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CITY OF WHITEHORSE STUDENT ACCOMMODATION STRATEGY- BACKGROUND PAPER

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Prepared for
City of Whitehorse

Independent
insight.



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EXECUTIVE SUMMARY

SGS Economics and Planning, along with Ratio Consultants, MGS Architects and Crowdsport were commissioned to *review the current Whitehorse Student Accommodation local planning policy, understand issues that are being associated with student accommodation and implement solutions to these issues through a revised local planning policy and Council policy.*

This document serves as a **background document** to the *City of Whitehorse Student Accommodation Strategy*, and *revised Local Planning Policy: Clause 22.14: Student Accommodation*.

There is a significant student population in the City of Whitehorse, with students representing 10.9% of the total population and it is growing at a rate slightly faster than Whitehorse's overall population. This is projected to continue, further enhancing the contribution students make to Whitehorse's community. Students have particular accommodation and other needs, but are also impacted by overall issues such as declining housing affordability which is placing pressure the wider community and students.

Students also live in a range of dwelling types. These have particular characteristics, challenges and issues. The various forms of accommodation that students occupy comprise the following:

- On campus residential colleges
- Purpose built accommodation
- Rooming or boarding houses
- Open market housing
- Informal housing.

These typologies are fully explored in section 3 of this document.

Many of the issues the project team identified regarding student accommodation relate to these specific typologies, and broadly fit into four categories:

- Issues for student welfare
- Regulatory issues
- Traffic and transport issues
- Design issues.

These issues are described in detail in section 10.1 of this document.

The project team has formulated a series of recommendations that respond to the issues outlined above, which can be found in section 10.2 of this document. These recommendations then feed into the *City of Whitehorse Student Accommodation Strategy*, and *revised Local Planning Policy: Clause 22.14: Student Accommodation*.

The *Strategy* proposes a Council Vision for student accommodation in Whitehorse, which is to:

'Support the continued contribution of students to a healthy, vibrant, inclusive and diverse community by providing a sustainable and accessible student housing market for Whitehorse's growing student population'.

The strategy is structured around the four key elements from the proposed Vision, with each element containing objectives, strategies and actions.

1. INTRODUCTION

1.1 Study context

The City of Whitehorse is home to two tertiary institutions; the Box Hill Institute (approximately 37,000 students) and Deakin University (approximately 28,000 students). Many local and international students reside within the City of Whitehorse and require a range of housing and resources.

Council recognises the need to plan for student accommodation to provide for the specific housing needs of this demographic, and to better manage potential amenity impacts on existing communities.

In early 2006, Council prepared a Student Accommodation Study to address the absence of guidance in the Whitehorse Planning Scheme specific to student accommodation. A key component of this work was to provide the basis for a local planning policy to guide expected planning permit applications.

Council is now revising the current local policy, informed by a recent investigation into issues perceived to be associated with the accommodation of students in the City of Whitehorse.

To this end, SGS Economics and Planning, along with Crowdspot, MGS Architects, Ratio Consultants and Red Ink Planning, have been commissioned to *'review the current Whitehorse Student Accommodation local planning policy, understand issues that are being associated with student accommodation and implement solutions to these issues through a revised local planning policy and Council Policy (or similar).'*

1.1 Report purpose

The purpose of this report is to provide the background to the Whitehorse Student Accommodation Strategy and suggested amended policy. This report documents the work completed to arrive at recommendations. Works undertaken as part of this project include:

- Policy review
- Detailed data analysis of current and future student population trends
- Detailed traffic and transport analysis
- Student accommodation design review and typology documentation, and
- Consultation with educational institutions, Council staff, and the student community of Whitehorse through various engagement tools.

The remainder of the report is structured as follows:

- Chapter 2 outlines the scale of change, student profile and policy context for reviewing student accommodation issues in the City of Whitehorse
- Chapter 3 presents the continuum of student accommodation typologies that have been created as a part of this project, and as such frame much of the discussion throughout the remainder of the document
- Chapter 4 describes and critiques design of student accommodation
- Chapter 5 details the range of government policies and regulations which influence student accommodation, with recommended changes explored
- Chapter 9 provides a review of Clause 22.14 of the Whitehorse Planning Scheme and a comparison with other council's student accommodation policies.
- Chapter 6 explores the traffic and transport issues surrounding student accommodation and educational institutions, and considers the various tools that could be utilised to better manage existing and future parking demand

- Chapter 7 provides various stakeholder perspectives on the issues that surround student accommodation, including insights from housing providers, educational institution welfare officers, and students themselves
- Chapter 8 presents the findings from the Whitehorse Student Accommodation Survey and Crowdsport website, and
- Chapter 10 presents the key issues and recommendations that feed into the Whitehorse Student Accommodation Strategy.

2. CONTEXT

The following chapter outlines the scale of population change, student profile and policy context for reviewing student accommodation issues in the City of Whitehorse.

2.1 Population growth and change context

The Victorian student population is growing year-on-year and is a major export driver in the Victorian economy. In 2016- 2017, the international education sector generated \$9.1 billion in export revenue for the state and supported almost 58,000 Victorian jobs¹. The sector's value to the state has more than doubled in the last ten years.

In 2015, 175,000 international students studied in Victoria, up from 160,000 in 2014. Nearly a third of all international students in Australia now choose to study in Victoria.

Domestic students (who would otherwise live somewhere in Victoria) contribute approximately \$173 million per annum based on student consumer spending, while international students (representing new expenditure) contribute approximately \$77 million per annum. This comprises retail, hospitality, retail services and non-retail spending.²

2.2 Growth and change in the City of Whitehorse

The population of Whitehorse is growing, consistent with trends occurring Melbourne-wide. Melbourne's suburbs are becoming increasingly densified in order to accommodate the burgeoning population within the metropolitan area. Combined with an emerging trend that is seeing more young people choosing to live in the family home longer, this rapid rate of growth and densification is resulting in a number of implications for the Whitehorse community (for example, parking conflicts).

Figure 1 below shows educational facilities located within the City of Whitehorse, as well as the major train, tram and bus lines that run through the municipality.

¹ Victorian Department of Economic Development, Jobs, Transport and Resources, 2018

² Ibid

FIGURE 1: THE CITY OF WHITEHORSE



Source: SGS Economics and Planning

2.3 Growth in Box Hill

A rise in student numbers has been an integral part of the rapid growth of the City of Whitehorse, particularly the growth seen around the Box Hill Activity Centre, close to where both Deakin University and the Box Hill Institute are located.

Box Hill has been a place of rapid change and the focus of development over an extended period. State and local policy has consistently identified Box Hill as a key strategic, economic, housing and community services centre in Melbourne's east, and the realisation of this as a successful and thriving centre has been supported by key infrastructure investments, including the Box Hill and Epworth Eastern hospitals, a significant transport interchange, the TAFE and University, and the Box Hill shopping centre.

Appropriate intensification within the core area of Box Hill has supported the evolution of the centre as one of regional and metropolitan significance, particularly regarding jobs, education, health, and transport.

Students are attracted to Box Hill by the diversity of housing, retail offerings and services. Box Hill, and other parts of Whitehorse, are also located on major transport corridors; which means Whitehorse is an attractive location for students accessing Monash via SmartBus, Swinburne in Hawthorn, and CBD campuses (RMIT, Melbourne).

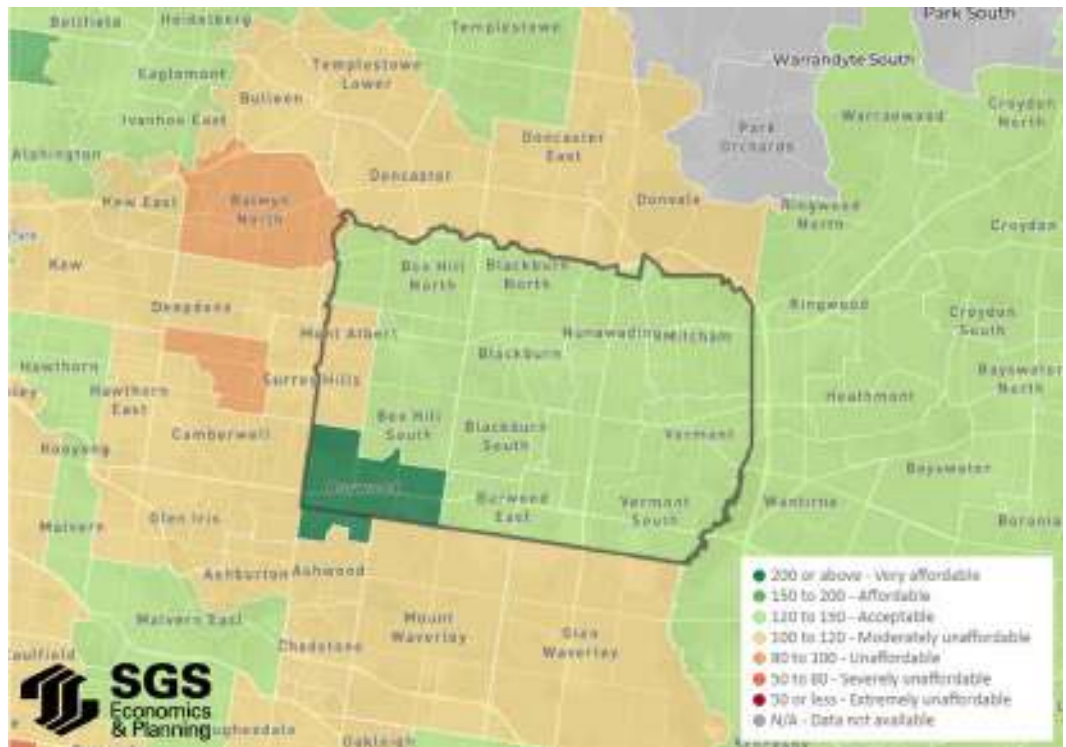
2.4 Housing affordability

As the City of Whitehorse grows in popularity as a place to live for students and non-students, housing is becoming more expensive. In 2016, the median monthly mortgage repayments in the City of Whitehorse were \$2,000 a month, up from \$1,950 in 2011. By comparison, the median monthly mortgage repayments across Greater Melbourne in 2016 were \$1,800³.

Rental accommodation has also become increasingly unaffordable in Whitehorse. The figures below shows the rental affordability of the City of Whitehorse for average income households (earning \$80,000 per year), first in 2011, then in 2017. In this time-period, rental affordability has changed from 'acceptable' to 'moderately unaffordable' across the majority of suburbs within the municipality.

³ ABS Census 2016

FIGURE 2: RENTAL AFFORDABILITY IN WHITEHORSE FOR AVG AUSTRALIAN RENTAL HOUSEHOLDS (Q1 2011)

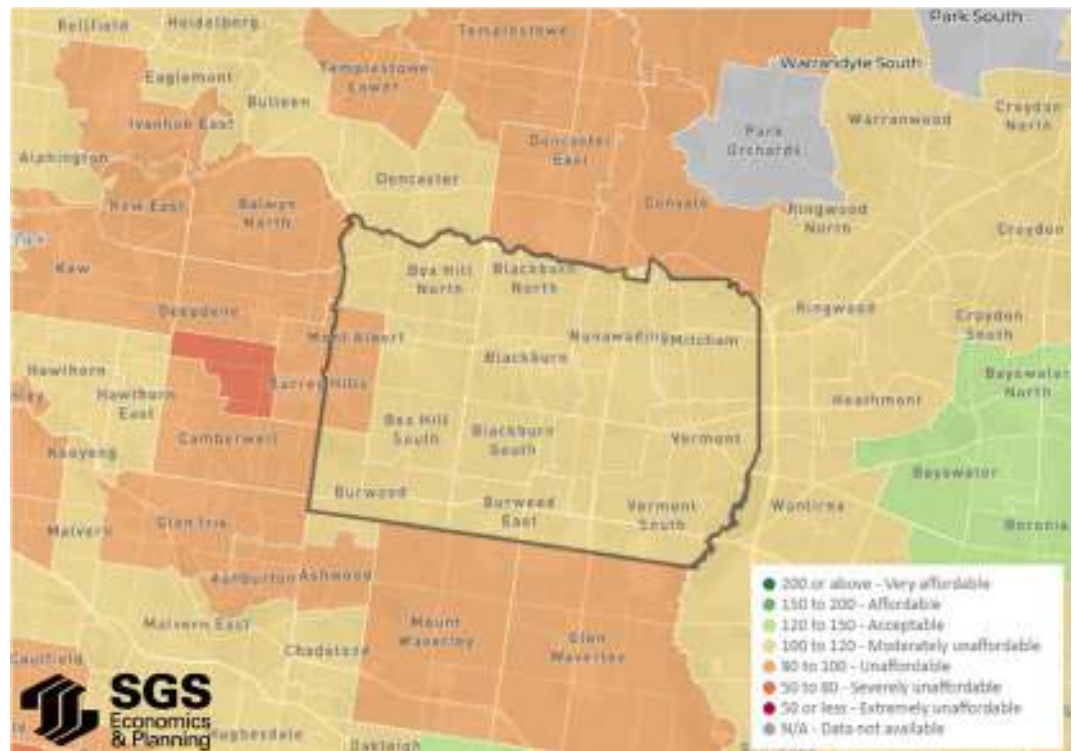


Source: SGS Economics and Planning

Assumptions for average income households: Household income = \$80,000 per year

N/A- Data Not Available explained (all figures): The rental affordability index is based on rental bond data, which is collected by the RTBA every time a new rental agreement is entered. If five or less bonds are lodged in a suburb, there is not enough data to be considered reliable and thus that suburb is excluded from the analysis.

FIGURE 3: RENTAL AFFORDABILITY IN WHITEHORSE FOR AVG AUSTRALIAN RENTAL HOUSEHOLDS (Q4 2017)

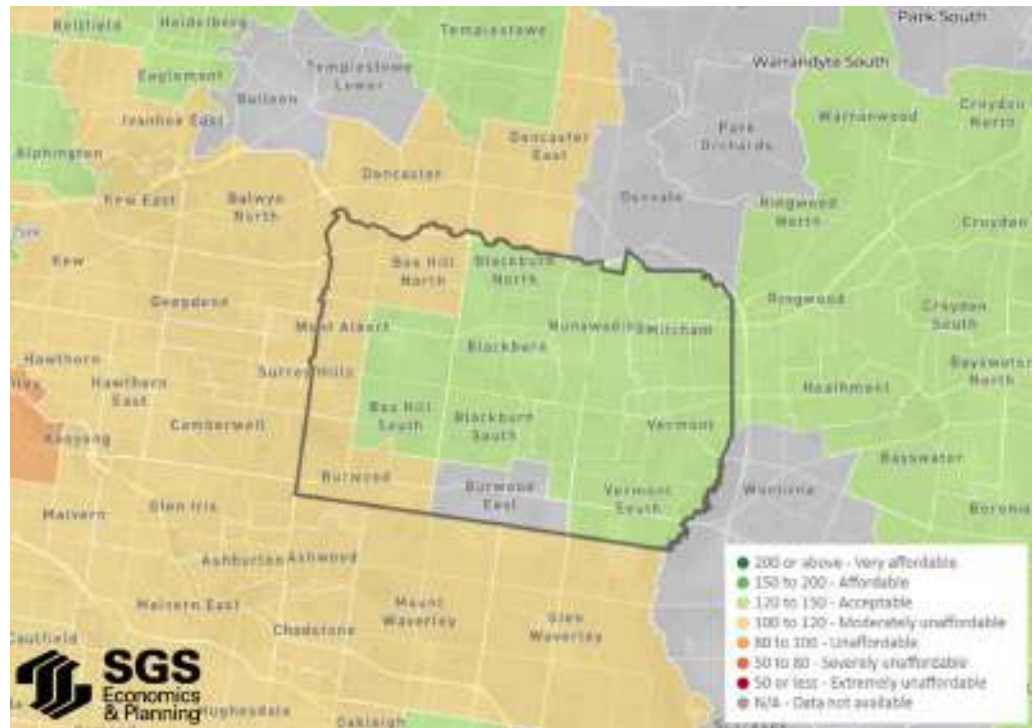


Source: SGS Economics and Planning

Assumptions for average income households: Household income = \$80,000 per year

The following figures demonstrate that renting in Whitehorse is even more unaffordable for the average student share house. This figure assumes that students within a typical share household have a combined income of \$70,000. However, this may not be achievable for some student share houses, and in particular, groups of international students who cannot work due to visa restrictions.

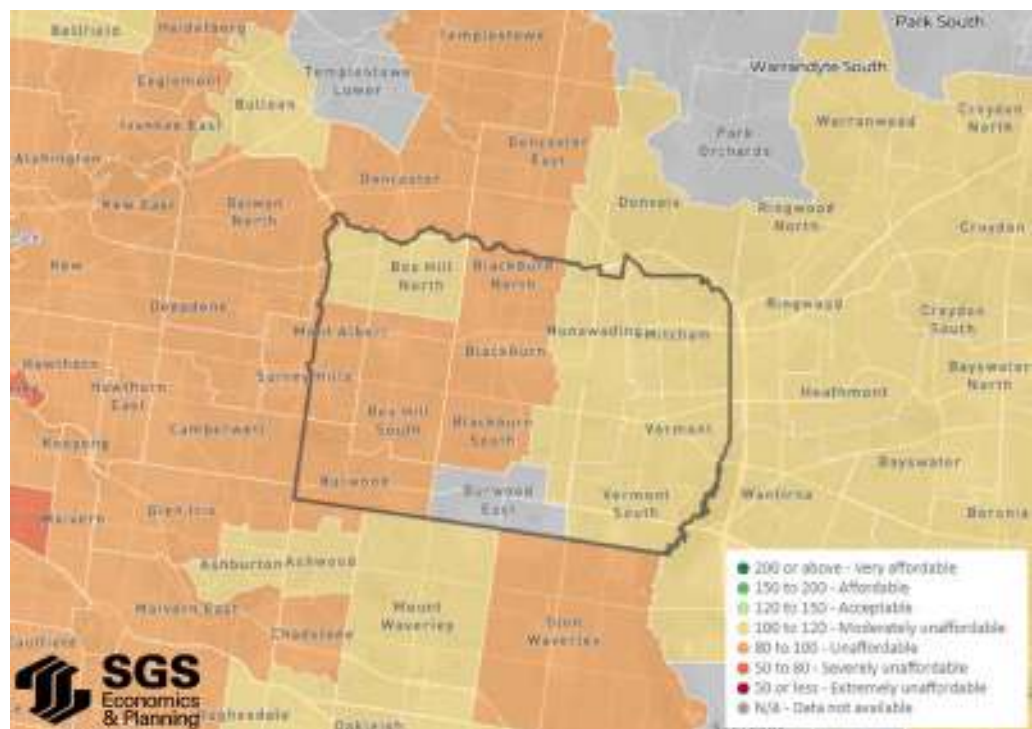
FIGURE 4: RENTAL AFFORDABILITY IN WHITEHORSE FOR STUDENT SHAREHOUSES (Q1 2011)



Source: SGS Economics and Planning

Assumptions for average income households: Household income = \$70,000 per year, Number of bedrooms: 2

FIGURE 5: RENTAL AFFORDABILITY IN WHITEHORSE FOR STUDENT SHAREHOUSES (Q4 2017)



Source: SGS Economics and Planning

Assumptions for average income households: Household income = \$70,000 per year, Number of bedrooms: 2

2.5 Current and future student profile

Whitehorse plays an important role in accommodating students in the metropolitan context. It is one of 10 municipalities in which 9% to 13% of the population is comprised of tertiary students.

TABLE 1: LGAS WITH GREATER THAN 9% OF STUDENT POPULATION IN MELBOURNE (2016)

LGA	Population	Resident Students	% of students
Melbourne (C)	135,708	34,292	25.3%
Yarra (C)	92,659	11,877	12.8%
Monash (C)	189,592	22,486	11.9%
Maribyrnong (C)	85,471	9,426	11.0%
Boroondara (C)	177,054	19,521	11.0%
Stonnington (C)	110,608	12,121	11.0%
Whitehorse (C)	167,991	18,284	10.9%
Darebin (C)	153,192	16,654	10.9%
Moreland (C)	170,949	17,811	10.4%
Port Phillip (C)	109,116	10,253	9.4%
Glen Eira (C)	148,385	13,338	9.0%

The student population has grown from 17,159 tertiary students living in Whitehorse in 2011, to 18,284 students in 2016. This represents a total of 1.3% growth per annum. Key characteristics of this population include:

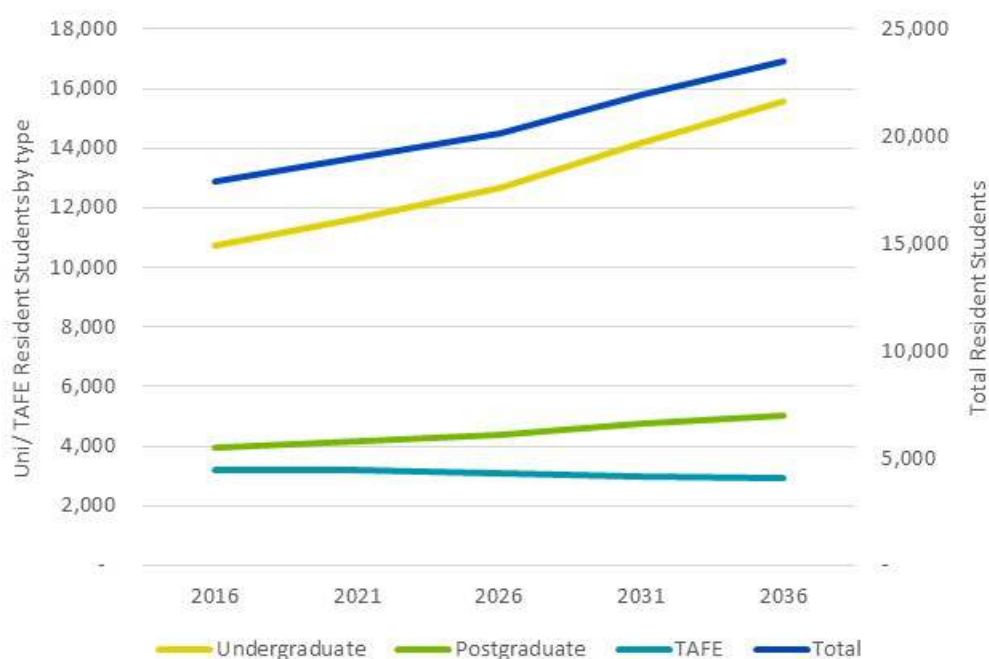
- There were 11,167 domestic students living in Whitehorse in 2016, and 6,248 international students. This represents a 64% split of local students to 36% of international students.
- There were 17,415 students who studied on-campus living in Whitehorse in 2016, and 869 students who studied online.
- There were 12,722 undergrad students living in Whitehorse in 2016, and 4,693 postgrad students. This represents a 73.1% split of undergrad students to 26.9% of postgrad students⁴.

Student growth is slightly stronger than population growth in Whitehorse, although the difference is marginal. Students accounted for 10.9% of the population in 2016, and are projected to be 12% by 2051.

The projected growth in student population is illustrated below. This figure indicates that the student population is anticipated to grow to over 23,000 by 2036, comprised largely of undergraduate students.

⁴ this % split is based on the number of students *enrolled* in Whitehorse and has been applied to total student residents *living* in Whitehorse because we don't have the undergrad-postgrad split for resident students

FIGURE 6: CURRENT AND PROJECTED STUDENT POPULATION IN WHITEHORSE BY TYPE



Source: SGS Economics and Planning, Small Area Projections

2.6 Student accommodation in Whitehorse

Students live in a range of dwelling types and this can be categorised according to typology based on the extent to which they are managed; with housing typologies ranging from on-campus, residential colleges, to informal and unmanaged housing. These also include variations in: location, design quality, provision of facilities, planning controls and built-form outcomes.

A typology to help understand the type of student accommodation has been developed, as follows.

TABLE 2: STUDENT ACCOMMODATION TYPOLOGY

Category	Characteristics/ Description
1. On campus Residential Colleges	<p>Larger buildings located on university campus.</p> <ul style="list-style-type: none"> ▪ Larger communities, with significant shared facilities, including communal cooking, laundry, large common areas. ▪ Each dwelling unit generally smaller with individual bathrooms but no cooking facilities within the dwelling. ▪ Provide extensive pastoral care programs and social activities linked to the layout of the buildings. ▪ Integrated with the campus and allows for the wider use of specialised facilities and easy access to the campus facilities. ▪ Available exclusively to students.
2. Purpose built	<p>Apartment style building, usually smaller than on campus. Typically constructed between two and four storeys but in principle could be larger, if allowed by policy. Generally located near campuses, transport nodes or activity centres</p> <ul style="list-style-type: none"> ▪ Typically smaller communities (20-30 units) but newer developments are larger (up to 200 units). ▪ Units slightly larger than on-campus accommodation. ▪ The quality of common areas varies greatly but generally smaller than on-campus accommodation. ▪ Integrated into activity areas and general residential areas. ▪ Available exclusively to students. ▪ May include self-contained units (with kitchen and bathroom) or bedrooms with shared facilities, or a combination of these in the same building.

3. Rooming or boarding house	<p>Typically configured as a large house, and potentially adapted from an older suburban house. Residents only have exclusive possession of their room with shared access to communal facilities, such as kitchens, bathrooms, laundries and living areas.</p> <ul style="list-style-type: none"> ▪ Should be no more than 12 people but can be larger (unlawfully). ▪ Each room generally smaller – potentially only a bedroom with no private study area. ▪ Very limited shared facilities – generally kitchen/dining and bathroom only. ▪ Available to students and non-students.
4. Open market housing	<ul style="list-style-type: none"> ▪ Distributed across residential areas; standalone houses, apartments, townhouses. Available to students and non-students. ▪ May be a shared rental.
5. Informal housing	<ul style="list-style-type: none"> ▪ Garages or other structures converted to living quarters ▪ No shared facilities (may be sharing facilities/ services with main dwelling on an allotment) ▪ Illegal housing

These housing typologies are further explored in Section 3.

The distribution of students across these accommodation types has been estimated as follows, with the vast majority of students living in open market housing.

TABLE 3: CURRENT DISTRIBUTION OF STUDENT ACCOMMODATION

Accommodation type	Capacity / count
1. On campus	1,175 beds
2. Purpose built	663 beds
3. Rooming or boarding houses	Up to 1,800 persons
4. Open market housing	14,038 resident students
5. Informal housing	Unable to estimate (illegal housing)
Total	Approximately 18,000 students

Source: SGS Economics and Planning, from various sources

It is noted that potential informal/illegal housing is difficult to quantify, as once identified, enforcement action is pursued. In addition, students may also occupy hotels, motels and serviced apartments for a period of time, however estimates of students occupying these forms of accommodation are unable to be determined and therefore have not been included in Table 3).

The following tables seek to further disaggregate the open market housing segment of Table 3 that houses 78% of the student population in the City of Whitehorse.

Table 4 shows that, of those students living in open market housing, over half are living in a household with only family members present. The next largest cohort are those living in share housing, representing 22.9% of students living in open market housing.

TABLE 4: DISAGGREGATION OF STUDENTS LIVING IN OPEN MARKET HOUSING BY HOUSEHOLD COMPOSITION

Household composition	Number of students	Percentage
One family household with only family members present	7,740	55.1%
One family household with non-family members present	1,687	12.0%
Two family household with only family members present	248	1.8%
Two family household with non-family members present	68	0.5%
Three or more family household with only family members	14	0.1%

present

Three or more family household with non-family members present	6	0.0%
Lone person household	1,013	7.2%
Share households	3,216	22.9%
Visitors only	46	0.3%
Total students in open market housing	14,038	100.0%

Source: ABS Census 2016

Table 5 disaggregates the student open market housing cohort by tenure type, showing a correlation between students living with family and students living in houses that are either owned outright or owned with a mortgage. Students living in houses that are owned outright may have lived in the City of Whitehorse for an extended period with their family.

TABLE 5: DISAGGREGATION OF STUDENTS LIVING IN OPEN MARKET HOUSING BY TENURE

Tenure type	Number of students	Percentage
Owned outright	2,693	19.2%
Owned with a mortgage	4,338	30.9%
Being purchased under a shared equity scheme	27	0.2%
Rented	6,798	48.4%
Being occupied rent-free	121	0.9%
Being occupied under a life tenure scheme	61	0.4%
Total students in open market housing	14,038	100.0%

Source: ABS Census 2016

Table 6 disaggregates the student open market housing cohort by number of occupants, showing that just over half (52.4%) of students in open market housing live in houses with four or more occupants. Notably, 10.1% of students in open market housing live in houses with six or more occupants, indicating possible instances of overcrowding.

TABLE 6: DISAGGREGATION OF STUDENTS LIVING IN OPEN MARKET HOUSING BY NUMBER OF OCCUPANTS

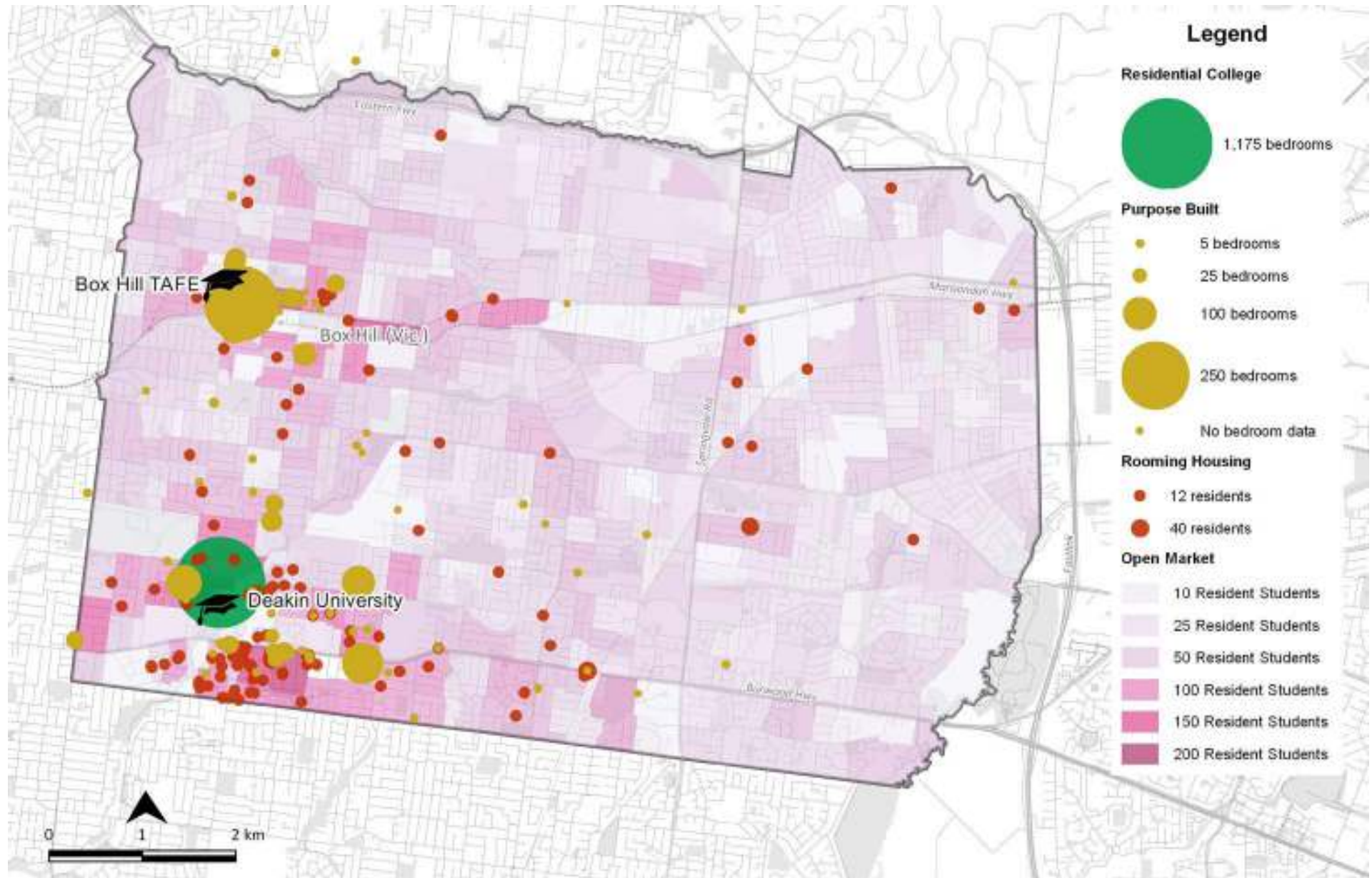
Occupants per household	Number of students	Percentage
One person	1,003	7.1%
Two persons	2,554	18.2%
Three persons	3,117	22.2%
Four persons	3,903	27.8%
Five persons	2,035	14.5%
Six persons	821	5.8%
Seven persons	299	2.1%
Eight or more persons	306	2.2%
Total students in open market housing	14,038	100.0%

Source: ABS Census 2016

Figure 7 overleaf shows the current distribution of student accommodation by type (residential college, purpose built, rooming or boarding houses, open market and informal

housing) in the City of Whitehorse. Although many types have clustered around the two educational institutions, there are still a number of students living in residential colleges, purpose-built housing, rooming or boarding houses, open market housing and motels/hotels/serviced apartments that are located quite a distance from these institutions.

FIGURE 7: CURRENT DISTRIBUTION OF STUDENT ACCOMMODATION BY TYPE



Source: SGS Economics and Planning, from various sources

2.7 Implications for the Student Accommodation Strategy

The overall population growth and change, and student growth in particular, has implications for the Student Accommodation Strategy:

- The number of students is growing at a rate slightly faster than the overall population, with student population growth in Whitehorse projected to continue.
- Overall housing affordability is declining, placing pressure on the wider community and students.
- Students live in a range of dwelling and household types.
- A large proportion of students live in open market housing; a typology that Council may have limited influence on.
- The overall scale of students in Whitehorse means that a strategy to manage the student population is necessary.

3. ACCOMMODATION TYPOLOGY

This section details the range of student accommodation typologies that have been identified as a part of this project.

3.1 Introduction

As identified earlier, student accommodation can be represented as a continuum of typologies that are characterised by differences in formality, considering factors such as management approach, location, design quality, provision of facilities, planning controls and built-form outcomes. Five key types of student housing have been identified, as set out below:

- Typology 1 On-campus residential colleges
- Typology 2 Purpose built student housing
- Typology 3 Rooming or boarding houses
- Typology 4 Open market housing
- Typology 5 Informal housing.

Towards the more formal end of the continuum are well-managed, higher-density residential colleges on or near education campuses, followed by managed built-for-purpose student accommodation near campuses or activity centres. At the opposite end of the continuum are relatively informal typologies such as unregistered rooming or boarding houses or overcrowded dwellings in residential areas.

This diversity of housing types provides a wide range of opportunities for students and each serves a role in the overall mix of housing choices. The student population is highly diverse, differentiated across a wide socio-demographic profile; from post-graduate to vocational and international to local. The preferences, needs and financial means of different types of students shape their accommodation choices. For instance, while residential colleges provide higher quality communal facilities, they may not be suitable for an independent post-graduate student who visits the university campus every few months.

Notably though, some of these student housing types introduce greater issues than others. The policy response will need to vary accordingly. This will be discussed further over subsequent sections of this report.

3.2 Typology details

TABLE 7: TYPOLOGY 1 ON CAMPUS RESIDENTIAL COLLEGES

Category	Characteristics
Building format & scale	<p>Typically comprised of larger buildings set within the university campus</p> <ul style="list-style-type: none">▪ Provides larger communities (200+ units).▪ Each dwelling unit generally smaller (which might suit undergraduate students). Individual bathrooms but no cooking facilities within the dwelling.▪ Higher quality examples split into smaller clusters (10-25 units) that share common areas.▪ Shared facilities on each floor – communal cooking, laundry, large common areas.▪ Opportunities for extensive pastoral care programs and social activities, linked to the layout of the buildings.▪ Integrated with the campus allows for the wider use of specialised facilities and easy access to the campus facilities.

