

Part 4: Residential Development Framework Plan

4.1 What is a Residential Development Framework Plan?

All neighbourhoods will evolve as the population grows and circumstances change. A Residential Development Framework Plan provides certainty by identifying areas where varying levels of housing growth and change are anticipated and encouraged. Together with the preferred Neighbourhood Character Statements, it provides certainty to the community as to how housing growth will be distributed and ensures future development respects existing character and contributes towards preferred future character.

The Framework Plan in particular considers the importance of valued attributes such as heritage and neighbourhood character, where new development is to be carefully managed.

4.2 How was the Draft Residential Development Framework Plan prepared?

The Assumptions

Previous strategic and planning policy work has been undertaken which has provided the basis for the framework plan, including:

- Residential land capacity analysis (undertaken by Urban Enterprise), which indicates there is sufficient capacity within existing planning zones and controls for residential development within the municipality.
- The majority of the residential zones applied in Port Phillip are fit for purpose. Amendment C123 (2017) introduced the new residential zones into the Port Phillip Planning Scheme and followed a robust methodology endorsed by the Residential Zones Standing Advisory Committee. Thus, the area for detailed investigation is well defined, and consists mainly of the 'Review Areas' identified in Amendment C123³⁹ and areas where there are inconsistencies between the current planning zone and controls (i.e. height differentiation between residential zone and design and development overlay).

The Factors Considered

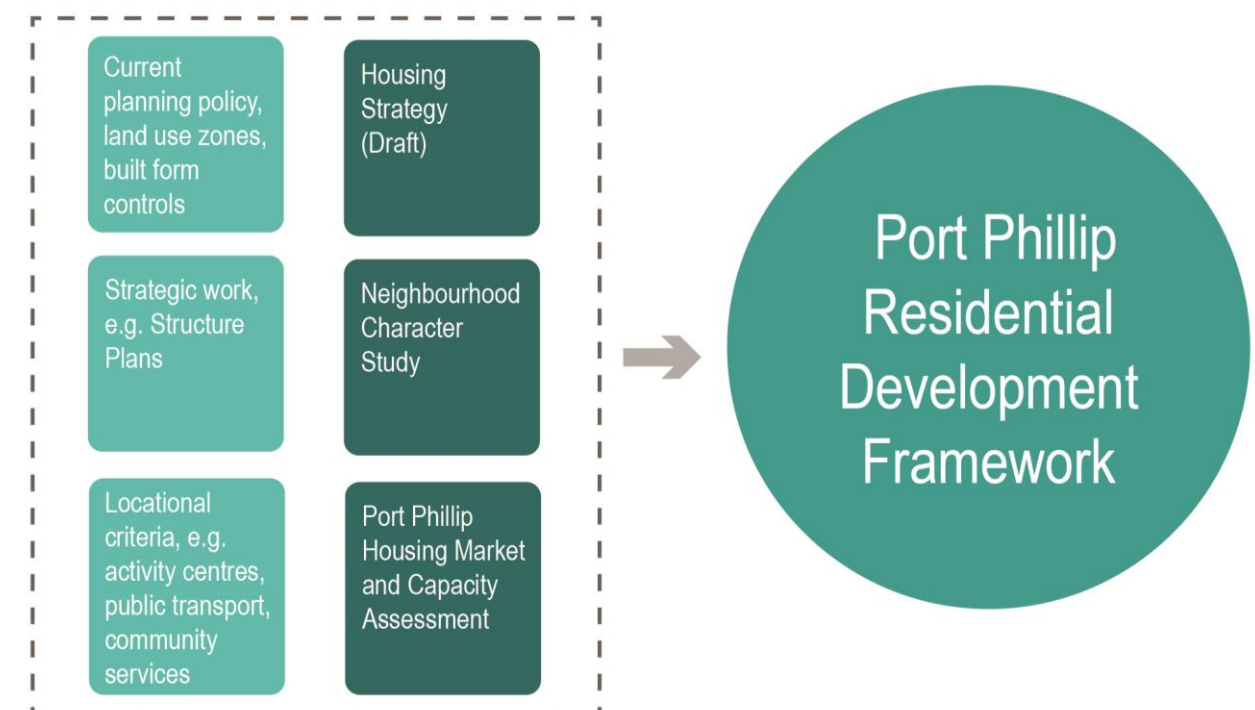
The plan has been developed using existing residential areas with consistent character and heritage protection as a base, and further building on these layers through contextual analysis. Following the advice in *Planning Practice Note 90 Planning for Housing*, the Residential Framework Plan has been prepared and informed further by:

- Current planning policies, land use zones, and built form controls (e.g DDOs, NCO)

³⁹ The 'Review Areas' were identified by locational criteria which included areas proximate to the PPTN, activity centres, areas with main road frontage (forming part of the PPTN) and areas where established built form character is already 3+ storeys and/or where there is an existing schedule in the DDO allowing for 3+ development.

