

GLEN EIRA CITY COUNCIL

BENTLEIGH BENTLEIGH EAST BRIGHTON EAST CARNEGIE CAULFIELD ELSTERNWICK GARDENVALE GLEN HUNTLY MCKINNON MURRUMBEENA ORMOND ST KILDA EAST

A CALCES

GLEN EIRA HOUSING STRATEGY NOVEMBER 2022

CONTENTS

ACKNOWLEDGEMENT OF TRADITIONAL OWNERS	3
PART 1 — BACKGROUND	5
INTRODUCTION	6
STRATEGIC CONTEXT	11
POLICY CONTEXT	17
PART 2 — GLEN EIRA TODAY	28
PEOPLE AND HOUSEHOLDS	29
CURRENT HOUSING STOCK	36
PART 3 — OUR HOUSING CHALLENGES	46
WHAT HAS THE COMMUNITY TOLD US?	47
PLANNING FOR FUTURE HOUSING NEEDS	51
NEIGHBOURHOOD CHARACTER, HERITAGE AND 'GREENING AND COOLING'	66
PART 4 — GLEN EIRA TOMORROW	73
HOUSING STRATEGY	74

GLOSSARY

90



ACKNOWLEDGEMENT OF TRADITIONAL OWNERS

Glen Eira City Council acknowledges the Boonwurrung/ Bunurong and Wurundjeri Woi Wurrung peoples of the Kulin Nation as Traditional Owners and Custodians, and pays respect to their Elders past, present and emerging. We acknowledge and uphold their continuing relationship to land and waterways. Council extends its respect to all Aboriginal and Torres Strait Islander peoples.

Council honours the rich histories and cultures of First Nations peoples and recognises and values the important contribution of Aboriginal and Torres Strait Islander peoples in enriching our community. We support the Uluru Statement from the Heart and are committed to a *Reconciliation Action Plan* which is underpinned by the principles of self-determination. We work towards improved outcomes and long-term generational change, and to consolidate Glen Eira as a culturally safe place for Aboriginal and Torres Strait Islander peoples. We are committed to achieving equality for Aboriginal and Torres Strait Islander people to live healthy and prosperous lives and to improve life outcomes for current and future generations.

Glen Eira resides on country that always was, and always will be, Aboriginal land.

MAYOR'S FOREWORD

Glen Eira is a wonderful place to live. We have great access to parks, shops and services, public transport and jobs. People enjoy living here and we are expecting about 30,000 more people to live here by 2036.

State planning policy forms part of the Glen Eira Planning Scheme and directs Councils to plan to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur.

Our Housing Strategy is our plan for accommodating future growth.

As our population and household structures become more diverse, our housing will be required to be more diverse to meet that need. Our demographic research tells us that we currently lack housing diversity.

We're also concerned about housing affordability but Council doesn't control all the levers that impact the price of housing. Nevertheless, we will do our part to improve housing diversity where we can, through zoning and policy changes.

We can't make more land in Glen Eira, it's a limited and precious resource. We've had to consider how we are going to use it so we can accommodate our future population in a way that meets the community's housing needs and maintains what we love about Glen Eira.

The *Strategy* has also focused on providing clearer direction on what the future character of our neighbourhoods should be.

We have undertaken extensive research and community consultation in developing this *Housing Strategy*. One of the key messages communicated was the importance of the environment. The community wants to see high quality residential gardens and more canopy trees from new development. Those wishes are reflected in the *Housing Strategy* and the next stage of work will look at how we can achieve that.

We must act now and plan for the housing future for all our residents.

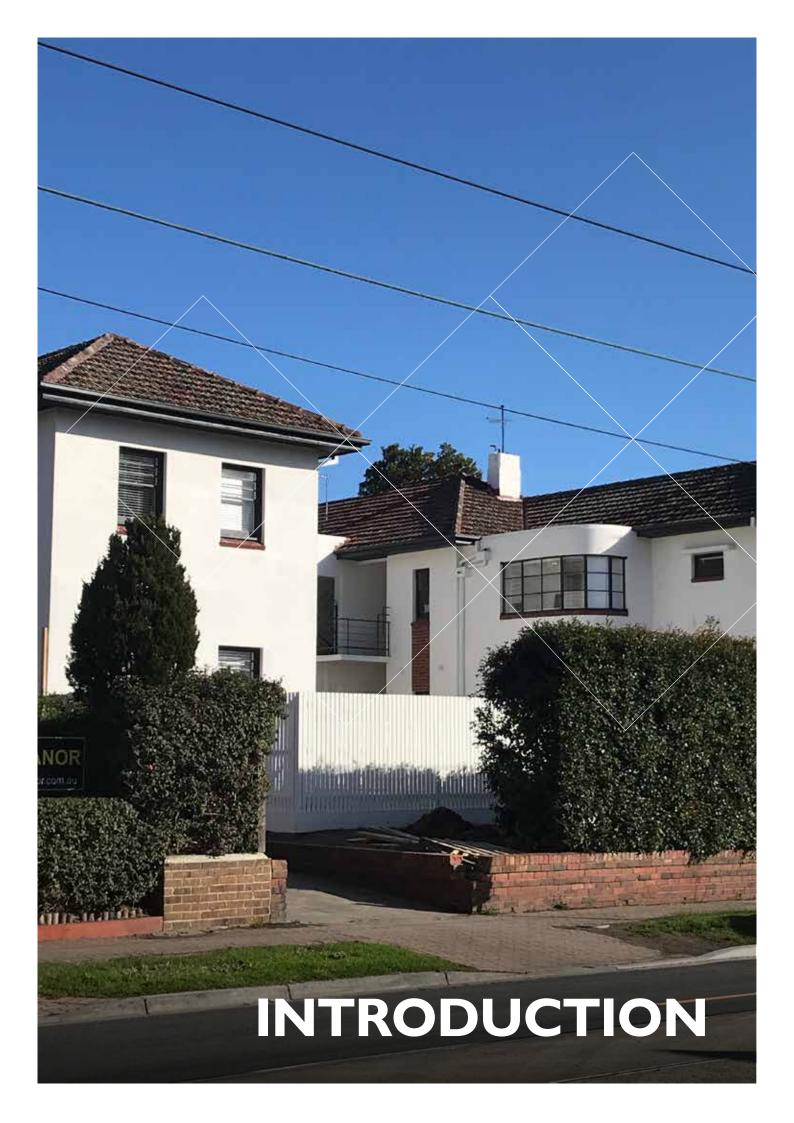
Cr Jim Magee Mayor, City of Glen Eira





PART 1 BACKGROUND





INTRODUCTION

This *Housing Strategy* provides Glen Eira City Council's framework for managing population and housing growth over the next 15 years, with provision for continued growth beyond this timeframe.

It will guide appropriate future residential development to the right locations. It will identify projected population and housing growth and will ensure sufficient land is available for housing to accommodate projected growth over the next 15 years. A glossary of words and acronyms is provided at the end of the document.

The Strategy provides a link between the Glen Eira Council Plan 2021–2025, Plan Melbourne¹, and state planning policy as they relate to housing.

It is a tier one *Strategy* that sits directly under the *Council Plan* in Council's *Integrated Planning and Reporting Framework*. The *Housing Strategy* acknowledges and seeks to further the aims of various related Council strategies including our:

- > City Plan 2020
- > Our Climate Emergency Response Strategy 2021–2025 | Dhumbali Wurrungi-biik Parbin-ata
- > Urban Forest Strategy 2021
- > Open Space Strategy Refresh 2020
- > Integrated Transport Strategy 2018–2031
- > Social and Affordable Housing Strategy 2019–2023
- > Rooming House Strategy 2019

The Glen Eira *Housing Strategy* should be read in conjunction with the following documents, which have been prepared as part of the preparation of the *Strategy*:

- Glen Eira City Council: Our Community Profile (GECC and SGS Economics and Planning, 2021)
- Glen Eira Housing Capacity and Demand Analysis (SGS Economics and Planning, August 2022)
- Glen Eira Neighbourhood Character Assessment and Future Character Framework (Tract Consultants, August 2022), comprising:
 - Glen Eira Landscape Character Assessment
 - Volume 1: Neighbourhood Character Assessment and Built Form Assessment
 - Volume 2: Future Character and Built Form Precincts

1. Melbourne metropolitan strategy (Department of Environment, Land, Water and Planning)

What will the Housing Strategy do?

The Housing Strategy will:

- > Provide a link between the Council Plan and metropolitan and State planning policy.
- Support the provision of adequate land for housing to meet the forecast population increase and to underpin new housing policy in the Glen Eira Planning Scheme.
- > Set out how Council is planning to sustainably respond to population growth in relation to housing.
- Provide greater housing opportunity by improving housing diversity.
- > Provide additional policy support for affordable housing.
- Provide strategic support for sustainable residential development and policy.
- > Provide certainty for the community and stakeholders about where change is likely to occur and at what scale.
- > Identify suitable locations for housing growth including those areas close to services, jobs, public transport and activity centres, and strategic development areas to support sustainable land use decisions.
- > Establish a housing framework that includes preferred neighbourhood character statements based on an assessment of the valued elements of existing character and on projected housing diversity needs to 2036 and beyond.
- Provide a series of goals, objectives and actions to guide the development of updated planning scheme policy relating to housing, neighbourhood character and landscaping
- Explain how Council is meeting its strategic planning obligations to the Glen Eira and broader Melbourne communities.

The Housing Strategy will seek to balance growth and change by identifying where housing growth should go and where there should be only minimal housing change. It will also seek to balance the environmental costs and benefits of new housing in line with Council's *Our Climate Emergency Response Strategy.* Combining the demographic work with the neighbourhood character analysis will help address some of these competing objectives by identifying the most appropriate areas for density and those for minimal change.

The *Housing Strategy* will inform and support Planning Scheme amendments to update the local housing policy and the housing framework plan in the Planning Scheme as well as update the residential zone schedules.

Why have we prepared a Housing Strategy?

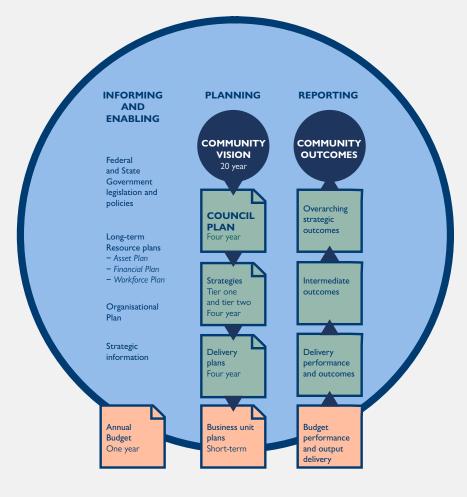
Council is a Planning Authority under the Planning and Environment Act (1987) and has obligations to align its future planning with the directions set out in Plan Melbourne. Plan Melbourne is a metropolitan strategy that has been incorporated into all Greater Melbourne planning schemes, including Glen Eira's. State planning policy in our planning scheme requires that we:

Plan to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur.

ORGANISATIONAL CONTEXT

Our Integrated Planning and Reporting Framework (IPRF) provides the community with greater knowledge and understanding of Council's strategic business planning and reporting activities, and how Council's contemporary actions will help achieve our future *Community Vision*.

The Housing Strategy sits within Council's IPRF as a Tier one strategy but, unlike our four-year strategies, the Housing Strategy is our vision for the next 15 years. The Strategy was guided by the long-term outcomes within various Council plans, strategies and frameworks including the Community Vision and Council Plan. The adopted Housing Strategy will contribute towards achieving the aims of future Council strategies and plans by providing important background research and visioning for housing and quality residential development.



INTEGRATED PLANNING AND REPORTING FRAMEWORK

WHAT HAS INFORMED THE STRATEGY AND HOW WAS IT DEVELOPED?

The Strategy has been informed by:

- > Consideration of the strengths and weaknesses of the existing housing framework and associated housing policies and controls in the Planning Scheme.
- > A revised neighbourhood character analysis guided by the relevant State Government Planning Practice Notes.
- > Demographic and housing capacity analyses.
- > Community engagement conducted as part of this project as well as several other recent Council projects that have touched on liveability and residential development.

The diagram below explains how we prepared the Strategy and how we consulted with the community:

May 2021 — Housing Strategy commences

- Housing Strategy commences
- Background research underway
- · Appoint demographic and urban design consultants

June-August 2021 — Data gathering

- Housing Capacity and Opportunity Analysis prepared
- Neighbourhood Character Assessment prepared
- Landscape Character Assessment prepared
- Preferred Character Statements prepared

July-August 2021 — Consultation Round 1

- Opportunities paper released
- Online survey on Have Your Say
- Housing Symposium 14 July 2021
- Drop-in sessions week of 17 August 2021

September 2021 — Prepare Draft Strategy

- Review community consultation
- Review demographic work and neighbourhood and landscape assessments
- Prepare Draft Housing Framework Plan
- Draft Housing Strategy

March-May 2022 — Consultation Round 2

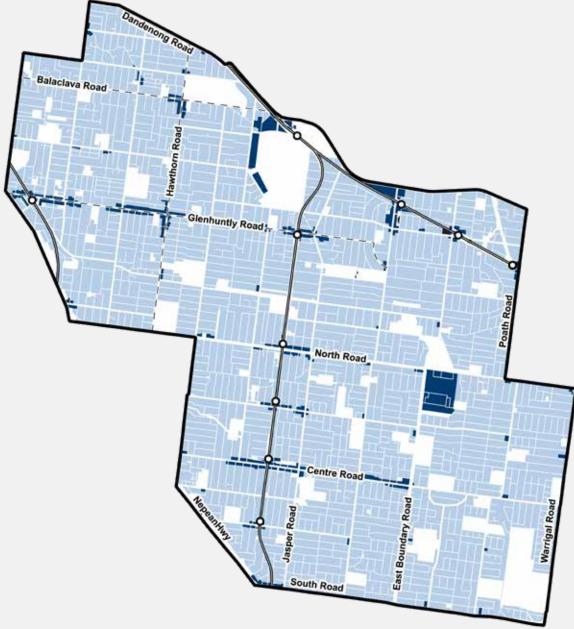
- Release of Draft Housing Strategy and background documents
- · Series of events including drop-in sessions
- · Online survey and written submissions invited

June-October 2022 — Finalise and adopt the Strategy

- Review and consider all submissions
- Finalise Housing Strategy for adoption
- Adoption. Planning Scheme Amendment to follow in 2023

WHERE DOES THE STRATEGY APPLY?

The Housing Strategy applies to all land that supports residential use. Refer to Map 1.



MAP 1: LAND INCLUDED IN THIS STRATEGY (existing 2021 zoning shown)

Land Included

- Residential Zones
 - NRZ Neighbourhood Residential Zone
 - GRZ General Residential Zone
 - RGZ Residential Growth Zone
 - MUZ Mixed Use Zone

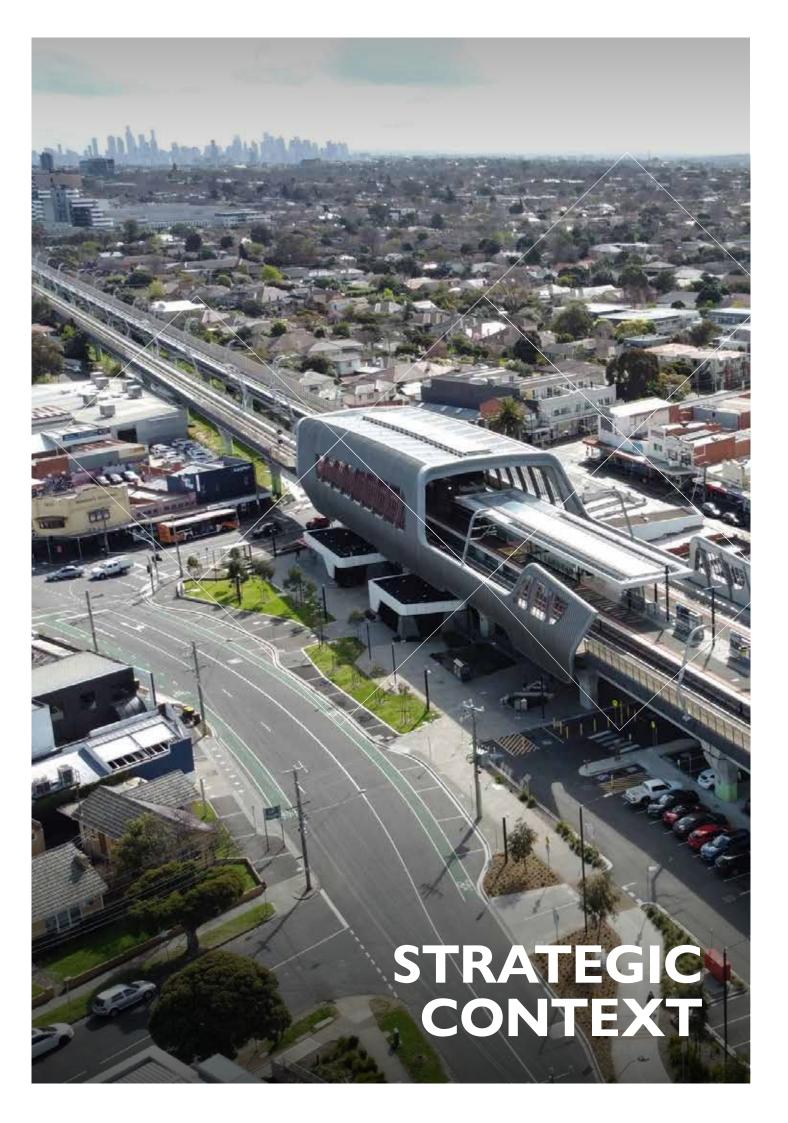
Other Zones Supporting Residential

- C1Z Commercial 1 Zone
- CDZ Comprehensive Development Zone
- PDZ Priority Development Zone
- SUZ Special Use Zone (potential housing site to be determined through structure planning)

Other Features

Cit
 Ra

City of Glen Eira Municipal Boundary Railway Stations and lines



WHAT ARE WE PLANNING FOR?

Population projections, prepared by the Commonwealth Government's Centre for Population (2021), forecast that as we recover from the COVID-19 pandemic, Melbourne's growth will continue.

For the purposes of planning in Victoria, Victoria in Future (VIF 2019) figures are the current high-level guide as to overall anticipated growth in each municipality. In the City of Glen Eira, projections include the addition of approximately 30,000 people to the municipality (between 2021–2036) and 12,000–13,000 dwellings to accommodate them (between 2016–2036).

The Glen Eira Housing Strategy will help us plan for this growing population and manage the change in a way that does not diminish the things our community values most about Glen Eira. The structure of our households is also changing, and the *Housing Strategy* will guide changes in local planning policy and controls that enable new housing to provide options that accommodate households. For more detail on our population growth refer to Parts 2 and 3 of this *Strategy*.



65,815 dwellings in 2016

158,000 residents in 2020 78,550 dwellings predicted in 2036

188,000 estimated residents in 2036

Figure 1: Victoria in Future (2019) and ABS Estimated Resident Population (2020)

WHAT IS DRIVING GROWTH IN GLEN EIRA?

The City of Glen Eira is an inner south-eastern municipality of Melbourne, approximately 10 kilometres from the central business district (refer to Map 2). Glen Eira is a wellconnected municipality, serviced by three major train lines, numerous tram and bus routes, and two major highways. In recent years, significant investment has been provided to improve connectivity, safety and amenity around train lines by removing level crossings and building new stations and areas of public open space (refer to Map 3).



Glen Eira is close to the Monash National Employment and Innovation Cluster, a variety of healthcare and education options and has numerous parks, libraries and swimming pools. Its numerous 'villages' have laid the foundations for walkable neighbourhoods with leafy character-filled streets and a strong sense of community. Thanks to its many attributes, it is a desirable place to live and this desirability drives demand for housing.

The majority of housing is delivered by the development industry and private individuals. Therefore, the number of and types of dwellings constructed are largely determined by the property market. The property market is strongly influenced by the attractiveness of a place and various economic factors.

Council does not control the drivers of growth but, rather, where the most growth occurs and can influence amenity impacts and how the character of areas evolves.







