Hobsons Bay **Housing Strategy (2017)**

Volume one: Background report (updated December 2017)

HOBSONS BAY CITY COUNCIL

Note: The Background Report was drafted in 2016-17 using demographic and development data from .id profiles (2011 ABS Census) and .id forecasts for the period 2015 to 2035. Since the report was drafted, some of the 2016 ABS Census data sets have been released.

An addendum to this document has been prepared (Hobsons Bay Housing Strategy, Demographic and Housing Needs – 2016 ABS Census Updates, December 2017) to highlight the key demographic changes that have occurred in the municipality since the 2011 Census.

Acknowledgements

Updated December 2017

This paper was compiled by the Hobsons Bay Strategy and Advocacy Department. For further information contact the Hobsons Bay City Council on 9932 1000 www.hobsonsbay.vic.gov.au

Council acknowledges the peoples of the Kulin nation as the Traditional Owners of these municipal lands and waterways and pays respect to Elders past and present.

Council acknowledges the legal responsibility to comply with *the Charter of Human Rights and Responsibilities Act 2006* and the *Equal Opportunity Act 2010*. *The Charter of Human Rights and Responsibilities Act 2006* is designed to protect the fundamental rights and freedoms of citizens. The Charter gives legal protection to 20 fundamental human rights under four key values that include freedom, respect, equality and dignity.

EXECUTIVE SUMMARY

Hobsons Bay's resident population is growing and changing. A housing strategy is needed to guide the future residential development in the municipality to ensure that the right homes are being provided in the right places.

Hobsons Bay is home to 92,761 residents (2015) and the number of people living in the municipality is forecast to increase over the next 20 years to just over 106,600 residents. In terms of housing, this is an additional 7,623 dwellings or 381 new dwellings per annum needed across the municipality by 2035[1].

This population growth is increasing the demand for housing and supporting infrastructure in the municipality. However, it is not just an increase in population that is being experienced but also a change in the resident profile. Hobsons Bay, like other areas of Greater Melbourne, has an ageing population and an increase in smaller household sizes. These factors create different demands on housing needs which must be planned for over the short and long term.

Hobsons Bay is a unique municipality with a diverse mix of residential, industrial and commercial zoned areas. One of the key challenges of land use planning in the municipality is balancing the competing demands of residential, environmental, industrial and employment uses.

Hobsons Bay also has a number of land use constraints which can impact on housing capacity. It is home to a number of State significant industries as well as eight of the State's Major Hazard Facilities, managing the interfaces between industry and residential as well as the legacy of past industrial uses is a challenge.

State planning policy is to accommodate the majority of new housing through infill development in established areas. The capacity of our suburbs to accommodate additional housing varies across the municipality and potential housing capacity needs to be addressed through a housing capacity assessment.

A housing strategy is needed for Hobsons Bay to manage housing growth in response to population changes and land use constraints. It is also required to apply the New Residential Zones which were introduced in 2013 and reformed in April 2017.

This background report has been prepared to provide the strategic evidence base to devise a Housing Strategy for the municipality. The housing strategy will provide a policy framework for managing housing over the next 20 years (2015 to 2035).

Housing is not just about bricks and mortar, it also has wider impacts on community health and wellbeing. The overarching objective for the housing strategy should be about planning housing for community health and wellbeing - this means not just considering land use matters but also social, environmental and economic impacts when planning for future housing.

The background report has been prepared following analysis of a number of key policy documents and in conjunction with the review and update of a number of

[1] Note: The Background Report was drafted in 2016-17 using demographic and development data from .id profiles (2011 ABS Census) and .id forecasts for the period 2015 to 2035. Since the report was drafted, some of the 2016 ABS Census data sets have been released. An addendum to this document has been prepared (Hobsons Bay Housing Strategy, Demographic and Housing Needs – 2016 Census Updates) to highlight the key demographic changes that have occurred in the municipality since the 2011 Census.

key strategic planning documents, including the Hobsons Bay Neighbourhood Character Study, Heritage Study, Activity Centre Strategy and a new Integrated Transport Plan. Community consultation undertaken in relation to housing has also been considered as part of this report.

The community values Hobsons Bay for its access to the coast, proximity to the City, freeway network, natural open spaces, heritage and sense of community. There are some community concerns in relation to housing and new residential development, in particular, the impact on existing neighbourhood character, the ability of existing infrastructure and services to keep up with demand, a decline in housing affordability and ageing in place.

The background report identifies a number of housing needs in Hobsons Bay, including:

- more housing diversity
- housing in better locations
- more affordable housing and affordable living
- housing which supports ageing in place
- good residential amenity
- housing which respects neighbourhood character
- housing which is more energy efficient and promotes sustainable living

The existing housing stock in Hobsons Bay lacks diversity (choice in housing type) in a number of suburbs, with the majority of new dwellings (around three quarters) comprising of low scale separate houses of which over half are three bedrooms. A range of housing types is important to create a mix of residents within in a community.

Whilst the dominant household type within Hobsons Bay is family households (couples with dependents), the emerging household type is smaller households (lone persons and couples without dependents). There is a need for smaller housing types (e.g. one and two bedroom dwellings) to accommodate smaller households, particularly in the western part of the municipality where separate houses dominate.

Hobsons Bay's suburbs are under pressure to accommodate new medium and higher density infill development. In general, there has been no pattern in the location of new infill development in the municipality. The housing strategy has the opportunity to realign new housing in more desirable locations.

Hobsons Bay is also experiencing a decline in both affordable housing and housing affordability, like many areas in Melbourne. Over nine per cent of total households are in housing stress, particularly rental stress. There has been a strong growth in housing stress in the municipality since 2001 as incomes have not kept up with the increase in house prices. As the area becomes more attractive and further gentrifies the likely trend is an increase in house and rental prices that will put further pressure on housing stress in Hobsons Bay and increase demand for affordable housing.

There are certain household types that are more vulnerable to housing stress including: low income households, people with a disability, elderly residents and single parent families.

Affordable housing refers to both market (private) housing and non-market (social) housing. There is currently little opportunity for local governments in Victoria to directly influence market (private) housing (purchases and rentals). There are however opportunities for local government to explore to increase the provision of non-market (social) housing. The Hobsons Bay Affordable Housing Policy Statement (2016) defines the term 'affordable housing' and outlines guiding actions that council can explore to support the implementation of affordable housing.

Housing design and functionality is also a key policy area identified in this report. Housing design impacts on the streetscape and neighbourhood character as well as the functionality and energy efficiency of a home. With an increased pressure for higher density infill development within Hobsons Bay, guidance and planning controls around built form outcomes is important in preserving and enhancing neighbourhood character. Hobsons Bay needs to plan for an ageing population, the provision of housing which can support ageing in place is paramount. Housing should not be built as a short term provision, the strategy needs to

encourage homes which can meet the changing needs of occupants over their lifetimes (lifetime homes).

There is further scope to improve sustainability (including energy efficiency) within residential buildings as well as promote more sustainable living, which not only has environmental benefits through reducing greenhouse gas emissions, but also health benefits, enhances community resilience and assists with affordable living through reducing household expenditure on energy costs.

The key challenge for managing housing growth in the municipality is not just about supply but also about ensuring that new housing is being provided in the right location and are homes that match residents' changing needs.

It is recommended that the housing strategy develops objectives and actions around the following four key policy areas:

1) Key area one: Population growth and change
2) Key area two: Housing location, diversity and density
3) Key area three: Housing affordability and affordable housing
4) Key area four: Housing design, functionality and sustainability

One of the key outputs of the housing strategy will be a housing framework plan to identify housing change areas to show where future housing can be located and the preferred housing types and densities. The housing framework plan will help guide the application of the New Residential Zones in Hobsons Bay.

The housing strategy needs to also include an implementation plan with recommended actions for each of the key policy objectives as well as recommended actions for monitoring and reviewing to ensure it remains relevant and effective over the years.

GLOSSARY

ABS	Australian Bureau of Statistics
Accessible Design	Housing design that is able to accommodate wheelchair users in all areas
Active Transport	Non-motorised forms of transport involving physical activity, such as walking and cycling
Activity Centre	Vibrant hubs where people shop, work, meet, relax and often live
Adaptable Design	Housing that can be easily adapted to become an accessible house if needed
BCA	Building Code of Australia
BESS	Built Environment Sustainability Scorecard
CHWP	Community Health and Wellbeing Plan
DCP	Development Contributions Plan
DHHS	Department of Health and Human Services
ERP	Estimated Resident Population – the ABS official population of an area. It differs from (usually higher than) actual census counts as it factors in population missed by the census and population overseas on census night. It is generally considered a more accurate measure of population size than census counts.
ESD	Environmentally Sustainable Design
GCCSA	Greater Capital City Statistical Area
HBCC	Hobsons Bay City Council
ILMS	Industrial Land Management Strategy
LPPF	Local Planning Policy Framework
MHF	Major Hazard Facilities
MSS	Municipal Strategic Statement
NATSEM	National Centre for Social and Economic Modelling
Neighbourhood Character	The look and feel of a residential area
Plan Melbourne	The Metropolitan Planning Strategy for Melbourne
PPF	Planning Policy Framework
SDAPP	Sustainable Design Assessment in the Planning Process
SEIFA	Socio-Economic Index for Areas produced By the ABS
SLA	Statistical Local Area
SPPF	State Planning Policy Framework
SRA	Strategic Redevelopment Area

Universal Design	Housing designed to meet the changing needs of most home occupants throughout their lifetime
VIF	Victoria in Future
VPP	Victorian Planning Provisions
Walkable Catchment	An area mapped around a pedestrian destination usually showing a 400m (5 minute) or 800m (10 minute) walk
WSUD	Water Sensitive Urban Design

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PART ONE: INTRODUCTION

1.0 What is a Housing Strategy?

A Housing Strategy is a planning document that guides appropriate future residential development in an area. This ensures that we are planning for the changing needs of residents by putting the right homes in the right places.

Planning for housing is not just about calculating how many additional homes are needed, it is also about identifying what types of homes are required to match resident's needs and where these should be located. This requires understanding what housing is required now and in the future through looking at how the resident profile is expected to change over a given timeframe. It is also about identifying the appropriate locations for new housing whilst preserving the neighbourhood character of an area.

A housing strategy needs to include analysis of information and data from both the past and what is expected in the future. For example, how the population has changed and how it is expected to change. A housing strategy also needs to consider the wider social, economic and environmental issues associated with housing and sustainably accommodating an increased population. This assists with planning for community infrastructure and services, as well as identifying how much additional housing is needed and where new housing can be suitably located.

Housing strategies are long term planning documents. The Hobsons Bay housing strategy considers a 20 year forecast from 2015 to 2035.

1.1 Why is a Housing Strategy needed for Hobsons Bay?

A housing strategy is an important tool for Councils as it helps identify how many people need to be accommodated in an area.

Hobsons Bay needs a housing strategy to ensure that enough homes are provided for residents in appropriate locations across the municipality. However, it is not simply about the number of homes, it is also about ensuring they are the right type of homes in the right places to provide a choice of housing that match resident's needs.

As with other metropolitan areas in Melbourne, Hobsons Bay is experiencing increased housing demand due to a growth in population and an increase in smaller household sizes, we also have an ageing population. State planning policy is to accommodate the majority of new housing through infill development in established areas.[2]

The need to accommodate an increasing population in our community can create pressure on our suburbs. Hobsons Bay's proximity to the CBD and two growth corridors (Wyndham and Melton) has seen an increased focus on density, bringing more growth to the municipality. Increased growth and development

[2] Plan Melbourne 2017 introduced a target to deliver 70 per cent of new housing in Melbourne's established areas and 30 per cent in greenfield growth area.

can provide the opportunity to support affordable housing as well as the ability to attract services and infrastructure to our established municipality.

It is therefore important that Council strategically plans for population growth over the short and long term.

A housing strategy is also required to address community concerns regarding neighbourhood character, inappropriate development, accommodating an increasing population, housing affordability and ageing in place.

Additionally, a housing strategy is needed to guide the implementation of the New Residential Zones. The new zones were introduced into the Victorian Planning Provisions[3] to provide more certainty to the community and developers as to where housing growth should be directed and areas where it should be limited.

1.3 What's important to the Hobsons Bay community?

The community values Hobsons Bay for its access to the coast, proximity to the central business district, freeways, natural open spaces, heritage and sense of community. There are a diverse range of suburbs in the municipality and each suburb has its own appeal valued by residents and its own suburb-specific challenges.

Community engagement on the Community Health and Wellbeing Plan (conducted in 2013) identified a number of key issues that the community identified in relation to housing, including:

- **housing/neighbourhood character** – housing character is seen as an important asset for residents with concerns over the design of new housing being built. Residents highlighted the importance of new development being in architectural harmony with what is already there to avoid inappropriate development

- **urban development/population growth** – while most residents seemed to understand that urban development may be necessary for the growing population in Hobsons Bay, the perception of a lack of planning for the build design as well as to supply the supporting infrastructure (roads, schools, parking, childcare, water pipes etc.) for increased numbers coming to live in the area is what concerns residents the most

Subsequent community engagement undertaken in 2016 for the drafting of the Hobsons Bay 2030 Community Vision also identified these issues, including: no over development/overcrowding and having improved transport options and more services and facilities.

Preliminary community consultation on housing needs as part of this housing strategy background report (undertaken late 2014) also identified key issues in relation to:

- **affordability** – whilst housing affordability (buying/renting) was identified as a key reason for attracting residents to Hobsons Bay in the first place, a number of suburbs are now or are becoming unaffordable for many (especially in the eastern parts of the municipality). The issue of support and housing options for those at risk of homelessness was also raised

- **ageing in place** – there are concerns around the lack of suitable accommodation options for retirees/the elderly who are needing to move to a smaller property (e.g. single level units) whilst remaining in

[3] The New Residential Zones were introduced into the Victorian Planning Provisions in 2013 and reformed in April 2017. Refer to Section 8.4.

the community and the preference for residents to be able to age in place

The housing strategy should be drafted with consideration of these community issues.

1.4 Council's roles and responsibilities

Council has a role in planning to accommodate the changing nature of our population and in ensuring development is appropriate and accessible for all. Council has three key roles and responsibilities in relation to housing:

1) as a planning authority and a responsible authority
2) as a regulatory authority (Rooming/Boarding Houses)
3) as a community advocate

Planning/Responsible Authority

The key role of Council is to ensure that land is appropriately identified and zoned for residential purposes. Council is required to work within the *Local Government Act 1989* and as a planning authority, within the statutory planning framework (as stipulated by the *Planning and Environment Act 1987*) to set the strategic policy framework for land use planning in the municipality.

As a responsible authority, Council's role is to administer the local planning scheme and to consider and make decisions on proposals and application in regards to the use and development of land for net community benefit. Council also has a role within the *Public Health and Wellbeing Act 2008* to promote and protect the health and wellbeing of residents. This is done through a range of mechanisms including understanding the current and changing needs of the community and the development of a Municipal Public Health and Wellbeing Plan.

Regulatory Authority

Local governments also have a role as a regulatory authority for Rooming Houses. A provision of the *Public Health and Wellbeing Act 2008* requires operators to register their rooming houses with the local council if they intend to rent out one or more rooms to four or more people. The responsibilities of local government span the departments of environmental health, building and planning which are framed by different legislation.

Community Advocate

Local government has limited legislative ability to create substantial change in these areas on their own. Working in partnerships across the municipality and the region and advocating for community needs to higher levels of government is an important role of Council.

The Hobsons Bay Advocacy Strategy (2014-18) identifies key priority areas for advocacy, a number of these key priority areas relate to housing, including:

- affordable housing
- integrated transport
- managing urban consolidation
- Major Hazard Facility planning
- landfill, waste and resource recovery
- integrated water management
- sustainable design provisions in planning schemes

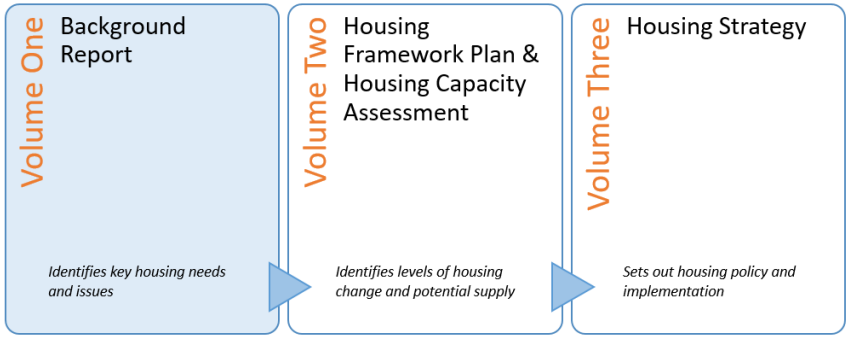
There is also a fourth potential role for Councils – a direct provider of affordable housing and housing services through the creation of a housing trust.

1.5 How was the background report developed?

The background report has been prepared following analysis of a number of key policy documents and in conjunction with the review and update of a number of relevant strategic planning documents, including the Hobsons Bay Neighbourhood Character Study, Heritage Study, Activity Centre Strategy and a new Integrated Transport Plan. Community consultation undertaken in relation to housing has also been considered as part of this report.

The background report forms one of three volumes that will comprise the Housing Strategy, as shown in Figure 1. This report identifies the key housing needs and issues which need to be considered and addressed in the housing capacity assessment and the housing strategy.

Figure 1: Structure of the Housing Strategy



PART TWO: HOUSING POLICY

2.0 Housing policy context

Housing is affected by Commonwealth, State and Local policy, with each level of government having different roles and responsibilities in relation to housing (outlined in Table 1 Key roles and policies below). This section identifies the key policies that the housing strategy needs to consider.

Table 1: Key roles and polices

Government Level	Roles and responsibilities	Relevant policies/Initiatives
Commonwealth Government	The Commonwealth Government does not have a direct involvement in housing provision but does have an interest in affordable housing.	• National Affordable Housing Agreement • Commonwealth Rent Assistance
Victorian Government	One of the key roles of the Victorian Government is to provide statutory and strategic guidance about land use planning in Victoria as well as managing public housing.	• Victorian Planning Provisions • State Planning Policy Framework • Plan Melbourne (2017-2050) • New Residential Zones (amended April 2017) • Homes for Victorians: Affordability, access and choice (2017) • Better Apartments Design Standards (2017) • Victorian Integrated Housing Strategy (2010)
Local Government	Plays an important role in land use planning and development. Housing policy is most directly influenced at the local level through the provisions of the local planning scheme. Council also has a role in supporting the facilitation of affordable housing and good housing design where possible.	• Local Planning Policy Framework (incl. MSS and local planning policies and Reference Documents) • Hobsons Bay 2030 Community Vision • Council Plan (2017-21) • Industrial Land Management Strategy (2008) • Activity Centre Strategy (2006) • Neighbourhood Character Study (2002) • Heritage Study (Revised 2006) • Affordable Housing Policy Statement (2016) • Economic Development Strategy (2015-20) • Ageing Well Strategy (2007-17) • Disability, Access and Inclusion Strategy (2013-17) • Community Greenhouse Strategy (2013-30) • Integrated Water Management Plan (2014-19)

2.1 Commonwealth policy

The Commonwealth Government has traditionally played no formal role in land use and development planning. It influences housing predominantly through its control over the national economy. It sets monetary policy, taxation policy, pension benefits, immigration levels and other broad economic policy. The Commonwealth Government's primary role in housing has been via legislation and funding, with responsibility for actual housing provision devolved to the States and Territories.

There were initiatives by the previous government that have since been abolished including the National Rental Affordability Scheme and the National Housing Supply Council. The current key initiatives include the National Affordable Housing Agreement (NAHA) and the Commonwealth Rent Assistance.

The NAHA is a broad-ranging, ongoing housing agreement which commits a significant amount of Commonwealth funding to the states and territories. The agreement provides the overarching framework within which the Commonwealth, states and territories work together to improve affordable housing and homelessness outcomes for Australians.

The Commonwealth Rent Assistance is a non-taxable income supplement paid to eligible people who rent in the private or community housing rental markets (excluding a government housing authority such as housing commission).

2.2 State planning policy

The Housing Strategy for Hobsons Bay must align with State planning policy, including the State Planning Policy Framework (SPPF) and the relevant directions and policies of the Metropolitan Planning Strategy (Plan Melbourne).

2.2 1 State Planning Policy Framework

Land use policies in Victoria are established by the Victorian Government through the *Planning and Environment Act 1987*. The Victorian Government has a direct influence on housing – the policies set at the state level impact on housing supply, location, design outcomes and affordability.

The State Planning Policy Framework which is included in the Hobsons Bay Planning Scheme, seeks to ensure that the objectives of planning in Victoria are fostered through appropriate land use and development planning policies and practices which integrate relevant environmental, social and economic factors in the interests of net community benefit and sustainable development.

The key policy for housing is Clause 16 (Housing) which contains requirements around providing for housing diversity, integrated housing to meet community needs, the provision of supporting infrastructure and access to services and the provision of more affordable housing. It also requires new housing to be planned for long term sustainability.

The other relevant policies include Clause 11 (Settlement), Clause 11.06 (Metropolitan Melbourne) and Clause 15 (Built Form and Heritage).

Clause 11.02 contains objectives on urban growth including planning to accommodate projected population growth over at least a 15 year period and provide clear direction on locations where growth should occur. Clause 11.03 (Activity Centres) identifies the role of activity centres in accommodating a diversity of housing types at higher densities.

Clause 11.06 (Metropolitan Melbourne) enshrines the key objectives of *Plan Melbourne* including policies relating to housing choice, integrated transport and healthy neighbourhoods.

Clause 15.01-6 (Healthy Neighbourhoods) is about achieving neighbourhoods that foster healthy and active living and community wellbeing. This includes

designing neighbourhoods which are accessible to public transport stops, amenities and public spaces.

Clause 18 (Transport) also contains requirements regarding integrating land use and transport including encouraging higher densities near railway stations, public transport interchanges, principal bus routes and key activity centres.

2.2.2 Metropolitan Planning Strategy - Plan Melbourne

Plan Melbourne is the Victorian Government's metropolitan planning strategy, guiding the way the city will grow and change over the next 35 years.

The Melbourne population has grown rapidly in the past decade and by 2051, it is estimated that the city's population could be 7.9 million. This growth will require around 1.6 million additional dwellings. Melbourne's population will also be ageing. To address this demographic trend, the future housing supply will need to take into account the changing needs of households for different types of accommodation over a lifetime.

Plan Melbourne recognises that it is no longer sustainable to accommodate most of the population growth by expanding outwards so focus will be on medium and high density infill development in the existing urban area.

There is a target to locate at least 65 per cent of new housing in established areas of Melbourne and no more than 35 per cent in growth areas. There is also an aspirational target of accommodating 70 per cent of new housing in established areas and 30 per cent in growth areas. The implications of what these targets mean for the subregions are identified below.

The vision for Melbourne is *A global city of opportunity and choice.* Plan Melbourne's vision for the city is guided by nine principles. In terms of the housing strategy, the key principles are:

Principle 5: Living locally-20-minute neighbourhoods

Creating accessible, safe and attractive local areas where people can access most of their everyday needs within a 20-minute walk, cycle or local public transport trip, will make Melbourne healthier and more inclusive.
Due to the specialised and diverse nature of work, many people will still need to travel outside of this 20-minute neighbourhood for their jobs.

Principle 7: Strong and healthy communities

To remain a city of diverse, healthy and inclusive communities, Melbourne needs to ensure its neighbourhoods and suburbs are safe and walkable. Strong communities need affordable, accessible housing; local health, education and community services; access to recreation spaces; and healthy food.

To support those principles, seven outcomes have been set together with policy directions to help achieve those outcomes. In planning for housing, the key directions and policies are in regards to housing choice and healthy neighbourhoods. These are contained in Outcomes Two and Five:

OUTCOME 2: Melbourne provides housing choice in locations close to jobs and services.

In summary, it identifies that new housing needs to be well planned and affordable. It needs to be in the right places, close to jobs and services.[4]

[4] Plan Melbourne (2017-2050) - Summary

To achieve this outcome, there are a number of directions and actions centred around managing the supply and diversity of new housing, delivering housing in better locations and increasing the supply of social and affordable housing.

In relation to affordable housing, Plan Melbourne identifies the increasing homelessness and public housing demand issues with the intention to reform the planning system to facilitate the delivery of more social and affordable housing.

Direction 2.3 contains policies relating to increasing the supply of social and affordable housing[5], however the detail on how this can be achieved is contained in the Victorian Government's affordable housing strategy – Homes for Victorians, discussed in Section 2.2.4.

OUTCOME 5: Melbourne is a city of inclusive, vibrant and healthy neighbourhoods.

The 20-minute neighbourhood concept underpins Outcome Five. Creating neighbourhoods which give residents the ability to live locally – meeting most of their everyday needs within a 20-minute walk, cycle or public transport trip of home.

When planning for new housing, this emphasises the need of locating housing growth to areas within proximity to activity centres and community facilities.

The Housing Strategy needs to deliver Plan Melbourne's objectives. The directions and policies relevant to the housing strategy, are outlined in Appendix A.

Western Subregion

Plan Melbourne identifies six metropolitan subregions. Hobsons Bay is within the Western Subregion along with the municipalities of Brimbank, Maribyrnong, Melton, Moonee Valley and Wyndham.

Plan Melbourne specifies housing requirements for each region up to 2051. It is projected that by 2051, around 385,000 net additional dwellings will be required with 150,000 to 160,000 provided in established areas such as Hobsons Bay[6].

Hobsons Bay is expected to contribute to this total dwelling requirement for the Western Subregion, although there are no housing targets specified for each of the municipalities.

2.2.3 Homes for Victorians: Affordability, access and choice (2017)

Homes for Victorians is the Victorian Government's affordable housing strategy. The overall aim of the document is to make it easier for Victorians for find a home. It introduces a number of new initiatives and reforms to address the state's housing challenges. These initiatives include inclusionary zoning and streamlined decision-making processes for social housing proposals.

Although the Strategy recognises the growing appetite from local councils to apply affordable housing provisions as part of both rezoning and permit applications for major developments, the implementation tools remain voluntary.

The Strategy includes a definition of affordable housing (refer Table 2). It is expected that the planning system will be updated to include this definition[7].

[5] Direction 2.3: Increase the supply of social and affordable housing

[6] Scenario 1: 150,000/Scenario 2: 160,000 net additional dwellings (2015-51), Plan Melbourne (p. 47).

[7] The timing of the release of the state affordable housing policy was unknown at the time of drafting.

Table 2: Affordable Housing definitions (Homes for Victorians)

Terminology	Description
Affordable Housing	Affordable housing is housing that is appropriate for the needs of a range of very low to moderate income households, and priced (whether mortgage repayments or rent) so these households are able to meet their other essential basic living costs.
Public Housing	Housing owned and managed by the Directory of Housing. The Government provides public housing to eligible disadvantaged Victorians including those unemployed, on low incomes, with a risk of disability, with a mental illness or at risk of homelessness.
Community Housing	Housing owned or managed by community housing agencies for low income people, including those eligible for public housing, Community housing agencies are regulated by the Government.
Social Housing	Social housing is an umbrella term that includes both public housing and community housing. Its provision usually involves some degree of subsidy.

2.3 Local planning policy and strategies

The Housing Strategy needs to be drafted in the context of the Local Planning Policy. Hobsons Bay 2030 Community Bay is Council's Municipal Public Health and Wellbeing Plan (MPHWP) and is the overarching plan for Hobsons Bay City Council (refer Figure 2), it sets the community's vision and priorities for improving health and wellbeing over a four year period.

It informs the Council Plan (2017-21) and the Municipal Strategic Statement, which both provide the strategic direction for how the organisation will work over a four year period.

This section outlines the Local Planning Policy considered relevant for the housing strategy.

Figure 2: Hobsons Bay City Council's Planning Framework

2.3.1 Hobsons Bay 2030 Community Vision and Council Plan (2017-21)

There are six priority areas identified in Hobsons Bay 2030 Community Vision and the Council Plan (refer Figure 3). **Priority 1: Visionary, Vibrant and Accountable Urban Planning** is the key area in regards to the Housing Strategy.

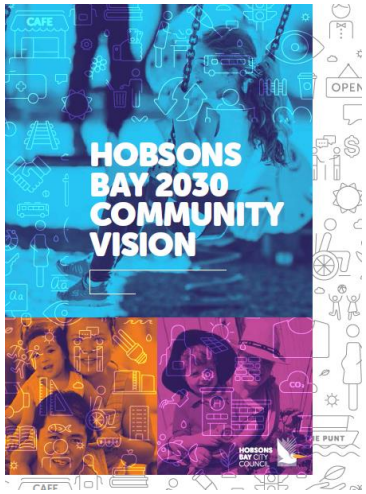
The Council Plan contains four goals, with Goal 3 having the most relevance for preparation of a Housing Strategy for Hobsons Bay:

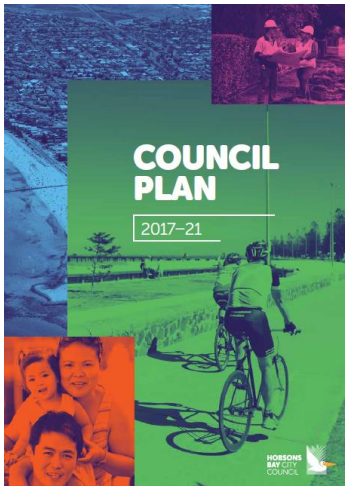
Table 3: Council Plan goals

Goal	Description
1. An inclusive and healthy community	Enhancing the health and quality of life of the community through the equitable provision of quality services and opportunities for greater wellbeing
2. A great place	Ensure Hobsons Bay is a vibrant place to live, work and visit
3. A well designed, maintained and environmentally sustainable place	**Manage future growth and development to ensure it is well designed and accessible whilst protecting our natural and built environments**
4. A Council of excellence	Be a leading and skilled Council that is responsible, innovative and engaging in order to deliver excellence in all we do

The Council Plan is updated every four years, in alignment with Council elections. Given this the goals relevant to the Housing Strategy are also likely to change. However, the key principles of ensuring Council is meeting the current and future resident's needs whilst also ensuring an integrated strategic planning approach is undertaken will remain unchanged.

Figure 3: Council's six Priority Areas





01
PRIORITY 1: VISIONARY, VIBRANT, ACCOUNTABLE URBAN PLANNING

Plan for future growth while being sympathetic to heritage and environment and promoting neighbourhood character and sociability.

The primary considerations are: strategic planning, residential development including high rise, industrial land regeneration and open community spaces.

02
PRIORITY 2: COMMUNITY WELLBEING AND INTER-CONNECTION

We, the Hobsons Bay community, accept and celebrate everyone. We engage all Hobsons Bay residents in order that they can access the community services and activities through various groups, formal and informal (e.g. sport, recreation, the arts, meet ups, cultural, charity, volunteer and service groups).

We are about making services accessible and visible for all (e.g. through multilingual signage, better infrastructure). We are committed to creating a safe community environment.

03
PRIORITY 3: GROWTH THROUGH INNOVATION, ACCESS TO LOCAL JOBS, TECHNOLOGY AND EDUCATION

Make Hobsons Bay a first choice for future-focussed business and investment. Provide local opportunities for people to skill, re-skill or up-skill in preparation for the future employment needs.

Ensure the future workforce has easy and equitable access to primary through to tertiary education, and robust technology infrastructure by advocating to the State Government on behalf of Hobsons Bay.

04
PRIORITY 4: PROACTIVE ENRICHMENT, EXPANSION AND CONSERVATION OF THE NATURAL AND URBAN ENVIRONMENT

Council to be responsive and timely, to promote an active quality of life, beautification, equity, safety and wellbeing.

Provide diverse flora and fauna including integrated green initiatives such as urban access corridors connecting between natural,

05
PRIORITY 5: ACTIVATE SUSTAINABLE PRACTICES

Council leads and supports the community in addressing climate change, water management and greenhouse gas emissions and supports with adequate funding with an eye for innovation, inspiration and collaboration.

06
PRIORITY 6: AN ACCESSIBLE AND CONNECTED COMMUNITY

To improve and increase our existing public transport system through improving roads, rail and shared paths to consider all the needs of the community including people with a disability, families and older people.

Using our waterfront asset as a springboard for innovative connections with water mobility solutions.

The Housing Strategy has been drafted in line with the priorities and goals of the Hobsons Bay 2030 Community Vision and the Council Plan.

Local Planning Policy Framework (LPPF)

Housing policy is most directly influenced at the local level through the provisions of the local planning scheme – the Hobsons Bay Planning Scheme (HBPS). Local land use policies are reflected in the Local Planning Policy Framework (LPPF) of the Hobsons Bay Planning Scheme (HBPS). The LPPF includes the Municipal Strategic Statement (MSS) at Clause 21 and Local Planning Policies at Clause 22.

2.3.2 Municipal Strategic Statement (MSS)

The Municipal Strategic Statement (MSS) sets out the vision for land use planning in the municipality and includes key strategic planning, land use and development objectives as well as the strategies and actions for achieving those objectives. It forms part of the Local Planning Policy Framework (LPPF).

The MSS also provides an opportunity for an integrated approach to planning across all areas of Council's operations. Together with the Community Health and Wellbeing Plan 2013-2017 (CHWP) and the Council Plan 2013-2017, the MSS is one of the Council's three key Strategic Planning Framework documents. It provides for the spatial delivery of the Council's goals.

The MSS for Hobsons Bay is currently being updated and will need to align with the objectives and recommendations of the Housing Strategy.

2.3.3 The Hobsons Bay Planning Scheme

The HBPS contains a number of local planning policies and reference documents relevant to the Housing Strategy, these are provided in Appendix B. The Housing Strategy will be a Reference Document in the HBPS and align with the MSS.

2.3.4 Industrial Land Management Strategy (2008)

The Industrial Land Management Strategy (ILMS) sets out the future directions on how industrial land will be managed and developed in Hobsons Bay. It identifies precincts surplus to industrial uses and potentially suitable for redevelopment, these site are classified as Strategic Redevelopment Areas (SRAs). The ILMS originally identified six SRA that were potentially suitable for a residential land use. Since the ILMS was adopted, some of these sites have now been rezoned, are undergoing a rezoning process, or have been identified as unsuitable for a residential/sensitive land use due to land use constraints which have emerged since preparation of the strategy. The SRAs are a major source of housing supply in the municipality. A map showing the locations of the SRAs is provided in Appendix C.

The ILMS is due to be reviewed and updated to reflect changes to planning policy, the current and future status of the SRAs and Council's economic development strategy.

2.3.5 Neighbourhood Character Study (2002) (under review)

The Neighbourhood Character Study aims to ensure that residential development respects and enhances the future preferred character of the municipality. It describes the key characteristics and the preferred neighbourhood character of each part of the municipality and translates these variations in character into design guidelines which are to be used in formulating and assessing development proposals.

The existing Neighbourhood Character Policy is reflected in Clauses 22.07 to 22.10 of the HBPS. The Neighbourhood Character Study is being reviewed to assist in the implementation of the New Residential Zones. The Neighbourhood Character Study is a key strategic document as it identifies preferred neighbourhood character types and precincts and recommendations on any variations to ResCode standards to be expressed through Schedules to the New Residential Zones.

2.3.6 Heritage Study Revised (2014) (under review)

The Hobsons Bay Heritage Study (revised 2014) amends the 2006 study. The study identifies heritage places and precincts within Hobsons Bay and provides the strategic basis for the application of statutory controls in the HBPS to protect, conserve and manage the municipality's heritage assets. The key statutory controls in the HBPS are the heritage overlay, heritage policies and heritage guidelines.

The study is supported by a set of Guidelines for Infill Development and a set of Guidelines for Alterations and Additions in heritage areas which are incorporated in the Planning Scheme at Clause 81. Both sets of guidelines recognise that good quality and sensitive design in heritage areas of significant importance in retaining the historic character of Hobsons Bay and emphasise the need to design in context and have regard to the site and its surroundings to ensure that new development responds positively to the historic context.

The heritage study identifies a list of contributory and non-contributory dwellings for Hobsons Bay, the study is being revised to remain current and accurate.

2.3.11 Affordable Housing Policy Statement (2016)

The revised Hobsons Bay Affordable Housing Policy Statement was adopted in 2016 to include an updated definition of affordable housing and a range of guiding actions for Council to work towards to support the implementation of affordable housing, including:

- land use planning
- service provision
- establishment of a Housing Trust
- advocacy and leadership
- building the evidence base and community understanding
- partnering to maintain existing public housing

The Affordable Housing Policy Statement is discussed in more detail in Section 7.4.

2.3.7 Activity Centre Strategy (2006) (under review)

The Activity Centre Strategy was prepared in 2006 to provide direction and guidance on the role of activity centres in Hobsons Bay. Since the preparation of this strategy, there have been a number of key changes to planning policy and the role of the activity centres in the municipality. The Activity Centre Strategy is currently under review to reflect these policy changes and the key findings of the housing strategy.

The Activity Centre Strategy Technical Report (June 2016)[8] has identified the important role that Hobsons Bay's activity centres have in accommodating a substantial portion of new residential infill development over the next 20 years.

2.3.8 Economic Development Strategy (2015-20)

The Hobsons Bay Economic Development Strategy outlines the key themes and objectives that will guide Council's work in supporting the short and long term growth of the local economy. The Strategy aligns with Goal 2 of the Community Health and Wellbeing Plan which aims to 'create a well planned, vibrant and sustainable place'. There is an important link between land use planning and economic development, balancing the demand between residential, commercial and industrial land uses across Hobsons Bay.

2.3.9 Ageing Well Strategy (2007-17)

Hobsons Bay has an ageing population which the housing strategy needs to plan for. The Hobsons Bay *Ageing Well Strategy*[9] guides Council's work in service provision, planning and advocacy for its residents over 55 years of age. One of

[8] Prepared by Essential Economics, Hansen Partnership and Martyn Group (June 2016).

[9] Ageing Well Strategy – Live well, Age well in Hobsons Bay (2007-17).

the key strategic areas identified in the strategy is the importance of creating an age friendly municipality where:[10]

> *… older residents are able to live in suitable and affordable housing, move about their community safely and access affordable and flexible services, facilities and physical infrastructure which meets their needs.*

An age friendly community is a place which provides opportunities to enhance quality of life as people age through inclusion and participation. The majority of older people in Hobsons Bay equate ageing well to maintaining their independence for as long as possible; ageing in their own homes, maintaining their community connections and friendships, whilst having appropriate levels of support. The implication of this on housing is that there is a need to ensure that there is access to affordable and suitable housing in the community as residents age.

One of the objectives of the Ageing Well Strategy is to advocate and facilitate affordable housing outcomes which provide suitable options for residents as they age.

2.3.10 Disability, Access and Inclusion Strategy (2013-17)

Around 17 per cent of residents in Hobsons Bay have a disability which the housing strategy needs to consider. Council's Disability Access and Inclusion Strategy sets out the four year plan for improving the life of Hobsons Bay residents with a disability, their families and carers. One of the key directions is to improve accessibility of built (including housing) and natural environment beyond minimal accessibility compliance requirements, through encouraging developers to provide accessible and universally designed homes.[11]

2.3.11 Community Greenhouse Strategy (2013-30)

The Hobsons Bay Community Greenhouse Strategy has been developed to support the reduction of greenhouse gas (GHG) emissions within the municipality.

The strategy outlines a series of emission reduction actions that could assist in achieving its ambitious target of becoming a zero net emissions community by 2030 and outlines the role of carbon offsets. Strategies to achieve these goals include reducing energy use through sustainable design for new buildings, and utilities conservation and efficiency works in existing buildings.

2.3.12 Integrated Water Management Plan (2014-19)

The Hobsons Bay Integrated Water Management Plan is a key strategic document to guide Council's water management activities. One of the priority actions identified is to:

> *reduce nuisance flooding by increasing stormwater harvesting activities and encouraging best practice stormwater management in new developments*

Council plays a prominent role in land use planning and development and is committed to promoting the inclusion of integrated water planning in new developments (planned to be water efficient and use best practice stormwater management).

[10] Ageing Well Strategy (2007-17), p.4.

[11] Disability, Access and Inclusion Strategy (2013-17), Creating Opportunities for All, p.12.

PART THREE: HOBSONS BAY STRATEGIC CONTEXT

3.1 Overview

Hobsons Bay is a coastal municipality located on the northern shore of Port Phillip Bay between seven and 20 kilometres west of Melbourne CBD and is home to 92,761 people (2015). Covering a total area of 66 square kilometres, it shares boundaries with the Cities of Wyndham to the west and Maribyrnong and Brimbank to the north. The municipality is bounded by the Westgate Freeway/Princes Freeway to the north and west and is traversed east-west by the national freight rail line. The area is well located for economic development due to its proximity to Melbourne's Central Business District and access to the ports and airports (refer Figure 4).

Hobsons Bay is home to the vibrant and diverse suburbs of Altona, Altona Meadows, Altona North, Brooklyn, Laverton, Newport (East and West), Seabrook, Seaholme, South Kingsville, Spotswood, Williamstown and Williamstown North. There are diverse characteristics between the communities and suburbs with a distinction between the eastern and western part of the municipality. The eastern part of the municipality is much older and more established than the western part and has many areas of state and local heritage significance. The municipality also has pockets of social disadvantage, particularly the north west region.

The municipality has a number of environmentally significant areas, with over 20 kilometres of beaches and foreshore home to significant coastal wetlands, several creek systems, remnant native grasslands, and important flora and fauna habitats. The coastal features are a draw card for tourists and residents seeking a 'beachside' lifestyle, particularly to the beaches of Williamstown and Altona which are the only beaches on the western side of Melbourne.

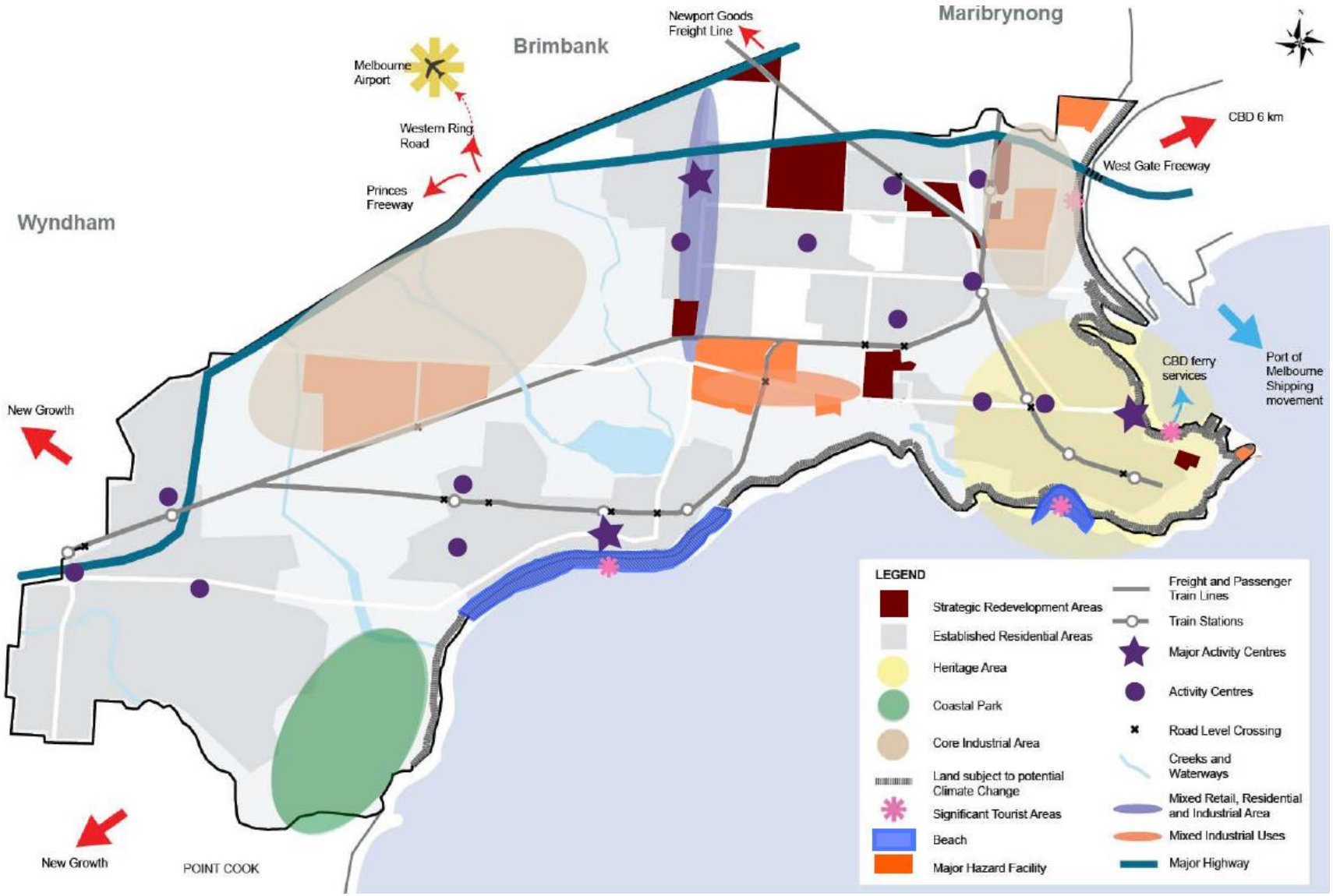
3.1 Diversity of land uses

Hobsons Bay has a diverse mix of residential, industrial and commercially zoned areas. One of the key challenges of land use planning in the municipality is balancing the competing demands of residential, environmental, industrial and employment uses. The municipality is one of the most significant locations for a number of major industries in Victoria and is home to eight of the State's Major Hazard Facilities. There are a number of sites formerly used for industrial purposes that may now be suitable for a residential use. These sites are identified as SRAs in the Industrial Land Management Strategy.[12]

Many areas of the municipality are highly constrained by industry (buffer separation distances), potentially contaminated land, pipeline infrastructure (above and below ground liquid and gas pipelines), rail corridors (passenger and freight), foreshore flooding and various planning overlays. These land use constraints are an important consideration when planning for housing in Hobsons Bay.

[12] Hobsons Bay *Industrial Land Management Strategy (2008).*

Figure 4: Hobsons Bay Strategic Context Map



3.1.1 Land use and economic development

Hobsons Bay is home to a vibrant and diverse business community, characterised by activity centres, industrial precincts of state significant and a growing number of home based businesses. The Hobsons Bay City Council *Economic Development Strategy (2015-20)* identifies important linkages between economic development and relevant strategic and land use planning policies.

Businesses in Hobsons Bay employ approximately 31,107 people, with the top employing industries being manufacturing, transport, postal and warehousing and retail trade. While this number is comparable with the number of employed residents within the municipality (38,369), only 30 percent of local jobs are filled by residents.[13]

Although the local economy is supported by a variety of industry sectors, the majority of economic output has traditionally been generated by high yield manufacturing, particularly from the shipbuilding and motor vehicle industries. However, the manufacturing industry is going through a period of significant change and a national move away from traditional manufacturing.[14] The *Hobsons Bay Industrial Land Management Strategy (2008)* is due for review to ensure that business needs and priorities are reflected in future strategic plans.

In many parts of Hobsons Bay, change in land use requirements is evident. In traditionally working class areas which have undergone or are experiencing gentrification such as Spotswood, Newport, Altona and South Kingsville, new residents move in and demand for both residential and commercial property continues to grow. Suburbs such as Altona North, Brooklyn, Laverton and Williamstown North are also experiencing significant change, with the evolution of the manufacturing industry and growth of other industry sectors resulting in increased diversity of the economic landscape.

Activity centres

There are a variety of activity centres across the municipality ranging from shopping centres, traditional strip shopping and niche retail services. The Activity Centre Strategy Technical Report (June 2016) includes a proposed hierarchy.

There are three activity centres identified as Major Activity Centres and identified as major activity centres in Plan Melbourne, including:

- Altona (Pier Street)
- Williamstown (Douglas Parade/Ferguson Street & Nelson Place)
- Altona North (Altona Gate Shopping Centre)

There are a total of 13 other centres which function as neighbourhood centres (refer to Appendix C) and 20 micro centres in the municipality. Only nine of the activity centres in Hobsons Bay are within a walkable catchment (800m) to a train station although the Altona North Major Activity Centre has a bus interchange.

Activity centres have a key role in accommodating extra dwellings to ensure that residents have access to existing services and facilities. It is expected that the types of residential development occurring in activity centres will be medium to higher density formats. The Activity Centre Strategy Technical Report estimates that around one third of the new dwellings required in Hobsons Bay by 2036 are likely to be units or apartments, and a large share of these could be located in activity centres, depending on the availability of suitable sites.

Tourism

Hobsons Bay also has a vibrant tourism industry. With its bayside location and access to the beaches in western Melbourne (at Altona and Williamstown), the foreshore is a draw card for seasonal visitors. There is also a tourist ferry which

[13] Hobsons Bay City Council Economic Development Strategy (2015-20).

[14] *ibid, p.14.*

operates from Nelson Place pier in Williamstown offering leisurely return trips directly to Southbank in the City.

A major tourist destination in Hobsons Bay is the Museum Victoria's Scienceworks located in Spotswood since 1992, attracting more than 450,000 visitors to Spotswood each year.[15] Emerging regional attractions include the Substation in Newport and Seaworks in Williamstown which holds various community events, shows and festivals.

