

**21.06 LOW DENSITY**03/03/2016  
C110**21.06-1 Overview**03/03/2016  
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The low density residential areas shown on Low Density Framework Plan 2 are characterised by undulating landform with prominent ridges, dissected by creeks and drainage lines. These areas form a buffer between the green wedge and Yarra River corridor and urban residential areas. These areas offer a choice for people who are seeking a more spacious and attractive environmental setting.

Parts of the low density residential areas have significant native vegetation and biodiversity values, whilst other low density residential areas have a unique landscape character due to the predominance of large canopy pine and cypress trees.

**Housing**

Housing development should be responsive to identified environmental values and landscape character of land in the Low Density Residential Zone. Development of housing is constrained by the capacity to treat and contain effluent on site. Proposals for residential development must have regard to vegetation, infrastructure provision, topography, waterways, landslip, wildfire, flooding and environmental or landscape significance.

**Subdivision**

Effective subdivision design in low density residential areas should appropriately respond to and address site opportunities and constraints. Any proposals to subdivide land will need to consider land capability, environmental and landscape values, topography, physical and community infrastructure.

**Built form and landscape character**

New development should be designed and sited to reinforce and be respectful of the landscape and environmental characteristics of the site and its surroundings. The importance of retaining and enhancing native vegetation cover and in some circumstances pine and cypress tree cover is an intrinsic part of the preferred character of low density residential areas.

**Traffic and Carparking**

The existing local road network within some parts of the Low Density Residential Zone is characterised by narrow roads, including single lane and unsealed roads, well-vegetated road verges, unmade kerbs and channels and no footpaths. The undulating topography in these locations can create issues associated with impaired lines of vision for vehicles and limited pedestrian accessibility. This semi-rural road network contributes to the low density character of the area. The intensity of use and development should not detrimentally impact on the capacity or safety of the existing local road network, with all associated car parking to be provided on site.

**Environmental issues**

Many properties within the low density residential areas are not sewered. A key issue is the number of ineffective and poorly maintained septic tank systems across the municipality, which pose a significant threat to water quality. The challenge for Council is to find a balance between the expectations of landowners to develop their site and the capacity of land to retain effluent on site.

The low density residential areas contain a number of sites of National, State or Regional Biological Significance and important associated buffer habitat. Manningham is proactive in the protection and enhancement of the natural environment and biodiversity. The challenge is to effectively manage Manningham's natural assets in response to any development pressures, particularly on land with environmental values, steep slopes and significant vegetation cover or which may be prone to landslip, wildfire or flooding.

Along habitat corridors and within treed residential areas, maintenance of native tree cover (and particularly the locally indigenous species) is an important requirement for facilitating wildlife movements. These movements are important for the survival of both the wildlife and many indigenous plants that rely on wildlife for pollination, seed dispersal or pest control.

Proposals to subdivide or develop land will need to avoid, minimise and offset native vegetation removal and impacts.

### **Economic development issues**

Council encourages home occupations as an important means of achieving economic development and providing opportunities that enable residents to work from home. The needs of these businesses should be addressed while ensuring that residential amenity is not adversely affected.

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### **Housing**

#### **Key issues**

- Dwindling land stock for the extension of existing residential areas resulting in development pressures of low density areas.
- Retaining the low density character of areas.
- Inappropriate forms of residential development.
- Number of existing lots less than 4000 square metres which are currently unsewered.
- Impact of housing on biodiversity.

#### **Objectives**

- To ensure that development does not adversely impact on the landscape character or environmental values of land.
- To maintain the low density character of the area.
- To discourage the rezoning of low density residential land, regardless of access to services and infrastructure (particularly reticulated sewerage).
- To recognise that increased densities and residential development in low density residential areas are constrained by land capability, environmental values and lack of convenient access to physical and community infrastructure.

#### **Strategies**

Strategies to achieve these objectives include:

- Maintain the low density residential land as a buffer area between residentially zoned land and the green wedge and Yarra River corridor, by discouraging the rezoning of land.

- Retain the predominance of single dwellings on allotments and discourage inappropriate residential development.
- Discourage the use and development of land for a second dwelling except where a second dwelling is attached by roof, walls and floor.
- Ensure that the scale of development is appropriate to the capability of land to retain effluent on site.
- Avoid, minimise and offset native vegetation removal and impacts.
- Ensure that the siting and design of housing development and associated infrastructure and services minimises the extent of earthworks and responds to site constraints including slope, waterways and wildfire risk.

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**Traffic and Carparking**

**Key issues**

- Capacity of existing road network.
- Impact of intensive forms of development on the road network.
- Impact of on-site access and carparking, including areas designated for vehicle manoeuvring.
- Limited pedestrian accessibility.

