



MANNINGHAM

# RESIDENTIAL STRATEGY

March 2012





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## PART A RESIDENTIAL STRATEGY

### 1 INTRODUCTION

#### BACKGROUND

Manningham City Council endorsed its Residential Strategy in February 2002. The aim of the Strategy was to provide a policy framework that meets the existing and future housing needs of the municipality until 2012.

The Residential Strategy (March 2012) outlines the key strategic directions and actions required to meet people's diverse and changing housing needs and to ensure that Manningham's suburbs remain liveable and vibrant over the longer term.

#### 1.1 PURPOSE

The Strategy sets new goals and priorities to manage residential growth until 2030. The Strategy builds on the strategic directions of the Residential Strategy (2002) and takes into consideration Manningham's changing demographic profile and emerging residential issues.

The Strategy is influenced by past and forecast demographic and residential trends, which although relevant is not a precise science. It is therefore necessary to monitor and review the Strategy to ascertain how accurate future predictions are with reality. It is anticipated that there will be minor reviews every 4 years in line with Manningham Planning Scheme processes.

#### 1.2 KEY ACHIEVEMENTS

The key achievements of the Residential Strategy (2002) include:

- **Doncaster Hill Strategy** (2002, revised 2004) which is a 20-year strategic framework that aims to create a sustainable, contemporary, mixed use Principal Activity Centre (PAC), that incorporates apartment style living opportunities, retail,

commercial, social, community and entertainment uses. Translation of the main components of the Strategy into the Manningham Planning Scheme has occurred through various amendments (C33, 35, 30, 45, VC59) culminating in September 2009 with Doncaster Hill being the first PAC to be included in an Activity Centre Zone.

- **Residential Character Guidelines** (2005) apply to the urban areas west of Mullum Mullum Creek and identify where residential development of varying densities and scale should occur. This has been translated into the Manningham Planning Scheme via Amendment C50, with the introduction of a Design and Development Overlay (DDO8) to areas around neighbourhood Activity Centres and major public transport routes and a Residential 3 Zone designated to almost 50% of all residential properties (March 2007).
- Production of various guidelines to improve built form outcomes and incorporate Ecologically Sustainable Design (ESD) elements include: ESD Guidelines for **Doncaster Hill and Medium Density** areas and **Building Bulk Guidelines**. The requirements for Sustainability Management Plans (SMP) for major developments and the trialling of STEPS have also furthered ESD outcomes.
- **Affordable Housing Policy** (Nov 2010) endorsed by Council.
- **Community profiles and forecasts** on the Council website.
- **Amendment C54** has reviewed and revised various overlays including: Environmental Significance, Significant Landscape, Vegetation Protection and Design and Development Overlays and associated planning scheme maps. A key objective is to rationalize the number of overlays affecting each property and ensure consistency in the way environmental and landscape overlays are applied to properties.
- **Manningham Planning Scheme (MPS) review** – Municipal Strategic Statement (MSS) (Amendment C52 Oct 2008, second major MPS review June 2010).

- Approximately 90% of the actions of the Residential Strategy 2002 have been achieved. The actions that have been carried over as part of this Review are issues of land capability and infrastructure provision particularly in relation to:
  - Flood Mapping
  - Requiring all new dwellings to meet standards and objectives to achieve best practice environmental design.
  - Identifying residential opportunities above shops in existing neighbourhood activity centres.

### 1.3 INTEGRATION OF COUNCIL'S GROWTH STRATEGIES

The Residential Strategy is a key Council document underpinning residential development in the municipality. It has a direct relationship with the Victorian State Planning Policies, Council's MSS and other Council strategies and policies.

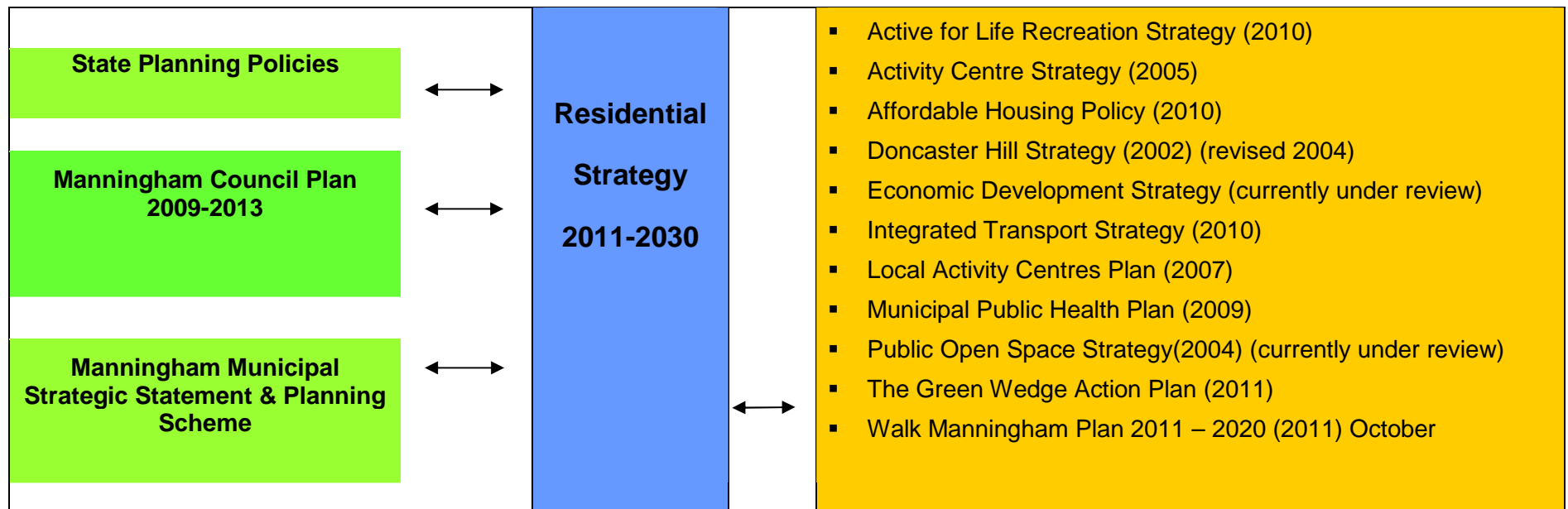


Figure 1 - Manningham Council Strategic Policy Framework

## 1.4 MELBOURNE'S METROPOLITAN GROWTH – A PLACE OF CHANGE

Since 1850 Melbourne's growth has progressively increased as shown in Figure 2. Since 1947 Melbourne's urban area has close to quadrupled in size.

