



Bayside Neighbourhood Character Review 2021

Bayside City Council

July 2021





Table of Contents

1. Introduction.....	1
Purpose of this Report	1
A Review, Not New Policy	1
Assumptions and Limitations	2
2. Statutory and Policy Context	3
State Policy.....	3
Local Policy	5
Residential Zones	11
Overlays	12
Previous Neighbourhood Character Studies	13
Relevant Planning Practice Notes.....	14
3. Defining Neighbourhood Character	16
A Definition for Neighbourhood Character.....	16
Components of Character	17
Respecting Neighbourhood Character	18
Character and Change	18
What is not character?.....	19
4. The Neighbourhood Character of Bayside in 2020.....	20
What Has Changed Since 2004?	20
Summary of the Character of Bayside in 2020.....	22
Consultation.....	26
5. Review of the effectiveness of existing neighbourhood character provisions ...	27
Principles and Criteria for Considering Effectiveness of the Provisions	27
Strengths of the Existing Approach.....	29
The Effectiveness of Local Policy	30
The Effectiveness of the Neighbourhood Character Overlays.....	33
Precinct Boundaries and Zones	35



Precinct consolidation and changes to boundaries44

Overall Evaluation of the Effectiveness of the Provisions.....48

Issues, gaps and opportunities48

6. Emerging Options and Alternative Approaches to Character50

Principles for Modern Planning Schemes50

Example 1: Whitehorse: Implementing Policy Through Zone Reform.....51

Example 2: Moonee Valley: A Modern Planning Policy Framework53

Implementing a Planning Scheme Response to Character in Bayside54

7. Conclusion.....55

Recommendations.....55

Appendix A – Record of Visual Inspections.....1

Appendix B – Draft Preferred Character Statements.....1

Glossop Quality System			
Author	NV / MG	Checked By	JG
Date Issue	July 2021	Revision Number	2

The intellectual property contained in this document remains the property of Glossop Town Planning. This report has been prepared on behalf of and for the exclusive use of the Glossop Town Planning's client. It is subject to and issued in connection with the provisions of the agreement between Glossop Town Planning and its client. Glossop Town Planning accepts no liability or responsibility whatsoever for or in respect of any use of or reliance upon this report by any third party.

1. Introduction

Purpose of this Report

Glossop Town Planning has been engaged by Bayside City Council to review the current neighbourhood character policy framework within the Bayside Planning Scheme and prepare updated policy documents.

This report outlines the findings of Part 1 of that review – a comprehensive review of the existing policy framework. Part 2 of the review will provide the implementation of some of the immediate matters arising out of the review.

The purpose of this report is to review the current neighbourhood character provisions within the Bayside Planning Scheme. It is a reflective review, which considers whether the neighbourhood character provisions are consistent with State policy and the current direction for planning schemes in Victoria.

The key outcomes sought by Council are:

- A review of the current, emerging and preferred neighbourhood character for the municipality (to determine its effectiveness); and
- Improved planning provisions to assist with the implementation of Bayside's neighbourhood character policy.

This work has been informed by a detailed policy analysis (including consideration of relevant VCAT decisions and planning panel reports); workshops¹ with Council planning staff and inspection of the 29 different character precincts.

A Review, Not New Policy

This report provides a *review* of the existing current neighbourhood character policy framework. It is not the purpose of this report to recommend new neighbourhood character policy. To improve the effectiveness of existing planning policy in relation to neighbourhood character, this report includes short term recommendations for changes to the Bayside Planning Scheme.

Part 2 of this engagement will be completed after the adoption of this report. Part 2 is the forward-looking aspect of this review and will implement the immediate recommendations of this review to improve the effectiveness of the neighbourhood character provisions within the Bayside Planning Scheme.

¹ Councillors were invited to participate in the review via telephone liaison, although no requests were received by the consultants.

The report also includes suggestions for future work to assist Council with the broader reform process to deliver a modern planning scheme that takes full advantage of the zones, overlays and particular provisions in the Victoria Planning Provisions. These suggestions are consistent with the recommendation in the 2015 review of the Bayside Planning Scheme and the *Review of local content in the Bayside Planning Scheme to support translation to the PPF* (Glossop Town Planning, March 2019).

Assumptions and Limitations

This report is valid at the date of issue. The applicable planning policies, zoning of land, overlays and other relevant Council policies are subject to change.

The analysis is based on data provided by Council and publicly available data from the Council website including precinct brochures, Council reports, VCAT decisions and planning panel reports. Site inspections of the 29 different character precincts included a detailed survey of each precinct. This was done by way of a car-based inspection of most – but not all - residential streets and walking a selected number of streets. All Neighbourhood Character Overlay areas and all land within a residential zone in a Major Activity Centre (MAC) were inspected.

There may be factors that may impact the recommendations and suggestions we have made as part of this review that we are not aware of, and we reserve the right to amend our planning opinion and recommendations if that information is brought to our attention.

2. Statutory and Policy Context

This chapter outlines the statutory and policy context relevant to this review.

The physical character of the municipality is, in part, informed by the policy context within the planning scheme. The neighbourhood character policy in the Bayside Planning Scheme (and the application of the residential zones that support its implementation) is the core focus of this review.

The overarching test for decision-making under the planning scheme is that the Council (acting as a responsible authority) and, in turn, VCAT upon review, must make an integrated decision, which balances competing policy objectives in favour of net community benefit and sustainable development for the benefit of present and future generations.² Neighbourhood character policy is only one of a potentially significant number of policies which may be relevant in decision-making. There are numerous policies at a State and local level that influence decision-making on planning permit applications for single dwellings³ and multi-unit development. Other policies that may be relevant include policy that supports housing consolidation and environmentally sustainable design (for example).

This section of the report identifies the relevant planning policy and controls relating to neighbourhood character within the Bayside Planning Scheme. It is this statutory and policy framework that forms the basis of the review and recommendations in Section 5.

It is timely to review the neighbourhood character provisions within the Bayside Planning Scheme. The existing character studies vary in age from the late 1990s through to early 2010s. The local policy, which forms the primary implementation mechanism, has recently been translated into the revised Planning Policy Framework at Clause 15.01-5L, as part of Amendment C180bays. This amendment crucially updated the policy to align with State level policy and remove references to outdated metropolitan strategy. That review approached the translation from a local policy (at Clause 22.06) into the PPF as a predominantly 'policy neutral' exercise.

State Policy

State level policy is located within the Planning Policy Framework (PPF) of the Bayside Planning Scheme. The PPF contains broad State and regional policy relating to a range of matters, including settlement, housing economic development, environment and infrastructure.

² As outlined in Clause 71.02-3 of the Bayside Planning Scheme.

³ There is limited opportunity to trigger planning permits for single dwelling development within the City of Bayside. In general, these are in circumstances where a dwelling is to be constructed or extended on a lot of less than 500 square metres or where the Neighbourhood Character Overlay applies.

Significantly, while the thrust of this policy context remains broadly consistent with high level urban consolidation and neighbourhood character policies identified at the time Council's neighbourhood character policy was first implemented, the nuances and expectations of these policies (particularly urban consolidation policy) have changed over time.

At a broad level, **Clause 11.01-1S 'Settlement'** has a strategy to:

Guide the structure, functioning and character of each settlement taking into account municipal and regional contexts and frameworks.

Clause 11.01-1S 'Supply of urban land' says that planning for urban growth should consider:

Opportunities for the consolidation, redevelopment and intensification of existing urban areas.

Neighbourhood character and landscape considerations.

The limits of land capability and natural hazards and environmental quality.

Service limitations and the costs of providing infrastructure.

Clause 12.05-2S 'Landscapes' recognises that landscapes contribute to character, with an objective:

To protect and enhance significant landscapes and open spaces that contribute to character, identity and sustainable environments.

The most direct guidance in relation to neighbourhood character at a State level is at **Clause 15.01-5S 'Neighbourhood character'** which has an objective:

To recognise, support and protect neighbourhood character, cultural identity, and sense of place.

Strategies to support this objective are to:

Ensure development responds to cultural identity and contributes to existing or preferred neighbourhood character.

Ensure development responds to its context and reinforces a sense of place and the valued features and characteristics of the local environment and place by emphasising the:

- Pattern of local urban structure and subdivision.*
- Underlying natural landscape character and significant vegetation.*
- Heritage values and built form that reflect community identity.*

Housing policies at Clause 16 seek to promote a housing market that meets community needs.⁴ This clause contains a range of strategies that seek to provide for a diversified housing market.

Strategies at **Clause 16.01-1S 'Integrated housing'** seek to:

Increase the supply of housing in existing urban areas by facilitating increased housing yield in appropriate locations, including under-utilised urban land.

This is tempered by regional policy at **Clause 16.01-1R 'Integrated housing – Metropolitan Melbourne'**, which has strategies that seek to:

Provide certainty about the scale of growth by prescribing appropriate height and site coverage provisions for different areas.

Allow for a range of minimal, incremental and high change residential areas that balance the need to protect valued areas with the need to ensure choice and growth in housing.

Similarly, **Clause 16.01-3S 'Housing diversity'** seeks to provide for housing choice to meet diverse needs. It has a strategy to:

Encourage the development of well-designed medium-density housing that:

- *Respects the neighbourhood character.*
- *Improves housing choice.*
- *Makes better use of existing infrastructure.*
- *Improves energy efficiency of housing.*

Local Policy

Within the Municipal Planning Strategy (MPS) and the Planning Policy Framework (PPF), local policy within the Bayside Planning Scheme builds on State and regional policy in the consideration of housing choice and neighbourhood character.

The Municipal Planning Strategy at **Clause 02.03 'Strategic Directions'** identifies that Bayside's residential areas are valued by the community and that there is a need to retain and enhance valued features as the preferred character in most areas.

The Residential Strategic Framework Map at **Clause 02.04 'Strategic Framework Plan'** (see Figure 1, below) identifies a scaled approach to residential growth, with 'key focus' residential growth and moderate residential growth areas and identified in and around Major Activity Centres and minimal residential growth areas predominating through the balance of the municipality. There are some areas identified for future moderate residential growth

⁴ Clause 16.01-1S.

along the eastern edge of the municipality, generally around key railway stations on the Frankston line.

At an overarching level, local policy within the scheme identifies that activity centres will play an increasingly important role in providing for future housing needs. It considers that opportunities for housing will diminish elsewhere within the municipality, due to neighbourhood character, heritage and environmental considerations.

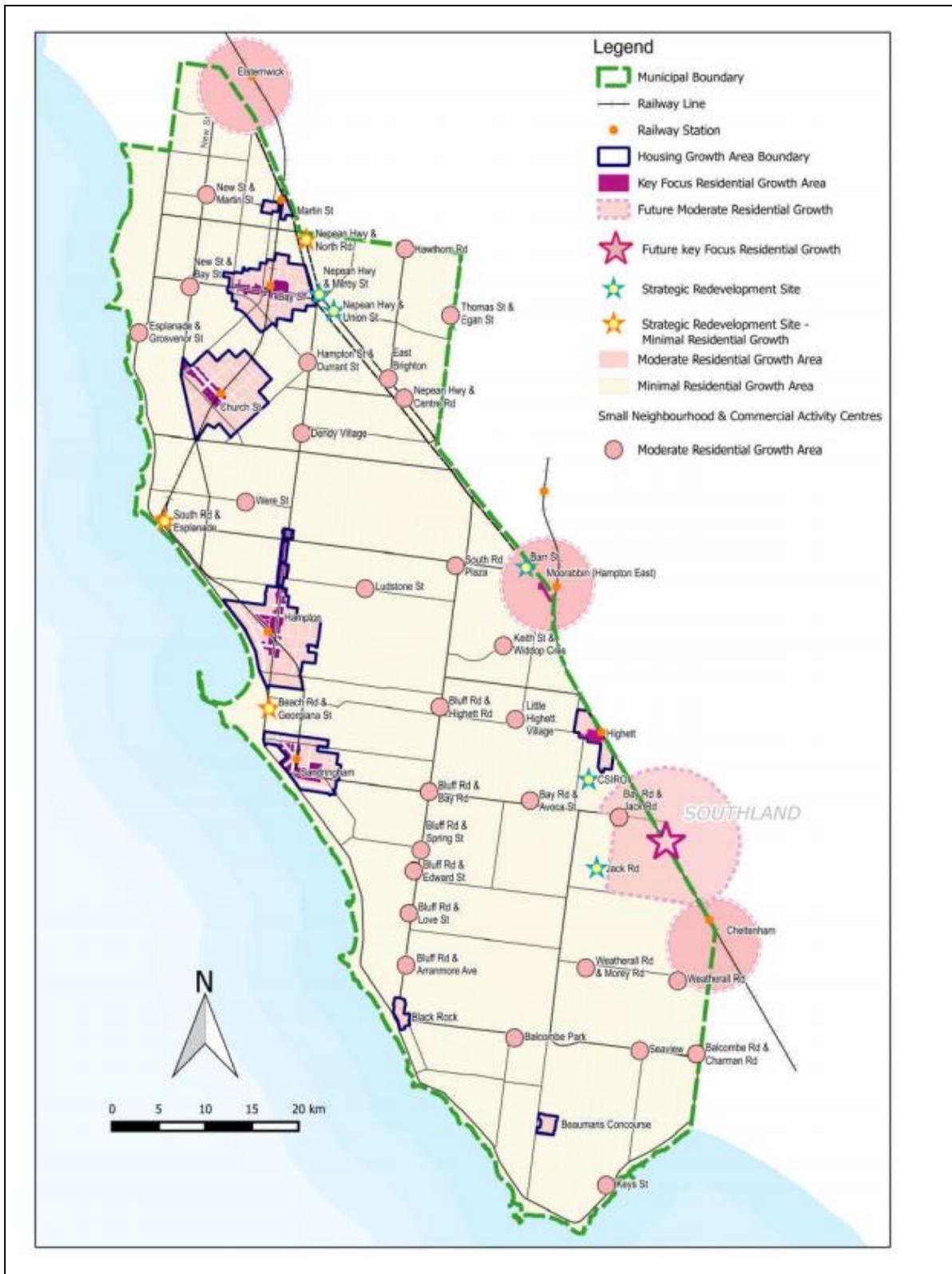


Figure 1 Residential Strategic Framework Plan – Clause 02.04

For the majority of Bayside's residential areas, guidance on neighbourhood character is located in **Clause 15.01-5L 'Bayside preferred neighbourhood character'**. The policy applies to development and works in the Neighbourhood Residential Zone, General Residential and Mixed Use Zones, as shown on the map in the clause. The extent of policy application means that the policy does not apply to land within the Commercial 1 Zone, Activity Centre Zone, or Residential Growth Zone. In these zones, there are limited (or no) purposes which relate to neighbourhood character.

The Neighbourhood Character Policy provides design guidance to ensure that development responds to the preferred future character of residential areas. It implements the findings of:

- The *Bayside Neighbourhood Character Review 2004*, that identifies the key valued characteristics and preferred future character of the City's residential areas;
- The *Bayside Neighbourhood Character Review - Stage 2*, July 2008 (Revised August 2011), that identifies areas of significant neighbourhood character where particular design issues should be taken into consideration; and
- The findings of the *City of Bayside Highett Neighbourhood Review*, March 2011 that identifies key valued characteristics and preferred future character for two areas in Highett formerly zoned industrial and now zoned residential.

The *Bayside Neighbourhood Character Review 2004* defines residential precincts based on the delineation of areas of similar character elements – which are shown on the map within this clause.

The Neighbourhood Character Policy has a series of objectives, which include broad City and precinct-wide objectives, such as:

- *To retain and enhance the identified elements that contribute to the character of the area.*
- *To ensure that development is responsive both to the site and the preferred future character of the area.*
- *To implement the recommendations of the Bayside Neighbourhood Character Review 2004 and the Bayside Neighbourhood Character Review Stage 2, July 2008 (Revised August 2011).*
- *To encourage development that accommodates the need for change around activity centres while respecting the desired future character of the area.*

This is followed by more precinct and site specific objectives, which give guidance for design responses.

The Policy divides the municipality into the residential precincts identified in the 2004 review and sets out the preferred character strategies and policy guidelines for each precinct.

The policy requires a decision-maker to take these matters into account when considering a development. The decision-maker is also required to consider:

- *Whether the characteristics in the immediate vicinity of the site exemplify a preferred future character that is different from the Precinct in which the site is located.*
- *Whether the site is located within a residential opportunity area as shown on the Strategic Framework Plan at Clause 02.04 and the extent to which this may alter the relevance of the design responses to consideration of the proposal.*

While this policy has been subject to minor changes over the life of the Bayside Planning Scheme, its strategic intent has broadly remained the same since its inception.

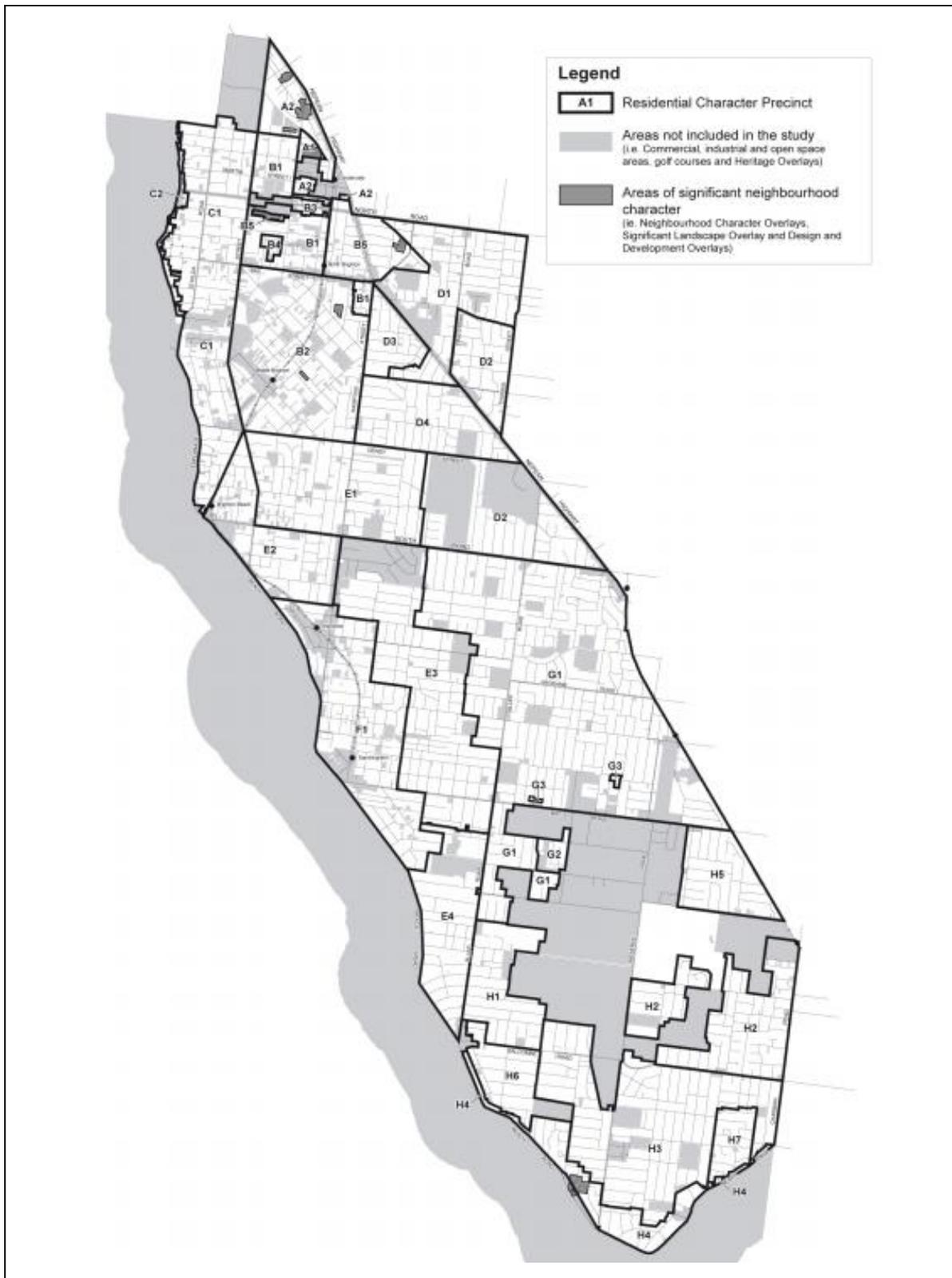


Figure 2 Map to Clause 15.01-5L, outlining Neighbourhood Character Precinct Boundaries

Residential Zones

Since the 2004 Neighbourhood Character Review, there have been significant and ongoing reforms to residential zones within the VPPs and, in turn, their application within the Bayside Planning Scheme.

At the time of the last review, the Residential 1, 2 and 3 zones were the relevant VPP residential zones and multiple schedules were not permitted. The schedule to the Residential 1 Zone could vary six Clause 55 standards relating to Street setback, Building height, Site coverage, Side and rear setbacks, Private open space and Front fence height. As the 2004 review identified, a key limitation of the usefulness of the Residential 1 Zone schedule was that only one schedule to the zone could be applied across an *entire* municipality.

Amendment V8 to the Victoria Planning Provisions in July 2013 allowed councils to introduce the new suite of residential zones, which comprised a scaled approach to residential zone selection, as follows (from highest level of change to the lowest):

- Residential Growth Zone;
- General Residential Zone; and
- Neighbourhood Residential Zone.

The modern suite of residential zones introduced by Amendment V8 allowed for multiple schedules to each of the new zones to be introduced into planning schemes. It also facilitated greater variation to Clause 55 standards and the ability to introduce varied height limits.

Subsequent changes to the zones by other amendments have included greater variation and flexibility in the residential zone schedules, including:

- The introduction of a mandatory garden area requirement of between 25-35% for development in the Neighbourhood Residential and General Residential Zones (and the ability to turn off garden area in the schedule to the General Residential Zone);
- The setting of mandatory height limits in the Neighbourhood Residential and General Residential Zones;
- The requirement to include neighbourhood character objectives in a schedule to the Neighbourhood Residential (objectives can be included in a General Residential Zone schedule); and
- An ability to include decision guidelines within the varied residential zone schedules.

Residential Zones in Bayside

The Bayside Planning Scheme applies the following residential zones:

- Mixed Use Zone;

- Residential Growth Zone (2 schedules);
- General Residential Zone (9 schedules); and
- Neighbourhood Residential Zone (2 schedules).

Many of the residential zone schedules in Bayside apply mandatory height limits and vary Clause 54 and Clause 55 standards relating to front setbacks, site coverage and side and rear setbacks.

The importance of applying these varied standards in the residential zone schedules is that they are then required to be met for an application for a permit under the Building Act 1993.

Overlays

There are several overlays within the Bayside Planning Scheme that also provide a statutory context for neighbourhood character.

The most prominent overlay is the Neighbourhood Character Overlay (NCO), which seeks to identify areas of existing or preferred neighbourhood character and ensure development respects that character. The overlay requires a permit for demolition, the construction of a building and construction or carrying out of works, and vegetation removal.

There are nine NCOs applied to discrete areas in Bayside:

- NCO1 – Trafford Avenue, Brighton;
- NCO2 – Cochrane Street, Edmanson Avenue and Ebdon Street, Brighton;
- NCO3 – Montrose Avenue, Brighton;
- NCO4 – Missouri Avenue, Brighton;
- NCO5 – Downes Avenue, Brighton;
- NCO6 – Meyer Court, Brighton;
- NCO7 – Pearson Street, Brighton;
- NCO8 – Loller Street, Brighton; and
- NCO10 – Highett Neighbourhood Character Precincts⁵.

Most of the municipality is affected by schedules to the Design and Development Overlay (DDO). There are broad building height controls (DDO1 and DDO2) across parts of inland and coastal areas which seek to limit the height of buildings to two storeys and require permits for development greater than two storeys. The design objectives for these controls

⁵ Note: There is no NCO9 within the Bayside Planning Scheme

identify that there is a need to protect the low rise character of the areas where the control is applied.

Other DDOs are applied to the commercial and residential areas of Major and Neighbourhood Activity Centres and provide extensive built form guidance to achieve the vision for each centre.

A discrete part of the municipality is also subject to a Significant Landscape Overlay (Coral Avenue and Point Avenue, Beaumaris). The overlay recognises the distinct landscape characteristics of the area make it unique within the municipality.

All of these policies and controls have formed the basis for our review.

Previous Neighbourhood Character Studies

Understanding the previous neighbourhood character work in Bayside is important as it builds on the comprehensive body of existing research and knowledge of the City's neighbourhood character and allows for planning policies and tools to be refined to provide a contemporary response.

