21.05 RESIDENTIAL LAND USE

Overview

Kingston comprises a high diversity of residential areas, spanning from housing constructed in the early 1900s through to newer ‘greenfield’ estates. The ability of our residential areas to continue to accommodate the changing lifestyle and housing needs of current and future populations is becoming an increasingly important issue in Kingston.

Overall, the predominant form of housing in Kingston is the single detached house. However, the housing mix in different parts of Kingston varies considerably. Some parts of the municipality currently provide a diverse mix of housing types, including high proportions of medium density housing while other areas consist substantially of single detached houses. Areas in Kingston with greater housing diversity tend to be those areas in close proximity to the foreshore and railway lines.

The changing demographics of the Kingston community are anticipated to create future demands for both greater diversity of housing types and additional dwelling numbers in Kingston.

The ageing of Kingston’s population coupled with the metropolitan wide trend towards smaller household size is forecast to be a primary driver behind the future demand for additional housing.

The accommodation of additional households is important as it will help maintain a diverse resident population which adds to the richness of community life in Kingston and assists in the retention of a wide range of community services and facilities.

Additionally, the changing demographics of the Kingston community are anticipated to generate demands for new forms of housing which are unlikely to be met by the current housing stock available in the municipality.

So whilst it is anticipated that in the short to medium term a significant part of future demand for new housing in Kingston will be provided by development of major sites such as Epsom, The Heath, The Waterways, etc, Kingston’s established residential areas will continue to play a role in meeting future housing needs, both in terms of the future supply of new dwellings and in terms of the type of housing constructed.

Key factors in successfully managing this housing change will be the achievement of high levels of amenity and ensuring new residential development responds to neighbourhood character. The Kingston Neighbourhood Character Study has been prepared to ensure new residential development enhances and respects the amenity and character of existing suburbs and strives for design quality.

In order to meet the municipality’s future housing requirements there is a need to identify locations that are suitable for redevelopment. Kingston’s approach to this challenge has been to analyse the relationship between current and forecast housing supply, demographic characteristics and housing needs at both a municipal and local level. This analysis has resulted in the residential framework for the City taking account of both the forecast future housing needs and the local conditions which influence the capacity of different parts of the City to accommodate changes in housing stock.

The vision for Kingston’s residential areas outlined in the Kingston Residential Strategy - September 2000 is:

"to promote and facilitate both increased local housing diversity to meet the changing housing needs of the community and increased liveability within an integrated planning framework”.

The MSS seeks to promote medium density housing in locations better suited to accommodating housing change, and to moderate the rate and type of housing change in other locations. The Residential Land Use Framework Plan identifies the range of
housing outcomes sought across the City.

**Activity Centres**

Opportunities exist for higher densities within Kingston’s activity centres, particularly in the form of shop-top housing and mixed use developments.

**Large Residential Opportunity Sites**

In recent decades, housing growth in Kingston has primarily been a result of new housing construction on greenfield sites in Dingley, Aspendale Gardens, Chelsea Heights and the like. The remaining designated large development sites within Kingston such as the Waterways and The Heath will continue to supply significant numbers of new housing over the coming 3-5 years. It is also anticipated that potential sites such as the Gas and Fuel Site (Nepean Highway) will become available for new housing in coming years.

In future, all large residential opportunity sites will provide an integrated mix of lot sizes and housing types, and medium density housing will become a more important housing element on these sites. It is anticipated that additional large strategic redevelopment sites including the former Gas and Fuel site at 1138 Nepean Highway, Highett will become available for redevelopment in coming years.

**Mixed Use Areas**

A number of mixed use areas within Kingston offer potential for innovative infill development. Many of these areas are located on the periphery of existing activity centres, within established residential areas or on former industrial sites. As such development on these sites will need to address existing site constraints and respond to the immediate context of the site.

**Increased housing diversity areas**

The intention in these areas is that new medium density housing comprising a variety of housing types and layouts will be promoted responding to the established but evolving urban character. Because these are already established as residential areas, the design of new medium density housing proposals will need to display sensitivity to the existing residential context and amenity standards in these areas.