**Population Melbourne:** 1947: 1.3 million  
2010: 4.1 million

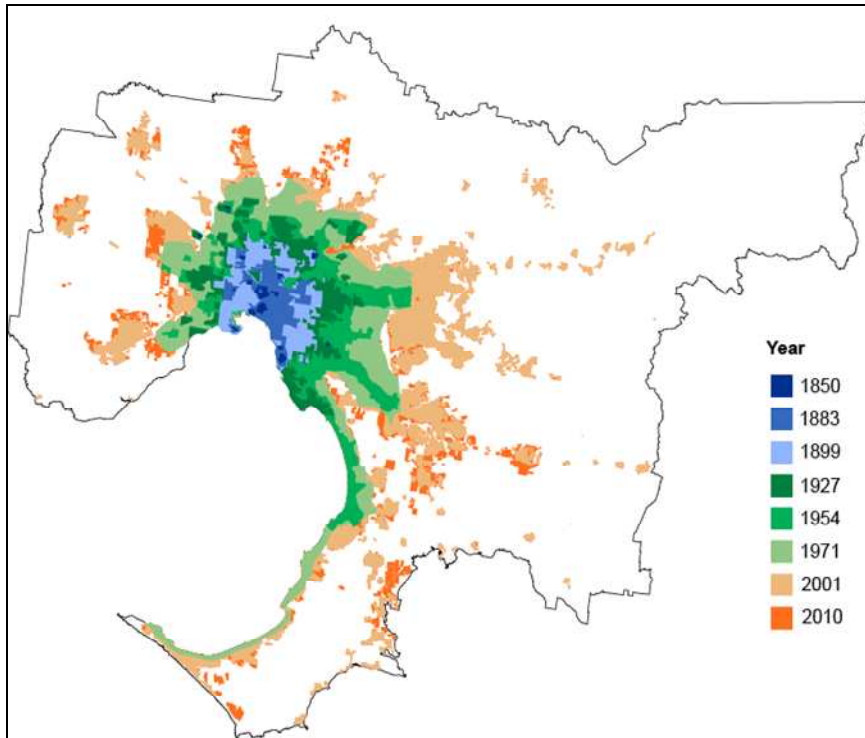
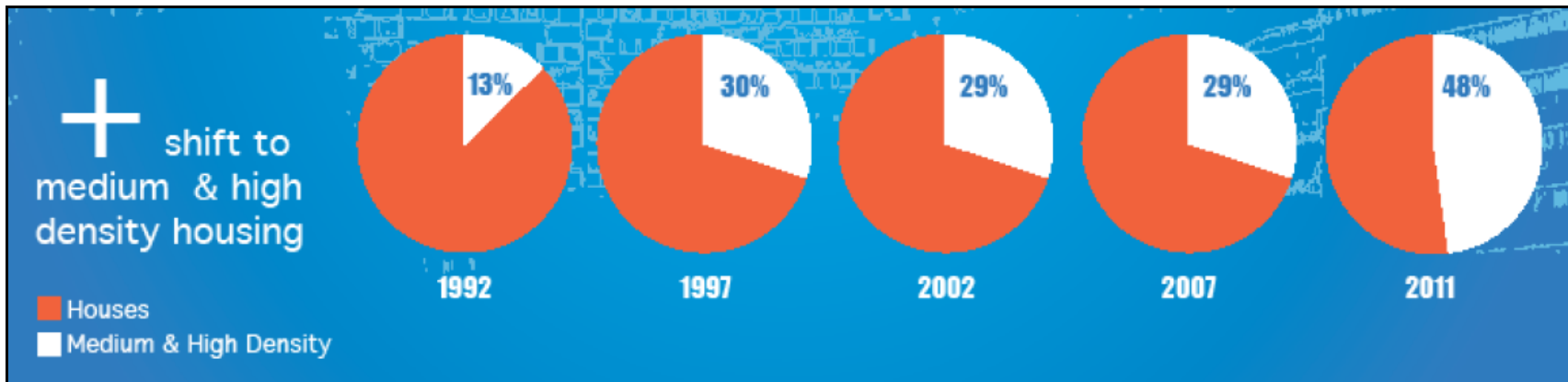


Figure 2 – Melbourne's Growth Pattern  
Source: Places Victoria

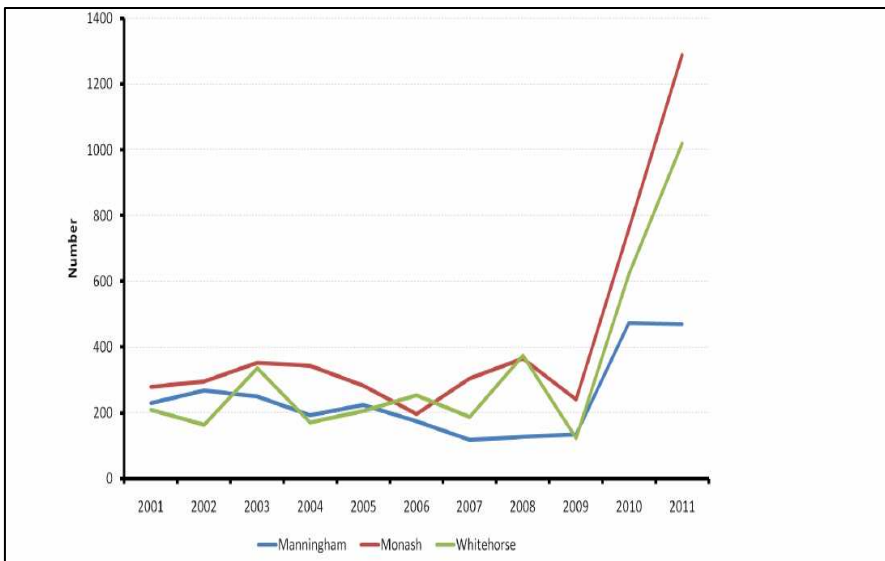
During this time the face of Melbourne has significantly changed. The economy has moved from an 'industrial-based', to a 'knowledge-based' economy, with more people having varied hours of employment. Household sizes have reduced with a decrease in couples having larger families. There has also been an increase in divorce rates, the presence of de-facto relationships (and hence the creation of 'blended families') and an increase in single person households. There has also been an increase in overseas migration. In addition, society's expectations have changed whereby there is an expectation of higher living standards.





**Figure 3 – Medium and High density housing Approvals in Melbourne**  
**Source: Australian Bureau of Statistics – Building Approvals (8731.0)**

Whilst Melbourne’s demographic profile has changed, so has the range of housing. Figure 3 shows the increase in approvals for medium and high density development in Melbourne between 1992 – 2011. It shows that since 1992, the percentage of medium and high density housing approvals have increased from 13% to 48%. In comparison, the percentage of single houses has decreased from 87% to 52%.



**Figure 4 – Medium and High Density Building Approvals, Eastern Melbourne**  
**Source: Australian Bureau of Statistics – Building Approvals (8731.0)**

Figure 4 shows the building approvals for medium and high density development in the Eastern region of Melbourne, which includes Manningham, between 2001 and 2011. The figure shows that medium and high density development approvals in Manningham, Monash and Whitehorse have increased significantly from 2009. It is noteworthy that the level of medium and high density development approvals is significantly higher in Monash and Whitehorse compared to Manningham.

Manningham Council is aware that increased residential development of varying densities will continue to occur in the future. This Strategy seeks to proactively manage development pressure and ensure that the built form is of high design standard and occurs in a well planned manner.

## 1.5 MANNINGHAM'S CURRENT GROWTH STRATEGY

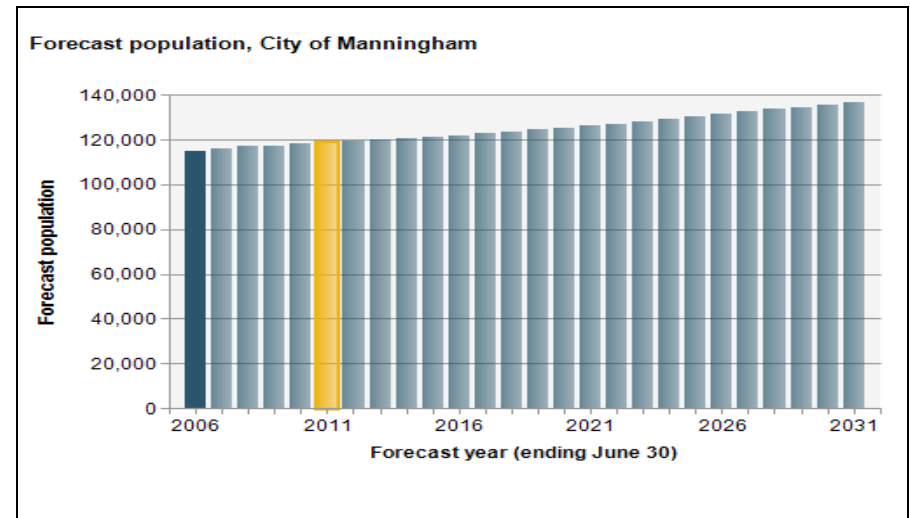
Presently Manningham's growth strategy seeks to channel high density living into the Doncaster Hill Activity Centre. Apartment style development of predominantly three storeys on larger sized land is encouraged in and around neighbourhood activity centres and along the main public transport routes. In the areas removed from activity centres, whilst change is expected, it is encouraged that development be mainly two storey with a greater emphasis on providing spacing between homes, retaining existing trees and providing opportunities for new landscaping (Residential 3 zone).

A low residential density is encouraged in areas that have identified environmental or landscape features, or areas within the Low Density Residential Zone and the non-urban areas including Warrandyte, Park Orchards and Wonga Park.

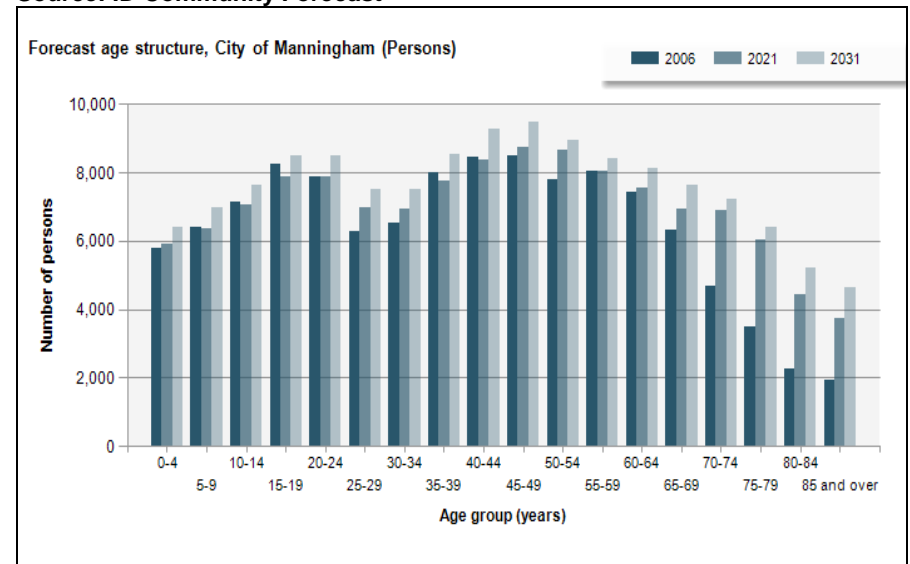
It is predicted that Manningham will continue to grow incrementally over the next 20 years. Refer to Figures 5 and 6.

