Greater Bendigo Housing and Neighbourhood Character Strategy

Draft for City of Greater Bendigo

April 2024

PLAN2PLACE Quantify Strategic Insights DESIGN URBAN

This report is the Greater Bendigo Housing and Neighbourhood Character Strategy, Draft Report, Version 6, for the City of Greater Bendigo. It has been prepared with expertise, advice and inputs from the consultant team of Plan2Place Consulting, Quantify Strategic Insights, Design Urban and Landmark Heritage using background reports and information provided by Council and from the Analysis Report dated March 2022 and Housing Capacity and Supply Report dated October 2022 for this project.

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Every reasonable effort has been made to validate information provided by the client, Council staff, stakeholders and other participants in the preparation of this Strategy throughout the project during August 2022 and April 2024.

The report has been prepared in conjunction with the City of Greater Bendigo and is based upon up-to-date information provided at the time of report preparation and finalisation.

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V3	21/8/2023	Draft incorporating Council officer and DTP review
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V6	24/4/2024	Draft incorporating DTP and additional Council comments

Acknowledgement of traditional land owners

We respectfully acknowledge that every project enabled or assisted by Plan2Place Consulting in Victoria exists on traditional Aboriginal lands which have been sustained for thousands of years.

We honour their ongoing connection to these lands and seek to respectfully acknowledge the traditional custodians in our work.

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ABBREVIATIONS AND LEGISLATION

Abbreviations

ACZ	Activity Centre Zone
AHAP	Greater Bendigo Affordable Housing Action Plan 2020
BAL	Bushfire Attack Level
BMO	Bushfire Management Overlay
C1Z	Commercial 1 Zone
CDZ	Comprehensive Development Zone
C	Council Amendment
CLACS	Commercial Land and Activity Centres Strategy
DEECA	Department of Environment, Energy and Climate Action
DTP	Department of Transport and Planning
DDO	Design and Development Overlay
DPO	Development Plan Overlay
EAO	Environmental Audit Overlay
ESD	Environmentally Sustainable Development
ESO	Environmental Significance Overlay
FO	Flooding Overlay
GBCC, Council	Greater Bendigo City Council
GBPS	Greater Bendigo Planning Scheme
HNCS, the Strategy	Housing and Neighbourhood Character Strategy
GC	Group Council Amendment
GRZ	General Residential Zone
HO	Heritage Overlay
LAC	Large Activity Centre
LSIO	Land Subject to Inundation Overlay
LGA	Local Government Area
LDRZ	Low Density Residential Zone
MGS	Managed Growth Strategy
MUZ	Mixed Use Zone
NAC	Neighbourhood Activity Centre
NCO	Neighbourhood Character Overlay
NRZ	Neighbourhood Residential Zone
PPV	Planning Panels Victoria
PPN	Planning Practice Note
PPF	Planning Policy Framework
PSP	Precinct Structure Plan
RGZ	Residential Growth Zone
SBO	Special Building Overlay
SLO	Significant Landscape Overlay
TZ	Township Zone
UGB	Urban Growth Boundary
VC	Victoria and Council Amendment
VIF	Victoria in Future
VPP	Victoria Planning Provisions
VCAT	Victorian Civil and Administrative Tribunal

Numeric Abbreviations

ha	hectare
m	metre
m^2	metres squared
%	percent
sqm	square metres

Related Legislation and Regulations

Environment Protection Act 2017 (EP Act 2017)
Subdivision Act 1988 (Sub Act)
Planning and Environment Act 1987 (P&E Act)

GLOSSARY OF TERMS

Affordable housing

Housing that is appropriate for the needs of a range of very low to moderate income households, and priced (whether mortgage repayments or rent) so these households are able to meet their other essential basic living costs.

Apartment

A dwelling located above the ceiling level or below the floor level of another dwelling and is part of a building containing two or more dwellings.

Climate change

A long-term change of the earth's temperature and weather patterns, generally attributed directly or indirectly to human activities such as fossil fuel combustion and vegetation clearing and burning.

Character area

Areas with a common preferred character.

Character type

Areas where the preferred future character is the same. The existing neighbourhood character and era of development are often similar.

Commercial land

Land used for commercial purposes including land used for business services; retail, accommodation, food and other industries.

Crossover

Part of a pedestrian path where motor vehicles cross to access a property.

Curvilinear street

A curvilinear street is part of an often curving network of streets, formed by cul- de-sacs, crescents and other local access roads that limit through traffic and neighbourhood connectivity.

Cul de sac

A cul de sac is a street that is closed off at one end; sometimes called a court or court bowl

Detached dwelling

A dwelling that is free standing with no walls attached to another building on an adjoining lot.

Dual occupancy

Two dwellings on one original site that may have separate titles.

Dwelling

A building or part of a building intended, adapted or designed for use as a separate residence that includes a kitchen bathroom and sanitary facilities and possibly out-buildings.

Environmentally sustainable development

An approach to development that seeks to meet the needs of the present without compromising the ability of future generations to meet their own needs. It has economic, social and environmental dimensions.

Frontage

The road alignment at the front of a lot. If a lot abuts two or more roads, the one to which the building, or proposed building, faces.

Housing affordability

Housing affordability typically refers to the relationship between expenditure on housing (prices, mortgage payments or rents) and household incomes.

Infill housing

New housing in existing residential areas that usually involves a vacant site or the removal of an existing dwelling to enable construction of a larger number of dwellings.

Informal surveillance

The ability to casually observe an area to enhance the level of security and safety.

Municipal Planning Strategy

Forming part of a planning scheme, this locally focused document expresses the Council vision, municipal context and strategic directions for a range of thematic issues in the municipality. Along with the Planning Policy Framework, the Municipal Planning Strategy forms the strategic foundation for the planning scheme.

Planning Policy Framework

An integrated policy framework comprising state, regional and local planning policies across a range of thematic issues. It derives from the Victoria Planning Provisions and is applied in local planning schemes with relevant regional and local planning policies.

Greater Bendigo Planning Scheme

A document approved by the Victorian Government that outlines objectives, policies and controls for the use, development and protection of land in the City of Greater Bendigo. It contains state and local planning policies, zones and overlays and other provisions that affect how land can be used and developed. The planning scheme consists of maps and an ordinance containing planning provisions. The planning scheme is a statutory document and each municipality in the state is covered by one.

Greenfield areas

Undeveloped land identified for residential or industrial/commercial development, generally on the fringe of metropolitan areas and regional cities.

Growth areas

Locations on the fringe of metropolitan areas and regional cities designated in planning schemes for large-scale transformation, over many years, from rural to urban use. This can include infill and greenfield areas.

Neighbourhood character

The interplay between development, vegetation and topography in the public and private domains that distinguishes one residential area from another. It is defined by various elements including:

- Building form.
- Scale.
- Siting.
- Materials.
- Front fencing.
- Vegetation type and density.
- Subdivision pattern.
- Topography.
- Other notable features of the neighbourhood.

Overlay

An overlay affects land where special features such as a heritage building, significant vegetation, bushfire risk or flood risk have been identified with particular requirements.

Preferred character statement

A forward looking statement of policy that outlines an area's desired future character. It can identify the values features and characteristics of an area to be respected or reflected by new development.

Public realm

Comprises spaces and places that are open and freely accessible to everyone. These spaces can include streets, laneways and roads, parks, public plazas, waterways and foreshores.

Semi- detached dwelling

A dwelling that shares a common wall with another dwelling.

Setback

The distance of a building wall from any lot boundary. A building front setback can add to the perceived width of the street, provide additional public or private space, and allow space for landscaping. A building set on the front property boundary has zero street setback.

Shop top housing

Buildings in which dwellings are located directly above retail or commercial premises.

Small second dwelling

A building of 60 square metres or less on the same lot as an existing dwelling and used as a self-contained residence that includes a kitchen, bathroom and sanitary facilities.

Social housing

A type of rental housing that is provided and/or managed by the government or by a not-for-profit organisation. Social housing is an overarching term that covers both public housing and community housing.

Swale

Drainage swales are shallow ditches that blend in with surrounding landscape design, facilitate water management, and encourage natural irrigation. Swales take advantage of natural slopes in the land to direct water downward into all the soil as opposed to letting it pool above ground or waterlog a specific region.

Townhouse

An attached dwelling usually a minimum of two storeys that usually shares one or more walls on a boundary and may or may not share facilities.

Unit

More than one dwelling on a site where facilities are shared such as access, parking, communal open space and other services.

Victoria Planning Provisions

The Victoria Planning Provisions is a statewide reference document or template from which a planning scheme or planning scheme provision must be sourced or constructed. It is a statutory device containing a complete set of standard planning provisions for Victoria and provides the standard format (including clause numbering) for a planning scheme to be applied at the local level.

Zone

Relates to a particular use and is associated with a specific purpose such as residential, commercial or industrial. Each zone has requirements that describe whether a planning permit is required and set out application requirements and decision guidelines. These requirements must be considered when applying for a permit.

PREFACE

The Housing and Neighbourhood Character Strategy (HNCS) is guided by the principles of the Managed Growth Strategy (MGS) and outlines the strategies and implementation mechanisms to accommodate projected population growth focused around existing residentially zoned areas in the urban growth boundary in Bendigo and larger sewered townships of Axedale, Elmore and Heathcote.

The HNCS provides direction as to how to balance the need for increased density in well serviced locations while limiting residential development in areas with significant environmental constraints aligning with Planning Practice Notes 90 and 91. It sets out the framework for the application of policies, zones and overlays in the residential area within the urban growth boundary and the township of Axedale, Elmore and Heathcote. Direction on other areas of the municipality can be found in the MGS.

The MGS identifies the broader housing needs and challenges of Greater Bendigo, and combined with the HNCS provides the residential development framework for the long term residential growth in urban Greater Bendigo to provide greater clarity to landowners, developers and the community as to expected long term growth aspirations.

EXECUTIVE SUMMARY

EXECUTIVE SUMMARY

The City has prepared a Housing and Neighbourhood Character Strategy (HNCS) to provide direction for residential development and housing in the urban areas of Bendigo and the townships of Axedale, Elmore and Heathcote. The HNCS provides improved guidance on how new residential development will address housing challenges outlined in the MGS while responding to existing and preferred neighbourhood character. It identifies the levels of housing change anticipated for residential areas and helps guide the application of residential zones in urban Bendigo and the selected townships.

The HNCS has not included the residential areas in the City Centre which will be the subject of a separate Amendment C279gben which will propose an Activity Centre Zone. It has also not included the township of Marong which is subject to Amendment 263gben and is further detailed in the Managed Growth Strategy (MGS). Townships that are currently not sewered are also not included. These may be the subject of other strategic work including structure plans or the Rural Areas Strategy.

The HNCS provides clear direction on preferred residential character development and outcomes. It encourages greater densities in suitable locations but limits housing intensification in areas impacted by heritage, environmental and other relevant land use and development constraints.

The HNCS is guided by the principles of the Managed Growth Strategy (MGS). The MGS identifies the housing needs and challenges of Greater Bendigo, and combined with the HNCS provides a high level framework for long term residential growth in urban Greater Bendigo to provide greater clarity to landowners, developers and the community as to expected long term growth aspirations. The MGS will determine the strategic directions for greenfield residential land.

A key output is the residential development framework that provides direction around preferred built form and neighbourhood character, directs housing growth to appropriate areas and encourages greater diversity of housing types to meet the changing needs of urban Bendigo and the townships of Axedale Elmore and Heathcote. Three levels of housing change are identified to manage this growth and guide the application of appropriate planning controls including residential zones and schedules in these areas.

Population, housing supply and housing demand

Although it is difficult to project growth accurately over the longer term, it is forecast that an additional 87,000 people and 38,000 dwellings will be required in Greater Bendigo by 2056 (representing growth at 1.6%). In the medium term, an additional 31,519 people or 15,070 households are forecast for the City of Greater Bendigo between 2021 and 2036. Detached dwellings currently represent 91.4% of total dwelling stock, while medium density housing makes up only around 7.1% of new dwelling approvals. There is expected to be an increase in the proportion of smaller households with one or two people in the next 30 years. Continuing population growth and demographic changes will require greater housing diversity and location of housing in proximity to existing services, facilities and infrastructure.

A *Housing Capacity and Supply Report* was prepared to establish the capacity of Greater Bendigo's infill and growth areas to accommodate potential future residential development. The Report determined that Greater Bendigo's Infill, Township and Growth Areas could theoretically accommodate 50,833 new dwellings suggesting that the 15,070 to 19,560 households could be accommodated within existing areas.

Neighbourhood character

Neighbourhood character types have been defined building on the Residential Character Study 2003, and further survey work, identifying various important elements including:

- Existing buildings (e.g. era of building, building materials, roof material).
- Vegetation (e.g. types of private garden, levels of garden established).
- Topography / landform.
- Siting (e.g. front setback, side setback).
- Site coverage.

- Height and building form.
- Materials and design detail.
- Front boundary treatment (e.g. front fencing height and type).
- Streetscape (e.g. footpaths, nature strips and drainage treatment).

From analysis of these attributes, ten neighbourhood character types have been identified for the municipality as follows:

- Gold Era.
- Suburban – Early.
- Suburban – 1960-90s.
- Suburban – Post 2000.
- Bush Garden.
- Semi-rural.
- Semi-bush.
- Township.
- Township Suburban.
- Substantial Change.

A 'preferred future character' statement was prepared for each of the neighbourhood character types to guide development. The preferred future character will be supported by design guidelines addressing housing and character issues in each neighbourhood character type to assist in achieving high quality design outcomes, including quality built form, liveability, diversity and consistent neighbourhood character.

Residential development framework

The residential development framework balances the outputs of the HNCS and enables Council to holistically plan for long term housing change. This includes ensuring a 15 year housing supply to meet population growth needs as identified in the Planning Scheme. It also considers other strategic work relating to heritage, landscape, environment and land capability. The framework brings together all of these issues in a coherent manner that balances competing objectives (where they occur) in favour of preferred development outcomes for different areas.

A neighbourhood character strategy, housing strategy and heritage, environmental, landscape and land capability constraints all input into a residential development framework. The HNCS identifies three housing change areas to balance the need to protect valued character with the need to ensure housing growth and diversity.

Minimal change areas - allow only minimal change to protect areas because of their special neighbourhood, heritage, environmental (including bushfire risk) or landscape characteristics, and planning considerations such as the physical capability of the land to safely accommodate more residential development identified in planning overlays.

Incremental change areas - areas where housing growth can occur within the context of existing or preferred neighbourhood character. There is capacity in these areas for housing growth and more diverse types of housing. They are also areas where existing neighbourhood character will evolve and change over time with reference to the key identified neighbourhood attributes.

Substantial change areas - will support housing intensification that results in a substantially different scale and intensity of housing compared to other areas of a municipality. This includes areas in and around large activity centres, and along public and major transport corridors. The framework identifies housing change areas, providing a means for prioritising competing housing and neighbourhood character objectives, and then applying the appropriate planning controls to residential land to give them best effect.

Identifying preferred development outcomes provides certainty to the community about where growth and intensification will occur, where valued neighbourhood character will be either respected or protected and where development is constrained by other characteristics or values.

INTRODUCTION

1. INTRODUCTION

The City has prepared a Housing and Neighbourhood Character Strategy (HNCS) to provide improved guidance on how to manage housing growth and development while addressing housing challenges and responding to existing and preferred neighbourhood character across the various residential areas. It identifies the levels of housing change anticipated for residential areas and helps guide the application of residential zones in urban Bendigo as well as Axedale, Heathcote and Elmore. The HNCS does not include the residential areas in the Bendigo City Centre which will be the subject of a separate amendment (Amendment C279gben), proposing to introduce an Activity Centre Zone.

The HNCS balances the need to house a growing population, while protecting the important character, productive land, economic resources and biodiversity assets of the municipality. It provides clear direction on preferred residential character development and outcomes. The HNCS encourages greater densities in suitable locations but limits housing intensification in areas impacted by heritage, environmental and other relevant land use and development constraints.

1.1 Project Aim and Objectives

The project aim is to provide a residential development framework that will bring relevant adopted Council strategies and plans together into a cohesive vision. This will need to balance competing objectives by prioritising preferred development outcomes for different areas. The framework takes account of the principles of the City's Managed Growth Strategy (MGS) and provides spatial application of those strategic directions to the established residential areas of Greater Bendigo. The principles of the MGS are shown in **Table 1**.

Table 1: Principles of Greater Bendigo Managed Growth Strategy

Principle	Detail
Sustainability **Housing should be planned and designed to reduce its long-term environmental impact.**	**Caring for country** – Land should be rehabilitated and restored. Protect and enhance waterways and water resources. **Habitat**: Habitat and native vegetation loss should be avoided, and key areas protected. **Agriculture**: Valuable farming land should be protected. **Efficiency**: Planning should maximise water and energy efficiency as well as make the most of existing transport and community infrastructure.
Safety **Housing should be directed to areas that have fewer environmental hazards.**	**Bushfire and Flood:** Housing should be directed away from areas of risk. **Contamination**: Contaminated land should be identified and where potentially suitable for residential development remediated to allow this to happen. **Heat**: Consideration should be given as to how to reduce urban heat in new development through materials, orientation and tree planting.
Suitability **A diversity of housing should be delivered to meet different needs, be near services, be affordable and encourage quality of life.**	**Services and Facilities**: Development should occur in well serviced locations. **Affordability**: The market should provide a diversity of housing types with a focus on delivery of well-designed product to meet long term housing needs at a range of price points. **Liveability**: Neighbourhoods should promote active and healthy lifestyles. **Employment:** Employment should be located in activity centres in line with population growth.

1.2 Study Area

The study area includes all residential zoned land within the Urban Growth Boundary (UGB) in Greater Bendigo along with the sewered townships of Axedale, Elmore and Heathcote. Land in the study area is currently zoned General Residential Zone (GRZ) with an unpopulated schedule, Residential Growth Zone (RGZ) Schedules 1-2, Neighbourhood Residential Zone (NRZ) Schedule 1, Township Zone (TZ), Mixed Use Zone (MUZ) or Low Density Residential Zone (LDRZ) in the Greater Bendigo Planning Scheme (GBPS) within the UGB and selected Townships.

Although not part of the study area, the Commercial 1 Zone (C1Z) and proposed Activity Centre Zone (ACZ) for the Bendigo City Centre have been considered in terms of an integrated approach to ongoing residential development and urban renewal. While not included in the project's residential development framework, C1Z and ACZ areas will continue to accommodate a component of residential growth as part of the municipality's broader housing capacity and supply, often as part of mixed used residential and commercial developments. The study area for the HNCS is shown in **Figures 1, 2 and 3**.

Greater Bendigo is built on the land of the Dja Dja Wurrung and Taungurung peoples who are the traditional owners. The municipality is centrally located in the heart of Victoria, at the intersection of major highways, less than 150 kilometres to Melbourne. The municipality covers over 3,000 square kilometres and contains not only a vibrant urban area but many unique small townships such as Heathcote, Elmore, Goornong, Raywood, and Axedale, as well as thriving livestock, cropping and artisanal agriculture. Bendigo City is one of Australia's 20 largest cities and offers a broad range of economic opportunities, services and facilities for a large regional catchment. **Figure 1** shows the regional context of the City of Greater Bendigo.

Figure 1: City of Greater Bendigo – Regional Context

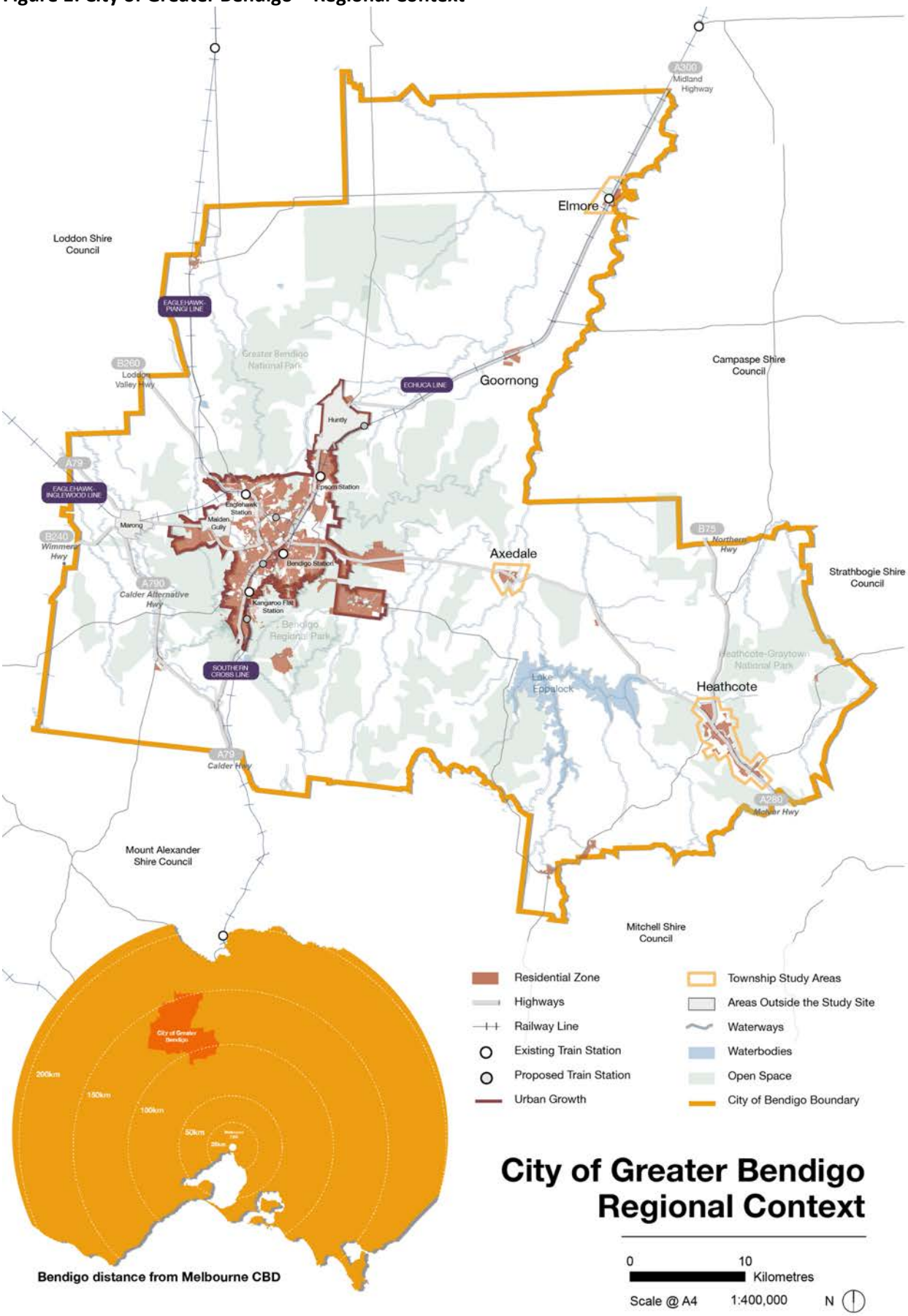


Figure 2: Greater Bendigo Housing and Neighbourhood Character Strategy Study Area – Urban Bendigo

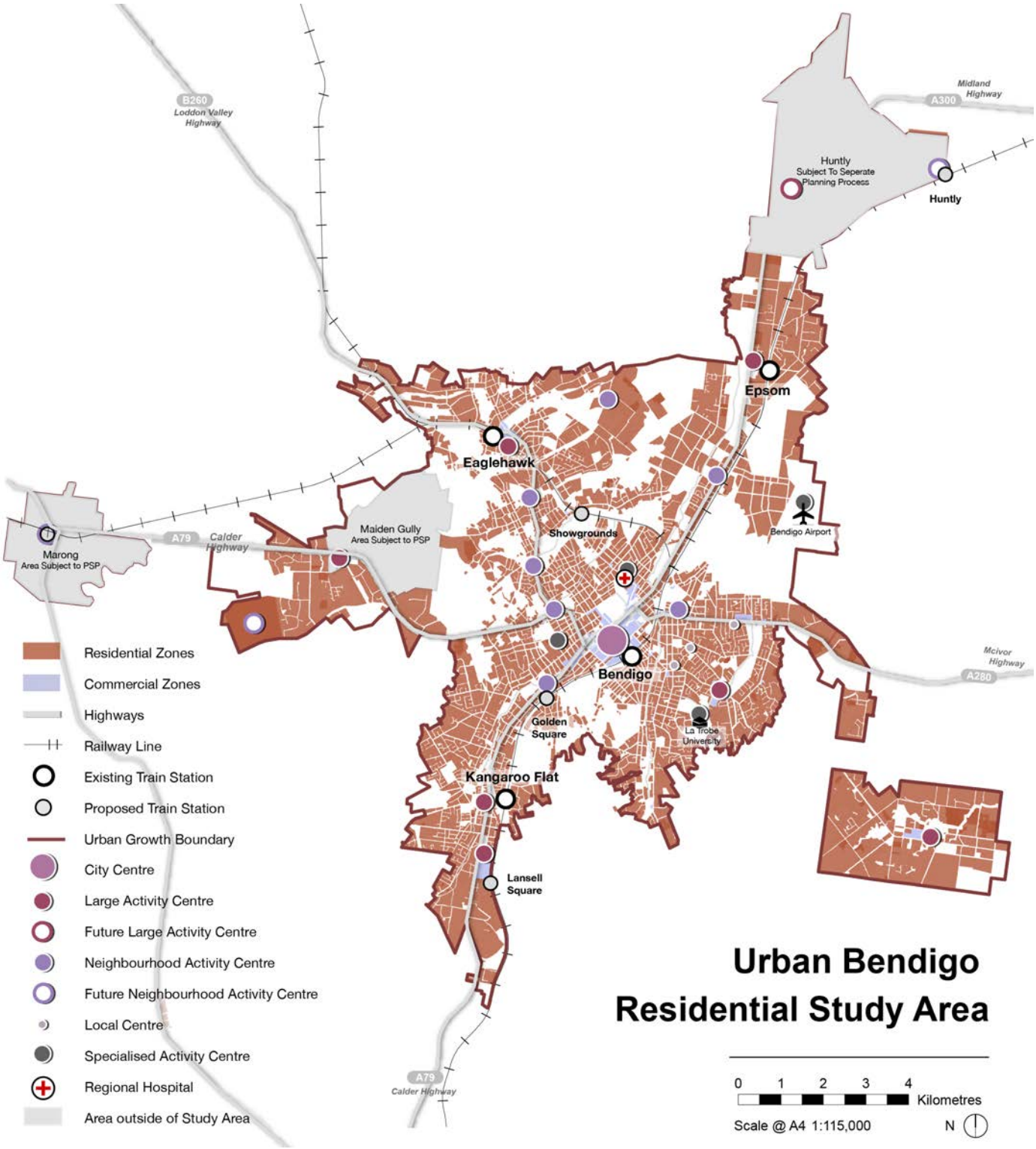


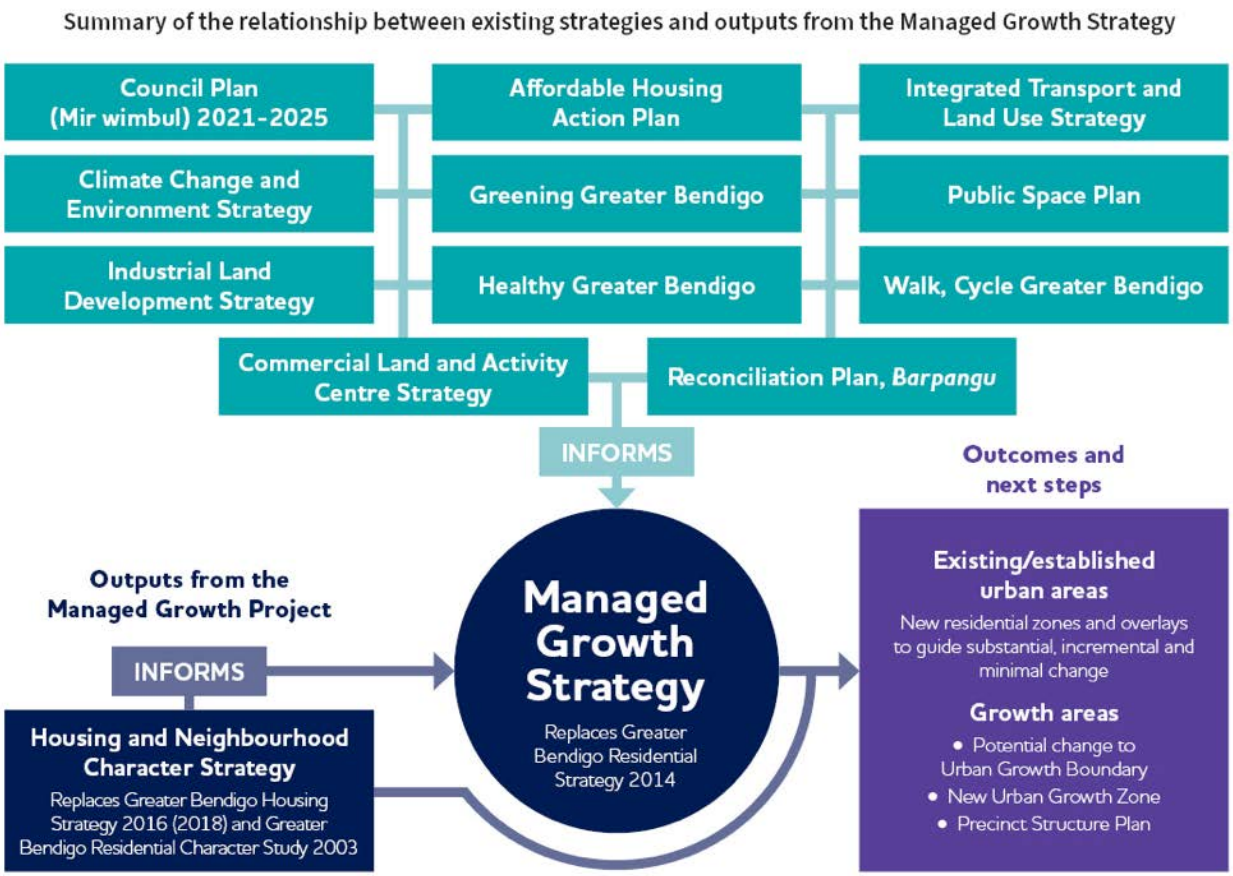
Figure 3: Greater Bendigo Housing and Neighbourhood Character Strategy Study Area – Townships

1.3 Why is a Housing and Neighbourhood Character Strategy Important?

Greater Bendigo's Managed Growth Strategy

The HNCS will provide an important input into the development of Greater Bendigo's Managed Growth Strategy (MGS). The MGS will provide a residential framework plan for growth of the municipality to 2056. This includes considering the opportunities for growth within the existing urban area of Bendigo, and if, and where, the Urban Growth Boundary (UGB) should be changed. It will provide a series of priorities for more detailed investigations of individual precincts and suburbs to accommodate growth. The relationship between existing strategies and outputs to the MGS is shown in **Figure 4**.

Figure 4: Relationship Between Existing Strategies and Outputs – Managed Growth Strategy



The HNCS will need to balance the municipality's population growth, while protecting the region's character, productive land, economic resources and biodiversity assets. It will provide clear direction on preferred residential character development and outcomes, that will encourage greater densities in suitable locations but limit housing intensification in areas impacted by heritage, environmental and other relevant land use and development constraints. The MGS will determine the strategic directions for greenfield residential land.

Council has the lead role in facilitating the provision of housing through the lever of the planning scheme, the assessment of planning applications and the provision of infrastructure to support development. The roles and responsibilities of others in the delivery of housing is outlined in **Table 2**.

Table 2: Roles and Responsibilities in the Delivery of Housing

Commonwealth Government	• Tax and regulatory levers • Migration policy • Social housing investment, welfare and Commonwealth assistance, and major infrastructure funding
Victorian Government	• Build own and manage public housing • Victorian Planning Provisions including the 15-year land supply requirement for residential development • Land release, rules on zoning (such as inclusionary zoning), stamp duty and land tax • Home ownership initiatives such as stamp duty concessions and first home buyer grants
Greater Bendigo Council	• Facilitate the orderly provision housing through the planning scheme by applying the Victorian Planning Provisions • Direct where housing will occur, the level of change and set out requirements for development • Negotiate development outcomes through planning application and permit process • Rates • Infrastructure provision
Community housing organisations	• Build and manage affordable rental properties
The private sector	• Construction and delivery of housing

Previous Housing and Residential Strategies

The *Greater Bendigo Residential Strategy* and the *Greater Bendigo Housing Strategy* were adopted by Council in 2014 and 2018 respectively. The *Greater Bendigo Residential Strategy 2014* established the concepts of a compact Bendigo (including small towns) and 10-minute neighbourhoods. The *Greater Bendigo Housing Strategy 2018* expanded on the 2014 *Greater Bendigo Residential Strategy* by identifying key drivers for growth such as the combination of population growth, an ageing population, the growth of smaller households and the levels of mortgage and rental stress. This HNCS builds on these existing strategies by providing greater guidance and policy direction around Neighbourhood Character and preferred levels of housing change in different areas.

1.4 What is Neighbourhood Character?

Neighbourhood character has been defined as:

"The combination of the public and private realms. Every property, public place or piece of infrastructure makes a contribution, whether great or small. It is the cumulative impact of all these contributions that establishes neighbourhood character. The key to understanding character is being able to describe how the features of an area come together to give that area its own particular character. Breaking up character into discrete features and characteristics misses out on the relationships between these features and characteristics. Understanding how these relationships physically appear on the ground is usually the most important aspect in establishing the character of the area."[1]

Neighbourhood character is defined by various elements including:

- Building form.
- Scale.
- Siting.

[1] *DELWP, Planning Practice Note 43: Understanding Neighbourhood Character, p. 1*

- Materials.
- Front fencing.
- Vegetation type and density.
- Subdivision pattern.
- Topography.
- Other notable features of the neighbourhood.

1.5 Previous Residential Character Study

The Greater Bendigo Residential Character Study was prepared during 2001-02 (dated 2003) and implemented through Amendment C29 to the GBPS in 2004. It assessed and defined residential character through eight distinct neighbourhood character types (with one type not being used) resulting in 80 precincts and precinct brochures. This study formed the basis for the current local planning policy, precinct guidelines/brochures and the application of Neighbourhood Character Overlays (NCOs) and Significant Landscape Overlay Schedule 1 (SLO1) in the municipality.

BACKGROUND TO THE STRATEGY

2. BACKGROUND TO THE STRATEGY

2.1 Why is the Current Strategy Being Undertaken?

The HNCS is being undertaken to provide contemporary and integrated strategic directions for Greater Bendigo's future housing change and neighbourhood character over the next 30 years. Growth in Victoria's regions is encouraged by both State and local government policy. Management of forecast growth is both a shared responsibility by a range of stakeholders and a core responsibility of the City. The City is undertaking the required planning for housing in the municipality through the preparation of the Managed Growth Strategy (MGS) which will consider current and future demographic, economic, social and environmental changes occurring in Greater Bendigo to 2056 to inform land use policy changes.

The MGS's growth options consider various assets and constraints that impact the amount and density of development that can be accommodated. Greater Bendigo has a range of environmental and built form assets including significant numbers of heritage buildings; significant amounts of native vegetation within proximity of the existing urban areas; extensive public open space and public realm areas enabling walking and cycling links; productive agricultural land; and environmental assets that the MGS aims to manage and protect. There are also several environmental threats to existing and future growth in the City not limited to bushfire, flooding risk, historic contamination, water supply issues and renewable energy targets that future development options will need to consider.

The MGS was a key recommendation of the 2019 Greater Bendigo Planning Scheme Review, titled A *Stronger Greater Bendigo - Economic Development Strategy 2020-2030* and the *Connecting Greater Bendigo: Integrated Transport and Land Use Strategy 2015*. The MGS is designed to replace the existing *Greater Bendigo Residential Strategy 2014*, *Greater Bendigo Housing Strategy (2018)* and the *Greater Bendigo Residential Character Strategy 2003* alongside the new Housing and Neighbourhood Character Strategy (HNCS).

Key factors influencing the HNCS as a key input to the Managed Growth Strategy are discussed below.

2.1.1 Establishing Housing Change to Meet Population and Growth

With a population now in excess of 124,174[2] Greater Bendigo is home to a growing number of people, reaffirming its role as a significant regional city. Comprising just over 54,000 dwellings, Greater Bendigo's existing housing stock is extensive, made up of traditional period style homes, workers cottages, inter-war housing, post WWII dwellings, and a significant number of more recently constructed dwellings throughout its infill and growth areas. Detached dwellings represent 91.4% of total dwelling stock and medium density/semi-detached housing stock comprises 7.1% of total dwelling stock with the remaining 1.5% including other non-dwelling housing stock.

As its population continues to grow, and its demographic composition evolves, Greater Bendigo will require a greater diversity of housing types at a variety of price points to meet purchaser needs.

2.1.2 Consistency With State-Level Guidance

A preferred neighbourhood character needs to be defined and aligned with the directions of State Planning Policy at Clause 15.01-5S – Neighbourhood character of the GBPS, relevant Planning Practice Notes (PPNs) and the directions of the MGS.

PPN90 relates to how a neighbourhood character strategy should inform a housing strategy that identifies minimal, incremental and substantial change areas, with supporting criteria to balance the need to protect valued character and ensure housing growth and diversity. PPN91 provides principles underpinning the residential zones and their links to the housing outcomes being sought. This requires that the

[2] *Source: Managed Growth Strategy*

Neighbourhood Character Overlay (NCO) is only applied to discrete areas with a unique or distinct character and not large residential areas. PPN91 also highlights that the NCO and Heritage Overlay (HO) should not be applied to the same areas, and that the application of the HO and underlying residential zoning should be consistent with the strategic intent outlined in the Municipal Planning Strategy (MPS) and Planning Policy Framework (PPF). Similar logic applies to NCOs and areas where a Design and Development Overlay (DDO) and/or a Development Plan Overlay (DPO) is applied.

To provide consistency with PPNs 90 and 91, the HNCS needs to clearly define minimal, incremental and substantial change areas in the Bendigo context based on neighbourhood character types and the housing outcomes being sought by the application of residential zones and overlays and their accompanying schedules.

2.1.3 Updated Neighbourhood Character Guidelines

The preparation of the HNCS includes the review and updating of Greater Bendigo's neighbourhood character across all residential areas within Bendigo's UGB and the townships of Axedale, Elmore and Heathcote. The existing Residential Character Study is now 20 years old and requires updating based on a contemporary methodology. The new HNCS needs to include previous growth areas and other residential land not included in the previous strategy and that are now included in the established residential area within the UGB.

New neighbourhood character guidelines provide the opportunity to include a clearer emphasis on a preferred neighbourhood character aligned to the housing change type and the built form outcome that is sought. Guidelines are provided for each neighbourhood character area, removing repetition that currently exists across many of the existing 80 neighbourhood character precincts.

