MARIBYRNONG HOUSING STRATEGY

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Project Control

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Final Report	1	Julia Miller-Randle	Mike Scott	05/12/2011

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EXECUTIVE SUMMARY

The focus of this Housing Strategy is on identifying what types of housing should be provided to support Maribyrnong's growing and changing population. It seeks to ensure that dwellings we build today will meet the needs of future generations and that future housing is appropriately located throughout the City.

The population of the City of Maribyrnong is predicted to increase by approximately 30,800 people by the year 2031, to comprise a total of around 104,400 residents. The projections indicate that approximately 15,800 new dwellings will be needed between 2011 and 2031 to accommodate anticipated population growth. It is anticipated that apartments will account for almost half of the demand for new housing in the City of Maribyrnong over the next 20 years. The balance of new dwellings required is predicted to be semi-detached and separate dwellings.

General affordability levels throughout the City are dropping. The median property price for houses and units/apartments in the City has recently grown at a faster rate annually than the Melbourne average. First and second homebuyers and developers from across Melbourne are increasingly attracted to the municipality, attracted by a combination of relatively low prices and inner city location.

As the city's locational advantages are more widely appreciated, prices will continue to rise, placing pressure on lower income households. A key challenge for Council is the provision of diverse and affordable housing stock. Key issues include the management of household growth and change, preserving neighbourhood character, sustainability and the need to ensure housing is designed to meet the particular needs of the community at different life stages, abilities and incomes.

The Housing Strategy contains objectives and actions marshalled to deliver positive change in four areas:

> Housing Diversity
> Housing Affordability
> Housing Location
> Housing Design

The Housing Strategy identifies locations suitable for different rates of housing change, (substantial, incremental and limited change) to direct development into areas with capacity for growth, and limit change in areas with established heritage and neighbourhood character values.

The Housing Strategy contains an Implementation Plan to guide actions for local housing towards 2031.

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.

The focus of the Housing Strategy is on identifying 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 Maribyrnong.

1.1.1.   BACKGROUND & BRIEF

The City of Maribyrnong appointed consultants, Planisphere in conjunction with Urban Enterprises, Symplan and FPPV to prepare a Housing Strategy for the City.   The project brief requires that the Maribyrnong Housing Strategy be an integrated and holistic policy statement for housing which provides a framework for managing future housing growth and change in the City. In particular the Strategy must provide practical, achievable and strategic direction with regard to:

The **scale and level of demand for housing** in Maribyrnong

The **type and mix of housing** to meet this demand (e.g. size and type of dwellings, rented accommodation, price range etc)

Locations where this level of demand can be accommodated (e.g. redevelopment and development of strategic sites)

The extent of demand for **affordable housing** in the City and how to address this

The need or otherwise for **specialised accommodation** for elderly and low income households, emergency housing, rooming houses, and student housing and how to address these needs

The **quality of design** for new residential development and how to improve **energy efficiency** and **environmental sustainability** in dwellings

How the Strategy can be **resourced and implemented** effectively

How **broad ownership** for the Strategy can be developed among key stakeholders such as builders, developers, housing providers and the wider community.

1.1.2. APPROACH

The Maribyrnong Housing Strategy was developed over four key stages as set out below. This broadly involved the 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 Issues

Stage 2 - Draft Strategy

Stage 3 - Consultation

Stage 4 - Final Strategy

A Working Group comprising Officers from a range of Council departments oversaw and inputted into the preparation of the Strategy.

1.1.3. THE ROLE OF COUNCIL

The focus of the 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 planner and regulatory roles include the responsibility for planning to meet the housing needs of the City within the existing legislative framework and through the Victorian Planning provisions. Council is responsible for ensuring that new housing meets town planning, building and public health regulations and expectations.

There are many factors that are out of 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 community. Council may also 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.

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 A for a summary of key relevant strategic directions.

1.2. MARIBYRNONG IN PROFILE

1.2.1. THE PLACE

The City of Maribyrnong is located in the western region of Melbourne, in close proximity to the Melbourne CBD. It adjoins the Cities of Melbourne, Hobsons Bay, Brimbank and Moonee Valley, and serves as a gateway into the western growth corridor. Maribyrnong is considered to be an employment, commercial and industrial centre to nearby municipalities.

The City, one of the smallest municipalities in metropolitan Melbourne, occupies a strategically important location and is home to 73,620 residents. The City comprises the suburbs of Braybrook, Footscray, Kingsville, Maidstone, Maribyrnong, Seddon, West Footscray, Tottenham and Yarraville.

Land Use

The City contains a broad mix of residential, commercial, industrial and educational land uses. Regionally significant land uses located within the City include the Western Hospital; Victoria University Footscray Park Campus and Nicholson Campus; the Footscray Market and Highpoint Activity Centre; and key industries in the food manufacturing, transport and logistics and Port dependent industries.

The predominant land use throughout the City is residential with approximately 44% of the land zoned Residential 1. The zoning of a further 10.4% of land facilitates residential (Mixed Use, Comprehensive Development and Priority Development Zones and the Maribyrnong Defence Site). There is significant variation across the municipality in terms of the size, built form, population and socio-economic characteristics of suburbs.

Industrial activity is located throughout the municipality and has long been the city's main economic driver. However, there has recently been a decline in industrial activity, with the closure and relocation of many established operations which have made way for larger scale residential redevelopments. Notwithstanding the City contains three core industrial precincts, namely the Yarraville Port Industrial, Tottenham and Sunshine Road West Footscray, all of which make an important contribution to the local economy.

There is also an established network of activity centres distributed across the City.

Transport

The City's close proximity to the Melbourne CBD, provides convenient access to employment, business and retail services.

The City of Maribyrnong is generally well serviced by public transport. The Footscray CAD is a metropolitan transport hub and interchange for various transport nodes. The City is serviced by the Sydenham, Werribee and Williamstown train lines; two tram lines, (No. 57 and 82); and numerous metropolitan buses. The suburbs located to the north and west of the municipality, do not have easy access to the rail services and are therefore reliant on bus services.

The City also contains an extensive network of on- and off-road bicycle paths. Major roads providing connections through the city include the Ballarat Road-Western Highway, Geelong Road and the Westgate Freeway.

Map The City of Maribyrnong

Legend:
- Municipality boundary
- Suburb boundaries
- Roadways
- Key activity centres
- Train stations & tram stops
- PPTN train & tram network
- PPTN bus network

City of Moonee Valley

MARIBYRNONG

City of Brimbank

BRAYBROOK

MAIDSTONE

City of Melbourne

FOOTSCRAY

WEST FOOTSCRAY

TOTTENHAM

KINGSVILLE

SEDDON

YARRAVILLE

City of Hobsons Bay

0   0.75   1.5
kilometres
N

1.2.2.   THE PEOPLE

The City is estimated to have a population of 73,620 residents living in approximately 31,424 dwellings in 2011.

Age Structure

The Maribyrnong community at present consists predominantly of people aged between 25 and 49 and young people aged 18 to 24. In comparison to the Melbourne Statistical Division (SD) the age structure of the City comprises a larger percentage of 25 to 34 year olds (approximately 20% compared to 15%); a smaller percentage of 50 to 59 year olds (approximately 10% compared to 12%); a smaller percentage of 12 to 17 year olds (approximately 6% compared to 8%), and a smaller percentage of 5 to 11 year olds (approximately 7 % compared to 9%).

Household Composition

'Couple families with Children' (40%) and 'couple families without children' (36%) accounted for the majority of family households in the City of Maribyrnong in 2006. The municipality had a lower proportion of 'couple families with children' than the Melbourne SD in 2006 (48%). However, the City comprised a higher proportion of 'couple families without children' (36%) and 'one parent families' (20%) than the Melbourne SD (respectively 34% and 15%).

Socio-Economic Profile

The City is undergoing change with some suburbs becoming increasingly gentrified. However, the City is ranked the third most disadvantaged municipality in metropolitan Melbourne, behind the Cities of Dandenong and Brimbank according to the SEIFA Index. The SEIFA Index varies greatly across the City's different suburbs.

In 2006, the municipality contained a larger proportion of low income households (approximately 24%) earning less than $500 gross income per week and a lower proportion of high income households, approximately 20%, earning $1,700 or more gross income per week, than the Melbourne SD (approximately 17% and 25% respectively).

Cultural Diversity

A key feature of the growth and development of the municipality is attributed to its long history of housing newly arrived immigrants - this dates back to as early as post World War II and continues today. However, past waves of European migration have more recently been replaced by Asian and African migration.

In 2006 approximately 39% of the municipality's residents were born overseas and approximately 43% of residents speak a language other than English at home. The majority of immigrants originate from Vietnam, China and India. By way of comparison, approximately 29% of residents in the Melbourne Statistical Division (SD) were born overseas and approximately 27% speak a language other than English at home.

According to data from the Department of Immigration and Citizenship approximately 757 migrants settled in the City of Maribyrnong between 2009 and 2010. The vast majority of new migrants were from India followed by Vietnam and China.

2. HOUSING NEED

2.1. CURRENT HOUSING PROFILE

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.

The preceding chapter established that the population of the City in 2011 comprises approximately 73,620 residents, living in 31,424 dwellings. The population:

> Contains a high proportion of people aged between 25 and 49 and young people aged 18-24 years;

> Predominantly live in households comprising 'couple families with children' and 'couple families without children'. There is also a high proportion of lone person households;

> Is culturally diverse: the major ethnic groups represented in the municipality originate from Vietnam, China and India; and

> Contains high levels of socio-economic disadvantage, approximately one quarter of residents earn less than $500 per week.

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 which enhances accessibility and liveability and does not detract from neighbourhood character.

This assessment is based on the following data sources:

> .id Consulting Pty Ltd (2010) *City of Maribyrnong Population Forecasts*, accessed online

> .id Consulting (2011) *City of Maribyrnong Community Profile*, accessed online

> Australian Bureau of Statistics (2007) *2006 Census*, accessed online

> City of Maribyrnong (2011) GIS data

> Department of Housing Victoria (2007 & 2010) *Rental Report December Quarter*

> Department of Planning & Community Development (2008) *Victoria in Future*

> Office of Landata (LandVic, 2010) *A Guide to Property Values 2010*

> Spatial Economics for DPCD (2009) *Housing Development Data: 2004 to 2008*, Statistical Summary Report & GIS data

2.1.1. HOUSING TYPE

The majority of the City's dwelling stock currently comprises separate houses, followed by apartments and semi-detached dwellings. As illustrated by Table , in 2006 the city had a lower proportion of separate houses but a higher proportion of apartments than the Melbourne SD. Furthermore the proportion of separate houses has decreased between 1996 and 2006, while the proportion of semi-detached dwellings has conversely increased.

Table - Dwelling Types – City of Maribyrnong & Melbourne SD 1996-2006

Dwelling Types	1996		2001		2006	
	Maribyrnong LGA	MSD *	Maribyrnong LGA	MSD *	Maribyrnong LGA	MSD *
Separate house	71%	75%	70%	75%	67%	73%
Semi-detached	5%	8%	10%	10%	13%	11%
Apartment	22%	14%	19%	13%	20%	15%

* Melbourne Statistical Division

Source: ABS Census, 2006

2.1.2. DWELLING TYPES ACROSS THE MUNICIPALITY

Table 2 illustrates the relative proportion of dwelling types across the city's suburbs in 2006. It indicates that the highest proportion of separate houses in the municipality were located in Yarraville, Maribyrnong contained the most semi-detached dwellings and Footscray and Kingsville the most apartments. This suggests although the municipality accommodates a variety of housing types, they are not evenly dispersed across all suburbs of the city.

This context is illustrated by Map 2 below which indicates locations of predominately separate houses, semi-attached dwellings and apartments across the city. Map 2 does not show the locations of the City's activity centres.

Table - Dwelling Types, State suburbs, Maribyrnong LGA and Melbourne SD, 2006

	Yarraville	West Footscray	Seddon	Maribyrnong	Maidstone	Footscray	Kingsville	Braybrook	Maribyrnong LGA	MSD
Separate house	86%	75%	81%	58%	80%	59%	69%	72%	67%	73%
Semi-detached	6%	9%	7%	25%	10%	14%	6%	20%	13%	11%
Apartment	8%	16%	10%	17%	10%	26%	24%	7%	20%	15%

Source: ABS Census, 2006

Map Current Dwelling Diversity (Not Including Dwellings in Activity Centres)

Legend:
- Municipality boundary
- Suburb boundaries
- Train & tram
- Predominantly separate dwelling locations
- Predominantly semi-attached dwelling locations
- Predominantly apartment locations

MARIBYRNONG

MAIDSTONE

BRAYBROOK

FOOTSCRAY

WEST FOOTSCRAY

TOTTENHAM

KINGSVILLE

SEDDON

YARRAVILLE

0   0.75   1.5
kilometres
N
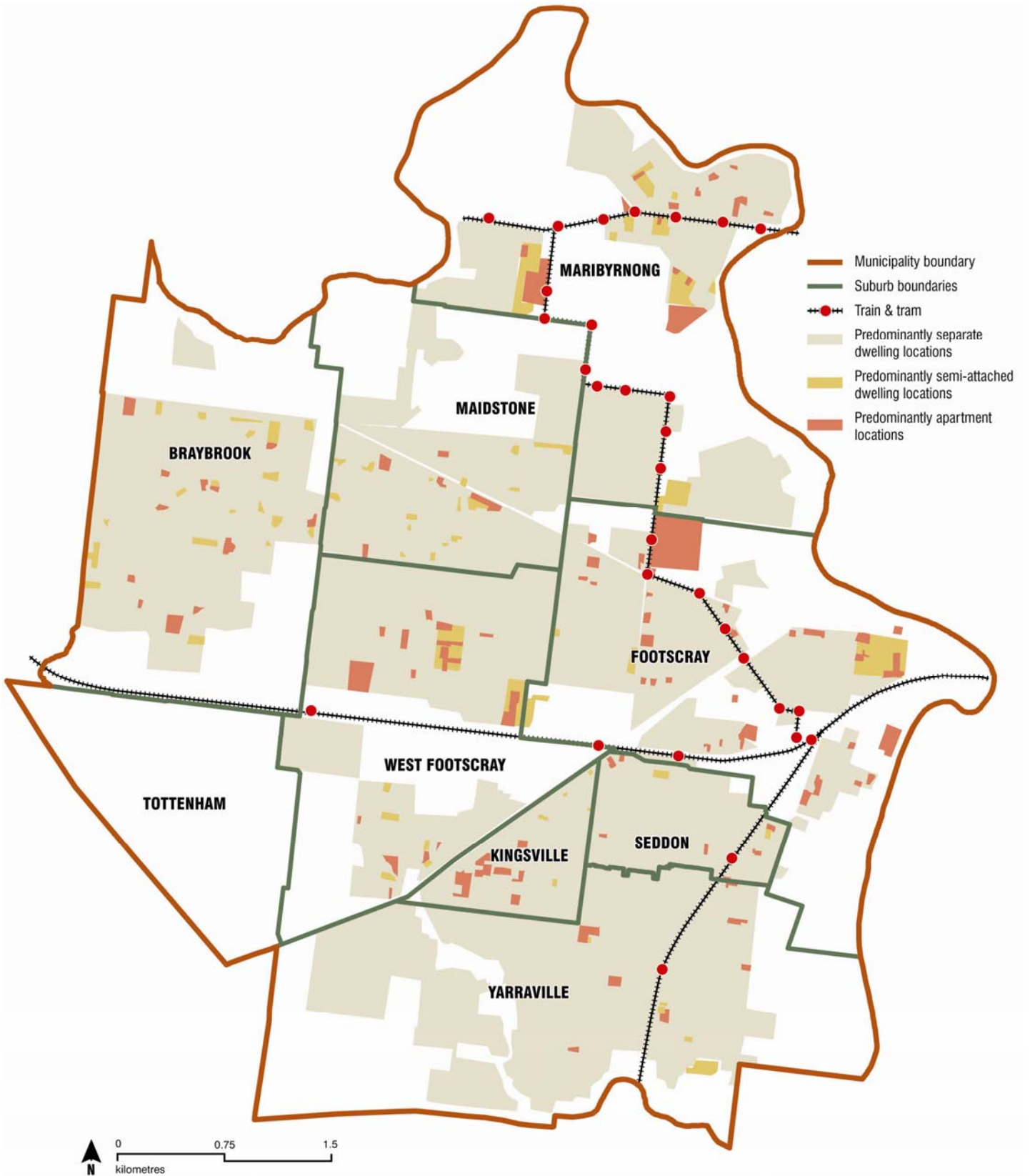
2.1.3. HOUSING TENURE

In 2006, 61% of all dwellings in the City were fully owned or being purchased, 31% of all dwellings were private rentals and approximately 7% of dwellings were public housing. At this time 74% of separate houses were owned or being purchased, whereas 61% of apartments were being privately rented.

