

BOROONDARA HOUSING STRATEGY

Adopted 14 December 2015

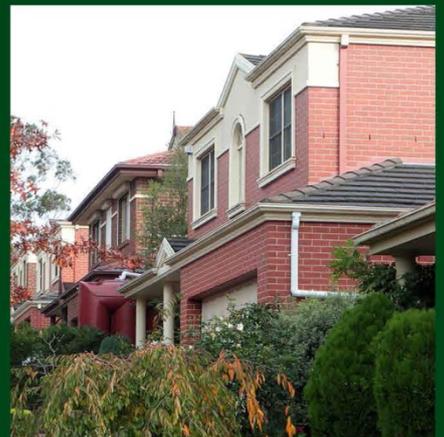
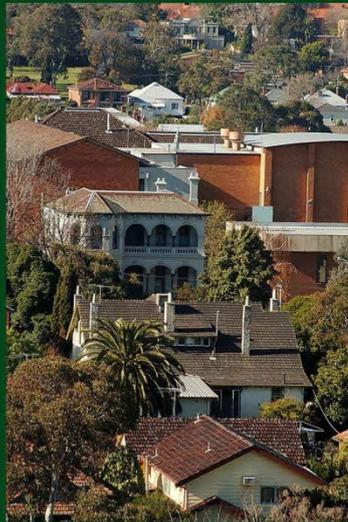


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1 Executive Summary

The Boroondara Housing Strategy (BHS) is a high level strategic planning document that identifies key housing issues in Boroondara and provides objectives and strategies to address these issues.

The BHS does not intend to identify or recommend specific changes to the residential zones. The Strategy does however provide guiding principles to support future reviews of the zones if required.

The BHS also foreshadows the need for further strategic work to support these future reviews, including to evaluate the effectiveness of the residential zones and assess if they are delivering the preferred housing outcomes; as well as to investigate if modifications to the current mix of zones are needed to meet future housing needs.

The preparation of the BHS is consistent with the requirement of Ministerial Direction No.16 - Residential Zones (MD16) to support any future review of the approved residential zones in the City of Boroondara.

The BHS reviews planning policies relevant to housing provisions at the national, state and local levels. It provides an overview of the housing profile of Boroondara (based on the 2011 Census) with regards to the municipality's demographics, existing household and dwelling types, and dwelling densities. It also discusses housing demand in the municipality to 2031 based on .id Consulting's population and dwelling forecast, which is compared with dwelling capacity based on an analysis by SGS Economics and Planning Pty Ltd.

Importantly, based on the Australian Bureau of Statistics' Estimated Residential Population for the City of Boroondara in 2011, it is estimated that approximately an additional 30,235 residents will live in the City of Boroondara by 2031. This equates to approximately 14,352 additional households and 15,567 additional dwellings. In comparison, there is capacity¹ for an additional 62,546 dwellings in the municipality, including 38,291 additional dwellings in the residential areas and 24,255 additional dwellings within the commercial areas (activity centres, commercial corridors, neighbourhood and local centres). This capacity is more than sufficient to accommodate the forecast housing demand.

¹ Net dwelling capacity ("full build out" assumption) based on the current mix of residential and commercial zones in Boroondara.

The BHS places a strong emphasis on preserving neighbourhood character and the continued identification of heritage places. However, it also recognises the importance to provide for a diverse range of housing options, where appropriate, to cater for the different housing needs of the community.

The BHS recognises that the need for housing diversity should also be considered in conjunction with the capacity and functions of key infrastructure, such as roads, sewerage, drainage, public services and public transport. If these services cannot sustain additional population in particular locations, it would be unsustainable to increase densities in these locations until the necessary infrastructure can support the change. Council will continue to plan for and manage local infrastructure and advocate to the Victorian Government in the provision and upgrading of key infrastructure in the municipality, such as public transport facilities, arterial roads and Melbourne Water managed drainage and sewage systems.

Key housing issues identified in the BHS and the corresponding objectives/strategies are summarised below:

Continued protection of Boroondara’s highly valued neighbourhood character and heritage places

The Boroondara community highly values the unique physical characteristics of the municipality. One of the key objectives of the BHS is to ensure new development continues to respect and enhance the key character of an area, as well as to ensure the continued protection of heritage places. This is supported by strategies identified in the BHS including applying mandatory height controls where appropriate and continued assessment of potential heritage places in the municipality.

Objective 1.1 - Ensure new development retains and enhances the key character attributes that contribute to a precinct’s preferred character.

Strategies

- Apply mandatory height controls in residential areas where appropriate to protect preferred neighbourhood character.
- Ensure all planning permit applications for development in residential areas achieve the preferred character outcomes and design guidelines in the relevant Neighbourhood Character Precinct Statements.
- Ensure the preferred character outcome is provided along contiguous sections of a street.

- Consider if a change of preferred character is warranted (in local residential streets proximate to medium to large commercial areas² and public transport) to deliver housing diversity outcomes.
- Direct and encourage new housing to locate in Boroondara's commercial areas, neighbourhood shopping centres and along key main roads.

Objective 1.2 - Ensure continued identification and protection of places of heritage significance and ongoing assessment of possible heritage places.

Strategies

- Continue to investigate and assess possible heritage places in the City of Boroondara in accordance with the adopted Heritage Action Plan (HAP, 2012) or any updated version of the HAP.

Provision of a diverse range of housing options in appropriate locations

Population forecasts indicate continued prominence of traditional family households, an aging population, and an increased "young workforce". Each of these demographic trends has different implications on the housing market including the need for large housing catering for families, smaller dwellings for young families, couple households and residents wanting to age in place.

Therefore, the BHS provides strategies to ensure the provision of a diverse range of housing that meets the distinctive needs of different demographic groups in appropriate locations.

The BHS encourages multi-dwelling development to be located within Boroondara's commercial areas. Dwelling projections suggest that suburbs such as Hawthorn East, Hawthorn, Camberwell and Kew will accommodate the largest number of additional dwellings. This is likely due to the larger commercial centres being able to absorb a large number of higher density residential developments in the future, such as Camberwell Junction, Kew Junction and the Glenferrie Activity Centre.

² Medium to large commercial areas are defined as Activity Centres (Camberwell Junction, Kew Junction and Glenferrie), Commercial Corridors, and Neighbourhood Shopping Centres that typically offer a wide range of services and already contain a mix of retail, commercial (other than retail) and residential uses; and are typically supported by tram routes and/or close to a train station. These centres are considered more capable of accommodating new services to support greater housing diversity in the surrounding area. Neighbourhood shopping centres that typically have a local convenience function and offer a limited range of services are not considered viable nodes to support greater housing diversity. Further investigation areas will be subject to Council's endorsement.

The BHS also foreshadows that some residential areas may need to be further investigated for greater housing diversity. The further investigation will be guided by a number of guiding principles in the BHS, including whether there are any existing development constraints (e.g. single dwelling covenant), the existing housing mix in the area and height limits applied to the surrounding properties.

These further investigations may be required in the event that the Victorian Government requests local Councils to investigate actions (including a direction to review the residential zones) to achieve the objectives identified in the metropolitan planning strategy *Plan Melbourne*. This includes a direction to create a city of 20-minute neighbourhoods and a short term action to update the State Planning Policy Framework to reflect this direction. The Victorian Government considers that creating a city of 20-minute neighbourhoods would facilitate a diversity of housing choices and support the vibrancy of the local shopping centres. Ultimately, it may be that no further investigation will be required. However, should there be a need for housing diversity, the further investigation areas will be determined at the discretion of Council.

Objective 2.1

Ensure the provision of a diverse range of housing.

Strategies

- Ensure a high percentage of residential areas in Boroondara continue to provide detached houses suitable for new and older families with children.
- Support Boroondara's ageing population by ensuring each suburb in Boroondara provides opportunities for housing that meet the needs of older residents.
- Encourage the provision of non-private residential accommodation, such as aged care and student housing in areas close to services and amenities.
- Ensure higher density residential developments to include a mix of dwelling sizes and configurations/layouts to accommodate people of different ages, family structures, mobility levels and socio-economic groups.
- Encourage a mixture of housing above ground level within Boroondara's commercial areas.
- Advocate to the Australian and Victorian Government to provide social housing for low-income residents in Boroondara.

Objective 3.1

Ensure new multi-dwelling developments in the Neighbourhood and General Residential Zones reinforce a precinct's preferred character.

Strategies

- Require new residential developments in the Neighbourhood and General Residential Zones to be assessed against the preferred character statement and design guidelines in the relevant Neighbourhood Character Precinct Statements.
- Protect the detached, low-density character of areas within the Neighbourhood Residential Zone.
- Support one to two storey detached dwellings, dual occupancies and multi-unit villa/ townhouse style developments within the General Residential Zone - Schedule 1.
- Support a mixture of housing types up to three storeys in the General Residential Zone - Schedule 2 and 3.
- Encourage other housing types such as aged care in residential zones, in particular, properties zoned General Residential Zone - Schedule 4.
- Support a mixture of housing types up to four storeys in the Residential Growth Zone.

Objective 3.2

Support greater housing diversity in areas with better access to services and public transport.

Strategies

- Support housing diversity along main roads (excluding areas subject to Heritage Overlays and other restrictions) that are proximate to medium to large commercial areas and fixed public transport.
- Consider greater housing diversity in local residential streets (excluding areas subject to Heritage Overlays and other restrictions) that are proximate to medium to large commercial areas and fixed public transport.
- In areas where greater housing diversity is supported, the following should be considered when deciding what alternative zone could be applied:
 - The size and function of the closest commercial area.
 - The height limit that applies to the closest commercial area.
 - The scale and use of surrounding properties.
 - The residential zone applied to all or part of the road.
 - Housing diversity in that part of the municipality.

- Facilitate housing diversity in all suburbs and consider whether an alternative zone could be applied to areas with relatively lower housing diversity (when compared with other Boroondara suburbs).
- Continue to advocate to the Victorian Government in the provision and upgrading of key infrastructure in the municipality such as public transport facilities, arterial roads and Melbourne Water managed drainage and sewage systems.

Objective 3.3

Ensure Boroondara's commercial areas continue to provide for a dynamic mix of retail, commercial (other than retail) and residential uses.

Strategies

- Encourage a diverse range of housing in Boroondara's commercial areas, including housing for a range of household types.

Objective 3.4

Encourage the use of under-utilised government landholdings for housing (excluding land identified in the Boroondara Open Space Strategy as open space).

Strategies

- Advocate to the Victorian Government to develop under-utilised Victorian Government land holding (e.g unused Victrack landholdings) for affordable and/or social housing where appropriate (excluding land identified in the Boroondara Open Space Strategy as open space).

Encourage high quality housing design and sustainable development

The BHS encourages apartment design that contributes positively to the urban environment, displays high quality architecture and ensures high standards of internal amenity.

Specifically, the BHS identifies the lack of measurable standards in the Victorian planning system for designing apartments as an ongoing issue, resulting in poor development outcomes. It supports the development of state-wide design standards that would improve the quality of apartment development and encourages a high standard of internal and external amenity for residents of new apartments in Boroondara.

The BHS also provides strategies to encourage new housing development to achieve higher standards of environmentally sustainable design and advocates

that the Victorian Government introduce state-wide policy relating to Environmentally Sustainable Design.

Objective 4.1

Encourage high quality residential design.

Strategies

- Advocate for the preparation of Victorian Government design guidelines for mixed use and residential apartment buildings.
- Promote and encourage improved standards of apartment design ensuring higher levels of internal and external amenity for future occupants.
- Promote and encourage residential designs that respect the existing or preferred neighborhood character.
- Encourage apartment building designs that optimise access to natural light and cross ventilation and reduce reliance on mechanical systems by:
 - limiting the number of single aspect dwellings with a southerly aspect;
 - limiting the number of habitable rooms that rely on borrowed light; and
 - ensuring appropriately sized light wells and balconies.
- Advocate for minimum apartment sizes in new apartment developments to ensure apartments are functional and can meet the needs of current and future residents.
- Encourage development to incorporate building separation that ensures:
 - adequate daylight access to habitable rooms within the site and on adjoining sites.
 - acceptable outlook from habitable rooms.
 - redevelopment opportunities of adjoining sites is not compromised.
- Encourage and support development that is innovative in design with regards to accessibility, mobility and adaptability for the aging population in Boroondara.
- Ensure housing for students enjoys comparable level of amenity as other apartments.
- Ensure appropriate development that is complementary to the existing neighbourhood character and has regard to adjoining residential amenity.
- Achieve innovative, high-quality architectural design that makes efficient use of land whilst enhancing the appearance and strengthening the identity of the commercial centres and corridors.

Objective 5.1

Advocate for new residential developments to incorporate environmentally sustainable practices into their design.

Strategies

- Advocate for guidance to be provided by the Victorian Government in respect to Environmentally Sustainable Design (ESD), preferably through the Building Regulations or alternatively through the Victorian Planning Provisions.
- Encourage new housing developments to incorporate design features, utility systems and materials that are energy efficient.
- Encourage water sensitive urban design and water efficiency measures to be incorporated into new residential and mixed use development.
- Encourage the use of innovative ways to achieve environmentally sustainable outcomes in building design.
- Support medium and higher density housing to be located close to public transport.

Further strategic work

The BHS has identified a range of further strategic work to address the issues identified and to support future reviews of the new residential zones if required. These projects will be prioritised and carried out based on the indicative timeframes provided in the BHS.

2 Introduction

2.1 Municipal Context

Boroondara forms part of the inner eastern region around the Melbourne central business district (CBD). The City is bordered by the cities of Banyule, Manningham, Whitehorse, Monash, Stonnington and Yarra.

Boroondara enjoys a high degree of accessibility to the surrounding region, particularly in an east/west direction. The municipality is well serviced by public transport and main arterial roads and freeways that pass either through the City or along its borders.

Boroondara has an extensive network of commercial centres comprising three activity centres (Camberwell Junction, Kew Junction and Glenferrie), 31 neighbourhood centres and four commercial corridors. There are also fifteen local centres throughout the municipality.

Boroondara is a custodian of a portion of the Yarra River and its environs, one of the most important riverine environments in the State. Further, the Yarra River environs contain most of Boroondara's regional open space and provide a significant landscape feature within the municipality.

Boroondara is an attractive and highly sought after residential environment with a mix of housing types. Set in a green, treed environment, it is known for extremely high levels of amenity. Residential development is the dominant land-use within the City with some of the finest residential streets in Melbourne.

The character of Boroondara is one of the key features that makes Boroondara special, being derived from both the natural setting in which it is located and the manner in which the City has developed over time. The inter-war and post-war subdivision patterns are very distinctive. The City is a prime example of the "Garden Suburb" form of development, leading in the development of nature strips and private gardens. These are distinctive features of the City.

2.2 Why do we need a Housing Strategy?

The City of Boroondara is renowned for its tree lined streets, parks and gardens, suburban character, heritage buildings and the distinctiveness of the neighbourhood and activity centres. These unique characteristics of the municipality are highly valued by the Boroondara community and contribute to Boroondara being a highly sought after area for residential properties.

Based on .id Consulting's population forecasts, there'll be approximately 30,235 additional residents and 15,567 additional dwellings in the City of Boroondara by

2031. It is important to develop a Housing Strategy to provide policy guidance for future housing development in the City of Boroondara.

New residential zones were implemented throughout Boroondara on 19 June 2014 as part of the Minister for Planning's approval of Amendment C190 to the Boroondara Planning Scheme. The new zones, consisting of the Residential Growth Zone (RGZ), General Residential Zone (GRZ) and Neighbourhood Residential Zone (NRZ) provide clear direction to property owners, developers and the community of the types of residential development that would be supported in certain locations.

In October 2014, a number of properties along main roads were rezoned by the Minister for Planning from the Neighbourhood Residential Zone 3 (NRZ3) to the General Residential Zone 5 (GRZ5). This was based on recommendations of the Residential Zones Standing Advisory Committee (RZSAC) appointed by the Minister, that these areas remain in the GRZ until further strategic work is completed (such as a housing strategy) to determine the most appropriate zone for these areas.

Community feedback on the new residential zones included a number of precinct-wide rezoning requests which required further strategic investigation. Council resolved on 11 December 2014 to defer consideration of broader precinct-wide rezoning requests from the community consultation on the new residential zones in 2014 until a housing strategy has been finalised.

