



Hobsons Bay Housing Strategy (2019)

The right homes in the right places...

Volume three: Housing Strategy 2019

Acknowledgements

July 2019

This paper was compiled by the Hobsons Bay Strategy and Advocacy Department. For further information contact the Hobsons Bay City Council on 9932 1000 www.hobsonsbay.vic.gov.au

Council acknowledges the people of the Kulin nation as the Traditional Owners of these municipal lands and waterways and pays respect to Elders past and present.

The Council acknowledges the legal responsibility to comply with the Charter of Human Rights and Responsibilities Act 2006 and the Equal Opportunity Act 2010. The Charter of Human Rights and Responsibilities is designed to protect the fundamental rights and freedoms of citizens. The Charter gives legal protection to 20 fundamental human rights under four key values that include freedom, respect, equality and dignity.

EXECUTIVE SUMMARY

The Housing Strategy provides a policy framework for managing housing in Hobsons Bay over the next 20 years¹. The Housing Strategy is needed to guide the future residential development in the municipality to ensure that the right homes are being provided in the right places.

Hobsons Bay needs to plan for a growing and changing population. The municipality is home to 95,395 residents (2018) and is expected to increase to around 112,642 by 2036.

This growth and change needs to be strategically planned for to ensure that we are not only planning for future housing needs of our community but that we are also guiding new development to the right locations, to ensure we are protecting areas from inappropriate levels of development.

All suburbs experience change over time. The degree of change varies depending on a number of factors such as location, opportunities for new development and the desirability of an area.

The Housing Strategy is planning for around an **additional 19,252 people** over the next 20 years, this equates to a demand for around **8,849 new homes** (443 new homes per annum to 2036).

Council cannot prevent growth from occurring, it is how we respond to managing change that is important.

Housing is not just about bricks and mortar, it also has wider impacts on community health and wellbeing. Planning for housing therefore extends beyond

just land use matters to also include social, environmental and economic considerations.

The Housing Strategy is the key strategic planning document to manage residential development over the next 20 years, from the most recent Australian Bureau of Statistics Census in 2016, until 2036. It also supports the implementation of the New Residential Zones in Hobsons Bay.

The Housing Strategy is supported by a *Background Report (Volume One)* and a *Housing Framework Plan and Capacity Assessment (Volume Two)* which provides the strategic context and evidence base for the Housing Strategy.

The *Background Report* identified a number of housing needs in Hobsons Bay, including the need for:

- more housing diversity
- housing in better locations
- more affordable housing and affordable living
- housing which supports ageing in place
- good residential amenity
- housing which respects neighbourhood character
- housing which is more energy efficient and promotes sustainable living

¹ Based on the latest 2016 ABS Census data and .id forecast data which considers potential demographic and development changes up to 2036 only.

Hobsons Bay's suburbs are under pressure to accommodate new medium and higher density infill development. In general, there has been no pattern in the location of new infill development in the municipality. The Housing Strategy has the opportunity to realign new housing in more desirable locations and better fulfil State urban consolidation policy objectives.

It is estimated that an additional **443 new homes** will be required per annum to 2036. This compares to a recent construction rate of around 359 new dwellings per annum in the municipality (over the period 2011-16).

It is important that this new housing growth is directed to areas suited to accommodate change and increased densities. This is why ~~three-four~~ levels of housing change have been identified to appropriately identify where ~~limited minimal, incremental,~~ moderate and substantial change can be accommodated across the suburbs – these housing change areas have been identified in the Housing Framework Plan.

The Housing Framework Plan is one of the key outputs of the Housing Strategy as it shows where future housing can be located and the preferred housing types and densities. It has been prepared in conjunction with the Neighbourhood Character Study (2019) and will help guide the application of the New Residential Zones in Hobsons Bay.

The housing capacity assessment conservatively estimates a total of **16,281 new dwelling opportunities (37 years of supply)** based on estimated housing demand in the municipality with the largest opportunity for new medium/high density dwellings to be accommodated in areas with access to key activity centres (around 32 per cent) and on Strategic Redevelopment Areas and sites (around 28 per cent).

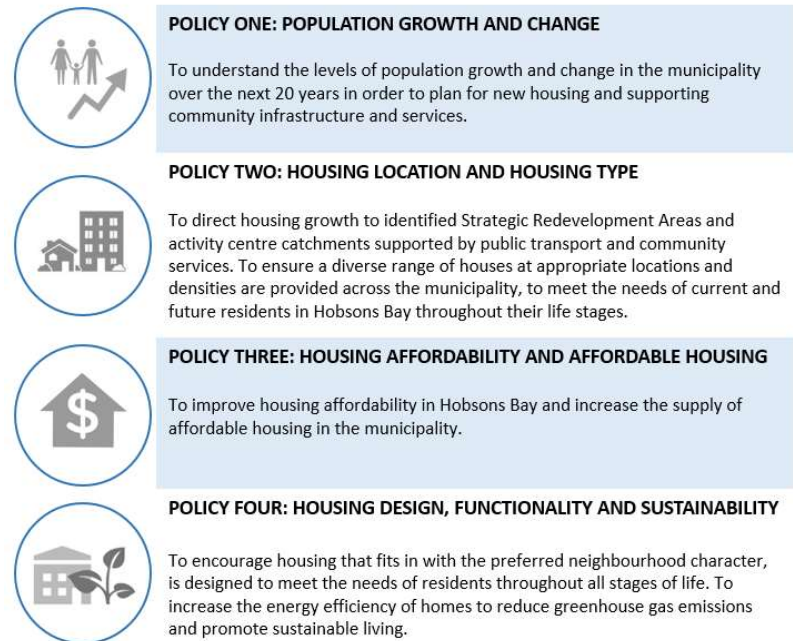
The key challenge for managing housing growth in the municipality is not just about supply but also about ensuring that new housing is being provided in the right location and are homes that match residents' changing needs.

This strategy includes four housing policies (refer Figure 1) with objectives and recommendations to address housing needs and issues including:

1. Population growth and change
2. Housing location and housing type
3. Housing affordability and affordable housing
4. Housing design, functionality and sustainability

The strategy includes an implementation plan with recommended actions for each of the four policy objectives, as well as indicators for the monitoring and review of the strategy to ensure that it remains relevant and effective over the years.

Figure 1: Housing policy



GLOSSARY

ABS	Australian Bureau of Statistics	Inclusionary Zoning	A statutory planning control requiring developers to set aside a proportion of properties for social housing or make an off-site contribution
Accessible Design	Housing designed that is able to accommodate wheelchair users in all areas	LPPF	Local Planning Policy Framework
Active Transport	Non-motorised forms of transport involving physical activity, such as walking and cycling	MHF	Major Hazard Facilities
Activity Centre	Vibrant hubs where people shop, work, meet, relax and often live	MPS	Municipal Planning Statement
Adaptable Design	Housing that can be easily adapted to become an accessible house if needed	NATSEM	National Centre for Social and Economic Modelling
BCA	Building Code of Australia	Neighbourhood Character	The look and feel of a residential area
BESS	Built Environment Sustainability Scorecard	Plan Melbourne	The Metropolitan Planning Strategy for Melbourne
CSIP	Community Service and Infrastructure Plan	PPF	Planning Policy Framework
DCP	Development Contributions Plan	SDAPP	Sustainable Design Assessment in the Planning Process
ERP	Estimated Resident Population	SPPF	State Planning Policy Framework
ESD	Environmentally Sustainable Design	SRA	Strategic Redevelopment Area
GCCSA	Greater Capital City Statistical Area	Universal Design	Housing designed to meet the changing needs of most home occupants throughout their lifetime
HBCC	Hobsons Bay City Council	VPP	Victorian Planning Provisions
ILMS	Industrial Land Management Strategy	Walkable Catchment	An area mapped around a pedestrian destination usually showing a 400m (5 minute) or 800m (10 minute) walk
		WSUD	Water Sensitive Urban Design

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PART ONE: INTRODUCTION

PART ONE: INTRODUCTION

Hobsons Bay is home to around 95,395 residents (2018) across a diverse mix of suburbs. The municipality is experiencing increased housing demand due to a growth in population, an increase in smaller household sizes and the availability of large Strategic Redevelopment Areas for new housing opportunities.

The Hobsons Bay Housing Strategy plans for housing up until 2036, to guide the future residential development in the municipality to ensure that the right homes are provided in the right places.

1.1 What is a Housing Strategy?

A Housing Strategy is a planning document that guides appropriate future residential development in an area. This ensures that we are planning for the changing needs of residents by putting the right homes in the right places.

The Hobsons Bay Housing Strategy considers a 20 year forecast (2016-36) and includes analysis of information and data from both the past and what is expected in the future.

1.2 Why do we need a Housing Strategy?

As with other metropolitan areas in Melbourne, Hobsons Bay is experiencing increased housing demand due to a growth in population and an increase in smaller household sizes. The availability of large redevelopment sites (Strategic Redevelopment Areas) on redundant industrial land is also providing a significant increase in housing in some of our suburbs.

Hobsons Bay is located within good proximity to the CBD with access to the coast, open space and key transport routes. It also has a diverse mix of suburbs from established areas with significant heritage and neighbourhood character to more recently developed areas with newer housing stock. These are some of the key attributes that attract residents to the municipality and make Hobsons Bay their home.

There has been an increase in medium and higher density residential development in our suburbs and this trend is set to continue as established areas across Melbourne are expected to accommodate a growing population.

However, Hobsons Bay also has a number of land use constraints. Almost one third of land is used for industrial purposes and is home to a number of State significant petrochemical industries and Major Hazard Facilities. Industrial and environmental constraints can have an impact on the supply of new housing.

One of the key challenges is balancing the increased pressure to accommodate more houses and people in Hobsons Bay with the need to protect our suburbs from inappropriate development.

Whilst there is often resistance to changes in established communities, it is important to recognise that new housing can deliver a number of benefits, such as increasing the choice of housing available, regenerating an area with low quality housing stock and having more people live within walking distance of public transport and services.

Hobsons Bay currently does not have a Housing Strategy to respond to and manage the demand for increased residential development. Identifying not only where this new housing can go but also what level of change is appropriate is an important part of the Housing Strategy.

The Hobsons Bay Housing Strategy ensures that we are planning for the changing needs of residents by putting the right homes in the right places.

1.3 How will Council manage residential development in Hobsons Bay?

All suburbs experience change over the years. The degree of change varies depending on a number of factors such as location, opportunities for new development and the desirability of an area.

Council cannot prevent growth from occurring. It is how we respond to managing that growth and change that is important.

Through applying a suite of planning tools and policies available to local government (such as the New Residential Zones), Council can guide the level of housing change considered appropriate across our suburbs. For example, encouraging growth in well-located areas with access to public transport and existing services and limiting growth in other areas.

This strategy sets out Council's long term plan for managing residential development in Hobsons Bay to provide more certainty for the community, developers and other stakeholders.

1.4 What does the Housing Strategy do?

The Housing Strategy:

- sets out how Council is planning to respond to population growth and change
- identifies where new housing can be located and guides the levels of housing change across the suburbs
- determines the potential capacity of the suburbs to deliver new housing
- responds to the changing resident profile across Hobsons Bay to ensure that new housing is matching residents' needs
- identifies opportunities for new medium and higher density housing in line with State government urban consolidation policies
- identifies opportunities to encourage more affordable housing and affordable living
- sets out Council's expectations in terms of built form and sustainability considerations
- provides more certainty for the community, developers and stakeholders

1.5 How was the Housing Strategy developed?

Council developed this strategy following consideration of a wide range of data and key planning documents, as well as an understanding of housing needs in the municipality based on feedback from the community and stakeholders.

The strategy is an evidence-based document which considers land use, social and environmental factors. Preparation of the strategy includes an integrated and holistic approach involving internal departments across the organisation.

The Housing Strategy process is summarised in Table 1.

Table 1: Housing Strategy process

Timeframes	Outline	Engagement
Late 2014	Housing Strategy Project Internal Working Group established	Round One Community & Stakeholder Consultation on Housing Needs and Issues
Early - Mid 2015	Consideration of feedback from Round One Consultation	
Mid 2015 – 16	Research and data collation to form the evidence base for preparing the housing capacity assessment and draft Strategy	
Mid-Late 2016	Preparation of the Housing Strategy Background Report (Volume One)	
Late 2016 – Early 2017	Housing Capacity Assessment (Volume Two) finalised & Draft Housing Strategy (Volume Three) finalised	
April 2017	<i>The Victorian Government introduced major changes to the New Residential Zones and other policy areas affecting housing and residential development. Furthermore, the 2016 ABS Census data was released. This triggered the need to update all the Housing Strategy documents.</i>	
Mid-Late 2017	Housing Strategy documents updated to consider the Reformed Residential Zones and 2016 ABS Census data	
December 2017	Housing Strategy Background Report (including Addendum) updated	Background Report publically available
April 2018	Housing Framework Plan and Housing Capacity Assessment (Volume Two) updated	
May/June 2018	Draft Housing Strategy (Volume Three) finalised	
Late 2018	Consultation on the Housing Strategy (including New Residential Zones)	Round Two Community & Stakeholder Consultation
Middle 2019	Final Housing Strategy adopted by Council	
Late 2019/Early 2020	Planning Scheme Amendment to implement the Housing Strategy and New Residential Zones	Public Exhibition of Planning Scheme Amendment

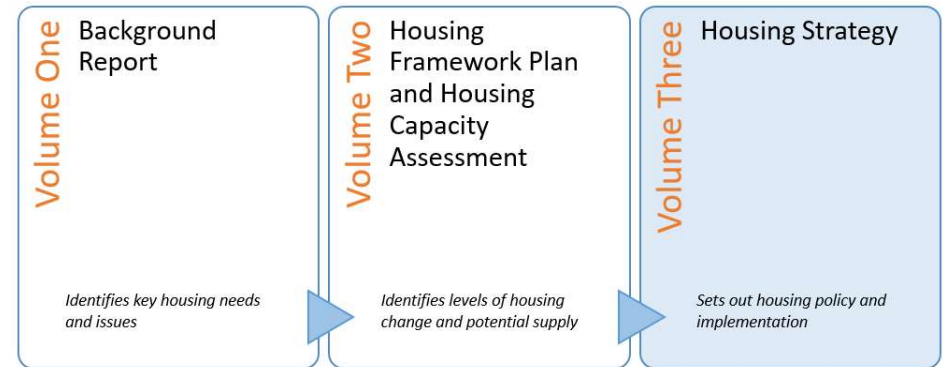
1.6 Structure of the Housing Strategy

The strategy has been developed using strong evidence-based planning including analysis and assessment of various data and forecasts relating to housing needs and supply, based on potential land use constraints and opportunities.

The Housing Strategy consists of three main documents (refer Figure 2):

1. **Background Report (Volume One)** - provides a detailed assessment of housing needs
2. **Housing Framework Plan and Housing Capacity Assessment (Volume Two)** – identifies appropriate housing change areas and assesses potential housing supply and opportunities
3. **Housing Strategy (Volume Three)** – the strategy which sets out the housing policy and an implementation plan to guide the provision of housing in the municipality.

Figure 2: Structure of the Housing Strategy

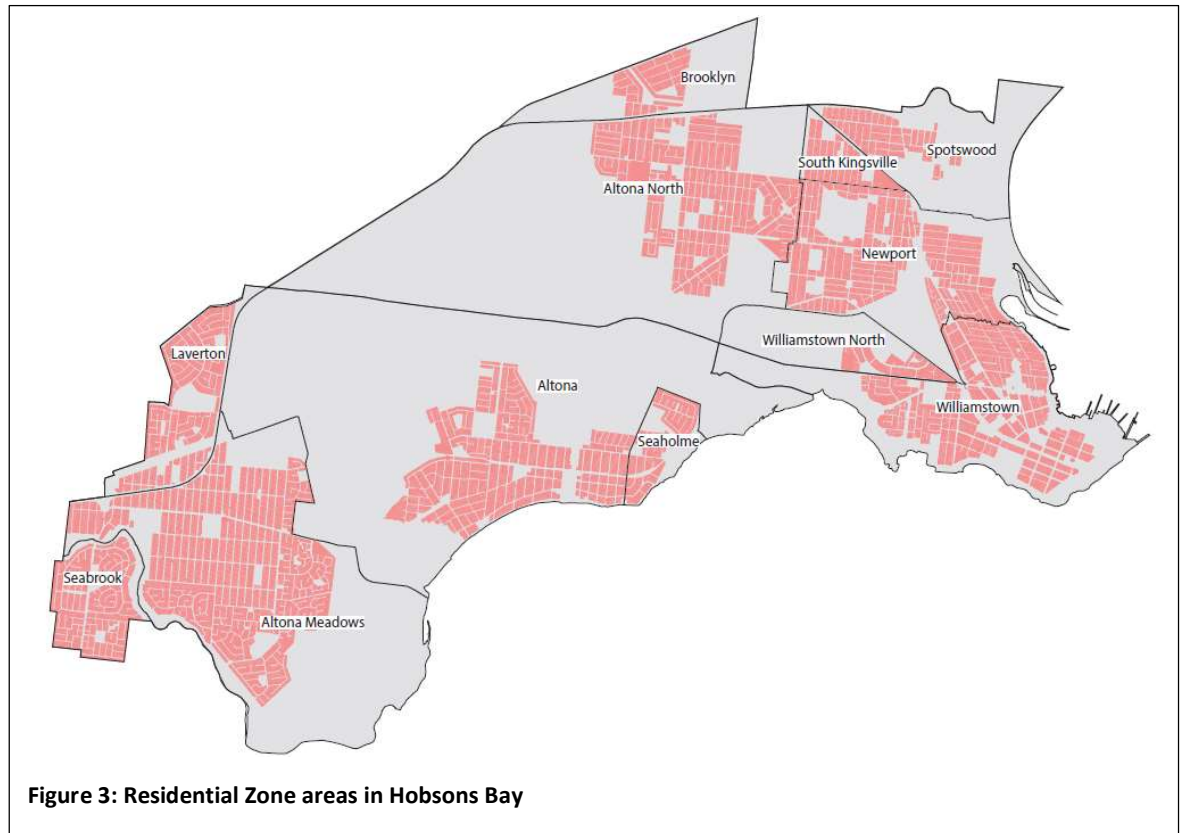


1.7 Where does the Strategy apply?

The Strategy applies to the established suburbs of:

- Altona-Seaholme
- Altona Meadows
- Altona North
- Brooklyn
- Laverton
- Newport (East and West)
- Seabrook
- Spotswood-South Kingsville
- Williamstown
- Williamstown North

The Residential Zone areas are shown shaded in Figure 3. This does not include Comprehensive Development or Mixed Use Zones that also enable housing.



PART TWO: POLICY CONTEXT

PART TWO: HOUSING POLICY

Housing is affected by Commonwealth, state and local policy, with each level of government having different roles and responsibilities in relation to housing. The strategy has been prepared in the context of the relevant policy framework.

2.1 Housing policy context

The key policies which have informed this strategy are detailed in the Background Report and are summarised in Table 2.

At the local level, Hobsons Bay has a role in using the tools provided by the Victorian Planning Provisions to manage and influence housing, for example, applying the appropriate planning controls (such as zones and overlays) to set out the right land use and built form requirements. As well as having the right policies in place in the local planning scheme.

2.2 How will the Strategy address policy gaps?

Hobsons Bay currently does not have a Housing Strategy and so to date, has had limited influence in managing the location and type of new infill development across the suburbs.

Population growth and over-development continues to be a concern for the community, particularly in relation to the effects it will have on the existing community and the protection of our heritage, neighbourhood character and open spaces.

Without a Strategy in place, the location and type of new housing that occurs is dictated by market demand and site opportunities in an ad hoc manner.

Table 2: Key roles and policies*

Government Level	Roles and responsibilities	Relevant policies/Initiatives
Commonwealth Government	The Commonwealth Government does not have a direct involvement in housing provision but does have an interest in affordability.	<ul style="list-style-type: none"> • National Affordable Housing Agreement • Commonwealth Rent Assistance
Victorian Government	One of the key roles of the Victorian Government is to provide statutory and strategic guidance about land use planning in Victoria as well as managing public housing.	<ul style="list-style-type: none"> • Victorian Planning Provisions • State Planning Policy Framework • Plan Melbourne • New Residential Zones • Homes for Victorians (2017)
Local Government	Plays an important role in land use planning and development. Housing policy is most directly influenced at the local level through the provisions of the local planning scheme.	<ul style="list-style-type: none"> • Local Planning Policy Framework (incl. MSS and Local planning policies and Reference Documents) • Hobsons Bay 2030 Community Vision • Council Plan (2017- 2021) • Industrial Land Management Strategy (2008) • Activity Centre Strategy (2006) • Neighbourhood Character Study (2002) • Heritage Study (Revised 2006) • Affordable Housing Policy Statement (2016) • Economic Development Strategy (2015-20) • Ageing Well Strategy (2007-17) • Disability, Access and Inclusion Strategy (2013-2017) • Community Greenhouse Strategy (2013-30) • Integrated Water Management Plan (2014-19)

**Not an exhaustive list*

Through understanding expected housing needs and balancing this with protecting existing neighbourhood character, Council is better placed to manage housing growth and change.

2.3 How will the Strategy address the key objectives in the Council Plan?

By having a long term strategy in place to manage and plan for future population growth and change in Hobsons Bay, the Housing Strategy helps address Goal Three in the Council Plan (2017-21) which aligns with Priority One in the Hobsons Bay 2030 Community Vision (refer Figure 4).

Goal Three: A well designed, maintained and environmentally sustainable place - is about managing future growth and development to ensure it has consideration and respects our natural and built environments (refer Figure 5).

It includes Council working with all levels of government, key stakeholders and the community to ensure urban development is appropriate and considers neighbourhood character and heritage.

Figure 4: Hobsons Bay 2030 Community Vision

PRIORITY 1:

VISIONARY, VIBRANT, ACCOUNTABLE URBAN PLANNING

Plan for future growth while being sympathetic to heritage and environment and promoting neighbourhood character and sociability. The primary considerations are: strategic planning, residential development including high rise, industrial land regeneration and open community spaces.

Figure 5: Hobsons Bay Council Plan (2017-21)

3. A WELL DESIGNED, MAINTAINED AND ENVIRONMENTALLY SUSTAINABLE PLACE

Manage future growth and development to ensure it is well-designed and accessible while protecting our natural and built environments.

PART THREE: WHO LIVES IN HOBSONS BAY?

PART THREE: WHO LIVES IN HOBSONS BAY?

An understanding of who lives in Hobsons Bay and how resident's needs are likely to change in the future is an important part of the Housing Strategy. The Housing Strategy Background Report identified the resident profile in Hobsons Bay. This section summarises the key changes expected in the resident profile in Hobsons Bay in relation to housing.

3.1 Population changes

In 2016, the Hobsons Bay population was **93,392**. This is expected to grow to around **112,642** by 2036.

The Housing Strategy is planning for around an **additional 19,252 people** over the next 20 years (963 additional residents per annum). This is a growth rate of 0.85 per cent per annum.

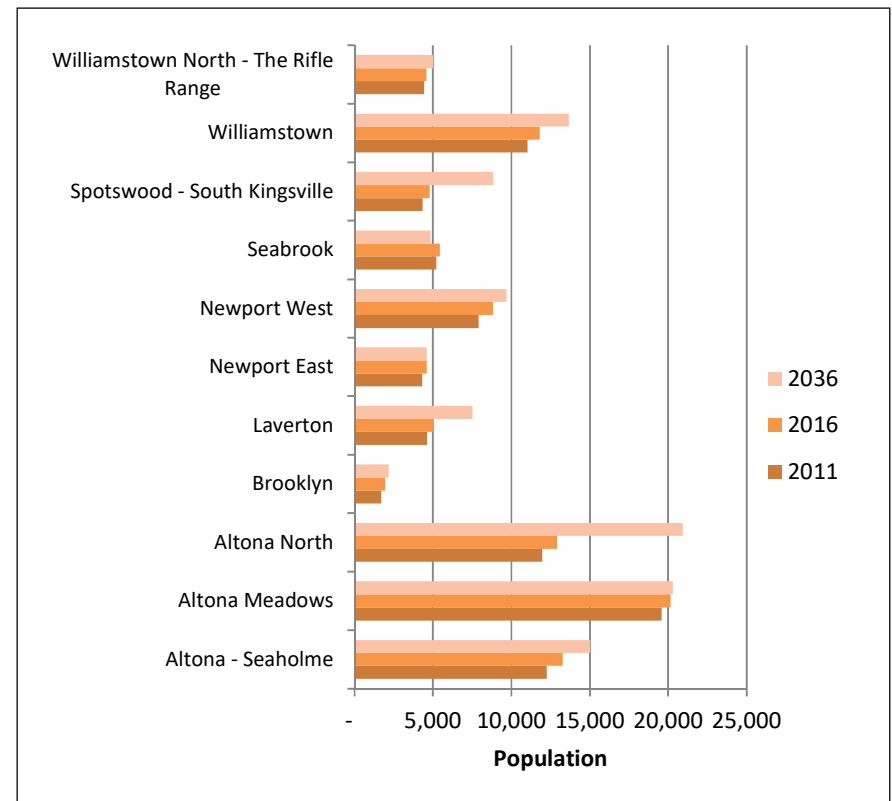
Population growth in Hobsons Bay has typically been slower than the metropolitan average. Between 2011 and 2016, the growth rate was about half of that of the metropolitan Melbourne (1.38 per cent compared to 2.6 per cent).