2.1.4 Strategic Approach to Planning for Housing (Housing Change Areas)

A strategic and integrated approach to planning for housing and neighbourhood character is critical to managing residential development in planning schemes. This relies on the development of a residential housing framework that consists of a local housing strategy and a neighbourhood character strategy. These along with an assessment of other strategic work, such as heritage, landscape, environment and land capability studies, enable the development of a coherent strategic vision containing a plan that balances competing objectives by prioritising preferred development outcomes for different areas. Identifying change areas is a key action associated with preparing a residential development framework that contains categories of minimal, incremental and substantial change relative to its built form context.

This HNCS will be used as the basis to encourage housing growth and diversity in suitable locations and discourage housing intensification in areas impacted by heritage, bushfire, environmental and other relevant constraints by applying residential zones and schedules to specific housing change areas and character types. The HNCS provides spatial application of housing change areas in Greater Bendigo and is consistent with the strategic directions of the MGS.

2.1.5 Reducing Complexity and 80 Precincts

The existing 80 neighbourhood character precincts and 17 residential character policies covering Bendigo and Heathcote identified in the *Residential Character Study 2003* contribute to unnecessary complexity and repetition in the GBPS. Many precincts have very similar details and guidelines. Precincts can instead be simplified and consolidated and categorised against a neighbourhood character type without losing their original intent.

Current local planning policy and precinct character brochures describe existing neighbourhood character rather than a preferred neighbourhood character for future development. This provides little guidance to help manage areas that are undergoing change. Instead a preferred neighbourhood character is required for all residential land aligned to housing change areas.

2.1.6 Reducing Overlaps with Heritage Controls

Through a series of amendments to the GBPS, various NCOs and HOs have been included over the last 20 years. In some cases, this has resulted in an overlap of HO and NCO controls. The application of the HO is based on an assessment of the place against recognised heritage criteria (referenced in the Burra Charter) to determine its significance. While all areas have a history or heritage, not all areas are deemed to be historically significant.

PPN91 provides greater clarity on the application of the NCO and HO and the need to ensure that there is no overlap between HO and NCO controls. The HNCS needs to remove any duplication of NCOs and HOs and assess these areas through the lens of housing change areas (see below).

2.1.7 Heritage Work Since 2003 - Heritage Gap Analysis

Since 2003, the City has undertaken further work in relation to identifying gaps in the heritage controls. As these studies are implemented into the planning scheme, the need to remove any existing NCOs or change the designation of the level of change should be considered.

2.1.8 Alignment with other Council Strategies

In the last 20 years, the City has prepared an extensive number of strategic plans and structure plans to guide growth and development in a range of suburbs and townships, including growth areas. The findings of these plans need to be reflected in the HNCS and MGS and their currency considered in the context of new information.

2.1.9 Constructed Growth Areas, Other Areas Omitted and the Inclusion of Townships

As a result of significant growth in Greater Bendigo over the last 20 years, several planned growth areas have now been fully developed. Most of these areas were not planned for in the late 1990s/early 2000s. Therefore, no neighbourhood character types or housing change designations were applied to these residential areas. There are some areas in established residential suburbs that were omitted from the previous residential character study. These areas have now been mapped and designated with a neighbourhood character type and a housing change area.

Other than urban Bendigo, Heathcote was the only township included in the previous residential character study. The sewered townships of Axedale, and Elmore are now included in the HNCS. These towns are experiencing, or are likely to experience, some development pressure over the coming years. This is related to their strategic locations along major highways, and in proximity to Bendigo or the peri-urban outskirts of metropolitan Melbourne. The City is currently preparing or has prepared structure plans or township plans to guide future development in these towns.

2.2 Previous Residential, Housing and Neighbourhood Character Strategies

The preparation of the HNCS builds on and will ultimately replace the previous *Greater Bendigo Residential Strategy 2014*, *Greater Bendigo Housing Strategy 2018* and *Greater Bendigo Residential Character Study 2003*. Along with the MGS, which provides the overarching framework, this will fulfil the requirements of an integrated housing and neighbourhood character strategy for the municipality. The main influences from these studies are summarised below.

2.2.1 Greater Bendigo Housing Strategy, 2018

The *Greater Bendigo Housing Strategy, 2018* set strategic direction for the location, type and form of housing required to 2036. It identified three strategic objectives:

- To provide a greater diversity of housing with a focus on smaller housing on smaller lots with a component of affordable housing.
- To provide housing in accessible locations.
- To improve the design of housing and the public realm and to make a generous open space provision.

These objectives were translated into two key strategic directions that now provide a foundation for the GBPS:

- A compact Bendigo – development is to be directed to land within the UGB and small towns.
- 10-minute neighbourhoods – where people can access most of their daily needs within a 10-minute walk or cycle of their home.

Future growth fronts were also identified at Marong, Junortoun, an expansion of Huntly and Maiden Gully north-west, and modest extension in Kangaroo Flat. It should be noted that these future growth fronts were identified before the most recent updates to bushfire and native vegetation policy were fully understood. While there is strong developer interest in developing these areas, some are now no longer suitable for growth given the risk to human life posed by bushfire and native vegetation controls. Existing strategic directions for housing included in the Strategy are shown in **Figure 5**.

2.2.2 Greater Bendigo Residential Character Study 2003

The *Greater Bendigo Residential Character Study 2003* identified 80 character precincts, each with its own vision statement and identified key existing characteristics. Each precinct also has a preferred character statement detailing critical elements that will achieve the statement and what to avoid. Each precinct brochure provides design guidelines which address the following character elements:

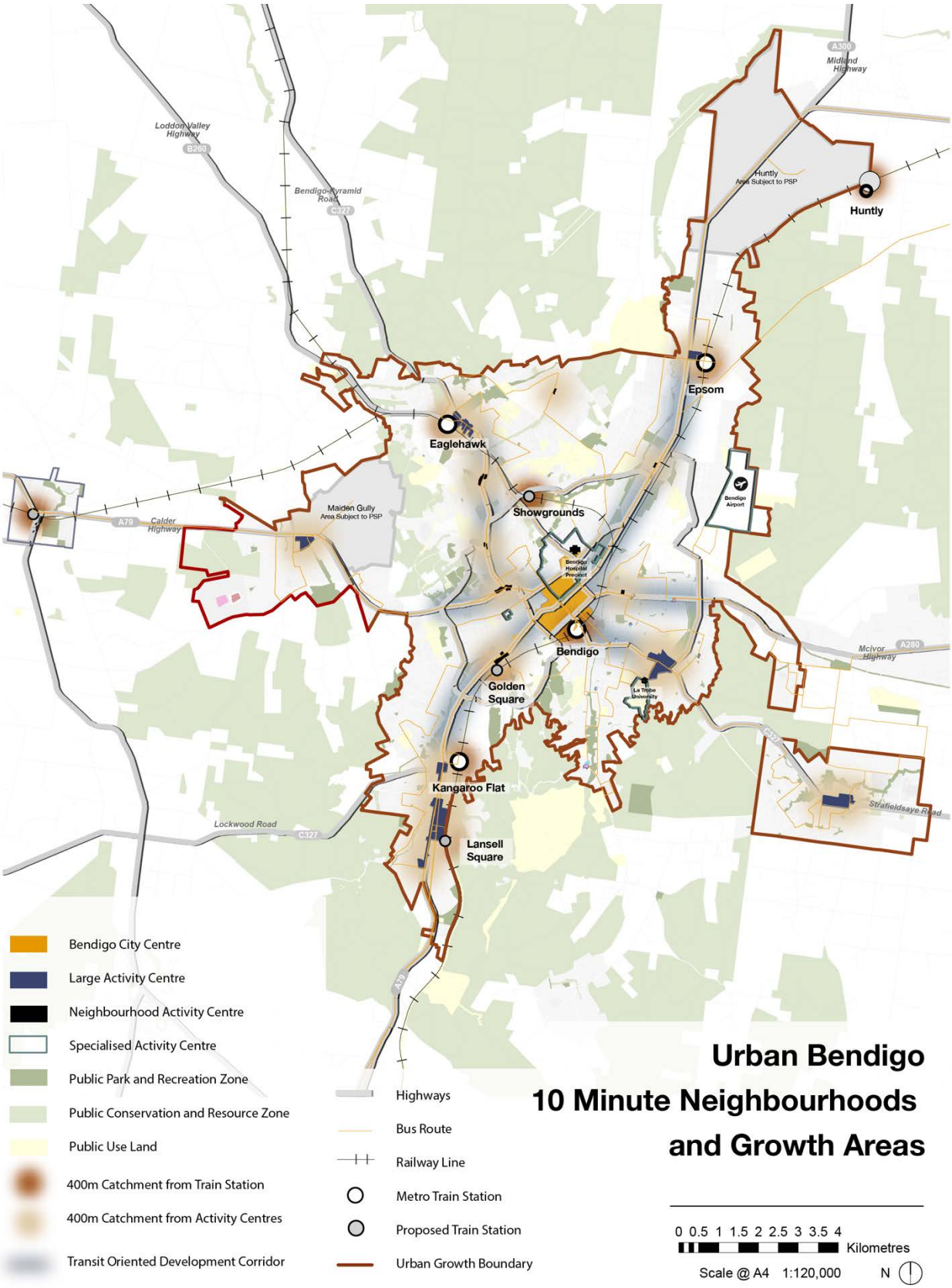
- Existing buildings.
- Vegetation.
- Topography / landform.
- Siting.
- Site coverage.
- Height and building form.
- Materials and design detail.
- Front boundary treatment.

Each character element is described by an objective, design response, details to avoid and an illustration.

2.3 Preparation of Suburb Profiles

Profiles for each suburb, and the townships of Heathcote, Elmore and Axedale, have been prepared to identify various existing elements, to inform the development of the HNCS. This includes zones, overlays, residential character precincts and lot sizes. In addition, strategic elements including existing transport networks (train and bus networks), cycling corridors and activity centres have been mapped. Other land uses such as surplus crown land, former mining sites and vent sites are also included. Housing conditions such as cost, dwelling types and vacancy have been identified to analyse housing character, affordability and availability of the area. These elements have been sourced from data provided by the City and from a publicly available platform (e.g. VicData).

Figure 5: Greater Bendigo – 10-Minute Neighbourhoods and Growth Areas



SOURCE: An adaptation of the 10 Minute Neighbourhoods Map and the Future Growth Areas Map, Greater Bendigo Housing Strategy 2018

Source: 10 Minute Neighbourhoods Map and the Future Growth Areas Map, Greater Bendigo Housing Strategy 2018

HOUSING NEEDS AND CHALLENGES

3. HOUSING NEEDS AND CHALLENGES

3.1 Overview

This chapter provides an overview of housing needs and challenges facing Greater Bendigo. It outlines the quantum of housing required into the future, the current capacity and the housing types needed to support the current and future community based on an understanding of the current and future population. Further information on the broader housing needs of the municipality and the relationship to greenfield areas is provided in the MGS.

3.2 Victorian Housing Market

To understand the Greater Bendigo housing market, the performance of the broader Victorian market provides important context. Despite the challenges created by the onset of the Covid-19 pandemic, including significantly reduced population state-wide, Victoria had a record number of residential building approvals, with almost 71,000 new homes approved for construction in 2021. About 48,000 (68%) of these approvals were for detached houses, the most in a calendar year on record. There were about 14,000 approvals (20%) for medium-density units and townhouses and almost 9,000 (13%) higher-density apartments approved[3].

During Covid, there was a large exodus of people from metropolitan Melbourne with many regional locations experiencing a significant inflow of population, mostly with a preference for detached dwellings. This phenomenon was reflected in record house and land sales across Victoria's major regional centres in the 2020-2021 period and in apartment approvals contracting to their lowest number in over a decade.

3.3 Regional Housing Market

Regional Victoria's population was growing in the lead up to 2020 but the onset of the pandemic accelerated this trend. In the 12 months to June 2022, regional Victoria's population increased by approximately 17,723. This increase in population has been accompanied by increases in the demand for housing and residential land, including in regional cities. As was the case with metropolitan Melbourne, much of the increase was detached houses in new greenfield areas.

At a significantly lower volume than Greater Geelong and Ballarat, Greater Bendigo experienced an uplift in residential building approval activity through 2020 and 2021, increasing to quarterly approvals of around 350, up from the 200 to 250 range in the pre-Covid period.

3.4 Greater Bendigo's Current Population and Housing Stock

With a population now in excess of 124,000[4], which is an increase of approximately 13,000 since 2016, Greater Bendigo is home to a growing number of people, reaffirming its role as an attractive and significant regional city. In the decade between 2010 and 2020, Greater Bendigo's Local Government Area (LGA) population increased by 19,226 at an average annual growth rate of 1.72%. This period of growth was supported by an average of 888 new residential lots and 869 new dwellings per annum.

The most populous locations in Greater Bendigo are Kangaroo Flat, Strathfieldsaye and Golden Square followed by Kennington, Strathdale and Eaglehawk. Areas which had the greatest increase in population between 2016 and 2021 were the growth areas of Strathfieldsaye (+1,422) followed by Huntly (+1,206). The areas with the next highest level of population growth were the established suburbs of Kangaroo Flat (+934) followed by Epsom (+689) and Ascot (+603).

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[3] Data sourced from City of Greater Bendigo Housing Capacity and Supply, October 2022, Quantify Strategic Insights, pg. 11.

Australian Bureau of Statistics, Regional Population Growth, Australia (3218.0)

Comprising just over 54,000 dwellings, Greater Bendigo's existing housing stock is extensive and varied in terms of character and design. Its pattern of urban development reflects a long history of conventional, detached dwellings which continue to be the most sought-after dwelling type across the municipality today, representing over 90% of total dwelling stock. As its population continues to grow, and its demographic composition evolves, Greater Bendigo will require greater supply of both detached dwellings, as well as more diversity of housing types at a variety of price points to meet purchaser needs.

3.5 Greater Bendigo Population and Demographic Changes

Understanding long-term population forecasts is essential in planning for the amount and type of housing needed.

As outlined in Victoria in Future 2023 (VIF 2023), continued population growth will drive demand for new residential development in the City of Greater Bendigo. By 2056 Council have forecast that at a growth rate of 1.6 per cent there will be over 211,000 people and 92,000 dwellings in Greater Bendigo. Utilising VIF 2023 forecasts, an increase in population from 121,272 in 2021 to 149,491 in 2036 is projected - an increase of 28,219 people or 12,472 households, which is the equivalent or 1006 new dwellings per annum as shown in **Table 3**. Average household size is predicted to decrease slightly from 2.38 to 2.32 persons per household during this time.

Of the new households required, VIF 2019 forecasts that there will be an additional 4,258 'Couple Family with Children' households by 2036, followed closely by almost 4,016 'Couple Family without Children' households and 1,702 'One Parent Families'. An additional 4,109 'Lone Person' households are also forecast.

The White Hills – Ascot Statistical Area 2 (SA2) is forecast to accommodate 4,240 additional households followed by Strathfieldsaye with 3,646. Both of these SA2s are forecast to accommodate the greatest growth in 'Couple Family with Children' and 'Couple Family without Children' households. Kangaroo Flat - Golden Square SA2 is forecast to accommodate the greatest growth in 'Lone Person' households (953) followed by White Hills – Ascot (888) and Strathfieldsaye (658). East Bendigo – Kennington is forecast to experience a net loss in 'Couple Family with Children' households (-87), though it is expecting an increase in 'Couple Family without Children' households (223).

Table 3: Greater Bendigo Dwelling Growth Forecast by Suburb 2021 – 2036 (SA2, VIF2023)

Dwelling Forecast	2021	2026	2031	2036	Increase 2021-2036
Bendigo	7,429	7,595	7,734	7,885	456
California Gully - Eaglehawk	5,789	6458	7,046	7,648	1,859
East Bendigo - Kennington	6,496	6,634	6,746	6,867	371
Flora Hill - Spring Gully	4,471	4,528	4,639	5,209	738
Kangaroo Flat - Golden Square	9,658	10,304	10,962	11,585	1,927
Maiden Gully	1,995	2,449	3,024	3,752	1,757
Strathfieldsaye	3,746	4,685	5,696	6,731	2,985
White Hills - Ascot (Huntly)	5,881	6,925	7,976	9,018	3,137
Bendigo Region - South	3,104	3,473	3,849	4,206	1,102
Heathcote	2,669	2,832	2,987	3,180	511
Bendigo Region - North	2,011	2,095	2,175	2,270	259
Total	53,249	57,978	62,834	68,351	15,102

Source: VIF2023, Quantify Strategic Insights, Housing Capacity and Supply Report, 2022

3.6 Existing Residential Zoned Land

Within Greater Bendigo, there are a total of 47,818 existing residential zoned land parcels[5]. Of these, there are more land parcels (11,765) of 600sqm and 800 sqm than any other lot size. This is followed by lots between 1,000 sqm and 10,000 sqm (11,221) and between 400sqm and 600 sqm (8,899). There are significantly fewer smaller lots, with only 3,696 lots of between 200 and 400 sqm and even less under 200 sqm in area (1,007).

3.7 Bendigo's Housing Prices and Housing Affordability

Against the Greater Melbourne median house price of $750,000, more affordable prices within regional locations have made them increasingly attractive places to live, particularly as flexible working arrangements have become normal practice for many people since March 2020.

At $440,000 in 2021, the median house price in Greater Bendigo is significantly lower than that of Greater Geelong ($640,000) and slightly lower than Ballarat ($485,000), making it a more affordable, regional housing option. Greater Geelong's median unit price was the highest of the regional cities at $520,000[6], followed by Ballarat at $349,500 and Greater Bendigo at $321,250.

Median and unit house prices in Greater Bendigo have experienced consistent, positive price growth over the last two decades and have recently spiked in Greater Bendigo. This is due largely to the impact of the Covid-19 pandemic with widespread outflows of people from metropolitan Melbourne to Victoria's regions which translated into stronger demand and price increases for housing.

Median house prices across Greater Bendigo's infill suburbs experienced strong growth between Q4 2020 and Q4 2021, with increases of $50,000 to $150,000 typical. Several suburbs such as Ascot, Bendigo, Ironbark, Spring Gully and Strathdale, all pushed a median price of $600,000 for the first time. Huntly and Maiden Gully saw increases of just over $100,000 during this time and Marong and Strathfieldsaye experienced increases to their respective house price medians of nearly $200,000. Townships within the municipality also experienced strong price growth between Q4 2020 and Q4 2021, highlighted by Elmore and Heathcote, both of which saw median price increases of nearly $100,000[7].

3.8 Development Considerations

As previously outlined, the number and type of households required, presents significant opportunities but also challenges for the local housing market. Although it is difficult to project growth accurately over the longer term, it is forecast that an additional 87,000 people and 38,000 dwellings will be required in Greater Bendigo by 2056 (based on ERP, 2022, representing growth at 1.6%). In the more immediate term, with some 15,070 additional households forecast to be required in the period to 2036, understanding what, where and how these will be delivered is fundamental. Combined, Greater Bendigo's infill, township and growth areas could theoretically accommodate in excess of 50,000 new dwellings, thus indicating that the additional forecast dwellings required by 2036 could easily be achieved.

However, housing markets are complex. The notion of housing capacity, while useful for Council's strategic planning purposes, is a theoretical one that simply identifies aggregate housing capacity based on potential development outcomes conferred on existing residential zoned land in the GBPS. Further to this, there are several variables that directly impact the delivery of new housing which need to be considered including:

- Population and demographic change.
- Market conditions.
- Land supply and availability.
- Development feasibility.

[5] Source: CKC Research

[6] Source: https://www.red23.com.au/assets/Uploads/Red23RegionBrochure_GreaterGeelong_September2021_Email_FINAL.pdf

[7] City if Greater Bendigo Housing Capacity and Supply Analysis (Quantify Strategic Insights, 2022)

These variables and their implications for the Strategy are discussed below.

3.8.1 Population and Demographic Change

The extent of demand for housing within a given location is heavily dependent on population and demographic dynamics. Increased population growth in Greater Bendigo has driven significant residential development and sales activity but this is not guaranteed to continue to the same degree in coming years.

In Greater Bendigo, internal migration particularly from surrounding regional and rural areas is a significant component of population growth and is sensitive to change. Changes in house prices and the extent of employment opportunities on offer can directly impact the attractiveness of Greater Bendigo and therefore the rate of population growth at any point in time.

The other factor as it relates to the uncertainty of population forecasting is the assumption that the volume of new housing required to accommodate it can be delivered. For example, market conditions, a lack of available residential land and development feasibility constraints can all significantly impede the development of future housing.

3.8.2 Market Conditions

The ability to house additional population in a timely manner and in sufficient quantities in Greater Bendigo will be directly influenced by broader, market conditions. Presently, economic factors are threatening property markets on several fronts. Rising interest rates, increasing inflation, stricter lending conditions, government debt, rapidly diminishing consumer confidence, combined with an uncertain geo-political environment all point to a challenging period ahead.

Rising interest rates can have a major impact on the property market, both for buyers and sellers. For homeowners who need to take out a mortgage to purchase a property, increasing interest rates will result in higher borrowing costs and reduced borrowing capacity. First-time buyers and those with variable-rate mortgages will feel these full effects on the cost of living and in their ability to service a mortgage and at what cost. The extent to which these factors impact the local property market are yet to be fully understood but any lack of confidence will see a slowing of the property market.

3.8.3 Land Supply & Availability

There is adequate capacity within Greater Bendigo's established residential areas to provide for infill housing opportunities. Around 7% of residential building approvals per annum are for semi-detached/medium density dwellings, which are mostly provided in established residential areas. Between 2011 and 2021, over 90% of residential building approvals were for detached dwelling housing. As is typical in Victoria's largest regional cities, there is no discernible long-term growth in semi-detached dwelling approvals which have instead remained relatively flat irrespective of the continued growth in house approvals.

In those locations designated to accommodate future population growth within greenfield areas, having the requisite amount of developable, residential zoned land is necessary to enable the timely delivery of new housing. Without the required amount of suitably zoned greenfield land available, the development process slows, or ceases altogether, impacting the rate of population growth otherwise forecast.

Established residential areas contribute to the overall amount of residential land for redevelopment and provide a diversity of housing in well located existing urban areas, many of which are situated in proximity to services, facilities and infrastructure.

Having an adequate supply of residential land is a fundamental requirement to achieving housing related state and local planning policies as expressed in the GBPS. Planning policy stresses the importance of meeting the broader community need for housing at Clause 11.02-1S – Supply of urban land, which requires that Councils need to: *"Plan to accommodate projected population growth over at least a 15 year period and provide clear direction on locations where growth should occur."*

Without an adequate supply of residential land, the ability to provide both housing affordability and greater housing choice (including type, tenure and price) is significantly reduced. The *Housing Capacity and Supply Report, 2022*, has posed several questions about whether there is an adequate supply of growth area land available in the short to medium terms. Council's MGS is now considering responses to those questions in order to satisfy the objective of Clause 11.02-1S of the GBPS.

3.8.4 Development Feasibility

Development feasibility of residential development is affected by many factors. In Greater Bendigo, the feasibility of residential development may point to the ease of developing the detached dwelling product in growth areas which is reflected in recent sales of house and land packages. Enabling this to continue is critical.

In comparison, infill medium density residential development is more difficult due to development feasibility constraints. Due in part to the limited housing products on offer, purchaser preference continues to value larger dwellings on larger lots, rather than smaller infill dwellings and lots, which is a phenomenon typical in regional locations. With limited medium density product, the attractiveness of this type of housing to purchasers is likely to continue to be low which in turn impacts the current attractiveness and feasibility of infill development in Greater Bendigo.

3.9 Housing Capacity and Supply

A *Housing Capacity and Supply Report* was prepared as part of the evidence base for the *Greater Bendigo Housing and Neighbourhood Character Strategy (HNCS)*. This report established the capacity of Greater Bendigo's infill and growth areas to accommodate potential future residential development.

There will be increasing demand for dwellings to meet the needs of future population growth. Identifying housing capacity provides a better understanding of the capability to provide for increased demand for dwellings and informs the development of a growth strategy to guide areas where increased housing development is preferred and which meets the values, needs and vision of the community.

The *Housing Capacity and Supply Report* has established that Greater Bendigo's established areas (Infill, Township and Growth Areas) and Greenfield growth areas could theoretically accommodate almost 50,000 new dwellings as shown in **Table 4**. This suggests that the 15,102 households forecast to be required by 2036 could be accommodated within existing areas.

Table 4: Housing Capacity and Potential Number of Dwellings

Location	Potential Dwellings
Infill (established areas)	36,348
Townships	6,696
Growth Areas (infill)	5,898
Growth Areas (greenfield)	1,891
Total	**50,833**

Source: UDP/Quantify Strategic Insights

In Greater Bendigo, detached dwellings currently represent 91.4% of total dwelling stock. Notably, between 2016 and 2021, some 4,000 additional dwellings were added to the City's total dwelling stock, the vast majority being detached dwellings. The proportion of detached dwelling stock has increased from just below 90% since the 2016 census.

This is due to two main factors:

- The strong growth in house and land sales in the growth areas, and
- The comparatively small increase in medium density / semi-detached housing stock which has resulted in a proportionate decrease from 7.8% to 7.1% of total dwelling stock.

There have been far fewer medium density dwellings constructed. This is due largely to the development feasibility constraints that currently exist in the Greater Bendigo market, but also purchaser preference, which continues to value larger dwellings on larger lots – a phenomenon that is typical in regional locations.

In seeking to understand, and adequately plan for the changing housing needs of the Greater Bendigo population, understanding long-term population forecasts and what these mean for the number and type of dwellings required, is an important strategic consideration. As its population continues to grow, and its demographic composition evolves, Greater Bendigo will nonetheless require greater supply of both detached dwellings, as well as a greater diversity of housing types at a variety of price points to meet purchaser need.

Three different residential growth scenarios were included showing that dwelling forecasts for both Infill (established areas) and Township Areas can be comfortably achieved, based on the Housing Capacity identified. Conversely, in each of the three scenarios, dwelling forecasts for growth areas highlight potential land supply constraints. It is however likely that the supply constraints indicated in each of the scenarios are more acute given that much of the residential zoned land identified in the growth areas is characterised by fragmented land ownership and lot size configuration, thus making residential development difficult.

In seeking to plan for and manage the required number of dwellings to accommodate future population growth in Greater Bendigo, a readily available and practically developable supply of land is required. As highlighted by reference to larger regional housing markets, the potential to re-direct all future growth to established infill areas is unachievable given development industry economic factors and structure, and housing market demand preferences.

The development of a local housing market that includes a variety of dwelling typologies and price points to suit a range of community needs, requires a robust and flourishing development sector that supports all forms of residential development.

There is substantial long-term capacity in Greater Bendigo to accommodate forecast dwellings beyond 2036, and the proposed Residential Development Framework changes (see Chapter x?) enable forecast future development to be achieved.

3.10 Housing affordability and diversity

3.10.1 Affordability

The challenges of housing affordability and stress are becoming increasingly apparent across Greater Bendigo. The *Greater Bendigo Affordable Housing Action Plan 2020* (AHAP) has been prepared to address this growing need for more social and affordable housing in Greater Bendigo. The waiting list for social housing is increasing and it is estimated there has been a doubling of homelessness between 2016 and 2021[8].

The City continues to advocate for more social and community housing and includes investigating the utilisation of Council owned land, advocating for the utilisation of surplus Crown land, redevelopment of sites, and advocating for inclusionary zoning (where a proportion of housing in larger developments is set aside for social housing), or a similar form of mandatory contribution to social housing.

Diversifying the housing stock available in the municipality can support housing affordability, allowing buyers to choose homes that are more closely matched to their resources and household size. It is anticipated that offering a greater choice of smaller dwellings will assist in reducing the cost of buying a home, as well as the longer-term running costs and environmental impact of that home.

[8] https://www.dffh.vic.gov.au/publications/public-housing-waiting-and-transfer-listPublic housing waiting and transfer list

3.10.2 Housing Diversity

Housing diversity or having a range of housing types for different household types and needs is important. This is for a variety of reasons including liveability, affordability, adaptability and a reduced reliance on the need to drive to access all services and daily shopping needs, enabling people to remain in their communities as their needs change.

The 2021 census reveals 91 per cent of all dwellings are classified as detached, an increase of close to 5,000 on 2016 figures[9] with the greatest increase over this period in four bedroom dwellings. This was particularly noticeable in the growth areas of Bendigo. This contrasts with the suburb of Bendigo where 140 more three bedroom dwellings were added compared with 35 four bedroom dwellings.

Areas within the urban growth boundary and the sewered towns, can make a significant contribution to increasing the diversity of housing stock in areas with good access to service the growing proportion of smaller households of only one or two occupants of all ages, abilities and stages of life.

[9] https://profile.id.com.au/bendigo/dwellings

3.11 Summary of Key Findings

The following are a summary of key findings from this chapter.

Factors Affecting Residential Demand

- A forecast increase in population between 2021 and 2036 of 28,219 people or 15,102 households.
- A median house price of $440,000 in 2021.
- A median unit price of $321,250 in 2021.

Constraints on Residential Land

- Low take up of infill housing opportunities.
- Questions about residential land supply in growth areas.
- Requirement to provide 15 years of housing supply and directions on where housing growth should occur.

Overview of Development Constraints

- Housing market preferences for detached dwelling product.
- Costs of developing semi-detached/medium density dwellings in comparison to detached dwellings.
- Lack of maturity of the housing market to provide semi-detached/medium density dwellings.
- It is the market, rather than a lack of capacity, which is currently constraining the development of medium density housing throughout the established areas.

Opportunities

- Continuing population growth and demographic changes will require greater housing diversity and location of housing in proximity to existing services, facilities and infrastructure.
- Housing products that are attractive for people moving to Greater Bendigo.

Capacity

- Housing capacity for over 42,000 new dwellings in existing residential zoned land in Bendigo and over 6,500 new dwellings in existing residential zoned land in the townships of Axedale, Elmore and Heathcote.
- Housing capacity in greenfield locations in growth areas can provide approximately an additional 1,900 dwellings.
- In total, there is housing capacity in residential zoned land and growth areas in Greater Bendigo and the townships of Axedale, Elmore and Heathcote for over 50,000 new dwellings.

Housing Affordability and Diversity

- The waiting list for social housing and homelessness in the municipality is increasing.
- Diversifying the housing stock available in the municipality is key and can support greater housing affordability.
- Providing more smaller dwellings assists with greater choice, reduced purchase costs, reduced running costs and lesser environmental impacts.
- Council continues to advocate for more social and community housing through a range of measures.
- Housing diversity is important to address many social, demographic, economic and accessibility factors.
- Most of the existing dwellings in the municipality are detached (91%) and won’t meet the future needs of residents.
- Well serviced areas within the urban growth boundary and the sewered towns can make a significant contribution to increasing housing diversity.

POLICY AND STATUTORY CONTEXT

4. POLICY AND STATUTORY CONTEXT

4.1 Strategic and Policy Context

This section provides a synopsis of State and local policies, provisions strategies and initiatives that influence the development of the HNCS.

4.1.1 State

State Policy

State Strategies of Plan Melbourne and the Loddon Mallee South Regional Growth Plan provide important state and regional context to guide the development of the HNCS. These include:

Plan Melbourne 2017-2050: Metropolitan Planning Strategy for Melbourne	• Regional cities including Greater Bendigo will accommodate 50% of population growth outside of metropolitan Melbourne between 2011 and 2031. • Planning for growth must be regionally led. • Development should be in keeping with regional city's character and balanced with the protection of the productive land, economic resources and biodiversity assets that are critical to the state's economic and environmental sustainability. • Identification of urban renewal land and infill opportunities to optimise infrastructure investment and surplus government land. • Regional city railway stations and their surrounds to be targeted for potential growth opportunities, including transit-oriented development and improved housing diversity. • Increased housing diversity is needed to encourage international students and young professionals to work, study and live in regional areas.
Loddon Mallee South Regional Growth Plan	• Bendigo will accommodate the majority of growth in the region to 2031, requiring significant infill and higher density development, with a strong urban edge in areas of higher bushfire risk. • Review lot size controls on zoned yet undeveloped land to encourage higher densities. • Other infill opportunities to be investigated include disused Crown land, surplus golf courses and redundant mine sites subject to planning considerations, such as potentially contaminated land. • Key priority for Bendigo is precinct and structure planning to facilitate increased commercial and residential densities, mixed use development and revitalisation projects for underutilised sites and land.

Planning Policy Framework

State and local policy as set out in the planning policy framework provides guidance for the HNCS.

11.01-1S – Settlement	• To promote the sustainable growth and development of Victoria and deliver choice and opportunity for all Victorians through a network of settlements.
11.01-1L-01 – Settlement – Greater Bendigo	• To manage Greater Bendigo's outward growth and avoid further sprawl by directing growth to identified locations.

11.01-1L-02 – 10 minute neighbourhoods – Greater Bendigo	• To develop a network of attractive neighbourhoods that allow most people to access local facilities and services within 10 minute walking or cycling from their home.
11.02-1S – Supply of urban land	• To ensure a sufficient supply of land is available for residential, commercial, retail, industrial, recreational, institutional and other community uses.
11.03-1S – Activity centres	• To encourage the concentration of major retail, residential, commercial, administrative, entertainment and cultural developments into activity centres that are highly accessible to the community.
11.03-2S – Growth areas	• To locate urban growth close to transport corridors and services and provide efficient and effective infrastructure to create sustainability benefits while protecting primary production, major sources of raw materials and valued environmental areas.
15.01-5S Neighbourhood character	• To recognise, support and protect neighbourhood character, cultural identity, and sense of place.
16.01-1S Housing supply	• To facilitate well located, integrated and diverse housing that meets community needs.
18.01-1S Land use and transport integration	• To facilitate access to social, cultural and economic opportunities by effectively integrating land use and transport.

Housing reform

There are a number of housing reforms and policy work underway at the state level that will also impact on future housing. In September 2023 the State Government released Victoria's Housing Statement: The decade ahead 2024-2034 (VHS). The VHS establishes a bold housing target of 800,000 homes to be delivered across Victoria over the next 10 years.

The VHS also identifies that there will be an additional 426,000 homes expected in regional Victoria to 2051. With Greater Bendigo being the second largest regional municipality, it will form a key role in the delivery of these additional homes.

The housing statement is supported by Amendments VC242, VC243 and VC253 which aim to facilitate well-located, integrated and diverse housing that meets community needs and to support the delivery of housing in Victoria.

Amendment VC242 introduced two new particular provisions to facilitate significant residential development and significant economic development through clauses 53.22 and 53.23 with the Minister for Planning as the responsible authority.

Amendment VC243 introduced state-wide changes to all planning schemes to codify residential development standards, implement the Future Homes project across Victoria, remove permit requirements for single dwellings on lots of 300 square metres or more and introduce VicSmart permits for single dwellings on lots less than 300 square metres.

Amendment VC253 introduced a new land use term and siting, design and amenity requirements for a 'small second dwelling' into a range of residential and rural zones across Victoria. This replaced the land use term 'dependent person's unit' and made the planning provisions more consistent and easier to build a small second dwelling of 60 square metres or less that meets specified requirements.

The State Government has commenced the process to update *Plan Melbourne 2017-2050*, the current metropolitan planning strategy. This will now be expanded to a new plan to encompass all of Victoria.

A key element of the new plan for Victoria will be to deliver additional housing in designated locations. The new plan for Victoria is also looking to establish local government housing targets. The preparation of the MGS is timely to help inform these housing targets for Greater Bendigo and the HNCS provides direction on where this housing will be located within the established areas of Greater Bendigo.

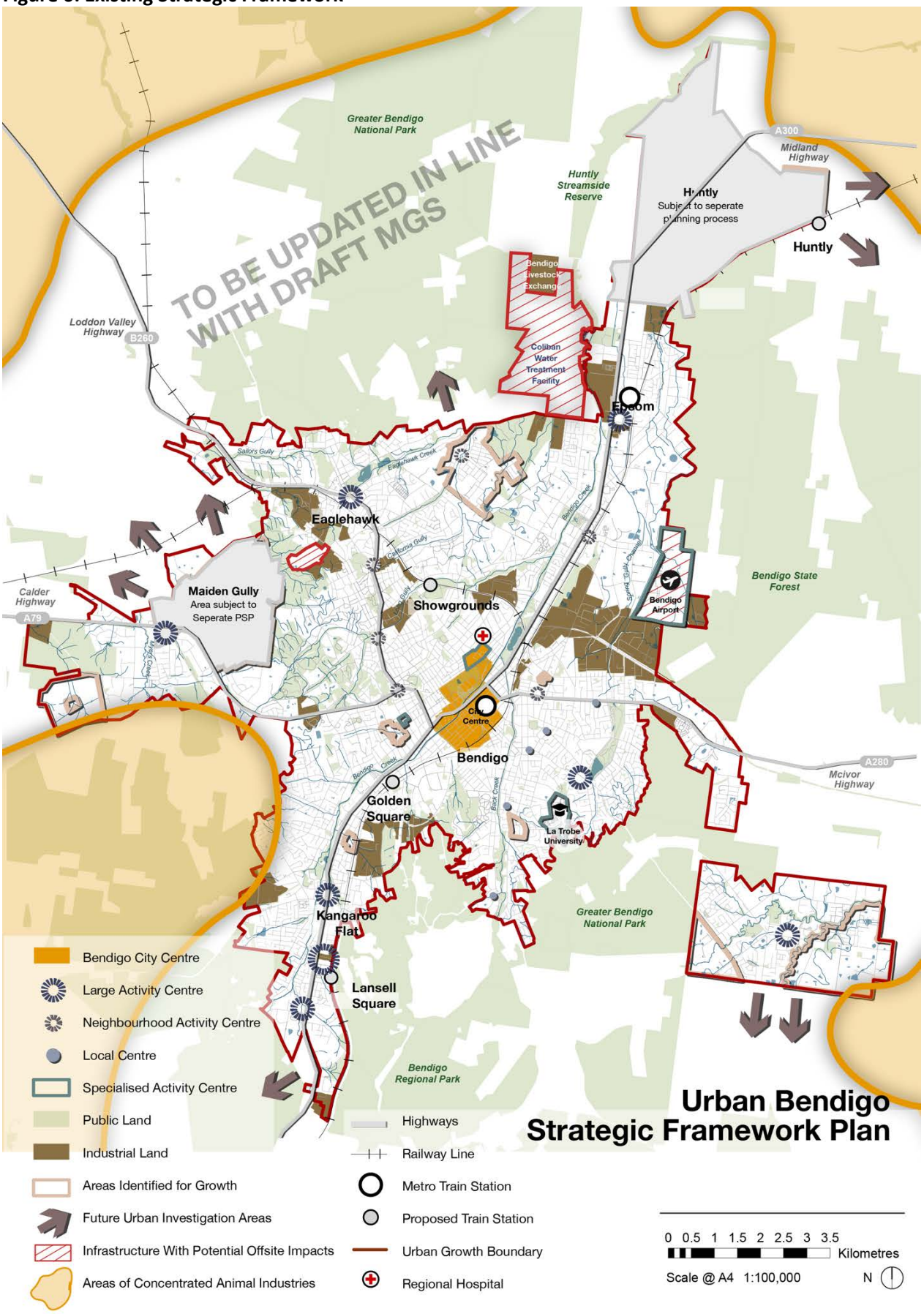
4.1.2 Municipal Planning Strategy and Strategic Framework Plans

The Municipal Planning Strategy (MPS) in the GBPS includes directions for settlement, built environment, heritage and housing to:

- Recognise historical and forecasted levels of population growth and identify a clear settlement structure based around a hierarchy of activity centres while considering environmental constraints to facilitate 10-minute neighbourhoods.
- Protect neighbourhood character and heritage assets while encouraging infill development, supporting Environmentally Sustainable Development (ESD) and creating healthy environments.
- Protect valuable sites, places and features of natural, archaeological, cultural and aboriginal heritage significance but balance with support for sensitive and contemporary design and development in heritage places and precincts.
- Respond to key housing issues which are housing diversity, affordability and location, and the management of rural development.
- Increasing the residential population of the Bendigo City Centre and immediate surrounds is supported to maximise the use of existing infrastructure and provide increased housing choice.