- Key objectives, strategies and actions identified in the Housing Strategy (draft document), including:
 - Directing housing growth to preferred locations with capacity for change.
 - Implementing 10-20 minute neighbourhoods through reviewing areas with proximity to major and neighbourhood activity centres, and train stations
- Assessing demographic and housing/land capacity projections and needs over the next 15 years (and beyond).
- *Port Phillip Housing Market and Capacity Assessment* - Urban Enterprise Report 2022.
- Relevant outputs of the Neighbourhood Character Study (LAT Studio). Note while the study considered current zones and potential future changes, it also proposes a dynamic approach that the character guidance proposed as part of the study can and should be adaptable enough to allow for future changes in the underlying zone, and ensure valued character features transcend zoning as much as possible.
- The *Draft Spatial Economic and Employment Framework (SEEF)*, which provides spatial land use recommendations for employment and housing.
- Previously identified strategic sites for development in Structure Plans, Framework Plans and other strategic work.
- The location of 'Review Areas' identified in Amendment C123 for consideration.
- Considering natural hazards and climate change impacts (including flood and tidal inundation).
- Engaging with the community about housing opportunities and issues (Phase 1 & 2 engagement).

Figure 19: Residential Development Framework Plan inputs



4.3 Housing Change Areas

Residential land within Port Phillip is categorised by the following change areas to indicate the level of growth anticipated and encouraged in those areas:

1. Minimal
2. Incremental
3. Moderate
4. Substantial

Four change categories have been identified as a result of detailed neighbourhood analysis in the context of the potential for housing growth. This analysis identified a need to be able to differentiate between the levels of change between established residential areas (where existing neighbourhood character is capable of evolving and changing over time), and within activity centres where new housing is encouraged but must respond to existing built form and heritage attributes. The **incremental** change category captures these evolving areas and applies spatial thinking when considering where this level of change is appropriate. **Substantial** growth is proposed within significant urban renewal areas and strategic sites.

The designation of **minimal** change areas does not preclude housing development and some development will still occur in these areas. The Victorian planning system seeks a balance between population growth, new development, retention of heritage fabric and improved livability.

Determining levels of change

It is important to note that the level of proposed change will be relative to its context. The existing built form characteristics of an area should always be the base starting point when considering how much change can feasibly occur in that area, and what built form outcome may be visualised as a result. Future residential building typologies will differ between neighbourhoods as the level of change is specific to that area's characteristics and built form.

The Housing Change Areas table provides a broad definition and locational criteria for minimal, incremental, moderate and substantial change.

It is important to note that in applying the change area criteria, the assessment is undertaken at a block scale. This ensures that the housing framework plan is not making recommendations on a site by site basis, instead providing clear and suitable locations for new development at the varying intensities described in the table. Not all individual sites will meet all criteria, however their location will be within broader areas where a specific level of change is envisaged.

Where necessary the street level is considered to ensure consistency, for example in evaluating what level of change is proposed both sides of the same street. Adjustments to the change areas are then made where appropriate.

Key considerations

Through block scale analysis, the following key factors are considered in relation to one other:

- The presence of a Heritage Overlay (HO). Heritage can impact the capacity for housing growth and change, particularly where lot sizes are small and development is constrained. However, areas covered by a HO does not mean new development can not occur by default. Through block by block analysis, the prevalence of a HO is considered and where less than 50% of the block area is covered by a HO, development capacity specific to that block is then taken into account (see below).
- Residential land capacity analysis (undertaken by Urban Enterprise) identifies sites with development capacity based on a range of factors, including land use zone, built form controls, lot/site size, and site accessibility. A spatial layer showing the location of these sites has been mapped and overlaid with the other spatial layers to ensure new development is being directed to locations with feasible development capacity.
- The land use zone within which this analysis is being taken into account in terms of maximum height limits (where relevant), whether DDO controls are applicable and integration with other policy (for example, NRZ areas largely covered by HO are to be classed as minimal change).

