



MONASH HOUSING STRATEGY 2014

Final Report

For the Monash City Council
28 October 2014

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ACKNOWLEDGEMENTS

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

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CONTENTS

Glossary	5
Acronyms	6
Executive Summary	7
Introduction.....	1
1.1 Background	2
1.2 Emerging Issues	2
1.3 Goals & Objectives	3
1.4 Scope of the Monash Housing Strategy 2014	4
1.5 Monash’s Housing Role	5
1.6 Monash in Profile	5
1.7 Garden City Character.....	6
1.8 Sustainability & Environment.....	7
Existing Policy Context	9
2.1 State Government	10
2.2 Municipal Strategic Statement.....	15
2.3 Local Planning Policies	19
2.4 Other Council Documents	20
2.5 Zones And Overlays	22
2.6 Conclusions and Implications	23
Housing Trends in and impacting on the city of Monash	27
3.1 National	28
3.2 State	28
3.3 Regional.....	31
3.4 Local	32
3.5 New residential zones	37
3.6 Conclusions & Implications.....	39
Demographic & Housing Profile Analysis, Design and Sustainability	41
4.1 Demographic Profile	42
4.2 Market Analysis	47
4.3 Housing Issues & Requirements	50
4.4 Design and neighbourhood character	53
4.5 Environmental and infrastruCture Sustainability	53
4.6 Well designed, accessible and adaptable Housing	54

4.7	Conclusions & Implications.....	54
	The Strategy.....	57
5.1	Overview.....	58
5.2	Objectives.....	58
5.3	Strategies and Actions	59
	Residential Development Framework	65
6.1	Introduction	66
6.2	Methodology	66
6.3	PRINCIPLES	68
6.4	The proposed Framework	68
6.5	Draft Residential Framework Plan Overview	78
	References.....	79
	Appendices.....	83
A1	City of Port Phillip	84
A2	Moreland City Council	86
A3	Smart bus Network	88
A4	Monash Initiatives	89
A5	Ashwood Chadstone Gateway	91

GLOSSARY

Accessible housing	Housing that allows full access and use by all occupants and visitors. The dwelling must contain no physical barriers and be user-friendly for people of all abilities.
Community housing	Housing that is an alternative to public and private rental housing, and operates as a not-for-profit housing system. The combined rents of occupants are used to cover running costs over the long term. Community housing includes Housing Associations and cooperatives where tenants participate in the management of their dwellings. There is only a small supply of community housing in Victoria.
Housing diversity	Housing which varies in terms of size, type, tenure, cost and style.
Housing stress	Housing stress is an indicator of the number of households potentially at risk of housing affordability problems. This is calculated by the 30/40 rule which suggests that households spending more than 30 percent of their income on housing costs are living in housing stress.
Overlay	A planning scheme provision that indicates the land has some special feature, such as a heritage building or significant vegetation. It affects how land can be developed in conjunction with the zone.
Planning permit	A legal document that gives permission for a use or development on a particular piece of land.
Planning scheme	Controls land use and development within a municipality. It contains State and local planning policies, zones, overlays, particular provisions, general provisions, definitions and maps.
Public housing	Public rental housing which is jointly funded by the Commonwealth and State Governments. It is administered through the Victorian Department of Human Services (Office of Housing). Eligibility for public housing is determined by assets, income, special need, residency and citizenship criteria. Generally rents are capped at between 25-30% of income.
Social housing	Housing that is not-for-profit, owned and managed for the primary purpose of meeting social objectives such as affordable rents, responsible management, security of tenure and good location in relation to employment services. This term encompasses public housing, community housing and some affordable housing.
Zone	A planning scheme provision that controls land for particular uses, such as residential, industrial or business. Each zone has a purpose and set of requirements.

ACRONYMS

ABS	Australian Bureau of Statistics
AHURI	Australian Housing & Urban Research Institute
CAD	Central Activities District
DTPLI	Department of Transport, Planning & Local Infrastructure
HDD	Housing Development Data
LPPF	Local Planning Policy Framework
MSS	Municipal Strategic Statement
RHA	Registered Housing Associations
UDP	Urban Development Program
VIF	Victoria in Future

EXECUTIVE SUMMARY

The City of Monash is an established municipality with a significant role in providing housing and employment for the south eastern region of Melbourne. Monash has the third largest municipal population in metropolitan Melbourne, with approximately 179,000 residents from a wide range of different backgrounds and cultures.

Monash has undergone a considerable amount of demographic change since the release of the *Monash Housing Strategy* in 2004, largely due to increases in migration and birth rates. Overall, the population is growing, ethnically diversifying and ageing. Changes in the education sector have also attracted to the municipality a sizeable number of residents in the tertiary student age bracket.

There are a number of reasons for this review of the Council's current Housing Strategy:

- The State Government has recently released a new metropolitan planning strategy for Melbourne, titled *Plan Melbourne*. All Council's strategic planning should be consistent with this overarching strategy.
- Over the past 10 years, a number of Council strategies and changes to zones and overlays have been introduced.
- New information has also become available, regarding the changes which have taken place within Monash since the preparation of the Monash Housing Strategy 2004, both in terms of its population size and composition, and the residential development that has taken place. It is important that Council reviews its strategies in the light of these changes in order to best direct residential development outcomes to meet the changing needs and circumstances within the municipality.
- Council is in the process of reviewing its Planning Scheme, as required periodically under the Local Government Act 1989. The Residential and Neighbourhood Character Strategies in the Monash Planning Scheme, underpinned by current Housing Strategies and Neighbourhood Character Strategies, form an important part of this review. This updated draft Monash Housing Strategy 2014 is an important component of the Monash Planning Scheme review.

For these reasons, a review of the current Housing Strategy was undertaken, based on an assessment of key State and Local Strategies and research from all tiers of Government and other research bodies.

Monash's current *Municipal Strategic Statement* seeks to concentrate high rise development in the Glen Waverley and the Oakleigh Activity Centres. Medium rise development is supported in the Brandon Park, Clayton and Mount Waverley Activity Centres. Elsewhere the focus is on protecting the existing neighbourhood character and achieving high quality urban design and amenity outcomes. In the light of *Plan Melbourne's* directions, these objectives need to be reviewed and are being considered as part of the *Monash Planning Scheme* review mentioned above.

Plan Melbourne projects significant additional growth in population and household numbers across Melbourne, with 393,000 new homes required in the established areas of metropolitan Melbourne by 2050. This has important implications for Monash where the projected growth is approximately 10,800 dwellings between 2011 and

2031, an average growth rate of 540 dwellings per year. Nevertheless, as an established area of Melbourne, Monash's growth is expected to be slower than the metropolitan average. It is also less than the average increase of approximately 870 dwellings per annum within Monash that took place between 2001 and 2011. *Plan Melbourne* also designates the Monash Technology Precinct as a 'National Employment Cluster'. The full implications of this classification are yet to be understood, but it will clearly reinforce the current status of the precinct as a significant employment node. Furthermore, the plan identifies the route for the 'potential' Rowville rail link, which would directly connect the heart of the National Employment Cluster with the Dandenong rail corridor. The Rowville rail link, if it proceeds, would be expected to enhance the attractiveness for business investment in the Cluster and would likely have flow-on effects for the local residential property market. However, given it is not yet confirmed, the full implications of the potential rail link cannot be incorporated into this review.

A key issue for Monash will continue to be the management of household growth and change while at the same time preserving valued neighbourhood character and enhancing sustainability. However, addressing quantitative demand is only part of the issue. There is also a need to ensure that new housing is designed to meet the specific needs of the community as it ages and diversifies.

While some specialised accommodation has been developed in recent years to meet growing demand, the private housing market continues to focus primarily on delivering large dwellings. Paradoxically, although household sizes are getting smaller, the average size of dwellings is getting larger. This market trend is raising issues in relation to housing affordability, accessibility, and adaptability for whole of life accommodation. Furthermore, little attention has been paid to any specific housing needs of emerging ethnic groups within the community.

Recent research suggests that provision of more diverse forms of housing may be adversely impacted by various factors such as the size of allotments, the age of existing housing stock, high land values close to transport nodes, permit processes, market preferences and community concerns about loss of neighbourhood character. These factors are inhibiting the capacity for new housing supply to meet demand and are contributing to a housing market dominated by large dwellings and opportunistic, geographically dispersed infill development. In short, the market is currently delivering products that are unsustainable and addressing demand in only an incremental fashion.

As demand increases for medium to high density dwellings, land prices continue to rise, and available infill development opportunities closer to the city are exhausted, it is inevitable that pressure for more intensive development will grow within Monash. Council officers anecdotally report more frequent enquiries by developers for apartment-style development within the municipality. It is therefore more important than ever that Monash is equipped to manage change in a manner that achieves optimal outcomes for its community and the environment.

The key issues confronting Monash for the foreseeable future are:

- Accommodating moderate population growth through infill development.

- Facilitating a more diverse range of housing to meet changing needs, particularly in relation to housing for older residents, students and recent migrants.

Managing an expected increase in demand for higher density development, including apartments.

Addressing housing affordability issues.

Promoting more environmentally sustainable urban form and building design.

Encouraging design excellence in new development, extension and renovations.

Protecting valued urban character, heritage and amenity, and the natural environment.

Recognising the opportunities that larger sites may provide for more intensive development outcomes that, due to their scale, can be sensitive to the desired future character of the location.

The *Monash Housing Strategy 2014* formulates a range of objectives, strategies and actions aimed at addressing these issues. These build upon the foundation set by the 2004 strategy, the current *Municipal Strategic Statement* and seek to deliver on Council's recently adopted *Vision 2021*, the Council Plan, and key State Government Strategies and directions, such as *Plan Melbourne*. The objectives of the Monash Housing Strategy 2014 are as follows:

To provide accommodation for a diverse and growing population that caters for different family, cultural and lifestyle preferences and a variety of residential environments and urban experiences.

To encourage the provision of a variety of housing styles and sizes that will accommodate the future housing needs and preferences of the Monash community.

To recognise and provide for housing needs of an ageing population.

To ensure that development is appropriate with regards to the residential environment of the area, in particular neighbourhood character and amenity.

To ensure that heritage dwellings and precincts are identified and conserved.

To recognise the need to conserve treed environments and revegetate other areas, including new residential developments, to maintain and enhance the Garden City Character of the municipality.

To encourage efficient use of existing physical and social infrastructure.

To encourage high standards of architectural design in buildings and landscaping associated with residential development that takes into account environmental constraints including soil erosion, urban water management and fire risk.

To encourage building practices and dwelling preferences that are energy efficient and sustainable and that incorporates landscape design and use of construction materials that minimises environmental impacts.

To ensure appropriate infrastructure is provided to meet changing community needs that also complies with the principles of environmentally sustainable development.

To revitalise Monash's activity centres by supporting higher density residential and mixed use development.

To ensure that housing in Monash is accessible and safe.

To ensure appropriate and affordable housing is available to suit the social and economic needs of the community.

The *Monash Housing Strategy 2014* includes a proposed Residential Development Framework Map, contained in Chapter 6 of this document. The Framework Map has been prepared through consideration of areas with future redevelopment potential, limited redevelopment potential, incremental potential, and strategic locations that warrant more detailed review. The Framework is accompanied by future character statements and residential outcomes.

The *Monash Housing Strategy 2014* also includes broad strategies and actions to assist in achieving these outcomes. These include recommended amendments to the *Monash Planning Scheme*; further strategic work in activity centres, including the Monash National Employment Cluster; a review of industrial land; and a number of advocacy, education and facilitation recommendations.

1

INTRODUCTION

1.1 BACKGROUND

The City of Monash ('Monash') is an established municipality with a significant role in providing housing and employment for the south eastern region of Melbourne. The population of Monash is highly diverse in terms of its demographic structure and ethnicity. It is generally ageing, although there is a large student population surrounding educational facilities such as Monash University and Holmesglen TAFE.

Monash has experienced considerable demographic change and, in some location, changing development outcomes, since the release of the previous *Monash Housing Strategy* in 2004. These changes are in part due to increases in migration and birth rates, changing needs from new and existing residents, and evolving practices within the residential development industry. As a result of these changes, coupled with the introduction of a number of significant State policies and the adoption of the 2013 Monash Council Plan and 2021 Vision Statement, Monash has identified the need to update and strengthen its 2004 Housing Strategy. This update will address the key issues now facing the municipality.

The 2014 *Monash Housing Strategy* establishes principles and directions which will be used to make decisions about future housing. In addressing contemporary issues and trends, the *Monash Housing Strategy 2014* identifies initiatives and actions to be implemented by Council to facilitate a wider range of housing types, and to balance the need to provide for current and future demand while maintaining key elements of valued neighbourhood character across the municipality and enhancing sustainability.

The need for the City of Monash to adopt a proactive role to address housing issues is imperative, as opportunities for residential growth are limited within established areas. In particular, there is a need to address specific housing requirements that are not currently supplied by the market in order to meet the needs of ethnically diverse groups requiring specific or alternative residential housing.

1.2 EMERGING ISSUES

There are many pressing housing issues facing Monash which have arisen over recent years. Housing strategies, policies and statements prepared by the City of Monash and the Department of Transport, Planning and Local Infrastructure have identified common housing issues to be addressed, which include:

Increasing, in appropriate locations, the diversity of housing available

The need to improve housing affordability, considering options such as housing types and mixes, longer term living costs, the provision of housing by the state government (Public Housing) and housing associations (Social Housing) and different forms of tenure (for instance, rental vs ownership) .

Changing housing needs for an ageing population, as well as a population which may have mobility restrictions. Housing design and location for improved accessibility is important to address these issues.

Changing housing needs to meet the needs for increasingly diverse population, in terms of ethnicity, changes in household sizes and to meet changing lifestyle

preferences. The updated metropolitan strategy, *Plan Melbourne*, projects significant growth in population and household numbers across Melbourne. This has important implications for Monash where the projected growth is approximately 10,800 dwellings between 2011 and 2031. This is an average growth of 540 dwellings per year over this period.¹ By comparison, the number of dwellings within Monash between 2001 and 2011 grew from 56,827 to 65,498, an average increase of approximately 870 dwellings per annum.

A key issue for Monash will continue to be the management of household growth and change while at the same time maintaining key elements of valued neighbourhood character across the municipality and enhancing sustainability. However, addressing quantitative demand is only part of the issue. New housing should be designed to meet the specific needs of the community as it ages and diversifies.

While some specialised accommodation has been developed in recent years to meet growing demand, the private housing market continues to focus primarily on delivering large dwellings. This market trend raises issues in relation to housing affordability, accessibility, and adaptability for whole of life accommodation. Furthermore, there may be specific housing needs of emerging ethnic groups within the community which are not being met through current housing options.

1.3 GOALS & OBJECTIVES

Council's goal for housing is identified in its vision in *Monash 2021: A Thriving Community*. This Vision, as it relates to Housing, includes key actions within four primary areas of focus:

A fair and healthy community

- where older people are supported to age at home or in their community
- that provides support, stability and facilities for families raising their children
- that recognises and embraces its diversity and its benefits

A planned and connected City:

- that retains its garden character while developing vibrant Activity Centres that are residential, employment, transport, services, entertainment and cultural hubs
- with a range of different housing so young families and older people can afford to stay in Monash

An inclusive and safe community

- with a sense of place and where people feel safe and connected to their community

A green and naturally-rich city

- that keeps its green leafy character and values open spaces
- where environmental sustainability is part of business as usual.

¹Victoria in Future, DTPLI 2012

The *Monash Housing Strategy 2014* will support these goals by seeking to achieve a diversity of living choices to meet the needs of the local community, while ensuring the municipality remains an attractive place to live.

Objectives of the *Monash Housing Strategy 2014* are:

To identify the existing housing stock, population trends, opportunities and constraints on future development.

To facilitate a diversity of housing choices to meet the needs of current and future populations.

To positively influence the form, type, location, sustainability and amenity impacts of new residential development

To maximise development potential around activity centres, the employment cluster and transport nodes.

1.4 SCOPE OF THE MONASH HOUSING STRATEGY 2014

In order to achieve these objectives, the strategy:

Reviews, updates and identifies significant changes in the demographic profile of Monash, the current housing supply market and the housing needs of the local community.

Identifies housing requirements that are currently not being supplied to meet the needs of ethnically diverse groups and other distinctive 'population groups' (such as student needs and the needs for an ageing population) that may require specific or alternative residential housing within Monash.

Identifies initiatives and strategies to be implemented by Council to encourage and / or require the provision of diverse housing.

Investigates methods to increase affordable and appropriate housing provision.

Anticipates future housing needs and identifies opportunities for a range of initiatives to meet these requirements.

This strategy focuses on all areas of housing, including public and private accommodation. It outlines the housing objectives of Council and proposes initiatives and actions to achieve those objectives.

The development of this strategy has been guided by the *Monash Housing Strategy 2004*, *Monash 2021: A Thriving Community (Monash 2021)*, the Council Plan 2013-2017 and other relevant Council strategies and policies, State Government policies and strategies, and research undertaken by Monash and State Government.

1.5 MONASH'S HOUSING ROLE

Local government across Australia takes on a wide variety of housing roles. The most effective municipalities have a comprehensive housing strategy which is supported by strong leadership and effective partnerships with stakeholders.² The range of roles adopted by individual Councils depends upon their circumstances and capacity. Appendices A1 and A2 provides examples of the highly detailed strategies adopted by Port Phillip and Moreland City Councils respectively.

The objectives and actions outlined in this strategy involve Monash taking on roles as:

Planner – in relation to its urban and social planning responsibilities

Regulator – ensuring that housing meets town planning, building and public health regulations and expectations

Service provider – providing social services and programs for people within the municipality

Facilitator – working with developers and residents, and supporting housing providers and human services agencies

Advocate – representing community needs and interests to Commonwealth and State Governments and the private sector

1.6 MONASH IN PROFILE

The City of Monash has the third largest resident population in metropolitan Melbourne, with approximately 179,000 residents from a wide range of different backgrounds and cultures.³ Monash thrives on its diversity of residents, with approximately 44 percent of residents born overseas and 39 percent speaking a language other than English at home.

Monash is a well established municipality with a strong residential, employment and education focus. Located 20km east of the Melbourne's Central City, it is readily accessible via a number of transport modes, including the Glen Waverley and Cranbourne/Pakenham railway lines, the Monash Freeway, Princes Highway, and a number of Smart Bus routes.

Monash comprises the suburbs of Ashwood, Burwood (part), Chadstone (part), Clayton, Glen Waverley, Hughesdale, Huntingdale, Jordanville, Mount Waverley, Mulgrave, Notting Hill, Oakleigh, Syndal and Wheelers Hill. Significant landmarks include Monash University, Monash Medical Centre, the Victoria Police Academy and Jells Park.

The State Government's metropolitan strategy, Plan Melbourne,⁴ identifies urban renewal precincts, national employment clusters and activity centres which are to be

² Australian Housing and Urban Research Institute, 2004

³ DTPLI, 2012

⁴ *Plan Melbourne, Metropolitan Planning Strategy*, 2013

the focus of employment and housing growth in the established areas of Melbourne. Monash has:

- One National Employment Cluster – Monash Employment Cluster

- Five identified Activity Centres - Brandon Park, Clayton, Glen Waverley, Mount Waverley and Oakleigh; and

- Two identified Urban Renewal Locations – the Huntingdale to Yarraman Station, Noble Park Corridor and Glen Waverley Station.

The Monash National Employment Cluster anchors the southern region of Melbourne, and forms part of an 'employment corridor'.⁴ The Cluster has a well developed reputation as a centre for industry, with a thriving business community comprised of small, large and multi-national corporations. It comprises one of the most important technology precincts in Australia, and contains some of the nation's most prestigious research organisations and high technology industries, including Synchrotron and CSIRO. Around 58,500 jobs are provided currently within this Cluster, which is anticipated to expand over the coming decades. Across the City of Monash as a whole, 11,500 businesses provide around 90,000 jobs predominantly for residents in the municipality and Melbourne's south eastern region.

Monash is also within close proximity to Chadstone Shopping Centre and the Box Hill and Dandenong Metropolitan Activity Centres, as defined in *Plan Melbourne*.

1.7 GARDEN CITY CHARACTER

Monash 2021 establishes a vision for

A green and naturally rich city that keeps its green leafy character and values open spaces.

Monash is known for its 'garden city' character, consisting of leafy, low-rise suburbs with well vegetated private gardens and wide streets with street trees. This characteristic is highly valued by the community and visitors to the municipality. High canopy trees are a dominant feature, particularly towards the east of the municipality. Separate dwellings are the dominant form of development in these areas, representing 77.3 percent of total housing stock⁵. Medium and higher density developments are often located in smaller pockets of infill between established residential areas, or located throughout streets close to railway stations. Many of these new developments respect the design and form of established homes, with modest heights and pitched roof forms.

