



DISCUSSION PAPER AND STRATEGIC JUSTIFICATION

PLANINNG SCHEME AMENDMENT C231whse

34-40, 37-43 and 42-50 Moore Road, Vermont

March 2021

Table of Contents

1	Introduction	3
2	The Amendment Area	4
2.1	34-40 Moore Road, Vermont	4
2.2	37-43 Moore Road, Vermont	4
2.3	42-50 Moore Road, Vermont	5
2.4	The Surrounding Area	5
3	Background and History	7
4	Strategic Planning Discussion	12
4.1	Planning Policy Framework	12
4.2	Local Planning Policy Framework	12
4.3	Zoning	16
4.4	Overlays	16
4.5	Summary and Assessment	17
5	Strategic Justification against Planning Practice Notes	18
5.1	Planning Practice Note 90	18
5.2	Planning Practice Note 91	19
5.3	Summary	20
6	Conclusion	21

Appendices

A	Photos of the amendment land and surrounds
B	Mirrabooka Heritage Citation
C	Collection of background information and correspondence
D	Whitehorse Housing Strategy 2014
E	Whitehorse Neighbourhood Character Study 2014
F	Extract from Council Meeting Minutes 25 May 2020
G	Letter to the Minister for Planning from the Mayor, dated 5 June 2020
H	Letter from the Minister for Planning dated 6 September 2020
I	Bush Suburban Precinct 9 Guidelines

1 Introduction

Amendment C231 to the Whitehorse Planning Scheme proposes to rezone three lots from General Residential Zone (GRZ) to Neighbourhood Residential Zone (NRZ).

The land to which the amendment applies is known as:

- 34-40 Moore Road, Vermont;
- 37-43 Moore Road, Vermont;
- 42-50 Moore Road, Vermont.

The above three lots are identified on the map below.



Figure 1: Land to which the amendment applies.

It is also proposed to apply Schedule 3 to the NRZ which relates to 'Traditional Bush Suburban Areas'.

The amendment is required to rectify a zoning irregularity and ensure that future development of the above properties aligns with the surrounding residential area.

The amendment also makes slight adjustments to the Housing Framework Plan at Clause 21.06 and MAP 1: Neighbourhood Character Precincts at Clause 22.03 to ensure that the entire amendment area is within a housing change category and a neighbourhood character precinct.

2 The Amendment Area and Surrounding Context

The three lots to which this amendment applies are located at the southern end of Moore Road in proximity to the suburb boundary between Vermont and Vermont South.

Moore Road extends in a generally north-south direction from Boronia Road at the northern end to its southern termination point, adjacent to 42-50 Moore Road. Moore Road changes from a sealed road to an unsealed gravel surface adjacent to the south boundary of 24 Moore Road, and the road terminates adjacent to the frontage at 42-50 Moore Road.



Figure 2: Aerial image of amendment area and surrounding context

The three lots are each described below. Refer to Appendix A for photos of the amendment area and surrounding land.

2.1 34-40 Moore Road, Vermont

34-40 Moore Road, Vermont is located on the west side of Moore Road and has an area of approximately 8,905 square metres.

This property contains a single storey dwelling that is situated in the rear (west) part of the site. The dwelling was constructed in 1958 to a design by architectural firm, Grounds, Romberg and Boyd. It has heritage significance and is considered to be of “outstanding historical and aesthetic significance” (*City of Whitehorse Heritage Review: Building Citations, Allom Lovell & Associates*). The heritage control is discussed further at section 4.3 below, and the heritage citation is included in Appendix B.

Vehicle access is obtained via a crossover in the southern part of the frontage to Moore Road and a driveway that extends along the southern boundary.

The site contains clusters of canopy vegetation along the frontage to Moore Road, adjacent to the north boundary and surrounding the dwelling. The remaining area of the site is open grassland.

The site was previously owned by VicRoads and was sold in 2017 with settlement occurring in June of the same year.

2.2 37-43 Moore Road, Vermont

37-43 Moore Road, Vermont is located on the east side of Moore Road, with an area of approximately 9,303 square metres.

This lot contains a single storey dwelling located in the central region of the site. Vehicle access is provided via a crossover in the central part of the frontage to Moore Road.

The lot contains substantial vegetation cover, including numerous canopy trees along the perimeter of the site, within the front setback of the dwelling and rear garden.

This property was formerly owned by VicRoads and was placed on the market in the first half of 2020. The property was subsequently sold to a private owner and settled in July 2020.

2.3 42-50 Moore Road, Vermont

42-50 Moore Road is located on the west side of Moore Road and has an area of approximately 8,860 square metres.

The site contains a single dwelling situated in the rear (west) part of the site. Vehicle access is obtained via a driveway that abuts the south boundary of the site. The site also contains sections of timber fencing and was used for horse agistment.

The site contains clusters of canopy vegetation adjacent to the north boundary and surrounding the dwelling.

This property was formerly owned by VicRoads and was placed on the market in the first half of 2020. The property was subsequently sold to a private owner and settled in July 2020.

2.4 The Surrounding Area

The area is characterised by a bushy landscape where canopy trees and established gardens often dominate the landscape and obscure views to dwellings and other buildings. Dwellings are generally detached or semi-detached, and heights vary, but include double storey and split level designs.

Moore Road presents an informal streetscape character where the canopy vegetation within the road reserve and front gardens of residential properties dominates, partly due to a general absence of front fencing. The nearby Dandenong Creek corridor adds to the bush suburban context of the area and is a significant public open space asset for this locality.

The undulating topography of the area (refer Figure 3) is a defining characteristic of this locality with particular areas benefitting from expansive views over the surrounding area. In the vicinity of the amendment area, the land generally falls away from a high point just north of Vermont Secondary College down towards Dandenong Creek. Land to the north of the amendment area is affected by a steeper slope, with a particularly sharp fall away from Moore Road to the east.

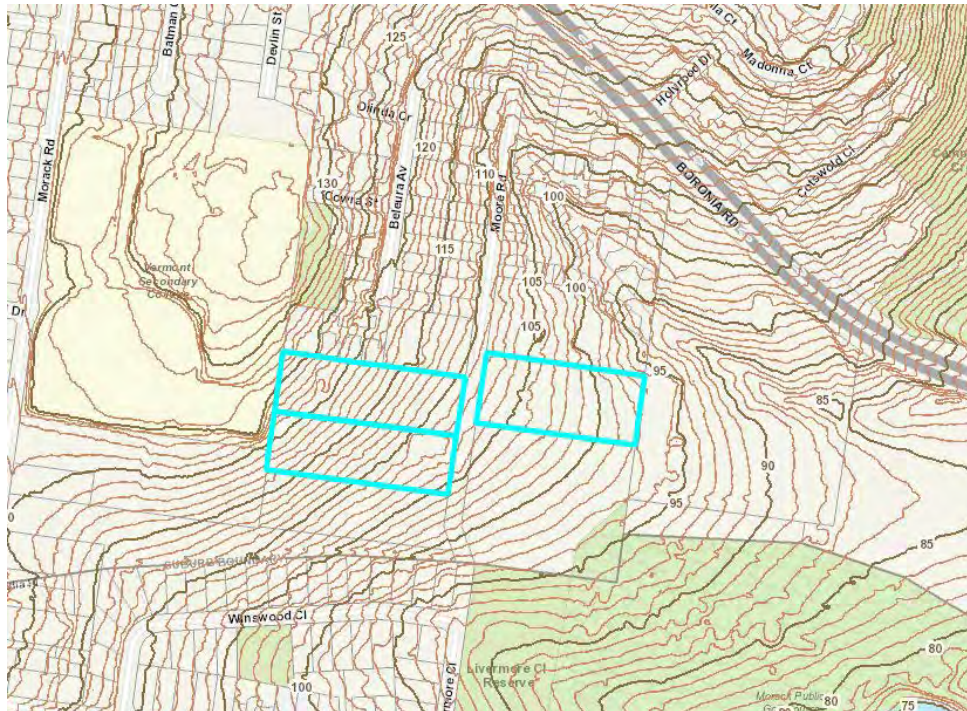


Figure 3: Topography of the amendment area and surrounding land.

The amendment area is somewhat removed from activity centres, with the nearest activity centre being the Vermont Village Shopping Centre located at the corner of Canterbury Road and Boronia Road, approximately 1.25 kilometres walking distance to the northwest. Vermont Secondary College is located to the west and adjoins the rear (west) boundary of 34-40 and 42-50 Moore Road, Vermont. To the south of the amendment area, between the three properties and Morack Golf Course and properties fronting Winswood Close, are large parcels of land that will become part of the future linear public open space corridor, as discussed in further detail at Section 3 of this report.

3 Background and History

The Amendment C231 land is within a linear corridor that was known as the Healesville Freeway Reservation (HFR). The HFR originally encompassed land from near Riversdale Road / Station Street in Box Hill to Healesville, affecting numerous local government areas. The section of this corridor that is within the City of Whitehorse was first included in the Box Hill and Nunawading (now Whitehorse) Planning Schemes in 1969.

During the 1980s, the west part of the HFR between Riversdale Road / Station Street to Springvale Road was removed from the HFR corridor and was subsequently developed for a variety of uses.

In 2009, VicRoads identified the HFR land between Springvale Road and Boronia Road as surplus to the road network requirements. It is noted that the Public Acquisition Overlay (PAO) that was in place to facilitate development of the HFR remained for some time, and was not removed until 2019 (as detailed further below).

The following provides a brief timeline of events relevant to the Amendment C231 land following the 2009 statement by VicRoads.

A collection of background relevant to the below timeline is provided at Appendix C.

2012

In 2012, under the former Liberal State Government, VicRoads commenced a structure planning process known as the Healesville Freeway Reserve Renewal Project. This process assumed substantial housing provision in parts of the HFR.

2013

In November 2013, VicRoads released three concept options for the HFR for Council and public comment. All options included a substantial area for housing development, particularly for land east of Terrara Road. In addition to the concept drawings, VicRoads also set out the proposed planning controls for the reserve, which were informed by feedback from Council and Council's draft Neighbourhood Character Precincts. Of particular note, is the following statement on page 6 of the VicRoads document, '[i]t is recommended that the Whitehorse Planning Scheme be amended to apply a....Neighbourhood Residential Zone to the east of Terrara Road and a Development Plan Overlay across all residential areas'.

2014

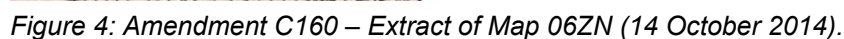
At a Council meeting on 28 January 2014, Council resolved to release an alternative vision for the HFR for public comment over a two week period in February 2014. The alternative vision was intended to form the basis of Council's submission to the VicRoads' proposed concept plans for the HFR. This report to Council also highlighted that further consideration of Council's Housing and Neighbourhood Character Review (which was in draft form at the time) was needed by VicRoads to ensure that the Structure Plan for the HFR was consistent with the surrounding residential context and preferred outcomes of the Housing and Neighbourhood Character Review.

On 25 February 2014, and while in opposition, the current Labor State Government made a 2014 State Election commitment to, "...preserve the Healesville Freeway Reserve between Boronia Road and Springvale Road as public open space".

Early in 2014 Council considered its alternative vision for the HFR, which was adopted by Council at a meeting on 24 March 2014 and subsequently submitted to VicRoads. This report made reference to the Housing and Neighbourhood Character Review that was currently underway, but which excluded the HFR as the corridor was subject to a separate planning process driven at State government level by VicRoads. Despite this, the report notes that it "is envisaged that future rezoning of the corridor

Council adopted the Whitehorse *Housing Strategy 2014* (Appendix D) and *Neighbourhood Character Study 2014* (Appendix E) on 28 April 2014. This strategic work underpinned the application of the three reformed residential zones (Residential Growth Zone, General Residential Zone and Neighbourhood Residential Zone) across the municipality as required of Victorian Councils by the Minister for Planning. However, as noted, the HFR was excluded from Council's studies as the structure planning process was being progressed for the corridor under a separate process that was driven by VicRoads at State government level.

On 14 October 2014, Amendment C160 applied the new residential zones to the residential areas of the City of Whitehorse. As part of this amendment, the Minister for Planning rezoned the Healesville Freeway corridor, including the three lots that are the subject of the current amendment from the Residential 1 Zone (R1Z) to the General Residential Zone Schedule 5 (GRZ5) as a neutral translation (refer to Figure 3 below). Adjacent land outside of the HFR was rezoned to NRZ7 as per Council's *Housing Strategy* and *Neighbourhood Character Study*.



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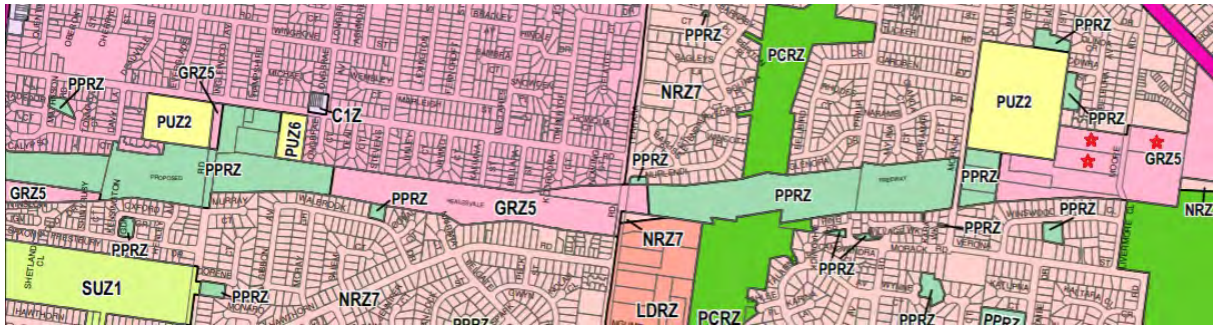


Figure 5: Amendment C200 – Extract of Map 06ZN (27 November 2014).

2015

Amendment C174 was gazetted on 12 November 2015 and introduced schedules 1 to 5 to the Neighbourhood Residential Zone. This amendment did not revisit the application of the NRZ, but rather considered further built form guidance in areas identified for limited change. This amendment applied Schedule 3 to the NRZ to the residential land immediately to the north of the Amendment C231 land and Schedule 5 to the residential land south of the HFR.

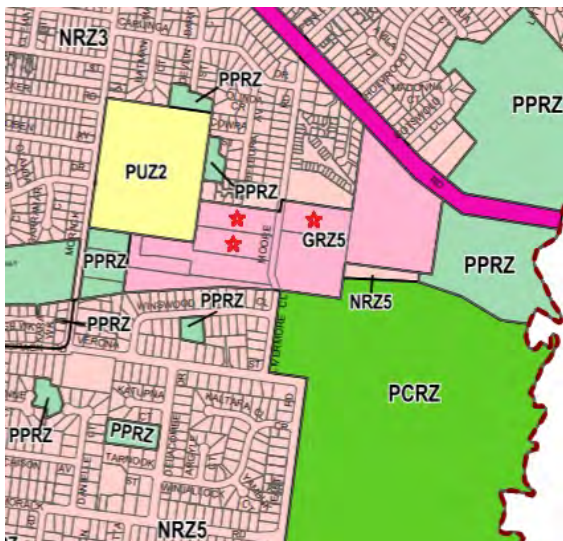


Figure 6: Amendment 174 – Extract of Map 06ZN (12 November 2015) current land use zones.

2016-2017

During 2016 and 2017, VicRoads began the extensive process of surrendering land titles in the HFR to the Crown, in order to enable the conversion of this land to public open space.

As noted above, the property at 34-40 Moore Road, Vermont was placed on the market in 2017 and was subsequently sold to new owners. As part of this process, Council's Heritage Advisor prepared written heritage advice to assist Council officers in responding to any queries from prospective purchasers. This advice acknowledged potential for modest additional development and subdivision to the east of the existing dwelling. It recommended that the existing house and its immediate environs, including the garden to the west, and an area extending at least 15 metres to the east, be retained in a single lot. Furthermore, any future development in the east part of the lot should be of low density and low in scale and single storey (with potential for a two-storey component at the east end).

2018

On 26 February 2018, the Department of Environment, Land, Water and Planning (DELWP) advised Council that four further VicRoads landholdings in Vermont (79 and 79A Morack Road, 42-60 Moore Road and 37-43 Moore Road) were surplus to government land requirements, and were being prepared for sale. It is noted that at that time 42-60 Moore Road comprised two allotments, and VicRoads advised that the southern lot was to be surrendered to the Crown and converted to public open space and the northern lot (now known as 42-50 Moore Road) be sold for residential use. Council was given an opportunity to purchase the land for public or community purposes. At the time of this notification, the Public Acquisition Overlay 3 still applied to the whole corridor east of Springvale Road including three of these parcels (79A Morack Road was outside of the HFR area and PAO3). Council considered that these three landholdings could not be regarded as surplus as they were integral to the creation of the linear reserve to be administered by Parks Victoria that was promised in the 2014 State Election campaign. As a result, Council did not seek to purchase the land.

It is noted that 79 and 79A Morack Road are still in VicRoads / Department of Transport ownership and are under long term leases. Council understands that these parcels will be sold once the leases expire and following the rezoning of these two parcels from Public Park and Recreation Zone to Neighbourhood Residential Zone. Council understands that this rezoning process will be managed by DELWP.

2019

Amendment C224 to the Whitehorse Planning Scheme was gazetted on 26 July 2019 and removed the Public Acquisition Overlay 3 (PAO3) from the Healesville Freeway Reserve for land located between Springvale Road, Forest Hill and Boronia Road, Vermont South. As the land was not required for road purposes, the PAO3 was redundant and therefore required removal.

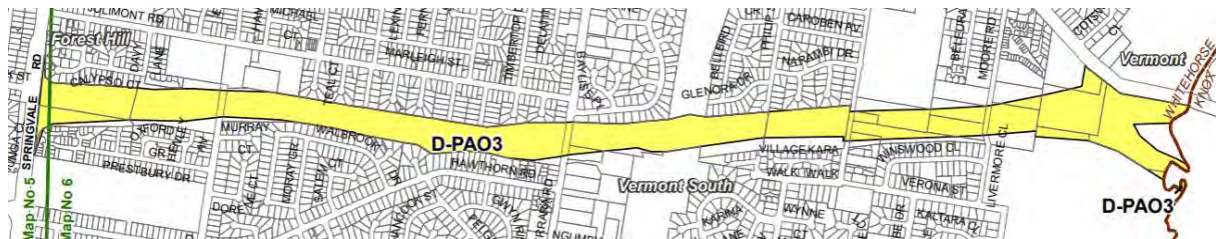


Figure 7: Amendment C224 – Extract of Maps 05 and 06 D-PAO3.

2020

Two of the lots that are affected by Amendment C231 (42-50 Moore Road and 37-43 Moore Road, Vermont) were publicly advertised for sale in April 2020 and were subsequently sold in June 2020 to separate purchasers.

On 25 May 2020 a Council resolution (refer Appendix E) was passed to progress a number of actions in relation to the HFR land. In particular, item 3b requested that the Minister proceed to 'rezone any residual land parcels east of Terrara Road, Vermont obtained for the Healesville Freeway project from General Residential Zone, Schedule 5 to Neighbourhood Residential Zone, Schedule 3'. Furthermore, item 4 sought to "request that properties at 42-50 and 37-43 Moore Road, Vermont be removed from public sale under the land use zoning in item 3 is resolved" and at item 5 "request that 42-50 Moore Road, Vermont be included in the future park for the community". In the event that the Minister did not action item 3b, item 6 states that Council will seek authorisation from the Minister for Planning to prepare and exhibit an amendment to rezone the land as per item 3b.

Following the Council resolution described above, Cr Sharon Ellis (Mayor) wrote to The Hon. Richard Wynne, MP, Minister for Planning (with a copy to the Minister for Roads) requesting various actions for sections of the HFR on 5 June 2020 (Appendix F).

As the Minister did not proceed to action item 3b, Council has prepared a planning scheme amendment to rezone these land parcels. The response from the Minister for Planning dated 6 September 2020 (Appendix G) acknowledged Council's interest in the rezoning of the amendment area. The Minister for Planning advised that he had requested that the Department of Transport (DoT) work with DELWP to consider whether the current zoning of the properties would require change, but confirmed that DoT did not support a rezoning. As the GRZ applied at the time of the Minister's response, the Minister advised that, "Council will need to work with the purchasers of the properties at the planning permit stage to ensure appropriate levels of development, within the parameters of the *General Residential Zone*".

It is noted that there are some parcels of land located immediately adjacent to the three subject sites that are currently located in the GRZ5. Council understands that DELWP is in the process of preparing an amendment to rezone the remaining lots that form part of the future park from GRZ5 to Public Park and Recreation Zone in order to achieve the full extent of the public open space linear corridor.

4 Strategic Planning Discussion

4.1 Planning Policy Framework

Clause 11.02-1S (Settlement) seeks to ensure that there is sufficient supply of land for various uses, including residential. It recognises that planning for urban growth should give consideration to neighbourhood character and the landscape.

Clause 12.05-2S (Landscapes) seeks to “*ensure important natural features are protected and enhanced*” and that development is managed in a manner that does not detract from the landscape features.

Clause 16.01-1R (Housing supply – Metropolitan Melbourne) highlights need to provide certainty about the level of change expected in residential areas by allowing “*for a range of minimal, incremental and high change residential areas that balance the need to protect the valued areas with the need to ensure choice and growth in housing*”.

4.2 Local Planning Policy Framework

Clause 21.06 (Housing) sets out a vision for housing in the municipality that balances the need to accommodate housing growth with the preservation of areas of valued character, vegetation or landscape significance. It references the *Whitehorse Housing Strategy 2014*, which identifies areas of limited, natural and substantial growth. The *Whitehorse Housing Strategy 2014* is discussed in further detail below.

The Amendment C231 land is located within and adjacent to the Limited Change Area where the following objectives apply.

- “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 and some limited medium density development”.

As part of the amendment, the Housing Framework Plan at Clause 21.06 is being updated to ensure that all amendment land is identified as residential and included within the Limited Change Area designation.

Under Clause 21.06 is it policy to zone residential areas identified for Limited Change to Neighbourhood Residential Zone and areas identified for Natural Change to General Residential Zone.

Clause 22.03 (Residential Development) applies to land located in the three residential zones (Neighbourhood Residential Zone, General Residential Zone and Residential Growth Zone).

In Limited Change Areas, detached and semi-detached dwellings should be the predominant housing type, and the scale and appearance of new housing should respect the appearance of the surrounding built form and the environmental, heritage and neighbourhood character values of the area.

Clause 22.03 also implements the *Whitehorse Neighbourhood Character Study 2014* and includes preferred character statements for each neighbourhood character precinct. Under the Neighbourhood Character Precincts map the amendment area is within and adjacent to the Bush Suburban 9 precinct. As part of this amendment, the Neighbourhood Character Map will be updated to identify

the entire amendment area as residential, and within the Bush Suburban 9 neighbourhood character precinct. The Bush Suburban Precinct 9 statement is included at Appendix H.

Whitehorse Housing Strategy 2014

The *Whitehorse Housing Strategy 2014* provides a framework to guide the provision of housing throughout the municipality and was adopted by Council on 28 April 2014. It is referenced in the Whitehorse Planning Scheme, notably at Clause 21.06 (Housing) and Clause 22.03 (Residential Development).

At the time that the *Whitehorse Housing Strategy 2014* was being prepared, the Department of Transport (formerly VicRoads) still owned the HFR land located between Springvale Road and Boronia Road and a Public Acquisition Overlay (PAO) still applied to the HFR corridor. A Structure Plan was being prepared by State Government for the future use of the land. The HFR was therefore excluded from the Housing Strategy and Neighbourhood Character Review due to the State Government driven structure planning process that was already underway.

Despite the HFR being excluded from the Housing Strategy, it is relevant to consider the strategies and directions outlined for the land immediately adjacent to the HFR. As indicated on the Housing Framework Plan below, the subject sites (indicated by the larger red dot) are surrounded by land to the north and south, where beyond the former reservation, is within a Limited Change Area.

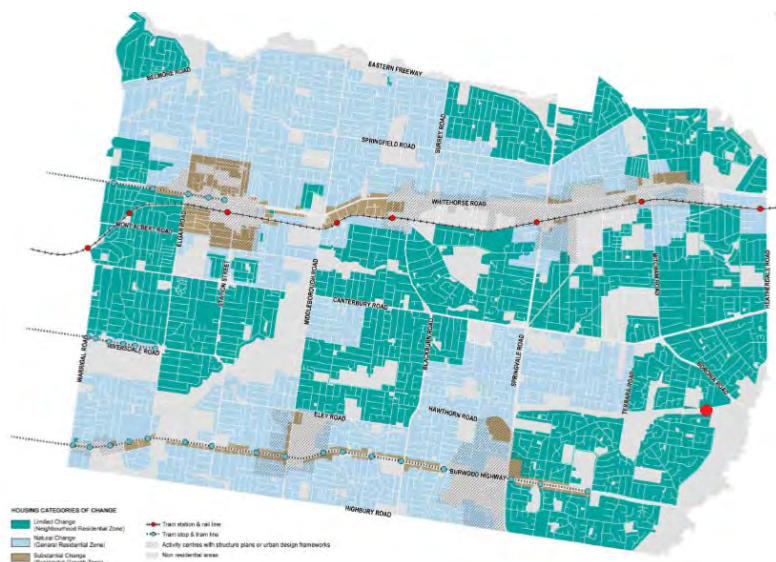


Figure 8: Housing Framework Plan (Whitehorse Housing Strategy 2014).

As outlined under Section 5.3 of the *Whitehorse Housing Strategy 2014*, the areas classified as Limited Change comprise areas that have significant and established neighbourhood character, heritage, environmental, landscape values. This includes areas nominated as Bush Suburban Character Areas.

Limited Change Areas represent the lowest level of residential change and growth. Any new development must respect and preserve the valued characteristics of the established character. New development should predominantly be in the form of renovations to existing buildings, replacement of single dwellings (where not constrained by heritage controls) and some limited medium density development. New residential development should comprise detached and semi-detached dwellings that respect the scale and appearance of the surrounding area.

Natural Change Areas allow for modest housing growth and a variety of housing types, including medium density forms of housing (but excluding apartments), if they achieve the preferred future neighbourhood character. Housing types in natural change areas may include detached and semi-detached dwellings, townhouses, row or terrace houses and units.

Whitehorse Neighbourhood Character Study 2014

The HFR land (land within the PAO3) was identified as non-residential land under the *Whitehorse Neighbourhood Character Study 2014* due to the State Government structure planning process as noted above. While the HFR land was not identified as residential land, it was still included within a neighbourhood character precinct and is considered relevant to this amendment (refer Figure 8 below).

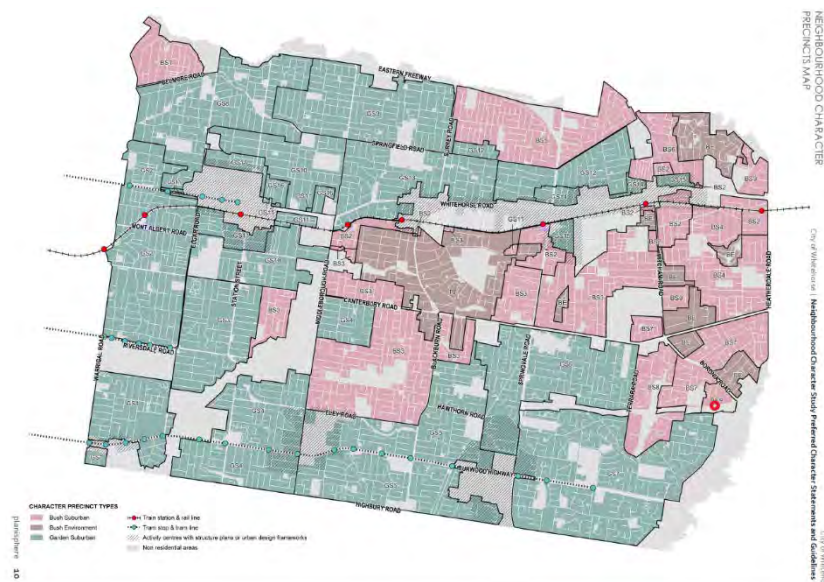


Figure 9: Neighbourhood Character Precincts Map (Source: Neighbourhood Character Study 2014)

The *Whitehorse Neighbourhood Character Study 2014* provides direction for future development in residential areas by defining character types and precincts. Each precinct has a preferred character statement and set of guidelines that address character elements such as gardens and landscaping, siting, lot size, building height and form, and materials and design detail.

The *Whitehorse Neighbourhood Character Study 2014* was adopted by Council on 28 April 2014 and is referenced under Clauses 21.06 and Clause 22.03 of the Whitehorse Planning Scheme.

The land to which Amendment C231 applies, is situated within the Bush Suburban 9 Precinct, as indicated by the map extract below.



Figure 10: Bush Suburban Precinct 9 – Precinct Map (Neighbourhood Character Study 2014)

The preferred character statement (refer to Appendix H for a full copy) for this precinct references the following key elements:

- the dominance of tall canopy trees will remain a key characteristic of the bushy landscape;
- dwellings will be modest in size and partially obscured by vegetation;
- tall, native trees within streets and private gardens will enhance the bushy character;
- regular setback patterns will be maintained.

The statement for Bush Suburban 9 also includes the following guidelines.

- site coverage should not exceed 40%;
- permeable surface coverage should achieve a 40% minimum;
- buildings should not exceed two storeys (8 metres) in height;
- side setbacks should be at least 1 metre from one side boundary and at least 3 metres from the other side boundary;
- a separation of at least 3 to 4 metres should be provided between dwellings on the site;
- buildings should be set back a minimum distance of 5 metres from the rear boundary;
- private open space that is at least 5 metres by 5 metres should be provided to each dwelling;

- buildings should be setback from a park interface;
- the minimum subdivision area should be 320 square metres;
- at least two canopy trees with a mature height of 12 metres should be planted.

The preferred character statement and guidelines for the Bush Suburban 9 Precinct are reflective of a limited change precinct where development must be managed to ensure that it does not detract from the valued character elements of the precinct.

The *Whitehorse Neighbourhood Character Study 2014* also identified two precincts for further investigation, including the Bush Suburban 9 area. It was recommended that the areas within this precinct be investigated for inclusion in the Bush Environment character type. Furthermore, it was also recommended that the precinct be considered for further significant landscape overlay controls once additional investigation had been carried out. This further investigation of the Bush Suburban 9 precinct has not yet been initiated, due to the municipal wide Significant Landscape Overlay Schedule 9, pursued by Council which now covers the amendment land.

4.3 Zoning

The three properties are currently located in the GRZ and are affected by its Schedule 5. The adjoining land to the south is also currently zoned GRZ5 but is proposed to be rezoned to PPRZ to create a regional park along the former HFR. Council understands that DELWP is managing the rezoning of the land to the south of the amendment area.

Schedule 5 is an empty schedule with no variations to the standards of Clause 54 and Clause 55 specified.

The purpose of the GRZ is:

- “To implement the Municipal Planning Strategy and the Planning Policy Framework.
- To encourage development that respects the neighbourhood character of the area.
- To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.
- To allow educational, recreational, religious, community and a limited range of other non-residential uses to serve local community needs in appropriate locations”.

4.4 Overlays

Heritage Overlay

34-40 Moore Road, Vermont is affected by Heritage Overlay 63 (HO63). HO63 is a site specific Heritage Overlay that applies to the ‘Mirrabooka’ residence. HO63 was applied under Amendment C3 (Part1) to the Whitehorse Planning Scheme, which was gazetted on 7 June 2001. HO63 is therefore one of the earlier Heritage Overlay controls to be implemented following the amalgamation of local government areas.

The dwelling was designed by architectural firm, Grounds, Romberg and Boyd and was constructed in 1958. It is considered to be of historical and aesthetic significance, with the house and rear garden being a fine example of contemporary architecture in the late 1950s (*City of Whitehorse Heritage Review: Building Citations, Allom Lovell & Associates*). The dwelling graded ‘A’ for its significance, the highest grading possible for a building at that time, and which indicated that the building may be of State significance.

It is noted that no additional controls apply under the schedule to the Heritage Overlay.

Significant Landscape Overlay

All three properties are affected by the Significant Landscape Overlay (SLO) Schedule 9 (SLO9). The SLO9 is a 'blanket' tree control introduced in 2018 and relates to neighbourhood character areas not affected by Schedules 1 to 8 of the SLO.

The landscape objectives of the SLO9 include to retain and enhance the canopy tree cover of the Garden and Bush Suburban Character Areas and ensure that development is compatible with the landscape character of the area.

4.5 Assessment

From a review of the relevant provisions of the Scheme, including strategic documents referenced in the Scheme, it is evident that the amendment area is affected by policies that emphasise the importance of the bushy landscape setting, modest dwelling forms and, in that context, the limited ability for the area to absorb change.

The planning framework identifies the area as a limited change area where any new development should have due regard to the environmental, heritage and neighbourhood character values of the area. The presence of a heritage dwelling (Mirrabooka – 34-40 Moore Road) has further implications for the development potential of this particular lot.

The current GRZ5 zoning of the amendment area is at odds with Clause 21.06 and the *Whitehorse Housing Strategy 2014*, which identifies the NRZ as the appropriate zone to apply to areas of limited change.

5 Assessment Against Planning Practice Notes

Planning practice notes provide guidance on the application of planning controls within a municipality and are relevant to this amendment. In particular, planning practice notes 90 (Planning for Housing) and 91 (Using the Residential Zones) are considered especially relevant and are discussed further below.

5.1 Planning Practice Note 90

Planning Practice Note 90 (PPN90), Planning for Housing, is to be used in conjunction with Planning Practice Note 91 and provides guidance on the planning for housing growth, while protecting neighbourhood character to ensure a balanced approach to managing residential land.

PPN90 states that the strategic planning process for housing growth should provide certainty for the community about where change is likely to occur and in what format. A key element of the strategic planning process is the neighbourhood character strategy, which should inform a framework that identifies minimal, incremental and substantial change areas for residential growth. The *Whitehorse Housing Strategy 2014* and *Whitehorse Neighbourhood Character Study 2014* provide the strategic framework that underpins the identification of different change areas. It is noted these Council documents and the Whitehorse Planning Scheme, adopt the term 'limited' in place of 'minimal' for change areas that can accommodate the lowest level of change.

PPN90 identifies 'protecting neighbourhood character' as the primary purpose of minimal change precincts. An assessment against the minimal change area characteristics is provided below.

Characteristic	Response
Minimal change areas have special characteristics that distinguish them from other parts of the municipality or surrounding area.	<p>The bushy suburban character of this part of Vermont is distinct from other residential areas in the municipality. Canopy vegetation and informal streetscapes where native trees partially hide the modest sized dwellings is a key characteristic of the area.</p> <p>The nature of the Moore Road reservation also reflects the lower intensity of development along the street, with a relatively narrow carriageway width, the provision of a footpath on only one side of the road, the tall and dominant street trees and the section of un-sealed road at the southern end, adjacent to the amendment land. Moore Road has an open and informal streetscape character that is highly valued and a key characteristic of this area.</p>
Minimal change areas have special neighbourhood, heritage, environmental, or landscape characteristics identified in the planning scheme.	<p>34-40 Moore Road contains heritage characteristics and is affected by a Heritage Overlay. In addition, all three lots are affected by the Significant Landscape Overlay Schedule 9. The amendment area sits within a Bush Suburban precinct where the landscape character is highly valued and buildings are secondary to the bushy environment of the area.</p> <p>These character elements are further articulated in Clause 21.06 and Clause 22.03 of the Whitehorse Planning Scheme, as well as reference documents.</p> <p>It is noted that the Neighbourhood Character Study recommended further investigation of controls to protect the landscape features of the Bush Suburban 9 precinct. This recommendation is referenced at Clause 21.06-6 and Clause 22.03-5.</p>
Minimal change areas are identified in a housing strategy, or in the planning scheme, as	<p>The <i>Whitehorse Housing Strategy 2014</i> includes all land that is within the Bush Suburban neighbourhood character precinct as a minimal change area, due to its valued</p>

unsuitable for providing future housing growth.	<p>landscape features.</p> <p>The <i>Whitehorse Neighbourhood Character Study 2014</i> included the amendment land within the Bush Suburban 9 precinct (noting that the area affected by the former PAO3 was shown as non-residential), which is a minimal change area. Housing growth is directed to substantial change and natural change areas.</p>
Minimal change areas tend to have overlays that reflect neighbourhood, heritage, environmental or landscape characteristics or other physical constraints which may impact their capacity for change.	<p>The property at 34-40 Moore Road is affected by a Heritage Overlay which impacts its capacity to accommodate further development.</p> <p>The amendment land is also affected by the Significant Landscape Overlay Schedule 9 which seeks to retain and enhance the canopy tree cover in residential areas. As noted above, the amendment area contains substantial clusters of canopy trees that may impact the intensity of development able to be accommodated on the land.</p>

5.2 Planning Practice Note 91

Planning Practice Note 91 (PPN91) provides information and guidance regarding the application of residential zones to implement strategic work, the use of local policies and overlays, and how to make use of the features of the residential zones.

Table 1 of PPN91 states that the Neighbourhood Residential Zone should be *“applied to areas where there is no anticipated change to the predominantly single and double storey character. Also to areas that have been identified as having specific neighbourhood, heritage, environmental or landscape character values that distinguish the land from other parts of the municipality or surrounding area”*.

In relation to the General Residential Zone, Table 1 states that it should be *“applied to areas where housing development of three storeys exists or is planned for in locations offering good access to services and transport”*.

The three properties that are the subject of this amendment are within an area characterised predominantly by single and double storey development. Three storey development generally doesn't exist in the surrounding area and neither is it planned for under the *Whitehorse Housing Strategy 2014*. It is acknowledged that there are two examples of three storey forms at the 13-17 Moore Road development, to the north of the amendment area. The Planning Permit for this development (WH/2010/623) was granted at the direction of VCAT in 2011 and prior to the *Whitehorse Neighbourhood Character Study 2014* and *Whitehorse Housing Strategy 2014*. Is it also important to note that this site is affected by a significant slope, with the road level being substantially higher than the majority of the property, such that these dwellings appear double storey from the streetscape (refer to photos at Appendix G). Furthermore, the multi-unit development at 19-27 Moore Road was approved in 1997 (WH/9055L) was also approved prior to the *Whitehorse Neighbourhood Character Study 2014* and *Whitehorse Housing Strategy 2014*. While this development is of a higher density than the majority of properties in Moore Road, it provides considerable communal landscaping areas that feature a generous offering of canopy trees. These higher density developments, and the development at 134-140 Boronia Road (approved under Planning Permit WH/2004/14637) all predated the *Whitehorse Housing Strategy 2014* and *Whitehorse Neighbourhood Character Study 2014* are not generally consistent with Council's aspirations for the Bush Suburban 9 precinct.

