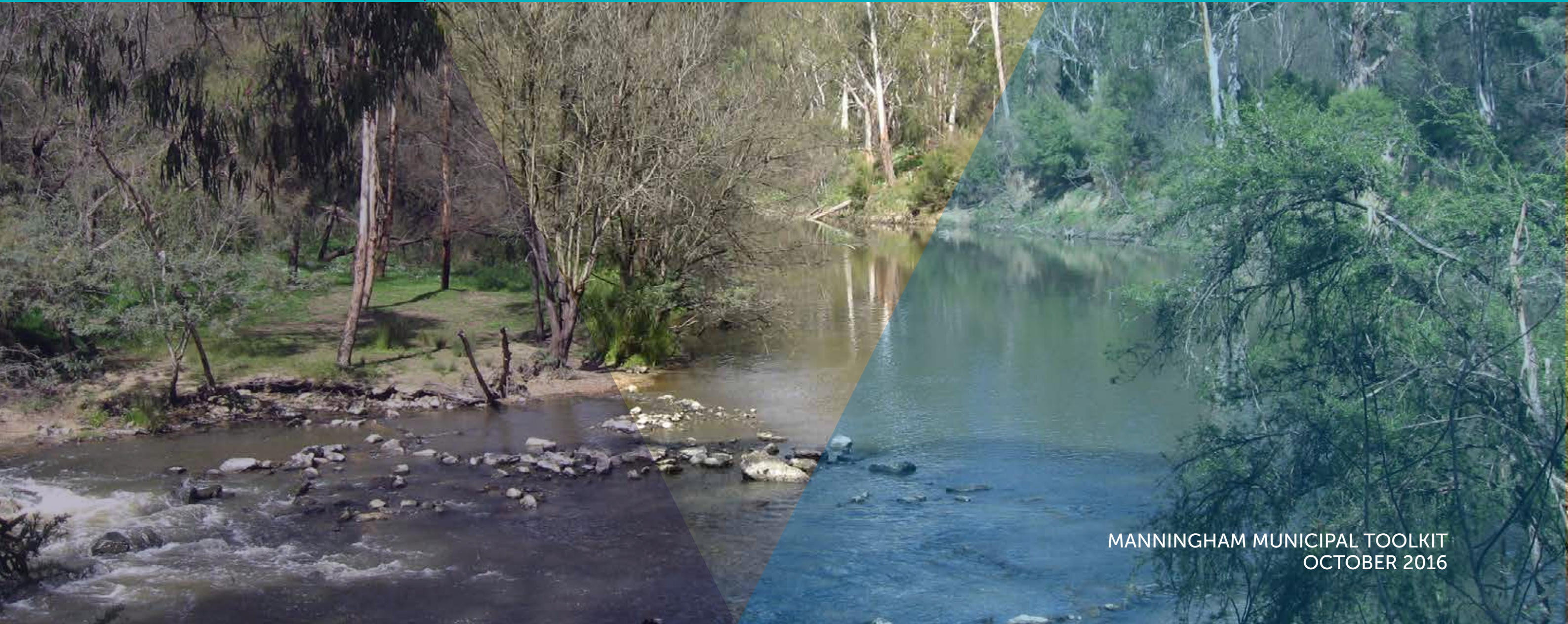


Middle Yarra River Corridor Study



MANNINGHAM MUNICIPAL TOOLKIT
OCTOBER 2016

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Acknowledgement

The study acknowledges that the State of Victoria has an ancient and proud Aboriginal history and complex ownership and land stewardship systems stretching back many thousands of years. We would like to acknowledge the Traditional Owners of this land, and offer our respect to the past and present Elders, and through them to all Aboriginal and Torres Strait Islander People.

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1. New Directions for the Yarra River

The Victorian Government has established a program of activity aimed at protecting the long term interests of the Yarra River. Commencement of the program was announced in August 2015 by the Minister for Planning.

The program is focused on establishing a dedicated Yarra River Trust and managing development impacts in the short term through implementing stronger planning policy and planning controls for areas along the Yarra River under immediate pressure from development.

Establishing the Yarra River Trust

The Victorian Government is committed to protecting Melbourne's iconic Yarra River from inappropriate development and promoting its amenity and significance by establishing a dedicated Trust.

In December 2015 the Minister for Planning and the then Minister for Environment, Climate Change and Water appointed the Yarra River Protection Ministerial Advisory Committee (Yarra MAC) to provide independent advice to Government on the key issues and opportunities for the river as well as improvements to the governance arrangements.

The Yarra MAC released a Discussion Paper in June 2016 to promote debate about how the Yarra River should be managed and protected in the future. It outlined a number of key issues facing the future of the Yarra River and options for a new management model to protect its values.

The Yarra MAC will deliver its final Recommendations Report to both Ministers in the last quarter of 2016. For further information please visit: www.delwp.vic.gov.au/yarra-river-protection.

Implementing Stronger Policy and Planning Controls

The Victorian Government recognises the need to respond to development pressures in the short to medium term until a Trust is formed. To support effective decision making while new governance and policy arrangements are being finalised. The Minister for Planning has approved a program that focuses on strengthening existing planning policy and controls for the Yarra River.

A range of studies (including this study) implement their recommendations via a suite of consistent planning controls within the Yarra River corridor. The focus of the program is the area between Richmond and Warrandyte, which is the stretch of river under the greatest pressure from urban development. This portion of the river passes through or adjoins the municipalities of Yarra, Stonnington, Boroondara, Banyule, Manningham and Nillumbik.

Strengthening State Planning Policy

On 12 August 2015, the Minister for Planning hosted a roundtable forum with council mayors and the heads of Melbourne Water, Parks Victoria and the Port Phillip Catchment Management Authority, to outline the actions the Victorian Government proposes to strengthen existing planning policy and controls for the Yarra River.

Councils and authorities were invited to collaborate with the Department of Environment, Land, Water and Planning in developing more effective and consistent planning controls for the Yarra River between Richmond and Warrandyte.

On 17 September 2015, the Department of Environment, Land, Water and Planning hosted a workshop involving senior planning practitioners from all relevant councils, Melbourne Water, Parks Victoria and the Port Phillip Catchment Management Authority to discuss the components of a strengthened State planning policy, and to discuss the potential form and content of model planning controls. The feedback received through this workshop was used to inform the development of a strengthened State planning policy and input into the preparation of model planning controls.

On 21 December 2015, Amendment VC121 was gazetted giving effect to a strengthened 'River Corridor' policy and a new 'Yarra River Protection' policy within Clause 12 of the State Planning Policy Framework. The new 'Yarra River Protection' policy provides a strengthened basis and rationale for the protection of the whole of the Yarra River corridor under the planning system.

Preparing Consistent Planning Controls: Richmond to Warrandyte

The Department of Environment, Land, Water and Planning has worked in partnership with councils and Melbourne Water to finalise a number of strategic projects between Richmond and Warrandyte. The following actions will form the basis of a planning scheme amendment to implement strengthened planning controls.