Geography		Tran	isport		Open Space	
 Covers 39km² Includes 15 suburbs Approx. 10km from Cl 35km from Urban Growth Boundary 	3D	 10 stations of 5 tram route 465km of roa 868 km of pa 	ıds	 171 4.4 60 	 72 open space reserves 171ha of open space 4.4% of land is open space 60 sports clubs 2 public swimming pools 	
Activity Centres	H	lealthcare	Librarie	s	Education	
5 major activity centres	• 7 m	ospitals naternal and child 11th centres	 4 libraries Elsternwick Bentleigh 		 37 Schools (20 government, 6 catholic, 11 independent) 	

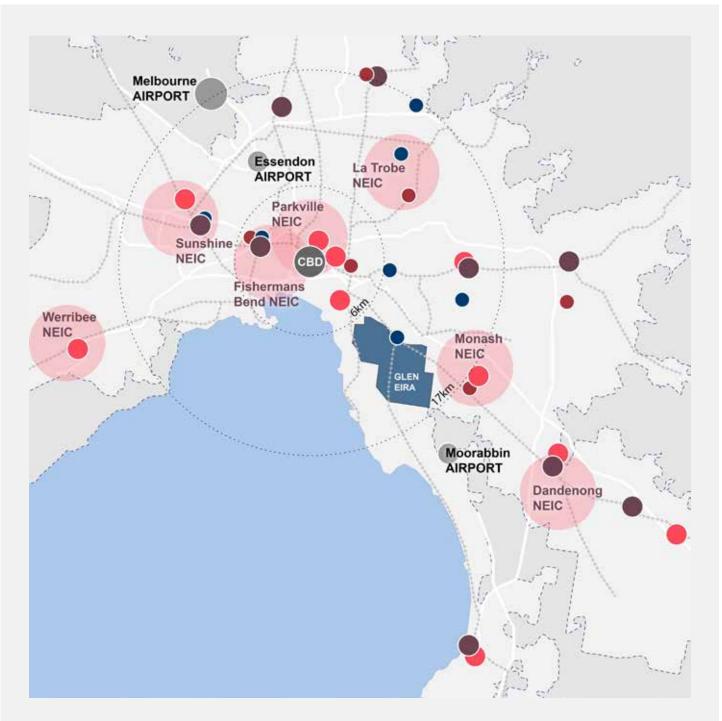












MAP 2: ECONOMIC CONTEXT

Economic Context

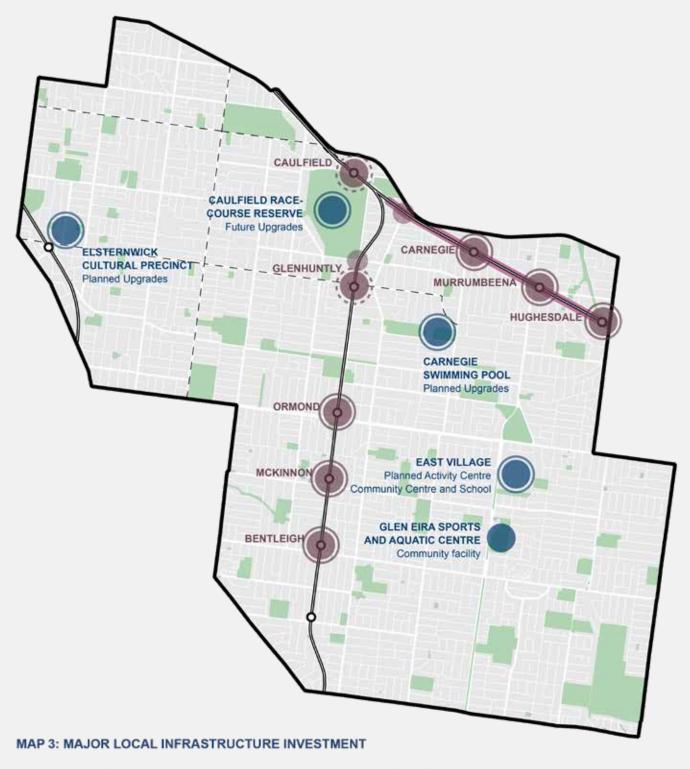
- Melbourne CBD
- National Employment and Innovation Clusters
- Metropolitan Activity Centres
- Health and Education Precincts
- Education Precincts
- Health Precincts
- Airports

Other Features

- City of Glen Eira
- Land Within Melbourne's Urban Growth Boundary
- Land Outside Melbourne's Urban Growth Boundary
- Railway Lines
- Major Highways

Source: Plan Melbourne 2017-2050, Map 3 Jobs and Investment

GLEN EIRA HOUSING STRATEGY 2022

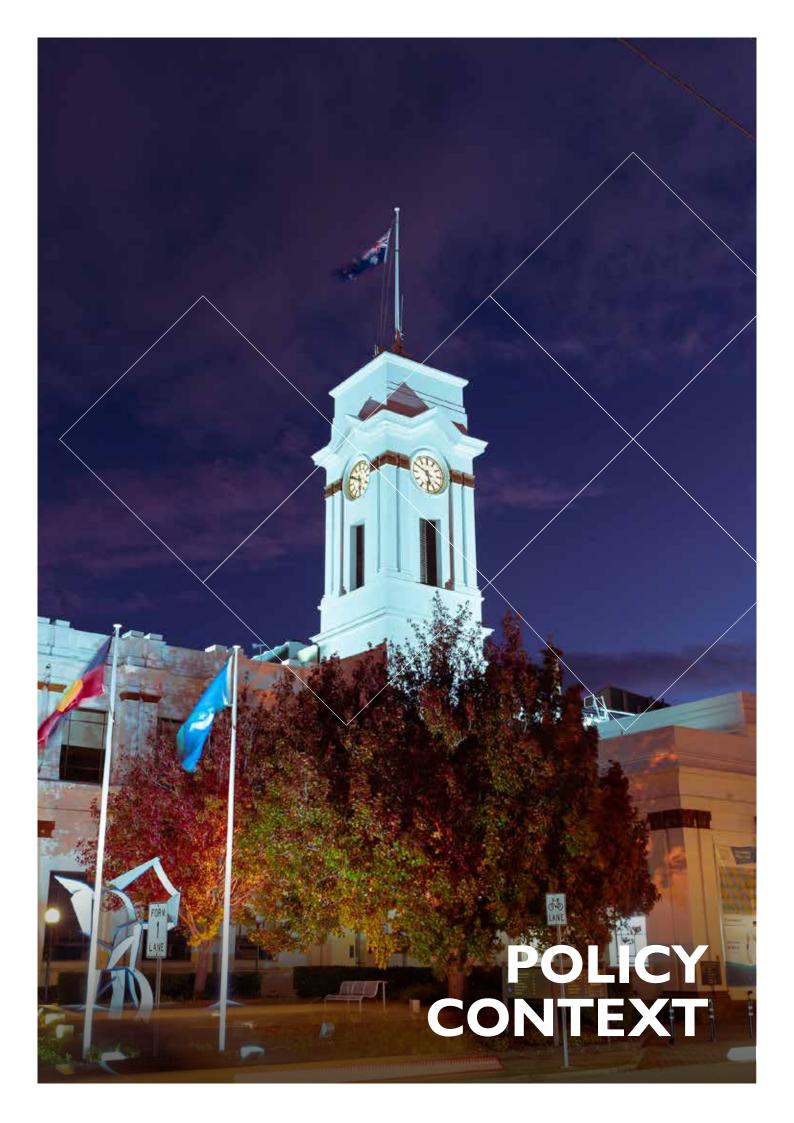


Infrastructure Projects

- Level Crossing Removed
 - New Station / Upgrade / Level Crossing Removed
- New Station / Upgrade / Level Crossing Removal (future)
- Community Infrastructure Project Complete
- Community Infrastructure Project Planned
- Skyrail Linear Open Space

Other Features

- City of Glen Eira Municipal Boundary
- =O= Railway Stations and lines
- ----- Tram Routes
- Existing Parks, Reserves and Green Spaces



THE ROLE OF GOVERNMENT IN THE PROVISION OF HOUSING

Each level of government has a different role to play in relation to housing. In general terms, at a federal level, the Commonwealth Government has responsibility for policy levers related to housing demand, such as the tax system and immigration. At the state level, the Victorian Government controls stamp duty and the Victorian planning system and at the local government level, Councils mainly influence housing supply² through zoning, overlays, local policy, assessment of planning applications and infrastructure provision.

The diagram at Figure 3 sets out the responsibilities of various levels of government. Glen Eira's *Housing Strategy* will be focused on the things that Council can influence, namely:

- > Ensuring there is a sufficient supply of suitably zoned land that can support enough of the types of housing needed over the next 15+ years.
- > Directing the various degrees of housing diversity to locations that enable Council to sustainably manage land use outcomes.
- > Ensuring that planning schemes, including planning policy and controls, support the type of development identified by the zones and other development controls as they apply in each area.
- > Supporting neighbourhood character, landscape, amenity and sustainability outcomes using planning policy.



Figure 3: Government planning responsibilities, adapted from AHURI (refer footnote)

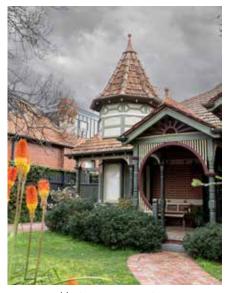
18



Investment in transport infrastructure.



Investment in transport infrastructure.



Heritage preservation.



Guiding neighbourhood character outcomes.



Directing density to the right locations.



Directing density to the right locations.



STATE PLANNING POLICIES THAT INFLUENCE HOUSING

The following provides a summary of the relevant State strategies and policies that Council needs to consider in the preparation of a *Housing Strategy*.

Plan Melbourne 2017–2050: The metropolitan planning strategy

Plan Melbourne 2017–2050 (Plan Melbourne) is the State Government's metropolitan planning strategy. It sets the vision and policy direction for the growth of metropolitan Melbourne to 2050. It projects the following population growth. (Victoria in Future, 2019)

- > Population in 2021 5.2 million
- > Population in 2056 9 million

For population growth to be successfully managed and sustainable, housing needs to be provided in locations that capitalise on existing infrastructure, jobs, services and public transport. To achieve this, *Plan Melbourne* sets the strategy for supporting jobs, housing and transport and aims to create a city where most of people's everyday needs are within a 20-minute walk, cycle or local public transport trip.

Key directions in Plan Melbourne relating to housing include:

- > Managing the supply of new housing in the right locations to meet population growth and create a sustainable city.
- > Increasing the supply of social and affordable housing.
- Delivering more housing closer to jobs and public transport.
- > Providing greater choice and diversity of housing.

To manage the supply of housing, *Plan Melbourne* outlines that established areas like Glen Eira will accommodate a greater share of housing growth. This helps to consolidate the growth of Greater Melbourne, limiting urban sprawl, providing for housing diversity and making housing more sustainable. *Plan Melbourne* directs new housing to activity centres and other places that offer good access to jobs, services and public transport.

Glen Eira and the 20-minute neighbourhood

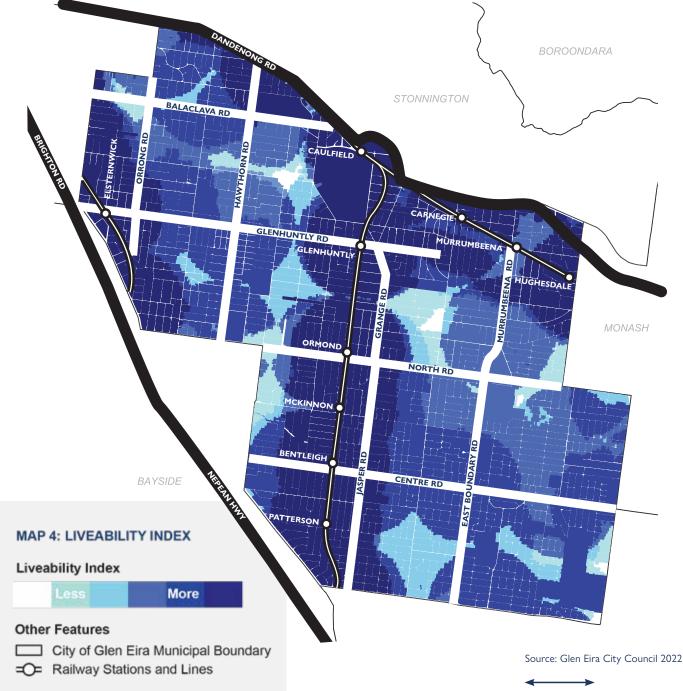
Plan Melbourne outlines the vision that to improve liveability, we should create a city of '20-minute neighbourhoods'. These are areas where most daily needs can generally be met within a 20-minute walk or ride from home. This generally equates to an 800 metre distance to amenities.

Much of Glen Eira's residential land can be considered to provide residents with a '20-minute neighbourhood'. This is due to the mix of services, facilities, activity centres and public transport options. The south-eastern area of the municipality is less well-connected by public transport. However, in terms of amenities, this area will experience significant improvements over the next few years with the development of the East Village precinct at Bentleigh East. In addition, Glen Eira is located particularly well in terms of access to employment areas including the CBD and the Monash and Dandenong National Economic and Innovation Clusters. Map 4 has been prepared to communicate liveability using an index applied across the municipality. The index was designed based on the general concept of a '20-minute neighbourhood'. The map has been produced by identifying the location of key amenities, categorising them and ordering the categories by importance. The categories in order are:

- > Food
- > Open space and recreation facilities
- > Public transport
- > Health care
- > Education and childcare
- > Entertainment

The darkest blue areas are where amenities from all categories are accessible within 800 metres. As the colour lightens, the number of categories accessible within 800 metres to sites reduces, with the categories of most importance continuing to be prioritised. The lightest blue and white areas do have access to amenities, though a reduced number of and/or represent access to amenities from categories of lower importance.

The map has been prepared to provide an approach to understanding amenity levels throughout the municipality and is not intended to be read at a detailed property-byproperty level or as a complete and absolute assessment of liveability, which is subjective and constantly changing.



SCALE: 800M

Planning policy framework

Planning schemes are the primary tool used to implement state and local government land use planning policies.

The *Planning Policy Framework (PPF)* is the policy content of the Planning Scheme. The *PPF* structure provides for three tiers of integrated planning policy, grouping State, regional and local planning policy by theme.

The objectives to be considered when preparing a *Housing Strategy* include:

- > Ensure planning is undertaken in accordance with *Plan Melbourne*.
- > Plan to accommodate projected population growth over at least a 15-year period and provide clear direction on locations where growth should occur.
- Maximise housing opportunities in existing areas to contain Melbourne's sprawl.
- > Ensure development contributes to existing or preferred neighbourhood character.
- > Facilitate well-located, integrated and diverse housing that meets community needs.

The objectives that refer more specifically to housing include:

- > Direct substantial housing growth into innovation and education precincts, activity centres, local centres and along major transport routes.
- Retain and protect individually significant and contributory buildings.
- > Encourage social and affordable housing in areas with convenient access to jobs, services and public transport.
- > Retain landscape character of the area.
- > Support environmentally sustainable development.
- > Support development that integrates into the residential streetscape and respects the garden character of the area.
- > Promote a diversity of dwelling layout and sizes.

Another outcome proposed in *Plan Melbourne* is to 'provide certainty about the scale of growth in the suburbs'. This Housing *Strategy* is how Glen Eira will contribute to that outcome. The *Housing Framework Plan* in Part 4 — Glen Eira Tomorrow provides the detail about where future housing will go.

Zones, overlays and particular provisions

Zones and overlays help Councils to manage the location of different land uses and development types. The residential zones in Glen Eira are:

- > Neighbourhood Residential Zone
- > General Residential Zone
- > Residential Growth Zone
- > Mixed Use Zone

The Commercial 1 Zone and Comprehensive Development Zone also allow for residential uses.

The Heritage Overlay provides a high level of protection for individual sites and precincts of heritage significance. The Neighbourhood Character Overlay ensures development respects existing character. These overlays help guide the design of appropriate buildings and development. Overlays aim to do this largely through design objectives and decision guidelines.

Particular provisions are state-wide requirements in all planning schemes and provide more detailed guidance for residential development, including setbacks, site coverage, permeability and landscaping. These help manage the amenity and character implications of new buildings on the surrounding properties and character of an area.

Particular provisions that have been updated recently include Clause 55 (Two or more dwellings on a lot and residential buildings) and Clause 58 (Apartment Developments). These now include more specific requirements in relation to landscaping and planting of canopy trees for apartment developments.

Planning Practice Notes

Planning Practice Notes provide guidance on how to use the various provisions of planning schemes. As this Strategy will inform changes to the Planning Scheme, there are three Planning Practice Notes that have guided its preparation. A brief summary of each is provided below.

Planning Practice Note 43 — Understanding Neighbourhood Character

This *Practice Note* outlines what 'neighbourhood character' is and provides guidance for assessing neighbourhood character. The *Practice Note* describes it as:

"Neighbourhood character is essentially the combination of the public and private realms. Every property, public place or piece of infrastructure makes a contribution, whether great or small. It is the cumulative impact of all these contributions that establishes neighbourhood character".

Planning Practice Note 90 — Planning for Housing

This *Practice Note* provides guidance for planning for growth and protecting neighbourhood character. It includes the following guidance:

"Planning for housing change can provide certainty for the community about where change is likely to occur as well as what form it should take".

- > Planning for housing change should be done via a Housing Strategy which may also be accompanied by a Neighbourhood Character Study.
- > A Housing Strategy is needed to provide the basis for any changes to residential zones.
- > Neighbourhood Character Studies need to take a balanced approach to protecting valued characteristics and ensuring that housing growth and diversity objectives are not prejudiced.

"Respecting character does not mean preventing change. In simple terms, respect for the character of a neighbourhood means that development should be designed in response to its context".

> The boundaries of character precincts will need to align with 'housing change areas' and ultimately their proposed zones.

Planning Practice Note 91 — Using the Residential Zones

This *Practice Note* establishes the following five principles that underpin the application of residential zones:

- Housing and neighbourhood character plans need to be consistent and align with one another when specifying preferred future housing and neighbourhood character outcomes for an area.
- 2. All residential zones support and allow increased housing, unless special neighbourhood character, heritage, environmental or landscape attributes, or other constraints and hazards exist.
- The Residential Growth Zone promotes housing intensification in locations close to jobs, services and facilities serviced by public transport including activity centres.
- 4. The General Residential Zone is a three-storey zone with a maximum building height of 11 metres.
- 5. The density or number of dwellings on a lot cannot be restricted in the Neighbourhood Residential Zone unless special neighbourhood character, heritage, environmental or landscape attributes, or other constraints and hazards exist.

It is no longer appropriate to limit housing growth in existing urban areas just because an area is perceived to be remote from jobs, services and public transport. However, these elements should continue to be used when determining the location for different levels of housing change.

Other important guidance from the current *Practice Note* includes:

- > There is no 'default' residential zone to be applied to a residential area in Victoria.
- > Applying residential zones must be derived from a municipal-wide strategic housing framework plan or residential development framework plan.
- > Applying a residential zone should align with either existing building heights, if they are sought to be maintained, or with preferred future building heights identified in strategic work.

LOCAL POLICIES AND STRATEGIES THAT INFLUENCE HOUSING

The relevant Council policies and strategies that Council needs to consider in its preparation of a *Housing Strategy* are summarised in this section.

Glen Eira Planning Scheme — Local Policies

At the time of writing, the local clauses of Glen Eira's Planning Scheme are in the process of being updated by a Planning Scheme Amendment. This follows an extensive review. This *Housing Strategy* is intended to contribute to further refining housing and residential development-related clauses in the near future, in addition to the currently proposed updates.

The following general aims have been part of the Glen Eira Planning Scheme for some time and are anticipated to be carried through in the updated clauses:

> Provide for a transition of building height and scale across the municipality consistent with the scale of housing change identified.

