ACKNOWLEDGEMENTS
September 2018

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

Council acknowledges the peoples of the Kulin Nation as the Traditional Owners of these municipal lands and waterways. We pay our respect to Elders past and present.

Council acknowledges the legal responsibilities 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.
The city is home to 95,395 residents (2018) and is expected to increase to around 112,462 by 2036. This equates to a demand for around 8,849 new homes (443 new homes per annum to 2036).

Hobsons Bay is under pressure to accommodate new medium and higher density development.

The city is experiencing a number of changes that will impact on housing. These include changes in local residents and their needs, as well as trends in property development. There are also changes to the policies that determine how the city’s land is used.

**The key challenge for managing housing growth in Hobsons Bay is not only about ensuring there is enough supply, but also about ensuring new housing is being provided in the right location that matches the changing needs of residents.**

**WHAT IS A HOUSING STRATEGY?**

A Housing Strategy is a planning document that guides appropriate future residential development in an area.

This ensures that we are planning for the changing needs of residents by putting the right homes in the right places.

**WHY DO WE NEED A HOUSING STRATEGY?**

Like other metropolitan areas in Melbourne, Hobsons Bay is experiencing increasing demand due to a growth in population and an increase in smaller household sizes.

The availability of large redevelopment sites (Strategic Redevelopment Areas) on redundant industrial land is also driving significant increases in housing in some of our suburbs.

Our residential areas are predominantly low density, so any changes could impact on our streetscapes and neighbourhood character.

Council cannot prevent growth from occurring, it is how we respond to managing change that is important.

Population growth and over-development are key community concerns, particularly in relation to the effects that it may have on the existing community and the protection of our heritage, neighbourhood character and open spaces.

Hobsons Bay does not have a Housing Strategy and so, to date, has had limited influence in managing the location and type of new infill development across the suburbs.

Through understanding expected housing needs and directing new housing growth to the right areas, Council is better placed to manage housing growth and change.
HOW IS COUNCIL PLANNING FOR FUTURE HOUSING?

Council has prepared a Housing Strategy to plan for and manage future housing growth and change in Hobsons Bay.

The Housing Strategy tells us not only about the number of people who need to be accommodated in an area, but also about the key housing needs in the city and ways in which these can be addressed.

A number of housing needs have been identified in Hobsons Bay, including:

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

The Housing Strategy recommends a number of opportunities and actions for Council to explore and implement over the short, medium and long term to help address these housing needs in Hobsons Bay.

The biggest change that the Housing Strategy will introduce to current housing policy in Hobsons Bay is in identifying the preferred locations for new housing through the Housing Framework Plan.

This is a positive change as it enables Council to strategically consider where new development should be directed based on a range of important factors.

Having a diverse range of housing across our suburbs in the right locations is key to ensuring that there are different types of housing available (e.g. houses, townhouses, units, apartments etc.) to match the needs and preferences of residents now and into the future.
What other related planning policies are being considered?

Council wants to ensure that new residential development does not negatively impact the city’s existing streetscapes. Through the preparation of a new Neighbourhood Character Study (refer to Know Your Neighbourhood Character Study booklet), Council has drafted neighbourhood character design guidelines for new housing to be included in the local planning scheme.

Council is also preparing a new Activity Centre Strategy (refer to Know Your Activity Centre Strategy booklet) to help guide development within Hobsons Bay’s commercial centres. Activity centres have been identified as one of the main opportunities for accommodating new housing.

Council is also applying the New Residential Zones in Hobsons Bay (refer to Know Your New Residential Zones booklet). The New Residential Zones will impact upon where housing can be developed and the type of housing that can be developed. This is discussed in more detail in later sections.
HOW WAS THE STRATEGY PREPARED?

Council’s preparation of the Housing Strategy involved the consideration of a wide range of information.

The Housing Strategy consists of three parts:

- **Volume One:** Background Report
- **Volume Two:** Housing Framework Plan and Housing Capacity Assessment
- **Volume Three:** Housing Strategy

The development of local planning policy needs to align with the overarching State Government policy, including the directions contained in Plan Melbourne 2017-50 (the State Metropolitan Strategy) and other relevant planning policy documents.

