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# Executive Summary

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## Introduction

### What is the Housing and Residential Development Strategy?

The Housing and Residential Development Strategy will guide how residential development in Glen Eira will be planned and managed over the next 20 years. The strategy looks at the location and type of residential development needed in Glen Eira to meet the housing needs of its existing and future population. It also explains how the impact of residential development on neighbourhood character will be managed.

### Why prepare a Housing and Residential Development Strategy?

The need for a Housing and Residential Development Strategy has been identified in Glen Eira's Community Plan and Municipal Strategic Statement. The State Government also strongly advocates for the need to develop a strategic framework to address housing needs and neighbourhood character.

The need for the strategy has arisen from a range of important factors, including:

- a changing population that is getting older and household sizes that are getting smaller leading to potential shifts in housing needs;
- community concern over the impact of residential development on existing neighbourhoods; and
- a greater emphasis in the Victorian planning arena on strategic planning.

### How was the strategy developed?

The development of the strategy has involved a series of complex steps. A broad range of research and data collection was undertaken. The research looked at current and future population levels, available land, local population and housing issues, special housing needs and neighbourhood character. Community consultation also formed an important part of the development of the strategy.

## Housing and Residential Development Strategy

The Housing and Residential Development Strategy sets out a broad vision for housing and residential development in Glen Eira and makes recommendations regarding the future management of housing issues in the City. The strategy will allow Council to pro-actively deal with housing and residential development issues and provide certainty both for the community and developers. It sets out a framework to ensure Glen Eira has a diverse range of housing but at the same time maintains the character and amenity of the City's residential areas.

The Housing and Residential Development Strategy consists of the following.

- Objectives — the general aims or ambitions for the future.
- Strategies — how Council will achieve the desired aims and ambitions for housing and residential development in the City.
- Implementation — how the strategies will be implemented through the Planning Scheme and other actions.
- A residential framework for the future — how the strategy will work on the ground.

### Objectives

The objectives of the strategy are to:

- ensure a greater diversity of housing to meet future housing needs;
- improve and protect the liveability, neighbourhood character and amenity of Glen Eira;
- promote environmental, social and economic sustainability;
- stimulate and improve the vitality of Glen Eira's commercial centres;
- improve access to housing for residents with special housing needs; and
- ensure integrated neighbourhood planning of Glen Eira's suburbs.

All these objectives help to promote **certainty**. The strategy seeks to provide certainty for the community, developers, Council and service providers.

## Strategies

The Glen Eira Housing and Residential Development Strategy comprises a comprehensive range of inter-related initiatives intended to achieve the strategy's objectives and address housing and residential development issues.

Key strategies recommended include:

- directing multi-unit development to strategic locations offering good access to public transport, commercial, community, educational and recreational services and facilities;
- encouraging the maintenance of the predominantly low density residential character areas of the City not identified for housing diversity;
- ensuring new residential development enhances the character of the neighbourhood;
- identifying and protecting areas of significant neighbourhood character;
- encouraging energy efficient housing design, landscape design construction materials and techniques that will minimise environmental impacts in residential developments;
- encouraging a mix of housing types, increased residential densities and mixed use developments within urban villages and neighbourhood centres;
- ensuring housing caters for the needs of residents at various stages of their lives and for different income and cultural needs;
- encouraging and facilitating private, public and community sector involvement in the provision of housing to ensure a range of housing choices is available;
- encouraging different areas of Glen Eira to recognise and develop their own identity; and
- ensuring the community is involved in decision making about its neighbourhood.

## Implementation

The strategy recommends a number of initiatives and proposals, ranging from quite detailed and specific projects to conceptual ideas. Some could be implemented almost immediately while others require further study before they could proceed. Some of the actions will be implemented through the Glen Eira Planning Scheme while others will require actions from Council, the community, other government organisations and business.

Each action has been given a priority.

Key recommended actions include:

- changes to the Glen Eira Planning Scheme including
  - updating the Municipal Strategic Statement
  - introduction of a Housing Diversity Policy
  - introduction of a Residential Character Policy
  - developing variations to the Residential 1 Zone (ResCode variations);
- undertaking an urban character study;
- investigating vegetation management options;
- lobbying for public transport improvements and working with the PTC to upgrade the image of train stations and improve pedestrian accessibility to the stations;
- investigating the development of an integrated transport strategy;
- developing Structure Plans and Urban Design Frameworks for neighbourhood centres;
- continuing to monitor the population profile and future trends to identify and respond to emerging housing needs and unmet demands for social housing within Glen Eira; and
- investigating development of “suburb” plans for each suburb which integrate land use and development planning with planning for infrastructure, capital works, recreation, parks and gardens, street trees and business development.

## **A residential framework for the future**

The overall approach of the strategy is to encourage multi-unit housing into appropriate locations that are better suited to accommodating housing change (about 20 per cent of the City) and to temper the rate of change in other locations (about 80 per cent of the City).

### **Housing diversity areas**

A range of housing is encouraged in housing diversity areas, one of which is multi-unit development. The character of these areas will continue to evolve over time as new single houses, dual occupancies and multi-unit developments are constructed. However, being in an area designated for increased housing diversity does not mean automatic approval of a development and all developments in these areas should be of the highest design quality.

Areas for increased housing diversity include:

- urban villages at Elsternwick, Carnegie and Bentleigh (A policy for these areas has been developed in Amendment C11 to the Glen Eira Planning Scheme);
- Phoenix Precinct (around the Caulfield Station, Caulfield Racecourse and Monash University)(A policy for this area has been developed in Amendment C14 to the Glen Eira Planning Scheme);
- neighbourhood centres (10 smaller centres which include the commercial areas and the surrounding residential area);
- local centres (the commercial areas of these centres);
- along tram lines;
- along selected main roads (Dandenong Road and Hotham Street);
- key development sites; and
- defined areas with an already high proportion of multi-unit developments.

### **Minimal change areas**

While multi-unit development will be encouraged in preferred strategic locations (housing diversity areas), elsewhere (in minimal change areas) Council will seek to maintain the scale, character and amenity of residential areas.

In minimal change areas, protection of existing neighbourhood character is the primary objective. In these areas, new single dwellings, extensions to existing dwellings and dual occupancies could be developed on an average sized lot (providing the new development is consistent with the surrounding scale and character of the area). Multi-unit development (apart from dual occupancies) in these areas will generally be discouraged.

### **Significant character areas**

A number of significant character areas have been identified. These areas will be treated like other minimal change areas. To confirm the significance of these areas, further work will need to be carried out. A detailed character study is envisaged. A character study may also identify areas that have not yet been identified or included at this stage. Residents, property owners and the wider community will be involved in its development.

## **Key findings**

### **National and metropolitan housing influences**

Change in Glen Eira is being driven by factors largely beyond Council's control. To respond to these changes, an understanding of the broad demographic, social, economic and environmental changes occurring and the legislative and policy framework is important.

### **What is driving change?**

A number of factors have impacted on the demand for housing, its type and location. These include demographic changes, the changing economy, cultural and social factors and environmental issues, such as:

- decreasing size of households and the ageing population;
- a shift from an industrial economy to an information economy, focussing on the delivery of services rather than manufactured products;
- less people committing to home ownership and raising families;
- greater inequality of wealth and income between different areas of Melbourne;
- buoyant housing market where house prices and house sales have risen significantly;
- inner city areas and established suburbs becoming more attractive places for some people to live;
- a growing trend of people living in medium density housing;
- progressive increase in the proportion of the population born overseas;
- changing migration patterns; and
- environmental issues involved with Melbourne's urban form, including dependence on cars, air pollution, greenhouse gas emissions, water usage and loss of biodiversity.

### **What is Council's role ?**

While Council provides some independent living units and aged care accommodation, Council's main role in influencing the housing market is through statutory and strategic planning. Council develops and implements policy on land use and development.

Council's role in the planning process is largely overseen and given direction by the State Government. Any Council policy must be consistent with State Government policy and ultimately has to be approved by the State Government. Any Council decision can ultimately be overturned by the Victoria Civil Administrative Tribunal.

## **Key issues, opportunities and challenges for Glen Eira**

Housing and residential development in Glen Eira involves complex demographic, social, economic, development and character issues. The strategy has the challenge of balancing these issues to develop an overall vision for managing housing and residential development in the City.

### **Population and housing**

- Many changes in the housing market are due to demographic changes such as an ageing population, having fewer children and forming smaller households.
- In 2021, Glen Eira will be an older population with significantly lower proportions of children and teenagers and significantly higher proportions of middle aged and elderly. The age group which is expected to increase the most is 55–69 year olds.
- Glen Eira has a high proportion of one and two person households compared to the Melbourne Metropolitan Area.
- The total population of Glen Eira may not change significantly in the next 10 to 15 years, but falling household sizes will result in the need for additional dwellings. Even without an increase in Glen Eira's current population, additional new dwellings would be in demand.
- The majority of the market for residential property in Glen Eira will continue to be sourced from its own population (young people leaving home, divorcees) and from surrounding areas. Changes that occurred to the household structure and migration in Glen Eira between 1991 and 1996 indicate an ageing population.
- The changes suggest people may be leaving Glen Eira to seek housing opportunities elsewhere due to insufficient new housing opportunities or due to a lack of appropriate housing in Glen Eira. This is most noticeable with young families, and, to a lesser degree, group households and empty nesters.

### **Dwelling stock**

- The total private dwelling stock in Glen Eira in 1996 was 51,060 dwellings. The State Government predicts an increase in dwellings from 53,000 in 2000 to 59,000 in 2021 (approximately 300 dwellings per year). However, these trends may be underestimated. Over the last five years, 600 dwellings a year have been approved by both Council and VCAT.
- A major issue for Glen Eira is how additional dwellings will be accommodated over the next 20 years.

New dwellings could potentially effect existing neighbourhood character, traffic and parking, energy consumption, infrastructure, access to services and facilities and meeting housing needs.

- Overall, Glen Eira has a good mix of dwelling stock. However, the mix of housing types varies considerably between different areas of Glen Eira. While the dwelling stock in the north of Glen Eira is fairly diverse, the value of residential property could support more dense forms of dwellings such as apartments. The relatively homogenous dwelling stock in the south of Glen Eira suggests a greater need to provide alternative housing types, especially for an ageing and aged population.
- Having a range of housing in a given area provides flexibility to cater for a range of housing markets. This will help areas withstand changes in the suburb lifecycle without experiencing significant population decline or a substantially ageing or homogenous population and the effects on services that would result.
- In coming years, an increasing amount of Glen Eira's housing stock will age and deteriorate and more housing will be demolished and replaced — sometimes by more dwellings than were originally located on the site. In some circumstances, these properties have greater value as development sites rather than for continued use as single dwellings. There is also an increasing recognition, by the community and by the market, of the value of areas of intact period homes. Many homes are being restored and renovated.

### **Development trends**

- Melbourne and Glen Eira are currently enjoying a period of strong housing activity. Much of the housing activity in the last couple of years has been influenced by low mortgage rates, and high consumer confidence.
- The State Government estimates about 500 dwellings per year between 2000–2009. About 600 dwellings per year are currently approved in Glen Eira.
- While Council targeted a particular concentration of dwelling activity in areas designated for higher densities in the Municipal Strategic Statement, such as urban villages and neighbourhood centres, development is spread across most of the City.
- The development boom has not been confined to the construction of dwellings, but has also resulted in more existing dwellings being altered and added to. The floor area of new dwellings is becoming larger.
- Two main locations for development in Glen Eira are infill development and major redevelopment sites. Overall, major redevelopment will make a small contribution to new housing in Glen Eira as many major redevelopment sites are nearly fully constructed. This means infill development will constitute the majority of Glen Eira's future development. Growing community concern exists over the impact of infill development on existing neighbourhoods, including character, amenity and infrastructure.

### **Housing markets**

- Demographic changes will lead to demand for new forms of housing. A number of key housing markets will create new demands on the development industry over the next 10 years, including empty nesters and mature and older adults living alone and as couples.
- Single storey accommodation with two or three bedrooms, storage space and security for empty nesters and older persons is in short supply.
- Multi-unit developments are attracting a wider market including young families, young singles, childless couples and empty nesters. Empty nesters and young families who can not afford a single house on a lot or who do not want or need a great deal of outdoor space are seeking dual occupancies. Shop top and apartment style housing generally appeals to a younger market.
- A demand also exists for family accommodation, especially single houses. Families are not always looking for big backyards as maintenance is an issue, but many want three bedrooms plus a study.
- Glen Eira generally attracts a third and fourth homebuyers housing market. Houses and units in all suburbs of Glen Eira have experienced considerable rises in values between 1995 and 2001. House prices have increased by more than 100 per cent in all suburbs in this period. Median prices are well above the Melbourne average.
- The price of flats and units has also increased. In many areas of the city, units are now no longer an affordable housing option. For large sections of the market, flats and units are no longer the traditional entry point for first time buyers in the residential market.
- While the overall demand for housing in Glen Eira (and surrounding areas) is very strong and will be sustained, affordability is an issue. Affordability options will decline and it will become increasingly difficult for younger households to enter the Glen Eira property market as purchasers.



## Dwelling supply analysis

An important issue for Council is to determine whether the supply of housing will meet demand. Detailed capacity analysis has been conducted to examine how many dwellings could be developed in the areas identified for increased housing diversity. Two different methodologies were used. The first method involved a scenario where these areas are redeveloped at relatively low densities. If this were to occur, the majority of sites in these areas would need to be redeveloped for future housing needs to be met. The second method involved an alternative scenario where these areas are redeveloped at relatively high densities. If this were to occur, fewer properties in these areas need be redeveloped for future housing needs to be met.

The scenarios illustrate that by encouraging change in some areas of the City that are well served by public transport, infrastructure, services and facilities, a significant amount of the City's housing needs can be met. By encouraging moderate to significant change in preferred locations and tempering change elsewhere, there is capacity for the City to meet its future housing needs.

## Consultation

Throughout 2001, Council received input into the strategy via a number of workshops, questionnaires and surveys, written submissions and meetings. More than 200 community members provided valuable input into the strategy.

During consultation, participants told Council they generally favoured a "targeted" approach when determining the location of new dwellings. In a targeted approach, the location of multi-unit developments would be limited to specific locations (as distinct from the dispersed approach where development could occur anywhere). The targeted approach forms the basis of the strategy.

Participants identified a number of criteria that should be used to determine where multi-units could be developed, such as proximity to services and facilities, a mix of housing in the area and capacity of the infrastructure.

The community's views on individual suburbs was also sought. Residents were asked about their suburb's character, what would improve its character and where new development should occur.

The workshops and questionnaires identified:

- important elements of character;
- key issues common to most suburbs;
- potential special character areas; and
- visions and opportunities for each suburb.

## Environmental sustainability

The environment is an important issue for the community and local government. Glen Eira has no coastline, no natural waterways, nor large areas of bushland or native habitats. However, the greenhouse effect, stormwater quality issues, energy efficiency, noise and the pressures of urban development and transport are environmental issues relevant to Glen Eira and residential development within the City. Many of these issues emerged as important to residents during consultation.

## Neighbourhood character

Neighbourhood character is 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 aspects that establishes neighbourhood character.

Council can use a number of planning tools to address neighbourhood character issues including local policy, *ResCode*, the *Schedule to the Residential 1 Zone* and the *Neighbourhood Character Overlay*. In using these tools, Council will need to address the identified neighbourhood character issues.



New development can impact negatively on the established character of an area when the existing residential character is not respected. Threats to the character of Glen Eira's residential character include:

- buildings that are inconsistent with the prevailing front setback of the street;
- high solid front fences;
- excessive visual bulk;
- lack of visible vegetation; and
- moonscaping (or clearing of a site before development).

Further work is required on neighbourhood character to determine the preferred character of Glen Eira's residential areas and progress the initial work on special character areas. Both of these aspects will require significant consultation with the community.

### **Access to services and facilities**

For the last 50 years, many State and local government policies have supported the concept and benefits of clustering uses and activities in centres. The principle involves clustering more intensive forms of development (including higher density housing) around existing activity centres that are well served by public transport.

Clustering activities and higher density housing in centres can achieve desired environmental, economic and social sustainability outcomes such as:

- a significant shift away from relying on cars for transport;
- conserving land;
- making it easier for all people to gain access to employment, goods and services;
- creating and maintaining attractive, safe and functional community focal points;
- providing clusters of jobs and services; and
- re-inforcing economic activity.

Whilst Glen Eira is generally well served by public transport and strip shopping centres, Council recognises that some parts of the City are better served than others and are therefore better suited to multi-unit development.

### **Constraints to residential development**

A number of factors influence the potential for medium density residential development. In Glen Eira, these include:

- heritage significance;
- land subject to flooding (Melbourne Water Special Building Overlay);
- urban character;
- areas with significant vegetation; and
- single dwelling covenants.

### **Social housing and special housing needs**

Accessing appropriate, affordable and sustainable housing has become increasingly difficult for some sections of the community due to increased income inequalities, rises in unemployment, "gentrification" (and subsequent high housing costs), demographic changes and shifts in the policy and funding arrangements for public or social housing.

Glen Eira's community comprises people from diverse cultural, linguistic and religious backgrounds and income groups. In Glen Eira, some sections of the community are economically disadvantaged.

To assist in maintaining the diversity of the Glen Eira community and reduce the displacement of low income households to outer suburbs, it is important to encourage the retention of affordable housing options within the City and advocate for affordable housing development in the future. It is also important to provide housing suited to specific groups in the community, for example, older persons and students.



## **1.0 Introduction**

Glen Eira is principally a residential municipality, with identified heritage areas and urban character valued by residents. In the past, Glen Eira has been subject to pressure for multi-unit dwellings and demand is likely to continue. The challenge for the future is to accommodate change so that Glen Eira can cater for a mix of age groups and household types in the future while maintaining the amenity of the surrounding properties and enhancing the City's residential streetscapes.

### **1.1 What is the Housing and Residential Development Strategy?**

The Housing and Residential Development Strategy guides how residential development in Glen Eira will be planned and managed over the next 20 years. The strategy looks at the location and type of residential development needed in Glen Eira to meet the housing needs of its existing and future population. It also examines how the impact of residential development on neighbourhood character will be managed.

The Housing and Residential Development Strategy will:

- ensure a greater diversity of housing to meet future housing needs;
- improve and protect the liveability, neighbourhood character and amenity of Glen Eira;
- promote environmental, social and economic sustainability;
- stimulate and improve the vitality of Glen Eira's commercial centres;
- improve access to housing for residents with special housing needs; and
- ensure integrated neighbourhood planning in Glen Eira's suburbs.

### **1.2 Why prepare a Housing and Residential Development Strategy?**

The need for a Housing and Residential Development Strategy was identified in the Municipal Strategic Statement (MSS) and Council's Community Plan. The State Government also strongly advocates the need to develop a strategic framework to address housing needs and neighbourhood character. The development of the strategy was also fuelled by community concerns about medium density housing and its effects on neighbourhood character.

The aim of the Housing and Residential Development Strategy is to manage the changing residential needs of the community and the subsequent impact on the neighbourhood character of the City. The strategy also aims to ensure the sustainable use of and access to key infrastructure and services.

The strategy will guide Council's role in managing the planning and regulatory aspects of residential development in the City. The strategy provides an opportunity to develop greater links between land use planning and other functions such as social planning, community service provision, physical infrastructure and facilities provision and economic development.

The Housing and Residential Development Strategy will provide greater certainty for all sectors of the community about residential development in Glen Eira over the next 20 years. It also provides certainty on how development should respond to neighbourhood character. The strategy will also enable the Council to plan proactively, as opposed to reactively, with regard to key residential planning issues.

### **1.3 Role of Council in housing and residential development**

Council's role in housing and residential development is a complex one that it shares with the Federal and State Governments and the development industry. Through its planning role, Council has some control over the type and location of residential development. However, Council has an even more important role — to ensure the community's visions and aspirations are reflected in planning policy.

Council has a number of roles in housing and residential development, including the following.

#### **Planning role**

Council has a role in land use planning, development controls and building regulations. Council can:

- set broad directions and develop land use strategies and policies that identify housing opportunities and ensure these opportunities are promoted and facilitated; and

- regulate land use development and building quality in accordance with State and local planning frameworks (ie, discourage and reject housing proposals that are in a form or location inconsistent with planning objectives).

Council's role in the planning process is largely overseen and given direction by the State government. Any Council policy must be consistent with State Government policy and ultimately has to be approved by the State Government. Any Council decision can ultimately be overturned by the Victoria Civil Administrative Tribunal.

### **Advocacy role**

Council can advocate for housing outcomes that address the social, cultural and economic needs of residents with developers, community agencies and other levels of government.

### **Local governance role**

Council can ensure that housing policy represents the aspirations of its community. Council can also enhance the livability of Glen Eira's residential areas by maintaining and enhancing parks, improving the public realm (eg, street trees) and maintaining roads, footpaths and the physical infrastructure.

### **Provider role**

Council may choose to become involved in the direct provision of housing where a critical housing need which is unmet (eg, aged care, crisis accommodation, special accommodation) or perhaps where Council wishes to pioneer innovations such as environmentally sustainable design.

## **1.4 Role and scope of the strategy**

The strategy has:

- developed an overall vision for housing and residential development in the City;
- determined how much additional housing is required to support the projected population growth and where the majority of this additional housing should be directed;
- identified the type of residential development that may be expected in different locations;
- identified the distinctive and valued elements of neighbourhood character in Glen Eira and determine how these will be managed;
- developed a vision of what Glen Eira's residential areas should be like in the future; and
- identified further work required to meet housing and neighbourhood character objectives.