**Objectives**

- To ensure that use and development does not detrimentally impact on the safety and function of the existing road network.
- To recognise that the intensity of use and development within low density residential areas is constrained by the capacity of the existing local road network.
- To ensure that on-site access to the primary and any ancillary uses on the site is via a single crossover.
- To ensure all car parking is provided on site.
- To encourage the use of pervious surfaces in the design of on-site access and carparking, including areas designated for vehicle manoeuvring.

**Strategies**

Strategies to achieve these objectives include:

- Ensure that the intensity and scale of use and development is appropriate having regard to the capacity of the existing road network and pedestrian accessibility.
- Ensure the appropriate design and siting of on-site access, carparking, areas designated for vehicle manoeuvring and avoid the extensive use of hard surfaces.

**Implementation**

These strategies will be implemented by:

**Zones and overlays**

- Applying the Low Density Residential Zone.

- Applying the Wildfire Management Overlay.
- Applying an Environmental Significance Overlay.
- Applying a Significant Landscape Overlay.

#### **Policy and exercise of discretion**

- Implementing the *Development Guide for Areas of Environmental and Landscape Significance* (2011).
- Implementing the *Manningham (Biosites) Sites of Biological Significance Review* (2004).
- Implementing the *Wildlife Movement and Habitat Needs in Manningham* (2009).
- Implementing the *Locally Threatened Plants in Manningham* (2010).
- Using local policy to conserve native vegetation (*Native vegetation policy, Clause 22.02*).
- Using local policy to guide residential accommodation (*Residential Accommodation, Clause 22.04*).
- Using local policy to guide non-residential uses in residential areas (*Non-Residential Uses in Residential Areas, Clause 22.05*).
- Using local policy to guide outbuildings in the Low Density Residential Zone (*Outbuildings in the Low Density Residential Zone, Clause 22.19*).
- Implementing the *Manningham City Council, Manningham City Council Development Guide: Outbuildings in the Low Density Residential Zone, October 2015*

#### **Further strategic work**

- Investigate the need for a Local Planning Policy to address built form and earthworks in the low density residential areas.

#### **Other actions**

- Advocating the provision of sewer connection by Yarra Valley Water for land in low density residential areas.
- Implementing the Domestic Wastewater Management Plan (2002).

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#### **Subdivision**

##### **Key issues**

- Limited land available for further subdivision.
- Lot size in relation to effluent disposal.
- Impact of subdivision on environmental values and landscape character of land.
- Fragmentation of habitat and loss of biodiversity.
- Access to physical and community infrastructure.

##### **Objectives**

- To encourage subdivision and associated works which appropriately responds to land capability, environmental and landscape values, wildfire risk, topography, physical and community infrastructure.
- To ensure that any application for subdivision avoids, minimises and offsets the removal of and impacts upon native vegetation.
- To ensure that subdivision adopts environmentally sustainable design principles.

### **Strategies**

Strategies to achieve these objectives include:

- Ensure subdivision design and layout considers lot orientation, size and location of building envelopes and integrated water management to achieve ecologically sustainable design outcomes.
- Ensure that allotments created by the subdivision are capable of adequately treating and retaining wastewater within the boundaries of each allotment.
- Ensure that subdivision design and layout responds appropriately to topography and vegetation cover and is consistent with Net Gain objectives and principles to avoid, minimise and offset native vegetation removal and impacts, where appropriate.
- Ensure that subdivision and associated works in wildfire areas are appropriately sited, designed and managed to address wildfire risk.
- Encourage subdivision layouts to respond appropriately to neighbouring uses and buildings.
- Encourage subdivision layouts to provide for the safety and security of residents and property by considering wildfire, flooding, landslip and steep slopes.
- Ensure that building and effluent envelopes are located to protect vegetation, view lines and minimise the extent of earthworks.
- Encourage subdivision and associated works to be designed to provide adequate vehicle, pedestrian and bicycle links.
- Avoid the creation of new lots on slopes of greater than 20%.

### **Implementation**

These strategies will be implemented by:

#### **Zones and overlays**

- Applying the Low Density Residential Zone.
- Applying the Wildfire Management Overlay.
- Applying an Environmental Significance Overlay

#### **Policy and exercise of discretion**

- Implementing the *Development Guide for Areas of Environmental and Landscape Significance* (2011).
- Implementing the *Manningham (Biosites) Sites of Biological Significance Review* (2004).
- Implementing the *Wildlife Movement and Habitat Needs in Manningham* (2009).
- Implementing the *Locally Threatened Plants in Manningham* (2010).

