

# O3 Housing Framework Plan



# 3.2 Housing principles

Four guiding principles have been developed, which underpin the vision for housing in Wyndham. These principles have been further refined through a process of community consultation undertaken on the Draft Strategy in August 2023. The principles have informed the development and refinement of Wyndham's Housing Framework Plan.



#### Principle 1

#### Housing choice for everyone

New homes will provide a range of housing choices, types and designs, that meet the needs of our diverse community across different demographic cohorts and life stages.



#### Principle 2

# Locating new homes in key centres, with existing services and infrastructure

New homes will be prioritised around Wyndham's Urban Pulses and City Heart, maximising access to public transport, services, jobs and infrastructure and enabling residents to access most of their daily needs close to home.



#### Principle 3

# Enhancing our special neighbourhood and landscape character

New homes will respect, contribute to and enhance Wyndham's unique landscape and neighbourhood character values.



#### Principle 4

# Protecting and enhancing our natural environment

As our city grows, Wyndham's valuable and significant ecological habitats and environments will be protected and maintained for future generations.

# 3.3 Planning for housing

Planning Practice Notes provide guidance on the development and implementation of strategic planning provisions. These practice notes contain State government guidance around considerations in planning for housing and the application of planning controls.

#### PPN90 – Planning for Housing

Planning Practice Note 90 provides guidance on planning for housing growth and respecting neighbourhood character.

State planning policies require Councils to plan for projected population growth over a 15-year period and provide clear directions on locations that are most appropriate for growth to occur.

Considerations for future growth should include:

- Opportunities for the consolidation, redevelopment and intensification of existing urban areas.
- Neighbourhood character and landscape considerations.
- The limits of land capability and natural hazards and environmental quality.
- Service limitations and the costs of providing infrastructure.



#### Relevance of PPN90

- Outlines the various policy 'levers' within the planning system to plan for housing, this includes multiple implementation scenarios that are available for Councils.
- Local Housing Strategies must be consistent with the identified role and purpose of each change area.
- If there is need for a greater range of change areas (beyond minimal, incremental and substantial) strong strategic justification is required.
- Councils should use Victorian Government population projects (Victoria in Future) and land supply estimates when planning for population and housing change.
- Neighbourhood character is not a static concept and evolves over time (i.e., it is not about preventing change).
- Provides guidance on preparing a residential development framework and identifying change areas.

Figure 14 Components of planning for housing change (Source: DTP, 2023)

#### **PPN91 – Using Residential Zones**

Planning Practice Note 91 provides guidance on the implementation of residential zones, local policies and overlays. PPN91 identifies 5 key principles that underpin the residential zones as follows:

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

#### **Relevance of PPN91**

- Rather than specifying preferred neighbourhood character statements in local planning policy, objectives can be specified in a schedule to a residential zone to implement the preferred neighbourhood character.
- The key test to determining the appropriateness of a residential zone is whether it implements the higher order strategies and residential development framework.
- Provides helpful guidance with regard to implementation of desired built form outcomes and translation of preferred character outcomes.

# 3.4 Wyndham's revised Housing Framework Plan

Wyndham has a unique spatial and geographic context. Ensuring that new housing is concentrated in the right areas is a key priority for this Strategy. The location of housing affects residents' amenity, transport choices, and housing affordability as well as access to employment, retail, community services and open spaces. It also has implications for the cost and provision of infrastructure.

Since the State-wide implementation of new residential zones in 2014 and subsequent reforms to the Planning Policy Framework, Council has been developing and refining its Housing Framework Plan.

Wyndham's Housing Framework Plan delineates three categories of housing change to guide the future development across Wyndham's established and residential growth areas. Known as 'minimal', 'incremental' and 'substantial' change areas, these three categories balance a range of considerations to ensure that new housing is located in the right places.

Key considerations in developing Wyndham's Housing Framework Plan are as follows:

- Facilitating a housing stock that is diverse in its types, designs, sizes and tenure and that is flexible and adaptable to accommodate changing needs within the community.
- Encouraging medium and high-density residential development in walkable catchments around public transport networks and activity centres.
- Ensuring infill development contributes to the preferred neighbourhood character of its surrounds.
- Alignment with The Wyndham Plan and its six big ideas.

In addition to these principles, the Housing Framework Plan can also influence a range of other factors such as:

- Influencing residential development outcomes to promote high quality residential design.
- Promoting the provision of substantial landscaping within the public and private realm with a focus on canopy trees. To ensure housing design and urban form addresses issues of environmental sustainability.
- Retaining and enhancing Wyndham's valued community spirit and strong sense of identity.
- Responding to affordability issues and special housing needs including for elderly people and people with disabilities.

# 3.5 Housing change areas

The Wyndham Housing Framework Plan sets out a spatial strategy to direct the location, type and density of new housing across the municipality.

It identifies three levels of housing change as follows:

- Minimal change: locations that have significant and established neighbourhood character, heritage, environmental values or significant development constraints.
- **Incremental change:** locations that accommodate housing diversity while also providing a transition from substantial change areas.
- Substantial change: provide for housing growth in areas suitable for increased densities around existing activity centres, key transport corridors and strategic opportunity sites.

The Housing Framework Plan is shown at Map 3.

A key priority of this Strategy is to enable and promote housing diversity across Wyndham's established residential and growth areas. Each housing change area will facilitate different types of housing and built form. **Page 50** provides a summary of the preferred housing types across each change area.

#### Established residential areas

The Housing Framework Plan applies across all of Wyndham's established residential areas.

The implementation of the Housing Framework Plan in established residential areas will occur through the application of different residential zones, and where necessary supporting schedules. These residential zones are set by the State Government (Planning Practice Note 91) including minimum and maximum regulations, for example the height of buildings.

#### **Residential growth areas**

Wyndham's growth areas are subject to existing Precinct Structure Plans (PSPs), which are separate planning documents that describe how a precinct or series of sites within a growth area will be developed over time. A PSP sets out the broad environmental, social and economic parameters for the use and development of land within the precinct.

The Housing Framework Plan shows two categories of change in growth areas: substantial change and incremental change PSP. The application of substantial change within and around key activity centers is consistent with the vision and principles outlined in this Strategy, The Wyndham Plan and applied zones within a number of PSPs.



#### Minimal change

Allows for minimal housing change due to the environmental, heritage and neighbourhood character of the area, or other significant development constraints. It includes land located within the Low-Density Residential Zone or Neighbourhood Residential Zone.

#### **Housing types**

Duplex, dual occupancy, detached dwellings

#### **Proposed height**

1 and 2 storeys



#### **Incremental Change**

Allows for modest housing growth and a variety of medium density housing types which respect the preferred future neighbourhood character, or will make a significant contribution to a new, more desirable preferred future neighbourhood character. It includes land located within the General Residential Zone.

#### **Housing types**

Low-scale apartments, townhouses (semi-detached), multi-unit, duplex, dual occupancy

#### **Proposed height**

2 and 3 storeys



#### **Substantial change**

Allows for housing growth and diversity at increased densities. It includes land located within the Activity Centre Zone, Priority Development Zone, Residential Growth Zone and Special Use Zone, as well as key strategic opportunity sites within the established, residential areas of Wyndham.