Car Parking	Usually no separate provision of parking for students, though on-campus parking provides for the student needs.
Management approach	<ul style="list-style-type: none"> ▪ University sponsored – managed by expert operators; onsite support for students including social activities, study groups, etc. ▪ Utilities and wifi access included. ▪ Students apply to university directly.
Planning policy and controls	No permit is required for use and development of buildings and works under the Public Use Zone (PUZ).
Building class (see section 5.2 for explanation of classes)	Generally Class 3 building. Rooming houses classified as ‘student dormitory’ are on campus accommodation.
Cost	Comparable to open market, utilities included.
Design Quality, internal amenity and offsite impacts	<p>Newer buildings generally have very high overall design quality governed by the internal master planning and design review policies of the institution. As long-term owners and operators, the University has an incentive to invest in well maintained facilities.</p> <p>Offsite impacts and interface considerations are generally controlled by the institution. The design of these facilities generally demonstrates good integration with the landscape and surrounding public realm. Management of waste, laundry services and deliveries is usually consolidated and controlled in a central location.</p> <p>The internal amenity of individual units is modest due to the very small size of the private areas (usually between 7-10m²) but this is balanced by the more substantial common areas and campus facilities. Very limited internal storage is provided, consistent with the short-term nature of the occupation.</p>
Benefits	<p>Provide students with an ‘experience’, including a range of supporting services such as social activities, facilitate study groups, stress management and other lifestyle opportunities, and 24 hour security on campus.</p> <p>Provides a high-quality education experience, allowing greater access to the learning facilities, libraries and study areas that support student engagement.</p> <p>Support for those who have moved out of home, including international students. Students often transition in to share houses from on-campus accommodation.</p> <p>Provide guidance about rights and responsibilities regarding leasing share houses.</p>
Demand	There are more applicants than there are spaces, even with the recent opening of new accommodation at Deakin University. Demand fluctuates throughout the year given Deakin’s trimester structure.
Issues	<ul style="list-style-type: none"> ▪ Limited supply and reliance on Deakin to provide additional supply. ▪ Limited opportunities for students of smaller educational institutions to access this housing – and limited ability for smaller institutions to provide this on-site due to budget and site availability constraints.

TABLE 8: TYPOLOGY 2 PURPOSE BUILT STUDENT HOUSING

Category	Characteristics
Building format & scale	<p>Apartment style building, usually smaller. Typically constructed between two and four storeys but in principle could be higher in mixed use zones and commercial zones.</p> <ul style="list-style-type: none"> ▪ Typically smaller communities (20-30 units) but newer developments can be larger (up to 200 units). ▪ Units are generally slightly larger than on campus accommodation (suit older and more independent students). ▪ The quality of common areas varies greatly but generally smaller than on-campus accommodation. ▪ Integrated into activity areas and general residential areas.

- May contain self-contained units (with a kitchen and bathroom) or bedrooms with ensuite and shared facilities, or a combination.
- Different from apartments as shared communal spaces are provided.

Not necessarily appropriate for longer term accommodation – allowing lower levels of amenity because of short term occupancy.

This housing option works best when integrated into an activity centre or transit corridor context – providing ease of access to shopping, services, part time employment as well as the educational institution.

Car Parking	Varies by location. Some car parking is provided but to a lower rate than the typical requirement for open market housing.
Management approach	<p>Students apply directly to the housing provider (e.g. Student Housing Australia) or other owner or building manager. Many are advertised on Deakin website, which requires a student email address to access.</p> <p>When the development is approved, Council requires, through Section 173 Agreements (S173), that occupants must be students. This agreement runs with title, however there is limited trigger for enforcement.</p> <p>The current S173 register only includes a list of properties with a S173 agreement, not the conditions to be enforced, making regular review of S173 agreements difficult and resource intensive.</p>
Planning policy and controls	<ul style="list-style-type: none"> ▪ Policy support for well-located medium to high level development in pro-development zones e.g. Residential Growth Zone (RGZ), Mixed Use Zone (MUZ) and Commercial Zones (C1Z and C2Z). ▪ Policy support for well-located medium level development in other residential zones. ▪ Clause 22.14 Student Accommodation. ▪ Character, design and amenity, provides for section 173 Agreements, locational requirements, car parking rates (differ based on location). ▪ 52.23 Shared housing. ▪ If 11 or more habitable rooms, requires a permit for use. If less than 11, Section 1 use. ▪ Clause 55 applies to buildings in Class 2 and Class 3 under the Building Regulations of 4 storeys or less. ▪ Clause 58 does not apply to taller buildings in Class 3 under the Building Regulations (as they are not apartments) but does apply to buildings in Class 2 under the Building Regulations.
Building class (see section 5.2 for explanation of classes)	<ul style="list-style-type: none"> ▪ Class 3 ▪ Class 2 if small individual units (self-contained) ▪ Clause 22.14 of Scheme requires a kitchen in each unit (becomes Class 2) at present (but this is proposed to change as a result of this policy review).
Cost	Comparable to open market, utilities included
Design Quality, internal amenity and offsite impacts	<p>The quality of the facilities varies widely. Some potential areas of concern:</p> <ul style="list-style-type: none"> ▪ The internal amenity of individual dwelling units can be limited due to the small floor area, lack of storage, limited privacy and potentially lesser access to sunlight. ▪ The quality of the shared internal facilities can vary enormously. ▪ The connection between indoor and outdoor shared facilities can be limited, reducing the useability of the outdoor spaces. ▪ As the size of the development gets larger (beyond 50-80 units) it becomes increasingly important to configure the shared indoor and outdoor recreational spaces to allow for smaller communities to develop – to counteract the potential isolation within a larger development. ▪ The offsite impacts such as noise, waste and maintenance issues. ▪ Planning impacts such as overshadowing of adjoining sites could be a problem if not controlled through the application of built form controls. ▪ Limited storage areas are provided, meaning that this form of housing is not suitable for longer term tenancies.
Benefits	Provides an affordable housing option for more independent students who are confident living in the wider community rather than within a campus setting.

	<p>The limited amount of pastoral care or social activities is less of an issue for these students.</p> <p>Comparable to open market. Each individual unit is generally smaller and utilises shared facilities, however pastoral care, security, building management is included.</p> <p>Potentially provides a model that could be integrated into other housing developments such as a mixed-age community.</p>
Demand	High, overwhelmingly from International student and rural student population. Demand is typically low from the local student population.
Issues	<ul style="list-style-type: none"> ▪ Supply of this type of dwelling may be constrained because may have lower resale value in future, as only suitable for particular segments of housing market. ▪ Difficult to adapt this housing type into other forms of housing, since the units are too small for most other uses and potentially strata titled. ▪ Rubbish disposal at end of semesters. ▪ Needs to be geographically focussed on areas with high public transport accessibility to shops, services as well as the educational institutions. This model is less appropriate for general suburban areas where students may be isolated and reliant on private (car) transport.

TABLE 9: TYPOLOGY 3 ROOMING OR BOARDING HOUSES

Category	Characteristics
Building format & scale	<p>Typically configured as a large house, and potentially adapted from an older suburban house. Rooming or boarding houses are distinguished from share houses by the nature of the leasing arrangement. That is, residents of a share house have exclusive possession of the rented premises, whereas residents of a rooming or boarding house only have exclusive possession to their room with shared access to communal facilities, such as kitchens, bathrooms, laundries and living areas.</p> <ul style="list-style-type: none"> ▪ Should be no more than 12 people (for Class 1B) but could be larger (enforcement issue). ▪ Each room generally smaller – potentially only a bedroom with no private study area. ▪ Very limited shared facilities – generally kitchen/dining and bathroom only.
Car parking	Varies by location. Some car parking is provided but to a lower rate than the typical requirement for open market housing.
Management approach	<ul style="list-style-type: none"> ▪ Owned by individuals/ businesses ▪ Can be leased to anyone
Planning policy and controls	<ul style="list-style-type: none"> ▪ A planning permit is required for use of shared accommodation where there are more than 10 habitable rooms. ▪ A planning permit is required for buildings and works. ▪ This essentially means the location of the use cannot be controlled by Council, however there is ability to influence the design of the building (including a ResCode assessment and application of Class 22.14 built form requirements.
Building class (see section 5.2 for explanation of classes)	<p>Class 1B. Must be smaller than 300m2 Gross Floor Area (GFA) which allows for much simpler fire and escape requirements within the National Construction Code (NCC).</p> <p>Rooming houses are not exclusively used as student accommodation, however anecdotally in Whitehorse the majority are occupied by students.</p>
Local laws/ enviro health	<ul style="list-style-type: none"> ▪ As it is registrable as a prescribed accommodation under the Public Health and Wellbeing Act 2008, Council conducts annual inspections to ensure that minimum standards are met as set out in the regulations. ▪ The regulations cover overcrowding in prescribed accommodation, ensure reasonable standards of hygiene, sanitation and maintenance, and reduce the risk of communicable diseases.
Costs	Below open market, includes utilities
Design Quality, internal amenity and offsite impacts	<p>The quality of the facilities is generally lower than other options. Some potential areas of concern:</p> <ul style="list-style-type: none"> ▪ The design quality of this form of housing as student accommodation is limited

	<p>by the fact that it is not purpose built for student needs. Thus, potentially missing elements that are necessary for student lifestyles such as private study areas and higher quality shared facilities.</p> <ul style="list-style-type: none"> ▪ The quality of the built form varies enormously depending on the age and maintenance of the building. ▪ The quality of outdoor areas and shared private open space can vary enormously, but is fairly consistent with the types of open space found in other detached housing areas. ▪ The smaller scale of this housing type limits the impact on neighbouring properties. Essentially it is a domestic building type that can sit well within a residential street. ▪ At the end of tenancies, there can be a waste management issue (particularly when rental agreements are terminated or exited out of abruptly).
Benefits	<ul style="list-style-type: none"> ▪ More affordable due to shared facilities ▪ Highly flexible for landowners due to the limited requirements for specialised fire warning and escape / noise separation between bedrooms.
Issues	<ul style="list-style-type: none"> ▪ Overcrowding can be an issue ▪ New rooming houses need to be DDA compliant. Older houses which were converted to 1B (rooming houses) more than 5 years ago didn't have DDA required so many don't meet DDA ▪ Consumer Affairs Victoria (CAV) are increasingly involved. They require escape plans and storage bins in rooms, and various minimum standards when rooming houses are built. They also maintain a register of rooming houses and licence operators for rooming houses. There is a best practice guide but not enforceable (this could be made an incorporated document in Council's Local Law, as with waste policy) ▪ Not purpose built and reliant on the base level of amenity set by CAV regulation. Can be geographically dispersed, leading to isolation of residents and reliance on car transport options. ▪ Potentially poor levels of general maintenance due to the limited levels of management and grounds for intervention.

TABLE 10: TYPOLOGY 4 OPEN MARKET HOUSING

Category	Characteristics
Building format & scale	<ul style="list-style-type: none"> ▪ Standalone houses, apartments, townhouses. ▪ Challenge lies in excess residents beyond intended capacity (enforcement issue). ▪ Very limited or no shared facilities. ▪ Open market rental dwellings have been known to operate illegally as rooming houses. This is the case if each tenant pays a separate bond. This creates significant student welfare issues, particularly around overcrowding. ▪ If open market housing is occupied as designed then there is no problem with overcrowding.
Management approach	<ul style="list-style-type: none"> ▪ Very limited. Through leasing agent.
Planning policy and controls	Standard residential.
Building class (see section 5.2 for explanation of classes)	Class 1 (for townhouses) / Class 2 (for apartments)
Costs	<ul style="list-style-type: none"> ▪ Bond typically one month rent as per standard rental agreements. ▪ Typical open market housing costs apply.
Design quality internal amenity and offsite impacts	<p>The quality of the facilities is generally high, however this diminishes rapidly where there is overcrowding. The main offsite impacts come through overcrowding, mainly from the overuse of car parking or of visitor parking in street layouts that provide limited parking opportunities.</p> <p>At the end of tenancies, there can be a waste management issue (particularly when rental agreements are terminated or exited out of abruptly).</p>
Benefits	Fewer tenants sharing facilities, occupants have more control over who other tenants are.

Issues	Overcrowding can be an issue. This leads to fire safety issues. If multiple dwellings in an apartment building are overcrowded, then the safety issues are magnified. Further, there are more opportunities for fires to start and greater numbers of people will need to be evacuated.
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TABLE 11: TYPOLOGY 5 INFORMAL HOUSING

Category	Characteristics
Building format & scale	<ul style="list-style-type: none"> Garages, outbuildings or other structures converted in to living quarters. No shared facilities (may be sharing facilities/ services with main dwelling on an allotment).
Management approach	Informal as not registered as a dwelling. Illegal occupancy.
Planning policy and controls	N/A
Building class (see section 5.2 for explanation of classes)	N/A
Costs	Low
Design Quality, internal amenity and offsite impacts	The quality of the facilities is highly variable and generally lower than other accommodation types. There are significant risks that the dwelling does not meet the minimum requirements of the National Construction Code if DIY labour was used for construction.
Benefits	N/A
Issues	<ul style="list-style-type: none"> Illegal use of buildings for dwellings results in unsafe environment Fires on site create issues for Melbourne Fire Brigade (MFB) when attending (more occupants than expected). However, the small scale and wide dispersal of this housing type reduces the magnitude of the problem. In addition to poor sanitation and overcrowding, many of the above forms of prescribed accommodation also have poor standards in respect of other building elements. Significant research evidence indicates that people living in low-standard accommodation suffer a higher incidence of poor health generally, and a higher incidence of infectious diseases. Given the vulnerable and, at times, transient nature of the client groups served, residents are unlikely, in most circumstances, to be able to complain effectively to landlords and have remedial action undertaken. This is particularly the case where access to alternative accommodation may be limited. This poses significant public health risks to residents of these forms of accommodation and the community more broadly.

3.3 Limitations within housing typologies

As shown in the previous chapter, there is significant demand for housing for students and this is distributed across the typologies outlined here. The strong demand for student housing is due both to the increase in student numbers over time, as well as general population increases that require more housing, and to increasing housing affordability issues within the municipality. It is clear that interventions need to be made to support more student housing and improved affordability.

This chapter highlights the highly diverse range of issues found within subsectors of the student housing market. There is no single, simple cause of the issues and any response or intervention targeting a specific issue needs to be assessed against the potential unintended effects for other subsectors. Second, the quality of the housing itself is highly variable – some have excellent internal amenity while others are very poor. For larger buildings, the provisions of the Victorian Apartment Design Guidelines generally do not apply for most developments as there is no planning permit trigger, so there are limited controls protecting the internal amenity of student housing. Student housing is a specialised housing type that requires particular internal configurations to mitigate the smaller overall dwelling sizes

In summary terms, the limitations of each housing type are as follows:

TABLE 12: LIMITATIONS OF HOUSING TYPOLOGIES

Type	Limitations
Typology 1: On-campus Residential Colleges	<ul style="list-style-type: none"> ▪ The key issue with this type of housing is limited supply. Each institution only has limited opportunities to construct this housing and funding is an issue. The rate of delivering new housing is slow. ▪ While this type provides high quality housing well-tailored to the needs of students it is typically aimed at an undergraduate cohort due to the smaller size of the individual units. ▪ This housing is comparable in cost to open market housing and thus is not affordable for low to no income students or students with more complex needs such as the mobility impaired or families.
Typology 2: Purpose built student housing	<ul style="list-style-type: none"> ▪ Typically this housing type provides larger units than on-campus accommodation but smaller than open market housing. The larger size provides better internal amenity. ▪ The quality of shared amenities within the development can vary widely. There is a risk that a lack of social spaces and shared facilities can lead to alienation or isolation. ▪ Purpose built housing can be better located nearer to transport and services within activity centres, since it is not constrained by the institutional campus location. ▪ This housing is comparable in cost to open market housing and thus is not affordable for low to no income students or students with more complex needs such as the mobility impaired or families.
Typology 3: Rooming or boarding houses	<ul style="list-style-type: none"> ▪ Rooming or boarding houses are not designed specifically for students and existing State Government laws provide only basic standards and a basic level of protection. ▪ There is a higher risk of overcrowding in this type of housing and smaller spaces overall. ▪ Poor internal amenity for students: limited shared facilities, typically bedrooms with a shared lounge and kitchen which provide less privacy. ▪ The lack of clear management means that there is increased risk of waste / noise / car parking / neighbourhood amenity issues. ▪ This housing is cheaper but the design of the dwellings can make it inappropriate for students with complex needs such as the mobility impaired or families.
Typology 4: Open market housing	<ul style="list-style-type: none"> ▪ If tenanted at the intended occupancy rates this housing type provides a high-quality option for students. The key issue is that cost pressures increase the risk that there will be overcrowding. ▪ When there is significant overcrowding there will likely be issues with car parking, waste, noise and other impacts on the neighbouring dwellings. Internal amenity and potentially safety for residents will be compromised too. ▪ Management of this type of housing is limited or non-existent. ▪ Open market housing affordability - supply issues where students (short term) and non-students (long term) compete for housing in the same market.
Typology 5: Informal housing	<ul style="list-style-type: none"> ▪ This type of housing provides the least protection for students since it is the least managed form of housing. Where reasonable design quality is provided this type can provide an acceptable housing option, however there are few protections to ensure design quality. This type of housing is likely to be associated with a very crowded primary dwelling.

3.4 Implications for the Student Accommodation Strategy

This typology analysis indicates three broad kinds of issues that reoccur to differing extents across the range of housing types described here.

Regulatory issues

Where the building type requires a planning permit there is the opportunity to encourage or discourage certain outcomes through the planning assessment process. Primarily these are issues commonly found with planning for medium and higher density housing, such as the provision of adequate internal amenity, providing DDA accessibility, sufficient car parking and mitigation of offsite impacts such as overlooking, overshadowing and provision of adequate landscape opportunities. Some issues are more specific to student housing, such as the need for specialised common areas in exchange for the modest scale of individual dwelling units. Broadly speaking, all these can be considered *regulatory issues*.

Note that problems can emerge where there is no need for a planning permit. The most common example of this would be smaller rooming houses with less than 10 habitable rooms. In these situations the only requirement is for the building to meet the building code and planning regulations. There would often be no further scrutiny from Council or neighbours and no means to require compliance to standards above the building code.

Compliance issues

The second broad issue relates to outright non-compliance with building codes, Council bylaws and the intended design of the original building. These issues all relate to the overcrowding of facilities or the use of buildings for housing in ways that are unsafe, unhygienic or cause disruption to the wider community. In comparison to the first broad group of issues, this second kind can be described as *compliance issues*.

Supply issues

The third broad issue is protecting and increasing the overall supply of housing in order to meet the growing need, whilst also improving the design quality of the housing opportunities. The challenge for the Student Accommodation Strategy is to control the first set of issues through policy intervention without making the restrictions so onerous that the more formalised types of student housing are discouraged. If more formally managed student housing is not feasible then students would be forced to use the less formal types of housing through lack of alternatives. In this situation it is foreseeable that compliance issues might increase and the experience for students will be poorer. In summary, this third kind of issue can be grouped as *supply issues*.

Specific responses that address these regulatory, compliance and supply issues will be discussed over the following sections of this report.

4. DESIGN REVIEW OF STUDENT ACCOMMODATION

This section critiques the various design elements of student accommodation across the various typologies.

4.1 What makes student housing distinctive?

The key differences between student housing and other forms of housing is the acceptance of a reduction in the size of individual private spaces compared to ordinary housing (to aid affordability) and the short-term nature of the tenancy. Student housing is designed with the expectation that students will only stay for the duration of their course and will spend a large proportion of their day outside of the dwelling, using the facilities of the educational institution, working or using external entertainment or recreation opportunities.

This is distinct from other forms of affordable or social housing, for example, since other affordable housing types need to allow for residents to occupy the dwelling for a much larger proportion of the day. The short term and transitory nature of student accommodation has particular implications that need to be considered to ensure that future policy addresses key design issues.

How should design responses address internal amenity concerns?

The internal amenity for students should be addressed in a number of ways.

The minimum level of spatial provision within the individual units needs to meaningfully allow for the everyday needs of students. This includes opportunities for food preparation, study, relaxation, bathing and sleep with appropriate levels of privacy, ventilation, solar access and outlook for each use. In Section 9 of this report there is a discussion of how other municipalities have addressed these minimum standards. In design terms, instead of enforcing a single fixed area measurement or requirement for specific facilities it is important to allow some flexibility in the delivery model for the facilities.

For example, it may be appropriate to share bathing and cooking facilities between a small number of units (say, two to four bedrooms). This proportion of bedrooms to kitchen and bathrooms is consistent with the scale of an ordinary house. Sharing facilities amongst a larger group (upwards of six bedrooms) requires a different sort of kitchen and bathroom facility more consistent with an institutional setting.

The size of individual bedroom units will potentially differ depending on the type of accommodation on offer. In all cases the space should be large enough for a bed, a desk and an area for dressing and storage for clothing and personal belongings. It is possible to deliver smaller floor areas (potentially 11-12m²) where all furniture is in-built, since the design will be a bespoke response to the student needs. Where the room is offered partially furnished or unfurnished it will be necessary to increase the room size (>16m²) to allow for more generic furniture sizes. Where the units are unfurnished the doorways and circulation will need to be larger to allow for the repeated delivery and movement of furniture.

The limited internal amenity within smaller dwelling units is offset by increased opportunities for shared communal facilities that meet the needs of students. The approach towards shared facilities varies depending on type. For instance, on-campus residential colleges offset the very small individual units with higher quality shared facilities that are larger and offer more

benefits for residents. In addition, residents have access to the extensive recreation and study opportunities of the campus. Common facilities in purpose-built student housing are less comprehensive than on-campus accommodation but the individual units in these developments tend to be slightly larger. The common facilities need to be scaled in proportion to the number of residents served by each and needs to be easily accessible from both the individual dwelling and the wider circulation path.

Rooming or boarding houses and ordinary residential dwellings adapted for student accommodation often deliver poorer quality shared facilities, particularly where large numbers of residents share the same facilities. This reduces the useability, functionality and amenity of this housing type for students. There are limited policy tools to influence outcomes here as further discussed in Chapter 5. From a design perspective it is preferable to avoid encouraging the use of these types of housing to meet student needs.

How should design responses address offsite impacts?

Improved design quality for student housing will assist but not fully solve the issues of offsite impacts. As previously introduced in Section 3.2, many offsite impacts are created or exacerbated through the non-compliance with minimum requirements of the building code or Council local laws. There can be a waste management issue at the end of tenancies, particularly when rental agreements are terminated or exited out of abruptly. Tenants may leave their unwanted furniture for the landlord to dispose of if they are disgruntled by unlawful rental conditions, or if they need to leave quickly if they feel unsafe. These issues are discussed further in section 7.

Issues such as the dumping of hard rubbish, along with noise complaints and poor maintenance of buildings and gardens are best addressed through encouraging more intervention from the management of the facility and Council enforcement where this is not sufficient. It should also be noted that in many cases these issues are not solely due to students but to intensification of an area more generally. Addressing the issue of resident car parking and visitor parking is discussed further in Chapter 6.

Managed housing typologies demonstrate fewer design issues as they are designed for the express purpose of student accommodation and assessed through the planning process. Adapted or open market housing used for student housing introduce potential issues arising from poor management and where buildings are not occupied as designed. Targeted policy intervention that encourages and incentivises the delivery of higher quality managed typologies in preferred locations will help reduce the risk of poor quality housing causing issues for the wider community.

4.2 Best practice design quality

Best practice in student accommodation ensures that the needs and preferences of students are met, well-matched to their specific needs. The following points introduce a range of potential responses that would support improved design quality.

Targeted policy intervention

Student housing is effectively a form of housing intensification, similar in many respects to other medium density housing types. Residents rely on ease of access to their education institution, but also to services, employment and public transport as part of meeting their everyday needs. It is important to coordinate where within the municipality there are the greatest opportunities to access these needs and to support student housing in these locations. The existing student housing policy references the preferred location near to campuses, public transport and activity centres.

There is an opportunity to incorporate more direct and co-ordinated policy supports in the Whitehorse Planning Scheme to encourage an increase in the supply of student

accommodation in specifically targeted locations and integrate with activity centre and car parking policies.

- Where larger lots are identified for redevelopment, particularly where there are requests to rezone land for alternative use, Council has an opportunity to place requirements into planning instruments such as Development Plan Overlays or zone schedules to incentivise the inclusion of affordable housing and student accommodation in appropriate locations. Depending on the scale of the proposal these might be delivered as a stand-alone development or incorporated as a portion of larger developments.
- Particular incentives to encourage supply of student accommodation could include incorporating an increased site yield or development bonus system, configured to relax specific development controls compared to standard housing types, for the purpose of incentivising the construction of student accommodation.

Demonstrating design quality

The Better Apartment Design Guidelines provide a strong summary of the key issues that define higher quality high density living arrangements. Similarly, the Urban Design Guidelines for Victoria provide recommendations on creating a responsive and integrated design outcome that engages with its local context.

Residential buildings up to 4 storeys are required to comply with Clause 55. Higher residential buildings (more than 4 stories) are not required to comply with Clause 58 (the Better Apartment Design Guidelines) as they are not categorised as apartments.

There is an opportunity to develop design standards and guidelines for all forms of residential buildings (not just student accommodation) as part of a future project.

High quality dwelling units

Minimum amenity standards for individual units should be provided as a base level of performance and suitability. Chapter 9 of this report describes minimum standards used in other municipalities and provides a comparison with the existing requirements in the City of Whitehorse. In general terms, it will be necessary to ensure that each dwelling provides adequate space allocations to meet the everyday needs of students.

However, rather than stipulating a fixed numerical measure for the amenity standard it is important to allow for flexibility in responding to the specific student cohorts being served (international and local students). It is necessary for the designers of a student housing development to demonstrate how the proposed model meaningfully responds to the needs of identified cohorts of future students and will deliver an outcome appropriate for their needs.

High quality communal facilities

The design of communal facilities should be well-considered and high quality to encourage the utilisation of these shared spaces and to mitigate the smaller scale dwelling units. Consideration should be given to align the size of the shared facility to logical groupings of dwellings, to foster a sense of neighbourhood or community. This is particularly important in larger housing developments where it may be necessary to set up a hierarchy of smaller shared areas and larger facilities that serve the entire development.

Circulation spaces can become multi-functional communal spaces by incorporating views, natural light, furniture and seating into their design. Avoid long, monotonous routes with poor ventilation and wayfinding. At a minimum, circulation spaces should be dimensioned to allow for removal and delivery of furniture to each dwelling (particularly where the furniture is not built into the dwelling itself).

Communal facilities consist of both internal and external areas. The design response should promote ease of access between inside and outside spaces to ensure their activation and use, and provide for the activation of exterior communal open space through multiple entries and logical circulation routes.

Functional uses such as waste and laundry areas should be considered as part of the communal facilities. Storage opportunities are valuable even when they are constrained or located away from the individual dwelling unit. The design response should allow safe access and ease of use of functional areas, scaled appropriately for the size of the overall building.

Adaptability

The adaptability of student housing to other forms of affordable housing is potentially a highly challenging issue. Student housing is a specialised type of housing providing spaces that are generally smaller than would be acceptable for other forms of tenancy. Council should be clear in its expectation that student housing is not suitable for reuse for other forms of housing without renovations that meet the minimum needs of the future residential population. Rectifying the deficiencies can be a very difficult or expensive exercise, usually requiring the consolidation of multiple units to create a single larger dwelling.

Higher quality design approaches would demonstrate consideration of the adaptability to other uses such as affordable housing (single parent household), social housing or key worker housing. The design should demonstrate the flexibility to modify the layout to create additional living areas, private outdoor areas and sufficient storage opportunities for long term use. This will require careful configuration of load bearing walls and building services.

Other innovative approaches

Council has an opportunity to more directly support inclusive and diverse communities through encouraging student housing as an important component of the overall range of housing in Whitehorse. These approaches do not necessarily require substantial capital investment but will help ensure increased affordable student accommodation through education and administrative support.

- Council can play an advocacy and education role in introducing deliberative development approaches and supporting the work of housing associations and student-managed co-operatives. These approaches allow direct involvement of the resident groups in developing the design to meet their needs while reducing overheads such as development profit. Co-ops are particularly suitable for ongoing management as this reduces the ongoing costs and makes the management more responsive to resident needs. Student co-operatives are popular in Sydney and Canberra. Two examples are included in the footnotes⁵.
- Council can encourage intergenerational housing development co-operatives, homestays and aged care exchange accommodation programs. These typically seek to integrate student housing into larger communities, counteracting the potential isolation from the wider community experienced both by students and aging communities.

4.3 Limitations of the current student accommodation policy

Further to the discussion of the limitations of student accommodation types in Section 3.2, the key design considerations that need to be addressed are as follows:

- Minimum levels of internal amenity need to be met and these should relate to the needs of the student cohort identified for the project. Specific floor area requirements are less useful than a performance-based approach.

⁵ <http://www.csh.coop>, <http://www.stucco.org.au>

- Current policy requires individual kitchen and bathroom facilities for each 'dwelling'. This means there is significant repetition of a relatively expensive portion of the dwelling. Small scale sharing of facilities (similar to ordinary housing) can be supported. Private kitchens also minimise social interaction opportunities.
- The communal facilities in larger student housing developments risk being underutilised by being located in a single central position away from main circulation routes. The size needs to be linked to the proposed use and the number of residents served by the facility.
- Offsite impacts should be addressed through ensuring compliance rather than requiring substantial design changes.

4.4 Implications for the Student Accommodation Strategy

Protecting internal amenity

- Development models that include kitchen and bathroom facilities shared amongst a small number of bedrooms (generally two to four beds) would reduce the number of kitchens and bathrooms and potentially deliver a social benefit through sharing and interaction between residents. Sharing amongst larger numbers of bedrooms (indicatively, six or more) would require significant space for these facilities.
- The size of shared facilities needs to be larger where bedrooms are smaller and in proportion to the number of residents served by each facility. Ensure that the model of shared facility provision is meaningfully linked to individual dwellings as well as outdoor areas and general circulation routes.

Targeted policy intervention

- Ensure that the policies are geographically focussed to align with strategic planning with the clear purpose of encouraging, not restricting, student accommodation. For instance, opportunities exist to better align student accommodation policy with integrated transport planning and activity centre policies. The policy comparison in Chapter 6 of this report shows that current policy may be restrictive.
- Reduced car parking requirements in accessible areas should be co-ordinated with policy provisions to promote use of sustainable public transport. For instance, increased provision of bicycle spaces (including visitor bicycle spaces) within the overall development in locations that are visible and easily accessible.

Ensuring adaptable design

- Note that it is relatively difficult to convert housing types, but applicants and Council need to be fully aware of this.
- Council should support adaptable design approaches but clearly state in the scheme that a planning permit is required for a change in use to ensure design issues are resolved prior to building works.

Supporting design quality and inclusive communities

- Ensure that reduced unit (or habitable room) requirements are linked to higher quality shared spaces (quality, size and variety) and are meaningfully linked to the everyday residential needs of students.
- Planning needs to be clear on where student accommodation development is supported.

5. GOVERNANCE AND REGULATORY ENVIRONMENT

The diversity of student accommodation means that there are a complex range of government policies and regulations which influence student accommodation. This section outlines the governance and regulation while providing additional detail regarding the typology of student accommodation.

5.1 Strategic policy context

Council Plan 2017 - 2021

The Council Plan 2017 - 2021 includes two strategic directions that support the development of student housing in the municipality:

Strategic Direction 1 is 'Support a healthy, vibrant, inclusive and diverse community'. It includes approaches to build community connections and strengthen the diversity of the community.

Strategic Direction 2 is 'Maintain and enhance our built environment to ensure a liveable and sustainable city'. It includes approaches to facilitate good design, support a diversity of housing types and improve transport connections.

Whitehorse Health and Wellbeing Plan 2017 – 2021

The Whitehorse Health and Wellbeing Plan 2017 – 2021 includes 5 goals that link to the Strategic Directions in the Council Plan, and identifies priorities under each of these goals. The goal and priorities are linked to Strategic Direction 1 and 2 in the Council plan are:

Goal: Connected, safe, respected and resilient people, families and communities.

This goal links to Strategic Direction 1. Priorities include:

- Social connectedness
- Mental health and wellbeing
- Violence against women prevention
- Local area planning for prevention and health promotion.

Goal: Accessible, safe and welcoming places for all people.

This goal links to Strategic Direction 2. Priorities including:

- Connectivity and connectedness
- Feeling safe
- Affordable housing.

Other priority areas that have been identified in the Health and Wellbeing Plan which are relevant are:

- Sharing open spaces
- Living sustainably
- Access to information (from Council)
- (Council) Engagement with community

- Health and wellbeing is good business.
- Cultural diversity is good business.

Providing a safe, efficient and accessible student housing market is clearly something that achieves many of Council's Health and Wellbeing goals.

Whitehorse Housing Strategy 2014

Whitehorse's Housing Strategy 2014 sets the following Vision for housing:

To ensure that housing in the City of Whitehorse meets residents' needs in terms of location, diversity, sustainability, accessibility, affordability and good design.

The principles for housing are to:

- Develop housing in Whitehorse that shapes the City's urban structure to support environmental and social sustainability, resilience and the health and wellbeing of residents.
- Encourage housing that supports preferred neighbourhood character objectives and urban design aspirations for the City.
- Promote housing growth and diversity in locations within walking distance of public transport and local services such as shops, parks and education.
- Limit residential growth in areas of valued landscape or built form character, and/or with infrastructure limitations.
- Support the housing directions of existing and future adopted Structure Plans and Urban Design Frameworks for activity centres.
- Provide a mix of housing that meets the life stage and cultural needs of residents.
- Ensure housing in substantial change areas is designed to achieve and enhance sense of place and identity, and facilitate neighbourhood participation.
- Support environmentally sustainable building, design and innovation in new housing development.
- Advocate for increases in affordable and social housing stock.

Burwood Heights Activity Centre Structure Plan

The future of Burwood Heights will be guided by the Burwood Heights Activity Centre Structure Plan. The vision for the centre is as follows:

'Burwood Heights will evolve as an inclusive and vibrant Activity Centre that reinforces the existing sense of community and neighbourhood spirit. It will comprise a wide mix of uses that complement the role and function of other Activity Centres in the region and the range of services currently available in the existing centre.

Burwood Heights will be easy to get to by public transport and will be easy and comfortable to move through via well defined, designed and active walking and cycling networks.

The centre will integrate and respect the character and amenity of its surrounds. It will embrace the topographical, physical and environmental features of the locality and develop as an attractive and memorable place that integrates strong built form and landscape elements'.

Box Hill Structure Plan

The future of Box Hill will be guided by the structure plan, which seeks to achieve the following:

Housing – *Offer a diverse mix of housing within and surrounding the centre.*

- Accommodate all age groups, including growth segments such as student and elderly populations.

Education – Promote Box Hill as the best destination for tertiary students in the region

- Connect tertiary students from Deakin University and Box Hill Institute to Box Hill activity centre.
- Further promote international student activity at Deakin University and Box Hill Institute.
- Improve child care service offering in Box Hill to meet the growing demand from local residents.

5.2 Current policy environment

As the previous chapters have confirmed, there has been increased demand for shared accommodation such as rooming/boarding houses and student dormitories and hostels. This demand is generally driven by Deakin University and Box Hill Institute, which also advertise these low cost, affordable housing options. There are laws that aim to protect public health and safety through setting standards that owners/proprietors need to comply with. This includes meeting Council's Building, Health and Planning requirements.

Whitehorse Planning Scheme

The Whitehorse Planning Scheme contains local and state policies that control how some student housing is assessed.

Definition

The Victoria Planning Provisions do not specifically define 'student accommodation' as a use in the planning scheme. The land use definition that is normally applied to applications for student housing is **residential building**. This is defined at Clause 74 of the planning scheme as:

'Land used to accommodate persons, but does not include camping and caravan park, corrective institution, dependent person's unit, dwelling, group accommodation, host farm, residential village or retirement village.'

Residential building is nested under **accommodation** in Clause 75 of the planning scheme and includes **boarding house** and **residential college**. The other two definitions in the accommodation nest that have potential to be student accommodation are **group accommodation** and **residential village**. Some other Councils define student housing as **accommodation**. For the purposes of this exercise, there is little difference whether student housing is classed as accommodation or residential building.

Under all of the residential zones in Whitehorse, use of land as a **residential building** or most forms of **accommodation**, requires a planning permit.

However, Clause 52.23 Shared housing exempts this permit requirement for shared accommodation that has ten or fewer habitable rooms.

This means that based on the current planning controls in place, only student accommodation containing 11 or more habitable rooms requires a planning permit for use.

In relation to buildings and works associated with student accommodation, a planning permit is required.

Planning permit applications for use of land for student accommodation (where required) and buildings and works associated with student housing are assessed under the following provisions in the Whitehorse Planning Scheme.