As noted above, one of the properties (34-40 Moore Road) is affected by a site specific Heritage Overlay, which already compromises its development potential, and all lots are located in an area where the landscape character and bush suburban setting is highly valued.

It is also relevant to consider the principles that underpin the residential zones that are outlined on page 3 of PPN91. In particular, in relation to the application of the GRZ, Principle 4 of PPN91 states that *“It is inappropriate to apply the General Residential Zone to areas where a planning authority seeks to respect the existing single and double storey character of an area”*. This statement clearly indicates that the GRZ is not suitable in this instance as three storey development largely does not exist in the locality and is not envisaged under the relevant housing policies and neighbourhood character statements. It is also relevant to highlight that development under the GRZ5 is not envisaged as an outcome for the remainder of the former HFR corridor, as the previous Liberal State Government structure planning process was abandoned, and this land will be converted to public open space for the community.

Under Table 2 (Aligning the housing change areas and the residential zones), areas specified as ‘minimal change’ under the Planning Policy Framework should either be located in a Low Density Residential Zone (LDRZ), Township Zone (TZ) or NRZ. The LDRZ and TZ are not appropriate in this instance and therefore the NRZ is considered the most appropriate zone using the guidance provided in Table 2.

5.3 Summary

A review against the relevant Planning Practice Notes indicates that the current GRZ is in conflict with the direction set out in PPN90 and PPN91 regarding the appropriate application of the GRZ. The proposed application of the NRZ to the three lots is underpinned by the *Whitehorse Neighbourhood Character Study 2014* and *Whitehorse Housing Strategy 2014* and Council's continued advocacy to the State Government.

The GRZ5 zoning of the three lots is an irregularity, and once rezoning of lots further south has occurred to create the remaining section of the linear public open space corridor, the GRZ5 zoning will appear even more incongruous as depicted in the mock plan at Figure 10 below.



Figure 11: Mock plan depicting the anticipated zoning of the area following the rezoning of land parcels that are to form part of the linear public open space corridor.

The proposed NRZ for the amendment area reflects the minimal change classification of the precinct and will ensure that the scale and intensity of development in the surrounding area is maintained if the sites are further developed.

Given the large size of the lots, application of the NRZ3 will still facilitate modest development and housing intensification across the three sites, particularly now that the two dwelling limit no longer applies under the NRZ. The NRZ3 will ensure that an appropriate design outcome is achieved and that any development has due regard to the future linear park to be delivered to the south.

6 Conclusion

The amendment will rectify a zoning inconsistency and ensure that all land suitable for residential development in Moore Road is affected by the same residential zone.

The current GRZ represents an irregularity in the zoning of residential land throughout the municipality and does not reflect orderly planning principles. The amendment is supported by strategic planning policy, including the *Whitehorse Housing Strategy 2014* and *Whitehorse Neighbourhood Character Study 2014*.

Planning practice notes clearly demonstrate that the Neighbourhood Residential Zone is the most suitable residential zone to align with the type and form of development envisaged for this area.

APPENDIX A

Photographs of the Amendment Land and Surrounds

Photos of the Amendment Land and Surrounds



View west of 34-40 Moore Road, Vermont (Mirrabooka – Heritage Overlay 63).



View east of 37-43 Moore Road, Vermont.



View west of 42-50 Moore Road, Vermont



View south along Moore Road, Vermont, adjacent to 24 Moore Road frontage.



View south along Moore Road, Vermont adjacent to the frontage of 12 Moore Road.



View south along Moore Road, Vermont, adjacent to 34 Carlinga Drive frontage Moore Road.



View south along Moore Road, Vermont from the intersection with Carlinga Drive.



View north along Moore Road, Vermont, adjacent to 42-50 Moore Road frontage.



View north along Moore Road, Vermont, adjacent to 32-40 Moore Road frontage.



View north along Moore Road, Vermont, adjacent to 26-32 Moore Road frontage.



View north along Moore Road, Vermont, adjacent to 12 Moore Road frontage.



View northwest of 6 and 8 Moore Road, Vermont.



View west of 8 Moore Road, Vermont.



View east of development at 13-17 Moore Road, Vermont



View east of development at 19-27 Moore Road, Vermont.



View west of development at 19-27 Moore Road, Vermont.



View of development at 134-140 Boronia Road, Vermont.

APPENDIX B

Mirrabooka Heritage Citation

Building:	Mirrabooka	Significance:	A
Address:	30-34 34-40 28 Moore Road, Vermont	Melway Map Ref:	63 B4

Building Type:	Residence	Construction Date:	1958
Architect:	Grounds, Romberg and Boyd (Roy Grounds)	Builder:	William Hunt



Intactness:

G[☒] F[☐] P[☐]

Condition:

G[☒] F[☐] P[☐]

Existing Heritage Listings:

Victorian Heritage Register	[<input type="checkbox"/>]
Register of the National Estate	[<input type="checkbox"/>]
National Trust	[<input type="checkbox"/>]

Recommended Heritage Listings:

Victorian Heritage Register	[<input checked="" type="checkbox"/>]
Register of the National Estate	[<input checked="" type="checkbox"/>]
Heritage Overlay Controls	[<input checked="" type="checkbox"/>]

History

The house at 28 Moore Road occupies land that originally formed part of Crown Allotment 122c, a 76-acre block on the south side of Boronia Road. From the early 1880s, the land was occupied by a farmer, Isaac Moore, whose farmhouse survives as 29 Moore Road (see separate datasheet). After his death in 1899, his vast property was subdivided into four large lots, and Moore Road was created.¹ The land was further subdivided over the following decades.

A two-acre lot on the west side of Moore Road was purchased in the late 1950s by Dr Douglas Britten Pearce, a doctor at the Epworth Hospital. The site was elevated on a rise, with spectacular views in all directions. Intending to build a new house, Dr Pearce and his wife inspected many architect-designed houses around the suburbs of Melbourne. They were particularly impressed by the work of Robin Boyd, for its symmetry, and the work of Roy Grounds, for the way that it was always well integrated with its site. The Pearces were pleasantly surprised to learn that the two architects were in fact working in partnership as the firm of Grounds, Romberg and Boyd.²

Grounds spent much time talking with the Pearces about how they wanted to live, rather than what shape the house should be, or how many rooms it should have. They wanted 'an inside/outside house, that you actually were in touch with the country around it.' Grounds was responsible for the actual house design, while Robin Boyd designed the fenestration. The design was minimalist, described by Mrs Pearce as 'almost cleverly like a picture frame hanging in the middle of the two acres . . . a frame around living. It was almost an 'un-house'. It fitted in with the way you lived, without you being aware of it. You looked behind it, or past it, all the time.'

Construction was delayed while Roy Grounds waited for his preferred builder, William Hunt, to become available. Hunt had been responsible for building many houses for Grounds, Romberg & Boyd. The house also included the input of some of the firm's other favourite consultants. Renowned modern designer Grant Featherstone created new furniture to suit the house, including tables of imported green marble, a vinyl lounge suite, and a dining table of sandblasted timber. The garden was laid out by the distinguished landscape architect John Stevens. Over 400 native plants were planted, including a row of bottle-brush shrubs along the front of the house, and a selection of wattle and gum trees.

The Pearces considered their new house to be 'a house that suited Australia - as close to the soil as you could get with an expensive house'. Appropriately, they named it Mirrabooka, which means 'Southern Cross' in an Aboriginal dialect. The house was well publicised at the time, with a plan and photograph being published in a special issue of *Architecture and Arts* journal devoted to the recent work of Grounds, Romberg & Boyd.³ The Pearces were very happy with their house, and remained living there for almost twenty years.

Description

Mirrabooka is a single-storey house in the form of three elongated narrow wings arranged in a U-shaped plan around a courtyard. It has a flat roof with wide overhanging eaves supported on projecting beams. The street facade is elevated above the ground, and has a continuous band of tripartite windows which alternately contain fixed and awning sashes. The sub-floor space between the window sills and the ground is infilled with vertical timber panelling with a honey-coloured stain.

The large block is densely landscaped with native plantings along the boundaries of the site. The rear courtyard originally contained a succulent garden which has not been inspected.

Comparative Examples

Cricklewood, 91 Morack Road, Vermont (Grounds, Romberg & Boyd, 1955)

Ednie House, 3A The Avenue, Blackburn (Grounds, Romberg & Boyd, 1956)

Silver Mist, 134 Central Road, Blackburn (Grounds, Romberg & Boyd, 1957)

Wildwood, 27 Terrara Road, Vermont (Romberg & Boyd, 1968)

Docum exist
Is it 16?

Significance

Mirrabooka, at 28 Moore Road, Vermont, is of outstanding historical and aesthetic significance. The form of the house, the use of materials, and the rear garden typify contemporary architecture of the late 1950s. It is an extremely fine example of the domestic work of the renowned architectural firm of Grounds, Romberg & Boyd, and of particular note for the way in which the individual design input of both Robin Boyd and Roy Grounds is clearly discernible. It is also of note for its association with important designers Grant Featherstone (furniture) and John Stevens (landscape).

Originally Identified By

Allom Lovell & Associates

-
- 1 Lodged Plan No. 4117, declared 14 June 1899. Land and Survey Information Centre.
 - 2 Mrs Patricia Dobson (formerly Mrs Douglas Pearce), pers. comm.
 - 3 'Recent and Current Work of Grounds, Romberg and Boyd,' *Architecture and Arts*, 60 (October 1958), p 23.

APPENDIX C

Collection of Background Information and Correspondence

Attendance:

Cr Koutras having declared a conflict of interest (residential amenity) left the Chamber at 7.13pm prior to discussion on Item 6.1.

6 NOTICES OF MOTION

6.1 Notice of Motion No 61 from Cr Lane

Moved by Cr Lane, Seconded by Cr Carr

That Council:

- 1. Request and lobby the Victorian Government to provide all of the Healesville Freeway land as Open Space for the community in accordance with Council's preferred option i.e. is for all of the land to the east of Stanley Road, Vermont South (excluding the areas of land identified as 'of interest' to the City of Whitehorse) to be transferred to Parks Victoria for management and maintenance, and all of the land to the west of Stanley Road, Vermont South and the areas of land identified as 'of interest' to the City of Whitehorse to the east of Stanley Road be transferred to the City of Whitehorse ownership.***
- 2. Maintain an active role in the development of a master plan for the reservation that incorporates the opportunities identified in the Whitehorse Open Space Strategy and Bicycle Strategy 2007.***

CARRIED

Attendance:

Cr Koutras returned to the Chamber at 7.27pm following the vote on Item 6.1

6.2 Notice of Motion No 62 from Cr Lane

Moved by Cr Lane, Seconded by Cr Koutras

That Council:

- 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.***
- 2. Further that all other non compliant developments or applications to be assessed by Councillors by exception.***

PROCEDURAL MOTION

Cr Ellis moved that the motion be put.

Deferral motion lapsed for want of a seconder.

CARRIED

A division was called

Division

For

Cr Carr

Cr Daw

Cr Ellis

Cr Lane

Cr Koutras

Cr Pemberton

Cr Stennett

Against

Cr Chong

Cr Harris

Cr Munroe

On the results of the Division the motion was declared CARRIED

7 PETITIONS

Nil

8 URGENT BUSINESS

Nil

9 COUNCIL REPORTS

7 OTHER BUSINESS

7.1 Healesville Freeway Corridor

Moved by Cr Carr, Seconded by Cr Lane

That Council:

- 1 Acknowledge and strongly support a petition, containing approximately 6,500 signatures circulated within the community late last year, requesting the retention of the Healesville Freeway corridor land for the ongoing use of the community. Further that the petition be forwarded to Mr Neil Angus MLA with a request that he table and present the petition before Parliament and seek action for the retention of this land.***
- 2 Write to the Premier The Hon. Ted Baillieu, MLA supporting and promoting -***
 - the health benefits (both physical and mental) by retaining this land as public open space;***
 - the heritage significance of the land (Strathdon Homestead and Orchard);***
 - the current daily and diverse use of the land for sport and passive recreation and the subsequent social interaction and educational enrichment for all ages;***
 - that the Whitehorse Bicycle Strategy has identified this land as a key east-west link for the municipality.***

Further that the letter and associated background information and attachments, seek from the Premier a prompt response as to the commencement date and time frames of the planned community consultation process.
- 3 A copy of the letter addressed to the Hon. Ted Baillieu, MLA and attachments be also sent to all local State and Federal members of Parliament for their information and support.***

CARRIED

10.2 Recommendations from the Special Committee of Council Meeting of 8 August 2011

10.2.1 Healesville Freeway Corridor

Moved by Cr Carr, Seconded by Cr Lane

That Council:

- 1 Acknowledge and strongly support a petition, containing approximately 6,500 signatures circulated within the community late last year, requesting the retention of the Healesville Freeway corridor land for the ongoing use of the community. Further that the petition be forwarded to Mr Neil Angus MLA with a request that he table and present the petition before Parliament and seek action for the retention of this land.***
- 2 Write to the Premier The Hon. Ted Baillieu, MLA supporting and promoting -***
 - the health benefits (both physical and mental) by retaining this land as public open space;***
 - the heritage significance of the land (Strathdon Homestead and Orchard);***
 - the current daily and diverse use of the land for sport and passive recreation and the subsequent social interaction and educational enrichment for all ages;***
 - that the Whitehorse Bicycle Strategy has identified this land as a key east-west link for the municipality.***

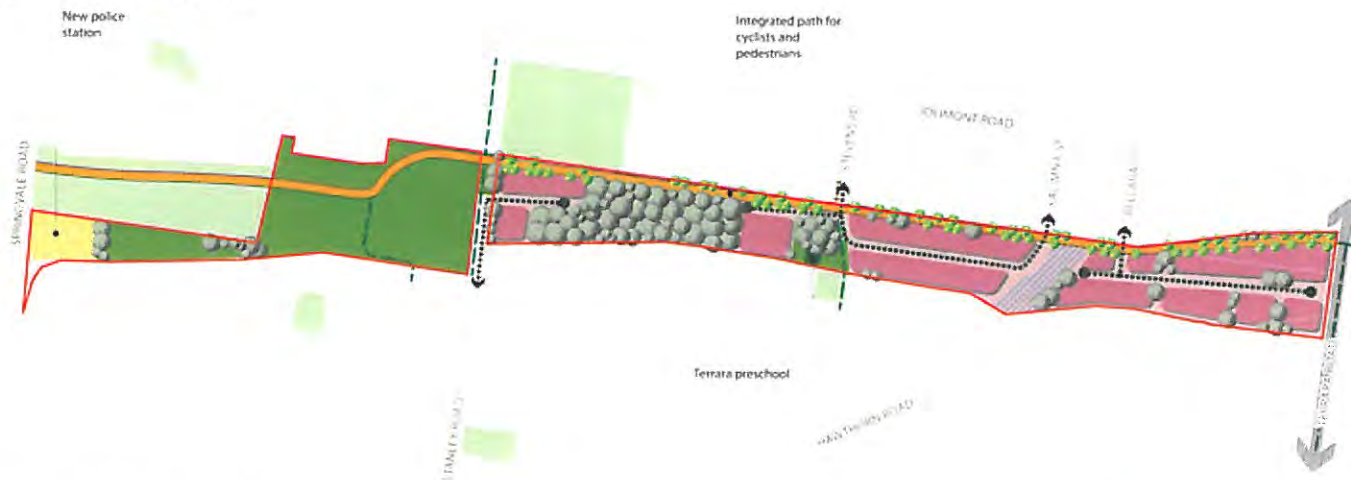
Further that the letter and associated background information and attachments, seek from the Premier a prompt response as to the commencement date and time frames of the planned community consultation process.

- 3 A copy of the letter addressed to the Hon. Ted Baillieu, MLA and attachments be also sent to all local State and Federal members of Parliament for their information and support.***

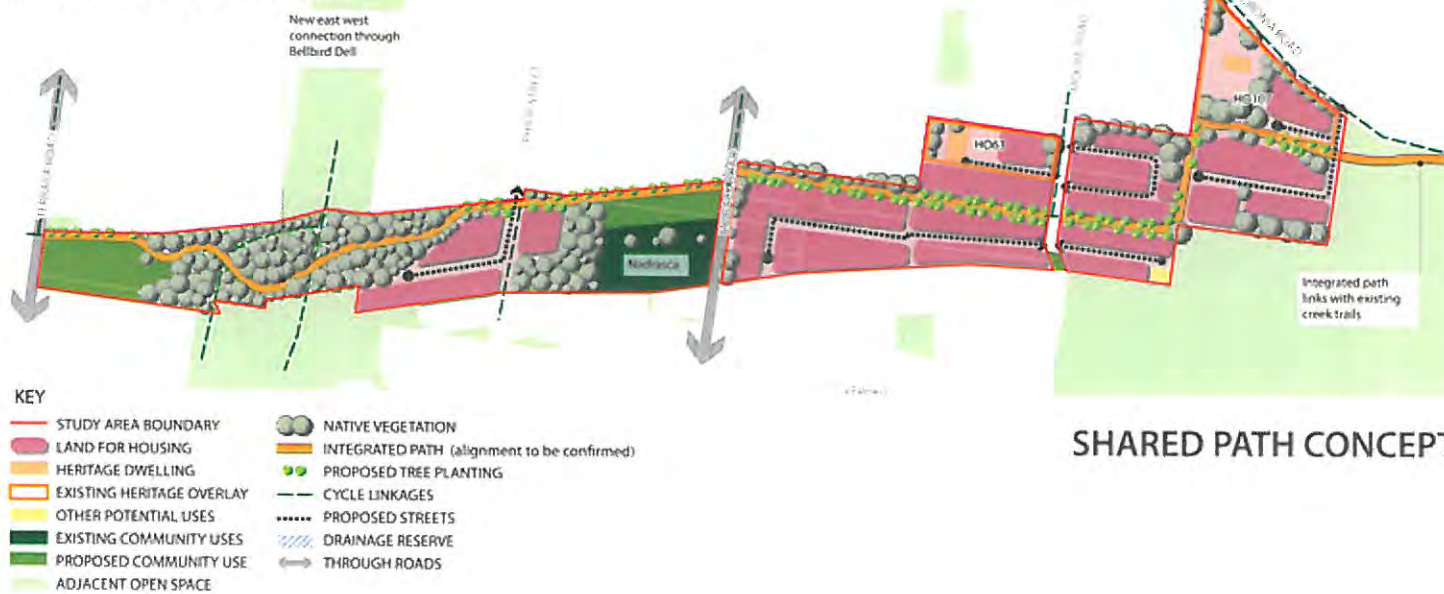
CARRIED

HEALESVILLE FREEWAY RESERVATION DRAFT CONCEPT NOVEMBER 2013

SHARED PATH CONCEPT: SECTION 1



SHARED PATH CONCEPT: SECTION 2



SHARED PATH CONCEPT

COMMON FEATURES OF ALL CONCEPTS:

- Preservation of significant native vegetation
- Preservation of the Bellbird Dell
- Preservation of heritage buildings
- Drainage reserve undeveloped
- Preservation of the sporting oval in Davy Lane Reserve
- Additional land in Davy Lane Reserve
- Expansion of significant native vegetation (Bellbird Dell)
- Continued operation of Nadrasca Farm at its current location
- Continued operation of Terra Pre-School at its current location
- East west connectivity for pedestrians and cyclists
- No additional through roads
- No high density development

EXTRA FEATURES ASSOCIATED WITH THE SHARED PATH CONCEPT:

- A tree lined corridor of varying width (typically 10 metres wide) with a central shared path for pedestrian and cyclist use.
- A shared path constructed of material to satisfy safety and maintenance requirements.
- Appropriate lighting to enable the safe use of the path during the evening.

HEALESVILLE FREEWAY RESERVATION DRAFT CONCEPT NOVEMBER 2013



SHARED PATH VISUALISATION

ARTIST'S IMPRESSION OF THE SHARED PATH:

The shared path allows people to walk and cycle from the east end to the west end of the reservation. The shared path will be planted with trees on each side, creating a mini biolink which will connect areas of significant native vegetation and enhance the environment.

This visualisation illustrates the tree lined shared path in between new residential developments.

The main features of this visualisation include:

- A tree lined corridor of varying width (typically 10 metres in width) with a central shared path for pedestrian and cycle use.
- The shared path constructed of material to satisfy safety and maintenance requirements.
- Appropriate lighting to enable the safe use of the path during the evening

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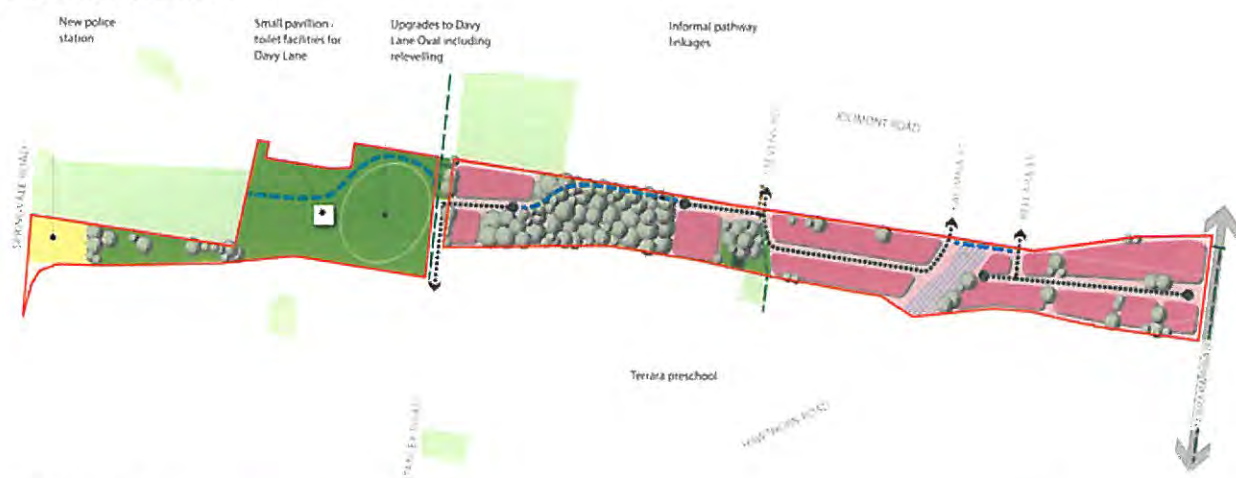
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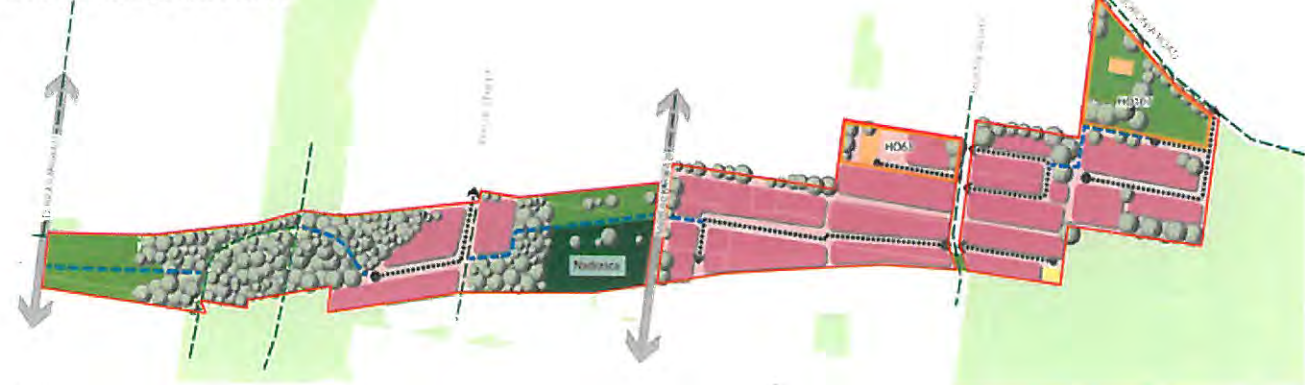
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HEALESVILLE FREEWAY RESERVATION DRAFT CONCEPT NOVEMBER 2013

DAVY LANE CONCEPT: SECTION 1



DAVY LANE CONCEPT: SECTION 2



- KEY
- STUDY AREA BOUNDARY
 - LAND FOR HOUSING
 - HERITAGE DWELLING
 - EXISTING HERITAGE OVERLAY
 - OTHER POTENTIAL USES
 - EXISTING COMMUNITY USES
 - PROPOSED COMMUNITY USE
 - NATIVE VEGETATION
 - INFORMAL PEDESTRIAN / CYCLE CONNECTIONS
 - CYCLE LINKAGES
 - PROPOSED STREETS
 - DRAINAGE RESERVE
 - THROUGH ROADS
 - ADJACENT OPEN SPACE

DAVY LANE CONCEPT

COMMON FEATURES OF EACH CONCEPT:

- Preservation of significant native vegetation
- Preservation of the Bellbird Dell
- Preservation of heritage buildings
- Drainage reserve undeveloped
- Preservation of the sporting oval in Davy Lane Reserve
- Additional land in Davy Lane Reserve
- Expansion of significant native vegetation (Bellbird Dell)
- Continued operation of Nadrasca Farm at its current location
- Continued operation of Terrara Pre-School at its current location
- East west connectivity for pedestrians and cyclists
- No additional through roads
- No high density development

EXTRA FEATURES ASSOCIATED WITH THE DAVY LANE CONCEPT:

- Regrading of Davy Lane oval to provide an improved playing surface
- A small pavilion including public toilets
- An area for spectators to sit and watch the sporting activities
- Trees planted to the south of the oval
- Community use of Greenways heritage site and surrounding land

ARTIST'S IMPRESSION OF THE DAVY LANE IMPROVEMENTS:

HEALESVILLE FREEWAY RESERVATION DRAFT CONCEPT NOVEMBER 2013



DAVY LANE IMPROVEMENTS VISUALISATION

Davy Lane Reserve is currently utilised by the local community, sporting clubs and schools for sporting and leisure activities and dog walking. There are opportunities for improvements to be made to the oval within Davy Lane Reserve as the oval is situated on sloping ground and there are no public amenities such as toilets.

The main features of this visualisation include:

- Regrading of Davy Lane Reserve oval to provide an improved playing surface.
- An area for spectators to sit and watch the sporting activities.
- A small pavilion which includes public toilets.
- Trees planted to the south of the oval

ARTIST'S IMPRESSION OF EAST WEST CONNECTIVITY:

HEALESVILLE FREEWAY RESERVATION DRAFT CONCEPT NOVEMBER 2013



EAST WEST CONNECTIVITY VISUALISATION

ARTIST'S IMPRESSION OF THE EAST WEST CONNECTIVITY:

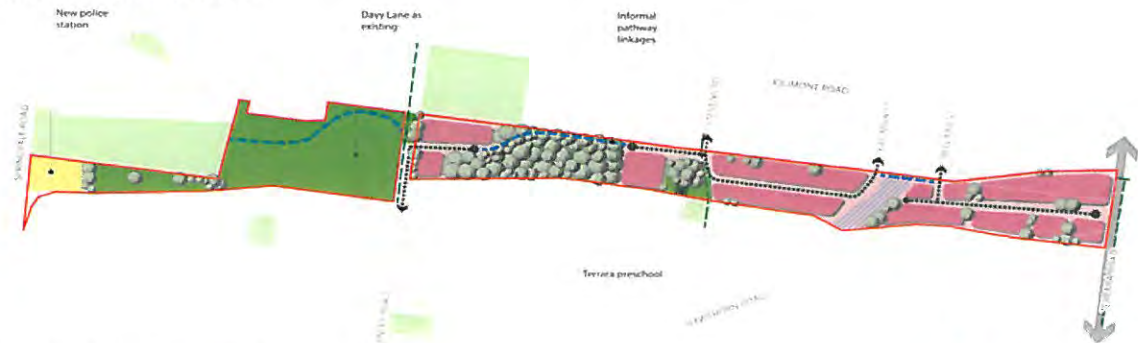
This visualisation illustrates east west connectivity through a proposed residential development which separates pedestrians, cyclists and motor vehicles. East west connectivity allows people to walk or cycle from the east end to the west end of the reservation. This is achieved by a walking path and cycling path or cycle lane on the proposed local roads.

The main features of this visualisation include:

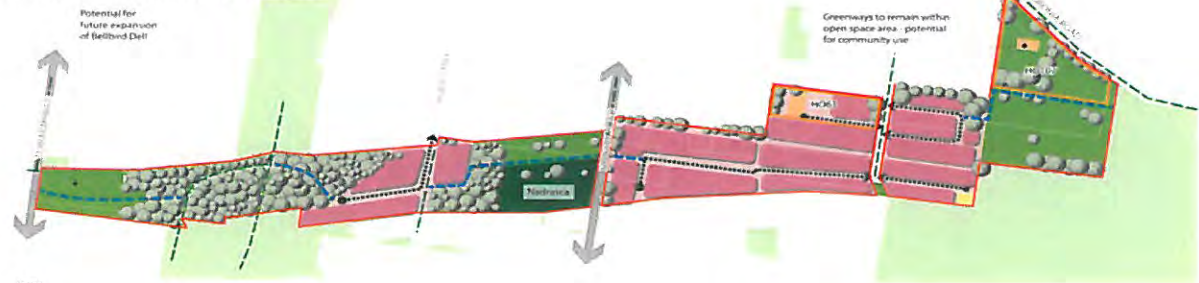
- A dedicated cycle path, separated from pedestrian and vehicle movement
- Footpaths on either side of the road

HEALESVILLE FREEWAY RESERVATION DRAFT CONCEPT NOVEMBER 2013

COMMUNITY USE CONCEPT: SECTION 1



COMMUNITY USE CONCEPT: SECTION 2



- KEY
- STUDY AREA BOUNDARY
 - LAND FOR HOUSING
 - HERITAGE DWELLING
 - EXISTING HERITAGE OVERLAY
 - OTHER POTENTIAL USES
 - EXISTING COMMUNITY USES
 - PROPOSED COMMUNITY USE
 - NATIVE VEGETATION
 - INFORMAL PEDESTRIAN / CYCLE CONNECTIONS
 - CYCLE LINKAGES
 - PROPOSED STREETS
 - DRAINAGE RESERVE
 - THROUGH ROADS
 - ADJACENT OPEN SPACE

COMMUNITY USE CONCEPT

COMMON FEATURES OF EACH CONCEPT:

- Preservation of significant native vegetation
- Preservation of the Bellbird Dell
- Preservation of heritage buildings
- Drainage reserve undeveloped
- Preservation of the sporting oval in Davy Lane Reserve
- Additional land in Davy Lane Reserve
- Expansion of significant native vegetation (Bellbird Dell)
- Continued operation of Nadrasca Farm at its current location
- Continued operation of Terrara Pre-School at its current location
- East west connectivity for pedestrians and cyclists
- No additional through roads
- No high density development

EXTRA FEATURES ASSOCIATED WITH THE COMMUNITY USE CONCEPT:

- Community use of Greenways heritage site and surrounding land
- Community use of additional land adjacent to Boronia Road

ARTIST'S IMPRESSION OF THE EAST WEST CONNECTIVITY:

HEALESVILLE FREEWAY RESERVATION DRAFT CONCEPT NOVEMBER 2013



EAST WEST CONNECTIVITY VISUALISATION

ARTIST'S IMPRESSION OF THE EAST WEST CONNECTIVITY:

This visualisation illustrates east west connectivity through a proposed residential development which separates pedestrians, cyclists and motor vehicles. East west connectivity allows people to walk or cycle from the east end to the west end of the reservation. This is achieved by a walking path and cycling path or cycle lane on the proposed local roads.

HEALESVILLE FREEWAY RESERVATION DRAFT PLANNING CONTROLS NOVEMBER 2013

PLANNING & DESIGN

COMMUNITY PRIORITIES

There should be a mix of housing styles to meet the needs of different household types.

Housing density should not be greater than 'medium' density unit or townhouse style development.

Development should be integrated with the open space network where practicable.

Housing should be appropriate for the age demographics and complement the existing area.

Traffic impacts should be managed by dispersing vehicle access across the reservation.

There should be a focus on pedestrian safety, particularly around schools.

RESPONSE TO COMMUNITY PRIORITIES

The proposed Residential Zones will provide for a mixture of single dwellings, units and townhouses.

Apart from two areas identified for medium density housing, an average lot size of 600sqm has been proposed across the reservation.

Two locations have been identified for limited medium density housing – east of Davy Lane and west of Terrara Road.

All of the concepts include extensive areas of open space and linking pathways. Design guidelines will require houses to face open spaces so they are not lined with fences.

The proposed zone will provide mainly for single houses but will include limited opportunities for second houses, units or townhouses, particularly where there is good access to transport.

All of the concepts have multiple access points and street lengths are limited. This will spread vehicle movements across the reservation and avoid traffic congestion and parking issues in surrounding areas.

All of the concepts include east-west connections that will enable pedestrians and cyclists to travel along designated pathways and quiet streets rather than busy connector roads like Jolimont Road.

PROPOSED DESIGN GUIDELINES

Design guidelines have been developed in response to feedback from previous workshops and Council’s draft Neighbourhood Character Precincts. It is recommended that the *Whitehorse Planning Scheme* be amended to apply a **General Residential Zone** to the west of Terrara Road, a **Neighbourhood Residential Zone** to the east of Terrara Road, and a **Development Plan Overlay** across all residential areas.

Together, these planning controls will apply the following design guidelines:

- Medium density housing restricted to two locations that have good access to public transport and community facilities – east of Davy Lane and west of Terrara Road.
- Maximum height for dwellings (8 metre maximum east of Terrara Road, 9 metres preferred west of Terrara Road).
- Minimum front setbacks of 6 metres from the street.
- Maximum site coverage of 50%.
- Provision of an area of private open space with minimum dimensions of 5m x 5m at ground level.
- A requirement for one canopy tree to be planted on each lot.
- Setbacks from one or both side boundaries to avoid long rows of townhouses.
- Dwellings to be setback from existing residential properties by 3 metres.
- A requirement for a positive interface with open space areas.

EXISTING ZONES



PROPOSED ZONES



Reformed residential zones for Victoria:

- The Residential Growth Zone, General Residential Zone and Neighbourhood Residential Zone were introduced into the Victoria Planning Provisions by Amendment V8, gazetted on 1 July 2013
- They respond to present-day requirements and will give greater clarity about the type of development that can be expected in any residential area.
- The existing Low Density Residential, Mixed Use and Township Zones, amended to align with the features of the new residential zones, were introduced by Amendment VC100, gazetted on 15 July 2013 .

If you would like further information about the reformed residential zones please visit the Department of Transport Planning and Local Infrastructure website : http://www.dped.vic.gov.au/_data/assets/pdf_file/0008/197423/Reformed-Residential-Zones-fact-sheet_July2013.pdf

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FROM THE OFFICE OF THE MAYOR



18 December 2013

File no: SF12/941
Contact: Julie Reid
Telephone: 9262 6306

The Hon. Matthew Guy, MLC
Minister for Planning
DX 210292

Dear Minister Guy

HEALESVILLE FREEWAY RESERVATION COMMUNITY ENGAGEMENT IN PLANNING PROCESSES

As you know, VicRoads, on behalf of the State government, is in the process of preparing a Structure Plan for the Healesville Freeway Reservation in Whitehorse which is no longer required for freeway purposes.

As part of the Structure Plan process, VicRoads has released three concept plans and has invited community comment until 23 December 2013. At its meetings on 18 November and 9 December 2013 Council expressed concern about VicRoads' community engagement process and timing, particularly given the scale of the project and potential impact its outcomes may have on the community and stakeholders.

Council has written to Mr Peter Todd, Acting Chief Executive Officer, VicRoads to note its concerns and to seek further details from VicRoads on its draft concepts (see attached letter dated 13 December 2013) in order for Council to provide a meaningful response to VicRoads' three concept plans.

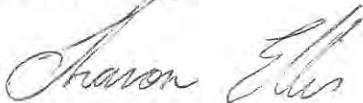
A broad outline of draft planning controls is included with VicRoads' concept plans. Further to the attached letter, Council seeks your response on the following matters relating to future planning controls and processes:

- Will there be consultation on the draft Structure Plan to be developed in the next stage of VicRoads' process?

- Will there be any further consultation on the proposed planning controls, for example land use zoning and/or overlays?
- Will a conventional planning scheme amendment process be undertaken, or will a Ministerial Amendment via Section 20(4) of the *Planning and Environment Act 1987* be pursued? Council notes that there is no provision for consultation with the latter option.
- What appeal rights will the community have for future development within the corridor, following the Structure Plan and planning scheme amendment processes?
- Will Council remain as the Responsible Authority for future development within the corridor? If not, who is proposed to be the Responsible Authority?

I look forward to hearing from you shortly. If you wish to discuss this matter, please do not hesitate to contact Ms Julie Reid, General Manager City Development, on 9262 6306.

Yours sincerely



CR SHARON ELLIS
MAYOR OF WHITEHORSE

ENC: Letter to Mr Peter Todd, Acting Chief Executive Officer, VicRoads, dated 13 December 2013.

CC: The Hon. Terry Mulder, MP, Minister for Transport
Mr Peter Todd, Acting Chief Executive Officer, VicRoads
Mr Adam Maguire, Regional Director, VicRoads
Mr Colin Lill, Project Manager / Team Leader Customer Engagement, VicRoads



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13 December 2013

File no. SF11/1833
Contact: Julie Reid
Phone: 9262 6306

Mr Peter Todd
Acting Chief Executive Officer
VicRoads
60 Denmark Street
KEW VIC 3101

Dear Mr Todd

HEALESVILLE FREEWAY RESERVATION – COUNCIL RESOLUTION ON VICROADS CONCEPT PLANS

I acknowledge the consultation process that VicRoads is currently undertaking on three concept plans as part of its work on the Structure Plan for the surplus land along the Healesville Freeway Reservation in Whitehorse. Comments for the general public close on Monday 23rd December 2013, immediately prior to Christmas. VicRoads has confirmed an extension of time for Council to provide comments by the end of January 2014 to allow for a response through the January Council meeting cycle. I understand no decision has been made to extend the deadline for community submissions. In this regard, I refer you to Council's resolution at its Special Committee meeting on 18 November 2013 (attached) which raised concerns about the VicRoads consultation process.

Council notes the significant delay of approximately eight months in the project timetable to bring the concept plans to the community. It considers that VicRoads' consultation on these plans is now very poorly timed and is being unnecessarily expedited, thus providing insufficient opportunity for Council or the community to meaningfully respond in the consultation timeframe.