- > Support housing diversity encourage a mix of dwelling types and layouts for different household types and for residents with special housing needs.
- > Promote environmental and social sustainability.
- > Encourage high standards of design to support amenity, heritage, neighbourhood character and landscape outcomes.
- > Sustainably locate development to support the concept of the '20-minute neighbourhood', where residents can reach shops and services within a 20-minute trip.
- > Support opportunities to increase the supply of affordable housing and to encourage it with convenient access to jobs, services and public transport.

There are several areas and sites in Glen Eira that are specifically identified for retention of existing neighbourhood character and heritage characteristics. These areas are protected by either the Neighbourhood Character Overlay or the Heritage Overlay.

2040 Community Vision

The *Glen Eira 2040 Community Vision* was prepared by community representatives through a deliberative citizens' panel process throughout 2020. The *Vision* was endorsed by Council on 19 May 2021. The vision statement is:

"Our Glen Eira: A thriving and empowered community working together for an inclusive and sustainable future".

The Vision, which is the community's vision, is intended to influence all Council strategic activities, alongside various Councilprepared strategies and plans. The guiding principles that accompany the vision statement are:

- 1. We work together
- 2. Planning for community resilience
- 3. Inclusive and healthy community
- 4. Maximise and diversify our green and natural spaces
- 5. We are proactive in meeting challenges and innovate using evidence-based methods
- 6. Promote and develop our creative potential, celebrating our diverse identities through art and cultural expression

The Housing Strategy will be a key tool for providing Council services in line with Principles 1–5 of the Glen Eira 2040 Community Vision.



Glen Eira Council Plan 2021–2025

The Glen Eira *Council Plan* is a strategic document that sets a vision for the City of Glen Eira and identifies our goals and aspiration for the next four years. Our *Council Plan* is the strategic framework for all Council plans and activities. This *Plan* has been formulated in partnership with our community. It provides a guide for individuals, businesses, local groups and other levels of government on strategic priorities for the City.

The current *Council Plan 2021–2025* identifies five key themes:

- Well-informed and transparent decisions and highlyvalued services
- Access to well-designed and well-maintained open spaces and places
- > A liveable and well-planned City
- > A green and sustainable community
- > A healthy, inclusive and resilient community

Council's actions for 2020–2021 relating to the first theme included Planning Scheme Amendments to introduce permanent planning controls for four major activity centres and to introduce the Heritage Overlay to additional heritage sites in the City of Glen Eira. Commitments for 2020–2021 for the second theme focused on transport infrastructure.

City Plan

The Glen Eira Activity Centre, Housing and Local Economy Strategy (2017) was initially adopted by Council in 2017 and was updated in early 2020, renamed *City Plan* and adopted by Council in February 2020. The document provides a high-level vision for housing and economic growth in the municipality. It isn't supported by neighbourhood character work or detailed housing capacity analysis and household projections.

This *Housing Strategy* will provide the necessary research and detail to introduce policy to implement the broad aims of *City Plan*. As the *Housing Strategy* investigates neighbourhood character, household projections and housing capacity, elements of *City Plan* will need to be adjusted to acknowledge the new research and ensure consistency with the more specific housing directions of this *Strategy*.

Structure Plans

A structure plan is a shared vision for an activity centre identifying the type and scope of change projected within the activity centre over time. Structure plans should be a tool to help manage, influence and facilitate change within individual activity centres, in accordance with the directions of State planning policy (*Planning Practice Note 58*).

Council has recently adopted a *Structure Plan* for the Glen Huntly Major Activity Centre and is currently revising its *Structure Plans* for the major activity centres at Bentleigh, Carnegie and Elsternwick. A structure plan is also being prepared for the Caulfield Station Precinct. These projects will inform new permanent planning controls for the land in these centres.

A new mixed-use precinct at Bentleigh East, East Village, has recently had planning controls gazetted, based on an adopted *Structure Plan*. The precinct will involve a new secondary school campus, employment, medium and highdensity residential development for 3,000 dwellings and new areas of public open space.

Glen Eira's activity centres are appropriate locations for new, higher density housing, given their proximity to shops, services and public transport. Additional housing helps support the businesses in the activity centres.

The Housing Strategy will support the structure planning processes and subsequent Planning Scheme Amendments by providing a vision for suitably directing residential densities across the municipality based on projected needs and opportunities. Part 3 — Our Housing Challenges provides details about how the analysis was prepared.

The *Structure Plans* provide specific direction on the scale and form of development (including apartments) on land in the retail and commercial areas of centres and will acknowledge the neighbourhood character and built-form work prepared through the *Housing Strategy* project in relation to the residential neighbourhoods around the activity centres.

Other relevant Glen Eira City Council strategies

Following is a summary of the elements most relevant to housing from Council's other strategies and plans:

Our Climate Emergency Response Strategy 2021–2025, the Strategy states that:

- > Segments of our community are particularly vulnerable to the impacts of climate change, including older people, renters living in poor quality housing, low-income households, people with chronic illnesses, women and homeless people.
- > The community as asked us to preserve, regenerate and maximise green and natural spaces, recognising they underpin the health and wellbeing of our community and the broader ecosystem.
- > Higher density housing near public transport and cycling routes can reduce the need for car travel. It can provide smaller, more thermally efficient housing that requires less energy to heat and cool it. However, it can also see the removal of canopy trees, reduce permeability and contribute to the heat island effect.

Urban Forest Strategy 2021

The urban forest is the sum of all trees, understorey, shrubs and ground covers and grasses on both public and private land. This *Strategy* assesses Council's approach to preserving the urban forest, which plays an important role in environmental, economic, cultural and health outcomes. The *Strategy* reports an alarming rate of canopy cover loss. It highlights that tree species diversity is lacking and this is contributing to our loss of canopy tree cover. The extent of land that is privately owned is also a key factor in canopy tree loss, as there are currently few mechanisms in place for Council to use to manage outcomes relating to trees and landscape on private land.

Open Space Strategy Refresh 2020, the Strategy states that:

- > Gaps in the provision of open space mean some people are not within reasonable walking distance of open space.
- Population growth has an impact on liveability and access to open space.

- > Open space needs to adapt to changing needs.
- > Access to open space needs to be improved for people of different ages, cultures and levels of mobility.
- > The Strategy will be used to justify an increase in the open space contribution rate in the Planning Scheme.

Integrated Transport Strategy 2018–2031, the Strategy seeks:

- > To make walking, cycling and public transport use more attractive.
- > To increase efficiency on key driving routes.
- > A 50:50 mode split between car-based and non-car-based trips.

Social and Affordable Housing Strategy 2019–2023, the Strategy states that:

- > Housing affordability is an issue in Glen Eira.
- > Rising house prices and rents and limited investment in social and affordable housing has led to an increase in the number of households experiencing housing stress.
- > Thirteen per cent of all households in Glen Eira are in housing stress.
- > Social and affordable housing is vital to supporting a more diverse and inclusive community.
- > Council's role will be largely to advocate for more affordable housing.

Rooming House Strategy 2019, the Strategy states that:

- > Rooming houses offer accommodation for many low income and disadvantaged members of the community.
- > The number of rooming houses operating in Glen Eira has almost doubled in the past five years.
- > Currently there are 49 rooming houses registered with Council that accommodate approximately 500 vulnerable residents.
- > Rooming houses need to be seen in the broader context of social and affordable housing and homelessness.

PART 2 GLEN EIRA TODAY



PEOPLE AND HOUSEHOLDS

PEOPLE AND HOUSEHOLDS

To plan ahead for the next 15 or more years of growth in the City of Glen Eira, it is important to look at who we are today and how we got to this point. Part 2 of the *Housing Strategy* therefore considers our history and present, in terms of our demographic profile and housing provision. *Our Community Profile* has also been prepared to provide a clear snapshot of our current demographic, household, and housing situation in Glen Eira.

The *Council Plan 2021–2025* identifies Glen Eira as a relatively prosperous community with a significantly higher median income than other local government areas in Melbourne. It is a population with high levels of tertiary education and a lower percentage of people receiving forms of income support. But will this profile remain the same over time, or will it evolve?

This chapter looks at our history and present demographic profile.



POPULATION AND AGE

The estimated resident population of Glen Eira in 2020 was 158,216. The median age of Glen Eira residents in 2016 was 37 and approximately 51 per cent of residents were female and 49 per cent were male. The available data from the 2016 *Census* did not include non-binary and other genders.

Twenty-four per cent of residents in 2016 were children and teenagers, 23 per cent were young adults and 22 per cent were established adults aged 35–49. Refer to Figures 4 and 5.

The way we conceptualise life stages has evolved since the early 1900s, as we are living and working longer. The concept of the teenager did not exist in the early 1900s and semi-retirement is becoming more popular and necessary as life expectancies increase. As our life stages have a significant influence on the type of housing we need, want and can afford, this conceptual change to life stages has a tangible impact on housing needs.

Between 2006 and 2016, the number of people aged 5–34 and 45–74 increased, while the number of people aged 0–4 and 35–44 was relatively static. The number of people aged 75+ somewhat declined. Please refer to the *Glen Eira Housing Capacity and Demand Analysis* by SGS Economics and Planning for details. Victoria in Future (VIF 2019), which is the Victorian State Government's projection of population and households anticipates the number of people in the 75+ age bracket will increase to the year 2036. Information in relation to projections is provided in Part 3 of this *Strategy*.

Housing strategies are medium-term strategic documents that involve research, community engagement, Council adoption and then Planning Scheme Amendment. These projects therefore can span up to five years from research to completion and they guide growth for approximately 15 years. The research for this Housing Strategy was conducted in mid-2021 using Census data from 2016 (and prior) and Victoria in Future (2019) projections. It is not appropriate to refresh data mid-project. Specific elements may be checked against 2021 Census data at Planning Scheme Amendment stage if needed. However, the 2021 Census is not considered to represent usual trends, but rather, shortterm changes as a result of the COVID-19 pandemic. The most reliable data to inform the next 15 years of housing provision has therefore been utilised to inform this Strategy. Trends emerging from the pandemic will be evident in the coming years.

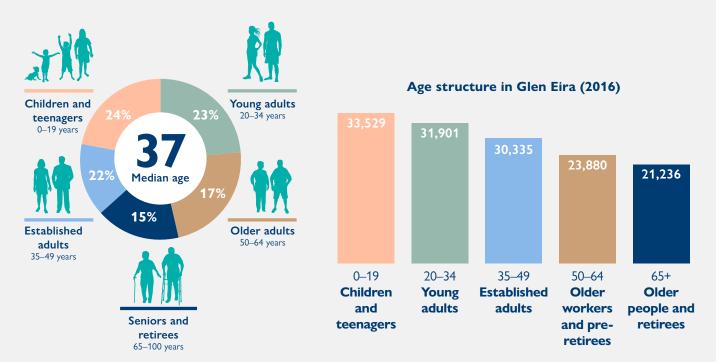


Figure 4: Glen Eira age and gender profile (ABS Census 2016)

Figure 5: Age structure in Glen Eira (ABS Census 2016)

HOUSEHOLD SIZE AND TYPE

The average household size is 2.47 people (at the 2016 *Census*). It has risen from 2.35 in 1996.

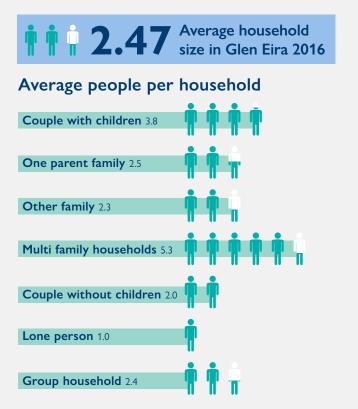
The most popular household type in Glen Eira at the time of the 2016 *Census* was couples with children households, followed by lone-person households and couples without children. Refer to Figure 6.

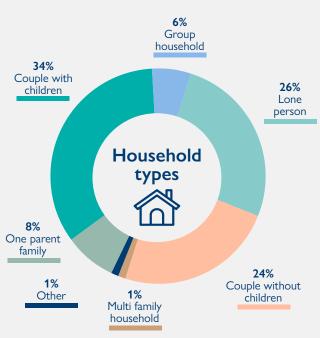


The proportions of household types in Glen Eira are generally consistent with those in Greater Melbourne. However, Glen Eira accommodates a slightly higher proportion of lone person households and a lower proportion of one-parent families. Refer to Figure 6.

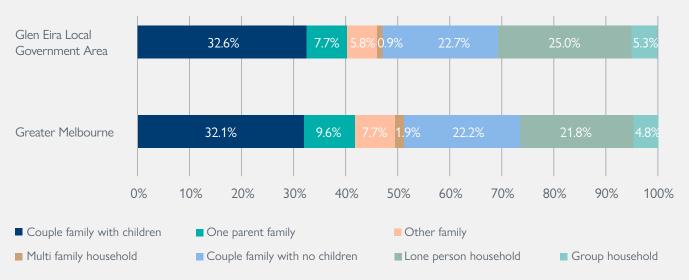
The increasing average household size may be partly due to the following trends:

- > The number of all household types increasing except lone person households which is slightly declining. Refer to Figure 7.
- > The number of people aged 15–24 and 25–34 increased substantially between 2006 and 2016 and this coincided with an increase in these age groups living at home with their parents for longer.
- > Lone person households amongst these age groups declined between 2006 and 2016, likely due to a decrease in housing affordability.
- > The number of people aged 75+ decreased overall between 2006 and 2016. However, the number of residents in this age group living with family members or non-family members increased over this period.





Source: ABS Census 2016



Proportion of household types — Glen Eira and Greater Melbourne (2016)

Figure 6: Proportion of household types by SGS Economics and Planning 2022, based on ABS Census 2016

Change in number of households by type 2011–2016

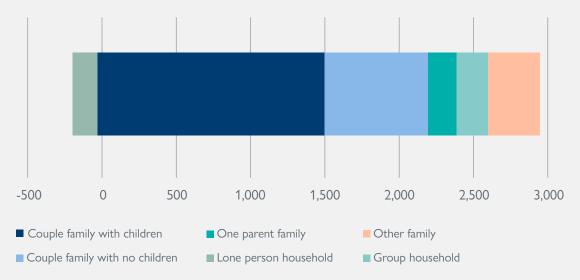
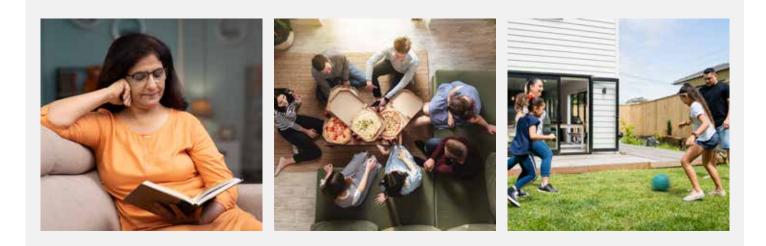


Figure 7: Change in number of households by type by SGS Economics and Planning 2022, based on ABS Census 2011 and 2016



CULTURAL AND LINGUISTIC DIVERSITY

Glen Eira's residents come from a wide variety of backgrounds. Seventy-three per cent of reported ancestries at the 2016 *Census* were not from the UK or Australia and 33 per cent of residents speak a language other than English at home.

Cultural and linguistic diversity

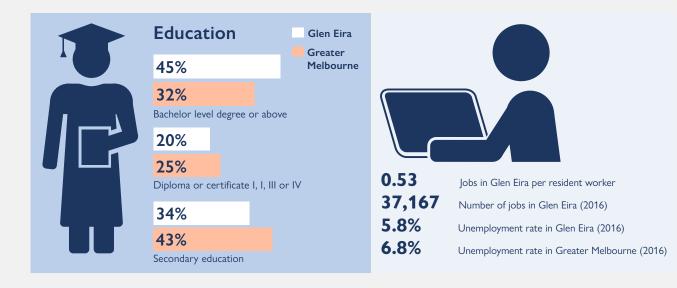
33 per cent of people speak a language other than English at home:

Mandarin					7,790 people
Greek				5,470 people	
Russian			4,733	people	73%
Hebrew		3,101 people			of reported ancestries not
Hindi	1,812 реор	ble			from the UK or Australia

Source: ABS Census 2016



EDUCATION AND EMPLOYMENT



People who work in Glen Eira:

14,635 live

in Glen Eira

(2016)

6

22,047 commute

from elsewhere

(2016)

Workers who live in Glen Eira: 2% 14,635 work 68,428 commute

in Glen Eira (2016)

elsewhere (2016)

Occupations of jobs in Glen Eira



NG(U) CURRENT HOUSING STOCK

A HISTORY OF CHANGE

Glen Eira is the country of the Boonwurrung/Bunurong and Wurundjeri Woi Wurrung peoples of the Kulin Nation.

European settlement of the area dates back to the 1830s, with the swampy land used mainly for farming in the north and market gardening to the south. The district of Caulfield (now part of the City of Glen Eira) developed from the early 1850s.

Glen Eira started to develop in the northern parts during Melbourne's late 19th century expansion, with development initially extending along tram and train routes. Automobiles were introduced in the early 20th century and became a common sight in Melbourne's streets by the 1950s enabling residential expansion and suburban living away from train stations to become a more predominant housing approach. Development spread from north to south as the car became a more common form of transport and isolated villages that had grown up around railway stations gradually merged. Glen Eira's original residential areas were established by around the 1960s but the character has continued to evolve with further subdivision and redevelopment over the years hosting a variety of housing forms. The older or northern parts of the City have a greater mix of building ages, styles and types.

In the 21st century, as growth has focused around public transport, more housing has been directed towards activity centres and places with good public transport access. This has been in the form of medium and higher density apartment developments in residential areas and within mixed use buildings inside traditional shopping strips and activity centres.

Today, Glen Eira has a growing mix of housing including detached houses, dual occupancies, units, townhouses and apartments.

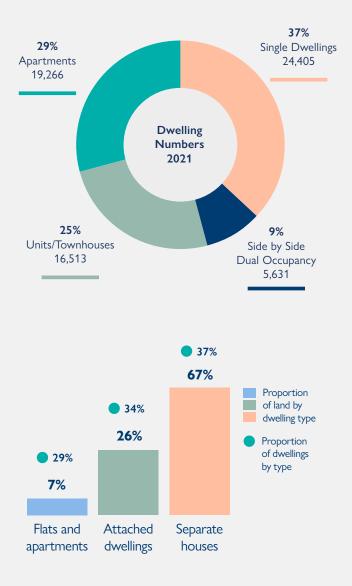
"...development initially extending along tram and train routes" "Automobiles were introduced in the early 20th century... enabling residential expansion and suburban living away from train stations" "In the 21st century, as growth has focused around public transport, more housing has been directed towards activity centres and places with good public transport access"

GLEN EIRA HOUSING STRATEGY 2022

40,000 years prior	The country is home to the Boonwurrung/Bunurong and Wurundjeru Woi Wurrung Peoples			
1830s– 1880s	Expansion of stock routes and market gardens			
1880s– 1920s	Arrival of train and tram lines begins construction of dwellings along transport routes. Victorian homes built on large land holdings. Proliferation of federation and Edwardian homes			
1920s– 1940s	Construction of privately developed housing estates with detached dwellings and walk-up flats Commercial development around stations with 'shop-top' dwellings on first floor above shops			
Post WWII	Sees proliferation of detached houses. Some walk-up flats also constructed			
1950s	Arrival of the car 'fills-in' areas between stations and to the south with detached dwellings			
1960s– 1970s	Additional walk-up flats and the introduction of villa units			
1980s– 1990s	Additional multi-unit and townhouse developments			
2000s	Apartment development in activity centres introduced. Some taller than in previous decades			
2010s +	Side by side dual occupancy development becomes a common dwelling type in Glen Eira			

DWELLING NUMBERS

At 30 June 2021, Council's rates database showed there were 65,815 dwellings in Glen Eira. A breakdown of dwelling types is shown below. The 2016 *Census* showed 59,574 dwellings in Glen Eira.



NUMBER OF BEDROOMS PER DWELLING IN 2021

The following table illustrates the average number of bedrooms by dwelling type.