**Incremental housing change areas**

The type of housing change anticipated in these areas will take the form of extensions to existing houses, new single dwellings or the equivalent of new two dwelling developments on average sized lots. The existing single dwelling character of these areas is to be retained.

**Minimal housing change areas**

Some areas within Kingston will not play a significantly expanded role in meeting future housing needs of the Kingston community. Future development in these areas is influenced by factors such as the Moorabbin Airport flight paths, single dwelling covenants and neighbourhood agreements.
Residential renewal areas

Areas are also identified which currently contain significant levels of medium density housing. The objective in such instances is to promote the redevelopment of older medium density housing as appropriate.

Areas of Special Character

Developments in these areas will need to respond to the need to protect and complement the unique grouping of character elements.

21.05-2 Key Issues

- Impacts of a decreasing average household size and a general ageing of the population on the demand for additional dwellings.
- Impact of future changes in household structure on the demand for greater diversity of housing stock.
- Impact of future population changes on the supply of and demand for community and social facilities.
- Impact of new residential development in established urban areas on existing ageing infrastructure such as drains and roads.
- Loss of vegetation and historic buildings through the redevelopment process.
- Impact of new residential development on the character and amenity of existing residential areas.
- The need to understand the capacity of local areas to accommodate increased housing diversity.
- The need to promote quality and environmentally sustainable residential development.
- Management of the interfaces between residential areas and other sensitive/strategic land uses.
- Identification of households with specific housing needs within the Kingston community, including older people and people on low incomes.

21.05-3 Objectives, Strategies and Implementation

Objective 1

To provide a range of housing types across the municipality to increase housing diversity and cater for the changing housing needs of current and future populations, taking account of the differential capacity of local areas in Kingston to accommodate different types and rates of housing change.

Strategies

Strategies to achieve this objective include:

- Encourage residential development within activity centres via shop-top housing and mixed use developments, and on transitional sites at the periphery of activity centres. The intensity and scale of such development will need to be in keeping with the scale of these centres.
Support innovative residential infill development on former industrial sites adjacent to established residential areas, and on other mixed use or traditionally non-residential sites where appropriate.

Promote a range of lot sizes and housing types, including medium density housing, on large residential opportunity sites, particularly where such sites have good access to public transport and other facilities.

Ensure development plans are prepared and implemented for all large residential opportunity sites to address the provision of a diversity of housing opportunities and to ensure that other site and contextual issues are addressed.

Promote increased housing diversity in residential areas that are within convenient walking distance of public transport and activity nodes (increased housing diversity areas). Such areas will accommodate a variety of medium density housing types and layouts at increased residential densities, responding to the established but evolving urban character.

Encourage innovative and integrated higher density housing in residential areas around the Cheltenham Business Centre.

Promote lower density housing in established suburban areas that do not have direct access to activity/transport nodes and "encourage" only incremental change in housing density (incremental housing change areas). Such areas will retain their predominantly single dwelling character and incremental change will occur in the form of single dwellings or the equivalent of dual occupancy developments on average sized lots.

Promote minimal housing change in areas affected by aircraft noise, single dwelling covenants and neighbourhood agreements (minimal housing change areas).

Promote the innovative redevelopment and renewal of older housing stock which is in poor physical condition, particularly in parts of Chelsea and Clayton South where older poor quality medium density housing development is highly concentrated (residential renewal areas).

Prevent any loss of existing residential land through unnecessary or inappropriate rezonings.

Objective 2

To ensure new residential development respects neighbourhood character and is site responsive, and that medium density dwellings are of the highest design quality.

Strategies

Strategies to achieve this objective include:

Promote new residential development which is of a high standard, responds to the local context and positively contributes to the character and identity of the local neighbourhood.

Promote new residential development which provides a high standard of amenity and quality of life for future occupants.

Protect areas/elements in the built form and natural landscape which have an identified and valued character.