Future built form

The desired built form outcomes for each change area will be guided by either existing built form controls (HO, DDO, NCO) or by new preferred character statements which have been developed through a neighbourhood character assessment of select residential areas as part of the NCS. The assessment has considered the existing and evolving character of areas, including elements to be reflected in new developments, and ways to guide growth to support quality neighbourhoods across Port Phillip.

The preferred character statements will be used to prepare revised residential zone schedules for inclusion in the Port Phillip Planning Scheme, including character objectives and variations to the residential particular provisions at Clause 54 and 55.

A high-level description of the indicated built form typology is included in the Housing Change Areas table overleaf to help us visualise the level of intensity of new development and change, and these built form outcomes will vary across neighbourhoods.

Housing Change Areas	Minimal change	Incremental change	Moderate Change	Substantial Change
Zones	Neighbourhood Residential Zone (NRZ)	Neighbourhood Residential Zone (NRZ) General Residential Zone (GRZ) Residential Growth Zone (RGZ) Commercial 1 Zone (C1Z) Mixed Use Zone (MUZ)	Commercial 1 Zone (C1Z) Mixed Use Zone (MUZ) Residential Growth Zone (RGZ)	Residential Growth Zone (RGZ) Commercial 1 Zone (C1Z) Mixed Use Zone (MUZ) Capital City Zone (CCZ)
Description	<ul style="list-style-type: none"> Established residential areas with special and valued neighbourhood and/or heritage characteristics where new housing will be limited. 	<ul style="list-style-type: none"> Areas that have the capacity to accommodate an incremental level of housing growth over time, and Within established residential areas where existing neighbourhood character is diverse and capable of evolving and changing over time, or Heritage overlay areas where infill development is encouraged and where there is capacity for some additional housing growth. 	<ul style="list-style-type: none"> Activity centres that have the capacity to accommodate moderate housing growth over time as part of (or directly adjacent to) the established retail / commercial strip. 	<ul style="list-style-type: none"> Designated strategic sites and renewal precincts that have the capacity to accommodate a significant amount of housing growth and change over time.
Location	<ul style="list-style-type: none"> Established residential areas where Heritage Overlay or Neighbourhood Character Overlays are predominant. 	<ul style="list-style-type: none"> Established residential areas predominately outside of a Heritage Overlay where there is an existing diverse character. On sites with frontage to an Arterial or Main Road (as designated on the Residential Development Framework Plan) or adjacent to the PPTN. Along Collector roads that are already characterised by medium-density (2 to 3 storey) development. Heritage areas close to the St Kilda Activity Centre that are generally characterised by existing 3 storey development. Within areas proximate to a Major Activity Centre, Neighbourhood Activity Centre or Train Station where there is capacity for change. Within Smaller Neighbourhood and Local activity centres. 	<ul style="list-style-type: none"> Within the established retail/commercial strips of Major Activity Centres and Large Neighbourhood Activity Centre at Ormond Road, Elwood. Within the established commercial strip in St Kilda Road South Precinct. 	<ul style="list-style-type: none"> Fishermans Bend Urban Renewal Area and strategic redevelopment precincts including St Kilda Road North Precinct and Port Melbourne Mixed Use Area. Within strategic sites (identified by a structure plan) located within or proximate to a Major Activity Centre and/or the Principal Public Transport Network (PPTN). Public housing renewal sites (including Park Towers, Emerald Hill Housing Estate and Barack Beacon Estate).