The Strategy seeks to:

- Continue to focus increased residential densities around the Principal, major and neighbourhood activity centres where existing commercial and community facilities are located, where employment opportunities exist and which are serviced by public transport.
- Continue to support Residential 3 Zone.
- Maintain the alternative lifestyle options provided by properties in the Residential 1 Zone with environmental and / or subdivision restrictions such as Wembley Gardens, Warrandyte and Templestowe) and in areas covered by the Low Density Residential Zone and the non-urban areas.



**Figure 5 – Forecast population, City of Manningham**  
Source: ID Community Forecast



**Figure 6 – Forecast age structure, City of Manningham**  
Source: ID Community Forecast

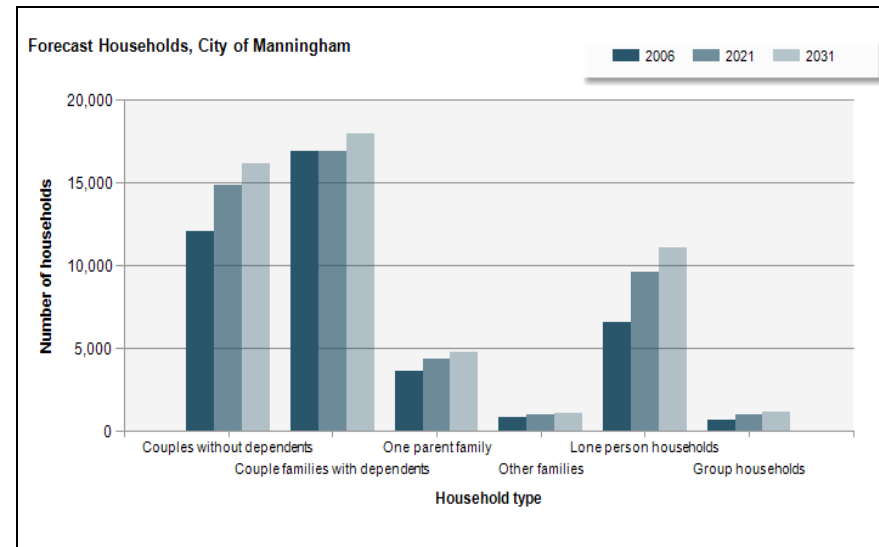


## 1.6 PEOPLE OF MANNINGHAM: A SNAPSHOT – PRESENT AND FUTURE

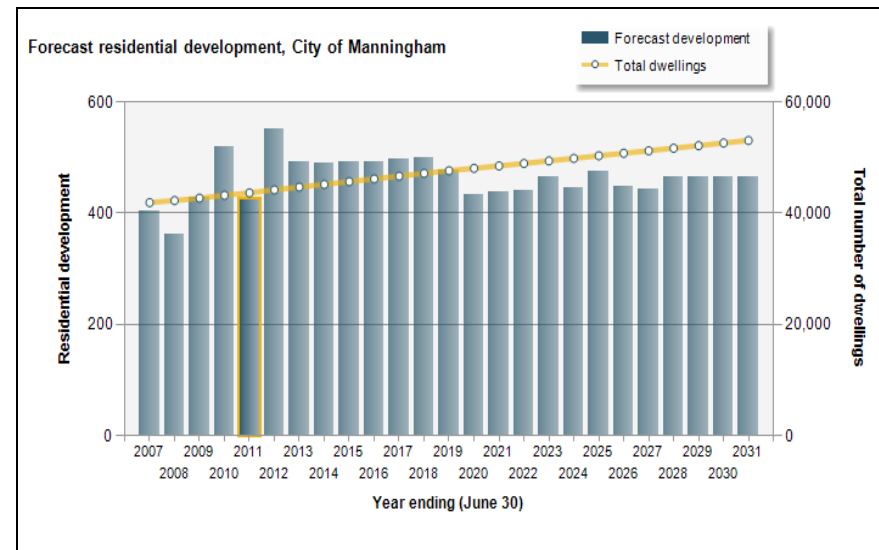
On 30 June 2010, Manningham's population was 119,000.

By 2030, Manningham is expected to have:

- A population of around 135,000.
- Families comprising couples with children will be the dominant family group. The fastest growing household will be the lone person households as shown in Figure 7.
- The average annual growth rate for dwellings is expected to be around 0.8% (refer to figure 8). The change between 2010 and 2030 is expected to be 9,200 dwellings (460 per annum) with a total of around 52,000 dwellings by 2030.



**Figure 7 – Forecast household types, City of Manningham**  
Source: ID Community Forecast



**Figure 8 – Forecast residential development, City of Manningham**  
Source: ID Community Forecast

## 1.7 GROWTH ASSUMPTIONS

Dwellings	2010	2030	Difference 2010 - 2030	Annual Increase
Doncaster Hill	800	4000	3,200	160
DDO8	6,000	9,000	3,000	150
Rest of Manningham*	36,000	39,000	3,000	150
Total	42,800	52,000	9,200	460 (0.8%)

**Table 1 – Distribution of Housing Change in Manningham 2010 – 2030**

Source: Manningham GIS

\* Other residential zoned land (Res 3, LDRZ, and RCZ)

	2010	2030	Annual average increase
Detached housing	84%	75%	150
Townhouse, units, apartments	15.5%	25%	310

**Table 2 – Diversity of Housing Type**

Source: Macroplan Dimasi, formerly Macroplan

Table 1 shows that between 2010 and 2030 Manningham's housing stock is projected to increase by an additional 9,200 dwellings (average 460 dwellings per year). Two-thirds of this forecast development is expected to occur around Doncaster Hill and the DDO8 areas (average 310 dwellings per year). It is forecast that one third of new dwellings will occur in the other residential areas of Manningham such as Residential 1 Zone in Warrandyte, Residential 3 Zone, Low Density Residential Zone, Rural Conservation Zone etc.

Table 2 shows that between 2010 and 2030 Manningham's mix of housing stock will change. It is anticipated that the percentage of detached housing will decrease from 84% in 2010 to 75% in 2030. The percentage of townhouse, apartment and unit development is projected to increase from 15.5% in 2010 to 25% in 2030, providing a more diverse range of housing for the community.



## 2 PLANNING FOR MANNINGHAM'S FUTURE HOUSING NEEDS

Macroplan Dimasi, formerly Macroplan Australia, prepared the 'Resident and Apartment Market Research' (April 2011) based on a statistically valid survey of residents of Manningham and a survey of owners and investors of apartments in the municipality.

### 2.1 RESIDENT SURVEY FINDINGS

- The vast majority (88%) of respondent households came under three household types, couple families with children (43%), followed by couple families without children (31%) and lone person households (14%).
- Lone person households made up a relatively high share of total respondents. Around 70% of these households were lone female households with most being aged 60 years and above.
- Ageing in place is a clear preference with 58% of respondents stating they have lived in their current home for 11 years or more.
- In urban areas there is a demand for housing to be located close to shopping and community facilities as well as public transport.
- For people living in the semi-rural areas, the main attractors are the peace and quiet and the natural environment.
- There is a strong preference for respondents to remain in their current home with 70% noting that they did not intend to move in the future (over the next 20 years). Those who described an intention to move tended to report a short-term timeframe, with 18% of respondents intending to move house within the next five years.
- For residents looking for medium – higher density housing, residents are prepared to downsize their future home for increased convenience and accessibility.
- The 50 + age group seek to downsize their home.
- For people aged 18 – 24 years and 50 + there is very limited housing choice available.
- The 50+ age group has a preference to 'cash out' of their existing house into a cheaper house. The average 'cash out' preference was around \$150,000. The implication is to

encourage a range of housing at varying price points to support transition into retirement.