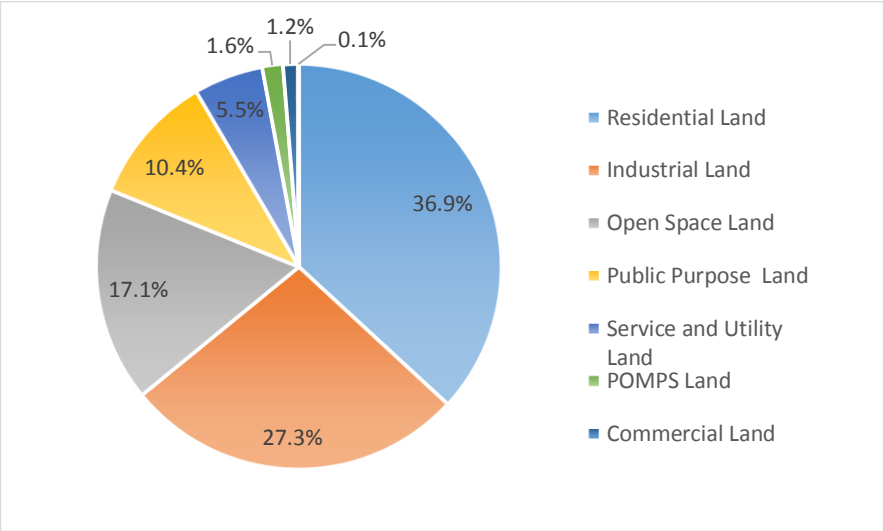
Other attractions in the municipality include the Newport Railway Museum and the Altona Miniature Railway in Newport.

3.2 Hobsons Bay Planning Zones

Around 36 per cent of the total land use in Hobsons Bay is zoned for residential purposes. The second largest land use in the municipality is industrially zoned (almost 30 per cent). Refer to Figure 5.

The third biggest land use in Hobsons Bay is open space which accounts for around 17 per cent (which includes the Public Park and Recreation Zone, the Public Conservation and Resource Zone and the Urban Floodway Zone). However, the amount of unencumbered open space is 7.9 per cent which is in line with the average amount in other middle ring municipalities of 7.1 per cent.

Figure 5: Planning zones in Hobsons Bay (2016)



3.2.1 Residential Zones

The current zones which allow for housing in Hobsons Bay are provided in Table 4.

Table 4: Amount of land suitable for residential use (June 2016)

Zone	Amount Ha	%
General Residential Zone (GRZ)	2,077	96.3
Commercial 1 Zone (C1Z)	62	2.9
Mixed Use Zone (MUZ)	12	0.6
Comprehensive Development Zone (CDZ)	5	0.2
Total	2,156	100

[15] *ibid, p. 10.*

3.3 Land use constraints

Hobsons Bay is affected by a number of land use and environmental constraints (including planning overlays) which may affect the provision of housing in the municipality. These are summarised in Table 5 and will be addressed in more detail in the housing capacity assessment.

Table 5: Key land use and environmental constraints in Hobsons Bay

Planning Scheme	Industrial	Environmental
Various overlays (including heritage) Single Dwelling Covenants	Major Hazard Facilities (MHF) buffers Industrial land buffer distances Contaminated land Above and below ground gas and oil pipeline infrastructure	Landfill buffers (former and active landfill sites) Foreshore flooding and climate change High water tables (specifically Altona)

3.4 Considerations for the Housing Strategy

Hobsons Bay has a diverse mix of land uses and numerous land use constraints. It is important that planning for residential development balances the competing demands of other land uses including industrial and environmental.

There are many constraints in Hobsons Bay with the major ones being planning for residential development in proximity to MHF[16] and in planning for development in proximity to existing pipeline infrastructure and within the buffers of former landfill sites.

There is no state policy in relation land use planning within MHF buffers and whilst the planning scheme requires that existing high pressure has pipelines be protected by further encroachment by residential development, there is a gap and inconsistency in policies for the individual pipeline operators.

Hobsons Bay has been advocating for guidance and support in these matters to provide more certainty for the community about future development in these areas. It is recommended that Council continues to advocate on these important matters to provide more certainty on land use development in the municipality.

The known land use constraints in the municipality need to be considered as part of the housing capacity assessment to help determine potential housing supply. Furthermore, recommendations in the housing strategy need to acknowledge these constraints and be guided by appropriate policy and strategic justification to determine a preferred future outcome for residential development.

[16] An Advisory Committee was appointed by the Minister for Planning in 2016 to provide advice on the way land use around MHF are managed. The advisory committee's recommendations may have changes to the way MHF are considered in the planning scheme although the report has not yet been released.

PART FOUR: RESIDENT PROFILE

4.0 Resident Profile

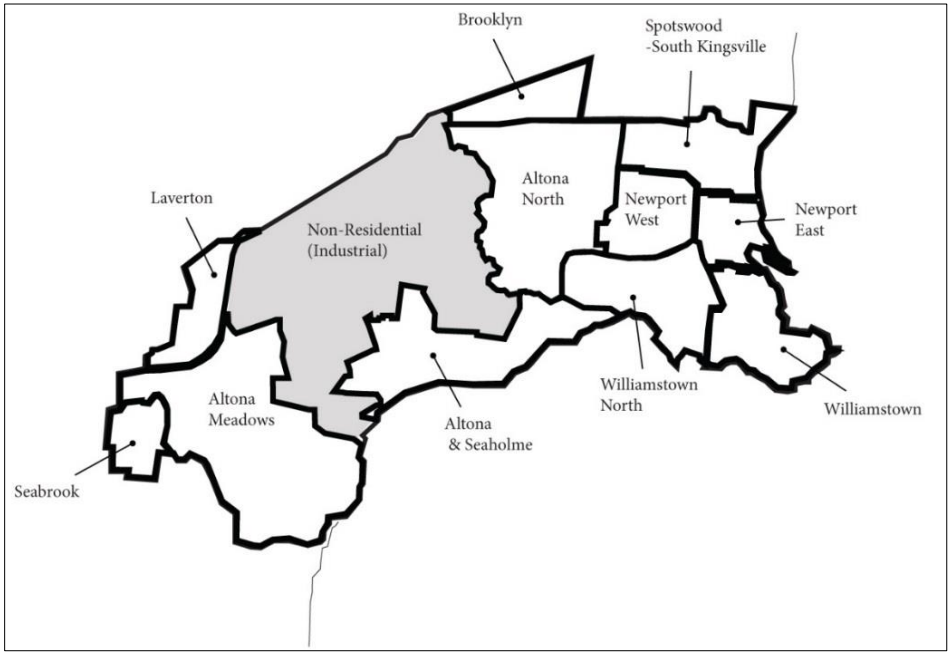
An understanding of the resident profile is an important part of the Housing Strategy. Understanding what population we currently have in Hobsons Bay, the age structure, household types and how this is likely to change in the future helps to plan for future housing provision.

This section includes analysis of key information which helps to provide a snapshot of the community, including:

- population
- migration
- place of birth
- age structure
- households
- average household size
- SEIFA Index
- housing tenure
- household income
- housing affordability
- car ownership

The data used to analyse this information is obtained from .id profile and forecasts which is based on ABS Census data (2011)[17]. Analysis is based on the small areas census data for 11 suburbs as shown in Figure 6.

Figure 6: Hobsons Bay suburbs



[17] Data for the timeframe 2015 to 2035 was used at the time of drafting.

4.1 Population

4.1.1 What is the population of Hobsons Bay?

At the last Census in 2011, the population of Hobsons Bay was estimated to be 87,395, representing a growth rate of 0.8 per cent over the previous five years. This compares to 2.1 per cent for the Melbourne GCCSA.[18]

By 2015, the population of Hobsons Bay had grown to around 92,761.[19] Growth rates are relatively consistent over this time period with only a minor peak in the period 2017-22 when several SRAs are assumed to be developed.

Population growth has generally been below the metropolitan average and this trend is predicted to continue.

4.1.2 How is the population distributed?

The population of Hobsons Bay is distributed across 11 suburbs. However, the population is not evenly distributed across the municipality, Altona Meadows has the greatest population (19,166 people) and Brooklyn having the smallest population (1,810 people) (refer to Figure 7 and Table 6).

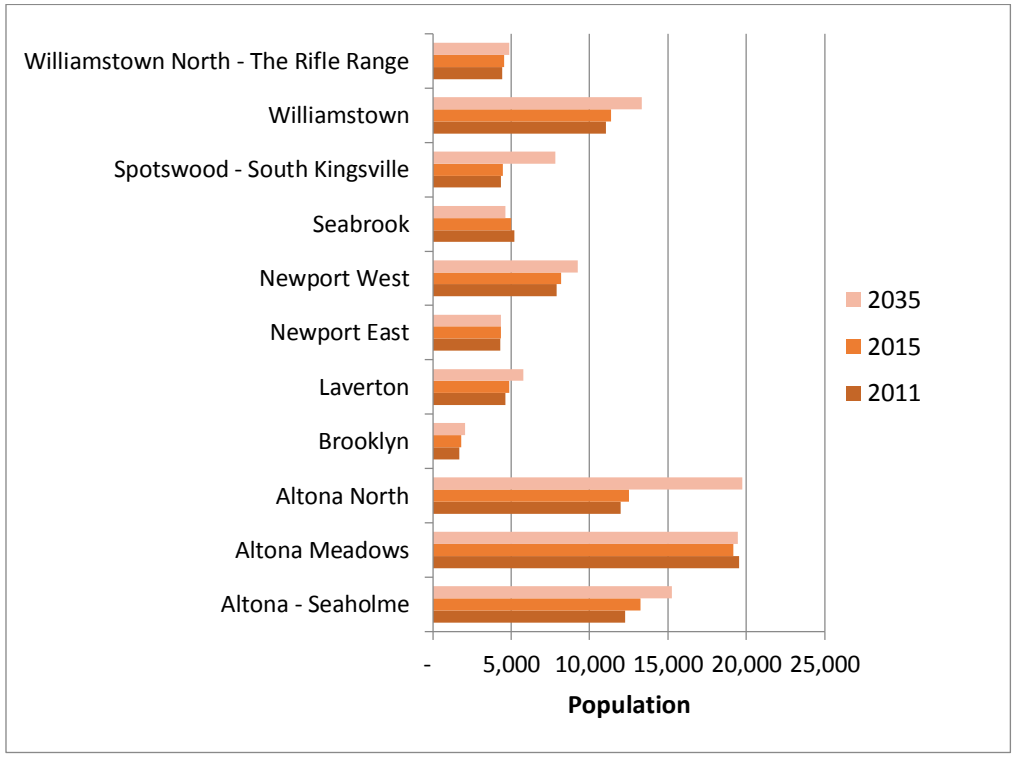
Around half of all residents (44,939) live in just three suburbs of Altona Meadows, Altona-Seaholme and Altona North.

4.1.3 How is the population changing?

The growth rate of Hobsons Bay has changed little since 2001 and reflects its role as an established suburban area within the greater Melbourne metropolitan region. Aside from remnant parcels in Altona Meadows[20], the supply of greenfield land has largely been exhausted. Therefore, additions to the dwelling stock can only occur through redevelopment of key strategic sites and small scale infill development. In many parts of the municipality, population change reflects changes to household composition in the existing stock.

The population is forecast to increase over the next 20 years by around **17,000 people** (refer Table 6).

Figure 7: Population changes in each suburb (2015-35)



Source: Forecast .id (2014)

[18] Greater Capital City Statistical Area – a new spatial unit defined in the 2011 Australian Statistical Geography Standard for the State capital cities.

[19] Source: profile.id (2015) Estimated Resident Population (ERP).

[20] Golf club land.

Table 6: Hobsons Bay Population Forecast (2015-35)

Area	Population (No.)			Change (2015-35)	
	2011	2015*	2035	No.	%
Hobsons Bay City Council	**87,391**	**89,621**	**106,626**	**17,005**	**19.0**
Altona-Seaholme	12,260	13,245	15,261	2,016	15.2
Altona Meadows	19,565	19,166	19,463	297	1.5
Altona North	11,975	12,528	19,766	7,238	57.8
Brooklyn	1,705	1,810	2,046	236	13.0
Laverton	4,637	4,876	5,798	922	18.9
Newport East	4,324	4,360	4,345	-15	-0.3
Newport West	7,900	8,209	9,256	1,047	12.8
Seabrook	5,219	5,016	4,650	-366	-7.3
Spotswood-South Kingsville	4,337	4,489	7,824	3,335	74.3
Williamstown	11,037	11,377	13,323	1,946	17.1
Williamstown North	4,432	4,544	4,893	349	7.7

Source: Forecast .id (2014)

**The 2015 forecast population data for Hobsons Bay obtained from forecast.id is slightly lower than that referenced as the official population figure as the forecast data is not based on the Estimated Resident Population (ERP).*

4.1.4 Population changes in the suburbs

The forecasted population changes are not consistent across the suburbs as shown in Table 6 and Figure 7. All suburbs will experience growth over the next 20 years with the exception of Seabrook (population decrease from 5,016 in 2015 to 4,650 in 2035 expected) and Newport East (from 4,360 in 2015 to 4,345 in 2035).

Table 6 outlines the expected population changes over the next 20 years as changes in the total number of residents and as a percentage change. It is important to understand the changes on both levels as the numbers show the actual increase/decrease in the population but the percentage value shows the significance of these population changes at the suburb level.

The suburbs expected to experience the greatest population growth (in numbers) are:

- Altona North (+7,238 persons)
- Spotswood-South Kingsville (+3,335 persons)
- Altona-Seaholme (+2,016 persons)

The expected population growth in Altona North and Spotswood-South Kingsville is due to the location of large Strategic Redevelopment Areas (brownfield sites) identified as potentially suitable for residential development.

The suburbs expected to experience the greatest percentage increases are:

- Spotswood-South Kingsville (+74.3%)
- Altona North (+57.8%)
- Laverton (+18.9%)

Whilst the expected additional number of people in Laverton is only around 46 people per annum over the next 20 years, this actually represents a 19 per cent increase from 2015 to 2035.

4.2 Migration

4.2.1 Who is leaving and who is arriving?

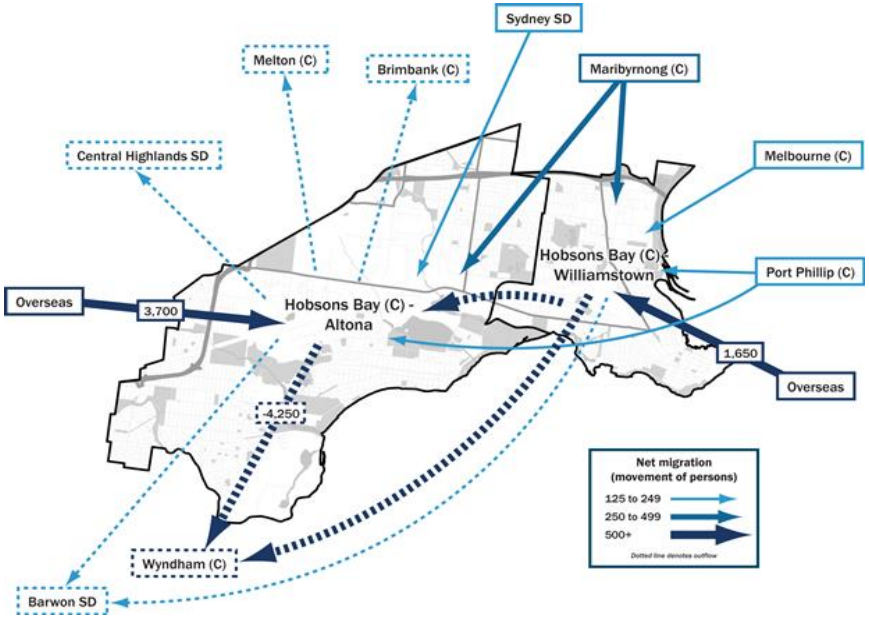
Migration to Australia and between areas is one of the most volatile components of population change, as it varies considerably over time and space. An examination of migration patterns is critical to understanding how populations grow and change. Characteristics of migration in Australian cities include:

- a high proportion of local moves (i.e. within the same suburb or municipality)

- the dominance of outward moves in a sectoral direction (i.e. from inner west to outer west)
- strong links between life cycle events and age. Young adults (i.e. 18-34 year olds), are the most mobile age group. Thereafter migration tends to decline with age, although there is a slight increase in the oldest age groups which is probably related to health issues

Figure 8 shows the major migration flows to and from Hobsons Bay City Council between 2006 and 2011.

Figure 8: Major net migration flows, SLAs in Hobsons Bay City Council (2006-11)



Source: ABS, Census of Population and Housing (2011)

Sectoral outward movement is evident from the net outflow to Wyndham in particular, and also within the municipality (from Hobsons Bay – Williamstown to Hobsons Bay – Altona). The neighbouring municipality of Maribyrnong featured prominently in the net inflows.

The net outflow to Wyndham was one of the largest recorded in Melbourne between 2006 and 2011 and is strongly influenced by the number of greenfield estates in Point Cook and Wyndham Vale, which are attractive to young families seeking affordable home owning opportunities. Point Cook also abuts the western boundary of Hobsons Bay, so some of these moves are local in nature. A local move essentially enables people to retain ties with their local community, and this can be important for families with children attending local schools.

Interestingly, there were significant net inflows from municipalities in the inner east and south east – in this case the Cities of Melbourne and Port Phillip – into the eastern part of the municipality. This is a relatively recent trend that reflects relatively affordable housing stock, compared to housing stock in the eastern region, in the Williamstown/Newport corridor that is highly accessible to the CBD. Its outcome has been a gradual gentrification and refurbishment of the housing stock in suburbs such as Newport and Spotswood.

Migration from overseas was also very strong, particularly into the west of the municipality.[21]

4.3 Place of birth

Hobsons Bay is a culturally diverse municipality. According to the 2011 Census, Hobsons Bay has 25,840 residents (31 per cent) who were born overseas, an increase of 2,180 residents since 2006. The most common birthplace was the United Kingdom, closely followed by India and Italy (refer Figure 9).

[21] However, Census figures relating to overseas migration are not net inflows, rather they are the total inflow. This is because the Census is only applicable to people who are in the country on Census night, and therefore those who have left the country are not included in the statistics.

The top 10 places of birth in Hobsons Bay represent two distinct waves of migration – Post WWII European migration and more recent Asian migration. Many of the European migrant communities experienced a decrease between 2006 and 2011 as many aged and moved out of the area or died. Small but emerging communities included the Karen and Nepalese community.

Speaking a language other than English at home is quite common in Hobsons Bay. The dominant languages were Arabic, Italian and Greek. Interestingly, the proportion of population speaking these languages at home was higher than the proportion born in countries where these languages are native. This suggests that there is some language continuity between generations.

4.3.1 Dominant groups

Analysis of the country of birth of the population in Hobsons Bay City in 2011 compared to Greater Melbourne shows that there was a slightly smaller proportion of people born overseas, as well as a slightly smaller proportion of people from a non-English speaking background.

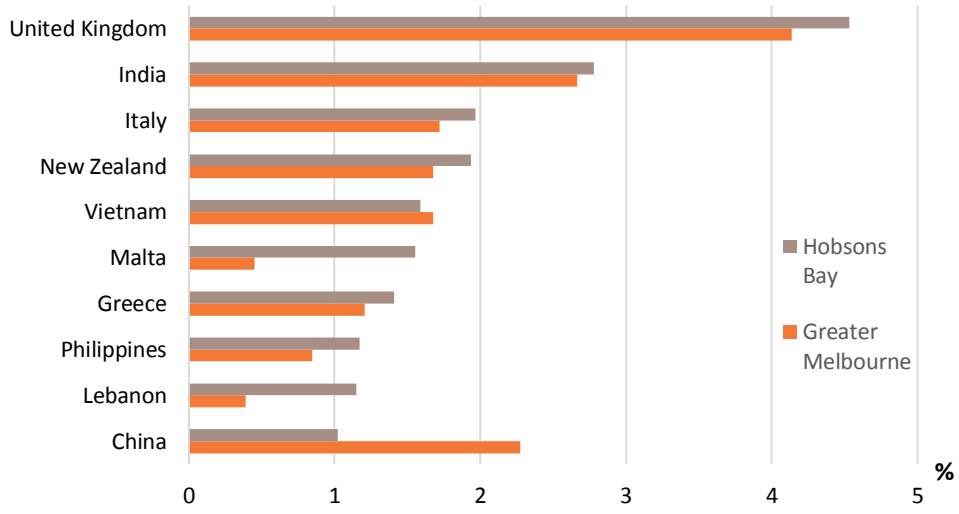
Overall, 30.8 per cent of the population was born overseas, and 23.1 per cent were from a non-English speaking background, compared with 31.4 per cent and 24.2 per cent respectively for Greater Melbourne.

The largest non-English speaking country of birth in Hobsons Bay City was India, where 2.8 per cent of the population (2,333 people) were born.

The major differences between the countries of birth of the population in Hobsons Bay City and Greater Melbourne were:

- a larger percentage of people born in Malta (1.6 per cent compared to 0.5 per cent)
- a larger percentage of people born in Lebanon (1.2 per cent compared to 0.4 per cent)
- a smaller percentage of people born in China (1.0 per cent compared to 2.3 per cent)

Figure 9: Place of birth (2011)



Source: ABS, Census of Population and Housing (2011)

4.3.2 Emerging groups

Between 2006 and 2011, Hobsons Bay had almost 5,400 people arrive during this period, increasing the number of people born overseas by 2,180 or 9.2 per cent, and the number of people from a non-English speaking background increased by 1,964 or 11.3 per cent.

The largest changes in birthplace countries of the population in this area between 2006 and 2011 were for those born in:

- India (+1,639 persons)

- China (+313 persons)
- Italy (-200 persons)
- Myanmar (+190 persons)

A large number of these recently arrived residents settled in the Laverton area. Recently arrived residents in Hobsons Bay are considerably younger than the population of Hobsons Bay as a whole. Most of those who arrived were aged between 25 and 34 years.

Hobsons Bay attracted a slightly different profile of recently arrived residents than the Melbourne average. Much larger proportions of Indian, Karen and Lebanese arrivals settled in Hobsons Bay. This may be driven by the fact that there were already small, established communities from these countries in the area.

Many recently arrived people are well educated, particularly skilled migrants. Around 36 per cent of recently arrived residents had a Bachelor degree or higher. Many are also studying here in Australia, either at TAFE or university. Despite this level of education, fewer recent arrivals are working full time than the Hobsons Bay population as a whole. Part time work is most common amongst recent arrivals. Even though recently arrived people in Hobsons Bay are less likely to be in full time employment, their incomes are slightly higher than the average for the area.

The educational and employment experiences of humanitarian migrants, however, are quite different. Less than half of this group have more than six years of formal schooling and almost 90 per cent have low or no English proficiency.[22] These educational and language barriers make it very difficult for these groups to access local education and employment opportunities, particularly in the first few years after arrival.

The majority of recent migrants rent in Hobsons Bay in separate dwellings or medium density housing. For instance, more than three-quarters of Indian-born residents are renting in Hobsons Bay.[23] Conversely, very large proportions of many established culturally and linguistically diverse (CALD) communities either own or are purchasing a house, including people born in Malta (94 per cent), Greece (94 per cent) and Italy (93 per cent).[24]

Hobsons Bay's existing CALD communities are ageing, whilst the municipality is also welcoming newly arrived residents from different parts of the world. Priority issues that Council has identified in addition to housing include employment and education, language barriers, transport, access to facilities and aged care (for more existing CALD communities).[25]

4.4 Disability and need for assistance

4.4.1 Residents with a disability

In the 2011 Census, around 17 per cent of residents in Hobsons Bay were recorded as having a disability[26] defined as:

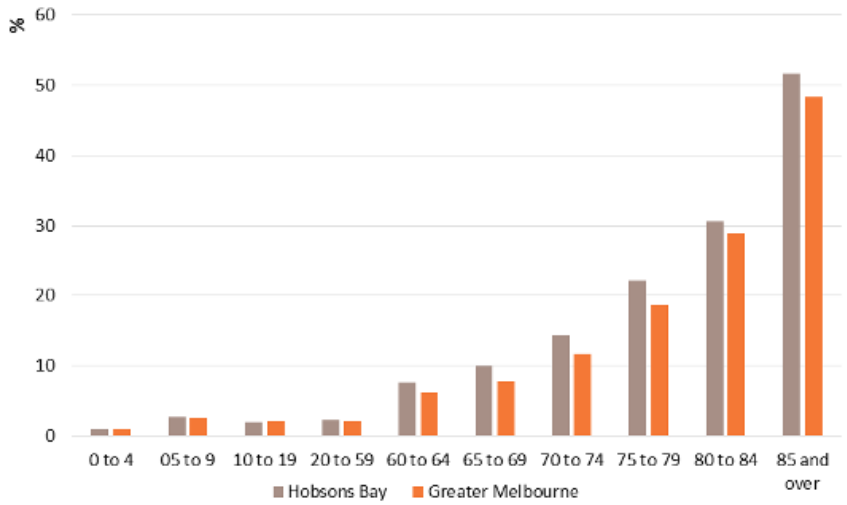
> *Any limitation, restriction or impairment, which has lasted, or is likely to last, for at least six months and restricts everyday activities.*

In 2011, 5.2 per cent (4,382 residents) of the Hobsons Bay population self-reported a need for assistance due to disability or serious illness (refer Figure

[22] Department of Immigration and Border Protection data.
[23] ABS, Census 2011.
[24] *ibid.*
[25] Hobsons Bay Multicultural Policy (2016-20).
[26] Survey of Disability, Ageing and Carers, ABS Census (2011).

10). This rate is slightly higher than the Greater Melbourne average of 4.5 per cent.

Figure 10: Need for assistance, Hobsons Bay (2011)



Source: ABS, Census of Population and Housing (2011)

The majority of the need for assistance is due to old age, with most of those needing assistance being aged over 65 years. In the 80-84 year old age group, 30.6 per cent needed assistance, and by age 85 this rose to 51.7 per cent. The relationship between age and a need for assistance is quite strong, so as the population of Hobsons Bay continues to age, the number of those needing assistance is also expected to increase.

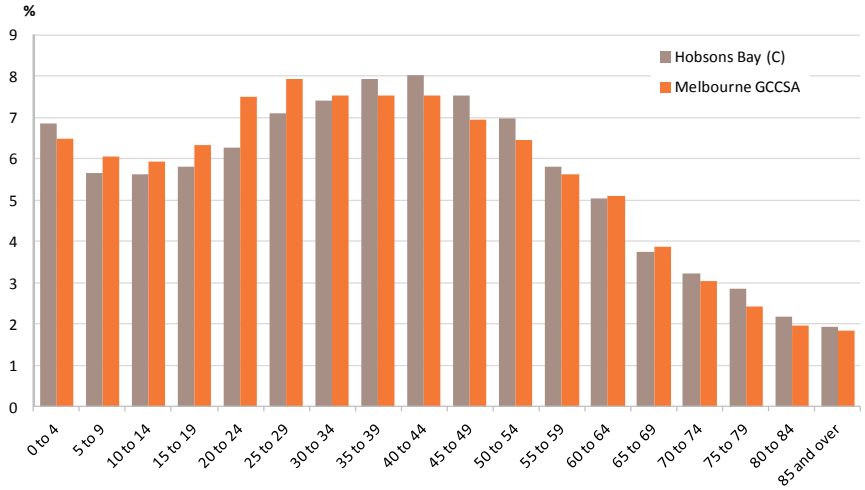
In terms of housing, an increase in disability and need for assistance creates more demand for housing which is designed using the principles of universal design, enabling residents to age in place and for aged care facilities.

4.4 Age structure

4.4.1 What is the age structure?

In 2011, the age structure of Hobsons Bay was largely similar to that of the Melbourne GCCSA (see Figure 11). Hobsons Bay has larger proportions of older adults (35-59 years) and also of pre-school aged children (0-4 years). In contrast, the proportion of young adults (20-29 years) is much lower in Hobsons Bay, particularly for the cohort 20-24 years (6.3 per cent in Hobsons Bay, 7.5 per cent in Melbourne GCCSA). Hobsons Bay also has slightly lower proportions of school aged children and teenagers (5-19 years).

Figure 11: Age structure, Hobsons Bay and Melbourne GCCSA (2011)

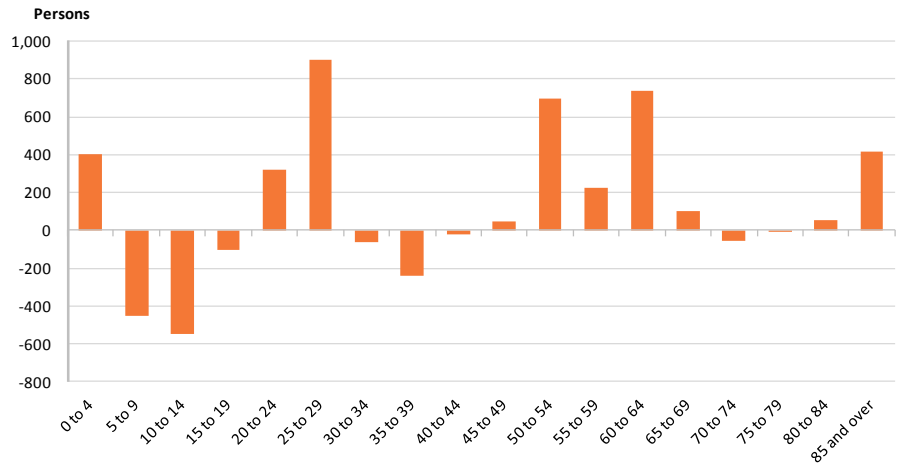


Source: ABS, Census of Population and Housing (2011). Data based on place of usual residence.

4.4.2 How has the age structure changed?

Between 2006 and 2011, there were some significant changes to the age structure of Hobsons Bay (refer to Figure 12) In common with many parts of Australia, there were significant increases in the number of frail elderly persons (85 years and over) as well as older baby boomers (50-64 years). However, the age cohort which recorded the highest increase was 25-29 year olds, this is interesting given that in Hobsons Bay this cohort comprised a much lower proportion of persons compared to the Melbourne GCCSA. The suburbs with the highest proportion of 25-29 year olds are Altona Meadows, Altona North, Altona-Seaholme and Laverton.

Figure 12: Change in age structure (2006-11)



Source: ABS, Census of Population and Housing (2006 and 2011). Data based on place of usual residence.

Hobsons Bay recorded a sharp decline in the proportion of school aged children (5-14 year olds), but an increase in 0-4 year olds. The latter is related to increased fertility and higher birth numbers across Australia. The decline in 5-14 year olds reflects slower growth in recent years compared to the late 1990s when greenfield sites were still being developed in Altona Meadows and there was high in-migration of families.

Overall, these changes in the age structure indicate that, despite modest growth rates, there is significant churn in the population of Hobsons Bay. This is characteristic of established suburban areas that have developed over many decades but it also reflects its location within the greater Melbourne metropolitan area.

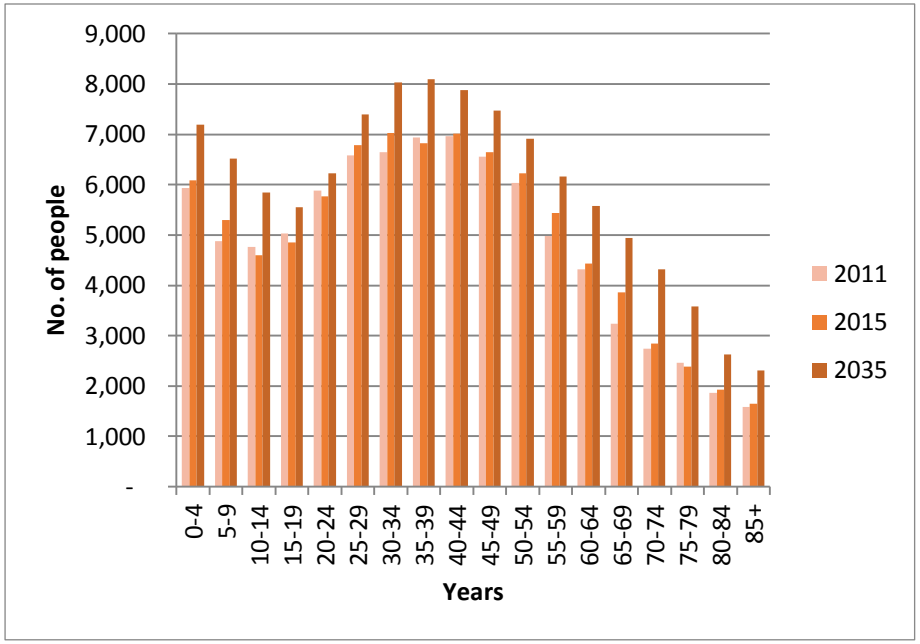
Suburb life cycles can be at different stages across the municipality and therefore respond to different housing and demographic drivers. In other words, while some parts of Hobsons Bay are ageing and are ripe for suburban regeneration, other parts have undergone, or are going through a process of gentrification based on their relative proximity to the CBD. Because housing needs change depending on age, it creates challenges for service provision and policy formulation, but also highlights the importance of fine grained spatial analysis to determine the different population drivers across Hobsons Bay City.

The age structure is different across each suburb (refer to Appendix D).

4.4.3 How will the age structure change in the future?

An examination of future changes in the age structure is important for service planning (planning for community services and infrastructure), as many are age dependent, for example, childcare, schools, aged care etc. The forecast age structure for Hobsons Bay for the period 2011, 2015 and 2035 is shown in Figure 13.

Figure 13: Hobsons Bay Age Structure (2011, 2015, 2035)

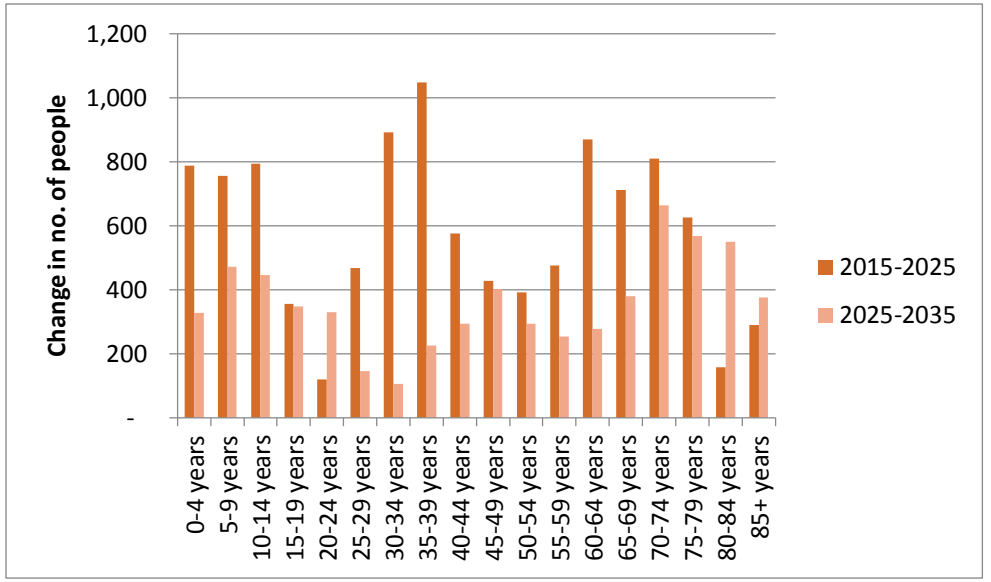


Source: Forecast .id (2014)

Growth is assumed to occur in all age cohorts, with slightly more growth forecast for family age groups (30-39 year olds and 0-14 year olds) and retirees/elderly persons (55-79 year olds). This is more apparent in Figure 14, which shows the forecast change in age structure. This largely reflects an ageing in place process with minimal net migration, but it also shows the movement of the large baby boomer cohort into the upper ends of the age spectrum.

There is also some growth of families with children aged 0-14 years, reflecting increases in the fertility rate as well as suburban regeneration. These concurrent processes are typical of diverse areas undergoing suburban regeneration or that have developed over longer periods of time.

Figure 14: Forecasted change in age structure Hobsons Bay (2015-25 and 2025-35)



Source: Forecast .id (2014)

Ageing Population

Hobsons Bay has an ageing population which needs to be considered when planning for housing. It is estimated that the number of residents aged 65 years and over will be 50 per cent higher in 2035 compared to 2011. There will also be a 46 per cent increase in the number of frail elderly persons (aged 85 years and over).

Figure 15 shows the number of residents aged 65 years and over by suburb. The suburb with the largest population of residents in this age group in 2011 was Altona North (2,725 persons). Over the next 20 years, the largest increase in residents is forecast to be in Altona Meadows which is expected to experience

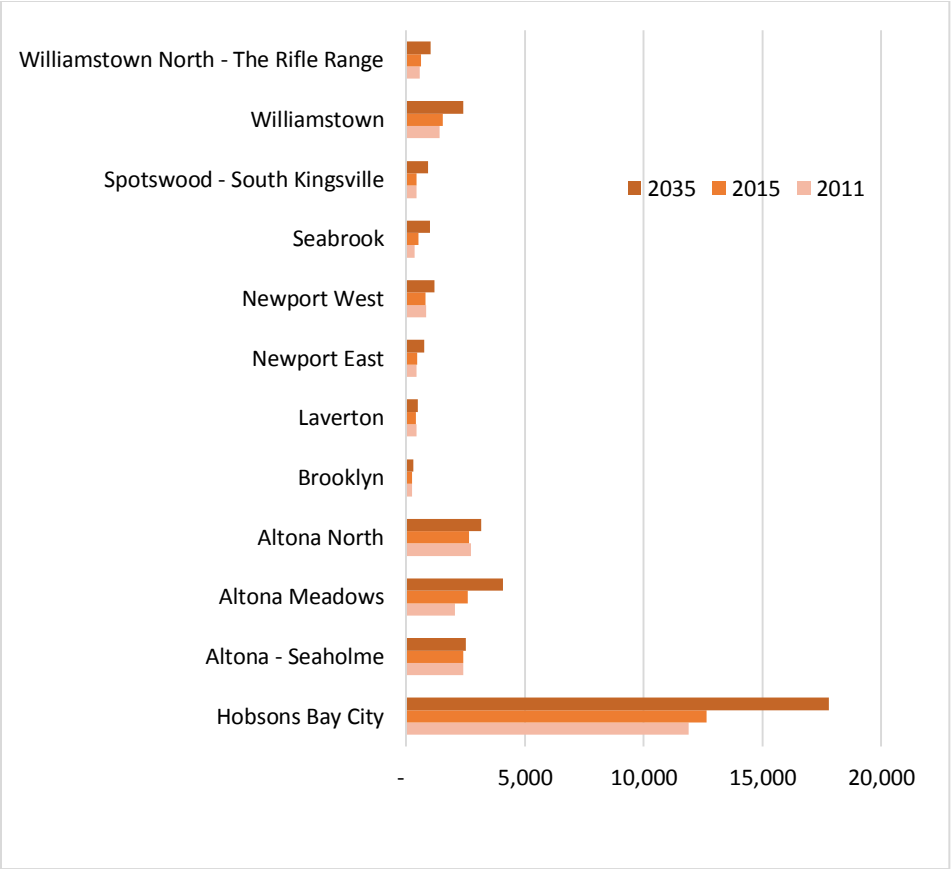
nearly a 100 per cent increase compared to 2011 (4,082 persons in 2035 compared to 2,054 in 2011).

Other suburbs which are forecast to experience a significant increase in the 65 years and over age group by percentage change include:

- Seabrook (+176 per cent)
- Spotswood-South Kingsville (+114 per cent)
- Williamstown North (+82 per cent)

The incidence of disability increases with age. An estimated 8,335 (42 per cent) of residents aged 55 years and over have a disability.[27] In 2011, the number of people aged 55 years and over was 21,192 people (nearly one quarter of total population), this is forecast to increase by almost 40 per cent in 2035 (to 29,532 persons). An increase in residents with a disability will impact on the types of housing required to meet resident's needs.

Figure 15: No. residents aged 65 years and over (2011, 2015 and 2035)



Source: Forecast.id (2014)

[27] Research Summary – The Ageing Population in Hobsons Bay (Source: ABS 2010).

4.5 Households

4.5.1 Current households and household type

In 2011, there were 33,847 households in Hobsons Bay. The total number of households in 2015 has increased to around 34,932 (3.2% increase).

Analysing and understanding how households are changing is important as it has a bearing on demand for housing types and community services/facilities. Household types have been considered under six categories:

1) couples with children
2) single parent families
3) couples without children
4) lone person households
5) group households
6) other households

Household types can be identified as dominant and emerging. Dominant household types is the category with the highest share of households at the 2011 Census, while an emerging household is that with the highest increase in absolute numbers between 2001 and 2011.

In 2011, the dominant household type in Hobsons Bay was couples with children, totalling around one-third of the total (Table 7)[28]. Couples without children and lone person households each comprised about one-quarter of the total. These remain the dominant groups in 2015. Emerging types are identified in Section 4.5.4.

Table 7: Hobsons Bay household types (2011, 2015 and 2035)

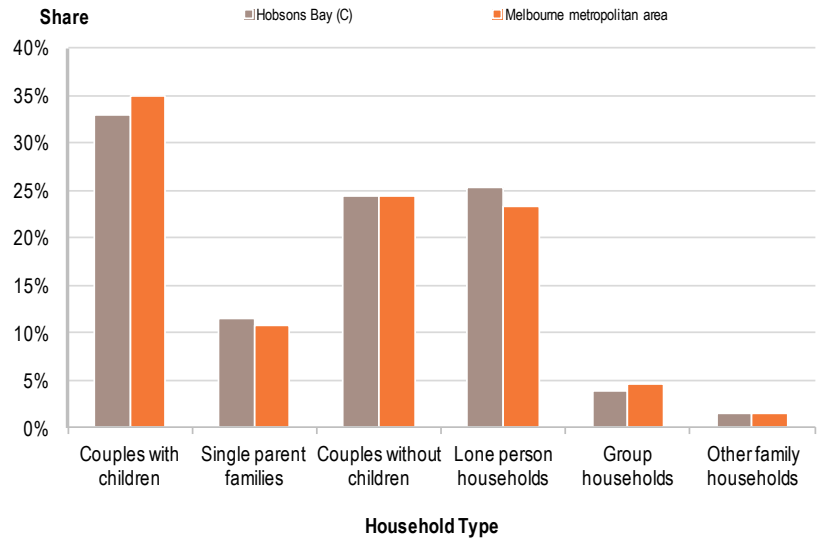
Household Type	2011		2015		2035	
	No.	%	No.	%	No.	%
Couples with children	11,006	32.5	11,236	32.2	12,866	30.6
Single parent families	3,678	10.9	3,729	10.7	4,241	10.1
Couples without children	8,320	24.6	8,753	25.1	10,984	26.1
Lone person households	8,599	25.4	8,909	25.5	11,247	26.8
Group households	1,374	4.1	1,407	4.0	1,549	3.7
Other family households	869	2.6	899	2.6	1,140	2.7
Total households	**33,847**	**100**	**34,932**	**100**	**42,027**	**100**

Source: Forecast .id (2014)

Hobsons Bay has a housing profile that is very similar to the wider metropolitan Melbourne area (refer Figure 16), possibly because the municipality encompasses a range of housing styles and eras. The Melbourne metropolitan area had a higher proportion of couples with children (35.0 per cent), but a lower proportion of lone person households (23.4 per cent).

[28] Note: Households are treated differently in the Census of Population and Housing and forecast.id, and therefore the numbers are not directly comparable. The Census is a count of households, whereas forecast.id is based on the Estimated Resident Population (ERP), therefore the household numbers are adjusted to match the ERP rather than the Census count. Therefore, the numbers presented in Table 7 and Figure 16 should be treated separately.

Figure 16: Share of household types, Hobsons Bay and Melbourne (2011)



Source: ABS, Census of Population and Housing (2011)

4.5.2 How have households changed?

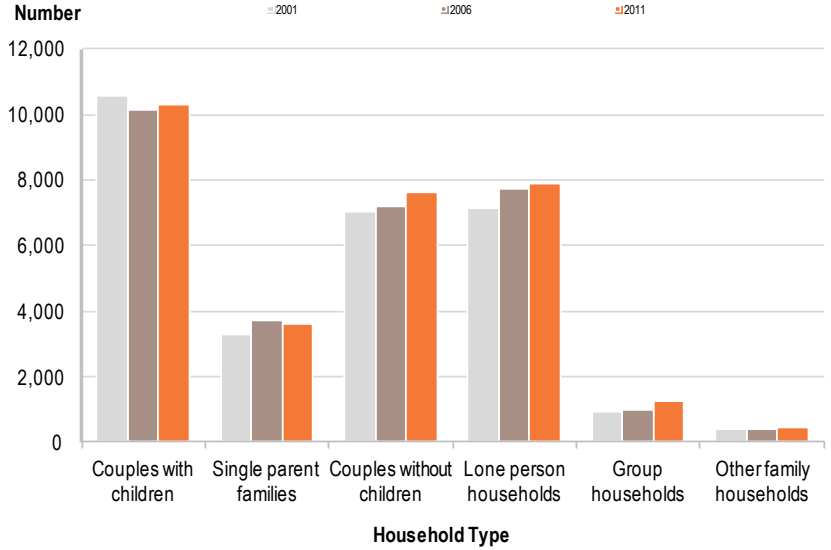
Figure 17 shows the change in household types over the period 2001 to 2011. The number of couples with children households has remained relatively steady since 2001, but the proportion has declined from 36.8 per cent in 2001 to 33.1 per cent in 2011.

Couples without children and lone person households have increased since 2001. Lone person households increased from 7,177 in 2001 to 7,902 in 2011 (10.1 per cent), while couples without children increased from 7,040 to 7,633 over the same time period (8.4 per cent).

The decline in couples with children households and contrasting increase in couples without children and lone person households is typical of established suburban areas, particularly where there has been development over several decades. In the case of Hobsons Bay, some suburbs in the west underwent their main period of development as recently as the 1980s and early 1990s. The young families that initially moved here are now much older and, as the children mature and move away to form their own households, these original households then become households comprising couples without children and lone persons.

Although ageing of the population is characteristic of Hobsons Bay, it should also be considered that couples without children can also consist of younger couples yet to have children, and that lone person households, though they are concentrated in older age groups, do occur at all ages.

Figure 17: Household types, Hobsons Bay (2001-11)



Source: ABS, Census of Population and Housing (2001 and 2011)

4.5.3 How are households changing?

The most prevalent household types in Australian cities are typically families – couples with children and single parent households. However, social and demographic changes have combined to change the housing mix.

In many areas, family households are declining in number, while smaller households (couples without children and lone person households) are increasing. From a housing perspective, the result is lower average household size i.e. fewer people per dwelling. It is important to recognise that declining household size tends to increase the demand for dwellings, even if the population is stable or growing slowly.

This trend is evident in Hobsons Bay – the average household size in 2011 was 2.53 persons, compared to 2.61 in 2001 and 2.82 in 1991 (discussed further in Section 4.6).

4.5.4 Emerging Households

Emerging households are those that are increasing in number. They provide some insights into the types of community services that may be needed in future. Service providers, policy makers and the housing industry understand the different housing consumption patterns and servicing needs of 'young' and 'old' lone person households; similarly, couples with young children households are likely to have quite different needs to empty nester households. Analysis is presented for key emerging households using the groupings in Table 8[29].

Table 8: Emerging households

Children status	Young households	Middle-aged or maturing households	Older households
No children at home	Adults aged 15-44	Adults aged 45-64	Adults aged 65 and over
Children at home	Only children under 15	Children of mixed ages	Only children over 15

Due to the significant number of household types when combined with the age of the household, information is presented for the larger (family) household types separately to the smaller household types.

Larger (family) households

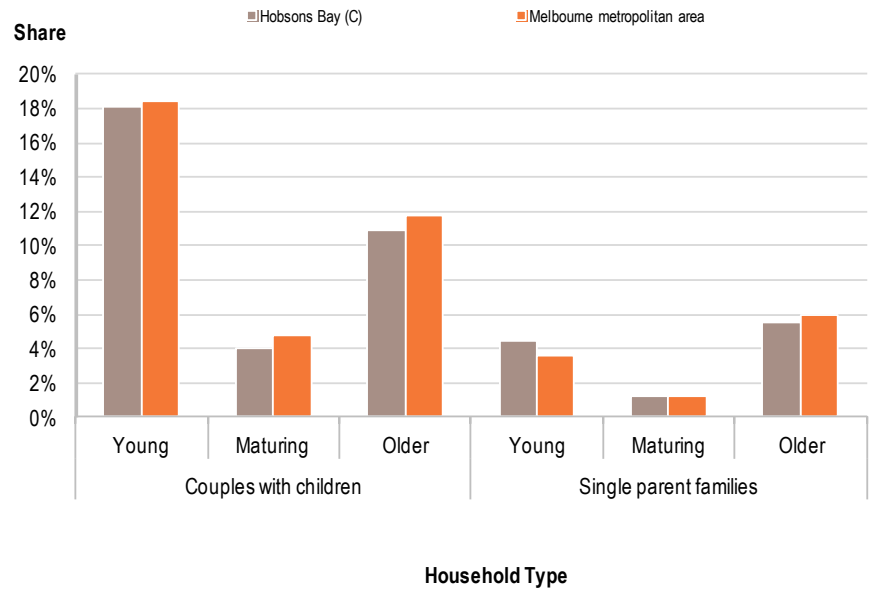
Larger (family) households include couples with children and single parent families.

The share of family household in Hobsons Bay (for 2011) is shown below in Figure 18. As noted above, couples with children are the dominant household type in Hobsons Bay, and within family households, couples with young children (all under 15 years) are most prevalent (18.2 per cent of all households). However, their shares of family households were slightly below the average for metropolitan Melbourne.

