

22.09

20/03/2014

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[Proposed C103](#)**TORQUAY-JAN JUC RESIDENTIAL DEVELOPMENT AND NEIGHBOURHOOD CHARACTER POLICY**

This policy applies where a planning permit is required to construct or extend one or more dwellings or subdivide in the residential zones in Torquay and Jan Juc.

22.09-1

20/03/2014

C66

Policy basis

This policy:

- Applies the objectives and strategies of the following sections of the SPPF to local circumstances:
 - Clause 11.02 – Urban growth
 - Clause 11.05 – Regional development
 - Clause 12.02 – Coastal areas
 - Clause 15.01 – Urban environment
 - Clause 16.01 – Residential development
- Builds on the objectives and strategies of the following sections of the MSS:
 - Clause 21.02 – Settlement, Built Environment and Heritage
 - Clause 21.08 – Torquay-Jan Juc Strategy
- Builds on the particular provisions for One Dwelling on a Lot in Clause 54 and Two or More Dwellings on a Lot and Residential Building in Clause 55.
- Implements the key directions of the *Torquay-Jan Juc Neighbourhood Character Study & Vegetation Assessment (2006)*, *Torquay-Jan Juc Neighbourhood Character Study Review (2012)* and *Sustainable Futures Torquay-Jan Juc 2040 (2012)* relating to housing growth and neighbourhood character.

The purpose of this policy is to identify those locations where different levels of housing growth and change are encouraged and provide policy guidance on how development design should respond to meet the desired neighbourhood character and housing objectives. The identified areas are shown on Map 1 to this Schedule and summarised in Table 1.

The policy recognises that the character of existing neighbourhoods is not static and will change and evolve over time. The policy provides guidance to manage the level of change to the neighbourhood character and achieve a preferred neighbourhood character. The policy encourages high quality design and landscaping outcomes that respect and contribute to the preferred neighbourhood character of the coastal townships of Torquay and Jan Juc.

22.09-2

20/03/2014

C66

Objectives

To adopt a managed approach to residential development, taking account of the differential capacity of the residential areas in Torquay-Jan Juc to accommodate housing growth and change.

To ensure development achieves architectural and urban design outcomes that positively contribute to the preferred future character of the residential areas of Torquay-Jan Juc, as identified in the *Torquay-Jan Juc Neighbourhood Character Study & Vegetation Assessment (2006)* and *Torquay-Jan Juc Neighbourhood Character Study Review (2012)*.

To recognise the need for change in urban consolidation areas while respecting the desired future character of these areas.

To promote a range of housing types, sizes and configurations in appropriate locations to accommodate the future needs of Torquay-Jan Juc's growing and changing population.

To ensure that landscaping and trees remain a major element in the appearance and character of Torquay-Jan Juc's residential environments.

To provide greater certainty for the community and the development industry as to the preferred intensity of residential development and the future character of different areas of Torquay-Jan Juc.

22.09-3

20/03/2014
C66

Policy

Where a permit is required to develop land in residential areas it is policy to:

- Take into account the differential capacity of the area to accommodate housing growth and change and the future development and preferred character statement of the relevant housing area type as described in this policy when considering an application.
- Require applications for residential development to be accompanied by a written assessment of how the proposal responds to the future development and preferred character statements included in this policy for the relevant housing area.
- Encourage future development to make a positive contribution to the desired future neighbourhood character and streetscapes of the area by:
 - Providing for contemporary coastal architecture with a lightweight appearance, visually interesting well-articulated facades, simple detailing and roof forms, and a variety of lightweight materials and natural colours;
 - Achieving a building height that is consistent with Torquay-Jan Juc's preferred low-rise character;
 - Providing visually recessive garages that are set back behind the building line or to the rear of dwellings so as not to dominate the streetscape or building façade;
 - Retaining the openness of front gardens to the street by avoiding the use of front fences or by providing low or open style front fences;
 - Minimising adverse amenity impacts on adjoining properties by way of visual bulk;
 - Incorporating a landscape treatment that enhances the overall appearance of the development and the streetscape, including provision of canopy trees within front setback areas.

Future Development and Preferred Character Statements

Housing Area 1 – Urban Consolidation

Urban consolidation areas are located close to activity centres (generally within 800 metres walking distance of a major activity centre and 400 metres of a neighbourhood activity centre) and have significant capacity to accommodate residential growth and increased housing diversity, including delivery of a higher proportion of well-designed medium and higher density development in the form of units, townhouses, terrace housing and low-rise apartments to provide greater housing choice in response to a growing and changing population and to make efficient use of available infrastructure and services.

