

The purpose of this VPP Practice Note is to set out the preferred format for the Municipal Strategic Statement in new format planning schemes.

Why is a consistent format for the MSS encouraged?

Section 12A(3) of the *Planning and Environment Act 1987* requires a Municipal Strategic Statement (MSS) to contain the strategic planning, land use and development objectives of the planning authority and the strategies for achieving the objectives. The Act also requires an MSS to include a general explanation of the relationship between those objectives and strategies and the controls on the use and development of land in the planning scheme.

A consistent format will assist councils to ensure that the content of the MSS is presented in such a way that the requirements of the Act are seen to be met, the linkages between the MSS and the application of the zones, overlays, schedules and policies are clearly expressed and the links to the Corporate Plan are apparent. It will also establish a consistent approach across the State while still allowing councils to creatively express the content of the MSS.

What is meant by the terms *Objectives, Strategies and Implementation*?

To avoid confusion and maintain consistency, councils should interpret the terms objectives, strategies and implementation as having the following meanings:

- **Objectives** - the general aims or ambitions for the future use and development of an area responding to key issues identified in the MSS.
- **Strategies** - the ways in which the current situation will be moved towards its desired future to meet the objectives.
- **Implementation** - the means by which the strategies will be implemented.

The recommended format

Based on the experience of panels/advisory committees to date, it is recommended that the MSS be structured in a way which reflects the strategic planning process using the following headings.

21.01	MUNICIPAL PROFILE
21.02	KEY INFLUENCES
21.03	VISION - STRATEGIC FRAMEWORK
21.04	OBJECTIVES - STRATEGIES - IMPLEMENTATION
21.04-1	Settlement
21.04-2	Environment
21.04-3	Housing
21.04-4	Economic development
21.04-5	Infrastructure
21.04-6	Particular use and development
21.05	MONITORING & REVIEW

While the use of this format is not mandatory, it provides a structured way of meeting the requirements of Section 12A(3) of the Act. If a council does not wish to use this format, it should refer to the following points to ensure that all of the issues noted are clearly addressed in the MSS.

The MUNICIPAL PROFILE should cover the key characteristics of the municipality and its regional context.

KEY INFLUENCES on the future of the municipality should be identified. Both opportunities and advantages as well as specific problems and constraints to be overcome should be addressed.

The VISION is a description of the main features of the vision for the future of the municipality, taking into account both State and local strategic directions and key influences. The vision section should include a strategic framework plan which reflects the vision, so that the links between the planning scheme maps and the objectives and strategies expressed verbally in the MSS are clear.

The OBJECTIVES - STRATEGIES - IMPLEMENTATION section should set out the objectives of the planning authority for the future use and development of the municipality, the strategies by which the objectives are to be met and the means of implementation.

These objectives, strategies and means of implementation should be grouped in an ordered and logical framework so that subjects can be readily identified. It is useful if each group includes a brief overview of the key issues derived from earlier sections of the MSS.

One approach councils may use is to group objectives, strategies and means of implementation according to the six headings dealing with the sectoral issues in the State Planning Policy Framework (SPPF). Relevant sub headings could then be used according to the needs of the municipality, as not everything in the SPPF will be reflected in the MSS. This approach would reinforce strategic linkages between the SPPF and the MSS and reveal any gaps or inconsistencies between the two.

Councils may choose an alternative structure provided that the framework chosen is logical, easy to follow and clearly linked to other parts of the planning scheme.

It is important that this section clearly sets out how strategies flow from the objectives and how implementation of the strategies will be achieved.



Objectives should set out the aims for the future of an area in response to the key influences. Each objective (or group of objectives) should be followed with the strategies by which the current situation will be changed so that the objectives are achieved.

The means of implementing the strategies should be identified. A distinction should be drawn between strategies that will be implemented, wholly or in part, by:

- local policies and the exercise of discretion in decision-making under the planning scheme
- the application of zones and overlays and their accompanying schedules
- future strategic work with an indication of priority or a likely time frame
- other actions of the council - these should be able to be linked to the council's corporate plan, especially if expenditure is involved.

In identifying the means of implementing the strategies it should be explained how local policy or a zone will implement the strategy.

A response to Section 12A(3)(c) of the Act is provided by describing how strategies are to be implemented and distinguishing between:

- those that will be implemented by the planning scheme
- those that will be implemented by other council actions.

Plans relating to specific areas or issues should be included under appropriate groups of objectives, strategies and means of implementation.

Monitoring and review

Ongoing monitoring of planning schemes and the planning system is a key feature of the reform program.

Under Sections 12A(5) and (6) of the Act, a council must review its MSS at least once in every three years after it is prepared or at any other time that the Minister directs.

It is important that councils put in place a performance monitoring program at an early stage so that at the time the MSS is reviewed, relevant information is available to inform the review.

The performance monitoring section of the MSS should clearly state what the council intends to monitor.

The focus of performance monitoring at the local level should be:

- the extent to which the Local Planning Policy Framework (MSS and local policies) has been successful in:
 - articulating and communicating planning objectives, strategies and policies for the municipality
 - guiding land use and development decisions to achieve the land use and development outcomes specified in the planning scheme.
- the extent to which council procedures and decisions have been successful in implementation of the planning scheme.

In adopting a performance monitoring approach, councils are encouraged to:

- identify key elements of the planning scheme and planning system which the council wants to monitor
- identify indicators of council's performance in relation to these key elements
- establish performance targets for particular indicators to guide the assessment of success.

If a council is not in a position to include all of the above details in the MSS at the time that the scheme is approved, the MSS should at minimum list the key elements council intends to monitor.

How should the MSS be written?

The MSS should be written in clear, concise, plain English. Jargon, generalised statements and repetition must be avoided. Descriptions or outcomes should be written as specifically as possible so that the meaning is unambiguous. There is no need to restate other parts of the scheme, such as the SPPF.

The MSS should be set out in an attractive manner that is easy to follow. Only maps, diagrams and photographs that are relevant to the text should be included.

The example is intended to demonstrate the application of this VPP Practice Note. While based on the draft MSS for the city of Kingston, it has been shortened and modified for the purpose of this practice note. The example demonstrates the structure and style of an MSS only. It is not implied that the content is appropriate in any specific location.