- Finalise the Middle Yarra River Study recommendations and complete associated municipal toolkits for Banyule, Manningham and Nillumbik councils;
- Review planning controls implemented in the City of Boroondara under VC96 and strengthen those controls with appropriate setback distances;
- Review the strategic findings of the City of Yarra's *Yarra River Strategy*; and
- Review planning controls for areas adjacent to the Yarra River within the City of Stonnington.

2. Project Background

This Toolkit

This *Municipal Toolkit* sets out recommendations implement the findings and outcomes of the *Middle Yarra River Corridor Study Recommendations Report*, December 2015 (the Recommendations Report).

These recommendations are based on a detailed assessment of the landscape values and character of the river corridor, the identification of potential development pressures for the Yarra River, and analysis of how the current suite of statutory provisions works to manage these threats, as detailed in the Recommendations Report.

The recommendations in this report aim to strengthen the current provisions of the Manningham Planning Scheme, in order to ensure that the sensitive environment of the Yarra River corridor is protected and managed, now and into the future.



Implementation Approach

As set out in Chapter 1 of the *Recommendations Report*, the approach can be summarised as:

- Understanding the values, character and views of the river and identifying the threats and pressures to these
- Examining the current approach to managing development and protecting vegetation in the study area through the planning scheme, in order to determine the gaps in statutory controls
- Recommending ways in which these controls could be strengthened to protect the identified values, character and views.



Recommended areas of Management

Chapters 5 & 6 of the *Recommendations Report* identify the areas recommended for management through the Manningham Planning Scheme.

These recommendations focus on managing private land, where development has the greatest impact upon the river's immediate and broader landscape setting, defined in Chapter 5 as:

- The Waterway Corridor - the river's immediate environment
- The River Experience Corridor – the experience of the river from its banks and trails
- The Landscape Setting - the wider landscape setting beyond.

The areas recommended for management within the Manningham City Council are shown on the map on page 4, **River Interface Character Types & Key Views**.

Recommended Changes

The Manningham Planning Scheme recognises the value and significance of the Yarra River corridor to the municipality and provides a strong degree of protection through the Environmental Significance Overlay 'Yarra River Environs' and a range of other overlay controls.

This study has identified the need to apply stronger siting and design controls through the *Manningham Planning Scheme* for prominent areas within close proximity to the Yarra River, where future development has the potential to negatively impact on its value and significance.

This study recommends the following for the *Manningham Planning Scheme*:

- Council to consider updating the Municipal Strategic Statement (MSS) to include content and outcomes outlined in this study as part of a future review of the Local Planning Policy Framework.
- Apply a new Design and Development Overlay (DDO) to areas of private land that are adjacent to, or within close proximity to the Yarra River, establishing area specific height, setback and other siting and design requirements.
- Replace the existing Environmental Significance Overlay Schedule 2 'Yarra River Environs' (ESO2) with a Significant Landscape Overlay (SLO), and extend its coverage to capture an area approximate to the recommended area of management, establishing consistent landscape, vegetation and other management requirements.
- Adopt a master plan approach to managing major development sites and development on public land, using the Incorporated Plan Overlay (IPO) or the Development Plan Overlay (DPO), as a potential planning tool to guide the use and development of land.

3. The Middle Yarra River Corridor in Manningham

River Corridor Values

The Yarra River is a major natural landscape feature of significance to metropolitan Melbourne. These values are documented in detail in Chapter 2 of the *Recommendations Report*.

Within the local context of the Manningham City Council, the community has identified that the river is specifically valued for:

- Its rich natural environment which includes some of the most valuable flora, fauna, geological and geomorphological assets in metropolitan Melbourne.
- The role it plays as a key biodiversity corridor through the municipality.
- The topographical formation of its landscape as it winds through the municipality.
- Its dense vegetation cover underpinning the landscape character of surrounding residential and rural areas.
- The variety of landscapes as it transitions from the bush suburban settings of Bulleen and Templestowe to the more rural setting of Warrandyte and its historic town centre.
- The network of parklands and conservation areas, including the extensive Warrandyte State Park and formal recreation spaces, which are linked by the Main Yarra Trail.
- Its recreational value for the local community in providing the experience of a natural bush setting within the city.
- Its pivotal role in the pre- and post-contact history of the municipality; as a place of Aboriginal cultural heritage significance and as a key factor in shaping the settlement of the region.

River Interface Character

The character of the entire Middle Yarra River corridor is documented in detail in Chapter 3 of the *Recommendations Report*. Six different river character types are identified within the Manningham City Council:

Bulleen & Templestowe - Leafy Suburban

The established residential neighbourhoods of Bulleen and Templestowe are included within this Character Type. While these neighbourhoods are of a typical residential density for inner-middle Melbourne suburbs, they have a well-treed character, where the tree canopy is a dominant visual element, which complements the landscape character of the river corridor.

Most of these areas are located away from the river's edge, beyond the buffer of open parklands that surround the river. However, in some locations, built form is visible from the river corridor. It is vital that a strong tree canopy is retained as a backdrop to the river corridor.

In some locations buildings form the edge to the parklands and conservation areas of the river corridor, and there are also several streets in Templestowe which lie in close proximity to the river. Here, the siting and design of new buildings and retention of the tree canopy is of particular importance at this interface with the river and its surrounding conservation areas.

Templestowe & Warrandyte - Bush Residential

The low density residential areas of Templestowe and residential areas around the Warrandyte township have a distinctly bush or natural character. These areas feature a strong landscape setting of a tall native canopy trees, where buildings are nestled into the hilly topography and bush environment.

Within Templestowe and the western part of Warrandyte, these areas comprise low density properties. Buildings and roofs can be seen intermittently from the river corridor and surrounding areas, and the retention of the tree canopy backdrop is an important consideration.

Around the Warrandyte township, the Bush Residential areas comprise smaller lot sizes, of a typical suburban density. These areas are distinctive for their dominant native landscaping. Several private properties directly abut the river, where the siting and design of new buildings, retention of the tree canopy and protection of the riverbank environment is important.

The established neighbourhoods feature single dwellings, one or two storey in scale. In these areas the existing planning control requirements for building siting and design have assisted in the emergence of the highly vegetated character. This includes a low site coverage allowing space for new planting, retention of existing trees and building height maintained below the height of the predominant tree canopy.

Warrandyte, Templestowe and Bulleen - Rural Environment

Large areas of Warrandyte and Templestowe, and several large sites in Bulleen, are included in this Character Type. Large lot rural residential properties within a spacious setting and a bush, native landscape environment is the predominant built form. Several properties abut the river corridor or conservation areas.

There is a mix of dwelling styles within these areas, including some which sit discreetly within the landscape and others which are visually dominant. There are also areas of cleared pastoral land that have rural structures and occasional horse ménages.