Particularly Old Torquay (south of Beach Road) has been identified as suitable to undergo a relatively high level of development and will continue to undergo substantial change driven by medium and higher density housing forms up to 2 storeys, with 3 storeys a possibility in appropriate locations (e.g. immediately adjacent an activity centre) or where the development demonstrates added value by achieving housing diversity objectives (in particular by providing smaller dwellings with one or two bedrooms). Consolidation of

allotments to increase development potential is encouraged and underdevelopment of lots is discouraged.

New development will be distinguishable from the original building stock by providing a more intense built form, but will be respectful of the key elements of these styles and sited in accordance with the predominant pattern of front setbacks in the street to allow for space for the retention or planting of canopy trees and shrubs that soften the built form and contribute to the spaciousness and leafiness of the streetscapes.

Housing Area 2 – General Residential (mixed density)

General residential (mixed density) areas have the capacity to accommodate a moderate level of housing growth and diversity. They include the established neighbourhoods of Old Torquay north of Beach Road, Church Estate and Wombah Park/Golden Beach Estate and the newer residential subdivisions at Surf View Estate and Deep Creek/Briody Drive Estate. The established areas have a garden character consisting substantially of single and double storey detached houses in a garden setting. Throughout the areas there has been a reasonable level of new infill development, but this has largely been restricted to one and two storey detached dwellings and dispersed medium density developments, including villa units and townhouses.

The future character of these areas will evolve over time to contain a greater mix of housing types at a lower intensity than in urban consolidation areas, including well-designed and site responsive medium density infill development (including second dwellings, dual occupancies and townhouse developments), and exhaustion of remaining vacant lots, dwelling renovations or extensions and replacement of older dwellings by new houses.

The balance between the built form and the garden setting will continue to be the valued key characteristic of these areas. Side setbacks on both sides maintain a sense of spaciousness around dwellings. New development will blend with the existing by respecting the older building styles and scales without replicating these, and will contribute to the garden setting and landscape character through the planting of canopy trees, in particular within front gardens.

Housing Area 3 – General Residential (standard density)

General residential (standard density) areas have limited capacity to accommodate future residential development due to a prevalence of single dwellings, predominantly as a result of covenants or other legal agreements that limit additional dwellings. They include the more recently developed residential estates of Great Ocean Views Estate, South Beach Estate and The Quay. The broad character is defined by detached dwellings predominantly of single and double storey scale at conventional densities, with the inclusion of occasional multi-dwelling developments.

Given the estates are virtually fully developed with more recent development, limited change is expected. The future character will evolve over time through the exhaustion of remaining vacant lots. The areas will contain a high proportion of single detached dwellings complementing existing development and a relatively limited number of well-designed and site responsive medium density developments where not prohibited. The mix of single and double storey contemporary dwellings sits within landscaped gardens. Vegetation, including canopy trees, is a mixture of traditional coastal and indigenous species, strengthening the visual connection of the areas with the coast. The buildings are consistently set back from the front and side boundaries, which, combined with a lack of front fencing, creates a sense of spaciousness in the streetscape. Techniques such as articulation and a variety of materials and finishes are used to provide visual interest. Avenues of street trees assist in unifying streetscapes.

Housing Area 4 – Bush Residential

Bush residential areas have a limited to moderate capacity to accommodate housing growth and diversity as a result of significant vegetation, high landscape values or environmental hazards such as bushfire. This housing area type covers the majority of Jan Juc's residential area, which is characterised by canopy vegetation and an undulating topography. Part of Jan Juc is affected by environmental factors that limit development such as significant vegetation and/or bushfire hazard. Jan Juc has undergone limited incremental change as a result of dispersed unit developments and replacement of older housing stock by larger new dwellings. The area will continue to provide for sensitively designed single dwellings and some dispersed medium density development (second dwellings, dual occupancies, townhouses) that respect the valued attributes of the existing and preferred neighbourhood character and landscape qualities, with an emphasis on retaining and enhancing vegetation.

The bushy gardens surrounding the dwellings dominate the streetscapes. New development will contribute to the precinct through the reflection of the low-scale, modest building form. Where the topography is hilly, the buildings are designed to follow the contours of the land and are sometimes sited to take advantage of ocean views without dominating the streetscape. Adequate space is provided around dwellings for the retention and planting of vegetation, in particular indigenous canopy trees and large shrubs. No or low, open style front fences are usually provided in order to retain the openness of the front garden to the street.

Housing Area 5 – Residential Growth

Residential growth areas comprise new broadacre or greenfield subdivisions and identified future growth areas where the preferred character is yet to establish, such as the growth areas in Torquay North and Messmate Road.