21 MUNICIPAL STRATEGIC STATEMENT

21.01 MUNICIPAL PROFILE

21.01-1 Location

The City of Kingston is located within Melbourne's south-eastern band of middle suburbs, around 17 km from the Central Business District. It is framed by the Port Phillip coastline to the west and major arterial road corridors to the north and east. Kingston's regional neighbours include the cities of Bayside, Glen Eira, Monash, Greater Dandenong and Frankston.

The suburbs of Moorabbin, Highett, Cheltenham, Clarinda, Oakleigh South, Clayton South, Braeside, Mentone, Dingley Village, Heatherton, Parkdale, Mordialloc, Aspendale, Aspendale Gardens, Edithvale, Chelsea, Chelsea Heights, Bonbeach, Carrum and Patterson Lakes are all located within Kingston.

21.01-2 Regional context

There are a range of major land-use issues in Kingston which have significance beyond the municipal boundary. They include:

Foreshore. The Port Phillip coastline is significant for its ecological and environmental value. The City of Kingston has the longest stretch of coastline in a single municipality in metropolitan Melbourne.

Non-urban land. Kingston's non-urban areas are part of a south-eastern regional wedge of non-urban land, which extends across the Cities of Greater Dandenong, Frankston, Casey and Kingston.

Moorabbin Airport. The Moorabbin Airport plays a major role within the State's economic and transport infrastructure. Long term protection of its flight paths is required to optimise its potential for future growth.

Open space. Several recreational and open space areas in Kingston generate demand across a regional catchment. The proposed Chain of Parks, which will extend across the northern part of the municipality and join with open space networks in the City of Greater Dandenong, will also contribute to satisfying regional open space needs.

Environment. Kingston is located at the receiving end of a regional catchment system and shares responsibility for integrated catchment management with adjoining municipalities and a range of public agencies.

Industry/Employment. Kingston has the highest concentration of manufacturing employment in metropolitan Melbourne and is a major provider of jobs to the south-east metropolitan region.

Westfield Southland. The Westfield Southland complex is a major retailing presence within the region, and will be strengthened by the current expansion of the centre.

Transport corridors. A number of major north-south and east-west arterial routes traverse the municipality linking the region's industrial and commercial areas to local, interstate and international markets. The Frankston Railway line also links Kingston's residents to the CBD and Frankston. Completion of the proposed Dingley Freeway will further enhance the municipality's role in the regional transport network.

21.01-3 Municipal overview

Kingston is one of the largest and most physically diverse municipalities in metropolitan Melbourne, comprising an area of almost 91 square kilometres. It combines substantial residential areas with vibrant commercial and retail activity centres, agricultural and non-urban areas, and an industrial sector which forms one of the largest and most concentrated manufacturing regions in metropolitan Melbourne.

Its diverse natural environments incorporate significant parklands, wetlands, open space and waterways, as well as the longest stretch of coast in a single municipality in metropolitan Melbourne. The city’s regional prominence is heightened by the presence of Moorabbin Airport, one of the busiest airports in Australia.

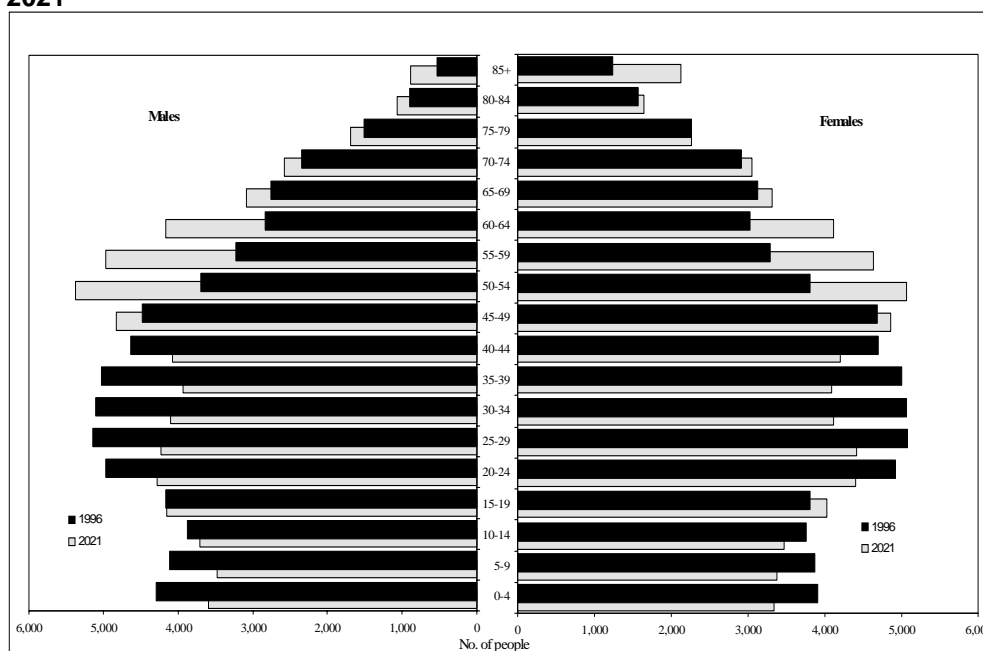
21.01-4 People

The City of Kingston is home to around 131,000 people, and 50,000 households. It is expected that Kingston’s population will increase slowly and peak in the year 2004 at around 133,200, after which time it is forecast to fall slightly over the period to 2011.

Like many other metropolitan areas across Melbourne, Kingston’s population is an ageing one. Figures released by the Australian Bureau of Statistics from the 1996 Census indicate that around 29 per cent of people in Kingston are aged over 50 and 18.6 per cent are aged over 60. These proportions are considerably higher than the Melbourne averages, which are 25 per cent and 15.3 per cent respectively.

The people of Kingston are therefore slightly older than the Melbourne average, with less people in the 0-39 age group and more people aged over 50. In the 10 years from 1986 to 1996, the proportion of the Kingston population aged over 70 increased from 7.5 per cent to 10 per cent, which further confirms the municipality’s trend towards an ageing population.