The share of young single parent families is higher than the metropolitan Melbourne average. Other family household types were much smaller in number.

[29] Couple families as recorded in the Census can include both same-sex and opposite sex couples, though the former are typically small in number.

Figure 18: Share of family household types by age (2011)



Source: ABS, Census of Population and Housing 2011, .id

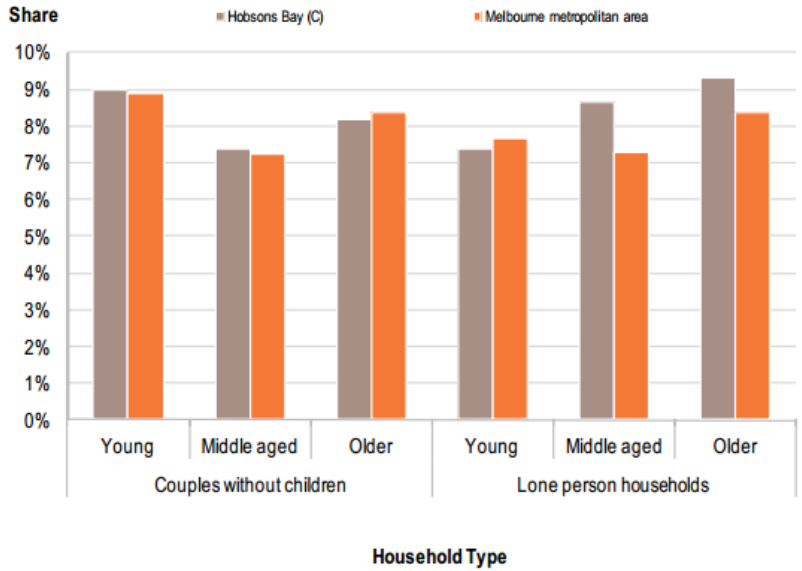
Smaller households

Smaller households include couples without children and lone person households.

In contrast to larger households, there was no household type that was clearly dominant in 2011 (refer Figure 19). Older lone person households comprised the largest share (9.3 per cent), followed by young couples without children (9.0 per cent) and middle-aged lone person households (8.7 per cent).

The proportion of older and mature aged lone person households was considerably higher than that for the Melbourne metropolitan area. This partly reflects an overall ageing of the Hobsons Bay population, as these types of households tend to be formed through death of a spouse, divorce, or children leaving home. In contrast, the proportion of young couples without children was similar to the Melbourne metropolitan average.

Figure 19: Households by type – Hobsons Bay and Melbourne Metropolitan area (2011)



Source: ABS, Census of Population and Housing 2011, .id

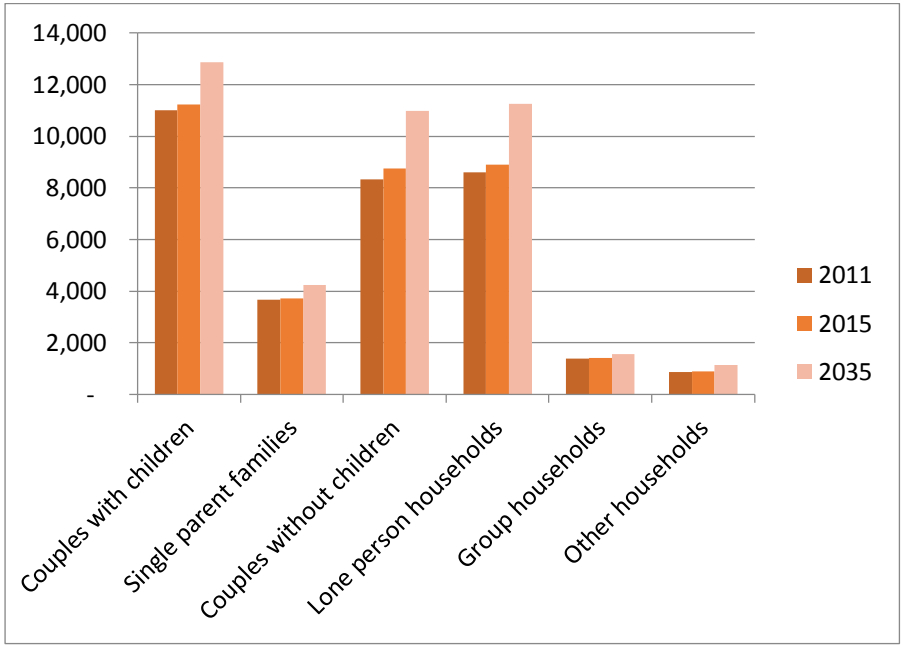
4.5.5 How will households change in the future?

Population and dwelling forecasts indicate that all household types are forecast to record growth in the next twenty years (Figure 20). This growth is assumed to occur despite the demographic trends discussed above, and relates to the significant development opportunities identified in the municipality.

Lone person households and *couples without children* are forecast to experience the most significant growth in total numbers (as shown in Figure 20 and Table 9). Though these households tend to be associated with ageing populations, they

can occur across the age spectrum – *couples without children* can include younger couples yet to have children. The key issue is that it is smaller households that are forecast to grow faster than larger households such as families and group households. The implications of this on housing demand (and housing types) are discussed in Section 5.6.

Figure 20: Households by type (2011, 2015 and 2035)



Source: Forecast .id (2014)

4.5.6 How many more households do we need to accommodate?

It is forecasted that over the next 20 years, an additional 7,094 households (355 households per annum) will need to be accommodated in Hobsons Bay, this is around a 20 per cent increase from 2015 to 2035.

Table 9 shows the estimated breakdown in the growth in household types. The greatest percentage increase from 2015 to 2035 is forecast in 'Other households' (nearly 27 per cent) and 'lone person households' (26 per cent). However, the greatest increase in numbers will be in 'lone person households' where an additional 2,338 households is expected and in 'couples without children' where an additional 2,232 households is forecast by 2035.

Table 9: Additional household types (2015-35)

Household Type	2015	2035	Additional households	
			No.	%
Couples with children	11,236	12,866	1,630	14.5
Single parent families	3,729	4,241	512	13.7
Couples without children	8,753	10,984	2,232	25.5
Lone person households	8,909	11,247	2,338	26.2
Group households	1,407	1,549	141	10.0
Other family households	899	1,140	241	26.8
Total households	**34,932**	**42,027**	**7,094**	**20.3**

Source: Forecast .id (2014)

4.6 Average household size

4.6.1 Current average household size

The average household size in Hobsons Bay is forecast to decline. In 2011, the average was 2.56 people and has decreased slightly to around 2.54 in 2015.

The size of households in general follows the life-cycle of families. Households are usually small at the stage of relationship formation (early marriage), and then increase in size with the advent of children. They later reduce in size again as these children reach adulthood and leave home. Household size can also be influenced by a lack (or abundance) of affordable housing. Overseas migrants

and Aboriginal and Torres Strait Islander persons often have a tradition of living with extended family members which significantly affects household size.

Household size in Australia has declined since the 1970s but between 2006 and 2011, the average household size remained stable for the nation as a whole.

An increasing household size in an area may indicate a lack of affordable housing opportunities for young people, an increase in the birth rate or an increase in family formation in the area. A declining household size may indicate children leaving the area when they leave home, an increase in retirees settling in the area, or an attraction of young singles and couples to the area.

4.6.2 How will average household size change in the future?

The average household size in Hobsons Bay is forecast to decrease over the next 20 years to around 2.51 in 2035 (refer Table 10). The decline in household size is related to the ageing population, as well as social changes which will result in smaller households.

Table 10: Average household size in Hobsons Bay (2011-35)

Year	Average household size (persons)
2011	2.56
2015	2.54
2025	2.53
2035	2.51

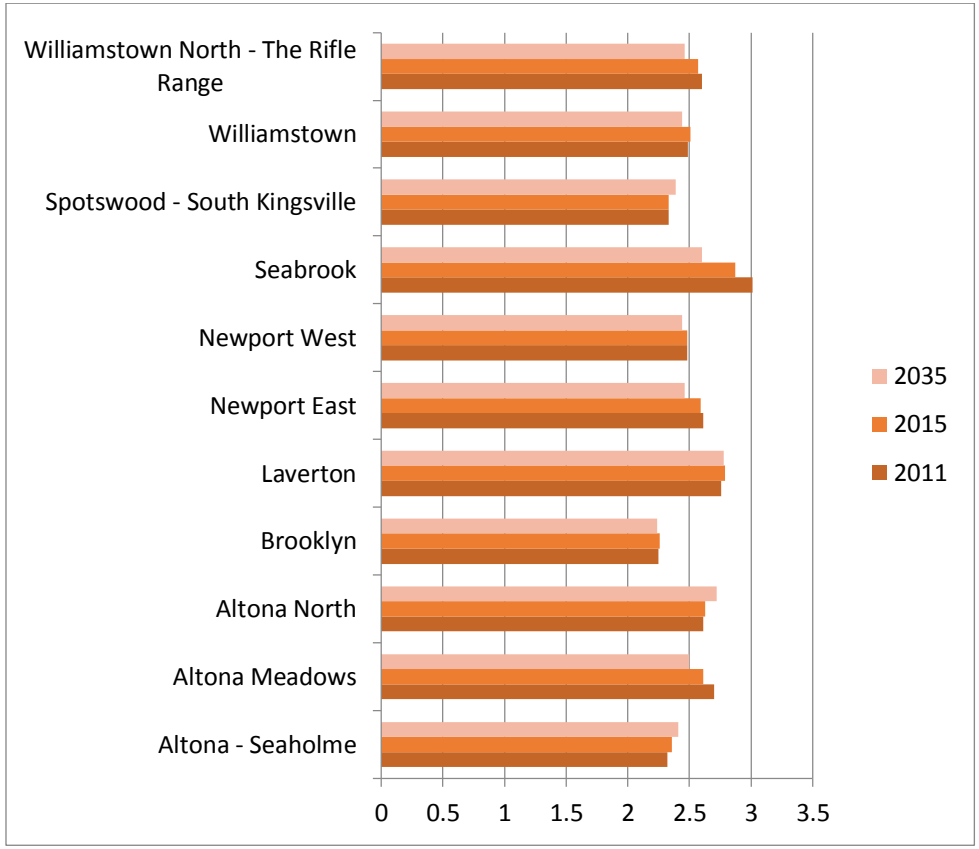
Source: Forecast .id (2014)

Figure 21 shows that all suburbs within Hobsons Bay are expected to experience a decreasing average household size with the exception of:

- Altona – Seaholme
- Altona North
- Laverton
- Spotswood – South Kingsville

A decrease in household size tends to increase housing demand despite the stable population growth.

Figure 21: Expected changes in average household size across the suburbs (2011-35)



Source: Forecast .id (2014)

4.7 SEIFA Index of Disadvantage

The SEIFA Index of Disadvantage measures the relative level of socio-economic disadvantage based on a range of Census characteristics. The index is derived from attributes that reflect disadvantage such as low income, low educational attainment, high unemployment and jobs in relatively unskilled occupations.

A higher score on the index means a *lower* level of disadvantage. A lower score on the index means a *higher* level of disadvantage.

In 2011, Hobsons Bay's SEIFA score was 1001.7 (an increase from 997.8 in 2006) which is the ninth most disadvantaged in metropolitan Melbourne. This ranks below the average score for Greater Melbourne, Victoria and Australia but is higher than the Western Region (refer to Table 11).

Table 11: SEIFA Index (2011)

Area	2011 Index
Greater Melbourne	1020.3
Victoria	1009.6
Australia	1002.0
Hobsons Bay City	**1001.7**
Western Region	986.1

Source: ABS Census 2011

There is a significant amount of variation across the municipality as shown in Table 12. In summary, the suburbs in the eastern side of the municipality are the most advantaged (with five of the suburbs ranking higher than the Greater Melbourne average) and the suburbs in the western, central and northern parts of the municipality being the most disadvantaged.

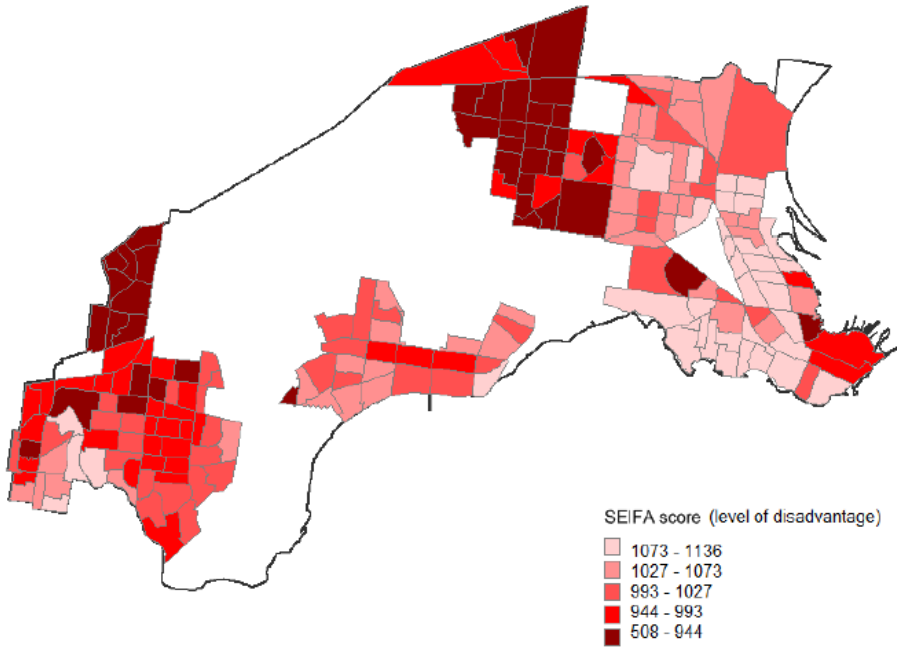
The map in Figure 22 shows the SEIFA score (level of disadvantage) for Hobsons Bay, the darker shades are the most disadvantaged. The score for the suburb of Williamstown is slightly skewed due to the high concentration of social housing flats in the area.

Table 12: SEIFA Index for small areas in Hobsons Bay (2011)

Small Areas	2011 Index
Newport East	1087.4
Williamstown	1061.6
Newport	1059.6
Williamstown North - The Rifle Range	1058.0
Newport West	1044.3
Seabrook	1030.8
Spotswood - South Kingsville	1023.5
Altona - Seaholme	1019.0
Altona Meadows	981.2
Brooklyn	946.8
Altona North	910.3
Laverton	891.3

Source: ABS Census 2011

Figure 22: SEIFA scores by SA1, Hobsons Bay (2011)



Source: ABS, Census of Population and Housing (2011)

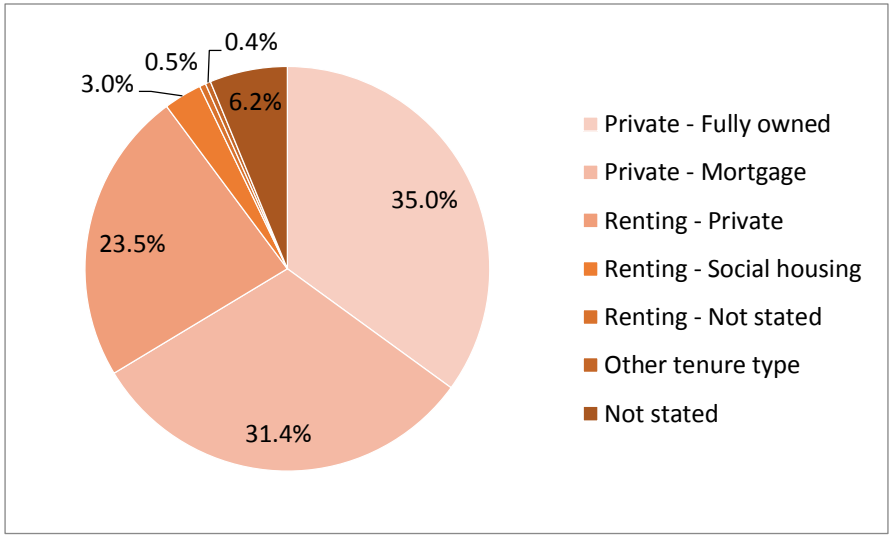
4.8 Housing tenure

Hobsons Bay's housing tenure data provides insights into its socio-economic status as well as the role it plays in the housing market. For example, a high concentration of private renters may indicate a transient area attractive to young singles and couples, while a concentration of home owners indicates a more settled area with mature families and empty-nesters. Tenure can also reflect built form (housing type), with a significantly higher share of renters in high density housing and a substantially larger proportion of home-owners in separate houses, although this is not always the case.

In conjunction with other socio-economic status indicators in Hobsons Bay, tenure data is useful for analysing housing markets, housing affordability and identifying public housing areas.

Figure 23 shows the housing tenure in Hobsons Bay (2011) and Table 13 provides a comparison with Metropolitan Melbourne. The majority of residents in Hobsons Bay live in private market housing (around two-thirds) and tend to have a higher rate of home ownership and a lower rate of mortgages compared with metropolitan Melbourne, although the differences are not significant.

Figure 23: Housing tenure (2011)



Source: Profile.id (2011)

Patterns of rental for the municipality are on par with those of metropolitan Melbourne, with nearly a quarter of residents in private rentals; however this pattern is not uniform across the suburbs. Brooklyn, Laverton and Spotswood-South Kingsville have higher proportions of renters and Altona North and Altona-Seaholme have high proportions of owners.

Table 13: Housing ownership within Hobsons Bay and Metropolitan Melbourne (2011)

Housing ownership	Hobsons Bay (%)	Metro Melb (%)
Home ownership, fully owned	35.0	31.5
Home ownership, with mortgage	31.4	35.3
Private rental	23.5	23.1
Public housing rental	3.0	2.9
Other arrangements	7.1	7.2

Source: ABS, 2011 Census of population and households

Social housing

There are around 1,250 social housing dwellings in Hobsons Bay with the majority concentrated in Williamstown (6.4 per cent), Altona North (4.8 per cent) and Williamstown North (4.6 per cent). Social housing is "peppered" across the rest of the suburbs.

In 2011, 991 households in Hobsons Bay were living in social housing, accounting for three per cent of total households. This was marginally higher than the Greater Melbourne average of 2.9 per cent.

Rooming houses

A rooming house (or boarding house) is a building in which four or more people, who are not related to the landlord, have separate agreements to pay rent.[30] They can provide affordable housing for some disadvantaged and vulnerable people (usually single people) in the community who find it difficult to access housing in the private market. The ABS classes rooming/boarding houses as homelessness as it is less secure tenure.

[30] The legal definition is defined under Section 3 of the *Residential Tenancies Act 1997* as *"a building in which there is one or more rooms available for occupancy on payment of rent (a) in which the total number of people who may occupy those rooms is not less than 4.*

There are 1,131 registered rooming houses in Victoria.[31] Within Hobsons Bay there are 11 registered rooming houses (76 bedrooms although some rooms may be occupied by two or more people).[32] The number of unregistered rooming houses in the State and Hobsons Bay is unknown.

4.8.2 Homelessness

An understanding of the levels of homelessness in an area provides an indication of the severity of affordable housing issues and the inadequacy of housing stock to meet the needs of vulnerable residents in the community.

The ABS defines homelessness as:

When a person does not have suitable accommodation alternatives they are considered homeless if their current living arrangement:

- *is in a dwelling that is inadequate; or*
- *has no tenure, or if their initial tenure is short and not extendable; or*
- *does not allow them to have control of, and access to space for social relations*

The last census undertaken in 2011 estimated that around 22,789 people were identified as being homeless in Victoria, an increase of over 5,000 people since 2006. The largest increases were in people sleeping rough in Victoria (improvised dwellings, tents and sleepers out) and a sharp rise in the number of people in severely overcrowded dwellings. There was also more than a quarter more people in boarding houses in 2011 compared to 2006.[33]

At the regional level, Melbourne's West has 12 per cent of Victoria's homeless population. The 2011 census identified a total of **2,780 homeless people were living in Melbourne's West**. Around 8 per cent (212 people) were in Hobsons Bay. Table 14 below outlines the breakdown of estimated homeless people in Melbourne's West:

Table 14: Homelessness Estimates Melbourne's West (2011)

Municipality	Homelessness (2011)	%
Brimbank	1,120	40
Hobsons Bay	**212**	**8**
Maribrynong	706	25
Melton-Bacchus Marsh	322	12
Wyndham	420	15
Total	**2,780**	**100**

Source: ABS Census 2011

The key categories of homelessness for Victoria (based on the ABS Census Homeless Operational Groups) are: people living in severely crowded dwellings (48 per cent), persons staying in boarding houses (43 per cent) and persons in supported accommodation for the homeless (29 per cent).

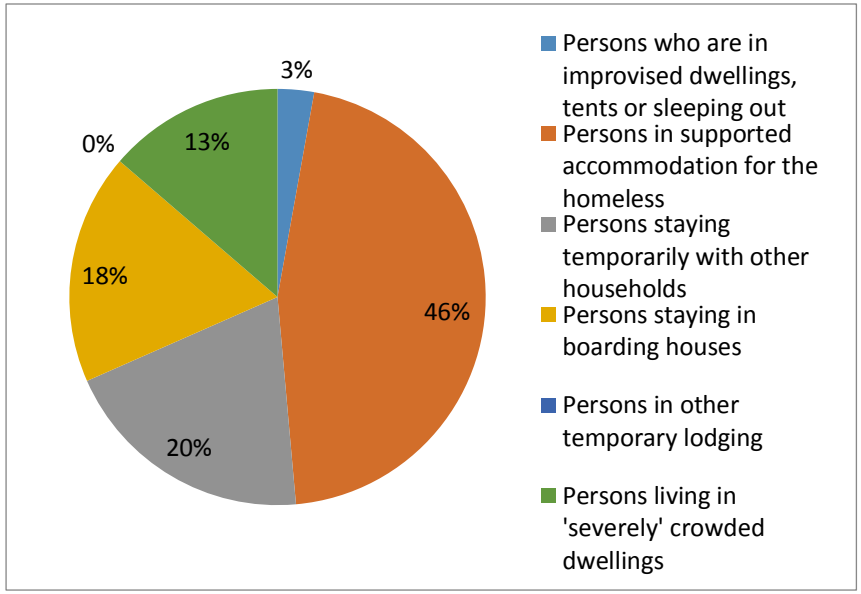
At the municipal level, the key categories of homelessness in Hobsons Bay differed from the regional estimates (refer to Figure 24). The majority of homeless persons were: persons in supported accommodation for the homeless (46 per cent), persons staying temporarily with other households (20 per cent) and persons staying in boarding houses (18 per cent).

[31] Rooming house futures: governing for growth, transparency and fairness, Victorian Discussion Paper, AHURI (February 2015).

[32] March 2016.

[33] Sector briefing: 2011 Census night homelessness estimates (Nov 2012), Homelessness Australia.

Figure 24: Categories of homelessness in Hobsons Bay (2011)



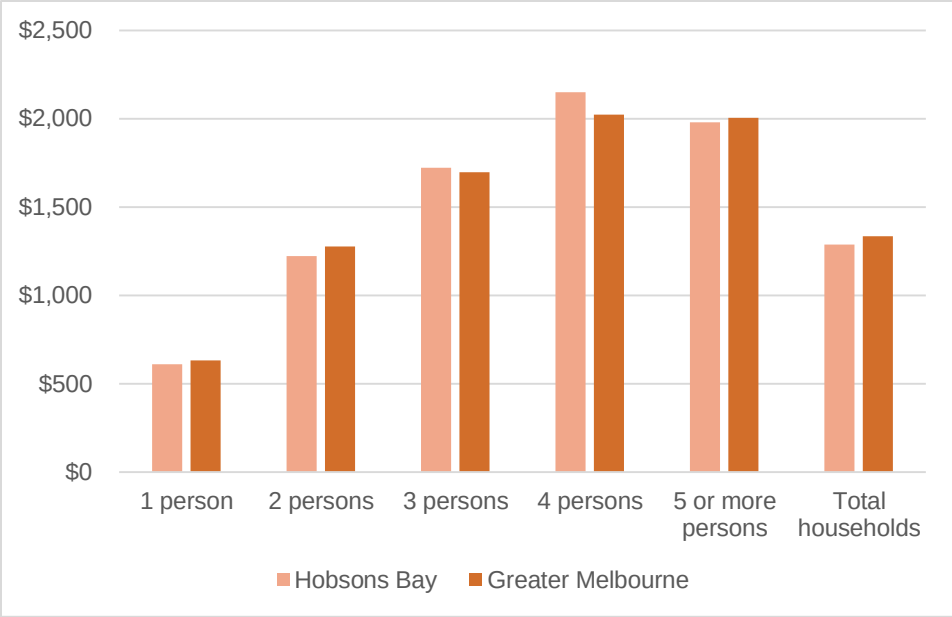
Source: ABS Census 2011, Homeless Operational Groups

4.9 Household income

The overall income levels in Hobsons Bay are very close to the Greater Melbourne median - $1,286 per week for all households, compared to $1,333 per week across the metropolitan area. However, median incomes vary across the municipality.

Income levels also vary a bit by household size (refer Figure 25). One and two person households were a bit lower than the average ($609 and $1,222 per week compared to $630 and $1,275 respectively). Many of these households are elderly and fully own their homes, but between 2006 and 2011, Hobsons Bay had a significant increase in young couples without children and middle aged lone person households in the area.

Figure 25: Median income by household size (2011)



Source: Housing affordability report, id (2016)

Among three and four person households, this trend reverses, and the household incomes are a little higher than the Melbourne average. Particularly for four person households with a median income of $2,151 in Hobsons Bay compared to $2,022 in Greater Melbourne.

These four person households are almost entirely (86 per cent) couples with two children. This indicates that families with children are generally a bit higher income in Hobsons Bay, and the average income is primarily reduced by singles and older couples. However, this varies across the municipality.

Before analysing what type of housing is affordable to these household sizes, it is worth noting what types of dwellings they currently occupy. Although it might be considered that one or two bedroom housing would be the norm for a lone

person household, in fact in Hobsons Bay there are more lone person households (3,366) in three bedroom dwellings than there are four person households (3,211) and almost as many as three person households (3,427). This fact is most likely due to ageing in place of lone person households (former families) in older housing stock and the dominance of three bedroom separate houses across the municipality.

The availability of more two bedroom dwellings may improve affordability, particularly for the most vulnerable. In general, however, households seem to prefer one extra bedroom, with the exception of five or more person households, for whom there probably is not much stock with an extra bedroom.

In summary, incomes in Hobsons Bay are very close to the metropolitan average although they do vary across the municipality. Smaller households (likely elderly full home owners) and very large households have incomes a little below the average, while three and four person households, representative of a recent wave of more affluent migration into the area, have incomes slightly above the metropolitan average for those household sizes.

4.9.1 Median house prices in Hobsons Bay

Historically, Hobsons Bay has been a relatively affordable location. This is however changing. According to 'A Guide to Property Values 2013' house process in Hobsons Bay increased from $190,500 in 2003 to around $565,000 in 2013 (see Table 15). Almost triple the amount. Wages growth however has not kept up with this level of house price growth, growing by around 127 per cent over the same period.[34] This means that it has become increasingly more difficult to purchase a home in Hobsons Bay.

The median price for houses in Hobsons Bay in June 2015 was **$614, 024**, up from $534,126 in 2012, an increase of 15 per cent over three years. Unit prices increased from $397, 566 to **$440,454**, an increase of 11 per cent. This is based on an automated valuation of all dwellings at June 2015. Based on sales for the 2014-15 financial year, the median was $605,000 for houses and $450,000 for units. This was based on 1,887 sales.

The first quartile housing price is more indicative of the price likely to be paid by first home buyers. For houses this is $457,905 while for units it is $352,227.

Table 15: Median house prices, Hobsons Bay (2014-15)

Number of bedrooms	Median sale price (2014/15)	Number of listings
0 or 1 bedrooms	$337,000	40
2 bedrooms	$480,000	402
3 bedrooms	$584,500	1,194
4 or more bedrooms	$720,000	190
Total all bedrooms	**$565,500**	**1,866**

Source: Hometrack collected sales prices, 2014-15 financial year

Three bedroom houses are the mainstay of the housing stock in Hobsons Bay and comprised 55 per cent of all dwellings sold in the municipality in 2014-15.

4.9.2 Median rental prices in Hobsons Bay

The median rent for houses in Hobsons Bay was $390 per week in June 2015, up by $45 or 13 per cent from $345 in 2012. For units, the median price is $330 per week, an increase of $30 (10 per cent) three years before. Table 16 shows the median rents in Hobsons Bay for 2014-15 (by number of bedrooms).

[34] Housing Affordability, prepared by .id (February 2016), p. 21).

Table 16: Median rents, Hobsons Bay (2014-15)

Number of bedrooms	Median weekly rent (2014/15)	Number of listings
0 or 1 bedrooms	$260	231
2 bedrooms	$330	1,254
3 bedrooms	$380	1,938
4 or more bedrooms	$505	202
Total all bedrooms	**$360**	**3,625**

Source: Hometrack advertised rental data

4.10 Housing affordability and affordable housing

Housing affordability refers to the price to purchase or rent a dwelling in an area. It is a term which refers to any household's ability to pay for housing. Affordable housing refers to housing which is affordable to households in the lower 40 per cent of the income distribution scale, where rent or mortgage costs do not exceed 30 per cent of the gross income. This is discussed in further detail in Section 7.4.

The concept of "affordability" has an element of subjectivity to it. What is affordable for one household may not be affordable for another, even keeping disposable income stable. Some people prefer to pay less for housing and are willing to trade off things like longer commutes and less space for the peace-of-mind of knowing they can manage the mortgage. Others may put a premium on close proximity to work, transport and entertainment venues and be willing to pay extra for this, seeing housing stress as a fact of life which enables them to live in a desirable location.

In order to measure housing affordability and affordable housing, an understanding of the levels of housing stress is required for both purchasers (mortgage stress) and renters (rental stress) for low and medium income households.

This section summarises the assessment of housing stress that was undertaken in the housing affordability report for Hobsons Bay.[35]

4.10.1 Measuring housing stress

Households may define housing stress in different ways considering themselves to be in housing stress or not dependent upon their own circumstances rather than any official benchmark. However, to objectively define and measure housing stress the NATSEM[36] definition is used (the '30/40 rule') as the most appropriate indicator of housing stress.[37]

Housing stress definition

Housing stress as defined by NATSEM is those households with equivalised household income in the lowest two quintiles (40 per cent) of all household incomes in Australia, who are spending more than 30 per cent of their gross household income on either rent or mortgage repayments.

It is also worth looking at the third quintile (40 per cent to 60 per cent equivalised income) as these people may be paying housing costs in order to be closer to work or maintain a certain standard of living. This group is termed "Marginal housing stress".

By definition, the concept of housing stress is only relevant to owner purchasers and private renters, because outright owners, public housing tenants and many

[35] Housing Affordability in Hobsons Bay, prepared by .id consultants (April 2016).
[36] National Centre for Social and Economic Modelling (NATSEM).

[37] Housing Affordability in Hobsons Bay, prepared by .id consultants (April 2016).

in employer subsidised housing, pay less than 30 per cent of their income on mortgage or rental costs.[38]

For some households there is an element of choice involved in housing stress – some households will choose to make larger repayments on a home loan, or pay more in rent to live in a more desirable area. However, the element of choice is less at the lower end of the income scale and within particular household types.

4.10.2 Housing stress in Hobsons Bay

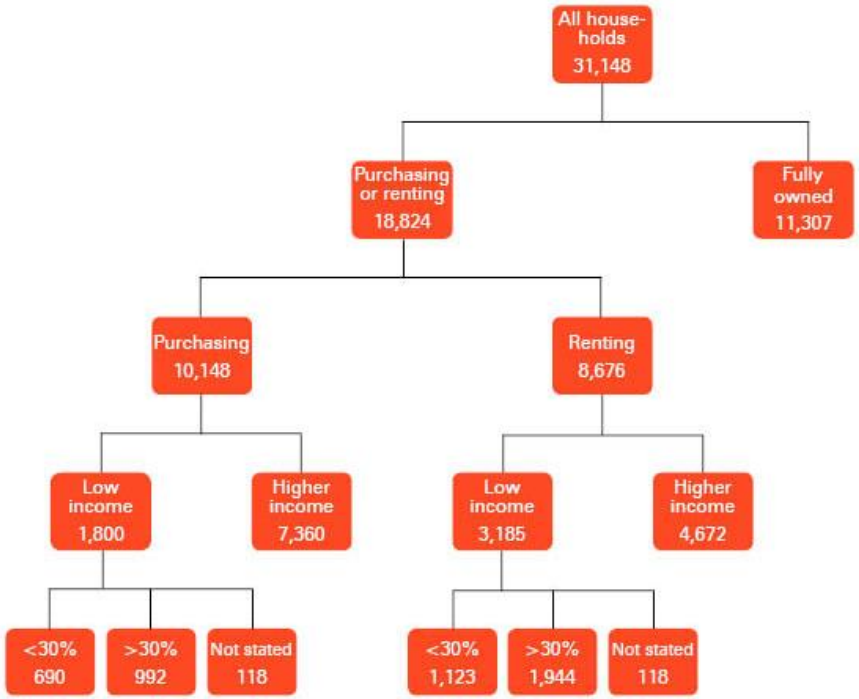
At the time of the 2011 Census, there were a total of 31,148 households in the City of Hobsons Bay. Of these, 11,307 (36.3 per cent) fully owned their homes, and are automatically assumed to not be in housing stress as they have no mandatory or regular payments. Just over 1,000 households had an unusual tenure type that cannot be covered by the following analysis, including life tenure schemes and squatting. Figure 26 identifies the number of households considered to be in housing stress.

Based on the NATSEM definition of housing stress, **9.4 per cent of households (2,936) in Hobsons Bay were experiencing housing stress in 2011**. This is lower than the Greater Melbourne average of 11.2 per cent.

While housing stress is relatively lower in Hobsons Bay compared to Greater Melbourne, the growth in the level of housing stress is cause for some concern. The share of households in housing stress has increased significantly since 2001 from 6.8 per cent (refer Figure 27). Most of this growth occurred between 2001 and 2006, largely due to rental stress.

There is a component of about 1,944 low income households (6.2% of total households, 22.4% of total renting households) in the private rental market, paying near median rents who will be struggling to afford to stay in Hobsons Bay. A significant component of low income renters were single parent families.

Figure 26: Housing stress, Hobsons Bay (2011)



Source: ABS Census of Population and Housing (2011)

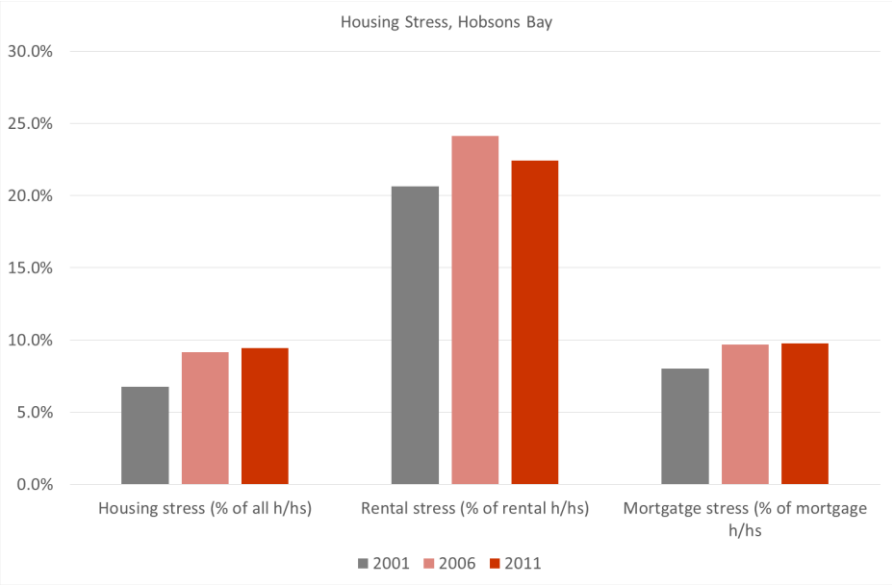
Generally, high rent and high mortgage households are located in the eastern part of Hobsons Bay. However, while there are more affordable rentals and house prices in the western part of Hobsons Bay, some of these locations are poorly serviced by public transport and access to activity centres. Households in

[38] Housing affordability, housing stress & household wellbeing, AHURI, p. 10 (September 2012).

these locations may be facing higher levels of housing stress due to greater expenditure on transport costs (e.g. car ownership and maintenance).

The rising cost of houses and rents show no signs of abating and the forecasted increase in population over the next 20 years, the likely trend is increasing housing stress and a decrease in affordable housing.

Figure 27: Housing stress, Hobsons Bay (2001-11)



Source: .id based on ABS Census of Population and Housing 2001, 2006 and 2011

Marginal housing stress

Marginal housing stress, which looks at middle income households, accounted for 1,003 (3.2 per cent) households in Hobsons Bay in 2011 (refer to Table 17). This was an increase of 11 per cent on the 2006 figure, with most of the increase occurring in those who were renting. This is unusual, as the overall metropolitan trend between 2006 and 2011 was greater increases in marginal mortgage stress.

Table 17: Housing stress in Hobsons Bay (2006 & 2011)[36]

Housing stress - low and middle income households	2011			2006				
	number	%	Melbourne SD %	number	%	Melbourne SD %	change 2006 to 2011	% change
Mortgage stress	992	9.8%	11.7%	957	9.7%	10.4%	35	3.7%
Marginal mortgage stress	561	5.5%	6.7%	562	5.7%	6.1%	-1	-0.2%
Total households with a mortgage	10,148	100.0%	100.0%	9,902	100.0%	100.0%	246	2.5%
Rental stress	1,944	22.4%	25.2%	1,809	24.1%	25.6%	185	10.2%
Marginal rental stress	442	5.1%	5.6%	342	4.6%	5.3%	100	29.2%
Total renting households	8,676	100.0%	100.0%	7,499	100.0%	100.0%	1,177	15.7%
Housing stress	2,936	9.4%	11.2%	2,766	9.2%	10.1%	170	6.1%
Marginal housing stress	1,003	3.2%	4.0%	904	3.0%	3.5%	99	10.9%
Total classifiable households	31,148	100.0%	100.0%	30,186	100.0%	100.0%	962	3.2%

Note: total includes all households, including those with unusual tenure types but are still legitimate households

Source: ABS Census of Population and Housing (2006 and 2011)

Mortgage stress

In 2011, around 992 households in Hobsons Bay were in mortgage stress. As a proportion of households with a mortgage, mortgage stress sat at **9.8 per cent** in 2011 (3.2 per cent of total households). Mortgage stress increased from 8.0 per cent in 2001, however the majority of the increase in mortgage stress had occurred by 2006. Mortgage stress has been largely unchanged since 2006.

Mortgage stress in Hobsons Bay was most common amongst **couples with children and one parent households**. Predominately, these households had younger children, aged 0-14 years.

There were varying levels of mortgage stress amongst the small areas of Hobsons Bay. The highest level was in **Altona North**, where 17.8 per cent of households with a mortgage were in stress. **Brooklyn** was also similarly high, at 17.3 per cent. This is unsurprising, as these areas also had high proportions of low income households.

The lowest level was in **Williamstown North – The Rifle Range**, at just 4.6 per cent. This area has high income home buyers, but also a contingent of low income renters in social housing, who are not subject to mortgage stress but may be subject to rental stress.

Rental stress

In 2011, **22.4 per cent** of households renting in Hobsons Bay were experiencing rental stress. In number terms, this was 1,944 households. The rate of rental stress in the area has increased since 2001, when 20.7 per cent of households were in rental stress. Again, most of the increase occurred between 2001 and 2006.

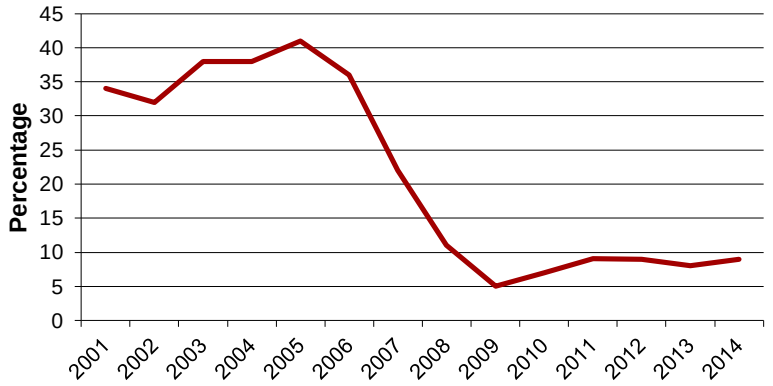
Rental stress in Hobsons Bay was most common amongst **lone person** and **one parent households**. The one parent families generally had younger children, aged 0-14 years. The lone person households were mostly those aged over 45 years. This is of some concern as the effects of rental stress will be harder felt if these households age and move onto the aged pension.

There were varying levels of rental stress amongst the small areas of Hobsons Bay. The highest level was in **Laverton**, where 27.8 per cent of rental households were in stress. This is unsurprising, as this area also had a high proportion of low income households. While Laverton is often seen to be the most affordable suburb in the LGA, it attracts large numbers of low income households, for which the suburb is not as affordable as expected. Laverton has an unemployment rate of 12.9 per cent, more than double the municipal rate of 5.6 per cent. This can also lead to the higher stress profile.

The lowest level was in **Newport**, at just 15.4 per cent. Despite this low level of rental stress, this area was not the highest income suburb in Hobsons Bay, meaning the housing options are well matched to residents' incomes.

In the 10 years to 2014, the percentage of rental dwellings in Hobsons Bay that were affordable to those eligible for Centrelink payments collapsed from 45 per cent of available rental dwellings to just nine per cent of available dwellings. In 2014, there were a total of 685 dwellings for rent and of these, 63 were affordable for these low-income households. While this figure has improved slightly over the last couple of years, it has fallen significantly from a peak in 2005 when there were 229 affordable rental properties[39] (see Figure 28).

Figure 28: Percentage of Affordable Rentals in Hobsons Bay, 2001-14 (4th Quarter)



Source: Department of Health and Human Services 2015 quarterly data

[39] Department of Health and Human Services, 2015 Rental reports.

There is a market failure to deliver rental housing for Hobsons Bay residents in receipt of lower incomes. This failure provides a basis for policy intervention by state and local government.

As a consequence of a failure by the market to provide affordable housing for those on lower incomes, the supply of non-market housing by Department of Health and Human Services (DHHS) and the not for profit community housing sector is vital.

DHHS provides 986 public housing properties in Hobsons Bay[40] however the waiting lists are long, with an average waiting time of four years.

In September 2015, there were 4,612 applicants (not including potentially partners or dependants) registered at DHHS offices in Footscray and Sunshine seeking public housing (no specific data for Hobsons Bay is available). Of these 1,460 were priority or early housing applicants, meaning they are either experiencing recurring homelessness and/or require supported housing options.[41]

Estimates of the number of dwellings owned or managed by the community housing sector suggest there are approximately 260 dwellings in the municipality and all providers have high demand and long waiting lists.[42]

More information on affordable housing is included in Section 7.4.

4.11 Car ownership and access to public transport

The ability of the population to access services and employment is strongly influenced by access to transport. The number of motor vehicles per household in Hobsons Bay quantifies access to private transport and will be influenced by:

- age structure and household type, which determine the number of adults present
- access to public transport
- distance to shops, services, employment and education
- household income

Depending on these factors, car ownership can be seen as a measure of advantage or disadvantage, or a neutral socio-economic measure, which impacts on the environment and quality of life.

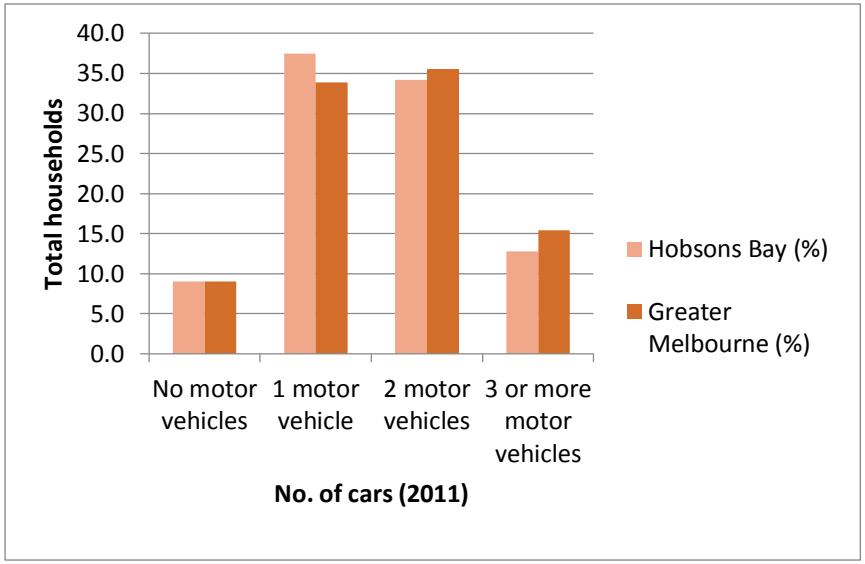
4.11.1 Car ownership

Analysis of the car ownership of the households in Hobsons Bay in 2011 compared to Greater Melbourne shows that 84.5 per cent of the households owned at least one car, while 9.0 per cent did not, compared with 84.8 per cent and 9.0 per cent respectively in Greater Melbourne (refer Figure 29).

Overall, 37.5 per cent of the households owned one car; 34.2 per cent owned two cars; and 12.8 per cent owned three cars or more, compared with 33.9 per cent; 35.5 per cent and 15.4 per cent respectively for Greater Melbourne.

[40] DHHS data request 2014.
[41] ibid
[42] This figure is derived from Council's rates data base minus the public housing data provided by DHHS.

Figure 29: Car ownership – Hobsons Bay and Greater Melbourne (2011)



Source: ABS Census of Population and Housing, 2001 and 2011 (Enumerated data), Profile .id (2011)

4.11.2 Car ownership in Hobsons Bay suburbs

The ability of households in Hobsons Bay to access employment and services (such as health, education and community) is strongly influenced by access to transport. Consequently, households without a motor vehicle can be disadvantaged if they are not in an area served by regular and reliable public transport networks.

By and large, more established urban areas have better public transport options, services and employment closer to or within residential areas. Households with two or more motor vehicles are more likely to be located in areas not well served by public transport, where access to motorised transport is a necessity, and are also more likely to be mature families with teenage or older children at home.

Car ownership varies across Hobsons Bay. The suburbs with the highest rates of households owning two or more cars in 2011 include:[43]

- Seabrook (62.4%)
- Williamstown North – The Rifle Range (53.8%)
- Newport East (The Junction) (52%)
- Altona Meadows (51.4%)
- Williamstown (46.6%)
- Newport West (45.5%)

In general, the spatial pattern of high car ownership relates to suburbs without access to a train station (e.g. Seabrook and Altona Meadows) or wealthier suburbs (e.g. Newport East and Williamstown).

Areas of low car ownership in 2011 include the following suburbs:[44]

- Brooklyn (12.2%)
- Altona North (11.8%)
- Laverton (11.2%)
- Altona-Seaholme (10.9%)
- Williamstown (10.8%)
- Spotswood-South Kingsville (10.6%)

There are train stations in Laverton, Altona, Seaholme, Williamstown and Spotswood but not in the suburbs of Brooklyn and Altona North.

[43] Source: Atlas.id (2011)

[44] *ibid*

Impact of car ownership

Car ownership not only impacts on the road network (congestion) but also on housing design and streetscapes. Housing designed for car ownership is dominated by garages, driveways (cross-overs can present safety issues for pedestrians and cyclists), as well as on-street parking which can impact on amenity.

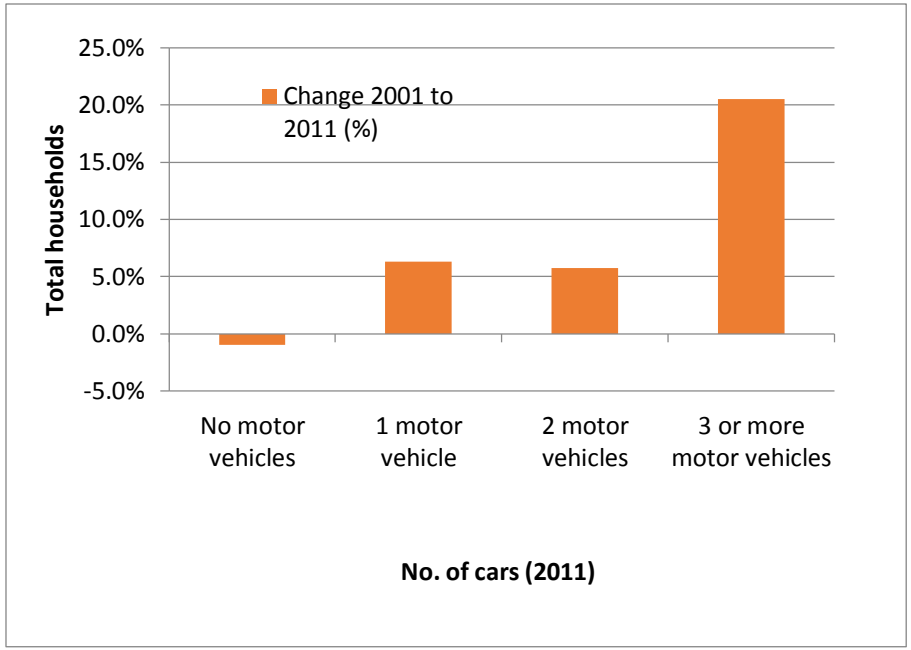
4.11.3 How has car ownership changed?