This section reviews the two documents most recent character studies that provide an understanding of the previous approaches to managing neighbourhood character and sense of place. These are:

- The *Bayside Neighbourhood Character Review* 2004; and
- The *Bayside Neighbourhood Character Review - Stage 2*, July 2008 (Revised August 2011).

In addition to these studies (which form the most relevant studies for our review) there are two further studies which were completed earlier and form foundational work for the establishment of neighbourhood character provisions in the Bayside Planning Scheme. These are:

- The *Bayside Urban Character Report* 1999; and
- The *Bayside Urban Character and Streetscape Study* 1997.

The Bayside Neighbourhood Character Review 2004

The *Bayside Neighbourhood Character Review* identifies the key valued characteristics and preferred future character of the City's residential areas. One of the main outcomes of this review was the advent of the Clause 22.06 Neighbourhood Character Policy (which is now translated to Clause 15.01-5L).

The *Bayside Neighbourhood Character Review* and the implementation of Clause 22.06 built on work completed in the 1990s and early 2000s (in particular the 1997 *Urban Character and Streetscape Study* and the 1999 *Urban Character Report*). The basis of the current

precinct descriptions and preferred future character statements for each precinct was the Character Area statements in the 1999 *Urban Character Report* – updated with the 2004 survey and review work and reflective of approaches to planning for neighbourhood character at the time.

The *Bayside Neighbourhood Character Review 2004* attempted to strike a reasonable balance between the number of character precincts and providing a sense of cohesiveness:

... It is important to note that preferred character is the main criterion for character precinct delineation. Character studies that attempt to delineate every variation in current characteristics tend to produce very large numbers of areas. While this approach might have some benefits in achieving a finer grain of information, it also results in some disadvantages, which include volumes of information and a loss of a sense of cohesiveness in the approach to future preferred character.

(page 31)

To understand changes that have occurred since the 2004 Neighbourhood Character Review, we relied on the description of the precinct, and the supporting site visit notes used in that review. For reasons of consistency, our methodology documented the same character elements in our site visits – supplemented with the guidance contained in *Planning Practice Note 43 Understanding Neighbourhood Character* (January 2018).

The Bayside Neighbourhood Character Review - Stage 2, July 2008 (Revised August 2011)

The aim of this review was to investigate the need for additional planning policy or controls for areas that have been identified as having a significant neighbourhood character. The review provided the basis for the application of several NCOs.

Relevant Planning Practice Notes

Planning Practice Note 43 Understanding Neighbourhood Character (January 2018)

Planning Practice Note 43: Understanding Neighbourhood Character provides relevant practice guidance for understanding the application of neighbourhood character policy within Victorian planning schemes.

It is essential to understanding character and has been considered extensively in Section 3 of this report.

Planning for Housing and Applying the Residential Zones

In December 2019, the State Government released new practice guidance in the form of the following Practice Notes:

- Planning Practice Note 90: Planning for Housing; and

- Planning Practice Note 91: Using the Residential Zones.

Collectively, these two practice notes provide guidance about how to plan for housing growth and protect neighbourhood character and implement strategic work in a manner that takes full advantage of the residential suite of zones available in the VPPs.

PPN90 provides information and guidance about how to plan for housing growth and protect neighbourhood character. It effectively provides an expression of how the development and implementation of housing and character strategies should respond to relevant State and regional policies at Clauses 11, 15 and 16 to meet directions for settlement, housing and character.

PPN90 acknowledges that a 'balanced approach' is required to managing residential development and particularly that:

When planning to accommodate projected population and housing change, planning authorities are required to effectively plan for this change by considering relevant environmental, social and economic factors, and where conflict arises, balance competing objectives in favour of net community benefit and sustainable development.

This reflects the requirement for integrated decision-making at Clause 72.01 of the Bayside Planning Scheme.

In achieving this, the practice guidance recognises that each municipality will need to plan for growth in a way that is relevant to its context, as different areas will have different character to be protected and will experience the effects of growth in different ways.

PPN90 envisages that the tension between growth, change and the protection of character can be managed through the identification of housing change areas.

In this regard, there is a high degree of interrelationship between the development of a housing strategy and an assessment of neighbourhood character.

Character, as assessed by this review, is one of many relevant inputs into a housing strategy and in addressing PPN90 and the implementation tools that are identified in PPN91.

These Practice Notes provide timely and relevant guidance for this review and Council's broader strategic work program in relation to housing and are extensively considered, as relevant, in Chapters 5 and 6 of this report.

3. Defining Neighbourhood Character

This chapter outlines the definition, characteristics and components of neighbourhood character, as relevant within a planning context. The definition and components of character identified within this section of the report have informed our consideration of character within Bayside when we have undertaken site inspections throughout the municipality.

A Definition for Neighbourhood Character

Despite many references to the term throughout the Bayside Planning Scheme, neighbourhood character is not a term that is defined in the *Planning and Environment Act 1987* or in the planning scheme.

Planning Practice Note No. 43 'Understanding Neighbourhood Character' provides the following definition:

Neighbourhood character is essentially the combination of the public and private realms. Every property, public place or piece of infrastructure makes a contribution, whether great or small. It is the cumulative impact of all these contributions that establishes neighbourhood character.

The key to understanding character is being able to describe how the features of an area come together to give that area its own particular character. Breaking up character into discrete features and characteristics misses out on the relationships between these features and characteristics. Understanding how these relationships physically appear on the ground is usually the most important aspect in establishing the character of the area.⁶

A more concise definition of neighbourhood character is found in the findings of the ResCode Advisory Committee, which described character as:

The qualitative interplay of built form, vegetation and topographic characteristics, in both the private and public domains, that make one place different (or distinct) from another.⁷

⁶ *Planning Practice Note No. 43 Understanding Neighbourhood Character*, p. 1.

⁷ *ResCode Advisory Committee Report, 2000*, p. 56.

Components of Character

When considering these definitions of character, there are several components that collectively form the character of an area. These can broadly be summarised as follows:

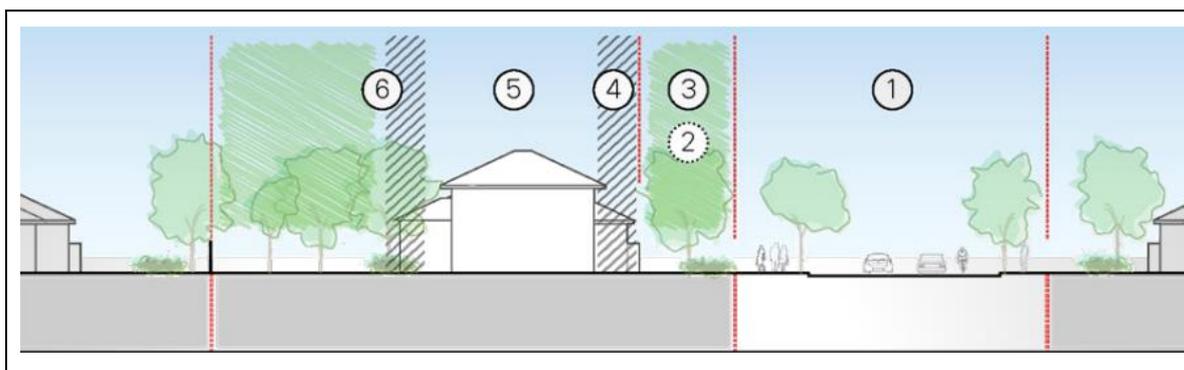


Figure 3 Components of Character

<p>1. Public realm</p> <p><i>The presence of street trees.</i></p> <p><i>The width and formality of road reserves.</i></p> <p><i>The presence of crossovers.</i></p> <p><i>Verges and formalisation of footpaths and kerbs.</i></p>	<p>2. Rhythm of the street</p> <p><i>Lot size, width, layout and street alignment.</i></p> <p><i>Building siting and positioning.</i></p> <p><i>Roof pitch and height.</i></p> <p><i>Side setbacks.</i></p>
<p>3. Front setbacks</p> <p><i>Setback size and depth.</i></p> <p><i>Provision of landscaping.</i></p> <p><i>The presence of driveways.</i></p>	<p>4. Building address</p> <p><i>Dwelling entries.</i></p> <p><i>Verandahs and porches.</i></p> <p><i>Garages and car parking structures.</i></p>
<p>5. Building scale, spacing and massing</p> <p><i>Height.</i></p> <p><i>Roof pitch and form.</i></p> <p><i>Upper level setbacks.</i></p> <p><i>Building articulation.</i></p> <p><i>The use of materials.</i></p> <p><i>Window and door fenestration.</i></p>	<p>6. Rear interface or 'backyardscape'</p> <p><i>Size and form of backyards.</i></p> <p><i>Landscaping and tree planting.</i></p> <p><i>The presence of built form in rear yards.</i></p> <p><i>Fencing.</i></p>

It is important to reflect that all areas have character and that character is not a measure of attractiveness. The above elements inform a consideration about what makes an area characteristic or unique from other areas.

Respecting Neighbourhood Character

It is State policy at Clause 15.01-5S 'Neighbourhood character' that development contributes to existing or preferred neighbourhood character.

Standards A1 and B1 at Clauses 54 and 55 respectively require:

The proposed design must respect the existing or preferred neighbourhood character and respond to the features of the site.

Planning Practice Note No. 43 identifies that, in simple terms, respect for the character of an area means that development should try to 'fit in' or complement other development within its context. Some divisions of VCAT have extended this to consider the extent to which a development would be a 'comfortable fit'⁸ or 'comfortable companion'⁹ within the streetscape and with its neighbours.

There are two broad approaches to which development might respect character, they are:

- Respecting the scale and form of surrounding development; or
- Respecting the architectural style of surrounding development.

Depending on the context of a neighbourhood, either or both approaches may be appropriate.

Character and Change

Neighbourhood character is a theoretical framework within which decisions about change in an urban environment are made.

In making those decisions, it is important to have regard to an area's strategic context when considering neighbourhood character. In some areas, the planning scheme envisages little change. In other areas, such as within and around activity centres, considerable change is expected, having regard to the zoning and policies that are applicable.

Planning Practice Note No. 43 notes that:

Neighbourhood character is one of many objectives that must be met. Some areas will see significant changes as a result of new social and economic conditions, changing housing preferences and

⁸ *Gevah Constructions v Knox CC [2012] VCAT 1128*

⁹ *Charteram Investments Pty Ltd v Stonnington CC [2009] VCAT 365*

Respecting character does not mean preventing change, nor is character policy intended to result in the duplication of existing housing stock or stop change.

What is not character?

While neighbourhood character is broad and considers a number of social and built form factors, there are limitations to what can be considered. Architectural styles are not, of themselves, characteristic of an area. This is a clear consideration, having regard to a 'respect' for character not resulting in mimicry or copying.

Character is also not about residential amenity. While the character of an area may result in an aesthetic environment that has a good level of amenity, character policy does not seek to protect the amenity of an area.

Equally, character must be differentiated and understood separately from heritage. Heritage significance is determined by a recognised set of criteria set by Commonwealth and State agencies, having regard to the Burra Charter.

These considerations have informed our assessment about the character of Bayside's residential areas and review of its policy context.

4. The Neighbourhood Character of Bayside in 2020

This section provides a high-level summary of the character of Bayside that we have observed as part of this review and informs the analysis at Chapter 5.

What Has Changed Since 2004?

The last comprehensive street-by-street analysis of the residential character of Bayside was undertaken in 2004. We have used those field notes and compared them with our own observations in 2020.

Since that study was undertaken, we have noted that the following changes to Bayside's residential character include:

- An overall, yet limited, increase in infill development – as a result of residential development activity in the last 16 years;
- An increase in the number and presence of two-storey dwellings;
- Second storey extensions to original dwellings (particularly in the north of the municipality), that are generally setback and/or recessed;
- The construction of apartments in Major Activity Centres, and predominantly within the Commercial 1 Zone (or commercial core) of these centres;
- Changes to street tree planting – including the removal of large natives and replacement planting with different species; and
- Development of contemporary style dwellings - often rendered and sometimes with flat roofs.

Across Bayside, the overwhelming majority of recent dwellings were two storey. Many of the examples of recent development were large, contemporary styled single dwellings. Most single dwellings would not have required a planning permit and the Clause 15.01-5L neighbourhood character policy (or its predecessor at Clause 22.06) would not have applied. However, some of this development would have been required to meet variations to ResCode standards outlined in the schedules to the residential zones.¹⁰

In many precincts, the impact of large contemporary single dwellings – which often sat behind high fences appeared to have a far greater impact on the neighbourhood character

¹⁰ *The Building Regulations require a dwelling to meet requirements outlined in zone schedules. The variations to ResCode standards were varied in 2014 and some development may not have had to comply with these requirements on the basis that they pre-dated gazettal of the new schedules.*

than the comparatively smaller number of dual occupancies that would have been assessed against the neighbourhood character policy.



Figure 4 Examples of Contemporary single dwellings¹¹

Within some character areas, particularly where the dominant building era was pre-World War II (such as the A and B character areas), we observed modern second storey additions to existing dwellings. Many were recessed and setback (consistent with preferred character statements) and had a minimal impact on the streetscape. We also observed some second storey additions that were clearly visible from the street. (see below)



Figure 5 Examples of second storey additions¹²

Most of recent dual occupancies we observed were side by side in nature (rather than one behind the other). This often resulted in prominent driveways and car accommodation and

¹¹ Addresses not provided for privacy reasons.

¹² Addresses not provided for privacy reasons.

limited opportunities for landscaping. There were some examples of one dwelling behind the other in the G and H character areas, but limited examples elsewhere.



Figure 6 Examples of side by side dual occupancies.

Within the MACs, much of the observed change (particularly the recent development of apartments) has occurred in the Commercial 1 Zone, where the Clause 15.01-5L neighbourhood character policy does not apply. In some centres, there was no clear distinction (on the ground) between the Commercial 1 Zone and the adjoining residential zone, despite the intensification of development within the Commercial 1 Zone. This was evident around the commercial edge of the Church Street, Brighton MAC but less so in other centres.

There has been limited development within the NCO areas. We did not observe any recent development within these areas.

Summary of the Character of Bayside in 2020

The visual inspections completed in January 2020 are critical to understanding of how built form outcomes are contributing to or changing the character of Bayside's residential areas. The inspections informed both our review of the existing neighbourhood character provisions, and the drafting of proposed changes to the planning scheme.

The visual inspections included observation of the impacts of recent development (since the last comprehensive review in 2004) on the contribution to character. The following summary of observations of the eight character areas (A through to H) moves from the northern suburbs of Bayside to the south. Refer to Figure 2 above for a map of the character precincts.

Refer to **Appendix A** for a full record of the visual inspections.

A Precincts

Within the A precincts, most new development (while two storeys) appeared to respect the form, siting and materials of the older dwellings and materials were often light in appearance

and colour. Within this character area we observed a change in street trees, with the replacement of large native street trees with exotic species. There was some evidence of contemporary development in the 'future moderate residential growth area' (land in the GRZ1), but no evidence of recent development in the GRZ in the Martin Street Neighbourhood Activity Centre.

B Precincts

Across the B precincts, we observed more recent and contemporary development in comparison to the A character area. The second storey built forms were often prominent in newer dwellings. Within the B character precincts there was a diversity of architectural styles, however infill development is reducing the overall presence of pre-World War II era dwellings. In-fill development was more common within and closer to Bay Street and Church Streets. Outside of the Activity Centres infill development was more apparent west of Nepean Highway.

There were several apartments (completed and under construction) in the Church Street MAC, particularly along Well Street¹³ that appeared to be changing the neighbourhood character consistent with the statutory and policy settings of the Bayside Planning Scheme. In the Bay Street MAC, most of the recent development has occurred on the northern side of Bay Street. Recent development in the Bay Street MAC appeared to be concentrated along the southern side of Warleigh Grove where there were several contemporary apartments up to five storeys. Dwellings on the north side of Warleigh Grove (opposite the apartments) were typically single storey inter war dwellings. Across the B character area, we observed examples contemporary large single dwellings and mansion homes, many of which dominated the streetscape.

C Precincts

In precinct C1 we observed examples of recent contemporary development that did not appear to be consistent with the preferred character statement - many of these were large single dwellings. The impact of recent development in precinct C2 was more limited as the precinct contains an eclectic mix of housing styles; and most original dwellings have been replaced with larger contemporary dwellings that take advantage of the views of the Bay. Recent development in these precincts did not appear to be contributing to the preferred character outcomes with regards to vegetation.

D Precincts

In the D character areas, there was a clear shift in materials away from weatherboard (in character areas A and B) to brick in character area D. Even within the D character areas

¹³ We note that some of these apartments are located in the C1Z.

there were noticeable changes; for example, from red brick as the predominate building material (in precinct D1) to cream brick (in precinct D2). Within the D character areas precinct D4 was the most varied in terms of the era of development and architectural styles. Within this character area we observed a change in street trees (along some streets), with 'avenues of large natives' being replaced by Council with medium sized exotic trees.

The recent development we observed was two storeys in height, and upper levels were not always recessed in line with some of the preferred character statements. Within precinct D3 recent development often dominated the streetscape – which was often small-scale single storey 'cottages'. There appeared to be a concentration of recent development, adjacent to and near the Brighton Public golf course. We did not observe any increase in recent development in the Activity Centre Zone (ACZ).

E Precincts

Precincts E1 and E2 shared many characteristics. Within these precincts there were examples of very large single dwellings and mansion houses - concentrated along South Road. The space around dwellings in precinct E1 appeared to be more generous than precinct B2 to the north. The presence of larger canopy trees was a defining characteristic of precinct E2 and we observed less contemporary development compared to adjoining precincts – except for north of Were Street. However, contemporary development in precinct E2 did not appear to be contributing to the preferred character outcomes with regards to the incorporation of some coastal species – most plantings appeared to be exotic.

We observed very few dual occupancies in precinct E3, which was mainly comprised of timber Californian Bungalows with occasional interwar dwellings and recent infill. Contemporary dwellings that were constructed from dark / heavy materials were out of character and tended to dominate the streetscape. Within the E character areas precinct E4 was the most varied in terms of the era of development and architectural styles. Dwellings on Beach Road were double storey and incorporated extensive glazing. However, the built form along Beach Road was less dominant than precincts to the north. Gardens in this precinct were more modest than in precincts E1 to E3.

F Precincts

Based on the existing description, there appears to be less pre-World War II dwellings in the F1 precinct than 15 years ago. Within this precinct recent development was comprised of a mixture of second storey additions to original dwellings and two storey contemporary infill. Development along Beach Road was predominately double storey. Second storey additions were often setback and/or recessed and typically did not dominate the streetscape - often due to vegetation in front setbacks. Recent two storey development tended to have smaller and less mature gardens front gardens. Within the MACs we observed some examples of recent medium density development, mainly in the form of dual occupancies (apartments

were present in the C1Z). Within this precinct the width of the road reserves was varied. Some of the east-west roads were wider than the north-south roads.

G Precincts

Dwellings in the three G character areas were almost exclusively post World War II. Dwellings in precinct G2 were predominately from 1980s to 1990s and G3 was comprised of recent contemporary timber clad dwellings. Given the mixture of architectural eras and styles in precinct G1 recent development appeared to have a more limited impact than in other character areas. Compared with observations made in 2004, there appears to be an increasing proportion of two-storey dwellings in precinct G1. Gardens were typically low level and within the character areas there were occasional large trees – particularly west of Bluff Road in the northern part of the character area.

Within the G1 precinct we observed more dual occupancies compared to other character areas to the north. We observed some high-density development within the Highett MAC (north of Highett Road) and some townhouse development within the Moorabbin MAC.

H Precincts

Dwellings in the H character areas were almost exclusively post World War II. The era of dwellings in the G and H character areas was quite distinct in comparison to the early dwellings further north in the municipality. Infill tended to be dominant in some localised areas. Front fencing was predominantly low brick for original dwellings but varied for infill development.

Other observations

Overall, we observed more dual occupancies in the G character areas compared to other character areas to the north. Some of the recent side by side dual occupancies resulted in boundary to boundary development with double car garages on both boundaries and minimal landscaping. The impact of recent development was varied given the mix of age and styles of original dwellings. Most new development was in the form of relatively large two storey single dwellings. We observed examples contemporary dwellings with flat roofs that did not appear to be consistent with the character of original dwellings on the same street. New dwellings were often rendered in a light colour and incorporated large areas of glazing, especially along Beach Road.

Gardens in the H character areas were typically well developed with a mixture of shrubs, large trees and lawn areas, often with a high percentage of native species than other character areas. There were examples of large native street trees across the character area.

Consultation

As part of this review, we engaged with strategic and statutory planning officers and arborists at Council via two face to face workshops. Comments from officers have been insightful and informed our analysis in great detail.

Some of the comments highlighted by officers included:

- There does not appear to be a ‘whole of council’ approach to the implementation of Council’s neighbourhood character provisions. This was particularly highlighted by Council’s street tree planting program, where replacement species did not reflect species highlighted in preferred character statement. It was acknowledged that the replacement species were more suitable species for climate and longevity;
- There were concerns about the inability of the planning system to control single dwellings. It was acknowledged that there was a lack of data concerning single dwelling approvals and whether neighbourhood character was taken into account in decision-making for report and consents;
- Officers highlighted that there were very few applications within NCO areas;
- Officers also highlighted that the Clause 15.01-5L Neighbourhood Character Policy does not really influence decision-making for applications within the residential areas of MACs and NACs that are subject to built form guidance in a DDO;
- Landscaping was a matter highlighted as a concern. It was particular found that there was limited enforcement of landscaping matters and that further work was required in this area; and
- Officers felt that the policy was generally helpful in their assessment of applications.

5. Review of the effectiveness of existing neighbourhood character provisions

This chapter outlines the findings of our review of the effectiveness of the existing neighbourhood character provisions outlined in Chapter 2, in the context of our findings in Chapters 3 and 4 of this report, along with the appendices to this report.

This project examines the effectiveness of policy and statutory controls in the Bayside Planning Scheme for achieving the protection of character that is envisaged by State policy. It is not an urban design review.

The project team relied on the following methodology to assess the effectiveness of the existing character provisions:

- Physical inspections of each character precinct;
- Detailed analysis of Council's existing planning provisions;
- Consideration of detailed practice guidance, such as planning practice notes and *A Practitioner's Guide to Victorian Planning Schemes*;
- Review of relevant VCAT decisions and Planning Panel reports; and
- Consideration of comments provided by statutory and strategic planning officers throughout the project.

Our review of the effectiveness of the existing provisions has also considered State Government Planning reform (most significantly, the PPF translation) and the recently released practice notes: PPN90: 'Planning for Housing' and PPN91: 'Using the Residential Zones'.

This review identifies the strengths, weakness and gaps in the current provisions and provides suggestions for future improvements – taking full advantage of the available tools within the VPPs.

Principles and Criteria for Considering Effectiveness of the Provisions

Principles

Our review is based on the following principles, which are outlined in State Government guidance, particularly found in *A Practitioner's Guide to Victorian Planning Schemes*:

- Local content must be consistent with the Ministerial Direction on the Form and Content of Planning Schemes.
- Local content needs to be consistent with State and regional policy contained in the PPF and must not repeat or duplicate the PPF.

- Local policy should help the Responsible Authority to make a decision and help any other person to understand whether a proposal is likely to be supported or not.
- A local policy is a guideline about how discretion is likely to be decided. It cannot prescribe mandatory requirements.
- Local policy should be written in clear, concise, plain English.
- The zones, overlays and particular provisions are the 'primary implementation mechanisms' within planning schemes. Local policy should complement these mechanisms. Local policy has a role in providing direction at a municipal level where locally specific guidance is needed on a particular matter or to support decision making associated with a zone, overlay or other control.

Our recommendations and suggestions are consistent with the Planning Scheme rules set out within *A Practitioner's Guide to Victorian Planning Schemes*, as follows:

Entry Rules

1. *A provision must be within the scope of the objectives and power of the Act.*
2. *A provision must implement the objectives of planning and be supported by a sound strategic planning and policy basis.*
3. *A provision must not conflict with or duplicate other legislation, instruments or planning scheme provisions.*

Application Rules

4. *The application of a provision must be necessary and proportional to the intended planning outcome.*
5. *A provision must be consistent with the operational provisions of the scheme, any parent provision and any relevant Ministerial Direction.*
6. *The application of a provision must be clear.*

Drafting Rules

7. *The requirements of a provision must be clear and unambiguous.*
8. *A provision must be structured to be clear and unambiguous.*
9. *A provision must be written to be clear and unambiguous.*

Criteria for Evaluating the Effectiveness of the Provisions

In addition to these principles, we have adopted a consistent set of criteria for which we have assessed the effectiveness of the provisions. These criteria area:

- The legibility of the policy and controls;
- Whether the provisions are up to date and contain correct decision-making guidance;
- Whether other policy responses or controls have emerged;
- Whether the policy is redundant; and
- How have decision-makers used and applied the policy.

