Volume Two: Draft Housing Framework Plan and Housing Capacity Assessment (September 2018)

Hobsons Bay Housing Strategy
Acknowledgements

Updated September 2018

Council acknowledges the people of the Kulin nation as the traditional owners of these municipal lands. We recognise the first people’s relationship to this land and offer our respect to their elders past and present.

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

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

A Housing Strategy is being prepared for Hobsons Bay to manage housing growth in response to population changes in the municipality over the next 20 years\(^1\).

The Housing Strategy Background Report (Volume One) identified the need for a Housing Framework Plan and a housing capacity assessment to be undertaken to identify where future housing growth can occur and help determine the potential supply of additional housing in Hobsons Bay. This comprises Volume Two of the Hobsons Bay Housing Strategy.

Housing demand has been identified in the Housing Strategy Background Report as an additional 8,849 new dwellings (443 new dwellings per annum) in Hobsons Bay by 2036. This is based on an anticipated increase in population of over 19,000 residents by 2036 with the majority of this anticipated growth from the expected residential developments in the SRAs. State planning policy is to accommodate the majority of new infill development in established areas.

Planning for housing is however not just about supply but also about location and diversity. The Background Report also identified that the location of housing is one of the most important considerations when planning for future housing.

A set of criteria has been used to determine housing locations and to guide the level of housing change across the suburbs to manage housing in Hobsons Bay.

This document contains three key components:

1) Criteria used to determine the Housing Change Areas
2) Housing Framework Plan to manage housing growth and change
3) Housing Capacity Assessment

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\(^1\) Based on the latest 2016 ABS Census data and .id forecast data which considers potential demographic and development changes up to 2036 only.

Criteria to determine Housing Change Areas

Hobsons Bay is affected by a number of land use and environmental constraints (e.g. Major Hazard Facility buffers, foreshore flooding, heritage overlays) as well as accessibility constraints (e.g. not all suburbs have good access to existing public transport and services). These constraints must be considered when determining potential housing capacity.

A criteria has been developed to help guide where new housing should be encouraged, the criteria includes four key components:

i) Strategic Context
ii) Environment and Amenity
iii) Accessibility
iv) Character/Built form

Housing Framework Plan

The Housing Framework Plan identifies the appropriate housing change areas based on the four criteria identified, as well as consideration of the estimated housing demand across the suburbs in response to expected demographic changes.

Three housing change areas are identified:

- Limited Change Areas
- Moderate Change Areas
- Substantial Change Areas
The housing change areas align with the New Residential Zones introduced by the Victorian Government in 2013 and further reformed in 2017.

**Housing capacity assessment**

A housing capacity assessment has been prepared to identify how much new housing could potentially be accommodated in the municipality over the next 20 years, based on an assessment of land use constraints and opportunities.

A housing capacity model was prepared by *id* consultants. The capacity assessment identified four opportunities for housing supply:

i) strategic redevelopment areas and sites

ii) activity centre catchments

iii) other infill development

iv) shop top housing in commercial areas (Commercial 1 Zone in activity centres)

The housing capacity assessment conservatively estimates that Hobsons Bay has development sites/opportunities to provide a net gain of approximately **16,958 dwellings**. Based on estimated housing demand of 443 new dwellings per annum (over the next 20 years), this represents around **38 years of supply**.

Around 60 per cent of housing opportunities have been identified within activity centres and key opportunity sites with the remainder (40 per cent) potentially available from other infill opportunities.

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Although supply for additional housing is not expected to be an issue in the municipality, the location of new housing needs to be appropriately planned.

The spatial distribution of new dwellings constructed in Hobsons Bay does not align well with the location of the municipality’s activity centres.

The Housing Strategy presents an opportunity to better align future housing growth and change in appropriate locations, as identified in the draft Housing Framework Plan.

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2 Prepared in 2016 and updated in April 2018 to align with the Reformed Residential Zones.
<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
</tr>
</thead>
<tbody>
<tr>
<td>Activity Centre</td>
<td>Vibrant hubs where people shop, work, meet, relax and often live.</td>
</tr>
<tr>
<td>Active Transport</td>
<td>Travel methods involving physical exercise such as walking and cycling.</td>
</tr>
<tr>
<td>Cadastre</td>
<td>Map data which shows land parcel and property boundaries.</td>
</tr>
<tr>
<td>Developability</td>
<td>The likelihood of land to be redeveloped.</td>
</tr>
<tr>
<td>HBCC</td>
<td>Hobsons Bay City Council.</td>
</tr>
<tr>
<td>ILMS</td>
<td>Industrial Land Management Strategy.</td>
</tr>
<tr>
<td>Infill development</td>
<td>New residential development which occurs in established areas.</td>
</tr>
<tr>
<td>MHF</td>
<td>Major Hazard Facilities.</td>
</tr>
<tr>
<td>SRA</td>
<td>Strategic Redevelopment Area (as identified in the Industrial Land Management Strategy 2008).</td>
</tr>
<tr>
<td>Strategic Redevelopment Site</td>
<td>Development of 10 or more dwellings</td>
</tr>
<tr>
<td>Walkable Catchment</td>
<td>An area mapped around a pedestrian destination usually showing a 400m (5 minute) or 800m (10 minute) walk</td>
</tr>
<tr>
<td>GRZ1</td>
<td>General Residential Zone (Schedule 1).</td>
</tr>
<tr>
<td>GRZ2</td>
<td>General Residential Zone (Schedule 2).</td>
</tr>
<tr>
<td>GRZ3</td>
<td>General Residential Zone (Schedule 3).</td>
</tr>
<tr>
<td>RGZ1</td>
<td>Residential Growth Zone (Schedule 1).</td>
</tr>
<tr>
<td>MUZ</td>
<td>Mixed Use Zone.</td>
</tr>
<tr>
<td>CDZ1</td>
<td>Comprehensive Development Zone (Schedule 1).</td>
</tr>
<tr>
<td>IN1Z</td>
<td>Industrial 1 Zone.</td>
</tr>
<tr>
<td>IN3Z</td>
<td>Industrial 3 Zone.</td>
</tr>
<tr>
<td>SUZ1</td>
<td>Special Use Zone (Schedule 1).</td>
</tr>
<tr>
<td>SUZ2</td>
<td>Special Use Zone (Schedule 2).</td>
</tr>
<tr>
<td>SUZ3</td>
<td>Special Use Zone (Schedule 3).</td>
</tr>
<tr>
<td>SUZ4</td>
<td>Special Use Zone (Schedule 4).</td>
</tr>
<tr>
<td>SUZ5</td>
<td>Special Use Zone (Schedule 5).</td>
</tr>
<tr>
<td>SUZ6</td>
<td>Public Park and Recreation Zone.</td>
</tr>
<tr>
<td>SUZ7</td>
<td>Public Conservation and Resource Zone.</td>
</tr>
<tr>
<td>PPRZ</td>
<td>Industrial Land Management Strategy.</td>
</tr>
<tr>
<td>PCRZ</td>
<td>Public and Conservation Resource Zone.</td>
</tr>
<tr>
<td>UFZ</td>
<td>Urban Floodway Zone.</td>
</tr>
<tr>
<td>PUZ1</td>
<td>Public Use Zone 1.</td>
</tr>
<tr>
<td>PUZ2</td>
<td>Public Use Zone 2.</td>
</tr>
<tr>
<td>PUZ3</td>
<td>Public Use Zone 3.</td>
</tr>
<tr>
<td>PUZ4</td>
<td>Public Use Zone 4.</td>
</tr>
<tr>
<td>PUZ5</td>
<td>Public Use Zone 5.</td>
</tr>
<tr>
<td>PUZ6</td>
<td>Public Use Zone 6.</td>
</tr>
<tr>
<td>PUZ7</td>
<td>Public Use Zone 7.</td>
</tr>
<tr>
<td>RDZ1</td>
<td>Road Zone 1.</td>
</tr>
<tr>
<td>C1Z</td>
<td>Commercial 1 Zone.</td>
</tr>
<tr>
<td>C2Z</td>
<td>Commercial 2 Zone.</td>
</tr>
<tr>
<td>C3Z</td>
<td>Commonwealth Land.</td>
</tr>
</tbody>
</table>
CONTENTS