### **Limitations**

In the development of the strategy, some limitations in the availability of information were encountered. The limitations included:

- a lack of detailed information on the capacity of the drainage infrastructure within the City;
- the lack of a comprehensive and detailed character study; and
- a lack of information on the location of significant vegetation.

## **1.5 Strategy format**

The Housing and Residential Development Strategy consists of three parts:

### **PART A — Housing and Residential Development Strategy**

- Introduction
- Objectives, strategies and implementation
- Residential framework plan
- National and metropolitan housing influences
- Key issues, opportunities and challenges for Glen Eira

### **PART B — Suburb profiles**

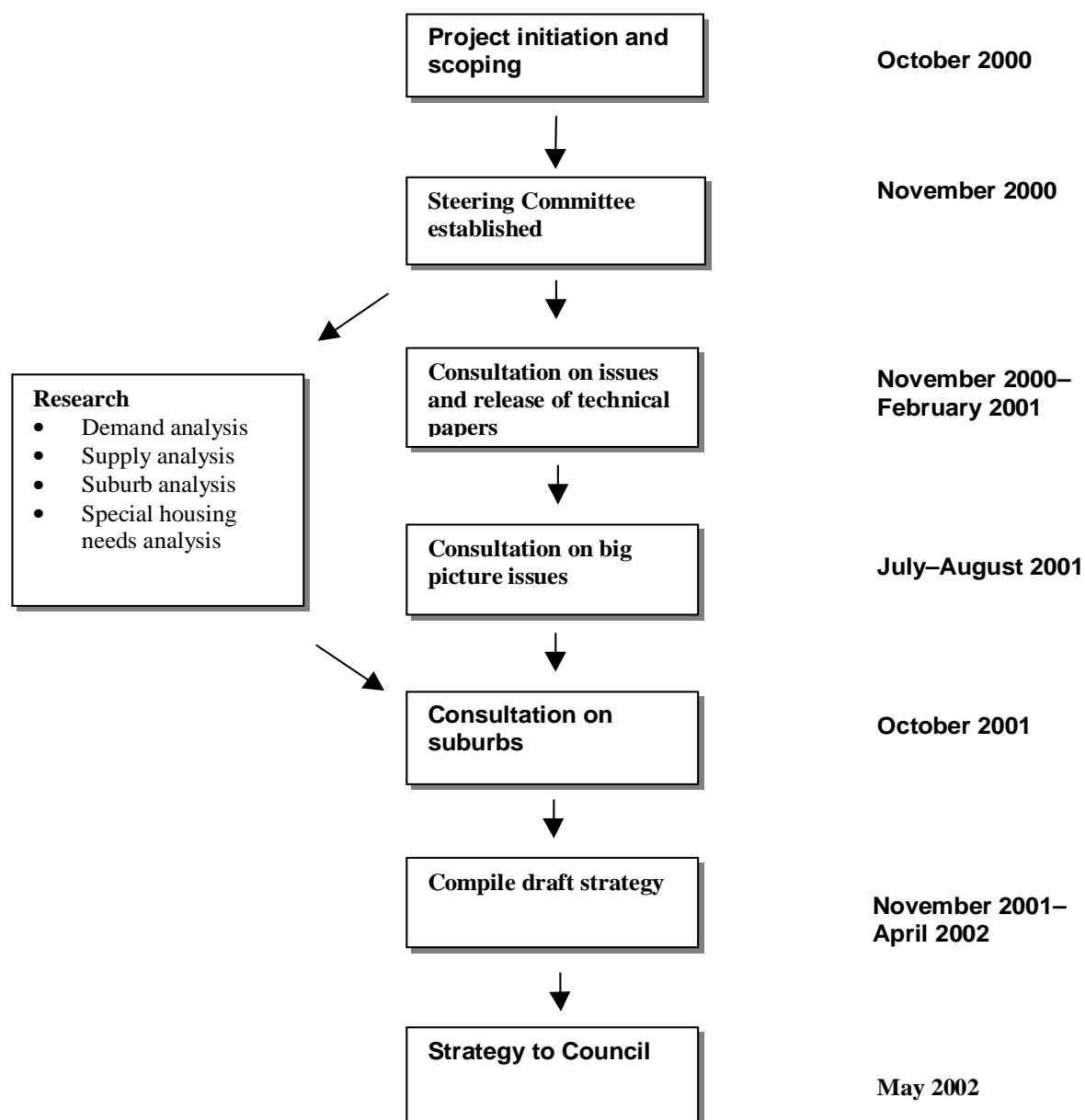
- Population and housing
- Neighbourhood character
- Visions and opportunities
- Suburb framework plans

## PART C — Background papers

1. Demographics and population projections
2. Residential and building trends
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9. Approaches of neighbouring Councils to residential development
10. Social housing and special housing needs

### 1.6 Methodology

The development of the strategy involved the participation of Council officers, Councillors, the community and other stakeholders. The methodology is shown in Figure 1.6-1.



The key tasks undertaken are briefly described below:

### **Project initiation and scoping**

- A review of policy and literature was undertaken to set the scope of the strategy.
- The brief for the strategy was developed and presented to Council.

### **Steering committee established (November 2000)**

- The development of the strategy was guided by a steering group comprising Council staff and representatives of the Department of Infrastructure.

### **Release of issues paper and technical papers (November 2000–February 2001)**

- An issues paper and feedback form was distributed for comment.
- Two papers outlining the major statistical and development trends were produced.

### **Background research, data collection and analysis (November 2000–November 2001)**

These projects included:

- Dwelling demand analysis to determine the demand for additional housing over the next 20 years.
- Dwelling Supply Analysis to establish the theoretical capacity of the City to accommodate demand.
- Suburb profiles to identify population, housing and character issues at a local level.
- Social housing and special housing needs analysis.

### **Consultation — big picture issues (July–August 2001)**

- Five workshops were held with the community, traders, real estate industry and development industry. Participants were asked about their views on the rate of growth, where new dwellings should be located, and criteria to determine what areas would be suitable for multi-units. A feedback form was also developed.

### **Consultation — suburb level and neighbourhood character (October 2001)**

- Four workshops were held at a suburb level. Participants described their suburb, the positives and negatives they saw with recent or new developments and how they would like to see their suburb in 20 years time. A questionnaire was developed.

### **ResCode analysis (December 2001)**

- ResCode was analysed to determine what effects it had on neighbourhood character and dwelling yield.

### **Setting of objectives (December 2001)**

- Based on research and analysis, the key issues and directions were distilled into a number of key objectives.

### **Development of residential frameworks (January 2002)**

- Develop an overall framework for residential development as well as frameworks for the suburbs. The frameworks identify areas considered suitable for multi-unit development, areas where development is constrained and potential character areas.

### **Development of the residential strategy (April 2002)**

- The draft strategy was assembled, including an implementation program.

## 2.0 Housing and Residential Development Strategy

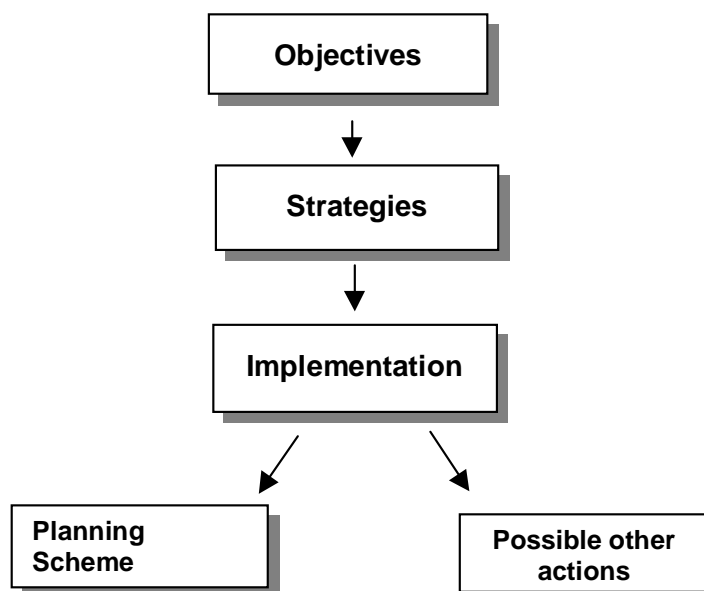
The Housing and Residential Development Strategy sets out a broad vision for housing and residential development in Glen Eira and makes recommendations regarding the future management of housing and residential development issues in the City. The Housing and Residential Strategy will allow Council, as the planning authority, to pro-actively deal with housing and residential development issues and provide certainty both for the community and developers. It sets out a framework to ensure Glen Eira has a diverse range of housing but at the same time maintains the character and amenity of the City's residential areas.

The Housing and Residential Development Strategy consists of:

- objectives — the general aims or ambitions for the future;
- strategies — how Council will achieve the desired aims and ambitions for housing and residential development in the City;
- implementation — how the strategies will be implemented through the Planning Scheme and possible other actions; and
- a residential framework for the future — how the strategy will work on the ground.

*The relationship between the objectives, strategies and implementation is illustrated below.*

Implementation of the Housing and Residential Development Strategy is to be done through a combination of Planning Scheme changes and other actions of Council and the community. It will not be possible to do everything at once. Council and the community have finite time and resources to achieve this. Council's priorities are determined through the Community Plan which is the framework for work to be undertaken by Glen Eira City Council, on behalf of the Community, and through annual decisions on rates and budgets.



### 2.1 Objectives

The starting point for a successful planning strategy for housing and residential development in Glen Eira is the development of objectives that strike a balance between encouraging future housing opportunities and protecting Glen Eira's liveability, amenity and character.

The objectives of the strategy are to:

- ensure a greater diversity of housing to meet future housing needs;
- improve and protect the liveability, neighbourhood character and amenity of Glen Eira;
- promote environmental, social and economic sustainability;
- stimulate and improve the vitality of Glen Eira's commercial centres;
- improve access to housing for residents with special housing needs; and
- ensure integrated neighbourhood planning of Glen Eira's suburbs.

All these objectives help to promote **certainty**. The strategy seeks to provide certainty for the community about future residential development. It provides certainty for residents by identifying the areas where change can be expected and the type of development that can be expected. This also aids developers, as it identifies development opportunities in some areas and sets parameters to development in other areas. The strategy also provides more certainty on how development should respond to neighbourhood character. The strategy will also enable the Council to plan proactively, as opposed to reactively, with regard to key residential planning issues. It will also assist service providers to identify where services are required.



## **Ensure a greater diversity of housing to meet future housing needs**

To respond to changing housing needs, the strategy identifies locations that offer the opportunity for housing diversity. A mix of housing types will be encouraged (including multi-unit developments) in and around commercial activity centres and close to public transport to take advantage of existing infrastructure and revitalise commercial centres. Multi-unit developments in these areas should be of a high quality in design and amenity.

Providing a wider range of housing types will address the changing housing needs of Glen Eira's existing population (eg, empty nesters seeking smaller homes, people beginning families, older people seeking retirement housing). This enables people to maintain their social networks by living in the same area. It is also important to meet some of the demand for people wishing to move into Glen Eira. As a result, demand will continue for multi-unit developments in Glen Eira.

Glen Eira's housing diversity areas can meet the majority of the City's demand for the next 20 years. The remainder of the demand will be met in minimal change areas in the form of single dwellings and dual occupancies. Through this combined and balanced approach, the City can meet its housing needs but also protect neighbourhood character in 80 per cent of the City.

In a metropolitan context, Glen Eira has an important role to play in meeting future housing needs. Glen Eira will meet its metropolitan responsibilities towards urban consolidation by guiding multi-unit developments to suitable locations, whilst tempering the rate and level of change elsewhere in the municipality.



## **Improve and protect the liveability, neighbourhood character and amenity of Glen Eira**

One of the main focuses of the strategy is to protect the neighbourhood character of the majority of Glen Eira's established residential areas. For the majority of the City, single houses, extensions to existing houses and dual occupancies are the envisaged types of dwellings. By limiting development to this level, existing neighbourhood character can be protected while still promoting a range of housing throughout the City.

To increase housing diversity and meeting housing needs, other areas of the City will need to accommodate a degree of change in character. While the character of these areas is established, it will evolve over time as new developments are constructed. The character of these areas may change in time but not in a detrimental way.

## **Promoting environmental, social and economic sustainability**

The strategy advocates an integrated approach where environmental, social and economic issues are all considered equally.

Promoting environmental sustainability is fundamental to the strategy. An aim is to promote more environmentally sustainable residential development through energy efficient housing design, landscape design and more sustainable lifestyles.

There is a need to reduce the City's reliance on the car to reduce emissions, provide choice for people without cars, reduce congestion and parking issues. This can be achieved in part by encouraging medium density residential development and mixed use activities to areas with good access to public transport and other facilities. To encourage people to use alternatives to the car, it is important to improve the environment for pedestrians, cyclists and people using public transport. This issue also needs to be addressed at the metropolitan level and many other supporting actions are needed, like making public transport more convenient and cost effective.

Social sustainability will be promoted by encouraging development which will meet people's housing needs and which offers residents housing choices which enable them to stay in the community when their housing needs change. The strategy also seeks to acknowledge special housing needs and social housing issues.

The strategy encourages economic sustainability by stimulating and improving the vitality of Glen Eira's commercial centres. It also promotes housing opportunities, recognising the importance of housing and the construction industry to Glen Eira's economic well-being.

### **Stimulate and improve the vitality of Glen Eira's commercial centres**

Encouraging a mix of housing types, increased residential densities and mixed use developments in and around our urban villages and neighbourhood centres, will help to stimulate and revitalise Glen Eira's shopping centres.

The strategy aims to encourage residential development that will enhance shopping centres and the surrounding areas. Encouraging residential development in these locations will help to create safer, more attractive and lively community focuses. There will be increased opportunities to work and obtain services nearer to where people live. There will also be environmental benefits such as encouraging walking and cycling and increased opportunities for public transport use. The ongoing viability of centres will also benefit from more housing and people in and around them using goods and services.

Maximising housing choice through diversity also directly addresses sustainability with regard to population and service provision. By encouraging a wider range of household types into the City, a wider range of services can be supported.

### **Improve accessibility to housing for members of the community with special housing needs**

Accessing appropriate, affordable and sustainable housing is vital to the wellbeing of Glen Eira's community. To maintain diversity in the community, an aim of the strategy is to retain and encourage social housing options to support the socially and economically disadvantaged in the community. It is also important to provide housing to meet the needs of specific groups in the community (eg, older persons and students).

### **Ensure integrated neighbourhood planning of Glen Eira's suburbs**

Integrated planning involves Council working with the community, residents, traders, service providers, different levels of government and other stakeholders to enhance the quality of Glen Eira's suburbs and their environmental, economic and social sustainability.

Integrated planning involves looking beyond traditional town planning solutions. It is important to encourage people to participate in the development of their City and to participate in developing overall visions and plans for areas. It involves holistically looking at and being involved in considering a wide range of issues in the local community including:

- infrastructure;
- social planning;
- economic development;
- recreation; and
- capital works.

## **2.2 Strategies**

The Glen Eira Housing and Residential Development Strategy comprises a comprehensive range of inter-related initiatives intended to achieve the strategy's objectives and address housing and residential development issues.

In formulating the Housing and Residential Development Strategy, Council's approach has been to ensure that each of the strategies contributing to the achievement of any one of these objectives, reinforces and complements the total set of objectives.

### **2.2.1 Objective: Ensure a greater diversity of housing to meet future housing needs**

- a. Maintain the predominately low density, established residential character not identified for housing diversity.
- b. Direct multi-unit development to strategic locations that have good access to public transport, commercial, community, educational and recreational services and facilities.
- c. Develop a hierarchy of strategic locations for increased housing diversity.
- d. Ensure the design of multi-unit developments in areas identified for housing diversity are of a high design standard.
- e. Identify clear boundaries for areas identified for housing diversity.
- f. Ensure multi-unit developments in housing diversity areas provide a high level of amenity for future occupants and adjoining residents.
- g. Ensure potential character and amenity impacts are taken into account when multi-unit developments are proposed adjacent to lower density residential areas.
- h. Identify a preferred character for housing diversity areas.
- i. Encourage residential uses on large former industrial sites and other transitional sites that are surrounded by established residential areas and are well served by infrastructure.
- j. Identify areas with limited capacity for higher density development because they may be subject to flooding.
- k. Recognise that in areas of heritage significance the ability to develop multi-unit developments may be limited.

### **2.2.2 Objective: To improve and protect the liveability, neighbourhood character and amenity of Glen Eira**

- a. Ensure residents have a high level of certainty about expected future development in their street.
- b. Ensure new residential development enhances the character of the neighbourhood.
- c. Facilitate high quality urban design and architecture that will enhance neighbourhood character.
- d. Encourage the retention of existing dwellings that contribute significantly to the character of the surrounding neighbourhood.
- e. Identify and protect areas of significant neighbourhood character.
- f. Ensure new residential development improves the streetscape and promotes good streetscape design.
- g. Promote a low intensity of development as the preferred character for the majority of Glen Eira's residential areas (minimal change areas).
- h. Ensure new residential development provides a high level of amenity for future occupants and for neighbours.
- i. Encourage the retention of existing vegetation, in particular vegetation and trees which contribute to the City's tree canopy.
- j. Ensure gardens and trees are incorporated into new residential developments.
- k. Encourage street tree planting in housing diversity areas to soften the impact of the built form.
- l. Value and protect important heritage and streetscape characteristics of established residential areas.
- m. Protect the amenity of residential areas adjacent to other non residential land uses.
- n. Discourage the planning practices of "dual occupancy by stealth" and "moonscaping".

### **2.2.3 Objective: To promote environmental, social and economic sustainability**

- a. Reduce the reliance on private vehicle usage.
- b. Locate multi-unit development near railway stations and tram routes.
- c. Discourage multi-unit development in locations away from railway stations and tram routes.
- d. Encourage energy efficient housing design, landscape design, construction materials and techniques that will minimise environmental impacts in residential developments.
- e. Encourage residents and developers to adopt more environmentally friendly practices such as reducing water usage, recycling and reducing energy use in their homes.

Note: Strategies that deal with economic sustainability are largely covered under Objective 2.2.4. Social sustainability strategies are found under Objective 2.2.5.

## **2.2.4 Objective: To stimulate and improve the vitality of Glen Eira's commercial centres**

- a. Encourage a mix of housing types, increased residential densities and mixed use developments within urban villages and neighbourhood centres.
- b. Promote and facilitate housing projects within the commercial area (ie, shop top housing) of shopping centres.
- c. Encourage residential development, where considered appropriate, subject to consultation with traders, over car parks whilst maintaining or enhancing the existing level of parking.
- d. Ensure developments in commercial areas adjoining residential areas are sensitively designed to protect residential amenity.
- e. Ensure residents in commercial areas are aware of differences in amenity expectations between commercial and residential areas.
- f. Maintain the vibrancy of the street by encouraging "active frontages" with retail, leisure and cultural facilities.
- g. Encourage residential development on upper floors except at the edge of centres where ground floor residential development could be acceptable.
- h. Improve streetscapes and public spaces within Glen Eira's neighbourhood centres.
- i. Ensure residential development in commercial areas does not create traffic and car parking problems.

## **2.2.5 Objective: To improve access to housing for residents with special housing needs**

- a. Encourage housing which caters for the needs of residents at various stages in their lives and for different income and cultural needs.
- b. Encourage social housing options for socially and economically disadvantaged community members.
- c. Encourage the provision of housing that meets the specific needs of specific groups in the community, including older persons, students and disabled persons.
- d. Encourage the provision of single storey and purpose designed housing to cater for Glen Eira's ageing population.
- e. Encourage the development of high quality student accommodation close to educational establishments that minimises potential conflicts with neighbouring uses.
- f. Encourage and facilitate private, public and community sector involvement in the provision of housing to ensure a range of housing choices is available.
- g. Locate social housing or housing that meets special needs close to shopping and community facilities and public transport.

## **2.2.6 Objective: Ensure integrated neighbourhood planning of Glen Eira's suburbs**

- a. Encourage different areas of Glen Eira to recognise and develop their own identity.
- b. Ensure the community is involved in decision making about its own neighbourhood.
- c. Ensure traffic impacts are adequately addressed when considering new residential development.
- d. Continue to implement the Glen Eira Long Term Open Space Strategy.
- e. Encourage any further or future redevelopment of major facilities (such as schools and hospitals) to be planned and minimise impacts on the surrounding residential area.
- f. Ensure that where new development places an increased burden on infrastructure it contributes to the upgrading of infrastructure.

## **2.3 Implementation**

The strategy recommends a number of initiatives and proposals, ranging from quite detailed and specific projects to conceptual ideas. Some could be implemented almost immediately while others require further study before they could proceed. Some of the actions will be implemented through the Glen Eira Planning Scheme while others require action from Council, the community, government organisations and business.

Each action has been given a priority — high, medium or low. This indicates the importance of the action and also the timeframe in which the action will be undertaken. High priority tasks should be carried out as

soon as possible. Medium priority actions should be undertaken in the medium term while low priority tasks should be undertaken when time and budget permits.