DWELLING TYPE	AVERAGE BEDROOMS PER DWELLING ¹
Separate (detached) house (single dwelling)	3.7
Side-by-side dual occupancy townhouse	3.1
Units/small townhouses	2.6
Apartments	1.7

These averages have remained consistent since 2017, except for side-by-side townhouses which have increased from 2.9 to 3.1 bedrooms on average. This clearly demonstrates that a large proportion of dwellings in Glen Eira have three or more bedrooms. The figures for average number of bedrooms by dwelling type in the 2016 *Census* data are different to those shown above (which are based on Council records) due to the way dwelling types are classified and collection date.

The following table illustrates a comparison between Glen Eira and Greater Melbourne in relation to the size of dwellings by number of bedrooms. It is important to note that Greater Melbourne includes greenfields areas where large separate dwellings are being constructed. The numbers are based on *Census* data from 2016.

DWELLINGS	PORTION OF TOTAL DWELLINGS ²	MELBOURENE AVERAGE
1–2 bedrooms	39.4%	27.1%
3–4 bedrooms	55.6%	67.1%
5+ bedrooms	5%	5.8%

Based on 2016 *Census* data, Glen Eira has more 1–2 bedroom dwellings than the Greater Melbourne average and a lower proportion of 3–4 bedroom dwellings than the Greater Melbourne average. This is to be expected, as Greater Melbourne is an average of all municipalities including those close to and far from the CBD.

1, 2. Glen Eira City Council rates data 2021

Dwelling suitability

The Census compares the number of bedrooms in a dwelling with the usual number of residents, their relationship to each other and their age and gender. It is a measure of housing suitabilty used by the Australian Bureau of Statistics to indicate whether there may be an under or over-utilsation of dwellings. In Glen Eira, it indicates that there are a number of dwellings with "spare" bedrooms. Designation of a bedroom as "spare" does not mean that is not used, only that the household may be able to live in a smaller dwelling.

The analysis indicates approximately 32 per cent of three-bedroom dwellings have one spare bedroom, and 44 per cent of three-bedroom dwellings in Glen Eira have two spare bedrooms. Among four-bedroom dwellings, 36 per cent are considered to have a spare bedroom and 54 per cent to have two or more spare bedrooms. There is also a small but significant proportion of dwellings in Glen Eira that are accommodating households that statistically, would be comfortably housed in dwellings with more bedrooms. Eight and a half per cent of one-bedroom dwellings, 6.3 per cent of two-bedroom dwellings and 2.5 per cent of three-bedroom dwellings are occupied by households that statistically require more bedrooms. Affordability is likely to be a contributing factor in these situations. Please refer to the *Housing Capacity and Demand Analysis* by SGS Economics and Planning for details.

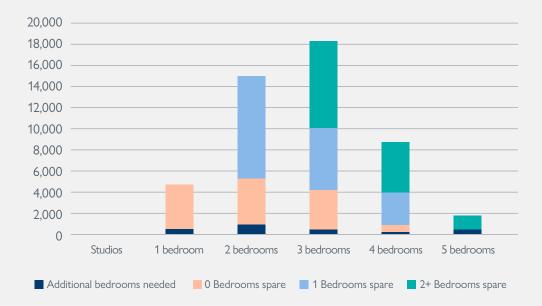


Figure 8: Dwelling Suitability by SGS Economics and Planning 2022, based on ABS Census data 2016

HOUSING TENURE

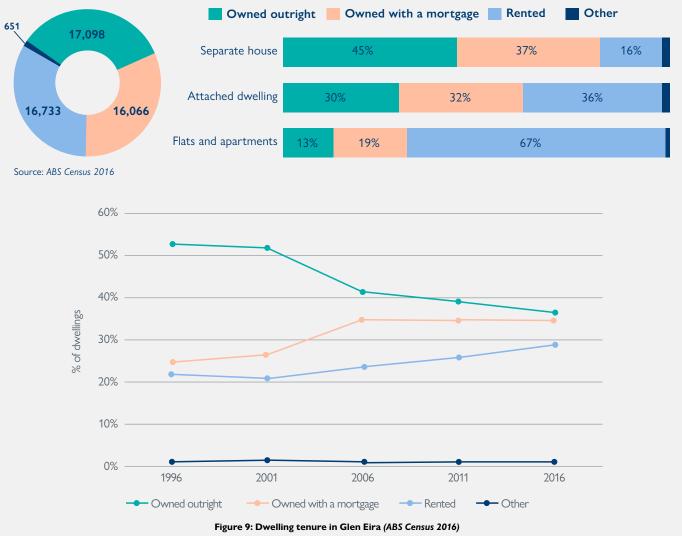
Housing tenure in Glen Eira generally falls into one of the following four categories:

- > Owned outright
- > Owned with a mortgage
- > Rented
- > Other

The fourth category — 'other' covers only a fraction of tenure types in Glen Eira. It includes social or public housing.

The charts below show that housing tenure in Glen Eira is relatively evenly distributed between the first three categories of tenure — people who own their homes outright, people who are buying their house with a mortgage and people who are renting.

Between 2001 and 2016, the number of dwellings rented in Glen Eira increased consistently. This graph is based on 2006 and 2016 *Census* data.



Housing Tenure

SOCIAL AND AFFORDABLE HOUSING

Affordable housing is housing, including social housing, that is appropriate for the housing needs of very low, low and moderate income ranges.

The Glen Eira Social and Affordable Housing Strategy 2019– 2023 (in 2019) reported that approximately 13 per cent of all households (7,533 households) in Glen Eira were either receiving or in need of assistance to relieve housing stress. 'Housing stress' is defined as a household on a low to moderate income that is spending more than 30 per cent of gross income on housing. This group is comprised of people experiencing homelessness, households living in social housing or households in the rental market that are experiencing housing stress.

More than 50 per cent of households experiencing housing stress in Glen Eira are actually experiencing severe housing stress, as they are spending more than 50 per cent of their income on rent.

By 2036, the unmet need for affordable housing is anticipated to increase to 8,306 households. In order to meet this need, over half of all new dwellings up to 2036 would need to be affordable housing. As this is not considered a practical goal, the *Glen Eira Social and Affordable Housing Strategy 2019–2023* identifies a target of reaching the Melbourne rate of 3.3 per cent social housing by 2036. That is, housing that is managed by government or a registered housing association for affordable rental. This would require a further 1,800 social housing dwellings to be built (or 106 per year from 2019).

Council is advocating for potential ways of introducing inclusionary zoning, which would be a planning scheme mechanism to require a proportion of new residential development to be provided by the market as affordable or social housing. At present, Council negotiates with land owners who are interested in rezoning their land for residential development to reach agreements that result in the development of affordable and social housing should a rezoning take place. Council's recently adopted *Social and Affordable Housing Strategy* gives further support for this.

Along with many Councils in Victoria, Glen Eira City Council is identifying potential government-owned sites where funding from the State Government's Big Housing Build could be utilised to develop social and affordable housing.

Social and affordable housing





rental stress in Glen Eira in 2016



State-owned public housing dwellings in Glen Eira in 2016



Social housing dwellings owned by registered housing associations



Council-owned low cost rental dwellings

Council's targets

additional social housing dwellings per year from 2019 to 2036.

3.3% Melbourne's average of 3.3 per cent social housing met by 2036.

Source: SGS's Housing Assistance Demand Model provides information about households with different income levels and rent payments across Melbourne.

HOUSING AFFORDABILITY

The cost of housing has risen dramatically across Melbourne and in Glen Eira over the past two decades. Average wages have not risen nearly as rapidly.

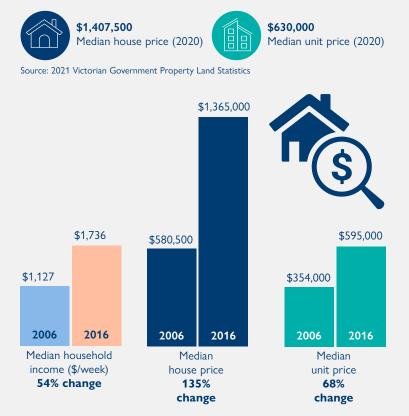
The following table shows how the median price of housing in Glen Eira has risen over the last 20 years versus the average salary over the same period.

The affordability of housing is the result of many factors including immigration, federal policy, state land tax and incentives and interest rates. State planning policy sets the broad context for providing land to meet projected housing needs, and at a local level, planning policy can have an influence on the supply of land for different degrees of change, within the context of the metropolitan planning strategy, *Plan Melbourne*.

Increasing the supply of dwellings within the municipality may have an influence on affordability.

However, as Glen Eira is part of a broader region and metropolitan area, increase in *our* overall supply only contributes as part of a wider effort to increase affordability.

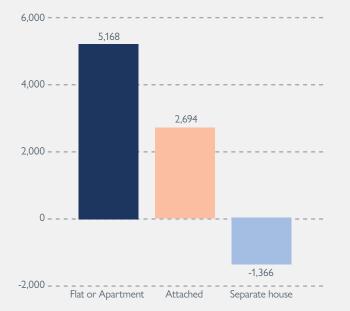
Locally, we can identify the types of dwellings that our policies allow for, to try to ensure that diversity of dwelling type and price points can be provided. This includes dwellings of a range of sizes and types that are likely to align with various household budgets.



Source: ABS 2006, 2016 Victorian Government Property Land Statistics

RECENT DEVELOPMENT

Over the five years between 30 June 2016 and 30 June 2021, the number of separate dwellings in Glen Eira declined by 1,366. This change has contributed towards the development of 2,694 units and townhouses (representing 66 per cent of new dwellings) and 5,168 apartments (representing 34 per cent of new dwellings) over this period.



Development over the past few decades has helped to replace ageing building stock. Apartment development in and near activity centres has also contributed towards housing diversity and opportunity. However, the side-by-side dual occupancy townhouse model has not improved housing diversity or affordability. This model tends to produce larger dwellings than those it replaces and the price of each new dwelling is similar to that of the house they replace (refer to Part 3 — Our Housing Challenges). In addition, the dwelling yield for this model is low (only one additional dwelling per site is provided).

The current planning controls are a key reason for the pattern of development that has emerged.

The Neighbourhood Residential Zone (NRZ) covers 70 per cent of all land in Glen Eira and 80 per cent of all residential zoned land. The version of the NRZ in Glen Eira's Planning Scheme includes rear setbacks, areas of private open space, and site permeability that are more substantial than the standard provision in the Planning Scheme (Clause 55 Res Code), and site coverage that is less.

These controls work to retain existing elements of neighbourhood character but substantially reduce the number of sites that can successfully accommodate more than two dwellings. In addition, the Garden Area requirement, which was introduced in all General Residential Zone and Neighbourhood Residential Zone areas in 2017 also reduces the number of sites suitable for multi-unit development, as this mandatory area requirement often competes with discretionary car parking requirements and vehicle access for space unless basements can be accommodated in a development.

The planning controls in the zone schedule were introduced some time ago to maintain a conventional density and lowrise character in Glen Eira. However, the widespread extent of their application (70 per cent of Glen Eira) and support for apartment development in and around activity centres have seen two types of development emerge: high density (apartments) in and around activity centres at one end, and large townhouses in the residential areas at the other. There is an important missing dwelling type in the middle: units and smaller townhouses.

With adjustments to the planning controls in some suitable areas, these could be supported while respecting most key elements of neighbourhood character such as landscaped areas and canopy trees.

Large townhouses and extensions to separate houses



Missing dwelling type - units and smaller townhouses



Apartments

3. Glen Eira City Council rates data 2016-2021



Recent development: Large side-by-side dual occupancy townhouses.

Recent development: Apartment development at a Major Activity Centre.



Recent development: Four-storey apartment development.

PART 3 OUR HOUSING CHALLENGES

WHAT HAS THE COMMUNITY TOLD US?

PHASES OF ENGAGEMENT

This Housing Strategy and the Neighbourhood Character Framework have been informed by professional research, as well as two phases of engagement with the community. There has also been community engagement on housing through other projects such as the Glen Eira 2040 Community Vision.

Phase 1 engagement: Face-to-face engagement to develop <i>Draft</i> <i>Housing Strategy</i>	July to August 2021
Draft Housing Strategy development	September 2021 to February 2022
Draft Housing Strategy presented to Council	1 February 2022
Phase 2 engagement: Community engagement to collect feedback on the Draft Housing Strategy	March to May 2022

Through our phase one engagement, the community has provided views that relate to various housing and development themes, as outlined in this section.

Feedback provided by the community as part of the Phase Two engagement (release of the *Draft Housing Strategy*) has helped to:

- > Refine the neighbourhood character assessments;
- Identify areas where further consideration was needed, and;
- > Provide an opportunity for Council to answer many questions people have about the challenge of planning for housing.

SUSTAINABILITY

In May 2020, Glen Eira City Council declared a climate emergency and joined the growing movement calling for urgent action to address climate change. Sustainability is a key concern for many members of the community. There is an interest in trying to ensure that canopy tree cover is increased and introducing requirements for sustainable design measures for new developments. There is general acceptance that the most sustainable and suitable locations for higher density development is in and around activity centres and fixed rail.

"I cannot stress enough that the additional housing has to have great design, made of quality materials, takes into account sustainability, will be able to withstand the changes in climate and that steps are taken to create new green and open spaces, have enough parking within the dwellings as well as shopping and park areas"

Glen Huntly resident, 35-49 years (Phase 2 engagement)

to is necessary to encourage less dependency on cars, school children need easy access to transport, businesses near public transport stations will benefit. Community, business and transports hubs should co-exist"

Ormond resident, 50–59 years (Phase 2 engagement)

"Tree canopies are essential for supporting character and climate change objectives. Losing tree canopies directly affects the climate" Murrumbeena resident, 50–59 years (Phase 2 engagement)

LOCATION

Residents talked about the following as key attributes they wanted to live near to: Public transport, followed by parks and recreation facilities, and shops and services.

"The context is key. There should be access to public transport and other amenities. It should be a location that encourages sustainable forms of transport over car use" Female, 25–34 (Phase 1 engagement) "Development should be kept within walking distance of public transport, I think train stations are the optimum of this but trams are a close second. I want to say walking distance is around 5km. I would like to see development focused to 5km of train/tram stations" Male, 18–24 (Phase 1 engagement)

"Needs change over time. Childcare, schools, and public transport have all been crucial at various times to our household, these things change priority over the years"

Elsternwick resident, 60–69 years (Phase 1 engagement)

QUALITY OF PLACE

Residents said they valued:

- > The sense of identity provided by heritage buildings and neighbourhood character.
- > Trees and gardens.

Residents expressed concern about:

- > The loss of canopy tree cover and its implications for neighbourhood character and ecological/climate reasons.
- > The quality of new buildings in terms of design, materials and finishes.
- > Traffic and car parking in relation to new development.

"I love the shopping strips, the multicultural vibe and the parks." Glen Huntly resident 35–49 years (Phase 1 engagement)

"Avoiding a business as usual approach and listening to the core message the community has. Council often just hears "anti development" or "anti apartment". But if you dig deeper some people have very valid concerns which can be resolved. This includes more landscaping in developments, stricter tree controls that retain large trees whilst allowing development to proceed, and nicer architecture." Murrumbeena resident, 25–34 years (Phase 1 engagement)



HOUSING DIVERSITY

Many members of the community are in favour of housing diversity to support a diverse community and to assist with affordability.

"Housing that is good quality allows for range of elderly interests and is quiet and safe." St Kilda East resident, 70 + (Phase 1 engagement)

"Your constant focus on young families means other demographics are often forgotten or excluded." Bentleigh East resident, 50–59 year (Phase 1 engagement)





AFFORDABILITY

Present and future housing affordability is a major concern for many members of the community. There is clear concern in relation to suitable and affordable housing options in Glen Eira for both aging members of the community and for young people.

"Young people are concerned about affordability and sustainability. Any work to improve these two factors would be welcomed." Bentleigh East resident, 18–24 years (Phase 1 engagement) "New starters and families are not able to get a reasonable size of unit in Glen Eira. If we liked to buy our own property, we might be able to afford the area of Cranbourne, Pakenham, I don't know how long we can afford the rental price in Glen Eira. It would be sad for some patients and myself in the future if I need to move out this area."

Murrumbeena resident (Phase 1 engagement)

People who work in the development industry have also provided views on affordability including:

"The planning process will need to deliver controls that allow developers to provide affordable accommodation. This will require Council to consider and deliver the minimum commercial requirements to make higher density developments feasible. If this is not the case, then apartment developments will not get financed and not get off the ground.Failure to do this will only result in projects such as townhouses that won't provide any/enough affordable housing." Builder (Phase 1 engagement)

"Too restrictive in NRZ1 zone. Forced to build larger units.Too expensive for young families. They either have to move out of Caulfield, or live in apartments" Builder (Phase 1 engagement)

PLANNING FOR FUTURE HOUSING NEEDS

1111

POPULATION AND HOUSEHOLD PROJECTIONS

To plan for future housing, we need to understand the likely demand for housing in the future. We also need to understand how current planning policy and zoning controls are placed to support future housing needs.

Population growth, longer life spans and evolving life stages and an increase in the average household size have all contributed to housing demand in the City of Glen Eira. Victoria in Future (VIF 2019) is the State Government's projection of population and households. As part of the inner south-east region of Greater Melbourne, Glen Eira is anticipated to grow by approximately 30,000 people between 2021 and 2036. VIF projects approximately 13,000 dwellings to be needed to support this growth. However, this does not reveal the types of dwellings needed. A housing capacity and demand analysis has been prepared by SGS Economics and Planning to forecast the overall needs and mix of dwelling types we are likely to need to 2036.

GREATER MELBOURNE

Population: 2016: 4,714,400 2036: 6,884,100

+2,169,700 People (2016-2036)

INNER SOUTH-EAST REGION

Population: 2016: 539,770 2018: 557,080 2021: 576,370 2036: 671,650

+95k People (2021–2036) +47k Dwellings (2021–2036)



CITY OF GLEN EIRA

Population: 2016:140,875 2018:153,860 2021:158,880 2036:188,210

+30k People (2021–2036) +13k Dwellings (2021–2036)



Greater Melbourne, inner south-east region and Glen Eira population and dwelling projections (Sources: *Plan Melbourne*, DELWP 2017, Victoria in Future 2019 and Estimated Resident Population 2021, ABS 2020)

Glen Eira's population is anticipated to grow from 148,580 in 2016 to around 188,200 in 2036 (see Figure 10). This equates to an average of approximately 2,000 additional residents per year. While the rate of anticipated growth is less than the recent high rates of growth between 2011 and 2017, which were approximately 3,000 per year, current growth trends are still significant. The current rate of growth represents a 26.6 per cent increase in population over 20 years.

In 2020, Glen Eira's population increase was lower than in previous years (likely due to the COVID-19 pandemic). Nevertheless, the population will continue to rise.

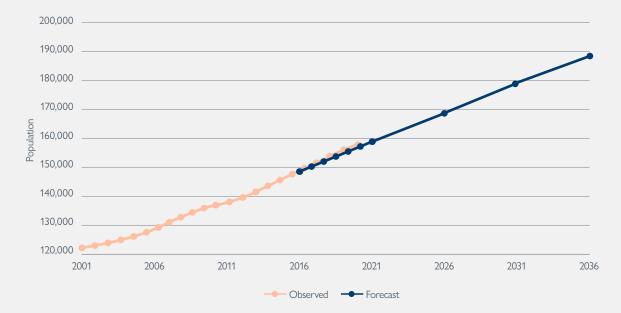


Figure 10: Forecast population growth to 2036 (SGS Economics and Planning 2022, based on ABS Census data and VIF 2019 projections)

As the 55–64 and 65–74 age groups (which have both grown consistently since 2006) move into the 75+ age group, the 75+ age group is anticipated to increase in size.

Based on household trends, it is anticipated that approximately 12,230 additional dwellings will be needed between 2021–2036. This is comprised of an anticipated demand for medium density¹ (units, townhouses or apartments in a building up to two storeys) and high density² (apartments in a development of three or more storeys). The number of separate houses is anticipated to continue to decline to 2036.



