

MONASH NEW RESIDENTIAL ZONES ADVICE

Prepared for the City of Monash

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ACKNOWLEDGEMENTS

It is acknowledged that the City of Monash is on traditional lands of the Wurundjeri tribe of the Kulin Nation . We offer our respect to the Elders of these traditional lands, and through them to all Aboriginal and Torres Strait Islander People.

PROJECT CONTROL

NAME	NO.	PM APPROVED	PD APPROVED	DATE
Preliminary Draft Report	1	DF	LR	23/12/15
Draft Report	2	DF	LR	15/1/16
Final Report	3	DF	LR	26/02/2016

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INTRODUCTION

1.1 THE BRIEF

INTRODUCTION

Planisphere was engaged by the City of Monash to assist in addressing issues raised by the Council in its resolution on 27 October 2015 in relation to Amendment C125 to the *Monash Planning Scheme*. The amendment has been exhibited and seeks to implement part 1 of the *Monash Housing Strategy 2014* as part a two stage process. The amendment proposes to make changes to the MSS, to introduce and modify existing schedules to the Neighbourhood Residential, General Residential and Residential Growth zones.

The amendment also applies the Development Contributions Plan and Design and Development overlays to areas within and nearby the Clayton Activity Centre and the Monash National Employment Cluster. This aspect of the amendment is not part of the considerations of this report.

This report discusses the proposed Amendment in context with the *Monash Neighbourhood Character Review 2015* ('The Character Review') and the *Monash Housing Strategy 2014* ('The Housing Strategy'). It also discusses policy implications arising from *Plan Melbourne 2014* and the recently released discussion paper, *Plan Melbourne Refresh 2015*.

In considering the report on the Amendment C125 exhibition process and associated outcomes, the Council resolved that a number of issues be further investigated prior to determining on the response to submissions. The Council's resolutions on 24 October and as modified on 24 November, 2015 in summary require examination of the proposed Amendment to determine:

- whether the proposed Dandenong Creek escarpment is appropriately configured;
- whether the proposed controls for the NRZ₁, NRZ₂, NRZ₃ and NRZ₄ are effective in providing appropriate and the desired protection for these areas, and in particular:
 - whether a minimum 60m² requirement of private open space is appropriate
 - whether rear and side setbacks should be retained as currently proposed.

These last two elements have been investigated by MGS architects to determine the practical design aspects of the requirements.

RELATED DOCUMENTS

In addressing these issues we have been requested to address the relationship and alignment between the Amendment and:

- The Monash Housing Strategy 2014;
- The Monash Neighbourhood Character Study 2015 (and its alignment with the Housing Strategy);
- Plan Melbourne 2014 and Plan Melbourne Refresh Discussion paper 2015;

- The 'Garden City' objectives of the Monash planning scheme; and
- The principles outlined in the Residential Zones Standing Advisory Committee Overarching Issues Report.

2

BACKGROUND

2.1 REVIEW DOCUMENTS

THE AMENDMENT

Amendment C125 proposes to introduce the findings of the *Monash Housing Strategy* to reflect its findings. In summary, the Amendment proposes to:

- Introduce the *Monash Housing Strategy 2014* into the *Monash Planning Scheme* as a reference document
- Update local planning policies in the MSS and LPPs
- Modify existing schedules and introduce three new NRZ and four new GRZ schedules into the Monash Planning Scheme
- Introduce a new Design and Development Overlay and Development Contributions Plan Overlay
- Various updates related to the Monash National Employment Cluster and Clayton Activity Centre
- Update zone and overlay maps to reflect above changes

Formal consultation and exhibition of the Amendment began in June 2015 and concluded at the end of August 2015. In response to community feedback, it was resolved at a Council meeting that further strategic work was required to justify elements of the amendment. Subsequently it was placed on hold while this work was undertaken.

MONASH HOUSING STRATEGY 2014

The *Housing Strategy* sets out a range of objectives, strategies and actions that address a range of housing issues within the municipality. The scope of the *Housing Strategy* is structured around ten key objectives which relate to a range of growth, social and demographic imperatives.

The Strategy sets out Monash's Residential Framework, which identifies areas suitable for limited, incremental and future growth potential, classified within eight categories as outlined below:

HOUSING CATEGORY	NAME	CHANGE TYPE
Category 1	Activity and Neighbourhood Centres	Substantial
Category 2	Accessible Areas	Substantial
Category 3	Monash National Employment Cluster	Substantial
Category 4	Boulevards	Substantial

Category 5	Heritage Precincts	Limited
Category 6	Dandenong Creek Escarpment	Limited
Category 7	Creek Environs	Limited
Category 8	Garden City Suburbs	Moderate

The Residential Framework is informed by ten principles which are derived from existing and former strategic work undertaken by Council. Within each category, a description of the land to which it applies (including identified locations within Monash) are outlined as well as future housing and preferred character objectives and residential outcomes.

Amendment C125 focuses on the implementation of categories 5-8 with the remaining categories to be reviewed after Stage 1 and initiated in a separate Amendment process.

MONASH NEIGHBOURHOOD CHARACTER REVIEW 2013 AND 2015

The 2013 Neighbourhood Character Review was a review and update of the Monash Neighbourhood Character Study 1997, within the context of the Council's review of its Housing Strategy (above). It provided input to that Strategy in determining areas of growth and change. The 2013 Review refined previous character types, reducing the number of types, and revised some boundaries. This Review summarised survey findings in relation to details of each of the character types in an Appendix.

The 2015 Neighbourhood Character Review focussed on creekside areas, and a refinement of neighbourhood character statements and boundaries in order to make recommendations for revised future character statements. The scope of the study focused on:

- Review of existing character type boundaries
- Refinement and update of the existing character statements for each precinct
- Review and refinement of desired future character statements for each precinct

It made updates to the 2013 Review in accordance with the adopted *Housing Strategy* and made recommendations for areas within the creekside/river environs.

The Review made recommendations for the potential translation of the new zones based on the findings on the Review. The focus of the recommendations was around the NRZ and the GRZ, with future policy direction for RGZ areas to be based on further strategic work being undertaken in the *Housing Strategy*.

PLAN MELBOURNE

Plan Melbourne 2014 sets out the strategic vision for Melbourne’s growth to 2050. There are a number of relevant directions contained within the Plan which relate to Monash including the following initiatives

- Applying the reformed residential zones
- Investigate and plan for expected housing needs across Melbourne’s five subregions
- Improve the quality and amenity of residential apartments
- Deliver housing close to jobs and transport
- Facilitate growth in the social housing sector
- Increase understanding of affordable housing in the context of changing household types and needs.

Plan Melbourne also sets out to integrate the reformed residential zones into the strategy. It sets out the purpose for each zone and its likely application as summarised in the table below.

ZONE	PURPOSE	LIKELY APPLICATION
Neighbourhood Residential Zone	Restricts housing growth in areas identified for urban preservation	In areas where single dwellings prevail and change is not identified, such as areas of recognised neighbourhood character, environmental or landscape significance.
General Residential Zone	Respects and preserves neighbourhood character while allowing moderate housing growth and diversity.	In most residential areas where moderate growth and diversity of housing is consistent with existing neighbourhood character.
Residential Growth Zone	Enables new housing growth and diversity in appropriate locations.	In appropriate locations near activity areas, railway stations and other areas suitable for increased housing activity.

The *Monash Housing Strategy* was written with reference to all of the relevant initiatives and principle outlined in *Plan Melbourne*. The Residential Framework map illustrates the areas in which limited, moderate and substantial growth could potentially occur within Monash with reference to the principles outlined in Plan Melbourne.

There are a number of other factors identified in *Plan Melbourne* which have implications for the *Housing Strategy* as follows:

- Reinforcing the strategic importance of the Monash Technology Precinct, to be known as the Monash National Employment Cluster, and providing a clearer indication as to the geographic extent of this areas than previous strategies:
- Designating ‘urban renewal areas’ at Glen Waverley and along the Huntingdale to Clayton Rail Corridor, that are of metropolitan significance

- Retaining a strategic focus on Activity Centres as important nodes for commercial and residential development
- Nominating Brandon Park, Clayton, Glen Waverley Mt Waverly and Oakleigh as 'Activity Centres'
- Supporting stronger planning controls over local 'neighbourhood centres' and residential neighbourhoods with a character that is sought to be retained and
- Identifying potential long-term rail infrastructure improvements that traverse Monash, namely the South-East Rail Link and the Rowville Rail Link.

In regard to housing considerations, the *Monash Housing Strategy* covers all the key elements identified in *Plan Melbourne*. These are summarised in the table below:

CONSIDERATION	MONASH HOUSING STRATEGY	PLAN MELBOURNE
Demographic Change	Reviews, updates and identifies any significant changes to demographic profile of the municipality	Broadly identifies growth trends and demographic changes across Melbourne
Local housing needs	Identifies housing requirements and needs of the local community	Advocates for liveable communities and neighbourhoods
Housing Diversity	Identifies strategies to be encourage the provision of housing diversity	Focuses on housing diversity in growth areas and improvements to housing delivery models
Affordable housing	Investigate options for the provision of housing affordability	Recognises housing stress and proposes a range of further work to understand affordability contexts and strengthen policies. Advocates for housing located near services and public transport.
Future housing needs	Anticipates future housing needs in Monash	On a municipal level, applies the new residential zones. On a metropolitan scale, considers housing policies in relation to five subregions

Overall, the *Housing Strategy* aligns with the objectives, directions and initiatives outlined in *Plan Melbourne*. Specifically, Plan Melbourne calls for all Councils to address housing affordability and choice through the preparation or a municipal housing strategy. In particular, it has a strong emphasis on demographic change, housing profiles and housing affordability in Monash. The *Housing Strategy* directly references residential growth and application principles identified in *Plan Melbourne* and also discusses future options for the application of schedule variations within Monash, as enabled by the introduction of the reformed residential zones.

PLAN MELBOURNE DISCUSSION PAPER

In October 2015, the State Government released a discussion paper to update elements of the original Plan. Known as '*Plan Melbourne Refresh*' the discussion paper reworks some of the existing objectives and removes others which it does not consider relevant.