1.0 INTRODUCTION .................................................................10

2.0 CRITERIA FOR IDENTIFYING HOUSING CHANGE AREAS ....12

2.1 CRITERIA ONE: STRATEGIC CONTEXT .................................14
  2.1.1 Overview of Hobsons Bay ...........................................14
  2.1.3 Existing Land Use Zones ............................................18
  2.1.4 Strategic Redevelopment Areas and Sites .......................22

2.2 CRITERIA TWO: ENVIRONMENT AND AMENITY ..................25
  2.2.1 Overview ...............................................................25
  2.2.2 Industrial Constraints ..............................................26
  2.2.3 Major Hazard Facilities (MHF) .....................................26
  2.2.4 Environmental constraints ........................................30

2.3 CRITERIA THREE: ACCESSIBILITY .....................................36
  2.3.1 What is accessibility? ...............................................36
  2.3.3 Transport .............................................................37
  2.3.4 Activity centres .....................................................40
  2.3.2 Walkability ..........................................................42

2.4 CRITERIA FOUR: CHARACTER/BUILT FORM .........................46
  2.4.1 Overview .............................................................46
  2.4.2 Heritage ..............................................................46
  2.4.3 Neighbourhood character ...........................................46
  2.4.4 Design and Development ...........................................47
  2.4.5 Other planning considerations ......................................51
  2.4.6 Existing housing diversity ...........................................51
  2.4.7 Existing housing densities ..........................................52
  2.4.8 Infill development trends (housing change) .....................55

3.0 HOUSING CHANGE AREAS ...............................................61
  3.1 What are Housing Change Areas? .....................................61
    3.1.1 New Residential Zones ...........................................61
  3.2 How have the Housing Change Areas been applied? .............61

3.3 Housing Change Areas – Eastern Precinct ...........................62
  3.4 Housing Change Areas – Central Precinct ...........................83
  3.5 Housing Change Areas – Western Precinct .........................96
  3.2 Housing Framework Plan ..............................................109

4.0 HOUSING CAPACITY ASSESSMENT ......................................112
  4.1 Housing opportunities ................................................112
    4.1.1 Strategic Redevelopment Areas and Sites .....................113
    4.1.2 Activity centre catchments ......................................114
    4.1.3 Other infill development ..........................................118
    4.1.4 Commercial areas – shop top housing .........................122
  4.2 Estimated housing supply .............................................123
  4.3 Estimated housing demand ............................................124
  4.4 Housing supply vs demand ...........................................125
Figure 21: Examples of different housing densities in Hobsons Bay

Figure 20: Housing diversity (2016)

Table 6: Housing density guidelines

Table 4: WalkSco

Table 3: Key land use and environmental constraints in Hobsons Bay

Table 2: Land use zones for higher residential densities in Hobsons Bay

Table 1: Land use in Hobsons Bay (February 2018)
Table 8: Net residential dwellings constructed (2007-17)...........................56
Table 9: New dwellings by location (2004-14)........................................58
Table 10: Activity centre catchment boundaries .....................................114
Table 11: Activity centre assessment ......................................................116
Table 12: Potential dwelling yield – activity centres (excluding NRZ parcels) .........................................................................................117
Table 13: Developable area assumptions for NRZ lots in activity centres ..........................................................................................117
Table 14: Assumptions regarding infill development (New Residential Zones)* ..........................................................................................120
Table 15: Potential dwelling opportunities on existing lots (excluding activity centres & strategic redevelopment sites) ........................120
Table 16: Potential dwelling opportunities on existing lots by zone (excluding activity centres & strategic redevelopment sites) ............121
1.0 INTRODUCTION

A Housing Framework Plan and a housing capacity assessment have been prepared to assist with the preparation of the draft Hobsons Bay Housing Strategy.

Determining the most appropriate locations to accommodate additional new housing and the preferred level of housing change, is one of the key outputs of the Housing Strategy.

In order to determine the most appropriate locations to manage future housing, a range of land use opportunities and constraints have been considered.

The Housing Framework Plan identifies where future housing growth and change can occur across the suburbs with consideration of a range of land use constraints and opportunities. The framework plan proposed three levels of housing change to guide future housing growth over the next 20 years, these include:

- Limited Change Area
- Moderate Change Area
- Substantial Change Area

The Housing Change Areas align with the three New Residential Zones that were introduced by the Victorian Government in 2013 and reformed in March 2017. The three residential zones impact on the type and densities of housing that can be developed in areas and therefore, have a bearing on housing capacity.

The housing capacity assessment estimates the potential supply of additional housing (housing supply) in the municipality based on the levels of housing change identified in the Housing Framework Plan.

Identifying housing capacity is an important consideration in planning for housing growth and change over the next 20 years in Hobsons Bay.
2.0 CRITERIA FOR IDENTIFYING HOUSING CHANGE AREAS

A number of considerations need to be taken into account to determine the appropriate locations for new housing and the preferred level of change. A set of criteria has been developed to help guide the appropriate level of housing change across the suburbs, these are shown in Figure 2 below. Consideration of all four criteria is important, for example, some areas may have great access to a train station but be constrained by strong heritage values or small lot sizes.

**Figure 2: Criteria for identifying housing change areas**

- **Strategic Context**
  - What are the existing land uses? (Zones)
  - Are there Strategic Redevelopment Areas (SRAs) or other large sites for redevelopment?

- **Environment and Amenity**
  - Are there any industrial interfaces?
  - Is the area in proximity to a Major Hazard Facility?
  - Are there known poor amenity issues? (e.g. dust and odour)
  - Are there flooding issues?

- **Accessibility**
  - Does the area have a train station?
  - Does the area have a bus interchange?
  - How close is the nearest activity centre? (i.e. is it 'walkable'?)

- **Character/Built Form**
  - Is there strong heritage or neighbourhood character values?
  - Are there any existing Design and Development Overlays?
  - How diverse is the existing housing stock?
  - Does the area have ageing housing stock/larger lots available? (opportunities for redevelopment)
  - What type of housing change/new residential development has been occurring? (indication of demand)
STRATEGIC CONTEXT
2.1 CRITERIA ONE: STRATEGIC CONTEXT

This section assesses the strategic context to be considered, including:

- Overview of the municipality of Hobsons Bay
- What are the existing land uses (Zones)?
- Are there Strategic Redevelopment Areas (SRAs) or other large sites for redevelopment?

2.1.1 Overview of Hobsons Bay

Hobsons Bay is a coastal municipality located on the northern shore of Port Phillip Bay between seven and 20 kilometres west of Melbourne CBD. Covering a total area of 66 square kilometres, it shares boundaries with the Cities of Wyndham to the west and Maribyrnong and Brimbank to the north. The municipality is bounded by the Westgate Freeway/Princes Freeway to the north and west and is traversed east-west by the national freight rail line. The area is well located for economic development due to its proximity to Melbourne’s Central Business District and access to the ports and airports (refer Figure 3).

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

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

Diversity of land uses

Hobsons Bay has a diverse mix of residential, industrial and commercially zoned areas. One of the key challenges of land use planning in the municipality is balancing the competing demands of residential, environmental, industrial and employment uses. The municipality is one of the most significant locations for a number of major industries in Victoria and is home to eight of the State’s Major
Hazard Facilities. There are a number of sites formerly used for industrial purposes that may now be suitable for a residential use (subject to further work). These sites are identified as strategic redevelopment areas (SRA) in the Industrial Land Management Strategy\(^3\).

Many areas of the municipality are highly constrained by industry (buffer separation distances), potentially contaminated land, pipeline infrastructure (above and below ground liquid and gas pipelines), rail corridors (passenger and freight), foreshore flooding and various planning overlays (detailed further in Section 2.2). These land use constraints are an important consideration when planning for housing in Hobsons Bay.

Local economy

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

Businesses in Hobsons Bay employ approximately 31,107 people, with the top employing industries being manufacturing, transport, postal and warehousing and retail trade. While this number is comparable with the number of employed residents within the municipality (38,369), only 30 per cent of local jobs are filled by residents\(^4\).

