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Executive Summary

The population of Victoria and Melbourne is growing. To help manage this growth the state government has developed plans and strategies including *Melbourne 2030* and *Melbourne@5 Million*. As part of the more recently released *Melbourne@5 Million*, it is recognised that there is a need to accommodate over 600,000 additional dwellings across metropolitan Melbourne over the next 20 years. More than half of this growth is expected to occur within established areas.

In Moonee Valley specifically, the population is steadily growing and is expected to increase to 117,500 by 2028 from a population of around 109,000 today. Over the next twenty years, the most significant increase in population will be between the ages of 60 and 84 years. This, combined with an increase in lone person households and a decline in household size, will mean changes in the type of housing required to meet the needs of the community. It is currently expected the Municipality will need around 6,500 additional dwellings to accommodate the increased population to 2028.

Moonee Valley City Council is committed to providing housing opportunities within the Municipality which not only accommodate population projections, but also address a variety of specific housing needs and issues related to affordability, household size, diversity of choice, impact on urban character, environmentally sustainable design and access to services and facilities.

In May 2009, Council finalised its Housing Issues Paper. The Housing Issues Paper identified six core housing 'issues' which required further policy direction and guidance.

In September 2009 Council finalised its draft Housing Strategy. This strategy then went on public consultation for five weeks in November-December 2009 to invite resident and stakeholder feedback. This feedback has been reviewed and changes incorporated into the final housing strategy. The housing strategy has been developed to respond to the core housing concerns as determined in the issues paper. The Strategy has been prepared based around the following key housing directions:

- Location Appropriate
- Meeting Diverse Needs
- Affordable Housing
- Socially Responsive Housing
- Sustainable Design
- Urban Character

Each direction is intrinsically linked to the other directions. An integrated approach is required when implementing the objectives, strategies and actions of the Housing Strategy.

The Housing Strategy is an important first step in defining the role Moonee Valley City Council has to play in influencing local housing outcomes.

The Housing Strategy consolidates housing projections and initiatives for the City and each of its 'suburbs', based on a review of population and housing data, activity centres structure plans and strategic planning work undertaken to date. Combined, this strategic work plays an important role in directing the future location, form and type of housing within the City.
The Housing Strategy has been developed on the foundation of providing ecologically, economically and socially sustainable approaches to future housing provision. A set of key actions are included to be implemented over the short, medium and longer term to address current housing issues and gaps.

This report is the Housing Strategy Background Report. It provides background and contextual information in support of the Housing Strategy.

1.0 Introduction

1.1 Background

The City of Moonee Valley offers a rich and unique lifestyle for its community. Residents, on the whole, have good access to community infrastructure, open space, retailing, quality housing, public transport, education and employment opportunities.

While this is a positive reflection on what makes the City of Moonee Valley a desirable place to live ‘as a whole’, it is a picture which screens the fact that not all locations within the Municipality are the same. Access to services and facilities, public transport, diversity, quality and affordability of housing stock varies from suburb to suburb.

One of the aims of the Housing Strategy is to identify locations where new residential development is appropriate having regard to access to existing services and facilities.

The key attributes which make the City of Moonee Valley an attractive place to be will be reflected in the demand for housing and ultimately the cost of purchasing and renting. In addition, developers and builders will seize on ‘marketable’ attributes and look for sites with development potential. The Moonee Valley City Council has a role to play in guiding new housing development to more ‘sustainable locations’ with access to public transport, community facilities and strong economic centres. In order to cater for a range of income and household types Council also needs to work on encouraging diversity in housing stock across the Municipality.

Council has an important role in monitoring and influencing the private sector to steer the type, form and location of new housing, making sure wider strategic objectives are being met.

Housing development in an established municipality needs to be balanced with maintaining the unique qualities which contribute to existing urban character – heritage, built form, open spaces and streetscape. New housing developments should complement established neighbours through responsive urban design.

The impact of climate change and the need to take a sustainable approach to housing design and development is imperative. The way housing is designed will impact on the standard of liveability for its occupants and has wider implications for the natural environment. Council has a real opportunity and responsibility to promote ecologically sustainable development – in new and existing modified housing developments. Changing the way we build and design housing to take on sustainability principles will improve the type and quality of housing for current and future generations, decreasing living costs and helping reduce the impact of climate change. In the absence of detailed statutory planning controls which require Ecologically Sustainable Development (ESD), Council has a role in actively encouraging and educating the development industry, planning profession and community of the benefits of more sustainable and adaptable housing design.
Affordability and accessibility of housing within the City of Moonee Valley is an important issue with a number of households unable to easily find a dwelling within the Municipality. Households at a particular disadvantage include students, youth, low income households, residents with a disability, newly arrived migrants, and persons in crisis situations. Council needs to foster greater partnerships with social and community housing providers to identify projects that can help assist these groups. In addition, the Council needs to remain involved in the planning and development of the large public housing estates located in Ascot Vale and Flemington.

With an ageing community, housing for this demographic will bring significant challenges to the City of Moonee Valley. The current trend is for residents to remain in their home for as long as practical. This can put a strain on the resident in managing a large home, on service provision and lead to greater social isolation. By default this also reduces the supply of larger dwellings to other housing sectors. However, it is equally critical that for residents choosing to ‘downsize’ or move into an aged care facility that there are opportunities available to enable them to remain in their neighbourhood.

1.2 Moonee Valley

The City of Moonee Valley is located between four and 13 kilometres from Melbourne’s CBD and covers around 43 square kilometres. It has a number of well known historical buildings which are complemented by the many parks and bike trails that form linkages across the various suburbs which comprise the Municipality.

1.3 Population & Household Projections

The population of the City of Moonee Valley has been forecast to increase from its current figure of close to 109,000 to 117,500 by 2028. While considered only a moderate population increase, the key challenges for the Municipality will be to ensure this development occurs in preferred locations. It will also be important that the type of housing is responsive to current and projected housing needs.
The highest level of residential growth is generally expected to occur in the suburbs of Moonee Ponds, Airport West, East Keilor, Ascot Vale and Niddrie as shown in Figure 3. The projections are based on existing development trends, population characteristics and strategic development sites.
It is anticipated that between 2008 and 2028, the City of Moonee Valley will need to accommodate around an additional 6,500 dwellings. The household forecast is based on the assumption that as projected household size declines more dwellings will be required for the same number of residents.

Figure 4: Household Projections

Consistent with metropolitan trends the average household size will decrease from 2.47 to 2.34 from 2008 to 2028 as shown in Figure 5. This also corresponds with an expected rise in lone person and couple only households. Interestingly, it is predicted that couples with families will remain relatively stable, indicating that the City will remain attractive to traditional households but will need to adapt its housing stock to accommodate more smaller household types.

Figure 5: Household Size Projections Moonee Valley 2006 - 2028
1.4 Summary

The population projections for the Municipality reflect relatively steady growth over the period to 2028. Population projections are generally a good starting point to determine the level of change expected to occur and ways in which planning and policy decisions can influence how this population can be accommodated. The expected reduction in household size, increase in lone person households and increase in residents over 60 years of age points to the type of new housing development required over the next 20 years that will need to respond to this emerging population/household characteristic.
2.0 Sustainability Framework

2.1 Sustainability & Moonee Valley

The Moonee Valley Housing Strategy aims to improve sustainability of new and existing communities.

Sustainable development is *development that meets the needs of the present without compromising the ability of future generations to meet their own needs* (Brundtland Report, Our Common Future, 1987).

The Housing Strategy sits within a triple bottom line sustainability framework where social, environmental and economic influences collectively determine the achievement of wider housing principles, goals, objectives and strategies for the Municipality.

**Social:**

The form and structure of the built environment and importantly the provision of efficient and reliable public transport are vital to the long term sustainability of a residential community.

Moonee Valley’s built environment influences the way resident’s access home, work, shops, and recreation. Moonee Valley recognises that not all areas within the Municipality have equal levels of accessibility.

Research has shown that the distance and degree of accessibility to support services, employment opportunities and good reliable public transport greatly influences the liveability of a location. Factors such as increased dependence on private vehicles, higher energy use, reduced air quality, traffic congestion, and costs associated with social disengagement are often linked to poor access to public transport and services. In this regard the ability to live sustainably is often influenced by location characteristics and the way cities are planned.

**Environmental:**

Moonee Valley City Council is committed to reducing greenhouse gas emissions, water use, and waste to landfill. It is also committed to improving water quality and biodiversity at a local, regional and global scale.

The City of Moonee Valley Environmental Sustainability Plan (2007 – 2012) recognises the importance of the built environment in achieving sustainable outcomes:

> “Green building principles and smart growth can allow residential development to occur in a manner which encourages walking, cycling and public transport use, using planning as a tool to balance development and environmental protection……..

> A sustainable built form will accommodate growth while preserving open space and critical habitats, revitalising communities and protecting water and air quality.”

**Economic:**

The Moonee Valley Economic Development Strategy 2008 presents a framework for Moonee Valley City Council to further the future development of the economy in the Municipality. It adopts the principle of economic sustainability in encouraging responsible development and growth by maximising the economic capacity of existing resources to meet the social, cultural
and environmental expectations and aspirations of the community. The vision of the Economic Development Strategy is ‘to create a City that is a leading destination for people to live, work, invest and prosper and an economy that is vibrant and sustainable’.

New or intensified forms of residential development should be directed to those locations where wider social, economic and environmental objectives can be achieved.

2.2 Housing in a Sustainability Framework

Moonee Valley is committed to planning a well connected and sustainable community. The Moonee Valley Council Plan - MV 2020 “Living together, Living well”, expresses the following Council and community vision for the city:

“In 2020, Moonee Valley will be an engaged and connected City where individuals and communities work together to support and improve the well-being and sustainability of its people, places and environments.”

Figure 6: MV 2020 Council and Community Framework

The Moonee Valley Housing Strategy assists in implementing this Council and community vision by creating a more sustainable and dynamic place for residents to live, which

- Addresses local character
- Ensures accessibility to infrastructure and services
- Cares and responds to the environment
- Provides for well-being
- Creates sustainable, healthy, safe and active communities.

The following key principles of sustainability must be integrated into all housing policy objectives, strategies and actions.