#### **Housing types**

Apartments, shop-top housing (in commercial and mixed-use areas), townhouses (semi-detached), multi-unit

#### **Proposed height**

3 and 4 storeys

#### MAP 3

#### **Housing Framework Plan**

#### Housing change areas

Substa

Substantial change

Incremental change

Minimal change

#### **Future investigation areas**

1

Future substantial change area

2/

Future incremental change with access (subject to servicing availability)

**/**3//

Future investigation area for housing diversity

4

Future incremental change with access investigation area

#### Legend

Activity centre boundary

Wyndham City Heart

Existing heritage overlay

7/7/

Proposed heritage investigation area

2/2/2/

Wyndham Stadium Precinct

East Werribee Employment Precinct

Public Open Space

- -

Urban growth boundary

T

Existing train station

T

Future train station

.....

Train line

Major Road Werribee River

# Minimal change

#### Minimal change objectives:

- Conserve and enhance characteristics that contribute to the environmental significance, heritage values, and preferred neighbourhood character.
- → Support standard density housing types, such as dual occupancies and detached housing.
- → Retain existing housing that positively contributes to the preferred neighbourhood character of the precinct.

#### **Description**

Minimal change areas are locations with significant and special neighbourhood character, heritage value, environmental or landscape significance. Due to these characteristics and physical constraints, minimal change areas are unsuitable locations for housing growth and will experience the lowest level of change in Wyndham.

**Map 4** shows the extent of the proposed minimal change areas in the City of Wyndham.

#### Characteristics of minimal change

One or more of the following characteristics apply to minimal change areas:

- Locations with special neighbourhood character or heritage significance. This may include existing or future heritage precincts and / or existing or future Neighbourhood Character Overlays (NCOs).
- Locations within the rural garden and coastal character types.
- Locations with significant infrastructure constraints.
- Locations with large minimum lot size controls (e.g.,Low Density Residential Zone).
- Locations with sensitive environmental interfaces (e.g.,. the Werribee River).

#### **Preferred housing types**

The preferred housing types for minimal change areas are:

- Dual occupancy dwellings
- Duplexes
- Detached dwellings

#### Key design outcomes

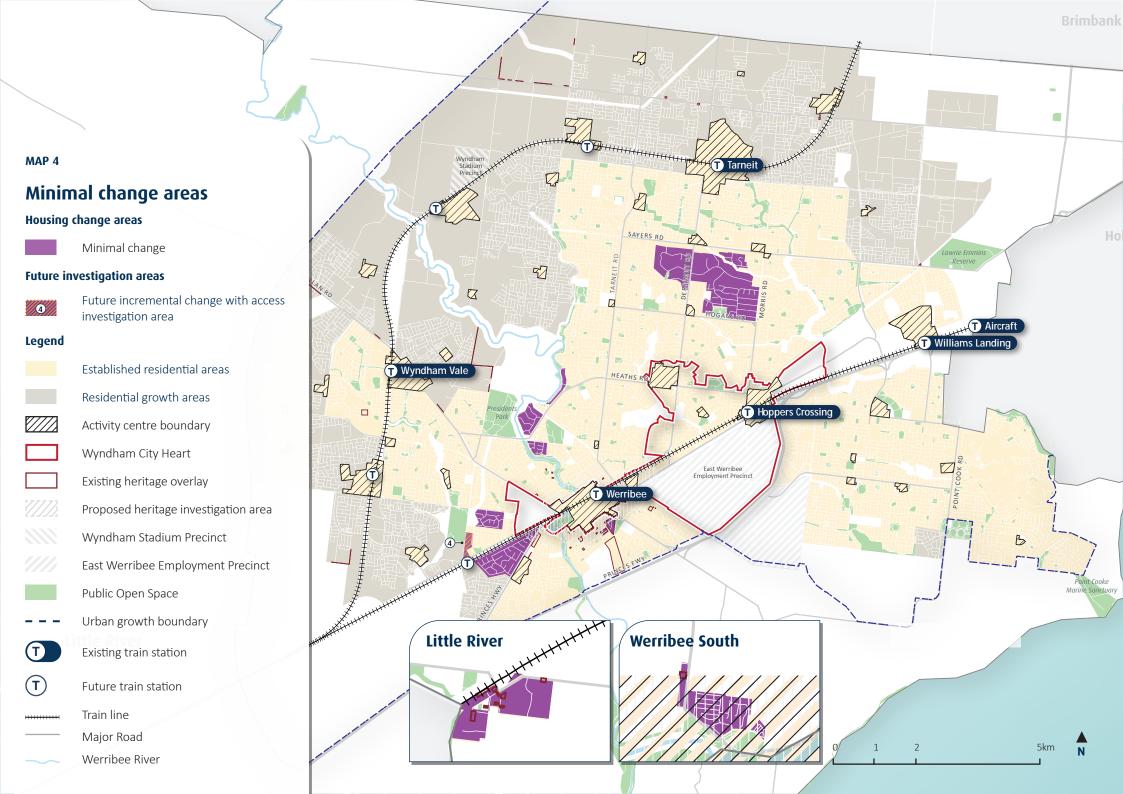
Minimal change areas have limited capacity to accommodate future residential development and growth, due to their physical, natural and historic attributes. Future housing will comprise one or two storey homes which are designed and sited to respect the preferred neighbourhood character.

#### **Implementation**

Minimal change areas will be zoned 'Neighbourhood Residential' (NRZ) in the Wyndham Planning Scheme.

Different character areas within the proposed NRZ may have separate schedules which may vary certain ResCode standards to maintain key characteristics such as sense of spaciousness, setbacks and interfaces.

Land within 'Low Density Residential Zone', will remain within the LDRZ, except for lots fronting Tarneit and Sayers Roads which have been identified as an area that could accommodate more housing diversity, subject to the provision of infrastructure and services.



# Incremental change

# Incremental Change objectives:

- → Retain existing housing that positively contributes to the preferred neighbourhood character of the precinct.
- Encourage moderate housing growth and diversification in the form of townhouses, units, dual occupancies and detached houses in locations with good access.
- In areas adjacent to substantial change areas, provide a 'stepping down' and transition in built form.
- → In areas with good access to transport and services, encourage smaller housing sizes and types to contribute to overall dwelling diversity, particularly one- and twobedroom dwellings.

#### **Description**

Incremental change areas apply to the majority of residential land in Wyndham's established areas.

The Housing Framework Plan (see **Map 5**) shows three categories of incremental change:

- Incremental change with access: areas that interface
  with substantial change and moderate incremental
  change areas. These areas are also well located in
  proximity to public transport, key boulevards and
  activity centres.
- Moderate incremental change: applies to the majority of residentially zoned land across Wyndham's established residential areas.
- Incremental change (growth areas): applies to the majority of land across Wyndham's growth areas.

# Characteristics of incremental change

One or more of the following characteristics apply to incremental change with access areas:

- Well-located areas within proximity to Urban and Neighbourhood Pulses (as outlined in The Wyndham Plan 2023).
- Adjacent to, or on the periphery of, substantial change areas. This may include residential land around activity centres or along key main roads or public transport networks.