- In terms of future dwelling types, 59% of respondents who intended to move state they would prefer a detached house. This share is significantly lower than the existing percentage of detached housing which is around 84%.
- The key age group with a future preference for moving into medium and higher density dwellings were 50 – 59 year olds, 60 – 69 year olds and 18 – 24 year olds.
- Across Manningham's residential property market there are a number of market segments. These market segments depict different age groups and household types and therefore require different housing products. In terms of housing buyer profiles, the following market segments have been identified from the survey.
  - 25 – 34 years olds: young families, young workers no children;
  - 35 – 59 year olds: mature families, couples with no children, single parent households
  - 60 – 69: empty nesters, older families
  - Seniors (70+) – couples, singles
- New housing products will need to be delivered to meet the needs of the following key target groups. They are:
  - 35 – 59 year olds: mature families
  - 60 – 69 year olds: empty nesters
  - 70+ year olds: couples



## 2.2 SUMMARY OF APARTMENT OWNER AND INVESTOR SURVEY FINDINGS

### Owner Occupiers

Overall, survey responses suggest that most prevalent group living as owner-occupiers of apartments in the City of Manningham are older-aged empty nesters who are either retired or close to retirement with relatively low average household incomes. The results show that such residents are most likely to be living as either couple families without children at home, or in single person households. These residents choose to live in apartments within Manningham as it is most suitable for their lifestyle, in terms of size and requires less effort to maintain.

Further appealing features noted by respondents included the favourable prices, accessibility and security. In summary, the main drivers for buying an apartment include both location and project specific factors:

- Location drivers
  - Family and friends
  - Shops
  - Public transport
- Project / Design drivers
  - Security
  - Design
  - Car spaces

The Macroplan report concludes that these drivers are important considerations when determining where future development will be demanded and where developers will want to find sites. The Macroplan report recommends that there should be a continued focus on activity centres that have high amenity such as shopping centres and supported by a public transport network. Demand for development outside of these areas is likely to be low to moderate.

### Investors

Investors in apartments within the City of Manningham tend to be at an age when they are well into their working careers, earning relatively high incomes and hence having the money to spend on an investment property. Survey results indicate that most investors reside either elsewhere in the Manningham area or in nearby suburbs around the east or north-east Melbourne.

When deciding on purchasing an apartment in Manningham, investors place high emphasis on the desirability of Manningham's location, particularly favouring its proximity to facilities such as public transport and shopping facilities (which unsurprisingly reflects the preferences of those who choose to occupy apartments in Manningham as previously analysed). Financial factors such as price, potential capital gains and rental yields were also important in investor decisions.

### Purchaser Profile

Purchasers of apartments within Manningham will be predominantly from the City of Manningham. The survey found that 60% of buyers previously lived within the City of Manningham. Sales will also be drawn from surrounding municipalities such as Whitehorse and Boroondara (22%). Purchasers of apartments within Manningham are likely to be from the following market segments:

- Empty nesters (persons aged 50+)
- Older single person households
- Working age couples without children.
- Household's type would predominantly be two person/ couples and singles.



### 3 STRATEGIC FRAMEWORK

#### 3.1 STRATEGY AIMS

The Residential Strategy aims to:

- Provide a better range of housing options to respond to the needs of the population specifically:
  - Single person households
  - People aged 55 years and over
  - Younger families aged 25 – 34 years of age to provide them with an opportunity to enter the property market.
- Locate housing in areas close to activity centres, public transport and employment opportunities.
- Provide opportunities for the ‘empty nesters’ to cash-out of the family home and downsize to a more affordable housing product.
- Ensure that residential design and construction is ecologically sustainable and meets the needs of the ageing population and people with mobility issues.
- Provide an increased range of housing at various price points to create affordable living opportunities in the municipality.
- Plan for the integration of infrastructure provision with particular attention to energy and water management

#### 3.2 OPPORTUNITIES AND CHALLENGES

Manningham has specific opportunities but also faces certain challenges when seeking to achieve its vision.

##### Opportunities

- To enhance a ‘balance of city and country’ with a range of lifestyle options offered in the form of the urban, semi-rural and non-urban areas.
- Improved bus service and network through Smartbus and DART services and the possible introduction of rail.
- A hierarchy of activity centres: Doncaster, Principal Activity Centre, The Pines, a major activity centre, a range of neighbourhood and local activity centres.
- The Eastern Golf Course, which is identified as a strategic redevelopment site.

- Proximity to Melbourne’s CBD.
- High quality built form.
- The lifestyle offered by the extensive public open space network.
- High percentage of residents who intend to remain in their existing home in the future (70%).

##### Challenges

- An increase in population.
- An ageing population.
- Increasing housing diversity to meet changing household needs.
- Engaging with the community about changes taking place in their neighbourhoods.
- Housing affordability for young families and empty nesters.
- A ‘mis-match’ between housing supply and housing demand.
- Lack of greenfield sites to accommodate new housing.
- Increased demand on service infrastructure.
- Maintaining Manningham’s characteristics and environmental features valued by the community.
- Low percentage of people living and working in Manningham (22%).
- Increase in traffic congestion and parking demand.
- Limited public transport options.
- Cyclical nature of the development industry.
- Adapting to climate change.
- Planning for peak oil and local food security.



### 3.3 VISION AND STRATEGIC DIRECTIONS

In 2030, Manningham will be a vibrant, safe and liveable municipality that provides housing choice suited to people’s needs whilst also protecting the environmental features and characteristics.

Our residential suburbs will be characterised by:

**Diversity** - a range of housing types suited to the community’s varied needs

**Neighbourhood character** – retention of Manningham’s ‘balance of city and country’ and varied lifestyle options

**Connectedness** – Integration of housing, public transport and employment opportunities to create vitality and a distinct ‘sense of place’

**Sustainability** – in terms of built form, public transport patronage and infrastructure provision

**Affordability** – providing affordable living opportunities

Item	Aspirational Target 2030
Growth Management	Direct two thirds of residential growth to Doncaster Hill, The Pines and in and around neighbourhood activity centres and along main public transport routes. (Increase current *15% all residential dwellings to 24%).
Housing Diversity	Increase supply of townhouses, units, villas and apartments from 15.5% to 25% of all residential dwellings.
Affordability	Provide a total of 5% in the urban areas outside Doncaster Hill. This is likely to equate to a total of around 150 dwellings.
Walkability	Increase walking rates (less than 2km) from 39%* to 55% as defined in Department of Transport ‘travel by purpose’ data.
Public Transport	Increase public transport use from ++6% to around 12%.
Structure Planning	Prepare structure plans for all 9 neighbourhood activity centres and 3 local activity centres.

**Table 3: Manningham Aspirational Targets 2030**

\* 2006 Census

+ And ++ Victorian Integrated Survey of Travel and Activity (VISTA 2009)

### 3.4 PROVIDING DIVERSE HOUSING OPPORTUNITIES

Manningham has an ageing population. The household structure is also changing with a decrease in the proportion of households comprising couples with children and an increase in the single person household and couples without children. There is also a growing proportion of lone female households. Despite the smaller household size, Manningham largely consists of one house on a block of land.

Whilst detached housing will remain the primary form of housing, the anticipated smaller household size and affordability issues means that there will be a greater demand for smaller sized homes such as smaller detached houses, townhouses, villas, units and apartments. Opportunities also need to be provided for people, particularly older residents, to down-size to a smaller home. This will also enable the larger traditional homes to be made available for younger families.

Traditionally, Manningham has grown as a result of the incremental expansion into agricultural land such as orchards, market gardens and dairy farms. The amount of greenfield land has now largely been exhausted. This means that future housing growth will largely occur in the existing suburbs. Other opportunities exist on strategic redevelopment sites, such as the Eastern Golf Course site

Opportunities to increase housing diversity exist in three key locations. They are:

- In and around activity centres and along main routes.
- In established residential areas.
- In semi-rural areas.

Areas to be investigated as future growth opportunities in the urban and non-urban areas are shown in Maps 1 and 2 at the end of the document.

### 3.4.1 HOUSING IN URBAN AREAS

Currently there is a 'mismatch' between existing dwelling stock and people's housing preferences. Due to smaller sized households there is likely to be a strong demand for smaller sized homes including detached housing, townhouses, apartments etc.

Apartment style development is evident along Doncaster Road and around various neighbourhood activity centres and it is anticipated that this will continue in the future. It is also anticipated that take up rates for higher density residential living is likely to accelerate over the next 20 years.