In order to address this concern, Council considered a report (attached) at its meeting on 9 December 2014 which outlined its proposal for consultation in relation to the Healesville Freeway Reservation. Council resolved to:

- 1. Endorse the consultation approach outlined in this report.**
- 2. Write to VicRoads and the Department of Transport, Planning and Local Infrastructure advising of its decision and seeking clarification on VicRoads' concept plans.**
- 3. Receive a further report at the Council meeting in January 2014.**

The basis of this resolution is that VicRoads' project timeline does not allow Council to undertake its normal investigation, development and consultation processes, nor does it allow for the community to provide meaningful comment which is informed by Council's position on the matter. In this regard I note Council's role as a critical stakeholder both currently and potentially into the future.

Using previous Council resolutions as a reference point and being mindful of VicRoads' project objectives, Council is further developing its position on the Healesville Freeway Reservation. At its meeting on 28 January 2014, it is proposed that Council outline its Draft

Vision for the Reservation and that Council endorse this Draft Vision as an interim basis for its submission to VicRoads by the end of January 2014. This submission will however be subject to community consultation for a short period immediately following school holidays from 5 – 19 February 2014 and in accordance with Council's normal consultation processes. Community feedback on its Draft Vision will be reported to a Special meeting of Council to be called at the earliest opportunity.

It is considered that this approach will enable a more considered response by Council to the VicRoads' concept plans that is informed by the aspirations of its community and therefore provide VicRoads with a more informed outcome to feed into the Structure Plan process.

One of the challenges for Council in providing a meaningful response to VicRoads' concept plans has been the lack of detail and future implementation mechanisms to accompany the three options. To assist Council in meeting the submission deadline, an urgent response from VicRoads is therefore sought on the following questions and points of clarification:

Process	1.	If members of the community submit comments on VicRoads' concept plans by 31 January 2014, will these submissions be considered by VicRoads?
	2.	What is the timetable ahead for the project?
	3.	Will VicRoads be consulting on the Structure Plan? What will that consultation entail?
	4.	What process is proposed for the Whitehorse Planning Scheme to be amended? Will there be consultation on the future Planning Scheme Amendment or will it be an amendment under Section 20(4) of the Planning and Environment Act 1987 and therefore approved by the Minister for Planning with no public consultation?
	5.	Can VicRoads please provide Council with the consultation material from the Deliberative forums that has not yet been released?
Planning	6.	When will the community get to comment on the proposed planning controls?
	7.	Will Council remain the Responsible Authority for any future development applications on the land?
	8.	Under proposed planning controls for the corridor, what appeal rights will residents have to individual developments into the future?
	9.	What Environmental Sustainable Development initiatives will be required for the development?
	10.	Has an environmental assessment to identify possible land contamination been undertaken? Will an EAO be considered for the land?
	11.	Has VicRoads taken Council's Draft Housing and Neighbourhood Character Review into account in preparing the concept plans?

Land Ownership & Transfer	12.	When will VicRoads provide to Council further details on the proposed future land arrangements envisaged in these concepts and the cost associated with those arrangements?
	13.	How does VicRoads intend to transfer land to Council or the community? : Council's preferred option is 'gifting' and notes that the decision to gift land can only be made by the Planning Minister and/or by Cabinet. Will VicRoads consider this option?
	14.	Council currently owns the land located within the reservation, known as Lot 1 in PS 302328G. Does VicRoads intend to purchase this land off Council?
	15.	How is land proposed for residential development to be disposed of? Will there be single or multiple developers?
Housing	16.	What is the estimated dwelling yield for each of the proposed General Residential Zone & Neighbourhood Residential Zones and the average and proposed minimum lots sizes in each zone?
	17.	What is the estimated dwelling yield and density for each of the medium density areas?
	18.	What built form typologies are proposed in the General Residential Zone, the Neighbourhood Residential Zones and in the medium density areas?
	19.	What is the extent of housing around the two heritage dwellings? What is the lot size proposed for these dwellings? The concepts show an area of 'light pink' surrounding the dwellings however this does not appear on the legend. Please clarify this designation.
	20.	Has VicRoads considered including affordable housing in the 'land for housing' areas? If so, what is proposed?
	21.	What consideration has VicRoads given to flexible and diverse housing types? What housing typologies are proposed that will cater for emerging demographic trends such as the ageing?
	22.	The proposed housing north of the Morack Golf course is very close to the fairway. What consideration has VicRoads given to the associated risks and remedial infrastructure that may be required as part of this development?
	23.	Reference was made at the community workshops to housing 'facing areas of open space' under the proposed Development Plan Overlay and 'positive interface with open space' as part of proposed Design Guidelines. In which locations will the housing face areas of open space and provide a positive interface?
Infrastructure and Drainage	24.	How does the 'land for housing' respond to critical areas affected by flooding and overland flow paths for 1 in 100 year storms?
	25.	Has VicRoads undertaken a study of upstream and downstream of the development to assess the impact on surrounding properties and the impact on existing drainage networks?

	26.	Has VicRoads investigated drainage easements required to ensure the subdivision drains adequately?
	27.	What is the proposed treatment for the land shown as 'Drainage Reserve'? How will this area be managed into the future?
	28.	What WSUD treatments have been considered and where would they be located? What consideration has been given to the ongoing maintenance and risk associated with these treatments?
	29.	How have the VicRoads concepts addressed compounding drainage problems in Bellbird Dell in relation to increased drainage feeding into the Dell from storm events?
	30.	What are the proposed road widths? Do the proposed road widths accommodate all of the required services including additional services such as 3rd pipe, broadband etc and allow sufficient access and infrastructure for waste and recycling services?
	31.	Water supply: Is there an upgrade of the existing water supply infrastructure required in the adjoining areas? How will that impact on Council assets and reinstatement of existing Council assets related to works required?
	32.	Sewer disposal: Is there an upgrade of the existing sewer infrastructure required in the adjoining areas? How will that impact on Council assets and reinstatement of existing Council assets related to works required? How will VicRoads manage locations where properties along the proposed corridor are not connected to Yarra Valley Water sewer pipes?
	33.	Electricity supply: What are the additional impacts on the existing electricity infrastructure? Are any substations / upgrades of the infrastructure adjacent to the subject site required? If required, where will the substations be located (noting that substations are not to be placed in parkland)?
	34.	Telecommunications: Are there any new assets or upgrades of existing assets required? How will this impact on Council assets and reinstatement of existing Council assets related to works required?
	35.	Conceptually, what public lighting is proposed along the development, including consideration of residential roads, paths and public spaces?
	36.	What consultation has there been with service and utilities such as Yarra Valley Water, Melbourne Water, and telecommunications and electricity providers and asset owners?
	37.	Will Council have an opportunity to comment on the potential Shared Trail alignment in the future?
	38.	How would the shared trail negotiate the flood issues associated with the gully through Bellbird Dell?
Parkland	39.	What is proposed for the triangular area east of the proposed Forest Hill Police Station?
	40.	Please clarify the improvements proposed to be provided by VicRoads at Davy Lane in Option 2, as the features listed seems incomplete.

	41.	What is intended for the parkland north of Nadrasca? Will VicRoads further develop the concept for this area to include its intended character, infrastructure and amenities, etc?
	42.	What is proposed for the 18th tee at Morack Golf course?
	43.	Please clarify that the existing dog off lead area at Davy Lane Reserve will be retained
Vegetation & Biodiversity	44.	When will VicRoads undertake a complete survey of indigenous, native and exotic trees along the corridor, noting that the Brett Lane and Associates report locates some but not all trees?
	45.	Will the trees in the Stanley Road extension be retained?
	46.	What consideration has VicRoads given to creating areas of planting to act as habitat islands between Bellbird Dell and Dandenong creek?
	47.	Please clarify how the 10m wide Shared Trail corridor located to the north of the site will be able to function as a Biolink, whilst still being accessible and a safe environment for cyclist and pedestrians.
	48.	What consideration has been given to the features of the reservation in order to effectively promote biodiversity?
	49.	Has an environmental impact assessment been undertaken? If so what is the identified loss and/or impact on native habitats, species and biodiversity already existing in the corridor?
	50.	How does VicRoads propose to manage declining or over-maturing tree species along the corridor and the associated risk potential?
Bushfire Management	51.	Has VicRoads considered bushfire risk associated with each of the three options for the corridor, in particular the implications for parkland and housing proposals adjoining Bellbird Dell and adjacent to the Dandenong Valley area?
	52.	What firebreaks / fuelbreaks have been allowed for along the corridor?
	53.	What provision has been made for MFB access along the corridor?
	54.	Has the MFB been consulted? If not, at what point will VicRoads consult with the MFB?
	55.	
Shared Trail	56.	Will VicRoads incorporate wayfinding signage as part of the overall delivery of the Shared Trail proposal?
	57.	Has VicRoads undertaken a design safety audit for the Shared Trail? With particular reference to trail alignment; conflict points such as road crossings; sight lines between path users, road users and vegetation; road / path intersection treatments; establishing clear priority at intersections; and other matters.

	58.	Has VicRoads undertaken a 'Crime Prevention Through Environmental Design (CPTED) Audit for the Shared Trail and addressed 'safer by design' principles?
	59.	What is VicRoads' rationale for the proposed Shared Trail alignment being generally along the north of the corridor?
	60.	Did VicRoads explore a southern alignment of the Shared Trail? If not, why?
	61.	Option 1 Shared Trail concept shows the shared trail extending through DEPI owned land to an unknown point. Has VicRoads consulted with DEPI on this matter? How will the Shared Trail link to the existing Dandenong Creek trail network?
	62.	Please clarify VicRoads' intentions for the corridor of land between Morack Road and Boronia Road which is shown as Shared Trail in Option 1, but is shown as 'light pink' on the plans in Option 2 & 3? This is not identified in the legend?
Community Infrastructure	63.	What is the projected population and demographic analysis for the proposal?
	64.	Has VicRoads prepared a community infrastructure needs assessment? How will the need for increased community infrastructure be met?
	65.	Has VicRoads considered additional public transport options to service the new population's needs, and the required infrastructure?
	66.	Has there been consideration of the additional educational facilities required to meet the increased population?
	67.	Will VicRoads be requiring developers to contribute infrastructure such as playgrounds and 'pocket' parks to support the additional residents?
	68.	What does VicRoads mean by the term "community use"? In particular in terms of Options 2 & 3?
	69.	Given the concepts are based on earlier community input, what is envisaged as the outcome for Option 3 in terms of the end user for Nethercote Farm. As part of Option 3, will VicRoads restore the homestead which has deteriorated under VicRoads' ownership?
Traffic & Transport	70.	Will new streets be designed to accommodate street parking (to avoid parking occurring on nature strips)?
	71.	Please clarify whether Moore Road provides a vehicle link to the south.
	72.	What measures are proposed to minimise conflict at the cross intersection to be created at the southern section of Moore Road.
	73.	Please clarify whether the bicycle links shown in the following locations will be on-road or off-road links: a) North of Stanley Road; b) Between Stevens Road and Walbrook Drive; and c) Between Canowindra Place and Phillip Street.

	74.	How has the interface with the existing roads been considered?
	75.	Please clarify how on-street parking would interact with the pedestrian and cycle paths in Options 2 and 3.
	76.	Please clarify whether the bicycle path / connections in Options 2 and 3 would allow contraflow movement and how these connections interact with private driveways and intersections.
	77.	Has VicRoads undertaken a CPTED Audit and design safety audit for the pedestrian and cycle paths in Options 2 and 3?
	78.	Please clarify whether any vehicle access to residential development is proposed from Terrara Road?
	79.	Is Moore Road proposed to be upgraded to accommodate the increased traffic volumes?
	80.	What intersection treatment is proposed at Boronia Road in Options 1 and 2?

I would appreciate your urgent attention to the above matters. To this end, could you please contact Lindy Gill, Executive Assistant to General Manager City Development on 9262 6307 to arrange a meeting for the first week of January to discuss these questions and any other matters.

Should you have any further queries, Council's General Manager City Development, Julie Reid, can be contacted on 9262 6306.

Yours sincerely



Noelene Duff
Chief Executive Officer

c.c.: Mr Adam Maguire, Regional Director, VicRoads
Mr Colin Lill, Project Manager / Team Leader Customer Engagement, VicRoads
Morack Ward Councillors

Extract of Special Committee Minutes – 18 November 2013

7 OTHER BUSINESS

7.1 Healesville Freeway Reservation Renewal Project

Moved by Cr Carr, Seconded by Cr Bennett

PROCEDURAL MOTION

Moved by Cr Munroe, Seconded by Cr Massoud

That the motion be voted on in two parts.

LOST

That Council:

1. Urgently write to the Minister for Roads, the Hon Terry Mulder:

- *To emphasise to the Minister the significance of this Project for the local Whitehorse community*
- *To raise the community's and Council's concerns about the inadequacy of the consultation process on the Healesville Freeway Reservation Renewal Project / Land Use Concepts*
- *To advise that the proposed consultation process does not allow sufficient time for the community and Council to consider the concept plans with the closing date immediately prior to Christmas*
- *To request an extension of the consultation period to at least the end of January 2014*
- *To request the Minister offer the community assurance that the preferred Structure Plan will be subject to a further period of consultation in early 2014, given the inadequate process planned for consultation about the concept plans*
- *Send copies to all local Members of the Victorian Parliament*

2. Seek an urgent response from the Minister

A division was called

Division

For

Cr Bennett
Cr Carr
Cr Chong AM
Cr Daw
Cr Ellis
Cr Harris OAM
Cr Stennett

Against

Cr Davenport

On the results of the Division the substantive motion was declared CARRIED

Extract of Ordinary Council Minutes – 9 December 2013

9.1.3 Healesville Freeway Reservation Renewal Project – A Framework for Response to VicRoads' Concept Plans

FILE NUMBER: SF/12/2100

SUMMARY

VicRoads has released three concept plans for the Healesville Freeway Reservation in Whitehorse. Comments from the community close on 23 December 2013, immediately prior to Christmas. Consultation on these plans is being unnecessarily expedited and with insufficient opportunity for Council or the community to meaningfully respond in the consultation timeframe. This report outlines Council's intended approach to consultation on the Healesville Freeway Reservation.

COUNCIL RESOLUTION

Moved by Cr Carr, Seconded by Cr Bennett

That Council:

1. **Endorse the consultation approach outlined in this report.**
2. **Write to VicRoads and the Department of Transport, Planning and Local Infrastructure advising of its decision and seeking clarification on VicRoads' concept plans.**
3. **Receive a further report at the Council meeting in January 2014.**

CARRIED

A division was called

Division

For	Against
Cr Bennett	Cr Davenport
Cr Carr	
Cr Daw	
Cr Ellis	
Cr Harris	
Cr Munroe	
Cr Stennett	

On the results of the Division the motion was declared CARRIED

BACKGROUND

VicRoads commenced a structure planning process in early 2012 for the future use of surplus land along the Healesville Freeway Reservation in Whitehorse. As part of that process, VicRoads released three concept plans (originally anticipated for consultation in March 2013) on Monday 25th November 2013:

- Option 1. Shared Path Concept,
- Option 2. Davy Lane Concept, and
- Option 3. Community Use Concept

These concept plans show varying proportions of the land intended for community use and future medium and low density housing along the 35 hectare reservation.

The release of the concepts was followed by three community workshops on Tuesday 26th, Wednesday 27th and Thursday 28th November each consultation workshop was attended by approximately 120 people including Councillors and Council officers.

9.1.3 (cont)

VicRoads provided the concept plans one day before the workshops. The community can also provide comment via an online forum or by emailing VicRoads. Comments for the general public close on Monday 23rd December 2013.

Council sought an extension of time to provide comments by the end of January 2014 to allow for a response through the January Council meeting cycle, with a report to its December meeting cycle being unachievable. VicRoads has confirmed that Council's submission will be accepted in late January, but has not extended this same consideration to the broader community. Council's resolution at its Special Committee meeting on 18 November 2013 raised concerns about the inadequacy of VicRoads consultation process and sought extension of the consultation period for the community and Council *"to at least the end of January 2014"* as well as assurance from the Minister *"that the preferred Structure Plan will be subject to a further period of consultation early 2014, given the inadequate process planned for consultation about the concept plans"*.

DISCUSSION

VicRoads project timeline does not adequately allow Council to undertake its normal investigation, development and consultation processes, nor does it allow for the community to provide meaningful comment which is informed by Council's Vision. Further, VicRoads' approach shows a lack of regard for Council's role as a critical stakeholder both currently and potentially into the future and it is noted that VicRoads has not engaged in any discussions with Council regarding land acquisition arrangements. It is important that Council puts forward its position after following its normal consultation process to receive community input and enable a more considered response to VicRoads' concept plans.

It is proposed that Council write to VicRoads and the Department of Transport, Planning and Local Infrastructure after Monday 9th December 2013 advising of Council's resolution, outlining its intended consultation process, outlining any points of clarification, and formally seeking an extension of time for broader community comment to the end of January 2014.

Council has a number of questions and clarifications about VicRoads concept plans. These relate to matters such as:

- The state government's proposed land disposal program including timeframes and future land ownership, management and maintenance.
- Constraints affecting development such as flooding, fire risk, important vegetation and the like
- Protection and management of native vegetation
- Traffic and transport implications, including impact on the local street network, expectations for facilities directed under the Principal Bicycle Network, shared trail alignment, safety for pedestrians and cyclists, connections to the existing shared trail network
- Certainty for existing valued community uses and future users of the public land such as Morack public golf course, Vermont Secondary College and others.
- Consultation on future stages of the Structure Plan process
- Clarity on proposed residential yields and dwelling types
- Proposed rezoning of land and planning scheme tools

In light of the VicRoads concept plans now released, Council is developing its Draft Vision for the Healesville Freeway Reservation ((HFR) and will report this to the next available meeting of Council on 28 January 2014. The purpose of this report to Council will be to:

- Overview VicRoads' three concept plans, the feedback Council has heard from the community and any further information provided by VicRoads on the project.
- Outline Council's Draft Vision for the HFR.

9.1.3

(cont)

- Endorse Council's Draft Vision for the HFR as an interim basis for its submission to VicRoads by the end of January 2014. This submission will be subject to community consultation and any further investigation that may be required.
- Detail the proposed community consultation on Council's Draft Vision for the HFR.

By Friday 31st January 2014, it is proposed that Council submit to VicRoads a Draft Healesville Freeway Reservation Vision as an interim response to the VicRoads' concept plans, subject to community consultation on the Council Draft Vision. Although VicRoads has advised that it will accept Council's submission in late January, it has been indicated that VicRoads' deliberations on community feedback will continue throughout January in the absence of input from Council and this is of considerable concern.

Council will undertake consultation on its Draft Vision in February 2014, using engagement methods consistent with consultation on other Council projects. VicRoads' timeframes for the Structure Plan process means that Council's consultation period will however be more compact – running for two weeks from Wednesday 5th to 19th February 2014. Feedback from the Council-led consultation will then be reviewed and its Draft Vision for the HFR updated, if required, in response to the community feedback and reported to a Special meeting of Council to be called the earliest opportunity.

CONSULTATION

VicRoads' current consultation process is poorly timed so close to the end of year and it has been difficult for residents to make meaningful comment. Further, VicRoads' consultation approach has attempted to steer the community toward one of three options and provided little opportunity for comment on any alternative preference from Council, as a critical stakeholder, on the future of such an important corridor of public land, uncommon in established parts of the metropolitan area. Given this, Council is attempting provide VicRoads with a more informed outcome to feed into the Structure Plan process.

It is therefore proposed that Council seek feedback on its Draft Vision for the HFR via its normal consultation process after a further report to Council outlining the Draft Vision in January 2014.

FINANCIAL IMPLICATIONS

Sufficient funds are available to progress Council's Draft Vision for the HFR and to undertake an efficient consultation process. This report does not deal with any future financial implications arising from implementation of VicRoads' concept plans, but it is recognised that the potential implications are significant and require close investigation and consideration to ensure the interests of the Whitehorse community are taken into account. Discussions between VicRoads and Council on matters such as future land ownership, transfer mechanisms, and land management and maintenance are yet to occur.

POLICY IMPLICATIONS

The Council Plan and relevant Council strategies, in particular the Whitehorse Open Space Strategy, Bicycle Strategy, Integrated Transport Strategy and Draft Housing and Neighbourhood Character Review (in progress) inform Council's approach to this issue.

CONCLUSION

Council is proposing seek feedback from the community in February 2014 on its Draft Vision for the HFR via its normal consultation processes in order to provide a meaningful response to VicRoads' concept plans that is informed by the aspirations of its community. This report seeks endorsement for that approach and a further report to Council in January 2014 to outline the Draft Vision.



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17 August 2016

Trim: 16/126527
Contact: Tony Peak
Phone: 9262 6469

The Chief Executive Officer
VicRoads
60 Denmark Street
KEW VIC 3101

Attention: John Merritt

Dear John,

RE: HEALESVILLE FREEWAY RESERVE

In June this year, the Land and Property Group at the Department of Treasury and Finance formally notified Council that the property known as 34-40 Moore Road, Vermont was being considered for disposal by VicRoads and that Whitehorse City Council was being given first right of refusal.

Council wishes to advise VicRoads that it is not interested in purchasing the property and takes this opportunity to remind VicRoads that 34-40 Moore Road, Vermont is a significant property that is subject to a Heritage Overlay.

Additionally, the State Government (the then State opposition) gave the Whitehorse community an election commitment to preserve the Healesville Freeway Reserve as public open space.

Council's understanding is that the election commitment would result in the whole of the Healesville Freeway Reserve along with other adjoining VicRoads' land being transferred from VicRoads to the Crown as Crown Land, with Parks Victoria being installed as the land manager.

To facilitate future use discussions regarding the Healesville Freeway Reserve, the Healesville Freeway Reserve Project Reference Group was established and their role is to focus on community engagement, via community and Council representatives, and to prepare an "Establishment Plan"; the "Establishment Plan" work commenced in May 2016 and is likely to take six months to complete.

As you would appreciate commencing the sale process for 34-40 Moore Road Vermont, or for any other VicRoads' land adjoining the Healesville Freeway Reserve, prior to the completion of the "Establishment Plan" appears to be premature and risks eroding the community's confidence in the consultation process.



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Consequently, Council requests that VicRoads reconsider its decision to sell 34-40 Moore Road, Vermont and consider transferring 34-40 Moore Road, Vermont to Crown Land in line with community expectations.

If you wish to discuss these matters further please do not hesitate to contact Tony Peak directly on 9262 6469.

Yours sincerely,

Noelene Duff
CHIEF EXECUTIVE OFFICER
WHITEHORSE CITY COUNCIL

c.c.

Shaun Leane MLC, Eastern Metropolitan
Terry Wilkinson, General Manager Human Services, Whitehorse City Council
Jeff Green, General Manager City Development, Whitehorse City Council
Tony Peak, Manager Property & Rates Whitehorse City Council

9.1.3 Healesville Freeway Reservation: Request for comment on Removal of Public Acquisition Overlay

FILE NUMBER: SF15/719

SUMMARY

This report seeks Council's comment on proposed removal of the Public Acquisition Overlay, Schedule 3 that covers the Healesville Freeway corridor between Springvale and Boronia Roads in the Whitehorse Planning Scheme. The Overlay was applied in 1969 in favour of the Roads Corporation / VicRoads to reserve the land for future road purposes. The State Government declared the land surplus to road network requirements in 2009 and, as an outcome of the 2015 State Election, subsequently decided to revert most of the land to the Crown for use primarily as open space for the community. The Public Acquisition Overlay on the corridor is therefore no longer necessary. There are however related land use zoning considerations which Council can seek to be addressed by the State Government.

COUNCIL RESOLUTION

Moved by Cr Carr, Seconded by Cr Ellis

That Council:

- 1. Support removal of the Public Acquisition Overlay, Schedule 3, as shown in Figure 1, which covers the Healesville Freeway corridor between Springvale and Boronia Roads from the Whitehorse Planning Scheme.**
- 2. Request that VicRoads and the Department of Environment, Land, Water and Planning appropriately zone the Healesville Freeway corridor for its future use as open space and address the residential zoning of residual parcels as outlined in this report.**
- 3. Write to VicRoads to advise of its decision.**

CARRIED UNANIMOUSLY

BACKGROUND

The Healesville Freeway Reservation (HFR), as it first existed from near the Riversdale Road/Station Street to Healesville, was first included in Box Hill and the Nunawading (now Whitehorse) Planning Scheme in 1969. During the 1980s, part of the HFR between Riversdale Road/Station Street to Springvale Road was removed from the Planning Schemes and the land developed for a diversity of uses including Council's Operations Centre, public and private housing, commercial buildings and open space.

In 2009 VicRoads identified nearly all of the remaining Healesville Freeway Reservation (HFR) being 35 hectares of undeveloped land between Springvale Road and Boronia Road, as surplus to road network requirements. This section of the HFR is 3.3 kilometres long and varies in width from 75 metres to 300 metres. In the Whitehorse Planning Scheme the reservation is covered by the Public Acquisition Overlay, Schedule 3 (PAO3).

In 2012, under the previous Liberal State Government, VicRoads commenced the structure planning process for the Healesville Freeway Reservation Renewal Project (HFRRP) which assumed inclusion of substantial parts of the HFR for future housing.

During the 2015 State Government election the Labor party committed to retaining the HFR for open space and to construct a shared path along its length. After the election the State Government commenced a process for most of the HFR to transfer to Crown Land, with Parks Victoria intended to be responsible for the day to day management and maintenance of the land, and indicated the sale of select parcels of land to fund the development of the HFR.

9.1.3 (cont)

Council has an interest in a number of parcels of land along the HFR that are currently used for community recreation and as parkland. Council is also firmly committed to advocating for the best outcome possible for the local and regional community for this significant corridor of open space.

It is anticipated that Parks Victoria will prepare a master plan for future improvement of the HFR now that the Crown Land transfer is completed. While the timing of the master planning process is not yet known, Council has consistently raised: a variety of recreational, environmental and heritage considerations; site conditions; funding concerns; community engagement expectations; and project coordination matters.

VicRoads has written to Council to advise that it intends to apply to the Minister for Planning to remove the redundant sections of PAO3 covering the HFR from the Whitehorse Planning Scheme. The affected land is highlighted yellow in Figure 1 below. It is noted that there are two minor areas of land at Dandenong Creek (outlined in blue) that will remain in the PAO3.

VicRoads proposes that the amendment be undertaken by the Minister, without exhibition, via a prescribed amendment under Section 20A (4) of the *Planning and Environment Act 1987* (the Act). A prescribed amendment can be used for specific classes of amendments to correct obvious or technical errors, remove duplicate and redundant clauses, and to clarify provisions and the like. As the land affected by the PAO3 is no longer required for road network purposes, VicRoads considers a prescribed amendment is an appropriate mechanism.

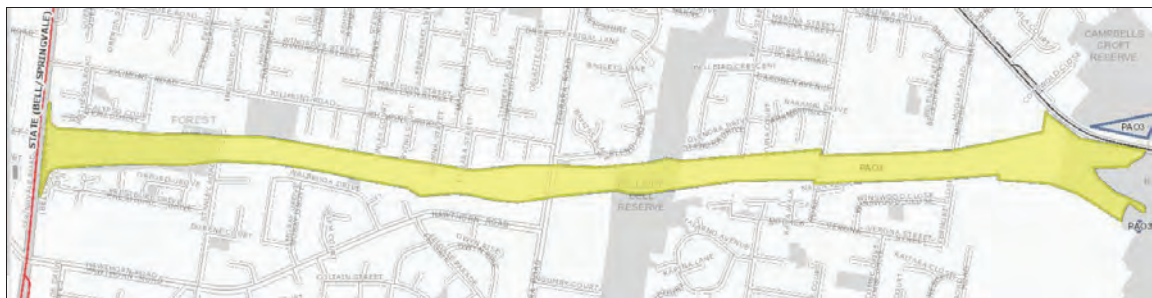


Figure 1 Proposed removal of PAO3 (shaded yellow)

DISCUSSION

The Minister is required to consult with Council when preparing a prescribed amendment. In effect, VicRoads is seeking Council's comment and it is understood that this process will meet the Minister's requirement to consult.

As the land acquired by VicRoads under the reservation is surplus to road network requirements and in view of the State Government's decision to dedicate the HFR to open space, it is appropriate that the PAO3 should be removed. The Overlay is superfluous and may unnecessarily trigger the need for a planning permit for certain activities the state government may want to undertake to implement the future open space vision. For example, a planning permit is required for demolition of structures, for buildings and works, and for vegetation removal unless the activity is consistent with the purpose for which the land is reserved – which in this instance is for road purposes, not open space. It is anticipated that the future agreed master plan by Parks Victoria, with input from the community, will suitably guide future improvement of the corridor.

A legacy from the previous state government was Amendment C200 which was gazetted after the election on 27 November 2014. This amendment put into effect the Liberal Government's commitment to rezone two significant areas to the Public Park and Recreation Zone, being: east of Terrara Road to Morack Road through Bellbird; and the Davy Lane Reserve precinct.

9.1.3 (cont)

Just prior to Amendment C200, the remainder of the HFR was rezoned by the Minister for Planning primarily to the General Residential Zone at the same time he approved Council's request for the new residential zones across the municipality via Amendment C160 (gazetted on 14 October 2014). Council did not request rezoning of the HFR to the General Residential Zone and due to VicRoads' concurrent structure planning process had deliberately omitted the corridor from Council's *Housing and Neighbourhood Character Review* (2014) that informed the new residential zones.

While removal of the PAO3 is important, it is considered equally important to resolve the remaining land use zones. In particular:

1. The boundaries of the future park need to be confirmed and rezoned appropriately for parkland.
2. Land outside the future park boundary needs to be reviewed to be consistent with neighbouring residential areas. In the case of land east of Morack Road shown in Figure 2, Neighbourhood Residential Zone would be consistent with the adjoining residential areas.

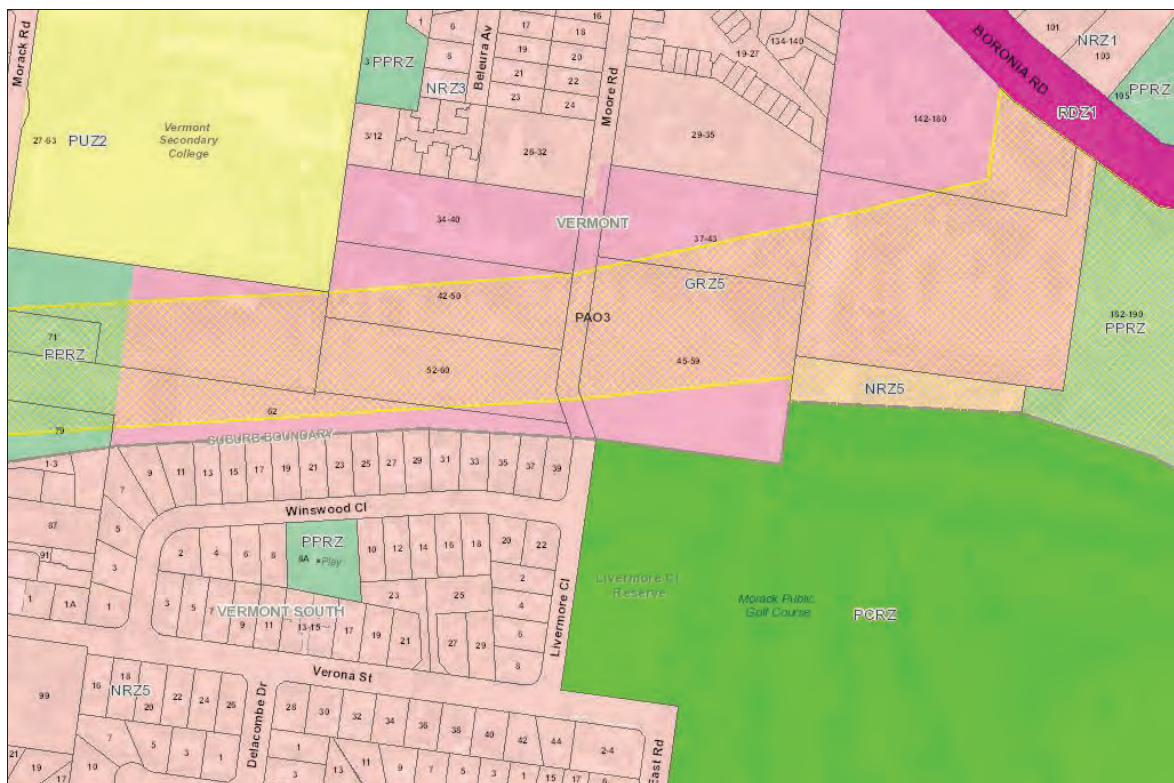


Figure 2 Land use zones in the PAO (east of Morack Road)

9.1.3 (cont)

CONSULTATION

VicRoads is seeking Council's comment on a proposal to remove the PAO3 from the majority of the HFR and has given Council 28 days to respond. VicRoads proposes that the amendment to the Whitehorse Planning Scheme be through a prescribed amendment by the Minister under section 20A (4) of the Act. A prescribed amendment is not exhibited and public comment is not sought.

FINANCIAL IMPLICATIONS

There are no financial implications for Council in providing comment on the proposed amendment.

POLICY IMPLICATIONS

The amendment will facilitate delivery of the HFR as open space and is therefore consistent with the *Council Plan 2017-2021*, Direction 3: *Protect and enhance our opens spaces and natural environments*. Specifically, Goal 3.1.2 *Continue to retain, enhance and increase the amount of open spaces to meet the needs of our diverse community with amenities that encourage opportunities for shared use*.

APPENDIX D

Whitehorse Housing Strategy 2014



WHITEHORSE HOUSING STRATEGY

ADOPTED BY COUNCIL

28 APRIL 2014

It is acknowledged that the City of Whitehorse is on traditional lands of the Wurundjeri tribe of the Kulin Nation. We offer our respect to the Elders of these traditional lands, and through them to all Aboriginal and Torres Strait Islander People.

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PROJECT CONTROL

NAME	NO.	PM APPROVED	PD APPROVED	DATE
Preliminary Draft	1	CR	LR	01/05/2013
Draft for Consultation V1 – Council endorsement	2	CR		26/05/2013
Draft for Consultation V2 – Council endorsement	3	CR		01/07/2013
Draft for Consultation V3	4	CR	LR	05/07/2013
Draft for Consultation V4	5		LR	08/07/2013
Draft for Consultation V5	6			29/07/2013
Draft for Consultation V6	7			30/07/2013
Draft for Consultation V7	8	CR		31/07/2013
Draft for Consultation V8	9	CR	LR	01/08/2013
Final Draft	10	LR	LR	24/12/13
Final Draft v2	11	LR	LR	8/01/2014
Final Draft v3	12	LR	LR	10/1/2014
Final Draft V4	13	TN	-	15/01/2014
Final Draft V5	14	TN	MS	22/01/2014
Final Draft V6	15	TN	MS	04/02/2014
Final Draft V7 Adopted by Council	15	DF	LR	01/05/2014

CONTENTS

INTRODUCTION	1
1.1 Introduction	2
CONTEXT	9
2.1 The Place.....	10
2.2 The People	20
HOUSING NEED.....	23
3.1 Current Housing Profile	24
3.2 Future Housing Profile	38
VISION & PRINCIPLES	39
4.1 Vision for Housing	40
HOUSING LOCATION	41
5.1 Housing Location Challenge.....	42
5.3 Limited Change	45
5.4 Natural Change	49
5.5 Substantial Change	53
HOUSING DIVERSITY	58
6.1 Housing Diversity Challenge	59
6.2 Objectives & Actions	61
HOUSING AFFORDABILITY	66
7.1 Housing Affordability Challenge	67
7.2 Objectives & Actions	71
HOUSING DESIGN	74
8.1 Housing Design Challenge	75
8.2 Objectives and Actions.....	86
IMPLEMENTATION.....	88
9.1 Monitoring and Performance	89
9.2 Implementation Plan.....	90
APPENDICES.....	101
Appendix A – Council Resolutions	102
Appendix B – Policy Context.....	104
Appendix C – Methodology for Identifying Housing Change Areas	112
Appendix D – Residential Planning Permit Approvals (2000-2012).....	115
Appendix E – Whitehorse Recent Housing Development (Housing Development Data 2004-2011).....	117

ACRONYMS

ABS	Australian Bureau of Statistics
CAA	Central Activities Area (now referred to as a Metropolitan Activity Centre in <i>Plan Melbourne</i>)
DPCD	Department of Planning and Community Development (former department name - now part of DTPLI)
DTPLI	Department of Transport, Planning and Local Infrastructure
LPPF	Local Planning Policy Framework
MAC	Major Activity Centre
MSS	Municipal Strategic Statement
MW	Melbourne Water
NAC	Neighbourhood Activity Centre
SPPF	State Planning Policy Framework
UDP	Urban Development Program
VCAT	Victorian Civil and Administrative Tribunal
VIF	Victoria in Future
YVW	Yarra Valley Water

GLOSSARY

Density	Low density development	Detached and semi-detached dwellings and two dwellings on a lot of a pattern and layout similar to the majority of housing constructed in Whitehorse up to recent trends.
	Medium density development	Multiple dwellings on a lot (3+), terraced housing, town houses and low-rise (up to 3 storeys) apartment developments.
	High density development	Apartment and larger residential developments, not necessarily high-rise structures.
Categories of Change	Substantial Change	Areas which have been designated for increased residential development at higher densities. They may include areas within or close to major activity areas, designated structure plan boundaries and opportunity areas, in accordance with the relevant adopted plans.
	Natural Change	Areas designated for modest housing growth and a variety of housing types, including medium density housing (no apartments) provided they achieve the preferred future neighbourhood character.
	Limited Change	Areas with specific valued characteristics which are to be protected through greater control over new housing development. These areas represent the lowest scale of intended residential growth in Whitehorse.
Housing types	Detached dwellings	Housing which stands alone in its own grounds, with a form of separation from other dwellings. A detached dwelling may also have a small unit attached to it, such as a granny flat or converted garage.
	Dual occupancy	Two dwellings located on the same allotment or in the same building, or dwellings which have been subdivided from the same property.
	Units	Multiple (3+) dwellings located on the same allotment or in the same building. This may include dual occupancy dwellings.