### 2.3.1 Actions — To ensure a greater diversity of housing to meet future housing needs

Planning scheme actions	Priority
<ol style="list-style-type: none"> <li>1. Undertake a planning scheme amendment to: <ul style="list-style-type: none"> <li>• Include the Residential Framework Plan (in 4.4 of this strategy) in the MSS and suburb frameworks plans (from Part B of the strategy) in a local planning policy.</li> <li>• Use the local policy to provide guidance on the form of development expected in: <ul style="list-style-type: none"> <li>– housing diversity areas (neighbourhood centres, tram lines, areas with a high concentration of units, selected roads, Heritage Overlay areas and Special Building Overlay areas; and</li> <li>– minimal change areas.</li> </ul> </li> </ul> </li> </ol>	High
<b>Other actions</b>	
<ol style="list-style-type: none"> <li>1. Conduct information sessions with the building and development industry to outline the Housing and Residential Development Strategy and the opportunities for housing.</li> </ol>	Ongoing
<ol style="list-style-type: none"> <li>2. Monitor development approvals to determine whether development is locating in areas of increased housing diversity.</li> </ol>	Ongoing
<ol style="list-style-type: none"> <li>3. Prepare guidelines for the development of key transitional sites. To communicate the desired type of developments, the guidelines should consider: <ul style="list-style-type: none"> <li>• access and linkages;</li> <li>• orientation;</li> <li>• public realm treatments;</li> <li>• bulk, form and scale; and</li> <li>• involvement of stakeholders.</li> </ul> </li> </ol>	Medium
<ol style="list-style-type: none"> <li>4. For housing diversity areas, in conjunction with Melbourne Water, further investigate the capacity of drainage infrastructure to accommodate multi-unit development.</li> </ol>	High

### 2.3.2 Actions — To improve and protect the liveability, neighbourhood character and amenity of Glen Eira

Planning scheme actions	Priority
<ol style="list-style-type: none"> <li>1. Amend the Glen Eira Planning Scheme by: <ul style="list-style-type: none"> <li>• developing variations to the Schedule to the Residential 1 Zone to reflect Glen Eira's neighbourhood character;</li> <li>• introducing a local policy that describes desired character outcomes for issues not covered by ResCode; and</li> <li>• introducing the important elements of neighbourhood character for each suburb into a local planning policy to ensure development takes it into account.</li> </ul> </li> </ol>	High
<ol style="list-style-type: none"> <li>2. Undertake an Urban Character Study to: <ul style="list-style-type: none"> <li>• identify and assess key factors that contribute to the character of Glen Eira;</li> <li>• identify the values and perceptions of the community;</li> <li>• identify character areas and assess the relative value of character areas and their contributory elements;</li> <li>• identify character areas which require special treatment and investigate use of Neighbourhood Character Overlays to achieve preferred character objectives;</li> <li>• develop desired future character statements for character areas; and</li> <li>• develop urban design guidelines and other management tools to achieve the desired future character.</li> </ul> </li> </ol> <p>Include elements of the character study as local policies in the Planning Scheme as well as identifying areas for protection in Neighbourhood Character Overlay.</p>	High

- |  |      |
|--|------|
| 3. Investigate a vegetation management program which considers:            | High |
| • a local law for vegetation protection;                                   |      |
| • a significant vegetation register incorporated into the Planning Scheme; |      |
| • guidelines for vegetation protection; and                                |      |
| • a community education and awareness campaign.                            |      |

#### Other actions

- |   | Priority |
|---|----------|
| 1. Conduct regular forums with the building and development industry on Glen Eira planning policies and building trends.  | Low      |
| 2. Promote the Glen Eira Design Awards to the development industry and public.  | Medium   |
| 3. Undertake surveys of occupants of new multi-unit developments and their neighbours to determine if multi-unit developments meet character and amenity expectations.  | Low      |
| 4. Evaluate in-house Council training on neighbourhood character and identify techniques to assist in evaluating neighbourhood character when assessing development proposals.  | Low      |
| 5. Investigate reviewing the Glen Eira Street Tree Strategy, particularly focussing on the southern half of the City.   | High     |
| 6. Investigate improving the public realm throughout the City through more appropriately directing street tree planting, with priority given to housing diversity areas. Investigate mechanisms which require developers to undertake street tree planting in such areas. | High     |
| 7. Investigate developing and promoting a heritage incentives program to encourage the restoration and renovation of properties in the Heritage Overlay.  | Low      |
| 8. Periodically review the Heritage Management Plan.  | Low      |
| 9. Investigate areas of Post World War II housing for inclusion as heritage areas in the planning scheme.   | Medium   |

### 2.3.3 Actions — To promote environmental, social and economic sustainability

#### Other actions

- |  | Priority |
|--|----------|
| 1. Lobby public transport providers and the State Government to provide better transport across Glen Eira and metropolitan Melbourne.  | Ongoing  |
| 2. Work with the PTC to upgrade the image of train stations and to improve pedestrian accessibility to the stations.   | Medium   |
| 3. Investigate the development of an Integrated Transport Strategy encouraging greater use of bicycles, walking and public transport.  | Medium   |
| 4. Develop and improve native and indigenous vegetation in selected open spaces.   | Low      |
| 5. Support Yarra Valley Water in its campaign to encourage greater use of rainwater tanks in urban residential settings.   | Low      |
| 6. Develop and implement a Sustainable Development training program, including sustainable housing practices, for Council's statutory, strategic and building staff.                               | Medium   |
| 7. Develop guidelines to encourage environmental sustainability in the planning, design, siting and construction of new residential development in Glen Eira.                                      | Medium   |
| 8. Work with Energy Victoria to increase the use of the Home Energy Rating System.   | Medium   |
| 9. Investigate developing Stormwater Best Practice Environmental Management Guidelines.  | Low      |
| 10. Expand the Glen Eira Building Design Awards to include an environmental sustainability category.   | Low      |
| 11. Provide educational displays and materials to applicants and members of the public about how to design and build for improved energy efficiency and other aspects of sustainable urban design. | Medium   |

Note: Actions relating to economic and social sustainability are outlined under Actions 4.3.4 and 4.3.5.



## 2.3.4 Actions — To stimulate and improve the vitality of Glen Eira’s commercial centres

Planning scheme actions	Priority
1. Develop structure plans and urban design frameworks for the neighbourhood centres of Alma Village, Balaclava Junction (Caulfield North), Bentleigh East, Caulfield South Glen Huntly, Hughesdale, McKinnon, Moorabbin, Murrumbeena, and Ormond. Structure plans and urban design frameworks should address the following issues: <ul style="list-style-type: none"> <li>opportunities for shop top housing and mixed use development;</li> <li>improvements to the streetscape and public realm;</li> <li>local traffic management and parking;</li> <li>pedestrian linkages to shops, public transport and open space;</li> <li>interface between commercial and residential uses;</li> <li>integration of low cost housing opportunities; and</li> <li>design guidelines for commercial and residential developments.</li> </ul> Incorporate elements of the structure plans and urban design frameworks into the Planning Scheme as local policy.	Medium
2. Develop a policy for inclusion in the Planning Scheme that ensures residential developments in commercial areas off right-of-ways provide pedestrian access through to the shopping street.	High
Other actions	Priority
1. Continue with program of streetscape improvements in Glen Eira’s shopping centres.	Medium
2. Promote good examples of shop top housing or residential development in commercial areas.	Low
3. Develop shop top housing guidelines.	Medium
4. Develop guidelines for health, safety and amenity issues associated with mixed use sites.	Medium

## 2.3.5 Actions — To improve access to housing for residents with special housing needs

Other actions	Priority
1. Continue to monitor the population profile and future trends to identify and respond to emerging housing needs and unmet demands for social housing within Glen Eira.	Ongoing
2. Actively participate in the reviews and housing initiatives currently undertaken by the State Government.	Ongoing
3. Facilitate closer working relationships between the social housing providers within Glen Eira.	High
4. Lobby the State Government to address stamp duty as a means of improving housing affordability.	Low
5. Increase awareness of emerging housing issues and trends through participation on the Housing and Local Government Network	Ongoing
6. Maintain and improve independent living units (ILUs) for disadvantaged older people who can not afford other housing options.	Medium
7. Explore Council’s ability to support social housing through the planning system.	Low
8. Encourage the construction of affordable single storey one and two bedroom dwellings near public transport and other facilities.	Medium
9. Work with Monash University to develop guidelines for student housing.	Medium
10. Prepare an Older Persons Housing Guidelines and Policy to guide future planning of this form of accommodation.	Medium
11. Produce a user friendly hand-out for property developers on the requirements for disabled access.	High



## 2.3.6 Actions — Ensure integrated neighbourhood planning in Glen Eira’s suburbs

### Planning scheme actions

1. Encourage major institutions in Glen Eira including schools and hospitals to develop master plans of their future development and include them into the planning scheme as an Incorporated Plan Overlay.

### Priority

Ongoing

### Other actions

1. Promote community awareness of planning issues and how the planning system works.
2. Pilot the development of a holistic suburb plan with a Glen Eira community.
3. Develop “suburb” plans for each suburb which integrates land use and development planning, with planning for infrastructure, capital works, recreation, parks and gardens, street trees and business development.
4. Investigate further mechanisms for development contributions.
5. Involve the community in public realm streetscape improvement works to enhance the residential amenity and suburban character.
6. Have regard to the traffic impacts of new residential development.
7. Investigate implementing local area traffic management changes in existing areas in consultation with local communities to improve safety and amenity and discourage use by inappropriate traffic.
8. Progressively develop and implement masterplans for major parks.
9. Investigate opportunities to increase open space in locations where deficiencies have been identified in the Glen Eira Open Space Long Term Strategy.
10. Encourage development on properties abutting parks which offers surveillance and which provides landscaping abutting the park.

### Priority

Medium

Medium

Medium

Medium

Medium

Ongoing

Medium

Ongoing

Low

Low

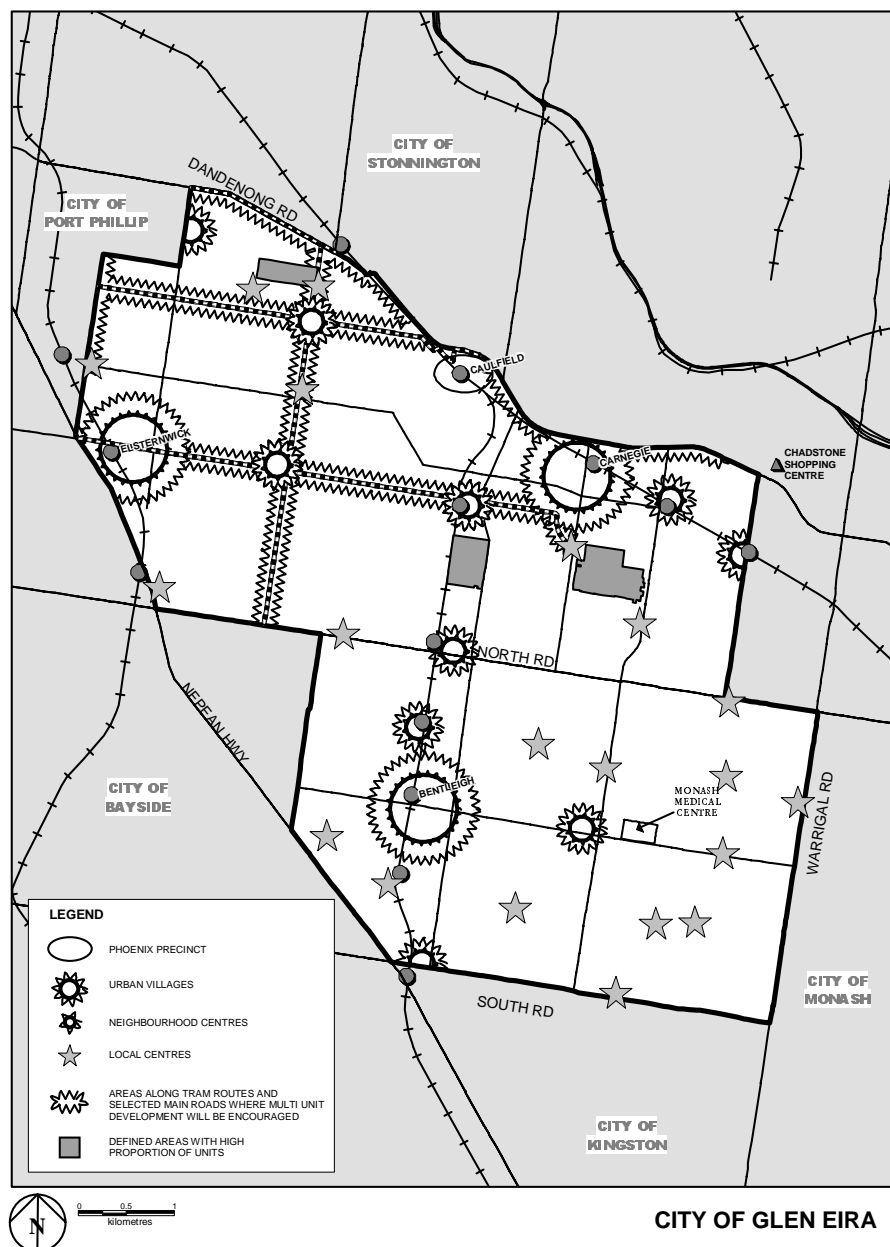
## 2.4 A residential framework for the future

The overall approach of the strategy is to identify suitable locations for redevelopment — ie, “housing diversity areas”. The aim is to encourage multi-unit housing into appropriate locations better suited to accommodating housing change and to temper the rate of change in other locations — ie, “minimal change areas”. The *Residential Framework Plan* is illustrated in the map below.

To implement the framework, a local planning policy has been developed for the Glen Eira Planning Scheme.

### Residential Framework Plan

(More detailed information on the precise location of housing diversity areas and minimal change areas in each suburb is located in *Part B — Suburb Profiles of the Strategy*.)



## Glen Eira Residential Framework

### Housing diversity areas

A range of housing is encouraged in housing diversity areas, including multi-unit development. The character of housing diversity areas will continue to evolve over time as new single houses, dual occupancies (two dwelling developments) and multi-unit developments are constructed. However being in a housing diversity area does not mean automatic approval of a development and all developments in these areas should be of the highest design quality.

Housing diversity areas include:

- Urban villages at Elsternwick, Carnegie and Bentleigh;
- Phoenix Precinct (around the Caulfield Station, Caulfield Racecourse and Monash University);
- neighbourhood centres (10 smaller centres throughout the City which include the commercial areas and a residential area around them);
- along tram lines;
- along selected main roads (Dandenong Road and Hotham Street);
- local centres (the commercial areas of these centres);
- key development sites; and
- defined areas with an already high proportion of multi-unit development.

The same level of development will not occur in all housing diversity areas. The housing diversity areas form a hierarchy which is determined by the size of the shopping centre, the range of services and facilities available, whether there is access to fixed route public transport, as well as the character and scale of surrounding development. The intention is to accommodate the most intense development in the urban villages and the Phoenix Precinct.

Neighbourhood centres will provide significant opportunities for housing diversity, especially in the commercial areas, but at a lower scale and intensity than urban villages and Phoenix Precinct. Development along tram routes, selected main roads, local centres, key development sites and defined areas with an already high proportion of units, will be at a lower intensity than the commercial areas of neighbourhood centres.

### **Urban villages**

As detailed in 3.2 *Policy framework*, local planning policies have been developed for the Bentleigh, Carnegie and Elsternwick Urban Villages. Recommendations from the panel are being considered by Council officers before the amendment returns to Council to consider whether it should be adopted or abandoned.

Funding has been obtained through the State Government Pride of Place Fund to carry out urban design frameworks for the three urban villages. Residents, traders, land owners and the wider community will be involved in the process when work begins on the project in 2002–03.



As a detailed local planning policy has been developed for the three urban villages (which is consistent with the overall direction of the strategy) and as this policy has been through a lengthy public process, it is not considered necessary to revisit this policy as part of the strategy.

### **Phoenix Precinct**

A local planning policy (Planning Scheme Amendment C14) implementing the Urban Design Framework has also been developed for the Phoenix Precinct. The policy will be referred to an independent panel.

As a detailed local planning policy has been developed for the Phoenix Precinct (which is consistent with the overall direction of the strategy) and as the policy has been through a lengthy public process it is not considered necessary to revisit the policy as part of the strategy.

### **Neighbourhood centres**

Many of Glen Eira's neighbourhood centres are attractive locations for multi-unit development due to the range of facilities and public transport offered. Neighbourhood centres range in size and mainly comprise

convenience-oriented shops with a small supermarket as the main tenant. Many contain a train station or tram stop. A neighbourhood centre is made up of both the commercial area and a defined residential area around the centre. These centres have been identified as locations which will provide significant opportunities for housing diversity.

Ten neighbourhood centres have been identified, including Alma Village, Caulfield Park, Bentleigh East, Caulfield South, Glen Huntly, Hughesdale, McKinnon, Moorabbin, Murrumbeena and Ormond.

Specific boundaries have been developed for each centre. Further details on how the boundaries were developed is contained in *Background Report 7*. (The exact boundaries of each neighbourhood centre is contained in *Part B – Suburb Profiles*.) Apartments, shop top housing and mixed use developments will be encouraged in the commercial and mixed use areas. Residential development will be encouraged on first floor of the development to ensure the retail function and frontage of centres is not lost.

Apartment style development in residential streets is not envisaged as these are considered more appropriate to the commercial areas of the neighbourhood centres. Single dwellings and multi-unit development are envisaged in the residential areas of neighbourhood centres. The intensity and scale of development should be in keeping with the scale and character of each centre. The heights of new buildings should be compatible with the surrounding buildings.

The appropriate height for buildings in the commercial areas will vary from centre to centre. Additional stories may be appropriate but new development should ensure a transition in heights exists between the existing and the new buildings. New buildings should not dominate the street and neighbouring properties.

Further work is required to recognise opportunities, character and issues for each neighbourhood centre. Structure plans and urban design frameworks will be developed to manage the specific issues of each centre, and will be implemented through further Planning Scheme Amendments and other actions. The development of the structure plans and urban design framework will require wide-ranging consultation with traders, developers, residents and the wider community.

### **Local centres**

Local centres are small groups of shops serving the immediate area. It is envisaged that these centres can play a minor role in providing housing diversity. Many of these small centres present opportunities for shop top housing. In Glen Eira, 20 such centres have been identified:

- Town Hall Precinct
- Chesterville Road–South Road
- Gardenvale
- McKinnon Road–East Boundary Road
- Poath Road–North Road
- Murrumbeena Road–Oakleigh Road
- Orange Road–Warrigal Road
- McKinnon Road–Tucker Road
- Brewer Road–Todd Street
- Patterson
- Mackie Road
- Crimea Village (Kooyong Road)
- Mackie Road–Centre Road
- Bamba Road–North Road
- Tucker Road–Patterson Road
- Hawthorn Road–Inkerman Road
- Koornang Road–Truganini Road
- Brady Road–Highview Road
- Bignell Road–Matthews Road
- Rippon Lea

In these centres, the development of new dwellings on top of existing shops as well as the refurbishment of existing shop top housing will be encouraged. To protect amenity and character of surrounding residential areas and in recognition of the centres' role, development should be low intensity (ie, small numbers of dwellings and generally not in excess of existing building heights in the centre). Some ground floor mixed use or residential development may be considered where the site is located on the edge of the centre.

Unlike neighbourhood centres, local centres refers only to the commercial area of the centre. It is not envisaged that multi-unit development would be encouraged in residential streets immediately surrounding these centres.

Patterson and Gardenvale are local centres which may offer more potential for residential development than the other local centres. Patterson is based around a railway station and offers some potential for shop top and apartment style development. Gardenvale is a fragmented centre located on the municipal boundary. The majority of the centre (including a railway station) is located on the other side of the busy Nepean Highway which effectively segregates the two parts of the centre, but some potential exists for shop top and apartment style development.

### ***Tram lines***

Sites immediately abutting the City's tram lines offer opportunities for multi-unit development.

Tram lines are located along:

- Dandenong Road,
- Glen Huntly Road,
- Hawthorn Road, and
- Balaclava Road.

While it is recognised that properties in side streets off tram lines are within easy walking distance of the tram line, only properties directly abutting the tram line will be supported for multi-unit development. This is to ensure multi-unit development does not encroach on quieter residential streets. Many sites along the tram lines are larger lots and offer greater potential development yield than properties in surrounding residential streets. The interface between the development and other residential developments to the rear should be carefully considered. Significant changes in building height between existing dwellings and new development should be avoided by reducing the visibility of the extra storey(s).

### ***Selected main roads***

Residential properties on Dandenong Road (between Orrong Road and Hobart Road) and Hotham Street have been identified as suitable for multi-unit development. (This approach is consistent with neighbouring Councils.)

In these areas, a large number of flats and units have been developed. The larger size of the lots also offers greater potential development yield than properties in surrounding residential streets. As with development along tram lines, the interface between development along the main road and housing in the side streets should be carefully considered. Significant changes in building height between existing dwellings and new development should be avoided by reducing the visibility of the extra storey(s).

### ***Key development sites***

Throughout Glen Eira a number of underutilised non-residential sites exist (in excess of 2000 square metres) which are likely to be redeveloped over the next few years. To accommodate some of Glen Eira's future housing needs, it is desirable that a number of these sites contain a component of multi-unit development where appropriate.

Where a site is located in a housing diversity area such as urban villages or neighbourhood centres, a higher development yield could be developed than sites in minimal change areas.