A significant proportion of future development should continue to be channelled around the Doncaster Hill Principal Activity centre, the Neighbourhood Activity Centres and the Pines Activity centre. These areas are currently experiencing increased residential densities and are areas of social and economic activity and are well serviced by public transport. The Eastern Golf Course, whilst being a site of environmental and historical significance, also presents opportunities to ensure future housing needs of Manningham are met.

There may be future development potential around some of the 29 local activity centres and in areas that are currently in a Residential 1 Zone that are not covered by environmental overlays. This Strategy has identified there may be potential for increased residential development opportunities as well as limited expansion of commercial floor area. Locations could include but not limited to: Rosella Street, Doncaster East, Thompsons Road, Bulleen and Ayr Street, Doncaster (corner of Outhwaite Avenue). These centres have been identified due to: Proximity to transport networks, retail mix, proximity to community services, open space networks and other activity centres, topography, age of housing stock and existing and future population changes.



### 3.4.2 HOUSING IN LOW DENSITY RESIDENTIAL AREAS

The larger lot sizes in the Low Density Residential areas play an important role in offering a lifestyle opportunity for residents whilst contributing to Manningham's 'balance of city and country.' The character of the low density areas is generally characterised by acre sized blocks developed with prestigious homes on substantial sized land. In some cases the larger sized lots contain significant remnant vegetation and support intricate ecological processes.

In most cases these areas treat domestic wastewater by septic tanks. It is noted that the 'Sewer Backlog Program' is currently underway with areas being systematically upgraded. Despite the connection of properties to reticulated sewerage under the Sewer Backlog program, the Low Density Residential areas will remain as areas for low density, in order to offer an alternative lifestyle opportunity for the community. Rezoning of this land should only be entertained on a very limited basis and should have strategic justification. This Strategy identifies the criteria against which a rezoning application will be assessed.

The objective of the Low Density Zone makes reference to lots being able to treat and retain wastewater on site in the absence of reticulated sewerage. Council will need to work with State Government to replace, or reword this objective to more accurately reflect that Manningham's low density residential areas are connected to reticulated sewerage.



#### **Criteria to assess a rezoning application for land within the Low Density Residential Zone (LDRZ) to facilitate a more intensive residential development.**

- The land is a sufficient size to enable a well designed and integrated subdivision.
- The site is preferably accessed by 2 roads (including a main road) and will not have an adverse impact on local or through traffic.
- The site has capacity to access existing utility services including reticulated sewerage.
- The site is adjacent to Residential 1 or Residential 3 zoned land, or a Public Use Zone on at least two sides.
- The site is not affected by any overlay that seeks to retain existing features or characteristics (i.e. Significant Landscape Overlay, Heritage Overlay etc).
- The site is not constrained by factors such as slope, significant vegetation cover, drainage lines or highly visible when viewed from the surrounding area.
- The rezoning will not result in an isolated pocket of LDRZ remaining.
- The owners of the land are market ready and are supportive of working with Council to create an integrated subdivision that creates open space linkages and results in improved social connectivity.
- The owners are receptive to an appropriate suite of planning controls and a Development Contributions Plan applying to their land.



### 3.4.3 HOUSING IN THE NON-URBAN AREAS

The non-urban area of the municipality, also known as the Manningham Green Wedge provides an alternative lifestyle option for the community. This area is located outside the Urban Growth Boundary (UGB) and is predominantly zoned Rural Conservation (RCZ) with small pockets of LDRZ). The area is generally characterised by larger allotments with vegetation cover that supports complex ecological processes and wildlife corridors. The area will retain its existing subdivision requirements. It is also an area that is subject to potential bushfire risk. An important issue is how to deal with those existing residents who can no longer maintain their properties but would like to remain living in the area where they have existing social networks. This Strategy supports investigating a small scale residential project around Park Orchards or Warrandyte to provide a limited form of housing diversity where some residents can continue to live in their local area whilst not having the burden of maintaining a larger scale property.

#### Housing Diversity Outcomes to be achieved

- To provide a greater diversity of housing, around the existing neighbourhood activity centres and selected local activity centres, and in areas close to public transport and employment opportunities.
- To maintain the diversity of lifestyle opportunities provided in semi-rural environments including the Low Density Residential areas, and the non-urban area.
- To investigate providing a small scale housing project in a selected location in the non-urban area that would provide housing diversity where residents could 'age in place'.

### 3.5 RESIDENTIAL DESIGN, CHARACTER AND ESD

The way in which we design our buildings and the materials used impact on the natural, social and economic environment. A key objective of this Strategy is to encourage developers to incorporate ESD in developments to ensure that all future housing is more ecologically sustainable, healthier in which to live whilst being more economically efficient to operate. This needs to be augmented by improving controls and providing initiatives to achieve high quality and attractive public spaces and streetscapes. This may be achieved by encouraging rain gardens, community spaces and the retention or planting of gardens and trees to retain the current community character.

A review of the open space provision of the Residential 3 Zone is needed to improve the provision of private open space. Fencing provisions have proven problematic and also require review.

#### Residential Design Outcomes to be achieved

- To facilitate more sustainable building design and construction methods on an individual and precinct based scale.
- To improve built form design and provide high quality public spaces to create vitality and a 'sense of place.'



### 3.6 CONNECTING COMMUNITIES

Connecting communities is about integrated land use and transport planning that maximises public transport use, walkability and cycling by better locating jobs and community facilities.

An integral part of planning for residential growth in Manningham is the need to be resilient to the impacts of climate change, peak oil and food security. In response, high and medium density housing will be focussed around the activity centres where there are employment opportunities and the availability of public transport networks. This will provide an opportunity for people to live near areas where they work and shop. This will be supplemented by an integrated pedestrian and cycling network. Creating these more localised communities will provide affordable living opportunities by reducing people's dependence on a car and strengthen people's 'sense of belonging'.

#### Connecting Communities Outcomes to be achieved

- To locate increased residential development densities close to public transport networks and employment opportunities.
- To create walkable and integrated neighbourhoods that create community connectedness through the integration of mixed land uses such as residential and commercial activities and community facilities, with accessible public transport networks, pedestrian and cycling paths.

### 3.7 PROVIDING SUSTAINABLE INFRASTRUCTURE PROVISION

The forecasts identify that Manningham's population will continue to increase, whilst household size will decrease. The overall result will be an increase in the total number of dwellings. The increase in dwellings will have an impact on Council's stormwater system and reduce the overall area of impervious surfaces. In addition there will be an increased demand for power, water and associated

infrastructure. The changing weather patterns are also expected to have an impact on Council's drainage infrastructure.

Council will need to ensure that there is sufficient infrastructure capacity to respond to this expected demand in a timely and cost-effective manner.

To ensure sufficient infrastructure capacity there will be a need to provide a co-ordinated and integrated response to energy and water management. Particular issues include finalising flood mapping, finalising bushfire mapping, continuing the sewer backlog program, energy and water solutions at a precinct level, alternative energy facilities to augment the existing power supply etc.

Currently Manningham City Council is working with servicing authorities in relation to the provision of water & electricity in the municipality. Council has entered into a Memorandum of Understanding with Melbourne Water, Yarra Valley Water and United Energy to ensure the sustainable provision of services to meet anticipated future growth.

#### Sustainable Infrastructure Outcomes to be achieved

- To locate increased residential development densities close to public transport opportunities.
- To incorporate integrated water management and energy solutions in future residential development.
- To limit increased densities where there are environmental and infrastructure constraints.
- To ensure sustainable financial mechanisms.
- To appropriately plan for the anticipated increase in demand for power, water and associated infrastructure to meet Manningham's forecast population increase.
- To ensure any improvements or construction of infrastructure facilities be planned in advance to meet the timing and range of the developments.

### 3.8 AFFORDABLE HOUSING AND AFFORDABLE LIVING OPTIONS

The provision of affordable housing or affordable living opportunities is a major challenge for Council.

#### 3.8.1 DEFINITION OF AFFORDABLE HOUSING

Council's Affordable Housing Policy (2010) defines affordable housing as:

*"Affordable housing is housing that is affordable for people with low to moderate incomes. The household income should be able to meet housing costs and leave sufficient money to meet other household needs and essential costs such as food, clothing, health, power and transport".*

This is generally accepted to mean that households with less than 120% of median income should pay no more than 30% of their gross income in rent or 35% on mortgage repayments. If they are paying more, they are categorised as being in housing stress.

This equation means that households earning less than approximately \$88,000 per annum (lower and moderate income households) are the current target group for affordable rental housing. In terms of the purchase of affordable housing, the target group is generally moderate income households as 'affordable housing' is likely to be out of reach for lower income households in the private market.