Clause 16.01 Residential Housing (State policy)

Clause 16.01-1 Integrated Housing promotes a housing market that meets community needs, and specifically mentions support for rooming or boarding houses and student accommodation.

Clause 16.01-2 Location of Residential Development promotes the location of new housing in or close to activity centres and in urban renewal precincts and sites that offer good access to jobs, services and transport. It includes a strategy to encourage higher density housing on site well located in relation to jobs, services and public transport.

Clause 16.01-5 Housing Affordability aims to deliver more affordable housing closer to jobs, transport and services. It includes facilitating a mix of private, affordable and social housing in activity centres and urban renewal precincts.

Clause 21.06 Housing (local policy)

Council's Municipal Strategic Statement (MSS) contains a comprehensive housing strategy for the municipality. Clause 21.06 includes the following issues, objectives and strategies that are relevant to this project:

21.06-4 Housing diversity

Issues: Meeting high demand for private rental accommodation.
Providing high quality and accessible housing to meet the needs of students.

Objectives: To diversify the variety of housing types.
Provide housing that meets the specialised requirements of particular residents.

Strategies: Encourage appropriate student housing close to tertiary campuses in a form that respects existing or preferred character of the area.

21.06 – 5 Housing affordability

Issues: Meeting increasing demand.
Appropriately locating student housing.

Objectives: To increase the supply and distribution of affordable housing.
To reduce housing stress.

Strategy: Identify opportunities for affordable housing in structure plans including specific locations, localised need and design and incentives for developers.

21.06-5 Housing design

Issues: Appropriate scale for the character of the area.
Improving housing design for better functionality, universal access and adaptability.

Objectives: To enhance design quality and character of residential development.
To encourage the provision of well designed, adaptable and accessible housing.

Strategies: Encourage housing design that enables future adaption.

Clause 22.14 Student Accommodation (local policy)

Council has a local policy that addresses character, design and amenity issues of purpose built student accommodation.

It includes:

- Policy to develop Section 173 Agreements for management of student accommodation
- Locational requirements for student accommodation
- Car parking rates (which differ based on location with fewer carparking spaces required close to Activity Centres).

- Minimum amenity and design requirements for each unit of accommodation.

Clause 52.06 Carparking (State policy)

This is a state wide control which includes car parking rates for various uses. Student housing and residential buildings do not have defined rates, and must be provided to the satisfaction of the responsible authority. The local policy at Clause 22.14 guides this discretion.

Clause 52.23 Shared Housing (State policy)

This is a state-wide control which exempts the use of land for shared housing from a planning permit as long as it is in a residential zone, provides self-contained accommodation and doesn't have more than 10 habitable rooms.

Clause 52.34 Bicycle Facilities (State policy)

This is a state wide control that specifies residential buildings of four or more storeys should provide two bicycle spaces per 10 lodging rooms (one allocated to residents, one allocated to visitors). A permit can be granted by the responsible authority that waives or varies this requirement.

Clause 55 Two or More Dwellings on a Lot and Residential Buildings. (State policy)

Clause 55 applies to residential buildings (which includes apartments) and includes locational considerations, design standards and amenity controls that apply to residential buildings of up to four storeys.

Clause 58 Apartment Developments (State policy)

Clause 58 applies to apartments of more than 4 storeys. Apartments are defined in Clause 72 of the planning scheme as:

‘A dwelling located above the ceiling level or below the floor level of another dwelling and is part of a building containing two or more dwellings’.

It includes locational considerations, design standards and amenity controls that apply to building over four storeys.

Some student accommodation applications would not be classified as apartment developments as they are not self-contained dwellings (rather habitable rooms). These developments would be classed as residential buildings rather than apartments. Clause 58 does not apply in these instances. Where there is a combination of apartments and habitable rooms in a building, Council would assess the development against the requirements of Clause 58. In any case, Clause 22.14 (the local policy) would apply as it refers to residential buildings which encompasses apartment developments and shared accommodation.

Issues

As student accommodation isn't defined in the planning scheme, a developer must nominate the development as student accommodation when a permit is applied for. If the developer does not nominate it as such, the application will be assessed as a residential building or accommodation. This has implications for the application of the Council's local policy (detailed below) at Clause 22.14 of the planning scheme. Council must satisfy itself at the further information stage whether a development is proposed for use as student accommodation or not.

Accommodation with less than eleven bedrooms does not require a planning permit for the use. This means that Council cannot control the location of these types of uses.

Building Act

The Building Act 1993 (the Act) governs building activity in Victoria. It provides the legislative framework for the regulation of building construction, building standards and the maintenance of specific building safety features.

The objectives of the Act are to:

- protect the safety and health of people who use buildings and places of public entertainment; and
- enhance the amenity of buildings.

Under the Act, Student Accommodation will generally fall into one of four classes:

- **Class 1a buildings** are a single dwelling being a detached house, or one or more attached dwellings, each being a building, separated by a fire-resisting wall, including a row house, terrace house, town house or villa unit.
- **Class 1b buildings** are boarding houses, guest houses, hostels or the like with a total area of all floors not exceeding 300m², and where not more than 12 reside, and is not located above or below another dwelling or another Class of building other than a private garage.
- **Class 2 buildings** contain 2 or more sole-occupancy units each being a separate dwelling
- **Class 3 buildings** are residential buildings, other than a Class 1 or 2 building, which is a common place of long term or transient living for a number of unrelated persons. Example: boarding-house, hostel, backpacker's accommodation or residential part of a hotel, motel, school or detention centre.

When an owner changes the use of their home from Class 1a (a single dwelling) to Class 1b, they must obtain a building permit and ensure that essential safety measures are maintained. This includes stand-alone, hard wired smoke alarm in every bedroom and every hallway, lighting to assist evacuation of occupants in the event of fire and maintenance of exits to ensure clear access in case of an emergency. This legislation is enforced by Councils Building Department.

No planning permit would generally be required for this change of use, as Clause 52.23 Shared Housing exempts the building for a permit for use.

Building Regulations 2018

The Building Regulations 2018 came into operation on 2 June 2018, replacing the Building Regulations 2006 and Building Interim Regulations 2017.

The Building Regulations 2018 (the Regulations) are derived from the Building Act and contain, among other things, the requirements relating to:

- building permits
- building inspections
- occupancy permits
- enforcement of the Regulations
- maintenance of buildings.

The Regulations adopt the Building Code of Australia as a technical reference that must be complied with.

In the City of Whitehorse, "prescribed accommodation premises" are premises where six or more people are living, including residential accommodation and student dormitories.

A rooming house is a building in which there is one or more rooms available for occupancy on payment of rent in which the total number of people who may occupy that room or those rooms is not less than 4.

Premises which, other than the family of the proprietor, have no more than 5 persons living there, and are not a rooming house, are exempt from being 'prescribed accommodation'.

Owners must comply with laws that aim to protect public health and safety. This includes meeting Council's building, public health and planning requirements.

Unauthorised conversion of a building (converting a building from Class 1a to Class 1b) may constitute an offence which can be prosecuted by Council or the police. It may also lead to danger to residents due to inadequate fire protection or sub-standard conditions.

ESSENTIAL SAFETY MEASURES UNDER CLASS 1B BUILDING PERMIT

- Smoke alarm installation requirements
- Emergency lighting requirements
- Fire extinguisher requirements
- Fire blanket requirements
- Exit doors
- Swimming pool fencing
- Emergency evacuation procedures
- Heat, bathing and laundry facilities
- Maintenance of exists
- Light and ventilation
- Other items suggested by Council to increase safety (see <http://www.whitehorse.vic.gov.au/Shared-Accommodation-Housing.html>)

Owners/proprietors must comply with regulations in relation to the maximum number of people permitted to reside in each bedroom. A room must not be permitted to be used as a bedroom if it has a floor area of less than 7.5 square metres.

If people are accommodated for a period of more than 31 days the maximum number of people permitted to occupy a bedroom is:

- One person: 7.5m² (minimum floor area)
- Two people: 12m² (minimum floor area)
- An additional 4m² of floor area for each additional person.

Shared accommodation in Whitehorse must be registered with Council where there are four or more occupants in the case of rooming/boarding houses and six or more in the case of residential accommodation. Once registered, Council conducts annual inspections to ensure that minimum standards as set out in the Public Health and Wellbeing Regulation 2009 are met.

Basic utilities and maintenance required

All bedrooms, toilets, bathrooms, laundries, kitchens, living rooms and any common areas provided with the accommodation must be maintained in good working order; in a clean, sanitary and hygienic condition and in a good state of repair.

A continuous and adequate supply of water must be provided to all toilet, bathing, kitchen, laundry and drinking water facilities and hot water to all bathing, laundry and kitchen facilities.

At least one toilet, one bath or shower and one wash basin for every 10 persons must be provided for persons occupying the accommodation. Register of occupants

A register recording names and addresses of persons occupying the accommodation and dates of their arrival and departure must be retained by the proprietor for at least 12 months after the date of the last entry in the register.

Compliance

Where Council becomes aware of shared accommodation facilities that breach building, public health and planning laws, Council will coordinate investigation and enforcement activities to achieve compliance. This includes conversions to Class 1b building use without being suitably upgraded or granted necessary permits or registrations (where applicable).

Council would initially seek to work with owners/proprietors to achieve compliance. However, where necessary, Council may use several enforcement options available. These include issuing of orders/notices to upgrade safety measures of the building, prohibiting occupation and remedying any breaches of standards under the Public Health and Wellbeing Regulations and the Planning Scheme.

Council may also serve an infringement notice for offences, including operating an unregistered business.

General

In addition to the essential items required for building permits, Council suggests a number of items likely to make the shared accommodation a safer and more pleasant place for residents to live. The accommodation should have:

- Communal food preparation area with sink, stove and fridge
- Laundry facilities including a clothesline
- Good external and common area lighting.

In addition, each room should have:

- A minimum of two power outlets
- Adequate ventilation and light
- Heating or appropriate allowances for portable heating
- Window coverings to keep light out and provide privacy.

Other relevant acts that govern student accommodation

In addition to the Building Act and Building Regulations, there are several acts and laws that govern the management and use of student accommodation in the City of Whitehorse and Victoria more broadly. The figure overleaf briefly lists the various acts and laws that govern the activities within student accommodation and rooming houses.

Note that the figure overleaf presents an overview of the current Residential Tenancies Act 1997. This Act is currently being reviewed. The reforms to the Residential Tenancies Act have only recently been introduced into the Victorian Parliament, and if passed, will be implemented in 2019. The reforms are aimed at strengthening tenants' rights, and providing those who rent with a sense of security and support. Due to the timing of the reforms, this study does not consider the impacts that the reforms may have on student accommodation in Whitehorse.

FIGURE 8: ACTS AND LAWS THAT APPLY TO STUDENT ACCOMMODATION AND ROOMING HOUSES

<p style="text-align: center;">Planning and Environment Act 1987</p> <p style="text-align: center;">Administered by the Victorian Minister for Planning</p> <ul style="list-style-type: none"> • Overall framework for planning the use, development and protection of all land in Victoria.
<p style="text-align: center;">Building Act 1993 and Building Regulations 2018</p> <p style="text-align: center;">Administered by the Victorian Building Authority and City of Whitehorse Building Dept</p> <ul style="list-style-type: none"> • Building permits • Building inspections • Occupancy permits • Enforcement of the Regulations • Maintenance of buildings.
<p style="text-align: center;">Residential Tenancies Act 1997</p> <p style="text-align: center;">Administered by Consumer Affairs Victoria</p> <ul style="list-style-type: none"> • Rights and responsibilities for landlords and tenants • Requirements for landlords to keep premises reasonably clean and secure • Landlords can not unreasonably interfere with the tenant's right to quiet enjoyment of the premises. • Tenant can authorise urgent repairs where they have not been able to contact the landlord. • Regulations that set out minimum standards.
<p style="text-align: center;">Fair Trading Act 1999</p> <p style="text-align: center;">Administered by Consumer Affairs Victoria</p> <ul style="list-style-type: none"> • Prohibits misleading and deceptive conduct • Prohibits bait advertising • Prohibits unfair contract terms.
<p style="text-align: center;">Public Health and Wellbeing Act 2009</p> <p style="text-align: center;">Administered by Dept of Health and Human Services and City of Whitehorse Environmental Health Dept</p> <ul style="list-style-type: none"> • Preventing overcrowding in prescribed accommodation • Ensuring reasonable standards of hygiene, sanitation and maintenance • Reducing the risk of spreading communicable diseases.
<p style="text-align: center;">Environment Protection Act 1970</p> <p style="text-align: center;">Administered by the Environment Protection Authority and City of Whitehorse Community Laws Dept</p> <ul style="list-style-type: none"> • Infringements for littering of any kind (including cigarette butts, dog litter, general litter, hard rubbish, dumped rubbish and over-filled rubbish bins)
<p style="text-align: center;">Road Safety Road Rules Victoria 2017</p> <p style="text-align: center;">Administered by Victoria Police and City of Whitehorse Community Laws Dept</p> <ul style="list-style-type: none"> • Monitoring parking • Available parking • Parking permits • Where motorists cannot park • Parking signs and road rules • Parking infringements and fines • Private parking arrangements.
<p style="text-align: center;">Local Government Act 1989 and Council Local Laws 2014</p> <p style="text-align: center;">Administered by City of Whitehorse Community Laws Dept</p> <ul style="list-style-type: none"> • Noise complaints • Bins left at curbside • Keeping footpaths free for pedestrian usage.

5.3 Limitations of the current governance and regulatory environment

The current governance and regulatory framework means that student accommodation is not assessed consistently and holistically. The issues are:

- Most accommodation used by students doesn't require a planning permit for use as student accommodation.
- The developer declares an intention to provide student accommodation as it is an innominate (unlisted) term in the planning scheme. This means that the Council's Clause 22.14 Student Accommodation only applies where the developer has identified they are providing student accommodation. All other accommodation which may be used by students doesn't need to be assessed against the policy unless Council determines that it is student accommodation. This may be difficult to identify and prove.
- Most accommodation providing less than eleven bedrooms does not require a planning permit for the use as it is defined as shared housing.
- The planning scheme definition for shared housing (eleven or less rooms) differs subtly from building regulations definition (twelve or less people).

All of these factors mean that it is difficult for Council to manage student housing consistently across the municipality. Rather than being assessed based on accommodation type (student accommodation), development is assessed based on the size of the facility and according to how the applicant has chosen to define the development.

This differs from other forms of accommodation designed for a particular sector such as residential aged care facility which is defined under the planning scheme as:

Land used to provide accommodation and personal or nursing care for the aged. It may include recreational, health or laundry facilities and services for residents of the facility.

The lack of definition means that accommodation for students can't be assessed by sector. It makes it impossible for standards that have been identified as being required by students to be delivered across the board – there simply is no mechanism. This relates to:

- Location.
- Provision for and adequacy of communal facilities.
- Requirements for a management plan.
- Support for student welfare.
- Dispensations for carparking, storage and open space.

It also means Council has no way of identifying accommodation that is being used for student housing across the municipality. No one department in Council knows all of the accommodation being used for student housing, which makes it difficult to manage student accommodation issues consistently.

5.4 Implications for the Student Accommodation Strategy

Focus on student needs

The starting point for all decisions about student accommodation should be student welfare.

To counteract the negative perception of students in Whitehorse, it is recommended Council develop a 'Welcome to Whitehorse' resource which acknowledges the contribution that students, particularly international students, make to Whitehorse, and the special needs that students have. This resource can include Council's overall policy and approach to students in Whitehorse including standards expected of all student accommodation, whether it requires a planning permit or not.

With the exception of car parking and storage area requirements, the special accommodation needs that students have all relate to their welfare.

This includes:

- Ensuring that students have access to emotional and practical support. For purpose built student accommodation there is the capacity for the student housing provider to offer this.
- Suitable spaces to allow for student interaction and minimise feelings of social isolation.
- A facility that is well designed and comfortable and provides enough living, sleeping and study space.

Better coordination across the municipality

Currently, Council has limited systems in place to manage student accommodation consistently. Different departments within Council are responsible for managing different issues associated with student housing including Local Laws, Environmental Health, Statutory Planning and Building. There is a welfare element associated with international students in particular that is not the responsibility of anyone in Council.

It is recommended that Council reallocate resources within Council to enable a contact point within Council and ensure a consistent Council response to student issues in Whitehorse. This function would include:

- Understanding the issues associated with student accommodation and wellbeing.
- Championing of the benefits that the student population bring to Whitehorse.
- Coordinating internal responses to issues where necessary (complex cases).
- Networking with other stakeholders including Consumer Affairs Victoria (CAV), community legal services such as Eastern Community Legal Centre (ECLC), tertiary institutions and student housing providers such as Student Housing Australia (SHA).
- Including and advising tertiary institutions when rogue operators of rooming houses are identified.
- Engaging in accommodation information sessions that bring together other stakeholders including tertiary institutions, student housing providers and students themselves.
- Communicating with the tertiary institutions and encouraging them to include a furniture exchange on their share housing websites, particularly at the end of semester periods and at the end of the school year.
- Providing more consistent advice and routine compliance checks on Section 173 agreements, particularly around building management requirements.
- Ensuring regular monitoring of management plans associated with purpose built student accommodation.
- Advocating to State Government and other stakeholders.
- Implementing the revised Policy in relation to student accommodation through a planning scheme amendment.

There is a precedence for councils allocating resources to specific cohorts in the community. There is also a precedence for Councils allocating resourcing to assist students; the City of Melbourne employs an International student and youth project officer. [Other councils with similar numbers of students to Whitehorse \(such as Monash\) direct issues regarding student welfare to the Council Multicultural officer.](#)

The Council's Customer Request Management System (CRMS) should be reviewed to ensure that all issues relating to student accommodation and welfare are flagged to enable easy monitoring and reporting on issues associated with student accommodation.

A register of Section 173 agreements for purpose built accommodation exists within Council, however it does not include information on management plans in place for each property. The central register of Section 173 agreements for purpose built student accommodation should be expanded to include a copy of the Management Plan for each property. Consideration should be given to establishing a regular review of the Management Plans and

inspection of the properties. This will enable Council to regularly monitor whether the management plans are current and adequate.

‘Future investigations of an ‘Opt out’ policy

The Student Accommodation Policy at Clause 22.14 is an ‘opt in’ policy. Council could make it an ‘opt out’ policy by applying it to all residential buildings, then enabling a developer to ‘opt out’ if they can demonstrate the development is not for student accommodation.

This would provide Council with more leverage to ensure that student accommodation is appropriately located, has the facilities that students require and has a management plan in place.

The advantages to the developer in ‘opting in’ is they get a car parking dispensation and can provide reduced storage and open space facilities if they can be justified against the policy.

An ‘opt out’ policy would have workload implications for Council planners as it would mean that all residential buildings would need to be assessed against the policy rather than just applications that have self-defined as Student Accommodation.

This approach differs from the current approach, and also other municipalities with Student Accommodation policies (Stonnington, Melbourne and Monash). The justification for this approach for Whitehorse is the extremely high number of rooming houses in the municipality that are used for student housing. Rooming houses are defined under the planning scheme as residential buildings. Capturing and assessing all applications for residential buildings is a way of increasing the level of control that Council has over a higher proportion of student housing being built.

After discussion with Council, a decision has been made not to pursue the ‘opt out’ approach at this stage. Future work could be undertaken by Council to further explore the option of an ‘opt out’ policy. However in the interim, it is recommended that Clause 22.14 is updated to apply to all dwellings intended to provide student accommodation and require a statement as to how the development responds to student accommodation needs.

Refinements to the local policy

A number of refinements to the Clause 22.14 policy are suggested in Section 10.4.

6. TRAFFIC AND TRANSPORT

While traffic and transport issues in Whitehorse are increasing overall, the role of students requires particular attention, given the high turnover of students, and their particular travel patterns. This section explores the traffic and transport issues associated with student accommodation and educational institutions, and considers the various tools that could be utilised to manage existing and future parking demand.

6.1 Introduction

Through the stakeholder consultation process, some car parking issues were identified with regards to student accommodation facilities. Student car parking demands reportedly exceeds the provision within their respective accommodation buildings. This demand is reportedly being accommodated on-street which has created issues for others who also rely on on-street car parking.

The purpose of the traffic and transport analysis is to:

- Establish the parking demand associated with student accommodation facilities in the City of Whitehorse.
- Identify the adequacy of the existing car parking rates in catering for the parking demands.
- Establish the tools available to manage existing and future parking demands associated with student accommodation facilities.
- Determine which parking strategies and mechanisms are appropriate to be implemented in association with student accommodation facilities in Whitehorse.

Objectives

The following objectives have assisted in guiding the traffic and transport strategies of this study. These objectives relate to the City of Whitehorse transport policy documents, including the Whitehorse Integrated Transport Strategy 2011. These are:

- To increase the use of sustainable transport modes to minimise the impact of transport on the environment.
- To increase the use of sustainable transport modes that promote healthy lifestyles, such as walking and cycling.
- To encourage an increased shift toward public transport.

Key findings

A summary of the study findings are as follows:

- Student car ownership was generally found to exceed the level of parking provided on-site in connection with the accommodation facility.
- Across the ten student accommodation facilities surveyed, the average on-street demand generated was 0.2 spaces per student living at the facility.
- Across the ten student accommodation facilities surveyed, the average on-site demand generated was 0.27 spaces per student living at the facility.
- Overall, the car ownership rate amongst students living at the sites surveyed was 0.47 vehicles per student. This rate is broadly consistent with the results of the travel

mode surveys undertaken by Deakin University that suggest 55% of students travel to University by car.

- Timed parking restrictions were in place on streets surrounding most of the surveys sites. These typically ceased to apply in the evening.
- Unrestricted parking is available to varying degrees for those students prepared to park some distance from their accommodation facility. The distances to the nearest unrestricted parking ranged from 200m up to 1.2km.
- The main purpose for owning a vehicle was for work (35%) followed by study (25%), followed by daily travel (19%) and 'other'(19%).

Of the 681 students surveyed:

- 62% responded that they work on a part-time basis. More than half (55%) of these students indicated they drive to work.
- 46% indicated that they would consider using car share.
- 94% indicated they use public transport.
- 82% use taxis or 'Ubers' on a regular basis.
- 24% own a bicycle.
- 44% would consider using bike share if that service was available.

6.2 Statutory context

The existing Student Accommodation Policy at Clause 22.14 of the Whitehorse Planning Scheme applies to all planning permit applications for student accommodation in the City of Whitehorse.

As it relates to car parking and transport related matters, the policy includes the following:

Under '**Policy Basis**' at 22.14-1:

From a location perspective, convenient access to their respective education institution, and easy access to a wide range of shops, restaurants, financial, social, entertainment and leisure facilities and public transport is particularly important. Locations in or close to their institutions, that are within major, principal and specialised activity centres, or within 500 metres of a tertiary education institution or along the Principal Public Transport Network are the preferred locations for student accommodation facilities.

....

Many of the modified requirements associated with student accommodation, for example car parking, private open space and a smaller room size, can only be justified when student accommodation is well located within identified preferred locations. Support for reduced requirements becomes less justified as the distance from preferred locations increases.

Under '**Objectives**' at 22.14-2:

To conveniently and appropriately locate student accommodation.

To provide appropriate car parking

Under '**Policy**' at 22.14-3: (note: material not relating to car parking omitted)

Any planning permit issued for the use or development of student accommodation or for a waiver or reduction of car parking associated with a student accommodation use, will include a condition that the owner enter into an agreement under section 173 of the Planning and Environment Act 1987 requiring that the development can only be used for the purpose of student accommodation. This will include a requirement for an appropriate management plan to be prepared.

Management

It is policy that:

Landowners will be required to enter into an agreement with the responsible authority under Section 173 of the Planning and Environment Act 1987 that includes the following:

- Car spaces must be associated with the use of student housing and must not be subdivided, sold or used separately from the student housing.
- The number of students residing on site who own cars must not exceed the number of on-site car spaces provided by the development.

The Management Plan should include any requirements of the responsible authority depending on the individual circumstances of the particular student housing use, including but not limited to:

- The means by which car spaces are to be allocated and a register that documents allocation of these spaces.
- Provision of information to student residents regarding public transport and other non-car based transport modes.

Car parking

It is policy to:

- Encourage the provision of car parking in accordance with the needs of students. Council will consider the special circumstances of each proposal on its merits.
- Generally:
 - For developments designed as residential buildings (student accommodation) within a principal activity centre, provide car parking at a rate of at least 0.1 spaces per bed.
 - For developments designed as residential buildings (student accommodation) within major or specialised activity centres, within 500 metres of a tertiary education institution or on a site abutting the Principal Public Transport Network, provide car parking at a rate of at least 0.25 spaces per bed.
 - A higher rate of car parking will be required as the distance from the preferred locations increases.

Bicycle parking

It is policy to:

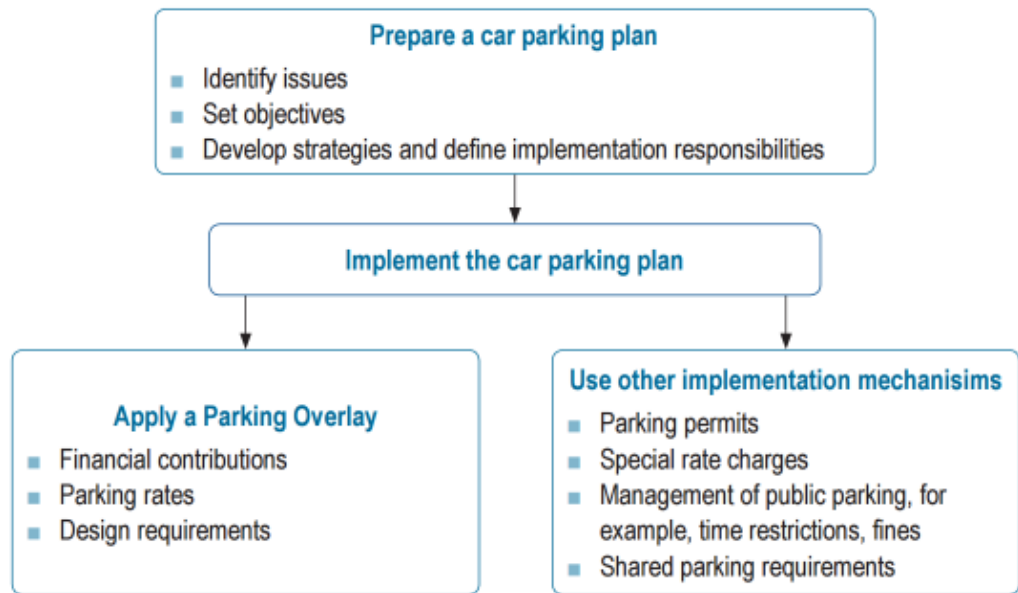
- Ensure the provision of adequate areas for short term (visitor) and secure long term (resident) bicycle storage.
- Provide one long term (resident) bicycle parking space per 3 beds.

Review of existing policy

It is noted that the parking rates specified in the existing policy are not given weight through the implementation of a Parking Overlay. This is the usual means for implementing a special statutory parking requirement for a particular use. This can be applied on a municipal-wide basis or for selected areas within the municipality, such as the preferred areas for student accommodation facilities.

The VPP practice note (PPN57 – The Parking Overlay), as extracted below in Figure 9 illustrates how a car parking strategy can be implemented through a parking overlay, alongside any supportive implementation mechanisms.

FIGURE 9: EXTRACT FROM VPP PRACTICE NOTE PPN57 – PARKING OVERLAY



Source: Victorian Planning Provisions

As the rates currently sit within Local Policy, they do not carry the same statutory weight that they would be given if implemented through the adoption of a Parking Overlay. It is recommended that consideration be given to the adoption of a Parking Overlay in relation to Student Accommodation.

Notwithstanding the above, the practice note provides a useful differentiation between implementing strategy findings that can be implemented by Council, such as parking permits and parking restrictions, and those that place requirements on developers or other third parties. The strategies of this report will require a combination of these implementation techniques.

Review of S173 requirement

The existing policy requires a Section 173 Agreement to be entered into which includes a number of matters, including a requirement that the number of students residing on site who own cars must not exceed the number of on-site car spaces provided by the development. The inclusion of this requirement is intended to prevent the overspill of student parking demand onto the street.

The ability to enforce such a requirement is considered to be limited. Accommodation providers do not have the means to control whether a student owns a car or not. Furthermore, due to privacy controls, it is not possible to establish whether or not a car parked on-street belongs to a student, resident or other member of the public.

Review of policies in other municipalities

The following table summarises what other municipalities have incorporated into their student accommodation policies in relation to carparking and bicycle parking.

TABLE 13: STUDENT ACCOMODATION POLICY REQUIREMENTS – OTHER MUNICIPALITIES

Municipality	Car Parking	Bicycle Parking	Other
Stonnington	No specified rate - provision to be justified by Traffic Report.	One for every three beds.	Occupants not able to apply for resident parking permits.
Glen Eira	Schedule 2 to the Parking Overlay 0.3-0.5 spaces to each bed available depending on the site location. Reductions subject to consideration of Traffic Impact Assessment.	One for every three beds.	
Monash	Minimum 0.3 car spaces per bed for sites located within Preferred Locations. Minimum 0.4 car spaces per bed for sites located outside of Preferred Locations. Traffic report required for developments proposing less than these rates.	One for every two students.	
New South Wales	0.2 car spaces per boarding room (in accessible areas). 0.4 car parking spaces per boarding room (not in accessible areas). Plus at least one parking space provided for each person employed in connection with the development and who is resident on site.	One for every five boarding rooms.	

6.3 Student travel and parking survey

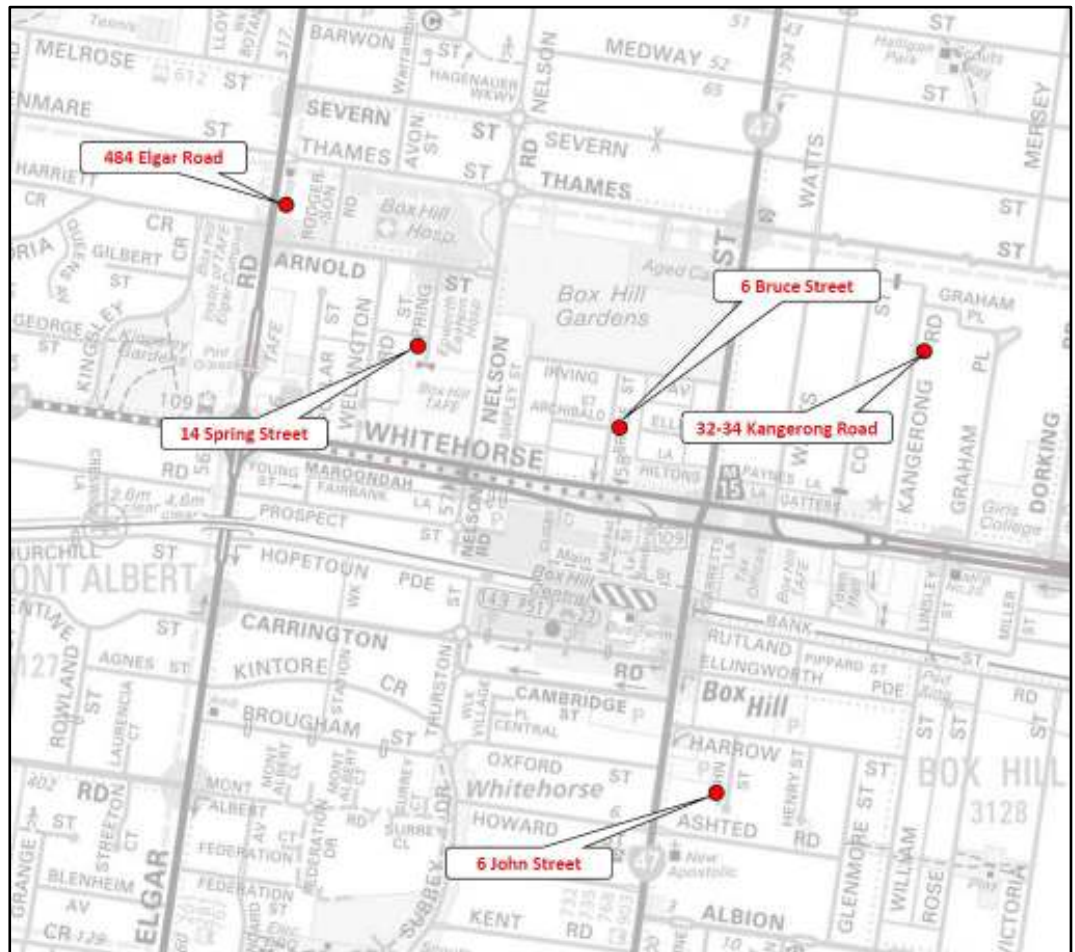
Whilst this study has considered student accommodation facilities throughout the municipality of Whitehorse, ten existing student accommodation facilities were surveyed to understand their travel and parking characteristics. Five sites were chosen near the Box Hill Institute and five sites were chosen near Deakin University in Burwood.

Box Hill sites

Figure 10 shows the sites surveyed, located in close proximity of Box Hill Institute which are listed below:

- 6 John Street, Box Hill
- 6 Bruce Street, Box Hill
- 14 Spring Street, Box Hill
- 484 Elgar Road, Box Hill
- 32-34 Kangerong Road, Box Hill.

FIGURE 10: STUDENT ACCOMMODATION SITES SURVEYED NEAR BOX HILL INSTITUTE

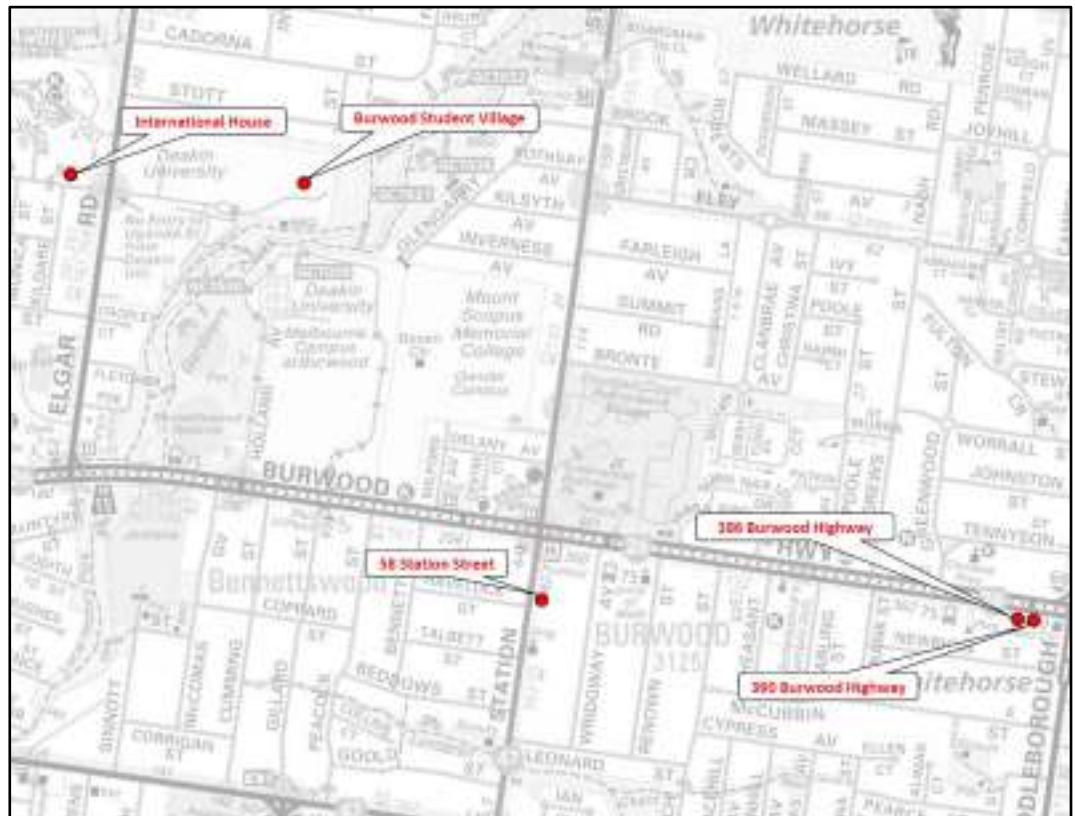


Deakin University sites

The figure below shows the sites surveyed in close proximity of Deakin University Burwood Campus which are listed below:

- Burwood Student Village
- International House (6-8 Uganda Street, Burwood)
- 386 Burwood Highway, Burwood
- 390 Burwood Highway, Burwood
- 58 Station Street, Burwood.