Strengths of the Existing Approach

The statutory and policy context outlined in Chapter 2 of this report highlights that the Bayside Planning Scheme adopts a ‘belts and braces’ approach to reinforcing the need for new development to contribute to a preferred neighbourhood character. That is, Council has adopted an approach which uses policy and controls to secure the protection of character, which reinforces its importance in several parts of its planning scheme.

References to neighbourhood character permeate throughout the Bayside Planning Scheme, commencing with policy at Clause 15.01-5S and continuing through to the expressions of local policy in Clause 15.01-5L ‘Bayside preferred neighbourhood character’.

Overall, the policy provides sufficient guidance for development at a precinct level. However, changes to the policy as a result of the PPF integration have meant that the following requirement of the policy was removed:

The extent to which the characteristics of the built and natural environment in the immediate vicinity of the site may determine a preferred future character that is different from that applying to the remainder of the precinct in which the site is located.

This requirement, which was required to be considered in exercising discretion, struck a sensible balance between broad guidance at a precinct level, with an acknowledgement that some streets may display attributes that are different to the broader character.

While it may seem like it is a statement of the obvious, the fact that it had been included within the policy has meant that Council planners and VCAT have afforded weight to the policy within decision-making, even in circumstances where the character may not be directly evident from the statement of existing character. In this respect, this has assisted in preserving the relevance of preferred character for a precinct in decision-making. It is important to highlight that it is our experience that where such an approach is not supported by character policies in other council planning schemes, VCAT will in some circumstances

give substantially less weight to their character policies, on the basis that it doesn't reflect the 'on ground' conditions of particular streets within precincts.

The removal of this requirement in the policy in Clause 15.01-5L provides some challenges which may weaken the application of the policy.

While Clause 15.01-5L is the main instrument by which Council seeks development to respond to neighbourhood character, it is reinforced throughout the municipality by other tools including the use of zone schedules which vary ResCode standards, Neighbourhood Character Overlays and Design and Development Overlays.

The application of Neighbourhood Character Overlays to a discrete number of areas that display strong, intact character has been judicious. There have been limited applications for development within these precincts and officers were unable to recall assessing applications. In this regard, while the character of these areas has been retained, it is premature to conclude whether the Neighbourhood Character Overlays have resulted in that outcome. Nevertheless, the tool does appear to have been effectively applied.

Equally, the direction provided within the Design and Development Overlays that apply to the residential areas within the activity centres helps to resolve the conflict between respecting character and seeking change in and around these centres. The 'contemporary' approach to the application of policy and controls (including scaled approach to zoning) in these centres has resulted in a clear framework for decision-making within these centres, and the parts of those centres where growth is nominated and expected. This is distinct from the minimal growth areas outside of the activity centre boundaries, where the focus is much more clearly (and necessarily) on neighbourhood character.

The Effectiveness of Local Policy

The local policy provisions relating to neighbourhood character are broadly contained under Clause 15.01-5L. Prior to the PPF translation, this policy was at Clause 22.06 and we make references in this section to Clause 22.06 to reflect its genesis.

Our assessment of the effectiveness of this policy follows.

The policy is a product of its time

Broadly, Clause 22.06 was conceived and applied in the years following the introduction of Melbourne 2030 and has not been substantially updated since, despite its integration into the PPF.

Indeed, one of the objectives of Clause 22.06 prior to the PPF translation was:

- *To recognise the need for new or additional Design Objectives and Design Responses for areas affected by structure planning outcomes and Melbourne 2030 housing objectives.*¹⁴

The policy was and continues to be a product of that time and represented a better practice approach to neighbourhood character at the time of its introduction.

Since its implementation, however, there has been substantial planning reform at State, regional and local levels over the intervening 12-15-year period, including:

- The introduction of new metropolitan policy beyond Melbourne 2030, in Melbourne @ 5 million and Plan Melbourne 2017-2050 (and its predecessor strategies);
- The introduction of reformed residential zones, which offer greater flexibility to tailor outcomes at a precinct, rather than municipal-wide level;
- The introduction of mandatory height requirements in the General Residential and Neighbourhood Residential Zones;
- The introduction of a mandatory garden area requirement in the General Residential and Neighbourhood Residential Zones;
- The implementation of structure plans for MACs and NACs within Bayside, which have provided more contemporary direction for built form change and respect for character within and adjoining these centres; and
- The introduction of the PPF and rationalisation of policy in favour of direction within zone and overlay controls in a post-Amendment VC148 planning scheme.

Individually and collectively, these reforms have, and will continue to have, a noticeable effect on new development and the relevance and timeliness of the local character policy. These changes require a reconsideration of how character policy is written and expressed within the Bayside Planning Scheme.

In order for Council to preserve the timeliness of the policy and ensure that it remains influential in decision-making, there is a need to substantially update the approach to character within the Bayside Planning Scheme, with less focus on policy-based outcomes and a stronger emphasis on utilising the tools available within other parts of the planning scheme. Indeed, some of these tools (such as the garden area and height requirements) are already having a direct impact on achieving different built form outcomes in some areas.

Short term challenges of the policy have been largely addressed through its integration into the PPF at Clause 15.01-5L and the auditing of the provision as part of that exercise to ensure its alignment with State and regional policy. In the longer term, Council will need to take a different approach to the management of residential built form and neighbourhood

¹⁴ *Our emphasis.*

character in its planning scheme, similar to the model it has adopted for activity centre planning. This approach will see the thrust of character policy decanted into zone schedules (as character objectives, decision guidelines and ResCode variations). However, Council will need to complete significant strategic work to achieve this outcome, particularly to justify ResCode variations.

Preferred Character Statements

The preferred character statements for each precinct were previously outlined in both Clause 22.06 and in character brochures. As a result of the PPF translation, the preferred character statements have been decanted into strategies for each precinct. The character brochures have only limited weight under the planning scheme by virtue of their designation as 'background documents' under the Bayside Planning Scheme. Planning Practice Note No. 13 – Incorporated and Background Documents identifies that background documents '*have only a limited role in decision making as they are not part of the planning scheme.*' Indeed, the Council's statutory planners do not regularly refer to these documents in exercising their discretion.

We have undertaken a comprehensive review of existing and preferred character statements and had regard to these descriptions when undertaking our site inspections.

Our observation is that the preferred character statements do not adequately reflect on the ground outcomes in terms of matters of detail such as fencing, formality of gardens and the presence of trees. For instance, in many precincts, there is a preference for low front fencing, but the evidence within the character precincts is that fencing styles are varied and mixed. When combined with the allowance to exercise discretion where the streetscape is mixed, this means that some of these matters are not appropriately considered in decision-making. There is also the broader question as to whether Council is concerned about these matters given its history of decision-making for these elements.

We have also observed that many of the preferred character strategies contain reference to "retain wherever possible dwellings from the inter-war era" (or other eras of development). These references are problematic. In most cases, these areas are not subject to heritage controls or character overlays which would prevent the demolition of dwellings of this era. The net result is that any future development is, by definition, inconsistent with that aspect of the preferred character statement. Taken another way, it may encourage mimicry or mock-style dwellings to be constructed, which could be a further threat to character.

We have substantially reviewed the preferred character statements and made recommendations for improvement, having regard to our site observations, at **Appendix B**.

Recommendation: Redraft the preferred character statements, in line with the recommendations for each precinct at **Appendix B**.

The use of precinct brochures

The policy at Clause 15/01-5L is complemented by the Precinct Brochures for each character precinct. These brochures are background documents under the Bayside Planning Scheme.

They sometimes (albeit rarely) form the basis of officer assessment and are referred to by parties at VCAT upon review of a decision on a permit.

The use of these documents in decision-making is problematic. The brochures can, at times, be confusing and contradictory when read in conjunction with the local policy. They also have the effect of diluting the effectiveness of the policy as a result of this confusion.

The *Practitioner's Guide to Victorian Planning Schemes* highlights that background documents should not be used in the exercise of discretion. In line with this guidance, the use of the precinct brochures would appear to be inconsistent with direction on the drafting and application of planning schemes.

We suggest that if Council wishes to continue to rely on these documents, they should be repackaged to be background or guidance material to assist in the understanding of the requirements of the policy, but not applied in the exercise of discretion.

The Effectiveness of the Neighbourhood Character Overlays

The NCO appears to be an effective tool for the protection of neighbourhood character in highly intact and unique sections of the municipality. In our opinion, the Council's judicious approach to the application of the NCO to small, discrete areas¹⁵ is the most appropriate way to apply this tool. By limiting the use of the NCO to the areas that display a high, intact character, there is certainty in the approach adopted by the Council.

NCO10, which applies to areas identified in the more recent Hihett Neighbourhood Character Review, is drafted differently to the other schedules to this overlay. In terms of recent development within NCO10, it appeared to have met the neighbourhood character objectives, which include:

- *To encourage the transition of the area to residential use.*
- *To encourage townhouse style medium density housing development that reflects the surrounding character through building form, street setbacks and the use of materials.*

Within other NCO areas, we did not observe that any recent development had taken place. Furthermore, consultation with planning staff identified that, to their knowledge, no applications have been received for any notable redevelopment within these NCO areas. Because of the lack of planning permit applications, we are unable to conclude whether the control is effective in decision-making.

¹⁵ *Essentially, a collection of a few streets.*

As part of our site inspections, we reviewed other areas that were once candidates for the NCO¹⁶. We support the recommendations in the *Bayside Neighbourhood Character Review – Stage 2 July 08* (revised Aug 2011) about these 22 areas having a moderate degree of significance.

To highlight one example, our inspection of the Clonmore, McNaught and Hume Streets moderate significance area in Beaumaris found a visually noticeable level of mid-century dwelling stock, particularly along parts of Hume Street. These dwellings tended to be consistently setback and set within a relatively bushy, informal garden setting.

The architectural style has a strong horizontal emphasis and where pitched roofs are provided, they display a relatively consistent, open gable form. However, these dwellings were interspersed with more modern development, of a more intense scale and with more formal or less bushy garden settings. While the character is eclectic, the consistency of its landscape and built form settings was more varied than what is typically found within Bayside's existing NCO areas. This is to be contrasted with the application of NCO6 to Meyer Court, which developed slightly later (in the 1960s) and is a rare example of an almost entirely intact streetscape, with the consistent use of orange brick, single or low pitched roof forms and generous landscaped front setbacks.

Having said that, we believe there is very limited opportunity to further extend the NCO to moderate significance areas without further detailed investigations. We also consider that the extension of the NCO to these areas, which are significantly less 'intact' than the current NCO areas (as highlighted by the above example), would not be strategically justified.

In forming this view, we have had regard to Planning Practice Note 91 – Using the Residential Zones, which outlines the criteria for applying the NCO as follows:

The Neighbourhood Character Overlay can be used when the following criteria are met:

- The proposed area exhibits existing characteristics that need to be protected or need to be changed to achieve a preferred character.*
- The area, relative to the rest of the municipality, can be demonstrated to require a specific approach to neighbourhood character.*
- The application of the local planning policy, the objectives and standards of clause 54 and clause 55 in the schedule to the residential zone will not meet the neighbourhood character objectives for that area.*

¹⁶ 22 areas in total.

Importantly, we found no evidence that the application of a properly drafted local planning policy or zone schedule would fail to achieve the desired outcomes envisaged for each precinct. We are also mindful that the Practice Note also outlines that:

The NCO should not be used as a 'blanket' control across the municipality. It should be applied strategically to areas where variations to clause 54 and clause 55 standards fail to meet the specific objectives for neighbourhood character, and locally tailored and rewritten standards are required and can be justified.

This guidance outlines that it would be inappropriate to apply the NCO at a suburban or municipal-wide level and in circumstances where other tools can assist in achieving the protection of character, as we demonstrate later in this report.

We support the current application of the NCO on the basis that planning controls should be the 'primary implementation mechanisms' within planning schemes.

The Clause 15.01-5L Neighbourhood Character Policy also applies to areas that are within an NCO. This results in duplication in assessment and, to some extent, unnecessarily broadens the character matters that are relevant to assessment of the application. The objectives, decision guidelines and varied ResCode standards in the Overlay provide sufficient guidance to assist decision making.

Recommendation: Maintain the NCOs as they currently apply in the Bayside Planning Scheme.

Recommendation: Amend the neighbourhood character policy, so that it does not apply to land within an NCO.

Precinct Boundaries and Zones

Our review of precinct boundaries is informed by and based on our recommendation that the neighbourhood character policy is removed from land where the NCO applies.

Most precinct boundaries appeared to be logical based on our site inspections and consideration of zone boundaries. This section of our review considers a limited number of changes to precinct boundaries and the consolidation of precincts.

Mapping

Clause 15.01-5L states:

This policy applies to development in the Neighbourhood Residential Zone, General Residential Zone and Mixed Use Zone shown on the Neighbourhood character precincts map forming part of this Clause.

However, the policy application does not align with the Map forming part of this clause – which covers some land in the Residential Growth Zone (RGZ) and the Activity Centre Zone (ACZ). We recommend the policy map is amended to be consistent with the policy application and explicitly exclude land in the RGZ and ACZ.

Recommendation: Map 1 - Precincts Accompanying Clause 15.01-5L is amended to be consistent with the policy application and explicitly exclude land in the RGZ and ACZ.

Activity Centres – with land in a General Residential Zone

Since the adoption of the 2004 *Bayside Neighbourhood Character Review*, Council has completed a significant body of strategic planning for all of its Major Activity Centres (MACs) and the Highett and Martin Street Neighbourhood Activity Centres (NACs). All of these centres (with the exception of the Hampton East Activity Centre) contain land in a General Residential Zone, which means the Neighbourhood Character Policy applies. The relevant structure plans and their supporting policies and Design and Development Overlays (DDOs) are summarised below:

■ Sandringham Village

- *Sandringham Village - Final Structure Plan* (November 2006);
- Clause 11.03-1L-01 - Sandringham Village; and
- Schedule 8 - Built Form Standards for Sandringham Village Major Activity Centre (DDO8).

■ Bay Street

- *Bay Street Centre - Final Structure Plan* (November 2006);
- Clause 11.03-1L-02 - Bay Street, Brighton; and
- Schedule 10 - Built Form Standards for Bay Street Major Activity Centre (DDO10).

■ Church Street

- *Church Street Centre - Final Structure Plan* (November 2006);
- Clause 11.03-1L-03 - Church Street, Brighton; and

- Schedule 11 - Built Form Standards for Church Street Major Activity Centre (DDO11).
- **Hampton Street**
 - *Hampton Street Centre - Final Structure Plan* (November 2006);
 - Clause 11.03-1L-04 - Hampton Street; and
 - Schedule 12 - Built Form Standards for Hampton Street Major Activity Centre (DDO12).
- **Beaumaris Concourse**
 - Clause 11.03-1L-05 – Beaumaris.
- **Highett**
 - *Highett Structure Plan* (2004);
 - Clause 11.03-1L-06 Highett; and
 - Schedule 5 – Preferred Medium Density Residential Areas (Highett) DDO5.
- **Martin Street**
 - *Martin Street Structure Plan* (March 2016);
 - Clause 11.03-1L-07- Martin Street, Gardenvale; and
 - Schedule 18 – Martin Street Neighbourhood Activity Centre (DDO18)
- **Black Rock**
 - Black Rock Village Neighbourhood Activity Centre – Strategic Framework Plan – with Addendum – July 2012; and
 - Clause 11.03-1L-08 – Black Rock.

The preferred character statements in the neighbourhood character precincts that apply to residential land within and surrounding these centres do not distinguish between land in separate zones (such as the General Residential Zone and Neighbourhood Residential Zone) which might apply throughout the precinct.

In turn, this means that the statements do not reflect the level of change sought within the General Residential Zones in these centres, as identified in the structure plans implemented by local planning policy and the application of DDOs.

For example, the preferred further character statement for precinct F1 (which covers the Sandringham and Hampton Street MACs) includes the following:

The dwellings, including a continued frequent presence of pre World War II (WWII) dwellings, sit within garden settings. Buildings are occasionally built to the side

boundary, however the impression of the streetscape is of informality and openness due to the open front fencing...

This is particularly at odds with Clause 11.03-1L-04 (Hampton Street), which includes the following strategy for Residential Areas:

Provide for increased housing densities and diversity of housing types within the centre and direct larger developments to larger sites within or immediately adjoining the business precincts.

(emphasis added)

While the policy conflict is not as obvious as this example within other activity centres, we believe it is appropriate that this policy tension is addressed to provide greater clarity to applicants and to Council as the Responsible Authority.

In addition, discussions with statutory planning officers as part of this review identified that officers, when considering applications for dwellings in the General Residential Zone within these Activity Centres, give greater emphasis on the assessment of the underlying zone provisions and DDO to guide the exercise of discretion, with less weight to the Neighbourhood Character Policy. This balancing exercise is required of planners by virtue of Clause 71.03 that planners must undertake in areas where change is encouraged.

There is mounting evidence that this approach is supported by VCAT . Where there is conflict in trying to balance competing policies for character protection and change in these areas, VCAT is generally using the DDO as the primary mechanism to guide its assessment.

This is most well summarised in the *LK Property Group Pty Ltd* decision¹⁷, which said:

The Bayside Planning Scheme is based on strategic planning undertaken by Bayside City Council that identifies Hampton as a major activity centre, drawing upon the range of services and facilities focussed around the nearby Hampton Railway Station. It does establish somewhat arbitrary boundaries to determine areas where greater intensity of use and development is expected but this is to focus greater intensity close to the core of the centre, with Grenville Street forming an edge to what is defined as the centre. It is a very convenient walk to the activity centre core and the railway station.

It is these broader strategic goals that set the context to DDO12. These, combined with provisions of clause 55 and supporting character directions drive the assessment of the proposal.

VCAT's findings in *Firbank Grammar School*¹⁸ also identify how decision-makers are resolving this policy tension in favour of net community benefit. In that case (for expansion to a school), objecting residents and the Council relied on the relevant character policy at

¹⁷ *LK Property Group Pty Ltd v Bayside CC* [2019] VCAT 1700

¹⁸ *Firbank Grammar School v Bayside CC* [2019] VCAT 1985

Clause 22.06 (as it was at the time) as being the most influential to the matter. The Tribunal said:

They rely on the site being part of Precinct B2 in neighbourhood character policy. Further to this, they rely on the purpose of the General Residential Zone, that encourages development that 'respects the neighbourhood character of the area' and the purpose of the Neighbourhood Residential Zone that seeks to 'ensure that development respects the identified neighbourhood character'.

Our reading of planning policy is that the character to be respected is not the preferred character of Precinct B2. The neighbourhood character policy recognises 'the need for change around Activity Centres' and says that such change must respect the 'desired future character of the area'. For 90% of this site, the desired future character is expressed in the Overlay Schedule as it sets out 'specific requirements relating to the design and built form of new development'.

Our reading of the Zone provisions is that they allow a Schedule to contain neighbourhood character objectives to be achieved for the area. While the Zone Schedule does not set such objectives, the relevant Overlay Schedule sets design objectives and built form provisions. We consider that these establish the preferred character for the critical 90% of the site and the residential land beside the site. We find that this outweighs the council's and respondent's reliance on the Zone's purpose.

Within this context, it is our opinion that the Neighbourhood Character Policy has limited value to decision-making for applications in a General Residential Zone (and affected by a DDO) within a MAC or a NAC. As VCAT's conclusions highlighted, the policy itself acknowledges that less weight should be applied where residential opportunity exists (such as in within a MAC or NAC).

The reason is that there is clear and sufficient direction for built form set out within the relevant DDO schedules. As VCAT's conclusions in *Firbank Grammar* highlight, this is the correct place for built form guidance in this context, as it sets out expectations for built form with and surrounding the activity centre. By using the DDO to guide development, it resolves any tension between character and growth policy.

The caveat to this approach is that the DDOs within the Activity Centres do not require a permit for development on land within a residential zone, where the building height is 9 metres or less (10 metres on sloping sites). This approach means that Clause 15.01-5L is the policy guidance for lower scale development and both the policy and DDO apply for taller development.

This approach is unusual, in that development of more than 9 metres is required to meet an entirely different set of assessment criteria than development of less than 9 metres. This

results in an outcome where development has differing levels of assessment about its role in the activity centre (and character).

It is clear that the DDOs provide targeted guidance around appropriate built form, that is in some cases similar to the Neighbourhood Character Policy, while in other cases there is divergence. We highlight the following comparison, using the Church Street and Hampton Street Activity Centres.

Church Street Activity Centre

	Precinct B2	DDO11 – Precinct E
General	Preferred character statement for buildings to sit within established gardens with occasional tall canopy trees. Vegetation flows around the dwellings. New buildings blend with existing, through using a variety of materials.	Design objective ‘to develop the centre in a way that conserves and enhances its valued urban character and heritage places’. Recessed upper most levels and attic style development encouraged.
Height	Preferred character statement for buildings to respect the scale of development.	Mandatory maximum height of 11 metres (3 storeys) in DDO and GRZ2.
Front setback	Articulate the form of buildings and elevations, particularly front facades. Recess upper storey elements from the front façade.	Clause 55 – Standard B6. Second floor should be setback a minimum of 4 metres behind the front wall of the floor immediately below, unless it is an attic.
Side setback	Preferred character statement: ‘side setbacks on both sides’. Buildings should be sited to create the appearance of space between buildings and accommodate substantial vegetation.	Clause 55 – Standard B17.

Rear setback	Buildings should be sited to create the appearance of space between buildings and accommodate substantial vegetation.	Clause 55 – Standard B17.
Landscaping	Buildings should be sited to allow space for the planting of trees and shrubs.	Design objective ‘to maintain a strong landscape character with residential buildings set within vegetated front gardens and streetscapes in the residential precincts.’

Hampton Street Activity Centre

The majority of the residential land within the Hampton Street Activity Centre is in Precinct F1. Some minor parts of the Activity Centre are within Precinct E3. For the purposes of this comparison, Precinct F1 is represented.

	Precinct F1	DDO12 – Precinct E
General	<p>Preferred character statement for buildings to sit within established gardens.</p> <p>Streetscape is of informality and openness and well articulated building designs.</p> <p>Articulate building forms, particularly from front facades.</p> <p>Use a mix of contemporary and traditional coastal materials, textures and finishes.</p>	<p>Design objective ‘to develop the centre in a way that conserves and enhances its valued urban character and heritage places’.</p> <p>Recessed upper most levels and attic style development encouraged.</p>
Height		Mandatory maximum height of 11 metres (3 storeys) in DDO and GR22.

Front setback	<p>Articulate the form of buildings and elevations, particularly front facades.</p> <p>Recess second storey elements from the front façade.</p>	<p>Clause 55 – Standard B6.</p> <p>Second floor should be setback a minimum of 4 metres behind the front wall of the floor immediately below, unless it is an attic.</p>
Side setback	<p>Preferred character statement notes that development is sometimes built to one boundary.</p> <p>Buildings should be sited to create the appearance of space between buildings and accommodate substantial vegetation.</p>	<p>Clause 55 – Standard B17.</p>
Rear setback	<p>Buildings should be sited to create the appearance of space between buildings and accommodate substantial vegetation.</p>	<p>Clause 55 – Standard B17.</p>
Landscaping	<p>Buildings should be sited to allow space for the planting of trees and shrubs.</p>	<p>Design objective ‘to maintain a strong landscape character with residential buildings set within vegetated front gardens and streetscapes in the residential precincts.’</p>

Overall, the built form guidance in the DDOs provides more targeted measures to those found within the Clause 15.01-5L policy for these two centres on matters relating to scale, setback and landscaping.

Both the DDOs and the Clause 15.01-5L policy cover many of the same character matters. In some circumstances (such as for landscaping and articulation), the responses are broadly similar. For other matters (such as side and rear setbacks) there are differences. These distinctions are subtle, but important. Where those differences are expressed, this leads to confusion for decision-makers and applicants alike as to which response is preferred and differing expectations over which measure should be applied.

In our view, the DDOs provide the most recent and specific guidance that is directly relevant to the activity centre. Our reading of the structure plans and DDOs for these activity centres is that these documents recognise that there are some elements of character that were worthwhile maintaining, even in an activity centre context (such as the strong landscape character and the need for articulation in development). Where other matters have been determined to not be as important, those distinctions reflect the strategic importance and directions for the area and their inclusion with the activity centre.