The discussion paper presents 'options for discussion' which invite the public to comment on a range of issues including housing. Many of the reframed objectives and strategies relating to housing, growth and demographic trends do not directly impact on the intention of Amendment C125.

RESIDENTIAL ZONES STANDING ADVISORY COMMITTEE

The RZSAC identifies a number of relevant principles which reinforce the criteria outlined in PN78 and reiterate concerns and issues raised through the application of the residential zones. Of relevance are the following:

- The application of the residential zones should be based on a housing or similar strategy that specifically addresses where and how housing growth will be accommodated.

Neighbourhood Residential Zone

- The NRZ should not be used as the 'default' residential zone
- The application of the NRZ at the municipal level should not be driven by the 50% reference in Plan Melbourne or the percentages applied in other municipalities
- The NRZ should not be applied in precincts where there is policy support significant housing growth
- The use of the NRZ in response to identified character should be balanced with policies and strategies to provide housing choice and affordability
- The use of the NRZ to limit residential development in areas subject to environmental hazards or values should have regard to whether the zone provisions are necessary in addition to the relevant overlay.

General Residential Zone

- The GRZ will typically be the 'default' zone for the R1Z.
- The GRZ should not be used as a 'default growth zone' because it only provides for incremental change and there is an expectation that respecting neighbourhood character will influence the scale of built form

Residential Growth Zone

- The RGZ should be applied where the potential establishment of commercial uses, as permitted by the zone, is unlikely to adversely impact on existing activity centres.
- The application of the RGZ or the GRZ is preferred over the NRZ for larger scale housing redevelopment sites
- The RGZ is the primary zone for change areas identified for significant housing change that are not constrained by 'character'.

Other Considerations

- Zones should be selected having regard to local policy, overlays and other scheme provisions, and before development local content in schedules
- Local content in schedules must be justified in terms of the efficacy of the requirement and the implications for achieving policy objectives.

- Schedules should be avoided where they apply new benchmarks for residential development without adequate justification.
- Schedules should only be applied where there is a clearly defined need and it can be demonstrated that the provisions of Clause 54 and 55 are not adequate.
- The use of local schedules should be minimised and schedules should preferably be applied on a broad scale rather than on a site specific basis.
- Existing overlays should be a factor when considering which zone to apply.
- The existence of 'character' does not automatically justify applying the NRZ
- Variations to the Clauses 54 and 55 in the zone schedules should be justified and should not be applied if the existing provisions are adequate.

DISCUSSION

Review of the principles listed above confirms consistency in regard to the proposed application of the residential schedules as part of Amendment C125. The proposed schedules appear to be strategically justified and in accordance with the principles outlined in the report as they:

- Apply a logical sequencing of zones which prioritise growth around activity centres
- Support existing local policies and do not duplicate existing controls
- Are consistent with recommendations and findings of the Housing Strategy and Neighbourhood Character Review.
- Apply appropriate proportions of NRZ, GRZ and RGZ
- Apply appropriate controls to the Heritage Precincts, Creek Environs and the Dandenong Escarpment areas which are identified as areas with special character and are unique to the municipality and this is reflected in the proposed zones

It is noted that the application of schedules in the General Residential zone is not discouraged where it is strategically justified, and that due to the high proportion of detached dwelling development in Monash, this is the primary method to ensure good design outcomes for housing.

MANAGING RESIDENTIAL DEVELOPMENT ADVISORY COMMITTEE

The Managing Residential Development Advisory Committee has recently been established to advise the Minister in relation to a number of aspects relating to the process for the introduction, application and content of the new residential zones. This Committee released *Residential Zones State of Play* reports in late January which outline housing and zoning issues over Melbourne and by region. The analysis documents the levels of housing growth in the recent past and projected for each region and municipality. In relation to Monash it notes that a high proportion of residential infill development has occurred in the middle ring suburbs of Melbourne over recent years. Over 25% of new housing supply in Monash is 'dual occupancy' development, and while the approvals for detached houses remain steady and are the

predominant form of housing development, approvals for attached dwellings (units) and apartment buildings is increasing. The report notes that since 2010 the municipality's dwelling stock has been increasing at a rate of 750 dwellings per year, "...making it one of the leading areas for housing development in Melbourne's established suburbs." Most of the development has been occurring in the GRZ with a high proportion being two and three unit developments at a low density. The reports indicate that of the Councils in the Eastern Region, Monash has by far the highest proportion of land within the GRZ at 96%.

The reports do not provide commentary regarding the findings, however a focus of the review will be the appropriate application of more restrictive zoning controls, and zones that encourage housing growth. Final recommendations of the Committee in June/July may have some relevance to the approach to the introduction of residential zones in Monash in future, however it is considered that as the Amendment is well progressed that this need not delay the Amendment at this stage.

3

GARDEN CITY IN MONASH

3.1 MONASH PLANNING SCHEME

EXISTING POLICY FRAMEWORK

Monash has a strong emphasis on the 'Garden City character' of its municipality. It is a defining characteristic of the streetscapes and highly valued by residents and visitors to the municipality. It is also a characteristic which is strongly represented in the *Monash Planning Scheme* throughout the MSS, local planning policies, zoning and overlay provisions. Garden City, within the context of Monash, is characterised by the following elements:

- Leafy suburbs
- Streetscapes with high levels of vegetation, canopy trees and other landscaping, both within the private and public realm
- Heavily treed residential areas
- Large, landscaped setbacks comprising a mixture of exotic and native species.
- Separate dwellings are the dominant built form
- Newer developments are sited with respect to the design and form of established homes

The Garden City character reflects the historic development of Monash and therefore has strong cultural and community significance for the community. A number of issues that will threaten Monash's Garden City Character are identified throughout the LPPF and relate to:

- Removal of vegetation with a lack of replacement
- Inappropriate residential redevelopment
- Poor siting of developments which do not allow for the provision of canopy trees
- Increased growth projections and pressures to provide more housing

There is a strong policy support for the protection and enhancement of the Garden City character throughout the *Monash Planning Scheme*. The MSS and local planning policies discuss the importance of the Garden City character in the following Clauses:

Clause 21.01- Municipal Strategic Statement

Clause 21.02- Key Influences

Clause 21.03- A vision for Monash

Clause 21.04- Residential Development

Clause 21.05 –Economic Development

Clause 21.06A- Wheelers Hill Neighbourhood Activity Centre Structure Plan

Clause 21.07- Business Parks and Industry

Clause 22.01- Residential Development and Character Policy

Clause 22.03- Industry and Business Development and Character Policy

Clause 23.05- Tree Conservation Policy

Clause 22.06- Wheelers Hill Neighbourhood Activity Centre Policy

Clause 22.07- Heritage Policy

Clause 22.08- Outdoor advertising Policy

Clause 22.09- Non residential use and development in residential areas

Clause 22.10- Student Accommodation Policy

When determining whether a new development proposal is appropriate, there are a number of particular neighbourhood character elements to consider. These are identified in Clause 21.03-5 as follows:

- Well designed building facades
- Quality of building materials
- Location of car parking and accessways
- Location of services
- Street planting
- Front fencing
- Promotional material and signage.

AMENDMENT C125

The reformed residential zones introduced in July 2014 have allowed Councils greater opportunity to apply more nuanced outcomes for local residential areas. This allows for local neighbourhood characteristics to be reflected in zone schedules where it is observed that there is an important local defining feature worthy of retention, and is supported by strategic justification (such as that undertaken by Monash).

Amendment C125 proposes nine new schedules to the NRZ, GRZ and RGZ which vary a range of ResCode standards as follows:

- Street setbacks
- Site Coverage
- Permeability
- Landscaping
- Side and rear setbacks
- Private Open Space
- Maximum Building Height
- Minimum subdivision area (not all proposed zones)

The particulars of the individual schedule variations arise from strategic work undertaken by Council, including the *Housing Strategy* and the *Character Review*. These schedule variations work in conjunction with existing overlays and local planning policies when considering future development applications.

As well as determining particular neighbourhood character outcomes within defined areas, the proposed schedules also reflect various growth scenarios as outlined in the *Housing Strategy*.

The proposed application of the schedules reflect different neighbourhood characteristics, however still contribute to the overall policy objectives of retaining and enhancing the Garden City character. For example, GRZ₃ and GRZ₄ apply to the southern and northern residential areas of the municipality. In the southern areas greater emphasis is placed on a sense of spaciousness, while in the northern areas higher canopy tree requirements are specified.

In areas where there is a greater emphasis on the natural environment, increased rear and side setbacks, private open space and landscaping requirements are outlined. This applies to the Creek Abuttal and Creek Environs areas (NRZ₂ and NRZ₃ respectively). Outside urban consolidation areas, a maximum 50% site coverage is permitted, at least two canopy trees and 75sqm of private open space with a minimum width of 5m.

The proposed amendment documentation also includes a range of extensive decision guidelines within each schedule which add a range of additional design/siting considerations which again reinforce the Garden City objectives of the municipality. In addition to the variations to the requirements of Clause 54 and 55, the additional decision guidelines strongly reflect the purpose and objectives identified in the MSS and LPPs.

Overall, it is considered that these variations within the NRZ and GRZ adequately reflect built form and landscape differences within different areas of the municipality. Outside urban consolidation areas, a maximum 50% site coverage is permitted, at least two canopy trees and 75 sq.m. of private open space with a minimum width of 5m.

3.2 OTHER APPROACHES

As an established municipality within metropolitan Melbourne, the City of Monash has refined its vegetation protection controls through numerous planning scheme amendments.

When considering whether Monash's approach to vegetation protection is adequate, it is important to consider other approaches from neighbouring and surrounding municipalities.

For the purposes of this analysis, comparisons between Monash and the cities of Whitehorse, Maroondah and Bayside have been made. A summary of the findings are presented in the table below.