The Housing Strategy considers the planning policy objectives set by the Victorian Government. One of the key objectives includes directing the majority of new housing to established areas with existing infrastructure and services (such as Hobsons Bay).
Volume Three (the Housing Strategy) is the actual strategy where you will find all the key policy directions, actions and recommendations for housing in Hobsons Bay, including the locations of the Housing Change Areas.

If you want to find out more about what criteria and information informed the application of the Housing Change Areas then refer to Volume Two (Housing Framework Plan and Housing Capacity Assessment).

For information about the research background work and consultation that helped inform the strategy, then refer to Volume One (Background Report).

What does the Housing Strategy do?

The Housing Strategy:

• sets out how Council is planning to respond to population growth and change
• identifies opportunities for new medium and higher density housing in line with State Government urban consolidation policies
• identifies where new housing can be located and guides the levels of housing change across the suburbs
• identifies opportunities to encourage more affordable housing and affordable living
• determines the potential capacity of the suburbs to deliver new housing
• sets out Council’s expectations in terms of built form and sustainability considerations
• responds to the changing resident profile across Hobsons Bay to ensure that new housing is matching residents’ needs
• provides more certainty for the community, developers and stakeholders
The Housing Strategy considers a wide range of information including demographic forecasts and development trends. Here is a snapshot of what the Housing Strategy is planning for:

EXPECTING HOUSING GROWTH BY SUBURB (2016-36):

- **Williamstown North** (The Rifle Range)
- **Williamstown**
- **Spotswood - South Kingsville**
- **Seabrook**
- **Newport West**
- **Newport East**
- **Laverton**
- **Brooklyn**
- **Altona North**
- **Altona Meadows**
- **Altona - Seaholme**

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It’s forecast that Hobsons Bay will need approx. +443 new homes per year.

**NUMBER OF DWELLINGS (2016-36):**

- **2016:** 37,542
- **2036:** 46,391

**NUMBER OF RESIDENTS (2016-36):**

- **2016:** 93,392
- **2036:** 112,642

**HOUSING DIVERSITY (2016):**

- **2%** High density
- **33%** Medium density
- **65%** Separate house

In 2036, there will be 44 per cent more residents aged 65+ years compared to 2016.

**AGEING POPULATION:**

Despite the increase in medium density housing, there has also been an increase in the number of 3+ bedroom housing which is not suited to smaller household types wanting 1 or 2 bedroom homes.

**HOUSING AFFORDABILITY:**

Around 9.4 per cent of households were experiencing housing stress (2011). A key issue is the decline in rental affordability.

**HOUSEHOLD TYPES:**

Couples with children will remain the most common household type but lone person households and couples without children are forecast to experience the most significant growth to 2036.
**HOBSONS BAY’S HOUSING CHALLENGES**

Through listening to the community and stakeholders, as well as doing background research, Council recognises that Hobsons Bay has the following housing challenges that need to be managed.

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<th>Challenge</th>
<th>Description</th>
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<td><strong>Growing and changing population</strong></td>
<td>Planning for an increasing and changing population, in particular, an ageing population and a growing number of smaller households.</td>
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<td><strong>Housing location</strong></td>
<td>New medium density housing has mainly been occurring outside of activity centres located further away from public transport and community services. This trend does not support the preferred locations for new housing growth.</td>
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<td><strong>Housing diversity</strong></td>
<td>There is a lack of housing diversity across a number of our suburbs which limits housing choices for residents.</td>
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<td><strong>Urban development pressures</strong></td>
<td>The community is concerned about the effects that population growth will have on the city’s existing infrastructure and services.</td>
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<td><strong>Neighbourhood character</strong></td>
<td>The community is concerned about the impact that new development is having on the character of existing neighbourhoods, particularly in areas changing from low density to medium/high density.</td>
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<tr>
<td><strong>Housing affordability</strong></td>
<td>Housing affordability is declining in the city with over 9 per cent of households experiencing housing stress (in 2011).</td>
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Through identifying the key housing needs, issues and opportunities in Hobsons Bay, the Housing Strategy recommends a number of objectives and actions in relation to four policy areas.

These policy areas will help Council shape the future direction for housing in Hobsons Bay. More detailed information on these objectives and actions are included in the full version of the Housing Strategy.

**Policy One: Population Growth and Change**

To understand the levels of population growth and change in the municipality over the next 20 years in order to plan for new housing and supporting community infrastructure and services.