The design objectives of both overlays seek to ensure that development responds to character and there is a strong link to a need to maintain a strong landscape character for residential buildings in residential precincts, albeit in a different way compared to the precincts outside of the activity centre.

On this basis, it is recommended that the guidance on character for residential areas within MACs and NACs be contained to the DDO and not the policy requirements at Clause 15.01-5L.

This will require a modification to the permit triggers within the DDO to remove the 9 metre permit exemption. Alternatively, the requirements of the DDO could be decanted into the General Residential Zone schedules.

These approaches would allow a more consistent consideration of character policy and activity centre policy and would be in line with the approach that the Tribunal and officers are utilising for assessment currently.

Recommendation: Remove the permit exemption for development of less than 9 metres from the DDOs that apply to MACs and NACs in order to facilitate the DDO providing the assessment tool for character response for all applications within the residential areas of the centres. Alternatively, decant the requirements into the GRZ2 schedule, as appropriate.

Recommendation: The neighbourhood character policy should not apply to land in the General Residential Zone within a MAC or NAC.

In addition to the above recommendations we make the following further recommendations about changes to the above DDO schedules:

Recommendation: The Clause 55 requirements within DDO5 should be translated into the relevant residential zone schedule.

We are aware that Council is currently in the process of implementing Amendment C160bays which implements the Highett Structure Plan. As part of this Amendment, DDO5 is proposed to be removed from the Bayside Planning Scheme and the relevant built form controls will be inserted into a precinct specific Schedule to the General Residential Zone.

Recommendation: The Design Objectives within DDO12 (Willis Street Precinct) will need to be reduced from 15 objectives to 5 objectives, in order to comply with the *Ministerial Direction on the Form and Content of Planning Schemes*.

Council will need to carefully consider how this is achieved given the level of intensity of development in Willis Street.

General Residential Zone 1 (outside Activity Centres)

The General Residential Zone – Schedule 1 (GRZ1) applies to ‘Future Moderate Residential Growth Areas’ in Southland, Elsternwick, Hampton East (Moorabbin) and Cheltenham Activity Centres. GRZ1 does not contain any local content.

Despite the text in the schedule about its application, we have assumed that the GRZ1 does not apply to Hampton East following the introduction of the Activity Centre Zone to the Moorabbin Activity Centre.

In summary, GRZ1 applies to land in the following neighbourhood character precincts:

- Part of precinct A2 (Elsternwick);
- Part of precinct H2 (‘Cheltenham Activity Centre’); and
- All of precinct H5 (Southland, known locally as Pennydale, and included within the Pennydale Structure Plan, 2018).

While GRZ1 applies to parts of the Highett NAC – in line with the recommendation above we recommend that the Neighbourhood Character Policy no longer applies to land within this NAC. It is noted that Council has a current planning scheme amendment that proposes to remove the GRZ1 from the Highett Structure Plan Area and replace it with a suite of new precinct-specific Schedules to the GRZ.

We also suggest that the application of this zone schedule could be reviewed. It currently contains no local content and is applied to several parts of the municipality that each have differing preferred character outcomes.

Precinct consolidation and changes to boundaries

Our findings on precinct consolidation is informed by and based on our recommendation that the neighbourhood character policy is removed from land where the NCO applies, and land in a residential zone within a MAC (as discussed above).

This section provides our short-term recommendations for the consolidation of precincts – based on existing policy. There is considerable opportunity for broader reform, however, this would need to include a commitment to changes to policy and the selection and application of zone schedules.

A Character Area

Precinct A1 appeared to have a slightly different character to the surrounding A2 precinct, in part due to more consistent front setbacks, and more formal, established gardens. Double storey dwellings and second floor additions were less prominent in A1 than in the surrounding A2 precinct. However, once the areas in the NCO are removed from the neighbourhood character policy, the remaining area within A1 is very small and is not sufficiently distinct from precinct A2 to justify a unique precinct and preferred character statement.

Recommendation: Precincts A1 and A2 are merged into a single precinct (that excludes the NCO areas).

Precincts B1 and B3

In precinct B3, it is the avenues of tall street trees (and wide verges) that provide the unifying element to this precinct and make it distinct from the adjoining B1 precinct. These aspects sit outside of the private realm and a unique preferred character statement is not necessary. Apart from consistent, generous front setbacks' the precinct description and the preferred character statement are similar to the adjoining B1 precinct. These unique elements could be referenced within a revised description and preferred character statement.

The boundaries of all other precincts are appropriate.

Recommendation: Precincts B1 and B3 are merged into a single precinct, and the unique elements of the B3 precinct are reflected in a revised description and preferred character statement.

C Character Area

While there is no definite line between the B and C character areas (this observation was also made in the *Bayside Neighbourhood Character Review* (August 2004), one of the primary distinctions is the visual connection and response to the foreshore. This becomes much less apparent on the east side of New Street. The use of New Street to divide the B and C character areas remains appropriate.

Within the C character area there is a definite shift in character between the C2 and the C1 precincts; evidently the lack of original dwellings along with the size and mansion character of dwellings in precinct C2. The boundary between these two precincts remains appropriate.

D Character Area

Boundaries of precincts within the D character area precinct are logical.

Notably, there were clear distinctions between built form observed in D1 and D2 character areas, where colour and materiality of built form was an observable change.

Land within the D2 character area includes land that forms part of the Activity Centre Zone in Hampton East. It is logical to exclude this land from the character precinct. The character policy does not apply to land within the Activity Centre and the Activity Centre Zone will provide the most appropriate guidance for built form within the centre, recognising the level of change anticipated. Despite being physically separated, the two D2 precincts display remarkably common built form appearances.

While the D3 character area is a relatively small precinct, its built form is noticeably distinct when compared with adjoining precincts. Smaller street frontages, setbacks and homes with 'cottage-like' appearances were found within the precinct. The arrival into the precinct, particularly from D4, highlights the change in built form pattern and the edge condition reflects a noticeable change in precincts.

Precinct D4 was demonstrably more varied than other D precincts in terms of its era of development and architectural styles. This is certainly evident when viewing the precinct having regard to its northern interfaces with D1, D2 and D3 precincts. The northern boundary appears logical. The use of major roads to define its eastern, southern and western boundaries is appropriate.

Recommendation: Remove the ACZ land from Precinct D2.

E Character Area

At a high level, the distinction between E character areas and their adjoining precincts is logical. Particularly when compared with D character areas, development is noticeably more contemporary in nature and more intensive in built form.

While there are similarities between development in Precincts E1 and E2, there are some distinctive differences. Notably, Precinct E2 is more 'coastal' (similar to Precinct C1) and its preferred character statement tends to refer more to coastal planting and pitched roofs, while Precinct E1 focuses on spacious landscaped grounds.

While the 'coastal' E2 precinct extends much deeper from the coast than other coastal precincts such as C1 and C2, it is evident on the ground that the uniqueness of this precinct from E1 is found within these areas.

While there are some distinct parts of Precincts E2 and E3 (north of Grenville and Mills Streets) that have more in common with the F1 character precinct, they are only worthy of inclusion in that precinct if the recommendations regarding GRZ land around Major Activity Centres are not adopted.

Subject to the recommendations made elsewhere in this report regarding Major Activity Centres, the precinct boundaries are appropriate.

Boundaries of precincts within the E character area precinct are logical – subject to the recommendations above with regards to Major Activity Centres.

F Character Area

Precinct F1 is in a unique strategic planning context. By virtue of its relationship to the Hampton and Sandringham Major Activity Centres, the land is within three zones and five separate zone schedules. There appears to have been some change within this precinct compared to the observations found within the previous character review notes.

The recommendations to excise GRZ land from all precincts leaves only a small proportion of NRZ land within this precinct. We doubt that there is sufficient 'uniqueness' in the character of the remaining NRZ land to justify its own character precinct.

As a starting point, we observe that there is a higher proportion of two storey dwellings compared with adjoining precincts. These attributes are sufficiently unique to justify the separate precinct.

G Character Area

At present, the G character area is comprised of: G1 – a relatively large precinct of predominantly post-war dwellings; G2 – a small estate comprised of 1980s-1990s dwellings; and G3 – a former industrial area that is transitioning to residential. As NCO10 applies to precinct G3, we recommend that this precinct is removed from the neighbourhood character policy for reasons outlined above. However, the distinction between precincts G1 and G2 remains appropriate as the two precincts have different characteristics and preferred outcomes.

H Character Area

Precinct H3 is very similar to H2, except for some changes in topography and the presence of some small ridge lines. Therefore, we recommend these two precincts are consolidated. This element of H3 could be referenced within a revised description and preferred character statement for H2.

Fifth Street is located in the southern part of Precinct H6. Topographically, the land rises reasonably steadily on both sides of the road reserve. This characteristic of the street bears a stronger relationship to the more undulating dune system found in Precinct H4 to the immediate south than the relatively flat topography of the more central and northern parts of H6.

The topography results in dwellings being more prominent in the street and they are conspicuously larger and more contemporary than other parts of H6. These elements seem to blend more consistently with the varied (but dominant) built form typologies in H4. However, the street lacks the informality of the garden setting that is found in the dune system, particularly on the narrower streets to the south-east.

Given that the land is at the edge of both precincts, it is natural that it displays characteristics found on both. The street would appear to be a more logical candidate for the application of Precinct H4, given the topography is a unifying element within this precinct.

The boundaries of all other precincts remain appropriate.

Recommendation: Precincts H2 and H3 are merged into a single precinct, and the unique elements of the H3 precinct are reflected in a revised description and preferred character statement.

Recommendation: The boundary between precincts H4 and H6 is amended to include Fifth Street in H4 (not H6).

Overall Evaluation of the Effectiveness of the Provisions

Overall, having regard to the criteria outlined above, it is clear that while the policy is well drafted and adopts a 'belts and braces' approach, its timeliness restricts its ability to be appropriately implemented.

Issues, gaps and opportunities

Overall, the neighbourhood character framework within the Bayside Planning Scheme is comprehensive. However, there are some significant gaps that require resolution. This section and Chapter 6 of the report identify opportunities to address those gaps and issues.

The most significant issue with the existing policy framework is that, when read in totality, the Bayside Planning Scheme does little to effectively resolve conflicts and challenges between growth and character. This is evident across the municipality, but is particularly true in the MACs and NACs.

There is an unresolved tension between planning for MACs and NACs (including zone and overlay selection and their focus for change) and neighbourhood character policy. As we have highlighted earlier, this tension can best be addressed by removing the Neighbourhood Character Policy from these centres and continuing to rely on the more direct and contemporary guidance provided within the DDO schedules.

Outside of the MACs and NACs, there is a need to better integrate policy to be consistent with the integrated decision-making principles at Clause 71.02.

There remains an unresolved tension for emerging 'side by side' multi-unit development. Our reading of the character policy is that this outcome appears to be heavily discouraged, but our site inspections revealed a predominance of this development where multi-unit development was found. These comments were also highlighted by officers.

The most significant gap is that the character policy does not apply to single dwellings in most circumstances. Our observations from our visual inspections highlight that single

dwellings are, by far, the most significant form of new development within Bayside and the extent to which they are consistent with the preferred character for the area is varied.

There is an ability to better utilise existing tools within the planning scheme (e.g. zone schedules) to address this shortcoming. The adoption of more targeted ResCode variations within zone schedules will be matters that must be considered as part of any building permit process.

Better utilisation of zone schedule should also address the challenges of competing policy outlined above. However, this will require more extensive review of the planning scheme, that is beyond the scope of this project. Our recommendations in the short term are designed to commence a process towards more medium term intervention of this nature, consistent with the principles of a modern planning scheme outlined in the following section of the report.

6. Emerging Options and Alternative Approaches to Character

The purpose of this report is to review the current neighbourhood character provisions within the Bayside Planning Scheme. It is a reflective review, which considers whether the neighbourhood character provisions are consistent with current State policy and current direction for planning schemes in Victoria.

The next stage in this project will be the implementation of the immediate recommendations of this review to improve the effectiveness of the neighbourhood character provisions within the Bayside Planning Scheme.

However, this report has captured suggestions (not recommendations) for longer term improvements as to how neighbourhood character is planned and managed in Bayside. Some of these will require additional work, or decisions to be made on which approach is best for Bayside.

This section of our report highlights examples of other approaches that Bayside could consider as part of a future review of the application of residential zones and overlays to achieve the neighbourhood character outcomes sought by the community and Council.

Principles for Modern Planning Schemes

As we have highlighted throughout this report, the last seven years has resulted in substantive planning reform that commenced with the introduction of the new residential zones and continues post-Amendment VC148 with PPF translations and the Smart Planning program.

Contemporary practice guidance in *A Practitioner's Guide to Victorian Planning Schemes* and Planning Practice Notes 90 and 91 outline key principles for the drafting and implementation of a modern planning scheme.

Of most direct relevance to neighbourhood character policy, Planning Practice Note 90 encourages councils to adopt an integrated policy framework for housing, including neighbourhood character policy. Significantly, it seeks councils to develop a housing framework that integrates neighbourhood character policies with broader housing policies.

There are now various tools available within the Victoria Planning Provisions that can be used to provide guidance on residential development.

While some of these tools (such as the Design and Development Overlay and Neighbourhood Character Overlay) were available at the time when Council adopted its last Neighbourhood Character Review, many provisions have emerged since that time.

The most substantive of these is the reformed residential zones that were introduced in 2013 and provided greater opportunity for councils to use zone schedules to define different areas

and provide more variation to ResCode standards. More recent improvements and changes to these provisions have introduced mandatory garden area requirements and mandatory height controls to the General Residential and Neighbourhood Residential Zone. Both of these zone schedules can now also contain neighbourhood character objectives.

Planning Practice Note 91 and *A Practitioner's Guide to Victorian Planning Schemes* encourage the use of these, and other tools within a planning scheme to implement the integrated decision-making framework for land use and development.

The principles that can be distilled from this guidance are:

- There is a need to integrate growth and character considerations within land use and development direction in planning schemes;
- Residential zones are the primary tool for guiding the use and development of land. These tools should provide the foundation for guiding development;
- Schedules to the residential zones provide a streamlined opportunity to provide performance-based requirements to implement character and growth policy;
- Overlays can be used to complement the zoning of the land in managing development in special circumstances;
- Where possible, direction for land use and development (including character and growth) should be contained with the zone and overlay controls; and
- Policy should not duplicate controls or other parts of the planning scheme.

In some respects, the 'belts and braces' approach taken within the Bayside Planning Scheme and the approach to activity centre planning has started the journey towards a modern planning scheme.

Over the medium term, the Bayside Planning Scheme will need to shift its emphasis from a policy-focused scheme in relation to housing, to one that is more directive in the outcomes sought through the zone schedules as a primary implementation mechanism.

This transition will provide for a stronger statutory and policy framework and a clearer picture of the integration between Council's character and growth directions.

Having regard to these principles, we highlight two approaches to implementing housing policy within planning schemes that provide a reference for how Bayside can build on its foundational work and progress towards a modern planning scheme.

Example 1: Whitehorse: Implementing Policy Through Zone Reform

In 2012, Whitehorse City Council undertook a wide-ranging review of its Housing and Neighbourhood Character Studies, which were adopted in 2003.

The review was underpinned by extensive community consultation to take a ‘first principles’ approach to defining the valued characteristics of the municipality and how to use the planning system to manage change in accordance with the community’s vision for the municipality.

The *Whitehorse Housing Strategy (2014)* identifies 3 categories of housing change, which were developed having regard to a number of factors including neighbourhood character and improving housing choice. The housing change areas are described as follows:

Limited Change areas enable specific characteristics of the neighbourhood, environment or landscape to be protected through greater control over new housing development. These areas represent the lowest degree of intended residential growth in Whitehorse.

Natural Change areas allow for modest housing growth and a variety of housing types, including medium density housing (but not apartments) provided they achieve the preferred future neighbourhood character.

Substantial Change areas provide for housing growth with increased densities, including inside designated structure plan boundaries and opportunity areas, in accordance with the relevant plans as well as around most train stations, adjoining tram routes and around larger activity centres (Refer to Appendix C for detailed criteria).

Extract from the Whitehorse Housing Strategy (2014)

The *Whitehorse Neighbourhood Character Study (2014)* identifies three character typologies within the municipality and defines these as:

- Garden Suburban Areas (16 individual precincts);
- Bush Suburban Areas (9 individual precincts); and
- Bush Environment Areas (1 precinct).

Amendment C160 to the Whitehorse Planning Scheme implemented the findings of the Housing Strategy and Neighbourhood Character Study, by (among other changes):

- Amending Clause 22.02 ‘Residential Development’ to define the housing change areas and describe the preferred character of each area;
- Applying the reformed residential zones as follows:
 - **Residential Growth Zone** (Schedules 1-3) to Substantial Change Areas;
 - **General Residential Zone** (Schedules 1-6) to Natural Change Areas, including primarily Garden Suburban precincts; and

- **Neighbourhood Residential Zone** (Schedules 1-7) to Minimal Change Areas, including Bush Environment, Bush Suburban and some Garden Suburban precincts).

The zones vary the Site Coverage, Permeability, Landscaping, Side and Rear Setbacks, Walls on Boundaries, Private Open Space and Front Fence Height Standards of ResCode, set out application requirements and decision guidelines which relate to the Council's Neighbourhood Character Study.

In this manner, the zone forms the primary reference point for achieving built form outcomes supported by a local policy and character precinct brochures.

This model provides a good framework for the assessment of applications by Officers. The use of modified ResCode standards under the zone provides a more transparent approach to guiding landowners and designers to achieving outcomes consistent with policy expectations.

Notwithstanding this, a key limitation of this approach is that the issues of character and housing change are still relatively divorced from one another. There are some character precincts that contain areas of substantial change and natural change (for instance) within their boundaries.

This is likely to mean that the character of the substantial change areas within the precinct will change more rapidly over time. In a policy sense, this makes the task of balancing character considerations while allowing change much more difficult. Over time, it may lead to outcomes where character and housing policy are in conflict.

Example 2: Moonee Valley: A Modern Planning Policy Framework

In 2019, Moonee Valley commenced its transition to a modern Planning Policy Framework and the first phase of the implementation of its *MV2040* strategy through Amendment C193moon.

The amendment seeks to replace the Municipal Strategic Statement and Local Planning Policies with a Municipal Planning Strategy and local planning policies within the PPF, consistent with the structure introduced by Amendment VC148.

The amendment will be complemented in the future by a series of 'neighbourhood' level amendments to implement reformed residential zones to be the primary mechanism for controlling land use and development.

The amendment significantly pares back local policy on neighbourhood character and relies on precinct brochures as incorporated documents to provide assessment for neighbourhood character.

This is an interim solution, as Council's neighbourhood level amendments will translate this precinct guidance into zone schedules as appropriate.

Implementing a Planning Scheme Response to Character in Bayside

Having regard to the principles and examples outlined above, character guidance at a policy level within the Bayside Planning Scheme could be appropriately translated into zone schedules in line with the emerging direction for character in planning schemes.

This approach would see preferred character statements, design objectives and design responses from Council's Neighbourhood Character strategies and the policy at Clause 15.01-5L translated into targeted zone schedules.

The use of zone schedules would provide more relevant direction for assessment, through the use of objectives and decision guidelines.

This can be seen as a relatively 'policy neutral' exercise. However, further strategic justification may be required in some instances across the municipality to support this approach, and particularly to justify any ResCode variations, where necessary and relevant. The zone schedules should also contain any relevant direction from Council's Housing Strategy.

7. Conclusion

This report has examined the effectiveness of the existing neighbourhood character provisions within the Bayside Planning Scheme.

The review has found that the Bayside Planning Scheme has adopted a sophisticated approach to the recognition of neighbourhood character that has largely been effective until now. Successive reforms to the Victoria Planning Provisions the last seven years demand Planning Schemes to take a different approach to the issue.

Over the next five years or so, Council will need to proactively take steps towards developing a planning scheme that relies less on policy for its expression on character, and instead relies on zones and overlays to express the preferred character for its residential areas.

These changes will need to be done in an integrated manner and be cognizant of the level of growth anticipated within parts of the municipality.

While these changes are not part of our suite of recommendations (in this report), Council will need to progress this work in line with the principles outlined in Section 6 of this report.

Recommendations

In order to commence the first step the outcomes described above, the following recommendations have been made for immediate change to the character provisions within the Bayside Planning Scheme:

Clause 15.01-5L

- Redraft Clause 15.01-5L to update content, in line with the principles for drafting Planning Policy Frameworks. This redrafting will need to consolidate objectives associated with the policy, update preferred character statements and provide clearer direction for each precinct on the design objectives and design responses, as highlighted in the appendices to this report.
- Notably, this redrafting exercise should reduce repetition in direction for character precincts, particularly where this is found across the vast majority of precincts. In this regard, there might be a significant rationalisation of precinct-specific strategies.
- Amend the neighbourhood character policy, so that it does not apply to land within an NCO.
- Amend Map 1 - Precincts accompanying the policy clause to be consistent with the policy application and explicitly exclude land in the RGZ and ACZ.
- Amend the neighbourhood character policy to outline that it does not apply to land in the General Residential Zone within a MAC or NAC.

- Decant the precinct-specific requirements of the neighbourhood character policy into new residential zone schedules, grouped by similar precincts.

Neighbourhood Character Overlays

- Maintain the NCOs as they currently apply in the Bayside Planning Scheme.

Design and Development Overlays

- Amend the permit triggers for DDOs that apply to residential areas of MACs so that all development is captured.

Neighbourhood Character Precincts

- Precincts A1 and A2 are merged into a single precinct (that excludes the NCO areas).
- Precincts B1 and B3 are merged into a single precinct, and the unique elements of the B3 precinct are reflected in a revised description and preferred character statement.
- Precincts H2 and H3 are merged into a single precinct, and the unique elements of the H3 precinct are reflected in a revised description and preferred character statement.
- The boundary between precincts H4 and H6 is amended to include Fifth Street in H4 (not H6).
- Further consolidation of precincts may be appropriate, if the residential zone translation exercise recommended as part of this review highlights precincts that have similar objectives and strategies for implementation.

Other Recommendations

- The Clause 55 requirements within DDO5 should be translated into the relevant residential zone schedule.
- The Design Objectives within DDO12 (Willis Street Precinct) will need to be reduced from 15 objectives to 5 objectives, in order to comply with the *Ministerial Direction on the Form and Content of Planning Schemes*.

Appendix A – Record of Visual Inspections



Neighbourhood Character review

Record of visual inspections
Bayside City Council

January 2020





Table of Contents

Introduction.....	1
Methodology.....	1
Record of Visual Analysis.....	3
Character Area A1	3
Character Area A2	5
Character Area B1	9
Character Area B2	11
Character Area B3	15
Character Area B4	16
Character Area B5	19
Character Area C1	24
Character Area C2.....	26
Character Area D1	29
Character Area D2.....	31
Character Area D3.....	33
Character Area D4.....	35
Character Area E1	38
Character Area E2.....	41
Character Area E3.....	44
Character Area E4.....	47
Character Area F1	50
Character Area G1.....	55
Character Area G2.....	60
Character Area G3.....	62
Character Area H1	64
Character Area H2.....	66
Character Area H3.....	69
Character Area H4.....	72



Character Area H576

Character Area H678

Character Area H781

Glossop Quality System			
Project Manager	JG	Checked By	MG
Date Issue	January 2020	Revision Number	01

The intellectual property contained in this document remains the property of Glossop Town Planning. This report has been prepared on behalf of and for the exclusive use of the Glossop Town Planning's client. It is subject to and issued in connection with the provisions of the agreement between Glossop Town Planning and its client. Glossop Town Planning accepts no liability or responsibility whatsoever for or in respect of any use of or reliance upon this report by any third party.



Introduction

The purpose of this report is to document our visual inspections. The visual inspections are a critical input to informing our understanding of how built form outcomes are contributing to or changing the character of Bayside's residential areas. The inspections will also inform our analysis and review of the existing neighbourhood character controls and provisions.

Inspections were completed in January 2020.

Methodology

We have completed a detailed survey of each of the 27 neighbourhood character precincts. This was done by way of a drive by of most residential streets and walking a selected number of streets.

The visual inspections included a focus on boundary or edge conditions. We inspected the edges of all precincts and changes in zone boundaries. Based on the 2004 review the preferred character is the main criterion for character precinct delineation.

As part of our analysis we intend to compare the existing description of the precinct (based on the description within individual precinct brochures) against the current observed character. To assist with this our approach to observing and documenting neighbourhood character was informed by the *Bayside Neighbourhood Character Review (August 2004)* and the *Bayside Neighbourhood Character Review – Stage 2 FINAL REPORT (July 2008 – revised August 2011)*.