VEGETATION RELATED CONTROLS	MONASH (PRE C125)	MONASH (AM C125)	BAYSIDE	MAROONDA H	WHITEHORSE	BANYULE
MSS reference to vegetation	✓	✓	✓	✓	✓	✓
Local policy specifically dealing with vegetation	✓	✓	x	✓	✓	
Local policy addressing vegetation amongst other issues	✓	✓	✓	✓	✓	✓
NRZ zone schedule	x	✓	x	x	✓	x
GRZ zone schedule	x	✓	x	x	✓	✓
RGZ zone schedule	x	✓	x	x	✓	x
ESO	x	x	✓	x	✓	✓
SLO	x	x	✓	✓	✓	✓
VPO	✓	✓	✓	✓	✓	✓
HO with tree removal controls	✓	✓	✓	✓	✓	✓
DDO with vegetation related provisions	✓	✓	✓	✓	✓	✓
NCO	✓	✓	✓	✓	✓	x

STATE PLANNING POLICY FRAMEWORK

The State Planning Policy Framework (SPPF) comprises a statement of general principles for land use and development planning, and specific policies dealing with sectoral issues. Planning and responsible authorities must take into account and give effect to both the general principals and the specific policies applicable to issues before them to ensure integrated decision-making.

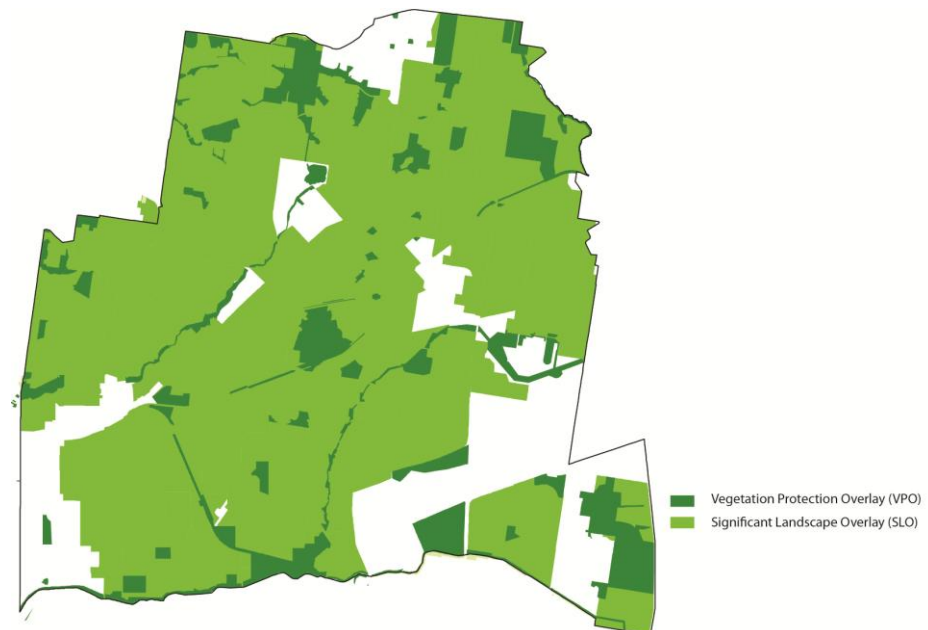
Biodiversity, vegetation and tree protection are common themes throughout the SPPF. It is clear that it is State Policy that planning considers the long term cumulative effects of development on the natural environment and landscape value.

MAROONDAH CITY COUNCIL

SUMMARY

Key Vegetation Protection Controls	<ul style="list-style-type: none"> - SLO1, SLO2, SLO3, SLO4 - VPO1 - Increased POS in NRZ and GRZ
Vegetation Related Policy	<ul style="list-style-type: none"> - Clause 22.02: Residential Neighbourhood Character - Clause 22.04- Sites of biological significance
Key Relevant Studies	<ul style="list-style-type: none"> - Sites of Biological Significance in Maroondah Vols 1 & 2, 1997 - Open Space Requirements for Provision and Retention of Canopy Trees in Maroondah, 2002 - Maroondah Neighbourhood Character Study 2004 - Sustainability Strategy, 2009

Maroondah planning scheme has a number of mechanisms to protect vegetation throughout the municipality. The majority of Maroondah is covered by four SLO schedules, of which SLO3 and SLO4 are the main controls.



SLO 3 requires a permit for developments over

- 40% site cover
- 20% slope
- 2.5m of cut or fill
- 2 storeys or 8 m

It also requires a permit for vegetation removal other than:

- Trees less than 5 m and less than 0.5m circumference at 1m
- Pruning
- Dead, dying or dangerous
- Specific trees on sites over 2000sq.m.

SLO4 requires a permit for vegetation removal other than:

- Tree less than 5m and less than 0.5m at 1 m
- Tree within 3m of a dwelling
- As above

Only one VPO applies throughout the municipality to sites of biological significance. A permit is required to remove, destroy or lop native vegetation.

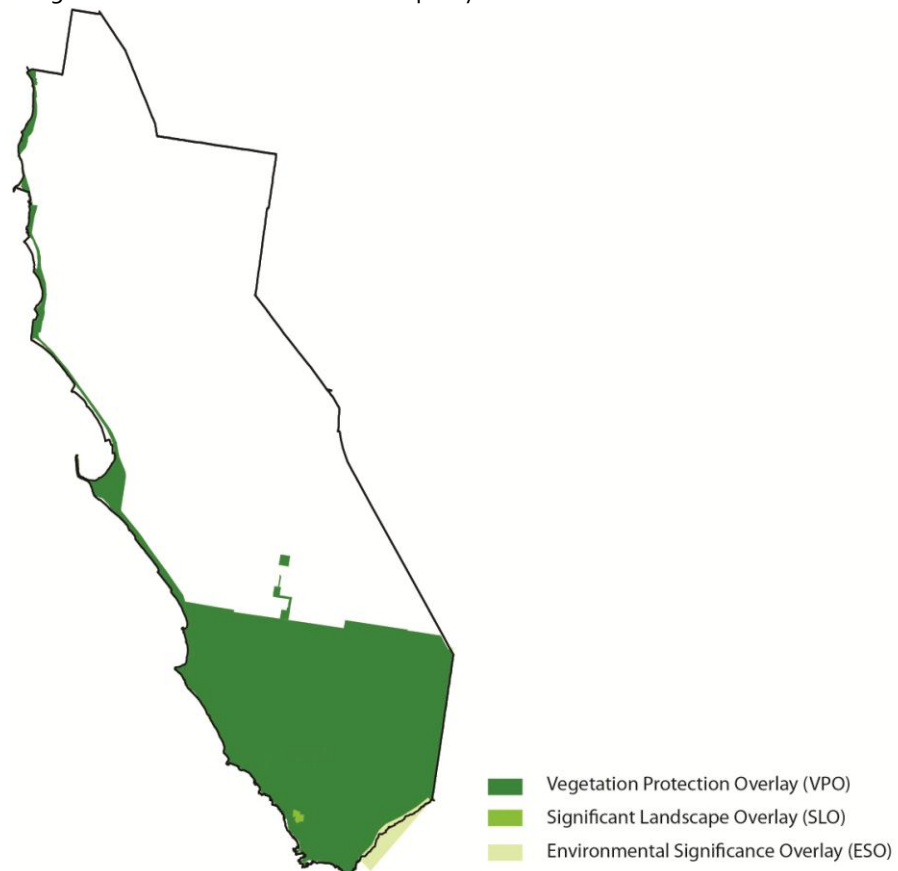
The Maroondah planning scheme does not vary landscaping controls through localised residential schedules however increased requirements for private open space in some areas within the NRZ and GRZ apply. For example all NRZ schedules (four) require an area of 80sqm of private open space with a minimum of 60sqm of SPOS with a minimum dimension of 5 metres. While local policies (specifically Clause 22.02) do not specify the exact number of canopy trees required, the increased POS allows for the planting and landscaping of lots in accordance with neighbourhood character.

CITY OF BAYSIDE

SUMMARY

Key Vegetation Protection Controls	<ul style="list-style-type: none"> - VPO1, VPO2, VPO3 - SLO1 - ESO1
Vegetation Related Policy	<ul style="list-style-type: none"> - Clause 21.04 Environmental and Landscape Values - Clause 21.06: Built Environment and Heritage - Clause 21.08: Open Space - Clause 22.06: Neighbourhood Character Policy
Key Relevant Studies	<ul style="list-style-type: none"> - Bayside Coastal Strategy, 1997 - Vegetation Character Assessment, 2000 - Bayside Neighbourhood Character Review, 2004 - Bayside Open Space Strategy, 2012 - Bayside Open Space Strategy: Suburb Analysis and Action Plan, 2012

The City of Bayside has undertaken a variety of strategic work to inform the protection and enhancement of vegetation and trees within the municipality. The VPO is the most commonly applied environmental overlay within the municipality. As shown in the map below, it generally only applies to the coastal foreshore areas and to a large area in the south of the municipality.



VPO₃ applies most extensively to Bayside around Beaumaris and Black Rock native vegetation areas. A permit is required to remove, destroy or lop any vegetation native to Australia.

The ESO and SLO only apply to small areas within the southern part of the municipality. Both overlays generally seek permits for the removal of vegetation.

In 2011 the City of Bayside undertook a review of their vegetation related provisions and developed a number of options for increasing tree canopy coverage and enhancing tree protection on private land. Broadly the options included:

- Amending the MSS to strengthen the discussion, role and values of vegetation
- Preparation of a vegetation retention and enhancement local policy (including defining what a 'canopy tree' was)
- Amend the Residential Zone schedules
- Undertake further strategic work to determine further application of the VPO
- Amend existing overlays to standardise decision guidelines
- Advocate for an Amendment to Res Code.