**Policy Two: Housing Location and Housing Type**

To direct housing growth to identified Strategic Redevelopment Areas and activity centre catchments supported by public transport and community services. To ensure a diverse range of houses at appropriate locations and densities are provided across the municipality, to meet the needs of current and future residents in Hobsons Bay throughout their life stages.

**Policy Three: Housing Affordability and Affordable Housing**

To improve housing affordability in Hobsons Bay and increase the supply of affordable housing in the municipality.

**Policy Four: Housing Design, Functionality and Sustainability**

To encourage housing that fits in with the preferred neighbourhood character, is designed to meet the needs of residents throughout all stages of life. To increase the energy efficiency of homes to reduce greenhouse gas emissions and promote sustainable living.
Council is proposing to use the Housing Framework Plan to manage housing change across Hobsons Bay. The plan identifies areas for different levels of growth and change ranging from Limited to Substantial change – these are referred to as Housing Change Areas and also correspond to the New Residential Zones, which are discussed further in the next section.

**HOUSING FRAMEWORK PLAN**

The majority of residentially zoned land is proposed to be for [Limited Change](yellow areas), which represents the [Neighbourhood Residential Zone (NRZ)](NRZ). This zone has been applied in locations with high heritage/neighbourhood character values, or in areas further away from existing infrastructure and services, or located close to industrial land. The NRZ doesn't cap development but restricts the height to a maximum of two storeys.

Dwellings in the [Moderate Change Areas](pink areas) are proposed to remain in the [General Residential Zone (GRZ)](GRZ), this is currently the predominant residential zone in the municipality so there will be minimal changes in the planning rules for redevelopment and new housing in these areas.

The [Substantial Change Areas](orange areas) are proposed for the [Residential Growth Zone (RGZ)](RGZ) – these are identified in locations which are well located to train stations and activity centres or at large strategic redevelopment areas.

(These are in addition to other Substantial Change Areas identified for higher density residential development including: Strategic Redevelopment Areas and land zoned for Mixed Use and Comprehensive Development).
WHAT ARE THE HOUSING CHANGE AREAS?

Housing Change Areas identify the level of change in growth, densities and housing type that are considered suitable for that area. Council has identified three housing change areas for Hobsons Bay to meet future housing needs in our city, including additional new housing and the diversity of housing available. These are:

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

In summary, areas that are not suitable for future housing growth have been identified for Limited Change and areas where further growth is encouraged have been identified for Substantial/Moderate Change.

HOW WILL THE HOUSING CHANGE AREAS IMPACT MY STREET?

The proposed Housing Change Areas are outlined in the table opposite along with examples of the housing types you can expect to see in those areas.

The preferred level of housing change in your street will impact on the type of housing and densities that can occur.
What Housing Change Area (HCA) will my property be in?
Please visit the online map to see which HCA has been proposed for your property.
Visit: newzones.hobsonsbay.vic.gov.au
HOW WERE THE HOUSING CHANGE AREAS DETERMINED?

A number of considerations have been taken into account to help guide and determine the appropriate housing change areas across Hobsons Bay.

These include four criteria (summarised below).

**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?

Determining the appropriate level of housing change
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)

Determining the appropriate level of housing change

More information about the criteria can be found in Volume Two of the Housing Strategy.
They were introduced into the Victorian Planning Provisions to provide more certainty to the community and developers around what type of development is expected in certain areas.

**The three new zones are:**

- Neighbourhood Residential Zone (NRZ)
- General Residential Zone (GRZ)
- Residential Growth Zone (RGZ)

All Councils in Victoria must apply the New Residential Zones that are tailored to their city and its needs. Hobsons Bay has undertaken the necessary work required to draft the New Residential Zones boundaries based on the Housing Strategy and other relevant planning policy documents.

**HOW WILL THIS AFFECT PLANNING IN MY NEIGHBOURHOOD?**

An important component of the New Residential Zones are the zone schedules. Schedules are a planning tool that Councils can use to tailor certain requirements to achieve a specific outcome. For example, building setbacks, landscaping and front fence heights.

The proposed schedules to the New Residential Zones are being informed by Council’s new Neighbourhood Character Study.
### Limited Change Area

Areas where housing growth and densities should be limited. This could be where there is strong heritage and/or neighbourhood character which needs protecting, or in locations where increased growth is not desirable because they are located away from services and facilities, or within close proximity to industrial areas.