For lots abutting the river, the siting and design of new buildings, retention of the tree canopy and protection of the riverbank and riparian vegetation is of particular importance. On other sites located further away from the river or at the interface with conservation areas, the distant visibility of buildings and roofs from the river corridor, or surrounding areas, and the retention of the tree canopy are important.

Riverside Parklands & Recreation

There are extensive areas of public open space and recreation reserves in Bulleen and Templestowe, including Westerfolds Park, Bulleen Park and Heide Gallery, Birrarung Park and Finns Reserve. There are also several golf courses and sports grounds in Bulleen. The Main Yarra Trail provides access and links to some of these public open spaces. These areas are well-vegetated with mature trees, with either a formally planted or naturalistic character.

The siting and design of buildings or structures within the parkland is an important consideration, particularly at the river's edge. This includes fencing, picnic shelters and furniture, as well as jetties, boat ramps or sheds, and mooring facilities. As highly valued public open spaces along the river corridor, it is essential that this infrastructure is sensitively sited and designed.

Riverside Conservation Areas

Extensive areas of bushland and conservation reserves lie along the river's edge, including the Warrandyte State Park, Tikalara Park, Yarra Valley Parklands and Pettys Orchard.

These areas are all set aside for retention as bushland or wetlands and are included within the Yarra River Conservation Character Type. They provide and best representation of the river in its most natural setting, habitat for the range of flora and fauna along the river's course and a heavily landscaped buffer to residential areas beyond.

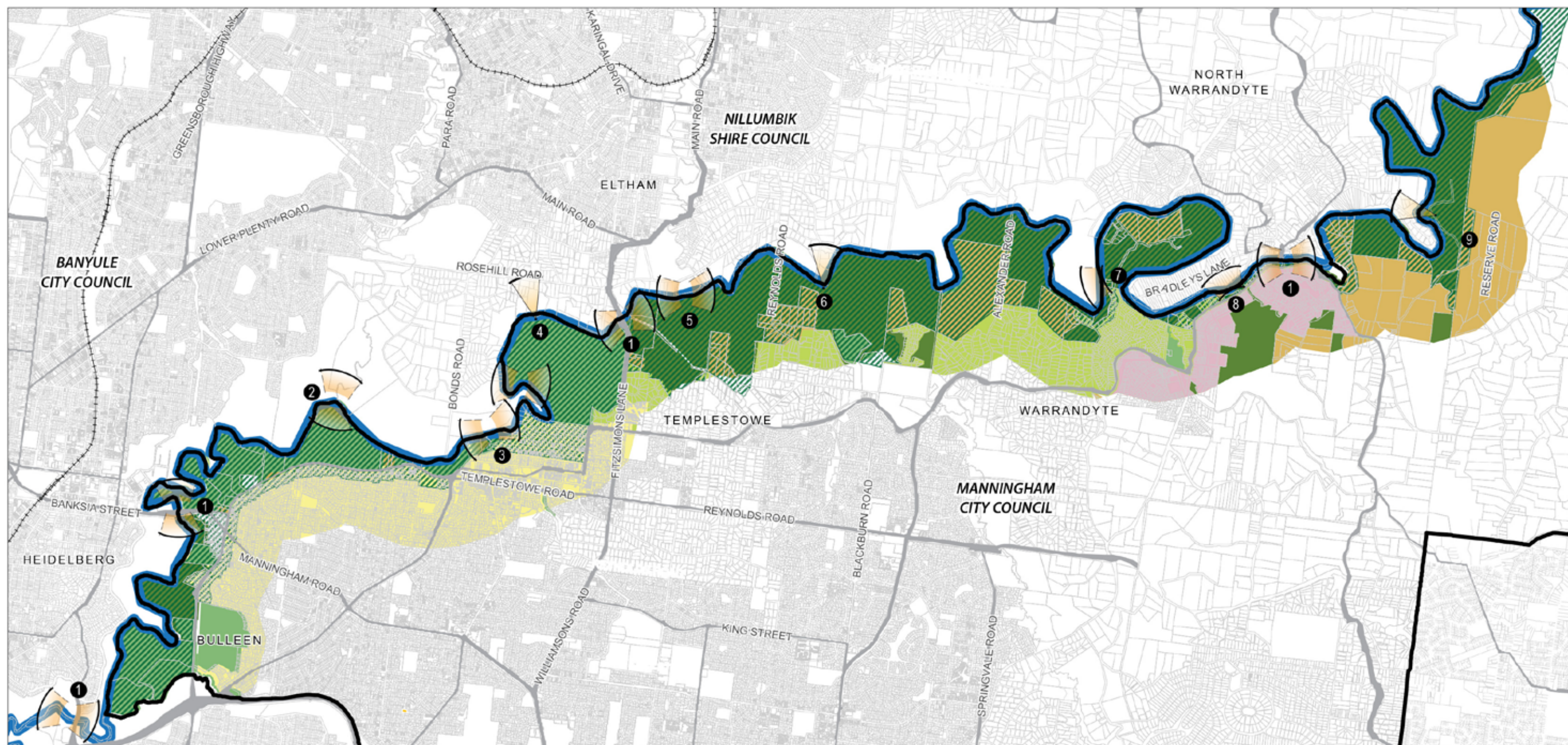
While not subject to pressure from development, the siting and design of parkland and recreational infrastructure, particularly structures at the river's edge, is an important consideration in these areas.

Key Views

There are numerous viewing opportunities within, to or from the river corridor within the Manningham City Council, and these are documented in Chapter 3 of the *Recommendations Report*.

In summary, the key views within (or to) the Manningham City Council include:

- Dynamic views of the river that can be obtained from moving along the Main Yarra Trail, other local trails or access by boat.
- Bridge crossings of major roads that provide views of the river for people travelling in cars, pedestrians or cyclists, including bridges at Burke Road, Banksia Street, Fitzsimons Lane and the Kangaroo Ground-Warrandyte Road.
- The pedestrian bridge crossings at Finns Reserve, Westerfolds Park and Yarra Valley Parklands.
- Formal viewing points of the Rapids Observation Point at Westerfolds Park and the Mullum Mullum viewing platform.
- The many viewing points from within the Warrandyte State Park and the Warrandyte township.
- Views to the broader river corridor from elevated points in North Warrandyte and Lower Plenty.