In addition, the Minister for Planning introduced Ministerial Direction No.16 - Residential Zones (MD16) on 1 July 2014, which requires councils in metropolitan Melbourne to use a housing strategy to inform the application of the new residential zones, as well as to evaluate and monitor the implications of the new residential zones within two years of their gazettal into a planning scheme. Any future reviews of the residential zones in Boroondara will also need to be supported by a housing strategy.

The BHS has been prepared to provide strategic justification for future reviews of the residential zones and to verify the ability of the current zones in meeting housing demand in the municipality to 2031. An emphasis of this analysis still remains the importance of ensuring the preservation of the City's unique and valued neighbourhood character.

The BHS seeks to ensure the provision of a diverse range of housing options for the Boroondara community and future residents, as well as to ensure that future housing development respects and enhances the key character attributes that contribute to an area's preferred character.

2.3 Scope and Methodology

The preparation of the BHS has taken into account planning policies relevant to housing provisions at the national, state and local levels. Recently introduced planning controls (e.g. mandatory height controls in residential and commercial areas) and housing related strategies in Council adopted structure plans, as well as community feedback on these strategic projects have also informed the Housing Strategy, including:

- Activity Centre Structure Plans including *Camberwell Junction Structure Plan* (adopted 2008, updated 2011), *Kew Junction Structure Plan* (adopted 2009, updated 2011) and *Glenferrie Structure Plan* (adopted 2010, updated 2011).
- Introduction of the new residential zones (Amendment C190 to the Boroondara Planning Scheme) - approved in June 2014.
- *Neighbourhood Character Study (adopted in September 2012, updated September 2013)* including the *Neighbourhood Character Precinct Statements*.
- *Neighbourhood Centres and Commercial Corridors Guidelines 2014* as part of Amendment C108 to the Boroondara Planning Scheme which introduced mandatory height controls in the commercial centres - approved in April 2015.

A review of the housing profile of Boroondara (based on 2011 Census data) was carried out to understand the municipality's demographics, existing household types, as well as dwelling types and density. Population and housing forecast (including housing types and distribution) was also reviewed to understand the potential housing demand by 2031. Further details are provided in Chapter 6.

In May 2015, Council engaged SGS Economics and Planning Pty Ltd (SGS) to prepare a housing capacity analysis specifically to inform the preparation of this *Housing Strategy*. The capacity analysis was based on the approved residential zones as of 9 October 2014 including the mandatory height controls introduced through Amendment C190. Further details and findings are provided in Chapter 6.3.

The development of the BHS is indicated in Figure 2.1.

Boroondara Housing Strategy (BHS) Process

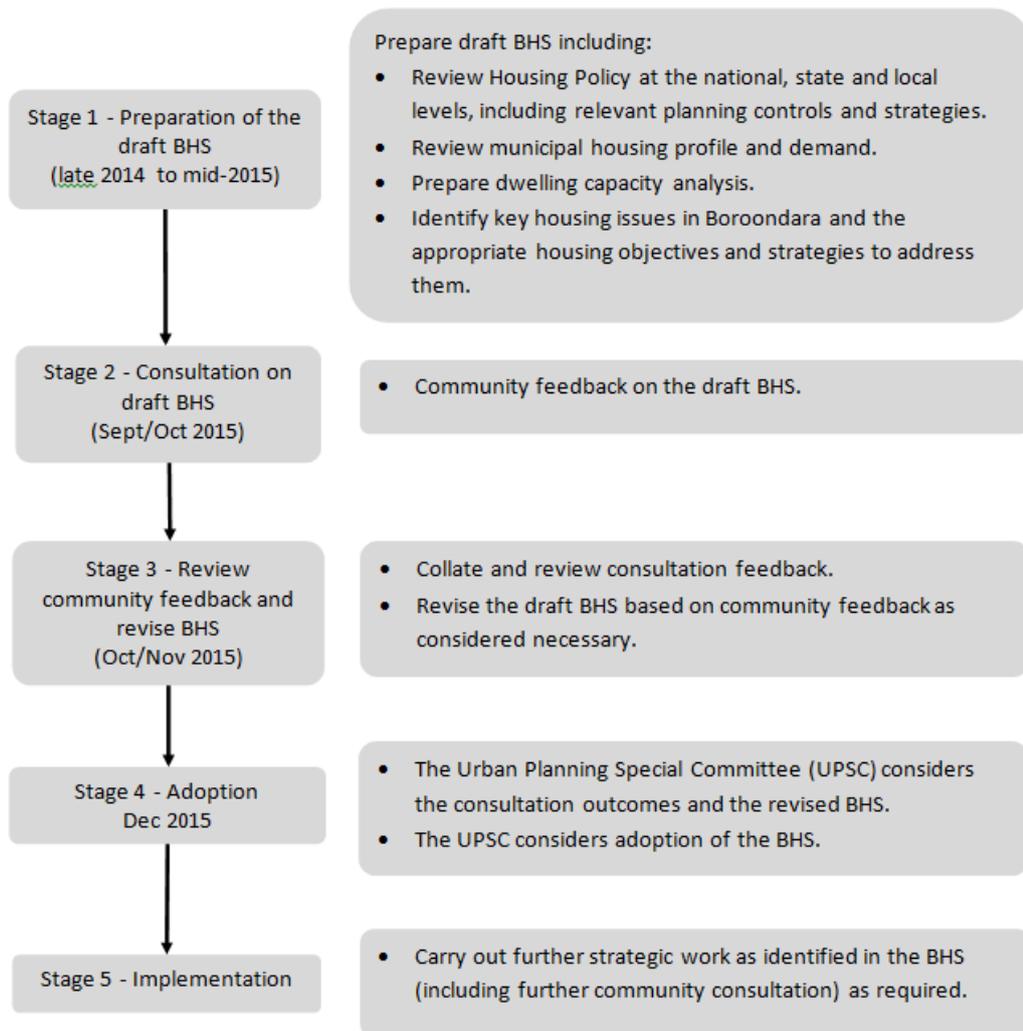


Figure 2.1: Boroondara Housing Strategy (BHS) Process

3 Housing Snapshot

3.1 Metropolitan Housing Snapshot

3.1.1 Metropolitan housing demand

Plan Melbourne estimates that an additional 1,570,000 dwellings will be required in metropolitan Melbourne to 2051. It further notes that the additional dwellings will be split between established areas (+960,000) and growth areas (+610,000). Within established areas, it is expected that 310,000 additional dwellings will be required in the central city and surrounds, with 650,000 additional dwellings required in the balance of established suburbs. This suggests that there will be increasing demand for a diversity of housing types within Melbourne's established areas.

The metropolitan housing requirement is expected to be split between an additional 530,000 detached dwellings and 1,040,000 'other dwellings'. On current and future trends, 'other dwellings' will be split between an additional 480,000 apartments and an additional 560,000 townhouses and units³.

3.1.2 Regional housing demand

Plan Melbourne breaks Melbourne into five regions with each region comprising a number of local government areas (LGAs). Importantly, the regional and local government projections are taken to 2031 whilst the metropolitan Melbourne housing projection is taken to 2051. This does not allow for a simple comparison with the 2051 *Plan Melbourne* dwelling requirement above.

The dwelling projections have been assembled for each region using the official Victorian Government projection of population and households *Victoria in Future 2015 (VIF 2015)* LGA data. It is expected that dwelling demand will increase by 1.9% per annum (p.a.) in Melbourne to 2031, from 1,566,284 dwellings in 2011 to 2,291,582 dwellings in 2031. This represents an increase of approximately 725,300 additional dwellings to 2031. The western region is expected to grow the fastest, with a percentage increase in dwelling demand of 2.6% p.a. to 2031.

³ Figure 8, Plan Melbourne 2014 (p62)

Table 3.1: Regional Housing Demand, by region, Melbourne 2011 - 2031

Region	2011	2021	2031	Change	% share by region	% change (p.a.)
Central	211,209	284,591	342,744	131,535	18.1%	+2.5%
Eastern	385,293	434,351	476,577	91,284	12.6%	+1.1%
Northern	300,169	377,789	456,700	156,531	21.6%	+2.1%
Southern	429,533	525,066	617,492	187,959	25.9%	+1.8%
Western	240,079	314,165	398,068	157,989	21.8%	+2.6%
Total	1,566,284	1,935,962	2,291,582	725,298	100%	+1.9%

Source: *Victoria in Future 2015*

Boroondara sits within the eastern region which is expected to generate demand for 91,284 additional dwellings to 2031, an increase of 1.1% p.a. to 2031. This represents a 12.6% share of overall dwelling demand for all regions to 2031, the lowest of all regions. This reflects a lack of new greenfield land availability, and a consequential reliance on infill housing to support dwelling increases.

Within the eastern region, VIF2015 projects a demand for 15,688 additional dwellings in Boroondara between 2011 and 2031, a growth rate of +1.1% p.a. This is the same as the projected demand for the eastern region as a whole and less than wider Melbourne (+1.9% p.a.).

Boroondara is expected to accommodate 17.2% of eastern region dwelling demand to 2031.

3.1.3 Key housing supply locations

Plan Melbourne states that new dwelling supply will come in a variety of forms and locations. Key housing supply locations include strategic sites and precincts, nominated centres in *Plan Melbourne*, the outer metropolitan growth corridors and within the established suburbs. It is noted that other key supply locations may exist in addition to those nominated below.

Table 3.2 provides a summary of key sites and precincts which have been foreshadowed as providing for significant new dwelling supply. Over 552,100 new dwellings are expected to be provided in these areas, accounting for substantial dwelling need.

Assuming all of these sites reached their development potential by 2051, this would leave the established areas of Melbourne to accommodate demand for an additional 1,017,900 additional dwellings as estimated by *Plan Melbourne*.

Table 3.2: Dwelling yields - Strategic sites, centres and precincts (rounded)

Additional dwelling yield		Forecast year	Information source
Strategic sites and precincts			
Arden-Macaulay	9,500	No fixed year	City of Melbourne: Future Living Discussion Paper; p. 13
City North	5,000	No fixed year	City of Melbourne: Future Living Discussion Paper; p. 13
E-gate	6,000	No fixed year	City of Melbourne: Future Living Discussion Paper; p. 13
Fishermans Bend	40,000	No fixed year	40+ year plan; FBURA Strategic Framework Plan
Melbourne CBD	10,500	No fixed year	City of Melbourne: Future Living Discussion Paper; p. 13
Melbourne Docklands	5,500	No fixed year	City of Melbourne: Future Living Discussion Paper; p. 13
Southbank	42,000	No fixed year	City of Melbourne: Future Living Discussion Paper; p. 13
Sub-total	118,500		
Nominated centres in Plan Melbourne			
Box Hill	2,050	Unknown	Box Hill Transit City Structure Plan; June 2007. Range 1,400-2,700 new dwellings
Broadmeadows	6,500	2031	Broadmeadows Structure Plan; June 2012. Covers whole Broadmeadows Activities Area.
Dandenong	4,000	2026	Dandenong Urban Master Plan Summary. Forecast over 'next 15-20 years.'
Epping	3,250	2030	Epping Transit City Structure Plan. Range 2,000-4,500 new dwellings
Footscray	7,000	2031	Footscray Structure Plan; March 2014
Fountain Gate/Narre Warren	1,000	2033	Fountain Gate – Narre Warren CBD Development Contributions Plan
Frankston	1,150	2031	Frankston Metropolitan Activity Centre Structure Plan. Range 700-1,600 new dwellings
Ringwood	5,800	2031	ringwoodgoingplaces.com.au
Sunshine	2,850	2021	Sunshine Town Centre Structure Plan
Sub-total	33,600		
Growth Corridors			
Growth Corridors ⁴	400,000	No fixed year	Metropolitan Planning Authority. Defined as demand in PSP areas.
Total	552,100		

⁴ Growth Corridors include the Metropolitan Activity Centres of Toolern and Lockerbie

3.2 Boroondara Housing Snapshot

3.2.1 Neighbourhood character is the key driver

In 2012, the Victorian Government introduced new residential zones. The City of Boroondara used the adopted *Neighbourhood Character Study 2013* (NCS) as the strategic basis for the application of the new zones.

The NCS divides Boroondara's residential areas into 75 neighbourhood character precincts. A Neighbourhood Character Precinct Statement (NCPS) for each precinct sets out the precinct's current and preferred character and contains design guidelines to assist with the assessment of planning permit applications.

Council's approach to the application of the new residential zones reflects the community's expectations to protect Boroondara's valued residential areas, and implement stricter controls to protect neighbourhood character in Boroondara.

Table 3.3 summarises the current distribution of the residential zones in Boroondara as of December 2015 and the housing types encouraged in each zone.

Table 3.3: Current residential zones in Boroondara

Zone	Percentage of residential land	Housing type encouraged
NRZ3	80%	One to two storey, detached dwellings and dual occupancy developments.
GRZ1	11%	One to two storey, detached dwellings, dual occupancy and multi-unit villa/townhouse developments.
GRZ2/3 ⁵	6%	One to three storey developments comprising a mix of detached dwellings, dual occupancy, multi-unit villa/townhouse and apartment buildings.
GRZ4 ⁶	1%	Multi-unit villa/townhouse development, apartment buildings and other housing.
GRZ5	2%	Area subject to review. Potentially allows for multi-unit villa/townhouse development, apartment buildings and other housing.
RGZ1	1%	One to four storey developments comprising a mix of detached dwellings, dual occupancy, multi-unit villa/townhouse and apartment buildings.

⁵ GRZ2 and 3 have the same planning controls and allow for the same development outcomes.

⁶ Excludes GRZ4 land in commercial centres.

3.2.2 Role of Boroondara’s activity centres, commercial corridors and neighbourhood shopping centres

In addition to the residential areas in Boroondara, Council anticipates a large number of additional dwelling be located within existing commercial areas such as Camberwell Junction, Kew Junction, Glenferrie as well as some of the neighbourhood shopping centres and commercial corridors.

New housing in these areas is likely to be in the form of apartment developments that benefit from being well located to services and public transport. Housing in these locations is integral to the viability of Boroondara’s commercial areas and providing a diverse range of housing in Boroondara.

3.2.3 Existing housing capacity

Based on housing forecast by .id Consulting in 2015, the City of Boroondara will need to provide an additional 15,567 new dwellings by 2031. Population and housing forecasts are discussed in more detail in section 6.2.

In comparison, the capacity analysis prepared by SGS Economics and Planning demonstrates that there is capacity for an additional 62,546 dwellings in the municipality. This includes 40,660 additional dwellings in the residential zones and 21,886 additional dwellings within the commercial and mixed use zones. This capacity is more than sufficient to accommodate the forecasted housing demand.

Table 3.4 summarises housing capacity available in the current zones. Further details of housing capacity by suburb and zone are provided in section 6.3.

Table 3.4: Housing capacity in the current zones in Boroondara

Zone	Additional dwelling capacity	Percentage of total capacity
NRZ3	17,857	28.6%
GRZ1	8,064	12.9%
GRZ2/3 ⁷	7,284	11.6%
GRZ4 (Supersized lots)	811	1.3%
GRZ5	2,569	4.1%
RGZ1	1,706	2.7%
Subtotal residential areas	38,291	61.2%
C1Z	21,710	34.7%
GRZ4 (Residential land in commercial centres)	2,369	3.8%
MUZ	176	0.3%
Subtotal commercial areas	24,255	38.8%
Total	62,546	100%

3.2.4 Where to from here?

The current mix of residential and commercial zones and built form controls provide a solid basis from which to build Boroondara’s housing future. No change is needed to the existing mix of zones to allow the City of Boroondara to meet forecasted housing need to 2031. A snapshot of the current residential and commercial areas as of December 2015 is shown in Figure 3.1.

However, the new residential zones (approved by Amendment C190 and C199 to the Boroondara Planning Scheme) were only introduced in 2014. A large number of planning applications were lodged with Council prior to the approval of the new residential zones on 19 June 2014. These development proposals are exempt from the opportunities and constraints of the new zones, including mandatory building height limits. Further, the built form controls that apply to neighbourhood commercial areas and commercial corridors (Amendment C108) were also introduced in 2014. Therefore, Council is yet to evaluate how past development trends will change in response to these controls.

Continued monitoring and review of the operation of the new controls and the housing outcomes over the next few years will allow Council to better understand the function of the new residential zones and built form controls in the commercial areas. This will then inform further refinement of the existing planning controls in order to better cater for changes in community needs, and address emerging issues that arise.

⁷ GRZ2 and 3 have the same planning controls and allow for the same development outcomes. Therefore, the two zones were combined for the purpose of capacity analysis.