The list of character elements we observed and recorded is based on the character elements identified in *Planning Practice Note 43 Understanding Neighbourhood Character* (January 2018). Those character elements were:

- Predominant architectural styles and level of consistency;
- Roof styles;
- Building materials;
- Building heights;
- Orientation to the street;
- Space around properties: front and side setbacks, extent of rear gardens;
- Front fences: materials, styles and heights;
- Subdivision pattern;
- Parking and access arrangements;



-
- Topography;
 - Road and footpath treatments; and
 - Landscaping and vegetation: garden styles and street trees; and
 - Any other notable features.

For each precinct we observed and recorded *the dominant* expression of each characteristic within the specific character area.

This report includes detailed survey notes and photographs for each precinct and neighbourhood character areas of high significance. Photographs include examples of 'typical' neighbourhood character elements such as predominate architectural styles, fencing and landscaping.

For precinct G3 we have provided additional notes to provide a description of current conditions.

During the visual inspections we focused on the following:

- Identification of any specific, or unique elements that contribute to the character of the precinct;
- Observing the impacts of recent development (within the last 10-15 years – since the last comprehensive review) on the contribution to character; and
- Boundary or edge conditions.

Please refer to the attached Memorandum (dated 17 December 2019) for further detail on our methodology.



Record of Visual Analysis

Character Area A1

Observations

Mostly interwar housing - California bungalows, arts and crafts. There is a some 1960's to 1990's infill.

Materials mostly Red brick with some weatherboard

Front setbacks typically, 5-7m; side setbacks generally 1-1.5m on one side with driveways and garages recessed to the back on the other (where present - not all houses have a driveway). This results in relatively generous space around the dwellings.

Mostly single storey

Front fencing is mixed in style and height – but almost all properties have some form of front fence.

Flat topography

Subdivision pattern is a modified grid.

Established gardens with exotic and mixed plantings of small to medium sized shrubs with scattered medium specimen trees.

Sealed roads and concrete upstanding kerbs. Footpaths both sides of streets.

Street trees are a mixture of medium to large Melaleuca street trees, and small exotic trees. The larger Melaleuca trees appear to be progressively replaced with exotic street trees. This is particularly evident in NCO4.

The NCO4 area appeared to be highly intact with no examples of recent development.

Observations on the impacts of recent development

Due to the limited size of precinct A1 and the application of the NCO across part of the precinct we observed minimal impact of recent development – in comparison to precinct A2.

Observations on the boundary or edge conditions

Precinct A1 appears to have a slightly different character to the surrounding A2 precinct. This is due in part to more consistent front setbacks, and more formal, established gardens. Double storey dwellings and second floor additions are less prominent in A1 than in the surrounding A2 precinct.

A1 could be merged with A2 – especially if the NCO areas are taken out of the character policy.

	<p>Typical inter-war dwelling in precinct A1.</p>
	<p>Example of dwelling in NCO4. Note the relatively small exotic street tree This dwelling includes a modest, well recessed second floor addition.</p>
	<p>Example of dwelling in NCO4 Note the large Melaluca street tree.</p>

Comparison of existing description against observations

Description: *This precinct is distinctive for its concentration of Inter-War era dwellings, including California Bungalow and Arts and Crafts styles. The detached dwellings are set back a consistent distance from the front boundary ([typically 5-7m](#)) with side setbacks of 1-1.5m on one side and driveways or garages on the other side. There is a strong horizontal*



emphasis in the dwellings due to the single storey nature of ~~the~~ most dwellings, the pitched roofs and flat topography.

Materials are a mix of red brick, render and some weatherboard, and the red terracotta roofs are a unifying feature within the streetscape. Gardens are established with a mixture of exotic and native shrubs and medium sized specimen trees. The large Melaleuca street trees are gradually being replaced with exotic species. ~~There is a casual, open quality to the streetscapes due to the Melaleuca street trees, the wide verges and the mixed fencing styles.~~

Character Area A2

Observations

Victorian, Edwardian and Federation single dwellings with some 1960s to 1990s infill development – several examples of more contemporary infill along Murphy street. There were some examples of roof forms that didn't respect the form the adjoining forms.

Predominantly weatherboard with some red brick materials

Mostly single storey, recent development is two storey. Second floor additions to interwar buildings are not always recessed.

Typically, 4-5m front setbacks.

Side setbacks mostly consistent and generally 1-1.5m on one side with garages and driveways to the boundary on the other. Driveways are not always present.

Front fencing is mixed in style and height. Fencing along Nepean Highway is typically high brick / render.

Flat topography

Established gardens with exotic and mixed plantings of small to medium sized shrubs with scattered medium specimen trees.

Street trees are a mix of medium to large Melaleuca street trees; and small to medium sized native and exotic species.

Sealed roads and concrete upstanding kerbs.

Many streets of bluestone kerbing and channelling.

Foothpaths on both sides of the streets.

Subdivision pattern is a modified grid.

This precinct includes the New Street Social Housing Site. This site current contains eleven 4-storey apartment blocks. housing This site (within the RGZ) will be redeveloped.

Observations on the impacts of recent development



Most new development – while two storey - appears to respect the form, siting and materials of the older dwellings. Materials were often light in appearance and colour. Fencing styles and heights didn't always allow views to the buildings and gardens.

The GRZ1 applies to the future moderate residential growth area (Elsternwick). There is some evidence of contemporary development within the but it is not (yet) delivering 'moderate residential growth'.

GRZ9 'Moderate residential growth area – Martin Street Neighbourhood Activity Centre' applies to a small number of streets near this NAC. There is no evidence – yet on increased development with the GRZ9, nor any difference on the ground between the zone boundaries.

Observations on boundary or edge conditions

Recommend that the RGZ / New Street Social Housing site be removed from the character precincts.

Precinct A2 appears to have a slightly different character to the A1 precinct. Refer to comments above under A1.



Typical inter-war dwelling in precinct A2.
Light materials and colours.
Driveways are sometimes present.



Typical inter-war dwelling in precinct A2.
Light materials and colours.
Driveways are not always present.



Example of more recent development within precinct A2.



Example of recent infill development – with a flat roof in precinct A2 on Murphy Street.
(Photo source: Google Street view)



The New Street Housing estate is within this precinct (demolition is scheduled to commence late 2019).

There are 127 dwellings on the New Street site. They will be replaced by at least 140 new public housing homes and approximately 140 private housing homes.

<https://www.dhhs.vic.gov.au/brighton-new-street>



Example of a typical dwelling in NCO1



Example of dwellings in NCO2.

Varied fence styles but mostly low to medium allowing views into gardens.



Example of dwelling in NCO3

Comparison of existing description against observations

Description: *This precinct is distinctive for its concentration of pre-World War II (WWII) dwellings, predominantly single storey Victorian and Federation styles, with some more recent infill development. The detached dwellings are set forward on the block with small [to medium](#) front [setbacks \(3 to 7 metres\)](#) and [small](#) side setbacks. [Dwellings have](#) ~~and~~*



prominent high pitched, hipped and gabled mainly terracotta tile roofs, with some –metal / colourbond roofs. Gardens are small and low-level, with street trees providing a majority of tree canopy in the streetscapes. The compact building form is offset by the frequent use of weatherboard and bagged brick, which gives the streetscapes a lightness in appearance. ~~Driveways are uncommon, however, when they~~ Where driveways exist, they extend only into the front garden. Front fences are usually provided and are often high and open in style. There is a sense of spaciousness within the streetscape along the main roads (such as Ebdon, Cochrane and Rusden streets) due to the wide streets and verges.

Character Area B1

Observations:

Diverse architecture including Victorian, Edwardian, Federation, Interwar and Post War, along with some 1960s – 90s and more recent infill.

There appeared to be a greater proportion of more recent contemporary in fill in Precinct B1 in comparison to precincts A1 and A2.

Materials distinctive to each period - timber and brick including some render, often with several materials or colours within facades, and articulated facades.

Front setbacks vary from 5-9m.

Side setbacks generally 1 to 1.5m on one side with garages, carports or driveways to the boundary on the other. Dual occupancies were often in the form of side by side with a driveway and garage on both side boundaries.

Predominantly single storey with recent development almost entirely double storey. Second storey development is often prominent, rarely recessed or setback.

More recent and contemporary development is evident closer to the Bay Street Activity Centre. Also, along Orchard Street and Oak Grove (both of which are in NRZ3 – outside the MAC).

There were very few apartments within this precinct – apart Cochrane Street – near Bay Street.

Front fencing is mixed with open style and solid fencing generally medium to high height.

Topography is flat to gently sloping.

Established, mixed native and exotic gardens, with moderate coverings of shrubs and scattered medium to tall specimen trees.

Street trees vary with native and exotic species

Streets have bluestone kerbing and channelling

Subdivision pattern is a modified grid



Observations on the impacts of recent development

While this precinct includes a diversity of architectural styles – infill development is reducing the overall presence of pre World War II (WWII) era dwellings.

Second storey built forms are often prominent in newer dwellings.

This precinct is located adjacent to the Martin Street NAC and partly within the Bay Street MAC. Development in this part of the MAC hasn't yet displayed the same intensity as other parts of the MAC. The only apartments were on Cochrane Street near Bay Street.

More infill / recent and contemporary development observed in B1 than A1 and A2.

Observations on boundary or edge conditions

Within the Bay Street MAC (in the GRZ2) there are some examples of medium density development.



Typical interwar dwelling – with recent development showing to the right.



Example of contemporary infill – note interwar dwelling showing to the right.



Side by side dual occupancy – driveways tend to dominate the street frontage.

This layout is relatively common for dual occupancies.



Apartments on Cochrane Street, near Bay Street (within the Bay Street MAC).

Comparison of existing description against observations

Description: *This area is distinctive for its diversity of architectural styles, with a significant presence of pre World War II (WWII) era dwellings, set within established exotic gardens. Infill development is more common closer to Bay Street and North Brighton Station. The garden plantings, some with large trees, along with extensive avenue street trees, create a green leafy setting for the area. The original detached dwellings are predominantly single storey with detailed and articulated facades and rooflines. Infill development is two stories. Building materials reflect the era of development and often consist of a mix of brick, render and timber. There is a sense of spaciousness around the dwellings due to the side setbacks, and while front setbacks vary across the precinct, there is consistency within streetscapes. Front fencing styles vary throughout the area with open style and solid fencing of medium to high (1- 1.8m) height the most common. Bluestone kerbing adds a distinctive feature to the streetscapes.*

Character Area B2

Observations:

Diverse architecture including Victorian, Edwardian, Federation, Interwar, Post War and 1990s reproduction, some 1960s - 80s, and occasional Mansions and English attic houses.

There are a variety of building materials – but predominantly brick and render



Front setbacks vary from 5-9m, some are larger and occasionally houses on angle to street

Side setbacks generally 1.2-1.5m on one side with garages, carports or driveways to the boundary on the other, new development 1m each side and some houses setback 3-4m each side

Predominantly single storey, new development and some localised streets predominantly 2 storeys

Front fencing is mixed with open style and solid fencing generally low or high.

Topography is flat to gently sloping to undulating

Established, mixed native and exotic gardens, with moderate coverings of shrubs and scattered medium to tall specimen trees.

Street trees vary with native and exotic species, some streets have strong avenues, others have newer planting

Streets have bluestone kerbing and channelling

Subdivision pattern is crescents and grid with some parts modified grid

Observations on the impacts of recent development

There are some apartments developed and under construction within the Church Street MAC – this is particularly evidence along Well Street (some of this development has and is occurring in the C1Z).

There are some large single dwellings / mansions that dominate the streetscape – particularly in the North west part of this precinct.

Development in the Bay Street MAC (South of Bay Street) hasn't yet displayed the same intensity as north of Bay Street.

There is evidence of apartments along Well Street in the Church Street MAC – both built and under construction with several other dwellings with hoardings up advertising new apartments.

There appeared to be fewer examples of recent development within the GRZ2 in Bay Street MAC compared to the Church Street MAC – where there were apartments and townhouses.

Observations on boundary or edge conditions

The boundary of this precinct appears logical – it is based on the extend of the unique street layout.



Single contemporary dwelling – adjacent to original dwelling.



Apartments in Bays Street MAC



Examples of more intensive development within the Church Street MAC



Example of apartments on Wells Street in a residential zone (Church Street MAC)



Typical example of existing dwellings within garden setting.



Example of a dual occupancy in B2.

Comparison of existing description against observations

Description: ~~This~~ The most distinctive element of this precinct is ~~based around a~~ the formal street pattern of crescents and geometric streets that have been skewed to relate to the formal crescent pattern. There are a number of large public and institutional buildings (such as schools and churches) ~~scattered~~ throughout the precinct, along with individual heritage



buildings, reflecting the role as Brighton's oldest residential area. While the street-form plays a strong unifying role for the precinct, this is not reflected in the buildings which contain a variety of architectural styles, setbacks and fence styles. Materials are also mixed brick and render, and there is often a variety of materials or colours within the facades. Gardens are established with native and exotic species. Street planting is a mixture of exotic and native species.

Character Area B3

Observations:

Large houses - diverse styles and architecture. Victorian, Edwardian, Interwar, some post war - 90s double storey.

Brick and render materials

Fronts setbacks 7-10m, but appear much larger because of wide verges

Mixed side setbacks, either 1m and 3-4m or 3-4m either side. There is a generous amount of space around most dwellings.

Approximately 50% double storey

Mixed fencing styles – mostly high solid front fencing

Topography is flat and gently sloping to the bay

Gardens are shrubby with canopy trees in back yards

Street trees are tall strong exotic avenue, pines and elms

Upstanding kerbs with 10-12 m grassed verges

Main road

Presence of 'Anzac' campus of Star of the sea provides a continuous landscape break between dwellings on south side of the road.

Observations on the impacts of recent development

As dwellings have large front setbacks, are often screened by mature vegetation and are well setback from side boundaries in-fill development has had a limited impact with this small precinct – which already contains a diversity of styles of dwellings.

Observations on boundary or edge conditions

It is the tall street tree avenues (and wide verges) that provide the unifying element to this precinct. Apart from the consistent large setbacks' dwellings are similar to the adjoining B1 precinct.



B3 – main road and wide verges with large front setbacks means dwellings appear to be set well back from the road – often behind vegetation.

Example of an interwar dwelling



B3 Example of infill development.

Comparison of existing description against observations

Description: *This precinct, centred on North Road, has a spacious character due to the combination of very wide verges and medium to large building setbacks. Side setbacks also contribute to the sense of spaciousness. The houses are large and range from Victorian through to Inter-War and Post-War styles with some more recent infill development. Front fences generally allow views of the building, but where they restrict views to the dwellings, roof forms are still visible within the streetscape. Canopy trees and large shrubs are often visible behind fences and frame and soften the buildings. The tall street tree avenues provide a unifying element to the precinct.*

Character Area B4

Observations:

New housing reproduction styles of mostly Georgian some reproduction Victorian and some contemporary housing styles

All double storey dwellings



The former school building appears to have been retained and converted to dwellings. It overlooks an area of grassed open space.

Render and brick materials

Front setbacks 2-4m.

Side setbacks most often 0m on one side and 1m on the other. There is more limited sense of spaciousness around the dwellings – in comparison to the surrounding B1 precinct.

Front fencing is either open or high and solid

Topography is flat

Gardens are developing and low level

Street trees are formal mid-size exotic species and regularly planted.

Footpaths mostly on one side of the street only.

Rollover kerbs

Observations on the impacts of recent development

None – this precinct represents contemporary development.

Observations on boundary or edge conditions

Boundaries are appropriate this precinct represents contemporary development.



The former school building in precinct B4



Street trees are maturing and provide extensive canopy along some streets.



Large two storey houses are typical in this precinct.



Rollover curbs.
Garages dominate some street frontages

Comparison of existing description against observations

Description is accurate.

Description: *This precinct has been recently developed on the site of a former high school and differs quite significantly from surrounding areas due to the nature of the housing stock and the concentration of double storey dwellings. The building forms dominate the*



streetscape due to their height, small front setbacks and minimal side setbacks. The area has more of a modern feel to it due to the contemporary and reproduction styles of the architecture and the rollover kerbs. The low level gardens, regularly planted street trees and the grassy verges help to soften the built form.

Character Area B5

Observations:

Diverse architecture including Victorian, Edwardian, Federation, Interwar and Post War, along with 1960s, 1970s, 1980s and 1990s.

There appeared to be a greater variation of architectural styles east of Nepean Highway.

Building materials are timber and brick including some render, often with several materials or colours within facades, and articulated facades.

Front setbacks vary from 5-9 m across the area.

Side setbacks generally 1.2-1.5m on one side with garages, carports or driveways to the boundary on the other.

Predominantly single storey with second storeys additions recessed by several metres. Infill development is two-storey.

Front fencing is mixed with open style and solid fencing generally medium to high height.

Topography is flat / slightly undulating.

Gardens characterised by established, mixed native and exotic plantings with moderate coverings of shrubs and scattered medium to tall specimen trees.

Street trees vary with native and exotic species.

Some streets of bluestone kerbing and channelling (including Downs Avenue area)

Subdivision pattern is a modified grid.

NCO5 (Downes Avenue area)

Intact group of interwar dwellings – good examples of Spanish Mission style

Wall materials mostly render - colours complement the style and materials of the dwelling.

Pitched roofs.

Street trees are mature native and regularly spaced.

Blue stone curb / channelling

NCO6 (Myer Court)

Intact 1960s streetscape.



Varied forms / styles – but consistent materials (orange brick)

Single or low pitched roof forms

Landscaped front gardens.

Low or no front fences

Land in GRZ4 (Bay Street MAC)

This part of the precinct has almost entirely been re-developed – medium to high density development predominately apartments.

Observations on the impacts of recent development

Infill development is more apparent west of Nepean Highway.

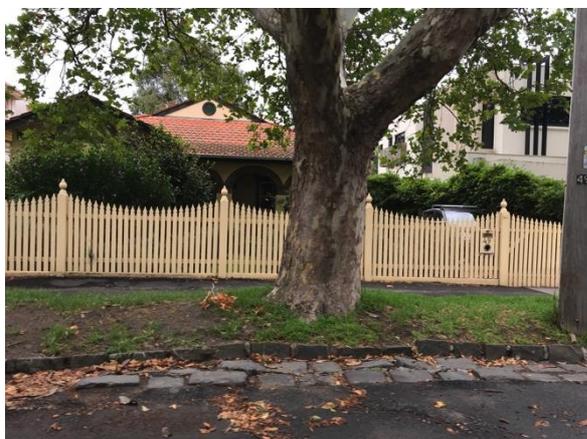
Within the Bay Street MAC there are a number of midrise apartments (4-5 stories) that dominate the southern side of Warleigh Grove.

Observations on boundary or edge conditions

Land is GRZ4 within the Bay Street MAC (along the south side of Warleigh Grove) has been almost entirely been re-developed – medium to high density development predominately apartments. Recent development in this zone schedule does not reflect the preferred character statement. However, there is very limited evidence of increased development in the rest of the MAC in this precinct (zoned GRZ2), nor any difference on the ground between the zone boundaries. Dwellings on the north side of Warleigh Grove (opposite the apartments) are typically single storey inter war dwellings.

Downes Avenue is an isolated stand along part of the precinct.

Myer Court (within NCO6) displays a different character to the streets that adjoin it, and most of the B5 precinct.



Typical dwelling in precinct B5
Blue stone channelling.



Example of a more recent development in B5



Second floor addition in B5.



Example of a more recent development in B5



Example of dwelling in NCO5



Example of dwelling in NCO5



Example of dwelling in NCO6



	<p>Example of dwelling in NCO6</p>
	<p>Contemporary apartment development in GRZ4 – (Warleigh Grove) Bay Street MAC</p>
	<p>Contemporary apartment development in GRZ4 – (Warleigh Grove) Bay Street MAC</p>

Comparison of existing description against observations

Description: *This precinct, divided by the Nepean Highway and including Downes Ave to the west, is unique for its concentration of Edwardian, Federation and California Bungalow era dwellings. There is a consistency within the streetscapes due to the regular front and side setbacks, and pitched roof forms. Dwelling front facades often contain a mix of*



materials such as brick, timber and render with red terracotta roofs. Within a streetscape, there is often consistency in the materials used. The detached dwellings are generally single storey with detailed and articulated facades and rooflines. Gardens are established with predominantly exotic plantings including shrubs and medium sized canopy trees. In some streets the tree planting provides a strong unifying element for the area.

~~Meyer Crt has characteristics similar to the remainder of this precinct, although the architectural style is consistently low scale, brick 1950s era dwellings, with open frontages.~~

Character Area C1

Observations:

Mix of Victorian, Edwardian, interwar with contemporary and reproduction infill particularly closer to the waterfront, some 60s – 90s infill, and some mansion houses. There are examples of contemporary development that incorporate flat roofs.

South of Grovenor Street there are less examples of pre WWII dwellings.

Building materials are dominated by red brick (pre-WWII dwellings), cream brick (1950s – 1960s dwellings), rough cast and rendered facades.

New houses are rendered in light colours.

Front setbacks vary from 7 - 8m, larger house and mansions have greater setbacks

Side setbacks generally 2m on one side with garages and driveways to the boundary on the other. Side setbacks closer to the foreshore, and in infill development is typically are 1m and 0m.

Mix of single and double storey, more double storey east of St.Kilda Road, and closer to the foreshore (especially along Beach Road).

Front fencing is mixed with open style and solid fencing and generally tall, some areas dominated by tall solid fences.

Mix of concrete and blue stone curb and channelling. Some streets in the northern part of the precinct had relatively wide road reservations (for example Dawson, Coles and Foote Streets).

Topography is generally flat with a gentle slope to the foreshore

Gardens characterised by established, predominantly exotic plantings of lawn with small to large shrubs with a moderate cover of medium and tall trees.

Medium to large sized street trees of native and exotic species, often in impressive avenues

Observations on the impacts of recent development

There were several examples of recent contemporary development that did not appear to be consistent with the preferred character statement.

Observations on boundary or edge conditions

The edge of this precinct appears to be appropriate.

While there is no definite line between the B and C character areas (this observation was also made in the *Bayside Neighbourhood Character Review (August 2004)*) One of the primary distinctions between the B and C character areas is the visual connection, and response to the foreshore. This becomes much less apparent on the east side of New Street. The use of New Street to divide these two-character areas appears to be appropriate.

The boundary with the surrounding C1 precinct appears to be appropriate. There is a shift in character between the C2 and the C1 precinct; most notably the lack of original dwellings along with the size and mansion character of dwellings in precinct C2.



Example of interwar dwellings in precinct C1.
Concrete curbs



Example of in-fill development with high fence.
Blue stone curb and channelling



Example of a contemporary development in precinct C1

Comparison of existing description against observations

Description: *This area is characterised by a variety of architectural styles dating from the Victorian era through to recent developments, including ~~with some examples of~~ Mansion houses. Dwellings are usually set within a leafy garden setting of large established gardens of predominantly exotic plantings. In streets with impressive avenues of street trees and high fences, the views to buildings are minimal and the street appears to have strong 'walls' created by fences and canopy trees. ~~In other streets, the roof forms dominate the streetscape due to their visibility above the solid fences.~~ Dwellings are often two storey with articulated front façades and roofs, and space around buildings for garden plantings. Materials are often ~~red brick or~~ roughcast/rendered light colours. Newer developments have smaller setbacks and often use contemporary building materials.*

-Views ~~to~~ of the Bay are maximised by properties along Beach Road. These dwellings are usually two storey and incorporate extensive glazing.

~~fronting the foreshore which are usually two storey, and are also possible down straight streets that intersect with the foreshore.~~

Character Area C2

Observations:

Mix of contemporary and modernist styles, and occasional large interwar dwellings (these have often been renovated / restored).

Buildings materials are dominated by light coloured render, and glazing.

Front setbacks are 6-7m

Side setbacks are minimal usually 1m each side

All dwellings are double store - some are 3 storey.

Front fences are tall and solid



Topography is gently sloping at the top of the dune

Gardens characterised by established predominately exotic plantings of lawn and small to large shrubs with a moderate cover of medium sized canopy trees. Aside from some scattered palm trees in front setbacks there is a lack of tall canopy trees in the private realm.

Medium to large sized street trees of native and exotic species - sometimes in impressive avenues.

Upstanding concrete kerbs.

The subdivision pattern follows the shoreline. Most streets are no through roads and terminate at the shoreline.

Observations on the impacts of recent development

The impact of recent development is limited as this precinct contains a high proportion of large contemporary dwellings, that typically reflect their coastal setting (through their design, finishes and often extensive use of glazing).