The current key elements of the Urban and Rural Strategic Framework Plans are shown in **Figure 6**. The MGS may alter the location of key elements in the framework plan below such as the future growth areas.

Figure 6: Existing Strategic Framework



NOTE: An adaptation of the Urban Strategic Framework Plan, Rural Strategic Framework Plan, and Map 1 DDO22 in the Greater Bendigo Planning Scheme.

4.2 Zones

The following residential zones from the VPP and/or the GBPS are relevant for the HNCS and in determining housing change areas. PPN91 includes a listing of potential zones and how they can be applied to housing change areas as listed below:

- Clause 32.03 Low Density Residential Zone (LDRZ) – Residential Zone currently applied. Available for special or constrained or minimal change.
- Clause 32.04 Mixed Use Zone (MUZ) – Residential Zone currently applied. Available for incremental or substantial change.
- Clause 32.05 Township Zone (TZ) – Residential Zone currently applied. Available for minimal or incremental change.
- Clause 32.07 Residential Growth Zone (RGZ) – Residential Zone currently applied. Available for incremental or substantial change.
- Clause 32.08 General Residential Zone (GRZ) – Residential Zone currently applied. Available for incremental and substantial change.
- Clause 32.09 Neighbourhood Residential Zone (NRZ) – Residential Zone not currently applied. Available for special or constrained, minimal or incremental change.

Two other zones applied outside of residential areas that can be categorised as substantial change areas include Clause 34.01 Commercial 1 Zone (C1Z) and Clause 37.08 Activity Centre Zone (ACZ).

Current zones applied in the GBPS relevant to the HNCS are shown in **Figures 7, 11, 12 and 13**.

4.3 Overlays

The following overlays are relevant for the Strategy.

- Clause 42.01 – Environmental Significance Overlay (ESO) – Schedules 1 to 5 for minimal change or incremental change areas.
- Clause 42.03 – Significant Landscape Overlay (SLO) - Schedule 1 for minimal change areas as detailed in **Appendix 1**.
- Clause 43.01 – Heritage Overlay (HO) for minimal and incremental change areas.
- Clause 43.02 – Design and Development Overlay (DDO) - Schedules 1, 6, 7,9, 10, 16, 17, 22, 23, 24, 25, 29 and 30 for minimal change, incremental change and substantial change areas, depending on the objectives of the schedule as detailed in **Appendix 1**.
- Clause 43.04 – Development Plan Overlay (DPO) - Schedules 4, and 30 for minimal change and substantial change areas, depending on the objectives of the schedule as detailed in **Appendix 1**.
- Clause 43.05 – Neighbourhood Character Overlay (NCO) - Schedule 1 and 2 for minimal and incremental change areas.
- Clause 44.04 – Land Subject to Inundation Overlay (LSIO) for minimal change areas.
- Clause 44.05 – Special Building Overlay (SBO) for minimal change and incremental change areas.
- Clause 44.06 – Bushfire Management Overlay (BMO) for minimal change areas.

Current overlays applied in the GBPS relevant to the Strategy are shown in **Figures 8, 9, 10, 11, 12, and 14**.

In the township overlay maps, the SLO2 was not shown as it does not affect the considerations of this strategy.

Figure 7: Zones in Greater Bendigo, Greater Bendigo Planning Scheme

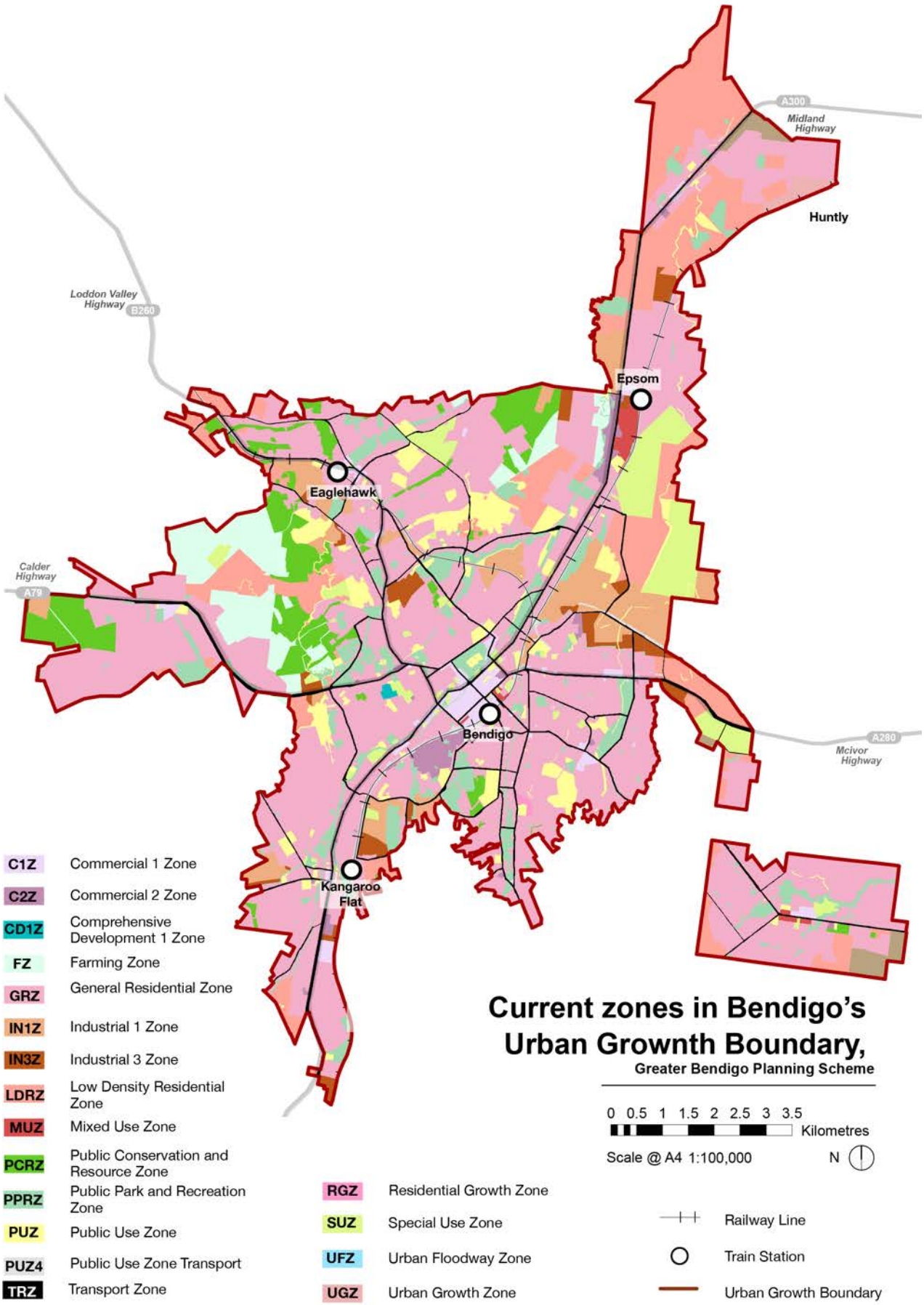


Figure 8: Overlays in Greater Bendigo, Greater Bendigo Planning Scheme (BMO, EAO, and LSIO)

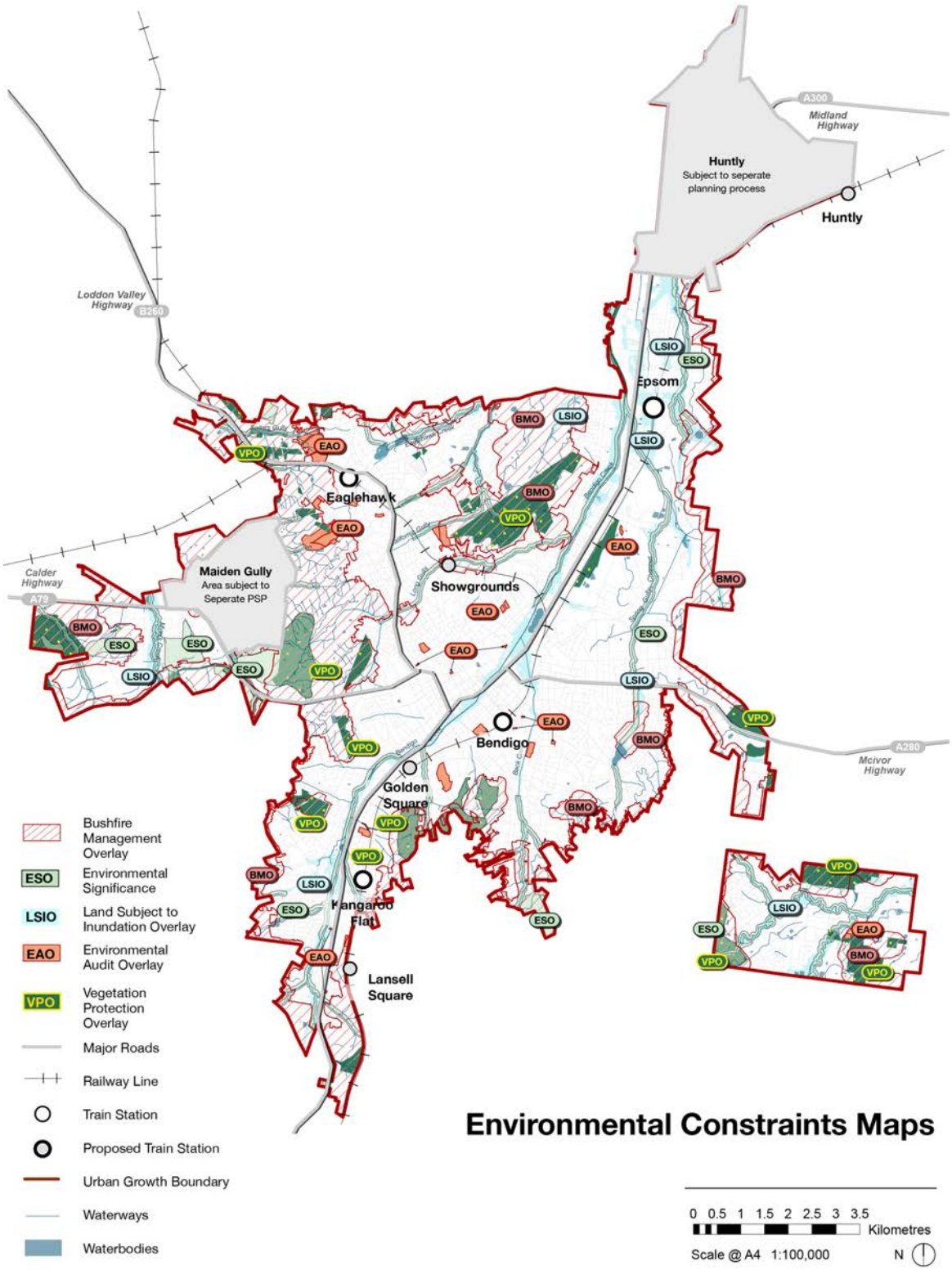


Figure 9: Overlays in Greater Bendigo, Greater Bendigo Planning Scheme (HO, NCO, SBO and SLO)

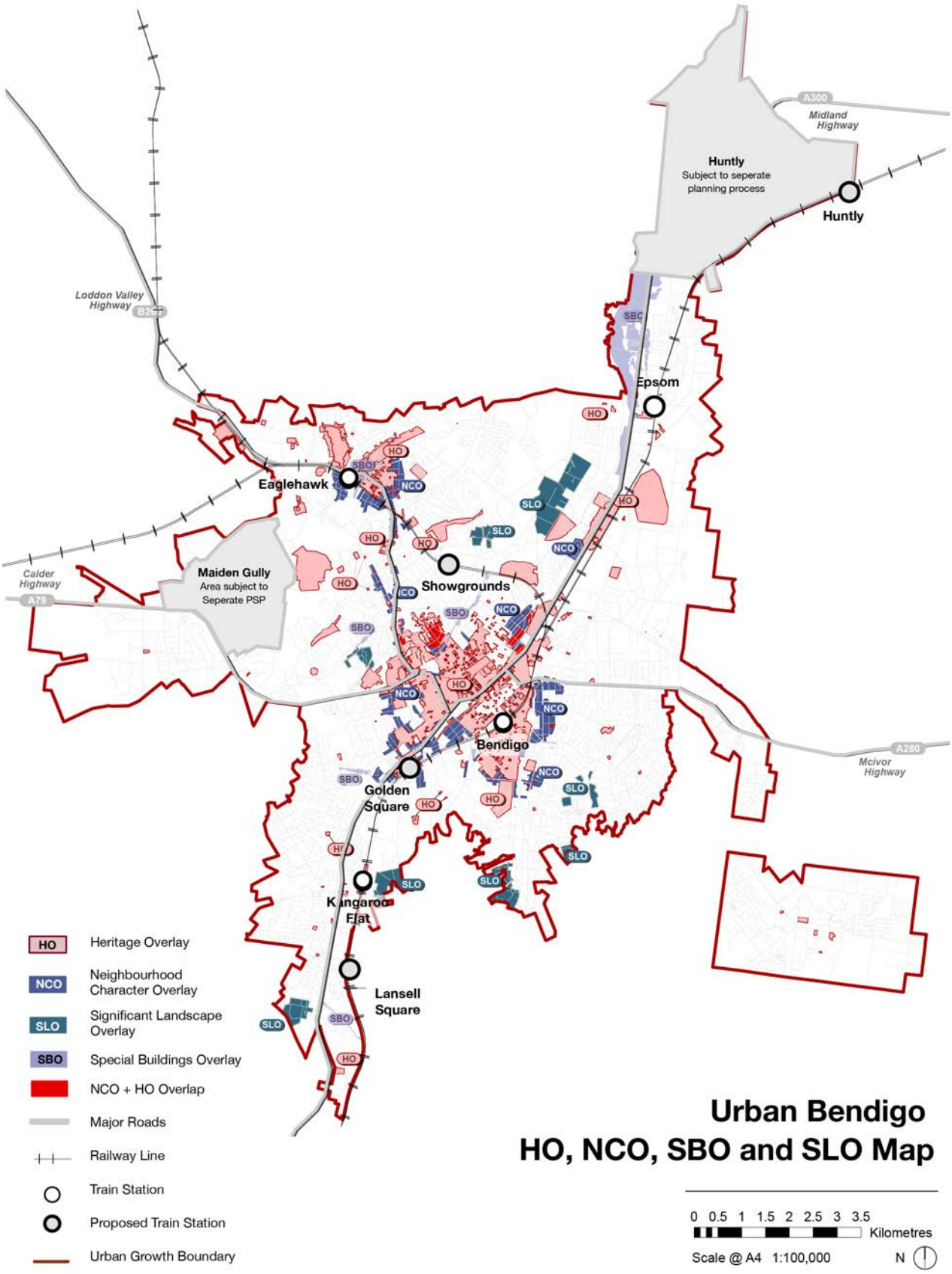


Figure 10: Overlays in Greater Bendigo, Greater Bendigo Planning Scheme (DDO and DPO, Showing Overlap)

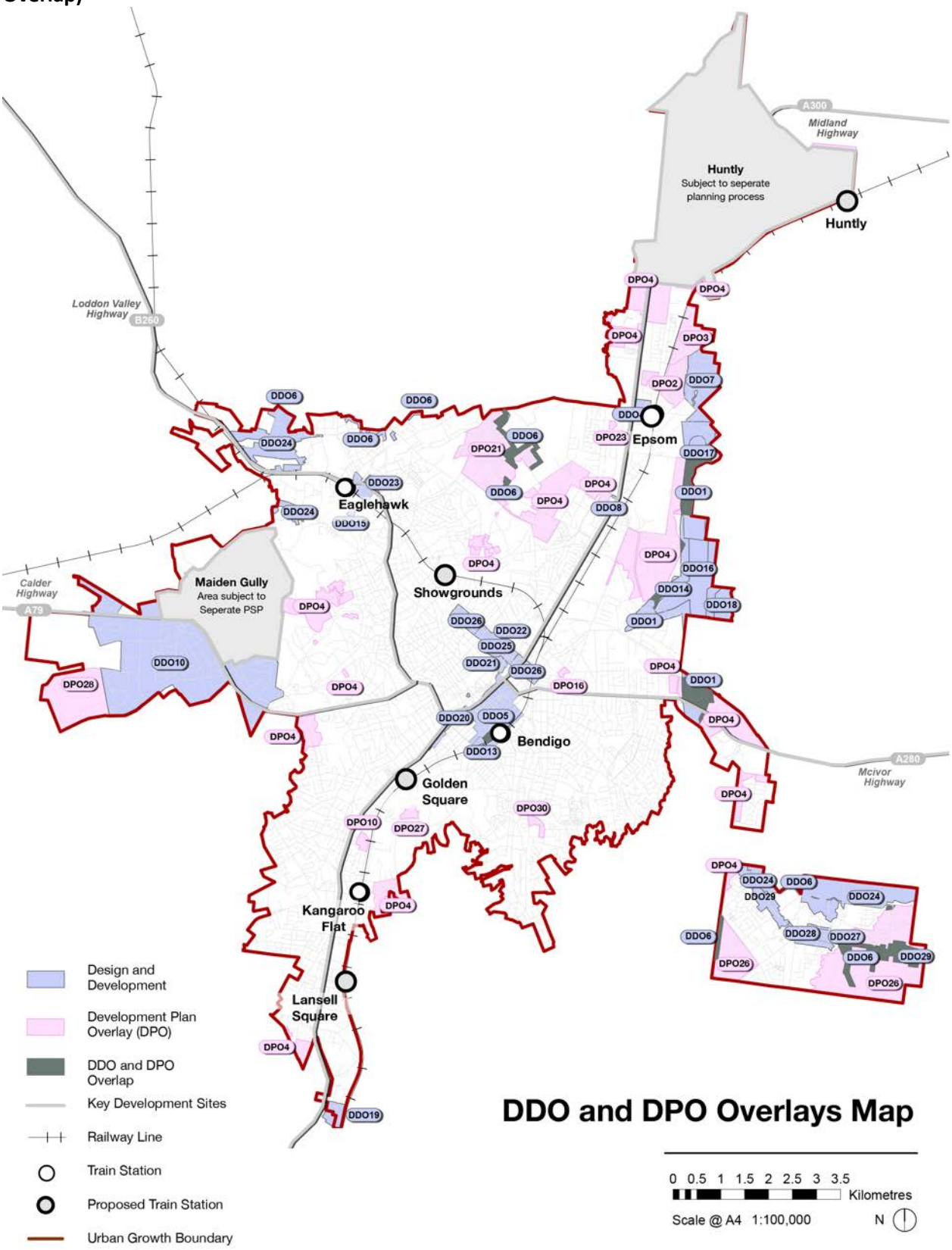
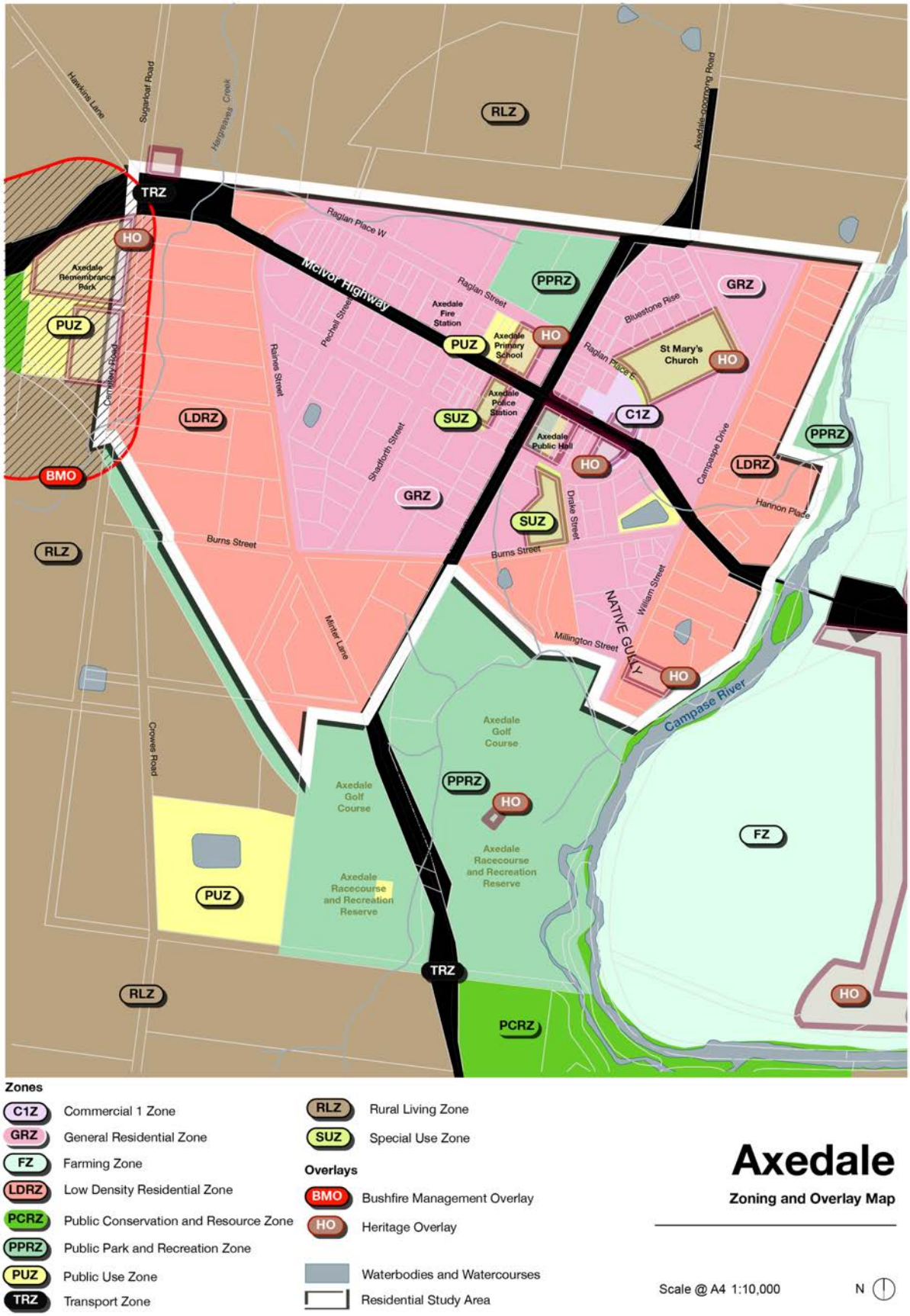


Figure 11: Zones and Overlays in Axedale, Greater Bendigo Planning Scheme



Zones

- C1Z Commercial 1 Zone
- GRZ General Residential Zone
- FZ Farming Zone
- LDRZ Low Density Residential Zone
- PCRZ Public Conservation and Resource Zone
- PPRZ Public Park and Recreation Zone
- PUZ Public Use Zone
- TRZ Transport Zone
- RLZ Rural Living Zone
- SUZ Special Use Zone

Overlays

- BMO Bushfire Management Overlay
- HO Heritage Overlay

- Waterbodies and Watercourses
- Residential Study Area

Axedale

Zoning and Overlay Map

Scale @ A4 1:10,000

N

Figure 12: Zones and Overlays in Elmore, Greater Bendigo Planning Scheme

Figure 13: Zones in Heathcote, Greater Bendigo Planning Scheme

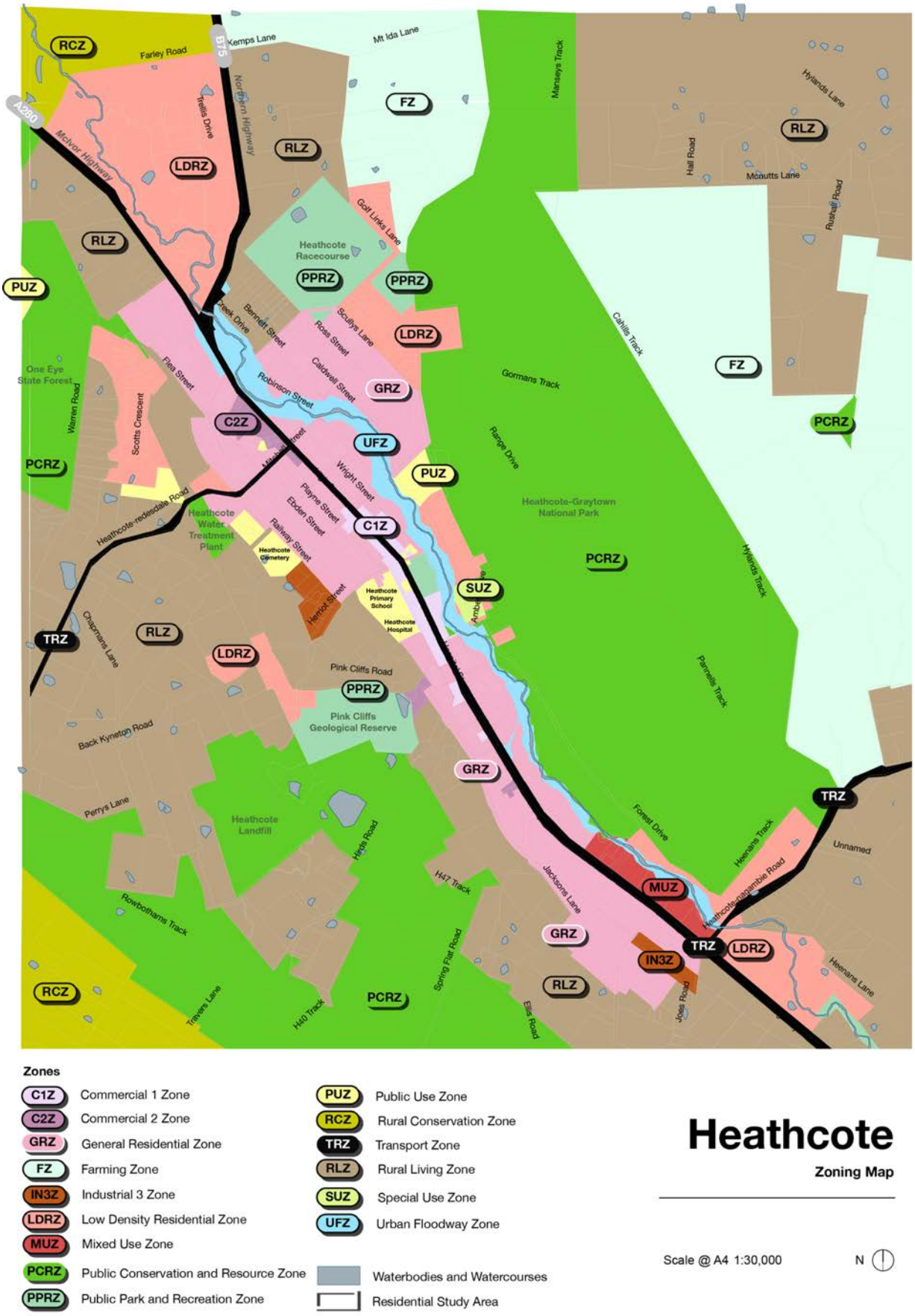
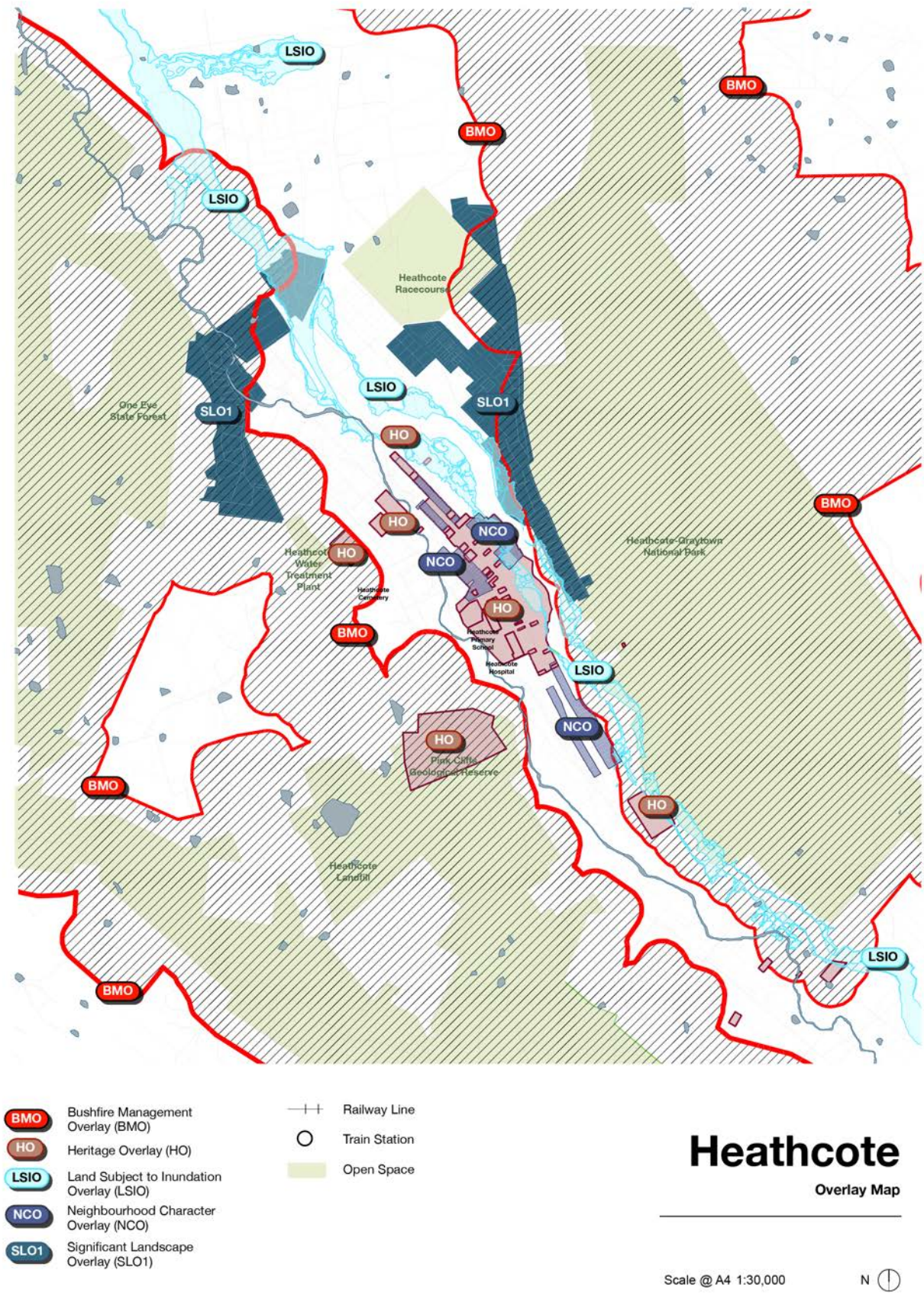


Figure 14: Overlays in Heathcote, Greater Bendigo Planning Scheme



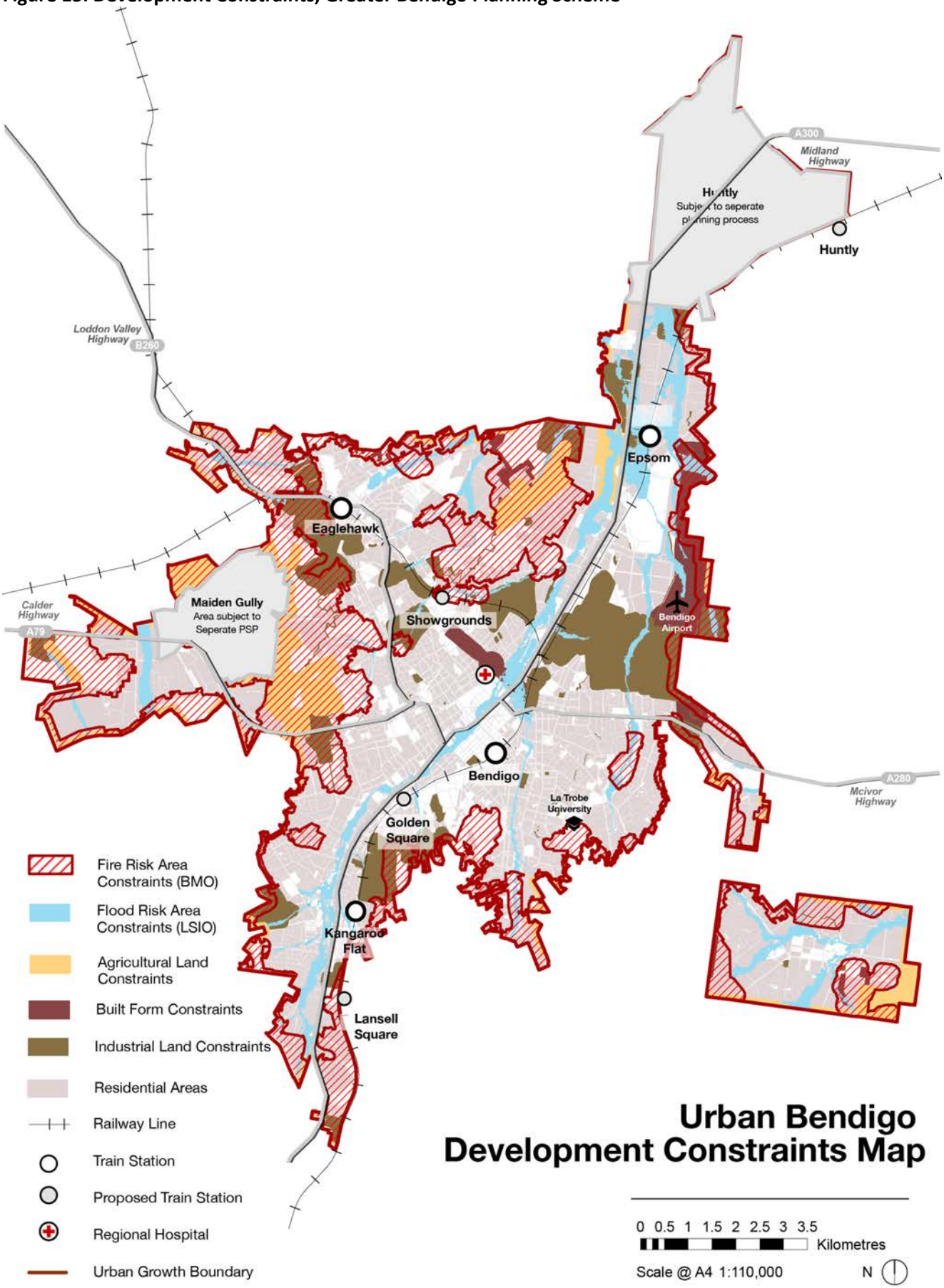
4.4 Development Constraints

There are many constraints upon development which include the following:

- Areas of identified high bushfire risk.
- Areas of risk from flooding events.
- Land adjacent to industrial activities, including waste transfer facilities, waste water treatment plants, current and former landfill sites.
- Known contaminated sites and sites currently or previously used for mining.
- Land affected by Bendigo Airport and its operations and the Bendigo Hospital helipad and its operations.
- Land adjacent to state and national parks and reserves.
- Areas adjacent to farming land where agricultural activities are conducted.
- Areas within declared potable water catchments.
- Land within or adjacent to areas of environmental, landscape and biodiversity significance.
- Residential land that has been developed in the previous 20 years.

This context establishes the following development constraints for residential land included in the Strategy shown in **Figure 15**.

Figure 15: Development Constraints, Greater Bendigo Planning Scheme



4.5 Development Opportunities

Development opportunities have been identified following a review of Council policies and strategies for residential growth and change.

A number of key development sites were identified in the *Greater Bendigo Housing Strategy 2018*. These are further explored as part of the MGS.

Strategic plans that have been prepared by Council to provide further development potential throughout the City are as follows:

- The Bendigo City Centre Plan establishes a mixed use environment with more people living in the City Centre.
- The Golden Square Structure Plan identifies underutilised land suitable for residential growth including, 9-43 Chum Street, the Southern Cross Austereo site and the Fortuna Villa site. It proposes to rezone a number of sites to GRZ to encourage 2-3 storey townhouses including along the Bendigo Creek.
- The Strathfieldsaye Town Centre Urban Design Framework encourages medium density housing around the town centre.
- The Heathcote Township Plan 2019 proposes to rezone several sites from commercial to residential zones and acknowledges the need to increase housing diversity.
- The Marong Township Structure Plan 2020 sets out a long-term plan for development of a township of 8,000 people.
- The Eaglehawk Structure Plan 2013 sets out a long-term plan including the need to accommodate 1,500 people in Eaglehawk, Eaglehawk North and Sailors Gully.
- Kangaroo Flat South Regional Centre Structure Plan 2006 sets out a vision to grow the centre into Bendigo's key Regional Centre with an increase in residential density within and around the centre.
- East Bendigo Local Structure Plan 2006 provided a guidance and direction for future industrial development in the area whilst managing impacts on residential and low density residential development within the area.

Greenfield residential areas being considered through the MGS have been excluded from the HNCS but are considered in the MGS.

NEIGHBOURHOOD CHARACTER IN GREATER BENDIGO

5. NEIGHBOURHOOD CHARACTER IN GREATER BENDIGO

5.1 Residential Character Study, 2003

The *Residential Character Study, 2003* identified eight broad neighbourhood character types. These were:

- Bendigo Town.
- Bendigo Suburban.
- Garden Court.
- Bush Garden.
- Semi-bush.
- Bush.
- Semi-rural.
- Heathcote Township.

An additional category of Strathfieldsaye Township was added following further categorisation of neighbourhood character types in townships. The category of semi-bush was included in the neighbourhood character framework, but no precincts were allocated to this category.

To provide clearer guidance at a small area level ultimately 80 neighbourhood character precincts were identified.. When implemented into the GBPS, 17 separate local planning policies were included with the precincts and their strategies allocated into each separate suburb or township policy. Through the implementation of the 2019 Planning Scheme Review via Amendment C256gben, a still lengthy but disaggregated set of local policies have been created in the GBPS in response to DELWP/DTP's requirements from *A Practitioners Guide to Victorian Planning Schemes*. The existing residential character precincts and neighbourhood character types are shown in **Figure 16**.

In addition to a character description, key characteristics and a preferred character statement, design guidelines provided direction on the following character elements:

- Existing buildings (e.g. era of building, building materials, roof material).
- Vegetation (e.g. types of private garden, levels of garden established).
- Topography / landform.
- Siting (e.g. front setback, side setback).
- Site coverage.
- Height and building form.
- Materials and design detail.
- Front boundary treatment (e.g. front fencing height and type).
- Streetscape (e.g. footpaths, nature strips and drainage treatment).