AGE AND SEX STRUCTURE OF THE POPULATION, 1996 AND 2021



Source: ABS, *Population by Age and Sex, Victoria*, Department of Infrastructure, *Victoria in Future 1996*.

At a municipality wide level, Kingston's demographic profile is similar to the Melbourne average. A much higher degree of diversity becomes apparent however, when the characteristics of smaller neighbourhoods are examined across the municipality.

For instance, at a localised level Kingston is simultaneously faced with an ageing population in its established suburbs and growing numbers of young families in its newer suburbs.

Major variations include:

- Higher proportions of people aged over 60 concentrated in:
 - Kingston's bayside suburbs (22 per cent)
 - Chelsea (over 25 per cent)
 - Heatherton (almost 40 per cent).

These concentrations may be attributed to a range of factors including historical settlement patterns, characteristics of housing stock, access to transport and services, etc.

- Higher proportions of children and younger people concentrated in Aspendale Gardens and Patterson Lakes. Aspendale Gardens accommodates a higher proportion of pre-school age children than the City of Casey, which is one of Melbourne's designated growth areas.
- Marked variations in income levels across the municipality:
 - higher proportion of high-income households in Patterson Lakes, Dingley Village and Mentone
 - higher proportion of low-income households in Chelsea, Edithvale and Clarinda.
- High ethnic diversity in Clayton South, Clarinda and Oakleigh South:
 - 52 per cent of people in Clarinda speak only English at home
 - 31 per cent of people in Clayton South speak only English at home.

This compares with 74 per cent for the whole municipality and 70 per cent for the Melbourne average.

21.01-5 Housing

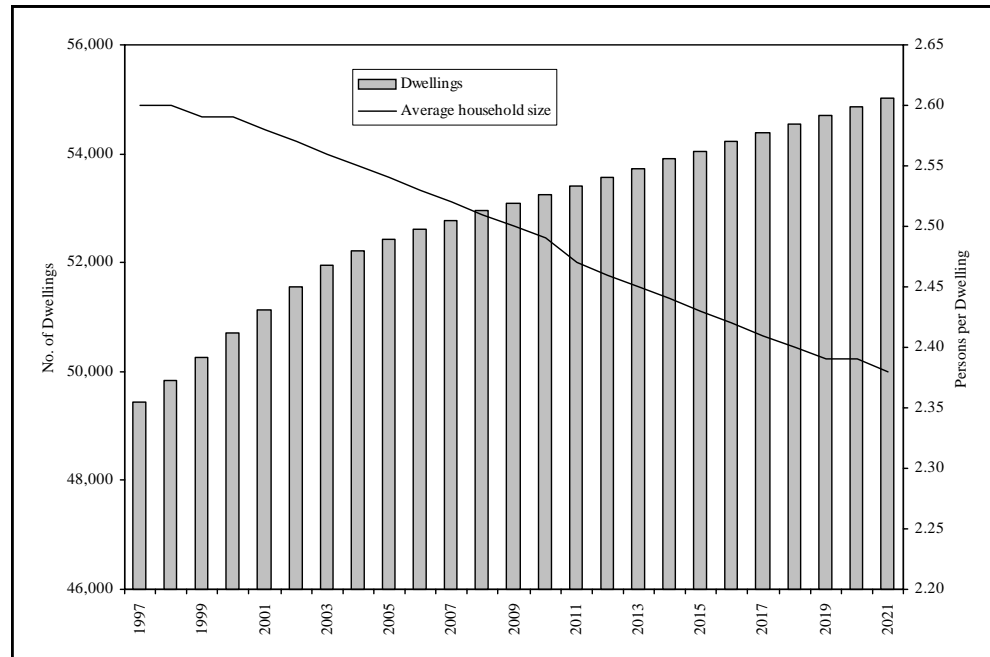
Detached housing remains the predominant housing form in Kingston, accommodating around 80 per cent of the population. Although most of Kingston's residential areas are characterised by single detached dwellings on conventional lots, the city does offer a range of housing choices, including medium and high-density housing developments.

Kingston's residential areas contain a variety of housing styles and types, varying from post-war homes in Moorabbin and Clayton South through to newer and larger dwellings in Patterson Lakes and Aspendale Gardens.

The future housing needs of Kingston residents will be influenced by the following demographic indicators:

- Around 53 per cent of Kingston households are currently one or two-person households.
- The average size of households in Kingston has decreased from 2.9 in 1981 to 2.6 in 1996 and is projected to fall to 2.38 by 2021.

PROJECTED AVERAGE HOUSEHOLD SIZE AND NUMBER OF DWELLINGS 1997 TO 2021



Source: Department of Infrastructure, *Victoria in Future*, 1996

21.01-6 Industry I

Kingston is one of the largest and most concentrated manufacturing bases in metropolitan Melbourne. The city has over 4000 manufacturing businesses which provide employment for more than 25,000 people. This represents around 10 per cent of Melbourne's manufacturing jobs.

Locations for industry range from older established areas in Moorabbin, Cheltenham and Braeside which accommodate small to medium-sized industries, to newer estates at Redwood Gardens, Parkviews and Woodlands which are generally within a garden setting and provide for medium to large-scale firms.