- Locations with very good or excellent access to services and infrastructure and have capacity for housing growth and diverse housing types.
- Large lot properties fronting Tarneit and Sayers Roads (note these locations are subject to provision of supporting infrastructure and servicing).
- Land located within the Wyndham City Heart.

Moderate incremental change applies to the balance of residential land within Wyndham's residential areas. These locations will retain existing housing that contributes positively to the preferred neighbourhood character of the precinct. In these locations, moderate levels of housing growth will occur over time.

Incremental change applies to the balance of land within Wyndham's residential growth areas. New housing in these locations will continue to be provided in accordance with existing PSPs.

#### **Preferred housing types**

In incremental change with access areas:

- Low-scale apartments (3 storeys)
- Townhouses
- Multi-units
- Duplex and dual occupancy.

In moderate incremental change and incremental change PSP areas

- Townhouses (semi-detached)
- Multi-unit
- Duplex
- Dual occupancy

#### **Key design outcomes**

In incremental change with access areas:

- These locations will provide a transition in built form between higher density and lower density housing forms.
- A mixture of housing typologies will be encouraged including low-scale apartment and townhouse typologies (3 storeys).
- These locations will continue to evolve and provide capacity for housing growth and more diverse types of housing.
- These are also locations with an evolving neighbourhood character where redevelopment will contribute to a preferred neighbourhood character that aligns with strategic policy directions.
- Locations within 800m of an existing train station or major activity centre could accommodate Future Homes typologies.

Moderate incremental change areas apply to the balance of residential land that is not identified for substantial or minimal change. These are areas without significant established neighbourhood character or redevelopment constraints. It is anticipated that moderate incremental change areas will:

- Encounter more modest housing growth in the form of townhouse and unit development as well as detached houses, consistent with the stated preferred neighbourhood character of the area.
- Accommodate some housing diversity with a focus on preferred neighbourhood character through mechanisms such as garden area requirements.
- Allow for low-scale medium density housing that is consistent with the preferred neighbourhood character of the area.
- Allow for built form up to two storeys

Incremental change PSP areas are shown on the Housing Framework Plan across the balance of Wyndham's residential growth areas.

#### **Implementation**

Incremental change with access areas will be zoned 'General Residential Zone' (GRZ) in the Wyndham Planning Scheme.

Moderate incremental change areas will be zoned Neighbourhood Residential Zone (NRZ) in the Wyndham Planning Scheme.

The different character areas within the proposed General and Neighbourhood Residential Zones may have separate schedules varying ResCode standards subject to further review at the implementation stage.

In implementing the incremental change PSPs areas, a review of existing UGZ schedules will be undertaken to ensure alignment with the directions of this Strategy.

As residential growth areas continue to develop over time, UGZ applied zones will transition across to standard residential zones (GRZ). In this process, consideration for the appropriate boundaries of future residential zoning should be made in accordance with the criteria outlined in this change area and the prevailing subdivision patterns.



# Substantial change

#### Substantial change objectives:

- → Encourage the development of higher density housing types, particularly townhouses, units, and apartments.
- Encourage smaller housing types, particularly one and two bedroom dwellings.
- → Encourage a variety of tenures, including affordable housing types.
- → Encourage the master planning of Strategic Opportunity Sites to facilitate the development of integrated, high quality precincts with an identifiable sense of place.
- → Encourage public realm improvements to enhance the appearance, function and safety of those areas subject to the greatest increase in residential density.
- → Support the early delivery of medium and high density housing in growth areas to support local activity centres, facilities and services.

#### **Description**

Substantial change areas provide for increased housing densities and diversity within and around existing and future activity centres, train stations and strategic corridors in alignment with The Wyndham Plan.

The Housing Framework Plan (see **Map 6**) shows three categories of substantial change:

- Substantial change (activity centres): applies to non-residential land within the boundaries of activity centres.
- **Substantial change (established areas)**: applies to land on the periphery of activity centre boundaries in established residential areas.
- **Substantial change (growth areas)**: applies to land on the periphery of activity centre boundaries in residential growth areas.

\*While land within activity centres (i.e., land zoned for commercial, mixed-use or priority development) is not within the scope of this Strategy, it is recognised that these locations will play a key role in supporting greater housing growth and diversity in addition to Wyndham's residential areas.

# Characteristics of substantial change areas

Substantial change (activity centres) includes land located within:

- Commercial zones
- Mixed use zones
- Activity Centre Zone (Werribee Town Centre)
- Priority Development Zone (Williams Landing)
- Special Use Zone
- Key nodes/centers within the Wyndham City Heart (i.e., Hoppers Crossing)

Substantial change (established and growth areas) applies to land:

- Generally, within close proximity to major activity centre boundaries (existing and future Urban and Neighbourhood Pulses).
- At key nodes and along major corridors within the Wyndham City Heart.
- Generally within close proximity of neighbourhood activity centre boundaries.
- Along the Derrimut Road Boulevard (as outlined in The Wyndham Plan), generally one block back from the road.
- Priority locations for housing diversity (per The Wyndham Plan).

#### **Preferred housing types**

Substantial change (established areas) will facilitate housing growth and increased densities including:

- Low-rise and medium-rise apartments (4 storeys)
- Shop-top housing (in commercial and mixed-use areas)
- Townhouses
- Multi-unit houses

#### Key design outcomes

Substantial change areas have been identified as priority locations to focus housing growth as they are within walking distance of key corridors principal public transport network (PPTN), outlined in The Wyndham Plan.

Substantial change areas along key PPTN recognises that these routes will experience frequent public transport service in the future and are therefore the most appropriate areas to support higher density residential development. Over time, the application of substantial change areas along additional PPTN routes may increase as further high quality and high frequency services are delivered.

In Point Cook and neighbouring activity centres, substantial change areas are focused around existing activity centre boundaries. This application reflects the constraints on services and public transport infrastructure in this area.

Substantial change areas within activity centre boundaries are not residentially zoned, however will play an important role in accommodate future housing. As these locations are not residentially-zoned land, the scale and form of development will be guided by other planning controls and policies. Housing change within these locations will generally be in the form of apartment and shop-top housing.

Substantial change areas are also shown on the Housing Framework Plan around Urban and Neighbourhood Pulses (The Wyndham Plan).

It is acknowledged that some substantial change areas in growth areas are currently subject to the Urban Growth Zone (UGZ). In a number of cases, the application of this change area is consistent with the vision and principles outlined in this Strategy, The Wyndham Plan and applied zones within existing Urban Growth Zone schedules.

This category of substantial change also applies to locations identified as Priority Housing Diversity Areas, as outlined in The Wyndham Plan. This includes locations around:

- Future train stations
- The Wyndham Stadium
- Priority location for housing development adjacent to Manor Lakes Activity Centre (as outlined in The Wyndham Plan)

#### Strategic opportunity areas

Strategic Opportunity Areas include precincts identified by Council with opportunity to provide higher density development, based on the application of the following criteria:

- located in a zone that permits residential use (includes Mixed Use, Commercial); or
- not constrained by a Heritage Overlay or other development impediment; or
- vacant, non-residential or occupied by housing at standard densities,
- within 400m of the PPTN bus route or an existing railway station

Future substantial change sites and areas for future investigation have also been identified along Derrimut Road and Sayers Road (shown in **Map 6**).

