



5

HOUSING LOCATION

5.1 HOUSING LOCATION CHALLENGE

5.1.1 KEY CHALLENGES FOR THE NEXT 20 YEARS

- Encouraging appropriate residential development within the municipality's established network of activity centres.
- Providing appropriate housing growth in locations with potential amenity considerations (eg. sensitive interfaces, rail corridors, tram lines, main roads).
- Ensuring timely provision of infrastructure and public realm improvements to support the growth of the municipality.
- Encouraging housing in locations with good access to public transport and services, which can minimise demand on the road network and better target the delivery of community and physical infrastructure and services.

The location of housing influences residential amenity, transport choices, affordability, and access to employment, retail, community services and open spaces, in addition to cost of infrastructure. The location of housing also impacts the social and physical sustainability of a city. The following factors must be considered and balanced in determining the location of future housing in Whitehorse:

- Whitehorse's role in contributing additional housing to accommodate expected population growth in Melbourne
- Protection of heritage and neighbourhood character values
- Protection of significant environmental and ecological landscapes
- Maximising access to public transport and activity centres and making efficient use of existing infrastructure
- Improving housing choice and affordability
- Diversifying the mix of housing across the City

Based on these considerations, the three housing change areas identified in the 2003 Whitehorse Housing Strategy (minimal, natural and substantial) have been reviewed. The Housing Framework Plan (*Figure 4*) builds on the previous 2003 *Study* to update areas that will be the focus for more intensive development and areas where change may be limited.

Refer to Appendix C for the methodology used to determine the proposed boundaries for the different categories of change areas.

Figure 4: Housing Framework Plan shows where the three housing change areas have been applied. The purpose of each change area includes:

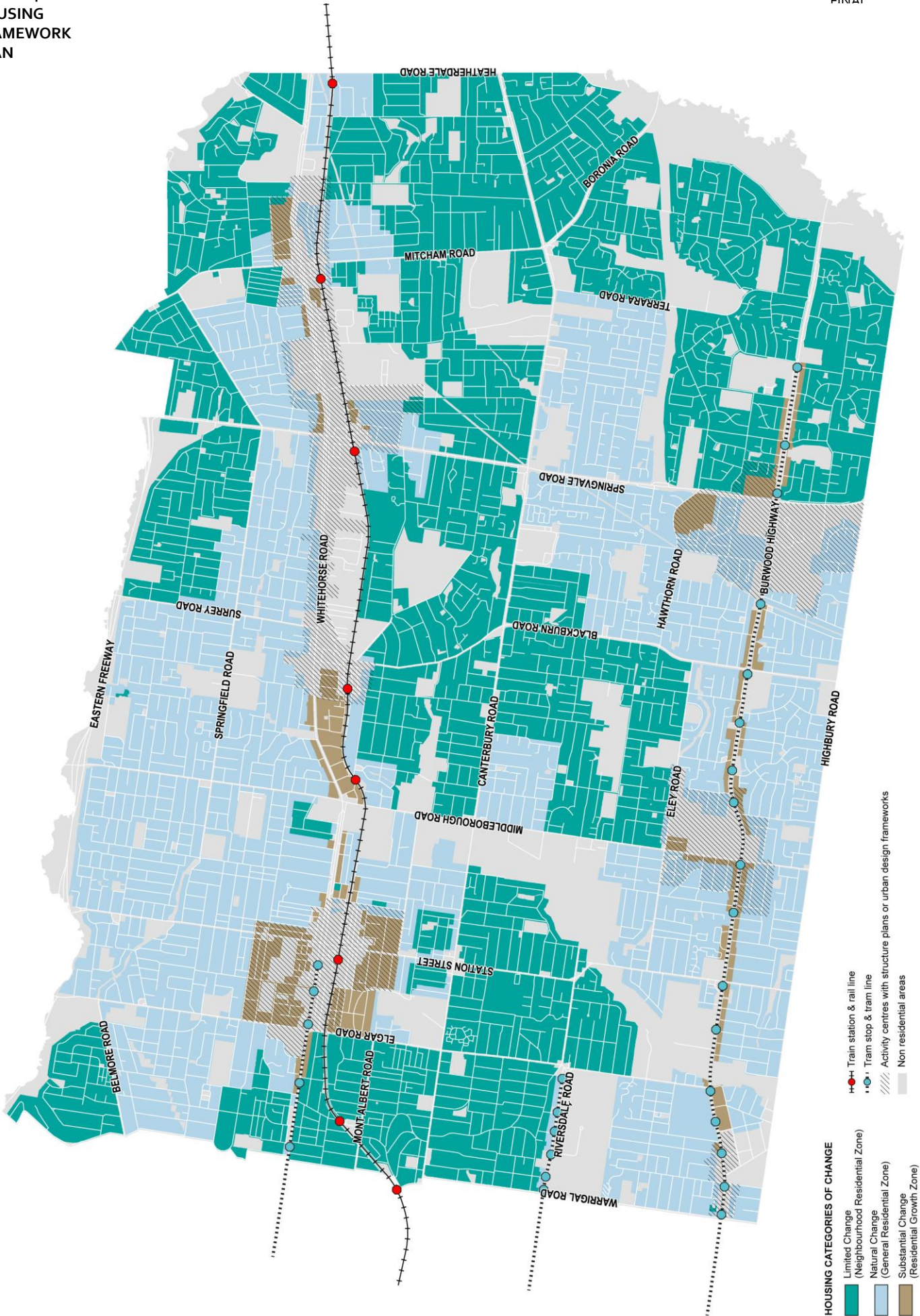
Limited Change areas enable specific characteristics of the neighbourhood, environment or landscape to be protected through greater control over new housing development. These areas represent the lowest degree of intended residential growth in Whitehorse.

Natural Change areas allow for modest housing growth and a variety of housing types, including medium density housing (but not apartments) provided they achieve the preferred future neighbourhood character.

Substantial Change areas provide for housing growth with increased densities, including inside designated structure plan boundaries and opportunity areas, in accordance with the relevant plans as well as around most train stations, adjoining tram routes and around larger activity centres (Refer to Appendix C for detailed criteria).

As dwelling density, household structure and household size change, the needs of residents to access community infrastructure will likewise shift. It is therefore important that improvements and upgrades to physical and community infrastructure as well as the public realm accompany housing growth and change across the municipality. Further, that additional housing is located in areas where the demand on services can be met.

FIGURE 4:
HOUSING
FRAMEWORK
PLAN



- HOUSING CATEGORIES OF CHANGE**
- Limited Change (Neighbourhood Residential Zone)
 - Natural Change (General Residential Zone)
 - Substantial Change (Residential Growth Zone)
- Other Symbols:**
- Train station & rail line
 - Tram stop & tram line
 - Activity centres with structure plans or urban design frameworks
 - Non residential areas

5.3 LIMITED CHANGE

Limited Change Areas comprises approximately 52% of the municipality.. It encompasses areas with significant and established neighbourhood character, heritage, environmental and landscape values. These areas represent the lowest scale of intended residential growth in Whitehorse with the preservation of their significant character and environmental integrity as highest priority. New development within these areas must be consistent with the scale, type and character of the surrounding area.

Limited Change Areas have been delineated in locations that:

- Possess environmental or physical constraints to development
- Comprise significant heritage values, neighbourhood or landscape character
- Are located in the Low Density Residential Zone

Limited Change Areas incorporate the following areas (*refer to Figure 5*):

- HO100 Churchill Street Precinct, Mont Albert
- HO101 Combarton Street Precinct, Box Hill
- HO102 Mont Albert Residential Precinct
- HO178 Blacks Estate Precinct, Mont Albert
- HO179 Thomas Street Precinct, Mitcham
- HO118 Vermont Park Precinct
- HO180 Mount View Court Precinct, Burwood
- HO191 Mates' Housing Development Precinct, Box Hill
- HO212 William Street Precinct, Box Hill
- HO228 Tyne Street and Watts Street Corner Precinct, Box Hill North
- All other individual Heritage Overlay sites (although these are not included on maps in this Strategy)
- All Neighbourhood Character Overlay areas (Box Hill and Blackburn)
- All properties zoned Low Density Residential Zone (Vermont South)
- Bush Environment Character Areas which includes:
 - All Significant Landscape Overlay areas
 - Vegetation Protection Overlay Precincts (Mont Albert and Mitcham)
 - All Environmental Significance Overlay areas
- Bush Suburban Character areas

All individual sites within the Heritage Overlay are considered to be within the Limited Change Area, although these have not been shown on the accompanying map.

It is anticipated that future heritage reviews, landscape or vegetation assessments and character studies may identify other areas that warrant inclusion in the Limited Change Area, such as:

- Residential areas of recognised environmental significance

- Heritage areas
- Special character areas

5.3.1 MANAGING DEVELOPMENT IN LIMITED CHANGE AREAS

The areas comprising the Limited Change Area are those that are already covered by special planning controls that reflect the environmental, heritage and neighbourhood character values of those areas, and areas with a bush character that is vulnerable to overdevelopment. Within areas covered by special planning controls most development and works require a planning permit. Therefore there is an opportunity through planning permit requirements to negotiate the change that does occur within these Limited Change Areas on a site by site basis. In Limited Change Areas that are Bush Suburban character areas without additional planning controls, the types of change will be solely managed through the standard approval process for low and medium density housing.

The 'change' that does occur in Limited Change Areas will mainly take the form of renovations/extensions to existing houses (particularly in heritage areas), replacement of single dwellings with new dwellings, if existing buildings are non-contributory and have reached the end of their viable life, and some limited medium density development, provided these meet minimum subdivision requirements (650 sq.m. within Bush Environment character precincts, Environmental Significance Overlay and some Vegetation Protection Overlay areas, or 320 sq.m. within the Heritage Overlay, Neighbourhood Character Overlay, and some Vegetation Protection Overlay areas and Bush Suburban character areas). A planning permit will also be required to extend or construct a single dwelling on a lot less than 500 sq.m. in the Bush Environment and Bush Suburban character precincts, in addition to the requirement for approval for more than one dwelling on a lot. In all cases emphasis should be placed on preserving and enhancing valued elements of environmental, heritage and neighbourhood character.

The facilitation of development in other areas should reduce pressure for development in Limited Change Areas.

5.3.2 POLICY OBJECTIVES

The policy objectives for residential development in Limited Change Areas are to:

- Conserve and enhance those elements which contribute to the valued environmental, heritage and neighbourhood character of the place.
- Ensure new development protects and reinforces the environmental, heritage values and / or preferred future neighbourhood character of the area.
- Ensure new development mainly takes the form of renovations to existing houses, replacement of single dwellings with new dwellings if existing buildings are non-contributory or have reached the end of their viable life, and some limited medium density development.

5.3.3 STRATEGIES

The recommended strategies for residential development in Limited Change Areas are:

- Residential development should be of a scale, form and character that is consistent with the surrounding area, and will predominantly comprise (refer to Glossary for definitions):
 - Detached dwellings
 - Semi-detached dwellings
- Some diversity of dwelling sizes and tenures, including affordable housing, should be provided, where feasible.
- Scale and appearance of new housing should respect the appearance of surrounding development and the environmental, heritage and neighbourhood character values of the area.
- Encourage the retention of older dwellings in areas where these buildings dominate, and limit new development to two dwellings per lot.

5.3.4 IMPLEMENTATION

The areas identified for Limited Change are recommended to be zoned 'Neighbourhood Residential' in the Whitehorse Planning Scheme (except for individual sites in the Heritage Overlay). Separate Schedules varying ResCode standards may be applied to different character area types.

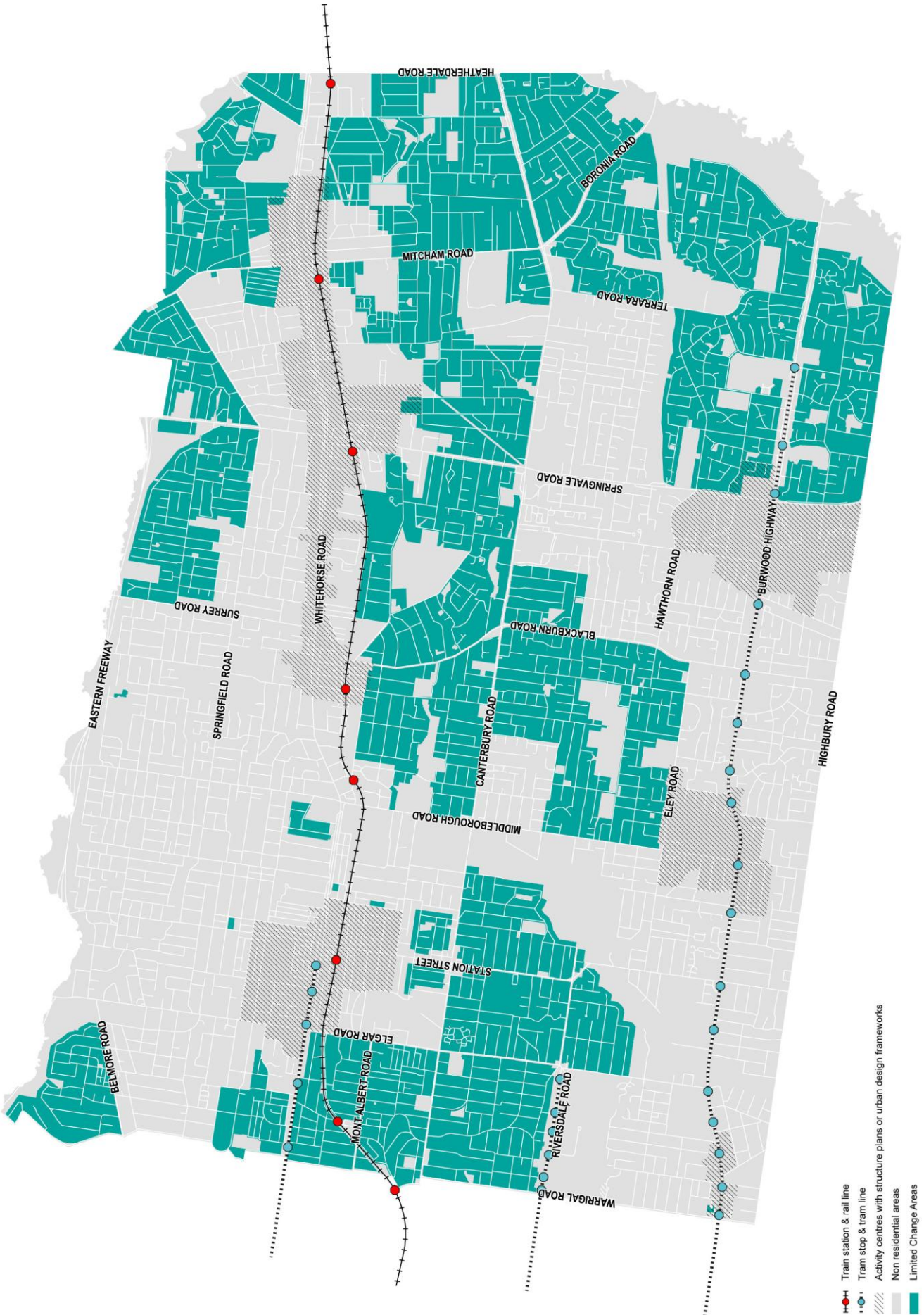
The following variations are utilised in the Schedules to the Zone:

- Minimum subdivision area
- Permit requirement for one dwelling on a lot
- Number of dwellings on a lot
- Maximum building height
- Setbacks (front, rear, side)
- Site coverage
- Permeable surfaces
- Landscaping
- Walls on boundaries
- Private open space
- Front fence height
- Application requirements
- Decision guidelines

Investigate areas for further controls via the following overlays, where appropriate:

- Neighbourhood Character Overlay
- Heritage Overlay
- Significant Landscape Overlay

FIGURE 5: LIMITED CHANGE AREAS



5.4 NATURAL CHANGE

Natural Change Areas encompass approximately 43% of Whitehorse's established residential areas. These are residential areas with no significant redevelopment constraints or opportunities where moderate growth and diversity of housing may occur consistent with the preferred neighbourhood character identified in Council's *Neighbourhood Character Study Review 2014*.