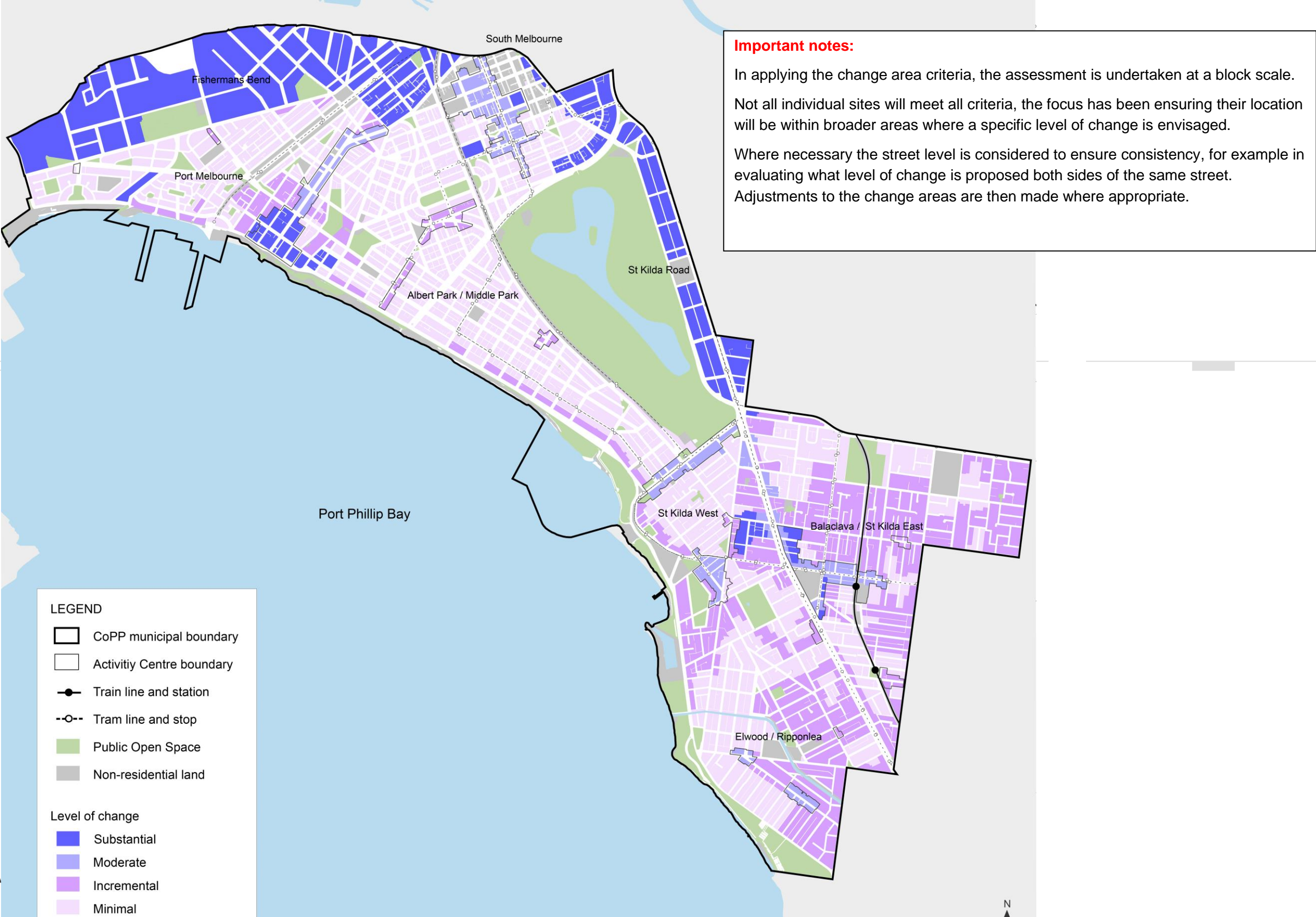
Development typology	<ul style="list-style-type: none"> Typically low-rise (predominately single and double storey) dwellings and low-rise (up to three storeys) apartments.. New development should respect existing valued neighbourhood character and/or heritage attributes. 	<ul style="list-style-type: none"> Typically low-rise (up to three storey) dwellings and smaller scale apartment buildings. New development should respect existing valued neighbourhood character and/or heritage attributes. New development should respond to key neighbourhood attributes identified in current local policy and through the Neighbourhood Character Study. 	<ul style="list-style-type: none"> Typically mid-rise development generally sited above or to the rear of retail/commercial premises is appropriate in these areas. New development should be of an intensity and scale that keeps with the existing streetscape and heritage context, and does not compromise the economic function of the centre. 	<ul style="list-style-type: none"> Typically mid and high-rise apartment dwellings and mixed use development is generally appropriate in these areas. A new character in these areas is expected to emerge. New development capacity should be of height, scale and massing that respects the surrounding built form context.
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4.4 Residential Framework Plans

Housing Change Areas




This map shows the four level of change areas applied across the City of Port Phillip using the criteria outlined in the previous table. The following pages focus on the change areas at the neighbourhood scale for further clarity.