The principles of sustainability are shown in Figure 7. These principles are integrated within housing policy objectives, strategies and actions.
The principles of the sustainability framework have been incorporated into the five key strategic directions contained within this Housing Strategy. Table 1 lists the aspirational sustainability targets or goals to be achieved from each of the housing strategies key strategic directions.
## Table 1: Triple Bottom Line – Desired Housing Outcomes for Moonee Valley

<table>
<thead>
<tr>
<th>Key Strategic Directions</th>
<th>Social</th>
<th>Environmental</th>
<th>Economic</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Affordability</strong></td>
<td>All households are able to find appropriate accommodation in accessible locations</td>
<td>Incorporation of a range of ESD principles into the design of new dwellings and renovations of existing dwelling stock has reduced household financial costs related to energy consumption, water usage and waste disposal.</td>
<td>The housing industry has responded to development planning incentives and other government strategies which have facilitated the increase in the amount of housing stock which is affordable, liveable and responds to a range of income types.</td>
</tr>
<tr>
<td><strong>Sustainable Design</strong></td>
<td>Housing is adapted to respond to climate change. A reduction in the impact of climate change through well designed housing improves community health, safety and well being.</td>
<td>New and modified housing incorporates ESD features to ensure less use of non renewable materials, lower energy costs, reduced water consumption and recycling of waste. ESD is a standard practice recognised in statutory building and planning controls, providing clearer direction for its implementation.</td>
<td>Incorporating ESD features in housing design is cost effective and highly marketable to consumers. ESD housing developers and builders are a growing “green” development sector. The increased use of ESD in the design of buildings has resulted in greater efficiencies in sourcing sustainable materials and products. These savings have been passed on to consumers. Households also benefit from reduced energy costs resulting from better housing design and connection to renewable energy sources.</td>
</tr>
<tr>
<td><strong>Diversity</strong></td>
<td>The City of Moonee Valley is able to attract and provide for a variety of household types and different population groups. Dwellings are designed to be adaptable and can be easily modified to ensure greater access and liveability.</td>
<td>New housing is provided in key locations near services, facilities and public transport, reducing the environmental impacts associated with private vehicle use. Greater emphasis on ESD has ensured that a range of household types have incorporated these features into their dwellings.</td>
<td>Diverse and socially cohesive neighbourhoods are healthy, vibrant and prosperous places to be – offering a range of economic opportunities for local residents. Being able to offer residents different types of housing choices in a familiar neighbourhood means people do not have to leave the Municipality. Residents who were forced to move out of the area due to lack of housing choices, are attracted back given greater diversity of housing stock and greater levels of affordability. The City is attractive to a number of housing developers who cater to a diverse range of housing markets.</td>
</tr>
<tr>
<td><strong>Location Appropriate</strong></td>
<td>Residents have ready access to essential services, facilities and public transport and are not disadvantaged by location. New housing development in strategic locations has the potential to improve and increase the level of existing service provision. Less dependence on cars for all trips has resulted in healthier and more connected communities.</td>
<td>Ready access to service, facilities, public transport and support networks result in less use of private vehicles. The natural environment is improved through reductions in congestion and pollution.</td>
<td>The location of strategically placed housing developments with diverse housing types supported by ready access to public transport, services and facilities will provide cheaper housing alternatives in infrastructure rich locations. Living costs are lower and households have greater disposal incomes.</td>
</tr>
<tr>
<td><strong>Social &amp; Community</strong></td>
<td>Public and community housing provides for the needs of a diverse range of housing types in well designed, adaptable housing developments. Social and community housing is in locations which provide for a diverse mix of residents and income types.</td>
<td>Public and community housing has ESD design features. Locations identified for public and community housing are in close proximity to services and public transport encouraging walkable neighbourhoods.</td>
<td>An increasing amount of integrated public and private housing developments provide housing for a range of income and household types. These diverse residential developments are well located, vibrant and well sort after places to live.</td>
</tr>
<tr>
<td><strong>Urban Character</strong></td>
<td>Housing developments in urban character streetscapes are integrated within the local area. Local character and charm of these streetscapes are protected and continue to hold a strong sense of place for the community.</td>
<td>Urban Character guidelines have incorporated ESD consideration to ensure housing is both appropriate to the local streetscape and environmentally sustainable.</td>
<td>The rich urban character of the municipality continues to provide a highly attractive place for investors to market future housing developments within the City.</td>
</tr>
</tbody>
</table>
3.0 Housing Policy Context

There are a number of Federal, State and Local Policies, strategies and plans of relevance to the development of the City of Moonee Valley housing strategy, as shown in Figure 8.

Figure 8: Housing Policy Influences

Source: AECOM

At a Federal level, the four largest government programs of relevance to housing assistance are the 2003 Commonwealth State Housing Agreement (CSHA), the Australian Government’s Commonwealth Rent Assistance (CRA), the First Home Owner Grant (FHOG) and the Supported Accommodation Assistance Program (SAAP). In addition, since 2007, the Federal Government announced initiatives designed to increase the number of affordable dwellings. These include the National Rental Affordability Scheme (NRAS) with the aim of increasing the supply of rental dwellings by 50,000 by the year 2012 and the White Paper on Homelessness, with the aim of halving homelessness and providing supported accommodation by 2020.

At a State level in Victoria, a number of housing strategies have been developed under the CSHA through the Office of Housing (OoH). The state government manages the provision of public housing to low income and special needs households, in addition to providing housing support services. The State Government also administers the First Home Owners Grant and stamp duty taxes through property purchases.
Having regard to planning policy, the State Government monitors state wide population projections (Victoria in Future) and sets policy direction of the development of new housing in the state. State planning policy aims to achieve higher densities in activity centres which are well serviced and close to public transport, control housing development on Melbourne’s fringe, and provide diverse housing to cater to a range of needs and household types (Melbourne 2030 and State Planning Policy Framework).

At a regional level, the Western Regional Housing Statement spells out five key principles for housing: availability, accessibility, affordability, appropriateness and sustainability. The statement also encourages a greater proportion of new households to locate in and around strategic redevelopment sites.

The Department of Planning and Community Development (DPCD) recently released three (3) proposed residential zoning controls for municipalities to review and provide feedback on. Comments to the new zones are currently being considered by DPCD. The new zones are aimed at identifying locations which are best suited to cater to either substantial, incremental or limited residential development across urban areas.

At a local level there are a number of relevant policies which have a direct and indirect impact on housing within the municipality. These include:

- Moonee Valley 2020
- Council Plan 2009-2013
- Moonee Valley Planning Scheme (draft planning scheme – C90), Activity Centre Structure Plans
- Statement on Housing, Development and Neighbourhood Character (1999)
- Local Character Study (1997)
- Community Wellbeing Strategy (2008-2012)
- Integrated Transport Plan (2008), and

The key issues for Moonee Valley will be to ensure that the Housing Strategy takes account of these various government policy influences.

A detailed assessment of Housing Policies is located in Appendix 1: Housing Policy Assessment.
4.0 Housing Activity

The City of Moonee Valley has made a strong commitment toward directing residential development to areas well serviced by public transport and other essential services and facilities. Considerable work has been undertaken by Council with the preparation of a number of structure plans for most of the Municipality’s major and principal activity centres. Within each of the activity centre structure plans, key strategic sites have been nominated for future residential development.

In addition to activity centres, housing development has also occurred within the Municipality at either strategic sites or within existing residential streetscapes.

4.1 Nominated Activity Centres

*Melbourne 2030* stipulates strategic directions for the planning and development of Metropolitan Melbourne. Of relevance to the Moonee Valley Housing Strategy are the following policy directions:

- Build up activity centres as a focus for high quality development, activity and living for the whole community (Policy 1.1).
- Locate a substantial proportion of new housing in or close to activity centres and other strategic redevelopment sites that offer good access to services and transport (Policy 1.3).
- Promote good urban design to make the environment more liveable and attractive (Policy 5.1).
- Recognise and protect cultural identity, neighbourhood character and sense of place (Policy 5.2).
- Protect heritage places and values (Policy 5.4).
- Increase the supply of well-located affordable housing (Policy 6.1).

An audit of *Melbourne 2030*, in 2008 resulted in the release of “Melbourne @ 5 Million”, which further reinforced the State Government’s approach toward meeting future population growth by locating more intensive housing development in and around activity centres, along tram routes and orbital bus routes on the Principal Public Transport Network.

*Melbourne 2030* identified the following activity centres within Moonee Valley:

**Principal Activity centres**
- Airport West
- Moonee Ponds

**Major Activity Centres**
- North Essendon
- Keilor Road, Niddrie
- Union Rd, Ascot Vale
- Racecourse Road, Flemington.

The draft Moonee Valley Municipal Strategic Statement (recently exhibited as part of planning scheme amendment C90) identified these activity centres, in addition to an activity centre at Essendon, (not a nominated activity centre within *Melbourne 2030*) as locations
anticipated for increased residential density. Figure 9 shows the Municipality’s draft Residential Framework Plan.

Figure 9: Moonee Valley Activity Centres & Residential Intensification Areas

Source: Moonee Valley Draft MSS, Amendment, C90, 2009
Most of the nominated activity centres within the Municipality have approved/draft activity centre structure plans which further define the location, density and form of residential development to occur in these centres over the next 20 years. The following is an assessment of each of the structure plans and their housing development directions and potential.

4.1.1 Airport West Activity Centre Structure Plan

Airport West is a Principal Activity Centre. The potential for significant levels of residential development are reliant on the Skyways Hotel and surrounding mixed use area (currently industrial land) to be comprehensively redeveloped. For this potential to be realised, both public and private realm amenity would need to be significantly improved, and attention to the provision of community facilities would need to address current deficiencies. Based on these parameters the centre does have potential for apartment style development but this would depend on a number of private and public investment decisions and is more likely to be a long term proposition.

As shown in Figures 10 and 11, the Airport West Activity Centre Structure Plan (AWACSP) directs ‘medium density and incremental change’ development in close proximity to the 59 tram line along Matthews Avenue (closer to Keilor Rd) and the Airport West Westfield Shopping Centre. This development is encouraged for multi unit style development (two-three storey medium density). Some potential exists to explore higher mixed use development at the Skyways Hotel, (four-six storeys) and within a proposed “mixed use” precinct (currently industrial).

Figure 10: Airport West (north)
4.1.2 Keilor Road, Niddrie Activity Centre Structure Plan

The Keilor Road Activity Centre Structure Plan indicates residential growth at various densities within and around the Keilor Road public transport and retail/commercial spine. Higher density housing will be provided in shop top or apartment forms fronting Keilor Road, with medium density housing (two and three storeys) occurring behind the principal public transport spine transitioning to suburban style development to the south and north of the activity centre, as shown in Figure 12.

The Structure Plan highlights a number of strategic redevelopment sites. Since the adoption of the structure plan, a number of these sites have been approved for development, and some have been constructed for mixed use purposes.

Keilor Road, Niddrie presents significant residential development opportunities for apartment style development, in addition to transitioning to multi-unit development within the immediately surrounding residential streetscapes. The centre has a mixture of community facilities, retail and office development and has a strong restaurant/café, main street appeal. These factors, along with the identification of strategic redevelopment sites, make the centre an ideal location for apartment style development.
4.1.3 North Essendon Activity Centre Structure Plan

As shown in Figure 13, the North Essendon Activity Centre will provide for significant residential development at key strategic redevelopment sites along Keilor Road and Mount Alexander Road. The Structure Plan anticipates a number of mixed-use development sites of up to five storeys. The Structure Plans recognises the strong urban ‘village’ character of the activity centre and aims to protect the prevailing two storey retail frontage to Mount Alexander Road.
Surrounding the core activity centre the Structure Plan suggests that incremental medium density housing, sympathetic to the prevailing urban character should be encouraged in the surrounding residential streetscapes.

4.1.4 Moonee Ponds Activity Centre Structure Plan

The draft Moonee Ponds Activity Centre (MPAC) Structure Plan proposes to increase housing with the aim of providing a range of density and lifestyle choices within nominated key strategic development sites identified in the Activity Centre Structure Plan (Figure 14).

It is anticipated that the development of these sites will create an additional 1000 dwellings in the MPAC. The Structure Plan actively encourages strategies to support the development of low cost housing within MPAC, taking advantage of community facilities and high quality high amenity areas such as Queens Park. The Structure Plan recognises the need for future development to contribute to the cost of public infrastructure and services to be provided in the activity centre to service new residents. New residential development forms are supported and encouraged for higher density “apartment” style mixed use development at strategic locations, highlighted in red in Figure 14.
4.1.5 Racecourse Road and Union Road Structure Plans (Study Areas)

In addition to the abovementioned activity centres, *Melbourne 2030* has also identified both Racecourse Road and Union Road as Major Activity Centres. Council is currently undertaking structure planning for these centres. These structure plans will provide direction for future residential development of identified strategic locations. Figure 15 and Figure 16 show the broad study areas for each of the nominated activity centres.
Figure 15: Racecourse Rd, Activity Centre Study Area

Source: Racecourse Rd Activity Centre Structure Plan, Draft Issues Paper, 2009, Tract Consultants

Figure 16: Union Rd, Activity Centre Study Area

Source: Union Road Activity Centre Structure Plan - Draft Issues Paper, 2009, Tract Consultants
4.1.6 Summary

Moonee Valley has a number of significant activity centres which provide the opportunity for medium to high density residential developments close to services and public transport. Activity centres provide an opportunity to encourage new housing in locations with facilities and services, retail and commercial activity and good access to efficient public transport infrastructure. Each activity centre structure plan has/will have identified locations and strategic sites which are suitable to provide for increased housing development.