Figure 11: Yearly change in population growth (SGS Economics and Planning 2022, based on ABS Census data and VIF 2019 projections)

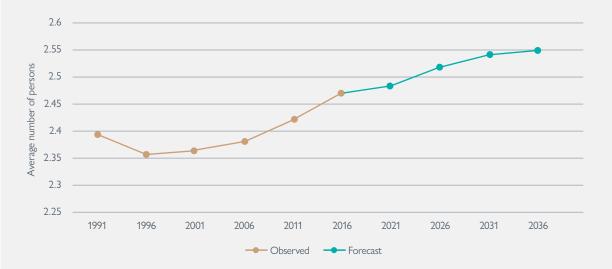


Figure 12: Change in household size to 2036 (SGS Economics and Planning 2022, based on ABS Census data and VIF 2019 projections)

Recent trends have shown the average household size increasing. If the trend continues, average household size would increase to 2.55 people to the year 2031 and then level out to 2036. This is partly due to the changing composition of households including:

- > An expected increase (albeit slight) in the proportion of households that are couples with children.
- > An increase in the number of young adults living at home with parents rather than moving out to form lone person or share households.
- > A continued slight decrease in the proportion of lone person households.
- > An expected increase in the average household size of couples without children (ie: couples with other people sharing), group households and shared accommodation including more older people in shared accommodation.

All household types in Glen Eira are projected to increase in number except lone person households. The following household types are listed in order of those that will see the greatest increase to the smallest.

- 1. Couples with children households
- 2. Couples without children households
- 3. Group households
- 4. One-parent households
- 5. Multi-family households

Figure 13 shows household projections prepared by SGS Economics in Glen Eira to the year 2036, based on recent trends.

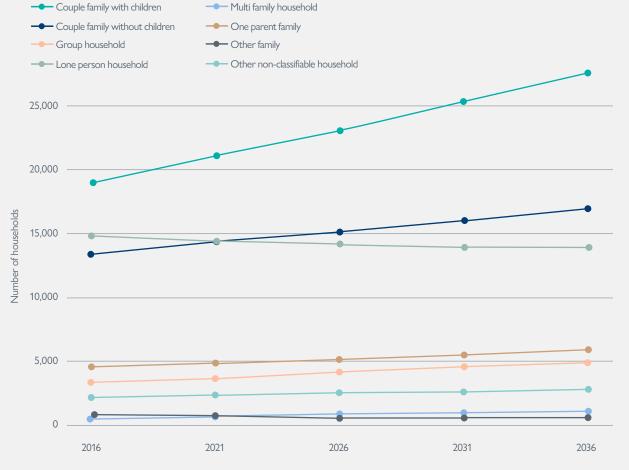


Figure 13: Projected household numbers by type (SGS Economics and Planning 2022, based on ABS Census data to 2016 and VIF 2019 projections)

2021 Census data (collected in August 2021) has slightly deviated from the above projection for 2021 as people have left group households to form lone-person households following the lockdowns. This is anticipated to be a short-term trend and the above trends to 2036 continue to be the well-informed.

WHAT TYPES OF DWELLINGS DO WE NEED?

To determine the types of dwellings needed to meet the City of Glen Eira's future housing needs, a number of resources were reviewed.

The types of dwellings we will need to 2036 have been informed by:

- > Reviewing household and dwelling (development) trends and demand projections to 2036.
- > Reviewing the housing/land capacity and likely uptake of capacity for dwellings of different densities to 2036 under our current policy settings.
- > Considering whether our policies will support the types of dwellings we need and whether our current housing diversity may be contributing to the local affordability issue.

Household and dwelling trends

Census data has been used to show the proportions of each household type that lives in each dwelling type. This is commonly referred to as 'revealed housing preference'. The figures show the type of dwelling that households have chosen under recent conditions, including for example, affordability.

It does not reflect the types of dwellings that households would choose if there were no barriers, such as affordability.

Residential density definitions

While the concept of dwelling density can be subjective (ie. relative to location), the residential density definitions from the Australian Bureau of Statistics have been adopted for the *Housing Strategy*, as the analysis has relied on *Census* data.

The density definitions are:

Separate houses	This is a house which is separated from other dwellings by a space of at least half a metre		
Medium density	Semi-detached, row or terrace house, townhouse etc. with one storey Semi-detached, row or terrace house, townhouse etc. with two or more storeys Flat or apartment in a one or two storey block Flat or apartment attached to a house		
High density	Flat or apartment in a three or more storey block		
Other dwelling	Caravan Cabin or houseboat Improvised home, tent, sleepers out House or flat attached to a shop, office etc		

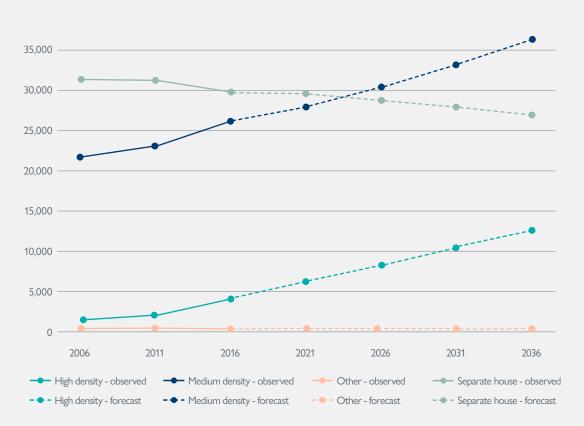


Figure 14: Historic and forecast housing demand by SGS Economics and Planning 2022 based on ABS Census data to 2016

Based on recent trends, it is predicted that:

- > The growth in preference for medium and high-density housing will continue.
- Separate houses tend to be most popular in couples with children, one parent families and multi-family households, followed by couples without children.
 However, they will continue to decline as a 'revealed housing preference' among all household types.
- Medium density (units, townhouses and apartments in a development up to two storeys) tends to be most popular in group households, lone person households, other families and couples without children.
- > A dramatic shift towards medium density is forecast for couples with children based on the recent upswing. Revealed preferences indicate couples with children will continue to prefer not to live in high density. However this may change over time as apartment design adapts and evolves to serve more needs.
- > Preferences for high density are highest in group households, lone person households, other families and couples without children (the same household types that favour medium density).

Despite the average household size increasing, the trends indicate that demand will be predominantly for medium and high-density dwellings into the future rather than for separate dwellings. Affordability is considered to be a key factor in the trends.

Additionally, there is considered to be capacity among many Glen Eira households to live in smaller dwellings than at present, based on the 'dwelling suitability' measure outlined in Part 2 — Glen Eira Today.

Housing diversity is important so our community can continue to include households of various types. This enables people to remain connected to family and community through different life stages.

"We need small houses and units for families to live in and the empty nesters. Also for the elderly" Glen Eira resident (Phase 2 engagement)

Accessible and liveable dwellings

Approximately 3,000 Glen Eira residents require some form of assistance due to a severe activity limitation including mobility. There would therefore be many more Glen Eira residents who are able to live independently without assistance but have mobility challenges brought about for many reasons including old age. As the population in Glen Eira is expected to see a continued increase in the number of people aged 65 and above, over the next decade, accessibility of dwellings will continue to be an important housing need. Families with young children and prams and people with temporary injuries also have mobility challenges in dwellings that are not designed with adequate accessibility in mind. Homes of the future should be designed to allow for better access and movement to support residents through various experiences and life stages.





"We have an issue where many properties are not accessible for people with disabilities" Glen Eira resident (Phase 2 engagement)

Ability to provide for housing under the current policy settings

The current policies and controls in the Planning Scheme that affect residential development are based on:

- Council's minimal change and diversity areas policies from 2002.
- > The suite of residential zones introduced statewide in 2013. These zones include height limits.
- > The schedules to the zones. Some of these include specific requirements such as minimum private open space areas and rear and side setbacks.
- > The introduction of the garden area requirement in 2017 that currently applies in the Neighbourhood Residential Zone and the General Residential Zone.
- > Heritage and neighbourhood character overlays.
- > Car parking requirements.

A capacity model has been created to indicate whether our housing needs are likely to be met under the current policy settings (based on the likely rates of uptake) to 2036 and beyond. "Capacity" in this context means, whether enough dwellings and the right mix of dwelling types are able to be developed by 2036 under our current zoning and planning controls to meet our projected housing needs. The model has been used to understand:

- > Whether the policy settings can support the overall number of dwellings likely to be required, and;
- > Whether the policy settings can support an adequate number of the types of dwellings likely to be in demand.

The *Housing Strategy* focuses on the period to 2036, although housing needs beyond that need to be considered.

Capacity is not the only factor in assessing our ability to meet the projected needs. The take up rate of development needs to be considered too. While policy may allow development to occur, it may or may not be taken up, either in the short term or into the future.

The model is only an indicator. Historic uptake rates of development in each zone can be used to indicate, if and when, capacity of different types may be taken up. In this way, when capacity exceeds anticipated demand, it demonstrates there will be adequate provision of housing into the future. The focus can then be on ensuring policies and controls guide sustainable outcomes, neighbourhood character and built form.

	MODELLED DWELLING TYPE DEMAND TO 2036	CAPACITY BASED ON CURRENT POLICY (BASE CASE 2)	LIKELY UPTAKE OF CAPACITY BASED ON DEVELOPMENT RATES (2016–2021)	DIFFERENCE BETWEEN MODELLED DEMAND AND LIKELY UPTAKE TO 2036	
Separate houses	(-2,672)	NA	(-3,999)	2,404 less than required to	
Attached dwellings	8,447	18,704	7,370	2036*	
Flats and apartments (and other dwellings)	6,459	31,658	16,421	9,962 more than required to 2036	
Total	12,234	50,363	19,792	7,556 more than required to 2036	

Table 1: Modelled dwelling type demand and capacity under current policy, based on recent past development rates*. Source: Glen Eira Housing Capacity and Demand Analysis, SGS Economics and Planning

* This table highlights the anticipated shortfall in attached dwelling capacity (medium density) under current policy. The modelled uptake rate (third column) results in a decline in separate houses that is greater than the modelled (negative) demand for separate houses (first column), which would mean that some households normally seeking separate houses in Glen Eira would seek attached dwellings as an alternative (approximately 1,300 dwellings). This would lead to additional demand for attached dwellings than the likely net uptake shown in the table (7,370). This is why the far-right column combines separate houses and attached dwellings.

Ability to provide for the overall number of dwellings anticipated

With capacity for a net increase in dwellings of approximately 50,000 in the City of Glen Eira, there is adequate capacity under the current policy settings to provide for the 12,234 dwellings likely to be needed (and 13,160 dwellings in parallel with the VIF projections). Despite there being capacity under the policy settings to accommodate the overall population over the next several decades, Glen Eira faces a challenge in terms of meeting the needs of the growing community in terms of dwelling types that will likely be needed for a range of household types under the current policy settings.

Ability to provide for the types of dwellings anticipated to be needed

Of the anticipated demand for dwellings to 2036, 8,447 are expected to be medium density dwellings and 6,438 high density dwellings. Medium density is not adequately supported under the current settings.

High density (apartments)

There is adequate capacity under the current policy settings to meet demand for high density development (three plus storey apartment development) up to and beyond 2036. This capacity is spread between the General Residential Zone, the Residential Growth Zone, Commercial 1 Zone, Comprehensive Development Zone and Mixed-Use Zone. Most of the land zoned for apartments is in and around activity centres, where planning for housing coincides with our planning for activity centres. Planning for activity centres must consider land use for a 15–20-year timeframe and onwards to a 30-year horizon. Capacity to cater for high density demand beyond 2036 is important and places Glen Eira in a good position to maintain the City's liveability by focussing on policies and controls that improve the planning application process.



Three storey apartment building.



Four storey apartment building.

Medium density (units/townhouses and apartments up to two storeys)

There is a lack of capacity to meet the needs of households anticipated to be seeking medium density dwellings to 2036 and beyond. The shortfall is estimated at around 2,400 dwellings, due to a) the projected shortfall in medium density dwellings and b) making up for the reduction in separate dwellings that would come about to provide them. While there appears to be 'capacity' for an adequate number of medium density dwellings, the majority of these dwellings built in Glen Eira are large, attached townhouses built 'side-byside'. Therefore, most of the 'medium density' dwellings we are producing are not really meeting a medium density need. They are a new form of large dwelling, or a contemporary replacement for the separate house. The large townhouses are generally as expensive as separate dwellings and do not provide a more affordable housing option. Additionally, there is not a sufficient supply of medium density dwellings (of any size) to meet the demand for medium density housing due to



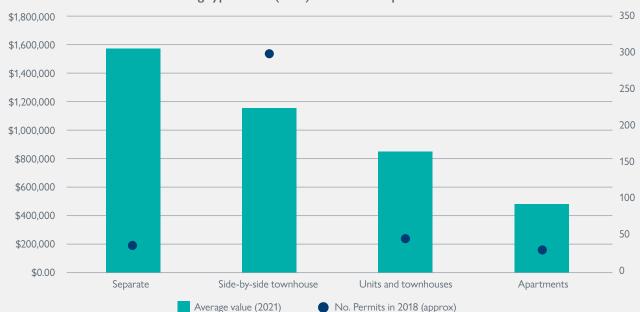
Side-by-side dual occupancy townhouses.

the specific controls within Schedule 1 to the Neighbourhood Residential Zone which is restricting potential to deliver new dwellings across the majority of Glen Eira.

Approximately 300 planning permits are issued per year in Glen Eira for large side-by-side dual occupancy townhouses, in contrast with fewer than 50 permits per year being issued for developments of three or more units or townhouses on a block. The Figure 15 below illustrates that with so few small units and townhouses being approved, there is a missing product in our housing types to serve the needs of households that will not live in apartments but cannot afford large homes (side-by-side townhouses). The requirements of the Neighbourhood Residential Zone Schedule 1 restrict development on most sites to two dwellings. The garden area requirement also restricts the number of units on a block in the Neighbourhood Residential Zone and General Residential Zone. The controls therefore reduce the number of sites that can support smaller multi-unit development of three or more dwellings while meeting the various planning requirements.



Three unit/compact townhouse development in neighbouring municipality.



Dwelling type values (2021) vs number of permits issued in 2018

Figure 15: Dwelling type values versus number of permits issued in 2018 (by dwelling type). Source: Glen Eira City Council rates data and permit data.

Affordability

The lack of smaller townhouses and units is not only problematic in terms of housing diversity, it also reduces the number of more affordable dwellings available. On average, larger side-by-side townhouses developed in Glen Eira are valued by Council at more than \$1 million. Units and other smaller attached and semi-detached townhouses are valued at an average of \$855,000 and apartments are valued at under \$500,000 on average⁴.

With far fewer new units and smaller townhouses being constructed compared to larger side-by-side townhouses, additional medium density dwellings are needed to meet the anticipated demand and to provide for diversity and affordability in our dwelling stock. Most household types seek medium density dwellings. This includes young people looking to purchase their first and second homes, share households, families and older residents looking to downsize from larger dwellings.

Car parking requirements (ie. the requirement for one off-street car parking space for each one and two-bedroom dwelling and two car spaces for three plus bedroom dwellings) contribute significantly to the cost of housing. Off-street car parking to the extent expected by the Planning Scheme is necessary in some areas that are less well-connected to public transport and amenities, but less onsite car parking may be appropriate in well-connected areas to support housing diversity, affordability and landscaping outcomes.

Aged care

As our population ages, planning policy must support the development of aged care facilities to meet the community's needs. The use of land for residential aged care is supported in all residential zones as well as in the Commercial 1 Zone and in the Comprehensive Development Zone.

Council's Aged Persons Housing Policy at Clause 22.10 of the Planning Scheme encourages residential aged care facilities to be located in the Housing Diversity Areas and discourages this land use in Minimal Change Areas unless the sites are well served by infrastructure. The Policy also discourages consolidation of lots for aged care unless on a main road. Aged care facilities however often require large sites that need to be consolidated.

Land around activity centres tends to command higher property prices. The high price of suitable sites in Glen Eira may currently present challenges for the development of new aged care facilities. In addition, local planning policy may discourage the take up of land for residential aged care.

Accessible and liveable dwellings

Universal access in the design of new homes is encouraged by the Planning Scheme for new apartments (Clause 58.05). However, the minimum standards for design and construction of all dwelling types are provided by the National Construction Code (formerly, the Building Code of Australia). In 2022, the National Construction Code was updated with new standards for the construction of all new detached houses, townhouses, units and apartments. The new standards are based on the *Liveable Housing Design Guidelines (LHDG)* and provide better minimum standards for dwelling access and entry, internal doors and corridors, bathrooms, toilets and showers. The standards will benefit many households, including families with young children and prams, people with temporary injuries, residents with a disability and aging residents.

HOW CAN WE ADDRESS OUR HOUSING NEEDS?

Our identified housing needs are:

- Housing diversity additional genuine medium density dwellings (units and smaller townhouses)
- > Affordability
- > Social and affordable housing
- > Aged care

The options available to enable us to meet these needs are considered in this section.

Medium density

The following outlines proposed ways to support greater diversity in medium density housing, whilst ensuring quality landscape outcomes are achieved. The proposed changes will still require further analysis and modelling to ensure that appropriate outcomes are achieved, and that unintended consequences are identified. Following the analysis and modelling, should better replacement provisions be found to be feasible, then a formal planning scheme amendment process will be required to implement the new provisions. This process will include further community consultation and review by an independent expert panel.

Council's role in addressing the anticipated shortfall of units and small townhouses and the associated affordability implications is to ensure our *Housing Framework Plan* and residential zone controls enable an adequate provision of land to support this type of housing.

Housing Framework Plan

The Housing Framework Plan (provided at Figure 16) largely re-confirms the existing level of change in the residential zones shown in *City Plan* but with some differences aimed at:

- > Enabling the uptake of sufficient land for the construction of medium density dwellings.
- Confirming the extent of the Residential Growth
 Zone and General Residential Zone around the Major
 Activity Centres.
- > Balancing our housing needs with the policy objectives and key community priorities of landscaping and neighbourhood character.

The change areas identified in the *Housing Framework Plan* correspond with proposed zoning with schedules to support the levels of change sought. The following outlines the ways the proposed new zone schedules will be prepared to support medium density development.

Neighbourhood Residential Zone (NRZ)

In limited locations in Glen Eira, it is proposed to explore the introduction of an additional NRZ schedule to areas identified on the framework plan (Figure 16) as Incremental Change Area 2. These areas include land close to railway stations and tram routes or in other well-serviced locations near activity centres. These locations can accommodate some change but neighbourhood character needs to continue to be respected.

The schedule would continue to support development of up to two storeys that responds to neighbourhood character and landscaping objectives but may deliver three or more dwellings on a lot. The schedule would be less restrictive than the current NRZ1 schedule. It would include standards that are closer to the default ResCode standards for private open space, site coverage, permeability and side and rear setbacks than the existing NRZ1 Schedule. Apartment development up to two storeys would continue to be allowed.

General Residential Zone (GRZ)

The Housing Strategy contemplates new planning provisions to replace the Garden Area requirement for General Residential Zone areas along public transport routes and some areas around our activity centres. These areas are identified as Substantial Change Area 1 (Figure 16).

The General Residential Zone enables multi-unit development of up to three storeys. However, the current planning provisions (that include the Garden Area requirement) are not delivering the landscape outcomes expected by our community and Council strategies.

The Garden Area requirement is not a requirement to plant a garden. It does not require the retention of canopy trees and does not require the planting of canopy trees.

It simply requires a certain amount of land to be set aside around new development. In many cases, the Garden Area land that is set aside does not support meaningful planting.

The Housing Strategy recommends preparing new, replacement planning provisions that will positively encourage the retention and planting of canopy trees. This would support the aims of Council's Urban Forest Strategy and Our Climate Emergency Response Strategy. If suitable alternatives are not identified, the requirement will remain in place.

The Housing Strategy does not provide the new provisions but directs that new replacement provisions are investigated and prepared. Significant analysis and modelling is still required. Following the analysis and modelling, should better replacement provisions be found to be feasible, then a planning scheme amendment including community consultation will be required.

Affordability

Affordability could be improved by providing for the delivery of a range of housing options. Increasing the number of medium density developments (as outlined above) would improve choice and, in turn, provide more affordable options for many households than is currently available in Glen Eira.