This resulted in the introduction of NCOs and SLOs into the GBPS through Amendment C29 in 2004.

Areas Not Currently in Residential Character Areas

There are a range of residential areas across Bendigo that were not included in the original Study. These included residential growth areas under development or developed since the Study such as Maiden Gully, Epsom and Ascot, land rezoned to a residential zone since 2002-03, or land zoned Low Density within the UGB. Some development sites have also been rezoned or developed since that time, such as Fortuna Villa which was previously public use land. The additional areas that have now been included with a neighbourhood character typology that were previously excluded from the original Study or are new areas within the UGB are shown in **Figure 17**.

Figure 16: Area of Previous Study with Original Character Types

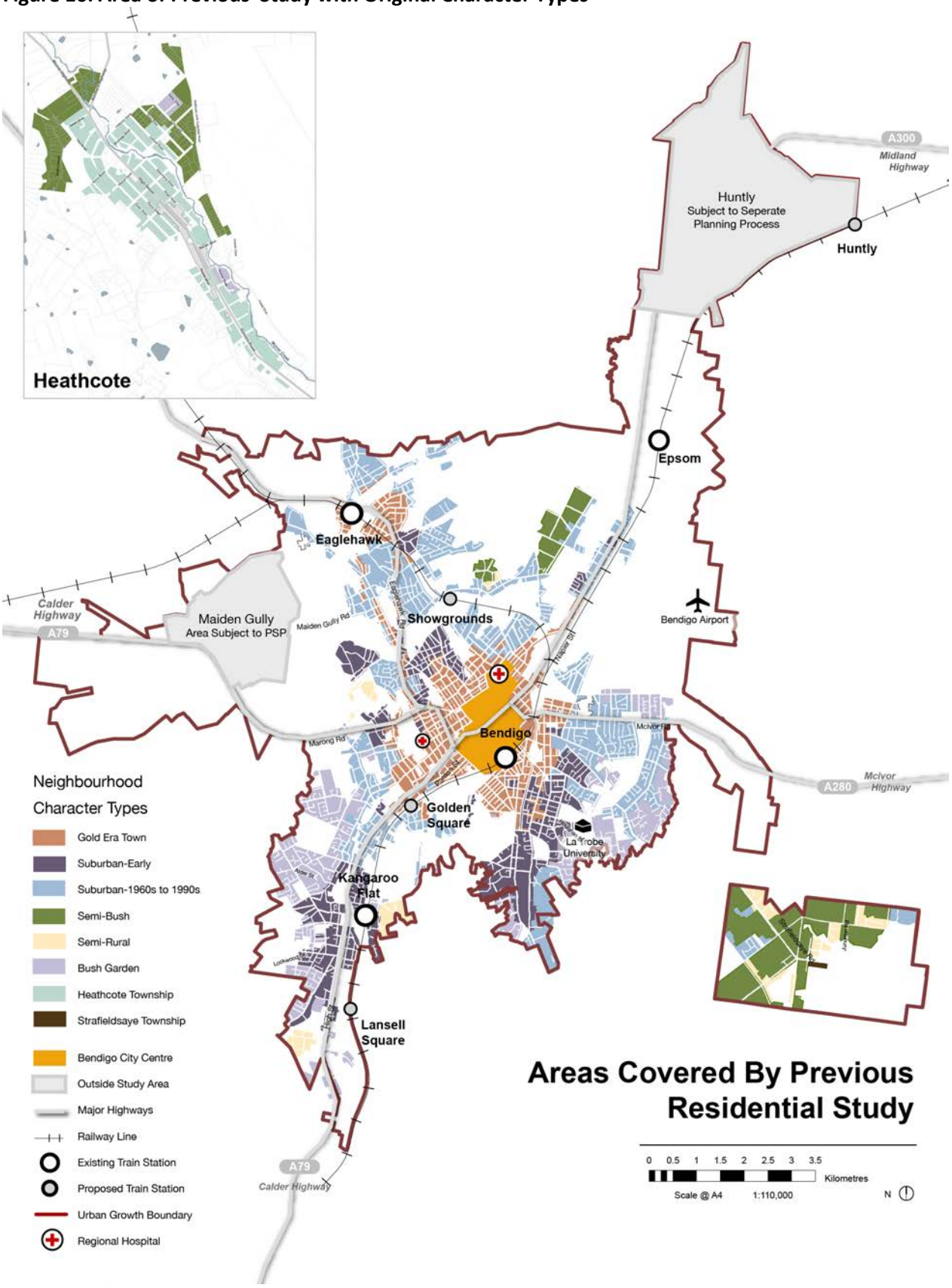
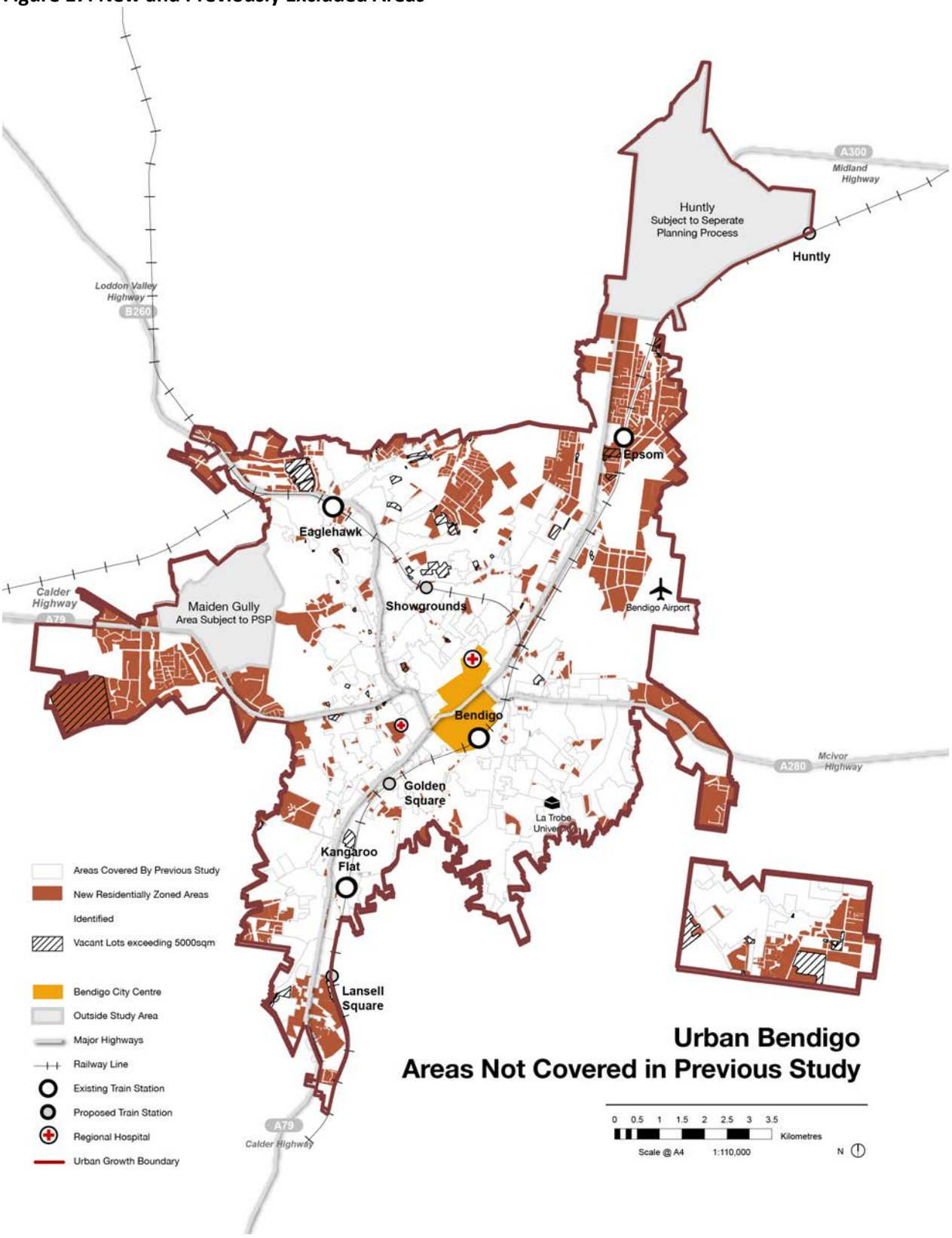


Figure 17: New and Previously Excluded Areas



The townships of Elmore and Axedale were not included in the original Study but due to their identified contribution to future growth have now been included.

Marong, Huntly and Maiden Gully have been excluded from the HNCS due to precinct structure plans adopted or underway that will provide the necessary planning for housing and preferred neighbourhood character.

5.2 Review of the Existing Neighbourhood Character Overlay and Significant Landscape Overlay Controls

As a result of the original study, the NCO and the SLO were introduced into the GBPS and applied to many residential areas to implement the findings of the Study. These included:

- Clause 43.05 – Neighbourhood Character Overlay (NCO) - Schedule 1 and 2 (NCO1 and NCO2).
- Clause 42.03 – Significant Landscape Overlay – Schedule 1 (SLO1).

A review of the existing locations of the NCO and SLO was undertaken to inform this study. Titled *'Review of Neighbourhood Character and Significant Landscape Overlays'*, the report reviewed and assessed the existing spatial application of these controls against several factors identified in Section 2.1 - Key factors influencing the HNCS. In particular:

- 2.1.1 Established Housing Change Areas to meet Population and Growth.
- 2.1.2 Consistency with State Level Guidance.
- 2.1.3 Updated Neighbourhood Character Guidelines.
- 2.1.4 Strategic Approach to Planning for Housing (Housing Change Areas).
- 2.1.6 Reducing Overlaps with Heritage Controls.
- 2.1.7 Heritage Work Since 2003 including the Heritage Gap Analysis.

Underlying change areas identify what the housing change level would be if the NCO or SLO were not in place (see Section 7). This is provided to determine the strategic importance and competing policy objective(s) that may influence the review process. Definite and potential heritage gap areas identified in Council's Heritage Gap Analysis have been mapped and included on NCO maps.

A recommendation is provided about each area and whether the NCO or SLO should continue to be applied in the GBPS. In several instances the existing NCO or SLO are recommended to be removed. There are two additional areas where it has been recommended that expansion of the NCO is considered further which include:

- Properties on Hodgkinson Street between Sternberg and Michael Streets in Kennington.
- Properties at 52-56 Napier Street in Eaglehawk.

The NCO1, NCO2 and SLO1 have been redrafted to achieve clearer planning outcomes. These redrafted schedules are included in **Appendix 3** and includes **Table 7** which outlines the recommendations of this review.

5.3 Local Identity

Character which is authentic within the Greater Bendigo context is important if local identity is to be preserved and enhanced. There are design parameters which are common in many of Bendigo's buildings despite being developed over time. These include the following:

- Residential buildings set behind front gardens. This is apparent in most residential areas, even if front gardens are relatively small.
- Buildings which are accessed directly from the street.
- Buildings which have an active frontage facing the street, with doors and windows facing the street.
- Buildings often include front verandahs contributing to the potential of social engagement between occupants and passers-by.

- Garages set well back behind the front façade of dwellings.
- Building proportions which are generous and have generally vertical fenestration, rather than horizontal thin, "slot" windows.

These design parameters are important if local identity and character is to be enhanced in future urban development within the private realm.

5.4 Threats to Neighbourhood Character in Greater Bendigo

In order to shape the new HNCS a review of recent development in Greater Bendigo was undertaken. A range of current threats to neighbourhood character in Greater Bendigo and nearby townships in the municipality were identified. These threats are summarised and then illustrated with photos of poor examples to demonstrate the threat below or where the loss of a neighbourhood character attribute would have a negative impact.

5.4.1 Gun barrel driveways

The incorporation of gun barrel driveways in developments, particularly for medium density housing or subdivision of land to create a lot behind an existing dwelling. These developments typically provide minimal private open space, and a very low percentage of permeable land. This causes stormwater runoff and amenity issues. In these developments, it is important that the dwellings which have frontage to a street face that street and display an entrance to the street in order to maintain/provide passive surveillance and contribute to a sense of safety in the street.

Gun barrel driveways can reduce dwelling identity, create less permeability, reduce treed areas and negatively impact on character

5.4.2 Location of garages and outbuildings

Garages and outbuildings that are constructed closer to the street than the existing dwelling. This leads to a visual and functional dominance of streets by garages and outbuildings, and impacts on the garden or landscape setting. Locating these behind the dwelling and preferably screened from the street will assist in reducing their visual and functional dominance of the street.

Garages and outbuildings can dominate the street and reduce dwelling identity, result in more site coverage and less permeability and negatively impact on character

5.4.3 Vegetation removal

As the climate changes, a higher percentage of tree canopy to create shade will become more important. The retention of existing trees, or the planting of new canopy trees to offset the removal of trees is important to mitigate the effects of climate change, and maintain the vegetated character. This will always need to be balanced with bushfire requirements in Greater Bendigo where the landscape is bushfire prone.

Vegetation removal significantly impacts character through "moonscaping" of sites and incremental loss of trees, with careful siting of building envelopes and roads important to the retention of existing vegetation to minimise negative impacts on character

5.4.4 Dwelling extensions

Extensions should be scaled and detailed to respect the existing dwelling. An extension should not mimic the dwelling to which they are associated.

Building extensions that are disproportionate to an existing dwelling can dominate the streetscape and negatively impact on character

5.4.5 Fencing

Care should be taken to maintain a high level of passive surveillance of the street by either keeping the height of front fences to a maximum 1.2 metres or by designing fences with a high level of visual permeability.

High and solid fencing along the frontage or side can provide a poor interaction with the street and reduce dwelling identity, negatively impact on character

5.4.6 Building proportions

Disproportionate buildings, particularly when viewed with adjoining buildings and in the streetscape. This refers to the scale of the overall building, to the design of fenestration, and to the materials and details of the proposed dwelling.

Buildings that are disproportionate to an adjacent dwelling or dwellings in the street can dominate the streetscape and surrounds and can negatively impact on character

5.4.7 Suburban style developments in townships

This refers to the placement of dwellings and garages, the setbacks, the retention of trees and vegetation, as well as the design of the dwellings. Existing dwellings in townships tend to have simple roof forms, are

generally elegantly proportioned and maintain an active relationship to the street. Suburban dwellings tend to be over-scaled, have complex roof forms, are visually dominated by garages, and have overly horizontal proportions.

Suburban style dwellings are often very different to traditional township dwelling forms and can negatively impact on township character

5.4.1 Suburban style subdivision in townships

This refers to the subdivision pattern of cul-de-sacs or court bowls in townships traditionally characterised by grid patterns. This creates a suburban character that could be anywhere particularly if kerbs and channels reflect suburban forms.

Suburban style subdivisions are often very different to traditional township subdivison patterns and can negatively impact on township character

5.4.2 Relationship to the street

Poor relationship of dwellings to the street, with garages dominating the front of the dwelling reduces the level of passive surveillance of the street and a sense of safety in the public realm. Achieving a high level of passive surveillance is critical to supporting walkability in these areas and ensuring that safe and pleasant active transport is an option available to residents.

This is in stark contrast to older parts of Bendigo, where verandahs face the street and garages are setback behind dwellings.

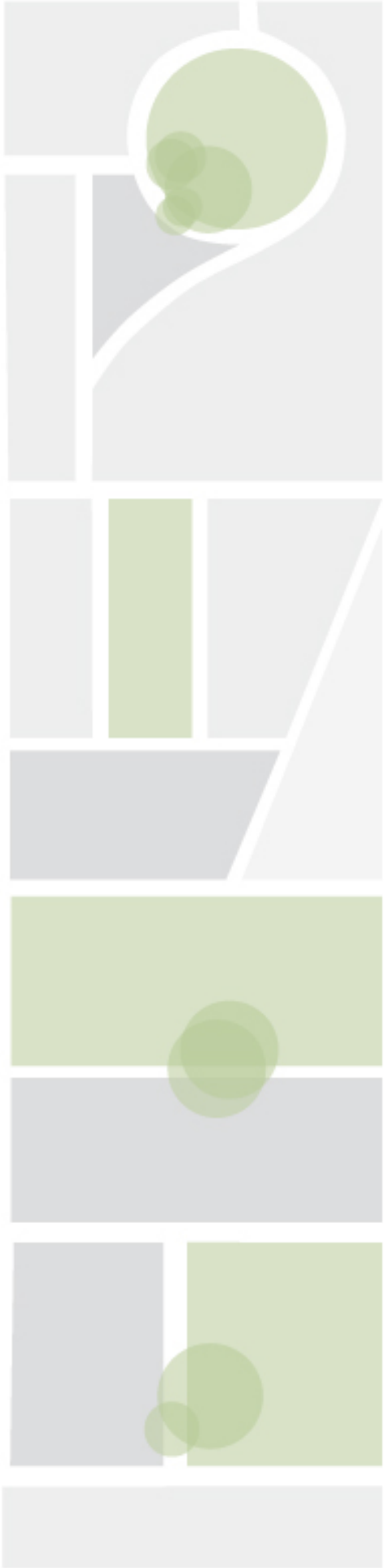
Dwellings with a poor relationship to the street, often caused by the dominance of garages and driveways can negatively impact on character

5.4.3 Good Examples of Residential Development

Examples of good and poor residential development will inevitably be a subjective judgement. However, such judgements are informed by the matters highlighted above in section 5.3, Local Identity.

Older and newer dwellings in Bendigo, Elmore and Axedale that result in a better relationship to the street and their surrounds and that have a positive contribution to neighbourhood character are shown below.

DETERMINING HOUSING CHANGE AREAS



6. DETERMINING HOUSING CHANGE AREAS

6.1 Overview

The Residential Development Framework is a requirement for each Council to provide planning for future housing by accommodating projected population growth over at least a 15-year period. This should include clear direction on where growth should occur on a municipal basis. It considers environmental, social and economic factors and balances competing objectives (where they occur) in favour of net community benefit and sustainable development.

A neighbourhood character strategy, housing strategy and heritage, bushfire, environmental, landscape and land capability constraints all provide input into the residential development framework. The MGS summarises all these components into an overarching residential development framework for all of Greater Bendigo.

The HNCS identifies three housing change areas to balance the need to protect valued character with the need to ensure housing growth and diversity within the urban growth boundary and the townships of Elmore, Axedale and Heathcote.

Minimal change areas - allow only minimal change to protect areas because of their special neighbourhood, heritage, environmental or landscape characteristics, and planning considerations such as the physical capability of the land to safely accommodate more residential development identified in planning overlays.

Incremental change areas - are where housing growth can occur within the context of existing or preferred neighbourhood character as there is capacity for housing growth and more diverse types of housing. They are also areas where existing neighbourhood character will evolve and change over time with reference to the key identified neighbourhood attributes.

Substantial change areas - will support housing intensification that results in a substantially different scale and intensity of housing compared to other areas of a municipality. This includes areas in and around activity centres, and along public transport corridors.

Land within activity centres represents an opportunity for housing diversity and higher densities. Substantial Change areas have extended beyond the boundaries of the commercial zones to include the walkable catchments from the core retail areas within activity centres.

'Urban renewal sites' are recognised as important sources for housing diversity and medium or higher density development. Many of these sites are within the walkable catchment of activity centres or along transit corridors and have undergone previous, separate planning processes and have site specific built form overlays applied.

The following factors impact on the determination of the change areas in Greater Bendigo.

6.1.1 10 Minute Neighbourhoods

Local planning policy aims to facilitate 10 minute neighbourhoods. 10 minute neighbourhoods:

- Enable people to spend less income on the combined cost of housing and transport.
- Minimise environmental impacts associated with transport.
- Promote a healthy lifestyle through active transport choices.
- Increase neighbourhood safety through activation of the public realm.
- Increase community interaction.
- Support the local economy.

10-minute neighbourhoods incorporate the following elements:

6.1.2 Bendigo City Centre

Council's Commercial Land and Activity Centres Strategy (CLACS) 2015, identified Bendigo City Centre as the most important retail and commercial centre for northern and central Victoria. The Bendigo City Centre Plan supports higher density residential and mixed-use development with more people living in the centre and will provide the greatest potential for infill development. The City, through Amendment C279gben is looking to introduce the Activity Centre Zone to provide more clarity as to preferred design outcomes and to help make the planning process easier for all parties.

This area will form a substantial change area in the MGS with development of apartments, conversion of existing buildings, student housing and return of residential heritage buildings to housing and mix uses.

A summary of Strategic Sites in the Bendigo City Centre is shown in **Figure 18**. This has the potential to deliver over 800 dwellings out of a total potential identified of around 1,300.

Figure 18: Key development sites in the Bendigo City Centre

Source: Draft Urban Design Framework Bendigo City Centre

Large Activity Centres

The following activity centres service suburban catchments providing a range of economic, social and some civic activities, together with goods and services to meet daily and weekly needs.

They range in built form from traditional town centres through to larger suburban style centres. They are connected to one another and to the Bendigo City Centre by the bus network. Some also have a train station. Large Activity Centres are as follows:

- Eaglehawk.
- Epsom.
- Heathcote.
- Kangaroo Flat.
- Kangaroo Flat South.
- Strathdale.
- Strathfieldsaye.
- Maiden Gully (Future) – not part of this Study.
- Huntly (Future) – not part of this Study.
- Marong (Future) – not part of this Study.

The areas within a 400 metre catchment of these activity centres are where substantial change is envisaged.

Neighbourhood Activity Centres

Neighbourhood Activity Centres service a more walkable catchment providing a small number of shops and activities to meet day to day needs. They are as follows:

- California Gully.
- Forest Park Estate (Future).
- Golden Square.
- Ironbark.
- Jackass Flat (Future).
- Long Gully.
- McIvor Road.
- White Hills.

Areas within 400 metres of these centres are suitable for incremental change, and higher built form within the context of the preferred neighbourhood character.

Specialised Activity Centres

Specialised Activity Centres encourage complementary business and uses to support a specialised use within the region. They are as follows:

- St John of God Hospital Precinct.
- Bendigo Airport.
- Bendigo Hospital Precinct.
- La Trobe University.

Areas within 400 metres of these centres are suitable for substantial change, and higher built form is envisaged. Note this does not include the Bendigo Airport due to building height and planning overlays, and amenity considerations in having more residents close to an operating airport.

Activity centres in Bendigo were shown previously in **Figure 2**.

Transit Corridors

Land located along the key transport corridors provide opportunities for transit- oriented development.

Land directly adjacent to Transport Zone Schedule 2 (TRZ2) is suitable for substantial change in the following locations:

- Between the Bendigo City Centre and the large activity centres of Eaglehawk, Epsom, Strathdale/Kennington and Kangaroo Flat
- Along Marong Road toward Maiden Gully to the intersection of Specimen Hill Road and Inglis Street
- Along McIvor Road to the intersection of Reservoir Road and Powells Avenue

6.1.3 Urban Renewal Sites

There are many key development sites identified in the Urban Strategic Framework Plan where new development will form a new urban character with more diverse housing. These include former mine sites such as former Murchison Mine in Eaglehawk, the former Dai Gum San Mine in Long Gully, the former Mine in Chum Street, Golden Square, and the Southern Cross Austereo site in Golden Square.

These have been given a substantial change area designation in this Strategy. See further discussion in Section 8.11 below.

6.1.4 Heritage Gap Analysis

There was a review undertaken which identified several gaps in heritage studies across Greater Bendigo such as the age of studies, lack of updated or new studies to cover specific areas. The City has a program to progressively undertake new studies and update existing studies to meet current threshold requirements to progress into implementation through the planning scheme. As studies are implemented into the planning scheme controls such as the NCO will be replaced if required to eliminate any duplication or conflict with new HOs. With respect to the HNCS, the only remaining residential character precincts specifically earmarked for heritage investigation are:

- *Eaglehawk EG3* – Architectural styles are generally Victorian, Edwardian with some infill development, predominantly from the 1950s onwards.
- *North Bendigo NB7* – Architectural era is predominantly Victorian and inter-war with some 1950s onward infill.

6.1.5 The Impact of the Bushfire Management Overlay on Neighbourhood Character

There has been extensive work undertaken in Victoria since the bushfires of 2009 resulting in the introduction of the Bushfire Management Overlay (BMO) and regular mapping updates into Victorian planning schemes. The BMO has been applied extensively over Greater Bendigo ringing much of the UGB and much of the boundaries of townships. Development in the BMO is required to be built to achieve a Bushfire Attack Level (BAL) of 12.5 or 29. These areas are high risk and development should only occur where the risk to life or property from bushfire can be reduced to an acceptable level.

Areas covered by the BMO are designated as minimal change areas.

6.1.6 Proposed Buffer Areas Overlay Eaglehawk Landfill (Amendment C242gben)

Council has prepared an amendment to the GBPS to implement the Buffer Area Overlay (BAO), along with Schedule 1 (BAO1) to manage the risk of potential off-site landfill gas migration and Schedule 2 (BAO2) to manage the risk of elevated off-site odour impacts. The amendment also rezones residential land within the overlay area from General Residential Zone (GRZ) to Neighbourhood Residential Zone (NRZ).

Residential areas within the BAO are designated as minimal change areas to reflect the location of housing within proximity of an identified hazard.

6.1.7 Land Subject to Inundation Overlay

The Land Subject to Inundation Overlay (LSIO) applies to land along the Bendigo Creek and its tributaries, as well as the Sheepwash Creek in Strathfieldsaye and lower lying land in Epsom and White Hills. This

overlay constrains development by limiting development to a particular height above the flood level which limits the capacity of housing growth that can occur. Given they are located within areas that have the greatest risk and frequency of being affected by flooding, they are designated as minimal change areas.

6.1.8 Significant Landscape Overlay

The Significant Landscape Overlay (SLO) seeks to identify, conserve and enhance the character of significant landscapes. A permit is required to construct a building or carry out works and remove, destroy or lop any vegetation specified in the schedule. SLO1 applies to bush garden and semi bush residential areas and states that these large areas of remnant and regrowth box-ironbark forests around Bendigo and Heathcote are a key part of Bendigo's landscapes. Many areas remain well vegetated and provide an attractive bushland setting that is important to the neighbourhood character of the area. A permit is required for buildings and works when buildings and hard surfaces are greater than 40% and under a canopy tree greater than five metres, for a fence and to remove native vegetation.

The SLO is the appropriate planning tool to help retain neighbourhood character attributes related to vegetation and landscape values in bush garden and semi bush areas. These areas are designated as minimal change areas and bushfire planning policy at Clause 13.02 -1S continues to apply as an over-riding requirement to protect people, buildings and property above all other considerations.

6.1.9 Design and Development Overlay

The Design and Development Overlay (DDO) aims to implement requirements based on a demonstrated need to control built form through building height and setback provisions. Greater Bendigo has an extensive list of DDOs that seek to provide additional decision requirements for a range of strategic redevelopment sites, activity centres, precincts and townships across the municipality. The DDO is also applied to protect flight paths for Bendigo Airport and helipads add the Bendigo Hospital. Schedules 1, 6, 7, 9, 10, 16, 17, 22, 23, 24, 25, 29 and 30 apply to minimal change, incremental change and substantial change areas, depending on the objectives of the schedule as detailed in **Appendix 1.**

6.2 Housing change areas for areas within the Urban Growth Boundary and Sewered Townships

The housing change areas provided at **Figures 19 and 20** delineate three categories of housing change to guide the future growth and development of residential areas within the urban growth boundary in Greater Bendigo and the townships of Axedale, Elmore and Heathcote. Land designated as white or cream is not part of the scope of the HNCS.

6.2.1 Change areas

Housing change areas are identified on land with a residential zone (RGZ, GRZ, MUZ, LDRZ and TZ). The framework does not identify any new residential areas for greenfield growth as this will be determined by the MGS. Non-residential land such as the C1Z or proposed ACZ is also not considered in the framework.

Infill development on key development sites and rezoning of land from other urban uses to residential will be facilitated where deemed appropriate through separate planning processes. This includes in the townships of Elmore where a structure plan is currently being prepared.

6.2.2 Boundary justifications

The boundaries of change areas have been reviewed to ensure they are logical and that whole lots are included in only one change area. The following business rules have been applied to the mapping:

- If any part of a lot is affected/subject to an LDRZ, BMO, SLO, NCO, HO, LSIO or proposed BAO (otherwise known as identified planning constraints), and is not within 400 metres of an activity centre or adjacent to a transit corridor, the minimal change area is applied to the whole lot.
- If any part of a lot is affected by a HO or NCO within 400 metres of an activity centre or adjacent to a transit corridor, the incremental change area is applied to the whole lot.

- If a lot is not subject to any planning constraints and is within 400 metres of a Large Activity Centre within the urban area, or adjacent to a transit corridor, the substantial change area is applied to the whole lot.
- If a lot is within 400 metres of a Neighbourhood Activity Centre and adjacent to a transit corridor, the substantial change area is applied to the whole of the lot. Cadastral boundaries have been used to map logical lot boundaries.
- In some cases, streets or whole blocks have been used as logical mapping boundaries for a residential change area.
- Where a lot is affected by two change areas, the most restrictive change area has been mapped to the lot, other than in the case of where a substantial change area is the predominant change area on a lot.

6.2.3 Areas subject to Township and Precinct Structure Plans

The City is currently preparing a Precinct Structure Plan (PSP) for Huntly and recently prepared Township Structure Plans for Maiden Gully (north and east of the Calder Freeway) and Marong. As a result, these areas have been excluded from this Strategy. The PSP work will inform the development of residential zones in these areas.

A township plan has also been prepared for Heathcote however neighbourhood character considerations were identified to be addressed through this Strategy.

A structure plan for Elmore is currently underway. These will inform future change areas based on evidence around growth needs gathered through the structure plan and in consultation with the community. The proposed zones for these areas will be further articulated through these processes.

Figure 19: Housing Change Areas – Greater Bendigo

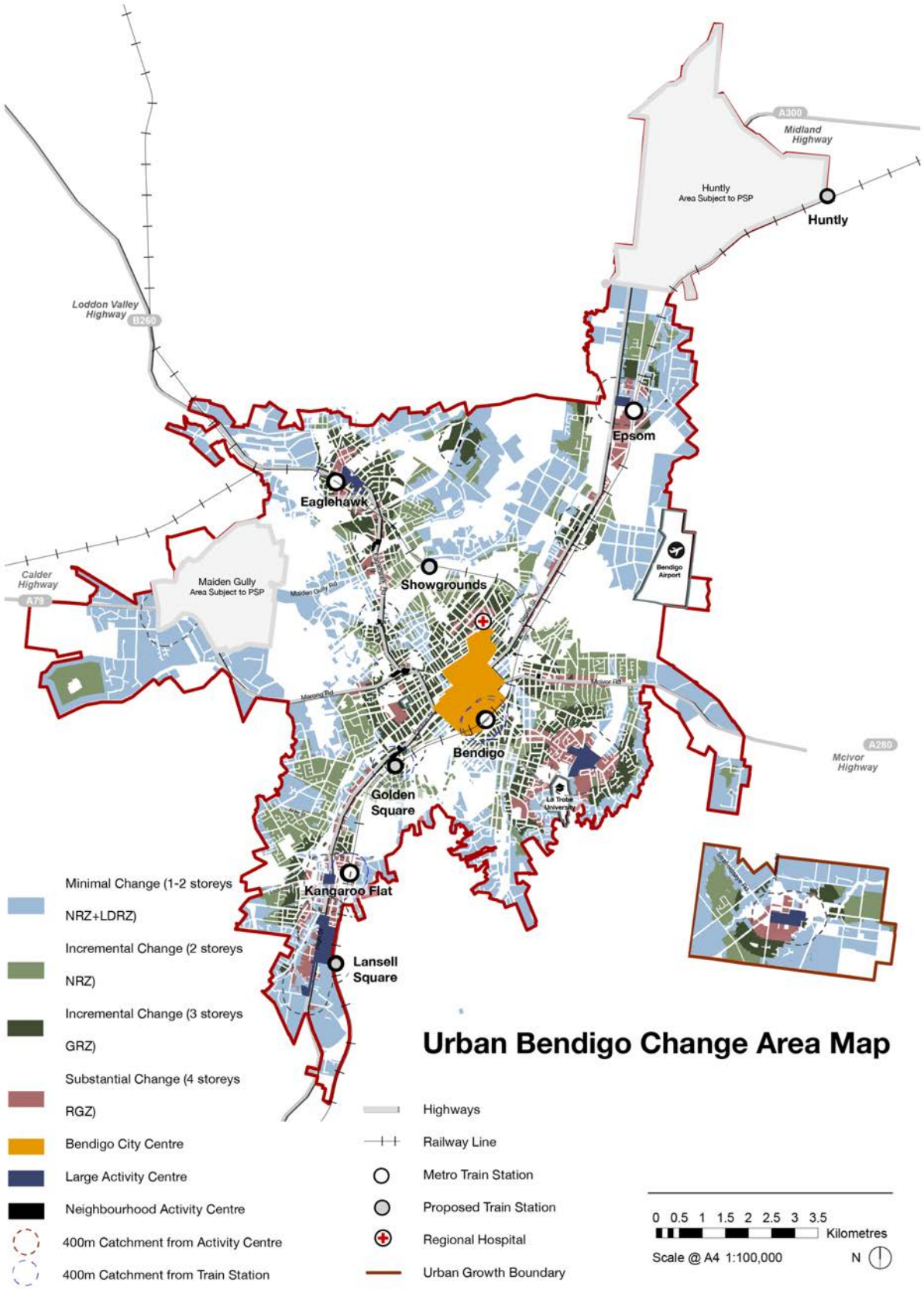
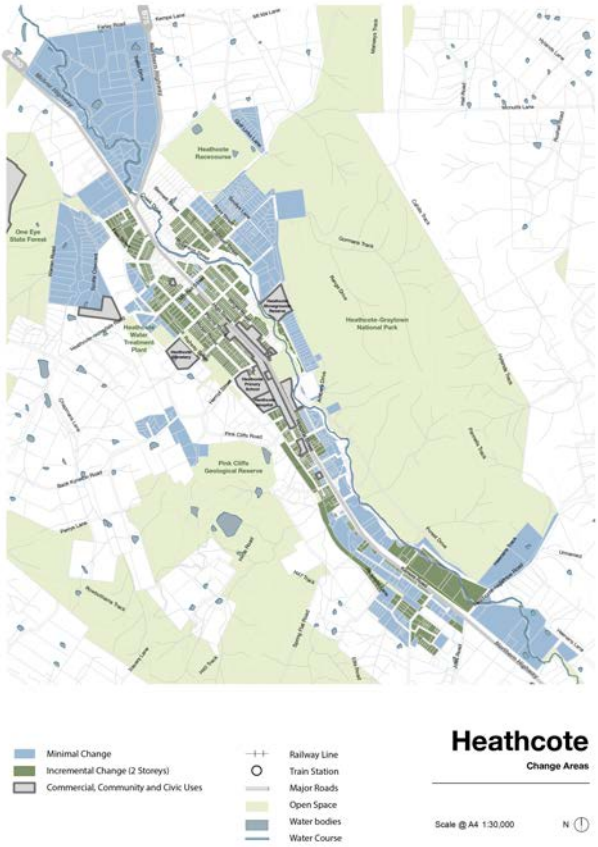


Figure 20: Housing Change Areas – Axedale, Elmore and Heathcote



Note the housing change areas for Elmore will be confirmed through the delivery of the Elmore Structure Plan. The change areas shown above are indicative based on the methodology of the HNCS.

6.3 Minimal change areas

Minimal change areas comprise areas that have limited capacity to accommodate future residential development and growth due to their historic, physical, and natural attributes. These are outlined in a range of planning scheme overlays and zones where the development of land is constrained in some way to achieve significant planning outcomes (such as respectful development of a heritage place or restricting residential development adjoining an area of high bushfire risk or the application of the LDRZ).

These areas represent the lowest degree of intended residential growth and change. Future housing will predominantly comprise detached houses and dual occupancies, of one (6 metres) to two storeys (9 metres). This is the predominant pattern of current development in Greater Bendigo. Due to the number of larger lots in this change area, there may be sites where more than two dwellings can be established through subdivision or multi-dwelling development without impacting on valued neighbourhood character and other physical or natural constraints.

Residential land with heritage controls or subject to the LDRZ in the townships of Elmore, Axedale and Heathcote are all minimal change areas.

Minimal change areas will also apply to precincts with special heritage or neighbourhood character significance outside of areas within 400 metres of Large Activity Centres, 400 metres of Neighbourhood Activity Centres and along transit corridors (while all individually listed heritage places are minimal change regardless of location). This includes the special character areas of the existing NCO1 and NCO2 and the SLO1. NCO1 comprises "Bendigo Early Settlement Residential Character Areas". There are very large to very small NCO1 areas scattered around the entire Greater Bendigo urban area, many of them adjoining existing Heritage Overlay precincts. NCO2 areas comprise the "Bendigo Post-War Residential Character" and are scattered over Suburban post-war residential areas.

6.3.1 Objectives for minimal change areas

The objectives for minimal change areas are:

- To encourage a greater range of housing types in constrained areas.
- To ensure new development responds to the existing neighbourhood character of the place and the constraints to development.
- To encourage retention of existing housing that positively contributes to the existing neighbourhood character of the precinct.

The extent of the minimal change area reflects the significant amount of heritage, environmental, bushfire risk and other attributes that the municipality is protecting and is constrained by.

Figure 21 illustrates the extent of the proposed minimal change areas, based on the application of the following criteria:

- Land which is constrained by environmental or physical conditions, as identified in the GBPS or with significant infrastructure constraints and overlays (e.g. buffer areas adjacent to the waste water treatment plant, municipal transfer station, former municipal landfills and flight paths around the airport and hospital helipad).
- All individually listed heritage places.
- Land within the Low Density Residential Zone which restricts minimum lot size.
- Land within the Bushfire Management Overlay.
- Land within the Significant Landscape Overlay.
- Design and Development Overlays 1, 7, 9, 10, 16, 17, 24, and 29 that limit development height, limited access to services or minimal lot sizes.
- Locations with specific neighbourhood character or heritage significance, included in Heritage Overlay precincts or existing Neighbourhood Character Overlays not within strategic areas.