#### Household Income Definitions

Income Category	Income Received
Very low income household	Less than 50% of the median household income for the Melbourne Statistical Division.
Low income household	More than 50% but less than 80% of the median household income for the Melbourne Statistical Division.
Moderate income household	More than 80% but less than 120% of the median household income for the Melbourne Statistical Division.
Higher income households	More than 120% of the median household income for the Melbourne Statistical Division.

For young families and singles (aged between 25 – 35 years of age) to enter the property market in Manningham, they need to pay around \$420,000 for a home. Due to the increase in property prices and the lack of housing only 5% of the housing market is within this price range. This makes it extremely difficult for young families to enter the property market in Manningham.

The lack of affordable housing opportunities could ultimately lead to the lack of younger families and singles being able to afford to live in Manningham and therefore exacerbate the ageing population. Likewise Manningham's demographic profile indicates that residents 65+ often comprise single person households on relatively low incomes. There is a tendency for these people to remain in their large homes because they cannot afford to 'down-size' into a smaller more appropriate homes.

Macroplan Dimasi, formerly Macroplan Australia, in its report 'Resident and Apartment Market Research (April 2011) concludes that the 50+ age group has a preference to cash out of their existing house into a cheaper and smaller housing product. The average cash out preference was around \$150,000.

As well as affordable housing, affordable living opportunities will need to be provided to the community by providing a greater diversity of housing products close to public transport and employment opportunities to minimise the need to own a car. Council's Affordable Housing Policy (November 2010) has an aspirational target for Doncaster Hill (around 200 dwellings). It is important that an affordable housing target of a minimum of 5% is supported for the rest of Manningham. This is likely to equate to around 150 dwellings.

Council will continue to advocate for affordable housing through its involvement with various housing groups at Federal, State and local government levels

### Affordable Housing Outcomes to be achieved

- To encourage a greater range of housing, including smaller detached housing, townhouse development and apartment style development across the municipality at various price points to support lifestyle transition.
- To set a target of 5% affordable housing outside Doncaster Hill.
- To advocate to State Government on the need to review planning tools and processes including residential zones and car parking provisions to assist in creating a more integrated and liveable City.

The following section sets out the actions to assist in delivering on key directions for achieving the Residential Strategy and includes ongoing monitoring and reviews in line with the Council Plan and Municipal Strategic Statement.



## 4 ACTION PLAN

**Short Term** 1 – 4 years  
**Medium Term** 5 – 10 years  
**Long Term** 11 – 19 years

**ADSS** – Aged & Disability Support Services  
**CP** – Community Planning  
**EEP** – Economic & Environmental Planning  
**ETS** – Engineering & Technical Services

**PV** – Property & Valuations  
**SC** – Social & Community  
**SP** – Statutory Planning  
**STP** – Special Projects

<b>1. PROVIDING DIVERSE HOUSING OPPORTUNITIES (Refer to Maps 1 and 2)</b>			
<b>Areas Identified For Increased Development</b>			
<b>No</b>	<b>Action</b>	<b>Timing</b>	<b>Responsibility</b>
1.1	Review Doncaster Hill Strategy including: Parking rates, Development Contributions Plan, affordable housing targets, the Activity Centre Zone, and the extent of areas surrounding Doncaster Hill that are covered by the DDO8 controls.	Short	EEP, SP, ETS
1.2	Implement the Pines Structure Plan (August 2010).	Short	EEP,SC,SP,ETS
1.3	Review the Design and Development Overlay – Schedule 8 (DDO8) including sub-precincts A & B around each of the neighbourhood activity centres (Bulleen Plaza, Donburn, Doncaster East / Devon Plaza, Jackson Court, Macedon Square, Templestowe Village and Tunstall Square) as part of the preparation of an Activity Centre Structure Plan, to determine the appropriateness of the existing boundaries. Criteria would include: topography, road layout, public transport access, within 400 metre radius from activity centre and age of housing stock. Any change to the existing DDO8 boundary would be subject to a planning scheme amendment. Residents and other interested stakeholders would be consulted with in relation to the preparation of any Activity Centre Structure Plan as well as any proposed changes to the existing DDO8 controls.	Short-Medium	EEP, SP, STP. ETS
1.4	Identify any areas around the neighbourhood activity centres and along main roads where building heights should be increased from 3 storeys to 4 – 5 storeys This would be done as part of the preparation of an Activity Centre Structure Plan. Criteria would include: prominent intersections, surrounding land uses, topography and land use zoning. Any change to the existing height controls in the DDO8 areas would be subject to a planning scheme amendment. Residents and other interested stakeholders would be consulted with in relation to the preparation of any Activity Centre Structure Plan as well as any proposed changes to the existing DDO8 controls.	Short – medium	EEP, SP
1.5	Investigate areas around local activity centres where there may be potential for increased residential development opportunities and possibly limited expansion of commercial floor area. Locations could include but not limited to: Ayr Street, Thompsons Road, Rosella Street.	Short – Long	EEP, SP,STP
1.6	Ensure integrated transport planning supports functioning of areas identified for increased development including identifying appropriate traffic and parking measures to mitigate impacts.	Short-Medium	EEP, SP, ETS,STP
1.7	Revise Clause 21.05 (Residential section of the MSS), particularly the section relating to Precinct 2 ‘residential areas surrounding neighbourhood activity centres and along main roads’ to strengthen Council’s position that this area is identified as an area of substantial change, where there is a focus on multi-level apartment style development on larger sized lots. It is inappropriate, particularly along Main Roads, to have development opportunities constrained by small scale, single storey non-residential uses such as consulting rooms.	Short	EEP, SP
1.8	Revise Clause 21.05 (Residential section of the MSS) as it relates to Precinct 2 ‘residential areas surrounding neighbourhood activity centres and along main roads’ and clarify the form of development that is encouraged within sub-precincts A and B. Pursue the introduction of a Main Road sub-precinct.	Short	EEP, SP

No	Action	Timing	Responsibility
1.9	<ul style="list-style-type: none"> <li>Investigate extending the DDO8 as shown on Map 1. Any change to the existing DDO8 boundary would be subject to a planning scheme amendment. Residents and other interested stakeholders would be consulted about any extension of the DDO8 areas.</li> </ul>	Long	EEP, SP, ETS
1.10	Review the residential character precinct 4 – ‘Post 1975 residential areas’ and determine whether it is more appropriate for some sites to be included in another residential character precinct.	Medium - Long	EEP, SP
1.11	Investigate mechanisms to minimise the ‘under-development’ of sites, including: <ul style="list-style-type: none"> <li>Financial mechanisms such as a differential rate for vacant land in areas identified for increased development;</li> <li>Site consolidation;</li> <li>Review of existing local policies such as Clause 22.05 ‘Non-residential uses in Residential Areas Policy’.</li> </ul>	Short - Long	EEP, SP, PV
1.12	Advocate to the State Government the release of the new residential zones. Council to consult with all affected residents and other interested stakeholders when the State Government releases its State-wide residential zones.	Short	EEP, SP
1.13	Identify opportunities to provide shop top housing as part of the development of Activity Centre Structure plans.	Short-Long	EEP, SP, ETS
<b>Housing In Semi-Rural Areas</b>			
1.14	Review Clause 21.06 (MSS) of the Manningham Planning Scheme relating to the Low Density Residential Zone and confirm Council’s retention of the Low Density Zone as an important lifestyle option in the municipality.	Short	EEP, SP
1.15	Apply criteria in section 3.4.2 when considering a rezoning request of land in a Low Density Residential Zone. Criteria includes: existing planning controls and any overlay controls, zoning of adjoining land, size of land, land ownership pattern, currently serviced by reticulated sewerage, surrounding neighbourhood character and road layout.	Ongoing	EEP, SP
1.16	Advocate to State Government the need to replace, or reword the objective of the Low Density Residential Zone, or undertake another suitable measure, to recognise that some of Manningham’s low density residential areas are connected to reticulated sewerage.	Ongoing	EEP, SP
1.17	Investigate an opportunity in the non-urban area, such as in Park Orchards and/or Warrandyte, to provide a small scale housing project that would provide housing diversity where residents could ‘age in place’. Criteria to identify a site would include: proximity to an activity centre, access to public transport, topography, land use zoning, servicing infrastructure, surrounding land uses and neighbourhood character.	Medium-Long	EEP, SP, STP
1.18	Review and provide appropriate bushfire planning provisions in response to Bushfire Royal Commission recommendations.	Short	EEP, SP, HLL
<b>Competition with increased land demands for economic activity</b>			
1.19	Assess the location of retirement villages and determine the locations and areas where they would be encouraged and discouraged. Review Clause 22.04 ‘Accommodation Premises Policy’ and provide more direction regarding the location, design and siting of retirement villages.	Short	EEP, SP, ADSS
1.20	Determine the implications of having retirement villages in the municipality and their social and economic implications.	Medium	EEP, SP, ADSS
1.21	Identify areas to increase employment opportunities compatible with residential development, including working from home and any opportunities arising from the National Broadband roll out.	Short	EEP, SP, ADSS