Natural Change Areas have been delineated in locations that:

- May contain some constraints to development, however these constraints are generally not so significant as to prevent some increased housing growth.
- Have an established valued neighbourhood character.
- Are in reasonable proximity to community facilities and services and activity centres.

The Housing Framework Plan characterises Natural Change Areas as:

Natural Change areas allow for modest housing growth and a variety of housing types, including medium density housing (no apartments) provided they achieve the preferred future neighbourhood character, as articulated in the Whitehorse Neighbourhood Character Guidelines 2014 (Refer to Appendix C for criteria).

5.4.1 MANAGING DEVELOPMENT IN NATURAL CHANGE AREAS

Change and redevelopment will occur gradually in Natural Change Areas and will comprise a range of dwelling types including some medium density forms. New housing in Natural Change Areas requires sensitivity to the amenity of adjoining properties and the preferred neighbourhood character of the area.

A planning permit is proposed to be required to construct or extend one dwelling on a lot less than 300 sq.m. Although many single dwelling proposals will not be subject to planning control by Council, any changes to the standard ResCode provisions through modifications to the planning schedule will also apply to any building permits that are granted. Planning permit applications for single and multi-dwelling development in this area must be guided by and implement Council's preferred neighbourhood character statements.

5.4.2 POLICY OBJECTIVES

The policy objectives for residential development in Natural Change Areas are to:

- Support increased housing choice by providing a diversity of dwelling types, sizes and tenures.
- Ensure new development contributes to the preferred neighbourhood character of the precinct (Refer to Council's *Neighbourhood Character Study Review 2014*).

5.4.3 STRATEGIES

The recommended strategies for residential development in Natural Change Areas are:

- New residential development should predominantly comprise low and medium density housing in the following forms (refer to Glossary for definitions):
 - Detached houses
 - Semi-detached dwellings, townhouses, row or terrace houses
 - Units or townhouses
- New medium density developments in Natural Change Areas :
 - Should contribute to the preferred neighbourhood character for the location.
 - Should provide a sensitive and appropriate interface with adjoining streetscapes, buildings and residential areas.
- A range of dwelling types, sizes and tenures, including affordable housing, should be provided in larger developments.
- Medium density housing, in the form of townhouses or units, should be located close to transport, activity centres and community infrastructure.
- Siting and design of new dwellings should be respectful of surrounding development.
- Consider the retention of older dwellings in areas where these buildings dominate.

5.4.4 IMPLEMENTATION

The areas identified for Natural Change are recommended to be zoned 'General Residential' in the Whitehorse Planning Scheme. Separate Schedules are to be applied to different character area types.

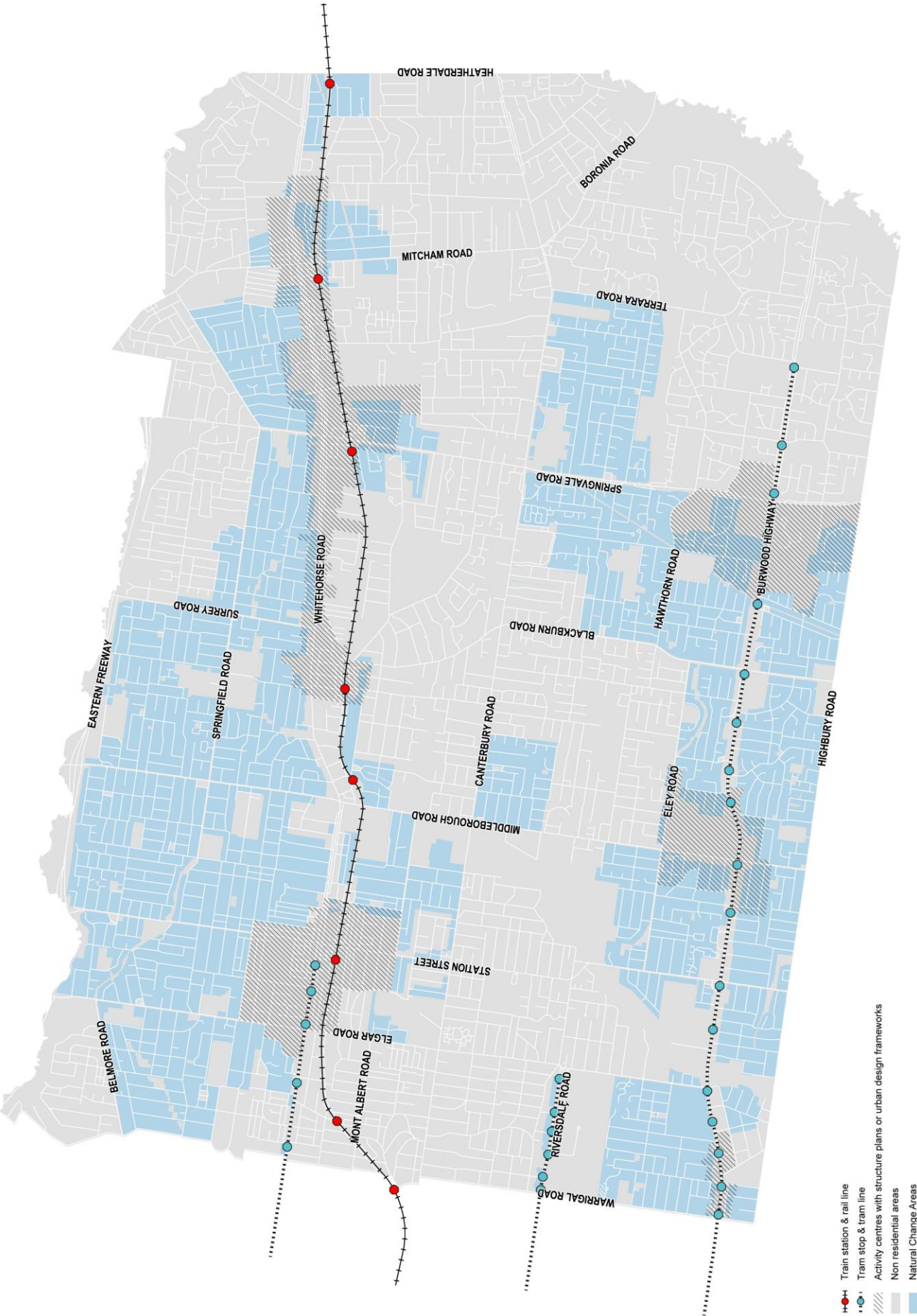
The following variations are available in the Schedule to the Zone:

- Permit requirement for one dwelling on a lot
- Maximum building height for dwelling or residential building
- Site coverage
- Permeability
- Landscaping
- Setbacks (Front, side and rear)
- Walls on boundaries
- Private open space
- Front fence height
- Application requirements
- Decision guidelines

In addition, the following outcomes will be sought through policy/strategy in the planning scheme:

- Investigate the options for internal modifications to existing dwellings to create additional or adaptable dwellings.
- Investigate / promote good quality housing outcomes - i.e. continue the City of Whitehorse Built Environment Awards, prepare information to demonstrate good design outcomes, and work with universities and other associations to develop potential ideas and solutions.
- Encourage new development applications to include landscape guidelines that show how the retention of existing vegetation where possible will be achieved, at the outset of the design process.

FIGURE 6: NATURAL CHANGE AREAS



5.5 SUBSTANTIAL CHANGE

The Substantial Change Areas will comprise approximately 5% of the municipality and provide significant opportunities to restructure the City and provide for housing growth by facilitating a mix of housing through predominantly medium and higher density dwelling types. Substantial Change Areas have been delineated in locations that are:

- Already within substantial change areas identified in the *2003 Whitehorse Housing Study* and implemented through the Whitehorse Planning Scheme, and assessed as being worthy of retention.
- Close to public transport, activity centres, together with public open space, community facilities and services, employment opportunities and gateway areas along key transport corridors.
- Residential areas inside activity centre boundaries, where this is consistent with the directions of any adopted structure plan or urban design framework.
- Relatively free of major development constraints including environmental values or physical limitations, and no significant heritage values and/or neighbourhood character constraints.

The Housing Framework Plan identifies Substantial Change Areas as follows:

Substantial Change Areas provide for housing growth with increased densities, including Council identified strategic opportunity sites, and in Activity Centres in accordance with an adopted Structure Plan.

The Housing Strategy directs the majority of future housing growth, particularly apartment development, to these areas.

The *2003 Whitehorse Housing Study* identified thirteen sites with potential for higher rates of change when compared to the remaining residential areas. These sites have been reviewed and incorporated into the revised Substantial Change Areas where appropriate.

The Substantial Change Areas are located around larger Activity Centres, train stations, and sites immediately along tram routes.

5.5.1 MANAGING SUBSTANTIAL CHANGE AREAS

The Substantial Change Areas will provide a critical opportunity to restructure parts of Whitehorse and deliver new housing across the spectrum of dwelling types and price points. In these areas, Council will need to review, and, where required, encourage, advocate or facilitate provision of hard and soft infrastructure by the public and private sectors to support housing growth.

Due to their relatively high land values and the costs associated with developing in Substantial Change Areas, the majority of development is likely to be undertaken by larger development firms. This creates the opportunity to engage directly with a

limited number of property owners and potential developers to identify options and deliver projects to the highest standards of design quality. It will also present opportunities for higher standards of ecologically sustainable development and affordable housing outcomes as well as the delivery of hard and soft infrastructure.

The residential areas in Activity Centres need to be regarded as both a limited resource and an opportunity to create new forms of housing that is suitable for present and future societal needs. This will require ongoing commitment from Council and strong policy support. Emphasis should be placed on identifying the preferred future design and housing performance outcomes, with character considerations focussing on the public realm and significant heritage buildings where relevant.

Development in these areas should focus on the objectives and strategies of the adopted plans. Apartments, mixed use and town house developments may be appropriate on these sites; however a concerted effort needs to be made to avoid underdevelopment of sites. Analysis of potential site consolidation opportunities may be required in order to optimise development opportunities.

5.5.2 POLICY OBJECTIVES

The policy objectives for residential development in Substantial Change Areas are:

- Support increased residential densities.
- Maximise the number of new residents able to take advantage of the high amenity locations.
- Support increased housing choice by providing a diversity of dwelling types, sizes and tenures to suit a range of household types.
- Facilitate achieving a new, preferred character for these areas over time through quality developments.
- Support the master planning of larger sites to facilitate the development of diverse, high amenity precincts which have an identifiable sense of place.

5.5.3 STRATEGIES

The recommended strategies for residential development in Substantial Change Areas are:

- Residential development in Substantial Change Areas should predominantly comprise medium and higher density housing in the following forms (refer to Glossary for definitions):
 - Townhouses
 - Units
 - Apartments
- Shop-top dwellings and low scale apartment developments in activity centres:
 - Are encouraged at locations within key NACs identified in the Housing Framework Plan and on sites abutting the PPTN and main roads

- Should provide a sensitive and appropriate interface to adjoining streetscapes, buildings and residential areas
- A range of dwelling types, sizes and tenures, including affordable housing, should be provided in larger developments
- Buildings interfacing sensitive areas and uses should have a scale and massing appropriate to the character and scale of their context
- Buildings located away from sensitive interfaces can create a new, higher density urban character
- Works to improve the appearance, function and safety of the public realm will be prioritised in locations subject to the greatest increase in residential density
- Street layout should add to and extend the pattern of surrounding streets, and provide convenient, safe and frequent pedestrian connections into surrounding areas
- Streets and other spaces should be designed and managed as public spaces with unconstrained access, with high quality and durable finishes
- New development should provide space for planting, communal spaces and rooftop gardens to improve the amenity and liveability of dwellings
- Adequate infrastructure should be in place to support substantial change areas.

5.5.4 IMPLEMENTATION

The areas identified for Substantial Change are recommended to be zoned as Residential Growth in the Whitehorse Planning Scheme. Separate Schedules to the Zone may be applied to different parts of the Substantial Change Areas with varying provisions to achieve specific preferred character outcomes where it is considered necessary.

The following variations are available in the Schedule to the Zone:

- Maximum building height requirement for a dwelling or residential building
- Setbacks (front, side and rear)
- Site coverage
- Permeability
- Landscaping
- Walls on boundaries
- Private open space
- Front fence heights
- Application requirements
- Decision guidelines

Implement as appropriate:

- Place making strategies

- A monitoring and delivery program regarding the adequacy and performance / service levels of community and public infrastructure

FIGURE 8: SUBSTANTIAL CHANGE AREAS





6

HOUSING DIVERSITY

6.1 HOUSING DIVERSITY CHALLENGE

6.1.1 KEY CHALLENGES FOR THE NEXT 20 YEARS

- Based on housing projections 12,997 extra dwellings will be needed between 2011 and 2036 – an average of 500 new dwellings per year.
- Meeting the continuing high demand for private rental accommodation, which puts pressure on housing affordability.
- Providing high quality and accessible housing to meet the needs of the students that will continue to be attracted to Deakin University Burwood Campus and Box Hill Institute of TAFE and will require housing with high quality accessibility and services.
- Improving access to the housing market for the City's large proportion of first and second generation residents from non English speaking backgrounds, many of whom currently experience barriers inhibiting their entry to the market.
- Encouraging a broader range of housing types to meet the differing needs of the future population through the lifecycle.