Context

-  Neighbourhood Boundary
-  Activity Centre
-  Open Space
-  Non-residential land

Principal Public Transport Network (PPTN)

-  Rail line and station
-  Tram line and stops
-  High frequency bus route and stops

Level of change

-  Minimal
-  Incremental
-  Moderate
-  Substantial






Neighbourhood 1 Elwood/Ripponlea - Level of Change Areas Map (Draft)





Context

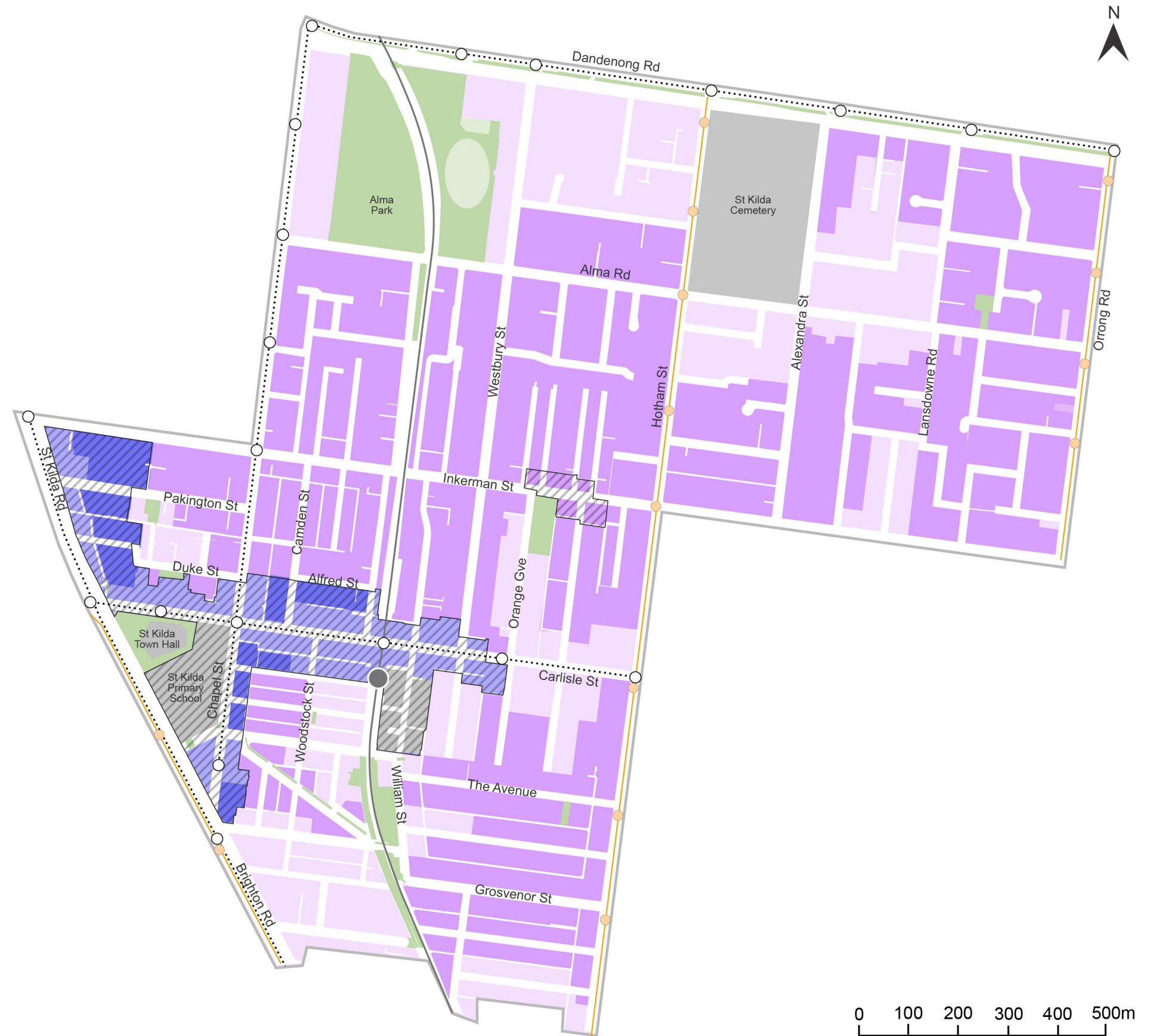
-  Neighbourhood Boundary
-  Activity Centre
-  Open Space
-  Non-residential land

Principal Public Transport Network (PPTN)

-  Rail line and station
-  Tram line and stops
-  High frequency bus route and stops

Level of change

-  Minimal
-  Incremental
-  Moderate
-  Substantial






Neighbourhood 2 Balaclava/St Kilda East - Level of Change Areas Map (Draft)