The majority of the municipality was developed between 1945 and 1965 and has a relatively homogenous and intact physical character with similar patterns of subdivision, housing styles and forms, front garden treatments and generous landscaped setbacks. Much of the municipality is dominated by a grid pattern of development that is modified by the diagonal paths of the Monash Freeway, Princes Highway and Cranbourne/Pakenham railway line.

⁵ .id consulting, 2013

The housing stock is older in the western and south-western parts of the municipality, dating from the late 1800s, particularly around Oakleigh, where substantial heritage precincts have been identified. These precincts are valued by the community and protected under the Monash Planning Scheme.

The areas developed most recently – in the 1960s and 1970s – are located to the east of Springvale Road and to the north of High Street Road. These areas are characterised by the curvilinear street patterns and cul-de-sacs that were typical of that period.

As a well established municipality, 'greenfield' development opportunities have been exhausted. Most recent development has taken the form of the redevelopment of strategic sites, such as Waverley Park, and infill development within existing residential areas. Despite metropolitan and municipal policies which seek to focus new residential development close to activity centres, past studies have indicated there has been limited residential development activity in these areas.⁶

The garden city character of Monash reflects community values and the historical development of the area. It therefore has strong cultural and community significance for Monash residents. As the suburban housing stock ages and the size and profile of the community changes, different forms of housing will be needed to address contemporary requirements, expectations and environmental standards. The challenge for the *Monash Housing Strategy 2014* is to ensure clear directions and mechanisms are in place to encourage this change to respect valued aspects of neighbourhood character, while meeting the changing needs of the community.

1.8 SUSTAINABILITY & ENVIRONMENT

Monash adopts a whole of governance approach to achieving a sustainable future for the municipality. *Monash 2021* establishes a vision for:

A green and naturally rich city where environmental sustainability is part of business as usual, with high quality recreational facilities for organised sport and walking and cycling, and where people have a positive attitude to recycling and being waterwise.

Council's vision for the environment, as stated in *Monash 2012: A Strategy for the Future*, is to:

Apply the principles of sustainability in all of its operations and to continually improve the natural environment within the city.

The vision is supported by strategies that seek to improve stormwater management and rehabilitation in waterways; implement energy conservation measures in Council facilities and operations; reduce water consumption at Council facilities, parks and reserves; reduce the need for future landfills; investigate opportunities to improve public open space; and continue to develop and maintain high quality recreation spaces for residents.

⁶ Phan *et al*, 2008 and Spatial Economics, 2013

In 2001, the Council joined the *Cities for Climate Protection* program to address climate change issues through a milestone framework which allows councils to analyse their local sources of greenhouse gas emissions and strategically implement projects to reduce their contribution to global warming. The milestones are to:

1. Establish an inventory and forecast for key sources of greenhouse emissions for councils and communities.
2. Set goals to effectively reduce greenhouse gas emissions.
3. Develop and adopt a local greenhouse action plan to achieve emission reductions.
4. Implement greenhouse gas action plans and quantify benefits.
5. Monitor and review the action plan and highlight the effective work done in reducing emissions and saving money.

As part of this program, the *Greenhouse Action Plan* was developed which identifies the key opportunities and challenges associated with greenhouse gas abatement and sets targets of a fifteen percent reduction in corporate greenhouse gas emissions and ten percent in community greenhouse gas emissions. The activities implemented from this action plan include:

Retrofitting buildings with energy efficient appliances.

Reducing waste-to-landfill by introducing and improving kerb-side recycling and green waste collection.

Passive solar designed buildings that minimise the need for energy consumption for heating and cooling.

The purchasing of fuel efficient cars, including replacing utility vehicles with two door hatchbacks and diesel fuelled vehicles.

Monash's *Environment Management Strategy* aims to reduce energy consumption and greenhouse gas emissions generated by Council operations. Council also plays an active role in encouraging developers to meet the State Government's energy efficiency requirements and to provide open space in new developments as specified in the *Monash Planning Scheme*. Meanwhile, implementation of the *Waste Management Strategy* aims to reduce the amount of household waste going to landfill and direct more material into the recycling stream.

In terms of the natural environment, Monash cares for over 244 hectares of passive open space and 322 hectares of recreational reserves. Many of these sites are ecologically important and significant, including bushland creeks and wetlands that are seeing a return of native fauna to the municipality. Council plants over 140,000 trees and other plants a year, enhancing environmental and amenity values in the municipality.

In relation to housing, sustainable urban development requires consideration of better design and building practices such as incorporation of water sensitive urban design; minimisation, re-use and recycling of building materials; improved waste management; and the energy efficient design of buildings, recreational areas, subdivisions and activity centres.

2

EXISTING POLICY CONTEXT

2.1 STATE GOVERNMENT

METROPOLITAN PLANNING STRATEGY

Victorian State Government

The Victorian State Government's recently released *Plan Melbourne: Metropolitan Planning Strategy 2013 (Plan Melbourne)* seeks to manage growth and change which will inevitably occur across metropolitan Melbourne over the next 35 years. The strategy identifies planning, transport, infrastructure, services and major project initiatives to be undertaken over this period.

The Metropolitan Planning Authority has recently been established to plan state-significant sites and precincts, coordinate a whole-of-government approach for the delivery of services (eg. education, health and recreational facilities), and provide oversight to the delivery of the strategy.

Plan Melbourne aims to plan for expected growth in the number of additional households in Melbourne and anticipates that existing suburbs will accommodate a greater proportion of this growth than outer areas. Underlying planning for this growth is a desire to retain liveability and character of the established areas and to concentrate major change in strategically located redevelopment areas such as National Employment Clusters, Activity Centres, Urban Renewal Locations, larger parcels of undeveloped land and consolidated sites. An expectation is that Councils will undertake the necessary strategic work to inform where growth and change can occur in each municipality. A significant part of this work is in the implementation of the new residential zones at a local level.

A key initiative of *Plan Melbourne* is to facilitate development of identified National Employment Clusters. These designated clusters consist of concentrations of businesses and institutions that make a major contribution to the national economy. The Metropolitan Planning Authority will assess each of these clusters, and provide local governments with advice on changes that may be required to achieve the desired economic outcomes.

The Monash National Employment Cluster is Melbourne's largest established employment cluster, with a unique mix of education, research and industry uses. It has 58,500 jobs and is the largest concentration of employment outside the central city. This cluster has a critical mass of leading education, health, research and commercialisation facilities including Australia's largest university (Monash University – Clayton Campus), the Australian Synchrotron, the Melbourne Centre for Nanofabrication, Monash Medical Centre, CSIRO's largest site in Victoria, Monash Business Incubator and the Monash Enterprise Centre. The State Government has also recently invested in a new Monash Children's Hospital at Clayton to be completed in 2016.

Urban Renewal Areas within Monash have been identified at Huntingdale to Yarraman Station (Noble Park) Corridor as well as the Glen Waverley Station. In the short-term, *Plan Melbourne* proposes a number of these areas will be rezoned for mixed use to create small scale business opportunities. Urban renewal locations are expected to be a major source of housing.

Activity Centres are identified in the Plan as having been a part of Melbourne's development over many decades, and playing diverse roles into the future terms of

accommodating housing, retail, commercial and civic services. Previous classifications of centres have been modified in *Plan Melbourne*. Principal, Major and Specialised Centres are now referred to as Activity Centres unless otherwise stated. Local governments are responsible for the planning and management of the centres, to continue providing communities with convenient access to goods and services. Plan Melbourne also proposes to establish a permanent metropolitan urban boundary to replace the existing Urban Growth Boundary. It will require established areas like Monash to continue to play an important role in providing additional housing and accommodate the housing needs of current and future residents.

Key directions from *Plan Melbourne* relevant to Monash in developing an updated Housing Strategy are as follows:

- Facilitate the development of National Employment Clusters

- Support planning of other Activity Centres

- Understand and plan for expected housing needs

- Reduce the cost of living by increasing housing supply near services and public transport

- Identify and plan for smaller Neighbourhood Centres, which may have potential for housing development however their main focus is to maintain a local scale and meet the needs of the local community

- Deliver housing close to jobs and transport

- Facilitate the supply of more social and affordable housing

- Deliver the Neighbourhood Residential Zone across at least 50 percent of Melbourne's residential zoned land

NATIONAL & STATE HOUSING POLICIES

The three levels of government have different roles to play in relation to affordable housing. The State has the most significant role particularly in the provision of social housing. Registered housing associations (RHAs) are currently the recognised growth vehicle for affordable housing in Victoria and have their own criteria for households they serve.

There is currently a range of policy and funding opportunities available to increase the supply of social and affordable housing in the municipality. It is acknowledged that some of these initiatives are currently in transition or no longer continuing, and others are likely to change over the life of this Housing Strategy. Key current and recent initiatives include:

- National Affordable Housing Agreement and national partnerships

- National Rental Affordability Scheme

- Housing Affordability Fund

- The Australian Government's White Paper on Homelessness

- Investments into Registered Affordable Housing Associations

- Local Action on Affordable Housing – Victorian Office of Housing (DHS)

- Victorian Integrated Housing Strategy

The *Victorian Integrated Housing Strategy* outlines a series of priorities to assist home buyers, private and social housing tenants, and homeless Victorians, to provide more affordable, accessible and sustainable homes across Victoria. The average household

size is expected to continue declining due to an ageing population and more people choosing to live alone. The downward trend in household size is illustrated in [Figure 2A](#) on the following page.

This trend suggests an increase in the need for smaller dwellings. Paradoxically, however, the current market trend is for larger homes. The strategy reports that the average floor area of new detached homes has increased by 13 percent in Australia over the past decade. This is illustrated in [Figure 2B](#) on the following page.

The strategy also identifies that although home ownership remains the dominant preference in Australia, private renting is becoming a more permanent long-term housing choice for many. In the past private renting has served a role as a transition stage, between a childhood home and independent home ownership.

Due to the need to promote greater diversity in housing types and new building standards, the current and recent housing policies have emphasised the need to prioritise measures to encourage affordable design, improve accessibility, and promote green housing. Most of the listed actions are to be implemented and achieved through building standards enforced by the Building Commission.

FIGURE 2A: AVERAGE VICTORIAN HOUSEHOLD SIZE 1991-2036

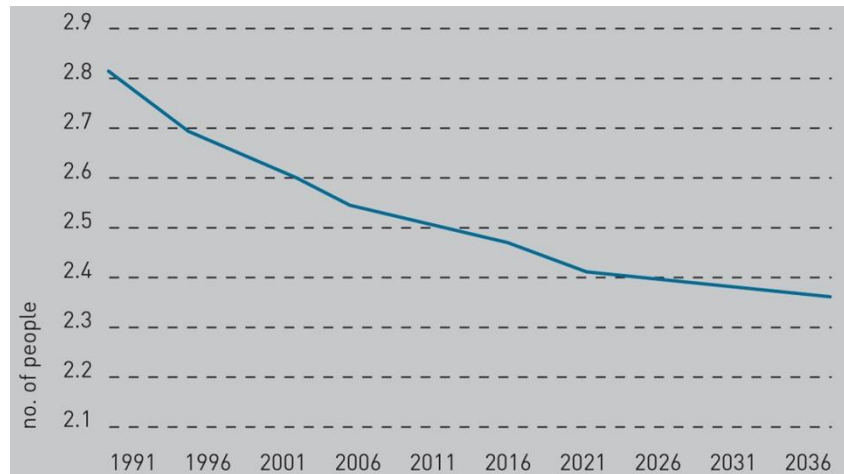
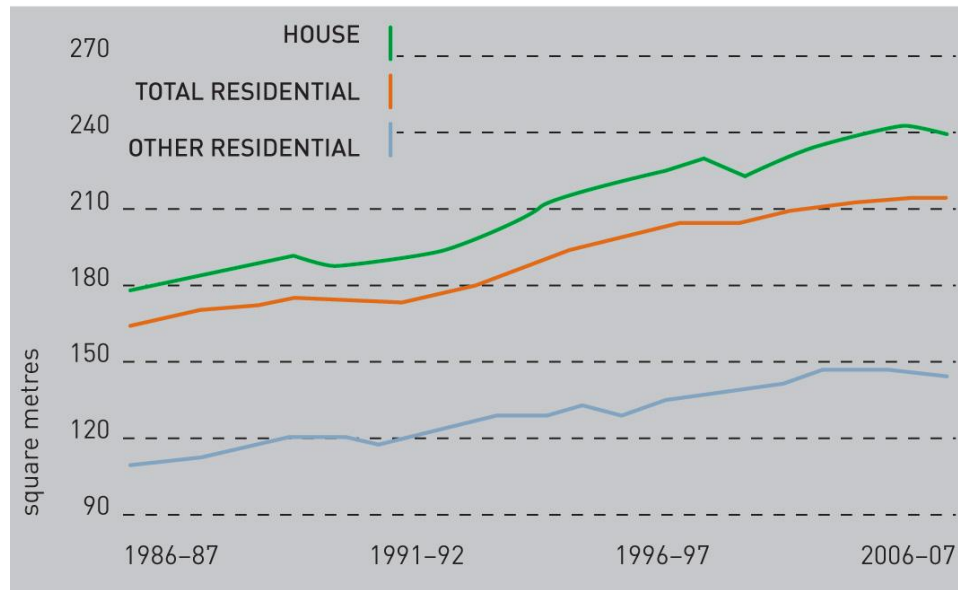


FIGURE 2B: AVERAGE FLOOR AREA OF NEW AUSTRALIAN DWELLINGS 1986-2007



Source: Victorian Government, 2010

The Victorian Government has commenced a review of the public and social Housing System, titled *Pathways to a Fair and Sustainable Social Housing System*. The reason provided for the review is as follows:

Over the past two years there have been a Parliamentary Inquiry and a report by the Victorian Auditor General into public housing in Victoria, and they both said that if we don't make some changes to the system, the future of public housing will be at risk. The Auditor General said that the operating model for public housing is unsustainable and that this situation had developed over at least the last decade.

A wide range of options were developed for public feedback by mid 2012. At the time of writing this report, additional information regarding any changes that were to be made as a result was unavailable.

VICTORIA IN FUTURE 2012

Department of Transport, Planning & Local Infrastructure, 2012

Victoria in Future 2012 (VIF) outlines the Victorian Government's official population and household projections. VIF provides information at State-wide, regional, metropolitan and local government levels. The projections for individual local government areas cover the period from 2011 until 2031.

VIF 2012 projects that Victoria's population will increase from 5.6 million in 2011 to 8.7 million by 2051, an increase of approximately 64 percent. Based on current trends, overseas migration is expected to be the largest driver of population change in Victoria over this period. Household growth is expected to increase even faster based

on current trends in age structure and household formation, resulting in a decreased household size.

VIF 2012 also projects that the population of Monash will increase to approximately 200,500 by 2931, an increase of approximately 20,500 from 2011. The number of households is anticipated to increase by 10,823 during this time period.

It is noted that VIF projections are updated periodically, to reflect changes in Australian Bureau of Statistics data, and therefore these projections may change.

STATE PLANNING POLICY FRAMEWORK

Department of Transport, Planning & Local Infrastructure

At the time of writing, the State Planning Policy Framework (SPPF) was under review to update the key strategic directions and maps that were identified in *Plan Melbourne* and the eight Regional Growth Plans, which collectively provide a framework for the whole of Victoria. The updated SPPF is due to be completed by April 2014.

The current SPPF sets the key policy direction for state planning issues. Under the existing policy framework, Clause 11 'Settlement' was a key mechanism for implementing the previous metropolitan plans, *Melbourne 2030* and *Melbourne @ 5 Million*, which specifically encourages:

The build up of activity centres as a focus for high-quality development, activity and living for the whole community by developing a network of activity centres.

Support for the role and function of the centre given its classification, the policies for housing intensification, and development of the public transport network.

Higher density developments on sites that is well located in relation to Activity Centres and public transport.

Employment corridors with multiple employment opportunities along a selected number of high capacity public transport corridors.

Housing stock that matches changing demand by widening housing choice, particularly in the middle and outer suburbs.

Support for a wide range of income groups to choose housing in well-serviced locations.

The identification of strategic redevelopment sites for large residential development.

Planning for growth areas to ensure a mix of housing types and higher housing densities around Activity Centres.

A sufficient supply of land available to meet forecast demand.

An adequate supply of redevelopment opportunities within the established urban area.

Appropriately designed development that responds to its landscape, valued built form and cultural context.

Other relevant Clauses of the SPPF that apply to this strategy are Clause 16 which addresses housing, Clause 17 which relates to economic development and Clause 18 which relates to transport.

Local Government strategies and planning schemes are required to be consistent with the SPPF.

2.2 MUNICIPAL STRATEGIC STATEMENT

The current *Municipal Strategic Statement* (MSS) was prepared in 2005 and approved in 2009, incorporating the *Monash Housing Strategy 2004* into the *Monash Planning Scheme* for the first time. Due to the release of key State Government publications such as *Plan Melbourne*, and *Victoria in Future* in the intervening period, certain strategies and objectives of the MSS require a further update to account for the latest State policies and population projections.

Council is currently reviewing its Planning Scheme, as required to be done on a periodic basis under the *Local Government Act*. The work which has led to the production of the draft *Monash Housing Strategy 2014* has also informed the Monash Planning Scheme Review.

VISION (CLAUSE 21.03)

Clause 21.03 outlines the vision for the municipality, with the following relevant key strategic directions:

- Encourage high rise residential development to locate within the Glen Waverley and Oakleigh Activity Centres.

- Encourage medium rise development to locate in the Brandon Park, Clayton and Mount Waverley Activity Centres.

- Conserve locally significant residential, commercial and industrial heritage buildings, places, streetscapes and natural environments.

- Identify areas for revitalisation of older industrial premises.

- Maintain and enhance the established Garden City Character of Monash on both private and public land, including along main roads.

- Identify existing treed environments where the special leafy character valued by the community is to be protected by the Vegetation Protection Overlay.

- Maintain visually significant sites that enhance the image of Monash.

RESIDENTIAL DEVELOPMENT (CLAUSE 21.04)

Council's objective for residential development in Monash is to be balanced in providing a variety of housing styles while remaining sympathetic to existing neighbourhood character.

The Clause identifies the need for a variety of housing styles, and acknowledges the State policy to encourage higher housing densities near transport hubs and activity centres. It notes that the neighbourhood character in residential areas is to be enhanced through the identification of preferred areas for medium to high rise residential development within Principal and Major Activity Centres. Outside these

areas, new residential development is to be low rise, with exceptions where there is an approved structure plan to support an alternative height.

ACTIVITY CENTRES (CLAUSE 21.06)

This Clause recognises the range of Centres within the City of Monash and their different roles. It notes that Council is committed to maintaining and enhancing the cosmopolitan range of business activity centres across the municipality to continue to meet community needs and preferences for retail, entertainment, office and other commercial services. These activities contribute to the significant level of economic activity and employment in Monash.

These Centres range in scale and function from Glen Waverley, which has experienced major renewal and redevelopment in the past decade, medium scale centres such as Oakleigh, Clayton, Brandon Park and Mount Waverley, and smaller scale centres including Pinewood, Wheelers Hill, Waverley Gardens, Syndal and Hughesdale.

The importance of the Monash Technology Precinct (expanded, and renamed in *Plan Melbourne* as the Monash National Employment Cluster) is recognised for the important role it provides as a key employment hub for south eastern Melbourne.

The following relevant general objectives and strategies were identified for these activity centres:

- To promote high rise residential development within the Glen Waverley and Oakleigh Activity Centres to support ongoing economic prosperity, social advancement and environmental protection.

- To ensure the provision of appropriate buffers and interface between commercial, residential and industrial land uses.

- Require new residential development to provide useable recreational areas, including private, communal and secluded open space areas that are well designed, integrated, functional, safe, solar oriented, well ventilated and meet the needs of future residents.

- Ensure new residential development achieves high quality architectural and urban design outcomes that positively contribute to neighbourhood character.

- Promote and facilitate housing projects that will result in a mix of housing types including mixed use developments in appropriate locations, such as “shop top” dwellings within activity centres, as well as over car-parks and other appropriate areas.

- Consider the interface between activity centres and residential areas to minimise and / or manage any impact on the residential character and loss of amenity through innovative and high quality architectural design, appropriate setbacks and landscaping.

- Address the current decline of some smaller activity centres by encouraging redevelopment to residential/office or other mixed uses and by streetscape improvements.

Encourage medium to high rise development (4- 10 storeys) within the Glen Waverley Activity Centre that results in integrated housing, workplaces, shopping, recreation and community services and provides a mix and level of activity that attracts people, creates a safe environment, stimulates interaction and provides a lively community focus. High rise development should be located towards the middle of the centre, except where an adopted Structure Plan, or some other mechanism, has identified an appropriate height limit.

Encourage medium to high rise development (4-8 storeys) within the Oakleigh Activity Centre that results in integrated housing, workplaces, shopping, recreation and community services and provides a mix and level of activity that attracts people, creates a safe environment, stimulates interaction and provides a lively community focus. High rise development should be located adjacent to the Oakleigh railway station, except where an adopted Structure Plan, or some other mechanism, has identified an appropriate height limit.

