</li></ul>
<b>Vegetation</b>	
Front Gardens	<ul style="list-style-type: none"><li>Low to Medium level established gardens</li><li>Mix of exotic and native vegetation.</li></ul>
Nature Strips	<ul style="list-style-type: none"><li>Grassed nature strips, consistent planting of canopy trees</li></ul>
<b>Views and Topography</b>	
Topography	<ul style="list-style-type: none"><li>Predominantly flat</li></ul>
Views	<ul style="list-style-type: none"><li>No significant views</li></ul>
<b>Streets</b>	
Road Layout	<ul style="list-style-type: none"><li>Grid</li><li>Occasional cul-de-sacs</li></ul>
Road Surface	<ul style="list-style-type: none"><li>Sealed</li></ul>
Footpaths	<ul style="list-style-type: none"><li>Generally footpaths on both sides of street</li></ul>
Drainage	<ul style="list-style-type: none"><li>Kerb and channel</li></ul>
Locations	<ul style="list-style-type: none"><li>Frankston, Frankston North, Seaford</li></ul>

## Attribute Distribution

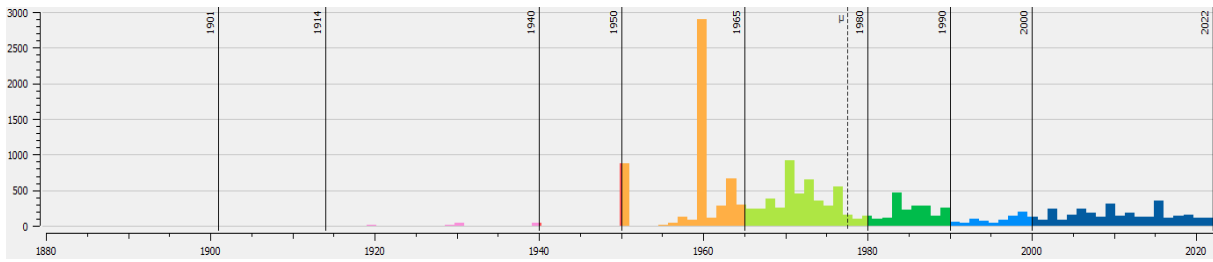


Figure 72. Building construction year distribution across Garden Suburban 1

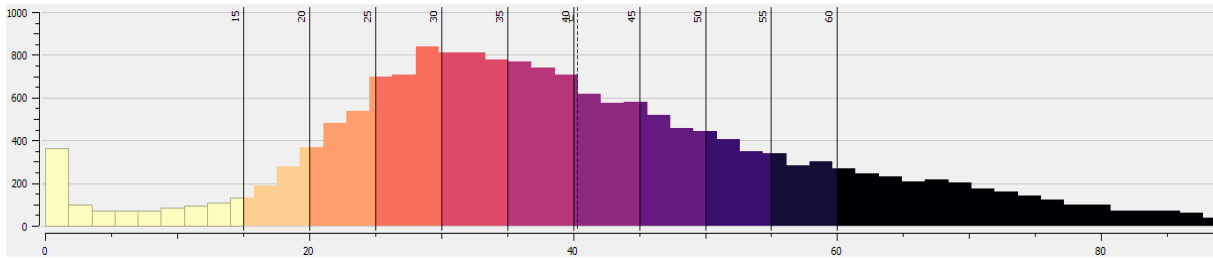


Figure 73. Site coverage distribution across Garden Suburban 1

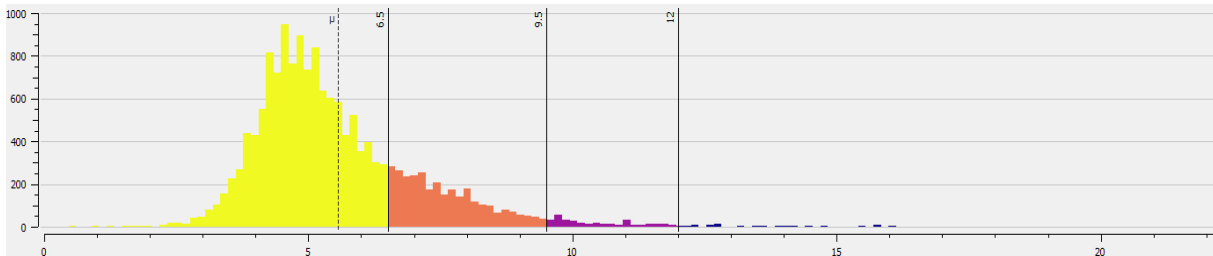


Figure 74. Building height distribution across Garden Suburban 1

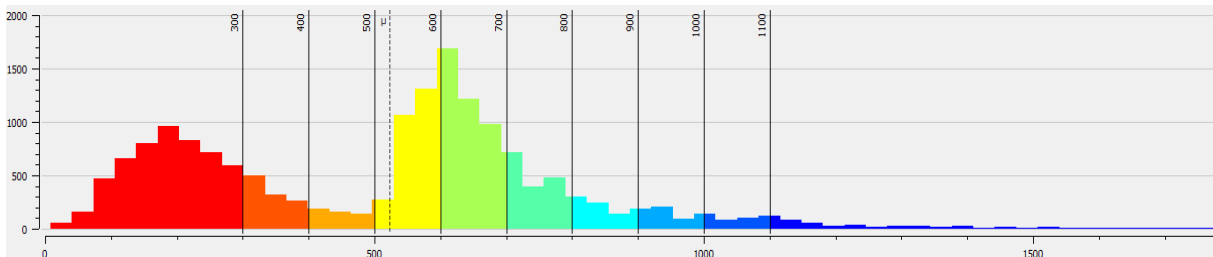


Figure 75. Lot size distribution across Garden Suburban 1

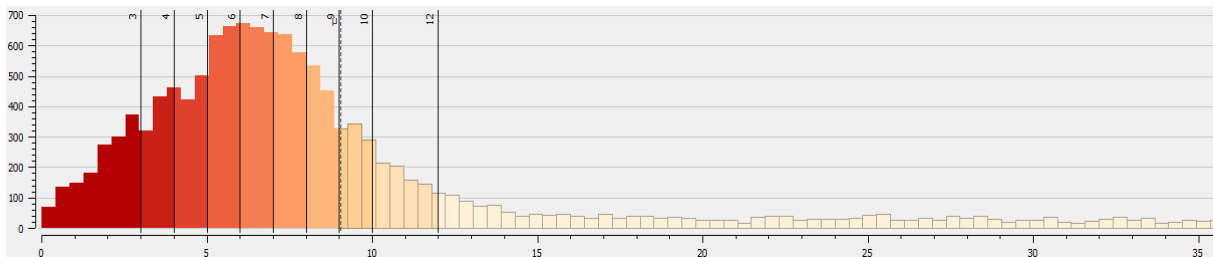


Figure 76. Building setback distribution across Garden Suburban 1

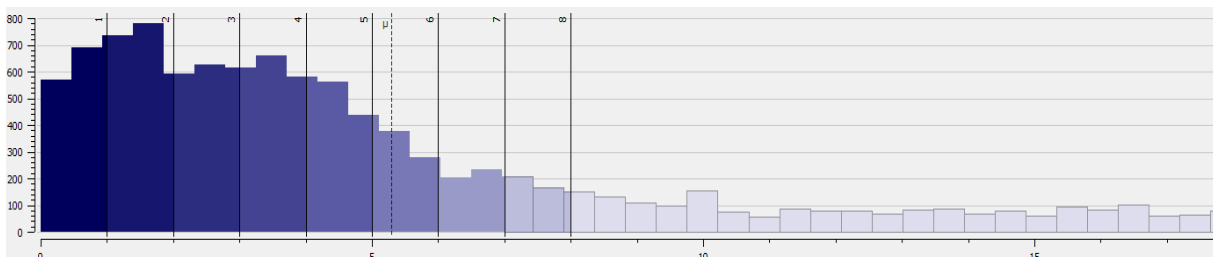


Figure 77. Building side setback distribution across Garden Suburban 1

### Key Threats to Character

The following are considered to be key threats to the existing character of Garden Suburban 1 areas:

- Significant loss of existing vegetation in front gardens, as well as around the perimeter of dwellings.
- Subdivision of existing lots, where development outcome results in a loss of vegetation and increase in site coverage.
- New development built with poor quality materials and finishes that do not reflect the diversity of built form within the area.
- Excessive vehicle crossovers in multi dwelling development that further interrupts the rhythm of existing streetscapes.
- Construction of high, solid front fences that block views of dwellings and gardens from the street.

### Alignment of Existing Planning Controls

As per the majority of the municipality – the General Residential Zone (GRZ) provides the basic controls only, with no locally specific variations to ResCode requirements. In addition, the schedules to the GRZ do not specify neighbourhood character objectives. Council wide, there is an opportunity as part of the Housing Strategy to provide more localised schedules to help to achieve specific outcomes in specific precincts.

It is noted that the RGZ has clearly had some impact on influencing form (where it is applied in areas close to the FMAC), given some of the more robust forms and intense growth that is being experienced in that location. This shows the way in which a localised Schedule to the Zone can provide more meaningful development outcomes that protect, enhance or shape character. Nonetheless, there remains opportunities to add further detail into this schedule, such as neighbourhood character objectives and decision guidelines. It is noted that a number of development outcomes within the RGZ are considered by Council to be poor character outcomes.

It is noted that the DDO's that apply in this precinct are applicable only in certain areas, largely to the south and east of the FMAC, and their impact is limited to these areas only. Two of the DDO's relate to helicopter flight paths (and simply restrict possible heights), although it is noted the GRZ restricts height further.

The DDO6 relates to 'coastal character'. Whilst it has clear objectives, it does not have specific requirements that seek to provide clarity about what it is trying to achieve. The permit exemptions seem to be encouraging a building envelope by exempting works that meet certain requirements, however, they are not outlined as siting requirements for other non conforming developments. Little guidance is provided for Council to consider where they need to consider an application for a 'non conforming' development.

Notwithstanding, the role of the DDO6 in this precinct is questioned, given it seems to be designed to apply to areas with coastal or Kananook Creek interfaces. While this precinct is within walking distance of the coast, it does not have a direct interface with it, and the Kananook Creek is located outside of the precinct.

For the balance of areas within the precinct, this leaves the GRZ as the primary control that seeks to dictate form (through the mandatory requirements such as Garden Area and Building Height, as well as ResCode). This 'lack' of preferred character may be one of the contributing factors to the diversity of this precinct, as well as more 'condensed' siting of dwellings on lots (given they are likely more 'dense' as they are simply meeting the minimum requirements).

It is noted that a well drafted schedule to the zone has the ability to include neighbourhood character objectives, statements and variation requirements that could 'fill in' some of the gaps of these DDOs.



In terms of the environmental and landscape overlays, whilst they clearly stipulate objectives and permit requirements, they do not provide detail on the type of replacement planting that may be acceptable where vegetation removal cannot be avoided. An elaboration of the objectives, landscape characters and requirements could be facilitated in order to provide for a more robust control. Application requirements for landscape plans should also be considered.

The Bushfire Management Overlay conflicts with the landscape and vegetation controls, given it allows some vegetation to be removed 'as of right' and restricts the vegetation that can be planted around dwellings (given its primary purpose is to protect human life). Given however the operation of this control (and that is a control created by the State Government), there is no opportunity to revise this control as part of the Housing Strategy.

The impact of the scattered Heritage Overlays (generally property specific rather than precinct wide) on character is limited. Typically, these will only impact character at large if they are applied precinct wide (therefore protecting existing dwelling siting, form, materials, design and the like).

Overlays relating to flooding and stormwater management including the Special Building Overlay (SBO) and the Land Subject to Inundation Overlay (LSIO). These controls include requirements which generally require buildings to respond to the flood risk identified within a specific area to ensure that the free passage of water is retained. In some cases, these controls can render a site undevelopable, but generally speaking, buildings can be appropriately designed to respond to flood risk.

The Special Controls Overlay (SCO) also only relates to helicopter flight paths and has a similar role to some of the DDOs that control this.

## 5.9 Garden Suburban 2

### Existing Character Description

Garden Suburban 2 areas are defined by modern and contemporary dwellings, set on modest lots with low to medium level formal gardens. Dwellings are generally built closer to front and side boundaries and are consistently sited, contributing to a uniform streetscape. Low levels of vegetation in the public realm results in visually dominant dwellings and parking structures.

Architectural styles consist predominantly of modern and contemporary era development, with brick and render being the predominant building material across the area.

Dwellings are sited on modest lots, with moderate to high levels of site coverage depending on the era of development. Setbacks to front and side boundaries are generally small, however, there is often sufficient space for low to medium levels of vegetation planting.

Front gardens are generally formally planted, and include small trees, shrubs and other vegetation. Private gardens are complemented by consistent canopy tree planting in older areas, while contemporary subdivisions feature low level planting that has yet to reach maturity.

GS2

The street network is a grid pattern, however there are instances of cul-de-sacs in some locations. Where cul-de-sacs do occur, they maintain regular lot shapes and consistent dwelling siting. Roads are formal, with kerb and channel or rollover drainage.

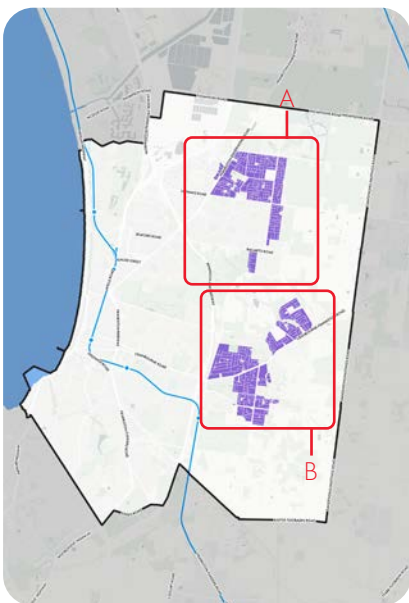


Figure 78. Garden Suburban 2 Key Map

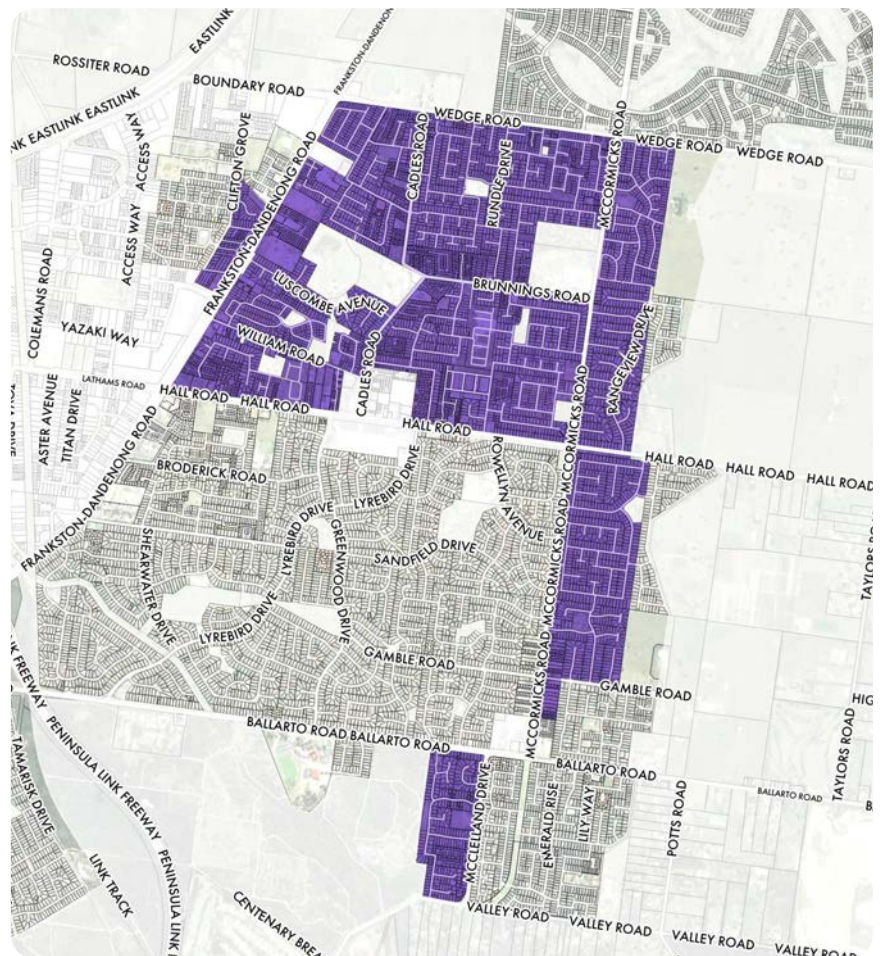


Figure 79. Garden Suburban 2 Map A



Figure 80. Garden Suburban 2 Map B  Garden Suburban 2

## Photos from the Character Area

Key attributes detailed in below images are summarised in the list opposite.