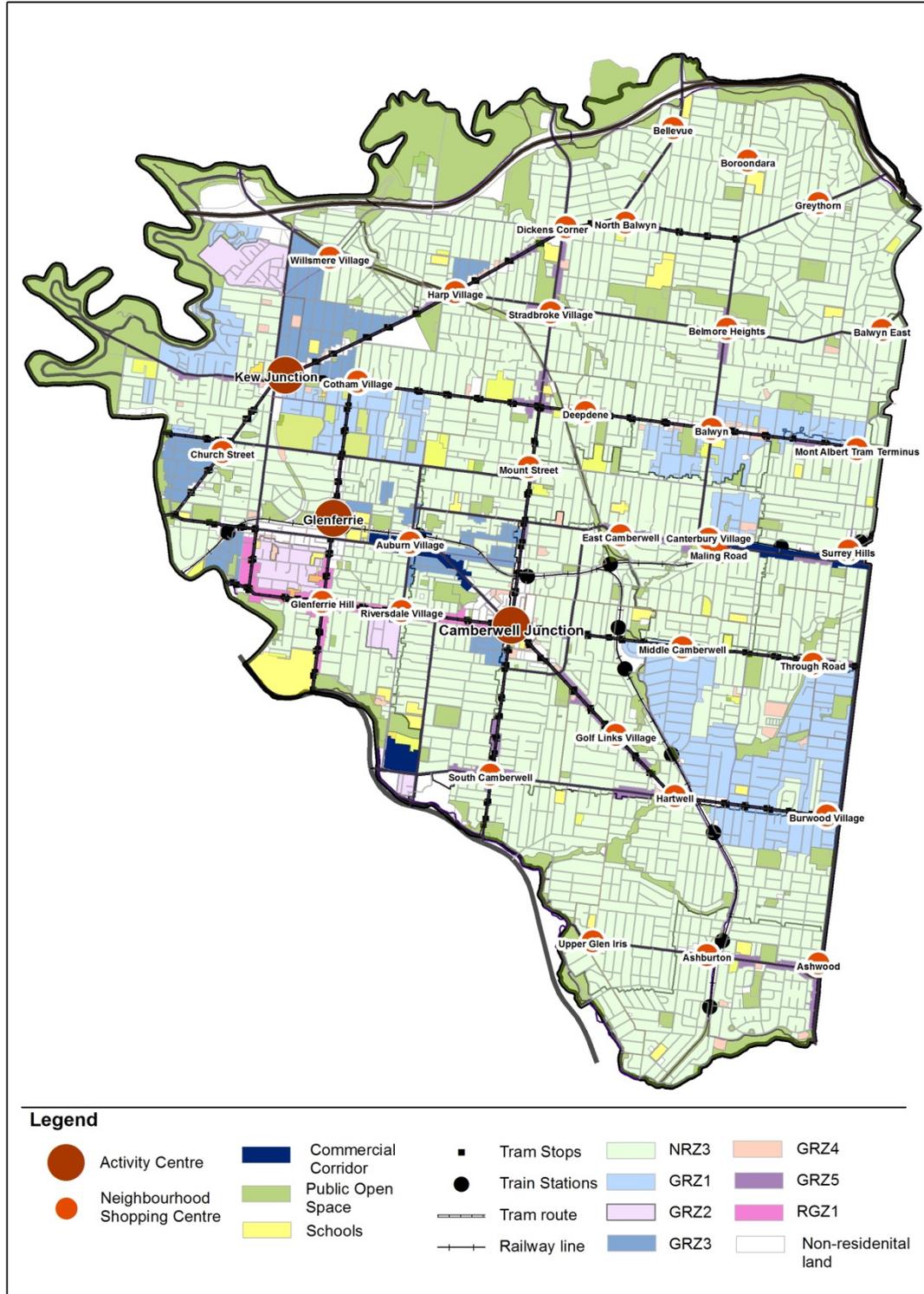


Figure 3.1: A snapshot of residential and commercial areas in Boroondara

The snapshot is an indicative map of the existing mix of zones as of December 2015 based on the Boroondara Planning Scheme.

4 Community Values

The City of Boroondara has undertaken extensive community engagement activities on a number of important issues relevant to housing over the past decade. These include:

- Our Boroondara Our City Our Future 2007
- Housing Preferences Survey 2011
- Neighbourhood Character Study and associated Neighbourhood Character Precinct Statements in 2011/12
- Plan Melbourne in 2013
- Amendment C108 - Neighbourhood Centres and Commercial Corridors Guidelines 2013
- New residential zones 2014.

Through these consultation activities, Council has been able to identify core community values that epitomise resident's views on housing in Boroondara, including a desire to:

- allow appropriate levels of change that are not at the detriment of the character of our residential areas
- protect the unique character of Boroondara's residential areas and heritage properties through appropriate dwelling design and strict design controls
- protect the suburban lifestyle Boroondara offers
- improve the quality of new residential development in Boroondara, including better environmental standards and apartment design
- maintain our current standard of services and amenities whilst balancing growing demand for more intense development.

4.1 Our Boroondara - Our City Our Future Consultation (2007)

Extensive community consultation was carried out in 2007 to inform the preparation of the long-term vision for Boroondara. With regards to housing, the community indicated that:

- Boroondara's neighbourhood character and heritage buildings are valued and should be enhanced;
- There needs to be a balance between heritage and future needs;
- Development needs to be in keeping with Boroondara's character; and
- There needs to be initiatives and incentives to support the development of sustainable housing and buildings.

4.2 Housing Preferences Survey (2011)

The *Housing Preference Survey* (2011) was a self-assessment survey that was sent to 1400 households in the City of Boroondara. The residents were from various suburbs and age groups. The survey asked a series of questions relating to housing costs, dwelling characteristics, use of indoor and outdoor spaces, future housing aspirations, reasons why they live where they do, and environmental sustainability.

The key insights from this survey include:

- Dwelling type was the most important aspect when residents were choosing their residence. Other aspects considered were affordability, safety/security, privacy and quality of dwelling construction.
- Two-thirds of residents considered that they had moderate to heavy housing related financial stress.
- Most of the residents live in dwellings with three or more bedrooms and two or more communal living spaces. Around three-quarters of the residents indicated that they had at least one spare bedroom.
- Residents in Boroondara were engaged in some environmentally friendly initiatives such as using energy efficient lighting and appliances in their homes. However, cost was commonly cited as a barrier to engage in other initiatives such as solar panels for electricity and hot water.
- Housing in the right price range was the most important reason why residents chose their local neighbourhood, followed by proximity and access to public transport, being in a safe neighbourhood, and proximity to shops and services.
- Views on whether their neighbourhood had changed for the better or worse in the last 10 years were mixed. Some residents believed that new development and renewal in the area had changed the neighbourhood for the better. Others thought it was having a detrimental impact on the area's character. Residents who thought the area had changed for the worse were typically middle aged to older residents.
- Single-parents with adult children, young singles, young couples and older couple households were more likely to have moved into Boroondara from a surrounding municipality.
- Two-parent families with children were more likely to have reported that their previous dwelling was within the City of Boroondara.
- The most common reason for leaving their previous dwelling was wanting to upgrade or upsize, followed by purchasing a home and needing more space.
- Young couples and older households were most likely to change their current residence in the next five years. These residents stated that they wanted to move to a detached house (upsizing) or would potentially be moving into a flat, unit or apartment (downsizing).

4.3 Neighbourhood Character Study Consultation (2011/12)

Consultation as part of the preparation of the NCS highlighted the community's desire to retain and protect the character of Boroondara's residential areas and ensure infill development is appropriately sited and designed so that it does not detract from existing streetscapes. The key elements identified as being critical to the protection of neighbourhood character included:

- Retaining street trees and green nature strips.
- Encouraging a diversity of architectural styles in place of homogenous streetscapes, provided new dwellings are well designed and respect the scale and character of surrounding buildings.
- Protecting heritage buildings.
- Supporting one and two storey dwellings in established residential areas.
- Supporting buildings of three or more storeys in residential areas where larger setbacks can be provided to provide opportunity for landscaping and reduce off-site amenity impacts.
- Providing ample space for landscaping in front and rear gardens.
- Providing clearer directions on where greater density is supported.

Other issues that were raised through this process included:

- Lack of diversity in housing to meet the needs of different household types.
- Loss of native vegetation.
- General concerns over traffic congestion and lack of parking in local streets.

4.4 Plan Melbourne Consultation (2013)

To inform Council's submissions to *Plan Melbourne* in response to the Victorian Government's consultation process, officers prepared a survey for the Boroondara Community Voice to gauge residents' views on core planning issues that affect residents in Boroondara. 183 residents responded to the survey. The themes tested in the survey were:

- Housing densification
- Heritage protection
- Development in activity centres
- Traffic congestion
- Parking
- Economic development
- Green space
- Neighbourhood character
- Development in residential areas
- Housing diversification
- Housing affordability.

The survey showed that residents' views on these issues were varied. There was an acceptance that Boroondara is an attractive place to live and as such will always experience high development pressure. Most accepted that change was inevitable, but wanted greater controls put in place to guide what change is permitted to occur and where. The protection of heritage and neighbourhood character was strongly advocated. However, residents indicated a willingness to accept that change does need to occur and should be balanced with other competing issues, such as housing diversity.

4.5 Amendment C108 - Neighbourhood Centres and Commercial Corridors Guidelines Consultation (2013)

Amendment C108 to the Boroondara Planning Scheme implemented the *Neighbourhood Centres and Commercial Corridors Guidelines* and introduced mandatory built form controls to Boroondara's 31 neighbourhood centres and three commercial corridors.

Consultation on the amendment was carried out from March to May 2013. Consultation feedback indicates that the Boroondara community generally supports mandatory planning controls including mandatory building heights in the commercial areas to protect the existing streetscape character.

There were also general concerns with potential traffic congestion and lack of parking, as well as the need to ensure upgrades to physical and community infrastructure to accommodate the additional retail, commercial and residential population.

4.6 New Residential Zones Consultation (2014)

Consultation on the new residential zones included a letter sent to every residential property owner and occupier in the municipality. Council received submissions from 1.5% of Boroondara's residents. The responses received highlighted a broad range of views and opinions with some residents expressing support for the new zone and others opposing them.

The feedback identified pockets of opposition confined to a small number of precincts. In those instances, residents argued against the application of the General Residential Zone and seeking stronger protection through the Neighbourhood Residential Zones. However, the overwhelming majority of residents were happy with the new residential zones.

Council identified areas for further investigation for potential rezoning in response to submissions, subject to the completion of a housing strategy.

Many residents expressed concern that Council's application of the new residential zones would lead to higher levels of development in areas included in one of the General Residential Zones due to the high percentage of the

municipality that has been included in the NRZ. Council will need to monitor planning approvals in the new residential zones over the next 3+ years to understand changes to development trends.

4.7 Draft Boroondara Housing Strategy (2015)

Public consultation on the draft BHS was carried out over five weeks from 7 September to 12 October 2015, involving a municipal-wide mail out and two notices in the Progress Leader. A total of 268 submissions were received from across the municipality.

Overall, objectives and strategies in relation to “neighbourhood character, heritage protection and dwelling design” were most commented on (approximately 42% of the total number of submissions received). The majority of submitters supported the continued protection of neighbourhood character and heritage places. However, some submitters were concerned that such controls could restrict innovative design and restrict what property owners could do with their properties as their needs change. The majority of submitters also supported the strategies to encourage higher quality residential design. It is evident that many submitters were frustrated by the lack of design standards for residential dwellings and have high expectations on Council to address this issue.

Approximately 38% of the submissions include comments on dwelling density, diversity, locations and associated issues such as infrastructure capacity. The opinions on providing a diverse range of housing, including higher density housing in and around commercial centres and along main roads were divided. The main concerns were in relation to the potential destruction of the existing neighbourhood character and amenity; and the capacity of infrastructure and services to accommodate the increased demand, such as parking, traffic, public transport, roads, drains, school capacity, Council services, open space, utility supply, etc. A number of submissions suggested that housing diversity should be available in all suburbs, not just within commercial areas and along main roads.

Approximately 25% of the submissions include requests to rezone certain areas or properties. Some submissions however requested no further changes to the current zones.

5 Housing Policy Context

5.1 National

There is no coordinated planning or policy directions regarding housing provision at the national level. Until recently, Australian housing policy was largely left to lower levels of government resulting in reduced coordination, accountability and certainty⁸. The Commonwealth Government's main contribution to housing in Australia has been financial assistance and programs. At the federal level, housing is addressed through the following programs:

- *National Affordable Housing Agreement (NAHA), 2009*: Established by the Council of Australian Government (COAG), the NAHA presented a first step in a national approach to address and resolve housing affordability issues. The NAHA took a whole-of-housing-system approach that integrated homelessness services and created a growth fund for social housing.
- *Our Cities, Our Future, 2011*: This first national urban policy sets the policy framework to guide the development of Australian cities. Key goals include improved efficiency of urban infrastructure, labour and capital productivity, air quality, reduced motor vehicle dependency, sustainable resource management, climate change resilience, affordability and community wellbeing.
- *Monetary and taxation programs*: These various programs provide demand incentives and impact on affordability, including the First Home Owners Scheme and the *National Rental Affordability Scheme (NRAS)*.

5.2 State and Regional

The Victorian Government's housing initiatives include a number of funding agreements with the Commonwealth aimed at increasing affordable, community and public housing stock.

In addition, the Victorian Government also undertakes strategy and policy development to provide direction on housing related issues to local government across Victoria. The majority of these policies have subsequently been included in the State Planning Policy Framework (SPPF).

Victorian Government policies and strategies of relevance are briefly discussed below.

⁸ *Beyond the current NAHA: what next for national housing policy?*, Conference discussion paper, Hellene Gronda and Lauren Costello for AHURI Research Synthesis Service, October 2011.

Planning and Environment Act 1987

The *Planning and Environment Act 1987* (P&EA) provides the legal framework for the operation of Victoria's planning system. Section 4(1) identifies the overarching objectives of planning in the state, including:

- a) to provide for the fair, orderly, economic and sustainable use, and development of land;
- b) to provide for the protection of natural and man-made resources and the maintenance of ecological processes and genetic diversity;
- c) to secure a pleasant, efficient and safe working, living and recreational environment for all Victorians and visitors to Victoria;
- d) to conserve and enhance those buildings, areas or other places which are of scientific, aesthetic, architectural or historical interest, or otherwise of special cultural value;
- e) to protect public utilities and other assets and enable the orderly provision and co-ordination of public utilities and other facilities for the benefit of the community;
- f) to facilitate development in accordance with the objectives set out in paragraphs (a), (b), (c), (d) and (e);
- g) to balance the present and future interests of all Victorians.

Victorian Integrated Housing Strategy

Released in 2010 by the Department of Human Services (DHS), the *Victorian Integrated Housing Strategy* (VIHS) seeks to ensure that current and future housing will be more affordable, more accessible and more sustainable for all Victorians. The VIHS focuses on five key areas: home buyers, tenants in the private market, social housing, homeless Victorians, and better homes. The VIHS is a reference document under the SPPF.

Plan Melbourne

Released in May 2014, the Victorian Government's metropolitan planning strategy guides Melbourne's housing, commercial and industrial development through to 2050. It seeks to integrate long-term land-use, infrastructure and transport planning to meet the population, housing and employment needs of the future.

The key directions with regards to housing include:

- Accommodating growth in Melbourne's growth areas and targeted medium and high density development in defined residential change areas (including activity centres and Residential Growth Zone areas). (*Direction 2.1*)
- Meet demand for new housing for an ageing population (e.g. downsizing and aging in place). (*Direction 2.1*)

- Improve the quality and amenity of residential apartments given the current lack of regulations and guidelines. This is discussed further in Section 7.6. (*Initiative 2.1.5*)
- Deliver housing close to jobs and transport. (*Direction 2.2*)
- Increase the supply of social and affordable housing. (*Directions 2.3 and 2.4*)
- Protect Melbourne and established suburbs from inappropriate development while delivering higher density housing in defined locations near jobs and transport. (*Direction 4.2*)

Ministerial Direction No.16 - Residential Zones

The Minister for Planning introduced Ministerial Direction No.16 - Residential Zones (MD16) on 1 July 2014, shortly after the new residential zones were introduced in Boroondara.