The population of Hobsons Bay is distributed across 11 suburbs. However, the population is not evenly distributed across the municipality and the future population changes are not consistent across the suburbs (refer Figure 6).

Altona Meadows has the largest population (22 per cent of total) and Brooklyn has the smallest population (2 per cent of total).

The Housing Strategy is planning for population growth in all suburbs over the next 20 years, except in Seabrook.

Figure 6: Population changes in each suburb (2011-36)

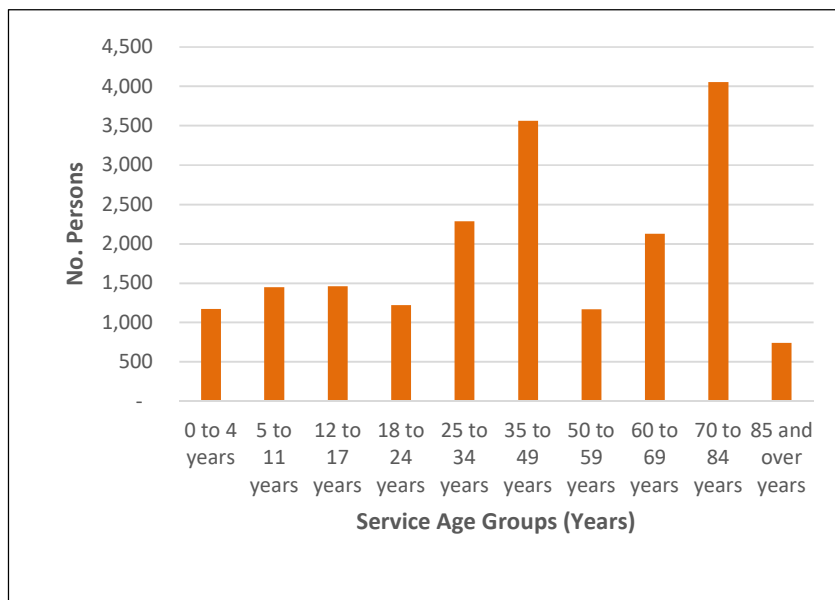


3.2 Age structure

In 2016, the majority of residents (22 per cent) were aged between **35 to 49 years**. Over the next 20 years, growth is expected to occur in all age groups however, it is the older age groups which are forecast to experience the greatest increases, indicative of an ageing population (refer Figure 7).

The number of residents aged 65 years and over increased by around 44 per cent by 2036 compared to 2016. The number of frail elderly persons (aged 85 years and over) is forecast to increase by around 37 per cent.

Figure 7: Change in age structure – Service age groups (2016-36)



3.3 Household changes

In 2016, Hobsons Bay was home to around **34,193 households**, an increase of around five per cent from 2011.

Understanding the types of households that live in the municipality and the forecasted changes helps to identify what types of housing is required to meet residents' needs.

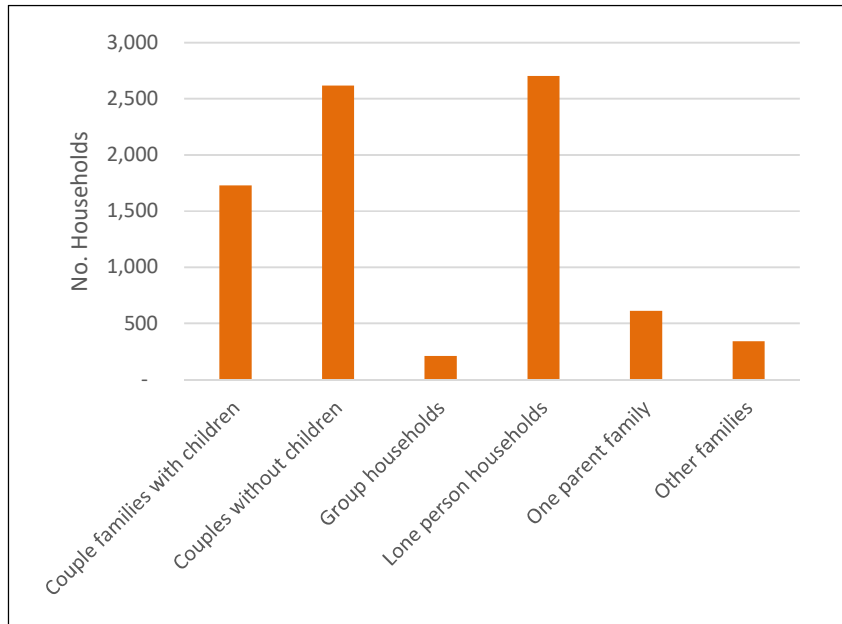
The dominant household type in 2016 was *couples with children*, accounting for almost a third of total households. Followed by *couples without children* and *lone person households*, each comprising nearly one-quarter of the total.

By 2036, there is expected to be **44,348 households** in Hobsons Bay – an increase of over 10,000 new households. Although *couples with children* are expected to decline over the next 20 years, this household type will still remain the most dominant in Hobsons Bay.

There are emerging household types that also need to be planned for. It is expected smaller household types (these include lone person households and couples without children) will show the most significant growth in total numbers (refer Figure 8).

The key issue is that smaller households are forecast to grow faster than larger households such as families and group households. This will impact on the demand for more housing diversity. However, the expected change in household types are not uniform across the municipality. In many areas, family households are declining in number, whilst in others they are increasing.

Figure 8: Change in household type (2016-36)



3.3.1 Household sizes

The growth in smaller household types results in a lower average household size (i.e. fewer people per house). Declining household size tends to increase the demand for housing, even if the population is stable or growing slowly.

In 2016, the average household size in Hobsons Bay was 2.56 which remains unchanged compared to 2011. It is forecast that the average will decline to around 2.51 by 2036.

PART FOUR: WHAT TYPE OF HOUSING DO WE HAVE?

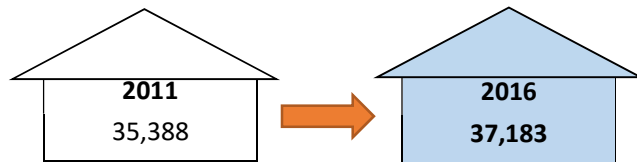
PART FOUR: EXISTING HOUSING IN HOBSONS BAY

Understanding what existing housing we have in Hobsons Bay in terms of quantity and type, helps to identify how much and what type of additional housing we might need in the future to accommodate a changing resident profile.

4.1 Total number of dwellings

In 2016, there were around **37,183 dwellings** in Hobsons Bay. This is an increase of around five per cent since 2011. In terms of growth rate, this is around an additional **359 new dwellings per annum** over the five year period (1 per cent per annum).

Figure 9: Total number of dwellings in Hobsons Bay (2011-16)



Source: profile.id (2016)

4.2 Housing location

The distribution of the dwellings across Hobsons Bay is shown in Table 3 below:

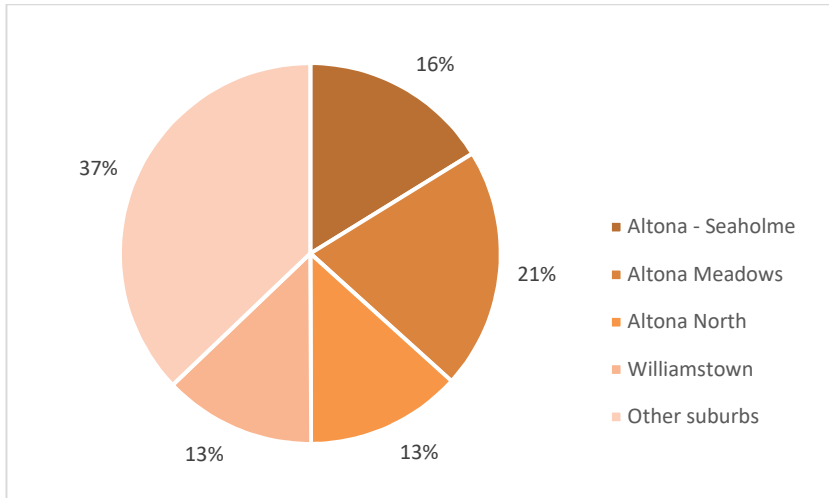
Table 3: No. dwellings per suburb (2011 & 2016)

Area	2011	2016
Hobsons Bay	35,595	36,938
Altona-Seaholme	5,568	5,986
Altona Meadows	7,448	7,572
Altona North	4,657	4,888
Brooklyn	802	881
Laverton	1,845	1,964
Newport East	1,726	1,727
Newport West	3,336	3,515
Seabrook	1,802	1,787
Spotswood-South Kingsville	1,976	2,063
Williamstown	4,681	4,773
Williamstown North	1,754	1,782

(Source: profile.id, 2016)

Almost two-thirds of all dwellings in Hobsons Bay are located in just four suburbs: Altona Meadows, Altona North, Altona-Seaholme and Williamstown (refer Figure 10).

Figure 10: Dwelling distribution in Hobsons Bay (2016)



4.3 Housing diversity and density

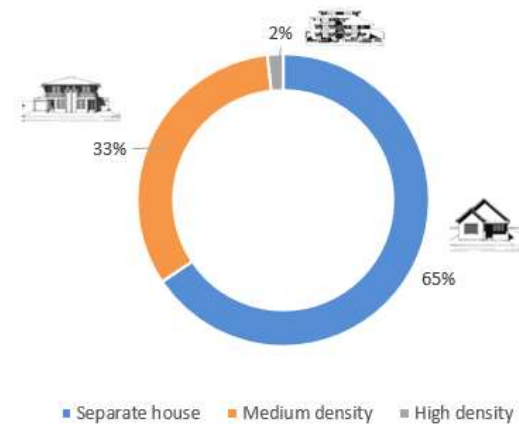
Housing diversity is about having a range of housing types including different densities and sizes. The types of housing include separate, medium density and high density as defined in Table 4.

Achieving a mix of housing types and densities (housing diversity) in an area is an important objective of housing policy; this is to ensure that a range of housing types are available for residents throughout their life stages.

There has been notable changes in housing diversity in Hobsons Bay over recent years. The proportion of separate houses has decreased from 75 per cent in 2011 to 65 per cent in 2016. This is in line with the infill development opportunities being realised across the suburbs (e.g. the replacement of a single house with multi-unit development).

In 2016, there were 24,152 separate houses in Hobsons Bay, 12,040 medium density dwellings and just 637 high density dwellings (refer Figure 11).

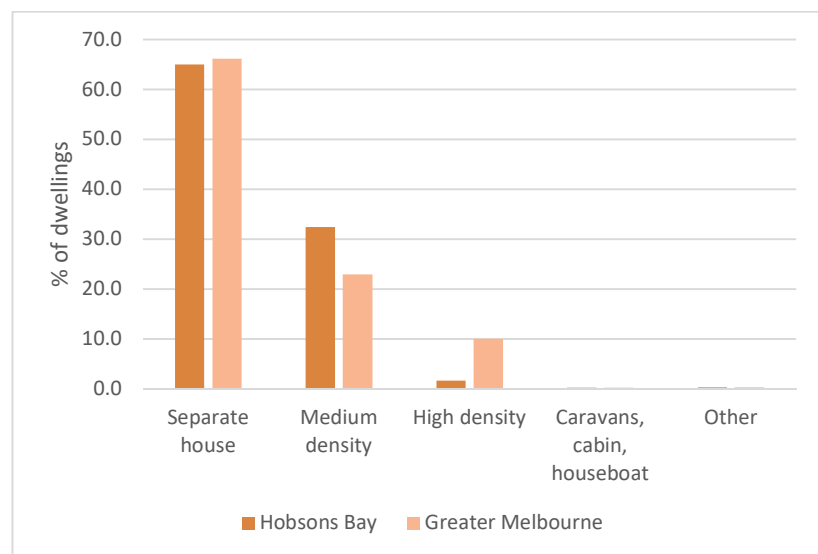
Figure 11: Housing diversity in Hobsons Bay (2016)



Housing diversity and densities vary across the suburbs. In general, the older suburbs in the eastern side of the municipality have a more dense and diverse housing stock than those in the western part of Hobsons Bay.




Figure 12 compares the types of housing in Hobsons Bay to Greater Melbourne. Whilst the proportion of separate houses is similar, Hobsons Bay has a higher percentage of medium density dwellings and a much lower percentage of high density dwelling types.

Figure 12: Dwelling type (2016)



Source: profile.id (2016)

Table 4: Definitions of housing types (ABS Classification)

Housing Type	Definition	Example	% of total stock (2016)*
Separate house (low density)	Separate houses or detached dwellings, are stand-alone dwellings on their own grounds, which are separated from neighbouring dwellings by at least half a metre.		65.0%
Medium density	Semi-detached, row, terrace or townhouse etc. – these dwellings have their own private grounds and no other dwelling above or below them, but are either attached on at least one side or separated from neighbouring dwellings by less than half a metre. Flats, units or apartments in a one or two storey block – these dwellings do not have their own private grounds and may share a common entrance foyer or stairwell. They may have other dwellings above or below them. A storey is any level which includes dwellings or car parking space. The medium density classification only includes flats up to two storeys high. Flats attached to a house – includes granny flats and bungalows attached to a house but with separate provision for food preparation.		32.4%
High density	Flats, units or apartments in a three or more storey block – these dwellings do not have their own private grounds and usually share a common entrance foyer or stairwell. They will have other dwellings above or below them. A storey is any level which includes dwellings or car parking space. The high density classification includes all flats in three storey and larger blocks.		1.7%

*Other dwelling types account for 0.8 per cent.

4.3.1 Number of bedrooms

Housing diversity also includes consideration of housing size and the number of bedrooms. An understanding of housing size is useful to identify what existing housing stock there is in Hobsons Bay and the trend for future housing requirements.

In 2016, the majority of dwellings had three bedrooms (just over 50 per cent) as shown in Figure 13. This was around 10 per cent higher than the Greater Melbourne average. The other notable differences include the number of dwellings with zero or one bedrooms in Hobsons Bay were about half that of Greater Melbourne as well as fewer four bedroom dwellings.

Figure 13: Number of bedrooms in Hobsons Bay and Greater Melbourne (2016)

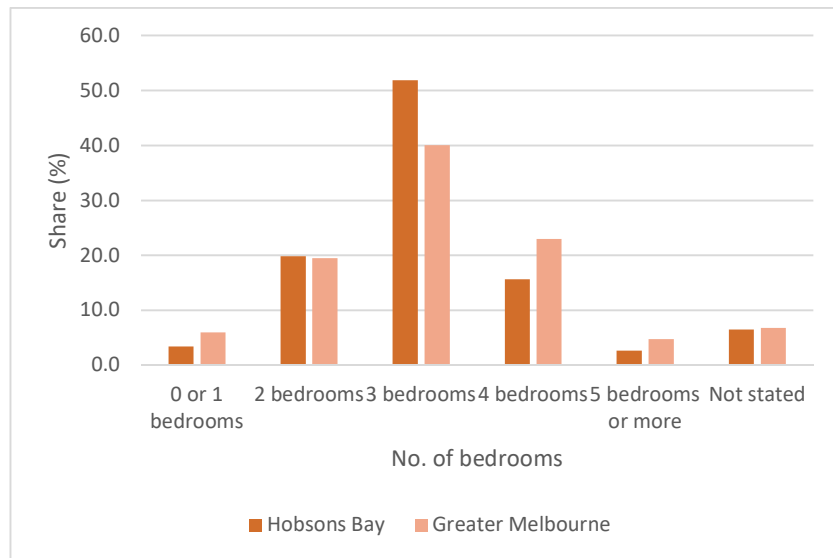
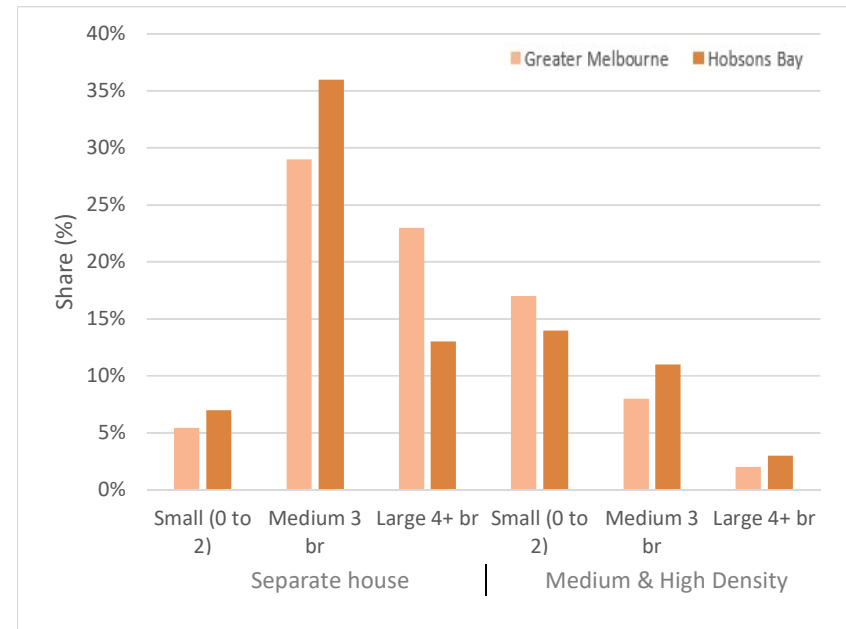


Figure 14: Housing types and number of bedrooms (2016)



Source: ABS, Census of Population and Housing (2016)

There are notable differences when the number of bedrooms and housing types are considered (refer Figure 14). Three bedroom separate houses dominate the housing stock in Hobsons Bay and there is a lower share of separate four or more bedroom houses compared to Greater Melbourne.

4.4 Changes in housing stock

The extent of change in housing stock in a suburb depends upon a number of factors, the main ones being lot size, the age of the dwelling and any development constraints such as heritage overlays.

Suburbs with smaller lot sizes and newer housing stock are less likely to undergo much housing change (e.g. Altona Meadows and Seabrook) than areas with larger lot sizes and ageing housing stock (e.g. Altona, Altona North and Laverton).

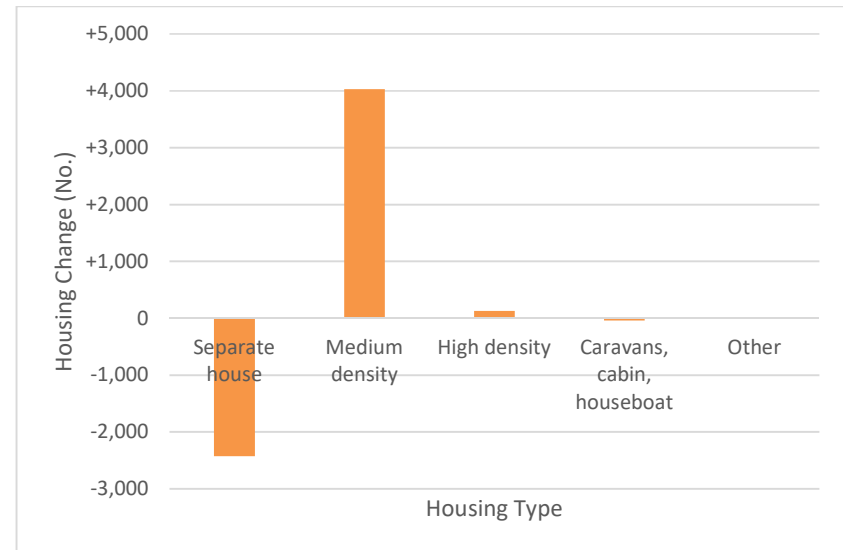
A typical example of infill development in the municipality is the replacement of older detached single level housings (not constrained by heritage) with multi units, often double storeys with smaller gardens/private open space.

Over the period 2011 to 2016, the greatest change in housing stock in Hobsons Bay was the:

- increase in medium density housing
- trend for new dwellings to contain more bedrooms

The increase in medium density housing (refer Figure 15) is in line with the type of infill development experienced in the municipality as older housing stock is replaced by units and townhouses.

Figure 15: Change in housing types (2011-16)

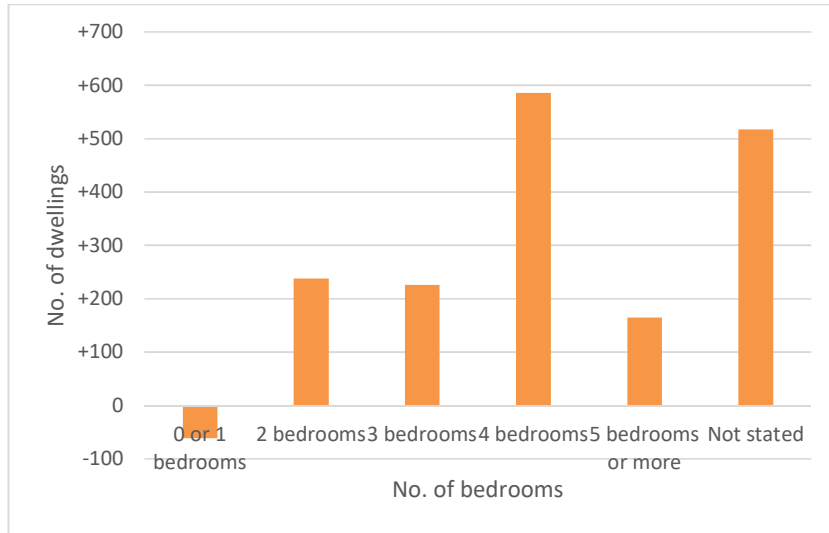


Medium density housing increased by 50 per cent (an additional 4,028 dwellings) from 2011 to 2016. Separate houses decreased by 2,423 dwellings (a nine per cent decrease). High density housing only increased by 134 dwellings but this represented a 27 per cent increase from 2011.

Although housing density has been increasing, new dwellings in Hobsons Bay contained more bedrooms.

Over the period 2011 to 2016, the greatest change was in the increase in the number of four bedroom dwellings (increase of over 11 per cent), as shown in Figure 16. There has been a decline in the number of bedrooms with one or fewer bedrooms (five per cent decrease).

Figure 16: Change in number of bedrooms in Hobsons Bay (2011-16)



There is a trend away from smaller homes despite declining average household size and the increase in smaller households.

This is part of the Australia-wide trend towards larger homes, a trend which may not be environmentally sustainable. Factors which influence this trend include:

- the desire for space – to work from home, to provide a bedroom for every child (including those in separated families) or the desire for a spare room for visitors and family
- increased affluence
- the perception of increased capital gain from buying larger homes
- higher developer profits from large format housing

The trend away from smaller homes is interesting in light of declining average household size and the increase in smaller households, particularly those occupied by one person.

Despite medium density housing representing the greatest increase in housing types in Hobsons Bay over the ten year period (2001 to 2011), the fact that the majority of new housing types contained three plus bedrooms (suited to family/group type households) means that the new housing stock is not meeting the needs of smaller households seeking one/two bedroom homes.

PART FIVE: WHAT ARE OUR HOUSING NEEDS?

PART FIVE: WHAT ARE HOBSONS BAY'S HOUSING NEEDS?

Identifying housing needs is not just about how much housing is required over the next 20 years but also about what type of housing is needed to support Hobsons Bay's growing and changing population.

5.1 How much additional housing do we need?

It is estimated that an additional **8,849 homes** are needed in Hobsons Bay over the next 20 years. This equates to an **extra 443 new homes per annum to 2036**.

Figure 17: Forecast housing demand (2016-36)²



Source: *forecast.id* (2016)

Figure 18 and Table 5 outlines the change in dwellings required in each suburb from 2016 to 2036. The **greatest changes** are in the suburbs of Spotswood-South Kingsville (+86 per cent), Altona North (+58 per cent), Laverton (+49 per cent) and Williamstown (+20 per cent).

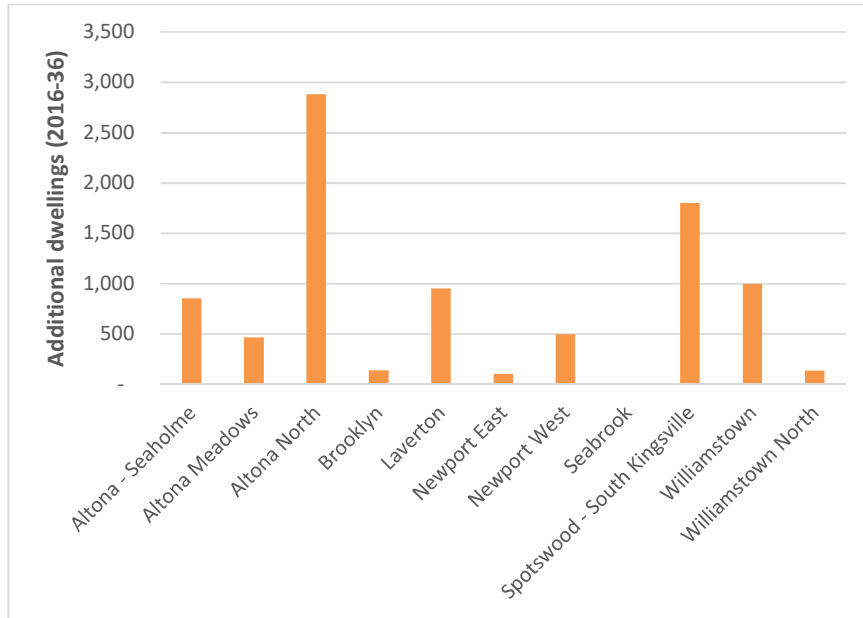
Growth is being driven by the Strategic Redevelopment Areas (SRAs) in these suburbs with the exception of Laverton.