Figure 30 shows how car ownership in Hobsons Bay changed over the ten year period from 2001 to 2011.

The greatest percentage increase from 2001 to 2011 was in households that owned three or more motor vehicles which equated to a 20.5 per cent increase (an additional 708 households). There was around a 6.3 per cent increase in households owning one (additional 720 households) and a 5.7 per cent increase in households owning two motor vehicles (additional 603 households).

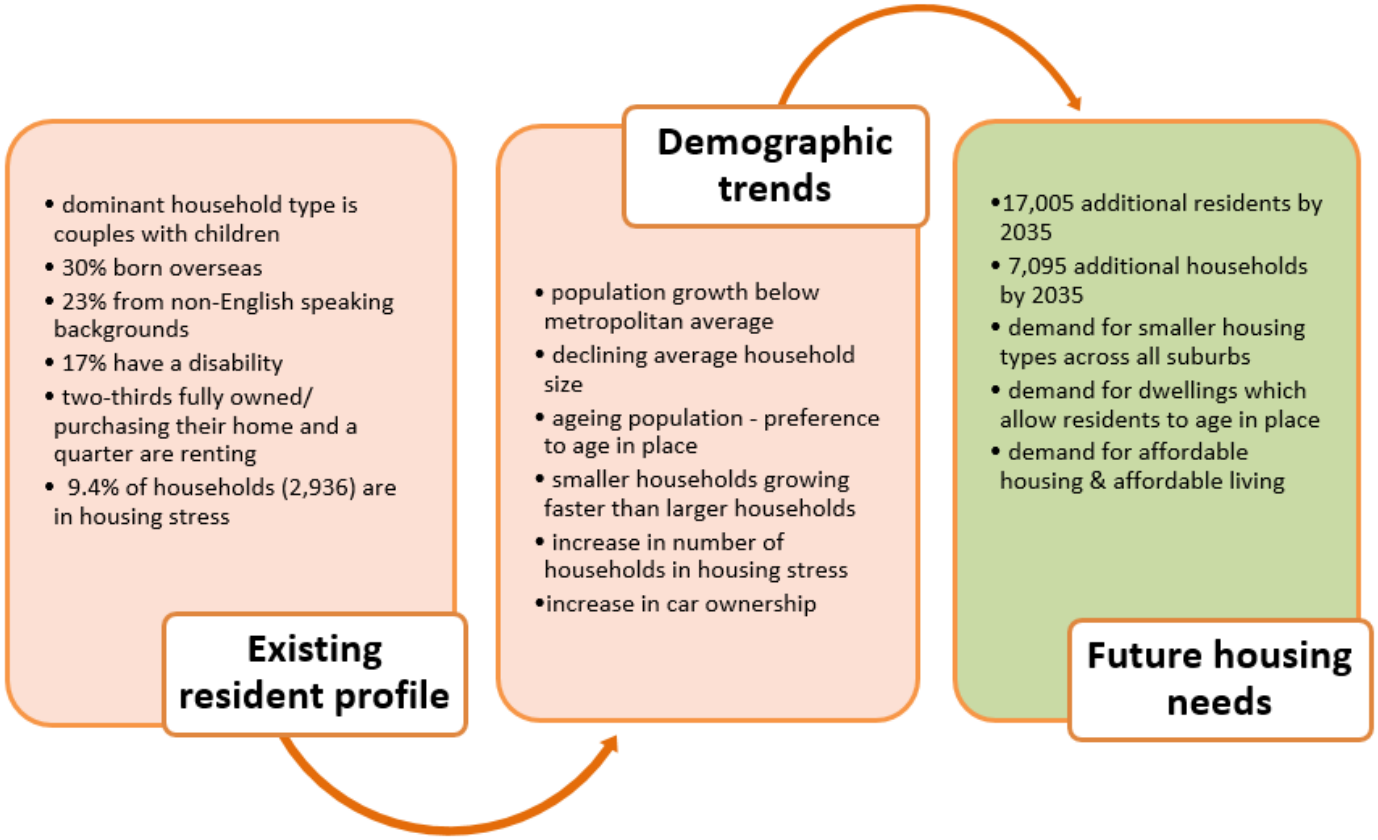
The increase in car ownership could indicate that the homes being built are not well located to public transport, or that the public transport service is not of a high enough quality to encourage residents to use the train/bus rather than drive.

Figure 30: Change in car ownership (2001-11)



Source: ABS Census of Population and Housing, 2001 and 2011 (Enumerated data), Profile .id (2011)

4.12 Summary resident profile: considerations for the housing strategy



Analysis of the resident profile highlights a number of key considerations when planning for future housing needs in Hobsons Bay.

Existing resident profile

- there are around 92,761 residents in Hobsons Bay (2015) with half of these living in just three suburbs of Altona Meadows, Altona-Seaholme and Altona North
- the dominant housing type is larger family households (couples with children)
- around 30 per cent of residents are born overseas, and 23 per cent from a non-English speaking background
- in 2011, it was estimated that around 17 per cent of residents had a disability with 5.2 per cent (4,382 residents) self-reporting a need for assistance due to disability or serious illness
- over two-thirds of households were purchasing or fully owned their home and 24 per cent were renting privately (in 2011)
- in 2011, Hobsons Bay's SEIFA score ranked as the ninth most disadvantaged municipality in metropolitan Melbourne. Some areas of Hobsons Bay are more disadvantaged than others
- around 9.4 per cent of households (2,936) in Hobsons Bay were experiencing housing stress in 2011. The number of households in rental stress (22.4 per cent) is higher than those in mortgage stress (9.8 per cent)

Demographic trends

- Hobsons Bay's population is forecast to increase by around 19 per cent by 2035, this represents an annual growth rate of 0.9 per cent. Population growth has generally been below the metropolitan average and this trend is predicted to continue
- average household size is declining in Hobsons Bay – a declining household size tends to increase demand for housing, even if the population is stable or growing slowly
- Hobsons Bay has an ageing population – evident through the increase in the number of mature and older aged lone person households
- smaller households (lone person households and couples without children) are forecast to grow faster than larger households such as families and group households
- housing stress is expected to continue over the next 20 years due to the continual increase in the cost of houses and rents and the forecasted increase in population
- car ownership has been increasing in the municipality. The greatest increase was in the number of households owning three or more cars which increased by 20 per cent from 2001 to 2011

Future housing needs

- around an additional 17,005 residents need to be accommodated in the municipality by 2035 (an extra 850 residents per annum). This equates to around an extra 7,095 new households
- due to the emergence of smaller household types and decreasing household size there is expected to be a demand for smaller medium and higher density housing formats
- an ageing population is expected to increase demand for housing which allows residents to age in place in the community
- housing affordability and affordable housing is expected to continue to decline increasing demand for more affordable housing options and affordable living

PART FIVE: EXISTING HOUSING

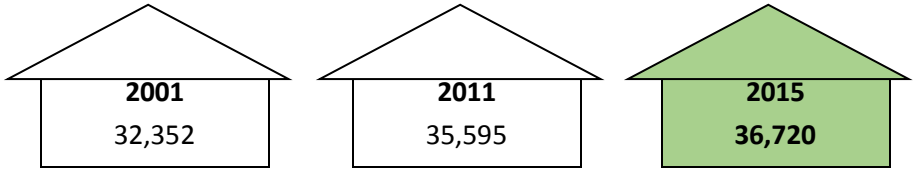
5.0 Existing housing

Understanding what existing housing we have in Hobsons Bay in terms of quantity and type as well as the current housing issues, helps to identify how much and what type of additional housing we might need in the future to accommodate a changing resident profile.

5.1 Housing stock

Figure 31 below shows the number of dwellings in Hobsons Bay from 2001 to 2015.[45] The number of dwellings increased by 13.5 per cent from 32,352 in 2001 to 36,720 in 2015. This represents a growth rate of 312 dwellings per annum (7 per cent per annum).

Figure 31: Total number of dwellings in Hobsons Bay (2001-15)



Source: Forecast.id (2014)

5.1.1 Location of existing dwellings

Table 18 shows the number of dwellings in each suburb.

Table 18: No. dwellings per suburb (2011 and 2015)

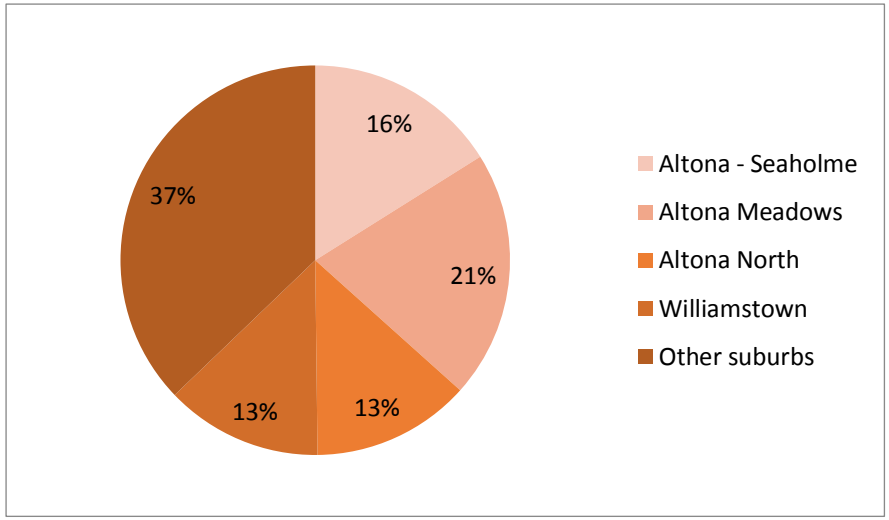
Area	2011	2015
Hobsons Bay	**35,595**	**36,720**
Altona-Seaholme	5,568	5,905
Altona Meadows	7,448	7,548
Altona North	4,657	4,838
Brooklyn	802	851
Laverton	1,845	1,916
Newport East	1,726	1,752
Newport West	3,336	3,458
Seabrook	1,802	1,814
Spotswood-South Kingsville	1,976	2,040
Williamstown	4,681	4,782
Williamstown North	1,754	1,816

Source: Forecast.id (2014)

Almost two-thirds of all dwellings in Hobsons Bay are located in just four suburbs: Altona Meadows, Altona North, Altona-Seaholme and Williamstown (refer Figure 32).

[45] Based on forecast data from .id (2014).

Figure 32: Dwelling distribution in Hobsons Bay (2015)



Source: Forecast.id (2014)

5.1.2 Occupied/Unoccupied housing

Table 19 outlines the number of occupied and unoccupied private housing.[46] The number of unoccupied housing represents vacant housing (empty homes). In 2011, around eight per cent of the total housing stock in Hobsons Bay consisted of vacant housing.

Although this is slightly lower than the rate for Greater Melbourne (8.6 per cent),[47] it still means that around 2,800 housing were vacant properties. However, vacant dwellings are not necessarily permanently unoccupied. The Census relates to a particular day and there only has to be no-one home on one night for them to be classified as unoccupied.

Table 19: Housing type - occupied/unoccupied (2011)

Housing type	Hobsons Bay (No.)	Hobsons Bay (%)	Greater Melbourne (%)
Occupied private housing	32,527	91.9	91.2
Unoccupied private housing	2,861	8.0	8.6
Non private housing	1,023	2.9	2.9
Total housing	**35,388**	**100**	**100**

The unoccupied/vacant dwelling rates did vary across the municipality with Seabrook having the lowest rate (5.3 per cent) and Brooklyn the highest (11 per cent).

In the forecast data compiled by .id, an occupancy rate of around 95 per cent is applied (five per cent vacancy rate).

Empty Homes

It is useful to ascertain how many homes may be empty/under-utilised in Hobsons Bay over the long term (i.e. 12 months or more).

Empty Homes are an unutilised resource especially in areas where there is demand for housing and the rates of homelessness are increasing. A study undertaken in 2014 by *Prosper Australia*[48] identified over 64,000 properties in Melbourne that were sitting empty long term. The research was conducted for the 2014 Speculative Vacancies Report and was based on the amount of water consumed per household, where abnormally low water usage signals potentially long term vacant properties (based on 0 litres or water per day to indicate 'vacant' and less than 50 litres of water per day to indicate 'underutilised').

[46] Based on census data (2011) from profile.id.

[47] The Victorian average for vacant dwellings is around 10.8 per cent (Source: Australian Bureau of Statistics, Census of Population and Housing 2011. Compiled and presented in atlas.id).

[48] *Prosper Australia* is a land policy lobby group located in Melbourne.

In Melbourne, Docklands was identified as the suburb with the highest speculative vacancy rate (17 per cent of properties not consuming any water over the 12 month period of 2013). **Altona** featured in the top 20 of speculative vacancies in the study coming in ninth place with a speculative vacancy rate of 4.4 per cent of properties not consuming any water. There was also a further 9.9 per cent of properties using less than 50 litres of water per day (indicating underutilised homes). This is an estimated **770 homes** in Altona that are empty or underutilised.

The speculative vacancies for all suburbs in Hobsons Bay is outlined in the Appendix E. It is estimated that in 2013, over **1,000 homes were empty** and a further **2,390 homes were underutilised** over the 12 month period. This means that around **nine per cent** (3,417) of all homes in Hobsons Bay are empty or underutilised. Empty homes can negatively impact on housing affordability, this is discussed further in Section 7.4.6.

5.2 Housing density and housing diversity

Achieving a mix of housing density and types (having a diverse range of housing) in an area is an important objective of housing policy; this is to ensure that a range of housing types are available for residents throughout their life stages. There is a relationship between housing density and housing type e.g. suburbs dominated by separate houses are often considered as low density and the prevalence of apartments/units in an area can result in a high density area.

A mix of densities and housing types creates a mix of residents within a community. A greater concentration of higher density dwellings is likely to attract more young adults and smaller households, often renting. Larger, detached or separate dwellings are more likely to attract families and prospective families. The residential built form often reflects market opportunities or planning policy, such as building denser forms of housing around public transport nodes or employment centres.

5.2.1 Housing densities

Housing density refers to the total number of houses within a certain area. There is no standard in relation to housing densities in established areas in Victoria although the following densities are used as a guide.[49]

Table 20: Housing density guidelines

Density	Dwellings per hectare (dph)
Low	<25
Medium	25-75
High	>75

The average dwelling density in Hobsons Bay is around 16 dwellings per hectare[50] which is considered low density (refer Table 22). However, densities and housing types do vary across the suburbs. In general, housing densities are higher in the eastern part of the municipality and lower in the central and western parts. Appendix F shows examples of housing at different densities.

5.2.2 Housing diversity

The types of housing referred to in this background report are defined in accordance with the ABS classification of housing (dwellings) as provided in Table 22.

Overall, the housing stock in Hobsons Bay currently lacks diversity (refer Table 21), although this does vary across the suburbs. In 2011, the majority of dwellings in Hobsons Bay comprised of separate houses (approximately 75 per cent), which is slightly higher than for Greater Melbourne (71 per cent), shown in

[49] Dwellings per hectare (dph) as defined in the Residential Zones State of Play Report, Managing Residential Development Taskforce (January 2016). *Using a site density measure (excluding roads etc).*

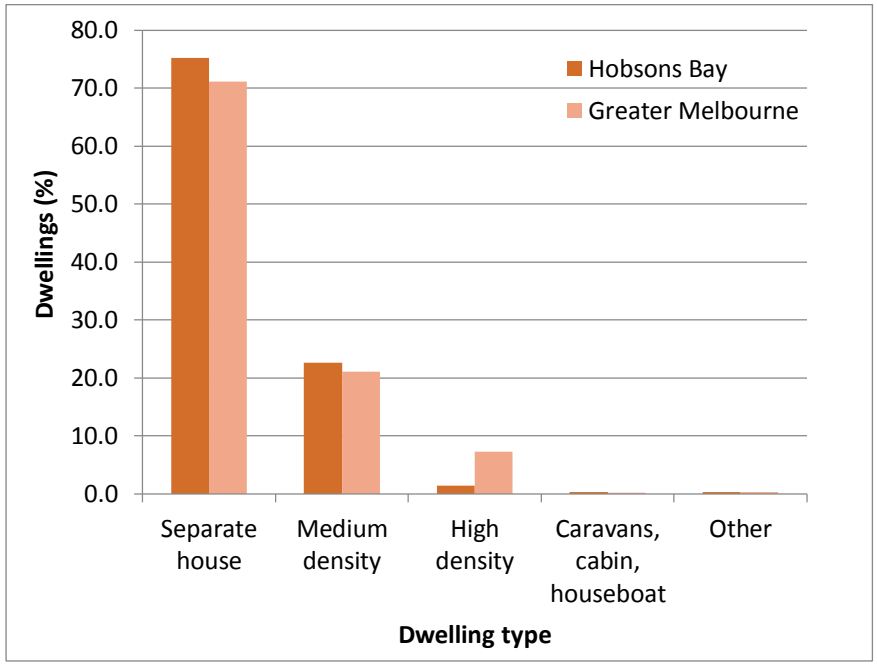
[50] Based on an approximate calculation of the total gross area of land zoned for residential use divided by the total number of dwellings (2016).

Figure 33. Hobsons Bay also had a slightly higher percentage of medium density dwellings (23 per cent) compared to Greater Melbourne (21 per cent) but much lower high density type dwellings (around 1 per cent compared to 7 per cent for Greater Melbourne).

Table 21: Dwelling type in Hobsons Bay (2011)

Dwelling type	%
Separate houses (Low density)	75.2
Medium density	22.7
High density	1.4

Figure 33: Dwelling type (2011)



Source: Australian Bureau of Statistics, Census of Population and Housing 2006 and 2011. Compiled and presented in profile.id.

Table 22: Classification of housing types (ABS Classifications)

Housing Type	Definition	
Separate house	Separate houses or detached dwellings, are stand-alone dwellings on their own grounds, which are separated from neighbouring dwellings by at least half a metre.	
Medium density	Semi-detached, row, terrace or townhouse etc. – these dwellings have their own private grounds and no other dwelling above or below them, but are either attached on at least one side or separated from neighbouring dwellings by less than half a metre. Flats, units or apartments in a one or two storey block – these dwellings do not have their own private grounds and may share a common entrance foyer or stairwell. They may have other dwellings above or below them. A storey is any level which includes dwellings or car parking space. The medium density classification only includes flats up to two storeys high. Flats attached to a house – includes granny flats and bungalows attached to a house but with separate provision for food preparation.	
High density	Flats, units or apartments in a three or more storey block – these dwellings do not have their own private grounds and usually share a common entrance foyer or stairwell. They will have other dwellings above or below them. A storey is any level which includes dwellings or car parking space. The high density classification includes all flats in three storey and larger blocks.	

Separate houses (Low density)

Separate houses account for around 75 per cent of all dwellings in Hobsons Bay with a mixture of single and double storey dwellings. Separate houses normally indicate a low density built form. Figure 34 shows the spatial distribution of separate houses. In 2011, the highest proportion of separate houses was found in:

- Seabrook (94%)
- Altona Meadows (90%)
- Laverton (89%)
- Altona North (81%)
- Newport East (75%)

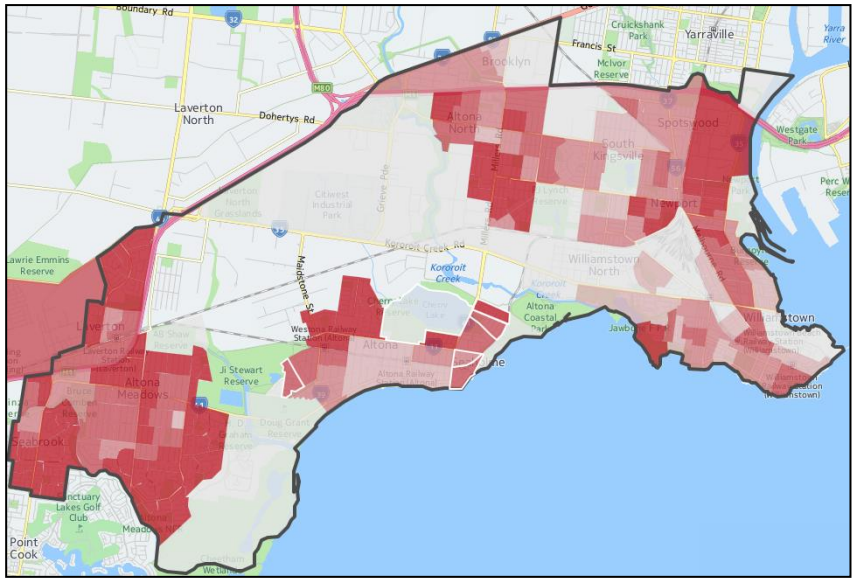
The suburbs with the highest proportion of separate houses therefore lack diversity in housing stock.

Seabrook and Altona Meadows were largely developed in the 1980s and 1990s and the role of these suburbs was to provide family housing in greenfield estates, whereas Laverton's development in the 1960s was primarily due to the construction of Housing Commission dwellings for families.

In contrast, the lowest proportion of separate houses in 2011 was found in:[51]

- Brooklyn (61%)
- Spotswood-South Kingsville (61%)
- Williamstown (61.5%)

Figure 34: Distribution of separate houses (2011)



Source: atlas.id 2011

A mix of housing types is important in a suburb to ensure households of various size, composition and age have a choice of housing options. Areas with good housing diversity would include a mix of separate, medium and high density formats.

[51] Williamstown North – The Rifle Range actually shows as the lowest proportion of separate houses (51 per cent) but this figure is misleading, The built form of the Rifle Range is predominantly single and double storey detached houses, however the majority of garages are attached to the neighbouring properties therefore not meeting the criteria of a 'separate house' as per the ABS classifications.

Medium density

Medium density development accounts for nearly 23 per cent of all housing types in the municipality. Figure 35 shows the spatial distribution of medium density houses. The areas with the highest amount of medium density development include:

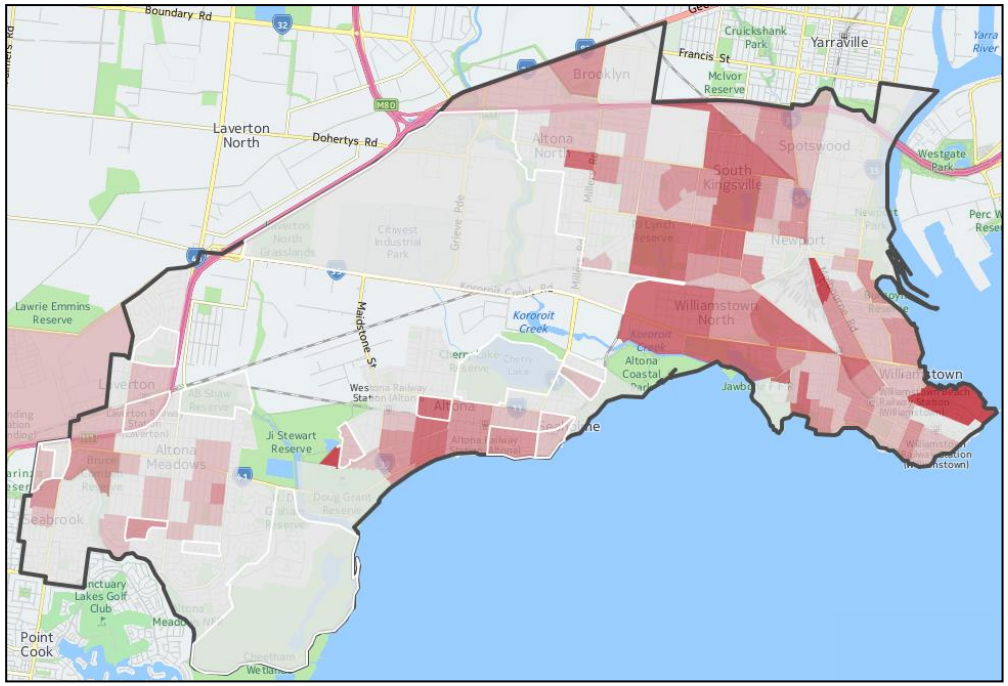
- Williamstown North – The Rifle Range (43%)
- Spotswood-South Kingsville (38%)
- Brooklyn (32%)
- Newport West (32%)
- Williamstown (31%)

The suburbs of Spotswood - South Kingsville, Brooklyn and Newport West have been undergoing changes over the years with single dwellings being replaced by medium density infill development. The **Rifle Range** was developed in the 1990s consisting of single and double storey houses in a compact urban form.

Medium density housing is more pronounced in the central and eastern parts of the municipality with little medium density occurring in the western parts of Hobsons Bay.

The majority of new infill development occurring in Hobsons Bay is medium density housing and this trend is set to continue.

Figure 35: Distribution of medium density houses (2011)



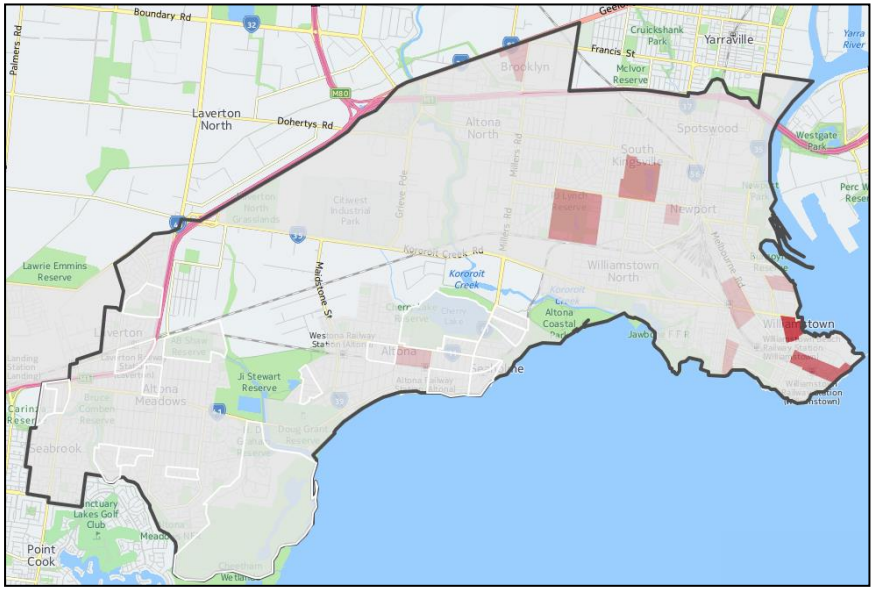
Source: atlas.id 2011

High density

There is currently very little high density housing in Hobsons Bay (just over 1 per cent of total housing types). Only Williamstown, Altona and Newport have apartments/flats over four storeys in height (refer Figure 36).[52]

In 2011, 1.4 per cent of Hobsons Bay's dwellings were classified as high density housing compare to 7.2 per cent in Greater Melbourne.

Figure 36: Distribution of high density houses (2011)



Source: Atlas.id 2011

[52] At the time this document was prepared.

Other dwellings (caravans, cabins and houseboats)

In 2011, around 0.4 per cent of the total Hobsons Bay population lived in this type of accommodation (this is higher than for Greater Melbourne 0.2 per cent). However, the number of residents living in caravan parks in Hobsons Bay has since declined with the closure of the Half Moon Caravan Park in Brooklyn in 2015 and the expected future closure of the Hobsons Bay Caravan Park in Williamstown North (which has 120 sites) due to the rezoning of the land to the General Residential Zone.

Land use zones and densities

There are land use zones which allow for higher residential densities, these include the Mixed Use Zone (MUZ), Commercial 1 Zone (C1Z), Comprehensive Development Zone (CDZ), Activity Centre Zone (ACZ) and the Residential Growth Zone (RGZ).

The amount of land zoned for these uses in Hobsons Bay is provided in Table 23.

Table 23: Land use zones for higher residential densities in Hobsons Bay (2016)

Zone	Amount	Notes
Mixed Use Zone (MUZ)	12 ha (0.19%)	
Commercial 1 Zone (C1Z)	62 ha (0.95%)	
Comprehensive Development Zone (CDZ)	5 ha (0.08%)	
Activity Centre Zone (ACZ)	-	No ACZ in Hobsons Bay
Residential Growth Zone (RGZ)	-	No RGZ currently in Hobsons Bay – RGZ proposed as part of the implementation of the Housing Change Framework Plan

5.3 Housing size and number of bedrooms

In addition to housing types and housing densities, an understanding of housing size is useful to identify what existing housing stock there is in Hobsons Bay and the trend for future housing requirements.

5.3.1 Housing size

Australia has some of the largest houses in the world. ABS Building Approvals data on average floor size of new houses show that in 2000-01, the average floor area of new houses in Australia was 227.5sqm, rising to 248sqm in 2008-09. This trend was mirrored in Victoria, with figures of 217.3sqm in 2000-01 to 252.8sqm in 2008-09. Growth in average floor size in Victoria was the highest of all States and Territories and was almost double the national average[53].

House sizes vary within Hobsons Bay, however the general trend with recent infill development is that new housing being constructed is larger. However, the extent of change in regards to the level of infill development in a suburb depends upon a number of factors, the main ones being lot size, the age of housing stock and any development constraints such as heritage overlays.

Suburbs with smaller lot sizes and newer housing stock are less likely to undergo much housing change (e.g. Altona Meadows and Seabrook) than areas with larger lot sizes and ageing housing stock (e.g. Altona, Altona North and Laverton). A typical example of infill development in the municipality is the replacement of older detached single level housings (not constrained by heritage) with multi units, often double storeys with smaller gardens/private open space. Section 5.4 outlines further the types of infill development over the past 10 years.

Larger homes are typically less sustainable from an environmental perspective as they tend to use more energy and consume more land.

[53] Housing.id Report (2016), p.47.

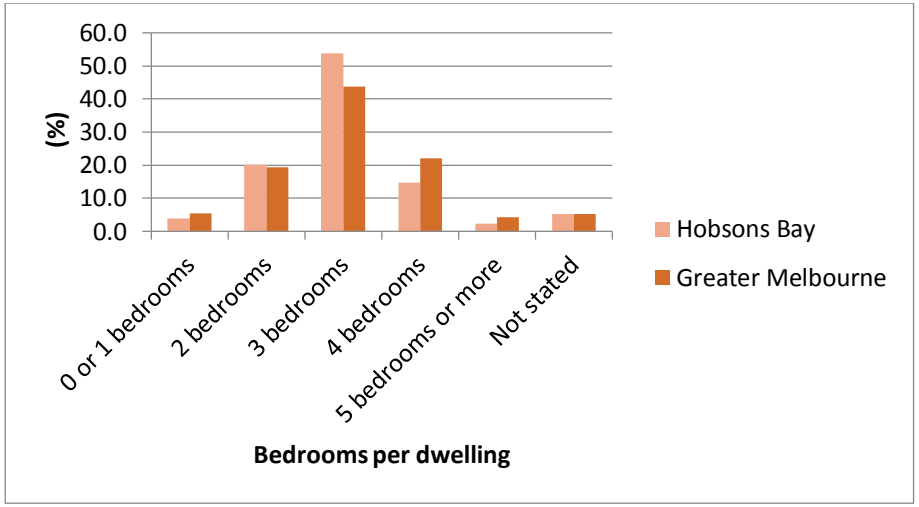
5.3.2 Number of bedrooms

The number of bedrooms in a dwelling is an indicator of the size of housing, and when combined with housing type information, provides insight into the role Hobsons Bay plays in the housing market. For example, an area of high density dwellings that are predominantly one to two bedroom are likely to attract students, single workers and young couples, whereas a high density area with dwellings that are predominantly two to three bedroom may attract more empty nesters and some families.

In Australian cities, three or more bedroom separate dwellings are the most prevalent and typically provide for larger households.

In combination with household type and household size, the number of bedrooms can also indicate issues around housing affordability, overcrowding and other socio-economic factors.

Figure 37: Number of bedrooms per dwelling (2011)

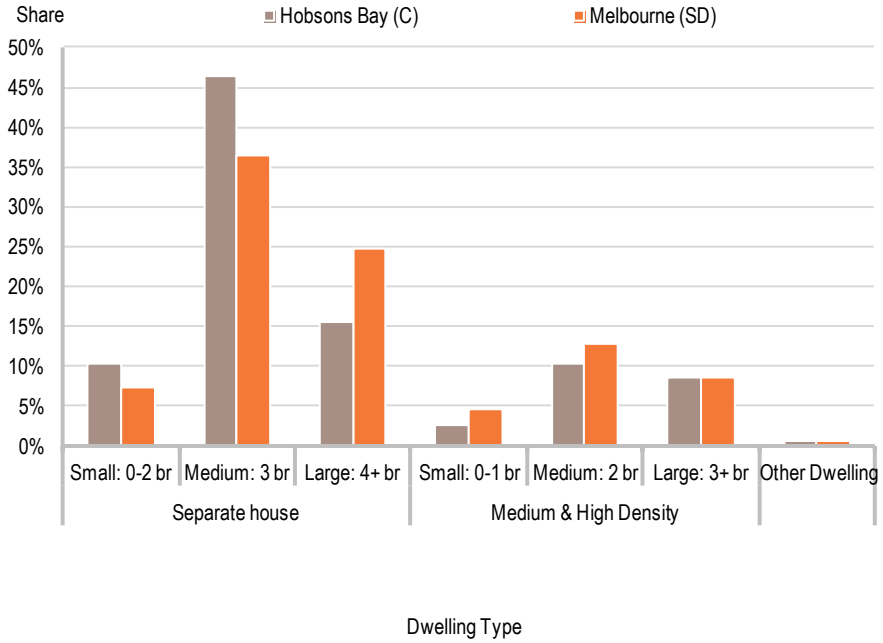


Source: ABS, Census of Population and Housing, 2011 (Enumerated data) Compiled and presented in profile.id

In 2011, there were 32,527 occupied private dwellings in Hobsons Bay. Around three-quarters of these were separate houses, primarily consisting of three bedrooms (Figure 37).

Compared to metropolitan Melbourne, Hobsons Bay had a higher proportion of separate houses (75.9% compared to 71.4%). The dwelling profile for Hobsons Bay shows some similarities to that of the Melbourne metropolitan area (Figure 38). Separate houses, regardless of the number of bedrooms, dominate the Hobsons Bay landscape, comprising 75.9 per cent of occupied private dwellings. This compares with 71.4 per cent for Melbourne.

Figure 38: Housing types and number of bedrooms (2011)



Source: ABS, Census of Population and Housing (2011)

However, when the number of bedrooms are considered there are marked differences. Separate houses in Hobsons Bay tend to have less bedrooms – almost half contained three bedrooms and just 15.7 per cent (one in seven) contained four or more bedrooms. The equivalent figures for Melbourne were 36.4 per cent and 24.9 per cent. These differences are largely explained by the age of the dwelling stock and small block size in Hobsons Bay, particularly in the east of the municipality.

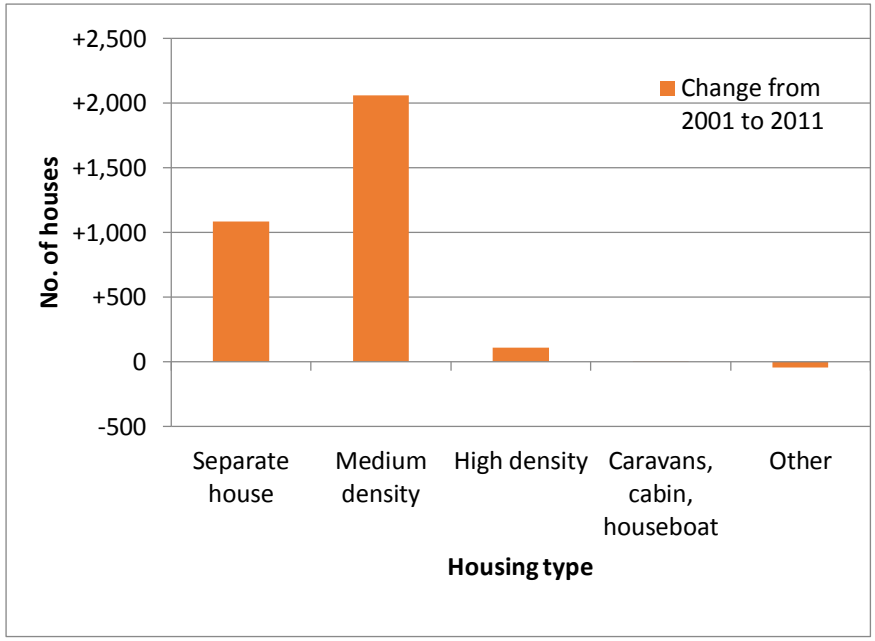
5.4 How is the housing stock changing?

5.4.1 Change in housing stock

Over the period 2001 to 2011, the greatest change in housing stock in Hobsons Bay was in medium density housing (refer Figure 39). This is in line with the Victorian Government's urban consolidation policies and the type of infill development experienced in the municipality as older housing stock is replaced by units and townhouses.

An additional 2,062 dwellings were added to this housing type which is an increase of 35 per cent. Separate houses increased by 1,085 dwellings (a four per cent increase). High density housing only increased by 112 dwellings but this represented a 29 per cent increase from 2001.

Figure 39: Change in housing type (2001-11)



Source: ABS, Census of Population and Housing, 2011 (Enumerated data) Compiled and presented in profile.id

The change in housing types at the suburb level is shown in Table 24. All suburbs experienced an increase in medium density housing types between 2001 and 2011 with the exception of Altona Meadows and Seabrook. These suburbs had an increase in separate houses attributed to the development of greenfield sites in this area.

The suburbs with the biggest change in housing types include Newport West, Brooklyn, Altona North which have all experienced a loss of separate houses and a gain of medium and high density residential development over the period 2001 to 2011.

Table 24: Change in housing type by suburb (2001-11)

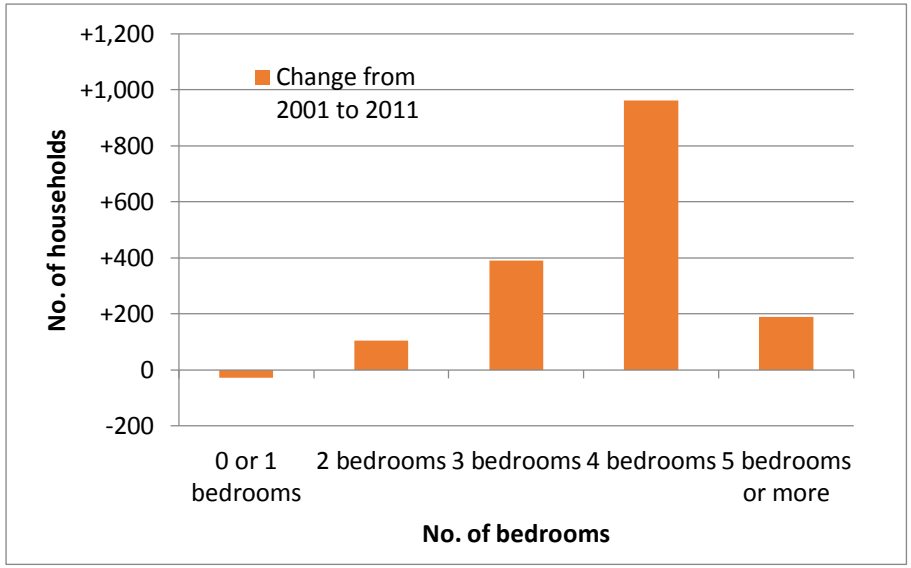
Suburb	Loss of separate houses	Gain of separate houses	Gain of medium density houses	Gain of high density houses
Hobsons Bay		✓ (+1,085)	✓ (+2,062)	✓ (+112)
Altona - Seaholme		✓ (+51)	✓ (+278)	✓ (+41)
Altona Meadows		✓ (+1,047)		
Altona North	✓ (-29)		✓ (+291)	✓ (+29)
Brooklyn	✓ (-79)		✓ (+189)	✓ (+12)
Laverton		✓ (+7)	✓ (+56)	✓ (+7)
Newport East	✓ (-41)		✓ (+216)	
Newport West	✓ (-47)		✓ (+487)	✓ (+37)
Seabrook		✓ (+190)		
Spotswood - South Kingsville	✓ (-56)		✓ (+246)	
Williamstown	✓ (-27)		✓ (+288)	
Williamstown North		✓ (+64)	✓ (+112)	

5.4.2 Change in number of bedrooms

Over time however, there is a trend in Hobsons Bay for dwellings to contain more bedrooms. Figure 40 shows the change in the number of bedrooms over the ten year period from 2001 to 2011. The greatest increase was in houses with four bedrooms which increased by 961 houses (25 per cent more than in 2001).

There was a decrease in the number of houses with none (studio)/one bedroom (-2 per cent) and only a two per cent increase (105 houses) in the number of dwellings with two bedrooms.

Figure 40: Change in number of bedrooms (2001-11)



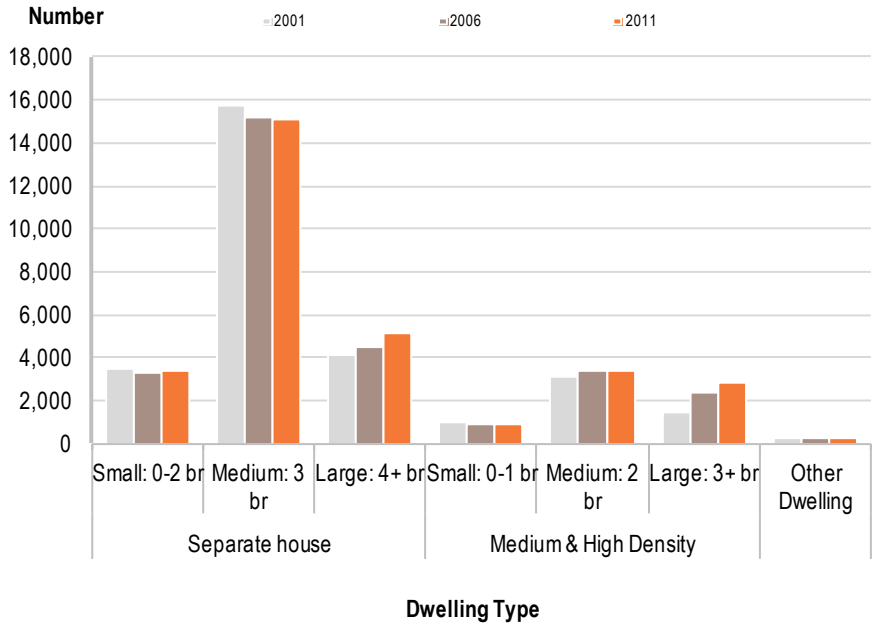
Source: ABS, Census of Population and Housing, 2011 (Enumerated data) Compiled and presented in profile.id

Figure 41 shows the change in housing type and in the number of bedrooms for Hobsons Bay from 2001 to 2011. Regardless of the type of housing (i.e. separate or medium/high density), those with three or more bedrooms increased their share from 69.9 per cent in 2001 to 70.6 per cent in 2011.

While the total number of dwellings in Hobsons Bay increased by 6.7 per cent over the ten years (from 2001 to 2011), dwellings with three or more bedrooms increased by 7.9 per cent. In other words, larger houses increased at a faster rate than total dwelling growth. This is part of the Australia wide trend towards larger homes, a trend which may not be environmentally sustainable. Factors which influence this trend include.[54]

- the desire for space – to work from home, to provide a bedroom for every child (including those in separated families) or the desire for a spare room for visitors and family
- higher developer profits from large format housing
- increased affluence
- the perception of increased capital gain from buying larger homes

Figure 41: Change in housing type and the number of bedrooms (2001-11)



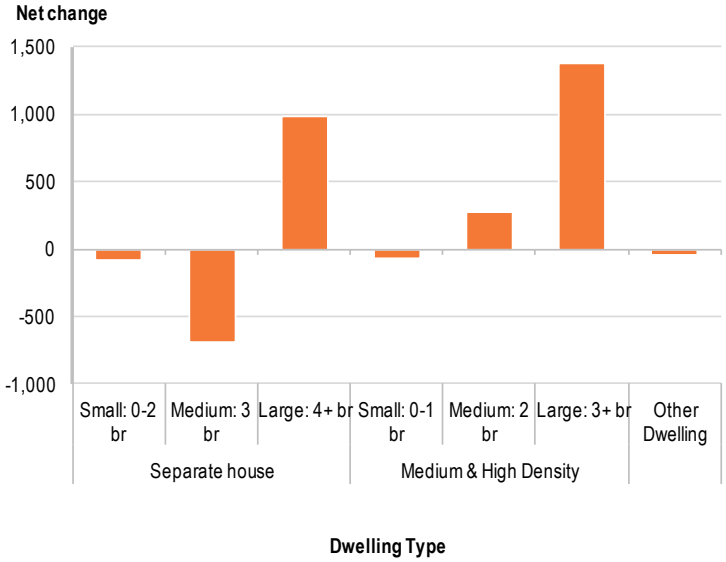
Source: ABS, Census of Population and Housing (2001-2011)

[54] Housing.id report (April 2016).

The increase in larger dwellings does mask some significant changes when the type of dwelling is considered (Figure 42). Notably, there was a large decrease in the number of three bedroom separate houses (-689 or 4.4 per cent), but the number of four bedroom separate houses increased by 982 (23.9 per cent). This is likely a result of home renovation (adding more bedrooms to an existing dwelling) as well as demolition of older and sub-standard housing, and its replacement with modern and larger dwellings with more bedrooms.

The number of medium density dwellings with three or more bedrooms almost doubled over the ten years and increased their share from 4.7 per cent to 8.7 per cent of dwellings.

Figure 42: Change in housing type by number of bedrooms (2001-11)



Source: ABS, Census of Population and Housing (2001 and 2011)

[55] Residential building constructions obtained from Council's rates data (Opteon data) over the period 1/1/2004 to 31/12/2014.

The trend away from smaller homes is interesting in light of declining average household size and the increase in smaller households, particularly those occupied by one person.

Despite the fact that medium density housing represented the greatest increase in housing types in Hobsons Bay over the ten year period (2001 to 2011), the fact that the majority of new housing types contained three plus bedrooms (suited to family/group type households) means that the new housing stock is not meeting the needs of smaller households seeking one/two bedroom homes.

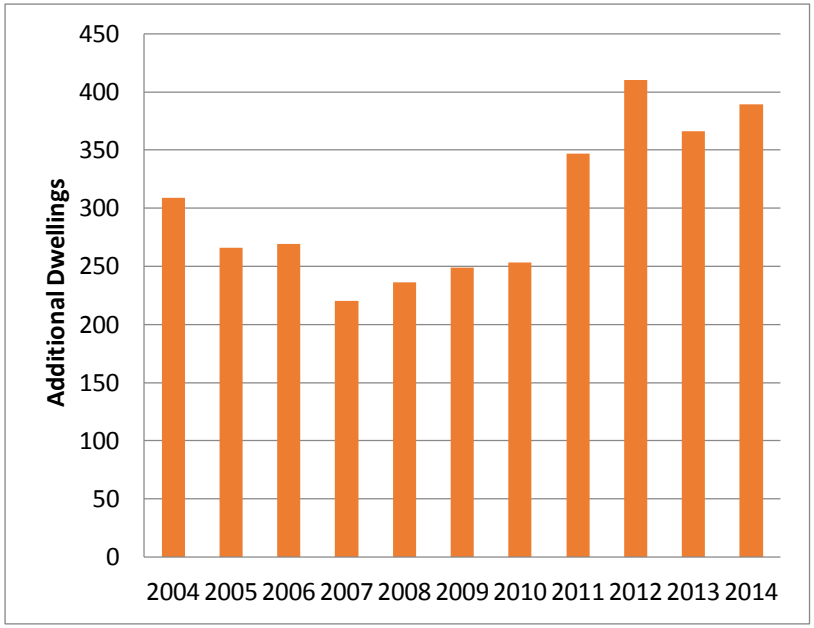
5.5 Where has new residential development been occurring?

Over the period 2004 to 2014[55], a total of 4,477 dwellings were constructed (407 per annum) in Hobsons Bay. Demolitions of existing dwellings equated to 1,161 which means that there was a total **net gain of 3,314 additional new dwellings** which is an additional 301 new dwellings constructed per annum (refer Table 25).

Figure 43 shows that the rate of development has been greater from 2011 to 2014. The rate of construction of new dwellings over a five year period is much higher, from 2010 to 2014 around an additional 353 new homes were constructed in the municipality per annum.

The breakdown in the location of these new dwellings per suburb is provided in Table 25 and Figure 44.