MD16 requires metropolitan councils to prepare a housing strategy to inform the application of all three new residential zones. Additionally, MD16 also requires councils to evaluate and monitor the implications of the new residential zones within two years of their gazettal into a planning scheme.

The introduction of MD16 indicates that future substantial reviews of the approved residential zones will need to be supported by a housing strategy.

State Planning Policy Framework

The SPPF sets out the vision for land use and development in Victoria which integrate relevant environmental, social and economic factors in the interests of net community benefit and sustainable development.

These policies include a number of themes relevant to housing including:

- *Clause 11 - Settlement* which focuses on the provision of housing diversity in defined locations close to jobs, services and public transport (such as activity centres), including facilitating the supply of social and affordable housing.
- *Clause 15 - Built Environment and Heritage* which seeks to promote positive development outcomes that contribute to local urban character (including any heritage places), enhance the public realm and minimise detrimental impact on neighbouring properties.
- *Clause 16 - Housing* which addresses a number of housing related issues including housing diversity, provision of housing in locations with access to activity centres, public transport, schools and open space, and affordable housing.

5.3 Local

The Boroondara Planning Scheme contains policies and/or strategies relevant to the provision of housing in the municipality. Local land use policies are reflected in the Local Planning Policy Framework (LPPF) which comprises the Municipal Strategic Statement (MSS) and Local Planning Policies.

There are a number of Boroondara policies and/or strategies relevant to the consideration of provision of housing within the City of Boroondara. This includes:

Our Boroondara - Our City Our Future (2008)

'*Our Boroondara*' is the long-term vision for Boroondara and was developed in consultation with the community. It addresses social, economic and environmental wellbeing issues through a number of themes. Themes of direct relevance to this housing strategy include "Community wellbeing" (Vision Theme 1) and "planning a well-designed sustainable city" (Vision Theme 3).

Council Plan (2013-17)

The Council Plan 2013-2017 sets the strategic direction and activities that Council will focus upon in the near future. The key Strategic Objective of relevance to this housing strategy is to protect and improve the character of our neighbourhoods.

Boroondara Public Health and Wellbeing Plan (2013 - 2017)

The *Boroondara Public Health and Wellbeing Plan* (BPHWP) seeks to enhance the health, wellbeing and safety of the Boroondara community.

Theme 2 - Liveable, sustainable, health promoting City and the associated strategic objective to 'enhance and develop our neighbourhoods to support health and wellbeing' have the greatest relevance to this housing strategy. Key strategies to achieve this objective include:

- Consideration of health promoting principles when planning and developing the built environment (Strategy 2.1)
- Supporting practices that assist Council and the community maintain and enhance our natural environment for future generations (Strategy 2.2)
- supporting and promote safe and accessible environments for all (Strategy 2.3)
- Reducing car dependency and promote active transport (Strategy 2.4).

The BPHWP also identifies the cost of housing as a key influence on the community's wellbeing.

Creating an Age-friendly Boroondara (2014-2019)

The strategy identifies housing diversity able to accommodate older people's changing needs as an important issue in creating an age-friendly Boroondara.

Local Planning Policy Framework

The LPPF sets out a number of housing related policy objectives and strategies. Contained within the Municipal Strategic Statement (MSS) and various local planning policies, the following objectives are of particular relevance:

- *Clause 21.04 The Vision for Boroondara* identifies the preservation and enhancement of the City's amenity and high quality urban environment as key issues and seeks to facilitate appropriate development.
- *Clause 21.05 Heritage, Landscapes and Urban Character* seeks to ensure that the City has its own distinctive urban character identity, setting it apart from other areas in Melbourne.
- *Clause 21.06 Environment* encourages all new development to be energy efficient and environmentally clean and sensitive, and seeks to enhance the well-being of residential and commercial environments for future generations.
- *Clause 21.07 Residential Land Use* encourages the provision of a range of housing types to meet the housing needs of a diverse community while also maintaining and enhancing the City's present degree of residential amenity and high standard of residential development.
- *Clause 21.08 Activity Centres, Neighbourhood Centres and Commercial Corridors* seeks to encourage higher density residential development which visually enhances the streetscape and has regard to the amenity of adjoining residential properties. These locations are also identified as appropriate locations for social and affordable housing.
- *Clause 21.12 Movement* encourages new higher density residential development to be located in and around existing commercial centres and close to public transport.
- *Clause 22.02 Camberwell Junction Policy* encourages a variety of forms of housing in and around the Junction, high standards of design and seeks to protect the amenity of surrounding residential areas. This policy is based on the 1993 version of the Camberwell Junction Structure Plan and has not been updated to reflect the new structure plan adopted by Council in 2008 (updated in 2011).
- *Clause 22.05 Heritage Policy* encourages the retention and conservation of heritage places in Boroondara. It promotes urban and architectural design which supports the ongoing significance of heritage places and requires development within activity centres to respect, protect and enhance the cultural heritage significance of identified heritage places.

- *Clause 22.07 Neighbourhood Character Policy* encourages design solutions which enhance and respond positively and creatively to the existing neighbourhood character of residential areas. New residential development has to achieve the preferred character outcomes set out in the relevant *Neighbourhood Character Precinct Statement 2013*. A new local planning policy is currently proposed as part of the Boroondara Planning Scheme Update to reflect the adopted *Neighbourhood Character Study 2012*.
- *Clause 22.10 Neighbourhood Centres and Commercial Corridors Land Use and Urban Design Policy* encourages higher density residential development, including social and affordable housing in appropriate locations. This policy implements the objectives, strategies and guidelines set out in the *Neighbourhood Centres and Commercial Corridor Guidelines 2014*.
- *Clause 22.15 West Hawthorn Area Policy* recognises West Hawthorn's potential to provide for a diversity of higher density housing opportunities and urban consolidation. This policy implements the objectives, strategies and guidelines set out in the *West Hawthorn Urban Design Framework 2006*.

In addition to the above, Council also has adopted a number of strategies that are yet to be implemented into the Boroondara Planning Scheme. These include:

- *Glenferrie Structure Plan (GSP), 2011*: Adopted by Council in August 2010 (and updated in 2011) the GSP sets out guidelines for built form, height, land use, character, heritage, traffic, parking and access. The GSP is proposed to be implemented into the Boroondara Planning Scheme through Amendment C139 currently awaiting the Minister for Planning's approval. The proposed local planning policy (Clause 22.18) sets out land use guidance and seeks to increase housing diversity in the centre for all age groups, including the provision of housing for lower income households and student housing.
- *Kew Junction Structure Plan (KJSP), 2009*: Adopted by Council in November 2009 (and updated in 2011) the KJSP sets out guidelines for built form, height, land use, character, heritage, traffic, parking and access. The KJSP is proposed to be implemented into the Boroondara Planning Scheme through Amendment C138 currently awaiting the Minister for Planning's approval. A proposed local planning policy (Clause 22.17) sets out land use guidance for the centre. Specifically, the proposed policy promotes Kew Junction as a desirable location for housing diversity including higher density residential development; encourages a stronger expression of the local identity of Kew Junction in the design of new buildings and spaces; and encourages development that is environmentally sustainable.
- *Residential Design Policy (RDP)*. Adopted in 2003 and updated in 2011, the policy sets out design standards for residential development over and above the general ResCode (Clause 54 and 55) standards (e.g. front, side and rear setbacks, private open space, car parking and the site coverage). The RDP is considered when assessing development applications for residential developments within the residential zones.

New residential zones

The new residential zones were introduced by the Victorian Government on 1 July 2013 with the aim of better managing growth and protect liveability and neighbourhood character.

The three new residential zones were introduced in the City of Boroondara on 16 June 2014 through Amendment C190 to the Boroondara Planning Scheme and are based on the *Boroondara Neighbourhood Character Study 2012*.

The zones provide a housing framework that protects the valued neighbourhood character of the City's residential areas. The overarching objective to protect the established character is balanced with the need to allow for new residential developments to occur in areas where the existing character can absorb additional housing.

Table 5.1 shows the different residential zones applied throughout the City of Boroondara. In addition the table also includes the Commercial 1 Zone and Mixed Use Zone, as they also allow for residential uses to occur and play an important role in the provision of housing within the municipality.

Table 5.1: Zones allowing for residential uses⁹

Zone	Purpose/preferred development outcomes
Neighbourhood Residential Zone 3	Supports minimal change and protection of preferred neighbourhood character. Limits development to 8 metres in height and a maximum of two dwellings to a lot.
General Residential Zone Schedule 1	Supports moderate change consisting of 1 to 2 storey detached dwellings, villa and townhouse style developments. Provides a 9 metre mandatory height limit.
General Residential Zone Schedule 2	Supports moderate change reflecting a mixture of 1-2 storey detached dwellings, villas and townhouses and 2-3 storey apartment buildings. Provides a 10.5 metre mandatory height limit.
General Residential Zone Schedule 3	Supports moderate change reflecting a mixture of 1-2 storey detached dwellings, villas and townhouses and 2-3 storey apartment buildings. Provides a 10.5 metre mandatory height limit.
General Residential Zone Schedule 4 - Supersized lots	Supports development at greater density and height than the surrounding area and precinct, while maintaining amenity and character. Provides a 9 metre discretionary height limit.
General Residential Zone Schedule 4 - Residential land in commercial centres	Development outcomes in accordance with any adopted structure plan and/or Design and Development Overlay.
General Residential Zone Schedule 5	Supports moderate change consistent with preferred neighbourhood character. Provides a 9 metre discretionary height limit.
Residential Growth Zone Schedule 1	Encourage increased housing density and diversity in the context of a transition between the Commercial 1 Zone and the General Residential Zone, and in some cases, the Neighbourhood Residential Zone. Provides a 13.5 metre discretionary height limit.
Commercial 1 Zone	Encourage increased housing density and diversity at the upper levels above commercial uses in accordance with an adopted structure plan, guidelines or Design and Development Overlay.
Mixed Use Zone	Encourage high density residential development whilst recognising a commercial context in accordance with an adopted structure plan, guidelines or Design and Development Overlay.

⁹ Excludes Priority Development Zone, Comprehensive Development Zone and public use zones that may also allow for residential uses to occur. These zones play only a marginal role in the provision of housing within the municipality.

6 Housing Profile and Analysis

6.1 Housing and Households in Boroondara

Key Messages:

- In 2014, the estimated resident population for the City of Boroondara was 172,612.
- From 2006 to 2011, there were less “young families” living in Boroondara and a significant increase in the number of “empty nesters and retirees”, indicating an aging population.
- In the City of Boroondara, “couples with children” is the largest household type, followed by “lone person” and “couples without children” households.
- In 2011, the majority of the dwellings in Boroondara were separate houses which were preferred by most (85%) “couples with children” households. In contrast, more than half of lone person and group households lived in either medium or high density dwellings.
- Dwellings with three plus bedrooms dominate most suburbs in Boroondara. Smaller dwellings, in particular one-bedroom dwellings are concentrated in Hawthorn and Hawthorn East.
- Large detached dwellings will continue to be sought after by families. However, it is important to provide a diverse range of housing stock including smaller dwellings for young families and the aging population.

6.1.1 Population

The 2011 Australian Bureau of Statistics (ABS) Census counted 159,181 persons living in the City of Boroondara.

In 2014, the ABS estimated resident population¹⁰ for the City of Boroondara was 172,612, with a population density of 28.79 persons per hectare.

6.1.2 Age profile

In 2011, the City of Boroondara had a lower proportion of pre-schoolers and a higher proportion of persons at post-retirement age than Greater Melbourne, as shown in Table 6.1.

¹⁰ The estimated residential population is the official City of Boroondara population for 2014.

Table 6.1: Age Structure in Boroondara (2011)

Service age group ¹¹ (years)	City of Boroondara (2011)		Greater Melbourne (2011)
	Number	%	%
Babies and pre-schoolers (0 to 4)	8,176	5.1	6.5
Primary schoolers (5 to 11)	13,492	8.5	8.4
Secondary schoolers (12 to 17)	12,909	8.1	7.3
Tertiary education and independence (18 to 24)	17,732	11.1	10.1
Young workforce (25 to 34)	20,414	12.8	15.4
Parents and homebuilders (35 to 49)	33,313	20.9	22.0
Older workers and pre-retirees (50 to 59)	20,936	13.2	12.1
Empty nesters and retirees (60 to 69)	14,987	9.4	9.0
Seniors (70 to 84)	12,601	7.9	7.4
Elderly aged (85 and over)	4,621	2.9	1.8
Total population	159,181	100.0	100.0

Source: ABS Census (2011) and .id Consulting (2015)

Between 2006 and 2011, the largest change in the age structure was the increase in ‘empty nesters and retirees’, demonstrating an aging population in Boroondara (Figure 6.1). There was also a decrease in the number of babies and pre-schoolers as well as parents, indicating a decrease of young families living in the municipality.

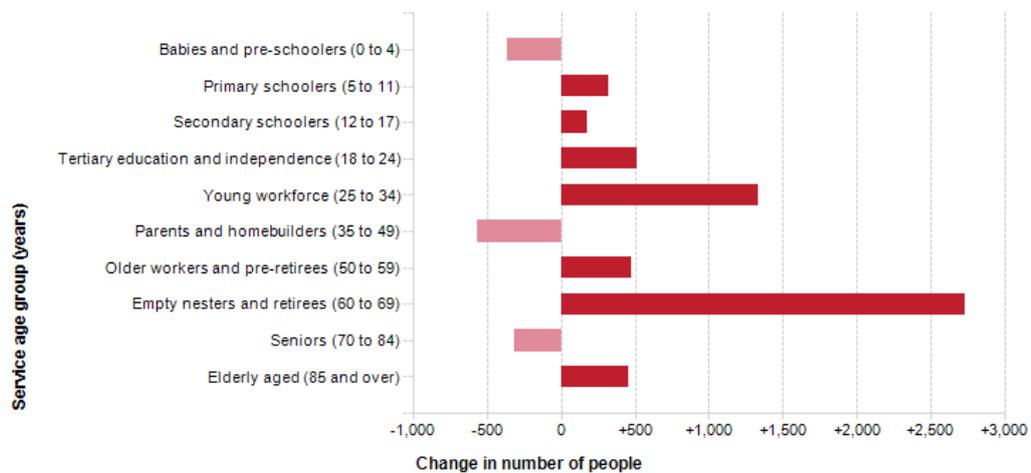


Figure 6.1: Change in Age Structure in Boroondara (2006 - 2011)

Source: .id Consulting (2015)

Future planning for housing must take into consideration the changing housing needs of the aging population, as well as providing housing options for young families to maintain a balanced age structure.

¹¹ Service age groups divide the population into age categories that reflect typical life-stages. They indicate the level of demand for services that target people at different stages in life and how that demand is changing.

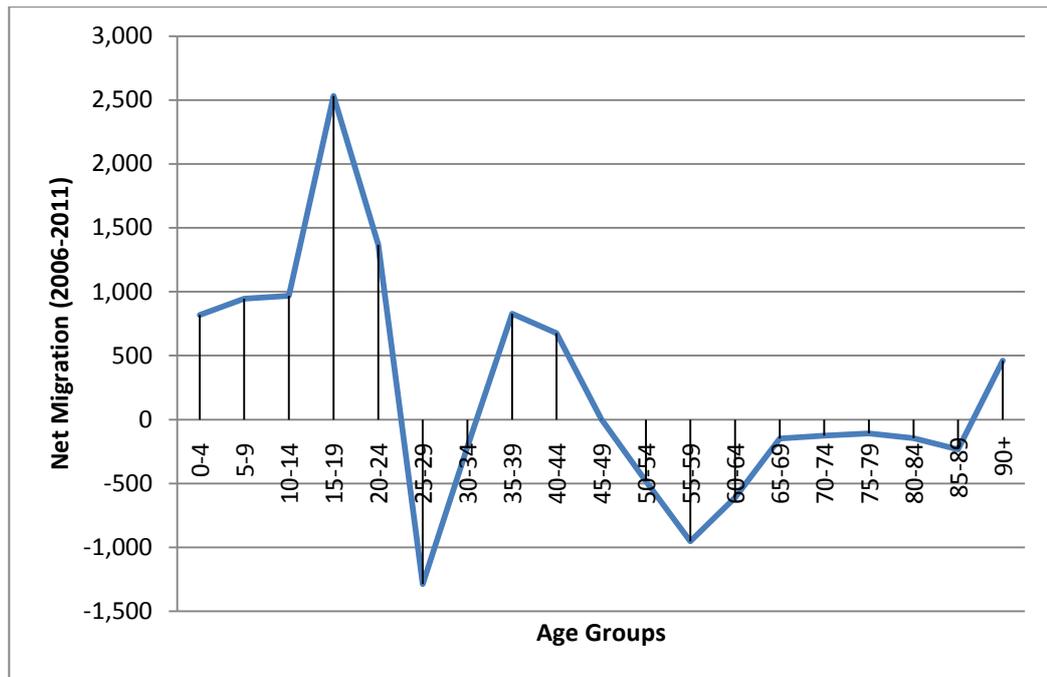


Figure 6.3: Net migration by age groups in the City of Boroondara

Migration flows out of the City were to neighbouring municipalities and the Mornington Peninsula. The strongest outward migration was to the City of Whitehorse. The migrations flows out of the City (in particular residents aged between 25-29 and 55+) are consistent with the increased number of “empty nesters and retirees” and the decreased number of “young families”, who may have moved out of the City due to lifestyle choices or the availability of suitable dwellings elsewhere.