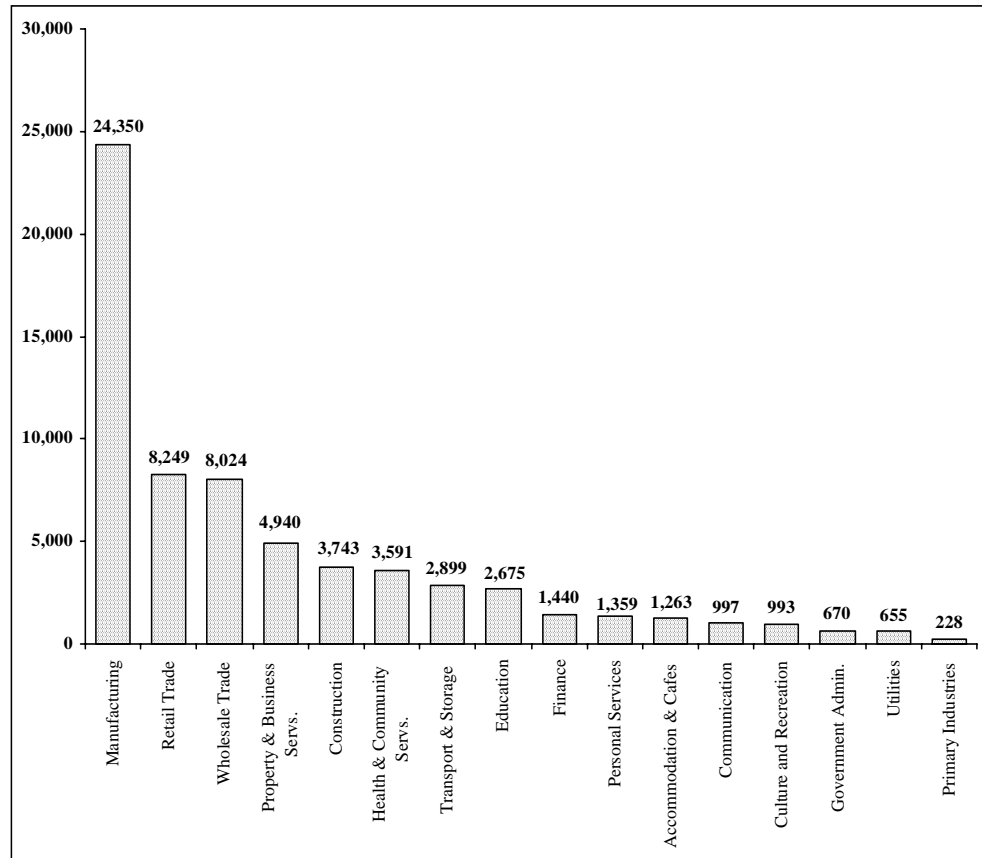
21.01-7 Employment

Kingston is one of Victoria's most important centres of commerce and industry, with more than 66,000 people relying on around 7,000 businesses in Kingston for their employment.

Kingston has a significantly higher proportion of its workforce employed in 'blue collar' occupations than the Melbourne average, which may be attributed to the high concentration of manufacturing jobs in Kingston.

There are lower proportions of people in Kingston employed in managerial or professional occupations, with only 22 per cent represented in this sector as compared to 27 per cent for Melbourne as a whole.

JOBS IN THE CITY OF KINGSTON



Source: ABS, Business Register

21.01-8 Retail and commerce

The pattern of retail and commercial land use in Kingston is characterised by a diverse mix and size of activity centres. The Westfield Southland and Cheltenham Business Centre provide the major regional and subregional focus for retail, entertainment and commercial activity within the municipality and will continue to play a leading role within the region with the future expansion of the centre.

Other neighbourhood and local activity centres are generally clustered on the main traffic routes through the municipality and perform a range of different functions in the retail hierarchy.

Several major commercial, office and peripheral sales precincts flank the Nepean Highway particularly through Moorabbin, Cheltenham, Mentone and Parkdale. These generally complement the role performed by surrounding retail activity centres.

21.01-9 Open space

Kingston’s natural open space areas are one of its most highly valued resources. Open space areas in Kingston include major parklands, golf courses, foreshore reserves, wetlands and potential regional open space networks to be provided for through the Chain of Parks project.

Kingston’s open spaces also cater for the more traditional leisure and recreational demands of the community through a wide variety of unstructured open space areas and

sporting and active recreational facilities, including the Kingston Heath Reserve, Bicentennial Park, Bradshaw Park and the Sir William Fry Reserve.

A significant proportion of privately-owned open space also contributes to the landscape character and open space qualities of the municipality, provided through a range of private golf courses, agricultural holdings and non-urban land. Kingston enjoys a significant reputation for its world-class golf courses, with continuing community demand likely to consolidate golf as a prominent recreational activity within Kingston.

21.01-10 Non-urban land

Kingston's non-urban areas extend across the northern and eastern parts of the municipality, including Heatherton/Clayton South and Braeside/Keysborough. These areas form part of a south-eastern regional wedge of non-urban land which traverses through the Cities of Kingston, Greater Dandenong, Frankston and Casey to Westernport Bay.

Kingston's non-urban land fulfils a range of rural and 'urban-related' roles, including agricultural production, sand extraction, landfilling, regional open space, protection of Moorabbin Airport's flight paths, nature conservation, and a location for urban-related uses including churches, sporting facilities and institutional uses.

The non-urban areas comprise a largely rural landscape character and although some areas have developed a semi-urban appearance, the re-creation of pre-settlement landscapes remains an important objective in Kingston's non-urban areas. The area also plays an important role in providing recreational opportunities for the south-east metropolitan area. The future transformation of the non-urban area into a carefully managed network of parks will bestow community benefits of the highest order, restoring areas affected by sand extraction and landfilling.

Moorabbin Airport is located within Kingston's non-urban area and plays a significant role within the State's economic and transport infrastructure. It operates as the third busiest airport in Australia and is the only General Aviation airport which provides Regular Public Transport (RPT) services. The contribution that Moorabbin Airport makes to the local and regional economies is enhanced by the associated aviation and industrial/commercial activities located on the airport, which supply a significant number of jobs to the local economy.

Based on future growth forecasts, the airport is likely to play an increasingly significant role within the region and should be protected from development which may constrain its potential for future growth.

21.01-11 Environment and heritage

The environmental landscape of the City of Kingston is recognised for its diversity and significance in both a local and regional context. It includes the Port Phillip Bay and foreshore reserve, other natural and man-made waterways, wetland systems, floodplains, heathlands and significant flora and fauna habitats.

Other environmentally significant areas within Kingston include Braeside Park, the Grange Reserve, Bradshaw Park, Karkarook Park, the Patterson River, Mordialloc Creek and the Edithvale/Seaford Wetlands, presently under consideration by RAMSAR for inclusion as an internationally significant wetland.

There are limited sites of identified historical significance within Kingston, however a detailed heritage study is yet to be undertaken.

21.01-12 Traffic and transport

An extensive transport network serves the municipality which provides linkages to the wider metropolitan region. Major future transport corridors within the city include the

proposed Mornington Peninsula Freeway extension, the Westall Road carriageway duplication and the proposed Dingley Freeway.