	Semi-detached dwellings, townhouses, row or terrace houses	A dwelling that has their own private grounds and no other dwellings above or below them. A key feature is that they are attached in some structural way to one or more dwellings, or separated from neighbouring dwellings by less than half a metre.
	Flats and apartments	Includes all self-contained dwellings in blocks of flats or apartments. These dwellings do not have their own private grounds and usually share a common entrance foyer or stairwell. This includes houses converted into flats. Low rise apartments comprise no more than 3 storeys.
Planning Scheme	State Planning Policy Framework	Contains strategic issues of State importance which must be considered when decisions are made.
	Local Planning Policy Framework	Identifies long term directions about land use and development in local government areas, and provides the rationale for the zone and overlay requirements and particular provisions in the Scheme.
	Municipal Strategic Statement	Part of the Local Planning Policy Framework that sets out Council's vision and guides statutory planning decisions through local objectives and strategies.
	Preferred neighbourhood character	A statement of the desired built form and landscape character of a character precinct (as identified within the Whitehorse Neighbourhood Character Study) into the future. It is derived from an assessment of the key elements of the local area which are important to retain as well as the designated change for the area.

EXECUTIVE SUMMARY

The Whitehorse Housing Strategy 2014 provides an updated policy framework 'to encourage and support the provision of housing in the City of Whitehorse that meets residents' needs in terms of location, diversity, sustainability, accessibility, affordability and good design' (Whitehorse Housing Statement Vision).

The Strategy has been prepared following a review of the existing Whitehorse Housing Strategy 2003, and the Whitehorse Neighbourhood Character Study 2003. The review identified where change has occurred in the last ten years both in terms of the size, type and location of housing development, and also the types of housing being developed and how they have met preferred neighbourhood character objectives in residential areas.

Its main focus is on the role that Council can play as the Planning and Responsible Authority charged with developing and implementing planning policy. It has, however, been developed with consideration of other council, state and federal policies, objectives and roles, and is designed to complement and deliver on these.

For the purposes of this Strategy, the Victoria in Future projections have been used, along with the most current .id consulting pty ltd projections for household numbers and average household sizes. The .id consulting pty ltd forecasts, which are commissioned by Council, are based on more detailed and localised assessment of development trends, and are therefore treated in this report as a more accurate growth projection. The .id consulting pty ltd figures have been updated to take into account ABS 2011 census findings, and therefore vary from the figures contained in the draft Strategy.

The Housing Strategy seeks to address a range of challenges for the City:

- The population of the City of Whitehorse is predicted to grow by up to 28,230 between 2011 and 2036, based on .id consulting projections (2013).
- An additional 12,997 dwellings is anticipated to be required to accommodate the projected population growth in the City of Whitehorse to 2036, as well as a more diverse range of households, which, on average, are smaller than households in previous generations.
- State planning policy to delineate an Urban Growth Boundary will require established residential areas to continue to play an important role in providing additional housing.
- State planning policy considers activity centres as the best places to accommodate additional housing growth, and as the focus of increased housing and employment densities, public transport and service provision. Each activity centre in Whitehorse has a different level of capacity and is equipped in different ways to support increased housing density.
- Medium and higher density housing needs to better utilise transport corridors including train, tram and bus routes.

- Whitehorse's attractive leafy character, dominance of detached dwellings and locational attributes that command higher property prices will place further pressure on housing affordability and the types of dwellings that may be built. There is a desire to preserve areas of valued character and vegetation or landscape significance.
- Because of rising house prices, there will be higher demand for private rental – a proportion of which will need to be affordable to low income tenants.
- A higher proportion of lone person households may require smaller housing types including town houses, units and apartments. However in some instances, these housing types are more costly to buy / rent than older housing stock, and can contribute to housing affordability problems.
- Housing in Box Hill will continue to attract overseas investment and new and first generation migrant populations. This particular residential group may require specific assistance to access appropriate accommodation.
- Areas near Deakin University Burwood Campus and Box Hill Institute of TAFE will need to provide more accommodation for students, and accommodation which better meets their needs in terms of quality and affordability.
- Structure Plans with objectives to improve housing affordability and special needs housing opportunities in activity centres will need to be developed and / or implemented.

KEY CHALLENGES FOR HOUSING LOCATION:

- Encouraging appropriate 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.

KEY CHALLENGES FOR HOUSING DIVERSITY:

- Based on .id consulting housing projections 12,997 extra dwellings will be needed between 2011 and 2036.
- How best to meet 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 who will continue to be attracted to the City, largely due to Deakin University Burwood Campus and Box Hill Institute of TAFE.

- 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.

KEY CHALLENGES FOR HOUSING AFFORDABILITY:

- 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.

KEY CHALLENGES FOR HOUSING DESIGN:

- 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.
- Encouraging the retention of older dwellings in areas where these buildings dominate, and limit new development to two dwellings per lot in Limited Change Areas.

The Strategy provides a framework to address these issues, by identifying locations suitable for different rates of housing change (substantial, natural and limited change) to direct development into areas with capacity for growth, and limit change in areas with established environmental, heritage and neighbourhood character values. It includes a suite of objectives and corresponding actions to

address the issues of diversity, affordability and housing design listed above. These include a range of monitoring steps, to enable Council to better determine the effectiveness of its strategy in achieving its housing objectives.



1

INTRODUCTION

1.1 INTRODUCTION

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 and sustainable communities and provides opportunities to participate in community life.

This *Whitehorse Housing Strategy* involves review and update of Council's *Housing Strategy 2003* to identify what types of housing should be provided to support the municipality's growing and changing population. It seeks to ensure that the dwellings we build today will meet the needs of future generations and that future housing is appropriately located throughout the City of Whitehorse.

The study area includes all residentially zoned land within Whitehorse, as well as the business zoned land within the neighbourhood activity centres (see Figure 1).

1.1.1 BACKGROUND & BRIEF

The City of Whitehorse appointed consultants, Planisphere in conjunction with Sweett Group and Harvest Digital, to prepare a *Whitehorse Housing and Neighbourhood Character Review*.

The objectives of the Whitehorse Housing Strategy Review Brief are:

- 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 corridors and nodes; and
- To prompt community discussion about housing issues.

DIRECTIONS FOR HOUSING

Recently released Victorian State Government strategic planning policy, Plan Melbourne, seeks to manage growth and change which will inevitably occur across metropolitan Melbourne over the next 25 years. The directions aim to plan for expected growth in additional households in Melbourne and anticipate that existing suburbs will be taking a greater majority of this growth than greenfield areas.

Underlying planning for this growth is a strong desire to retain the liveability and character of the established areas and to increasingly concentrate major change in strategically located redevelopment sites such as Activity Centres and larger parcels of undeveloped land and consolidated sites. An expectation is that Councils

will undertake the necessary strategic work to inform where growth and change can occur in each municipality.

Council has a number of relevant strategies and policies directly related to the provision of housing, including the Affordable Housing Policy 2010 City of Whitehorse, the Student Accommodation Policy within the Whitehorse Planning Scheme, and a number of existing structure plans and urban design frameworks centred around larger commercial centres (referred to as Activity Centres). In addition, there are many associated policies and strategies, including an Economic Development Strategy, Integrated Transport Strategy and Open Space Strategy. These have all been considered in the development of the Whitehorse Housing Strategy 2014.

NEW RESIDENTIAL ZONES

In addition to the above, the Victorian State Government released reformed residential zones to replace the Residential 1 Zone, Residential 2 Zone and Residential 3 Zone in the Victoria Planning Provisions. Councils are required to implement the new zones by 30 June 2014. Changes are also to be made to the Mixed Use Zone and Low Density Residential Zone. New commercial zones are also being introduced, which provide for opportunities for appropriately located and designed housing within commercial areas such as shopping centres.

The three new residential zones with accompanying schedules are the:

- **Residential Growth Zone** - enables new housing growth and diversity in appropriate locations near activity areas, train stations and other areas suitable for increased housing activity.
- **General Residential Zone** - respects and preserves neighbourhood character while allowing moderate housing growth and diversity.
- **Neighbourhood Residential Zone** – restricts housing growth in areas identified for urban preservation.

Councils are required to identify suitable locations to apply the new suite of residential zones in order to deliver housing to support future population growth and to provide housing diversity, whilst protecting areas of special character.

This Housing Strategy aims to provide Council with a tool to translate the existing suite of residential zones into the three reformed residential zones. It will also help develop an understanding of whether the Mixed Use Zone may be more broadly used if this furthers the housing objectives of this Strategy. The basis of the three levels of change needs to provide consistency between local policy and the Victoria Planning Provisions.

1.1.2 APPROACH

The Housing and Neighbourhood Character Review was developed over six key stages as set out below. This involved reviewing both the 2003 Housing Study and the 2003 Neighbourhood Character Study and a Neighbourhood Activity Centre Assessment. Review is needed to ensure the key directions of the 2003 documents

are still relevant and to provide up-to-date directions for Whitehorse's future housing needs.

The Housing and Neighbourhood Character Review 2014, when implemented, will direct new residential development to the most suitable locations in Whitehorse, and strengthen protection of neighbourhood character.

The Review was undertaken through a technical assessment of key housing issues, locational mapping and site survey, and consultation with the community, relevant stakeholders and housing providers.

Stage 1: Inception and Background

Stage 2: Draft Neighbourhood Character Review & Neighbourhood Activity Centre Assessment

Stage 3: Draft Housing Strategy Review

Stage 4: Consultation on draft Documents

Stage 5: Review of Consultation and Final Reports

Stage 6: Implementation

An Internal Working Group comprising officers from a range of Council departments has overseen and inputted into the preparation of the draft Strategy.

An External Reference Group has provided community input into preparation of the Strategy, and included members representing residential, commercial and other broad interests from the Whitehorse community.

1.1.3 THE ROLE OF COUNCIL

The focus of this Housing Strategy is on providing practical, achievable and strategic direction to guide the future mix, location and design of housing throughout the City. The scope of issues is broad, and Council has the potential to assume a wide variety of roles in addressing the future housing needs of the municipality. Council's roles include the responsibility for planning to meet the housing needs of the City within the existing legislative framework and through the Victoria Planning Provisions.

In 2011, Council adopted a series of resolutions seeking to amend the Whitehorse Planning Scheme to:

- Increase the minimum lot size for new developments;
- Reduce the site coverage and hard surface coverage within the garden and bush suburban areas;
- Require an increase in the size of private open space areas per dwelling in new residential developments; and
- Modify the standard ResCode provisions to address these matters.

Refer to [Appendix A](#) for a copy of the resolutions.

Council is responsible for ensuring that new housing meets town planning, building and public health regulations and expectations.

There are many factors that are beyond the control of local government, particularly those that relate to State and Federal policy. One of Council's roles will be to act as an advocate to these levels of government in the best interests of the local Whitehorse community, as well as a facilitator to bring stakeholders together. Council can assume an advocacy role in negotiations with developers to ensure new housing development in the City is of a quality design, appropriately serviced by hard and soft infrastructure and offers a high level of amenity to residents.

THE WHITEHORSE COUNCIL VISION

Council is guided by the following vision, drawn from *Council Vision 2013-2023*:

We aspire to be a healthy, vibrant, prosperous and sustainable community supported by strong leadership and community partnerships.

The City of Whitehorse will be:

- *One of the most liveable and sustainable municipalities in Melbourne;*
- *Recognised for the quality of its open space and natural environment;*
- *A community rich in culture and diversity that is inclusive, healthy and vibrant;*
- *A well governed city that has a healthy and strong relationship with the community; and*
- *A municipality with a prosperous and well supported local economy.*

1.1.4 POLICY CONTEXT

State, regional and local policies identify a number of issues to be addressed and strategic directions to be implemented by the housing strategy. Refer to [Appendix B](#) for a summary of key relevant strategic directions.

1.1.5 PHASE 1 CONSULTATION

The Housing Needs survey conducted during Stage 2 of the project process (see page 4) resulted in 27 responses. The responses indicated the range of housing choices to be made by the community, with more than a third stating they want to stay in their current home for at least the next 10 years, and more than a third stating that they would like housing to suit ageing needs. Many would like housing convenient to public transport, shops and services and slightly more respondents indicated they would like a larger dwelling and garden, than those indicating they would like a smaller dwelling and garden. This is not however a survey that provides quantitative results, merely one that indicates a sample of views.

1.1.6 PHASE 2 CONSULTATION

Consultation at Stage 4 of the Review provided the opportunity for comments on the Draft Housing Strategy, containing the Housing Change Map. In total, 853 submissions were received relating to the Housing Strategy, and the majority of

these related to the Housing Change area boundaries and intentions. In general, there was concern that the designated area of change would allow too much development in the area. The areas of greatest concern were around:

- Bolton Park (City Oval)
- Box Hill TAFE
- Surrey Hills and Mont Albert including Riversdale Road, Russell Street, Florence Road, Broughton Road and Windsor Estate
- Church Street/Barkly Terrace, Mitcham

In addition a smaller number of submissions (in particular those lodged on-line) made comments about the other aspects of the Housing Strategy, such as affordability and diversity.

As a result of a detailed consideration of the submissions, a number of changes were made to the Housing Change map and to other sections of the Strategy. A major change was to delete reference to a category of change 'Natural Change with Access'. It was found that this category was not necessary and overly complicated the implementation of the housing strategy while adding little to the capacity of the City to accommodate housing in the future. See Appendix C for an explanation of the translation of the categories of change.

1.1.7 PHASE 3 CONSULTATION

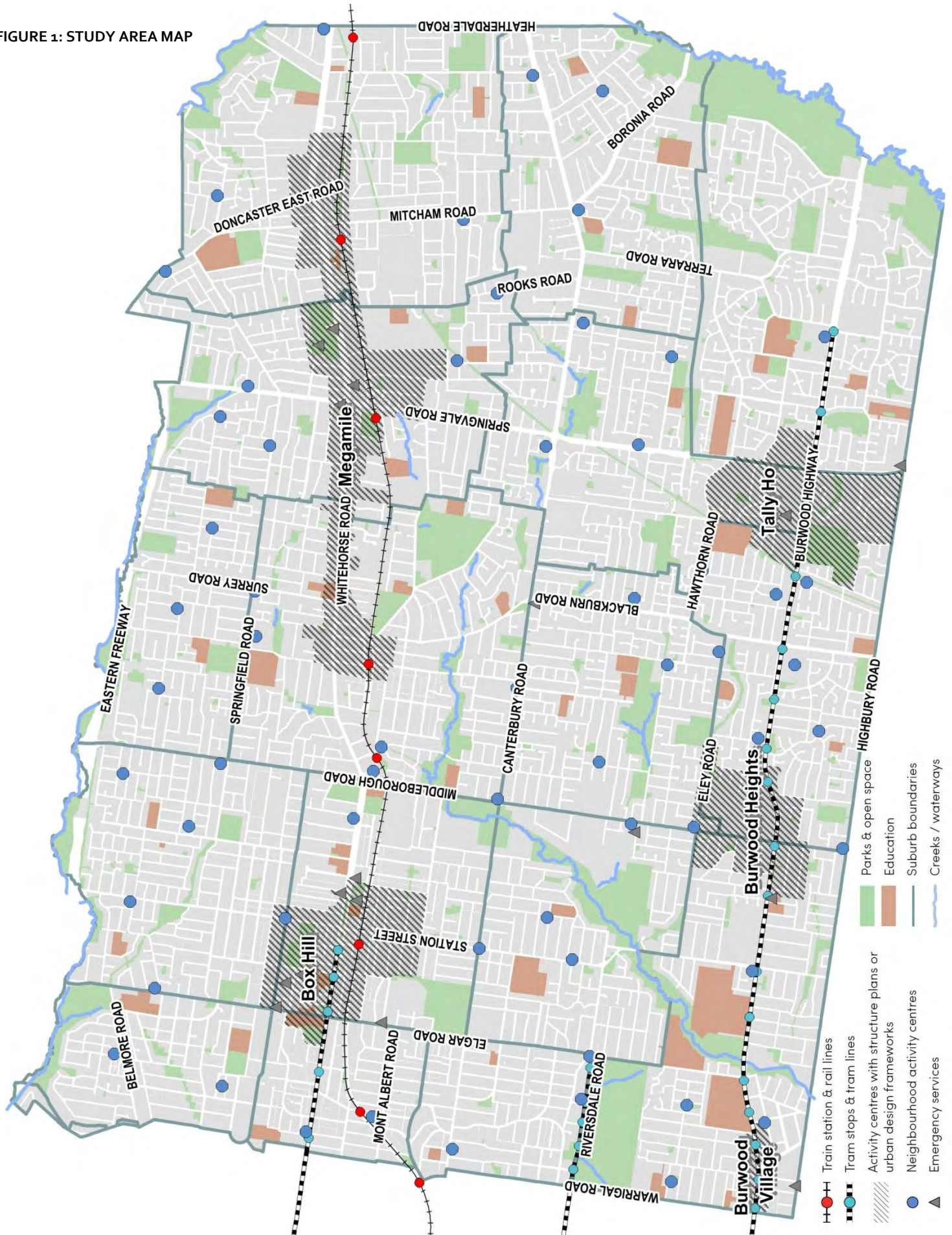
Phase 3 consultation presented the *Whitehorse Housing and Neighbourhood Character Review* as a set of background documents to inform Council's policy approach to future residential and neighbourhood development and the preparation of planning controls supporting the introduction of the new residential zones proposed by the State Government in 2013.

During Phase 3 consultation 795 submissions were received with an additional 91 late comments. Submissions were received from across the municipality with some concentrations generally west of Elgar Road, around the periphery of Box Hill Activities Area, Blackburn (north-east of Middleborough and Whitehorse Roads) and the south-east part of Mitcham. Several proforma submissions were developed by the community for different locations; each being assessed by officers as an individual submission. In addition to the above, Council held a community drop-in information session on 20 February 2014 attended by approximately 150 / 200 people, preceded by a meeting with representatives from key resident groups. Strong interest during Phase 3 was evident from the submissions received, attendance at the information session, project website visitation (exceeding 5,000 hits) and phone and counter enquiries.

During Phase 3 consultation many concerns were raised about protecting neighbourhood character, particularly pertaining to gardens and vegetation. Concerns were also raised about the balance between existing character and the need for future development, as well as managing public realm and infrastructure provision into the future. Many concerns were raised about matters beyond the

scope of the Review and the planning system. The key directions for Council will be to ensure that the public realm outcomes and urban design of medium and higher density developments are more stringently assessed, that open space and infrastructure provision needs to be considered in light of the revised population distribution, and that integrated transport planning for local roads is required to manage traffic and parking congestion and promote safe pedestrian environments across the municipality.

FIGURE 1: STUDY AREA MAP





2

CONTEXT

2.1 THE PLACE

The City of Whitehorse is located approximately 15 kilometres to the east of the Melbourne CBD. The municipality is 64 square kilometres in area, and is generally bounded by Highbury Road, Warrigal Road, streets just east of Union Road, the Koonung Creek, Heatherdale Road and the Dandenong Creek.

Whitehorse sits within the established eastern metropolitan region of Melbourne along with the municipalities of Boroondara (west), Manningham (north), Maroondah and Knox (east), and Monash (south).

The City comprises of the following suburbs and localities:

Blackburn	Forest Hill
Blackburn North	Mitcham
Blackburn South	Mont Albert
Box Hill	Mont Albert North
Box Hill North	Nunawading
Box Hill South	Surrey Hills (part)
Burwood (part)	Vermont
Burwood East	Vermont South

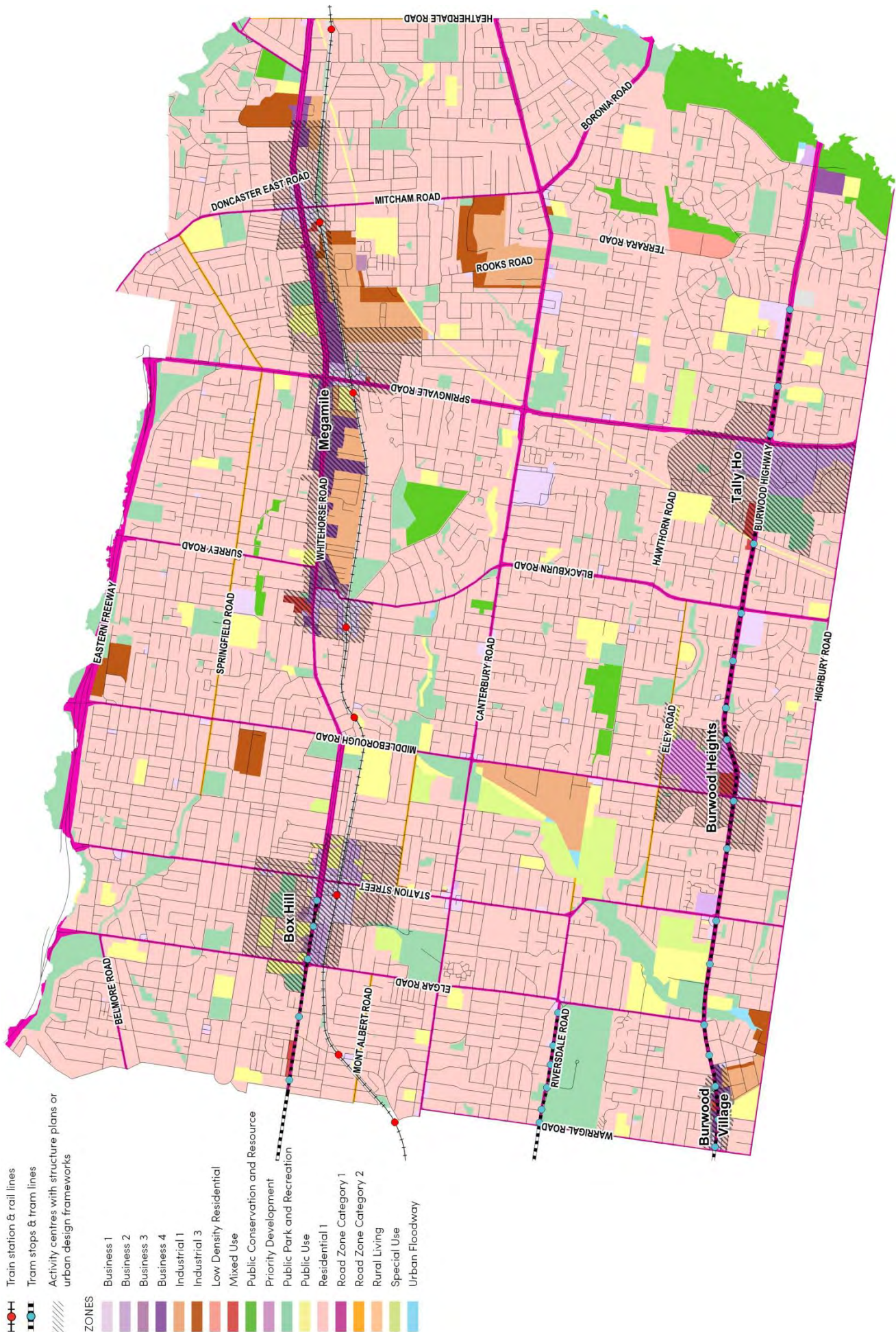
2.1.1 LAND USE

The City of Whitehorse contains a mix of residential, commercial, industrial and educational land uses, with residential the predominant land use throughout the municipality. This is shown most clearly on the land use zoning map from the Whitehorse Planning Scheme (*Refer to Figure 2*). Regionally significant land uses located within the municipality include the Box Hill Hospital; Epworth Hospital; Deakin University – Burwood Campus; Box Hill Institute of TAFE; Box Hill Central Activities Area (CAA); Blackburn Lake Sanctuary; Wattle Park; Tally Ho Business Park and Greenwood Office Park.

In addition to the Box Hill CAA, there is an established network of activity centres distributed across the City including the Nunawading Megamile Major Activities Area (MAC), Burwood Heights MAC and Forest Hill MAC and more than 60 small commercial centres referred to as Neighbourhood Activity Centres (NACs).

Whitehorse has approximately 335 open space reserves covering approximately 690 hectares of land area which equates to 10.7% of the municipality. The City has two large aquatic centres in Box Hill and Nunawading. Large regional parks and recreation facilities include Wattle Park, Blackburn Lake Sanctuary, Gardiners Creek Reserve, Koonung Creek and Dandenong Creek parklands and Yarran Dheran.

FIGURE 2: EXISTING ZONING MAP AS OF 04/04/13



2.1.2 TRANSPORT

Whitehorse is served by an extensive transport system that provides strong links to the wider metropolitan region by train, tram and bus public transport networks and regional road links.

PUBLIC TRANSPORT

In 2010, 92% of Whitehorse residents lived within 400 metres of a bus stop and/or tram stop and/or 800 metres of a train station. Despite this, 2011 ABS figures on journey to work data shows 64% of Whitehorse residents use their car for their journey to work. Most residential areas to the west of Middleborough Road are within reasonably close proximity to fixed rail services (train or tram). Further east, accessibility varies, with areas close to the distinctive east-west corridors just south of Whitehorse Road and along Burwood Highway provided with fixed rail access, but limited provision in other areas.

The Belgrave / Lilydale rail line, with seven stations extending from Mont Albert to Heatherdale, links Whitehorse to central Melbourne and outer eastern Melbourne.

Three tram lines service Whitehorse. Route No. 75 commences at Southern Cross Station and operates within Whitehorse along Burwood Highway from Warrigal Road to Vermont South Shopping Centre, servicing major institutions such as Deakin University, several schools and Tally Ho Business Park. Tram route No. 109 operates between Port Melbourne and Box Hill CAA. Tram Route No. 70 commences at Waterfront City Docklands and terminates at Wattle Park (corner of Riversdale Road and Elgar Road).

Numerous bus routes service the City including:

- Metropolitan Bus Services (Route Nos.: 201, 202, 205, 207, 270, 271, 273, 279, 280, 281, 282, 284, 286, 293, 295, 302, 303, 305, 309, 313, 315, 318, 364, 612, 623, 624, 684, 703, 732, 733, 734, 735, 736, 737, 738, 740, 742, 753, 754, 765, 766, 767, 768, 850, 885)
- Smart Bus Services (Route Nos.: 901 - Frankston to Melbourne Airport; 902 - Chelsea to Airport West; 903 - Altona to Mordialloc; 906 - City to Warrandyte Bridge; 907 - City to Mitcham; 908 - City to The Pines)
- Nightrider Services (Route Nos.: 966 and 968)

There are a number of public transport interchanges at key locations throughout Whitehorse, particularly around train stations linking to multiple local and regional bus services. Tram and bus routes also connect at many of the key road intersections.

Box Hill has the busiest public transport interchange outside of the CBD, and is the only suburban public transport interchange where people can connect with trains, buses and trams.

ROAD NETWORK

Whitehorse is well served by the arterial road network and freeway linkages. The Eastern Freeway, which ends at Springvale Road or continues on to Eastlink via tunnel under the Mullum Mullum valley, provides excellent accessibility between the municipality and the Melbourne Central Business District (CBD), eastern and southern suburbs and regional Victoria. Eastlink connects Whitehorse to the regional road network including the Monash Freeway, Frankston Freeway, Peninsula Link, South Gippsland Highway and the Princes Highway.

VicRoads has funding to remove specific capacity constraints (road/rail level crossing removals) at Mitcham Road and Rooks Road, and these level crossings are intended to be removed by late 2014. Planning is also underway for the removal of the level crossing at Blackburn Road, but construction is not funded. VicRoads has not advised of any further plans to increase road capacity in Whitehorse.

VicRoads owns a significant parcel of land in the City of Whitehorse known as the Healesville Freeway Reservation, located between Springvale Road and Boronia Road. A structure plan is currently being prepared by the State Government for the future use of the land. VicRoads has indicated the land is envisaged to accommodate a degree of housing provision. Council's adopted position is that the Healesville Freeway Reservation should remain as open space for the community.

CYCLING

An increasing number of bicycle trails provide links to major open space and recreational facilities and provide an alternative form of transport for the community. Shared pathways along the Eastern Freeway, Eastlink, and along the Gardiners and Dandenong Creek corridors provide regional links between Whitehorse and surrounding suburbs including connection to the CBD.

2.1.3 ENVIRONMENT & CHARACTER

All environment, heritage and character overlays are shown on Figure 3 - Overlays Map.

HERITAGE

The City of Whitehorse contains many places of historical significance (*see Figure 3*). These structures, natural features, buildings and areas provide a snapshot into the City's past, from when it was first surveyed and settled in the 1840s, to the start of more significant development commencing in the 1880s.

There are numerous Heritage Precincts and individual sites in Whitehorse that require an appropriate level of protection in this Strategy including:

- HO100 Churchill Precinct, Mont Albert
- HO101 Combarton Street Precinct, Box Hill
- HO102 Mont Albert Residential Precinct
- HO103 Mont Albert Shopping Centre Precinct, Mont Albert
- HO118 Vermont Park Precinct

- HO178 Blacks Estate Precinct, Mont Albert
- HO 179 Thomas Street Precinct, Mitcham
- 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

NEIGHBOURHOOD CHARACTER

Whitehorse is a middle ring Melbourne municipality. It is dominated by detached dwellings in garden and bush settings and provides a variety of living environments ranging from the tree lined streets of Mont Albert, the bushland setting around Blackburn Lake to higher density housing around Box Hill CAA. The periods of development are reflected in the eclectic mix of architectural styles including Victorian, Edwardian, Post-war, Inter-war and contemporary buildings.

As part of this review, Council's *Neighbourhood Character Study* will be updated. This Strategy will be updated as the Neighbourhood Character Study evolves.

LANDSCAPE & VEGETATION

Whitehorse is characterised by pleasantly undulating topography, with some steeply sloping areas, enhanced by a range of indigenous and exotic landscapes.

Trees and variations in the vegetation types and densities are an integral aspect of the urban character in Whitehorse. This is reflected in the application of the Significant Landscape Overlay and Vegetation Protection Overlay to residential areas in Blackburn, Mitcham, Vermont and Mont Albert North.

The municipality is dominated by an upper tree canopy which covers a majority of the City, ranging from the exotic tree lined streets of Mont Albert to the native trees which dominate areas of Blackburn, Blackburn North, Vermont and Mitcham. Parts of the City retain a bushland appearance that has been lost from many other parts of the metropolitan area.

Vegetation in the public realm (road reserves, rail reserves, parks and gardens) is complemented by large canopy trees planted in private open spaces including back gardens. The contribution of plantings in private gardens is highly valued by the community. The increased amount of impervious surface due to increased development has led to a decrease in vegetation coverage within the municipality. This is a concern for many people in Whitehorse.

Vegetation coverage also has significant environmental benefits including providing habitat / wildlife corridors, shade, contributing to resident health and wellbeing with the positive benefits of immersion in natural surroundings, and reducing the heat island effect, amongst many others.

Significant areas of remnant vegetation can be found in the City's bushland reserves such as Bellbird Dell, Cootamundra Walk, Wandinong Sanctuary, Wurundjeri Walk, Yarran Dheran, Antonio Park and Blackburn Lake Sanctuary. In

these areas, the tree canopy cover is extensive and large mature trees dominate as well as mid level vegetation and ground coverage / bushes.

WATERWAYS

The waterways of Gardiners, Mullum Mullum, Dandenong and Koonung Creeks are significant structuring elements within the City and create important environmental, landscape and recreational locations. These creeks form part of an advanced open space network that is highly valued by the community. Some areas warrant vegetation and habitat protection while other more accessible areas are suitable for recreation purposes.

2.1.4 PARKS AND OPEN SPACE

The Whitehorse Open Space Strategy 2007 notes that the open space character broadly changes across the municipality from more formal exotic landscape character in the west to the bushland and native character in the east.

There are more than 335 open space reserves within the municipality, covering approximately 10.7% of the City. Of the total open space, approximately 590 hectares is Council owned and managed, comprising approximately 324 reserves. The remaining open space is owned and managed by other agencies such as Melbourne Water and Parks Victoria. There is a wide diversity of open space reserves throughout Whitehorse ranging from small parks, active sporting reserves, linear parks, formal gardens and bushland reserves and numerous sports fields.

Corridors of linked open space have been created as a result of open space corridors along Gardiners, Koonung, Bushy, Mullum Mullum and Dandenong Creeks. Large formal gardens include Halliday Park, Box Hill Gardens and Kingsley Gardens providing primarily informal recreation. High quality sporting reserves include East Burwood Reserve, Box Hill City Oval, Surrey Park and Elgar Park. A range of bushland conservation reserves are located within the municipality, the largest and most well known being Blackburn Lake Sanctuary, but also Yarran Dheran, Wurundjeri Walk, Bellbird Dell and Wandinong Sanctuary, all located at the eastern side of the City. Large reserves with a heritage character include Schwerkolt Cottage, Wattle Park and Old Strathdon Orchard. There are two public golf courses including Wattle Park Public Golf Course located in the west and Morack Public Golf Course in the east. One private golf course, Box Hill Golf Club in Box Hill, is relatively central in the municipality.

Of the 335 open space reserves, 220 are smaller reserves less than 1 hectare in size. These form an extensive system of local open space across Whitehorse that is used on a regular basis largely for visiting playgrounds and walking. There are around 35 medium sized open space reserves that serve local neighbourhoods and include a range of facilities. This system of open space supports a range of vegetation including remnant indigenous vegetation, mature exotic and native trees and this provides a habitat corridor framework.

The waterways are one of the main open space links into adjoining municipalities with shared trails continuing for kilometres towards Melbourne on the Main Yarra Trail and south to Dandenong. The waterways provide extensive natural habitat and bushland spines that either currently or have the potential to link together a large number of the bushland reserves in Whitehorse.

The open space vision for Whitehorse, as set out in the Whitehorse Open Space Strategy, is to 'continue to provide a diverse network of linked open space with people of all ages recreating, socialising and enjoying the outdoor space, and bushland reserves brimming with indigenous flora and fauna'.

The following key outcomes are sought to achieve the overall vision for the Strategy:

- Improve the links between open space reserves
- Improve access to and use of existing reserves and maintain existing highly valued reserves
- Build on diversity which is a key strength of the Whitehorse open space system
- Adequate open space to meet existing and future population needs
- Improve the habitat corridor links and values of the existing linear open space system of Whitehorse
- Improve environmental sustainability of open space management and maintenance practices
- Reduce conflicts between different recreational users in open space

2.1.5 ROADS AND PATHWAYS / BIKE TRACKS

The Whitehorse Integrated Transport Strategy 2011 draws together a range of specific strategies for different transport modes, and sets a framework to prioritise improvements and facilitate travel options and networks that are sustainable, convenient, accessible and safe.

The forecast growth in population for Whitehorse, along with the development of increased density living in and around activity centres, means that the demand for a safe, convenient and accessible walking environment will also increase.

The City of Whitehorse generally has excellent facilities for pedestrians in suburban locations with constructed footpaths along at least one side of most streets. There is good walking access to bus stops and tram stops within the municipality as well to the various train stations. Most of the issues associated with pedestrian safety and accessibility are located in the Box Hill CAA and the Major and Neighbourhood Activity Centres due to high pedestrian numbers and potential difficulties in crossing busy arterial roads. The focus for pedestrian improvements, such as the installation of pedestrian operated signals, raised pedestrian crosswalks on local roads, reduced speed limits and improved security and lighting will be around the Box Hill CAA, within and on the approaches to the Major Activity Centres and

shopping centres, public transport interchanges, major sporting facilities and in the vicinity of schools and educational institutions.

The City of Whitehorse has some excellent off-road paths (e.g. the Koonung Creek, Gardiners Creek, Bushy Creek, and Dandenong Creek trails) which primarily cater for recreational walk and cycling trips, and complement the limited dedicated on-road facilities for commuter cyclists. The Blackburn Road-Surrey Road link incorporates a series of on-road bicycle lanes (predominantly shared parking/bicycle lanes) while Springfield Road has a mix of on and off-road facilities.

Key focuses for the future are to seek to provide improved routes for commuter cycling, improved connections between existing and future on and off-road paths, improved facilities, and encourage increased cycling activity, particularly for travel to schools, tertiary institutions and places of employment.

Routes of particular focus include:

- The investigation and possible construction of the eastern rail trail between the Box Hill and Ringwood CAAs (CAA Connector)
- The creation of a formal shared path along the 'Pipe Track' from Mitcham to Glen Waverley (in association with Monash City Council)
- Increased application of green on-road surfacing to highlight bicycle areas at high priority intersections, and installation of repeater bicycle logos and associated broken lines at regular intervals along strategic commuter routes (e.g. Canterbury Road and Whitehorse Road) to reinforce the presence of cyclists to motorists
- The provision of bicycle storage on buses to encourage a greater level of cycle/bus/cycle trips.

2.1.6 SERVICING & UTILITIES

All servicing authorities and VicRoads have been consulted on the preparation of the Strategy. It is ascertained that existing capacity within the road, drainage, water and sewerage is limited. This is not uncommon in many areas of metropolitan Melbourne and, in many instances, it is possible to address these limitations through prioritising infrastructure and service upgrades which occur on a programmed basis. The Housing Strategy, has considered infrastructure implications in proposing locations for greater and less intensive housing development.

The following information has been obtained from the servicing authorities to date.

DRAINAGE & STORMWATER INFRASTRUCTURE

The City of Whitehorse and Melbourne Water share responsibility in managing the stormwater drainage system in Whitehorse. Melbourne Water is responsible for regional drains and stormwater infrastructure. Council is responsible for local drains, to which these regional drains connect.

Underground drainage systems are generally designed to cater for a 5-year average rainfall event. When rainfall exceeds this volume, the excess water follows the natural topography of the land and flows along reserved floodplains, channels and roads.

The locations subject to natural overland flows from the regional drains are generally designated through the application of a Special Building Overlay (SBO) in the Whitehorse Planning Scheme. The SBO does not currently designate land affected by overland flows that cannot be accommodated within the local drainage system, which is the responsibility of Council. For local drainage issues Council can request conditions on planning or building permits to address the drainage implications of development, however these conditions are not always upheld if an application is appealed to Victorian Civil and Administrative Tribunal (VCAT).

Melbourne Water is currently implementing a long-term program of flood risk reduction works as outlined in the *Flood Management and Drainage Strategy for the Port Phillip and the Western Port Region*, published in 2007.

Two catchments partly located within the City of Whitehorse have been identified by Melbourne Water as priority areas requiring further investigation. This investigation work was due to be completed by the end of 2013. Although development is still possible within these locations, additional measures for flood mitigation measures may be required and the development potential in some locations may be limited until drainage improvements are implemented.

WATER SUPPLY & SEWERAGE INFRASTRUCTURE

Yarra Valley Water (YVW) is the retailer and provider of water and sewerage services in the City of Whitehorse. Their assets include pipelines, pumps and tanks. YVW have informed their service is currently operating at capacity however each development enquiry that is received by YVW is assessed against models and the capacity of infrastructure is increased accordingly.

Recent Integrated Water Management studies have been undertaken by YVW for Box Hill, Nunawading, Laburnum and Ringwood Activities Areas.