The provision of a diverse housing stock assists in the achievement of broader strategic goals including housing choice, affordability and adaptability, and supports the concept of ageing within people's local neighbourhood. Healthy communities are characterised by diversity of people and places. Diversity makes communities vibrant and socially and economically sustainable.

The City of Whitehorse is predicted to experience population growth and a changing demographic profile over the next twenty years. It is estimated that 12,997 dwellings will be required to accommodate the projected population growth in the City of Whitehorse to 2036. The largest component of the household growth in the municipality is projected to be in lone person households.

Detached dwellings remain a dominant housing form accounting for around 75% of housing types. It is important to recognise that these dwelling types also contribute to dwelling diversity and choice throughout the City, by catering to a range of household types, from traditional to multi-generation families and group households. It is likely that this housing stock will reduce as a proportion of overall housing in the municipality as the City grows and changes.

Detached dwellings continue to account for a declining share in overall dwellings in Whitehorse as semi-detached, row/terrace, townhouses, flats, units and apartments emerge as growing dwelling types. This variety of housing types is not evenly dispersed across all suburbs of the municipality. There are areas around the Box Hill CAA and tertiary education institutions in Burwood and Box Hill that are characterised by semi-detached dwellings, apartments and student housing.

6.1.2 SPECIALISED HOUSING

Affordable and accessible housing is necessary to cater to the City's culturally and socio-economically diverse populations. This Housing Strategy recognises that students, the elderly, those with a disability and newly arrived migrants have particular housing requirements in terms of design, location, tenure and cost. In addition, accessible, or universal, housing is desirable for all households as short or longer term disability may impact anyone at any stage.

There is also an emerging issue of single older women in Australia being vulnerable to housing insecurity, due to historic trends such as wage inequality and interrupted working lives from childcare responsibilities.

Student housing needs have become increasingly significant due to the competitiveness of the tertiary and private secondary education sectors and the contribution of international students to the national economy. Although students have a variety of housing needs and preferences, the construction of high density student accommodation has been one form of specialised housing that has emerged in close proximity to tertiary establishments throughout Melbourne, and indeed the City of Whitehorse. Dwelling location is particularly important for student groups, who rely on public transport for study or work. However, it is noted that feedback from a number of developers has indicated the feasibility and market appeal of undertaking student housing development has declined in line with the softening economic conditions and decline in overseas student numbers.

Elderly residents require dwellings that are not only well located, but also accessible and adaptable for those who have limited mobility. As the health circumstances of older residents change, dwellings may need to be modified for wheelchair access and handrails. In addition, many seek accommodation with sufficient space to provide for visitors to stay, and carers if required. Many may also seek accommodation that is designed well in the first place to ensure that any modification to address mobility or changing physical conditions is minimal.

People with a disability may be able to live comfortably within standard dwellings; however some require specialised housing fitted out according to their physical needs. Provision of suitable housing for people with disabilities is reliant on a number of factors such as location, design, availability of carers and support people, housing assistance and access to employment.

Newly arrived migrants often have difficulty accessing and affording private rental housing, with costs causing housing stress for many. Language barriers and the lack of financial and social capital as well as rental history also often prevent them from entering the private market. A key priority for newly arrived-migrants is accessibility to social services, community groups and facilities, shops and employment opportunity.

The City must therefore focus on improving the diversity, affordability and accessibility of housing stock to meet the needs of different population and demographic groups. A range of dwelling types of varying sizes and tenures will be

required across the municipality to respond to the changing community profile and to ensure that the City retains its current vibrant mix of residents.

6.2 OBJECTIVES & ACTIONS

This Strategy sets the following objectives for housing diversity within the municipality:

- Diversify the variety of housing types in the City of Whitehorse
- Provide housing that meets the specialised requirements of particular residents
- Monitor housing development trends and engage with relevant stakeholders

DIVERSITY OBJECTIVE 1 -

Diversify the variety of housing types in the City of Whitehorse.

The demographic profile of the City of Whitehorse continues to evolve and change. Demographic projections indicate that the population will continue to age, households will become smaller, although couples with children will still remain strong, cultural diversity will continue with high levels of first and second generation migrants, and median housing prices and weekly household incomes will continue to be above the Melbourne metropolitan average.

To meet the needs of a diverse range of requirements and manage the levels of change expected in Whitehorse, it is important that the City's housing stock caters for a diverse range of requirements including students, culturally diverse households, couple families, single parent families and ageing residents. Developments which contain a mixture of types and include design flexibility and robustness are promoted.

According to housing projections, 12,997 additional dwellings will be required across the City to 2036 to cater for the City's growing and changing population. The Housing Framework Plan identifies areas that have the capacity to support increased densities and housing change, as well as areas with limited potential for growth. New development in:

Substantial Change Areas will predominantly comprise townhouses, units, apartments and shop-top dwellings. A mixture of 1, 2 and 3 bedroom apartments is encouraged, as well as some 2 and 3 bedroom semi-detached housing types, where appropriate.

Natural Change Areas will comprise low and medium density housing in the form of detached dwellings, semi-detached dwellings, townhouses and units. A mixture of 2 and 3 bedroom semi-detached housing and 2 and 3+ bedroom houses is encouraged.

Limited Change Areas will comprise detached dwellings and where appropriate, units and semi-detached dwellings. The development of 2 and 3 bedroom semi-detached housing and 2 and 3+ bedroom houses is encouraged.

The City also contains an established network of activity centres, including higher order centres (i.e. Box Hill CAA and the Nunawading MegaMile MAC) as well as local neighbourhood activity centres. Activity centres are highly accessible, offer a range of services and provide a high level of amenity to residents. These are key locations where a range of dwelling types of varying sizes and tenures are supported. However, future housing must be designed and developed in a way which reflects the role of the activity centre as well as the character and heritage of the area if applicable. For example, higher density apartment development is encouraged in the Box Hill CAA, while shop-top dwellings may be a more appropriate housing form in the City's smaller shopping centres.

The Whitehorse Planning Scheme can provide support for and require greater dwelling diversity throughout the City. The introduction of new residential zones by the State government will provide a more sophisticated and comprehensive means of guiding residential growth and development. The application of appropriate planning controls, such as the Development Plan Overlay on larger Substantial Change opportunity sites will assist to ensure that the future development of areas supports dwelling diversity.

RECOMMENDED ACTIONS:

- Update Clause 21.06 'Housing' in the Municipal Strategic Statement to ensure consistency with this *Housing Strategy 2014*.
- Update the local policy at Clause 22.03 'Residential Development' to ensure consistency with the policy objectives and directions for substantial, limited and natural change areas.
- Promote activity centres with high accessibility that offer a range of services and provide a high level of amenity to residents as key locations for housing diversity.
- Translate the three housing change areas into the new residential zones, introducing Schedules to reflect neighbourhood character and development objectives, in the following way:
 - 'Neighbourhood Residential Zone' to be applied to Limited Change Areas
 - 'General Residential Zone' to be applied to Natural Change Areas
 - 'Residential Growth Zone' to be applied to Substantial Change Areas
- Support the renovation and redevelopment of single houses in Limited Change Areas as a means of providing accommodation for larger household types and choice for other households.

DIVERSITY OBJECTIVE 2 -***Provide housing that meets the specialised requirements of particular residents.***

Some community groups have particular requirements for housing in terms of design, location, tenure and cost. This includes the elderly, people with a disability, students and newly arrived migrants. Council has limited resources for directly providing housing suitable for these groups. As such Council must focus on improving the diversity, affordability and accessibility of housing stock provided by the private sector to meet the needs of special groups to ensure that they are not displaced or discouraged from living in the City, due to inappropriately designed and located or unaffordable housing stock.

The tertiary education campuses attract students to the City. Council's *Student Accommodation Policy* provides objectives and directions for student accommodation including for design, location and site context. There are opportunities to strengthen Council's relationship with both Deakin University and Box Hill Institute of TAFE to advocate for the Policy to guide student housing so that it offers a high level of amenity, sense of place and dwelling adaptability into the future.

A key feature of the City is its cultural diversity, particularly around the Box Hill CAA. It is important for Council in collaboration with local housing providers, agencies and community services to undertake research to address barriers to the housing market for new and non-English speaking residents.

Collaboration with local housing providers, agencies and community services should also be investigated for other housing and tenure types such as rooming houses, social housing and other special needs housing to address barriers to the housing market, and access to affordable housing in general.

RECOMMENDED ACTIONS:

- In negotiations with developers of student housing, advocate for better housing outcomes drawing on approaches used by other municipalities (i.e. City of Melbourne) and the objectives of the Student Accommodation Policy at Clause 22.14 of the Whitehorse Planning Scheme.
- Maintain relationships with Deakin University Burwood Campus and Box Hill Institute of TAFE regarding the housing needs of current and future students.
- In line with the Student Accommodation Policy encourage appropriate student housing close to the university campuses in a form that respects the existing or preferred character of the area.
- Continue to liaise with the community housing sector and service providers on an as needed basis to exchange information and research regarding the housing needs and trends of special needs groups.

DIVERSITY OBJECTIVE 3 -***Monitor housing development trends and engage with relevant stakeholders.***

The housing sector is complex and dynamic, involving a range of different stakeholders and interests and influenced by a range of internal and external forces (i.e. policy, interest rates and migration). This objective will be achieved through the monitoring of housing trends and demographic projections in the municipality; and engaging the private sector and community to understand housing needs and development trends.

It is important that a strong evidence base is developed, drawing on a range of data sources, to monitor development trends and the implementation of this Strategy. This should include information about the demographic profile of the City as well as building and planning permit data. The housing development data model prepared by the former Department of Planning and Community Development could be used as an input to monitoring the latter data system.

There are also opportunities for Council to take on a proactive role in engaging with the private sector, community and other relevant stakeholders regarding local housing needs and trends to encourage responsive development outcomes.

RECOMMENDED ACTIONS:

- Monitor development and housing and demographic trends every five years to understand housing supply and uptake. This should include the following:
 - Dwelling characteristics (ABS Census Data)
 - Tenure type – occupied private dwellings (ABS Census Data)
 - Dwelling structure by household composition and family composition (ABS Census Data)
 - Gross household income by household composition (ABS Census Data)
 - Median property price for houses, units and apartments (A Guide to Property Values)
 - Median weekly rental price by housing type (Rental Report, Department of Housing Victoria)
 - UDP Data (Department of Planning and Community Development)
 - .id Forecast (City of Whitehorse)
- Implement a co-ordinated development data collection system in order to track development outcomes and trends.
- Prepare a Housing Strategy Update / Implementation Report every five years and circulate to relevant Council departments. This report should include:
 - Updated population and demographic profile and projections
 - Assessment of dwelling mix: dwelling type and tenure

- Analysis of building and planning permit data: location and type of housing development
- Site and locational characteristics of development applications and constructed dwellings.
- Prepare a summary sheet of the key findings and directions in the Whitehorse Housing Strategy 2014 and circulate to Council Officers, local developers, industry representatives and the community.



7

HOUSING AFFORDABILITY

7.1 HOUSING AFFORDABILITY CHALLENGE

7.1.1 KEY CHALLENGES FOR THE NEXT 20 YEARS

- ➔ How to meet an increasing demand for more affordable housing across the municipality.
- ➔ Ensuring student housing is consistent with the location and design requirements of Council Policy.

Housing is a fundamental human right and one of the universal determinants of health and wellbeing. The availability of secure, well located affordable housing provides pathways to employment and education, supports choices, builds strong, connected, diverse and sustainable communities and provides opportunities to participate in community life.

The *Whitehorse Affordability Housing Policy 2010* states that Council is committed to increasing the supply of affordable housing in the municipality. Council will deliver on this commitment as follows:

- Council will support affordable housing in land use planning;
- Council will regulate rooming houses;
- Council will form, facilitate and support partnerships to deliver affordable housing; and
- Council will advocate for affordable and social housing.

Most of the structure plans prepared by the City of Whitehorse identify affordable housing as an objective however the affordable housing principles and policies within these are generally not defined in terms of number, specific location, localised need, design and incentives for developers.

7.1.2 THE NEED FOR AFFORDABLE HOUSING

The desire to access appropriate, well located and affordable housing is universal.

Need for affordable housing can be a broad topic. Home buyers can suffer mortgage stress at times of high interest rates or a contracting economy. Rising house prices exclude first home buyers from the market, or force them to buy in areas distant from work, friends, transport and family. Renters in the private market may face unaffordable rents in areas of high housing demand, with similar impacts. Existing home owners have difficulty transitioning through the housing market in line with their changing housing needs. Individuals and households with special needs face their own particular affordability challenges.

A commonly accepted definition of affordable housing is:

Housing that leaves sufficient family household income to meet other household needs. This has become understood to mean housing that costs no more than

30% of a family's gross income in rent or 35% in mortgage repayments. This is especially the case for those in the lowest 40% of Australians ranked by income.

7.1.3 TYPES OF AFFORDABLE HOUSING

In considering the challenge of affordable housing, Councils really need to consider action in every significant sector, while having regard to the opportunities and constraints that exist. With homes for purchase, for example, mechanisms are needed to encourage developers to include affordable housing in larger developments. However the ability to require this would need State government support and intervention – a quest that has so far been unsuccessful. Effective resolution of affordability of houses to buy is an issue tied up with numerous policies of all three levels of government, including Commonwealth taxation policy. Similar comments apply to the private rental market.

Aside from the mainstream private market in housing, there are numerous potential providers, including:

- Public housing
- Community housing
- Housing associations & trusts

Sometimes these types of housing are collectively referred to as Social Housing, referring to not-for-profit housing owned and managed for the primary purpose of meeting social objectives such as affordable rents, responsible management, and security of tenure and good location in relation to employment services.

In Victoria, the Commonwealth and State Governments jointly fund public rental housing through the Department of Human Services (Office of Housing). Eligibility is determined by assets and income, special need and residency and citizenship criteria. Generally rents are capped at between 25-30% of income.

Community housing is an alternative to public housing and private rental and operates as a not-for-profit housing system. Combined rents of occupants are used to cover running costs over the long term. There is only a small supply of community housing in Victoria.

Registered housing associations sometimes operate through partnerships with the private sector.

7.1.4 HOUSING STRESS

Housing stress is an interconnected set of environmental, social and economic issues which have the potential to affect the mental and physical health and wellbeing of residents by reducing a household's capacity to afford healthy food, access health and social services and participate in community life.

There is a growing body of work being led by the Australian Housing and Urban Research Institute (AHURI) that builds on the widely used 30 per cent benchmark

method to measure and understand affordability which determines a household's level of housing stress.