FIGURE 11: STUDENT ACCOMMODATION SITES NEAR DEAKIN UNIVERSITY



Questionnaire surveys

A series of face-to-face questionnaire surveys were undertaken at each of the survey sites over a typical day. Permission to undertake the surveys was obtained from each of the accommodation facility providers. The questions asked were as follows:

1. Do you own a car?
2. Do you park your vehicle on-street or off-street?
3. What is the main purpose of owning your vehicle?
4. Do you have a job?
5. Do you drive to your workplace?
6. On average, how many days do you attend your tertiary institute?
7. Would you consider car share if you no longer owned a vehicle and it was available?
8. Do you use public transport?
9. Do you use taxi or uber?
10. Do you own a bicycle?
11. Would you consider using bike share if it was available?

Questionnaire results

The results below present the questionnaire survey findings. The Box Hill sites have been separated from the Deakin University sites, along with an aggregate across the ten sites. In addition, the on-campus facility (Burwood Village Stage 1) surveyed as part of the Deakin University sites has also been separated from the remainder of the sites, which are all classified as purpose-built Student Accommodation facilities.

TABLE 14: QUESTIONNAIRE RESULTS

Q	Survey Finding	Box Hill Sites (purpose-built student accommodation)	Burwood Sites (purpose-built accommodation)	On-Campus site at Burwood	Average Overall
1	Car Ownership	0.48 cars per student	0.45 cars per student	0.47 cars per student	0.47 cars per student
2	On-street parking demand	0.2 cars per student	0.24 cars per student	0.06 cars per student	0.2 cars per student
3	Car Purpose				
	Work	27%	49%	26%	36%
	Study	23%	31%	-	25%
	Daily Travel	18%	14%	74%	19%
	Other	32%	6%	-	19%
4	Students Working	61%	67%	42%	62%
5	Students who work – driving	60%	48%	70%	55%
6	Average number of days at tertiary institute	2-3	2-3	3-4	2-3
7	Car Share Consideration	38%	56%	45%	46%
8	Public Transport Use	93%	96%	91%	94%
9	Taxi/Uber usage	87%	78%	72%	82%
10	Bicycle Ownership	30%	19%	23%	24%
11	Bike Share Consideration	41%	43%	64%	44%

A more detailed breakdown of survey results can be found in the appendix of this background document.

On-street Parking Occupancy Surveys

Parking occupancy surveys were undertaken in the areas surrounding the following student accommodation facilities on Thursday 31 May 2018 between the hours of 8:00am and 12:00noon and 4:00pm – 8:00pm. These three sites were chosen based on having a reasonably high level of on-street demand as indicated in the questionnaire. It is noted that Deakin University was going through their exam period at the time of the surveys which may have resulted in atypical results for the surveys undertaken at 386 Burwood Highway, Burwood.

- 6 John Street, Box Hill (24% on-street demand based on questionnaire surveys)
- 6 Bruce Street, Box Hill (33% on-street demand based on questionnaire surveys)
- 386 Burwood Highway, Burwood (30% on-street demand based on questionnaire surveys).

The surveyed areas were within 200m of the student accommodation facilities and included any large public off-street car parking areas. The results indicated that extensive parking restrictions are in place in the areas surrounding the majority of the survey sites.

6 John Street, Box Hill

The streets surrounding John Street are subject to various restrictions that apply during weekday and some weekend daytime hours. In addition, there are a number of large, ticketed car parks. In the evening, the parking restrictions typically cease to apply.

The peak occupancy level recorded was at 4:00pm, when the occupancy level reached 68%. This suggests that on-street parking conditions in the survey area are well below capacity. Some of the paid ticketed parking areas were observed to reach capacity at approximately midday.

6 Bruce Street, Box Hill

The streets surrounding the Bruce Street site are subject to various restrictions that apply during weekday and some weekend daytime hours. In addition, there are a number of large, ticketed car parks. In the evening, the parking restrictions typically cease to apply.

The on-street peak occupancy level recorded was at 11:00am, when the occupancy level reached 83%. In the evening, this reduced to 55%. This suggests that on-street parking conditions in the survey area are operating within capacity. Some of the paid ticketed parking areas were observed to reach capacity at approximately midday.

386 Burwood Highway, Burwood

The streets surrounding the Burwood Highway site are subject to various restrictions that apply during weekday and some weekend daytime hours. Along Burwood Highway itself, there are clearway restrictions that apply between 6:30am-9:30am. There was observed demand along Burwood Highway fronting the site outside the clearway hours which suggests that some students may seek to park there during the day. In the evening, these vehicles are likely to seek to park in the unrestricted parking on streets such as Newbiggin Street to the south of the site. The overall occupancy levels in the streets surrounding the site did not exceed 55% which occurred at 12 noon.

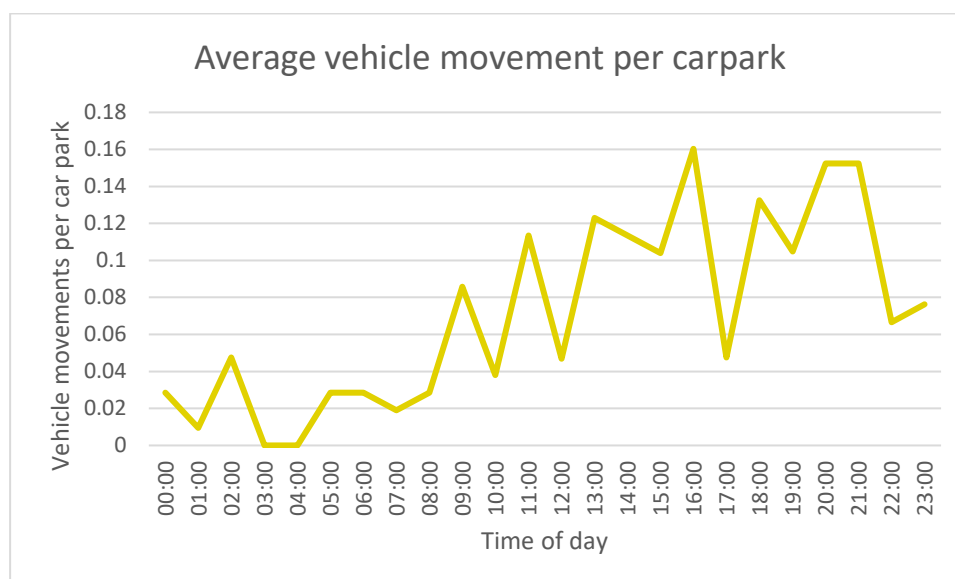
On-street survey summary

In all three of the surveys, the parking survey results did not suggest any issues in the immediate area that could be attributed to parking demand from students. This is likely due to the presence of the extensive parking restrictions. Those students indicating that they park on-street are likely to be parking beyond the surveyed area in locations where there are no restrictions during the day.

On-site parking activity surveys

Tube count surveys were undertaken at the three sites identified for the on-street parking surveys to understand the level of traffic activity associated with the parking provided in connection with student accommodation facilities. The average vehicle movements across the three sites over a 24-hour weekday are shown in Figure 12 below.

FIGURE 12: AVERAGE VEHICLE MOVEMENTS PER PARKING SPACE



The usage of the car parks observed typically increased throughout the day and into the evening. This could be attributed to trips undertaken for work, evening study or socialising. The peak hour trip generation rate equated to 0.16 vehicle movements per parking space per hour. Across a full day the average daily level of traffic activity was 2.07 trips per parking space per day. This level of traffic is relatively low when compared to what could be expected for a standard residential development which in this area would generate at least 0.4 vehicle movements per peak hour or 4 vehicle trips per parking space per day.

Results discussion – car ownership and parking demand

All of the sites surveyed suggested that student parking demands were being accommodated on-street to varying degrees. The on-campus survey site showed the least on-street demand, at just 0.06 vehicles per student. Potential explanations for this include tighter on-street restrictions surrounding the campus and a lesser need to drive.

The purpose-built student accommodation facilities surveyed in Box Hill showed a slightly lower on-street demand (0.20 vehicles per student) than the Burwood sites (0.24 vehicles per student). This can be explained by the tighter parking restrictions that surround the Box Hill sites when compared to the Burwood sites.

The overall level of car ownership amongst the student accommodation facilities (0.47 vehicles per student on average) is higher than the current parking provision rates suggested in the Student Accommodation Policy for preferred locations of between 0.1 and 0.25 spaces per bed.

The sections below describe potential means of managing the issue of students parking on-street.

6.4 Car parking demand management

Increasing the required provision rate

Responding to this finding by increasing the required parking provision rate for student accommodation facilities for new developments would likely achieve a reduction in on-street demand. However, this response would not accord with current Council policies relating to encouraging alternative transport modes:

- Increase the use of sustainable transport modes to minimise the impact of transport on the environment.

- Increase the use of sustainable transport modes that promote healthy lifestyles, such as walking and cycling.
- Encourage an increased shift toward public transport.

In addition, requiring more on-site parking to be provided would likely increase the costs of construction which could deter new developments of student accommodation facilities and could lead to higher accommodation costs for students as a result.

Parking management tools

An alternative response to the issue of on-street parking from students is offered below in the form of supplementary management tools that reduce parking demand and change existing travel habits amongst student residents:

- Parking Restrictions
- Parking Permit Schemes
- Parking Enforcement
- Behaviour change programs
- Incentives for sustainable transport modes.

Increased parking restrictions

Car parking restrictions are a necessary means of managing the usage of car parking spaces. The form of the restrictions can be used to prioritise certain user types and encourage turnover to allow more motorists to use the same space. A potential side-effect of restrictions can be more vehicles circulating to find a new car parking or overspilling into surrounding areas.

The high level of on-street parking demand from students indicates that the existing parking restrictions in areas surrounding the accommodation are not sufficiently strong or widespread in deterring students from choosing to park there.

From the survey results, the site at 32-34 Kangerong Road, Box Hill was furthest from unrestricted on-street parking (1.2km). This site also exhibited one of the lowest on-street parking demand rates, with just 8% of students responding that they park on-street compared to the Box Hill surveyed average of 20% parking on-street. This is indicative of there being sufficiently strong restrictions in place to discourage students from choosing to own a car and park on-street.

Parking permit schemes

Parking permit schemes can be a useful management mechanism for providing the usage of the public parking resource to residents or businesses in an area during times of peak demand. Having a permit can make the permit holder exempt from time parking restrictions that may apply in that area.

Whitehorse City Council have a permit scheme in place already on many streets in the municipality. The total number of permits available to each property is as follows:

FIGURE 13: WHITEHORSE PERMIT SCHEME AND COSTS

Dwellings per Lot	Maximum number of permits
One dwelling	3 permits
Two to three dwellings	2 permits per dwelling
Four to fifteen dwellings	1 permit per dwelling
More than 15 dwellings	No permits

One permit = \$12.30	Two permits = \$70.30	Three permits = \$182.30
----------------------	-----------------------	--------------------------

Many other municipalities have a similar permit scheme in place, although most do not extend to new multi-dwelling developments or existing properties with more than five dwellings. The progressively higher fee to be paid for additional permits is a means of managing the number of permits that are purchased.

There is scope to amend the existing permit scheme to be more restrictive and to apply them on more streets in the municipality as demand warrants. This would be an effective means of reducing the impacts of students parking in streets that are relied on by existing residents and businesses.

Parking enforcement

Enforcement of parking restrictions is essential for the adoption and maintenance of a given parking management system. If suitable enforcement is not carried out, parking restrictions risk not being adhered to which can result in amenity and efficiency impacts.

To maintain compliance with the nominated parking restrictions, there needs to be an appropriate level of surveillance and penalty.

The City of Whitehorse implemented in-ground sensors in parking bays in select locations throughout the municipality which records when a vehicle arrives and departs from a parking bay. Subject to financial viability, there is an opportunity for this technology to be extended to areas where there are high populations of students living where there are reported issues of parking restriction compliance.

Behavioural change programs

Green travel plans

To reduce private vehicle dependency and to encourage the use of public and active modes of travel, it may be recommended that a Green Travel Plan (GTP) be required for all purpose-built student accommodation developments if not already captured through Council's Environmentally Sustainable Development (ESD) Policy. These should then be provided to prospective students upon being accepted to stay in the facility.

A GTP may include, but not be limited to the following action items:

- Provision of maps outlining safe walking, public transport and cycling routes to and from the facility, campus and nearby activity centres.
- Information regarding where bicycles can be purchased and serviced.
- The supply of a bicycle storage facility and workshop for undertaking maintenance.
- Participation in sustainable transport events such as ride to work day and ride to school day.
- The use of an on-site car sharing system. This could be in the form of a car-pooling scheme amongst residents, utilising a nearby car share service such as Flexi car or Go-Get or the use of an on-site vehicle provided by the accommodation facility managers.
- The use of an on-site bike sharing system, operated by the accommodation facility managers.

Bicycle parking

The current Student Accommodation policy requires one bicycle parking space per three beds. The surveys undertaken indicated a bicycle ownership rate of up to 61% which indicates that the current rate is insufficient in some circumstances. On average, the surveys indicated bicycle ownership rate of 24%.

To encourage cycling as a transport mode amongst students, a higher level of bicycle parking would be desirable. Other options to increase the attractiveness of cycling as a travel mode include the provision of well-designed bicycle parking facilities that are secure and protected from theft, the provision of end of trip facilities such as bicycle workshops that enable basic

maintenance to be undertaken by residents on-site, and the provision of easy, well connected bike routes to tertiary institutions.

Bike sharing

Currently, the available bike share services in Melbourne are the Melbourne Bike Share and the Monash University Bike Share.

The Melbourne Bike Share has docking stations for bikes exclusively in Melbourne, Yarra and Port Phillip City Councils, limiting the use beyond these precincts. The operation and maintenance of the service is organised by Good Bikes but the funding is allocated by RACV and the Victorian Government.

Monash University (Clayton Campus) has a free to use 24/7 bike share scheme with a fleet containing over 70 bikes that are equipped with helmets.

Whilst Whitehorse City Council doesn't make mention of bike share schemes, the following excerpt of Clause 52.34 alludes to the potential for shared facilities;

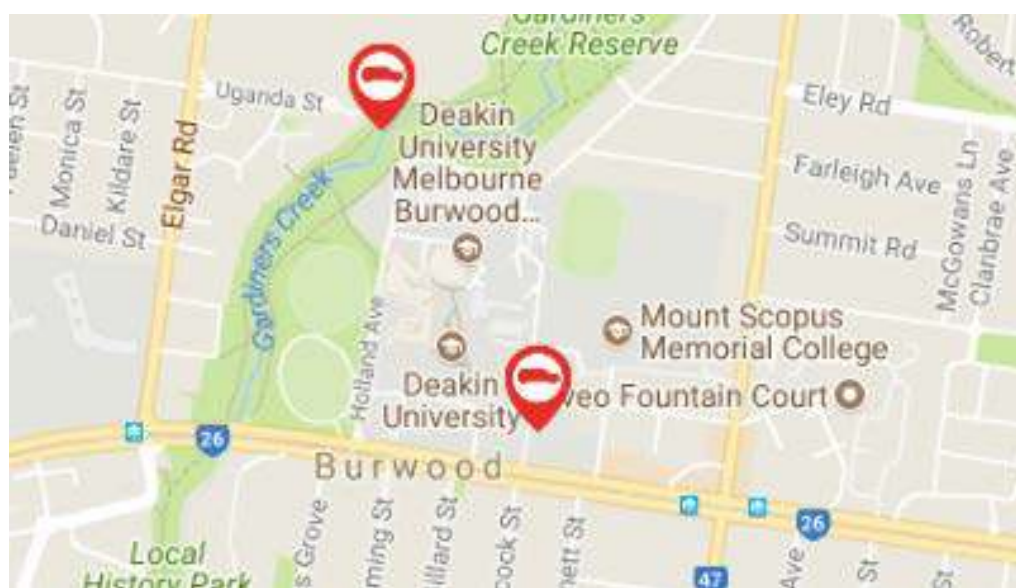
The opportunities for sharing of bicycle facilities by multiple uses, either because of variation of bicycle parking demand over time or because of efficiencies gained from the consolidation of shared bicycle facilities.

The surveys indicated 44% of respondents would be interested in using bike share facilities if they were available which suggests there is a high level of demand for this service from students.

Car Sharing

Public car sharing facilities, such as those provided by FlexiCar, Green Share Car, Go Get and Car Next Door are an effective means of reducing private car dependency. They provide a cost-effective means of providing the option of car travel for people who don't own a car. There are two car share vehicles located on Deakin Burwood Campus located at the Deakin University DUSA Bookshop and at the Deakin University Uganda Street Roundabout as shown in Figure 14 below.

FIGURE 14: EXISTING CAR SHARE PROVISION IN WHITEHORSE



Ratio has consulted with FlexiCar regarding the existing use of the three vehicles in and around Deakin University. FlexiCar advise that the vehicles are highly utilised and have a corresponding usage rate of approximately 40% across a typical 24 hour day. They also advised that vehicle utilisation rates over 30% typically warrant consideration of installing an additional vehicle, indicating the high level of usage of the Deakin University vehicles. Of this,

a high proportion of users are students, who are rewarded with a discounted price. Subject to support from Whitehorse City Council, FlexiCar advised they would be open to investigating further car share locations throughout the municipality. These could include locations around Box Hill Institute and further locations in proximity to Deakin University. Council Traffic engineers have advised that providing additional FlexiCar spaces would cost council around \$20,000 per space.

The response amongst the student’s interest in car share facilities was high, with the average response in support of car share facilities being 46%. The highest proportion of students in support was from International House at 70% and the lowest was 20% from 6 John Street, Box Hill. This suggests there is a high level of interest from students in using car share if it was available.

6.5 Evaluation of car parking management techniques

Further to the Car Parking Demand Management Section above, the table below outlines the benefits and costs of each of the measures identified in managing the issue of on-street parking from students.

TABLE 15: EVALUATION OF CARPARK MANAGEMENT TECHNIQUES

Technique	Benefits	Costs
Increase the parking rate	Less parking demand on street. Maintaining current parking rates (compared to Glen Eira and Monash) are an indication of a stronger commitment to the policy objectives of encouraging sustainable transport and reducing traffic impacts on the environment.	Higher construction costs. Encourages vehicle travel leading to more congestion. Higher accommodation costs for students.
Parking Restrictions	More efficient allocation of public parking usage	Can be a negative community perception to increased restrictions in their street. Requires resourcing to enforce.
Parking Permit Schemes	Provides access to parking for specialist groups such as residents and traders.	There is a cost for permit holders to purchase the permit. This cost is relatively low in comparison to the overall running costs of a vehicle. Can create a divide between those who are eligible for permits and those who are not.
Parking Enforcement	Ensures compliance with parking management system.	Can result in issues from those who ignore the restrictions and are unable to pay the fine.
Behaviour Change Programs	Reduce traffic congestion Reduce reliance on parking on-street.	Some costs to implement and maintain.

6.6 Implications for the Student Accommodation Strategy

Upon completion of the traffic and transport study, the project team recommend that the current parking provision rates for student accommodation in the existing policy should be maintained;

- At least 0.1 spaces per bed for student accommodation developments within a principal activity centre.

- 0.25 spaces per bed for student accommodation facilities within major or specialised activity centres, within 500 metres of a tertiary education institution or on a site abutting the Principal Public Transport Network.
- Higher rates as deemed appropriate as the distance from the preferred locations increases. Indicatively, 0.25 – 0.50 spaces per bed for other locations, subject to an assessment from a suitably qualified Traffic Engineer.

In addition, regular parking enforcement services should be continued through the municipality, particularly in areas with high student populations around the Box Hill Institute and Deakin University.

Additional and more restrictive controls including permit schemes should be considered for the management of the public parking supply throughout the municipality, particularly in areas with high student populations where there are reported issues of parking demand.

Maintain the non-eligibility for new multi-dwelling developments (including student accommodation facilities) to access parking permits.

Council should encourage car share companies to establish in areas around areas of high student populations at no cost to Council.

The provision of on-site car share should be considered as a supporting measure in student accommodation developments that seek reduced parking rates.

The provision of on-site bike share should be considered as a supporting measure in student accommodation developments that seek reduced parking rates.

Council should more strongly enforce the s173 policy requirement that “the number of students residing on site who own cars must not exceed the number of on- site car spaces provided by the development”.

Given the high usage of public transport by students, Council should approach bus services that run between Box Hill Institute, Deakin University and major shopping centres/ train and tram stations and advocate that they run more frequently throughout the semester/ trimester periods.

7. STAKEHOLDER CONSULTATION

This section provides various stakeholder perspectives on the issues that surround student accommodation, including perspectives from housing providers, educational institution welfare officers, and students themselves.

7.1 Method

SGS undertook over ten meetings, including face-to-face and by phone, with various stakeholders who regularly interact with the issues surrounding student accommodation. Stakeholders included student welfare officers at Deakin University and Box Hill Institute, the Eastern Community Legal Centre, Student Housing Australia, and City of Whitehorse team members.

7.2 Consultation findings

The following documents the main findings from the stakeholder consultation, grouped into four themes:

- Accommodation issues for students
- Engagement with student accommodation by institutions and government
- Issues in delivering student accommodation
- Traffic and transport trends.

Accommodation issues for students

Share houses and illegal rooming houses appear to be an issue in the City of Whitehorse.

Students who live in rooming houses and share houses most commonly have issues with substandard living environments and unfair conditions and arrangements with landlords.

Share house and rooming house operators within Whitehorse repeatedly breach the Residential Tenancy Act.

Some of the legislative breaches include:

- Imposing (or threatening to impose) fines or excessive flat charges (for activities such as using heaters or having guests stay overnight)
- Extra (unlawful) clauses on rental agreements
- Failure to lodge (or in some cases, return) bond
- Entering rented premises for random inspection without consent or written notice
- Overcrowding (a number of students being required to live in one bedroom)
- Poor quality communal facilities, including lack of a proper kitchen.

International students seem to be being taken advantage of most frequently, and are often targeted by rooming house operators.

There are instances where students have organised housing in the City of Whitehorse while still living overseas and have arrived to find additional people living in their rented room, the room not presented in the same way it was advertised, or no room available at all.

International students are more likely to have issues with being treated unlawfully. This is due to a lack of knowledge of basic tenant rights in Victoria, particularly around bonds and what is expected as an upfront payment to secure rental accommodation.

This issue is exacerbated as International students often do not report issues as they are concerned their VISA status may be affected, and thus remain in substandard living conditions. It is estimated that up to 60% of international students living in the City of Whitehorse may be living in an overcrowded share house environment.

Local students do not seem to have as many issues with their tenancy arrangements.

This is perhaps due to local students having more social networks to rely on to find accommodation and have a greater understanding of rental rights. It is estimated that around 20 – 30 per cent of local students may be living in share houses, with the rest of local students mainly living with family. It is reported that a small cohort (approximately 10% of the population of local students) may “sleep rough” (including sleeping outdoors or on trains) or “couch surfing”.

Overall, overcrowded or unacceptable living environments, unfair arrangements and conditions and student couch surfing/ homelessness in the City of Whitehorse all have severe effects on the lives of students.

This includes impacts on student mental health, physical health, and student’s ability to achieve good learning outcomes.

Being homeless compromises a student’s ability to maintain a well-rested state, maintain personal hygiene, and to retain personal belongings, all of which compromise student attendance at university.

Referrals to homelessness services are not seen to work as there isn’t an appropriate housing option to provide to students. Residing in a rooming house is distressing for some students, particularly if there is any substance or physical abuse occurring in the living environment.

Legal Services operating in Whitehorse consider tenancy issues to be a highly prevalent legal issue for students.

In 2017, 70% of the Deakin University Burwood Campus students who accessed legal aid were international students. After migration law issues, tenancy was the next most frequent legal issue amongst students who sought advice and assistance.

There can be waste management issues at the end of tenancies, particularly when rental agreements are terminated or end abruptly.

Tenants may leave their unwanted furniture for the landlord to dispose of if they are disgruntled by unlawful rental conditions, or if they need to leave abruptly due to feeling unsafe. However students are not always responsible for with unsightly premises and rubbish left on nature strips.

Council has sought and received funding for waste education projects which have involved both international and domestic students. While the topics of these projects cover a variety of waste issues all of the projects included the distribution of education material about Council’s services and how they are used. Throughout 2015 and 2016 Council’s waste team employed a Deakin International student who developed targeted waste education materials for students. These materials are still being used today.

Council’s waste officer proactively recruits student accommodation providers and known highly transient multi-unit blocks to a scheduled monthly collection of hard waste coordinated by property managers and or body corporates. There are currently thirty nine properties utilising this service. Council’s contractor does weekly sweeps of seven streets in the Burwood area to collect hard rubbish adjacent to the university and some Department of Health and Human Services (DHHS) properties. Data on the type of goods being collected is not kept but anecdotally goods include bedding, clothing and some furniture.

International students often have severe housing affordability issues.

International students often have a distorted perception of how much money is needed to rent in Australia. There are occasions where students may have \$100 per fortnight for living expenses. This is seen as an acceptable amount to receive a quality housing option, and it is quite a shock when it is not.

There is reportedly a perception in the community that international students are well off, which then means that housing options promoted to them are even more unaffordable. Purpose built accommodation and on campus accommodation is cost prohibitive for many international students, particularly those who attend TAFE.

Websites that advertise share houses are often misleading.

Public websites that advertise share houses and rooming houses for rent are often misleading on a number of matters:

- The number of students living in a room
- The amount of rent expected up front
- The quality of the home
- The availability of a room at all (there are cases of students given addresses that do not exist).

Housing websites controlled by the tertiary institutions are not heavily vetted. Searching for a house on institution controlled websites are considered to be a better option than searching on public websites, however advertisements can still be misleading.

International students are more heavily reliant on websites (both public and institution controlled) to find accommodation; the lack of social networks in Australia being a leading cause for this.

College run accommodation and purpose built accommodation provides a positive learning environment for students; however the cost is prohibitive for many international students.

A major benefit of college run and purpose built accommodation is that they provide academic support, facilitate study groups, stress management and tutoring.

Other facilities include study rooms in all buildings, large common areas including communal cooking and kitchen areas, laundry, terrace area, TV screens and areas with BBQs.

The college environment creates a home for students- especially for those who have moved from overseas. Having the support of trained residential leaders on site is also valuable to students, and contributes to an overall environment that facilitates an easy transition into student life, allowing life skills and independence to be built in a managed environment.

The cost of living in accommodation managed by a college and purpose built accommodation is comparable to the cost of living in a solo rented apartment. While comparable to open market housing, this is not affordable for many international students.

Engagement with student accommodation by institutions and government

Institutions have mechanisms to educate students (particularly international students) about rights, norms and costs of accommodation.

Information packs are sent out, educational materials are provided both on and off campus, stalls and interactive activities are provided at open days, and articles are placed in the Deakin Life student newsletter on accommodation issues.

Council engagement with the universities on matters surrounding student accommodation.

Council has actively participated in Accommodation Provider Information Forums held in the past by the Off-Campus Housing Service through Deakin University. Council presentations to the Forum focussed on the Registration and Permit process which landlord and rooming

house operators must follow to obtain the Certificate of Registration under the Public Health and Wellbeing Act 2008, Building Act 1993 and the relevant Planning legislation. These forums highlighted the unsafe conditions that some students were living in.

The housing needs of students were acknowledged and registrations for boarding/rooming houses plateaued in 2013. The development of more 'managed' student accommodation has meant that these forums no longer convene, however it is acknowledged that these meetings provided stakeholders with an ideal opportunity to discuss student accommodation issues.

Issues in delivering Student accommodation

More consistent advice is required on the sole building manager condition within Section 173 agreements.

The Clause 22.14 policy requires Section 173 agreements be prepared for prior to a permit being issued for student accommodation. One element of the section 173 is that a Management Plan is required. The policy is not currently explicit that one Management Plan should be prepared for each development (not individual units in the development).

There have been situations where some properties have self-managed, and are done so poorly. There are examples of landlords (rogue operators of single apartments within managed buildings) removing the front doors of tenant accommodation until the tenant has paid their rent. Some property managers use their student accommodation as a short term, overnight rental.

This compromises the safety of all students in building, both those in the self-managed property and those properties managed by the student housing providers. It also renders the housing manager for the rest of building non-compliant.

There is a lack of consistency around advice and enforcement regarding Section 173 agreements:

- Advice regarding management conditions provided to self-managed property owners has differed in the past with what is prescribed in Section 173 agreements.
- Noncompliance issues are difficult to investigate given the nature of Section 173 agreements.

Traffic and transport trends

Local and international students use different travel modes to get to and from university

International students can often not afford to buy or run a car, or to use public transport, and hence choose to live in less than ideal conditions nearer to their place of study. This is particularly the case for Box Hill Institute.

Parking issues around Deakin University campus vary throughout the year. Demand for parking is highest during the first four weeks of Semester 1 as a higher proportion of students drive to campus. As the semester progresses, students realise they don't need to be on campus every day, and car park demand reduces.

New local students are often 'newly independent' and want to drive to university as a marker of this new life phase, and hence car parking demand is often dominated by this cohort. Generally speaking, university carparks are able to meet demand in the other times of the year. University carparks offer yearlong parking permits for \$365, day parking for \$6.40 a day or hourly parking for \$1.60 making the cost relatively affordable.

Deakin has end of trip facilities for bike riders to encourage people to switch their mode of transport.

7.3 Implications for the Student Accommodation Strategy

As outlined in Section 5 of this report, the Victorian Planning Scheme requires more legislative tools to regulate the use share houses, as this is the typology which is associated with the most issues.

It is recommended that Council:

- Understand internally, and champion of the benefits that the student population bring to Whitehorse.
- Have a mechanism to coordinate internal responses to issues where necessary (complex cases).
- Network with other stakeholders including consumer affairs, legal services, tertiary institutions and student housing providers, including and advise institutions when rogue operators of rooming houses are identified.
- Engage in accommodation information sessions that bring together other stakeholders including tertiary institutions, student housing providers and students themselves.
- Communicate with the tertiary institutions and encourage them to include a furniture exchange on their share housing websites, particularly at the end of semester periods and at the end of the school year.
- Include information in the Welcome to Whitehorse pack on the booking and collection of hard rubbish in the municipality.

In addition, the central register of Section 173 agreements for purpose built student accommodation should be expanded to include a copy of the Management Plan for each property. Consideration should be given to establishing a more regular review of the Management Plans and inspection of the properties. This will enable Council to regularly monitor whether the management plans are current and adequate. More consistent advice and routine compliance checks on Section 173 agreements are also recommended, particularly around building management requirements.

It is recommended that Clause 22.14 have strengthened requirements for waste management, including end of lease disposal.

8. STUDENT ACCOMMODATION SURVEY

This section presents the findings from the Whitehorse Student Accommodation Survey and CrowdSpot website.

8.1 Method

The student accommodation survey was conducted between 30 April and 20 May 2018. The primary survey method to collect information relating to the student accommodation was conducted via an online Google Form.

Once participants had completed the Google Form survey there was a link to the CrowdSpot map where people could add any location based comments relating to student accommodation.

In total, there were 82 completed submissions via the Google Form online survey. Despite being advertised on various social media platforms (including paid ads on Facebook and Instagram), student pages on both Deakin University and Box Hill Institute websites, and an incentive of gold class tickets provided to one participant, the response rate was not as high as expected. As such, the survey cannot be deemed statistically significant. Despite this, the results of the survey provide some meaningful insights around the current issues faced by students. In addition, there is some overlap between questions asked during the face to face survey exercise undertaken by Ratio, and thus strengthens Ratio's findings.

8.2 Results

In addition to the participant information results, the student accommodation survey was predominantly divided into the two themed sections of Accommodation and Transport.

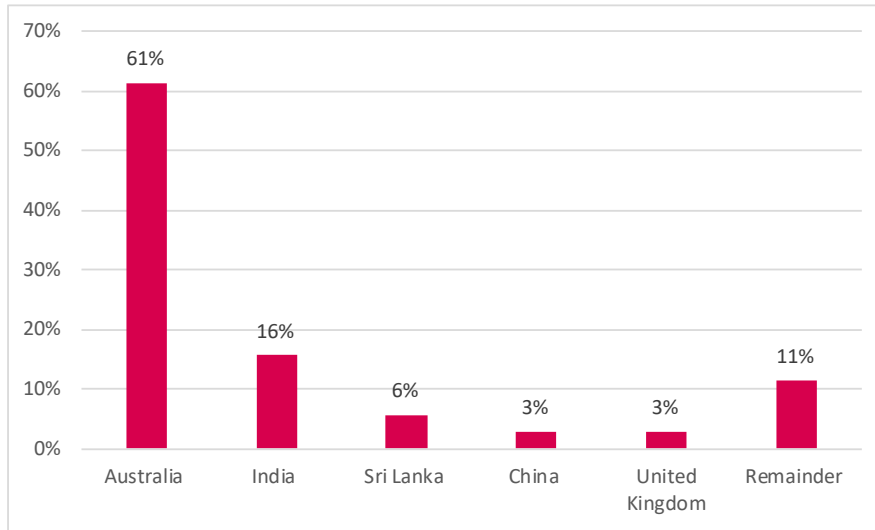
Participant information results

- 91% or 75 respondents indicated that they are student
- 72% of student respondents are Australian citizens
- 41% or 31 respondents indicated that they live in the City of Whitehorse.

Country of birth

Over half of survey respondents (60%) indicated that they were born in Australia. India (16%) and Sri Lanka (6%) followed with the 2nd and 3rd most represented countries of birth.

FIGURE 15: SURVEY RESPONDENT COUNTRY OF BIRTH

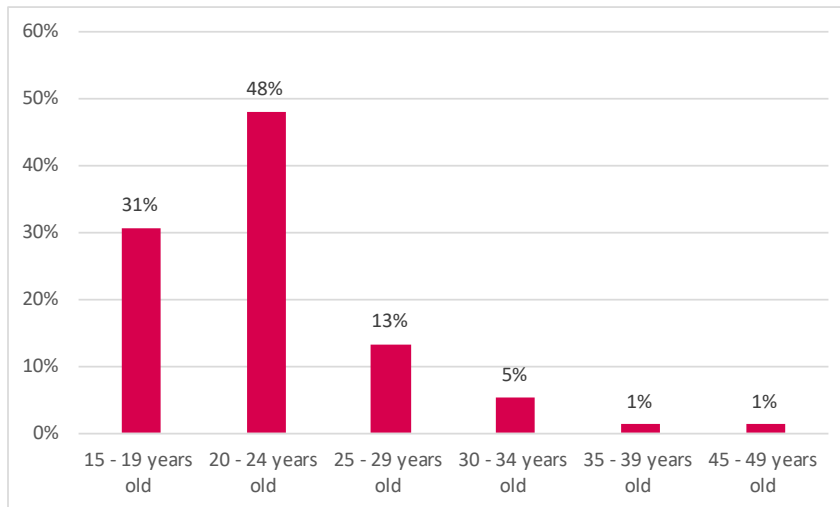


Source: Whitehorse Student Accommodation Strategy
 Survey Question: 3. What is your country of birth?
 Responses to Question: 70

Age

Close to 80% of all survey responses were aged between 15-24.

FIGURE 16: SURVEY RESPONDENT AGE



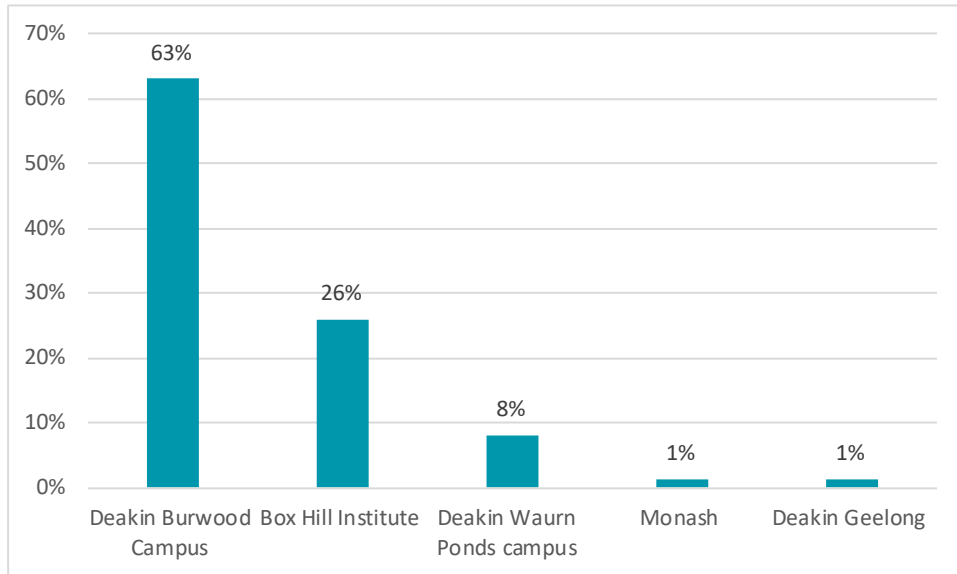
Source: Whitehorse Student Accommodation Strategy
 Survey Question: 4. What is your age?
 Responses to Question: 75

Education

Overwhelmingly, students who participated in the survey were undergraduate students, representing 82% of respondents.