### Moderate Change Area

Areas where modest growth of additional housing types can be accommodated whilst respecting neighbourhood character. These include locations close to key activity centres and where there are opportunities for increased residential development and housing diversity.

### Substantial Change Area

Areas where future housing growth and increased densities should be encouraged, such as Strategic Redevelopment Areas and areas with good access to a train station and activity centre.

### Overview

#### Neighbourhood Residential Zone (NRZ)

- To recognise areas of predominantly single and double storey residential development.
- To manage and ensure that development respects the identified neighbourhood character heritage, environmental or landscape characteristics.

#### General Residential Zone (GRZ)

- To encourage development that respects the neighbourhood character of the area.
- To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.

#### Residential Growth Zone (RGZ)

- To provide housing at increased densities in buildings up to and including four storey buildings.
- To encourage a diversity of housing types in locations offering good access to services and transport including activity centres and town centres.
- To encourage a scale of development that provides a transition between areas of more intensive use and development and other residential areas.

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### Clause 32.09

- To recognise areas of predominantly single and double storey residential development.
- To manage and ensure that development respects the identified neighbourhood character heritage, environmental or landscape characteristics.

### Clause 32.08

- To encourage development that respects the neighbourhood character of the area.
- To encourage a diversity of housing types and housing growth particularly in locations offering good access to services and transport.

### Clause 32.07

- To provide housing at increased densities in buildings up to and including four storey buildings.
- To encourage a diversity of housing types in locations offering good access to services and transport including activity centres and town centres.
- To encourage a scale of development that provides a transition between areas of more intensive use and development and other residential areas.
WHAT DOES THIS MEAN FOR ME?

The rules around developing new housing in Hobsons Bay are changing. This means that the amount and type of housing that is allowed will vary across the city.

The main rules that are guiding housing change are the proposed application of the New Residential Zones. Exactly how this may impact you depends on what New Residential Zone your home is proposed to be in. An example is provided on the next page.

The Housing Strategy is strongly linked to the Neighbourhood Character Study, which Council has also drafted. If you are planning to develop new housing in the municipality or just want to know what type of housing development is proposed in your neighbourhood, then you will need to refer to both the Housing Strategy and the Neighbourhood Character Study.
EXAMPLE
A resident has a property on Hammond Street in Altona and wants to know how the New Residential Zones impacts their land:

According to the Housing Framework Plan, this property is within the Neighbourhood Residential Zone (NRZ). This zone indicates that limited housing change is the preferred level of change in this location which means single or double storey houses only (not exceeding 9 metres high).

There is no limit on the number of units which could be developed as long as the Minimum Garden Area and ResCode requirements are satisfied.

For more detailed information about the rules that apply, the resident would need to refer to relevant clauses in the Hobsons Bay Planning Scheme once it has been included (e.g. Clause 32.09 – Neighbourhood Residential Zone including zone schedules and meet the relevant Neighbourhood Character objectives).

Refer to the Know your Residential Zones booklet for more information.
HOW WILL THE STRATEGY BE IMPLEMENTED?

In order for the Housing Strategy to guide planning decisions, it needs to be included in the Hobsons Bay Planning Scheme.

Once the strategy has been finalised and adopted by Council, a planning scheme amendment will be required to include the key objectives and policy direction in Council’s Municipal Strategic Statement (MSS) including a revised Clause 21.08 (Housing).

A planning scheme amendment will also be required to implement the New Residential Zones into the Hobsons Bay Planning Scheme, this will include updating the schedules to the existing General Residential Zone (clause 32.08) and Residential Growth Zone (clause 32.07), and the addition of a new clause 32.09 (Neighbourhood Residential Zone) and schedules.

Additionally, the Housing Strategy includes an implementation plan which identifies a number of actions for Council to undertake (refer to the draft Housing Strategy for more details).
WHAT ARE THE NEXT STEPS?

Once the Housing Strategy is finalised and adopted by Council, the planning scheme amendment will commence.

Planning scheme amendments can be a lengthy process, particularly for large complex policies. There will be a further opportunity for the community and stakeholders to make a formal submission on the planning scheme amendment during the public exhibition (expected early 2019).

Once feedback from the planning scheme amendment process has been considered and approved by the Minister for Planning, it is expected that the Housing Strategy will be implemented into the Hobsons Bay Planning Scheme in mid/late 2019.