Although the local economy is supported by a variety of industry sectors, the majority of economic output has traditionally been generated by high yield manufacturing, particularly from the shipbuilding and motor vehicle industries. However, the manufacturing industry is going through a period of significant change and a national move away from traditional manufacturing\(^5\).

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

Activity centres

There are a variety of activity centres across the municipality ranging from shopping centres, traditional strip shopping and niche retail services. The municipality’s three activity centres identified in the State Government’s metropolitan planning strategy Plan Melbourne 2017-50 are: Altona (Pier Street), Williamstown (Douglas Parade/Ferguson Street and Nelson Place) and Altona North (Altona Gate Shopping Centre).

Tourism

Hobsons Bay also has a vibrant tourism industry. With its bayside location and access to two of the three beaches in western Melbourne\(^6\) (at Altona and Williamstown), the foreshore is a drawcard for seasonal visitors. There is also a tourist ferry which operates from Nelson Place pier in Williamstown offering leisurely return trips directly to Southbank in the City.

Other major tourist attractions include Scienceworks and Seaworks.

\(^3\) Hobsons Bay Industrial Land Management Strategy (2008).


\(^5\) *ibid*, p.14.

\(^6\) There is also a small beach at Werribee South.
Open space

Open space contributes significantly to the character and quality of life in Hobsons Bay. Whilst open space accounts for the third largest land use in the municipality, the majority of this land is encumbered/constrained.

Encumbered open space refers to land that is constrained in some way from being developed for the purpose of passive or formal recreation, e.g. rail corridors, easements for utilities, wetlands, conservation areas.

The amount of unencumbered/unrestricted open space in Hobsons Bay is just under eight per cent.  

2.1.2 Other planning considerations

Many areas of Hobsons Bay are affected by various planning scheme overlays.

An overlay is a tool in the planning scheme that has implications on development (design outcomes). Land affected by an overlay does not necessarily prevent development but they may constrain development in various ways.

The planning overlays in the Hobsons Bay Planning Scheme are listed in Appendix A and discussed further in the other three criteria.

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Figure 3: Hobsons Bay Strategic Context
2.1.3 Existing Land Use Zones

The current land use planning zones in Hobsons Bay are shown in Figure 4 and Table 1.

Around 37 per cent of the total land use in Hobsons Bay is zoned for residential purposes. The second largest land use in the municipality is industrially zoned (almost 30 per cent).

Table 1: Land use in Hobsons Bay (February 2018)

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Zones</th>
<th>Sq km</th>
<th>Area</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>General RZ1, GRZ2, GRZ3, RGZ1, MUZ, CDZ1</td>
<td>23.72</td>
<td>2,371</td>
<td>36.9</td>
</tr>
<tr>
<td>Industrial</td>
<td>IN1Z, IN3Z, SUZ2, SUZ3, SUZ4, SUZ5</td>
<td>17.6</td>
<td>1,760</td>
<td>27.4</td>
</tr>
<tr>
<td>Open Space</td>
<td>PPRZ, PCRZ, UFZ</td>
<td>11.39</td>
<td>1,139</td>
<td>17.7</td>
</tr>
<tr>
<td>Public Purpose Land</td>
<td>PUZ2, PUZ3, PUZ4, PUZ5, SUZ1, SUZ2, SUZ7, RUZ1</td>
<td>6.68</td>
<td>668</td>
<td>10.4</td>
</tr>
<tr>
<td>Service and Utility</td>
<td>PUZ1</td>
<td>3.56</td>
<td>356</td>
<td>5.5</td>
</tr>
<tr>
<td>Port of Melbourne Planning Scheme (POMPS)</td>
<td>PPRZ, SUZ1, SUZ2, SUZ3, SUZ4</td>
<td>0.58</td>
<td>58</td>
<td>0.9</td>
</tr>
<tr>
<td>Commercial</td>
<td>C1Z, C2Z</td>
<td>0.77</td>
<td>77</td>
<td>1.2</td>
</tr>
<tr>
<td>Commonwealth Land</td>
<td>CA</td>
<td>0.03</td>
<td>3.4</td>
<td>0.1</td>
</tr>
<tr>
<td>Total</td>
<td>All</td>
<td>64.35</td>
<td>6,435</td>
<td>100</td>
</tr>
</tbody>
</table>

The third biggest land use in Hobsons Bay is open space which accounts for around 18 per cent (which includes the Public Park and Recreation Zone, the Public Conservation and Resource Zone and the Urban Floodway Zone).

However, the amount of unencumbered open space is 7.9 per cent which is in line with the average amount in other middle ring municipalities of 7.1 per cent. Figure 5 shows the distribution of open space across the municipality.

Existing Residential Zones

Land currently zoned residential (GRZ and RGZ) are shown in Figure 6.

In addition to the residential zones, there are other zones which also allow a residential use, these include the Commercial 1 Zone (C1Z) and the Comprehensive Development Zone (CDZ).

Within Hobsons Bay, there are existing zones that allow for higher residential densities, as outlined in Table 2.

Table 2: Land use zones for higher residential densities in Hobsons Bay

<table>
<thead>
<tr>
<th>Zone</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mixed Use Zone (MUZ)</td>
<td>Located at the northern end of Pier Street (Altona), at the Former Port Phillip Woolen Mills, Nelson Place (Williamstown) and on Melbourne Road (Spotswood).</td>
</tr>
<tr>
<td>Residential Growth Zone (RGZ)</td>
<td>Located on the former school site on Blackshaws Road (Altona North)</td>
</tr>
<tr>
<td>Commercial 1 Zone (C1Z)</td>
<td>Generally in activity centres</td>
</tr>
<tr>
<td>Comprehensive Development Zone (CDZ)</td>
<td>Located at the Stonehenge development, Kororoit Creek Road (Williamstown North)</td>
</tr>
<tr>
<td>Activity Centre Zone (ACZ)</td>
<td>No ACZ in Hobsons Bay</td>
</tr>
</tbody>
</table>


8 Refer Glossary on page 5 for zone names.
Figure 4: Existing Land Use Zones in Hobsons Bay (2018)
Figure 5: Open Space
Figure 6: Residential Land
2.1.4 Strategic Redevelopment Areas and Sites

Strategic Redevelopment Areas (SRAs)

Strategic Redevelopment Areas (SRAs) are large tracts of land originally identified in the Hobsons Bay Industrial Land Management Strategy (ILMS) for redevelopment. The sites include redundant industrial land suitable for an alternative use, some of which were considered suitable for a residential use.

The location of these SRAs are shown in Figure 7.

The SRAs that have already been rezoned to a residential use include part Precinct 20 (Former Port Phillip Woollen Mills) and part Precinct 16 (Caltex site) and part Precinct 13 (Kororoit Creek Road). The remainder of Precinct 16 and the largest site (Precinct 15, Altona North Strategic Site) are yet to be rezoned.

Strategic Redevelopment Sites

Strategic Redevelopment Sites are identified as redevelopments with 10 or more dwellings proposed. The main sites have been identified on Figure 7, this is not an exhaustive list of sites as applications for developments on this scale regularly change.
Figure 7: Strategic Redevelopment Areas & Sites (March 2018)
ENVIRONMENT & AMENITY
2.2 CRITERIA TWO: ENVIRONMENT AND AMENITY

This section assesses the environment and amenity issues to be considered, including:

- Are there any industrial interfaces?
- Is the area within a Major Hazard Facility buffer?
- Are there known poor amenity issues? (e.g. dust and odour)
- Are there flooding issues?

2.2.1 Overview

Hobsons Bay is affected by a number of land use and environmental constraints which must be considered when determining potential housing capacity. Land that is constrained can impede/restrict the delivery of residential development. These constraints are summarised in Table 3.