Encourage medium rise residential development within the Clayton, Brandon Park and Mount Waverley Activity Centres.

WHEELERS HILL NEIGHBOURHOOD ACTIVITY CENTRE STRUCTURE PLAN (CLAUSE 21.06A)

The Wheelers Hill Neighbourhood Centre is divided into two precincts, the Ridge Precinct and the Shopping Centre Precinct. The Structure Plan also identifies an Interface Area, which includes land within 400 metres of the activity centre.

The Ridge Precinct is the preferred location to provide a more diverse range of dwellings mainly through medium density buildings. Single and mixed use buildings are also acceptable. Residential development within the Shopping Precinct may consist of medium rise residential apartments however this type of use is not a key objective. The vision for the Interface Area is to continue to provide housing for families in single and two storey detached dwellings.

The relevant objectives and policy in the structure plan are as follows:

- Be compact and moderate in scale and height.

- Ensure minimal impacts on adjoining residences through appropriate design of building siting, heights and bulk.

- Facilitate the redevelopment of 161 – 169 Jells Road for medium rise residential development.

- Facilitate the redevelopment of 86g Ferntree Gully Road for medium rise residential development.

- Facilitate and support the development of aged accommodation close to the shopping centre, particularly on 21 Coniston Drive if the opportunity arises.

HERITAGE (CLAUSE 21.12)

This policy applies to all areas under the Heritage Overlay, and is identified in the *Monash Heritage Study 1999*. The key objectives and strategies established in this Clause are as follows:

- To conserve heritage buildings and areas and allow for their sensitive redevelopment.

Conserve places and buildings identified as having architectural, cultural or historical significance.

Ensure that development does not adversely impact places of heritage significance.

Recognise that the potential for higher density development is diminished in identified heritage areas.

Identify neighbourhoods or areas of cultural interest within the City to establish any social and cultural housing requirements and/or precedents.

OAKLEIGH MAJOR ACTIVITY CENTRE STRUCTURE PLAN (CLAUSE 21.15)

The vision for the Oakleigh Activity Centre is identified in the local policy to be an:

... Attractive, safe and highly accessible place where people can access shops and services to meet most of their daily and weekly needs.

It will be a vibrant and prosperous Activity Centre, which retains its strong sense of identity and its multi-cultural character. It will remain the focal point for the community, fostering its social and cultural development.

The centre will provide a range of employment opportunities in enterprises that provide a diverse range of services.

It will provide a diverse range of residential buildings to enable a greater choice of housing for the community.

The centre comprises six precincts, surrounded by a residential interface area covered by the Heritage Overlay.

Key principles of this policy are:

To enhance the structure and function of the centre by supporting its continuing development as a vibrant and prosperous activity centre.

To develop the Oakleigh Activity Centre as a mixed use activity centre incorporating retail, commercial, cultural, civic, and residential uses.

To promote the Oakleigh Activity Centre as a focal point for the community, fostering its social and cultural development.

Maintain the activity centre with an appropriate retail mix in the context of competition from larger centres and new forms of retailing.

Enable increased diversity and density of dwellings in the activity centre.

Facilitate commercial and housing development within the activity centre in a manner which supports the preferred future character for the centre; and avoids conflicts with surrounding land uses.

Ensure new development, adjacent to existing residential development located within the interface of the activity centre respects and integrates with the scale, siting and character of the prevailing built form.

2.3 LOCAL PLANNING POLICIES

RESIDENTIAL DEVELOPMENT AND CHARACTER POLICY (CLAUSE 22.01)

This policy applies to all residential land, other than land in a Heritage Overlay. The purpose of the policy is to provide certainty for local residents and developers, and to ensure that new development is successfully integrated into existing residential environments, with minimal impacts to amenity or the streetscape.

The objectives of the policy are:

- To build upon the important contribution that landscaping makes to the Garden City Character of Monash.

- To encourage new development to achieve architectural and urban design outcomes that positively contribute to neighbourhood character having particular regard to the desired future character statement for the applicable residential character type.

- To encourage the provision of a variety of housing types to accommodate future housing needs and preferences that are energy efficient and sustainable.

- To encourage building practices and housing preferences that are energy efficient and sustainable.

- To encourage high rise residential development to locate within the Glen Waverley Principal and Oakleigh Major Activity Centres.

- To encourage medium rise residential development to locate within the Clayton, Brandon Park and Mt Waverley Major Activity Centres.

In other areas new residential development will generally be low rise. The exceptions will be where there is an approved Structure Plan or other planning mechanism in place or where individual circumstances support an alternate height.

OTHER RELEVANT LOCAL POLICIES

The LPPF also includes the following local policies which were considered in the development of the *Monash Housing Strategy 2014*:

- Monash Technology Precinct Policy (Clause 22.02)

- Industry and Business Development and Character Policy (Clause 22.03)

- Stormwater Management Policy (Clause 22.04)

- Tree Conservation Policy (Clause 22.05)

- Wheelers Hill Neighbourhood Activity Centre Policy (Clause 22.06)

- Heritage Policy Clause (22.07)

- Non-Residential Use and Development in Residential Areas (Clause 22.09)

- Student Accommodation Policy (22.10)

2.4 OTHER COUNCIL DOCUMENTS

ACTIVITY CENTRE PLANS

MONASH SPECIALISED ACTIVITY CENTRE: STRATEGIC PLANNING FRAMEWORK

Beca, Essential Economics & the City of Monash, 2008

The Strategic Framework Plan was developed to provide guidance and direction for land use and development within the Monash Technology Precinct to enhance economic growth through its specialised role. The identified vision for the Monash Technology Precinct is:

A world class precinct which hosts a wide mix of businesses and institutional activities, collaborating to provide leadership in education, health, research and innovation in an attractive working environment which encourages and values cultural diversity.

The Monash Specialised Activity Centre Strategic Framework Plan highlights the importance of providing adequate business support services within the precinct, such as accommodation, conference centres and office supplies stores. It found that a precinct based solely on technology-related businesses and organisations is likely to be unattainable. A more appropriate model is one which combines a mix of technology related businesses, supporting businesses and non-technology related businesses. This model would encourage further technology and research activities, while allowing the precinct to maximise commercial opportunities.

The plan concludes that supporting enterprises in service provision and other roles should not be discouraged based solely on the fact that they are not technology-oriented activities. Alternative uses that contribute to economic development and the high profile of the centre need to be encouraged.

Current planning controls that restrict the development of short-term accommodation to support core uses were an identified weakness. The strategy states that in order to capitalise on commercial opportunities within the precinct, the potential development of specialised accommodation should be an option, especially with respect to student accommodation and short-term visitor accommodation associated with the needs of the precinct. There have been several speculative attempts over recent years to develop an upmarket hotel within the precinct. However, consultation processes revealed that the current business demand for such a facility was relatively low and met by nearby hotels and motels.

The study found that the development of the Australian Synchrotron within the precinct created a need for a lower level accommodation (two to three stars), such as hotels or serviced apartments. A careful approach to hotel development applications was advised, with the onus being on applicants to demonstrate market demand.

The strategy found a number of sites in the SAC were underutilised or vacant and had the potential for redevelopment.

In relation to housing, the following priority was identified:

Prepare a planning scheme amendment to encourage changes to the State planning provisions to allow both the development of a Special Zone for the SAC and the flexibility in decision making with regard to the provision of specialist accommodation in the precinct.

OAKLEIGH MAJOR ACTIVITY CENTRE STRUCTURE PLAN

City of Monash, 2010

The Oakleigh Activity Centre Structure Plan establishes objectives and development controls, with a mix of building heights ranging from 1 to 8 storeys. The stated vision for the activity centre is listed in the local policy (Clause 21.15).

The structure plan is proposed to be implemented through appropriate planning zones and overlays. The structure plan designates five precincts within the centre, with a number of strategic development sites considered suitable for change.

The objectives and strategies for the structure plan in relation to housing are:

To increase residential accommodation that provides housing diversity and choice, including affordable housing, within the activity centre.

To ensure that residential amenity standards for both new and existing residential development are adequate and maintained.

To encourage the development of medium to high rise residential development (4 to 8 storeys) on appropriate sites within Precinct 3 – Commercial Periphery of the activity centre.

To ensure that buildings are designed to have regard to the specific needs and requirements of all people including those with limited mobility.

Encourage the use of the upper levels of existing buildings within the Village Precinct with emphasis on the provision of residential, shop-top housing.

Enhance and expand the broad mix of commercial and residential land uses that support the viability of the activity centre.

Encourage and promote the appropriate redevelopment of the Strategic Development Sites within the activity centre.

BRANDON PARK MAJOR ACTIVITY CENTRE STRUCTURE PLAN

City of Monash, 2013

The vision for the Activity Centre is as follows:

The Brandon Park Activity Centre will be an attractive, safe and highly accessible place where people can access shops and services to meet most of their daily and weekly needs.

The centre will provide a range of employment opportunities in enterprises that provide a diverse range of services to the community.

The centre shall include elegantly designed medium scale residential buildings to enable a greater choice of housing for the community.

The activity centre was divided into eight precincts, surrounded by a residential interface area, with the following relevant objectives and strategies:

To develop as a vibrant activity centre with a broad mix of uses appropriate to the needs of its customers.

To provide a focal point for the community, fostering social and cultural interaction and development.

To promote medium rise residential development within the activity centre, to support ongoing economic prosperity, social advancement and environmental protection.

To ensure the provision of appropriate buffers and interfaces between commercial, residential and industrial land uses.

Require new residential dwellings to provide useable recreational areas, including private communal and secluded open space areas that are well designed, integrated, functional, safe, solar oriented, well ventilated and meets the needs of future residents.

Ensure new residential development achieves high quality architectural and urban design outcomes that positively contribute to neighbourhood character.

Promote and facilitate residential housing projects to locate in the activity centre with access to public transport services and other community facilities.

CLAYTON COMMUNITY ACTION PLAN

City of Monash and City of Kingston, 2004

The *Clayton Community Action Plan* was developed in partnership with the local community and Kingston City Council to improve the Clayton Activity Centre. It consists of actions related to social inclusion, community wellbeing, economic prosperity, amenity and community safety. Members of the local community and a range of other key stakeholders are responsible for the implementation of the plan.

The relevant objectives of the plan are to:

Support international students so that their time in Australia is positive.

Support emerging culturally and linguistically diverse (CALD) communities and enhance their resilience.

Improve the liveability of Clayton and surrounding suburbs through sustainable development in accordance with *Melbourne 2030*.

Address issues related to housing in the local area, specifically rooming houses, international students and the availability of social and affordable housing.

2.5 ZONES AND OVERLAYS

A variety of zones and overlays apply across Monash for the purpose of implementing the State and local planning policy frameworks. The key zones and overlays of relevance to the implementation of housing objectives are:

Residential 1 and 2 zones: covering the majority of Monash's residential areas. Council has recently adopted a Planning Scheme Amendment to translate these zones into Residential Growth, General Residential and Neighbourhood Residential Zones.

Commercial 1 Zone: covering the majority of Activity and Neighbourhood Centres.

Special Use Zone: covering the Monash Technology Precinct.

Industrial 1 Zone: covering employment areas, some of which are closely associated with activity centres.

Design and Development Overlay: outlining design objectives for specific locations.

Development Plan Overlay: setting out design requirements for specific redevelopment sites, including the Glen Waverley railway site and the Ashwood Chadstone redevelopment⁷.

Heritage Overlay: identifying places of heritage significance.

Neighbourhood Character Overlay: setting out standards aimed at achieving the preferred neighbourhood character for the Waverley Park development.

Vegetation Protection Overlay: identifying areas where vegetation makes a significant contribution to local character.

2.6 CONCLUSIONS AND IMPLICATIONS

The Commonwealth, State and local policy context analysis identifies a number of issues to be addressed, and strategic directions to be implemented, by the housing strategy.

INFILL DEVELOPMENT, HOUSING AFFORDABILITY AND SPECIALISED HOUSING

Strong population growth and falling household sizes have increased the need to support more infill development within established areas of Australia's major cities, with Melbourne being under the greatest pressure at a national scale.

ACTIVITY CENTRES, STRATEGIC DEVELOPMENT SITES AND URBAN RENEWAL AREAS

The lack of greenfield land supply in Monash creates the need to facilitate infill development through the identification of potential redevelopment sites. Government policies direct the majority of infill residential development to be located within or close to Activity Centres, or public transport corridors. The Huntingdale to Yarraman Station Corridor and Glen Waverley Station Urban Renewal Area, identified in *Plan Melbourne*, is also intended to provide for substantial increases in residential development. The Metropolitan Planning Authority has been delegated to prepare structure plans and rezoning for residential and mixed-use within the Urban Renewal Areas.

⁷ Port Phillip Housing Association, 2010

MONASH NATIONAL EMPLOYMENT CLUSTER

The Monash National Employment Cluster contains a number of significant institutions and businesses, such as Monash University and the Australian Synchrotron, that create a demand for short-term local accommodation. Schedule 6 to the Special Use Zone which applies to the majority of the cluster prohibits the use of land for the purposes of Accommodation. This prohibition warrants further review, as part of the process for more detailed strategic planning required to deliver *Plan Melbourne*.

INDUSTRIAL LAND

Within Monash, there is a significant amount of industrially zoned land within the municipality. Recent analysis indicates the importance of retaining industrial zoned land for current and future employment needs and this is reflected in the draft Monash Land Use Industrial Strategy. The draft Industrial Strategy forms part of the Planning Scheme Review, and this review will shortly be the subject of consultation with the community. Opportunities for residential uses on land currently used for industrial purposes appears unlikely, however this will be further considered as part of the Planning Scheme Review consultation.

APPROPRIATE PLANNING PROVISIONS FOR THE POTENTIAL RAIL CORRIDOR WILL NEED TO BE INVESTIGATED

Plan Melbourne highlights the Huntingdale to Yarraman Station (Noble Park) Corridor and the Glen Waverley Station Urban Renewal Area as a future focus for urban renewal. The full implication of this is yet to be understood. Further work will be needed in order to understand the implications of State policy for the area, particularly concerning the relationship between the area and the existing activity centre hierarchy within which it sits. From the perspective of Monash, the role of the Monash National Employment Cluster within this context will be of particular significance.

MUNICIPAL STRATEGIC STATEMENT AND PLANNING POLICIES

The Planning Scheme is required to be reviewed periodically under legislation. In undertaking this review, against the issues within this Strategy, a number of areas for updating have been identified.

The Municipal Strategic Statement (MSS) requires updating to include recently released State policies, population projections and demographic changes. The increasing need for more housing that is specialised and affordable should be strengthened in the policies of the MSS.

The Local Planning Policy Framework (LPPF) encourages medium to high rise development at the Glen Waverley and Oakleigh Activity Centres, and medium rise development at the Clayton, Brandon Park and Mt Waverley Activity Centres. In order to facilitate this type of development, structure planning in activity centres should be completed or updated to identify where these opportunities may occur. This would enhance certainty and clarity for both developers and community members.

Clause 21.04 'Residential Development' and Clause 22.01 'Residential Development and Neighbourhood Character' should be reviewed to ensure that they support the facilitation of diverse housing types in established areas. The present focus of Clause

22.01 is to preserve existing character, rather than establish a desired character in areas where change is supported. Furthermore Clause 21.04 seeks to restrict medium and higher density developments in residential areas unless they are identified in a structure plan. In light of contemporary and projected community needs, both clauses should be reviewed to ensure that they are supportive of future housing objectives, while preserving and enhancing valued aspects of urban character and amenity.

3

HOUSING TRENDS IN AND IMPACTING ON THE CITY OF MONASH

3.1 NATIONAL

STATE OF SUPPLY REPORT 2011

Commonwealth of Australia, National Housing Supply Council

The *State of Supply Report 2011* outlines the former National Housing Supply Council's projections for housing demand and supply over the next 20 years, and assesses the adequacy of construction rates and land supply to meet future needs. The report raises concerns about the future adequacy of housing supply due to the inhibiting impact of some development assessment and rezoning processes.

The report recognises that most State governments face difficulty in adding new supply through infill development. Community opposition was found to be a significant barrier to infill and medium density development, as there is wide spread resistance to the view that past patterns of construction and urban development are unsustainable.

Melbourne was identified as the city facing some of the greatest pressures for growth over the next 20 years, accounting for 19 percent of the projected national demand. The ageing population and changes in predominant household types are expected to increase underlying demand for medium and higher density dwellings, while demand for separate houses is expected to increase less quickly.

The gap between total underlying demand and supply is expected to increase by approximately 80,500 dwellings annually, meaning that housing will remain unaffordable for many households. The strong demand for housing resulting from population growth, coupled with falls in residential construction in many submarkets, are expected to lead to tighter rental markets.

3.2 STATE

URBAN DEVELOPMENT PROGRAM 2013

Department of Transport, Planning and Local Infrastructure, 2013

The *Urban Development Program* (UDP) provides an analysis of supply and demand for residential (broadhectare and major redevelopment projects) and industrial land across metropolitan Melbourne and the Geelong region. The purpose of this document is to assist in providing an adequate supply of residential and industrial land to meet the needs of existing and future generations.

According to recent population projections there is a need to provide 600,000 additional homes over the next 20 years. The UDP identified that there is approximately 10 years total supply of broadhectare land across Melbourne's growth areas. This suggests that infill development will need to supply a substantial amount of housing in order to protect the existing urban growth boundary.

Urban Development Program Residential Redevelopment Data for 2012-2013 shows that, as of July 2013, there were 179,400 dwellings in identified residential redevelopment projects, being residential redevelopment projects either under construction or anticipated to be constructed in the next 10 years. It does not include projects which will yield less than 10 dwellings, as these are unpredictable. However,

analysis of past dwelling development indicates that about half of all dwelling additions in established areas come from these smaller scale developments.

It notes that 'Projects of four storeys or greater are largely concentrated inside activity areas (which includes the CBD), while those of less than four stories tend to be outside activity areas'.

Only two residential redevelopment projects are identified in or adjoining the Glen Waverley Activity Centre in the 2012-2013 UDP, with a total of 116 dwellings between them. Compared to most activity areas, this is a relatively low projected dwelling yield. For example, the Oakleigh Activity Centre contains 9 projects with a projected yield of 469 dwellings.

HOUSING DEVELOPMENT DATA

Spatial Economics for the Department of Transport, Planning and Local Infrastructure, 2012

Housing Development Data was prepared for the years 2004 to 2011 to identify a current and highly accurate count of existing dwelling stock, the incidence of new dwelling construction, and the supply of vacant residential allotments across all municipal areas within metropolitan Melbourne. This data was collated principally through digital analysis of aerial photography and property boundaries to identify changes in the development and use of land for housing on a lot by lot basis. Below are some of the key findings for the City of Monash:

At December 2011, there were approximately 66,350 residential dwellings.

There was an average net addition from 2004 to 2011 of 555 dwellings.

There was an annual dwelling stock increase of 0.9 percent over the period of 2004 to 2011, compared to an increase of 1.9 percent per annum across Metropolitan Melbourne.