No	Action	Timing	Responsibility
<b>2. ENSURING QUALITY RESIDENTIAL DESIGN, ESD AND CHARACTER</b>			
2.1	Review the provisions outlined in the DDO8, and pursue the introduction of mandatory controls for building height and / or minimum lot size having regard to past VCAT decisions and completed projects, with the aim of providing greater clarity to the community, developers and decision makers, and improving the design and streetscape outcomes of apartment buildings.	Short	EEP, SP
2.2	Review the boundaries of sub-precinct A of DDO8 to determine whether they should be altered to improve the interface with the abutting land which is in a Residential 3 Zone.	Short	EEP, SP
2.3	Review cul de sacs and side streets within sub-precinct A of DDO8 as part of the preparation of any structure plan for a neighbourhood activity centre with respect to parking and traffic impacts and identify any recommendations to mitigate impacts, including the introduction of mandatory controls for building height and / or minimum lot size.	Short	EEP, SP, ETS, STP
2.4	Review the open space provisions in Clause 22.15 (Dwellings in a Residential 3 Zone) to strengthen open space outcomes and to facilitate a range of residential developments particularly single storey development.	Short	EEP, SP
2.5	Review fencing provisions in the Residential 3 Zone to ascertain whether they are still suitable or need to be modified.	Short	EEP, SP
2.6	Update the Building Bulk Guidelines to address a range of design and siting issues, including building materials, façade treatments, safety issues and storage requirements that need to be considered when designing multi-level apartment development.	Short	EEP, SP
2.7	Review ESD Guidelines for medium density development and identify appropriate mechanisms to include in the Manningham Planning Scheme.	Short	EEP, SP,STP
2.8	Encourage developers to consider design aspects of apartments, such as storage (on and off-site), balcony widths and kitchen layouts to better respond to needs of future occupants.	Ongoing	EEP, SP
2.9	Investigate the opportunity to modify the existing Schedule to the Residential 3 Zone to remove the barriers to single storey development.	Short - Medium	EEP, SP,
<b>3. CONNECTING COMMUNITIES</b>			
3.1	Prepare a structure plan for the Bulleen Gateway precinct with consideration given to residential, commercial, industrial uses, open space and urban design issues.	Short	EEP,SP,STP, ETS
3.2	Advocate to State Government initiatives that promote sustainable urbanisation and resilient cities in response to climate change, peak oil and food security.	Ongoing	EEP,ETS, SP,STP
3.3	Advocate to State Government the need for appropriate planning mechanisms, including car parking rates, that facilitate innovative accommodation models that promote: <ul style="list-style-type: none"> <li>▪ Communal living facilities such as: kitchen, laundry, entertainment areas (indoor and outdoor), gardens etc.</li> <li>▪ Working from home, shop-top housing etc</li> </ul>	Ongoing	EEP, SP, ETS
3.4	Review on-street car parking signage and existing time limits around all existing shopping centres to provide a fair and efficient parking system for residents, business operators and visitors.	Short - Medium	EEP, SP
<b>4. PROVIDING SUSTAINABLE INFRASTRUCTURE</b>			
4.1	Introduce a public open space contribution rate across the municipality to facilitate a more strategic approach to the provision of public open space.	Short - Medium	EEP, SP,PV
4.2	Prepare a local planning policy relating to integrated water management for land in the urban and semi-rural areas.	Short	EEP, SP,STP

No	Action	Timing	Responsibility
4.3	Introduce a developer contribution to address traffic management, pedestrian and cycling linkages and streetscape improvements across the municipality.	Short - Medium	EEP, SP, STP, ETS
4.4	Complete floodway mapping and progress appropriate planning controls on the affected properties.	Short-Medium	EEP, SP, STP, ETS
4.5	Ensure that new residential growth priorities are directed into areas that is consistent with Making Manningham Mobile (2010) in particular the Network Operating Plan that identifies preferred public transport and pedestrian routes.	Short	EEP, SP, STP, ETS
4.6	Ensure the recommendations of the Residential Strategy (2011) supports Manningham's advocacy of improved public transport.	Ongoing	EEP, SP, STP
4.7	Continue to work proactively with Melbourne Water, Yarra Valley Water, United Energy and other infrastructure service providers to ensure that future infrastructure planning meets Manningham's demands including maintenance requirements and costs.	Ongoing	EEP, SP, STP, ETS
<b>5. PROMOTING AFFORDABLE HOUSING AND AFFORDABLE LIVING</b>			
5.1	Support a target for affordable housing of 5% in the urban areas of the municipality.	Ongoing	EEP, SP, SC
5.2	Liaise with Places Victoria, or similar State Government agency, to provide a housing demonstration project on Council owned land that delivers housing diversity suited to local need and incorporates 'best practice' in sustainability, affordable living and urban design.	Short	EEP, SP, PV
5.3	Promote different housing options to local developers to encourage them to build a housing product that is suited to the existing and emerging needs of the existing and future residents.	Ongoing	EEP, SP
5.4	Advocate to State Government the need to review the prescribed car parking rates for medium and high density residential developments to reduce housing costs and be more responsive to local traffic and parking conditions.	Ongoing	EEP, SP
5.5	Advocate to Federal and State Government to increase funding to the not-for-profit sector to facilitate affordable housing for low to moderate income households.	Ongoing	SC
5.6	Advocate to developers, Council's desire to negotiate a proportion of affordable housing within any larger developments proposed in key locations, or strategic redevelopment sites such as the Eastern Golf Course.	Ongoing	EEP, SC
5.7	Promote more affordable dwellings / living opportunities close to areas of employment to encourage more people to live and work locally.	Ongoing	EEP, SC
5.8	Continue Council's advocacy role for affordable housing through various housing organisations at Federal, State and local government levels, including the Eastern Affordable Housing Alliance.	Ongoing	EEP, SC
<b>6. MONITORING &amp; REVIEW</b>			
6.1	Monitor and review dwelling approvals to update forecast predictions and aspirational targets outlined in Section 3. Ensure period reviews in line with the Council Plan and Municipal Strategic Statement.	Ongoing 4 yearly	EEP, SP, CP
6.2	Continue to monitor, review and encourage State Government public transport initiatives such as providing a train service to Manningham.	Ongoing	EEP, SP, STP, E&TS