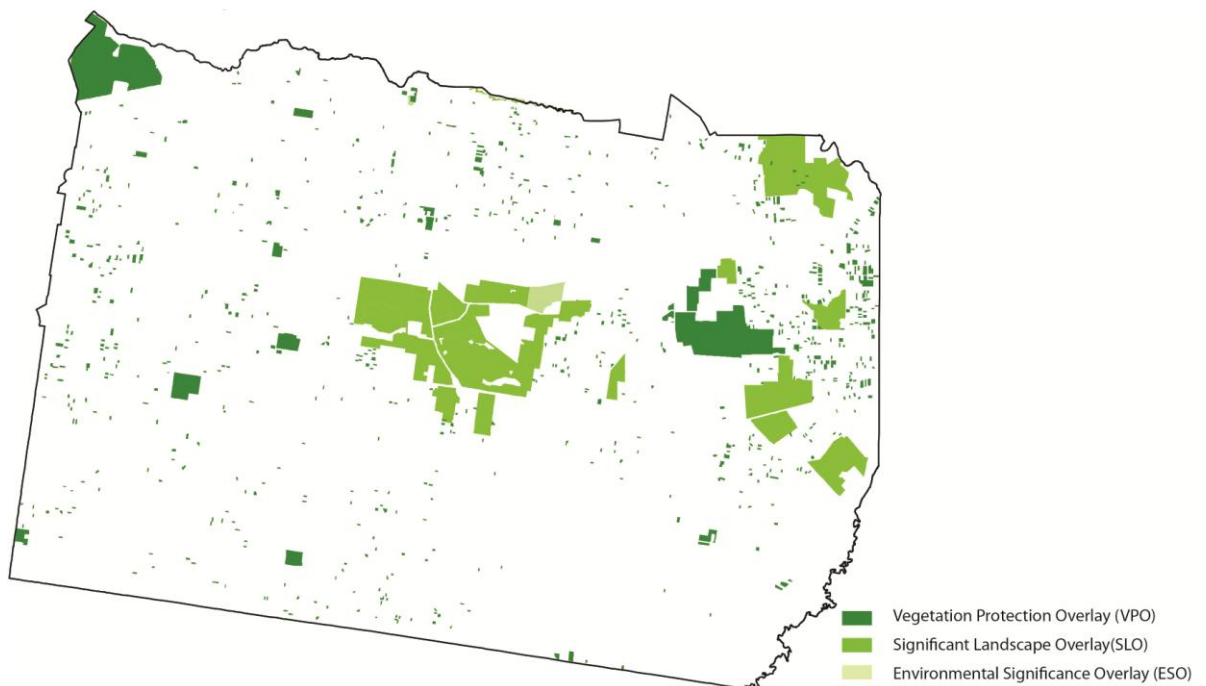
Bayside does not set any requirements for additional landscaping or private open space is required in the residential zone schedules. Clause 21.04 'Environmental and Landscape Values' recognises the wide range of significant habitats within Bayside and seeks to protect them through minimising the impact of land use and development in these areas.

WHITEHORSE CITY COUNCIL

SUMMARY

Key Vegetation Protection Controls	<ul style="list-style-type: none"> - ESO1, ESO2 - VPO1, VPO2, VPO3, VPO4 - SLO1 – SLO8 - NRZ, GRZ and RGZ Schedules
Vegetation Related Policy	<ul style="list-style-type: none"> - Clause 21.05: Environment - Clause 22.04: Tree Conservation - Clause 21.06: Housing - Clause 22.03: Residential Development
Key Relevant Studies	<ul style="list-style-type: none"> - City of Whitehorse: Statements of Tree Significance, 2005 - City of Whitehorse Streetscape Policy & Strategy, 2002 - City of Whitehorse Landscape Guidelines, 2012 - Neighbourhood Character Study, 2014 - Whitehorse Housing Strategy, 2014 - Street Tree Policy (2009) - Whitehorse Sustainability Strategy 2008-2013 (2008) - Whitehorse Urban Biodiversity Strategy (2014) - Whitehorse City Council Landscape Guidelines

There is strong policy support for the retention and enhancement of vegetation and tree canopies in the Whitehorse Planning Scheme. There are a number of mechanisms, including the application of three environmental overlays (ESO, VPO and SLO), explicit reference to landscaping in all the residential zone schedules and specific policy reference in the LPPF.



Unlike other surrounding municipalities, the SLO and VPO are not applied as blanket environmental overlays (with the exception of a couple of areas). Many of the VPOs which apply within Whitehorse have been implemented via strategic work which examined the significance of individual trees in Whitehorse. The Council is presently undertaking a study to examine the viability of municipal wide tree protection controls.

While similar in effect, the ESO, VPO and SLO are different planning tools for protecting vegetation.

ESO₁ and ESO₂ require a planning permit to construct a building or a dwelling, subdivide land or construct a fence. A permit is generally required to remove, destroy or lop vegetation.

In contrast, the VPOs that apply to Whitehorse generally just require a permit remove, lop or destroy native vegetation and substantial trees.

The application of the SLO throughout Whitehorse is partially based on the findings of the Whitehorse Housing and Neighbourhood Character (2014) which identified areas of significant landscape.

Tree canopy provision is required in all residential zones within Whitehorse. For example, NRZ requires:

Provision of at least two canopy trees per dwelling that have the potential of reaching a minimum mature height of 12 metres. At least one of those trees should be in the secluded private open space of the dwelling. The species of canopy tree should be native, preferably indigenous.

Subsequently a larger area of POS area of 80sqm or 20% of the lot is also required to accommodate the increased canopy tree requirement.

In addition to schedule variations, additional support for tree retention and vegetation enhancements is outlined in Council’s MSS and local planning policies. Clause 22.04 ‘Tree Conservation’ recognises the importance of tree conservation in Whitehorse and sets out to ensure that new developments to not detract from the natural environment and retention and regeneration of trees is achieved where appropriate.

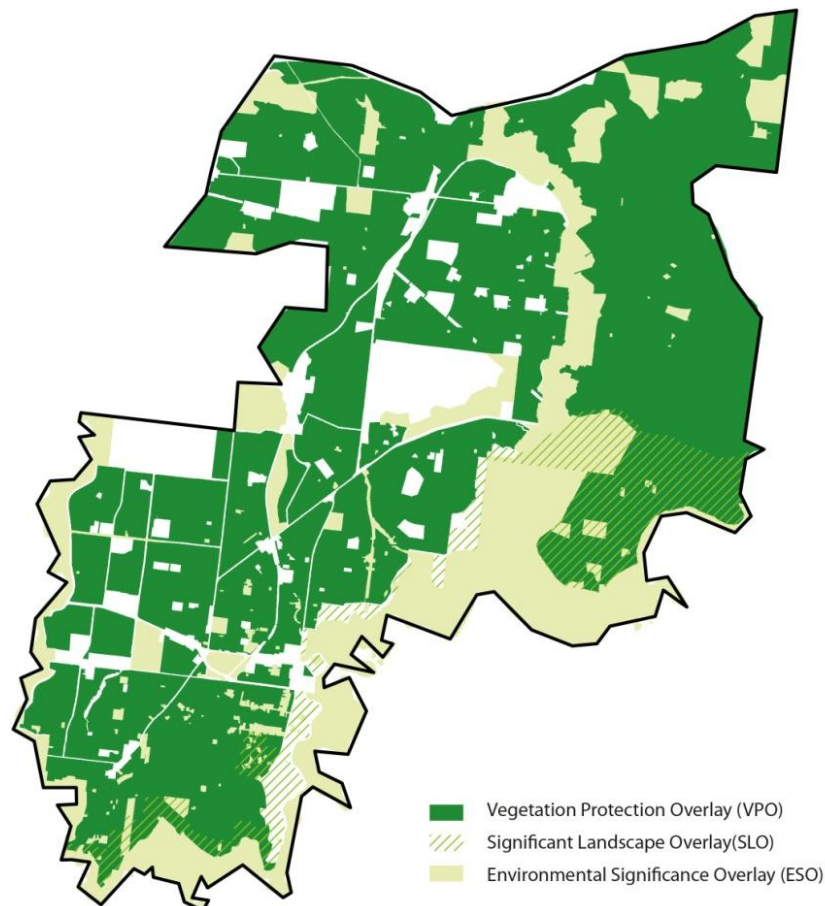
CITY OF BANYULE

SUMMARY

Key Vegetation Protection Controls	- ESO ₁ , ESO ₂ , ESO ₃ , ESO ₄ , ESO ₅
	- VPO ₁ , VPO ₂ , VPO ₃ , VPO ₄ , VPO ₅
	- SLO ₁
	- GRZ Schedule
Vegetation Related Policy	- Clause 21.05: Natural Environment
	- Clause 22.02: Residential Neighbourhood Character Policy

Key Relevant Studies

- Neighbourhood Character Strategy, 2012
- Heritage Places Study
- Significant Tree and Vegetation Study
- Street Tree Strategy
- Wildlife Corridor Program Report
- Tree Planting Zone Guidelines 2011
- Strategy for Substantial Trees in Banyule’s Garden Court and Garden Suburban Neighbourhoods, 2013
- Weed Management Strategy, 2006



The Banyule Planning Scheme Municipal Strategic Statement emphasises the environmental (Clause 21.05 Natural Environment) and neighbourhood character (Clause 21.06 Built Environment) values of vegetation within the municipality.

The Residential Neighbourhood Character Policy (Clause 22.02) is similar in nature and function to Monash’s equivalent, placing emphasis on the protection and planting of vegetation according to the future desired character of identified precincts.

The heritage, landscape, character and biodiversity values of particular areas have been identified through a Heritage Places Study, a Neighbourhood Character Strategy, Significant Tree and Vegetation Study, Street Tree Strategy and Wildlife Corridor Program Report. These studies provide strategic support for the application of the SLO, VPO, ESO and DDO in different parts of the municipality.

The Banyule Neighbourhood Character Strategy (2012) provides a strategic policy framework for supporting housing change in residential areas within a desired future neighbourhood character in the City of Banyule. It provides strategic precinct statements that describe the future character and objectives for each of the 13 neighbourhood character precincts. It makes various references to the contribution of significant trees, substantial trees and other vegetation to contributing to the desired future character of residential neighbourhoods.

Similar to Monash, character types have been identified to encapsulate the landscape and built form elements considered important in Banyule.

Overall, the strategy makes clear that continuous tree canopy cover and large native trees are the most valued characteristic of the municipality and should always be retained wherever possible. It requires dwellings to sit beneath the canopy cover and long views of vegetated dominated streets and neighbourhoods retained.

The overlay with the most extensive application throughout Banyule is the VPO with 5 schedules. The VPO5 'Substantial Tree Protection Area', applies to the majority of Banyule's residential areas. Unlike Bayside's VPO3, Banyule's VPO5 protects both native and exotic vegetation over 12m or with a combined diameter of more than 0.4m at 1400m from the base. In some areas a permit is also required for buildings and works that are within the drip line or within the significant tree root zone of substantial trees.