Providing for additional dwellings on a lot in wellconnected locations and balancing this with our climate change commitments could be supported by investigating innovative lot configurations that:

- > Provide quality smaller floor plans by conceptualising 'space' in three dimensions (ie. providing for a sense of space with increased ceiling heights and connection to outdoor areas rather than substantial floor area).
- Investigate the merits of reduced off-street car parking for medium density dwellings in well-connected locations.
- Prioritise internal and external amenity of dwellings (including landscaped private and communal open space).

Social and affordable housing

The substantial need for social and affordable housing dwellings is summarised in Part 1 of this *Strategy*. To address the shortfall, action is needed by both the public and private sectors. There are currently limited opportunities for Council to require affordable housing be constructed as part of new developments. There are currently no statutory mechanisms within the Victorian planning system that require a certain percentage of dwellings as part of planning applications to be affordable for those on low and moderate incomes.

While Council continues to advocate for new policy mechanisms (ie. inclusionary zoning), in accordance with the *Social and Affordable Housing Strategy*, Council will request the development of social and affordable housing through negotiations on the rezoning of non-residential land to allow for new housing in developments that will have a yield of 20 dwellings or more and encourage a contribution of five per cent of dwellings to be provided as social or affordable housing in planning applications for developments that will have a yield of 20 dwellings or more. Additionally, councils and the State Government can pursue the development of social and affordable housing through the State Government's Big Housing Build program. Council has undertaken to identify potential sites for social and affordable housing that are owned by Council or State Government.

Aged care

Residential aged care could be supported in all areas where the land use is permitted in the zone. Policy should guide design responses to provide for suitable outcomes in relation to on-site and off-site amenity, built form and neighbourhood character.

A revised local policy relating to aged care facilities is recommended to ensure that aged care is viewed as an important and welcome form of accommodation in Glen Eira and allows local members of the community to age in place.



Accessible and liveable dwellings

The National Construction Code (formerly, the Building Code of Australia) will continue to provide the standards for accessible and liveable dwellings. Clause 58.05 of Planning Schemes will continue to guide accessibility in the design of new apartments.

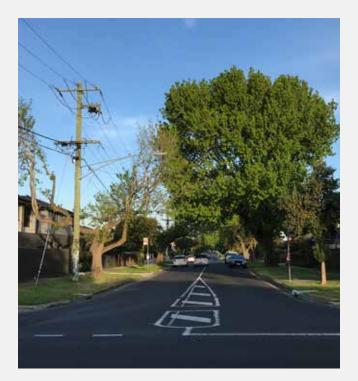
As planning approval is sought in the early stages of a development project (prior to building approval), there is an opportunity for Council to promote accessible and liveable dwellings by encouraging applicants to incorporate accessibility into the early stages of design for all dwelling types, through the Planning Scheme.

NEIGHBOURHOOD
CHARACTER
HERITAGE AND
GREENING AND
COOLING'

PRIORITIES INFLUENCING HOW WE GUIDE HOUSING DELIVERY

Neighbourhood character, landscape and heritage are longstanding priorities for planning in Glen Eira. The emerging priority of 'greening and cooling' has come about as the extent of hard surfaces in our suburban and urban areas has increased and there has been a noticeable loss of tree canopy cover as sites are redeveloped. This contributes to the urban heat island effect which can make outdoor spaces unpleasant or uninhabitable in the warmer weather for people, as well as for birds and other wildlife.

These considerations are interrelated and must be front of mind as we plan for housing for the future. On face value, these considerations may appear to compete with the need for additional housing. However, given the findings of the capacity and demand analysis, Glen Eira is well-placed to investigate and respond to opportunities to creatively accommodate the growing population and strengthen our approach to supporting character, heritage and landscape/ greening and cooling outcomes through the planning system.



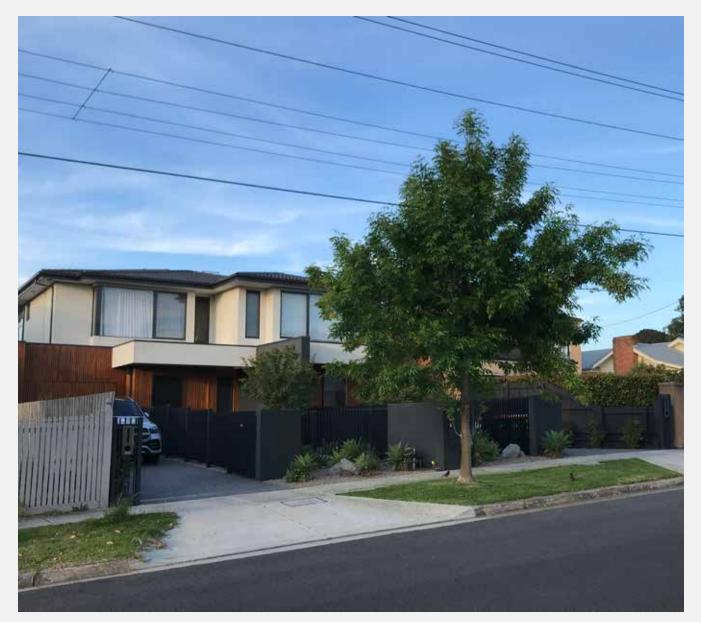
Neighbourhood character

Neighbourhood character is the coming together of various elements of the public and private realms. It includes building height, scale, architectural style, building materials, and the landscaping and spaces in between.

All areas have a character and what we each value about the character of a place can be different. We hear often from the Glen Eira community that gardens and trees are important elements of the character of their areas. Some people would like to see the lower scale of buildings in their area be retained. Some members of the community believe there is a need to sustainably provide for housing diversity and transition the character of some areas accordingly with some careful thought in relation to future character.

It is important that the policies used for assessing planning applications provide objectives and requirements for guiding design outcomes that are consistent with the preferred future character for an area. The preferred future character of an area is identified by considering the degree of change planned for the area as well as elements of the existing character that can either be retained or used to influence future character.

Neighbourhood character assessments of all residential areas of Glen Eira were conducted in 2006 and 2014 and a new Council-wide neighbourhood character assessment has been prepared for this *Strategy*. In Glen Eira, there are currently 13 areas that are covered by the Neighbourhood Character Overlay (NCO). These areas have been included in the NCO based on specific criteria including that the area is exemplary, rare or atypical within the context of the surrounding residential neighbourhoods and strongly retains the character of the original or early eras of development. Proposed development in these areas is assessed against neighbourhood character objectives defined in a statement of neighbourhood character.









A review of the 2014 neighbourhood character assessment and new assessment was undertaken in 2021 to help inform this *Housing Strategy*. Please refer to Volume 1 of the *Neighbourhood Character Assessment* and *Future Character Framework*. The assessment:

- > Reviewed changes to neighbourhood character in the residential zones since 2014.
- > Updated character descriptions and adjusted the neighbourhood character area boundaries where necessary.
- Examined built-form and character in the residential zones close to the major activity centres at Carnegie, Bentleigh and Elsternwick, where existing *Structure Plans* are currently being revised.
- > Identified suitable locations for the types of dwellings that will be needed to 2036 and beyond by integrating the results of the housing capacity and demand analysis with the location of amenities, lot size and neighbourhood character.
- > Prepared new Preferred Character Statements to help inform the drafting of new residential zone schedules that will guide development to balance our housing needs with neighbourhood character and landscape values.

The new assessment did not specifically consider whether the existing Neighbourhood Character Overlays were appropriate. However, it is observed in the assessment that the character of these areas has not noticeably changed since the introduction of the overlay.

The Glen Eira Neighbourhood Character Assessment 2022 (including the Preferred Character Statements) supports this Strategy as a technical document.

The assessment confirms that Glen Eira has a range of garden suburban neighbourhoods of varying densities and with different architectural styles as their base, due to the varying eras of development. Our more urban neighbourhoods are in the central and northern areas of the municipality, with pockets of more heavily landscaped areas also in the north. The south-eastern areas that were developed largely in the 1950s–1970s tend to have more space around dwellings and currently, a sparse landscape character than in the northern areas.

Given the strong contribution that trees and landscaping make to the character of our neighbourhoods and the high priority placed on landscaping by the community, a landscape assessment has been prepared to support and complement the neighbourhood character assessment and to help inform a response to our tree canopy loss and future character outcomes relating to landscaping.

Aside from assessing existing neighbourhood character across all residential areas, the neighbourhood character assessment considers opportunity locations for additional medium density development, in response to the identified gap in housing provision. The opportunity areas were identified by considering land that is in the Neighbourhood Residential Zone and are:

- > Within 200 metres of a tram stop
- > Within 400 metres of a train station
- > Within 800 metres of an activity centre
- > In an area with sites over 600 square metres in area and not strata titled
- Not affected by a Heritage Overlay or Neighbourhood Character Overlay

The assessment of those areas found that from a neighbourhood character perspective, the housing diversity sought (units and smaller townhouses in developments of more than two units and up to two-storeys) can be readily accommodated with the guidance of preferred character statements. The assessment recommends managing outcomes in accordance with the proposed Preferred Character Statements.

The change areas indicated by the Housing Framework Plan, and their justifications are detailed in Part 4 — Glen Eira Tomorrow.

"Please protect the neighbourhood character as it is what makes Glen Eira special" Glen Eira resident, 2022

Heritage

Our heritage places make important contributions to the identity of our neighbourhoods and centres. There are many precincts and individual heritage places that are identified in the Heritage Overlay. While this project has not involved any heritage assessments, Council continues to identify places which meet the HERCON criteria for heritage protection and proposes their addition to the Heritage Overlay.

Applications for development on sites in the Heritage Overlay are assessed against the heritage objectives of the overlay and the local heritage policy at Clause 21 of the Planning Scheme.



Heritage house.

Landscape and 'greening and cooling'

Council is aware of community concern in relation to the loss of trees and the impact this has on the landscape, local biodiversity and air quality. Council declared a climate emergency in May 2020. Council's *Our Climate Emergency Response Strategy 2021–2025* states that,

"Buildings of the future will be expected to do more with less, maintain affordability and amenity and be creative in how they provide vegetation and ecological benefit for the community" (page 18).

Council adopted its Urban Forest Strategy in June 2021. The Strategy focuses on tree canopy and landscape across the municipality. It reports that between 2014 and 2018, Glen Eira lost 0.3 square kilometres worth of tree canopy, which is equivalent in area to 17 MCGs. The Urban Forest Strategy seeks to recover some of the lost canopy tree cover on public land throughout the municipality, including street trees that are being lost to additional vehicle crossovers on sites that accommodate multiple dwellings. However, much of the canopy tree loss is occurring on private land and most land in Glen Eira is privately owned. Council wants our Planning Scheme and other policies to better encourage retention and planting of canopy trees on private land, so that as we grow to accommodate a larger population, we will still enjoy the benefits of a healthy, leafy and biodiverse City.

"Once heritage homes and established gardens are gone, they are lost forever." Glen Eira resident, 2022 "Urban greenspace (including small to medium areas on private properties) is necessary for mental health, private and neighbourhood amenity, reducing (or not worsening) urban heat island effects and retaining some permeable surfaces to manage runoff, particularly during severe rainfall, which may become more frequent with climate change". Glen Eira resident, 2022

"I believe it is paramount that all developments incorporate landscaping that is meaningful to both character and climate change Including apartment buildings" Glen Eira resident, 2022

HOW CAN WE SUPPORT NEIGHBOURHOOD CHARACTER, HERITAGE AND 'GREENING AND COOLING' IN GLEN EIRA?

Neighbourhood character

A degree of change is anticipated in all residential zones to accommodate our growing population. The neighbourhood character assessment and landscape assessment together with the housing/capacity assessment, have helped inform the preparation of a new *Housing Framework Plan* (refer to Figure 16). The *Plan* shows how various degrees of change will be directed to certain residential areas. The *Housing Framework Plan* is supported by a set of preferred character statements that articulate the degree of change planned for the neighbourhoods. This is so we can aim to meet future housing needs while responding to neighbourhood character as the City evolves.

The preferred character statements will inform new design objectives, standards and requirements for the Planning Scheme including objectives and requirements in the schedules to the residential zones. Please refer to the Neighbourhood Character Assessment for further details.

Heritage

Our heritage policies, including the Heritage Overlay, stand alongside our residential zones, housing policies and our neighbourhood character policies in the assessment of planning applications. Heritage fabric and heritage precincts influence neighbourhood character and this is reflected in the neighbourhood character assessment.

This *Strategy* will contribute towards revising our residential and neighbourhood character policies and controls. However, changes are not proposed to heritage policy as part of the *Housing Strategy*.

Where appropriate, the *Housing Strategy* can propose to adjust zoning to better align with existing Heritage Overlays.

Landscape and 'greening and cooling'

A landscape character assessment was prepared to support the *Strategy* to help establish an approach to encouraging meaningful and well-integrated landscaping in new developments, including canopy trees. The assessment identified that Glen Eira relies on the 'designed' landscape (rather than native vegetation and biodiversity) more than most places for its visual character. The existing landscape character types have been reviewed, and proposed character types are recommended to assist to form new policy and support decision making. The assessment states:

For new landscape design to be effective, that is, to establish an appropriate character, it must be capable of establishing:

- > A visual scale that integrates with the public realm.
 Residential development must maintain a 'human scale'.
 A human scale often relates to the height of large trees.
- > A specific relationship between the design of the landscape and the design of the building.
- Some capacity for flexibility within the landscape design
 a capacity for growth and change over time.

Using this advice, Council can investigate ways to better guide the integration of landscape design and canopy tree planting into new development, via the planning scheme. Council can also investigate ways to discourage the removal of existing canopy trees using local laws.









Landscaping and tree planting incorporated into new residential development

PART 4 GLEN EIRA TOMORROW

HOUSING STRATEGY

HOUSING FRAMEWORK PLAN, GOALS, OBJECTIVES AND ACTIONS

The Housing Strategy establishes a set of goals informed by background research, *Planning Practice Notes* and community engagement. Each goal includes objectives and actions that outline how Council will aim to achieve the identified goals.

The Housing Strategy is supported by a Housing Framework Plan (Figure 16) and a Neighbourhood Character Framework which will guide delivery of the actions outlined in the Plan.

The goals are:

- 1. Diverse housing to support a diverse community
- 2. Sustainable land use and walkable neighbourhoods
- 3. Quality, character, greening and sustainability in our neighbourhoods

Housing Framework Plan

To enable the *Strategy* to pursue a balance between a range of important objectives, the *Housing Framework Plan* is used to distribute the varying degrees of growth ('change areas') across Glen Eira. The *Housing Framework Plan* is provided at Figure 16. Each 'change area' will support a slightly different mix of dwelling types and built forms. A list of the anticipated development types for each change area is provided in the table on Page 83. The *Housing Framework Plan* aims to distribute change areas to contribute to:

- > Housing diversity Identifying locations where genuine medium-density development can occur.
- > Sustainable land use Directing the highest forms towards activity centres and transport connections to provide access to existing amenities.

> A framework to achieve quality character, built form and landscape outcomes in each area — being a predominantly Garden Suburban municipality, the majority of the municipality will continue to be identified as either Minimal Change Area or Incremental Change Area (1), which both align with the Neighbourhood Residential Zone (max. two storeys). Additional change is identified for some locations where the locational advantages and present character and policy suggest it would be appropriate.

A key issue associated with our current policy relating to residential development is ensuring our residential zone schedules contain robust and useful design and neighbourhood character objectives to support quality character outcomes in each change area. The work prepared for this Strategy (including the Housing Framework Plan) is the first step towards updating the residential zone schedules. The research towards the Housing Framework Plan included a neighbourhood character assessment of all residential areas (except the Residential Growth Zone areas with a Heritage Overlay that will be assessed as part of the structure plans), to provide an important input for considering how to distribute the different levels of change throughout Glen Eira. The assessment also supports the preparation of new preferred character statements, which will help to guide outcomes associated with the change areas and inform the new design and neighbourhood character objectives of the residential zone schedules. The locations of the character areas are shown in Figures 16-20. The associated character statements are found in Volume 2 of the Neighbourhood Character Assessment and Future Character Framework.

GLEN EIRA HOUSING STRATEGY 2022

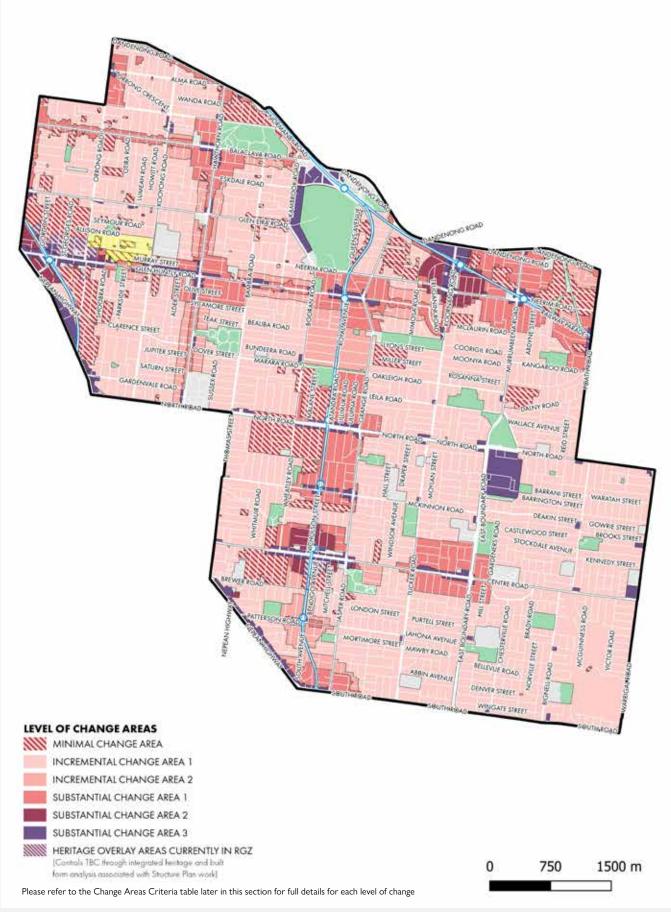
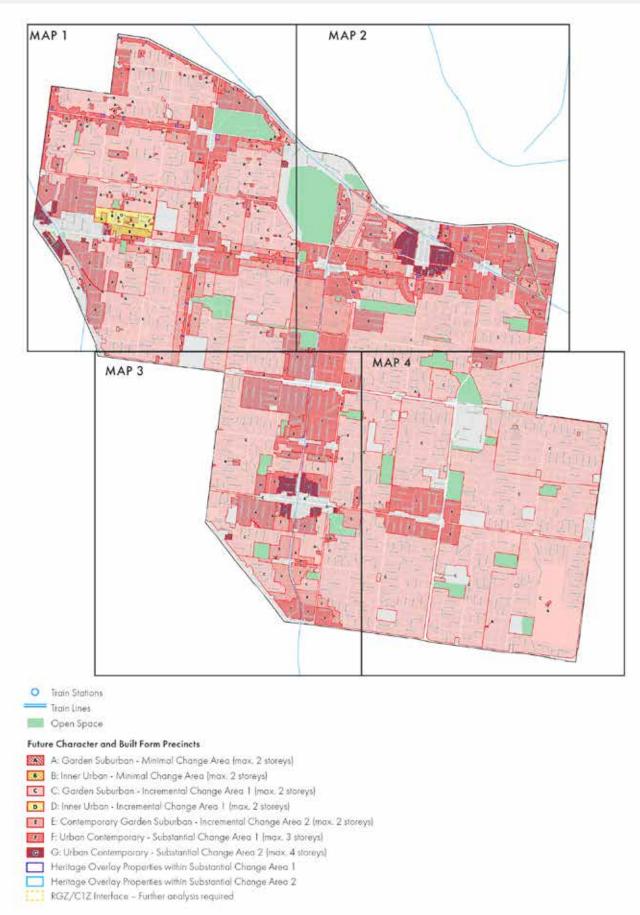