YVW state that sewerage assets within the City of Whitehorse need to be upgraded which will require further negotiation between YVW and Council to understand implications for housing.

ELECTRICITY

United Energy is a provider of electricity to the City of Whitehorse, with assets including transformers, substations, cables, and poles. Recently completed upgrades have occurred at Ringwood Terminal substation and Box Hill Hospital.

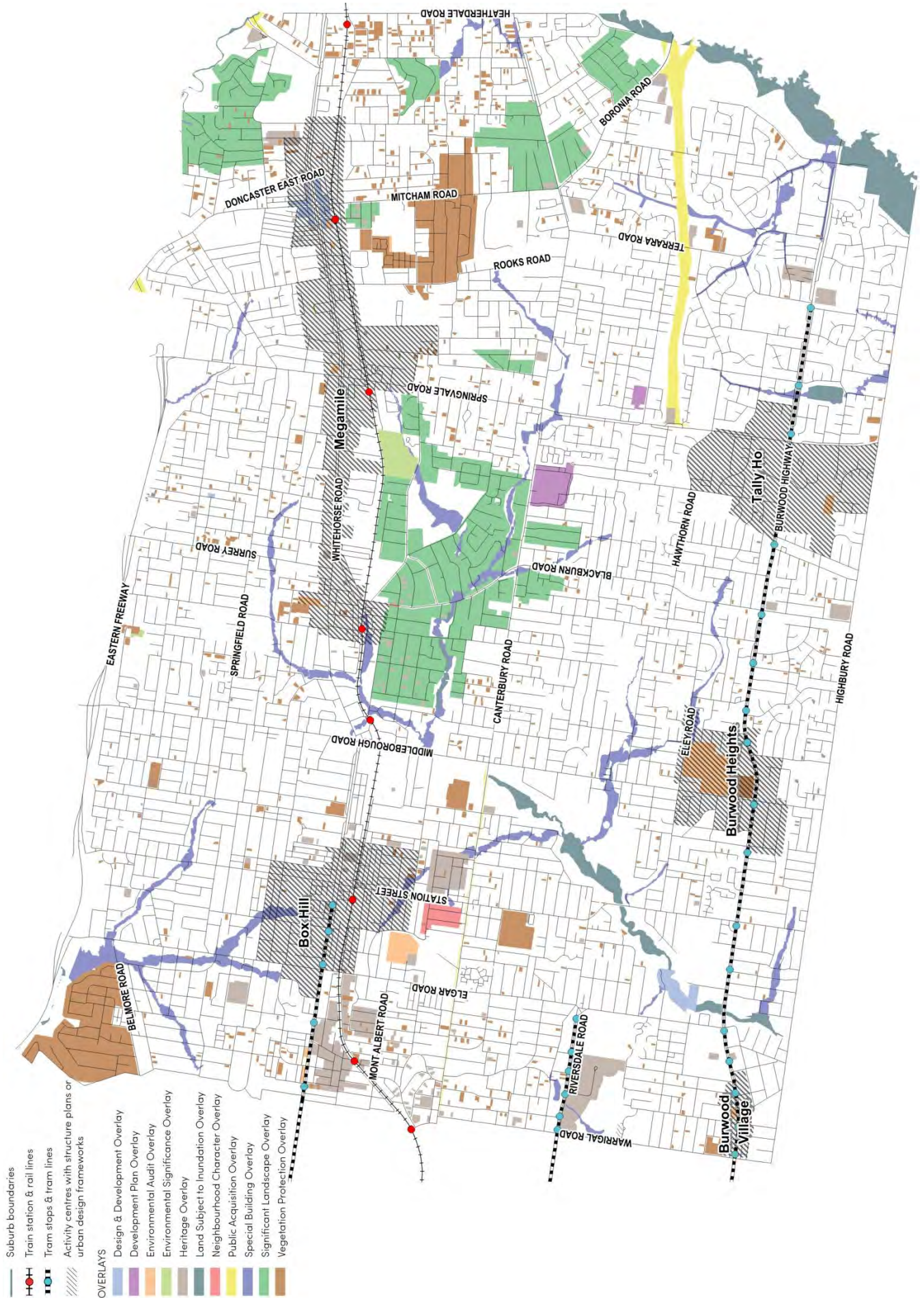


FIGURE 3: EXISTING OVERLAYS MAP AS OF 04/04/13

2.2 THE PEOPLE

The Estimated Residential Population from the 2011 Census for the City of Whitehorse is 158,992 living in 57,207 households (.id consulting 2013).

The City has experienced a relatively slow rate of population growth, with an annual average growth rate of 1.0% between 2006 and 2011. This is lower than the 1.7% growth rate of Greater Melbourne.

2.2.1 AGE STRUCTURE

The City of Whitehorse population age is varied across the City. The following analysis is based on existing .id consulting pty ltd profile data and Australian Bureau of Statistics (ABS) Census 2011.

MEDIAN AGE

The median age in the City as of the 2011 ABS Census was 39 compared to 38 in 2006, and, 3 years older than Greater Melbourne. The median age ranges from a low of 34 years in Box Hill and Burwood to a high of 45 years in Vermont South. The City of Whitehorse has a lower proportion of people in the younger age groups (0 to 17 years) and a higher proportion of people in the older age groups (60+ years) compared to the Greater Melbourne average.

SUBURB DISTRIBUTION – UNDER 18 YEARS

In 2011, 20.9% of the City of Whitehorse's population was aged less than 18 years compared to 22.2% in Greater Melbourne. Proportions ranged from a low of 14.7% in Box Hill to a high of 24.9% in Blackburn North. The five areas with the highest percentages were: Blackburn North (24.9%); Vermont (22.7%); Mitcham (22.6%); Mont Albert North (22.0%); and Blackburn (22.0%).

SUBURB DISTRIBUTION – 18 – 24 YEARS

In 2011, the City of Whitehorse had a higher proportion of people aged 18 to 24 years, with the proportional distribution reflective of areas around tertiary education providers and locations that offer smaller dwelling sizes including student accommodation. The lowest proportion was 7.1% in Mitcham, with the highest percentages in Burwood (20.9%) and Box Hill (18.4%).

SUBURB DISTRIBUTION – 25-54 YEARS

People aged between 25-54 account for 40.7% of the total population. Of these, the 25-34 years olds were still proportionally higher in Box Hill, however from 35 – 54 years, Mitcham, Nunawading, Blackburn, Vermont, Mont Albert and Surrey Hills had a higher proportion of this age cohort.

SUBURB DISTRIBUTION – 65 YEARS AND OVER

Whitehorse is ageing at a greater rate than metropolitan Melbourne, with 17.3% of the City of Whitehorse's population aged 65 years or more in 2011, compared to

13.1% in Greater Melbourne. Proportions ranged from a low of 13.7% in Mont Albert to a high of 22.2% in Forest Hill. The five areas with the highest percentages of over 65 year olds were: Forest Hill (22.2%); Blackburn South (21.6%); Burwood East (20.6%); Vermont (19.0%); and Blackburn (18.8%).

In 2011, 2.8% of the City's population was aged 85 years and over compared to 1.8% in Greater Melbourne. Proportions ranged from a low of 1.6% in Burwood East to a high of 4.3% in Burwood.

2.2.2 HOUSEHOLD SIZE

Household size in Whitehorse is currently an average of 2.58 persons per household. This figure remained relatively stable between the 2001 ABS Census (2.5) and the ABS Census 2006 (2.6)

2.2.3 HOUSEHOLD COMPOSITION

In 2011, 'Couple families with children' (34%) and 'Couple families without children' (24%) accounted for the majority of family households in the City of Whitehorse (58%). Whitehorse has similar household composition to metropolitan Melbourne although slightly larger proportions of 'Couple families with no children' (24% compared to 22.6% for metropolitan Melbourne). 'Lone person households' account for 23.7% of total households in Whitehorse, slightly higher than metropolitan Melbourne at 22.3%.

2.2.4 SOCIO ECONOMIC PROFILE

Between 2006 and 2011, Whitehorse had a noticeable shift towards the higher household income brackets, with 47% of households on weekly incomes of \$1,250 or above.

Analysis of household income levels in the City of Whitehorse in 2011 compared to Greater Melbourne shows that there was a larger proportion of high income households (those earning \$2,500 per week or more) and a higher proportion of low income households (those earning less than \$600 per week). Overall, 21.2% of the households earned a high income, and 20.9% were low income households, compared with 19.4% and 19.2% respectively for Greater Melbourne.

Compared with the Victorian and Australian rates, Whitehorse has a slightly lower unemployment rate of 5.1% as of the June quarter of 2012. However as of the June 2012 quarter, unemployment rates varied across the City with the lowest unemployment rate in Nunawading East at 4.7%. In comparison Box Hill (5.6%) has a slightly higher rate of unemployment compared with Victoria (5.4%) and Australia (5.2%).

The Socio-Economic Indexes for Areas (SEIFA) is a program that ranks areas in Australia according to relative socio-economic advantage and disadvantage based on Census data. The City of Whitehorse is located in the top 10% of advantage in accordance with the index, but with pockets of disadvantage.

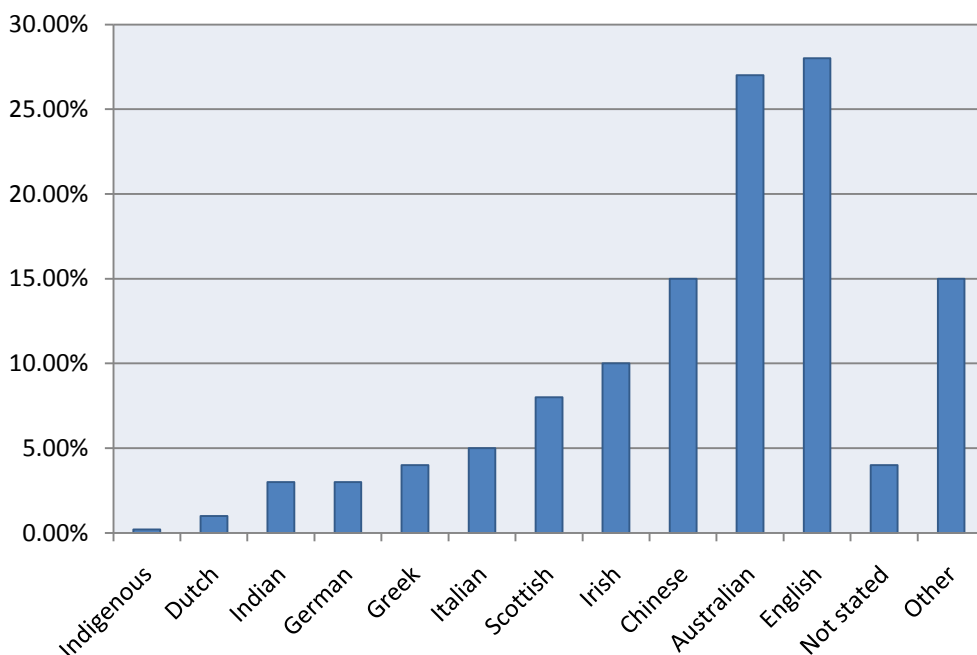
2.2.5 WORK PROFILE

The City of Whitehorse has a higher proportion of managers, professionals and technicians compared to Greater Melbourne. Most of the City of Whitehorse's working residents travel outside the municipality for work (64%). Most (58%) travel to work by car as the driver, while 14% use the train as their main method of travel. Approximately 4% work from home. Only 0.7% cycle to work, and 2.3% walk to work.

2.2.6 CULTURAL DIVERSITY AND RELATIONSHIP TO HOUSING

The figure below shows the breakdown of ancestry groups at the 2011 Census. The large proportion of people in different ancestry groups is reflective of the cultural diversity in Whitehorse similar to wider trends in metropolitan Melbourne and Australia. Note that many people identify with more than one ancestry group.

Table 1: Ancestry Profile of Whitehorse Local Government Area, 2011





3

HOUSING NEED

3.1 CURRENT HOUSING PROFILE

3.1.1 KEY CHALLENGES FOR THE NEXT 20 YEARS

- ➔ An additional 12,997 dwellings is anticipated to be required to accommodate the projected population growth in the City of Whitehorse to 2036(.id consulting 2013).
- ➔ State planning policy directs established residential areas to continue to play an important role in providing additional housing.
- ➔ State planning policy considers activity centres to be the best places to accommodate additional housing growth, and should be the focus of increased housing and employment densities, public transport and service provision. Each activity centre in Whitehorse has a different level of capacity and is equipped in different ways to support increased housing density.
- ➔ Whitehorse's attractive leafy character, dominance of detached dwellings and locational attributes that command higher property prices will place further pressure on housing affordability and the types of dwellings that may be built.
- ➔ Areas of high value character and vegetation or landscape significance should be preserved.
- ➔ Medium and higher density housing should make better utilisation of transport corridors including train and tram routes.
- ➔ Because of rising house prices, there will be high demand for private rental – a proportion of which will need to be affordable to low income tenants
- ➔ A higher proportion of lone person households may require smaller housing types including town houses, units and apartments. However in some instances, these housing types are more costly to buy / rent than older housing stock, and can contribute to housing affordability problems.
- ➔ Housing in Box Hill will continue to attract overseas investment and new and first generation migrant populations.
- ➔ Areas near Deakin University Burwood Campus and Box Hill Institute of TAFE will need to provide more accommodation for students.
- ➔ Structure Plans with objectives to improve housing affordability and special needs housing opportunities in activity centres will need to be further developed.

The preceding chapter established that the population of the City of Whitehorse in 2013 comprises approximately 158,992 residents living in 62,152 dwellings (.id consulting 2013).

But 'how', 'where' and 'in what' do people currently live? This section presents the current housing profile for the City by outlining the housing type, tenure and characteristics of the municipality's existing residential areas. It is necessary to first understand these aspects of the existing housing supply and current property market, to ensure that future housing growth and change is provided in a way that enhances accessibility and liveability and enhances neighbourhood character.

This assessment is based on the following data sources:

- 'Forecast ID' projections, prepared by .id consulting Pty Ltd in 2013.
- ABS 2011 Census.

- Department of Planning & Community Development (2013) *Victoria in Future*.

3.1.2 HOUSING TYPE

Housing types are unevenly distributed across the municipality with diversity limited in locations where there is a high proportion of a particular housing type. The majority of dwellings in Whitehorse are detached dwellings, accounting for 75% of dwellings. The highest proportion of detached dwellings is in Vermont South with 93.5%, and the lowest in Box Hill at 34.7%. The other suburbs with a higher proportion of detached dwellings are: Burwood East (90.1%); Blackburn North (89.3%); Vermont (86.2%); and Blackburn South (80.7%). Areas with a different dominant tenure type were: Blackburn South (medium density), Box Hill (high density), and Burwood (medium density).

Detached dwellings, however, continue to account for a declining share in overall dwellings for the City, as semi-detached, row/terrace, townhouse, flats, units and apartments emerge as a growing dwelling type. Over the past 5 years multi-residential development forms have grown by 1,287 or 9.9%.

Box Hill (48.5%), Mont Albert (38.8%) and Surrey Hills (35.6%) have higher proportions of medium-density dwelling stock compared with Vermont South at 6.2%. Medium density dwellings include semi-detached, row, terrace or townhouses; flats, units or apartments in a one or two storey block; and/or flats attached to a house.

In 2011, 1.8% of the City of Whitehorse's dwellings were classified as high density dwellings (flats, units or apartments in a three or more storey block) compared to 7.2% in Greater Melbourne. Higher density housing is focused in Box Hill (16.3%) compared with 0% in Forest Hill.

NUMBER OF BEDROOMS – 2 OR LESS

In 2011, 23.3% of total dwellings were classed as two bedrooms or less compared to 24.8% in Greater Melbourne. The highest proportion of two bedroom dwellings is in Box Hill (51.7%); Mont Albert (36.4%); Surrey Hills (28.5%); Box Hill South (27.8%); and Nunawading (27.7%).

NUMBER OF BEDROOMS – 4 BEDROOMS OR MORE

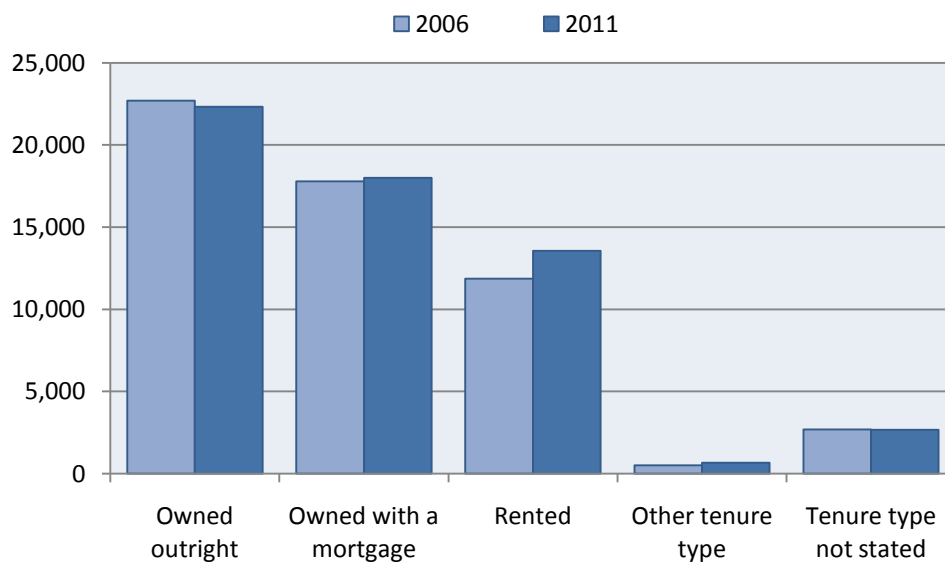
Dwellings with four or more bedrooms are similarly concentrated to locations where there is a higher proportion of detached housing stock. In 2011, 26.8% of the City of Whitehorse's total dwellings were classed as four bedrooms or more compared to 26.3% in Greater Melbourne. The suburbs with the highest percentages were: Vermont South (56.1%); Vermont (32.3%); Burwood East (31.6%); Surrey Hills (30.4%); and Mont Albert North (29.6%). Large dwellings are often occupied by families, particularly older families with teenage children. A large number of four bedrooms or more dwellings may also indicate more recently

built housing stock, as larger dwellings have been increasingly popular in recent decades.

3.1.3 HOUSING TENURE

In 2011, Whitehorse had a higher rate of home ownership of 70.5% compared to 66.8% for metropolitan Melbourne overall. This has declined slightly from 72.9% in 2006. Conversely the proportion of renters has increased from 21.4% to 23.7% over the same period which might suggest a decline in housing affordability. It could also be partly explained by new household formation with the large increase in population within the 20 to 24 age cohort which often tends to rent rather than purchase (*refer Table 2*). Most residents did not relocate between 2006 and 2011.

Table 2: Tenure in Whitehorse, 2006 and 2011



Source: ABS Census of Population and Housing, 2006, 2011

3.1.4 MEDIAN HOUSE PRICE

Property prices in Whitehorse have increased substantially as a result of strong demand in many suburbs across the municipality comprising increases of 26.7% and 37.5% for houses and unit/ apartment housing forms respectively over the past 5 years. The price gap between the Whitehorse and metropolitan medians has continued to grow wider with the median house price being \$665,000 in Whitehorse compared to \$490,000 for metropolitan Melbourne in 2011.

Median house and unit prices are a commonly accepted measure and indicator of changes in housing prices. House prices within the different suburbs of Whitehorse vary significantly, with those closer to Melbourne CBD and those suburbs generally within Zone 1 on the Metropolitan rail line commanding a significant premium over those further afield within Zone 2 of the public transport network. Mont Albert and

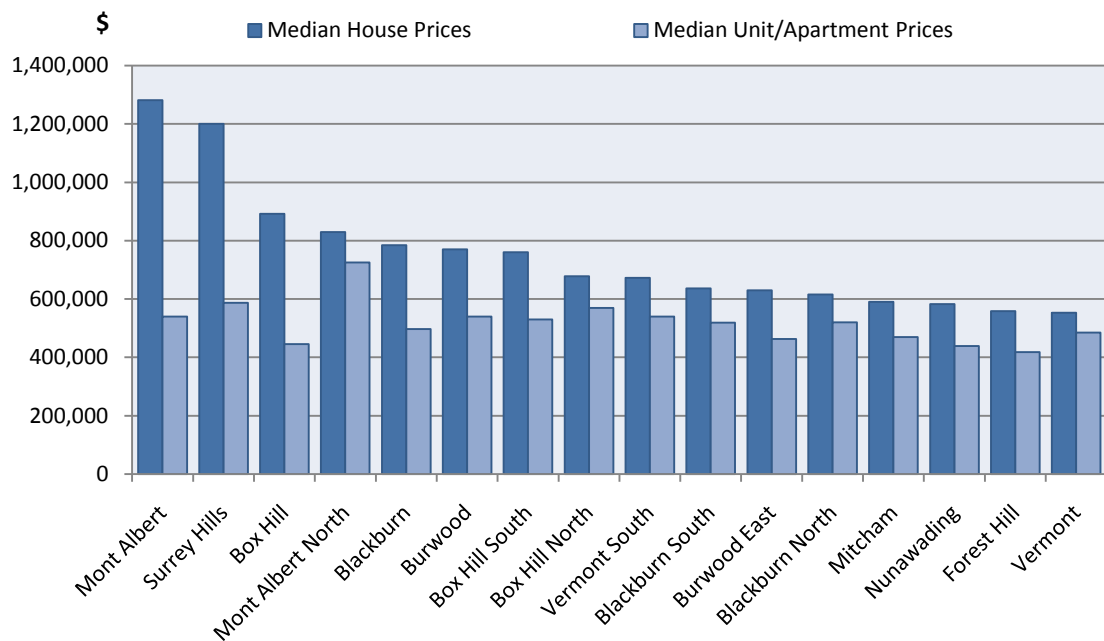
Surrey Hills, which include some of Melbourne's most prestigious homes, have median house prices in excess of \$1.2 million (See Table 3).

In contrast, median prices within the other suburbs of Whitehorse range from \$552,500 to \$892,500 with suburbs closer to Melbourne CBD and along the rail line being more expensive than those further afield. Interestingly, unit/apartment prices within the premium markets of Mont Albert and Surrey Hills are relatively similar to the rest of the municipality.

New land supply is generally constrained to redevelopment of existing lots, which includes change of use and demolition of older housing stock. This lack of available land adds to the pressure on housing prices and limits the municipality's ability to accommodate for future population growth within existing established areas.

The median house block price in Whitehorse in 2011 was \$411,000, compared with the metropolitan median of \$210,000.

Table 3: House and Unit/Apartment Markets in Whitehorse, 2011



Source: Valuer-General Victoria A Guide to Property Values 2011

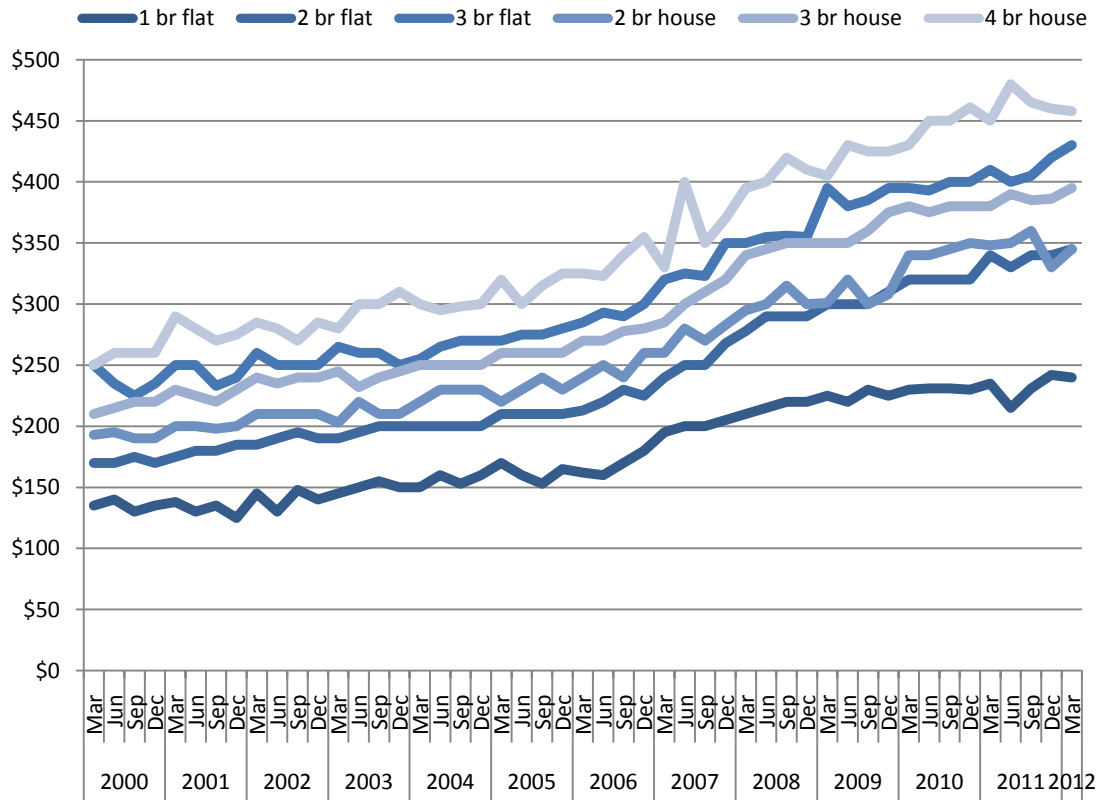
3.1.5 PRIVATE RENTAL COSTS

In the past ten years in Whitehorse, high property prices have resulted in a dramatic increase in rents. The average rents in Whitehorse range from \$240 per week for a 1 bedroom flat to \$458 per week for a 4 bedroom house.

Despite this, there has been an increase in the number of residential letting properties from around 3,400 in the year 2000 to some 4,300 in 2011.

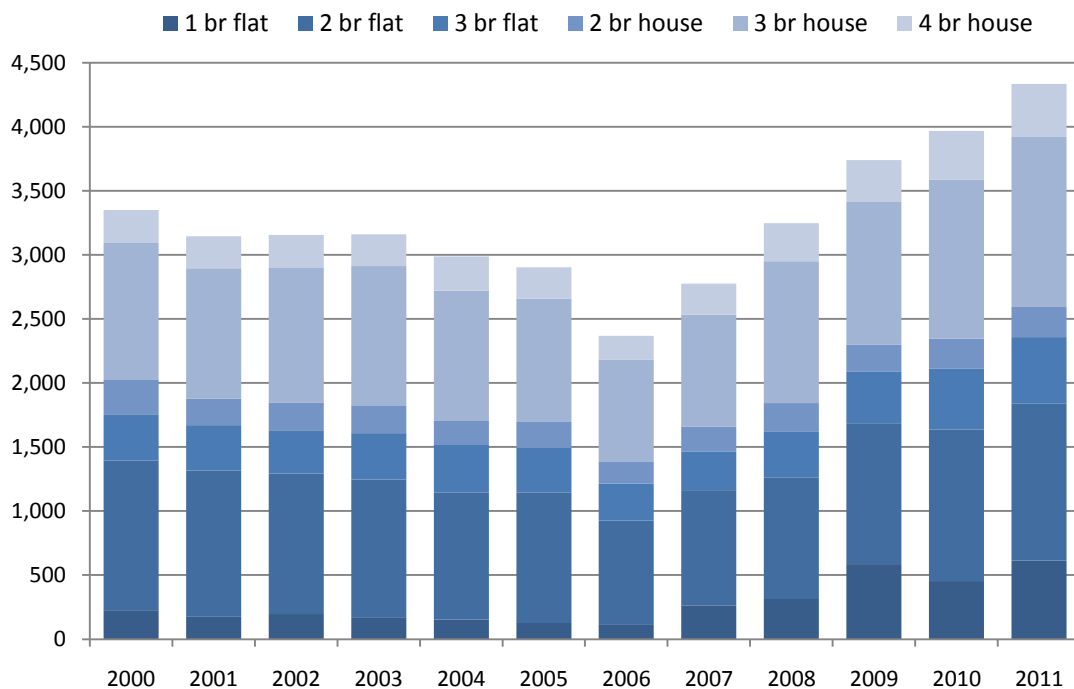
Two bedroom flats and three bedroom houses are the most common dwelling types for renters in Whitehorse LGA accounting for 59.0% of all lettings in 2011. The number of lettings per annum has significantly increased since 2006 which aligns with the point at which the residential sales market saw a dramatic increase in prices.

Table 4: Residential Rents in Whitehorse, 2000-2012



Source: DHS Rental Report

Table 5: No. of Residential Lettings in Whitehorse, 2000-2011



Source: DHS Rental Report

3.1.6 CURRENT DEVELOPMENT TRENDS

Table 6 indicates the average annual redevelopment rate of housing types in Whitehorse with the highest annual growth between 2001 and 2011 in high density residential development. Developers have focussed on developing apartments in Box Hill in line with the Central Activities Area status of the area that accounts for much of the growth in higher density dwellings.

Recent developments have included a large proportion of townhouses and units, particularly with 2 bedroom and 2 bathroom configurations targeted towards the middle of the market, or share house.

New housing includes mostly multi-unit developments, with large lot sizes of around 700 to 1,000 sq.m generally being the preferred lot size for unit development. According to local real estate agents, the high cost of acquiring lots for such development (which typically requires demolition of older housing) means that value add development such as units and townhouses are necessary to be able to provide a price point that the Whitehorse market will accept. The local real estate agents also advise that the student apartment market attracts a large proportion of investors, particularly overseas buyers, with less demand from owner-occupiers. However in recent times, the student apartment market has seen a decrease in demand, potentially due to the high Australian Dollar and falling international student enrolments.

Table 6: Annual Average Redevelopment/ Dwelling Growth Rate

DWELLING TYPE	10 YEAR CHANGE 2001 TO 2011	% OF CHANGE	AVERAGE ANNUAL GROWTH RATE
Detached House	+797	1.8%	0.2%
Medium Density	+2,369	19.3%	1.9%
High Density	+ 633	133.8%	13.4%
Caravans / Cabins / Houseboats	0	0%	0%
Other	-24	-25.3%	-2.5%
Not Stated	-204	-91.1%	-9.1%
Total Private Dwellings	+3,571	6.2%	0.6%

Source: ABS Buildings Approvals Data 2001, 2006 and 2011

Some shop-top housing has been undertaken within parts of the municipality providing for a moderate increase in density within activity centres.

The townhouse and unit market in Whitehorse has strong demand from first home buyers as well as middle age sole parents and retirees. Buyers typically target houses within the \$400,000 to \$600,000 price range due to greater affordability.

The impact of the Council's 2003 Housing Strategy, in particular the designation of Housing Change areas – Minimal, Natural and Substantial Change – in directing medium density housing development to the preferred areas, can potentially be assessed by looking at housing development that has occurred since its introduction in 2003. The figures would tend to indicate that the policy has resulted in an increase in development in Substantial Change areas, but possibly little reduced change in other areas. A comparison of the locations of new dwelling and subdivision applications in the City between 2001 and 2011 with the change area designations currently in the planning scheme indicates that dwelling development has occurred throughout the City. There have been increased concentrations of the number of developments have occurred in the Substantial Change areas, but this is not markedly different from activity that has occurred in many other parts of the City.

Housing Development Data 2011 indicates however that the quantum of housing development that has occurred (ie the number of dwellings) within Substantial Change areas represents a greater intensity than has occurred outside these areas. This tends to indicate that the policy is having some effect however stronger backing with controls or more encouragement in the Substantial Change areas would potentially result in more development occurring in the preferred areas. (Appendix D shows a map of development with the existing change areas, and Appendix E shows a map of Housing Development Data 2011)

3.1.7 DECLINING HOUSING AFFORDABILITY

The affordability of the housing market is largely influenced by the inextricable link between the rental and sales markets and availability. Lack of affordability in the

sales market can direct people into the rental market (should they wish to reside in the same area), which in turn can decrease affordability of rental properties as the demand for these properties increases.

Council's *Social & Affordable Housing Policy 2010* defines affordable housing as:

Affordable housing, from a consumer perspective, is housing which is appropriate to the needs of low to moderate income households and does not consume such a high proportion of household income that it leaves households with insufficient money to meet other basic costs.

Social housing is a sub-set of affordable housing. It refers to rental housing that is owned or managed by a government ('public housing') or a housing cooperative, community organisation or church ('community housing') and let to eligible persons.

Whitehorse's *Affordable Housing Discussion Paper, 2009*, noted that affordability is often linked with 'housing stress' – that is, where households that spend more than 30 per cent of their income on housing costs. Such a large portion of income may negatively impact the household's ability to meet other needs such as food, clothing, health care, education or transport. This is especially the case for those in the lowest 40% of Australians ranked by income (WCC, *Affordable Housing Discussion Paper, 2009*, page 8).

Table 7 indicates a decline in overall affordability with 18.1% of households having housing costs 30% or more of gross income in 2011, compared with 14.8% in 2006.

Table 7: Housing Affordability in Whitehorse LGA, 2006 and 2011

	2006	2011
Households with Rent Costs 30% or More of Gross Income	24.0%	42.2%
Households with Mortgage Costs 30% or More of Gross Income	36.2%	27.5%
Households with Housing Costs 30% or More of Gross Income (Includes Rent and Mortgage Households)	14.8%	18.1%

Source: *Community Indicators Victoria, 2006 and 2011*

In terms of rental properties, the Department of Human Services publishes data on affordable lettings, which are defined as lettings where the weekly rents are at 30% or less of the renter's income.

This rapid decline in affordable lettings after 2006 coincides with an increase in rents and sales prices. In the March quarter, only 3.9% of lettings were considered to be affordable in Whitehorse, compared with 9.5% for Metropolitan Melbourne. This will likely impact on renters' ability to accumulate savings for future purchase and could therefore affect future sales volumes in the first home buyer market.

According to the State Revenue Office of Victoria, in 2011 a total of 17,433 home purchasers claimed the First Home Owners Grant in Victoria. This accounts for 18.1% of the 96,096 house and unit/apartment transactions during the same

period. The implications of poor affordability on the overall residential market are therefore potentially quite significant.

3.1.8 PUBLIC & COMMUNITY HOUSING

As of the 2011 Census there were 1,117 dwellings within Whitehorse being rented from State or territory housing authorities, including housing associations, at a rate of 7.4 public housing dwellings per 10,000 population.

Office of Housing waiting list data for the Box Hill Office (<http://www.dhs.vic.gov.au>) indicates that in September 2012, 2,231 persons were waiting for public housing which has declined by some 400 persons since 2008, indicating some improvement in provision but a continuing relative level of demand. However it should be noted, public housing waiting list data is problematic for a number of reasons as applicants may be on a number of waiting lists and may select areas based on stock available. For example, applicants requiring four bedroom properties may select areas based on understanding more four bedroom properties are available in an area.

The Eastern Affordable Housing Alliance (EAHA) is made up of seven eastern region councils. It was formed to advocate to the Victorian and Federal governments on the housing affordability needs of residents living in the eastern metropolitan region. The EAHA released data in August 2012 that indicates Whitehorse requires a minimum of 1,030 additional social housing dwellings by 2015 to meet demand. Further, that the Eastern Metropolitan Region social housing stock is 50% below the Victorian average (Eastern Affordable Housing Alliance media release, 2013).

3.1.9 STUDENT HOUSING

Current student housing in Whitehorse comprises a range of forms including boarding/ room houses, homestay and purpose built 1-2 bedroom apartments. Council's *Student Accommodation Study 2006* guides student housing development within the municipality.

Whitehorse has two major tertiary education facilities comprising Box Hill Institute of TAFE in Box Hill, and Deakin University in Burwood. Overall the two institutions have around 60,000 students of which approximately 16,000 or 27% are overseas students.

Since 2009 there has been a significant decline in overseas student enrolments comprising an annual decline to October 2012 of over 7% Australia wide. Whilst student numbers have been declining in recent years, particularly overseas students, both institutions have reported that there is an ongoing requirement for student housing.

Whitehorse in recent years has experienced a number of larger purpose built student housing developments in apartment formats, particularly along Elgar Road near Box Hill TAFE and also in areas surrounding the Deakin University Burwood

campus. However, the decline in international student numbers and overseas investor interest has reduced the market appeal for purpose built student housing developments. A number of developers have indicated that student apartments are not selling.

Council has reported anecdotal evidence that there are a growing number of private dwellings being converted to group and boarding room housing often targeted towards students. This may be a reflection of the high cost of, or limited opportunity sites, for development of student housing.

In the medium term (beyond 2014) recent assessment suggests student numbers will begin to recover. The extent to which student numbers recover will be dependent on the extent to which the Australia dollar and associated cost of studying in Australia declines and the future level of competition from international providers.

3.1.10 HOUSING FOR AGED PERSONS

Aside from aged persons continuing to reside in their own homes, the municipality has a wide range of dedicated aged care facilities operated by the private sector and not-for-profit organisations. As of 30 June 2011, there were 34 aged care services within the City of Whitehorse offering 555 Community Care places, 601 Residential High Care beds and 863 Residential Low Care beds.

In practice, however, around half of beds allocated for low care are actually used for high care due to ageing in place. Based on the utilisation rate published by the Department of Health and Ageing, there are around 1,013 high care beds and 451 low care beds in Whitehorse.

3.1.11 HOUSING FOR SPECIAL NEEDS

There are a range of specialist social housing facilities provided throughout the municipality to cater for a number of special needs including transitional and crisis housing, housing for persons with disabilities and rooming/ boarding housing facilities. A range of owners and providers are in place including:

- The Office of Housing (within the current Victorian Department of Human Services)
- Disability Services (within the Victorian Department of Human Services)
- Registered Housing Associations
- Church / Community Groups
- Private operators
- The City of Whitehorse (i.e. Local Government)

Up to date comprehensive and consolidated data sets on the provision of special housing needs is limited due to the diverse range of operators and government responsibilities for regulatory compliance for housing forms. In addition it is noted that there is a substantial overlap in data sets in terms of special housing utilised by the elderly, and students.

Council owns and operates a number of specialist facilities including Combarton Street and Gowanlea.

There has been an increase in Housing Associations and other non-government bodies providing special housing facilities including Housing Choices Australia, Villa Maria, and Anglicare, for example.

3.1.12 ROOMING HOUSES

Privately owned rooming houses are typically occupied by people who cannot otherwise afford to access rental housing. Three departments at Council have responsibility for the approvals and enforcement in relation to rooming houses – Environmental Health (under the *Public Health and Wellbeing Act*), Building (through various building codes and regulations) and Planning. Council maintains a register of rooming and boarding houses. These rooming house facilities cater for a range of special needs, although many facilities provide student accommodation for the Deakin University Campus around Burwood and Box Hill TAFE.