Banyule VPO5 contains a 'statement of nature and significance of vegetation to be protected' which emphasises the role of substantial trees in contributing to 'local identity and character', providing 'habitat links and wildlife corridors' and as 'remnant over storey vegetation'.

The GRZ schedules, which cover 58.7% of the municipality, require a large tree in the front setback, and 1 tree/400sqm of site in one case.

3.3 CONCLUSIONS

The relationship between the Housing Strategy and the Neighbourhood Character Reviews is strong and consistent.

The Amendment reflects the strategic content of the reports, and is supported by the strategic analysis and conclusions of these reports.

The proposed controls exhibited as part of Amendment C125 will improve and continue to support vegetation and tree protection in Monash. The provisions will work supplementary to the existing policy framework to implement the Garden City characteristics of the municipality.

Combined with the existing approach to vegetation protection and the reinforcement of landscaping requirements through the residential zone schedules, a multi-layered and logical policy framework supports the retention and/or provision of vegetation and trees in particular.

It is clear that vegetation protection is undertaken in a number of different ways through the planning scheme in established areas of Melbourne, reflecting the importance of trees to the character of residential areas. The various approaches reflect past strategic work, history of planning scheme implementation techniques and the particular provisions sought. The City of Monash's approach to vegetation and tree protection is consistent with approaches taken in some other adjoining and middle-ring municipalities. It is acknowledged however, that the VPO alone is not an effective tool in protection over large areas for the purpose of maintaining garden character. Use of the VPO in combination with zone schedules, or preferably the use of a SLO, is more effective in retaining and replacing trees.

4

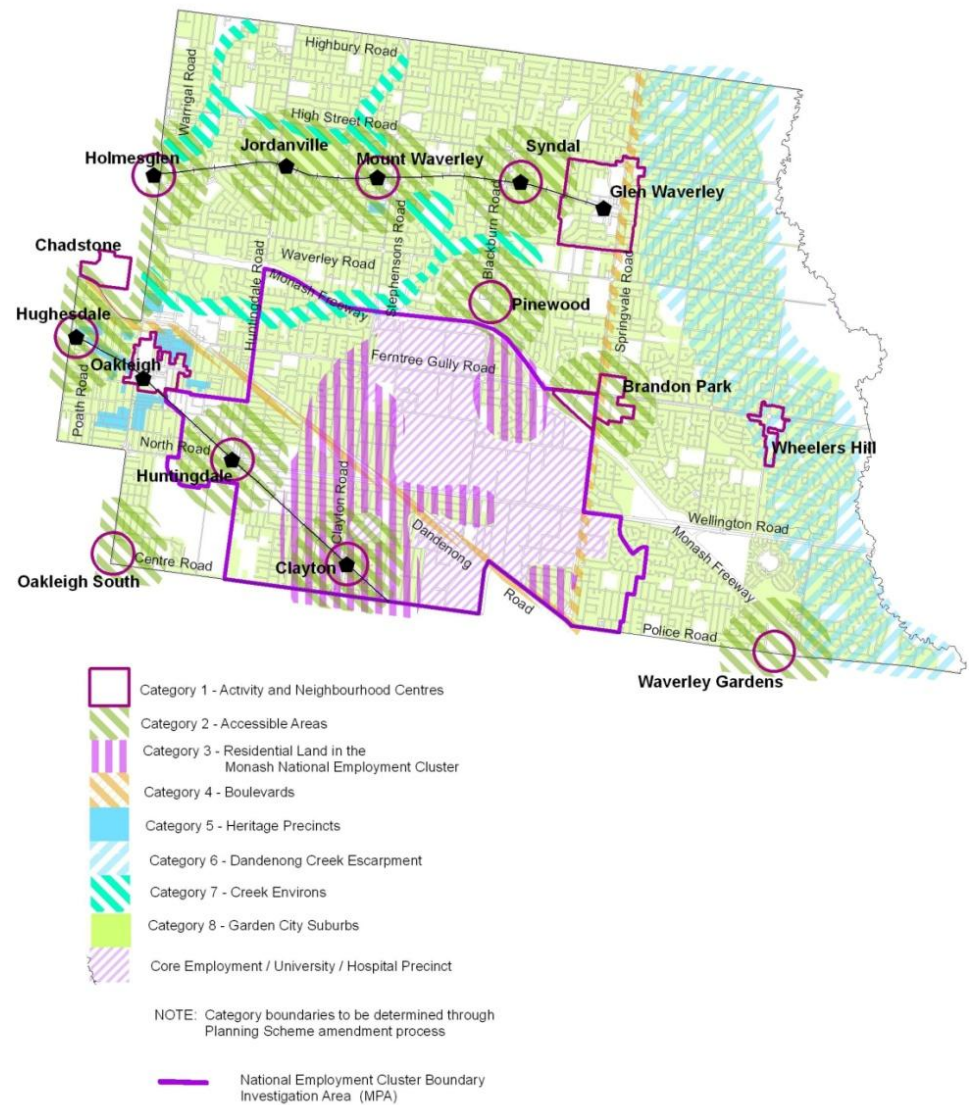
RELATIONSHIP BETWEEN HOUSING & CHARACTER

4.1 STRATEGY COMPARISON

THE HOUSING STRATEGY AND NEIGHBOURHOOD CHARACTER REVIEW

The *Housing Strategy* sets out a residential growth framework based on ten principles. It does not make specific recommendations for schedule variations, rather it sets preferred future character statements and residential outcomes in relation to built form intensity and housing design for each housing category (total of eight).

The Residential Development Framework Map (as shown below) illustrates the distribution and application of each of the eight housing categories.



The Strategy was prepared with reference to the 2015 *Character Review*, which identifies five different character types within Monash. These character types, while all generally contributing to the Garden City character of the municipality, have differences in built form, streetscape appearance, building siting, landscaping and topography.

The Review makes recommendations for the consolidation of character types based on the previous Reviews in 1997 and 2013. It also outlines existing characteristics and notes changes to character since the former review. The recommendations arising from the 2015 Review are not intended to designate areas of housing growth or change, rather they articulate different neighbourhood characteristics within the municipality. It is noted in the Review (page 35) that 'the Neighbourhood Character Review will assist in determining the application of the new residential zones and preparing zone schedules for minimal and incremental change areas'.

The 2015 Review makes the following recommendations for the application of the new residential zones in Monash as follows:

For NRZ areas:

1. Oakleigh HO precinct should be included in the NRZ
2. Areas within the existing VPO should be considered for inclusion in the NRZ. Some sites within this area however are capable of accommodating a higher density of development.
3. NRZ is not required for NCO areas, as design controls are already accommodated in existing DDO and other controls.

For GRZ areas:

4. Majority of residential areas are suitable for GRZ, provided guidance is outlined through schedule variations.
5. Should the VPO be applied to GRZ areas, rigorous design standards, particularly around landscaping, site coverage, permeability and vegetation protection, are required.

Although the application of the RGZ was outside the scope of the Review, the general recommendations were made as follows:

6. Apply RGZ around activity centres, Monash employment Corridor and in areas identified in Plan Melbourne as appropriate for higher levels of development.

A matrix of findings attached as Appendix A in the report, document the survey findings of the 2013 Review. It makes observations of key characteristics on side setbacks, site coverage, lot sizes, fences, public realm, building types, scale, infill, street patterns and topography. In some instances specific figures are included regarding site coverage, permeability, setbacks and fence height. While these recommendations were not intended to form the final controls, there appears to be some close correlation between the proposed controls exhibited as part of Amendment C125 and the findings of *the Review*. This will be discussed in further detail later in the report.

Examining the Residential Development Framework and the Proposed Character Type Maps, there appears to be a number of correlations:

- Identification of the Dandenong Creek Escarpment as a significant character area which requires special, additional planning controls

- Recognition of creek environ areas
- The recognition of heritage precincts within Character Type A

The Review does not acknowledge the role of the Monash Employment Cluster and its contribution to housing within the municipality (this is further discussed later). In many instances, housing categories comprises a number of different character types. This is most evident within the Garden City Suburbs (category 8), which includes segments of all neighbourhood character types.

4.2 THE PROPOSED CONTROLS

HOUSING STRATEGY

From the discussion above, it has been established that the findings and recommendations of both the Housing Strategy and Neighbourhood Character Reviews 2013 and 2015 are consistent.

Amendment C125 refines the boundaries proposed by the Housing Strategy, translating them into 12 residential zone schedules as follows:

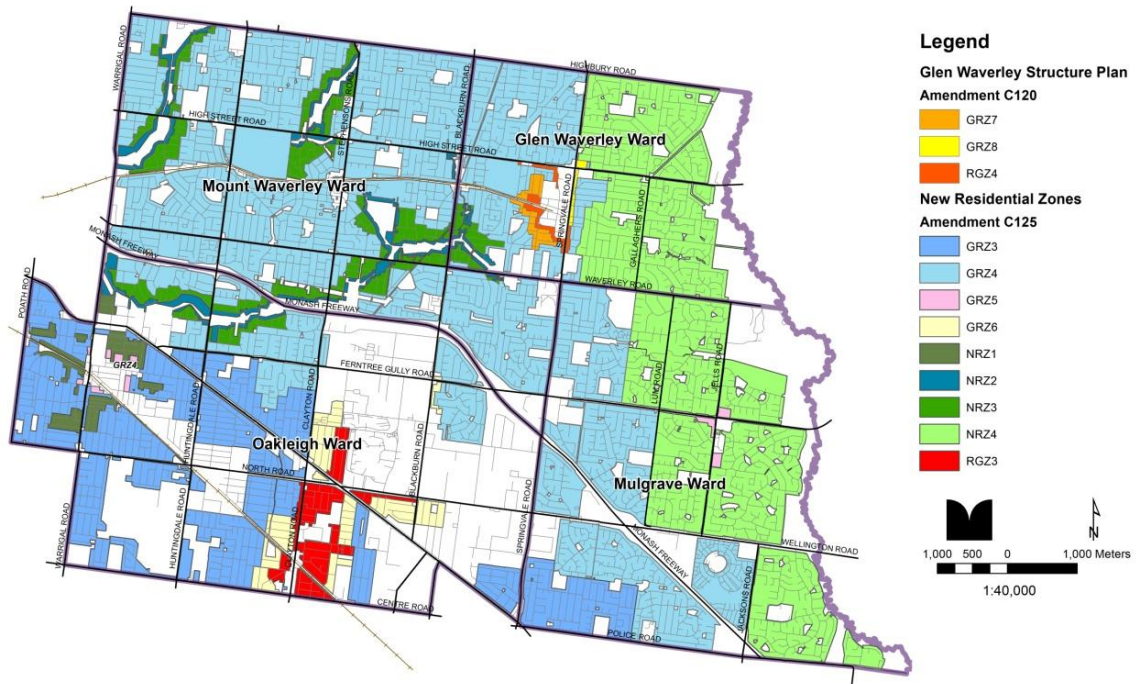
- Four NRZ schedules (NRz 1-4)
- Six GRZ schedules (GRZ 3-8)
- Two RGZ schedules (RGZ3 -4)

The proposed zone schedules generally align with the recommended areas identified in the Housing Strategy as outlined in the table below.