### ***Defined areas with an already high proportion of units***

Three distinct areas in the City have been identified as having an extraordinarily high proportion of multi-unit developments. In these areas, more than 75 per cent of the lots have been developed with multi-units, such as walk-up flats and villa units. It is recognised that the existing character of these areas is already significantly different from other parts of the City where single houses predominate.

These areas include:

- Gnarwyn Road, Coorigil Road, Moonya Road, Woornack Road, Warina Road (Carnegie);
- Garden Avenue, Wattle Avenue, Park Avenue, Mackay Avenue (Glen Huntly); and
- Wanda Road, Narong Road, Inkerman Road (Caulfield North).

In these areas, some further multi-unit development will be supported. The intensity of development should not be as high as the existing residential development in the area (eg, walk-up flats) but some flexibility is envisaged provided the amenity of occupants and neighbours can be adequately protected. New development should generally not be in excess of the prevailing building height in the area.

As the flats and units in these areas are unlikely to be demolished and redeveloped in the next 20 years, the strategy aims to encourage their refurbishment.

Whilst other parts of the City have individual streets containing large proportions of multi-unit development, these three areas are unique. They form a cohesive group of streets (or neighbourhood) where multi-unit development is the predominant character. In locations outside of these areas, further multi-unit development will not be supported.



### ***Heritage overlay areas within housing diversity areas***

Some of the housing diversity areas are affected by Heritage Overlays. Within these areas, the objective of increasing housing diversity potentially competes with protecting heritage. Heritage overlay areas are included in housing diversity areas but are treated differently to the rest of the housing diversity area.

Heritage overlay areas are considered an important part of housing diversity areas as they contribute to the character, fabric and mix of the area. In these areas, the requirements of the Heritage Overlay and respect for the heritage values of the area or property are the priority. Because of this, development expectations in these areas will be considerably lower than the rest of the area. Multi-unit developments will only be considered where heritage values are not compromised. Development which incorporates the retention of contributory buildings will be encouraged.

### ***Special building overlay areas in housing diversity areas***

Some areas identified by Melbourne Water as prone to overland flooding by a one in 100 year storm event, are also included in some of the housing diversity areas. These areas in the City are covered by the Special Building Overlay.

This land could have lower development expectations in the short term. Under the Special Building Overlay, development proposals will need to be referred to Melbourne Water to determine whether the level of development is appropriate and how the design takes the potential flooding into account. Different areas of the city are affected differently by the Special Building Overlay — in some areas flooding may be more serious than others, requiring an appropriate design solution.

However, any development constraints possibly imposed by the Special Building Overlay may be reduced over time as drainage infrastructure is upgraded in the City.

### **Minimal change areas**

While multi-unit development will be encouraged in preferred strategic locations (housing diversity areas), elsewhere Council will seek to maintain the character of residential areas.

In minimal change areas, protection of existing neighbourhood character is the primary objective. In these areas new single dwellings, extensions to existing dwellings and dual occupancies (two dwelling developments) could be developed on an average sized lot (providing the new development is consistent with the surrounding scale and character of the area).

In special circumstances (eg, where a site is substantially bigger than its neighbours), a slightly more intense form of development could be considered provided it respects neighbourhood character.



However, consolidating residential sites in minimal change areas to create larger development sites is generally not supported where it creates a lot which is not in keeping with the character of the neighbourhood.

Limiting development to single dwellings and dual occupancies in these areas does not mean that Glen Eira cannot meet its housing demand. Demand and capacity analysis for the City shows the majority of its housing demand can be met in the housing diversity areas. Extensive numbers of multi-unit developments are not required in the minimal change areas. That is not to say no

development will be undertaken in the minimal change areas — minimal change areas have a role in contributing to housing diversity by providing the opportunity for new single dwellings, extensions to existing dwellings and new dual occupancies. Lower density forms of development like single dwellings meet an important housing need in the community. They also help to ensure a range of housing types exist in Glen Eira.

To better manage the effects of new development on character and amenity, Council will also develop:

- variations to *ResCode* standards;
- local policies addressing local character issues that *ResCode* does not adequately deal with (eg, building scale and bulk); and
- local policies identifying elements of neighbourhood character for each suburb that development should respect.

### ***Significant character areas***

A number of significant character areas have been identified. While all of Glen Eira's residential areas have character, the character of these particular areas is considered significant.

These areas were identified through community consultation and technical analysis, to flag their importance as significant character areas. These areas will be treated like other minimal change areas and development should respect the important elements that make up their character. Where they are close to a housing diversity area, they have been excluded as an interim measure until it is determined whether a Neighbourhood Character Overlay can be applied to provide formal protection.

To confirm the significance of these areas and justify a Neighbourhood Character Overlay, further work will need to be carried out. A detailed character study is envisaged. The character study will also identify other areas that have not yet been identified or included at this stage. Residents, property owners and the wider community will be involved in its development.





## 3.0 National and metropolitan influences on housing

Glen Eira today is quite different from the Caulfield and Moorabbin areas of 30 years ago. While change is inevitable and is driven by factors beyond the control of local communities, it needs to be understood, for an appropriate response to be formulated. Thus, it is important to understand some of the broad demographic, social, economic and environmental changes that are occurring, the legislative and policy framework, and how Glen Eira sits within the region and alongside its neighbouring municipalities.

### 3.1 What is driving change?

Global, national and metropolitan changes are producing trends that are changing the type of city people choose to live in. Cities are becoming more diverse, mobile, uncertain and compact. It is important to understand why these changes are occurring and the impacts they have on Glen Eira.

A number of factors have impacted on the demand for housing, its type and location. These include demographic changes, the changing economy, cultural and social factors and environmental issues.

#### Demographic change

While population growth in Melbourne has slowed, the demand for housing has not. The demand for housing is fuelled by the decreasing size of households, driven in part by an ageing population.

Victoria has a large population of “baby boomers” (people born in the 25 years after World War II). The baby boomers are entering the “empty nester” stage of their lives, when their children have moved out of home to form households of their own. The baby boomers had fewer children than their parents and their children are having less still. There has been a decrease in families and a growth in one and two person households. This combination results in smaller household sizes and will create a demand for more and different types of housing (Department of Infrastructure, 1998a).

#### Economic change

Melbourne is undergoing a rapid economic transformation due to changes in the global economy. A shift from industrial economies to the information economy is occurring, focussing on the delivery of services rather than manufactured products. This can be seen in the increase in employment in the finance, insurance, real estate sectors and other businesses and the decline in manufacturing jobs. With employment less certain, more people working part-time and the need for more mobility, less people are committing to home ownership and to raising families (Department of Infrastructure, 1998a).

Another economic effect is greater inequality of wealth and income between different areas of Melbourne. Low income earners tend to live in Melbourne’s fringe, while the inner and middle suburbs have become more affluent. Areas on Melbourne’s fringe have experienced a rate of increase in real income of less than 5 per cent while virtually all inner and middle suburbs have seen an increase of 20 per cent (Burke, Hayward, Swinburne Institute for Social Research, 2001).

The level of housing construction has remained fairly consistent over the past 30 years, but the distribution and location of housing has changed. High levels of construction have continued on greenfield (undeveloped residential) sites on the fringe of Melbourne, but infill development (development in established residential areas) has also played a significant role in the established parts of Melbourne and is anticipated to continue.

House prices and house sales have risen significantly, indicating a buoyant housing market. The combination of low interest rates, high levels of consumer confidence, increasing numbers of two income households and more money lending, has contributed to high levels of housing construction since 1997 (Department of Infrastructure, 2000a).

#### Cultural change

Inner city areas and established suburbs have become more attractive places for some people to live. Longer working hours, higher levels of disposable income and people marrying and having children later, have led to an increasing preference to live in the inner city — close to work and recreation. This demand has been met by a boom in apartment developments (Department of Infrastructure, 2000a).

There is a growing trend of people living in medium density housing. Reasons for this include:

- a wider market developing (older age groups as well as younger people);
- a growing number of smaller households who prefer medium density housing or who are constrained to choose it;
- economic restructuring and changes in the labour market which mean a rented multi-unit apartment is more flexible than a suburban detached house;
- growth of medium density housing becoming a world-wide pattern;
- the planning environment continuing to emphasise medium density housing; and
- rising property values in the inner and middle suburbs meaning a more intensive use of land is required (Burke, Hayward, Swinburne Institute for Social Research, 2001).

### **Social change**

In Melbourne, a progressive increase in the overseas population has occurred with different ethnic groups tending to concentrate in specific geographical locations. While some people see immigration as a positive influence on the economy which contributes to greater cultural understanding, critics maintain it leads to overpopulation, effects social cohesion and lifestyles, and drains the economy (Department of Infrastructure, 2000d).

Mobility and migration patterns have also been a factor in Melbourne. People move because of childbirth, divorce, marriage, changing employment, schooling and housing needs. However, migration patterns are changing. The inner city has seen an increase in young and professional people. But, changes in work patterns with information technology and globalisation means more people are working from home and living in rural and coastal locations (Department of Infrastructure, 2000d).

The revival of a city core and inner suburbs has coincided with a dramatic rise in property values. This has raised concerns about the potential for displacement of low income groups to outer suburbs with inferior services and infrastructure.

### **Environmental change**

Melbourne has reached a critical stage in its growth. It continues to sprawl and is increasingly dependent on road-based development. Urban form affects the way cities function and can lead to social, economic or environmental benefits or problems. These problems include the following.

- Air pollution is one of the community's main environmental concerns. Increasing traffic densities and traffic congestion are adversely affecting air quality.
- Greenhouse gas emissions are also significant. Energy use is responsible for the majority of Victoria's greenhouse gas emissions. While road transport uses more than 85 per cent of the Victoria's energy, commercial and residential energy use have both grown.
- Water use is emerging as one of the most critical issues facing Melbourne. Urban development contributes to water quality problems through run-off, litter and discharge from sewers.
- The continuing expansion of housing development also threatens biodiversity through the loss of remnant vegetation, habitat and native species through urban land development and transport corridors (Department of Infrastructure, 2001b).

### **Implications for Glen Eira**

These changes present a number of major challenges for the City of Glen Eira and for Council, including:

- contributing to addressing the adverse effects of urban sprawl in Melbourne;
- reducing the increasing reliance on car usage;
- catering for cultural diversity and assisting vulnerable people in the community;
- satisfying the needs of an increasingly diverse population; and
- achieving a balance between encouraging change and retaining urban character.

It is important to acknowledge these changes are occurring and that many matters are beyond Council control. Understanding the implications of these changes will help to determine how best to guide housing and residential development in Glen Eira.

## 3.2 Policy Framework

All levels of government in Australia have a role to play in how Australians are housed. The broad policy framework for housing is largely determined by the Federal Government in conjunction with State and Territory governments. These broad strategic objectives flow down to local planning authorities in the form of State planning policies. (More detail on the policy framework is contained in *Background Report 6 – Policy framework*.)

### Federal Government

There are a number of programs and strategies at the Federal Government level that relate to housing. One of the most important is the Commonwealth State Housing Agreement (CSHA) which provides funding for the provision of “affordable”, appropriate and secure housing to assist people whose needs can not be met by the private market.

The Federal Government provides rent assistance to low income households in the private rental market. The Government has progressively increased funding to rental assistance while reducing funding to the Commonwealth State Housing Agreement. There has been considerable debate on whether the increased funding for rent assistance has increased the affordability of housing for low income households.

Other Federal programs and strategies include:

- National Homelessness Strategy,
- Supported Accommodation Assistance Program, and
- First Home Owner’s Grant.

### State Government

#### ***Social and public housing***

The State Government is also involved in social housing provision. The Victorian State Government has committed additional funding beyond its CSHA obligations over three years.

A number of initiatives are being undertaken by the State Government that will have a significant effect on public and social housing provision, including:

- Victorian Homelessness Strategy,
- Public Rental Eligibility Review,
- Segmented Waiting List Review,
- Womens’ Housing Policy,
- Residential Tenancies Act Review, and
- Social Housing Innovations Project (SHIP).

#### ***State planning policies***

The State Planning Policy Framework (SPPF) includes principles and policies for land use and development in Victoria. To ensure integrated decision-making, planning authorities must take account of and give effect to the SPPF.

Some of the relevant clauses relating to housing and residential development are as follows.

**Clause 14.01 Planning for Urban Settlement** requires that planning authorities accommodate projected population growth over at least a 10 year period. It also requires that planning authorities “should encourage consolidation of existing urban areas and especially higher density and mixed use development near public transport routes.”

**Clause 14.02 Metropolitan development** similarly reinforces the importance of consolidation of residential and employment activities. It also requires that development in existing residential areas should respect the neighbourhood character.

**Clause 15.11 Heritage** requires planning authorities identify, conserve and protect places of natural or cultural value.

**Clause 15.12 Energy efficiency** requires planning authorities promote energy efficient building and subdivision design, urban consolidation, integration of land use and transport and the retention of existing vegetation or revegetation.

**Objective 16.02–I Medium Density Housing** encourages well-designed medium density housing.

**Clause 19.03 Design and built form** requires that high quality urban design and architecture is achieved.

### **Metropolitan Strategy**

The State Government is currently developing the Metropolitan Strategy which is due for completion mid 2002. This strategy will develop visions and goals for metropolitan Melbourne for the next 20–30 years. It will also provide an integrated land use and transport planning framework to guide government departments, local government and the private sector in developing strategies, policies and investment priorities.

The effects of the Metropolitan Strategy on Glen Eira will depend on its final direction.

Many of the key findings and directions of the Metropolitan Strategy to date, align with the direction of the Housing and Residential Development Strategy, as follows.

- The demand for a diverse range of housing will increase due to increasing single person households, declining household size, the ageing population and fewer households with children.
- Higher densities of housing need to be integrated around public transport nodes and activity centres to maximise social, environmental and economic outcomes.
- Medium and high-density housing will have to be increasingly part of Melbourne if resources are to be used wisely.
- Housing markets are becoming increasingly polarized with a prominence of high priced housing in the inner suburbs and lower priced housing in the outer suburbs. Affordability is a problem for some private renters and homebuyers.

### **ResCode**

*ResCode* — the new provisions for residential development in Victoria replacing the *Good Design Guide* and *VicCode I* — came into effect in August 2001. *ResCode* applies to all houses, units and subdivisions in residential and mixed use zones. *ResCode* aims to make neighbourhood character the mandatory starting point for developments, introduce higher standards to protect residential amenity and promote sustainable development. The new provisions introduce a consistent set of standards for all housing.

**Clause 54 — One dwelling** In most cases, new single dwellings only require a building permit. The dwelling must meet basic standards contained in the building regulations. Single dwellings on small lots (less than 300m<sup>2</sup> or 500m<sup>2</sup>) and lots affected by overlays, such as the Heritage Overlay, require planning permits and must meet a number of standards.

**Clause 55 — More than one dwelling** A planning permit is required to construct or extend more than one dwelling on a lot. Proposals must meet standards that address neighbourhood character, energy efficiency, parking and other issues.

**Clause 56 — Subdivision** A planning permit is required to subdivide land for residential development.

### **Schedule to the residential zones**

The *Schedule to the Residential and Mixed Use Zones* allows six character-related standards in *ResCode* to be changed to meet local conditions. These standards are street setback, building height, site coverage, side and rear setbacks, private open space and front fences.

## **Local government**

### **Housing provision and policy**

While Council provides some independent living units and aged care accommodation, its main priority is as a facilitator rather than a provider of housing. Council provides aged care residential facilities for residents no longer able to live independently within the community. It has five aged care facilities, but is undertaking a redevelopment of one of the facilities and relocating the residents of two centres into it while maintaining the current level of beds.

Council also provides low cost housing or independent living units for older adults and those with a disability needing support. There are 81 independent living units consisting of bedsitter and one-bedroom accommodation in four locations.

### **Local Planning Policy Framework (LPPF)**

Local government influences the local housing market through statutory and strategic planning and various regulations. This influences development activity by directing the location, scale and form of new development. The LPPF seeks to marry the broad State land use objectives with local aspirations, priorities and visions. The LPPF consists of the Municipal Strategic Statement and Local policies.

### **Municipal Strategic Statement (MSS)**

The MSS is a strategic document of broad planning visions for the City, including long term directions for land use and development. It identifies issues, proposes visions and suggests means for achieving these visions. The MSS forms part of the *Glen Eira Planning Scheme* and therefore has statutory weight. The MSS contains the following.

Higher density housing is encouraged in the following locations:

- urban villages at Carnegie, Bentleigh and Elsternwick shopping centres;
- Phoenix Precinct (the area surrounding the Caulfield Racecourse, Caulfield Station and Monash University); and
- within the commercial areas of neighbourhood centres (ie, shop top housing).

Medium density housing is encouraged in the following locations:

- neighbourhood centres;
- mixed use areas;
- around railway stations and along tram routes; and
- large sites with future redevelopment potential.

Some “incremental” change is catered for, provided it is compatible with the scale, character and amenity of residential areas. (Incremental change is the minimum level of change included in the MSS. Incremental change areas are considered to have only a minor role in satisfying the City’s housing needs — the majority of housing needs will be accommodated in the medium and higher density housing areas.)

The MSS also aims to:

- maintain and enhance Glen Eira’s high quality residential amenity; and
- protect, maintain and enhance valued urban character.

### **Local Policies**

Local policies provide more specific information on how the objectives and strategies in the MSS will be achieved. They outline the Council’s approach to an issue or intent for an area. Two local policies affecting housing that have been developed include urban villages and Phoenix Precinct.

**Urban villages** — Bentleigh, Carnegie and Elsternwick Urban Villages are centres with a mix of workplaces, housing, shops and accessible public transport. To introduce structure plans developed for each centre into the *Planning Scheme*, a local planning policy was developed and put on exhibition in 2000 (Planning Scheme Amendment C11).

A number of submissions were received and the amendment was referred to an independent panel for consideration. Recommendations from the panel are currently being considered by Council officers before the amendment returns to Council to consider whether it should be adopted or abandoned.

**Phoenix Precinct** — The Phoenix Precinct is well suited to large-scale redevelopment and has the potential for a range of mixed uses, including higher density housing and student accommodation.

A local planning policy (Planning Scheme Amendment C14) implementing the Urban Design Framework for the area was developed and exhibited in late 2000. Submissions were received and Council is referring the amendment and submissions to an independent panel.

### 3.3 Neighbouring councils' planning approach to housing and residential development

The City of Glen Eira adjoins five other municipalities: Kingston, Monash, Stonnington, Bayside and Port Phillip. Each has its own approach to residential development as outlined in its *Municipal Strategic Statement* (MSS) and local policies in its *Planning Scheme*.

A detailed analysis of the neighbouring councils' approaches is contained in *Background Paper 9*.

#### Approach to housing and residential development

While each of Glen Eira's neighbouring councils have a slightly different approach to residential development, a common theme emerges. All of the councils encourage medium density development within and around shopping centres. Some identify main roads and large sites as well. This is consistent with *State Planning Policy*.

#### Development along Glen Eira's boundaries

The policies of Glen Eira's neighbouring councils may affect residential development in Glen Eira (eg, plans to encourage high density housing). It is important that planning in Glen Eira takes this into account.

Along the municipal boundaries of Glen Eira, neighbouring councils promote:

Neighbouring council	Boundary
Kingston	<ul style="list-style-type: none"><li>Promotion of single dwellings and some dual occupancy along the eastern side of Warrigal Road (Centre Road to South Road) and the southern side of South Road (Chesterville Road to the Nepean Highway).</li><li>Shop top housing and mixed use developments in the area of the Moorabbin Shopping Centre (corner of South Road and Nepean Highway) with increased housing diversity to the east.</li></ul>
Stonnington	<ul style="list-style-type: none"><li>Residential development, including medium density housing and increased student housing in close proximity to Monash University along Dandenong Road.</li><li>A wide variety of regional and local uses, including service and community uses and accommodation around Chadstone Shopping Centre.</li><li>Mixed uses including residential development in the local centre on Dandenong Road between Tooronga and Burke Roads.</li></ul>
Monash	<ul style="list-style-type: none"><li>Incremental change along part of Warrigal Road and Poath Road</li><li>Note: Monash does not identify the Hughesdale shopping centre on Poath Road as a location for medium density housing as it is not of a significant size compared to other centres and only half the centre is in Monash, the other half being in Glen Eira.</li></ul>
Bayside	<ul style="list-style-type: none"><li>Medium density housing will be encouraged in the area surrounding the corner of Nepean Highway and South Road, the area surrounding Nepean Highway and North Road and the area near Thomas Street.</li></ul>
Port Phillip	<ul style="list-style-type: none"><li>Medium density housing will be encouraged on Dandenong Road and Hotham Street.</li><li>Inkerman Street Shopping Centre (corner Inkerman and Hotham Streets) will maintain its limited local retailing role, and continue as a location for smaller service businesses and light industrial uses.</li></ul>



### **3.4 Regional context**

Glen Eira is a “middle ring” municipality. The northern boundary is 6 kilometres from the Melbourne CBD. It is 39 square kilometres in area. The high level of amenity, combined with the concentration of commercial and community facilities, proximity to the Melbourne CBD and beaches and good access to public transport have all contributed to the City being highly sought after by residents and developers.

This section examines Glen Eira in its regional context and explores its strengths and weaknesses.

#### **Population**

Glen Eira shows similar characteristics to some of its neighbouring councils and different characteristics to others. Generally, outlying municipalities like Monash have more families and children, larger households and less lone person households than inner city municipalities like Port Phillip. Glen Eira lies in between, but like Bayside, has a higher proportion of people aged over 70 years.