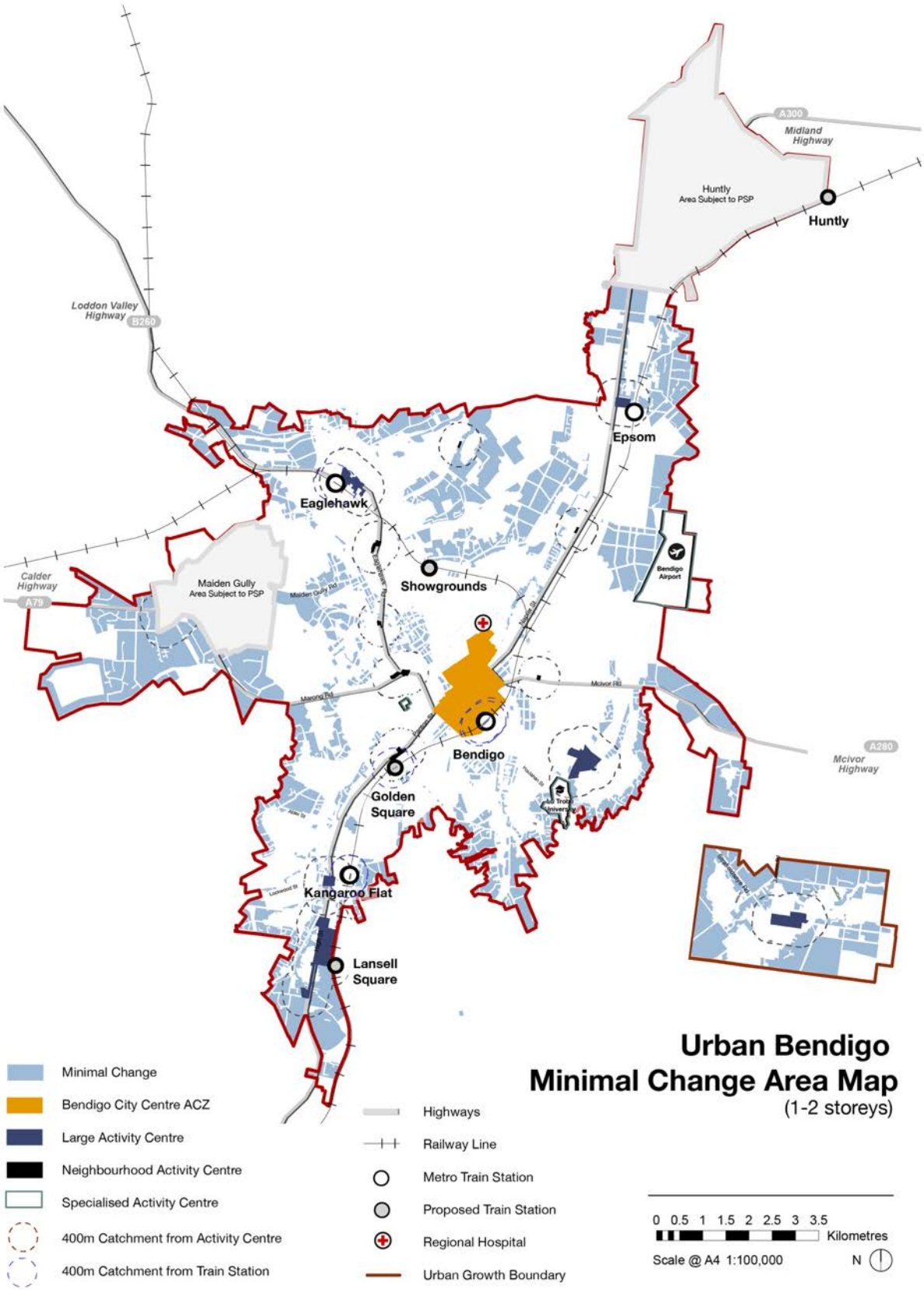
6.3.2 Implementation of minimal change areas

The areas identified for minimal change are recommended for the NRZ in the GBPS. The NRZ restricts development to two storeys (9 metres) in height. Existing overlay controls will continue to apply. In those townships where the TZ applies, the structure plans underway will confirm the extent of the change area and implement through any rezonings.

The following variations are available in the Schedules to the NRZ:

- Minimum lot size.
- Front fence permit requirement.
- Minimum street setback.
- Site coverage.
- Permeability.
- Landscaping.
- Side and rear setbacks.
- Walls on boundaries.
- Private open space.
- Front fence height.

Figure 21: Minimal Change Areas



6.4 Incremental change areas

Incremental change areas include residential land where moderate housing growth is expected. Incremental change areas will be suitable for greater residential development and will comprise a range of housing types (including detached single houses, dual occupancies, townhouses and multi-dwellings). New housing will ,be consistent with the preferred neighbourhood character .

Within walking distance of Neighbourhood Activity Centres (NACs) (400 metres), a larger scale of development of up to three storeys within the context of the preferred neighbourhood character will be delivered. This also applies to HO and NCO areas that are within 400 metres of a LAC, railway station or along a major transit corridor. Further, larger scale development should be anticipated and planned for in areas between 400 and 800 metres from an LAC or Specialised Activity Centre. Incremental change areas are shown in **Figure 22**.

Incremental change areas encompass a large portion of Greater Bendigo's established residential areas, allowing for moderate housing growth, with a variety of housing types, consistent with the preferred neighbourhood character of the area.

Residential land in the townships of Elmore, Axedale and Heathcote are incremental change (2 storeys) areas unless subject to an HO or the LDRZ.

6.4.1 Objectives of incremental change areas

The objectives for incremental change areas are:

- To allow for moderate housing growth and greater diversification of housing types.
- To ensure new development respects the preferred neighbourhood character of the precinct.
- To encourage new development in incremental change areas to be up to three storeys particularly around neighbourhood activity centres.

Incremental change areas generally fall within one of the following criteria:

- Unconstrained land in the residential areas.
- Existing planning controls that guide preferred neighbourhood character outcomes such as specific DDO and DPOs (parts of DDO23 and DDO25).
- Within walkable catchments of 10 minutes (400 metres) to a Neighbourhood Activity Centre.
- Within walkable catchments of 20 minutes (400m to 800m) to a Large Activity Centre.
- Heritage Overlay precincts (not individually listed sites) and NCO areas within Substantial change areas (see Section 7.5).
- Existing GRZ areas that are characterised as Semi-bush, Semi-rural and Bush Garden unless covered by a SLO, BMO or other environmental overlay (These are identified within Structure plans and development plans).
- The MUZ in Heathcote.

6.4.2 Implementation of incremental change areas

The areas included in the incremental change area are recommended for the NRZ or GRZ in the GBPS. Areas within 400 metres of a Neighbourhood Activity Centre and areas within 400 metres of the substantial change areas of Large Activity Centres are to remain in the GRZ. Precincts where the HO or NCO applies within 400 metres of a Large Activity Centre, railway station or along a Main Transit corridor will remain GRZ. In those townships where the TZ applies, the structure plans underway will confirm the extent of the change area and undertake any future rezoning. The current Schedule 1 to the MUZ in Heathcote will be retained as existing in the GBPS. The NRZ is proposed in areas that are not well serviced, this includes area outside of 400 metres of a Neighbourhood Activity Centre and 800 metres of a large activity centre,

The following ResCode variations are available in the Schedule to the NRZ and will be considered in the implementation of the various NRZ Schedules:

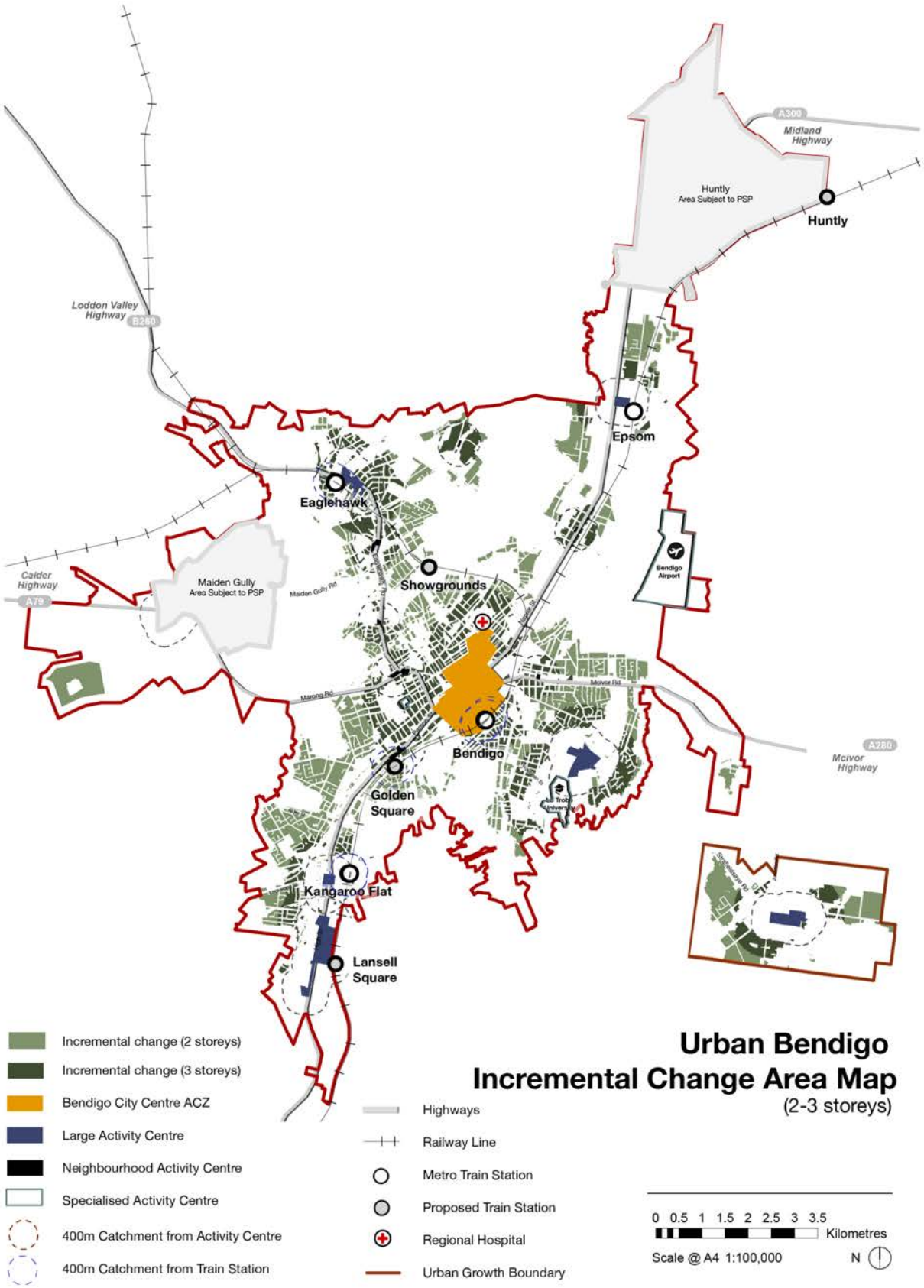
- Minimum street setback.
- Site coverage.
- Permeability.
- Landscaping.
- Side and rear setbacks.
- Private open space.
- Fencing.

For areas where housing growth of a larger scale is encouraged, the following ResCode variations are available in the GRZ Schedule:

- Minimum street setback.
- Site coverage.
- Permeability.
- Landscaping.
- Side and rear setbacks.
- Private open space.
- Fencing.
- Minimum garden area exemptions.

Implementation of zone schedules will be considered in conjunction with the Preferred Character Statements and Design Guidelines for each character typology, as identified in this HNCS.

Figure 22: Incremental Change Areas (2 and 3 Storeys)



6.5 Substantial change

Substantial change areas will provide for housing growth with greater intensification and diversity within close walking distance of Large Activity Centres, Specialised Activity Centres, railway stations, and along main transit corridors.

Housing change will generally be in the form of apartment, multi-dwelling, shop-top, and townhouse developments of up to four storeys.

Objectives for substantial change zones

The objectives for substantial change areas are:

- To encourage significant housing growth and greater diversification of housing types. To ensure well designed new development is well designed and appropriate for its location.
- To encourage site amalgamation and consolidation to deliver better built form outcomes and greater housing diversity.

Large Activity Centres with a Commercial 1 Zone (C1Z) core and along the transit corridors can accommodate substantial change, consistent with State and local policy settings.

The ACZ is proposed to be applied to the Bendigo City Centre. While not a residential zone, it is to be identified as a substantial change area. The type of development and growth capacity in the centre is determined by the Bendigo City Centre Plan and will be translated into the ACZ Schedule through a separate process.

Mixed Use Zones (MUZ) excluding in Heathcote, have been identified as Substantial Change areas, for their ability to cater for substantial growth and change. The extent and height limits of MUZ areas will remain as they currently exist in the GBPS and do not require any changes to the planning scheme.

The substantial change area in the Greater Bendigo is based on the application of the following criteria:

- Properties within 400 metres of a commercial zone within the large activity centres of Eaglehawk, Kangaroo Flat, Strathdale and Epsom (other than HO and NCO precincts).
- Properties within 400 metres of Bendigo metro train stations of Bendigo, Eaglehawk, Epsom and Kangaroo Flat (other than HO and NCO precincts).
- Properties within 400 metres of the Specialised Activity Centres of Bendigo Hospital, and Latrobe University (other than HO and NCO precincts or where the BMO or LSIO applies).
- Along the main transport corridors (Transport 2 Zone land) between Bendigo City Centre and the existing activity centres of Eaglehawk, Epsom, Strathdale/Kennington and Kangaroo Flat. As well as along Marong Road to Specimen Hill Road and Inglis Street, and McIvor Highway to Powells Road and Reservoir Road (other than HO and NCO precincts).
- The MUZ in Epsom and Strathfieldsaye.

The extent of the potential substantial change area has been reduced by the significant heritage fabric that exists across Bendigo adjacent to the City Centre and along transit corridors. Heritage overlay precincts and the Neighbourhood Character Overlay are designated incremental change (GRZ) in these locations.

Figure 23 illustrates the extent of the substantial change area in the municipality based on these criteria.

6.5.1 Implementation of substantial change areas

The areas identified for substantial change are recommended for the application of the RGZ or MUZ in the GBPS. This will allow for four storey development in these areas.

Existing MUZ areas and their schedules in Epsom and Strathfieldsaye will be retained in the GBPS.

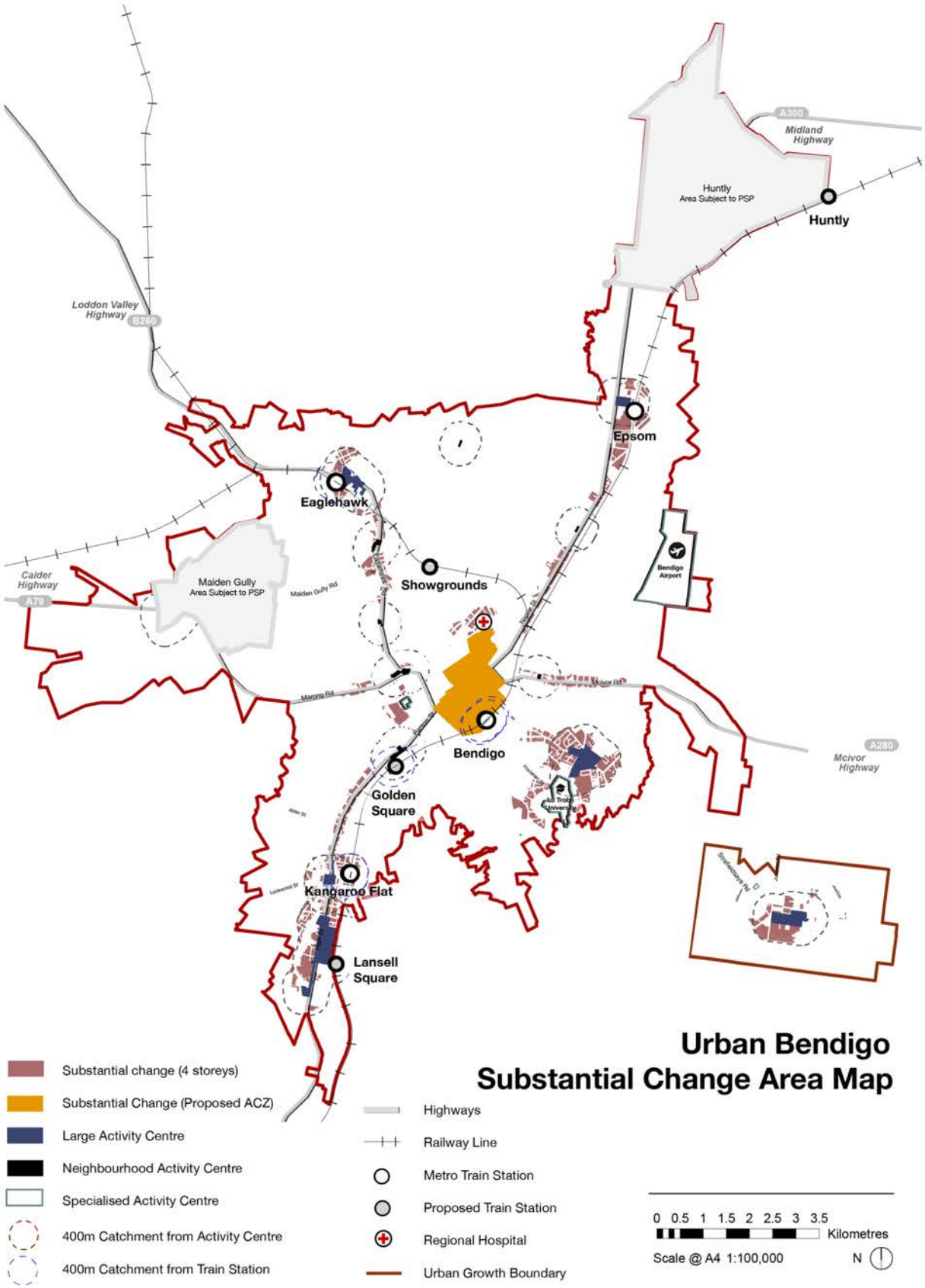
The following variations are available in the RGZ Schedule and will be considered in the Implementation Plan of the HNCS:

- Front setback.
- Permeability.
- Site coverage.
- Landscaping.
- Side and rear setbacks.
- Private open space.
- Fencing.

Other requirements or local planning policy could also be prepared to encourage:

- Higher density housing forms, particularly shop-top dwellings, townhouses and apartments.
- Smaller dwellings, including one and two bedroom homes.
- The inclusion of affordable housing to meet the needs of a range of households.

Figure 23: Substantial Change Area



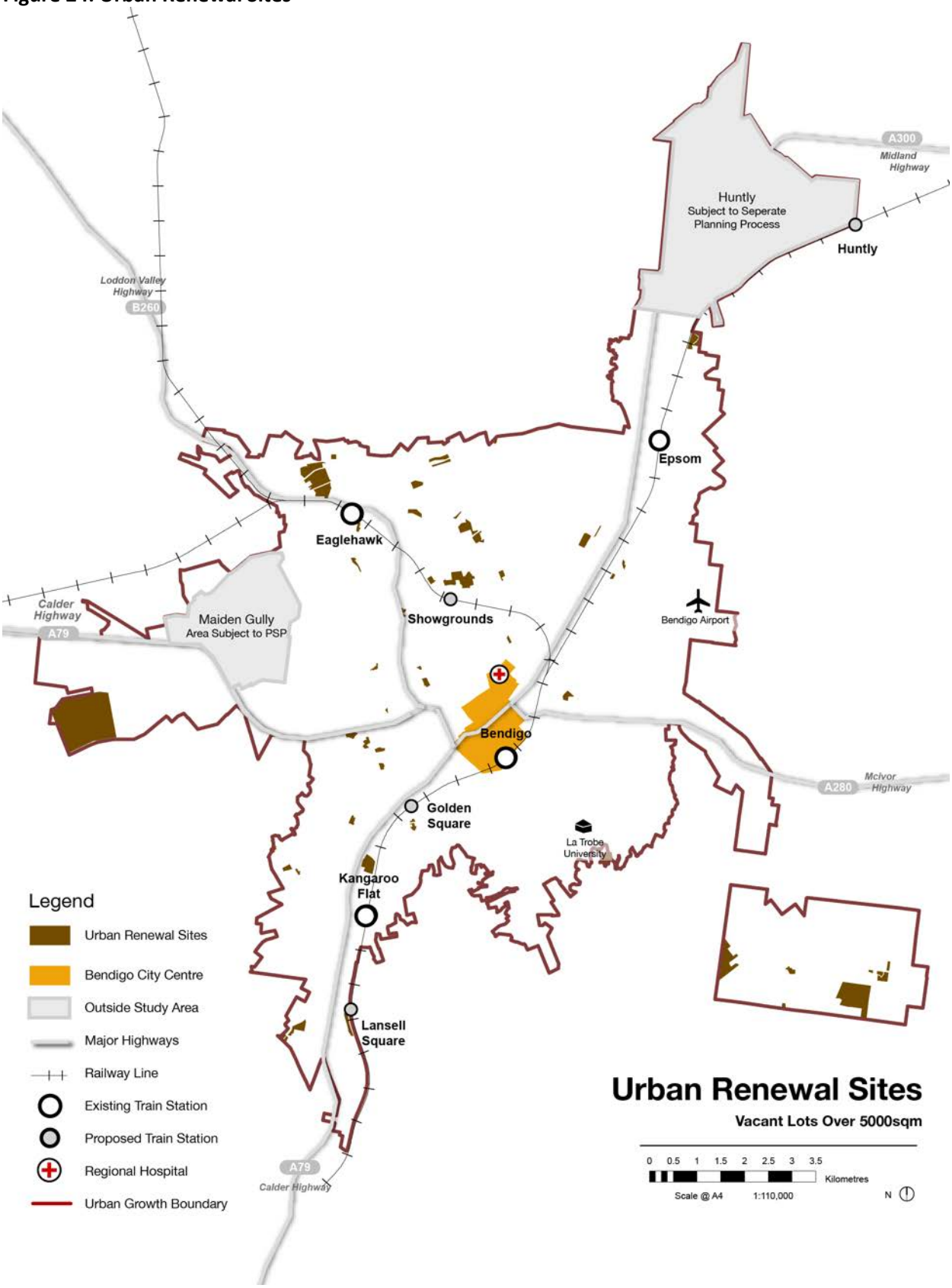
6.6 Urban renewal sites

There are a significant number of sites throughout the study area greater than 5,000 sqm as shown in **Figure 24**. The size of these sites provide opportunities for greater intensity and scale than the surrounding areas if certain criteria can be met that enable their designation as urban renewal sites. Where these criteria can be met, Council will negotiate with the developer to increase the density of development and the potential zone applying to the land to allow substantial change to occur on the site.

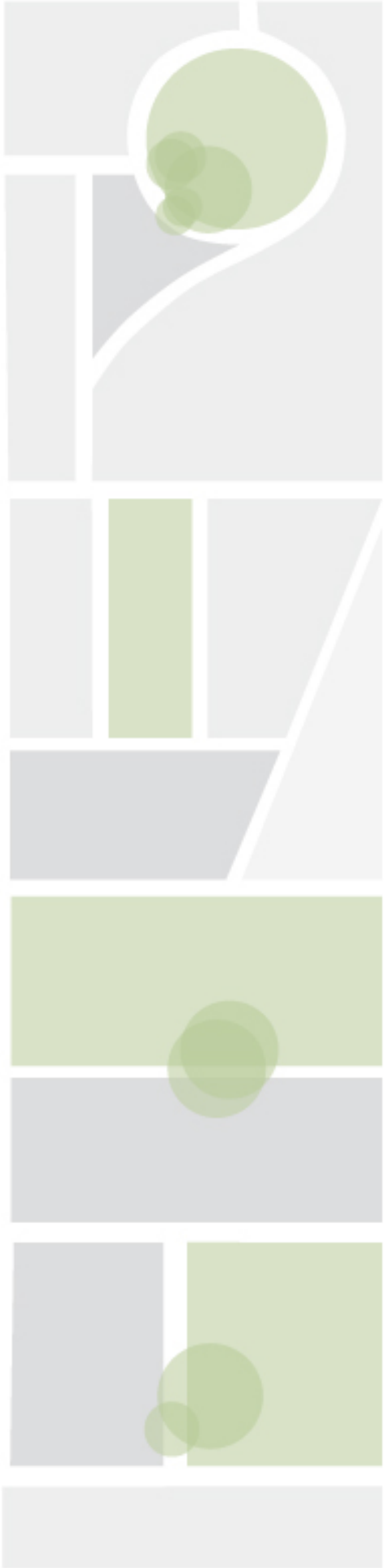
Sites over 5,000 sqm identified as minimal or incremental change areas on the housing change map will be considered for substantial change based on the ability to meet the following criteria:

- The interface issues with surrounding change areas can be successfully addressed.
- Adequate space/curtilage can be provided around any heritage buildings on the site to adequately site the building in context.
- Ability to connect the site into the public transport network and active transport network.
- Where possible, incorporate affordable housing and dwelling diversity.
- Financial viability of development of minimal or incremental (considering the impediments to development such as contamination).
- The ability of the site to create a climate responsive environment including adequate space for the planting of large canopy trees.

Figure 24: Urban Renewal Sites



NEIGHBOURHOOD CHARACTER TYPES



7. NEIGHBOURHOOD CHARACTER TYPES

7.1 Character types

There are 10 neighbourhood character types identified for residential land in Greater Bendigo and the three selected townships as follows:

- Gold Era (formerly Bendigo Town).
- Suburban - Early (formerly Bendigo Suburban).
- Suburban - 1960s to 1990 (formerly Garden Court).
- Suburban - Post 2000 (added for garden court areas constructed since the last neighbourhood character study).
- Bush Garden.
- Semi-bush.
- Semi-rural.
- Township.
- Township Suburban.
- Substantial Change.

A neighbourhood character type has been created for urban renewal sites over 5,000 sqm but not included in the list of 10 types above.

A 'preferred future character' statement for each of the 10 neighbourhood character types has been prepared to guide development and assist in achieving new development which is appropriate for the Bendigo context and which adds to its existing highly valued character. The preferred future character will be supported by design guidelines developed to address housing and character issues in each neighbourhood character type to assist in achieving high quality design outcomes, including quality built form, liveability, diversity and consistent neighbourhood character (Chapter 7).

A neighbourhood character precinct may fall within a combination of minimal, incremental and substantial change areas. This means the character guidance will need to be applied differently to support each type of future development. The preferred character statement and design guidelines for each precinct will inform the implementation of the HNCS though residential zone schedules. There are 10 character types identified in **Figures 25 and 26**.

New character types

One renamed character type and three new character types have been created from this review as follows:

- Bush character has been renamed Semi-bush due to the location of these areas within the Urban Growth Boundary (UGB). Character types for the 'urban' areas of the townships have also been developed following survey and review.
- Township refers to the older early parts of these settlements.
- Township Suburban are areas developed largely since the 1950s containing a wide variety of architectural forms.
- A new character type of Suburban - Post 2000 has been created for areas developed largely since 2000, when the last character study was prepared. These areas were then new growth areas under construction, or in planning, that have since been delivered and located largely at the edges of the UGB and in the Epsom/Ascot corridor.

Review of existing character types

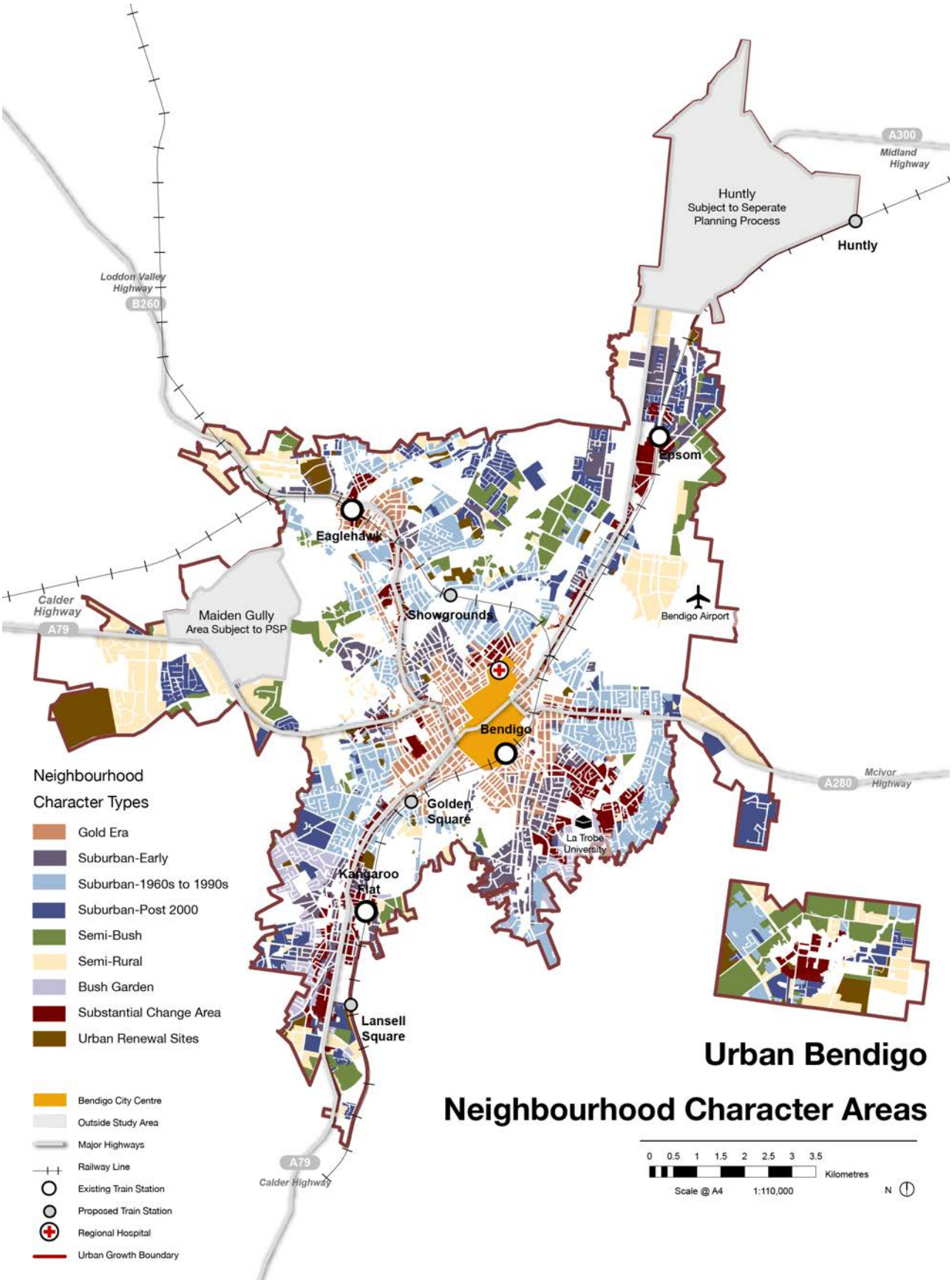
To determine a suitable preferred character different areas a review of existing character types from the *Residential Character Study 2003* was undertaken by desktop and on the ground surveys to determine if the character type was still considered appropriate. This review resulted in some small realignment of boundaries and in some cases the reallocation of character types. This process also identified several instances where new subdivision and development has occurred since the development of the original character study. These areas have not been reallocated to new character types as they are areas of lower scale infill development usually containing between six and 12 dwellings that are within the context of the original character study and the broad attributes found within established character types.

Figure 25: The neighbourhood character types of Greater Bendigo

Gold Era 	Located in the inner suburbs of central Bendigo and Eaglehawk with heritage significance illustrating multiple phases of development. There is a sense of spaciousness created by consistent setbacks, vegetation and open style fencing. This ties together the mixed subdivision as grids and irregular patterns of subdivision weave around mining leads. Largely detached dwellings are set within gardens with a variety of forms and plant species. Fences are often in keeping with the dwelling period and low in height. The mixture of kerbs and open drains creates a country town feel in the street.
Suburban - Early 	This character type represents the 'suburban' stage of development from around the 1940s and 1950s largely forming a ring around Gold Era areas. The grid or modified grid pattern creates a regularity adjusted for topography and natural features. Post-war homes dominate however there are a variety of architectural styles and simple, modest building forms. Garages and carports are set back from the house and street allowing the front gardens to dominate the streetscape. Older dwellings are often constructed of weatherboard while the newer dwellings constructed are often brick or render which are much heavier in form.. Despite the variety of architectural forms and materials, the spaciousness of the streetscape is consistent due to regular front and side setbacks and low level gardens.
Suburban - 1960s-1990s 	This character type characterises Bendigo's development from the 1960s until the end of the 20th century in cul-de-sac and curvilinear subdivisions. Development of large estates, resulted in similar architectural styles. In many areas, garages and carports are prominent and attached to dwellings. There is usually a consistency of front and side setbacks within streetscapes creating a sense of openness. Low front fencing, or an absence of front fencing allow views to the buildings and front garden spaces. A key characteristic is the low-level and formal front gardens, comprising native and non-native species and lawns.
Suburban - Post 2000 	These areas can be found in recent growth corridors such as Ascot and Epsom, and in towns such as Elmore and Axedale where new suburban style subdivisions have developed. Streets are modified grids, often curvilinear in character. The streets are sealed bitumen with kerbs often "roll over" style and footpaths are not common or only on one side of the street, incorporating wide planted verges. Dwellings are often single storey and comprise largely brick constructionBuilding form is highly varied with multiple and very complex roof forms usually in darker colours. Garages are integrated into the dwelling roof form and are often very prominent.

	While there is a variety of front and side setbacks, often dependent on lot size, there is usually a consistency within a particular street.
Bush Garden 	Bush Garden character areas have many of the same characteristics as suburban areas but are located in the hilly areas of suburban Bendigo and the backdrop of large canopy trees from adjacent National and State Parks and Reserves which envelope the areas. Generous spaces around the dwellings enable the retention and planting of native and indigenous vegetation. While the setbacks can vary, they are often consistent in a streetscape or subdivision. The native gardens are low in level and flow between properties due to the absence of front and side fences. Remnant trees often constitute the street trees and influence the street layout. Dwellings are mostly single storey, brick with varied roofs and integrated garages.
Semi-bush 	Semi-bush character areas of Greater Bendigo are located on the edges of the Urban Growth Boundary (UGB) and the edges of the townships of Axedale and Heathcote, often providing a transition from suburban or semi-rural to bush areas outside the UGB. Large blocks enable dwellings to have large footprints, but relative to the lot size there is low site coverage and a high degree of site permeability. Dwellings usually lie low across the block incorporating expansive verandahs with simple building and roof forms that are low pitched. Generous front and side setbacks allow large remnant trees and vegetation to wrap around the dwellings and minimise their visibility from the street.
Semi-rural 	Semi-rural character areas of Greater Bendigo are mostly located on the edges of the UGB and the edges of townships often providing the transition to semi-bush areas on the fringe and bush areas outside the UGB. Dwellings often have large footprints and sit on sizeable acreage with low site coverage and high amounts of site permeability. They usually lie low across the block incorporating expansive verandahs. The building forms are simple and roof forms are low pitched. Dwellings have generous front and side setbacks allowing large trees and vast open lawns. Driveways may be landscaped and sometimes sealed with entry gates.
Township 	Township character areas represent the early stages of development of the townships of Elmore, Heathcote, and Axedale. Developed in a strong grid pattern, these Township character areas contain modest dwellings from the earliest stages of development of the towns to the middle of the 20th Century. Sealed roads with barrel drains provide an informal country town feel aided by the large grassy verges and often no footpath. Formality is introduced to the streetscape through the plantings of avenue trees which coalesce the Township character areas together. Spacing between buildings and the visual presence of trees and vegetation give strong character to these areas. Large trees in backyards and in surrounding parks and reserves, frame long views to the treed landscape.
Township Suburban 	Township Suburban represents the 'suburban' stage of development from the 1950s to now in the townships of Elmore, Heathcote, and Axedale. The use of kerbs and channels provides a key indicator of the Township Suburban character that is distinct to other areas of the township. The lack of footpaths and often wide grassy verges creates a more informal township feel. Architectural style varies with modest dwellings, large trees in backyards and in surrounding parks and reserves which frame long views to the treed landscape. Despite the variety, spacing between buildings and the visual presence of trees and vegetation give a strong character to these areas.

Figure 26: Character Types of Greater Bendigo



7.2 Gold Era

Gold Era is focused on the inner suburbs of central Bendigo and Eaglehawk, with most of these areas having widespread heritage significance. Multiple phases of development, starting with scattered mining-related development, and Edwardian, inter-war and post-war infill as the large lots from early subdivision and from Miners' Residency Areas were gradually subdivided. Remnant mines, or public space created on former mine sites, are often interwoven into the area. Boom style homes and gardens built by mining speculators contrast with an extensive collection of modest miners' cottages.

While there is diversity in architectural form, there is a sense of spaciousness created by consistent setbacks, vegetation and open style fencing. This ties together the mixed subdivision as grids and irregular patterns of subdivision weave around mining leads. The housing is largely detached although there are occasional row or terrace houses. While most are single storey, some appear larger as they have generous floor to ceiling heights. Housing has had to adapt to the arrival of the car, resulting in garages and carports being subsequent additions. This has compromised the dwelling settings in some instances.

Dwellings are set within gardens with a variety of forms and plant species. Fences are often in keeping with the dwelling period and low in height which enables views to the houses and the vegetation to flow across from the private to the public domain. Avenues of formal and informal street trees are common and create pleasant spaces for walking along footpaths. The mixture of kerbs and open drains creates a country town feel in the street.

Existing Key Characteristics

Architectural style	• Victorian miners' cottages through to mansions, Edwardian villas, Californian bungalows • Occasional late inter-war and post-war
Subdivision pattern	• Grid and irregular pattern weaving around mining leads
Topography	• Flat through to hilly
Dwelling type	• Detached dwellings • Occasional attached row or terrace house
Materials and form	• Variety of dwelling materials exist including timber weatherboard, occasionally rendered or face brick, and stone • Roofs terracotta tile, slate, corrugated iron • Hipped and gabled roof forms with prominent eaves dependent on architectural era
Setbacks	• Generally spacious front and side setbacks on larger blocks • Standard to small front setbacks with 1 to 3 metre side setback, with some variations • Some set to the front boundary
Height	• Single storey, with some generous floor to ceiling heights; very rarely double storey
Car parking and outbuildings	• Carports and driveways are sometimes visible to the streetscape
Garden styles	• Set within gardens • Low-level and established front gardens • Mix of native and exotic gardens
Front fencing	• Mixture of fencing types including low, timber picket fence or low wire fencing often in keeping with architectural period
Public realm	• Sealed roads with footpaths predominantly • Mixture of kerbs and no kerbs and sometimes open drains • Street trees of medium to large size, mixed species and sometimes in formal avenues

Gold Era Character Areas are shown in **Figure 27**.

7.2.1 Preferred character statement

Dwellings will complement the heritage qualities of streetscapes in Gold Era, so important to the image of Bendigo. New buildings are designed to not dominate the existing fabric through a careful consideration of form, scale and materials of the adjacent heritage buildings from the Victorian, Edwardian and Federation periods providing contemporary rather than period reproduction architecture.

New development incorporates timber and painted surfaces to not dominate the streetscape and avoids the use of heavy materials such as only brick or concrete materials. Attention is paid to the appropriate building form which reflects the predominant front and side setbacks in the street, as well as roof form and articulation of the façades. Garages and carports will be set back from the front façade of the dwelling and preferably detached to ensure they do not dominate the streetscape. A front verandah or balcony faces the street enabling interaction with neighbours.

The formal character of the area will be enhanced by large canopy trees in both the front and rear of dwellings, lawns, garden beds and shrubs. The garden settings of dwellings and the sense of spaciousness is enhanced by low or open front fencing to enable views into the gardens and to maintain surveillance of the street. Existing fencing appropriate to the building era is retained. Space for the planting of trees and other vegetation is provided at the front and rear of new buildings.