Context

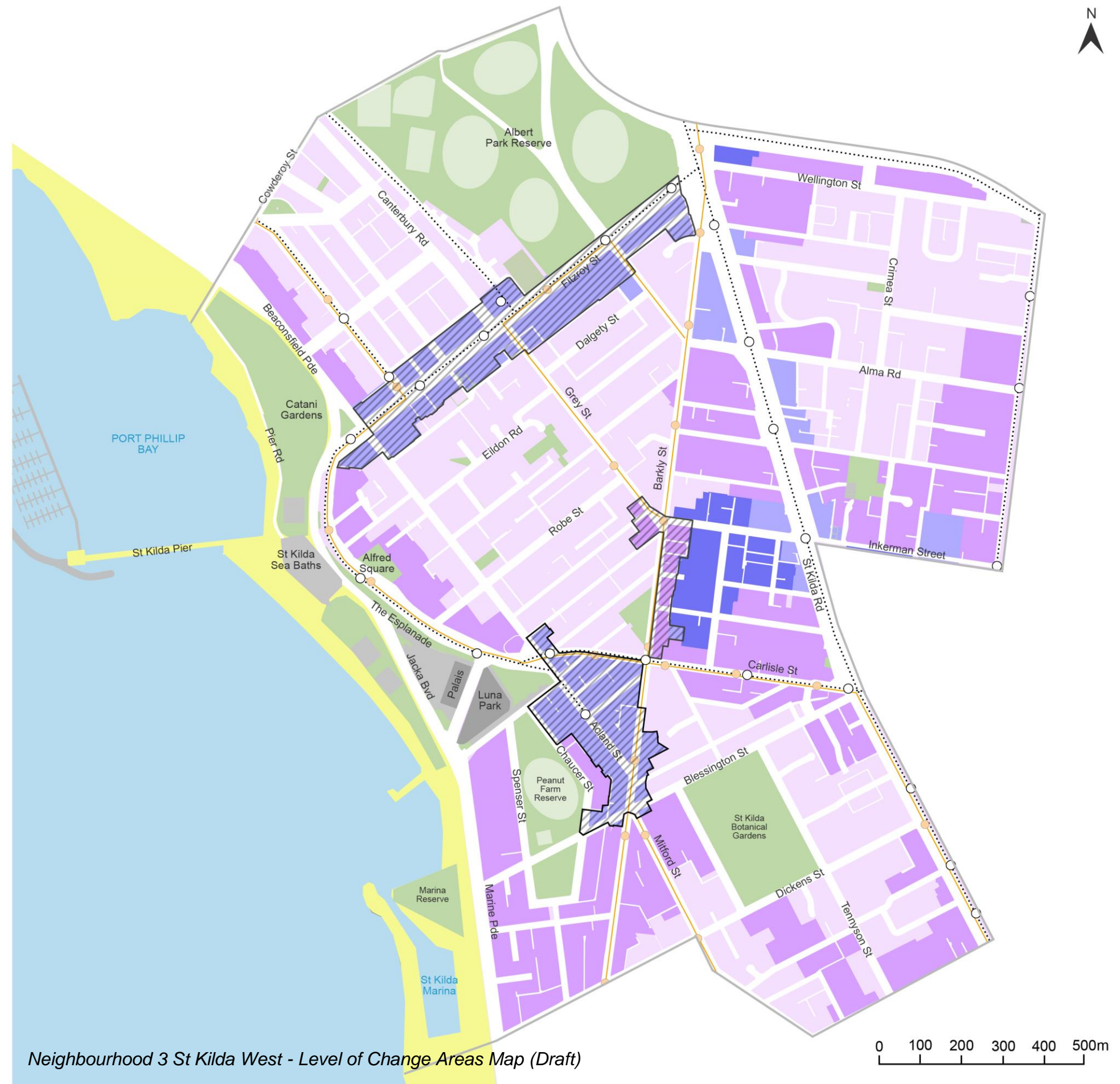
-  Neighbourhood Boundary
-  Activity Centre
-  Open Space
-  Non-residential land

Principal Public Transport Network (PPTN)

-  Rail line and station
-  Tram line and stops
-  High frequency bus route and stops

Level of change

-  Minimal
-  Incremental
-  Moderate
-  Substantial



Neighbourhood 3 St Kilda West - Level of Change Areas Map (Draft)

Context

- Neighbourhood Boundary
- Activity Centre
- Open Space
- Non-residential land

Principal Public Transport Network (PPTN)