The regulatory framework for rooming houses is complex and inconsistent. In particular, there is a gap in the decision making tools offered within the Whitehorse Planning Scheme which impedes Council's decision-making for rooming house proposals.

3.1.13 DESIGN QUALITY

Design and quality of existing and proposed housing is important for its perceived impact on character. These can be generally associated with each dwelling type: detached dwellings, semi-detached dwellings, and apartments and units.

Detached dwellings: housing which stands alone in its own grounds, with a form of separation from other dwellings. A detached dwelling may also have a flat attached to it, such as a granny flat or converted garage. The characteristics of some newly constructed detached dwellings which have raised some concerns within the community are that they are bulkier in design; different in form and scale with the existing streetscape; include inconsistent setbacks to nearby dwellings; have high fencing; unsustainable design; and are dominated by car access with wide crossovers. New developments often entail larger footprints leading to poor landscape outcomes with a lack of mature trees and vegetation compared to established areas.

Semi-detached dwellings, units, townhouses, row or terrace houses: have their own private grounds and no other dwellings above or below them. Issues associated with some newer semi-detached dwellings and units are related to inconsistent siting and scale along the streetscape; high fencing; dominating car access and crossovers; poor housing design standards with limited flexibility; lack of private open spaces; poor solar access; and lack of landscaping that may contribute to the garden settings of the preferred future neighbourhood character in relevant areas.

Flats and Apartments: includes all self-contained dwellings in blocks of flats or apartments. These dwellings do not have their own private grounds and usually share a common entrance foyer or stairwell. This includes houses converted into flats. Low rise apartments comprise no more than 3 storeys.

Issues that have raised some community concern regarding apartments are poor design standards with limited flexibility and adaptability; height and scale; unsustainable design; poor internal and external amenity; unarticulated building façades; lack of communal open spaces; and poor street interfaces with dominant car parking and service access.

3.1.14 FUTURE HOUSING NEED

Population projections form the basis of all strategic planning, however there are a number of sources for these projections which can be used to form a picture of future demand for housing. The need for housing in the City will be determined by the number of new residents over the next 20 years, and by choices made by these and existing residents as to their housing requirements.

The two key sources of population projections available for Whitehorse are:

- 'Forecast ID' projections, prepared by .id consulting Pty Ltd in 2013; and
- 'Victoria in Future' (ViF) projections, prepared by the former Department of Planning and Community Development in 2012.

For the purposes of this section, the .id consulting projections have been used for all detailed breakdowns of data. The most current 2013 .id consulting data have been used for total projected population growth, dwelling and household growth, and detailed breakdowns. The .id consulting Pty Ltd population forecasts, which are commissioned by Council, are based on more detailed and localised assessment of development trends, and are therefore treated in this report as a more accurate growth projection compared to *Victoria in Future* projections.

It should also be noted that:

- These projections are a guide only and provide an estimate of the order of magnitude of growth that the city will need to plan for over the next 20 years;
- The purpose of this Strategy is to identify appropriate locations, housing types and areas for change rather than to quantifying the exact number of dwellings required in the City over a set timeframe; and
- A higher or lower level of population growth than the State Government ViF2012 projections or the .id consulting Pty Ltd demographic forecasts could take place – the ultimate growth levels will depend on numerous external factors such as State planning policy, immigration levels and economic conditions.

3.1.15 POPULATION GROWTH

Projected population growth in Whitehorse is estimated to continue at 0.7% per annum up to 2036. It is expected that the municipality will have an additional increase of 28,625 persons from 2011-2036, with a total population of 186,365 and an additional 12,997 households (.id consulting 2013).

3.1.16 AVERAGE HOUSEHOLD SIZE

The average household size in Whitehorse is expected to decrease from 2.55 to 2.53 by 2036. This means that in the future fewer people are predicted to live in more dwellings across the municipality.

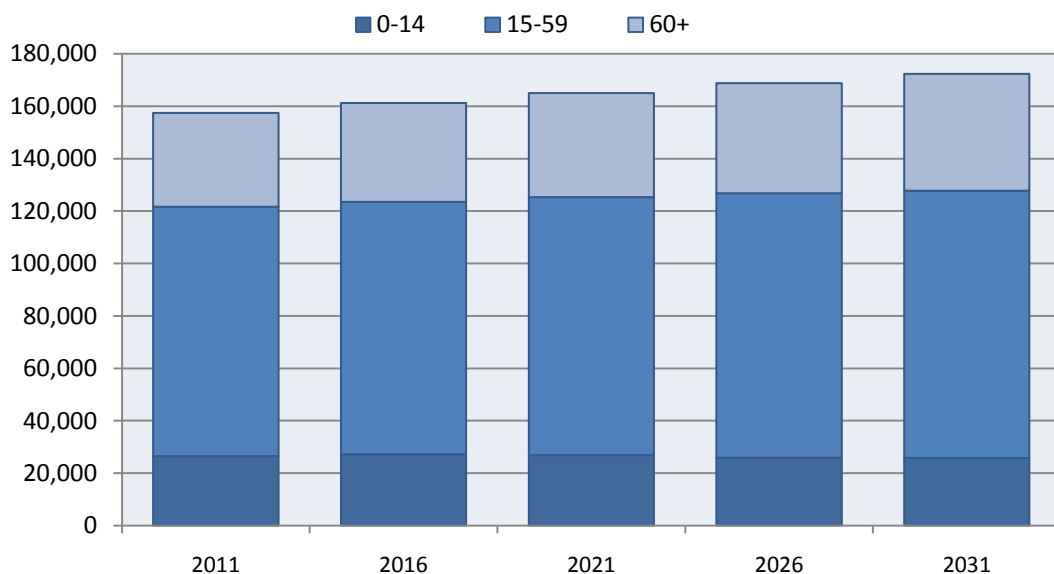
3.1.17 AGE STRUCTURE

An ageing of the population between 2011 and 2031 is evident, with the 60+ age cohort anticipated in the ViF2012 projections to increase by 8,778 people or 25%, while the 15-59 age cohort is forecast to increase by 6,848 people or 7%. The 0-14 age cohort is expected to decrease by 735 people or 3%. Table 9 shows that projected change in age structure of the City of Whitehorse between 2011 and 2031.

A large increase is projected in persons aged between 20 years and 39 years – this is largely due to a strong net migration increase of young people aged between 15 and 29 years attracted to the housing opportunities, Deakin University and Box Hill Institute of TAFE, and affordability in the municipality.

The age group forecast to have the largest proportional increase, relative to its current population size, by 2031 is residents aged over 65 years.

Table 9: Population Growth in Whitehorse by Age Cohort, 2011-2031



Source: DPCD Victoria in Future 2012

3.1.18 HOUSEHOLD COMPOSITION

Between 2011 and 2031, Whitehorse is forecast to see a significant increase in 'Couple family without children' and 'Lone person households', increasing by 3,190 people or 20.3%, and 3,434 people or 21.8% respectively. Conversely, the other household types are expected to see a smaller degree of change particularly 'Couple family with children' households which are expected to remain relatively constant in number and therefore will represent a smaller proportion of the population. The projected household composition of the City in 2031 is presented at Table 10.

Table 10: Net Change in Household Type, 2011-2031

Household type	Net Increase in Households 2011-2031	% Share of Total Increase
Couple family with children	171	2%
Couple family without children	3,190	38%
One-parent family	864	10%
Other family	87	1%
Group household	599	7%
Lone person	3,433	41%
Total	8,346	100%

Source: DPCD Victoria in Future 2012

3.2 FUTURE HOUSING PROFILE

This section presents the predicted future housing profile of the City, in terms of dwelling type and tenure needed to accommodate its growing and changing population.

3.2.1 FUTURE DWELLING MIX

The projected demand for different housing types as a proportion of overall dwelling requirements to 2036 for the City have been considered. Recent housing trends have been identified and tested through discussions with local real estate agents and developers, and extrapolation of ABS Census annual residential development figures.

3.2.2 DIVERSITY OF TENURE

The analysis of housing tenure contained in Section 3.1.3 identified that approximately 70.5% of all dwellings in the City were fully owned or being purchased and 23.7% of all dwellings were private rentals.

It is projected that there will be demand for additional private rental of both dwellings and apartments. This view is based on the historical tenure trend shown in Section 3.1.3 of this strategy and the well-documented overall decrease in housing affordability in Melbourne (based on housing costs as a proportion of household income) and the associated strong demand for rental properties.

A generally accepted figure is that allowance should be made for at least 3% of all privately rented dwellings to be vacant.

3.2.3 IMPLICATIONS FOR THE STRATEGY

At present Whitehorse's housing satisfies a broad range of housing needs, however, as the greater metropolitan area expands, Whitehorse's locational advantages will attract higher prices, placing pressure on lower income households. Positive action is required now and into the future if the housing needs of the City's residents are to be adequately met in a way that also addresses community aspirations for the form and design of housing within the City.

The focus of the Housing Strategy is on identifying that a broader range of housing types should be provided to support the municipality's growing and changing population and where these are best located. It seeks to ensure that the dwellings we build today will be environmentally responsible, adaptable and meet the needs of future generations and that future housing is appropriately located throughout the City of Whitehorse



4

VISION & PRINCIPLES

4.1 VISION FOR HOUSING

The following vision for this Housing Strategy reflects feedback and input received from the community, stakeholders and Councillors during the consultation processes.

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

4.1.1 PRINCIPLES FOR HOUSING

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



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:

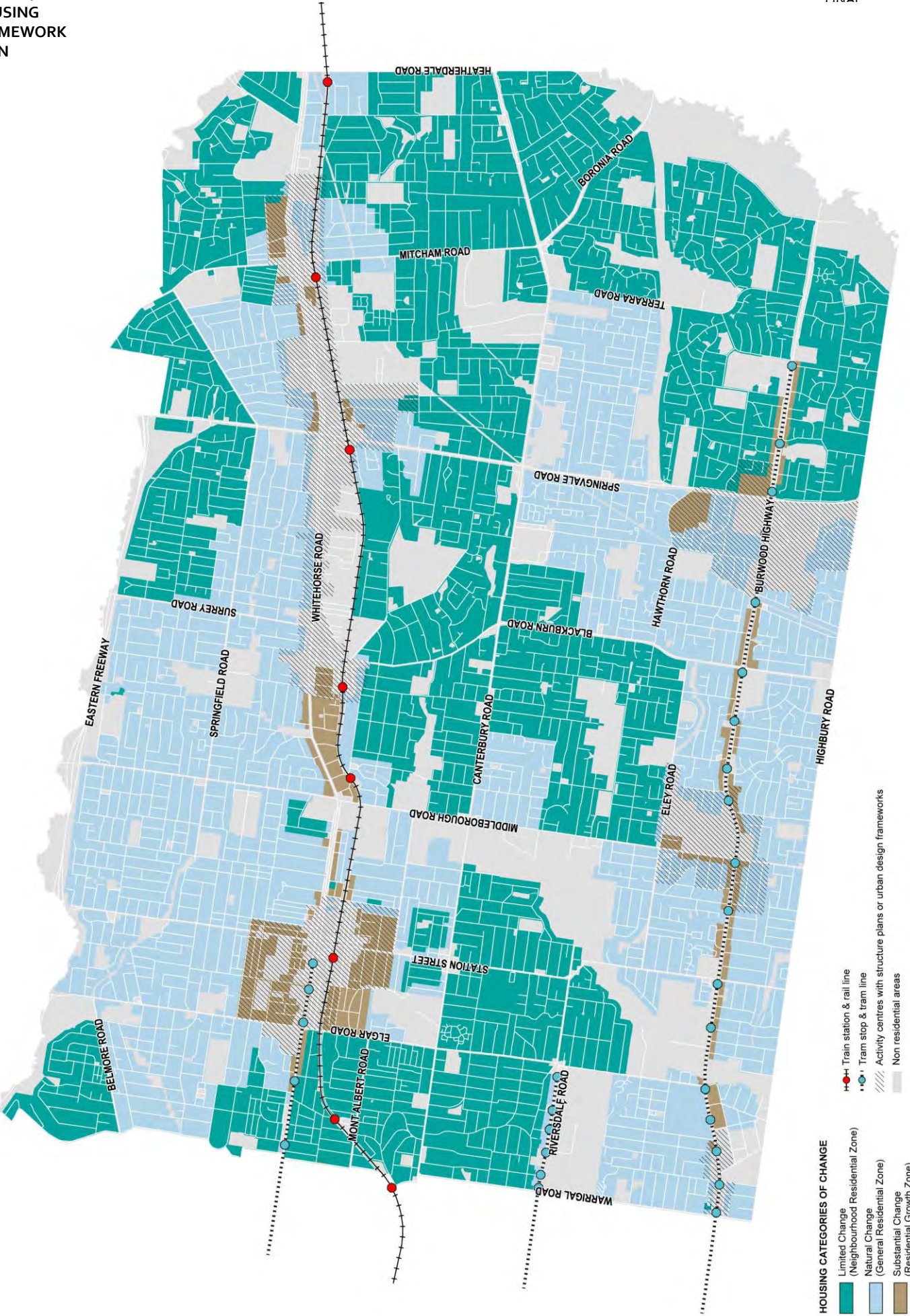
Limited Change areas enable specific characteristics of the neighbourhood, environment or landscape to be protected through greater control over new housing development. These areas represent the lowest degree of intended residential growth in Whitehorse.

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



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.

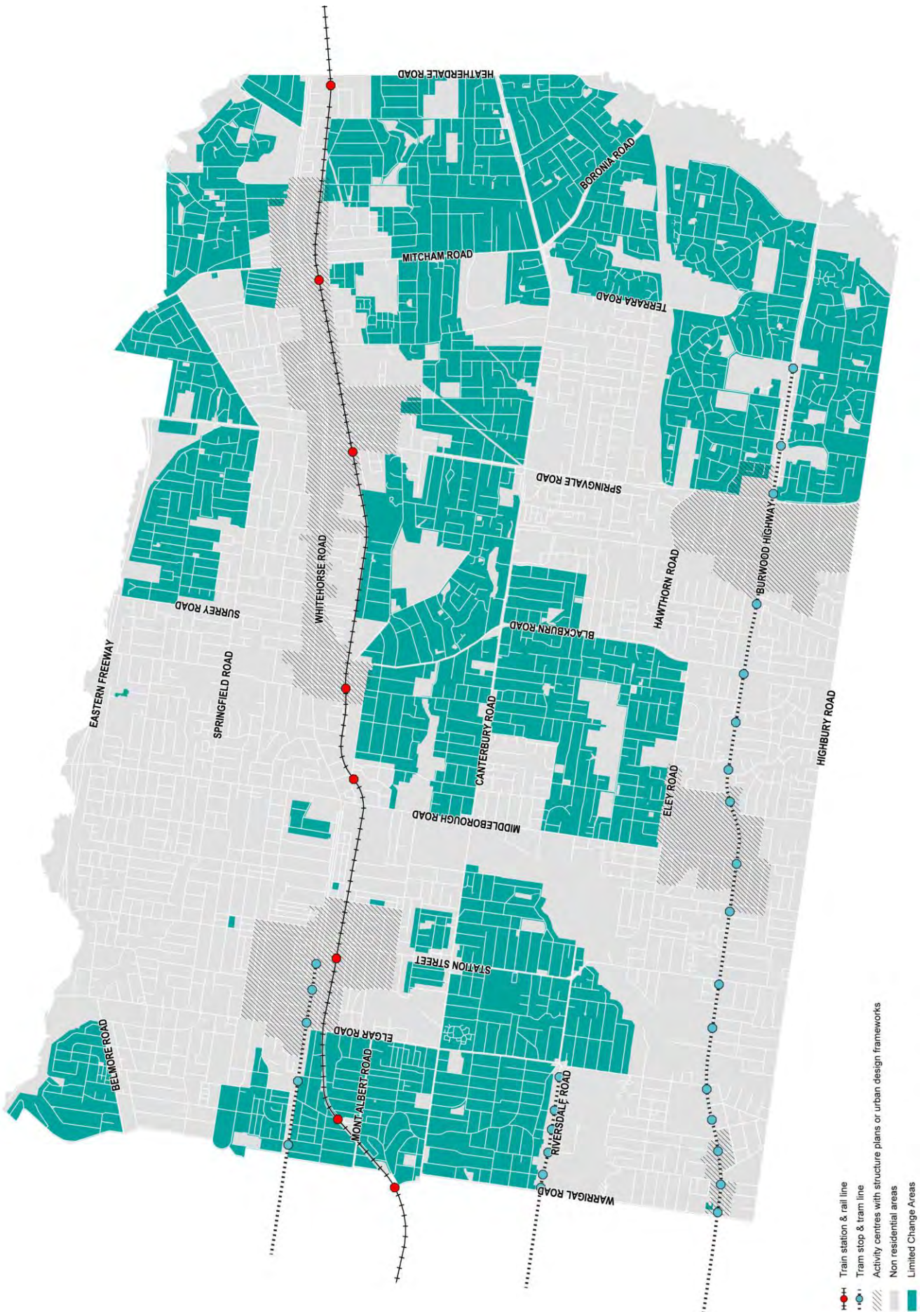
The following variations are utilised in the Schedules to the Zone:

- 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.

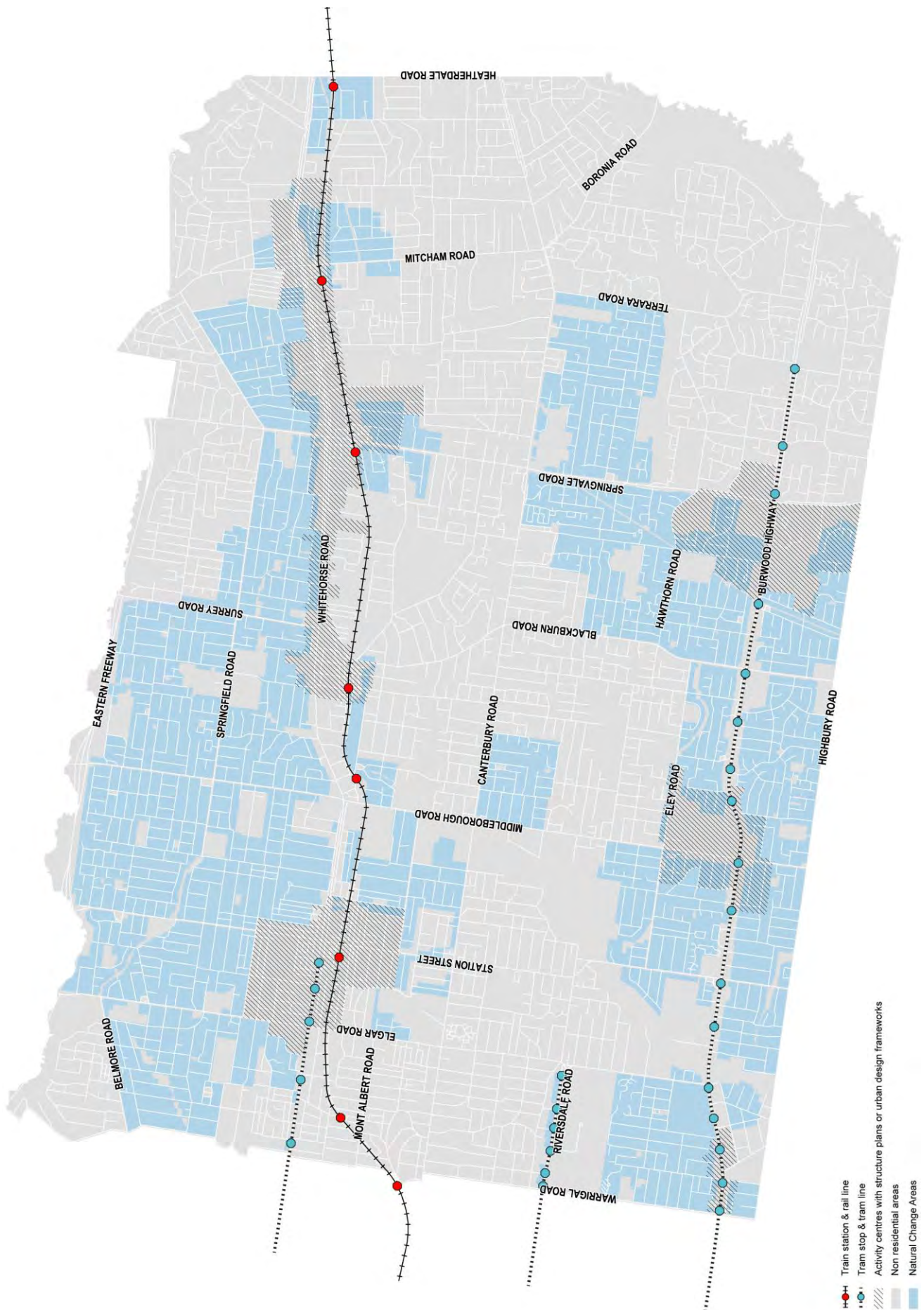
The following variations are available in the Schedule to the Zone:

- 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

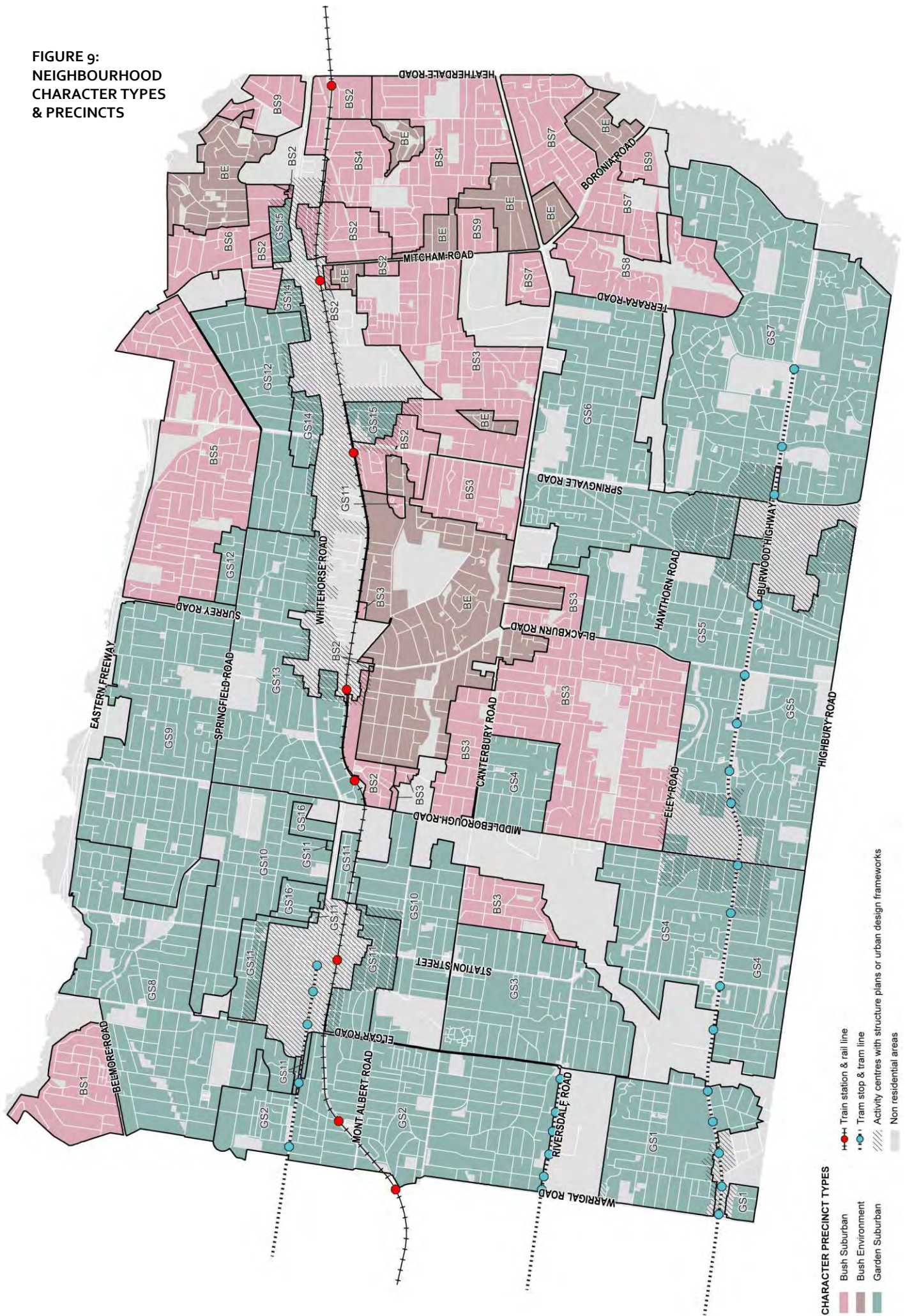
CHARACTER TYPE	KEY ELEMENTS
Garden Suburban	<p>Formalised streetscapes comprising grassy nature strips, concrete footpaths, kerbs and channels</p> <p>Modified grid road layout and subdivision pattern is common, particularly in the western side of the municipality or within the vicinity of the rail-line, 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.

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	Prepare a Housing Strategy Update / Implementation Report every five years and circulate to relevant Council departments. This report should include: <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
	location, localised need and design, and incentives for developers, including: <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
Reduce housing stress in the City of Whitehorse				
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	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.
Item 7.1	
8 Aug 2011	ResCode Guidelines
Special Committee	<i>That Council:</i>
15 Aug 2011	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	<ul style="list-style-type: none"> That Council investigate the options for an increased provision of private open space per dwelling for all new residential developments.

Committee	<ul style="list-style-type: none"> ▪ <i>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.</i>
19 Sept 2011 Ordinary Council Meeting	<ul style="list-style-type: none"> ▪ <i>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.</i>
Item 7.1	

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-served 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></p> <p>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></p> <p>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></p> <p>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.
Heritage Buildings and Precincts (Clause 22.01 <i>Whitehorse Planning Scheme</i>)	<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.
Student Accommodation Policy	<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,

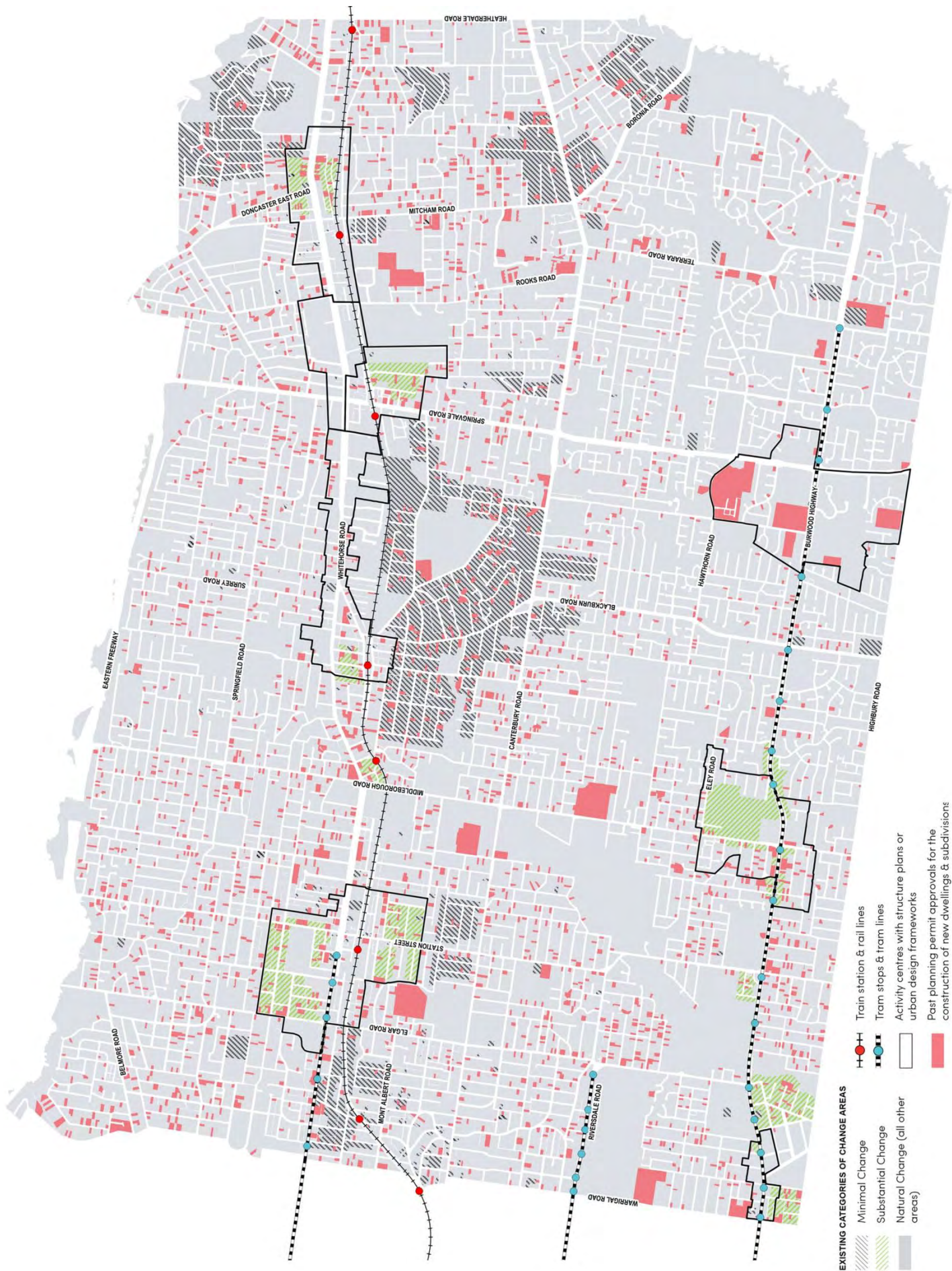
through the NAC Guidelines), the opportunities for development within commercial and other land (for instance, within the activity centres that have been subject to more detailed Structure Planning or Urban Design Framework planning), were considered in analysing the opportunities required within the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

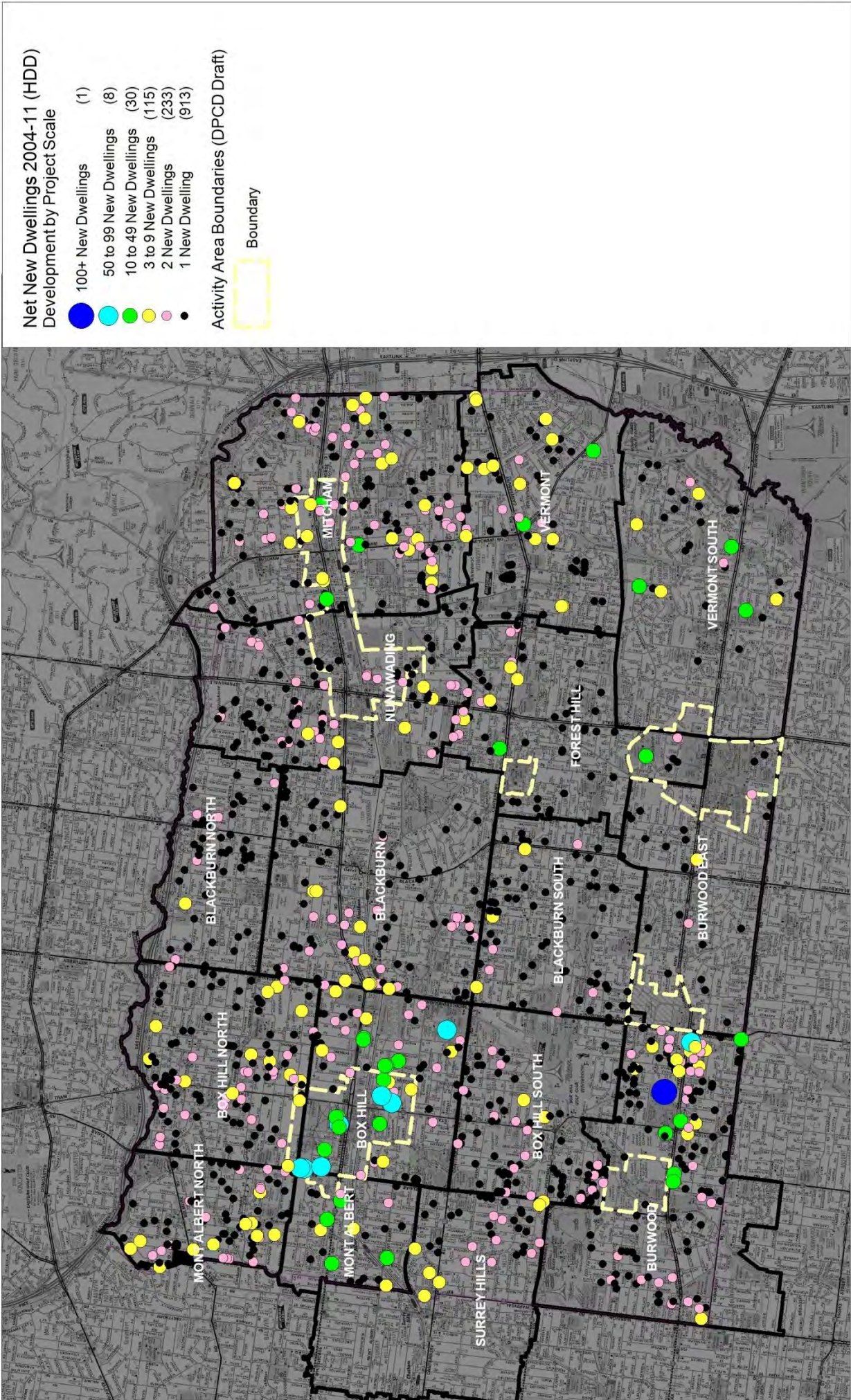
Substantial Change	<ul style="list-style-type: none">– Land within activity centres and identified for higher densities– Land within 400m walking distance of commercial zones in activity centres– Land within 800m walking distance of train stations– Land abutting tram routes	Substantial Change	<ul style="list-style-type: none">– Land abutting tram routes on RGZ 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)



APPENDIX E

Whitehorse Neighbourhood Character Study 2014



Neighbourhood Character Study

PREFERRED CHARACTER STATEMENTS & GUIDELINES

ADOPTED BY COUNCIL

28 APRIL 2014

It is acknowledged that the City of Whitehorse is on traditional lands of the Wurundjeri tribe of the Kulin Nation. We offer our respect to the Elders of these traditional lands, and through them to all Aboriginal and Torres Strait Islander People.

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PROJECT CONTROL

STATUS	NO.	PM APPROVED	PD APPROVED	DATE
Preliminary Draft	1	CR	LR	01/05/13
Draft for Consultation V1 - Council Endorsement	2	CR	LR	26/05/2013
Draft for Consultation V2 – Council Endorsement	3	CR	LR	01/07/2013
Draft for Consultation V3	4	CR	LR	05/07/2013
Final Draft	5	LR	LR	15/01/2014
Final Draft Adopted by Council	6	DF	LR	01/05/2014

CONTENTS

1. INTRODUCTION	4
2. NEIGHBOURHOOD CHARACTER STUDY REVIEW	6
3. NEIGHBOURHOOD CHARACTER GUIDELINES.....	11



1

INTRODUCTION

INTRODUCTION

The *Whitehorse Housing and Neighbourhood Character Review* involves a reappraisal and updating of the Whitehorse Housing Strategy 2003 and the Neighbourhood Character Study 2003. Elements of both documents are contained in the Whitehorse Planning Scheme.

These documents together set a hierarchy of preferred locations for growth—substantial change, natural change and minimal change – and preferred design objectives and responses to ensure that the desired housing outcome is achieved. The content of these documents has now been reviewed to ensure that they are still relevant and provide appropriate direction for future housing development. The Review will recommend changes to the Whitehorse Planning Scheme that will direct residential development to the most suitable locations, and strengthen protection of neighbourhood character.

The study area for the Review includes all residentially zoned land within the City of Whitehorse, as well as the business zoned land within the neighbourhood activity centres. Figure 1 (Neighbourhood Character Precincts) illustrate the areas of Whitehorse surveyed for this Review.

There are three components of the Review:

- A review of the Neighbourhood Character Study that recommends new Precincts and Preferred Character statements for all residential areas, with Guidelines for residential development within each Neighbourhood Character Precinct (This document).
- Urban Design Guidelines for development in Neighbourhood Activity Centres.
- A revised Housing Strategy that utilises information from both the Neighbourhood Character Study and NAC Assessment to provide direction for meeting Whitehorse's housing needs for the next 20 years, including proposed alterations to the existing designated substantial change, natural change and minimal change areas.

PURPOSE OF THE REVIEW

In the ten years since the Council prepared the current Neighbourhood Character Study and Housing Study, much has changed. Melbourne is now anticipated to grow to a population of around 5.5 million by 2031, with each local Council anticipated to grow in both its population and the number of homes it will accommodate. Council needs to prepare for the change that Whitehorse is likely to experience by directing where, and in what circumstances, development should occur – and in particular, how it can occur in a way that respects the desired future character of our neighbourhoods.

THE NEW PLANNING ZONES

The State Government recently released new residential and commercial zones with changes to the existing industrial and mixed use zones. These new residential zones will enable the desired scale of development to be more effectively identified and future preferred character to be more clearly specified. Councils must define boundaries to apply these new residential zones. The Review will prepare proposals for implementing these new residential zones so that the Whitehorse community gains the maximum benefit from them.



2

NEIGHBOURHOOD CHARACTER STUDY REVIEW

NEIGHBOURHOOD CHARACTER STUDY REVIEW

The *Neighbourhood Character Study* 2014 updates the *Whitehorse Neighbourhood Character Study* 2003 to make it more effective and to align it with the provisions of the new Residential Zones.

Community and stakeholder feedback received during Phases 1, 2 and 3 of consultation informed changes to the Neighbourhood Character Precinct boundaries, and the Preferred Character Statements and Guidelines.

The purpose of the Neighbourhood Character Study is to describe the valued characteristics of each residential neighbourhood in Whitehorse (known as character precincts), and to propose a means of protecting valued characteristics via the Whitehorse Planning Scheme. In locations expected to experience greater housing change, it specifies the desired future characteristics of those locations. The Preferred Character Statements, contained within this document, will provide policy direction for each of the character precincts. Guidelines and controls, designed to be incorporated into the planning scheme through zone schedules, will then be formulated to give effect to the Preferred Character Statements, taking into account the wider context provided by Council's housing policies. These guidelines and controls will then be used to assess new residential proposals which require planning approval.