The 'residual income method'¹ calculates how much is left over for housing rents or mortgage *after* relevant expenditure items for different household types have been deducted. If there is insufficient income left for rents and mortgages a household has an affordability problem. This 'residential income method' better reflects housing expenditure patterns as it indicates that a higher level of housing stress.

7.1.5 PROVISION OF AFFORDABLE HOUSING

The provision of affordable housing is a complex issue. Federal, State and local governments can each play a variety of roles in the delivery of affordable housing. However, it is recognised that the State has the largest role particularly in the provision of social housing. Registered housing associations (RHAs) are currently the recognised growth vehicle for affordable housing in Victoria and have their own criteria for households they serve.

For the purposes and scope of this housing strategy Council's direct intervention either through the direct purchase of stock (as is undertaken by a limited number of other Councils) or through the provision of land in partnership with other levels of government or Housing Associations is currently not an option. This is due in part to financial constraints. There is also a mismatch between the maximum lease arrangements for Council land under the Local Government Act (50 years) and the requirement of funding bodies and the viability of Housing Associations for a minimum of 99 year leases. This undermines Council's stewardship where virtually any Council title provided for affordable housing needs to be offered in perpetuity with no commensurate guarantee of affordable housing.

This Housing Strategy recognises that there is a difference between the provision of affordable rental housing and affordable homeownership, each requiring specific policy responses that take account of these distinctions. Notwithstanding, there is currently a trend towards a market based rent model for the delivery of affordable housing; this has largely been driven by the federal government's National Affordable Housing Agreement.

There is currently a range of policy and funding opportunities available to increase the supply of social and affordable housing in the City. It is acknowledged that these initiatives are likely to change over the life of this Housing Strategy. Key current and recent initiatives include:

- National Affordable Housing Agreement and National Partnerships
- National Rental Affordability Scheme
- Housing Affordability Fund
- The Australian Government's White Paper on Homelessness
- Investments into Registered Affordable Housing Associations

¹ *Residual Incomes in Australia: Analysis and Implications*, AHURI 2010

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

Council should continue to actively identify affordable housing need and communicate and coordinate responses from other organisations which deliver affordable housing, such as registered housing associations, developers and investors. Council should also continue to liaise with relevant State government departments. The redevelopment of substantial change areas and opportunity sites, in particular, provides a key opportunity to address the supply and distribution of social housing in the municipality.

7.1.6 SOCIAL HOUSING

Federal and State government play a key role in the provision and maintenance of social housing, including public housing. The Department of Human Services (Office of Housing) administers Victoria’s housing policy and manages the provision of social housing assistance to low income or special needs groups. Whitehorse City Council contributes to social housing through its facilitation, planning and regulatory capacities.

7.2 OBJECTIVES & ACTIONS

The City of Whitehorse has limited capacity to influence the general affordability of housing throughout the municipality. Notwithstanding, this Strategy has the potential to facilitate change in the development, composition and location of housing. Council, through its role as Planner and Regulator, has the ability to influence the type, location and amenity of future housing – all of which can influence housing affordability.

This Strategy aims to facilitate sufficient housing development over the next 20 years to meet projected demand. Dwelling price growth in the City has been relatively strong – if sufficient housing is not provided within the City in the short to medium term, there is the risk that prices will increase strongly and subsequently that housing costs (both purchase and rental) could become increasingly unaffordable for local residents.

The Strategy sets the following objectives for addressing housing affordability within the municipality:

- Increase the supply and distribution of affordable housing in the City of Whitehorse
- Reduce housing stress in the City of Whitehorse

AFFORDABILITY OBJECTIVE 1 -

Increase the supply and distribution of affordable housing in the City of Whitehorse.

To achieve this objective Council will advocate for the increased supply of affordable housing, and maintain relationships with housing providers and the Office of Housing. It is also important to recognise and assist with established groups such as the Eastern Affordable Housing Alliance, amongst others.

Council has limited resources for providing affordable housing directly. Therefore additional partners and funds will be necessary to meet the future need for affordable housing. Affordable housing can be delivered through a range of funding and management mechanisms, including State government, local government, not-for-profit organisations, and by private developers. Ongoing liaison with the Office of Housing, housing associations and local welfare organisations is encouraged in order to share knowledge, promote advocacy and identify opportunities for joint projects.

The Housing Framework Plan (*Figure 4*) identifies opportunities for the significant development and redevelopment of housing stock in substantial change areas, activity centre residential areas and at key opportunity sites. Housing growth in these locations provides potential for the provision of affordable housing, either through negotiation with developers, including Places Victoria, or advocacy with State government and housing providers.

Providing clear direction to the development industry and investors regarding areas identified for substantial, incremental and limited change can influence general housing affordability. This will provide greater certainty for investment, reduce the time and cost of the planning and appeal process, and allow housing to be delivered to the market in a more cost effective and streamlined fashion. This will ultimately encourage further investment in the City, ensuring that supply meets demand, thus reducing price and rent pressures.

RECOMMENDED ACTIONS:

- Investigate stronger, effective statutory mechanisms to encourage more affordable housing provision, including reviewing the success of processes implemented by other local governments.
- Continue to identify opportunities for affordable housing in designated structure plans including specific location, localised need and design, and incentives for developers, including:
 - Identify specific housing needs and suitable locations for sub-categories of affordable housing such as student accommodation, key worker housing, aged care facilities, etc.;
 - Identify suitable land/airspace for affordable housing, including Council land, State Government land and major development sites;
 - Identify specific locations where developer concessions could be provided where affordable housing is included as part of the development (e.g. in locations adjacent to employment or transport).
 - Encourage a mix of low cost rental accommodation (through registered housing associations) as well as areas of greater diversity/density.
 - Liaise with State Government, Places Victoria, Metropolitan Planning Authority, housing associations/ providers and other relevant parties to highlight substantial change housing areas and Structure Plan opportunity sites as appropriate locations for future affordable housing projects.
- Advocate to the State government to provide local government more control over local planning to encourage more affordable housing provision.
- Advocate to the Office of Housing for the continued renewal of public housing in the municipality, including strategies to reduce concentration except where support services are easily accessible, and incorporate public housing in other areas, particularly near activity centres.
- Meet with the community housing sector on an as needs basis and provide information regarding updated housing data and research, and seek their feedback. This information should feed into a regular review of the effectiveness of the housing policy, and the affordable housing policy.
- Continue to implement the coordinated approach to Council's regulation of rooming houses between the Environmental Health and Planning and Building Departments and extend this approach to other specialised housing types where required.

- Advocate to the State government for consistent regulations for the assessment of rooming houses, requiring all statutory and safety assessments to be assessed through the Building Regulations as opposed to the Department of Justice.
- Provide adequate resources to monitor and engage with rooming house owners and managers of other specialised housing types to ensure stock is registered, well maintained and complies with regulations.

AFFORDABILITY OBJECTIVE 2 -

Reduce housing stress in the City of Whitehorse.

Housing stress is an interconnected set of environmental, social and economic issues that have the potential to affect the mental and physical health and wellbeing of residents by reducing a household's capacity to afford nutritious food, access health and social services and participate in community life.

There is potential for Council to mitigate instances of housing stress through encouraging diverse, affordable and well located housing stock, advocating for improved public transport to provide better access for the whole community, improving access to community infrastructure and supporting access to healthy and affordable food and supplies.

Council can also monitor housing expenditure patterns to track housing stress throughout the City.

RECOMMENDED ACTIONS:

- Monitor and evaluate the use and effectiveness of the Housing Affordability Policy, particularly in inclusion of affordable housing in new developments.
- Monitor housing stress, for example through community surveys. Surveys could include identifying access, adequacy and transport to employment, service costs. Review Council's role in this area as appropriate.
- Collate and analyse ABS and specialist housing data every 5 years to monitor the supply of specialist accommodation and changing trends.
- Initiate a Council Food Security program, including examining the extension of community gardens, including associated training and assistance.
- Continue to advocate for improved public transport across the City.



8

HOUSING DESIGN

8.1 HOUSING DESIGN CHALLENGE

8.1.1 KEY CHALLENGES FOR THE NEXT 20 YEARS

- Ensuring new developments do not result in a loss of the existing vegetation coverage and tree canopy.
- Encouraging appropriate development within the municipality's established areas.
- Maintaining the preferred neighbourhood character of Limited Change Areas.
- Strengthening and improving the preferred neighbourhood character in Natural Change Areas.
- Creating a valued and identifiable sense of place in Substantial Change Areas and providing an appropriate design response in locations with potential to support additional housing.
- Ensuring new developments adjoining or close to environmentally significant and sensitive areas are carefully and respectfully designed.
- Ensuring that physical and community infrastructure is adequate and maintained at a standard to meet the future demand.
- Encouraging private sector provision of housing that improves the environmental performance of the municipality and minimises ongoing running costs for the residents.
- Encouraging continued improvement in housing design for better functionality, universal access and adaptability to improve access for people with mobility or other physical limitations and to lessen future costs in modifications to meet the current or future occupants' needs.

The municipality's residential housing stock is dominated by detached dwellings (75%), with a smaller proportion of semi-detached and apartment style housing types (9.9%). As the size and profile of households change and redevelopment opportunities arise, different housing forms will be required to address contemporary requirements, expectations and environmental standards. The construction of a new dwelling should also take into consideration current and potential future needs of residents – for instance, housing that can be adapted to meet changing household sizes and profiles, and which is easily accessible irrespective of mobility and other physical limitations. The design of housing is fundamental to community wellbeing and liveability. Improving the design quality of residential development requires consideration of matters such as context, aesthetics, internal amenity, robustness, flexibility of design and environmental performance.

The residential areas of Whitehorse comprise fundamental characteristics that are valued by the community, and contribute to the character of its neighbourhoods. There are some areas of the municipality where significant future housing growth and change would threaten and potentially undermine established heritage and

neighbourhood character values. However, there are other areas where a change in character might be appropriate and provide an improved and desirable outcome. Figure 9 illustrates the neighbourhood character areas across the municipality, which influence the design of housing and may impact on their capacity to support additional dwellings.

The City also has a diverse landscape and environment, characterised by canopy trees, significant creeks and natural reserves. It is important that environmentally sensitive areas are protected, and that any housing growth is carefully managed. Figure 5 illustrates areas across the municipality of environmental and cultural significance, which impact their capacity to support future housing. As such housing growth is directed away from environmentally and historically sensitive areas and all development is encouraged to respond to the preferred future neighbourhood character.

Increasingly the link between household needs and the demand on services is becoming important. More intensive forms of housing can increase the demand for community facilities and infrastructure such as water, public transport and open space. Locating more housing where service levels are higher, and where adequate infrastructure either exists or can be provided makes better sense for the community as a whole, and enables a better standard of living for the future residents. These issues need to be considered as part of the broader neighbourhood design.

8.1.2 DESIGN & NEIGHBOURHOOD CHARACTER

The City of Whitehorse is predominantly made up of suburban areas with generally low set housing nestled into a landscape dominated by significant vegetation coverage. The defining feature of the municipality is the **treetop canopies** that dominate views across the undulating topography, and appear to absorb buildings into the landscape. **Generous garden settings** (including rear yards) with mature vegetation complement these tree lined streets, and provide a continuation of planting between the public and private domains.

The challenge for new housing is to preserve these valued characteristics of a local place, and to create preferred character and quality design benchmarks in appropriate locations where change is supported.

As part of this Strategy, the Neighbourhood Character Review seeks to assess the existing policy for currency and effectiveness in enhancing and maintaining these features. Three character types have been identified to encapsulate the landscape and built form elements considered important in the municipality. Smaller precincts were delineated under each of these types, where preferred character statements were reviewed and developed as part of the wider neighbourhood character review project. The intention of the preferred character statements is to guide the future design and appearances of new developments, including buildings and landscaping.

Table 11 provides a brief summary of the general character types and their key characteristics. Figure 9 shows the Neighbourhood Character types and precincts. For detailed character precincts, statements and characteristics for specific locations, refer to the Neighbourhood Character Study.