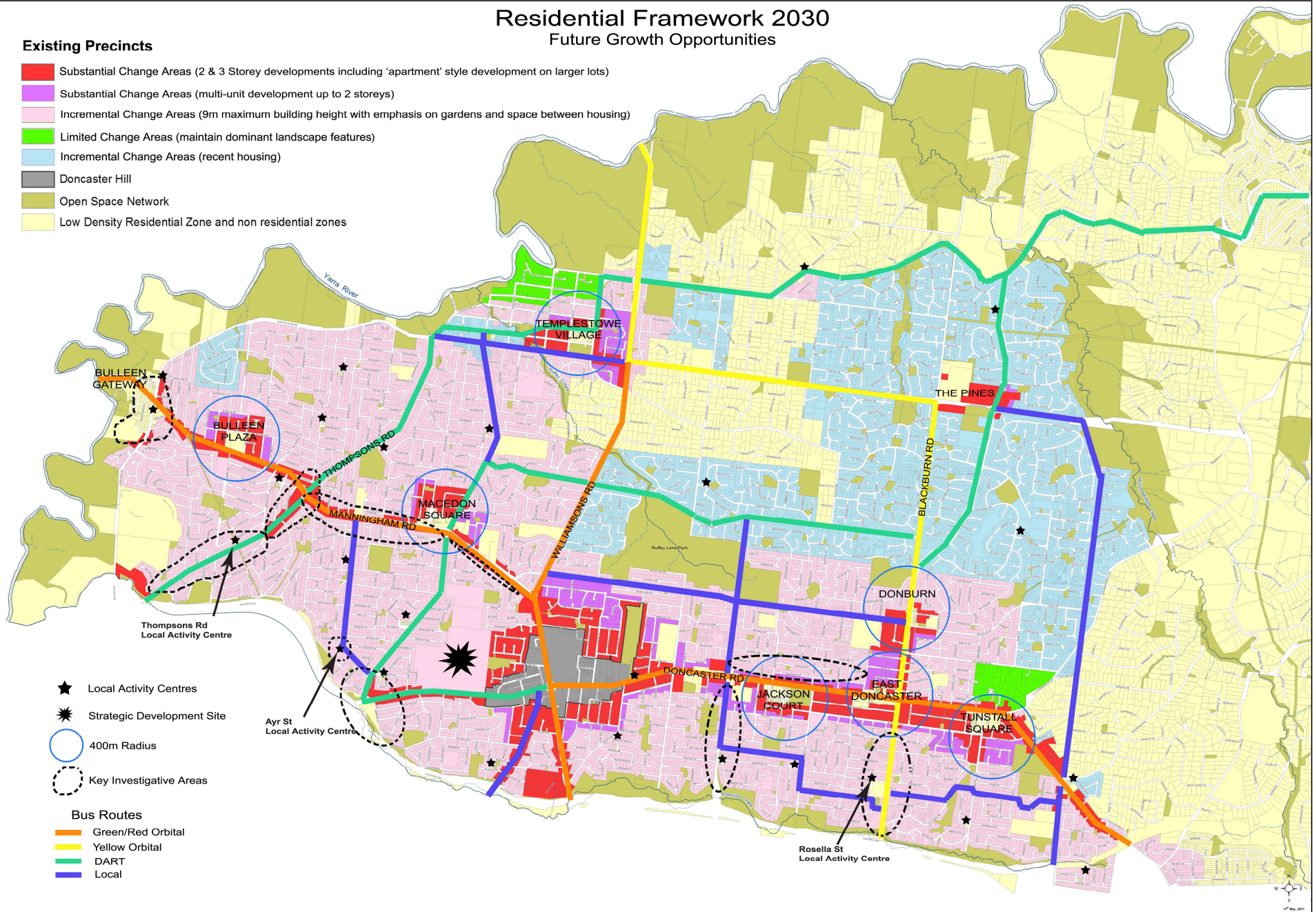


# Residential Framework 2030

## Future Growth Opportunities

### Existing Precincts

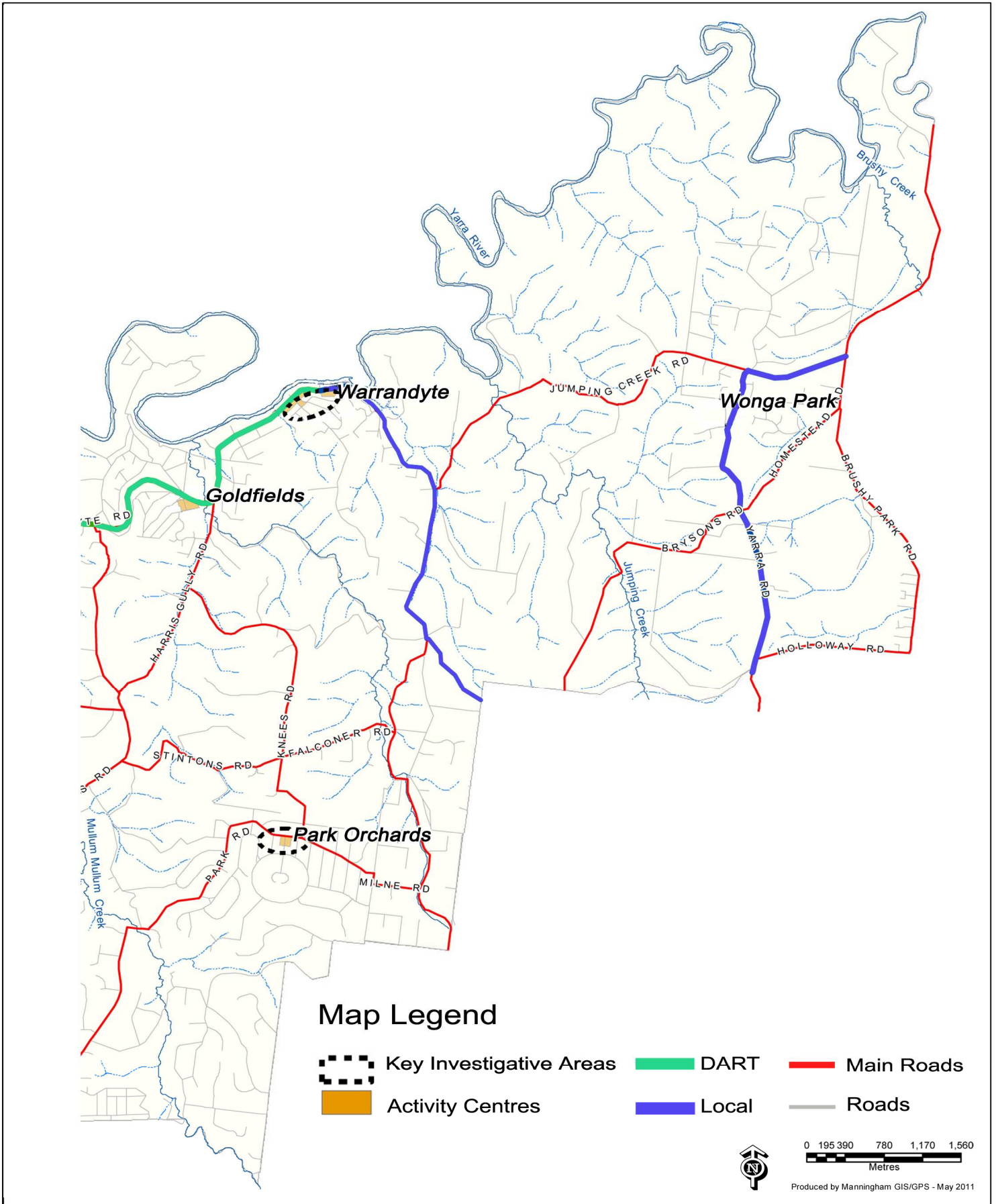
- Substantial Change Areas (2 & 3 Storey developments including 'apartment' style development on larger lots)
- Substantial Change Areas (multi-unit development up to 2 storeys)
- Incremental Change Areas (9m maximum building height with emphasis on gardens and space between housing)
- Limited Change Areas (maintain dominant landscape features)
- Incremental Change Areas (recent housing)
- Doncaster Hill
- Open Space Network
- Low Density Residential Zone and non residential zones



- ★ Local Activity Centres
  - ✦ Strategic Development Site
  - 400m Radius
  - ⊖ Key Investigative Areas
- Bus Routes**
- Green/Red Orbital
  - Yellow Orbital
  - DART
  - Local

# Residential Framework 2030

## Future Growth Opportunities



## 5 DEFINITIONS

Term	Definition
Apartment	Attached housing comprising more than 2 storeys (potentially dwellings above and / or below) with a shared common foyer/entry and a basement car park. Private open space can often be in the form of a balcony.
Building height	The distance between the natural surface level of the ground and the top of the roof, but not including any antennae, chimneys or flue.
Detached house	One house on a property, often comprising a front garden, backyard and a driveway.
Ecological Sustainable Development	Development that improves the total quality of life, now and in the future, in a way that maintains the ecological processes on which life depends.
Neighbourhood activity centre	Neighbourhood activities areas are dominated by small businesses and shops that provide a local convenience function and are highly accessible by foot or bicycle.
Storey	The part of a building between floor levels. If there is no floor above, it is the part between the floor level and ceiling. It may include an attic, basement, and building over car parking area and mezzanine.
Stormwater	Rainwater that runs off streets and gutters and enters drains and waterways and is eventually discharged to the sea.
Structure plans	A document often comprising a combination of text and maps that set out an integrated vision for the desired future development of a place, and establish a planning and management framework to guide development and land use change in order to achieve stated environmental, social and economic objectives.
Townhouse	Typically semi-detached or attached, these dwellings have their own private open space with no other dwelling above or below them. Generally they have common access.

**Note: the definitions in this table use ‘plain English’ descriptions, except for ‘building height’ and ‘storey’ which are derived from the definitions of the Manningham Planning Scheme.**

## 6 SUPPORTING MATERIAL

- Manningham City Council (2002) Residential Strategy
- Macroplan Dimasi, formerly Macroplan (2011) - "Resident and Apartment Market Research Final Report"
- Grattan Institute (2011) "The Housing We'd Choose," Jane-Frances Kelly
- Manningham City Council (2011) "Draft Issues Paper"
- Places Victoria, formerly Vic Urban (2011) Housing Profile information
- ID Forecasting <http://forecast2.id.com.au/default.aspx?id=115&pg=5000>

### Note:

A typographical error was corrected in the second and third paragraphs of the Page 1. The words draft and July 2011 were deleted.