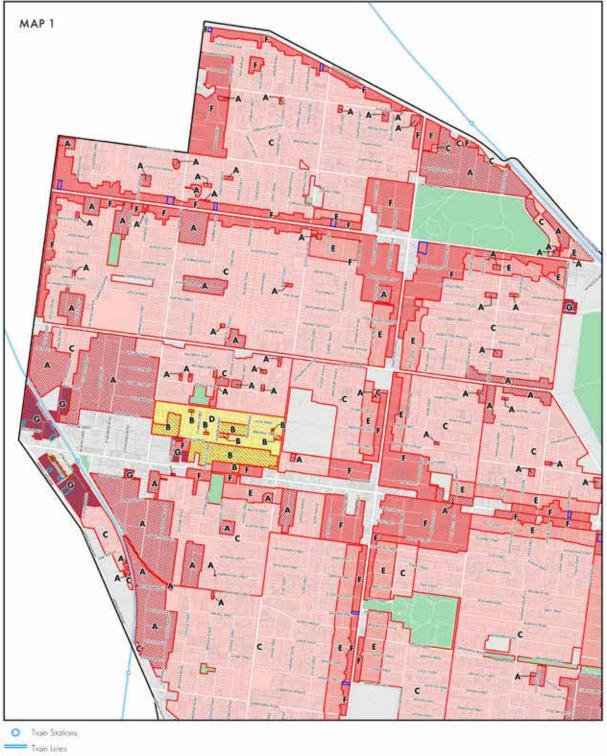
Figure 16: Housing Framework Plan, Glen Eira City Council 2022, incorporating background analysis by SGS Economics and Planning and Glen Eira Neighbourhood Character Assessment and Future Character Framework by Tract Consultants





Please refer to the Change Areas Criteria table later in this section for full details for each level of change

Figure 17: Key map — Preferred Character Statement areas (Glen Eira Neighbourhood Character Assessment and Future Character Framework by Tract Consultants, 2022)



Open Space

(max, 2 storeys)

Future Character and Built Form Precincts

 A: Garden Suburban - Minimal Change Area (max, 2 storeys)
 If
 F. Urba

 B: Inner Urban - Minimal Change Area (max, 2 storeys)
 If
 F. Urba

 C: Garden Suburban - Incremental Change Area 1 (max, 2 storeys)
 If
 Heritar

 D: Inner Urban - Incremental Change Area 1 (max, 2 storeys)
 Heritar
 Heritar

 D: Inner Urban - Incremental Change Area 1 (max, 2 storeys)
 Heritar
 Heritar

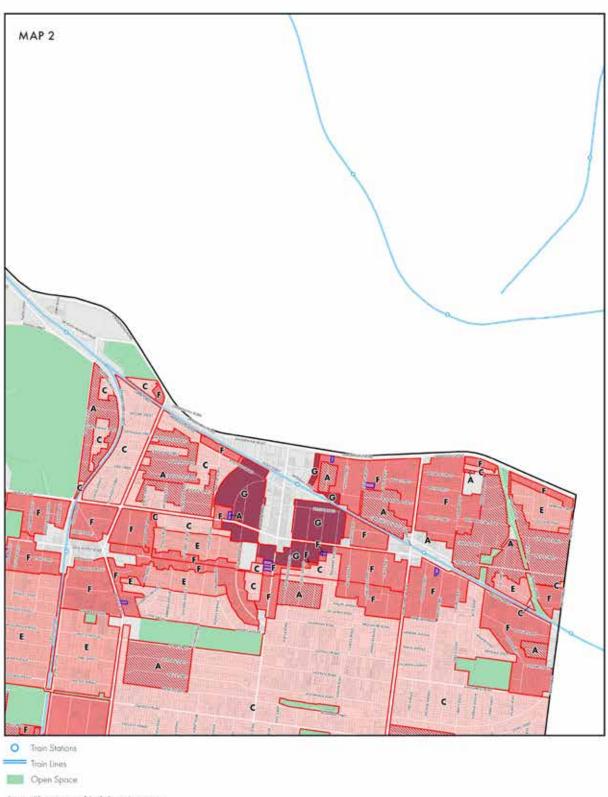
 E: Contemporary Garden Suburban - Incremental Change Area 2
 RGZ/0
 RGZ/0

F Urban Contemporary - Substantial Change Area 1 (max, 3 storeys)
 G: Urban Contemporary - Substantial Change Area 2 (max, 4 storeys)
 Hentage Overlay Properties within Substantial Change Area 1
 Hentage Overlay Properties within Substantial Change Area 2
 RGZ/C12 Interface – Forther analysis required

Please refer to the Change Areas Criteria table later in this section for full details for each level of change

Figure 18: Map 1 — Preferred Character Statement areas (Glen Eira Neighbourhood Character Assessment and Future Character Framework by Tract Consultants, 2022)

GLEN EIRA HOUSING STRATEGY 2022



Future Character and Built Form Precincts

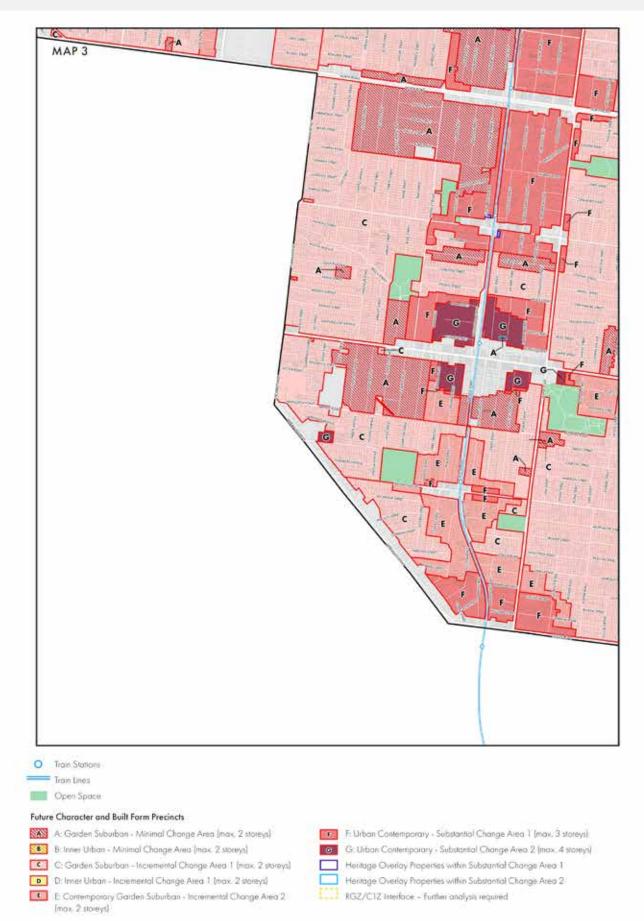
- A: Garden Suburbari Minimal Change Area (max. 2 storeys) B: Inner Urban - Minimal Change Area (max. 2 storeys) C: Garden Suburban - Incremental Change Area 1 (max. 2 storeys)
- D: Inner Urban Incremental Change Area 1 (max. 2 storeys)
- E Contemporary Garden Suburban Incremental Change Area 2 (max. 2 storeys)

F Urban Contempolary - Substantial Change Area 1 (max. 3 storeys) G: Urban Contemporary - Substantial Change Area 2 (max, 4 storeys) Heritage Overlay Properties within Substantial Change Area 1 Heritage Overlay Properties within Substantial Change Area 2 RGZ/CIZ Interface - Further analysis required

Please refer to the Change Areas Criteria table later in this section for full details for each level of change

Figure 19: Map 2 — Preferred Character Statement areas (Glen Eira Neighbourhood Character Assessment and Future Character Framework by Tract Consultants, 2022)

GLEN EIRA HOUSING STRATEGY 2022



Please refer to the Change Areas Criteria table later in this section for full details for each level of change

Figure 20: Map 3 — Preferred Character Statement areas (Glen Eira Neighbourhood Character Assessment and Future Character Framework by Tract Consultants, 2022)



C: Garden Suburban - Incremental Change Area 1 (max. 2 storeys)

- D: Inner Urban Incremental Change Area 1 (max. 2 storeys)
- E: Contemporary Galden Suburban Incremental Change Area 2 (max, 2 storeys)

G: Urban Contemporary - Substantial Change Area 1 (max. 3 states)
 G: Urban Contemporary - Substantial Change Area 2 (max. 4 stares)
 Heirtage Overlay Properties within Substantial Change Area 1
 Heirtage Overlay Properties within Substantial Change Area 2
 RGZ/C1Z Interlace – Further analysis required

Please refer to the Change Areas Criteria table later in this section for full details for each level of change

Figure 21: Map 4 — Preferred Character Statement areas (Glen Eira Neighbourhood Character Assessment and Future Character Framework by Tract Consultants, 2022)

81

How the Housing Framework Plan was prepared

Using the existing residential zones as a base and categorising the 'change areas' using the *Practice Note 91* and the categories used for *City Plan* for reference, the *Housing Framework Plan* has been prepared by:

- > Reviewing the current policies and Housing Framework.
- > Assessing our demographic and housing/land capacity projections and needs over the next 15 years (and beyond).
- Preparing a neighbourhood character assessment of the residential zones.
- Engaging with the community about housing opportunities and issues (Phase 1 engagement).
- > Assessing the built form/neighbourhood character in the residential zones closest to the major activity centres that are currently the subject of activity centre structure planning.
- > Assessing the built form/neighbourhood character in the residential zones at other high-amenity areas such as highway locations and neighbourhood activity centres with a train station to ensure the framework can demonstrate consistency in terms of its approach to sustainable land use.
- > Assessing neighbourhood character in locations that would be best placed to support medium density (units/ townhouses up to two storeys). These were areas in the Neighbourhood Residential Zone that are:
 - Within 200 metres of a tram stop
 - Within 400 metres of a train station
 - Within 800 metres of an activity centre
 - In an area with sites over 600 square metres in area and not strata titled
 - Not affected by a Heritage Overlay or Neighbourhood Character Overlay

Following the drafting of the *Housing Framework Plan*, preferred character statements were prepared for each of the character areas based on the proposed level of change identified on the *Housing Framework Plan* and where appropriate (for example, the Neighbourhood Residential Zone, the elements of existing character to be respected).

Phase 2 community engagement assisted to refine the neighbourhood character assessments and some elements of the *Housing Framework Plan*.

The following table provides an overview of the purpose and criteria for each 'change area' and the anticipated dwelling types. The character in each of the change areas will be guided by preferred character statements which have been developed through a neighbourhood character assessment of all residential areas¹. The assessment has considered the existing and evolving character of areas, including elements to be retained and ways to guide growth to support quality neighbourhoods in all areas. The preferred character statements will be used to prepare revised residential zone schedules for use in the Glen Eira Planning Scheme.

CHANGE AREAS — CRITERIA

HOUSING CHANGE AREAS	MINIMAL CHANGE AREA	INCREMENTAL CHANGE AREA 1	INCREMENTAL CHANGE AREA 2	SUBSTANTIAL CHANGE AREA 1	SUBSTANTIAL CHAN
MAXIMUM HEIGHT	TWO STOREYS	TWO STOREYS	TWO STOREYS	THREE STOREYS	FOUR STOR
Purpose	To identify residential areas with minimal opportunity for change, due to identified heritage or neighbourhood character values recognised by specialised planning controls (overlays etc.).	 To identify residential areas: With an incremental focus for housing growth and change with a two-storey maximum height. Where new development should respect existing valued neighbourhood character attributes such as (among others) generous landscaped front and rear setbacks, while allowing for incremental change. 	 To identify residential areas: With an incremental focus for housing growth and change with a two-storey maximum height. Where new development should respect existing valued neighbourhood character attributes (such as landscaped front setbacks) and allow for additional change than Incremental Change Area 1. 	 To identify residential areas: With a higher focus for housing growth and substantial change, due to proximity to jobs, services, facilities or public transport. Where there is a need for a transition in building scale or other local context requiring more moderate built form outcomes than Substantial Change Area 2. 	 To identify areas: With a higher focus for ho and substantial change due to jobs, services, facilities of transport. Where there is a need for in building scale between he residential areas and higher the commercial areas of action
Where will the housing change areas generally apply?	Suburban residential areas with identified heritage or neighbourhood character significance. Zones and Overlays: Land that is currently or intended to be in the Neighbourhood Residential Zone and: • Heritage Overlay; or • Neighbourhood Character Overlay.	 Suburban residential areas. Zones and Overlays: Land that is currently or intended to be in the Neighbourhood Residential Zone. No overlays. 	 Suburban residential areas. Land that is currently or intended to be in the Neighbourhood Residential Zone with no overlays and generally: Within 200 metres of a tram stop. Within 400 metres of a train station. Within 800 metres of an activity centre. In an area with sites over 600 square metres in area and not strata titled. 	 Major activity centres: Residential land within activity centre (periphery). Neighbourhood activity centres: Residential zones. Residential areas on selected main roads: Within a tram precinct. On roads serving a major activity centre with good walking access. Zones and Overlays: General Residential Zone. May include dispersed/individual Heritage Overlay sites. 	Major activity centres: • Residential land within act Zones and Overlays: • Residential Growth Zone • No Overlays.
Dwelling types anticipated	 Low-scale (one to two storey) dwellings and residential buildings in a suburban setting that respect and integrate with heritage or neighbourhood character values (identified through an existing Heritage Overlay or Neighbourhood Character Overlay). Minimal change from existing built form. Predominantly separate dwellings with some units/townhouses. Maximum building height: two storeys. 	 Low-scale (one to two storey) dwellings and residential buildings in a suburban setting that are responsive to the existing neighbourhood character of the area. Incremental change from existing built form while retaining the character of large front and rear gardens. Predominantly separate dwellings and units/townhouses. Maximum building height: two storeys. 	 Low-scale (one to two storey) dwellings and residential buildings in a suburban setting that are responsive to the existing neighbourhood character of the area, primarily through landscaped front setbacks. Incremental change from existing built form to support multi-unit development. Separate dwellings, units, townhouses and apartments. Maximum building height two storeys. 	 Moderate-scale (up to three storeys) dwellings and residential buildings in a main road or activity centre setting. A mix of units, townhouses and apartments. Maximum building height: three storeys. 	 Moderate-scale (up to fo dwellings and residential activity centre setting. Predominantly apartmer multi-storey townhouses residential buildings. Maximum building height:

ANGE AREA 2 SUBSTANTIAL CHANGE AREA 3

OREYS

for housing growth ge due to proximity lities or public

d for a transition een low-rise nigher built form in of activity centres.

VARIOUS — NOT DETERMINED BY THIS STRATEGY

Commercial zones etc. — height and built form guidance to be confirmed through structure plan/DDO, built form framework/DDO, Comprehensive Development Plan or individual application assessment.

in activity centre.

Zone.

to four storeys) ntial buildings in an

tments with some ouses and other

eight: four storey.

GOALS, OBJECTIVES AND ACTIONS

Goal 1

1 Diverse housing to support a diverse community.

Objectives

- 1.1 Support the delivery of medium density residential development (including units and smaller townhouses) to meet the anticipated demand to 2036.
- 1.2 Continue to support the location of high-density development and the greatest levels of change in and close to activity centres and in locations that are well connected to transport, shops, recreation and services.
- 1.3 Encourage multi-dwelling developments (in particular, apartment developments) to incorporate affordable or social housing.
- 1.4 Support innovative models of housing development that foster community and promote quality design and sustainability.
- 1.5 Continue to investigate opportunities to deliver social housing on government-owned sites in Glen Eira as part of the state government's Big Housing Build program.
- 1.6 Support the delivery of well-designed aged care facilities.
- 1.7 Support the delivery of accessible dwellings.

Actions

REF.	ACTION	PRIORITY (TERM)
1.1.1	Investigate lot configurations that can deliver the types of dwellings supported in each residential zone, and aim to contribute to achieving Council's future character, climate change and urban forest commitments. Prepare design objectives and Planning Scheme standards and requirements in accordance with the <i>Planning Practice Notes</i> , to support the preferred outcomes. These are to be included in a set of updated residential zone schedules.	Very high
1.1.2	 Prepare a Planning Scheme Amendment to: Update local policy in accordance with the <i>Housing Framework Plan</i> and the goals and objectives of the <i>Strategy</i>. Introduce new residential zone schedules (1.1.1). Include the <i>Glen Eira Housing Strategy</i> as a reference document in the Planning Scheme. 	High
1.2.1	Complete the structure plans for the major activity centres and introduce the associated planning controls to the Planning Scheme to guide development in the retail, commercial and urban renewal areas including high-density development in activity centres.	Very high
1.3.1	In rezoning negotiations for residential development including 20 dwellings or more, request a minimum provision of five per cent of proposed dwellings to be offered as social or affordable housing via a s173 agreement. In planning applications for developments that will have a yield of 20 dwellings or more, encourage provision of five per cent of dwellings to be provided as social or affordable housing via a s173 agreement.	Ongoing
1.4.1	Where an applicant can demonstrate a genuine intention to support social and environmental outcomes through the design, development and management of a residential development, Council will support suitable innovative solutions for onsite car parking where practical, close to train stations. Prepare a local Planning Scheme Policy to provide support for this.	Ongoing/medium
1.5.1	Engage with the State Government in relation to approaches to delivering social housing on local and State Government-owned land.	High
1.6.1	Revise Council's local policy relating to aged care facilities to support their location more broadly in residential areas, to allow for lot consolidation as required, and to support quality design response to neighbourhood character.	Medium
1.7.1	Investigate opportunities to encourage accessible dwelling design by amending the planning policy framework.	Medium



Detail and discussion (Goal 1)

Supporting housing diversity in the form of a range of dwelling types and sizes aligns with and responds to the following principles and themes of other Council strategies including:

- > The Glen Eira 2040 Community Vision, which includes the guiding principle of an 'Inclusive and healthy community'.
- > The Glen Eira Council Plan 2021–2025, which includes the themes of 'A liveable and well-planned City' and 'A healthy, inclusive and resilient community'.
- > City Plan, which states "our Housing Strategy supports sustainable housing growth by identifying a transitional approach to new housing across the municipality, based upon the ability of each area to support growth and change" (page 40)
- > Social and Affordable Housing Strategy 2019–2023, which states "rising house prices and rents and limited investment in social and affordable housing has led to an increase in the number of households experiencing housing stress ... the Glen Eira community supports the need to ensure there is enough affordable housing locally, to reduce displacement of households due to housing stress, to help maintain social networks and to provide housing for specific groups who are in need of housing assistance" (page iv).

A key tool for guiding growth in a way that supports housing diversity is the *Housing Framework Plan* (Figure 16). The *Framework Plan* is to be implemented by using it to inform revised local housing policy and residential zones in the Planning Scheme. To support housing diversity, the *Framework Plan* includes the addition of the Incremental Change Area 2, which applies to locations close to activity centres or tram routes and have been assessed in terms of neighbourhood character for their suitability for less restrictive requirements than the current NRZ Schedule 1. This aims to meet the need for more compact housing that isn't apartments. Building heights in these areas would be proposed to remain at two storeys. None of these areas have heritage or neighbourhood character overlays. Most of these areas have evidence of townhouse development and some of the areas already have a character of multiunit development from past policy eras (ie.1950s–60s). The controls have become more limiting over time, while our housing needs have expanded.

The Housing Framework Plan also addresses transition in terms of building heights (and therefore diversity) at the edges of the Carnegie, Elsternwick and Bentleigh Major Activity Centres and the Patterson Neighbourhood Activity Centre. Most of the locations at Carnegie, Elsternwick and Bentleigh are already identified in the Planning Scheme as Housing Diversity Areas. There are some logical additions to this that are well-connected to transport options and surrounding Substantial Change Areas that are not protected by Heritage or Neighbourhood Character Overlay. These are proposed for change to contribute to housing diversity and sustainable land use. The Patterson Neighbourhood Activity Centre is at a train station and is likely to experience some change at its core. A transition in the form of some three-storey land at either end of the Centre will help to integrate the change with the surrounding low-rise residential area. The neighbourhood and built form character assessments prepared for this Housing Strategy have helped to clarify the suitable 'change areas' for these activity centre edge locations and the resulting framework for these areas will contribute to housing diversity and quality outcomes in these areas. This work is intended to contribute to the revised structure plans for the Carnegie, Elsternwick and Bentleigh Major Activity Centres.