Table 3: Key land use and environmental constraints in Hobsons Bay

<table>
<thead>
<tr>
<th>Planning Scheme</th>
<th>Industrial</th>
<th>Environmental</th>
</tr>
</thead>
<tbody>
<tr>
<td>Various overlays (including heritage)</td>
<td>Major Hazard Facilities (MHF) buffers</td>
<td>Landfill buffers (former and active landfill sites)</td>
</tr>
<tr>
<td>Single Dwelling Covenants</td>
<td>Industrial land buffer distances</td>
<td>Foreshore flooding and climate change</td>
</tr>
<tr>
<td></td>
<td>Contaminated land</td>
<td>High water tables (specifically Altona)</td>
</tr>
<tr>
<td></td>
<td>Above and below ground gas and oil pipeline infrastructure</td>
<td>Air quality and odour issues (specifically Brooklyn)</td>
</tr>
</tbody>
</table>

There are also some bushfire prone areas covering grasslands in the municipality although they do not apply to residential land. If any residential development was to occur in a bushfire prone area then the new dwellings would be subject to a minimum construction standard (under the Building Regulations) which requires landowners to build to a minimum Bushfire Attack Level (BAL) of 12.5 (ember protection). This requirement is triggered under an application for a building permit.
2.2.2 Industrial Constraints

Industrial land

Industrially zoned land (IN1Z and IN3Z) is the second biggest land use in the municipality and is where a number of state significant industries are located (refer Figure 8). Much of the eastern boundary of Hobsons Bay also has an interface with the Port of Melbourne.

A number of significant industries are located in the Special Use Zone (SUZ), including:

- SUZ2 – Petroleum Refinery Area (Mobil on Millers Road/Kororoit Creek Road, Altona)
- SUZ3 – Petrochemical Complex Area (includes Qenos and Dow Chemical, Altona)
- SUZ4 – Altona Special Industrial Area
- SUZ5 – Marine Engineering Area (Nelson Place, Williamstown)

Balancing the competing demands of industry and residential uses is challenging - ensuring residential areas are not negatively affected by amenity issues (e.g. noise and odour) and that the operation of existing industry is not compromised by residential encroachment.

Whilst there are recommended buffer distances in the planning scheme at Clause 52.10 for industrial proposals potentially impacting on the amenity of nearby sensitive uses, there is no policy regarding the prevention of sensitive uses encroaching on existing industry (reverse buffers).\(^{10}\)

Hobsons Bay is also affected by Ministerial 14 (Port Environs). The area to the east of Hall Street in Spotswood is covered by the port environs policy. This is to ensure that the operations of the port in this area are protected from the encroachment of sensitive uses or the intensification of existing sensitive uses in the area.

Potentially contaminated land

Due to the past and present industrial activity in Hobsons Bay, there are a number of sites that are potentially contaminated. For example, on land that was previously used for industry, landfill sites and former/current service stations.

Potentially contaminated land can constrain new residential development proposals. There are options for developing sensitive uses on potentially contaminated land but this depends on the outcome of the environmental audit and upon the extent of remediation works involved. The cost implications can make some remediation/clean-up exercises prohibitively expensive. The remediation costs may also drive the densities required on site, for instance, in order to make a development financially feasible, a higher density needs to be achieved.

2.2.3 Major Hazard Facilities (MHF)

Hobsons Bay is home to eight of the State’s 38 Major Hazard Facilities (MHF) these are adjacent to/located near to residential uses (refer to Figure 9).

Generally, MHF are industrial land uses that store, handle or process large quantities of hazardous chemicals and dangerous goods, including petroleum products. They are therefore subject to potential low frequency-high consequence incidents to surrounding sensitive uses.

The MHF are regulated by the Occupational Health and Safety Regulations 2017 and licences must be granted by WorkSafe Victoria to operate an MHF. Whilst there is a stringent regulatory framework for these facilities, from a land use perspective there is very limited government policy and direction to guide land

\(^{10}\) With the exception of the planning controls that apply to the SRA.
use planning around MHFs in Victoria. Due to the nature of MHF and the potential societal risk they pose, there is concern by MHF operators and WorkSafe in regards to any proposed increases in the number of people living within proximity to these facilities.

Aside from a Clause relating to ‘Planning for port environs’ (Clause 18.03-2), there is no tools in the planning scheme which addresses risk associated with MHF. The policy in the SPF is regarding separation/buffer distances in relation to air and odour emissions but not in relation to risk.

An Advisory Committee was appointed by the Minister for Planning (2016) to provide advice on the way land use buffers around MHF are determined and implemented. The Government’s Response to the Advisory Committee’s recommendations released in January 2018, includes support for a Particular Provision to manage sensitive uses around MHF. Further work on implementing such tools is yet to be undertaken.

WorkSafe provide advice on land use planning near a MHF and recommend buffer distances that are expressed as inner and outer advisory areas. Whilst there is no statutory requirement for planning or responsible authorities to refer applications for any proposed use or development of land close to an MHF to WorkSafe, land use planning in Hobsons Bay adheres to these inner and outer advisory areas and Council refers any application or proposed amendment to WorkSafe for comment.

The inner and outer advisory areas (MHF buffers) impact on existing residential areas and in general, means that there can be no intensification of residential uses within these areas. The approximate extent of these buffers are shown in Figure 9. The inner and outer advisory areas may be subject to change.

The MHF buffers affect around 1,336 residential properties (around 3.6 per cent of total dwellings) in the municipality (in 2015).

Pipeline Infrastructure

There are a total of 43 pipelines (below ground (gas) pipelines and above ground (liquid) pipelines) that traverse the municipality. These are concentrated mainly to the north and east of the municipality. These pipelines are leased by 13 different operators from Energy Safe Victoria (ESV) who is the technical regulator of pipeline infrastructure.

The planning scheme (Clause 19.03-6) requires that existing transmission-pressure gas pipelines be protected from further encroachment by residential development. However, pipelines are regulated by their own legislative framework and operators have their own guidelines in terms of buffer requirements of new development in proximity to existing pipeline infrastructure.

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11 Clause 52.10 – Uses with adverse amenity potential.

12 Apart from section 55 of the Planning and Environment Act 1987 that requires certain industrial developments to be referred to WorkSafe.
Figure 8: Industrial and Special Use Zone Land
Figure 9: Major Hazard Facilities
2.2.4 Environmental constraints

Foreshore flooding and climate change

The eastern and southern boundaries of Hobsons Bay have an abuttal with the coast. The municipality has been prone to coastal inundation resulting from natural low-lying characteristics. Many of these sites are low lying and have been identified as sites that have been impacted by the highest king tide recorded in the Port Phillip Region (1.61 Australian Height Datum).

Figure 10 shows the current sea level flood extent (foreshore flooding).

Clause 13.01-1 (Coastal inundation and erosion) in the SPPF requires that in planning for possible sea level rise, an increase in 0.2 metres over the current 1 in 100 year flood levels by 2040 may be used for new development in close proximity to existing development (urban infill).

The suburbs of Altona and Seaholme are particularly susceptible to flooding and are impacted in parts by the Land Subject to Inundation Overlay, Special Building Overlay and foreshore flooding.

To more accurately understand the impact of coastal flooding due to climate change and predicted sea level rise, a third pass assessment of Port Phillip Bay is required. In the absence of this work, a “bathtub” approach is applied which may show areas that are not actually affected by sea level rise.

High water tables

It is known that some parts of Altona are affected by a high water table. This has implications on housing development as it restricts for example, the inclusion of basement parking. There is however no mapping currently available to show areas which may be affected by this.

Land Subject to Inundation (LSIO)

The purpose of the LSIO is to identify land in a flood storage or flood fringe area affected by the 1 in 100 year flood or any other area determined by the floodplain management authority (Melbourne Water). It is also to protect water quality in accordance with State Environmental Protection Policies.

The LSIO applies to land affected by flooding associated with waterways and open drainage systems (also known as floodplains). In Hobsons Bay, the LSIO applies to key waterways including: Kororoit Creek, Cherry Creek, Cherry Lake, Altona Coastal Park, Laverton Creek, Skeleton Creek, Stony Creek, Truganina Park and Cheetham Wetlands.

The extent of the LSIO is shown in Figure 11 and affects some residential areas.

Special Buildings (SBO)

The SBO applies to urban areas identified by the Water Authority (Melbourne Water) as prone to overland flooding in a severe storm exceeding the design capacity of the underground drainage system. The intention of the SBO is to protect all future buildings in the area from flooding by setting appropriate conditions and floor levels to address any flood risk to developments.