- Modern and contemporary dwellings
- Low to medium levels of vegetation
- Dwellings sometimes built to side boundaries
- Consistent siting, regular shaped lots



GS2

## Key Attributes

Character Element	Description
<b>Built Form</b>	
<b>Architectural Style and Era</b>	<ul style="list-style-type: none"><li>Mix of post war housing and modern dwellings</li><li>Increasing contemporary infill.</li></ul>
<b>Building Materials</b>	<ul style="list-style-type: none"><li>Predominantly brick and render</li></ul>
<b>Building Heights</b>	<ul style="list-style-type: none"><li>Predominantly 1-2 storeys</li></ul>
<b>Building Forms</b>	<ul style="list-style-type: none"><li>Predominantly detached single dwellings.</li><li>Infill semi detached and attached townhouses though parts of Carrum Downs.</li></ul>
<b>Roof Forms</b>	<ul style="list-style-type: none"><li>Predominately pitched roofs.</li><li>Occasional gabled and hipped roofs</li></ul>
<b>Roof Materials</b>	<ul style="list-style-type: none"><li>Tile or metal</li></ul>
<b>Front Fencing</b>	<ul style="list-style-type: none"><li>Mix of no fencing, and low timber front fences</li></ul>
<b>Setbacks and Siting</b>	
<b>Lot Sizes</b>	<ul style="list-style-type: none"><li>500-700sqm</li></ul>
<b>Site Coverage</b>	<ul style="list-style-type: none"><li>Moderate (35%-55%)</li></ul>
<b>Front Setbacks</b>	<ul style="list-style-type: none"><li>4-6m</li></ul>
<b>Side Setbacks</b>	<ul style="list-style-type: none"><li>0-3m</li></ul>
<b>Siting</b>	<ul style="list-style-type: none"><li>Consistent</li></ul>
<b>Parking Structures</b>	<ul style="list-style-type: none"><li>Predominantly in line with dwelling</li></ul>
<b>Vegetation</b>	
<b>Front Gardens</b>	<ul style="list-style-type: none"><li>Low to medium level gardens, often with native vegetation.</li></ul>
<b>Nature Strips</b>	<ul style="list-style-type: none"><li>Grassed nature strips, regular canopy tree planting, varied maturity.</li></ul>
<b>Views and Topography</b>	
<b>Topography</b>	<ul style="list-style-type: none"><li>Predominantly flat, moderate slopes in some areas</li></ul>
<b>Views</b>	<ul style="list-style-type: none"><li>No significant views</li></ul>
<b>Streets</b>	
<b>Road Layout</b>	<ul style="list-style-type: none"><li>Grid</li><li>Occasional cul-de-sacs</li></ul>
<b>Road Surface</b>	<ul style="list-style-type: none"><li>Sealed</li></ul>
<b>Footpaths</b>	<ul style="list-style-type: none"><li>Generally footpaths on both sides of street</li></ul>
<b>Drainage</b>	<ul style="list-style-type: none"><li>Kerb and channel</li></ul>
<b>Locations</b>	<ul style="list-style-type: none"><li>Frankston North, Langwarrin, Carrum Downs Seaford</li></ul>

## Attribute Distribution

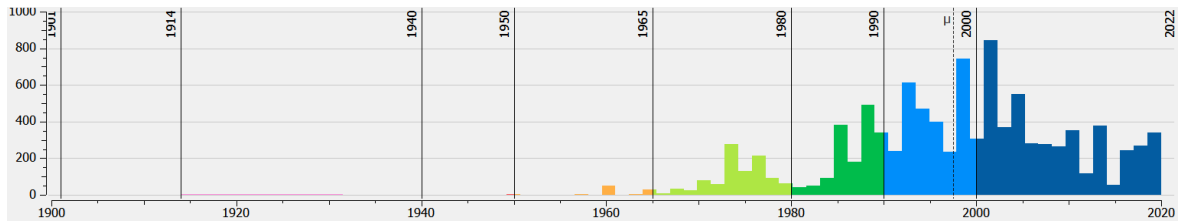


Figure 81. Building construction year distribution across Garden Suburban 2

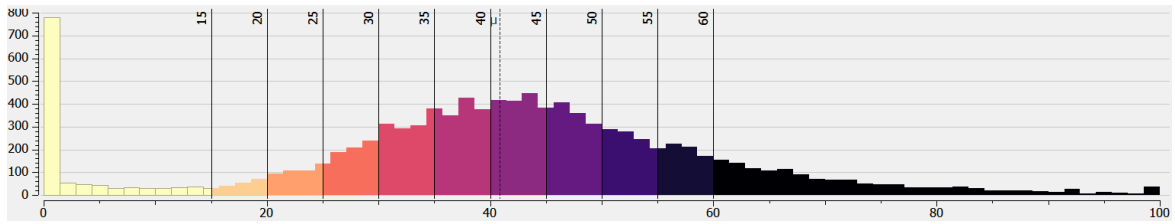


Figure 82. Site coverage distribution across Garden Suburban 2

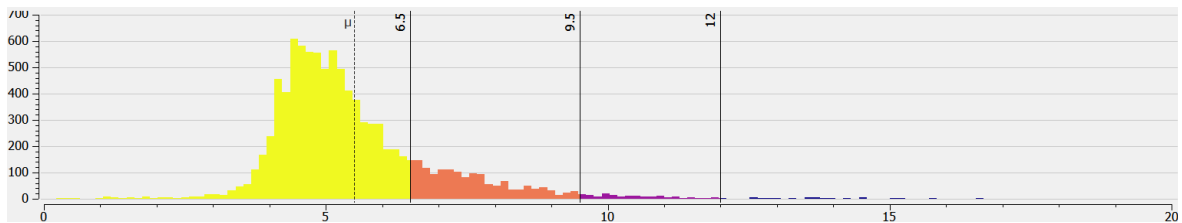


Figure 83. Building height distribution across Garden Suburban 2

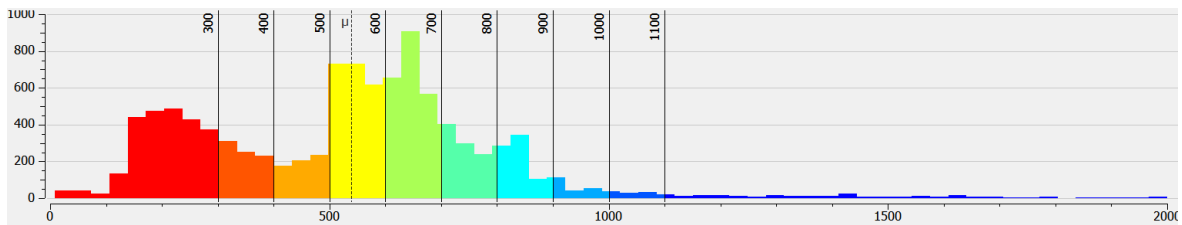


Figure 84. Lot size distribution across Garden Suburban 2

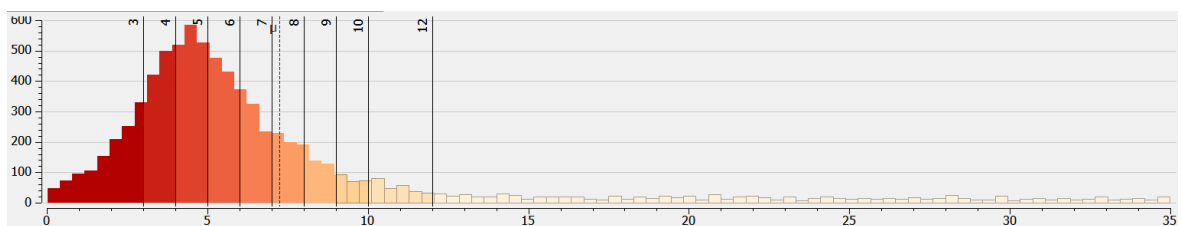


Figure 85. Building setback distribution across Garden Suburban 2

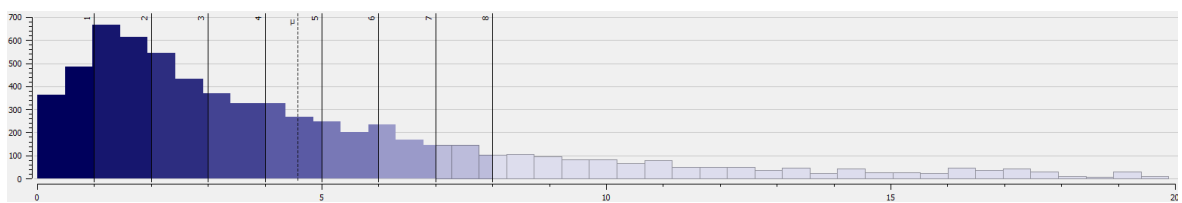


Figure 86. Building side setback distribution across Garden Suburban 2

## Key Threats to Character

The following are considered to be key threats to the existing character of Garden Suburban 2 areas:

- Subdivision of existing lots, where development outcome results in excessive site coverage with limited opportunity for new vegetation planting.
- Continued decrease in front or side setbacks being provided, which reduce the sense of openness and opportunities for landscaping.
- Excessive paving within front setbacks, reducing opportunities for canopy trees.
- Excessive vehicle crossovers in multi dwelling development that further interrupts the rhythm of existing streetscapes.
- Construction of high, solid front fences that block views of dwellings and gardens from the street.

## Alignment of Existing Planning Controls

As per the majority of the municipality – the General Residential Zone (GRZ) provides the basic controls only, with no locally specific variations to ResCode requirements. In addition, the schedules to the GRZ do not specify neighbourhood character objectives. Council wide, there is an opportunity as part of the Housing Strategy to provide more localised schedules to help to achieve specific outcomes in specific precincts.

It is noted that there are no built form overlays (such as DDO's) that apply in this area. This therefore leaves the GRZ as the primary control that seeks to dictate form (through the mandatory requirements such as Garden Area and Building Height, as well as ResCode). This 'lack' of preferred character may be one of the contributing factors to the diversity of this precinct, as well as more 'condensed' siting of dwellings on lots (given they are likely more 'dense' as they are simply meeting the minimum requirements).

It is noted that a schedule to the zone has the ability to include neighbourhood character objectives, statements and variation requirements. This would assist in enhancing neighbourhood character, as well as shaping future character.

In terms of the environmental overlays, whilst they clearly stipulate objectives and permit requirements, they do not provide detail on the type of replacement planting that may be acceptable where vegetation removal cannot be avoided. These overlays also only apply in specific locations (and not large swathes of the precinct) and therefore their impact on character is limited.

In terms of the environmental and landscape overlays, whilst they clearly stipulate objectives and permit requirements, they do not provide detail on the type of replacement planting that may be acceptable where vegetation removal cannot be avoided. An elaboration of the objectives, landscape characters and requirements could be facilitated in order to provide for a more robust control. Application requirements for landscape plans should also be considered.

The Bushfire Management Overlay conflicts with the landscape and vegetation controls, given it allows some vegetation to be removed 'as of right' and restricts the vegetation that can be planted around dwellings (given its primary purpose is to protect human life). Given however the operation of this control (and that is a control created by the State Government), there is no opportunity to revise this control as part of the Housing Strategy.

The impact of the scattered Heritage Overlays (generally property specific rather than precinct wide) on character is limited. Typically, these will only impact character at large if they are applied precinct wide (therefore protecting existing dwelling siting, form, materials, design and the like).





Dwellings are sited on modest lots, with moderate to high levels of site coverage. Setbacks to front and side boundaries are generally small, however, there is often sufficient space for low to medium levels of vegetation planting.

Front gardens are generally formally planted, and include small trees, shrubs and other vegetation. Public realm planting generally features low level planting, and occasional canopy trees.

The street network can be described as curvilinear with cul-de-sacs. In some areas, streets follow a grid pattern. Roads are formal with rollover drainage.

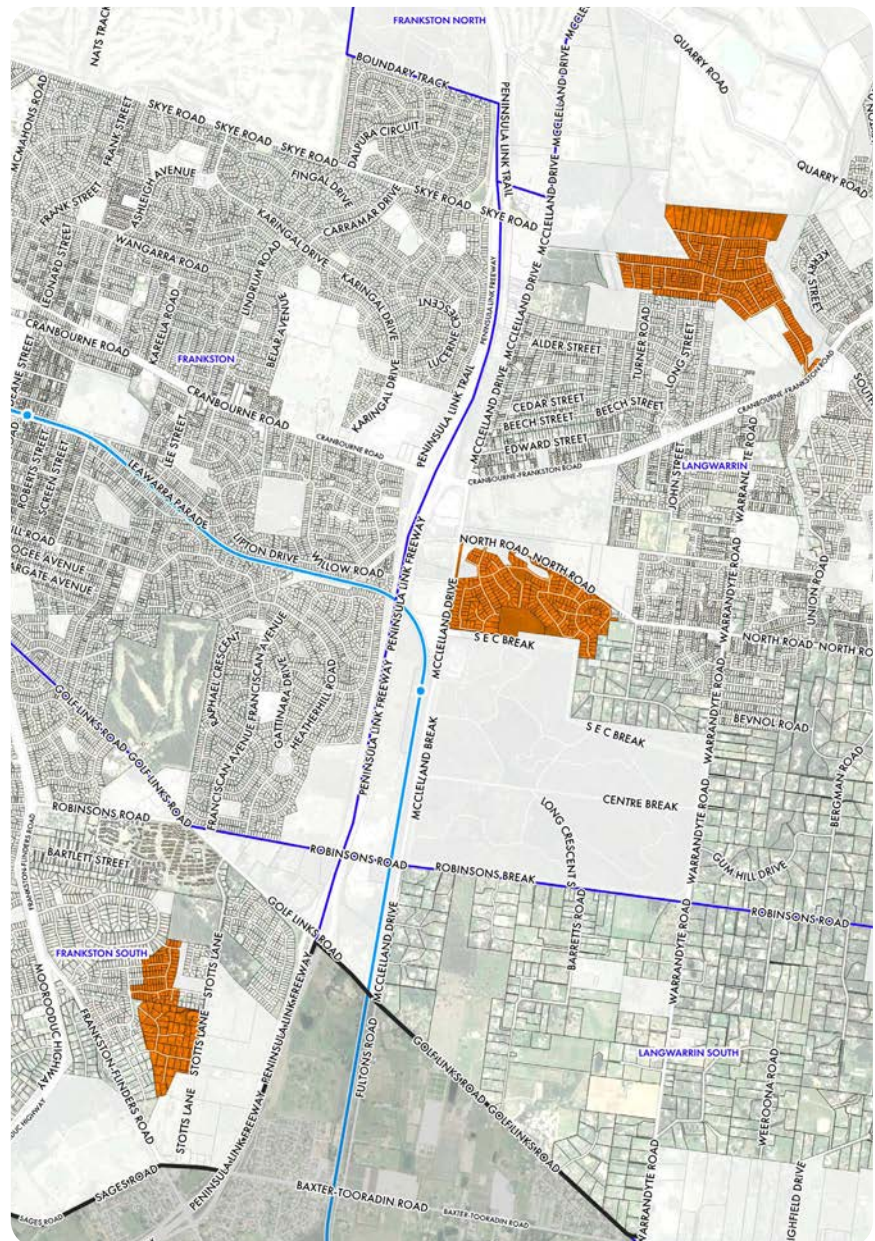


Figure 89. Contemporary Garden Area  
Map B

Photos from the Character Area

Key attributes detailed in below images are summarised in the list opposite.