HOUSING STRATEGY		PROPOSED AMENDMENT	
Category 1	Activity and Neighbourhood Centres	RGZ3	Clayton AC
		RGZ4	Glen Waverley AC*
		GRZ5	Oakleigh & Wheelers Hill AC Res land
		GRZ6	Clayton AC- Housing Diversity
		GRZ7	Glen Waverly AC – Housing Diversity*
		GRZ8	Glen Waverley AC*
Category 5	Heritage Precincts	NRZ1	Heritage Precincts
Category 6	Dandenong Creek Escarpment	NRZ4	Dandenong Creek Escarpment
Category 7	Creek Environs	NRZ2	Creek Abuttal
		NRZ3	Creek Environs
Category 8	Garden City Suburbs	GRZ 3	Southern Areas
		GRZ4	Northern Areas

*Not part of this Report Discussion

There are two housing categories that have not been included as part of the Proposed Amendment C125 or C120: Category 2 – Accessible Areas and Category 4 – Boulevards.



NEIGHBOURHOOD CHARACTER REVIEW 2015

With regard to neighbourhood character, the proposed controls exhibited as part of Amendment C125 specifically translate the following character areas into planning provisions:

- Residential Areas (GRZ3 and GRZ4)
- Heritage Areas (NRZ1)
- The Creek Environs (NRZ2 and NRZ3)
- The Dandenong Creek Escarpment (NRZ4)

RESIDENTIAL AREAS

Character Type A and Type B apply to the majority of land within Monash. These character areas represent older, established areas of Monash which are characterised by open garden settings, consistent building patterns and comprise a mixture of new and infill developments. The Character Review distinguishes Type B as having a more established garden setting. This is also reflected through the application of a VPO across the northern portion of the municipality. Accordingly, GRZ3 applies to the southern areas, generally delineated by character type A and GRZ4 applies to the northern residential areas.

The proposed provisions for GRZ3 reinforce requirements for consistency, spaciousness and open space as reflected by the following requirements:

- 1m garage/carport setback

- 50% site coverage maximum and 30% permeability minimum (as changed in response to submissions)
- 2 canopy trees (min. height of 8m at maturity).
- 1m and 2m side setbacks and 5m rear setbacks
- 75sqm open space requirement

The provisions for GRZ₄ are the same as GRZ₃, however in lieu of the garage setback requirement, a 3m side setback requirement applies, along with the planting of 3 canopy trees with a minimum height of 10m at maturity. Additionally some parts of the northern areas are covered by a VPO, which further reinforces the importance of landscaping and vegetation protection and require planning permits for removal of some vegetation.

The application of GRZ₆ and RGZ₃ allow for increased housing densities in and around the Clayton Activity Centre. The Review does not make any specific recommendations regarding the application of growth zones. It does however, note that:

The RGZ would be applied to residential areas around activity centres and the Monash employment corridor, where Plan Melbourne envisages a higher level of development and density to be achieved.

GRZ₆ allows for higher site coverage, lower permeability and reduced side and rear set back requirements, allowing for more intensive residential development scenarios.

The application of GRZ₅ around Wheelers Hill still ensures that neighbourhood character objectives can be achieved within the creek escarpment area, while ensuring consistency with the structure plan and provision of private open space.

Overall, the application of GRZ₃ and GRZ₄ reflect the desired future character of the area while also recognising the potential for these areas to accommodate moderate housing growth and diversity that is consistent with the existing neighbourhood character. GRZ₅ and GRZ₆ will allow for housing diversity without comprising neighbourhood character while RGZ₃ will provide opportunities for increased housing density and growth.

HERITAGE AREAS

The proposed NRZ₁ applies to Heritage Precincts in Oakleigh. These precincts fall within the Residential Character Type A.

The Review identifies that 'Heritage Overlay areas in Oakleigh display consistent streetscapes of older dwellings from the Victorian, Federation and Interwar eras'. The application of the NRZ₁ in these areas is consistent with Practice Note No. 78 *Applying the Residential Zones* and Council's strategic housing and heritage policies. The proposed provisions as exhibited in Amendment C125 support the retention of heritage values and restrict development of lots to 2 dwellings. The Review further supports 'a mix of old and new dwellings' as the desired future character and recognises the presence of Victorian, Edwardian and Interwar buildings as an important part of the precinct's character. The preferred housing type within this zone is detached and dual occupancy developments which are proportionate to the scale and form of contributory buildings within the precinct.

Amendment C125 proposes variations to site coverage and permeability (to 50% and 30% respectively) within NRZ1. Initially 40% site coverage and permeability were proposed (and exhibited), informed by the recommendations of the Review, however after Council received a number of objections in regard to these proposed controls, these percentages have been revised to 50% and 30% respectively. It is considered that neighbourhood character and housing strategy objectives can still be achieved with this change and this is supported by work commissioned by Council of MGS architects..

THE CREEK ENVIRONS

The Creek Environs areas include land within the proposed NRZ2 and NRZ3. These areas are generally reflected in the Character Review A as 'creekside environs sub precincts' (not originally included in the 2013 Review). The desired future character of these areas has the objectives for new developments to be designed to complement the creekside setting by:

- Avoiding walls on the shared boundary with the creekside open space.
- Incorporating a setback from the shared boundary with the creekside open space and providing a landscape buffer, which includes at least one canopy tree.
- Recessing upper levels to reduce visual bulk to the creekside open space.
- Choosing colours and materials for buildings and fencing that blend with, rather than contrast with, the surrounding natural environment

The proposed NRZ2 and NRZ3 delineate the water interfaces and their immediate environs from the balance of GRZ4 land. These areas have more restrictive development controls relating to site coverage, setbacks, tree requirements and private open space requirements. They also limit development to a maximum of two dwellings per lot. The inclusion of these schedules is supported as they will allow opportunities to further protect the sensitive environmental interface and reinforce the Garden City objectives. It is to be noted that the proposed boundaries of the NRZ2 and NRZ3 do not directly correlate with the recommendations from the Review (2015). In addition, the site coverage and permeability standards included in the Amendment have not been derived from specific analysis as part of the Neighbourhood Character Reviews, but rather from more general analysis of surrounding areas.

THE DANDENONG CREEK ESCARPMENT

The Dandenong Creek Escarpments area is identified and reflected in both the Review and the proposed zones through the application of NRZ4. In areas where NRZ4 is not proposed, GRZ4 generally applies. The proposed provisions of the GRZ4 and NRZ4 are contextually similar, with the exception of a reduced canopy tree requirement and additional setback requirements in NRZ4 and no minimum subdivision area for maximum number of dwelling limit in GRZ4.

There is an emphasis on retaining a 'strong landscape character' within the escarpment area. A further emphasis is placed on the design of dwellings to integrate into the topography of the land and to promote a sense of spaciousness and between buildings.

The Review presented an option to apply the NRZ to all land within a VPO. Specifically it noted:

Areas included within the VPO might also be considered for inclusion in the NRZ, due to Council' strategic direction to protect and enhance their high vegetation cover. However, many of the sites in the VPO area are large in size and could potentially accommodate a greater density of development sensitively designed to achieve these objectives in relation to landscape and vegetation protection.

The intention of NRZ₅ is considered appropriate given the environmental context of the area. An examination of the boundaries of the proposed NRZ₄ and Dandenong Creek Escarpment is contained in Section 6 of this report.

4.3 CONCLUSIONS

Based on the discussion and comparisons of the Housing Strategy and the Character Review above, a number of recommendations and conclusions can be made regarding the consistency between the Amendment and the review documents.

Overall, the proposed provisions adequately reflect the housing growth objectives and neighbourhood character elements identified in the review documents. Consistency between the documents and the Amendment is particularly reflected through the application of specific schedules for the sensitive creek and escarpment areas, heritage precincts and growth areas within, and adjacent to Activity Centres.

To further improve the consistency and better align the Amendment documentation with the review documents, the following conclusions are made:

- Changes to the ResCode requirements across all the proposed schedules are considered appropriate as they reflect the intentions of the Character Review and allow for appropriate levels of growth and change in moderate and substantial change areas. The provisions do not restrict growth in or around areas close to services and infrastructure and reinforce the Garden City character of the municipality.
- Variations proposed in the amendment, particularly through the GRZ, reinforce the Garden City Character objectives, heritage and other environmental objectives of the Monash Planning Scheme.
- Increased canopy tree requirements in NRZ2 and NRZ3 further reinforce the requirement for spacious garden settings and tall canopy trees..
- The proposed schedules for NRZ2 and NRZ3 achieve the objectives, future characteristics and residential outcomes sought in the Monash Housing Strategy. The provisions allow for additional spacing between buildings, decreased site coverage and increased permeability which reinforce the Garden City character of the area and the sensitive creek environs. As the site coverage and permeability requirements were not determined through our Review, further detailed analysis of aerial photography may be required to support the Amendment provisions in this regard if challenged in future.
- Further GIS desktop analysis of aerial photography may be required to confirm the proposed changes to the exhibited site coverage and permeability requirements for NRZ1, NRZ4 and GRZ3. This analysis may have been undertaken by Council officers (as reported to Council in 27 October 2015) however we have not sighted this. In addition, the MGS analysis appears to have confirmed the new site coverage requirements can be met by dual occupancy development. Any additional analysis would determine the average site coverage and hard surface coverage across a sample of properties, and confirm the appropriateness of the controls having regard to typical patterns of development.