In Hobsons Bay, the SBO affects residential land in a number of areas across the municipality including: Seaholme and the western part of Altona (between Maidstone Street and Grieve Parade); along Millers Road and some residential areas south of Blackshaws Road in Altona North; residential pockets in Williamstown North, Newport (southern boundary) and some land west of Melbourne Road in Spotswood. Refer Figure 11.

---

Landfill buffers

Hobsons Bay has a number of sites which were formerly used as landfill and is affected by the Environmental Protection Agency’s (EPA) Landfill Best Practice Environmental Management (BPEM) guidelines.

The Landfill BPEM contains recommendations about risk management and planning decisions in the buffer areas of both closed and operational landfills across Victoria, to identify/mitigate potential methane gas migration.

Land affected by the Landfill BPEM guidelines does not necessarily impede future development. Should landfill gas be detected at a site then there are remediation options available. However, consideration of the potential contamination/landfill gas issues could have some bearing over the intensity of development of certain sites (i.e. remediation costs could drive up the densities required to make a development financially feasible).

As the responsible authority for determining planning decisions, Council is required to consider the EPA’s guidelines when performing its role under the Planning and Environment Act 1987. A framework for managing land within potential landfill buffer areas in Hobsons Bay is being drafted to guide permit applicants in addressing Council’s responsibilities under the BPEM guidelines.

Environmental Audit (EAO)

The EAO applies to sites that are known to be contaminated or may be potentially contaminated. Potentially contaminated land is land used or known to have been used for industry, mining or the storage of chemicals, gas, wastes or liquid fuel14.

The EAO is a tool which ensures that land potentially contaminated is suitable for sensitive uses such as housing. In Hobsons Bay, there are EAOs covering residential areas/land zoned for a residential use in Williamstown, Newport and Spotswood/South Kingsville (refer Figure 12).

Environmental Significance (ESO)

The purpose of the ESO is to ensure that development does not affect identified environmentally significant areas. An ESO applies along the Kororoit Creek corridor but does not impact on residential areas (refer Figure 12).

Council’s Biodiversity Strategy 2017 identified areas where a more detailed vegetation assessment should be undertaken to determine whether an Environmental Significance Overlay is required. Many of the sites are located in industrial areas and are not residential.

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Figure 10: Foreshore Flooding
Figure 11: Land Subject to Inundation Overlay (LSIO) & Special Building Overlay (SBO)
Figure 12: Environmental Audit Overlay (EAO), Environmental Significance Overlay (ESO)
2.3 CRITERIA THREE: ACCESSIBILITY

This section assesses the accessibility issues to be considered, including:

- Does the area have a train station?
- Does the area have a bus interchange?
- How close is the nearest activity centre? (i.e. are shops and services within a walkable distance?)

2.3.1 What is accessibility?

Housing location is one of the most important considerations when planning for future housing. State planning policy is to encourage infill residential development in areas located in or close to activity centres and at sites that offer good access to transport and services.

Plan Melbourne’s 20 minute neighbourhood vision is about living locally, by being able to safely and conveniently access services and goods needed on a daily basis by travelling 20 minutes of where they live by walking, cycling or public transport (refer Figure 13).

**Figure 13: The 20 minute neighbourhood – living locally**

(Source: Plan Melbourne, 2017)
In order to identify potential opportunities for future housing supply, it is important to factor in the accessibility of our neighbourhoods.

Defining ‘good access’ can be open to subjectivity but in land use planning it is generally about being within reasonable walking distance (explained further in Section 2.3.1) to community facilities and services.

In terms of a housing capacity assessment, accessibility refers to how easy it is for residents to access transport (train station and bus interchange) and activity centres.\(^{15}\)

This section includes analysis of walkability to transport and activity centres in Hobsons Bay to measure accessibility constraints.

### 2.3.3 Transport

**Hobsons Bay has:**
- 2 Train lines
- 10 Train stations
- 1 SmartBus
- 13 Local bus lines

**Public Transport**

Whilst Hobsons Bay appears to be well serviced by public transport, the operation and reliability of the train network and a lack of connectivity between the different transport modes (particularly bus and train and train and bicycle) is a source of concern for the community.

There is also a disparity between access to public transport across the municipality. Hobsons Bay’s largest suburbs – Altona Meadows and Altona North – are not serviced by a train station.\(^{16}\)

**Rail**

Freight and passenger rail services run through Hobsons Bay. There are two train lines and ten rail stations\(^{17}\) in Hobsons Bay (three in Williamstown/Williamstown North), as shown in Figure 14. The frequency and service span vary considerably.

The typical weekday service for the Werribee Line (Werribee service) is 12 min peak and 20 min off peak and for the Werribee Line (Laverton via Altona Loop) and Williamstown Line the service level is 22 min peak and 20 min off peak. This places Hobsons Bay’s train lines at the lower end of frequency times, with other metropolitan lines providing five/10 minute peak time services, e.g. services to/from Dandenong and Frankston.

There are 28 pedestrian rail crossings in the municipality and 13 at-grade crossings which present accessibility constraints for motor vehicles, pedestrians and cyclists. Three of these at-grade crossings have been earmarked for grade separation - Altona (Kororoit Creek Road), Williamstown North (Ferguson Street) and Laverton (Aviation Road).

**Buses**

Bus services are more focussed on providing movement across Hobsons Bay, although most routes travel beyond the municipality. There are 13 metropolitan bus routes, one SmartBus service and two night bus services.

There are several key public transport hubs in Hobsons Bay, with close integration between train and bus services, including Laverton (eight bus and one train), Newport (three bus and one train), Altona (three bus and one train), as

\(^{15}\) Excluding micro-centres as defined in the Activity Centre Strategy (2016).

\(^{16}\) Further information on public transport in the municipality is outlined in the Hobsons Bay Integrated Transport Plan (2017-30).

\(^{17}\) Aircraft Station in Laverton is part within Hobsons Bay and part Wyndham.
well as Altona North (Altona Gate) which has six bus routes passing through the area.

Frequency for bus services is a particular concern in Hobsons Bay, especially as it is main public transport option available to those living in Altona Meadows and Altona North. Weekday peak frequencies on several routes is 40 to 45 minutes, and more than half of the 14 routes provide off peak frequencies of 40 or 60 minutes. Service levels deteriorate considerably on weekends, when many services run at 60 to 80 intervals and some routes not operating on Sundays. Notably, several of these reduced bus services operate through car dependent neighbourhoods such as Seabrook and Altona Meadows.

Active Transport

What is Active Transport?

Active transport refers to travel methods involving physical exercise such as walking and cycling.

Cycling

Hobsons Bay has over 50 kilometres of off-road shared trails, including the Federation Trail, Skeleton Creek Trail, Laverton Creek Trail, Kororoit Creek Trail, Cherry Lake Trail and Coastal Trail. The latter also provides access to the Westgate Punt ferry service, which joins up with the Port Melbourne and Docklands trail on the eastern bank of the Yarra River. The municipality also has around 30 kilometres of on-road bike lanes, both on local and arterial roads.

Hobsons Bay’s shared trail network caters to recreational, exercise and some commuter cyclists, as well as many different types of pedestrians such as dog walkers, parents with prams, walking groups, and joggers.

While commuter and recreational routes are reasonably well-established in parts of the municipality, there is a lack of ‘neighbourhood routes’ to fill the gap between these different forms of travel.

Walking

Pedestrian footpaths run alongside most of Hobsons Bay’s local road network, which extends for around 430 kilometres. The municipality also has over 50 kilometres of off-road shared trails. Additionally, most of Hobsons Bay’s arterial roads are served by either a shared trail or footpath.

Some suburbs are more conducive to walking than others. Table 4 shows the WalkScore rating for Hobsons Bay. While these scores do not provide a definitive analysis of each location, they do provide an indication of the relative walkability of each neighbourhoods.

Williamstown ranked the highest for walkability and Altona Meadows and Seabrook were rated as the least walkable suburbs in the municipality.