TABLE 11 NEIGHBOURHOOD CHARACTER TYPES AND KEY ELEMENTS

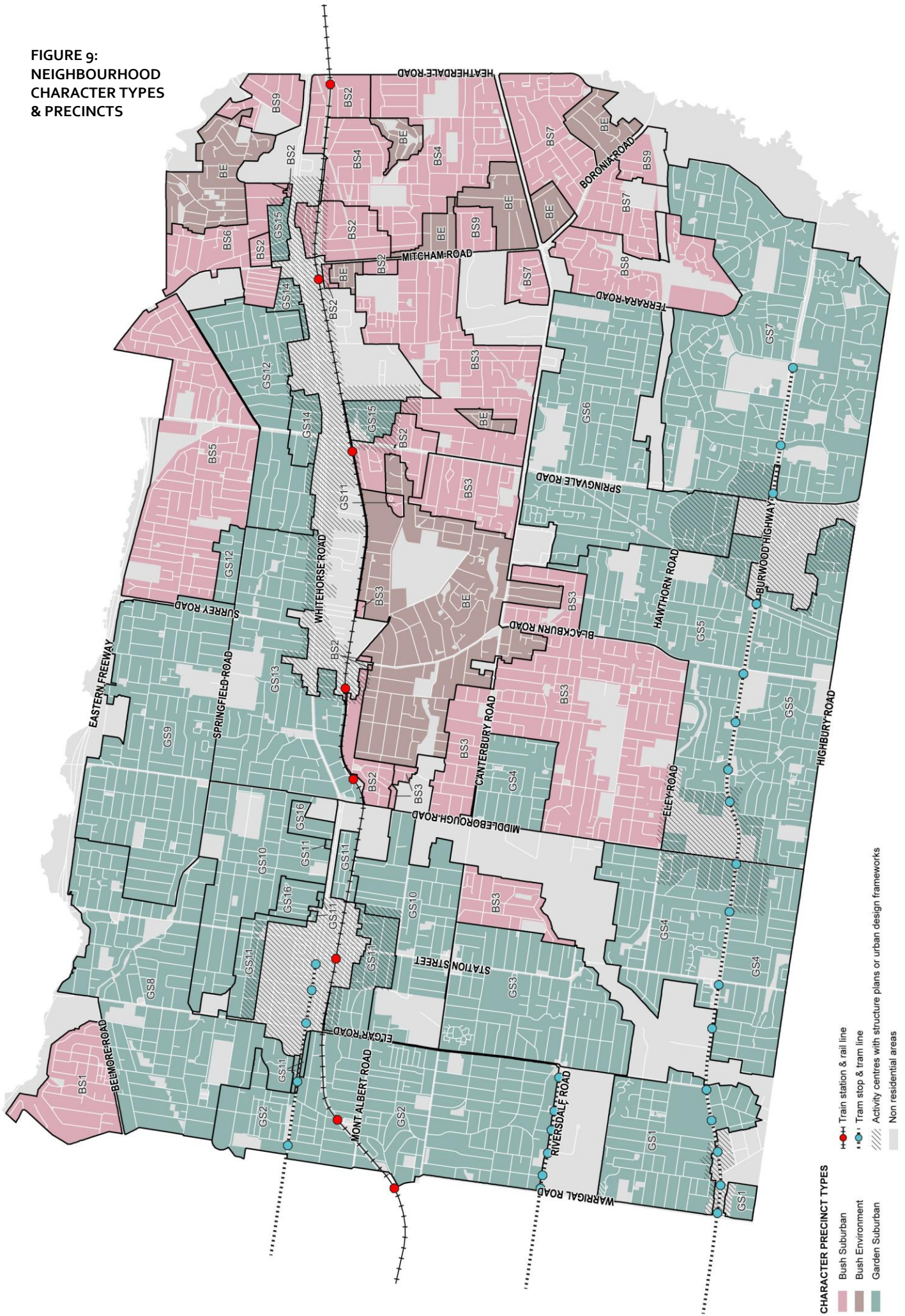
CHARACTER TYPE	KEY ELEMENTS
Garden Suburban	<p>Formalised streetscapes comprising grassy nature strips, concrete footpaths, kerbs and channels</p> <p>Modified grid road layout and subdivision pattern is common, particularly in the western side of the municipality or within the vicinity of the rail-line, reflecting the timing of the original land subdivisions</p> <p>Buildings are generally visible along streets behind low front fences and open garden settings</p> <p>Established exotic gardens with canopy trees, lawn areas, garden beds and shrubs</p> <p>Generally well defined property boundaries (fencing / boundary treatments)</p> <p>Generally consistent building siting, parallel to the road</p> <p>Buildings generally comprise pitched rooftops, with simple forms and articulated façades</p>
Bush Suburban	<p>Mix of formal and informal streetscapes with wide nature strips</p> <p>Some areas have curvilinear road layouts and subdivision patterns</p> <p>Vegetation dominated streetscape with buildings partially hidden behind tall trees and established planting</p> <p>Gardens are less formal, consisting of many canopy trees</p> <p>Mixed property boundary definition, which can be non-existent or fenced</p> <p>Buildings appear detached along the street</p>
Bush Environment	<p>Generally informal streetscapes with swale drains</p> <p>Vegetation dominant streetscapes with buildings partially or completely hidden behind established planting and / or generous setbacks</p> <p>Informal native gardens comprising established canopy trees and vegetation</p> <p>Non-existent or unobtrusive boundary definitions</p> <p>Predominantly detached buildings constructed sensitively within the landscape</p> <p>Buildings appear detached along the street</p>

The Neighbourhood Character Precinct Guidelines provide information on the preferred neighbourhood character in local areas, and provide guidance for new developments.

Two precincts have been identified during Stage 2 of the Neighbourhood Character Review which are recommended to be further investigated:

- Precinct Garden Suburban 16 (GS16), which requires detailed survey and analysis to determine its suitability for further Neighbourhood Character controls; and
- Precinct Bush Suburban 9 (BS9), which includes several areas that may be suitable for further Significant Landscape Overlay controls.

**FIGURE 9:
NEIGHBOURHOOD
CHARACTER TYPES
& PRECINCTS**



8.1.3 ENVIRONMENTALLY SENSITIVE AREAS

Whitehorse comprises areas that possess significant cultural, environmental and landscape values. These areas require careful management and protection from intensive and inappropriate development. Many of these reserves, parks and creek side environs are nestled in the middle of suburban areas, and directly abut or adjoin private properties. It is important that new developments and housing provide sensitive design responses, particularly along the interfaces of these areas.

Council has prepared policies and strategies to manage development across some of these areas. These documents have been considered as part of this Strategy and where possible, their design objectives and considerations have been incorporated into the Housing Change Areas and Neighbourhood Character Precincts. Detailed design controls have or will be translated into the relevant planning zones and overlays.

The key environmentally sensitive areas and interfaces include:

Blackburn Lake and surrounds comprising indigenous woodlands in heavily treed landscape settings

Creek side environs such as the Bellbird Dell Reserve, Gardiners, Koonung and Bushy Creeks comprising linear reserves

Parkside environs comprising sporting grounds, passive open spaces and bushland reserves.

The existing and future vegetation coverage of Whitehorse is considered critical from an environmental and neighbourhood character perspective. New developments will need to ensure this feature is not compromised or degraded.

ENVIRONMENTAL RISKS AND INFRASTRUCTURE CAPACITY

The predicted impacts of climate change have the potential to affect the City's environment, community and economy. Research undertaken by the CSIRO indicates that climate extremes and natural hazards such as storm surges, floods, bushfires and extreme temperatures are projected to increase in frequency and severity. There is a need to ensure that these potential impacts are monitored and planned for, particularly in the location and design of future housing.

At the time of writing, Melbourne Water was in the process of identifying and evaluating possible flood protection opportunities for areas within the municipality, with future flood mitigation works. Various integrated water principles and solutions could be adopted for new developments to avoid or reduce additional runoff into these existing drainage systems.

Refer to Figure 1 for a map of the municipality's parks, reserves, and waterways.

KEY CHALLENGES:

- Ensuring new developments adjoining or close to environmentally significant and sensitive areas are carefully managed.

- Ensuring new developments do not cause a significant detrimental impact to the vegetation cover.
- Ensuring new developments respond to and mitigate the potential impacts of climate change.
- Ensuring that physical and community infrastructure is adequate and maintained at a standard to meet the future demand.

8.1.4 ENVIRONMENTALLY SUSTAINABLE DESIGN

There are opportunities through this Strategy to improve the environmental performance of the municipality's existing and new housing stock.

Residential emissions account for a significant proportion (25%) of the total community greenhouse emissions. The high proportion of energy use has been attributed to an increase in population and housing density, and the rise in single person households.²

Council has worked with the community to implement a range of energy conservation programs and initiatives such as educational factsheets, media publications, globe recycling programs, solar panel rebates, and energy efficient product training sessions.

To assist Council in reducing future greenhouse gas emissions, it is also important that the future housing stock is designed and constructed to effectively and efficiently manage comfort whilst improving the environmental performance of buildings and mitigate against climate change.

At the time of writing, Council was in the process of implementing an *Environmentally Efficient Design* policy into the Local Planning Policy Framework. The aim of the policy is to provide guidance and establish expectations for environmental sustainability in new developments, as well as giving policy support for Council's assessment and decision making on specific planning applications.

Submission guidelines were developed based on the size and type of application for residential and non-residential developments.

CATEGORY	TYPE OF RESIDENTIAL DEVELOPMENT	APPLICATION REQUIREMENTS
Small	Development of less than 3 dwellings	Sustainable Design Assessment (voluntary)
Medium	Development of 3 to 9 dwellings	Sustainable Design Assessment
Large	Development of 10 or more dwellings or other accommodation	Sustainability Management Plan

² Whitehorse Energy Action Plan 2009-2014

SUSTAINABLE DESIGN ASSESSMENT / STEPS

The Sustainable Design Assessment in the Planning Process (SDAPP) program seeks to ensure the consistent inclusion of environmental performance considerations into the planning assessment process to achieve more sustainable outcomes for the community.

Council encourages applicants to prepare a Sustainable Design Assessment (SDA) using the STEPS tool to assess the environmental impact of dwellings, with the view to reduce these impacts. STEPS is aimed primarily at the designers of new dwellings related to greenhouse emissions from operating energy, peak energy use, mains drinking water use, stormwater quality impacts and building material impacts.

As part of the preparation of an SDA, applicants are required to consider the following elements as part of their planning applications:

- Design principles** relating to the general principle applicable to the environmental performance of the development

- Intended **design life** of the proposal in years

- Proposed **energy efficiency** mechanisms

- Approach taken to reduce potable drinking **water use**

- Approach taken to improve **stormwater quality** and to reduce peak and total stormwater run-off

- Sustainable material selections**, including the minimisation of environmental impacts through the retention of existing materials and/or the selection of new materials that are environmentally benign/friendly

- Approach to achieve a more **sustainable transport** mix

- Approach taken for **waste management**

- Encouraged use of indigenous plants in landscaping to improve the site's impact on **local biodiversity**

- Encouraged inclusion of **innovative sustainable design solutions**

SUSTAINABILITY MANAGEMENT PLAN

The Sustainability Management Plan (SMP) is the result of a comprehensive investigation and review of the ways in which a development addresses key environmental criteria within its design. The SMP requires a comprehensive design assessment by applicants and provides best practice initiatives and objectives to be implemented in the development, including:

OBJECTIVES

Indoor Environment	To achieve a healthy indoor environment quality for the wellbeing of building occupants.
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OBJECTIVES	
Quality	To provide a naturally comfortable indoor environment will lower the need for building services, such as artificial lighting, mechanical ventilation and cooling and heating devices.
Energy Efficiency	To ensure the efficient use of energy. To reduce total operating greenhouse emissions. To reduce energy peak demand. To reduce associated energy costs.
Water Resources	To ensure the efficient use of water. To reduce total operating potable water use. To encourage the collection and reuse of stormwater. To encourage the appropriate use of alternative water sources (e.g. grey water). To minimise associated water costs.
Stormwater Management	To reduce the impact of stormwater run-off. To improve the water quality of stormwater run-off. To achieve best practice stormwater quality outcomes. To incorporate water sensitive urban design (WSUD) principles.
Building Materials	To minimise the environmental impacts materials used by encouraging the use of materials with a favourable lifecycle assessment based on the following factors: <ul style="list-style-type: none"> - Fate of material - Recycling/Reuse - Embodied energy - Biodiversity - Human health - Environmental toxicity - Environmental responsibility
Transport	To minimise car dependency. To ensure that the built environment is designed to promote the use of public transport, walking and cycling.
Waste Management	To ensure waste avoidance, reuse and recycling during the design, construction and operation stages of development. To ensure long term reusability of building materials. To ensure a Waste Management Plan has been created where required.
Urban Ecology	To protect and enhance biodiversity. To provide sustainable landscaping. To protect and manage all remnant indigenous plant communities. To encourage the planting of indigenous vegetation.

OBJECTIVES

Innovation	To encourage innovative technology, design and processes in all development, which positively influence the sustainability of buildings.
Ongoing Building and Site Management	To encourage a holistic and integrated design and construction process and ongoing high performance.

The Green Travel Plan (GTP) outlines a collection of strategies, targets and actions designed to encourage the use of more sustainable methods of transport, such as walking and cycling for short trips, or public transport and carpooling for longer distances. The aim of the GTP is to reduce the frequency of single-occupancy car trips where possible.

It is expected that a suitably qualified consultant prepare the SMPs and GTPs to the required level of detail.

8.1.5 WELL DESIGNED, ACCESSIBLE AND ADAPTABLE HOUSING

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

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

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

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

In addition, encouraging developers and their clients to consider their likely future needs, and designing a home which can be adapted to meet changing circumstances – for instance, accommodating additional family members within self contained accommodation, enabling a home office to be catered for, or conversely, housing that can be adapted to allow for downsizing in the future – can

avoid costly renovations. It may also meet future housing demand within a smaller footprint, as smarter designed housing can be more flexible to changing needs.

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

8.2 OBJECTIVES AND ACTIONS

To enhance the design quality and character of residential development:

- Amend the Municipal Strategic Statement to provide policy support for improving the design quality of residential development in the municipality.
- Implement the Neighbourhood Character Precinct Brochures with Preferred Character Statements and Design Guidelines to provide guidance and support for future residential development and assessments.
- Investigate two identified precincts for potential additional controls:
 - Precinct Garden Suburban 16 (GS16), which requires detailed survey and analysis to determine its suitability for Neighbourhood Character controls; and
 - Precinct Bush Suburban 9 (BS9), which includes several areas that may be suitable for further Significant Landscape Overlay controls.
- Provide targeted training to staff and Councillors to enhance skills in, and awareness of, design principles and practice.
- Prepare and adopt design guidelines for identified opportunity sites to ensure their redevelopment positively contributes to their surrounding context, provides high quality and innovative building design and facilitates high levels of residential amenity for new and adjoining residents.
- Engage Council's Urban Designers to provide advice on developments in substantial change areas.
- Promote these actions through a community awareness program.

To build resilience in the City's housing stock to the impacts of climate change:

- Work with the State Government to plan for the potential impacts of climate change within the City of Whitehorse.
- Continue to include Water Sensitive Urban Design in the pre-application and planning permit assessment stages of the planning process for housing developments.

To improve the environmental performance of new and existing housing:

- Investigate programs and initiatives to broker the retrofitting of older less efficient housing to reduce energy and water consumption and improve thermal performance.
- Continue to advocate to the State Government and the Australian Building Code Board to strengthen environmental performance requirements for all new developments.
- Develop a program of initiatives to educate and inform the community about ESD initiatives that they may incorporate into new and existing dwellings.

To protect environmentally sensitive areas from inappropriate development:

- Provide information to local residents and local development industry representatives regarding the content and requirements of the municipality regarding environmental and landscape overlays.
- Prepare educational material regarding native vegetation protection to property owners and developers.

To encourage the provision of well designed, adaptable and accessible housing:

- Promote the use of the *Liveable Housing Design Guidelines* to new home owners and developers (noting that other regulations, such as the building regulations, must also be complied with).
- Encourage and promote examples of housing design that enable future adaptation or modify existing dwellings to meet changing needs with minimal current or future expense.
- Promote, through the Built Environment Awards and the Building Environment Education Program, examples of well designed housing.

To investigate Precinct Garden Suburban 16 (GS16) and Precinct Bush Suburban 9 (BS9), in the Neighbourhood Character Review 2014, which requires detailed survey and analysis to determine their suitability for further Neighbourhood Character or Significant Landscape Overlay controls; and possibly a review of their current housing change area designation.



9

IMPLEMENTATION

9.1 MONITORING AND PERFORMANCE

For each action the Implementation Plan indicates Council's role and the priority of the action.

9.1.1 COUNCIL'S ROLE

The Council will play different roles in the implementation of this Strategy. These will vary between the roles of Planner, Provider, Advocate, Partner/Facilitator, Educator and Regulator. A description of these various roles is provided below:

- **Planner** – in relation to its urban and social planning responsibilities;
- **Advocate** – representing community needs and interests to Commonwealth and State Governments and the private sector;
- **Partner / Facilitator** – working closely with developers, housing providers, residents and human service agencies;
- **Educator** – provide information to housing suppliers, residents and interest groups; and
- **Regulator** – ensuring that housing meets town planning, building and public health regulations and expectations.