There was a decrease of 4% in the proportion of owned or purchased houses between 1996 and 2006, and a corresponding increase in the proportion of private rentals. This trend is expected to continue in the short to medium term given increasing house prices (discussed below) and rising interest rates.

Figure - Tenure Types 1996 – 2006
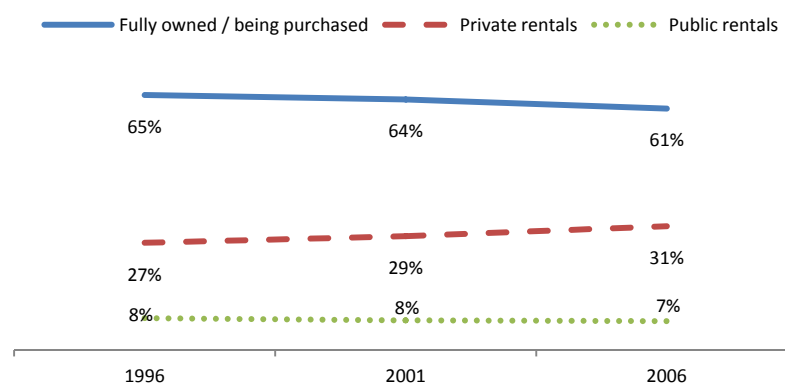
Source: Time Series Data, ABS 2006

2.1.4. MEDIAN HOUSE PRICE

The median property price for houses and units/apartments in the City grew at a faster rate annually than the Melbourne average during 2000 and 2009 (illustrated by Table). The median property price for houses experienced the largest average annual growth (11.2%) of all property types in the municipality during this time.

Braybrook had the largest average annual growth of median house price of all suburbs between 2000 and 2009, followed by Footscray and Maidstone. West Footscray had the largest average annual growth for median units/apartments of all suburbs, through this period, followed by Yarraville.

Table - Median Property Price – City of Maribyrnong 2000-2010

	Median House Price		
	Houses ($)	Units/Apartments ($)	Vacant House Blocks ($)
2000	190,000	135,000	90,000
2001	240,000	174,000	116,000
2002	281,500	217,500	158,000
2003	315,000	227,000	167,000
2004	320,000	262,250	195,000
2005	327,500	228,000	190,000
2006	351,000	233,500	181,500
2007	430,000	305,000	245,000
2008	460,000	315,000	237,000
2009	495,500	345,000	160,000
2009 (for Metropolitan Melbourne)	417,700	375,000	163,000
Ave. Annual Growth % Maribyrnong LGA	11.2%	11.0%	6.6%
Ave. Annual Growth % Metro Melb	9.1%	8.1%	10.7%

Source: A Guide to Property Values, 2010

2.1.5.   PRIVATE RENTAL COSTS

As previously discussed, the City contains a high proportion of residents who privately rent their dwelling. The City has experienced higher annual rent growth for the majority of its rental property types than Melbourne SD. Notwithstanding the median weekly rents of all property types were generally lower than the Melbourne average in the December Quarter 2010.

Figure 2 - Median Weekly Rental Price by Property Types, Dec Quarter 2010
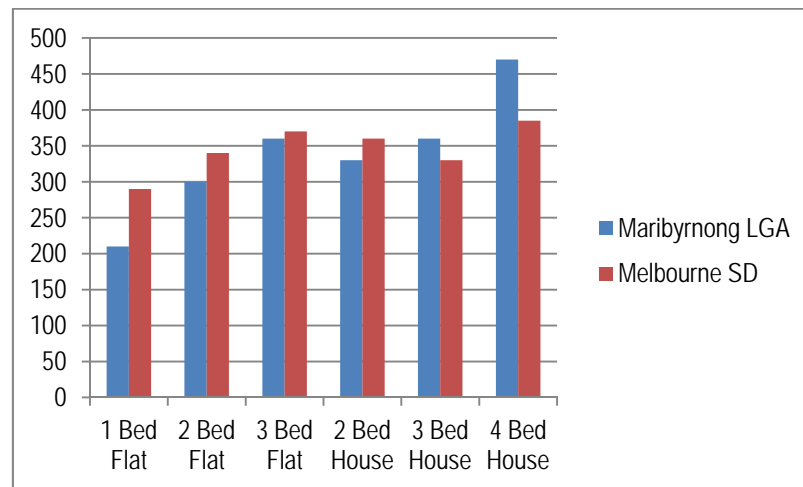
Source: Rental Report December Quarter 2007 – 2010 Department of Housing Victoria

2.1.6. LOCAL PROPERTY MARKET

The local property market was considered to have softened due to cautious buyers in 2011, in line with Melbourne-wide trends. The following provides a summary of the key characteristics of the local property market, based on consultation with local real estate agents and developers:

The City is considered to be a popular location for first homebuyers, particularly around Yarraville, which is believed to be an 'anchor suburb' drawing in potential residents to other areas of the municipality.

First and second homebuyers and developers largely drive investment in the City. First homebuyers make up approximately 70% of the market in Footscray, West Footscray and Maidstone.

Investors were not considered to be of a significant proportion in the market due to the relatively low rental yields that currently average only 3 to 4 percent.

Buyers into the City were often from outside the local area, attracted by a combination of relatively low prices and close proximity to the CBD. One developer estimated that approximately half of the apartment buyers in Footscray were from the municipality and the remaining from elsewhere in Melbourne, including the eastern suburbs.

Most buyers are in the low to middle income price range brackets, with the typical budget being $450,000 to $650,000 for houses and townhouses, and $300,000 to $500,000 for apartments. Yarraville and Edgewater areas attract a higher buyers price range of approximately $1 million.

A PROFILE: RECENT DEVELOPMENTS IN THE CITY OF MARIBYRNONG

Banbury Village, West Footscray

Banbury Village is located on the south side of Barkly Street, West Footscray on the former Olympic Tyre Factory site. Development is being released in stages and will consist of apartments, semi-detached townhouses and detached residences. Five of the eleven stages have been completed as at May 2011. Two original art deco buildings have been retained and will be converted to residential use. The developer is Cedar Woods. Banbury Village is a good example of how architecturally significant formerly industrial properties can be retained and converted for residential use.

> Banbury village has diverse housing including 2 bedroom apartments, townhouses and detached houses. This was a strategic decision to attract as wide a possible market to the development. It was not imposed by planning.

> Two heritage buildings were retained on site, both converted to residential.

> The project has been profitable, with good demand across all property types offered. This has been helped by strong property price growth in the municipality; and

> Generally buyers are from a 6km radius, living already in the area or nearby.

Saltriver Place, Footscray

Saltriver Place is located at the corner of Bunbury Street and Moreland Street, Footscray. The development consists of warehouse conversion apartments, new apartments in a 10 storey tower and semi-detached townhouses. Construction has been staged and began in 2003.

> Stage 1 and 2 are currently being sold, totalling 71 two and three bedroom apartments. The majority of these apartments are being purchased by owner occupiers, and these stages of the development are being marketed to the upper end of the property market based on the proximity to the CBD and the views available from most apartments.

> Stage 3 will include 200 apartments, the majority of which include one bedroom. The developer expects that these apartments will be attractive to investors, with a high proportion of these investors being local 'mum and dad' and business investors.

> Approximately half of the home purchasers were moving from the inner western suburbs (such as Yarraville and Williamstown), and the other half of buyers came from the eastern suburbs of Melbourne attracted to the west by lower prices and proximity to the CBD.

2.1.7. PUBLIC AND COMMUNITY HOUSING

As illustrated at Table 4, the City currently supports the greatest number of public housing units compared to other inner-metropolitan municipalities. Medium density dwelling types are the most common form of public housing in Maribyrnong, followed by separate houses and low rise flats.

In 2006 approximately 9% of the municipality's entire housing stock is public housing, accommodating around 7% of the municipality's residents. However public housing is concentrated in discrete suburbs of the municipality, namely Braybrook and Maidstone. As demonstrated by Map 3 public housing in these locations accounts for approximately one quarter of all dwellings in the suburb, whereas areas such as Seddon and Yarraville contain limited public housing stock.

In 2006 the City contained a total of 156 beds in supported residential units. Furthermore the municipality comprised a relatively small number of independent living units, 36 beds, at this time.

Table - Supply of Public Housing - City of Maribyrnong, 2006

Dwelling Type	Maribyrnong No.	Brimbank No.	Darebin No.	Hobsons Bay No.	Moreland No.	Yarra No.
Public Housing						
Separate house	554	1,048	95	276	476	476
Semi-detached house	222	54	13	47	164	164
Medium density	793	376	240	486	691	691
Low-rise flat	422	105	517	167	524	524
High-rise flat	128	0	1,160	202	134	134
Movable unit	19	63	0	21	38	38
Rooming House	64	30	88	19	60	60
Other	2	1	4	2	3	3
Total	**2,204**	**1,677**	**2,117**	**1,220**	**2,090**	**2,090**
All dwellings	24,196	54,235	48,584	30,188	52,153	28,602
% of public housing	9%	3%	4%	4%	4%	7%

Source: Housing in Victoria, 2011; ABS Census Data 2006

Map Social Housing (Including Public Housing) Areas

MARIBYRNONG

MAIDSTONE

BRAYBROOK

FOOTSCRAY

WEST FOOTSCRAY

TOTTENHAM

KINGSVILLE

SEDDON

YARRAVILLE

Municipality boundary
Suburb boundaries
Key concentrations of social housing
PPTN network

0   0.75   1.5
kilometres
N

2.1.8. ROOMING HOUSES

As of November 2011, the City contains 187 rooming houses, 63 are registered and 124 are under investigation. The prevalence of rooming houses is considered in some cases as an indicator of a lack of housing affordability. Rooming houses provide a vital role in the provision of relatively low cost accommodation and are increasingly becoming a form of affordable housing.

Council must balance its regulatory approach to rooming houses with the need to protect safety net accommodation provision so that vulnerable people remain in safe and secure housing. Council has a protocol for the registration, compliance, enforcement and closure of rooming houses. The protocol has been created in response to serious safety concerns of residents living or intending to live in illegal and substandard rooming houses across the City.

2.1.9. DECREASING HOUSING AFFORDABILITY

The reported findings read together, indicate that there is an emerging mismatch between income and affordable housing options for both tenants and aspiring home owners in the City.

There are a range of methods and tools used to measure housing affordability. One such tool is the Housing Income Ladder[1], illustrated at Table 5. This method was developed by local housing researchers and provides benchmarks for affordable housing and rental prices based on household or personal income. This model has been applied to the Maribyrnong context. Using an estimated median annual income for the City's residents of $48,464 in 2006, it is found that many of the city's residents do not have the financial resources to become:

> Owner occupiers of private detached dwellings or apartments

> Private rental tenants where rents are more than $190 per week, noting that the median rental price at this time was $199

> Home purchasers where the dwelling price is greater than $217,500, noting that the average house price at this time was $351,000 average apartment price was $233,500.

Furthermore Table 5 also illustrates the existence of the 'sandwich class'. This is a group who are ineligible for social housing, but are also unlikely to be able to find a property to rent or buy in their affordable price range. In 2006 approximately 63% of the city's population earned less than $999 per week (equating to around $52,000 annually). Therefore during this time the majority of people living in the City were either in or below the 'sandwich class'.

A widespread approach to measuring housing affordability is to apply a benchmark wherein housing that costs no more than 30% of a family's gross income is considered 'affordable'. However there is an emerging trend to apply an alternative method, the residual income approach. This method calculates how much is left over for rents or mortgages *after* relevant expenditure items for different household types have been taken into account. If there is insufficient left for rents and mortgages after meeting this budget standard, a household has an affordability problem.[2]

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[1] Burke (2004) *Measuring Housing Affordability*

[2] Australian Housing and Urban Research Institute (2011) *The residual income method: a new lens on housing affordability and market behaviour*.

Table - Housing Income Ladder - City of Maribyrnong

Household or Personal Income	Home Purchase	Rent per week
$100,000	Can afford a dwelling price of $580,000	Can afford rent below $770
$90,000	Can afford a dwelling price of $483,000	Can afford rent below $640
$80,000	Can afford a dwelling price of $406,000	Can afford rent below $540
$70,000	Can afford a dwelling price of $304,000	Can afford rent below $405
$60,000	Can afford a dwelling price of $261,000	Can afford rent below $345
$50,000	Can afford a dwelling price of $217,500	Can afford rent below $290
$40,000	Can afford a dwelling price of $145,000	Can afford rent below $190
$30,000	Can afford a dwelling price of $109,000	Can afford rent below $145
$20,000	Can access public or community housing. No affordable market provision	Nothing affordable
$10,000	Can access public or community housing but still a problem once allocated a dwelling as: a) even at 25 percent of income households will not have enough to live on; and b) the rebated rent is not sufficient to achieve viability for housing providers No affordable market provision	Nothing affordable

Assumptions in the Housing Ladder include:
25% of household income is paid towards mortgage/rent
20% deposit paid by purchasers
Interest rate of 5.25% (March 2004 rate)

2.1.10.   SPECIAL ACCOMMODATION

The City contains a socially and ethnically diverse population. Key special needs groups in the city include people with disabilities; newly arrived migrants and refugees; older residents; students; low-income households; lone person households; and lone parent families. There are currently concentrations of special needs groups in Footscray, Braybrook, Maidstone, Seddon and Maribyrnong. This is described in greater detail below:

People with disabilities - Most people with a disability live within the community, with only a minor number accessing specialised accommodation. People with disabilities generally require well located housing, which is accessible and adaptable for those who have limited mobility. The highest concentrations of people with disabilities are currently in Seddon, followed by Braybrook and Kingsville.

Newly arrived migrants and refugees - Migrants and new arrivals from overseas comprise predominantly of students and families, and tend to have relatively high levels of social disadvantage. Newly arrived migrants often have difficulty accessing and affording private rental, with costs causing housing stress for many. Language barriers and the lack of financial and social capital 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. Many newly arrived migrants also have a preference for larger dwellings in order to accommodate large, multi-generational families. There are currently high concentrations of migrants and/or people not fluent in english in Braybrook, Maidstone, Seddon, Footscray and Kingsville.

Older residents - Analysis of 2006 Census data show that about 80 percent of lone person households in the City are aged 65 and over, with low incomes. Elderly residents generally require dwellings that are not only well located, but also accessible and adaptable for those who have limited mobility. The highest concentrations of older people are currently in Seddon and Kingsville, followed by Braybrook, and Maidstone.

Students - Student housing needs have become increasingly significant due to the competitiveness of the tertiary and private secondary education sectors and the contribution of international students to the national economy. There are high concentrations of students in Maribyrnong and Footscray. It is likely that a large proportion of these young people are tertiary students attending Victoria University. Dwelling location is particularly important for student groups, who rely on public transport for study or work.

Low income households - Low-income households that lack access to affordable and secure housing are at a particular risk of experiencing housing stress. Low income households require well located and affordable housing. The highest concentrations of low-income households are in Seddon, Maribyrnong, Braybrook, and Maidstone.