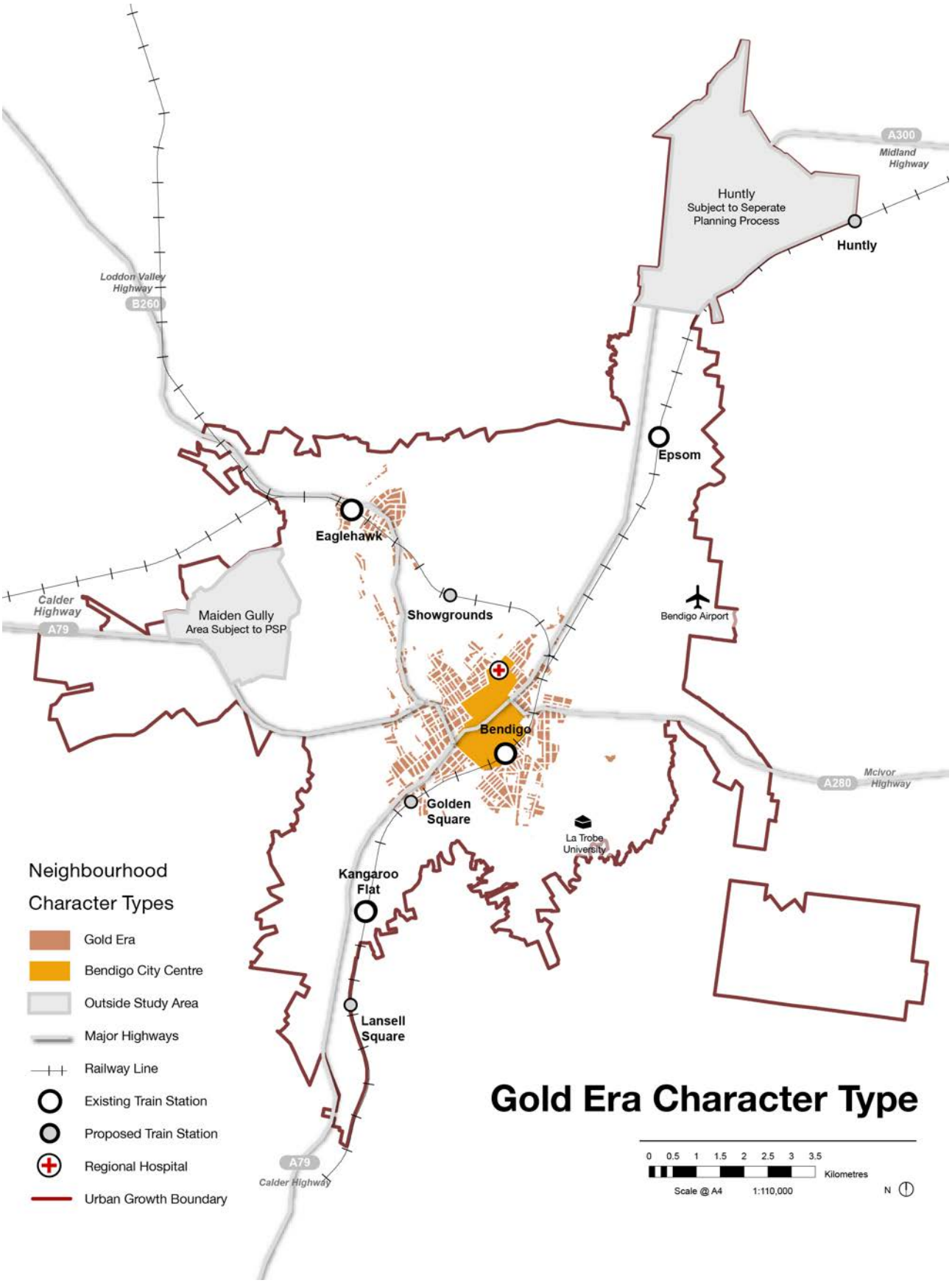
Large blocks provide the opportunity for increased housing densities while addressing the context of adjacent heritage places. Space for increased tree planting in development and within streets and public spaces will enable greener and cooler residential streets.

The street pattern is maintained by minimising new crossovers while reducing the loss of valued street trees.

Where there are large blocks there is the opportunity for increased housing densities while addressing the context of adjacent heritage places. Any new subdivision of large lots ensures the retention of generous setting and setbacks around the existing dwellings.

In streets within minimal change areas, there will be limited change with the retention of heritage buildings and established garden settings up to two storeys and a focus on reflecting the predominant roof and wall materials in the street. In areas designated as incremental change due to proximity to services and transport or with limited constraints a greater amount of change and diversity of housing forms will be encouraged up to 3 storeys. Setbacks will be reduced and site coverage will be greater than minimal change areas.

Figure 27: Gold Era Character Areas



7.3 Suburban - Early

The Suburban - Early character type represents the 'suburban' stage of development from around the 1940s and 1950s largely forming a ring around Gold Era areas. This character type is a Bendigo version of garden suburban found throughout Melbourne and similar regional towns and cities in Victoria. The grid, or modified grid pattern, creates a greater regularity than Gold Era areas, as they are adjusted for topography and natural features.

While post-war homes predominate, there are a variety of architectural styles with occasional older Inter-war and some contemporary homes. Dwellings are typically single storey using simple, modest building forms. Some more recent unit development has occurred along with second dwellings being constructed to the rear of existing dwellings. In addition, there is less permeable land for the management of stormwater runoff. Older development is characterised by garages and carports being set back from the house and street allowing the front gardens to dominate the streetscape. Materials are often weatherboard while new dwellings are often brick or render, which are much heavier in form than the surrounding weatherboard dwellings.

Footpaths are often on both sides of the street with kerbs and generous verges creating an early suburban feel.

Despite the variety of architectural forms and materials found in Suburban - Early, the spaciousness of the streetscape is consistent due to regular front and side setbacks. Gardens generally consist of low-level plantings with some established gardens.

Existing Key Characteristics

Architectural style	• Post-war through to contemporary project homes • Occasional Victorian cottages, Edwardian villas, inter-war Bungalows
Subdivision pattern	• Grid or modified grid pattern
Topography	• Flat, sometimes undulating
Dwelling type	• Detached dwellings • Some recent infill dual occupancy and multi- unit development
Materials and form	• Frequently weatherboard with newer dwellings often brick or render • Mixed roof forms
Setbacks	• Variety of front and side setbacks, often consistent in a streetscape
Height	• Single storey, occasional rare double storey
Car parking and outbuildings	• Carports and garages are often visible to the streetscape • Often sheds visible in gardens
Garden styles	• Predominantly low-level front gardens with some established gardens • Mix of native and exotic gardens
Front fencing	• Mixture of fencing types including no, low or open style fencing • Timber and brick materials
Public realm	• Timber and brick materials • Native and exotic street trees • Regular planting pattern

Suburban - Early Character Areas are shown in **Figure 28**.

7.3.1 Preferred character statement

Dwellings sit within low level garden settings clearly visible from the street. The predominant front and side setbacks in the street maintain the spaciousness between buildings and the rhythm of the streetscape. Carparking is set behind the dwelling façade and back from the property line not dominating the streetscape or precluding garden plantings.

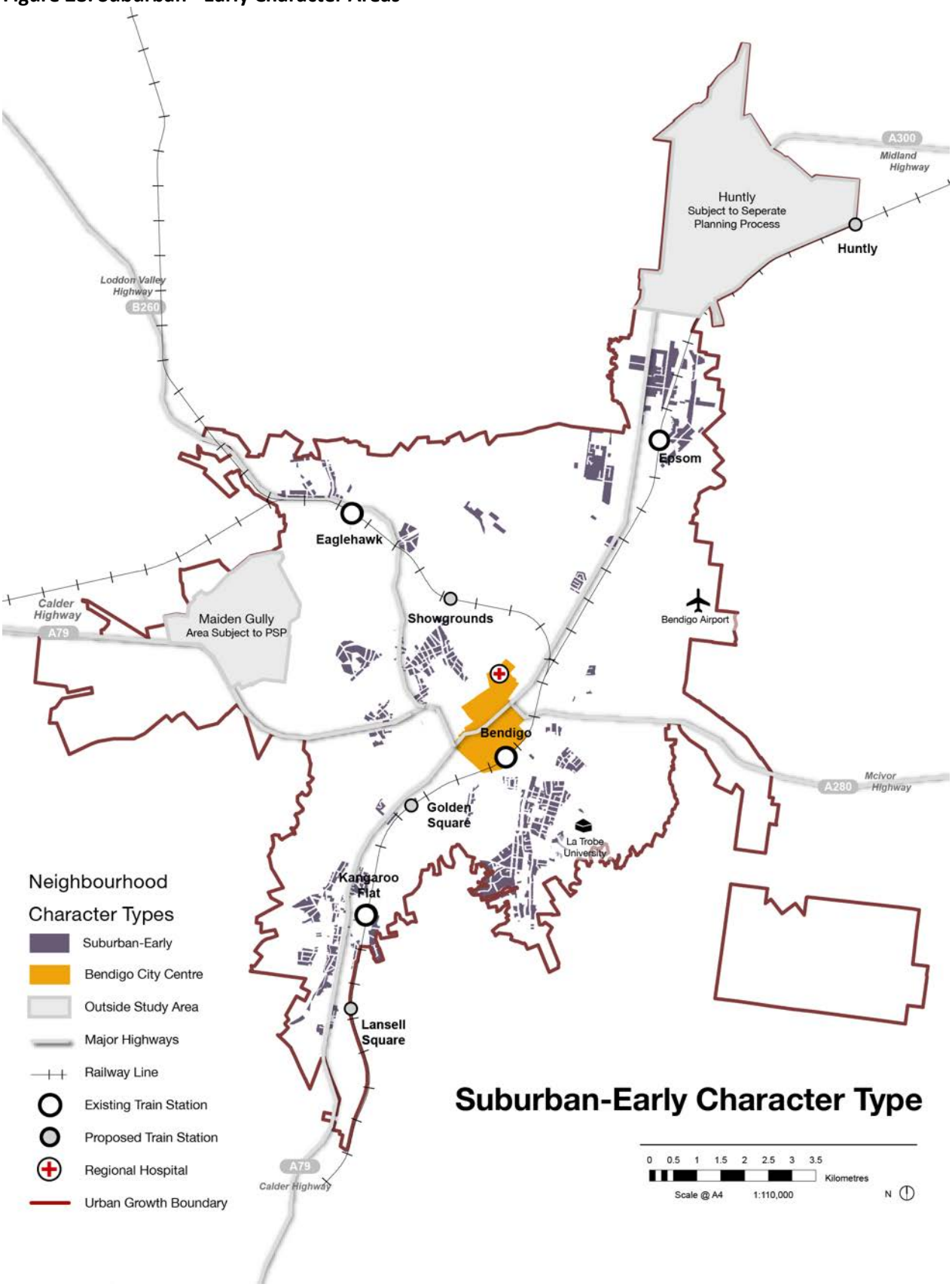
The low open style fences enable the vegetation to flow between gardens and into the streetscape, while in some areas there is no front fencing. Where the topography is undulating, development follows the topography of the land sitting lightly on the landscape.

Additional housing will be delivered through subdivision of large blocks and increased densities of housing will be delivered through a mix of dual occupancies, townhouses and multi-unit development. New development offers contemporary architecture (rather than period reproduction) while responding to the preferred buildings materials and styles that already exist in the street sitting comfortably among the mixed but predominantly Post-war dwellings that characterise most of the Suburban - Early character areas.

Trees and vegetation are visible around buildings and at the rear of buildings to maintain a strong presence of the natural features and plantings. Canopy trees in the front and rear setback and landscaping in side setbacks maintains and strengthens the established garden settings. Space for increased tree planting in development and within streets and public spaces will enable greener and cooler residential streets.

In incremental change areas, the garden settings of the Suburban - Early type will be retained with some development setback from one boundary. Moderate change will be experienced throughout these areas with heights of up to two storeys (9 metres) in areas not close to services. Around neighbourhood activity centres, increased densities and development of three storeys will support 10-minute neighbourhoods. New development will provide a contemporary, unique and respectful response to the existing architecture, material and history of the area.

Figure 28: Suburban - Early Character Areas



7.4 Suburban - 1960-1990

Suburban - 1960-1990 areas characterise Bendigo's development since the 1960s till the end of the 20th century. The cul-de-sac and curvilinear form of subdivision became popular across Victoria and are often referred to as Garden Court. There are examples of both subdivision pattern typologies in Bendigo which often respond to topography. Development occurred from the 1960s through to the large estate development, resulting in relatively homogenous architectural styles. In many areas, garages and carports are prominent and attached to dwellings. Vehicle infrastructure including road space, kerbs and large crossings and garages dominate the streetscape.

While there are a variety of front and side setbacks across these areas, dependent on the block size, there is usually a consistency within streetscapes. Regular and spacious front and side setbacks create a sense of openness. Low front fencing, or an absence of front fencing allow views to the buildings and front garden spaces. A key characteristic is the low-level and formal front gardens, comprising native and non-native species and lawns.

The streets are sealed with bitumen and kerbs. In areas developed later, the kerbs are often "roll over" style. Footpaths are often on both sides of the street with minimal grass verges.

In Bendigo, dwellings in these areas are often low, single storey, largely brick dwellings with hipped, tiled roofs. Later development in these areas attempted to reproduce these styles, however used a variety of materials including timber, stone, corrugated metal roofing and different roof forms.

Existing Key Characteristics

Architectural style	• 1960s through to late 1990s • Reproduction and modern styles
Subdivision pattern	• Cul-de-sac and curvilinear street layout
Topography	• Flat, sometimes undulating
Dwelling type	• Detached dwellings • Some recent infill dual occupancy and multi- unit development
Materials and form	• Frequently brick • Hipped and tiled roofs
Setbacks	• Variety of front and side setbacks, often consistent in a streetscape or subdivision
Height	• Single storey, occasional rare double storey
Car parking and outbuildings	• Single and double carports and garages are often integrated prominently into housing design and sometimes forward of the dwelling
Garden styles	• Predominantly low-level front gardens • Mix of native and exotic gardens
Front fencing	• Mixture of fencing types including no, low or open style fencing
Public realm	• Sealed roads with kerbs and often no footpaths or only on one side • Native and exotic street trees • Regular planting pattern

Suburban – 1960 to1990 Character Areas are shown in **Figure 29**.

7.4.1 Preferred character statement

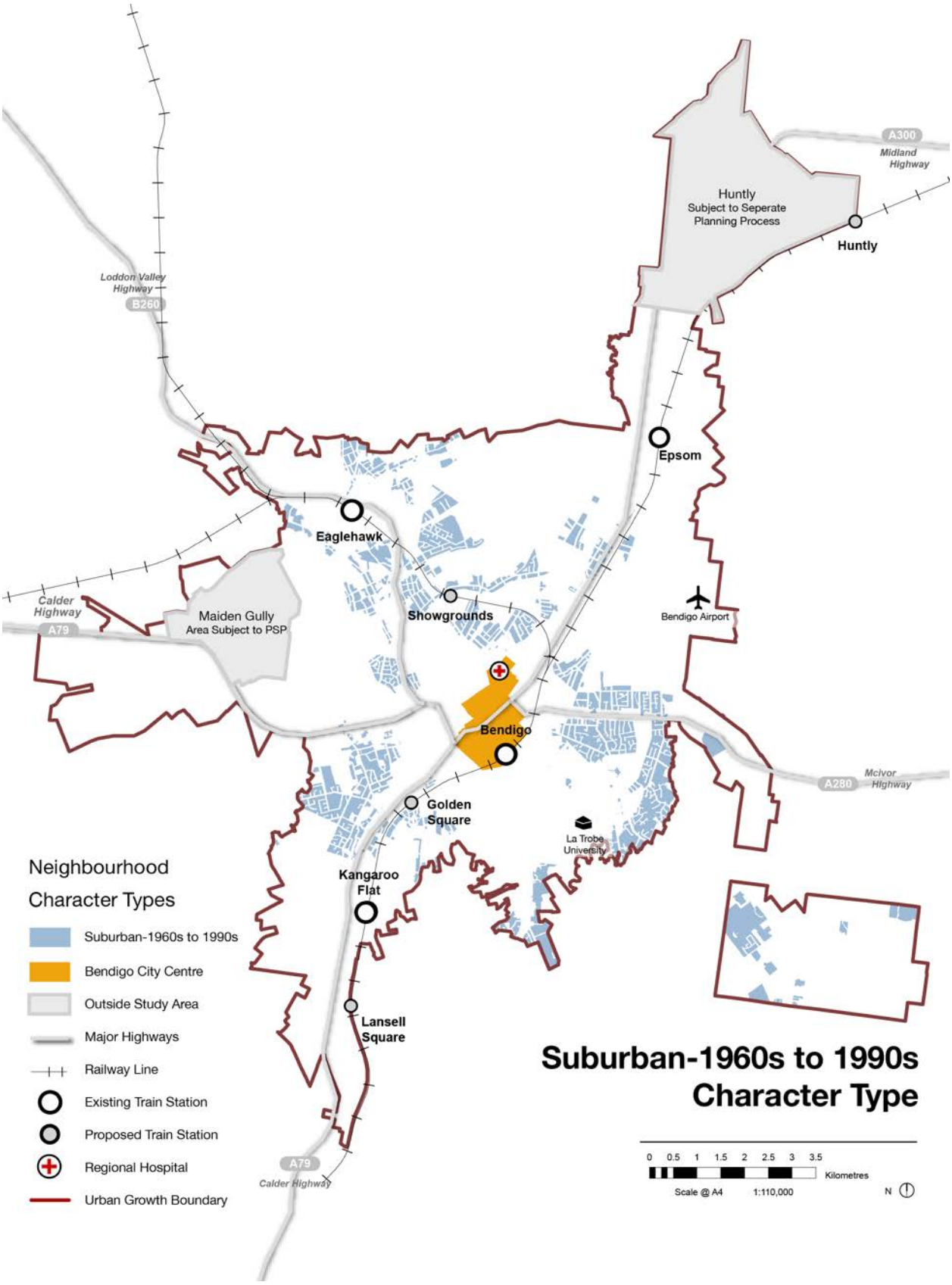
Dwellings in this character type retain the openness of the streetscapes by complementing the current building forms and architectural styles in the streetscapes including wide roof eaves where this is common.

The consistent rhythm of spacing between dwellings and regular front and side setbacks will continue a feeling of spaciousness while providing for vegetation and large canopy trees in clearly expressed front and side gardens. The garden settings of dwellings are further strengthened by planting of large canopy trees in the public and private realms.

Increased plantings in front setbacks of native and exotic vegetation and in the public realm will enhance views along informal streetscapes. Low, visually permeable or no front fencing in quiet residential streets will contribute to this character. Garages are set back from the front of the dwellings to maintain the visibility of the dwelling from the street. Additional driveways are limited and softened through landscaping to minimise the impact of 'gun-barrelling'.

Development in the incremental change areas nearer to activity centres and accessible locations, such as train stations, may have reduced front setbacks, greater site coverage and be setback from one side boundary to enable more housing while retaining space for smaller canopy trees. Some areas will transition from two storeys (9 metres) to three storeys (11 metres). Site consolidation will be encouraged to enable a greater variety of housing forms and improved development outcomes while new subdivisions improve connectivity and links to local services and facilities to supporting walking access to public transport and services.

Figure 29: Suburban - 1960-1990 Character Areas



7.5 Suburban - Post 2000

Suburban - Post 2000 areas can be found towards the Urban Growth Boundary (UGB) and in recent growth corridors such as Ascot and Epsom. Areas can also be found in towns such as Elmore and Axedale where new suburban style subdivisions have developed. Typical cul-de-sac patterns are replaced by modified grids of streets, often curvilinear in character. New dwellings are relatively homogenous and often feature styles found across Victoria, making it difficult to recognise that one is in Bendigo.

The streets are sealed bitumen with kerbs often of a “roll over” style. The streets usually create a meandering pattern with some visual interest in the streetscape. Central planted medians are often utilised particularly at key entrances to estates. Footpaths are not common and, when provided, are often only on one side of the street. Streets often incorporate wide planted verges which include regularly planted and consistent species street trees, making for a more informal feel.

In Bendigo, dwellings in Suburban - Post 2000 areas are single storey largely brick dwellings. Double storey development is rarely found. A variety of materials such as timber, stone, iron and render are often combined in dwellings with often dark roof colours. Building form is highly varied with multiple and very complex roof forms, incorporating many hips and valleys. Dwelling proportions tend to be relatively horizontal and low with roof forms placed directly on window lintels. To demonstrate articulation, materials are varied in facades. This leads to a visually “busy” streetscape, quite different from the relatively simple architectural treatment of dwellings developed in earlier eras.

Garages are integrated into the dwelling roof form and are often very prominent. Where they are forward of the dwelling they can dominate the streetscape and impact on the sense of address of the dwelling. Internal planning of dwellings often places bedrooms at the front of houses. This, combined with the visual dominance of garages has the effect of reducing active frontages to streets, raising safety and passive surveillance concerns. Gardens are low level and often very simple using a mix of native and exotic plants. Front fences are uncommon and solid side fences are common.

While there is a variety of front and side setbacks, often dependent on lot size, there is usually a consistency within a particular street. Around parks, dwellings are often attached. The incorporation of large street trees and estate specific street lights, assists in unifying streetscapes in these areas.

Existing Key Characteristics

Architectural style

- Recent suburban style
- Reproduction and modern styles

Subdivision pattern

- Modified grid and/or curvilinear street layout with occasional cul-de-sac

Topography

- Flat, sometimes undulating

Dwelling type

- Detached dwellings; occasional attached around activity centres or open space

Materials and form

- Frequently brick with other materials such as weatherboard or stone
- Mixed roof forms of dark colours

Setbacks

- Variety of front and side setbacks often small, often consistent in a streetscape or subdivision

Height

- Single storey, occasional rare double storey

Car parking and outbuildings

- Single and double carports and garages are often integrated prominently into housing design and sometimes forward of the dwelling

Garden styles

- Predominantly low-level front gardens
- Mix of native and exotic gardens

Front fencing

- Predominantly no front fencing

Public realm

- Sealed roads with kerbs and often no footpaths or only on one side
- Native and exotic street trees
- Regular planting pattern

Suburban - Post 2000 Character Areas are shown in **Figure 30**.

7.5.1 Preferred character Statement

Dwellings in the Suburban – Post 2000 character type will contribute to the consistent styles of predominantly single storey development with large building footprints and predominantly brick and other materials.

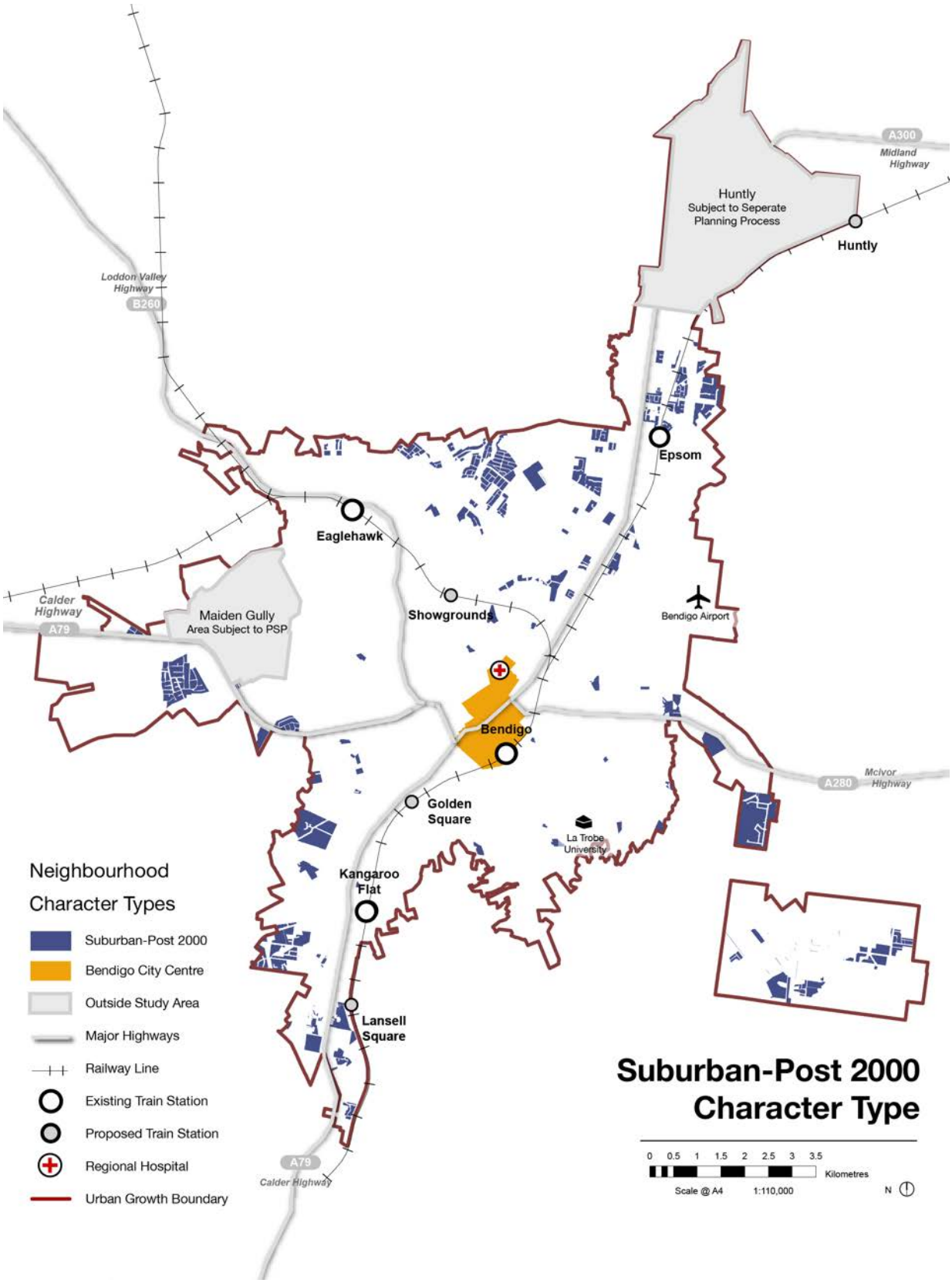
The spacious qualities of the streetscapes are maintained by open boundaries with no front or side fences, attention to consistent dwelling setbacks, and garages being well set back from front façades and integrated into the dwelling design.

Articulated front façades with minimal front and side setbacks will create a consistent rhythm of dwellings. Design repetition will be avoided through the variety of materials, colours and siting techniques to provide residents with a strong sense of identity.

Front gardens add to the quality of the streetscape by the planting of native and exotic vegetation strengthening the garden and landscape setting in conjunction with more planting within streets and public spaces to provide greener and cooler residential streets.

For incremental change areas near activity centres and in accessible locations such as train stations, development will be two storeys with reduced front setbacks and only setback from one side boundary. Some areas will transition from two storeys (9 metres) to three storeys (11 metres). Site consolidation will be encouraged to enable a greater variety of housing forms and improved development outcomes while street patterns reflect the modified grid pattern with good connectivity and links to local services and facilities supporting efficient walking access to public transport and services.

Figure 30: Suburban - Post 2000 Character Areas



7.6 Bush Garden

Bush Garden character areas developed at a similar time to Suburban - 1960-1990s areas and have many of the same characteristics. What differentiates them is their location in the hilly areas of suburban Bendigo and the backdrop of large canopy trees from adjacent National and State Parks and Reserves which envelope the areas. Bush Garden areas are located in the southern sections of Bendigo in Flora Hill, Kangaroo Flat and Spring Gully.

Supporting the backdrop of large trees borrowed from the parks and reserves, are generous spaces around the dwellings enabling the retention and planting of native and indigenous vegetation. While the setbacks can vary, they are often consistent in a streetscape or subdivision. The native gardens are low in level and flow between properties due to the absence of front and side fences. Remnant trees often form the street trees and influence the street layout.

Dwellings are single storey, occasionally double, and frequently constructed of brick. Roofs vary in form and materials such as iron and tile. Garages are integrated into the dwelling roof form and are often very prominent.

Incursions of new subdivisions are often not very sympathetic to the vegetated character of the area and usually result in the clearing of all trees and other vegetation, rather than locating dwellings around significant vegetation.

Existing Key Characteristics

Architectural style

- 1960s through to 1980s with some new areas of development
- Mixed styles

Subdivision pattern

- Cul-de-sac or modified grid street layout

Topography

- Often hilly topography

Dwelling type

- Detached dwellings

Materials and form

- Frequently brick with some use of other materials
- Mixed roof forms of iron or tile

Setbacks

- Variety of front and side setbacks, often consistent in a streetscape or subdivision

Height

- Single storey, occasional double storey

Car parking and outbuildings

- Single and double carports and garages are often integrated prominently into housing design

Garden styles

- Predominantly low-level front gardens
- Native gardens

Front fencing

- Generally no front or side fences

Public realm

- Sealed roads with kerbs and often no footpaths or only on one side
- Generally street trees are remnant trees
- Spacious canopy backdrop to the streets from adjacent reserves

Bush Garden Character Areas are shown in **Figure 31**.

7.6.1 Preferred character statement

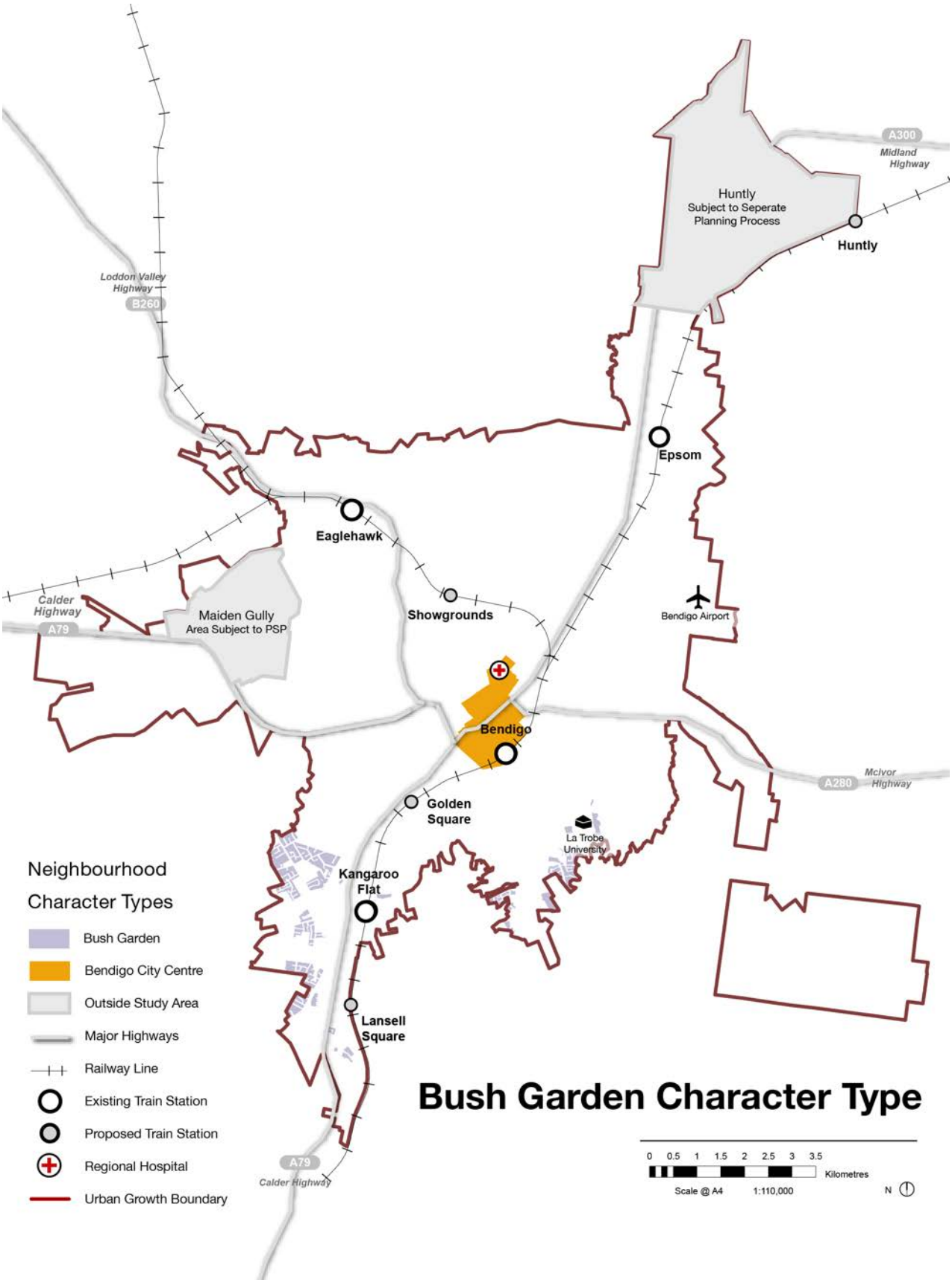
Dwellings are set in native vegetation garden settings with space provided around buildings for the planting of large trees and native vegetation gardens. Development is carefully sited to minimise disruption to landform and vegetation. Limiting site coverage of hard surfaces and providing setbacks to the front, side and rear will ensure the bush garden frames the dwelling into the landscape.

New development is low scale consisting of one to two storey dwellings, using natural materials and colours that reflect the natural surrounding environment and simple building forms to fit within the vegetated setting. Generous front and side setbacks provide for indigenous and native vegetation which embrace large canopy trees. Garages and carports are hidden from view, often located behind the line of the front dwelling façade and are integrated with the design of the dwelling.

The use of natural landscaping forms and native plants are used as front fencing allowing the continuous flow of the bush garden setting and create an informal transition between public and private realms. Further planting of native street trees will consolidate and strengthen the bush garden qualities of this character type.

In incremental change areas, development will retain the elements of the Bush Garden character including native planting, but on more compact sites, with built form of up to two storeys. This will create a contemporary Bush Garden character with all character elements but with a more suburban style of subdivision.

Figure 31: Bush Garden Character Areas



7.7 Semi-bush

Semi-bush character areas of Greater Bendigo are located on the edges of the Urban Growth Boundary (UGB) and the edges of the townships of Axedale and Heathcote, often providing a transition from suburban or semi-rural to bush areas outside the UGB. They provide lifestyle blocks for residents seeking a bush environment close to the facilities of the city.

Large blocks enable dwellings to have large footprints but relative to the lot size, there is low site coverage and high amounts of site permeability. 'Ranch' or 'homestead' style designs, usually lie low across the block and often incorporate expansive verandahs. The building forms are simple and roof forms are low pitched.

Dwellings have generous front and side setbacks allowing large remnant trees and vegetation to wrap around the dwellings and minimise their visibility from the street. Dwellings sit below the existing tree canopy. Driveways are usually unsealed. Materials are predominantly brick but occasionally timber or stone and newer dwellings often incorporate corrugated iron materials on walls. Garages are sometimes integrated into the dwelling form. Sheds and outbuildings can be substantial and sometimes intrusive.

Remnant trees remain and the streets often weave around the roadside vegetation creating an informal character. The lack of kerbs and footpaths also make a significant contribution to the area's character. These areas are also often adjacent to National and State Parks and Reserves which add to the Semi-bush character.

Existing Key Characteristics

Architectural style

- 1960s to present often ‘ranch’ or ‘homestead’ style constructed across the block

Subdivision pattern

- Cul-de-sac or modified grid street layout
- Large lots

Topography

- Flat

Dwelling type

- Detached dwellings often not visible from the street

Materials and form

- Predominantly brick dwellings but occasionally timber
- Mixed roof forms of iron or tile

Setbacks

- Large front and side setbacks

Height

- Single storey, occasional double storey

Car parking and outbuildings

- Large sheds and garages often visible
- Setback from dwelling

Garden Styles

- Remnant trees across the property
- Predominantly native gardens limiting views to dwellings

Front fencing

- Farm style or open style fencing to front and sides

Public Realm

- Rural roads with no kerbs or footpath
- Generally street trees are remnant trees in meandering roads adjusted to vegetation
- Vegetated backdrop to the streets from adjacent State and National Parks and reserves

Semi-bush Character Areas are shown in **Figure 32**. Semi-bush Character Areas for Axedale and Heathcote are shown on each township neighbourhood character type map (**Figures 34 and 36**).

7.7.1 Preferred character statement

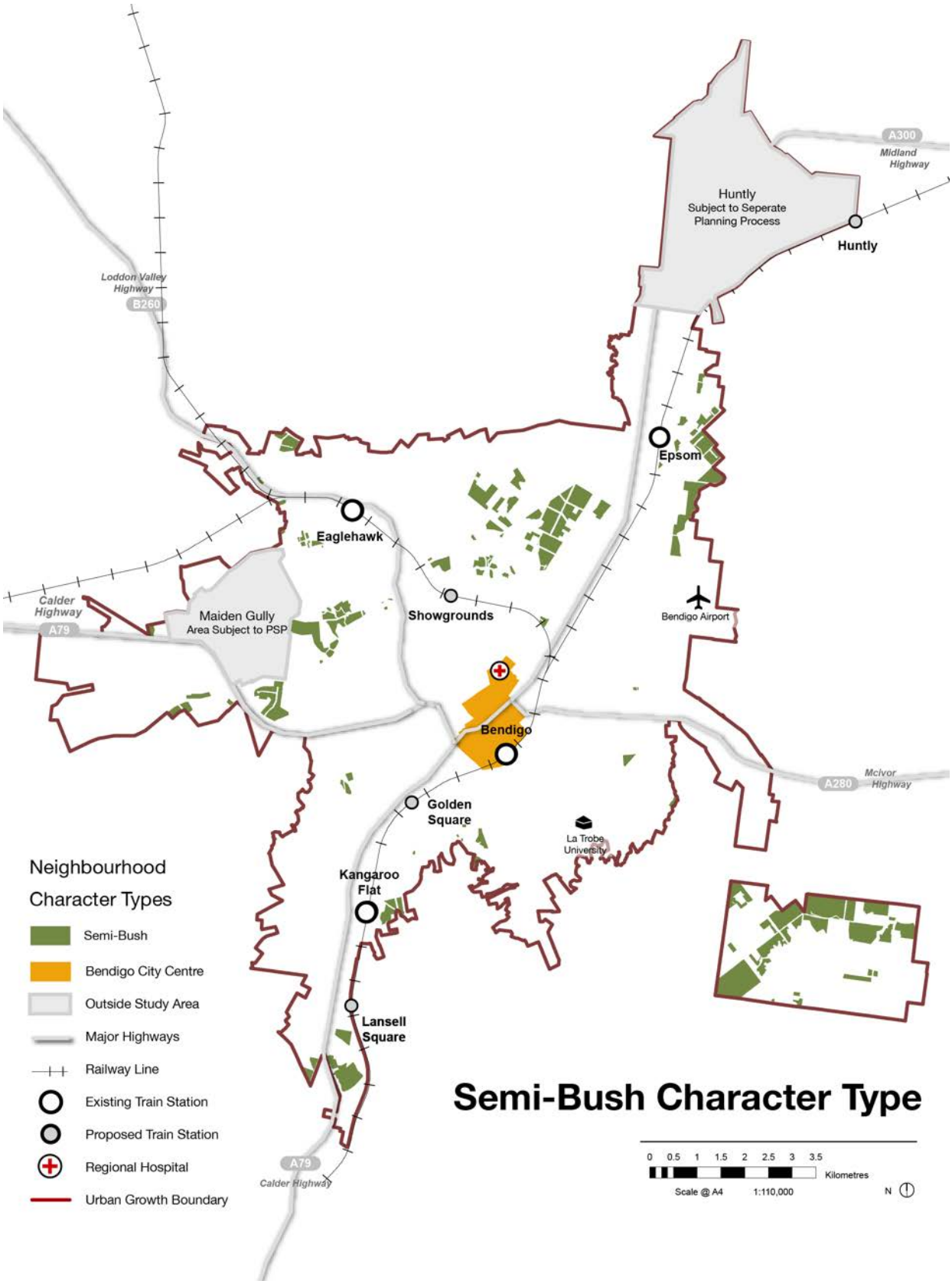
Streetscapes continue to dominate in this character type with large remnant indigenous and native canopy trees with supporting undergrowth the key feature in the landscape. Dwellings are located to sit within the undulating landscape minimising site disturbance and to integrate with the informal style of the indigenous and native vegetation which flourish in a spacious bushy setting. National and State Parks and Reserves provide a backdrop to the dwellings enabling the vegetation to flow across the landscape while dwellings are barely visible and sit below the tree canopy.