- Rail line and station
- Tram line and stops
- High frequency bus route and stops

Level of change

- Minimal
- Incremental
- Moderate
- Substantial






Neighbourhood 4 St Kilda Road - Level of Change Areas Map (Draft)





Context

-  Neighbourhood Boundary
-  Activity Centre
-  Open Space
-  Non-residential land

Principal Public Transport Network (PPTN)

-  Rail line and station
-  Tram line and stops
-  High frequency bus route and stops

Level of change

-  Minimal
-  Incremental
-  Moderate
-  Substantial






Neighbourhood 5 Albert Park / Middle Park - Level of Change Areas Map (Draft)

Context

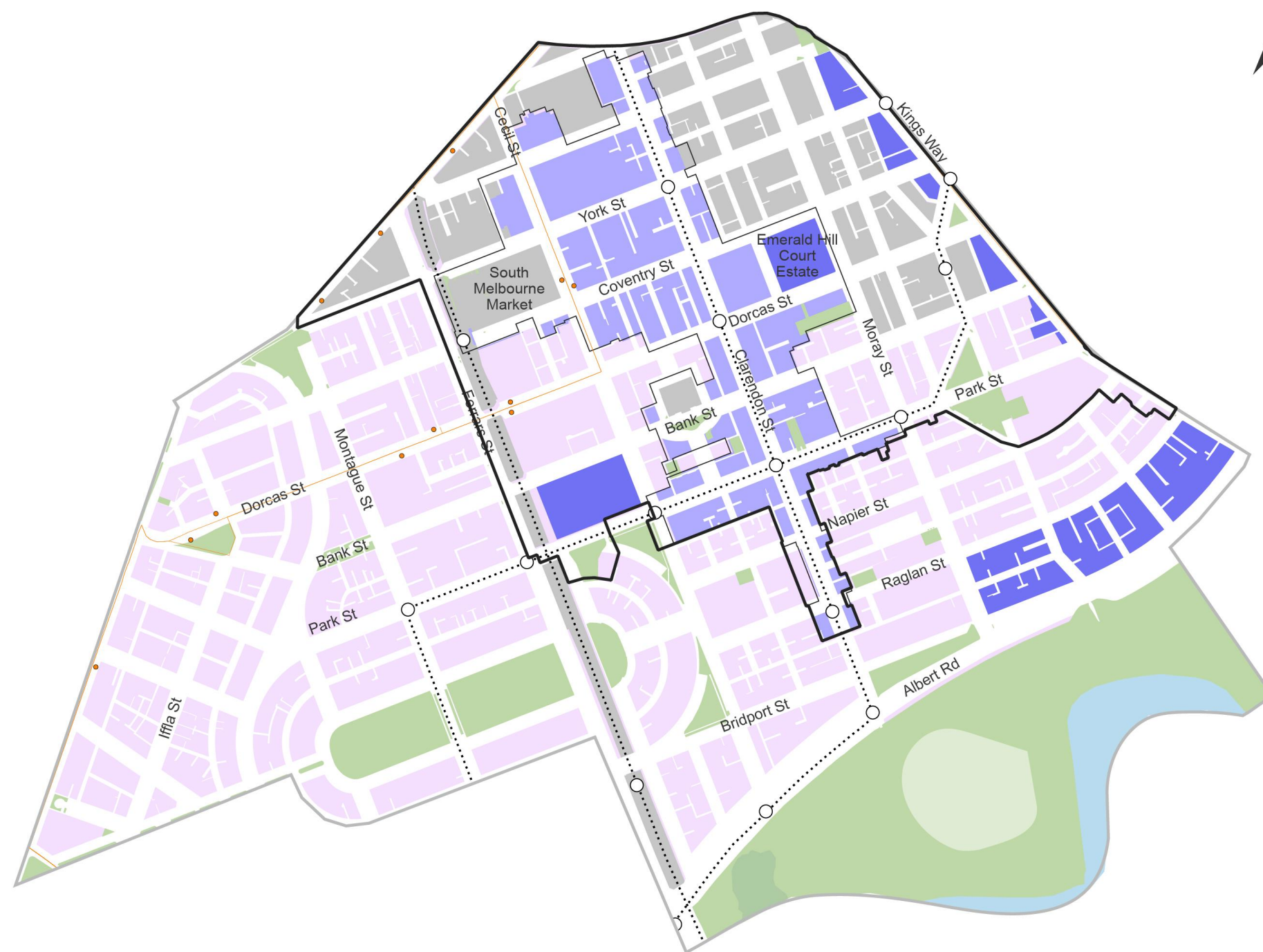
-  Neighbourhood Boundary
-  Activity Centre
-  Open Space
-  Non-residential land