2.1.11. DESIGN QUALITY

There are a number of issues associated with the design and quality of existing and proposed housing throughout the municipality. These can be generally associated with each dwelling type: detached dwellings, semi-detached dwellings, 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 key issues associated with some detached dwellings are that they may be too bulky in design; out of form and scale with the streetscape; poorly sited with inconsistent setbacks to nearby dwellings; have high fencing; unsustainable design; and are dominated by car access with wide crossovers. New developments are often also poorly landscaped, with a lack of mature trees and vegetation compared to established areas.

Semi-detached dwellings, townhouses, row or terrace houses: have their own private grounds and no other dwellings above or below them. Issues associated with semi-detached dwellings 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 contributes to the garden settings of the preferred neighbourhood character in relevant areas.

Apartments and units include multiple dwellings located on the same allotment or in the same building. This also includes dwellings which have been subdivided from the same property. Issues associated with apartments and units are poor design standards with limited flexibility; 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.

2.2. FUTURE HOUSING NEED

Population projections form the basis of all strategic planning; however there are a number of sources of 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 are:

'Victoria in Future' projections, prepared by the Department of Planning and Community Development in 2008; and

'Forecast ID' projections, prepared by ID Consulting in 2010.

For the purposes of this Strategy, it is assumed that the Victoria in Future projections provide a conservative estimate of growth. The Forecast ID projections are based on more detailed and localised assessment of development trends, and are therefore treated in this report as a more accurate growth projection.

It is understood that Victoria in Future projections have recently been revised and are soon to be released. However, in the absence of this information the Forecast ID projections are to be used to underpin this Strategy.

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 level of population growth than the Forecast ID projections anticipate could take place – the ultimate growth levels will depend on numerous external factors such as State planning policy, immigration levels and economic conditions.

2.2.1. POPULATION GROWTH

The population of the City is predicted to increase by approximately 30,800 people by the year 2031, to comprise a total of around 104,400 residents.

The projections indicate that approximately 15,800 additional dwellings will be needed between 2011 and 2031 to accommodate the anticipated population growth. This represents a net increase of 791 dwellings per annum and an average annual growth rate of 2.09%.

This follows the trend of recent years which saw only a slight population increase between 1996 and 2001 but a higher increase of 5.3% between 2001 and 2006.

2.2.2. AVERAGE HOUSEHOLD SIZE

The average household size in the City (consistent with the State-wide trend) is expected to decrease over the next 20 years from 2.36 persons in 2011 to around 2.26 persons by 2026. This means that in the future fewer people are predicted to live in more dwellings across the municipality.

2.2.3. AGE STRUCTURE

Figure shows the projected change in age structure of the City 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, Victoria University and affordability in the municipality. The age group which is forecast to have the largest proportional increase, relative to its current population size by 2031 is residents aged over 65 years. Notwithstanding the City is not an 'ageing population' in comparison to other inner-city municipalities (such as Moonee Valley, Stonington and Bayside) where the over 65 age groups accounts for a higher proportion of the future local population.

Figure - Forecast Change in Age Structure - City of Maribyrnong
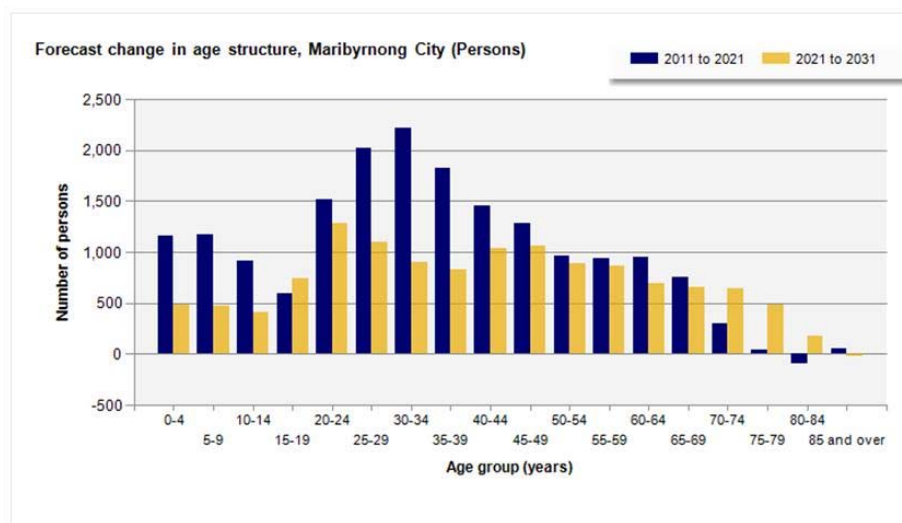
Source: Forecast ID, 2010

### 2.2.4. HOUSEHOLD COMPOSITION

The projected household composition of the City in 2031 is presented at Table 6. Importantly, the largest component of the household growth in the City is projected to be in lone person households, accounting for 45% of new households. Households comprising 'couples without dependents' and 'couple families with dependents' will continue to comprise a strong component of the population, representing 24% and 19% respectively of additional households. This is illustrated at Table 6 and Figure 3 below.

Table - Projected Household Composition – City of Maribyrnong

Household Type	Total Increase	% of total
Couples without dependents	3,875	24%
Couple families with dependents	3,005	19%
One parent family	1,223	8%
Other families	-35	0%
Lone person	7,107	45%
Group	649	4%
Total	15,825	100%

Source: Forecast ID, 2010

Figure Projected Household Composition - City of Maribyrnong
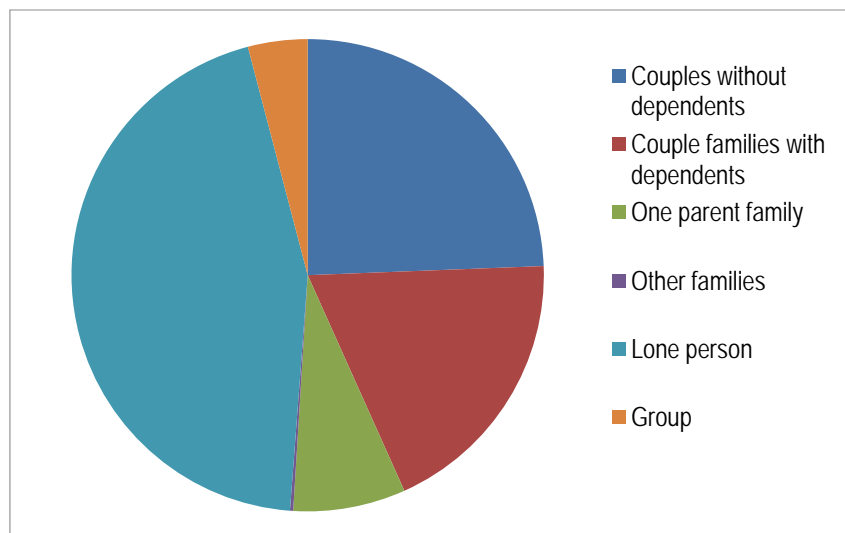
Source: Forecast ID, 2010

2.3. 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.

2.3.1. FUTURE DWELLING MIX

Table 7 and Figure presents the projected demand for different housing types as a proportion of overall dwelling requirements to 2030 for the City. This table is based on the Forecast ID projections of household composition (shown in Table 7) matched with corresponding housing types, and tested through discussions with local real estate agents and developers. This is a common and established approach for forecasting future dwelling mix in local government areas. The figures provided in Table 7 and Figure are indicative only and are intended to provide a broad estimate of dwelling requirements over the next 20 years in the City. Council must closely monitor future development trends and the City's demographic profile to understand and track resident's housing choices and population change.

Apartments will account for almost half of the demand for new housing in the City of Maribyrnong over the next 20 years. This includes retirement and elderly housing, including independent living and assisted living units. The remaining 51% of dwellings required will be semi-detached and separate dwellings. It is important to note that the housing types and sizes required in the City will vary across the municipality and within each suburb.

Table 1 illustrated that in 2006, the majority of dwellings in the City were separate houses (67%) followed by apartments (20%) and semi-detached dwellings (13%). Despite the projected increased in apartments, it is forecast that separate houses will continue to be the predominant housing type in the City of Maribrynong in the year 2031, accounting for approximately 50% of the City's housing stock. Apartments are predicted to comprise 31% and semi-detached dwellings are expected to account for 19% of all dwellings.

A housing capacity assessment has been undertaken to analyse the City's residential land capacity against projected housing growth. The capacity analysis involved establishing a base of existing residential dwellings, and available properties with the potential for future residential development using information from Council's property and planning information, which were cross-referenced by DPCD's Housing Development Data from 2008. This data was then transferred into an Excel model, which is used for data input and calculations. The calculations undertaken involved the following broad steps:

Identifying the developable building footprint (minus setbacks and service areas) ➔ Identifying the potential additional floor space for each site (permissible building heights) ➔ Calculating the potential additional dwellings

This assessment concluded that the land identified as Substantial Change Opportunity Sites and within Substantial Change Activity Centres by the Housing Framework Plan have ample capacity to support the City's projected housing growth. Therefore the City has sufficient land supply to accommodate the forecast population increase. Refer to Appendix D for the detailed housing capacity assessment.

Figure Summary of Projected Additional Housing by Type
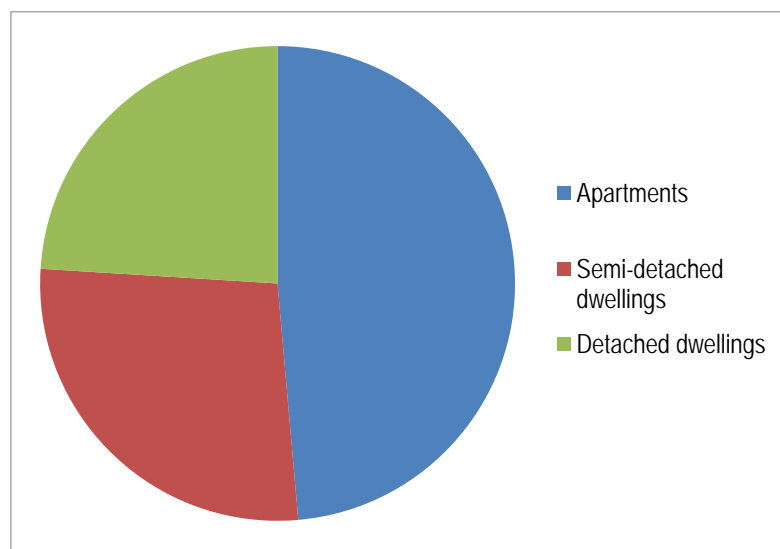
Source: Urban Enterprise based on Forecast ID, 2010

Table - Housing Characteristics Summary

Dwelling type	No.	%
Apartments		
1 bedroom/studio[3]	4,522	29%
2 bedrooms	2,667	17%
3 or more bedrooms	520	3%
Sub-total Apartments	*7,709*	*49%*
Semi-detached houses		
2 bedrooms	2,695	17%
3 or more bedrooms	1,647	10%
Sub-total Semi-detached	*4,341*	*27%*
Detached houses		
2 bedrooms	2,518	16%
3 or more bedrooms	1,291	8%
Sub-total Detached	*3,808*	*24%*
TOTAL	15,859	100%

Source: Urban Enterprise based on Forecast ID, 2010

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[3] This component includes retirement/assisted living units.

2.3.2. DIVERSITY OF TENURE

The analysis of housing tenure contained in Section 2.1.3 identified that:

Approximately 61% of all dwellings in the City were fully owned or being purchased and 31% of all dwellings were private rentals.

Of all of apartments in the City, approximately 61%were being privately rented.

Considering the historical tenure trend shown in Section 2.1.3, and given 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, it is projected that there will be demand for:

At least 35% of all dwellings to be available for private rental; and

At least 60% of all apartments to be available for private rental.

An allowance should be made for at least 3% of all privately rented dwellings to be vacant.

2.4. IMPLICATIONS FOR THE STRATEGY

At present Maribyrnong's housing satisfies a broad range of housing needs, including low income to relatively affordable inner city living. However, as the city's locational advantages grow and are more widely appreciated, prices will rise, 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.

The focus of the Housing Strategy is on identifying 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 Maribyrnong. Emphasis is also needed on delivering a *sustainable housing future*. Sustainability is not just about the environment – it also needs to be considered in the context of economic and social goals.

2.4.1.   KEY CHALLENGES FOR THE NEXT 20 YEARS

Over the next twenty years, we estimate that:

The City's attraction as one of the cheapest locations for housing close to the Melbourne CBD will continue to grow, placing pressures on affordability

Continuing development of Melbourne's outer western growth areas will further increase the locational attraction of the City, placing further pressures on affordability

According to projections, around 15,800 new houses will be needed – an average of 791 new dwellings per year

45 per cent of these will be lone person households, so a high proportion of new dwellings will need to be smaller dwellings and retirement accommodation

Up to half of new dwellings will need to be apartments

Because of rising house prices, there will be high demand for private rental, including up to 60% of apartments – a proportion of which will need to be affordable to low income tenants

While one-bedroom and studio apartments are currently popular, larger apartments will be needed to satisfy longer term needs

Flexible housing types and designs will be needed in areas like Braybrook, Maidstone, Seddon, Footscray and Kingsville, to accommodate large, multi-generational families

Suburbs close to Victoria University will need to provide more accommodation for students

2.4.2.   HOUSING STRATEGY VISION

To ensure the housing needs of the City's residents are met in terms of location, diversity, affordability and design

3. HOUSING FRAMEWORK PLAN

3.1. OVERVIEW

The housing stock of the City of Maribyrnong is currently dominated by separate houses (67%), followed by apartments (20%) and semi-detached dwellings (13%). According to the housing projections, approximately 15,800 new dwellings will be needed over the next 20 years to accommodate anticipated population growth. Apartments will account for almost half of this housing demand due to a significant increase in lone person households. Therefore this municipality's housing stock and community profile is in transition.

The City of Maribyrnong is considered one of the most densely populated local government areas in Metropolitan Melbourne, yet has a relatively small land area. Due to the population and housing pressures faced by the municipality, locations suitable for different rates of housing change have been identified. This will allow Council to direct development into areas with capacity for growth, and limit change in areas that are unsuitable.

This chapter presents the Housing Framework Plan for the City of Maribyrnong. The Housing Framework Plan delineates the housing change area and presents associated objectives and recommendations. The housing change areas include:

Limited Change Areas enable specific characteristics of the neighbourhood to be protected through greater control over new housing development

Incremental Change Areas allow for a variety of housing types including some medium density housing provided they respect the character of the neighbourhood

Substantial Change Areas provide for housing growth by a mix of housing types that includes medium to higher density housing in appropriate locations.

For the purposes of this Strategy, the following definitions have been applied to define different housing densities in the City of Maribyrnong:

Low density development is mainly detached and semi-detached dwellings of a pattern and layout similar to the majority of housing constructed in Maribyrnong up to the present day.

Medium density development generally includes terraced housing, town houses and low-rise apartment blocks, but also courts of multiple dwellings (attached or detached) constructed within a typical former detached house lot.