Observations on boundary or edge conditions

The boundary with the surrounding C1 precinct appears to be appropriate. There is a shift in character between the C2 and the C1 precinct; most notably very few original dwellings along with large infill dwellings, including mansions in precinct C2.





High solid fences are common



Typical example of a large dwelling in this precinct.



Example of avenue of street trees. View from edge of precinct C1 looking towards precinct C2 and the coast at the end of the street.

Comparison of existing description against observations

Description: *The precinct consists of a narrow strip of properties along the coast, containing an eclectic mix of housing styles. ~~Most original~~ Older dwellings ~~have been in the area~~ are ~~being~~ replaced ~~by~~ with larger ~~new~~ contemporary dwellings that take advantage of the views across the Bay. Dwellings create a built form edge to the coast and are large, ~~usually~~ mostly two storey, ~~and~~ with a high site coverage. Materials such as glass and render, light coloured*



materials and large balconies reflect the coastal location and desire for views. Glimpses of vegetation are occasionally visible behind high, solid fences.

Character Area D1

Observations:

Mix of interwar (examples of Californian Bungalows) and some post war 1950s dwellings, along with infill from 80s and 90s - some reproduction and some contemporary development.

Recent development is double storey and much of it dominates the streetscape.

Building materials are dominated by red and clinker brick and roughcast or rendered facades, some brick for the 50s dwellings

Front setbacks vary from 5-8 m across the area

Side setbacks generally 1-1.5m on one side with garages and driveways to the boundary on the other, new development has 1m setbacks on each side

Original dwellings are single storey dwellings, new development is double storey, some second storey extensions

Front fencing is predominantly low, brick or rendered, some open and higher fencing

Topography is generally flat to undulating

Gardens are characterised by established, mostly exotic plantings of small to large sized shrubs with occasional medium to tall specimen trees

Small to large sized street trees of native and exotic species, some avenues

Mostly concrete upstanding kerbs

Footpaths both sides.

Subdivision pattern is a standard to modified grid

Observations on the impacts of recent development

Recent development appeared to be more intense than original development, much of it dominated the streetscape. All examples observed were two storey.

A lot more brick in this precinct in comparison to the A and B character areas.

The preferred character includes the following:

The strong horizontality of the existing dwellings is respected by recessing upper levels of new dwellings, incorporating low pitched roof forms and articulating the front facades.



This was not typically observed in the more recent development.

Observations on boundary or edge conditions

Boundary of this precinct appeared to be logical.

	<p>Typical interwar housing, some with recessed second storey additions.</p>
	<p>There were examples of 1980's-1990's reproduction in precinct D1</p>
	<p>Example of more recent development in precinct D1</p>

Comparison of existing description against observations



Description: *This area contains a mixture of predominantly low scale housing styles from the Inter-War and Post-War eras with some pockets of newer development. Dwelling materials reflect the eras, with a mixture of mainly brick, and also weatherboard and render. Dwellings sit within established gardens of predominantly exotic species with occasional tall, usually exotic trees. There is a strong horizontality to the streetscapes due to the predominantly single storey nature of the dwellings and the prominent, hipped and gabled roof forms. The mostly low front fences are usually brick or rendered masonry, often appropriate to the dwelling era, and provide an open quality to the streetscapes. Street trees of native and exotic species, including some avenues, add to the vegetated settings of the dwellings.*

Character Area D2

Observations:

Mix of mostly 1950's dwellings with some 90s reproduction infill and contemporary development.

Buildings materials are mostly cream brick, some red clinker brick and some render. Noticeable shift away from red brick (in D1) to cream brick (in D2) as the main building material.

Concentration of newer development in the southern area – particularly near the golf course.

Front setbacks vary from 5-8 m across the area

Side setbacks generally 1-1.5m on one side with garages and driveways to the boundary on the other, new development has 1m setbacks on each side

Predominantly single storey dwellings, new development is double storey, some second storey extensions

Front fencing is predominantly low, brick or rendered, some open and higher fencing

Topography is generally flat to undulating

Gardens are characterised by established, mostly exotic plantings of small to large sized shrubs with occasional medium to tall specimen trees

Medium to large sized street trees of native and exotic species

Concrete upstanding kerbs

Subdivision pattern is a standard to modified grid

Observations on the impacts of recent development

Similar to D1 recent development appeared to be more intense than original development, and all examples observed were two storey.

There was a higher proportion of new development in the southern area of precinct D2. Many of the lots adjoining and overlooking the golf course have been redeveloped.

Observations on boundary or edge conditions

This precinct includes land within the ACZ. There is no evidence (yet) of increased development with the ACZ nor any difference on the ground between the zone boundaries.

	<p>D2 – typical cream brick</p>
	<p>D2 – typical cream brick</p>
	<p>Recent development near the golf course Source: Google maps</p>

Comparison of existing description against observations



Description: *This area contains a variety of single storey, simple, predominantly Post-War dwellings, often double or triple fronted and cream brick with a strong horizontal emphasis. There are some pockets of more recent development which are often two storey and more vertical in form. Front setbacks vary from 5-8m throughout the area, while side setbacks are usually 1m on one side with garages and driveways to the boundary on the other. The predominantly low or open style fences contribute to a sense of openness within the area. The open spaces of Brighton Golf Course and Dendy Park enhance the spaciousness of the southern part of the precinct. Street tree planting is a mixture of large and ~~small~~medium, native and exotic species.*

Character Area D3

Observations:

Mix of Victorian, and Interwar dwellings with some recent infill.

Mostly timber buildings materials with some red clinker brick

Front setbacks are 4-5m (typically much smaller compared to adjoining precincts)

Side setbacks are relatively small either 1m on each side or 1-1.5m on one side with garages and driveways to the boundary on the other.

Predominantly single storey dwellings, infill development is double storey

Front fencing is generally low to medium heights, with timber picket and brick materials

Topography is gently undulating

Gardens are characterised by established, mixed native and exotic plantings, and are mainly low level, with occasional larger trees and shrubs.

Street trees (where present) are generally native, some streets have no nature strips

Many streets have a relatively narrow road reserve.

Bluestone kerb and channelling

Subdivision pattern is a standard to modified grid

Observations on the impacts of recent development

Given the small scale of much of the original development (particularly single storey / small timber cottages) new development tended to dominate the streetscape.

There were several examples of recent contemporary development that did not appear to be consistent with the preferred character statement.

Observations on boundary or edge conditions

This is quite a small precinct – definitely contains examples of narrow streets / no verge/ small setbacks and ‘cottages’ especially along Blanch and Rosebury to the north. Road reserves and verges are a little more generous in the south.

Boundary of this precinct appeared to be logical.



Typical ‘cottage’ style dwelling in precinct D3.



Typical ‘cottage’ style dwelling in precinct D3.



Typical inter war dwellings in the precinct. Both adjoining properties have second storey extensions.



Small 'cottage' style dwelling to the right, with newer dwellings to the left.

Comparison of existing description against observations

Description: *This precinct has a mix of pre WWII dwellings and ~~Inter-War dwellings~~, often cottage in style, interspersed with some more recent infill development. In some streets small ~~Small~~ front setbacks and narrow streets, and a lack of a verge create a very intimate or compact streetscape. This is, offset by the sense of lightness created by the frequent use of weatherboard building materials, and open style fencing. Older dwellings are predominantly single storey, while newer development tends to be double storey and more dominant in the streetscape due to their use of heavy building materials and frequent solid ~~brick~~ fences. Gardens are established with a mix of native and exotic vegetation and medium to large canopy trees or large shrubs framing the dwellings. The native street trees add to the sense of casualness ~~found within~~ in the precinct.*

Character Area D4

Observations:

Variety of styles. Mix of inter war / 1950's with some 1980's and newer more contemporary dwellings.

Building materials are mostly dark brick or render, some interwar dwellings are cream / red brick or weatherboard

Front setbacks vary from 5-8 m across the area

Side setbacks 1m and 3-4m on interwar and 50s dwellings / 1m each side with the garage incorporated on newer developments.

interwar and 50s dwellings are predominantly single storey, while newer dwellings are predominantly double storey.

Front fencing is solid and high, some examples of low with brick materials on interwar and 50s dwellings

Topography is gently undulating



Gardens are characterised by established, mixed native and exotic plantings of small to large sized shrubs with scattered medium to tall specimen trees, there are some 90s designer gardens

Street trees are varied in species – it appears that some of the larger natives may have been replaced by exotic species (many of which are of a medium size).

Concrete upstanding kerbs

Subdivision pattern is a standard to modified grid

Observations on the impacts of recent development

This precinct is quite varied in terms of the era of development and architectural styles. There were some examples of contemporary development that did not appear consistent with the preferred character statement.

This precinct is quite varied – large road reserves / verges than D2.

Street tree replanting may have had an impact here – the ‘avenues of large natives’ are being progressively replaced and there are medium sized exotic street trees planted regularly on some streets.

Observations on boundary or edge conditions

Boundary of this precinct appeared to be logical.



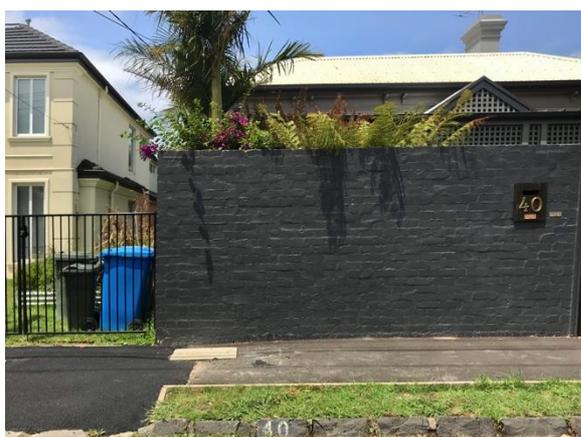
Example of a 1950's brick dwelling in this precinct.



Variety of architectural styles in D4. There is a more recent two storey development to the right.



Example of a more contemporary development.



There are a mix of fencing styles in this precinct.



Example of a street where large native street trees are being progressively replaced.

Source: Google street view

Comparison of existing description against observations

Description: *This area contains a wide mix of dwellings from Inter-War and 1950s, through to more recent development from the 1980s, set within garden settings with occasional tall exotic trees. Older dwellings are predominantly single storey with 1m and 3-4 m side setbacks. Newer, while newer dwellings are often double storey and garages are incorporated into the development. They are often built to at least one side boundary. Front fencing typically reflects the era of the dwelling with solid and high front fencing on newer development and low brick materials on older dwellings. Higher front fences limit views to the dwellings and the sense of openness and spaciousness that would have existed in the precinct. Materials are predominantly brick or render with some pockets of weatherboard. ~~While there is wide variation across the area, where they occur, the large avenues of native street trees help to unify the area.~~ Street trees are varied in species and size.*

Character Area E1

Observations:

Some interwar dwellings, but mostly 50s and 60s dwellings, some infill from the 80s – 90s. There were more interwar dwellings towards Hampton Street and some examples of Victorian dwellings (west of Hampton Road).

South Road has a higher concentration of mansions and large houses.

Some examples of reproduction styles – but not as prevalent as in E2.

Building materials are predominantly cream brick with some red and clinker and some rendered materials

Front setbacks are 7-8m

Side setbacks generally 2m on one side with 3-4m setbacks including garages and driveways to the boundary on the other, newer development is 0m and 1m

Space around dwellings side and front – appear more spacious than B2 to the north.



Mostly single storey original dwellings, newer development is double storey. Examples of second storey extensions (not as prevalent as in E2 and F1).

Front fencing is mixed. newer development and development along main roads mostly high fences

Topography is flat to rolling

Gardens are typically large with exotic shrubs and scattered canopy trees

Native and exotic street trees

Upstanding concrete kerbs with nature strips, some bluestone kerbs west of Hampton

Subdivision pattern is a grid with wide blocks

Most streets have footpaths on both side of the street.

Observations on the impacts of recent development

There are examples of recent development that did not appear to be consistent with the preferred character statement and some second storey extensions that dominated the streetscape.

The impact of recent development was not overwhelming given the variety of architectural styles and period of original dwellings (Victorian through to 1960's)

Observations on boundary or edge conditions

Precincts E1 and E2 are fairly similar and share many similar characteristics. If they remain as two separate precincts the boundaries appear logical.



South Road mansion houses

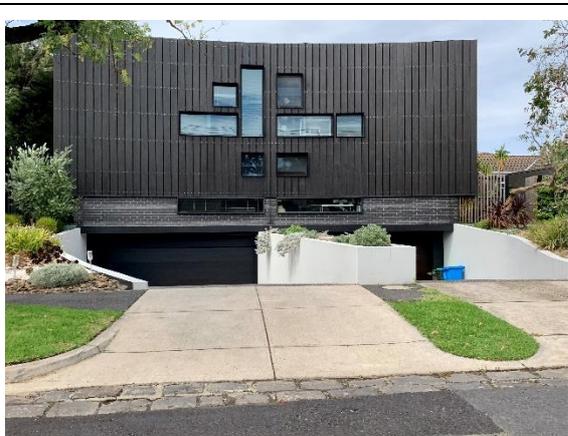


Example of typical cream brick interwar dwelling with second storey extension



Contemporary development not always consistent with the preferred character statement.





Side by side dual occupancy – common arrangement in Bayside for dual occupancies.

Comparison of existing description against observations

Description is accurate.

Description: *This area is characterised by large homes set within spacious landscaped grounds. Architecture is from a variety of eras, mainly between early Post-War and the 1960s, with some Victorian and mansion dwellings. Older dwellings are often single storey and newer are double storey. Apart from the newer dwellings, buildings have prominent hipped and gabled roofs with large eaves. Front and side setbacks are large, contributing to a sense of spaciousness and allowing some large canopy trees to establish throughout the precinct. Large streets and wide verges also contribute to the spaciousness. Front fence styles are mixed. Spectacular avenue plantings in some streets, in conjunction with established gardens and large canopy trees, provide a green leafy setting for the area and assist in buildings not dominating the streetscape.*

Character Area E2

Observations:

Predominantly Inter War styles with scattered 1950s - 1960s and some contemporary dwellings (there was a high concentration of contemporary dwellings north of Were Street).

There were examples of mansions along South Road.

Most second storey extensions were well setback and didn't dominate the streetscape.

Building materials are a mixture of red brick, with some cream brick, rendered and weatherboard materials

Front setbacks are 7-9m

Side setbacks generally 1m on one side with 3-4m setbacks including garages and driveways to the boundary on the other, newer development is 0m and 1m



Predominantly single storey, with some second storey extensions. Newer development is double storey.

Front fencing is predominantly medium.

Topography is flat

Gardens are large with a mixture of hardy evergreen and exotic shrubs, some areas have canopy trees and dense gardens - there were more exotics in this precinct than F1.

This precinct felt quite green and leafy – there was less contemporary development than adjoining precincts and the presence of larger canopy trees was a defining characteristic.

Street trees are informal and scattered, with some consistent avenues

Mix of concrete upstanding and bluestone kerbs and channelling

Subdivision pattern is a modified grid

Observations on the impacts of recent development

Compared to adjoining precincts there appeared to be less contemporary development and examples of recent developments of one dwelling on a lot that were reflective of the preferred character.

The preferred character includes:

... dwellings sit within established gardens that incorporated some coastal species plantings.

This was not observed – vegetation in the private realm was mostly exotic.

Observations on boundary or edge conditions

Precincts E1 and E2 are fairly similar and share many similar characteristics. If they remain as two separate precincts the boundaries appear logical. The main difference is a preferred character statement that refers to pitch roofs (E2) and some coastal planting (E2) and not 'spacious landscaped grounds' (E1).

The boundary of this precinct appeared logical – with the exception of the inclusion of part of the Hampton MAC within the precinct. Refer to comments below under F1.



Front fences are typically medium to high.





Comparison of existing description against observations

Description: *The streetscapes in this precinct have a spacious quality due to the large front setbacks, established gardens and wide nature strips. There is a diverse range of architectural styles and materials within the area, however the Inter- War style predominates in many streets, with its large low pitched roofs with wide eaves. The large gardens are densely planted and wrap around the dwellings separating them from each other. The space for garden planting is provided by the side setbacks on both sides and the large front setbacks. Front fences are ~~predominantly low to~~ medium to high and typically height and constructed of brick. ~~Street tree planting is inconsistent at present.~~ There are a number of Mansions along South Road.*

Character Area E3

Observations:

Mostly timber Californian Bungalows with occasional interwar dwellings and recent infill

Some streets were consistent timber bungalows.

Building materials are predominantly weatherboard, with some red and clinker brick

Front setbacks are typically 6 – 7m

Side setbacks generally 1m on one side with 3-4m setbacks including garages and driveways to the boundary on the other

Predominantly single storey. There were examples of second storey extensions. Some were well recessed and almost hidden from the streetscape, others dominated the streetscape. All new dwellings observed were two storey.

Front fencing is a mix of low brick and average height picket, with some localised areas of solid high fencing

Topography is flat to rolling on sand dune hills



Gardens are typically medium sized, with a mixture of hardy evergreen and exotic shrubs, large trees and lawn areas Street trees are mixed species in informal avenues, there are some spectacular exotic avenues

Concrete upstanding kerbs

Subdivision pattern is a regular grid

Observations on the impacts of recent development

We observed very few dual occupancies in this precinct. Contemporary dwellings that were constructed from dark / heavy materials were out of character and tended to dominate the streetscape.

Observations on boundary or edge conditions

The boundary of this precinct appeared logical – with the exception of the inclusion of part of the Hampton MAC within the precinct. Refer to comments below under F1.

	<p>Example of second storey addition (not always hidden or recessed)</p>
	



Impact of contemporary development adjacent to original inter-war dwelling.



Comparison of existing description against observations

Description is accurate.

Description: *This area is distinctive for its concentration of California Bungalow style dwellings, although examples of other Inter-War and more recent development can be found. The typically single storey, weatherboard dwellings are well articulated with hipped and gabled roofs and are set within established gardens of predominantly exotic species. In*



streets with strong avenue street tree plantings, the green leafy setting is strengthened. Front and side setbacks are very consistent within streetscapes and provide for vegetation around dwellings and views through to backyard planting. Front fencing is a mix of materials and low to average in height, except on main roads.

Character Area E4

Observations:

Varied architectural styles. Dwelling ear is a mix of some interwar (in the north of the precinct) 50s / 60's and 80s – 90s dwellings / contemporary.

Dwellings on Beach Road are double storey – mostly render and extensive use of glazing. However, the built form along the Road is smaller / less dominant than Brighton.

Building materials are a mix of weatherboard, all types of brick and render

Front setbacks vary from 5-8m

Side setbacks generally 1m on one side with 3-4m setbacks including garages and driveways to the boundary on the other and 1m and 0m on new development

30 – 50% double storey dwellings, all double storey along Beach Road, and more double storey in the south

Front fencing is a mix of low and high with solid materials, some gardens have no front fence

Topography is gently sloping on a sand hill.

Gardens are typically modest (smaller than precincts E1 to E3) with a mixture of exotics and some coastal native shrubs and trees

Street trees are often native species in intermittent avenues

Mix of concrete upstanding and bluestone kerbs, with wide nature strips, two unsealed roads

Subdivision pattern is a modified grid with crescents to the bluff

Observations on the impacts of recent development

There were limited examples of dual occupancies and contemporary development in this precinct. Given the varied styles and architectural styles already present (mostly post war) they had a limited impact across the precinct.

Observations on boundary or edge conditions

Boundaries appear to be logical.

Within this precinct there is a definite shift away from the characteristics of E3 and H1 - to the east.



One of the two unsealed roads in the precinct

Example of original dwelling



Comparison of existing description against observations

Recommend the following changes:

Description: This area has an informal coastal feel to it due to the ~~prevalence~~ presence of coastal vegetation ~~and the informal nature of the streetscapes,~~ . There are two streets of which are remain unsurfaced and lack kerbs or footpaths. The topography of the land slopes gently to the beach and a series of crescents emphasise the landform in the southern end of the precinct. The buildings are from a range of eras, mostly post WWII, ~~from the 1950s onwards,~~ with occasional dwellings from earlier periods. The use of weatherboard, light coloured materials and detailing contributes to a sense of lightness of many of the structures. There is a mix of single and double storey dwellings with double storey prevalent in the south and along Beach Road to gain access to views. Front fencing is a mix of heights and styles. Gardens ~~consist are a mix~~ of exotics and native coastal shrubs and trees. Most dwellings, ~~and buildings~~ are set back from at least one the side boundary allowing views through ~~to backyard~~ vegetation in the backyard.



Character Area F1

Observations:

Mostly inter-war / some Federation and Victorian closer to train stations.

Scattered 1950's / 1960s development including some older flats (around Sandringham MAC).

Some recent infill development and mostly contemporary styles along Beach Road.

Building materials are predominantly lightly coloured weatherboard, with some brick used on infill and some interwar houses. Render is used on contemporary styles

Front setbacks vary from 5-9m.

Single storey dwellings (original dwellings) with numerous examples of second storey additions. All double storey dwellings along Beach Road.

Side setbacks generally 1m on one side with 3-4m setbacks including garages and driveways to the boundary on the other.

Overall front fencing varied in style and height – but often related to the era of the dwelling. Within gypsy village front fencing is predominantly picket of medium height. High solid fencing in localised areas.

Topography is gently undulating on a sand dune hill

Gardens are typically medium – large sized, with a mixture of hardy evergreen and exotic shrubs, large trees and lawn areas, some localised areas of significant canopy trees

Street trees are often large and native in intermittent avenues

Mix of bluestone and concrete upstanding kerbs with nature strips and some wide verges

Subdivision pattern is a Regular grid with some diagonal streets following the shoreline.

The width of road reserves is varied – some East West roads were quite wide, while north south connections were relatively narrow in comparison.

Observations on the impacts of recent development

There are three zones and five zone schedules that apply to this precinct which includes the includes the Sandringham and Hampton Major Activity Centres. Therefore while some development may not be consistent with the neighbourhood character statements it may be consistent with the objectives in the zone schedules.

Based on the earlier description and notes there would appear to be less pre-WWII than 15 years ago.

There was a mix of second storey additions and two storey contemporary infill.



Compared to adjoining precincts there appeared to be a higher proportion of two storey dwellings that were second storey additions – many were setback / recessed and they typically did not dominate the streetscape (often due to vegetation in front setbacks) as much as large new second storey dwellings - which tended to have smaller / less mature gardens.

There were very few examples of Medium density development within the GRZ areas in both MACs. While there were some recent dual occupancies there were very few examples of 3-storey dwellings / town houses / apartments.

There is no evidence of the change in zone boundary (from GRZ to NRZ) on the ground.

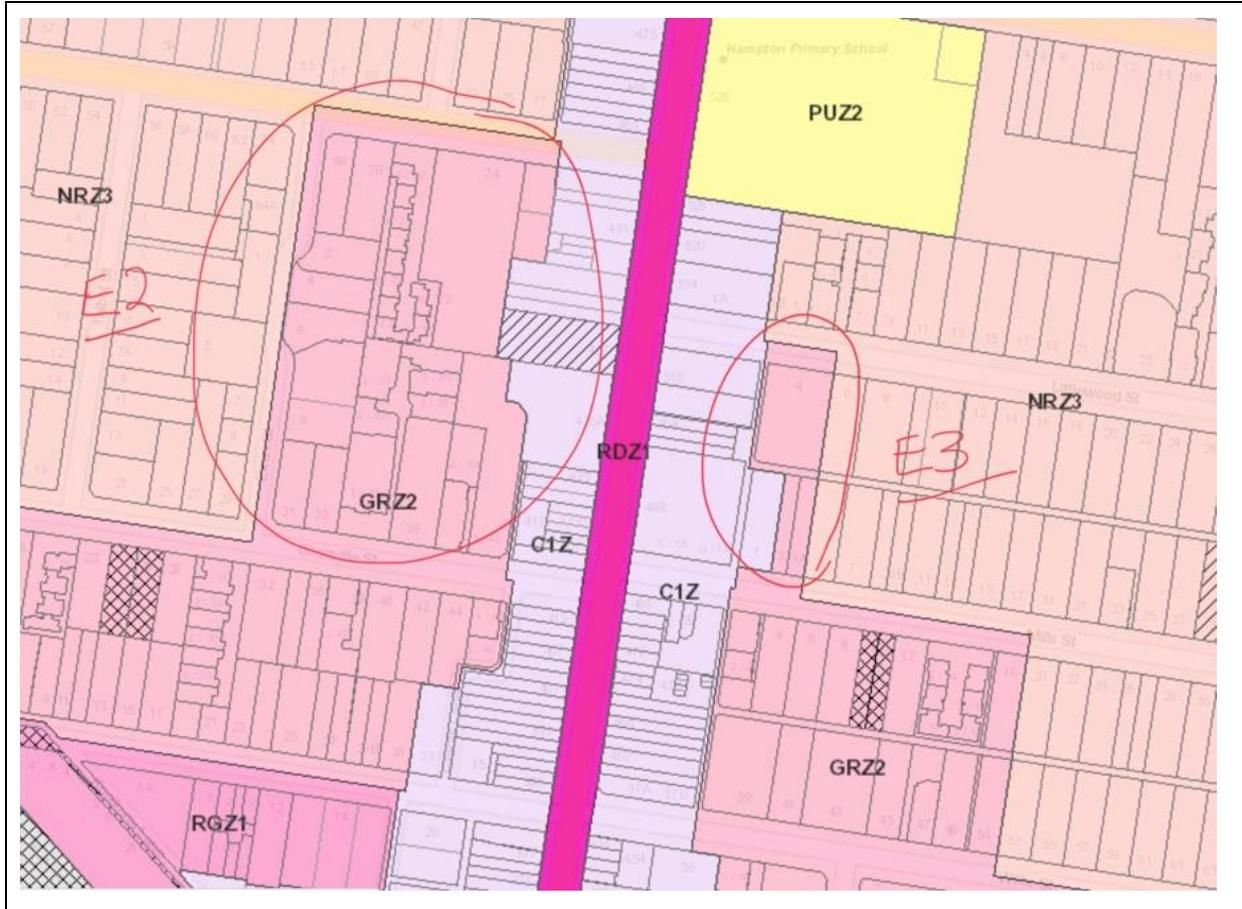
There were several examples of contemporary infill development in the NRZ south of Sandringham Station / close to the foreshore and only one apartment (in a residential zone).