- Modern and contemporary dwellings
- Low to medium levels of vegetation
- Dwellings sometimes built to side boundaries
- Consistent siting, regular shaped lots



CG1

## Key Attributes

Character Element	Description
<b>Built Form</b>	
Architectural Style and Era	<ul style="list-style-type: none"><li>• Modern and contemporary dwellings</li></ul>
Building Materials	<ul style="list-style-type: none"><li>• Predominantly brick and concrete render</li></ul>
Building Heights	<ul style="list-style-type: none"><li>• 1-2 storeys</li></ul>
Building Forms	<ul style="list-style-type: none"><li>• Detached single dwellings.</li></ul>
Roof Forms	<ul style="list-style-type: none"><li>• Predominately hipped roofs</li></ul>
Roof Materials	<ul style="list-style-type: none"><li>• Predominantly tile</li></ul>
Front Fencing	<ul style="list-style-type: none"><li>• Predominantly no front fencing</li></ul>
<b>Setbacks and Siting</b>	
Lot Sizes	<ul style="list-style-type: none"><li>• 400-600sqm</li></ul>
Site Coverage	<ul style="list-style-type: none"><li>• Moderate-High (45%-60%)</li></ul>
Front Setbacks	<ul style="list-style-type: none"><li>• 3-5m</li></ul>
Side Setbacks	<ul style="list-style-type: none"><li>• 0-1m</li></ul>
Siting	<ul style="list-style-type: none"><li>• Consistent</li></ul>
Parking Structures	<ul style="list-style-type: none"><li>• Predominantly in line with dwelling</li></ul>
<b>Vegetation</b>	
Front Gardens	<ul style="list-style-type: none"><li>• Low to medium level gardens mix of native and exotic vegetation</li></ul>
Nature Strips	<ul style="list-style-type: none"><li>• Grassed nature strips, intermittent planting of small or canopy trees</li></ul>
<b>Views and Topography</b>	
Topography	<ul style="list-style-type: none"><li>• Flat</li></ul>
Views	<ul style="list-style-type: none"><li>• No significant views</li></ul>
<b>Streets</b>	
Road Layout	<ul style="list-style-type: none"><li>• Curvilinear, cul-de-sacs</li><li>• Occasional grid layouts</li></ul>
Road Surface	<ul style="list-style-type: none"><li>• Sealed</li></ul>
Footpaths	<ul style="list-style-type: none"><li>• Generally footpaths on both sides of street</li></ul>
Drainage	<ul style="list-style-type: none"><li>• Rollover Kerb</li></ul>
Locations	<ul style="list-style-type: none"><li>• Sandhurst, Skye, Carrum Downs, Langwarrin, Frankston South</li></ul>

# Attribute Distribution

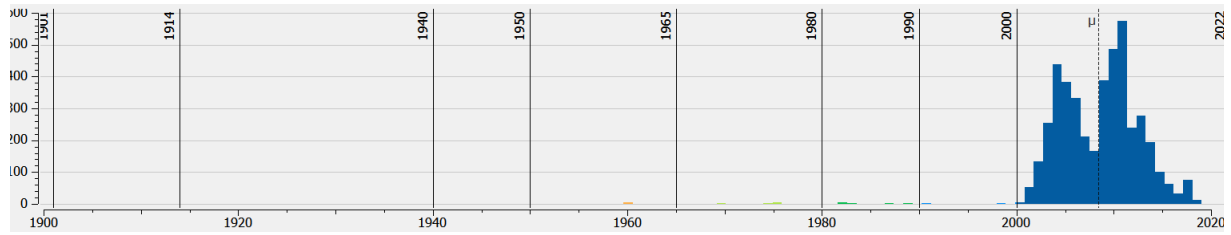


Figure 90. Building construction year distribution across Contemporary Garden

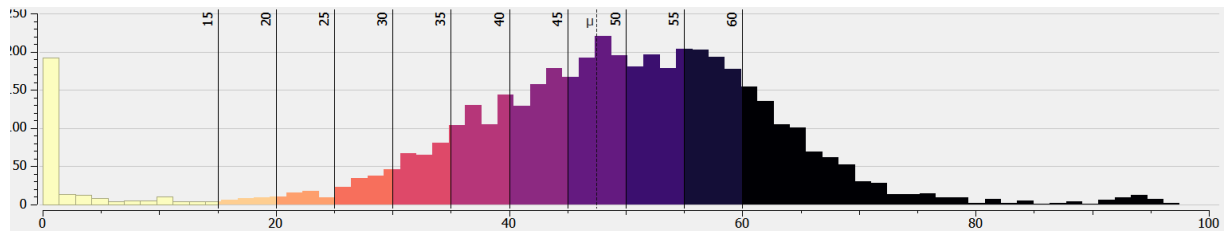


Figure 91. Site coverage distribution across Contemporary Garden

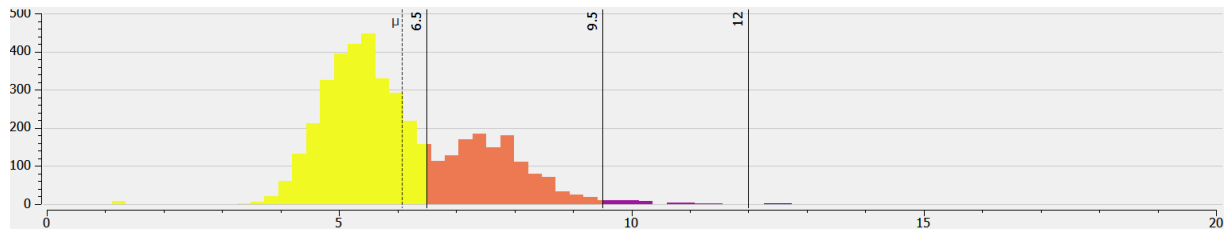


Figure 92. Building height distribution across Contemporary Garden

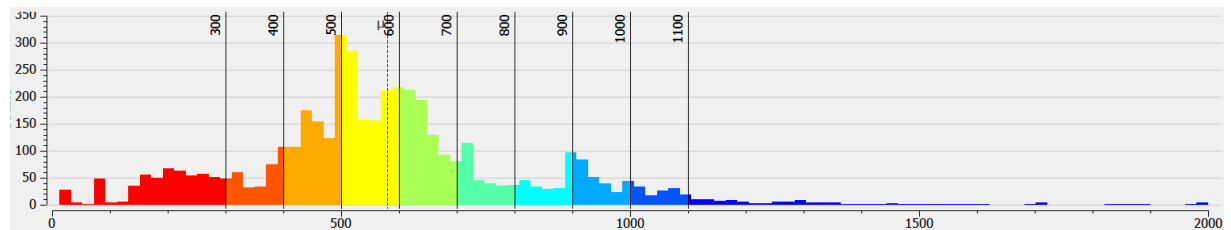


Figure 93. Lot size distribution across Contemporary Garden

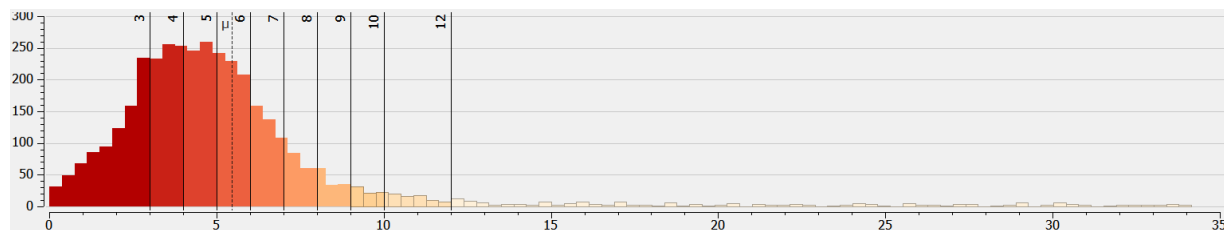


Figure 94. Building setback distribution across Contemporary Garden

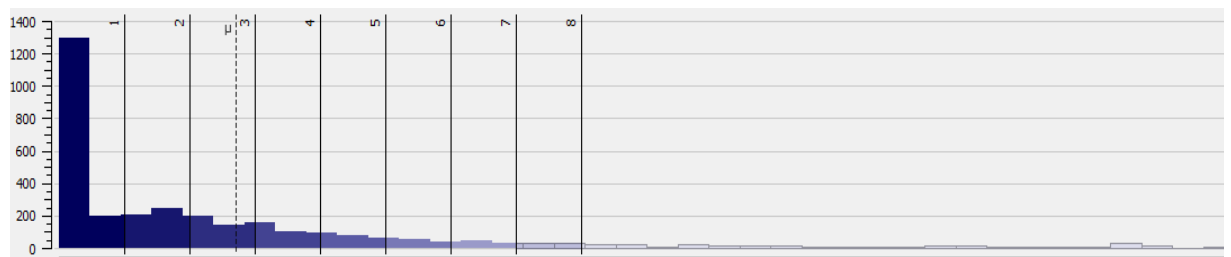


Figure 95. Building side setback distribution across Contemporary Garden



### Key Threats to Character

The following are considered to be key threats to the existing character of Contemporary Garden 1 areas:

- Continued decrease in front or side setbacks being provided, which reduce the sense of openness and opportunities for landscaping.
- Excessive paving within front setbacks, reducing opportunities for canopy trees.
- Excessive vehicle crossovers in multi dwelling development that further interrupts the rhythm of existing streetscapes.
- Construction of high, solid front fences that block views of dwellings and gardens from the street.

### Alignment of Existing Planning Controls

As per the majority of the municipality – the General Residential Zone (GRZ) provides the basic controls only, with no locally specific variations to ResCode requirements. In addition, the schedules to the GRZ do not specify neighbourhood character objectives. Council wide, there is an opportunity as part of the Housing Strategy to provide more localised schedules to help to achieve specific outcomes in specific precincts.

It is noted that there are no built form overlays (such as DDO's) that apply in this area. This therefore leaves the GRZ as the primary control that seeks to dictate form (through the mandatory requirements such as Garden Area and Building Height, as well as ResCode). This 'lack' of preferred character may be one of the contributing factors to the diversity of this precinct, as well as more 'condensed' siting of dwellings on lots (given they are likely more 'dense' as they are simply meeting the minimum requirements).

It is noted that a schedule to the zone has the ability to include neighbourhood character objectives, statements and variation requirements. This would assist in enhancing neighbourhood character, as well as shaping future character.

In terms of the environmental overlays, whilst they clearly stipulate objectives and permit requirements, they do not provide detail on the type of replacement planting that may be acceptable where vegetation removal cannot be avoided. These overlays also only apply in specific locations (and not large swathes of the precinct) and therefore their impact on character is limited.

An elaboration of the objectives, landscape characters and requirements could be facilitated in order to provide for a more robust control. Application requirements for landscape plans should also be considered.

The Bushfire Management Overlay conflicts with the landscape and vegetation controls, given it allows some vegetation to be removed 'as of right' and restricts the vegetation that can be planted around dwellings (given its primary purpose is to protect human life). Given however the operation of this control (and that is a control created by the State Government), there is no opportunity to revise this control as part of the Housing Strategy.

## 5.11 Rural Living 1

### Existing Character Description

Rural Lifestyle 1 areas are defined by dwellings set on large, rural lots that are often obscured from view by dense vegetation located in both the public realm and on private lots. Streets are informal, lacking footpaths and formal drainage infrastructure, and in some cases are unsealed.

Architectural styles in this area are varied, however the majority of dwellings are of the modern or contemporary periods. Dwellings are finished with a mix of materials including brick, weatherboard and render.

Dwellings are set on large rural lots, with very low site coverage that allows for the retention and substantial planting of vegetation around them. Front and side setbacks are generous, accommodating canopy trees and significant ground cover vegetation.

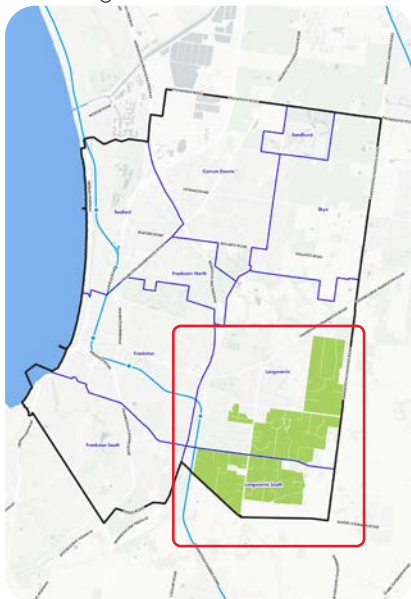


Figure 96. Rural Living 1 Key Map

Front gardens are heavily vegetated with native and some exotic species, typically comprising canopy trees, shrubs, bushes, and grasses. It is often difficult to distinguish between private gardens and nature strips as heavy vegetation blurs the boundaries between the public and private realm. In some areas, dwellings are set on lots with formal lawns and landscaping, and delineated from the public realm with transparent post and wire or timber fences.

Streets are predominantly curvilinear, with limited views due to the dense vegetation. Streets are informal; featuring no pedestrian footpaths or formal drainage infrastructure, instead relying on swales and trenches. In some areas, roads are unsealed, further contributing to the informal character of the streetscapes.



Figure 97. Rural Living 1 Area Map

RL1

Photos from the Character Area

Key attributes detailed in below images are summarised in the list opposite.

- Dwellings set on large rural lots
- Low site coverage
- Large front and side setbacks
- Significant vegetation in public and private realms



RL1



## Key Attributes

Character Element	Description
<b>Built Form</b>	
Architectural Style and Era	<ul style="list-style-type: none"><li>Predominantly a mix of modern and contemporary dwellings</li></ul>
Building Materials	<ul style="list-style-type: none"><li>Mix of brick, weatherboard and render</li></ul>
Building Heights	<ul style="list-style-type: none"><li>Mix of single and double storey</li></ul>
Building Forms	<ul style="list-style-type: none"><li>Predominantly detached single dwellings</li></ul>
Roof Forms	<ul style="list-style-type: none"><li>Mix of hipped and pitch roofs</li></ul>
Roof Materials	<ul style="list-style-type: none"><li>Tile or metal</li></ul>
Front Fencing	<ul style="list-style-type: none"><li>Mix of no front fences, or low and transparent post and wire or timber fences.</li><li>Screening vegetation often used in place of fences</li></ul>
<b>Setbacks and Siting</b>	
Lot Sizes	<ul style="list-style-type: none"><li>10,000m<sup>2</sup>+</li></ul>
Site Coverage	<ul style="list-style-type: none"><li>Low (&lt;10%)</li></ul>
Front Setbacks	<ul style="list-style-type: none"><li>12m+</li></ul>
Side Setbacks	<ul style="list-style-type: none"><li>10m+</li></ul>
Siting	<ul style="list-style-type: none"><li>Inconsistent</li></ul>
Parking Structures	<ul style="list-style-type: none"><li>Garages and car ports hidden from view, often in large sheds.</li></ul>
<b>Vegetation</b>	
Front Gardens	<ul style="list-style-type: none"><li>High level established and formal gardens</li><li>Mix of exotic and native vegetation</li></ul>
Nature Strips	<ul style="list-style-type: none"><li>High levels of vegetation including canopy trees, bushes and grasses.</li></ul>
<b>Views and Topography</b>	
Topography	<ul style="list-style-type: none"><li>Predominantly flat</li></ul>
Views	<ul style="list-style-type: none"><li>No significant views</li></ul>
<b>Streets</b>	
Road Layout	<ul style="list-style-type: none"><li>Curvilinear</li></ul>
Road Surface	<ul style="list-style-type: none"><li>Sealed, occasional unsealed roads</li></ul>
Footpaths	<ul style="list-style-type: none"><li>No footpaths</li></ul>
Drainage	<ul style="list-style-type: none"><li>Predominantly informal swale drains</li></ul>
Locations	<ul style="list-style-type: none"><li>Langwarrin</li></ul>