Moonee Valley’s nominated activity centres are mainly located in the eastern portion of the Municipality. This corresponds with access to public transport and existing services, facilities and shopping centres. The location of these activity centres raises implications for the future housing development expectations for the western portion of the City which is located away from fixed public transport.

In addition only the draft MPAC Structure Plan provides projected dwelling targets. This also will be something the City may want to review to determine the level of dwellings and development and population anticipated to be created in each centre.

4.2 Residential Development

4.2.1 Building Approvals

Figure 17 illustrates that the City of Moonee Valley has experienced increased domestic residential building activity since 2006 reflected in the amount of domestic residential building permit approvals granted.

Figure 17: Domestic Residential Building Permit Approvals 2001 -2008

Source: Victorian Building Commission
A number of factors may have contributed to the increasing number of domestic residential building approvals seen since December 2006:

- Relatively low interest rates
- Development of the Valley Lakes and recently the Ascot Chase residential estates
- Development of a number of key strategic "redevelopment" sites
- Multi-unit developments.

### 4.2.2 Planning Approvals

Over an 18 month period, (January 2007 – May 2009) the City approved 357 residential development planning applications. Of these applications 250 were related to increasing the supply of residential dwellings within the Municipality, the remainder were extensions/replacements.

The suburb with the highest number of residential planning application approvals during this time was Airport West (63). It is worth noting, this is planning application information and not dwelling approvals.

![Figure 18: Number of Approved Residential Planning Applications (including alterations and single dwelling replacements) by Suburb](image)

Source: Moonee Valley Planning Department

As shown in Figure 19 most applications approved were for two unit developments (151). The majority of these applications were approved in Airport West (52), East Keilor (54), and Niddrie (48). The second major application type was for three-four unit developments, with most of these developments approved in Airport West and Niddrie.

Only a relatively small portion of applications were approved for residential developments between 5 – 10 dwellings (16) and 11 dwellings and over (14).

---

1 From July 2008 North Melbourne and Kensington where no longer part of the City of Moonee Valley due to a boundary change.
Most dwellings between January 2007 and May 2009 were created from only a few higher density applications. From 14 applications in Travancore, 639 dwellings were approved (Figure 20). In contrast to 63 applications in Airport West, only 151 dwellings were approved indicating a lower density of residential development.

Figure 20: Number of approved dwellings created by suburb (including alterations & replacements)

Source: Moonee Valley Planning Department

2 From July 2008 North Melbourne and Kensington where no longer part of the City of Moonee Valley due to a boundary change.

3 From July 2008 North Melbourne and Kensington where no longer part of the City of Moonee Valley due to a boundary change.
Excluding alterations and replacements, a total of 1601 new dwellings (and potentially new allotments) were approved over the 18 month period. Most of the approved dwellings were located in Essendon, Ascot Vale and Travancore. The dwellings approved in these locations were created by developments of 11 dwellings or more (Figure 21).

![Number of Dwellings by Development Type and Suburb](image)

**Figure 21: Number of Dwellings Approved by Development Type by Suburb**

Source: Moonee Valley Planning Department

### 4.3 Location of Residential Development Approvals

While only a relatively small number of applications were received within nominated activity centres, it is interesting to note that the type of applications approved in these locations had created high residential lot yields, as shown in Figure 22. This is a strong indication that activity centres are strategically placed and attractive to developers looking to provide higher density housing developments in areas with inherent location attributes. Implicit in this trend is that these locations are also attractive to prospective purchasers/renters.

The data in particular shows the attractiveness of the North Essendon Activity Centre and generally the Mount Alexander Road public transport spine for higher density development, in close proximity to commercial and retail activity. The location of strategic redevelopment sites in these locations will be attractive to larger scale residential developers (either within or outside Activity Centres) along the Mount Alexander Road spine.

A large number of medium density applications (ranging from two to five unit developments) were received in locations such as Airport West, East Keilor, and Niddrie. This represents a development trend for medium density infill development within the established suburban areas. These medium density developments are generally in locations distant from fixed public transport and Activity Centres.

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4 From July 2008 North Melbourne and Kensington where no longer part of the City of Moonee Valley due to a boundary change.
Areas just outside the Activity Centre boundaries within the suburbs of Flemington, Moonee Ponds, Ascot Vale and Essendon North received only a few residential development applications.

Development restrictions such as heritage controls, (shown in Figure 23) single dwelling covenants, existing small lot sizes created by early subdivisions, lack of large ‘strategic sites’, and strong period character suggests that these locations are least preferred by developers. It also suggests that localised restrictions will limit the potential to develop - even if these locations are considered ‘sustainable’ from a liveability perspective (i.e. access to public transport, services and facilities within nearby Activity Centres).
Figure 22: Residential Development Approvals 2007 - 2009

Source: AECOM, 2009
Figure 23: Moonee Valley Heritage Overlay Areas

Source: AECOM, 2009
4.3.1 Summary

Analysis of residential planning applications showed that the City of Moonee Valley has experienced strong growth in single dwelling and multi-dwelling developments. Higher density development is generally consistent with Activity Centre structure plans and is occurring in strategic redevelopment sites. In addition, applications for higher density housing are concentrated in the more eastern suburbs of the Municipality, aligning with tram and rail transport corridors.

There are areas in the Municipality which are currently constrained in their capacity to deliver higher density dwellings. A lack of frequent public transport services and key infrastructure in the west means it has a limited capacity to diversify its existing housing stock. Heritage overlays, single dwelling covenants or where there are existing small lots sizes from earlier subdivisions may also limit development opportunities. Should these restrictions change in the future this may open more options to create new housing stock.
5.0 Housing Issues

5.1 Location Criteria

5.1.1 Issues

Council has a role in directing the type and density of housing development to optimum locations within the Municipality. Location characteristics (social, physical, environmental and economic) play a significant part in determining where increased housing development should be encouraged to achieve the greatest net community benefits.

The draft Moonee Valley Planning Scheme “Residential Framework Plan” highlights a number of locations potentially suitable for more intensive forms of housing. Most of these locations are within nominated activity centres, (with the exception of the Essendon Activity Centre which is not a nominated centre but has many attributes which suggest it performs a major activity centre function).

The Victorian Department of Planning and Community Development (DPCD) has proposed three (3) new residential zones for Council’s to consider as a tool to help direct various levels of housing change to identified locations.

The three proposed residential zones are:

**Substantial Change**
The application of the zone encourages housing growth with a mix of housing types that include medium to higher density housing, delivering higher densities in locations that offer good access to services and transport. Includes activity centres and strategic redevelopment sites.

**Incremental Change**
The application of the zone encourages a range of densities with a variety of dwellings types to meet housing needs, delivering medium density developments.

**Limited Change**
The application of the zone is determined by the specific characteristics of the neighbourhood which need to be protected from greater housing development, such as heritage, urban character etc. The Limited Change Zone is generally applied where current restrictions apply (Melbourne Airport Overlays, Single dwelling covenants, Heritage Overlay).

The application of each of the proposed zones is aimed at providing certainty to Council, residents and developers of what development is likely to occur.

A number of sustainability factors need to be considered when determining where and what type of housing development should occur over the next 20 years within Moonee Valley. Location characteristics will determine the degree of housing change. In addition to the DPCD zoning location criteria additional measures should also be addressed when assessing locations for further housing development. These combined factors are:

- Access to regular public transport services
- Access to a range of social facilities and services
- Opportunity to attract affordable housing
- Urban Character – “prevailing” or “preferred” outcomes anticipated
- Heritage – limited opportunities for redevelopment or opportunity to refurbish large strategic heritage sites
- Economic Opportunities – proximity to activity centres, access to a range of employment opportunities, strategic redevelopment sites available.

(Refer to Appendix 2: Summary of Proposed Residential Zones)

5.1.2 Policy Considerations

Currently not all areas within the Municipality have optimum characteristics to support higher density residential development.

Factors such as ready access to services, facilities, public transport, activity centres, heritage and urban character considerations, environmental constraints (vegetation, land contamination) and site orientation can all determine the appropriateness of sites identified for various types of housing development.

Locations to the east of the Municipality have attracted significant numbers of high density housing developments. This can be largely attributed to location characteristics such as ready access to public transport and activity centres, as well as to the amount of strategic redevelopment sites that have been available for redevelopment. These areas are also generally the locations Council has identified for future residential development through activity centre planning and the draft Municipal Strategic Statement, Residential Framework Plan, previously shown in Figure 9. Locations to the west are generally further removed from public transport and activity centres and are not optimum sites for encouraging more intensive forms of housing development. These locations are suitable for medium density unit development.

In order to create a more ‘balanced’ Municipality, there may be opportunities to identify locations in the western portion of the City where higher densities can be achieved in key strategic locations if location characteristics change.

Seizing public transport opportunities created by the “smart bus” (an orbital bus service, with frequent service and connection to major transport and activity centre nodes) has the potential to activate a number of strategic locations along this route which services the western and eastern portions of the city and wider metropolitan area. This may enable Council to advocate for more housing diversity across the Municipality.

To assist Council in identifying strategic locations for low, medium and high density residential development an assessment of location characteristics by housing density should be the starting point.
5.2 Meeting Diverse Needs

5.2.1 Issues

There are a number of different household types in Moonee Valley whose housing needs are often not being adequately addressed by the prevailing detached housing stock. Simplistically, separate houses are the primary dwelling type, even though the most common household structures are one or two occupants.

It is recognised that there are certain groups who find difficulty accessing affordable and appropriate housing within the municipality. Groups include:

- Older persons
- People with disabilities
- Lone person households
- People from culturally and linguistically diverse backgrounds
- Young people
- Students.

It is important to recognise that the so called ‘nuclear family’ is no longer as universal as it once was, with different family types now more common including more single parent and blended families. Again this will mean a need for a greater diversity in housing types.

It is important that the housing needs of each of these groups are recognised within the Municipality. Council will have a role in working with housing providers and the private sector to ensure these housing needs are addressed.

The City of Moonee Valley will experience changes in household structure which will necessitate a response from the housing market in order to cater to these emerging diverse needs. Figure 24 identifies that by 2030 the percentage of lone person households will be higher than couples or families with dependants. When considering new housing developments Moonee Valley will need to be cognisant of this significant change in household structure and the implications for the future planning of housing in the City.

Figure 24: Percentage Changes in Household Structure

Figures are projected estimates only and are subject to change source: Forecast ID
The greatest increase in population age cohorts, shown in Figure 25 will be for those persons over 60 years of age. An ageing population is a consistent trend across metropolitan Melbourne. Particular attention will need to be given to how the ageing population will be accommodated within the City of Moonee Valley given the current limited alternatives available.

Figure 25: Age Cohort Changes Moonee Valley 2006-2026

*Figures are projected estimates only and are subject to change source: Forecast ID*
Diversity in Housing Stock

Table 2 details the types of dwellings within the City of Moonee Valley based on 2006 census data. Despite the Municipality having a smaller percentage of separate houses (67 per cent) compared to the Melbourne Statistical Division (73 per cent), and a slightly higher percentage of semi-detached homes (14 per cent compared to 11 per cent), and flats, units and apartments (19 per cent compared to 15 per cent) rising house prices are likely to mean an increased demand on a greater diversity of housing stock in the future.