High density development includes larger apartment blocks, and tends to be associated with residential towers and taller 'slab' developments. However high density does not necessarily mean high-rise. On larger, rectangular-shaped lots, perimeter blocks of 4-6 storeys (ideally surrounding internal open space or courtyard) can attain densities equivalent to high-rise towers with a higher standard of amenity.
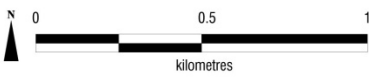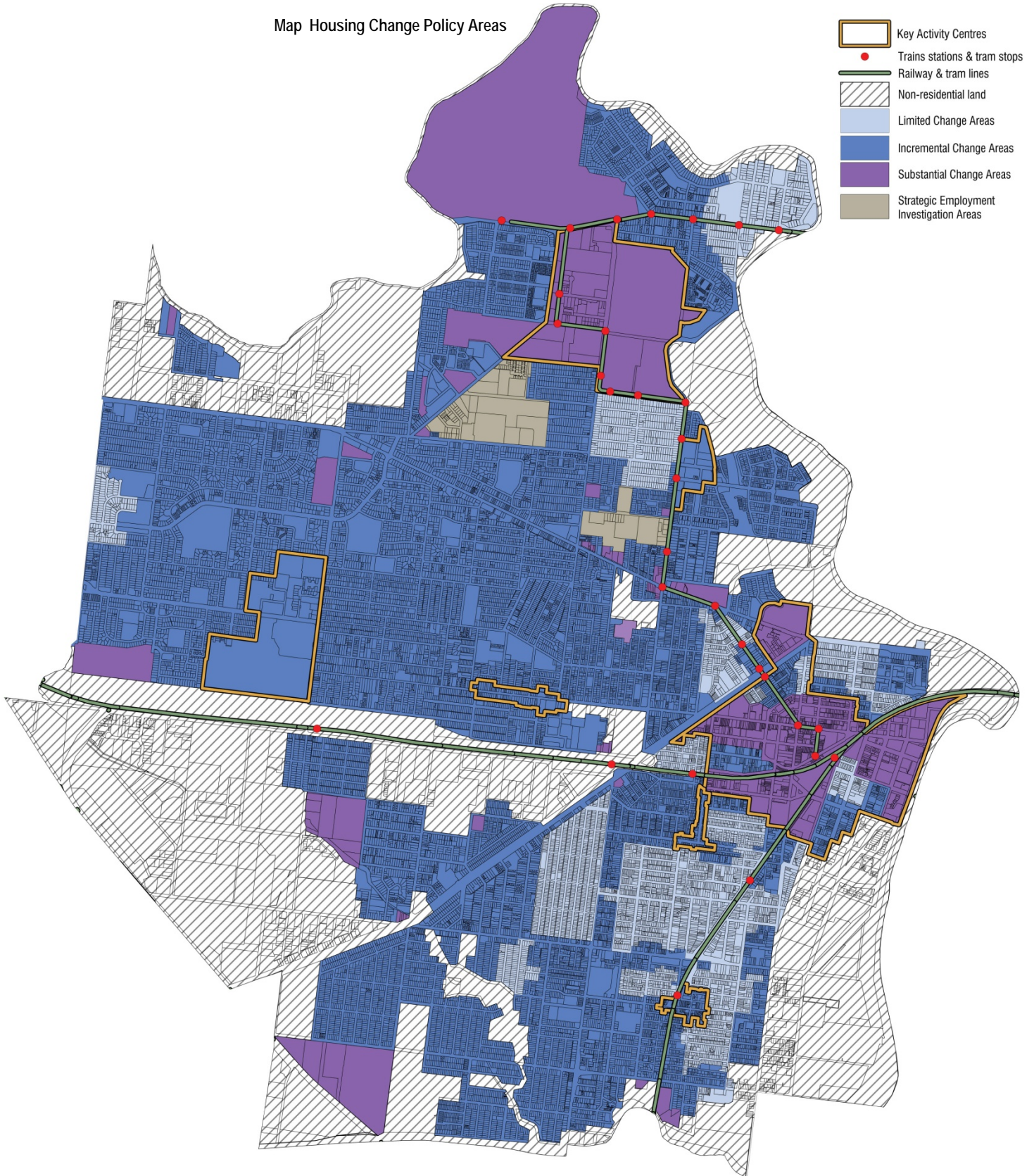
3.1.1. APPROACH

The Housing Change Policy Areas were determined following detailed analysis of land use considerations (refer to Appendix B); discussions with Council and considerations

from the Policy Context. The Housing Change areas were determined through five key stages as outlined below.

1. Areas deemed unsuitable for residential use or development were designated **non-residential land.** These were mapped initially to extract sites that were unsuited for further residential development in the length of the strategy. These areas were predominantly located in industrial sites, business areas, public use areas (including the Western Hospital and Detention Centre) and areas in the urban floodway zone.

2. Residential lots with limited scope for residential intensification were mapped, ultimately becoming **Limited Change Areas.** These areas are in established residential areas that have significant heritage and neighbourhood character values. Lots under the Land Subject to Inundation Overlay were also mapped and included in this area.

3. Areas with increased opportunity for housing growth were next identified. After discussion, these were refined down to **Substantial Change Activity Centres** of more limited extent, to take account of existing policies and known constraints. These areas are located in the adopted boundaries of the Footscray CAD and Highpoint PAC, and are located close to transport, community facilities and services, employment opportunities, and public open spaces. These are mapped as **Substantial Change Areas** in the Housing Change Policy map. The Structure Plan for the Central West (Braybrook) Major Activity Centre (MAC) establishes the centre as an employment node for the municipality, as opposed to a housing based centre. Therefore the Central West MAC was not designated as a Substantial Change Activity Centre.

4. Sites relatively free of development constraints, larger in size, and with greater potential for higher density redevelopment were next identified and designated **Substantial Change Opportunity Sites**. These are anticipated to accommodate the majority of future housing growth in conjunction with the Footscray CAD and Highpoint PAC. These sites were mapped as **Substantial Change Areas** in the Housing Change Policy map.

5. The final stage of mapping involved delineating the **Incremental Change Areas**, which were lots not restricted by constraints and are able to provide for an incremental increase in well designed dwellings, including suitable dispersed medium density dwellings. Areas identified as Strategic Employment Investigation Area were next identified. These areas were identified in the Maribyrnong Economic and Industrial Development Strategy (MEIDS) and are subject to further investigation.

Refer to Appendix B for a detailed description of the mapping methodology and analysis maps.

Map Housing Change Policy Areas

Key Activity Centres

• Trains stations & tram stops

—— Railway & tram lines

Non-residential land

Limited Change Areas

Incremental Change Areas

Substantial Change Areas

Strategic Employment Investigation Areas

N

0   0.5   1

kilometres

3.2. LIMITED CHANGE AREA

Limited Change Areas comprise areas with significant and established neighbourhood character and heritage values. These areas have little capacity to accommodate future residential development and growth. 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 constraints to development (i.e. environmental, flooding, heritage, lot size)

Have an identified and established neighbourhood character and/or heritage values

Are in reasonable proximity to transport, community facilities and services and activity centres

The Limited Change Areas are located in parts of Kingsville, Seddon, Yarraville, Footscray, Maribyrnong and Braybrook. The Limited Change Areas include the municipality's 15 heritage precincts and five neighbourhood character precincts.

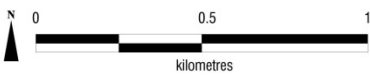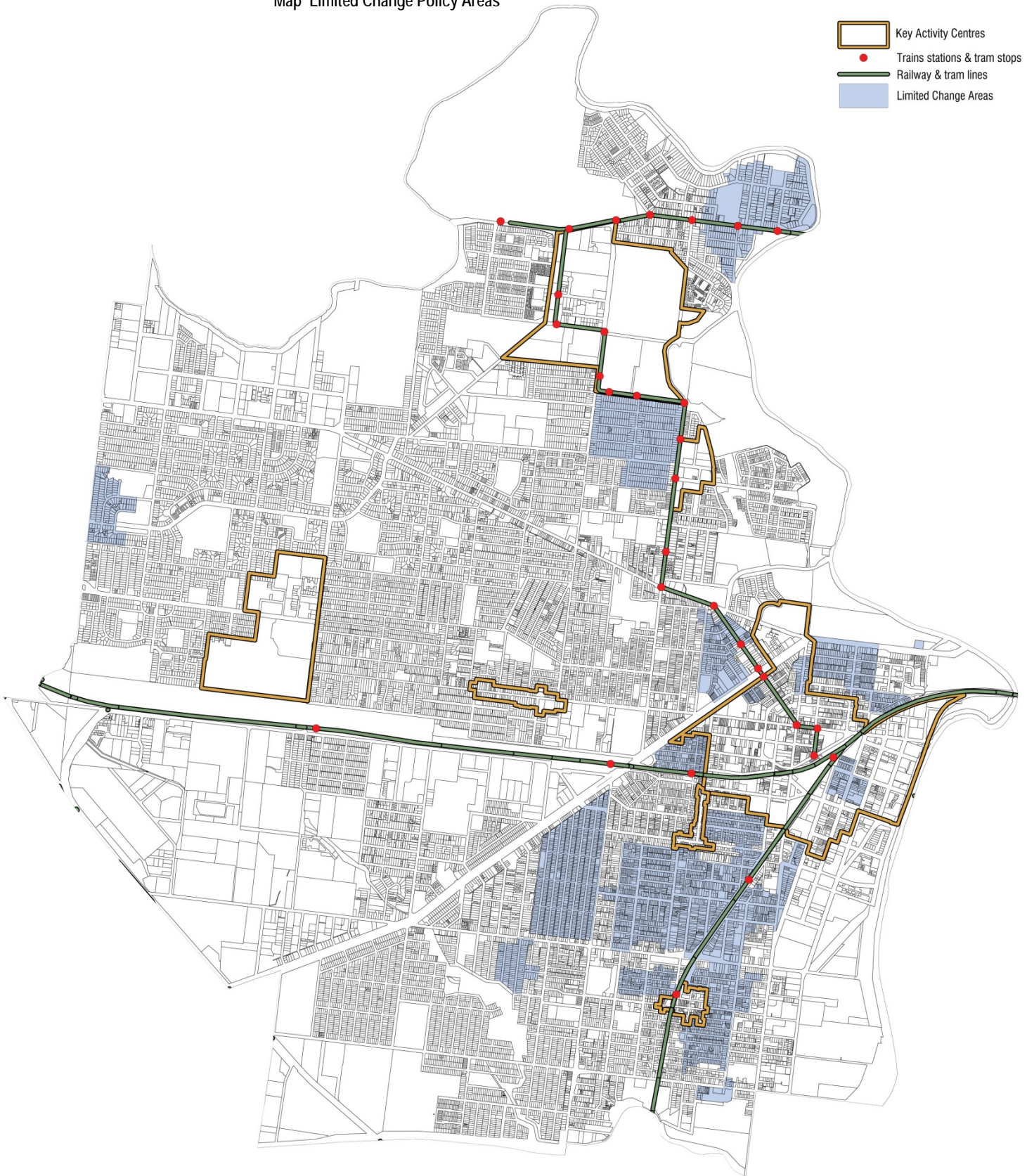## 3.2.1. MANAGING DEVELOPMENT IN LIMITED CHANGE AREAS

The areas comprising the Limited Change Area are those which are already covered by special planning controls that reflect the heritage and neighbourhood character values of those areas. By virtue of these 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 through the Limited Change Areas on a site by site basis.

The 'change' that does occur in Limited Change Areas will take the form of renovations to existing houses (particularly in heritage areas), replacement of single dwellings with new dwellings, if existing buildings are non-contributory, and some limited medium density development. In all cases emphasis should be placed on preserving and enhancing valued elements of heritage and neighbourhood character.

The facilitation of development in other areas will reduce pressure on Limited Change Areas.

Map Limited Change Policy Areas

Key Activity Centres
Trains stations & tram stops
Railway & tram lines
Limited Change Areas

N

0   0.5   1
kilometres

3.2.2. POLICY OBJECTIVES

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

Limited potential for housing growth and change

Conserve and enhance those elements which contribute to the heritage and neighbourhood character of the place

Ensure new development contributes to the preferred neighbourhood character of the area

Ensure new development protects and reinforces the heritage and neighbourhood character values of the area

3.2.3. RECOMMENDED POLICIES

The recommended policies 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:

> Separate houses
> Units
> Semi-detached dwellings

Some diversity of dwelling sizes and tenures, including affordable housing, should be provided, where feasible

Location, layout and form of new housing should respect established heritage and/or neighbourhood character values

Scale and appearance of new housing should be in keeping with the appearance of surrounding development and the heritage and neighbourhood character values of the area

Amenity impacts in terms of bulk, overshadowing, overlooking and solar access, should be less than would be expected for an equivalent development in an Incremental Change or Substantial Change area

3.3.   INCREMENTAL CHANGE AREA

Incremental Change Areas encompass established residential areas which provide some opportunities for housing growth and change over time. However, this will need to be balanced with the protection of neighbourhood character.

Incremental Change Areas have been delineated in locations that:

> May contain some constraints to development

> Are residential areas with an established neighbourhood character

> Are in reasonable proximity to transport, community facilities and services and activity centres

The Incremental Change Areas are generally located in the northern areas of Maribyrnong, Braybrook, Maidstone, West Footscray, Kingsville, the western areas of Yarraville close to Stony Creek, the northern parts of Seddon. The Central West MAC, Yarraville NAC, Seddon NAC, West Footscray NAC and Edgewater NAC are located within the Incremental Change Area.

3.3.1.   MANAGING DEVELOPMENT IN INCREMENTAL CHANGE AREAS

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

A planning permit is required to construct or extend one dwelling on a lot less than 300sqm and to develop two or more dwellings on a site, but most single dwelling proposals will not be subject to control by Council. Notwithstanding, all planning permit applications for single and multi dwelling development in this area must be guided by and implement Council's preferred neighbourhood character statements.

There is potential to raise dwelling densities in Incremental Change Areas to higher than that of its surrounds on sites located in proximity of identified activity centres, adjoining and abutting PPTN routes and main roads and on larger sized allotments. Medium density development in the form of mixed use, town house, shop top, unit and low scale apartment style developments is encouraged in these scenarios.

Replacement of single detached dwellings with new dwellings in Incremental Change Areas will not contribute to increasing housing supply in Maribyrnong. Nevertheless, some change within these areas such as the renovation of, or in some cases the replacement of inadequate, environmentally inefficient housing that is likely to be at the end of its economic life with contemporary accommodation would support housing diversity and environmental objectives.