9.1.2 PRIORITY

Actions have been prioritised into high, medium, low and ongoing to be completed over the lifetime of the strategy. Priorities should be periodically reviewed and reassessed in line with available budgets, resources and funding opportunities. The timeframe for completing prioritised actions is:

- **High** – Action to occur over the next 1-3 years;
- **Medium** – Action to occur over the next 4-6 years;
- **Low** – Action to occur over the next 7-10 years; and
- **Ongoing** – Action to be undertaken on an ongoing basis.

9.2 IMPLEMENTATION PLAN

The Implementation Plan is presented under the four key themes of the Whitehorse Housing Strategy.

9.2.1 HOUSING LOCATION

No	Action	Council Department	Priority	Timing
1	<p>The areas identified for Limited Change to be zoned 'Neighbourhood Residential' in the Whitehorse Planning Scheme. Separate Schedules varying ResCode standards may be applied to different character area types. The following variations are proposed to be included in the Schedule to the Zone:</p> <ul style="list-style-type: none"> - Minimum subdivision area - Permit requirement for one dwelling on a lot - The number of dwellings on a lot - Maximum building height - Setbacks (front, rear, side) - Site coverage - Permeable surfaces - Landscaping - Walls on boundaries - Private open space - Front fence height - Application requirements - Decision guidelines. 	Planning & Building	High	1-3 years
2	<p>Investigate areas for further controls via the following overlays, where appropriate:</p> <ul style="list-style-type: none"> - Neighbourhood Character Overlay - Heritage Overlay - Significant Landscape Overlay 	Planning & Building	Medium	4-6 years
3	<p>The areas identified for Natural Change to be zoned 'General Residential' in the Whitehorse Planning Scheme. Separate Schedules may be applied to different character area types.</p> <p>The following variations are included in the Schedule to the Zone:</p> <ul style="list-style-type: none"> - Permit requirement for one dwelling on a lot - Maximum building height for dwelling or residential building - Site coverage - Permeability - Landscaping 	Planning & Building	High	1-3 years

No	Action	Council Department	Priority	Timing
	<ul style="list-style-type: none"> - Setbacks (Front, side and rear) - Walls on boundaries - Private open space - Front fence height - Application requirements - Decision guidelines 			
4	<p>Investigate the following measures:</p> <ul style="list-style-type: none"> - Investigate the options for internal modifications to existing dwellings to create additional or adaptable dwellings. - Promote good quality housing outcomes - i.e. continue the City of Whitehorse Built Environment Awards, prepare information to demonstrate good design outcomes, and work with universities and other associations to develop potential ideas and solutions. - Encourage new development applications to include landscape guidelines that show how the retention of existing vegetation where possible will be achieved, at the outset of the design process. 	Planning & Building	Ongoing	n/a
5	<p>The areas identified for Substantial Change are recommended to be zoned as Residential Growth in the Whitehorse Planning Scheme. Separate Schedules to the Zone may be applied to different parts of the Substantial Change Areas with varying provisions to achieve specific preferred character outcomes where it is considered necessary.</p> <p>In some instances, particularly in areas with adopted structure plans or urban design frameworks, it may be appropriate to review the residential zoning to ensure that future zoning is tailored to deliver the objectives sought by the relevant document.</p> <p>The following variations may be included in the Schedule to the Residential Growth Zone:</p> <ul style="list-style-type: none"> - Maximum building height requirement for a dwelling or residential building - Setbacks (front, side and rear) - Site coverage - Permeability - Landscaping - Walls on boundaries - Private open space - Front fence heights 	Planning & Building	High	1-3 years

No	Action	Council Department	Priority	Timing
	<ul style="list-style-type: none"> - Application requirements - Decision guidelines 			
6	Implement as appropriate in Substantial Change areas <ul style="list-style-type: none"> - Place making strategies - A monitoring and delivery program regarding the adequacy and performance / service levels of community and public infrastructure 	Planning & Building Community Development City Works	Medium	4-6 years

9.2.2 HOUSING DIVERSITY

No	Action	Council Department	Priority	Timing
<i>Diversify the variety of housing types in the City of Whitehorse</i>				
7	Update Clause 21.06 'Housing' in the Municipal Strategic Statement to ensure consistency with this Housing Strategy 2014.	Planning & Building	High	1-3 years
8	Update the local policy at Clause 22.03 'Residential Development' to ensure consistency with the policy objectives and directions for substantial, limited and natural change areas.	Planning & Building	High	1-3 years
9	Promote activity centres with high accessibility, offering a range of services and providing a high level of amenity to residents as key locations for housing diversity.	Planning & Building	Ongoing	n/a
10	Translate the three housing change areas into the new residential zones, introducing Schedules to reflect neighbourhood character and development objectives, in the following way: <ul style="list-style-type: none"> - 'Neighbourhood Residential Zone' to be applied to Limited Change Areas - 'General Residential Zone' to be applied to Natural Change Areas - 'Residential Growth Zone' to be applied to Substantial Change Areas. 	Planning & Building	High	1-3 years
11	Support the renovation and redevelopment of single houses in	Planning & Building	Ongoing	n/a

No	Action	Council Department	Priority	Timing
	Limited Change Areas as a means of providing accommodation for larger household types and choice for other households			
<i>Provide housing that meets the specialised requirements of particular residents</i>				
12	In negotiations with developers of student housing, advocate for better housing outcomes drawing on approaches used by other municipalities (i.e. City of Melbourne) and the objectives of the Student Accommodation Policy in Clause 22.14 of the Whitehorse Planning Scheme.	Community Development Planning & Building Environmental Health	Ongoing	n/a
13	Maintain relationships with Deakin University Burwood Campus and Box Hill Institute of TAFE regarding the housing needs of current and future students.	Planning & Building Community Development	Ongoing	n/a
14	In line with the Student Accommodation Policy encourage appropriate student housing close to the university campuses in a form that respects the existing or preferred character of the area.	Planning & Building	Ongoing	n/a
15	Continue to liaise with the community housing sector and service providers on an as needed basis to exchange information and research regarding the housing needs and trends of special needs groups.	Planning & Building Community Development	Ongoing	n/a
<i>Monitor housing development trends and engage with relevant stakeholders</i>				
16	Monitor development and housing and demographic trends every five years to understand housing supply and uptake. This should include the following: <ul style="list-style-type: none"> - Dwelling characteristics (ABS Census Data) - Tenure type – occupied private dwellings (ABS Census Data) - Dwelling structure by household composition and family composition (ABS Census Data) - Gross household income by household composition (ABS Census Data) - Median property price for houses, units and apartments (A Guide to Property Values) 	Planning & Building Community Development	Ongoing	n/a

No	Action	Council Department	Priority	Timing
	<ul style="list-style-type: none"> - Median weekly rental price by housing type (Rental Report, Department of Housing Victoria) - UDP Data (Department of Planning and Community Development) - .id Forecast (City of Whitehorse) 			
17	Implement a co-ordinated development data collection system in order to track development outcomes and trends.	Planning & Building	Medium	4-6 years
18	<p>Prepare a Housing Strategy Update / Implementation Report every five years and circulate to relevant Council departments. This report should include:</p> <ul style="list-style-type: none"> - Updated population and demographic profile and projections - Assessment of dwelling mix: dwelling type and tenure - Analysis of building and planning permit data: location and type of housing development - Site and locational characteristics of development applications and constructed dwellings. 	Planning & Building	Ongoing	n/a
19	Prepare a summary sheet of the key findings and directions in the Whitehorse Housing Strategy 2014 and circulate to Council Officers, local developers, industry representatives and the community.	Planning & Building	High	1-3 years

9.2.3 HOUSING AFFORDABILITY

No	Action	Council Department	Priority	Timing
<i>Increase the supply and distribution of affordable housing in the City of Whitehorse</i>				
20	Investigate stronger, effective statutory mechanisms to encourage more affordable housing provision, including reviewing the success of processes implemented by other local governments.	Planning & Building	Medium	4-6 years
21	Continue to identify opportunities for affordable housing in designated structure plans including specific	Planning & Building Community Development	Ongoing	n/a

No	Action	Council Department	Priority	Timing
	<p>location, localised need and design, and incentives for developers, including:</p> <ul style="list-style-type: none"> - Identifying specific housing needs and suitable locations for sub-categories of affordable housing such as student accommodation, key worker housing, aged care facilities, etc.; - Identifying suitable land/airspace for affordable housing, including Council land, State Government land and major development sites; - Identifying specific locations where developer concessions could be provided where affordable housing is included as part of the development (e.g. in locations adjacent to employment or transport); - Encourage a mix of low cost rental accommodation (through registered housing associations) as well as areas of greater diversity/density. - Liaise with State Government, Places Victoria, Metropolitan Planning Authority, housing associations/ providers and other relevant parties to highlight substantial change housing areas and Structure Plan opportunity sites as appropriate locations for future affordable housing projects. 			
22	Advocate to State Government to provide local government more control over local planning to encourage more affordable housing provision.	Planning & Building	Ongoing	n/a
23	Advocate to the Office of Housing for the continued renewal of public housing in the municipality, including strategies to reduce concentration except where support services are easily accessible, and incorporate public housing in other areas, particularly near activity centres.	Community Development	Ongoing	n/a
24	Meet with the community housing sector on an as needs basis and provide information regarding updated housing data and research, and seek their feedback. This information should feed into a regular review of the effectiveness	Community Development	Ongoing	n/a

No	Action	Council Department	Priority	Timing
	of the housing policy, and the affordable housing policy.			
25	Continue to implement the coordinated approach to Council's regulation of rooming houses between the Environmental Health, Planning and Building Departments and extend this approach to other specialised housing types where required.	Planning & Building Environmental Health	Ongoing	n/a
26	Advocate to State government for consistent regulations for the assessment of rooming houses, requiring all statutory and safety assessments to be assessed through the Building Regulations as opposed to the Department of Justice.	Planning & Building Environmental Health	Ongoing	n/a
27	Provide adequate resources to monitor and engage with rooming house owners and managers of other specialised housing types to ensure stock is registered, well maintained and complies with regulations.	Planning & Building Environmental Health	Ongoing	n/a
<i>Reduce housing stress in the City of Whitehorse</i>				
28	Monitor and evaluate the use and effectiveness of the Housing Affordability Policy, particularly in inclusion of affordable housing in new developments.	Planning & Building Community Development	Ongoing	n/a
29	Monitor housing stress for example, through community surveys. Surveys should include identifying access, adequacy and transport to employment, service costs. Review Council's role in this area as appropriate.	Community Development	Ongoing	n/a
30	Collate and analyse ABS and specialist housing data every 5 years to monitor the supply of specialist accommodation and changing trends.	Planning & Building Community Development	Ongoing	n/a
31	Initiate a Council Food Security program, including examining the extension of community gardens, including associated training and assistance.	Planning & Building Community Development Arts & Recreation Development Engineering & Environmental Services	Ongoing	n/a
32	Continue to advocate for improved	Planning & Building	Ongoing	n/a

No	Action	Council Department	Priority	Timing
	public transport across the City.	Engineering & Environmental Services		

9.2.4 HOUSING DESIGN

No	Action	Council Department	Priority	Timing
<i>Enhance the design quality and character of residential development</i>				
33	Amend the Municipal Strategic Statement to provide policy support for improving the design quality of residential development in the municipality.	Planning & Building	High	1-3 years
34	Implement the Neighbourhood Character Precinct Brochures with Preferred Character Statements and Design Guidelines to provide guidance and support for future residential development and assessments.	Planning & Building	Ongoing	n/a
35	Investigate two identified precincts for potential additional controls: <ul style="list-style-type: none"> – Precinct Garden Suburban 16 (GS16), which requires detailed survey and analysis to determine its suitability for further Neighbourhood Character controls; and – Precinct Bush Suburban 9 (BS9), which includes several areas that may be suitable for further Significant Landscape Overlay controls. 	Planning & Building	Medium	4-6 years
36	Provide targeted training to staff and Councillors to enhance skills in, and awareness of, design principles and practice.	Planning & Building	Ongoing	n/a
37	Prepare and adopt design guidelines for identified opportunity sites to ensure their redevelopment positively contributes to their surrounding context, provides high quality and innovative building design and facilitates high levels of residential amenity for new and adjoining residents.	Planning & Building	Ongoing	n/a
38	Engage Council's Urban Designers to provide advice on developments in substantial change areas.	Planning & Building	Ongoing	n/a
39	Promote these actions through a community awareness program.	Planning & Building	Ongoing	n/a
<i>Build resilience in the City's housing stock to the impacts of climate change</i>				

No	Action	Council Department	Priority	Timing
40	Work with the State Government to plan for the potential impacts of climate change within the City of Whitehorse.	Planning & Building Engineering & Environmental Services	Ongoing	n/a
41	Continue to include Water Sensitive Urban Design in the pre-application and planning permit assessment stages of the planning process for housing developments.	Planning & Building	Ongoing	n/a
<i>Improve the environmental performance of new and existing housing</i>				
42	Investigate programs and initiatives to broker the retrofitting of older less efficient housing to reduce energy and water consumption and improve thermal performance.	Planning & Building Engineering & Environmental Services Capital Works	Low	7-10 years
43	Continue to advocate to the State Government and the Australian Building Code Board to strengthen environmental performance requirements for all new developments.	Planning & Building	Ongoing	n/a
44	Develop a program of initiatives to educate and inform the community about ESD initiatives that they may incorporate into new and existing dwellings.	Planning & Building Engineering & Environmental Services City Works	Low	7-10 years
<i>Protect environmentally sensitive areas from inappropriate development.</i>				
45	Provide information to local residents and local development industry representatives regarding the content and requirements of the municipality regarding environmental and landscape overlays.	Planning & Building	Medium	4-6 years
46	Prepare educational material regarding native vegetation protection for property owners and developers.	Planning & Building	Medium	4-6 years
<i>Encourage the provision of well designed, adaptable and accessible housing</i>				
47	Promote the use of the <i>Liveable Housing Design Guidelines</i> to new home owners and developers (noting that other regulations, such as the building regulations, must also be complied with).	Planning & Building	Ongoing	n/a
48	Encourage and promote examples of housing design that enable future	Planning & Building	Ongoing	n/a

No	Action	Council Department	Priority	Timing
	adaptation or modify existing dwellings to meet changing needs with minimal current and future expense.			
49	Promote, through the Built Environment Awards and the Building Environment Education Program, examples of well designed housing.	Planning & Building	Ongoing	n/a