#### **Implementation**

Substantial change (established areas) will be zoned 'Residential Growth Zone' in the Wyndham Planning Scheme.

As other activity centres become more established within the municipality, further strategic work may be warranted to determine whether these areas and the surrounds should become areas for substantial change.

Council is currently progressing a range of built form analysis and other urban design reviews at key nodes around major centres. In implementing the RGZ, further review and refinement of this zone may be required to align with the outcomes of future built form analysis and reviews.

It will be appropriate to examine the potential application of planning controls such as the Design and Development Overlay or Development Plan Overlay to particular sites to ensure integrated, high-quality development that relates to surrounding uses and built form.

In implementing the incremental change PSPs areas, review of existing UGZ schedules will be undertaken to ensure alignment with the directions of this Strategy.

Since 2018, activity centre boundaries in Wyndham's growth areas have been further defined. However in many instances, subdivision or development has not yet occurred. As residential growth areas continue to develop over time, UGZ applied zones will transition across to standard residential zones. In this process, consideration for the appropriate boundaries of future residential zoning should be made in accordance with the criteria outlined in this change area and the prevailing subdivision patterns.

#### MAP 6

#### **Substantial Change Areas**

#### Sub-change areas

Substantial change (activity centres)

Substantial change (established areas)

Substantial change (growth areas)

#### **Future investigation areas**

(1)

Future substantial change area

(3)/

Future investigation area for housing diversity

#### Legend

Established residential areas

Residential growth areas

Activity centre boundary

Wyndham City Heart

Existing heritage overlay

Proposed heritage investigation area

Wyndham Stadium Precinct

East Werribee Employment Precinct

Public Open Space

Urban growth boundary

Existing train station

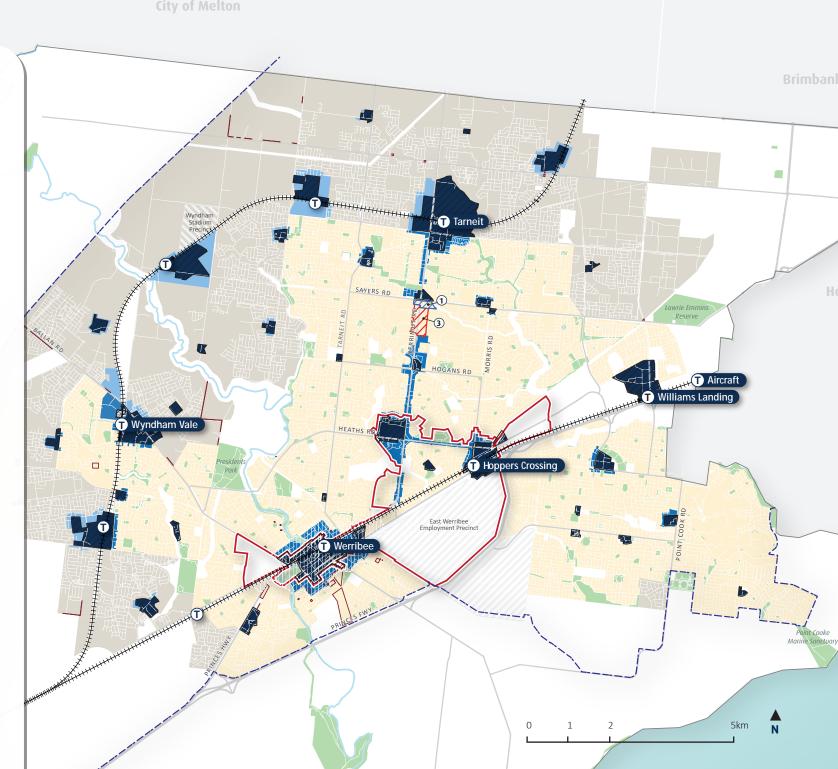


Future train station

Train line

Major Road

Werribee River



### **Housing Framework Plan actions**

No.	Action
Housing Framework Plan	
1	Review wording of Clause 02.03-6 'Housing' in the Wyndham Planning Scheme in line with the strategic objectives and actions outlined in this Strategy. This includes updates to Wyndham's demographic data and forecasts as relevant.
2	Update Clause 02.04 'Strategic Framework Plan' in the Wyndham Planning Scheme through introduction of the revised Housing Framework Plan.
3	<ul> <li>Translate housing change areas into the new suite of residential zones, including schedules as appropriate, to reflect neighbourhood character and development objectives in the following way:</li> <li>'Neighbourhood Residential Zone' to be applied to minimal change and moderate incremental Change Areas;</li> <li>'General Residential Zone' to be applied to incremental change areas; and</li> <li>'Residential Growth Zone' to be applied to the substantial change areas.</li> </ul>
4	Consistent with 'Big Idea 5: Liveable Residential Neighbourhoods' in The Wyndham Plan 2023, actively seek to implement Clause 11.02-3s that relates to 'Sequencing of development of the Planning Policy Framework within the Wyndham Planning Scheme'.
5	Review and update relevant PSPs and / or relevant urban growth zone schedules to align with the updated Housing Framework Plan.
6	Consistent with Wyndham's advocacy strategy 'Securing Wyndham's Future', continue to advocate for improved public transport and road infrastructure upgrades in the City.

# O4 Housing diversity and design

# 4.1 Diversity and type

Today, housing in Wyndham is dominated by detached houses. Semi-detached, townhouses and apartment style housing types account for a only a small proportion of all dwellings. There is a need to diversify housing to ensure that the varied housing needs of the community can be met.

#### **Overview**

Creating greater diversity of housing types and sizes requires providing homes that suit people of all ages and abilities, and for all stages of life.

The community's Wyndham 2040 Vision includes a strong theme of inclusion through housing under its vision for 'Places and Spaces'.

"Our city will offer a diverse range of housing types and built environments that contribute to the quality of life of residents at all ages."

The following pages outline objectives and actions related to housing design in the municipality, organised under four themes:

Housing diversity

Specialised housing types

Design quality

Universal and multigenerational housing



#### **Housing diversity**

The provision of a diverse housing stock assists in achieving broad strategic objectives including housing choice, affordability and adaptability, and supports the concept of ageing in place. There are also some population groups that have particular requirements for housing in terms of design, location, tenure and cost.

Housing diversity relates to the following dwelling components and characteristics:

- Dwelling type (e.g., detached house, townhouse, unit, apartments)
- Dwelling size (e.g., floor area, number of bedrooms, storeys)
- Lot size (e.g., rural residential, medium density)
- Tenure
- Price point
- Location

A key issue in Wyndham preventing a more diverse housing stock in the residential growth areas is the lack of provision of large allotments or 'super lots' (close to Activity Centres and services) that could accommodate medium and higher density housing types (e.g., unit and apartments). Council will prepare structure plans and urban design frameworks in and around activity centres that will identify areas for medium and higher density housing opportunities as demand makes their development viable. Another barrier to housing diversity is a lack of awareness of the market potential for other sizes and types of housing.

#### **Specialised housing types**

Some community groups have particular requirements for housing in terms of design, location, tenure and cost. This includes older people, people with a disability, students and newly arrived migrants. These challenges include increased cost of living, health and wellbeing and resilience to the impacts of climate change.