The two most commonly represented campuses from survey respondents were Deakin Burwood and Box Hill Institute, both located within the City of Whitehorse.

FIGURE 17: SURVEY RESPONDENT CAMPUS



Source: Whitehorse Student Accommodation Strategy

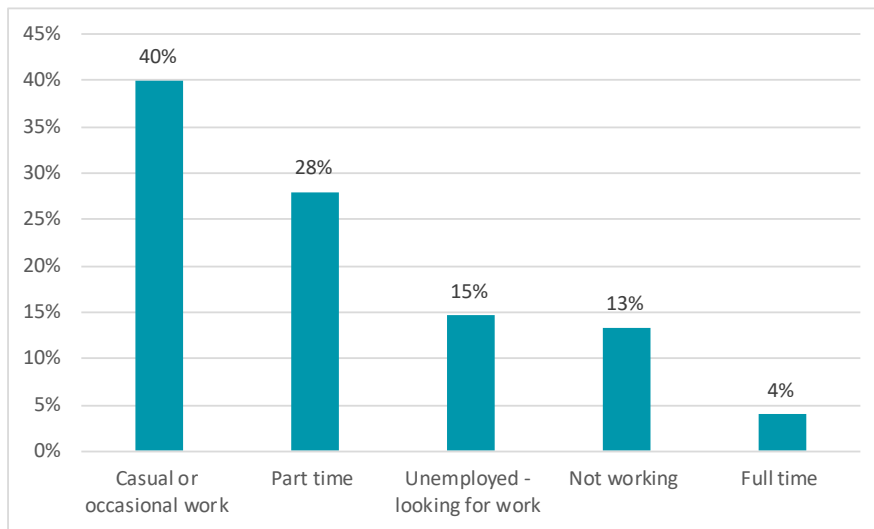
Survey Question: 5. Where do you study?

Responses to Question: 73

Employment status

The majority of students with employment do so on a casual (40%) or part-time basis (28%). Just under 30% of students are either looking for work or no working, while only 4% of students work full-time.

FIGURE 18: SURVEY RESPONDENT EMPLOYMENT STATUS



Source: Whitehorse Student Accommodation Strategy

Survey Question: 9. What is your current employment status?

Responses to Question: 75

Accommodation

Cost of accommodation

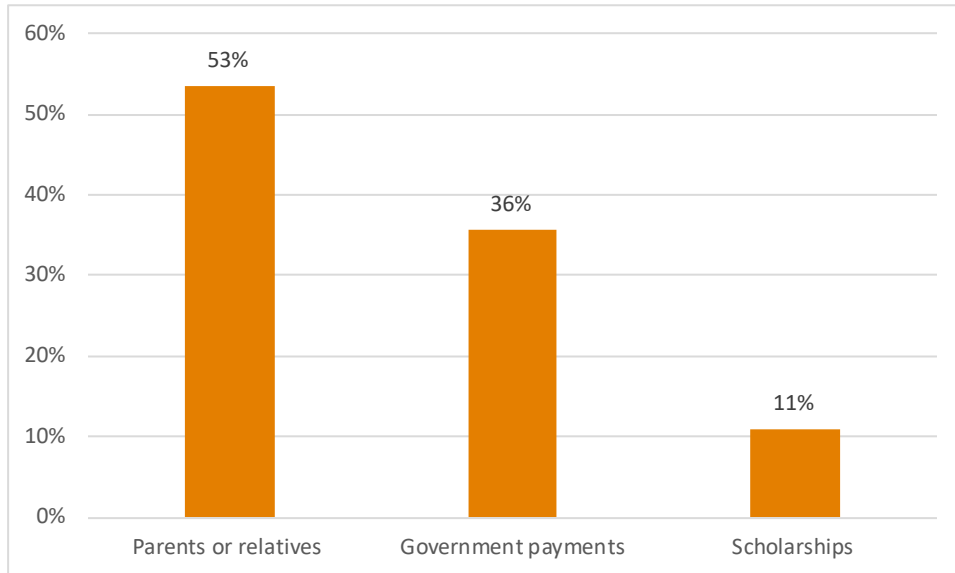
The overall average weekly accommodation rent payment is \$174.25 (\$207). When excluding those respondents who live with family the average weekly accommodation expense is \$207.

The average weekly cost of accommodation at Box Hill Institute is \$159.50 (\$239.35) while is higher at Deakin University with an average weekly cost of accommodation of \$175.95 (\$204).

Type of financial support

Over half (53%) of students indicated they receive financial support from parents or relatives, while others receive government support or scholarship assistance.

FIGURE 19: SURVEY RESPONDENT FINANCIAL SUPPORT



Source: Whitehorse Student Accommodation Strategy

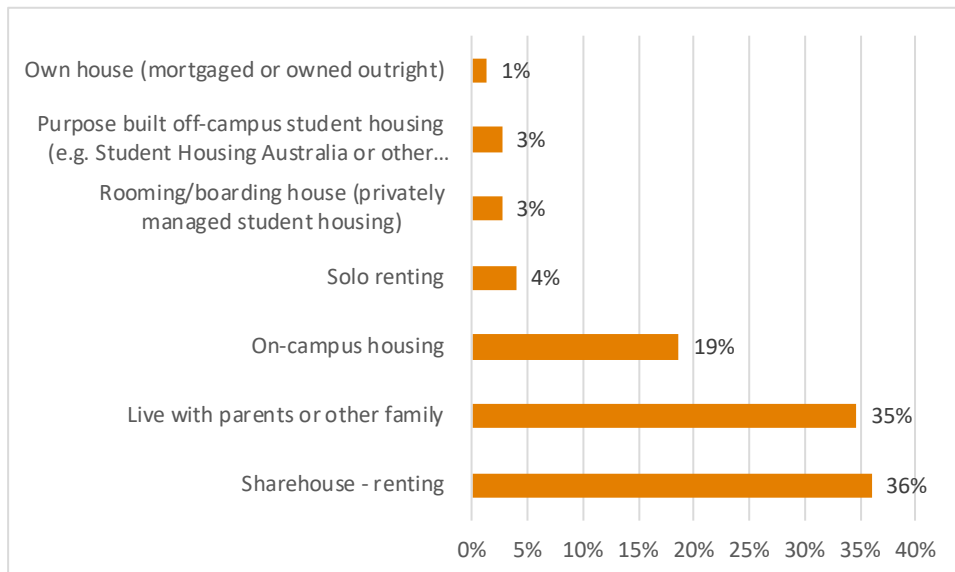
Survey Question: 11. Do you receive financial support from any of the following: Scholarships, Parents or relatives, Government Payments

Responses to Question: 73

Type of housing

The most common type of housing identified was 'Share house - renting' with 36%. This was followed closely by 'Live with parents or other family' (35%) and 'On-campus housing' (19%)

FIGURE 20: SURVEY RESPONDENT TYPE OF HOUSING



Source: Whitehorse Student Accommodation Strategy

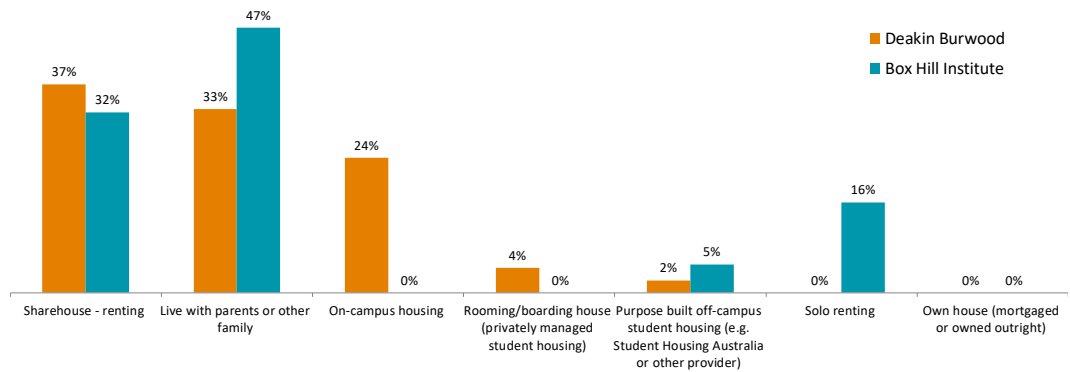
Survey Question: 12. What type of housing best describes where you live?
 Responses to Question: 73

Type of housing by campus location

The chart below looks at the type of housing amongst students who visit the two campuses located within the City of Whitehorse.

There is a similar proportion of students between the two campuses who identified as living within 'Share house – renting'. There are a greater proportion of students at Box Hill Institute who live with family. On-campus housing appears only available at the Deakin Burwood campus.

FIGURE 21: SURVEY RESPONSES TYPE OF HOUSING BY CAMPUS LOCATION

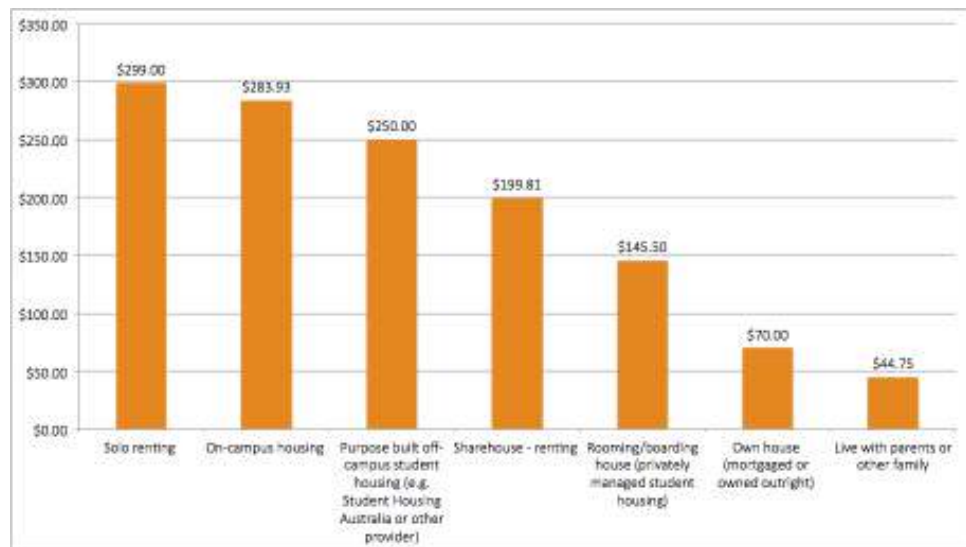


Source: Whitehorse Student Accommodation Strategy
 Survey Question: 12. What type of housing best describes where you live?
 Survey Question: 5. Where do you study?
 Responses to Question: 65

Type of housing by average accommodation cost

Solo renting is the most expensive option amongst accommodation types with an average weekly payment of \$299. This is followed by on-campus housing with \$283.93 and the average weekly payment for purpose built off-campus student housing is \$250.

FIGURE 22: SURVEY RESPONSES TYPE OF HOUSING BY AVERAGE ACCOMODATION COST

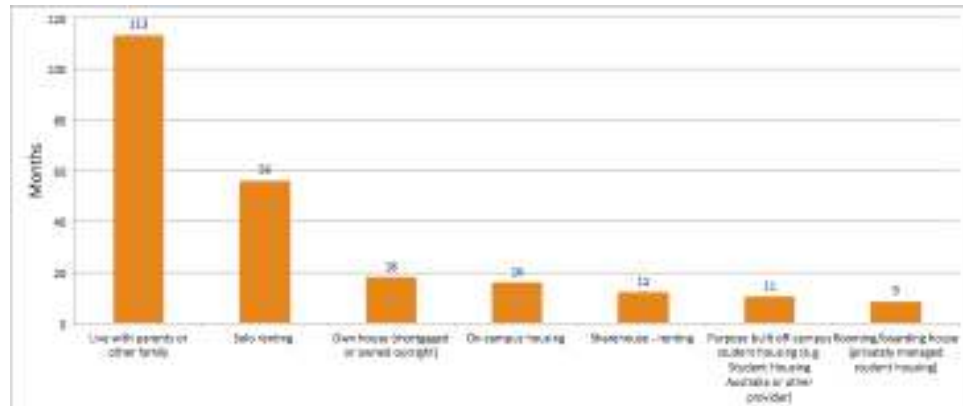


Source: Whitehorse Student Accommodation Strategy
 Survey Question: 10. Approximately, how much money to you spend per week on accommodation where you live?
 Survey Question: 12. What type of housing best describes where you live?

Length of stay in current accommodation by type of housing

The average length of stay across all accommodation types is 16 months. This excludes student who live with family as they are likely to have lived at that location their entire life.

Figure 22: SURVEY RESPONSES LENGTH OF STAY IN CURRENT ACCOMODATION BY TYPE OF HOUSING

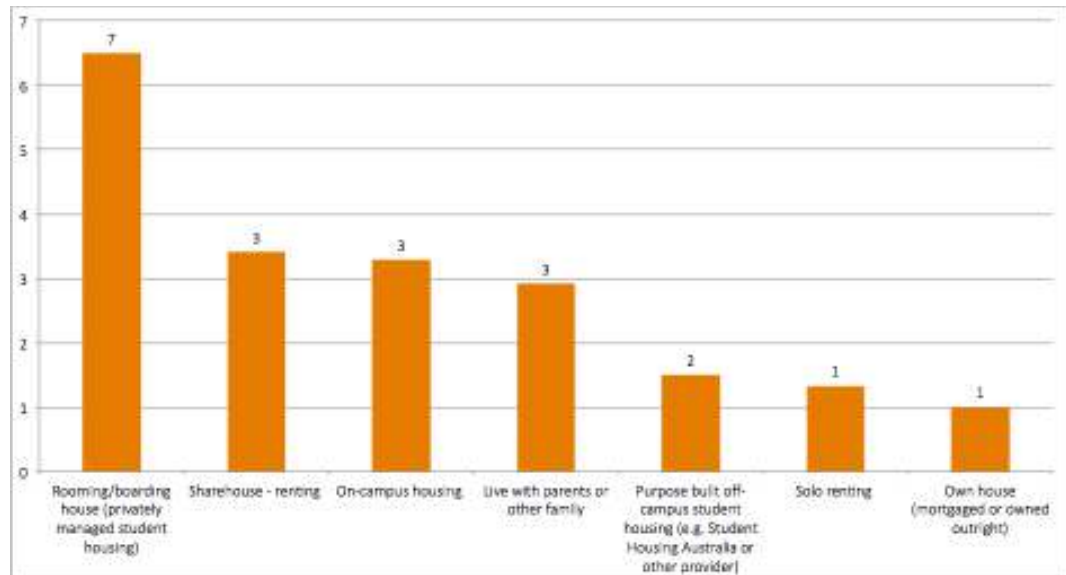


Source: Whitehorse Student Accommodation Strategy
 Survey Question: 12. What type of housing best describes where you live?
 Survey Question: 12a. How long have you lived there?
 Responses to Question: 73

Number of Housemates by Type of Housing

Rooming/boarding houses contain the most number of the housemates with an of 7. The remaining types of housing all contained a maximum of 3 housemates.

Figure 23: SURVEY RESPONSES NUMBER OF HOUSEMATES BY TYPE OF HOUSING

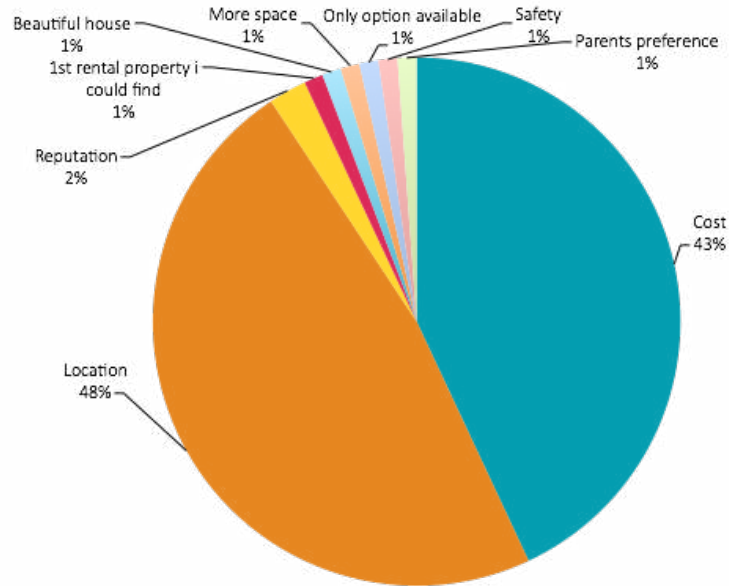


Source: Whitehorse Student Accommodation Strategy
 Survey Question: 12. What type of housing best describes where you live?
 Survey Question: 12b. How many people do you live with?
 Responses to Question: 73

Reason for choosing current accommodation

Cost and location and the two predominant reasons why students chose to live in their current accommodation.

FIGURE 24: SURVEY RESPONSES REASON FOR CHOOSING CURRENT ACCOMMODATION

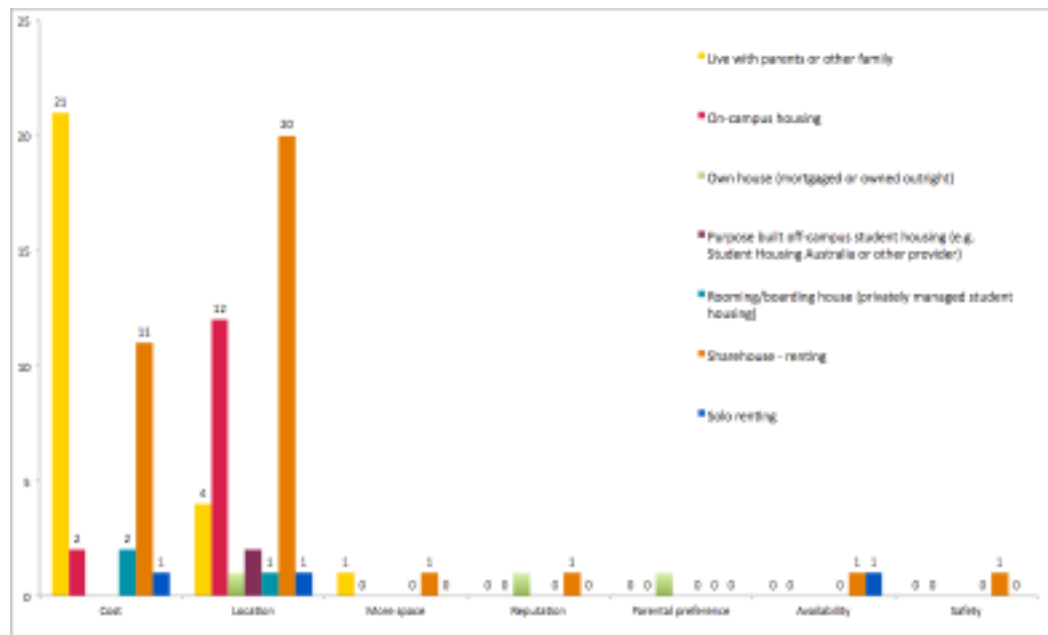


Source: Whitehorse Student Accommodation Strategy
Survey Question: 12c. What made you choose your current accommodation?
Responses to Question: 73

Reason for choosing current accommodation by accommodation type

The chart below details the reasons why students choose to live in the current accommodation type. 'Cost' is the biggest factor for students living with family presumably as it would be a significant expense to move out of the family home. Cost is also an important factor for 'Share house- renting'. This is likely due to students being able to share costs amongst many of their housemates. The 'Location' factor was also significant amongst 'Share house – renting'.

FIGURE 25: SURVEY RESPONSES REASON FOR CHOOSING CURRENT ACCOMMODATION BY ACCOMMODATION TYPE



Source: Whitehorse Student Accommodation Strategy

Survey Question: 12. What type of housing best describes where you live?

Survey Question: 12c. What made you choose your current accommodation?

Responses to Question: 71

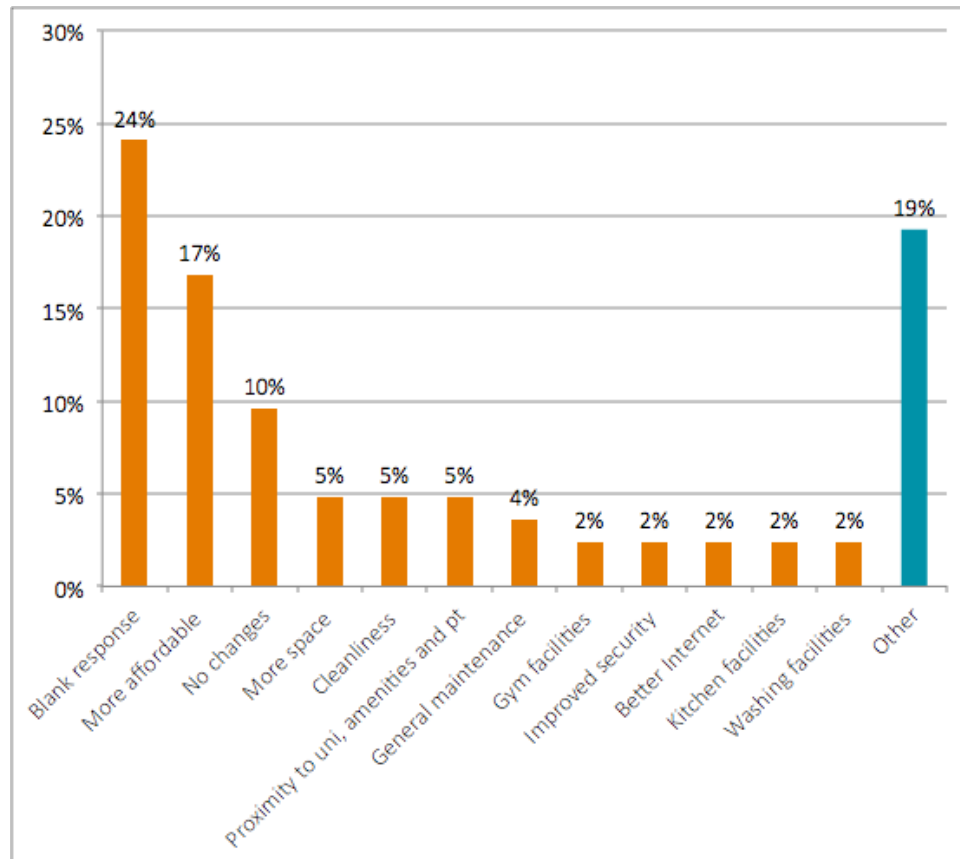
Ways student accommodation could be improved

Students were asked about the ways their accommodation could be improved. 34% of survey participants either left this question blank or stated that there was nothing they would change.

The most common responses to ways student accommodation could be improved were associated with making it 'more affordable' (17%), having 'more space' (5%⁶), improved 'cleanliness' (5%) and their 'proximity to university/amenities' (5%).

⁶ Representing 4 respondents (not statistically significant).

FIGURE 26: SURVEY RESPONSES WAYS STUDENT ACCOMMODATION COULD BE IMPROVED



Source: Whitehorse Student Accommodation Strategy

Survey Question: 13. What are some ways you think your accommodation could be improved?

Responses to Question: 75

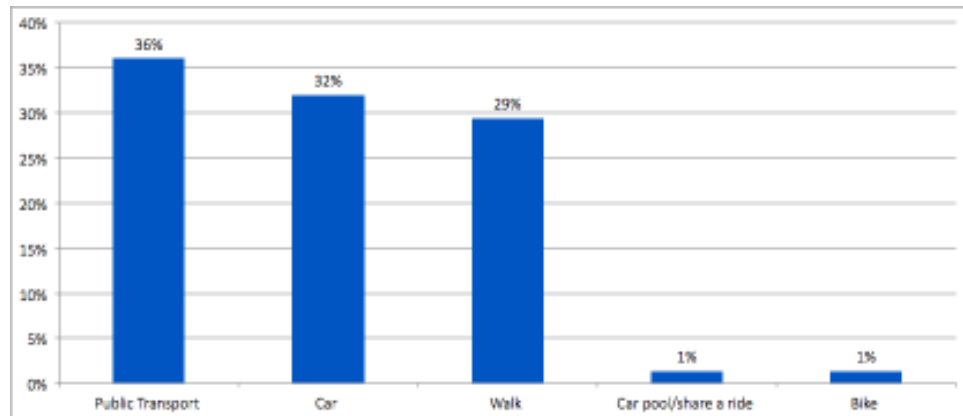
Transport

Typical transport mode to place of study

Public Transport (36%), Car (32%) and Walking (29%) were the main transport modes to places of study amongst student respondents. Car-pooling or bike riding as a transport mode share represented 1% each.

- Despite 36% of students using public transport as their main mode of transport to their place of study there is an opportunity for behaviour change as the transport survey data in Chapter 6 revealed that: 94% of students use public transport. In addition, 24% of students own a bicycle but very utilise it to ride to their place of study.

FIGURE 27: SURVEY RESPONSES TYPICAL TRANSPORT MODE TO PLACE OF STUDY



Source: Whitehorse Student Accommodation Strategy

Survey Question: 14. How do you normally travel to your place of study?

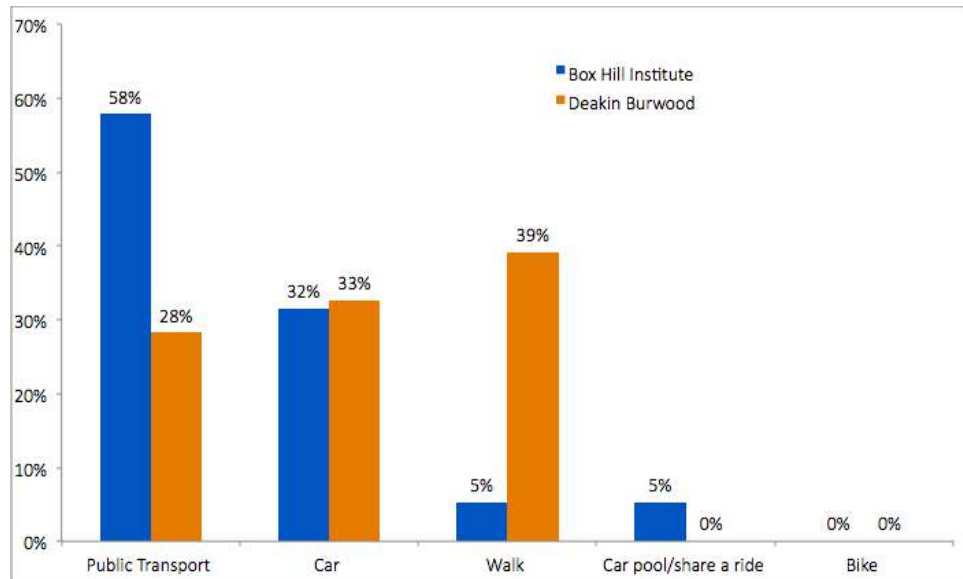
Responses to Question: 75

Typical transport mode by place of study

Travel to the Box Hill Institute is made via Public Transport by the majority of students (58%). This is followed by car travel (32%), walking (5%) and car-pooling (5%).

Results are quite different for students traveling to Deakin Burwood where walking (39%) was represented as being the most significant transport mode. This is likely due to the proximity of on campus housing to specific places of study. Car travel (33%) and Public Transport (28%) were all well represented as transport mode behaviours to Deakin Burwood.

FIGURE 28: SURVEY RESPONSES TYPICAL TRANSPORT MODE BY PLACE OF STUDY



Source: Whitehorse Student Accommodation Strategy

Survey Question: 12. What type of housing best describes where you live?

Survey Question: 14. How do you normally travel to your place of study?

Responses to Question: 75

Students who travel by car

Of the 24 respondents who travel by car:

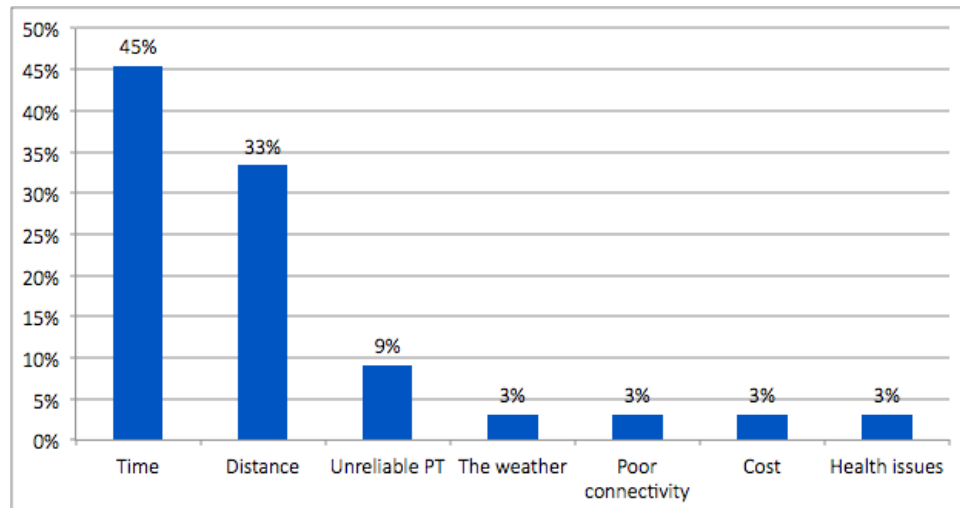
- 100% own the car they travel in
- 38% park their car on the street when parking at their residence

- 88% park on-site/off-street when parking at their place of study.

Barriers to alternative transport modes for car drivers

For students who drive to their place of study, the biggest barrier to using other transport modes is that they can't compete on time (45%). The other major barrier to other transport modes is distance (33%), where presumably students feel that their housing is too far to walk or cycle to their place of study.

FIGURE 29: SURVEY RESPONSES BARRIERS TO ALTERNATIVE TRANSPORT MODES FOR CAR DRIVERS



Source: Whitehorse Student Accommodation Strategy

Survey Question: 15c. When you drive to your place of study, what stops you from walking, riding a bicycle or taking public transport?

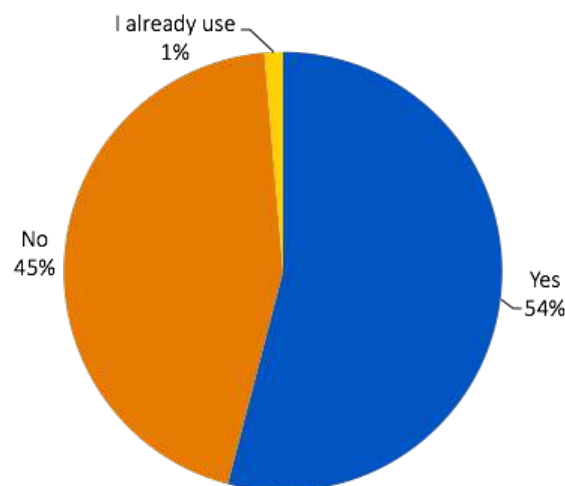
Responses to Question: 23

Students who would/wouldn't use car share

When students were asked if they would consider using car share, just over half (54%) said they would consider car share as an alternative travel choice. 45% would not consider using a car share system, and only 1% of respondents indicated that they already use the system.

This is relatively consistent with the transport data in Chapter 6 where 46% of respondents indicated that they would consider using car share.

FIGURE 30: SURVEY RESPONSES STUDENTS WHO WOULD/WOULDN'T USE CAR SHARE



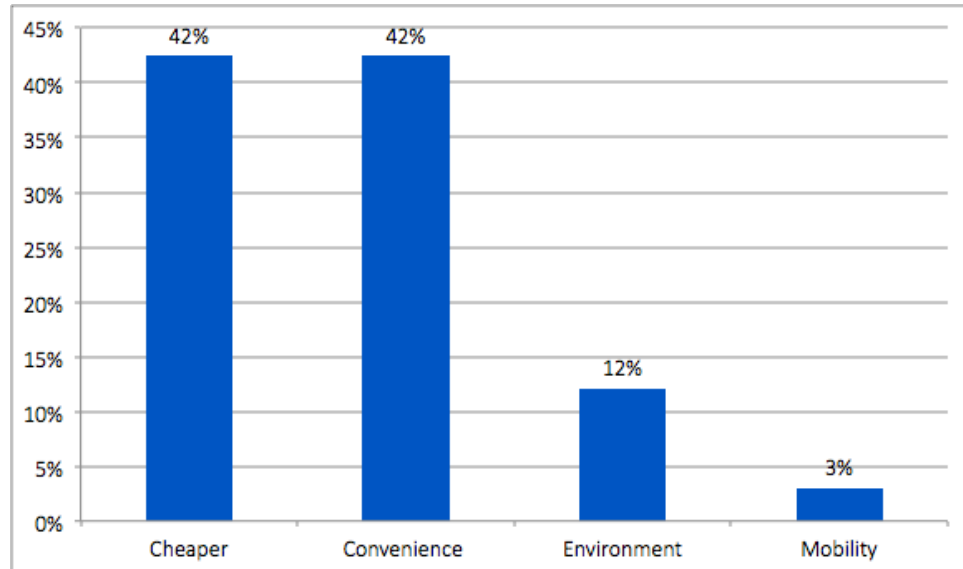
Source: Whitehorse Student Accommodation Strategy

Survey Question: 16. Would you consider using a car share service if this was available to you?
Responses to Question: 74

Reasons why students would consider car share

The two biggest reasons why students would consider car share were associated with it being 'cheaper' (42%) and more 'convenient' (42%) than their current transport mode of choice. Less prominent reasons included 'Environment' (12%) and better 'Mobility' (3%).

FIGURE 31: SURVEY RESPONSES REASONS WHY STUDENTS WOULD CONSIDER CAR SHARE



Source: Whitehorse Student Accommodation Strategy
Survey Question: 16. Would you consider using a car share service if this was available to you?
Survey Question: 16a. Please explain why/why not you would or wouldn't use a car share service
Responses to Question: 33

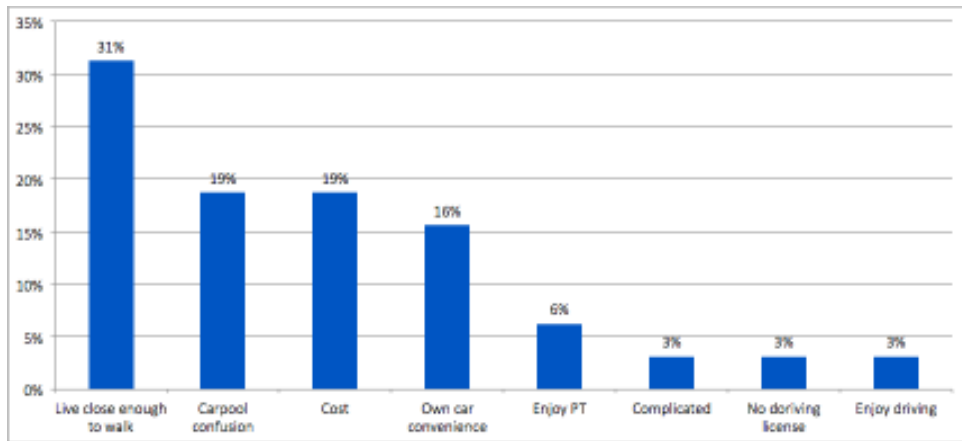
Reasons why students wouldn't consider car share

There was a wide variety of responses as to why student would not consider car share. The most common response was that many students 'live close enough to walk' (31%).

There appeared to be confusion with the difference between 'car share' and 'car pooling' with many student expressing concern over riding in a car with people they didn't know. This segment represented 19% of respondents.

Other important factors included the perceived higher cost of operating a car share system (19%) and the convenience of owning/operating their own car (16%).

FIGURE 32: SURVEY RESPONSES REASONS WHY STUDENTS WOULD NOT CONSIDER USING CAR SHARE



Source: Whitehorse Student Accommodation Strategy

Survey Question: 16. Would you consider using a car share service if this was available to you?