## Attribute Distribution

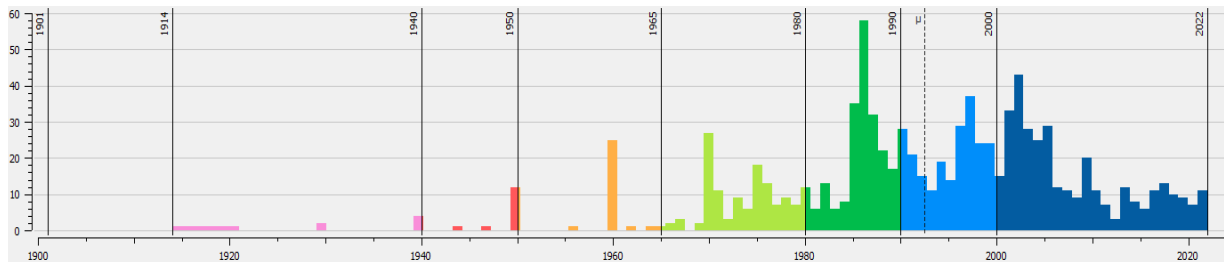


Figure 98. Building construction year distribution across Rural Living 1

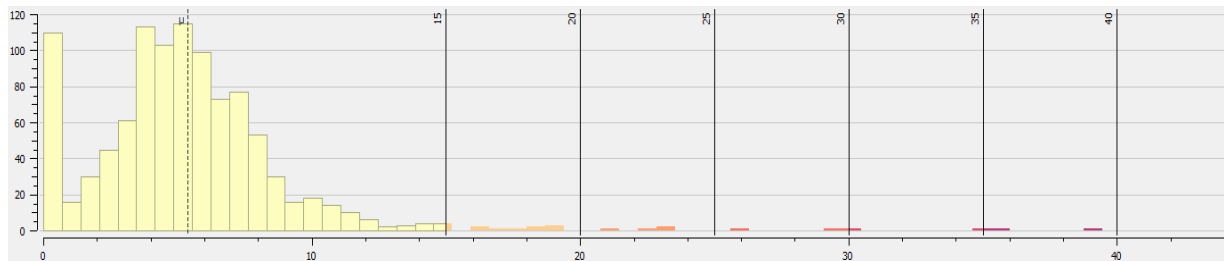


Figure 99. Site coverage distribution across Rural Living 1

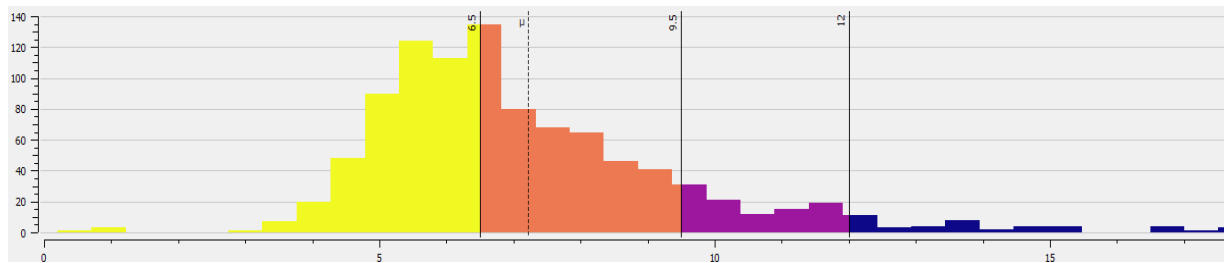


Figure 100. Building height distribution across Rural Living 1

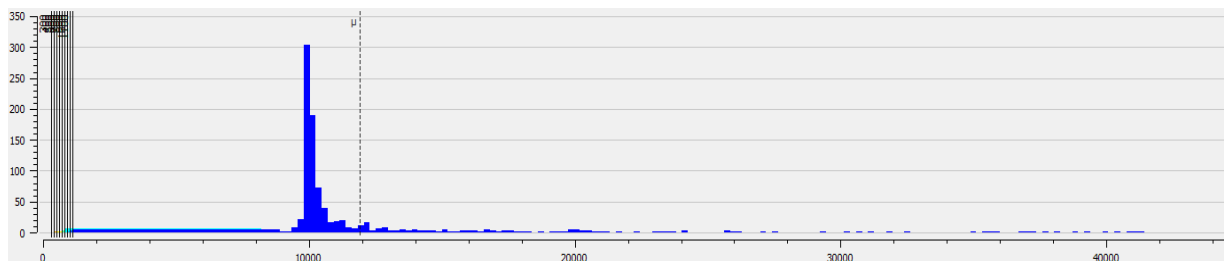


Figure 101. Lot size distribution across Rural Living 1

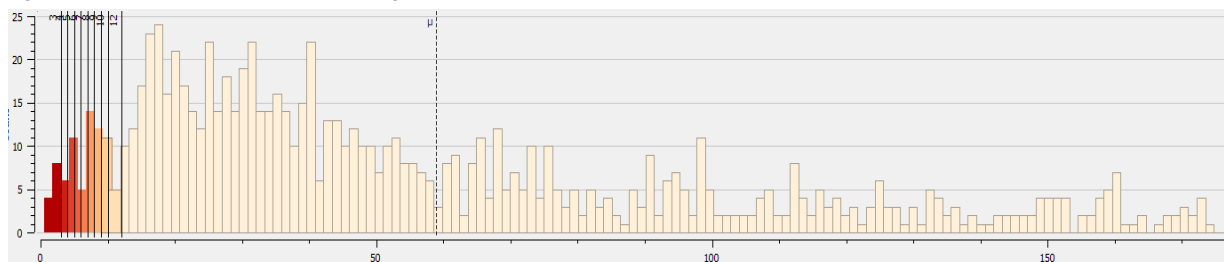


Figure 102. Building setback distribution across Rural Living 1

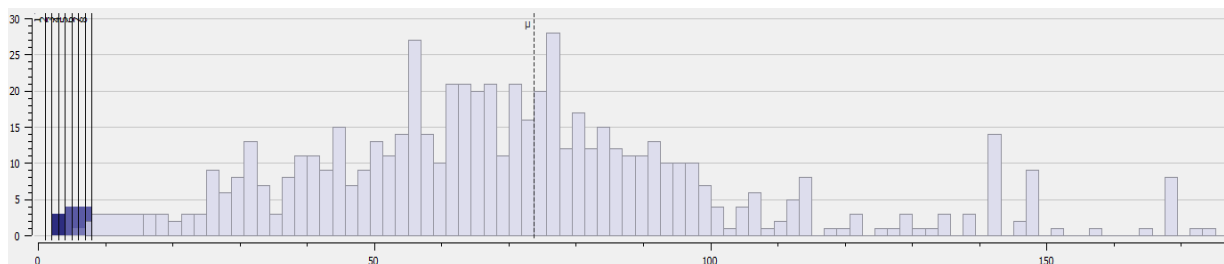


Figure 103. Building side setback distribution across Rural Living 1

RL1

## Key Threats to Character

The following are considered to be key threats to the existing character of Rural Living 1 areas:

- Significant loss of existing vegetation in front gardens, as well as around the perimeter of dwellings.
- Large scale development that protrudes above existing canopy lines, resulting in overbearing built form.
- Subdivision of existing larger lots, noting that there is no minimum subdivision area listed in the Schedule to the Low Density Residential Zone. This combined with potential high building site coverage could result in a loss of spacious character.
- High, solid front fences that disrupt the flow of vegetation between the public and private realms.
- Fences that are not constructed of post and wire.
- Outbuildings that are excessive in size.

## Alignment of Existing Planning Controls

The Low Density Residential Zone (LDRZ) in this instance is the significant control that impacts on neighbourhood character. This is because it imposes a limit on the number of dwellings per lot, whilst also imposing controls through requiring space for appropriate service and infrastructure provision (such as the ability to provide for sewerage treatment on Site). It also outlines minimum subdivision area sizes. It is considered that this is the most suitable and appropriate control for this location.

It is evident that the DDO4 also assists in maintaining character, given its objectives seek to maintain the rural and well vegetated character. These have been identified as some of the key attributes of the precinct within the neighbourhood character study.

Whilst the DDOs have clear objectives, they do not have specific requirements that seek to provide clarity about what it is trying to achieve. The permit exemptions seem to be encouraging a building envelope by exempting works that meet certain requirements, however, they are not outlined as siting requirements for other non conforming developments. Little guidance is provided for Council to consider where they need to consider an application for a 'non conforming' development.

Given the fundamental difference in the LDRZ in comparison to other residential zones (given ResCode does not apply), a more localised schedule would provide limited use in trying to achieve neighbourhood character outcomes. The DDO4 will likely need to be reformed if there is a desire to more clearly specify the outcomes trying to be achieved in this area.

In terms of the environmental and landscape overlays, whilst they clearly stipulate objectives and permit requirements, they do not provide detail on the type of replacement planting that may be acceptable where vegetation removal cannot be avoided. An elaboration of the objectives, landscape characters and requirements could be facilitated in order to provide for a more robust control. Application requirements for landscape plans should also be considered.

The Bushfire Management Overlay conflicts with the landscape and vegetation controls, given it allows some vegetation to be removed 'as of right' and restricts the vegetation that can be planted around dwellings (given its primary purpose is to protect human life). Given the operation of this control (and that is a control created by the Victorian State Government), there is no opportunity to revise this control as part of the Housing Strategy.

The impact of the scattered Heritage Overlays (generally property specific rather than precinct wide) on character is limited. Typically, these will only impact character at large if they are applied precinct wide (therefore protecting existing dwelling siting, form, materials, design and the like).

## 5.12 Considerations for Implementation

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As part of this review, we have identified the existing planning scheme controls that apply across the revised neighbourhood character areas (including the Zones and Overlays). We have explored how these controls have influenced the character of Frankston City, as well as the role they will play in the ongoing management of neighbourhood character.

We have also provided preliminary comments as to how these controls could be revised to better align with the attributes identified in this Neighbourhood Character Review. Specifically, we have detailed how existing controls could be drafted to outline the preferred character of areas more clearly and to provide requirements (such as localised variations to ResCode in a Schedule to a Zone) that provide better guidance as to the outcomes that are being sought.

### Zoning

The majority of the residential land that has formed this review is located within the General Residential Zone (GRZ), with some small exceptions. This is largely due to the GRZ becoming the 'default' zone after the previous Residential 1 Zone (RZ1) that applied becoming obsolete.

The existing GRZ has several schedules, which currently do not include any localised variations to ResCode, nor any neighbourhood character objectives or decision guidelines. As such, the standard GRZ provisions apply across most of the municipality, and provides for controls including the minimum Garden Area, an 11m / three storey height control and ResCode, but with no variations.

It is anticipated that as a part of this review, a new suite of residential zones will be applied. This could include the:

- Residential Growth Zone (RGZ).
- General Residential Zone (GRZ).
- Neighbourhood Residential Zone (NRZ).

Each of these zones has a specific purpose, objectives and requirements, and is applied to land subject to the expectations for future growth. It is anticipated that recommendations for the application of these zones will follow, subject to the findings of the Frankston Housing Supply and Demand Assessment, and the eventual Frankston Housing Strategy.

### Zone Schedules

Each zone is accompanied by a Schedule, which provides the ability to include local Neighbourhood Character variations including objectives, additional permit requirements, Garden Area requirements, and variations to some ResCode Standards.

It is anticipated that following the completion of the Frankston Housing Strategy, each character area will translate into a zone schedule providing further clarity around the outcomes that are sought.

### Overlays

There are currently a range of Design and Development Overlays (DDOs) that apply throughout the municipality.

The drafting of these overlays often have objectives that outline what is being sought, however, built form requirements are not outlined. Instead, it seems that the DDOs are encouraging a range of outcomes to be sought by exempting buildings with certain siting, height or design. This is not considered to be an effective operation of the control, as an applicant can simply seek to apply for a planning permit to 'vary' these controls, whilst decision guidelines do not provide an indication of what to consider when such controls are being varied.

Likewise, the exemptions often are matters that could be implemented

through varied ResCode controls within a Schedule to the zone. This is considered a more effective way of implementing these requirements, noting that they would then also flow through to the Building System for a development that does not require a planning permit.

Many of the DDOs also include height requirements, which contradict the mandatory requirements within the zone. Some areas include mandatory height limits lower than the allowances of the GRZ, which is specifically discouraged in Planning Practice Notes.

Given all of the above, opportunities may exist to move some of the content in the DDOs into localised Schedules to the Zones, to assist in achieving the Neighbourhood Character outcomes that the DDOs are seeking. This will reduce overlap and confusion with the current system.

It is evident however that in some areas, DDOs may be required to be maintained. This will be the case if the DDO includes controls that cannot be implemented in a Schedule to the zone, such as (for instance) minimum subdivision sizes, or where a precinct may require a DDO to further divide that area up into smaller sub precincts to outline built form controls. Likewise, there are also some areas (such as those with a coastal interface) where a DDO may be able influence design, or protect key views and vistas in a

way that a Schedule to the Zone cannot. Therefore, there may be an opportunity to modify the extent of DDOs, and rationalise their content to ensure they are providing a separate purpose and set of controls to the Schedule to the Zone.

#### Planning Policy Framework

As part of the Housing Strategy, it is also likely some changes to the Planning Policy Framework will be required. This will likely include altering the Strategic Framework Plans to show the character areas and preferred areas for growth, and possibly adding detail about the outcomes sought in character areas into Clause 15 and 16 (Built Environment and Housing).

# Appendices

Appendix A Policy Context

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Appendix B VCAT Analysis

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## Appendix A Policy Context

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Clause	Direction
Clause 02.03-5 – Built environment and heritage	The Clause seeks to facilitate development which is sympathetic to neighbourhood character and environmental and heritage values through prioritising high quality urban design. Development should be encouraged to respond to the particular elements of the built form and natural environment that make up the character of Frankston.
Clause 02.03-6 - Housing	This Clause acknowledges the importance of catering for a diversity of housing choices, including medium and higher density housing, while protecting or enhancing the character and environmental values of the municipality.
12.02-1S – Protection of the marine and coastal environment	This Clause seeks to protect and enhance the marine and coastal environment. In particular the Clause aims to protect and enhance natural features, landscapes, seascapes and public visual corridors as well as the heritage values, the aesthetic quality of locations, cultural links with maritime activities, sea country and sense of place.
Clause 12.05-2L – Frankston landscapes	This Clause seeks to encourage low intensity private recreational and institutional uses that are consistent with the objective of maintaining essentially rural landscapes. Protecting remnant bushland, canopy trees and significant landscapes, views and vistas within the municipality’s green wedge areas as well as supporting proposals that retain and enhance vegetation and contribute to the visual quality of significant landscapes are key aspects of the Clause.
Clause 15.01-1L-02 – Urban design	This Clause aims to support the retention of existing canopy trees and encourages the provision of sufficient areas to accommodate the planting of new canopy trees in developments. The Clause also encourages development to utilise rear laneways for vehicle access to prioritise frontages for pedestrians as well as ensuring development reinstates redundant vehicle crossings with kerb and channel and or a footpath and nature strip.
Clause 15.01-2S - Building design	This Clause aims to achieve building design and siting outcomes that contribute positively to the local context, enhance the public realm and support environmentally sustainable development.
Clause 15.01-5S – Neighbourhood character	This Clause supports development which respects the existing and preferred neighbourhood character and supports and protects cultural identity, and sense of place. The Clause aims to ensure the preferred neighbourhood character is consistent with medium and higher density housing outcomes in areas identified for increased housing and ensures development responds to its context and reinforces a sense of place and the valued features and characteristics of the local environment and place.
Clause 15.01-5L – Frankston preferred neighbourhood character	This Clause seeks to ensure that development in a residential zone is responsive to the preferred future character of the area.

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Clause 15.03-1S – Heritage conservation	This clause seeks to ensure the conservation of places of natural and cultural heritage significance.
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## Zones

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Clause	Purpose	Schedule Variations
Clause 32.08 – General Residential Zone	This Zone seeks to encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport which respects the neighbourhood character of the area.	Schedule 3 to Clause 32.08, which applies to the Seaford coastal strip, specifies that a building used as a dwelling or residential building must not exceed a height of 12 metres and 3 storeys.  Schedules 1 and 4 do not contain any variations.
Clause 32.07 – Residential Growth Zone	This zone aims to provide housing at increased densities in buildings up to and including four storey buildings. The Zone seeks to encourage a diversity of housing types in locations offering good access to services and transport including activity centres and town centres.	Schedule 1 to Clause 32.07 specifies that walls of buildings should be set back at least 3 metres from the frontage and that Side walls of buildings on a corner site should be setback the same distance as the setback of the front wall of any existing building on the abutting allotment facing the side street or 2 metres, whichever is the lesser. Schedule 1 to Clause 32.07 also specifies the site area covered by pervious surfaces should be at least 30%. Schedule 1 to Clause 32.07 also specifies the front fence height of buildings should not exceed 1 metre in height.

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Clause 32.03 – Mixed Use Zone	This Zone aims to provide for a range of residential, commercial, industrial and other uses which complement the mixed-use function of the locality. The Zone intends to provide for housing at higher densities which responds to the existing or preferred neighbourhood character of the area.	No variations
Clause 32.03 – Low Density Residential Zone	This Zone aims to provide for low-density residential development on lots which, in the absence of reticulated sewerage, can treat and retain all wastewater.	No variations

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## Overlays

Clause	Purpose	Schedule Variations
<p>Clause 42.01 – Environmental Significance Overlay</p>	<p>This Clause identifies areas where the development of land may be affected by environmental constraints and aims to ensure that development is compatible with identified environmental values.</p>	<p>Schedule 1 to Clause 42.01- Native vegetation and fauna habitat – Aims to protect national, state, regional and locally significant vegetation and biodiversity, in particular, population or communities of indigenous flora and fauna within Frankston City Council. Protect and enhance bio links across the landscape and ensure that vegetation is suitable for maintaining the health of species, communities and ecological processes, including the prevention of the incremental loss of vegetation. Ensure that development and management of land demonstrates the ‘avoidance hierarchy’:</p> <ul style="list-style-type: none"> <li>• To avoid adverse impacts, particularly through vegetation clearance.</li> <li>• If impacts cannot be avoided, to minimise impacts through appropriate consideration and expert input to project design or management.</li> <li>• Identify appropriate mitigation options. Only after avoidance and minimisation actions are thoroughly investigated should mitigation be considered.</li> </ul> <p>Schedule 2 to Clause 42.01 – Eastern treatment plant buffer area – Aims to ensure that the use and development of land around the Eastern Treatment Plant is compatible with the Plant’s operation. To regulate the establishment and siting of odour-sensitive uses so that the impact of any odour from the Eastern Treatment Plant is minimised and to exclude uses that require the presence of a large number of people over an extended period of time.</p> <p>Schedule 4 to Clause 42.01 – Significant trees and areas of vegetation – Aims to protect and enhance trees and areas of vegetation that have been identified as being significant and which are shown in the Table to this schedule. Aims to limit the impact of any proposal on the environmental, habitat, botanical, scientific, landscape, historical or cultural significance of any specified trees or areas of vegetation.</p>

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Clause 42.03 –  
Significant Landscape  
Overlay

This Clause aims  
to conserve and  
enhance the character  
of identified significant  
landscapes.

Schedule 1 to Clause 42.03 – Langwarrin Hinterland - Aims to conserve and enhance the area’s trees and native vegetation for its intrinsic, habitat and landscape values. Development should protect the national, state, regional and locally significant vegetation and biodiversity, in particular, population or communities of indigenous flora and fauna within Frankston City Council. Protect and enhance bio links across the landscape and ensure that vegetation is suitable for maintaining the health of species, communities and ecological processes, including the prevention of the incremental loss of vegetation. Ensure that development and management of land demonstrates the ‘avoidance hierarchy’ mentioned above.

Schedule 2 to Clause 42.03 – Carrum Downs, Sandhurst and Skye Hinterland – Aims to conserve and enhance the remnant strands of River Red Gums (*E. camaldulensis*) and associated native trees and indigenous understory vegetation for their intrinsic, habitat and landscape values. Ensure that development and management of land demonstrates the ‘avoidance hierarchy’ mentioned above.