Map Incremental Change Policy Areas

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kilometres
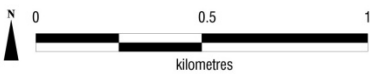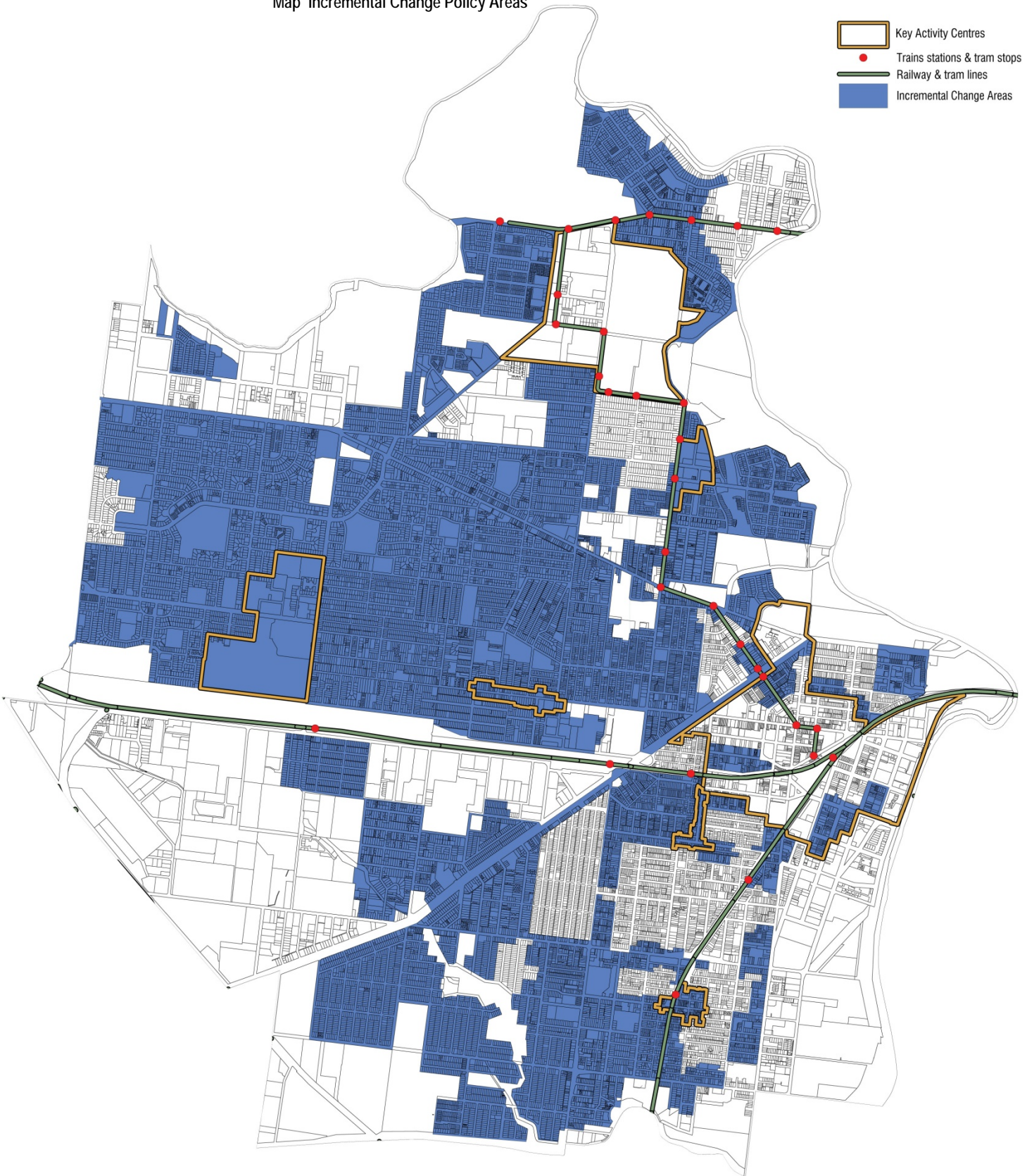
3.3.2. POLICY OBJECTIVES

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

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 area

3.3.3. RECOMMENDED POLICIES

The recommended policies for residential development in Incremental Change Areas are:

Residential development should predominantly comprise medium and low density housing in the following forms:

> Separate houses
> Semi-detached
> Units
> Shop-top dwellings
> Low scale apartments

Low scale apartment developments in Incremental Change Areas:

> Are encouraged at locations within key NACs identified in the Housing Framework Plan and on sites abutting the PPTN and main roads
> Must reflect existing local character in terms of height, mass, setbacks and building materials
> 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

Medium density housing, in the form of townhouses, units and shop-top dwellings, should be located close to transport, activity centres and community infrastructure

Existing housing that positively contributes to preferred neighbourhood character should be retained

Siting and design of new dwellings should be in keeping with the appearance of surrounding development

Apply Preferred Neighbourhood Character Statements in assessment of planning permit applications for dwellings in Incremental Change Areas

3.4. SUBSTANTIAL CHANGE AREA

The Substantial Change Area will provide significant opportunities for housing growth within the municipality by facilitating a mix of housing through predominantly medium and higher density dwelling types. Substantial Change Areas have been delineated in locations that are:

> Close to public transport, activity centres, community facilities and services, employment opportunities and public open space as well as gateway areas along key transport corridors

> Identified from Council's MSS and the UDP

> Relatively free of major development constraints

The Housing Framework Plan identifies two types of Substantial Change Area:

> **Substantial Change Activity Centres** – include the Footscray CAD and Highpoint PAC.

> **Substantial Change Opportunity Sites** – are generally located along key roads such as Ballarat Road, Geelong Road, Hampstead Road, Barkly Street and Francis Street. Some are in locations earmarked for rezoning in Yarraville, Maribyrnong, West Footscray and Braybrook.

The Housing Strategy directs the majority of future housing growth, particularly apartment development, to these areas. Furthermore, the identified Substantial Change Areas are assessed to have sufficient land capacity to accommodate all the forecast future housing growth for the City. Refer to Appendices D and E for a detailed housing capacity assessment that indicates how the Substantial Change Areas can accommodate the projected housing growth.

3.4.1. MANAGING DEVELOPMENT IN SUBSTANTIAL CHANGE AREAS

The Substantial Change Areas will provide the greatest opportunity to accommodate demand for new housing across the spectrum of dwelling types and price points. In these areas, Council will need to 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 issues with development implementation and design quality. It will also present opportunities to negotiate ecologically sustainable development and affordable housing outcomes as well as the delivery of hard and soft infrastructure.

The Substantial Change Areas 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 identified heritage precincts.

Development in these areas should focus on apartment style housing. Mixed use and town house developments may be appropriate on some smaller 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.

Map Substantial Change Policy Areas

Legend:
- Key Activity Centres
- Trains stations & tram stops
- Railway & tram lines
- Substantial Change Areas

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kilometres
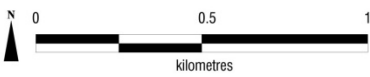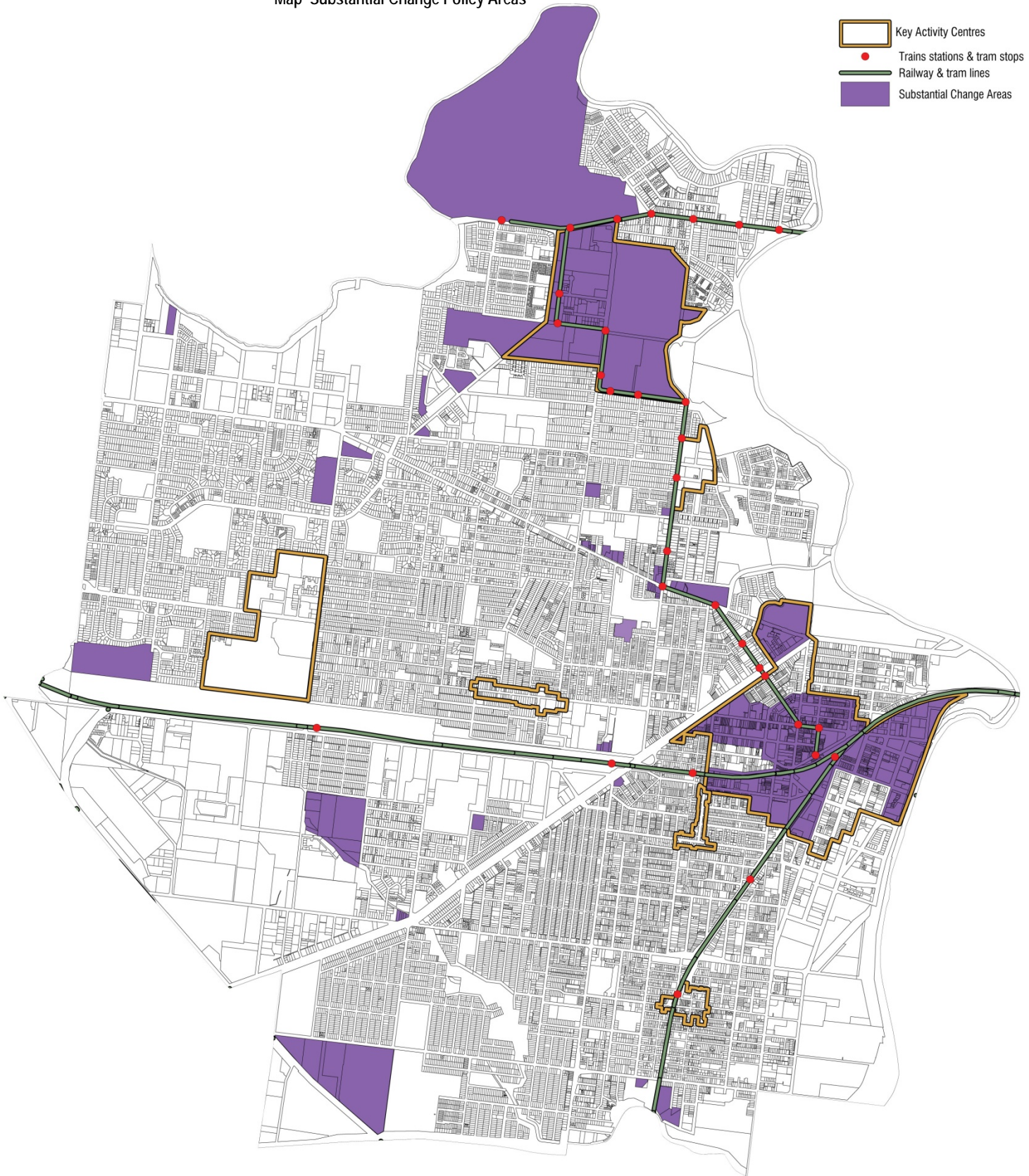
3.4.2. POLICY OBJECTIVES

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

Accept that the character of these areas will significantly change over time in response to increased development

Support the master planning of larger sites to facilitate the development of diverse, high amenity precincts which have an identifiable sense of place

3.4.3. RECOMMENDED POLICIES

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

Residential development should predominantly comprise medium and higher density housing in the following forms:

Townhouses

Units

Apartments

Shop-top dwellings

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 that respects 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

4.   HOUSING DIVERSITY

4.1.   THE HOUSING DIVERSITY CHALLENGE

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 aging in place.

The City of Maribyrnong is predicted to experience strong population growth and a changing demographic profile over the next twenty years. It is estimated that approximately 15,800 dwellings will be needed between 2011 and 2031 to accommodate anticipated population growth. The largest component of the household growth in the municipality is projected to be in lone person households, accounting for almost half of all new households.

The majority of the municipality's dwelling stock currently comprises detached housing, followed by apartments and semi-detached dwellings. Importantly, the municipality contains a large number of detached 'family' housing located on lots greater than 500sqm. These lots are generally located in Maidstone and Braybrook. It is necessary to recognise that these sites also contribute to dwelling diversity and choice throughout the City, by catering to a range of household types, from traditional to multi-generation families to 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.

Although the City currently accommodates a variety of housing types, they are not evenly dispersed across all suburbs of the municipality. Areas such as Yarraville and Seddon are characterised by separate houses, while Footscray and Maribyrnong are predominantly comprised of semi-detached dwellings and apartments. This context is illustrated by Map 8 which indicates locations of predominately separate houses, semi-attached dwellings and apartments currently provided across the municipality. Map 8 does not show the locations of the City's activity centres.

4.1.1.   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.

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 Maribyrnong. Dwelling location is particularly important for student groups, who rely on public transport for study or work.

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.

People with a disability are generally accommodated in standard dwellings; however some require specialised housing fitted out according to their physical needs. Access to suitable housing for people with disabilities is affected by 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, 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.

KEY CHALLENGES:

According to housing projections approximately 15,800 extra dwellings will be needed over the next 20 years – an average of 791 new dwellings per year

Almost half these will be single person households, so a high proportion of new dwellings will need to be smaller dwellings and retirement accommodation

Up to half of new dwellings will need to be apartments

There will be high demand for private rental accommodation

Students will continue to be attracted to the City, attracted to Victoria University, the proximity to the Melbourne CBD and relative housing affordability.

The City accommodates a large proportion of newly arrived migrants. However ,there are currently a range of barriers inhibiting their entry to the housing market.

Map Current Housing Diversity (Not Including Dwellings in Activity Centres)

Legend:
- Municipality boundary
- Suburb boundaries
- Train & tram
- Predominantly separate dwelling locations
- Predominantly semi-attached dwelling locations
- Predominantly apartment locations

MARIBYRNONG

MAIDSTONE

BRAYBROOK

FOOTSCRAY

WEST FOOTSCRAY

TOTTENHAM

KINGSVILLE

SEDDON

YARRAVILLE

0   0.75   1.5
kilometres
N
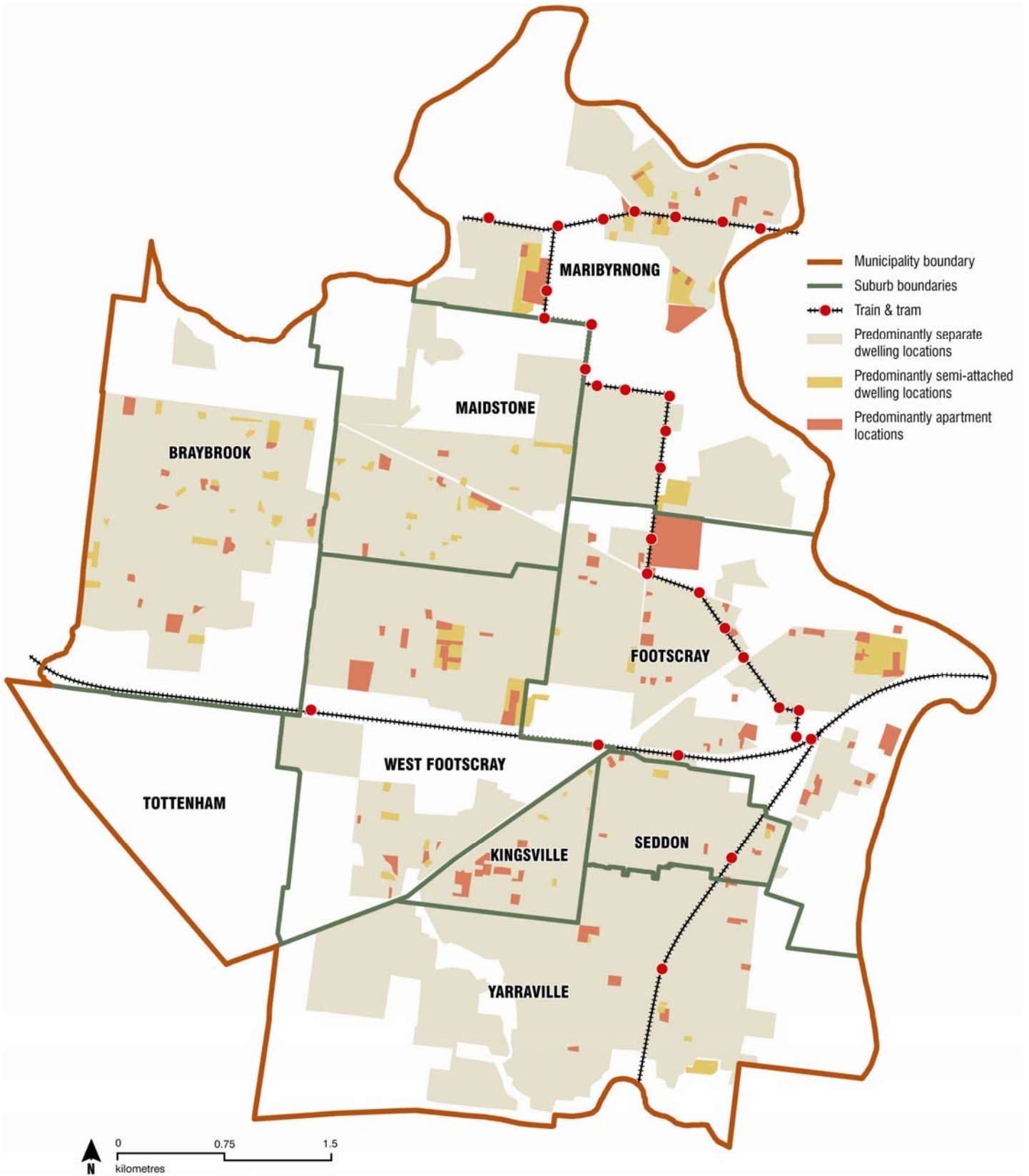
DWELLING DIVERSITY: BRADMILL PRECINCT, WEST YARRAVILLE

The Bradmill Precinct, West Yarraville a former industrial site, has recently been rezoned to allow the development of a new residential community and neighbourhood activity centre. This case study illustrates the delivery of a variety of housing types, sizes and tenures, including affordable housing through Council's role as planner, partner and advocate.