Table 2: Proportion of Dwelling Types: A Comparison of the City of Moonee Valley & Melbourne SD (2006)

<table>
<thead>
<tr>
<th>Dwelling Type</th>
<th>Moonee Valley % of all Dwellings</th>
<th>Melbourne SD % of all Dwellings</th>
</tr>
</thead>
<tbody>
<tr>
<td>Separate house</td>
<td>67%</td>
<td>73%</td>
</tr>
<tr>
<td>Semi-detached, row or terrace house, townhouse etc. with:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>One storey</td>
<td>9%</td>
<td>8%</td>
</tr>
<tr>
<td>Two or more storeys</td>
<td>5%</td>
<td>3%</td>
</tr>
<tr>
<td>Total</td>
<td>14%</td>
<td>11%</td>
</tr>
<tr>
<td>Flat, unit or apartment:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>In a one or two storey block</td>
<td>9%</td>
<td>10%</td>
</tr>
<tr>
<td>In a three storey block</td>
<td>6%</td>
<td>3%</td>
</tr>
<tr>
<td>In a four or more storey block</td>
<td>4%</td>
<td>3%</td>
</tr>
<tr>
<td>Attached to a house</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>Total</td>
<td>19%</td>
<td>15%</td>
</tr>
<tr>
<td>Other dwelling:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Caravan, cabin, houseboat</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>Improvised home, tent, sleepers out</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>House or flat attached to a shop, office, etc.</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>Total</td>
<td>0%</td>
<td>1%</td>
</tr>
<tr>
<td>Dwelling structure not stated</td>
<td>0%</td>
<td>0%</td>
</tr>
<tr>
<td>Total</td>
<td>100%</td>
<td>100%</td>
</tr>
</tbody>
</table>

Source: ABS 2006 Census Data

The housing needs of older people

Older residents who have lived in the Municipality will be more comfortable staying in their familiar neighbourhoods. Most see staying in their existing home as their only option – until circumstances require that they seek assisted accommodation. Currently there are not many options available apart from retirement villages and residential aged care accommodation. Well serviced apartments in close proximity to essential services and facilities or single storey unit developments in close proximity to public transport may be an alternative to enable elderly residents to better age in place.

Table 2 shows that the City of Moonee Valley has almost 11,500 people aged 70 years. Proportionately, it has a higher percentage in this age cohort (11.3 per cent) than the Melbourne Statistical Division (9 per cent). However, this figure is increasing by the year 2031 with the number of people aged 70 years and over projected to grow by 34 per cent to 15,200. As the population ages the number of people with a disability will also increase,
thereby increasing the need for accessible and adaptable housing and residential aged care provision.

Table 3: Number and Percentage of People aged 70+: A comparison of Moonee Valley and the Melbourne SD

<table>
<thead>
<tr>
<th>Age Cohort</th>
<th>Moonee Valley No.</th>
<th>Moonee Valley %</th>
<th>Melbourne Statistical Division</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aged 70 - 84</td>
<td>9,582</td>
<td>9.5</td>
<td>7.5</td>
</tr>
<tr>
<td>Aged 85+</td>
<td>1,828</td>
<td>1.8</td>
<td>1.5</td>
</tr>
<tr>
<td>Total 70+</td>
<td>11,410</td>
<td>11.3</td>
<td>9</td>
</tr>
</tbody>
</table>

Source: ABS 2006 Census Data

Table 4 below shows the Municipality has 22 residential aged care facilities distributed across a range of suburbs. When measured against current Federal Government desired provision levels (i.e. 44 beds per 1,000 people aged 70 and over for both low and high care) the Municipality currently has a slightly higher number of high care beds (49 beds per 1,000) and low care beds (50 beds per 1,000).

Table 4: Residential Aged Care Beds and Places within the City of Moonee Valley

<table>
<thead>
<tr>
<th>Suburb</th>
<th>No. of Facilities</th>
<th>High Care No.</th>
<th>Low Care No.</th>
<th>Community Care Places No.</th>
<th>Transition Care Places No.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ascot Vale</td>
<td>3</td>
<td>30</td>
<td>31</td>
<td>50</td>
<td>0</td>
</tr>
<tr>
<td>Essendon</td>
<td>4</td>
<td>98</td>
<td>196</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Flemington</td>
<td>3</td>
<td>103</td>
<td>34</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Moonee Ponds</td>
<td>5</td>
<td>60</td>
<td>123</td>
<td>85</td>
<td>0</td>
</tr>
<tr>
<td>Avondale Heights</td>
<td>3</td>
<td>128</td>
<td>115</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Keilor East</td>
<td>4</td>
<td>135</td>
<td>72</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Total</td>
<td>22</td>
<td>554</td>
<td>571</td>
<td>135</td>
<td>0</td>
</tr>
</tbody>
</table>

Current Bed Ratio Beds / Places per 1,000 people aged 70+

<p>| | | | | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>49</td>
<td>50</td>
<td>12</td>
<td>0</td>
</tr>
</tbody>
</table>

Source: Department of Human Services

The Housing Strategy will seek to ensure that the Municipality continues to be well supplied with good quality and well located residential aged care facilities across the Municipality and actively promote measures to increase the accessibility and adaptability of homes within the Municipality.

People with disabilities

The 2006 Census is the first Census to have the variable ‘Core Activity Need for Assistance’. This variable has been developed to measure the number of people with a profound or severe disability. As with the ABS Surveys of Disability, Ageing and Carers, the Census of Population and Housing defines the profound or severe disability population as: ‘those people needing help or assistance in one or more of the three core activity areas of self-care,
mobility and communication, because of a long-term health condition (lasting six months or more), a disability (lasting six months or more), or old age.

Table 5 below shows that there are almost 5,000 people in the Municipality who require assistance in one or more core activity areas. A significant proportion of these individuals live in Essendon (16 per cent), Avondale Heights (15 per cent), Keilor East (15 per cent) and Moonee Ponds (12 per cent).

Table 5: Number and percentage of People with a Profound or Severe Disability Requiring Assistance by Suburb

<table>
<thead>
<tr>
<th>Location</th>
<th>Number of people with a profound or severe disability requiring assistance</th>
<th>% of Municipal Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Essendon</td>
<td>778</td>
<td>16</td>
</tr>
<tr>
<td>Avondale Heights</td>
<td>734</td>
<td>15</td>
</tr>
<tr>
<td>Keilor East</td>
<td>725</td>
<td>15</td>
</tr>
<tr>
<td>Moonee Ponds</td>
<td>554</td>
<td>12</td>
</tr>
<tr>
<td>Ascot Vale</td>
<td>520</td>
<td>11</td>
</tr>
<tr>
<td>Airport West</td>
<td>382</td>
<td>8</td>
</tr>
<tr>
<td>Flemington</td>
<td>386</td>
<td>8</td>
</tr>
<tr>
<td>Strathmore</td>
<td>233</td>
<td>5</td>
</tr>
<tr>
<td>Niddrie</td>
<td>191</td>
<td>4</td>
</tr>
<tr>
<td>Essendon North</td>
<td>126</td>
<td>3</td>
</tr>
<tr>
<td>Aberfeldie</td>
<td>113</td>
<td>2</td>
</tr>
<tr>
<td>Essendon West</td>
<td>43</td>
<td>1</td>
</tr>
<tr>
<td>Strathmore Heights</td>
<td>27</td>
<td>1</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>4,812</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

Source: Department of Human Services

There is currently a lack of housing which is suitable for people with disabilities. Housing initiatives could be developed to educate developers to achieve more universal, accessible and adaptable housing design outcomes that suit all demographic types throughout their life-cycle.

**Lone person households**

Table 6 shows that the City of Moonee Valley has approximately 11,000 lone person households, a slightly higher percentage (27 per cent) than the Melbourne Statistical Division (24 per cent). By 2030 as previously indicated, the percentage of lone person households will exceed couple households and families with dependants. Currently, as shown in Table 6 the majority of lone person households live in separate and relatively large dwellings. The Housing Strategy will play an important role in facilitating a greater supply of good quality smaller housing stock that better meets both current and future housing preferences and the anticipated increase in the number of lone person households over the next 20 years.
Table 6: Number and percentage of Moonee Valley Lone Person Households by Dwelling Type Compared to Melbourne Statistical Division

<table>
<thead>
<tr>
<th>Dwelling Type</th>
<th>City of Moonee Valley No.</th>
<th>City of Moonee Valley %</th>
<th>Melbourne Statistical Division</th>
</tr>
</thead>
<tbody>
<tr>
<td>Separate house</td>
<td>4,960</td>
<td>45%</td>
<td>51%</td>
</tr>
<tr>
<td>Semi-detached, row or terrace house, townhouse etc</td>
<td>1,881</td>
<td>17%</td>
<td>17%</td>
</tr>
<tr>
<td>Flat, unit or apartment</td>
<td>4,179</td>
<td>38%</td>
<td>31%</td>
</tr>
<tr>
<td>Other or Not Stated</td>
<td>50</td>
<td>2%</td>
<td>1%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>11,070</strong></td>
<td><strong>100%</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

*Source: ABS 2006 Census Data*

People from culturally and linguistically diverse backgrounds

The City of Moonee Valley has a slightly lower percentage (27 per cent) of people who were born overseas compared to the Melbourne Statistical Division (29 per cent), but a slightly higher percentage (29 per cent) of people who speak a language other than English at home compared to the Melbourne Statistical Division (26 per cent).

The top countries of birth after Australia include Italy, United Kingdom, Vietnam, Greece, China, India, New Zealand, Malta and Croatia. However, Table 7 shows that in the six year period 2001 to 2006 most of the new arrivals who settled in the Municipality were born in various parts of Asia (Southern and Central Asia, North-East Asia, South-East Asia) and sub-Saharan Africa.

Table 7: Number of Newly Arrived by Region: 2001 to 2006

<table>
<thead>
<tr>
<th>Region</th>
<th>No. of People</th>
</tr>
</thead>
<tbody>
<tr>
<td>Southern and Central Asia</td>
<td>853</td>
</tr>
<tr>
<td>North-East Asia</td>
<td>527</td>
</tr>
<tr>
<td>South-East Asia</td>
<td>414</td>
</tr>
<tr>
<td>Sub-Saharan Africa</td>
<td>362</td>
</tr>
</tbody>
</table>

*Source: ABS 2001 & 2006 Census Data*

The Housing Strategy recognises that different cultural groups can have very specific or common housing needs such large public housing dwellings for large newly arrived families from the Horn of Africa and ethno-specific aged residential aged care accommodation.

Student housing needs

Although the Municipality has no significant tertiary education facility, the southern and central portions of the Municipality are within close proximity to major institutions such as Melbourne University (Parkville), RMIT (Melbourne CBD) and Victoria University (Footscray) that can be easily accessed by a variety of public transport means including train, tram and bus.

In 2006 the City of Moonee Valley is obviously appealing to students with almost 6,000 University and TAFE students (either full or part-time) residing in the Municipality. Most of these students lived in the suburbs of Essendon (22 per cent), Ascot Vale (15 per cent),
Moonee Ponds (14 per cent) and Flemington (11 per cent), many of whom are likely to be renting independently in either group households or as lone persons (Table 8).

With areas such as Carlton and the Melbourne CBD becoming increasingly unaffordable, the Municipality clearly has a variety of attributes that appeal to tertiary students. Activity Centres such as Flemington (Racecourse Road), Moonee Ponds and Ascot Vale (Union Road) are strategically placed to potentially offer both more formal (i.e. dedicated student housing) and informal student housing options. Activity centres that have good access to tertiary institutions by public transport or on-road/off-road bicycle paths should be further investigated for their potential to accommodate student housing developments.