Significant pressure exists on the city's limited east-west transport linkages, which connect the established industrial areas in the east to the Nepean Highway and greater Melbourne in the west.

The Melbourne-Frankston railway line follows the coastline and includes eight stations in the municipality. The Melbourne-Dandenong railway line traverses through the top north-east corner with Westall Station. Extensive bus services also link the City's established residential areas to its key activity centres and rail station. Public transport services are less well provided for in the newer residential areas around Patterson Lakes and Aspendale Gardens.

Kingston also has a developing network of bicycle trails which are being further developed as part of the Kingston Bicycle Strategy, particularly around the Bay and between residential and major open space areas.

21.02 KEY INFLUENCES

The development of this planning scheme has been strongly guided by council's understanding of the critical land-use issues which are likely to challenge Kingston's future growth and development into the new millennium.

A brief summary of the key land-use issues which council has identified is provided below. The objectives, strategies and implementation actions which follow in Clause 21.04 respond to these issues.

Future housing need

Kingston's population is continuing to age at a faster rate than the metropolitan average. The ageing of the population coupled with the metropolitan wide trend towards smaller household size may lead to a significant imbalance in future decades between the type of housing stock available in Kingston and the actual housing needs of the population.

The need to provide suitable housing stock which meets the future housing needs of our population and to sustain an appropriate mix of supporting infrastructure will continue to provide a focus for council's residential land-use planning.

Residential amenity

Recent pressures for redevelopment, consolidation and medium density housing within the residential environment have contributed to a sense of change in the character and amenity of local neighbourhoods. Management of change within our suburbs in a dynamic and sensitive manner will require an approach which unites urban consolidation objectives with an understanding of the specific character issues which are important to each local neighbourhood within Kingston.

Industrial revitalisation

Industry trends indicate that Kingston will continue to play a major role within the manufacturing sector in both a regional and a State context. The City's older industrial areas however are in need of significant revitalisation if they are to remain viable locations for modern manufacturing businesses. Significant infrastructure funding will be required if council is to provide assistance to these industries to overcome the major physical constraints which currently inhibit their efficiency and operation.

Foreshore enhancement

The Kingston Foreshore will continue to experience pressures for new tourism, recreational and commercial related development. Mordialloc stands out within the coastal hierarchy as a major focus for the exploration of new development opportunities. Balancing opportunities which enhance the overall foreshore experience with the need to

protect the integrity of natural coastal ecosystems will be the major challenge facing council in its future foreshore management role.

Protecting and enhancing ecological value

The integrity of many of Kingston's pre-settlement natural ecosystems has been degraded over time as a result of the impacts of urbanisation and environmental negligence in key remnant natural areas. Opportunities to enhance the quality and ecological value of Kingston's natural environments exist through improved management of urban stormwater, land-use and resource management and integrated catchment planning.

Council's future management of its natural environments will continue to give priority to initiatives which offer the potential for re-establishment of wetland morphologies, indigenous vegetation and flora and fauna habitats and will seek to improve water quality, flood storage and ecological value.

Sustainable management of non-urban areas

Kingston's non-urban areas will continue to experience significant pressure for more intensive urban development as a result of changing metropolitan growth patterns, the availability of physical infrastructure, diminishing extractive resources and a decline in the area's agricultural production.

The sustainable management of Kingston's non-urban areas is one of the largest challenges facing the city. Specific issues affecting this area include:

Agriculture. The long-term role of the agricultural industry within Kingston's non-urban areas is unclear. The future of intensive agriculture, particularly in the Heatherton region, will be strongly influenced by external factors such as international markets and changes in technology.

Extractive industry. Extractive industries have been a longstanding feature of Kingston's non-urban areas. While many of their operations are now coming to a close a number of key extraction operations will remain. At the current rate of tipping, it is expected that landfills will be operational in this area for at least another 20 years. Their continued operation needs to be protected and the filling of extraction pits needs to be coordinated under the regional Waste Management Strategy to ensure that rehabilitation and after use of all extraction sites is well planned.

Sandbelt Open Space Strategy. Rehabilitation of landfill sites should be properly coordinated to provide for the timely development of regional open space networks through the Sandbelt Open Space Strategy.

Moorabbin Airport. The viability of Moorabbin Airport will depend upon the long-term protection of its flight paths from inappropriate development.

Non-urban interface. Land on the urban fringe often exists as a 'zone of impermanence' where the use of land is in a state of transition from non-urban to urban uses. This pattern creates uncertainty and instability for landowners and the community alike and can frequently result in urban blight along the urban/non-urban interface. The creation of a 'hard' edge will be an important planning outcome of future structure planning in Kingston's non-urban areas. Such edges must be clear, stable and capable of enduring development pressure.

Managing transport. Existing capacity deficiencies in the municipality's north-south and east-west arterial routes are causing ongoing conflict between arterial traffic and sensitive abutting land uses. Council will continue to advocate improvements to the primary arterial network and the construction of missing links in the regional network to assist in reducing the impact of heavy traffic on Kingston's local road network.

21.03 VISION - STRATEGIC FRAMEWORK**21.03-1 City of Kingston Corporate Plan**

The City of Kingston Corporate Plan establishes the future corporate direction for the city and provides a framework for improving the social, physical, environmental and economic well being of the community over the next three years.

The Kingston MSS has drawn upon the principles enshrined within the Corporate Plan. The Corporate Plan and MSS share a common vision, encompassed by the following objectives:

Resident and community planning

To provide, promote and continuously improve a range of cost-effective quality physical and human services to the broader community at an agreed level, while supporting, on an equitable basis, specific services to community groups and individuals.

City strategy and economic development

To provide strategic leadership for the City and to facilitate strategic land use, sustainable economic development and job creation within a framework of concern for environmental and social implications.

Environment and infrastructure

To protect and enhance the quality and unique character of Kingston's natural and built environments and infrastructure assets.

Organisational development

To build an organisation in which quality, productivity, customer service and teamwork are key features and in which individual are encouraged and empowered to reach their potential.

The strategies and objectives outlined in Clause 21.04 are partly derived from objectives and actions identified within the Corporate Plan. The MSS identifies those actions which will be implemented through the Kingston Planning Scheme and those which will be implemented through the Corporate Plan.