Council must focus on improving the diversity, affordability and accessibility of housing stock provided by the private sector to meet the needs of special groups to ensure that they are not displaced or discouraged from living in the City, due to inappropriately designed and located or unaffordable housing stock.

The Wyndham Affordable Housing Strategy (2022-2025) includes recommendations for tailored housing solutions for priority groups which include women, older people, people with a disability, First Nations and younger people.

Few existing and approved PSPs incorporate or refer to the provision of specialised forms of housing (e.g., retirement villages). It is important that Council and local planning policies encourage the provision of this type of housing, particularly in the growth area suburbs, to ensure that the City's housing stock provides housing opportunities and choice for people across different abilities and circumstances.

Special groups are often vulnerable groups for whom cost of living, health and comfort and climate change resilience are key issues.

#### **Objective and actions:**

Provide a diversity of housing stock for all residents of Wyndham to enable a wide range of housing choice.

- 7 Continue to advocate for a diversity of housing stock in new developments in negotiations with developers, builders and the Victorian Planning Authority. This is particularly important in the delivery of super lots for medium density developments.
- **8** Work with developers to identify barriers to increased diversity housing product, particularly in growth areas.
- 9 Identify Council-owned land suitable for potential development and pilot demonstration projects such as Future Homes to increase housing diversity and promote high quality apartment housing.

#### **Design quality**

Land use patterns, topography, landscape and a diversity of lot sizes provide a variety of residential environments within the City. However, the majority of housing growth in the municipality is anticipated to be provided through greenfield development in the short-medium term and the quality of housing design in these areas has been questioned by residents with regard to design characteristics and appearance.

Both the renewal of Wyndham's existing activity centres and creation of new town centres will include provision of medium and higher density forms of housing. It is important that such development adds to, rather than detracts from, the character and amenity of these centres.

One of the themes identified in The Wyndham Plan focuses on improving Wyndham's image and civic pride and promoting high quality residential

design. There is a need to ensure that new dwellings contribute to creation of a unique sense of place, respond to their surrounding context, produce quality building design, and provide high levels of amenity for current and new residents.

New housing development should respect established heritage and neighbourhood character values. Notwithstanding, it is acknowledged that there are some areas of the municipality where a change in character may be appropriate and provide an improved outcome.

It is important that new medium and high-density housing is well designed and functional to provide high levels of amenity to future residents and neighbouring properties.



#### **Objective and actions:**

Promote high quality design that respects and enhances preferred neighbourhood character while supports innovative design practices.

- 10 Update Clause 15.01-5L to implement the preferred character statements and built form outcomes by this Housing and Neighbourhood Character Strategy.
- Provide targeted training to staff and
  Councillors to enhance skills in, and
  awareness of, design principles and practice.
- Prepare Design Standards and Guidelines for high density housing within Wyndham, potentially as part of Wyndham's proposed Urban Design Policy.
  - Prepare and adopt design guidelines for large strategic opportunity sites and strategic opportunity areas, where appropriate, to ensure their redevelopment positively
- contributes to their surrounding context, provides high quality and innovative building design and facilitates high levels of residential amenity for new and adjoining residents.

#### **Universal housing**

Universal housing, also known as 'liveable housing' is a term used to describe housing that is built to be ready to meet the needs of its residents of all abilities across all life stages. This can include features that make homes safer and more comfortable to use such as step-free entries to dwellings, wide corridors and doorways, slip-resistant flooring and accessible toilet and bathrooms.

Universal housing design features need to be incorporated into the design and development of new housing, to minimise the requirement and cost associated with renovating and retrofitting existing homes. Universal housing not only encourages and supports concepts of ageing in place and housing affordability, but also ensures that housing meets the needs and requirements of a broad range of people. This is particularly important in the context of the forecast aging of Wyndham's population as well as the significant increase in lone person households projected.

Beyond the design of the house itself, the location is also an important factor. Universal housing should be prioritised in well-serviced areas within proximity to public transport, shops and local services.

#### **Multigenerational housing**

Multigenerational housing supports several generations of the one family to live together in the one house. Multigenerational houses may be designed so that a large dwelling can easily be split into two or more dwellings to be rented out, without need for extensive renovations.

This form of housing allows the flexibility for a family to adapt the size of a dwelling to their changing household's size, for example as children grow up and leave home, or as grandparents move in- without the need to move or renovate. They allow families to affordably remain with their house and community throughout life's different stages.

#### **Objective and actions:**

Encourage the development of adaptable housing that enables residents to remain in their dwellings.

- 14 Explore opportunities to secure a resource within Council to partner with building industry to develop a pilot project of residential development incorporating universal design features in the municipality.
- 15 Subject to securing a resource, explore opportunities to partner with the development and building industry to develop a pilot project incorporating 'multigenerational housing'.
- 16 Subject to securing a resource, develop universal housing design guidelines for use by private sector and Council Officers.
- 17 Subject to securing a resource, prepare and implement a Universal Access training program to build the capacity of Council's Statutory and Strategy Planning and building staff. Training should reference the Welcome- Design Ideas for Accessible Homes guide prepared by the Victorian Building Commission.

O5
Housing affordability

# **5.1 Affordability**

The Wyndham Affordable Housing Strategy establishes a vision for a safe, connected and inclusive community with affordable, appropriate quality housing to meet the community's diverse and changing needs.



#### **Overview**

Wyndham's rapid growth has been driven in part by the relatively lower cost of housing in the area and vastly available greenfield land. Despite house prices remaining lower than the average price in metropolitan Melbourne, many residents in Wyndham are experiencing significant housing stress and hardship. The percentage of rental housing that is affordable is above the state average. However, the level of homelessness, mortgage stress and rental stress, is amongst the highest in the state.

In 2022, Council adopted the Wyndham Affordable Housing Strategy, which aims to meet Wyndham's diverse housing needs by:

- responding to the evidence and establishing a Guiding Framework for coordinated action to increase the supply of affordable housing in Wyndham; and
- supporting lower-income and vulnerable residents to access assistance when they need it.

A lack of affordable housing can lead to overcrowding, poor living conditions, or in some cases, homelessness. As people encounter housing stress, they become vulnerable to homelessness. On any given single night, there are 793 people experiencing homelessness in Wyndham (2020).

In December 2016, the Victorian State Government announced a \$15 million funding allocation to the Wyndham H3 Alliance, aimed at addressing some of these gaps of housing needs in Wyndham. Council is active in advocating for better housing support

services for the community, with the H3 Wyndham Alliance partnership of agencies aiming to help more than 1,700 people in the Wyndham area.

Council recognises that further collective work needs to be done. Victoria has the lowest proportion of social housing in Australia, whilst in Wyndham the number of social housing proportional to total dwellings remains one of the lowest in Victoria.

In June 2018, the *Planning & Environment Act 1987* was amended to include a definition of affordable housing; specifying that this includes social housing: "affordable housing is housing, including social housing, that is appropriate for the housing needs of very low, low and moderate-income households".

The Act also now includes a new objective for local governments across Victoria to facilitate the provision of affordable housing. In Wyndham 8% of households are on low income, earning less than \$1,048 per week (2020).