Greenfield areas should support an overall general density of 15 lots/dwellings per hectare, unless a lower density is desirable in response to environmental or landscape values, and provide a variety of lot sizes ranging from conventional urban lots to medium and higher density lots to encourage a mix of housing types and sizes. Higher residential densities (20 dwellings per hectare) should be focussed around activity centres, schools, community hubs and active public open space.

It will be important to establish a landscaped and built form character that reflects Torquay-Jan Juc's preferred coastal character and integrates with surrounding areas. The planting of indigenous and other typical coastal vegetation around the dwellings creates a linkage to the coastal setting. Consistent street tree planting will assist in unifying the appearance of the area and add a sense of spaciousness and leafiness.

To achieve the above outcomes, support will be given to:

- The master planning of new growth areas to facilitate the development of diverse, high amenity neighbourhoods which have an identifiable sense of place.
- The preparation of siting and design guidelines to guide the development of high quality and high amenity buildings which evoke a coastal character and create a sense of place.
- The preparation of landscape concept plans which include plans for proposed public open space and street planting to contribute to the amenity and liveability of the new neighbourhoods.

Housing Area 6 – Low Density Residential

Low density residential areas are located on the edge of the township and are characterised by single dwellings at low densities. They perform as a transition zone between the urban and rural interface and often contain significant patches of vegetation.

While some capacity may exist to increase lot densities beyond the specified minimum lot size in a limited number of further investigation areas as defined by this Planning Scheme, the low density residential areas have limited capacity to accommodate future residential development other than through subdivision of larger lots in accordance with minimum lot size provisions as specified by the Low Density Residential Zone and Schedule to the zone. The low density, single dwelling character will be retained.

22.09-4 Reference documents

20/03/2014
C66

Sustainable Futures Torquay-Jan Juc 2040 (2012)

Torquay-Jan Juc Neighbourhood Character Study Review (2012)

Torquay-Jan Juc Neighbourhood Character Study & Vegetation Assessment (2006)