APPENDICES

APPENDIX A – COUNCIL RESOLUTIONS

Whitehorse City Council – Extract of Key Council Resolutions 2011

DATE	RESOLUTION
21 Feb 2011	<i>That Council:</i>
Ordinary Council Meeting	1. Request the Planning Minister to grant an amendment to the planning scheme to invoke a planning overlay which limits new subdivisions and developments within the City of Whitehorse to a minimum of 320 Square metres per residence, with the exclusion of areas classified as 'substantial change' areas.
Item 6.1	2. Further that all other non compliant developments or applications to be assessed by Councillors by exception.
11 Apr 2011	Rescode Area Guidelines for Vegetation
Special Committee	A. That Council seek to amend the Residential Development Policy (Clause 22.03) of the Planning Scheme as follows: <ul style="list-style-type: none"> ▪ The Design Objectives and Design Responses section of Clause 22.03-5.1 Garden Suburban Area amended to include reference to a desire for a lower site coverage and lower hard surface area and a higher permeability level. ▪ The Design Objectives and Design Responses section of Clause 22.03-5.2 Bush Suburban Area amended to include reference to a desire for a lower site coverage and lower hard surface area and a higher permeability level.
18 Apr 2011 Ordinary Council Meeting	
Item 7.1	B. That Council Officers discuss with DPCD the feasibility of seeking the inclusion within the Residential Development Policy of specific percentage figures relating to site coverage, permeability and hard surface area.
8 Aug 2011	ResCode Guidelines
Special Committee	<i>That Council:</i>
15 Aug 2011 Ordinary Council Meeting	1 Write to the Minister for Planning requesting that the current structure and operation of ResCode be reviewed to allow for greater flexibility in seeking variations to the standards and to allow for different standards to be applied to different areas within a Residential Zone. In the event of this change, that Council seeks the ability to introduce into the Whitehorse Planning Scheme and, more specifically ResCode, the following: <ul style="list-style-type: none"> ▪ For Bush Suburban Areas under Clause 22.03 of the Whitehorse Planning Scheme, a maximum building site coverage of 40% and a minimum permeability level of 40%. ▪ For Garden Suburban Areas under Clause 22.03 of the Whitehorse Planning Scheme, a maximum building site coverage of 50% and a minimum permeability level of 30%.
Item 10.2.3	2 Write to the Minister for Planning requesting that Interim controls be included within the Whitehorse Planning Scheme addressing the above, along with Council's previous motion relating to a minimum of 320 square metres per residence for new subdivisions and developments, with the exclusion of areas classified as substantial change areas.
	3 Write to the Premier of Victoria and all members of parliament within the City of Whitehorse advising of this motion and calling for their support
12 Sept 2011	Increased Provision of Private Open Space
Special	▪ That Council investigate the options for an increased provision of private open space per dwelling for all new residential developments.

- Committee
- 19 Sept
2011
Ordinary
Council
Meeting
- Item 7.1
- *The scope of this work is to be carried out under the current Planning Scheme amendment work associated with the previous Council motions relating to density controls and development standards for the Garden Suburban and Bush Suburban areas. The work will establish what levels of private open space are desirable for residential developments in the Bush Suburban and Garden Suburban Areas under Clause 22.03 of the Whitehorse Planning Scheme.*
 - *That Council then write to the Minister for Planning requesting that the current structure and operation of ResCode be reviewed to allow for greater flexibility in seeking variations to the standards and to allow for different standards to be applied to different areas within a Residential Zone. In the event of this change, that Council seeks the ability to introduce into the Whitehorse Planning Scheme and, more specifically ResCode, variations to the standards relating to Private Open Space (Standards A17 and B28) for the Bush Suburban and Garden Suburban Areas under Clause 22.03 of the Whitehorse Planning Scheme.*
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APPENDIX B – POLICY CONTEXT

9.2.5 STRATEGIC CONTEXT

Federal, State and local policies establish a framework and identify a number of issues to be addressed and carried forward by the Housing Strategy. Commonwealth and State housing policies generally focus on the provision and maintenance of social housing, housing support measures for low income households and guidelines for home buyers and builders. The table below provides a summary of the key policy documents that guide decision making.

CONTEXT	POLICY	SUMMARY
Federal	State of Supply 2012	<p>It is necessary for Councils to understand the existing property market and housing supply to ensure that future housing growth and change is responsive to the needs of a municipality.</p> <p>The <i>State of Supply</i> report monitors housing demand, supply and affordability in Australia, and highlights current and potential supply and demand gaps. Demand for housing over the next 20 years is expected to increase to over 28 million, with Melbourne identified as one of the cities to experience the greatest pressure. The underlying demand for medium and higher density dwellings are expected to increase, while demand for detached dwellings is projected to increase proportionately slower.</p> <p>Housing requirements are estimated for state-wide, metropolitan Melbourne and local government areas drawn from a range of data sources. <i>Victoria in Future</i> (VIF) outlines the State Government's official population and housing projections. VIF provides information at state-wide, regional, metropolitan and local government levels. The projections for individual local government areas cover the period from 2011 until 2031. The population of Victoria was 5.6 million in June 2011, and is expected to increase to 8.7 million by 2051. This increase is assumed to be largely driven by overseas migrants, the majority of which is expected to be concentrated into metropolitan Melbourne.</p> <p>The <i>Victorian Integrated Housing Strategy</i> emphasises the need to provide 600,000 new dwellings in Melbourne by 2030. Part of this demand is attributed to population growth, which is exacerbated by declining household sizes due to an ageing population and more people living alone. This trend suggests an increase in the need for smaller dwellings, but the report notes that the current market trend is for larger homes. It reports that the average floor area of new detached homes has increased by 13 percent in Australia over the past decade. It was found that private renting is becoming a more permanent long-term housing choice for many people, despite the dominant preference remaining at home ownership. In the past, private renting only served as a transitional housing option between moving out of the childhood home into independent home ownership. According to .id consulting 2013, the City of Whitehorse is estimated to experience a household increase of 12,997 by 2036.</p>
	Our Cities, Our Future	<p>Our Cities, Our Future establishes housing goals to facilitate the supply of appropriate mixed income housing, support affordable living choices, improve accessibility, reduce dependence on private vehicles and to support community wellbeing.</p>

National Affordable Housing Agreement	<p>This agreement defines the objectives, outcomes, outputs and performance indicators that will guide the Federal, State and Territories in the delivery of services across the housing and homelessness services sector.</p> <p>The aspirational objective is that all Australians have access to affordable, safe and sustainable housing that contributes to social and economic participation.</p> <p>The defined role of local governments in this agreement are for</p> <ul style="list-style-type: none"> – Building approval processes, – Local urban planning and development approval processes, and – Rates and charges that influence housing affordability. <p>Relevant agreed and shared policy actions are to:</p> <ul style="list-style-type: none"> – Improve integration between the homelessness service system and mainstream services – Creating mixed communities that promote social and economic opportunities by reducing concentrations of disadvantage that exist in some social housing estates – Planning reform for greater efficiency in the supply of housing – Increasing capacity to match new housing supply with underlying demand, including as a result of work undertaken by the National Housing Supply Council
State	<p>Plan Melbourne (Draft)</p> <p>The State Government Draft Plan Melbourne strategy has the vision that Melbourne will be a global city of opportunity and choice. One of the Outcomes and Objectives – Liveable Communities and Neighbourhoods has Directions to:</p> <ul style="list-style-type: none"> • Protect Melbourne and its suburbs from inappropriate development. • Respect our heritage as we build for the future. <p>Initiatives under these Directions include:</p> <ul style="list-style-type: none"> • Protect our unique neighbourhoods from residential intensification: <ul style="list-style-type: none"> – Deliver the Neighbourhood Residential Zone across at least 50% of Melbourne’s residential zoned land. – Ensure municipal housing strategies address the need to protect neighbourhoods. • Protect Melbourne’s neighbourhood centres, including provisions for mandatory controls: <ul style="list-style-type: none"> – Implement planning tools to support local government to introduce mandatory building height and local character controls in Neighbourhood Centres.
Victorian Integrated Housing Strategy	<p>The Victorian Integrated Housing Strategy is a reference document in the Whitehorse Planning Scheme. It outlines priorities to provide more affordable, accessible and sustainable housing across Victoria. The priorities are to guide the government in decision making on future programs and investments in housing. The strategy includes initiatives to speed up larger scale housing developments, to encourage more housing in underutilised urban land and to ensure that high growth areas plan for future aged care facilities. It also includes recommendations and actions to be implemented by the Building Commission addressing the need to promote greater diversity in housing types, improve building standards to encourage affordable design, improve accessibility and promote green housing. The State Government has subsequently released other policy documents, such as the Victorian Homelessness Action Plan 2011 – 2015 which form the</p>

		direction for the current government with regard to social and public housing
	Reformed Zones for Victoria (Victoria Planning Provisions)	<p>In 2013 the State Government introduced into the Victoria Planning Provision (VPP) three new residential zones to replace the existing Residential 1, 2 and 3 zones, and modified the Mixed Use zone and the Low Density Residential zone. The VPPs contain the suite of standardised zones and policies that Councils are to select from in seeking to achieve their strategic objectives. The VPPs also contain ResCode – standard guidelines for residential development within Victoria. Councils are required to implement the new zones by the end of June 2014.</p> <p>The introduction and application of the new residential zones provides a timely opportunity for Council to consider which areas of the City have the greatest capacity to accommodate housing growth and a greater diversity of dwelling types, and identify those locations with particular neighbourhood character, heritage and environmental values or poor amenity where future growth should be limited. The zones also enable some variation to the standard ResCode provisions.</p>
	State Planning Policy Framework	<p>The State Planning Policy Framework strongly advocates for the delivery of a range of housing types to meet changing demand, particularly in middle and outer suburbs. It emphasises the need to locate new housing in proximity of services, infrastructure and transport, to deliver more affordable housing and to ensure the timely provision of special housing types (e.g. residential aged care, crisis accommodation and community care units).</p> <p>Clause 11 forms a part of all planning schemes in Victoria and specifically encourages:</p> <ul style="list-style-type: none"> – The build up of activity centres as a focus for high-quality development, activity and living for the whole community by developing a network of activity centres. – Support for the role and function of the centre given its classification, the policies for housing intensification, and development of the public transport network. – Higher density developments on sites that are well located in relation to activity centres and public transport. – Housing stock that matches changing demand by widening housing choice, particularly in the middle and outer suburbs. – Support for a wide range of income groups to choose housing in well-serviced locations. – The identification of strategic redevelopment sites for large residential development. – Planning for growth areas to ensure a mix of housing types and higher housing densities around activity centres. – A sufficient supply of land to meet forecast demand. – An adequate supply of redevelopment opportunities within the established urban area. – Appropriately designed development that responds to its landscape, valued built form and cultural context.
Local Policy	Whitehorse Neighbourhood Character Study 2003	<p>The 2003 study identifies and assesses the municipality’s urban and landscape qualities that contribute to its existing and preferred neighbourhood character. The study established guidelines and statements to guide the future development of the existing residential areas.</p> <p>The study divides the City into 25 neighbourhood areas, with three character types:</p> <ul style="list-style-type: none"> – Bush environment

	<ul style="list-style-type: none"> – Bush suburban – Garden suburban
Whitehorse Housing Study 2003	<p>This study outlines the issues & opportunities related to providing housing to meet the needs of the population. Objectives of the study were to:</p> <ul style="list-style-type: none"> – To understand existing housing stock, population trends, opportunities and constraints on future development – To maintain a sustainable population – To facilitate diversity of housing to meet people’s needs – To positively influence the form, location, amenity and type of new residential development – To examine tools to manage future change – To maximise and improve development potential around activity centres and transport nodes – To prompt community discussion about housing issue <p>The study concluded that an appropriate strategy to provide for future development was to identify areas subject to minimal, incremental and substantial change. These areas were adopted by Council and incorporated into Clause 22.03 of the <i>Whitehorse Planning Scheme</i>.</p>
Whitehorse Residential Development Policy (Clause 22.03 <i>Whitehorse Planning Scheme implements these policies specifically by identifying three levels of change</i>)	<p>Clause 22.03 <i>Whitehorse Planning Scheme implements these policies specifically by identifying three levels of change</i></p> <p><u>Areas of Substantial Change</u> To facilitate higher density housing in areas of substantial change, adjacent to Activity Centres and on key redevelopment sites as appropriate.</p> <p><u>Areas of Natural Change</u> Areas of Natural Change apply to the majority of the municipality and are areas that will undergo a modest level of change to accommodate future increases in dwelling stock, which seek to achieve the Desired Future Character of the area.</p> <p><u>Areas of Minimal Change</u> Areas of Minimal Change are areas that have been identified for their unique environmental or streetscape qualities. Such areas include current or proposed Significant Landscape Overlay areas including Blackburn Area 1, Blackburn Area 2, Walker Estate, Yarran Dheran, Vermont, Somers Trail and Menin Road, and Neighbourhood Character Overlay and Significant Landscape Overlay areas such as Blackburn Early Settlement. These areas are all identified for their special vegetation and landscape qualities.</p> <p>The local policy also provides direction regarding development that meets the 2003 Whitehorse Neighbourhood Character Study objectives and design outcomes.</p>
Tree Conservation Policy (Clause 22.04 <i>Whitehorse Planning Scheme</i>)	<p>This policy highlights the importance of tree conservation in the City of Whitehorse, with the following objectives:</p> <ul style="list-style-type: none"> – To assist in the management of the City’s tree canopy by ensuring that new development minimises the loss of significant trees. – To ensure that new development does not detract from the natural environment and ecological systems. – To identify techniques to assist in the successful co-existence of trees and new buildings or works. – To promote the regeneration of tall trees through the provision of adequate open space and landscaping areas in

	new development.
<p>Heritage Buildings and Precincts (Clause 22.01 <i>Whitehorse Planning Scheme</i>)</p>	<p>This policy recognises the importance of protecting, conserving and enhancing the City's buildings, areas, structures and natural features that are of heritage significance. It provides statements of significance for identified heritage precincts, and includes the following objectives:</p> <ul style="list-style-type: none"> – To preserve and maintain a range of buildings, features and precincts of historical and cultural significance in order to provide a snapshot of the City's origins and how it has developed over time. – To retain the architectural diversity of buildings within the municipality with a focus on conserving and enhancing the integrity, cohesiveness and aesthetic value of individual heritage buildings and precincts. – To ensure that new land use, development, buildings and works in and around properties and precincts subject to a Heritage Overlay are sympathetic to their significance, character, scale, design, setbacks, form and colour scheme. – To ensure that all possible avenues are pursued to ensure the conservation of heritage sites and that demolition is allowed only where there are extenuating circumstances. – To encourage conservation and other works including maintenance, restoration, reconstruction and adaptation that assist in the restoration of original features and colour schemes of heritage buildings and precincts to enhance their character and contribution to neighbourhood character and the overall streetscape.
<p>Student Accommodation Policy</p>	<p>The City of Whitehorse is home to two major tertiary education facilities: Box Hill Institute of TAFE on Elgar and Whitehorse Roads, Box Hill, and Deakin University on Burwood Highway, Burwood. These institutions have created education precincts with thriving 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. The demand for purpose built student accommodation is anticipated to continue into the future.</p> <p>The impact of purpose built student accommodation on the character and amenity of residential areas has raised concerns. Aspects of the scheme that relate to neighbourhood character and infrastructure, site layout and building massing, and off-site amenity impacts, remain relevant to proposals for student accommodation within the residential areas of Whitehorse. Other aspects are less relevant to student accommodation because of the specific needs of students. These include car parking, private open space and storage requirements. This policy provides guidance in relation to these and other matters.</p> <p>The needs of students are a particular focus of this policy. Students have different needs to many other residents. There are also additional matters that need to be taken into consideration in the design of student accommodation that are not relevant to other types of dwellings. Much purpose built student accommodation is occupied by international students. Domestic students are more likely to occupy informal types of student accommodation such as shared housing.</p> <p>It is policy that the preferred location for new student accommodation is:</p> <ul style="list-style-type: none"> – Within a Principal, Major or Specialised Activity Centre.