It is important to note that 'housing demand' (population growth) is primarily driven by the availability of new housing developments, i.e. if there's a suburb with a large SRA for new residential development then this will show in housing data as a 'housing need' (demand).

The capacity for Hobsons Bay to accommodate this expected demand has been assessed in the Housing Capacity Assessment report (Volume Two).

² The reader should note that the 2016 dwelling number presented here varies from that presented in Figure 9. This is because the forecasting tool makes adjustments to the dwelling count (Figure 17) derived from the Census.

Figure 18: Forecast housing demand (2016-36)



Source: forecast.id (2016)

Table 5: Forecast no. dwellings required (2016-36)

Area	2016	2036	Change (2016-36)		Per annum
			No.	%	
Hobsons Bay	37,542	46,391	8,849	23.6	442.5
Altona-Seaholme	6,039	6,895	856	14.2	42.8
Altona Meadows	7,717	8,185	468	6.1	23.4
Altona North	4,981	7,863	2,882	57.9	144.1
Brooklyn	902	1,042	140	15.5	7.0
Laverton	1,967	2,923	956	48.6	47.8
Newport East	1,748	1,854	106	6.1	5.3
Newport West	3,543	4,040	497	14.0	24.9
Seabrook	1,807	1,815	8	0.4	0.4
Spotswood-South Kingsville	2,100	3,902	1,802	85.8	90.1
Williamstown	4,922	5,919	997	20.3	49.9
Williamstown North	1,816	1,953	137	7.5	6.9

Source: forecast.id (2016)

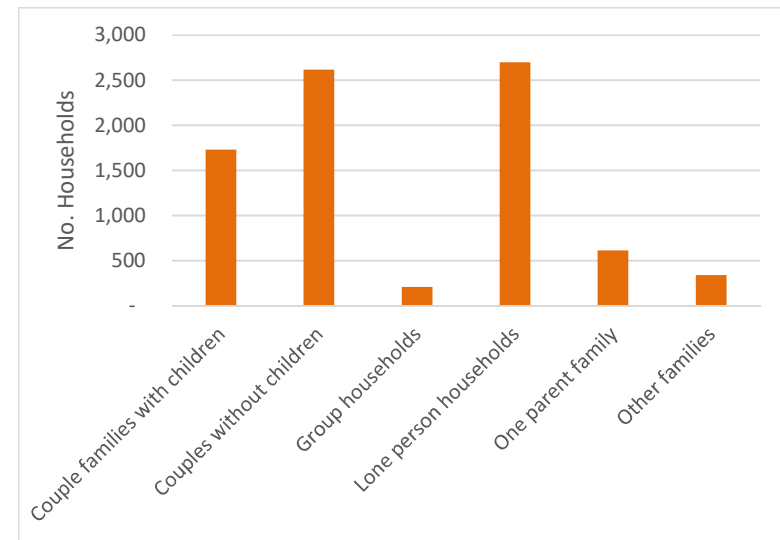
5.2 What household types need to be accommodated?

It is estimated that an additional **8,217 households** (411 households per annum) need to be accommodated in Hobsons Bay by 2036³.

Hobsons Bay has a range of household types. Although the dominant household type is 'couples with children' which is expected to continue to be the most common type in the future, the forecasts identify an emergence in smaller household types over the next 20 years (i.e. an increase in lone person and couples without children households), as shown in Figure 19.

In terms of housing needs, there is a continued need for family-sized homes but also an increasing demand for smaller medium and higher density housing formats including one and two bedroom dwellings.

Figure 19: Change in household types in Hobsons Bay (2016-36)



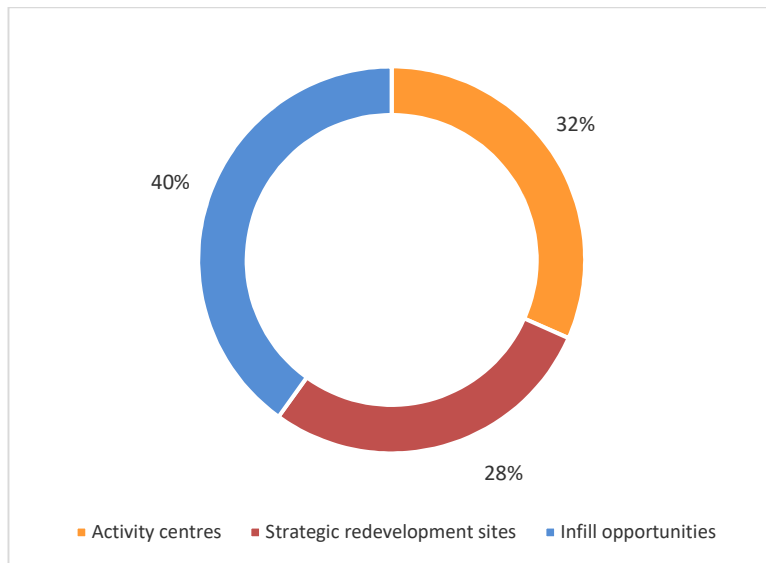
Source: forecast.id (2016)

³ There is a difference between the estimated additional number of households and the additional number of dwellings forecast over the next 20 years as the forecast factors in the expected vacancy rate of dwellings estimated to be around five per cent.

5.3 What is our forecast housing supply?

The housing capacity assessment conservatively estimates that there are potential development opportunities for an **additional 16,281 dwellings** across Hobsons Bay (refer Figure 20).

Figure 20: Potential housing opportunities in Hobsons Bay



Around 60 per cent of housing opportunities have been identified within activity centres and key opportunity sites with the remainder (40 per cent) potentially available from other infill opportunities.

5.4 Housing supply vs demand

Based on the housing capacity assessment identified in this report, there is enough capacity/housing opportunities in Hobsons Bay to comfortably meet the forecasted housing demand (refer Figure 21).

It is expected that the strategic redevelopment areas and sites alone could accommodate more than half the total forecasted dwelling demand by 2036.

Figure 21: Housing demand (2016-36) vs supply



5.5 Community feedback on housing needs and issues

The community values Hobsons Bay for its access to the coast, proximity to the central business district, freeways, natural open spaces, heritage and sense of community. There are a diverse range of suburbs in the municipality and each suburb has its own appeal valued by residents.

Consultation on housing needs

Community engagement on housing needs undertaken in preparation of the Housing Strategy Background Report (late 2014) provided some insight into how residents' housing needs might change in the next 10 years.

The main reasons for people needing to move in the future are to either upsize, downsize or move to a different location.

How might residents' housing needs change in the next 10 years?

Respondents from the Round One consultation on Housing Needs noted the following key requirements:

Property

- lower maintenance
- more bedrooms
- cheaper household costs
- less bedrooms

Location

- stay in the same location
- closer to the train station
- quieter location
- closer to shops/services

The consultation identified key issues in relation to affordability and ageing in place.

Subsequent community engagement undertaken in 2016 as part of the Hobsons Bay 2030 Community Vision and the Council Plan (2017-21) also identified these issues, in addition to: no over development/overcrowding and having improved transport options and more services and facilities.

The community concerns are summarised below.

Figure 22: Summary of community concerns



5.6 What type of housing do we need?

Based on the analysis of the changes to the resident profile, the housing profile and feedback from community consultation, the expected future housing needs for Hobsons Bay are outlined below.



Housing in better locations

New housing within Hobsons Bay has generally been developed in an ad-hoc manner as and when infill development opportunities arise across the suburbs.

Whilst new high density apartment buildings have generally been developed in locations close to existing train stations and/or within activity centres, the majority of new medium density housing has been provided in locations outside of areas where increased densities should be encouraged, such as within walkable catchments to existing transport and services.

Future housing growth needs to be directed to areas which maximise access to existing community infrastructure and services and away from areas susceptible to flooding and in close proximity to industry. This means encouraging medium and higher density residential development within accessible areas where appropriate.

Over the past decade, the majority of new dwellings have come from infill development rather than large redevelopment sites (urban renewal sites). A major source of future housing supply in Hobsons Bay is expected to come from key SRAs which in some cases are not ideally located to existing services.

For new housing expected to be accommodated in these key sites that are not within walkable catchments to public transport, there is a need to ensure that transport options are improved and provided in these areas to service residents.

The location of future housing also needs to minimise potential conflicts with existing industrial uses, including consideration of existing pipeline infrastructure, and reduce adverse amenity impacts.

More housing diversity

The dominant housing type in Hobsons Bay is detached three bedroom houses. Although housing diversity varies across the suburbs, there is an opportunity to increase diversity in a number of locations.

With a declining household size due to a growth in smaller household types in most suburbs, there is need for smaller housing types (i.e. one and two bedroom dwellings) across the municipality but particularly in suburbs where there is a very high proportion of low density separate houses, for example, Seabrook, Altona Meadows and Laverton.

Despite the growth in smaller household types (lone person households and couples without children) and an increase in medium density housing, there has also been an increase in the number of bedrooms in new homes being built over the past decade.

The trend of larger homes being constructed is a mismatch with the emerging smaller household types. Whilst it is acknowledged that smaller households do not automatically occupy dwellings with fewer bedrooms, improving the supply of different housing types is a critical determinant of the type of housing people can live in.

A mix of housing types has a number of benefits but primarily it is important to ensure there is a choice of housing available for residents throughout different stages of life.

In order to improve housing diversity and housing choice, a mix of housing types and densities are required.

Whilst there is a forecasted demand in smaller household types, there will still be demand for larger family sized homes to accommodate the dominant household type in the municipality - couples with children. Therefore, there is a need to balance housing diversity across all suburbs.

Housing which respects heritage and neighbourhood character

With a forecasted growth in new housing and medium to higher density housing types, there is a need to ensure that new development does not adversely impact on existing streetscapes and neighbourhoods and respects neighbourhood character.

As residential areas in Hobsons Bay are predominantly low scale, any increase in infill development can be perceived as a high impact on streetscapes and existing neighbourhood character by the community.

New residential development needs to be designed to a high quality and appropriately respond to the neighbourhood character objectives and guidelines which will be guided by the Hobsons Bay *Neighbourhood Character Study* (2019).

More affordable housing and affordable living

Hobsons Bay was traditionally regarded as an 'affordable' municipality however the gentrification of the eastern and central parts of the municipality has eroded housing affordability. The decline in affordability is affecting both renters and home purchasers.

With the continual rise in the costs of housing and rents and the forecasted increase in population over the next 20 years, the likely trend is a decrease in housing affordability and an increase in housing stress.

There is a demand for more affordable housing types in the municipality to assist low income households in the rental market, particularly for vulnerable households identified as lone person households, one parent households and people with a disability. Elderly residents (aged 60 years and over) who do not fully own their own home (i.e. still paying off a mortgage) are also vulnerable and are likely to be in housing stress.

There is a need for more diversity in housing options across the municipality which can assist with housing affordability by providing dwellings at various price points. This can enable renters and purchasers that want smaller dwellings types or want to downsize to have a suitable alternative in their suburb.

There is a link between housing stress and affordable living. If the cost of living is reduced so that a household has less expenditure on transport and utility costs (e.g. gas and electricity), then this may increase the amount of income available to allocate to housing. This highlights the importance of locating new housing supply close to existing services and public transport.

Housing which supports ageing in place

Hobsons Bay has an ageing population. It is expected that there will be a substantial increase in the older age groups over the next 20 years, it is forecast that there will be around 44 per cent more residents aged 65 years and over by 2036⁴.

This increased growth indicates a requirement to address the housing needs of older people, particularly as the incidence of disability increases with age. An estimated 15 per cent of residents aged 55 years and over have a disability (require assistance with core activities).

Older people generally have a preference to age in place to maintain their independence and community connections. Community consultation identified that the types of housing required for this demographic is generally smaller (lower maintenance) and single storey living.

Another important aspect to providing housing which enables residents to age in place is for housing which incorporates accessible/universal design.

The new housing stock which is being developed in Hobsons Bay is however predominantly double storey townhouses. Furthermore, the majority of new housing which has been constructed in Hobsons Bay over the last decade is located outside of areas which are walkable to public transport and community services. The housing trend is therefore not supportive of an age friendly municipality.

In regards to housing design, there is currently no universal design requirements for private housing in Victoria. The lack of universal design requirements in the Victorian Building Codes means the majority of private residents are not accessible.

Whilst there is a preference for people to age in place, there will still be a proportion of residents that will need access to retirement villages and nursing homes for assisted care. It is therefore expected that demand will also increase for these accommodation types.

⁴ Hobsons Bay Housing Strategy Background Report (Addendum) – 2016 ABS Census Updates (December 2017).

PART SIX: HOUSING POLICY DIRECTION

6.1 How are we going to plan for housing needs?

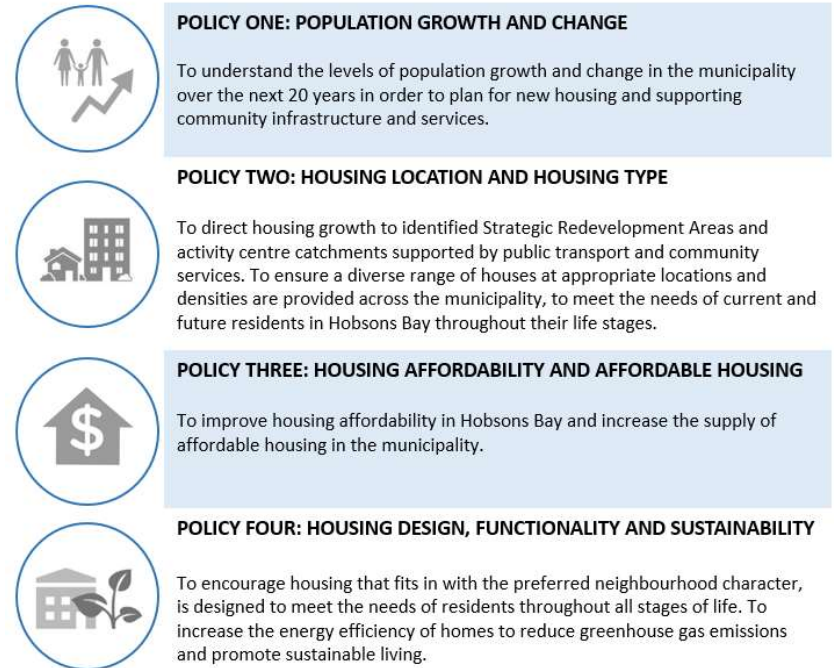
Hobsons Bay is under increasing pressure to accommodate new medium and higher density housing. Responding to this pressure is important to ensure we are planning for the current and future needs of residents, and that we are putting the right homes in the right places.

This strategy sets out the framework for planning for Hobsons Bay's long term housing needs through the application of four housing policies (shown in Figure 23).

A key component of the strategy is the Housing Framework Plan (in Policy Two) which identifies the location for future housing growth and the level of housing change that is considered appropriate in Hobsons Bay over the next 20 years.

The strategy will provide greater clarity to the community and development industry regarding the types of housing change expected over the next 20 years.

Figure 23: Hobsons Bay Housing Strategy Policy Directions



What has informed these housing policies?

- state government direction
- local policies and strategies
- identifying demographic and housing changes
- community feedback
- housing capacity assessments

POLICY ONE: POPULATION GROWTH AND CHANGE



POLICY ONE: POPULATION GROWTH AND CHANGE

Hobsons Bay needs to plan for an increasing and changing population. This includes planning not only for housing but also planning for the supporting community infrastructure and services within the municipality.

POLICY AREAS:

- 1.1 Planning for population growth and change
- 1.2 Planning for community infrastructure and services

KEY CHALLENGES:

- ensuring new housing matches residents' current and future housing needs based on expected population growth and change
- directing housing growth to appropriate locations whilst balancing the competing demands of residential, environmental, industrial and employment uses
- ensuring the provision of community infrastructure and services that are required by a growing and changing residential population



POLICY ONE: POPULATION GROWTH AND CHANGE

To understand the levels of population growth and change in the municipality over the next 20 years in order to plan for new housing and supporting community infrastructure and services.

1.1 Planning for population growth and change

It is estimated that over the next 20 years the population will grow by around 19,252 residents, generating demand for an additional **8,849 new homes** by 2036.

Population growth will not be uniform across the municipality. The highest growth is being driven by large Strategic Redevelopment Areas in the north and east of the municipality. The remainder of growth will be from smaller scale incremental infill development across the suburbs.

The population is not only growing but also changing. Hobsons Bay has an ageing population and a shrinking household size. It is estimated that by 2036, there will be a 44 per cent increase in the number of residents aged 65 years.

There will also be changes to the household types, whilst family households will remain the most common household type in the municipality, there is expected to be an increase in the smaller household types (couples without children and lone person households). The impact on housing provision is that smaller household sizes (fewer people per dwelling) create an increase in demand for dwellings, even if the population is stable or growing slowly.

It is important that a diversity of housing types is provided to match the changing needs of the population throughout Hobsons Bay.

New housing required

In terms of housing growth, it is expected that **443 new dwellings per annum** are required from 2016 to 2036 to provide homes for **8,217 additional households**. This compares to the recent growth rate of around 359 new dwellings per annum in the municipality (2011-16).

The location and scale of new housing is a major consideration in planning for population growth as it influences a number of land use, social, environmental and economic factors as well as impacting on community health and wellbeing (discussed further in Housing Policy Two).

Hobsons Bay has a diverse mix of residential, industrial and commercial areas. One of the key challenges of planning for population growth in the municipality is balancing the competing demands of residential, environmental, industrial and employment uses. It is important that residential amenity and the operations of existing industry and businesses are not adversely impacted by the provision of new homes.

There are a number of land use constraints in the municipality which may impact on new housing provision, these have been identified in the Housing Framework Plan and Housing Capacity Assessment report (Volume Two).

Planning for new homes needs to match residents' needs now and in the future, for Hobsons Bay this means that new homes should allow for ageing in place and housing diversity to cater for all household types.

Recommendation

It is recommended that Council implement the final Housing Strategy including the Housing Framework Plan (in Policy Two), to manage population growth and change in Hobsons Bay.

1.2 Planning for community infrastructure and services

A growing population places increased pressure on community infrastructure and services but it also helps to support the provision and upgrade of infrastructure and services.

Whilst there is often resistance to changes in established communities, it is important to recognise that new housing can deliver a number of benefits, such as increasing the choice of housing available, regenerating an area, revitalising an activity centre (with new shops/cafes) and attracting new community services and facilities.

Decisions around directing more growth/density in an area versus improving infrastructure and services need to be weighed up appropriately. Through directing growth to the right areas, Council is better placed to manage and cater for additional residents and the pressures on supporting infrastructure and services.

The Hobsons Bay community has concerns about the effect of population growth on existing services. Council needs to plan ahead for accommodating additional residents over the next 20 years and beyond to make sure that new

infrastructure needed by the community is provided when and where it is needed and that funds are available to provide the infrastructure⁵.

Council is preparing a draft Community Services and Infrastructure Plan (CSIP) to provide the strategic framework to understand community service demand, the quality of facilities⁶ and what is required in order to meet the needs of the municipality's changing population.

In the case of infrastructure and services where Council is not the direct service provider, such as public transport, it is recommended that Council continue to advocate to the agencies and state government for improvements/upgrades in line with the Hobsons Bay Advocacy Priorities 2019 (or its successor) and other strategic documents such as the Integrated Transport Plan.

Infrastructure Australia's report *Planning Liveable Cities: A place-based approach to sequencing infrastructure and growth* identifies common challenges across Australian cities with satisfactorily sequencing infrastructure and housing. It recommends changes to planning systems, governance and funding arrangements to better manage rapid growth.

Ageing community infrastructure and drainage

Managing Hobsons Bay's ageing community infrastructure is a key challenge for Council. In particular, the upgrade of drainage assets vital for stormwater management.

There are known capacity issues of drainage infrastructure across the municipality with substantial costs to upgrade existing assets and cater for future capacity demand.

⁵ Development Contributions Guidelines, DTPLI (March 2007).

The expected increase in population and new residential development is likely to exacerbate the frequency of flooding from stormwater events in Hobsons Bay. This is due to an increase in hard surfaces increasing stormwater runoff.

There are numerous ways to manage and help alleviate this issue. One way is to require new multiunit developments to provide onsite stormwater detention measures (to reduce stormwater runoff).

Currently, there is an internal process in place which requires that planning applications of multiunit developments of four or more in Hobsons Bay are required to provide onsite stormwater detention as a condition on a planning permit.

There is an opportunity to investigate lowering the threshold of this trigger to capture all developments of two or more dwellings, and to provide guidelines upfront for developers to consider the requirement of onsite stormwater detention at the early stages of their proposed development.

This issue should be addressed more holistically in conjunction with best practice stormwater management in Hobsons Bay and associated Environmentally Sustainable Design policy.

Community infrastructure and climate change

The impacts of climate change will also place increased pressure on community infrastructure and services. Hobsons Bay is particularly vulnerable to the adverse effects of climate change due to its coastal location. As outlined in Council's Climate Change Policy 2013 these impacts will be diverse, affecting people, infrastructure and the environment.

⁶ Community facilities in the CSIP include: Kindergartens, Maternal and Child Health Centres, Childcare Centres, Community Meetings Spaces, Community Centres and Seniors Centres.

Considering Hobsons Bay's environment, key risks for our community include: flooding, sea level rise and storm surges, heat vulnerability and extreme weather events.

Local impacts of such risks may include: property damage, health implications, increased cost of food, increased infrastructure maintenance and clean-up costs, and loss of biodiversity and habitat.

In order for the municipality to appropriately respond to such changes, Council needs to support and encourage adaptive and resilient communities. This means providing the broad strategic directions and a framework for decision-making.

Effective environmental and land use policy will facilitate a coordinated and co-operative approach to environmentally sustainable development and encourage long-term planning for the benefit of the municipality and the broader environment. Responsible land use planning and infrastructure development will provide opportunities for the community to experience new, more sustainable ways of living, be able to respond quickly and effectively to emergencies and be ready to adapt to further change.

There are a number of ways in which Council can respond and help the community to increase its resilience. One way is ensuring that the built environment is planned and developed sustainably with our natural environment and the community as the primary focus.

Social Impact Assessments

Hobsons Bay requests Social Impact Assessments (SIA)⁷ for development applications of 20 or more dwellings. The SIA helps to identify the demand that new developments (additional residents) are placing on existing community

⁷ Hobsons Bay City Council, Preparing Social Impact Assessments Applicant Guidelines (2011).

infrastructure and services. This can help support financial outcomes via developer contributions.

Development Contributions

It is important that Council has effective mechanisms in place to fund community infrastructure/facilities, particularly in a rate-capping environment. As such, Council may explore a range of innovative approaches to funding community infrastructure/facilities in partnership with stakeholders such as state government and external service providers to ensure that services can continue to meet demand into the future.

The use of Development Contribution Plans (to collect financial contributions for development and community infrastructure) and Open Space Contributions are the key mechanisms to collect contributions for new development.

The Hobsons Bay Open Space Strategy (2018) will help guide open space contributions sought by Council.

Recommendation

It is recommended that Council:

- review and adopt the Community Services and Infrastructure Plan (CSIP)
- investigate the opportunities to alleviate the pressures on the drainage infrastructure, in particular reducing stormwater runoff through requiring all new multiunit developments to provide onsite stormwater detention
- support and encourage adaptive and resilient communities by adhering to Victoria's *Climate Change Act 2017* and Council's Climate Change Policy
- undertake the strategic work to prepare Development Contribution Plans for incorporation into the Hobsons Bay Planning Scheme, in accordance with the

Planning and Environment Act 1987, to secure financial contribution towards development and community infrastructure.