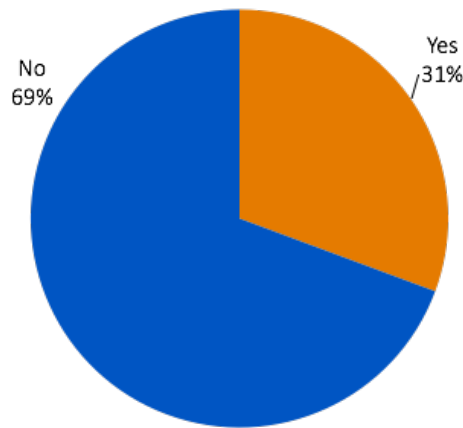
Survey Question: 16a. Please explain why/why not you would or wouldn't use a car share service

Responses to Question: 46

Students who would/wouldn't use bike share

The majority of students indicated that they would not consider using a bike share system (69%). This majority is consistent with the transport survey data in Chapter 6, where 56% of students would not consider using bike share if the service was available.

FIGURE 33: SURVEY RESPONSES STUDENTS WHO WOULD/WOULDN'T USE BIKE SHARE



Source: Whitehorse Student Accommodation Strategy

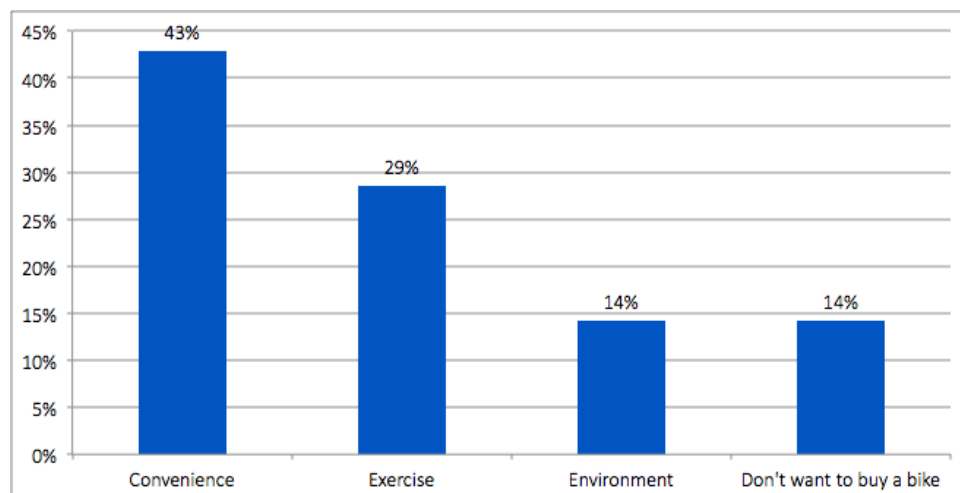
Survey Question: 18. Would you consider using a bike share service if this was available to you?

Responses to Question: 75

Reasons why students would consider bike share

Reasons for considering using a bike share system included the perceived added convenience for travel (43%), the health benefits from exercise (29%), environmental benefits (14%), and students not wanting to buy a bike (14%).

FIGURE 34: SURVEY RESPONSES REASONS WHY STUDENT WOULD CONSIDER BIKE SHARE



Source: Whitehorse Student Accommodation Strategy

Survey Question: 18. Would you consider using a bike share service if this was available to you?

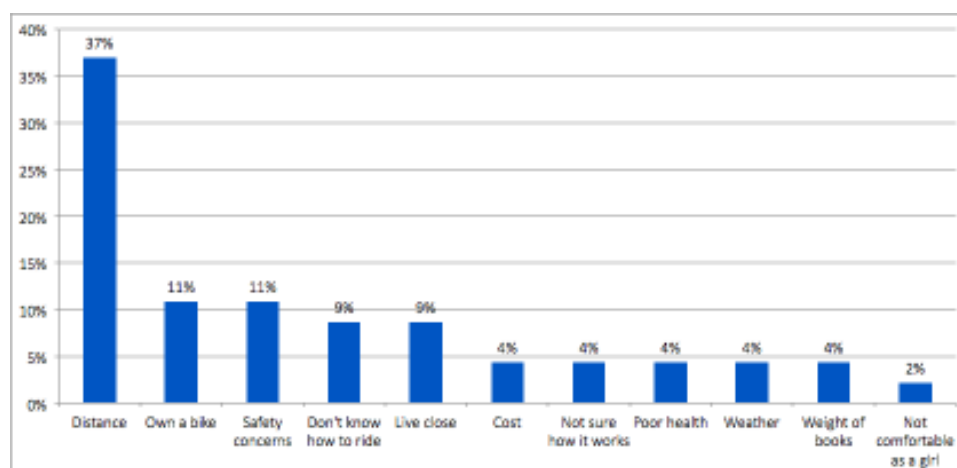
Survey Question: 18a. Please explain why/why not you would or wouldn't use a bike share service?

Responses to Question: 7

Reasons why students wouldn't consider car share

Distance (37%) was by far the greatest barrier for students in not considering using a bike share system to travel to their place of study. Other responses included 'own a bike' (11%), 'safety concern' (11%) and 'don't know how to ride' (11%).

FIGURE 35: SURVEY RESPONSES REASONS WHY STUDENTS WOULD NOT CONSIDER CAR SHARE



Source: Whitehorse Student Accommodation Strategy

Survey Question: 18. Would you consider using a bike share service if this was available to you?

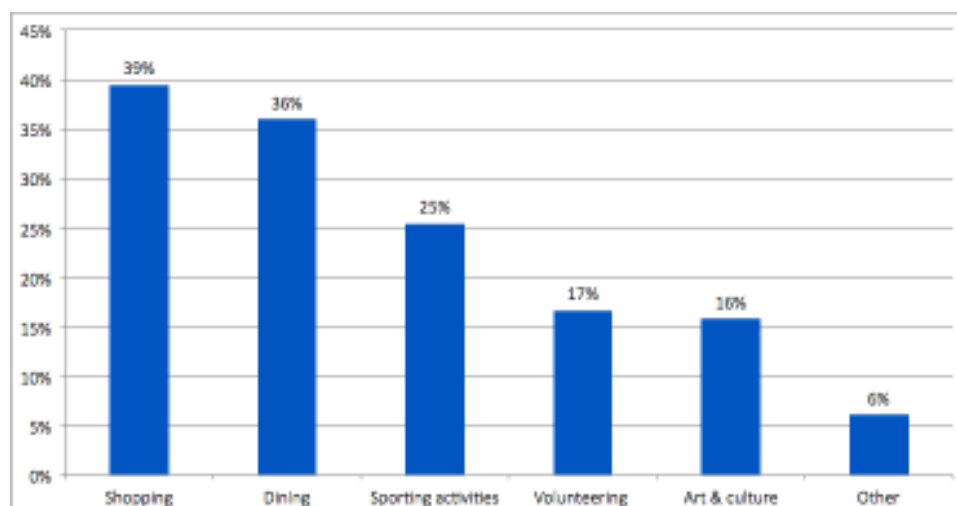
Survey Question: 18a. Please explain why/why not you would or wouldn't use a bike share service?

Responses to Question: 46

Other student activities on a weekly basis

When considering transport modes to activities other than their place of study, students indicated that 'shopping' (39%) and dining (36%) were their two other major activities.

FIGURE 36: SURVEY RESPONSES OTHER STUDENT ACTIVITIES ON A WEEKLY BASIS



Source: Whitehorse Student Accommodation Strategy

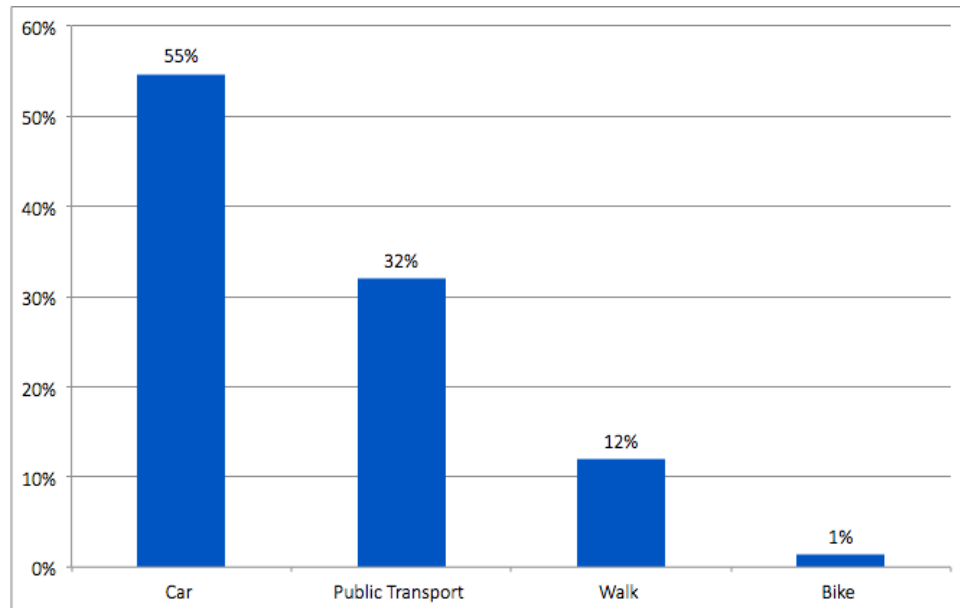
Survey Question: 19. What other activities do you engage in on a weekly basis?

Responses to Question: 72

Transport mode to other activities

Car travel to these other activities was the most common response. Over half (55%) travel by while the remaining travel by Public Transport (32%), Walk (12%) or Bike (1%).

FIGURE 37: SURVEY RESPONSES TRANSPORT MODE TO OTHER ACTIVITIES



Source: Whitehorse Student Accommodation Strategy
Survey Question: 20. How do you normally travel to get to these other activities?
Responses to Question: 73

General interest in student accommodation

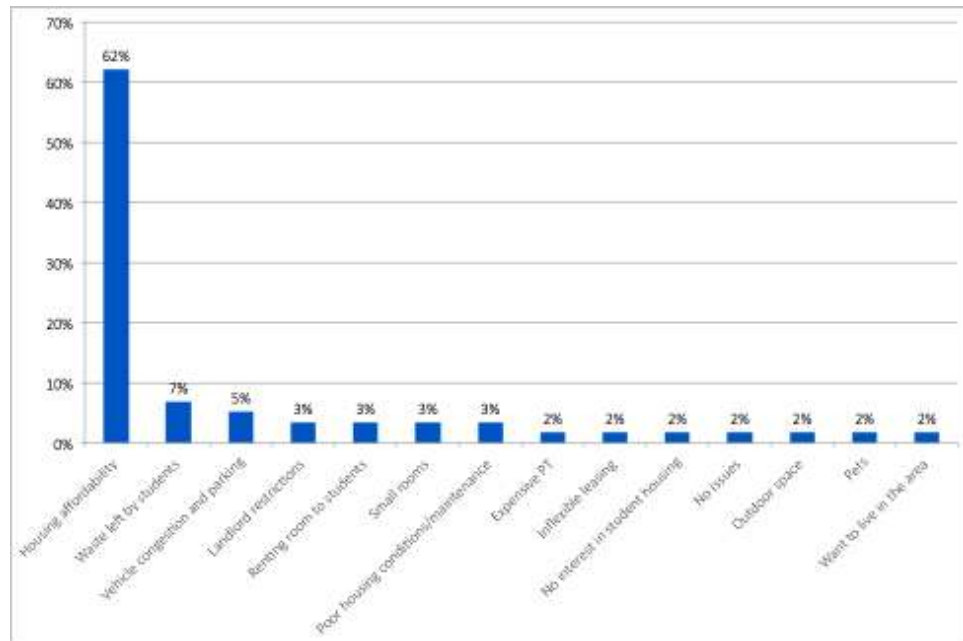
The final question of the student survey asked participants to detail their interest or primary issues associated with student accommodation.

The vast majority of responses to this question were associated with issues of housing affordability (62%). This response was common for both students living in outside of the family home and those students still living with family but looking to move out.

Other key issues represented were by non-student respondents who identified 'waste left by students' (7%) and 'vehicle congestion and parking issues' (5%).

Students also identified 'Landlord restrictions' (3%), a 'small rooms/lack of space' (3%) and 'inflexible leasing' (2%) as other issues. Note that these responses are not statistically significant due to response numbers.

FIGURE 38: SURVEY RESPONSES GENERAL INTEREST IN STUDENT ACCOMMODATION



Source: Whitehorse Student Accommodation Strategy

Survey Question: 21. Please describe your interest in student accommodation in Whitehorse including any issues you would like to raise

Responses to Question: 68

8.3 Issues by theme

Accommodation

- **Housing affordability** – Housing affordability was the most consistent issue raised throughout all survey responses. It is a major factor for why students live in their current housing type and restricts students in living in preferred housing types.

'I would love to live in student accommodation in Whitehorse however it is too costly, even with Centrelink benefits. As a student who has to fully support themselves, the stress of making rent and being able to feed myself isn't worth moving closer to university'

'On campus student accommodation is way over priced for what you get (did previously live on Deakin res)'

- **Housing cleanliness and maintenance** - Students expressed concerns over the unresolved cleanliness and maintenance issues associated with their accommodation.

'The smoke alarm system is so stressful. I'm at the point now where I won't even eat anything that requires cooking. We have had a few call outs and those people got charged over \$1000!'

- **Inflexible leasing** - Restrictive leasing arrangements with landlords appear to be a cause for additional student stress.

'6 month leases need to end. They put too much pressure on students during peak uni periods to find a new location to live. It's stressful enough trying to study and work full time without the added pressure of finding a new place to live, or a new set of roommates.'

- **Landlord governance restrictions** – In some cases students felt that landlords were overbearing, not accommodating to student needs and imposed too many restrictions on students.

'We want the heating to be adjusted by us who rent the house, and not by landlord who does not even live in the house, house owner visits almost everyday and too many restrictions, no friends are allowed to visit.'

Transport

- **Unreliable public transport connections** - Some students opt for not taking public transport due to its unreliability and congestion during peak times.

'Public transport is unreliable and always packed in the morning.'

- **Reliability on car use** - There is an evident reliability on personal car use for both accessing places of study and a range other activities. Students that own a car enjoy the relative comfort and reliability of travelling by car making alternative transport modes not very attractive options.

9. POLICY COMPARISON

The management of student accommodation is addressed in various Planning Schemes in Melbourne. A review of other Councils with a student accommodation policy (Melbourne, Monash, Stonnington) has been undertaken. Whitehorse's policy has also been reviewed following consultation with Council staff and a Student Housing provider and DELWP requirements.

9.1 Comparison to other Council approaches

Whitehorse has the most stringent preferred location preferences of the four policies, favouring developments within 500m of tertiary institutions, compared to 1500m in Monash and 800m in Stonnington. This may have positive outcomes in terms of accessibility for students but may also limit the range of developable land for student accommodation. Similarly, Whitehorse policy supports applications within activity centres (primary, major or specialized) and abutting public transport networks. Compared to Monash where the preferred location is merely within 800m of railway stations and activity centres. Melbourne makes reference to walkable distances to transport and shops but does not specify preferred locational ranges.

With regards to internal layouts, Stonnington policy does not support shared kitchen facilities (except in the case of existing building conversions) and in no circumstance supports shared bathroom facilities. Therefore, under this scheme units must be self-contained. Melbourne supports various accommodation forms including dorm style lodging where all facilities are shared (including bathrooms, kitchens and laundry). Whitehorse requires a bathroom, separate sleeping area, cooking area and study area in each unit therefore non-self-contained units are not permitted under this scheme.

Melbourne has the lowest minimum requirement for individual room sizes (10.8 square metres) compared to 16 square metres specified in Monash and Whitehorse schemes, perhaps compromising the amenity of individual units to potentially increase the number of dwellings. Stonnington sets no minimum size however requires *large enough* space for a desk, book shelves, storage and freestanding table.

Requirements of open space are supported across the schemes, Melbourne also require internal common areas to be provided (minimum 15 square metres per 12 students). Monash requires 16 square metres or 4 square metres for each unit with no balcony, whichever is greater, if the accommodation is above a non-residential use.

Whitehorse sets out built form assessment whereby buildings over four storeys are not supported within General Residential Zones and certain areas of Mixed Use Zones and are encouraged to be between 1-2 storeys. Applications within Residential Growth Zones and parts of Mixed Use Zones will consider higher buildings and will be assessed according to Clause 22.03 and Clause 55. Melbourne and Stonnington makes no reference to height restrictions, nor does Monash, however developments should respond to the preferred neighbourhood character and not visually overwhelm existing developments.

Policy regarding car parking provision differs across the schemes. Melbourne supports application with no or limited parking spaces. Whitehorse supports developments that provide appropriate parking spaces based on location and needs; within a principle activity centre parking rates are a minimum of 0.1 per bed; those within specialized or major activity centres and 500m from public transport must provide a minimum of 0.25 per bed. The rate of

parking increases with distance from preferred location. Stonnington scheme requires parking provisions to reflect reduced car ownership patterns of overseas students. Monash includes rates of 0.3 per bed within preferred locations and 0.4 spaces per bed outside of preferred locations.

Glen Eira Phoenix Precinct Clause 22.06

This clause makes reference to the Monash University and student accommodation with regards to encouraged land use. There is policy to promote the primary purpose of Caulfield Plaza for intensive development of retail, commercial, entertainment and residential uses that complement the university, and to promote the Caulfield Plaza site for student accommodation, ensuring that such use complements retail, entertainment and commercial use of the site. The scheme additionally seeks to promote student housing in the Monash University area.

Frankston Planning Scheme

Clause 21.07 identifies supporting the growth and role of tertiary education and associated student accommodation as a key housing issue. Objective 3 of the MSS is to encourage the development of purpose built student housing within close proximity to Monash University and Chisholm TAFE. Strategies include to:

- Encourage student accommodation within the Health and Education precinct.
- Encourage student accommodation at Chisholm TAFE or within walking distance to Chisholm TAFE and the Frankston MAC.

Darebin Planning Scheme

Darebin identifies a shortage of affordable student accommodation close to public transport and other services and facilities has led to the emergence of inappropriate accommodation arrangements such as overcrowded rooming houses. Darebin sees this as a key housing diversity and equity issue (Clause 21.03). Objective 3 is to encourage the provision of appropriately located student accommodation. Strategies include to:

- Encourage and facilitate the provision of different types of student accommodation in areas identified for Substantial and Incremental Housing Change in the Strategic Housing Framework Plan.
- Encourage major educational institutions to develop on-site student accommodation.
- Encourage student accommodation in locations accessible to public transport and within walking distance to La Trobe University and Melbourne Polytechnic.

9.2 Clause 22.14 Student Accommodation policy

The current Clause 22.14 policy has been assessed considering the issues identified in this report, the approach taken by other Councils and best practice drafting.

A number of limitations in the current policy have been identified. A marked up draft of the policy is provided with recommended changes, and the proposed changes to Clause 22.14 are discussed below.

General

Several matters are recommended for removal from the policy as they are covered by other parts of the planning scheme, including the SPPF, Clause 55 and Clause 58. Only matters where Council wishes to apply discretion for this particular use are recommended for retention in the policy.

By way of example, there is no need to say that an application will be assessed against Clause 55 in this policy as that will occur in any case. The local policy should focus on where Council will apply discretion (car parking, private open space, storage).

Cross references to other parts of the scheme are recommended for removal unless they are defining where a variation to the normal requirement can be applied.

It is recommended that the language be strengthened to be more proactive and specific.

It is recommended that the formatting of the policy be amended to align with Ministerial Direction on the Form and Content of Planning Schemes. It is recommended that the use of the phrase student accommodation be applied consistently. It is recommended that the policy name have "Policy" removed as per DELWP requirements.

It is recommended that the wording be adjusted to align with current terminology (e.g. Metropolitan Activity Centres) and Clauses (e.g. Clause 58).

Application

It is recommended that the application of the policy be changed to apply to all **accommodation intended to house students undertaking tertiary study**, rather than **student accommodation**. The reason for this is to capture more accommodation that is being built or used for student accommodation that the current policy does.

A number of elements under application are recommended to be moved to Policy basis.

Policy basis

It is recommended that this section be updated to reflect the Student Accommodation Strategy. It would clarify the special needs that students may have that can be addressed through the planning system and are dealt with in the policy.

It is recommended that a definition for student accommodation be included in the policy. This definition would align with the definition Whitehorse planners are currently using.

This section would also provide information about student housing typologies and how purpose built student accommodation will generally be categorised.

It is recommended that this section be updated to reinforce Council's commitment to facilitating student housing in appropriate locations, and identifying the special needs of student accommodation.

Objectives

It is recommended that a new objective be added:

'To develop student accommodation that meets the needs of students'

Objectives that are not specific to student accommodation (i.e. they apply to ALL accommodation) are recommended to be deleted.

This would narrow the objectives to six objectives that relate specifically to the policy.

Policy

It is recommended a new policy requiring a statement as to how the proposed development responds to student accommodation needs be included.

Management plan requirement

It is recommended that the following key changes be made to the management plan requirement:

- Clarification that one management plan per student housing facility is required, even if there are separate owners of different units in the facility.
- Introduction of student welfare as an issue that should be addressed in management plans.

Carparking

It is recommended that a requirement that visitor parking be provided on common property be included.

Bicycle parking

It is recommended that a requirement that bicycle parking and storage be located on common property be included.

Facility sharing

The policy regarding the sharing of facilities between separate developments, facilities or institutes has been deleted as it is counter-productive to the policy of providing shared spaces on site to provide students with socialising opportunities.

Meeting the needs of tertiary students

This section has been amended to provide for more flexibility when considering the unit layouts. It allows for:

- Shared kitchen and bathroom facilities in some cases (where other objectives can be met).
- Shared rooms / units.

The policy as currently written was contradictory in this area.

The floorspace requirement has been removed as a performance based approach is preferred and considered to achieve better outcomes.

Decision guidelines

These have been edited to align with the policy.

Section 173 Agreements

Section 173 requirements have been consolidated and clarified

Reference documents

The City of Whitehorse Student Accommodation Study, SGS, 2018 has been added and the existing student accommodation study deleted.

10. KEY ISSUES AND RECOMMENDATIONS

This section presents a summary and brief discussion of the key issues and recommendations in this Background Paper, and informs the Draft Strategy.

10.1 Key issues

There is a significant student population in the City of Whitehorse, with students representing 10.9% of the total population and it is growing at a rate slightly faster than Whitehorse's overall population. This is projected to continue, further enhancing the contribution students make to Whitehorse's community. Students have particular accommodation and other needs, but are also impacted by overall issues such as declining housing affordability which is placing pressure the wider community and students.

Students live in a range of dwelling types. These have particular characteristics, challenges and issues. The various form of accommodation that students occupy comprise the following:

- On campus residential colleges
- Purpose built accommodation
- Rooming or boarding houses
- Open market housing
- Informal housing.

Many of the issues relate to specific categories within typologies. A detailed description of the typologies can be found in section 3 of this report.

Issues for student welfare

Share houses and illegal rooming houses can cause a number of issues in the City of Whitehorse; some operators of these accommodation buildings within Whitehorse repeatedly breach the Residential Tenancy Act which has major implications for students.

International students appear to be suffering the most significant consequences of this, in some cases being specifically targeted by share house and rooming house operators. Restrictive leasing arrangements with landlords cause stress to students and these conditions often go unreported, as International students often believe (or are told) that any complaint may have ramifications for their visa status. Cleanliness and maintenance issues of illegal rooming houses and share houses are also of significance for students, as raised both in consultation with stakeholders and in the Student Accommodation Survey. The living conditions and arrangements that many students endure are inappropriate.

International students often experience housing affordability issues, in part influenced by an inability to supplement their income via employment due to their visa status. The issue of housing affordability was raised through the Student Accommodation Survey by all responders. It is a key driver of housing choice and restricts students in living in preferred housing types.

Websites that advertise share houses and rooming houses often provide misleading information to students. International students are particularly vulnerable to this as they rely on these to find housing in the first instance. College run accommodation provides positive

learning environments for students; however is cost prohibitive for many international students.

Local students do not seem to have as many issues with their tenancy arrangements. This is perhaps due to local students having more social networks to rely on to find accommodation and have a greater understanding of rental rights. However, there is a small population of local students who “couch surf” or “sleep rough”.

There can be waste management issues at the end of student accommodation tenancies, particularly when rental agreements are terminated or end abruptly. Unwanted furniture can be left for the landlord to dispose of if tenants are disgruntled by unlawful rental conditions, or if they need to leave abruptly if they feel unsafe. Rubbish being left on nature strips is not always due to student accommodation.

Overall, overcrowded or unacceptable living environments, unfair arrangements and conditions and student homelessness in the City of Whitehorse all have severe effects on the lives of students.

Institutions have mechanisms to educate students (particularly international students) about rights, norms and costs of accommodation. Regulatory issues

The current governance and regulatory framework within the City of Whitehorse means that student accommodation is not assessed consistently or holistically. The issues are:

- Most accommodation used by students doesn't require a planning permit for use as student accommodation.
- The developer 'opts in' to student accommodation as it is an innominate (unlisted) term in the Scheme. This means that the Council's Clause 22.14 Student Accommodation only applies where the developer has identified they are providing Student Accommodation. All other accommodation, which may be used by students, isn't assessed against the policy.
- Most accommodation providing less than eleven bedrooms does not require a planning permit for the use as it is defined as shared housing
- The planning scheme definition for shared housing (eleven or less rooms) differs subtly from building regulations definition (twelve or less people).

These factors mean that it is difficult for Council to manage student housing consistently across the municipality. Rather than being assessed based on accommodation type (student accommodation), development is assessed based in the size of the facility and according to how the applicant has chosen to define the development. This means that policies relating to:

- Location,
- Provision for and adequacy of communal facilities,
- Requirements for a management plan,
- Support for student welfare, and
- Dispensations for carparking, storage and open space cannot be consistently applied.

This governance environment also means Council has no way of identifying all accommodation that is being used for student housing across the municipality. Further, the complexity means that oversight and management of student accommodation is dispersed across Council. This makes it difficult to manage student accommodation issues consistently. In particular there is a risk that consistent advice may not be provided to housing providers regarding the requirement for a sole building manager for purpose built accommodation.

Traffic and transport issues

There is an evident reliance on personal car use for many students in accessing places of study and a range other activities. Students that own a car enjoy the relative comfort and reliability of travelling by car and this means alternative transport modes are not very attractive options. Some students opt for not taking public transport due to its unreliability

and congestion during peak times. Walking and cycling are not seen as appropriate transport options for many students, predominantly due to the distance required to travel.

The majority of international students do not own a car or drive. Despite its perceived unreliability, there are high levels of public transport usage within the student community, with 94% of traffic survey respondents saying that they use public transport.

Traffic and transport surveys suggest that student parking demands are being accommodated on-street to varying degrees. The on-campus survey site showed the least on-street demand, at just 0.06 vehicles per student. Potential explanations for this include tighter on-street restrictions surrounding the campus and a lesser need to drive.

The purpose-built student accommodation facilities surveyed in Box Hill showed a slightly lower on-street demand (0.20 vehicles per student) than the Burwood sites (0.24 vehicles per student).

The overall level of car ownership amongst the student accommodation facilities (0.47 vehicles per student on average) is higher than the current parking provision rates suggested in the Student Accommodation Policy for preferred locations of between 0.1 and 0.25 spaces per bed. This does not necessarily indicate that an increase in car parking provision will address the issues that have been raised.

Addressing car parking and transport is a complex challenge, given the interplay between car parking, housing affordability, car use/ impacts on traffic congestion and alternative forms of transport.

Design issues

The quality of student housing itself is highly variable; some have excellent internal amenity but others are very poor. The provisions of the Victorian Apartment Design Guidelines are not enforced through planning approval for most developments, so there are limited controls protecting the internal amenity of student housing. Student housing is a specialised housing type that requires particular internal configurations to mitigate the smaller overall dwelling sizes.

Improved design quality for student housing will assist but not fully solve the issues of offsite impacts. Many offsite impacts are created or exacerbated through the non-compliance with minimum requirements of the building code or Council local laws. Issues such as dumping of hard rubbish, noise complaints and poor maintenance of buildings and gardens are best addressed through encouraging more intervention from the management of the facility and Council enforcement where this is not sufficient. It should also be noted that in many cases these issues are not solely due to students.

Managed typologies (i.e. typology category 1- college run and 2- purpose built) demonstrate fewer design issues as they are designed for the express purpose of student accommodation and assessed through the planning process. Adapted or open market housing used for student housing introduce potential issues arising from poor management and where buildings are not occupied as designed. Targeted policy intervention that encourages and incentivises the delivery of higher quality managed typologies in preferred locations will help reduce the risk of poor quality housing causing issues for the wider community.

Key design considerations that need to be addressed are as follows:

- Minimum levels of internal amenity need to be met and these should relate to the needs of the student cohort identified for the project. Specific floor area requirements are less useful than a performance based approach.
- Current policy requires individual kitchen and bathroom facilities for all dwellings. This means there is significant repetition of a relatively expensive portion of the dwelling. Small scale sharing of facilities (similar to ordinary housing) can be supported.

- The communal facilities in larger student housing developments risk being underutilised by being located in a single central position away from main circulation routes. The size needs to be linked to the proposed use and the number of residents served by the facility.
- Offsite impacts should be addressed through ensuring compliance rather than requiring substantial design changes.

10.2 Recommendations

The overall scale and importance of students in the Whitehorse context means that a strategy to which considers their range of needs is required.

Focus on student needs

Students play an important cultural, social and economic role in the Whitehorse community, and this is projected to grow over time. Council has an opportunity to capitalise on the benefits this population brings. To achieve this, student welfare needs to be a core consideration across the municipality.

At present there is a perception that students and student accommodation are the cause of a range of challenges in Whitehorse. While in some cases a contributing factor, it is generally the case that issues of concern, including traffic management and waste management are not student specific, but rather a consequence of the demographics and growing population in Whitehorse as a whole.

It is recommended that Council proactively address the opportunity to encourage a sustainable and vibrant student community in Whitehorse. A 'Welcome to Whitehorse' resource, targeted at both students and all housing typology providers, should be developed. The resource should identify the role that students, particularly international students, make to Whitehorse, and the special needs that students have would support this outcome. This can include Council's overall policy and approach to students in Whitehorse including standards expected of all student accommodation, whether it requires a planning permit or not. It is recommended that the resource also include information on the booking in and collection of hard rubbish within the municipality to help tackle furniture dumping.

The accommodation needs of students relate to their welfare and in particular:

- Ensuring that they have access to emotional and practical support. For purpose built student accommodation there is the capacity for the student housing provider to offer this.
- Spaces that allow student interaction to minimise feelings of social isolation.
- Suitable dwellings that are well designed and comfortable and provide enough living, sleeping and study space. Particular car parking and storage requirements.

Better coordination across Council

Council currently has limited systems in place to manage student accommodation consistently. Different departments within Council are responsible for managing issues associated with student housing including Local Laws, Environmental Health, Statutory Planning and Building, however the overall welfare of students in the Whitehorse community is not the specific responsibility of a particular business unit.

It is recommended that Council reallocate resources within Council to enable a contact point within Council and ensure a consistent Council response to student issues in Whitehorse. This function would include:

- Understanding the issues associated with student accommodation and wellbeing.
- Championing of the benefits that the student population bring to Whitehorse.
- Coordinating internal responses to issues where necessary (complex cases).

- Networking with other stakeholders including Consumer Affairs Victoria (CAV), community legal services such as Eastern Community Legal Centre (ECLC), tertiary institutions and student housing providers such as Student Housing Australia (SHA).
- Including and advising tertiary institutions when rogue operators of rooming houses are identified.
- Engaging in accommodation information sessions that bring together other stakeholders including tertiary institutions, student housing providers and students themselves.
- Communicating with the tertiary institutions and encouraging them to include a furniture exchange on their share housing websites, particularly at the end of semester periods and at the end of the school year.
- Providing more consistent advice and routine compliance checks on Section 173 agreements, particularly around building management requirements.
- Ensuring regular monitoring of management plans associated with purpose built student accommodation.
- Advocating to State Government and other stakeholders.
- Implementing the revised Policy in relation to student accommodation through a planning scheme amendment.
- Assisting with the promotion of the work currently being done by Council's Sustainability Team in regards to waste education for tertiary students.

The Council's Customer Request Management System (CRMS) should also be reviewed to ensure that all issues relating the student accommodation and welfare are flagged to enable easy monitoring and reporting on issues associated with student accommodation.

The central register of Section 173 agreements for purpose built student accommodation should be expanded to include a copy of the Management Plan for each property. Consideration should be given to establishing a more regular review of the Management Plans and inspection of the properties. This will enable Council to regularly monitor whether the management plans are current and adequate.

Future investigations of an 'Opt out' policy

As explained in section 5.4, changing Clause 22.14 to an 'opt out' policy would have workload implications for Council planners as it would mean that all residential buildings would need to be assessed against the policy rather than just applications that have self-defined as Student Accommodation.

Future work could be undertaken by Council to further explore the option of an 'opt out' policy. However in the interim, it is recommended that Clause 22.14 is updated to apply to all residential buildings providing student accommodation and require a statement as to how the development responds to student accommodation needs.

Traffic and transport recommendations

The overall strategy for managing traffic and transport is based on the following principles:

- The student population regenerates relatively quickly (i.e. there is a new 'intake' every year, and many students only stay for a short period compared to the general population). This means that there is capacity to influence travel patterns through a range of mechanisms
- While increasing the supply of car parking within student accommodation developments may reduce off street car parking in the short term, this is likely to further increase the cost of such dwellings. This further exacerbates existing issues relating to informal and overcrowded dwellings, and is likely to result in implications for student welfare. It is also likely to result in increased levels of local traffic.
- A broader approach, including facilitating alternative transport modes, and locating student accommodation close to services, transport and other needs should be prioritised.

It is recommended that the current parking provision rates for student accommodation in the existing policy should be maintained, as follows.

- At least 0.1 spaces per bed for student accommodation developments within a Principal Activity Centre.
- 0.25 spaces per bed for student accommodation facilities within Major or Specialised Activity centres, within 500 metres of a tertiary education institution or on a site abutting the Principal Public Transport Network.
- Higher rates as deemed appropriate as the distance from the preferred locations increases. Indicatively, 0.25 – 0.50 spaces per bed for other locations, subject to an assessment from a suitably qualified Traffic Engineer.

In addition, regular parking enforcement services should be continued through the municipality, particularly in areas with high student populations around the Box Hill Institute and Deakin University.

Additional and more restrictive controls including permit schemes should be considered for the management of the public parking supply throughout the municipality, particularly in areas with high student populations where there are reported issues of parking demand.

Remove eligibility for new multi-dwelling developments (including student accommodation facilities) to access parking permits.

Council should encourage and reasonably facilitate car share companies establishing in areas around areas of high student populations in partnership with tertiary institutions and at no cost to Council.

The provision of on-site car share should be considered as a supporting measure in student accommodation developments that seek reduced parking rates.

The provision of on-site bike share should be considered as a supporting measure in student accommodation developments that seek reduced parking rates.

Council should more strongly enforce the s173 policy requirement that “the number of students residing on site who own cars must not exceed the number of on-site car spaces provided by the development”.

Any reduced car parking requirements and in accessible areas should be co-ordinated with policy provisions to promote use of sustainable public transport. For instance, increased provision of bicycle spaces (including visitor bicycle spaces) within the overall development in locations that are visible and easily accessible.

Given the high usage of public transport by students, Council should approach bus services that run between Box Hill Institute, Deakin University and major shopping centres/ train and tram stations and advocate that they run more frequently throughout the semester/ trimester periods.

Design recommendations

Development models that include kitchen and bathroom facilities shared amongst a small number of bedrooms (generally 2-4 beds) would reduce the number of kitchens and bathrooms and potentially deliver a social benefit through sharing and interaction between residents. Sharing amongst larger numbers of bedrooms (indicatively, six or more) would require significant space for these facilities.

The size of shared facilities needs to be larger where bedrooms are smaller and in proportion to the number of residents served by each facility. Ensure that the model of shared facility provision is meaningfully linked to individual dwellings as well as outdoor areas and general circulation routes.

Ensure that the policies are geographically focussed to align with strategic planning with the clear purpose of encouraging, not restricting, student accommodation. For instance,

opportunities exist to better align student accommodation policy with integrated transport planning and activity centre policies.