Table 8: Number and percent of TAFE & University Students by Suburb within the City of Moonee Valley

<table>
<thead>
<tr>
<th>Location</th>
<th>Technical or Further Educational Institution (including TAFE Colleges)</th>
<th>Technical or Further Educational Institution (including TAFE Colleges) %</th>
<th>University or other Tertiary Institutions No.</th>
<th>University or other Tertiary Institutions %</th>
</tr>
</thead>
<tbody>
<tr>
<td>Essendon</td>
<td>342</td>
<td>18</td>
<td>1,084</td>
<td>22</td>
</tr>
<tr>
<td>Ascot Vale</td>
<td>296</td>
<td>16</td>
<td>729</td>
<td>15</td>
</tr>
<tr>
<td>Moonee Ponds</td>
<td>202</td>
<td>11</td>
<td>720</td>
<td>14</td>
</tr>
<tr>
<td>Flemington</td>
<td>216</td>
<td>11</td>
<td>550</td>
<td>11</td>
</tr>
<tr>
<td>Avondale Heights</td>
<td>189</td>
<td>10</td>
<td>406</td>
<td>8</td>
</tr>
<tr>
<td>Strathmore</td>
<td>134</td>
<td>7</td>
<td>399</td>
<td>8</td>
</tr>
<tr>
<td>Keilor East</td>
<td>189</td>
<td>10</td>
<td>396</td>
<td>8</td>
</tr>
<tr>
<td>Airport West</td>
<td>123</td>
<td>7</td>
<td>189</td>
<td>4</td>
</tr>
<tr>
<td>Aberfeldie</td>
<td>51</td>
<td>3</td>
<td>173</td>
<td>3</td>
</tr>
<tr>
<td>Niddrie</td>
<td>77</td>
<td>4</td>
<td>153</td>
<td>3</td>
</tr>
<tr>
<td>Essendon North</td>
<td>26</td>
<td>1</td>
<td>80</td>
<td>2</td>
</tr>
<tr>
<td>Essendon West</td>
<td>18</td>
<td>1</td>
<td>59</td>
<td>1</td>
</tr>
<tr>
<td>Strathmore Heights</td>
<td>27</td>
<td>1</td>
<td>44</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>1,890</td>
<td>100</td>
<td>4,982</td>
<td>100</td>
</tr>
</tbody>
</table>

The housing needs of young people

In 2006 the City of Moonee Valley was home to approximately 10,000 young people aged 18 to 24 years (or almost 10 per cent of the total population). Young people wishing to leave the family home and find housing in the area are finding it increasingly difficult to access the housing market. The entry point to purchase a house has become cost prohibitive. As a result many of these households may be forced to leave the Municipality to purchase cheaper housing or find rental accommodation.

One alternative to better enable young people to access housing in the City is to provide more apartment stock. This could potentially provide younger households a starting point to enter the housing market.

Accessible, Adaptable and Universal Housing Stock

Given the needs of various demographic groups, including people with disabilities and older persons, the Housing Strategy provides an opportunity to implement initiatives that will increase the proportion of dwellings within the Municipality that are ‘accessible’, ‘adaptable’ and of ‘universal design’. The following definitions of each are summarised from an issues
paper and resource guide prepared by Aged & Community Services Australia (Toward Barrier Free Housing for an Ageing Australia: Accessible, Adaptable and Universal Design).

**Accessible Housing**
Accessible housing describes the ease of access to a house. Housing that is accessible ensures the ability of its users to engage in the various activities they are capable of carrying out, without being hindered by obstacles or barriers.

**Adaptable Housing**
An adaptable house can be adapted to suit the changing needs of the people who live there. Housing is adapted to make it accessible for people, whatever their situation. This means that housing is accessible for people as they grow older, and/or if their mobility is impaired in any way.

**Universal Design**
At the broadest level, universal design describes that which is applicable or common to all purposes, conditions and situation. It is important to note that this form of design is not only applied to housing but to products and environments as well. It is centred around all people in that it does not discriminate against people living in or visiting the home. Universal design attempts to simplify life for everyone by making more housing usable by more people at little or no extra cost. It incorporates products and building features that—to the greatest extent possible—can be used by everyone.

A number of Victorian local governments have introduced, or attempted to introduce, accessibility or adaptability requirements into their planning regime over recent years. For example development within the Doncaster Hill Activity Centre (located within the City of Manningham) requires an access report to be submitted with planning applications. This report must show conformity with Australian Standard 1428 Part 2 which provides for an enhanced accessibility standard for 90 per cent of people using wheelchairs and scooters.

Implementing accessible, adaptable and universal outcomes in all new dwellings is presently constrained legally, despite the existence of the Disability Discrimination Act 1992 (DDA) and standards for both adaptable housing (Standard on Adaptable Housing – AS 4299) and access and mobility (Standard on Design for Access and Mobility – AS 1428).

**5.2.2 Policy Considerations**
Households are changing—lone persons, ageing, and couples without children are emerging as the main household types. As a result housing expectations are changing. Household sizes are getting smaller but these household types are also diverse (e.g. students, youth, people with disabilities, older persons and those from culturally linguistically diverse backgrounds).

The predominant housing type in the City of Moonee Valley remains the detached dwelling. Over the next 20 years lone households will form the most common household type in the Municipality. It is necessary for other forms of housing to be developed to help the Municipality plan for this demographic shift.

New housing needs to recognise demographic changes in the private, public and community housing market. Households most in need are generally those households who need to be located close to services, facilities and transport. Locations with these attributes should be the priority areas to try and diversify housing stock to meet the needs of households who may be disadvantaged if located further form services and facilities.
Introducing accessibility or adaptability requirements into planning schemes can be difficult given current statutory constraints. Consideration of a more precinct based planning control applying to accessible locations such as Activity Centres, could be worthy of further consideration as opposed to blanket controls across the municipality.
5.3 Affordability

5.3.1 Issues

The City of Moonee Valley has become increasingly less affordable to many households in recent years. It is not just households in the lowest income brackets but even those on average incomes who are finding it progressively more difficult to live in the Municipality. The very aspects that make the City of Moonee Valley a desirable place to live including good public transport and amenities, proximity to the CBD and local employment have also made the city a costly place to find accommodation. This has in turn disadvantaged the household groups who rely on the services the most.

Irrespective of interest rate variations, over time between 1960 and 2006 real house prices have increased at an average of 2.7 per cent per annum, ahead of the 1.9 per cent per annum in per household real incomes. Housing prices have continued to grow since 2006, even in spite of the impacts of the global recession which has challenged matters further by limiting wage growth in many sectors. This makes it more difficult for single-income households to own their own homes. In addition, an increase in house prices means the larger deposits purchasers often need to purchase a house require them to undertake larger loans with higher repayment to income ratios.5

These reasons among others, including a choice to rent for longer, has a negative effect on the number of properties available for rent and makes it more difficult for low-income renters to secure a rental property. The competitiveness in the rental market and property price increases mean over time it is going to be increasingly difficult to find affordable dwellings in the Municipality. Already rental property prices in the City of Moonee Valley increased substantially from March 2007 to March 2008. The biggest annual shifts were an increase in the rent obtained for two bedroom houses (26.9 per cent) and one bedroom flats (17.6 per cent) as shown in table 2.

Table 9: Weekly Housing Rental Prices in Moonee Valley 2008

<table>
<thead>
<tr>
<th>Area</th>
<th>1 Bedroom Flat</th>
<th>2 Bedroom Flat</th>
<th>2 Bedroom House</th>
<th>3 Bedroom House</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Median</td>
<td>Annual change</td>
<td>Median</td>
<td>Annual change</td>
</tr>
<tr>
<td>Moonee Valley</td>
<td>$200</td>
<td>17.6%</td>
<td>$275</td>
<td>12.2%</td>
</tr>
</tbody>
</table>

Source: Department of Human Services http://www.housing.vic.gov.au

Having regard to median house and unit/apartment prices by suburb location, a trend has emerged regarding affordability of unit to housing prices by location.

Locations well serviced by public transport and amenities tend to be the most expensive locations to buy a dwelling, but in the same location the cost of a unit is significantly cheaper compared to house costs (Ascot Vale, Moonee Ponds, Flemington and Essendon). In locations further away from public transport/activity centres, the dwelling cost and unit cost are relatively similar (Niddrie, Avondale Heights, East Keilor, Airport West) as shown in Figure 26. This is most likely due to a larger unit size within the suburbs further away from the CBD.

5 Australian Housing & Urban Research Institute, Housing Affordability: a 21st Century Problem, September 2007
Over the past 10 years the median house price for all suburbs in the City of Moonee Valley have risen dramatically particularly those suburbs which are close to public transport, Activity Centres or within heritage or period urban character areas as shown in Figure 27. Now many areas are out of the price range for middle income households. Without changes to this over time, it is likely to significantly impact on the range of household types in the Municipality.

Source: Real Estate Institute Victoria
5.3.1 Policy Considerations

Research undertaken by Red C Property Consulting (Figure 28) provides an insight into what dwellings households will be able to afford and access based on income and ‘purchasing power’. The analysis identifies a ‘forgotten middle’ is establishing. Households with an annual income of between $55-$100K have the purchasing power to afford housing in a $250-$360K price range. These households do not qualify for public housing or rental subsidies and traditionally would have been able to afford to purchase housing in the private housing market. However, the significantly inflated house prices in recent years are pricing this demographic out of the marketplace.

Figure 28: Dwelling Purchasing Power by Household Incomes

Source: Cameron Alderson, Red C Property Consulting, 2009, information from 2006 ABS Census

Single houses located in areas close to public transport, activity centres and services and in period/urban character precincts tend to have a higher value – reflected in the City of Moonee Valley housing price by location statistics. However, in the same locations unit prices are significantly lower compared to the surrounding single house prices. Apartment stock in these locations tends to be smaller in dwelling size, suggesting that residents forgo space for the advantages of lifestyle. Ways to influence the private housing market to provide more affordable stock maybe to create smaller dwelling sizes in apartment developments which are located in sustainable locations.

Conversely, unit developments located in more suburban locations (Airport West, East Keilor, Avondale Heights, and Niddrie) appear to be priced very similarly to single houses. In these locations units also tend to be larger and further away from public transport and activity centres. While providing a choice of housing stock these unit developments do not appear to provide significant ‘affordability’ choices (based on the surrounding single house purchase prices or livability by location). In this regard, Council should consider limiting residential intensification in locations poorly serviced by public transport and other essential services and facilities.

Council has a limited but influencing role in encouraging the private housing market to deliver more affordable housing outcomes. Identifying, encouraging and potentially providing incentives for housing developments in locations more suited to providing affordable housing outcomes is one way Council can influence the private housing market. This will be primarily through Council’s planning function.
Affordable housing developments in appropriate locations (close access to public transport and services) will provide opportunities to deliver housing to a range of emerging household types - lone households, couple/couple and one dependant and the elderly.

Having regard to community and social housing, Council will need to work closely with social and community housing providers to assist in the provision of more low cost housing stock and upgrading existing public housing estates in the city.
5.4 Socially Responsive

5.4.1 Issues

Moonee Valley has 3,952 public housing dwellings, the second highest number in Victoria. The majority of public housing within the City of Moonee Valley is located in the Flemington and Ascot Vale Estates. Additional public housing stock exists in Moonee Ponds at Hall Street (bed sit accommodation) and along Pascoe Vale Road (walk up flats) and within Avondale Heights. The waiting list for public housing is long. As a result public housing waiting lists are segmented to prioritise accommodating those most in need. The segmented waiting list makes it difficult for those in the lowest priority segment to access public housing.

For those who are homeless or experiencing housing related stress, MetroWest provides transitional housing management in the western region to which Moonee Valley belongs. This is intended to be a short term accommodation option, however, lack of public or community housing often results in people needing to remain in transitional housing for longer periods than anticipated as there is nowhere for them to transition to.