Figure 43: Net additional dwellings constructed (2004-14)



Source: Dwelling constructions from Opteon data (1/1/2004 to 31/12/2014)

Table 25: Net residential dwellings constructed (2004-14)

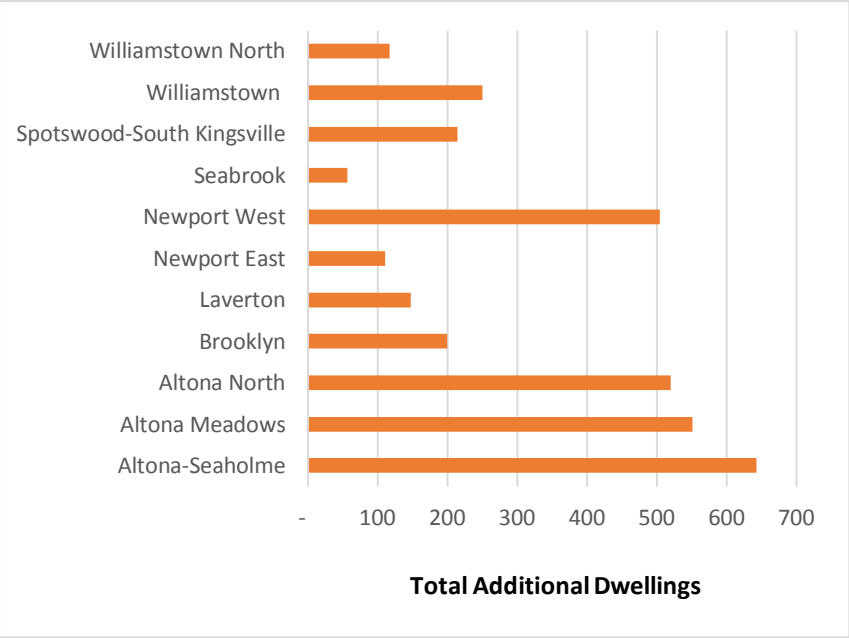
Suburb	Net additional residential dwellings constructed (2004-14)		
	No.	%	Per Annum
Hobsons Bay	**3,314**	**100.0**	**301.3**
Altona-Seaholme	643*	19.4	58.5
Altona Meadows	551	16.6	50.1
Altona North	520	15.7	47.3
Brooklyn	200	6.0	18.2
Laverton	147	4.4	13.4
Newport East	111	3.3	10.1
Newport West	504	15.2	45.8
Seabrook	57	1.7	5.2
Spotswood-South Kingsville	214**	6.5	19.5
Williamstown	250	7.5	22.7
Williamstown North	117	3.5	10.6

**Seaholme accounted for 48*

***South Kingsville accounted for 110*

The suburbs experiencing the highest rate of infill development were Altona-Seaholme, Altona North and Newport West (refer Figure 44). The construction of new dwellings in Altona Meadows is attributed to vacant lots rather than the demolishment and replacement of existing homes.

Figure 44: Net additional dwellings constructed per suburb (2004-14)



Source: Dwelling constructions from Opteon data (1/1/2005 to 31/12/2014)

5.5.1 How well located is new housing in Hobsons Bay?

New housing should be located near to existing services and public transport consistent with Direction 2.2 of Plan Melbourne and Clause 16 of the SPPF, which also requires new housing to be located in or close to activity centres and at sites that offer good access to services and transport.

Identifying where the existing housing stock is located in relation to key community infrastructure and services is useful on two levels, firstly it provides an insight as to where infill development has been occurring and secondly, it provides guidance as to where future growth should be directed to ensure new housing is located near to existing infrastructure and services.

Walkable catchments

The concept of 'walkable catchments' is often used in land use planning to spatially define what is considered as an acceptable distance to activity centres and public transport.

Walkability is simply a measure or an indication of how friendly/easy an area is to walk. A walkable catchment is the distance in which access to a service/facility can be reached and is accepted as a generally reasonable distance to walk. Walkability is an important indicator of how accessible housing is to community services, facilities and infrastructure.

There are numerous benefits of walkable/accessible neighbourhoods including health (promotes active transport), economic and environmental benefits associated with less reliance on private motorised vehicles.

The 'rule of thumb' for walkable catchments in planning policy is 800 metres walking distance from a train station (also stipulated in Clause 56.03 of ResCode) and 400 metres walking distance from an activity centre. This represents a ten and five minute walk respectively. In general, people are likely to walk further for higher order facilities and services.

Walkable catchments in Hobsons Bay

Walkable catchments have been determined around Hobsons Bay's activity centres based on the size, role and function of the centres (shown in Figure 45) and should be used as part of the housing capacity assessment.

Figure 45 overlays the proposed walkable catchments for Hobsons Bay with the locations of new dwellings constructed in the municipality between 2004 and 2014 (as discussed in Section 5.5). This indicates that the majority of new housing that is being provided in the municipality is located outside of walkable catchments to Hobsons Bay's activity centres and public transport.

5.5.2 Proximity to existing community infrastructure and services

The total number of dwellings within walkable catchments to activity centres and train stations within Hobsons Bay has been estimated. The total number of dwellings included in Table 26 excludes dwellings within the commercial and mixed use zones and shop top housing, this will be detailed in the housing capacity assessment.

Table 26: Total number of dwellings near to community services and infrastructure (2015)

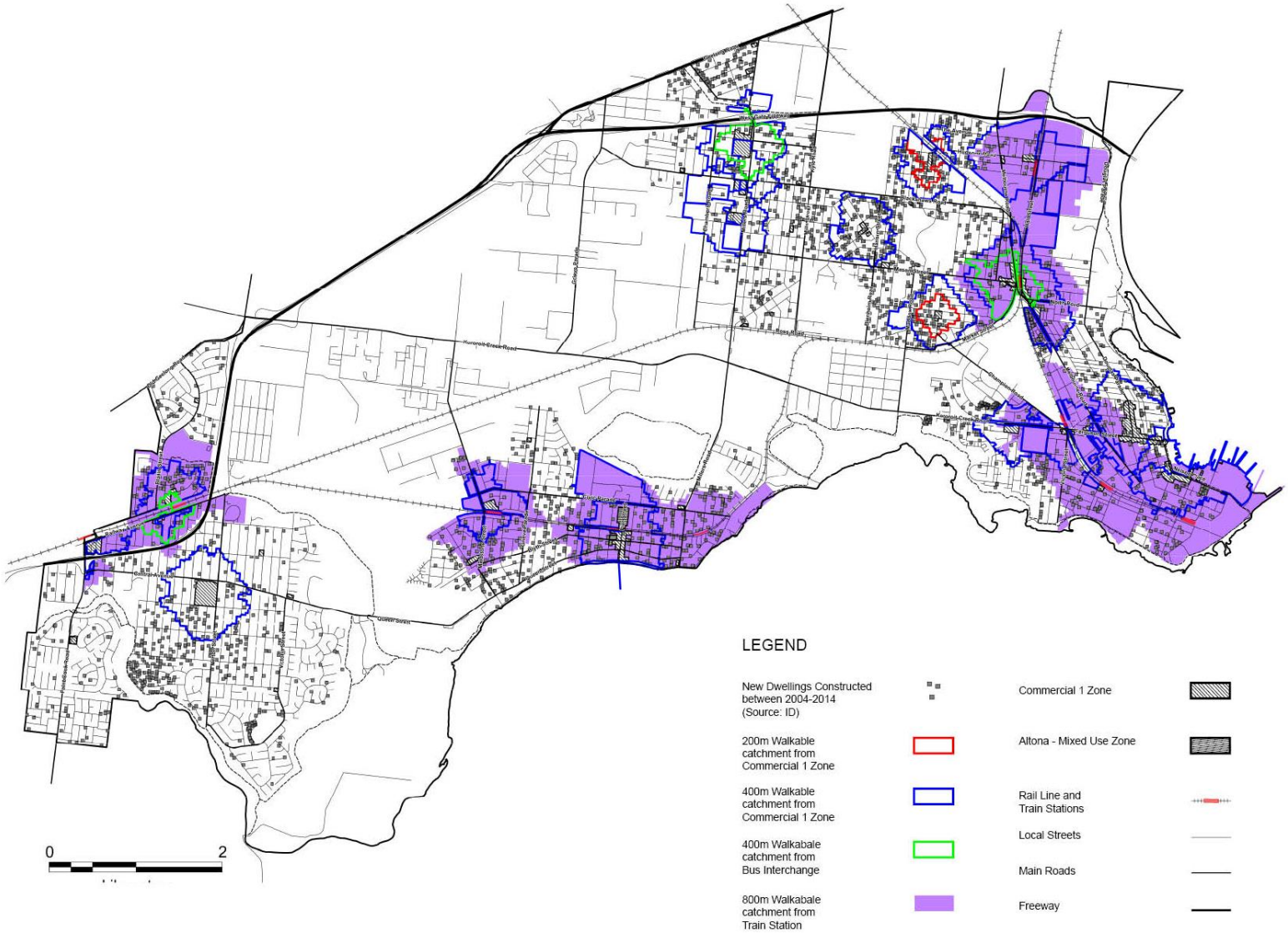
Location	Total No. Dwellings	% of total in Hobsons Bay
Within 800m of a train station	11,428	31
Within 400m of an activity centre	12,374	34

Table 26 estimates that less than one-third of all housing in Hobsons Bay is within an 800 metre walkable distance to a train station and just over one third of all housing is within a 400 metre walkable distance to an activity centre.

This means that the majority (around 25,290 dwellings) are located outside of an 800 metre walkable catchment to a train station. It is worth noting that the two largest suburbs in the municipality Altona Meadows and Altona North (which is also one of the Major Activity Centres) are not serviced by a train station, although Altona North does have a bus interchange.

Housing which is located away from access to existing public transport and community services and facilities is unlikely to support active transport and likely to increase car dependency. This trend does not support health and wellbeing within our communities and also has negative impacts on environmental sustainability.

Figure 45: Location of new residential infill development (2004-14)



5.6 What housing do households live in?

The previous section identifies the household types in Hobsons Bay, this section identifies the dominant and emerging household types, and looks at the types of dwellings in which they live. The dominant household type is the category with the highest share of households at the 2011 Census, while an emerging household is that with the highest increase in absolute numbers between 2001 and 2011.

While there is little qualitative data on housing preference, Census data enables detailed analysis of housing consumption by household type to show preferences in the context of supply constraints where:

- revealed preferences are what housing type households actually live in (Census data)
- expressed preferences are stated by individuals when surveyed as to what sort of housing would they like to live in

This analysis uses Census data to identify the relationship between key dominant and emerging household types and the housing they live in. The following household types are analysed:

Table 27: Dominant and emerging households

Dominant Households	Emerging Households
Couples with young children	Single parents with older children
Couples with older children	Middle-aged lone person households
	Older lone person households

5.6.1 Dominant households

Table 28: Couples with young children (2011)

Dominant household	Total in 2011	Trend	Typical housing type (2011)
Couples with young children	17.4%	The number has declined over the period 2001-2011 but remains stable	Over 50% lived in separate houses with three bedrooms

These households fall into three housing markets:

- those early in housing career who are buying their first home and may be spending large proportions of their income on housing costs
- second and third home-purchasers moving to larger dwellings more distant from the city centre that are more suitable to their changing needs
- those living in higher density dwellings, both renters and buyers, who have just had their first child

The numbers of *couples with young children* households living in separate houses with four or more bedrooms increased over the period 2001 to 2011 (refer Table 28). There was also an increase of these households living in medium and high density houses with three or more bedrooms, this is not surprising given the increase in the number of these types of housing in Hobsons Bay.

Given the stability in this household type, this suggests that there may have been renovation of existing stock to adapt the requirements of modern living, or may simply reflect a preference for more space.

Increasing numbers of these households spur demand for children's services and diversify established areas. They also help maintain population levels, as their household size is likely to grow in the short term.

Table 29: Couples with older children (2011)

Dominant household	Total in 2011	Trend	Typical housing type (2011)
Couples with older children	10.4%	Little change in this household type over the 2001-2011 period but a shift towards dwellings with more bedrooms	Around 92% live in separate houses (about 50% in three bedrooms and 35% with four or more bedrooms)

Couples with older children (children over 15 years of age), share many similarities to *couples with young children* but they are usually far more advanced in their housing careers and in the suburban lifecycle. They are more likely to have lived in the same house for a longer period of time as household mobility tends to decline with age, but also as households become established within the community their needs become more tied to what happens locally. Their service needs are likely to be different due to their older age structure.

Over the period 2001 to 2011, there was a clear trend towards houses with more bedrooms (refer Table 29). This is likely to be a result of home renovation, adding new bedrooms to existing housing stock. There was a minor increase in the number of *couples with older children* households living in medium and high density housing.

5.6.2 Emerging households

Table 30: Single parents with older children (2011)

Dominant household	Total in 2011	Trend	Typical housing type (2011)
Single parents with older children	6.4%	This household type increased by almost 30% over the period 2011 to 2011	Around 81% live in separate houses (over 55% in three bedroom houses, around 17% in four or more bedroom houses)

Single parents with older children are one of the more significant emerging household types in Hobsons Bay. This household type consists of single parents with children aged over 15 years, and are created through family breakdown and widowhood, and also through the maturing of children.

This household type is more advanced in their housing careers, have been in the same house for some time and have a diverse range of service needs.

The housing preference for this household type is separate houses.

Table 31: Middle-age lone persons household (2011)

Dominant household	Total in 2011	Trend	Typical housing type (2011)
Middle-aged lone persons households	8.7%	This household type increased by almost 40% over the period 2001 to 2011	Around 36% live in three bedroom separate houses and around 20% in two bedroom medium and high density housing.

Middle-aged lone person households (aged 45-64 years) are often not considered in housing analysis, however, of all household types in Hobsons Bay, they recorded the fastest growth rate over the period 2001 to 2011 (increasing by almost 40 per cent).

This increase is partly the result of ageing in place of younger lone person households, children leaving the home of a single parent ("empty nesters"), but also due to family breakdown. This tends to create a smaller household unit which might consist of one parent leaving the family home to live elsewhere.

Because of the large increase in this household type, their numbers increased in most housing types. Regardless of housing type, the distinguishing feature for *middle aged lone person households* in Hobsons Bay is that they are more likely to occupy houses with fewer bedrooms. The need for extra bedrooms however, is important for households that have been created through family breakdown (for example, joint custody arrangements).

Table 32: Older-lone person households (2011)

Dominant household	Total in 2011	Trend	Typical housing type (2011)
Older lone person households	8.9%	This household type increased by 11% over the period 2001 to 2011	Over 40% live in three bedroom separate houses (around 18% in 0-2 bedroom separate house and 16% in 2 bedroom medium and high density)

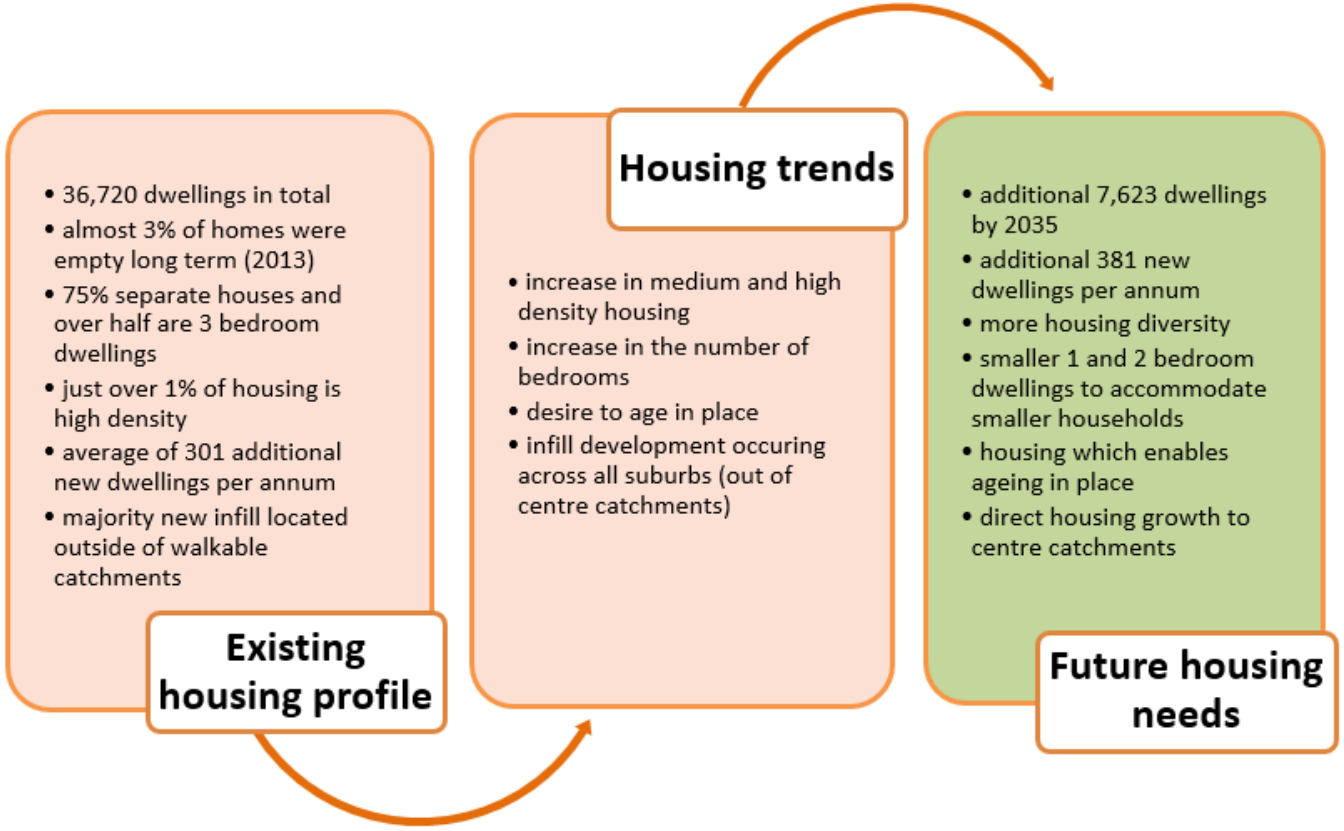
This household type is created in similar ways to *middle aged lone person households* – through ageing, widowhood, children leaving home and family breakdown. *Older lone person households* (aged 65 years and over) are advanced in their housing careers and are likely to have been in the same house for some time. Migration data from the Census consistently shows that older people have lower levels of household mobility, but reasons why an older person may or may not move are complex but are likely to coincide with major life events.

Older lone person households living in three bedroom separate houses increased significantly over the ten period (2001 to 2011). This has probably occurred in two ways – firstly, through home renovation and secondly, by staying in the family home after their children leave, or their spouse dies.

It is often assumed that older people downsize from their family homes to units or retirement villages after the children leave home. However, the evidence does not support this assertion. There are several reasons why older people may remain in their family home, including:

- financial – the cost of moving into more 'appropriate' housing forms may be prohibitive (including the associated transaction costs)
- emotional – the emotional attachment to a family home
- need for space – appropriateness of larger dwellings may be underestimated. The extra bedrooms may be used as a home office, or places for relatives, grandchildren and friends to stay
- opportunity – few alternatives (more convenient housing forms) in the region where established family and social networks exist
- the "boomerang" syndrome – whereby children return to the family home for periods of time before they move elsewhere in a permanent home (these households alternate between being a family and non-family home)

5.7 Summary housing profile: considerations for the housing strategy



Analysis of the housing profile highlights a number of key considerations when planning for future housing needs in Hobsons Bay.

Existing housing profile

- in 2015, Hobsons Bay had an estimated 36,720 dwellings, with around half of these located in the suburbs of Altona Meadows, Altona-Seaholme and Altona North
- the Speculative Vacancy report identified that over 1,000 homes (around 3 per cent) were empty long term in Hobsons Bay (in 2013)
- around three quarters of the housing stock is dominated by separate (low density) houses with almost half comprising three bedrooms
- only around 1.4 per cent of dwellings were classified as high density (three or more storeys) in 2011
- existing residential development rates over the period 2004-14 equate to the construction of around 301 additional new dwellings per annum
- the majority of new housing has been built outside of walkable catchments to existing public transport (train stations) and activity centres

Housing trends

- the greatest increase to the housing stock is in the form of medium density housing, predominantly two storey townhouses
- an increase in the number of bedrooms (particularly in the number of four bedrooms) following the Australian trend towards larger homes. This is despite the fact that Hobsons Bay has a declining household size and an increase in smaller household types
- there is a preference to age in place and/or to remain within the community
- medium density infill development is occurring across all suburbs although the highest rates of new residential development is in the eastern and central parts of the municipality including Altona-Seaholme, Altona North and Newport West

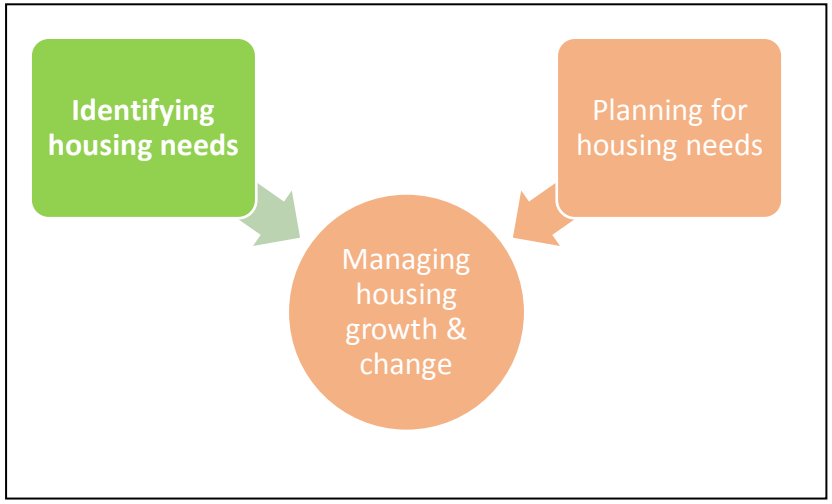
Future housing needs

- it is forecast that there will be an additional 7,623 dwellings by 2035, this equates to around 381 new dwellings per annum
- more housing diversity is required to ensure households of various size, composition and age have a choice of housing options
- the dominant household type in Hobsons Bay will continue to be larger family households but there will be an increase in smaller households (lone person households and couples without children). The past development trends for larger homes creates a potential mismatch in housing types to meet the needs of residents in smaller households
- there is expected to be more demand for homes which allow residents to age in place
- future housing needs to be better located to community infrastructure and services

PART SIX: FUTURE HOUSING NEEDS

6.0 Housing needs in Hobsons Bay

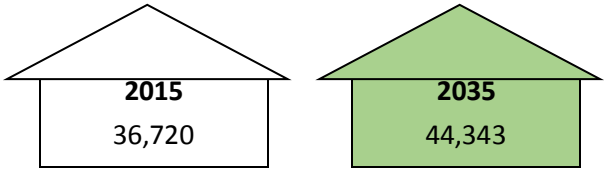
Assessing housing needs requires consideration of demographic changes to the resident profile to understand the drivers of change as well as understanding the housing preferences of the community (housing demand).



6.1 How much additional housing do we need?

An assessment of demographic changes and forecasted dwelling demand has been undertaken in the previous sections, as identified it is estimated that an **additional 7,623 homes are needed** in Hobsons Bay over the next 20 years. This equates to an extra 381 new homes per annum to 2035.

Figure 46: Forecasted number of additional dwellings in Hobsons Bay (2015-35)



Source: Forecast.id (2014)

Table 33 outlines the change in dwellings required in each suburb from 2015 to 2035. The forecasted number of dwellings required are based on known SRA and strategic redevelopment sites as well as forecasted household size. A vacancy rate[56] has been applied to the forecasted estimates based on the fact that not all dwellings are occupied due to a number of reasons (e.g. awaiting sale, under repair, derelict).

The largest changes are in the suburbs of Altona North (+55 per cent), Spotswood-South Kingsville (+72 per cent) and Williamstown (+21 per cent), driven by the SRA in these locations (refer Figure 47).

Although Laverton is only expected to gain an additional 361 dwellings over the next 20 years, it actual represents a growth of almost 20 per cent which is the highest in the municipality for a suburb without an SRA.

The capacity for Hobsons Bay to accommodate this expected demand will be addressed in a housing capacity assessment.

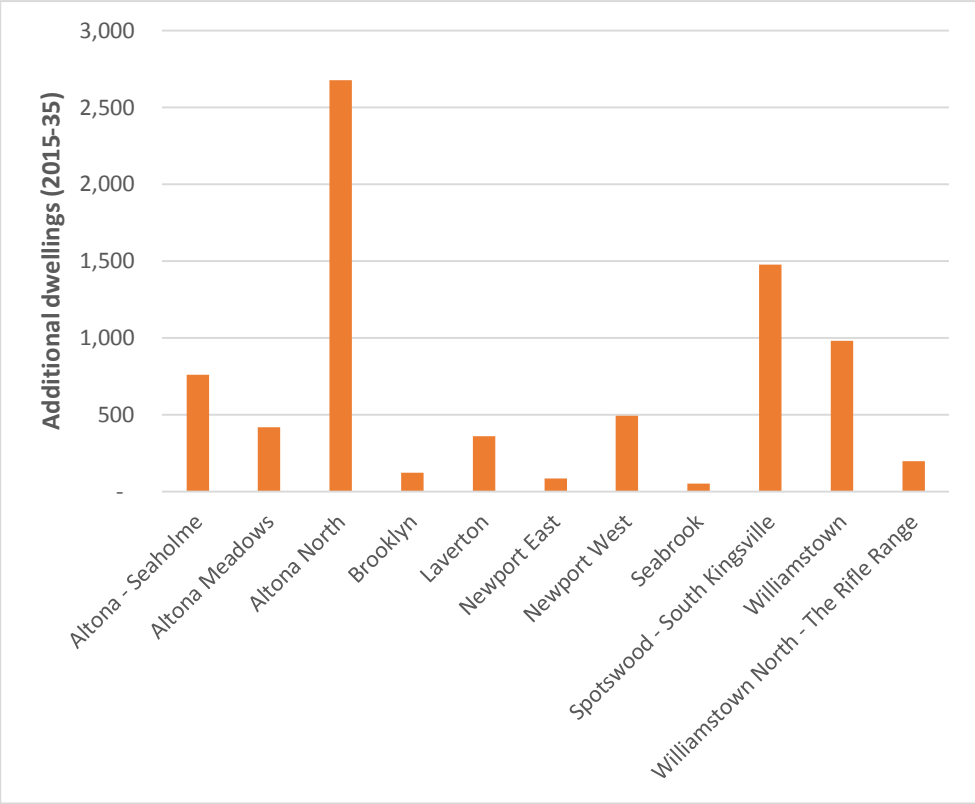
[56] A vacancy rate of around five per cent has been applied.

Table 33: Forecast number of dwellings required (2015-35)

Area	2015	2035	Change (2015-35)		Per annum
			No.	%	
Hobsons Bay	**36,720**	**44,343**	**7,623**	**21**	**381**
Altona-Seaholme	5,905	6,666	761	13	38
Altona Meadows	7,548	7,965	417	6	21
Altona North	4,838	7,514	2,676	55	134
Brooklyn	851	973	122	14	6
Laverton	1,916	2,277	361	19	18
Newport East	1,752	1,839	87	5	4
Newport West	3,458	3,951	493	14	25
Seabrook	1,814	1,865	51	3	2.5
Spotswood-South Kingsville	2,040	3,516	1,476	72	74
Williamstown	4,782	5,765	983	21	49
Williamstown North	1,816	2,012	196	11	10

Source: Forecast.id (2014)

Figure 47: Forecast housing growth (2015-35)



Source: Forecast.id (2014)

6.2 What type of housing do we need?

This section identifies the types of additional housing that is needed in Hobsons Bay through consideration of community consultation and forecasted demographic changes over the next 20 years.

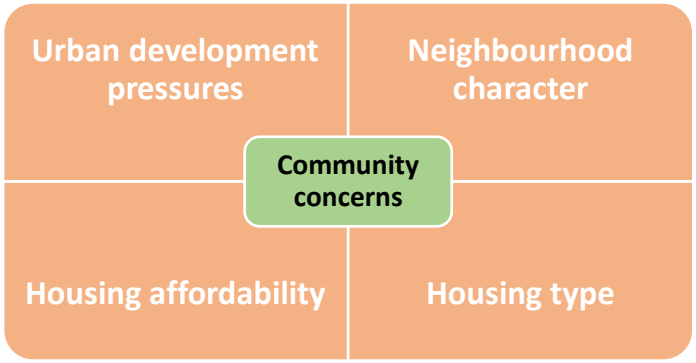
6.2.1 What housing needs and issues were identified by our community and stakeholders?

This background report has been drafted in conjunction with a community and stakeholder engagement process which identified housing needs and issues relating to housing type, housing tenure and community impacts. Further details regarding the consultation undertaken is provided in Appendix G.

Community consultation

Consultation with the community[57] identified a number of housing issues in Hobsons Bay, these are identified below.

Figure 48: Summary of community concerns



[57] Including consultation on Hobsons Bay 2030 Community Vision (2017-21), the Hobsons Bay Neighbourhood Profiles (various dates) and community and stakeholder consultation on Stage One of the Hobsons Bay Housing Strategy (2014).

Urban development pressures

The Hobsons Bay community is concerned about the effects that population growth will have on the municipality's infrastructure, including traffic and car parking. While most residents seemed to understand that urban development may be necessary for the growing population, the perception of a lack of planning to supply the appropriate infrastructure for increased numbers coming to live in the area is what concerns residents the most.

Neighbourhood character

There is concern regarding the actual design of the new housing being built and the impact on the existing neighbourhood character. Residents considered it is highly important for new housing to be in architectural harmony with what is already there, as well as avoiding the "monstrosity" of high rise buildings and over-development of the area. Housing character is also seen as an important asset for residents particularly in Williamstown and Newport.

Housing affordability

Whilst respondents who participated in the housing consultation identified affordability as a key reason for moving to/living in Hobsons Bay (compared to other areas within a similar distance to the CBD), some respondents noted that it is now becoming too expensive to buy/rent in the area (particularly the eastern suburbs of the municipality where there are better community services and facilities). The issue of support/housing options for those at risk of homelessness was also raised.

Housing type

Hobsons Bay has an ageing population and there appears to be a lack of suitable accommodation options for retirees/the elderly who are needing to move to a

smaller property (e.g. single level units) whilst remaining in the community and the preference to age in place. The new housing stock which is being developed in Hobsons Bay does not consider these requirements.

Stakeholder consultation

Preliminary consultation with key stakeholders[58] identified a number of housing concerns in Hobsons Bay, these are summarised below.

Location/density of new dwellings

Comments regarding the location and density of new dwellings in proximity to industrial land, Major Hazard Facilities and pipeline infrastructure were noted. In particular, to protect existing industrial uses from residential encroachment and to minimise population density in such areas.

Diversity/choice of new dwellings

Consultation undertaken with key real estate agents in the municipality gauged an understanding of the market demand for housing in Hobsons Bay. The key points included comments around housing choice and diversity including:

- demand for single level living
- demand for smaller units
- preference for lower maintenance properties
- no Body Corporate fees
- more options for retirees wanting to downsize but remain in the community

[58] Stage One consultation on housing needs (October 2014).

6.3 Where should new housing be located?

The location of housing is one of the most important considerations when planning for future housing. New housing should be located in areas with access/reasonable proximity to existing community infrastructure and services consistent with urban consolidation principles and State policy.

What is community infrastructure and services?

Community infrastructure and services refers to the public facilities, services and places used by residents to meet their social needs and enhance community wellbeing.

For the purpose of the housing strategy, community infrastructure and services include access to existing public transport facilities (train station and bus interchanges), activity centres which include shops/medical facilities/cafes/libraries, as well as education and early years facilities.

In a metropolitan context, the location of new infill development in Hobsons Bay meets the urban consolidation objectives of new housing being located in established suburbs. However, on a municipal wide context, there appears to be a mismatch between the need for new housing to be located within walkable catchments to existing community services and infrastructure (i.e. activity centres and public transport) and the actual location of where new housing is being provided.

Data indicates that the majority of housing (around two-thirds) that has been developed to date in Hobsons Bay has occurred outside of areas near to train stations and activity centres. This trend is inconsistent with Direction 2.2 of Plan Melbourne which requires future housing (medium- and higher-density development) to be located near services and public transport and Clause 16 of

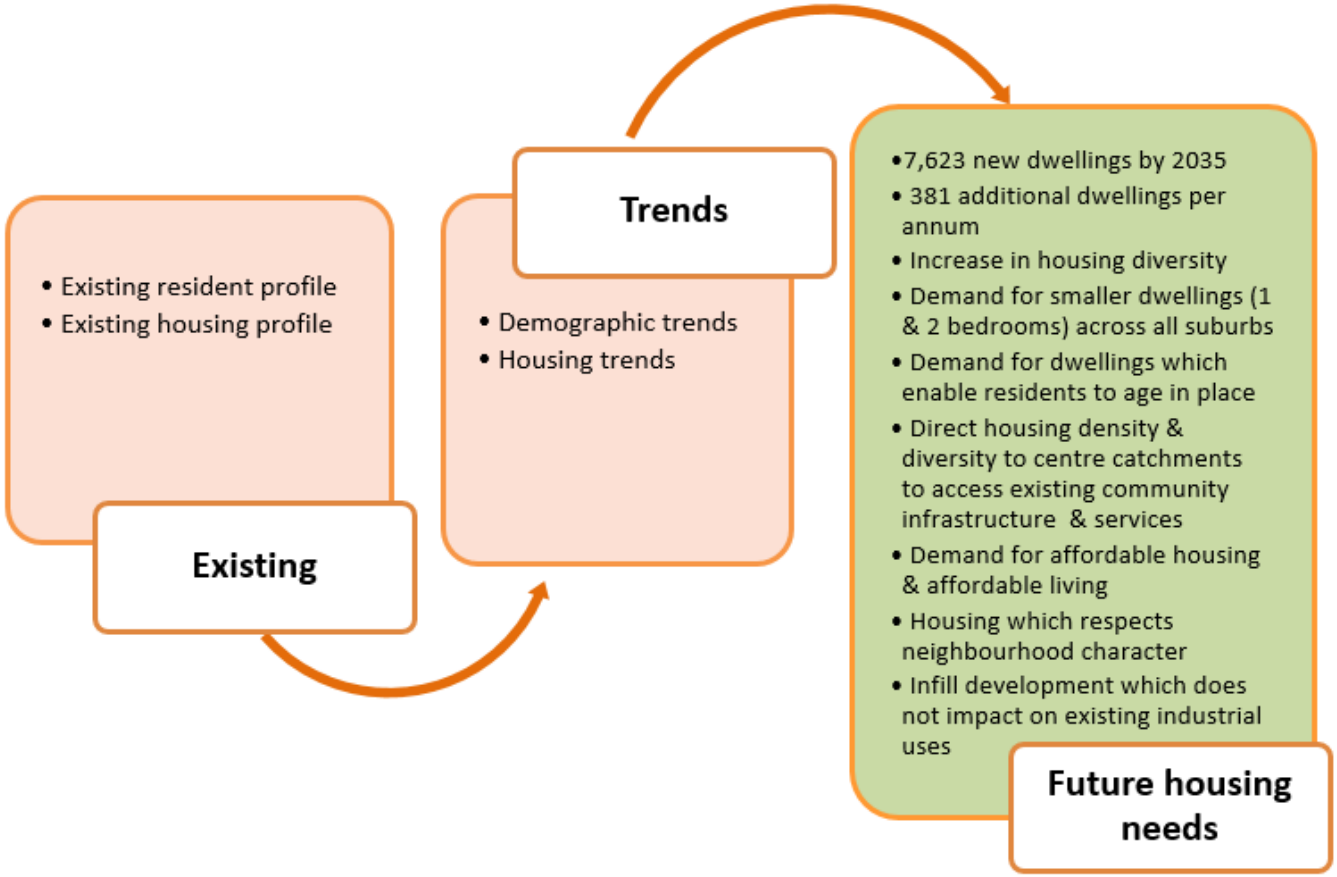
the SPPF, which also requires new housing to be located in or close to activity centres and at sites that offer good access to services and transport.

Housing which is located away from access to existing public transport and community services and facilities is unlikely to support active transport and likely to increase car dependency. This trend does not support health and wellbeing within our communities and also has negative impacts on environmental sustainability.

The housing strategy needs to address this issue and realign the provision of future housing growth with the direction of State planning policy, so that future housing is provided in locations in or near to existing community services and infrastructure.

6.4 Future housing needs

Based on the analysis of the resident profile and the housing profile in the previous sections, the forecasted future housing needs that the housing strategy should be planning for are outlined below.



Housing diversity and size

The existing housing stock in Hobsons Bay is dominated by detached three bedroom houses. With a declining household size due to a growth in smaller household types, there is demand for smaller housing types i.e. one and two bedroom dwellings across all suburbs but particularly in suburbs where there is a very high proportion of low density separate houses. For example, Seabrook, Altona Meadows and Laverton.

Despite the growth in smaller household types (lone person households and couples without children), there has been an increase in the number of bedrooms in new dwellings being constructed from 2001 to 2011. The trend of larger dwellings being constructed is a mismatch with the emerging smaller household types. Whilst it is acknowledged that smaller households do not automatically occupy dwellings with fewer bedrooms, improving the supply of different housing types is a critical determinant of the type of housing people can live in.

In order to improve housing diversity and housing choice, a mix of housing densities is required. Higher density housing marks a significant departure from the historical pattern of development in Hobsons Bay. However, it is clear that the demographic trends, such as an ageing population and declining average household size, signals a move in this direction.

Whilst there is a forecasted demand in smaller household types, there will still be demand for larger family sized housing to accommodate the largest household type in the municipality - couples with children. Also, there is a deficit in the number of three bedroom apartments that can cater for larger household sizes. There is a need to balance housing diversity in all suburbs.

Housing location

There is currently no pattern to the location of residential infill development in Hobsons Bay with the majority of new housing being constructed outside of walkable catchments to train stations and key activity centres.

Future housing growth needs to be directed to areas which maximise access to existing community infrastructure and services. This means encouraging medium and higher density residential development within accessible areas where appropriate.

For existing housing and housing expected to be accommodated in the SRA that are not within walkable catchments to public transport, there is a need to ensure that transport options are improved and provided in these areas to service residents.

The location of future housing also needs to minimise potential conflicts with existing industrial uses including consideration of existing pipeline infrastructure.

Housing affordability and affordable living

Hobsons Bay was traditionally regarded as an ‘affordable’ municipality however the gentrification of the eastern and central parts of the municipality has eroded housing affordability. The decline in affordability is affecting both renters and home purchasers.

It is estimated that around 9.4 per cent of households (2,936) in Hobsons Bay were experiencing housing stress in 2011. This includes almost 10 per cent (992 households) in mortgage stress and around 22 per cent (1,944 households) in rental stress.

With the continual rise in the costs of housing and rents and the forecasted increase in population over the next 20 years, the likely trend is a decrease in affordable housing and an increase in housing stress.

There is a need for more diversity in housing options across the municipality. A diversity of housing options can assist with housing affordability by providing dwellings at various price points. This can enable renters and purchasers that want smaller dwellings types or want to downsize to have a suitable alternative in their suburb. There has been a market failure however in providing affordable

housing for lower income residents, which is further explaining in the following section (affordable housing).

There is a link between housing stress and affordable living. If the cost of living is reduced so that a household has less expenditure on transport and utility costs (e.g. gas and electricity) and more money to put towards rent/mortgage payments, then this can assist with housing affordability. Therefore, the expected increase in housing stress can indicate an increasing demand for homes that are better located to public transport and are more energy efficient to assist with affordable living.

Affordable housing

Around 6.2 per cent of households (2011) are in rental stress. With the cost of private rental housing beyond the reach of many low income households in the municipality, these households require greater assistance to avoid homelessness.

Due to the market failure to provide affordable housing, there is a demand for more affordable housing types (non-market housing/social housing) in the municipality to assist low income households in the rental market. Particularly for vulnerable households identified as lone person households, one parent households and people with a disability. Elderly residents (aged 60 years and over) who do not fully own their own home (i.e. still paying off a mortgage) are also vulnerable and are likely to be in housing stress.

Council's Affordable Housing Policy Statement outlines Council's role in supporting affordable housing as well as that of the state and commonwealth government.

Ageing in place

Hobsons Bay has an ageing population in line with population trends in Victoria. It is expected that within Hobsons Bay there will be a substantial increase in the older age groups over the next 20 years, it is forecast that there will be 50 per cent more residents aged 65 years and over by 2035.[59] This increased growth in older age groups and disabilities indicates a requirement to address the housing needs and support services of older people.

Older people generally have a preference to age in place to maintain their independence and community connections. The preliminary consultation identified that the types of housing required for this demographic is generally smaller (lower maintenance) and single storey living. Another important aspect to providing housing which enables residents to age in place is to provide housing which incorporates accessible/universal design.

The new housing stock which is being developed in Hobsons Bay is however predominantly double storey townhouses. Furthermore, the majority of new housing which has been constructed in Hobsons Bay over the last 10 years is located outside of areas which are walkable to public transport and community services.[60] The housing trend is therefore not supportive of an age friendly municipality.

In regards to housing design, there is currently no universal design requirements for private housing in Victoria. The lack of universal design requirements in the Victorian Building Codes means the majority of private residents are not accessible. For example, bedrooms and bathrooms are commonly provided on the second storey only which does not provide the occupant with the option of living on one level if required.

Whilst there is a preference for people to age in place, there will still be a proportion of residents that will need to access to retirement villages and nursing homes for assisted care. It is therefore expected that demand will also increase for these accommodation types.

[59] Forecast.id (2015 and 2035).

[60] Refer to Section 5.5.1.

Neighbourhood character

With a forecasted growth in new housing and medium to higher density housing types, there is a need to ensure that new development does not adversely impact on existing streetscapes and neighbourhoods and respects neighbourhood character.

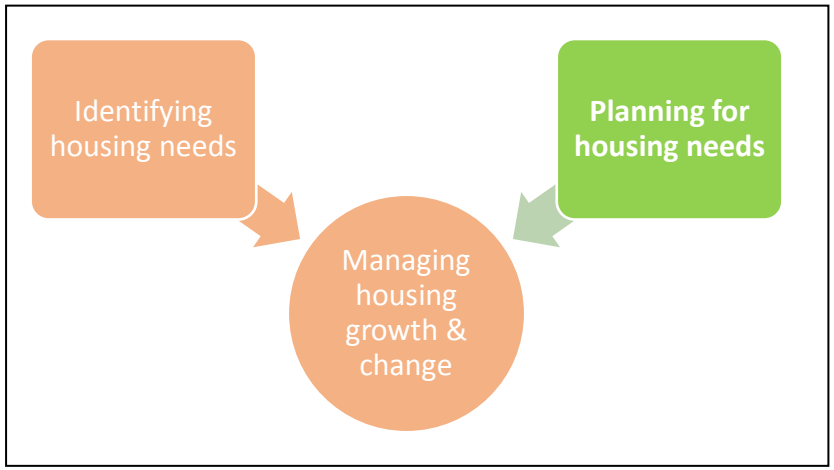
As residential areas in Hobsons Bay is predominantly low scale, any increase in infill development can be perceived as a high impact on their streetscapes and existing character by the community.

New residential development needs to be designed to a high quality and appropriately respond to the neighbourhood character objectives and guidelines as required in the draft Hobsons Bay Neighbourhood Character Strategy (2016).

PART SEVEN: PLANNING FOR HOUSING NEEDS IN HOBSONS BAY

7.0 Planning for housing needs in Hobsons Bay

This section builds upon the housing needs identified in the previous section to determine how housing needs can be planned for in the housing strategy.



Housing is more than bricks and mortar, it is also about accommodating and integrating an increasing population and/or a changing population into the existing urban environment and community. Planning for housing needs is not just about land use, it is also about social, economic and environmental considerations, therefore planning for and managing housing growth requires a holistic approach.

Hobsons Bay 2030 Community Vision is the overarching plan for Council, planning for housing needs in the municipality should align with this plan.[61]

Hobsons Bay 2030 identifies the linkages between housing and supporting community infrastructure.

The social determinants of health approach to planning (see Figure 49) recognises that wellbeing begins with environments that are supportive, equitable and inclusive and includes elements such as accessible transport, education, employment, housing, environment, sustainability, inclusive communities, gender equity, safety, access to health care, and access to community spaces. Access to housing is a basic human right however this does not always occur.

Figure 49: Social determinants of health in Hobsons Bay

[61] The Municipal Health and Wellbeing Plan is updated every four years.

When housing is planned for in this regard (with consideration of wider community impacts), a holistic approach is taken which encompasses not just land use but also social and environmental considerations.

The overarching objective for the Hobsons Bay Housing Strategy should therefore be to plan housing for community health and wellbeing.

7.1 Overarching Objective: Planning Housing for Community Health and Wellbeing

There is an important role between housing and community health and wellbeing. Asides from the basic function of providing shelter, there are many aspects of housing that are associated with community/social wellbeing.

Research finds that housing and in particular the location of housing, significantly affects various aspects of social wellbeing.[62] Council has a role in planning healthy communities to accommodate the changing nature of the local population and in ensuring development is appropriate and accessible for all.

Planning housing for community health and wellbeing includes planning for housing which provides for a range of people of different ages, backgrounds, incomes, needs, different household types and which caters for residents at various stages of life.

Council also has a role in planning healthy neighbourhoods, designing neighbourhoods that foster active living. This includes ensuring the community has access to supporting infrastructure and services including public transport, active transport and employment.

In terms of built form considerations, planning for housing encourages universal design, incorporates environmentally sustainable design principles and fits in with existing neighbourhood character.

[62] AHURI, Housing, housing assistance and social cohesion in Australia (2005).

7.1.1 Key policy considerations for housing in Hobsons Bay

Based on the analysis of housing demand and housing issues identified for Hobsons Bay, four key policy areas have been identified for consideration in the housing strategy when planning for housing needs, as shown in Figure 50 and summarised in Table 34.

Figure 50: Key policy areas for the Housing Strategy

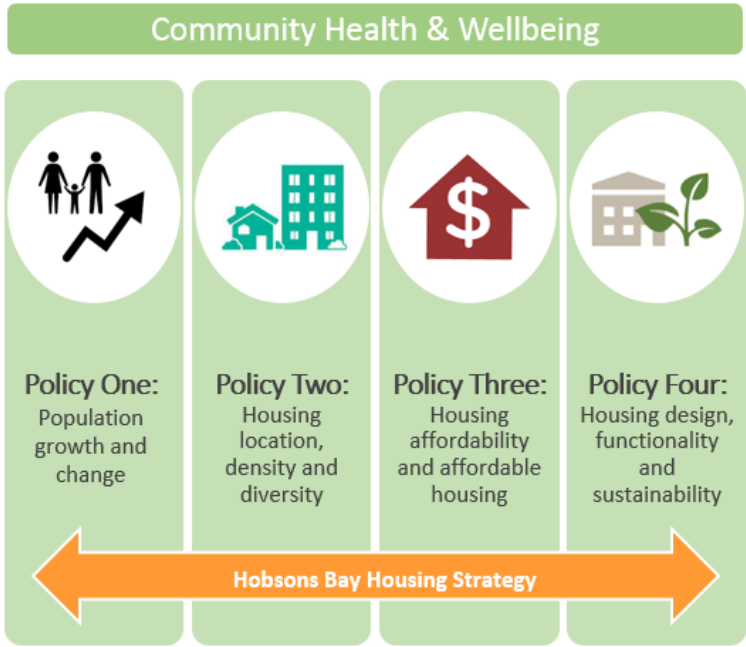


Table 34: Key policy areas - overview

Overarching objective: Planning housing for community health and wellbeing	
Policy areas for the housing strategy	
Policy One: Population growth and change	**Policy Two: Housing location, density and diversity**
1. Hobsons Bay needs to plan for an increasing and changing population which has consequences on housing and community infrastructure and services. An additional 17,005 residents need to be accommodated over the period 2015-35.	2. Residential infill development in Hobsons Bay is predominantly occurring outside of activity centres with reliable and frequent public transport, a trend which does not support urban consolidation policies. There is also a lack of housing diversity across the municipality which limits housing choice for residents.
Policy Three: Housing affordability and affordable housing	**Policy Four: Housing design, functionality and sustainability**
3a. Housing affordability has been declining in Hobsons Bay and over nine per cent of households are in housing stress, particularly for households in the rental market. Housing affordability is expected to decrease as house /rent prices continue to increase, creating demand for more housing choice and affordable living. 3b. With the decline in housing affordability in the municipality and market failure to provide affordable housing for low income households, there is a growing demand for non-market affordable housing options.	4. The external and internal built form of dwellings has wider impacts on neighbourhoods/streetscapes and the liveability of a place for residents. There is some concern around new infill development not fitting in with existing neighbourhood character as well as housing which is not supporting ageing in place. There is also an opportunity to improve the energy efficiency of dwellings and promote sustainable living.

7.2 Overview

Hobsons Bay needs to plan for an increasing and changing population, this includes planning not only for housing but also the supporting community infrastructure and services within the municipality.

7.2.1 Planning for population growth

It is estimated that over the next 20 years the population will grow by an extra 17,005 residents, generating demand for an additional **7,623 new homes** (381 new homes per annum) by 2035. Population growth will not be uniform across the municipality. The highest growth is being driven by key Strategic Redevelopment Areas in the north and west of the municipality. The remainder of growth will be from smaller scale infill development across the suburbs.

The location and scale of new housing is a major consideration in planning for population growth as it influences a number of land use, social, environmental and economic factors. The location of housing also impacts on community wellbeing and social cohesion. The location and scale of new housing growth should be guided by a Housing Framework Plan in the housing strategy.

Over the period 2004 to 2014, an additional 3,316 new dwellings were constructed; this is a rate of around 301 new homes being built per annum. It is expected that the growth rate of new housing required from 2015 to 2035 will be 381 per annum.

Hobsons Bay has a diverse mix of residential, industrial and commercial areas. One of the key challenges of planning for population growth in the municipality is balancing the competing demands of residential, environmental, industrial and employment uses. It is important that residential amenity and the operations of existing industry and businesses are not adversely impacted by the provision of new homes. There are a number of land use constraints in the municipality, most associated with industry although there are other constraints including heritage overlays and foreshore flooding.

Many of the land use constraints relating to industrial uses in Hobsons Bay currently lack guidance in planning policy and present complex challenges which can impede the provision of new housing. Hobsons Bay City Council has been advocating to the State Government for better guidance around existing land use constraints impacting Hobsons Bay including Major Hazard Facility buffers, pipeline infrastructure and landfill buffers (Landfill BPEM).