LEGEND

- Local Government Boundaries
- ~ Yarra River
- Area where management of the River Corridor is recommended:
 - ▨ Proposed Significant Landscape Overlay / Environmental Significance Overlay Areas

Character Types

- ▨ River Interface Character Type 1: Leafy Suburban
- ▨ River Interface Character Type 2: Bush Residential
- ▨ River Interface Character Type 3: Rural Environment
- ▨ River Interface Character Type 4: Warrandyte Township
- ▨ River Interface Character Type 5: Parklands and Recreation
- ▨ River Interface Character Type 6: Yarra River Conservation

Key Viewing Locations

- ① Road Bridge Crossing Points
- ② Yarra River & Plenty River Confluence
- ③ Suspension Bridge, Finns Reserve
- ④ Rapids Observation Point, Westerfold Park
- ⑤ Pedestrian Bridge to Diamond Creek Trail
- ⑥ Mullum Mullum Creek Viewing Platform
- ⑦ Warrandyte State Park: Pound Bend
- ⑧ Warrandyte Town Centre
- ⑨ Warrandyte State Park: Jumping Creek Reserve

MIDDLE YARRA RIVER CORRIDOR STUDY

RIVER INTERFACE CHARACTER TYPES & KEY VIEWS



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4. Overview of Existing Planning Scheme Provisions

State Planning Policy Framework

On 21 December 2015, Amendment VC121 was gazetted giving effect to a strengthened River Corridors policy and a new ‘Yarra River Protection’ sub-policy within the State Planning Policy Framework. The new policy provides a strengthened basis and rationale for the protection of the whole of the Yarra River corridor.

The new policy includes a ‘Statement of Significance’ for the Yarra River, four key strategic policy principles, and a number of objectives and strategies.

The new ‘River Corridor’ policy has been moved from its previous location at Clause 11 (Settlements) to Clause 12 (Environment and landscape values), supporting a refocusing of the policy away from development within an urban setting, to one focused on protecting and enhancing its environmental and landscape setting.

The new Yarra River protection policy is found at Clause 12.05 of the SPPF. The following is an extract:

Yarra River protection

Objective

Maintain and enhance the natural landscape character of the Yarra River corridor in which the topography, waterway, banks and tree canopy are dominant features providing a highly valued, secluded, natural environment for the enjoyment of the public.

Strategies

Strengthen the river’s natural environment, heritage and overall health by:

- Protecting the river’s riparian vegetation, natural riverbank topography and flood management capacity.*
- Ensuring development does not increase the rate or quantity of stormwater, sediment or other pollutants entering the river.*
- Protecting and enhancing both terrestrial and aquatic habitats and their linkages along the river corridor.*

Maintain a sense of place and landscape identity by:

- Retaining a dominant and consistent tree canopy along the river corridor and within its broader landscape setting.*
- Ensuring that the appearance of development is subordinate to the local landscape setting, with any views of development being filtered through vegetation.*

Retain and enhance people’s enjoyment of the river and its environment by:

- Planning for the river and its environs as a recreation and tourism resource.*
- Ensuring linkages and public access to the river and its parklands are maintained, enhanced and new links created where appropriate.*
- Avoiding overshadowing of the river, its banks and adjacent public open space to ensure that the amenity of the public realm is maintained year round.*

Ensure that development is designed and sited to maintain and enhance the river’s secluded and natural environment by:

- Minimising the visual intrusion of development when viewed from major roads, bridge crossings, public open space, recreation trails and the river itself.*
- Ensuring that the siting and design of buildings avoid contrast with the local natural landscape and environmental character.*
- Ensuring building height is below the natural tree canopy and all development is set back a minimum of 30 metres, or greater, from the banks of the river.*

This amendment strengthened policy at the State level for the Yarra River, adding to policy at Clause 11.04-7 which identifies the river as a significant asset and Clause 11.03-1 which encourages public accessibility along waterways.

Another key policy in the SPPF that affects built form along the Yarra River is Clause 14.02-1 Catchment planning and management which specifies:

- Retain natural drainage corridors with vegetated buffer zones at least 30m wide along each side of a waterway to maintain the natural drainage function, stream habitat and wildlife corridors and landscape values, to minimise erosion of stream banks and verges and to reduce polluted surface run-off from adjacent land uses.*

Local Planning Policies & Controls

The local policies and controls of the *Manningham Planning Scheme* relating to the Yarra River are detailed in **Appendix A**, and zoning and overlay maps in **Appendix B**. The provisions that are of most relevance to the siting and design of new development within the study area include:

Municipal Strategic Statement (MSS)

- Clause 21.02 Municipal profile
- Clause 21.02-12 The natural environment and biodiversity
- Clause 21.03 Yarra River environs
- Clause 21.05 Residential
- Clause 21.06 Low density
- Clause 21.07 Green wedge and Yarra River corridor

Local Planning Policies

- Clause 22.01 Design & development policy
- Clause 22.02 Native vegetation policy
- Clause 22.03 Cultural heritage policy
- Clause 22.07 Outdoor advertising signs
- Clause 22.14 Environmental and landscape significance protection in identified wildfire areas policy

Zones

- Residential Growth Zone Schedule 2 (13.5m discretionary height limit, or 14.5m on sloping sites)
- General Residential Zone, Schedules 1, 2 & 3 (Schedule 1 has 9m mandatory height limit, or 10m on sloping sites, additional private open space requirement to ResCode, maximum fence height of 1.2m)
- Neighbourhood Residential Zone, Schedule 1 (8m mandatory height limit, or 9m on sloping sites, maximum of 1 dwelling per lot)
- Low Density Residential Zone (0.4ha minimum subdivision control)
- Rural Conservation Zone (RCZ1 40ha & RCZ2 8ha minimum subdivision area)
- Public Park and Recreation Zone & Public Conservation and Resource Zone (purpose for conservation of significant areas)
- Urban Floodway Zone (restricts most development on particular sites close to the river)
- Industrial 1 Zone (allows for a range of industrial and commercial uses)

- Special Use Zone 1 (sets aside this land for private education centres, golf courses and sports grounds)

Overlays

- Environmental Significance Overlay (ESO)
 - ESO1 Yarra River environs
 - ESO2 Sites of biological significance
 - ESO3 Buffer conservation areas supporting sites of biological significance
 - ESO4 Sites of biological significance and buffer conservation areas
 - ESO5 Environmentally significant urban areas
- Significant Landscape Overlay (SLO)
 - SLO1 Significant low density residential areas
 - SLO3 The Domain significant landscape area
 - SLO5 Watercourse areas
 - SLO6 Low density residential significant pine and cypress tree theme areas
- Vegetation Protection Overlay (VPO)
 - VPO2 Templestowe vegetation protection area
 - VPO5 Significant exotic, native and indigenous vegetation
- Design and Development Overlay (DDO)
 - DDO3 Warrandyte environmental residential area (limit of one dwelling per lot; minimum 750sqm lot size; permit triggers for site coverage over 25%, permeability under 50%, inadequate setbacks, fences over 1.2m and less than 50% transparent and height over 8m)
 - DDO4 Templestowe environmental residential area (limit of one dwelling per lot; minimum 650sqm lot size; permit triggers for site coverage over 35%, permeability under 50%, inadequate setbacks, fences over 1.2m and less than 50% transparent and height over 8m)
 - DDO8-1 Residential areas surrounding activity centres and along main roads (maximum height of 11m on a site greater than 1800m² otherwise 9m; maximum site coverage 60%)
- Heritage Overlay (HO) including:
 - HO1 Archaeological sites (Alexander Rd, Warrandyte)
 - HO2 “Nilja” (Alexander Rd, Warrandyte)
 - HO30 Bolin Swamp (Bulleen Rd, Bulleen)
 - HO114 Petty & Austins orchards (Monckton & Homestead Rds, Templestowe)
 - HO191 Warrandyte township heritage precinct (Yarra & Brackenbury Sts, Russell & Mullen Rds, Warrandyte)

- Land Subject to Inundation Overlay (LSIO) (restricts development in low lying areas abutting the Yarra River)

Reference Documents

- *Development Guide for Areas of Environmental and Landscape Significance* (2011) is a reference document in the MSS, all ESOs and SLOs 1&6.