- advocate for improved processes and tools to better deliver and sequence supporting infrastructure at the local level

Table 6: Recommended Actions – Policy One: Population growth and change

POLICY ONE: POPULATION GROWTH AND CHANGE	
<p>OBJECTIVE: To understand the levels of population growth and change in the municipality over the next 20 years in order to plan for new housing and supporting community infrastructure and services.</p>	<p>OVERVIEW: Around 19,252 residents (8,849 new homes) need to be accommodated over the period 2016-36. Hobsons Bay needs to plan for an increasing and changing population which has consequences on housing and community infrastructure and services.</p>
Recommended Actions:	
1.1: Planning for population growth and change	
<ul style="list-style-type: none"> ▪ implement the Housing Strategy into the Hobsons Bay Planning Scheme, make it a Background Document, and ensure consistency between the key strategies outlined in this objective and the Municipal Planning Statement ▪ ensure new housing meets demands of the existing and future population through meeting the objectives of Policies Two, Three and Four in this strategy 	
1.2: Planning for community infrastructure and services	
<ul style="list-style-type: none"> ▪ review and adopt the Community Services Infrastructure Plan (CSIP) for Hobsons Bay ▪ investigate the opportunities to alleviate the pressures on the drainage infrastructure, in particular reducing stormwater runoff through requiring all new multiunit developments to provide onsite stormwater detention ▪ investigate opportunities to further support and encourage adaptive and resilient communities in Hobsons Bay in line with Victoria's <i>Climate Change Act 2017</i> and Council's Climate Change Policy ▪ undertake the strategic work to prepare Development Contribution Plan Overlays (DCPO) for incorporation into the Hobsons Bay planning scheme to ensure new development contributes to the provision of supporting community infrastructure and services (to apply the Developer Infrastructure Levy and the Community Infrastructure Levy) ▪ advocate for improved processes and tools to better deliver and sequence supporting infrastructure at the local level 	

- continue to advocate to the State government for transport improvements and other community services/facilities in accordance with the Hobsons Bay Advocacy Strategy (2014-18, as updated/amended), Integrated Transport Plan (2017-30) and other key strategic documents

POLICY TWO: HOUSING LOCATION AND HOUSING TYPE



POLICY TWO: HOUSING LOCATION AND HOUSING TYPE

The location and type of new housing are important considerations in planning for housing as they shape how a suburb functions and the choice of housing available to residents.

Determining where additional housing can go and the type of housing change required, ensures we are putting the right homes in the right places. A Housing Framework Plan has been prepared to guide and manage future housing in Hobsons Bay.

POLICY AREAS:

- 2.1 Preferred locations for future housing
- 2.2 Preferred types of housing change

2.1 Preferred locations for future housing

Housing location is one of the most important considerations when planning for future housing as it influences a number of land use, social, environmental and economic factors. These include: the provision of transport services and community infrastructure, residential amenity, access to open space and to retail and employment. The location of housing also contributes to community wellbeing and social cohesion.

Not all areas of Hobsons Bay are suitable to accommodate increased housing growth. Some areas have better access to train stations, shops and services, whereas other areas are located further away from public transport and services or are close to industrial areas with poor amenity.



POLICY TWO: HOUSING LOCATION AND HOUSING TYPE

To direct housing growth to identified Strategic Redevelopment Areas and activity centre catchments supported by public transport and community services, and ensure a diverse range of houses at appropriate locations and densities are provided across the municipality, to meet the needs of current and future residents in Hobsons Bay throughout their life stages.

KEY CHALLENGES:

- managing an increasing demand for medium and high density housing
- directing housing growth to locations with access to public transport infrastructure and community services to support urban consolidation principles
- increasing housing diversity to ensure there is a mix of housing types to meet residents' needs
- ensuring that housing enables residents to age in place

Identifying preferred locations for additional housing provides the opportunity to better align housing growth in Hobsons Bay in more appropriate areas. This will support a shift in the trend of new medium and high density infill development occurring ad hoc across the municipality.

State planning policy is to encourage infill residential development in areas located within or close to activity centres and at sites that offer good access to transport and services.

However, a balanced approach is required to ensure that other factors are also considered when determining the preferred locations for future housing, for example, whether there is strong heritage or neighbourhood character values in an area or other constraints such as being located in proximity to a Major Hazard Facility.

Four key criteria have been used to help determine the location and type of future housing in Hobsons Bay (see Figure 24). Consideration of this criteria has been applied in a balanced manner to ensure we are putting the right homes in the right places.

Figure 24: Criteria for guiding housing location and change



This criteria has been assessed in more detail in the Housing Framework Plan and Housing Capacity Assessment (Volume Two) along with an understanding of the

estimated housing demand based on Hobsons Bay's growing and changing population.

Opportunities for new housing

Hobsons Bay is an established municipality with no greenfield (undeveloped) sites, new housing therefore has to be absorbed into existing suburbs. There are, however, significant ex-industrial brownfield sites (Strategic Redevelopment Areas) that have been identified for potential residential use in the central and eastern areas of the municipality.

Over the past decade, the majority of new dwellings in Hobsons Bay have come from infill development rather than large redevelopment sites. There are key SRAs that are expected to accommodate a significant proportion of new housing supply (e.g. in Altona North and South Kingsville). Some of these redevelopment areas are not ideally located to existing services. In these instances, it is important that the necessary community infrastructure and services are provided to support a new residential population community.

The housing capacity assessment identifies four opportunities for accommodating increased housing growth in the municipality:

Figure 25: Opportunities for new housing



2.2 Preferred types of housing change

The level of housing change will not be uniform for all areas across Hobsons Bay. Some areas are better placed to accommodate more diverse housing types whilst others are more suited to limited change in the housing stock.

In order to accommodate additional new housing and to achieve housing diversity that better matches residents' needs, ~~three~~ four Housing Change Areas have been identified for Hobsons Bay (see Table 7):

- Limited Minimal Change Area
- Incremental Change Area
- Moderate Change Area
- Substantial Change Area

New Residential Zones

There is a suite of residential zones and planning tools available to help achieve the preferred level of change required to meet housing needs. The three residential zones (New Residential Zones) include:

- Neighbourhood Residential Zone (NRZ)
- General Residential Zone (GRZ)
- Residential Growth Zone (RGZ)




The New Residential Zones were introduced by the Victorian Government to provide more certainty to the community and developers about the type of development that can be expected in an area. The proposed translation of the housing change areas to the New Residential Zones are outlined in Table 7.

The New Residential Zones have different purposes and requirements which impact on built form, this is identified further in Sections 2.4 to 2.6.

The Housing Change Areas have been applied in a balanced way across the suburbs to ensure a diversity of housing stock can be achieved, whilst factoring in any constraints and meeting Hobsons Bay's housing needs.

The application of the Housing Change Areas are shown in the Housing Framework Plan in Figure 27.

Table 7: Housing Change Areas and the New Residential Zones

	LIMITED CHANGE AREA	MODERATE CHANGE AREA	SUBSTANTIAL CHANGE AREA
Example Housing Types			
Overview	Areas where housing growth and densities should be limited. This could be where there is strong heritage and/or neighbourhood character which needs protecting, or in locations where increased growth is not desirable because they are located away from services and facilities, or within close proximity to industrial areas.	Areas where modest growth of additional housing types can be accommodated whilst respecting neighbourhood character. These include locations close to key activity centres and where there are opportunities for increased residential development and housing diversity.	Areas where future housing growth and increased densities should be encouraged, such as Strategic Redevelopment Areas and areas with good access to a train station and activity centre.
New Residential Zones	Neighbourhood Residential Zone (NRZ)	General Residential Zone (GRZ)	Residential Growth Zone (RGZ)
Zone Purpose	Clause 32.09: <ul style="list-style-type: none"> • To recognise areas of predominantly single and double storey residential development. • To manage and ensure that development respects the identified neighbourhood character, heritage, environmental or landscape characteristics. 	Clause 32.08: <ul style="list-style-type: none"> • To encourage development that respects the neighbourhood character of the area. • To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport. 	Clause 32.07: <ul style="list-style-type: none"> • To provide housing at increased densities in buildings up to and including four storey buildings. • To encourage a diversity of housing types in locations offering good access to services and transport including activity centres and town centres. • To encourage a scale of development that provides a transition between areas of more intensive use and development and other residential areas.

	MINIMAL CHANGE AREA 2 storey building height	INCREMENTAL CHANGE AREA 2 storey building height	MODERATE CHANGE AREA 3 storey building height	SUBSTANTIAL CHANGE AREA 3+ storey building height				
Change area definition	Areas that should be protected because of their special heritage or environmental characteristics. This could include natural hazards or due to their location within close proximity to industrial areas, and housing growth may be limited.	Housing growth within these areas occurs within the context of existing or preferred neighbourhood character. The existing neighbourhood character will evolve and change over time with reference to the key identified neighbourhood attributes.	Areas where housing will evolve up to three-storeys whilst respecting neighbourhood character. These include locations close to activity centres and where there are opportunities for increased residential development and housing diversity.	Areas where housing intensification will occur that results in a substantially different scale and intensity of housing compared to other areas. This includes strategic redevelopment areas (SRAs) and locations in and around activity centres and public transport.				
Preferred character	Single and double storey development that respects the existing special character.	Single and double storey development that respects the preferred character.	Three storey development that respects the preferred character.	Three storey development that achieves the preferred character.	Four storey development that achieves the preferred character.	Development that responds to the preferred character of the area.	Development that achieves the preferred character.	
Zones	Neighbourhood Residential Zone (NRZ)	Neighbourhood Residential Zone (NRZ)	General Residential Zone (GRZ)	General Residential Zone (GRZ)	Residential Growth Zone (RGZ)	Mixed Use Zone (MUZ)	OTHER ZONES: Comprehensive Development Zone (CDZ)	
Zone purpose	<p>Clause 32.09:</p> <ul style="list-style-type: none"> To recognise areas of predominantly single and double storey residential development. To manage and ensure that development respects the identified neighbourhood character, heritage, environmental or landscape characteristics. 		<p>Clause 32.08:</p> <ul style="list-style-type: none"> To encourage development that respects the neighbourhood character of the area. To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport. 		<p>Clause 32.07:</p> <ul style="list-style-type: none"> To provide housing at increased densities in buildings up to and including four storey buildings. To encourage a diversity of housing types in locations offering good access to services and transport including activity centres and town centres. To encourage a scale of development that provides a transition between areas of more intensive use and development and other residential areas. 		<p>Clause 32.04:</p> <ul style="list-style-type: none"> To provide for a range of residential, commercial, industrial and other uses which complement the mixed-use function of the locality. To provide for housing at higher densities. To encourage development that responds to the existing or preferred neighbourhood character of the area. 	
							<p>Clause 37.02</p> <p>Schedule 1 (The Range Estate, Williamstown):</p> <ul style="list-style-type: none"> To provide for the comprehensively planned development of the land in a way that integrates residential, recreational and limited commercial land uses... To provide for a diverse range of dwellings and medium density housing types, and permanent and temporary accommodation uses... <p>Schedule 2 (Precinct 15):</p> <ul style="list-style-type: none"> To facilitate the orderly development and integration of residential, commercial, retail and a mix of other uses. 	

Achieving housing diversity

The [three-four](#) Housing Change Areas/New Residential Zones allow a mix of different housing types to be achieved through a range of densities.

A range of housing options are required to cater for the needs of a diverse and changing resident base in Hobsons Bay.

Housing diversity in our suburbs is important as it helps respond to the changing needs of the community throughout different life stages and helps support ageing in place. Housing diversity also impacts on housing affordability. An area with a mix of housing types also provides a mix of housing at different price points.

Housing diversity is changing in Hobsons Bay, particularly with the increase of medium density development occurring across the suburbs. The increase in density is also coupled with an increase in the number of bedrooms per dwelling.

Whilst there is an expectation and pressure on established neighbourhoods to accommodate higher density infill development, there is also the need to protect against the loss of family sized homes with good sized gardens, particularly in suburbs which are forecast to experience a growth in family households.

Diversity is ensuring there is a good mix of all housing types.

Whilst Council can use the New Residential Zones to assist with delivering housing diversity, there is currently no ability to specify diversity in terms of the number of bedrooms.

Supporting ageing in place

Planning for a diversity of housing types in areas with good access to transport (e.g. around train stations/bus services) and within walking distance to shops/community services is important to support an ageing friendly community.

Housing which enables residents to age in place will support an ageing population. This can be achieved through providing:

- housing types which match the preferences of older people e.g. single level living, smaller homes (for lower maintenance) with good access to transport and community services
- housing diversity which enables opportunities for older residents to downsize within their community
- housing which incorporates accessible/universal design (see Section 4.2)

Consultation on housing needs for the Housing Strategy identified that there is an unmet demand for these housing types in Hobsons Bay.

Managing the impacts of housing change in our suburbs

All suburbs experience change over time. Changes in housing development can be a contentious issue within communities with concern about the impact on character within streetscapes and the pressure on existing services and facilities.

Council cannot prevent change from occurring but can guide the preferred level of housing change and plan for an increasing number of residents.

Community concerns around the impact of new housing in their suburbs have been considered and factored into the decision-making process when determining where future housing can be accommodated.

The Hobsons Bay Neighbourhood Character Study along with the Schedules to the New Residential Zones have an important role in protecting neighbourhood character and in shaping the preferred built form outcomes for new residential development across the suburbs.

Further guidance on managing residential built form is provided in Policy Four: Housing design, functionality and sustainability.

2.3 Housing Framework Plan

A Housing Framework Plan has been prepared which identifies the location for future housing growth and the level of change that is appropriate (see Figure 27).

The Housing Framework Plan is one of the key outputs of the Housing Strategy as it determines how housing growth and change will be managed in Hobsons Bay over the next 20 years.

Directing housing growth to key activity centres and train stations is the overarching principle guiding the application of the Housing Change Areas. The preference for future housing is to concentrate new development in areas closest to activity centres to make better use of existing community infrastructure and services.

The **Limited-Minimal Change Areas** have been applied to areas with the least potential to accommodate housing growth or where growth is not encouraged, whilst the **Substantial Change Areas** show where higher levels of housing growth are supported.

The Incremental Change Areas are where housing growth occurs within the context of existing or preferred neighbourhood character. There is capacity for housing growth and more diverse types of housing, but new development should respect existing valued neighbourhood character attributes. The **Moderate Change Areas** strike a balance between allowing increased housing densities whilst also respecting neighbourhood character.

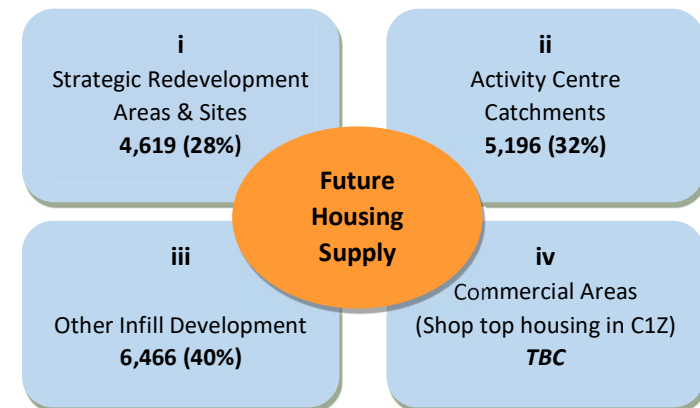
There are some activity centres identified on the Housing Framework Plan as being subject to the preparation of a structure plan or urban design framework, which may further inform the application of the New Residential Zones in these locations. These include:

- Altona North (Millers Road)
- Newport
- Spotswood (*being drafted*)
- Williamstown North/Williamstown
- Harrington Square (Altona)

Potential capacity for new housing

Based on the Housing Framework Plan provided in Figure 27, the housing capacity assessment conservatively estimates a total of **16,281 new dwelling opportunities (37 years of supply)** based on estimated housing demand of 443 new dwellings per annum to 2036) in the municipality (refer Figure 26).

Figure 26: Estimated dwelling supply⁸



The housing capacity assessment conservatively estimates that:

⁸ Hobsons Bay Housing Strategy: Housing Framework Plan and Capacity Assessment (April 2019).

- over a quarter of the potential supply is from known large strategic redevelopment areas and other key sites
- 15 of Hobsons Bay's activity centres are expected to provide around one third of the total new housing supply
- other infill development (from areas outside of SRA and activity centres) could potentially deliver around 6,466 new homes – estimates suggest that there is still a lot of suburban infill development that can occur within the [Limited Minimal, Incremental](#) and Moderate Change Areas in Hobsons Bay
- there are further opportunities to increase dwelling supply within activity centres in the Commercial 1 Zone in the form of shop top housing (would need to be investigated as part of a more detailed study e.g. a Structure Plan)

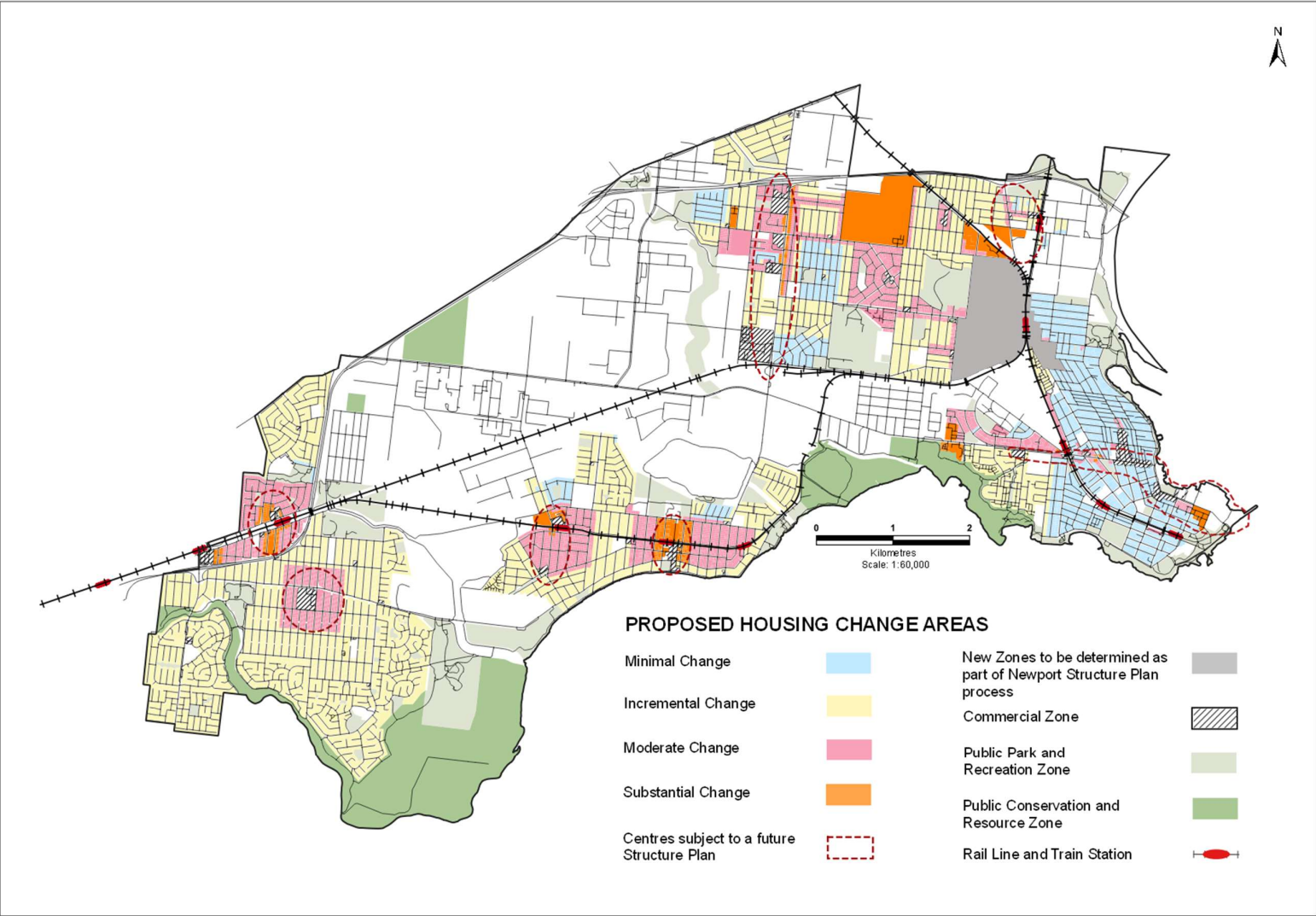
2.3.1 How will the Housing Framework Plan be implemented?

The Housing Framework Plan will be used to apply the three New Residential Zones in Hobsons Bay and will be included in the local planning scheme.

A more detailed overview of the recommended level of housing change for each suburb is provided in Appendix B.

Recommendation

It is recommended that Council directs future housing growth and densities in accordance with the preferred locations and housing change areas identified in the Housing Framework Plan and in accordance with the Neighbourhood Character Study guidelines.



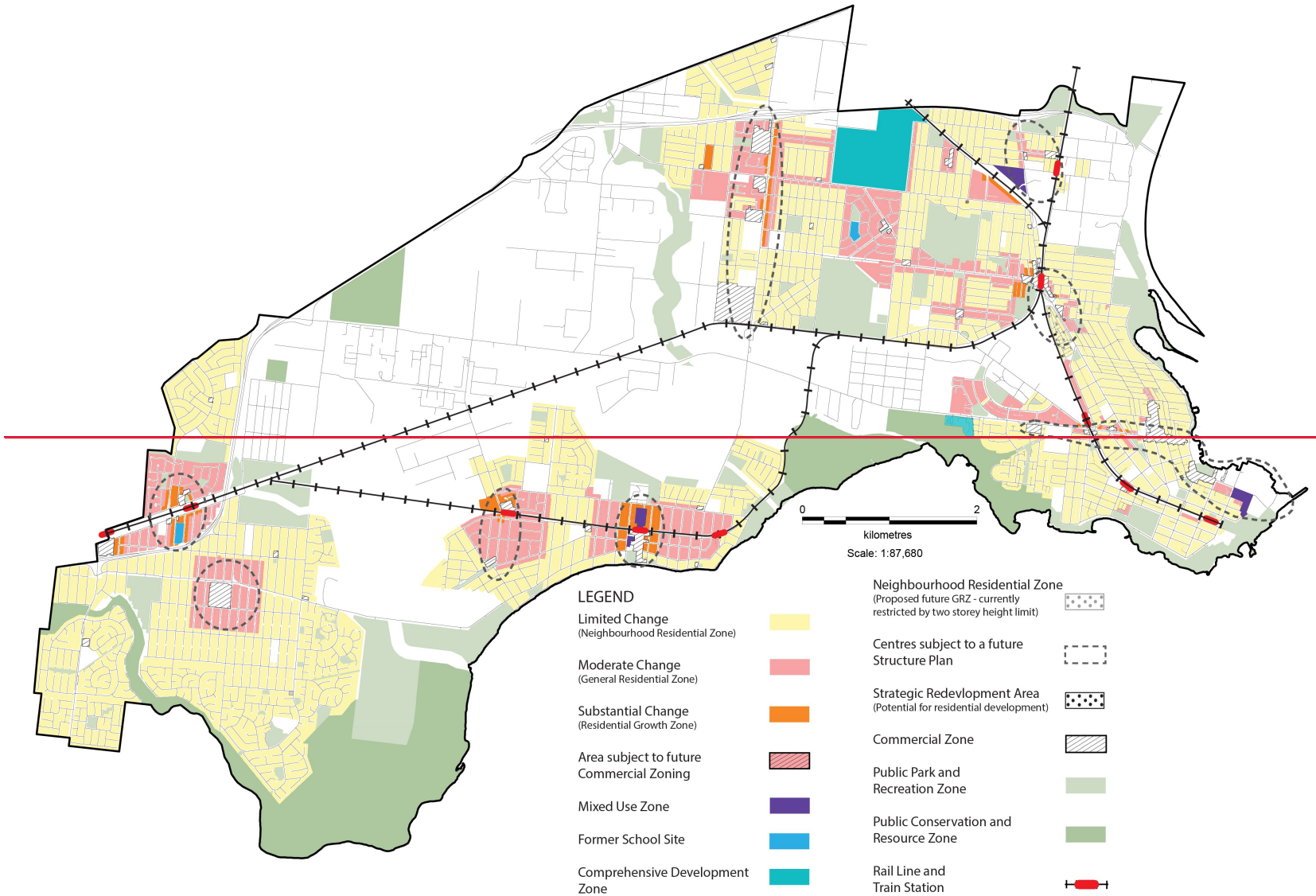


Figure 27: Hobsons Bay Housing Framework Plan

2.4 Limited-Minimal and Incremental Change Areas

Limited-Minimal Change Areas should be protected because of their special heritage or environmental characteristics. This could include natural hazards or due to their location within close proximity to industrial areas, and housing growth may be limited. Incremental Change Areas is where housing growth within these areas occurs within the context of existing or preferred neighbourhood character. The existing neighbourhood character will evolve and change over time with reference to the key identified neighbourhood attributes. are recommended for areas where housing growth and densities should be limited. These may be in locations where there is a strong heritage and/or neighbourhood character which needs protecting, or where increased growth is not desirable because they are located away from services and facilities or within close proximity to industrial uses.

How will the Limited-Minimal and Incremental Change Area be applied?

The **Neighbourhood Residential Zone (NRZ)** will mostly be applied to the areas identified for limited-minimal and incremental change.

What type of housing can be expected in the Limited-Minimal and Incremental Change Area?

It is important to note that the Neighbourhood Residential Zone does not stop new housing development, it does however restrict new development to low scale housing with a maximum two storey (nine metre) height limit.

The expected housing types are single and double storey houses/ townhouses and units.

The areas recommended for limited change are shown in Figure 28.