Ensuring adaptable design:

- Note that it is relatively difficult to convert housing types, but applicants and Council need to be fully aware of this.
- Council should support adaptable design approaches but clearly state in the scheme that a planning permit is required for a change in use to longer tenancies to ensure design issues are resolved prior to building works.

Supporting design quality and inclusive communities:

- Ensure that reduced unit (or habitable room) requirements are linked to higher quality shared spaces (quality, size and variety) and are meaningfully linked to the everyday residential needs of students.
- Planning needs to be clear on where student accommodation development is supported.

10.3 Refinements to the local policy

A number of refinements to the Clause 22.14 policy are suggested in Section 10.4.

10.4 Suggested Clause 22.14: Student Accommodation

This is attached as a separate PDF.

22.14 STUDENT ACCOMMODATIONDD/MM/YYYY
Proposed
CXXX

This policy applies to all planning permit applications for use or development of accommodation in the City of Whitehorse intended to house students undertaking tertiary study.

22.14-1 Policy basisDD/MM/YYYY
Proposed
CXXX

The City of Whitehorse is home to two major tertiary education facilities: Box Hill Institute in Elgar and Whitehorse Roads, Box Hill, and Deakin University on Burwood Highway, Burwood. These institutions have created education precincts with growing student populations. With a dramatic increase in international student enrolment over the last 10 years, demand for student accommodation has led to a considerable number of planning permit applications for a range of different types of student accommodation in Whitehorse.

Student accommodation is provided in different typologies in Whitehorse. These include:

- On campus residential colleges;
- Purpose built student accommodation which can be provided in residential buildings, a residential village, group accommodation or in apartments;
- Boarding houses including rooming houses;
- Open market housing, such as dwellings which may be shared housing; and
- Informal housing including garages, outbuildings or structures unlawfully converted to housing.

With the exception of purpose built accommodation, student accommodation will generally not trigger the need for a planning permit. In these instances this policy does not apply, however student accommodation is encouraged to comply with this policy.

For the purpose of this policy:

- “Student accommodation” is defined as accommodation where all residents are undertaking tertiary study.
- “Purpose built student accommodation” is specifically developed (as new or by re-using existing buildings that are refurbished or adapted) for occupation to meet the specific needs of students. It will generally be categorised under the planning scheme as:
 - Dwelling (more than one dwelling on the lot) if each unit is fully self contained (e.g. apartments or group of units/townhouses);
 - Residential building, which may include shared facilities such as kitchens, living areas and bathrooms;
 - Group accommodation; or
 - Residential village.

Council supports student accommodation that provides convenient access to tertiary education institutions and easy access to a wide range of shops, restaurants, financial, social, entertainment and leisure facilities, and to public transport.

The preferred locations for student accommodation facilities are on campus or within 500m of a tertiary education institution, within a Metropolitan or Major activity centre or along the Principal Public Transport Network.

There are a range of elements where students have special requirements that warrant variation to normal standards. These include:

- Car parking requirements, as student car parking needs can be very low in student accommodation that is well located to tertiary facilities, public transport and activity centres.
- Communal spaces to facilitate socialising and reduce social isolation and to promote high quality design and more efficient use of space. This may include shared kitchens, bathroom facilities, laundry facilities and recreational living areas.
- Private open space as student socialising is often done outside the home.
- Storage requirements, which can be low due to the transient nature of the student population.

Many of the modified requirements associated with student accommodation, for example reduction in private open space and smaller room sizes, can only be justified when student accommodation is of exemplary design and responds well to the needs of students in other ways such as high quality purpose built communal spaces. Support for reduced car parking requirements may be justified where student accommodation is well located and within preferred locations, but becomes less justified as the distance from preferred locations increases.

22.14-2 Objectives

DD/MM/YYYY
Proposed
CXXX

To develop student accommodation that meets the needs of students.

To ensure student accommodation is subject to appropriate on-going management.

To conveniently and appropriately locate student accommodation.

To provide appropriate car and bicycle parking.

To develop practical and efficient building designs that meet the living requirements of tertiary students.

To provide communal spaces that contribute to the functioning and amenity of student accommodation and promote interaction between students.

22.14-3 Policy

DD/MM/YYYY
Proposed
CXXX

It is policy that:

Demand for student accommodation

- Applications should describe how provision of the student accommodation responds to market demand and student needs.

Section 173 Agreement

- Any planning permit issued for the use or development of student accommodation or for a waiver or reduction of car parking associated with a student accommodation use, include a condition that the owner enter into an agreement under Section 173 of the *Planning and Environment Act 1987* requiring that the development or defined part of a development can only be used for the purpose of student accommodation.
- Landowners must enter into an agreement with the responsible authority under Section 173 of the *Planning and Environment Act 1987* that includes the following:
 - A requirement that the development can only be used for the purpose of student accommodation.

- Car spaces must be associated with the use of student accommodation and must not be subdivided, sold or used separately from the student accommodation.
- The number of students residing on site who own cars must not exceed the number of on-site car spaces provided by the development.
- A requirement that the use must be managed in accordance with an approved Management Plan referred to below.
- The owners of the land to be developed or used as student accommodation must pay all the responsible authority's reasonable legal costs and expenses of the Section 173 Agreement, including preparation, execution and registration on title.
- Should the land cease to be used for student accommodation, a new planning permit or variation to the Section 173 Agreement may be required for an alternative use. Any dispensations for on-site car parking given to the student accommodation use will not be transferrable to any proposed alternative use of the land. Any subsequent use will be assessed in accordance with the planning scheme car parking requirements.

Management Plan

- A Management Plan be prepared for the whole student accommodation for which the permit is granted to enable the proper and appropriate use of the student accommodation facility. The Management Plan must be approved by the responsible authority prior to the use of the student accommodation commencing.
- Each individual owner within the student accommodation facility will participate in the overall Management Plan for the facility, which is to be managed by the owners corporation, nominated caretaker or another overarching delegated entity.
- The Management Plan must include any requirements of the responsible authority depending on the individual circumstances of the particular student accommodation, including but not limited to:
 - The contact details of a suitably responsible contact person who shall be available 24 hours per day, seven days per week and whose contact details are to be displayed in a manner that is visible to any person entering the site.
 - Arrangements for providing international, interstate or country students with access to welfare support.
 - The means by which car spaces are to be allocated and a register that documents allocations of these spaces.
 - Rules regarding behaviour of residents and visitors.
 - A procedure for dealing with complaints from residents and from persons not residing on the site.
 - Rubbish bin storage and collection.
 - Provision for the re-use of furniture and goods and for the collection of hard waste when tenants change.
 - Permanent display of the approved Management Plan in a common area accessible to residents of the student accommodation facility.
 - Provision of information to student residents regarding public transport and other non-car based transport modes.

Location

- Student accommodation can be supported:
 - Within a Metropolitan or Major Activity Centre.

- On sites that are within 500 metres of a tertiary education institution.
- On sites abutting the Principal Public Transport Network.
- Student accommodation is not supported in minimal change areas as designated in the residential development policy at Clause 22.03.

Built form and assessment

- In the General Residential Zone and parts of the Mixed Use Zone designated as natural change in Clause 22.03:
 - Clause 55 standards may be reduced for private open space and storage where it meets this policy.
 - Clause 52.06 requirements may be reduced for car parking in accordance with the rates in this policy.

In the Residential Growth Zone and parts of the Mixed Use Zone identified as substantial change in Clause 22.03:

- Clause 55 and Clause 58 standards may be reduced for private open space and storage where it meets this policy.
- Clause 52.06 requirements may be reduced for car parking in accordance with rates in this policy.
- Proposals must be consistent with any structure plan or other strategic work prepared for a Substantial Change Area.

Car parking

- Car parking be provided in accordance with the needs of students. Council will consider the special circumstances of each proposal on its merits. The following requirements apply:
 - For purpose built student accommodation within a Metropolitan Activity Centre, provide car parking at a rate of at least 0.1 spaces per bed.
 - For purpose built student accommodation within Major Activity Centres, within 500 metres of a tertiary education institution or on a site abutting the Principal Public Transport Network, provide car parking at a rate of at least 0.25 spaces per bed.
 - Allowance should be made for visitor parking on site having regard to clause 52.06. Car parking spaces allocated as visitor spaces should be on common property.
 - A higher rate of car parking will be required as the distance from the preferred locations increases.

Bicycle parking

- The following requirements apply to the provision of bicycle parking:
 - Provide adequate areas for short term (visitor) and secure resident bicycle storage.
 - Provide at least one resident bicycle parking space per 3 beds.
 - Bicycle parking and storage areas should be on common property and easily accessible.

Building design

- Design of student accommodation buildings should be adaptable for future use by other uses with low car parking demands.
- Architectural and cladding finishes should be of high quality presentation.

- Building design should provide an active interface to the street.
- Building design should provide clear physical and visual links to entries from the street.
- Ecologically sustainable landscaping should form an integral part of the design solution.
- Council supports student accommodation that provides self-contained units each accommodating one student (with an individual bathroom) but will consider student accommodation that provides shared rooms (more than one student), or shared bathroom facilities where:
 - All other elements of this policy are met;
 - A mix of accommodation choices are provided in the student accommodation; and
 - Student affordability objectives can be achieved
- Facilities within each student accommodation unit must:
 - Contain a bathroom with shower, hand basin and toilet (unless Council is supportive of a shared facility arrangement).
 - Include a sleeping area separated from the living area.
 - Include a study area with a desk with seating provision for each student.
 - Include a robe /drawer unit for storage of clothing and personal items for each student.
 - Include internet and TV connection and power points.
 - Have direct natural light and ventilation to living / bedrooms in the form of openable windows.
 - Provide direct access to private open space such as a small balconette or terrace, a minimum of 8 square metres (with a width of 2m) for each unit unless appropriate shared or communal spaces are provided to an acceptable standard.
- Where possible, circulation spaces have natural light and ventilation.
- A range of room types is supported in each development, including bed-sitters, one bedroom units, a two bedroom unit and where possible provide at least one unit to accommodate students with a disability.

Shared spaces for interaction between students

- The following shared spaces be provided:
 - Kitchen facilities with adequate provision of stovetops, ovens, microwaves, sinks, fridges, dishwashers and food preparation areas (unless Council is supportive of cooking facilities in each unit).
 - Communal areas such as indoor spaces, ground level open space, balconies or terraces to the street, or usable rooftop areas.
 - Foyers and mail collection areas.
 - Storage lockers in a central location.
 - Laundry, washing and drying facilities.

22.14-4 Decision Guidelines

DD/MM/YYYY
Proposed
CXXX

In assessing applications the responsible authority will consider:

- How the use or development responds to the demand and range of student accommodation in Whitehorse.
- The location of the use or development.
- The potential of the proposal to ensure a safe, pleasant environment for students and to minimise negative off-site impacts.
- Whether the development meets the needs of various categories of students.
- Whether the development includes the provision of communal areas that promote social interaction, for instance through design of open space, landscaping and common rooms.
- Whether the development has been designed in a sustainable way so that it reduces the negative impacts on the environment.
- Whether there is adequate car parking and bicycle parking provision.
- Any traffic impacts.
- The ability of the development to be easily converted to other uses in the future, if demand for student accommodation declines.

22.14-5 Reference documents

DD/MM/YYYY
Y
Proposed
CXXX

City of Whitehorse Student Accommodation Strategy – Background Paper, SGS 2018

City of Whitehorse Student Accommodation Strategy, SGS 2018

Whitehorse Housing Strategy 2014

11. APPENDICES

11.1 MGS Case studies

This is attached as a separate PDF.

City of Whitehorse

Student Accommodation Typologies: Case Studies

DRAFT

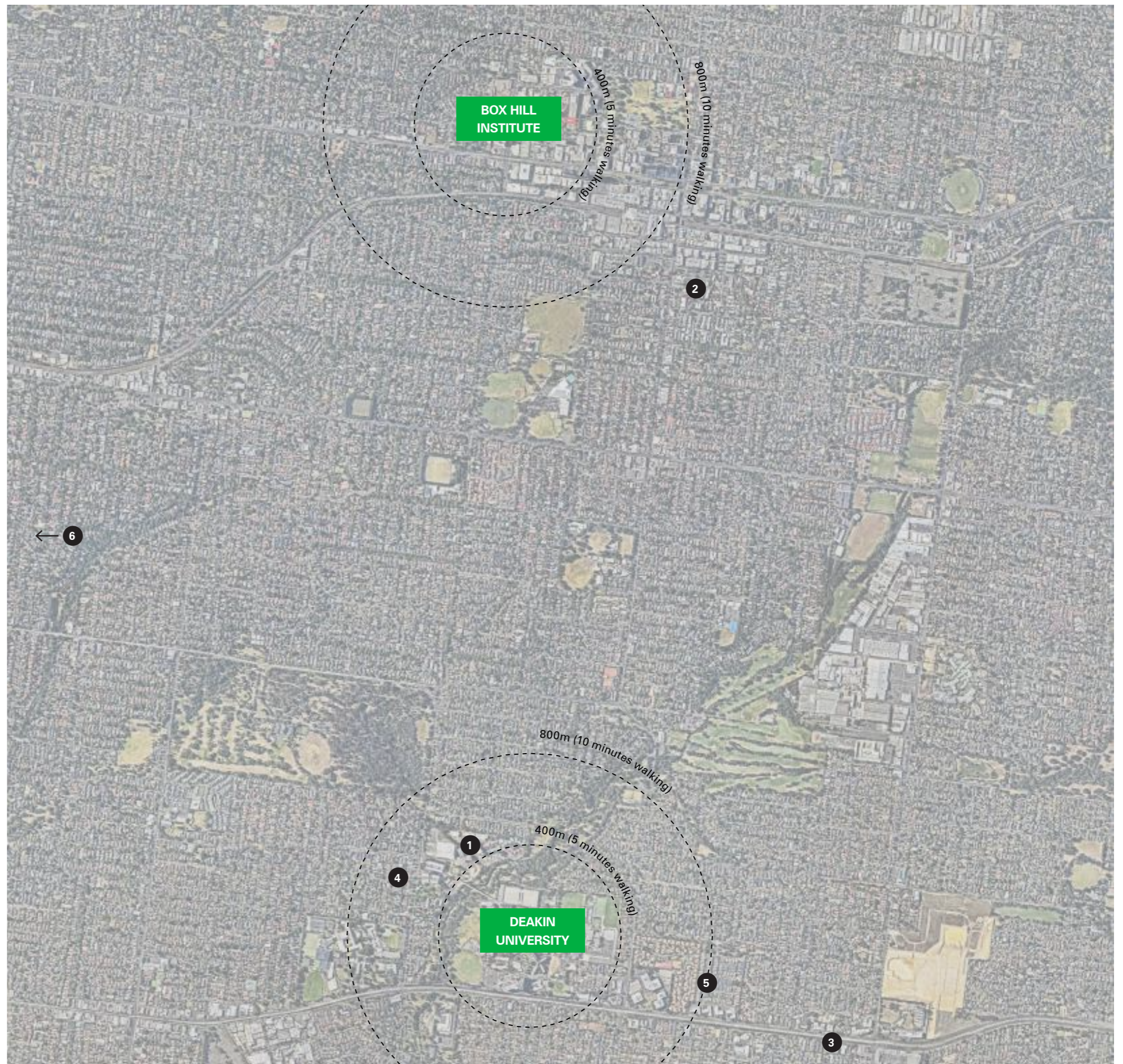
Prepared by MGS Architects

25 May 2018



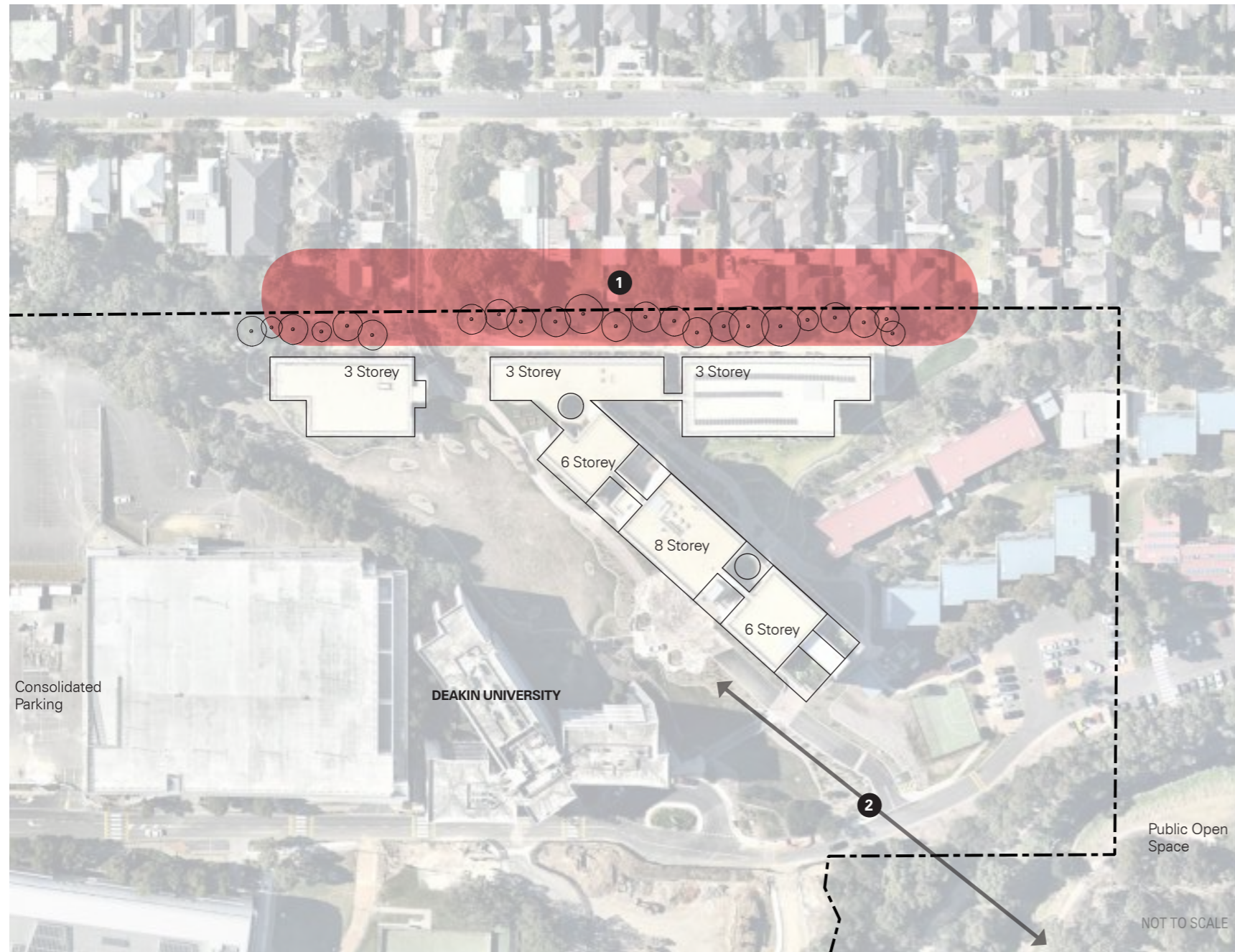
Student Accommodation Case Studies

- 1 Type 1 — On campus Residential Colleges**
Deakin University
Apartment buildings with a 6 to 8 storey building envelope providing 577 beds and extensive shared facilities for students. Variety of unit configurations from studio, twin-share to six-bedroom cluster apartments.
- 2 Type 2 — Purpose Built**
Purpose Built A — 6 John Street, Box Hill
Purpose built 4 storey residential building comprising of 68 self-contained units. Operated by Student Housing Australia for the purpose of student accommodation, located approximately 1.5km east of Box Hill Institute and 500m from Box Hill Station.
- 3 Type 2 — Purpose Built**
Purpose Built B — 386 Burwood Highway, Burwood
Purpose built 3 storey (plus basement car park) residential building comprising of 138 self-contained units. Operated by Student Housing Australia for the purpose of student accommodation, located approximately 1.8km east of Deakin University.
- 4 Type 3 — Rooming houses**
20 Kildare Street, Burwood
Detached 8 bedroom dwelling adapted for use as a rooming house (shared housing), located 1km west of Deakin University. Publicly registered with prescribed accommodation permit for 9 people.
- 5 Type 4 — Open market housing**
15 Burn Nar Look Drive, Burwood
Double storey 4 bedroom townhouse located approximately 1.5km east of Deakin University.
- 6 Type 5 — Informal housing**
Converted garage dwelling with abutting laneway access. *Example sourced from outside City of Whitehorse*



Type 1 On campus Residential Colleges

Deakin University



Offsite impacts

The student housing is integrated into the existing university landscape and with other residential colleges on campus. It is highly accessible without residents needing to cross major roads. The interface to adjoining low-rise residential dwellings outside of the campus is a 3 storey built form, set back approximately 10-14m from the boundary. Higher built form (up to 8 storeys) is

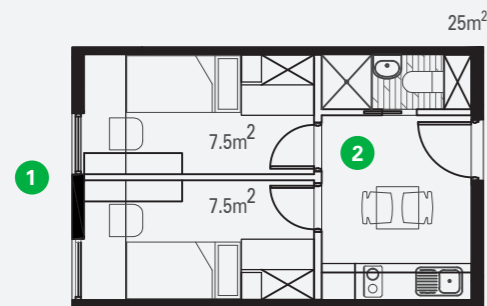
inset towards the middle of the site mitigating the direct offsite impact. A 10-14m landscape setback is provided along the boundary. Outdoor recreational opportunities are provided mainly within the campus or adjoining public reserve. Car parking is provided in a consolidated parking node nearby.

- 1 10-14m landscaped setback and lower built form address the moderately sensitive interface to adjoining residential areas.
- 2 Connection to main campus across footbridge (approximate alignment)

Type 1 On campus Residential Colleges

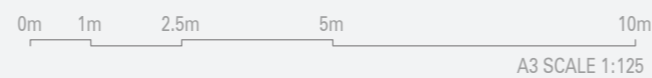
Deakin University

Typical twin-share unit



Shared Facilities (not shown)

- Standard common room
- Smaller common room per cluster
- Movie and multimedia rooms
- Recreation rooms
- Group & private study rooms
- Shared & private cooking
- Green rooftop open space
- Reception & admin room
- Communal laundries
- Storage for holiday periods
- Shared bike parking / limited car parking
- Full DDA for a percentage of apartments
- BBQ areas
- Landscaped external open space



Smaller common rooms provided per cluster of units **3**



Rooftop communal space and garden **4**



External open space as part of the formal university landscape **5**



Design and internal amenity

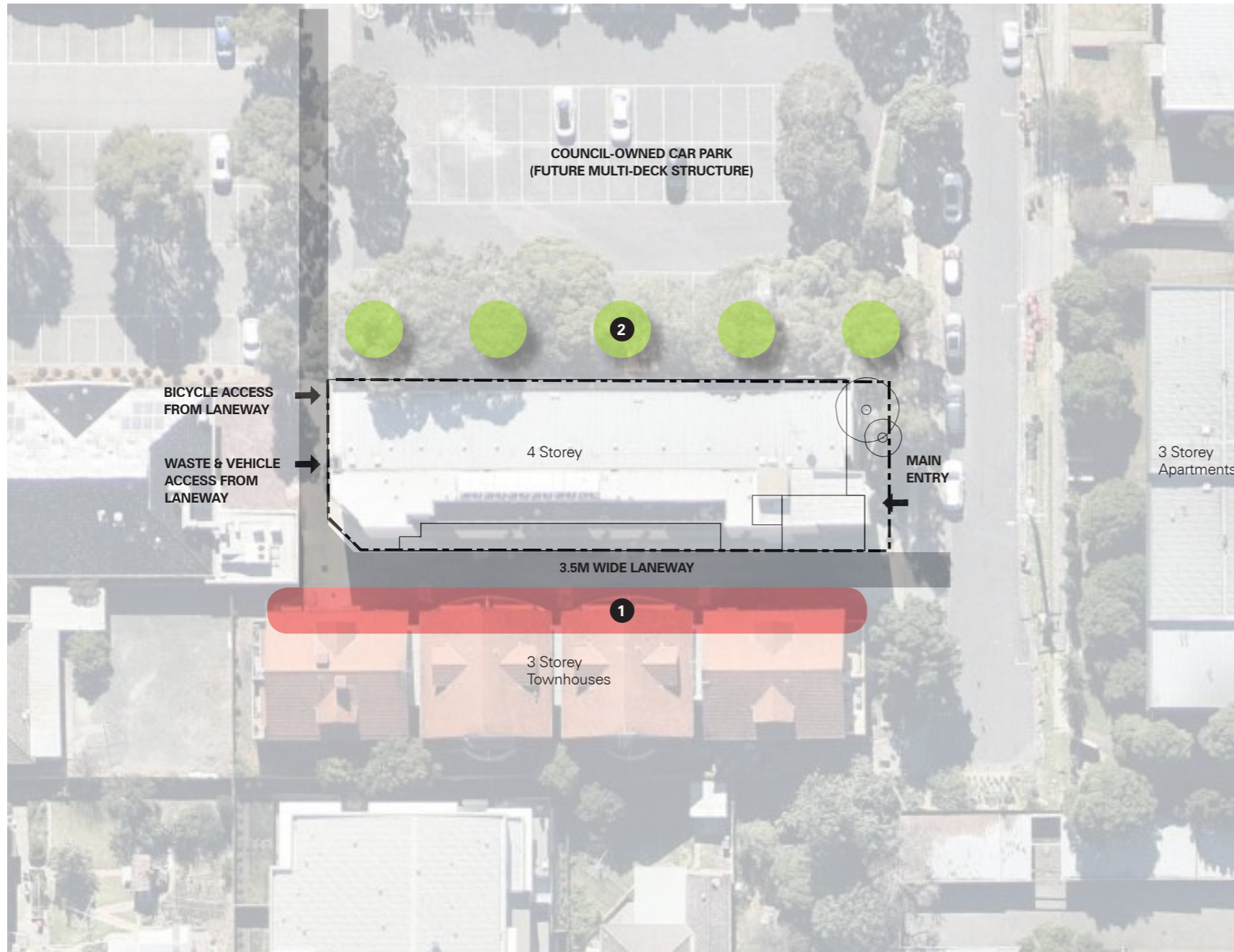
Internal amenity is controlled by the university and the units are of comparatively high quality. Individual dwelling units are modest (7.5m² of private space) with no private external space but this is offset through extensive shared facilities including common rooms, internal and external recreation and other facilities which provide

increased opportunities for social interaction (which might better suit undergraduate students). In addition, a percentage of units are DDA compliant. Laundry, delivery and waste facilities are consolidated in a single larger facility for the entire development.

- 1** No individual external space provided
- 2** Small kitchen and no individual sitting room is provided

Type 2 Purpose Built Student Housing

6 John Street, Box Hill



External view of the building



Residential apartments east of the site



Increase in built form height, bulk and scale towards the north



Offsite impacts

Located on the periphery of the activity centre, the site is characterised by contrasting interfaces. To the south are townhouses separated by a narrow laneway. The design makes use of the borrowed amenity from trees at the northern interface to the Council car parking. The site has over 90% coverage, with the only

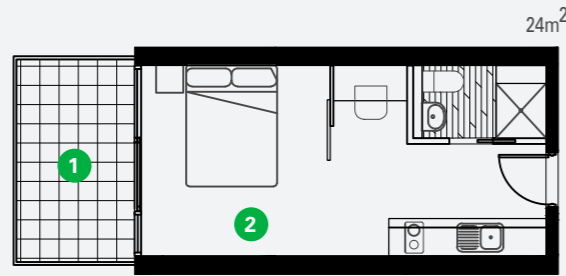
landscape opportunity provided at the street interface. No external shared recreational spaces are provided. The development relies on proximity to the activity centre and local open space to provide amenity for residents.

- 1 Sensitive interface demonstrating some overshadowing and overlooking, the later mitigated by use of screening at upper levels.
- 2 Trees within Council car park provide landscape screening element.

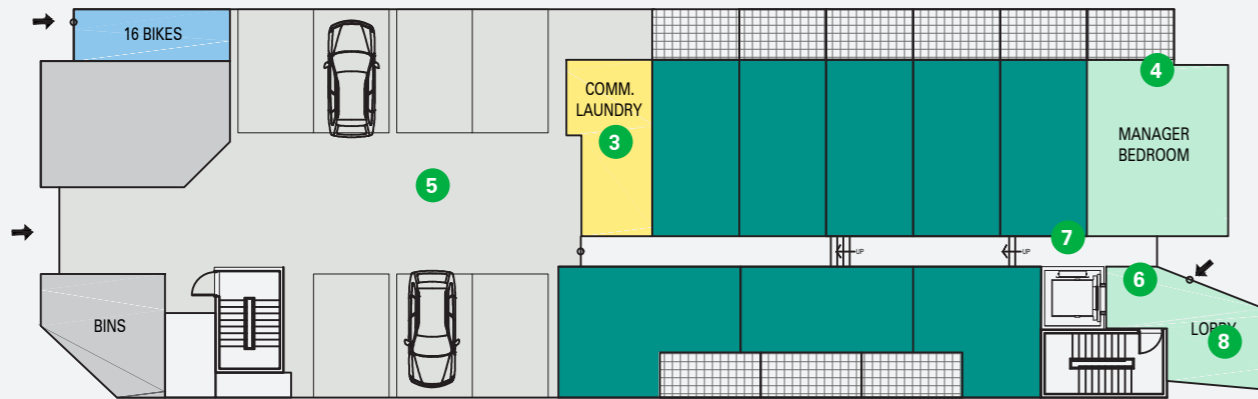
Type 2 Purpose Built Student Housing

6 John Street, Box Hill

Typical 1 bedroom unit



Typical level (Ground Floor shown)



NOT TO SCALE

Design and internal amenity

The development provides 66 self-contained units varying between 21-29.5m², with 7-8m² private open space per dwelling. The development provides basic shared facilities in the form of a common room at each level and a communal laundry provided at ground level.

The development provides limited car parking (7 spaces) and bicycle storage (16 spaces), both accessed from the rear laneway. Bin storage is modest.

- 1 7m² private space is provided
- 2 Provision and quality of furniture and fixtures vary from unit to unit. Minimal storage provided.
- 3 Shared communal laundry
- 4 Manager accommodation
- 5 Limited car parking for lease (7 spaces), 16 bicycle spaces with direct access and no storage cages is provided.

Clear sight-lines towards the lift lobby provides a degree of passive surveillance



Narrow width of corridors (1200mm) are somewhat mitigated through provision of daylight at each ends and use of colour

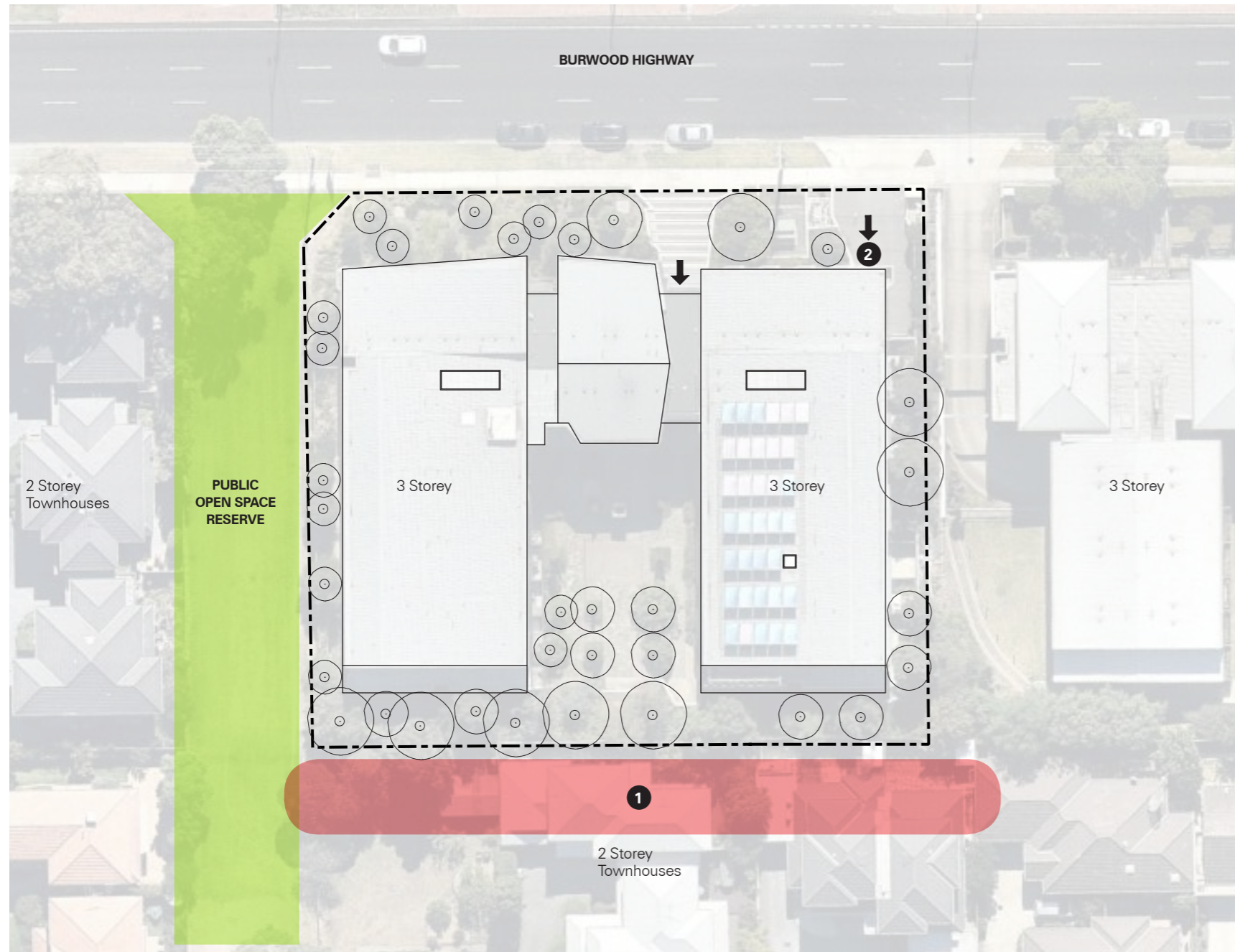


Common room provided on each floor above lobby footprint



Type 2 Purpose Built Student Housing

386 Burwood Highway, Burwood



Basement car park (35 spaces) **2**
 also provides storage cages
 and secured bicycle parking (28
 spaces)



External view



Offsite impacts

The height, scale and bulk of the three storey building is step up compared to the surrounding two storey townhouse context. External shared recreation spaces are provided in a terrace courtyard between the two wings, with a deep planting landscape buffer provided to the rear and side interfaces.