The Housing Outcomes

The Bradmill Precinct rezoning amendment was approved in May 2011. The development will comprise approximately 1,000 new dwellings comprising a variety of housing types and densities. Low rise dwellings of 1-2 storeys fronting Francis Street to provide an appropriate interface to the existing residential development. Dwellings will transition to medium density (2-4 storeys) residential development internal to the site and higher density housing (2-6 storeys) near the Neighbourhood Activity Centre. Furthermore 5% of the overall housing stock will be affordable housing.

The Bradmill Precinct will include adaptive reuse of existing heritage buildings for residential warehouse conversion and home offices as well as the retention of the iconic boiler house to accommodate commercial/ recreation or cultural use.

A central open space corridor will be provided through the precinct to link to McIvor Reserve. The area will also include a new Neighbourhood Activity Centre containing a supermarket, specialty retail outlets, cafes, a library, medical centre and other facilities.

The Planning Controls

A Development Plan Overlay (DPO) applies to the Bradmill Precinct. Under this control a planning permit can not be issued until a development plan has been approved by Maribyrnong City Council. Some of the key features of the Bradmill Precinct DPO are summarised below which aim to facilitate the development of a responsive and innovative plan for the area.

Preparation of **Design Guidelines** to guide the development of high quality and high amenity buildings which create a sense of place. An **Adverse Amenity Impacts Report** was also required to ensure that future residents would not be affected by odour, noise and dust from surrounding industrial development and transport corridors.

Requirement for 5% of overall housing stock as **affordable housing**

Preparation of an **Integrated Transport Plan** to ensure the delivery of appropriate infrastructure and initiatives that encourage future residents to use sustainable forms of transportation. This included walking and cycling paths, proposed bus routes and transport stops as well as behaviour change initiatives.

Ecological Sustainable Design Strategy and Action Plan which requires the best practice and use of emerging technologies as well as the level of sustainability performance standards to be adopted.

Landscape Concept Plans which includes plans for proposed public open space and street planting to contribute to the amenity and liveability of the precinct.

This Housing Strategy advocates the application of similar DPOs to large Substantial Change Opportunity Sites throughout the municipality to encourage diverse, integrated and high quality housing development.

** Source: Bradmill Precinct - Yarraville West Brochure, 2010 Tract Consultants

4.2.   OBJECTIVES & ACTIONS

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

Increase the variety of housing types across the City of Maribyrnong

Provide housing that that meets the specialised requirements of particular residents

Monitor and engage with stakeholders on housing development trends

Objective - Increase the variety of housing types across the City of Maribyrnong

The population of the City is one of the most diverse and dynamic in the Melbourne metropolitan area. The municipality houses people from a diversity of backgrounds, cultures, language groups, education and income levels, family structures, and stages in the life cycle. To meet the needs of such a diverse range of requirements and manage the high levels of change experienced it is important that the City's housing stock contains a mixture of types and that design flexibility and robustness are promoted.

This objective reflects a desire to increase the range of dwelling types across the municipality in order to respond to projected housing demand and demographic change, while improving housing choice for all residents. The objective would be achieved through an increase in the range of dwelling sizes and types across the City and strengthening policy support for housing diversity.

According to housing projections, approximately 15,800 new dwellings will be required across the City over the next 20 years to cater to the City's growing and changing population. The Housing Framework Plan identifies areas which 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 apartments, townhouse, units 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.

Incremental Change Areas will comprise separate houses as well as infill development including units, shop-top and semi-detached dwellings. There may also be potential for lower scale apartment development. A mixture of 1, 2 and 3 bedroom apartments, 2 and 3 bedroom semi-detached housing and 2 and 3 bedroom houses is encouraged.

Limited Change Areas will comprise separate houses 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 in this area

The City also contains an established network of activity centres, including higher order centres (i.e. Footscray CAD and Highpoint PAC) as well as local centres (i.e. Yarraville and Seddon NAC). 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. For example, higher density apartment development is encouraged in CAD and PAC areas, while shop-top dwellings are a more appropriate housing form in the city's NACs.

The Maribyrnong Planning Scheme can provide support for and require greater dwelling diversity throughout the city. The introduction of new residential zones by State government would 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 the Housing Framework Plan in the Municipal Strategic Statement to ensure consistency with the Housing Strategy Framework Plan.

When applying a Development Plan Overlay to larger Substantial Change Opportunity Sites identified in the Housing Framework Plan ensure the overlay requires their redevelopment provide a diversity of dwelling types, sizes and tenure.

Advocate the Department of Planning and Community Development adopt new residential zones and ensure the Maribyrnong Housing Strategy is aligned with any new planning controls.

Insert the Housing Strategy into the Maribyrnong Planning Scheme as a Reference Document.

Update the Municipal Strategic Statement to include the policy objectives and directions for substantial, limited and incremental change areas.

Undertake a research project to determine appropriate dwelling diversity breakdowns required within larger residential developments.

Support the renovation and redevelopment of single houses in Limited Change Areas as a means of providing accommodation for larger household types.

Objective - Provide housing that 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 to meet the needs of special groups to ensure that they not displaced or discouraged from living in the City, due to inappropriately designed and located or unaffordable housing stock.

The two Victoria University campuses, proximity to the Melbourne CBD and relative housing affordability attract students to the City. There are opportunities to strengthen Council's relationship with Victoria University and to lift the standard of student housing to ensure a high level of amenity, sense of place and dwelling adaptability, and contribute to the 'University Town' direction being pursued by the University.

A key feature of the historical and current growth of the City is associated with housing newly arrived immigrants. Further research undertaken in collaboration with local housing providers, agencies and community services to address barriers to the housing market is recommended in order to improve access to housing for this group.

Recommended actions:

In negotiations with developers of student housing, advocate for better housing outcomes drawing on approaches used by other inner-city municipalities (i.e. City of Melbourne).

Maintain relationship with Victoria University and other tertiary institutions regarding the housing needs of current and future students.

In line with the MSS encourage appropriate student housing in the Footscray CAD and close to the university campuses.

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 community groups with particular needs.

Objective - Monitor and engage with stakeholders on housing development trends

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 Department of Planning and Community Development could be used as an input to monitoring the latter data system. Furthermore, the updated MSS requires applications of ten or more dwellings to provide an assessment of their housing mix, projected household mix, affordability and options for including public social and community affordable housing. This provides an opportunity to monitor housing diversity over time based on the detail contained in assessments.

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 take. 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 Maribyrnong)

Implement a co-ordinated development data collection system. This central system should house both planning permit and building permit information at a minimum, and include the following inputs where possible:

- Address, property identifier and suburb (must be linked to the GIS for mapping and spatial analysis purposes)
- Zones and overlays
- Activity Centre (if applicable)
- Housing change area (as per Housing Framework Plan)
- Land use (eg. residential, commercial, retail, industrial, institution)
- Category (eg. new building, extension, demolition, change of use, etc)
- Number of dwellings (if residential)
- Parcel area, floorspace and number of storeys (if available)
- No. of bedrooms (if dwelling)
- Permit type (building or planning) and permit application ID
- Permit status
- Date information (date lodged, date granted, etc.)
- Year
- Description

All inputs should be restricted to a list of options except the description field.

Develop a monitoring system for development within Activity Centres. This should include:

- Project/Development Name
- Number of dwellings
- Number of storeys
- Street address
- Suburb
- Number of dwellings per year (if staged development)

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
- Development of lots >500sqm

Prepare a summary sheet of the key findings and directions in the Maribyrnong Housing Strategy and circulate to Council Officers, local developers, industry representatives and the community.

5. HOUSING AFFORDABILITY

5.1. THE HOUSING AFFORDABILITY CHALLENGE

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.

5.1.1. 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 are having difficulty transitioning through the housing market in line with their changing housing needs. Renters thrown back on subsidised or publicly provided housing face waiting lists and limitations as to location and dwelling type. Individuals and households with special needs face their own particular affordability challenges.

Due to the lack of affordable, secure housing options homelessness is becoming an issue within the City. People are accessing less secure temporary accommodation such as rooming houses, or choosing other options such as 'couch surfing', refuges or 'sleeping rough'.

While the need for affordable housing is a concept difficult to pin down, local Councils have to focus their attention or risk dispersing their efforts.

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.

5.1.2. 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.

5.1.3. 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' calculates how much is left over for housing rents or mortgage *after* relevant expenditure items for different household types have been taken into account. If there is insufficient left for rents and mortgages after meeting this budget standard, a household has an affordability problem.

This measure which better reflects housing expenditure patterns indicates that housing affordability is greater than previously measured and will be reflected in an increased level of housing stress.

This is consistent with the comparative data from Council's annual resident survey.

5.1.4. GENERAL AFFORDABILITY

Housing affordability is a relative concept. What is affordable for one household is not necessarily affordable for another. At present the City's housing satisfies a broad range of housing needs, from low income to relatively affordable inner city living. However, general affordability levels throughout the City are dropping, especially for:

Low income rental households in the rental market

Low income households with a mortgage who are likely to experience housing stress

Moderate income rental households wishing to purchase.

As discussed at Section 2, the median property price for houses and units/apartments in the City grew at a faster rate annually than the Melbourne average during 2000 and 2009. Furthermore, based on the application of the Housing Income Ladder (Burke, 2004) to the City of Maribyrnong context in 2006 it was found that many of the city's residents did not have the financial resources to become:

> Owner occupiers of private detached dwellings or apartments

> Private rental tenants where rents are more than $190 per week, noting average weekly rental price at this time was $199 per week.

> Home purchasers where the dwelling price is greater than $217,500, noting that the average house price at this time was $351,000 and average apartment price was $233,500.

This assessment refers to a 'sandwich class' in the city, ineligible for social housing, but also unlikely to be able to find a property to rent or buy in their affordable price range.

The gentrification of the City's housing stock has a key impact on housing affordability in the City, and has already begun to have an impact on the socio demographic diversity of the City. In broad terms the ABS data between 2001 and 2006 census periods indicates an emerging trend that reflects the population is becoming less culturally diverse, with increased income and educational levels.

The decreasing affordability of the City is likely to be exacerbated as its inner city location is more widely recognised. Council recognises that:

> An adequate supply of affordable and appropriate housing underpins good social, economic and environmental outcomes for households and the community.

> A broad range of affordably priced housing types supports a socio-economically diverse population.

> Adequate and appropriate housing is an important requirement for equality, social inclusion and participation in the local community

5.1.5. 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. 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 titles provided for affordable housing need 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.

Analysis undertaken by the Office of Housing as part of the Maribyrnong Draft Affordable Housing Action Plan indicates that there is currently a need for approximately 1,500 - 2,000 additional affordable rental households within the City. Accordingly this Strategy advocates that Council should seek to retain the existing level of affordable housing, while advocating for and supporting the delivery of additional affordable housing *across* the municipality to meet this need.

There is also an emerging need for affordable homeownership initiatives for moderate income groups. However, according to research undertaken as part of the Local Action on Affordable Housing project for Maribyrnong, there are no current Commonwealth or State programs that target affordable home ownership for moderate-income groups. Notwithstanding there are models nationally and internationally that do. Examples of these include shared equity (dual ownership of property), additional subsidy for households that meet income requirements, and subsidy for dwellings sold to target households.

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
>
> 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.

5.1.6.   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. Maribyrnong City Council contributes to social housing through its planning and regulatory capacities.

In 2006 approximately 7% of the City's residents lived in public housing. Medium density dwelling types are the most common form of public housing in Maribyrnong, followed by separate houses and low rise flats.

The municipality currently has high concentrations of public housing in areas such as Braybrook and Maidstone, where it accounts for approximately one quarter of all

dwellings in the suburb. There is potential for these areas to become increasingly stigmatised as they remain disadvantaged while other 'pockets' of the municipality are concurrently gentrified. As such, this Housing Strategy advocates for the improved distribution of public housing throughout the City.

5.1.7. ROOMING HOUSES

6. As of November 2011, the City contains 187 rooming houses, 63 are registered and 124 are under investigation. With the number of rooming houses under investigation increasing. The prevalence of rooming houses is considered in some cases as indicator of a lack of housing affordability. Rooming houses provide a vital role in the provision of relatively low cost accommodation and are increasingly becoming a form of affordable housing.

Council must balance its regulatory approach to rooming houses with the need to protect safety net accommodation provision so that vulnerable people remain in safe and secure housing.

KEY CHALLENGES:

Continuing development of Melbourne's outer western growth areas will further increase the locational attraction of the City, placing further pressures on affordability.

Social housing and public housing is currently concentrated in Braybrook and Maidstone.

Providing affordable housing *across* the municipality to meet the identified need.

Increasing number of rooming houses in the City.

6.1.   OBJECTIVES & ACTIONS

Council 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 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

> Reduce housing stress in the City

Objective - Increase the supply and distribution of affordable housing

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.

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, private developers and private-public-partnerships. 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 identifies opportunities for the significant development and redevelopment of housing stock in substantial change 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:

> Ensure planners have sufficient information regarding the affordable housing needs of the municipality to assist in negotiations with developers.

Liaise with Places Victoria and local housing providers highlighting substantial change activity centres and opportunity sites as appropriate locations for future affordable housing projects.

Advocate State government to develop enforceable powers and controls for Council to set targets for affordable housing in key locations. In particular continue to explore avenues to develop Inclusionary zoning and other affordable housing targets into the Victorian State Planning Provisions.

Advocate to the Office of Housing for the continued renewal of public housing in the municipality, including strategies to reduce concentration 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.

Provide adequate resources to monitor and engage with rooming house owners to ensure stock is registered, well maintained and compiles with regulations.

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.

Objective - Reduce housing stress in the City

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 potential for Council to mitigate instances of housing stress through the City through the provision of a diverse and affordable housing stock, advocating for improved public transport, providing access to community infrastructure and supporting access to healthy affordable food supplies.

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

Recommended actions:

Monitor housing stress on a regular basis through annual community survey.

Collate and analyse ABS and specialist housing data.

Expand Council's Food Security program, in particular community gardens.

Continue to advocate for improved public transport across the City.

7.   HOUSING LOCATION

7.1.   THE HOUSING LOCATION CHALLENGE

The location of housing not only impacts the shape and form of a city, but also influences the everyday lives of its residents. Housing location influences affordability, transport choices, the cost of infrastructure and access to employment, retail and community services. Therefore a key challenge for this Strategy is to encourage the right type of housing in the right locations. The following factors must be considered and balanced in determining the location of future housing in Maribyrnong:

> Protection of heritage and neighbourhood character values

> Maximising access to public transport and activity centres and making efficient use of existing infrastructure

> Improving housing choice and affordability

The Housing Framework Plan identifies substantial, limited and incremental change areas to guide housing development over the next 20 years. These areas direct housing growth to those areas with the greatest potential for change and seeks to limit development in areas with established heritage and neighbourhood character values. The Substantial Change Areas in particular will play a key role in the delivery of future housing in the City and are anticipated to accommodate the majority of housing growth.

In addition to the change areas, a series of key strategic locations throughout the municipality have been identified which have the potential to accommodate housing growth. These areas are summarised below:

> **Activity centres –** Are highly accessible, offer a range of services and provide a high level of amenity to residents. Housing growth at these locations is supported by State planning policy.

> **PPTN routes -** These locations are well serviced by transport infrastructure. The surrounding land use and built form are conducive to higher density residential development.

> **Key function roads –** These locations are impacted upon by their location, and the design response needs to address this which may result in a different approach to neighbourhood character considerations to areas within the character precincts.

> **Key intersections -** The surrounding land use and built form at key intersections need further assessment to ensure the urban design response addresses amenity issues, this may include higher density residential development. These areas are accessed and supported by the road network.

As dwelling density, household structure and household size change, the needs of residents to access community infrastructure will likewise shift. Increased residential densities across the municipality will also place additional pressure on existing transport, physical and servicing infrastructure. 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. Developers will need to provide funding to improve local infrastructure, either through negotiations with Council and/or via the application of the planning controls.

KEY CHALLENGES:

Encouraging appropriate development within the municipality's established network of activity centres.