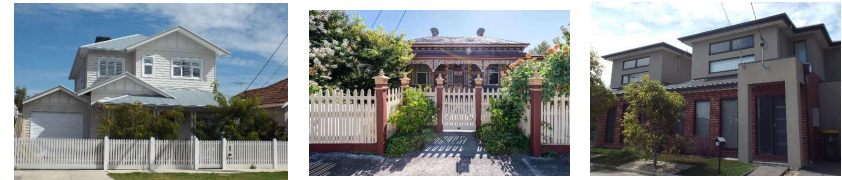


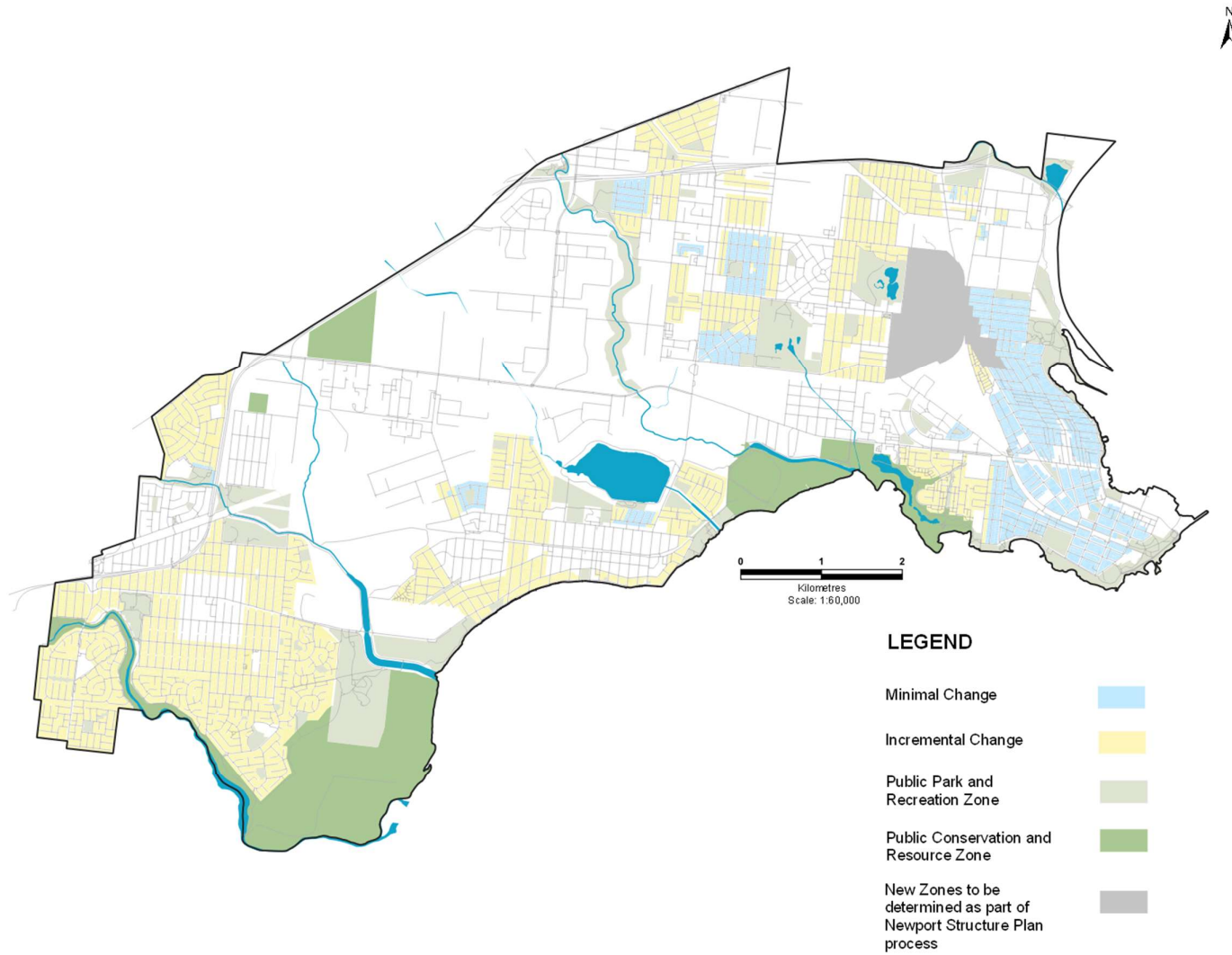
Table 8: Neighbourhood Residential Zone Requirements

Requirements	Neighbourhood Residential Zone (NRZ)
Maximum building height/number of storeys	Yes. Mandatory 9 metres/2 storeys.
Can these heights/number of storeys be varied in a schedule to the zone?	Yes. Councils can set a mandatory height limit greater than 9 metres/2 storeys.
Is there a requirement for a minimum garden area?	Yes – mandatory.

Table 9: Minimum Garden Area Requirements

The minimum garden area requirements were introduced to protect the open garden character of our suburbs. It requires a certain amount of area on the site to be set aside for outdoor open space.

Lot size	Minimum percentage of a lot set aside as garden area
400 – 500 square metres	25%
501 – 650 square metres	30%
Above 650 square metres	35%



Limited Change
(Neighbourhood Residential Zone)

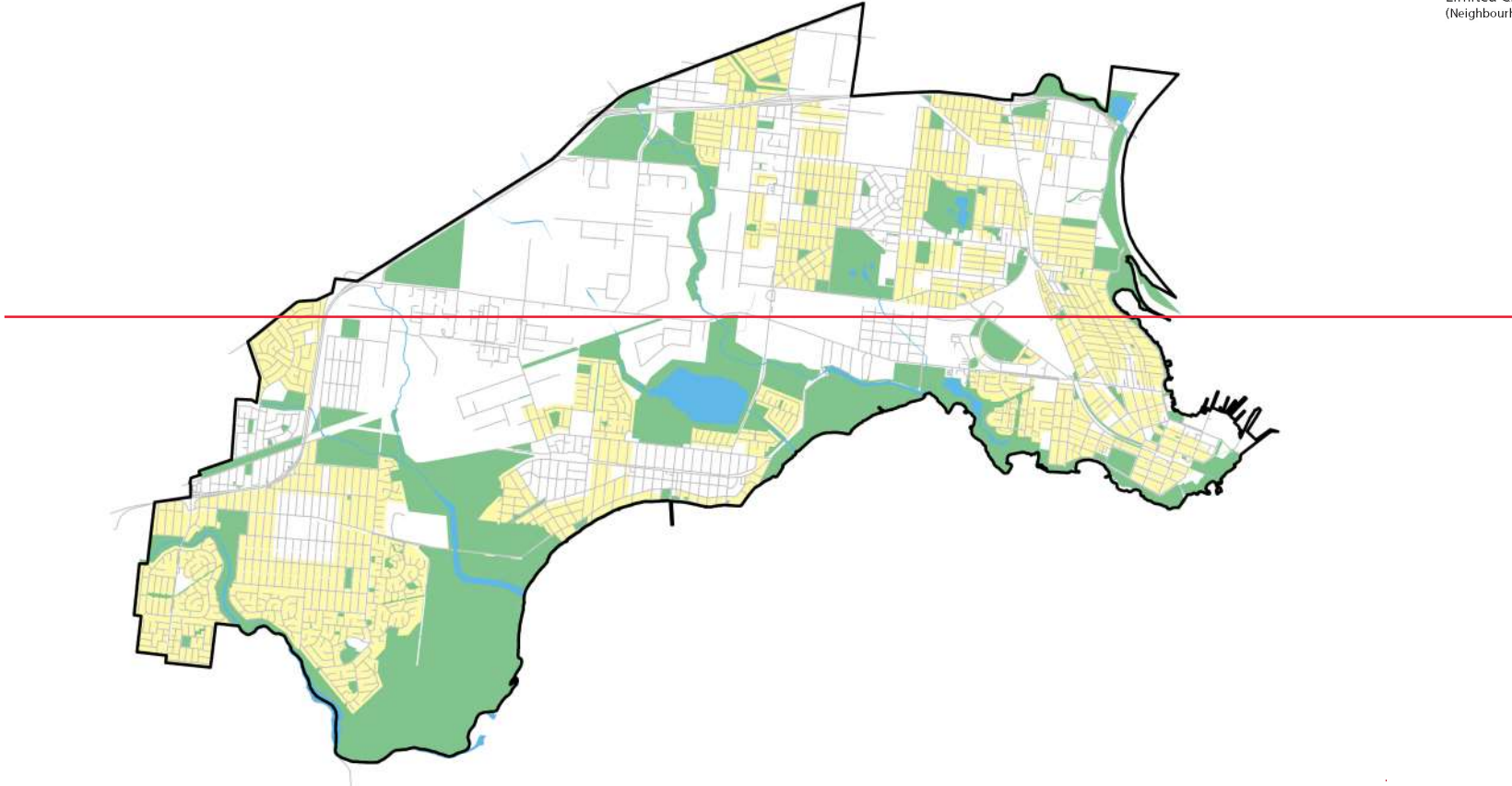


Figure 28: Proposed Minimal and Incremental Change Areas

2.5 Moderate Change Areas

Moderate Change Areas are recommended for areas where housing will evolve up to three-storeys modest growth of additional housing types can be accommodated whilst respecting neighbourhood character. These include locations close to key activity centres and where there are opportunities for increased residential development and housing diversity.

How will the Moderate Change Area be applied?

The **General Residential Zone (GRZ)** will mostly be applied to the areas identified for moderate change.

What type of housing can be expected in the Moderate Change Area?

A mixture of single dwellings, medium density housing (such as dual occupancies, villa units and townhouses) and high density developments (e.g. three storey apartments) are expected in this change area. Development will be limited to a maximum of three storeys (11 metres).

The areas recommended for moderate change are shown in Figure 29.



Table 10: General Residential Zone Requirements



Requirements	General Residential Zone (GRZ)
Maximum building height/number of storeys	Yes. Mandatory 11 metres/3 storeys.
Can these heights/number of storeys be varied in a schedule to the zone?	Yes. Councils can set a mandatory height limit greater than 11 metres/3 storeys.
Is there a requirement for a minimum garden area?	Yes – mandatory unless specified in a schedule to the zone.

Table 11: Minimum Garden Area Requirements

The minimum garden area requirements were introduced to protect the open garden character of our suburbs. It requires a certain amount of area on the site to be set aside for outdoor open space.

Lot size	Minimum percentage of a lot set aside as garden area
400 – 500 square metres	25%
501 – 650 square metres	30%
Above 650 square metres	35%

MODERATE CHANGE AREAS

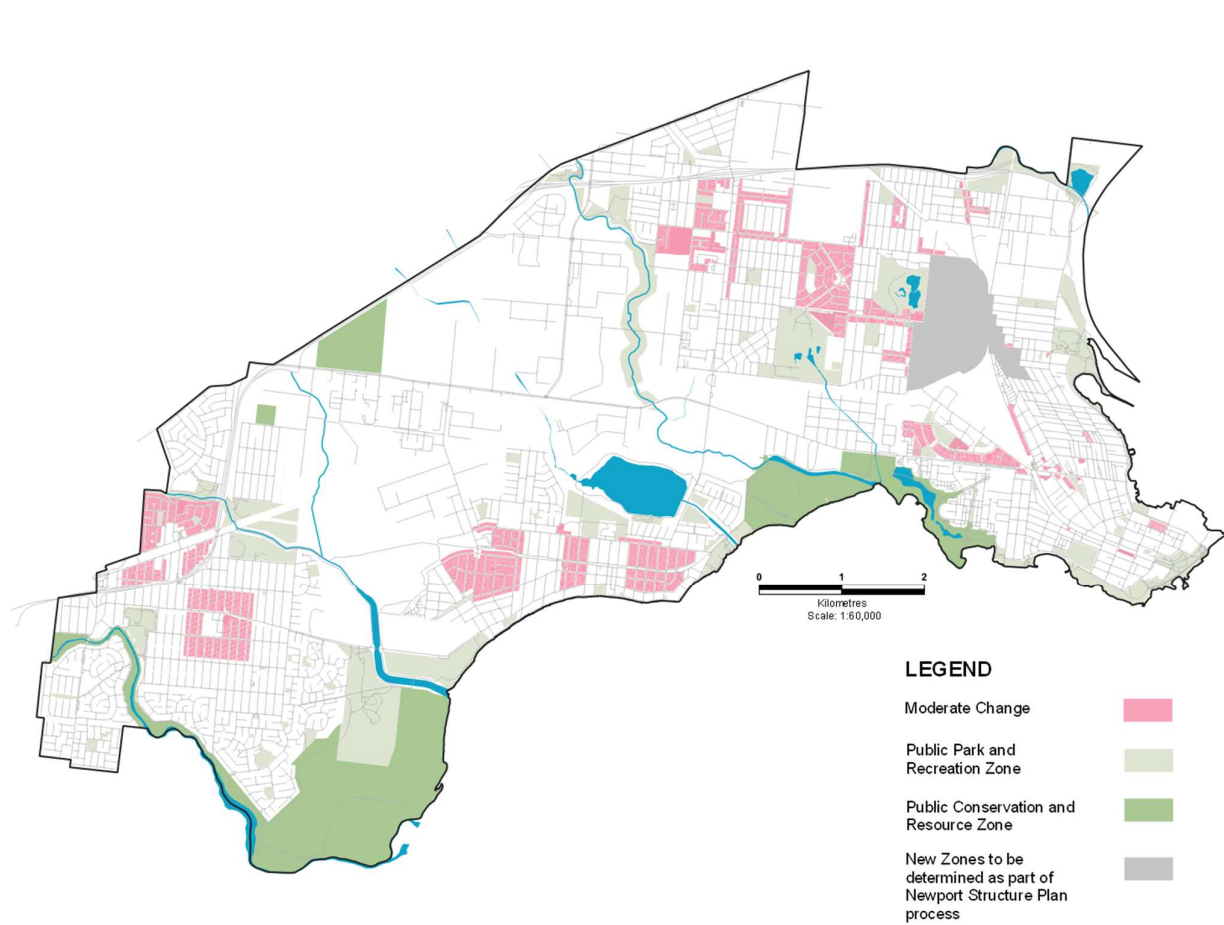
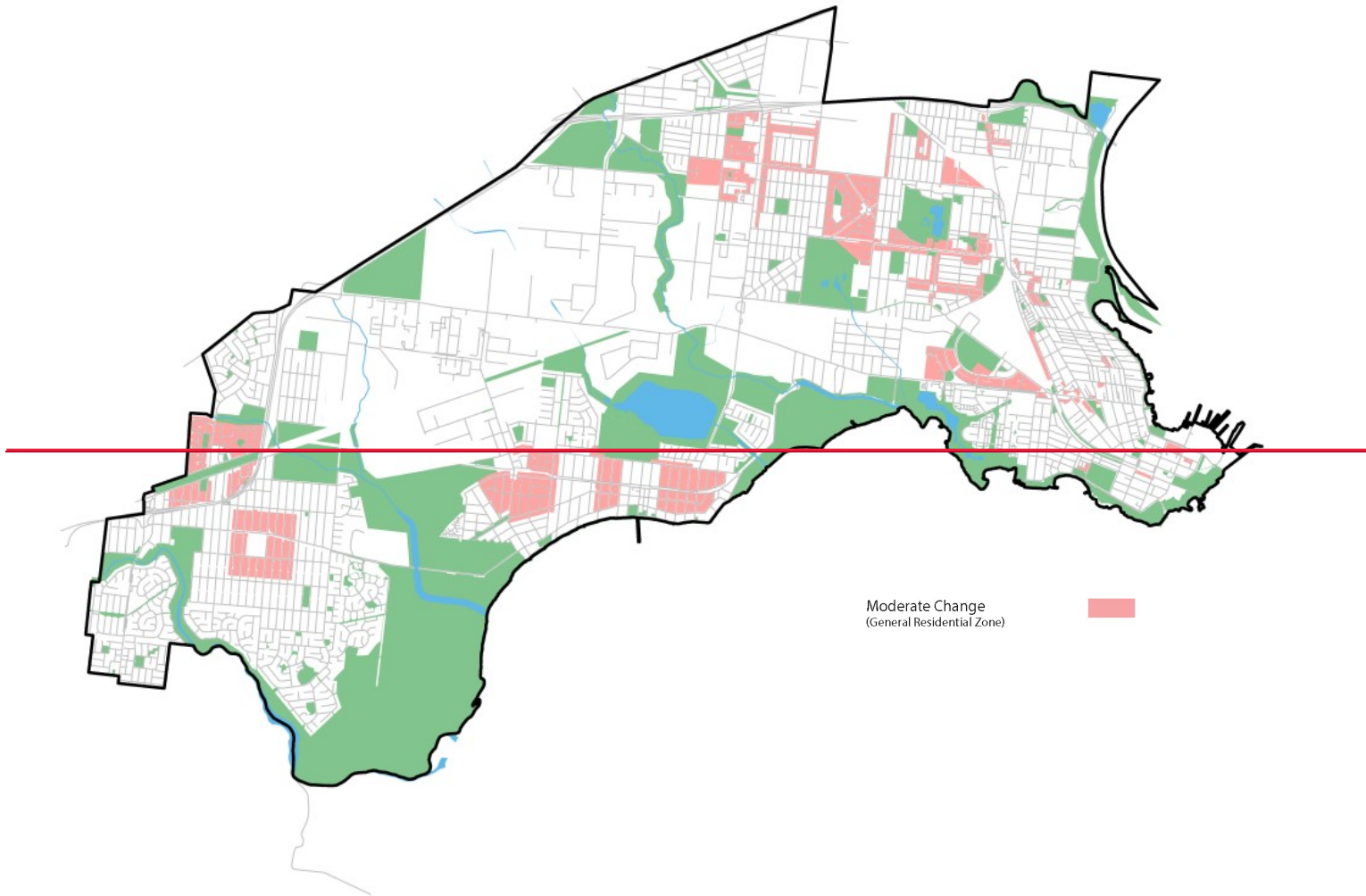


Figure 29: Proposed Moderate Change Areas



2.6 Substantial Change Areas

Substantial Change Areas are recommended for areas where future housing growth and increased densities would be encouraged, such as Strategic Redevelopment Areas and areas with access to a train station and activity centre.

How will the Substantial Change Area be applied?

The **Residential Growth Zone (RGZ)** will **mostly** be applied to the areas identified for substantial change.

What type of housing can be expected in the Substantial Change Area?

A mixture of townhouses and apartments with underground car parking are expected in this change area.

While there is a discretionary 13.5 metre (four storey) height limit, apartment developments can be higher than this and would need to be assessed on a site by site basis.

The areas recommended for substantial change are shown in Figure 30.



Table 12: Residential Growth Zone Requirements

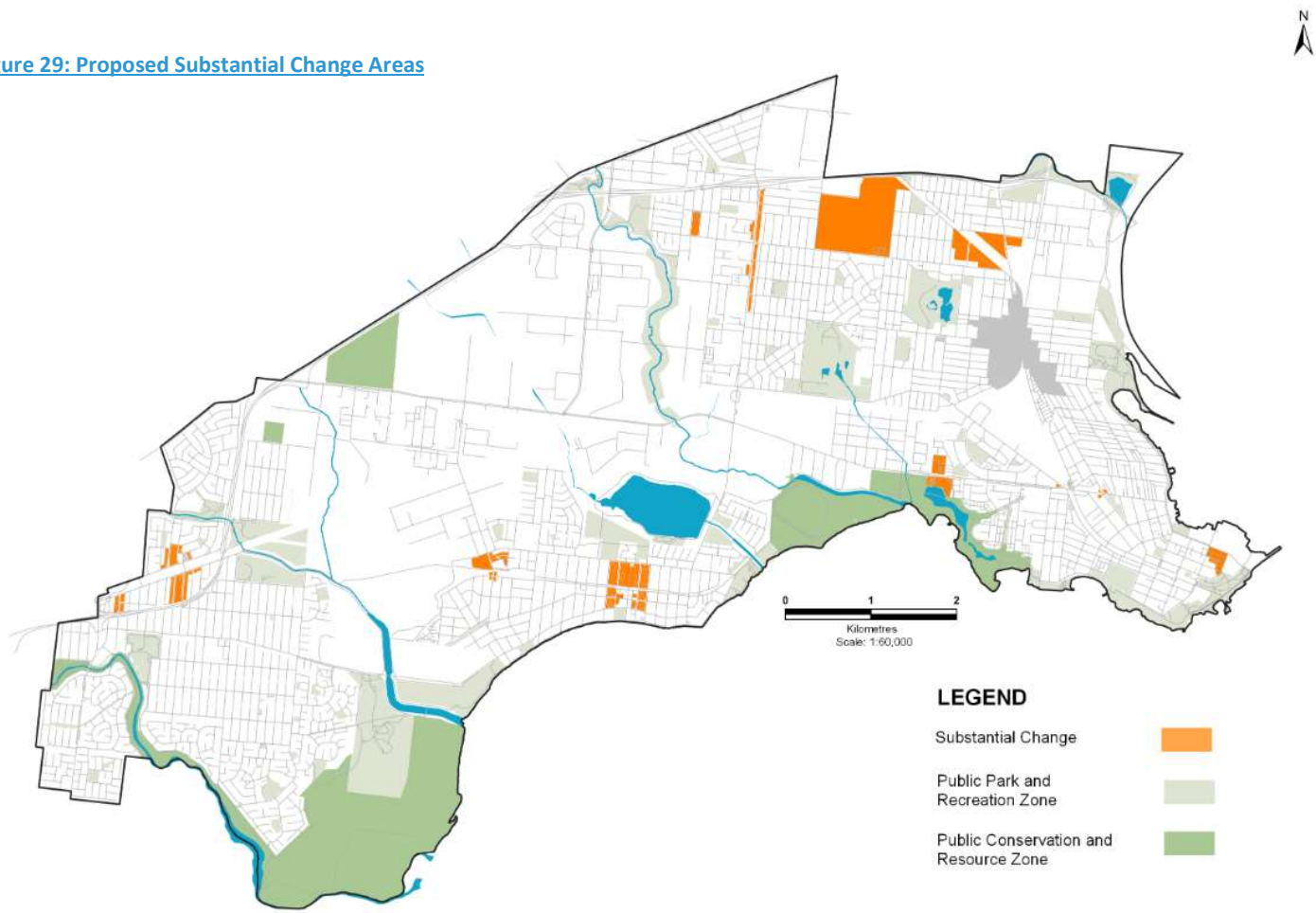
Requirements	Residential Growth Zone (RGZ)
Maximum building height/number of storeys	No. Discretionary 13.5 metres (four storeys).
Can these heights/number of storeys be varied in a schedule to the zone?	Yes. Councils can set a mandatory height limit that is at least 13.5 metres.
Is there a requirement for a minimum garden area?	No.