The population is not only growing but also changing. Hobsons Bay has an ageing population and a shrinking household size. It is estimated that by 2035, there will be a 41 per cent increase in the number of residents aged 65 years and over compared to in 2015 (50 per cent compared to 2011).

There will also be changes to the household types, whilst family households (couples with children) will remain the most common household type in the municipality, there is expected to be an increase in the smaller household types (couples without children and lone person households). The impact on housing provision is that smaller household sizes (fewer people per dwelling) create an increase in demand for dwellings, even if the population is stable or growing slowly.

Planning for new homes needs to match residents' needs now and in the future, for Hobsons Bay this means that new homes should allow for ageing in place and housing diversity to cater for all household types.

7.2.2 Planning for community infrastructure and services

A growing population places increased pressure on community infrastructure and services and potentially the need for the upgrade of existing and/or the provision of new infrastructure and services.

The Hobsons Bay community has concerns regarding population growth on existing services. Council needs to plan ahead for accommodating additional residents over the next 20 years to make sure that new infrastructure needed by the community is provided when and where it is needed and that funds are available to provide the infrastructure[63].

Council prepared a draft Community Services and Infrastructure Plan (CSIP) in 2012 to provide the strategic framework for the provision and delivery of community infrastructure[64] to meet the needs of the municipality's changing population (2012-17). The CSIP was never adopted by Council.

It is important that Council has effective mechanisms in place to fund community infrastructure/facilities, particularly in a rate-capping environment. As such, Council may explore a range of innovative approaches to funding community infrastructure/facilities in partnership with stakeholders such as state government and external service providers to ensure that services can continue to meet demand into the future.

[63] Development Contributions Guidelines, DTPLI (March 2007).
[64] Community facilities in the CSIP included: Kindergartens, Maternal and Child Health Centres, Childcare Centres, Community Meetings Spaces, Community Centres and Seniors Centres.

The use of Development Contribution Plans (to collect financial contributions for development and community infrastructure) and Open Space Contributions are the key mechanisms to collect contributions for new development.

Development Contribution Plans

Development infrastructure contributions help fund essential works and services for communities including roads, parks, local sports and community facilities. In order to raise contributions, Councils must have a Development Contributions Plan (DCP).

A DCP is a mechanism used to levy new development for contributions as allowed for under the *Planning and Environment Act (1987).* The Act distinguishes between two types of infrastructure that can be levied and collected through a DCP – development and community infrastructure.

Development infrastructure are items of infrastructure directly required by the development, whereas community infrastructure are items of infrastructure used for community and social purposes which the wider community can use.

DCPs are collected on a per dwelling basis (for residential) and on a per square metre basis for non-residential uses.

An approved DCP is implemented through the Development Contributions Plan Overlay (DCPO) and schedule. The DCPO indicates the area covered by the DCP and the schedule indicates the levies that apply in a particular area. A DCP identifies infrastructure to be provided.

Council currently has one DCP in place (DCPO1) for the Former Port Phillip Woollen Mill strategic redevelopment area[65]. This is Hobsons Bay's first DCP,

[65] Approved in April 2016.

traditionally contributions have been made through conditions on planning permits and voluntary agreements associated with planning scheme amendments.

In order to prepare the DCPO in Hobsons Bay, Council requires a number of important documents to inform and justify the development contribution, including a Community Services and Infrastructure Plan (CSIP) and a Capital Works Program (10 year period).

The Victorian Government is reforming the way that development contributions are obtained. The *Planning and Environment Amendment (Infrastructure Contributions) Bill 2015*[66] introduces a new system for levying infrastructure contributions. The reforms aim to give developers and councils certainty about the level of contributions required and the types of infrastructure the contributions will fund.

The new Infrastructure Contributions System is first being rolled out to greenfield growth areas and strategic development areas identified in Plan Melbourne. It is expected that the new system will be rolled out more widely once the levy rates have been determined although they will not replace existing DCP incorporated into planning schemes.

Open space contributions

Open Space Contributions are different from Development Contributions. There are a number of tools/mechanisms to collect open space contributions including through a DCPO. However, the contribution cannot include the provision of land for open space as this is generally triggered by Clause 52.01 (Public open space contribution and subdivision) and section 18 of the Subdivision Act 1988 - required generally when a residential property is subdivided into three or more lots.

The new Infrastructure Contributions System could however replace the Public Open Space contribution otherwise required by the Subdivision Act 1988.

The existing Hobsons Bay Open Space Strategy is from 2005 and is being updated to help guide open space planning and contributions sought by council in the future.

[66] Introduced in June 2015.

7.3 Overview

Housing location, density and diversity are important considerations in planning for housing as they determine how many additional new dwellings are provided, the bulk and scale of new residential buildings, the additional number of residents and mix of residents in an area and the ability of residents to access community infrastructure and services. Housing location, diversity and density also has wider impacts on:

- community infrastructure and services and open space
- meeting residents needs across their life cycle and support ageing in place

7.3.1 Housing location

Housing location is one of the most important considerations when planning for future housing as it influences a number of land use, social, environmental and economic factors, including: the provision of transport services and community infrastructure, residential amenity, access to open space and to retail and employment. The location of housing also contributes to community wellbeing and social cohesion.

State planning policy is to encourage infill residential development in areas located in or close to activity centres and at sites that offer good access to transport and services.

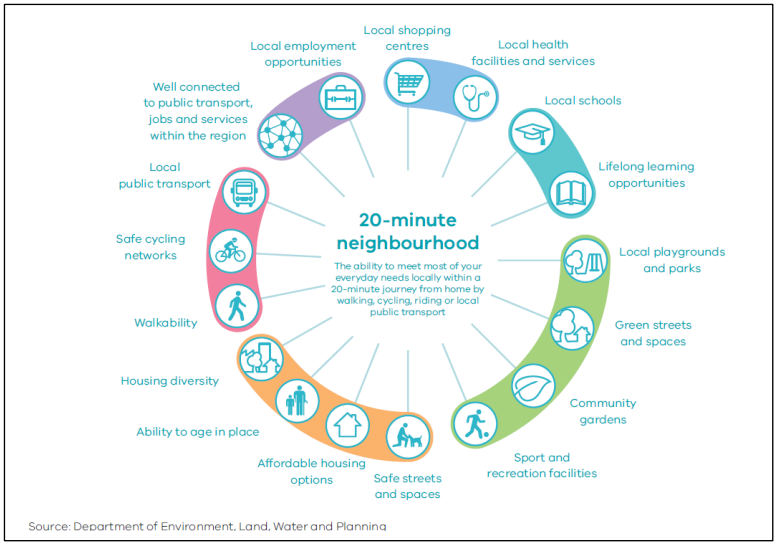
[67] Plan Melbourne, Direction 5.1: Create a City of 20-Minute Neighbourhoods.

Housing and community infrastructure and services

Housing growth cannot be addressed in isolation to supporting community infrastructure and services, such as access to public transport, shops, health facilities, education and open space. The relationship between housing diversity, density, location and infrastructure and services is highly important.

Plan Melbourne is about 'living locally' by creating a city of 20-minute neighbourhoods where people have safe and convenient access to the goods and services they need on a day to day basis by travelling 20 minutes of where they live by walking, cycling or public transport (refer Figure 51).[67] The shift towards active transport and a move away from car dependency means additional houses should be directed to areas well serviced by public transport and services.

Figure 51: The 20-minute neighbourhood



Active transport refers to non-motorised forms of transport (e.g. walking and cycling) and has an important role in enabling households to access public transport, particularly train services and a broad range of health, business and recreational services within and between neighbourhood centres. The Integrated Transport Plan currently being prepared for Hobsons Bay has an important role in promoting and identifying active transport opportunities within the municipality.

Housing density and diversity are key factors in attracting future community infrastructure and services. There needs to be a certain number of people within an area to create enough demand to make community infrastructure and services operationally viable.

In response to the implementation of the New Residential Zones, Public Transport Victoria (PTV)[68] have clearly stated that Council's need to carefully consider the implications of locating the new residential zones, particularly in relation to public transport services, as increased public transport infrastructure will not be supported in areas zoned for low growth (e.g. the Neighbourhood Residential Zone), therefore careful consideration should be given when applying the minimal growth/low density zone[69].

Decisions around directing more growth in an area versus improving public transport infrastructure and services need to be weighed up appropriately.

Suburbs require diverse communities primarily to ensure that key community infrastructure and services are supported and maintained. If an area has a homogenous residential profile then it could result in the loss of some community services, or place an increased pressure on certain services. For instance, in an area with an ageing population with a high proportion of empty nesters and ageing residents, there will be less demand for childcare services and schools and a greater demand for say medical facilities and aged care facilities. Therefore, this area may experience the closure and loss of services catering for younger residents and be deficient in services required by an older population.

The regeneration of areas is much harder to address once services have been lost as they are not easy to replace. For example, land previously used for schools can be sold off for a non-educational use. This represents a loss of a community facility which would be unlikely to be replaced if higher density/higher population requires it in the future.

Infill residential development trends in Hobsons Bay

New dwellings should be directed to locations with access to existing public transport infrastructure and services. However, the infill development trends in Hobsons Bay over the past decade (2004-14) show that this has not been occurring as the majority of new homes that have been built in Hobsons Bay (around two-thirds) have been built in locations outside of areas walkable to train stations and activity centres. This assessment is based on walkable catchments which have been determined based on the level of public transport and the size/role of activity centres[70].

This means that the majority of new homes which are being provided in the municipality are not supporting active transport and State planning policy infill development objectives. The housing strategy provides the opportunity to re-direct housing growth in better locations to existing public transport infrastructure and community services through identifying housing change areas and applying the new residential zones.

Equally important is the need to advocate for improvements/upgrades to public transport to better service the existing population.

[68] The policy and strategic functions of PTV are now the responsibility of a new transport agency - Transport for Victoria (August 2017).

[69] *Reformed Planning Zones for Victoria, Integrating with Public Transport (Discussion Paper)*, Public Transport Victoria October 2013.

[70] As identified in Section 5.5.1.

Hobsons Bay is an established municipality and large tracts of undeveloped land are not available although there are significant brownfield (ex-industrial) sites. As Hobsons Bay is an urban municipality with no greenfield sites, new housing has to be absorbed into the existing urban fabric or on land converted for residential purposes.

Opportunities to accommodate increased growth in the municipality are confined to Strategic Redevelopment Areas (brownfield sites), in/near activity centres and train stations (in line with State planning policy) and through infill development opportunities throughout the suburbs.

There is a diverse range of suburbs in the municipality and not all have equal access to public transport, community infrastructure and services. Furthermore, the redevelopment potential of sites varies across the municipality due to different land use constraints. These and many more factors come into play when considering the location of future housing and will be addressed in more detail in the housing capacity assessment and need to be supported by the future Integrated Transport Plan for Hobsons Bay.

7.3.2 Housing density

Housing density refers to the number of dwellings or number of people in a given area. Many areas within metropolitan Melbourne are experiencing an increased demand for medium and higher density housing. State policy identifies the need for urban consolidation in established areas which means making more use of infill development opportunities and directing higher density developments in areas around train stations, good public transport and key activity centres.

Housing density and heights

Housing density can be a contentious issue within communities, firstly in regards to height. Higher density housing is often associated with high rise developments. Housing densities are however, not always a reliable measure of built form intensity as a higher residential density does not always mean higher buildings. Density is dependent upon lot size, floor space ratio, building height, street width and parking requirements. Density does not have to be synonymous with height, higher density housing can be achieved without 'high rise'.

Figure 52 shows a comparison between two different housing types in Hobsons Bay, whilst the low scale streetscape in the Williamstown example might be perceived as low density, when calculated on site area, it is actually the same density as the Newport example which represents a new medium density infill development.

Figure 52: Examples of housing densities with different housing types

Pearson Street, Williamstown
Density 50 dw/ha

Blackshaws Road, Newport
Density 50 dw/ha

Another issue with communities regarding densities is the concern that higher densities mean more people placing more pressure on existing services and facilities. This is particularly the case in an area which has traditionally been low density in nature starts to experience redevelopment of higher residential densities. For example, a single storey detached house is demolished and replaced with double storey townhouses or three storey apartments.

This issue is even more compounded if the community perceives that community services and infrastructure are not keeping up with demand from an increasing resident population. However, as previously noted, housing density (and

diversity) are also key factors in attracting future community infrastructure and services.

Community concerns over higher residential density developments also relate to the impacts on the existing streetscape and neighbourhood character of an area. With the expectation that all established suburbs are to accommodate an increasing population[71] in the future, Hobsons Bay will experience more growth in medium and higher density housing.

The importance of high design outcomes and built form standards are therefore paramount to ensure that new development fits in with the context of the existing neighbourhood character. Housing design is discussed further in Section 7.5.

Housing density in Hobsons Bay

Whilst the majority of housing in Hobsons Bay is low density detached housing, there are some variations across the suburb. In general terms, the eastern part of the municipality is denser than the western part but all areas of Hobsons Bay are now experiencing increasing pressure to accommodate medium density housing (i.e. semi-detached, double storey townhouses or apartments) and some areas under pressure for high density housing (three or more storeys in height). Only the suburbs of Williamstown, Altona and Newport currently have developments of four or more storeys in height (refer to Section 5.2).

The New Residential Zones affect housing diversity and building heights and application of the new zones allow Council's to direct where housing types and densities should be provided in an area, giving more certainty for the community and developers.

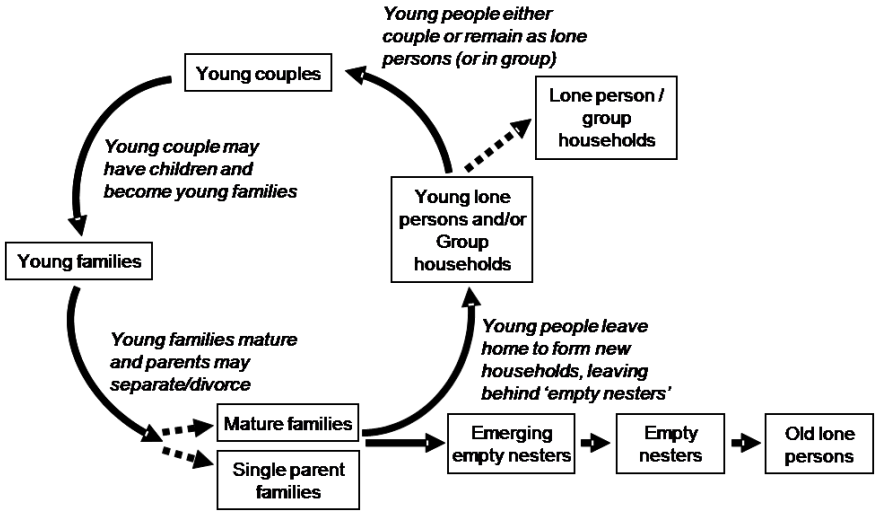
[71] Plan Melbourne's housing requirements include an aspiration target of achieving a 70/30 split of net dwelling additions with around 70% (1,080,000 dwellings) of the total in established areas and 30% (470,000 dwellings) in growth areas.

7.3.3 Housing diversity

A range of housing options are required to cater for the needs of a diverse and changing resident base in Hobsons Bay. Housing diversity refers to the type of dwellings that exist or are being built and is also linked to housing density, for example, separate houses, townhouses, apartments, single level units etc. It is also important to consider the number of bedrooms when discussing housing diversity, as this in addition to the type of dwelling, provides an indication of the mix/diversity of housing in an area. Housing diversity can also refer to a mix of housing tenures.

A diversity of housing types helps respond to the needs of the community at different stages of life. Neighbourhoods are constantly evolving primarily due to changing household needs and preferences reflecting population and age structure changes; this can be described as the 'suburb life-cycle'. Figure 53 provides a framework for traditional household pathways and identifies points at which needs may change.

Figure 53: Suburb Life-Cycle Framework



Source: Housing.id report (2016)

The changing needs of residents impact on housing needs or preferences. For example, a couple household occupying a smaller home may need to upsize once they decide to have children, once the children become old enough to leave the family home (creating empty nesters), there may be a need or a preference for the mature couple to downsize to a smaller home.

Plan Melbourne acknowledges that housing diversity enables communities to stay together by providing housing to meet the needs of people across their life cycle and facilitating ageing in place.[72]

Supporting ageing in place

Hobsons Bay like the rest of Melbourne has an ageing population. This is an important consideration for the housing strategy. Plan Melbourne states that to address this demographic trend, the future housing supply will need to take into account the changing needs of households for different types of accommodation over a lifetime.[73]

The Hobsons Bay Ageing Well Strategy[74] identifies the need to create an age friendly municipality where older residents are able to live in suitable and affordable housing. As residents move through the suburb lifecycle, their housing preferences will change due to changing needs and requirements.

Older people generally want to remain independent and in control of how and where they live, to maintain their independence and their community connections and friendships. Feedback from community consultation on housing needs also identified this housing requirement. The *Aged Care Act 1997* introduced the concept of ageing in place to enable choice over housing and level of care, allowing an older person to remain at home for as long as possible.[75] There will always remain a need for nursing homes and aged care facilities in the community to accommodate older people who are no longer able to live independently, however the preference for ageing in place needs to be supported in housing policy.

The housing preferences for older people generally include single level living and smaller houses (for lower maintenance) although the assumption that older people necessarily require fewer bedrooms is not an accurate reflection of market demand - a spare bedroom may also be a requirement to allow relatives/grandchildren to stay or to allow space for a hobby/activity. Feedback from consultation on housing needs with the community and local real estate

[72] Residential Zones Standing Advisory Committee (2014).
[73] Plan Melbourne, Policy 2.5.1: Facilitate housing that offers choice and meets changing household needs.
[74] Ageing Well Strategy (2007-17), p.4.
[75] *Ibid,* p.10.

agents noted an unmet demand for these housing types in the municipality (refer Section 6.2.1).

Another important aspect to providing housing which enables residents to age in place is to provide housing which incorporates accessible/universal design. Accessible/universal designed housing however is not just for accommodating an older population, homes designed in this regard are liveable for the majority of the population, however there is currently no statutory requirement for homes to be incorporate universal design standards. This is discussed further in Section 7.5.3.

Creating an ageing friendly municipality is not just about having access to suitable housing types and options, it is also about having good access to transport (public and community) and supports active transport to community services and facilities (the '20-minute neighbourhood'). Ensuring that a diversity of housing types are provided in areas with good access to transport (e.g. around train stations, serviced by buses) and are walking distance to shops/community services is important to support an ageing friendly community.

Housing diversity in Hobsons Bay

Currently, there is a lack in the diversity of housing in Hobsons Bay (as identified in Section 5.2) which is dominated by detached three bedroom dwellings. A lack of housing diversity does not support residents as they move through different stages of life, as this type of dwelling often only caters for a particular household type. Furthermore, a lack of diversity also impacts on housing affordability. An area with a mix of housing types also provides a mix of housing at different price points.

Identifying housing change areas to direct housing growth in Hobsons Bay (for the application of the New Residential Zones) has implications on housing diversity. The housing change areas therefore need to be applied in a balanced manner to allow a diversity of housing across all suburbs in the municipality. Whilst there is an expectation and pressure on established neighbourhoods to accommodate higher density infill development, there is also the need to protect the loss of family sized homes with good sized gardens. Diversity is ensuring there is a good mix of all housing types. This is addressed further in Section 8 (Managing future housing growth).

Key Policy Area Three: Housing Affordability and Affordable Housing

7.4 Overview

Housing affordability is a key determinant in the role and function of housing in the community. Housing affordability not only impacts on households but has major implications on the wider economy and social cohesion within communities.

Australia has been experiencing a decline in housing affordability. Home ownership has long been the preferred tenure of both renters and owners. However, achieving the 'Australian dream' of home ownership is now beyond the reach of many households, particularly low-income households. The decline in housing affordability has placed increased pressure on the need for more affordable housing.

Hobsons Bay, like many areas around Melbourne, has experienced an increase in housing prices and rents in recent years. The area is reasonably desirable given its proximity to the CBD, access to freeways, open space and the coast. Hobsons Bay was traditionally regarded as an 'affordable' municipality (compared to its eastern suburb counterparts), however the gentrification of the eastern and central parts of the municipality has eroded housing affordability.

Many residents in the municipality are experiencing issues with housing affordability and there is a need for the housing strategy to identify potential opportunities and actions to help improve housing affordability and to match housing to resident's needs.

There is a need for an increase in supply for both affordable market and non-market housing. Whilst housing affordability is very important, housing policy and fiscal measures to address the issues are gaining little traction at the federal level.

At the State level, there is an intention by the Victorian Government with the introduction of the Homes for Victorians affordable housing strategy, (and in the Plan Melbourne), the need to improve housing affordability with potential mechanisms to increase the supply of social and affordable housing supply.

However, the implementation tools remain voluntary and current policy in the Victorian Planning Scheme is only around 'encouraging' affordable housing rather than the inclusion of specific planning mechanisms to increase supply.

There is currently little opportunity for local governments in Victoria to directly influence private market housing (private purchases and rentals). There are however opportunities emerging for local government to explore to increase the provision of non-market housing (social housing).

This section has been drafted with consideration of a housing affordability report[76] and the Hobsons Bay Affordable Housing Policy Statement.[77] The housing strategy needs to align with Affordable Housing Policy Statement which includes a definition of affordable housing (non-market housing) and private housing (market housing), as well as potential actions for Council to explore to support the implementation of affordable housing in the municipality.

[76] Housing Affordability, Hobsons Bay City Council, .id (April 2016).

[77] Affordable Housing Policy Statement, Hobsons Bay City Council (2016).

7.4.1 Why housing affordability is important

Housing affordability is important as it impacts on households, the economy (national, regional and local), social equity and social cohesion within communities. Housing is one of the universal determinants of community health and wellbeing.

The causes of affordability problems are complex and diverse and are affected by various external factors such as, household income, housing supply and demand, house prices/rents, interest rates and demographic changes.[78] Because housing is a long-term provision, housing markets are inherently slow to adjust to changing demands.

Housing affordability is typically considered a social issue and is given limited attention in many economic development strategies. However, a lack of affordable housing can impact on the local economy. If housing is no longer affordable for lower income workers and 'key workers', then this will have an impact on the productivity of a place because the local economy needs lower income workers and key workers to function.[79]

Housing affordability has a role in social equity and social connectivity in communities. There is a metropolitan-wide trend for increasing polarisation of suburbs by income as those with higher incomes are moving to areas of high net worth with better access to existing transport infrastructure and services. Whereas, those with lower incomes are being pushed out to the fringes or areas with poorer access to community infrastructure and services. Areas traditionally seen as low income have been/are being gentrified by those on higher incomes as they seek to access amenities and employment. This creates polarisation of communities.

[78] Housing affordability: a 21st century problem, AHURI (September 2007).

7.4.2 Who is affected by housing affordability?

Housing affordability affects everybody who needs to rent or purchase a home but there are groups/household types more impacted by affordability than others. The vulnerable groups/households that are considered more 'at risk' to housing affordability are identified in Section 7.4.6.

Table 35 below provides a breakdown on the housing and tenure types impacted by affordability.

Table 35: Housing scale and tenure types

Housing Scale	Tenure Types	Description
Market Housing (Private)	Home Ownership	Private market dwellings that are either fully owned or being purchased with a mortgage.
	Private Rental	Private market dwellings that are for rent by a private landlord.
Non-Market Housing	Public/Social Housing	Public or social housing that is owned or leased by the Department of Health and Human Services that are available to rent to low income households.
	Community Housing	Housing managed by not for profit organisations that are registered as either housing associations or housing providers by the Victorian Registrar of Housing under the *Housing Act 1983*.
Temporary Housing/ Homelessness	Rooming/ Boarding Houses	A dwelling in which four or more people, who are not related to the landlord, have separate agreements to pay rent. ABS defines rooming houses as a form of homelessness due to the less secure form of tenure.
	Emergency & Crisis Shelters	Short-term housing managed by not-for-profit organisations. Includes women's refuges, youth refuges and major crisis supported accommodation services.

[79] Housing Affordability, Hobsons Bay City Council, .id (April 2016).

7.4.3 What is the difference between 'Housing Affordability' and 'Affordable Housing'?

There is a difference between 'housing affordability' and 'affordable housing'. In summary, housing affordability refers to the price to purchase or rent a dwelling in an area whereas affordable housing refers to housing which is affordable to people on low and moderate incomes.

Affordable housing is currently not defined in the State Planning Policy Framework and confusion in terminology has been a feature of submissions to Tribunals and Panels by developers and their advisers.

Housing Affordability

Housing affordability refers to the price to purchase or rent a dwelling in an area. It is a term which refers to any household's ability to pay for housing. Measuring 'housing stress' is a way to determine housing affordability.

Housing stress is a specific term which refers to households having trouble meeting their financial obligations whether it's rent or mortgage payments. Housing stress is not the same as housing affordability, but it can provide some insight into it.

Affordable Housing

Affordable housing is different to housing affordability in that it refers to housing that is targeted for particular income groups. A definition of affordable housing as contained in the Hobsons Bay Affordable Housing Policy Statement (2016)[80] is provided in Section 7.4.4.

7.4.4 Affordable housing definition

Affordable housing definition (Hobsons Bay Affordable Housing Policy Statement):

Market and non-market affordable housing that is occupied by households in the lower 40 per cent of the income distribution scale including key workers.

Affordable market housing (private housing)

Private home ownership where the purchasers mortgage costs do not exceed 30 per cent of the gross income of the occupant.

Rental housing that is owned and managed by private individuals or corporations and where rent does not exceed 30 per cent of the gross income of the household.

Non-market housing (social housing)

Rental housing that is owned and managed by the Director of Housing.

Rental housing that is owned and managed by a not for profit housing organisation.

Affordable market and non-market housing provide

housing choices, which are of appropriate size, liveable, accessible and incorporating the principles of universal design, secure in tenure and located in good proximity to employment services and critical infrastructure such as transport

are

managed under tenant selection and rent setting policies that ensure occupants do not pay more than 30 per cent of their income on rent

and are

[80] The Victorian Government's affordable housing strategy (Homes for Victorians) includes a definition for affordable housing (refer Table 2 in Section 2.2.4), this was released after the Hobsons Bay policy statement was adopted by Council. Council's policy statement may need to be revised to align with any definition that may be included in the Victorian Planning Provisions.

delivered and managed by not for profit organisations in a manner intended to implement the aims of Council's Municipal Public Health and Wellbeing Plan as amended from time to time.

7.4.5 The role of government in affordable housing

In Australia, funding for affordable housing supply is largely the budget responsibility of the Commonwealth and State governments through:

- welfare programs, principally the Commonwealth Rent Assistance
- taxation policies that include negative gearing
- direct supply of low-income housing through state housing authorities

In addition, in Victoria, there is a not for profit community housing sector with dwellings values at over $2.5 billion including 19,000 dwellings[81] either owned or under management. This sector operates as an alternate service provider to State government.

Commonwealth Government

The National Australian Housing Agreement (NAHA) guides the Commonwealth's partnership agreements with the states about social housing.

The Coalition of Australian Government (CoAG) Affordable Housing National Leading Practice Guide and Tool Kit highlights the importance of ensuring that affordable housing impacts are addressed by the planning system in a variety of ways, including:

- ensuring that development processes (particularly large scale urban renewal and redevelopment projects) offset their impact on the availability of low-cost housing
- ensuring that planning systems provide for greater housing diversity to achieve social mix and to support economic prosperity
- enabling planning authorities to use planning mechanisms to facilitate new affordable housing for low and moderate income people[82]

However, there is a lack of legislation or regulation to action the guidelines.

Victorian Government

At the State level, the Victorian Government provides public rental housing to low income households. There are around 64, 500 public housing dwellings in Victoria (as of June 2014)[83].

However, within planning policy in Victoria, there are currently no mechanisms within the planning framework (pursuant to the *Planning and Environment Act* 1987) to directly increase the supply of affordable housing stock. There are a number of policies within the SPPF that relate to the provision of affordable housing, namely in Clause 16 (Housing) and Clause 11 (Settlement). Whilst these State policies set the intention for planning to address affordable housing, they do not explicitly provide for the use of specific planning mechanisms to protect existing supplies of affordable housing, or require contributions to or inclusion of affordable housing or social housing stock.

Plan Melbourne and Homes for Victorians

The introduction of Plan Melbourne and the affordable housing strategy (Home for Victorians) signals an intent from the Victorian Government to strengthen the role of planning in delivering affordable housing. It includes a number of new initiatives and reforms such as inclusionary zoning and streamlined decision-making processes for social housing proposals, however the implementation tools remain voluntary.

[81] Community Housing Federation of Victoria, Better Asset Management (July 2015).
[82] DHHS (2015) Public housing waiting and transfer list (September 2015).
[83] Key Statistics Victorian Housing & Tenancy, Tenants Union of Victoria Ltd (January 2015).

Whilst the affordable housing strategy includes a definition of affordable housing, there is still no definition of the term "affordable housing" in the *Planning and Environment Act 1987* or the SPPF.

Local Government

All councils in Victoria have policy, regulatory and direct roles in housing. Council is already active in the planning, regulation and delivery of affordable housing in the municipality, as set out Appendix H.

Council has also adopted an updated Affordable Housing Policy Statement (2016) which sets out guiding actions that the Council can explore to support the implementation of affordable housing. The full version is provided in Appendix I.

Council is also part of the Western Region Affordable Housing Working Group. The Group has been established to inform a shared policy position and partnerships to advocate to the state and/or federal government on the need to increase the supply of affordable housing throughout the region.

7.4.6 Housing affordability issues in Hobsons Bay

Historically, Hobsons Bay has been a relatively affordable location for housing although this has changed over the years. Housing costs in the middle ring suburbs (approximately 10 to 20 kilometres from the CBD) such as Hobsons Bay have increased significantly. Over time, this increase has resulted in an increase in market house prices and private rentals which household incomes have struggled to keep up with, therefore decreasing housing affordability in Hobsons Bay.

The impact of rising house prices can be profound as more affluent households move into middle and lower income neighbourhoods[84]. Furthermore, low-income households are most likely to move out of gentrifying areas losing diversity of residents.

While housing in the outer western municipalities such as Wyndham and Melton is currently affordable compared to Hobsons Bay, the housing is often located away from community infrastructure, public transport, services and employment. As a result, the benefits of affordable housing are offset as residents become more car dependent and endure longer commutes to employment.

With the rising cost of houses and rents showing no signs of abating and the forecasted increase in population over the next 20 years, the likely trend is increasing housing stress and a decrease in affordable housing.

In order to maintain the diversity of residents who have traditionally lived in Hobsons Bay and to improve housing affordability, a range of interventions and advocacy is required in the housing strategy to ensure the municipality's housing stock caters for households across the socio-economic spectrum.

The main planning policy response to address affordability has been in terms of providing a diversity of (market) housing options. Often 'diversity' has translated into the provision of smaller (one and two bedroom) apartments that are sold at a lower price range. This response has not assisted low income households who still struggle to pay market rents, especially households which require larger dwelling types. Therefore, in order to address housing affordability, actions are needed for both market (private) housing and non-market (social housing).

Key housing affordability issues in Hobsons Bay

The key housing affordability issues identified in Hobsons Bay include the:

- proportion of residents/households that are in housing stress and declining rental affordability

[84] Hobsons Bay Affordable Housing Policy Statement (2016).

- proportion of residents/households that are vulnerable in the housing market
- economic implications and impacts on key workers
- rates of homelessness and issues with rooming houses
- high proportion of empty homes in the municipality

In 2011, around 9.4 per cent (2,936) of households in Hobsons Bay were experiencing housing stress, with more than 22 per cent of renting households in housing stress and almost 10 per cent in mortgage stress.[85]

There has been a growth in housing stress in the municipality since 2001 where housing stress increased by around 945 households (between 2001 and 2011), an increase of 45 per cent. Most of this growth occurred between 2001 and 2006, largely due to growth in households experiencing rental stress. As the area becomes relatively more attractive and further gentrifies, there is a risk that escalating house and rental prices will put further pressure on housing stress in Hobsons Bay.[86]

Households experiencing housing stress usually need to make compromises on areas of expenditure in order to meet housing costs. Severe housing stress leads to a constant juggle of household expenditure in order to meet mortgage/rent payments. Failure to make these housing payments can lead to homelessness.

Generally, high rent and high mortgage households are located in the eastern part of Hobsons Bay. Most of the dwellings which are affordable confined to the western suburbs of Altona Meadows and Laverton.

A key issue in Hobsons Bay is the decline in rental affordability. There is a clear component of around 1,800 low income households in the private rental market, paying near median rents who will be struggling to afford to stay in Hobsons Bay. A significant component of low income renters were single parent families.

[85] As identified in the analysis in Section 4.10.2.

Vulnerable residents/households

It is important to understand the residents/households that are likely to be vulnerable in the housing market to better direct strategies and policies to assist. Table 36 identifies the most vulnerable residents in Hobsons Bay as elderly residents (people aged 60 years and above who do not fully own their own home), people with a disability, those on low incomes, , and single parent families.

Table 36: Hobsons Bay residents vulnerable to the housing market

Group	Hobsons Bay Residents (2011)	
	No.	%
Elderly residents (over 60 years)	15,909	19.0
People with a disability	14,825*	17.1
Low income households (<$63,000)	13,400	47.7**
Newly arrived migrants	5,390 since 2006***	-
Single parent family households	3,597	11.1
Unemployed	2,353****	5.6
Indigenous	390	0.5

***Survey of disability, ageing and carers, ABS (2009)*
*** Based on the total number of households who stated their income (28,108).*
****Department of Immigration (Settlement Data)*
*****ABS Data 2012*

Economic implications

As previously noted, the availability of affordable housing impacts on the economy. If employees are unable to afford to live close to work then the impacts include:

- local industries facing additional costs and impacts on competitiveness (e.g. job retention, recruitment costs, etc.)

[86] Housing affordability, Hobsons Bay City Council prepared by .id consultants (April 2016).

- workers facing additional costs in the form of transport or housing, resulting in a fall of disposable income
- workers may change their place of work to be closer to home, further reducing the labour force pool available

This issue is most pressing for Hobsons Bay strategic industries which are expected to drive employment growth.

Hobsons Bay has a significant industrial base, including significant petrochemical plants and refineries in Spotswood and Altona North. However, more recent years have seen an overall decline in manufacturing activity and a diversification in the economic base towards freight and logistics, construction and services.

Hobsons Bay largest employers include **Manufacturing** (9,686 people or 22.0%); **Transport, Postal and Warehousing** (6,997 people or 15.9%); and **Construction** (5,345 people or 12.2%). In combination these three industries accounted for 22,028 people in total or 50.1 per cent of the workforce.

Compared to Greater Melbourne, Hobsons Bay had a much greater share of employment in Manufacturing and Transport, Postal and Warehousing. This reflects Hobsons Bay traditional strengths in industrial activities (see Figure 54).

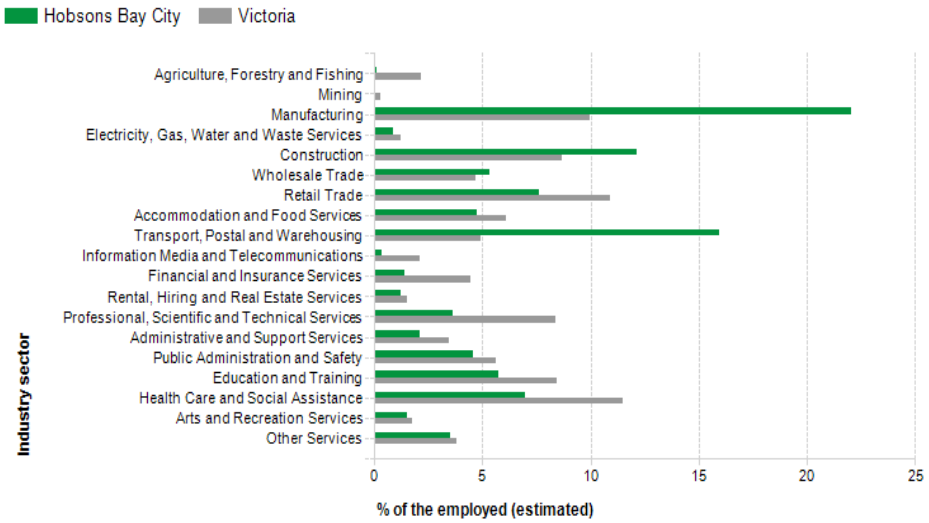
Over the past decade, there has been strong job growth in Construction (+2,177 persons); Transport, Postal and Warehousing (+2,138 persons); and Health Care and Social Assistance (+1,076 persons).

While there was a sharp decline in manufacturing employment over this period, it remains a dominant employer in Hobsons Bay.

The ability to attract skills and labour in these industries will be a key requirement for the Hobson's Bay economy as it continues to transform. Housing affordability is one consideration to attract and retain skills.

Another important element in attracting and retaining workers is the cost of travel and the ability of the municipality to provide a range of convenient journey options to a larger number of passengers so that a variety of trip types and areas are serviced by public and active transport. Almost 80 per cent of residents in Hobsons Bay travel to work by car and the difference in costs between private and public transport is significant. For example, the annual cost of owning and operating a medium size car is $10,000 compared to the cost of an annual Myki pass ($1,521), this is without factoring in the overall costs of car dependency to the community particularly in relation to health and environmental outcomes.[87]

Figure 54: Employment by industry in Hobsons Bay (2013-14)



Key workers

Another key consideration in regards to the local workforce and housing is the impact on key workers. Key workers can be defined as employees providing an essential service (e.g. teachers, police, nurses). As key workers find themselves

[87] Hobsons Bay Integrated Transport Plan, draft background report (2016).

unable to buy housing, further demand is placed on providing private rental and this demand translates to higher rents.

Housing affordability analysis for Hobsons Bay's strategic industries

An analysis of incomes shows that most strategic industries have incomes above the Hobsons Bay average individual income level of $66,207 per year (refer Table 37). Out of all the strategic industries, Health Care and Transport are likely to be the most at risk to rental price growth with incomes below the Hobsons Bay average.

Table 37: Average wage per worker (2015)

	Average annual wage per worker
Manufacturing	70,401
Construction	71,812
Transport, Postal and Warehousing	57,692
Health Care and Social Assistance	54,963
Total Industries	66,207

Source: National Institute of Economic and Industry Research (NIEIR) ©2015. Compiled and presented in economy.id by .id, the population experts

Table 38 shows the change in average wages of all Hobsons Bay workers between 2004 and 2010. The average income of all workers increased by around 0.8 per cent per year between 2004 and 2010. Income growth improved has since improved to 1.4 per cent per year between 2010 and 2014. The strategic industries have performed relatively well compared to the average across all industries.

Further investigations reveal that wages have fallen behind rental growth making it harder to rent in Hobsons Bay (albeit still affordable). This analysis again shows that **Health Care and Transport are likely to be the most at risk to rental price** growth in Hobsons Bay.

Table 38: Change in average wages in Hobsons Bay (2004-14)

	2004-10	2010-14
Manufacturing	0.7%	2.3%
Construction	1.2%	1.9%
Transport, Postal and Warehousing	-1.6%	1.9%
Health Care and Social Assistance	3.3%	-3.9%
Total Industries	0.8%	1.4%

Source: National Institute of Economic and Industry Research (NIEIR) ©2015. Compiled and presented in economy.id by .id, the population experts

Employment self-sufficiency

Self-sufficiency measures the proportion of workers in the local area who also live in the Local Government Area or region. It indicates the level at which the local residents meet the labour requirements of the local industries or businesses.

In 2011 29.6 per cent of Hobsons Bay City's workforce were local residents. This means **70.4 per cent of the Hobson's Bay workforce live outside of Hobsons Bay**. In terms of the strategic industries, Health Care and Social Assistance and Safety has a relatively high share of workers who live in Hobsons Bay. This highlights the preference of workers to live locally, meaning that they will be more impacted by changes to house prices and rents in Hobsons Bay.

Transport, Postal and Warehousing however has a very low self-sufficiency meaning that the Transport sector in Hobsons Bay relies on labour from other areas of Melbourne.

Table 39 identifies the levels of self-sufficiency for each industry in Hobsons Bay.

Table 39: Self-sufficiency by industry (2016)

Industry	Total workers	Workers residing in Hobsons Bay City	% industry self-sufficiency
Professional, Scientific and Technical Services	1211	676	55.8
Accommodation and Food Services	1420	781	55.0
Information Media and Telecommunications	128	69	53.9
Arts and Recreation Services	413	214	51.8
Agriculture, Forestry and Fishing	31	14	45.2
Retail Trade	2826	1244	44.0
Education and Training	1942	837	43.1
Rental, Hiring and Real Estate Services	412	170	41.3
Other Services	1057	423	40.0
Health Care and Social Assistance	**2258**	**901**	**39.9**
Industry not classified	373	133	35.7
Financial and Insurance Services	470	157	33.4
Mining	27	9	33.3
Administrative and Support Services	652	204	31.3
Public Administration and Safety	1366	410	30.0
Construction	**2621**	**735**	**28.0**
Wholesale Trade	1723	343	19.9
Manufacturing	**8121**	**1349**	**16.6**
Transport, Postal and Warehousing	**4208**	**624**	**14.8**
Electricity, Gas, Water and Waste Services	221	32	14.5
Total industries	**+31,480**	**+9,325**	**29.6**

Source: Housing affordability, .id (2016)

This analysis also highlights that Hobsons Bay plays an important regional role, providing a range of job opportunities for the wider western subregion. This means that the housing needs for Hobsons Bay workforce is also dependent on housing supply outside of Hobsons Bay.

Homelessness

Homelessness is an issue which needs to be addressed at the broader level with proactive measures that prevent homelessness in the first place. Around eight per cent of the total number of homeless people in Melbourne's West were in Hobsons Bay (in 2011)[88].

LeadWest[89] has identified key actions to try to address the issues of homelessness in Melbourne's West. This includes investing in strategies that focus on transition points and life events and investment in services that can intervene early to prevent homelessness. In addition, there is a need for improved funding support for specialist homelessness services within the region as well as an increase in the supply of affordable housing and specialist housing models that link accommodation and support critical to reducing homelessness.

In relation to homelessness, LeadWest have a target of a *five per cent annual average reduction in rate of homelessness in Melbourne's West.*[90]

The priority actions to achieve this include:

- implement new and innovative partnerships and ways to encourage and stimulate the supply of well-located and affordable housing
- increase labour force participation and employment rates across Melbourne's west
- reduce the incidence of family violence

[88] As identified in Section 4.8.2.

[89] Housing and Homelessness – Western Agenda, LeadWest (2012-16).

[90] The LeadWest Western Agenda document (2012-16) is currently being updated so the targets/actions are expected to change.

Rooming Houses

Rooming houses are classed as a form of homelessness due to their insecure tenure.[91] Council has a regulatory role in the operation of rooming houses. It is a legal requirement (under the provision of the *Public Health and Wellbeing Act 2008*) that operators of rooming houses need to register the rooming house with the local council and they must meet various building regulations and health and safety regulations (such as overcrowding, cleanliness and hygiene). All registered rooming houses are now listed on the public register[92]. There are 11 registered rooming houses within Hobsons Bay.

A building permit is required to change a domestic dwelling (class 1a - Building Code of Australia) to a rooming house (class 1b - Building Code of Australia). There are also requirements through the Premises Standards of the *Disability Discrimination Act 1992* that rooming houses need to be accessible to enable people with disabilities to be accommodated.

Whilst rooming houses have traditionally accommodated disadvantaged and vulnerable people, there is evidence that this profile is changing with other sections of the community such as international and domestic students, travellers, low-income earners and some type of key workers[93], turning to rooming houses as a cheaper accommodation option as private rental costs rise.

Tenancy mix can be an issue in rooming houses as they house some of society's most excluded and vulnerable individuals, often on a legally insecure or 'non-tenured' basis. There is often a high turnover of tenants and some neighbourhood disturbance and complaints to local councils.[94] Councils have a responsibility to carry out inspections of any properties to make sure they are safe, properly registered and meeting the minimum standards.[95]

Whilst the current number of registered rooming houses in the municipality is relatively low in Hobsons Bay, there has been a rather high proportion of prosecutions which have been a burden to Council's resources.

There has also been a number of unsuccessful prosecutions primarily due to the existing legal framework which makes it difficult to get powers of entry to the property to collect the necessary evidence.

Empty Homes

Empty homes is an issue which can impact on affordable housing. Hobsons Bay has around 1,000 homes (almost three per cent) that are empty and a further 2,390 homes that were underutilised in 2013.[96]

There can be various reasons for why owners leave homes empty but in many cases, it is due to speculative capital gain by property investors, termed 'Buy to leave' properties. The problem is compounded in areas highly sought after by foreign investors who leave homes vacant and derelict after purchasing, as many just buy for capital gain. Because 'Buy to leave' properties are not for rent, they are not included in the short-term vacancy measures reported by real estate firms (as these are only based on 'available for rent' advertised dwellings). If they were included, then the vacancy rates would be much higher than what is stated.

There are many disadvantages to empty homes, not only do they create more housing demand, fuel the 'under supply' of housing and impact on affordability but they also impact on an area. Homes left vacant for a long period of time can become unsightly if not maintained and attract crime/vandalism which impacts on the neighbourhood. Empty homes can also impact on the values of other property in the street.

Empty homes is therefore an issue which needs to be addressed. In the UK the Government released a strategy in 2011 to tackle empty homes '*Laying the*

[91] Based on ABS classifications of homelessness.
[92] Statewide Rooming House Register.
[93] *ibid*
[94] *ibid*
[95] The Minimum Standards were introduced under the Residential Tenancies Act.
[96] As identified in Section 5.1.2.

Foundations: A Housing Strategy'. The national strategy outlined a number of incentives and disincentives to help tackle the empty homes issue, including:

- giving Councils local flexibility to charge up to 50 per cent extra tax/rates on property that has been unoccupied/unfurnished for two or more years
- giving the New Homes Bonus for local authorities for long-term empty homes that are brought back in to use
- exercising Compulsory Acquisition power - under section 17 of *The Housing Act 1985* which allows local authorities to acquire under-used or ineffectively used property for residential purposes if there is a general housing need in the area (often used as a last resort for Councils but it does provide an option to get a home back into use)

In Australia, there is no policy within the housing agenda regarding the issue with empty homes, in order to fully address this issue there would require taxation reforms (e.g. the introduction of a vacancy tax) in relation to land and property. With the housing affordability crisis and increases in homelessness, having empty homes within our cities is unacceptable.

There is an opportunity for the housing strategy to address this issue as part of the housing affordability agenda.

7.4.7 What can be done to improve housing affordability and affordable housing?

As previously identified, the impacts of housing affordability extend beyond individual households to the wider community and economy. Through Council's Municipal Public Health and Wellbeing Plan and the Council Plan, Hobsons Bay City Council is committed to improving the health and wellbeing of the Hobsons Bay community. In terms of housing affordability and affordable housing, there are a number of options which council can pursue. These options/actions are presented in Table 40 below.

The options identified are separated into market (private) housing and non-market (social) housing.

Options/Actions – Market (private) housing

Whilst it has already been established that Council has little direct influence in the private housing market, there are opportunities for the housing strategy to address housing affordability in market housing as outlined in Table 40 below.

Table 40: Actions to address housing affordability for market (private) housing

Market Housing	
Action	**Description**
Increase housing diversity (housing types) across the municipality	Increasing housing diversity across the municipality in terms of housing types and the number of bedrooms is important as it encourages the supply of housing at different price points, this allows opportunities for first home buyers and low-middle income households to access private market housing.
Encourage infill development in well located areas	New housing which is well located to public transport facilities and existing services and community infrastructure promotes active transport and reduces the expenditure associated with owning a car.
Encourage environmentally sustainable design within new dwellings	Housing which incorporates environmentally sustainable design reduces household expenditure on utility bills, promoting affordable living.
Increasing the supply of houses through reducing the number of empty homes	Empty homes are a wasted resource and can negatively impact on housing affordability as they fuel an 'under supply' of housing. It is estimated that around nine

	per cent (3,417 homes) in Hobsons Bay are empty or underutilised. There is an opportunity for Council to advocate to the State government on this issue and to investigate mechanisms/incentives to bring empty homes back on the market.
Advocate for the return of the National Rental Affordability Scheme (NRAS)	The NRAS scheme was a mechanism introduced by the Federal and State governments to address the shortage of affordable private rental housing to allow low and moderate income households to rent at a rate at least 20 per cent below the market value rent. The scheme played an important role in preventing homelessness by providing secure housing to many people at risk. The scheme was abolished in 2014. Council should advocate to the Federal government to reintroduce the scheme or a similar tool to reduce market rents for those at risk to prevent homelessness and take the pressure off the demand for social housing.

Options/Actions – Non-Market (social) housing

A number of land use planning levers could potentially be utilised to encourage and facilitate the development of affordable housing. In the absence of an accepted statewide Inclusionary Zoning approach, Council needs to explore other ways to facilitate the incorporation of affordable housing into development proposals.

This is particularly pertinent in the absence of new funding streams for delivering affordable housing from commonwealth and state governments. Council should therefore be open to exploring a range of innovative approaches to funding and delivery of affordable housing in partnership with stakeholders such as the state government and affordable housing providers.

The housing strategy should be guided by the actions contained in the Hobson Bay Affordable Housing Policy Statement.

Key Policy Area Four: Housing Design, Functionality and Sustainability

7.5 Overview

Housing design, functionality and sustainability considers the built form aspects of housing. Built form considerations are an important part of the housing strategy as they impact on neighbourhood character, residential amenity, functionality, liveability and environmental sustainability associated with residential land uses.