Another unfortunate side effect of the lack of social and community dwellings is the greater emergence of rooming houses. This is often not a desirable solution as it can be relatively expensive for residents renting a room in one of these houses. It is also often difficult to manage the mental stability of people in this type of living arrangement. In addition, many rooming houses may have multiple people sharing a single room intended for one person. Although private rooming houses must be registered as a boarding house, this is often not happening.

Recent years have seen the emergence of housing associations. The aim of these associations is to provide affordable housing. Essentially they perform similar functions as the Office of Housing, but are more responsive to regional or local needs. However, at present many of housing associations are in their infancy.

In the absence of sufficient public and community housing, households who can often ill afford to move into the private rental market are forced to do so. While in social housing rental payments are capped, in private rental markets households could spend up to 70 per cent of their income on rent, leaving them little money left over for any other expenses.

There are other distinct groups which are hard hit by the lack of social and community housing within the Municipality. It is often hard for youth to find accommodation in Moonee Valley and there is currently no youth refuge and limited crisis accommodation. While there are providers of transitional youth housing demand often outstrips supply. Secondly, women experiencing family violence who need to leave their current accommodation for safety reasons need secure housing options available to them which are currently lacking in the Municipality.

5.4.2 Policy Considerations

The provision of accessible and appropriate social and community housing will require the City of Moonee Valley to develop strong and effective relationships with the Office of Housing and other non government community housing agencies. The Office of Housing owns a number of public housing sites within the City of Moonee Valley and opportunities exist to consider ways to redevelop and improve the quality, integration and amount of this public housing.
5.5 Ecologically Sustainable Development

5.5.1 Issues
As one of the most urbanised countries in the world, Australia is facing a number of critical environmental issues with water shortages, current levels of greenhouse gas emissions and energy use indicating that cities are developing in ways which are unsustainable. In particular, buildings, and their associated activities, are having a major impact on the environment and their occupants.

Council’s vision for Moonee Valley is to create a municipality that is vibrant and healthy – environmentally, socially and economically. The Council can work towards this goal by providing ESD advice to developers and residents of the Municipality when seeking planning approvals.

Climate change is having an impact on the way we design cities and build places to live and work. Extremes in temperature are impacting on living standards and the general health and wellbeing of communities. The need to conserve water, reduce energy consumption and generally review the way we behave to achieve more sustainable outcomes is an imperative.

The orientation and design of new housing and adaptation of existing housing to achieve more ecologically sustainable outcomes is becoming more important as we respond to these environmental changes.

5.5.2 Policy Considerations
Local Government plays a critical role in achieving sustainable development and creating enduring communities that are equitable, safe and healthy.

Many municipalities are increasingly moving toward more proactive approaches to incorporating the relevant elements of sustainability into the planning assessment process when considering the approval of new residential buildings. By way of example, Moreland City Council has developed the STEPS tool to assess the environmental impact of residential development. The tool is used voluntarily during the planning approvals process and has also been adopted by 11 Victorian local governments. Whilst not a statutory requirement, the STEPS tool has made significant improvements in the way new residential buildings are being constructed. By employing such a tool, Council can assume a strong educative role in promoting sustainability in the design of new buildings within the Municipality.

The biggest challenge to implementation of ecologically sustainable development practices appears to be the perceived additional costs of developing ‘green’ homes or incorporating ESD principles in the design of redevelopments. There is also somewhat of a lack of awareness of ESD principles and their benefits due to a lack of readily available information.

Moonee Valley City Council has the opportunity to act as a local agent to promote State and Federal government initiatives such as the photovoltaic feed in tariff. The Federal Government’s Green Loans initiative seeks to assist residents in financing the cost to implement ESD initiatives. Green Loans is a subsidy provided through financial institutions that will cover the interest on borrowing of up to $10,000 for a period of up to four years. The subsidy may be used for the acquisition and implementation of solar, water saving, and energy efficient products.

Moonee Valley should consider the following aspects of building design when considering assessing planning permit applications for residential development.
Passive design

Homes that are passively designed take advantage of natural climate to maintain thermal comfort and result in reductions in energy and water consumption. The principle of passive solar design is to keep out summer sun and let in winter sun, in doing so this will:

- Improve the comfort of the home
- Maximise winter heat gain
- Minimise winter heat loss
- Concentrate heating where it is most needed
- Reduce or eliminate heating and cooling bills
- Reduce energy and greenhouse gas emissions from heating, cooling, mechanical ventilation and lighting.

An example of how to design floor plates for passive ventilation is provided in Figure 29

**Figure 29: Design Floor Plates to Encourage Open Ventilation**

![Design Floor Plates](source]

Source: DSE, Sustainability Victoria

Energy and Water consumption in Victorian homes

Over half of the energy consumed in a home is for providing hot water, space heating or cooling and lighting. The energy consumed by these elements can be influenced through implementing the principles of passive design and solar hot water during the design stage. Figure 30 presents how energy is used in the home.

**Figure 30: Energy Use in the Average Victorian Home**

<table>
<thead>
<tr>
<th>Percentage</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>29%</td>
<td>Appliances</td>
</tr>
<tr>
<td>4%</td>
<td>Cooking</td>
</tr>
<tr>
<td>12%</td>
<td>Fridge/freezer</td>
</tr>
<tr>
<td>9%</td>
<td>Lighting</td>
</tr>
<tr>
<td>20%</td>
<td>Hot water</td>
</tr>
<tr>
<td>26%</td>
<td>Heating and cooling</td>
</tr>
</tbody>
</table>

Source: Victorian Government, Resource Smart

In metropolitan Melbourne homes are the biggest user of the city’s water, with 60 per cent of the water supply being used by households, compared to around 15 per cent being used by industry. On average, each Victorian household uses 209,000 litres of water a year. Water consumption is lower on average in metropolitan Melbourne, using 190,000 litres a year.
ESD technology, design solutions and medium to high density housing

Moonee Valley City Council should encourage sustainable design of residential developments through assessment of the following elements:

- Building Orientation, Form & Envelope (Passive design, Materials, Heating and Cooling)
- Hot Water Usage
- Lighting
- Water
- Renewable Energy
- Waste
- Behaviour change.

Appropriate types of technology and design solutions will vary considerably depending on the housing type.

Summary

If Council wanted to take these issues further, it could prepare more detailed ESD guidelines. Other programs (such as STEPs) will also assist in achieving these objectives.
5.6 Urban Character

5.5.3 Issue

The retention and protection of the character in Moonee Valley’s established residential areas is of paramount importance. There are many areas within the City of Moonee Valley that have been recognised for their historical or architectural significance. Some of these areas have been designated as heritage areas and are protected by heritage overlays contained within the Moonee Valley Planning Scheme. Other areas, while not protected by heritage overlays, are highly valued and sought after for their period charm. This is reflected in the significant number of renovations that have been undertaken to these period homes, as opposed to demolition and rebuilding.

Approximately 60 per cent of Moonee Valley’s existing housing stock comprises detached houses on individual lots. These homes are typically located in wide tree-lined streets. Approximately 30 per cent of dwellings are town houses, flats or other types of multi-unit development. The suburbs of Moonee Valley reflect a marked variation in house prices, development interest, and therefore pressure for infill or multi-dwelling development. Each suburb possesses different neighbourhood characteristics and streetscape values.

Airport West, East Keilor and Avondale Heights are the more modern lower density suburbs developed during the 1960’s – 1990’s. Housing in these parts of the Municipality has remained more homogeneous, with single detached family homes predominating, despite an increasing amount of medium density development has occurred in some streetscapes.

Locations such as Niddrie are undergoing changes resulting from the demolition of modest inter-war houses and the development of large modern single dwellings. This has typically taken place without the need for a planning permit and, as such, has occurred without regard to the values and requirements of the Urban Character Study.

The Municipality is increasingly subject to high density residential developments occurring on strategic redevelopment sites, generally close to public transport routes (some located within nominated activity centres). It is considered that this trend will continue and that most of the Municipality’s dwelling growth over the next 20 years will be created in high density development. It is anticipated that these developments will accommodate the majority of the Municipality’s projected population growth. The current Urban Character Study does not recognise these residential development trends.

5.5.4 Policy Considerations

A key challenge for Moonee Valley is to accommodate additional housing development which is diverse, affordable and respectful of the established urban character.

Moonee Valley’s homes and streetscapes form part of a highly valued built environment. Previous community consultation has revealed that the retention and protection of the character in established residential areas is of paramount importance to the local community. Neighbourhood character is also an important consideration for residents when choosing to live in a particular location. Council supports the broad strategy of urban consolidation but also recognises the need to balance this with maintaining the unique qualities of the city.

Council adopted an Urban Character Study in 1997. The study contains character statements for each neighbourhood and design examples to guide the assessment of new
developments in particular types of streetscapes. The Study is a useful tool for planners assessing permit applications.

Since the adoption of the Urban Character Study a number of policy gaps have emerged, where either the prevailing urban character may not be the future “preferred” character (particularly within activity centres or on strategic redevelopment respond to the objectives of *Melbourne 2030*) or the preferred character has become less prevalent (locations where the amount of unit development has changed the original dwelling stock) and areas where single dwellings have been demolished and replaced with contemporary homes (typically without the need for a planning permit).

How new development should respond to existing urban character is very subjective – some residents do not want any new development to occur in their streetscapes, others would prefer that all new developments replicate what currently exists and others prefer to ignore the existing urban character and create their own preferred urban character.

The City of Moonee Valley needs to strike a balance between facilitating new development and achieving good urban character outcomes. The Municipality will need to recognise a number of development trends which have occurred since the adoption of the Urban Character Study in 1997. Policy direction is required for areas where the prevailing urban character has been, or may in future be, eroded by development not requiring a planning permit and how this should be managed.
6.0 Appendices

6.1 Appendix 1: Housing Policy Assessment

City of Moonee Valley Housing Strategy

Review of Federal, State, Regional and Local Housing Policies, Plans & Strategies
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1 INTRODUCTION

There are a number of Federal, State, Regional and Local policies, strategies and plans of relevance to the development of the City of Moonee Valley Housing Strategy. A summary of the more relevant documents and how they currently, or may in future, influence housing outcomes in the municipality are reviewed in this section. The purposes of this review are:

- To ensure that the Moonee Valley Housing Strategy takes into account the parameters often determined by non-Council housing documents;
- To ensure where possible that housing objectives, directions and strategies identified in non-council documents are implemented appropriately and effectively within the municipality;
- To strengthen Council’s future housing policy framework including those contained within the Moonee Valley Planning Scheme; and
- To strengthen Council’s role as an advocate on housing issues that are more heavily influenced at a Federal, State or regional level.

The table below summarises the policies, plans and strategies reviewed according to a Federal, State, Regional and Local hierarchy.

<table>
<thead>
<tr>
<th>Sphere of Government or Administrative body</th>
<th>Policies, Plans &amp; Strategies Reviewed</th>
</tr>
</thead>
</table>
| Federal Government                         | • Commonwealth-State Housing Agreement (CSHA)  
• Commonwealth Rent Assistance (CRA) |
| State Government                           | • A Fairer Victoria – Creating Opportunity and Addressing Disadvantage  
• State Planning Policy Framework  
• Victorian Homeless Strategy – Directions for Change (2002)  
• Towards a State and Local Government Affordable Housing Strategy (2002)  
• Strategy for Growth in Housing Low Income Victorians (2003)  
• Towards an Integrated Victorian Housing Strategy (2006) |
| Regional                                   | • Western Regional Housing Statement |
| Local Government                           | • Moonee Valley 2020: Our City our Future  
• Council Plan 2009-2013: A New Direction  
• Moonee Valley Planning Scheme: Local Planning Policy Framework |

1.1 National Context

The four largest government programs relevant to housing assistance are the 2003 Commonwealth State Housing Agreement (CSHA), the Australian Government’s Commonwealth Rent Assistance (CRA), the First Home Owner Grant (FHOG) and the Supported Accommodation Assistance Program (SAAP). In addition to these there are a raft of new policies and program measures announced by the Rudd Federal Government in 2008 as part of its election commitments in 2007.
1.1.1 Commonwealth-State Housing Agreement (CSHA)

The 2003 Commonwealth State Housing Agreement (CSHA) is authorised under the Housing Assistance Act 1996. It provides strategic direction and funding for the provision of housing assistance across Australia from 1 July 2003 to 30 June 2008. The 2003 CSHA allocated more than $4.75 billion for housing assistance such as public and community housing, Indigenous housing, crisis accommodation, home purchase assistance and private rental assistance. A new CSHA will be implemented in 2009.