Table 4: WalkScore walkability rating for Hobsons Bay suburbs

<table>
<thead>
<tr>
<th>Neighbourhood</th>
<th>Walk Score</th>
<th>Rank (Melbourne)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Williamstown</td>
<td>71</td>
<td>81st</td>
</tr>
<tr>
<td>Newport</td>
<td>70</td>
<td>82nd</td>
</tr>
<tr>
<td>Spotswood</td>
<td>66</td>
<td>117th</td>
</tr>
<tr>
<td>Altona</td>
<td>63</td>
<td>125th</td>
</tr>
<tr>
<td>Williamstown North</td>
<td>61</td>
<td>141st</td>
</tr>
<tr>
<td>Altona North</td>
<td>60</td>
<td>148th</td>
</tr>
<tr>
<td>South Kingsville</td>
<td>59</td>
<td>153rd</td>
</tr>
<tr>
<td>Brooklyn</td>
<td>58</td>
<td>167th</td>
</tr>
<tr>
<td>Seabrook</td>
<td>57</td>
<td>173rd</td>
</tr>
<tr>
<td>Laverton</td>
<td>50</td>
<td>212th</td>
</tr>
<tr>
<td>Altona Meadows</td>
<td>43</td>
<td>259th</td>
</tr>
<tr>
<td>Seabrook</td>
<td>43</td>
<td>265th</td>
</tr>
</tbody>
</table>

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18 Data sources from www.walkscore.com. WalkScore is a US-based website that has compiled walkability scores for neighbourhoods across the world.
Figure 14: Train Stations and Principle Bus Lines
What is an Activity Centre?

Activity centres are locations that combine activities such as retail, offices, entertainment, community, education, medical services and higher-density housing. An activity centre can be a large shopping centre or a small strip of shops.

Hobsons Bay has many different activity centres ranging in size and type. The largest centres which are identified in Plan Melbourne as Major Activity Centres are: Altona, Altona North and Williamstown.

The Hobsons Bay Activity Centre Strategy Technical Report 2016 identifies these Major Activity Centres as well as 17 Neighbourhood Activity Centres and 16 micro centres located throughout the municipality (as shown on Figure 15).

Plan Melbourne identifies the importance of activity centres in accommodating growth across Melbourne and that activity centres have the capacity to continue to grow and diversify the range of activities they offer^19^.

Diversification will give communities access to a wide range of goods and services, provide local employment and support local economies and the development of 20-minute neighbourhoods. In many activity centres, this growth will include housing, particularly at higher densities^20^.

Plan Melbourne identifies three key ingredients which contribute to vibrant activity centres. These are as follows:

- well serviced transport options (including public transport)
- a diversity of housing choice in a walkable area

Activity centres and transport

Figure 15 shows the location of the activity centres to the train station in Hobsons Bay. Two of the three Major Activity Centres have access to train stations (although Williamstown Activity Centre is just outside of the walkable catchment to the train stations).

Activity centres and housing

Activity centres therefore have a key role in accommodating extra dwellings to ensure that residents have access to existing services and facilities.

The draft Hobsons Bay Activity Centre Strategy (2018) identifies that activity centres are becoming increasingly important for new residential development. The ongoing decline in household sizes, changes in lifestyle and the community’s strong desire to preserve the neighbourhood character of established residential areas means that activity centres will need to accommodate increasing demand for diverse housing options through medium and higher-density apartment type living.

Thus, activity centres will comprise an increasing share of Hobsons Bay’s additional housing supply, particularly through infill and mixed use development.

The location of these centres are important when considering the opportunities for future housing. The next section discusses the location of the existing centres in terms of ‘walkability’.

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^20^ Policy 1.2.1, Plan Melbourne (2017-50).
Figure 15: Activity Centres and Train Stations
2.3.2 Walkability

Walkability is simply a measure or an indication of how friendly/easy an area is to walk. A walkable catchment is the distance in which access to a service/facility can be reached and is accepted as a generally reasonable distance to walk.

Walkability is an important indicator of how accessible housing is to community services, facilities and infrastructure. There are numerous benefits of walkable/accessible neighbourhoods including health (promotes active transport), economic and environmental benefits associated with less reliance on private motorised vehicles.

The ‘rule of thumb’ for walkable catchments in planning policy is 800 metres walking distance from a train station (also stipulated in Clause 56.03 of the Hobsons Bay Planning Scheme) and 400 metres walking distance from an activity centre. This represents a 10 and five minute walk respectively. In general, people are likely to walk further for higher order facilities and services.

Figure 16 shows the walkable catchments for Hobsons Bay based on an 800 and 400 metre catchment distance from train stations and activity centres (Figure 15). The catchments have been mapped based on actual walkable distances i.e. not as the crow flies to better reflect accessibility.

The housing capacity assessment undertaken uses smaller catchment distances of 400 metres and 200 metres around activity centres to conservatively estimate potential dwelling opportunities.

Dwellings in walkable catchments

The total number of dwellings within walkable catchments to train stations and activity centres within Hobsons Bay has been calculated, as well as the total number of dwellings within an activity centre (on land zoned commercial 1 and mixed use). The totals are provided in Table 5.

An assessment of the location of infill development has been undertaken in Section 2.4.8.

Table 5: Total number of dwellings near to community services and infrastructure (2015)

<table>
<thead>
<tr>
<th>Walkability</th>
<th>Total No. Dwellings</th>
<th>% of total in Hobsons Bay</th>
</tr>
</thead>
<tbody>
<tr>
<td>800m of a train station</td>
<td>11,428</td>
<td>31.0</td>
</tr>
<tr>
<td>400m of a bus interchange</td>
<td>605</td>
<td>1.6</td>
</tr>
<tr>
<td>400m of an activity centre</td>
<td>12,374</td>
<td>34.0</td>
</tr>
<tr>
<td>Within an activity centre (C1Z &amp; MUZ)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C1Z</td>
<td>626</td>
<td>1.2</td>
</tr>
<tr>
<td>MUZ</td>
<td>197</td>
<td>0.5</td>
</tr>
<tr>
<td>Shop top housing</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C1Z</td>
<td>204</td>
<td>0.54</td>
</tr>
<tr>
<td>MUZ</td>
<td>197</td>
<td>0.56</td>
</tr>
</tbody>
</table>

Public transport within walkable catchments

Table 5 identifies the following in regards to public transport and walkable catchments in Hobsons Bay:

- less than one-third of all housing in Hobsons Bay is within an 800 metre walkable distance to a train station
- around 25,290 dwellings are located outside of an 800 metre walkable catchment to a train station. The two largest suburbs in the municipality Altona Meadows and Altona North (which is also one of the Major...
Activity Centres) are not serviced by a train station although there is a bus interchange at Altona Gate (Altona North)

- less than two per cent of total dwellings were within 200 metre of a bus interchange

Activity centres within walkable catchments

Table 5 identifies the following in regards to activity centres and walkable catchments in Hobsons Bay:

- nine of the activity centres in the municipality are within a walkable catchment (800m) to a train station
- just over one-third of all housing is within a 400 metre walkable distance to an activity centre
- around 1.7 per cent of all dwellings are located in the Commercial 1 Zone (C1Z) and Mixed Use Zone (MUZ) of which around 1.1 percent is shop-top housing
Figure 16: Walkable Catchments
CHARACTER/BUILT FORM
2.4 CRITERIA FOUR: CHARACTER/BUILT FORM

This section assesses the key character/built form issues considered, including:

- Is there strong heritage or neighbourhood character values?
- Are there any existing Design and Development Overlays?
- How diverse is the existing housing stock?
- Does the area have ageing housing stock/larger lots available? (opportunities for redevelopment)
- What type of housing change/new residential development has been occurring? (indication of residential demand)

2.4.1 Overview

The character and built form within Hobsons Bay varies across the suburbs, attributes such as the age of housing stock and the lot sizes have a bearing on the opportunities and constraints for future housing change.

This section assesses the criteria of character and built form.

2.4.2 Heritage

Hobsons Bay has a diverse range of housing stock representing all eras. The eastern parts of the municipality have older housing stock than the central and western side, subsequently there are many areas in the eastern parts that are affected by heritage overlays.