In this context, this chapter considers objectives and actions relating to housing affordability in Wyndham, with regard to a range of housing choices and issues for Wyndham residents:

Affordable living

Affordable rental housing

Social housing

Short term accommodation

Regulated housing

#### Affordable living

There are structural causes to living 'unaffordability' in growth areas. The lower cost of housing often comes at the expense of a lack of basic living needs in a local area, including health services, education, affordable transport, healthy food and employment. The highest levels of vulnerability to rises in petrol prices and interest rates are located in the outer metropolitan municipalities.

A key part of the vision for Plan Melbourne (soon to be updated) is the idea of creating liveable neighbourhoods, and supporting a more sustainable urban form that allows residents to work and use services within walking distance of their home.

Wyndham is experiencing rapid growth and therefore is in an advantageous position to guide development into concentrated areas around existing and proposed Activity Centres, where community infrastructure is available and public transport opportunities can be maximised. While this pattern of development will assist in supporting more walkable neighbourhoods, it will also encourage housing density to support the economic viability of activity centres.

Promoting energy efficiency in housing development can also reduce overall running costs which reduces pressure on households as well as contributing to more sustainable outcomes.

State planning policies also encourages the development of health and education precincts, which is likely to require the future provision of student housing and key worker housing in proximity to education, employment and public transport.

#### **Objective and actions:**

# Develop an integrated framework for Council action to address housing affordability across the municipality.

Align relevant actions from this Strategy with the Wyndham City Affordable Housing Strategy (2022-2025) including Council protocols, policies and resources dedicated to achieving affordable housing.

#### Ensure that housing growth supports the economic viability of activity centres.

- Ensure that a greater diversity and density of housing is provided within and around activity centres by implementing the objectives of the substantial change area.
- Require developers working in PSP areas to provide high density development close to activity centres, public transport and along the PPTN consistent with PSP objectives.
- 21 Consistent with Wyndham's advocacy strategy 'Securing Wyndham's Future, continue to advocate to relevant State government agencies for the delivery of key infrastructure in growth area suburbs.

#### Affordable rental housing

Over the past 10 years the median house price in Wyndham has increased by 101% (as of 2020).

Although rental affordability improved more in Wyndham than in any other LGA in metropolitan Melbourne in recent years, there has been an unprecedented rise in breakdown of rental housing households in the municipality. This is evidenced by the high number of warrants of possession executed over recent years, and through the work of the Wyndham H3 Alliance.

Renters are attracted to Wyndham for its relative affordability, yet residents are failing in the rental market at unparalleled levels. It is therefore clear that a greater choice of housing tenure is needed for current and future residents.

The Affordable Housing Strategy has an objective to increase the supply and diversity of affordable rental housing and affordable homes for purchase. It also identifies the role that planning regulations can play in providing affordable rental housing in locations with good access to public transport and services (for example, substantial change areas).

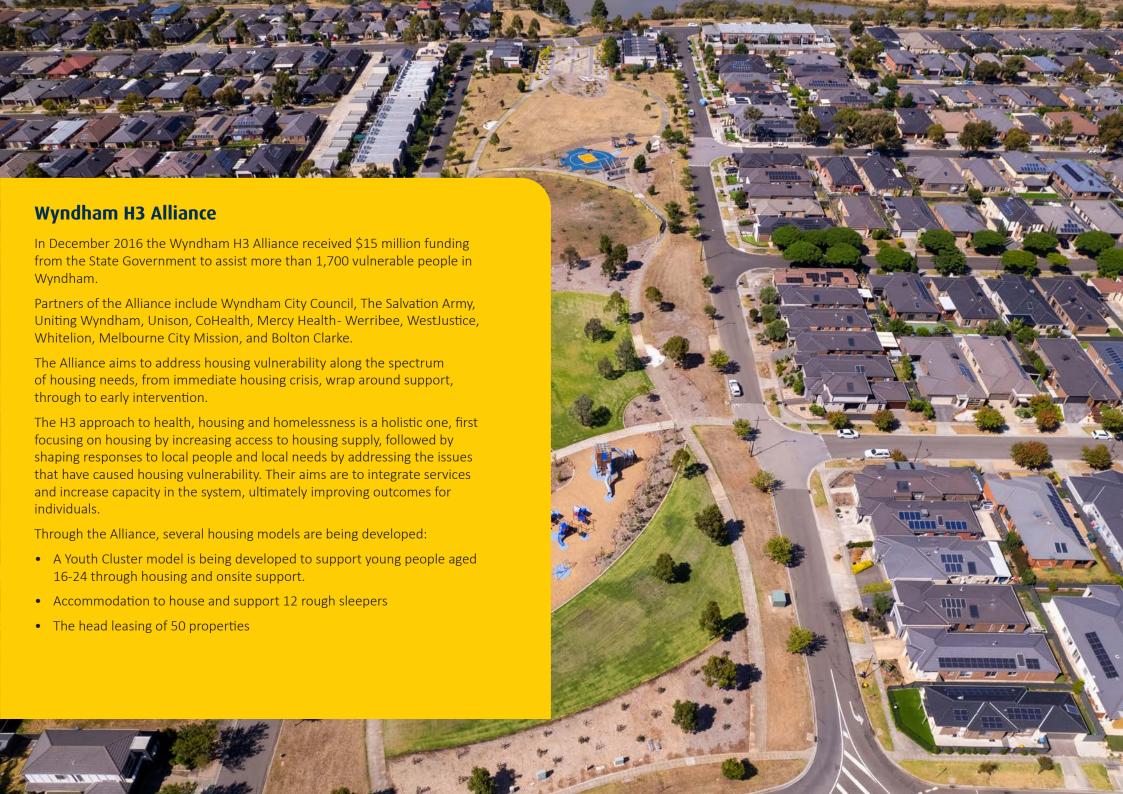
#### Social housing

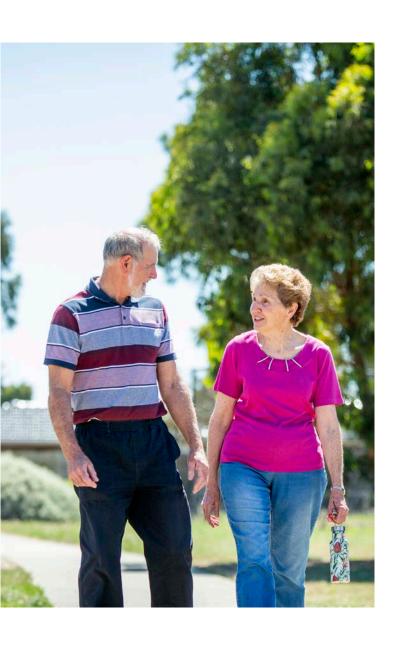
Social housing is an umbrella term used to describe subsidised housing for people on very low to moderate incomes and includes public, supported and community housing. Social housing is a blanket term referring to not- for-profit housing owned and managed for the primary purpose of meeting social objectives such as affordable rents, responsible management and security of tenure. This can include public housing as well as housing owned and managed by housing associations and trusts.

Between 2000 and 2019, Social Housing tenure declined significantly in Wyndham from 2.05% to 1.1%, highlighting a mismatch between demand and supply. Within the Western Melbourne region, 3,370 households were listed on the social housing register, the majority of whom were assessed as 'priority access' by the State Government.