Recognise the five areas of ‘special character’ identified in Kingston’s Neighbourhood Character Study and ensure that development proposals respond to all identified major or critical elements in such a way that any new development does not detract from the special character of these areas.
- Protect areas/buildings of recognised historical/cultural significance.
- Encourage the retention of existing buildings which can be recycled and which contribute to the character of the surrounding neighbourhood.

**Objective 3**

To preserve and enhance well landscaped/vegetated environments and protect identified significant vegetation.

**Strategies**

Strategies to achieve this objective include:

- Encourage the retention of existing vegetation wherever possible.
- Protect trees that have been identified as significant in the City of Kingston Register of Significant Trees, May 2007.
- Improve landscape character by accommodating appropriate landscaping within new residential developments.

**Objective 4**

To promote more environmentally sustainable forms of residential development.

**Strategies**

Strategies to achieve this objective include:

- Ensure that the planning, design, siting and construction of new residential development responds to best practice environmental design guidelines for energy efficiency, waste and recycling, and stormwater management.
- Promote medium density housing development in close proximity to public transport facilities, particularly train stations.

**Objective 5**

To manage the interface between residential development and adjoining or nearby sensitive/strategic land uses.

**Strategies**

Strategies to achieve this objective include:

- Ensure the siting and design of new residential development sensitively responds to interfaces with environmentally sensitive areas, including:
  - The foreshore and other sensitive waterway environments.
  - Braeside Park, Edithvale-Seaford Wetlands and other public parks and reserves.
  - Areas of identified significant vegetation and fauna habitat.
- Ensure the siting and design of new residential development does not encroach on strategic infrastructure or create potential conflict with established uses which have potential to erode residential amenity including:
  - Industrial areas, extractive industries and rural land uses.
- The Moorabbin Airport environs which are subject to aircraft noise.
- The interface between urban and non urban areas.
- Ensure that where medium and higher density residential areas are proposed adjacent to lower density residential areas, the design of such development takes proper account of its potential amenity impacts.

**Objective 6**

To ensure residential development does not exceed known physical infrastructure capacities.

**Strategies**

Strategies to achieve this objective include:

*Drainage*
- Ensure that the siting and design of new residential development is consistent with Urban Stormwater Best Practice Environmental Management Guidelines.
- Ensure that new residential development contributes to the maintenance and upgrading of local drainage infrastructure as required, where such new development will impact on the capacity of such infrastructure.
- Manage development on land that is identified as being liable to flooding.

*Trafﬁc / Car Parking.*
- Require the provision of carparking to satisfy the anticipated demand having regard to average car ownership levels in the area, the environmental capacity of the local street network and the proximity of public transport and nearby on and off street car parking.

*Open Space*
- Ensure that all new medium density housing provides adequate private open space that is appropriately landscaped.
- Ensure that large residential opportunity sites provide contributions towards the creation and/or enhancement of public open space within, or in reasonable proximity to, such sites.

**Objective 7**

To ensure all residential neighbourhoods in Kingston are provided with supporting social infrastructure adequate to the population’s needs.

**Strategies**

Strategies to achieve this objective include:
- In areas experiencing rapid growth, ensure appropriate social infrastructure is provided in accordance with the anticipated needs of future residents.
- Ensure the development of large residential opportunity sites contributes to identified social infrastructure needs.
- Promote opportunities to improve the physical access of large residential opportunity sites to public transport.
Objective 8

To recognise and respond to special housing needs within the community.

Strategies

Strategies to achieve this objective include:

- Support opportunities for the innovative provision of housing specific to housing needs not well catered for in the mainstream housing market such as aged accommodation and housing for low income groups.

- Ensure the provision of aged and low cost accommodation is integrated within residential neighbourhoods to ensure linkages with the general community and social networks and to avoid physically or socially isolating people.

- Recognise and respond to the specific needs for supporting infrastructure and services of some parts of the community.

- Support the provision of affordable housing, including low cost rental accommodation, particularly in areas designated for increased housing diversity.