- Implementing *the Manningham Monterey Pine and Cypress Tree Assessment (2003)*.
- Using local policy to conserve native vegetation (*Native vegetation policy, Clause 22.02*)
- Using Local Policy to guide subdivision design that is responsive to the environmental and visual characteristics of the streetscape (*Battle axe blocks policy, Clause 22.11*).
- Using Local Policy to guide the protection of environmental and landscape values in identified Wildfire Areas (*Environmental and landscape significance protection in identified wildfire areas policy, Clause 22.14*).

### **Further strategic work**

### **Other actions**

- Advocating the provision of sewer connection by Yarra Valley Water for land in low density residential areas.

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### **Built form and landscape character**

#### **Key issues**

- Design and construction of development in areas with topographical constraints, wildfire risks, landscape character, visual and environmental significance.
- Impact of vegetation removal and extensive earthworks on landscape character.

#### **Objectives**

- To ensure that land is developed in a way that is compatible with the character of the area, its landscape qualities, pattern of vegetation and environmental values.
- To minimise the extent of earthworks and to preserve and enhance natural drainage lines.
- To ensure the retention of existing trees, where appropriate, and that any landscaping complements the character of the area.
- To protect and enhance landscape quality, view lines and vistas.

#### **Strategies**

Strategies to achieve these objectives include:

- Encourage the siting and design of buildings and works, selection of materials and landscaping to minimise wildfire risk.
- Encourage development that meets higher construction standards and/or utilises alternative treatments to address wildfire risk in preference to vegetation removal.
- Require that buildings and works minimise visual impact by locating away from ridgelines and exposed slopes, incorporating screening treatments and non-obtrusive materials and colours.
- Ensure that development on sloping sites adopts suitable design techniques that minimise earthworks and building bulk.
- Avoid development, including vegetation removal, on land with slopes greater than 20%.

- Ensure that development does not protrude above the prevailing height of the tree canopy.
- Ensure that existing trees are retained where appropriate and that replacement trees complement the character of the area.

### **Implementation**

These strategies will be implemented by:

### **Zones and overlays**

- Applying a Significant Landscape Overlay.
- Applying an Environmental Significance Overlay.
- Applying the Wildfire Management Overlay.

### **Policy and exercise of discretion**

- Implementing the *Development Guide for Areas of Environmental and Landscape Significance* (2011).
- Implementing the *Manningham Heritage Garden & Significant Tree Study – Stage 2* (April 2006) which identifies vegetation of significance to be protected and maintained.
- Implementing the *Manningham Monterey Pine and Cypress Tree Assessment* (2003).
- Using Local Policy to guide development in areas of identified wildfire risk (*Environmental and landscape significance protection in identified wildfire areas policy, Clause 22.14*).

### **Further strategic work**

- Investigate the need for a Local Planning Policy to address built form and earthworks in low density residential areas.

### **Other actions**

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### **Environmental issues**

#### **Key issues**

- Impact of effluent disposal.
- Impact of land use, development and management techniques on biodiversity.
- Impact of vegetation removal.
- Impact of earthworks.
- Competing interests between environmental weeds and significant landscapes.
- Degradation of waterways and streamside environments.
- Fragmentation of habitats and loss of habitat connectivity.
- Impact of pest plants and animals.

## Objectives

- To ensure that land use, development and land management practices protect and enhance soil, water and air quality, habitat corridors, waterways, threatened species of flora and fauna and the character of these areas.
- To achieve developments which are site responsive and which complement the topography of an area.
- To encourage the removal of weed species in areas where they have no cultural and heritage landscape significance.
- To ensure that development avoids, minimises and offsets removal of and impacts upon native vegetation.
- To improve habitat, vegetation, soil, water and visual qualities along streamside environments.
- To enhance the extent, condition and connectivity of habitat.
- To control and manage pest plants and animals.

## Strategies

Strategies to achieve these objectives include:

- Require the preparation of a site analysis plan of the site and surrounds for all development and subdivision proposals showing the opportunities and constraints, and how a proposal appropriately responds to this analysis.
- Protect and enhance native vegetation including roadside vegetation as wildlife habitat and as corridors for flora and fauna.
- Protect and enhance wetland, stream and waterway environments to conserve soils, ensure water quality, avoid sedimentation and retention of native vegetation as wildlife habitat and as a corridor for wildlife movement.
- Ensure that sediment run-off is contained on site using best practice techniques during the use and development of any land.
- Require land use and development proposals to demonstrate compliance with Net Gain objectives and principles to avoid, minimise and offset native removal of and impacts upon native vegetation.
- Require development and landscaping to protect and enhance wildlife corridors.
- Ensure that subdivision, buildings and/or works in wildfire areas are appropriately sited, designed and managed to address wildfire risk.
- Encourage development that meets higher construction standards and/or utilises alternative treatments to address wildfire risk in preference to vegetation removal.
- Ensure that buildings are set back appropriate distances from property boundaries to provide for landscaping including canopy trees.
- Protect, conserve and enhance the environmental, recreational and heritage values of waterways (including natural drainage gullies) and their environments.
- Ensure that effluent envelopes are located to minimise environmental impacts.
- Avoid development on land with slopes of greater than 20%.
- Require developers to create biological filtration systems along drainage systems.
- Discourage intrusive/inappropriate development on sites located adjacent to State Parks and other conservation reserves.



## Implementation

These strategies will be implemented by:

### Zones and overlays

- Applying the Low Density Residential Zone.
- Applying an Environmental Significance Overlay or Significant Landscape Overlay.
- Applying the Heritage Overlay
- Applying the Land Subject to Inundation Overlay and/or Special Building Overlay.
- Applying the Wildfire Management Overlay.

### Policy and exercise of discretion

- Implementing the *Manningham Biosites: Sites of (Biological) Significance Review* (2004).
- Implementing the *Development Guide for Areas of Environmental and Landscape Significance* (2011).
- Implementing the *Manningham Green Wedge Strategy* (2004).
- Implementing the *Wildlife Movement and Habitat Needs in Manningham* (2009).
- Implementing the *Locally Threatened Plants in Manningham* (2010).
- Using local policy to conserve native vegetation (*Native vegetation policy, Clause 22.02*)
- Using Local Policy to guide the protection of environmental and landscape values in identified Wildfire Areas (*Environmental and landscape significance protection in identified wildfire areas policy, Clause 22.14*).

### Further strategic work

- Identifying the location of weed species to assist in developing appropriate management techniques.
- Identify areas for strategic revegetation to enhance habitat corridors and habitat connectivity.

### Other actions

- Continuing to control and remove introduced pest plants and pest animals on a priority basis with special emphasis on the provisions made under the *Catchment and Land Protection Act 1994* and direction from the Catchment Management Authority.
- Continuing to liaise with Melbourne Water to co-operatively manage the stormwater and natural creek systems in the municipality.
- Enhancing the outcomes of the Local Environment Assistance Fund or other measures to improve land management, sustainable use, and stewardship for relevant properties.
- Ensuring compliance with the *Domestic Wastewater Management Plan* (2002).

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## Economic development issues

### **Key issues**

- Impact of discretionary uses including business activities in low density residential areas on amenity.

### **Objectives**

- To encourage uses with a community service role to locate within close proximity to activity centres or other community based facilities.
- To ensure that commercial uses do not compromise the amenity and character of the neighbourhood.
- To ensure that commercial uses do not exceed the servicing capacity of the land.

### **Strategies**

Strategies to achieve these objectives include:

- Ensure that the establishment of uses with a community service role do not compromise the amenity the neighbourhood.
- Ensure that in considering planning permit applications for home occupations, adequate provision is made for on-site car parking and loading areas and these are adequately screened from the street and adjoining land.
- Ensure that the scale of development is appropriate to the capability of land to retain effluent on site.

### **Implementation**

These strategies will be implemented by:

### **Zones and overlays**

### **Policy and exercise of discretion**

- Implementing the *Home-Based Business Strategy* (1996) that encourages the establishment of appropriate businesses that do not unreasonably compromise residential amenity.
- Implementing the *Manningham City Council 2003-2006 Economic Development Strategy* (2003) to encourage the establishment of appropriate home based businesses and which do not unreasonably compromise the amenity of surrounding residential areas.
- Using Local Policy to ensure that non-residential and commercial uses do not unreasonably affect the amenity of the area. (*Residential Accommodation at Clause 22.04, Non-residential uses in residential areas at Clause 22.05 and Eating and entertainment policy, Clause 22.06*).
- Using Local Policy to ensure that advertising signs do not adversely impact on visual amenity (*Outdoor advertising signs policy, Clause 22.07*).

### **Further strategic work**

### **Other actions**

- Promoting and distributing Manningham’s *Home-based Business Information Kit* (2005).

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**Reference documents**

- EPA Publication 629: Domestic Wastewater Management Series: Development Approvals in Sewered and Unsewered Areas
- John Patrick Pty Ltd Landscape Architects (2006) *Manningham Heritage Garden & Significant Tree Study – Stage 2*, Manningham City Council, Doncaster.
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LOW DENSITY FRAMEWORK PLAN 2