Schedule 3 to Clause 42.03 – Frankston South – Aims to maintain the well vegetated landscape character of Frankston South.

Schedule 4 to Clause 42.03 – Frankston South – Sweetwater Creek Environs - Aims to retain and encourage the planting and retention of trees in keeping with the well vegetated preferred neighbourhood character of the Frankston South area. Enhance the visual and environmental qualities of the Sweetwater Creek environs. Ensure that development is sensitive to the natural characteristics of the land including slope, terrain and any existing vegetation.

Schedule 5 to Clause 42.03 – Former G.K. Tucker Brotherhood of St. Laurence Settlement – Aims to ensure that development responds to and maintains the landscape quality of the GK Tucker Brotherhood of St. Laurence Settlement by conserving and enhancing remnant indigenous vegetation and vegetation with intrinsic landscape and historical or environmental values.

Schedule 6 to Clause 42.03 – Frankston South Sweetwater Creek Fringe Area – Aims to retain and encourage the planting and retention of trees in keeping with the neighbourhood character of the Frankston South area. Ensure that development is sensitive to the natural characteristics of the land including slope, terrain and any existing vegetation.

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<p>Clause 43.01 – Heritage Overlay</p>	<p>This Clause aims to conserve and enhance elements which contribute to the significance of heritage places and ensure that development does not adversely affect the significance of heritage places.</p>	<p>Applies the schedule to approximately 70 places of heritage significance.</p>
<p>Clause 43.02 – Design and Development Overlay</p>	<p>This Clause identifies areas which are affected by specific requirements relating to the design and built form of new development.</p>	<p>Schedule 1 to Clause 43.02 – Aims to ensure development maintains and enhances the low density treed streetscape and responds to the established and preferred character of Frankston South (among others). The schedule specifies buildings or works must not exceed 9 metres in height 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 must not exceed 10 metres. Any fences adjoining the Sweetwater Creek or Creek Reserve must be constructed of non-combustible material and have a light weight and visually open appearance.</p>
		<p>Schedule 2 to Clause 43.02 - Aims to ensure development maintains and enhances the low-density treed streetscape and responds to the established landscape character, preferred neighbourhood character and built form in terms of building height, scale and siting of Olivers Hill. To encourage new buildings, alterations and extensions that are well designed, respect the environmental qualities of the coastal area and reflect the coastal setting, through appropriate siting, site coverage, fencing and landscaping the use of appropriate materials and design detail. Ensures ensure that new development recognises the physical constraints that result from unstable sea cliffs and soils associated with the Manyung Fault. The schedule specifies buildings or works must not exceed 9 metres in height 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 must not exceed 10 metres.</p>
		<p>Schedule 3 to Clause 43.02 – Aims to ensure development maintains and enhance the low density treed landscape character and built form in terms of building height, scale and siting of Frankston South. The schedule specifies buildings or works must not exceed 9 metres in height 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 must not exceed 10 metres.</p>

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Schedule 4 to Clause 43.02 – Aims to ensure development maintains and enhance the well vegetated, rural residential character of land around the fringe of Langwarrin. Ensures development responds to established and preferred landscape character and built form in terms of building height, scale and siting and protects water quality, particularly in the Western Port catchment. The schedule specifies buildings or works must not exceed 9 metres in height 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 must not exceed 10 metres.

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Schedule 5 to Clause 43.02 – Aims to encourage development along the Nepean Highway Boulevard. Aims to provide for a range of commercial and residential uses that complement the mixed-use function of the precinct with housing provided at increase densities, particularly at upper levels throughout the precinct. Ensure development respects the environmental qualities and amenity of Kananook Creek through appropriate siting, site coverage, fencing and landscaping. Encourage building interfaces that promotes surveillance of adjoining streets through activated frontages and ensures the location and design of car parks, loading bays and services areas promotes active street frontages, does not dominate public spaces and supports safe use and access .

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Schedule 6 to Clause 43.02 - Aims to protect and enhance the visual amenity of the coastal strip extending from Olivers Hill to Seaford. Aims to ensure development respects and is compatible with the predominant characteristics of the preferred character of the area and coastal setting, including the generally low rise building heights and the use of appropriate materials and design detail (sufficient unpaved area and landscaping is deemed important in coastal settings). Encourages buildings that respect the environmental qualities of the coastal area, the environs of Kananook Creek and nearby nature reserves, particularly through appropriate siting, site coverage, fencing and landscaping. The schedule specifies buildings and works must not exceed 9 metres in height if located south of the Mile Bridge and west of Kananook Creek, Frankston or south of the Frankston Principal Activity Centre 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 must not exceed 10 metres. The schedule specifies buildings and works must not exceed 12 metres in height if located north of the Mile Bridge, Frankston or between the Mile Bridge and the Frankston Principle Activity Centre and east of Kananook Creek. The schedule specifies where a site adjoins the beach, the second storey component of any building must be set back from the first storey beach elevation a distance of at least the first storey building height. Applications for development exceeding 7 metres in height will be assessed on the basis of how the height, particular roof form or architectural feature assists in achieving the preferred neighbourhood character of the area, or the objectives and design responses contained in the relevant Neighbourhood Character Study Character Statement. For the area north or Mile Bridge, applications for development exceeding 7 metres in height will be assessed on the basis of the extent to which the development assists in achieving the Council's housing objectives contained in the Municipal Planning Strategy.

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Schedule 7 to Clause 43.02 – Aims to ensure development maintains and enhance the low density treed landscape character and built form in terms of building height, scale and siting of Frankston South. Any buildings or works must not exceed 9 metres in height 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 must not exceed 10 metres. Applications for development exceeding 7 metres in height will be assessed on the basis of how the particular roof form or architectural feature assists in achieving the preferred neighbourhood character of the area, or the objectives and design responses contained in the relevant Neighbourhood Character Study Character Statement.

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Schedule 8 to Clause 43.02 – Aims to ensure development maintains adequate space on a site to provide the opportunity for tree planting and landscaping to minimise stormwater flows into Sweetwater Creek and to retain and enhance the character and environmental qualities of the area. Aims to ensure development remains sensitive to the natural characteristics of Sweetwater Creek and its environs in terms of slope, terrain and existing vegetation. Ensure that development and landscaping on lots with a direct abuttal to Sweetwater Creek designed to minimise visual impact and bulk of buildings to enhance the natural characteristics of the creek and its environs.

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Schedule 9 to Clause 43.02 – Aims to ensure development maintains adequate space on a site to provide the opportunity for tree planting and landscaping to minimise stormwater flows into Sweetwater Creek valley and to retain and enhance the character and environmental qualities of the area. Aims to ensure development remains sensitive to the natural characteristics of Sweetwater Creek valley and its environs in terms of slope, terrain and existing vegetation.

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Schedule 10 to Clause 43.02 – Aims to ensure that the height of buildings do not encroach on the flight path areas associated with the Frankston Hospital helicopter landing site or create hazards for associated aircrafts.

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Schedule 11 to Clause 43.02 - Aims to ensure that the height of buildings do not encroach on the flight path areas associated with the Frankston Hospital helicopter landing site or create hazards for associated aircrafts.

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Schedule 12 to Clause 43.02 - Encourage higher density residential development that is site responsive, high quality and features contemporary design and provides a variety of dwelling types that integrate successfully with the public realm. Ensure new buildings respect the sharing of amenity for current and future residential development on adjoining sites. Encourage open, landscaped street frontages and activated building interfaces that promote surveillance of adjoining streets. The schedule specifies residential building heights should be constructed to a preferred maximum height of 13.5 metres. The schedule also specifies the inclusion of a minimum of one 4.5 metre wide deep soil zone to be provided adjacent to one side boundary on a single lot and two side boundaries on consolidated lots for a minimum of 4.5 metres in length. Buildings on single lots should be setback by at least 1 metre from each side boundary for the first 5 metres of the buildings that front to the street and buildings on consolidated lots should be setback by at least 3 metres to one side boundary and at least 1 metre to the other side boundary for the first 5 metres of the buildings that front to the street. Walls on boundaries are permitted provided they are setback 5 metres from the front wall of the buildings that front to the street and for buildings of more than two storeys above natural ground level, the wall/s of the storey/s above the second storey should be setback from the wall/s of the storey below a minimum of 2.5 metres along the front and rear elevations. Balconies may encroach into this setback. Rear setbacks at ground level should be at least 4.5 metres where they adjoin land in a residential zone. Where there is an adjoining industrial or commercial use the building should be setback in accordance with ResCode provisions at Clause 55.04-1. Separation between buildings should utilise a 9 metre distance where possible to avoid overlooking between habitable rooms. Building facades should be articulated through the design of openings, balconies, varied materials, recessed and projected elements, and revealing structural elements such as columns and beams. Lighter and less detailed materials should generally be used on upper levels. Building entries should directly front the street and be clearly defined and legible from the public realm and development should aim to articulate or divide roof forms into distinct sections in order to minimise visual bulk. A minimum of 30% of the site area should be permeable unless on-site stormwater run-off is managed through alternative methods such as green roofs, raingardens and on-site bio-retention, to the satisfaction of the responsible Authority .

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Schedule 13 to Clause 43.02 – Aims to encourage development along Hastings and Cranbourne Roads that is responsive to their roles as gateways to the City Centre promotes surveillance through activated frontages. Provide for a range of commercial and residential uses that complement the mixed-use and commercial function of the precinct including the development of office suites along Cranbourne road, increased housing densities on upper levels of new development and the integration of health and education uses as part of mixed use development. The schedule specifies that buildings should be constructed to a preferred maximum height of 14 metres with a minimum of 3 metre street setbacks and a side setback of at least one metre from each side boundary for the first 5 metres of the buildings that front to the street. 4.5 metre wide deep soil zones should be provided adjacent to side boundaries for a minimum of 4.5 metres in length. For buildings of more than two storeys above natural ground level, the wall/s of the storey/s above the second storey should be setback from the wall/s of the storey below a minimum of 2.5 metres along the front and rear elevations. Balconies may encroach into this setback. Where a neighbouring development includes residential use, separation between buildings should utilise a 9 metre distance where possible to avoid overlooking between habitable rooms. Building facades should be articulated through the design of openings, balconies, varied materials, recessed and projected elements, and revealing structural elements such as columns and beams. Lighter and less detailed materials should generally be used on upper levels. Building entries should directly front the street and be clearly defined and legible from the public realm. Buildings on corner allotments should present as activated and articulated to the side elevation with opportunities for landscaping within the side setback. Larger developments should incorporate communal outdoor space for staff, residents and visitors. Directional and promotional signage should be of appropriate scale and incorporated into the building design.

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Clause 44.01 – Erosion Management Overlay	This Clause aims to protect areas prone to erosion, landslip, other land degradation or coastal processes by minimising land disturbance and inappropriate development.	<p>Schedule 1 to Clause 44.01 – Specific to managing the risk of slope instability of Olivers Hill. Aims to ensure that development can be carried out in a manner which will not adversely increase the risk to life or property affecting the subject land or adjoining or nearby land. Ensures that on land where a Landslip Risk Assessment is required, development is not carried out unless the risk associated with the development is at least a Tolerable Risk.</p> <p>Schedule 2 to Clause 44.01 – Specific to managing erosion risk of Sweetwater Creek.</p> <p>Schedule 3 to Clause 44.01 – Specific to managing the risk of slope instability of the Frankston South esplanade and foreshore adjacent area (Cliff Road area). Aims to ensure that development can be carried out in a manner which will not adversely increase the risk to life or property affecting the subject land or adjoining or nearby land. Ensures that on land where a Landslip Risk Assessment is required, development is not carried out unless the risk associated with the development is at least a Tolerable Risk.</p>
Clause 44.04 - Land Subject to Inundation Overlay	This Clause aims to identify flood prone land in a riverine or coastal area affected by the 1 in 100 year flood, and to ensure that development maintains the free passage of water.	Schedule 1 to Clause 44.04 outlines permit exemptions for minor works such as footpaths, car ports and tennis courts, among other things.
Clause 44.05 Special Building Overlay	This Clause aims to identify land in urban areas liable to inundation by overland flows from the urban drainage system. It also seeks to ensure that development maintains the free passage of floodwaters.	Schedule 1 to Clause 44.05 outlines permit exemptions for works such as upper storey extensions, driveway crossovers and footpaths, among other things.

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Clause 44.06 – Bushfire Management Overlay

This Clause aims to ensure development is only permitted where the risk to life and property from bushfire can be reduced to an acceptable level and strengthens community resilience to bushfire.

Schedule 1 to Clause 44.06 – Specifies the specify bushfire protection measures and referral requirements to construct or extend one dwelling on a lot. In order to construct a single dwelling on a lot the dwelling must be constructed to BAL-12.5, provide defensible space for a distance of 30 metres, contain canopy trees separated by at least two metres and vegetation management, static water supply and vehicle access must be in accordance with Cause 53.02.

Schedule 2 to Clause 44.06 - Specifies the specify bushfire protection measures and referral requirements to construct or extend one dwelling on a lot specific to the areas of Langwarrin and Langwarrin South. In order to construct a single dwelling on a lot the dwelling must be constructed to BAL-12.5, provide defensible space for a distance of 30 metres, contain canopy trees separated by at least two metres and vegetation management, static water supply and vehicle access must be in accordance with Cause 53.02.

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## Appendix B VCAT Analysis

ASL Alliance No2 Pty Ltd v Frankston CC			
<b>Address</b>	137 Overport Road, Frankston South	<b>Character Precinct</b>	FS8
<b>Matter being considered</b>	Use and development of a Child Care Centre	<b>Council Decision</b>	Refusal
<b>Planning Controls Applicable</b>	GRZ, DDO1, SLO3	<b>VCAT Decision</b>	VCAT affirmed
<b>Key Findings</b>	<p>Note's from the Tribunal outlined that:</p> <ul style="list-style-type: none"> <li>• Planning Scheme seeks 'acceptable' outcomes, not perfect.</li> <li>• Many aspects of proposal considered 'supportable' by VCAT, however, it was the response to the Landscape Character and presentation of building to the side street which resulted in refusal.</li> </ul>		
Baraldo v Frankston CC			
<b>Address</b>	5 Grange Road, Frankston South	<b>Character Precinct</b>	FS14
<b>Matter being considered</b>	Construction of two dwellings	<b>Council Decision</b>	Refusal
<b>Planning Controls Applicable</b>	GRZ, DDO9, SLO4	<b>VCAT Decision</b>	VCAT set aside decision of Council, issued a Planning Permit
<b>Key Findings</b>	<p>The scheme complied with many 'numerical' requirements, but Council did not believe it met the Neighbourhood Character objectives.</p> <p>VCAT disagreed with Council and issued a Planning Permit.</p> <p>VCAT agreed fencing is a key part of the character so conditioned a change to the front fence to better meet Neighbourhood Character.</p>		
Dance v Frankston CC			
<b>Address</b>	6 Blair Avenue, Frankston South	<b>Character Precinct</b>	FS9
<b>Matter being considered</b>	Construction of a second dwelling to the rear of an existing dwelling	<b>Council Decision</b>	Officer Support, but Council Refusal
<b>Planning Controls Applicable</b>	GRZ, DDO9, SLO4	<b>VCAT Decision</b>	VCAT set aside decision of Council, issued a Planning Permit
<b>Key Findings</b>	<p>The decision provides some discussion on what constitutes appropriate space for landscaping. Whilst meeting many numerical requirements, Council did not believe the scheme respected the local character.</p> <p>Council also queried why no Landscape Plan was submitted with the application and thought it was critical to the consideration of the application. VCAT noted that this can be appropriately dealt with via conditions of the Planning Permit.</p> <p>VCAT disagreed and issued a planning permit.</p>		

<b>Hope Early Learning Centre v Frankston CC</b>			
<b>Address</b>	91 Overport Road, Frankston South	<b>Character Precinct</b>	FS8
<b>Matter being considered</b>	Construction and use of a Child Care Centre	<b>Council Decision</b>	Refusal
<b>Planning Controls Applicable</b>	GRZ, SLO3, DDO1	<b>VCAT Decision</b>	VCAT set aside decision of Council, issued a Planning Permit
<b>Key Findings</b>	VCAT discussed how there was a vegetated character in the precinct, and that policies and guidelines seek to protect and enhance this. However, it also noted that this was not a 'prohibition' on new development, so that a balance needed to be achieved.		
<b>Nepean Seaford Pty Ltd v Frankston CC</b>			
<b>Address</b>	159 Nepean Highway, Seaford	<b>Character Precinct</b>	S7
<b>Matter being considered</b>	Construction of a three storey apartment building	<b>Council Decision</b>	Officer Support, but Council Refusal
<b>Planning Controls Applicable</b>	GRZ, DDO6	<b>VCAT Decision</b>	VCAT set aside decision of Council, issued a Planning Permit
<b>Key Findings</b>	Similar to other cases – the proposal complied with many numerical requirements, but Council did not believe it appropriately responded to the Neighbourhood Character. It also did not provide a Landscape Plan, but VCAT deemed sufficient space was provided for landscaping and this could be dealt with via condition.		
<b>Osborne v Frankston CC</b>			
<b>Address</b>	193 Nepean Highway, Seaford	<b>Character Precinct</b>	S7
<b>Matter being considered</b>	Construction of four dwellings (two three storey, two double storey).	<b>Council Decision</b>	Refusal
<b>Planning Controls Applicable</b>	GRZ, DDO6, LSIO	<b>VCAT Decision</b>	Council decision affirmed, refusal.
<b>Key Findings</b>	In this decision, Council did not believe the proposal met the Neighbourhood Character, particularly in relation to the space provided for landscaping and boundary to boundary nature. VCAT agreed that it was not consistent with the Neighbourhood Character, although not with all the grounds of Council.		
<b>Nassour v Frankston CC</b>			
<b>Address</b>	561 Nepean Highway, Seaford	<b>Character Precinct</b>	F4
<b>Matter being considered</b>	Construction of a three storey dwelling plus basement.	<b>Council Decision</b>	Refusal
<b>Planning Controls Applicable</b>	GRZ1, DDO6, EMO3	<b>VCAT Decision</b>	Council decision affirmed, refusal.
<b>Key Findings</b>	In this decision, Council did not believe the proposal had been appropriately designed to ensure that the erosion management objectives of the EMO would be achieved. Specific challenges including groundwater pressures, logistic challenges and uncertainty around strength parameters. It was also found that the proposal was not consistent with the requirements of DDO6, particularly due to the level of excavation required and the visual bulk of the building.		