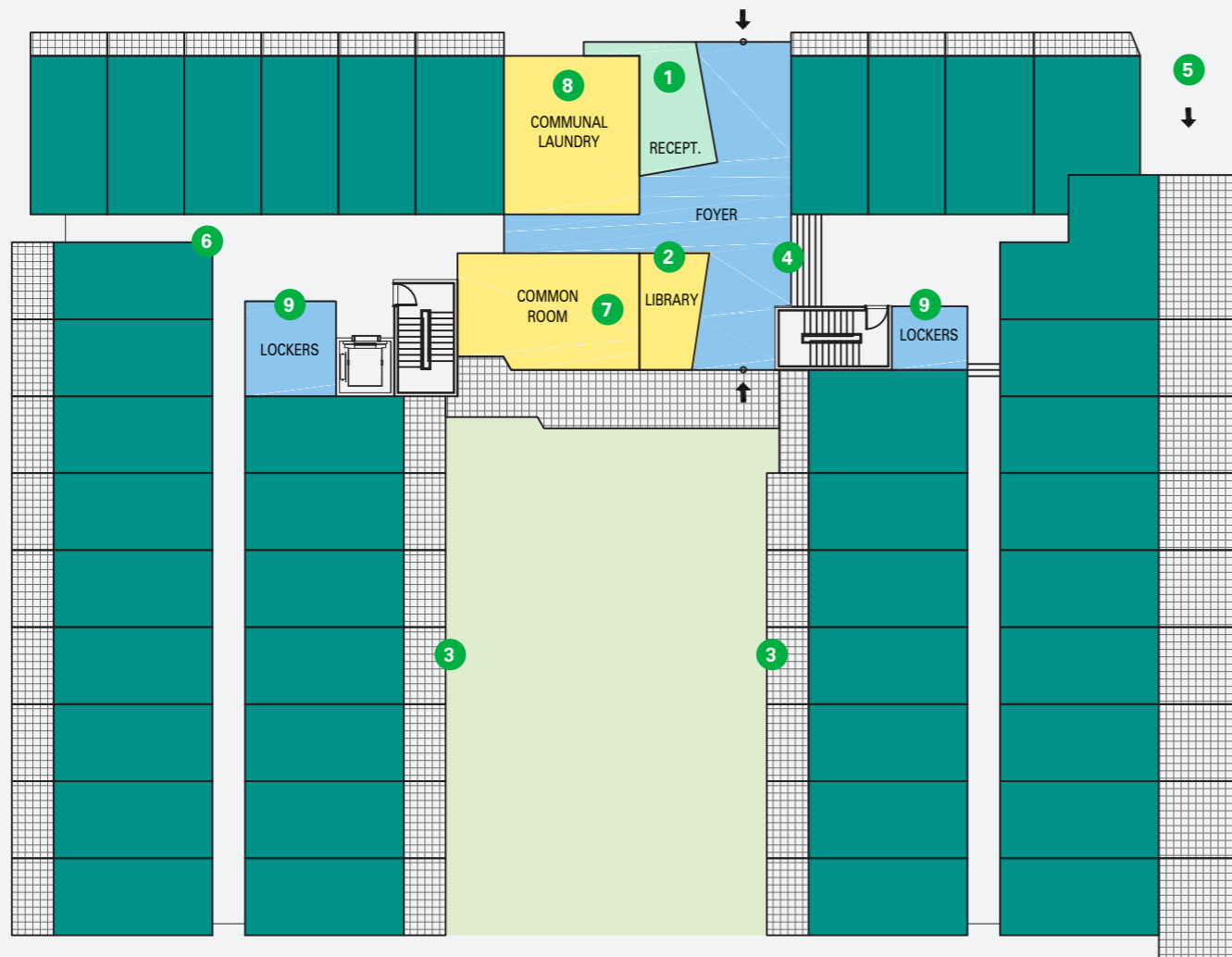
35 car parking spaces are provided within a basement accessed from the eastern side of the Burwood Highway frontage. Tram route 75 or bus route 732 provide access to Deakin University along Burwood Highway.

1 Residential interface necessitate a landscape and screening response to reduce overlooking and overshadowing impacts.

Type 2 Purpose Built Student Housing

386 Burwood Highway, Burwood

Typical level (Ground Floor shown)



NOT TO SCALE

Common room provided at each level 7



Communal laundry provided at ground floor 8



Secure lockers provided at each level 9



Design and internal amenity

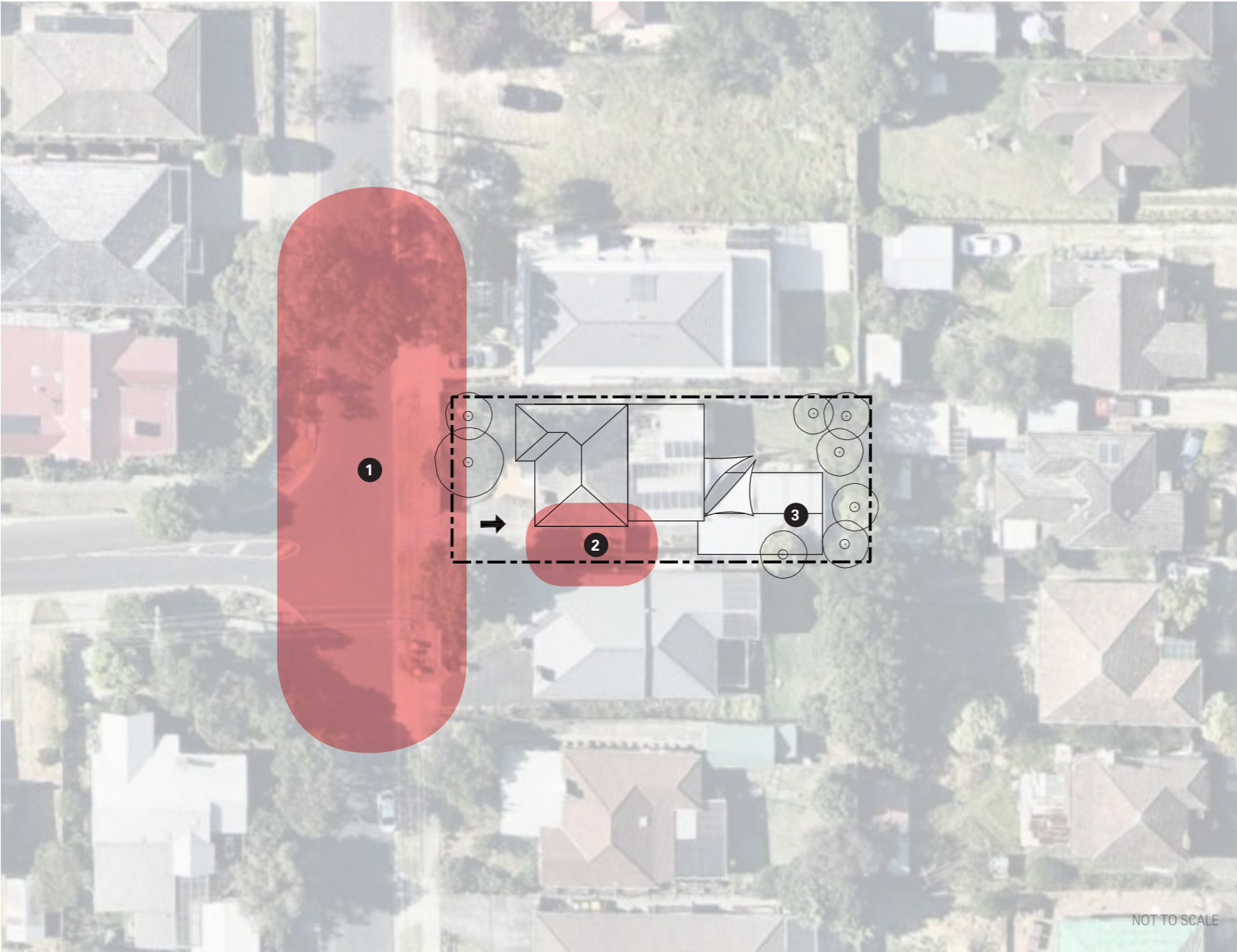
138 Self-contained units measuring between 20m² to 26.5m², with 7-8m² private open space for most units. The facility has specialised shared facilities such as a communal library at ground floor and locker rooms at each level in addition to a common room at each level. Long and narrow (1100-1300mm) corridors at each level, with stairs,

is a poor outcome with regard to accessibility, moving furniture and internal amenity.

- 1 Large foyer containing a reception room
- 2 Communal library (included as permit condition)
- 3 Units configured in wings adjoining shared open space which also ensures provision of daylight
- 4 Right wing is not DDA accessible due to stairs
- 5 Resident storage cages and secure bicycle parking is provided in basement car park
- 6 Narrow corridors at end of wings (1185mm)

Type 3 Rooming houses

20 Kildare Street, Burwood



External view



Offsite impacts

Superficially, this building appears to be a single storey house in a residential street, with similar built form and roof profile to surrounding houses. The proportion of the site covered by built form is high but not significantly higher than the surrounding context. Modest outdoor recreation

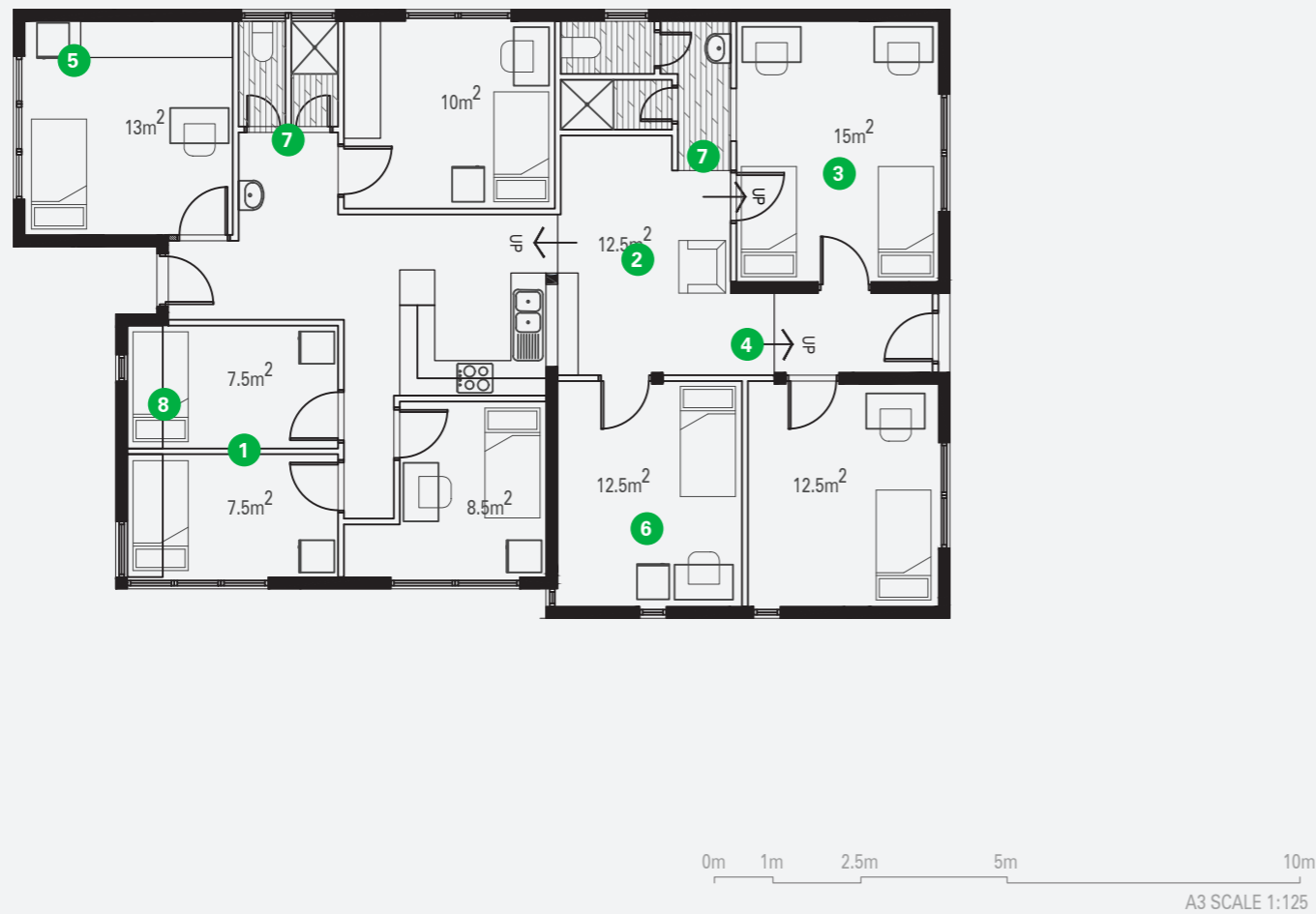
space is provided. The main risks for offsite impacts relate to the potential for overcrowding such as increased resident car parking demand, inadequacy of waste arrangements and increased noise.

- 1 Potential for car parking spill over if more than 2 or 3 residents with cars
- 2 Standard waste bins may be inadequate for number of residents (spill over)
- 3 Large outbuilding evident on aerial, purpose is not clear (whether additional rooms are leased or a manager arrangement)

Type 3 Rooming houses

20 Kildare Street, Burwood

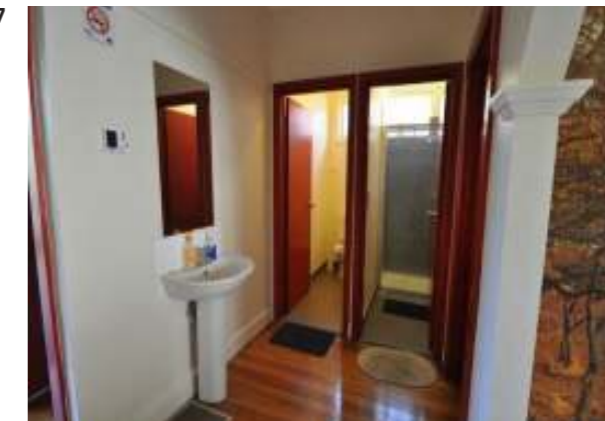
8 BR detached house



Rooms provided furnished with bar fridge and basic amenities



In addition to internal stairs, bathrooms are not accessible



Poor internal amenity outcomes demonstrated with small room size, loft-desk arrangement against small window



Design and internal amenity

As a rooming house with prescribed accommodation for up to 9 residents, floor plans demonstrate issues in relation to internal amenity with regard to room size, daylight, privacy and adequacy of shared facilities. Modifications to the building has resulted in lower levels of amenity, rather than ensuring a 'fit for purpose' outcome for student accommodation.

- 1 Room divided into two small 7.5m² rooms
- 2 Inadequate shared facilities with 12.5m² living space provided for up to 9 residents
- 3 Twin single bedroom lacks privacy
- 4 Reduced accessibility due to internal stairs
- 5 Poor energy efficiency with bar fridges provided each room

Type 4 Open market housing

15 Burn Nar Look Drive Burwood



External view



Offsite impacts

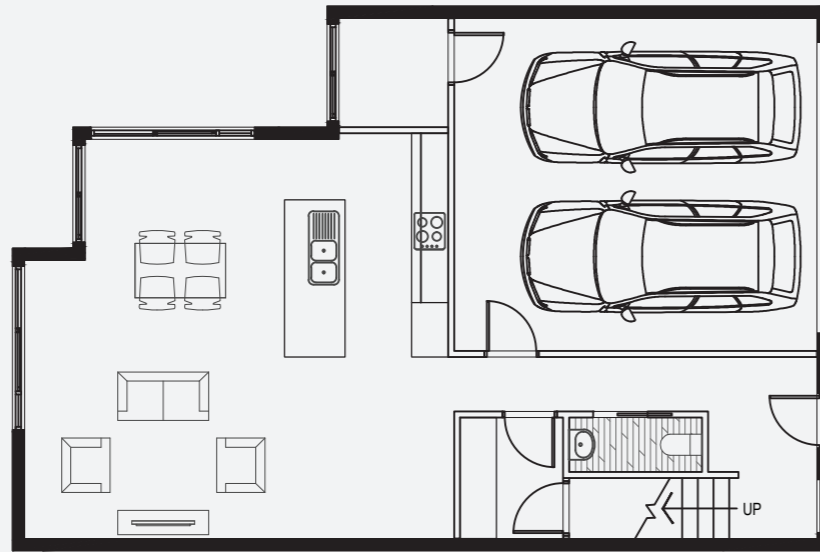
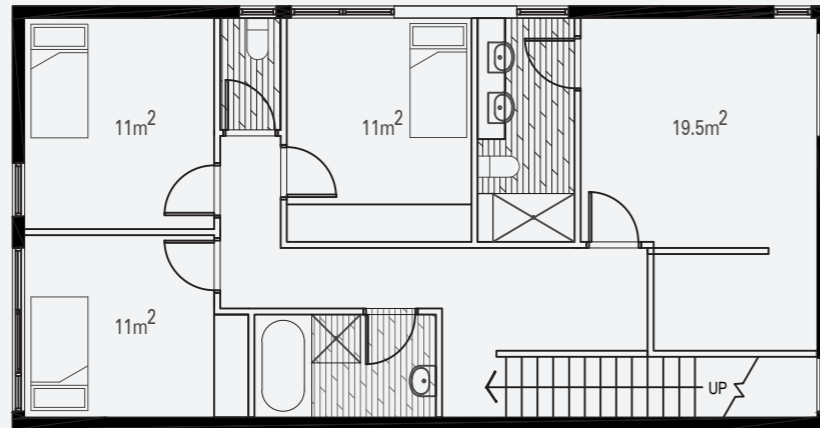
This dwelling is an example of a two-storey townhouse located within a medium-density residential development. The lot provides very limited external open space or landscape opportunities and the frontage is dominated by the garage and crossover.

The potential risk of offsite impacts occur where there is an overcrowding situation. Limited car parking and very low visitor car parking rates mean that townhouses used for shared accommodation may exceed the parking available.

Type 4 Open market housing

15 Burn Nar Look Drive Burwood

Two storey 4BR townhouse



0m 1m 2.5m 5m 10m
A3 SCALE 1:125

Living space with access to private open space



Main bedroom



Open plan living space



Design and internal amenity

The design and internal amenity is typical for an open market townhouse product with open plan living spaces adjoining a two car garage and bedrooms above, generous private space is provided to the rear. No typical 'student' shared facilities are provided. If the dwelling is occupied as designed, there is no issues in relation to overcrowding.

Type 5 Informal housing / accessory dwelling unit



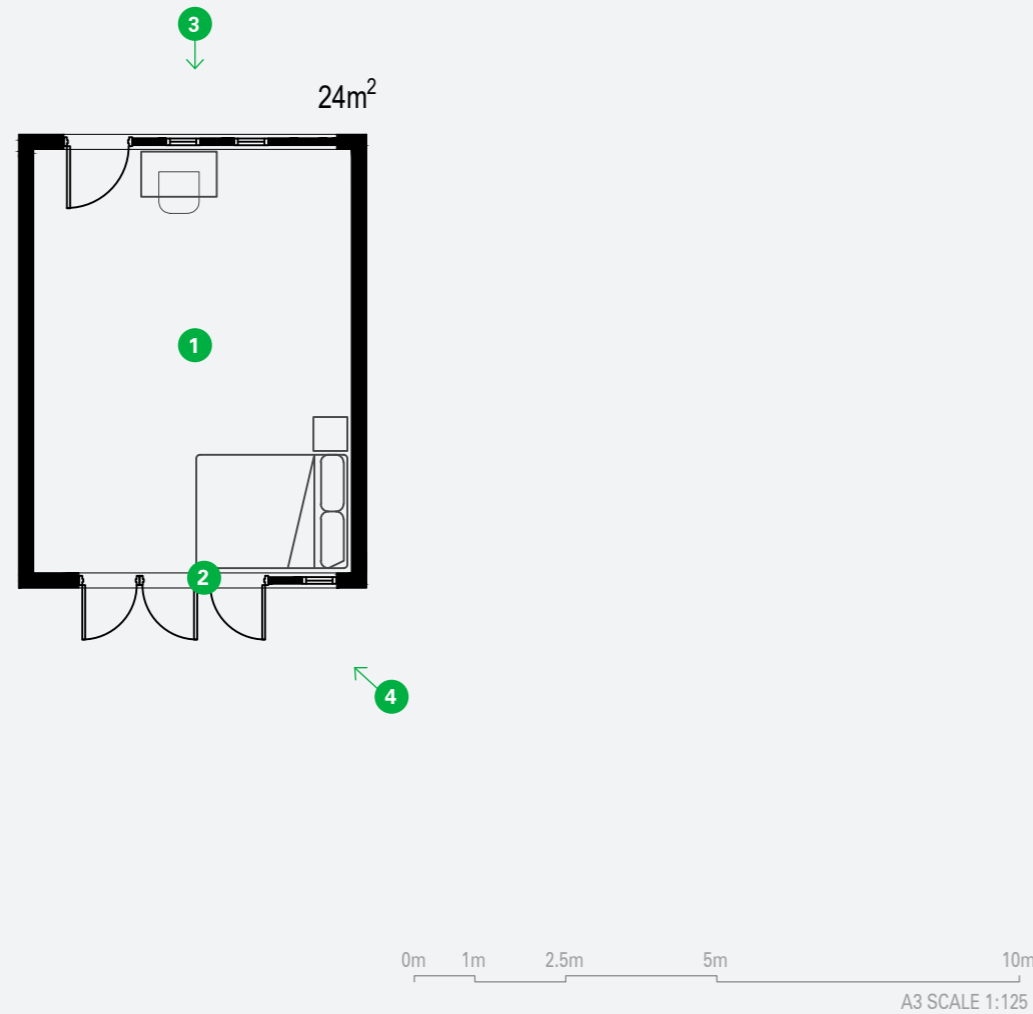
Offsite impacts

The main built form and planning consideration is in respect of excessive site coverage and the reduction in landscape areas. This is only a major issue in very small lots or areas with significant neighbourhood character sensitivities.

A single accessory dwelling ('granny flat') is unlikely to lead to overcrowding but may impact on the number of vehicles parked on the site.

Type 5 Informal housing / accessory dwelling unit

Converted garage dwelling with laneway access



'Shared' private open space arrangement 3



Laneway provides primary or secondary access 4



Internal view



Design and internal amenity

A converted garage building used illegally as a dwelling without services, toilet and kitchen risks contravening the building code and council environmental health policies. It is assumed that these are provided by the main dwelling on the allotment. However, if the building meets the code requirements there are minimal health and safety implications.

- 1 No shared facilities or toilet or kitchen, assumption these are provided by the main dwelling.
- 2 Likely D.I.Y. build issues with safety, sanitation and comfort (e.g. poor insulation)

Other managed typologies



Student Housing Co-operatives

- Alternative type of managed student accommodation, voluntarily self-managed by students. Partnerships with education institutions and/or community housing sector.
- **Stucco, Sydney Student** (pictured above) housing co-operative containing 40 beds in 8 self-contained buildings (6 x five bedroom terraces and 2 x four bedroom apartments) with common laundry and recreation spaces with affordable rents. Initially created and funded in partnership with the University of Sydney and Office of Community Housing.
- **ANU/Canberra Student Housing Co-operative** student co-operative operating in partnership with Havelock Housing Association (community housing). Five apartments within Havelock House, a former hostel with 20 apartment/units in total. Shared community garden and common facilities near ANU campus.



Intergenerational Co-operatives

- **Mehr Als Wohnen** (pictured above) Zurich Fifty small non-profit co-operatives combine resources for a precinct scale mixed-use development containing 400 affordable housing units with shared care and community facilities. Subsidies offered to low-income earners and 10% allocated to non-profits for those in need.



Mehr Als Wohnen, Zurich Images: © 2016 Johannes Marburg, Geneva



Aged Care Exchange Accommodation Programmes

- University or council sponsored exchange programmes partnering students with nearby aged care providers with free rent in exchange of set hours of volunteer work.
- Multiple potential models, including in-home sharehouse-type arrangements as well as formalised volunteering.

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Victoria 3000 Australia
T 03 9291 9900
www.mgsarchitects.com.au



11.2 Summary of Ratio Transport Survey Results

This is attached as a separate PDF.

Address			Burwood Sites																	
			Burwood Student Village			6-8 Uganda Street, Burwood			386 Burwood Highway, Burwood			390 Burwood Highway, Burwood			58 Station Street, Burwood			Average for Burwood Sites		
Name / Management			401 Beds			International House			SHA											
Size/Capacity			Data Not Available			88 Rooms			136 Rooms			75 Rooms			31 Rooms					
Students			Data Not Available			88			136			75			Not Available					
Car Spaces			Data Not Available			7 - Students; 4 - Staff			35			20			13					
Car Parking Area			Data Not Available			At Grade			Basement			Basement			Basement					
Question No.	Questions	Answers	Total Respondents	No. of Responses	%	Total Respondents	No. of Responses	%	Total Respondents	No. of Responses	%	Total Respondents	No. of Responses	%	Total Respondents	No. of Responses	%			
1	Do you own a car?	Yes	64	30	47%	80	42	53%	84	36	43%	74	31	42%	64	27	42%	302	136	45%
		No		34	53%		38	47%		48	57%		43	58%		37	58%		166	55%
2	Do you park your vehicle on-street or off-street?	Off-Street		20	31%		25	31%		11	13%		12	16%		11	17%		59	20%
		On-Street		4	6%		17	21%		25	30%		19	26%		10	16%		71	24%
3	What is the main purpose of owning your vehicle?	Daily Travel		11	17%		0	-		3	4%		0	-		14	22%		17	6%
		Work		4	6%		32	40%		18	21%		9	12%		2	3%		61	20%
		Study		0	-		8	10%		15	18%		16	22%		0	-		39	13%
		Others		0	-		2	3%		0	-		6	8%		0	-		8	3%
4	Do you have a job?	Yes		27	42%		58	73%		58	69%		47	64%		39	61%		202	67%
		No		37	58%		22	27%		26	31%		27	36%		25	39%		100	33%
5	Do you drive to your work place?	Yes		19	70%		34	59%		26	45%		20	43%		15	45%		95	48%
		No	8	30%	24	41%	32	55%	27	57%	18	55%	101	52%						
6	On average, how many days do you attend your tertiary institute?	5	11	17%	0	-	0	-	0	-	8	12%	8	3%						
		4	21	33%	2	3%	2	3%	8	11%	23	36%	35	12%						
		3	20	31%	31	38%	48	57%	33	45%	21	33%	133	44%						
		2	11	17%	42	52%	33	39%	32	43%	11	17%	118	39%						
		1	1	2%	3	4%	-	-	1	1%	1	2%	5	2%						
		0	0	-	2	3%	1	1%	0	-	0	-	3	1%						
7	Would you consider car share if you no longer owned a vehicle and it was available?	Yes	15	45%	56	70%	48	57%	31	42%	10	43%	145	56%						
		No	18	55%	24	30%	36	43%	41	55%	13	57%	114	44%						
		Not Sure	0	-	0	-	0	-	2	3%	0	-	2	1%						
8	Do you use public transport?	Yes	58	91%	77	96%	84	100%	74	100%	56	88%	291	96%						
		No	6	9%	1	1%	0	0%	0	0%	8	12%	9	3%						
		Sometimes	0	-	2	3%	0	-	0	-	0	-	2	1%						
9	Do you use taxi or Uber?	Yes	46	72%	58	73%	79	94%	70	95%	30	47%	237	78%						
		No	18	28%	13	16%	1	1%	4	5%	34	53%	52	17%						
		Sometimes	0	-	9	11%	4	5%	0	-	0	-	13	4%						
10	Do you own a bicycle?	Yes	15	23%	18	23%	8	10%	10	14%	22	34%	58	19%						
		No	49	77%	62	77%	76	90%	64	86%	42	66%	244	81%						
11	Would you consider using bike share if it was available?	Yes	41	64%	43	54%	34	40%	28	38%	25	39%	130	43%						
		No	23	36%	37	46%	50	60%	46	62%	39	61%	172	57%						

Address			Box Hill Sites																			
			6 John Street, Box Hill			6 Bruce Street, Box Hill			14 Spring Street, Box Hill			484 Elgar Road, Box Hill			32-34 Kangerong Road, Box Hill							
Name / Management			SHA																			
Size/Capacity			65 Beds			47 Beds			34 Rooms			53 Beds			45 Beds							
Students			52 + 13 rooms			40 + 8 rooms			31 + 3 rooms			35 + 18 rooms			49							
Car Spaces			7			12			10			6			10 - Students; 2 - Staff							
Car Parking Area			Basement			Basement			Basement			Basement			At Grade			Average for Box Hill Sites				
Question No.	Questions	Answers	Total Respondents	No. of Responses	%	Total Respondents	No. of Responses	%	Total Respondents	No. of Responses	%	Total Respondents	No. of Responses	%	Total Respondents	No. of Responses	%	Total Respondents	No. of Responses	%		
1	Do you own a car?	Yes	71	28	39%	43	23	53%	63	47	75%	72	32	44%	66	21	32%	315	151	48%		
		No		43	61%		20	47%		16	25%		40	56%		45	68%		164	52%		
2	Do you park your vehicle on-street or off-street?	Off-Street		17	24%		9	21%		43	67%		20	28%		16	24%		105	33%		
		On-Street		11	15%		14	33%		21	33%		11	15%		5	8%		62	20%		
3	What is the main purpose of owning your vehicle?	Daily Travel		0	-		7	16%		20	31%		0	-		0	-		0	-	27	9%
		Work		10	14%		14	33%		0	-		11	15%		5	8%		40	13%		
		Study		6	8%		2	5%		10	16%		11	15%		5	8%		34	11%		
		Others		12	17%		0	-		16	25%		8	11%		11	17%		47	15%		
4	Do you have a job?	Yes		50	70%		22	51%		46	72%		40	56%		34	52%		192	61%		
		No		21	30%		21	49%		18	28%		32	44%		32	48%		124	39%		
5	Do you drive to your work place?	Yes		21	42%		19	86%		35	76%		22	55%		19	56%		116	60%		
		No	29	58%	3	14%	11	24%	18	45%	15	44%	76	40%								
6	On average, how many days do you attend your tertiary institute?	5	0	-	1	2%	0	-	0	-	1	2%	2	1%								
		4	2	3%	5	12%	28	44%	6	8%	8	12%	49	16%								
		3	30	42%	9	21%	31	48%	26	36%	14	21%	110	35%								
		2	36	51%	5	12%	5	8%	35	49%	30	45%	111	35%								
		1	3	4%	3	7%	-	-	5	7%	6	9%	17	5%								
		0	0	-	20	47%	0	-	0	-	7	11%	27	9%								
7	Would you consider car share if you no longer owned a vehicle and it was available?	Yes	14	20%	27	63%	34	62%	23	32%	18	27%	116	38%								
		No	56	80%	12	28%	21	38%	49	68%	36	55%	174	57%								
		Not Sure	0	-	4	9%	0	-	0	-	12	18%	16	5%								
8	Do you use public transport?	Yes	71	100%	42	98%	46	72%	72	100%	62	94%	293	93%								
		No	0	0%	1	2%	18	28%	0	0%	4	6%	23	7%								
		Sometimes	0	-	0	-	0	-	0	-	0	-	0	0%								
9	Do you use taxi or Uber?	Yes	67	94%	43	100%	34	53%	69	96%	63	95%	276	87%								
		No	4	6%	0	0%	30	47%	3	4%	2	3%	39	12%								
		Sometimes	0	-	0	-	0	-	0	-	1	2%	1	0%								
10	Do you own a bicycle?	Yes	6	8%	22	51%	21	33%	5	7%	40	61%	94	30%								
		No	65	92%	21	49%	43	67%	67	93%	26	39%	222	70%								
11	Would you consider using bike share if it was available?	Yes	2	9%	19	44%	27	42%	22	31%	40	61%	110	41%								
		No	21	91%	24	56%	37	58%	50	69%	26	39%	158	59%								

11.3 Approach to estimating distribution of student accommodation.

- On-campus: supplied by Deakin University
- Purpose built: From the SHA and HouseMe data – number of beds based on the number of bedrooms listed.
- Rooming houses: Based on data provided by Council – it uses the maximum capacity listed for each address.
- Open market: Based on the number of Whitehorse tertiary resident students from the SGS Small Area Land Use Data.

Informal housing: Based on hostel/motel/hotel accommodation data provided by Council – it uses the approximate capacity listed for each address.

11.4 Deakin Transport Survey

Deakin University undertakes a biennial survey of students titled 'Getting Started at Deakin'⁷. Invitations are sent to all students who start a Deakin undergraduate or postgraduate coursework degree and are considered 'new'⁸ to Deakin. The survey's intention is to gain feedback on student experiences during their first 6 weeks of university.

The most recent survey was sent to students during week 7 of Trimester 1. The survey was in the field from the 21st April to the 14th of May 2017, and achieved a response rate of 36%, or 3232 students (with 2024 students being from the Burwood campus).

The survey captured information on a number of themes relevant to this strategy, results of which are provided below.

Travel Time To/From Campus

The survey found that, on average, it takes students around 50 minutes to travel to and from Deakin Burwood each way. This is slightly higher than the average travel times for students to all Deakin campuses, which is around 46 minutes to and from.

The distribution of student travel time to and from Burwood campus is shown in the table below.

TABLE 16: STUDENT TRAVEL TIME DISTRIBUTION

Base: Studying on-campus units & not living in residences		
	To Burwood	From Burwood
number	1774	1774
10 mins or less	7.4%	7.3%
11 to 20 mins	14.8%	14.7%
21 to 30 mins	16.5%	16.9%
31 to 40 mins	11.5%	11.3%
41 to 50 mins	13.2%	13.5%
51 to 60 mins	11.4%	11.2%
61 to 90 mins	15.7%	14.5%
91 to 120 mins	7.6%	8.3%
More than 2 hrs	1.9%	2.3%
Mean (mins excl. responses >360)	49.7	50.5

Q. How long does it typically take you to travel to and from your primary Deakin Campus - TO?

Q. How long does it typically take you to travel to and from your primary Deakin Campus - FROM?

Source: Deakin University

Transport Used

The majority (54.8%) of students travel to Deakin University Burwood campus by car, with tram and public bus the next most used modes. Bicycle use is low, with only 1.6 % of students travelling to University by this mode.

⁷ Provided by Institutional Research and Surveys; Strategic Intelligence and Planning Unit Deakin Uni , March 2018

⁸ Students were considered 'new' if this was the first time that they had enrolled and commenced a Deakin course, or if they had not had active Deakin units for at least three years.

TABLE 17: PROPORTION OF TRAVEL MODE USED

	Burwood- all students	All campuses- all students	All campuses- domestic students	All campuses- international students
Car	54.8%	57.8%	70.8%	13.2%
Motor-cycle	0.4%	0.4%	0.4%	0.3%
Train	24.5%	23.0%	22.1%	25.9%
Tram	37.1%	26.3%	22.8%	38.4%
Public Bus	34.9%	34.0%	31.1%	43.9%
Deakin Shuttle Bus	11.2%	13.3%	12.5%	15.8%
Bicycle	1.6%	3.0%	1.8%	15.4%
Walked	20%	21%	6.9%	40.6%

Q. Which forms of transport do you use when travelling to and from Deakin?

Source: Deakin University

Note: Percentages add to more than 100% as could choose more than one form of transport

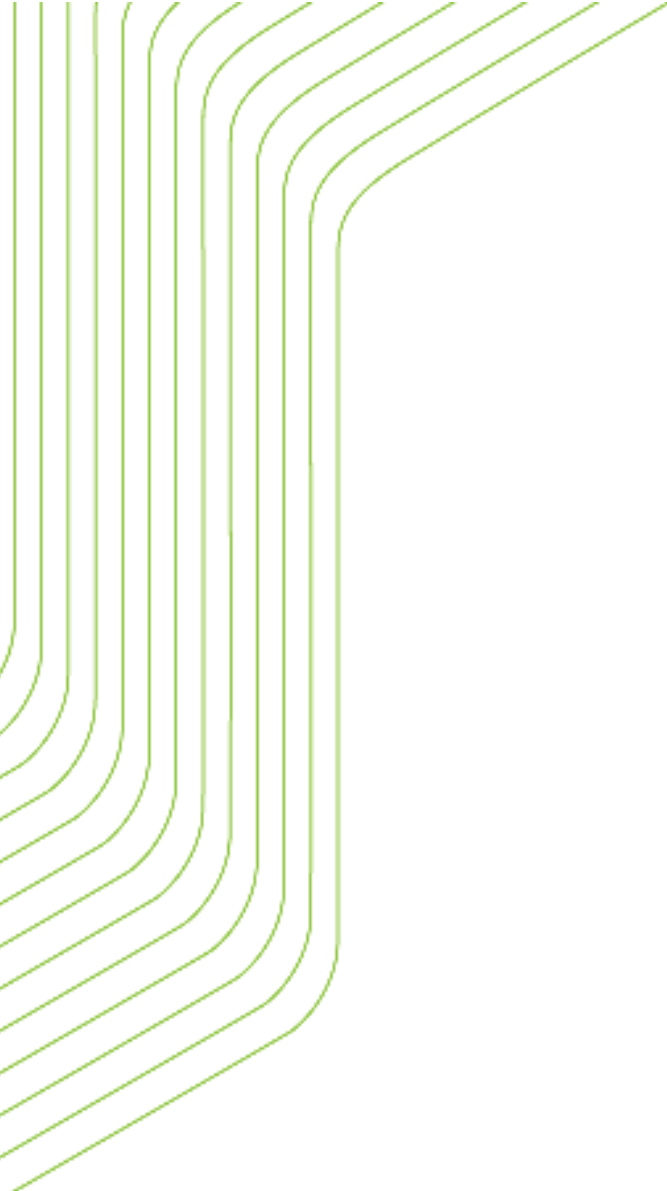
Days on Campus

TABLE 18: DISTRIBUTION OF CAMPUS ATTENDANCE

Days	Proportion
None	0.6%
One	2.8%
Two	19.0%
Three	38.2%
Four	28.0%
Five	8.7%
Six	0.7%
Seven	2.1%
Mean (days)	3.3

Q. How many days a week do you typically spend some time on a physical Deakin Campus or Learning Centre

Source: Deakin University (results for Burwood campus)



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