#### **Housing**

The majority of housing stock in Glen Eira is separate houses (60 per cent). Stonnington is similar with 50 per cent, while in Monash, Kingston and Bayside more than 80 per cent of dwellings are separate houses. Port Phillip has a very low proportion of separate houses, only 22 per cent.

#### **Industry**

Glen Eira has very small amounts of industrial activity compared to neighbouring municipalities, such as Kingston and Monash.

#### **Retailing**

Glen Eira contains a large number of strip shopping centres. The continued viability of these centres is critically important to the economic and cultural wellbeing of Glen Eira. Glen Eira's larger shopping areas compete with regional centres in neighbouring municipalities (eg, in Stonnington's Chadstone and Kingston's Southland).

#### **Open space**

More than 160 hectares of parks and gardens exist in Glen Eira. None of these are major metropolitan parks. The Outer Circle Railway Reserve is the most environmentally sensitive area of public open space in the City being the only significant surviving remnant plant community.

#### **Heritage**

Glen Eira features a number of areas and individual properties recognised as nationally, regionally or locally significant and protected by Heritage Overlays. Most of the surrounding municipalities also have pockets with heritage significance.

#### **Roads**

Major arterial roads form the boundaries of Glen Eira. The City is traversed by a grid of main roads which generally cater well for heavy traffic movements. The local street network is not subject to intense traffic pressures by regional traffic and experiences moderate traffic volumes in comparison to adjacent municipalities. However, increased traffic and parking has caused some community concern about safety and the amenity of residential areas.

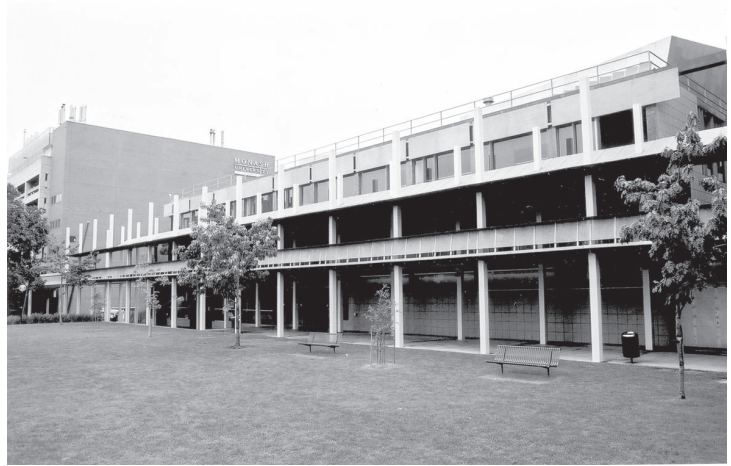
#### **Public transport**

Glen Eira has two train corridors running through it and nine train stations. Four stations are just outside the municipality boundary. The northern half of the City is well served by tram lines. Bus routes also run throughout the City. The south-eastern part of Glen Eira has poor access to public transport compared to the rest of the City.

## Education facilities

About 135 public and private educational institutions exist in the City. Many serve a regional catchment, with some serving a national catchment. The presence of such a strong education sector is a major attractor contributing to the view that Glen Eira is an attractive place to live.

*Monash University*



## Health facilities

The health sector is one of the biggest employers in Glen Eira, with more than 500 public and private establishments providing health services in the municipality. The three largest are Monash Medical Centre, Bethlehem Hospital and Caulfield Medical Centre. Each of these centres has regional catchments.

## 4.0 Key issues, opportunities and challenges for Glen Eira

Housing and residential development in Glen Eira involves complex demographic, social, economic, development and character issues. The strategy has the challenge of balancing these issues to develop an overall vision for managing housing and residential development in the City. While neighbourhood character is often raised as the biggest issue, all issues need to be considered.

The key issues, opportunities and challenges identified for Glen Eira include:

- population and household trends;
- dwelling stock;
- development trends;
- supply analysis;
- housing markets;
- consultation findings;
- environmental issues relating to residential development;
- neighbourhood character;
- access to services and facilities;
- constraints to residential development; and
- social housing and special housing needs.

More detailed analysis of many of these issues are available in the background reports.

### 4.1 Population and households trends

Further information on population and household trends is available in *Background Reports 1* and *4*.

#### Population

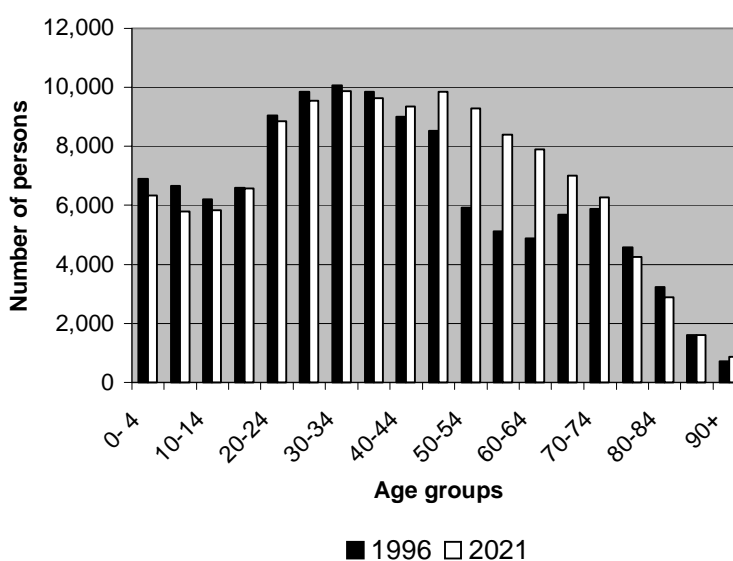
Glen Eira has been growing since it was established in 1994. The Australian Bureau of Statistics estimates that Glen Eira's population was nearly 126,000 in June 2001 (Australian Bureau of Statistics, 2001).

The State Government estimates the population will increase to 130,000 by 2021 (Department of Infrastructure, 2001e). However, given recent levels of residential development this figure may understate the likely population growth in Glen Eira.

#### Age structure

The age structure of Glen Eira in 1996 is typical of an established middle ring suburb. The City's age profile indicates an older population than the Melbourne Metropolitan Area.

- Compared to age profile of the Melbourne Metropolitan Area, Glen Eira had proportionally more people in the 35–49 and in the 60+ age groups in 1996. Glen Eira had lower proportions of persons under 35. (Australian Bureau of Statistics, 1996).
- Glen Eira in 2021 will be an older population with significantly lower proportions of children and teenagers and significantly higher proportions of middle aged and elderly. The age group which is expected to grow the most is 55–69 year olds.
- Glen Eira is one of the few places in Victoria which can expect to have fewer people in the 70+ age group by 2021. This is indicative of an already aged population and its potential to “regenerate” over future years (Department of Infrastructure, 2000e).



## Households

In 1996, there were 47,000 households in Glen Eira (Department of Infrastructure, 1998b). The number of households is growing at a faster rate than the population. The State Government has predicted that Glen Eira will have 58,000 households by 2021 (Department of Infrastructure, 2000e).

Glen Eira has a high proportion of one and two person households compared to the Melbourne Metropolitan Area. The number of lone person households is also high.

Glen Eira's average household size (or the average number of people per dwelling) in 1996 was lower than the metropolitan average. The size of households is expected to decrease from 2.4 in 2000 to 2.2 in 2021 — a Melbourne-wide trend (Department of Infrastructure, 2000e).

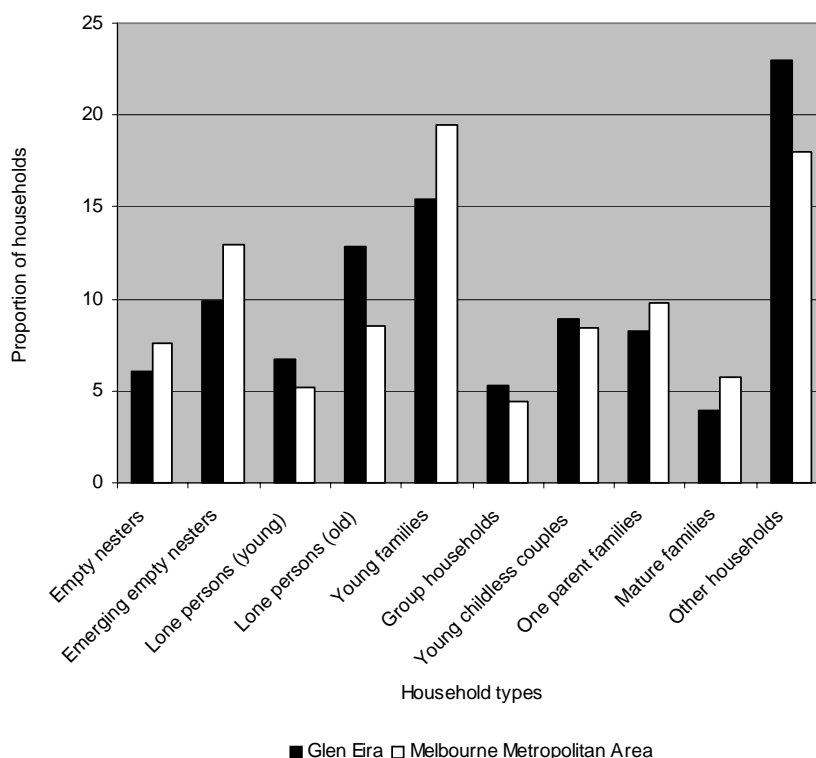
### Household types

The main housing markets in Glen Eira are as follows.

- **Empty nesters** — couples aged 45 to 65 years whose children have left home.
- **Emerging empty nesters** — families comprising a couple and children aged 15 years or older.
- **Young lone person households** — people aged between 15 and 34 years living alone.
- **Old lone person households** — people aged 65 years or older living alone.
- **Young families** — families comprising a couple and children under the age of 15 years.
- **Group households** — unrelated people sharing the same dwelling.
- **Young childless couples** — couples aged 15 to 34 years without children.
- **One parent families** — families comprising a single parent and children (younger or older than 15 years).
- **Mature families** — families comprising a couple and children (at least one child under 15 years and one over 15 years or older).
- **Other household types** — include lone person households aged 35 to 64 years, couples without children aged 35 to 64 and multiple family households.

In 1996, the major features of Glen Eira's household structure were:

- a relatively large number of young family households in 1996, although at lower proportions than metropolitan Melbourne;
- a significant share of old lone person households compared to metropolitan Melbourne, especially in the Caulfield area (This is linked to the underlying aged population in the area and the presence of important medical and aged care institutions in this part of the municipality.);
- a higher share of young lone person households, especially in the northern half of the City (which is linked to Monash University Campus located in the area);
- a large proportion of emerging empty nesters in the south (south of North Road) compared to both the northern half of the City and metropolitan Melbourne as a whole (This is indicative of the age of residential development in the area — post war — and the large number of settled families in suburbs such as Bentleigh and Bentleigh East) (i.d. Consulting, 2002).



The most notable changes in household types between 1991 and 1996 were:

- a large increase in emerging empty nester households in Glen Eira, especially in the north (This matches broader patterns in Melbourne);
- a significant decrease in the number of young families (This also matches the broader trend in metropolitan Melbourne, where decreasing fertility rates have reduced the number of people entering adulthood and a greater share of these people are choosing to remain childless.);
- an increase in the number of young childless couples matching the metropolitan trend;
- a significant increase in mature family households, concentrated principally in the north (The northern half of the City area tends to attract second and third home buyers seeking the lifestyle of the area, with good access to schools, employment and other services.); and
- an increase in empty nesters in the north but a decrease in the south of the City (The decrease in empty nester population was linked to the increase in old lone person households) (i.d. Consulting, 2002).

## Migration

Migration trends are useful to identify housing markets. An increase or decrease of people in particular age groups, as a result of migration, can identify the lack of opportunities for certain housing markets. Migration patterns also indicate whether there is an adequate supply of housing for the local market.

New households are created when children leave home, through divorce and separation, or through smaller households wanting more living space — all lead to continual demand for a more diverse housing stock. (This could include vacant houses or new dwellings.) Demand for housing close to the original dwelling is likely to be high. The impact of an inadequate supply of housing in Glen Eira is significant movement of people out of the City (i.d Consulting, 2002).

### Glen Eira north

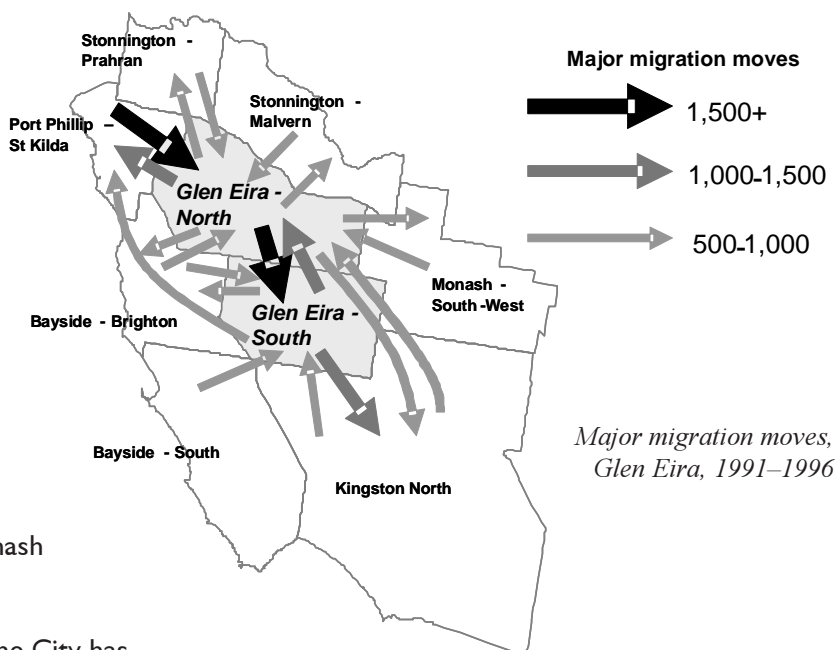
- Received high numbers of overseas migrants, mainly as a result of the expansion in tertiary education provision to overseas students at the Monash University — Caulfield Campus.
- A relatively large proportion of the population moved in and out between 1991 and 1996. In particular, the younger age groups (20–34 year olds), reflecting the proximity of Monash University and local rental opportunities.

- Recently the northern half of the City has lost people in the young and mature family age groups.

While the housing stock is less suited to families, price considerations and a lack of new housing opportunities may be the main reason for out-migration in these age groups. These groups also compete in the housing market with childless couples (who have no dependents) and more established families (who would have greater equity in their housing).

### Glen Eira south

- Compared with the north, less of the population moved between 1991 and 1996. Movements were concentrated in the 25–39 age groups, reflecting the area's attractiveness to this age group. Many people moved from the north of the City seeking more affordable housing.
- Many people in the 55–74 year age groups moved out. This age group moved to surrounding areas, but also notably the Mornington Peninsula — indicating a lack of appropriate and affordable housing options within Glen Eira or the desire for a retirement lifestyle (i.d. Consulting, 2002).



## **Ethnic and religious diversity**

Glen Eira's population is diverse, comprising people from a range of cultural, linguistic and religious backgrounds. In 1996, 28 per cent of the population in Glen Eira was born in non-English speaking countries (compared to 25 per cent in Melbourne) (Australian Bureau of Statistics, 1996).

Glen Eira had a significantly larger proportion of people of the Jewish faith (ie, 15 per cent compared to 1 per cent for the Melbourne Metropolitan Area).

The location of religious establishments, traders, private schools, ethno-specific services, a university campus and living in close proximity to extended family and friends, attracts and maintains the resident population of specific groups within the Glen Eira community. It is important to consider these groups in terms of appropriate, accessible and affordable housing.

## **Income**

In 1996, income levels of residents of Glen Eira tended to be higher than the average income levels for the Melbourne Metropolitan Area. However, 43 per cent of individuals and 19 per cent of households earn gross weekly incomes below \$299 (Australian Bureau of Statistics, 1996). High housing costs within the City mean that affordable and accessible housing options for people on limited incomes is important to future planning for the City.

## **Implications for Glen Eira**

Many changes in the housing market are due to demographic changes such as an ageing population, having fewer children and forming smaller households. The total population of Glen Eira may not change significantly in the next 10 to 15 years, but household size will continue to fall resulting in the need for additional dwellings. Even without an increase in Glen Eira's current population, additional new dwellings would be required.

The majority of the market for residential property in Glen Eira will continue to be sourced from its own population (young people leaving home, divorcees) and from surrounding areas. The changes that occurred to the household structure and migration in Glen Eira between 1991 and 1996, indicate the ageing of the population. However, the changes also suggest that people may be leaving the area to seek housing opportunities elsewhere due to insufficient new housing opportunities or due to a lack of appropriate housing in Glen Eira. This is most noticeable with young families, and, to a lesser degree, with group households and empty nesters.

As the population ages and retires, there is likely to be greater demand for appropriate recreational services, facilities, aged care support services and transport. Housing options need to reflect the needs of "older persons" who wish to stay in the community within which they have lived.

## **4.2 Dwelling stock**

The housing market in Glen Eira is changing in terms of the types of dwellings, tenure, sizes and styles. Different dwelling types give people greater choice and allow them greater opportunities to match their homes with their lifestyles. (These issues are discussed in further detail in *Background Report 2*.)

### **Total dwelling stock**

The total private dwelling stock in Glen Eira in 1996 was 51,060 dwellings. (Department of Infrastructure, 1998b). The State Government predicts that between 2000 and 2021 there will be a 10.7 per cent (or 0.5 per cent per annum) increase in private dwelling stock — increasing the number of dwellings in Glen Eira from 53,000 to 59,000. This is equivalent to 300 dwellings per year (Department of Infrastructure, 2000e).



## Forecast dwellings, Glen Eira, 2000–21

	Dwellings 2000	Forecast dwellings 2021	Total dwelling change 2000–21	Total percentage change 2000–21
Glen Eira north	34,268	37,930	3,662	9.7
Glen Eira south	18,744	21,444	2,700	12.6
Glen Eira (whole)	53,012	59,374	6,362	10.7

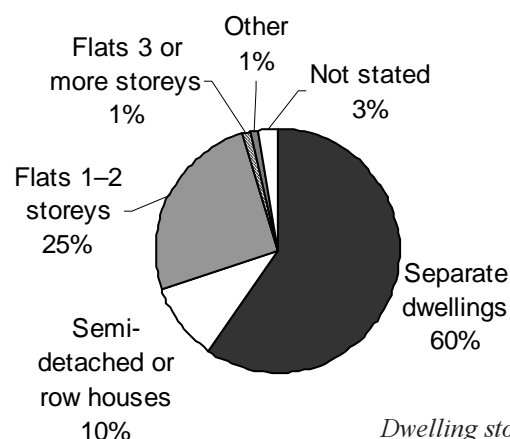
Victoria in Future, Department of Infrastructure, 2000

However, as with the population forecasts, these trends may be underestimated. Over the last five years, in excess of 600 dwellings a year have been approved by both Council and VCAT (see 4.3 *Development trends*).

## Dwelling stock

The most important characteristics of Glen Eira's dwelling structure in 1996 were as follows.

- A large share of separate houses, although comparatively less than metropolitan Melbourne as a whole. The majority of separate houses were located in the south of Glen Eira, where there was significantly less dwelling diversity. The majority of these houses comprised three and four bedrooms.
- A significant percentage of "low rise" flats and apartments (1–2 storeys), especially in the north of the City. Very low numbers of flat and apartment types with three or more storeys.
- A notable share of row and terrace houses, mostly in the north, consisting of old terrace style housing (such as in Elsternwick and Caulfield), while others are likely to be post-war strata title units (such as around Carnegie and Glen Huntly) (i.d. Consulting, 2002).



*Dwelling stock, Glen Eira, 1996*

## Dwelling structure, 1996 (percentage)

	Separate dwellings	Semi-detached or row houses	Flats 1–2 storeys	Flats 3 or more storeys	Other	Not stated
Glen Eira north	46.5	13.6	34.1	1.8	1.0	2.9
Glen Eira south	83.8	4.0	9.1	0.2	0.8	2.1
Glen Eira (whole)	59.7	10.2	25.3	1.2	0.9	2.6
Melbourne metro	74.1	7.9	10.3	4.5	0.8	2.3

## Housing style and age

The mix of housing styles in the City reflects the pattern of settlement. The most variety of housing styles is seen in areas that were developed earlier, namely Caulfield North and the north eastern parts of the City. Little diversity in styles and age exist in the south eastern parts of the City.

In 1999, 31.3 per cent of dwellings in Glen Eira were constructed before 1940, 23.7 per cent between 1940 and 1960, 31.1 per cent between 1961 and 1980, 5.7 per cent between 1981 and 1990 and 8.1 per cent since 1991 (Glen Eira City Council).

In the northern half of the City, a large number of houses were developed prior to 1940 as well as a substantial number of flats and units from 1961 to 1980 during the "flat boom". The number of flats built between 1961 and 1980 was nearly three times more than flats built in these areas since 1981.

In Bentleigh East, the majority of development took place between 1940 and 1960. A few flats and units were constructed between 1961 and 1980. In the rest of the southern part of Glen Eira, nearly a third of dwellings were constructed before 1940. Considerable building activity also took place between 1940 and 1960 (mostly houses) while some flats were constructed between 1961 and 1980.