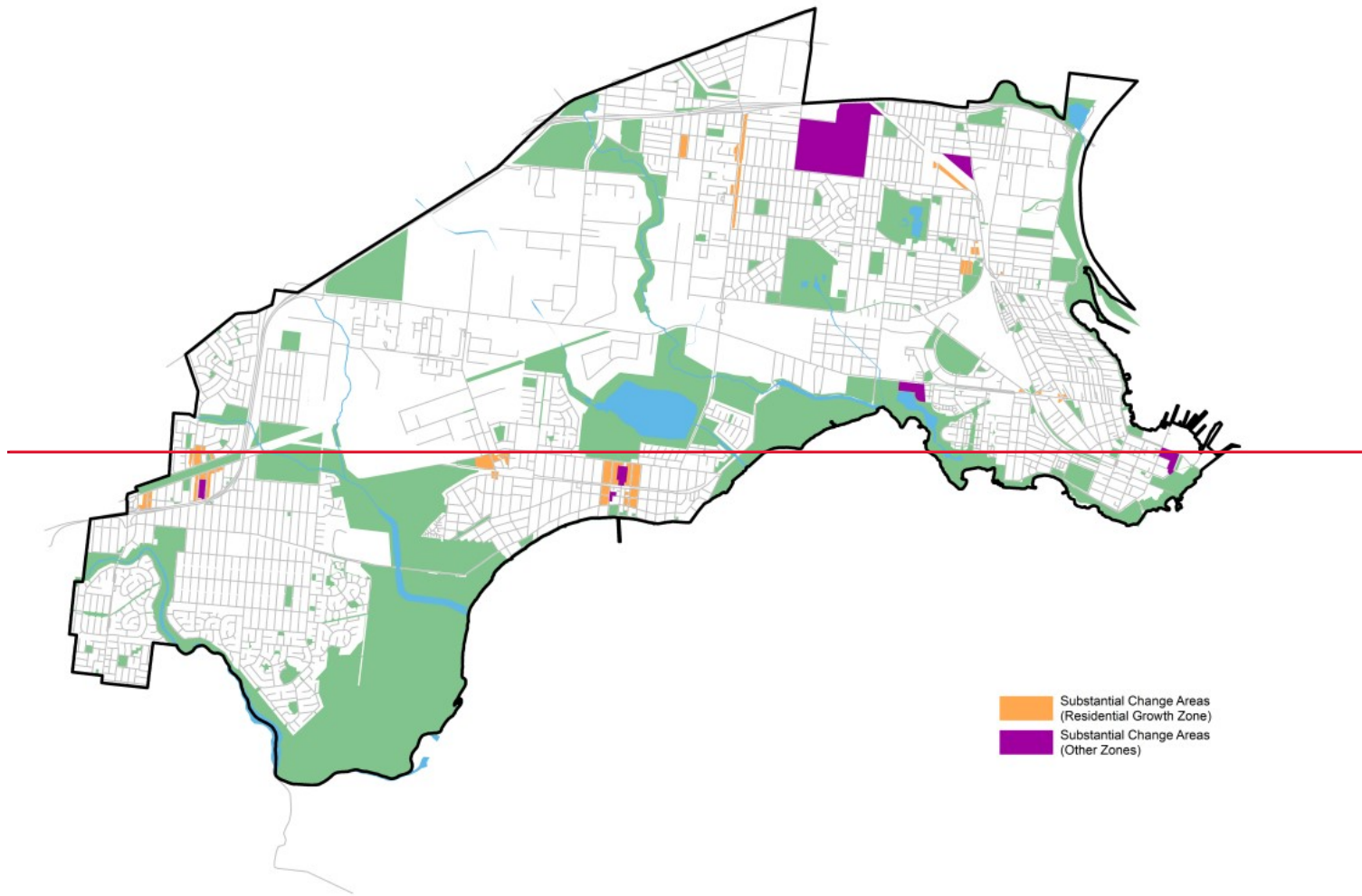
Other areas of substantial housing change

There are a number of large sites in Hobsons Bay that are, or are considered likely to be, accommodating housing growth and increased densities. These include:

- Strategic Redevelopment Area – expected to be rezoned from industry to a use which enables residential development (South Kingsville)
- Mixed Use Zones (Spotswood, Williamstown and Altona)
- Comprehensive Development Zone (Williamstown North, Altona North Strategic Site)
- Public Use Zones with proposed residential uses (Spotswood and Laverton)

Figure 29: Proposed Substantial Change Areas





- Substantial Change Areas (Residential Growth Zone)
- Substantial Change Areas (Other Zones)

Figure 30: Proposed Substantial Change Areas (Residential Growth Zone)

Table 13: Recommended Actions – Policy Two: Housing Location and Housing Type

POLICY TWO: HOUSING LOCATION AND HOUSING TYPE	
<p>OBJECTIVE: To direct housing growth to identified Strategic Redevelopment Areas and activity centre catchments supported by public transport and community services, and ensure a diverse range of houses at appropriate locations and densities are provided across the municipality, to meet the needs of current and future residents in Hobsons Bay throughout their life stages.</p>	<p>OVERVIEW: Residential infill development in Hobsons Bay has been predominantly occurring outside of activity centre catchments. This trend does not support urban consolidation policies and there is a need to direct housing growth to better locations. There is also a lack of housing diversity across a number of suburbs which limits housing choice for residents, particularly for residents that wish to age in place in the community.</p>
Recommended Actions:	
2.1 & 2.2: Preferred locations for future housing and type of housing change	
<ul style="list-style-type: none"> ▪ update the Hobsons Bay Planning Scheme to include the key strategies and objectives regarding housing location, density and diversity ▪ implement the Housing Framework Plan into the Hobsons Bay Planning Scheme to apply the New Residential Zones and to guide and manage housing change across the municipality through a planning scheme amendment ▪ request Strategic Redevelopment Areas/strategic redevelopment sites provide a diversity of housing types, sizes (mix of bedrooms) and tenure in line with demand ▪ finalise the Structure Plans for the Newport and Spotswood Activity Centres and undertake Structure Plans/Urban Design Frameworks in accordance with the Activity Centre Strategy (2019), to inform the location of appropriate housing change in these centres ▪ investigate opportunities to advocate to the State government regarding enabling councils to specify the mix of housing including the number of bedrooms in an area, to ensure that new housing is meeting demand 	

POLICY THREE: HOUSING AFFORDABILITY AND AFFORDABLE HOUSING



POLICY THREE: HOUSING AFFORDABILITY AND AFFORDABLE HOUSING

Housing affordability is a key determinant in the role and function of housing in the community. Housing affordability not only impacts on households but also has major implications on the wider economy and social cohesion within communities.

POLICY AREAS:

- 3.1 Housing affordability
- 3.2 Affordable housing
- 3.3 Homelessness
- 3.4 Empty homes

Hobsons Bay, like many areas around Melbourne, has experienced an increase in housing prices and rents in recent years. The decline in housing affordability has placed increased pressure on the need for more affordable housing and affordable living.

Hobsons Bay is reasonably desirable given its proximity to the CBD, access to freeways, open space and the coast. Hobsons Bay has been a relatively affordable location for housing although this has changed over the years, particularly with the gentrification of the eastern and central parts of the municipality. Household incomes have struggled to keep up with this increase in market house prices and private rentals, thus decreasing housing affordability in Hobsons Bay.

While the rising cost of houses has shown signs of abating in the broader metropolitan Melbourne market, house prices are not affected equally across the metropolitan area. With the forecasted increase in population over the next 20 years it remains important to be attentive to levels of housing stress and

increasing demand for affordable housing, which may be influenced by other economic factors such as low wage growth and tighter lending conditions.

KEY CHALLENGES:

- declining housing affordability for purchasing and renting
- the cost of living is increasing which impacts on housing stress
- increasing the supply of affordable housing in the absence of mandatory requirements in State policy
- reducing the levels of homelessness through increasing the supply of affordable housing
- reducing the number of long-term empty homes



POLICY THREE: HOUSING AFFORDABILITY AND AFFORDABLE HOUSING

To improve housing affordability in Hobsons Bay and increase the supply of affordable housing in the municipality.

Many residents in the municipality are experiencing issues with housing affordability and potential opportunities and actions are required to help improve housing affordability and to match housing to residents' needs.

Difference between housing affordability and affordable housing

Housing affordability refers to the relationship between expenditure on housing (prices, mortgage payments or rents) and household incomes, whereas affordable housing refers to housing which is affordable to particular income groups (e.g. low and moderate incomes). Hobsons Bay Affordable Housing definitions are explained in Figure 31.

3.1 Housing affordability

Housing affordability is important as it impacts on households, the economy (national, regional and local), social equity and social cohesion within communities.

The key housing affordability issues in Hobsons Bay include⁹:

- residents/households in housing stress and declining rental affordability
- residents/households that are vulnerable in the housing market
- economic implications and impacts on key workers
- rates of homelessness and issues with rooming houses
- high proportion of empty homes in the municipality

Residents in housing stress

Around **9.4 per cent** (3,221) of households in Hobsons Bay were experiencing housing stress (in 2016), with more than 23.9 per cent of renting households in housing stress and 8.4 per cent in mortgage stress¹⁰.

Mortgage stress

- mortgage stress in Hobsons Bay was most common amongst couples with children and single parent households

- the highest level was in Altona North and Brooklyn, where around 17 per cent of households with a mortgage were in stress (these areas had high proportions of low income households)

Rental stress

- rental stress in Hobsons Bay was most common amongst lone person and single parent households
- the lone person households in rental stress were mostly those aged over 45 years – this is of some concern as the effects of rental stress will be harder felt if these households age and move onto the aged pension
- the highest level was in Laverton where around 28 per cent of rental households were in stress – while Laverton is often seen to be the most affordable suburb in the municipality, it attracts a high proportion of low income households

Housing affordability affects everybody who needs to rent or purchase a home but there are groups/household types more impacted by affordability than others.

The Background Report identified the vulnerable groups/households that are considered more 'at risk' to housing affordability in Hobsons Bay, including:

- low income households
- people with a disability
- older people (aged 60 years and above who do not fully own their own home)
- single parent families (particularly women escaping Family Violence)

⁹ As identified in the Housing Strategy Background Report (Volume One), Section 7.4.6.

¹⁰ This reflects ABS 2016 Census data, noting the Housing Strategy Background Report (Volume One) was completed in 2016, using 2011 data

Generally, high rent and high mortgage households are located in the eastern part of Hobsons Bay. Most of the dwellings which are affordable are confined to the western suburbs of Altona Meadows and Laverton.

A key issue in Hobsons Bay is the decline in rental affordability. There are around 2,309 low income households in the rental stress (2016), paying near median rents who will be struggling to afford to stay in Hobsons Bay. A significant component of low income renters were single parent families¹¹.

Affordable living

There is a link between housing affordability and affordable living. Households experiencing housing stress usually need to make compromises on areas of expenditure in order to meet housing costs. Severe housing stress leads to a constant juggle of household expenditure in order to meet mortgage/rent payments. Failure to make these housing payments can lead to homelessness.

If the cost of living is reduced so that a household has less expenditure on transport and utility costs such as gas and electricity, then this can assist with the capacity to meet housing costs .

The broader planning and built form considerations that have a role in affordable living include:

- reducing the cost of living by increasing housing supply near services, jobs and public transport¹²
- improving the environmental performance of buildings through incorporating ESD into new homes

¹¹ This reflects ABS 2016 Census data, noting the Housing Strategy Background Report (Volume One) was completed in 2016, using 2011 data

¹² Direction 5.1, Plan Melbourne (2017).

Economic implications

Housing affordability also impacts on the local economy, particularly on employment. If employees are unable to afford to live close to work then there are a number of impacts including:

- local industries facing additional costs and impacts on competitiveness (e.g. job retention, recruitment costs, etc.)
- workers facing additional costs in the form of transport or housing, resulting in a fall of disposable income
- workers may change their place of work to be closer to home, further reducing the labour force pool available

Hobsons Bay plays an important regional role, providing a range of job opportunities for the wider western subregion. This issue is most pressing for Hobsons Bay strategic industries which are expected to drive employment growth, these include:

- transport, postal and warehousing
- construction
- health care and assistance
- manufacturing

The ability to attract skills and labour in these industries will be a key requirement for the Hobsons Bay economy. Housing affordability is one consideration to attract and retain skills.

In 2016 29.6 per cent of Hobsons Bay City’s workforce were local residents. This means **70.4 per cent of the Hobson’s Bay workforce live outside of Hobsons Bay.**

In terms of the strategic industries, Health Care and Social Assistance and Safety has a relatively high share of workers who live in Hobsons Bay. This highlights the preference of workers to live locally, meaning that they will be more impacted by changes to house prices and rents in Hobsons Bay.

Transport, Postal and Warehousing however has a very low self-sufficiency (the proportion of workers who live and work in the municipality) meaning that the Transport sector in Hobsons Bay relies on labour from other areas of Melbourne.

Key workers

Another key consideration in regards to the local workforce and housing is the impact on key workers. Key workers can be defined as employees providing an essential service (e.g. teachers, police, nurses). As key workers find themselves unable to buy housing, further demand is placed on providing private rental and this demand translates to higher rents.

Opportunities to address housing affordability

At the State level, there is assistance for first home buyers to enter the property market with the First Home Owners Grant¹³.

At the local government level, there is little opportunity to directly influence private market housing (private purchases and rentals). The opportunities that have been identified in this strategy are outlined in Table 14.

Table 14: Opportunities to address housing affordability for market (private) housing

Opportunity	Description
Increase housing diversity (housing types) across the municipality	Increasing housing diversity across the municipality in terms of housing types and the number of bedrooms is important as it encourages the supply of housing at different price points, this allows opportunities for first home buyers and low-middle income households to access private market housing.
Encourage infill development in well located areas	New housing which is well located to public transport facilities and existing services and community infrastructure promotes active transport and reduces the expenditure associated with owning a car.
Encourage environmentally sustainable design within new dwellings	Housing which incorporates environmentally sustainable design reduces household expenditure on utility bills, promoting affordable living.
Increasing the supply of houses through reducing the number of empty homes	Empty homes are a wasted resource and can negatively impact on housing affordability as they fuel an ‘under supply’ of housing. It is estimated that around nine per cent (3,417 homes) in Hobsons Bay are empty or underutilised. Whilst the Victorian Government recently introduced a Vacant Residential Land Tax, it is not known at this stage how effective this mechanism will be. There is an opportunity for Council to advocate to the Victorian Government for increased monitoring of the extent of empty homes and how it is being tackled.

Market Housing

¹³ In 2018 the FHOG was \$10,000 in metropolitan areas for homes valued up to \$750,000.

Advocate for mechanisms to reduce private market rents

The National Rental Affordability Scheme (NRAS) was a mechanism introduced by the Federal and State governments to address the shortage of affordable private rental housing to allow low and moderate income households to rent at a rate at least 20 per cent below the market value rent. The scheme played an important role in preventing homelessness by providing secure housing to many people at risk. The scheme was abolished in 2014. Council should advocate to the Federal government to reintroduce a similar tool to reduce market rents for those at risk to prevent homelessness and take the pressure off the demand for social housing.

Recommendation

It is recommended that Council implement the opportunities identified in Table 14 to assist housing affordability in Hobsons Bay.

3.2 Affordable housing

A definition of affordable housing was introduced into the *Planning and Environment Act 1987* on the 1 June 2018 as follows:

‘...affordable housing is housing, including social housing, that is appropriate for the housing needs of any of the following-

- (a) *very low* income households;
- (b) *low* income households;
- (c) *moderate* income households.’

The thresholds for the income ranges are specified by a Governor in Council Order.

There was previously no single definition of affordable housing prior to the introduction of the new definition into the Act. In the absence of an agreed definition, Hobsons Bay adopted its own in the Affordable Housing Policy Statement (2016), as provided in Figure 31. This policy statement calls for 10 per cent affordable housing within Strategic Redevelopment Sites and encourages affordable housing in activity centres and established suburbs.

Affordable housing consistent with this definition refers to both market (private) housing and non-market (social) housing. Council’s Affordable Housing Policy Statement is primarily concerned with increasing the provision of social (non-market) housing in the municipality given the limited legislation within Victoria to support market affordable housing.

Social housing in Hobsons Bay

There are around 1,250 social housing dwellings in Hobsons Bay with the highest proportions of households in social housing occurring in Williamstown , Altona North and Williamstown North. Social housing properties are dispersed across the rest of the suburbs.

In 2011, 991 households in Hobsons Bay were living in social housing, accounting for around 2.9 per cent of total households, this is the same as the Greater Melbourne average. Victoria has a massive undersupply of affordable housing dwellings with over 30,000 of people on the housing waitlist.

Opportunities to increase affordable housing

There are no mandatory mechanisms within the planning framework in Victoria (pursuant to the *Planning and Environment Act 1987*) to directly increase the supply of affordable housing stock. There are a number of policies within the SPP that relate to the provision of affordable housing, namely in Clause 16 (Housing) and Clause 11 (Settlement).

Whilst these State policies set the intention for planning to address affordable housing, the Victorian Planning Provisions do not explicitly provide for the use of

specific planning mechanisms to protect existing supplies of affordable housing, or require contributions to or inclusion of affordable housing or social housing stock. Council has been successful in negotiating the provision of affordable housing in Strategic Redevelopment Areas, notably the Precinct 15, Altona North Strategic Site, Precinct 13 (former Hobsons Bay Caravan Park) and Precinct 16 (the former Caltex site).

There are however opportunities emerging for local government to explore to increase the provision of non-market housing (social housing). The new amendments to the Act to facilitate the provision of affordable housing as part of new development applications (based on voluntary agreements), have been introduced to formalise the voluntary agreement arrangements that a number of councils have been using (with varying success) to secure new affordable housing. Hobsons Bay has achieved this within a number of development sites across the municipality.

Council is a strong advocate of affordable housing and has been successful in securing a number of affordable housing outcomes within developments.

As per Council's Affordable Housing Policy Statement, Council is also investigating the development of an Affordable Housing Trust to further support the implementation and perpetuity of affordable housing within Hobsons Bay, as well as looking at innovating opportunities for increasing affordable housing on Council-owned land.

Recommendation

In the absence of Statewide Inclusionary Zoning to support the implementation of affordable housing, Council has adopted an updated Affordable Housing Policy Statement (2016) and is committed to its implementation. It is recommended that Council continue to review the opportunities available at the local level to increase the supply of social housing in the municipality and review the affordable housing policy statement as required.

It is recommended that Council continue to advocate to the Victorian government for Inclusionary Zoning to increase affordable housing supply rather than relying on voluntary agreements.

Figure 303031: Hobsons Bay Affordable Housing definition

Affordable housing definition (Hobsons Bay Affordable Housing Policy Statement):

Market and non-market affordable housing that is occupied by households in the lower 40 per cent of the income distribution scale including key workers.

Affordable market housing (private housing)

- Private home ownership where the purchasers mortgage costs do not exceed 30 per cent of the gross income of the occupant.
- Rental housing that is owned and managed by private individuals or corporations and where rent does not exceed 30 per cent of the gross income of the household.

Non-market housing (social housing)

- Rental housing that is owned and managed by the Director of Housing.
- Rental housing that is owned and managed by a not for profit housing organisation.

Affordable market and non-market housing provide

housing choices, which are of appropriate size, liveable, accessible and incorporating the principles of universal design, secure in tenure and located in good proximity to employment services and critical infrastructure such as transport

are

managed under tenant selection and rent setting policies that ensure occupants do not pay more than 30 per cent of their income on rent

and are

delivered and managed by not for profit organisations in a manner intended to implement the aims of Council's Municipal Public Health and Wellbeing Plan as amended from time to time.

¹⁴ Based on Plan Melbourne Metropolitan Melbourne regions

3.3 Homelessness

It is inherently difficult to accurately determine the number of people experiencing homelessness. The 2016 census identified an estimated total of **3,987 people experiencing homelessness in Melbourne's Wester Region¹⁴**. This constitutes 16 per cent of Victoria's homeless population. Around eight per cent of those experiencing homelessness in Melbourne's West were in Hobsons Bay (in 2016).

Homelessness is an issue which needs to be addressed at the broader level with proactive measures that prevent homelessness in the first place.

Recommendation

Council should address homelessness as part of the affordable housing agenda including exploring the actions and opportunities in the Affordable Housing Policy Statement to increase the supply of social housing.

Rooming Houses

Rooming houses are classed as a form of homelessness due to their insecure tenure¹⁵. Council has a regulatory role in the operation of rooming houses. It is a legal requirement (under the provision of the *Public Health and Wellbeing Act 2008*) that operators of rooming houses need to register the rooming house with the local council and they must meet various building regulations and health and safety regulations (such as overcrowding, cleanliness and hygiene).

There are 11 registered rooming houses within Hobsons Bay (2016).

Whilst rooming houses have traditionally accommodated disadvantaged and vulnerable people, there is evidence that this profile is changing with other sections of the community such as international and domestic students,

¹⁵ Based on ABS classifications of homelessness.

travellers, low-income earners and some type of key workers¹⁶, turning to rooming houses as a cheaper accommodation option as private rental costs rise.

Tenancy mix can be an issue in rooming houses as they house some of society's most excluded and vulnerable individuals, often on a legally insecure or 'non-tenured' basis. There is often a high turnover of tenants and some neighbourhood disturbance and complaints to local councils¹⁷. Councils have a responsibility to carry out inspections of any properties to make sure they are safe, properly registered and meeting the minimum standards¹⁸.

Whilst the current number of registered rooming houses in the municipality is relatively low in Hobsons Bay, there has been a rather high proportion of prosecutions which have been a burden to Council's resources. There has also been a number of unsuccessful prosecutions primarily due to the existing legal framework which makes it difficult to get powers of entry to the property to collect the necessary evidence.

Recommendation

It is recommended that the number of rooming houses in the municipality are monitored as well as any enforcement incidents. Council should explore the opportunities to advocate for changes to legislation on rooming houses which could alleviate some of the identified issues.

¹⁶ AHURI, Victoria Discussion Paper *Rooming house futures: governing for growth, transparency and fairness* (Feb 2015).

¹⁷ *ibid*

3.4 Empty Homes

Empty homes is an issue which can impact on affordable housing. Hobsons Bay has **around 1,000 homes (almost three per cent) that are empty** and a further 2,390 homes that were underutilised in 2013¹⁹.

There are many disadvantages to empty homes, not only do they create more housing demand, fuel the 'under supply' of housing and impact on affordability but they also impact on an area. Homes left vacant for a long period of time can become unsightly if not maintained and attract crime/vandalism which impacts on the neighbourhood.

The Victorian Government introduced a Vacant Residential Land Tax²⁰ which came into effect on 1 January 2018. The Vacant Residential Land Tax is a tax on residential properties in Melbourne's inner and middle suburbs (including Hobsons Bay) which are unoccupied for more than six months a year.

Whilst the introduction of the tax marks a step in the right direction to help alleviate the issue of empty homes, it is unknown how effective the tax will be as there are a number of exemptions and employs a self-reporting model (so owners of vacant residential property will be required to notify the State Revenue Office of any vacant properties that they own).

¹⁸ The Minimum Standards were introduced under the *Residential Tenancies Act 1997*.

¹⁹ As identified in Background Report (Volume One).

²⁰ Also referred to as the Vacant Residential Land Tax.

Recommendation

There is an opportunity to address the empty homes issue as part of the housing affordability agenda, in particular to monitor the rates of empty homes in Hobsons Bay and the effectiveness of the new Vacant Residential Land Tax.

Table 15: Recommended Actions – Policy Three: Housing affordability & affordable housing

POLICY THREE: HOUSING AFFORDABILITY & AFFORDABLE HOUSING	
<p>OBJECTIVE: To improve housing affordability in Hobsons Bay and increase the supply of affordable housing in the municipality.</p>	<p>OVERVIEW: Housing affordability has been declining in Hobsons Bay and over nine per cent of households are in housing stress, particularly for households in the private rental market. Despite the recent slowing of the broader housing market in metropolitan Melbourne, it remains important to be attentive to levels of housing stress and increasing demand for affordable housing, including social housing.</p>
<p>Recommended Actions:</p>	
<p>3.1: Housing affordability - Market (private) housing</p>	
<ul style="list-style-type: none"> ▪ update the Hobsons Bay Planning Scheme to include the key strategies and objectives regarding housing affordability (where appropriate) ▪ support the increase in housing diversity (housing types) across the municipality to encourage the supply of housing at different price points ▪ monitor housing affordability to understand the levels of housing stress (for both renters and purchasers) in the municipality ▪ assist in reducing the levels of housing stress through reducing the cost of living for households by directing housing growth to areas with access to good public transport and community facilities in order to reduce car dependency ▪ assist in reducing the levels of housing stress through reducing the cost of living for households through incorporating ESD measures into new dwellings to reduce ongoing utility costs ▪ advocate to the Federal and Victorian government for the introduction of schemes and/or taxation tools to reduce market rents for households at the risk of homelessness and take the pressure off the demand for social housing 	
<p><i>Rooming Houses</i></p>	

- monitor the number of rooming houses and any enforcement incidents in the municipality and explore opportunities to advocate for changes to legislation which could alleviate some of the identified issues

3.2: Affordable housing – Non market (social) housing

- update the Hobsons Bay Planning Scheme to include the key strategies and objectives regarding affordable housing (where appropriate)
- review the Hobsons Bay Affordable Housing Policy Statement (2016) when required to adapt to best practice and legislative changes
- include the Hobsons Bay Affordable Housing Policy Statement as a Background Document in the Hobsons Bay Planning Scheme
- support the implementation of affordable housing in the municipality through exploring the actions as recommended in the Affordable Housing Policy Statement (2016) including actions relating to: land use planning, service provision, establishing a Housing Trust, advocacy and leadership and partnering to maintain existing public housing stock

3.3: Homelessness

- reduce levels of homelessness through implementation of the Hobsons Bay Affordable Housing Policy Statement to increase the supply of affordable housing

3.4: Empty Homes

- monitor the rates of empty homes to gauge the effectiveness of the new Vacant Residential Land Tax and advocate to the Victorian government for further mechanisms to tackle this issue if required

POLICY FOUR: HOUSING DESIGN, FUNCTIONALITY AND SUSTAINABILITY



POLICY FOUR: HOUSING DESIGN, FUNCTIONALITY AND SUSTAINABILITY

Housing design, functionality and sustainability considers the built form aspects of housing. Built form considerations are an important part of the Housing Strategy as they impact on neighbourhood character, residential amenity, functionality, liveability and environmental sustainability associated with residential land uses.

POLICY AREAS:

- 4.1 Housing design, heritage and neighbourhood character
- 4.2 Housing design and functionality
- 4.3 Housing and sustainability

Consideration of both the external and internal areas of housing design is important. Three key areas of housing design have been identified in the Housing Strategy which new housing should consider, these include:

- 1) Housing design, heritage and neighbourhood character
- 2) Housing design and functionality
- 3) Housing and sustainability



POLICY FOUR: HOUSING DESIGN, FUNCTIONALITY AND SUSTAINABILITY

To encourage housing that fits in with the preferred neighbourhood character, is designed to meet the needs of residents throughout all stages of life and to increase the energy efficiency of homes to reduce greenhouse gas emissions and promote sustainable living.

KEY CHALLENGES:

- respecting existing heritage areas and preserving neighbourhood character whilst also planning for increased housing growth
- having clear planning controls that shape and protect neighbourhood character
- achieving good design outcomes for high density residential development
- managing internal amenity in residential development, particularly for medium and high density housing
- managing amenity issues associated with non-residential uses in residential areas
- designing homes which can meet the changing needs of occupants over their lifetimes
- reducing the environmental impacts associated with residential development and uses including reducing greenhouse gas emissions and enhancing community resilience
- promoting more sustainable living and affordable living through reducing household utility costs and car ownership

4.1 Housing design, heritage and neighbourhood character

Hobsons Bay is a diverse municipality with housing stock representing all eras. The eastern side of the municipality has older housing stock than the western side.

The community values the character of their neighbourhoods and there is some concern regarding inappropriate development impacting on existing character, particularly in the eastern parts of the municipality where there are higher development pressures and significant heritage areas.

One of the key challenges of the Housing Strategy is to respect existing heritage areas and preserve neighbourhood character whilst also planning for housing to accommodate an increasing population.

What is neighbourhood character?