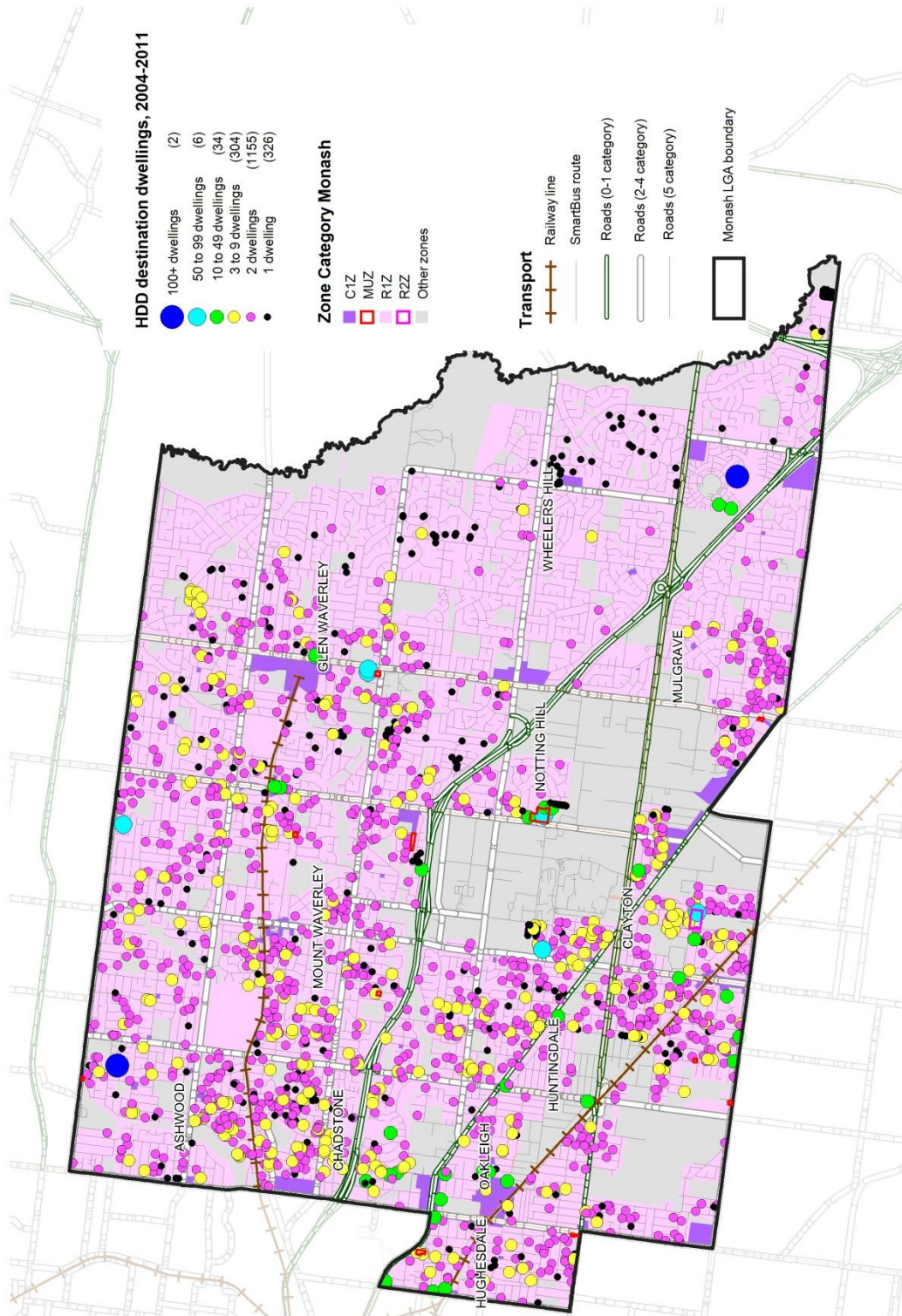
69 percent (1,302) of residential development projects yielded between 1 to 2 new dwellings.

Residential development projects that yielded over 20 dwellings per project contributed 20 percent (686) of all new dwellings, but comprised less than 1 percent of all construction projects (25 projects).

93 percent (3,217) of all new dwelling construction was on land zoned Residential 1, while 2.4 percent (83) were on land zoned Business 1 and 2.1 percent (73) on land zoned Mixed Use.

The greatest average increases of dwelling stock by suburb were Mulgrave (119 dwellings per annum), Mount Waverley (82 dwellings per annum), Clayton (71 dwellings per annum) and Glen Waverley (53 dwellings per annum).

COMPLETED DWELLING PROJECTS IN MONASH 2004 – 2011



Source: Spatial Economics and DTPLI, 2013-2014

Figure 3A provides an overview of the construction and demolition activity in Monash from 2004 to 2011.

FIGURE 3A: RESIDENTIAL DEVELOPMENT ACTIVITY BY SUBURB, 2004 TO 2011

Suburb	No. of construction projects	Net new dwellings	Housing Stock 2011
Ashwood	177	89	2518
Burwood	36	147	913
Chadstone	263	269	3340
Clayton	342	509	5687
Glen Waverley	708	557	14975
Hughesdale	110	183	2920
Huntingdale	23	48	742
Mount Waverley	770	524	12926
Mulgrave	195	806	6752
Notting Hill	35	221	844
Oakleigh	112	254	2959
Oakleigh East	135	153	2457
Oakleigh South	90	70	2056
Wheelers Hill	142	56	7261
Monash LGA	3138	3,460	66350

Source: Spatial Economics and DTPLI, 2013-2014

3.3 REGIONAL

EASTERN REGIONAL HOUSING STATEMENT 2006

Eastern Regional Housing Working Group

The *Eastern Regional Housing Statement (2006)* provided a strategic framework to plan for the housing needs of the region's projected population and household growth to 2031. The statement was prepared by the Eastern Regional Housing Working Group, of which Monash is a member. While the Statement is no longer required, or used by State Government, it provided a basis for planning for housing needs within the member Councils. It also provides a useful starting point for the preparation of Sub-Regional Plans, as required under *Plan Melbourne*.

REGIONAL VISION

The housing vision for the eastern region is as follows:

The Eastern Region will be a region where a diverse range of housing meets the needs of all current and future residents.

The Region's outward growth will be limited. New housing will maintain the high amenity of established residential and 'leafy green' residential suburbs, bushland residential areas and the environmental and landscape significance of the Dandenong Ranges, waterways, green wedges and national parks.

New housing will be well-located in relation to infrastructure, services, facilities, employment and a range of transport options, including public transport. New and upgraded infrastructure, services and facilities will be coordinated and timed to support new housing and to meet the needs of the existing and future community.

Housing will be designed to achieve high standards of amenity, liveability and sustainability while encouraging cohesive communities.

Increased opportunities for affordable housing will be sought across the region.

REGIONAL OBJECTIVES

In order to meet the needs of the eastern region and realise the vision of the housing statement, seven objectives were identified:

1. Ensure the location of future housing is planned and managed to maintain and enhance the region's liveability.
2. Ensure that housing development in dispersed residential locations maintains and enhances the valued character of the location and is designed to be sustainable and to engender a sense of community.
3. Ensure a diverse range of housing choices are available across the region to respond to changing household needs.
4. Ensure the design and built form of new residential development is sustainable, appropriate to the character of its location and engenders a sense of community.
5. Ensure that new housing makes the most efficient use of available social, physical and transport infrastructure and services and new social, physical and transport infrastructure and services are timed and delivered to support new housing.
6. Improve access to social and affordable housing across the region and facilitate affordable household running costs.
7. Ensure integrated planning to retain, and provide good access to, economic and employment opportunities within the region.

The identified vision and objectives provided the framework of the key actions in this strategy.

3.4 LOCAL

MONASH INITIATIVES FOR HOUSING CHOICE AND AFFORDABILITY IN NEW RESIDENTIAL DEVELOPMENT

MacroPlan Australia, 2008

Monash Initiatives for Housing Choice and Affordability in New Residential Development is a research report commissioned by the City of Monash. It found the housing supply

in Monash fairly homogenous and that the local market failed to accommodate for the diverse needs of residents in terms of age and income.

The report found that 44 percent of households in the City of Monash are at high risk of housing stress, with one in five households earning under \$500 per week, and a further 24 percent earning less than the national average weekly household income of \$1,000 per week⁸.

The report confirms that median house prices recorded in Monash have been consistently above the Melbourne average from 1996 to 2006, as illustrated in [Figure 3B](#).

The high median house prices in Monash mean that some residents are priced out of the housing market, while others are under significant housing stress. Lone person households, one parent families and couples without children identified as being likely to have difficulties affording housing in the municipality.

The key findings of the report are:

The Monash housing market is fairly homogenous and fails to accommodate the diverse needs of its residents in terms of age and income.

The majority of new housing provided in the market does not appear to satisfy current and future needs.

Property prices in Monash doubled between 1996 and 2001.

43 percent of residents surveyed as part of the project would consider downsizing their homes.

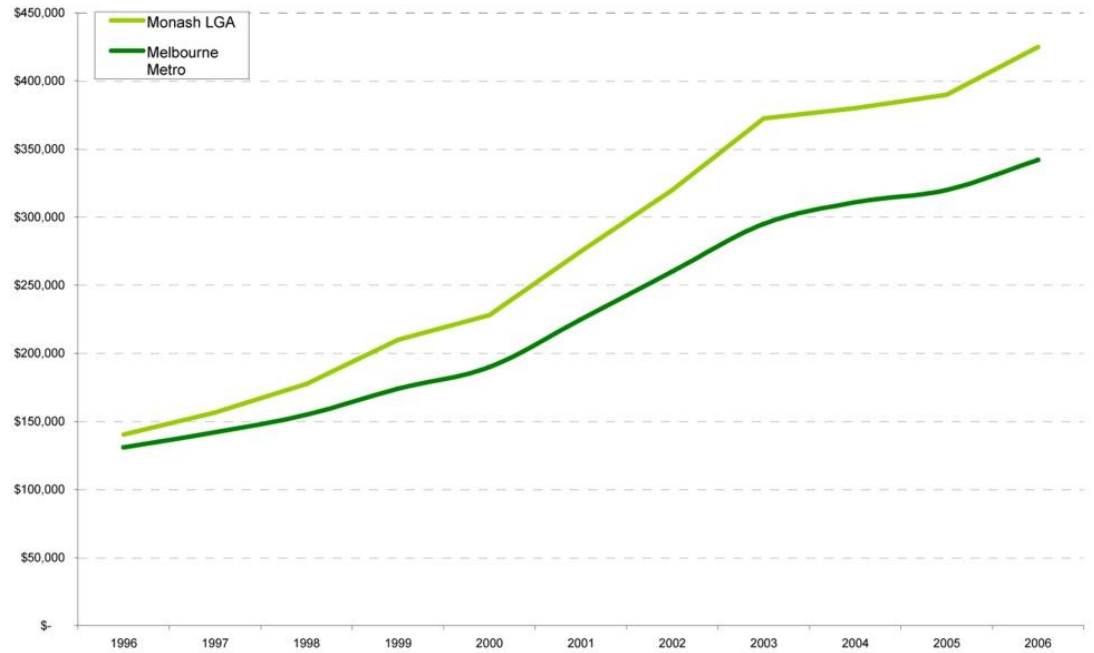
Generally, developers interviewed as part of the project were not interested in providing affordable housing due to the detailed nature of current planning requirements, the length of processing time and a lack of available land.⁹

The average value of building approvals in Monash increased by 60 percent from approximately \$125,000 to \$200,000 between the years 2000 and 2006.

⁸ ABS Census data, 2006

⁹ Research undertaken by the Australian Housing and Urban Research Institute confirms that although developers are concerned about the planning-related costs of development, they are more concerned about non-financial barriers, such as planning scheme complexity, uncertain time frames and unpredictable costs (AHURI, 2010).

FIGURE 3B: MONASH AND MELBOURNE MEDIAN HOUSE PRICES 1996-2006



Source: MacroPlan, 2008.

The assessment concluded that housing affordability was an issue for the municipality, and recommended the following priorities to deliver a variety of housing options over the next 5 to 10 years:

LONG TERM

- Advocate for 'as of right' status for preferred development types
- Review Council's planning standards
- Conduct a land audit
- Use the Residential 2 Zone to promote development in appropriate locations
- Lobby State Government to provide further guidance / direction on the issue of affordability

SHORT TERM

- Investigate different models which could deliver affordable housing
- Review previous planning applications
- Provide planning guidance notes

The report and its recommendations have not been adopted by Council. Full details of the recommended initiatives are outlined in [Appendix A4](#).

URBAN INFILL: EXTENT AND IMPLICATIONS IN THE CITY OF MONASH

Phan, Peterson & Chandra, 2008

This academic research paper explores the extent and location of urban infill development between 2000 and 2006 in the City of Monash. It finds that, despite

State and local policies that promote the concentration of new infill development around railway stations, a relatively small proportion of development actually occurred in the vicinity of railways stations. Instead, the majority of new infill development occurred in a dispersed manner throughout the suburbs due to the larger lot sizes, which are more conducive for infill development and are scattered throughout the municipality.

Figure 3C illustrates the change in dwelling structure type in Monash between 2001 and 2006.

FIGURE 3C: NUMBER OF DWELLINGS BY DWELLINGS STRUCTURE TYPE 2001-06

Dwelling type	2001 (no. & %)	2006 (No. & %)	Change (no. & %)
Separate house	47,697 84.7%	47,043 79.7%	-654 -1.4%
Semi-detached, row or terrace house	4,051 7.2%	5,766 9.8%	1,715 42.3%
Flat, unit or apartment	4,569 8.1%	6,199 8.8%	1,630 35.7%
Total	56,317 100.0%	59,008 100.0%	2,691 4.8%

Source: Phan et al, 2008 (table adapted)

The table shows that between the 2001 and 2006 census the number of dwellings in Monash rose by 4.8 percent. During that time the population rose by 3.21 percent from 156,898 to 161,936.

Due to the absence of greenfield opportunities in Monash, development was dominated by infill housing. The number of separate houses fell by 1.4 percent; while the number of semi-detached, row or terrace houses rose by 42.3 percent; and flats, units and apartments rose by 35.7 percent.

The study also found that only 7.2 percent additional dwellings were constructed within 400m of a railway station, while 35.7 percent were constructed within 800m.

Key findings of the study were:

Small scale infill development was the predominant form of urban change in Monash, driven largely by property owners and small builders and developers.

The location of infill development was influenced by the size of the lot and the age of the existing dwelling situated on it as these characteristics determined whether the site could be profitably redeveloped.

Topographic characteristics did not strongly influence the probability of a land parcel being subdivided.

In Monash, as proximity to railway stations increases the size of lots decreases, serving as an economic disincentive to redevelopment in the areas preferred by State and local policy.

The development market in Monash is essentially opportunistic, with any lot that is large and old enough likely to be redeveloped regardless of its location.

Development of infill housing in a dispersed manner throughout Monash is unlikely to achieve the transport benefits anticipated by *Melbourne 2030* as new residents are likely to adopt the same motorcar-reliant behaviours as existing residents.

AMENDMENT C57 PANEL REPORT

Planning Panels Victoria

Amendment C57, approved in July 2009, amended the *Monash Planning Scheme* to implement the current MSS and Local Planning Policy Framework, including:

- modifying Clause 21.04 Residential Development, in particularly updating the character areas to introduce Character Type G for recent residential estate subdivisions, deleting reference to the Investigation Areas, identifying the Principal and Major Activity Centres as suitable for higher and medium density residential development, and including the Monash Housing Strategy 2004 as a reference document within the Scheme.
- Minor changes to Clause 22.01 Residential Development and Character Policy were made to clarify Council policy intent for residential development and to introduce a new Character Type G for recent residential estate subdivisions.

The review work for Amendment C57 was undertaken in 2003.

In its report the independent panel encouraged Council to be pro-active in undertaking strategic planning work to identify areas for alternative forms of residential development to meet the goals established in the *SPPF* and *Melbourne 2030*. This would involve the promotion of sustainable developments close to fixed rail, suitable for occupation by a range of households, and which would help conserve natural resources.

In relation to the current MSS, the Panel found that more work was required around activity centres in order to create opportunities for higher density residential developments to meet the needs of the population. It concluded that the preparation of structure plans for each activity centre was a matter of priority in order to support state policy.

The panel was concerned that only Glen Waverley and Oakleigh were nominated as preferred locations for 'high rise' residential development, particularly as it regarded the definition of 'high rise' (four storeys) as conservative. The Panel stated that the inclusion of arbitrary height limits in the policy prior to completion of further area-specific structure planning may result in them becoming the preferred or recommended height limits by default, rather than being based on a sound strategic review.

The Panel concluded that the residential, industrial and business policies largely reflected the status-quo and lacked the vision to guide future development and character in the municipality. In particular, the Panel considered that the activity centres located adjacent to fixed rail had the potential to support buildings that were higher than two storeys and were areas where change could be directed, thereby reducing the pressure on other low density residential areas.

The Panel also found the MSS could be more proactive in addressing the changing demands of an ageing population.

3.5 NEW RESIDENTIAL ZONES

The State Government has recently introduced a suite of new zones to replace the existing Residential 1 Zone, Residential 2 Zone and Residential 3 Zone in the Victoria Planning Provisions. Monash is currently utilising the Residential 1 and 2 Zones. The Mixed Use Zone (technically also a residential zone) has also been modified, although these changes are not discussed in this report. New commercial zones have also been introduced which provide opportunities for appropriately located and designed housing within commercial areas such as shopping centres.

Councils are required to identify suitable locations to apply the new suite of residential zones in order to deliver housing to support future population growth and to provide housing diversity, while protecting areas of special character. Council has up until July 2014 to implement the new zones, or the existing Residential 1 Zone will default to the General Residential Zone after this date.

The Table below describes the suite of new residential zones and outlines their role, the type of housing that can be expected in each, and a number of principles and criteria that need to be considered in applying the residential zones to a local area (as specified in the DTPLI Practice Note No. 78 *Applying the Residential Zones*):

RESIDENTIAL ZONE			PRINCIPLES IN APPLYING ZONES
Zone	Purpose	Likely application	Principles can be deducted from the purposes of the zones
Residential Growth Zone	Enables new housing growth and diversity in appropriate locations	In appropriate locations near activities areas, town centres, train stations and other areas suitable for increased housing activity such as smaller strategic redevelopment sites	<ul style="list-style-type: none"> – Locations offering good access to services, transport and other infrastructure. – Areas which provide a transition between areas of more intensive use and development and areas of restricted housing growth. – Areas where there is mature market demand for higher density outcomes.
General Residential Zone	Respects and preserves neighbourhood character while allowing moderate housing growth and diversity	In most residential areas where moderate growth and diversity of housing that is consistent with existing neighbourhood character is to be provided.	<ul style="list-style-type: none"> – Areas with a diversity of housing stock, diversity of lot sizes and a more varied neighbourhood character. – Areas where moderate housing growth and housing diversity is encouraged.
Neighbourhood Residential Zone	Restricts housing growth in areas identified for urban preservation	In areas where single dwellings prevail and change is not identified, such as areas of recognised neighbourhood	<ul style="list-style-type: none"> – Areas with a neighbourhood character that is sought to be retained. – Areas where more than 80% of lots currently accommodate detached dwellings. – Areas with neighbourhood Character

<p>character, environmental or landscape significance.</p>	<p>Overlays.</p> <ul style="list-style-type: none"> – Residential areas with heritage Overlays (such as larger heritage precincts, rather than individually recognised heritage sites) – Areas of identified environmental or landscape significance. – Areas which may not have good supporting transport infrastructure, facilities and services and are not likely to be improved in the medium to longer term.
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The DTPLI Practice Note also states that application of the zones must be based on sound strategic planning for residential areas to ensure that:

- Use and development in residential areas fits into the overall strategic planning of the municipality.
- Housing development is consistent with the housing needs and housing strategies.
- New housing demand, growth and diversity can be accommodated.
- In identified areas housing growth may be restricted or moderated.
- In identified areas new development respects and preserves existing neighbourhood character.
- Planning for residential areas takes into account matters such as heritage, environmental constraints and access to infrastructure, transport, employment, commercial and community facilities.
- The most appropriate residential zone is used to achieve strategic planning objectives.

SCHEDULES TO THE ZONES

The new zones provide planning authorities with the opportunity to specify additional provisions in their respective schedules. The Schedule to the Neighbourhood Residential Zone allows Councils to establish a maximum mandatory building height, set minimum lot sizes, specify the number of dwellings per lot, vary provisions in ResCode and provide additional application requirements and decision guidelines.

The Schedule to the General Residential Zone allows Councils to specify a maximum building height, require permit triggers for dwellings on lots of between 200 and 500 square metres, vary provisions in ResCode and provide additional application requirements and decision guidelines.

The Schedule to the Residential Growth Zone allows Councils to specify a maximum building height, vary provisions in ResCode and provide additional application requirements and decision guidelines.

AMENDMENT C119

On 28 January 2014, Council adopted a position to translate its existing residential zones into the Residential Growth Zone, General Residential Zone and Neighbourhood Residential Zone. It has requested that the Minister for Planning then approve this amendment, known as Amendment C119.

It is a State Government requirement that the new residential zones be implemented. On 1 July 2014, it is likely that all residential zones in Monash will be translated to a “generic” GRZ – General Residential zone. Amendment C119 pre-empts this change and retains in the Schedule to the zones, the development standards currently in the Monash Planning Scheme.

Council will then consider a more strategic application of the new residential zones, in the light of the recommendations of this *Monash Housing Strategy 2014*. Before that occurs, it is intended to seek community input into the directions and details of the draft Strategy, which may refine it accordingly.

3.6 CONCLUSIONS & IMPLICATIONS

AFFORDABLE AND SPECIALISED HOUSING NEEDS

An ageing population, migration and changes in household types will increase demand for medium density housing throughout the municipality and highlight the issue of affordability.

The *Monash Housing Strategy 2014* will need to ensure appropriate infill development is facilitated in a manner that addresses both housing needs and community expectations about urban design and character. This is further explored in the following chapters.

OPPORTUNITIES FOR MEDIUM TO HIGHER DENSITY DEVELOPMENTS

DTPLI monitors residential development activity by collecting annual Housing Development Data that provides information on the number and location of existing dwellings, vacant residential land and recent residential development across metropolitan Melbourne. Council has used this information to assess where higher density residential developments, as well as smaller infill development, are occurring, and have considered options for where they should occur in future. On-going monitoring, and updating against new data when available, will be important in ensuring the opportunities continue to meet the needs into the future.