5

AMENDMENT DETAILS FOR THE NRZ

5.1 DANDENONG CREEK ESCARPMENT

OVERVIEW

The Dandenong Creek Escarpment generally applies to land on the western slopes of the Dandenong Creek in parts of Vermont South, Glen Waverley, Wheelers Hill and Mulgrave. The 'escarpment' area is currently identified in the Planning Scheme as Character Type E which has:

Character derived from Post 1955 development, sloping topography to Dandenong Creek and a curvilinear subdivision pattern.

The neighbourhood character boundary of the escarpment area has remained unchanged since the initial Review in 1997. The 2015 Review retains the boundaries for the escarpment area however the translation into a planning scheme schedule boundary has resulted in number of variations. These are as follows:

- East of Springvale Road between Campbell Street and Waverly Road.
- East of Watsons Road and south of Waverly Road
- West of Garnett Road and north of Wellington road
- South of the Monash Freeway
- A small segment of land west of Gardiners Creek,

The Housing Strategy does not delineate an exact boundary for the escarpment area, rather notes that 'category boundaries should be determined through a Planning Scheme Amendment Process'.

A site survey has been undertaken to confirm the appropriateness and location of the boundary with consideration to the recent updates to Metropolitan Planning Strategies, public exhibition of the Amendment documentation and further information requested by Councillors. These findings are discussed below.

SITE SURVEY

A site survey was undertaken on 13 January 2016 to review the boundary of the proposed NRZ4 which covers land within the 'Dandenong Creek Escarpment'.

The purpose of the survey was to confirm whether the boundary of the proposed NRZ was appropriate given the context of the area, future development controls likely to be imposed by the proposed zones and consistency with exiting strategic work. The survey specifically looked at the following neighbourhood character elements:

- Topography
- Presence of vegetation and landscaping within the public and private realm
- Siting and built form of dwelling
- Dwelling eras
- Lot size
- Presence of views to Dandenong Creek and the Dandenong Ranges

Particularly the survey also examined the western extent of the boundary of the proposed NRZ₄ to determine whether its application is appropriate in the context of the existing and preferred character statements outlined in the Review (2015) and the objectives of the Housing Strategy (2014).

For ease of discussion, the proposed NRZ₄ area has been broken into five quadrants as identified in the map below.



GENERAL OBSERVATIONS

The Dandenong Creek Escarpment is defined by the following characteristics, as confirmed by the recent site survey:

- Hilly topography that slopes down toward the Dandenong Creek valley
- Curvilinear subdivision layout based around the topography
- Long range views afforded to the Dandenong Ranges, along streets and between buildings of elevated areas
- Heavily vegetated western slopes of the Dandenong Creek valley
- Strong native tree canopy
- Mixed architectural styles, with predominantly detached buildings from the 1970s
- Dwellings are generally two storey in height and mass with a dominating appearance along the street
- Older buildings are generally single storey and detached, often simple in form constructed of brick, with pitched rooflines
- Front and side setbacks are usually consistent
- Front gardens are well planted with shrubs and trees. The public realm comprises wide nature strips and native street streets of varying species
- Vegetation dominates the streetscape
- Most properties do not have front fences creating a sense of spaciousness and openness to the street.

Concerns have been raised regarding the appropriateness and necessity of the NRZ4 boundary. A total of 206 submissions were raised specifically regarding NRZ4 as follows:

SUPPORT	OBJECT	OTHER	TOTAL
63	136	7	206

Neighbourhood character should consider the combination of all elements which contribute to the public and private realm of a streetscape. Some streetscapes will have more dominating or consistent features than others. The most prevalent characteristics of the creek escarpment area is the topography, building era and street patterns. The topography of the area affords long range views to the Dandenong Creek and beyond to the Dandenong Ranges. Although many streets within the precinct are not orientation to the east, a relationship to the Dandenong Ranges can still be achieved through occasional glimpses and shorter view lines.

The street pattern is strongly related to the topography and landscaping in this area and also contributes to the visual amenity of the streetscape. The curvilinear nature of many of the streets within the precinct results in a range of specific design and siting outcomes. Generally, dwellings on a slope tend to be larger, have more dominating facades and are set amongst a strong landscaped frontage. Other neighbourhood

character considerations such as side setbacks, front fences or walls on boundaries are not as noticeable due to the heavily vegetated setting in which dwellings are sited.

Where street patterns are more linear, topography tends to be flatter, dwellings tend to be single storey with a higher presence of consistency due to the parallel view lines down the street. A high presence of vegetation is still prevalent in these areas but the more formal road layout gives the appearance of a different character.

Much of the western portion of the municipality shares many common character elements. When evaluating whether the boundaries of the proposed NRZ₄ are appropriate, it is important to consider the strategic intentions for the area. As discussed at the beginning of this report, the proposed controls (NRZ₄) seek to respond, enhance and reflect the unique characteristics of this area, when compared to the balance of residential land in Monash. There will always be exceptions within precinct boundaries. In this precinct, as illustrated in the pictures below, topography doesn't automatically result in higher vegetated areas.



More detailed discussions about specific boundary adjustments and findings are outlined on the following pages.

QUADRANT 1

This area comprises land between Highbury Road and High Street Road, south of Springvale Road. In addition, areas west of Springvale Road were examined in response to issues raised by submitters.



With the exception of the south-western corner of the quadrant, the dwelling stock primarily consists of 1990s to 2011s dwelling stock set amongst an open landscaped setting. Street patterns are curvilinear and many streets terminate in a cul-de-sac. Views to the Dandenong Creek and mountain ranges beyond are generally visible from most streets and characterise the overall aesthetic of the area.

Variation between the character boundary outlined in the Review and the proposed zone schedule exists south of Campbell Street and west of Westlands Road. The main distinction this area exhibits was the more linear street pattern, which has resulted in more formal siting of dwellings. Landscaping is still a dominant feature in this area and views to the Dandenong Creek were still visible as well as long range view to the north.

RECOMMENDATION

Discussion regarding the extension of the boundary west of Springvale Road was raised in submissions to the proposed amendment. It is considered that this is not appropriate for the following reasons:

- Inconsistent with the recommendations of the housing strategy
- Although the two sides of Springvale Road share some similar characteristics, the road acts as a natural and physical barrier between the two character types. Properties on the western side of Springvale Road have little relationship to the eastern side

Based on this analysis it is considered that the proposed boundaries of the NRZ within this quadrant are appropriate and reflect the characteristics outlined in the Character Review. The inclusion of the area between Campbell Street and Westlands Road is appropriate as the streetscapes are still heavily vegetated, dwellings share similar characteristics and views to the Dandenong Ranges and beyond are still visible.

QUADRANT 2

Quadrant 2 generally comprises land between High Street Road and Waverley Road, east of Mount Street.



Similarly to Quadrant 1, some variation exists between the boundary of the Character Review and the proposed NRZ₄ zone schedule. The western extent of the Type D boundary extended as far as Danien Street and The Outlook. The proposed NRZ₄ boundary in this quadrant extends several blocks west up to Mount Street.

A detailed survey of Mount Street and surrounds was undertaken and it is considered that the boundary delineation is appropriate. While views down the streetscape are more linear, built form characteristics remain consistent with the remainder of the precinct.



RECOMMENDATION

It is recommended to retain the boundary as exhibited.

QUADRANT 3

Quadrant 3 includes land south of Waverley Road and east of View Mount Road.



There are a number of minor anomalies between the boundaries of the Review and the proposed zone. As discussed above, views to the Dandenong Creek and Dandenong Ranges are integral to the character of this quadrant. There is a distinct difference between the interface of Type B and Type D, some of which is represented south of Whites Road such as:

- Higher front fences
- Less vegetation
- Smaller dwellings, predominantly single storey

Where vegetation dominates the streetscape and the frontage of a lot, such as west of Jells Road, the side setbacks and building footprint imposition are not necessarily realised from the street level.

RECOMMENDATION

It is recommended to retain the boundary as presently exhibited, characteristics of the area are representative of those as discussed in the overarching character type.

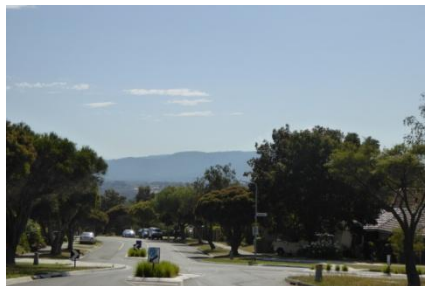
QUADRANT 4

Quadrant 4 comprises land between Ferntree Gully Road and Wellington Road, east of Lum Road.



The application of the proposed NRZ4 aligns with the recommendations from the Character Review 2015. With the exception of an area or land in the south-eastern corner of Wellington Road and Garnett Road (a retirement village).

Land to the west of Jells Road is much flatter in comparison to the other segment, while the street layout is still curvilinear and presence of vegetation is high. West of Jells Road is more removed from the creek environs and does not have any long range or short range views to the Dandenong Ranges. This land reflects characteristics more commonly associated with Type B. The photos below show a typical streetscape east and west of Jells Road.



RECOMMENDATION

Land to the east of Lum Road to Jells Road should be considered for removal from the proposed NRZ4 boundary as it reflects characteristics more commonly associated with Character Type B. The inclusion of the Retirement village within the NRZ is considered appropriate given the context and use of the site and its viability for redevelopment in the future.

QUADRANT 5

Quadrant 5 comprises residential land south of Wellington Road and east of Jacksons Road.



Residential dwellings within this quadrant were generally representative of characteristics described in within Character Type D. Notably area has:

- Rows of native gum trees along the streetscape, particularly along Jacksons Road
- Distinct ridges and viewlines to the Dandenong Creek and the Dandenong Ranges.
- Dwellings on slopes tend to be notably larger than those on flat ground
- Land between Gladeswood Drive and Police road (south of Haverbrack Drive) was flatter, with smaller dwellings and more spare vegetation

Land to the east of Waverley Gardens (corner of Jacksons Road and Police Road) was also surveyed as this area was included within the same character type in the Review 2015. It was considered that this land had similar, but slightly different characteristics to the balance of the land for the following reasons:

- Higher presence of medium-high front fences
- More sparse and exotic vegetation
- Geographically further from parklands (Monash freeway and Jackson Road physical barriers)
- Limited to no views of the Dandenong Creek and the Ranges.