Amendments in Progress

The following amendment to the *Manningham Planning Scheme*, at the time of preparing this report, was being actively considered by Council.

Amendment C109: SBO & LSIO

Amendment C109 has been prepared by Manningham City Council in partnership with Melbourne Water and proposes to update the boundaries of the Special Building Overlay (SBO) and Land Subject to Inundation Overlay (LSIO). Some of the properties affected by C109 are also included within the area of the proposed Yarra River DDO and SLO.

The amendment applies to land within five local catchments in the municipality which have been identified as being liable to inundation in a 1 in 100 year storm event. The updated maps are based on recent flood modelling using technology that can more accurately model the extent of flooding. The purpose of these overlays is to set appropriate conditions and floor levels for development to minimise any flood risk to developments.

Gaps in Planning Scheme Controls

The current suite of policies and controls in the *Manningham Planning Scheme* relating to the Yarra River has been reviewed in detail. This analysis has shown where gaps exist in the statutory framework for the protection and management of the river corridor, and where additional controls are required to achieve the recommended outcomes of the study.

Planning Policy Framework

- Council’s Local Planning Policy Framework includes numerous references to the significance of the Yarra River within Manningham, mostly within the Municipal Strategic Statement (MSS).
- The MSS includes specific references to the significance of the Yarra River as a defining feature of the municipality. However, there is limited guidance about managing the impact of development upon the river’s landscape quality.
- There is no local policy specifically designed to address development along the Yarra River corridor. While several Local Policies refer to the significance of the river, these policy statements are general in nature and do not provide direction about the siting and design of development within the river’s setting or protection of the river’s sensitive environment.

Zones

- The various zone controls applying to private land trigger permits for different types of land use or development.
- While the zones include general requirements to respect the character or environment of the area, none of these requirements relate specifically to the protection and management of the Yarra River corridor.
- Small areas of NRZ implement an 8m mandatory height control.
- The zoning of public land generally provides adequate guidance for development along the river corridor, as it limits development opportunities and defers to other statutory requirements for public land management.

Overlays

- A number of overlay controls apply within the study area and trigger permits for various types of development, each with a specific intent and decision guidelines. However, there are no overlays that implement the level of control recommended by this study, ie mandatory building heights and setbacks for private land abutting or in close proximity to the river and a consistent environmental/tree control along the river corridor.
- DDO3 and DDO4 are applied to small residential areas alongside the river within Warrandyte and Templestowe. The controls aim to manage development in this sensitive context, and preserve the bushland and low-density character of these areas. While the controls of both DDOs largely reflect the study’s recommendations for these areas, neither makes reference to the river itself.
- The five ESOs are applied to different areas along the river or its broader setting and together manage a range of environmental issues.
- ESO1 Yarra River Environs, which is the most relevant ESO to this study, does not extend to the entire area identified for management. The area included in ESO1 would need to be extended and the schedule updated to reflect the specific outcomes of this study and better integrate with the key riverside overlays in Nillumbik and Banyule.
- Other ESOs (2,3,4&5) apply across the study area. These are specific in nature, or are applied to land away from the river corridor.
- The SLO, VPO and HO are effective in managing specific development issues within the study area.

5. Planning Scheme Implementation Options & Recommendations

Overview

This chapter provides an overview of the proposed form, content and spatial application of statutory planning controls for the *Manningham Planning Scheme*.

The proposed controls deliver a strengthened framework to achieve the agreed vision for the river and the protection of its values and character identified within the *Middle Yarra River Corridor Study Recommendations Report*, 2016 (the Report).

The focus of the new controls is to protect and enhance the natural landscape character of the Yarra River corridor where the river, its topography, adjacent public open space and a continuous corridor of vegetation and canopy trees remain the dominant features in public views from the Yarra River and its surrounds.

Recommended Changes

This study recommends the following changes to the *Manningham Planning Scheme*:

- Council to consider updating the Municipal Strategic Statement (MSS) to include content and outcomes outlined in this study as part of a future review of the Local Planning Policy Framework.
- Apply a new Design and Development Overlay (DDO) to areas of private land that are adjacent to, or within close proximity to the Yarra River, establishing area specific height, setback and other siting and design requirements.
- Replace the existing Environmental Significance Overlay Schedule 2 ‘Yarra River Environs’ (ESO2) with a Significant Landscape Overlay (SLO), and extend its coverage to capture an area approximate to the recommended area of management, establishing consistent landscape, vegetation and other management requirements.
- Adopt a master plan approach to managing major development sites and development on public land, using the Incorporated Plan Overlay (IPO) or the Development Plan Overlay (DPO), as a potential planning tool to guide the use and development of land.

The above recommendations are intended to improve the consistency of planning controls along the Yarra River between Richmond and Warrandyte. They reflect provisions and recommendations made for other municipalities along this stretch of the river.

Local Planning Policy Framework

It is recommended that Council strengthen existing references within the MSS regarding the Yarra River, utilising the content of the *Middle Yarra River Corridor Study Recommendations Report*, 2016.

An updated MSS could include the vision for the river set out in the Report, and the key values for the river corridor within Manningham that have been identified. The *Middle Yarra River Corridor Study Recommendations Report*, 2016, should also be included as a reference document.

Managing Built Form Outcomes – Applying the DDO

A new DDO schedule titled ‘Yarra River (Birrarung) Protection’ has been drafted for inclusion in the *Manningham Planning Scheme* based on the findings of the Report.

An analysis of each DDO area which includes a detailed rationale for the control boundary, building heights and setbacks is provided at **Appendix C**.

DDO Boundary

The proposed DDO captures an area which best reflects the extent of land within the ‘Waterway Corridor’ and the ‘River Experience Corridor’ of the Yarra River, identified in Chapter 5 of the Report. This general area is defined as:

- the Yarra River itself, its banks and its immediate environment; and
- the fore and middle ground landscape that is viewed or experienced from the river, the Main Yarra Trail and the adjoining parklands.

It is proposed that the new DDO be applied to identified areas of private land shown on the map on page 10 within this setting. The proposed DDO should be read in conjunction with the proposed SLO to ensure a holistic landscape management approach occurs. **Appendix C** provides more detail regarding the proposed extent of the control boundary for each area.