## Tenure

Home ownership has traditionally been an important part of Australian housing policy. In metropolitan Melbourne, the number of home owners has increased over the past 20 years. The number of people purchasing their homes has fallen, as many of these people may now own their own homes outright. However, the number of people renting in the private rental sector has also increased. This could be the result of people choosing not to buy housing and investing in shares or due to employment uncertainty. (Department of Infrastructure, 2000d).

However, this is not the case with unemployed or low income households. Many households are devoting large proportions of their income to housing and people are finding it difficult to meet their housing aspirations.

The most significant elements of tenure in 1996 were:

- a marginally higher share of home ownership than Melbourne as a whole (although this was slightly higher in the south of Glen Eira, an indication of the type of dwelling stock and the age of the area);
- a lower share of purchasers compared to metropolitan Melbourne (although again, there was a greater share in the south, which is probably indicative of greater affordability and more opportunities to purchase family housing stock, due to an ageing population); and
- a greater proportion of renters, especially in the City's north. This is strongly linked to the housing stock types in the area (ie, more flats and apartments) (id Consulting, 2002).

### Tenure, 1996 (percentage)

	<b>Owned</b>	<b>Being purchased</b>	<b>Rent</b>	<b>Other</b>	<b>Not stated</b>
Glen Eira north	40.5	18.2	34.0	2.1	5.3
Glen Eira south	51.7	25.8	17.6	1.5	3.4
Glen Eira (whole)	44.5	20.9	28.1	1.8	4.6
Melbourne metropolitan	42.6	27.7	23.8	1.9	4.0

### Implications for Glen Eira

A major issue for Glen Eira is how the additional dwellings will be accommodated over the next 20 years. Potentially, new dwellings could have effects on existing neighbourhood character, traffic and parking, energy consumption, infrastructure, access to services and facilities and meeting housing needs.

Overall, Glen Eira has a good mix of dwelling stock. However the mix of housing types varies considerably between different areas of Glen Eira. While the dwelling stock in the north of Glen Eira is fairly diverse, the value of residential property could support more dense forms of dwellings such as apartments. The relatively homogenous dwelling stock in the City's south suggests a greater need to provide alternative housing types, especially for an ageing and aged population.

Having a range of housing in a given area, provides flexibility to cater for a range of housing markets. This will help areas withstand changes in the suburb lifecycle without experiencing significant population decline or a substantially ageing or homogenous population and the effects on services that could result.

In coming years, an increasing amount of Glen Eira's housing stock will age and deteriorate and more housing will be demolished and replaced — sometimes by more dwellings than were originally located on the site. In some circumstances, these properties have greater value as development sites rather than for continued use as single dwellings.

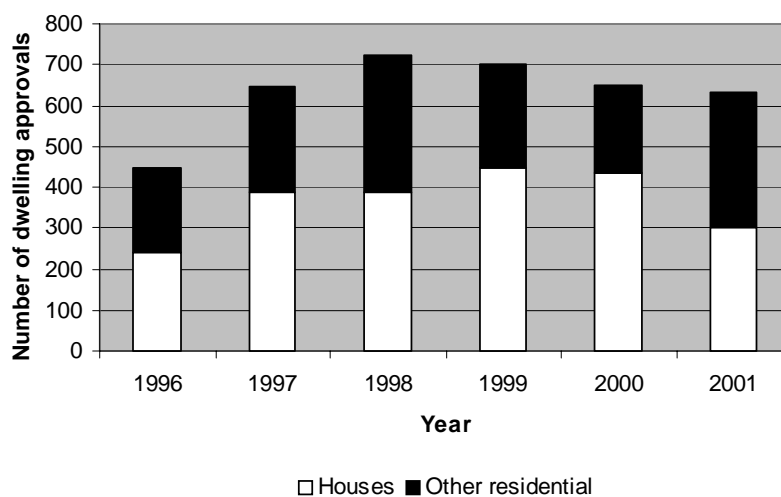
However, at the same time, there is an increasing recognition by the community and the market of the value of areas of intact period homes. Many homes are being restored and renovated.

## 4.3 Development trends

The amount, location and range of new housing development in Glen Eira over the last 10 years has been influenced by cultural, demographic, economic changes and urban development processes. The total population of Glen Eira may not change significantly in the next 10 to 15 years but household size will continue to fall, resulting in the need for additional dwellings.

### Dwelling approvals

Building activity has remained steady in Glen Eira since the building boom began in 1997 — averaging 675 dwellings a year. Perhaps somewhat surprisingly, separate houses account for the majority (58 per cent) of approvals in Glen Eira between 1996 and 2001.



### Dwelling approvals by type, Glen Eira, 1996-2001

Year	1996*	1997*	1998*	1999*	2000**	2001**
Houses	239	386	387	446	436	303
Other residential dwellings	210	260	336	253	214	329
TOTAL	449	646	723	699	666	643

\* Department of Infrastructure, Housing Melbourne – Residential Forecast 2000, 2000

\*\* ABS, Building Approvals, Victoria 87131.2

### Dwelling types

A qualitative assessment of the dwellings that have been constructed since 1996 in Glen Eira, indicates a range of dwelling types. The most common are:

- single storey units (aimed at owner occupiers and at the “affordable rental market”);
- large double storey family houses (aimed at owner occupiers — couples and families);
- attached and semi-detached two storey townhouses (aimed at young couples); and
- some independent living and aged care units (eg, Centre Road, Bentleigh).

### Location of development

Since 1996, significant residential development has been occurring in Glen Eira. While Council targeted particular concentration of dwelling activity in areas designated for higher densities in the Municipal Strategic Statement (such as urban villages and neighbourhood centres), development is spread across most of the City.

### Alterations and extensions

The development boom has not been confined to the construction of dwellings, but has also resulted in more existing dwellings being altered and added to. Extending and altering dwellings adds value, creates more living space and provides an alternative to moving. Alterations and extensions can result in changes to the housing form and neighbourhood character, especially where second storey additions are involved.

## Dwelling size

Consistent with trends across Australia, new houses in Victoria are becoming larger. Between 1995 and 1999, the average floor area of a new house grew by 32 per cent, to 223m<sup>2</sup>. The average floor area of a new house in Glen Eira was 183m<sup>2</sup> between July 1997 and November 2000 (Building Control Commission, 2000). Increasing dwelling size can have an effect on the streetscape and neighbourhood character, especially where buildings are two storey.

## Infill development

Infill development occurs when a house is demolished and replaced by two or more dwellings, additional dwellings are built on a site that already contains a house; or where an existing detached house is demolished and replaced by another detached house (Department of Infrastructure, 2000a). It has played a significant role in Glen Eira in providing for new housing and is anticipated to continue, particularly as many large sites are fully developed.

## Major redevelopment

Major redevelopment is the conversion of sites to residential use that will yield 10 or more dwellings in established urban areas. The number of these sites has reduced in Glen Eira over the past few years as former industrial and government land has been developed.

Since 1995, 349 new dwellings have been developed on major redevelopment sites. In January 2000, there were 19 major redevelopment sites (and potential sites) in Glen Eira with a potential yield of 1008 dwellings (Department of Infrastructure, 1997-2000).

## Forecast residential development

The Department of Infrastructure predicts that between 2000 and 2009, 4,620 new dwellings will be developed in Glen Eira. Of these, only a small percentage will be major redevelopments, the majority will be infill development (Department of Infrastructure, 2000b).

### Total forecast dwellings — Glen Eira, 2000–2009

Timeframe	Major redevelopment dwellings	Infill dwellings	Total forecast dwellings	Total Melbourne (percentage)
Short term (2000–04)	350	2250	2600	2
Medium term (2005–09)	0	2020	2020	2

Department of Infrastructure, Housing Melbourne – Residential Forecast 2000, 2000

## Implications for Glen Eira

### Rate of development

Melbourne and Glen Eira are currently enjoying a period of strong housing activity. Much of the housing activity in the last couple of years has been influenced by low mortgage rates, high consumer confidence and uncertainty surrounding the introduction of the GST. The State Government estimates about 500 dwellings per year between 2000–09. More than 600 dwellings per year are now approved in Glen Eira.

### Location of development

Major redevelopment sites offer the opportunity to develop integrated medium density housing. The conversion of non-residential uses to housing, where the site is in established residential areas, is also desirable.

Overall major redevelopment will make a small contribution to new housing in Glen Eira as many of Glen Eira's redevelopment sites are nearly fully constructed. This means infill development will constitute the majority of Glen Eira's development. Community concern over the impact of infill development on existing neighbourhoods is growing. Depending on the individual developments, infill development has the potential to impact on access to sunlight, daylight and privacy. It can also affect neighbourhood character.

There could also be constraints to residential development in established areas that impact on development potential, including infrastructure constraints like sewerage, drainage or identified flood prone land.

A further issue is the desire to locate dwellings close to services, facilities and public transport. Having medium density housing close to services and facilities can create greater housing choice by providing an opportunity for diverse housing types that suit the needs of different household sizes, incomes and lifestyles. It can also improve the viability of commercial centres.

## 4.4 Housing markets

The Glen Eira housing market is formed by the interplay between supply and demand. Demand for housing in Glen Eira is affected by population growth, demographic changes, migration patterns, housing preferences and economic factors. Supply factors include the price and availability of land, opportunities for new housing and construction activity.

### Housing markets in Glen Eira

As discussed in 4.1 *Population and households*, the majority of new households in Glen Eira are formed from existing Glen Eira households — through children leaving home, divorce, or older persons seeking a smaller home. Most people want to live in areas that are familiar and have existing family and social networks.

In the absence of more affordable or more appropriate housing, the households will either stay put (resulting in elderly lone persons living in three-bedroom separate dwellings, for

example) or moving elsewhere to where more appropriate housing is located. If alternative housing is provided, for example, for elderly lone persons, houses with three and four bedrooms are effectively freed up, potentially attracting family households to the area.

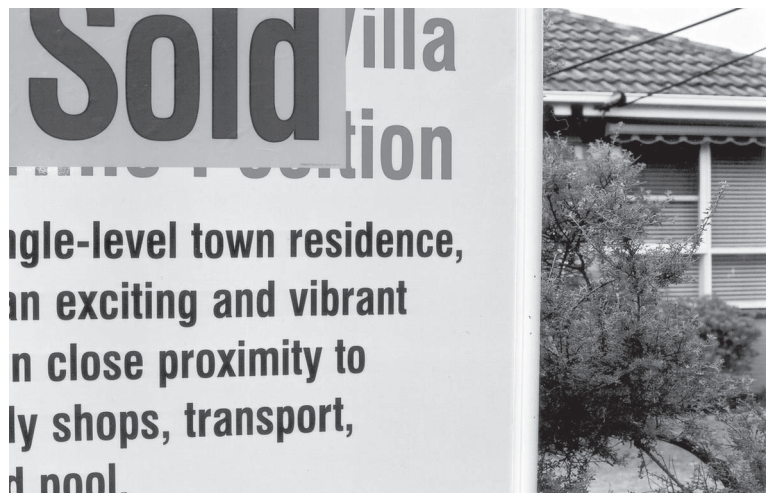
Consultation with the development industry and real estate industry identified a need for a wide range of affordable and appropriate housing in Glen Eira.

Multi-unit developments are attracting a wider market including young families, young singles, childless couples and empty nesters. Empty nesters and young families who can not afford a single house on a lot or who do not want or need a great deal of outdoor space, are seeking dual occupancies, while shop top and apartment style housing generally appeals to a younger market. Accommodation for empty nesters and older persons that is single storey with two or three bedrooms, storage space and security is also in short supply.

There is also a large demand for family accommodation, especially single houses. Families are not always looking for big backyards as maintenance is an issue, but many want three bedrooms plus a study. However, some families are looking for big townhouses, dual occupancies and units.

### The property boom

The combination of low interest rates and the propensity of financial institutions to lend money has resulted in a “boom” in the property market. Lower levels of unemployment, high levels of consumer confidence and the increasing number of two-income has assisted in this boom and had the effect of spurring people into home ownership or into upgrading to the second or third homebuyer market (Department of Infrastructure, 2000a).



## Property sales

Property sales have remained fairly stable throughout Glen Eira over the past three years. However, in Murrumbeena and Carnegie the sale of flats and units has reduced.

Glen Eira generally attracts a third and fourth homebuyers housing market. The Glen Eira market is also driven by the market of surrounding areas. For example, the demand for housing in Elwood and St Kilda spills over into Elsternwick.

### Median House Prices (\$) Glen Eira, 1995–2001

Suburb	1995 (\$)	1996 (\$)	1997 (\$)	1998 (\$)	1999 (\$)	2000 (\$)*	2001 (\$)*	Percentage change 1995–2001
Bentleigh	170,000	162,000	216,000	245,000	292,250	315,000	365,000	+115
Bentleigh East	140,000	140,000	176,000	194,050	235,000	260,000	315,000	+125
Carnegie	165,000	165,000	205,000	230,000	243,350	321,500	367,500	+122
Caulfield North	270,000	267,500	330,000	338,000	407,500	450,000	554,500	+105
Caulfield South	205,000	209,000	255,500	287,250	340,000	372,000	443,500	+116
Elsternwick	227,000	231,000	274,000	317,500	355,500	425,000	545,000	+140
Glen Huntly	170,000	170,000	234,000	252,500	311,250	348,500	407,000	+139
McKinnon	166,750	168,250	216,700	255,000	285,000	327,000	No data	+96 (to 2000)
Murrumbeena	160,000	156,000	210,000	232,500	246,500	290,000	345,000	+115
Ormond	180,000	181,500	242,000	262,500	290,000	329,000	415,00	+131
Metropolitan Melbourne	128,000	130,000	142,000	153,700	170,000	250,000	300,000	+134

Department of Infrastructure, Housing Melbourne, 2000

\* The Real Estate Institute of Victoria, House prices 2000 and 2001

### Median Unit/Apartment Prices (\$) Glen Eira, 1995–2001

Suburb	1995 (\$)	1996 (\$)	1997 (\$)	1998 (\$)	1999 (\$)	2000 (\$)*	2001 (\$)*	Percentage change 1995–2001
Bentleigh	145,000	123,000	136,250	127,000	192,500	220,000	261,500	+80
Bentleigh East	123,250	130,000	140,000	161,800	187,500	215,000	293,000	+138
Carnegie	109,500	102,000	120,000	133,000	154,158	146,000	200,000	+83
Caulfield North	140,000	140,000	165,000	190,000	186,500	240,000	239,000	+71
Caulfield South	147,500	145,000	180,000	194,250	250,000	227,000	215,500	+46
Elsternwick	117,000	117,000	134,250	142,250	169,550	205,000	265,000	+126
Glenhuntly	121,000	126,500	125,500	155,000	150,000	177,000	232,250	+92
McKinnon	154,750	133,000	181,250	214,000	270,500	No data	No data	+61 (to 1999)
Murrumbeena	115,000	110,000	90,000	112,000	130,000	162,500	161,500	+40
Ormond	110,000	118,000	121,500	110,000	142,000	164,250	220,000	+100
Metropolitan Melbourne	112,000	115,000	126,000	132,500	155,000	192,000	230,500	+110

Department of Infrastructure, Housing Melbourne, 2000

\* The Real Estate Institute of Victoria, Flat and unit prices 2000 and 2001

Houses and units in all suburbs of Glen Eira have experienced considerable rises in values between 1995 and 2001. House prices have increased by at least 100 per cent in all suburbs.

Bentleigh East is the most affordable suburb for houses, although its prices have increased considerably over the last five years. Median prices in other suburbs are well above the Melbourne average.

The price of flats and units has also increased. In many areas of the City, units are now no longer an affordable housing option. A large section of the market for flats and units is no longer the traditional entry

point for first time buyers in the residential market (REIV, 2002). For example, in Bentleigh East, the most affordable area for houses, the median price of a unit was \$293,000, while Murrumbeena however, is one the 10 most affordable locations in Melbourne for units and flats.

Property prices also have an effect on new development, as land cost is the biggest variable in development. The viability of developments will depend on how much is paid for the land — building costs are similar wherever the development is located. Differing property values tend to have an effect on the type of development that is built. In some more expensive parts of the City, fewer multi-unit developments are developed. Development is often in the form of large detached houses.

## **Rental market**

Private rental has become a more long term option for many households, especially for low income households. It has also become the tenure of choice for people who previously would have opted for ownership but are choosing not to do so because of the impact of ownership on lifestyle or because they cannot afford to buy in the areas in which they want to live (eg, inner or middle suburbs). Rents have increased by an average 3 per cent from September 2000 to September 2001 in Glen Eira (Office of Housing, 2001).

## **Development sites**

Reflecting the changing housing market and increasing demand for medium density housing, large scale developers who build apartment complexes have emerged in Melbourne. These include Mirvac, Becton and Multiplex. These companies tend to develop on large redundant commercial and industrial sites, for example, Becton has developed a 400-unit retirement village in Glen Eira on the former gas and fuel depot.

However, as major redevelopment sites have become fewer, infill development has made up most of the new housing. Sites that are attractive to developers for infill development include:

- corner sites;
- sites that are larger than average; and
- sites close to shopping centres.

Sites in areas that have also been identified for medium density development are sought after because they offer more certainty for the developer.

## **Implications for Glen Eira**

Evidence exists that the overall demand for housing in Glen Eira (and surrounding areas) is very strong and will be sustained, however affordability is an issue. Affordability options will decline and it will become increasingly difficult for younger households to enter the Glen Eira property market as purchasers.

Another important component is the likely demographic changes that will lead to demand for new forms of housing. A number of key housing markets will create new demands on the development industry over the next ten years, such as:

- empty nesters; and
- mature and older adults living alone and as couples.

Greater diversity in housing stock will be needed as the number of late-middle-aged people and retirees grows.



## 4.5 Dwelling supply analysis

Glen Eira's changing population means that while a sector of the housing market still seeks the traditional detached house on a suburban block, the demand for multi-unit housing is increasing.

By increasing its housing diversity, Glen Eira can:

- address the changing housing needs of the existing population as well as attracting new households to the area;
- enable households to change to more suitable dwelling types for their changing lifestyle while maintaining their social networks; and
- ensure that services and facilities are sustainable and that a wider range of services are available.

The purpose of the supply analysis is to determine the ability of the City to accommodate new housing and to determine whether Glen Eira's supply of housing will meet demand.

The strategy identifies locations where an increase in dwelling diversity is desired. The Phoenix Precinct, urban villages at Elsternwick, Bentleigh and Carnegie, neighbourhood centres and properties directly abutting tram routes are identified as having "capacity" for multi-unit developments (housing diversity areas). These areas consist of commercial and residential areas. Outside of these areas, some increase in diversity is desired, but the overall aim is to protect the existing residential character.

Two different scenarios were developed to examine how many dwellings could be developed in the areas identified for increased housing diversity. The methodology and results of both scenarios are explored in *Background Papers 3 and 4*.

### "Lot opportunity" scenario

The "lot opportunity" assessment effectively looks at the development potential of each lot in increased diversity areas, and works out the yield based on the size of the lot. Different density assumptions were used for the residential areas and commercial areas of centres.

The scenario used relatively low densities of development to calculate the number of dwellings that could be developed (ie, two or three dwellings on lots bigger than 500m<sup>2</sup>). On the ground, the scenario would mean apartments and shop top housing (generally to two storeys) in the commercial areas, with developments of two or three units on every lot in the residential areas. All lots would be developed except for sites with existing multi-unit developments and sites affected by heritage or potential flooding constraints.

The scenario produced 9820 new dwellings in total. Because the scenario was based on low densities, it assumed that every available site would be developed. This may not occur in reality. At the current rate of development, of 600 dwellings per year, the available sites would last 16 years.

If only half the lots were developed in this scenario, then only 5000 new dwellings would be developed and provide an eight year supply.

### "Strategic housing" scenario

Since 1996, significant residential redevelopment activity has been taking place across the established areas of metropolitan Melbourne. The "strategic housing" scenario was developed to take the recent high levels of demand for housing into account.

The value of land in inner and middle suburbs has been driving development densities and new dwelling types. The "apartment boom", which has largely been driven by supply, has led to unexpected levels of demand.





The strategic housing scenario is based on higher densities of development than the lot opportunity scenario, but on a relatively conservative view of land development, given that the areas are already well established.

As with the lot opportunity scenario, the strategic housing scenario calculates the yield of the identified housing diversity areas. The development densities vary depending on whether the centre has access to trams or a train station, retailing and services or tertiary education. They range from 50 to 100 dwellings per hectare.

The scenario also assumes that only a small proportion of land in each centre is developed. In the larger centres which are well served by public transport, more land was developed (up to one-third). However on average, only 16 per cent of the designated land is developed in each centre.

The strategic housing scenario could involve intensive development in the commercial areas, including three storey apartments or shop top housing developments. In the residential areas, a small proportion of lots would be developed for three and four unit developments.

At the 1996–2001 average annual rate of development of almost 600, the total potential stock of 10,864 dwellings will last for 18 years (to 2020).

### **Implications for Glen Eira**

Not meeting Glen Eira's housing demand could mean the City's existing population may be unable to meet their changing housing needs and may be forced to move away. Households would be unable to live in the same area, if their lifestyle changed and they needed to move house. Changes in the population also have flow-on effects, for example, services and facilities can not be maintained with a loss of particular age groups or household types.

Given the changes in Glen Eira's population, it is important to maximise the number of dwellings and housing choices. It is also important to ensure the dwellings that are constructed are targeted (both in terms of style and price) at the key and emerging housing markets in the region.