Neighbourhood character is about the look and feel of the streets in a neighbourhood. Many features contribute to neighbourhood character including building height and form, vegetation and materials.

With the expectation for established neighbourhoods to accommodate more medium and higher density infill development, it is imperative that new housing is designed to a high quality and appropriately responds to neighbourhood character.

The key housing design elements in relation to the external built form include building setbacks, building height, front fence height and private open space.

Neighbourhood character and amenity are often the major factors in determining whether a permit should be granted, and they are often the main points of contention in the community.

Key design issues

The Background Report identified the following key design issues for new housing in Hobsons Bay²¹:

- domination of frontages by garages, hard surfaces and driveways
- intrusions into the 'backyard zone'
- inadequate space for canopy trees and unsympathetic landscaping
- unenforceable provisions on side setbacks

Other design issues adversely impacting on neighbourhood character in Hobsons Bay include:

- use of colour and materials
- the way pitched roofs and semi-basement car parking are accommodated
- interfaces with parks and laneways

This strategy considers the outcomes of the revised Neighbourhood Character Study (2019) which identifies 28 precincts and six neighbourhood character types.

New residential development must meet the Neighbourhood Character Precinct Guidelines and the proposed schedules to the New Residential Zones.

The Neighbourhood Character Precinct Guidelines and proposed schedules play an important role in shaping the residential built form and give better guidance

²¹ From Neighbourhood Character Community Consultation on the Issues and Opportunities Report (August 2014).

to the community and developers as to the expected design response of new housing in an area.

It is anticipated that Hobsons Bay will experience the addition of more high density development (i.e. three or more storey apartments) over the next 20 years. Achieving quality design outcomes for these development types is highly important due to the visual prominence on existing streetscapes.

Recommendation

To address housing design and character issues through the use of the New Residential Zone schedules and Neighbourhood Character Precinct Guidelines (as recommended by the Neighbourhood Character Study 2019) and the Better Apartment Design Standards (for higher density dwellings).

The preparation of future structure plans and urban design frameworks should also provide further guidance for high density built form.

4.2 Housing design and functionality

Housing design and functionality is an important aspect of housing. Homes should not be built as a short term provision but with consideration of occupants needs within the community.

Homes that are well-designed provide good internal and external amenity and are versatile to meet the changing needs of occupants over their lifetimes ('lifetime homes') and contribute to health and wellbeing.

Another key area of housing design which needs to be considered based on the fact that Hobsons Bay has an ageing population, is older persons housing (e.g. aged care facilities).

The key issues regarding housing design and functionality in Hobsons Bay include:

- residential amenity
- waste management and resource recovery
- lifetime homes (accessible for all, adaptable and universal design)
- older persons housing

Residential amenity

There is no formal definition of 'residential amenity' but in basic terms, it is about the pleasantness of a place or area.

The current planning controls in place to manage amenity impacts are contained in Clause 54.04 (one dwelling), Clause 55.04 (two or more dwellings) and Clause 58.04 (apartment developments) are primarily concerned with addressing access to daylight, restricting overshadowing and protecting overlooking/privacy to the private open space areas and habitable room windows.

Residential amenity however also includes other factors such as the internal layout of a dwelling and the size of the rooms, as well as environmental conditions such as noise and odour/air quality. These matters go beyond the remit of ResCode.

The increase in medium and high density infill development is impacting on residential amenity as some developments are pushing the boundary to accommodate the maximum number of dwellings on a lot.

The internal amenity of a residential dwelling is often compromised when lot yield, size or site constraints apply, impacting on outlook, access to daylight, privacy, noise and room sizes. This is an issue with apartments (particularly high rise) leading to the development of apartments which provide poor residential amenity for the occupants.

This issue has been acknowledged by the Victorian Government with the release of the Better Apartments Design Standards²² with new guidelines around internal design, amenity and functionality to address these issues.

Internal amenity issues however are not just related to apartment developments, other housing types can also be subject to poor internal amenity and there is currently no planning controls to guide this.

Reverse living

Within Hobsons Bay, there has been an increase in the number of applications for new housing with 'reverse living' arrangements (where the kitchen and living areas are located on the upper floor(s) and the bedrooms are on the ground floor).

These types of developments are adopting 'balcony open space' which under the planning scheme is a lower area requirement and generally an indication that the developer is pushing the limit resulting in an overdevelopment of the site. The introduction of the minimum Garden Area requirements in the Neighbourhood and General Residential Zones should help alleviate this issue.

Whilst reverse living arrangements can be acceptable in some instances for example where there is a view, or an opportunity for greater surveillance adjacent to open space and parkland, these types of dwellings do not support accessible homes/universal design requirements or allow ageing place and should be discouraged.

Internal layout

The internal layout and size of rooms should provide sufficient space, storage and amenity for the housing type and size and for the intended occupant. For example, a new house which is proposed to have three bedrooms and be targeted towards families should have appropriately sized living areas and

private open space and storage areas to provide amenity and functionality for the reasonable requirements of a family.

In some instances, households which lack appropriate storage space (either in the home or through a garden shed) use the garage space for storage, forfeiting a place to park the car. The result of this is that more cars end up parked on the street which were not originally accounted for when the dwelling was planned and constructed.

Minimum internal room dimensions for bedrooms and living areas in apartments have been introduced through the Better Apartment Guidelines Design Standards, but there are no equivalent standards or guidelines for other dwelling types. The *Building Regulations 2018* (which adopts the National Construction Code) contains minimum standards for the design and construction of buildings including requirements for ceiling heights for habitable and non-habitable rooms, natural light, ventilation and some sound insulation but not for room sizes.

As demand for housing continues to increase within established suburbs like Hobsons Bay and land values increase, there is likely to be more applications for dwellings with reduced internal spaces. This could compromise the amenity and functionality of dwellings.

Recommendation

It is recommended that council explore opportunities (which may include an advocacy role to the Victorian Government) to introduce guidelines/internal space standards into the planning system to better manage internal amenity for key parts of new homes (excluding apartments), notably bedrooms, storage and floor to ceiling heights²³.

Non-residential uses in residential areas

²² Better Apartments Design Standards (December 2016).

²³ Similar to the Space Standards used in the UK planning system.

Within residential areas, there are a range of non-residential uses that do not require a planning permit that can be accommodated, which provide services to the local community (e.g. medical facilities, place of worship).

In some areas of the municipality, the encroachment of non-residential uses in residential areas has raised some amenity issues, for example, traffic and parking issues and noise on neighbouring properties. In addition, the issues can also impact on neighbourhood character.

There are opportunities to address potential adverse amenity impacts (for example, through the preparation of a local planning policy), however this would only be useful where a permit is triggered for the use.

Recommendation

It is recommended that Council continue to monitor the impacts of the encroachment of non-residential uses in residential areas and investigate options to manage such impacts if required.

Waste management and resource recovery

An important area of housing design and residential amenity which is often given little consideration is how waste management and recycling services (resource recovery) are incorporated into new housing design and development, particularly for apartments and mixed use developments.

The issues with the provision of waste management and resource recovery services in higher density developments include the appropriate number of bins and collections, on-site bin storage space, kerbside bin presentation space and access to roads and buildings by collectors. Access to and knowledge of the waste systems by occupants is also a significant issue.

The location of street furniture and trees, on street parking, power and light poles and overhead wires may also affect waste and resource recovery collections.

Assessments of waste and resource recovery provisions in a development are most often provided prior to a planning permit being issued. This includes an assessment of a Waste Management Plan for the development proposal.

In Hobsons Bay, there has been an increase in the number of planning applications requiring a review of waste and resource recovery provisions for proposed residential developments, particularly for higher density housing.

Along with the increasing growth in the number of planning applications, there is an increasing number of developments that Council is unable to service because access arrangements, bin sizes and collection frequencies that are suitable for higher density development are often not compatible with Council collection services.. In these instances private waste and resource recovery operators are required to service the developments.

There is potential that the increasing number of high density developments and the number of private waste and resource recovery operators may have a detrimental effect on particular neighbourhoods due to an increase in truck movements, noise from the use and collection of bins, and bins in public thoroughfares and streets. The extent of this impact is unknown and currently being managed through reviews of Waste Management Plans for proposed developments.

Existing policy and guidance

The following provides an overview of state planning policy and guidance material and local planning processes that address waste management in housing:

- the Victorian Governments' **Better Apartments Design Standards**²⁴ require councils to consider Waste Management Plans when assessing

²⁴ Better Apartments Design Standards (December 2016) was implemented in April 2017.

planning approvals for higher density developments of four storeys and above (Clause 55.07-11 and Clause 58.06-3). There are no formal requirements for developers to prepare a Waste Management Plan for higher density developments below four storeys (unless there is an application requirement in local policy)

- the **Apartment Design Guidelines for Victoria** (Design Guidelines)²⁵ support the Better Apartments Design Standards. In addition, Clauses 11.03-2 (Activity Centre Planning) and 15.01-2 (Urban Design Principles) of the State Planning Policy Framework (SPPF) require planning to consider the Apartment Design Guidelines for Victoria
- the **Metropolitan Waste and Resource Recovery Group (MWRRG)** established a toolkit²⁶ to assist councils to adopt and implement waste management planning considerations for residential developments that are three storeys and below, into their planning approvals process
- **Sustainability Victoria's Better Practice Guide for Waste Management and Recycling in Multi-unit Developments** (Better Practice Guide)²⁷ assists those involved in designing, planning, developing, building and managing all types of developments to incorporate better practice waste management and recycling into all stages of a development's life. It also includes design options for residential developments that are up to four storey
 - the Better Apartments Design Standards requires waste and recycling management facilities to be designed to be consistent with Sustainability Victoria's Better Practice Guide. The MWRRG toolkit and Better Practice Guide are very similar in

²⁵ Better Apartments Design Guidelines (August 2017). Section 2 (Building and Performance) provides guidance on waste and recycling.

²⁶ Improving resource recovery in multiunit developments toolkit (September 2017).

terms of the guidance material, checklists and Waste Management Plan templates.

Internal review processes

- Council reviews waste management proposals for developments, particularly for higher density housing and mixed use developments. Currently developers are required to provide a Waste Management Plan for developments of 10 dwellings and above. This trigger aims to address servicing issues associated with a large number of bins placed out on a kerb at any one time and that there are appropriate internal storage facilities for these number of bins. Standard conditions of permit provide guidance on elements of a Waste Management Plan that an applicant must consider
- Clause 22.13 of the Hobsons Bay Planning Scheme - Environmentally Sustainable Development, sets out a number of policy objectives under key sustainability categories, including waste management. This local policy applies to new residential or mixed use development with two or more dwellings and requires a Sustainable Design Assessment (SDA) or Sustainability Management Plan (SMP) and that the policy objectives should be met. . Applicants can use the Built Environment Sustainability Scorecard (BESS) tool to assess development applications at the planning permit stage. Waste is identified as one of the nine environmental categories BESS assesses and provides actions regarding building re-use, food and garden waste and convenience of recycling. Generally an SDA/SMP will refer to basic waste and recycling provisions of the building and its operations with less detail than a Waste Management Plan will provide. A SDA/SMP will often refer to further details provided in a Waste Management Plan if one is required.

²⁷ <https://engage.vic.gov.au/better-practice-guide-waste-management-multi-unit-developments>

There is some existing state policy relevant to planning for waste and resource recovery in high density housing. However, a key issue is that there are a number of planning tools available to guide waste management in housing and potentially unclear local triggers and processes. This may cause confusion with applicants and Council's statutory planning team.

Therefore it is recommended that the Sustainability Victoria's Better Practice Guide and/or the MWRRG toolkit including guidelines and templates are integrated into Hobsons Bay's planning processes.

There is also an opportunity for Council to explore extending its waste and recycling collection services to cater for high density and mixed use developments with smaller trucks, onsite collections and varied bin sizes and collection frequencies. This would require further assessment and a business case for consideration by Council.

Recommendation

It is recommended that Sustainability Victoria's Better Practice Guide and/or the MWRRG toolkit including guidelines and templates are integrated into Hobsons Bay's planning processes.

Council should explore extending its waste and recycling collection services suitable to high density and mixed use developments.

Lifetime homes

Homes should be designed as a long term provision i.e. designed to meet the changing needs of occupants over their life stages ('lifetime homes').

There is a 60 per cent chance that a house will be occupied by a person with a disability at some point over its life²⁸. Longer life spans and higher proportions of older people in our community make it more likely that every home will be required to respond to the needs of a person with a physical limitation whether they are the primary resident or a visitor²⁹.

As the needs of individuals are specific to their personal circumstances there is no single solution to designing a home to meet changing needs, however several approaches exist³⁰:

- accessible homes
- adaptable homes
- universal homes

The terms accessible, adaptable and universal design are often used interchangeably but there are differences between the three meanings as outlined in Table 16.

²⁸ Livable Housing Design Guidelines, p.10 (2012).

²⁹ Housing of the future: The livable and adaptable house factsheet, Australian Government (www.yourhome.gov.au), p. 455.

³⁰ Housing of the future: The livable and adaptable house factsheet, Australian Government (www.yourhome.gov.au).

Table 16: Definitions of accessible, adaptable and universal design

Design	Definition
Accessible home	Designed to meet the needs of people requiring higher level of access from the outset, and usually designed and built with a specific person's needs in mind. An accessible house meets Australian Standard AS1428.1-2001 (Design for access and mobility) and is able to accommodate wheelchair users in all areas of the dwelling. The Standards only apply to public buildings and common areas and not private housing.
Adaptable homes	Designed to meet the changing needs of most home occupants throughout their lifetime but are not initially accessible however, can be easily adapted to become an accessible house if needed. For example, ensuring that there is the scope in a multi-level house to allow for the future installation of vertical lifts or staircase lift should they be required. Other modifications include for example, introducing grab rails in bathrooms and increasing lighting levels in response to vision impairment. An adaptable home meets Australian Standard AS4299-1995 (Adaptable housing).
Universal homes	Designed to meet the changing needs of most home occupants throughout their lifetime without the need for specialisation. This is based on principles not rules through technical standards. They are built to meet the changing needs of residents across their lifecycle and allows people to age in place.

The issue is that there are currently no planning controls requiring accessible, adaptable or universal design in single private dwellings (Class 1a buildings).

³¹ Disability, Access and Inclusion Strategy (2013-2017), p.12.

Hobsons Bay has an ageing population and around 18 per cent of the population has a disability, this creates a demand for housing which can cater for residents of all abilities.

The Hobsons Bay Disability, Access and Inclusion Strategy includes a key direction to improve access of housing beyond minimum accessibility compliance requirements³¹. Housing should therefore be encouraged to incorporate universal design principles.

Although there are several approaches to designing homes to meet residents' changing needs, the universal design approach is the one that benefits the majority of residents over their lifetime and can deliver 'lifetime homes'.

Universal homes

There is a misconception that universal housing is obtrusive and unattractive only benefitting a minority of the population and that it will increase costs and impact on affordability.

However, universal housing has many benefits. Homes which are designed with comfort, safety and ease of access as core design features benefit everyone, including people with disabilities, an ageing population, people with temporary injuries and families with young children. Universal housing also promotes social cohesion as it provides lifetime homes within communities.

There are also cost benefits – incorporating universal design features and fittings during construction reduces the need for later retrofitting. It is estimated that it is 22 times cheaper to incorporate liveable design principles into new housing than retrofitting later³².

There is currently no universal design regulation for private housing in Victoria. The lack of universal design requirements in the Victorian Building Codes means

³² Livable Housing Design Guidelines (2012), p. 10.

the majority of private residents are not 'liveable homes' and do not support ageing in place.

There are however 'Livable Housing Design Guidelines' prepared by Livable Housing Australia³³ in 2012, as a way to encourage developers to incorporate inexpensive universal design elements in to new homes in Australia. The guidelines provide technical advice and guidance on the key living features that make a home easier and safer to live in for all people of all ages and abilities³⁴.

Given that there is no requirement in the VPP for private housing to comply with universal design standards, local Councils can only encourage developments to include universal design³⁵.

There is an opportunity for Council to work with developers at the early stages of a development application to encourage universal design to be incorporated into new homes.

Council can play a greater role in educating and informing developers of the benefits of universal design within new private residential development based on the Livable Housing Design Guidelines.

There is also an opportunity to strengthen this requirement in the local planning scheme and require that a proportion of dwellings in a multi-unit development incorporate the guidelines into the design³⁶.

³³ Livable Housing Australia is a partnership between community and consumer groups, government and industry.

³⁴ The Guidelines should only be applied to the parts of the building classes not covered by Disability Standards and the Building Code of Australia (Volume 1 and 2).

Recommendation

It is recommended that Council prepare information and guidance material for applicants of residential developments to educate and encourage the benefits of incorporating universal design principles based on the 'Livable Housing Design Guidelines'.

The option to include a local policy in the Hobsons Bay Planning Scheme should also be investigated.

The Hobsons Bay SIA Applicant Guidelines (2011) should be updated to include reference to any guidance material/factsheets and any local policies in relation to universal design requirements.

Older Persons Housing

Hobsons Bay has an ageing population (like many other municipalities in Melbourne), it is estimated that the number of residents aged 55 years and over will be 44 per cent higher in 2036 compared to 2016.

Older persons housing has different needs to conventional housing (e.g. aged care facilities). There is concern that there is a mismatch (shortfall) in the type of homes suited to older persons (aged 55 years and over), as the majority of the existing housing stock would require significant modification and cost to be made accessible and useable to ageing residents.

³⁵ Council currently requests a Social Impact Assessment (SIA) for applications of 20 or more dwellings. However, the SIA guidelines (Preparing Social Impact Assessments Applicant Guidelines, 2011) are concerned with the accessibility of the proposed development i.e. for people with a disability, rather than the broader requirements of universal design for all occupants.

³⁶ Example: Clause 21.06 (Built Environment), Objective 4 – Housing Change of the Banyule Planning Scheme

Whilst the preference for many older residents is to age in place within their own home, this may not be an option for the older residents requiring some form of care or assistance. This can range from:

- minimal care/assistance with a high degree of independence of residents such as independent living units and retirement villages
- accommodation which offer some level of care/assistance such as serviced apartments, retirement villages and low care hostels
- accommodation providing maximum care/assistance to residents such as nursing homes

The location and design of older persons housing is particularly important.

New housing intended for older/ageing residents should be located in residential areas which are within reasonable walking distance to public transport, shops, community facilities and open space/recreational areas to encourage social cohesion within the community. The design of this housing type should be catered towards the needs of this demographic profile.

The Housing Strategy identifies three key components in terms of supporting an age friendly municipality, these include:

- 1) **Housing diversity** – ensuring there is a diversity of housing across Hobsons Bay to enable residents to downsize to a more suitable type of home within their community
- 2) **Housing location** – ensuring that housing is well located with access to community services and infrastructure including public transport
- 3) **Housing design** - encouraging housing that is accessibly and universally designed to accommodate residents as they age in place

There is currently no specific guidelines or standards in relation to the siting (location), internal layout and design of aged persons housing.

In response to the need to accommodate an ageing population, a number of Councils in Victoria have prepared individual local policies and guidelines to guide the provision of older persons housing, including objectives around preferred locations, amenity, design and car parking requirements for aged persons housing.

The purpose of the policy is to guide applicants at the earliest stage of the planning application process and to assist planners with assessing such applications.

Recommendation

Given that there still remains a lack of information/guidance available at the state level on the development of older persons housing and that Hobsons Bay has an ageing population, it is recommended that Council considers preparing an Older Persons Housing policy for inclusion in the local planning scheme.

4.3 Sustainable design and sustainable living

Residential buildings are a major contributor of greenhouse gas emissions. Greenhouse gases contribute to climate change – this change is evident in events such as incidents of extreme flooding, fire, heat and drought events and sea level rise. Typical sources of these greenhouse gas emissions include the generation of electricity and the use of fuel for private vehicles.

Hobsons Bay is a low lying coastal municipality and is vulnerable to climate change-induced sea level rise. There is a need to address potential mitigation measures, such as sustainable housing and promoting sustainable living, that reduce the likelihood of adverse climate change impacts.

The municipality is also experiencing an increase in infill development. This not only increases the demand for water supply but also increases the coverage of hard surfaces, reducing permeability and resulting in more stormwater run-off, and increasing the risk of flooding.

Responding to climate change can lead to reductions in the burden of ill-health, enhance community resilience, and improve air quality by reducing pollution.³⁷

In Hobsons Bay, it is estimated that around nine per cent of total greenhouse gas emissions are from residential buildings and a further 11 per cent from residential transport³⁸.

With around 20 per cent of total greenhouse gas emissions attributed to residential activity, there is a significant opportunity to reduce these harmful emissions from these uses through improving the energy efficiency of homes, and through reducing car dependency.

Sustainably designed homes improve the energy efficiency of buildings which not only assists in reducing greenhouse gas emissions but also helps reduce utility bills, promoting affordable living. The benefits of environmentally sustainably designed buildings are not just confined to the environment, but also have a wider range of health, social and economic benefits³⁹.

The location of housing can also influence sustainable outcomes, for example, locating housing near to a train station and other community services can reduce car dependency.

The Background Report (Volume One) identifies that opportunities to improve sustainable design and promote more sustainable living exist at three main levels in planning:

- 1) planning for land uses and settlement patterns which integrate with existing infrastructure and services to achieve sustainable outcomes
- 2) incorporating Environmental Sustainable Design (ESD) into residential buildings
- 3) promoting the inclusion of integrated water planning in new developments

³⁷ DELWP, Climate Change and Victoria.

³⁸ Data from Low Carbon West Strategy, Arup (2012).

³⁹ Advisory Committee and Panel Report, Environmentally Efficient Design Local Policies (April 2015), p. 18.

Housing location and sustainability

Locating housing and future population growth to areas with suitable access to existing public transport infrastructure and community services is a key policy basis for the Housing Strategy.

This opportunity aligns with Plan Melbourne (Direction 2.1) which reinforces sustainable outcomes through managing the supply of new housing in the right locations to create a sustainable city.

The Hobsons Bay Community Greenhouse Strategy (2013-30) identifies opportunities and actions to reduce greenhouse gas emissions arising from residential travel (primarily through the promotion of active transport, travel behaviour change programs and the development of an Integrated Transport Plan). There is scope for the Community Greenhouse Strategy to be reviewed to recognise the importance of locating new residential development in proximity to existing public transport infrastructure and services.

While directing future housing growth to areas with existing infrastructure and services is a key policy basis for the Housing Strategy, it is important that those infrastructure and services are maintained or upgraded to ensure capacity to serve a growing population.

There is scope to align broader sustainability planning in Hobsons Bay with planning the Housing Strategy. For example, constraint mapping from electricity providers may identify areas where the electrical grid is at capacity. There is an opportunity in these areas to promote solar panels/energy to reduce the peak load in summer and avoid black outs.

ESD and new housing

Environmentally Sustainable Design (ESD) in residential development is about reducing the environmental impacts associated with the construction and

operation of dwellings and holistically about minimising the environmental footprint.

The Background Report (Volume One) identified that Council has an opportunity to influence the design of new developments to be more sustainable in its role as a planning and building regulator. Up to 70 per cent of the energy efficiency of a building is determined by its design.

With the forecasted increase in the construction of new housing, the opportunity to incorporate ESD into residential buildings is significant.

As the VPP currently plays a limited role in achieving sustainable development for new housing, many councils have prepared a local ESD policy to effectively influence ESD in new housing. Council has followed suit by implementing an ESD policy at Clause 22.13 of the Hobsons Bay Planning Scheme, with the overarching objective that development should achieve best practice in environmentally sustainable development from the design stage through to construction and operation. The policy provides objectives and application requirements for specified types of development, including new residential or mixed use development with two or more dwellings, to demonstrate performance across areas of environmental sustainability.

Planning and building systems

There is some overlap between the role that planning and the building systems play in ESD. The building system plays a significant role in implementing sustainability through the building approval process to ensure that developments achieve a minimum energy rating. The building system role is particularly important as a building permit is required for all new dwellings where a planning permit is not always required.

The building regulations however do not cover the wider area of environmental sustainability (e.g. indoor environment quality). They only deal with the thermal energy rating of the building envelope.

The Building Code of Australia (BCA) contains energy efficiency provisions that are to be met in satisfying legislated energy ratings. This means that new homes must be built to a minimum six star energy rating. Single dwellings (Class 1) must also either have a rainwater tank connected to all sanitary flushing systems, or a solar water heater system installed.

However, the building regulatory system is generally not involved at the initial design stage of development where many of the key opportunities of incorporating ESD into buildings occur. This is why ESD policies through the planning system are important as they influence the design stage at the start of the process.

In addition to including an ESD policy in the local planning scheme, there is also an opportunity to advocate for a review of the Building Regulations to determine how they can achieve more in terms of sustainability⁴⁰.

Integrated water planning

The Background Report (Volume One) identified that Council also has a prominent role in promoting the inclusion of integrated water planning in new developments to help improve the management of water. Plan Melbourne includes a direction (Direction 6.3) to 'Integrate urban development and water cycle management to support a resilient and liveable city'.

New housing development should have consideration of best practice stormwater management in accordance with Council's Integrated Water

⁴⁰ In line with the findings from the Environmentally Efficient Design Local Policies Advisory Committee (p.74).

⁴¹ Integrated Water Management Plan, Hobsons Bay City Council (2014-19).