Providing appropriate design responses in locations with potential for amenity impacts (i.e. adjoining main roads, rail corridor)

Timely provision of hard and soft infrastructure to support the growing population

Images of PPTN /Tram Route & Key Intersections

Raleigh Road, Maribyrnong (PPTN / Tram Route)

Ballarat & Geelong Road intersection (Key intersection)

Ballarat Road & Gordon Street intersection (Key intersection)

Ballarat Road/Mitchell Street and Ashley Street intersection (Key intersection)

Duke Street and Ballarat Road intersection (Key intersection)

Tottenham and Sunshine Road intersection (Key intersection)

Roberts Street/Geelong Road and Somerville Road intersection (Key intersection)

Somerville and Williamstown Roads intersection (Key intersection)

Williamstown Road and Francis Street intersection (Key intersection)

Map Key Roads & PPTN Routes and Intersections

Legend:
- Municipality boundary
- PPTN train & tram routes
- Roadways
- Key function roads
- Key intersections

RAILEIGH RD

WESTS RD

HAMPSTEAD RD

MITCHELL ST

ROSAMOND RD

BALLARAT RD

ASHLEY ST

BARKLY ST

GORDON ST

DROOP ST

HOPKINS ST

ROBERTS ST

GEELONG RD

SOMERVILLE RD

WILLIAMSTOWN RD

FRANCIS ST

0   0.75   1.5
kilometres
N

7.2.   OBJECTIVES & ACTIONS

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

Encourage housing intensification in areas with the greatest capacity for change

Ensure housing is adequately serviced by physical and community infrastructure

Encourage housing intensification in areas with the greatest capacity for change

This objective seeks to encourage housing densification at key strategic locations throughout the City. This objective will be achieved through supporting a mix of housing types along the key PPTN corridor; encouraging a mix of housing within activity centres; and investigating the potential for different neighbourhood character responses along key function roads and key intersections.

The Housing Framework Plan identifies Substantial Change Areas that will play a key role in the delivery of future housing in the city. These areas, particularly the Substantial Change Activity Centres (Footscray CAD and Highpoint PAC) are anticipated to accommodate the majority of housing growth. A number of opportunity sites are also identified including sites such as the Maribyrnong Defence Site and Bradmill Precinct which will accommodate a significant proportion of the anticipated housing growth. Housing intensification that provides a high level of amenity and an identifiable sense of place is encouraged at these areas.

The Strategy identifies key strategic locations which require further investigation to determine their potential to support housing intensification and establish appropriate building responses. These areas include parts of the residential areas abutting the No. 57 and 82 tram corridor, Ballarat Road, Geelong Road, and part of Williamstown Road and Francis Street as well as key intersections generally located along the municipality's key east-west arterial roads. The City also contains an established network of activity centres. There is potential for local centres and their surrounds, such as the West Footscray, Edgewater, Yarraville and Seddon NAC's to support housing densification. 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 scale of the surrounding area.

There is potential to provide a variation to Neighbourhood Character Responses established in current local planning policy at these locations in order to respond to their particular local attributes and address potential amenity issues. However, future housing must be of a scale and form consistent with its surrounding context and character. The development must be designed to mitigate negative amenity impacts such as noise, light spill and odour from residences.

Recommended actions:

Assess the development potential along No. 57 & 82 tram corridor this should include the identification of:

- Opportunities and constraints
- Appropriate design responses to mitigate amenity impacts and contribute to preferred character
- Housing capacity

Undertake investigations to determine the future direction of land within identified key intersections and along key functioning roads, this should include the identification of:

- Opportunities and constraints
- Appropriate design responses to mitigate amenity impacts and contribute to preferred character

Facilitate site consolidation along key transport corridors and key intersections

Ensure housing is adequately serviced by physical and community infrastructure

This objective reflects a desire to ensure that improvements and upgrades to physical, transport, servicing and community infrastructure accompany increases in residential densities across the municipality. To achieve this objective improved access to community infrastructure and transport infrastructure will be required along with the timely provision of infrastructure and public realm improvements.

Accessibility to services, facilities and transport play a key role in the development of sustainable, active, healthy and socially cohesive communities. It is important to understand the capacity and gaps of the existing community infrastructure, as well as future requirements, to ensure that the future population is well provided with open space and appropriate facilities and services. The Maribyrnong Municipal Strategic Statement requires a social impact assessment to be undertaken for proposed developments comprising 60 dwellings or more. This provides an opportunity for the proponent and Council to identify, assess and mitigate the impacts of higher density housing development on local communities and social infrastructure.

Increased residential densities across the municipality are likely to place additional pressure on existing public transport. It is acknowledged that although new developments may individually have relatively minor impacts on transport infrastructure and services; they can collectively affect the reliability and capacity of the system. Appropriate design responses should be considered (e.g. left-in left-out access only) at an application by application level. There is also potential to use the principles contained within the *Public Transport Guidelines for Land Use and Development* to assess residential planning permit applications along public transport routes.

Much of the physical infrastructure throughout the City, including drainage, roads and paths, is ageing and in need of upgrading. New infrastructure is likely to be needed in many areas to support increased housing densities. It is therefore important that capacity upgrades are understood and strategically planned for. Ongoing and proactive consultation with State government agencies, VicRoads and Melbourne Water will be fundamental to assist in ensuring the city's growing residential areas can be serviced.

A review of the existing Development Contributions Plans Overlay (DCPO) across the municipality has recently been undertaken. Hard and soft infrastructure needs accompanying the anticipated housing growth will need to be identified and a funding strategy, that may include a DCPO as one of a number of options, will need to be prepared to deliver the future requirements.

Recommended actions:

Continue to share information between statutory, strategic and community planning departments to provide up to date data regarding shortfalls and gaps in existing community infrastructure to use in negotiations with developers.

When applying a Development Plan Overlay to larger opportunity sites identified in the Housing Framework Plan ensure the overlay requires developments provide appropriate provision of community infrastructure and open space.

Prepare Parking Precinct Plans for the Substantial Change Activity Centres.

Advocate the Department of Transport undertake a review of public transport services which would identify the need (if any) for additional or expanded public transport services to cater for future housing growth in the municipality.

Advocate for increased public transport services to support housing growth in the municipality in line with adopted Council transport strategies.

When applying a Development Plan Overlay to larger opportunity sites identified in the Housing Framework Plan ensure the overlay includes consideration of public realm improvements and amenity protection at residential interfaces.

Advocate that Melbourne Water undertake a capacity study of servicing infrastructure to ensure the network can appropriately cater to increased residential densities.

Develop a Funding Strategy for the delivery of hard and soft infrastructure needed to support future housing growth. This may include recommendations for application of new Developer Contributions Plan Overlay as one option, and other mechanisms for developer contributions to inform planning permit and amendment negotiations.

8. HOUSING DESIGN

8.1. THE HOUSING DESIGN CHALLENGE

The design of housing is fundamental to community well being and liveability. As the size and profile of the community changes and redevelopment opportunities arise, different forms of housing will be needed to address contemporary requirements, expectations and environmental standards. The challenge for the Strategy will be to preserve existing character, but also to create new design quality benchmarks and a preferred future character in locations where change is to be supported.

The rapid pace of change in Maribyrnong over recent years has created tensions in the community regarding issues such as the modification of familiar landmarks and streetscapes, amenity impacts on nearby properties, the design quality of new development and traffic congestion. Concurrent global concerns also exist around issues such as climate change, energy consumption, waste management, oil and resource depletion, social equity and housing affordability.

These complex and interconnected concerns present significant design challenges. It is evident the housing market is adapting to increased consumer demand and higher building standards in relation to environmentally sensitive design. However, the cost and risk associated with innovative and place-sensitive design in developed suburbs mean that development applications often seek to maximise yield or use standardised designs and traditional construction techniques.

This Strategy therefore must seek to promote higher quality design, better environmental and social outcomes and responsiveness to context, while remaining conscious of the need to support affordable housing objectives.

7.1.1. DESIGN OBSERVATIONS

The development that has occurred in the City over the past decade has not occurred in a planning control or policy vacuum. A suite of State and local government provisions exist, and have been applied by both the City and the Victorian Civil and Administrative Tribunal. The fundamentals of those provisions, such as zone and overlay provisions and *ResCode*, will continue to apply into the foreseeable future. The scope for modifying them is constrained by the State Planning Policy Framework and the *Victorian Planning Provisions*.

The development control and design standards contained in the Maribyrnong Planning Scheme provide a sound foundation for producing the high standards of housing expected in Australia.

Key areas for attention in relation to design quality:

Street interfaces – the scale of apartment developments requires considerable care in relation to the design of the street interface in order to create a sense of address and enhance safety.

Car parking and access – the need to provide car spaces, crossovers, accessways and infrastructure (garage doors and signs) presents a major impost. Parking provision adds to the cost of development, can restrict the opportunities to develop smaller sites, disrupts street interfaces, and creates conflict points with pedestrians.

Solar orientation – the lot orientation and level of surrounding development restricts opportunities to optimise solar orientation in built up areas.

Sustainability – aside from some basic solar orientation principles, environmentally sustainable design principals are primarily implemented through the building control process. A live question is whether higher performance can be achieved through earlier consideration of ESD as part of the planning process.

Universal design – standard housing designs offer poor diversity of housing sizes, limited flexibility and limited access for people with limited mobility. This is ill-suited to the cultural and generational diversity of the City's population.

Private and communal open spaces – open space areas are often inadequate to provide both functional recreation areas and space for the planting of vegetation. The use of vegetation and greater side setbacks has the potential to enhance internal amenity and support privacy.

External amenity – amenity impacts at the interface between lower density residential areas and higher density, mixed use or commercial areas can occur despite compliance with ResCode standards. Particular issues arise in relation to overshadowing, perceived overlooking, visual bulk, and the noise and appearance of plant and equipment.

Internal amenity – the quality of internal amenity is often diminished when lot yield or site constraints apply. Lack of access to daylight, restricted external views, noise privacy and inadequate bedroom sizes are often issues.

Building articulation – the large size of contemporary unit developments can result in bulky upper levels with limited articulation and over-reliance on window privacy treatments.

7.1.2. PLANNING CONTROLS & POLICIES

The planning controls and policies put in place to implement the strategy should be closely linked to the Housing Framework Plan presented at Section 3.

More specifically emphasis should be placed on community engagement early in the strategic planning process in particular in Substantial Change Activity Centres and opportunity sites. This will enable the application of facilitative development controls, such as the Activity Centre Zone, to address detailed design considerations at the planning permit application stage. Early community engagement processes should aim to support certainty around macro level objectives and impacts, such as: building scale; street level interfaces; access and car parking; environmental management; social housing; communal and private open space; infrastructure enhancements; and transport integration.

These areas will be the focus of Council's efforts in relation to strategic planning, urban design, community development and infrastructure investment. A facilitative approach, which supports Council's vision for the areas in question, is therefore warranted.

In Incremental and Limited Change Areas standard planning zones and overlays will continue to apply, supplemented by design policies and enhanced processes (see next

section). In particular, policy should clearly differentiate between these two types of areas, so that the community has a clear understanding about the levels of change likely to be acceptable in each.

KEY CHALLENGES:

Encouraging new development which incorporates environmentally sustainable design and universal design principles

Maintaining the preferred neighbourhood character in Incremental Change Areas

Creating a unique and identifiable sense of place in Substantial Change Areas

8.2. OBJECTIVES & ACTIONS

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

Improve the design quality of residential development

Ensure new housing positively contributes to its surrounding context

Improve the environmental performance of new dwellings

Improve the design quality of residential development

Improving the design quality of residential development is an overarching objective as it involves consideration of matters such as context, aesthetics, internal amenity, robustness and flexibility of design, and environmental performance. An associated challenge is to avoid implementing standards and processes around quality that adversely impact on affordability by adding to construction costs. This objective will be achieved by promoting design quality through education and information provision; introducing planning scheme provisions that support quality design outcomes; and developing processes that support quality design outcomes.

Emphasis should also be placed on identifying objective performance standards for design quality in order to avoid subjective influences such as personal taste and an inconsistent approach to decision making.

Under current legislation, consent and report applications may be required for approval of specific building design features that are outside the standards specified in the *Building Regulations 2006.* Council has the power to consent or refuse any variations to building standards regarding matters such as building height, minimum and maximum setbacks, car parking and permeability. As previously discussed, Council has adopted Preferred Neighbourhood Statements for the entire City. There is potential to provide better linkages between the *Building Regulations 2006* and Maribrynong Planning Scheme, by updating Council's Building Dispensations Assessments to include reference to the adopted character statements.

The recommended strategies and actions seek to enhance awareness and education about design quality that will in turn support Council processes and the implementation of policies.

Recommended actions:

Provide targeted training to staff and Councillors to enhance skills in, and awareness of, design principals and practice.

Develop a local policy and guidelines that facilitate design outcomes relevant to identified areas of change:

- in Substantial Change Areas – focus on facilitation, housing diversity, universal design, environmental standards, and public realm interfaces.

- in Incremental Change Areas – focus on implementation of preferred neighbourhood character statements, site responsiveness, housing diversity, universal design, environmental standards, and interfaces with adjoining residential areas.

- in Limited Change Areas – focus on preserving heritage values, enhancing neighbourhood character, internal amenity, and interfaces with adjoining residential lots.

The guidelines should contain principles and case studies of preferred design outcomes for housing typologies across the municipality. The guidelines should be designed for use by Council staff, as well as the development industry and community.

Expand the Heritage Advisor position to include support for design education, participation in application processes, and provision of design advice in relation to planning permit applications.

Develop internal processes that ensure design advice is provided in a manner that is integrated with the planning decision making process (rather than dealt with as a referral) and targeted at major developments and areas of greatest sensitivity.

Engage Council's City Design Team to provide independent advice on major developments in substantial change areas and significant opportunity sites.

Update building dispensation assessments to include reference to the City of Maribyrnong's adopted character statements.

Ensure new housing positively contributes to its surrounding context

This objective will be achieved through emphasising the importance of site context in achieving responsive design; ensuring that development provides reasonable levels of amenity for future residents and protects the amenity of adjoining properties; and facilitating the development of a high quality public realm in areas subject to change.

An analysis of site and locality context should be the starting point for all design processes. The preparation of a site analysis and design response is required under *ResCode*, however for a variety of reasons the quality of analysis and its influence on decision making can be variable. The consideration of site context should influence building siting, design, the public realm interface, environmental performance, internal amenity, and the relationship between the proposed building and adjoining residential lots.

Council currently requires that a statement of Adverse Amenity Impacts be provided at particular locations to identify and mitigate potential adverse amenity impacts associated with a new use and development. This is required through the Schedule to the Development Plan Overlay. There is potential to use this measure at sites surrounding key locations (such as the key intersections identified in the Housing Framework Plan) to ensure that a high level of amenity is provided to new residents.

Recommended actions:

Develop an information kit for planning permit applicants that outlines a site and context evaluation process as a starting point for building design.

Continue to encourage applicants to participate in pre-application meetings that are conducted by experienced staff with design skills and/or qualifications.

When applying a Development Plan Overlay to larger opportunity sites identified in the Housing Framework Plan ensure the overlay includes the requirement for the preparation of an Adverse Amenity Report to identify and mitigate potential adverse amenity impacts associated with a new development.

Improve the environmental performance of new dwellings

This objective will be achieved by strengthening policy support for environmentally sustainable residential development; building capacity within Council regarding Environmentally Sustainable Design; and promoting the use of the STEPS program for new residential development.

The sustainability requirements of the *Building Code of Australia* aim to improve the environmental performance of new housing. The ubiquitous application of the Code to all new housing development means that its influence is more extensive than the planning scheme, which can influence development only when a planning permit is required.

The disadvantage of relying solely upon the Building Code is that it does not necessitate the consideration of environmental sustainability at the site analysis stage of development. Neither does it apply holistically to a multi dwelling development. As such, there remain opportunities for the planning system to make a positive contribution to environmental performance.