A COOPERATIVE APPROACH IS REQUIRED TO ACHIEVE DESIRED OUTCOMES

Extensive internal and external consultation is required with developers, housing agencies, the State Government and internal Council departments to achieve the objectives of this strategy. Council will need to establish sound and ongoing relationships with stakeholders to ensure the provision of diverse and affordable housing is realised.

Council should also engage with the community about the need to provide affordable and higher density housing for local residents to encourage an acceptance of new development types. Recent research has confirmed that a high proportion of Monash residents would consider downsizing their current home.

MONASH RESIDENTIAL DEVELOPMENT FRAMEWORK

The release of *Plan Melbourne* has created an opportunity to revise and update the Monash Residential Framework. In addition, Council has adopted a range of new policies and strategies, including overarching directions set out in its *Vision 2021* long term vision and the Council Plan 2013-2017.

Plan Melbourne sets out a clear hierarchy of strategic locations and major infrastructure projects where development and change is to be directed. On the other hand, it also seeks to provide greater certainty in neighbourhood centres and neighbourhood residential precincts where change is to be moderated.

The reformed residential zones, which are an implementation mechanism for *Plan Melbourne*, offer an opportunity for Planning Authorities to more precisely target the location and form of housing change than was possible under the pre-existing suite of residential zones and policies.

Chapters 5 and 6 of this report recommend refinements to the existing Monash Residential Framework in response to these State and Local initiatives, and in the light of analysis of the population and policy issues outlined in Chapters 2 to 4.

4

DEMOGRAPHIC & HOUSING PROFILE ANALYSIS, DESIGN AND SUSTAINABILITY

4.1 DEMOGRAPHIC PROFILE

POPULATION & HOUSEHOLD PROJECTIONS

Victoria's population is expected to grow at a similar rate to the nation as a whole over the next thirty years, slowing from its current rate of approximately 1.5 percent per annum to approximately 1.1 percent by 2031. During this time the population is expected to grow from 5.6 million in 2011 to 7.3 million in 2031, an increase of approximately 1.7 million persons or approximately 30 percent. The majority of growth will occur as a result of overseas and interstate migration.

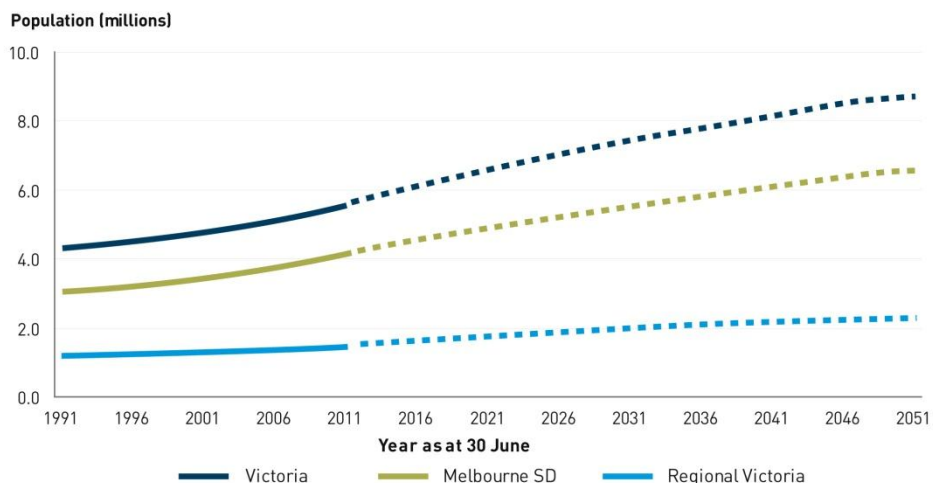
Although all of Victoria's major regional centres have experienced population growth in recent years, the majority of population growth will continue to occur in Melbourne where 90 percent of overseas migrants choose to settle and the majority of existing residents choose to stay. The Melbourne Statistical Division is expected to grow from 4.1 million persons in 2011 to 5.4 million in 2031, an increase of approximately 1.3 million. [Figure 4A](#) compares growth projections outlined in *Victoria in Future 2012* of growth in Victoria, regional Victoria and the Melbourne Statistical Division.

At the same time that population is growing, household sizes on average are getting smaller. This trend exacerbates the influence of population growth on the demand for dwellings as more dwellings are required to house the existing population notwithstanding expected growth. The number of households in Melbourne is expected to grow from 1.4 million to 2.3 million, or 57.8 percent, between 2006 and 2036.

Victoria in Future 2012 projects population and demographic profiles for individual municipalities up until the year 2031. The population of Monash is projected to increase from 179,010 in 2011 to 200,473 on 2031; an increase of 12 percent or 0.6% per year. The 21,463 additional persons are projected to form approximately 10,823 additional new households. This compares with the *Eastern Regional Housing Statement*, which identified a requirement for 13,500 households in Monash by 2031. By comparison, the number of dwellings increased from 56,827 to 65,498, an average increase of approximately 870 dwellings per annum.

[Figure 4B](#) provides an overview of comparative population and household projections for Monash, Melbourne and Victoria as a whole. These figures highlight that projected growth for Monash is substantially lower than for Melbourne or Victoria.

FIGURE 4A: VICTORIA IN FUTURE POPULATION PROJECTIONS 2006 AND 2036



Source: DTPLI 2012.

FIGURE 4B: VICTORIA IN FUTURE POPULATION AND HOUSEHOLD PROJECTIONS

Topic	2011	2031	No. change	% Change
Population				
Monash	179,010	200,473	21,463	+11.9%
Melbourne Statistical Division	4,137,432	5,411,938	1,274,506	+30.8%
Victoria	5,621,210	7,326,564	1,705,354	+30.33%
Households				
Monash	64,691	75,514	10,823	+16.7%
Melbourne Statistical Division	1,552,152	2,108,485	556,333	+35.8%
Victoria	2,138,574	2,906,124	767,550	+35.9%

Source: DTPLI 2012

AGE DISTRIBUTION

Monash is a well-established municipality with an ageing general population. Due to the significant number of students living within the municipality, it also has a disproportionately large population within the typical university-aged group. Between 2006 and 2011 the two fastest growing age groups were 24-29 year olds, with 2,026 additional persons; and 20-24 year olds with an additional 1,732.

The significant increase in the 20-29 year olds suggests that more tertiary students are moving into the area, which is consistent with the increase in the number of people born in other countries that occurred during the same period (see below).

A significant proportion and increase in the number of 70 to 84 year olds (1,413) indicates that the municipality will need to ensure that more aged care services and suitable housing is available for this group of residents.

On the other hand, Monash experienced a decline in the number of persons aged 30-34, with 610 fewer persons within this age group living within the municipality in 2011 compared to 2001¹⁰. This may imply the people in this age category, who are often first home buyers, are not able to afford housing within the municipality.

Victoria in Future projections suggest that these trends will continue for Monash over the next twenty years. [Figure 4C](#): provides a summary of the existing and projected population structure.

FIGURE 4C: PROJECTED AGE STRUCTURE FOR MONASH 2006-2026

Topic	2011		2031	
	No.	%	No.	%
0-14	26,271	14.7	30,898	15.4
15-34	55,718	31.1	48,916	29.5
35-59	56,382	31.5	75,105	33.1
60-84	36,719	20.5	27,300	18.2
85+	3,919	2.2	6,268	3.6

Source: DTPLI, 2012

FAMILY AND HOUSEHOLD STRUCTURE

The ageing of the Monash population has coincided with a significant decline in the proportion of 'family with children' and 'lone person' households and a rise in the proportion of 'couple family without children' households.

[Figure 4D](#) identifies the proportional growth within different household types in Monash between 1996 and 2006 and compares them with the Melbourne Statistical District. This also needs to be considered in the light of the total numbers of each household types – some sectors are not growing as quickly, or in fact, declining, compared with others, yet still represent the largest groups within the municipalities.

The proportional increases in the households categorised as 'couples with children' and 'lone person household' implies that affordability could be an issue for these sectors¹¹. MacroPlan suggests that the decrease in lone person households was the result of inadequate housing supply at appropriate prices, and that the slow increase of one parent families indicated they were 'locked out' of the market due to affordability issues. Conversely, the increase in couple families without children implies that these households are able to afford greater housing costs, and may potentially be outpricing other family groups.¹²

¹⁰ I D Consulting, 2013 – all figures quoted

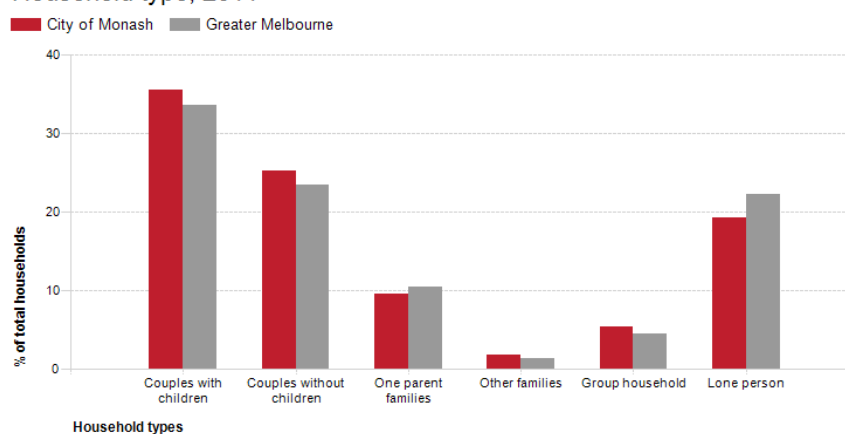
¹¹ MacroPlan, 2008

¹² MacroPlan, 2008

FIGURE 4D: GROWTH / REDUCTIONS IN HOUSEHOLD TYPES IN MONASH 2001-11

Topic	2011			2001			Change 2001 to 2011
	No.	%	Greater Melb.	No.	%	Greater Melb.	
Couples with children	21,803	35.6	33.6	21,146	37.2	35.6	+657
Couples w/out children	15,479	25.3	23.5	14,779	26.0	22.6	+700
One parent families	5,893	9.6	10.4	5,339	9.4	10.2	+554
Other families	1,096	1.8	1.4	1,086	1.9	1.5	+10
Group household	3,295	5.4	4.5	2,257	4.0	4.0	+1,038
Lone person	11,806	19.3	22.3	10,666	18.8	22.2	+1,140
Other not classifiable household	1,466	2.4	3.4	1,180	2.1	2.8	+286
Visitor only households	460	0.8	0.9	427	0.8	0.9	+33
Total households	61,298	100.0	100.0	56,880	100.0	100.0	+4,418

Household type, 2011



Source: ID Consulting, 2013, based on Australian Bureau of Statistics [Census of Population and Housing](#)

CULTURAL DIVERSITY

Monash is a multicultural and multi-linguistic municipality. The mixture of ethnic groups residing in the municipality reflects the successive waves of migration that occurred in the Post World War 2, and late 20th and early 21st centuries. Migrants from established communities, such as those from the United Kingdom, Greece and Italy are now being replaced with more recent arrivals from places like China, India, Sri Lanka, Hong Kong and Vietnam.

Figure 4E provides an overview of the place of birth of Monash residents, changes in numbers between 2001 and 2006, and provides a comparison with metropolitan Melbourne. Figure 4F provides the same analysis in relation to languages spoken at home.

FIGURE 4E: PLACE OF BIRTH OF MONASH RESIDENTS 2011

Topic	Monash	Change 2011 – 2006	Metropolitan Melbourne
Country of Birth	%	No.	%
Australia	51.1%	-1,076	63.3%
China	8.1%	5,452	2.3%
India	4.3%	2,616	2.7%
Sri Lanka	3.4%	1,381	1.1%
Malaysia	3.2%	823	1%
United Kingdom	3.0%	-451	4.1%
Greece	2.7%	-328	1.2%
Italy	1.7%	-278	1.7%
Vietnam	1.4%	425	1.7%
Hong Kong	1.4%	-141	0.5%
New Zealand	1.2%	125	1.7%
Non-English speaking backgrounds	39.2%	11,963	24.2%
Total overseas born	44.7%	11,750	31.4%

FIGURE 4F: LANGUAGES SPOKEN AT HOME BY MONASH RESIDENTS 2011

Topic	Monash	Change 2011 – 2006	Metropolitan Melbourne
Language Spoken	%	No.	%
Mandarin	9.3%	5,757	2.5%
Greek	6.5%	-77	2.8%
Cantonese	4.9%	474	1.8%

Topic	Monash	Change 2011 – 2006	Metropolitan Melbourne
Italian	2.6%	-504	2.8%
Sinhalese	2.2%	1,369	0.7%
Vietnamese	1.5%	436	2.1%
Tamil	1.3%	368	0.4%
Korean	0.5%	1,106	0.3%
Hindi	1.2%	556	0.8%
Indonesian	0.9%	215	0.3%

Source: ID Consulting, 2013

The tables illustrate that:

Monash has significant communities of people born in China, Greece, India, Malaysia, Sri Lanka, Indonesia and Korea compared to Melbourne as a whole.

The strongest growth between 2006 and 2011 was in people originating from China, India, Korea and Sri Lanka.

The greatest declines during the same period were people born in Australia or originating from the United Kingdom, Italy and Greece.

Despite these recent changes, Greek and Italian remain two of the most widely spoken non-English languages spoken at home.

The fastest growing language groups are Mandarin, Sinhalese, Korean and Punjabi.

Increases in languages such as Arabic, Bengalia, Malayalam, Telugu as well as information from community service groups suggest that significant migrant communities from places such as Afghanistan and Africa have established themselves in other eastern municipalities.

4.2 MARKET ANALYSIS

HOUSING AFFORDABILITY

In 2011, the highest income weekly household quartile in Monash (29.4%) was higher compared to the Melbourne metropolitan average (28.4%). Conversely the lowest income household quartile (23.8%) was also higher than the Melbourne average (22.5%). Refer to [Figure 4.G](#). At that time one in five households in Monash earned less than \$500 per week, placing them in the 'severe disadvantage' category and most likely under housing stress¹³.

¹³ ID. Consulting 2013

FIGURE 4G: MEDIAN HOUSEHOLD INCOME & SEIFA INDEX OF DISADVANTAGE 2011

Topic	Monash (LGA)	Metropolitan Melbourne (SD)
Income		
Median weekly household income	\$1,321	\$1,333
SEIFA index of disadvantage	1045	1020

Source: ID Consulting, 2013

The 2011 census figures revealed a marked variation in income levels across Monash, as illustrated by [Figure 4H](#). On the other hand, property values were relatively even. This suggests that housing costs in some of the suburbs with lower incomes were likely to be consuming a higher proportion of household income, potentially contributing to housing stress in these areas.

The suburbs of Chadstone, Clayton and Notting Hill all had below average median household incomes but housing costs that were at or just below the municipal average. At the other end of the spectrum Wheelers Hill had the highest median income of any suburb in Monash, but average median housing loan repayments and slightly above average rental repayments.

FIGURE 4H: HOUSEHOLD INCOME AND HOUSING COSTS BY SUBURB 2011

Suburb	Dominant Weekly Income group	Dominant Monthly Housing Loan Repayments Group	Dominant Weekly Rental Repayments Group
Ashwood & Burwood	\$2,500 - \$2,999	\$3,000-\$3,999	\$450-\$549
Chadstone	\$1,500 - \$1,999	\$3,000-\$3,999	\$350 - \$374
Clayton	\$400 - \$599	\$2,000-\$2,199	\$300 - \$324
Glen Waverley	\$1,500 - \$1,999	\$3,000-\$3,999	\$450-\$549
Hughesdale	\$1,500 - \$1,999	\$3,000-\$3,999	\$300 - \$324
Mount Waverley	\$1,500 - \$1,999	\$3,000-\$3,999	\$450-\$549
Mulgrave	\$1,500 - \$1,999	\$3,000-\$3,999	\$300 - \$324
Notting Hill	\$1,500 - \$1,999	\$2,000-\$2,199	\$300 - \$324
Oakleigh	\$1,500 - \$1,999	\$3,000-\$3,999	\$300 - \$324
Oakleigh East & Huntingdale	\$1,500 - \$1,999	\$3,000-\$3,999	\$300 - \$324
Oakleigh South	\$1,500 - \$1,999	\$3,000-\$3,999	\$300 - \$324
Wheelers Hill	\$1,500 - \$1,999	\$3,000-\$3,999	\$450-\$549
Monash LGA	\$1,500 - \$1,999	\$3,000-\$3,999	\$300 - \$324

Source: ID Consulting 2013

Housing tenure in Monash remains dominated by home ownership, which in 2011 represented 40.6% of the housing market compared to an average of 31.5% across the metropolitan area. The period from 2006 to 2011, however, saw a decline in home ownership and increases in the proportion of properties being purchased or rented (refer to [Figure 4I](#)). Although these remain below the metropolitan average they coincide with the increases in the proportion of residents from non-English speaking backgrounds and in university-aged residents described above.

FIGURE 4I: TENURE MIX, MONASH AND MELBOURNE 2006-2011

Topic	Monash (LGA) 2011	Monash Change 2006 – 2011	Metropolitan Melbourne 2011
Tenure Type			
Owned	40.6%	-202	31.5%
Being purchased	28.5%	482	35.3%
Renting	25.1%	2,253	26.5%

Source: ID Consulting, 2013

The median house price in Monash increased 49 percent, from \$425,000 in 2006 to \$635,000 by April 2010. According to previous calculations undertaken by MacroPlan in 2008, 70 percent of households were unable to borrow enough funds to service the associated mortgage repayments. Due to the rise in the median house price since that study was undertaken, the number of households that are unable to borrow funds will also have significantly increased.

[Figure 4J](#) summarises recent median house and unit prices from April 2009 to 2010, based on the Australian Property Monitors *Home Price Guide* figures. The suburbs with the highest median prices for houses were Mount Waverley, Glen Waverley and Hughesdale; and for units were Ashwood, Mount Waverley and Glen Waverley. The lowest median house prices were found in Mulgrave, Notting Hill and Huntingdale; and for units were Huntingdale, Notting Hill and Oakleigh.

FIGURE 4J: HOUSE AND UNIT PRICES IN MONASH APRIL 2009 TO APRIL 2010

Suburb	No. of house / unit sales	Median house price	Median unit price	Lowest price paid	Highest price paid
Ashwood	100 / 25	\$652,000	\$558,000	\$202,000	\$1,090,000
Burwood	206 / 73	\$661,000	\$437,000	\$140,000	\$4,125,000
Chadstone	154 / 35	\$567,000	\$451,000	\$250,000	\$1,038,000
Clayton	172 / 108	\$580,000	\$385,000	\$74,000	\$1,265,000
Glen Waverley	517 / 147	\$686,000	\$485,000	\$171,000	\$2,325,000
Hughesdale	84 / 62	\$679,000	\$426,000	\$190,000	\$1,400,000
Huntingdale	19 / 12	\$547,000	\$340,000	\$305,000	\$751,000
Mount Waverley	486 / 130	\$715,000	\$541,000	\$205,000	\$2,400,000
Mulgrave	232 / 21	\$481,000	\$440,000	\$200,000	\$1,001,000

Suburb	No. of house / unit sales	Median house price	Median unit price	Lowest price paid	Highest price paid
Notting Hill	32 / 16	\$516,000	\$410,000	\$212,000	\$680,000
Oakleigh	85 / 46	\$632,000	\$411,000	\$220,000	\$2,675,000
Oakleigh East	81 / 31	\$570,000	\$450,000	\$170,000	\$805,000
Oakleigh South	104 / 21	\$546,000	\$457,000	\$190,000	\$2,068,000
Wheelers Hill	219 / 9	\$640,000	—	\$132,000	\$2,088,000
Monash LGA	—	\$635,000	\$456,000	—	—

Sources: Australian Property Monitors, 2010; I.D Consulting, 2008; ABS 2006.

4.3 HOUSING ISSUES & REQUIREMENTS

The communities of Monash require a variety of dwelling types to meet different household needs. Analysis undertaken by MacroPlan (2008) suggests there is a strong demand for higher density developments in the municipality, as the median price of units has been increasing at a greater rate than the median house prices in the area due to the lack of supply.

The housing requirements of different market or social sectors are quite diverse. [Figure 4K](#) provides an overview of the likely housing requirements of key market and emerging market sectors in Monash. The pricing ranges are 2008 prices and provided for comparison with median house and unit prices outlined in the preceding discussion. Although purchase prices are included in the table, it is also emphasised that rental affordability is also an issue for many of the market sectors nominated.