		<ul style="list-style-type: none"> – On sites that are within 500 metres of a tertiary education institution. – On sites abutting the Principal Public Transport Network.
Local Precinct Specific Policies	Blackburn Lake Surrounds Study	The purpose of this study was to identify areas surrounding the existing Blackburn Lake SLO and identify the special vegetation and landscape qualities of the area.
	Box Hill Transit City Activity Centre Structure Plan (2007)	<p>This plan provides the vision and framework to guide the future development of Box Hill through recommending strategies, actions and development guidelines. The vision for this centre is identified as follows:</p> <p><i>Box Hill will be sustainable, safe and accessible to all. It will be a distinctive, vibrant, diverse, inclusive, participatory, caring and healthy community where you live, work and enjoy – day and night.</i></p>
	Burwood Heights Activity Centre Structure Plan (2006)	<p>The plan integrates and provides guidance for the future development of key sites in the area, such as the old brickworks site, the RSPCA's site and the Burwood Heights Shopping Centre. The plan establishes a vision and strategic principles with recommendations to manage future change and development over time. The vision is as follows:</p> <p><i>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.</i></p> <p><i>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.</i></p> <p><i>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.</i></p>
	Burwood Village Neighbourhood Activity Centre (2008)	This plan was prepared in response to changing trends and demands in the area by ensuring that land use and redevelopment was appropriate, responding to the community needs, enhancing the community focussed role, and providing the principles and guidelines to improve the appearance and amenity of the centre.
	Nunawading Megamile MAC & Mitcham NAC Structure Plan (2008)	<p>The purpose of this plan is to guide future development of the Nunawading / Megamile and Mitcham activity centres for future planning and enhancement. The plan identified the preferred role and vision, developed a planning framework and outlined recommendations to guide its implementation.</p> <p>The vision identified for these centres was:</p> <p><i>To create a unique, well defined, and sustainable urban village for Nunawading and Mitcham linked by a series of high quality boulevards and public transport corridors, providing a range of local and regional commercial, retail and community focused activity. Enhance the regions bulky goods retail presence, its civic role and promote a sense of place in addition to providing for the economic, cultural and social wellbeing of its residents.</i></p>
MegaMile (west) and Blackburn Activity Centres Urban Design Framework (2010)	<p>The purpose of the UDF is to guide the future growth of the study area for the next 15 years in a sustainable manner that reflects the community's needs, values and aspirations. Two separate visions were identified for the areas as follows:</p> <p><i>The MegaMile [West] Major Activity Centre (MAC) will strengthen its regional role as a bulky goods retailing destination with consolidation of bulky goods retailing along Whitehorse Road, linking with the MegaMile [East]. Small offices, generally at upper levels, will locate along</i></p>	

		<p><i>Whitehorse Road as a secondary activity focus.</i></p> <p><i>The consistent streetscape and design themes developed for MegaMile [East] will be extended and applied to MegaMile [West]. Access and movement within the centre will recognise the nature of bulky goods retailing with its reliance in part on private vehicle access. Improvements to the pedestrian environment and consolidation of car parking areas will increase pedestrian activity throughout the MegaMile and encourage more sustainable transport options.</i></p> <p><i>The Blackburn Neighbourhood Activity Centre (NAC) will strengthen its role as an urban village focused around the Blackburn Railway Station as a high quality transport hub.</i></p> <p><i>The Blackburn Station Shopping Centre will remain as the heart of the area, with its strong sense of place and identity as a local shopping village and community meeting place.</i></p> <p><i>This will be complemented by a mix of retail, office, community and higher density residential uses adding to its vibrancy and activity.</i></p> <p><i>Improvements to connections between the north and south sides of the railway line and northern parts of Whitehorse Road, and surrounding residential areas will promote walking and cycling to and within the Activity Centre.</i></p>
	Mitcham Station Precinct Built Form & Public Realm Guidelines (2012)	The guidelines identify ways to improve the Mitcham Station Precinct following completion of the road/rail separation project, including new public spaces, better pedestrian and cycling movement, and the opportunity to revitalise the area through new development and landscaping. The guidelines were developed to complement and work with the <i>Nunawading Megamile MAC & Mitcham NAC Structure Plan</i> .
	Tally Ho Urban Design Framework (2007)	The UDF explores ways to improve the Tally Ho area for residents, businesses and visitors, and to provide future direction for development. This includes broad development principles for the area, and specific design guidelines for major sites that are ready for redevelopment.
Other	Grattan Institute: The Housing We'd Choose	This research report explores the relationship between the housing we say we want and the housing we have, testing the hypothesis that housing demand and stock do not align.
Planning Zones (refer to Figure 2)	Zones within the Whitehorse Planning Scheme that support or require a permit for residential developments	Residential 1 Zone Mixed Use Zone Special Use Zone Activity Centre Zone Commercial 1 Zone Commercial 2 Zone ³
Planning Overlays (refer to Figure 3)	Overlays that have an impact on residential development	Heritage Overlay Design and Development Overlay Special Building Overlay Environmental Significant Overlay Neighbourhood Character Overlay Significant Landscape Overlay Vegetation Protection Overlay

³ This strategy focuses on the residential land

APPENDIX C – METHODOLOGY FOR IDENTIFYING HOUSING CHANGE AREAS

A four-step process was used to establish the proposed boundaries for change within the residential areas.

1. The known physical and strategic opportunities and constraints, which have implications for the provision of housing within the City of Whitehorse, were identified. These include
 - Locations where residential development is partially constrained by environmental or physical conditions, as identified in the planning scheme or Council mapping data.
 - Previously identified strategic opportunity sites, which were assessed for existing currency, and all residential zoned land inside structure plan boundaries.
 - Areas located within walkable catchments from key activity centres and public transport services.
2. This information was then filtered into residentially zoned land (including Priority Development and Mixed Use Zoned land), as the Housing Strategy then provides direction regarding the appropriate form of development within residential areas. The distribution was generally as follows:
 - In general, areas with valued environmental, built or physical attributes were classified as 'limited change' areas.
 - Strategic opportunity sites and residential land within structure plans were often considered as opportunities for more intensive development. However, any existing development plans, structure plans and urban design frameworks were reviewed and the directions contained within these plans, in terms of the scale of change, were noted and translated into the proposed 'categories of change'.
 - Locations within walkable catchments from key activity centres and public transport services are generally considered to have greater potential to support increased residential development, and have been classified as either 'Substantial Change Areas' or 'Natural Change Areas'.
 - The balance of the residential area was considered suited for typical residential growth and development, and classified as 'Natural Change Areas'.
3. A review of the proposed category of change boundaries and the neighbourhood character precinct boundaries was then undertaken, to ensure that, as far as possible, common boundaries exist.
4. Finally, a test was undertaken to determine the likely opportunities for additional housing that these categories of change created, to ensure that sufficient supply was available to meet future demand.

Although the Review does not include design and development direction for non residential land (with the exception of the Neighbourhood Activity Centres,

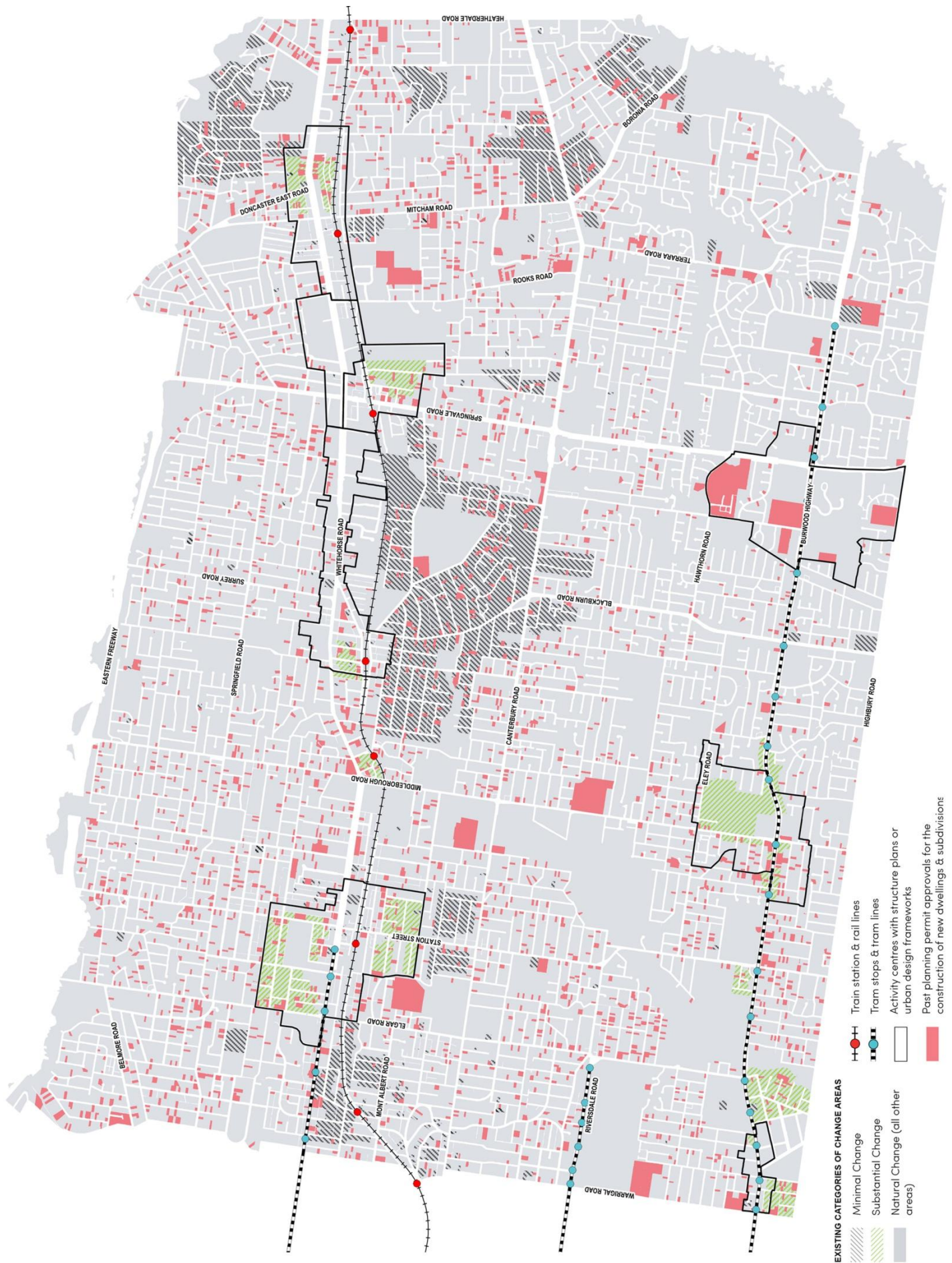
through the NAC Guidelines), the opportunities for development within commercial and other land (for instance, within the activity centres that have been subject to more detailed Structure Planning or Urban Design Framework planning), were considered in analysing the opportunities required within the residential areas.

WHITEHORSE RESIDENTIAL ZONES REVISED CRITERIA

DRAFT CHANGE AREA (EXHIBITED)	DRAFT CRITERIA	REVISED CHANGE AREA	REVISED CRITERIA	PROPOSED ZONE
Limited Change	<ul style="list-style-type: none"> – Locations in Heritage Overlay precincts – Locations in Significant Landscape Overlays – Large precincts in Vegetation Protection Overlay 	Limited Change with Overlays	<ul style="list-style-type: none"> – Locations in Heritage Overlay precincts – Land in Significant Landscape Overlays – Large precincts in Vegetation Protection Overlay 	NRZ
Natural Change	<ul style="list-style-type: none"> – Locations in the residential hinterland not within public transport and activity centre catchment areas 	Limited Change (without Overlays)	<ul style="list-style-type: none"> – Land in the residential hinterland not within public transport and major activity centre catchment areas – Land within areas that comprise a significant proportion of Heritage Overlay sites. – Land with potential development constraints – Bush Suburban Character Areas (other than below) 	NRZ
Natural Change with Access	<ul style="list-style-type: none"> – Land within 400m walking distance of tram stops – Land within 800m walking distance of train stations within heritage environ & bush suburban character areas 	Natural Change	<ul style="list-style-type: none"> – Land within 400m walking distance of non-premium train stations within Bush Suburban character areas – Land within 800m walking distance of premium train stations within Bush Suburban character areas – All other residential land not within Limited Change areas 	GRZ

Substantial Change	<ul style="list-style-type: none">– Land within activity centres and identified for higher densities– Land within 400m walking distance of commercial zones in activity centres– Land within 800m walking distance of train stations– Land abutting tram routes	Substantial Change	<ul style="list-style-type: none">– Land abutting tram routes on main roads– Land within 400m walking distance of commercial zones in activity centres where no other restrictions apply– Land within 400m walking distance of train stations where no other restrictions apply– Land within activity centres with an adopted Structure Plan or Urban Design Framework and identified for higher densities
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APPENDIX D – RESIDENTIAL PLANNING PERMIT APPROVALS (2000-2012)



APPENDIX E – WHITEHORSE RECENT HOUSING DEVELOPMENT (HOUSING DEVELOPMENT DATA 2004-2011)

Whitehorse Recent Housing Development by Project Scale (2004-2011 Housing Development Data)