Gypsy village is relatively intact, however it covers a large area and in our opinion it would be difficult to justify the application of an NCO to the entire area – particularly based on the judicious application of the NCO in other parts of the municipality.

Observations on boundary or edge conditions

The land in the NRZ3 adjacent to Beach Road surrounded by the Sandringham MAC is a logical boundary.

There are two pockets of land in the GRZ2 (north of Grenville and Mills Street) that are in precinct E2 and E3 respectively (refer to the annotated map below). If the neighbourhood character policy continues to apply to land in the GRZ in Activity Centres we recommend that these two areas of land in the GRZ2 are moved into precinct F1 for clarity and consistently so that all of the Hampton MAC is within a single precinct.



Inter war dwellings in Gypsy Village



Interwar dwellings in Hampton



Interwar dwellings in Hampton – with second storey (most, but not all are recessed)



Example of contemporary Beach Road dwellings



Older styles flats in Sandringham.



Contemporary near Hampton



Apartment development near Sandringham Station in GRZ2.



Example of contemporary infill south of Sandringham Station.

Comparison of existing description against observations

Recommend the following changes:

Description: *This area contains predominantly Federation ~~style dwellings with some~~ and Inter-War ~~dwellings along with~~ and infill development from the 1950s onwards. Development along Beach Road is an eclectic mix of contemporary ~~dwellings – few original dwellings remain.~~ and older styles. While front setbacks vary in size across the precinct, there is consistency of setbacks within streetscapes. There is also a consistency to the built form due to the hipped and gabled roof forms and articulated front wall facades, ~~however this is not always reflected in contemporary dwellings~~. The streetscapes have a lightness due to the frequent use of weatherboard or lighter coloured materials. Newer dwellings are often constructed of heavier materials such as brick. Front fences are often original, matching the style and materials of the dwelling. Gardens are established with some areas having frequent large native trees, which creates a casual bayside setting, enhanced by native street trees.*

-This precinct includes the area known ~~locally~~ as ‘Gypsy Village’ which was first subdivided in 1852. Several remaining buildings, often public or institutional, date from this early period of Sandringham’s development. The street pattern is a modified grid with the Gypsy Village street layout at the core of the precinct. A number of individual heritage buildings exist throughout the precinct and are protected by planning scheme controls.

Character Area G1

Observations

Predominantly 50s – early 60s with some red brick and concrete public housing, occasional reproduction infill

There is a concentration of social housing north of Wickham Road.



Building materials are a mix of cream brick, some weatherboard, with some red brick and concrete / render

Front setbacks vary from 6-8m across the area

Side setbacks generally 2m on one side with 3-4m setbacks including garages and driveways to the boundary on the other. New builds are mostly 1-2m on one side and 0m on the other.

Mix of single and double storey

Front fencing is mixed with open style and low fencing generally low to medium height.

Topography is generally flat, and rises up gently to Moorabbin Shopping centre

Gardens are typically low level, with a mixture of evergreen shrubs, and lawn, there are occasional large trees – particularly west of Bluff Road in the northern part of the precinct.

Street trees are typically medium, sometimes large but intermittent of mixed species. Some streets contained consistent avenues of street trees.

Concrete upstanding kerbs

Subdivision pattern is an extended grid, with some curved streets.

Topography is flat, gently sloping up to Moorabbin station.

Observations on the impacts of recent development

Given the mixture of architectural styles newer development had a somewhat more limited impact than in other precinct that included interwar, and pre-war dwellings. Based on previous observations there appears to be an increasing proportion of two-storey dwellings across this precinct.

There were examples of dual occupancies within this precinct – both side by side (fairly typical in Bayside) and also one behind the other – not as common in Bayside.

We observed some high-density development within the Highett MAC (north of Highett Road) and some townhouse development within the Moorabbin MAC.

Observations on boundary or edge conditions

The boundaries appeared to be logical. There was a significantly higher concentration of interwar dwellings to the west of this precinct – with G1 being almost entirely post war.

Recommend that land in the ACZ is removed from a character precinct.



Avenues of street trees





Original dwelling with a larger contemporary dwelling to the right.



Development in GRZ1 near station



Development in GRZ1 near station



Sommerset Mews (GRZ1 – large predominately single storey subdivision)



Example of a dual occupancy with the second dwelling behind. This type of dual occupancy wasn't common in other precincts and very rarely observed in the older pre WWII precincts.

Comparison of existing description against observations

Description: *This area contains single and double storey post war dwellings reflecting cross a variety of architectural styles. ~~single storey, predominantly Post-War dwellings with low pitched roof forms.~~ Dwellings are often double or triple fronted and comprising cream and red brick, weatherboard or fibro materials. There are some pockets of more recent low storey development ~~often some of it~~ reproduction style. ~~s and two storey.~~ Front setbacks vary across the area from 6 to 8m and dwellings are usually setback from both boundaries with garages sometimes built to the boundary. Gardens are predominantly low lying, with exotic shrubs and lawn, with occasional large trees allowing views to the dwellings and providing a backdrop of vegetation. Front fences are mixed with some streets where fences are predominantly low or open style, and others where high fences are more common. Street tree planting is mixed and sporadic.*

Character Area G2

Observations:

Newer houses - predominantly 1980-90's dwellings. Garages are sometimes set forward of the dwelling.

Building materials are predominantly brick and render.

There is a large aged care facility (run by Aveno) in the northern section of this precinct.

Front setbacks vary from 3-6m across the area.

Side setbacks generally 1-2m on one side with garages and driveway to the boundary on the other side. There is little to no vegetation between dwellings.

Predominantly double storey dwellings

Gardens are often bushy with a mixture of evergreen shrubs and lawn and some canopy trees.



Street trees are mainly native and are medium in size.

Powerlines in this precinct are underground.

Footpaths are sometimes only provided on 1 side and are not present in Holloway Close.

Front fences— where present are low and open.

This precinct has rollover curbs with a narrow road reserve and frequent pinch points in the road.

Topography is flat

Subdivision pattern is a network of curved streets.

Observations on the impacts of recent development

Limited due to the age and nature of original development.

Observations on boundary or edge conditions

Boundaries appear logical. This area is distinct as a much later era of subdivision and development that the surrounding G1.



Larger two storey brick dwellings



Garages are sometimes forward of the dwelling.

Comparison of existing description against observations

Description: *This precinct has been developed recently and differs quite significantly from surrounding areas due to the nature [and age](#) of the housing stock and the concentration of double storey dwellings. The building forms dominate the streetscape due to their height, small front setbacks and minimal side setbacks. The area has a modern feel to it due to the contemporary and reproduction styles of the architecture and the rollover kerbs. Garages are commonly located within the front setback. The low level gardens, regularly planted street trees and the grassy verges help to soften the built form. There are large canopy trees within the public and private domain.*

Character Area G3

Observations:

This precinct is comprised of two discrete areas that were formerly zoned for industrial / commercial purposes.

There is no recent development within the precinct to west. This precinct remains industrial / commercial in nature.

Contemporary two storey timber clad dwellings have been constructed across the majority of the eastern part of this precinct.

Front setbacks approx. 6m include landscaping

Observations on the impacts of recent development

N/A

Observations on boundary or edge conditions

Not applicable this precinct was recently rezoned, and the NCO applied.

Comparison of existing description against observations

Not applicable

	<p>Contemporary development in the eastern part of the precinct.</p>
	<p>Western part of the precinct – remains industrial / commercial in nature.</p>
	<p>Western part of the precinct – remains industrial / commercial in nature.</p>

Comparison of existing description against observations

Not applicable.



Character Area H1

Observations:

There are a limited number of inter-war dwellings. Predominantly 50s – 70s dwellings with infill contemporary and reproduction. Infill is dominant in some localised areas particularly towards the south of the precinct.

Building materials are dominated by brick with some masonry and rendered materials.

Front setbacks vary from 6-8m across the area

Side setbacks generally 1m on one side with 3-4m setbacks including garages and driveways to the boundary on the other, newer dwellings have 1m and 0m side setbacks

Mix of single and double storey. New dwellings are all double storey

Front fencing is a mix of low and high with solid materials, some gardens have no front fence

Topography flat

Gardens are typically well developed with a mixture of hardy evergreen and exotic shrubs, large trees and lawn areas with a high percentage of native species. There were tall canopy trees, mostly exotic. Gardens north of Cheltenham Road were more heavily vegetated (mostly native) than the rest of the precinct.

Street trees are medium to tall mostly native

Concrete upstanding kerbs

Subdivision pattern is a grid - with occasional curvilinear areas

Observations on the impacts of recent development

There were many examples of recent development including a number of side by side dual occupancies – which often resulted in boundary to boundary development with double car garages on both boundaries and minimal landscaping.

Observations on boundary or edge conditions

Boundaries appeared logical



Example of a contemporary side by side dual occupancy development



Vegetation north of Cheltenham Road

Comparison of existing description against observations

Description: *This is an area of well-vegetated streetscapes, ~~where the native and exotic canopy~~ street trees dominate views along the straight roads, and occasionally obscure views of the dwellings. The architectural styles are typically ~~Inter-War and Post-War~~ era interspersed with infill reproduction and 1970s-80s dwellings. The mix of styles is reflected in the irregular spacing of dwellings and frequency of double storey dwellings. Front fences are usually low to medium in height, and occasional tall front fences obscure views to the dwellings from the street.*

Character Area H2

Observations:

Predominantly 50s dwellings with some 70s and some 90s infill development

Building materials are varied but mostly brick /masonry and rendered materials.

Front setbacks vary from 6-8m across the area

Side setbacks generally 1m on one side with 3-4m setbacks including garages and driveways to the boundary on the other.



Around 25% double storey dwellings

Front fencing is increasingly varied – mix of styles and materials. Some dwellings have a low brick or no fence

Gardens are typically well-developed and bushy, with a mixture of hardy evergreen and exotic shrubs, large native trees and lawn areas.

Street trees are generally tall canopy trees– mostly native.

Concrete upstanding kerbs. Some courts (off Church Street) had no footpaths

Topography is gently sloping

Subdivision pattern is predominately a grid – with the exception of some large irregular shaped lots north of Weatherall Road adjacent to the Victoria Golf Club.

Observations on the impacts of recent development

The impact of recent development is varied across the precinct given the mix of age and styles of original dwellings. Most new development is in the form of relatively large two storey single dwellings. There were many examples of contemporary dwellings that had flat roofs.

Observations on boundary or edge conditions

Precinct boundary appears to be logical.



Older in-fill development.



More contemporary dwelling, with a flat roof.



Example of native canopy trees in the private domain.



Contemporary dwellings – with pitched roof form.



Comparison of existing description against observations

Description: *This is a green and leafy area originally developed in the immediate Post-War era. The original dwellings ~~are predominantly homes~~ (built in the 1950s and, 1960s), are modest in scale (generally single storey with large setbacks) and have pitched roofs. Interspersed with these ~~dwellings~~ are newer developments, which are ~~more often~~ double storey and with smaller setbacks to the front and sides. There is ~~abundant~~ mature tree cover in gardens, including canopy trees in front gardens, and ~~in the form of~~ large, mature street trees. Some streetscapes are dominated by trees rather than buildings. This, ~~and this~~ impression is assisted by ~~a frequent lack of front fencing, or~~ front fences that are either low or open. ~~Generously wide~~ Wide nature strips contribute to the general green and leafy character.*

Character Area H3

Observations:

Variety of architectural styles. Examples of original Post-War and 1950s Modern style dwellings, 1960s era dwellings, infill reproduction and 1970s-80s styles and contemporary.



Building materials are a mix of cream brick and weatherboard, with some new brick

Front setbacks vary from 6-8m across the area

Side setbacks generally 1m on one side with 3-4m setbacks including garages and driveways to the boundary on the other, infill development has 0m and 1m side setbacks

Mostly single dwellings with 15-20% double storey

Front fencing predominantly low brick with some average and high, solid fencing.

Topography is more varied than most precincts – there are some modest ridge lines approx. 30m above sea level.

Gardens are typically well developed with a mixture of hardy evergreen and exotic shrubs, and lawn areas.

Some large exotic and native trees scattered throughout the precinct.

Street trees vary in size and are mostly mature natives

Concrete upstanding kerbs

Subdivision pattern is a modified grid

Observations on the impacts of recent development

The impact of recent development is varied across the precinct given the mix of age and styles of original dwellings – there were examples of original 1950's and 1960s dwellings, infill reproduction and 1970s-80s styles and contemporary. Most new development is in the form of relatively large two storey single dwellings.

Observations on boundary or edge conditions

This precinct is not particularly distinct or different from H2 – with the exception of some ridgelines.

This precinct could be merged with precinct H2 to the north. The preferred character statements are fairly similar, with the exception of H3 making reference to the coast.



Dwelling to the right sits on one of the small ridges – and is noticeably higher than the two storey dwelling to the left.



Original dwellings – with typical example of fencing from buildings of this era.



Example of contemporary dwellings



Mature vegetation in front setbacks.



Examples of dwellings on one of the small hills in precinct H3.

Comparison of existing description against observations

Description: *The character of this area is strongly influenced by the many indigenous and other native canopy trees found in the gardens, reserves and verges, which create a bushy garden feel in most streets. The topography varies ~~significantly,~~ rising and falling through a series of small rises ~~hills~~ in the north and flattening out in the south. In ~~the hillier areas,~~ areas with slightly higher elevation ~~the~~ dwellings are sited at the highest part of the property ~~to capture views creating irregular front setbacks.~~ In the flatter areas front setbacks are more consistent. There is a mix of architectural styles throughout, with many examples of original Post-War and 1950s Modern style dwellings, 1960s era dwellings, infill reproduction and 1970s-80s styles. Front boundary treatments vary throughout with a mix of low or no fences gradually being replaced by high front fences.*

Character Area H4

Observations:

Some 1950-70s dwellings with examples of contemporary infill. Varied architectural styles.



Building materials are dominated by brick with some masonry and rendered materials – especially along Beach Road. Render is often in a light colour. New dwellings often include large areas of glazing.

Some 3 storey dwellings, and dwellings with roof top decks are present along Beach Road.

Roof form and pitch is varied.

Front setbacks vary from 6-8m across the area - with occasional larger setback,

Side setbacks generally 2m on one side with 3-4m setbacks including garages and driveways to the boundary on the other. Along Beach Road setbacks are smaller typically 1-2m.

Dwellings are predominately double storey.

Front fencing is mixed and typically related to the building design. Mostly high fencing along Beach Road.

Topography rises away from the coast – steep rise from the foreshore to the SLO area. The SLO area sits on a prominent ridge, vegetation dominated when viewed from Beach Road and further away.

Gardens are typically well developed with a mixture of hardy evergreen and exotic shrubs, large trees and lawn areas with a high percentage of native species (particularly in the SLO area).

Street trees are native and informal, sometimes extension to garden, often ti-tree species

Roads are sealed with concrete upstanding kerbs and unsealed in the SLO area.

Subdivision pattern is connective and curvilinear, follows the topography

Observations on the impacts of recent development

There is a reasonably high proportion of in fill within this small precinct – especially along Beach Road, and contemporary development is changing the character of this varied post war character area.

Observations on boundary or edge conditions

Boundary of this precinct appeared to be logical.

Fifth Street (southern part of precinct H6) could possibly be included in H4. Refer to notes and comments in H6 below.



Example of the varied roof forms in this precinct.



Examples of recent dwellings on Beach Road, dwellings to the right include a high proportion of glazing. Colours are light.



Example of a three storey dwelling in this precinct.



	<p>View from Beach road up towards the SLO area.</p>
	<p>The character of the SLO area is distinct with unmade roads and a high proportion of native vegetation.</p>
	<p>The character of the SLO area is distinct with unmade roads and a high proportion of native vegetation.</p>

Comparison of existing description against observations

Description is accurate

Description: *The roads in this area track around and over a dunal system that influences the coastal appearance of the streetscapes. Remnant coastal vegetation and tall indigenous trees are informally located on the wide couch-grass verges and in many of the front and*



rear gardens. The topography peaks at the crest of the dunes and then falls away where the streets become more formal with sealed roads, concrete kerbs and many high fences. Road layout and materials are less formal around the ridges of the dune formation and are flanked by remnant coastal vegetation that flows into front gardens. Throughout the area, the dwellings are generally double storey with mixed styles including Post-War, 1950s Modern, contemporary and some reproduction styles.

Character Area H5

Observations:

Predominantly 50s / early 1960s dwellings, with increasing infill. There appeared to be slightly more infill in the north of precinct, and less infill in Court bowls / no through roads.

Building materials are dominated by cream brick and timber. Some newer dwellings are rendered.

Front setbacks vary from 6-8m across the area – mostly consistent within individual streets

Side setbacks generally 1m on one side with 3-4m setbacks including garages and driveways to the boundary on the other.

Dwellings are predominantly single storey – newer dwellings are two storey.

Front fencing is predominantly low with brick materials for original dwellings but varied for infill development.

Topography is flat / gently rolling

Gardens are typically well developed with a mixture of low-level shrubs, lawn, and native or exotic canopy trees

Street trees are a mix of native and exotic in intermittent avenues

Concrete upstanding kerbs

Not all streets have footpaths on both sides.

Subdivision pattern is a modified grid

Observations on the impacts of recent development

Recent development is having an impact on this precinct. While most dwellings are a mix of 1950's and 1960's single storey dwellings there is evidence that they are gradually being replaced with more contemporary dwellings. Development that has occurred since the neighbourhood character study was completed (2004) meant the precinct no longer appears to be 'relatively unchanged' in relation to other parts of Bayside.

There appeared to be slightly more infill in the north of precinct, and fewer examples in Court bowls and no through roads.



Observations on boundary or edge conditions

Boundaries appeared to be logical.

	<p>Original dwelling with low brick fence</p>
	<p>Original dwelling with low brick fence, and mature vegetation in front setback.</p>
	<p>Contemporary dwelling – with immature vegetation in front setback.</p>



Examples of group of tall trees scattered across the precinct.



Comparison of existing description against observations

Description: *This precinct contains a high proportion ~~is a relatively homogeneous area of original 1950s and - 1960s dwellings that are gradually being replaced with some infill development.~~ ~~that has remained relatively unchanged over the years, unlike other parts of Bayside.~~ There are many examples of mature trees, however larger trees ~~Street and garden trees have matured in this time, but larger trees~~ tend to occur in small groups, rather than spreading continuously across the area. The regular pattern of predominately single storey, bungalow-style homes, with setbacks on all sides, is readily apparent from the street. Front garden and front fence styles are becoming increasingly varied, but there are still **many** examples original low brick fences and lawn or shrub-based gardens.*

Character Area H6

Observations:

Predominantly 1950-70s dwellings with infill development. There are examples of reproduction styles.

Building materials are dominated by brick with some masonry and rendered materials.



Front setbacks vary from 6-8m across the area.

Side setbacks were almost always present on both sides - even in newer development. Generally, around 2m on each side

Dwellings are a mix of single and double storey.

Front fencing is related to the building design.

Gardens are typically well developed with a mixture of hardy evergreen and exotic shrubs, large trees and lawn areas with a high percentage of native species.

Street trees vary in species and size.

Road treatments, sealed concrete curb and channel

Topography – rises towards the east away from the coast.

Views to the coast down the straight east / west streets. Wide grass verges / long straight roads are a particular feature of this precinct.

Subdivision pattern is regular.

Observations on the impacts of recent development

The impact of recent contemporary development is limited. There are examples of contemporary development on Fifth Street (see comment below regarding the precinct boundary) and along First Street – taking advantage of the rising topography and heights along this street.

Observations on boundary or edge conditions

The long straight roads and wide verges were distinct.

This precinct is distinct to the adjoining precincts and the boundaries appear logical – with the exception Fifth Street.

Fifth Street (southern part of precinct H6) could possibly be included in H4. Refer to notes and comments in H4. There are examples of larger more contemporary dwellings that appear to be more consistent with the preferred character and overall feel of H4, than H6.



	<p>Original dwelling</p>
	<p>Original dwelling</p>
	<p>Example of reproduction style development</p>



Example of contemporary dwellings in the precinct



Contemporary development on Fifth street

Comparison of existing description against observations

Description is accurate.

Description: *This area has a mixed urban form with varying dwelling styles and lot sizes. Many of the original dwellings from the Post-War era have been replaced with 1970s- 80s, reproduction, and contemporary styles that are generally double storey and occupy more of the allotment. There larger building forms in the east where the topography rises and dwellings are set back substantially to capture views of the distant waterfront. Throughout the area, gardens are generally established with a mix of species and some tall trees. They are often hidden from the street by high, solid front fences and in other areas the dwellings are revealed by low brick fences. The streetscapes are generally open due to the long straight roads, wide grassy verges and lack of street trees. There are however, a handful of streets with significant avenues of native canopy street trees*

Character Area H7

Observations:



Dwellings are typically post WWII - predominantly 1950-70s dwellings with some scattered infill development.

Building materials are dominated by brick with some masonry and rendered materials.

Roof forms and pitch are varied.

Front setbacks vary from 6-8m

Side setbacks are – typically 2m on one side with 1-2 m on the other side with some garages and driveways built to one side boundary.

Dwellings are a mix of single and double storey; new dwellings are two storey. Along Marimont Avenue there were many examples of large contemporary dwellings.

Varied fence styles and heights.

Gardens are typically well developed with a mixture of hardy evergreen and exotic shrubs, large trees and lawn areas with a high percentage of native species.

Street trees vary in species (mostly native) and size.

Older subdivision pattern with short lengths of curved streets – many lots are irregular in shape, and some a quite large. This is a unique feature of this precinct.

All concrete curb and channelling

Topography gently slopes down to the foreshore.

Observations on the impacts of recent development

Dwellings in this precinct are from a variety of eras (mostly post-WWII) this combined with a variety of architectural styles has resulted in a more limited impact of recent development which is scattered throughout the precinct.

Observations on boundary or edge conditions

Key difference in this precinct (compared to adjoining H3) is the subdivision pattern and layout – with large irregular shaped lots.

Boundary of this precinct appeared to be logical.



Single storey 1950's dwelling set in established garden



There are a variety of fence heights and styles in this precinct.
Roof forms and pitch are varied.



More contemporary dwelling, with vegetation retained along side setback.



More contemporary dwelling, within a designer garden setting and no front fence.