FIGURE 4K: HOUSING REQUIREMENTS OF DIFFERENT MARKET SECTORS IN MONASH

Market group	Housing requirement	Typical dwelling size	Purchase price
Students	Medium to high density dwellings, less likely to have cars, require walkable distances to transport & activity centres, 1 – 2 bedrooms / study	50 – 100m ²	Affordable: \$200,000 - \$300,000 Median: \$300,000 - \$400,000 Premium: \$450,000+
Young professionals	Low – medium density, close to amenities & activity centres, 1+ study, 2 bedrooms	75 – 125m ²	Affordable: \$250,000 - \$350,000 Median: \$350,000 - \$450,000 Premium: \$500,000+
Young families	Low density, close to amenities, 3+ bedrooms	150 – 250m ²	Affordable: \$300,000 - \$400,000 Median: \$500,000 - \$600,000 Premium: \$650,000+

Market group	Housing requirement	Typical dwelling size	Purchase price
Mature families	Low density, close to amenities, 3+ bedrooms	150 – 250m ²	Affordable: \$300,000 - \$400,000 Median: \$450,000 - \$550,000 Premium: \$650,000+
Empty nesters / baby boomers	Low-medium density, close to amenities & activity centres, 1+ study, 3 bedrooms	100 – 200m ²	Affordable: \$250,000 - \$300,000 Median: \$400,000 - \$500,000 Premium: \$600,000+
Retirees	Low – medium density, close to amenities, 1+ study, possibly 2 bedrooms	75 – 150m ²	Affordable: \$200,000 - \$300,000 Median: \$350,000 - \$400,000 Premium: \$550,000+

Source: MacroPlan Australia, 2008

NEWLY ARRIVED MIGRANTS

Many barriers exist for newly arrived migrants, especially families. The Ethnic Communities' Council of Victoria (2008) found that many newly arrived families, especially from India, the Horn of Africa and Sudan, are often larger in number (two parents and four children) and may also include extended family members. They require large and affordable rental dwellings, which are often very scarce or unavailable. Although there are not significant numbers of residents from these countries currently living in Monash, this could change into the future, given the numbers settling in neighbouring Councils and the desirability of proximity to universities, transport and other areas with good access to services. At the other end of the spectrum are young migrants and international students, who require affordable accommodation in close proximity to educational opportunities.

Newly arrived migrants often have difficulty accessing and affording private rental, with costs causing housing stress for many. Language barriers and the lack of financial and social capital often prevent them from entering the private market. There is also a shortage of effective and culturally aware communication channels to inform them of housing options and opportunities.

Expensive rental and home purchase prices forces many to share living expenses with other families, resulting in overcrowding or hidden homelessness. Real estate agents are also reluctant to accept new migrants as tenants because many do not have a rental history.

A key priority for newly-arrived migrants is accessibility to social services, community groups and facilities, shops and employment opportunities. Proximity to activity centres and public transport is therefore important.

OLDER RESIDENTS

Older residents often require specialised housing fitted out according to their physical needs. Those in the private rental housing market are particularly vulnerable as this type of accommodation is rarely designed or modified to accommodate the needs of aged tenants or tenants with disabilities. Landlords are often reluctant to install handrails or ramps to meet the needs of individual tenants. Older residents are

vulnerable to isolation and can experience a deteriorating quality of living, as financial issues forces some to cut utility provisions to minimise housing costs¹⁴.

STUDENTS

Student housing needs have become increasingly significant due to the competitiveness of the tertiary and private secondary education sectors and the contribution of international students to the national economy. Although students have a variety of housing needs and preferences, the construction of high density student accommodation has been one form of specialised housing that has emerged in close proximity to tertiary establishments throughout Melbourne.

Monash University is the largest tertiary institution in the municipality and is located at the core of the Monash National Employment Cluster. It provides accommodation for a small proportion of its student population at the north-western corner of its Clayton Campus in a mixture of high and low rise buildings. Due to their age and design several of these buildings are in need of renovation to meet contemporary accommodation standards.

The university has funding to construct a further 600 beds within the Clayton campus, within an open space area immediately to the south of the existing accommodation. It is also exploring opportunities to construct additional student accommodation within the campus. As the university is exempt from State planning controls a planning permit is not required from the City of Monash for this type of development. Nevertheless, communication between the university and Council has occurred in relation to the proposals.

The provision of specialised student accommodation beyond the university campus is currently limited. The Student Accommodation Policy in Clause 22.10 sets out some locational criteria, amongst other criteria, for the provision of student accommodation:

The Preferred Location for student accommodation should satisfy one or more of the following criteria:-

- within 1500 metres of a tertiary educational institution.
- within 800 metres of a Railway Station.
- within 800 metres of an Activity Centre or larger Neighbourhood Activity Centre.
- within 400 metres of a bus route that provides access to a tertiary educational institution.

This includes land to the west of the Monash University and more generally in the Monash National Employment Cluster. The Special Use 6 Zone that currently applies throughout much of the National Employment Cluster prohibits the use of land for the purpose of a dwelling and as such this zone would have to be amended, or the land rezoned, in order to facilitate housing opportunities in this location.

¹⁴ Moreland City Council, 2006

4.4 DESIGN AND NEIGHBOURHOOD CHARACTER

The Monash Urban Character Study was prepared in 1997, and identifies a number of residential areas distinctive due to their varied character. The principles and directions within the 1997 Study have informed decisions on planning applications since this time.

A review of Council's urban neighbourhood character study has commenced, as a basis for identifying the key attributes of an area, and to help inform decisions regarding identifying desired locations for innovative housing. Council may wish to consider a revised neighbourhood character policy, which incorporates more detailed design expectations, in order to balance the competing needs of retaining and enhancing urban character and amenity, while facilitating the achievement of housing objectives.

4.5 ENVIRONMENTAL AND INFRASTRUCTURE SUSTAINABILITY

Across Monash, there are residential areas where it may be desirable to limit development, in order to retain important environmental assets and values. Some of these valued locations may include parts of Wheelers Hill, sloping towards the Dandenong Creeklands, as well as areas within the vicinity of other creeks and reserves throughout the municipality. Further examination to clearly define these locations and determine whether there are specific elements that warrant protection, is recommended.

There may also be areas within Monash that are constrained due to limitations with current infrastructure capacity. In terms of storm water management, Council has a process in place to manage the impacts of development through contributions towards upgrading of the system. However, Council will also shortly consider an Integrated Water Management plan. As a result, there is likely to be implications to the development of some areas across the municipality, as well as a higher standard of development performance for all residential development. This aspect should also be reviewed, following the completion of the Integrated Water Management plan.

There are opportunities through this Housing Strategy to improve the environmental performance of the municipality's existing and new housing stock. At the time of writing, a draft *Environmentally Efficient Design* policy has been prepared for consultation, as part of the Planning Scheme Review process. The aim of the policy is to provide guidance and establish expectations for environmental sustainability in new developments, as well as giving policy support for Council's assessment and decision making on specific planning applications. Following the feedback on the Planning Scheme Review documents, further consideration of actions that need to feed into this Housing Strategy will be considered.

4.6 WELL DESIGNED, ACCESSIBLE AND ADAPTABLE HOUSING

Well designed housing is housing which has properly considered its internal layout and access to the home, which provides accessibility for people of all levels of mobility and physical impairment. Often referred to as 'universal design', housing which is designed with good accessibility principles in mind will meet the needs of a broader range of the community, will minimise expensive modifications if short or longer term impairment occurs for any of the residents of the home, and is also more welcoming for all community members.

There are a number of guidelines available that can be considered. For instance, *Livable Housing Australia* has released design guidelines that, if followed, will assist in designing new dwellings or renovations that are:

- Easier to enter
- Safer to move in and around
- More capable of easy and cost-effective adaptation
- Designed to better anticipate and respond to the changing needs and abilities of the people who live in the home

These guidelines have broad agreement across the development and government sectors, as well as associations representing the needs of people with disabilities or other specialist requirements.

In addition, encouraging developers and their clients to consider their likely future needs, and designing a home which can be adapted to meet changing circumstances – for instance, accommodating additional family members within self contained accommodation, enabling a home office to be catered for, or conversely, housing that can be adapted to allow for downsizing in the future – can avoid costly renovations. It may also meet future housing demand within a smaller footprint, as smarter designed housing can be more flexible to changing needs.

Finally, well designed housing is more pleasant to live in. In addition to the environmental measures listed above, well designed housing 'flows' better, can allow more natural light into key living areas, and provide better connection between the indoor and outdoor spaces.

4.7 CONCLUSIONS & IMPLICATIONS

HOUSING AFFORDABILITY

The lack of affordable housing in Monash is a key issue, particularly for newly arrived migrant families, with limited financial capital and poor English language skills. Many require larger dwellings due to bigger household sizes. Access to cultural and government services are also important as new migrants rely on these services more than other residents.

Although the existing house stock in Monash meets the dwelling size requirements of these groups, affordability appears to be the major issue confronting them. Opportunities therefore need to be explored to increase the availability of affordable and social housing.

Provision of these types of housing may be adversely impacted by various factors such as permit processes, market preferences and community concerns about neighbourhood character. The *Monash Housing Strategy 2014* needs to ensure appropriate infill development is facilitated in a manner that addresses both housing needs and community expectations about urban design and character. Council's Student Accommodation Policy provides clear direction about this particular sector's needs, and how they are best provided for. This policy should be periodically reviewed to determine whether the outcomes that are being delivered meet the student needs. Consideration should be given to whether guidance should be prepared regarding the particularly housing needs of other discrete housing sectors.

Council should continue to actively identify affordable housing needs within the community and coordinate responses from other organisations which deliver affordable housing, such as registered housing associations and developers. Council should also continue to liaise with relevant State government departments. The redevelopment of strategic sites provides an opportunity to address the supply and distribution of social housing in the municipality.

Due to the opportunistic nature of the current development market, mechanisms should be explored to facilitate development around railway stations, particularly in relation to housing types that are not being supplied by the market.

SPECIALISED HOUSING

The significant increases in the 18 to 24 and 70 to 84 year old age groups in Monash highlight the need for affordable and accessible housing in the residential market. The needs of these groups are especially important as State government projections indicate that recent growth is likely to continue into the medium to long term.

Dwellings suitable for these age groups need to be within walking distance of services and public transport. Neither group requires the large scale housing that is currently dominating the market, with most restricted in their housing choices due to lack of affordability.

Dwelling location is significant for the 18 to 24 year olds who rely on public transport for study or work. Newly arrived migrant students, in particular, require well located dwellings as many will not have access to private vehicles. Many of these residents will be students, and their housing needs may be best met through student accommodation. However, ongoing monitoring of the effectiveness of this policy, and whether there are other housing solutions which meet the needs for people in this age group, should be considered.

Elderly residents require dwellings that are not only well located, but also accessible and adaptable for those who have limited mobility. As the health circumstances of older residents change, dwellings will need to be modified for wheelchair access and handrails.

The City of Monash should therefore focus on improving the diversity, affordability and accessibility of housing stock to meet the needs of the key student and older populations. This will require advocating for the provision of smaller scale housing that is affordable, well located and easily accessible.

SOCIALAND AFFORDABLE HOUSING

The City of Monash should continue to monitor the need for social housing as affordability; age and social disadvantage may become more prominent issues over time. Ongoing liaison with the State Government Office of Housing, Housing Associations and local welfare organisation should be encouraged in order to share knowledge, promote advocacy, and identify opportunities for joint projects.

Research has found that the existing housing market is failing to provide accommodation that is suitable to the needs of all residents. If it wishes to address this issue Council will need to consider adopting a proactive approach to facilitating the adequate provision of affordable and appropriate housing.

In the Victorian context, many local governments seek to address the need for more affordability through advocacy and facilitation. Further consideration regarding the most effective approaches need to be considered.

NEIGHBOURHOOD CHARACTER PLANNING POLICY AND PROVISIONS

A review of Council's residential neighbourhood character requirements has been undertaken, as a basis for identifying the key attributes of an area, and to help inform decisions regarding identifying desired locations for innovative housing. Council may wish to consider a revised neighbourhood character policy, which incorporates more detailed design expectations, in order to balance the competing needs of retaining and enhancing key attributes of urban character and amenity, while facilitating the achievement of housing objectives.

Due to the opportunistic nature of the current development market, mechanisms should be explored to facilitate development around railway stations, particularly in relation to housing types that are not being supplied by the market.

Larger sites may provide opportunity for more intensive development outcomes that do not undermine the desired future character of the location, subject to careful building design and the treatment towards the boundaries of the site.

SUSTAINABLE AND WELL DESIGNED HOUSING

Through the implementation of the Strategy, Council has the opportunity to assist its community to improve the sustainability of their existing and new homes (prior to construction), through the implementation of relevant measures within the draft Environmentally Efficient Design Policy and the Integrated Water Management Plan, once finalised.

There are a range of measures that can be considered to encourage better designed homes, from requiring design excellence in the appearance of the homes, demonstrating through examples of homes which function well, and providing information regarding adaptable and accessible design principles. These measures should be further considered.

5

THE STRATEGY

5.1 OVERVIEW

Chapters 2 to 4 provide information regarding the changing strategy and policies settings, as well as changes that have taken place within the City of Monash over the past 10 years.

This review has identified a suite of issues that an updated Housing Strategy should address, as listed at the end of each chapter. In summary, the key issues that Monash needs to address within the foreseeable future are therefore:

- Accommodating moderate population growth through infill development.
- Facilitating a more diverse range of housing to meet changing needs, particularly in relation to housing for older residents, students and recent migrants.
- Managing an expected increase in demand for higher density development, including apartments.
- Addressing housing affordability issues.
- Promoting more environmentally sustainable urban form and building design.
- Encouraging design excellence in new development, extension and renovations.
- Protecting valued urban character, heritage and amenity, and the natural environment.
- Recognising the opportunities that larger sites may provide for more intensive development outcomes that, due to their scale, can be sensitive to the desired future character of the location.

This chapter sets out a range of objectives, strategies and actions aimed at addressing these key issues. They build on the foundation set by the 2004 Housing Strategy, the current Municipal Strategic Statement and seek to deliver on Council's recently adopted *Vision 2021: A Thriving Community*, the Council Plan, and key State Government Strategies and directions, such as *Plan Melbourne*.

5.2 OBJECTIVES

The *Monash Housing Strategy 2014* has been developed to meet the following objectives:

- To provide accommodation for a diverse and growing population that caters for different family and lifestyle preferences and a variety of residential environments and urban experiences.
- To encourage the provision of a variety of housing styles and sizes that will accommodate the future housing needs and preferences of the Monash community.
- To recognise and provide for housing needs of an ageing population.
- To ensure that development is appropriate having regard to the residential environment of the area, in particular neighbourhood character and amenity.
- To ensure that heritage dwellings and precincts are identified and conserved.

To recognise the need to conserve treed environments and revegetate other areas including new residential developments to maintain and enhance the Garden City Character of the municipality.

To encourage efficient use of existing physical and social infrastructure.

To encourage high standards of architectural design in buildings and landscaping associated with residential development that takes into account environmental constraints including soil erosion, urban water management and fire risk.

To encourage building practices and dwelling preferences that are energy efficient and sustainable and that incorporate landscape design and use of construction materials that minimise environmental impacts.

To ensure appropriate infrastructure is provided to meet changing community needs that also complies with the principles of environmentally sustainable development.

To revitalise Monash's activity centres by supporting higher density residential and mixed use development.

To ensure that housing in Monash is accessible and safe.

To ensure appropriate and affordable housing is available to suit the social and economic needs of the community.

5.3 STRATEGIES AND ACTIONS

5.3.1 HOUSING DIVERSITY

STRATEGIES

Encourage housing which caters for the needs of residents at various stages of their lives and with different needs, including providing the opportunity to age in place, having regard to variations in lifestyle preferences and cultural needs across key demographic groups.

Promote higher density developments within and adjacent to activity and neighbourhood centres that will accommodate different forms of housing, subject to direction regarding appropriate scale and design.

Encourage the provision of high quality student accommodation in proximity to education facilities particularly Monash University and Holmesglen Training and Further Education (TAFE).

Encourage residential development on 'brownfield' sites, such as former school sites and former industrial premises, which are surrounded by residential areas and are serviced by public transport and other infrastructure.

Promote a variety of dwelling sizes and types to support greater affordability of housing and choice in medium and large urban developments.

Encourage and facilitate public and private sector and community involvement in the development of housing to ensure a range of housing types is available now and into the future.

Monitor housing around employment centres and education facilities to ensure that appropriate and timely responses can be developed to meet any future changes.

Encourage the provision of purpose built or adaptable housing to cater for Monash's ageing population.

ACTIONS

Investigate the barriers within the development industries limiting the construction of a variety of housing types, and work through potential mechanisms to overcome these.

Recognise the opportunities that larger sites may provide for more intensive development outcomes that, due to their scale, can be sensitive to the desired future character of the location. Further examine these locations and identify opportunities that may be appropriate for them.

Utilise the proposed new residential zones to facilitate residential development in preferred development areas, including those identified in structure plans.

Review periodically the planning scheme policies and provisions, including the Student Accommodation Policy, to ensure that they minimise barriers to the private sector developing high quality residential development, with increased diversity of housing types and styles, in preferred locations.

Review planning scheme administrative systems to expedite decisions on applications that support planning scheme housing objectives.

Develop an education program, including preparing planning guidelines to clearly describe Council's expectations for new residential development.

Monitor development approvals to determine whether specific housing types are being constructed in appropriate locations.

5.3.2 NEIGHBOURHOOD CHARACTER & AMENITY

STRATEGIES

Ensure that new residential development enhances the character of the neighbourhood, based on an identified preferred future character (see Chapter 6).

Ensure that new residential development provides a high level of amenity including personal privacy for occupants and neighbours, high quality private and public open space, canopy tree cover, and effective traffic management and parking.

Maintain the predominantly single detached dwelling style in suburban residential areas by promoting lower rise development as the preferred character for the majority of the residential areas and sites within the City.

Ensure that new residential development achieves architectural excellence and urban design outcomes that positively contribute to neighbourhood character.

Ensure that development does not adversely impact places and precincts of cultural heritage significance.

Ensure that development enhances the Garden City and landscaped streetscape character of the neighbourhood, responds to the features of the site and surrounding area and promotes good streetscape design.

ACTIONS

Clearly identify proposed locational categories for potential housing development. Apply these principles to establish boundaries for different categories of residential development, within a Residential Development Framework Plan, and identify appropriate built form and scale for each category.

Introduce appropriate residential zones and schedules to provide clear direction within the Monash Planning Scheme.

Update existing local policy to reflect these changes and to improve the standard and quality of the design and construction of new developments.

Investigate other measures, such as education and identification of barriers for developers or landowners, to encourage creative design solutions that enhance the quality of all areas particularly in relation to streetscape issues, scale of buildings, sustainable development practices, provision of open space and setbacks to ensure adequate landscaping of frontages.

Promote and strengthen each community's recognition of the special character and identity of its local area.

Continue to implement a program of street planting to progressively enhance neighbourhood character, and continual improvement to attractiveness and functionality of the public realm of the City.

Review the performance of policies and guidelines on a regular basis and make appropriate modifications.

5.3.3 SUSTAINABILITY

STRATEGIES

Locate higher density development in activity centres areas with access to good quality public transport, infrastructure, social services, retail facilities, recreational and employment opportunities.

Through the implementation of the Environmentally Efficient Design Policy, encourage building designs that are energy efficient and sustainable, such as making appropriate use of daylight, solar access, shading and prevailing breezes, and minimising energy use for heating in winter and cooling in summer.

Encourage site consolidation where appropriate to facilitate better design solutions, maintain existing canopy trees and achieve high design standards.

Ensure that design takes into account environmental constraints including soil erosion, urban water management and bushfire risk.

Minimise the environmental impact on waterways within the catchment through the introduction of measures for water sensitive urban design, as referenced in Council's draft Integrated Water Management Strategy.

Review measures to more effectively enable vegetation retention, where appropriate, on redevelopment sites.

Encourage residents and developers to reduce, re-use and recycle household and construction materials.

Address the problems of inadequate physical infrastructure by ensuring that new development satisfactorily provides for the infrastructure requirements it generates, particularly stormwater drainage and impacts on energy consumption.

ACTIONS

Monitor the effectiveness of the Environmentally Efficient Design Policy, once introduced, to determine its effectiveness in achieving continuous improvement to the environmental sustainability requirements of residential development outcomes applicable to both private and public development.

Introduce planning provisions requiring the developments to be meet water sensitive urban design outcomes, consistent with Council's Integrated Water Management Plan (once adopted).

Make available to community members and proponents, educational material regarding sustainable housing design, construction and lifestyle practices.

Ensure that new development that is likely to impact on the capacity of existing infrastructure contributes to improvements and additions to physical infrastructure, including drainage and public open space.

Plan, develop and adequately finance the timely and equitable provision of physical infrastructure and human services.

5.3.4 ACTIVITY CENTRES

STRATEGIES

Identify opportunities for the provision of additional housing within the residential zoned land within Monash National Employment Cluster.

Direct higher rise residential developments towards the Glen Waverley and Oakleigh Activity Centres, consistent with any structure plans and the directions of *Plan Melbourne*. These centres are well serviced by public transport, commercial, recreational, community and educational uses.

Direct medium density development towards the Brandon Park and Mount Waverley Activity Centres, consistent with the directions set out in the adopted structure plans for these centres.