Research found that different areas in the City have developed different roles within the housing market overtime, which can be generalized as follows:

- areas that typically attract young adults and tertiary students, such as Hawthorn and Hawthorn East due to the proximity of Swinburne University and access to other tertiary education facilities in the inner City; and
- areas that typically attract established and mature families, such as Surrey Hills, Glen Iris, Ashburton, Canterbury, Balwyn, Deepdene and Balwyn North, where the housing stock, the amenity and attractiveness of the areas drive local migration patterns.
- Kew, Kew East and Camberwell tend to combine elements of both migration patterns.

Planning for future housing needs will need to consider providing a mix of housing options to cater for a variety of local housing needs.

6.1.4 Household type

As shown in Table 6.2, the largest household type in the City of Boroondara is “Couples with children” representing approximately 35% of all households in 2006 and 36% in 2011.

The second largest household type is “Lone person” households (24% of all households in 2006 and 23% in 2011), consistent with an aging population.

Table 6.2: Change in household types in Boroondara (2006 - 2011)

City of Boroondara Households by type	2006		2011		Change 2006 to 2011
	Number	%	Number	%	
Couples with children	20,313	34.9	21,156	35.5	+843 (4.2%)
Couples without children	12,742	21.9	13,530	22.7	+788 (6.2%)
One parent families	4,588	7.9	4,623	7.8	+35 (0.8%)
Other families	1,016	1.7	918	1.5	-98 (-9.6%)
Group household	3,139	5.4	3,148	5.3	+9 (0.3%)
Lone person	13,977	24.0	13,849	23.2	-128 (0.9%)
Other not classifiable household	1,934	3.3	1,727	2.9	-207 (-10.7%)
Visitor only households	490	0.8	640	1.1	+150 (30.6%)
Total households	58,199	100.0	59,591	100.0	+1,392 (2.4%)

Source: ABS Census (2011), .id Consulting (2015)

“Couples with children” and “Couples without children” households experienced the biggest increase between 2006 and 2011. The demand for family housing stocks is likely to continue in the municipality, however, future housing planning should also consider providing housing options for smaller households, such as “Couples without children” households.

6.1.5 Dwelling type and density

“Separate house” has been the dominant dwelling type in the City of Boroondara (61.6% in 2006 and 61.7% in 2011). In 2011, Boroondara also had a large proportion of medium or high density¹² dwelling (37.8%)¹³.

As shown in Table 6.3 and Table 6.4, dwellings with three bedrooms were the most common in the municipality (approx. 35% in 2006 and 34% in 2011). However, between 2006 and 2011, the biggest change was the 18% increase in

¹² The ABS Census 2011 defines dwelling types as follows:

- separate house - all free-standing dwelling separated from neighbouring dwellings by a gap of at least half a metre.
- medium density - all semi-detached, row, terrace, townhouses and villa units, flats and apartments in one or two storey blocks, and flats attached to houses.
- high density - flats and apartments in three storey and larger blocks

¹³ Source: ABS Census, .id Consulting 2015

the number of studios and one bedroom dwellings, indicating an increasing level of high density residential development in the municipality. There was also a 13.4% increase of five plus bedroom properties, most likely existing buildings being demolished and rebuilt for larger family homes.

Table 6.3: Number of bedrooms per dwelling

City of Boroondara	2006		2011		Change
Number of bedrooms	Number	%	Number	%	2006 to 2011
0 or 1 bedrooms	3,171	5.4	3,743	6.3	+572 (18%)
2 bedrooms	15,633	26.9	15,617	26.2	-16 (-0.1%)
3 bedrooms	20,545	35.3	20,060	33.7	-485 (-2.4%)
4 bedrooms	12,285	21.1	13,429	22.5	+1,144 (9.3%)
5 bedrooms or more	3,749	6.4	4,253	7.1	+504 (13.4%)
Not stated	2,818	4.8	2,489	4.2	-329 (-11.7%)
Total dwellings	58,201	100.0	59,591	100.0	+1,390 (2.4%)

Source: ABS Census (2011), .id Consulting (2015)

Dwellings with two or less bedrooms

Research found that 1-2 bedroom high density dwellings are likely to attract students, single workers and young couples, whereas 2-3 bedroom high density dwellings attract more empty nesters and some families¹⁴.

Geographically, smaller 1 and 2 bedroom dwellings are concentrated in Hawthorn and Hawthorn East. In 2011, Hawthorn had significantly more dwellings with two or less bedrooms than any other suburbs in Boroondara. It also accommodated the largest increase in the number of household between 2006 and 2011 compared to other suburbs.

Most other suburbs had a relatively low proportion of one-bedroom dwellings (between 1-4% of the suburb’s housing stock) but a more balanced distribution of two-bedroom dwellings (around 25% of each suburb’s housing stock).

Dwellings with three or more bedrooms

Dwellings with three plus bedrooms traditionally attract more family households. These “family friendly” or more traditional housing stock dominate most suburbs in Boroondara. In 2011, over 40% of housing stock in Ashburton, Balwyn North and Kew East and over 30% of housing stock in most other suburbs (except for Hawthorn and Hawthorn East) were three-bedroom dwellings; over 30% of housing stock in Balwyn North were four-bedroom dwellings.

Table 6.4 provides a detailed breakdown of the number of occupied dwellings (and their sizes) in each suburb based on 2006 and 2011 Census data.

¹⁴ Source: .id Consulting (2015)

The data represents a useful indication of the development trend from 2006-2011 in regards to dwelling size in each suburb. It does not represent the total number of dwellings in each suburb.

Table 6.4: Number of bedrooms per dwelling by suburb

Suburb	Number of occupied dwellings* and the number of bedrooms per dwelling																	
	0-1			2			3			4			5+			Not stated		
	2011	%	Change (2006-2011)	2011	%	Change (2006-2011)	2011	%	Change (2006-2011)	2011	%	Change (2006-2011)	2011	%	Change (2006-2011)	2011	%	Change (2006-2011)
Ashburton	67	2%	7	612	23%	-36	1177	43%	-53	588	22%	89	176	6%	55	92	3%	-2
Balwyn	148	3%	22	1245	26%	-55	1690	35%	-133	1195	25%	51	419	9%	69	171	4%	-11
Balwyn North	37	1%	15	801	12%	-103	2933	43%	-131	2289	33%	151	639	9%	89	193	3%	-44
Camberwell	163	2%	-24	1844	25%	-42	2642	35%	42	1994	27%	148	626	8%	89	190	3%	-82
Canterbury	107	4%	-3	589	22%	-10	885	32%	-23	792	29%	27	269	10%	-10	103	4%	-7
Deepdene	7	1%	0	176	24%	55	232	31%	28	192	26%	24	88	12%	34	42	6%	33
Glen Iris	144	3%	72	1114	20%	45	2140	39%	-69	1458	27%	138	402	7%	48	185	3%	-1
Hawthorn	1982	21%	399	3521	37%	222	1930	20%	-81	1012	11%	97	403	4%	27	573	6%	-106
Hawthorn East	676	13%	67	1810	35%	-58	1430	27%	-87	729	14%	22	249	5%	24	345	7%	1
Kew	325	4%	84	2501	29%	9	2959	34%	-4	1894	22%	273	636	7%	44	451	5%	-27
Kew East	32	1%	-8	609	26%	-11	989	42%	6	531	23%	79	124	5%	22	70	3%	-57
Surrey Hills	90	3%	5	809	27%	-31	1014	34%	-34	810	27%	82	221	7%	19	72	2%	-29

*Represent the number of occupied dwellings on census night, not the total number of dwellings per suburb.

Source: .id Consulting (2015), compiled by the City of Boroondara

6.1.6 Housing preference

In 2011, 85% of couples with children lived in separate houses and 14% lived in high density dwellings. In contrast, more than half of lone person and group households lived in either medium or high density dwellings (Figure 6.4).

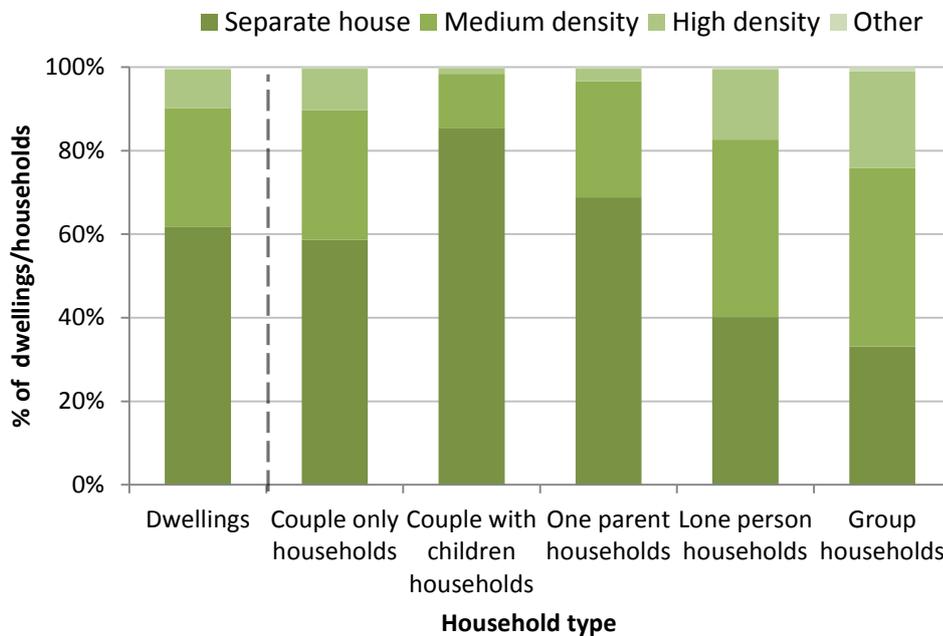


Figure 6.4: Proportion of dwellings and households by dwelling density, Boroondara (2011)

Source: ABS Census, compiled and presented by City of Boroondara 2014

Different households are likely to live in different dwelling types. The 2011 Census data suggests that detached dwellings are preferred by most family households and smaller dwellings are preferred by young adults and retirees.

6.1.7 Household income and housing costs

In the City of Boroondara there is a larger proportion of high income households (those earning \$2,500 per week or more) and a lower proportion of low income households (those earning less than \$1000 per week) compared to Greater Melbourne (Figure 6.5).

Weekly household income, 2011



Figure 6.5: Weekly household income (2011)

Source: ABS Census, compiled by .id Consulting

This indicates that there was a larger proportion of high income households (those earning \$2,500+ per week) and a lower proportion of low income households (those earning less than \$600 per week) in the City of Boroondara compared to Greater Melbourne. Overall, approx. 35% of the Boroondara households were high income households and approx. 15% were low income households.

Housing costs in Boroondara are also relatively high (Table 6.5 and Table 6.6). However, the cost of housing in Boroondara reflects the quality housing stock, high amenity and well serviced neighbourhoods and proximity to the city. Housing costs in Boroondara are more comparable to the inner Melbourne region.

Table 6.5 Median weekly rent, December quarter 2014

Type of housing	Boroondara	Greater Melbourne
One-bedroom flat	\$295	\$320
Two-bedroom flat	\$385	\$370
Three-bedroom flat	\$518	\$400
Two-bedroom house	\$450	\$400
Three-bedroom house	\$580	\$360
Four-bedroom house	\$900	\$410

Source: Department of Human Services - Quarterly Rental Reports

Table 6.6: Median house and unit prices (real, adjusted in line with CPI), 2013

Type of housing	Boroondara	Inner Melbourne	Greater Melbourne
Houses	\$1,410,000	\$1,056,500	\$520,000
Units	\$600,000	\$515,000	\$441,000

Source: Housing in Victoria - custom report

6.1.8 Other housing

There are a range of non-private dwellings including nursing homes, hostels, boarding houses and hospitals in Boroondara, managed by private organisations.

The Department of Human Services (DHS) also manages public housing in the municipality. Social housing is provided and managed by the Victorian government and non-government organisations, supported by funding from the Australian Government, to assist those who are in greatest need.

The City of Boroondara is not directly involved in the management of these housing types but plays an active advocate role with relevant government agencies.

6.1.9 Conclusions

“Couples with children” remains to be the largest household type in the City of Boroondara. Detached houses with three plus bedrooms also remain the dominant dwelling type. In 2011, 85% of couples with children lived in separate houses and 14% lived in high density dwellings. Large detached dwellings will continue to be sought after by families.

However, the number of “lone person” and the increase in “couples without children” households from 2006 to 2011 indicates that there is an aging population in the City of Boroondara and potentially increased demand for smaller dwellings. There was also a large increase in the number of high density dwellings being developed since 2006 indicating a market demand for smaller households such as young adults and retirees. In 2011, more than half of lone person and group households lived in either medium or high density dwellings. Future planning for housing must take into consideration the aging population, which is likely to have changing housing needs.

Housing costs, especially for large detached houses in Boroondara are relatively high. However, the cost of housing in Boroondara reflects the quality housing stock, high amenity and well serviced neighbourhoods and proximity to the city. Providing a diverse range of housing options, e.g. smaller dwellings in appropriate locations will help young families to settle in the municipality as well as older residents to age in place.

6.2 Housing Demand

Key Messages:

A number of housing demand factors in the City of Boroondara are evident, including the need to:

- Provide an additional 15,567 dwellings to cater for an additional 30,235 residents and 14,352 households by 2031.
- Maintain sufficient supply of “family homes” for families with children.
- Provide greater diversity of housing particularly for smaller households such as “couples without dependents” and “lone person households” to cater for the aging population.
- Ensure that there is a distribution of new dwellings across the municipality including a considerable proportion within commercial centres.

6.2.1 Population forecast

Based on .id Consulting’s modelling for the City of Boroondara in 2015, the population is projected to increase by 30,235 persons to 197,297 by 2031. The change in population across the service age groups between 2011 and 2031 is shown in Table 6.7.

Comparatively, VIF2015 projects the estimate resident population in 2031 to be 195,806 which presents an increase of 28,744 persons from the estimated resident population in 2011 of 167,062.

Whilst both the VIF2015 and .id Consulting modelling is derived from the ABS Census (2011), the forecast.id modelling also considers local drivers of population change including current and planned residential development activity. This ensures that the .id Consulting modelling most accurately reflects local population characteristics.

Table 6.7: Forecast age structure - Service Age Groups (2011-2031)

City of Boroondara - Total persons	2011		2031		Change between 2011 and 2031	
	Number	%	Number	%	Number	%
Babies and pre-schoolers (0 to 4)	8,410	5.0	9,825	5.0	1,415	16.8
Primary schoolers (5 to 11)	13,774	8.2	14,665	7.4	891	6.5
Secondary schoolers (12 to 17)	13,056	7.8	14,269	7.2	1,213	9.3
Tertiary education and independence (18 to 24)	19,637	11.8	21,333	10.8	1,696	8.6
Young workforce (25 to 34)	22,529	13.5	27,327	13.9	4,798	21.3
Parents and homebuilders (35 to 49)	34,471	20.6	38,535	19.5	4,064	11.8
Older workers and pre- retirees (50 to 59)	21,740	13.0	24,325	12.3	2,585	11.9
Empty nesters and retirees (60 to 69)	15,747	9.4	19,591	9.9	3,844	24.4
Seniors (70 to 84)	13,074	7.8	21,388	10.8	8,314	63.6
Elderly aged (85 +)	4,624	2.8	6,037	3.1	1,413	30.6
Total persons	167,062¹⁵	100	197,297	100	30,235	18.1%

Source: .id Consulting (2015)

The significant increase in the “seniors” age group (70 to 84) is notable. The estimated additional 8,314 senior persons living in the City of Boroondara in 2031 presents an increase of 63.6% from the 2011 population. Together with the increases of “elderly aged” (30.6% increase) and “empty nesters and retirees” (24.4% increase), the ageing population is clearly one of the major housing issues to be addressed in the future.