There are two key purposes to the Heritage Overlay (HO), firstly to conserve and protect heritage building from inappropriate alterations/removals and to ensure that infill development respects existing heritage areas.

In Hobsons Bay, the majority of HOs for residential areas (houses) are located in the eastern part of the municipality. Williamstown, Newport East, pockets of Williamstown North, Newport West and Spotswood are covered by HOs (refer Figure 17).

Dwellings within the HO consist of contributory and non-contributory dwellings21.

2.4.3 Neighbourhood character

There is a mix of neighbourhood character types in Hobsons Bay, however the predominant type is Garden Court and Garden Suburban22. In the eastern parts of the municipality, the character is a mixture of Inner Urban and Urban

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21 Dwellings identified as ‘contributory’ are deemed to have significant local heritage value and the loss or demolition of such buildings are not usually supported.

22 Refer to draft Hobsons Bay Neighbourhood Character Study (2018) for more information on the six neighbourhood character types identified in Hobsons Bay.
Contemporary with some areas identified as Waterfront Suburban in Altona, Seaholme and Williamstown.

The draft Neighbourhood Character Study (2018) identifies certain residential pockets as having particularly intact neighbourhood character which is worthy of protection (areas of special character). These areas are recommended as Limited Change to protect the special character and shown on Figure 18.

Additional controls to protect the special character areas can include the application of the Neighbourhood Character Overlay (NCO). An NCO triggers a permit in the case of building demolition and a single dwelling being built.

There are currently no NCOs in Hobsons Bay.

2.4.4 Design and Development

The Design and Development Overlay (DDO) is a planning tool applied to land requiring specific design and built form considerations.

Figure 19 shows the types and locations of existing DDO in Hobsons Bay. In regards to residential development, the key overlays for consideration relate to foreshore building heights including:

- DDO4 which applies a foreshore height limitation of two storeys to land adjoining the coast
- DDO8 which applies a foreshore height limitation of three storeys to some pockets of land in Williamstown and Williamstown North

A summary of the DDOs and their purpose is provided in Appendix A.
Figure 18: Special Neighbourhood Character Areas

(Source: Neighbourhood Character Study 2018)
Figure 19: Design and Development Overlays*

*Refer to Appendix B for further description.
2.4.5 Other planning considerations

Single Dwelling Covenants (SDC)

A Single Dwelling Covenant is an ongoing, private agreement between land owners established usually at the time an original land subdivision was being created, to achieve a particular urban form outcome or residential environment. Council is not a party to the agreement except in some instances where Council is a stakeholder/player.23

There are known SDC within Seaholme, the Rifle Range (Williamstown), Altona and Altona Meadows. However, the presence of SDC should not override the strategic planning for an area24.

Single Dwelling Covenants (SDC) prohibit anything other than a single dwelling being built on the subject site. There are however mechanisms within the Planning and Environment Act 1987 for the removal or variation of these covenants.25

Sites affected by SDC are often not identified until a permit application is received for the site.

2.4.6 Existing housing diversity

Housing diversity varies across the municipality with a mix of separate houses, medium density and high density housing as shown in Figure 20.

The Housing Strategy Background Report (and addendum) identifies that around two thirds of total housing comprise separate houses (low density) and around a third is medium density housing.

However, housing diversity is not uniform across the suburbs. In general, the housing types in the suburbs in the eastern parts of Hobsons Bay are much more diverse than compared to the suburbs in the western parts.

Housing diversity for each suburb is analysed in the Housing Change Area maps in Section 3.0.

Figure 20: Housing diversity (2016)

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23 For example, The Range, Williamstown.
25 Either through a planning permit application or planning scheme amendment application, although the process can be lengthy.
2.4.7 Existing housing densities

The average dwelling density in Hobsons Bay is around 16 dwellings per hectare\(^{26}\) which is considered low density\(^{27}\) (refer Table 6).

**Table 6: Housing density guidelines\(^{28}\)**

<table>
<thead>
<tr>
<th>Density</th>
<th>Dwellings per hectare (dph)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Low</td>
<td>&lt;25</td>
</tr>
<tr>
<td>Medium</td>
<td>25-75</td>
</tr>
<tr>
<td>High</td>
<td>&gt;75</td>
</tr>
</tbody>
</table>

However, densities and housing types do vary across the suburbs as shown in Table 7. Overall, housing densities are higher in the eastern part of the municipality compared to the western parts, especially in Newport and Williamstown (Newport East is the densest) where lot sizes are generally smaller. Housing densities are also high in the Mixed Use Zone in Altona.

Examples of different housing densities is provided in Figure 21.

Densities are expected to be higher in areas closer to activity centres (due to State government policy driving urban consolidation to activity centres) and in Mixed Use Zones (which allows for a higher residential density).

The map in Figure 22 shows the average housing densities in areas surrounding activity centres in Hobsons Bay (based on walkable catchments of 800 metres from the train station or 400 metres from the edge of the commercial zone for centres with no train station).

**Table 7: Average housing densities in Hobsons Bay (2015)**

<table>
<thead>
<tr>
<th>Suburb</th>
<th>Total Area (ha)</th>
<th>Total No. Dwellings</th>
<th>Average housing density</th>
</tr>
</thead>
<tbody>
<tr>
<td>Altona - Seaholme</td>
<td>385</td>
<td>5,905</td>
<td>15.3</td>
</tr>
<tr>
<td>Altona Meadows</td>
<td>497</td>
<td>7,548</td>
<td>15.2</td>
</tr>
<tr>
<td>Altona North</td>
<td>342</td>
<td>4,838</td>
<td>14.2</td>
</tr>
<tr>
<td>Brooklyn</td>
<td>53</td>
<td>851</td>
<td>16.2</td>
</tr>
<tr>
<td>Laverton</td>
<td>121</td>
<td>1,916</td>
<td>15.8</td>
</tr>
<tr>
<td>Newport East</td>
<td>75</td>
<td>1,752</td>
<td>23.5</td>
</tr>
<tr>
<td>Newport West</td>
<td>161</td>
<td>3,458</td>
<td>21.5</td>
</tr>
<tr>
<td>Seabrook</td>
<td>102</td>
<td>1,814</td>
<td>17.8</td>
</tr>
<tr>
<td>Spotswood - South Kingsville</td>
<td>111</td>
<td>2,040</td>
<td>18.3</td>
</tr>
<tr>
<td>Williamstown</td>
<td>255</td>
<td>4,782</td>
<td>18.3</td>
</tr>
<tr>
<td>Williamstown North</td>
<td>100</td>
<td>1,816</td>
<td>18.8</td>
</tr>
<tr>
<td>Hobsons Bay</td>
<td>2,201</td>
<td>36,720</td>
<td>16.7</td>
</tr>
</tbody>
</table>

\(^{26}\) Based on an approximate calculation of the total gross area of land zoned for residential use divided by the total number of dwellings.

\(^{27}\) Note: For growth areas, there is a minimum density of 15 dwellings per net developable hectare with an aim to increase to 20 dwellings per hectare (Clause 11.02-3).