HOUSING CHANGE AREAS

As part of the broader Housing Strategy preparation, the existing housing change designations contained in the Whitehorse Planning Scheme have been reviewed. These have been informed by, and in turn inform, the Neighbourhood Character Statements and Guidelines.

The Neighbourhood Character Statements note the various new change areas within each Character Precinct, and the differing standards, where appropriate, that are proposed.

The Housing Strategy contains more information about these change areas and their implications for housing type. Three categories of change within residential areas have been identified:

- **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. Individually significant Heritage Overlay sites are included, but not illustrated on maps.
- **Natural Change areas** allow for modest housing growth and a variety of housing types 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.

NEIGHBOURHOOD CHARACTER STUDY REVIEW CONTINUED

NEIGHBOURHOOD CHARACTER TYPES

Three character types have been identified to encapsulate the landscape and built form elements considered important in the municipality. The three character types are as follows:

Garden Suburban Areas generally have the following characteristics:

- Formalised streetscapes comprising grassy nature strips, concrete footpaths, kerbs and channels.
- 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.
- Buildings are generally visible along streets behind low front fences and open garden settings.
- Established exotic gardens with canopy trees, lawn areas, garden beds and shrubs.
- Generally well defined property boundaries (fencing / boundary treatments).
- Generally consistent building siting, parallel to the road.

Bush Suburban Areas generally have the following characteristics:

- Mix of formal and informal streetscapes with wide nature strips.
- Some areas have curvilinear road layouts and subdivision patterns.
- Vegetation dominated streetscape with buildings partially hidden behind tall trees and established planting.
- Gardens are less formal, consisting of many canopy trees.
- Mixed property boundary definition, which can be nonexistent or fenced.
- Buildings appear detached along the street.
- Buildings generally comprise pitched rooftops, with simple forms and articulated façades.

Bush Environment Areas generally have the following characteristics:

- Generally informal streetscapes with swale drains.
- Vegetation dominant streetscapes with buildings partially or completely hidden behind established planting and / or generous setbacks.
- Informal native gardens comprising established canopy trees and vegetation.
- Nonexistent or unobtrusive boundary definitions.
- Predominantly detached buildings constructed sensitively within the landscape.
- Buildings appear detached along the street

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.

NEIGHBOURHOOD CHARACTER STUDY REVIEW CONTINUED

INVESTIGATION AREAS

Two Precincts have been identified during Stage 2 of the Neighbourhood Character Review that are recommended for future investigation:

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

It is recommended that these two character precincts should be implemented as recommended by this study until the further investigation is carried out.

METHODOLOGY

The 2003 Neighbourhood Character Study has been reviewed through the following steps:

- Meetings with Councillors, Council officers, a steering committee, and an external reference group to discuss draft material.
- Identification of areas that have undergone development in the last 10 years.
- A site survey to review the previously identified character precincts in the 2003 study, identify areas of change, reassess precinct boundaries and to confirm the key characteristics of each precinct.
- Release of the preferred character statements and precincts for comment during Phase 1 in April / May 2013.
- Review of all feedback received and review of the exhibited material in Phase 1.
- Preparation of revised Neighbourhood Character Statements for all precincts, including Guidelines for development.
- Release of revised Statements and Guidelines for comment during Phase 2 consultation in September / October 2013
- Review of all feedback and revisions to precinct boundaries, category of change designations and consequent changes to Guidelines.
- Development of planning scheme implementation details, including zoning, zone schedules and policy changes.
- Release of revised Statements, Guidelines and planning scheme implementation details for comment during Phase 3 consultation in February / March 2014
- Review of all feedback and revisions to planning scheme implementation details, precinct

boundaries, category of change designations and consequent changes to Guidelines

CONTENT OF THE STATEMENTS

The information and findings of the background analysis, survey work and the consultation have informed the Neighbourhood Character Statements. Each character statement includes:

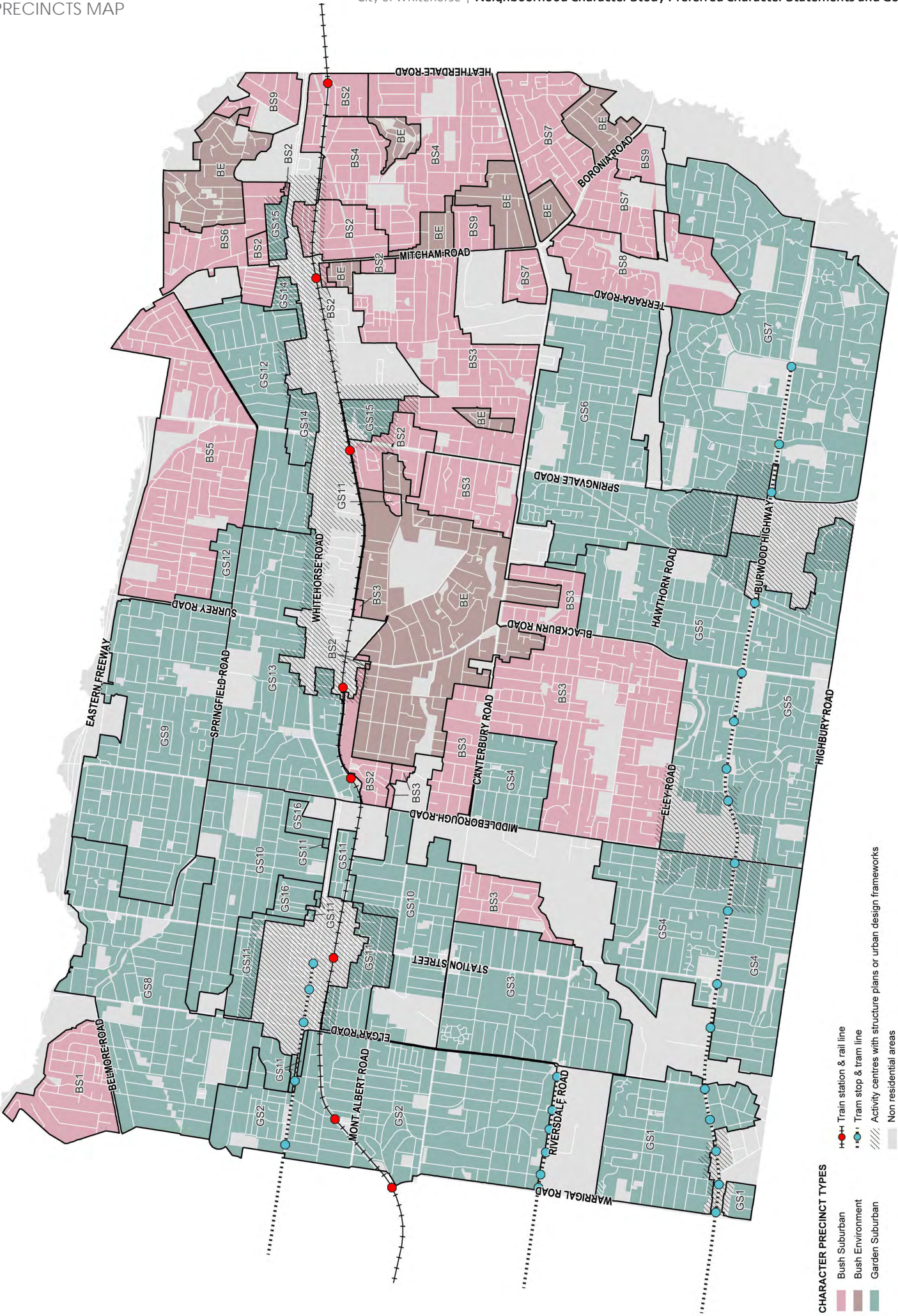
- A Precinct Map, which shows the Character Precinct boundaries and the housing change level/s from the Housing Strategy within each, as well as context.
- Key Existing Characteristics
- Preferred Character Statement
- Guidelines for development

IMPLEMENTATION

This report includes recommendations for planning scheme changes to implement the Character Statements and Guidelines, providing them with statutory weight. A planning scheme amendment will be required to make changes to the Whitehorse Planning Scheme.

HOW WILL THE CHARACTER STATEMENTS BE USED?

Once finalised and in the planning scheme, the Neighbourhood Character Statements and Guidelines will be used in the assessment of planning applications in residential areas.



CHARACTER PRECINCT TYPES

- Bush Suburban
- Bush Environment
- Garden Suburban

TRANSPORT

- Train station & rail line
- Tram stop & tram line

ACTIVITY CENTRES

- Activity centres with structure plans or urban design frameworks
- Non residential areas



3

NEIGHBOURHOOD CHARACTER GUIDELINES

APPENDIX F

Extract from Council Meeting Minutes 25 May 2020



City of Whitehorse

MINUTES

Council Meeting

In accordance with the COVID-19 Omnibus (Emergency Measures) Bill 2020 – Amendment of Local Government Act 2020.

Our Council meetings remain open to the public via Live Stream only.
Please do not attend in person.

Meetings can be viewed via Council's live stream platform
<https://webcast.whitehorse.vic.gov.au/video.php>.

on

Monday 25 May 2020

at 7:00pm

Members: Cr Sharon Ellis (Mayor), Cr Blair Barker, Cr Bill Bennett,
Cr Raylene Carr, Cr Prue Cutts, Cr Andrew Davenport, Cr Tina Liu,
Cr Denise Massoud, Cr Andrew Munroe, Cr Ben Stennett

Mr Simon McMillan
Chief Executive Officer

Recording of Meeting and Disclaimer

Please note every Council Meeting (other than items deemed confidential under section 3(1) of the Local Government Act 2020) is being recorded and streamed live on Whitehorse City Council's website in accordance with Council's Live Streaming and Recording of Meetings Policy. A copy of the policy can also be viewed on Council's website.

The recording will be archived and made publicly available on Council's website within 48 hours after the meeting on www.whitehorse.vic.gov.au for a period of three years (or as otherwise agreed to by Council).

Live streaming allows everyone to watch and listen to the meeting in real time, giving you greater access to Council debate and decision making and encouraging openness and transparency.

All care is taken to maintain your privacy; however, as a visitor in the public gallery, your presence may be recorded. By remaining in the public gallery, it is understood your consent is given if your image is inadvertently broadcast.

Opinions expressed or statements made by individual persons during a meeting are not the opinions or statements of Whitehorse City Council. Council therefore accepts no liability for any defamatory remarks that are made during a meeting.

TABLE OF CONTENTS

1	PRAYER.....	3
2	WELCOME AND APOLOGIES.....	3
3	DISCLOSURE OF CONFLICT OF INTERESTS	3
4	CONFIRMATION OF MINUTES OF PREVIOUS MEETINGS	3
5	RESPONSES TO QUESTIONS	3
6	NOTICES OF MOTION	4
6.1	NOTICE OF MOTION NO 130 CR DAVENPORT	4
6.2	NOTICE OF MOTION NO 131: CR BENNETT.....	4
6.3	NOTICE OF MOTION NO 132 CR DAVENPORT	6
7	PETITIONS	6
7.1	GLENBURNIE ROAD BETWEEN LANGFORD AVENUE MITCHAM AND CANTERBURY ROAD VERMONT... 6	
8	URGENT BUSINESS	6
9	COUNCIL REPORTS	7
9.1	CITY DEVELOPMENT.....	7
	STATUTORY PLANNING	
9.1.1	201 CANTERBURY ROAD, BLACKBURN (LOT 1 LP 87509) USE AND DEVELOPMENT OF LAND FOR THE PURPOSE OF A MEDICAL CENTRE, REMOVAL OF VEGETATION AND ALTERATION OF ACCESS TO A ROAD IN A ROAD ZONE, CATEGORY 1	7
9.1.2	26-28 WELLINGTON ROAD, BOX HILL (LOT 1 & 2 LP 1974 4)– DEVELOPMENT OF THE LAND FOR A 17 STOREY BUILDING CONTAINING DWELLINGS AND GROUND FLOOR FOOD AND DRINKS PREMISES (CAFE) AND ASSOCIATED BUILDINGS AND WORKS.....	29
9.1.3	37-39 HARROW STREET, BOX HILL (LOT 85 LP 2004 28B AND LOTS 1-2 TP 678857 28B) USE AND BUILDINGS AND WORKS TO CONSTRUCT A RESIDENTIAL HOTEL (INCLUDING ASSOCIATED FOOD AND DRINK PREMISE, RETAIL/OFFICE AND VEGETATION REMOVAL) AND REDUCTION OF THE CAR AND BICYCLE REQUIREMENTS	63
9.1.4	13-25 STRABANE AVENUE, MONT ALBERT NORTH: BUILDINGS AND WORKS FOR THE STAGED REDEVELOPMENT AND EXTENSION OF THE EXISTING RESIDENTIAL AGED CARE FACILITY AND ASSOCIATED TREE REMOVAL AND LOPPING	91
	STRATEGIC PLANNING	
9.1.5	BUILDING REFLECTIVITY: PRELIMINARY FINDINGS	129
9.1.6	TREE ASSISTANCE FUND GUIDELINES.....	137
9.1.7	BOX HILL METROPOLITAN ACTIVITY CENTRE: IMPLEMENTING A REVISED STRUCTURE PLAN AND URBAN DESIGN FRAMEWORK	140
9.2	CORPORATE	151
9.2.1	QUARTERLY PERFORMANCE REPORT JANUARY TO MARCH 2020	151
9.2.2	INTENTION TO LEASE LAND 96-106 SPRINGVALE ROAD, NUNAWADING	153
9.2.3	INTENTION TO LEASE LAND TO EAST BURWOOD TENNIS CLUB AND MITCHAM TENNIS CLUB.....	155
9.2.4	INTENTION TO LEASE LAND 653-661 ELGAR ROAD, MONT ALBERT NORTH	157
9.2.5	INTENTION TO LEASE LAND 379-399 WHITEHORSE ROAD, NUNAWADING	159
9.2.6	ELECTORAL REPRESENTATION REVIEW –SINGLE WARDS/WARD NAMES	161
9.2.7	DELEGATED DECISIONS MARCH 2020	164

10	REPORTS FROM DELEGATES, SPECIAL COMMITTEE RECOMMENDATIONS AND ASSEMBLY OF COUNCILLORS RECORDS.....	185
10.1	REPORTS BY DELEGATES	185
10.2	RECOMMENDATION FROM THE SPECIAL COMMITTEE OF COUNCIL MEETING OF 11 MAY 2020 ...	186
10.3	RECORD OF ASSEMBLY OF COUNCILLORS.....	186
11	REPORTS ON CONFERENCES/SEMINARS ATTENDANCE	188
12	CONFIDENTIAL REPORTS	189
12.1.	LEGAL PRIVILEGED INFORMATION, BEING INFORMATION TO WHICH LEGAL PROFESSIONAL PRIVILEGE OR CLIENT LEGAL PRIVILEGE APPLIES	
13	CLOSE MEETING.....	189

6 NOTICES OF MOTION

6.1 Notice of Motion No 130 Cr Davenport

MOTION

Moved by Cr Davenport, Seconded by Cr Barker

That Council request Officers to prepare a report for the September Council Meeting cycle on the feasibility and practicality of making the South Side of Eyre Street 2hr parking (local permits excepted) for Council's further consideration.

LOST

A Division was called.

Division

For	Against
Cr Barker	Cr Bennett
Cr Davenport	Cr Carr
Cr Ellis	Cr Cutts
	Cr Liu
	Cr Massoud
	Cr Munroe
	Cr Stennett

On the results of the Division the motion was declared LOST

6.2 Notice of Motion No 131: Cr Bennett

That Council:

- 1. Having supported removal of the redundant Public Acquisition Overlay from the former Healesville Freeway reservation by the Minister for Planning at its meeting on the 18 March 2019 and having originally resolved on 21 February 2011 to request the Victorian government to provide the land as open space for the community, seek the Minister's urgent attention to appropriate zoning of the land including adjoining parcels forming the broader land corridor and in accordance with the Minister's letter dated 30 June 2019.*
- 2. Request that the boundary of the future regional park from Springvale Road, Forest Hill to Boronia Road, Vermont, in particular the section east of Terrara Road, be identified without delay and in consultation with Council.*
- 3. Request the Minister for Planning to intervene by urgently preparing and approving an amendment to the Whitehorse Planning Scheme under section 20 (4) of the Planning and Environment Act 1987:*
 - a) To give proper recognition to the intentions of State government by rezoning the future park to the Public Park and Recreation Zone*
 - b) To rezone any residual land parcels east of Terrara Road, Vermont obtained for the Healesville Freeway project from General Residential Zone, Schedule 5 to Neighbourhood Residential Zone, Schedule 3.*
- 4. Request that the properties at 42-50 and 37-43 Moore Road, Vermont be removed from public sale immediately until the land use zoning in item 3 is resolved.*

5. *Request that 42-50 Moore Road, Vermont be included in the future park for the community.*

COUNCIL RESOLUTION

Moved by Cr Bennett, Seconded by Cr Cutts

That Council:

1. *Having supported removal of the redundant Public Acquisition Overlay from the former Healesville Freeway reservation by the Minister for Planning at its meeting on the 18 March 2019 and having originally resolved on 21 February 2011 to request the Victorian government to provide the land as open space for the community, seek the Minister's urgent attention to appropriate zoning of the land including adjoining parcels forming the broader land corridor and in accordance with the Minister's letter dated 30 June 2019.*
2. *Request that the boundary of the future regional park from Springvale Road, Forest Hill to Boronia Road, Vermont, in particular the section east of Terrara Road, be identified without delay and in consultation with Council.*
3. *Request the Minister for Planning to intervene by urgently preparing and approving an amendment to the Whitehorse Planning Scheme under section 20 (4) of the Planning and Environment Act 1987:*
 - a) *To give proper recognition to the intentions of State government by rezoning the future park to the Public Park and Recreation Zone*
 - b) *To rezone any residual land parcels east of Terrara Road, Vermont obtained for the Healesville Freeway project from General Residential Zone, Schedule 5 to Neighbourhood Residential Zone, Schedule 3.*
4. *Request that the properties at 42-50 and 37-43 Moore Road, Vermont be removed from public sale immediately until the land use zoning in item 3 is resolved.*
5. *Request that 42-50 Moore Road, Vermont be included in the future park for the community.*
6. *Undertake the necessary strategic work and seek authorisation from the Minister for Planning under Section 8(a) of the Planning and Environment Act 1987 to prepare and exhibit an amendment to the Whitehorse Planning Scheme to implement the above rezoning of the former Healesville Freeway corridor, if the Minister does not progress the request in item 3b.*

CARRIED UNANIMOUSLY

APPENDIX G

Letter to the Minister for Planning from the Mayor, dated 5 June 2020



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FROM THE OFFICE OF THE MAYOR



5 June 2020

Record no. 20/156206
Contact: Jeff Green
Phone: 9262 6306

The Hon. Richard Wynne, MP
Minister for Planning
Minister for Housing
Minister for Multicultural Affairs
Level 16, 8 Nicholson Street
EAST MELBOURNE VIC 3003

Via email: richard.wynne@parliament.vic.gov.au

Dear Minister

Former Healesville Freeway Reservation – Planning Zones and Disposal of 42-50 and 37-43 Moore Road, Vermont

I refer to your letter dated 30 June 2019 advising of approval of Amendment C224 to remove the Public Acquisition Overlay (PAO) from the former Healesville Freeway Reservation. Amendment C224 was subsequently gazetted on 26 July 2019. In its decision on 18 March 2019 supporting removal of the PAO, Council also requested:

“that VicRoads and the Department of Environment, Land, Water and Planning appropriately zone the Healesville Freeway corridor for its future use as open space and address the residential zoning of residual parcels as outlined in this report.”

Your letter of 30 June 2019 also advised that:

“A future planning scheme amendment would be required to rezone the former Healesville Freeway Reservation to Public Park and Recreation Zone (PPRZ). That amendment could also consider whether the current zoning of adjacent land requires change. I note that VicRoads has engaged with council on this issue. I have asked VicRoads and the Department of Environment, Land, Water and Planning (DELWP) to work collaboratively with council to prepare such an amendment.”

Engagement with Council did not occur until Council officers raised the matter with DELWP on 20 April 2020 after Council became aware that the properties at 42-50 and 37-43 Moore Road, Vermont were on the market having received calls from prospective purchasers wanting to intensively develop

the properties under their current General Residential zoning (GRZ5) approved by former Minister Guy in 2014. The GRZ5 zoning is in contrast to the surrounding Neighbourhood Residential Zone approved via Amendment C160 which implemented Council's municipal-wide Housing and Neighbourhood Character Review completed 2014 and is misleading to future property owners (should the sales proceed). Further, disposal of the properties, in particular 42 – 50 Moore Road, would significantly constrain master planning and outcomes for the park in this location.

While I understand that internal discussions to rezone the parkland are now progressing, Council is concerned that the process since surrender of the majority of the corridor to the Crown appears to be lagging and occurring independent of consideration of any adjoining land parcels affected by the GRZ5. We seek your advice as to why rezoning of the land is not occurring concurrently and expeditiously?

Council notes that Department of Transport's response on 23 April 2020 that *"the two properties that are currently on the market, the current zoning is similar to the adjoining properties. These properties need to be sold due to ongoing risks present with holding the sites and the need to secure funding for improvements to the reserve. We have engaged extensively with Council regarding the Healesville Freeway Reserve"*. In regard to the two properties for sale, these comments are ill-informed and highly misleading.

- Land in the adjacent and broader area east of Terrara Road is in the Neighbourhood Residential Zone NRZ). The only land similarly zoned GRZ5 is within the Healesville Freeway corridor itself, as rezoned by former Minister Guy. The inference that the GRZ zoning is widespread and logical by indicating that the zoning of the properties for sale is similar to the adjoining properties is an extraordinarily narrow perspective, particularly if the PPRZ is then applied across the corridor. Given the character of the areas to the north and south the corridor, it would be entirely consistent and strategically justified for any parcels residual to the proposed parkland to be NRZ. This position is set out in Council decision on 18 March 2019.
- Council queries the "need" for the properties to be sold given the State government's open space commitment (noting, that the former VicRoads has already sold "Mirrabooka" heritage property at 34-40 Moore Road). In its resolution of 23 April 2018 responding to the State government's First Right of Refusal process, Council did not support disposal of land along the corridor as it considers this contravenes the commitment given for the land to be open space for the community.
- During previous engagement with Council, both of the above views have been expressed.

Relevant documents referred to above are attached.

Council requests your urgent intervention for the benefit of the future parkland and proper and orderly planning of the corridor. To this end, an Urgent Motion was put forward and carried at the Council meeting on Monday 25 May 2020 regarding the former Healesville Freeway corridor as follows:

That Council:

- 1. Having supported removal of the redundant Public Acquisition Overlay from the former Healesville Freeway reservation by the Minister for Planning at its meeting on the 18 March 2019 and having originally resolved on 21 February 2011 to request the Victorian government to provide the land as open space for the community, seek the Minister's urgent attention to appropriate zoning of the land including adjoining parcels forming the broader land corridor and in accordance with the Minister's letter dated 30 June 2019.***
- 2. Request that the boundary of the future regional park from Springvale Road, Forest Hill to Boronia Road, Vermont, in particular the section east of Terrara Road, be identified without delay and in consultation with Council.***
- 3. Request the Minister for Planning to intervene by urgently preparing and approving an amendment to the Whitehorse Planning Scheme under section 20 (4) of the Planning and Environment Act 1987:***
 - a) To give proper recognition to the intentions of State government by rezoning the future park to the Public Park and Recreation Zone***

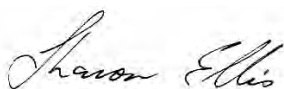
- b) To rezone any residual land parcels east of Terrara Road, Vermont obtained for the Healesville Freeway project from General Residential Zone, Schedule 5 to Neighbourhood Residential Zone, Schedule 3.*
- 4. Request that the properties at 42-50 and 37-43 Moore Road, Vermont be removed from public sale immediately until the land use zoning in item 3 is resolved.**
- 5. Request that 42-50 Moore Road, Vermont be included in the future park for the community.**

...

Council seeks your urgent action to address the above matters including liaison with the Minister for Transport. In particular Council considers that it is State government's responsibility to rezone the land as part of its election commitment and to bring this regional parkland to fruition. In order to do this Council respectfully requests that sale of the properties at 42-50 and 37-43 Moore Road, Vermont not proceed until the land use zoning of the corridor is satisfactorily resolved and that 42-50 Moore Road in particular be included in the future park corridor.

If Council can provide any further assistance or if your officers would like to meet in relation to this matter, please contact Jeff Green, General Manager City Development on jeff.green@whitehorse.vic.gov.au or 92626306.

Yours sincerely



Cr Sharon Ellis
Mayor

Encl:

1. Letter from Minister for Planning dated 30 June 2019 (Amendment C224)
2. Letter to VicRoads dated 22 March 2019
3. Ordinary Council meeting minutes – 18 March 2019 (report extract)
4. Ordinary Council meeting minutes – 23 April 2018 (report extract)
5. Letter from former Minister for Planning (Minister Guy) dated 6 October 2014 regarding approval of Amendment C160 (introducing the new residential zones across the City of Whitehorse)

Copy:
Minister for Roads



Hon Richard Wynne MP

Minister for Planning
Minister for Housing
Minister for Multicultural Affairs

8 Nicholson Street
East Melbourne, Victoria 3002
Telephone: 03 8683 0964
DX210098

Cr Bill Bennett
Mayor
Whitehorse City Council
379-397 Whitehorse Road
NUNAWADING VIC 3131

Ref: MBR039758



Dear Mayor

AMENDMENT C224WHSE TO THE WHITEHORSE PLANNING SCHEME - REMOVAL OF A REDUNDANT PUBLIC ACQUISITION OVERLAY

I am writing to advise that I have decided to exercise the power under section 20(4) of the *Planning and Environment Act 1987* to exempt myself from notice and prepare, adopt and approve Amendment C224whse to the Whitehorse Planning Scheme.

The amendment removes the redundant Public Acquisition Overlay 3 (PAO3) from land between Springvale Road, Forest Hill and Boronia Road, Vermont that was previously designated for the Healesville Freeway Reservation.

A future planning scheme amendment would be required to rezone the former Healesville Freeway Reservation to Public Park and Recreation Zone (PPRZ). That amendment could also consider whether the current zoning of adjacent land requires change. I note that VicRoads has engaged with council on this issue. I have asked VicRoads and the Department of Environment, Land, Water and Planning (DELWP) to work collaboratively with council to prepare such an amendment.

The amendment will come into effect when notice of approval is published in the *Victoria Government Gazette*. If you have any queries, please contact Mr Andrew Widdicombe, A/Director State Project Facilitation, DELWP, on (03) 8392 5593.

Yours sincerely

HON RICHARD WYNNE MP
Minister for Planning

30.6.19

CITY OF WHITEHORSE RECEIVED	
26 JUL 2019	
<input type="checkbox"/> 2 Years	<input type="checkbox"/> 10 Years
<input type="checkbox"/> 5 Years	<input type="checkbox"/> Permanent
<input type="checkbox"/> 40 Years	<input type="checkbox"/> Attachments
<input type="checkbox"/> ARC/	



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22 March 2019

Record no. 19/64674
Contact: Allison Egan
Phone: 9262 6479

Ms Kylie Jeremiah, Project Officer
VicRoads
60 Denmark Street
KEW VIC 3101

Dear Kylie

Healesville Freeway Reserve - Removal of VicRoads Public Acquisition Overlay

I refer to your letter dated 27 February 2019 and our subsequent email communication regarding the above matter. Council considered your request for comment on the proposed removal of the Public Acquisition Overlay (PAO) that remains on the Healesville Freeway Reservation at its meeting on 18 March 2019 and resolved as follows:

"That Council:

- 1. Support removal of the Public Acquisition Overlay, Schedule 3, as shown in Figure 1, which covers the Healesville Freeway corridor between Springvale and Boronia Roads from the Whitehorse Planning Scheme.***
- 2. Request that VicRoads and the Department of Environment, Land, Water and Planning appropriately zone the Healesville Freeway corridor for its future use as open space and address the residential zoning of residual parcels as outlined in this report. ..."***

It is understood that the Crown Land transfer along the former freeway corridor in Whitehorse is now completed. Council reiterates that it has an interest in a number of parcels of land along the HFR that are currently used for community recreation and as parkland. Council is also firmly committed to advocating for the best outcome possible for the local and regional community for this significant corridor of open space. As such, Council looks forward to being closely involved in Master Planning of the future open space by Parks Victoria.

In regard to item 2, I would be happy to meet with DELWP and or VicRoads officers to discuss the best approach to resolving the land use zoning along the corridor and can be contacted on 9262 6479 or via email to Allison.egan@whitehorse.vic.gov.au.

Yours sincerely

Allison Egan
Coordinator Strategic Planning

Web link to Council Minutes of 18 March 2019, Item 9.1.3.:
http://whitehorse.infocouncil.biz/Open/2019/03/CO_20190318_MIN_771.PDF

cc: Matthew Partos, DELWP

9.1.3 Healesville Freeway Reservation: Request for comment on Removal of Public Acquisition Overlay

FILE NUMBER: SF15/719

SUMMARY

This report seeks Council's comment on proposed removal of the Public Acquisition Overlay, Schedule 3 that covers the Healesville Freeway corridor between Springvale and Boronia Roads in the Whitehorse Planning Scheme. The Overlay was applied in 1969 in favour of the Roads Corporation / VicRoads to reserve the land for future road purposes. The State Government declared the land surplus to road network requirements in 2009 and, as an outcome of the 2015 State Election, subsequently decided to revert most of the land to the Crown for use primarily as open space for the community. The Public Acquisition Overlay on the corridor is therefore no longer necessary. There are however related land use zoning considerations which Council can seek to be addressed by the State Government.

COUNCIL RESOLUTION

Moved by Cr Carr, Seconded by Cr Ellis

That Council:

- 1. *Support removal of the Public Acquisition Overlay, Schedule 3, as shown in Figure 1, which covers the Healesville Freeway corridor between Springvale and Boronia Roads from the Whitehorse Planning Scheme.***
- 2. *Request that VicRoads and the Department of Environment, Land, Water and Planning appropriately zone the Healesville Freeway corridor for its future use as open space and address the residential zoning of residual parcels as outlined in this report.***
- 3. *Write to VicRoads to advise of its decision.***

CARRIED UNANIMOUSLY

BACKGROUND

The Healesville Freeway Reservation (HFR), as it first existed from near the Riversdale Road/Station Street to Healesville, was first included in Box Hill and the Nunawading (now Whitehorse) Planning Scheme in 1969. During the 1980s, part of the HFR between Riversdale Road/Station Street to Springvale Road was removed from the Planning Schemes and the land developed for a diversity of uses including Council's Operations Centre, public and private housing, commercial buildings and open space.

In 2009 VicRoads identified nearly all of the remaining Healesville Freeway Reservation (HFR) being 35 hectares of undeveloped land between Springvale Road and Boronia Road, as surplus to road network requirements. This section of the HFR is 3.3 kilometres long and varies in width from 75 metres to 300 metres. In the Whitehorse Planning Scheme the reservation is covered by the Public Acquisition Overlay, Schedule 3 (PAO3).

In 2012, under the previous Liberal State Government, VicRoads commenced the structure planning process for the Healesville Freeway Reservation Renewal Project (HFRRP) which assumed inclusion of substantial parts of the HFR for future housing.

During the 2015 State Government election the Labor party committed to retaining the HFR for open space and to construct a shared path along its length. After the election the State Government commenced a process for most of the HFR to transfer to Crown Land, with Parks Victoria intended to be responsible for the day to day management and maintenance of the land, and indicated the sale of select parcels of land to fund the development of the HFR.

9.1.3 (cont)

Council has an interest in a number of parcels of land along the HFR that are currently used for community recreation and as parkland. Council is also firmly committed to advocating for the best outcome possible for the local and regional community for this significant corridor of open space.

It is anticipated that Parks Victoria will prepare a master plan for future improvement of the HFR now that the Crown Land transfer is completed. While the timing of the master planning process is not yet known, Council has consistently raised: a variety of recreational, environmental and heritage considerations; site conditions; funding concerns; community engagement expectations; and project coordination matters.

VicRoads has written to Council to advise that it intends to apply to the Minister for Planning to remove the redundant sections of PAO3 covering the HFR from the Whitehorse Planning Scheme. The affected land is highlighted yellow in Figure 1 below. It is noted that there are two minor areas of land at Dandenong Creek (outlined in blue) that will remain in the PAO3.

VicRoads proposes that the amendment be undertaken by the Minister, without exhibition, via a prescribed amendment under Section 20A (4) of the *Planning and Environment Act 1987* (the Act). A prescribed amendment can be used for specific classes of amendments to correct obvious or technical errors, remove duplicate and redundant clauses, and to clarify provisions and the like. As the land affected by the PAO3 is no longer required for road network purposes, VicRoads considers a prescribed amendment is an appropriate mechanism.

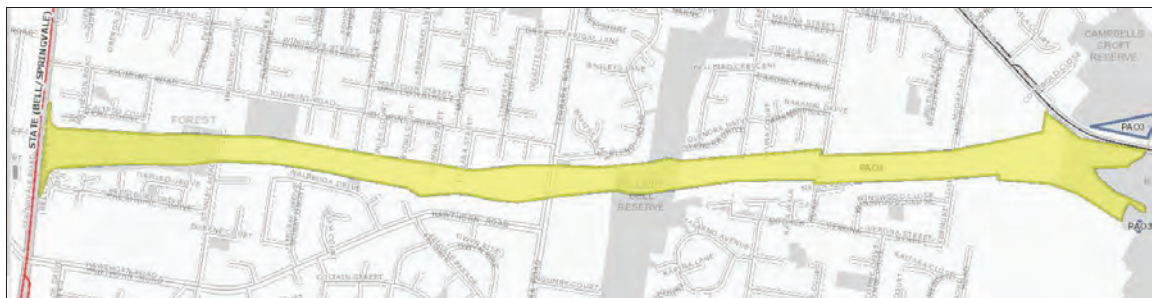


Figure 1 Proposed removal of PAO3 (shaded yellow)

DISCUSSION

The Minister is required to consult with Council when preparing a prescribed amendment. In effect, VicRoads is seeking Council's comment and it is understood that this process will meet the Minister's requirement to consult.

As the land acquired by VicRoads under the reservation is surplus to road network requirements and in view of the State Government's decision to dedicate the HFR to open space, it is appropriate that the PAO3 should be removed. The Overlay is superfluous and may unnecessarily trigger the need for a planning permit for certain activities the state government may want to undertake to implement the future open space vision. For example, a planning permit is required for demolition of structures, for buildings and works, and for vegetation removal unless the activity is consistent with the purpose for which the land is reserved – which in this instance is for road purposes, not open space. It is anticipated that the future agreed master plan by Parks Victoria, with input from the community, will suitably guide future improvement of the corridor.

A legacy from the previous state government was Amendment C200 which was gazetted after the election on 27 November 2014. This amendment put into effect the Liberal Government's commitment to rezone two significant areas to the Public Park and Recreation Zone, being: east of Terrara Road to Morack Road through Bellbird; and the Davy Lane Reserve precinct.

9.1.3 (cont)

Just prior to Amendment C200, the remainder of the HFR was rezoned by the Minister for Planning primarily to the General Residential Zone at the same time he approved Council's request for the new residential zones across the municipality via Amendment C160 (gazetted on 14 October 2014). Council did not request rezoning of the HFR to the General Residential Zone and due to VicRoads' concurrent structure planning process had deliberately omitted the corridor from Council's *Housing and Neighbourhood Character Review* (2014) that informed the new residential zones.

While removal of the PAO3 is important, it is considered equally important to resolve the remaining land use zones. In particular:

1. The boundaries of the future park need to be confirmed and rezoned appropriately for parkland.
2. Land outside the future park boundary needs to be reviewed to be consistent with neighbouring residential areas. In the case of land east of Morack Road shown in Figure 2, Neighbourhood Residential Zone would be consistent with the adjoining residential areas.

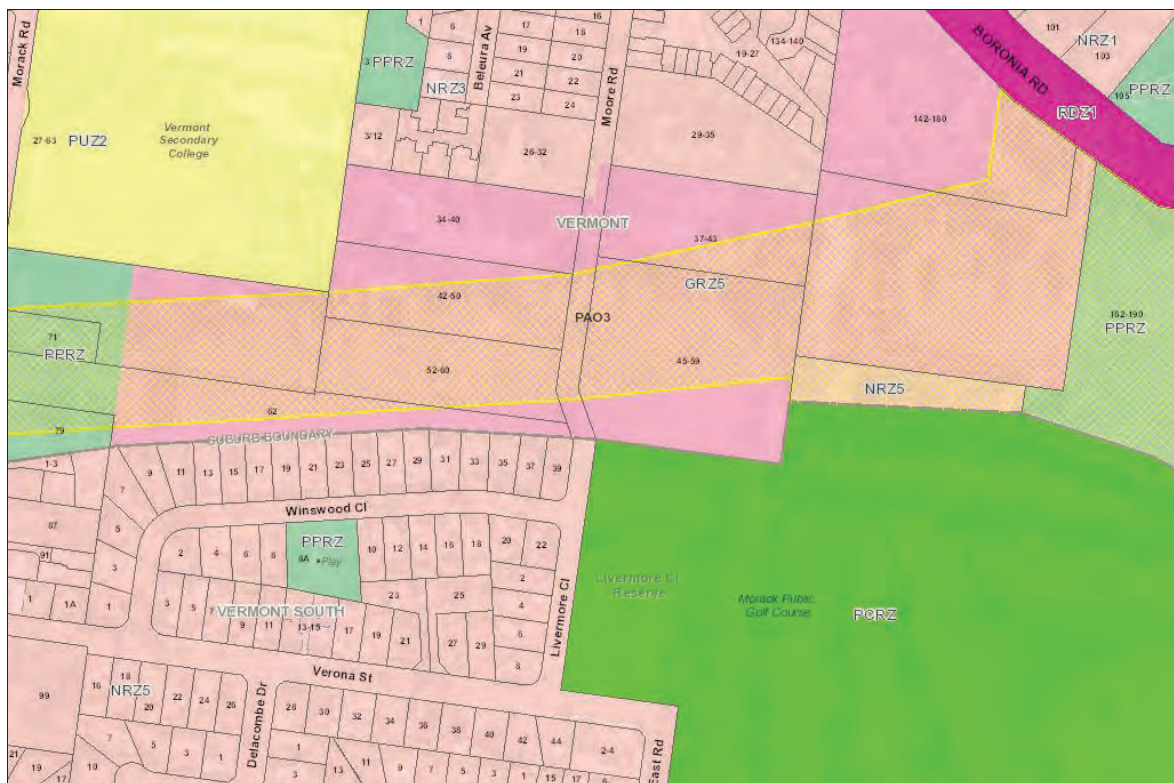


Figure 2 Land use zones in the PAO (east of Morack Road)

9.1.3 (cont)

CONSULTATION

VicRoads is seeking Council's comment on a proposal to remove the PAO3 from the majority of the HFR and has given Council 28 days to respond. VicRoads proposes that the amendment to the Whitehorse Planning Scheme be through a prescribed amendment by the Minister under section 20A (4) of the Act. A prescribed amendment is not exhibited and public comment is not sought.