Principal Public Transport Network (PPTN)

-  Rail line and station
-  Tram line and stops
-  High frequency bus route and stops

Level of change

-  Minimal
-  Incremental
-  Moderate
-  Substantial

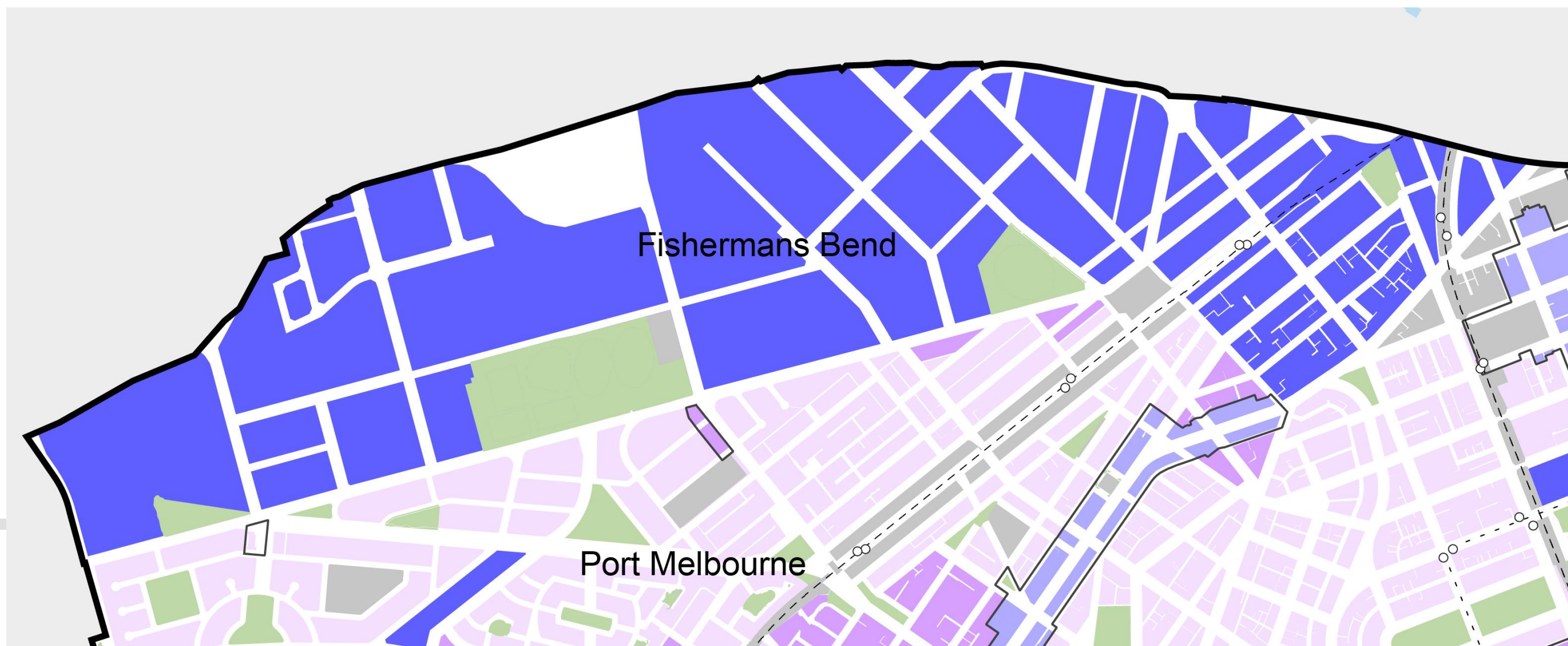


Neighbourhood 6 South Melbourne - Level of Change Areas Map (Draft)

0 100 200 300 400 500m



Neighbourhood 7 Port Melbourne - Level of Change Areas Map (Draft)



Neighbourhood 8 and 9 Fishermans Bend (Montague, Sandridge and Wirraway)
- Level of Change Areas Map (Draft)

Neighbourhood character areas and level of change

In addition to level of housing changes, this map shows the six preferred character areas applied across the City of Port Phillip in locations where there is no existing guidance.