As a general rule, the DDO has not been applied to areas of public land as this study has not undertaken a detailed analysis of current and/or potential development opportunities to justify additional planning controls, particularly as other legislative controls also apply public land. In a limited number of situations, the proposed DDO has been applied to areas of public land for the following reasons:

- Where public land forms a narrow buffer between the Yarra River and private land;

- Where it helps clarify the spatial intent and application of the DDO; and
- Where ownership of land is in question and is zoned within a public zone.

Relationship with existing DDOs

The proposed new DDO will interact with and complement the existing application of the following DDOs:

- DDO3 ‘Warrandyte environmental residential area’;
- DDO4 ‘Templestowe environmental residential area’; and
- DDO8-1 ‘Residential areas surrounding activity centres and along main roads’

DDO3 and DDO4

The proposed new DDO will bring a Yarra River focus to managing development within the existing DDO3 and DDO4 areas. The proposed new DDO will set maximum parameters for building height and setback from the Yarra River for those properties immediately abutting the river.

The extensive spatial coverage inland of both DDO3 and DDO4 from the Yarra River will assist in managing the height and appearance of built form within a broader, sensitive urban setting, further supporting the management arrangements for protecting the Yarra River environs.

DDO8-1

The proposed new DDO’s spatial interaction with DDO8-1 is limited to land zoned Residential Growth Zone Schedule 2 (RGZ2) on the west side of Bulleen Road immediately adjacent to land zoned Urban Floodway Zone.

The proposed new DDO captures all private land from the banks of the Yarra River to the west side of Bulleen Road. The study has identified this area as important to the management and maintenance of a naturalistic landscape setting when viewed from the Yarra River and its public open space corridor.

The existing RGZ2 specifies a discretionary height of 13.5m. DDO8-1 specifies a range of discretionary heights: for lot sizes greater than 1,800m² a maximum of 11m applies; for lots less than 1,800m² a maximum of 9m applies (10m on a sloping site).

The proposed new DDO sets a mandatory maximum limit of 13.5m for areas within RGZ2 on the west side of Bulleen Road. The proposed maximum height will allow reasonable flexibility for development at a higher density, while ensuring that the overall height does not protrude above the predominant tree canopy, or encroach upon the sensitive landscape values of the river.

Design Objectives & Decision Guidelines

The proposed design objectives and decision guidelines have been adapted from those outlined in Chapter 5 of the Report. The design objectives are structured under the following headings:

- Landscape protection
- Height, setback and overshadowing
- Materials and design
- Site coverage and permeability.

Permit Requirements

A permit is required for subdivision and all buildings and works within the proposed DDO. This includes the construction of a swimming pool or tennis court associated with a dwelling.

Overshadowing

It is proposed that a mandatory control be applied requiring that new buildings not cast any additional shadow over the banks and waters of the Yarra River, measured during the winter solstice.

In addition, overshadowing of public open space during spring/autumn equinox period is to be discouraged. Given the close proximity of private land to public open space it is recommended that this requirement be discretionary with any overshadowing assessed on merit, on a case by case basis.

Building Heights

A maximum mandatory building height is proposed for each identified area (see **Appendix C**). Within Manningham, the proposed height is set at 8m (with a 9m sloping site allowance) for all areas, with the exception of areas west of Bulleen Road.

The proposed 8m limit (9m sloping allowance) is consistent with the established pattern of 1-2 storey residential development within the residential and rural character areas of Manningham and the underlying Neighbourhood Residential Zone and Rural Conservation Zone found within the corridor.

For areas west of Bulleen Road and south of Manningham Road, proposed height limits have been set based on the underlying land use zone.

- Industrial 1 Zone – 12m
- Urban Floodway Zone – 8m (9m sloping)
- Residential Growth Zone, Schedule 2 – 13.5m
- General Residential Zone – 9m (10m sloping)

The above heights are discussed in further detail in **Appendix C** and are reflected in Table 1 of the proposed DDO.

Setbacks from the Yarra River

Area-specific mandatory setbacks have been recommended, (see **Appendix C**), assessed against the methodology outlined in Chapter 5 of the Report.

Setback maps are included as attachments to the DDO schedule to provide direction on the location of the ‘Setback Reference Line’ that is to be used for measuring horizontal setback measurements.

In all instances the ‘setback reference line’ relates to a cadastral/ property boundary for ease of identification. Information showing the setback line on the DDO schedule map is for illustrative purposes.

Within Manningham setbacks vary between 30m and 100m from the Yarra River. For a number of areas it is proposed that an elevation contour level be used to define a more naturalistic setback. All setbacks are outlined in Table 1 of the proposed DDO.

Existing development within a setback

Where existing buildings are located within a mandatory setback distance (partially or wholly) it is proposed that the following mandatory conditions be placed on any application to partially or completely replace the building:

- the proposed height is consistent with the height specified for the area;
- the proposed replacement does not reduce the existing setback of the previous building; and
- the footprint of the building is limited to the current gross floor area.

The proposed control provides discretion to the Responsible Authority should a re-orientation of the building footprint occur, to encourage an increased setback to be achieved and a better outcome from a visual impact perspective.

Fences

A permit is required to construct a fence within identified setback areas. An exemption is provided for simple rural post and wire, and timber rail type fencing.

Where a permit is required, key considerations should include that the height of the fence, the visual permeability and use of materials do not contrast with its local environment. These requirements aim to ensure any proposed fencing does not have a negative visual impact on the overall local landscape character.

Site Coverage

It is proposed that a site area provision be included to limit built form and hard stand areas within a lot in a residential area as a discretionary requirement. This is to ensure that:

- the bulk and massing of built form or a hard stand area does not dominate the visual appearance of the site context
- stormwater run off is reduced; and
- retention and expansion of vegetated areas is encouraged.

Building Materials

Materials selection is a key component and objective of the DDO. A discretionary requirement is included to ensure building materials utilise non-reflective colours and finishes to avoid contrast with the context of the surrounding landscape. This requirement is discretionary given the nature of building products which are available, and the variable landscape characteristics of a given locality.

Subdivision

Appropriate consideration will need to be given to the potential impact future development associated with a subdivision may create from the perspective of the Yarra River environs.

While this study has not recommended minimum subdivision levels, this option could be investigated further by Council within the context of broader strategic land use planning objectives for areas adjacent to the Yarra River.

Application Requirements

It is proposed that applications be accompanied by key information which will assist the Responsible Authority in making an informed assessment of a proposal.

Information that should be provided for an application will be based on the type of buildings and works proposed, at the discretion of the Responsible Authority. This may include:

- A written assessment demonstrating how the proposal meets the objectives and requirements of the DDO.
- A survey plan, prepared and certified by a suitably qualified surveyor, accurately showing proposed buildings and works in relation to proposed mandatory height and setbacks, measured to Australian Height Datum and from natural ground level.
- A visual impact assessment which may comprise cross-sectional diagrams, photo montages or a view shed analysis from agreed publicly accessible viewing points.
- The need for shadow diagrams and a schedule of materials and finishes.