21.03-2 Key land use themes

Kingston's vision for future land-use planning and development is expressed around a number of key land-use themes. These themes provide a basis for the more detailed objectives, strategies and implementation measures in Clause 21.04.

The major land-use themes in Kingston have been identified as follows:

- residential land use
- employment
 - retail and commercial land use
 - industrial land use
- foreshore
- environment, wetlands and waterways
- non-urban land
- open space
- transport, movement and access.

21.03-3 Strategic Land Use Framework Plan

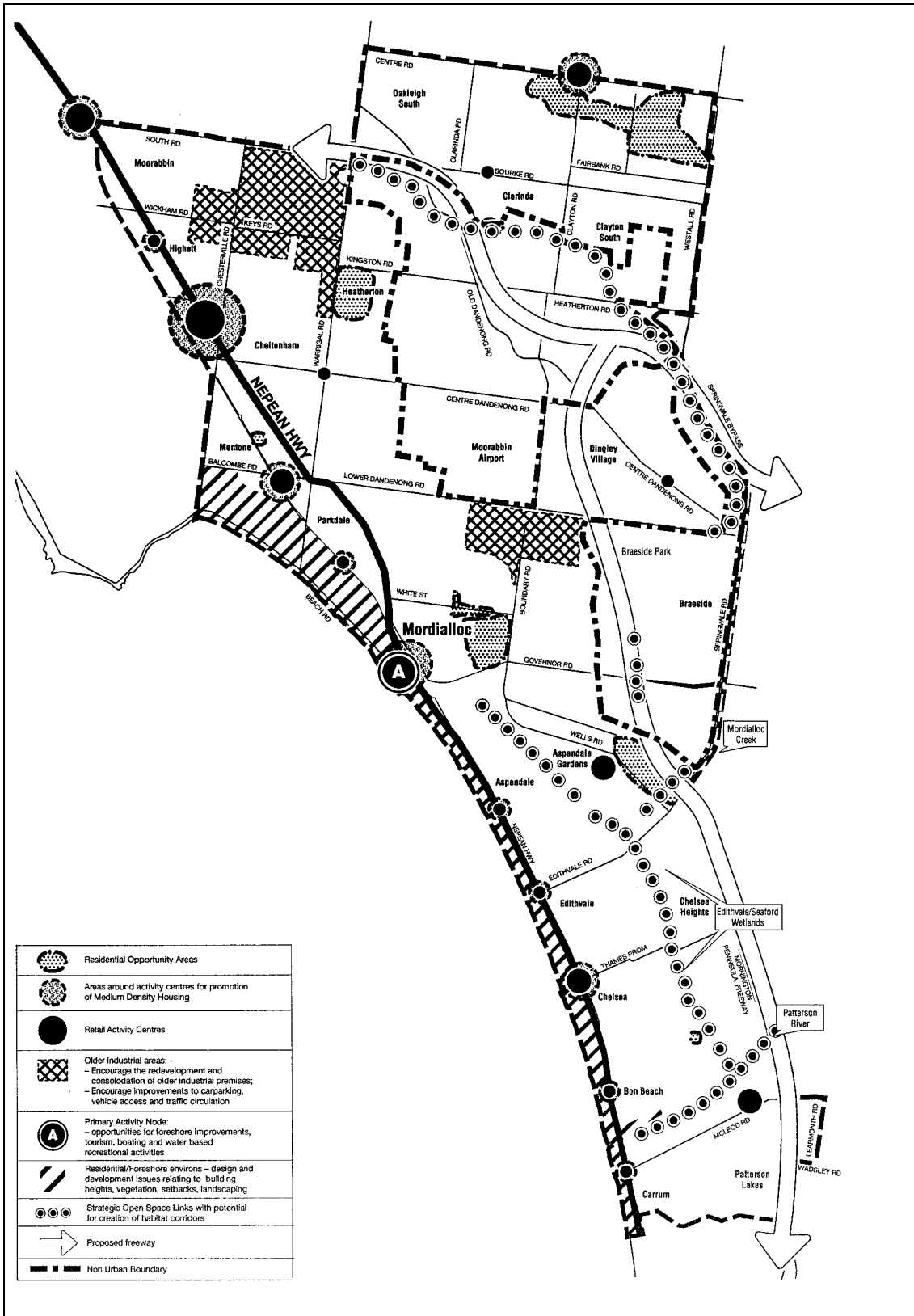
Council's key strategic directions for future land-use planning and development are illustrated by the Strategic Land Use Framework Plan. The purpose of the framework plan is to identify locations where specific land-use outcomes will be supported and promoted. It also identifies potential development opportunity areas where significant land-use change may be expected, as well as areas where land-use constraints may restrict future development.

Separate land-use framework plans have also been prepared for each of the major land-use themes identified in Clause 21.03-2. These plans advance the broad strategic directions shown on the Strategic Land Use Framework Plan.

The major strategic directions identified on the Strategic Land Use Framework Plan include:

- locations for promotion of medium to higher density housing opportunities in:
 - residential areas around the Cheltenham Business Centre
 - areas on the periphery of retail activity centres
- new residential opportunity sites at:
 - Epsom Race Track
 - Kingston Centre
 - land on Wells Road, Aspendale Gardens
 - former industrial sites
 - land in the vicinity of Elder Street, Clayton South
- identification of an activity centre hierarchy
- locations for consolidation and revitalisation of older industrial precincts at Moorabbin, Mordialloc, Cheltenham and Braeside
- identification of major foreshore activity node at Mordialloc, which promotes opportunities for foreshore improvements, tourism, boating and water based recreational activities
- a foreshore/residential environs area where there are important design and development issues relating to building height, vegetation setbacks and landscaping
- promotion of scenic tourist boulevard role of Beach Road
- potential wetland linkages based around re-creation of Mordialloc Creek
- sites of identified environmental significance for future protection and enhancement
- the location of the non-urban boundary
- the Moorabbin Airport Environs Area which requires long-term protection of flight paths
- strategic open space links
- existing and proposed major transport links.