GOALS, OBJECTIVES AND ACTIONS

Goal 2

2. Sustainable land use and walkable neighbourhoods.

Objectives

- 2.1 Promote sustainable land use decisions relating to housing in accordance with the *Housing Framework Plan*, which supports a degree of change in all areas.
- 2.2 Continue to support the location of high-density development and the greatest levels of change in and close to activity centres and in locations that are well connected to transport, shops, recreation and services.
- 2.3 Reduce car-dependency by supporting increased densities close to activity centres and require all apartment developments adequately provide for bicycle parking and storage onsite.

Actions

REF.	ACTION	PRIORITY (TERM)
2.1.1 and 2.2.1	Update the local policy in accordance with the <i>Housing Framework Plan</i> (Figure 16) to ensure that different densities of development are directed to suitable and sustainable locations and development is designed to suit the future vision for an area.	High
2.2.2 and 1.2.1	See 1.2.1	Very high
2.2.3	Prepare and introduce development controls and car parking arrangements into the Planning Scheme for activity centres, to support the anticipated growth of centres.	High
224	Investigate introducing provisions from Council's <i>2020 Parking Policy</i> into the Planning Scheme, including provisions that: • Require all onsite bicycle parking facilities required by the Planning Scheme to be provided in apartment	
2.3.1	 developments, as a minimum. Offset parking provisions where permitted with more sustainable infrastructure (ie. additional bike parking, ebike parking, electric charging and shared vehicle parking). 	Medium



Detail and discussion (Goal 2)

Sustainable land use and walkable neighbourhoods aligns with and responds to the following principles and themes of other Council strategies including:

- > The Glen Eira 2040 Community Vision, which includes the guiding principles of 'Inclusive and healthy community' and 'maximise and diversify our green and natural spaces'.
- > The Glen Eira Council Plan 2021–2025, which includes the themes of 'A liveable and well-planned City', 'A green and sustainable community' and 'A healthy, inclusive and resilient community'.
- > City Plan, which states, "our Housing Strategy supports sustainable housing growth by identifying a transitional approach to new housing across the municipality, based upon the ability of each area to support growth and change" and, "By facilitating capacity within activity centres to accommodate the majority of new housing, our Strategy will direct the greatest housing diversity and change to areas which have the services and infrastructure to support such growth. This provides a sustainable housing response that will achieve a net community benefit" (page 40). City Plan also states that, "Glen Eira will be a City of walkable neighbourhoods that are centred on a network of vibrant, socially inclusive and well-designed activity centres." (page 14).
- > Our Climate Emergency Response Strategy 2021–2025, which acknowledges the environmental benefits of consolidation and new buildings, but also the need to manage the flow-on effects in those areas such as loss of canopy trees (page 18).

The Housing Framework Plan will also provide the key reference point for guiding sustainable use of land, by supporting different degrees of change in certain locations. This continues Council's past approach to land use and will help us to make good use of existing infrastructure, activity centres and other facilities, reducing car dependence and supporting active modes of transport. It will also contribute to preserving space and planting opportunities in the majority of areas.

GOALS, OBJECTIVES AND ACTIONS

Goal 3

3. Quality, character, greening and sustainability in our neighbourhoods.

Objectives

- 3.1 Ensure new development responds to the *Preferred Character Statements* in relation to siting, scale, form and materials for buildings and proposed landscaping.
- 3.2 Support a high level of amenity in residential areas, acknowledging that amenity comes in different forms in different areas
- 3.3 Achieve a net increase in canopy cover on private land across the municipality by 2036 (compared with 2018), acknowledging that some locations will be better able to contribute to tree canopy than others, based on lot size and the supported residential density of the area.
- 3.4 Promote the sustainable design and construction of dwellings and residential buildings.
- 3.5 Support the delivery of quality streetscapes and regenerate tree canopy in all residential areas through innovative approaches to recovering and increasing tree canopy in road reserves. Particularly, in higher density areas (where capacity on private land is reduced).

Actions

REF.	ACTION	PRIORITY (TERM)
3.1.1 same as 1.1.1	See 1.1.1	Very high
3.1.2 same as 1.1.2	See 1.1.2	High
3.2.1	Manage the amenity impacts of new development including visual bulk and overshadowing, relative to the level of change identified for the area in the <i>Housing Framework Plan</i> and proximity to activity centres. Prepare a local Planning Scheme Policy to provide additional support for this.	High
3.3.1	Investigate introducing a new local law to support the retention of existing canopy trees to support landscape and 'greening and cooling' outcomes.	High
3.3.2	Introduce objectives and requirements to the residential zone schedules to support the retention of existing canopy trees and the planting of new canopy trees in accordance with the level of change anticipated for the area on the <i>Housing Framework Plan</i> and based on the lot configuration investigations (1.1.1).	High
3.3.3	Prepare and adopt a set of landscape design guidelines to support the requirements of the zone schedules and a species list to assist applicants to select tree species that will contribute to the diversity of trees throughout the municipality and help to preserve canopy cover over time.	Medium
3.4.1	Introduce a local sustainable design policy to the Planning Scheme to guide the sustainable design and construction of new buildings in relation to water use and reuse, solar access, thermal performance, natural ventilation and overall energy efficiency.	Very High
3.5.1	Investigate approaches to street tree planting to allow for all residential areas (including higher-density residential areas) to contribute meaningfully to increasing canopy cover and provide quality public realm outcomes. Review and update Council's <i>Trees Policy</i> and Street Trees Planting Palette accordingly.	Medium



Detail and discussion (Goal 3)

Quality, character and greening in our neighbourhoods aligns with and responds to the following principles and themes of other Council strategies including:

- > The Glen Eira 2040 Community Vision, which includes the guiding principle of 'Maximise and diversify our green and natural spaces'.
- > The Glen Eira Council Plan 2021–2025, which includes the themes of 'A liveable and well-planned City', 'A green and sustainable community' and 'A healthy, inclusive and resilient community'.
- > City Plan, which states, "We must plan for the right development in appropriate locations by encouraging buildings that respond to their immediate urban context" (page 47). As a neighbourhood character assessment was not completed for City Plan, the assessments completed for this Housing Strategy provide this guidance, indicating suitable locations for different degrees of change in relation to character.
- > Our Climate Emergency Response Strategy 2021–2025, which acknowledges the need to manage the flow-on effects of development such as loss of canopy trees (page 18).
- > Urban Forest Strategy, which reports an alarming rate of loss of canopy trees and other vegetation on private and public land.

Supporting quality neighbourhood character outcomes is an important focus of the *Housing Strategy*. It was identified that our existing policies need updating to provide clarity about the types of development suitable in each area. As the City continues to experience growth, the need for robust neighbourhood character policy is particularly important.

In Glen Eira, we have a range of character types, but the most common character type is Garden Suburban, where low-rise dwellings with gardens at the front and rear and with space either side is the prevailing general type of development. Many of these areas are and will continue to experience some incremental change and we have an opportunity to guide this change to ensure a quality public realm and retention of the key valued elements of neighbourhood character.

We currently have 13 areas that are protected in a Neighbourhood Character Overlay, and several areas and sites that are protected by the Heritage Overlay. Seventy per cent of Glen Eira is currently in the Neighbourhood Residential Zone, where the focus is on respecting existing character and low-rise residential buildings (up to two storeys). We also have areas around the activity centres and main roads with tram lines that are in the General Residential Zone, which allows for up to three storey development and areas around the major activity centres where four storey development is supported by the Residential Growth Zone. Taller forms are also supported in the commercial zones of activity centres.

While we have a broad framework and some policy to support neighbourhood character outcomes, the material and the policy is becoming a little outdated with reference to the character of areas and the current *Planning Practice Notes*. At present, the new suite of residential zones that were introduced in 2014 do not contain any design objectives and neighbourhood character objectives. Revising the zone schedules to include design objectives and updated requirements will help manage neighbourhood character and guide it in line with our housing needs and character values.

Each area will evolve in a different way, given its location and the identified level of change. The preferred character statements have been prepared to support a suitable mix of character elements for each area including:

- > Responding to nearby building forms
- > Setbacks
- > Fence height and type
- > Retention and planting of canopy trees
- > Location and design of car parking

Character within the change areas will be guided by preferred character statements which have been developed through a neighbourhood character assessment of all residential areas. Please refer to Volume 2 of the *Glen Eira Neighbourhood Character Assessment and Future Character Framework* by Tract Consultants for full details.

The Neighbourhood Character Assessment, Housing Framework Plan and preferred Character Statements will work together to manage growth sustainably and to provide the material we need to update our Planning Scheme objectives to support quality neighbourhood character outcomes for each different area.

The housing and character frameworks will be implemented through the various actions listed in this section of the *Strategy*.

The actions listed in the *Housing Strategy* section will be delivered by Council and adjusted based on monitoring of the outcomes and other considerations.

GLOSSARY

TERM	MEANING / DEFINITION	SOURCE
20-minute neighbourhood	The concept of a 20-minute neighbourhood is about giving Melburnians the ability to 'live locally' — meeting most of their everyday needs within a 20-minute walk, cycle or local public transport trip of their home.	VPA Glossary
Affordable housing	Housing, including social housing, that is appropriate for the needs of any of the following — (a) very low income households; (b) low income households; (c) moderate income households.	Planning and Environment Act 1987
Amenity	Amenity is about the pleasantness and good functioning of an area. Basic amenity standards include overlooking, overshadowing and solar access.	Planning Practice Note 43 (DELWP)
Amenities	Services, facilities and infrastructure available in a local area including shops, services, recreation facilities, health care and public transport.	GECC
Attached dwellings	Dwellings which share walls with other dwellings. This typically includes townhouses, terraces, villas and semi-detached dwellings. These dwellings are generally larger than apartments, but smaller than separate houses.	Glen Eira Housing Capacity and Demand Analysis (SGS Economics and Planning 2022)
Built form	The combination of features of a building, including its style, façade treatment, height and site coverage.	VPA Glossary
Built form framework	Built form frameworks set out preferred development outcomes for a particular area/centre. Built form frameworks provide guidance for building heights, setbacks and other design considerations, and are supported by rigorous analysis and guided by sound urban design principles appropriate to the context of the area/centre.	Glen Eira City Council Draft Neighbourhood Activity Centre Built Form Frameworks (Tract Consultants 2021)
Dwelling	A dwelling is a building that is used, or is intended, adapted or designed for use, as a separate residence (including kitchen bathroom and sanitary facilities) for an occupier who has a right to the exlusive use of it.	Planning and Environment Act 1987
Garden area (from Garden area requirement)	Any area on a lot with a minimum dimension of 1 metre that does not include: a) a dwelling or residential building, except for: - an eave, fascia or gutter that does not exceed a total width of 600mm; - a pergola; - unroofed terraces, patios, decks, steps or landings less than 800mm in height: - a basement that does not project abover ground level - any outbuilding that does not project above ground level: - domestic services normal to a dwelling or residential building: b) a driveway; or c) an area set aside for car parking.	Victoria Planning Provisions - Clause 73.01 General Terms
Greenfield	Undeveloped land identified for residential or industrial/commercial development, generally on the fringe of metropolitan Melbourne.	VPA Glossary
Greening and cooling	Buildings and landscaping designed to reduce the heat island effect. This may include retaining existing canopy trees and encouraging tree planting and other landscaping.	GECC
Heat island effect	The microclimate in urban areas which becomes significantly warmer than surrounding areas where there is less green cover and more hard surfaces which absorb, store and radiate heat.	NSW Government

TERM	MEANING / DEFINIT	ION			SOURCE
High density (as used in this <i>Strategy</i>)	Flat or apartment in a three or more-storey block.			Census 2016 (Australian Bureau of Statistics)	
Housing capacity	The theoretical (modelled) number of dwellings that could be built under certain planning policy settings. The number of total dwellings that could be built on all sites which are available for development. Properties are available if they are not specifically prohibited from development and not reasonably unlikely to be redeveloped.			Glen Eira Housing Capacity and Demand Analysis (SGS Economics and Planning 2022)	
Infill	Buildings constructed to a	occupy the space betw	veen existing structures.		Oxford Dictionary
Landscape character	The interplay of geology, I combined with the effects different from another.				The Great Ocean Road Region Landscape Asessment Study, Regional Toolkit (Planisphere 2003)
Medium density (as used in this <i>Strategy</i>)	Either attached dwellings modelling uses this catego This description is also us higher-rise apartment dev appeals to households wh and separate house, and t afford one where they wa	ory as a result of data ed more conceptually velopment and separa to want a dwelling wh to other households w	problems in the ABS censi to refer to housing of a c te houses. Medium densit ich is an intermediate size	us. density and size between cy housing typically e between an apartment	Glen Eira Housing Capacity and Demand Analysis (SGS Economics and Planning 2022)
Very low, low and moderate income households	At 1 July 2021, household Table 1 - Greater Capital City	Ū	urne		Govenor in Council Order, Government Gazette
		VERY LOW	LOW	MODERATE	(updated anually)
	Single	Up to \$26,200	\$26,201 to \$41,920	\$41,921 to \$62,860	
	Couple (no dependant)	Up to \$39,290	\$39,291 to \$62,870	\$62,871 to \$94,300	
	Family (Single / Couple with dependant children)	Up to \$55,000	\$55,001 to \$88,020	\$88,021 to \$132,030	
	Table 2 - Rest of Victoria				
		VERY LOW	LOW	MODERATE	
	Single	Up to \$19,090	\$19,091 to \$30,550	\$30,551 to \$45,820	
	Couple (no dependant)	Up to \$28,640	\$28,641 to \$45,820	\$45,821 to \$68,730	
	Family (Single / Couple with dependant children)	Up to \$40,090	\$40,091 to \$64,150	\$64,151 to \$96,220	

TERM	MEANING / DEFINITION	SOURCE
Medium density dwelling (as used in this <i>Strategy</i>)	Semi-detached, row or terrace house, townhouse etc. with one storey Semi-detached, row or terrace house, townhouse etc. with two or more storeys Flat or apartment in a one or two storey block Flat or apartment attached to a house	<i>Census 2016</i> (Australian Bureau of Statistics)
Neighbourhood character	Neighbourhood character is essentially the combination of the public and private realms. Every property, public place or piece of infrastructure makes a contribution, whether great or small. It is the cumulative impact of all these contributions that establishes neighbourhood character. The following matters are considered: pattern of development, built form/scale, architectural and roof styles, other notable features or characteristics.	Planning Practice Note 43 (DELWP)
Overlay	An overlay is a state-standard provision, forming part of a suite of provisions in the <i>Victoria</i> <i>Planning Provisions</i> . Each overlay addresses a single issue or related set of issues (such as heritage, bushfire or flooding). Not all land is affected by an overlay, but where more than one issue applies to a parcel of land, multiple overlays can be used. Overlays must have a strategic justification and be linked to the <i>Municipal Strategic Statement</i> and local planning policy. Many overlays have schedules to specify local objectives and requirements. Many overlays set out requirements about development, not use. These requirements apply in addition to the requirements of the zone.	VPA Glossary
Overlooking	Overlooking can occur when a habitable room window, deck, balcony or private open space of a building on a site provides a direct line of sight into another habitable room window or private open space of an existing dwelling on an adjoining site.	VicSmart Glossary
Overshadowing	Overshadowing occurs when a building/structure casts a shadow over existing open space or habitable spaces.	Planning Practice Note 27 (DELWP)
Plan Melbourne	Melbourne metropolitan strategic plan	DELWP
Planning Scheme	A planning scheme is a legal document prepared by the local council or the Minister for Planning, and approved by the Minister. It contains policies and provisions that control land use and development.	Using Victoria's Planning System (DELWP)
Planning Scheme Amendment	Changes to the planning scheme are called amendments and the process is set out in the <i>Planning and Environment Act 1987</i> (the <i>Act</i>). An amendment may involve a change to a planning scheme map (for example: a rezoning), a change to the written part of the scheme, or both. Amendments to a scheme can have significant planning implications and affect the wider community because they change the way land can be used or developed. They can also change the basis for making planning decisions in the future.	Delwp 2020
Private Open Space	An outdoor area of a dwelling or residential building or land for the exclusive use of the occupants.	Victoria Planning Provisions - Clause 73.01 General Terms
Private realm	Incorporates all areas on privately-owned land.	GECC
Public realm	Incorporates all areas freely accessible to the public, including parks, plazas, streets and laneways.	VPA Glossary
S173 agreement	The responsible authority can negotiate an agreement with an owner of land to set out conditions or restrictions on the use or development of the land, or to achieve other planning objectives in relation to the land. These agreements are commonly known as section 173 agreements and is a legal contract. A s173 agreement can be recorded on the title to the land so that the owner's obligations under the agreement bind future owners and occupiers of the land. A s173 agreement can also be enforced in the same way as a permit condition or planning scheme.	Using Victoria's Planning System (DELWP)

TERM	MEANING / DEFINITION	SOURCE
Schedule (as used in planning processes in Victoria)	A set of locally-specific objectives, standards, requirements, application requirements and decision guidelines that may be attached to a zone or overlay for a particular area, or to a Particular Provision for a particular topic".	GECC
Social housing	Non-profit housing owned and managed for the primary purpose of meeting social objectives such as affordable rents, responsible management, security of tenure and good location in relation to employment services. The term encompasses public housing and includes housing owned or managed by housing associations and community housing.	VPA Glossary
Structure plan	A shared vision for an activity centre identifying the type and scope of change projected within the activity centre over time. Structure plans should be a tool to help manage, influence and facilitate change within individual activity centres, in accordance with the directions of State planning policy.	Planning Practice Note 58 - Structure Planning for Activity Centres (DELWP 2018)
Net take-up (or uptake)	Sites developed as a proportion of the identified capacity. Take-up is influenced by a number of factors, including the spatial requirements in the zone, the number of properties being sold and the institutional capacity of the development market.	GECC and Glen Eira Housing Capacity and Demand Analysis (SGS Economics & Planning 2022)
Zone	A planning scheme uses zones to designate land for particular uses, such as residential, industrial or business. A zone has its own purpose and set of requirements. It will identify if a planning permit is required and the matters that must be considered before deciding to grant a permit. Standard zones for state-wide application are set out in the <i>Victorian Planning Provisions</i> and are used in all planning schemes, as required. Some zones may have schedules to provide for local circumstances.	VPA Glossary

ACRONYMS

ACRONYM	FULL TERM
DELWP	Department of Environment, Land, Water and Planning
DDO	Design and Development Overlay
DHHS	Department of Health and Human Services
GECC	Glen Eira City Council
GRZ	General Residential Zone (a 3-storey planning scheme zone from the Victoria Planning Provisions)
НО	Heritage Overlay
NCO	Neighbourhood Character Overlay
NRZ	Neighbourhood Residential Zone (a 2-storey planning scheme zone from the Victoria Planning Provisions)
RGZ	Residential Growth Zone (a 4+ storey planning scheme zone from the Victoria Planning Provisions. The schedule limits to 4 storeys in Glen Eira)
RHA	Registered housing association



Glen Eira City Council

Corner Glen Eira and Hawthorn Roads, Caulfield

Mail address: PO Box 42 Caulfield South, 3162 Phone: (03) 9524 3333 Fax: (03) 9523 0339 mail@gleneira.vic.gov.au www.gleneira.vic.gov.au

National Relay Service

If you are deaf, hearing-impaired, or speech-impaired, we ask that you call us via the National Relay Service and then ask for (03) 9524 3333.

Online: https://internet-relay.nrscall.gov.au Teletypewriter (TTY): 13 36 77 Speak and Listen: 1300 555 727

Social media

Glen Eira City Council: www.facebook.com/GlenEiraCityCouncil

@cityofgleneira: www.instagram.com/cityofgleneira

Glen Eira arts, gallery and events: www.facebook.com/gleneiraarts www.instagram.com/gleneiraarts

Glen Eira Leisure:

www.facebook.com/GESAConline https://www.instagram.com/gleneiraleisure www.twitter.com/GESAConline

Glen Eira Libraries and Learning Centres:

www.facebook.com/GlenEiraLibraries https://www.instagram.com/gleneiralibraries

Glen Eira Sustainable Living: www.facebook.com/sustainablelivinggleneira

Glen Eira Youth Services:

www.facebook.com/GlenEiraYouthServices www.instagram.com/gleneirayouthservices