Map 1 to Clause 22.09 – Torquay-Jan Juc Residential Development Framework

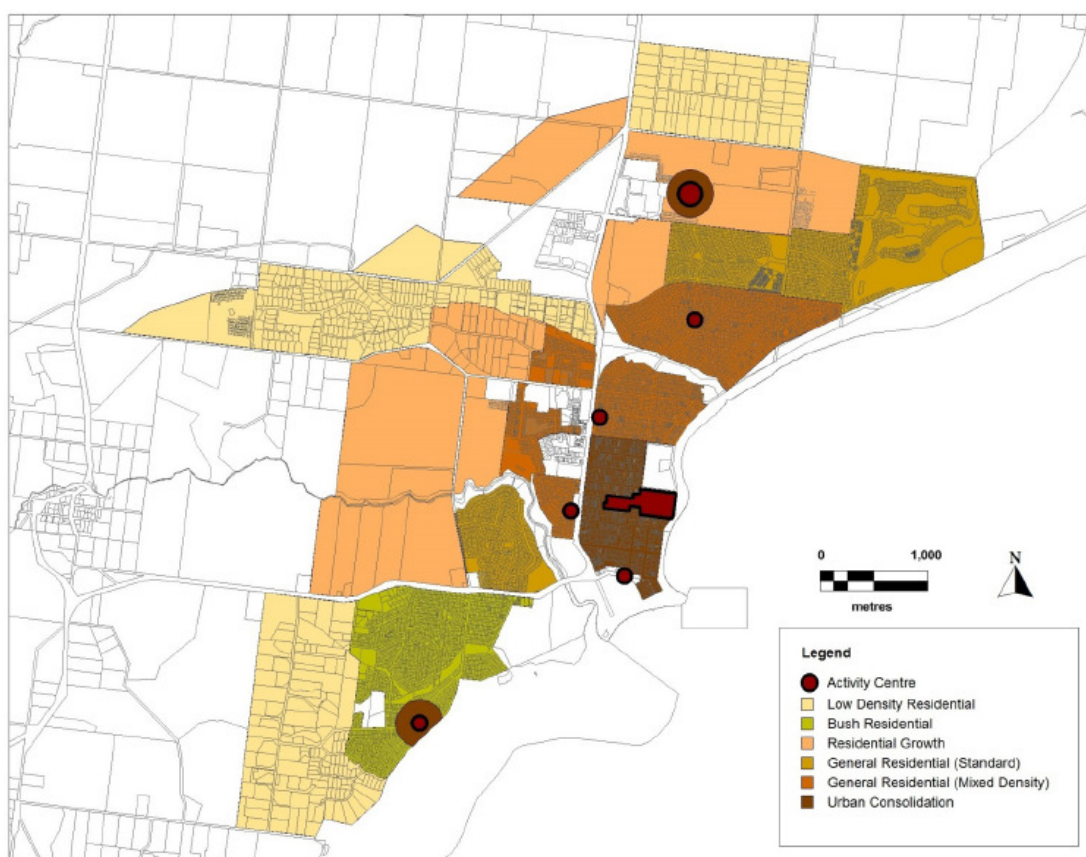


Table 1 to Clause 22.09

Housing area type	Preferred characteristics	
	Housing intensity/density/scale	Dwelling types
<p>Urban Consolidation (medium/higher density) (significant change)</p> <p>Old Torquay South and areas within 400m walking distance of NAC's</p>	<p>Well-designed medium and higher density housing at a higher intensity of development than in general residential areas (15-25 dw/ha).</p> <p>Up to 2 storeys (7.5m), with 3 storeys a possibility where appropriate having regard to the interface with adjoining land use (e.g. commercial, open space), site response, streetscape and amenity impacts, and level of achievement of housing diversity objectives.</p> <p>Development to make a positive contribution to the desired future neighbourhood character and streetscape, including opportunities for tree protection and planting within front setbacks.</p>	<p>Units, townhouses, terrace housing, low-rise apartment style housing.</p>
<p>General Residential (mixed density) (moderate change)</p> <p>Old Torquay North Wombah Park Church Estate</p> <p>Surf View / Beach Road Deep Creek / Briody Drive</p>	<p>Moderate housing growth and diversity.</p> <p>Dispersed medium density infill development at a higher proportion and intensity than in bush residential areas but less than in urban consolidation areas (overall 15 dw/ha).</p> <p>Up to 2 storeys (7.5m).</p> <p>Development to make a positive contribution to the desired future neighbourhood character and streetscape, including opportunities for tree protection and planting.</p>	<p>Single dwellings (small to conventional house lots).</p> <p>Dispersed second dwellings, dual occupancies, villa units and townhouses.</p>
<p>General Residential (standard density) (limited change)</p> <p>Great Ocean Views South Beach Estate The Quay</p>	<p>Limited opportunities for housing growth and change.</p> <p>Retain predominant single dwelling character, with some limited opportunity for dispersed medium density housing (10-12 dw/ha).</p> <p>Up to 2 storeys (7.5m).</p> <p>Development to make a positive contribution to the desired future neighbourhood character and streetscape, including opportunities for tree protection and planting.</p>	<p>Predominantly single dwellings (conventional house lots).</p> <p>Limited dual occupancies, villa units, townhouses.</p>

Housing area type	Preferred characteristics	
	Housing intensity/density/scale	Dwelling types
<p>Bush Residential (lower to standard density) (limited incremental change)</p> <p>Jan Juc</p>	<p>Limited to modest opportunity for housing growth and diversity.</p> <p>Sensitively designed single dwellings and some dispersed medium density dwellings that respect the valued attributes of the existing and preferred neighbourhood character (10 dw/ha).</p> <p>Up to 2 storeys (7.5m).</p> <p>Development to make a positive contribution to the desired future neighbourhood character and streetscape, with an emphasis on retaining and enhancing vegetation.</p>	<p>Predominantly single dwellings (conventional house lots).</p> <p>Limited second dwellings, dual occupancies, villa units and townhouses.</p>
<p>Residential Growth (Greenfield Areas)</p> <p>Torquay North</p> <p>Messmate Road</p> <p>Spring Creek</p>	<p>A range of lot sizes ranging from conventional lots to medium and higher density lots surrounding activity centres and public open space reserves (overall average density of 15 dw/ha; 20 dw/ha within 400m of NAC or open space).</p> <p>Up to 2 storeys (7.5m) with possible 3 storey development within or close to activity centres and active public open space.</p> <p>The planting of indigenous and other typical coastal vegetation around the dwellings creates a linkage to the coastal setting. Consistent street tree planting assists in unifying the appearance of the areas.</p>	<p>Single dwellings (small to conventional house lots).</p> <p>Townhouses, terrace housing, low-rise apartments.</p>
<p>Low Density Residential Areas</p> <p>LDRZ areas</p>	<p><u>Dispersed single housing at low densities minimum 2,000 square meters for sewerred lots; 0.4 hectares for unsewered lots, except where a local variation to this minimum lot size is specified in the Schedule to the Low Density Residential Zone. Any subdivision application will be considered on its merits and where relevant will take into consideration bushfire, vegetation, and landscape significance controls in the planning scheme.</u> Dispersed single housing at low densities (minimum 2,500sqm for sewerred lots; 0.4ha for unsewered lots).</p> <p>Up to 2 storeys (7.5m).</p> <p>Strong landscape character.</p>	<p>Single dwellings (large lots).</p>

*dw/ha denotes dwellings per hectare

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