Site 33 Pty Ltd v Frankston CC			
<b>Address</b>	21 Barmah Court, Frankston South	<b>Character Precinct</b>	FS1
<b>Matter being considered</b>	Construction and use of a Child Care Centre	<b>Council Decision</b>	Refusal
<b>Planning Controls Applicable</b>	GRZ, SLO3, DDO1, BMO	<b>VCAT Decision</b>	Council decision affirmed, refusal.
<b>Key Findings</b>	VCAT was also made to consider the requirements of the Bushfire Management Overlay, which seek to limit landscaping to protect life.		
Slade v Frankston CC			
<b>Address</b>	60 Blaxland Avenue, Frankston South	<b>Character Precinct</b>	FS6
<b>Matter being considered</b>	Construction of a dwelling to the rear of an existing dwelling	<b>Council Decision</b>	Refusal
<b>Planning Controls Applicable</b>	GRZ, SLO4, BMO, DD09	<b>VCAT Decision</b>	VCAT set aside decision of Council, issued a Planning Permit
<b>Key Findings</b>	VCAT implemented a condition (in approving the permit) to increase building separation to provide space for canopy tree planting, as per SLO4.		
Tsicaderis v Frankston CC			
<b>Address</b>	113 Gould Street, Frankston	<b>Character Precinct</b>	F10
<b>Matter being considered</b>	Construction of a single storey dwelling	<b>Council Decision</b>	Refusal
<b>Planning Controls Applicable</b>	GRZ, DDO6, LSIO	<b>VCAT Decision</b>	VCAT affirmed Council's decision, refusal.
<b>Key Findings</b>	A notable part of this decision was that the applicant referred to another building within the streetscape as evidence of the existing character. VCAT disagreed this should form part of its assessment, noting that the proposal must 'stand on its own merits'. It ultimately decided it did not respect or respond to the neighbourhood character, or creek environs.		
Xantoria Pty Ltd v Frankston CC			
<b>Address</b>	531-533 Nepean Highway, Frankston	<b>Character Precinct</b>	F4
<b>Matter being considered</b>	Construction of seven dwellings	<b>Council Decision</b>	Refusal
<b>Planning Controls Applicable</b>	GRZ, DDO6	<b>VCAT Decision</b>	VCAT set aside decision of Council, issued a Planning Permit
<b>Key Findings</b>	VCAT noted that the design was 'not particularly innovative', but with conditions, would respond appropriately to the neighbourhood character. Conditions related to increasing setbacks, providing further detail on materials and colour palettes and increasing space for landscaping.		

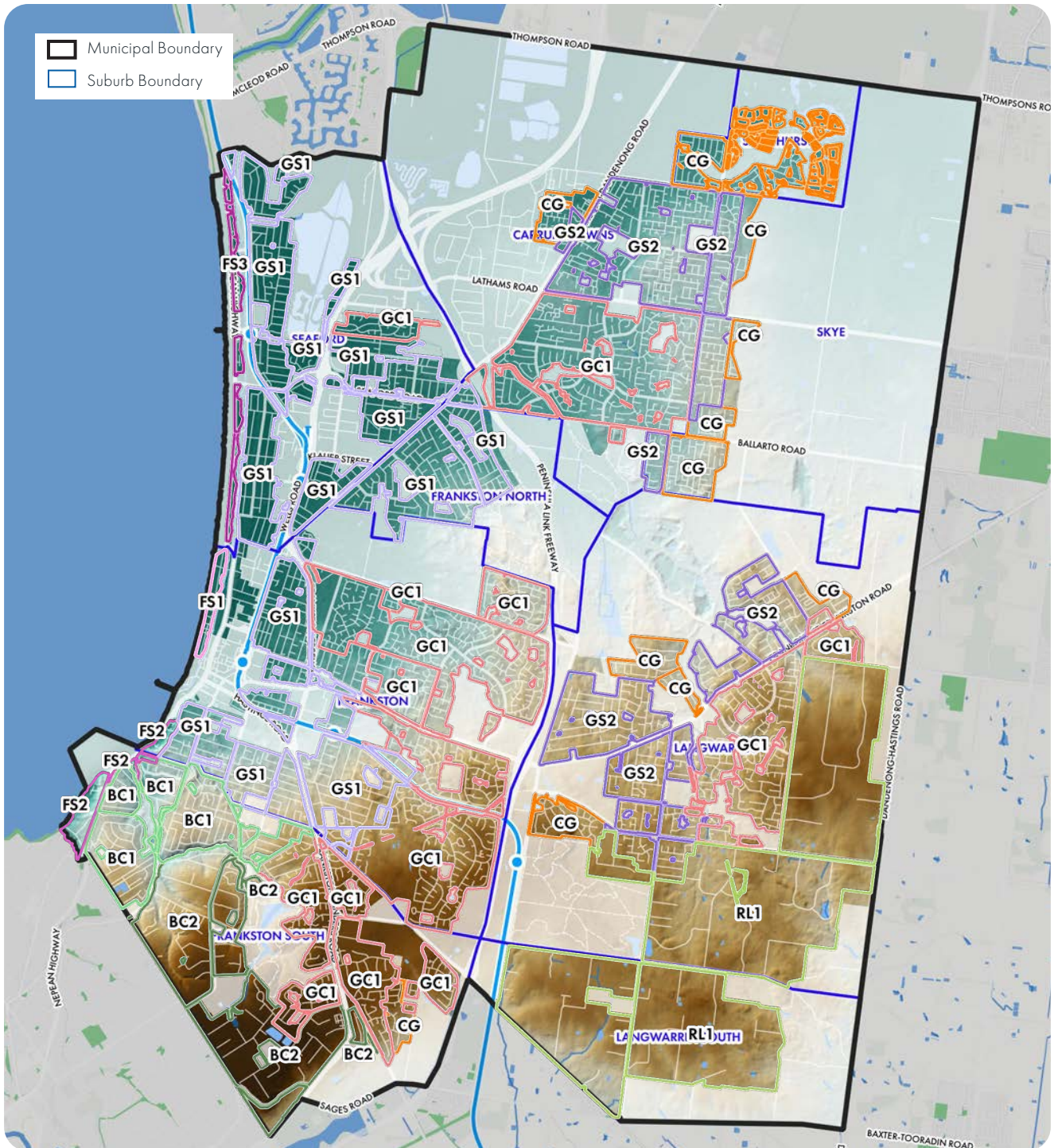
<b>Zlomislic v Frankston CC</b>			
<b>Address</b>	6 Boston Avenue Seaford	<b>Character Precinct</b>	S3
<b>Matter being considered</b>	Construction of three double storey dwellings	<b>Council Decision</b>	Refusal
<b>Planning Controls Applicable</b>	GRZ	<b>VCAT Decision</b>	VCAT affirmed Council's decision, refusal
<b>Key Findings</b>	VCAT ultimately agreed that insufficient space was provided for landscaping.		
<b>Signature Care Holdings Pty Ltd v Frankston CC</b>			
<b>Address</b>	68, 68M and 74 Potts Road, Langwarrin	<b>Character Precinct</b>	Adjacent to LW3
<b>Matter being considered</b>	Construction a residential aged care facility (144 beds)	<b>Council Decision</b>	Refusal
<b>Planning Controls Applicable</b>	GRZ1, DPO1, BMO	<b>VCAT Decision</b>	VCAT set aside decision of Council, issued a Planning Permit
<b>Key Findings</b>	<p>Council refused the application as they believed the design response wasn't acceptable in relation to built form, scale and neighbourhood character (low scale character) and represented an over development of the site.</p> <p>VCAT found that the combination of land slope, provision of generous setbacks and the articulation of built form with incorporation of open courtyard spaces result in a design response that respects the low scale neighbourhood character of the area.</p>		
<b>Modus CD Pty Ltd v Frankston CC</b>			
<b>Address</b>	26 Brunnings Road, Carrum Downs	<b>Character Precinct</b>	CD1
<b>Matter being considered</b>	Construction of 162 two and three storey dwellings	<b>Council Decision</b>	Refusal
<b>Planning Controls Applicable</b>	GRZ1, DPO1	<b>VCAT Decision</b>	VCAT set aside decision of Council, issued a Planning Permit
<b>Key Findings</b>	VCAT noted that the description of neighbourhood character for this precinct had limited relevance. This was given that a nearby medium density development, as well as large size and isolation of the Site allowed it to 'create its own character'.		

<b>Anthony v Frankston CC</b>			
<b>Address</b>	35 East Road, Seaford	<b>Character Precinct</b>	S2
<b>Matter being considered</b>	Construction of five dwellings on a lot	<b>Council Decision</b>	NOD Issued, objector appeal
<b>Planning Controls Applicable</b>	GRZ	<b>VCAT Decision</b>	VCAT set aside decision of Council, refused to issue a Planning Permit
<b>Key Findings</b>	<p>Council believed the proposal presented an appropriate response to the Neighbourhood Character.</p> <p>VCAT found that this was not achieved, given the limited upper level setbacks to the street, the smaller front setback in comparison to the adjoining properties and the materials and articulation did not minimise visual bulk.</p> <p>VCAT stated the proposal did not contribute to the sense of 'openness' within the area, and that the lack of Landscape Plan made it difficult to determine if the proposal would enhance the landscaped character of the area.</p>		
<b>Mahindra v Frankston City Council</b>			
<b>Address</b>	4 Cassowary Close, Carrum Downs	<b>Character Precinct</b>	CD2
<b>Matter being considered</b>	Construction of a three dwellings on a lot	<b>Council Decision</b>	Officer Support, but Council Refusal
<b>Planning Controls Applicable</b>	GRZ	<b>VCAT Decision</b>	VCAT set aside decision of Council, refused to issue a Planning Permit
<b>Key Findings</b>	<p>VCAT found the proposal was consistent with the preferred character of the are (subject to conditions). It highlighted that significant side and rear setbacks contributed to a sense of openness, as well as first floor recessed from the ground floor below.</p> <p>It did however note that the material and design detail required further finessing (which it did via condition) to ensure appropriate articulation, in line with the preferred character.</p>		
<b>Modularc Pty Ltd v Frankston CC</b>			
<b>Address</b>	1 Vinnys Court, Langwarrin	<b>Character Precinct</b>	L2
<b>Matter being considered</b>	Construction of fourteen, two storey dwellings	<b>Council Decision</b>	Refusal
<b>Planning Controls Applicable</b>	GRZ1	<b>VCAT Decision</b>	VCAT set aside decision of Council, refused to issue a Planning Permit
<b>Key Findings</b>	<p>VCAT stated that although the neighbourhood character was of a single storey nature the area was identified as an area of incremental change and therefore medium density development can be permitted.</p> <p>VCAT also made it clear that 'respecting' character does not man replicating it, rather, applicants should interpret elements and consider the context when trying to achieve an outcome.</p>		

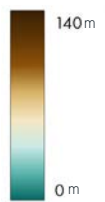


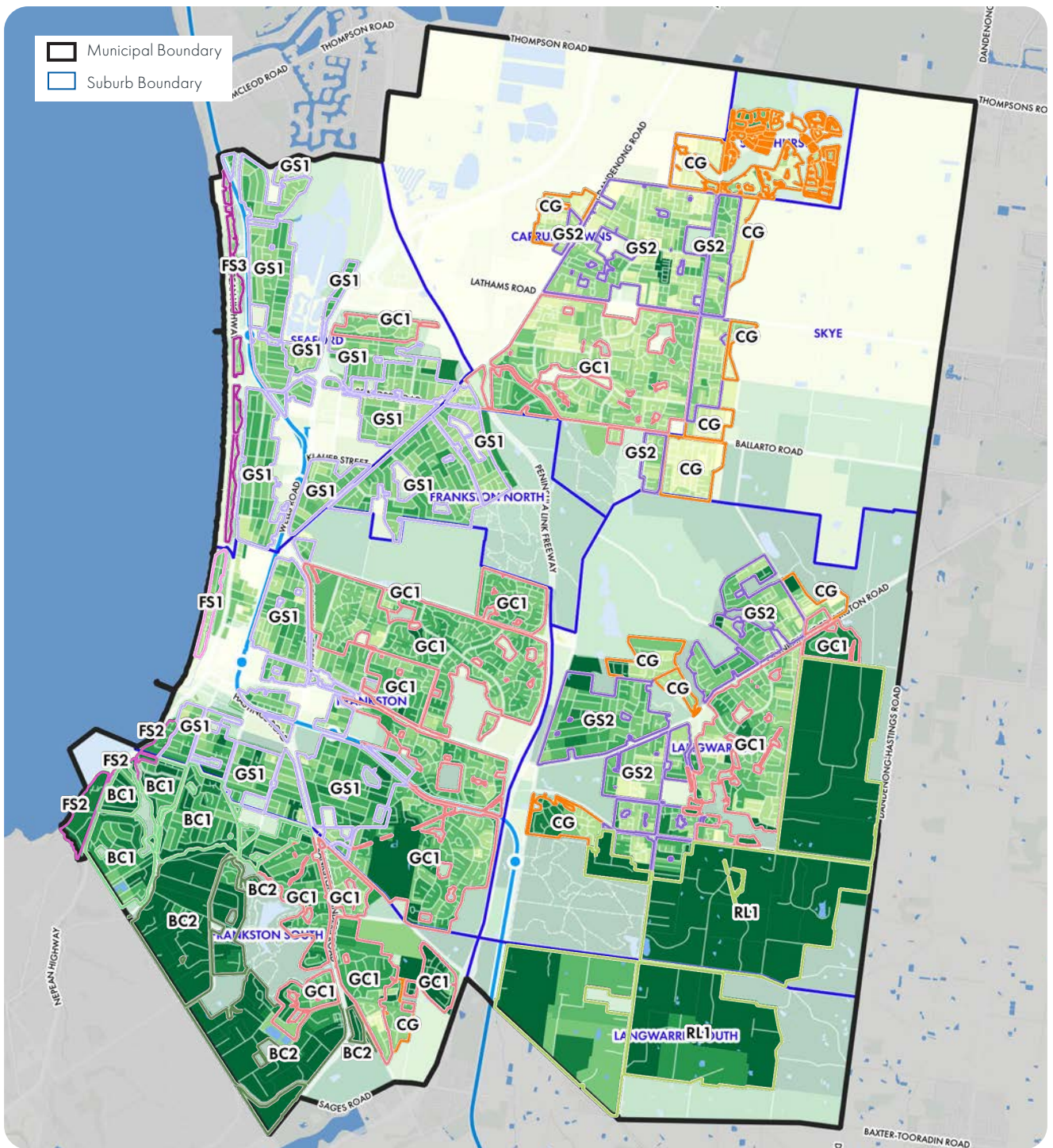
## Appendix C Key Character Elements & Neighbourhood Character Area Maps