Other notable increases include the number of residents aged between 25 to 34 (Young workforce, +4,800) and 35 to 49 (Parents and homebuilders, +4,064). These age groups are likely to have slightly different housing needs, potentially smaller and more affordable housing for younger residents and 3 plus bedroom dwellings for growing families.

The City of Boroondara’s housing stock will need to cater for the City’s growing population and changing demographics. A diverse range of housing stock will be required for a range of housing needs as demonstrated above.

¹⁵ Population numbers for the 2011 base year are derived from Estimated Resident Population from the Australian Bureau of Statistics. These differ from (and are usually higher than) Census counts as they factor in population missed by the Census and population overseas on Census night. They are generally considered a more accurate measure of population size than Census counts (source:.id Consulting).

6.2.2 Housing forecast

It is estimated that in 2031 there will be an additional 14,352 households¹⁶ and 15,567 private dwellings¹⁷ in the City of Boroondara (Table 6.8 and Table 6.9).

Table 6.8: Forecast households and dwelling 2011-2031

City of Boroondara	Forecast year		
	2011	2031	Change
Summary			
Households	62,555	76,907	14,352
Population in non-private dwellings	3,596	4,044	448
Total private dwellings	65,575	81,142	15,567

Source: .id Consulting (2015)

Table 6.9: Forecast households types 2011-2031

City of Boroondara	2011		2031		Change
	Number	%	Number	%	
Type					Number
Couple families with dependents	22,476	35.9	25,417	33.0	+2,942
Couples without dependents	15,065	24.1	20,436	26.6	+5,371
One parent family	4,758	7.6	5,473	7.1	+715
Other families	1,390	2.2	1,678	2.2	+289
Lone person households	15,310	24.5	19,725	25.6	+4,415
Group households	3,556	5.7	4,177	5.4	+620
Total	62,555	100	76,907	100	+14,352

Source: .id Consulting (2015)

As shown in Table 6.9, “couple families with dependents” are projected to remain as the most significant household type in the City of Boroondara. However, the greatest increase in the number of households between 2011 and 2031 will be “couples without dependents” and “lone person households”. This is consistent with the existing situation and the changes that occurred between 2006 and 2011 (refer to section 6.1.4).

It is important to ensure that housing suitable for “families with children” is maintained and expanded throughout the City. However, greater housing diversity for smaller households such as “couples without dependents” and “lone person households” must also be provided in appropriate locations.

In addition, opportunities are required to enable non-private dwellings to expand or new facilities to be built in order to cater for the increased number of persons

¹⁶ A household is defined for the purposes of the Census of Population and Housing as one or more persons, usually resident in the same private dwelling.

¹⁷ A dwelling is defined for the purposes of the Census of Population and Housing as a structure which is intended to have people live in it. Note- both occupied and unoccupied dwellings are counted in the Census.

living in non-private dwellings, particularly those for older residents (e.g. aged care)

6.2.3 Housing distribution forecast

A breakdown of the projected additional dwelling by suburb in Boroondara is shown in Table 6.10.

Table 6.10: Forecast residential development, 2011-2031

City of Boroondara Area	Change in dwellings between 2011 and 2031	
	number	%
Ashburton	+349	+11.9
Balwyn	+1,202	+22.4
Balwyn North	+622	+8.3
Camberwell	+2,641	+32.4
Canterbury	+387	+12.7
Deepdene	+202	+24.6
Glen Iris	+614	+10.5
Hawthorn	+3,569	+34.3
Hawthorn East	+2,506	+42.3
Kew	+2,610	+26.7
Kew East	+247	+9.9
Surrey Hills	+618	+19.0
City of Boroondara	+15,567	+23.7

Source: .id Consulting (2015)

As shown in Table 6.10, suburbs that are projected to accommodate the most number of additional dwellings include Hawthorn East, Hawthorn, Camberwell and Kew. This is likely due to the larger commercial centres in these suburbs being able to absorb a large number of higher density residential developments in the future, such as Camberwell Junction, Kew Junction, Glenferrie activity centres and Burwood Road Commercial Corridor etc. Projected new dwellings are otherwise more evenly distributed across the City.

The projection is consistent with Council's adopted structure plans and relevant policies, which encourage higher density residential development to be located within the large commercial centres (refer to Section 0). The projection also reflects the application of the GRZ areas and their ability to absorb additional development based on the established neighbourhood character.

6.2.4 Conclusion

The population forecasts indicate that "couple families with dependents" will remain the most significant household type in the City of Boroondara. However, there is a significant increase in the "seniors" age group (70 to 84) living in the City of Boroondara (an additional 8,314 senior persons or an increase of 63.6%

from the 2011 population). Together with the increases of “elderly aged” (85+, 30.6% increase) and “empty nesters and retirees” (60-69, 24.4% increase), the ageing population’s housing needs is clearly one of the biggest housing issues to be addressed in the future. This is consistent with the household forecast which shows that the greatest increase in the number of households between 2011 and 2031 will be “couples without dependents” and “lone person households”.

The forecast population and households indicate a distinctive trend of an aging population which is also consistent with the City’s historic profile (Section 6.1). Future planning will need to ensure that housing suitable for “families with children” is maintained and expanded throughout the City. However, it also needs to provide a greater housing diversity for the aging population and smaller households such as “couples without dependents” and “lone person households”.

Projections also suggest that suburbs such as Hawthorn East, Hawthorn, Camberwell and Kew will accommodate the largest number of additional dwellings. This is likely due to the larger commercial centres being able to absorb a large number of higher density residential developments in the future, such as Camberwell Junction, Kew Junction, Glenferrie activity centres and Burwood Road Commercial Corridor etc. Council’s adopted structure plans and relevant policies also encourage higher density residential development to be located within the large commercial centres.

6.3 Housing Capacity

Key Messages:

- Within the City of Boroondara there is capacity for an additional 62,546 dwellings.
- An additional 38,291 dwellings can be accommodated in the residential areas and 24,255 additional dwellings can be accommodated in the commercial areas, including 2,369 dwellings on residential land within activity centres.
- There is sufficient capacity to cater for the 15,567 dwellings projected to be required by 2031.

6.3.1 Methodology and assumptions

The analysis in this section has been derived from the *Boroondara Housing Capacity Analysis - Technical Report* (June 2015) prepared by SGS Economics and Planning.

The capacity analysis presents an individual lot level capacity assessment for the whole municipality and involved the identification of residential zoned land, Commercial 1 Zone (C1Z) and Mixed Use Zone (MUZ) that is available for additional residential development.

The analysis used the following criteria to exclude land that would not be available to accommodate additional residential dwellings:

- Properties affected by a single dwelling covenant;
- strata titled buildings and shared lots;
- small lots (<650m² in NRZ; <500 other residential zones except supersized lots) which cannot be further subdivided;
- Public infrastructure and facilities;
- Properties recently developed;
- Properties within the Heritage Overlay (individually significant and contributory buildings below certain lots size only).

The following criteria were applied to identify available land in commercial areas and the MUZ:

- Properties in a single dwelling covenant;
- Properties recently developed (GRZ4 sites);
- Properties with a significantly higher Capital Improved Value ratio (Capital Improved Value vs Site Value) (commercial properties);
- Public infrastructure and facilities;
- Small lots (less than 300sqm) and shared lots (e.g. driveways)

Using the available land analysis, estimates were then derived at the lot level of potential yield under a ‘full build out’ scenario. The yield estimates recognise the constraints of each zone including a maximum number of dwellings and mandatory height limits (where applicable).

A full build out scenario does not consider dwelling take up rates, the propensity of individual landowners to develop land, nor an overall time horizon. This makes a housing capacity assessment different from an assessment of dwelling take up rates and a dwelling demand projection. However, the likelihood for development to occur within a particular horizon can be easily calculated by assuming a percentage take up of the overall dwelling capacity during particular periods.

A summary of the capacity methodology is provided below (Figure 6.6).

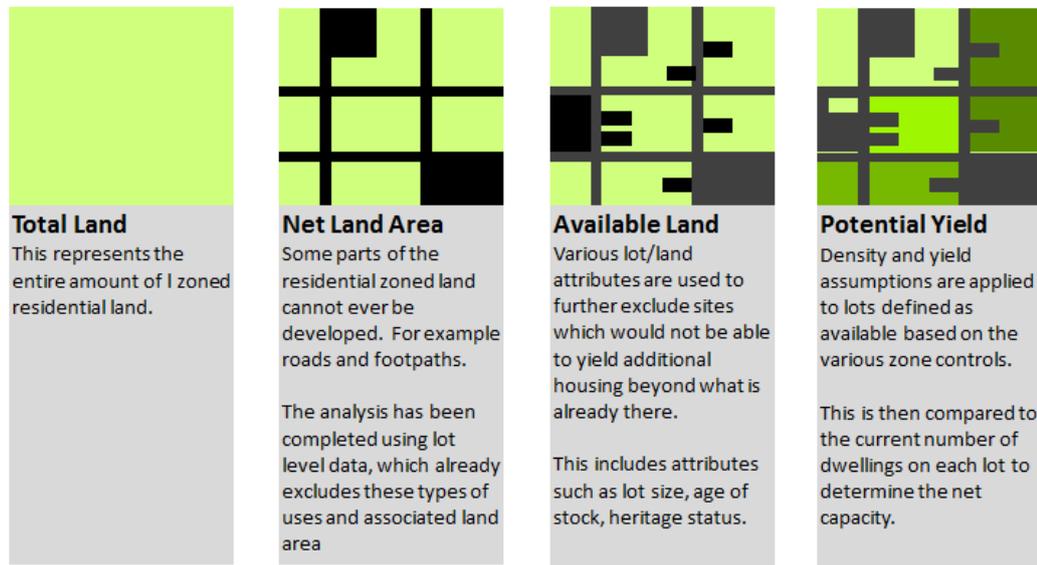


Figure 6.6: Housing capacity methodology overview

Source: Boroondara Housing Capacity Analysis (Technical Report), SGS Economics and Planning, June 2015

6.3.2 Available residential land

Available land represents all residential and commercial zoned land that has the potential to accommodate additional housing. As stated, this does not mean that it is necessarily feasible or that landowners are ready or willing to develop a site. Typically only a small portion of available lots are likely to change in any one year. In turn, any realisation of Boroondara’s ‘dwelling capacity’ may take many decades to materialise depending on market conditions and the demand generated by an increasing population.

The available land assessment shows that 37.5% of Boroondara’s residential and commercial zoned land is potentially available for future housing supply (Table

6.11). The available land within Boroondara consists of 1,770 hectares (ha), consisting of 20,387 lots.

6.3.3 Potential yield - residential land

To accurately calculate the potential number of additional dwellings within a location, a comparison of total capacity (or potential yield) to existing stock is required. This is referred to as ‘net capacity’ as described in the diagram below (Figure 6.7).



Figure 6.7: Net dwelling capacity definition

Source: Boroondara Housing Capacity Analysis (Technical Report); SGS Economics and Planning, June 2015

The net dwelling capacity is provided for each residential zone and suburb. The analysis concluded that Boroondara has the capacity to accommodate an additional 62,546 dwellings on land which has been identified as being available. This includes net capacity of 38,291 dwellings on residential land and net capacity of 24,079 dwellings on commercial zoned land and GRZ4 sites in centres. There is net capacity of 176 dwellings in the Mixed Use Zone (MUZ). This has been derived by applying a series of yield and site density assumptions to the available land reflecting the mandatory controls for each zone (where applicable) and the policy intent of each zone.

Table 6.11 shows that approximately 35% of net capacity will be derived from residential development in the C1Z, and will yield an additional 21,710 dwellings out of the overall capacity of 62,546 additional dwellings. Approximately 29% of net capacity will be derived from low yield lots (1 additional dwelling) in the NRZ3, and will yield 17,857 additional dwellings. The second highest share of net capacity is in the GRZ1 (approx. 13%), followed by the GRZ3 (approx. 9%).

It is worth noting that although smaller in share of net capacity, the GRZ4 (supersized lots and residential land in centres) represents a substantial opportunity for intensification with net capacity significantly exceeding current dwelling stock. This is based on the assumption that these sites are currently underutilised from a dwelling capacity perspective. The area of Residential Growth Zone can also accommodate higher yields on a lot basis.

Table 6.11: Summary of net capacity, by zone, Boroondara

	Land (HA)		Lots		Dwellings		% Net Capacity
	Total	Available	Total	Available	Total (2012)	Net Capacity	
NRZ3	3,619	1,296	43,892	14,963	45,223	17,857	28.6%
GRZ1	513	234	6,546	2,835	7,115	8,064	12.9%
GRZ2	86	19	929	194	1,766	1,906	3.0%
GRZ3	180	59	2,664	734	5,719	5,378	8.6%
GRZ4 (Supersized lots)	27	9	32	8	373	811	1.3%
GRZ5	76	43	1,177	505	1,545	2,569	4.1%
RGZ1	39	12	439	127	2,197	1,706	2.7%
Residential area subtotal	4,540	1,672	55,679	19,366	63,938	38,291	61%
C1Z	166	87	3,855	927	3,934	21,710	34.7%
GRZ4 (Residential land in centres)	15	10	153	82	340	2,369	3.8%
MUZ	2	1	23	12	179	176	0.3%
Commercial area subtotal	183	98	4,031	1,021	4,453	24,255	39%
Total	4,722	1,770	59,710	20,387	68,391	62,546	100%

Source: Boroondara Housing Capacity Analysis (Technical Report), SGS Economics and Planning, June 2015, reformatted by Council.

Table 6.12 shows new capacity for each of Boroondara’s suburbs. Table 6.13 shows net capacity for each suburb, by zone. The key findings area as follows:

- Approximately one third of Boroondara’s net capacity will come from land in the C1Z. Table 6.12 suggests the greatest capacity exists in the suburbs of Camberwell, Kew and Hawthorn. This suggests that the 3 largest activity centres of Camberwell Junction, Kew Junction and Glenferrie and the Burwood/Camberwell Road Commercial Corridor will be expected to account for a significant share of net capacity in these suburbs. This is consistent with Council’s planning objective which is to focus as much new housing supply as possible into commercial areas, whilst also allowing for increased housing in residential areas, on the basis of preferred neighbourhood character.
- Hawthorn and Camberwell could each potentially accommodate 20% of net capacity. This is largely associated with net capacity in the C1Z in Glenferrie and Camberwell Junction. Hawthorn has smaller relative net capacity in the NRZ3 but has the largest amount of net capacity in the RGZ1 and GRZ2, and the second highest net capacity in the GRZ3. Camberwell has significant net capacity in the NRZ3, and the largest net capacity in the GRZ1.

- Kew could potentially accommodate 17% of net capacity. This is largely associated with net capacity in Kew Junction and net capacity in the GRZ3 and the NRZ3.
- Hawthorn East accounts for a significant share of net capacity in the C1Z, mostly because this suburb includes a portion of Camberwell Junction.
- The remaining suburbs account for shares of between 1% and 9% of net capacity. These suburbs include Ashburton, Balwyn, Balwyn North, Canterbury, Deepdene, Glen Iris, Kew East and Surrey Hills. Most of the net capacity in these suburbs is in the NRZ3.

The net capacity of the GRZ5 is generally distributed across Boroondara's suburbs reflecting the location of the zone. The notable exception is Hawthorn.

Table 6.12: Summary of dwelling capacity, by suburb, Boroondara

Suburb ¹⁸	Land (HA)		Lots		Dwellings		% Net Capacity
	Total	Available	Total	Available	Total (2012)	Net Capacity	
Ashburton	241	93	3,036	1,156	3,071	1,936	3.1%
Balwyn	409	167	5,517	1,960	5,583	5,351	8.6%
Balwyn North	689	231	7,945	2,941	7,585	3,885	6.2%
Camberwell	670	303	8,601	3,484	8,135	11,890	19.0%
Canterbury	282	123	3,033	1,224	2,958	2,662	4.3%
Deepdene	73	28	985	310	981	1,007	1.6%
Glen Iris	458	129	6,070	1,625	5,980	2,648	4.2%
Hawthorn	445	133	6,168	1,322	11,676	12,812	20.5%
Hawthorn East	287	97	4,422	1,105	6,576	5,601	9.0%
Kew	730	284	8,292	3,020	10,329	10,758	17.2%
Kew East	196	82	2,356	1,071	2,405	1,939	3.1%
Surrey Hills	242	100	3,285	1,170	3,112	2,057	3.3%
Total	4,722	1,770	59,710	20,388	68,391	62,546	100%

Source: *Boroondara Housing Capacity Analysis (Technical Report)*, SGS Economics and Planning, June 2015, reformatted by Council.