STRATEGIC LAND USE FRAMEWORK PLAN



21.04 OBJECTIVES - STRATEGIES - IMPLEMENTATION

21.04-1 Residential land use

Overview

Kingston comprises a high diversity of residential areas, ranging 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 an increasingly important issue. The ageing of Kingston's population, coupled with the metropolitan wide trend towards smaller household size, may lead to a significant imbalance in future decades between the type of housing stock available in Kingston and the actual housing needs of the population.

The need to accommodate changing housing needs is also important in respect to maintaining a mix of urban infrastructure, since any loss in population diversity may threaten the long-term sustainability of a wide range of community services and facilities.

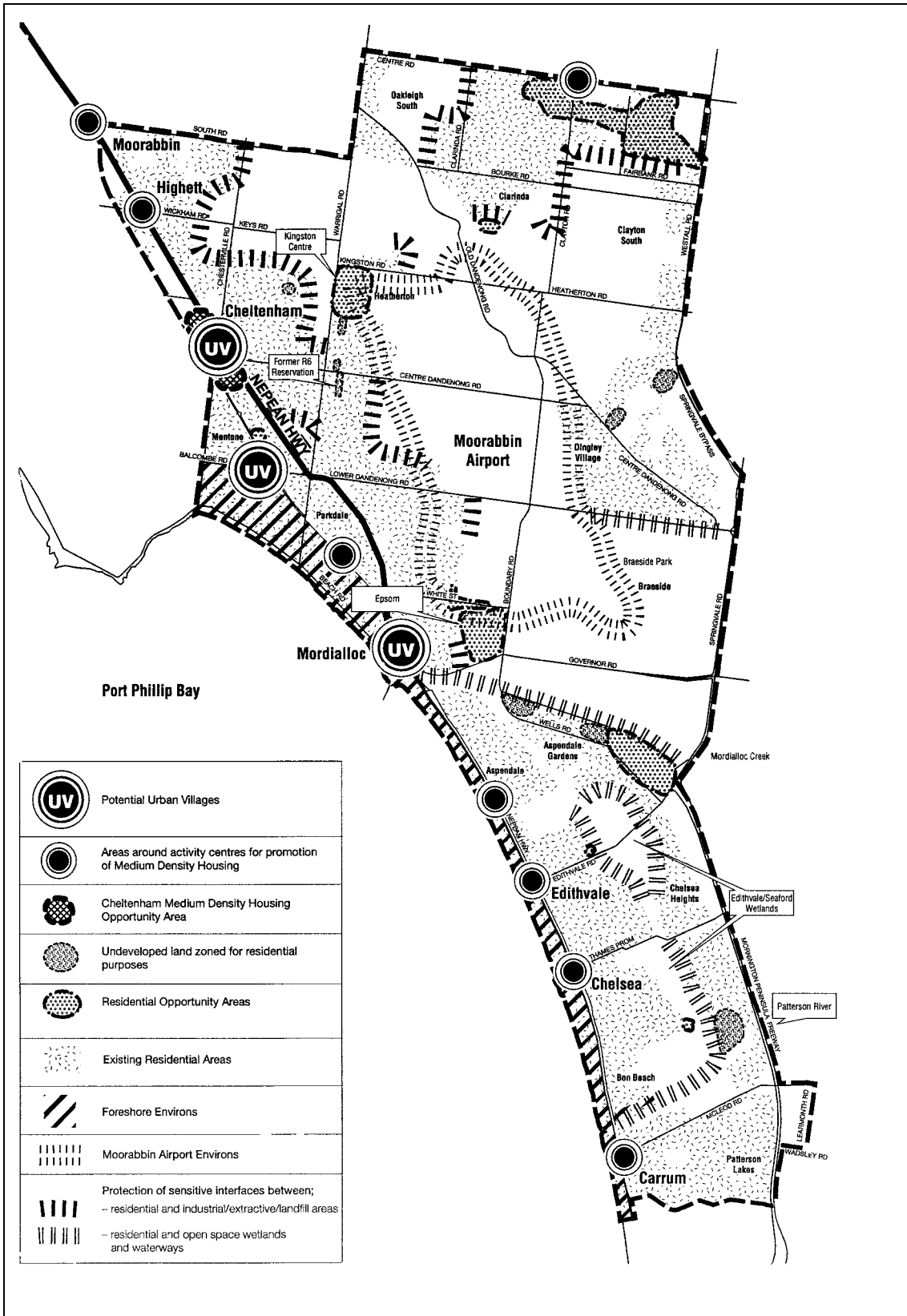
Management of change within our suburbs in a dynamic and sensitive manner is one of the most difficult challenges facing council in its future land-use planning. The implementation of a balanced housing strategy which integrates current and future housing needs, changing socio-demographic patterns and urban character will continue to form the basis of council's approach to this issue.

The important influences and opportunities for residential land use are shown on the Residential Land Use Framework Plan.

Key issues

- Changes in population structure generating new housing needs which will not be adequately catered for by existing housing stock.
- Maintaining population diversity and sustaining a balanced mix of community services and facilities to cater for all stages of the life cycle.
- Maintaining housing diversity through a wide range of residential redevelopment opportunities.
- Redevelopment particularly for medium-density housing, causing rapid change in the character and quality of urban environments in a manner which is not always sympathetic to existing character.
- Sensitive residential development required in areas adjacent to special land uses, including the foreshore, extractive industries, rural land uses and the Moorabbin Airport.

RESIDENTIAL LAND USE FRAMEWORK PLAN



Objective 1

To provide a wide range of housing types across the municipality which increase housing diversity and cater for the changing housing needs of current and future populations.

Strategies

- Promote innovative, high-quality medium-density housing development on 'opportunity sites' identified on the Residential Land Use Framework Plan and in locations which are close to public transport, services and other social infrastructure.
- Support opportunities for residential development of former industrial sites adjacent to established residential areas and traditionally non-residential sites.
- Encourage innovative redevelopment and renewal of deteriorating housing stock and older, high density flats/villa unit developments.
- Support increases in housing densities where the character and amenity of the neighbourhood is not prejudiced and where the capacity of existing infrastructure allows.
- Prevent loss of existing residential land through unnecessary or inappropriate rezonings.