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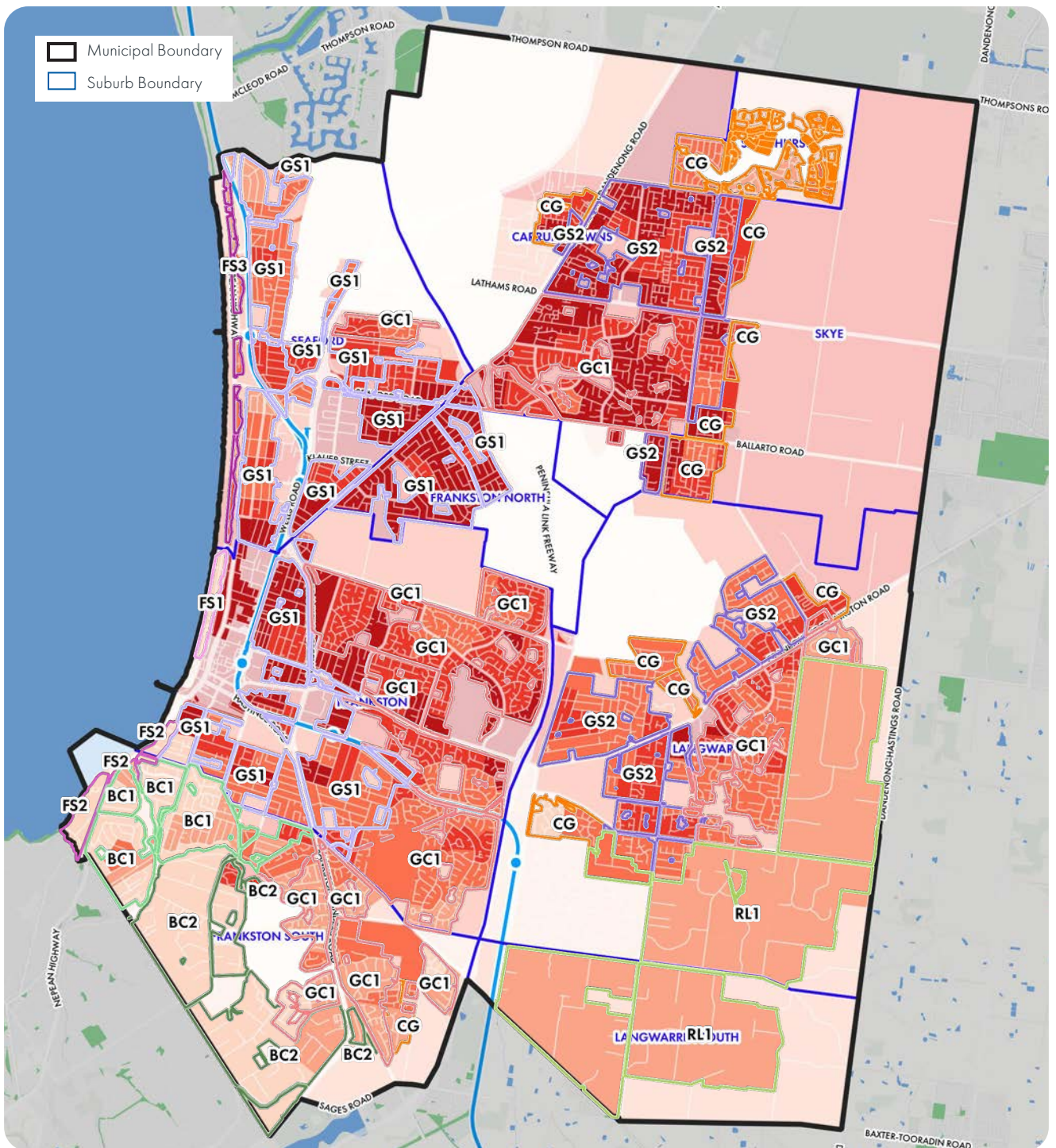