Comparison of existing description against observations

Description: *This is a small 1940s subdivision where streets wind and turn giving a more intimate feel than experienced in the traditional grid streets in Beaumaris. The generous, irregularly shaped lots in this area accommodate large dwellings, often double storey and mostly from the Post-War period, with Modern influences in some of the designs. Many of the gardens are simple with only lawn and shrubs, ~~becoming more with~~ established ~~with~~ medium to large ~~tall~~ trees at the peripheries of the precinct and closer to the ~~waterfront~~ foreshore. The front fence styles are varied with many examples of high, solid fences, and some streets where low or no fencing predominates, ~~making the dwellings a strong feature in the streetscape.~~*

Appendix B – Draft Preferred Character Statements



Bayside Neighbourhood Character Review

Bayside City Council

July 2021





Table of Contents

1. Introduction.....	1
2. Revised Preferred Character Statements.....	2
Character Area A1 and A2 (including NCO1, NCO2, NCO3 and NCO4).....	2
Character Area B1 and B3.....	3
Character Area B2 (including NCO7 and NCO8)	4 3
Character Area B4.....	4
Character Area B5 (including NCO5 and NCO6)	5
Character Area C1.....	5
Character Area C2.....	6
Character Area D1.....	6
Character Area D2.....	7
Character Area D3.....	7
Character Area D4.....	8
Character Area E1	8
Character Area E2.....	8
Character Area E3.....	9
Character Area E4	9
Character Area F1	10
Character Area G1.....	10
Character Area G2.....	11
Character Area G3 (including NCO10).....	11
Character Area H1	11
Character Area H2 and H3	12
Character Area H4 (including SLO1).....	12
Character Area H5.....	13
Character Area H6.....	13
Character Area H7.....	14



Glossop Quality System			
Author	NV	Checked By	MG
Date Issue	March 2020	Revision Number	01 DRAFT

The intellectual property contained in this document remains the property of Glossop Town Planning. This report has been prepared on behalf of and for the exclusive use of the Glossop Town Planning's client. It is subject to and issued in connection with the provisions of the agreement between Glossop Town Planning and its client. Glossop Town Planning accepts no liability or responsibility whatsoever for or in respect of any use of or reliance upon this report by any third party.

1. Introduction

Glossop Town Planning has been engaged by Bayside City Council to review the current neighbourhood character policy framework and prepare updated policy documents.

The purpose of this Appendix is to provide a first draft of revised preferred character statements. This first draft – provided in track changes has been provided for the purpose of discussion.

This work has been informed by our inspections of the 29 different character areas (including all the Neighbourhood Character Overlay areas) and the detailed policy analysis. The preferred character statements are based on our provision of a *review* of the existing current neighbourhood character policy framework. The intention is not to provide a new neighbourhood character policy.

The draft preferred character statements have been prepared based on our draft recommendation that the neighbourhood character policy should not apply to land in a residential zone in a Major Activity Centre.

2. Revised Preferred Character Statements

Character Area A1 and A2 (including NCO1, NCO2, NCO3 and NCO4)

Draft Recommendations

- Precinct A1 and A2 are merged into a single precinct – on the basis that there is a very limited area of A1 where NCO4 does not apply.
- NCO1, NCO2, NCO3 and NCO4 are removed from the Neighbourhood character policy as the schedule to the overlay is the primary tool to achieve the preferred outcomes.
- Land in the RGZ (within the New Street Social Housing Site) is removed from the Neighbourhood Character policy and map. Unlike the GRZ and the NRZ the purpose of this zone does not include objectives relating to the need to respect neighbourhood character.
- The GRZ1 applies to the future moderate residential growth area (Elsternwick). There is some evidence of contemporary development within the GRZ1. Martin Street had some examples of recent infill. This GRZ1 is probably not (yet) delivering ‘moderate residential growth’. The preferred future character may need to be re-drafted to consider the future character of land within future moderate residential growth area.
- GRZ9 ‘Moderate residential growth area – Martin Street Neighbourhood Activity Centre’ applies to a small number of streets near this NAC. There is no evidence – yet on increased development with the GRZ9, nor any difference on the ground between the zone boundaries.

Draft Preferred character for the A precinct

~~**Preferred future character:** The dwellings sit within established largely exotic gardens. The streetscapes contain a dominance of Inter-war era dwellings, with new dwellings that respect the older dwellings while not replicating these styles. The new dwellings are well-articulated and use simple detailing and a combination of materials. Front setbacks are consistent within the streetscape and generous Generous front and side setbacks provide space for the planting of vegetation including large specimen trees. Car ports and garages are located behind the line of the dwelling ensuring they do not dominate the streetscape or building façade. Front fences are open in style, in order to maintain an openness to the streetscape, and appropriate to the era of the dwelling.~~

~~**Preferred future character:** The compact streetscapes continue to be dominated by pre-WWII dwellings, and new dwellings that respect the forms, siting and materials of the older dwellings. The consistently pitched roof forms and highly articulated front wall facades form a unified, fine grain subdivision pattern.~~

~~The character of the area is enhanced by the use of light materials in building facades, and open style front fences that allow views to the buildings and gardens~~

Preferred future character: New dwellings respect the form, siting and materials of pre-World War II dwellings. Front setbacks are consistent within the streetscape. Dwellings have pitched roof forms and highly articulated frontages constructed of light materials creating the appearance of a unified, fine grain subdivision pattern. Open style front fences allow views to buildings and gardens from the street.

Character Area B1 and B3

Draft Recommendations

- Precinct B3 is merged into B1 – on the basis that precinct B3 is relatively small (and applies only to a small number of dwellings fronting North Road) and there is a limited distinction between these two precincts – aside from the tall street trees and wide verges present in precinct B3.
- The GRZ2 applies to the land in the Bay Street MAC. The preferred future character may need to be re-drafted to consider the future character of land within this MAC. Alternatively, remove the GRZ land from the precinct.

Draft Preferred character for Area B1

Preferred future character: ~~The diverse dwelling styles, with a continued presence of pre-WW2 era dwellings, and new buildings that respect, without replicating, these styles, sit within established gardens with large trees.~~ There is a diversity of dwelling styles within established gardens that include canopy trees. New dwellings respect the form, siting and materials of pre-World War II dwellings in this precinct. Garages and car-ports are located set behind façade of the dwelling and don't façade so as not to dominate the streetscape. Open style fencing and generous side setbacks (on at least one side) provide space for allow vegetation to flow around the dwellings – contributing to the green and leafy streetscape. Along North Road dwellings are set within spacious gardens and appear to be setback from both side boundaries.

~~and this, along with avenue street trees and open style front fences, contributes to the green, leafy streetscapes within the area~~

~~The dwellings are set within spacious garden settings framed by canopy trees and shrubs. Roof forms provide visual interest and facades are articulated. Buildings are set back from both side boundaries or appear to be, and the street. Open style front fences contribute to the spaciousness of the area and allow views from the street.~~

Character Area B2 (including NCO7 and NCO8)

Draft Recommendations

- NCO7 and NCO8 are removed from the Neighbourhood character policy as the schedule to the overlay is the primary tool to achieve the preferred outcomes.
- The GRZ2 applies to the land in the Bay Street and Church Street MACs. The preferred future character may need to be re-drafted to consider the future character of land within these MACs. Alternatively, remove the GRZ from the precinct.

Draft Preferred character for Area B2

Preferred future character: ~~There is a diversity of diverse dwellings styles, with a continued presence of pre-WW2 dwellings, sit within established gardens with that include occasional tall canopy trees. New dwellings respect (without replicating) pre-World War II dwellings in this precinct. New buildings blend with the existing, through using a variety of materials or colours within front façades. , and by respecting the older building styles and scales without replicating them. The presence of side setbacks (on both sides of the dwelling) provide space for vegetation to flow around the dwelling. Garages and carports are setback from the dwelling. Side setbacks on both sides, and the setting back of car ports/garages from the dwelling, allows for vegetation to flow around the dwellings. New buildings blend with the existing, through using a variety of materials or colours within front façades, and by respecting the older building styles and scales without replicating them. Open style front fencing improves the provides a visual connection between the street and the dwelling, and the street. Street tree planting consistency is improved to provide a unifying element to the area. Pearson Street and Loller Street are both areas of significant neighbourhood character.~~

Character Area B4

Draft Recommendations

- None

Draft Preferred character for Area B4

Preferred future character: ~~The d~~Double storey ~~contemporary~~ dwellings sit within landscaped gardens. A variety of materials and articulation provide visual interest to the streetscape. Front and side setbacks are comparatively small. Buildings have small setbacks from the front and side boundaries, and use techniques such as articulation and a variety of materials to provide visual interest to the streetscape. Open style front fences allow views to front gardens and the dwellings. ~~the buildings and gardens.~~

Character Area B5 (including NCO5 and NCO6)

Draft Recommendations

- NCO5 and NCO6 are removed from the Neighbourhood character policy as the schedule to the overlay is the primary tool to achieve the preferred outcomes.
- The GRZ2 applies to the land in the Bay Street MAC. The preferred future character may need to be re-drafted to consider the future character of land within the MAC. Alternatively, remove the GRZ area from the precinct.

Draft Preferred character for Area B5

Preferred future character: New dwellings are set within established gardens and respect (without replicating) pre-World War II dwellings in this precinct. They are low in scale and do not dominate the streetscape.

~~The area retains a predominance of pre-WW2 dwellings, and in Meyer Crt, 1950s brick dwellings. The new pitched roof dwellings sit within established, largely exotic gardens and respect the older dwellings while not replicating these styles. Dwellings have pitched roofs forms and are well articulated in plan and elevation. They use simple detailing and contain a variety of materials within the front façade. Generous front and side setbacks provide space for them. They are also low in scale and do not dominate the streetscape. Space for the planting of vegetation. Garages and carports are located is provided in front yards by the provision of generous front and side setbacks and locating car ports and garages behind the façade of the line of the dwelling. Fences are open in style.~~

~~and appropriate to the era of the dwelling. In Meyer Crt front fences are not provided.~~

Character Area C1

Draft Recommendations

- None

Draft Preferred character for Area C1

Preferred future character: There is a mix of dwelling styles within spacious established gardens, including a substantial presence of some pre-WW2 dwellings, sit within spacious gardens and do not dominate or overwhelm the streetscape. Vegetation and Garden plantings, and well-articulated façades and roof forms provide visual interest and minimise the dominance of dwellings when viewed from the street, assist in minimising the dominance of buildings from within the street space, as well as providing visual interest. Front setbacks allow planting of substantial trees and shrubs and side setbacks on both sides maintain a sense of

~~spaciousness in the area. Front setbacks and side setbacks (on both sides) provide space for substantial trees and shrubs and create a sense of spaciousness. Trees are a mixture of exotic and natives, with an increasing frequency of traditional coastal and indigenous species, strengthening the Open style front fences allow views to buildings and gardens from the street. The visual connection of the area with the coast is strengthened by the selection of coastal and indigenous tree species. Open style front fences retain an ability to view buildings from the street. Buildings fronting the foreshore reflect their setting and provide a visually attractive built form interface with the reserve.~~

Character Area C2

Draft Recommendations

- None

Draft Preferred character for Area C2

Preferred future character: Dwellings styles reflect the coastal setting of this precinct through their design, details and finishes. ~~The dwellings They provide a visually interesting and attractive built form interface with the foreshore reserve.~~

Coastal and indigenous vegetation in the private realm creates a linkage between private space and the foreshore reserve. However, there is a clear distinction between the public and private realm domain. While dwellings may overlook the foreshore, they do not but do not dominate the pedestrian or cyclist spaces. The dwelling styles reflect the coastal setting through their design, details and finishes. The planting of indigenous and other typical coastal vegetation around the dwellings creates a linkage between the private space and the foreshore reserve.

Character Area D1

Draft Recommendations

- None

Draft Preferred character for Area D1

Preferred future character: Dwellings sit within established gardens that contain substantial vegetation including trees. New dwellings respect the strong horizontality pre-World War II dwellings (where present in the streetscape) by recessing upper levels; and incorporating low pitched hipped and gabled roof forms and articulated front facades. ~~The dwellings sit within established gardens that contain substantial vegetation including trees. The area retains some dwellings from the Inter war era,~~

~~along with new complementary development. Low front fences and the presence of side setbacks (on both sides of the dwelling) create a sense of ~~The spaciousness of the area is maintained by setting buildings back from both side boundaries and keeping front fences low and appropriate to the era of the dwelling. The strong horizontality of the existing dwellings is respected by recessing upper levels of new dwellings, incorporating low pitched roof forms and articulating the front facades.~~~~

Character Area D2

Draft Recommendations

- Remove land within the ACZ from the Neighbourhood Character policy

Draft Preferred character for Area D2

Preferred future character: Simple, articulated dwellings sit within landscaped gardens that include trees creating a garden setting. Front setbacks are regular, and
~~The simple, articulated dwellings sit within landscaped gardens. Buildings are occasionally built to the side boundaries, however the overall impression of the streetscape is of buildings within a garden setting due to the regular front setbacks and additional tree planting within the area. Newer dwellings blend in with the old, through the use of materials in harmony with the older dwellings and choice of brick colours consistent within the streetscape. Buildings blend with the existing, by following these patterns and using materials that harmonise, where brick colours are consistent in a street. Front fences are low or open allowing views to buildings and gardens from the street and creating a sense of spaciousness. Dwellings retaining the openness of the streetscape and view of the front gardens. On properties that adjoin the golf course, buildings are sited and designed so as not to overwhelm the open space. Consistent street tree planting has assisted in unifying the appearance of the area.~~

Character Area D3

Draft Recommendations

- None

Draft Preferred character for Area D3

Preferred future character: Dwellings are a mix of pre-World War II and contemporary styles that
~~The dwellings sit within established gardens that sometimes include with occasional canopy trees. The area retains a proportion of pre-WW2 dwellings, along with new complementary development. Contemporary dwellings do not Buildings do not dominate the streetscape by recessing upper levels and incorporating simple detailing and articulated front facades, with second storeys~~

~~recessed from the front, simple detailing and articulated front wall facades.~~ The frequent use of weatherboard creates a sense of lightness in the streetscape, which is ~~s and this is~~ strengthened by ~~the use of~~ open style ~~low to medium front fences of open styles.~~

Character Area D4

Draft Recommendations

- None

Draft Preferred character for Area D4

Preferred future character: There is a ~~The wide~~ variety of dwelling styles set sit within established gardens that sometimes include canopy trees, ~~with occasional canopy trees,~~ Contemporary dwellings ~~and~~ do not dominate the streetscape. ~~The buildings~~ Front setbacks are regular, and dwellings are ~~are consistently set back from the front and setback from~~ at least one side boundary, ~~which,~~ combined with ~~the~~ open style front fencing, this creates a sense of spaciousness in the streetscape. ~~Avenues of street trees assist in unifying streetscapes.~~

Character Area E1

Draft Recommendations

- None

Draft Preferred character for Area E1

Preferred future character: Dwellings from a variety of eras are set within spacious landscaped grounds. They are well articulated with roof eaves and incorporate a variety of materials or design details providing visual interest within the streetscape. ~~The well articulated dwellings with roof eaves are set within spacious landscaped grounds. In some streetscapes, there is a continued presence of pre WW2 era dwellings, with complementary new development.~~ Dwellings do not dominate the streetscape as ~~and~~ vegetation appears to wrap around the buildings. ~~The sense of spaciousness is retained by the~~ D ~~dwellings are being~~ set back from front and side boundaries, creating a sense of spaciousness, ~~which also provides space for garden planting.~~ ~~Buildings incorporate a variety of materials or design details providing visual interest within the streetscape.~~

Character Area E2

Draft Recommendations

- None

Draft Preferred character for Area E2

Preferred future character: Dwellings with pitched roofs are set within established gardens that incorporated some coastal species~~The pitched roof dwellings sit within established gardens that incorporated some coastal species plantings.~~ Front setbacks are large, and front fences are low to medium in height. This creates~~Large front set backs, in combination with low to medium height front fences, provide the precinct with~~ a spacious quality within the precinct. In some streetscapes the frequent use of timber or light coloured render materials creates a sense of lightness.~~to the streetscapes~~Garages are located behind façade of the dwelling and don't dominate the streetscape.~~Garages are set back behind the building line so as not to dominate the streetscape. Native and coastal species canopy trees and enhanced street tree planting, add to the casual coastal setting of the dwellings.~~

Character Area E3

Draft Recommendations

- None

Draft Preferred character for Area E3

Preferred future character: Low lying dwellings with pitched roofs and articulated frontages are set within established gardens.~~The low lying dwellings with pitched roof forms and articulated front wall surfaces sit within established garden settings.~~ Newer dwellings are united with~~There is a continued frequent presence of Inter-War Californian Bungalow style~~ dwellings~~dwellings that are united~~ through similar building forms, use of materials and front and side setbacks. New buildings ~~will~~ respect, without replicating, this style. ~~The lightness in the streetscapes is maintained by the use of~~ lighter building materials in building facades, particularly in the streets dominated by timber materials~~contributes to a lightness in the streetscape (particularly in the streets dominated by timber materials).~~ Medium height, open style front fences create~~assist in retaining~~ an open streetscape.

Character Area E4

Draft Recommendations

- None

Draft Preferred character for Area E4

Preferred future character: There is a diversity of dwelling styles~~The diverse dwelling styles sit~~ within informal coastal gardens with large trees. There is a lightness to the ~~structures~~dwellings and the streetscapes due to ~~the use of~~ lighter

building materials, colours and design detailing. ~~The informal coastal feel is enhanced by street treatments including informal coastal street trees and the retention of the wide nature strips.~~ Buildings Dwellings fronting the foreshore reflect their setting and provide a visually attractive built form interface with the reserve.

Character Area F1

Draft Recommendations

- There are five zone schedules that apply to this precinct (from NRZ to RGZ). This makes the achievement of one preferred character statement challenging. Recommend land in the RGZ is excluded from the preferred character statement.
- The preferred future character may need to be re-drafted to consider the future character of land within the MACs

Draft Preferred character for Area F1

Preferred future character: There is a diversity of dwelling styles, which are set ~~The dwellings, including a continued frequent presence of pre World War II (WWII) dwellings, sit within gardens.~~ Dwellings Buildings are occasionally built to the side boundary, however open front fencing, and well-articulated building designs create an impression of an informal and open streetscape ~~the impression of the streetscape is of informality and openness due to the open front fencing, and well articulated building designs.~~ Buildings Dwellings and gardens are clearly visible from the street despite the presence of front fences – which are ~~, and these are~~ appropriate to the building era.

~~Buildings~~ Dwellings fronting the foreshore ~~reflect their setting and~~ provide a visually attractive built form interface with the reserve.

Character Area G1

Draft Recommendations

- Land in the ACZ is removed from a character precinct.

Draft Preferred character for Area G1

Preferred future character: Dwellings are ~~The~~ well-articulated and set dwellings sit within landscaped gardens that include some with established trees. Newer dwellings buildings are frequent and are designed to respond to the site and include a pitched roof form to reflect ~~reflecting~~ the dominant forms in the area. Buildings Dwellings are occasionally built to the side boundary; however regular front setbacks that incorporate vegetation create an impression ~~the overall impression of the streetscape is~~ of buildings within a garden settings.

~~-due to the regular front setbacks, well vegetated front yards and additional street tree planting in the area.~~

Character Area G2

Draft Recommendations

- None

Draft Preferred character for Area G2

Preferred future character: ~~The dwellings sit~~ Dwellings are set within ~~established, low-level,~~ landscaped gardens that sometimes include ~~and occasional~~ large canopy trees. The dwellings are designed and sited on the lot ~~to ensure so~~ they do not dominate the streetscape. They are ~~and are~~ set ~~back, or~~ back or appear to be set back, from one side boundary. Buildings use techniques such as articulation and a variety of materials, to provide visual interest to the streetscape. A lack of front fences allows views to the buildings and gardens. ~~Large canopy street trees provide a unifying streetscape setting.~~

Character Area G3 (including NCO10)

Draft Recommendations

- This precinct is removed from the Neighbourhood Character policy as NCO10 applies to the entire precinct.

Character Area H1

Draft Recommendations

- None

Draft Preferred character for Area H1

Preferred future character: There is a variety of dwelling styles ~~The diverse dwelling styles are~~ set within well-vegetated streetscapes that are dominated by large ~~native and exotic~~ canopy trees within the public and private domains. ~~Tree and other vegetation species reflect~~ Vegetation reflects the coastal location of the ~~area~~ precinct. ~~The~~ Dwellings are set within spacious gardens and ~~to~~ accommodate ~~the~~ trees. ~~Streetscapes appear as~~ Dwellings are a mixture of single and double storey dwellings; ~~however individual dwellings buildings~~ respect adjoining dwellings and do not dominate the streetscape. Low or open style front fences create a sense of openness ~~are usually provided, in order to retain the openness of the front garden to the street.~~

Character Area H2 and H3

Draft Recommendations

- Merge precincts H2 and H3.

Draft Preferred character for Area H2/3

~~**Preferred future character:** The low scale dwelling styles sit within established gardens that contain some substantial vegetation including trees. Front setbacks are large, and sometimes variable, and dwellings usually include a pitched roof form of some type. The streetscapes have an open feel due to buildings being offset from at least one side boundary and a lack of intrusive front fencing, complemented by wide roads and nature strips. Linkages with the remainder of the Beaumaris area are strengthened through the use of more indigenous planting in the private and public domains.~~

~~**Preferred future character:** The bushy gardens surrounding the dwellings dominate the streetscapes. Where the topography is hilly, the buildings are set within the landscape, and are sometimes sited to take advantage of water views without dominating the streetscape. Adequate space is provided around dwellings for the retention and planting of vegetation, and indigenous canopy trees are common. Low or open style front fences are usually provided, in order to retain the openness of the front garden to the street.~~

Preferred future character: Low scale dwellings, usually with a pitched roof form are set within established gardens that contain substantial vegetation including trees. Indigenous canopy trees are common. Large front setbacks (sometimes variable), dwellings setback from at least one side boundary and unobtrusive front fences create a sense of openness within the streetscape. The gardens that surround dwellings dominate the streetscape.

Where the topography is hilly dwellings are set within the landscape. They are sited to take advantage of water views without dominating the streetscape.

Character Area H4 (including SLO1)

Draft Recommendations

- Fifth Street (in the southern part of precinct H6) should be included in precinct H4.

Draft Preferred character for Area H4

Preferred future character: ~~The single and double storey dwellings~~Dwellings respond to the varied topography of the precinct and are set -sit within the topography and-informal landscaped surrounds, that includes including-remnant vegetation and

indigenous ~~coastal~~ trees. ~~The variety of dwelling styles reflect~~ Dwelling styles reflect the coastal setting through their design, details and finishes. ~~An informal feel to the streetscapes is achieved by s~~ Spaces around dwellings and buildings, the lack of or unobtrusive ~~style of front fencing~~ contribute to an informal feel to the streetscapes. ~~and informal street treatments.~~ Along Beach Road, development responds to its highly visible location on the edge of the coast ~~by providing~~ by with -visually interesting forms and facades. ~~Informal street treatments remain in those streets with no kerbing and remnant street tree planting is retained.~~

Coral and Point Avenues ~~form an~~ are an area of significant landscape character.

Character Area H5

Draft Recommendations

- None

Draft Preferred character for Area H5

Preferred future character: Low scale dwellings. ~~The low scale dwellings,~~ with pitched roof forms, are set ~~sit~~ within established gardens that include ~~with~~ large native ~~and exotic~~ trees. ~~providing a backdrop.~~ Dwellings have a strong horizontality to their form, and do not ~~which ensures buildings do not~~ dominate the streetscape. Consistent front and side setbacks, and low front fences create a sense of cohesiveness. ~~, along with the low front fences.~~

Character Area H6

Draft Recommendations

- Fifth Street (in the southern part of precinct H6) should be included in precinct H4.

Draft Preferred character for Area H6

Preferred future character: There is a mixture of dwelling styles set ~~The dwellings of diverse styles sit~~ within gardens of that include indigenous coastal species that sometimes include ~~with occasional~~ tall trees. Dwellings ~~Buildings~~ are occasionally built to both side boundaries ~~the side boundary~~ and sited to gain views to the bay and coast; however, they do not dominate the streetscape. ~~, however they do not dominate the streetscape and~~ Newer dwellings have regard to the view corridors from nearby properties. Long straight roads, wide grass verges are complemented by low or open style fencing creating a sense of ~~The impression of the streetscape is of~~ openness. ~~due to the low or open style fencing complemented by the wide grassy verges and long straight roads. The coastal character is enhanced by street trees of native coastal species throughout the area.~~

Character Area H7

Draft Recommendations

- None

Draft Preferred character for Area H7

Preferred future character: *There is a mixture of ~~mixed~~ dwelling styles ~~are that~~ respond to the set within the topography and are set within established gardens that sometimes include ~~including occasional~~ tall trees, often remnant eucalyptus. Relatively consistent front setbacks and side setbacks (from at least one boundary) along with low or open style front fencing create a sense of ~~Despite the varying site sizes and configurations,~~ spaciousness in the streetscape. ~~of the area is retained through the relatively consistent front building setbacks, and side setbacks from at least one side boundary. Low or open style front fencing also assists in retaining a spacious feel to the streetscapes.~~*