21.05-4 Implementation

These strategies will be implemented by:

Policy and Exercise of Discretion

- Using local policy to recognise the differential potential of residential areas to accommodate housing change, to promote appropriate differential residential densities and preferred design outcomes, as follows:
  - To promote integrated medium density housing on large residential opportunity sites.
  - To promote opportunities for quality medium density housing in locations with good access to public transport/activity nodes (Increased Housing Diversity Areas, Clause 22.11).
  - To promote opportunities for medium to higher density housing development within residential areas around the Cheltenham Business Centre (Cheltenham Business Centre Policy, Clause 22.01).
  - To promote single dwellings or the equivalent of 2 dwelling developments on average sized lots in suburban locations that do not have direct access to public transport/activity nodes (Incremental Housing Change Areas, Clause 22.11).
  - To promote minimal housing change in areas affected by aircraft noise, single dwelling covenants and neighbourhood agreements (Minimal Housing Change Areas, Clause 22.11).
  - To promote redevelopment of those limited areas which already contain significant levels of medium density housing (Residential Renewal Areas, Clause 22.11).

- Using local policy to ensure new residential development respects neighbourhood character, and site features, and that medium density dwellings are of a high design quality (Residential Development Policy, Clause 22.11).

- Using local policy to protect the amenity of residential areas around the Moorabbin Airport which are subject to aircraft noise (Moorabbin Airport Environs Policy, Clause 22.05).
Using local policy to guide the redevelopment of the former Epsom Race Track for residential purposes, responsive to the site’s unusual physical and environmental context and integrating it with the urban fabric of Mordialloc (Former Epsom Race Track and Environs Policy, Clause 22.10).

Assessing applications for buildings and works (including radio masts, television antenna and flagpoles) against the approved Moorabbin Airport Aviation Obstacle Referral Height Plan. Requiring the consent of the Federal Department of Transport and Regional Development for buildings and works that exceed the maximum building height in the approved Moorabbin Airport Aviation Obstacle Referral Height Plan.

Using local policy to manage the interface between residential development and adjoining or nearby sensitive/strategic land uses.

Facilitating shop-top housing and mixed use development within activity centres.

Facilitating innovative residential infill development on former industrial sites adjacent to established residential areas, and on other mixed use or traditionally non-residential sites where appropriate.

Levying development contributions to finance improvements and additions to physical infrastructure, including drainage and public open space, where new development is likely to impact on the capacity of existing infrastructure.

Seeking the views of the relevant flood management authority prior to the approval of development within overland flow paths and known flood prone areas.

Ensuring that impervious surfaces are minimised in new developments, particularly in areas which are known to be affected by flooding.

Using local policy to guide opportunities for housing within and where indicated on the periphery of the Carrum, Highett and Mordialloc Activity Centres consistent with relevant structure plans (Carrum Activity Centre Policy, Clause 22.12, Mordialloc Activity Centre Policy, Clause 22.14, and Highett Activity Centre Policy, Clause 22.17).

Applying the Schedule to the Activity Centre Zone in order to achieve design and built form housing outcomes as desired through the applicable Structure Plan.

Zones and Overlays

Applying the Activity Centre Zone to identified Principal and Major Activity Centres of Southland, Mentone, Moorabbin, Mordialloc and Cheltenham in accordance with the approved structure plans.

Applying the Residential 1 zone to established residential areas.

Applying the Residential 1 zone/Mixed Use zone to areas around the former Epsom Race Track and other industrial sites to facilitate their redevelopment for residential purposes.

Applying the Mixed Use zone to limited areas on the periphery of existing activity centres to encourage medium to higher density residential opportunities.

Applying a Design and Development overlay to restrict the height of residential development adjacent to the foreshore reserve.

Applying the Development Plan overlay to the former Epsom Race Track and the Kingston Lodge site to provide for an integrated residential development and to ensure that the development is responsive to the physical and environmental issues affecting both sites and their surrounding areas.