The strategic housing scenario shows that a substantial number of dwellings at higher densities can be developed while only using a small proportion of land in each centre. While the lot opportunity scenario uses lower densities, it produces less dwellings and involves the development of most lots.

However, both scenarios illustrate that by encouraging change in some areas of the City (those well served by public transport, infrastructure, services and facilities), a significant amount of the municipality's housing needs can be met. The majority of Glen Eira's housing needs could be met in these areas.

While extensive multi-unit development is not required outside of the nominated locations, the development of single dwellings and dual occupancies in these areas will contribute the City's housing supply by adding to the diversity of the dwelling stock. By encouraging moderate to significant change in preferred locations and tempering change elsewhere, Glen Eira will have the capacity to meet its future housing needs.

## **4.6 Consultation findings**

The development of the Housing and Residential Strategy has required a high level of community involvement — more than 200 members of the community have provided valuable input into the strategy.

The consultation was undertaken in three steps:

- the release of an issues paper (December 2000);
- workshops and a questionnaire on "big picture issues" (July–August 2001); and
- workshops and questionnaires on suburbs (October 2001).

The detailed findings of the consultation are in *Background Report 5*.

## Issues paper

An issues paper was released in December 2000, in which residents were asked to identify the issues that the strategy should cover.

The 20 responses received identified issues including:

- preserving neighbourhood character;
- preventing the loss of vegetation and trees;
- protecting residents quality of life including privacy and quietness;
- taking into account the effects of development on the City's infrastructure (eg, roads, storm water);
- protecting the amenity of residential areas where they adjoin other activities like business or industry;
- protecting heritage buildings and areas;
- ensuring the community is involved in decision making;
- protecting and enhancing open space (eg, parks, backyards); and
- recognising changing housing preferences and changes to the types of households in Glen Eira.

## Big picture issues

In July and August 2001, workshops held with members of the community, development industry, real estate industry and traders, were attended by about 50 people. The aim of the workshops was to illicit participants' views on:

- the rate of development in Glen Eira over the next 20 years;
- where new dwellings should be located; and
- how Council determines what areas are suitable for multi-units.

A questionnaire addressing the same issues was also released.

### ***The rate of development in Glen Eira over the next 20 years***

Participants were told about the predicted rate of development in Glen Eira over the next 20 years. Those consulted generally accepted the need for additional dwellings, as needed to accommodate the changing household needs of Glen Eira's population. Participants thought that the strategy should focus on the type and location of development.

### ***Where new dwellings should be located — targeted or dispersed approach***

Two options were examined to guide the location of new dwellings — the targeted and the dispersed approach. In the targeted approach, the location of multi-unit developments would be limited to specific locations. With the dispersed approach, development could occur anywhere.

Consultation found that:

- the targeted approach was generally favoured;
- issues of fairness for residents in the targeted areas need to be considered;
- traders supported the targeted approach because of the benefits it brings to shopping centres;
- the development industry supported the targeted option as it provides certainty (However they also wanted some flexibility to develop outside the targeted areas, eg, on larger sites);
- the targeted approach was supported as long as controls over design, height and density were in place;
- some concerns were expressed about targeted areas becoming slums and possible traffic and environmental problems;
- residents were concerned that the targeted approach should not mean the blanket approval of multi-unit developments;
- some support for the dispersed approach was indicated, as everywhere in Glen Eira is considered close to public transport and shopping facilities;
- the real estate industry workshop supported the dispersed approach as it spreads development over a wider area.

### ***Determining suitable areas for multi-units***

Participants were asked what criteria should be used to determine where multi-units could be developed. The following criteria were considered important:

- proximity to services and facilities;
- a mix of housing in the area;
- capacity of the infrastructure;
- being along a tram line or close to a train station;
- areas with significant neighbourhood character should be excluded; and
- the importance of heritage areas (differing opinions were expressed).

### ***Suburbs and neighbourhood character***

Consultations were held in October 2001, seeking the community's views on their suburbs. Residents were asked about their own suburb's character, what would improve it and where new development should occur.

Four workshops were held, totalling an attendance of about 40 people. A questionnaire was also developed to which about 100 responses were received. (Some areas of the city were better represented in the consultation than others.)

While the information collected from the workshops and questionnaire was specific to particular suburbs and streets, some common key themes emerged for Glen Eira as a whole. For each suburb, more detailed information can be found in *Part B Suburb Profiles*.

### ***Important elements of character***

Important elements identified by the community as making up the character of their area, included:

- dwellings do not take up all of the site and open space exists around the building;
- street trees;
- dwellings are mainly single storey;
- dwellings spaced apart;
- height and type of fences;
- dwellings are set back from the street with big front yards, trees and gardens; and
- big backyards.

### ***Issues***

The workshops and questionnaire also identified key concerns common to most suburbs:

- the loss of the character of residential areas (especially the loss of front and rear gardens, established trees and attractive open spaces);
- the loss of large established family homes through demolition;
- inappropriate new buildings (both single dwellings and multi-unit developments) that are inconsistent with design, scale and materials of surrounding dwellings;
- effects on the amenity of neighbours, including loss of sunlight and privacy;
- increased traffic in local streets and increased on-street car parking;
- further pressures on the existing infrastructure such as storm water and sewerage; and
- demolition of heritage buildings to make way for new development.

### ***Potential significant neighbourhood character areas***

In the consultation, the community identified areas with potential significant character. In developing the strategy these areas have been examined and some have been recommended as potential significant neighbourhood character areas.

### ***Visions and opportunities***

Residents identified how they would like to see their suburb in 20 years. Common issues included improving the streetscape, protecting vegetation, ensuring new residential developments are in keeping with the character of residential areas, enhancing local parks and recreation areas and improving the vitality of local shopping centres. While acknowledging the importance of these issues in defining neighbourhood character, it must be recognised some go beyond the scope of a housing strategy.

## Implications for Glen Eira

The development of the strategy has involved residents, traders, the development industry, real estate agents and the wider community. The information received from the consultation process has been used in the development of the strategy.

The targeted approach was generally more favoured than the dispersed approach and thus forms the basis of the strategy. The criteria participants identified that should be taken into account when determining where the targeted areas should be located, have been applied when developing the boundaries of targeted areas in the strategy. The suburb profiles in *Part B* of the strategy were largely developed from the consultation.

## 4.7 Environmental issues relating to residential development

Protecting the environment is an important issue for the community and local government. Glen Eira has no coastline, no natural waterways, no large areas of bushland nor native habitats. However, the greenhouse effect, stormwater quality issues, energy efficiency, noise and the pressures of urban development and transport, are all environmental issues relevant to Glen Eira and residential development within the City. Many of these issues emerged as important to residents during consultation.

### Policy framework

#### State Planning Policy Framework

The State Planning Policy Framework (SPPF) requires planning should contribute to the protection of air, land and water quality. This includes flood plain management, air quality, noise abatement, soil contamination, open space, energy efficiency and waste management.

#### ResCode

ResCode (Clauses 54, 55 and 56 of the Planning Scheme) sets out a number of objectives and standards that deal with environmental issues.

ResCode includes environmental standards to:

- increase permeability (ie, limiting hard surfaces that reduce water absorption into the ground);
- encourage buildings to use solar energy and protect the energy efficiency of adjoining dwellings;
- protect significant trees;
- allow adequate daylight into existing and new windows and solar access to existing north facing windows; and
- ensure open space is not unreasonably overshadowed and that solar access is available.

Developments of more than one dwelling on a site should also be designed to achieve a four star energy rating, using the Sustainable Energy Authority of Victoria 'FirstRate' system or equivalent).

Residential subdivision must be developed to take advantage of solar orientation and deal with minor and major drainage issues.

### Sustainability

A key community direction of Council in the *Community Plan* is to promote sustainability. The National Strategy for Ecologically Sustainable Development developed by the Federal Government defines Ecologically Sustainable Development as "*development that improves the total quality of life, both now and in the future, in a way that maintains the ecological processes on which life depends*" (Commonwealth Government, 1992). This means Council needs to ensure development does not compromise the environment, ecosystems or natural resources.

Some of the key principles of sustainability include:

- integrating environmental, social and economic considerations in decision making;
- recognising that sustainability cannot be achieved without the support and involvement of the whole community;
- ensuring future generations are considered in decision making; and
- maintaining and protecting ecological processes.

## **Environmental sustainability issues for Glen Eira**

A number of environmental sustainability issues exist that impact on an urban municipality like Glen Eira. Many of these are wider metropolitan issues, however Glen Eira is affected by and contributes to these issues.

### **Urban air quality**

Air quality is an environmental issue of major concern to the general community. Melbourne's air quality compares well to other comparably sized cities and has improved over the last 20 years.

A major issue for air quality is the trend towards greater car dependency. In Melbourne, the average number of car trips per person has increased. A high proportion of relatively short trips (under 5km) are being made by car. This increase is due to a range of social and economical factors such as decreasing households, increased vehicle ownership and greater reliance on motor vehicles for travel (Department of Infrastructure, 2001b).

Industry is also a major contributor to air quality across the Melbourne region. Projections suggest that industry emissions will increase if business as usual continues.

### **Greenhouse gas emissions and energy efficiency**

Within the urban area, greenhouse gas emissions and energy efficiency are important environmental issues. Greenhouse emissions are associated with transport, buildings, infrastructure construction, biomass, industrial processes and energy supply systems. Energy use is the major contributor to Victoria's greenhouse gas emissions, producing 80 per cent of emissions (Department of Infrastructure, 2001b).

Electricity generation is the single biggest energy user. Transport and manufacturing are the next largest consumers. However road transport dominates emissions.

Residential energy use has grown by more than 40 per cent from 1981 and 1998. The contribution of home heating and cooling, water heating, refrigeration and electrical appliance use is substantial. Existing buildings are usually not energy efficient, however the siting and design of new dwellings can reduce energy requirements (Department of Infrastructure, 2001b).

### **Impacts of transport and urban form**

The impact of cars is far reaching — including health impacts, greenhouse gas emissions, destruction of local amenity, congestion and a reduced sense of community.

In Glen Eira, 80 per cent of households own cars compared to 83 per cent for metropolitan Melbourne. Public transport use has also declined. In Glen Eira, 14 per cent of trips to work are by public transport. This is greater than the average for metropolitan Melbourne (10 per cent) but has declined since 1981 (Department of Infrastructure, 1998b).

The extent of car usage is greatly influenced by a city's urban form. Integrated transport and land use planning are important long-term strategies for reducing the level of car dependence. A number of studies (ie, the *Greenhouse Neighbourhood Project* conducted in 1993) on the effects of urban form on transport energy use, have confirmed that by reducing the need to travel, by locating people, employment and services closer together, transport energy consumption can be reduced (Loder and Bayley Consulting Group, 1993).

Urban consolidation has occurred through infill development and the construction of medium density housing close to public transport, however this has not been coupled with other measures designed to reduce car use.

### **Noise**

Noise is often overlooked as an environmental problem. It affects sleep, stress levels, mental health and can disturb activities such as communication and learning.

The two main types of noise pollution within urban regions are traffic and residential noise. Traffic noise levels are predicted to rise in the future (Department of Infrastructure, 2001b). Denser housing forms mean that residential noise is likely to become a more important issue requiring adequate noise mitigation through good design and the use of sound reducing materials.

## **Water**

Water usage is one of the most critical issues facing Melbourne. Consumption levels have slowed over the past 15 years, but are still high. Fluctuations in consumption are influenced by rainfall, temperature, and size of residential blocks. Attempts should be made to reduce per capita water consumption and to optimise water re-use (Department of Infrastructure, 2001b).

Stormwater contamination is another important issue in urban areas. Ultimately all of metropolitan Melbourne's stormwater ends up in Port Phillip or Western Port Bay. Stormwater quality can be affected by sewer overflows and leaks, industrial activities, roads, construction and traffic.

## **Vegetation and biodiversity**

Glen Eira has very little left in the way of its original indigenous bushland. Only a small pocket remains in Boyd Park and the Outer Circle Railway Land and it is considered important to protect and enhance this area.

However, during consultation, many residents identified the importance of Glen Eira's vegetation — both native and exotic, maintaining it contributes to urban character but also makes a contribution to air quality and provides an important habitat for birds and animals.

## **Household waste**

Household waste collection and recycling are important issues within urban areas such as Glen Eira. Residential kerbside garage collection is well established in the City. Glen Eira generates in excess of 40,000 tonnes of refuse per year. Council has recently begun kerbside recycling which should help to reduce landfills in the long run.

## **Implications for Glen Eira**

To address the majority of environmental issues, a collaborative approach is needed from various levels of government, agencies, industry and the community. Council has an important role to play in promoting environmental sustainability through town planning, leadership, education and its regulatory role.

One of the biggest issues for Glen Eira is urban form. A general consensus has emerged that compact cities with higher density mixed use activity centres linked to high quality, high frequency reliable public transport offer the best environmental, social and economic future. The benefits claimed include reduced car travel and emissions, lower infrastructure costs, intensified social activities and better access to services. However these changes to Melbourne's urban form also need to be linked to other measures aimed at discouraging car travel or providing transport alternatives.

# **4.8 Neighbourhood character**

## **What is 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 to its neighbourhood, whether great or small. It is the cumulative impact of all these aspects that establishes neighbourhood character.

Some areas are described as having "little or no character" and other areas as having "lots of character". This confuses neighbourhood character with "attractiveness". All areas have a character — in some areas the character may be more obvious, more unusual, or more attractive, but no area has no character (Department of Infrastructure, 2001c).

## **Neighbourhood character tools**

The planning scheme contains a number of tools which can be used by Council to achieve neighbourhood character objectives across the City. These tools are explained in more detail in 3.2 *Strategic Planning Framework*.

## **State Planning Policy Framework (SPPF)**

The State Planning Policy for urban settlement (Clause 14.01) and medium density housing (Clause 16.02) encourages development in existing residential areas to respect neighbourhood character.





### **Rescode**

ResCode strongly emphasises neighbourhood character as the starting point of any development. ResCode also requires the consideration of relevant neighbourhood character objectives, policies or statements set out in the planning scheme.

### **Local Planning Policy**

Local planning policy can be developed to define preferred neighbourhood character and provide additional guidance about neighbourhood character matters.

### **Schedule to the Residential Zones and Neighbourhood Character Overlay (NCO)**

The Schedule allows Council to locally vary a number of residential development standards to reflect local character. The NCO is used to protect existing character or to achieve a preferred new character for a particular area when other tools are insufficient to achieve the desired character objectives.

### **Existing character study**

In 1996, Council undertook an *Urban Character Study* for Glen Eira. The Study identified a number of critical elements that make up urban character:

- social and demographic characteristics;
- physical characteristics, eg, street hierarchy, allotment widths, housing types, building setbacks, building heights and housing styles;
- characteristics identified by the community; and
- landscape characteristics.

While the study has provided an inventory of existing character conditions, it did not identify preferred character visions for the City. Further strategic research is still needed to develop community desires into a planning policy to protect unique local characteristics.

### **Important character elements in Glen Eira**

Glen Eira has been described as a “garden suburb” — dwellings stand in garden settings, containing exotic or native plantings, within streets that frequently have formal avenues of exotic trees and nature strips, which add to the garden character (Department of Infrastructure, 2000c).

The community and the *Urban Character Study* identified the key elements that make up Glen Eira’s residential character, these are as follows.

#### **Street setbacks**

In Glen Eira, front setbacks perform an important role in the interface between the public and private realm and are a defining aspect of streetscape. They provide opportunities for planting to complement the garden character of a neighbourhood, a space for interaction between neighbours, allow views from the dwelling and diminish the dominance of buildings on site.

As much of Glen Eira was developed as planned estate subdivisions, front setbacks are sometimes consistent and usually generous, allowing for planting of vegetation. Glen Eira, in many of its residential areas, is characterised by large, planted front yards. Gardens, frequently with trees, dominate the streetscape. They form a part of the streetscape because they are clearly visible over low fences, through open fences or a lack of fencing altogether.

One paved vehicular crossing per property is common, and car parking is provided adjacent to the dwelling or occasionally in front provided it is an open style.



### **Building height**

The majority of residential development in Glen Eira is single storey.

### **Site coverage**

The majority of Glen Eira's residential areas are characterised by low levels of site coverage. Back gardens and detached houses with ground space surrounding them are prominent features of Glen Eira's residential character. Building "footprint" (the size and shape of the building floor plan) has significant effect on an area's physical character.

### **Side and rear setbacks**

The streetscape character of many Glen Eira streets is typified by single detached or semi-detached dwellings with space between them. There are very few locations in Glen Eira where development built boundary to boundary forms the neighbourhood character. Dwellings are usually setback from at least one side boundary and frequently from both, providing glimpses of vegetation between dwellings.

From the street, backyard trees are usually visible, either on the skyline or in gaps between houses. Rear setbacks are sufficient to allow for the planting of substantial vegetation, usually including at least one tree. Rear setbacks are equally important in order to provide adequate separation between neighbouring dwellings and an open feel in the rear of properties.

### **Private open space**

Private open space serves multiple functions. It provides opportunities for recreation as well as for mature canopy planting, views from the house and the street, and serves to soften the impact of buildings on site. These functions contribute substantially to an area's character. Private open space includes rear and side gardens and frontage setbacks.

### **Building articulation**

Building articulation is the manner in which a wall or façade of a building setback is varied. Much of Glen Eira is characterised by single storey, double and sometimes triple fronted dwellings. Many older housing forms in the City also have roof forms, with hips and gables emphasising the articulated plan form.

### **Threats to character**

New development can impact negatively on the established character of an area when residential character is not respected. These threats to the character of Glen Eira's residential character include the following.

#### ***Buildings that are inconsistent with the front setback***

A consistent front setback in a street can be a unifying element, even though the architectural styles of the dwellings may be different. The street setback could be altered through the dwelling itself, a garage or carport.

ResCode largely addresses this issue in relation to both single and multi-dwelling developments by requiring dwellings be setback the same or at a greater distance than the neighbouring buildings on either side.

#### ***High solid front fences***

Where there is a pattern of relatively low front fences within a street, the presence of a high solid front fence can be a particularly disruptive element. Again, however, ResCode has largely addressed this problem for single and multi-dwelling developments by placing a 1.6m maximum height on fences.

#### ***Excessive visual bulk***

An emerging trend across Melbourne has been the development of bulky "box like" double storey dwellings. This type of development does not sit well with the existing character of the majority of Glen Eira's streets.

Whilst two storey residential development is not discouraged, a range of factors, including the appropriateness of setback, landscaping, articulation, bulk, roof pitch and materials chosen, will have a bearing on the suitability of two storeys. Multi-storey development at the rear of sites is particularly discouraged due to amenity and character impacts.

Excessive visual bulk is usually caused by a combination of features, such as the lack of articulation of a building; its comparative height; a failure to respond to the slope of a site in the design of the building; intrusion into a consistent front setback; or a roof form and pitch inconsistent with the prevailing pattern within the street.

### ***Lack of visible vegetation***

High front fences obscure vegetation within a front setback and create a break in this pattern. Frequently a reduced front setback will not allow adequate space for the planting of vegetation that is ever going to be visible from the street. Alternatively, the landscaping is simply not carried out or maintained.

### ***Moonscaping***

Residents have expressed strong feelings about the loss of trees that often accompanies medium density development. A common development practice is for a developer to “moonscape” — purchase a property, demolish the house and then remove all the trees.

Replacement trees are often small and narrow trees because of the small open space areas generally provided in multi-unit developments. The cumulative effect of adjacent multi-unit development has been a loss of the tree-filled semi-private spaces that contribute towards Glen Eira’s image as a garden suburb.

Larger size canopy trees require substantial space above and below ground to grow, ie, a large area of open space free from buildings, services and paved areas. Without adequate areas of private open space as a component of new development, the treed landscape character will continue to diminish.

ResCode requires that where trees have been removed from a property prior to development, Council can require semi-mature trees be planted to replace them. This approach acknowledges the significance of existing trees which become a constraint on development intensity.

### **Areas with significant neighbourhood character**

While all of Glen Eira’s residential areas have their own neighbourhood character, some areas have a neighbourhood character that is considered especially significant. As part of the process of developing the Strategy, the community has suggested significant character areas they think should be protected. These and some additional areas were examined. A number of important character elements for each area were identified.

These areas will require further investigation in a future character work (eg, protection through a *Neighbourhood Character Overlay* in the *Planning Scheme*). There is potential for additional character areas to be identified.

### **Implications for Glen Eira**

Neighbourhood character involves many complex and inter-related elements. Council has a number of tools it can use to address neighbourhood character issues, including local policy, ResCode, the *Schedule to the Residential 1 Zone* and *Neighbourhood Character Overlay*. Using these tools, Council will need to address the identified neighbourhood character issues.

Further work on character is required in the area of neighbourhood character to determine the preferred character of Glen Eira’s residential areas and progress the initial work on significant character areas. Both of these aspects will require significant consultation with the community.

## 4.9 Access to services and facilities

Well-located and accessible housing can support the viability of local shopping centres, community facilities, and public transport. It can create opportunity for employment, combat social isolation and address affordability issues.

People must have access to necessary services and facilities. Accessibility can be defined as reaching a location within an acceptable amount of time, money and effort. Accessibility is influenced by the type and location of activities (Commonwealth Department of Housing and Residential Development, 1995).