Objective 2

To optimise residential consolidation around activity/transport nodes to achieve a more efficient use of urban infrastructure.

Strategies

- Encourage innovative and integrated higher density housing in residential areas around the Cheltenham Business Centre and other key activity centres identified on the Residential Land Use Framework Plan.
- Encourage residential development at first-floor level within activity centres and on transitional sites at the periphery of activity centres.

Objective 3

To improve the quality of the city's residential environments by protecting and improving the character of local neighbourhoods.

Strategies

- Promote new residential development which is of a high standard of design, responds to the local context and positively contributes to the character and identity of the local neighbourhood.
- Encourage residential development which incorporates high standards of community safety, access, amenity, energy efficiency, car parking, open space and innovative landscape themes.
- Protect areas and elements in the built form and natural landscape (including significant treed environments) which have an identified and valued character.
- Protect areas and buildings of recognised State and local historical and cultural significance.

Objective 4

To protect the amenity of residential areas adjacent to sensitive and strategic land uses.

Strategies

- Facilitate appropriate forms of residential development at the interface between residential and sensitive or special land uses, including:
 - residential areas around the Moorabbin Airport which are subject to aircraft noise
 - residential areas adjacent to foreshore and other sensitive waterway environments
 - urban/non-urban interface areas
 - residential areas adjacent to industrial areas, extractive industries and rural land uses.

Implementation

These strategies will be implemented by:

Using policy and the exercise of discretion

- Using local policy to promote opportunities for medium to higher density housing development within residential areas around the Cheltenham Business Centre (Cheltenham Residential Policy, Clause 22.05).
- Using Local Policy to promote new residential opportunities on Epsom Race Track and the potential for future conversion of surrounding industrial areas to residential use (Epsom Local Policy, Clause 22.06).
- 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 22.07).
- Encouraging opportunities for medium-density housing development in all residential areas, except in areas affected by the Moorabbin Airport flight paths.
- Applying urban design guidelines to promote and manage the redevelopment of deteriorated housing stock in older parts of the municipality.
- Encouraging residential redevelopment in 'opportunity areas' identified on the Residential Land Use Framework Plan, including:
 - Epsom Race Track
 - the Kingston Centre
 - land on Wells Road
 - former industrial sites
 - land in the vicinity of Elder Street, Heatherton.
- Requiring development to take into account relevant local environmental considerations (including site contamination, drainage and flooding, landscaping, and the creation of open space and habitat linkages).
- Levy 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.

Applying Zones and overlays

- Applying the Residential 1 Zone to established residential areas.
- Applying the Residential 1 Zone or Mixed Use Zone to areas around the Epsom Race Track and other former 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 Airport Environs Overlay (AEO1) to ensure appropriate planning controls are applied to residential areas around Moorabbin Airport which are significantly affected by aircraft noise.

Undertaking further strategic work

- Finalise and adopt the Kingston Neighbourhood Character Study, which will provide detailed urban design guidelines aimed at improving design outcomes in local neighbourhood areas.
- Finalise and adopt the Kingston Residential Strategy, which will provide a strategy for responding to the future housing needs of the municipality and identify new opportunities for residential consolidation.
- Develop urban design guidelines for all residential opportunity areas which address redevelopment issues on private land as well improvements to public areas.
- Undertake a heritage study.
- Prepare development contribution plans for open space and infrastructure .

Other actions

- Undertake a comprehensive local drainage survey to establish infrastructure constraints.
- Continue to develop an understanding of Kingston's heritage assets .

21.04-2

Employment

The other key land use themes identified in Clause 21.03-2 are addressed in a similar way to residential land use and are not repeated here.

21-05 MONITORING & REVIEW

A review of this planning scheme must be undertaken at least once every three years. An ongoing program of performance monitoring will be developed to evaluate the achievement of strategic policy directions and the operational effectiveness of the administration of the scheme. The monitoring programs will be reported on annually and will be used to inform the review of the MSS.

To evaluate the achievement of strategic policy directions, a performance monitoring program will be developed that focuses on the following key elements:

Strategic policy achievement.

Key element	Indicator	Target
To optimise residential consolidation around activity/transport nodes to achieve a more efficient use of urban infrastructure. (Objective 2, Clause 21.04-1)	Number and location of planning applications for residential development analysed by type of dwelling and decision made.	Increase in medium and high density housing development planning applications approved around the Cheltenham Business Centre and other key activity centres identified on the Land Use Framework Plan.
To promote the development of bulky goods retail activity and office activity in locations which enhance rather than undermine Kingston's hierarchy of activity centres. (Objectives 4 & 5, Clause 21.04-2)	Number and location of planning applications for bulky goods retail and office activity and decisions made.	Consolidation of bulky goods retail activity and office activity in selected locations along the Nepean Highway frontage and in other locations on major roads which are zoned for commercial purposes. Established industrial areas not used for the location of bulky goods outlets.
To protect and where possible, restore the integrity of natural ecosystems and coastal processes, and to minimise adverse environmental impacts on the coastal and marine environments. (Objective 2, Clause 21.04-4 & Objective 2, Clause 21.04-5)	Water quality of the Bay, the Mordialloc Creek and the Patterson River.	All new development to provide appropriate stormwater treatment measures. Water quality targets to be determined.
To ensure that activities in the non urban area are consistent with, and contribute to, optimal long term planning solutions for the whole of the non urban area. (Primary objective, Clause 21.04-6)	Nature of planning applications within the non-urban area analysed by type of development and decision made.	Minimal intrusion of urban use into non urban land. Intrusion only to occur where contribution to the green wedge concept can be demonstrated.

To evaluate the operational effectiveness of the administration of the scheme and the new system, a performance monitoring program will be developed that focuses on the following key elements.

Operational effectiveness

Key element	Indicator
Efficient decision making process.	<ul style="list-style-type: none"> Number and nature of decisions made. Time taken for decisions. Feedback from development industry on timeframes and costs associated with applications processed.
Efficient operation of the new system.	<ul style="list-style-type: none"> Degree of compliance of applications with MSS and local policy objectives. Consistency of decisions (delegate, council, VCAT) with strategic policy objectives. Degree of VCAT support for the clarity of the MSS and LPPF. Change in number of amendments.