Applying the Development Plan overlay to provide guidance on the manner in which land within and on the periphery of the Highett and Mordialloc Activity Centres can be developed to ensure a diversity of built form outcomes is achieved.
Applying the Airport Environs overlay (AEO1) to ensure appropriate planning controls are applied to residential areas around Moorabbin Airport which are significantly affected by aircraft noise.

Applying the Land Subject to Inundation overlay and Special Building overlay to areas which have been identified as being liable to mainstream and stormwater flooding.

**Further Strategic Work**

Immediate Priorities

- Exploring the use of an appropriate overlay to protect those areas identified within Kingston's Neighbourhood Character Guidelines as being of 'Special Character'.

- Finalising and implementing the Clayton South and Carrum Urban Design Framework plans and giving effect to these plans in the planning scheme by preparing local policy and by other means.

- Modifying the Kingston Residential Strategy to incorporate changes reflective of 2001 Census Data and modifications to the State Planning Policy Framework.

- Finalising and implementing the Chelsea and Bonbeach Residential Renewal Project and giving effect to this project in the planning scheme by preparing local policy and by other means.

- Finalising and implementing the Kingston Heritage Study (Stage 2), and giving effect to the Study by preparing a local planning policy.

- Developing local structure plans/urban design frameworks to further guide residential development in areas identified for ‘increased housing diversity’, including Moorabbin, Highett, Cheltenham, Mentone, Parkdale, Mordialloc, Aspendale, Edithvale, Chelsea and Bonbeach.

- Implementing relevant overlay controls in the planning scheme with respect to drainage issues at a local level.

Medium Term Priorities

- Developing Landscape Guidelines for residential development.

- Finalising significant vegetation assessment and identifying appropriate controls to ensure protection.

- Developing Environmental Sustainability Guidelines for residential development to ensure new residential development is more environmentally sustainable by drawing together current best practice in this area.

- Developing urban design guidelines to promote and manage the redevelopment of deteriorated housing stock in older parts of the municipality.

- Finalising and implementing the Kingston Stormwater Management Plan and giving effect to this plan in the planning scheme by preparing local policy.

Ongoing Areas of Focus

- Undertaking a municipal-wide comprehensive local drainage survey to establish infrastructure constraints.

- Continue to investigate drainage issues at the local level in order to implement relevant overlay controls in the planning scheme.

- Investigating the application of Development Contributions Plans for open space and infrastructure.

- Monitoring the population profile and current and possible future trends to ensure infrastructure provision is responsive to the community’s needs.
Further investigating the special housing needs of some sections of the community, particularly people from different cultural and linguistic backgrounds, older people, people on low incomes and single parent families.

Other Actions

- Conducting regular information sessions with the building/development industry to promote understanding of Kingston’s housing objectives.
- Investigating the development of a ‘shop top’ housing program.
- Initiating Kingston Design Excellence Awards to recognise, publicise and promote innovation and excellence in design and construction.
- Continuing to monitor the population profile and future housing market trends in the municipality and broader region.
- Fostering Council’s roles and responsibilities in the provision of social housing.
- Investigating opportunities to work with the private sector (developers, builders, real estate agents) to ensure they are informed about the residential development opportunities available within the municipality and can actively respond to them.
- Establishing a significant vegetation register to ensure significant vegetation is identified.
- Continuing to develop Local Area Traffic Management Plans for identified areas in Kingston.
- Working with other agencies to identify opportunities to facilitate projects which provide for specific housing needs within the community.

Reference Documents

- Kingston Residential Strategy
- Kingston Neighbourhood Character Study
- Kingston Heritage Study (Stages 1)
- Kingston Open Space Strategy
- Moorabbin Airport Aviation Obstacle Referral Height Plan
- Kingston Designing Contextual Housing Guidelines
- Highett Structure Plan, May 2006
- Mordialloc Pride of the Bay: A Structure Plan for the Future of Mordialloc, 2004
- Mentone Activity Centre Structure Plan, 2011

Incorporated Document

- Kingston Neighbourhood Character Guidelines, August 2007