There is a significant cohort in Wyndham who are older, on low income, renter, or who require assistance with their day-to-day tasks, these people may be facing housing vulnerability. It is anticipated this population will increase significantly over the next 20 years. Through the Wyndham H3 Alliance, numbers of people presenting as homeless through access points are the highest in Western Melbourne. Through the Alliance and its partners, further work is being done to develop greater understanding of the housing needs in the low-income housing market that may assist in supporting private and community partners to offer a diversity of tenures and housing options in the future.

Residents who live in social housing are often more vulnerable to thermally inefficient homes, which can lead to poor health outcomes. For example, issues of mould growth, poor ventilation and ageing appliances. Homes that lack insulation can overheat in summer months and be cold in winter. Increasing the supply more social and affordable housing can help residents to benefit from improvements to minimum standards.





#### **Objective and actions:**

# Develop a framework for Council action to address housing affordability across the municipality.

- Undertake an audit of Council owned land (including car parks, vacant land, open space) to identify potential under-utilised or surplus land that may be suitable for the development of affordable rental housing.
- Explore opportunities to increase the supply of affordable housing in the potential redesign and redevelopment of Council assets.
- Continue to advocate to State government to implement mandatory inclusionary zoning and other affordable housing targets into Planning Policy Framework.
- Advocate to the Victorian State Government for the continued renewal of public housing in the municipality, including strategies to increase public housing near activity centres.
- Investigate the potential of providing incentives for the inclusion of low cost and/or social housing in new developments, such as in Future Homes projects.
- Consistent with Key Strategic Action 1 of the Affordable Housing Strategy (2022-2025), broker
  partnerships between developers, social housing providers and other stakeholders in the redevelopment of strategic development sites throughout the municipality.
- Consistent with Key Strategic Action 1 of the Affordable Housing Strategy (2022-2025), explore innovative funding and finance models to support an increased supply of affordable housing.

#### Short term accommodation

Housing vulnerability and homelessness is a significant issue in Wyndham. The number of very low to moderate income households estimated to require affordable housing is expected to increase from 6,433 persons in 2016 to 12,064 households in 2036.

There is a complexity of issues that can be both causes and consequences of homelessness. Significant cohorts experiencing housing vulnerability in Wyndham include:

- Young people who are unable to live at home.
- Single parent families who have complex or recent lifestyle issues, such as relationship breakdown.
- People experiencing family violence.
- People experiencing symptoms of mental illness.
- People living with a disability unable to find suitable housing.
- Newly arrived families
- Migrants
- People aged over 55.

In Wyndham, the Initial Access and Planning (IAP) service acts as a primary access point for people experiencing, or at risk of homelessness. The service provides a range of services and advice, including referral to crisis, transitional or longer-term accommodation and specialist housing support providers. The homelessness services are funded by the Department of Health and Human Services.

#### Regulated housing

Caravan parks and rooming houses are housing alternatives that are regulated by Council. Rooming houses are regulated under the Public Health and Wellbeing Act 2008 and caravan parks or movable dwellings under the Residential Tenancies Act 1997.

Rooming houses must be registered with Council if there are individual rooms available for lease for the exclusive occupation of four or more tenants. Rooming house operators must be licensed prior to operating a rooming house. Council officers investigate unregistered rooming houses and conduct annual inspections of rooming houses registered with Council.

Rooming houses have a long history of use by people experiencing housing vulnerability. They generally provide communal housing for single people who (often through disadvantage) may find it difficult to access private rental housing.

As the profile of homelessness has changed, the client profile and typology of rooming houses has also changed. Increasing numbers of people with complex needs, people seeking one-bedroom accommodation, young people, women, families and older people are using rooming houses in the face of a tight rental market or lack of emergency accommodation. Rooming houses can be difficult to identify as they are increasingly located in converted residential dwellings.

Caravan parks which include residential villages are regulated under Part 14 of the Residential Tenancies Act 1997 and the Residential Tenancies (Caravan Parks and Movable Dwellings Registration and Standards) Regulations 2010. The Act and the Regulations promote health, safety and amenity of caravan parks and residential villages.

Caravan parks in Wyndham include short and long-term stay parks, holiday parks and residential villages. Council conducts routine inspections of caravan parks and residential villages in Wyndham. There are currently around 1,000 active sites containing either a caravan or a movable dwelling (cabin) in Wyndham and are a mix of long and short-term sites. Most sites in residential villages and are made up of retirees in long-term housing.

#### **Objective and actions:**

### Ensure appropriate housing options are available in the local area.

- Consistent with Wyndham's Health,
  Homeless and Housing (H3) Alliance, support
  increased presence of community service
  organisations that provide services for people
  experiencing issues that are considered
  'pathways' to homelessness (such as family
  violence, drug and alcohol use, mental health
  issues) in order to reduce demand for an
  emergency accommodation response.
- **30** Continue to support the Wyndham H3
  Alliance to deliver better outcomes for those experiencing homelessness or at risk of homelessness.

# 06 Sustainability

# 6.1 Sustainability

#### **Overview**

This are opportunities through this Strategy to improve sustainability outcomes in residential areas and across the municipality's existing and new housing stock. This will enable a more sustainable urban form and a built environment that is future-ready and resilient.

The application of the housing change areas will help to achieve a more sustainable urban form by guiding future housing growth to areas that already have existing services and infrastructure. These locations have good proximity to train stations, activity centres, jobs and services and are well-placed to support greater levels of growth. This pattern of development will also support a lower carbon city that is less reliant on cars and encourages more walkable neighbourhoods.

The following presents objectives and actions related to sustainability are categorised under three themes:

A carbon zero future

Energy efficient homes and sustainable design

Climate change resilience

#### A carbon zero future

Residential buildings significantly contribute to carbon emissions within the City of Wyndham, primarily through electricity use, transport, natural gas and waste. By 2040, Wyndham City Council has the ambition to transition to a zero carbon community.

Zero carbon developments are new buildings that have no net carbon emissions and generate an increased demand for renewable energy. There are many benefits to these types of buildings for example, they are cheaper to run, provide healthier and more resilient living environments and also provide broader social and economic benefits to the community.

Zero carbon development can be achieved through effective design strategies, reducing overall levels of carbon emissions and supporting technologies that improve construction techniques. This includes:

- Optimised passive design to deliver an energy efficient building envelope;
- Maximised energy efficiency standard of all appliances, systems and lighting;
- No fossil fuel consumption onsite, such as natural gas or LPG;
- Maximised on-site renewable energy generation;
- Residual electricity demand purchasing from local and/or offsite renewable energy generation;
- Use of materials that minimises carbon emissions
- Offset of emissions onsite or through a verified carbon offset scheme.



# Energy efficient homes and sustainable design

There are significant opportunities to improve the environmental performance of the City's existing and new housing stock, particularly for multi-dwelling developments where a planning permit is required.

The Sustainable Design Assessment in the Planning Process (SDAPP) is a program developed by a group of Victorian Councils that has been in implementation since 2018. It consists of local environmentally sustainable design policy (embedded in the Wyndham Planning Scheme), best practice standards and the Built Environments Sustainability Scorecard (BESS). It also includes supporting fact sheets covering 10 key sustainable design categories.