In Melbourne, private car usage has continued to increase as a means of travel to work, study or shop, with an accompanying decline in walking and public transport trips. This has led to more pressure for car parking, more traffic congestion, and increased conflicts between pedestrians and motorists, environmental problems and social consequences like social isolation (Department of Infrastructure, 2001a). Car travel is influenced by the distribution of activities, the quality of public transport and the opportunities for walking and cycling.

### Clustering activities in activity centres

Over the last 50 years, many State and local government policies have been aimed at supporting the concept and benefits of clustering uses and activities in centres. The principle involves clustering more intensive forms of development (including higher density housing) around existing activity centres that encourage pedestrian traffic and are well served by public transport.

Clustering activities and higher density housing in centres with high public transport accessibility is recognised as essential for achieving desired environmental, economic and social sustainability outcomes such as:

- a significant shift away from relying on cars for transport;
- conserving land;
- making it easier for all people to gain access to employment, goods and services;
- creating and maintaining attractive, safe, vibrant, economically viable and functional community focal points;
- providing robust clusters of jobs and services; and
- re-inforcing economic activity.

### Importance of housing

A key component of this approach is encouraging appropriate multi-unit development. A number of reasons why multi-unit developments need to be integrated with transport nodes and activity centres exist, including the following.

- Reducing the extent of Melbourne's urban sprawl. By 2021, Melbourne will need 420,000 extra dwellings. At current densities, these extra dwellings would require about 38,000 hectares added to the edge of the urban area. (This would be equivalent to the area of the City of Greater Geelong).
- While detached houses are the dominant form of new housing in Melbourne, there is an increasing demand for a diversity of housing due to different lifecycle and lifestyle expectations, the aging population and declining household size (Department of Infrastructure, 2001a).

### The strategic context

The principle of clustering activities and higher density housing around public transport nodes is reflected in the policy that guides planning and decision making in Victoria.

#### *The State Planning Policy Framework (SPPF)*

The SPPF clearly supports clustering higher density and mixed use development near public transport routes.

### **The Local Planning Policy Framework (LPPF)**

Glen Eira's local policies clearly reflect the clustering principle. Higher residential densities and mixed uses are encouraged in the following locations:

- urban villages,
- Phoenix Precinct,
- neighbourhood centres,
- mixed-use areas, and
- around railway stations and along tram routes.

### **ResCode**

ResCode, in Clause 55.02-2 of the *Planning Scheme* supports "medium densities in areas where development can take advantage of public transport and community infrastructure and services."

### **Metropolitan Strategy — Activity Centres Review Study**

As part of the preparation of the Metropolitan Strategy by the State Government, a number of technical reports have been released. The Activity Centres Review looks at the role of Activity Centre Policy and the performance of activity centres in Melbourne and Geelong.

The study found that increased concentration of uses and activities at transit-orientated centres has been shown to result in enhanced social, economic and environmental benefits, not only for the individual centres but also for the metropolitan network as a whole.

### **The Glen Eira context**

The City of Glen Eira is generally well served by public transport and strip shopping centres (many of which are also well served by public transport).

Glen Eira has three sub-regional centres — Elsternwick, Carnegie and Bentleigh (between 10,000sqm and 50,000sqm of retail floorspace). While each of the three centres are quite different from each other, they all exhibit the key characteristics of an urban village — vibrant retail cores and mix of shops, community facilities and services and excellent public transport links.

In addition, a number of neighbourhood centres are identified in the Municipal Strategic Statement. Neighbourhood centres mainly comprise convenience-oriented shops with a small supermarket as the main tenant and range in size. They are mainly shopping strips with train, tram or bus access — some centres are better served by public transport than others.

Some areas of Glen Eira are better served by public transport and shopping facilities than others. The south-east of the City has no train or tram services and relies predominantly on bus services.

The City is traversed by two train lines — one running north-south to Frankston and the other in the north-east corner of the City, running to Pakenham and Cranbourne.

Trams run along four main roads and traverse the northern half of the City, including Glen Huntly Road, Balaclava Road, Dandenong Road and Hawthorn Road. The City has 13 bus routes, which run to Melbourne CBD, Box Hill, Moorabbin, Keysborough, St Kilda and Glen Waverley.

About 400 metres (five minutes walking time) is considered a reasonable distance a person may walk to catch public transport or access an activity centre. Much of the City is within walking distance of either an activity centre, a tram line, a train station or a bus route.



However, simply drawing a 400 metre radius around activity centres and public transport nodes is too simplistic. A complex array of factors must also be considered, including:

- the size and role of the centre;
- local housing needs;
- constraints to development;
- existing character;
- subdivision pattern;
- land uses; and
- condition of housing stock.

For some centres, these reality checks may indicate a smaller radius is appropriate.

### **Implications for Glen Eira**

One of the most important criteria for selecting appropriate areas for medium density housing, is access to activity centres and public transport. This approach meets a wide range of social, economic and environmental objectives and is reflected in the State Planning Policy Framework.

Multi-unit development should be encouraged in and around the activity centres and along public transport routes to ensure the maximum number of potential users of the centre and public transport are located in close walking distance.

However, encouraging medium density housing in the activity centres and along public transport routes can have potential, including:

- changing existing neighbourhood character (eg, through the scale of the development);
- possible impacts on traffic and parking (despite attempts to encourage public transport use and walking and cycling);
- potential loss of vegetation; and
- placing strains on existing infrastructure (eg, more stormwater run-off).

These impacts must be carefully managed.

## **4.10 Constraints to residential development**

A number of factors influence the potential for medium density residential development. In Glen Eira, these include:

- heritage significance;
- land subject to flooding (Melbourne Water Special Building Overlay);
- potential special character areas;
- areas with significant vegetation; and
- single dwelling covenants.

### **Heritage Overlay Areas**

Glen Eira is essentially an inter-war City, founded on the electric tramway system and suburban railways. It features important examples of 19th and 20th century housing and commercial development.

Recognising this, protection has been given to these significant areas through the Heritage Overlay Areas in the *Glen Eira Planning Scheme*. The 17 heritage areas include about 2300 properties with an additional 70 individually listed heritage places.

Within a heritage area, a planning permit is required for demolition and the construction of buildings and works. Gaining approval to demolish a dwelling in a heritage area depends on the contributory status of the building.

Multi-unit development is not precluded within a heritage area, but due to the restricted potential for demolition and the stringent controls on building and works, the potential for these areas to yield a significant number of additional dwellings is limited. Any new development would need to respect the heritage character of the area.

## Special Building Overlay Areas

In November 2000, Council exhibited an Amendment to the *Planning Scheme* (Amendment C16) to introduce a Special Building Overlay (SBO). The SBO applies to areas identified by Melbourne Water as prone to flooding in a severe storm exceeding the design capacity of the underground drainage system. More than 9000 properties in Glen Eira are affected by the SBO.

Under the SBO, a planning permit is required to construct a building, or to construct or carry out works and to subdivide land. Even single dwellings require a planning permit in an SBO area. The overlay includes some building and works that are exempt from requiring a planning permit.

The SBO ensures new developments are referred to Melbourne Water at the planning stage. This will ensure developments are designed in a way that will not interfere with overland flows or result in an unacceptable increase in drainage run-off. The intention of the SBO is to protect all future buildings in the affected area from flooding.

The impact of the SBO on development potential, arose in relation to Council's Urban Village Policy. Areas of the Urban villages identified for higher density housing, were also affected by the SBO.

Melbourne Water has been unclear about the impact of the SBO on development potential. On the one hand, Melbourne Water has supported the approach of identifying areas for consolidation as this enables it to develop co-ordinated strategies for infrastructure provision. Melbourne Water said the SBO should not constrain redevelopment and said: "where development is constrained due to the depths of flooding, for most properties, site responses such as raised floor levels and layout changes are sufficient to minimise the effect of flooding on new development. The suitability of these sites for redevelopment will depend upon the nature of flooding at the site and the actual development proposed. However, Melbourne Water's requirements can only be specified upon assessment of detailed design plans."

On the other hand, Melbourne Water has said higher density development may not be appropriate for higher density areas like the Urban Villages without a Redevelopment Drainage Scheme. This would identify drainage works required across the catchment to maintain existing levels of drainage service. They would be funded by the developer as development proceeds. Melbourne Water would supplement developer contributions where works result in an upgrade or improvement to the level of service provision.

As a number of areas in the City are affected by the SBO, it is necessary to be fully aware of the effect of Council policy on the flood areas, as well as the effect of the flood areas on Council's policies. Council has requested Melbourne Water provide an assessment on the extent to which future development of the affected areas could be constrained.

The effects of the SBO on development are largely unknown until further work is completed by Melbourne Water. These areas may have a lower yield than other unconstrained areas particularly in the short to medium term. But, Council does not consider this will always be the case — drainage works and other infrastructure improvements could be implemented to improve the drainage situation and limit flooding.

## Significant vegetation

Few trees are protected in Glen Eira, but a small number of heritage properties, including local parks, have tree protection controls and one property in Murrumbeena has a Significant Landscape Overlay. Vegetation is protected on a site by site basis through the development application process and through the moonscaping provisions of ResCode (see 4.8 — Neighbourhood character.)

## Urban character

As highlighted in Section 3.6, Council carried out an urban character study in 1996. However, given the focus on neighbourhood character in State Planning Policies and through ResCode, a more detailed character analysis is needed for Glen Eira. Part of this future character analysis work would be to identify areas of the City where the character is so significant that planning scheme controls would be considered necessary.

To date, Council and the community have identified a number of areas that display significant character. However, currently no controls are in place to protect these areas from development that does not respect this character. These areas will be considered as significant character areas requiring additional research.



One control that could be considered for these areas is the Neighbourhood Character Overlay (NCO). The NCO functions similarly to the Heritage Overlay and would recognise and protect areas of significant character. Multi-unit developments could be considered in NCO areas, if the significant neighbourhood character elements can be protected, however, in these areas development potential may be limited.

### **Single dwelling covenants**

Many residential lots in Glen Eira have titles that contain restrictive covenants — which can restrict the use and development of the land. Single dwelling covenants, where only one dwelling and associated outbuildings may be erected on the property, are common in residential areas in Glen Eira.

These covenants were mainly applied early last century when areas of Glen Eira were first developed. The covenants operate as private planning controls to control the type of development that would occur on adjoining blocks and in surrounding streets.

The extent of single dwelling covenants in Glen Eira is unknown as this would require a title search of every property in Glen Eira. The properties identified on Map I have been identified where covenants have been removed or varied.

Covenants can be removed or varied through a planning permit or planning scheme amendment. Recent panel and Council decisions to remove or vary covenants have considered:

- the purpose and benefit of the restrictive covenant;
- changes in the character of the neighbourhood;
- any detrimental impact on the amenity of the neighbouring properties;
- consistency with planning policies; and
- the creation of an undesirable precedent.

In general, most applications to remove a single dwelling covenant in Glen Eira have been approved where a development for the site has also been approved. One view is that a private form of planning control like a covenant should not take precedence over publicly debated planning policies that have a sound strategic basis. Nevertheless, State Government planning controls have given significant weight and protection to existing covenants.

### **Implications for Glen Eira**

None of the constraints identified totally prevent the development of multi-unit dwellings. Dwelling yield could be affected for properties within the Heritage Overlay and Special Building Overlay. In Heritage Areas, the protection of heritage significant is considered paramount.

In the absence of more specific information on the effects of the SBO on development potential, the effects of the SBO will be assessed by Melbourne Water on a case by case basis.

While significant character areas would have little statutory protection until further research has been undertaken and Neighbourhood Character Overlays put in place, there is potential for these areas to experience inappropriate development. Consequently, significant neighbourhood character areas should not be identified for multi-unit development.

The other constraints of significant vegetation and single dwelling covenants are likely to have a lesser effect on development.



## 4.11 Social housing and special housing needs

Accessing appropriate, affordable and sustainable housing has become increasingly difficult for some sections of the community due to increased income inequalities, rises in unemployment, “gentrification” (and subsequent high housing costs), demographic changes and shifts in the policy and funding arrangements for public or social housing.

Glen Eira’s community comprises people from diverse cultural, linguistic and religious backgrounds and income groups. In Glen Eira, some sections of the community are economically disadvantaged. Indicators of disadvantage (vulnerable members of the community) include low-income levels, the number of residents on Centrelink benefits, and support dispensed to households by community organisations.

More detail on social housing and special housing needs is in Background Report 10.

### What is social housing?

Glen Eira City Council has defined social housing as: “not for profit housing that is provided for individuals or families with inadequate financial resources to access appropriate, secure and sustainable housing. The housing provider may also provide access to other support/s to maintain or enhance the resident/s’ quality of life.”

“Vulnerable” members of the community are those who are economically disadvantaged and need support and assistance to access appropriate, affordable and sustainable housing.

### Role of government

Section 3.2 — Planning Framework describes the role of government in social housing provision. The Federal Government has reduced funding for the provision of public housing while rent assistance subsidies have increased. However, claims have been made that this has not succeeded in delivering affordable housing for households who are renting in the private rental market. Funding at State level has also been reduced over time, although the State Government has recently pledged large sums to reviews and new initiatives.

Overall, a steady decrease has occurred in the number of public and community housing places for individuals and families who are on low incomes (due to stricter targeting to those with multiple needs).

### Social housing provision in Glen Eira

In February 2001, 21 agencies were identified that provide social housing in Glen Eira. Key findings indicated:

- a total of 742 separate dwellings, 1 rooming house (24 rooms), 1 supported residential service (that identified as being social housing — 21 beds);
- service providers included non-government organisations, religious organisations, local and State Government agencies and/or departments targeting services at specific groups;
- the majority of this housing stock was targeted at older persons (with bond requirements) and those with a diagnosed disability;
- a lack of housing for older persons (with no bond), youth, emergency and long term housing for individuals with drug and alcohol issues and for those experiencing or at risk of domestic violence; and
- most providers had waiting lists and long waiting periods (up to nine years for applicants with no additional needs other than economic disadvantage).

### Disadvantage and poverty within Glen Eira

Data from government and community organisations indicates a significant number of residents experiencing poverty and disadvantage in Glen Eira. Centrelink data reveals a high number of Glen Eira residents who receive income pensions and benefits. A significant number of Glen Eira residents depend on very low and limited incomes and rely on rent assistance to assist with housing costs. For example, during February 2001, a total of 7823 residents received rent assistance. In March 2002, of the 18,264 residents receiving an aged pension, 2373 were also receiving rent assistance. This represents a significant proportion of older people on aged pension requiring additional benefit to pay their housing costs (13 per cent).

### **Housing costs**

Low cost (affordable) housing is located in distinct geographic areas — the outer areas of metropolitan Melbourne and rural Victoria. By contrast, housing costs within inner and middle ring municipalities are high, and only accessible to households on high incomes.

Housing affordability is difficult to measure as it depends on income, house prices, interest rates, consumption patterns and values of individuals and families. However, housing is considered affordable if it constitutes 30 per cent or less of a household's income (Australian Institute of Health and Welfare, 1997). The average Australian household spends about 10 per cent of its income on housing costs (Australian Institute of Health and Welfare, 1999). By contrast, more than one in three private rental tenants pay more than of 30 per cent of their income in rent (Australian Institute of Health and Welfare, 1997).

In September 2000, in Glen Eira, the average rental price of a two bedroom flat was \$185 per week, while the price of a three bedroom unit was \$255 per week. Other metropolitan areas showed similar prices — although the southern metropolitan area where Glen Eira is located showed the highest rental prices in Victoria. In outer metropolitan areas, such as Greater Dandenong, rental prices were significantly lower — \$130 for a two bedroom flat and \$165 for a three bedroom house (Office of Housing, 2000).

In Melbourne during 2000, the median house purchase price increased by \$20,000 to \$250,000 — an 8.7 per cent increase (Real Estate Institute of Victoria, 2000). This increase was reflected across Glen Eira's suburbs, except in Bentleigh East. The average purchase price of a house in Glen Eira was \$322,340 — markedly higher than the Melbourne average.

### **Major groups in the community with special housing needs**

#### **Students**

In 1996, 10 per cent of population was aged 18–24 years — an age representative of most students. Some 4176 Glen Eira residents were attending university or other tertiary institutions (Australian Bureau of Statistics, 1996).

Monash University Caulfield Campus is a major educational asset located in Glen Eira. It had 11,000 students enrolled in 2001, and offered no on-campus accommodation. Monash University Caulfield Campus has the highest number of international students of all the Monash campuses. The program, which enables young people from overseas to study in Australia as full fee paying students, is a major industry and brings billions of dollars into the Australian economy.

Student housing in Glen Eira includes flats, houses and individual rooms in shared houses. The number of dwellings managed by the university is limited. There are 100 university houses and 35 private homes available to students. A proportion of students also stay with a host family.

About 60 per cent of students at Monash University Caulfield Campus require rental accommodation — particularly international and country students — and the need for this type of accommodation is increasing as the number of international students rises each year.

Housing costs are also an issue for students. The 1997 report of the Advisory Committee on Student Housing in Melbourne, identified that increased values of housing stock have put rents beyond the student affordability level. The report also identified a shortage of suitable accommodation leading to the loss of students from overseas and interstate. Affordability is especially the case for some international students who study through the Government program AusAid. About 30 per cent of international students can only afford \$70–100 per week on accommodation.

Council's MSS identifies the Phoenix Precinct, which is centered around Monash University and the Melbourne Racing Club (MRC) landholdings, as a major opportunity for the provision of complementary entertainment facilities along with student housing.

Student housing needs to be located close to the tertiary institution. The advisory committee report found that proximity to public transport would increase the use of the transport system, and minimise the need for parking spaces. The standard of housing must also be of a high quality for both students and neighbours.

### **Older persons**

Glen Eira has a higher proportion (22 per cent) of persons over the age of 60 years. The State Government predicts this will increase to 24 per cent in 2021 (Department of Infrastructure, 2000e). Glen Eira also has higher proportions of lone person households — old, lone person households will continue to grow as the empty nesters age and become widowed.

Older people (including empty nesters and retirees) are a more complex group of housing consumers than in the past. Many will be poor while others are quite affluent. Older people want flexible, safe, affordable, accessible and innovative housing choices to enhance their capacity to remain in familiar surroundings, close to family and established local networks (Minister for Aged Care, 2000). As people age they often seek more manageable homes. They also want housing that gives them a greater sense of security. A sense of isolation could occur if they are not accessible to community facilities and public transport.

Past consumption and preference patterns suggest some older people prefer to live in multi-unit housing. Older people move into multi-unit housing either to reduce the time and effort they spend on maintaining a house or to lower their costs.

Housing for older persons should:

- consider the topography and other potential obstacles to access, such as main roads;
- be close to facilities, shops, recreation facilities, libraries and general medical practitioners;
- be close to public transport; and
- provide opportunities for them to remain in their neighbourhood.

This equates to smaller, low cost, secure and accessible dwellings in areas near their previous home.

### **Jewish Community**

Glen Eira has a distinctively higher proportion of persons of Jewish faith compared to Metropolitan Melbourne. Given the size of this community, particularly in the north west of the City, it is important to acknowledge the following characteristics, which may impact on housing.

- Access to Jewish religious, educational and community services are a critical factor influencing their decisions on housing location. For instance, for orthodox Jews the religious restriction on using a vehicle on particular days necessitates they be within walking distance of synagogues.
- A characteristic of the orthodox community is larger than average family sizes thereby influencing housing needs.

### **People with disabilities**

More than 21,000, or 18 per cent, of Glen Eira residents experience some form of disability, the most prevalent being physical or sensory (hearing or visual impairment). The prevalence of disability increases with age (Glen Eira City Council).

Depending on the type of disability, housing for disabled people should consider topography and potential obstacles, be close to health, commercial and recreational facilities and close to public transport. The design of housing for people with disabilities must take into account their limited mobility, such as the provision of handrails and ramps instead of steps, and other needs, such as smoke detectors with a visual cue (eg, flashing light) for deaf people.

### **Implications for Glen Eira**

To assist in maintaining the diversity of the Glen Eira community, and reduce the displacement of low income households to outer suburbs, it is important to encourage the retention of social housing options within the City and advocate for social housing development in the future. It is also important to provide housing suited to specific groups in the community, for example older persons and students.

A lack of housing options within a community impacts on individuals in several ways. People may be forced to move to less accessible areas where housing costs are lower. This may reduce access to services and facilities, minimise opportunities for employment and separate people from important social networks.

There can also be wider affects on the community. Changes in social mix can have wide ranging implications. Demand for certain services such as child care, hospitals or schools may fall. These are costly to replicate elsewhere and difficult to replace at a later date.

To ensure all groups are provided for in the community, there is a need to plan and co-ordinate — working with other housing organisations, institutions such as Monash University, and the State Government.

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## 6.0 Glossary

**Baby boomers** — those people born in Australia between the end of the World War II (1945) and the late 1960s.

**Empty nesters** — parents whose children have grown up and left the parental home.

**Glen Eira North** — equates to the Caulfield Statistical Local Area. It consists of the part of the City north of North Road and includes Caulfield North, Caulfield, Caulfield South, St Kilda East, Caulfield East, Elsternwick, Gardenvale, Glen Huntly, Carnegie, Murrumbeena and part Ormond.

**Glen Eira South** — equates to the South Statistical Local area. It is the area of the City south of North Road, including part Ormond, McKinnon, Bentleigh and Bentleigh East.

**Melbourne Metropolitan Area** — the geographical areas bounded by the municipalities of Wyndham, Melton, Hume, Whittlesea, Nillumbik, Yarra Ranges, Cardinia, Casey and the Mornington Peninsula.

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