This is illustrated in the photo below.



RECOMMENDATION

Based on the above findings it is recommended that the boundary of Quadrant 5 remains the same as the exhibited.

AREA NAME

It is understood that confusion has occurred with the naming of the proposed NRZ₄ as the 'Dandenong Creek Escarpment area'. While much of the area is subject to steep inclines and sloping topography, there are also some parts which are flatter. One of the key contributing aspects to the proposed NRZ₄ area is the long range views to the Dandenong Ranges.

Within the Dandenong Escarpment area, the topography varies. On areas which are flatter and have minimal slope, housing siting and design reflects more 'traditional' suburban built form. Landscaping is often more sparse in these areas, in context with streetscapes closer to the creek. Although these areas may not necessarily conform with the best examples of the character type, they still reflect overall elements of the surrounding area. Primarily the built form is still within the same era.

It is considered that the Dandenong Creek Escarpment area should be renamed the 'Dandenong Creek Valley' area, as this better reflects the topographical considerations that underlie the character of this area.

5.2 NRZ SCHEDULE CONTROLS

GENERAL

As discussed previously, the proposed schedule variations for Amendment C125 reflect the objectives and strategies of the LPPF to reinforce the strong garden city character of the municipality. When compared with the recommendations of the Housing Strategy 2014 and the Character Study 2015, the following observations can be made.

The Housing Strategy 2014 recognises housing change areas and existing characteristics through the residential development framework. This framework sets principles for application and identifies eight distinct housing categories. In regard to the NRZ controls, the categories align as follows:

HOUSING CATEGORY	TITLE	LEVEL OF CHANGE	SCHEDULE TRANSLATION
Category 5	Heritage Precincts	Limited	NRZ1
Category 6	Dandenong Creek Escarpment	Limited	NRZ4
Category 7	Creek Environs	Limited	NRZ2 and NRZ3

OPEN SPACE AND REAR AND SIDE SETBACK REQUIREMENTS

MGS Architects have undertaken some analysis of the exhibited side and rear setback requirements and open space requirements to determine whether the requirements can be met on different site sizes in the various zone schedule areas. The analysis tested various lot size scenarios in the GRZ3, GRZ4, NRZ1, 2 3 and 4 areas by delineating the building envelope created by the existing and proposed controls, and determining how a two dwelling proposal could be accommodated in both scenarios. The work demonstrated that in all cases the proposed requirements could be met by this form of development.

The following table summarises the findings of this analysis:

GRZ3: revised proposed site coverage 40%, permeability 40%, 2 trees

Lot Size (sqm)	500	550	600	700	750	900
Proposed Standard met?	Yes	Yes	Yes	Yes	Yes	Yes

GRZ4: proposed site coverage 50%, permeability 30%, 3 trees

Lot Size(sqm)	600	650	700	750	800	900	1050
Proposed Standard met?	Yes	Yes	Yes	Yes	Yes	Yes	Yes

NRZ1: revised proposed site coverage 50%, permeability 30%, 2 trees, 1 in front

Lot Size (sqm)	600	650	700	750	800
Proposed Standard met?	Yes	Yes	Yes	Yes	Yes

NRZ2: proposed site coverage 40%, permeability 40%, 3 trees

Lot Size (sqm)	600	650	700	750	800
Proposed Standard met?	Yes	Yes	Yes	Yes	Yes

NRZ3: proposed site coverage 40%, permeability 40%, 3 trees Lot Size (sqm)

Lot Size (sqm)	600	650	700	750	800
Proposed Standard met?	Yes	Yes	Yes	Yes	Yes

NRZ4: revised proposed site coverage 50%, permeability 30%, 2 trees

Lot Size (sqm)	600	650	700	750	800
Proposed Standard met?	Yes	Yes	Yes	Yes	Yes

5.3 CONCLUSIONS

The following conclusions arise from our analysis of the detailed NRZ boundary and requirements:

- No change is recommended to the NRZ boundaries of Quadrants 1, 2 and 4.
- No changes are recommended to the NRZ boundary in relation to Springvale Road.
- It is recommended that the boundary between Character Type D and Character Type B be altered to include the area west of Jells Road in Character Type B. This may have consequent changes for the recommended zone provision.
- It is recommended that the name of the 'Dandenong Creek Escarpment' area be changed to 'Dandenong Creek Valley' to more properly reflect the topographical characteristics of the area.
- The detailed NRZ requirements support the policy context and the strategic intent of the Amendment.
- The NRZ requirements are supported by the analysis undertaken by MGS.

See also additional recommendations made in the previous Chapter.

A

APPENDICES

NRZ₁- HERITAGE PRECINCTS

NRZ₁ applies to land in close proximity to the Oakleigh Activity Centre and the Sherwood Road precinct, as covered by the HO. A summary of the provisions as exhibited in Amendment C125 are outlined below.

The draft scenarios as presented below are the key to ensuring that the workplace is

REQUIREMENT AS EXHIBITED	
Minimum Street Setback	7.6m
Site Coverage	40%*
Permeability	40%*
Landscaping	Retention or provision of at least two canopy trees – at least 1 in the front setback with minimum mature height of 8m
Side and rear Setbacks	Side 1: 1 metre Side 2: 3 metres
Walls on boundaries	Wall on side boundary should not exceed 6.5 metres No walls on rear boundaries
Private Open Space	Total POS: 75sqm SPOS: 35sqm with min dimension of 5m
Front Fence height	1.2 metres
Max. building height	8m (9m if on slope)
Min. subdivision size	None specified
Max. Number of dwellings on lot	2 dwellings

*Officer recommended changes to 50% site coverage and 30% permeability

NRZ2 & NRZ3-CREEK AREAS

NRZ2 & 3 applies to residential land adjacent to Damper Creek, Gardiners Creek and Scotchman's Creek in Ashwood, Burwood, Mount Waverley and Glen Waverly. Specifically NRZ2 applies to 'Creek Abuttal' areas which comprises land directly adjacent to the abovementioned creeks. NRZ3 applies to the 'Creek Environs' area which comprises land within the broader proximity to the creek interfaces.

A summary of the provisions as exhibited in Amendment C125 are outlined below.

REQUIREMENT AS EXHIBITED		
	NRZ2	NRZ3
Minimum Street Setback	7.6m	7.6m
Site Coverage	40%	40%
Permeability	40%	40%
Landscaping	Retention or provision of at least three canopy trees with minimum mature height of 12m	Retention or provision of at least three canopy trees with at least one in front setback - minimum mature height of 10m
Side and rear Setbacks	Side 1: 1.2 metre Side 2: 3 metres Provide min. Separation of 3m between dwellings on same site	Side 1: 1.2 metre Side 2: 3 metres Provide min. Separation of 3m between dwellings on same site
Walls on boundaries	Wall on side boundary should not exceed 6.5 metres No walls on rear boundaries	Wall on side boundary should not exceed 6.5 metres No walls on rear boundaries
Private Open Space	Total POS: 80sqm SPOS: 60sqm with min dimension of 5m	Total POS: 80sqm SPOS: 60sqm with min dimension of 5m
Front Fence height	Fronting a road zone: 1.2 metres All other sites: 0.6 metres	Fronting a road zone: 1.2 metres All other sites: 0.6 metres
Max. building height	9m (10m if on slope)	9m (10m if on slope)
Min. subdivision size	300sqm	300sqm
Max. Number of dwellings on lot	2 dwellings	2 dwellings

NRZ 4-DANDENONG CREEK ESCARPMENT

NRZ₄ applies to residential land on the western slopes of the Dandenong Creek valley around Vermont South, Glen Waverley, Wheelers Hill and Mulgrave. A modest level of housing growth and diversification is proposed in this area with residential outcomes seeking lower density detached housing and unit developments as identified in the Housing Strategy. It is further identified that larger sites may be able to accommodate increased densities subject to careful design, in appropriate locations

REQUIREMENT AS EXHIBITED	
Minimum Street Setback	8 metres*
Site Coverage	40%
Permeability	40%
Landscaping	Retention or provision of at least two canopy trees with minimum mature height of 10m
Side and rear Setbacks	Side 1: 1.2 metre Side 2: 2 metres Provide min. Separation of 3m between dwellings on same site
Walls on boundaries	No walls on rear boundaries
Private Open Space	Total POS: 75sqm SPOS: 60sqm with min dimension of 5m
Front Fence height	1.2 metres
Max. building height	9m (10m if on slope)
Min. subdivision size	300sqm
Max. Number of dwellings on lot	2 dwellings

*Officer recommended changes to 7.6 metres.

GRZ₃ & GRZ₄ – GARDEN CITY SUBURBS

GRZ₃ and GRZ₄ apply to the majority of Monash's Residential areas.

REQUIREMENT AS EXHIBITED		
	GRZ ₃	GRZ ₄
Minimum Street Setback	7.6	7.6m
Site Coverage	50%*	50%*
Permeability	30%*	30%*
Landscaping	Retention or provision of at least two canopy trees with minimum mature height of 8m	Retention or provision of at least three canopy trees with minimum mature height of 10m
Side and rear Setbacks	Side 1: 1.2 metre Side 2: 2 metres Rear setback: 5 m	Side 1: 1 metre Side 2: 5 metres Rear setback: 5 m
Walls on boundaries	Wall on side boundary should not exceed 6.5 metres No walls on rear boundaries	Wall on side boundary should not exceed 6.5 metres No walls on rear boundaries
Private Open Space	Total POS: 75sqm SPOS: 60sqm with min dimension of 5m Balcony and roof top options deleted	Total POS: 75sqm SPOS: 60sqm with min dimension of 5m Balcony and roof top options deleted
Front Fence height	Fronting a road zone: 1.2 metres All other sites: 0.6 metres	Fronting a road zone: 1.2 metres All other sites: 0.6 metres
Max. building height	9m (10m if on slope)	9m (10m if on slope)