The BESS is an assessment tool used to provide a streamlined process for demonstrating sustainable design at the planning permit stage. A BESS report can be attached to a permit application to demonstrate the level of sustainability proposed development.

The sustainability requirements of the Building Code of Australia (BCA) aim to improve the environmental performance of new housing. The universal application of the Code to all new housing development means that its influence is more extensive than the Wyndham Planning Scheme, which can only control development when a planning permit is required.

The disadvantage of relying solely upon the Building Code is that it does not necessitate the consideration of environmental sustainability at the site analysis stage of development. Neither does it apply holistically to a multi-dwelling development. It is further noted that the BCA focus is on energy efficiency and thermal performance requirements and other areas of sustainability are not well represented. As such, there remain opportunities for the planning system to make a positive contribution to regulating better environmental performance outcomes.

The National Construction Code (2022) was adopted by states and territories in May 2023. It sets out requirements for the design and construction of buildings in Australia. It also sets minimum requirements for the energy efficiency of new homes, which aim to make homes cheaper to run, more comfortable to live in and more resilient to extreme weather.

In practice, the new energy efficiency requirements of the Code can be difficult and expensive to achieve through building envelope performance alone. Siting and solar access has a significant impact on energy efficiency and there are opportunities to addresses this early in planning subdivisions and site layouts to ensure requirements can be achieved without undue financial burden on development.

#### **Objective and actions:**

Improve the environmental performance and energy efficiency of new and existing housing.

- Advocate to State Government for mandatory disclosure of energy performance of houses for sale or rent.
- Government and the Australian Building
  Code Board to strengthen environmental
  performance requirements for all new
  developments.
- Advocate for increased sustainability requirements in the Wyndham Planning Scheme including consideration of environmental sustainability at the subdivision and site analysis stage of development.



#### **Objective and actions:**

# Promote sustainable design of residential buildings and subdivision

- **34** Actively work with the community, developers and builders in regard to the concept of sustainable subdivisions and neighbourhoods by:
  - Encouraging developers to apply the principles of the Green Star Communities or Environmental Development national frameworks in the design of new developments and subdivisions, and where possible achieve certification under these standards (or a similar equivalent rating tool).
  - Providing education and information to the local development industry on how housing development can contribute to sustainable neighbourhoods through Environmentally Sustainable Design.
  - Providing education and information to the development industry around what features make a neighbourhood sustainable.
- Prepare and implement an Environmentally Sustainable
  Design training program to build the capacity of Council's
  statutory, strategic and building staff.
- 36 Ensure that Environmentally Sustainable Design principles are incorporated in the Precinct Structure Planning process, to ensure subdivisions and residential allotments are environmentally efficient and sustainable.

#### Climate change resilience

Wyndham City Council is a member of the Council Alliance for a Sustainable Built Environment (CASBE), an association of Victorian Councils working together to create a sustainable built environment.

Reducing the impacts of the urban heat island effect is critical to the sustainability and liveability of Wyndham and a key factor in adapting to the impacts of climate change. Ensuring that there is space for tree planting in the public and private realm is a key issue, and one that can be tackled through the planning process, particularly within the growth areas, and throughout the city in street tree planting schemes and open space areas.

Increased canopy cover and green open space has additional community benefits such as developing a sense of place, visual amenity and can encourage more physical activity. Planting of large canopy trees can also vastly reduce the urban heat island effect and improve the quality of living experiences within the home.

Wyndham's City Forest and Habitat Strategy, adopted by Council in 2018, identifies Wyndham as having one of the lowest canopy covers in greater Melbourne. The Strategy includes tree canopy cover targets for private realm trees, streetscapes, parks and reserves. Wyndham's location in a rain shadow combined with high temperatures creates challenges for growing large shady trees. To reach these tree canopy targets a significant increase in the number of trees in the municipality is required. New developments provide an opportunity for the planting of vegetation and

protection of existing canopy trees to contribute to the neighbourhood character.

Ensuring that new residential developments allow for sufficient space within front and rear setbacks of dwellings to plant large canopy trees is a key issue and opportunity for Council. This extends to site coverage and encouraging new developments to provide increased levels of site permeability to allow rainwater to be sufficiently absorbed; therefore, preventing the soil from drying out and minimising flooding.

The use of synthetic grass also reduces site permeability, contributes to the urban heat island effect and can contaminate waterways through leaching of mircoplastics. It can also reduce and discourage the planting of canopy trees and planting of vegetation. Likewise, darker roofing also contributes to the urban heat island effect through increased absorption of solar energy. Dark roofs retain and absorb heat and this impacts both the energy efficiency of homes and reduces natural cooling in the environment.

The Landscape Context Guidelines were adopted by Council in March 2013 to help Council encourage the retention of key natural features within PSP areas. This is also supported through the City Forest and Habitat Strategy (2017-2040). Council is using this document to inform its response to the Victorian Planning Authority when consulted on draft PSPs and will advocate for the retention of all trees that have a high to very high arboricultural rating.



The Wyndham Landscape Guidelines 2018 provides guidance in regard to tree planting in the private realm and includes a tree selection chart. The guidelines are used when assessing planning permit applications and landscape plans for new residential development. Council also aims to increase canopy cover through increased planting of street trees on nature strips, including those adjacent to residential properties where possible.

A changing climate also impacts Wyndham's ecological systems and can lead to increased environmental risks. This can include increased risk of bushfires, storms, heatwaves, flooding, sea level rise and other weather events. Wyndham is home to a diverse range of significant landscapes, extensive areas of grassland and protected habitats. Containing Wyndham's urban footprint will ensure that these environmental habitats are protected for future generations.

This Housing Strategy can respond to future climate change challenges by directing housing growth to appropriate locations where the environmental risk is minimised, for example away from areas subject to flooding, inundation, landslip and bushfire. Directing new housing away from environmentally sensitive areas will reduce the risk to life or property associated with a potential emergency event. It will also help to preserve and protect native habitats, ecological corridors and Wyndham's natural environments.

#### **Objective and actions:**

Ensure that housing design allows space for tree planting and maximises site permeability, and that increased tree planting is a priority throughout the City on public and private land.

- **37** Explore planning mechanisms that could provide protection to large, established trees across the municipality.
- In accordance with the target to achieve 25% canopy cover by 2040 (per Wyndham's City Forest and Habitat Strategy), support greening initiatives that increase the provision of trees, vegetation and landscaping in the public and private realms.
- Provide information and guidance to developers and residents regarding trees in residential settings through the Wyndham Landscape Guidelines 2018 and increased engagement.
- 40 Ensure road reserves are designed to provide separation between the roadway and road verges to discourage parking on road verges and protect street tree planting (e.g. use of 'stand up' kerbs, formed parking bays etc).
- Negotiate with the VPA and developers through the PSP process to ensure building envelopes that allow for greater setbacks in growth areas to maximise opportunities for planting and greater permeability in the front and rear of dwellings.
- 42 Implement passive irrigation and water sensitive urban design strategies in the public realm.
- **43** Encourage low maintenance shrub planting instead of small pockets of lawn or synthetic turf.
- 44 Ensure landscaping is installed in accordance with planning permits and design guidelines favouring vegetation.