Referral of Applications

It is recommended that referral of applications within 50 to 100 meters of the banks of the Yarra River be referred to Melbourne Water on a recommending referral basis.

Referral should be focused on Melbourne Water’s review of the potential impact that a development may have on the health and function of the riverine environment, in addition to any potential flood constraints that may be present where a corresponding referral under a flood overlay exists. For example, this could include:

- Assessment of the removal of riparian, or other vegetation, and its impacts on bank stability or erosion.
- Impacts of direct or indirect run off on riverine environment, excavation or other earthworks which may impact.

An amendment to Clause 66.04 of the planning scheme will be required to give effect to this.

Reference Document

The *Middle Yarra River Corridor Study Recommendations Report, 2016*, Department of Environment, Land, Water and Planning should be identified as a reference document.

Managing Landscape, Vegetation & Environmental Values - Applying the SLO

The *Middle Yarra River Corridor Study Recommendations Report, 2016*, identifies the need for a consistent approach to the management of vegetation and environmental values which contribute to the overall landscape significance of the entire corridor.

It is proposed to replace Environmental Significance Overlay Schedule 1 “Yarra River Environs” (ESO1) with a new Significant Landscape Overlay (SLO), and extend its coverage to capture an area approximate to the recommended area for management in the Report. This will establish consistent landscape, vegetation and other management requirements.

A new SLO schedule titled ‘Yarra River (Birrarung) Corridor’ has been drafted for inclusion in the *Manningham Planning Scheme*, based on the findings of the Report.

The proposed SLO should be read in conjunction with the proposed DDO to ensure a holistic landscape management approach occurs where overlap exists.

SLO Boundary

The proposed SLO captures an area which includes the ‘Waterway Corridor’ and the ‘River Experience Corridor’, as described in Chapter 5 of the *Recommendations Report*. In some locations, the SLO will also include land within the ‘Landscape Setting Corridor’, comprising the wider river valley, due to the topographic influences affecting the viewshed from the river, its adjoining open spaces or the Main Yarra Trail.

The SLO applies to all areas of public and private land as shown on the map on page 12 mapped to the centreline of the Yarra River.

The gently sloping landscape environment of the southern bank of the Yarra River corridor within Manningham varies significantly in width. The proposed SLO boundary can be generally described by the following extents:

- West of Templestowe the landscape corridor is sharply defined by Bulleen and Templestowe Roads which run perpendicular to the river environs.
- Between Templestowe and Warrandyte, the corridor is defined by wide, expansive and relatively flat parklands which gently slope up over a distance towards Heidelberg – Warrandyte Road.
- The historic township of Warrandyte punctuates the landscape setting to the east, and the corridor beyond is a mix of rural living and parkland settings of variable topography.
- A heavily vegetated landscape character dominates all areas of the proposed SLO.

The SLO applies from the centreline of the Yarra River covering all areas of public and private land as shown on the map on page 11.

Statement of Nature and Key Elements of Landscape

The proposed SLO schedule includes a statement which outlines the significance of the Yarra River at the State, regional and local level, structured in the following way to include:

- A statement outlining the importance of the Yarra River at a ‘whole of river’ perspective;
- The landscape, environmental, cultural and social value of the Yarra River; and
- An overview of the landscape values relevant to the SLO area within the Manningham City Council.

Landscape Character Objectives & Decision Guidelines

The objectives of the draft SLO are adapted from those outlined within Chapter 5 of the Report. The objectives are structured under four key themes with the following general objectives:

- Landscape and environmental values
- Protection of waterway and the riparian zone
- Public open space and access
- Siting and design of built form

Permit Requirements

It is proposed that a permit be required in the following instances:

- Remove, destroy or lop vegetation with an exemption for removal of exotic species of limited height and width.
- Construct a dwelling greater than 6 metres in height above natural ground level and within 30 metres of the Yarra River.
- Construct a fence within 30 metres of the banks of the Yarra River with an exemption for post and wire or post and rail construction.
- Undertake buildings and works associated with a bicycle or shared pathway with appropriate exemptions for municipal or public authorities.

As the application of the SLO will affect both private and public land, it is proposed that an exemption be included for municipal and or public authorities who may be conducting works which are aimed at ensuring the ongoing health of the waterway environment.

The existing ESO1 contains a list of vegetation species which are exempt from permit requirements. It is proposed that this list be included in the proposed SLO control for the *Manningham Planning Scheme*.

Application Requirements

It is proposed that applications be accompanied by key information which will assist the Responsible Authority in making an informed assessment of a proposal.

Information that should be provided for an application will be based on the type of buildings and works proposed, and at the discretion of the Responsible Authority. This may include:

- A written assessment demonstrating how the proposal meets the objectives and requirements of the SLO.
- A survey plan, prepared and certified by a suitably qualified surveyor accurately showing the location of proposed buildings and works measured to Australian Height Datum from natural ground level.
- A landscape plan which outlines the location, species type and quantity of vegetation to be removed, and any replacement vegetation, supported by a suitably qualified arborist report.
- How any earthworks and their impacts will be managed and what protections are to be provided regarding run off or to prevent erosion when close to the river’s bank.

Referral of Applications

It is not proposed that any formal referral arrangements be established under this SLO. Notification of an application of any interested party can occur at the discretion of the Responsible Authority.