Another key consideration for housing is the role of waste management. Waste management and resource recovery is an important service for residents. The way housing is designed, particularly for higher density developments can impact on this function.

Housing design and sustainability impacts on community health, wellbeing, liveability and the built and natural environment, it is therefore an important consideration when planning for future housing needs.

Housing design can be considered under three key areas:

1) **Housing design, heritage and neighbourhood character** – refers to the look and feel of a place in response to various public and private elements including building heights, landscaping, front fences, building siting (i.e. setbacks) and building materials as well as areas with heritage values.

2) **Housing design and functionality** – relates to external and internal amenity such as overlooking, access to sunlight, private open space, noise etc. and the internal layout, design and functionality of a building including accessible, adaptablity and universal design. It also includes consideration of waste management and resource recovery.

3) **Housing and sustainability** – is about conserving energy, water and waste through the design and construction of homes, as well as promoting more sustainable living for communities.

Some of the built form aspects of housing and housing design which impact on neighbourhood character and amenity can be considered in the schedules to the New Residential Zones.

7.5.1 Housing design and the planning scheme (ResCode)

Residential development must consider the residential development provisions of the planning scheme, this includes the objectives and standards set out in ResCode.[97] ResCode applies to the construction or extension of one or more dwelling up to and including four storeys in height (excluding basement). ResCode requirements are contained in Clause 54 (one dwelling), Clause 55 (two or more dwellings), Clause 55.07 (Apartment Developments of four storeys or less) and Clause 56 (residential subdivision) of the Victorian Planning Provisions.

Residential developments (apartments) that are up to four storeys are assessed under ResCode. Developments of five or more storeys are exempt from the

[97] ResCode brings all the objectives and standards for housing together (incorporated) into the Victorian planning scheme and Victorian Building Regulations.

requirements of ResCode but are required to be assessed against Clause 58 (Apartment Developments).

The residential development provisions are underpinned by key measures to respect neighbourhood character and amenity. All new residential development applications must meet all objectives of Clause 54 and 55 which aim to achieve residential development that:

- respects neighbourhood character
- protects amenity
- is more sustainable

The objectives contain standards which should normally be met. Council can vary some of the standards in Clause 54 and 55 by using a schedule to a residential zone (the suite of new residential zones) or a schedule to the Neighbourhood Character Overlay. Any changes to these schedules need to be strategically justified.

Better Apartment Design Standards and Guidelines

The Better Apartment Design Standards were introduced (in April 2017) to improve the liveability and sustainability of apartments across Victoria. There are a total of 16 design standards relating to siting and building arrangement, building performance and dwelling amenity.

The standards apply to all apartment developments except for the Building Setback standard, which only applies to apartments of five stories or more. The Apartment Design Guidelines for Victoria were introduced to provide assistance to applicants, architects, building designers and planners for designing and assessing apartment developments.

Urban Design Guidelines for Victoria

The Urban Design Guidelines (the 'Guidelines') aim to create neighbourhoods that foster community interaction and make it easy for people of all ages and abilities to live healthy lifestyles and engage in regular physical activity.

The Urban Design Guidelines for Victoria provide advice on:

- the design of public spaces
- building design in relation to a building's interface with public spaces
- the layout of cities, towns and neighbourhoods.

The Guidelines were introduced in August 2017 and replace: Guidelines for Higher Density Residential Development (2004); Activity Centre Design Guidelines (2005); and Safer Design Guidelines for Victoria (2005).

The Guidelines are a reference document in all planning schemes through the SPPF.

The Guidelines are structured around six elements of design consideration:

- urban structure
- movement network
- public spaces
- public transport environs
- buildings
- objectives in the public realm

Under each element is a series of objectives.

Minimum Garden Area Requirements

A minimum garden area requirement has been introduced into the Neighbourhood Residential Zone and the General Residential Zone. The requirement has been introduced to protect the open green character of

neighbourhoods. The mandatory requirements apply to land greater than 400 square metres as follows:

Table 41: Minimum garden area requirements

Lot Size (sqm)	Minimum garden area (%)
400-500	25%
501-650	30%
Above 650	35%

Schedules in the New Residential Zones

The New Residential Zones allow councils the ability to insert multiple schedules to specify further application requirements based on the local context. The schedules allow the specification of different standards to Clause 54 (single dwellings) or Clause 55 (Two or more dwellings) for:

- minimum street setbacks
- site coverage
- permeability
- landscaping
- side and rear setbacks
- walls on boundaries
- private open space
- front fence height

The schedules also allow other specifications based on the zone type, this is will be addressed in the revised and updated Hobsons Bay Neighbourhood Character Study.

7.5.2 Housing design, heritage and neighbourhood character

Hobsons Bay is a diverse municipality with housing stock representing all eras. The eastern parts of the municipality have older housing stock than the western side. The community values the character of their neighbourhoods and there is some concern regarding inappropriate development impacting on existing character, particularly in the eastern parts of the municipality where there are higher development pressures and significant heritage areas.

One of the key challenges of the housing strategy is to respect existing heritage areas and preserve neighbourhood character whilst also planning for housing to accommodate an increasing population. With the expectation for established neighbourhoods to accommodate more infill development and more higher density development, it is imperative that new residential development is designed to a high quality and appropriately responds to neighbourhood character. Well-designed homes have good urban design which respects and enhances existing neighbourhood character.

Neighbourhood character is addressed in several ways in the residential development provisions including the requirement for a design response and meeting the objectives and standards (in ResCode Clauses 54.02 and 55.02) in relation to:

- street setback
- building height
- side and rear setbacks
- site coverage
- private open space
- front fence height

As identified in Section 6.2.1, there is community concern regarding higher density development negatively impacting on existing streetscape and neighbourhood character.

Neighbourhood character and amenity are often the major factors in determining whether a permit should be granted, and they are often the main points of contention in the community. The key design issues for residential development in Hobsons Bay include:[98]

- domination of frontages by garages, hard surfaces and driveways
- intrusions into the 'backyard zone'
- inadequate space for canopy trees and unsympathetic landscaping
- unenforceable provisions on side setbacks

Other design issues adversely impacting on neighbourhood character include:

- the way pitched roofs and semi-basement car parking are accommodated
- interfaces with parks and laneways
- double crossovers
- use of colour and materials

A review of the Hobsons Bay Neighbourhood Character Study has been undertaken, the revised study identifies 28 precincts and six neighbourhood character types (refer Table 42).[99]

Neighbourhood character in Hobsons Bay is predominantly Garden Court and Garden Suburban although in the eastern parts of the municipality, the character is a mixture of Inner Urban and Urban Contemporary. There are also residential areas adjacent to the waterfront in Altona, Seaholme and Williamstown identified as Waterfront Suburban. The precincts are identified in Figure 55.

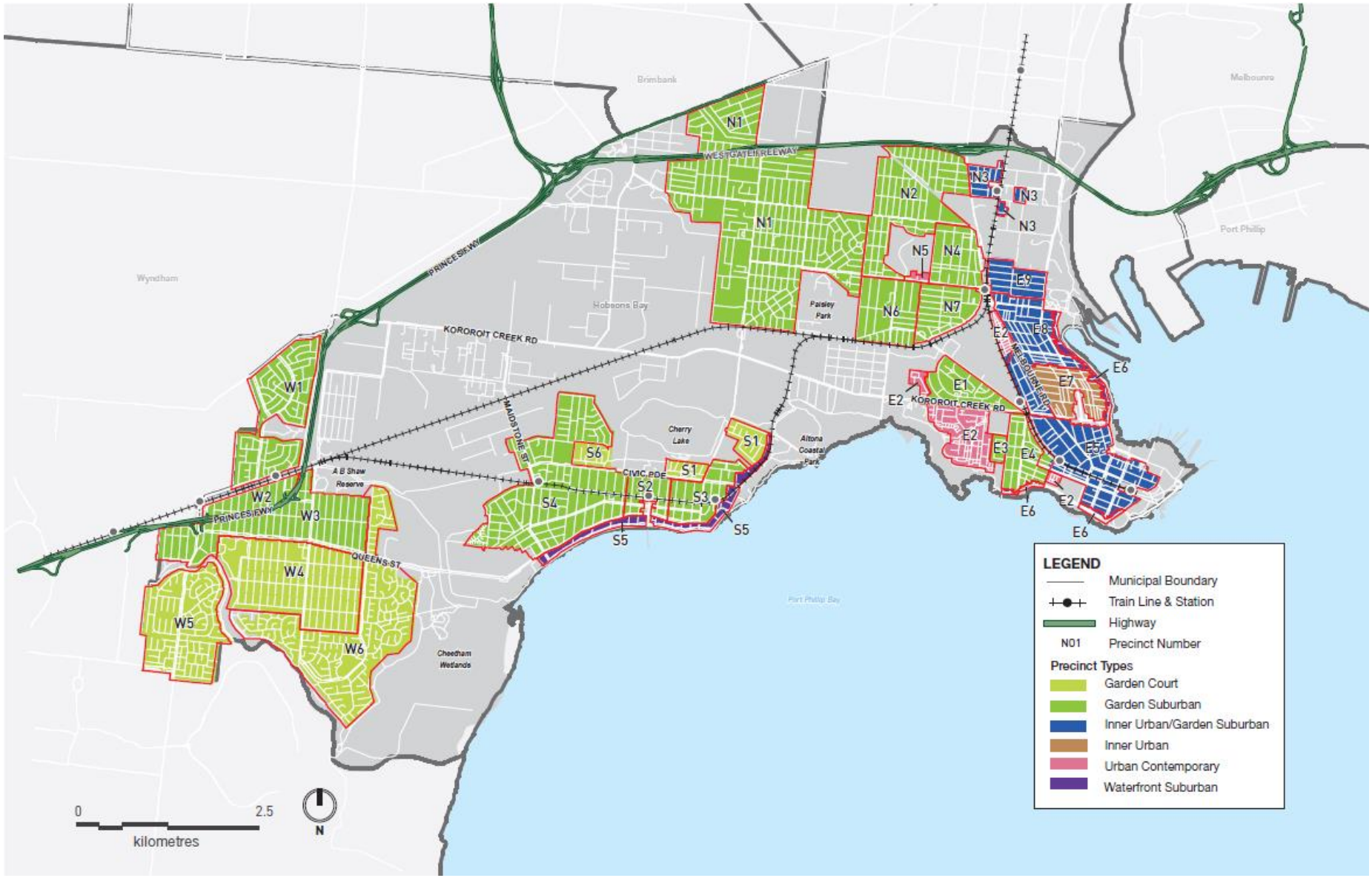
Table 42: Neighbourhood character types in Hobsons Bay

Character Type	Summary Description	Suburbs
Garden Court	Spacious residential areas in a garden setting (informal, generally curving street pattern with courts/cul-de-sacs)	Altona Altona Meadows Seabrook Seaholme
Garden Suburban	Spacious residential areas in a garden setting (formal street pattern, generally modified grid)	Altona Altona Meadows Altona North Brooklyn Laverton Newport Seaholme South Kingsville Spotswood Williamstown Williamstown North
Inner Urban/Garden Suburban	Built form-dominated older residential areas located in a garden setting.	Newport Williamstown
Inner Urban	Built form-dominated older residential areas	Williamstown
Urban Contemporary	Built form-dominated residential areas with minimal garden space (generally narrower streets)	Newport Williamstown Williamstown North
Waterfront Suburban	Residential areas located along the waterfront areas where extensive redevelopment has resulted in a mix of large dwellings with upper levels that take in water views	Altona Seaholme Newport Williamstown

[98] From Community Consultation on the Issues and Opportunities Report (August 2014).

[99] Hobsons Bay Residential Design and Character Review (July 2016).

Figure 55: Revised Neighbourhood Character Precincts (2017)



Neighbourhood Character Precinct Guidelines

Draft neighbourhood character precinct guideline brochures are being prepared for all the precincts identified in Hobsons Bay. The brochures will identify the neighbourhood character type, the preferred character statement and recommendations on schedules for the new residential zones.

The Neighbourhood Character Study and the precinct brochures will ensure that the design of future residential development meets the neighbourhood character objectives and assist in alleviating the current design issues experienced in Hobsons Bay.

Neighbourhood Character Overlay

The Neighbourhood Character Overlay (NCO) is a tool applied strategically to areas where the application of the residential development standards consistently fail to meet the objectives for the neighbourhood character in a particular area. It should also be applied to areas displaying characteristics that need to be protected or changed to achieve a preferred character or where aspects of character in an area need to be translated into the provisions of the NCO. The Neighbourhood Character Study has identified four areas of special character in Hobsons Bay and it is recommended that additional work be undertaken to investigate the potential application of the NCO.

Review of the Hobsons Bay Heritage Study

The Hobsons Bay Heritage Study (the Heritage Study) has been informed by a number of heritage studies including the Williamstown Conservation Study 1993 and the Altona, Laverton and Newport Districts Heritage Study 2000. The Heritage Study is a constantly evolving document that requires continuous review. In January 2010 Amendment C68 to the Hobsons Bay Planning Scheme was approved by the Minister for Planning to correct anomalies within the Heritage Study and remove properties incorrectly listed as contributory. The current review builds on Amendment C68 by adding properties incorrectly listed as non-contributory onto the contributory list. The review of the Heritage Study will ensure it accurately reflects heritage conditions and identify clusters of contributory buildings, places and precincts which impact on development opportunities.

7.5.3 Housing design and functionality

Housing design and functionality is an important aspect of housing. Homes should not be built as a short term provision but built with consideration of occupants needs within the community.

Homes that are well-designed provide good internal and external amenity impacts and are versatile to meet the changing needs of occupants over their lifetimes (‘Lifetime Homes’) and contribute to health and wellbeing.

Another key area of housing design which needs to be considered based on the fact that Hobsons Bay has an ageing population, is older persons housing. This section explores the current planning policy regarding housing design and functionality in relation to:

- residential amenity
- waste management and resource recovery
- lifetime homes (accessible, adaptable and universal design)
- older persons housing

Residential amenity

There is no formal definition of ‘residential amenity’ but in basic terms, it is about the pleasantness of a place or area.

Residential amenity impacts are covered in Clause 54.04 (one dwelling) and Clause 55.04 (two or more dwellings) in ResCode, where objectives and standards in regards to:

- side and rear setbacks
- walls on boundaries
- daylight to existing windows
- overshadowing of private open space
- overlooking of private open space and habitable room windows

The residential development provisions (ResCode) are primarily concerned with addressing residential amenity impacts in relation to access to daylight (borrowed light), restricting overshadowing and protecting overlooking/privacy to the private open space areas and habitable room windows. Residential amenity however also includes other factors such as the internal layout of a dwelling and the size of the rooms, as well as environmental conditions such as noise and odour/air quality. These matters go beyond the remit of ResCode.

Internal amenity

The internal amenity of a residential dwelling is often compromised when lot yield size or site constraints apply impacting on outlook, access to daylight, privacy, noise, room sizes and functionality. This is an issue with apartments (particularly high rise) leading to the development of apartments which provide poor residential amenity for the occupants.

This issue has been acknowledged by the Victorian Government with the introduction of the Better Apartments Design Standards and Guidelines[100] into the Victorian Planning Provisions, to help address issues around internal design, amenity and functionality.

Internal amenity issues however are not just related to apartment developments, other housing types can also be subject to poor internal amenity. The internal layout and size of rooms should provide sufficient space, storage and amenity for the housing type and size.

For example, a new house which is proposed to have three bedrooms and be targeted towards families should have appropriately sized living areas (e.g. living room and kitchen), private open space and storage areas to provide amenity and functionality for the reasonable requirements of a family. If in order to achieve the extra bedroom results in compromising the size of the living areas then this could indicate that there is an overdevelopment of the site. This can happen when financial profits are driving the development rather than consideration of the end user and the amenity and needs of the future occupants.

In some instances, households which lack appropriate storage space (either in the home or through a garden shed) use the garage space for storage, forfeiting a place to park the car. The knock-on effect of this is that more cars end up parked on the street which were not originally accounted for when the dwelling was planned and constructed.

Reverse living

Within Hobsons Bay, there has been an increase in the number of applications for new housing with 'reverse living' arrangements (where the kitchen and living areas are located on the upper floor(s) and the bedrooms are on the ground floor). These types of developments are adopting 'balcony open space' which under the planning scheme is a lower area requirement and generally an indication that the developer is pushing the limit resulting in an overdevelopment of the site.

Whilst reverse living arrangements can be acceptable in some instances for example where there is a view, or an opportunity for greater surveillance adjacent to open space and parkland, these types of dwellings do not support accessible homes/universal design requirements. However, with the introduction of minimum garden area requirements into both the Neighbourhood Residential

[100] Apartment Design Guidelines for Victoria (April 2017).

Zone and the General Residential Zone, it is expected that the number of applications for reverse living arrangements will be reduced.

Room sizes

Another common issue is that in dwellings with two or more bedrooms, the second, third or fourth bedrooms are not often given the same amount of thought in terms of the size, layout and configuration as the master bedroom. In some instances, there is also an issue with habitable rooms relying on borrowed light (rooms with no natural sunlight). The third (or fourth) bedrooms are often the smaller (box rooms) to be used as a nursery or a study which can be perfectly suitable to the requirements of many occupants, as long as other rooms/areas have not been compromised in order the 'squeeze' in an extra bedroom.

Whilst the Better Apartment Design Standards include minimum internal room dimensions for apartments, these are not mandatory. There are no minimum standards in relation to room sizes within other (non-apartment) private dwellings in Victoria. The *Building Regulations 2006* (which adopts the National Construction Code) contains minimum standards for the design and construction of buildings including requirements for ceiling heights for habitable and non-habitable rooms, natural light, ventilation and some sound insulation but not for room sizes.

Within the UK, the importance of internal space (Space Standards) has been acknowledged through the planning system as a 'material planning consideration'. This is to address the mismatch between dwelling demand and dwelling supply, particularly high demand areas (e.g. London). The standards[101] deal with internal space within new dwellings and sets out the requirements for the Gross Internal Floor Area and dimensions for key parts of the home, notably bedrooms, storage and floor to ceiling heights. The space standard is not a building regulation but remains solely in the planning system. Local planning authorities in the UK have the ability to identify the size, type, tenure and range of housing that is required in particular locations, reflecting local demand. This places local planning authorities in a better position to address any mismatch in housing needs versus housing provision.

As demand for housing continues to increase within established suburbs like Hobsons Bay and land values increase, there is likely to be more applications for dwellings with reduced internal spaces. This could compromise the amenity and functionality of dwellings. There is an opportunity to explore the preparation of guidelines and other options to better match resident's needs and preferences to housing types.

Non-residential uses in residential zones

Within residential areas, there are a range of non-residential uses that can be accommodated and which provide services to the local community (e.g. medical facilities, place of worship).

There are a number of non-residential uses which do not require a planning permit in a residential area (Section 1 uses). The introduction of the Residential Growth Zone (RGZ) has also liberated the types of non-residential uses that can be included in a residential area (e.g. Section 1 uses now includes shops and Section 2 now includes offices).[102]

There can however be a number of amenity issues associated with such uses in a residential area which can also impact on neighbourhood character. For example, traffic and parking issues and noise on neighbouring properties from the operation of the non-residential uses.

Some local councils are managing this issue through the inclusion of a local policy for applications requiring a planning permit for a non-residential use (Section 2

[101] Technical housing standards – nationally described space standard, Department for Communities and Local Government (UK) (March 2015).

[102] Conditions apply.

uses). The policies contain objectives relating to managing any impacts on residential character and amenity.

Waste management and resource recovery

Housing design particularly where it relates to increasing density can affect what waste and resource recovery services are provided and how, by whom and how they are used by housing occupants.

Limitations with reference to higher density housing with multi-storeys and often those with mixed used developments, include bin storage space, kerbside bin presentation space, and access of roads and buildings by collectors and access to and knowledge of waste systems by occupants.

The location of street furniture and trees, on street parking, power and light poles and overhead wires may affect waste and resource recovery collections. Occupational health and safety of the collector and the building manager, if there is one, is essential. Also how the service is provided including the frequency and time of collection and how a combined waste and recycling system is managed by a body corporate for example may affect the occupants' enjoyment of living in a place.

Housing design and waste management in Hobsons Bay

The current practice of influencing housing design to consider waste and resource recovery is through Statutory Planning applications. Internal feedback is sought and provided on development proposals on a variety of issues including waste and resource recovery. The process is undefined and relies largely on the awareness of the Statutory Planner to refer a development proposal that they think might have issues for waste and resource recovery and may need a waste management plan or where a waste management plan has been provided. Additionally, an internal weekly Statutory Planning application report is reviewed to determine if there are any applications that should be referred for review of waste and resource recovery management plans.

Development proposals including waste management plans are assessed to determine the adequacy in number of bins, the collection frequency, storage space, kerbside presentation space, potential conflicts with street infrastructure including trees, poles, overhead wires and on street parking, width and swept paths of roads or laneways, and access to and knowledge of waste systems by occupants. Also how the service is proposed to be provided and managed by who, including the time of collection and how a combined waste and recycling system are to be managed.

Assessments of waste and resource recovery provisions in a development are most often provided prior to a planning permit being issued.

Table 43 shows the number reviews of waste management plans for developments of varying size and nature, but predominantly including an element higher density housing, that have been completed over the last five years.

Table 43: Number of reviews of waste management plans in Hobsons Bay (2011-16)

Financial Year	No. of waste management plan reviews
2011-12	12
2012-13	15
2013-14	24
2014-15	30
2015-16 (as of 4 May 2016)	30

Table 43 shows there is a growth in the number of Statutory Planning applications requiring a review of waste and resource recovery provisions for proposed developments.

Along with the increasing growth in number of applications, there is an increasing number of developments that Council is unable to service with its

waste and resource recovery service due to the higher density nature of the development.

This means that building developers and operators propose and engage a private waste and resource recovery collection provider to service the development. Council ensures that how the private services are provided are reviewed and authorised through the review of the waste management plan for the proposed development particularly with respect to preserving the amenity of the area and enjoyment of the development by its occupants.

There is potential that the increasing number of high density developments and the number of private waste and resource recovery operators may have detrimental effect on particular neighbourhoods due to an increase in vehicle movements, noise from the use and collection of bins, and bins in public thoroughfares and streets. The extent of this impact is unknown and currently being managed through reviews of waste management plans for proposed developments.

There is currently limited State and local policy relevant to planning for waste and resource recovery in housing particularly high density developments.

Metropolitan Waste and Resource Recovery Group (MWRRG)

The Metropolitan Waste and Resource Recovery Group (MWRRG) are delivering the "Improving Resource Recovery in Multi-Unit Developments" (IRRM) project working with eleven of the 31 member councils, including Hobsons Bay.

The project will recommend other planning and non-planning tools to give statutory weight to waste and resource recovery.

As per the Council's Waste and Litter Management Plan (2012-17), Council is researching opportunities to develop a waste and resource recovery service to higher density housing. The first step of which will be a discussion paper which will have consideration to the legal framework of which Council can operate such a service, whether it should and what the costs and format of such a service might entail.

Lifetime Homes

Homes should be designed as a long term provision. Lifetime homes is about designing homes which can meet the changing needs of occupants over their lifetimes.

There is a 60 per cent chance that a house will be occupied by a person with a disability at some point over its life.[103] Longer life spans and higher proportions of older people in our community make it more likely that every home will be required to respond to the needs of a person with a physical limitation whether they are the primary resident or a visitor.[104]

As the needs of individuals are specific to their personal circumstances there is no single solution to designing a home to meet changing needs, however several approaches exist:[105]

- **Accessible homes** – designed to meet the needs of people requiring higher level of access from the outset, and usually designed and built with a specific person's needs in mind. An accessible house meets Australian Standard AS1428.1-2001 (Design for access and mobility) and is able to accommodate wheelchair users in all areas of the dwelling.

[103] Livable Housing Design Guidelines, p.10 (2012).
[104] Housing of the future: The livable and adaptable house factsheet, Australian Government (www.yourhome.gov.au), p. 455.
[105] Housing of the future: The livable and adaptable house factsheet, Australian Government (www.yourhome.gov.au).

- **Adaptable homes** – designed to meet the changing needs of most home occupants throughout their lifetime but are not initially accessible however, can be easily adapted to become an accessible house if needed. An adaptable home meets AS4299-1995 (Adaptable housing).

- **Universal (Liveable) homes** – designed to meet the changing needs of most home occupants throughout their lifetime without the need for specialisation. This is based on principles not rules through technical standards. There are no compulsory requirements to provide universal design.

The terms accessible, adaptable and universal design are often used interchangeably but there are differences between the three meanings as outlined below.

Accessible design in housing

Accessible design refers to design which meets the needs of people requiring higher level access and is usually designed and built with a specific person's needs in mind. Accessible design is different to universal design because it is based on rules not principles.[106] Accessible design is concerned with fulfilling a set of measurable requirements (technical standards) as prescribed in legislative requirements such as the Building Code of Australia. There is a suite of Accessible Standards (AS1428) relating within the Building Code of Australia (BCA) but in relation to housing, the key Standard is **AS1428.1 – Design for access and mobility**.

Australian Standard AS1428 provides minimum design requirements for new building work, to enable access for people with disabilities e.g. access ways and circulation space for people in wheelchairs. It determines access and movement in public buildings. The Standards only apply to public buildings and common areas and not private housing. Table 44 outlines where the current access and mobility standards apply.

In addition to laws and regulations governing construction, Australia has rights-based disability discrimination legislation that covers access to premises. The Commonwealth *Disability Discrimination Act 1992* (DDA) is administered by the Human Rights Commission, specifically in the *Disability (Access to Premises – Buildings) Standard 2010*. Section 23 of the *Disability Discrimination Act 1992* (DDA) makes it unlawful to discriminate on the grounds of disability in providing access to or use of premises that the public can enter or use.

The *Disability (Access to Premises – Buildings) Standard 2010 (Premises Standards)* commenced on 1 May 2011, Schedule 1 of this standard is known as the Access Code for Buildings. The Premises Standards are minimum requirements and designing beyond the minimum is encouraged.

Table 44: When the Accessible Standards apply (BCA classifications)

Apply	Do not apply
Public buildings	Class 1a buildings (private single dwelling)
Common areas in Class 2 buildings (flats/apartments). Only applies to new buildings and not those that undergo some upgrades or renovations	Internal parts of a sole occupancy unit in a Class 2 building (flats/apartments)
Class 3 buildings (accommodation for long term or transient living for a number of unrelated persons e.g. large boarding/rooming houses, hostels, hotels, specialist accommodation such as accommodation for the aged etc.)	
Class 9 buildings (health care, aged care etc.)	

[106] Welcome – Design Ideas for Accessible Homes, p.5 (2002).

In 2002, the Victorian Building Commission produced the *'Welcome – Design Ideas for Accessible Homes'* guide was based on the Australian Standards for accessible homes. The guide presents ideas for improved access including requirements around space, layouts and finishes.

In regards to the Victorian Planning Scheme, there is an accessibility objective within Clause 55.05-1 (On-Site Amenity and Facilities) of the planning scheme (Standard B25) which states that the dwelling entries of the ground floor of dwellings and residential buildings should be accessible or able to be easily accessible to people with limited mobility.

Some local council's (through a local planning policy) require a certain percentage of Sole-Occupancy Units (SOUs) at the planning permit stage to be accessible or adaptable including requirements for circulation space and that at least one state government (South Australia) requires Class 2 developments of more than 20 SOUs to provide access to and within 5 per cent of SOUs. This would include AS1428.1 compliant circulation at and through doorways[107].

Adaptable design in housing

An adaptable designed home is one that is designed to be used by most people but has provision for further modifications should they be required by the occupant as they age in place. For example, ensuring that there is the scope in a multi-level house to allow for the future installation of vertical lifts or staircase lift should they be required. Other modifications include for example, introducing grab rails in bathrooms and increasing lighting levels in response to vision impairment.

There is an Australian Standard for building homes with adaptable design, **AS4299-1995 – Adaptable Housing**, provides guidance for designing houses to accommodate varying degrees of physical ability over time[108]. The adaptable housing standard was intended as a guideline for new homes for older people and people with disabilities.

Universal design in housing (Liveable homes)

Universal design refers to design which meets the changing needs of most home occupants regardless of age, ability or cultural background, throughout their lifetime without the need for specialisation.

Universal design is different to accessible design, accessible design is concerned with providing access in accordable with specific technical standards whereas universal design focuses on inclusive features that does not stigmatise or separate users and ensures that the experience of a building is shared by as many people as possible. There are seven universal design principles, these are outlined in Table 45:[109]

Table 45: Universal design principles

Principles	Definition
1. Equitable use	The design is useful and marketable to people with diverse abilities.
2. Flexibility in use	The design accommodates a wide range of individual preferences and abilities.
3. Simple & intuitive use	Use of the design is easy to understand, regardless of the user's experience, knowledge, language skills, or current concentration level.
4. Perceptible information	The design communicates necessary information effectively to the users, regardless of ambient conditions or the user's sensory abilities.

[107] Guideline on the application of the Premises Standards version 2 (2013), p. 68.
[108] Housing of the future: The livable and adaptable house factsheet, Australian Government (www.yourhome.gov.au).
[109] Universal Design factsheet, DTPLI.

5. Tolerance for error	The design minimises hazards and the adverse consequences of accidental or unintended actions.
6. Low physical effort	The design can be used efficiently and comfortably and with a minimum fatigue.
7. Size & space for approach and use	Appropriate size and space is provided for approach, reach, manipulation, and use regardless of user's body size, posture, or mobility.

Source: The Centre for Universal Design, NC State University (1997

Housing which incorporates universal design (also referred to as 'liveable homes') can be used by all people to the greatest extent possible regardless of their age and ability. They are built to meet the changing needs of residents across their lifecycle and allows people to age in place.

There is a misconception that universal housing is obtrusive and unattractive only benefitting a minority of the population and that it will increase costs and impact on affordability. However, universal housing has many benefits. Homes which are designed with comfort, safety and ease of access as core design features benefit everyone, including people with disabilities, an ageing population, people with temporary injuries and families with young children. Universal housing also promotes social cohesion as it provides lifetime homes within communities.

There are also cost benefits – incorporating universal design features and fittings during construction reduces the need for later retrofitting and assists with marketability of properties. It is estimated that it is 22 times cheaper to incorporate liveable design principles into new housing than retrofitting later[110].

There is currently no universal design regulation for private housing in Victoria. However, Clause 11 (11.06-2 Housing Choice) in the SPPF now includes a strategy[111] to facilitate diverse housing that offers choice and meets changing household needs through: adaptable internal dwelling design and universal design.

The lack of universal design requirements in the Victorian Building Codes means the majority of private residents are not 'liveable homes'. There are however 'Liveable Housing Design Guidelines' which a number of Councils are using to promote the benefits of and to encourage incorporation of universal design within new private residential development.

Liveable Housing Design Guidelines (2012)

The 'Liveable Housing Design Guidelines' were published in 2012 by Liveable Housing Australia[112] as a way to encourage developers to incorporate inexpensive universal design elements in to new homes in Australia. The guidelines provide technical advice and guidance on the key living features that make a home easier and safer to live in for all people of all ages and abilities. The guidelines were developed and endorsed by industry, community and the government. The Guidelines include performance levels ranging from basic requirements through to best practice in liveable home design.

The basic requirements focus on seven core design features including:

- a safe continuous and step free path of travel from the street entrance and/or parking area to a dwelling entrance that is level
- at least one, level (step free) entrance into the dwelling
- internal doors and corridors that facilitate comfortable and unimpeded movement between spaces
- a toilet on the ground (or entry) level that provides easy access
- a bathroom that contains a hobless (step-free) shower recess
- reinforced walls around the toilet, shower and bath to support the safe installation of grabrails at a later date

110 Livable Housing Design Guidelines (2012), p. 10.

111 Clause 11 updated in March 2017.

112 Livable Housing Australia is a partnership between community and consumer groups, government and industry.

- a continuous handrail on one side of any stairway where there is a rise of more than one metre

The Liveable Housing Design Guidelines are applicable to Class 1a (private dwellings), Class 1b (boarding house, guest house, hostel), Class 2 (apartments) and Class 4 buildings (a dwelling in a building that is Class 5, 6, 7, 8 or 9). The Guidelines should only be applied to the parts of the building classes not covered by Disability Standards and the Building Code of Australia (Volume 1 and 2).

Universal design and the Hobsons Bay Planning Scheme

Given that there is no requirement in the Victorian Planning Provisions for private housing to comply with universal design standards, local Councils can only encourage developments to include universal design.

There is scope for Councils to prepare information and guidance material for applicants of residential developments to educate and encourage the benefits of incorporating universal design principles.

Banyule City Council produced guidelines in 2013 based on the 'Liveable Housing Design Guidelines' and an assessment criteria requiring/encouraging applicants of residential developments to prepare plans to demonstrate compliance of incorporating the guidelines into their development. For one or two dwellings, the submission is voluntary, for three to nine dwellings a minimum of one dwelling should incorporate the guidelines and for 10 or more dwellings a minimum of 20 per cent of dwellings should incorporate the guidelines[113].

The Liveable Housing guidelines are supported by Clause 21.06 (Built Environment), Objective 4 – Housing Change of the Banyule Planning Scheme which states *'Encourage design that meets the needs of people with impaired mobility and other special needs, or can be adapted to meet such needs'* and Clause 55.05-1 Accessibility objective of ResCode.

Currently within Hobsons Bay, applicants for certain types of residential developments (depending upon the nature of the proposal, the location and how many new dwellings is proposed) are encouraged to consider accessibility and universal design early on in the design phase.

In relation to applications for 20 or more dwellings, a Social Impact Assessment (SIA) is required to be provided by the applicant. The SIA guidelines[114] includes requirements about the accessibility of the proposed development (e.g. for people with a disability) along with information about the likely demographic profile of the potential residents. There is currently no supporting information or guidance material in relation to accessible/universal/adaptable design to assist applicants in the preparation of a SIA or to encourage consideration of these principles early in the design stage.

Whilst there is a request in some types of referrals and where an SIA is required to encourage developments with accessible/universal/adaptable design principles, there is currently no internal follow-up process to monitor whether the recommendations are actually incorporated into the development. It is therefore unknown how effective the request for incorporating 'lifetime home' features and fittings is and there is an opportunity to provide further education material for developers during the application process and to improve the internal process to follow-up on how many new developments have implemented the recommendations. Follow-up is especially important where a developer states in an SIA that they are receptive to considering incorporating such design features within their proposed development.

[113] Livable Housing Design Guidelines, Banyule City Council (2013).

[114] Hobsons Bay City Council, Preparing Social Impact Assessments Applicant Guidelines (2011), p. 6.

Hobsons Bay has an ageing population and around 17 per cent of the population has a disability, this creates a demand for housing which can cater for residents of all abilities. The Hobsons Bay Disability, Access and Inclusion Strategy includes a key direction to improve access of housing beyond minimum accessibility compliance requirements[115]. Housing should therefore be encouraged to incorporate universal design principles.

Older Persons Housing

Hobsons Bay has an ageing population (like many other municipalities in Melbourne), it is estimated that the number of residents aged 55 years and over will be almost 40 per cent higher in 2035 compared to 2011. From a housing perspective, there is a concern that there is a mismatch (shortfall) in the type of homes suited to older persons as the majority of the existing housing stock would require significant modification and cost to be made accessible and useable to ageing residents.

There is no specific land use term for housing which accommodates older people (aged 55 years and over) and no specific housing type. Whilst the preference for many older residents is to age in place within their own home, this may not be an option for the older residents requiring some form of care or assistance. This can range from:

- minimal care/assistance with a high degree of independence of residents such as independent living units and retirement villages
- accommodation which offer some level of care/assistance such as serviced apartments, retirement villages and low care hostels
- accommodation providing maximum care/assistance to residents such as nursing homes

Older persons housing have different needs to conventional housing. The location and design of older persons housing is particularly important. New housing intended for older/ageing residents should be located in residential areas which are within reasonable walking distance to public transport, shops, community facilities and open space/recreational areas to encourage social cohesion within the community. The design of this housing type should be catered towards the needs of this demographic profile.

In terms of the housing strategy, supporting an age friendly municipality requires three key components:

1) Housing diversity – ensuring there is a diversity of housing across Hobsons Bay to enable residents to downsize to a more suitable type of home within their community

2) Housing location – ensuring that housing is well located with access to community services and infrastructure including public transport

3) Housing design - encouraging housing that is accessibly and universally designed to accommodate residents as they age in place.

There is currently no specific guidelines or standards in relation to the siting (location), internal layout and design of aged persons housing. Aged persons housing is classed as Class 3d (accommodation for the aged) and Class 9c (an aged care building) in accordance with the BCA classifications.

The public access to these facilities as well as the communal areas are covered by the Premises Standards (2010) but not the individual living areas (sole-occupancy units). The Access Code (Table D3.1 – *Requirements for access for people with a disability*) also contains requirements regarding the ratio of accessible Sole-Occupancy Units (SOUs) that are required in Class 3 and Class 9c buildings. The Access Code for Class 9c buildings are focused on the needs of people with a disability and not specific aged persons[116].

In response to accommodating an ageing population, a number of Councils in Victoria have prepared individual local policies and guidelines to guide the

[115] Disability, Access and Inclusion Strategy (2013-17), p.12.

[116] Guideline on the application of the Premises Standards version 2 (2013), p. 73.

provision of older persons housing. In 2004, Mornington Peninsula Shire developed a good practice guide for housing developments for older people[117].

The guidelines were prepared to form part of the planning application assessment for development applications of six or more beds and units for older people (55 years and above). Macedon Ranges Shire Council also prepared a *Good Practice Guide for Older Persons Housing* (2004) and an Older Persons Housing Policy (2004). The purpose of the guide and policy is to guide applicants at the earliest stage of the planning application process and to assist planners with assessing such applications.

Other councils such as Glen Eira and Hume have included an aged persons housing policy within their planning scheme[118]. The policies include objectives around preferred locations, amenity, design and car parking requirements for aged persons housing.

Currently within Hobsons Bay there are 10 aged care facilities providing a mix of high and low care beds and two retirement villages. There is a current proposal for a new (90 bed) aged care facility on part of an SRA on Kororoit Creek Road in Williamstown North and another aged care facility is proposed on VicTrack land adjacent to the Williamstown North train station. There is expected to be further applications for aged persons housing in the municipality.

7.5.4 Sustainable Design and Sustainable Living

Residential buildings are a major contributor of greenhouse gas emissions. It is estimated that around nine per cent[119] of total greenhouse gas emissions in Hobsons Bay are from residential buildings.

Greenhouse gas emissions are linked to climate change. Climate change impacts are felt by all with increased incidences of extreme flooding, fire, heat and drought events. Major heatwaves can increase the risk of heat stroke, aggravating heart related conditions and can result in loss of life. They can also lead to power outages and transport disruptions. Responding to climate change can lead to reductions in the burden of ill-health, enhance community resilience, and improve air quality by reducing pollution[120].

Hobsons Bay is a low lying coastal municipality and is vulnerable to climate change-induced sea level rise. The need to address potential mitigation measures that reduce the likelihood of adverse climate change events such as sea level rise is critical. Actions that can help mitigate climate change impacts such as sustainable housing and promoting sustainable living are required.

The municipality is also experiencing an increase in infill development, this not only increases the demand for water supply but also increases the coverage of hard surfaces reducing permeability and resulting in more stormwater run-off, and increasing the risk of flooding.

Plan Melbourne identifies that the Melbourne of 2050 will need to be a low-carbon city designed to cope with the effects of climate change. Urban areas will be designed to encourage more active modes of transport and reduce car dependency and buildings will be designed to improve energy efficiency[121].

In addition to the built-form impacts of greenhouse gas emissions from residential buildings, the location of housing can impact on sustainable outcomes, for example, locating housing near to a train station or bus

[117] Mornington Peninsula Shire, Housing Developments for Older People Good Practice Guide (May 2004).
[118] Clause 22.10 – Aged Persons Housing Policy (Glen Eira Planning Scheme) and Clause 22.07 – Aged Accommodation and Services Local Policy (Hume Planning Scheme).
[119] Data from Low Carbon West Strategy, Arup (2012).

[120] DELWP, Climate Change and Victoria http://www.climatechange.vic.gov.au/action/community-health-and-wellbeing#sthash.xwdycdir.dpuf
[121] Plan Melbourne Summary (2017-50), p.13.

interchange and other community services, such as health and employment centres reduces car dependency.

Opportunities to improve sustainable design and enable more sustainable living therefore exist at three main levels in planning:

1) planning for land uses and settlement patterns which integrate with existing infrastructure and services to achieve sustainable outcomes

2) incorporating Environmentally Sustainable Design (ESD) into residential buildings

3) promoting the inclusion of integrated water planning in new developments

There are opportunities in the housing strategy to achieve sustainable outcomes in relation to housing (new and existing). The consideration of directing and locating housing and future population growth to areas with suitable access to existing public transport infrastructure and community services and employment centres is a key policy basis for the housing strategy.

Plan Melbourne (Direction 2.1) also reinforces sustainable outcomes through using the city structure to manage growth, with the inclusion of initiative policy (Policy 2.1.2) to facilitate an increased percentage of new housing in established areas to create a city of 20-minute neighbourhoods close to existing services, jobs and public transport.

Whilst directing future housing growth to areas with existing infrastructure and services is a key policy basis for the housing strategy, it is important that those infrastructure and services are maintained or upgraded to ensure capacity to serve a growing population. There is scope to align broader sustainability planning in Hobsons Bay with planning the housing strategy. For example, constraint mapping from electricity providers may identify areas where the electrical grid is at capacity, there is an opportunity in these areas to promote solar panels/energy to reduce the peak load in summer and avoid black outs.

The housing strategy presents opportunities to improve the environmental efficiency of new residential buildings. In its role as a planning and building regulator, Council has an opportunity to influence the design of new developments to be more sustainable. Up to 70 per cent of the energy efficiency of a building is determined by its design.

The benefits of ESD buildings are not confined to the environment, but also have a wider range of health, social and economic benefits[122]. Sustainably designed homes improve the energy efficiency of buildings which not only assists in reducing greenhouse gas emissions but also helps reduce utility bills, promoting affordable living.

Council also has a prominent role in promoting the inclusion of integrated water planning in new developments to help improve the management of water. Plan Melbourne includes a direction (Direction 6.3) to 'Integrate urban development and water cycle management to support a resilient and liveable city'.

New housing should have consideration of best practice stormwater management in accordance with Council's Integrated Water Management Plan including the use of rainwater tanks, stormwater harvesting systems or passive irrigation systems to reduce stormwater run-off and better manage water resources.

[122] Advisory Committee and Panel Report, Environmentally Efficient Design Local Policies (April 2015), p. 18.

Planning policy

There is no one specific policy in the State Planning Policy Framework (SPPF) to address sustainability and housing.

There is a requirement in Clause 56 (Residential Subdivision) to ensure that subdivision design appropriately provides for integrated water management. The Urban Stormwater Best Practice Environmental Management Guidelines[123] also set out standards for stormwater management. Incorporating these standards in new developments can reduce the risk of nuisance flooding and improve water quality at local beaches and in local waterways.

Current ResCode requirements in Clauses 54, 55 and 56 do not cover all ESD principles. Policy statements in relation to sustainability are broadly scattered throughout the SPPF. **Clause 15.02-1** (Sustainable development – Energy and resource efficiency) is the most specific policy relating to energy efficiency in design with the key objective of:

> *To encourage land use and development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.*

The strategies identified to achieve this policy objective enshrine the importance of considering both the location of urban development and the actual design of buildings, including:

- promote consolidation of urban development and integration of land use and transport
- support low energy forms of transport such as walking and cycling
- ensure that buildings and subdivision design improves efficiency in energy use
- improve efficiency in energy use through greater use of renewable energy

The Victorian Planning Provisions currently has a limited role to play in achieving sustainable development for new residential developments. One of the key issues is that the strategic directions contained within the policy framework only applies to developments that require a planning permit, so excludes single dwellings.[124]

The effectiveness of local councils to encourage ESD would be improved if there was clearer guidance and requirements in the SPPF. In the absence of a coordinated Statewide approach, a number of local Councils in Melbourne have prepared their own local policies to achieve more sustainable outcomes.

The Environmentally Efficient Design Advisory Committee (2014) supported the use of local policies until such time as a Statewide approach is developed.[125] On 19 November 2015, the Minister approved the gazettal of the ESD policies in the six council's local planning schemes. The local policies have a two year sunset clause with the assumption that after this time, the State will have introduced a statewide policy on ESD. However, many councils are continuing to prepare their own local ESD policies following the success of the first group of councils.

The role of planning and building

There is an overlap between the role that planning and the building systems play in ESD. However, the building regulatory system is generally not involved at the initial design stage of development where many of the key opportunities of

[123] Environmental Protection Authority, Urban Stormwater Best Practice Environmental Management Guidelines 1999.

[124] Environmentally Efficient Design Local Policies, Advisory Committee and Panel Report (April 2015), p. 45.

[125] Environmentally Efficient Design Local Policies, Advisory Committee and Panel Report (April 2015).

incorporating ESD into buildings occur. The involvement of planning at the early stages is therefore important to encourage early consideration of sustainable design initiatives.

The building system has played a significant role in implementing sustainability through the building approval process. Unlike the planning permits, a building permit is required for all buildings.

The Building Code of Australia (BCA) contains energy efficiency provisions that are to be met in satisfying the legislated energy ratings. The energy objectives for Classes 2 to 9 (Classes 2, 3, 4 and 9 relate to residential buildings) is *"to reduce greenhouse gas emissions"*. The heating and cooling loads of sole occupancy units of a Class 2 building or a Class 4 (part residential) must collectively achieve an average rating of not less than 6 stars and individually achieve an energy rating of not less than 5 stars, using the *house energy rating software*.

For single dwellings (Class 1), multi-dwellings (Class 2) and boarding house, guest house, hostel etc. (Class 3), the Victorian Variations for Energy Efficiency in the BCA includes the objective *"to reduce greenhouse gas emissions and conserve water by efficiently using energy and water"*. Single dwellings must also either have a rainwater tank connected to all sanitary flushing systems, or a solar water heater system installed.

The building regulations have an important role to ensure that developments that do not require a planning permit also achieve a minimum energy rating.

The building regulations however do not cover the wider area of environmental sustainability (e.g. indoor environment quality), they only deal with the thermal energy rating of the building envelope.

One of the key weaknesses is that the building regulations do not include standards relating to the orientation or internal layout of buildings (Clause 54.03-5 – Energy efficiency protection and Clause 54.05-3 – Solar access to open space), meaning that the opportunity to site and orientate buildings and the location of habitable rooms and private open space to maximise solar access and reduce fossil fuel energy is lost.

There is an opportunity to advocate for a review to the Building Regulations to determine whether they can achieve more in terms of sustainability.[126]

Hobsons Bay Community Greenhouse Strategy (2013-30)

In November 2007, the Council committed to reducing greenhouse gas emissions from its own operations to become carbon neutral by 2020 and assisting the local community to do the same by 2030. Possible options to achieve these goals include reducing energy use through sustainable design for new buildings, and utilities conservation and efficiency works in existing buildings.

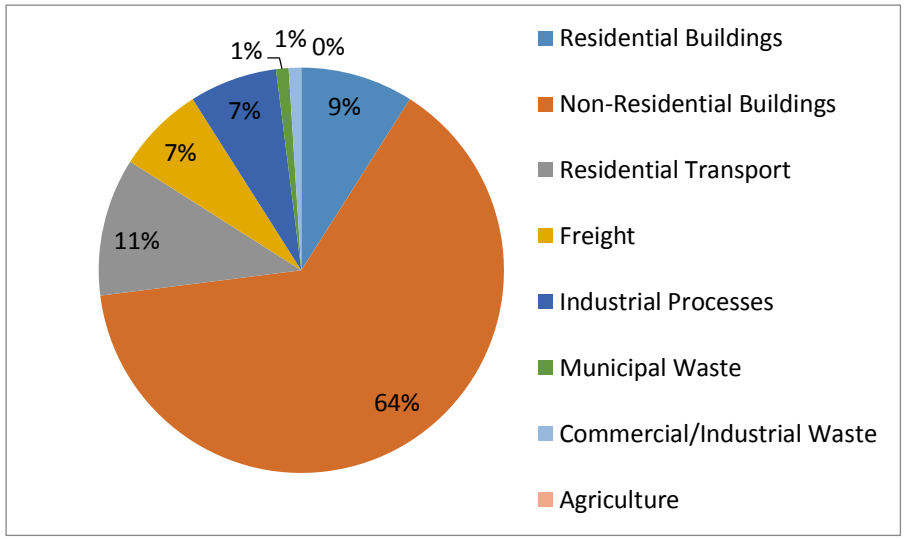
The Council's Community Greenhouse Strategy (2013-30) identifies community greenhouse gas emissions for the baseline year of 2006. Whilst the categories of 'Industry' and 'Freight' were the largest sources of emissions for Hobsons Bay, 'Residential buildings' and 'Residential travel' were the next largest sources. Subsequent data for 2012 greenhouse gas emissions[127] identifies that nine per cent of greenhouse gas emissions were from residential buildings and a further 11 per cent of emissions are from residential transport (see Figure 56). These emissions are forecast to increase by 2030 due to projected employment, population and demographic changes.

With around 20 per cent of total greenhouse gas emissions attributed to residential activity (residential buildings and residential transport), there is a

[126] In line with the findings from the Environmentally Efficient Design Local Policies Advisory Committee (p.74).
[127] Data obtained by Arup as part of the Low Carbon West Strategy (2012).

significant opportunity to reduce greenhouse gas emissions from these uses through improving the energy efficiency of homes and through reducing car dependency as the main mode of transportation.