Prepare a structure plan for the Clayton Activity Centre Structure Plan, to provide clearer direction for the scale and form of development appropriate for this Centre.

Develop principles, future preferred character statements and design guidelines for areas that may be appropriate for housing change.

Develop principles, future preferred character statements and design guidelines to enhance and retain key attributes for areas that contain valued built form and / or landscape characteristics.

Encourage a mix of housing types including mixed use developments of higher density within or directly adjacent to activity centres.

Promote and facilitate housing projects such as 'shop top' dwellings within the retail and commercial centres of activity centres, as well as over car-parks and other appropriate areas.

Address the interface between activity centres and residential areas through innovative and high quality architectural design, appropriate setbacks and landscaping.

Ensure that residential development provides a positive contribution to adjacent public realm, including the streetscape, reserves and other public open space.

Ensure residents within activity centres are aware of differences in amenity expectations between commercial and residential areas. Require residential developments to proactively mitigate amenity impacts to neighbouring properties within activity centres, as well as address and maximise the internal amenity of the development.

Explore opportunities for the development of Council owned and controlled land for strategic commercial and residential development for community benefit with particular emphasis on the Clayton, Oakleigh and Glen Waverley Activity Centres.

Require higher density development to provide useable recreational areas, including private, communal and secluded open space areas that are well designed, integrated, functional, safe, solar oriented, well ventilated and meet the needs of future residents.

ACTIONS

Review and/or prepare structure plans for the Glen Waverley and Clayton Activity Centres and other areas identified as suitable for high and medium rise residential development within the municipality.

Work with the DTPLI and the Metropolitan Planning Authority to contribute to the future planning of the Monash National Employment Cluster. Investigate opportunities to provide short to medium term accommodation within the cluster and a mix of suitable housing types in the immediate vicinity, as well as strategic redevelopment sites as identified through *Plan Melbourne*.

Engage with DTPLI about the opportunities presented by the Huntingdale to Yarraman Station (Noble Park) Urban Renewal Area outlined in *Plan Melbourne*, including how it will be integrated into existing planning policies.

Prepare structure plans for Neighbourhood Centres and other centres located adjacent to fixed rail lines, as required.

Amend Clause 22.01 'Residential Development and Character Policy' to describe the desired future character of development areas within the activity centres, employment clusters and strategic redevelopment sites.

Review existing planning scheme provisions and policies in activity centres and on strategic development sites and assess whether modifications are required to facilitate improved design, innovation and amenity outcomes.

Continue to monitor the provision and form of housing around employment centres, higher education locations and activity areas, and assess whether they are meeting demand, in order to determine whether any policy changes are required or to ensure

that appropriate and timely responses can be developed to meet any future changes in demand.

5.3.5 AFFORDABILITY AND ACCESSIBILITY

STRATEGIES

Locate social housing or housing that meets special needs close to public transport and retail and community facilities.

Require a variety of dwelling sizes and types to promote greater affordability of housing and choice in medium and large urban developments.

Investigate affordable housing options that can be promoted in the City, including joint ventures with housing associations, developers, and/or other government agencies, or education providers.

Consider the needs of people with limited mobility in the design of multi-storey developments, particularly in relation to access and car parking.

Encourage the construction of accessible one and two bedroom dwellings near existing or proposed aged care facilities, and near public transport and other facilities.

ACTIONS

Monitor the supply of, and demand for, affordable housing and investigate different models aimed at facilitating affordable housing including evaluating examples of best practice in the provision of well-designed affordable housing.

Advocate to the State Government for the introduction of new initiatives in support of housing affordability, diversity, and accessibility.

Continue the redevelopment and renewal of public housing stock in Ashwood through participation in the Office of Housing's Neighbourhood Renewal Strategy.

Coordinate housing information sources and relevant agencies that assist older people to remain in their home, or, if appropriate, to age within the locality (e.g. information regarding access to nursing homes and support services).

Investigate affordable housing options that can be promoted in the City, including joint ventures with housing associations, developers, and/or other government agencies, or education providers.

6

RESIDENTIAL DEVELOPMENT FRAMEWORK

6.1 INTRODUCTION

The current residential development framework plan for Monash is contained in Clause 21.04 'Residential Development' of the *Monash Planning Scheme*. To gain a full picture of the overall development framework for the municipality this should be read in conjunction with Clause 21.06 'Activity Centres', which describes the prevailing hierarchy of activity centres, including the Monash Technology Precinct. Both Clauses are described earlier in this report.

In broad terms the release of *Plan Melbourne* has implications for Monash's Framework Plan, by:

- reinforcing the strategic importance of the Monash Technology Precinct, to be known as the 'Monash National Employment Cluster', and providing a clearer indication as to the geographic extent of this area than previous strategies;
- designating 'Urban Renewal Areas' at Glen Waverley and along the Huntingdale to Clayton Rail Corridor, that are of metropolitan significance;
- retaining a strategic focus on Activity Centres as important nodes for commercial and residential development;
- nominating Brandon Park, Clayton, Glen Waverley, Mt Waverley and Oakleigh as 'Activity Centres';
- supporting stronger planning controls over local 'neighbourhood centres' and residential neighbourhoods with a character that is sought to be retained; and
- identifying potential long-term rail infrastructure improvements that traverse Monash, namely the South-East Rail Link and the Rowville Rail Link.

It also reinforces the need for Councils to address housing choice and affordability, through the preparation of updated Municipal Housing Strategies.

In response to this new strategic context, this section of the report proposes a revised residential framework for the City of Monash arising from:

- the findings and strategic directions outlined in this report;
- the new metropolitan spatial framework contained in *Plan Melbourne*; and
- the recent Council plan and Vision Statement
- the DTPLI Practice Note 78, Applying the Residential Zones.

6.2 METHODOLOGY

Based on the existing residential framework under the *Monash Planning Scheme*, the strategic precincts and urban renewal areas outlined in *Plan Melbourne* and the

principles outlined in *Practice Note 78*, the following methodology has been used to prepare a revised residential development framework for Monash:

1. IDENTIFY AREAS WITH FUTURE REDEVELOPMENT POTENTIAL

This step involved mapping commercial, mixed use and residential areas considered to be suitable for higher density mixed use and residential development. The criteria used for the application of the Residential Growth and General Residential Zone in *Practice Note 78* were used to guide the analysis.

These are areas where substantial change is expected to occur and where new development outcomes should be guided by structure planning and design guidelines that promote a preferred future built form appropriate to the context.

Existing neighbourhood character may influence the preferred future character in parts of these areas, particularly as distance increases from activity and transport nodes, but will not override the key strategic objective of these areas which will be to support housing growth and diversity (where appropriate), unless the character of these areas is identified as requiring protection from more intensive development (for instance, the heritage precincts around the Oakleigh Activity Centre, and the residential area surrounding the Sherwood Road heritage precinct in Mount Waverley).

2. IDENTIFY RESIDENTIAL AREAS WITH LIMITED REDEVELOPMENT POTENTIAL

This step involved mapping residential areas considered to be partially constrained or limited in their development potential by virtue of their heritage values, neighbourhood character, and relative inaccessibility to activity centres and public transport nodes. The criteria used for the application of the Neighbourhood Residential Zone in *Practice Note 78* were used to guide the analysis.

These are areas where limited change is expected to occur and where new residential development outcomes should be strongly guided by the existing neighbourhood character.

3. IDENTIFY AREAS SUITABLE FOR INCREMENTAL CHANGE

This step involved analysing the balance of Monash's residential areas, where 'Garden City' character will remain an important guide to residential development outcomes. These are areas where neighbourhood amenity and character are a priority and which have reasonable access to activity centres and public transport nodes, but which are beyond easy walking distance of these facilities. The criteria used for the application of the General Residential Zone in *Practice Note 78* were used to guide the analysis.

From a strategic perspective these are areas where change has been occurring, and will continue to occur, in a manner consistent with Monash's Garden City Character.

The application of the new residential zones, and the redirection of substantial change to alternative locations (refer to Step 1 above), is expected to increase certainty and promote higher design standards in these locations.

4. FUTURE STRATEGIC AREAS

Plan Melbourne includes two new strategic development locations that are contingent upon proposed infrastructure improvements along the South-East Railway Corridor (the proposed 'Huntingdale to Yarraman' precinct) and along Wellington Road associated with the potential rail link between Huntingdale Station and Rowville.

Plan Melbourne identifies both of these projects as long-term and makes no commitment to their implementation in the foreseeable future. As such, the analysis in this report does not make any specific recommendations in relation to them other than to identify their potential as future growth opportunity areas.

6.3 PRINCIPLES

The preparation of the proposed framework was also informed by ten principles derived from the existing and impending strategic context:

1. Continue to protect identified heritage precincts.
2. Strengthen protection of key features (eg landscape, open space, environmental interfaces) of defined character areas (eg. Dandenong Creek escarpment)
3. Direct some greater intensity to key boulevards, but in a judicious way (ie. defined circumstances)
4. Focus greater intensity on rail corridors, key activity centres and strategic sites
5. Where competing characteristics overlap, consider all in arriving at an appropriate development outcome
6. Link some intensification potential to infrastructure commitments of the State Government (eg. Intensify Rowville Corridor only when rail line is committed)
7. In due course, prepare plans for key areas such as the Monash NEC (and some Activity and Neighbourhood Centres) and use them to create a positive design / image / vision for the Centre or Cluster.
8. Relate the preferred scale of development to local circumstances
9. Strengthen characteristics of defined neighbourhood character areas in the residential hinterland
10. Allow flexibility to accommodate responses to local and site specific conditions

6.4 THE PROPOSED FRAMEWORK

The tables and map below describe each of the housing categories identified and developed using the methodology described in the preceding section.

AREAS WITH FUTURE REDEVELOPMENT POTENTIAL

CATEGORY 1: ACTIVITY AND NEIGHBOURHOOD CENTRES

Description: Non-residential (usually Commercial) zoned land forming an Activity Centre or a Neighbourhood Centre.
Residential land identified within a Structure Plan as forming part of an Activity Centre or a Neighbourhood Centre.

Locations: Activity Centres

- Brandon Park Activity Centre*
- Clayton Activity Centre
- Glen Waverley Activity Centre
- Mt Waverley Activity Centre
- Oakleigh Activity Centre*

Neighbourhood Centres

- Hughesdale
- Huntingdale
- Syndal
- Waverley Gardens
- Pinewood
- Wheelers Hill*
- Holmesglen

** Centres with adopted Structure plans*

Objective: Housing change and diversification appropriate to the site context.

Future Character: Development within these areas will support housing growth and diversification; be of high quality, contemporary design; support pedestrian comfort, accessibility and safety; and incorporate environmentally sustainable and water sensitive design features.
Detailed design standards may be found within Structure Plans or location-specific development controls.

Residential Outcomes: Mixed use and apartment development at a density appropriate to the context of the Activity Centre.
Higher density mixed use and apartment developments where identified by Structure Plans or location-specific development controls.
Potential for lower density mixed use and lower rise apartment developments in Neighbourhood Centres .
On larger sites, in suitable locations, increased density may be appropriate, subject to careful design.

CATEGORY 2:	ACCESSIBLE AREAS
Description:	Residential zoned land <i>generally</i> defined as being within reasonable walking distance from an Activity Centre, Neighbourhood Centre, railway station, public transport interchange or medium to large scale supermarkets. The boundaries have to be refined to take into consideration natural boundaries, non residential land uses, consideration (where relevant) of slope/walkability, and recognition of areas of recognising special context.
Locations:	<p>Includes areas adjacent to:</p> <ul style="list-style-type: none"> ▪ Activity Centres and Neighbourhood Centres identified in Housing Category 1 ▪ Chadstone* Metropolitan Activity Centre <p><i>* Monash area only. Chadstone Shopping Centre is within the City of Stonnington.</i></p>
Objectives:	<p>Moderate housing change and diversification serving as a transition between commercial and residential areas.</p> <p>Development will be respectful of neighbourhood character and amenity, with greater emphasis placed on these objectives in proportion to the distance from commercial zones and transport nodes.</p>
Future Character:	<p>The areas surrounding the centres will form a transition between the activity centres, which are intended to be areas of higher density development (residential and commercial), and the Garden City Suburbs (Category 7) which will continue to be occupied by more traditional forms of residential development.</p> <p>These areas will provide for a diverse range of housing types while retaining key aspects of the existing built form and landscape character of the area. Improved building design and quality will be encouraged to maximise the comfort for future residents (and neighbours) as well as minimising running and maintenance costs.</p>
Residential Outcomes:	<p>Transition in residential density from the interface with surrounding residential areas to the boundary of the Activity Centre.</p> <p>Lower density unit and townhouse style developments. at the interface with surrounding residential areas.</p> <p>Potential for apartment development in context with the scale of development of the Activity Centre, at the interface with the Activity Centre subject to careful design.</p> <p>On larger sites, in suitable locations, increased density may be appropriate, subject to careful design and the provision of appropriate landscaped setbacks.</p>

CATEGORY 3:	MONASH NATIONAL EMPLOYMENT CLUSTER
Description:	Residential land within the Monash National Employment Cluster (as designated by <i>Plan Melbourne</i>).
Locations:	Clayton, Glen Waverley, Mount Waverley, Mulgrave, Notting Hill.
Objectives:	<p>Housing change and diversification.</p> <p>Development will respond to the broader context, taking into account both commercial design and residential character as relevant.</p>
Future Character:	<p>Development within the Cluster will respect the changing built form within the commercial areas. The scale of new residential development will generally comprise larger footprint apartment development of a high quality design and finish. Some infill development, town house and unit development, will also occur.</p> <p>Improved building density and quality will be encouraged, to maximise the comfort for future residents (and neighbours) as well as minimising running and maintenance costs.</p> <p>The Cluster will develop to create a 'campus feel', through developments set in open garden settings, as well as less intense development that presents a uniform presentation to the street (often attached).</p> <p>Provision of more affordable accommodation will be important, and a diversity of dwelling sizes will be encouraged, especially within the vicinity of the university or public transport.</p> <p>Landscaping treatment to the streetscape will be important, as the native canopy tree setting is a major element of the attractiveness of the area.</p>
Residential Outcomes:	<p>Higher density apartment development at the interface with the technology precinct.</p> <p>Lower density unit and townhouse style development at the interface with surrounding residential areas.</p> <p>Potential for lower to medium density apartment development in predominantly residential streets subject to careful design</p> <p>On larger sites, in suitable locations, increased density may be appropriate, subject to careful design and the provision of appropriate landscaped setbacks.</p>

CATEGORY 4: BOULEVARDS

Description:	Residential properties with frontages to the Boulevards. Sections of these roads have to be excluded due to a lack of direct frontage, physical constraints, prevailing neighbourhood character or heritage values.
Locations:	<p>The 'boulevards':</p> <ul style="list-style-type: none"> ▪ Princes Highway ▪ Springvale Road <p>Princes Highway and Springvale Road are Monash's two primary arterial roads. They are divided and provided with service lanes along the majority of their length.</p>
Objectives:	To provide for housing change and diversification along boulevards and along main roads.
Future Character:	<p>Residential properties fronting Monash's Boulevards provide opportunities for higher density built form that is proportionate to the scale of the road infrastructure and surrounding built form context:</p> <p>Along the Boulevards higher density apartment development should enhance the boulevard quality of these corridors, strengthen linear landscape connections and provide a transition and buffer to adjoining residential areas.</p> <p>These areas shall provide for a higher density / larger format building type but will still retain key aspects of the existing built form and landscape character of the area. Improved building design and quality will be encouraged, to maximise the comfort for future residents (and neighbours) as well as minimising running and maintenance costs.</p> <p>Development opportunities will be greater on larger and consolidated lots. In all cases interfaces with adjoining low-rise residential areas will need to be carefully designed in order to respect adjoining character and amenity.</p>
Residential Outcomes:	<p>Along Boulevards within Activity or Neighbourhood Centres, or the Monash National Employment Cluster:</p> <ul style="list-style-type: none"> ▪ Mixed use or apartment development at a density higher than the adjacent land. <p>Along Boulevards within Accessible Areas:</p> <ul style="list-style-type: none"> ▪ Town house and potential apartment development at a density higher than the adjacent land subject to careful design. <p>Along Boulevards adjacent to Garden City Suburbs:</p> <ul style="list-style-type: none"> ▪ Lower density town house and potential apartment development that address the established residential interfaces subject to careful design . <p>On larger sites, in suitable locations, increased density may be appropriate, subject to careful design and the provision of appropriate landscaped setbacks.</p>

AREAS WITH LIMITED REDEVELOPMENT POTENTIAL

CATEGORY 5: HERITAGE PRECINCTS

Description:	Residential land included in Heritage Overlay as part of an identified heritage precinct.
Locations:	Primarily in close proximity to Oakleigh Activity Centre and the Sherwood Road precinct.
Objective:	Protection of heritage values.
Future Character:	<p>The future character will be guided by the application of the Heritage Policy and the relevant Statement of Significance for the heritage precinct in question or other Planning Scheme design provisions.</p> <p>The heritage policy provides for the development of dual occupancies and medium density housing within heritage precincts subject to a number of design guidelines. It is policy that:</p> <ul style="list-style-type: none"> ▪ Building envelopes will be similar in scale to those contributory buildings in the vicinity of the project. ▪ New building envelopes will be no higher than the existing single storey buildings for a distance of not less than 6 metres back from the facade line. ▪ Buildings and works incorporate elements such as verandahs, porches or loggias if they are a characteristic in the street. ▪ Similar roof pitches to existing contributory buildings will be adopted. ▪ Elements that do not intrude into the streetscape, such as flat roofs, extensive areas of glazing or barrel vaults, may be introduced. ▪ The width of the proposed building frontage will be characteristic of the street. ▪ Improved building design and quality will be encouraged, to maximise the comfort for future residents (and neighbours) as well as minimising running and maintenance costs.
Residential Outcomes:	Generally detached housing and extensions, and conventional dual occupancy developments where proportionate to the scale and form of contributory buildings within the precinct.