\(^{28}\) Dwellings per hectare (dph) as defined in the Residential Zones State of Play Report, Managing Residential Development Taskforce (January 2016). *Using a site density measure (excluding roads etc).*
### EXAMPLES OF HOUSING DENSITIES

**Low Density**

<table>
<thead>
<tr>
<th>Density</th>
<th>Location</th>
<th>Density (dw/ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>&lt;25dph</td>
<td>Woods Street, Laverton</td>
<td>14 dw/ha</td>
</tr>
<tr>
<td></td>
<td>Pollard Court, Altona</td>
<td>18 dw/ha</td>
</tr>
<tr>
<td></td>
<td>Toit Street, Newport</td>
<td>22 dw/ha</td>
</tr>
</tbody>
</table>

**Medium Density**

<table>
<thead>
<tr>
<th>Density</th>
<th>Location</th>
<th>Density (dw/ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>25-75dph</td>
<td>Birmingham Street, Spotswood</td>
<td>34 dw/ha</td>
</tr>
<tr>
<td></td>
<td>Civic Parade, Altona</td>
<td>46 dw/ha</td>
</tr>
<tr>
<td></td>
<td>Pearson Street, Williamstown</td>
<td>50 dw/ha</td>
</tr>
<tr>
<td></td>
<td>Mason Street, Newport</td>
<td>58 dw/ha</td>
</tr>
<tr>
<td></td>
<td>Arthus Way, Williamstown</td>
<td>67 dw/ha</td>
</tr>
<tr>
<td></td>
<td>Blyth Street, Altona</td>
<td>70 dw/ha</td>
</tr>
</tbody>
</table>

**High Density**

<table>
<thead>
<tr>
<th>Density</th>
<th>Location</th>
<th>Density (dw/ha)</th>
</tr>
</thead>
<tbody>
<tr>
<td>&gt;75dph</td>
<td>Kororoit Creek Road, Williamstown North</td>
<td>146 dw/ha</td>
</tr>
<tr>
<td></td>
<td>Mason Street, Newport</td>
<td>181 dw/ha</td>
</tr>
<tr>
<td></td>
<td>Pier Street, Altona</td>
<td>209 dw/ha</td>
</tr>
</tbody>
</table>

*Figure 21: Examples of different housing densities in Hobsons Bay*
Figure 22: Average housing densities in walkable catchments from activity centre/train station (2016)
2.4.8 Infill development trends (housing change)

An understanding of past development trends provides a useful insight into potential housing opportunities.

This section identifies the trends in infill residential development in Hobsons Bay over recent years.

Infill development trends

The infill developments trends in Hobsons Bay has predominantly been the replacement of separate houses with medium density housing (such as units and townhouses), this is helping to increase housing diversity.

**Figure 23: Change in housing types (2011-16)**

![Diagram showing the change in housing types between 2011 and 2016.]

The Background Report (addendum)\(^{29}\) identifies that the amount of separate houses decreased from 75 per cent in 2011 to around 65 per cent in 2016, whilst the amount of medium density increased from 22 per cent to 32 per cent over the same period. There was just a slight increase in high density housing (three or more storeys) from 1.4 per cent to 1.7 per cent.

\(^{29}\) Hobsons Bay Housing Strategy Background Report Addendum (December 2017), p.28.

**Infill development (2007-17)**

An analysis of Council’s rates and building data has been undertaken to identify how many new residential developments have been constructed between 2007 and 2017.

Over the period 2007 to 2017\(^{30}\), a total of 4,477 dwellings were constructed (407 per annum) in the municipality. Demolitions of existing dwellings equated to 1,161 which means that there was a total net gain of 3,316 additional new dwellings which is an additional 331 new dwellings constructed per annum (refer Table 8).

The recent rate of development has been much greater, from 2012 to 2017, around an additional 402 new dwellings per annum were constructed in the municipality\(^{31}\) (refer Figure 24).

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

The suburbs experiencing the highest rate of new housing growth include:

- Altona-Seaholme
- Altona North
- Newport West

\(^{30}\) Residential building constructions obtained from Council’s rates and property data (provided by Opteon) over the period 1/4/2007 to 1/04/2017.

\(^{31}\) This section has been updated in accordance with the Hobsons Bay Housing Strategy Addendum (December 2017).
Table 8: Net residential dwellings constructed (2007-17)

<table>
<thead>
<tr>
<th>Suburb</th>
<th>Net additional residential dwellings constructed (2007-17)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No.</td>
</tr>
<tr>
<td>Hobsons Bay</td>
<td>3,311</td>
</tr>
<tr>
<td>Altona-Seaholme</td>
<td>678</td>
</tr>
<tr>
<td>Altona Meadows</td>
<td>359</td>
</tr>
<tr>
<td>Altona North</td>
<td>641</td>
</tr>
<tr>
<td>Brooklyn</td>
<td>225</td>
</tr>
<tr>
<td>Laverton</td>
<td>196</td>
</tr>
<tr>
<td>Newport East</td>
<td>58</td>
</tr>
<tr>
<td>Newport West</td>
<td>532</td>
</tr>
<tr>
<td>Seabrook</td>
<td>16</td>
</tr>
<tr>
<td>Spotswood-South</td>
<td>254</td>
</tr>
<tr>
<td>Kingsville</td>
<td></td>
</tr>
<tr>
<td>Williamstown</td>
<td>278</td>
</tr>
<tr>
<td>Williamstown North</td>
<td>74</td>
</tr>
</tbody>
</table>


*Seaholme accounted for 43 so Altona had an additional 62 dwellings per annum.
**South Kingsville accounted for 113.

The construction of new dwellings in Altona Meadows is attributed to vacant lots rather than the demolition and replacement of existing homes.

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32 Note: Dwellings constructed for 2017 is low as it is not a full year’s data.
Brooklyn has also been experiencing a high rate of infill development over recent years. Although only around seven per cent of new housing growth has occurred in Brooklyn, this proportion is significant given that it is the smallest suburb in Hobsons Bay.

Comparing the total number of dwellings in the municipality (as of 2017) with the total constructed over the last decade (2007-17) shows more clearly the scale of recent infill development across the suburbs (refer Figure 26). Around one quarter of the total housing in Brooklyn has been from recent construction.

![Figure 26: Total housing (2017) vs recent construction (2007-17)](image_url)
Infill development, location and walkability

The location of the new additional housing within Hobsons Bay (2004-14) has been mapped in conjunction with the walkable catchments used in .id’s assessment (refer Table 9).

Proximity to public transport and activity centres

Table 9 and Figure 27 shows the distribution of new dwellings constructed in Hobsons Bay between 2004 and 2014. New dwellings were scattered throughout the residential areas of the municipality with slightly heavier concentrations in locations with major development sites, e.g. Pier Street Altona, or where there have been a large number of infill developments on existing residential blocks e.g. two or three for one replacements. These types of incremental infill developments have been more common in Newport West and Altona North in recent years, particularly as the housing stock ages and older residents move away, freeing up the land for redevelopment.

Just over one quarter (26.5 per cent) of all new additional dwellings constructed between 2004 and 2014 were located within activity centre catchments, Pier Street, Altona had the highest number of approvals of all the activity centres, accounting for 73.5 per cent of the total. Most of these approvals were for apartments in the Mixed Use Zone.

The spatial distribution of new dwellings constructed does not align well with proximity to activity centres. This primarily reflects the incremental nature by which land available for new housing becomes available in an established urban area.

Table 9: New dwellings by location (2004-14)

<table>
<thead>
<tr>
<th>Location</th>
<th>Total</th>
<th>Proportion (%)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Activity centres</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Pier Street</td>
<td>242</td>
<td>7.3</td>
</tr>
<tr>
<td>Somers Parade</td>
<td>10</td>
<td>0.3</td>
</tr>
<tr>
<td>Central Square</td>
<td>87</td>
<td>2.6</td>
</tr>
<tr>
<td>Altona Gate</td>
<td>53</td>
<td>1.6</td>
</tr>
<tr>
<td>Borrack Square</td>
<td>47</td>
<td>1.4</td>
</tr>
<tr>
<td>The Circle</td>
<td>34</td>
<td>1.0</td>
</tr>
<tr>
<td>Laverton Station/Aviation Road</td>
<td>77</td>
<td>2.3</td>
</tr>
<tr>
<td>Newport Junction</td>
<td>92</td>
<td>2.8</td>
</tr>
<tr>
<td>Challis Street</td>
<td>24</td>
<td>0.7</td>
</tr>
<tr>
<td>Spotswood</td>
<td>25</td>
<td>0.8</td>
</tr>
<tr>
<td>Vernon Street</td>
<td>25</td>
<td>0.8</td>
</tr>
<tr>
<td>Williamstown Central – Douglas Pde</td>
<td>54</td>
<td>1.6</td>
</tr>
<tr>
<td>Williamstown Central – Nelson Place</td>
<td>31</td>
<td>0.9</td>
</tr>
<tr>
<td>Williamstown North/The Range</td>
<td>62</td>
<td>1.9</td>
</tr>
<tr>
<td>Total in activity centres</td>
<td>879</td>
<td>26.5</td>
</tr>
</tbody>
</table>

(Source: housing.id, Analysis of housing consumption and opportunities 2016)
Figure 27: Location of Infill Development (2004-14)