Management Plan⁴¹ including the use of rainwater tanks, stormwater harvesting systems or passive irrigation systems to reduce stormwater run-off and better manage water resources.

ESD in existing housing

The majority of homes in the municipality were constructed prior to any ESD or minimum energy rating requirements. With sustainable technologies becoming more accessible to households (e.g. solar panels), there are opportunities for existing homes to minimise greenhouse gas emissions and to minimise the environmental footprint

As part of Council's commitment to assist the community to reduce carbon emissions to zero by 2030, Hobsons Bay has participated in a number of initiatives and programs to assist households including the solar panel buy program and offering energy advice.

Council should continue to explore opportunities to assist existing households to maximise the energy efficiency and environmental sustainability of their homes and to reduce their energy bills and living costs.

Recommendation

There are significant opportunities in Hobsons Bay to reduce greenhouse gas emissions associated with residential buildings and residential transport to promote sustainable living. Given the wider environmental, economic and social benefits of incorporating ESD, it is a key policy area which Council should be strengthening and including within goals and objectives relating to sustainability.

In terms of achieving more sustainable outcomes through managing the locations of housing growth, it is recommended that the Housing Framework Plan be implemented to guide future housing densities and location.

Council should monitor the effectiveness of the ESD policy that has been introduced into the local planning scheme to influence ESD in new housing.

Table 17: Recommended Actions – Policy Four: Housing Design, Functionality and Sustainability

POLICY FOUR: HOUSING DESIGN, FUNCTIONALITY AND SUSTAINABILITY	
<p>OBJECTIVE: To encourage housing that fits in with preferred neighbourhood character, is designed to meet the needs of residents throughout all stages of life and to increase the energy efficiency of homes to reduce greenhouse gas emissions and promote sustainable living.</p>	<p>OVERVIEW: Housing design, functionality and sustainability considers the built form aspects of housing. Built form considerations are an important part of the Housing Strategy as they impact on neighbourhood character, residential amenity, functionality, liveability and environmental sustainability associated with residential land uses.</p>
Recommended Actions:	
4.1: Housing design, heritage and neighbourhood character	
<ul style="list-style-type: none"> ▪ update the Hobsons Bay Planning Scheme to include the key strategies and objectives regarding built form, heritage and neighbourhood character ▪ adopt the Neighbourhood Character Study as a Background Document in the Hobsons Bay Planning Scheme ▪ update local policies Clause 22.07, 22.08, 22.09 and 22.10 relating to neighbourhood character to align with the Neighbourhood Character Study (2019) ▪ ensure substantial heritage precincts and those areas recommended for the application of the NCO be included as <u>Limited-Minimal</u> Change Areas in the Housing Framework Plan ▪ apply the Neighbourhood Character Overlay (NCO) to the special character areas identified in the Neighbourhood Character Study (2019) ▪ apply schedules to the New Residential Zones which reflect neighbourhood character and development objectives in line with the design guidelines provided in the neighbourhood character precinct brochures ▪ ensure new housing is consistent with the recommendations of the Neighbourhood Character Study and the precinct brochures ▪ ensure new housing respects heritage precincts consistent with the Hobsons Bay Heritage Study and Heritage Overlays 	

4.2: Housing design and functionality

- update the Hobsons Bay Planning Scheme to include the key strategies and objectives regarding housing design and functionality

Residential amenity

- apply the schedules to the new residential zones which specify requirements to the built form
- explore opportunities (which may include an advocacy role to the Victorian Government) to introduce guidelines/internal space standards into the planning system to better manage internal amenity impacts for new houses
- continue to monitor the impacts of non-residential uses encroaching into residential areas and explore options to manage these impacts if required

Waste management and resource recovery

- continue reviewing development proposals and their Waste Management Plans particularly higher density housing and mixed use developments
- integrate into Hobsons Bay's planning processes Sustainability Victoria's Better Practice Guide and/or the Metropolitan Waste and Resource Recovery Group's (MWRRG) "improving resource recovery in multiunit developments" toolkit including guidelines and templates
- explore extending Council's waste and recycling collection services to high density and mixed use developments with smaller trucks, on-site collections and varied bin sizes and frequency of collections

Lifetime homes

- develop universal housing design guidelines based on the *Livable Housing Design Guidelines (2012)* and supporting factsheets, for use by the private sector and Council officers
- investigate the inclusion of a new policy in the Hobsons Bay Planning Scheme requesting a percentage of dwellings in a new developments (threshold to be determined) to be universally designed in accordance with the *Livable Housing Design Guidelines (2012)*
- establish internal referral processes and develop staff skills to assess residential applications which incorporate universal/accessible design elements
- advocate to the State Government to include more stringent accessibility and universal design requirements for private dwellings in the VPP

- revise and update the Hobsons Bay SIA Guidelines to align with universal/accessible homes objectives

Older persons housing

- consider preparing and implementing an Older Persons Housing local policy for inclusion in the Hobsons Bay Planning Scheme (for residents aged 55 years and over)

4.3: Environmentally Sustainable Design and Sustainable Living

- update the Hobsons Bay Planning Scheme to include the key strategies and objectives regarding environmentally sustainable design and integrated water management
- monitor the effectiveness of the ESD policy and explore opportunities to improve ESD outcomes as appropriate
- prepare educational material and factsheets to guide permit applicants on ESD requirements based on the Sustainable Design Assessment in the Planning Scheme Process (SDAPP) framework
- establish internal processes between town planning and sustainability departments to ensure that there is clarity regarding the roles and responsibilities when requesting and assessing Sustainable Design Assessments/Sustainability Management Plans
- provide training to Council officers responsible for dealing with/assessing SDA/SMP for applications
- request Best Practice ESD and integrated water management principles and technologies on large SRA sites with the aim of achieving a carbon and water sensitive development
- consider the review and update of the Community Greenhouse Strategy (2013-30) to include actions regarding improving the energy efficiency of new residential buildings and to support the recommendation of locating new medium/high residential development close to public transport and services, to support active transport and reduce motor vehicle dependency
- investigate programs and initiatives to retrofit existing older housing stock to improve environmental efficiency
- continue to advocate to State Government and the Australian Building Code Board to strengthen ESD policy in the Victorian Planning Provisions and the Building Regulations respectively

PART SEVEN: IMPLEMENTATION PLAN

PART SEVEN: IMPLEMENTATION PLAN

Implementation of the key policy directions of the Housing Strategy requires a number of actions. Actions for each of the four housing themes identified in this strategy are outlined in the Implementation Plan.

7.1 Implementation plan

The effectiveness of the Housing Strategy in achieving the objectives set out in the four policy areas is dependent upon the implementation of the actions and recommendations identified. Implementation of the Housing Strategy will require a strong and coordinated approach by Council and relevant Council departments.

Some of the actions identified may also require additional resources for effective implementation.

This section sets out the proposed implementation plan for the Hobsons Bay Housing Strategy and recommendations for future monitoring and review.

7.1.1 Statutory implementation

Council's Municipal Planning Statement and local policy will be reviewed to include the key issues and policy direction provided in the Housing Strategy and also in relation to Neighbourhood Character.

This will include a new Clause 21.08 (Housing) and Clause 22.07-10 (Neighbourhood Character). The Housing Strategy will be included as a Background Document in the Hobsons Bay Planning Scheme.

7.1.2 Recommended actions

The recommendations for the implementation of the Housing Strategy are provided under four key policy objectives. The timeframes for actions are allocated based on their assigned level of priority for completion: high, medium, low or ongoing (refer Table 18).

Table 18: Summary of recommended actions for implementation

HOUSING STRATEGY	HOUSING POLICY		No. Actions
	ONE	PLAN FOR POPULATION GROWTH AND CHANGE	8
	TWO	HOUSING LOCATION AND TYPE	5
	THREE	HOUSING AFFORDABILITY AND AFFORDABLE HOUSING	13
	FOUR	HOUSING DESIGN, FUNCTIONALITY AND SUSTAINABILITY	26

A total of 52 actions have been identified with 38 assigned as High Priority. Table 19 outlines an indication of timeframes.

Table 19: Priority timeframes (indicator)

Priority	Timeframe (indicator)
High	1-3 years
Medium	3-6 years
Low	7-10 years
Ongoing	Undertaken on an ongoing basis

A number of the actions require input from across the organisation. It is important that the responsible department considers the recommended actions within their future work plans accordingly.

7.1.3 Training

The inclusion of the final Housing Strategy (including adoption of the New Residential Zones and schedules) and Neighbourhood Character Study will impact upon the Hobsons Bay Planning Scheme.

Training sessions will be required for those departments impacted by the change in policy.

POLICY ONE ACTIONS: POPULATION GROWTH AND CHANGE

No	Action	Responsible Department	Priority
1.1	Implement the Housing Strategy into the Hobsons Bay Planning Scheme, make it a Background Document , and ensure consistency between the key strategies outlined in this objective and the Municipal Planning Statement	Strategic Planning	High
1.2	Ensure new housing meets demands of the existing and future population through meeting the Objectives of Policies Two, Three and Four in this strategy	Strategic Planning/Town Planning	Ongoing
Community Infrastructure and services			
1.3	Review and adopt the Community Services and Infrastructure Plan (CSIP) for Hobsons Bay	Social Planning	High
1.4	Investigate the opportunities to alleviate the pressures on the drainage infrastructure, in particular reducing stormwater runoff through requiring all new multiunit developments to provide onsite stormwater detention	Infrastructure & City Services/Sustainability/Town Planning	High
1.5	Investigate opportunities to further support and encourage adaptive and resilient communities in Hobsons Bay in line with Victoria's <i>Climate Change Act 2017</i> and Council's Climate Change Policy	All of Council	High
1.6	Undertake the strategic work to prepare Development Contribution Plan Overlays (DCPO) for incorporation into the Hobsons Bay planning scheme to ensure new development contributes to the provision of supporting community infrastructure and services (to apply the Developer Infrastructure Levy and Community Infrastructure Levy)	Strategic Planning/ Infrastructure & City Services/Finance	High
1.7	Advocate for improved processes and tools to better deliver and sequence supporting infrastructure at the local level	Strategy and Advocacy Department	Ongoing
1.8	Continue to advocate to the State government for transport improvements and other community services/facilities in accordance with the Hobsons Bay Advocacy Strategy (2014-18), as updated/amended	Strategy and Advocacy Department	Ongoing

POLICY TWO: HOUSING LOCATION AND HOUSING TYPE

No	Action	Responsible Department	Priority
2.1	Update the Hobsons Bay Planning Scheme to include the key strategies and objectives regarding housing location, density and diversity	Strategic Planning	High
2.2	Implement the Housing Framework Plan into the Hobsons Bay Planning Scheme to apply the New Residential Zones and to guide and manage housing change across the municipality	Strategic Planning	High
2.3	Request Strategic Redevelopment Areas/strategic redevelopment sites provide a diversity of housing types, sizes (mix of bedrooms) and tenure in line with demand	Strategic Planning/ Town Planning	Ongoing
2.4	Finalise the Structure Plans for the Newport and Spotswood Activity Centres and undertake Structure Plans/Urban Design Frameworks in accordance with the Activity Centre Strategy (2019), to inform the location of appropriate housing change in these centres	Strategic Planning/ Town Planning	High
2.5	Investigate opportunities to advocate to the State government to enable Councils to specify the mix of housing including the number of bedrooms in an area, to ensure that new housing is meeting demand	Strategic Planning	Ongoing

POLICY THREE: HOUSING AFFORDABILITY AND AFFORDABLE HOUSING

No	Action	Responsible Department	Priority
Housing Affordability: Market (private) housing			
3.1	Update the Hobsons Bay Planning Scheme to include the key strategies and objectives regarding housing affordability (where appropriate)	Strategic Planning	High
3.2	Support the increase in housing diversity (housing types) across the municipality to encourage the supply of housing at different price points	Strategic Planning/ Town Planning	High
3.3	Monitor housing affordability to understand the levels of housing stress (renters and purchasers) in the municipality	Strategic Planning/ Social Planning	Ongoing
3.4	Assist in reducing the levels of housing stress through reducing the cost of living for households by directing housing growth to areas with access to good public transport and community facilities in order to reduce car dependency	Strategic Planning/ Town Planning	High
3.5	Assist in reducing the levels of housing stress through reducing the cost of living for households through incorporating ESD into new dwellings to reduce ongoing utility costs	Sustainability/Strategic Planning/ Town Planning	High
3.6	Advocate to the Federal and Victorian government for the introduction of a scheme/taxation to reduce market rents for households at the risk of homelessness and take the pressure off the demand for social housing	Strategic Planning/ Social Planning	Ongoing
Rooming Houses			
3.7	Monitor any changes in the number of rooming houses in the municipality and any enforcement measures required	Public Health/Strategic Planning/Social Planning	Ongoing
Empty Homes			
3.8	Monitor the rates of empty homes to gauge the effectiveness of the new Vacant Residential Land Tax and advocate to the Victorian government for further mechanisms to take this issue if required	Strategic Planning/Social Planning	Ongoing

Affordable Housing: Non-Market (social) housing			
3.9	Update the Hobsons Bay Planning Scheme to include the key strategies and objectives regarding affordable housing (where appropriate)	Strategic Planning/Social Planning	High
3.10	Review the Hobsons Bay Affordable Housing Policy Statement (2016) when required to adapt to best practice and legislative changes	Social Planning/Strategic Planning	High
3.11	Include the Hobsons Bay Affordable Housing Policy Statement as a Background Document in the Hobsons Bay Planning Scheme	Strategic Planning/Social Planning/Town Planning	High
3.12	Support the implementation of affordable housing in the municipality through exploring the actions as recommended in the Affordable Housing Policy Statement (2016) including actions relating to: land use planning, service provision, establishing a Housing Trust, advocacy and leadership and partnering to maintain existing public housing	Social Planning/Strategic Planning/Town Planning	High
Homelessness			
3.13	Reduce levels of homelessness through implementation of the Hobsons Bay Affordable Housing Policy Statement to increase the supply of affordable housing	Social Planning/Strategic Planning/Community Development	High

POLICY FOUR: HOUSING DESIGN, FUNCTIONALITY AND SUSTAINABILITY

No	Action	Responsible Department	Priority
Housing design, heritage and neighbourhood character			
4.1	Update the Hobsons Bay Planning Scheme to include the key strategies and objectives regarding built form, heritage and neighbourhood character	Strategic Planning	High
4.2	Adopt the Neighbourhood Character Study as a Background Document in the Hobsons Bay Planning Scheme	Strategic Planning	High
4.3	Update local policies Clause 22.07, 22.08, 22.09 and 22.10 relating to neighbourhood character to align with the revised Neighbourhood Character Study (2019)	Strategic Planning	High
4.4	Apply schedules to the New Residential Zones which reflect neighbourhood character and development objectives in line with the design guidelines provided in the Neighbourhood Character Precinct Brochures	Strategic Planning/ Town Planning	High
4.5	Ensure new housing is consistent with the recommendations of the Neighbourhood Character Study	Strategic Planning/Town Planning	High
4.6	Ensure new housing respects heritage precincts consistent with the Hobsons Bay Heritage Study and Heritage Overlays	Strategic Planning/Town Planning	High
Housing design and functionality			
4.7	Update the Hobsons Bay Planning to include the key strategies and objectives regarding housing design and functionality	Strategic Planning	High
Residential amenity			
4.8	Apply the Schedules to the New Residential Zones which specify requirements to the built form	Strategic Planning/ Town Planning	High
Waste management			
4.9	Continue reviewing development proposals and their Waste Management Plans particularly higher density housing and mixed use developments	Environmental Management/Town Planning	Ongoing
4.10	Integrate into Hobsons Bay's planning processes Sustainability Victoria's Better Practice Guide and/or the Metropolitan Waste and Resource Recovery Group's (MWRRG) "improving resource recovery in multiunit developments" toolkit including guidelines and templates	Environmental Management/Town Planning	High

4.11	Explore extending Council's waste and recycling collection services to high density and mixed use developments with smaller trucks, on-site collections and varied bin sizes and frequency of collections	Environmental Management	High/Medium
Lifetime homes			
4.12	Develop universal housing design guidelines based on the <i>Livable Housing Design Guidelines (2012)</i> and supporting factsheets, for use by the private sector and Council officers	Social Planning/Building/Town Planning/Strategic Planning	High
4.13	Investigate the inclusion of a new policy in the Hobsons Bay Planning Scheme requesting a percentage of dwellings in a new developments (threshold to be determined) to be universally designed in accordance with the <i>Livable Housing Design Guidelines (2012)</i>	Strategic Planning/Town Planning/Social Planning	High
4.14	Establish internal referral processes and develop staff skills to assess residential applications which incorporate universal/accessible design elements	Social Planning/Strategic Planning/Town Planning	High
4.15	Advocate to the State Government to include more stringent accessibility and universal design requirements for private dwellings in the Victorian Planning Provisions	Strategic Planning/Social Planning	Ongoing
4.16	Revise and update the Hobsons Bay Social Impact Assessment (SIA) Guidelines to align with universal/accessible homes objectives	Social Planning/Strategic Planning/Town Planning	High
Older persons housing			
4.17	Consider the preparation and implement an Older Persons Housing Local Policy for inclusion in the Hobsons Bay Planning Scheme (for residents aged 55 years and over)	Social Planning/Strategic Planning/Town Planning	Medium
Environmentally Sustainable Design			
4.18	Update the Hobsons Bay Planning Scheme to include the key strategies and objectives regarding environmentally sustainable design and integrated water management	Strategic Planning/Sustainability	High
4.19	Monitor the effectiveness of the ESD policy and explore opportunities to improve ESD outcomes as appropriate		
4.20	Prepare educational material and factsheets to guide permit applicants on ESD requirements based on the Sustainable Design Assessment in the Planning Scheme Process (SDAPP) framework	Sustainability/Town Planning	High
4.21	Establish internal processes between Town Planning and Sustainability departments to ensure that there is clarity regarding the roles and responsibilities when requesting and assessing Sustainable Design Assessments/Sustainability Management Plans	Sustainability/Town Planning	High
4.22	Provide training to Council officers responsible for dealing with/assessing SDA/SMP for applications	Sustainability/Town Planning	High

4.23	Request Best Practice ESD and integrated water management principles and technologies on all sites with the aim of achieving a carbon and water sensitive development	Sustainability/Town Planning/Strategic Planning	High
4.24	Consider the review and update of the Community Greenhouse Strategy (2013-30) to include actions regarding improving the energy efficiency of new residential buildings and to support the recommendation of locating new medium/high density residential development close to public transport and services, to support active transport and reduce motor vehicle dependency	Sustainability/Strategic Planning	Medium
4.25	Investigate programs and initiatives to retrofit existing older housing stock to improve environmental efficiency	Sustainability	Ongoing
4.26	Continue to advocate to State Government and the Australian Building Code Board to strengthen ESD policy in the Victorian Planning Provisions and the Building Regulations respectively	Strategic Planning/Sustainability/Building	Ongoing

PART EIGHT: MONITORING AND REVIEW

PART EIGHT: MONITORING AND REVIEW

The Housing Strategy is a long term planning document which will require monitoring and reviewing to ensure it remains relevant and effective over the years.

9.1 Interim review and monitoring

Changes to housing as a result of new policy can take several years to become evident. It is recommended that a full review of the adopted Housing Strategy be undertaken at **five year intervals**.

The review presents an opportunity for some key indicators and housing data to be reviewed prior to the full housing strategy review. Once the Housing Strategy is implemented, it is recommended that the key objectives be monitored as outlined in Table 20.

The actions/indicators for monitoring and review provided in Table 20 should be updated with any future review of the Housing Strategy.

Table 20: Recommended Actions for Monitoring and Review

Ref.	Monitoring	Action	Review Period (5 Year Intervals)	Data & Tools
POLICY ONE: POPULATION GROWTH AND CHANGE				
1.1	Population forecasts in Hobsons Bay	Update the demographic forecasts when new census data is available	Yes	.id profile and forecasts
1.2	Dwelling forecasts in Hobsons Bay	Update the expected dwelling demand for Hobsons Bay when new census data is available	Yes	.id profile and forecasts
POLICY TWO: HOUSING LOCATION AND HOUSING TYPE				
2.1	Location of infill development	Identify where new infill development is occurring	Yes	VM rates data, Building Permit Data, Planning Permit Data
2.2	Changes to housing diversity	Identify the changes to housing types (separate, medium, high density) following the release of the new Census data	Yes	.id profile and forecasts
2.3	Changes to dwelling density in centres	Identify housing densities within the defined activity centre catchments	Yes	VM rates data, Building Permit Data, Planning Permit Data, Latest Aerial Imagery
2.4	Increase in shop top housing	Identify the increase in shop top housing in the commercial areas of the activity centres	Yes	VM rates data, Building Permit Data, Planning Permit Data
2.5	Increase in higher density developments	Identify increases to high density dwelling stock (residential development of four or more storeys)	Yes	VM rates data, Building Permit Data, Planning Permit Data
2.6	Access to public transport	Compare the percentage of dwellings within 800m of a train station	Yes	VM rates data, Building Permit Data, Planning Permit Data
2.7	Levels of car ownership	Compare the levels of car ownership across the municipality	Yes	Profile.id data

2.8	Travel modes of residents	Monitor the travel modes of residents using public transport, active transport or private vehicles.	Yes	Data from the Integrated Transport Plan/include within the annual resident satisfaction survey
POLICY THREE: HOUSING AFFORDABILITY AND AFFORDABLE HOUSING				
Housing Affordability: Market (private) housing				
3.1	Levels of housing stress	Identify changes in the levels of housing stress in the municipality and the vulnerable households	Yes	ABS Census data
3.2	Changes in housing prices	Identify changes in house prices at the suburb level	Yes	House price data (e.g. Hometrack data)
3.3	Changes in rental prices	Identify changes in rental prices at the suburb level	Yes	Rental price data
3.4	Number of empty homes	Monitor the number of vacant and underutilised homes in the municipality	Yes	ABS Census data, profile.id, Speculative Vacancies from Prosper Australia, City West Water, Essential Services Commission
3.5	Changes in the number of rooming houses	Monitor the changes in the number of registered rooming houses in the municipality	Yes	Statewide Rooming House Register
Affordable housing: Non-Market (social) housing				
3.6	Number of social housing dwellings	Identify changes in the amount of social housing properties in Hobsons Bay	Yes	ABS Census data, Profile.id
3.7	Rates of homelessness	Explore opportunities to undertake street count to more accurately assess the number of people experiencing homelessness in Hobsons Bay Identify changes to the homeless population in Hobsons Bay	Yes	ABS Census data/street count
POLICY FOUR: HOUSING DESIGN, FUNCTIONALITY AND SUSTAINABILITY				
Housing design, heritage and neighbourhood character				
4.1	Disputes regarding neighbourhood character	Monitor the changes in VCAT disputes regarding neighbourhood character	Yes	Planning Permit Applications & VCAT decisions

<i>Waste and resource recovery management</i>				
4.3	Number of Waste Management Plans	Monitor the number of Waste Management Plans reviewed as part of town planning proposals	Yes	Number of Waste Management Plans submitted and recorded through greenlight and/or the Vault
4.4	The scope of waste and recycling services in higher density housing and mixed use developments	Monitor the scope of waste management proposals for developments where waste and recycling is proposed to be undertaken privately. This includes bin sizes and number, collection frequencies and collection methodologies	Yes	Bin sizes and number, collection frequencies and collection methodologies (data from Waste Management Plans)
4.5	Increase in the number of waste and recycling services not provided by Council but provided by private waste and recycling service providers	Monitor the increase in the number of waste and recycling services not provided by Council but provided by private waste and recycling service providers	Yes	Number and percentage increase per development and per dwelling or tenancy (data from greenlight and Waste Management Plans)
<i>Lifetime homes</i>				
4.6	Number of new dwellings which incorporate universal design, comply with AS1428.1 (Accessible Homes) or AS4299 (Adaptable Homes)	Monitor the number of new dwellings which incorporate universal design in accordance with the Livable Housing Design Guidelines (2012), comply with AS1428.1 (Accessible Homes Standard) and/or comply with AS4299 (Adaptable Homes Standard)	Yes	Planning Permit Applications, SIA
<i>Older persons housing</i>				
4.7	Number of new aged care facilities and retirement villages	Monitor changes in the number of aged care facilities and retirement villages in the municipality including the location of any new facilities	Yes	VM rates data, Building Permit Data, Planning Permit Data
<i>Environmentally Sustainable Design</i>				
4.8	Location of new infill development and car dependency	Monitor the location and type of new infill development and changes in car ownership and travel mode	Yes	<i>Can be undertaken in accordance with Actions 2.1, 2.3, 2.4, 2.6, 2.7, 2.8.</i>
4.9	Number of BESS assessments and the average scores	Annually monitor the number of developments requiring a BESS assessment (or other enviro tools) and the average scores being achieved to check whether performance is increasing	Yes	Planning Permit Applications, Greenlight, Sustainability referral reporting data

4.10	Improvements to the energy efficiency of existing older housing stock	Identify the uptake of residents participating in any energy efficiency or renewable energy programs in the municipality (e.g. no. solar panels installed)	Yes	Planning Permit Applications, Building Permit Applications, Program results and data (program dependent)
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