While most roads are sealed, they wind informally through the trees with minimal delineation between public and private realms. New development positively responds to the predominantly low scale, one to two storey dwellings, using natural materials and colours that reflect the natural surrounding environment and simple horizontal building forms to fit within the heavily vegetated setting.

Generous front and side setbacks provide for indigenous and native vegetation which embrace remnant trees, and screen dwellings from view. Garages, carports and sheds are hidden from view, located behind the line of the front dwelling façade away from the dwelling and boundaries. Absent, low or transparent front fencing contributes to the bushy and informal transition between the public and private realms.

In incremental change areas, development will be on more compact sites and create a contemporary Semi-bush character. New development will continue to be built to consider the topography and the preservation and further planting of native vegetation, but on smaller lots of a more typically suburban style of subdivision. Buildings may be slightly more visible and there are more examples of two storey development.

Figure 32: Semi-bush Character Areas - Urban Bendigo



7.8 Semi-rural

Semi-rural character areas of Greater Bendigo are mostly located on the edges of the UGB and the edges of townships often providing the transition to semi-bush areas on the fringe and bush areas outside the UGB. They are often lifestyle blocks enabling a range of semi-rural activities including horses and other recreational pursuits.

Dwellings often have large footprints and sit on sizeable acreage with low site coverage and high amounts of site permeability. They usually lie low across the block and often 'ranch' or 'homestead' style incorporating expansive verandahs. The building forms are simple and roof forms are low pitched. Occasionally a kit home or an A-frame home can be found.

Dwellings have generous front and side setbacks allowing large trees and vast open lawns. Driveways may be landscaped and sometimes sealed with entry gates. Dwellings sit below the existing tree canopy and are often visible to the street. Materials are predominantly brick but occasionally timber and newer dwellings incorporate corrugated iron materials on walls.

In these areas, few indigenous trees remain having been previously cleared for farming. Exotic gardens have been planted and there are often large canopy trees. The streetscapes feature an informal character which embraces roadside vegetation and are sealed with wide grassy verges. More bushy areas often provide a backdrop to these Semi-rural areas enabling large native trees to frame the dwellings.

Garages are sometimes integrated into the dwelling form. Sheds and outbuildings can be substantial and sometimes intrude into the foreground or the side off the driveway.

Existing Key Characteristics

Architectural style

- 1960s to present often 'ranch' or 'homestead' style constructed across the block

Subdivision pattern

- Cul-de-sac or modified grid street layout
- Large lots

Topography

- Often hilly topography

Dwelling type

- Detached dwellings often semi visible to the street

Materials and form

- Predominantly brick dwellings but occasionally timber
- Mixed roof forms of iron or tile

Setbacks

- Large front and side setbacks

Height

- Single storey, occasional double storey

Car parking and outbuildings

- Large sheds and garages often visible

Garden styles

- Remnant trees across the property
- Predominantly exotic gardens with large expanses of grass

Front fencing

- Farm style fencing to front and sides

Public realm

- Rural sealed roads with no footpath
- Generally where there are street trees these are a mix remnant trees and exotic street trees
- Large native trees provide backdrop to the streets from adjacent reserves

Semi-rural character areas in Urban Bendigo are shown in **Figure 33**. Semi-rural character areas for Elmore and Heathcote are shown on each township neighbourhood character type map (**Figures 35** and **36**).

7.8.1 Preferred character statement

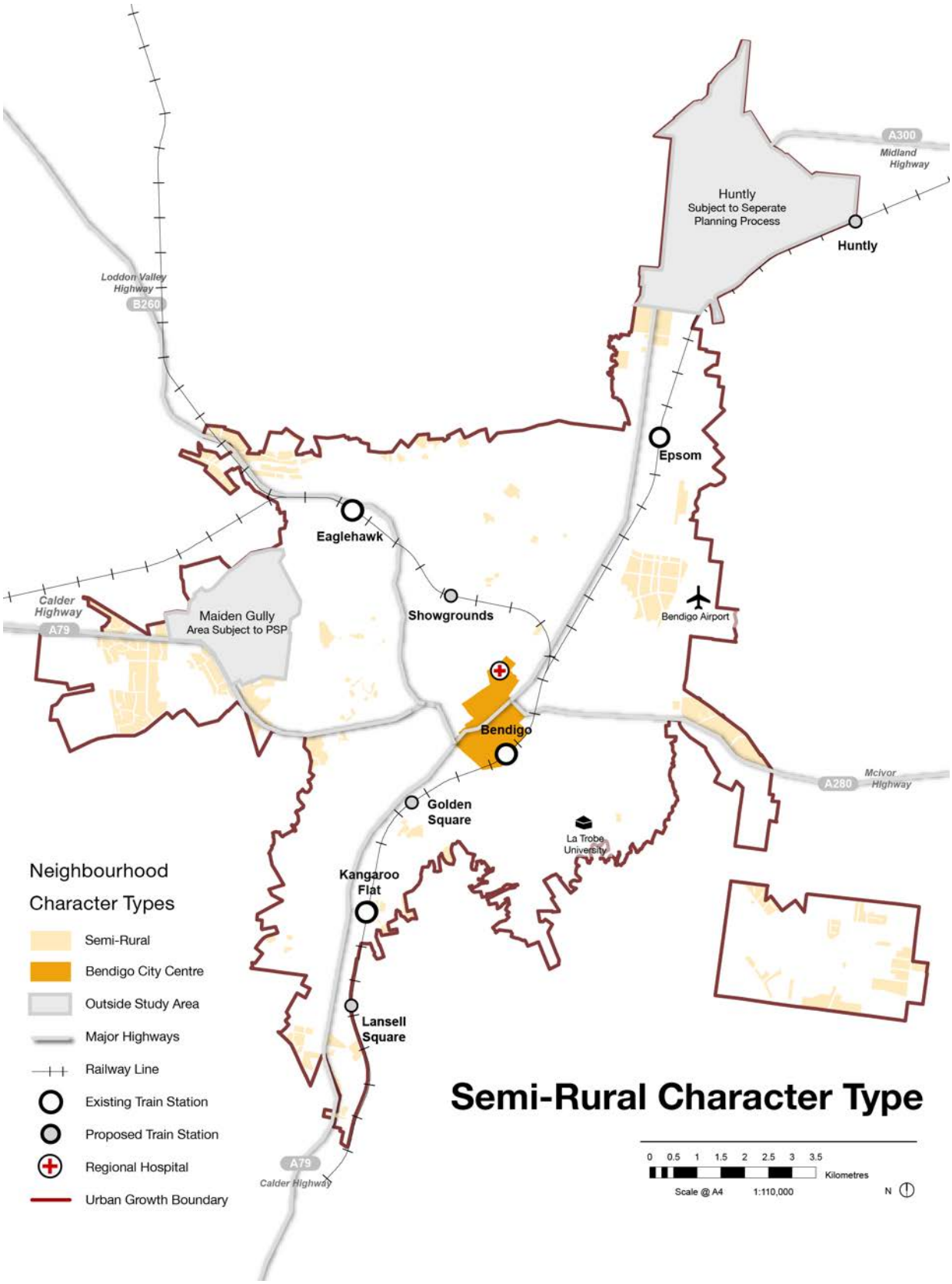
Dwellings are sited on large lots with generous front and side setbacks to allow for the retention and continued planting of large canopy trees and open lawns accommodating a mixture of species. Careful siting minimises site disturbance and the impacts of development on the natural landscape form.

New development is low scale with verandahs, using simple horizontal building forms and low pitched roofs and wide eaves. Dwellings do not penetrate the existing tree canopy but are often visible to the street. Constructed of natural materials and colours, they reflect the natural surrounding environment and vegetated landscape setting. The streetscapes feature an informal character which embraces roadside vegetation and are sealed with wide grassy verges.

Garages and carports are hidden from view, often located behind the line of the front dwelling façade and are integrated with the design of the dwelling. Post and wire or post and rail front fencing creates a low and permeable streetscape enabling vegetation to flow across the semi-rural landscape.

In incremental change areas, development will continue to allow for generous front, side and rear dwellings for tree planting, use simple building forms, open fencing and recessed garages within a more suburban style of subdivision.

Figure 33: Semi-rural Character Areas



7.9 Township

Township character areas represent the early stages of development of the townships of Elmore, Heathcote, and Axedale. Developed in a strong grid pattern, these Township character areas contain dwellings from the earliest stages of development of the towns to the middle of the 20th Century. Occasionally there are newer dwellings however most dwellings demonstrate predominantly intact examples of the early development of these towns. Similar in age and architecture to the Bendigo town character, Township character presents more modest examples of these styles, with some exceptions.

The roads are sealed with barrel drains providing an informal country town feel aided by the large grassy verges and often no footpath. Some formality is introduced to the streetscape through the plantings of avenue trees which coalesce the Township character areas together.

Spacing between buildings and the strong visual presence of trees and vegetation give strong character to these areas. Buildings are generally lower than the height of mature trees, and seldom exceed two storeys. Large trees in backyards and in surrounding parks and reserves, frame long views to the treed landscape.

Fencing is often low, timber picket or wire fencing often in keeping with the architectural period of the building and not more than 1.2 metres in height. Garages are usually new additions to these houses and can be poorly located along with sheds and carports intruding into the garden settings of the dwellings.

Existing Key Characteristics

Architectural style

- Victorian cottages, Edwardian villas, Californian Bungalows
- Occasional late inter-war and post-war
- More modest than Central Bendigo

Subdivision pattern

- Regular grid pattern

Topography

- Flat

Dwelling type

- Detached dwellings

Materials and form

- Variety of dwelling materials exist including brick and timber
- Hipped and gabled roof forms with prominent eaves

Setbacks

- Generally spacious front and side setbacks but with some set closer to the road

Height

- Single storey

Car parking and outbuildings

- Carports and driveways are sometimes visible to the streetscape
- Often sheds visible in gardens

Garden styles

- Set within gardens
- Predominantly low-level front gardens with pockets of established gardens
- Mix of native and exotic gardens
- Often large lots with generous rear garden settings including tall trees that provide a spacious canopy backdrop to the streets

Front fencing

- Mixture of fencing types including low, timber picket fence or low wire fencing often in keeping with architectural style

Public realm

- Sealed roads with no footpath or footpath on only one side
- Large grassy verges with barrel drains
- Avenues of low exotic trees in some parts
- Views to large native canopy treed backdrop to the streets from parks and reserves within and around the towns

Township Character Areas are shown in **Figures 34, 35 and 36**.

7.9.1 Preferred Character Statement

Dwellings in the Township areas complement the historic qualities of the townships retaining Victorian, Edwardian and Californian bungalows with their predominantly low scale one storey building forms. Careful attention to roof form and window placement ensures that new dwellings and extensions respect the identified heritage qualities of the streetscape or adjoining buildings rather than dominate them.

There is a feeling of spaciousness through the consistent rhythm of spacing between buildings with generous setbacks on both sides. This, along with front setbacks, leaves generous space for trees and gardens and views to the treed backdrop. Retaining space in the rear of yards will ensure that large canopy trees can continue to frame the dwellings. New development complements the existing streetscape through light weight design and incorporating materials such as light coloured timber and painted surfaces.

Original front fencing appropriate to the period is retained where possible, if not replaced with low and transparent fencing enabling the landscape to flow between dwellings and into the public realm. Garages and sheds are generally located either behind dwellings, or setback from the front façade of dwellings ensuring the houses are visible from the street rather than garages or sheds.

In incremental change areas, new dwelling forms capitalise on their location adjacent to town centres and train stations. Spacious front and rear gardens contribute to the garden settings and treed backdrop with some dwellings built with smaller side setbacks. There is, however, greater opportunity for additional housing which is still of a maximum two storey development form and does not dominate the streetscape.

Figure 34: Axedale Township Neighbourhood Character Areas

Figure 35: Elmore Township Neighbourhood Character Areas

Figure 36: Heathcote Township Neighbourhood Character Areas

7.10 Township Suburban

Township Suburban represents the 'suburban' stage of development from the 1950s to now in the townships of Elmore, Heathcote, and Axedale. The use of kerbs and channels provides a key indicator of the Township Suburban character that is distinct to other areas of the township. The lack of footpaths and often wide grassy verges creates a more informal township feel.

Architectural style varies and there are modern contemporary homes located next to older inter-war and post-war homes and occasionally an older Victorian cottage, an Edwardian home or Californian bungalow. Most dwellings are more modest than those found in the urban areas of Bendigo. Occasionally a set of multi-dwellings or a second dwelling has been constructed behind another. Large trees in backyards and in surrounding parks and reserves, frame long views to the treed landscape.

Despite the variety of architectural forms and materials found in Township Suburban, there are particular characteristics that define this character type. Spacing between buildings and the strong visual presence of trees and vegetation give strong character to these areas. Buildings are generally lower than the height of mature trees, and seldom exceed two storeys. Fencing is varied with front fencing highly transparent and not more than 1.2 metres in height. Garages are generally located either behind dwellings, or setback from the front façade of dwellings.

Existing Key Characteristics

Architectural style

- Inter-war and post-war through to contemporary project homes
- Occasional Victorian cottages, Edwardian, Californian bungalows

Subdivision pattern

- Regular grid pattern

Topography

- Flat

Dwelling type

- Detached dwellings
- Some dual occupancy and multi- unit development

Materials and form

- Variety of dwelling materials exist including brick and timber
- Low pitched hipped and gabled roof forms with prominent eaves

Setbacks

- Generally spacious front and side setbacks but with some set closer to the road

Height

- Single storey, very rarely double storey

Car parking and outbuildings

- Carports and garages are often visible to the streetscape
- Often sheds visible in gardens

Garden styles

- Set within gardens
- Predominantly low-level front gardens with pockets of established gardens
- Mix of native and exotic gardens
- Often large lots with generous rear garden settings including tall trees that provide a spacious canopy backdrop to the streets

Front fencing

- Mixture of fencing types including low, timber picket fence or low wire fencing with low fences forward of the dwelling

Public realm

- Sealed roads with kerbs and have no footpaths
- Wide grassy verges
- Low exotic street trees in some parts, occasional avenue planting
- Views to large native canopy treed backdrop to the streets from parks and reserves within and around the towns

Township Suburban Character Areas are shown in **Figures 34, 35 and 36**.

7.10.1 Preferred character statement

Dwellings in the Township Suburban areas provide contemporary development that is consistent with the predominantly low scale one storey building forms and materials that complement those in the streetscape. Careful attention to roof form ensures that new dwellings and extensions do not visually dominate the streetscape.

The consistent rhythm of spacing between buildings with setbacks on both sides continues a feeling of spaciousness, with generous areas retained for trees and gardens in front gardens and enables landscaping to the side. Retaining space in the rear of yards enables large canopy trees to continue to frame the dwellings. Fencing is varied with front fencing being highly transparent (avoiding solid side fences) and low, allowing the landscape to flow between dwellings and into the public realm. Garages and sheds are generally located either behind dwellings, or setback from the front façade of dwellings.

In incremental change areas, larger dwellings and more diverse housing will be sited to capitalise on their location adjacent to town centres and train stations however this will still occur within a maximum two storey development form and will not dominate the streetscape. Reduced setbacks in these locations enables more housing on sites including compact housing forms while still maintaining the garden settings and open streetscapes that are important to the character of the area.

7.11 Substantial Change

The Substantial Change character areas are located along the transit corridors and around Large Activity Centres, Specialised Activity Centres and Train Stations within the UGB. Their location makes them ideal for intensification of housing being located close to public transport, services and facilities.

These areas contain examples of many of the character types outlined in this document crossing through Gold Rush, Suburban - Early, Suburban - 1960s-1990s, and Suburban - Post 2000 character areas. Architectural styles vary across the eras and are interspersed with commercial, industrial and community uses. Occasionally units or a second dwelling have been constructed to the rear of properties. Large trees in backyards and in surrounding parks and reserves, frame long views to the treed landscape. Lots are often large and dwellings setback substantial distances.

These areas will be encouraged to create a new character that will capitalise on the location and address the need for new housing forms to meet the changing needs of the Greater Bendigo community.

Existing Key Characteristics

Architectural style

- Examples of all eras including inter-war Victorian cottages, Edwardian, Californian bungalows and post-war, some flat development and multi-unit development through to contemporary project homes

Subdivision pattern

- Regular grid pattern sometimes adapted to topography

Topography

- Flat to undulating

Dwelling type

- Detached dwellings
- Some dual occupancy, multi- unit development and flat/apartments

Materials and form

- Variety of dwelling materials exist including brick and timber
- Variety of dwelling forms

Setbacks

- Generally spacious front and side setbacks but with some set closer to the road closer to Bendigo town centre

Height

- Single storey, occasionally double storey

Car parking and outbuildings

- Carports and garages are often visible to the streetscape

Garden styles

- Set within gardens
- Predominantly low-level front gardens with pockets of established gardens
- Mix of native and exotic gardens
- Often large lots with generous rear garden settings including tall trees that provide a spacious canopy backdrop to the streets

Front fencing

- Mixture of fencing types

Public realm

- Sealed roads with kerbs and footpaths
- Low exotic street trees in some parts, occasional avenue planting
- Views to large native canopy treed backdrop to the streets from parks and reserves within and around the towns

Substantial Character Areas are shown in **Figures 37.**

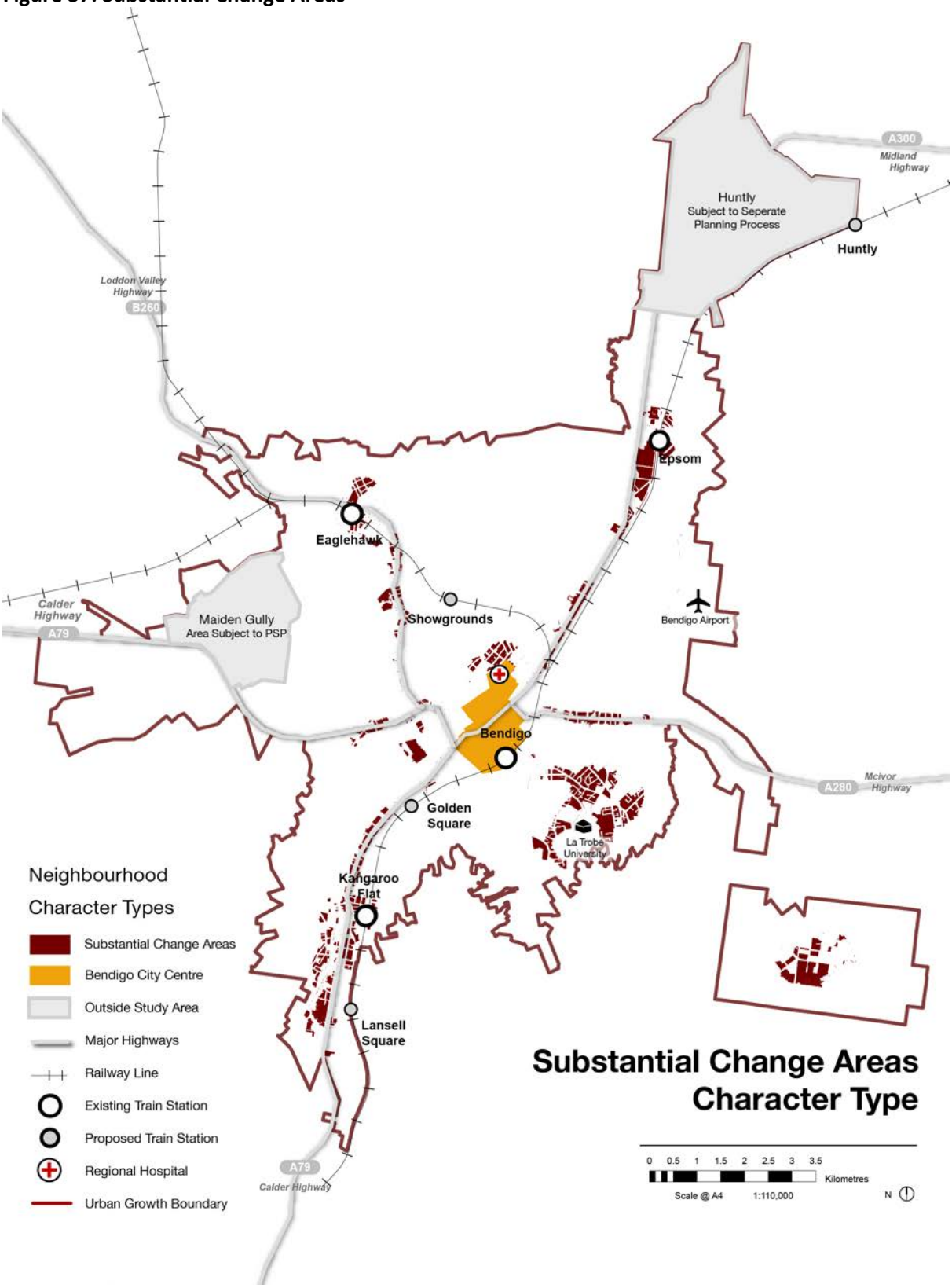
7.11.1 Preferred character statement

Dwellings in the Substantial change character areas will deliver a new urban character characterised by high quality and well-designed development of up to four storeys. While these will be larger in scale and new dwelling forms will include townhouses and apartments, they will carefully respond to their context to provide contemporary but respectful outcomes.

Small front setbacks for development with well landscaped areas complemented by large canopy street trees will create pleasant walking environments. Development is designed with careful attention to the interface with the street ensuring an active frontage and community interaction by using balconies and verandahs. Car parking is located behind the dwellings and apartments and ideally off a laneway to ensure the streetscape maintains a pedestrian focus and enable the planting or enhancement of canopy street trees in the front setback. Crossovers are sensitively located to ensure they preserve existing street trees.

Housing change in these areas will be substantial (substantial change) providing significant new diversity of housing type to meet Bendigo's future housing needs.

Figure 37: Substantial Change Areas



7.12 Urban Renewal Sites

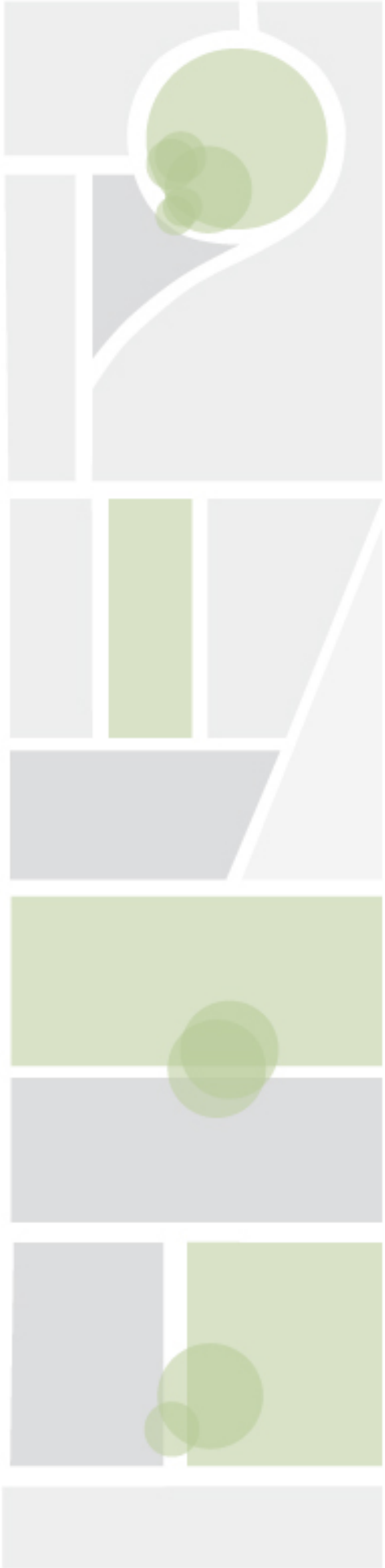
Within urban Bendigo, sites over 5,000 sqm have not been allocated a character type as they are often either vacant or include one dwelling with a large area of land around the dwelling. Large sites usually provide the opportunity to establish a new residential character where potential on and off site impacts can be well mitigated through thoughtful layout, design and landscaping that responds well to its context.

On these sites, a new preferred neighbourhood character should meet the following criteria:

- Respond to site context, history and typology.
- Provide a diversity of housing types.
- Meet safety, accessibility and street address requirements, by ensuring clarity regarding the "backs and fronts" of new development, and ensuring a high level of passive surveillance of the public realm, including the interface to both streets and public open spaces.
- Incorporate well landscaped areas with canopy trees in setback areas between buildings and site boundaries and in private open space areas of proposed dwellings.
- Make direct and legible connections to existing streets and pedestrian networks, avoiding courts and dead end streets.

See the criteria provided in section 6.6 of this HNCS relating to the consideration of sites over 5,000 sqm in relation to potentially altering the residential change area designation of these sites.

RESIDENTIAL DEVELOPMENT FRAMEWORK



8. RESIDENTIAL DEVELOPMENT FRAMEWORK

8.1 Overview

A residential development framework is a requirement for each municipality in Victoria. The residential development framework is shown within a map or a series of maps in the planning scheme. Each municipality in Victoria is required to planning for future housing by accommodating projected population growth over at least a 15 year period, with clear direction on locations where growth should occur on a municipal basis.

It considers environmental, social and economic factors and balances competing objectives (where they occur) in favour of net community benefit and sustainable development. The HNCS, the MGS and heritage, environmental, landscape and land capability constraints all input into the residential development framework.

The Residential Development Framework identifies housing change areas on land with a residential zone (GRZ, LDRZ, NRZ, RGZ and TZ). The Framework does not identify any new residential areas for greenfield growth as this will be determined by the MGS. Non-residential land such as the C1Z or proposed ACZ is also not included.

The Residential Development Framework provided at **Figures 38 and 39** delineates three categories of housing change to guide the future growth and development of residential areas in Greater Bendigo and the townships of Axedale, Elmore and Heathcote.

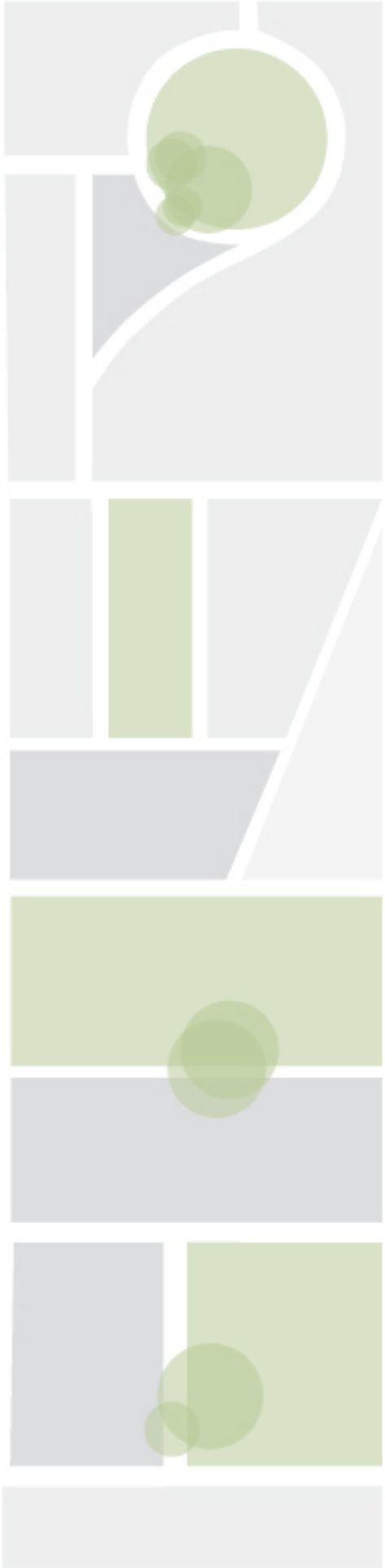
Infill development on key development sites and rezoning of land from other urban uses to residential will be facilitated where deemed appropriate through separate planning processes. This includes in the township of Elmore where a structure plan is currently being prepared.

[Figure 38 and 39: To be inserted]

Figure 38: Residential Development Framework – Within the Urban Growth Boundary

Figure 39: Residential Development Framework – Axedale, Elmore and Heathcote

IMPLEMENTATION



9. IMPLEMENTATION

9.1 Overview

The HNCS will be implemented through a variety of statutory and non-statutory tools as detailed below.

9.2 Municipal Planning Strategy and Planning Policy Framework

Revisions will be made to the Municipal Planning Strategy in the Greater Bendigo Planning Scheme to reflect the new Residential Development Framework with three categories of housing change being minimal change, incremental change and substantial change. Strategic directions for these housing change areas will be included based on the strategy.

Revisions will be made to the Planning Policy Framework to amend the 17 neighbourhood character local planning policies at Clause 15.01-5 of the GBPS to reflect the 10 character types in the HNCS with a corresponding local planning policy or policies.

9.3 Proposed zone and schedule controls

The Residential Development Framework will be implemented into the GBPS by applying the suite of residential zones from the VPP to 25 residential precincts. When the neighbourhood character type is aligned to the residential change area, residential zone schedules can be applied. This results in 25 schedules being applied to residential change areas in Greater Bendigo and the townships of Axedale, Elmore and Heathcote. This will include the Neighbourhood Residential Zone (NRZ) in addition to the existing General Residential Zone (GRZ), Low Density Residential Zone (LDRZ), Mixed Use Zone (MUZ), Residential Growth Zone (RGZ) and Township Zone (TZ) as shown in **Table 5.**

Table 5: Neighbourhood Character Areas/Residential Change Areas and Proposed Residential Schedules

Neighbourhood Character/ Residential Change Areas	Minimal 1-2 storeys	Minimal	Incremental 1-2 storeys	Incremental 1-2 storeys	Incremental 3 storeys	Substantial 4 storeys
Zone	***NRZ***	***LDRZ ****	***NRZ***	***TZ #***	***GRZ***	***RGZ***
Gold Era	NRZ2	N/A	NRZ11	N/A	GRZ1	N/A
Suburban - Early	NRZ3	LDRZ1	NRZ12	N/A	GRZ2	N/A
Suburban - 1960s-1990s	NRZ4	LDRZ1	NRZ13	N/A	GRZ3	N/A
Suburban - Post 2000	NRZ5	LDRZ1	NRZ14	N/A	GRZ4	N/A
Bush Garden	NRZ6	LDRZ1	NRZ15	N/A	N/A	N/A
Semi-bush	NRZ7	LDRZ1	NRZ16	N/A	N/A	N/A
Semi-rural	NRZ8	LDRZ1	NRZ17	N/A	N/A	N/A
Township	NRZ9	N/A	NRZ18	TZ1	N/A	N/A
Township Suburban	NRZ10	N/A	NRZ19	TZ1	N/A	N/A
Substantial Change	N/A	N/A	N/A	N/A	N/A	RGZ1
Schedule Total	**9**	**1**	**9**	**1**	**4**	**1**

Notes:

Existing RGZ Schedules RGZ1 and RGZ2 become part of the new RGZ1 – substantial change area – Activity Centres and Transit Corridors.

NRZ1 – Existing schedule for Marong – see Amendment C266gben.

NRZ1 – also proposed for Eaglehawk Landfill and Transfer Station Buffer Area in Amendment C242gben. Schedule needs to be consolidated and renumbered as NRZ4 to not conflict with Amendment C266gben and to incorporate design guidelines for the neighbourhood character type.

MUZ1 and MUZ2 schedules to be retained as existing in Epsom, Heathcote and Strathfieldsaye with existing height controls.

 # TZ schedule is retained in the Elmore township due to a structure plan being undertaken which will then determine the residential change areas and any consequential rezonings.

** LDRZ1 is retained as existing but changes are proposed through gazetted Amendment C247gben by creating five translated LDRZ schedules: LDRZ1 – no minimum lot size; LDRZ2 – 1 ha minimum lot size; LDRZ3 – 1.5 ha minimum lot size; LDRZ4 – 2 ha minimum lot size; LDRZ5 – 5 ha minimum lot size.*

Proposed Amendment C262gben (LDRZ2) needs renumbering to LDRZ6 based on Amendment C247gben being gazetted.

This results in the following zones and schedules being applied to the neighbourhood character types listed below:

- The LDRZ and associated schedules will continue to be applied to land where it currently applies, identified as Bush Garden, Suburban - Early, Suburban - 1960s-1990s, Suburban - Post 2000, Semi-bush and Semi-rural minimal change areas in the GBPS.
- The NRZ and associated schedules will be applied to land identified as Gold Era (NRZ2), Suburban - Early (NRZ3), Suburban - 1960s to 1990s (NRZ4), Suburban - Post 2000 (NRZ5), Bush Garden (NRZ6), Semi-bush (NRZ7), Semi-rural (NRZ8), Township (NRZ9) and Township Suburban (NRZ10) minimal change areas (1-2 storeys) in the GBPS.
- The NRZ and associated schedules will be applied to land identified as Gold Era (NRZ11), Suburban - Early (NRZ12), Suburban - 1960s to 1990s (NRZ13), Suburban - Post 2000 (NRZ14), Bush Garden (NRZ15), Semi-bush (NRZ16), Semi-rural (NRZ17), Township (NRZ18) and Township Suburban (NRZ19) incremental change areas (1-2 storeys) in the GBPS.
- The TZ and an associated schedule will continue to be applied to land identified as Suburban - Post 2000, Township and Township Suburban (TZ1) incremental change areas (1-2 storeys) in the of the GBPS.
- The GRZ and associated schedules will be applied to land identified as Gold Era (GRZ1), Suburban - Early (GRZ2), Suburban - 1960s to 1990s (GRZ3) and Suburban - Post 2000 (GRZ4) incremental change areas (3 storeys) in the GBPS.
- The MUZ and associated schedules will continue to be applied to land identified as Substantial in Epsom (MUZ1) and Substantial in Strathfieldsaye (MUZ2) substantial change areas (3 storeys) in the GBPS.
- The MUZ and associated schedule will continue to be applied to land identified as Township in Heathcote (MUZ1) incremental change area (3 storeys) in the GBPS.
- The RGZ and associated schedule will be applied to land identified as Substantial change (RGZ1) substantial change areas (4 storeys) in the GBPS.

9.4 Proposed schedule variations

The following variations to the Clause 54 and 55 requirements based on the design guidelines will be included in the GRZ, NRZ, MUZ, RGZ and TZ schedules as listed below:

- Standard A3 and B6 – Minimum street setback.
  - Varied requirements in NRZ2 – NRZ19, GRZ1- GRZ4, RGZ1.
- Standard A5 and B8 – Site coverage.
  - 40% minimum in NRZ2, NRZ3, NRZ4, NRZ5, NRZ6, NRZ7, NRZ8, NRZ9, NRZ10.
  - 50% minimum in NRZ11, NRZ12, NRZ13, NRZ14, NRZ15, NRZ16, NRZ17, NRZ18, NRZ19, GRZ1, GRZ2, GRZ3, GRZ4.
- Standard A6 and B9 – Permeability.
  - 50% minimum in NRZ6, NRZ15, NRZ16 and NRZ17.
  - 60% permeability in NRZ7 and NRZ8.
- Standard B13 – Landscaping.

  - Varied requirements in NRZ2 – NRZ19, GRZ1- GRZ4, RGZ1.
- Standard A10 and B17 – Side and rear setbacks.
  - Varied requirements in NRZ2 – NRZ19, GRZ1- GRZ4, RGZ1.
- Standard A11 and B18 – Walls on boundaries.
  - 0 metres distance requirement for NRZ6, NRZ7, NRZ8, NRZ16 and NRZ17.
- Standard A17 and B28 – Private open space.
  - Varied requirements in NRZ2 – NRZ19, GRZ1- GRZ4, RGZ1.
- Standard A20 and B32 – Front fences.
  - Varied requirements in NRZ2 - NRZ4, NRZ6 – NRZ13, NRZ15-NRZ19, GRZ1- GRZ3 and RGZ1.

A summary of the metrics and discretionary requirements included for each of the residential zone schedules is included in **Appendix 3**.

9.5 Site coverage

Testing of site coverage for different types of residential development in different neighbourhood character types has been undertaken for 36 sites in various neighbourhood character types. As shown in **Table 6**, the following site coverage percentages are typical in the following areas and can be supported in the new residential zone schedules:

Table 6: Summary of Recommended Site Coverage Requirements Against Character Type

Neighbourhood Character Type	Residential Zone	Recommended Site Coverage
Gold Era minimal	NRZ	50%
Gold Era incremental	NRZ, GRZ	60%
Suburban - Early minimal	NRZ, LDRZ	50%
Suburban - Early incremental	NRZ, GRZ	60%
Suburban - 1960s-1990s minimal	NRZ, LDRZ	50%
Suburban - 1960s-1990s incremental	NRZ, GRZ	60%
Suburban - Post 2000 minimal	NRZ, LDRZ	50%
Suburban - Post 2000 incremental	NRZ, GRZ	60%
Bush Garden minimal	NRZ, LDRZ	40%
Bush Garden incremental	NRZ	50%
Semi-rural minimal	NRZ, LDRZ	40%
Semi-rural incremental	NRZ	50%
Semi-bush minimal	NRZ, LDRZ	40%
Semi-bush incremental	NRZ	50%
Township minimal	NRZ	50%
Township incremental	NRZ	60%
Township Suburban minimal	NRZ	50%
Township Suburban incremental	NRZ	60%
Substantial Change	RGZ, MUZ	60%

It is noted that the LDRZ schedule cannot include a site coverage metric and that local planning policy guidelines will be used to reflect preferred site coverage requirements.

These rates of site coverage will be required in conjunction with sufficient areas of private open space to support the provisions of mature canopy trees in front and rear setback areas and the *Greening Greater Bendigo Strategy*. Further details about the review of site coverage to neighbourhood character areas and accompanying recommendations are based on a separate report titled *Review of Site Coverage Requirements, August 2023* by Plan2Place Consulting for the City of Greater Bendigo.