Elevation

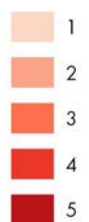


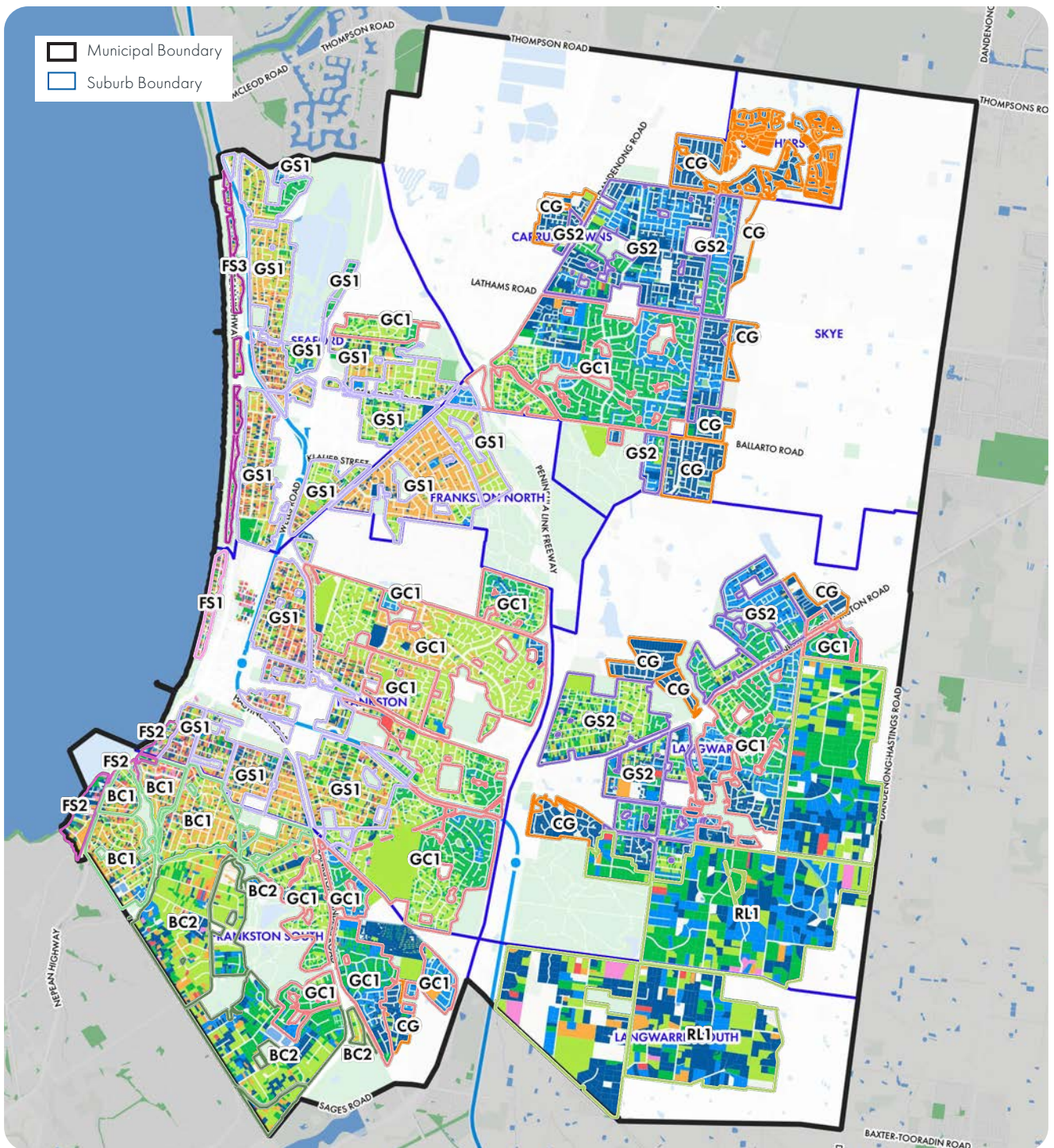


## Vegetation Coverage



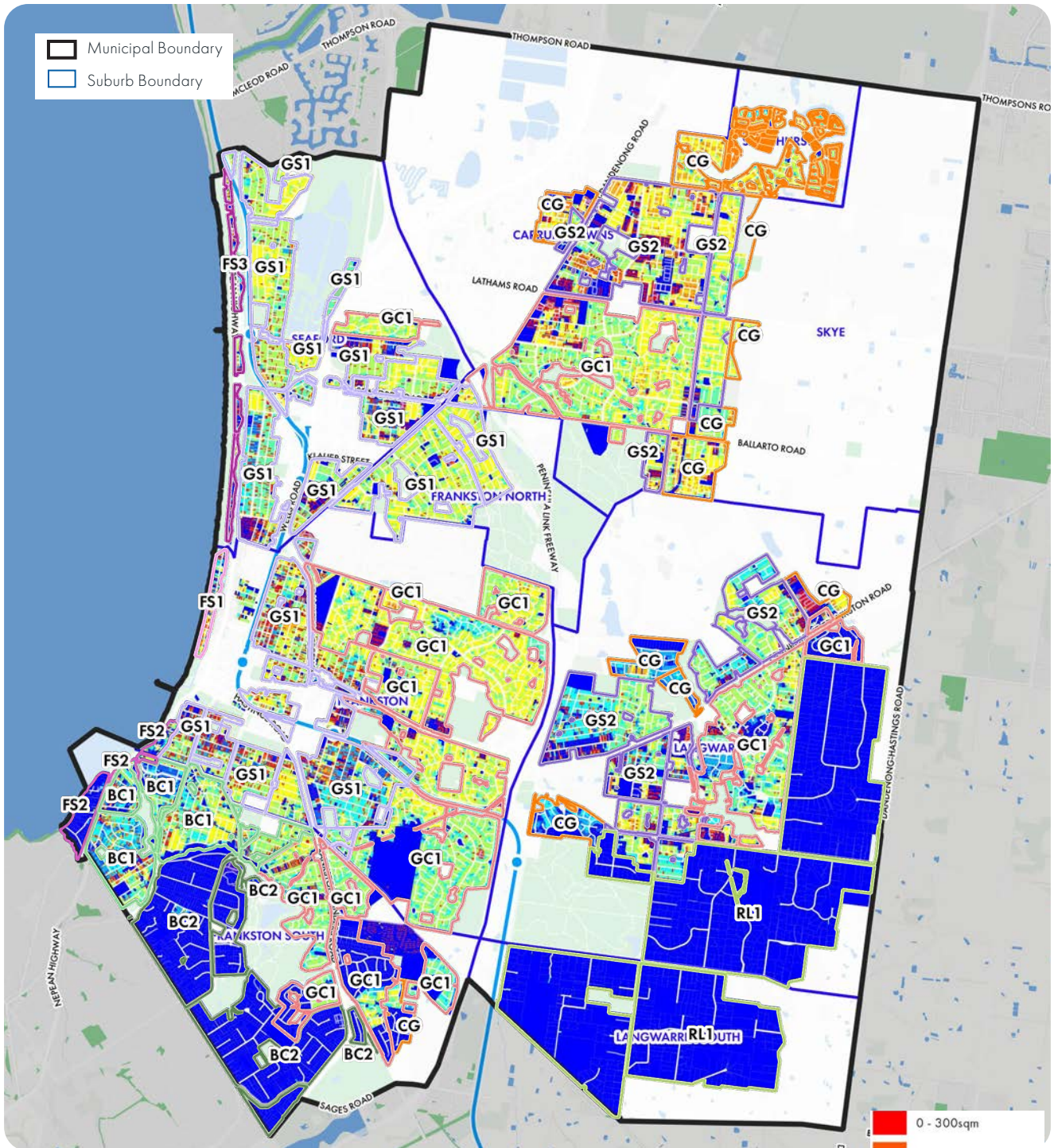
Heat Vulnerability



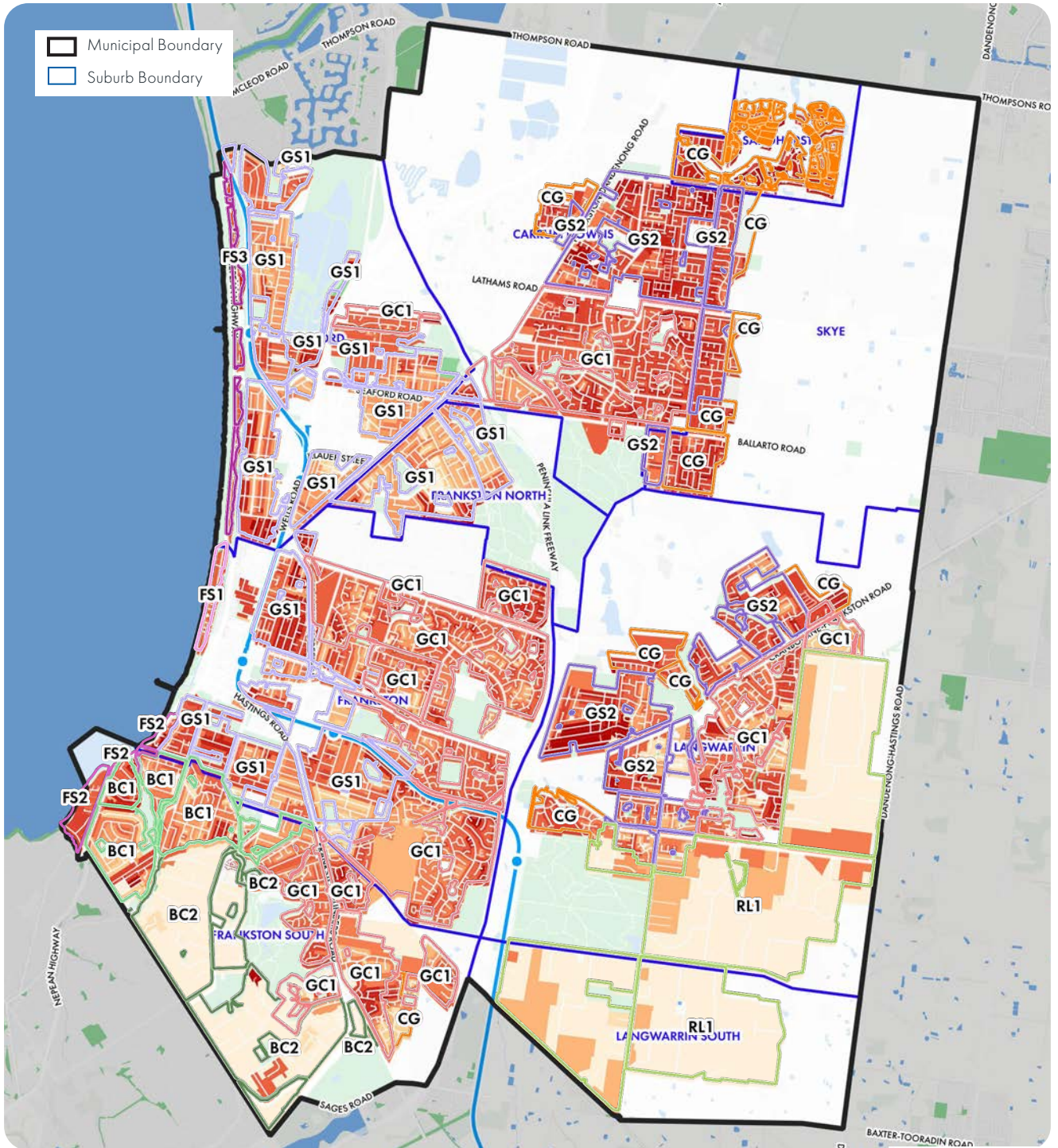


### Dwelling Construction Year



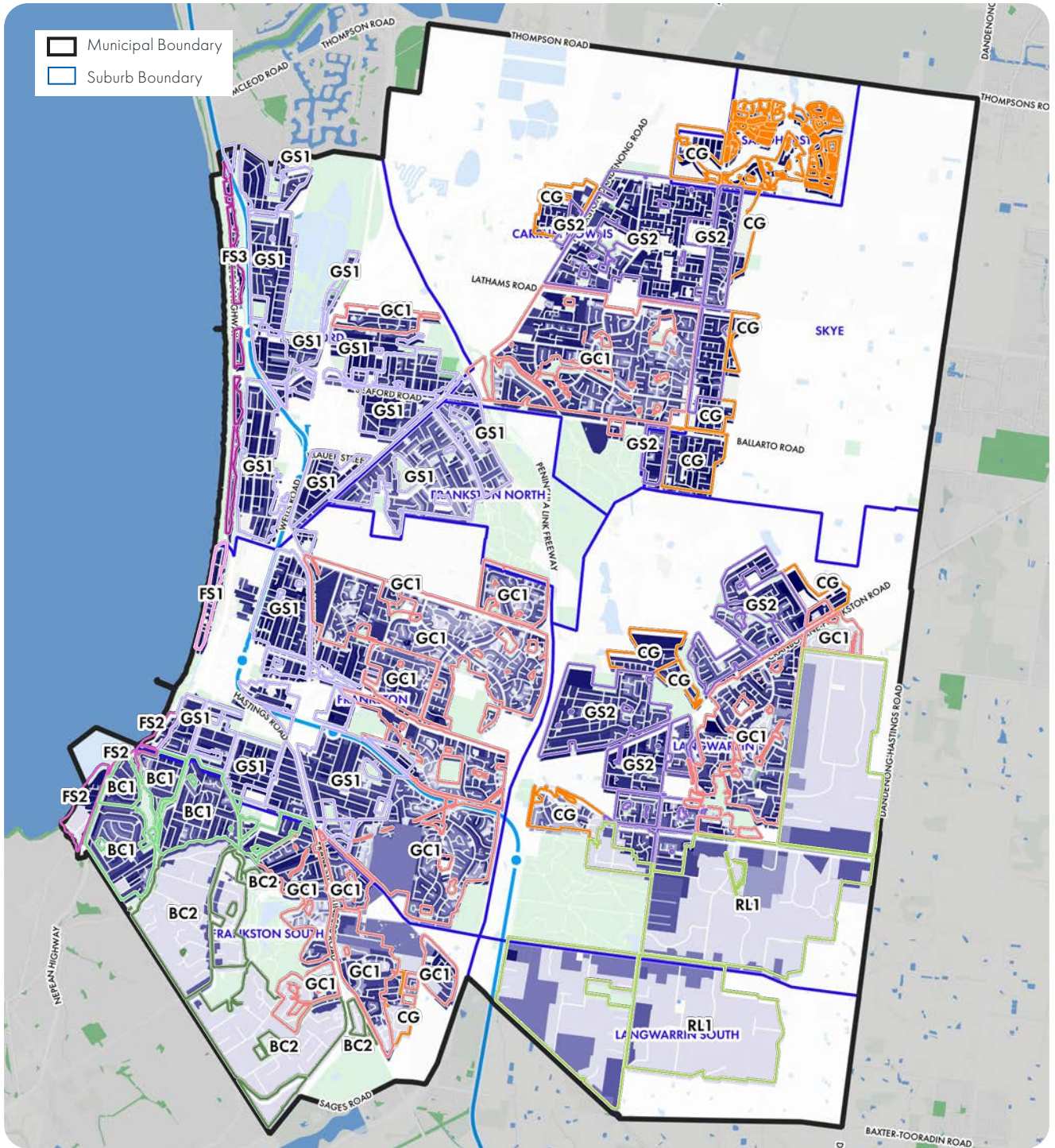


**Lot Size**

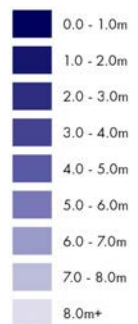


**Median Front Setback**

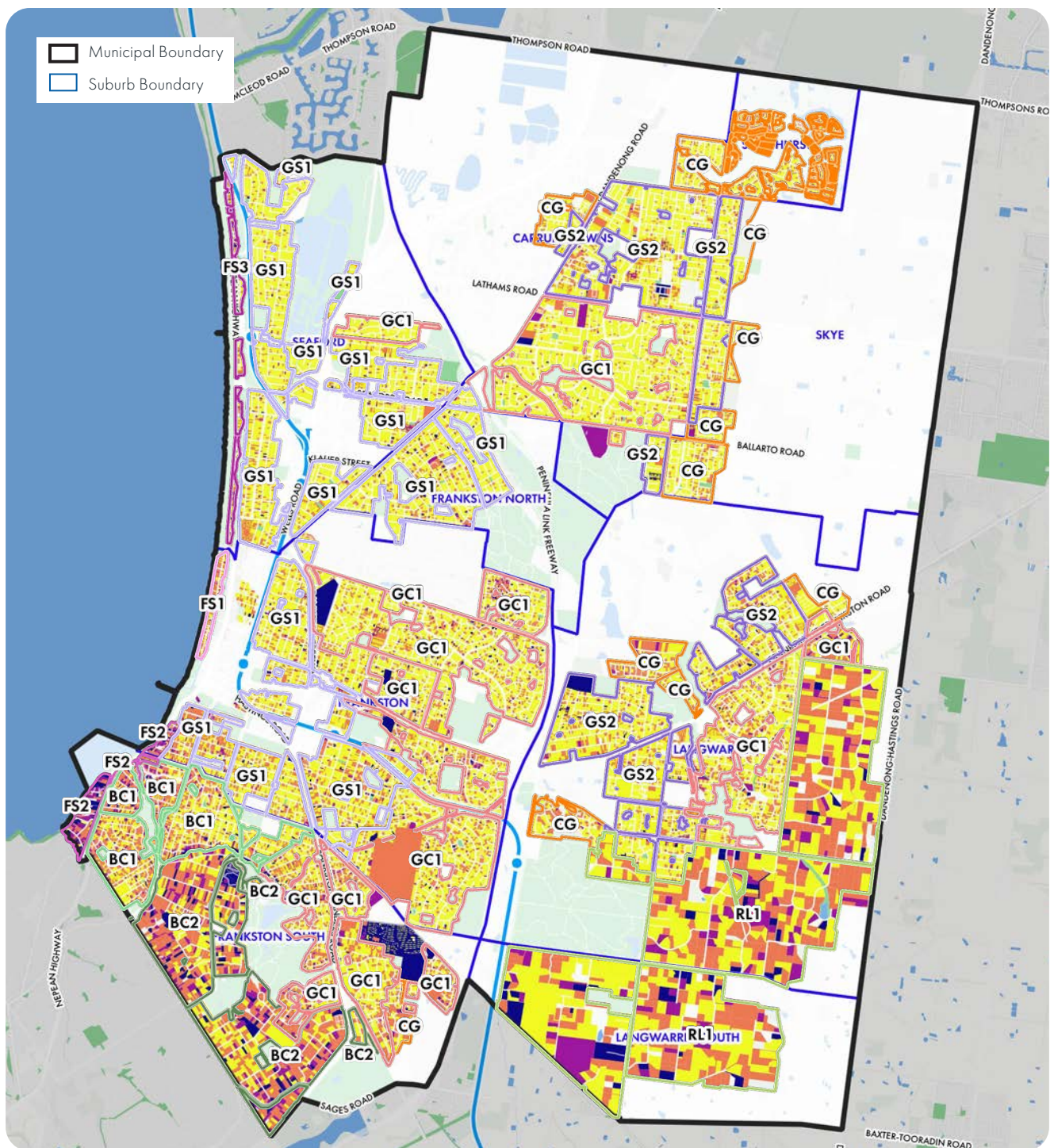




**Median Side Setback**

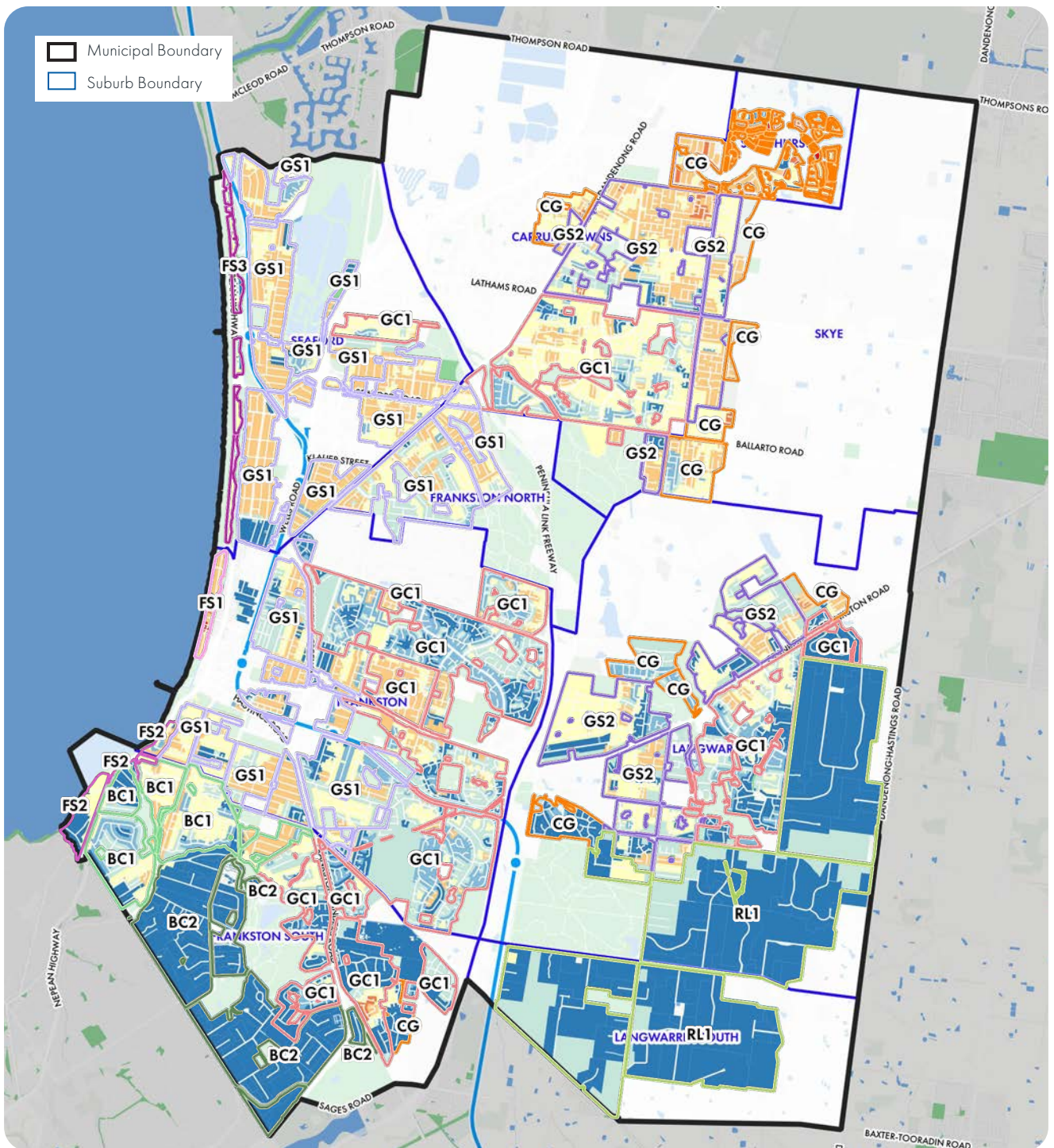




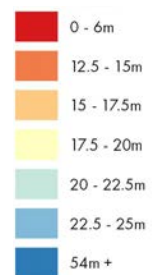


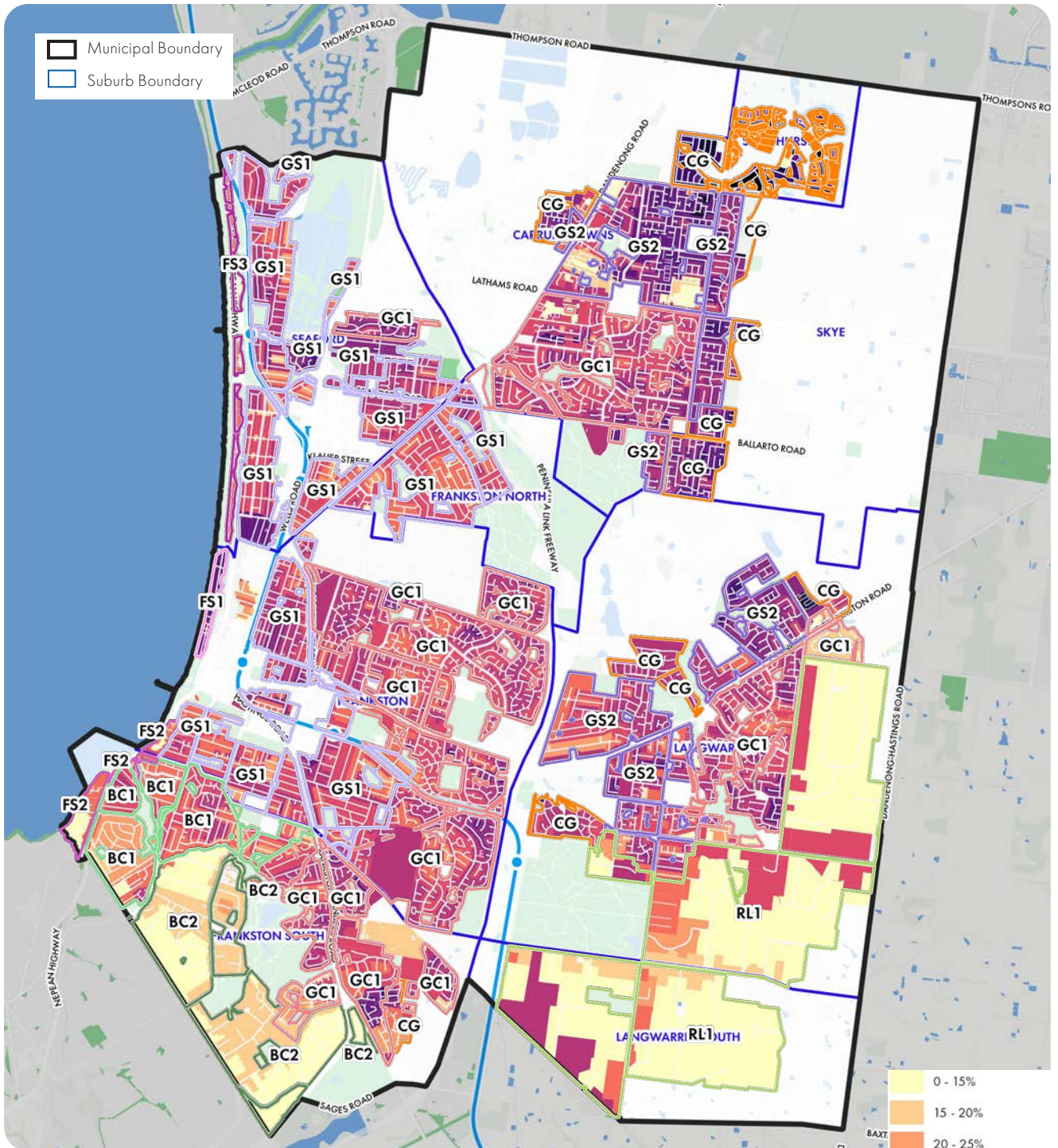
## Building Heights



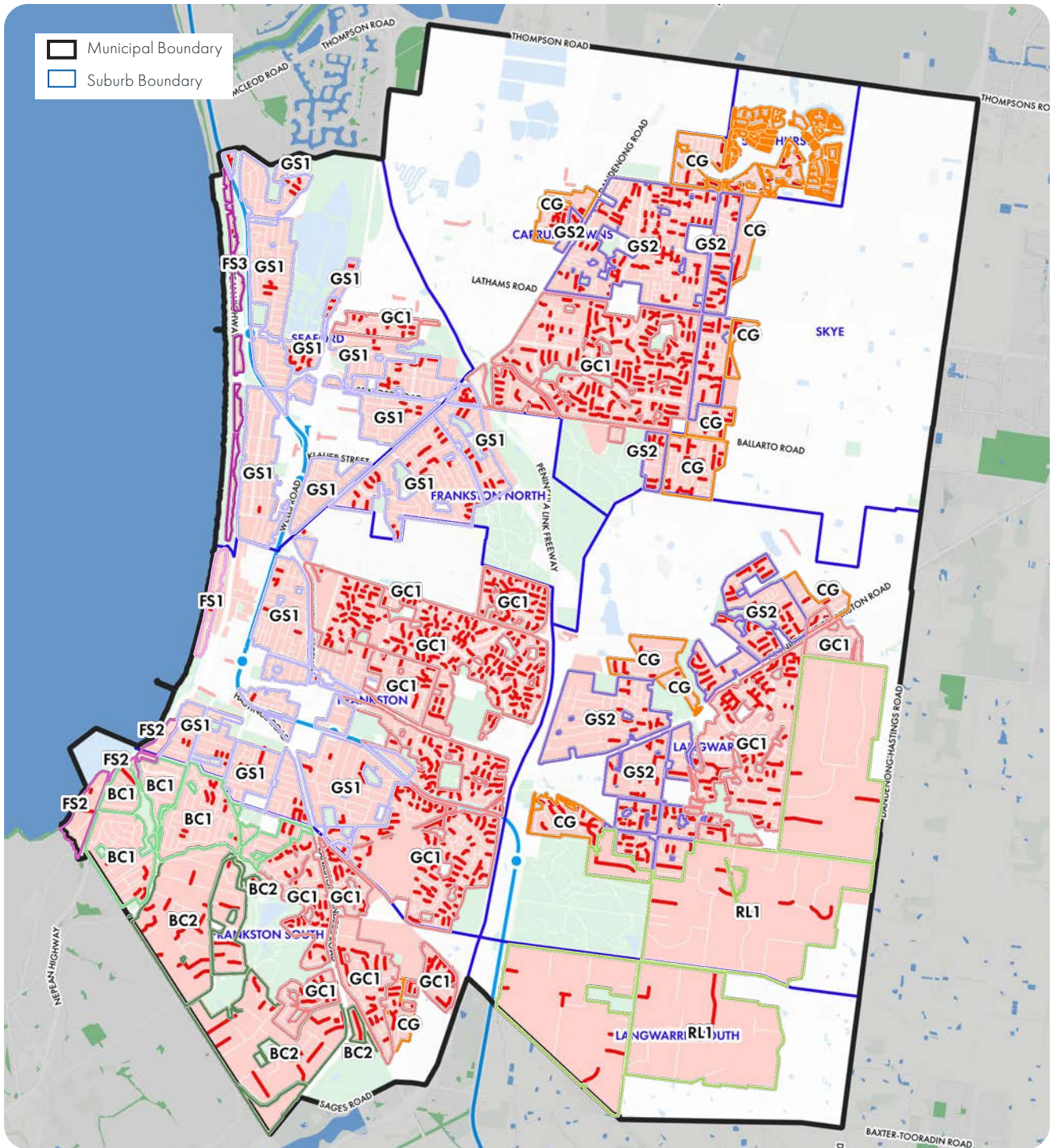


Lot Width





Median Site Coverage



## Court Locations

## Contact Tract

Wurundjeri Country  
Level 6, 6 Riverside Quay  
Southbank VIC 3006  
03 9429 6133  
[melbourne@tract.net.au](mailto:melbourne@tract.net.au)