Figure 56: Hobsons Bay Greenhouse Gas Emissions (2012)



Source: Low Carbon West Strategy (2012), Arup

The current Hobsons Bay Community Greenhouse Strategy identifies possible opportunities and actions to reduce greenhouse gas emissions arising from residential travel (primarily through the promotion of active transport, travel change behaviour programs and the development of an Integrated Transport Plan) but overlooks the opportunity to encourage energy efficiency within new residential buildings.

The strategy recommends a key action in relation to residential buildings, being: *3.3.1: Bulk purchasing and direct marketing of low carbon products*, which would reduce the upfront cost of energy efficient products such as hot water systems, solar energy and household appliances. This action however, does not address the incorporation of energy efficient design elements into new residential buildings.

Given that up to 70 per cent of the energy efficiency of a building is determined by its design, there needs to be recommendations and actions to acknowledge the opportunity for Council to influence the design of new developments to be more sustainable.

Whilst the Community Greenhouse Strategy contains actions in relation to reducing emissions from residential travel, there is scope to consider the importance of locating new residential development in proximity to existing public transport infrastructure and services.

Sustainable Design Assessments

On 24 April 2007, the Council endorsed the use of the Environmentally Sustainable Design (ESD) assessment tools - Sustainable Tools for Environmental Performance Strategy (STEPS) and Sustainable Design Scorecard (SDS)[128]. As of March 2015, the STEPS and SDS tools have been combined and replaced by the Built Environment Sustainability Scorecard (BESS) online tool.

[128] STEPS was for residential buildings and SDS for non-residential buildings.

The BESS tool is within the Sustainable Design Assessment in the Planning Process (SDAPP) framework. The SDAPP framework identifies ten key sustainable design criteria that need to be addressed by applicants. These include[129]:

- indoor environment quality
- energy efficiency
- water resources
- storm water management
- building materials
- transport
- waste management
- urban Ecology
- innovation
- ongoing building and site management

In Hobsons Bay, planning permit applicants are required to submit a SDA for the following types of proposed residential development:

- all new multi-unit or mixed use applications with 10 or more dwellings

However, HBCC has not formally subscribed to the SDAPP Framework and the internal processes and procedures currently in place to request, inform applicants and to fully assess SDA reports are still being developed.

Given the wider environmental, economic and social benefits of incorporating ESD, it is a key policy area which Council should be strengthening and including within goals and objectives relating to Sustainability. The Environmentally Efficient Design Local Policies Panel Report[130] identified the costs and benefits of sustainability in planning. In addition to the environmental benefits, there are associated social and economic benefits including:

- improved living and working conditions for building occupants resulting from improved internal amenity (e.g. access to natural light, good ventilation, improved air quality, lower levels of noise etc.)
- affordable living due to reduced running costs
- resilience to a warming climate with amenity and health benefits

[129] Note that whilst the SDAPP framework covers materials, the BESS tool does not. SDAs that only use the BESS tool will not address materials.

In order for HBCC to effectively influence ESD in buildings and to reduce greenhouse gas emissions from the residential sector, commitment to necessary ESD tools and sustainable design assessment frameworks is required.

For example, the current threshold of 10 or more residential dwellings to trigger an SDA may need to be lowered given that the majority of infill development occurring in Hobsons Bay is smaller scale medium density housing (e.g. 2 to 4 dwellings on a lot). Lowering the threshold will enable smaller scale infill development to be captured.

This is also important from a Water Sensitive Urban Design (WSUD) perspective, some other councils expect STORM reports or MUSIC assessments (stormwater modelling tools) for everything larger than one dwelling. The cumulative impacts of HBCC not monitoring stormwater management at these smaller scale infill sites could become an issue, particularly given that drainage in many parts of the municipality is already near or at capacity.

The importance of the role of incorporating ESD into new residential buildings should be embedded into Hobsons Bay's sustainability policies. There is also now the opportunity to develop a local policy in relation to ESD.

ESD in existing housing

The majority of homes in the municipality were constructed prior to any ESD or minimum energy rating requirements. With sustainable technologies becoming more accessible to households (e.g. solar panels), there are opportunities for existing homes to minimise greenhouse gas emissions.

[130] Environmentally Efficient Design Local Policies, Advisory Committee and Panel Report (April 2015), p.63-68.

As part of Council's commitment to assist the community to reduce carbon emissions to zero by 2030, Hobsons Bay has developed a number of initiatives and programs to assist households such as the solar panel bulk buy program, offering an energy advice line and providing on-line resources to assist households to live more sustainably.

Council should continue to explore opportunities to assist existing households to maximise the energy efficiency of their homes and to reduce their electricity bills.

PART EIGHT: MANAGING FUTURE HOUSING GROWTH AND CHANGE

8.1 Overview

Determining how housing growth and housing change needs to be managed in Hobsons Bay over the next 20 years is a fundamental consideration of the housing strategy.

The two key considerations in regards to planning for housing needs that the housing strategy should identify are:

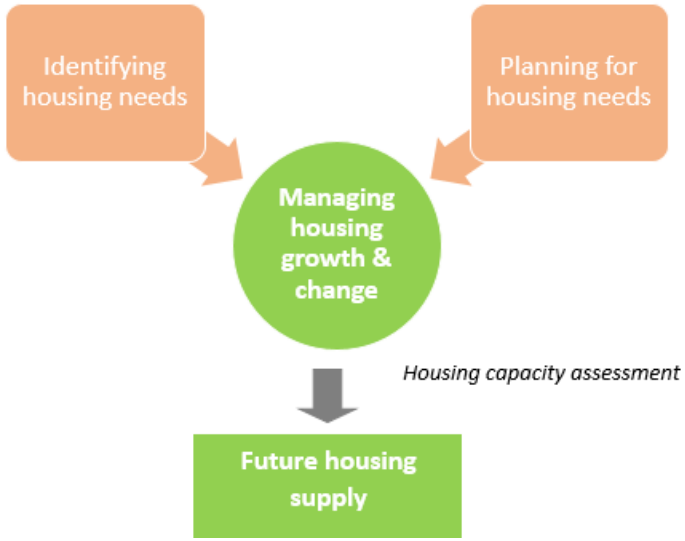
i) Where additional housing can go
ii) What type of housing change is required

8.2 Where can additional housing go?

Determining the location of future housing in Hobsons Bay is one of the key outputs of the housing strategy. There are a number of factors that need to be considered when determining location:

- identifying how much additional housing is required to meet forecasted demand over the next 20 years
- identifying land use constraints that can impact on housing provision
- protecting existing neighbourhood character and heritage areas
- maximising access to existing public transport and community facilities and services

Figure 57: Managing housing growth and change overview



8.3 What type of housing change is required?

Councils are required to identify Housing Change Areas in housing strategies to identify where future housing growth can occur and what housing types are appropriate in those areas. The key considerations in determining the level of change required include:

- ensuring a diversity of housing types and tenures across the municipality

- understanding the housing demand in each suburb
- determining the capacity/opportunities for areas to accommodate housing change

The Housing Change Areas need to align with the reformed New Residential Zones that were introduced into the Victorian planning scheme on 13 April 2017[131].

Identifying the location and housing change areas will be addressed as part of the housing capacity assessment and a housing framework plan as part of the housing strategy.

8.4 Application of the New Residential Zones

The introduction of the New Residential Zones into the Victorian planning scheme requires housing strategies to make recommendations on where the three new zones are to be applied across the municipality. The three new residential zones are:

- **Neighbourhood Residential Zone (NRZ)** – for areas identified as having specific neighbourhood, heritage, environmental or landscape character values that distinguish the land from other parts of the municipality or surrounding area. Housing will be limited to predominantly single dwellings with a maximum of two storeys.

- **General Residential Zone (GRZ)** – for areas where growth and housing diversity is anticipated. The housing expected in this zone will evolve over time to provide more diverse forms of housing, but not at the expense of existing open garden character. This zone can cater for a range of housing types including single storey houses, double story townhouses and apartments with a three story height limit.

- **Residential Growth Zone (RGZ)** – this zone is for areas identified as suitable for increased residential development, such as urban renewal sites, and locations offering good access to services and transport including activity centres.

On 13 June 2014, all residentially zoned land in Hobsons Bay was rezoned to the General Residential Zone (GRZ1 and 2) as a transitionary measure until the necessary strategic background work was completed to implement the three new zones.

The housing strategy is one of the key strategic planning documents that will be used to justify the application of the new residential zones in Hobsons Bay.

Multiple schedules can be applied to each of the three new zones to allow Council's to tailor the zones to the local area where considered necessary, through including additional requirements for development. Any changes to the existing ResCode standards however need to be strategically justified.

8.4.1 Criteria for applying the New Residential Zones

Identifying housing change areas and the application of the new residential zones requires sound strategic justification, this will be detailed further in the New Residential Zones Implementation Report.

[131] The new Victorian Government New Residential Zones on 1 July 2013 and were reformed in April 2017following recommendations from the Managing Residential Zones Standing Advisory Committee (May 2016).

PART NINE: SUMMARY

The background report has identified the key housing needs and issues that should be considered in the housing strategy and housing capacity assessment to ensure that future residential development in Hobsons Bay is appropriately managed and planned for over the next 20 years.

The background report proposes that actions in regards to the following housing themes be developed in the housing strategy along with an implementation plan:

1) Key area one: Population growth and change
2) Key area two: Housing location, diversity and density
3) Key area three: Housing affordability and affordable housing
4) Key area four: Housing design, functionality and sustainability

A housing capacity assessment is also required to identify how much new housing can be accommodated in Hobsons Bay based upon the land use constraints and opportunities.

The next steps are to develop the Housing Strategy (including the Housing Framework Plan) to manage future housing change in the municipality which can support the implementation of the new residential zones.

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APPENDICIES

Appendix A: Key Directions and Policies – Plan Melbourne

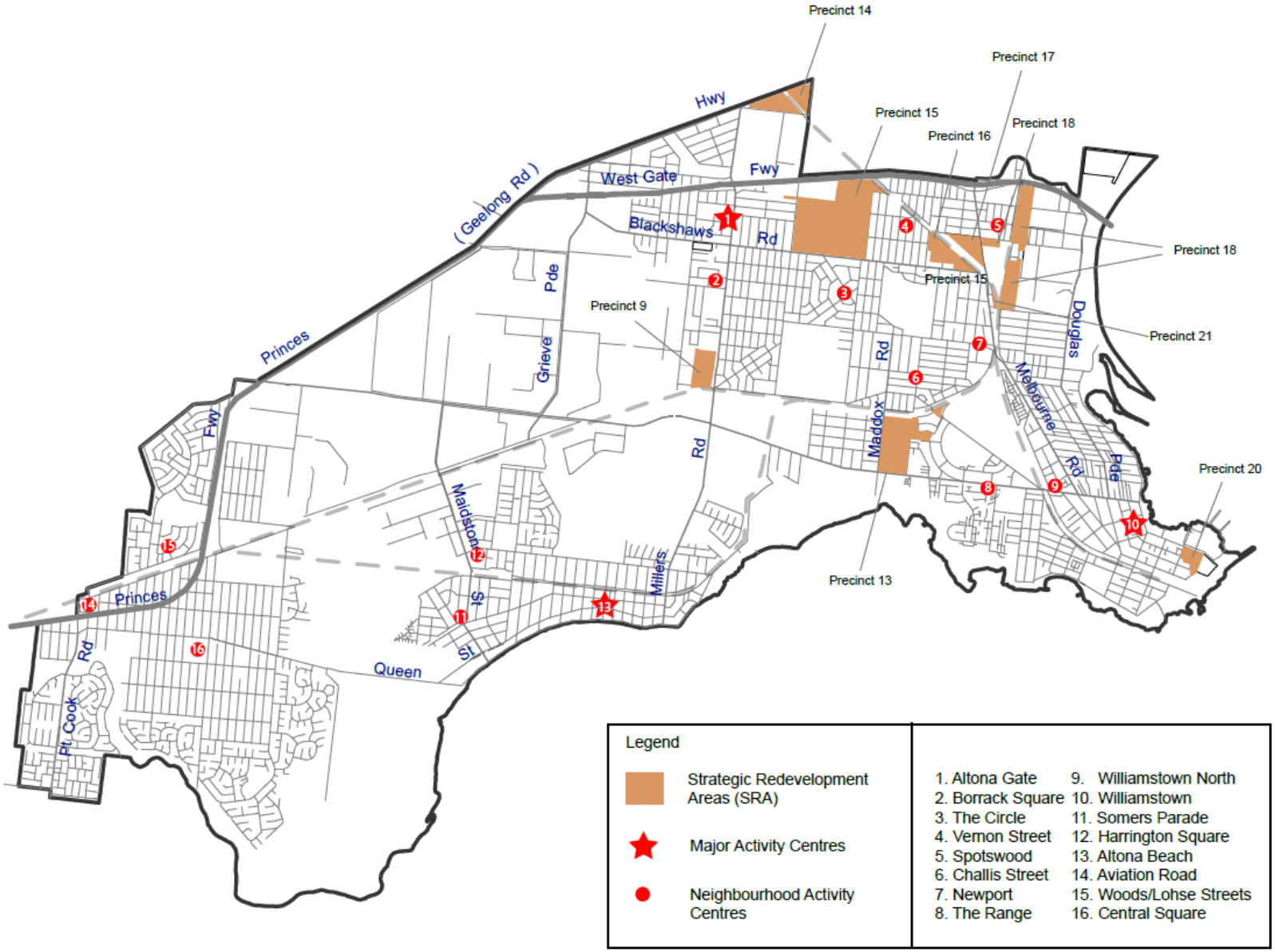
Direction	Policy	
OUTCOME 2: Melbourne provides housing choice in locations close to jobs and services		
2.1 Manage the supply of new housing in the right locations to meet population growth and create a sustainable city	2.1.1	Maintain a permanent urban growth boundary around Melbourne to create a more consolidated, sustainable city
	2.1.2	Facilitate an increased percentage of new housing in established areas to create a city of 20-minute neighbourhoods close to existing services, jobs and public transport
	2.1.3	Plan for and define expected housing needs across Melbourne's regions
	2.1.4	Provide certainty about the scale of growth in suburbs
2.2 Deliver more housing close to jobs and public transport	2.2.1	Facilitate well-designed, high-density residential developments that support a vibrant public realm in Melbourne's central city
	2.2.2	Direct new housing and mixed-use development to urban renewal precincts and sites across Melbourne
	2.2.3	Support new housing in activity centres and other places that offer good access to jobs, services and public transport
	2.2.4	Provide support and guidance for greyfield areas to deliver more housing choice and diversity
	2.2.5	Require development in growth areas to be sequenced and staged to better link infrastructure delivery to land release
2.3 Increase the supply of social and affordable housing	2.3.1	Utilise government land to deliver additional social housing
	2.3.2	Streamline decision-making processes for social housing proposals
	2.3.3	Strengthen the role of planning in facilitating and delivering the supply of social and affordable housing
	2.3.4	Create ways to capture and share value uplift from rezonings
2.4 Facilitate decision-making processes for housing in the right locations	2.4.1	Support streamlined approval processes in defined locations
	2.4.2	Facilitate the remediation of contaminated land, particularly on sites in developed areas of Melbourne with potential for residential development
2.5 Provide greater choice and diversity of housing	2.5.1	Facilitate housing that offers choice and meets changing household needs
	2.5.2	Provide a range of housing types in growth areas
OUTCOME 3: Melbourne has an integrated transport system that connects people to jobs and services and goods to market		
3.3 Improve local travel options to support 20-minute neighbourhoods	3.3.1	Create pedestrian-friendly neighbourhoods
	3.3.4	Locate schools and other regional facilities near existing public transport and provide safe walking and cycling routes and drop-off zones
OUTCOME 4: Melbourne is a distinctive and liveable city with quality design and amenity		
4.4 Respect Melbourne's heritage as we build for the future	4.4.1	Recognise the value of heritage when managing growth and change
OUTCOME 5: Melbourne is a city of inclusive, vibrant and healthy neighbourhoods		
5.1 Create a city of 20-minute neighbourhoods	5.1.1	Create mixed-use neighbourhoods at varying densities

	5.1.2	Support a network of vibrant neighbourhood activity centres
5.2 Create neighbourhoods that support safe communities and healthy lifestyles	5.2.1	Improve neighbourhoods to enable walking and cycling as part of daily life
OUTCOME 6: Melbourne is a sustainable and resilient city		
6.1 Transition to a low-carbon city to enable Victoria to achieve its target of net zero greenhouse gas emissions by 2050	6.1.1	Improve energy, water and waste performance of buildings through environmentally sustainable development and energy efficiency upgrades
6.2 Reduce the likelihood and consequences of natural hazard events and adapt to climate change	6.2.1	Mitigate exposure to natural hazards and adapt to the impacts of climate change
6.3 Integrate urban development and water cycle management to support a resilient and liveable city	6.3.2	Improve alignment between urban water management and planning by adopting an integrated water management approach
6.7 Reduce waste and improve waste management and resource recovery	6.7.2	Improve waste and resource recovery systems to meet the logistical challenges of medium- and higher-density developments

Appendix B: Local Planning Policies and Reference Documents

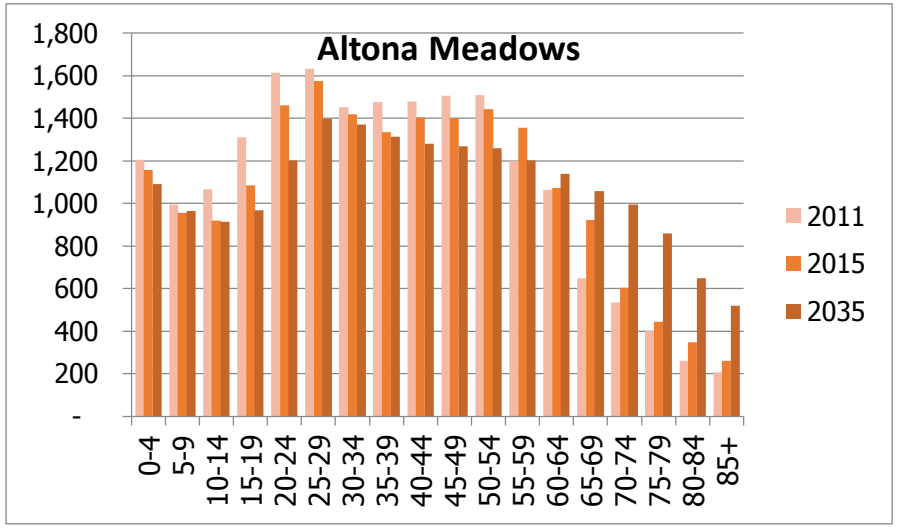
Clause 22 – Local Planning Policies
Clause 22.01 – Heritage Policy
Clause 22.04 – Altona Meadows Urban Design Policy
Clause 22.06 – Mixed Use Policy – Altona Activity Centre
Clause 22.07 – Hobsons Bay West Neighbourhood Character Policy
Clause 22.08 - Hobsons Bay North Neighbourhood Character Policy
Clause 22.09 - Hobsons Bay South Neighbourhood Character Policy
Clause 22.10 - Hobsons Bay East Neighbourhood Character Policy
Reference Documents
Industrial Land Management Strategy (June 2008)
Hobsons Bay Activity Centre Strategy (2006)
Heritage Study Amended (2014)
Hobsons Bay Neighbourhood Character Study (2002)
Incorporated Documents (Schedule to Clause 81.01)
Construction and extension of one dwelling on a lot between 300sqm and 500sqm (1 May 2014)
Port Phillip Woollen Mill Development Contributions Plan 2015-25 (2016)
Guidelines for the Alterations and Additions to Dwellings in Heritage Areas in Hobsons Bay (2006)
Guidelines for Infill Development in Heritage Areas in Hobsons Bay (2006)
Kororoit Creek Road, Williamstown North Level Crossing Removal Project Incorporated Document (June 2017)
Laverton Rail Upgrade Project (September 2008)
M1 Redevelopment Project (October 2006)
Medical Centre and Pharmacy at 196-200 Hall Street, Spotswood (July 2010)
Outer Suburban Arterial Roads - Western Package Incorporated Document (June 2017)
Point Gellibrand Coastal Heritage Park Master Plan (Revised July 2003)

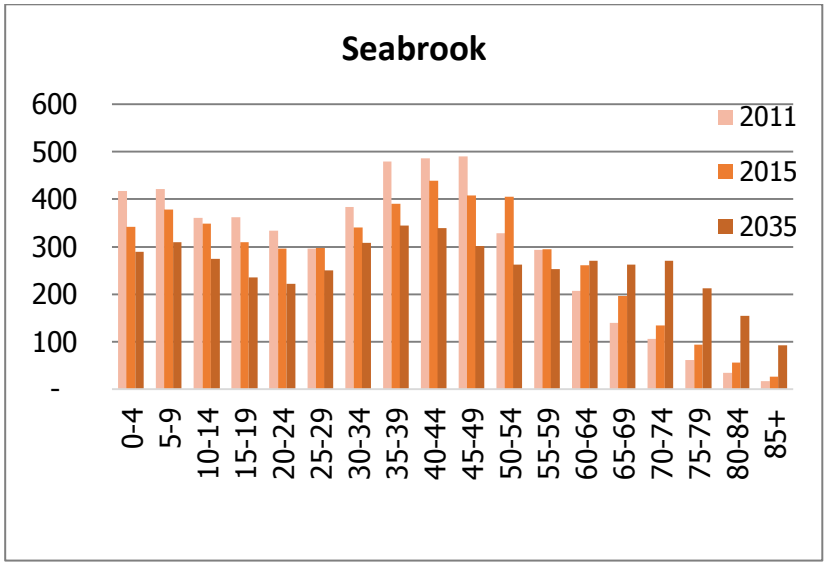
Appendix C: Location of SRAs and Activity Centres

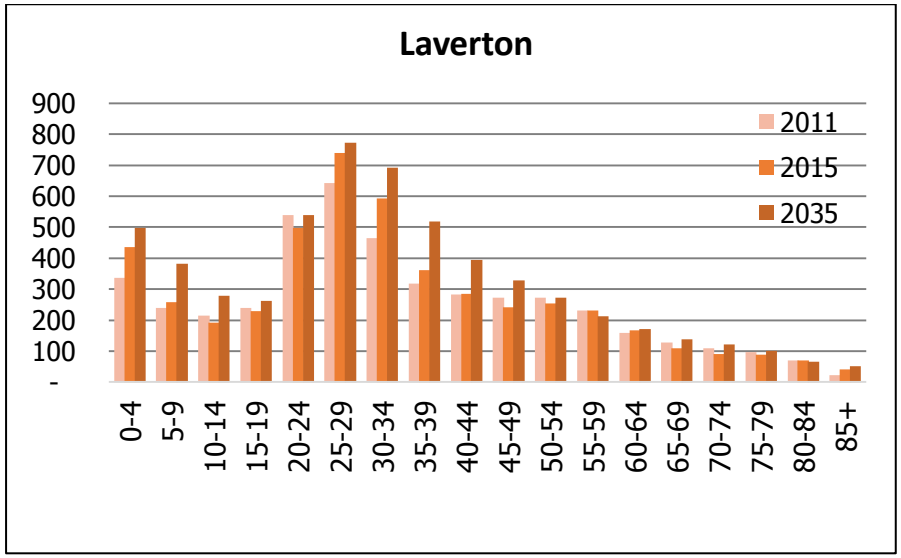


Appendix D: Age Structure – Hobsons Bay's Suburbs

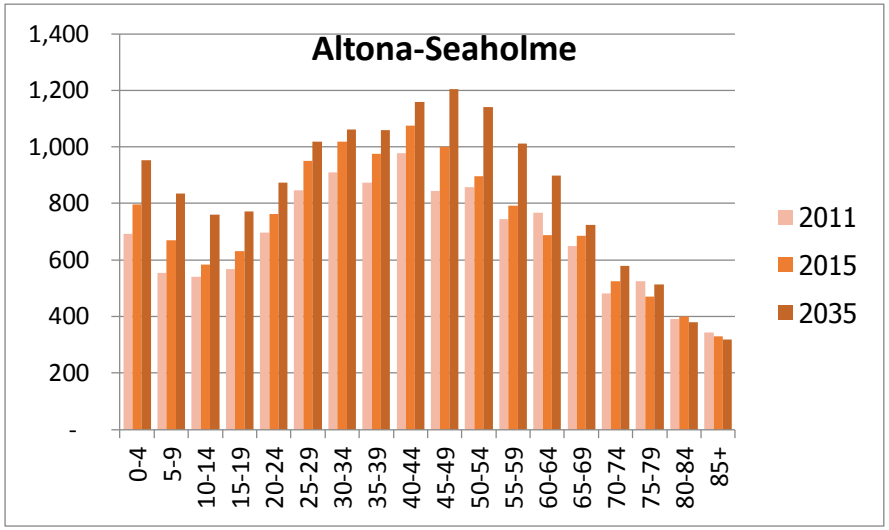
Age Structure Hobsons Bay: West

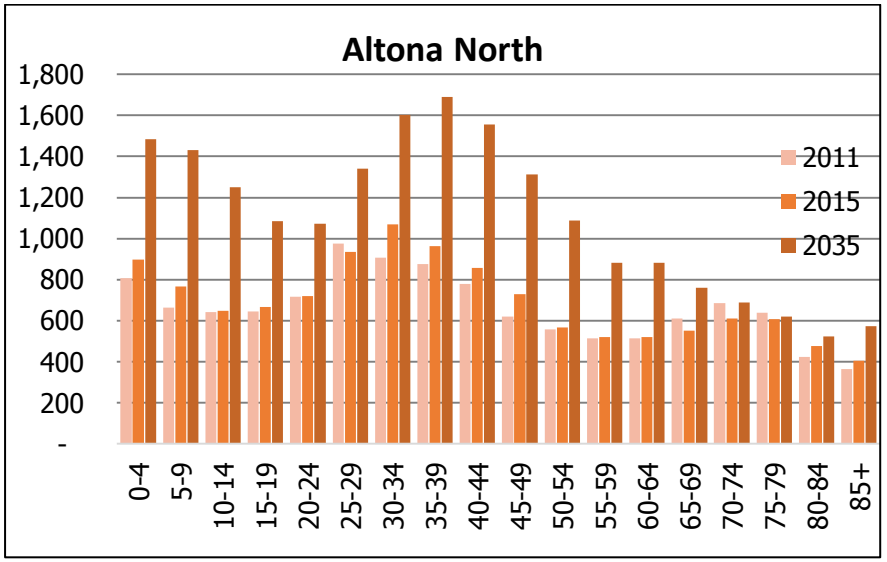


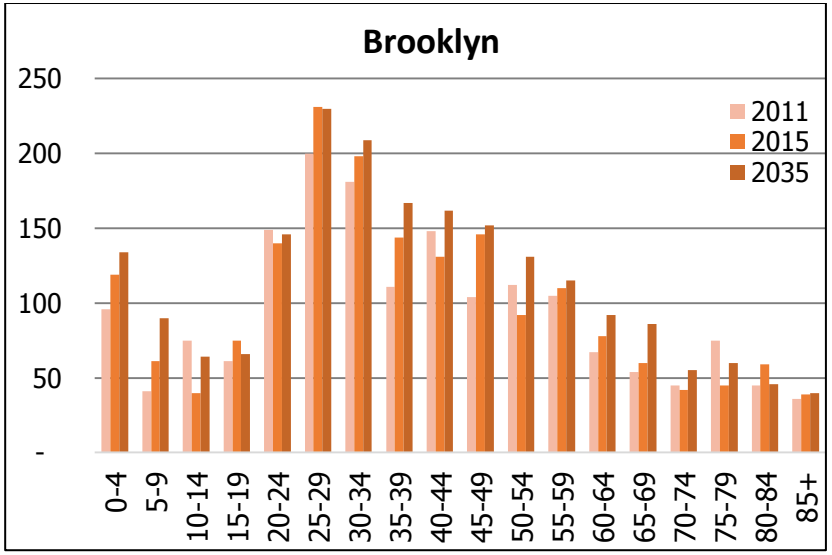




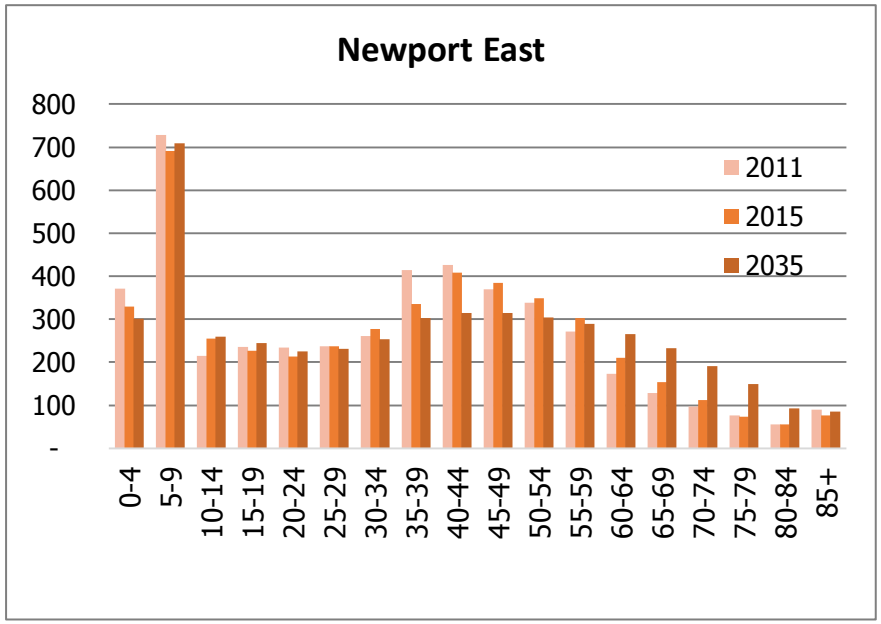
Age Structure Hobsons Bay: Central

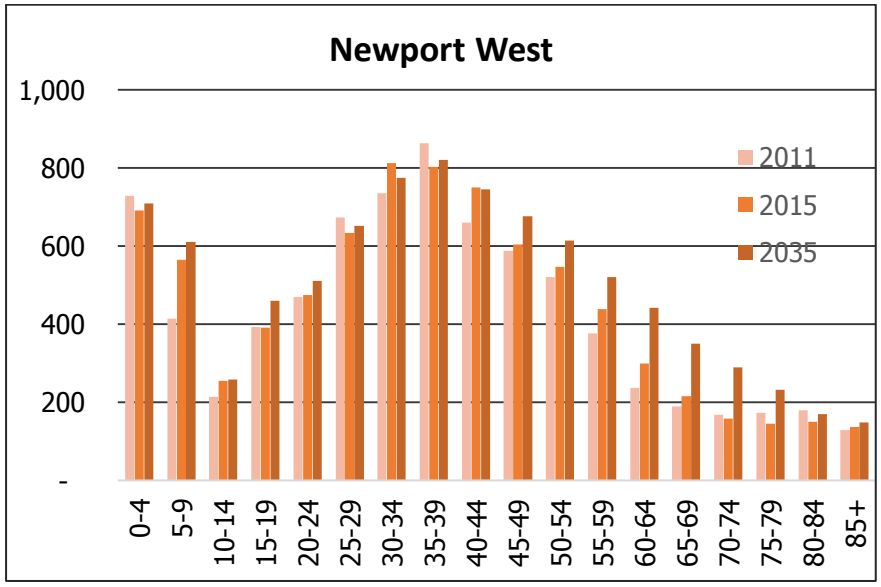


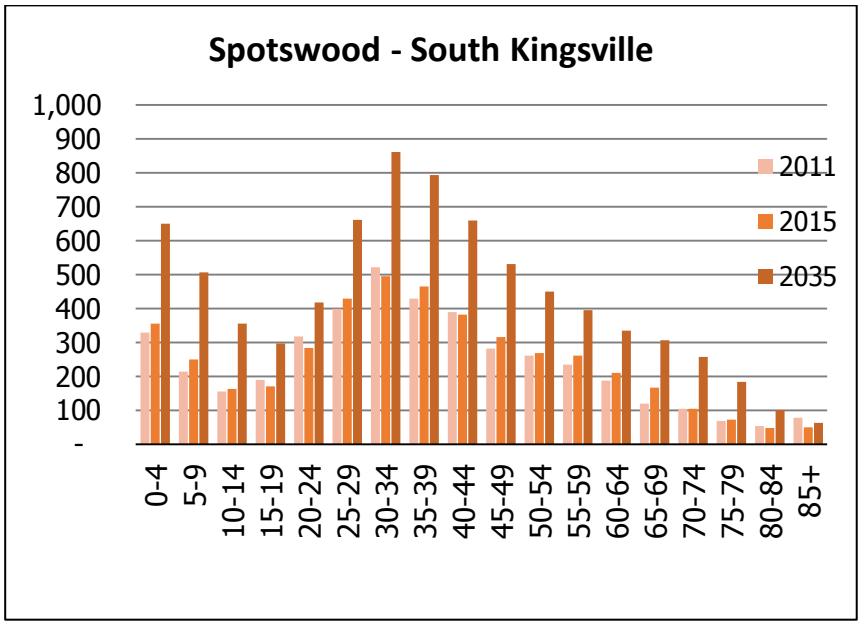


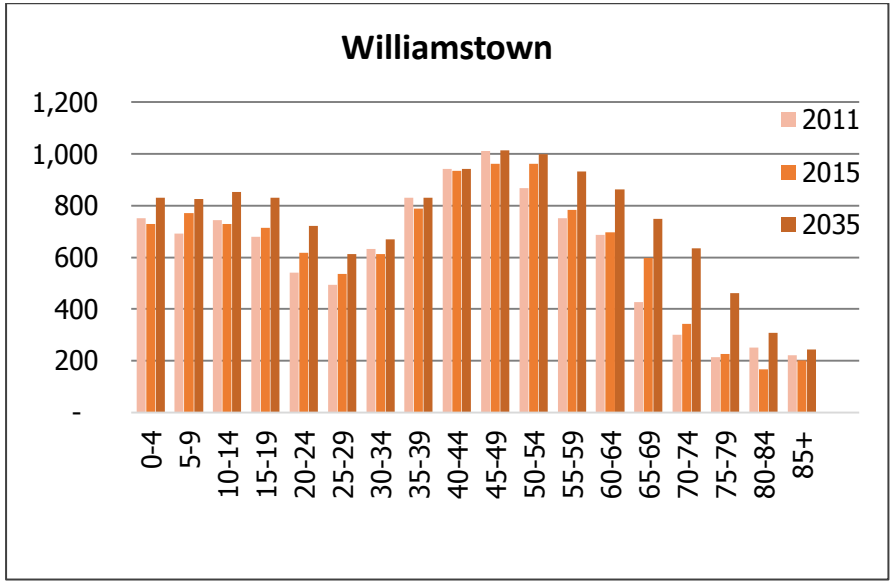


Age Structure Hobsons Bay: Central





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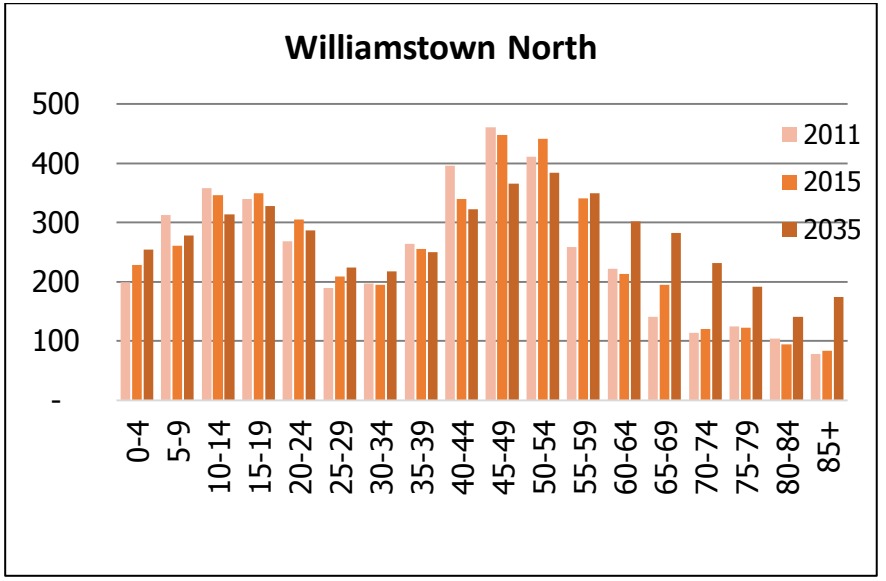
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Appendix E: Speculative Vacancies for residential properties in Hobsons Bay (2013)[132]

Suburb	Total Dwellings	Vacant (0L/day)	Ratio (%)	Underutilised (<50L/day)	Ratio (%)
Altona	5,392	237	4.4%	533	9.9%
Altona Meadows	7,594	195	2.6%	375	4.9%
Altona North	4,871	108	2.2%	300	6.2%
Brooklyn	903	39	4.3%	106	11.7%
Laverton	2,275	56	2.5%	159	7.0%
Newport	5,579	163	2.9%	385	6.9%
Seabrook	1,751	10	0.6%	33	1.9%
Seaholme*	803	20	2.5%	44	5.5%
South Kingsville	929	58	6.2%	95	10.2%
Spotswood	1,127	32	2.8%	88	7.8%
Williamstown	5,964	129	2.2%	316	5.3%
Williamstown North**	520	14	2.7%	31	6.0%
Total	**36,385**	**1,027**	**2.8%**	**2,390**	**6.6%**

**Seaholme appears to have already been included in the 'Altona' total dwellings*

***Williamstown North appears to have already been included in the 'Williamstown' total dwellings. These have been excluded from the Total calculations.*

[132] Source: Speculative Vacancies 7 (2014), Prosper Australia.

Appendix F: Example of housing densities in Hobsons Bay

Low Density <25dph	 *Woods Street, Laverton (14 dw/ha)*	 *Pollard Court, Altona (18dw/ha)*	 *Tait Street, Newport (22dw/ha)*
Medium Density 25-75dph	 *Birmingham Street, Spotswood (34 dw/ha)*	 *Civic Parade, Altona (46 dw/ha)*	 *Pearson Street, Williamstown (50 dw/ha)*
	 *Mason Street, Newport (58 dw/ha)*	 *Arthurs Way, Williamstown (67 dw/ha)*	 *Blyth Street, Altona (70 dw/ha)*
High Density >75dph	 *Kororoit Creek Road, Williamstown North (146 dw/ha)*	 *Mason Street, Newport (181 dw/ha)*	 *Pier Street, Altona (209 dw/ha)*

Appendix G: Community and Stakeholder Consultation

Overview

Consultation on the Hobsons Bay Housing Strategy (Round One consultation) was undertaken from **8 October to 5 December 2014** and focused on housing needs.

Consultation included:

- internal workshop with key departments across Council
- workshops with the Council Advisory Groups
- community consultation consisting of a short housing needs survey (online and hardcopy)
- quick poll online at Participate Hobsons Bay on housing diversity in Hobsons Bay
- consultation stalls across key shopping centres
- meetings with local real estate agents
- letters to all key stakeholders

Council Advisory Groups

Consultation with the Council Advisory Groups focused on a workshop on determining the most important considerations when planning for housing in a neighbourhood. The results of the workshop exercise varied from group to group although there were some consistencies in priorities, for example, when considering location, all groups identified that new dwellings must be located near existing public transport as the highest priority.

Housing needs survey

A total of 387[133] responses to the survey were received which representation from all suburbs within Hobsons Bay, although the majority are from Altona (18.3 per cent), Williamstown (17.8 per cent), Altona Meadows (15.8 per cent) and Brooklyn (12.1 per cent) and the majority of respondents own/are purchasing their home (78 per cent).

Overall, respondents living in Hobsons Bay are happy living here for a variety of reasons, the key reasons being that it is close to the bay, it is/was affordable, it is close to the city and has public transport. The reasons why residents live here did however vary from suburb to suburb, reflecting the diverse range of suburbs in the municipality.

The majority of respondents (69 per cent) are living in the type of house they want to live in although just over half are planning on moving house within the next 10 years. The main reasons for people needing to move in the future are to either:

- move to a bigger property - upsize (31 per cent)
- move to a smaller property - downsize (21 per cent)
- move to a different location (20 per cent)

For those planning on moving, the majority (nearly 64 per cent) were planning on staying in Hobsons Bay.

Consideration of how people's housing needs might change over the next 10 years is also an important consideration. Some of the key requirements respondents included were:

- needing a property with lower maintenance, more bedrooms, cheaper household costs and less bedrooms
- most residents stated that they were planning on staying in the same location although they may need to move closer to the train station, to a quieter location or be closer to shops/services

Online quick poll

There were 89 responses to the online quick poll which asked *'How would you rate the variety of housing in Hobsons Bay?'* This question was asked to gauge

[133] The total number of responses was 390 however, two were from residents outside Hobsons Bay that were not considering moving to the municipality, and one was an uncompleted survey which was posted back.

how people perceive housing diversity in Hobsons Bay. The results were as follows:

- Very good – there's a wide variety of housing types (44 per cent)
- Good – there's some variety of housing but it could be improved (39 per cent)
- Poor – there's a lack of housing types (17 per cent)

Despite the fact that around 75 per cent of all dwelling stock in Hobsons Bay comprises detached single storey dwellings[134], the majority of the 89 respondents believe that the current diversity of housing in Hobsons Bay is very good. However, it is not known who these respondents were as the registration process at the time to use Council's Participate website did not require collecting data (e.g. gender, demographics etc.).

Consultation stalls

Consultation stalls were set-up at key shopping centres (listed below). Officers from were present to assist with enquiries and to hand out postcard surveys:

- Pier St Market, Altona on 11 November 2014 (10am-1pm)
- Central Square Shopping Centre, Altona Meadows on 13 November 2014 (10am-1pm)
- Altona Gate Shopping Centre, Altona North on 14 November 2014 (10am-1pm)
- Coles Shopping Centre, Williamstown on 18 November 2014 (10am-1pm)

Consultation with real estate agents

Meetings with key local real estate agents provided some insight into the market demand for housing in the municipality. The following agents were consulted:

- Mancini, Altona Office (9 October 2014)
- Ray White, Laverton Office (13 October 2014)
- Wayne Sweeney, Williamstown Office (22 October 2014)

The key points included:

- demand for single level living
- demand for smaller units
- preference for lower maintenance properties
- no Body Corporate fees
- more options for retirees wanting to downsize but remain in the community

Affordability was a key issue also noted during this round of consultation. Whilst respondents identified affordability as a key reason for moving to/living in Hobsons Bay (compare to other areas within a similar distance to the CBD), some respondents noted that it is now becoming too expensive to buy/rent in the area (particular the eastern suburbs of the municipality). There is also the issue of support/housing options for those at risk of homelessness and the provision of social housing.

Letters to all key stakeholders

Responses from key stakeholders mostly related to considerations regarding housing densities near to land use constraints, including APA gasnet (pipeline infrastructure), Department for Transport, Planning and Local Infrastructure (ports and industry buffers) and Mobil (Major Hazard Facility buffers).

Summary

The results and feedback/outcomes from the Round One consultation provide a snapshot of current and future housing needs in Hobsons Bay and are consistent with the outcomes of other previous relevant consultations undertaken.

A factsheet (provided below) on the Round One consultation summary was prepared in January 2015 and made available online at

[134] Source: http://profile.id.com.au/hobsons-bay/dwellings.

http://participate.hobsonsbay.vic.gov.au/housing and hard copies were available at Council offices and Hobsons Bay's libraries.

Along with demographic forecasts, development activity data, a housing capacity analysis and information from previous relevant consultation responses, this information will be used to inform the drafting of the Housing Strategy.

Round Two consultation will allow further opportunity for the community and key stakeholders to be consulted on the draft Housing Strategy.

HOUSING STRATEGY

The right homes in the right places

INFORMING THE NEW RESIDENTIAL ZONES

HOUSING NEEDS SURVEY – FEEDBACK

We received a total of 386 responses to the housing needs survey. Thank you to everyone who participated.

The consultation, running from 27 October to 5 December 2014, was undertaken to assist with the drafting of the new Housing Strategy for Hobsons Bay.

The survey was open to existing and future residents of Hobsons Bay and contained key questions focusing on current and future housing needs.

Over half the respondents said they were planning to move house over the next 10 years, although the majority (64%) were planning on staying in the same suburb or area within Hobsons Bay.

The key reasons for moving included either upsizing (31 per cent) or downsizing (21 per cent).

Consultation was also undertaken with key real estate agents across the municipality to understand the market demand for housing in Hobsons Bay. The key points included:

- demand for single level living
- demand for smaller units
- preference for lower maintenance properties
- no Body Corporate
- more options for retirees wanting to downsize but stay in the community

What happens next?

Information from the first round of consultation is currently being analysed and along with demographic forecasts, a housing capacity assessment and other relevant data, will be used to inform the drafting of the Housing Strategy.

Further consultation on the draft strategy will be undertaken once it has been finalised.

How it relates to the New Residential Zones

The Housing Strategy will guide the location of new housing needed to accommodate a growing and changing population.

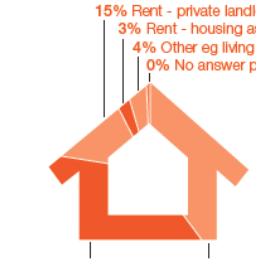
The Housing Strategy is the key document that will determine where the New Residential Zones should be applied.

For further information on the Housing Strategy and other related strategies, please visit: **participate.hobsonsbay.vic.gov.au** or contact the Strategic Planning team on **9932 1089** or email **strategicplanning@hobsonsbay.vic.gov.au**.

HOBSONS BAY CITY COUNCIL

Current housing needs

Housing tenure



Why do you live here?

- Close to the beach
- Affordability
- Close to the CBD
- Close to public transport
- Great location/areal
- Close to shops

Are you living in the type of house you want to live?

69% YES 31% NO

Future housing needs

Are you planning to move house in the next 10 years?

52% YES 46% NO

2%Unsure/No answer

Are you planning on moving out of Hobsons Bay?

Why people might need to move?

The main reasons for people needing to move in the future are to either:

upsize (31 per cent)
downsize (21 per cent)
different location (20 per cent)

How might housing needs change in the next 10 years?

Some of the key requirements respondents included were:

Property

Lower maintenance
More bedrooms
Cheaper household costs
Less bedrooms

Location

Stay in the same location
Closer to the train station
Quieter location
Closer to shops/services

HOBSONS BAY LANGUAGE LINE

9932 1212

INTERPRETER SERVICE FOR ALL LANGUAGES

Your Council in your language

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PO Box 21, Altona 3018
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www.facebook.com/HobsonsBayCityCouncil
www.hobsonsbay.vic.gov.au

HOBSONS BAY CITY COUNCIL

Appendix H: Summary of Council activity in relation to affordable housing

Area	Activity

Direct Services	• subsidised home care, personal care, respite care and maintenance services funded by State and Commonwealth government under Home Aged Care Service programs
	• rates discounts for pensioners
	• rate rebates for Veterans Affairs Gold Card TPI and War Widow entitlement holders
	• consideration of applications to defer or waive rates on the grounds of hardship under section 170 or 171 of the Local Government Act 1989
	• community services for the aged, including community buses
	• meeting space (e.g. shopfront) for the Half Moon Caravan Park residents
	• Planned Activity Groups for aged and low-income residents
	• delivered meals for aged and low-income residents
	• funding for low-income resident services, including:
	  ○ crisis intervention service
	  ○ Western Community Legal Service
	  ○ emergency relief
	  ○ Gateway support (basic needs)

Regulation	• registration of rooming houses under the Residential Tenancies Act 1997 • inspection of rooming houses to ensure compliance by proprietors with minimum privacy, security, safety and amenity standards under the Public Health and Wellbeing Health Regulations (2009) and the Residential Tenancies (Rooming House Standards) Regulations • universal design
Housing Supply	• Council has “nomination rights” for low-income aged housing at Walker Close, Altona North and Blyth Street, Altona. (A nomination right is a common mechanism in the housing sector whereby the holder of the nomination right has the right to place a specific individual as a tenant in a dwelling) • Council has control of the re-zoning and release of land suitable for residential use
Financial Support	• changing land use of Council assets to support affordable housing • purchase of sites with possible future housing land use
Strategic Planning	• ensuring there is adequate land zoned for residential development to provide an ongoing supply of new housing • providing for an efficient metropolitan layout that enables people to access housing and also participate in employment and social opportunities without unreasonable commutes • encouraging housing types and diversities at different price points

	• identifying housing air space development in the Altona, Williamstown and Newport Parking Strategies • using the Opportunities Study to identify any more privately owned and Council owned sites available for affordable housing (currently under preparation) • Housing Strategy (currently under preparation)
Statutory Planning	• influencing housing location and design through planning zones and overlays • including affordable housing requirements on planning permits

Advocacy and Research	• housing is a key priority of Council's adopted Advocacy Strategy
	• initiator of Western Region Affordable Housing Forum
	• recent submissions to:
	  o Victorian Tenancy Review
	  o Victorian Better Apartments Discussion Paper
	  o ALP Affordable Housing Discussion Paper
	  o Senate Inquiry into Affordable Housing
	• research papers:
	  o Housing in Hobsons Bay Fact Sheet
	• research
	  o DHHS housing affordability reporting
	  o Id analysis of 2006 and 2011 Census data

APPENDIX I: Hobsons Bay Affordable Housing Policy Statement March 2016