1.1.2 Commonwealth Rent Assistance (CRA)

The other major form of Commonwealth Government involvement in housing is via assistance to low income private renters through the CRA program. Rent Assistance is a non-taxable income supplement payment added on to the pension, allowance or benefit of eligible income support customers who rent in the private rental market. Pensioners, allowance recipients and those receiving more than the base rate of Family Tax Benefit Part A may be eligible for Rent Assistance.

1.1.3 First Home Owners Grant (FHOG)

The First Home Owner Grant (the grant) scheme was established to encourage and assist home ownership and to offset the effect of the GST on home ownership by providing a grant to first homeowners. The First Home Owner Grant Act 2000 (the Act) came into effect on 1 July 2000 and the grant is an on-going scheme with no end date yet specified. The Rudd Government will invest around $1.5 billion in the housing market over 2008-09 and 2009-10 through this initiative.

1.1.4 Supported Accommodation Assistance Program (SAAP)

The Supported Accommodation Assistance Program (SAAP) was established in 1985 to consolidate a number of Commonwealth, State and Territory government programs assisting homeless people and women and children escaping domestic violence. SAAP provides recurrent funding for salaries and other operational costs associated with the provision of housing and support for people who are experiencing homelessness or are at risk of homelessness.

The current program, governed by the Supported Assistance Act 1994, specifies that the overall aim of SAAP is to provide transitional supported accommodation and related support services, in order to help people who are homeless to achieve the maximum possible degree of self-reliance and independence. The Act further states that within this aim the goals are:

1. to resolve crisis;
2. to re-establish family links where appropriate; and
3. to re-establish a capacity to live independently of SAAP.

The States and Territories are responsible for managing the program, while services are provided largely by independent agencies. Approximately 1,300 non government, community or local government organisations are funded nationally under the program. Such organisations range from small stand-alone agencies with single outlets to larger auspice bodies with multiple outlets. They provide accommodation and support services to a range of groups including homeless families, singles, young people, and women and children escaping domestic violence.
1.1.5 The Road Home: The Australian Government’s White Paper on Homelessness

In 2008 the Australian government released its White Paper on Homelessness: The Road Home. It sets the strategic agenda for reducing homelessness to 2020. Specifically, The Road Home goals by 2020 are to:

- Halve overall homelessness; and
- Offer supported accommodation to all rough sleepers who need it.

The report outlines the following three key strategies:

1. Turning Off the Tap: Services will intervene early to prevent homelessness.
2. Improving and expanding services which aim to end homelessness: Services will be more connected, integrated and responsive to achieve sustainable housing, improve social and economic participation and end homelessness for their clients.
3. Breaking the Cycle: People who become homeless will move quickly through crisis system into stable housing with the support they need so that homelessness does not recur.

1.1.6 The National Rental Affordability Scheme (NRAS)

In July 2008 the Rudd Federal Government announced the National Rental Affordability Scheme (NRAS) which aims to increase the supply of affordable rental dwellings by up to 50,000 by 2012, with possibly a further 50,000 to be made available post July 2012, subject to demand. Rent for these properties will be charged at 20 per cent below the market rate for eligible tenants.

The National Rental Affordability Scheme is a 2007 Federal Election Commitment. The Australian Government is providing Incentives to:

- increase the supply of affordable rental dwellings;
- reduce rental costs for low to moderate income households; and
- encourage large scale investment and innovative delivery of affordable housing.
The National Rental Affordability Scheme offers annual Incentives for a period of ten years. The two key elements are:

- A Commonwealth Government Incentive of $6,000 per dwelling per year refundable tax offset or payment; and
- A State or Territory Government Incentive of $2,000 per dwelling per year in direct or in kind financial support.

The Incentive will be provided annually on the condition that throughout that the ten year period the dwelling is rented to eligible low and moderate income households.

The National Rental Affordability Scheme is designed to pool significant resources from a range of participants including financial institutions, non-profit organisations and Local Government which, when combined with the Incentives from the National Rental Affordability Scheme, will increase the supply of lower-rent housing. These resources could include loans; equity investments; capital grants by Commonwealth, State and Territory or Local Governments; donations by charities; free or discounted land by churches; or contributions by developers in accordance with planning requirements.

1.1.7  

The Housing Affordability Fund (HAF)

The Housing Affordability Fund will invest up to $512 million over five years to lower the cost of building new homes.

The Fund’s focus is on proposals that improve the supply of new housing and make housing more affordable for home buyers entering the market. It will address two significant barriers to the supply of housing:

- Holding costs incurred by developers as a result of long planning and approval waiting times; and
- Infrastructure costs, such as water, sewerage, transport, and open space.

The Fund will target greenfield and infill developments where high dwelling demand currently exists or is forecast. Proposals will be assessed against transparent, needs-based selection criteria with priority given to proposals that improve the supply of new moderately priced housing and demonstrate how cost savings are passed on to new home buyers.

1.2  

Victorian State Government Context

There are three main State Government departments influencing housing in Victoria are: 1) the Department of Premier and Cabinet (DPC); 2) The Department of Planning & Community Development (DPCD) and 3) the Department of Human Services (DHS) via the Office of Housing (OoH) branch.

1.2.1  

Department of Premier and Cabinet

DPC has a leadership role in the identification and implementation of the strategic directions of the Victorian Government. It provides 1) strategic, rigorous and innovative policy advice; 2) develops and leads whole of Government initiatives that aim to ensure effective outcomes for all Victorians; 3) delivers services to enhance the contribution of creative industries within the Victorian community, and 3) promotes community engagement in government decision-making through regular Community Cabinet meetings and other means.
1.2.1.1 A Fairer Victoria – Strong People, Strong Communities (May 2008)

A Fairer Victoria is the Victorian Government’s key action plan for reducing disadvantage in the State. It was first launched in 2005 and an updated progress report was released in May 2008.

The 2008 report acknowledges that “housing costs have risen nationally over the last decade, adding stress and insecurity for some households, particularly low-income renters”.

The following four critical priorities for economic and social participation are identified:

- Priority area 1 - giving all Victorian children the best start in life;
- Priority area 2 - improving education and helping people into work;
- Priority area 3 - improving health and wellbeing, and
- Priority area 4 - developing liveable communities.

Under Priority area 2 the report identifies the following housing relevant actions:

- A new 26 week fixed rent policy will reduce the current disincentives for people living in public housing to return to work.

Under Priority area 3 the report identifies the following relevant housing actions:

- To promote healthier eating and good social networks, 19 Community Kitchens will open in all public housing Neighbourhood Renewal areas.
- Improvements to services for people with multiple needs including innovative housing and support options for people at risk of homelessness.

Under Priority area 4 the report identifies the following relevant housing actions:

- Funding for 80 public housing properties in 2008-09 for low income people and families. These properties will be predominantly delivered close to public transport in safe, vibrant, communities where there is easy access to jobs, training, shops and services.
- Low income Victorians will be encouraged to participate in work and in their communities through the Neighbourhood and Community Renewal programs. Social housing tenants will continue to be supported to solve problems that may otherwise lead to property abandonment and eviction.
- The Government will build on its work to increase the overall supply of social housing in partnership with registered housing associations and by continuing to work with the Commonwealth and other State and Territory Governments to negotiate a broader National Affordable Housing Agreement and develop a national homelessness strategy.
- Land will be purchased in Dandenong, Frankston, Footscray, Werribee, Ringwood, Ballarat and Bendigo Transit Cities as well as in the regional centre of Horsham, and be developed by not-for-profit housing associations to deliver a further 50 new affordable homes.
- Aboriginal housing will also be strengthened through the Aboriginal Rental Housing Program (ARHP) with the acquisition of 30 homes in areas of highest need, doubling the number of properties purchased.
- A pilot program that has been supporting social housing tenants with complex needs will now be funded on a permanent basis. This is supporting people with mental illness, drug and alcohol, health and behavioural problems, who require intensive support from a range of different services and who are at high risk of homelessness.
1.2.2 Department of Planning and Community Development (DPCD)

The Department of Planning and Community Development (DPCD) is responsible for land-use planning and environment assessment in Victoria. This includes managing the regulatory framework and providing advice on planning policy, urban design and strategic planning, as well as information on land development and forecasting.

1.2.2.1 State Planning Policy Framework

State Planning Policy Framework

The State Planning Policy Framework (SPPF) identifies land use and development planning policies to meet the objectives of planning in Victoria as set out in Section 4 of the Planning and Environment Act 1987. It contains specific policies dealing with settlement, environment, housing, economic development, infrastructure and particular uses and development. These policies are included in the Planning Scheme and must be considered in planning and decision making within the City of Moonee Valley.

Specific policy within the SPPF, in relation to the provision of housing, is found at:

Clause 12: Metropolitan Development

Key aspects of Melbourne 2030 have been incorporated into Clause 12 of the SPPF, including:
- Facilitate sustainable development that takes full advantage of existing settlement patterns.
- Locate a substantial proportion of new housing in or close to activity centres, and other strategic redevelopment sites that offer good access to services and transport.
- Encourage higher density housing in and around Neighbourhood Activity Centres that provides a variety of housing options for different types of households.
- Increase the supply of well-located affordable housing.
- Recognise and protect neighbourhood character.
- Promote excellent neighbourhood design.
- Encourage the use of alternative water sources such as rainwater tanks, stormwater and recycled water by households.
- Ensure building and subdivision design improves efficiency in energy use.

Clause 14: Settlement
- To ensure a sufficient supply of land is available for residential, commercial, industrial, recreational, institutional and other public uses.
- To facilitate the orderly development of urban areas.

Clause 15: Environment
- Encourage development that is consistent with the efficient use of energy and the minimisation of greenhouse gas emissions.
- Promote energy efficient buildings and subdivision design.

Clause 16: Housing

Clause 16.01 – Residential; development for single dwellings
to encourage:
- Residential development that is cost-effective in infrastructure provision and use, energy efficient, incorporates water-sensitive design principles and encourages public transport use.
- Opportunities for increased residential densities to help consolidate urban areas.
Clause 16.02 – Medium Housing Density housing
To encourage development of well-designed medium density housing which:
- Respects the neighbourhood character.
- Improves housing choice.
- Makes better use of existing infrastructure.
- Improves energy efficiency of housing.

Clause 16.04 – Crisis accommodation and community care units
- To encourage the establishment of crisis accommodation and community care units in residential areas and to ensure that their location is kept confidential.

Clause 16.05 – Affordable housing
- To deliver more affordable housing closer to jobs, transport and services.

Clause 16.01 – Residential aged care facilities
- To facilitate the timely development of residential aged care facilities to meet existing and future needs.
- To encourage well-designed and appropriately located residential aged care facilities.

Clause 19: Particular Uses and Development – Design and Built Form Objectives
To achieve high quality urban design and architecture that:
- Reflects the particular characteristics, aspirations and cultural identity of the community.
- Enhances liveability, diversity, amenity and safety of the public realm.
- Promotes attractiveness of towns and cities within broader strategic contexts.