¹⁸ There is a small section of Mont Albert within Boroondara. For capacity and forecasting purposes, this has been merged with Balwyn and is not separately itemised.

Table 6.13: Summary of net dwelling capacity by suburb and zone, Boroondara

Suburb	NRZ3	GRZ1	GRZ2	GRZ3	GRZ4	GRZ5	RGZ1	C1Z	MUZ	Net Capacity	% Net Capacity
Ashburton	1,116	0	0	0	285	320	0	215	0	1,936	3.1%
Balwyn	1,680	1,466	0	0	495	117	0	1,593	0	5,351	8.6%
Balwyn North	3,001	0	0	0	90	246	0	548	0	3,885	6.2%
Camberwell	2,273	3,610	0	51	826	452	0	4,678	0	11,890	19.0%
Canterbury	1,404	627	0	0	67	240	0	324	0	2,662	4.3%
Deepdene	376	39	0	0	32	96	0	464	0	1,007	1.6%
Glen Iris	1,388	680	0	0	0	218	0	362	0	2,648	4.2%
Hawthorn	910	0	1,509	1,441	464	0	1,421	7,067	0	12,812	20.5%
Hawthorn East	1,027	0	62	1,054	177	273	285	2,547	176	5,601	9.0%
Kew	2,545	1,629	335	2,639	489	325	0	2,796	0	10,758	17.2%
Kew East	977	0	0	193	189	123	0	457	0	1,939	3.1%
Surrey Hills	1,160	13	0	0	66	159	0	659	0	2,057	3.3%
Total	17,857	8,064	1,906	5,378	3,180	2,569	1,706	21,710	176	62,546	100%
% by zone	29%	13%	3%	9%	5%	4%	3%	35%	0%	100%	

Source: Boroondara Housing Capacity Analysis (Technical Report), SGS Economics and Planning, June 2015, reformatted by Council.

6.3.4 Additional land

Within the City of Boroondara there are various parcels of land that may provide additional opportunities for housing. Much of this land is currently within a Public Use Zone (PUZ) and owned by a public agency. Further investigation is required in respect to parcels which may be suitable for housing and the potential capacity of these parcels to provide housing.

It is anticipated this design assessment and capacity analysis be undertaken on a case-by-case basis to ensure specific opportunities and constraints for each site are properly examined.

6.3.5 Alignment of housing demand and capacity

Table 6.14 reviews the alignment of housing demand and net capacity by each suburb in Boroondara. The purpose of this analysis is to assess whether there is sufficient capacity in Boroondara’s suburbs to accommodate projected housing demand by suburb to 2031. The analysis shows that Boroondara can comfortably meet projected housing demand to 2031 and beyond in all suburbs. In all, Boroondara can provide sufficient net capacity to accommodate at least four times the level of projected housing demand to 2031, assuming full build out.

Table 6.14: Summary of housing demand (2031) and net dwelling capacity by suburb, Boroondara

Suburb	Demand to 2031	Net Capacity	Difference
Ashburton	349	1,936	1,587
Balwyn	1,202	5,351	4,149
Balwyn North	622	3,885	3,263
Camberwell	2,641	11,890	9,249
Canterbury	387	2,662	2,275
Deepdene	202	1,007	805
Glen Iris	614	2,648	2,034
Hawthorn	3,569	12,812	9,243
Hawthorn East	2,506	5,601	3,095
Kew	2,610	10,758	8,148
Kew East	247	1,939	1,692
Surrey Hills	618	2,057	1,439
Total	15,567	62,546	46,979

Source: .id Consulting; Boroondara Housing Capacity Analysis (Technical Report), SGS Economics and Planning, June 2015; formatted by Council.

Significant demand for new housing is expected to come from Hawthorn, Camberwell, Kew and Hawthorn East. This aligns with where the greatest net capacity exists in Boroondara on a suburb basis and in particular the location of Boroondara’s three largest activity centres of Camberwell Junction, Kew Junction and Hawthorn-Glenferrie.

Given the large disparity which exists between demand and net capacity in Camberwell Junction, Kew Junction and Hawthorn- Glenferrie, it could be expected that these areas account for a greater level of demand than just their immediate host suburbs. This would have the effect of the 3 activity centres absorbing housing demand from other suburbs in Boroondara, which would assist in alleviating pressure on infrastructure and neighbourhood character in other suburbs, neighbourhood centres and local centres.

It is noted that Deepdene may approach its net capacity in a shorter time period than other suburbs, where the difference between housing demand to 2031 and net capacity is 701 dwellings. However, given the capacity of the remaining suburbs in Boroondara, it is possible that should housing demand in Deepdene eventually approach capacity, this demand may be provided in the adjoining or nearby suburbs of Boroondara.

7 Issues and Opportunities

What areas do we need to focus on over the next 15 years?

Council's current strategic framework, implemented through the new residential zones, Neighbourhood Centres and Commercial Corridors Guidelines as well as various structure plans, provides a sound strategic basis to meet the housing needs of current and future residents.

As detailed in Chapters 3 and 6, the current mix of residential zones along with Boroondara's commercial areas provide more than sufficient capacity to meet projected house needs to 2031 and beyond.

However, Council's obligations are not only to provide enough capacity to meet projected housing demand, but to provide housing that meets the expectations and needs of all existing and future residents.

In the short to medium term (next 1 to 6 years), natural changes to Boroondara's demographics is expected to generate the need for approximately 5000 additional dwellings (.id Consulting 2015). In the medium to long term (7 to 15 years) it is projected that Boroondara will need to accommodate a further 10,000+ dwellings to meet housing need. Consequently, the current mix of zones provides amply capacity to provide a mix of house types to meet short to medium term housing demand. However, continued monitoring is needed to ensure changes to Boroondara's housing needs can be met over the medium to long term. In particular changes to the age structure, which is projected to see an increased demand for smaller dwellings.

7.1 Protection of Neighbourhood Character

Residents in Boroondara place a high value on the unique characteristics of the municipality, including its heritage buildings and tree lined streets. This will continue to be a key driver for housing outcomes over the next 15 years.

Consultation on the new residential zones in 2014 identified a number of precincts that required further investigation to ensure the valued character attributes are protected. This process also resulted in an undertaking to review the treatment of main roads in Boroondara to establish principles that would guide development along main roads and provide strategic direction for the ultimate zone of areas that were included in the General Residential Zone - Schedule 5 (GRZ5). Council gave residents a commitment it would investigate these areas following the completion of a housing strategy.

Furthermore, given that the use of the Neighbourhood Character Precinct Statements in the assessment of planning permit applications is only new, Council needs to monitor and review how the Neighbourhood Character Precinct Statements are assisting with the assessment of planning permit applications, and refine the statement, as needed, to ensure the desired built form outcomes are being achieved. This could also include changes to the Neighbourhood Character Precinct Statements, schedules to the residential zones, and new overlays.

Consultation on the draft BHS in 2015 found that the majority of submitters supported the continued protection of neighbourhood character. Many submitters also expressed their concerns on the loss of vegetation and canopy trees in recent years due to new residential development (including single and multi-dwelling development). As identified in Council's Urban Biodiversity Strategy (2013-2023), it is important to continue the protection of significant habitat trees on public and private land.

7.2 Identification and Protection of Heritage Places

Heritage buildings and places contribute to the character of Boroondara and the community's sense of pride and connection to where they live. Identification and protection of heritage places will continue to be a key driver for housing outcomes over the next 15 years.

Council's adopted Heritage Action Plan 2012 (HAP) provides the foundation for Council's heritage work program. The HAP will be reviewed and updated as part of an ongoing monitoring and review of the HAP to ensure Council allocates resources to the most appropriate and 'under threat' areas across the municipality necessary assessments.

There is an opportunity for Council to give greater consideration to housing needs when establishing the future program of heritage assessments. Council will need to strike an appropriate balance between heritage and non-heritage places to ensure we continue to provide a range of housing options for future generations.

7.3 Continue to Encourage Housing in Commercial Areas

In recent years, a number of projects relating to Boroondara's commercial areas have been completed and are now in effect.

It is now time to take stock of the planning controls we have and monitor built form outcomes in these areas. We also need to complete outstanding work, such as the Council's review of the Camberwell Junction Structure Plan, preparation of built form controls for local shopping centres, and finalise implementation of the Glenferrie Road and Kew Junction structure plans.

In the longer term there may also be opportunities to consider the rezoning of land within Commercial 2 Zone to facilitate housing in these areas.

7.4 Providing Housing that Meets the Needs of All Residents

Boroondara's population is ageing. Many of today's families with children will become couples only and lone person households over the next 15 years. Accordingly, the most significant change in household types between now and 2031 will come from lone person households (approx. 4,415 additional households) and couples without children (approx. 5,371 additional households), followed by couples with children.

Notwithstanding this, families with children are the largest household type in Boroondara, and family-friendly houses will continue to be the primary house type in Boroondara.

The forecasted demographic change is likely to generate greater demand for smaller housing options than at present. These smaller housing options typically include semi-detached houses, townhouses, flats and units.

The capacity analysis shows that there is sufficient capacity within the General Residential and Residential Growth Zone areas to accommodate such increased demand. However, Council needs to carefully monitor the operation of the new residential zones and the housing outcomes they deliver. This will allow Council to identify any gaps in the provision of housing and the need for zoning changes to respond to any changes in housing need and demand.

7.5 Providing the Right Housing in the Right Locations

Council's approach to the application of the new residential zones provides a strong foundation for protecting the character of Boroondara's residential areas. For the most part, the character-based approach to the application of the new residential zones has resulted in the GRZ or RGZ being applied to areas that have good access to public transport and retail and non-retail services. These areas are able to accommodate additional development without unduly impacting on the preferred character.

The NRZ has generally been applied to residential areas that are characterised by detached dwellings, or in areas that are not supported by public transport and other services. The NRZ has also been applied to areas close to public transport and services that have a strong and consistent character that warrants their inclusion in the NRZ, such as areas within existing heritage overlays that have a low level of non-contributory buildings within the heritage precinct.

However, some residential areas in Boroondara that are zoned NRZ and have excellent access to public transport and services, and are unconstrained by heritage or other restrictions. These areas could provide greater housing

diversity, subject to further investigation and consultation with affected communities. In particular, this could include residential areas along main roads or close to public transport and medium to large commercial areas - which are defined as Activity Centres (Camberwell Junction, Kew Junction and Glenferrie), some Neighbourhood Shopping Centres¹⁹, and commercial corridors.

Furthermore, a high percentage of Ashburton, Balwyn, Balwyn North, Kew East and Glen Iris are zoned NRZ. In the long term, this could limit housing choice in these locations and lead to an inability for people to age in place. In the future, Council may need to look at these areas to ensure that they can provide a wide range of housing types to allow existing residents to find housing that suits their life stage.

These further investigations may be required in the event that the Victorian Government requests local Councils to investigate actions (including a direction to review the residential zones) to achieve the objectives identified in the metropolitan planning strategy *Plan Melbourne*. This includes a direction to create a city of 20-minute neighbourhoods and a short term action to update the State Planning Policy Framework to reflect this direction. The Victorian Government considers that creating a city of 20-minute neighbourhoods would facilitate a diversity of housing choices and support the vibrancy of the local shopping centres. Ultimately, it may be that no further investigation will be required. However, should there be a need for housing diversity, the further investigation areas will be determined at the discretion of Council.

Council also needs to monitor the housing outcomes in the short to medium term to understand the types of planning applications being considered and buildings constructed to understand if the new residential zones are delivering the right housing outcomes in the right locations.

The need for housing diversity also needs to be considered in conjunction with the capacity and functions of key infrastructure and services, such as roads, sewerage, drainage, public services and public transport. If these services cannot sustain additional population in the area it would be unsustainable to increase densities in these locations until the necessary infrastructure can support the change.

¹⁹ Neighbourhood shopping centres that typically offer a wide range of services and already contain a mix of retail, commercial (other than retail) and residential uses; and are typically supported by tram routes and/or close to a train station. These centres are considered more capable of accommodating new services to support greater housing diversity in the surrounding area. Neighbourhood shopping centres that typically have a local convenience function and offer a limited range of services are not considered viable nodes to support greater housing diversity. Further investigation areas will be subject to Council's endorsement.

7.6 Improving the Quality of Housing in Boroondara

The City of Boroondara encourages high-quality design that respects the existing character, displays high-quality architecture and contributes positively to the urban environment²⁰. However, the quality and design of new housing remains an important issue to Council and the community.

Medium density residential development such as townhouses, units and villas is regulated under Clause 55 of the Boroondara Planning Scheme (ResCode). Ongoing monitoring of planning permit applications will determine whether any variations to residential zone schedules may be required in the future to improve amenity standards for dwellings.

In addition, the lack of measurable standards in the Victorian planning system for high-density residential, student accommodation and mixed-use development has resulted in some less than satisfactory design outcomes in the past.

The City of Boroondara has experienced an increase in the number of high density dwellings of +31% (total increase of 1,469) between 2006 and 2011 in high density dwellings. Boroondara also has the fifth highest number of apartments in developments of four or more storeys between 2011 and 2014²¹.

Council is also observing a highly concerning trend regarding the quality of apartment buildings - in particular with regards to the internal amenity for future residents.

Poorly designed apartments result in compromised living quality and dwellings that are not adaptable to future needs. Housing needs to meet the long term needs of occupants and the broader community.

Without a focus on the design quality of new apartments, there is a risk we will be creating homes in which no one wants to live and which are not flexible and adaptable for future residents.

Council undertook a review of 22 apartment developments between 2010 and 2014. The developments reviewed comprised a combined total of 1156 bedrooms in buildings ranging from 4 to 12 storeys in height. This detailed analysis has identified the following key issues and trends:

²⁰ The Boroondara Urban Design Awards recognise high quality design in various categories. The 2014 categories included "best small-medium scale multi dwelling residential development", "best heritage conservation, additions and alterations", "best institutional development", "best apartment/mixed-use development" and "best commercial/office development".

²¹ *Better Apartments - A Discussion Paper*, Department of Environment, Land, Water & Planning and Office of the Victorian Government Architect, May 2015.

- Lack of genuine mix of dwellings with a predominance of one (49%) and two (48%) bedroom apartments.
- A significant under-provision of more adaptable and family-friendly 3+ bedroom apartments (<3%).
- Significant variation in apartment sizes with some 1 bedroom apartments as small as 37m² and others 80+m² and two bedroom apartments ranging from 45m² to 156m².
- Average sizes of 1 and 2 bedroom apartments are below what is recommended in other jurisdictions such as the NSW Residential Flat Design Code.
- Predominance of single aspect apartments (68%) and missed opportunities to make use of dual orientation in some instances.
- A majority (88%) of bedrooms having direct daylight access with only a small number relying on borrowed light (4%) or light courts (8%).

The analysis shows significant variation across developments which highlights that:

- good internal design and amenity depend on the willingness of the developer to deliver such outcomes and/or on Council officers' ability to negotiate better outcomes.
- the current assessment and decision making framework does not provide the tools required to deliver good internal design outcomes on a consistent basis.

The planning system is primarily focussed on the external appearance of apartment developments, their interface with adjoining public areas and - to a lesser extent - their impacts on adjoining properties. There is an urgent need for a framework that delivers consistent and improved development outcomes.

The Victorian Government is currently investigating the need for state-wide apartment design standards and has recently undertaken a consultation process with local councils, the community and other industry stakeholders.

Council supports the development of state-wide design standards that would improve the quality of apartment development (including accommodation for students) for greater enjoyment by future occupants, adjoining property owners/occupiers and the broader community. The state-wide approach is preferable to relying on individual councils to prepare locally-specific controls to manage this issue. Should the Victorian Government ultimately decide not to introduce state-wide apartment design standards, Council can investigate the need for local controls to deal with the apartment deficiencies specific to Boroondara.