FINANCIAL IMPLICATIONS

There are no financial implications for Council in providing comment on the proposed amendment.

POLICY IMPLICATIONS

The amendment will facilitate delivery of the HFR as open space and is therefore consistent with the *Council Plan 2017-2021*, Direction 3: *Protect and enhance our opens spaces and natural environments*. Specifically, Goal 3.1.2 *Continue to retain, enhance and increase the amount of open spaces to meet the needs of our diverse community with amenities that encourage opportunities for shared use*.

9.4.3 Surplus Government Land First Right of Refusal

ATTACHMENT

SUMMARY

This report seeks permission to formally respond to the State Government's February 2018 Surplus Government Land First Right of Refusal process relating to VicRoads' owned land located within the City of Whitehorse.

RECOMMENDATION

That Council:

- 1. Authorise the Chief Executive Officer, to draft a formal response for the Mayor, which is to be addressed to the Premier of Victoria, The Hon. Daniel Andrews MP and the Minister for Roads and Road Safety, The Hon. Luke Donnellan MP; advising that the proposed sale of 79 Morack Road, 79A Morack Road, 42-60 Moore Road and 37-43 Moore Road by VicRoads contravenes the commitment given to Whitehorse residents by the then opposition in February 2014.***
- 2. Authorise the Chief Executive Officer to send a copy of the above mentioned formal response to the Member for Forest Hill, Mr. Neil Angus MP, the five Eastern Metropolitan Region members of State Parliament, and the Acting Chief Executive Officer of VicRoads, Ms. Kerry Thompson.***
- 3. Authorise the Chief Executive Officer to draft a formal response for the Mayor, which is to be addressed to the Minister for Energy, Environment and Climate Change; Minister for Suburban Development, The Hon. Lilliana (Lily) D'Ambrosio MLA, with a copy addressed to the Secretary of the Department of Environment, Land, Water and Planning, Mr. John Bradley; advising that the proposed First Right of Refusal process dated 26 February 2018 contravenes the 2014 election commitment given to Whitehorse residents, that Whitehorse residents have been waiting since the 2014 State Election for the Healesville Freeway Reserve to become genuine public open space, and that the Morack Public Golf Course 18th tee arrangements need to be formally resolved in a timely manner.***
- 4. Authorise the Chief Executive Officer, to draft a formal response for the Mayor, which is to be addressed to the Planning Minister, The Hon. Richard Wynne MP advising that partial removal of Public Acquisition Overlay (PAO3) as requested by VicRoads on 13 April 2018 will facilitate property disposals which contravenes the commitment given to Whitehorse residents by the then opposition in February 2014.***

COUNCIL RESOLUTION

Moved by Cr Bennett, Seconded by Cr Carr

That Council:

- 1. Authorise the Chief Executive Officer, to draft a formal response for the Mayor, which is to be addressed to the Premier of Victoria, The Hon. Daniel Andrews MP and the Minister for Roads and Road Safety, The Hon. Luke Donnellan MP; advising that the proposed sale of 79 Morack Road, 79A Morack Road, 42-60 Moore Road and 37-43 Moore Road by VicRoads contravenes the commitment given to Whitehorse residents by the then opposition in February 2014.***
- 2. Authorise the Chief Executive Officer to send a copy of the above mentioned formal response to the Member for Forest Hill, Mr. Neil Angus MP, the five Eastern Metropolitan Region members of State Parliament, and the Acting Chief Executive Officer of VicRoads, Ms. Kerry Thompson.***

9.4.3

(cont)

3. **Authorise the Chief Executive Officer to draft a formal response for the Mayor, which is to be addressed to the Minister for Energy, Environment and Climate Change; Minister for Suburban Development, The Hon. Liliana (Lily) D'Ambrosio MLA, with a copy addressed to the Secretary of the Department of Environment, Land, Water and Planning, Mr. John Bradley; advising that the proposed First Right of Refusal process dated 26 February 2018 contravenes the 2014 election commitment given to Whitehorse residents, that Whitehorse residents have been waiting since the 2014 State Election for the Healesville Freeway Reserve to become genuine public open space, and that the Morack Public Golf Course 18th tee arrangements need to be formally resolved in a timely manner.**
4. **Authorise the Chief Executive Officer, to draft a formal response for the Mayor, which is to be addressed to the Planning Minister, The Hon. Richard Wynne MP advising that partial removal of Public Acquisition Overlay (PAO3) as requested by VicRoads on 13 April 2018 will facilitate property disposals which contravenes the commitment given to Whitehorse residents by the then opposition in February 2014.**
5. **Authorise the Chief Executive Officer, to write to the Acting Chief Executive Officer of VicRoads, Ms. Kerry Thompson to advise that the applications for report and consent under section 29A of the Building Act 1993 to demolish buildings on 67 Morack Road, 37-43 Moore Road and 146 Boronia Road, Vermont are premature and that demolition works should be determined as part of master planning for the future parkland by Parks Victoria, and request that the applications be withdrawn.**

A Division was called.

Division

For	Against
Cr Barker	Cr Ellis
Cr Bennett	
Cr Carr	
Cr Cutts	
Cr Davenport	
Cr Liu	
Cr Massoud	
Cr Munroe	
Cr Stennett	

On the results of the Division the motion was declared CARRIED

BACKGROUND

Whilst in opposition, the current State Government gave a 2014 State Election commitment to:

"...preserve the Healesville Freeway Reserve between Boronia Road and Springvale Road as public open space."

Refer Attachment #1: Australian Labor Party (Victoria) media release published 25 February 2014.

Since the 2014 State Election, Council has received confirmation that the Healesville Freeway Reserve between Boronia Road and Springvale Road (the Freeway Reservation) would be converted to Crown Land with Parks Victoria being installed as the Committee of Management (COM) in accordance with the *Crown Land (Reserves) Act 1978*.

9.4.3

(cont)

Over the past two years VicRoads have been surrendering to Land Registry, for conversion to Crown Land, a selection of VicRoads' freehold land titles that they have previously acquired between Boronia Road and Springvale Road. NB: Crown Land does not have a title hence the requirement on VicRoads to surrender their titles to Land Registry.

The Department of Environment, Land, Water and Planning (DELWP) have confirmed that the creation of Parks Victoria as the COM will not commence until VicRoads has completed all required land surrenders, estimated to be completed by mid-2018.

DELWP also confirmed that their formal COM appointment process will take three months from the completion of the above mentioned land surrenders and this process could be impacted by the 2018 State Election caretaker period.

DELWP verbally confirmed that the proposed Crown Land reservation will be "Conservation, Recreation, Leisure and Tourism".

The Whitehorse Planning Scheme (the Planning Scheme) currently contains a Public Acquisition Overlay (PAO3) in the favour of VicRoads for road widening across three sections of the municipality; namely the Freeway Reservation, a small section of land in the Koonung Creek Parkland Box Hill North and the north-east corner of Williams Road and Whitehorse Road Blackburn.

It is important to note that PAO3, as it relates to the Freeway Reservation, defines the boundaries of the acquisition area and the defined acquisition area does not cover all of VicRoads' acquired landholdings associated with the Freeway Reservation.

This strict interpretation of the acquisition area by VicRoads appears to have created a situation where VicRoads' land abutting the acquisition area or partially impacted by the acquisition area is being considered surplus by VicRoads.

DISCUSSION

Pursuant to the State Government's Landholding Policy, upon declaring land surplus to agency requirements, Victorian Government Agencies must:

1. Provide 60 days-notice of the State Government's agency's intention to sell any land, during this period other State agencies and Commonwealth or local government agencies may express interest in purchasing the land declared surplus;
2. If another government agency, including Local Government, expresses interest in purchasing the land, they can negotiate in good faith on the terms of sale within 30 days after the close of the notice period; and
3. If the terms of sale are agreed, they can transact the sale of the land at a price equal to the current market value of the land as determined by the Valuer-General Victoria.

In accordance with the Victorian Government Land Transactions Policy and Guidelines, any inter-agency transaction of \$750,000 (ex GST) or more must be approved by the Victorian Government Land Monitor before a letter of exchange or contract is entered into.

On 26 February 2018 Council received notification from DELWP that four VicRoads' landholdings in Vermont known as 79 Morack Road, 79A Morack Road, 42-60 Moore Road and 37-43 Moore Road had been declared surplus by the Minister for Roads and Road Safety, The Hon. Luke Donnellan MP, and that the landholdings were currently being prepared for sale by VicRoads.

Council was also advised that under the "First Right of Refusal" (FROR) it has sixty days from 26 February 2018 to submit an Expression of Interest to purchase, for a public or community purpose.

9.4.3

(cont)

Three of the four VicRoads' landholdings mentioned above are partially located within the PAO3 acquisition area and consequently cannot be considered surplus, because these three landholdings are required to create the "Conservation, Recreation, Leisure and Tourism" Crown Land reservation to be administered by Parks Victoria as the COM.

Refer Attachment #2: Healesville Extension Map (Terrara Road to Boronia Road)

The above mentioned FROR process does not allow Council to object to the surplus declaration made by VicRoads, therefore it is recommended that, under The Mayor's signature, Council write to both the Premier of Victoria, The Hon. Daniel Andrews MP, and the Minister for Roads and Road Safety, The Hon. Luke Donnellan MP; advising that the decision to declare 79 Morack Road, 42-60 Moore Road and 37-43 Moore Road surplus and available for sale contravenes the commitment given to Whitehorse residents in February 2014 and consequently the decision to sell these properties needs to be rescinded and the land surrendered to the Crown for conversion to Crown Land.

It is recommended that Council also send a copy of the above mentioned letters to the Member for Forest Hill, Mr. Neil Angus MP, the five Eastern Metropolitan Region members of State Parliament, and the Acting Chief Executive Officer of VicRoads, Ms. Kerry Thompson.

Ideally, the property known as 79A Morack Road Vermont should not be sold; however, being located outside the Freeway Reservation acquisition area reduces Council's ability to argue that the land forms part of the land covered by the proposed Crown Land reservation of "Conservation, Recreation, Leisure and Tourism" that is to be administered by Parks Victoria as the COM.

It is also important that Council, also under The Mayor's signature, separately write to The Hon. Liliana (Lily) D'Ambrosio MLA (the relevant DELWP minister), with Mr. John Bradley, (the Secretary of DELWP) as a copy; advising that the proposed FROR process contravenes the 2014 election commitment given to Whitehorse residents.

In the same letter Council should advise DELWP that Whitehorse residents have been waiting three and half years since the 2014 State election for the Freeway Reservation to become genuine public open space and this time delay is considered unacceptable.

Additionally, this letter needs to reaffirm Council's desire to have the Morack Public Golf Course 18th tee arrangements resolved, especially as the new Concept Plan for the Morack Public Golf Course compliments the proposed Crown Land reservation of "Conservation, Recreation, Leisure and Tourism".

The Morack Public Golf Course Concept Plan states the following:

"Continue with vegetation management (landscaping and tree planting program):

Note: The current golf course maintenance contract requires the contractor to reinstate a minimum of 80 trees per year; including removing vegetation impacting playing corridors.

Identify connections to existing and adjacent path/trail networks, including improved sign marking where applicable:

Review potential new east/west shared-trail connection through the golf course (adjacent to driving range) to Dandenong Creek;

Monitor the progress of the potential Healesville Freeway Reservation Vision, in particular:

Proposed impact on Tee 18;

9.4.3

(cont)

Continue discussions with Vic Roads regarding acquisition of land occupied by Tee 18;

Connecting Morack to the proposed East – West Share Trail

Identify ways in which to create habitat connections within the golf course and Dandenong Creek Corridor and potentially Biolink (East - West Share Trail)."

It is important to note that the parcel of land partially occupied by the 18th tee has been surrendered by VicRoads to Land Registry, which means that in accordance with the *Crown Land (Reserves) Act 1978* Council will have to enter into a Crown Land lease with the COM for the 18th tee. However, Council should pursue DELWP for a Memorandum of Understanding regarding the key lease terms relating to the 18th tee.

On 13 April 2018 Council received written confirmation from VicRoads regarding a proposed procedural planning amendment being sought by VicRoads from the Minister for Planning.

Refer Attachment #3: VicRoads' letter dated 13 April 2018.

The proposed Planning Scheme amendment is to remove PAO3 from 37-43 Moore Road and the northern allotment of 42-60 Moore Road (title reference Volume 8201 Folio 013) which are being considered in this report.

The removal of the PAO3 will enable VicRoads to sell these parcels as unencumbered freehold land, consequently maximising their market value.

It is important to note that the VicRoads' letter dated 13 April 2018 references incorrect street numbering. To avoid any misunderstanding, on 17 April Council's Manager Property & Rates spoke with the VicRoads' Project Officer who had signed the 13 April 2018 VicRoads' letter.

The Project Officer has verbally advised that the southern allotment of 42-60 Moore Road (title reference Volume 8468 Folio 519) is deliberately excluded from their PAO3 removal request because this allotment will be surrendered to the Crown for conversion to Crown Land in accordance with the "Conservation, Recreation, Leisure and Tourism" reservation. This verbal advice from the Project Officer appears to be inconsistent with the FROR process dated 26 February 2018.

In the absence of formal written advice from either VicRoads or DELWP confirming that the southern allotment of 42-60 Moore Road is to be surrendered to the Crown, it is recommended that Council respond to the FROR on the basis that the whole of 42-60 Moore Road is considered surplus to VicRoads' requirement and is therefore being considered for disposal in accordance with the Victorian Government Land Transactions Policy and Guidelines.

The Project Officer also advised that the northern allotment of 42-60 Moore Road is currently tenanted and will be offered to the market at the expiry of the lease even though it is located within the acquisition overlay area and consequently forms part of the 2014 State Election commitment to preserve the Healesville Freeway Reserve.

Additionally, the Project Officer advised that 79 Morack Road, which is partially located in the acquisition overlay area, is also tenanted and won't be disposed of until the lease expires.

The lease expiry dates for 42-60 Moore Road and 79 Morack Road were not confirmed by VicRoads.

9.4.3

(cont)

Additionally, VicRoads advised that at a future date they will seek to have both 79 Morack Road and 79A Morack Road rezoned from their current zoning of Public Park and Recreation Zone to their highest and best use zoning of General Residential Zone. This rezoning process will be undertaken in accordance with Section 20 of the Planning and Environment Act 1987.

It is also understood that VicRoads have been liaising with both Parks Victoria and the Friends of the Healesville Freeway Reserve to establish which parcels of VicRoads' owned land are to be surrendered to the Crown for conversion to Crown Land and which parcels are to be disposed of by VicRoads. At the time of writing the Project Officer was unable to advise when the most recent meeting had occurred and who at Parks Victoria and at the Friends of the Healesville Freeway Reserve was advising VicRoads on their landholdings.

In reference to VicRoads' request regarding the partial removal of PAO3 from the Planning Scheme; as the proposed freeway will not be constructed, the section of PAO3 that relates to the Healesville Freeway Reserve is consequently redundant and VicRoads could seek to have the PAO3 removed at any time.

In its capacity as the Planning Authority, Council is required to comment on the proposed amendment that is being sought by VicRoads in accordance with section 20A of the Planning and Environment Act 1987, noting that the Planning Minister only needs to 'consult' with Council.

It is recommended that Council also write to the Planning Minister The Hon. Richard Wynne MP advising that VicRoads' proposal referenced in their 13 April 2018 letter contravenes the 2014 State Election commitment to preserve the Healesville Freeway Reserve for open space.

CONSULTATION

When the FROR notification arrived at Council on 26 February 2018 Council's Property & Rates Department sought input from Council's Strategic Planning Department and Council's Leisure, Parks and Recreation Department.

It is the recommendation of the three departments mentioned above that Council seeks to halt the proposed sales of 79 Morack Road, 42-60 Moore Road and 37-43 Moore Road and that Council also request that the decision to sell 79A Morack Road is reconsidered.

FINANCIAL IMPLICATIONS

Any costs associated will be borne by the Property & Rates Department's recurrent budget.

POLICY IMPLICATIONS

Council's Open Space Strategy.

ATTACHMENT

- 1 Australian Labor Party (Victoria) media release published 25.02.14 ⇒
- 2 Healesville Extension Map (Terrara Road to Boronia Road) ⇒
- 3 VicRoads Letter dated 13.04.18 ⇒

9.4.3 Surplus Government Land First Right of Refusal

Attachment 1 Australian Labor Party (Victoria) media
release published 25.02.14

Attachment 2 Healesville Extension Map (Terrara Road
to Boronia Road)

Attachment 3 VicRoads Letter dated 13.04.18

**9.4.3 – ATTACHMENT 1. Australian Labor Party (Victoria) media release published
25.02.14**

ALP Victoria

Page 1 of 1

VICTORIAN LABOR WILL 'PRESERVE THE RESERVE'

Victorian Labor will preserve the Healesville Freeway Reserve between Boronia Road and Springvale Road as public open space.

Leader of the Opposition, Daniel Andrews, made the announcement today alongside Victorian Labor's candidate for Forest Hill, Pauline Richards.

A Labor Government would save the reserve and let locals have a real say through a community committee of management. Parks Victoria would be responsible for the reserve's day-to-day operation.

Quotes attributable to Mr Andrews:

"Denis Napthine wants to sell off the Reserve and the Liberal Member for Forest Hill, Neil Angus, backs him.

"The Healesville Freeway Reserve belongs to the community and Denis Napthine has no right to sell it off.

"Voters in Forest Hill will have a real choice in November – vote Labor and keep the Reserve as public open space or vote Liberal and see the Reserve lost for ever."

Quotes attributable to Ms Richards:

"We can't let the Liberals sell off the Reserve, betray this community and destroy our open space.

"Only Labor will preserve the Healesville Freeway Reserve and let locals have a real say."

Key Facts

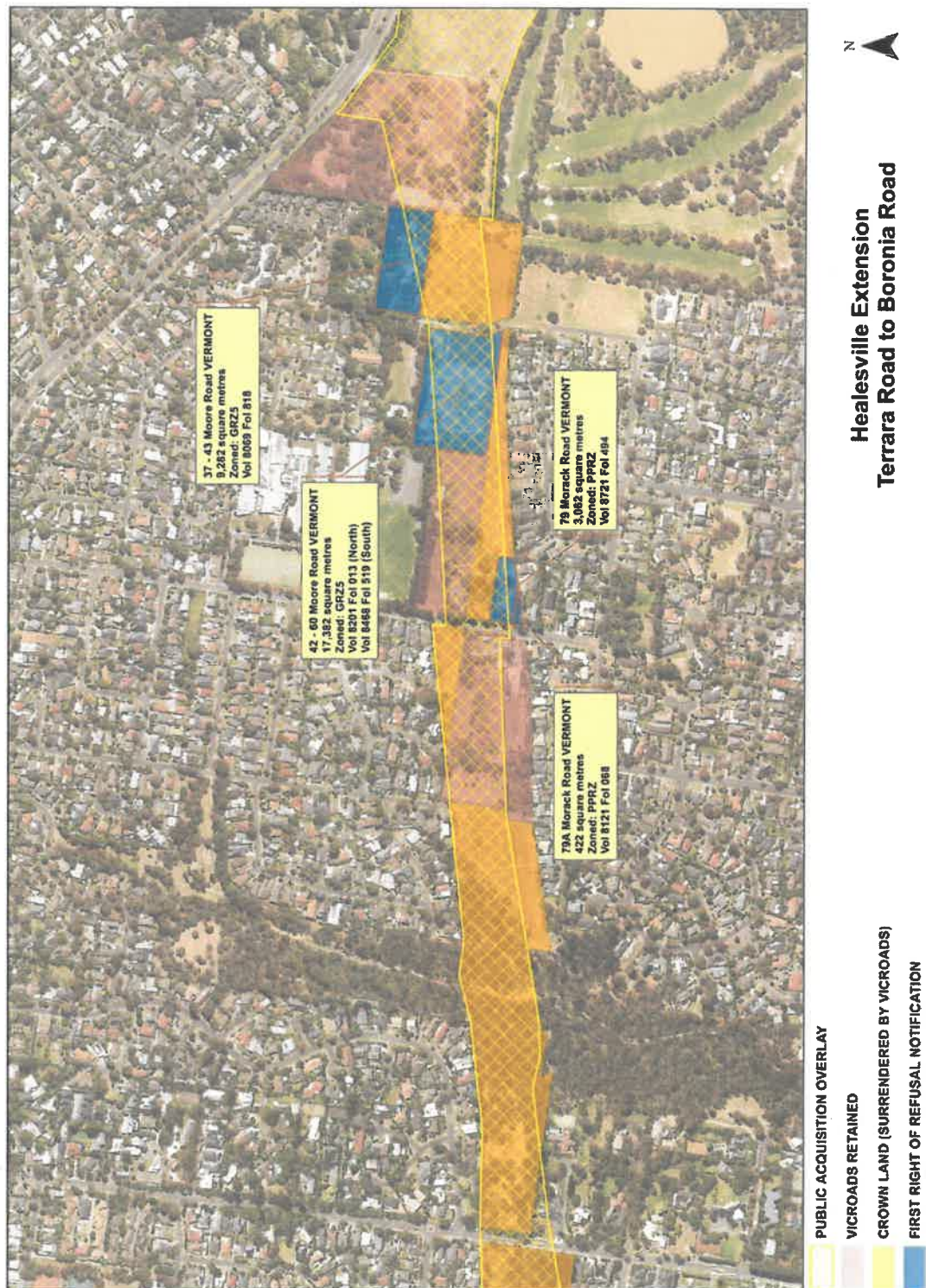
- Before the 2010 State election, Forest Hill Liberal Member, Neil Angus, promised to 'do the right thing' and preserve this important open space'. Neighbouring Bayswater Liberal MP Heidi Victoria also promised to 'preserve the proposed Healesville freeway corridor as public parkland' while campaigning for the 2010 election.
- It is home to Nadrasca Farm (a charity for people with disabilities) Vermont Cricket Club, Vermont Junior Football Club, Morak Golf Course 18th Tee and the Terrara Preschool. It provides a playground and sports fields for local schools including Parkmore Primary, Emmaus College, Vermont South special school and Vermont Secondary.
- The reserve is home to 94 indigenous plant species, and includes two heritage listed buildings (Greenways Farmhouse and Mirrabooka house) and two of Australia's first community gardens (Old Strathdon Orchard and Nunawading Community Gardens).
- On 8 November 2013, the Government announced three Structure Plan options. All three detailed housing development in the reserve.

Published on February 25, 2014

<https://www.viclabor.com.au/media-releases/victorian-labor-will-preserve-the-reserve/> 15/03/2018

9.4.3 – ATTACHMENT 2.

Healesville Extension Map (Terra Road to Boronia Road)



9.4.3 – ATTACHMENT 3. VicRoads Letter dated 13.04.18



Whitehorse City Council
Planning Department
Attn: Allison Egan
Locked Bag 2
Nunawading VIC 3131

Commercial Enterprises
60 Denmark Street
Kew Victoria 3101

13 April 2018

**Re: Removal of VicRoads Public Acquisition Overlay & Request for
'C' Number and Written Consent for a Prescribed Planning
Scheme Amendment**

**Locations: 37 Moore Road, Vermont
42-50 Moore Road Vermont**

Dear Allison

I write in regard to VicRoads Public Acquisition Overlays (PAO) located over 37 Moore Road, Vermont (Appendix 1, Figure 1) and 42-50 Moore Road, Vermont (Appendix 1, Figure 2).

VicRoads has undertaken a planning study and determined that the area burdened by the PAO (shown in yellow on the enclosed map) is no longer required by VicRoads for road purposes. Accordingly, VicRoads intends to make an application to the Minister under s20(4) of the *Planning and Environment Act 1987 (PEA)* to remove the PAO from the Planning Scheme.

In accordance with the *Victorian Government Land Transaction Policy (VGLTP)*, the site was identified as surplus land, the removal of the redundant PAO will allow for the affected land to be sold in-line with the VGLTP.

In accordance with s20A(4) of the *PEA* and *Planning and Environment Regulations 2015 – Regulation 8*, VicRoads seeks comment from Whitehorse Council on the proposed amendments. VicRoads requests that the Whitehorse Council provide a 'C' Number and written consent for a Prescribed Planning Scheme Amendment. To ensure Council's comments are considered, please provide a written response within **28 days** of the date on this letter.

Council's response should be addressed to Kylie Jeremiah, 60 Denmark Street, Kew 3101 or kylie.jeremiah@roads.vic.gov.au no later **11 May 2018**.



9.4.3 – ATTACHMENT 3.

VicRoads Letter dated 13.04.18

Should you require clarification on the content of this letter please contact me on 9935 4118.

Kind Regards,

A handwritten signature in black ink, appearing to read 'Kylie Jeremiah', with a stylized flourish at the end.

Kylie Jeremiah
Project Officer

9.4.3 – ATTACHMENT 3. VicRoads Letter dated 13.04.18

Appendix 1

**Figure 1 - VicRoads Public Acquisition Overlay -
37 Moore Road, Vermont**



**Figure 2 - VicRoads Public Acquisition Overlay
42 Moore Road, Vermont**



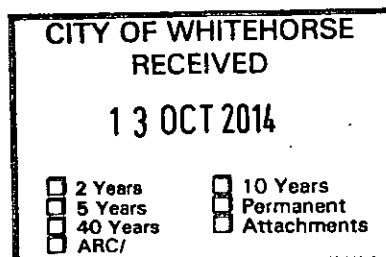


**Minister for Planning
Minister for Multicultural Affairs and Citizenship**

1 Spring Street
Melbourne Victoria 3000 Australia
Telephone: 03 8392 6075
www.vic.gov.au
DX 210292

Ref: BMIN022405
File: 14/000685

Cr Sharon Ellis
Mayor
City of Whitehorse
Locked Bag 2
NUNAWADING DC VIC 3131



Dear Cr Ellis

WHITEHORSE PLANNING SCHEME AMENDMENT C160

I am writing to advise your council that I have decided to exercise the power under section 20(4) of the *Planning and Environment Act 1987* to exempt myself from notice and prepare, adopt and approve Amendment C160 to the Whitehorse Planning Scheme.

The effect of the Amendment is to implement the reformed residential zones across the municipality and update the planning scheme maps to reflect the reformed commercial zones.

I have approved the amendment with the following changes:

- The Neighbourhood Residential Zone is introduced as a neutral conversion. Schedule 7 to the Neighbourhood Residential Zone is introduced without any variations.
- The mandatory heights proposed in Schedules 1 and 2 to the Residential Growth Zone have been removed. Mandatory heights are not considered appropriate in these Residential Growth Zone areas.
- A transitional provision has been included in Schedule 2 to the General Residential Zone.
- Schedule 5 to the General Residential Zone has been applied to the Healesville Freeway Reservation allowing the proposal to be considered through the current structure plan process by VicRoads.
- Minor formatting changes have also been made to the schedules to improve consistency.

In the review of Amendment C160, the Department of Transport, Planning and Local Infrastructure raised concerns with the schedules to the NRZ. I have therefore requested that the Residential Zones Standing Advisory Committee consider the schedules to the Neighbourhood Residential Zone, including ResCode variations, as proposed by council.

Privacy Statement

Any personal information about you or a third party in your correspondence will be protected under the provisions of the *Information Privacy Act 2000*. It will only be used or disclosed to appropriate Ministerial, Statutory Authority, or departmental staff in regard to the purpose for which it was provided, unless required or authorised by law. Enquiries about access to information about you held by the Department should be directed to the Manager Privacy, Department of Transport, Planning and Local Infrastructure, GPO Box 2392, Melbourne, 3001

The amendment will come into effect when notice of its approval is published in the Victoria Government Gazette.

If you have any further queries in relation to this matter please contact David Bergin, Acting Director, Planning Statutory Services, Department of Transport, Planning and Local Infrastructure on (03) 9098 8923.

Yours sincerely



MATTHEW GUY MLC
Minister for Planning

6-10-14

APPENDIX H

Letter from the Minister for Planning dated 6 September 2020



Hon Richard Wynne MP

Minister for Planning
Minister for Housing

8 Nicholson Street
East Melbourne, Victoria 3002

Cr Sharon Ellis
Mayor
Whitehorse City Council
379-397 Whitehorse Road
NUNAWADING VIC 3131

Ref: MIN076383



Dear Mayor

FORMER HEALESVILLE FREEWAY RESERVATION - PLANNING ZONES AND DISPOSAL OF 42-50 AND 37-43 MOORE ROAD, VERMONT

Thank you for your letter of 5 June 2020 about the Healesville Freeway Reserve.

The Government Land Planning Service (GLPS) within the Department of Environment, Land, Water and Planning (DELWP) is assisting DELWP Port Phillip Region which is preparing a planning scheme amendment to rezone the crown land parcels from *General Residential Zone* to *Public Park and Recreation Zone*. A formal request has not yet been received from the Minister for Energy, Environment and Climate Change. DELWP will liaise with council officers to include the adjacent council-owned parcels as part of this amendment.

The Department of Transport (DoT) has advised that following the First Right of Refusal process and a public marketing campaign, the two remaining parcels at 42-50 and 37-43 Moore Road have already been sold and contracts of sale have been executed. DoT considered my request for it to work with DELWP to progress a further amendment to consider whether the current zone of these properties require change, but did not support a rezoning.

DoT advises that 42-50 and 37-43 Moore Road presented ongoing risks to the adjoining communities while held in public ownership with numerous complaints received from several sources. In line with the *Victorian Government Land Transactions Policy and Guidelines 2016* (LTPG), the properties went through the First Right of Refusal process and no interest in purchasing the sites was expressed.

The properties have now been sold with the highest and best use zoning as required under the LTPG. DoT has advised that Whitehorse City Council's interest in rezoning the area from General Residential Zone was raised with potential purchasers.

Sale of the properties enables DoT to deliver on the Government's election commitment as all proceeds from the sales fund the Governments election promise including ongoing Parks Victoria management and creating improvements within the reserve.

Council will need to work with the purchasers of the properties at the planning permit stage to ensure appropriate levels of development, within the parameters of the *General Residential Zone*.

If you would like more information about this matter, please call Andrew Widdicombe, Manager Government Land Planning, Department of Environment, Land, Water and Planning, on (03) 8392 5593, or email andrew.widdicombe@delwp.vic.gov.au.

Thank you again for writing.

Yours sincerely



HON RICHARD WYNNE MP
Minister for Planning

06 / 09 / 2020

APPENDIX I

Bush Suburban Precinct 9 Guidelines

KEY EXISTING CHARACTERISTICS

- Architectural style is a mix of post-war 1950s through to 1980s dwellings, with some contemporary infill.
- Materials are a mix of brown brick and timber, with tiled roofs.
- There is a mix of dwelling heights, including double storey and split level dwellings.
- Dwellings are predominantly detached with some semi-detached infill (units and townhouses).
- Front setbacks are 4-8m, with 1-4m side setbacks from both side boundaries. Some areas have larger front setbacks of 9m or above. Rear setbacks vary from 6-16m. Some new developments have smaller rear setbacks.
- Garages and carports are generally located behind the dwelling, along the side boundary with a single crossover.
- Fronts fences are predominantly nonexistent or planted with vegetation. Where front fences exist, they are generally low (up to 1.2m) and constructed of timber or masonry.
- Gardens are established and well-planted comprising shrubs, lawn areas and mature canopy trees, including many tall, native gums that provide a significant contribution to the bush canopy of the area.
- Roads are sealed with upstanding kerbs and footpaths on both sides.
- Street trees are predominantly mixed species with regular spacing and of mixed sizes.
- The topography of the area is predominantly rolling but with hilly areas to the east.

PREFERRED CHARACTER STATEMENT

The bushy landscape character afforded by substantial native shrubs and tall canopy trees will remain a key characteristic of the area. Modest dwellings will continue to be partially hidden behind vegetation, and adhere to the regular setback patterns of the street. Buildings will be absorbed into the vegetation-dominated landscape and reflect the topography by being designed to step down the site and follow the contours.

The streetscape will retain an informal character due to the lack of front fencing and dominant landscape surroundings. The tall, native eucalypts in streets and private gardens will continue to provide a significant contribution to the tree canopy across the precinct. Properties abutting and close to the Dandenong Creek corridor will contribute to the bushy landscape character of the public realm, incorporating large canopy trees and native vegetation.

The openness of the streetscape will be enhanced by the absence of front fencing, or low open style front fences, allowing views into private gardens.

The areas within this Precinct will be investigated for possible inclusion in the Bush Environment character type.



BUSH SUBURBAN PRECINCT 9 GUIDELINES

CHARACTER ELEMENT	OBJECTIVE	DESIGN RESPONSE	AVOID
GARDENS & LANDSCAPING	<i>To maintain and strengthen the garden setting of the dwellings and the tree canopy of the neighbourhood.</i>	<ul style="list-style-type: none"> Retain established or mature trees and provide for the planting of new canopy trees and substantial vegetation. Locate footings and paved areas outside the root zone of established trees. Prepare and implement a landscape plan that includes native and / or indigenous vegetation and trees. Provide a minimum of 40% of the site as permeable surface. Buildings should not exceed 40% site coverage. Provide for two ground level areas with minimum dimensions of 5m x 5m, for open space to accommodate substantial canopy trees. Plant at least two canopy trees with a minimum mature height of 12 metres per dwelling. Open space areas should be oriented to the north wherever possible. 	<p>Removal of large, established trees.</p> <p>Loss of established vegetation.</p> <p>Inadequate space for trees/planting around buildings.</p> <p>Use of an easement or service area for the provision of space for a canopy tree.</p>
	<i>To maintain and strengthen the bush dominated setting of the dwellings.</i>		
	<i>To minimise the loss of front garden space and the dominance of car parking structures.</i>	<ul style="list-style-type: none"> Provide only one vehicular crossover per typical site frontage. Hard paving for car parking should be minimised and substituted with permeable surfaces where possible. 	<p>Car parking structures that dominate the façade or view of the dwelling from the street.</p> <p>Creation of new crossovers and driveways, or wide crossovers.</p> <p>Excessive areas of hard paving and driveways.</p>
	<i>To maintain the sense of openness and visibility of tree canopies in rear gardens</i>	<ul style="list-style-type: none"> Buildings should not exceed the dominant tree canopy height. Landscape plans for new developments should include canopy trees in rear gardens. 	<p>Bulky development dominating the tree canopy.</p> <p>Lack of space for large trees.</p>
	<i>To ensure the provision of permeable and useable private open space for new dwellings.</i>	<ul style="list-style-type: none"> In addition to any new balconies or rooftops, private open space with a minimum dimension of 5m x 5m for each dwelling should be provided. Private open space should be oriented to the north wherever possible and accommodate garden planting. 	Inadequate permeable private open space.
SITING	<i>To maintain and reinforce the rhythm of spacing between and around buildings, and the alignment of buildings along the street</i>	<ul style="list-style-type: none"> New buildings should be setback to reflect the prevailing front setbacks. Set back buildings a minimum of 1m from one side boundary, and a minimum of 3m from the other side boundary. Provide a separation of at least 3-4m between dwellings on the same site to accommodate vegetation. Set back buildings a minimum distance of 5m from the rear boundary. Carports, garages or outbuildings should be setback a minimum of 1m from the front façade of a dwelling fronting the street, with no walls on a boundary. 	<p>Inconsistent siting patterns and a lack of space around buildings.</p> <p>Lack of spacing between multiple dwellings on a site.</p>
SENSITIVE LANDSCAPE ENVIRONS	<i>To ensure building siting makes a positive contribution to adjacent Dandenong Creek and Mullum Mullum corridors.</i>	<ul style="list-style-type: none"> Minimise the visual impact of development on the adjacent sensitive landscape area Building design should respond to the topography and minimise the need for cut and fill. Provide landscape plans that incorporate substantial use of indigenous and native trees and vegetation to reflect that in the adjacent sensitive landscape area. Minimise site coverage and hard surfaces on sites adjoining sensitive landscape environs. 	<p>Buildings that are visually dominant when viewed from within the sensitive landscape.</p> <p>Buildings that do not respond to the topography.</p> <p>Excessive site coverage and hard surfaces that leave inadequate space for trees and vegetation to complement the sensitive landscape environs.</p>
PARK INTERFACE	<i>To ensure that new development provides a positive interface with any adjoining parks and open space.</i>	<ul style="list-style-type: none"> Design new buildings to provide a façade to any adjacent parkland to enable casual passive surveillance of the public space. Buildings should be setback from the interface boundary so as not to dominate or appear overbearing from within the parkland. 	Blank walls fronting parkland space.
MINIMUM LOT SIZE	<i>To ensure the spacing and density of dwellings is managed to accord with housing objectives.</i>	<ul style="list-style-type: none"> The minimum subdivision area should be 320 sq. m. A permit is required for the construction or extension of one dwelling on a lot that is less than 500 sq. m. Development of single dwellings on lots smaller than 500 sq. m. should only be approved if all other guidelines are satisfied. 	Lot sizes and development that does not meet the other neighbourhood character Guidelines.
BUILDING HEIGHT & FORM	<i>To ensure that buildings and extensions do not dominate the streetscape.</i>	<ul style="list-style-type: none"> Buildings should not exceed two storeys (8m) in height. Roof forms should incorporate eaves. 	<p>Buildings that appear to exceed the predominant height of buildings in the street by more than one storey.</p> <p>Lack of eaves.</p>
MATERIALS & DESIGN DETAIL	<i>To encourage a building detailing that complements the landscape character of the area and ensures that the landscape dominates.</i>	<ul style="list-style-type: none"> Articulate the facades of buildings with the use of recesses, verandahs, balconies, window openings and variations in materials and colours. 	<p>Blank walls and facades.</p> <p>Building materials, finishes and colours that dominate the streetscape</p> <p>Mock historical styles and 'reproduction' detailing.</p>
FRONT FENCING	<i>To retain views to dwellings and gardens, and complement the predominant style of front boundary delineation in the street</i>	<ul style="list-style-type: none"> No front fencing or highly permeable fencing (e.g. post and wire) up to 1m height. Use vegetation as an alternative to front fencing where possible. On main roads, higher front fences (up to 1.8m) may be constructed where they provide at least 50% permeability. 	High, solid front fencing.