The planning system can influence the environmental performance of new dwellings, particularly at the Development Plan phase. There are opportunities to apply the Development Plan Overlay to key sites to improve the environmental performance and sustainability of new dwellings.

Recommended actions:

Explore opportunities to apply Environmentally Sustainable Design principles to both individual development sites and precincts in Substantial Change Areas and on Opportunity Sites.

When applying a Development Plan Overlay to larger sites located in Substantial Change Areas ensure the overlay requires their redevelopment to incorporate environmentally sustainable design principles.

Include information about Environmentally Sustainable Design principles in material provided to applicants at pre-application meetings to ensure that they are taken into account in the site analysis and design response process.

Prepare and implement an Environmentally Sustainable Design training program, which includes sustainable housing practices, to build the capacity of Council's statutory, strategic and building staff.

Promote the use of the STEPS program for new residential development by advocating that State Government adopt the STEPs program in municipalities across metropolitan Melbourne and amends the VPP's to provide support for the STEPS program.

8.   IMPLEMENTATION PLAN

8.1.1.   MONITORING AND PERFORMANCE

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

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

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

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

> **Ongoing –** Action to be undertaken on an ongoing basis

Performance Indicators

Performance Indicators have been provided to measure the success of the actions, the indicators are quantifiable characteristics or timelines.

8.2. IMPLEMENTATION PLAN

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

8.2.1. HOUSING DIVERSITY

No	Action	Council's Role	Priority	Performance Indicators
Increase the variety of housing types across the City of Maribyrnong				
1	Update the Housing Framework Plan in the Municipal Strategic Statement to ensure consistency with the Housing Strategy Framework Plan.	Planner Regulator	High	Amendment to the Maribyrnong Planning Scheme.
2	When applying a Development Plan Overlay to larger Substantial Change Opportunity Sites identified in the Housing Framework Plan ensure the overlay requires their redevelopment provide a diversity of dwelling types, sizes and tenure.	Planner Regulator	Ongoing	
3	Advocate the Department of Planning and Community Development adopt new residential zones and ensure the Maribyrnong Housing Strategy is aligned with any new planning controls.	Advocate	Medium	Completion of advocacy actions.
4	Insert the Housing Strategy into the Maribyrnong Planning Scheme as a Reference Document.	Planner Regulator	High	Amendment to the Maribyrnong Planning Scheme.
5	Update the Municipal Strategic Statement to include the policy objectives and directions for substantial, limited and incremental change areas	Planner Regulator	High	
6	Undertake a research project to determine appropriate dwelling diversity breakdowns required within larger residential developments.	Planner	High	Timeline for completion of dwelling diversity project.

No	Action	Council's Role	Priority	Performance Indicators
7	Support the renovation and redevelopment of single houses in Limited Change Areas as a means of providing accommodation for larger household types.	Planner	Ongoing	Number of detached houses in Limited Change Areas.
Provide housing that that meets the specialised requirements of particular residents				
8	In negotiations with developers of student housing, advocate for better housing outcomes drawing on approaches used by other inner-city municipalities (i.e. City of Melbourne)	Advocate Planner	Medium	Completion of advocacy actions.
9	Maintain relationship with Victoria University and other tertiary institutions regarding the housing needs of current and future students.	Advocate Partner	Medium	
10	In line with the MSS encourage appropriate student housing in the Footscray CAD and close to the university campuses.	Planner Advocate	Ongoing	
11	Continue to liaise with community housing sector and service providers on an as needed basis to exchange information and research regarding the housing needs and trends of community groups with particular needs.	Advocate	Low	
Monitor and engage with stakeholders on housing development trends				
12	Monitor development and housing and demographic trends every five years to understand housing supply and take. This should include the following: Dwelling characteristics (ABS Census Data) Tenure type – occupied private dwellings (ABS Census Data)	Planner	Ongoing	Timeline for implementation of monitoring template. Collection of data every five years.

No	Action	Council's Role	Priority	Performance Indicators
	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 Maribyrnong)			
13	Implement a co-ordinated development data collection system. This central system should house both planning permit and building permit information at a minimum, and include the following inputs where possible:	Planner	Ongoing	Timeline for implementation of development data collection system.
	Address, property identifier and suburb (must be linked to the GIS for mapping and spatial analysis purposes)			
	Zones and overlays			
	Activity Centre (if applicable)			
	Housing change area (as per Housing Framework Plan)			
	Land use (eg. residential, commercial, retail, industrial, institution)			
	Category (eg. new			

No	Action	Council's Role	Priority	Performance Indicators
	building, extension, demolition, change of use, etc)			
	Number of dwellings (if residential)			
	Parcel area, floorspace and number of storeys (if available)			
	No. of bedrooms (if dwelling)			
	Permit type (building or planning) and permit application ID			
	Permit status			
	Date information (date lodged, date granted, etc.)			
	Year			
	Description			
	All inputs should be restricted to a list of options except the description field.			
14	Develop a monitoring system for development with Activity Centres. This should include: Project/Development Name Number of dwellings Number of storeys Street address Suburb Number of dwellings per year (if staged development)	Planner	Ongoing	Timeline for implementation of activity centre development data collection system.
15	Prepare a Housing Strategy Update / Implementation Report every five years and circulate to relevant Council departments. This review should include: Updated population and demographic profile and projections Assessment of dwelling mix: dwelling type and tenure	Planner	Ongoing	Preparation of Housing Strategy Update Report.

No	Action	Council's Role	Priority	Performance Indicators
	Analysis of building and planning permit data: location and type of housing development Development of lots >500sqm			
16	Prepare a summary sheet of the key findings and directions in the Maribyrnong Housing Strategy and circulate to Council Officers, local developers, industry representatives and the community.	Educator Advocate	High	Timeline for the issue of Maribyrnong Housing Strategy Summary Sheet.

8.2.2. HOUSING AFFORDABILITY

No	Action	Council's Role	Priority	Performance Indicators
Increase the variety of housing types across the City of Maribyrnong				
17	Ensure planners have sufficient information regarding the affordable housing needs of the municipality to assist in negotiations with developers	Advocate	Ongoing	Completion of advocacy actions. Number of affordable houses in substantial change activity centres and municipality.
19	Liaise with Places Victoria and local housing providers highlighting substantial change activity centres and opportunity sites as appropriate locations for future affordable housing projects.	Advocate	High	
20	Advocate State government to develop enforceable powers and controls for Council to set targets for affordable housing in key locations. In particular continue to explore avenues to develop Inclusionary zoning and other affordable housing targets into the Victorian State Planning Provisions.	Advocate	Medium	
21	Advocate to the Office of Housing for the continued	Advocate	Medium	Completion of

No	Action	Council's Role	Priority	Performance Indicators
	renewal of public housing in the municipality, including strategies to reduce concentration and incorporate public housing in other areas, particularly near activity centres.			advocacy actions.
22	Meet with the community housing sector on an as needs basis and provide information regarding updated housing data and research.	Advocate Educator	Ongoing	
23	Provide adequate resources to monitor and engage with rooming house owners to ensure stock is registered, well maintained and compiles with regulations.	Regulator	Ongoing	Number of compliant rooming houses.
24	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.	Advocate Regulator	Medium	Completion of advocacy actions
Reduce housing stress in the City				
25	Monitor housing stress on a regular basis through annual community survey.	Planner	Ongoing	Timeline for analysis of community survey
26	Collate and analyse ABS and specialist housing data.	Planner	Ongoing	Timeline for analysis of housing data
27	Expand Council's Food Security program, in particular community gardens.	Planner	Medium	Delivery of food security program Provision of community gardens
28	Continue to advocate for improved public transport across the City	Advocate	Medium	Completion of advocacy actions

8.2.3. **HOUSING LOCATION**

No	Action	Council's Role	Priority	Performance Indicators
Encourage housing intensification in areas with the greatest capacity for change				
29	Assess the development potential along No. 57 & 82 tram corridor this should include the identification of: Opportunities and constraints Appropriate design responses to mitigate amenity impacts and contribute to preferred character Housing capacity	Planner Regulator	High	Timeline for completion of site investigation. Number of new dwellings abutting No. 57 & 87 tram corridor.
30	Undertake investigations to determine the future direction of land within identified key intersections and along key functioning roads, this should include the identification of: Opportunities and constraints Appropriate design responses to mitigate amenity impacts and contribute to preferred character	Planner	High	Timeline for completion of site investigation. Number of new dwellings abutting key roads and intersections.
31	Facilitate site consolidation along key transport corridors and key intersections	Facilitator	Ongoing	Number of new dwellings at abutting key roads and intersections.
Ensure housing is adequately serviced by physical and community infrastructure				
32	Continue to share information between the statutory, strategic and community planning departments to provide up to date data regarding shortfalls and gaps in existing community infrastructure to use in negotiations with developers	Planner	Medium	Increase in the provision of community infrastructure across the municipality.
33	When applying a Development Plan Overlay to larger opportunity sites identified in the Housing	Planner	Medium	Timeline for amendment to the Maribyrnong Planning Scheme.

No	Action	Council's Role	Priority	Performance Indicators
	Framework Plan ensure the overlay requires developments provide appropriate provision of community infrastructure and open space.			
34	Prepare Parking Precinct Plans for the Substantial Change Activity Centres.	Planner	High	Timeline for completion of Substantial Change Activity Centre Parking Precinct Plans.
35	Advocate the Department of Transport undertake review of public transport services which would identify the need (if any) for additional or expanded public transport services to cater to future housing growth in the municipality	Advocate	Low	Completion of advocacy actions.
36	Advocate for increased public transport services to support housing growth in the municipality in line with adopted Council transport strategies.	Advocate	Low	Completion of advocacy actions.
37	When applying a Development Plan Overlay to larger opportunity sites identified in the Housing Framework Plan ensure the overlay includes consideration of public realm improvements and amenity protection at residential interfaces.	Planner Partner	Medium	Timeline for amendment to the Maribyrnong Planning Scheme
38	Advocate that Melbourne Water undertake a capacity study of servicing infrastructure to ensure the network can appropriately cater to increased residential densities	Advocate	Medium	Completion of advocacy actions.
39	Develop a Funding Strategy for the delivery of hard and soft infrastructure needed to support future housing growth. This may include	Planner	Medium	Timeline for preparation of a Funding Strategy

No	Action	Council's Role	Priority	Performance Indicators
	recommendations for application of new Developer Contributions Overlay as one option, and other mechanisms for developer contributions to inform planning permit and amendment negotiations.			

8.2.4. HOUSING DESIGN

No	Action	Council's Role	Priority	Performance Indicators
Improve the design quality of residential development				
40	Provide targeted training to staff and Councillors to enhance skills in, and awareness of, design principals and practice.	Educator	Ongoing	
41	Develop a local policy and guidelines that facilitate design outcomes relevant to identified areas of change: in Substantial Change Areas – focus on facilitation, housing diversity, universal design, environmental standards, and public realm interfaces. ▪ in Incremental Change Areas – focus on implementation of preferred neighbourhood character statements, site responsiveness, housing diversity, universal design, environmental standards, and interfaces with adjoining residential areas. ▪ in Limited Change Areas – focus on	Planner Regulator	Medium	Timeline for the preparation of local policy and guidelines.

No	Action	Council's Role	Priority	Performance Indicators
	preserving heritage values, enhancing neighbourhood character, internal amenity, and interfaces with adjoining residential lots.			
	The guidelines should contain principles and case studies of preferred design outcomes for housing typologies across the municipality. The guidelines should be designed for use by Council staff, as well as the development industry and community.			
42	Expand the Heritage Advisor position to include support for design education, participate in application processes, and provide design advice in relation to planning permit applications.	Planner	Low	
43	Develop internal processes that ensure design advice is provided in a manner that is integrated with the planning decision making process (rather than dealt with as a referral) and targeted at major developments and areas of greatest sensitivity.	Planner Regulator	Medium	
44	Engage Council's City Design Team to provide independent advice on major developments in substantial change areas and significant opportunity sites.	Planner Regulator	High	
45	Update building dispensation assessments to include reference to the City of Maribyrnong's adopted character statements.	Regulator	High	Timeline for the preparation of building dispensations
Ensure new housing positively contributes to its surrounding context				
46	Develop an information kit for planning permit applicants that outlines a site and context evaluation	Planner Educator Regulator	Medium	Timeline for preparation of information kit.

No	Action	Council's Role	Priority	Performance Indicators
	process as a starting point for building design			
47	Continue to encourage applicants to participate in pre-application meetings that are conducted by experienced staff with design skills and/or qualifications.	Regulator Advocate	Ongoing	
48	When applying a Development Plan Overlay to larger opportunity sites identified in the Housing Framework Plan ensure the overlay includes the requirement for the preparation of an Adverse Amenity Report to identify and mitigate potential adverse amenity impacts associated with a new development.	Planner Regulator	Medium	Timeline for amendment to the Maribyrnong Planning Scheme.
Improve the environmental performance of new dwellings				
49	Explore opportunities to apply Environmentally Sustainable Design principles to both individual development sites and precincts in Substantial Change Areas and on Opportunity Sites	Planner	Medium	Number of housing approvals that integrate environmentally sustainable design principles in their design.
50	When applying a Development Plan Overlay to larger sites located in Substantial Change Areas ensure the overlay requires their redevelopment to incorporate environmentally sustainable design principles	Planner	Medium	Timeline for amendment to the Maribyrnong Planning Scheme.
51	Include information about Environmentally Sustainable Design principles in material provided to applicants at pre-application meetings to ensure that they are taken into account in the site analysis and design response process.	Educator Advocate	Low	Number of housing approvals that integrate environmentally sustainable design principles in their design.

No	Action	Council's Role	Priority	Performance Indicators
52	Prepare and implement an Environmentally Sustainable Design training program, which includes sustainable housing practices, to build the capacity of Council's statutory, strategic and building staff.	Educator	Medium	
53	Promote the use of the STEPS program for new residential development by advocating that State Government adopt the STEPs program in municipalities across metropolitan Melbourne and amends the VPP's to provide support for the STEPS program	Advocate	Medium	Increase in the number of housing applications which use the STEPS program.

Completion of advocacy actions |

GLOSSARY

Accessible housing	Housing that allows full access and use by all occupants and visitors. The dwelling must contain no physical barriers and be user-friendly for people of all abilities.
Affordable housing	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.
Appropriate housing	Housing that is safe, secure (in terms of tenure), affordable, and of good quality and design. It meets the needs of the household (size) and supports access to amenities such as transport and shops.
Community housing	Housing that is an alternative to public and private rental housing, and operates as a not-for-profit housing system. The combined rents of occupants are used to cover running costs over the long term. Community housing includes Housing Associations and cooperatives where tenants participate in the management of their dwellings. There is only a small supply of community housing in Victoria.
Housing diversity	Housing which varies in terms of size, type, tenure, cost and style.
Housing stress	Housing stress is an indicator of the number of households potentially at risk of housing affordability problems. This is calculated by the 30/40 rule which suggests that households spending more than 30 percent of their income on housing costs are living in housing stress.
Planning scheme	Controls land use and development within a municipality. It contains State and local planning policies, zones, overlays, particular provisions, general provisions, definitions and maps.
Public housing	Public rental housing which is jointly funded by the Commonwealth and State Governments. It is administered through the Victorian Department of Human Services (Office of Housing). Eligibility for public housing is determined by assets, income, special need, residency and citizenship criteria. Generally rents are capped at between 25 to 30 percent of income.
Social housing	Housing that is not-for-profit, owned and managed for the primary purpose of meeting social objectives such as affordable rents, responsible management, security of tenure and good location in relation to employment services. This term encompasses public housing, community housing and some affordable housing.

Sources: Australian Housing & Urban Research Institute, 2005
Department of Planning & Community Development, 2008
Disability Advisory Council of Victoria, 2005
Moreland Affordable Housing Strategy, 2006
National Housing Supply Council, 2010

APPENDICES