7.7 Improving the Environmental Performance of Housing

With housing making up the majority of development within the City of Boroondara, it is important to consider its environmental impact.

Currently, there is limited guidance provided in State and Local Planning Policy with regard to sustainable development. A number of other municipalities have adopted Environmentally Sustainable Design (ESD) policies and strategies that aim to deliver a sustainable built environment through a range of tools.

Matters that should be covered in an ESD policy include ensuring that housing is designed to minimise energy and water use and to ensure that new housing provides a suitable level of indoor quality.

Boroondara has developed a *Sustainable Buildings Policy* which sets out Council's commitments to achieving greater sustainability in the way its buildings are designed, built and used.

Council is in a position to provide leadership in promoting environmentally sustainable design in new and existing housing, consistent with increasing awareness across Australia that climate change and other environmental risks must be an important consideration when deliberating on a development.

Council will advocate to the Victorian Government to provide a suite of ESD guidelines that apply to all developments throughout the state, to ensure that there is uniform consideration of ESD matters and suitable minimum standards for housing. This should preferably be done under the building regulations, or alternatively through the Victorian Planning Provisions.

Council should also investigate the benefits of becoming a full financial member of Council Alliance for a Sustainable Built Environment (CASBE), or a similar organisation. CASBE comprises a group of Council committed to the creation of sustainable built environments. Council is currently part of CASBE but is not a full financial member. Becoming a financial member of CASBE would give Council access to additional training and other resources.

Alternatively, an ESD policy could be investigated and prepared for the City of Boroondara to improve the sustainability of development within Boroondara. This policy would be incorporated into the *Boroondara Planning Scheme* and would assist Council in providing clarity and guidance for the consideration of development applications.

7.8 Housing Affordability

In 2013, Boroondara had a median house price of \$1,410,000 and a median unit price of \$600,000. Boroondara's median house price has increased by nearly \$90,000 since 2011 (\$1,321,808), and by over \$458,000 since 2006 (\$951,299)²². In 2015, all suburbs in Boroondara had a medium house prices in excess of \$1,000,000.

While price and vacancy rates will change over time, it is likely that private property in Boroondara will remain unaffordable to low income earners. Social housing, therefore, provides a crucial housing option for these residents.

Council has limited capacity to influence housing affordability in Boroondara. Council primarily manages housing development through the Boroondara Planning Scheme through the application of zones and overlays. The impact on property values from applying these planning controls is not a consideration used in decision-making from a planning point of view. There may be consequential price movements up or down from applying planning controls, and this is something that will be monitored overtime in the consideration of the distribution of zones in the future.

The availability and direct provision of social housing is also outside Council's role and sphere of influence. These matters are determined, in the most part, by Victorian and Australian Government funding schemes and housing policies, and by market forces. The City of Boroondara does not offer financial subsidies or assets for the development of social housing as this housing is the responsibility of other levels of government. Council does, however, play a very active role in advocating to other levels of government for social housing for those most in need.

Council will advocate to the Victorian Government to take initiatives to explore various planning mechanisms to support affordable and social housing in appropriate locations, including applying "inclusionary zoning" to land owned by the Victorian Government and all designated urban renewal areas. This mechanism mandates a stated percentage of housing within a development must be sold or rented below market rate and helps to support the development of social and affordable housing.

²² Housing in Victoria custom report (<http://www.housinginvictoria.com.au>)

8 Housing Objectives and Strategies

8.1 Protect the Character of Boroondara's Residential Areas

Objective 1.1

Ensure new development retains and enhances the key character attributes that contribute to a precinct's preferred character.

Strategies

- Apply mandatory height controls in residential areas where appropriate to protect preferred neighbourhood character.
- Ensure all planning permit applications for development in residential areas achieve the preferred character outcomes and design guidelines in the relevant Neighbourhood Character Precinct Statements.
- Ensure the preferred character outcome is provided along contiguous sections of a street.
- Consider if a change of preferred character is warranted (in local residential streets proximate to medium to large commercial areas²³ and public transport) to deliver housing diversity outcomes.
- Direct and encourage new housing to locate in Boroondara's commercial areas, neighbourhood shopping centres and along key main roads.

Further strategic work

Short term (1 to 3 years)

- Update Clause 22.07 Neighbourhood Character Policy to better reflect the adopted Neighbourhood Character Precinct Statements and recently introduced new residential zones.
- Review the content of the Neighbourhood Character Precinct Statements in conjunction with the preparation of an updated Clause 22.07.

²³ Medium to large commercial areas are defined as Activity Centres (Camberwell Junction, Kew Junction and Glenferrie), commercial corridors, and Neighbourhood shopping centres that typically offer a wide range of services and already contain a mix of retail, commercial (other than retail) and residential uses; and are typically supported by tram routes and/or close to a train station. These centres are considered more capable of accommodating new services to support greater housing diversity in the surrounding area. Neighbourhood shopping centres that typically have a local convenience function and offer a limited range of services are not considered viable nodes to support greater housing diversity. Further investigation areas will be subject to Council's endorsement.

- Monitor planning permit approvals to understand how the new zones and Neighbourhood Character Precinct Statements are functioning and if they are delivering the outcomes anticipated by the new residential zones and Neighbourhood Character Precinct Statements.
- Undertake the review of the appropriateness of the residential zones in Precinct 74 and Precinct 24 and the respective Neighbourhood Character Precinct Statements in accordance with Council's resolution on 11 December 2014.

Medium term (3 to 6 years)

- Following the completion of the planning permit approvals review, investigate if Council should vary any schedules to the residential zones or apply new planning overlays to provide requirements on dwelling setbacks, private open space, site coverage etc. in order to ensure the preferred neighbourhood character objectives in the Neighbourhood Character Precinct Statements are being achieved.

Objective 1.2

Ensure continued identification and protection of places of heritage significance and ongoing assessment of possible heritage places.

Strategies

- Continue to investigate and assess possible heritage places in the City of Boroondara in accordance with the adopted Heritage Action Plan (HAP, 2012) or any updated version of the HAP.

Further strategic work

Short term (1 to 3 years)

- Review the priorities of the Heritage Action Plan 2012.
- Review and update the use of/properties on Council's Possible Heritage List to improve the value and function of this list.

Ongoing

Continue to undertake heritage assessments for areas not included in a Heritage Overlay in accordance with the adopted Boroondara Heritage Action Plan.

- Continue to seek interim heritage controls for individually significance heritage buildings on Council's Possible Heritage List.

8.2 Provide Housing that Meets the Needs of All Residents

Objective 2.1

Ensure the provision of a diverse range of housing.

Strategies

- Ensure a high percentage of residential areas in Boroondara continue to provide detached houses suitable for new and older families with children.
- Support Boroondara's ageing population by ensuring each suburb in Boroondara provides opportunities for housing that meet the needs of older residents.
- Encourage the provision of non-private residential accommodation, such as aged care and student housing in areas close to services and amenities.
- Ensure higher density residential developments to include a mix of dwelling sizes and configurations/layouts to accommodate people of different ages, family structures, mobility levels and socio-economic groups.
- Encourage a mixture of housing above ground level within Boroondara's commercial areas.
- Advocate to the Australian and Victorian Government to provide social housing for low-income residents in Boroondara.

Further strategic work

Short term (1 to 3 years)

- Monitor planning permit approvals to understand how the new residential zones are functioning in specified locations (by suburb) and broadly around the municipality to determine if they are delivering the housing outcomes anticipated by the new residential zones.
- Monitor planning permit approval for mixed used developments containing dwellings within commercial areas to understand the types and mix of housing being accommodated in the commercial centres.

8.3 Encourage Housing Diversity in Appropriate Locations

Objective 3.1

Ensure new multi-dwelling developments in the Neighbourhood and General Residential Zones reinforce a precinct's preferred character.

Strategies

- Require new residential developments in the Neighbourhood and General Residential Zones to be assessed against the preferred character statement and design guidelines in the relevant Neighbourhood Character Precinct Statements.
- Protect the detached, low-density character of areas within the Neighbourhood Residential Zone.
- Support one to two storey detached dwellings, dual occupancies and multi-unit villa/ townhouse style developments within the General Residential Zone - Schedule 1.
- Support a mixture of housing types up to three storeys in the General Residential Zone - Schedule 2 and 3.
- Encourage other housing types such as aged care in residential zones, in particular, properties zoned General Residential Zone - Schedule 4.
- Support a mixture of housing types up to four storeys in the Residential Growth Zone.

Further strategic work

Short term (1 to 3 years)

- Develop a set of principles that provide a holistic approach to the treatment of main roads and GRZ5 areas in Boroondara. Apply alternative zones if appropriate and update the relevant Neighbourhood Character Precinct Statements accordingly.

Short to medium term (2 to 4 years)

- Investigate if a multi-storey residential design policy should be introduced into the Boroondara Planning Scheme to encourage greater housing diversity within new residential and mixed-use developments.

Objective 3.2

Support greater housing diversity in areas with better access to services and public transport.

Strategies

- Support housing diversity along main roads (excluding areas subject to Heritage Overlays and other restrictions) that are proximate²⁴ to medium to large commercial areas and public transport.
- Consider greater housing diversity in local residential streets (excluding areas subject to Heritage Overlays and other restrictions) that are proximate to medium to large commercial areas and fixed public transport.
- In areas where greater housing diversity is supported the following should be considered when deciding what alternative zone could be applied:
 - The size and function of the closest commercial area.
 - The height limit that applies to the closest commercial area.
 - The scale and use of surrounding properties.
 - The residential zone applied to all or part of the road.
 - Housing diversity in that part of the municipality.
- Facilitate housing diversity in all suburbs and consider whether an alternative zone could be applied to areas with relatively lower housing diversity (when compared with other Boroondara suburbs).
- Continue to advocate to the Victorian Government in the provision and upgrading of key infrastructure in the municipality such as public transport facilities, arterial roads and Melbourne Water managed drainage and sewage systems.

Further strategic work

Short term (1 to 3 years)

- Develop a set of principles that provide a holistic approach to the treatment of main roads and GRZ5 areas in Boroondara. Apply alternative zones if appropriate and update the relevant Neighbourhood Character Precinct Statements accordingly.

²⁴ Further investigations of appropriate areas may be required in the event that the Victorian Government requests local Councils to investigate actions (including a direction to review the residential zones) to achieve the objectives identified in the metropolitan planning strategy *Plan Melbourne*. This includes a direction to create a city of 20-minute neighbourhoods and a short term action to update the State Planning Policy Framework to reflect this direction. The Victorian Government considers that creating a city of 20-minute neighbourhoods would facilitate a diversity of housing choices and support the vibrancy of the local shopping centres. Ultimately, it may be that no further investigation will be required. However, should there be a need for housing diversity, the further investigation areas will be determined at the discretion of Council.

Short to medium term (2 to 4 years)

- Investigate if modifications to the current mix of zones are needed to meet future housing needs, and develop a set of principles to guide where housing diversity could be encouraged.
- Investigate if any main roads, that are not zoned GRZ5 and are in areas where greater housing diversity is encouraged, should be rezoned to meet future housing needs in Boroondara and the available capacity of existing infrastructure.

Objective 3.3

Ensure Boroondara's commercial areas continue to provide for a dynamic mix of retail, commercial (other than retail) and residential uses.

Strategies

- Encourage a diverse range of housing in Boroondara's commercial areas, including housing for a range of household types.

Further strategic work

Short term (1 to 3 years)

- Complete the Camberwell Junction Structure Plan review.
- Implement the Glenferrie and Kew Junction structure plans.
- Commence the preparation of built form guidelines for local shopping centres.

Short to medium term (2 to 4 years)

- Monitor planning permit application requests and approvals to understand the types of applications that are being received for new dwellings in commercially zoned land.
- Investigate if a multi-storey residential design policy should be introduced into the Boroondara Planning Scheme to encourage greater housing diversity within new residential and mixed-use developments.

Medium term (3 to 6 years)

- Investigate the introduction of a Development Contributions Policy or Overlay in the Boroondara Planning Scheme to allow for a levy on development to support the provision of new and upgraded infrastructure.

Long term (6+ years)

- Investigate if any areas within the Commercial 2 Zone should be rezoned to allow for residential development.
- Investigate removal of the Public Acquisition Overlay from commercial land such as Canterbury Road.

Objective 3.4

Encourage the use of under-utilised government landholding for housing (excluding land identified in the Boroondara Open Space Strategy as open space).

Strategies

- Advocate to the Victorian Government to explore various planning mechanisms to support affordable housing in appropriate locations, such as applying “inclusionary zoning” to land owned by the Victorian Government and all designated urban renewal areas.
- Advocate to the Victorian Government to develop underutilised Victorian Government land holding (e.g unused Victrack landholdings) for affordable and/or social housing where appropriate (excluding land identified in the Boroondara Open Space Strategy as open space).

Further strategic work

Short term (1 to 3 years)

- Undertake a review of Victorian Government landholdings within the City of Boroondara.

8.4 Improve the Design Standards of New Housing

Objective 4.1

Encourage high quality residential design.

Strategies

- Advocate for the preparation of Victorian Government design guidelines for mixed use and residential apartment buildings.
- Promote and encourage improved standards of apartment design ensuring higher levels of internal and external amenity for future occupants.
- Promote and encourage residential designs that respect the existing or preferred neighborhood character.
- Encourage apartment building designs that optimise access to natural light and cross ventilation and reduce reliance on mechanical systems by:
 - limiting the number of single aspect dwellings with a southerly aspect;
 - limiting the number of habitable rooms that rely on borrowed light; and
 - ensuring appropriately sized light wells and balconies.
- Advocate for minimum apartment sizes in new apartment developments to ensure apartments are functional and can meet the needs of current and future residents.
- Encourage development to incorporate building separation that ensures:
 - adequate daylight access to habitable rooms within the site and on adjoining sites.
 - acceptable outlook from habitable rooms.
 - redevelopment opportunities of adjoining sites is not compromised.
- Encourage and support development that is innovative in design with regards to accessibility, mobility and adaptability for the aging population in Boroondara.
- Ensure housing for students enjoys comparable level of amenity as other apartments.
- Ensure appropriate development that is complementary to the existing neighbourhood character and has regard to adjoining residential amenity.
- Achieve innovative, high-quality architectural design that makes efficient use of land whilst enhancing the appearance and strengthening the identity of the commercial centres and corridors.

Further strategic work

Short term (1 to 3 years)

- Continue to advocate for a Victorian Apartment Design Standards.

- Review Clause 22.12 to the Boroondara Planning Scheme - Neighbourhood Centres and Enterprise Corridors Urban Design Policy and consider whether this policy can be applied to developments within a residential zone.

Short to medium term (2 to 4 years)

- If a statewide apartment design standards have not been introduced in the Victorian Planning Provisions, investigate and prepare a local planning policy to introduce measurable apartment design standards into the Boroondara planning scheme.
- Monitor and review planning permit approvals for new medium density developments to ensure these developments provide residents with a high level of internal amenity.

Medium term (3 to 6 years)

- Review recent planning permit approvals for new student housing accommodation to gain a better understanding of the quality and issues Council may need to address through changes to the Boroondara Planning Scheme.
- Investigate if any changes to zone schedules or new overlays are required to provide requirements on dwelling setbacks, private open space, site coverage etc. to achieve housing designs that are in keeping with the preferred neighbourhood character.

8.5 Improve the Environmental Sustainability of New Residential Development

Objective 5.1

Advocate for new residential developments to incorporate environmentally sustainable practices into their design.

Strategies

- Advocate for guidance to be provided by the Victorian Government in respect to Environmentally Sustainable Design (ESD), preferably through the Building Regulations or alternatively through the Victorian Planning Provisions.
- Encourage new housing developments to incorporate design features, utility systems and materials that are energy efficient.
- Encourage water sensitive urban design and water efficiency measures to be incorporated into new residential and mixed use development.
- Encourage the use of innovative ways to achieve environmentally sustainable outcomes in building design.
- Support medium and higher density housing to be located close to public transport.

Further strategic work

Ongoing

- Advocate for the preparation of Environmentally Sustainable Design (ESD) policy by the Victorian Government through the Building Regulations or the Victorian Planning Provisions.

Short to medium term (2 to 4 years)

- Develop an Environmentally Sustainable Design (ESD) local planning policy to improve the sustainability of new housing for local circumstances (Boroondara), if the Victorian Government has not implemented a state wide approach.
- Investigate the value of becoming a financial member of CASBE, or other similar organisation.

9 References

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