9.6 Minimum garden area requirement

It is considered appropriate to retain the minimum garden area requirement as applying to General Residential Zone (GRZ) schedules throughout all incremental change areas. This will result in the requirement having to be met for all residential planning applications.

9.7 Implementation in Elmore

Council is currently preparing a structure plan for Elmore. The findings of the HNCS should be considered in the preparation and implementation of this plan.

9.8 Existing and proposed overlays – Neighbourhood Character Overlay and Significant Landscape Overlay

The NCO and two associated schedules will continue to be applied to minimal change and incremental change areas in the of the GBPS.

The NCO will be removed from the GBPS where it overlaps the HO and in areas where either approved development or the existing context of the area make the NCO redundant. There are also many other areas where the NCO could be removed subject to the outcomes of the HO review that is underway. In several areas, further application of the NCO has been recommended for investigation and there are two specific areas where the NCO1 should be applied. These areas are detailed in **Appendix 3**.

The SLO and one associated schedule will continue to be applied to minimal change areas in the GBPS.

The SLO will be removed from the GBPS where approved development or the existing context of the area make the SLO redundant due to the removal of vegetation since the previous study was completed. In several areas, further application the SLO has been recommended for investigation. These areas are detailed in **Appendix 4**.

The review of NCO and SLO areas are based on a separate report titled *Review of Neighbourhood Character and Significant Landscape Overlays, February 2023* by Plan2Place Consulting for the City of Greater Bendigo.

9.9 NCO1, NCO2 and SLO1 review

As part of the review of the NCO1, NCO2 and SLO1 schedules, several key elements related to improving neighbourhood character and their application in these schedules have emerged.

The three schedules have been redrafted through Amendment C247gben and used as the basis of new schedule elements proposed in this HNCS. The schedules are well drafted, concise and targeted to the planning outcomes that are sought in the application of the controls. The key elements of these schedules are as follows:

NCO

- Requires a permit for buildings and works.

NCO1

- Includes a statement of neighbourhood character and two objectives.

- The existing and preferred neighbourhood character is based on the frequency of pre-World War I and inter-war era buildings and the consistency of common building forms and elements in the streetscape.
- Requires a permit for demolition of a building (but not an outbuilding or fence).
- Requires a permit to construct or extend an outbuilding (but not a fence).
- Modifies Standards A3 and B6 (front setbacks for garages and carports) and A20 and B32 (front fence height).
- Includes two decision guidelines.

NCO2

- Includes a statement of neighbourhood character and two objectives.
- The existing and preferred neighbourhood character is based on the frequency of post-war era buildings and the consistency of common building forms including low pitched roof forms, generous spaces around buildings, and lack of front fencing.
- Requires a permit for demolition of a building (but not an outbuilding or fence).
- Requires a permit to construct or extend an outbuilding (but not a fence).
- Modifies Standards A3 and B6 (front setbacks for garages and carports) and A20 and B32 (front fence height).
- Includes two decision guidelines.

SLO1

- Includes a statement of nature and key elements of the landscape and four objectives.
- Relates to retention of landscape and vegetation that forms an intrinsic part of bush garden and semi bush residential areas.
- Requires a permit for buildings and works when buildings and hard surfaces are greater than 40% and under a canopy tree greater than five metres, for a fence and to remove, destroy or lop native vegetation.
- Includes an application requirement for a report to be provided about proposed vegetation removal.
- Includes eight decision guidelines.

Elements to be included in revised schedules

From the review and analysis, the following elements should be considered in redrafted schedules:

- In NCO1, demolition controls and permit requirements for outbuildings and fences should be included due to the significance of these structures to the preferred neighbourhood character of the Bendigo early settlement residential areas.
- In NCO1 and NCO2, the existing modified requirements should be redrafted to:
  - Include reference to Table A1 from Standard A3 and B6 in the modified requirement consistent with Planning Practice Note 91.
  - Revise the wording of the front fencing modified requirement consistent with Planning Practice Note 91.
- In NCO1 and NCO2 modified requirements for standards on site coverage (A5/B8), permeability (A6/B9), landscaping (A8 and B13), access (B14), parking location (B15) and private open space (A17/B28) should be included in these schedules based on content included in the Greater Bendigo Neighbourhood Character Design Guidelines.
- In NCO2 include a new modified requirement for Standards A10 and B17 for a side setback of 1 metre minimum from the boundary plus 0.3 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres with encroachments allowed.

- In many areas affected by the SLO1, recent residential developments have resulted in the removal of most of the existing vegetation. This has occurred despite the application of the SLO1.
- Clearer and more specific requirements in the SLO1, such as why a permit is required and 40 percent site coverage, could better ensure that bush garden characteristics are retained by including additional application requirements and decision guidelines on matters such as site coverage and the location and size of private open space areas.

9.10 Relationship to the building system

To ensure that the requirements of the residential change area and associated residential zone schedule apply to single dwellings, Council could consider implementing the planning provisions that apply to residential development through to the building system. To enable this to happen, local values that are expressed in residential schedules are referenced by Schedule 6 to the Building Regulations which identifies which planning schemes have schedules that specify a local value.

The effect of this would be that when a schedule includes Clause 54 variations and is referenced in Schedule 6 to the Building Regulations, a building practitioner assessing a building permit application must use the value in the schedule to the residential zone instead of the value expressed in the relevant building regulation. This applies building requirements on a single dwelling that does not require a planning permit in a residential zone related to the maximum building height and Clause 54 Standards. The following Clause 54 standards are able to be given affect by being specified in a residential zone schedule that is referenced in Schedule 6 of the Building Regulations based on the details included in section 10.4:

- Standard A3 – Minimum street setback.
- Standard A5 – Site coverage.
- Standard A6 – Permeability.
- Standard A10 – Side and rear setbacks.
- Standard A11 – Walls on boundaries.
- Standard A17 – Private open space.
- Standard A20 – Front fences.

9.11 Implementing the Greening Bendigo Strategy

Council has made a commitment to greening Bendigo with a significant 50-year target to increase tree cover across urban Bendigo to 45% by 2070. Between 2012 and 2019, most suburbs in urban Bendigo actually went backwards in relation to tree cover. Suburbs like Bendigo, Strathfieldsaye and Strathdale are currently only at 12-13%.

To achieve these targets more work will need to be done in increasing the tree cover in the private realm, and in other areas the HNCS is influencing. The requirement for more housing and a greater diversity of housing, needs to be achieved while also increasing tree canopy cover. This is challenging. The preferred future character and the design guidelines have been developed to enable appropriate space for planting and successful establishment of large canopy trees. While this may result in more double or triple storey housing to enable these goals to be achieved, the alternative is more land being consumed in bush or agricultural areas with expensive infrastructure and limited services.

The HNCS has used the Apartment Design Guidelines for Victoria as a basis for the metrics used to inform the landscaping requirements in the Design Guidelines that accompany the HNCS[10]. The minimum deep soil area required for canopy trees in the Design Guidelines varies from 50 sqm (in Gold era Incremental) with a minimum five metre dimension for an 8 metre wide and high canopy tree at maturity) through to 144 sqm (in Semi-rural) with a minimum 7.5 metre dimension from a 12 metre wide and high tree at maturity. These figures have been rounded up to enable easier application.

[10] Apartment Design Guidelines for Victoria, 2021, Table B, p. 37

The establishment of medium to large canopy trees along with understorey vegetation is essential if a municipality like Greater Bendigo is to maintain its liveability and amenity to mitigate anticipated climate change impacts creating hotter and drier conditions. Future residential development must play a part in delivering more trees by ensuring there is adequate space in front and rear setbacks for the establishment and successful delivery of greater canopy cover.

9.12 Protecting the vegetated character

There are a range of tools available to help protect the vegetated character of an area but with these tools come significant challenges.

SLOs, VPOs and HOs – Not character controls

There is a clear inter-relationship between vegetation protection controls and neighbourhood character. It is important to note that these planning controls have distinct purposes as detailed below.

- The purpose of the VPO is to protect significant vegetation, including native and introduced vegetation. It can be applied to individual trees, stands of trees or areas of significant vegetation. The significance of identifying the vegetation is stated, together with the intended outcomes of the imposed requirements.
- The purpose of the SLO is to identify significant landscapes and conserve and enhance their landscape character. A permit is required for buildings and works, to construct a fence and to remove, destroy or lop vegetation if specified in the schedule. The schedule must identify the landscape character and outline the objectives to be achieved. There are a range of exemptions for buildings and works that are specified within the schedule to the overlay.
- The purpose of the HO is to protect heritage places with a recognised citation identified through the Victorian Heritage Register or in a local heritage study. A heritage place can have a wide definition and may include a tree. This relies on a rigorous heritage assessment process leading to the identification of the place and usually includes a statement of significance which establishes the importance of the place. Tree controls aim to preserve the historic, indigenous, aesthetic, and/or social values that are associated with the identified vegetation.

These three types of planning controls (VPOs, SLOs and HOs) regulate vegetation removal, significant landscape and heritage places. These matters contribute to an area's neighbourhood character, but they are not neighbourhood character controls, whereas the NCO is a neighbourhood character control. Sometimes a VPO or SLO is applied in addition to an NCO to protect vegetation that is less than five metres in height and has a truck circumference less than 0.5 metres due to the limited vegetation protection provisions of the NCO.

The contribution that vegetation makes to the character of the city and how it is reflected in the application of the VPO, SLO and HO is clearly recognised but it is important to remember that these controls contribute to neighbourhood character values, rather than being a proxy for them. Neighbourhood character values are expressed through a neighbourhood character type and its attributes and, in particular areas, by application of the NCO.

The HNCS has reviewed the existing NCO and SLO areas. No new SLO areas have been proposed, but further strategic work is recommended to determine if additional areas are required.

In terms of the NCO, some areas are recommended for removal and there are three small areas recommended for additional NOC1 controls which include:

- 17-25 Skene Street, Kennington
- 1-3 and 4-10 Michael Street, Kennington
- 52-56 Napier Street, Eaglehawk
- 15-21 Moran Street, Long Gully (extension to cover the full lot)

Other areas not currently included in the NCO are recommended for review, depending on the outcomes of future Heritage studies being undertaken for the City. Areas that do not meet the criteria for a HO place

may meet the criteria for an NCO area and that should be determined once heritage studies are undertaken and implemented.

9.13 Improved monitoring

The City could consider improved monitoring of landscaping requirements for tree protection conditions on planning permits where land owners are required to plant a canopy tree to replace lost vegetation and to protect the tree root zone, trunk and canopy of existing vegetation.

Regular monitoring and selective auditing of approved permits that require existing trees to be protected in SLO and NCO areas and for other development approvals could be undertaken to show applicants and landowners that these matters are being taken seriously by the City.

9.14 Local laws

The City could consider the application of a new local law for the protection of significant and canopy trees. This would be an option to protect canopy trees in areas of the municipality where only native vegetation is protected. This has the advantage of being lower in cost than the preparation and exhibition of a planning scheme amendment. The *Greening Greater Bendigo Strategy* provides a policy basis for the introduction of a new local law and would perhaps be a logical action arising out of any review of the possible implementation of that Strategy.

9.15 Community education

Community education about the importance of vegetation retention and protection is a critical component to the success of planning controls and voluntary means to increase vegetation canopy cover and local habitat. Greater Bendigo includes a large amount of information on its website through the *Greening Greater Bendigo Strategy* and gardening and landscaping guidelines. Guidelines could be applied in planning application assessments and utilised more broadly by landowners to increase vegetation on their sites and on buildings through new “green” roofs.

Regulation and planning requirements are important parts of Council’s role in terms of tree protection. However, community information and ownership of the importance of vegetation protection and enhancement with dedicated Council and voluntary streetscape and planting programs will be the key drivers of increased canopy cover and habitat into the future.

9.16 Other actions

Other actions are also important to drive the improved implementation of neighbourhood character attributes in the City of Greater Bendigo and include the following:

- Foster partnership groups and collaborative forums between the City, Victorian Government Departments and Agencies and the local development industry to improve relationships, understandings and expectations within the sector to deliver increased and improved housing in Greater Bendigo and nearby townships. Joint workshops to explain the objectives and techniques for achieving better and more authentic Bendigo character could yield good results as local designers and builders gain a broader understanding of what gives Bendigo its unique character. Without these processes, growth areas are likely to have very generic character and be no different from other towns and cities.
- Education opportunities around the location of site services and appliances such as air conditioners, trees, material quality, etc. to improve the quality of development being delivered.
- Advocate for updates to the Loddon Mallee Regional Growth Plan to take account of Greater Bendigo’s residential development framework.
- Promote awareness, understanding and ownership of the HNCS, design guidelines and residential development framework by Councillors, the local community and development industry.
- Facilitate a great percentage of medium density housing planning applications in established residential areas, particularly in incremental change and substantial change areas, through clearer

planning guidelines and requirements and dedicated planning officers to assess applications and provide advice.

Appendix 1 – Summary of Relevant Overlay Schedules

Amendment C29 to the Greater Bendigo Planning Scheme (GBPS)

Council incorporated the findings of the Study into the GBPS through Amendment C29 which was approved in April 2004. The Amendment introduced 15 new residential character policies applying to residential neighbourhoods of Greater Bendigo. The Significant Landscape Overlay and schedule was introduced along with the Neighbourhood Character Overlay and two schedules.

Existing vs Preferred Character

Local planning policies in the GBPS in conjunction with the relevant precinct brochures seek to maintain the existing character of the area as determined through the existing Residential Character Study. There is little guidance provided to help manage areas where different levels of change are envisaged and this being reflected in the preferred character statement.

The NCO is a useful VPP tool that performs an important function to manage preferred neighbourhood character. There are many other tools in the GBPS across the municipality that impact on housing and neighbourhood character. These include the SLO, DDO and DPO. **Tables 7, 8 and 9** provide a summary of the most relevant schedules about housing and neighbourhood character and the proposed residential change area to be determined though the GBH&NCS. Many overlays are not relevant to the underlying residential change area and where this is the case they are identified as not applicable (N/A).

Significant Landscape Overlay (SLO)

Table 7: Greater Bendigo Planning Scheme – Significant Landscape Overlay, Summary

Significant Landscape Overlay, Clause 42.03	Summary of Controls	Residential Change Area
SLO 1: Bush Garden and Semi-bush Residential Areas	Provide housing in a bushland setting. Permit not required if pervious surfaces less than 40% of site. And not under the canopy of a tree of 5 metres or more in height. Permit required to construct a fence over 1.5 metres in height of post and wire construction. Permit required to remove, destroy or lop any native vegetation.	Minimal change

Design and Development Overlay (DDO)

Table 8: Greater Bendigo Planning Scheme – Design and Development Overlay, Summary

Design and Development Overlay, Clause 43.02	Summary of Controls	Residential Change Area
DDO1: Airfield Environs – Restricted Building Heights	Permit required for buildings greater than 7.5 metres.	Minimal change
DDO6: Urban - Forest Interface	Permit required for a dwelling less than 33 metres from forested areas. Minimum lot size of 0.4 hectares (ha).	Minimal change
DDO7: Ascot Residential Area	Dwelling not connected to reticulated sewerage and drainage. Minimum lot size of 1,500 square metres (sqm).	Minimal change
DDO9: Axedale Township Structure Plan	Minimum subdivision area of 1,500sqm. Curvilinear roads alignments preferred to preserve native vegetation. Rural profile open swale drains. Planting of native trees and understorey encouraged.	Minimal change

Design and Development Overlay, Clause 43.02	Summary of Controls	Residential Change Area
DDO10: Maiden Gully Structure Plan	Maintain low density residential nature of the area. Lot sizes recommended for precincts (most 1,500 sqm).	Minimal change
DDO16 Bendigo Airport – Height Restrictions (Area A)	Permit for buildings and works required for buildings over four metres to protect operations of airport.	Minimal change
DDO17: Bendigo Airport – Height Restrictions (Area B) [Impacts small amount of LDRZ land south of Nomad Road]	Permit for buildings and works required for buildings over 10 metres to protect operations of airport.	Minimal change
DDO22: Health Precinct	Achieve a high standard of building design and site development appropriate to high visual and locational profile of Health Precinct. Optimise development potential and capacity. Transition area from hospital to adjoining residential areas. Sets height limits of between 1-2 storeys around health precinct (6-9 metres). Front setback controls of between 1-4 metres and 2-4 metres. Landscape setting.	Minimal change
DDO23: Eaglehawk Activity Centre (Impacts some GRZ land)	Encourage expansion and intensification of built environment. Increased development densities consistent with heritage character and streetscapes. Sets out a range of height, setback and other requirements. Most is covered by HO controls apart from a small section of GRZ land at 52-56 Napier Street.	Minimal change Incremental change (52-56 Napier Street)
DDO24: Large lot/Unsewered Residential areas (Impacts Strathfieldsaye)	Support provision of reticulated sewerage services. Lots suitably sized to enable sustainable residential development and protect neighbourhood character. Provide protection from bushfire.	Minimal change
DDO25: Hospital Emergency Medical Services Helicopter Flight Path Protection (Inner Area)	A permit is triggered if development exceeds 235.9 AHD but is not a prohibition on higher buildings necessarily and substantial change.	Incremental change; Substantial change (Between Arnold, Stewart, Bayne and Bannister Streets)
DDO26: Hospital Emergency Medical Services Helicopter Flight Path Protection (Outer Areas)	A permit is triggered if development exceeds 245.9 AHD but is not a prohibition on higher buildings necessarily and substantial change.	N/A
DDO29: Strathfieldsaye Town Entrances (LDRZ and GRZ)	Facilitate a low scale residential area in bushland and spacious setting. Permit required for front and side fence; no fence preferred. Site coverage requires not more than 50 percent. Maximum height limit of 7 metres. Set back of 9 metres from Wellington Street and Strathfieldsaye Road.	Minimal change

Development Plan Overlays (DPO)

Table 9: Greater Bendigo Planning Scheme –Development Plan Overlay, Summary

Development Plan Overlay, Clause 43.04	Summary of Controls	Residential Change Area
DPO2: Epsom And Ascot	Sets out requirements for servicing and infrastructure for new residential development.	N/A (see C247gben)
DPO3: General Residential Zone – Density Management Areas	Sets out requirements for servicing and infrastructure for new residential development.	N/A (see C247gben)
DPO4: Low Density Residential Zone – Density Management Areas	Sets out minimum lot sizes for several LDRZ areas of between 0.8 and 2 ha.	Minimal change
DPO10: Coliban Estate	Sets out requirements for servicing and infrastructure for new residential development.	N/A
DPO14: Scott Street Development Plan	Sets out requirements for servicing and infrastructure for new residential development.	N/A (see C247gben)
DPO15: Burgoyne Street Development Plan	Sets out requirements for servicing and infrastructure for new residential development.	N/A (see C247gben)
DPO16: Lansell Crest Estate, Bendigo	Sets out requirements for servicing and infrastructure for new residential development.	N/A
DPO21: Jackass Flat New Development Area	Sets out requirements for the preparation of a development plan. Plan must include a range of lot sizes with higher density development to be on existing cleared land.	N/A
DPO23: [No Title]	Sets out requirements for servicing and infrastructure for new residential development.	N/A
DPO25: Huntly Township Plan New Development Area	A development plan must include relevant considerations of the Huntly Township Plan 2009.	N/A
DPO26: Strathfieldsaye New Development Areas	A development plan must be generally consistent with the Strathfieldsaye Township Plan with lots size recommendations in specific locations to create a sense of spaciousness.	N/A
DPO27: Surplus Education Land	Sets out requirements for servicing and infrastructure for new residential development.	N/A
DPO28: Forest Park Estate (Maiden Gully)	Sets out requirements for servicing and infrastructure for new residential development.	N/A
DPO30: 2 Osborne Street, Flora Hill	Development plan must provide a range of dwelling types with a range of heights up to four storeys, a range of densities and a range of bedroom numbers. (Existing RGZ2)	Substantial change (four storey)

Appendix 2 – Review Recommendations of NCO and SLO Controls and Draft Schedules

Table 10: Recommendations of the Review of the Existing NCO and SLO Controls

Precinct Address	Recommendation
Somerville Street, Flora Hill	Remove the NCO1 on sites at 9-15 Carolin Street, subject to the outcomes of the HO review. Remove the NCO1 from the remainder of the precinct.
Gladstone Street, Quarry Hill	Retain the NCO1 subject to the outcomes of the HO review.
Houston Street, Quarry Hill	Retain the NCO1 subject to the outcomes of the HO review.
Carpenter Street, Quarry Hill	Retain the NCO1 subject to the outcomes of the HO review.
Rowcliffe Street and Havlin Street West, Quarry Hill	Retain the NCO1 subject to the outcomes of the HO review.
Havlin Street East, Bendigo	Retain the NCO1 subject to the outcomes of the HO review.
Mundy Street, Bendigo (between Myers and Mollison Streets)	Remove the NCO1 subject to the outcomes of the HO review.
Queen and Violet Streets, Bendigo	Retain the NCO1 subject to the outcomes of the HO review.
Lily and Honeysuckle Streets, Bendigo	Retain the NCO1 subject to the implementation of the proposed heritage overlay controls.
Anderson Street, Bendigo (adjacent to Hustlers Reef Reserve)	Remove the NCO1 from the precinct following outcomes of HO review.
Niemann Street, Bendigo	Remove the NCO1 from HO places. Remove the NCO1 from other areas following review of HO.
Buckley, Bannerman, Forest, Acacia and Harrison Streets, Bendigo	Remove the NCO1 from HO listed properties. Retain the NCO1 over remaining areas of precinct. Potentially create a new DDO schedule with a focus on how development addresses the creek environment in the Forest, Acacia and View Street areas.
Lucan, Uley, Bridge, Bailes, Joseph, Havelock and McCrae Streets Bendigo.	Remove the NCO1 from HO sites. Remove the remaining NCO1 areas subject to HO review.
Sternberg Street, Strathdale	Retain the NCO1 subject to the outcomes of the HO review. Apply NCO1 to 17-25 Skene Street, Kennington 1-3 and 4-10 Michael Street, Kennington Retain the NCO2.
North of McIvor Highway, East Bendigo	Remove the NCO1.
Lucan Street, North Bendigo	Thunder Street – Remove the NCO1 subject to the outcomes of the HO review. Lucan and Harney Streets – retain the NCO1 subject to outcomes of the HO review.
Grace and Cahill Streets, White Hills	Retain the NCO2 subject to HO review.
Eaglehawk	Retain the NCO1 subject to outcomes of the HO review. Areas within 400 metres of the train station and along transit routes (not deemed suitable for the HO) should have incremental change category applied. Apply the NCO1 on properties at 52-56 Napier Street (also subject to DDO23 Eaglehawk Activity Centre.)

Precinct Address	Recommendation
Eaglehawk Road (Thorpe to Sandhurst Roads), California Gully	Retain the NCO1 subject to outcomes of the HO review.
Sandhurst Road, California Gully	Remove the NCO1 subject to the outcomes of the HO review.
Upper California Gully Road, California Gully	Remove the NCO1 subject to the outcomes of the HO review.
Eaglehawk Road, California Gully	Remove the NCO from HO properties. Retain the NCO subject to the outcomes of the HO review.
Eaglehawk Road, Long Gully	Remove the NCO subject to the outcomes of the HO review.
Bennett and Arms Streets, Long Gully	Retain the NCO1 subject to the outcomes of the HO review.
Buckley Street, Long Gully	Remove the NCO1 from HO sites. Extend the NCO to cover the full lots at 15-21 Moran Street. Retain the remaining NCO1 areas subject to the outcomes of the HO review.
Philpot and Cross Streets, Long Gully	Retain the NCO1 subject to the outcomes of the HO review.
Quick Street, Casley Street and Havilah Road, Long Gully	Remove the NCO1from this entire area.
Lily and Nettle Streets, Ironbark	Remove the NCO1 from properties on Lily Street. Remove the NCO from HO properties.
Barnard Street, Ironbark	Remove the NCO1.
Eaglehawk Road and Susan Street, Ironbark	Remove the NCO1 subject to the HO review.
Rae Street, Ironbark	Remove the NCO1 from HO sites. Remove the NCO1 from remaining sites at 10 and 12 Rae Street.
Bannerman Street, Ironbark	Remove the NCO1 from HO sites. Retain the NCO1 subject to the outcomes of the HO review.
Eaglehawk Road and Valentine Street, Ironbark	Retain the NCO1 on Valentine Street properties. Review the NCO1 on Eaglehawk Road properties following HO review.
342-354 High Street, Golden Square	Retain the NCO1.
High and Panton Streets, Golden Square	Remove the NCO on sites at 376-382 High Street. Retain the NCO subject to the implementation of the proposed heritage overlay controls for the remainder of precinct.
Panton Street, Golden Square	Remove the NCO1 controls from 35-51 and 61A-63A Panton Street due to strategic location. Remove the NCO from the HO site, and from the extension to HO25 once this has been implemented. Retain the NCO1 on remainder of precinct.
McDougall Road, Rowe Street, Golden Square	Retain the NCO1.
Allingham Street, Golden Square	Retain the NCO1 over 1-13 and 8-14 Allingham Street. Remove the NCO1 from 16-22 Allingham Street.
Panton, Cedar and High Streets, Golden Square	Retain the NCO1 on the site on High Street subject to HO review. Remove the NCO1 controls from remainder of the precinct, but only from 11 Panton Street once the extension to HO25 has been implemented.
High, Old High, Thistle and Hargreaves Streets, Golden Square	Remove the NCO1 from sites on King Street. Retain the NCO1 on the remainder of the precinct. schedule.
Old High Street, Golden Square	Retain the NCO1.

Precinct Address	Recommendation
	Remove NCO from select properties following implementation of heritage controls on them.
Burn and Maple Streets, Golden Square	Retain the NCO1.
Ophir and Rowan Streets, Golden Square	Retain the NCO subject to the implementation of the proposed heritage overlay controls.
Chum, Booth and Curnow Streets, Golden Square	Retain the NCO1. Remove from select properties once their inclusion in the heritage overlay has been implemented.
Adam Street, Golden Square	Retain the NCO subject to the HO review. Remove if area transitions to C2Z, otherwise retain if a residential zone remains.
Maple Street, between MacKenzie Street West and Old High Street	Retain the NCO1.
Alamein Court and Bay Street, Golden Square	Retain the NCO2 subject to outcomes of the HO review.
Thistle Street, Golden Square	Remove the NCO1.
47 Marong Road, Golden Square	Remove the NCO1.
Hospital and High Streets, Heathcote	Remove NCO1 from 72 High Street. Retain the NCO1 over the rest of the precinct. Potential to create a new DDO schedule covering township character types with strong direction around entrances to townships.
Mitchell, Herriot and High Streets, Heathcote	Remove the NCO1 from properties covered by the HO. Retain the NCO1 over the remainder of the precinct.
Nunn, Sharon, Hillview and Race Streets, Flora Hill	Remove the SLO1 from 18-26 Sharon Street and 3 Nunn Street. Further investigate the application of the VPO or an ESO following the Significant Tree Study to large trees remaining on these sites.
Edwards Road, Flora Hill	Retain the SLO1.
Ellis Street, Flora Hill	Remove the SLO1. Further investigate application of the VPO or an ESO following the Significant Tree Study to large trees remaining on these sites.
Edwards Road to Hakea Street, Flora Hill	Retain the SLO1.
Lyndale Court and Osborne Street, Spring Gully	Retain the SLO1.
Kendall and Burns Streets, Spring Gully	Retain the SLO1 on 25-27 and 32-34 Kendall Street, Spring Gully. Remove the SLO1 from remainder of the precinct and redesignate as Garden Court.
Walker Drive, Spring Gully	Remove the SLO1. Add the SLO1 to 47 and 57 Autumn Gully Road.
Inglis Street, West Bendigo	Remove the SLO1.
St Killian and Church Streets, White Hills	Remove the SLO1 from properties in Captain Court and Ironhill Close. Retain the SLO1 on the remainder of the precinct. Redesignate Captain Court and Ironhill Close to Suburban - Post 2000. Redesignate 82-88 St Killian Street to Semi-rural.
Prouses Road, White Hills	Retain the SLO1.
Golden Gully Road, Kangaroo Flat	Remove the SLO1 from west side of Bunker Street, along Bath Lane and Ham Street.

Precinct Address	Recommendation
	Area should be redesignated to Semi-bush except for properties along Bath Lane and Ham Street to remain as Semi-rural.
Furness Street and Stanley Crescent, Kangaroo Flat	Retain the SLO1 on all LDRZ land. Apply SLO1 to land at 70 Furness Street. Remove the SLO1 from all GRZ land at 6, 8, 10, 12, 14 and 16 Cannon Lane; 1-13 Cobb Court; 15, 24, 26, 28, 30, 31, 32 and 34 Furness Street; and 5 Hammill Street.
North Heathcote Region	Retain the SLO1 on all LDRZ and GRZ land. Remove the SLO1 on PUZ7 and PCRZ land.
GBPS	Redrafted NCO1 Schedule.
GBPS	Redrafted NCO2 Schedule.
GBPS	Redrafted SLO1 Schedule.

Redrafted NCO1, NCO2 and SLO1 Schedules.

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SCHEDULE 1 TO CLAUSE 43.05 NEIGHBOURHOOD CHARACTER OVERLAY

Shown on the planning scheme map as **NCO1.**

BENDIGO EARLY SETTLEMENT RESIDENTIAL CHARACTER

1.0 Statement of neighbourhood character

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The areas of Greater Bendigo affected by this schedule all have an existing and preferred character based on the frequency of pre-World War I and Inter-war era buildings. Collectively the buildings are considered to contribute to the broader heritage and understanding of the historical development of Bendigo and surrounding areas.

The streetscape patterns and characteristics created by the ~~frequency~~ placement and repetition of the ~~buildings~~ dwellings of these eras, and their common building forms and elements, have a consistency that is valued by the local and wider community. The streetscape elements of particular importance in these areas include building form, siting including the location of car storage facilities, building materials and roof form.

2.0 Neighbourhood character objective

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To ensure that ~~new buildings and works~~development reflects the preferred character of the surrounding area.

To encourage the retention of existing pre-World War I and inter-war dwellings.

3.0 Permit requirement

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A permit is required to:

- Construct or extend an outbuilding normal to a dwelling.
- Demolish or remove a building including an outbuilding.

4.0 Modification to Clause 54 and Clause 55 standards

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Standard	Modified requirement
A3 and B6	Garages and car ports ~~should~~ must be located a minimum of 1 metre behind the ~~line~~ front setback of the dwelling.
A8 and B13	A canopy tree with a mature height of 6 metres should be provided in the front setback and rear setback of the dwelling.
B14	A maximum of one vehicle crossover and driveway is to be provided per lot or multi-dwelling development.
B15	Car parking facilities must not be located in the front setback of the dwelling.
A20 and B32	~~Maximum~~ A front fence within 3 metres of a street must not exceed a height ~~is~~ of 1.2 metres, other than adjoining a Transport Zone 2 or a Transport Zone 3 where ~~the maximum is~~a front fence within 3 metres of a street must not exceed a height of 1.5 metres.

5.0 Decision guidelines

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The following decision guidelines apply to an application for a permit under Clause 43.05 in addition to those specified in Clause 43.05 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- ▪ Whether the exterior of the pre-World War I or inter-war era building proposed to be demolished is intact or repairable.

▪

- Whether any ~~new buildings and works~~development, including proposed building setbacks, reflects the preferred neighbourhood character of the surrounding area.
- Whether the proposed landscaping at maturity will provide for canopy trees on the lot.
- Whether the location of car parking and access to the dwelling are located at the side or rear and are consistent with the streetscape of the area.
- Whether front fencing height and details on the site are consistent with those in the area.

SCHEDULE 2 TO CLAUSE 43.05 NEIGHBOURHOOD CHARACTER OVERLAY

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Shown on the planning scheme map as **NCO2.**

BENDIGO POST WAR RESIDENTIAL CHARACTER

1.0 Statement of neighbourhood character

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The areas of Greater Bendigo affected by this schedule have an existing and preferred character which is based upon the highly consistent and spacious qualities of the streetscape. These qualities are derived from the continued presence of intact post-war era dwellings set within gardens. These dwellings are surrounded by lawn and shrubs, with either low horizontal or no front fences to interrupt the view of front yards and the dwellings.

Collectively, the buildings have unique qualities that should be respected in any new development. The streetscape elements of particular importance in these areas include building form, including low pitched roof forms, generous spaces around buildings, the location of car storage facilities and lack of, or low, front fencing. ~~These elements and the appropriate design response are detailed in the relevant Precinct Brochure forming part of the City of Greater Bendigo Residential Character Study 2001.~~

2.0 Neighbourhood character objective

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To ensure that ~~new~~ development ~~and works~~ reflects the preferred character of the surrounding area.

To encourage the retention of existing post-war era dwellings.

3.0 Permit requirement

--/--

A permit is required to:

- Construct or extend an outbuilding normal to a dwelling.
- Demolish or remove a building including an outbuilding.

4.0 Modification to Clause 54 and Clause 55 standards

--/--

Standard	Modified requirement
A3 and B6	Garages and car ports ~~should~~ must be located a minimum of 1 metre behind the ~~line~~ front setback of the dwelling.
A8 and B13	A canopy tree with a mature height of 6 metres should be provided in the front setback and rear setback of the dwelling.
B14	A maximum of one vehicle crossover and driveway is to be provided per lot or multi-dwelling development.
B15	Car parking facilities must not be located in the front setback of the dwelling.
A10 and B17	A new building must be set back from side and rear boundaries a minimum of 1 metre plus 0.3 metres for every metre of height over 3.6 metres up to 6.9 metres, plus 1 metre for every metre of height over 6.9 metres. Sunblinds, verandahs, porches, eaves, fascias, gutters, masonry chimneys, flues, pipes, domestic fuel or water tanks, and heating or cooling equipment or other services may encroach not more than 0.5 metres into these setbacks. Landings having an area of not more than 2 square metres and less than 1 metre high, stairways, ramps, pergolas, shade sails and carports may encroach into the setbacks of this standard.
A20 and B32	~~Maximum~~ A front fence within 3 metres of a street must not exceed a height of ~~is~~ 600mm.

5.0 Decision guidelines

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The following decision guidelines apply to an application for a permit under Clause 43.05 in addition to those specified in Clause 43.05 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- Whether the exterior of the post-war building proposed to be demolished is intact or repairable.
- Whether any ~~new~~ development, including proposed building setbacks, ~~and works~~ reflects the preferred neighbourhood character of the surrounding area.
- Whether the proposed landscaping at maturity will provide for canopy trees on the lot.
- Whether the location of car parking and access to the dwelling are located at the side or rear and are consistent with the streetscape of the area.
- Whether front fencing height and details on the site are consistent with those in the area.

SCHEDULE 1 TO CLAUSE 42.03 SIGNIFICANT LANDSCAPE OVERLAY

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Shown on the planning scheme map as **SLO1**.

BUSH GARDEN AND SEMI-BUSH RESIDENTIAL AREAS

1.0 Statement of nature and key elements of landscape

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The vegetation of the City of Greater Bendigo has been extensively cleared due to European settlement, agricultural land uses and exploitation of forests during the gold-rush era. The remaining vegetation is significant for its diversity, environmental and scenic values, and in providing habitat areas, particularly the regrowth box-ironbark forests surrounding Bendigo and Heathcote. Extensive areas remain in public ownership, however, important tracts of forest are also in private ownership and subject to development pressures.

Many of the residential areas within Greater Bendigo remain well vegetated and provide an attractive bushland setting, which contributes to the preferred neighbourhood character of the area. It is ~~therefore~~ necessary to ensure that new residential development protects this significant vegetation by including~~es~~ sufficient space around the dwelling and in hard surface areas through tree protection zones ~~to~~ that accommodate trees and understorey vegetation.

2.0 Landscape character objectives to be achieved

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To maintain and enhance Greater Bendigo's scenic and biodiversity landscape assets.

To provide for housing in a bush land setting with sensitive siting of buildings, access and earthworks which minimises impact to the natural environment and preferred neighbourhood character of the area.

To limit the removal of native vegetation and encourage the planting of vegetation which is native to the Greater Bendigo area, particularly species which previously grew on the site.

To encourage maintenance and development of linkages through the protection of remnant native vegetation and by facilitating natural revegetation.

3.0 Permit requirement

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A permit is not required to construct a building or carry out works provided all the following requirements are met:

- The total area of all buildings and hard surfaced and impervious areas (including driveways, tennis courts and swimming pools) at ground level is less than 40 per cent of the site; and
- The building or works are not under the canopy of a tree which is 5 metres or more in height as delineated by a tree protection zone.

A permit is required to:

- Construct a fence. This does not apply if the fence is of post and wire construction up to 1.5 metres in height.
- Remove, destroy or lop any native vegetation. This does not apply if the lopping of vegetation is undertaken to assist its regeneration.

4.0 Application requirements

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The following application requirements apply to an application for a permit ~~to remove native vegetation~~ under Clause 42.03, in addition to those specified elsewhere in the scheme and must accompany an application, as appropriate, to the satisfaction of the responsible authority:

- A report which details, as relevant, the:
  - ~~The t~~Total extent of native vegetation on the site and adjacent to the site, the extent of proposed clearing on the site, the location of any river, stream, watercourse, wetland or channel on the site, and if relevant the location of areas with a slope exceeding 25 per cent.
  - ~~The p~~Purpose of the proposed clearing.
  - Demonstration that the removal, destruction or lopping of remnant native vegetation has been minimised as far as is reasonable and practicable.

- Specific details of planned revegetation following disturbance, or revegetation of an alternate site, including proposed species and ground stabilisation.
- Any buildings and works that are proposed on the site, including any excavation or areas of cut and fill.
- Potential impacts of any buildings and works on significant vegetation and what measures will be taken to mitigate these potential impacts.
- Tree protection zones that are to be provided for significant vegetation.lding

5.0 Decision guidelines

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The following decision guidelines apply to an application for a permit under Clause 42.03, in addition to those specified in Clause 42.03 and elsewhere in the scheme which must be considered, as appropriate, by the responsible authority:

- Whether buildings and structures have been screened to maintain the preferred neighbourhood character of the area.
- Whether vegetation which contributes to the character and appearance of the area will be impacted.
- Whether efforts have been made to retain remnant vegetation and conserve flora and fauna habitats including habitat corridors and biolinks.
- Whether the native vegetation impacted is significant in terms of physical condition, rarity or variety.
- Whether alternative ways of carrying out development on the site have been considered to minimise removal, destruction or lopping of native vegetation.
- How the removal, destruction or lopping of native vegetation may impact on resident and migratory fauna, including the retention of trees (living and dead) with hollows for habitat value.
- Whether the proposed buildings and works are consistent with the preferred neighbourhood character of the area.
- Whether any mitigation measures to be utilised are sufficient to protect significant vegetation from potential development impacts.
- Whether sufficient tree protection zones will be provided to protect significant vegetation.
- Whether the proposed development achieves a site coverage of 40 percent or less.
- Whether the development may detrimentally impact on soil, water, flora, fauna, air or ecosystems.
- Whether it is appropriate to include conditions requiring planting, replanting or other treatment of any part of the site.

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