CATEGORY 6: DANDENONG CREEK ESCARPMENT

Description:	Residential land on the western slopes of the Dandenong Creek valley.
Locations:	Parts of Vermont South, Glen Waverley, Wheelers Hill and Mulgrave.
Objective:	Provision of opportunities for modest housing growth and diversification with emphasis on preserving and enhancing Monash’s Garden City Character. Design emphasis is to be placed on the protection of neighbourhood character, landscape and native vegetation across the western slopes of the Dandenong Creek Valley.
Future Character:	<p>This area will continue to be defined by its strong landscape character with buildings designed to complement the naturalistic environs of the Dandenong Valley, including the large areas of parks and reserves, the hilly topography and long range views to the Dandenong Ranges.</p> <p>The tall native tree canopy will be the dominant feature of each streetscape and provide a backdrop of vegetation throughout the area. New buildings will be designed to sit well below the tree canopy height, and within the topography. Buildings will be sensitively designed along prominent ridgelines and spaces between buildings will retain long range views to the Dandenong Ranges.</p> <p>New developments will be complementary to the scale and form of adjacent buildings, incorporating similar front and side setbacks, finishes and colours to create consistency. They will be well-designed, and encouraged to consider energy efficient and sustainability principles. Garages will be incorporated into the dwelling design in a way that does not dominate the facade of the building.</p> <p>Long expanses of blank walls will be discouraged, particularly when adjacent to public parks, reserves and other open space areas where the building should address the public area. Generous front and side setbacks from at least one boundary will provide areas for planting and sustaining taller trees.</p> <p>Gardens will appear open to the street, and existing mature trees, shrubs and vegetation will be retained. The planting of new trees in the public and private realm will contribute to the tree canopy of the area. Nonexistent or low front fences and single vehicle crossovers per lot will enhance the uninterrupted flow of vegetation between the public and private realms. Fencing will be low or non-obtrusive, and vegetation will frequently be used as an alternative.</p>
Residential Outcomes:	<p>Conventional lower density detached housing and unit development.</p> <p>On larger sites, in suitable locations, increased density may be appropriate, subject to careful design and the provision of substantial landscaped setbacks.</p>

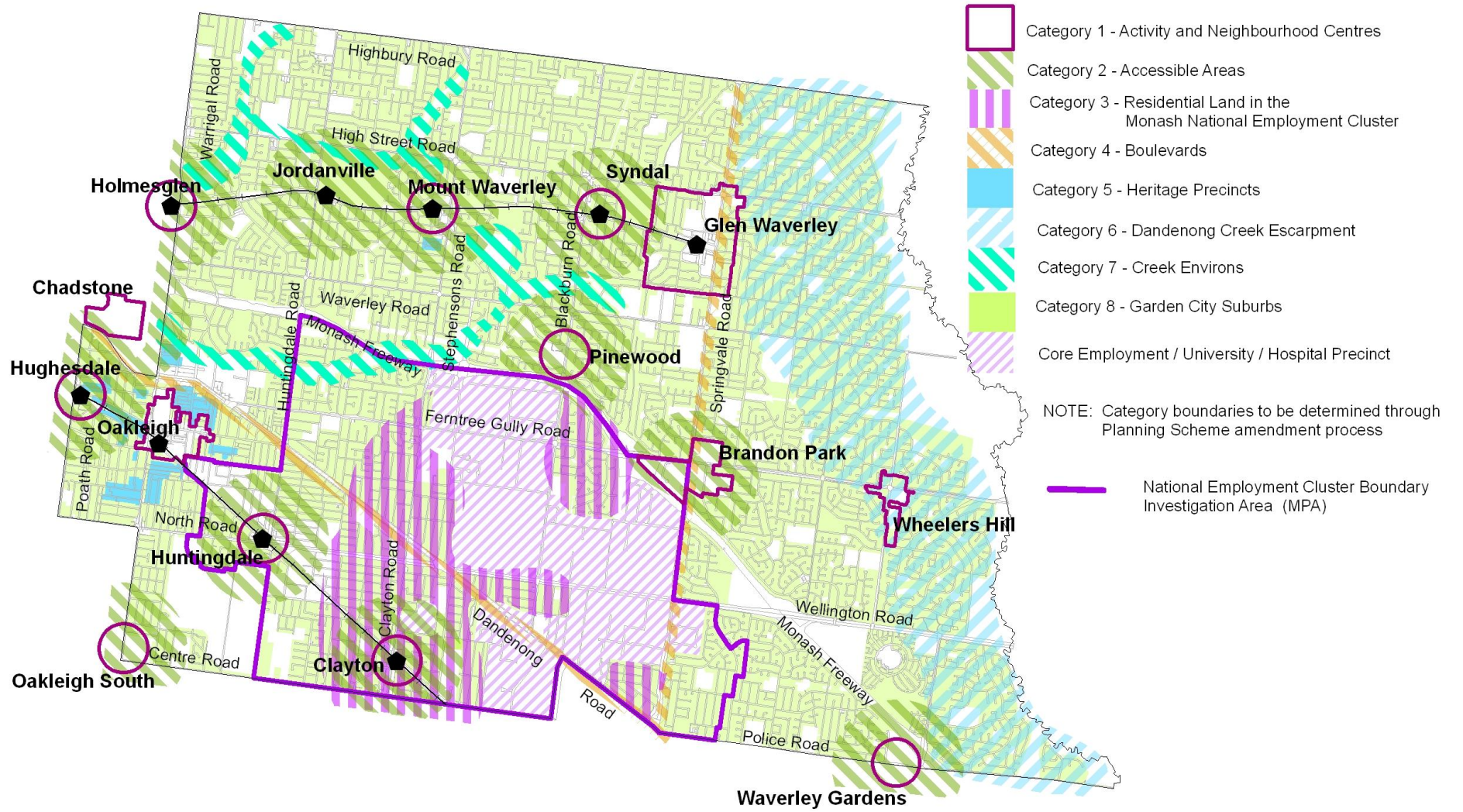
CATEGORY 7:	CREEK ENVIRONS
Description:	Residential land adjacent to Damper Creek, Gardiners Creek and Scotchmans Creek.
Locations:	Parts of Ashwood, Burwood, Mount Waverley, and Glen Waverley.
Objective:	Provision of opportunities for modest housing growth and diversification with emphasis on preserving and enhancing Monash’s Garden City Character. Design emphasis is to be placed on the protection of neighbourhood character and native vegetation, and responsiveness to the landscape setting of the creek environment.
Future Character:	<p>In broad terms the Creek Environs will continue to provide lower scale residential development, with new development comprising a mix of single dwellings and medium density units and townhouses. Modest dwellings, with simple pitched rooflines and articulated facades, will continue the prevailing development themes.</p> <p>Development will be well landscaped retaining the ‘open landscape character’ of the nearby creek environment and will taper down in scale closer to the boundaries of the creek, respecting and reinforcing the natural topography. It will visually connect to the adjacent creek environment.</p> <p>The character of the area will be notable for its spacious garden settings, tall canopy trees, consistency in front setbacks and the maintenance of larger setbacks from the boundaries of the creek which will provide areas for planting and sustaining taller trees. Expanses of blank or continuous walls and visually dominant building forms, will be discouraged, particularly when adjacent to the open space areas of the creek.</p> <p>Improved building design and quality will be encouraged, to maximise the comfort for future residents (and neighbours) as well as minimising running and maintenance costs.</p>
Residential Outcomes:	<p>Conventional lower density detached housing and unit development with larger setbacks to boundaries adjacent to the existing creeks.</p> <p>On larger sites, in suitable locations, increased density may be appropriate, subject to careful design and the provision of substantial landscaped setbacks to the adjacent creek boundary.</p>

AREAS SUITABLE FOR INCREMENTAL CHANGE

CATEGORY 8: GARDEN CITY SUBURBS

Description:	The majority of Monash's residential areas.
Locations:	All residential suburbs, excluding parts specifically identified in other categories.
Prevailing Objective:	Provision of opportunities for modest housing growth and diversification with emphasis on preserving and enhancing Monash's Garden City Character.
Future Character:	<p>In broad terms the Garden City Suburbs will continue to provide lower scale residential development, with new development comprising a mix of single dwellings and medium density units and townhouses. Modest dwellings, with simple pitched rooflines and articulated facades, will continue the prevailing development themes.</p> <p>On larger sites, apartment development may be appropriate, provided the development is sited within generous open space, is well landscaped while still retaining the 'open landscape character' of the garden suburban setting and any development tapers down in scale closer to the boundaries of the site.</p> <p>The character of the area will be notable for its spacious garden settings, tall canopy trees, consistency in front setbacks and the maintenance of setbacks from at least one boundary. Expanses of blank, or continuous walls, will be discouraged, particularly when adjacent to public parks, reserves and other open space areas, where the building should address the public area.</p> <p>Improved building design and quality will be encouraged, to maximise the comfort for future residents (and neighbours) as well as minimising running and maintenance costs.</p>
Residential Outcomes:	Predominantly conventional detached houses, units and townhouses reflecting the existing scale and neighbourhood character. On larger lots, in suitable locations, lower to medium scale apartment developments may be appropriate, subject to careful design and the provision of substantial landscaped setbacks.

FIGURE 6A: RESIDENTIAL DEVELOPMENT FRAMEWORK MAP



6.5 DRAFT RESIDENTIAL FRAMEWORK PLAN OVERVIEW

Table 6F below provides an overview of the residential development framework’s built form objectives described in the preceding section.

Category	Housing objective
1. Activity and Neighbourhood Centres	Housing change and diversification, unless qualified by a Structure Plan.
2. Accessible Areas	Moderate housing change and diversification serving as a transition between commercial and residential areas. Development will be respectful of neighbourhood character and amenity, with greater emphasis placed on these objectives in proportion to the distance from commercial zones and transport nodes.
3. Monash National Employment Cluster	Housing change and diversification. Development will respond to the broader context, taking into account both commercial design and residential character as relevant.
4. Boulevards	Housing change and diversification along boulevards that are adjacent to Activity Centres, the Monash Employment Cluster, or at the intersection of Boulevards or other main roads. Transition and buffering along Boulevards that are within primarily residential areas.
5. Heritage Precincts	Protection of heritage values.
6. Dandenong Creek Escarpment	Provision of opportunities for modest housing growth and diversification with emphasis on preserving and enhancing Monash’s Garden City Character with emphasis on the protection of neighbourhood character, landscape and native vegetation across the western slopes of the Dandenong Creek Valley.
7. Garden City Suburbs	Provision of opportunities for modest housing growth and diversification with emphasis on preserving and enhancing Monash’s Garden City Character.
8. Creek Environs	Conventional lower density detached housing and unit development, visually connected to the adjacent creek environment, with larger setbacks to boundaries respecting and reinforcing the natural topography.

7

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A

APPENDICES

A1 CITY OF PORT PHILLIP

City of Port Phillip, 2007

The City of Port Phillip has adopted a highly proactive local government housing program that involved council facilitating the development of the Port Phillip Housing Association. In conjunction with the Association, Council provides funding, handles project management and manages properties and tenants. A total of 535 social housing units have been developed since the establishment of the program in 1985. A further 411 dwellings are currently planned.¹⁵

Port Phillip experiences high levels of housing stress, which is reflected by in extent of its homeless population, the 'at capacity' status of rooming house accommodation and the high number of applicants on public housing waiting lists. The need for public and private affordable housing in Port Phillip is acute, as is the need for different sizes and types of dwelling.

The housing strategy indicates that there is capacity to accommodate 16,300 new dwellings in Port Phillip, through the identification of suitable locations for new development on a residential framework plan. The framework plan identifies sites and precincts near activity centres and public transport routes as locations with the most capacity for growth and change. The majority of residential growth is to be directed into those areas. Moderate growth is expected to occur within the activity centres, while established residential areas are only suited for limited change and growth.

It is recognised that successful implementation of the strategy will require:

- Partnerships with other stakeholders and private developers in order to add value and make a difference through an inclusive process.

- Preparation of a neighbourhood character framework for established areas and preparation of structure plans and urban design guidelines for areas identified as being suitable for growth. These tools are to enable the protection of character and to direct residential growth to appropriate locations within the municipality.

Port Phillip developed a vision for the strategy underpinned by values relating to housing diversity, affordable housing, social housing and homelessness. The values are:

- Recognition that sustainable communities are socially diverse communities.

- Recognition that affordable and appropriate housing assists to maintain personal wellbeing and health.

- Encouragement of community tolerance towards social disadvantage and diversity.

- Support for policy that is firmly based on social equity and social justice principles.

The Council's role in implementing the strategy is to:

- Develop and / or implement land use policies and development controls.

¹⁵ Port Phillip Housing Association, 2010

Instigate strategic planning and research.

Provide financial contribution (e.g. land, trusts).

Provide direct and indirect services (e.g. housing officer, care services).

Undertake promotion, education and community development.

Address advocacy, liaison and coordination.

The importance of working closely with private housing developers and social housing organisations to prepare useful information about housing needs, while keeping the community informed and involved is also recognised.

The strategy identified the following distribution rates for the 16,300 new dwellings across the municipality, utilising a capacity assessment:

12.3 percent (2000) within major / larger activity centres.

68.4 percent (11,150) across strategic redevelopment sites and precincts located within close proximity to larger activity centres and / or the principal public transport route.

19.3 percent (3,150) across established residential areas.

The strategy aims to promote a range of affordable housing models and projects applicable to public, community and private housing that addressed requirements of low to moderate income residents and contributed to social diversity. Potential initiatives identified to achieve this goal consisted of:

Rent setting models based on a proportion of market rent rather than a proportion of income.

Private and community housing developers targeting low income wage earners, sometimes described as key workers.

Joint ventures or partnerships between community housing and private housing developers for mixed private, affordable and/or community housing.

Community housing development companies introducing and pooling a variety of funding sources apart from government grants, e.g. sharing development costs with the private sector to create mixed housing outcomes or leveraging significant private sector debt finance.

Councils entering into agreements with developers to deliver affordable housing as a proportion of total units in strategic redevelopment sites.

Development entities being established that have benevolent objectives and mix affordable and market rate housing.

Shared or partial equity housing.

State housing authorities seeking the redevelopment of public housing estates to achieve mixed public and private or public, community and private housing.

Municipal interest in planning mechanisms that achieve the provision of affordable housing such as 'inclusionary zoning' for generating affordable or community housing developer contributions.

Researchers advocating for government subsidies, tax credits or long-term bonds to leverage private sector investment in affordable housing.

A2 MORELAND CITY COUNCIL

Moreland City Council, 2006

The Moreland Affordable Housing Strategy seeks to identify the unmet housing needs within the municipality. Moreland experiences issues of housing stress for tenants and purchasers, a decreasing supply of affordable housing, and the pricing out of first home buyers. The municipality is diverse with a relatively disadvantaged population. The council aims to continue to play a role in facilitation and construction of housing partnership projects through advocating for:

- Appropriate affordable housing for residents in greater housing stress.

- State Government planning mechanisms to underpin affordable housing initiatives.

- Formalisation of improved accessible housing standards through building regulations.

- Provision of more capital funding for affordable housing initiatives.

- Release of surplus land assets from Commonwealth and State governments, at prices below market value, for affordable housing projects.

The Moreland Council also seeks to continue to nurture its relationships with local housing agencies and housing associations. A whole-of-Council approach is also utilised to implement the strategy, with extensive internal and external consultation processes.

Moreland Council has actively promoted affordable housing through:

- Allocation of \$1.5 million to underpin an affordable housing fund.

- A shop top housing program.

- A framework agreement and feasibility studies with Melbourne Affordable Housing to undertake social housing projects. This included in principle approval of future projects with Community Housing Ltd.

- The design and construction of an 8 and 12 unit community housing project in Fawkner and Coburg, aided by State Government funding in partnership with community housing groups.

- Advice provided to co-housing groups, church organisations and private sector interests who would like to include affordable accommodation in larger developments.

- A partnership with Metricon where a house with ambitious accessibility and ESD features was built on Council-owned land.

- Investigation of partnerships with superannuation funds to increase the supply of affordable housing.

- Contributions to the Northern Regional Housing Statement.

The strategy concludes that the council will need to undertake a facilitative role due to the constrained capacity of local government to address housing issues. Moreland's focus on influencing affordable housing will therefore be through regulation and planning; information provision; advocacy; project facilitation, funding, resource contribution and partnership; council leadership; and research.

CENTRAL COBURG 2020

Central Coburg 2020 provided a long-term regeneration framework for the Coburg PAC, including requirements for more accessible and affordable housing with the following principles for new and refurbished housing in the PAC:

Be appropriate – housing should facilitate mobility, link well with education, work, leisure, health and other services, and allow for the expression of cultural identity and individual privacy.

Be accessible – housing should be designed and built to ensure that 80 – 90 percent of people are able to use the building.

Be diverse – allow for the expression of cultural identity, individual household preferences and provide a range of tenure options.

Be flexible – capable of supporting households through different life stages and include multi-purpose spaces suitable for small-scale businesses.

The plan included the following relevant strategies:

Encourage development to incorporate at least 20 percent affordable housing.

Ensure 20 percent of dwellings are affordable on council owned land.

Encourage a range of dwelling sizes within developments.

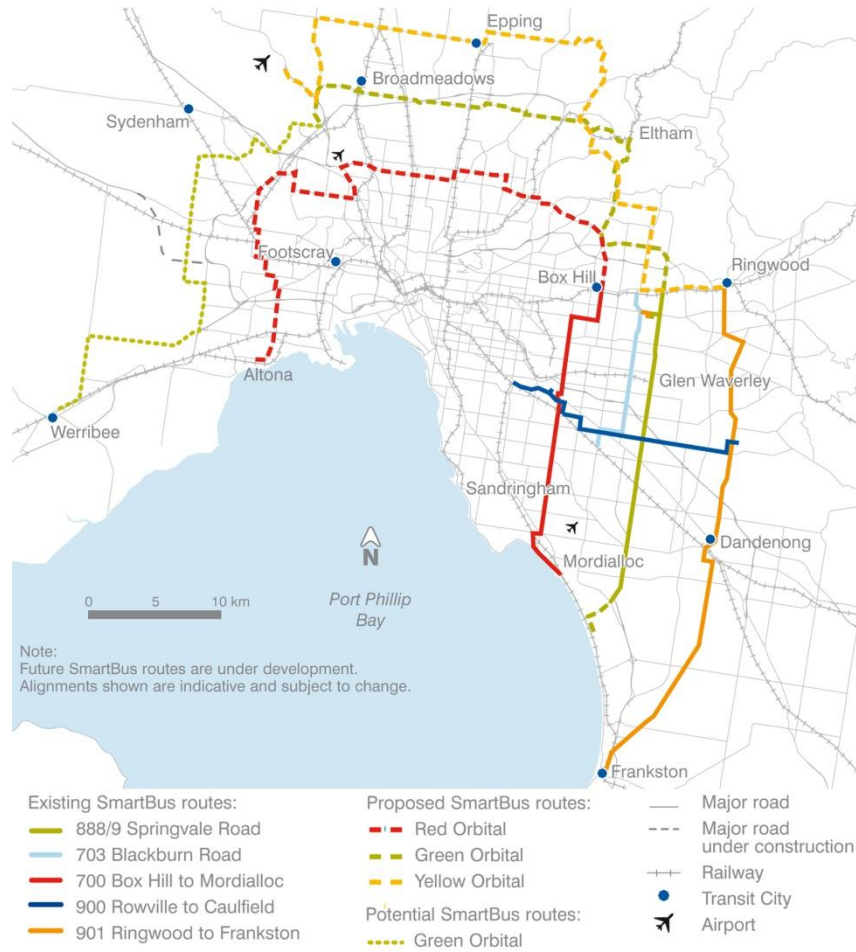
Work in partnership with housing associations and other interested agencies to develop social housing in Coburg.

Work with developers to ensure a range of housing types within a development.

Reduce modification costs over building life and improve amenity for users of the buildings through universal design (including visitability and adaptability).

A3 SMART BUS NETWORK

Victorian Transport Plan, 2008



A4 MONASH INITIATIVES

MONASH INITIATIVES FOR HOUSING CHOICE & AFFORDABILITY IN NEW RESIDENTIAL DEVELOPMENTS, MacroPlan, 2008

LONG TERM

'AS OF RIGHT' STATUS FOR PREFERRED DEVELOPMENT TYPES

Council should work with State Government to develop a new 'As of Right' style provision to allow preferred dwelling types to be developed without planning permits.

REVIEW COUNCIL'S PLANNING STANDARDS

The City of Monash should carry out a review of the planning standards currently used to assess planning applications, such as front setback, private open space and car parking requirements. It should also consider creating definable areas where certain types of residential developments are encouraged.

The report found that the residential neighbourhood character requirements may be inhibiting the delivery of more diverse and affordable housing within the municipality. It recommended that some form of practical compromise and a more flexible planning approach be used in order to encourage the development of more diverse and affordable housing.

LAND AUDIT

A land audit should be carried out to identify areas adjacent to or within designated activity centres that are considered appropriate for change. The land audit should identify areas appropriate for rezoning to accommodate medium to high density housing developments, and also involve the identification of specific sites that could deliver affordable housing.

It is noted that DPCD is currently undertaking a capacity assessment within every municipality, with findings expected to be released in 2011.

USE OF RESIDENTIAL 2 ZONE

The use of the R2Z zone is regarded as a positive action to assist the delivery of affordable housing as it seeks to encourage development at medium or higher densities to optimise the use of available facilities and services.

LOBBY STATE GOVERNMENT TO PROVIDE FURTHER GUIDANCE / DIRECTION ON THE ISSUE OF AFFORDABILITY

Initiate discussions with the Minister for Housing and the Minister for Planning to provide further guidance and direction on the issues of affordable housing.

SHORT TERM

INVESTIGATE DIFFERENT MODELS WHICH COULD DELIVER AFFORDABLE HOUSING

This could include the following:

Public Private Partnerships which involves the private development of Council land according to Council specifications.

Community Co-op Housing which is similar to public housing except it is managed by a community organisation rather than the State Government (Department of Housing).

REVIEW PREVIOUS PLANNING APPLICATIONS

Council should conduct a review of previous planning applications to determine whether those refused could have assisted in meeting demand. This would allow the identification and amendment of policy weaknesses.

PLANNING GUIDANCE NOTES

Develop planning guidance notes outlining how the Council intends to achieve more diverse and affordable housing. The guidance notes could assist and provide directions to residents and developers who might be interested in development more diverse and affordable housing.

A5 ASHWOOD CHADSTONE GATEWAY

Port Phillip Housing Association, 2010

The Ashwood Chadstone Gateway Project is the redevelopment of six vacant sites to deliver:

Much needed affordable homes for singles, couples, families and older persons who are on low to moderate incomes.

The project will deliver 210 integrated affordable rental homes and 72 homes for private sale, with the revenue generated to be put back into developing more affordable housing. The Port Phillip Housing Association have established a permanent local office in Ashwood and regularly meets with the community to discuss this project, which was approved by the Planning Minister in July 2010. The houses are expected to be complete by early 2012.

Consultation with the local community found that the majority of Ashwood and Chadstone residents approve of the project, based on the high need in the area for affordable housing and support for local neighbourhood renewal.

SOCIAL IMPACT ASSESSMENT

K2 Planning, 2010

The following table indicates the median weekly incomes, and number of people receiving assistance and support. Demographic data utilized in the report was provided by Urbis 2009 for Victoria and the Monash LGA. Census data was used for the Ashwood Chadstone Gateway Project (ACGP) area.

Topic	Monash (LGA)		
	2001	2006	Change
Income			
Weekly household income	\$1,185.77	1,399.56	18.0%
Ability			
Receiving Disability Support Pension Payments		4,500 payments (March 2007)	
Receiving Centrelink carers payments		689 people (March 2007)	
Persons requiring daily assistance for core activities		6,245 people (3.8% Monash LGA)	