Reference Document

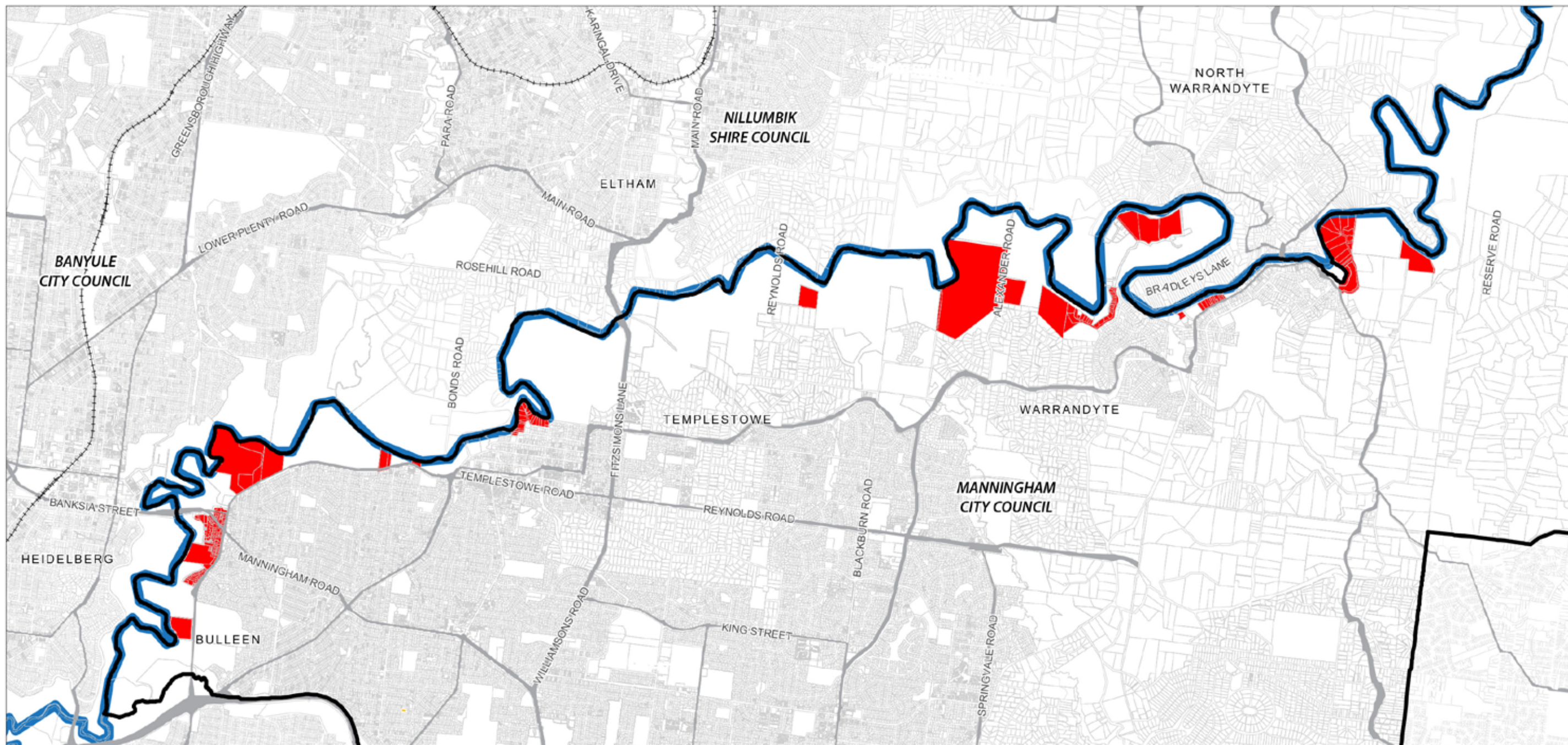
Middle Yarra River Corridor Study Recommendations Report, 2016, Department of Environment, Land, Water and Planning

Development Guide for Areas of Environmental & Landscape Significance, 2011, Manningham City Council

Guidelines for Approval of Jetties, 2011, Melbourne Water

Shared Pathway Guidelines, 2009, Melbourne Water

The Middle Yarra Concept Plan – Burke Road to Watsons Creek, 1993, Melbourne Parks and Waterways



LEGEND

- Local Government Boundaries
- Yarra River

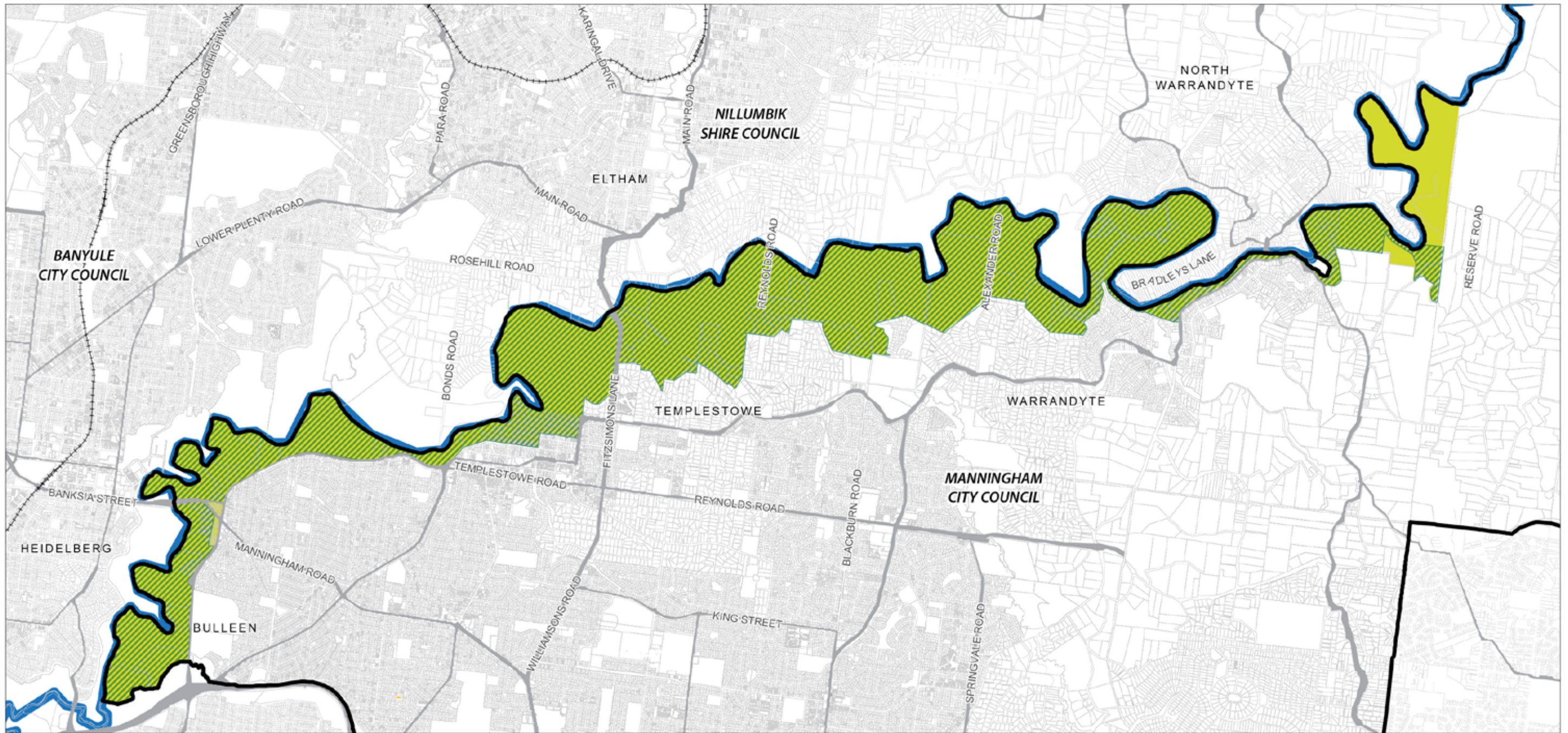
Overlays

- DDO Proposed Design and Development Overlay Areas

MIDDLE YARRA RIVER CORRIDOR STUDY

PROPOSED DESIGN & DEVELOPMENT OVERLAY





LEGEND

- Local Government Boundaries
- Yarra River

Proposed Overlays

- Existing Environmental Significance Overlay (ESO1) Yarra River Environs
- Proposed Significant Landscape Overlay (SLO) Area

MIDDLE YARRA RIVER CORRIDOR STUDY

PROPOSED SIGNIFICANT LANDSCAPE OVERLAY