1.2.2.2 Melbourne 2030 & Melbourne @ 5 Million

In October 2002 the Department of Sustainability and Environment (DSE) published ‘Melbourne 2030’, its strategy to guide growth, change and development in Melbourne over the next few decades. The Strategy was incorporated into the State section of the Planning Scheme at Clause 12 in September 2005.

Released in 2002, Melbourne 2030 provides a long-term plan for Melbourne and the surrounding region. Melbourne @ 5 million was released in late 2008 and provides policy initiatives that are complementary to the directions of Melbourne 2030 and the two documents should be considered together. It outlines the implications of the Victoria in Future 2008 growth projections for Melbourne, which indicate that the city’s population is likely to reach 5 million before 2030. The policy refinements arising from this update will be incorporated into the Victoria Planning Provisions to ensure the full intent is implemented in the planning system.

Melbourne 2030

The core of the strategy is expressed in 9 broad directions, of which Direction 1 - A More Compact City, Direction 5 - A Great Place to Be and Direction 6 - A Fairer City, are of the most relevance to the development of a Housing Strategy.

- Direction 1: A More Compact City
  - Build up activity centres as a focus for high quality development, activity and living for the whole community (Policy 1.1).
  - Locate a substantial proportion of new housing in or close to activity centres and other strategic redevelopment sites that offer good access to services and transport (Policy 1.3).
Direction 5: A Great Place To Be
- Promote good urban design to make the environment more liveable and attractive (Policy 5.1).
- Recognise and protect cultural identity, neighbourhood character and sense of place (Policy 5.2).
- Protect heritage places and values (Policy 5.4).

Direction 6: A Fairer City
- Increase the supply of well-located affordable housing (Policy 6.1).

To achieve the 9 directions and manage the forecast growth, Melbourne 2030 divides the metropolitan area into five regions and apportions the forecast growth across each region.

As part of the implementation of Melbourne 2030, the Minister for Planning established five Regional Housing Working Groups including the Western Regional Housing Groups which the City of Moonee Valley participates in. Their role was to identify the capacity and preferred locations to which this residential growth should be directed, and to highlight housing issues and needs, identify housing challenges, and determine innovative and sustainable responses to these across each region. For details of the Western Regional Housing Working Group refer to the “regional” chapter of this section.

Melbourne @ 5 Million

This document outlines the following new measures:

A more compact city
- Designation of six new Central Activities Districts with CBD-like functions.
- Employment corridors to improve accessibility to jobs and services and reduce congestion on the transport network.
- Established areas to accommodate 53 per cent of new dwellings.

Better management of growth
- Growth areas to accommodate 47 per cent of new dwellings.
- Investigation areas in the north and west, with a small proportion in the south east, for potential extensions to the growth areas.
- More efficient use of greenfield land with a target of 15 dwellings per hectare.
- Amendment to the operation of the growth areas infrastructure contribution and the removal of the requirement for the contribution from land included in the Urban Growth Boundary prior to 2005.
- Consideration of the unique green wedge values in the investigation of changes to the Urban Growth Boundary.

Networks with the regional cities
- Efficient and effective links between Melbourne and Victoria’s regional centres.
- Regional blueprint to be released in 2009.

A greener city
- Creation of two grassland protected areas in Melbourne’s west.

This document is relevant to the City of Moonee Valley Housing Strategy in so far that part of the State Government’s approach to meeting future population growth is centred on locating more intense housing development in and around activity centres, along tram routes and the orbital bus routes on the Principal Public Transport Network, in areas close to train stations and on large redevelopment sites.
1.2.3  The Department Of Human Services - Office of Housing Division (OoH)

The Department of Human Services - Office of Housing (OoH) division, is responsible for administering housing support, focusing primarily on the management and provision of social housing assistance to low income or special needs groups. The OoH works in partnership with Local Government Authorities to develop and provide housing and other related social services.

1.2.3.1 Victorian Homeless Strategy – Directions for Change (2002)

The Victorian Homelessness Strategy – Directions for Change (VHS), published in February 2002, examines the State’s response to homelessness and identifies immediate and longer-term actions and approaches that would improve that response.

The Strategy is divided into four parts.

- **Part I: The Need to Improve Our Response** provides the broad context for the VHS. It outlines why homelessness is a priority for government and summarises the causes of homelessness. It sketches the strengths and weaknesses of the current HSS and, by comparing this with the best possible system that Victoria can realistically deliver it establishes key directions for change.
- **Part II: The Action Plan** outlines practical actions that can be implemented immediately to begin the improvement process and provide a basis for ongoing change. These actions are a starting point to deliver better outcomes for clients and ensure our homelessness services remain robust and viable. All the actions will improve our knowledge of what works to address homelessness, particularly for those groups who are especially vulnerable.
- **Part III: The Strategic Framework** identifies a number of broad strategies that aim to stimulate integrated responses to preventing and addressing homelessness. The strategies aim to improve links to other areas of the social service system, and recognise that the process of change will only succeed if there is collaboration at many levels: between services; between government and services; and across different areas of government.
- **Part IV: The Way Forward** outlines how government, in partnership with services and the community intend to commence the process of change.

The Victorian Homelessness Strategy outlines five strategic objectives, all of which support the strategic thrust outlined earlier.

The objectives are:

1. Improving client focus and client outcomes.
2. Developing integrated and sustainable service responses.
3. Working across government and with the community to prevent homelessness.
4. Increasing access to, and supply of, affordable housing.
5. Supporting and driving change.

Of these, Objective 4 is of most relevance to the City of Moonee Valley Housing Strategy. The specific actions identified under this objective and how they will be implemented are outlined below:

- To assist and support public housing tenants wishing to access private rental.  
  *How? By providing tenancy references regarding rental history during their public housing tenancies.*
To reduce disruption to housing arrangements for high need clients moving from transitional to long term accommodation. *How?* By identifying clients accessing assistance through the current mental health/Transitional Housing Manager (THM) housing and support initiative who have stabilised in THM and who would benefit from retaining their existing THM tenancy on a long-term basis.

To pursue an adequate funding base for preventive and responsive approaches to homelessness. *How?* The Victorian Government should use the forthcoming negotiations concerning the next Commonwealth State Housing Agreement (CSHA) to lobby for additional funds being made available to States and Territories to increase the supply of affordable housing.

To pursue alternative funding and financing arrangements to expand the supply of affordable housing. *How?* The Victorian Government, in collaboration with the Commonwealth and other key stakeholders, would research and evaluate options for expanding affordable housing within the context of the Victorian Housing Strategy.

To develop a range of responses to assist clients to access private rental. *How?* The Housing and Community Building (HCB) Division would explore a range of options, including private rental brokerage, which can facilitate and promote access to the private rental market for households that are homeless or at risk of homelessness.

1.2.3.2 *Towards a State and Local Government Affordable Housing Strategy (2002)*

The main purpose of the Strategy was to establish a case for supporting and encouraging local government to take a larger role in affordable housing development in Victoria. The report argues that the deficit in affordable housing is a local issue that can benefit from local government involvement by virtue of local government’s key social, land use, building and development control functions and their local knowledge and representation.

The report made 24 recommendations requiring action at all levels of government on three key areas:

- the need for affordable housing;
- the need for responsive housing; and
- the need for community building initiatives.

Specific directions identified in the report include:

- Ensuring State Government support for the development of local housing policies and strategies.
- Ensuring an active role for the local government sector to inform CSHA negotiations.
- Developing the capacity of the local government sector to embrace joint venture opportunities.
- Exploring ways in which the land-use planning system can support the provision of affordable, well-located housing.
- Defining a clear role for local government in neighbourhood renewal processes.
1.2.3.3 Strategy for Growth in Housing Low Income Victorians (2003)

Victoria is currently reforming the delivery of social housing by forging stronger partnership arrangements with non-government not-for-profit housing agencies. In December 2002, Candy Broad, Minister for Housing launched the Government’s key social housing policy, the *Strategy for Growth in Housing for Low Income Victorians (Growth Strategy)*.

A major initiative of the Growth Strategy is the expansion of housing assistance through the establishment of not-for-profit Housing Associations. It aims to increase the provision of affordable housing options through partnership with Registered Housing Agencies (RHAs). It is expected that RHAs will leverage the government's capital commitment through borrowings and third party contributions, resulting in increased social housing options.

1.2.3.4 Towards an Integrated Victorian Housing Strategy (2006)

In September 2006 the Department of Human Services published its framework to address the future housing challenges of Victoria as informed by documents such as *Melbourne 2030, A Fairer Victoria*, and the *Victorian Homelessness Strategy*. It sees the challenges as minimising housing stress and improving affordability, which in turn should create communities which are more socially, economically and environmentally sustainable. The primary aim of the strategy is to create more options to increase housing choices for Victorian families.

Victoria’s housing strategy focuses on three action areas each of which outline the following key objectives:

1. *Facilitate the efficient operation of the housing market*

   Key objectives are to:
   - Keep the costs of housing production low to meet the needs of buyers and investors; and
   - Ensure land supply continues to be sufficient to meet demand.

2. *Ensure housing and residential development supports the Government’s wider social, economic and environmental sustainability objectives.*

   Key objectives are to:
   - Promote choice in housing type, tenure and cost to meet the needs of households as they move through life cycle changes; and to sustain a diverse local work force; and
   - Promote good housing and urban design to minimise negative environmental impacts and keep down costs for residents and the wider community.

3. *Minimise housing stress*

   Key objectives are to:
   - Facilitate access to affordable housing for those unable to meet their needs in the housing market;
   - Assist households in crisis to maintain their connection to community networks and familiar places as they stabilise their circumstances; and
• Ensure that after paying for housing, households can afford other essential costs such as food, clothing, health, power and transport.

1.3 Regional Context

1.3.1 Western Regional Housing Statement (WRHS)

The WRHS provides a strategic framework for planning for the present and future housing needs of residents in the Western Region of metropolitan Melbourne. It will provide guidance for Councils in the development and review of their strategic planning work including local housing strategies and activity centre structure plans and can assist local and state government plan for the provision of new services and infrastructure to support population growth and change.

Vision for the Western Region

The Western Regional Housing Statement contains a vision for the Western Region developed by the Regional Housing Working Group, which seeks to ensure that the Western Region is known for quality and affordability of housing, public open space and diverse communities. The vision is underpinned by five key principles for housing: availability, accessibility, affordability, appropriateness and sustainability. The Statement also aims to encourage a greater proportion of new households to locate in and around strategic redevelopment sites to reduce pressure for inappropriate development in established areas and reduce the need for outward expansion.

The Western Regional Housing Statement aims to achieve the vision for the region by undertaking strategies and actions under the following seven objectives:

• Objective 1 – Meeting housing needs
• Objective 2 - Housing diversity
• Objective 3 - Housing affordability
• Objective 4 – Manage the design and built form of housing
• Objective 5 – Ensure adequate infrastructure and services to support housing
• Objective 6 – Maintaining and accessing employment and economic opportunities
• Objective 7 – Delivering environmentally sustainable outcomes

1.4 Local Context

A number of local policies and strategies that are relevant to the Housing Strategy are contained within the Moonee Valley Planning Scheme and other corporate documents.

1.4.1 Moonee Valley 2020: Living together, living well

Moonee Valley City Council initiated MV2020 in 2004/05 with consultation of 4,000 local residents. A review of MV2020 was undertaken in 2009. Through engagement with the community, the review has updated the long term vision, now known as MV2020 'Living together, living well'. The document outlines the following vision for the municipality by 2020:

“In 2020 Moonee Valley will be an engaged and connected City where individuals and communities work together to support and improve the wellbeing and sustainability of its people, places and environments”.
It also articulates the following five aims:

- Creating and sustaining healthy, safe and active communities;
- Accessing quality infrastructure and services;
- Caring for our environments;
- Fostering local character; and
- Working together for prosperity.

The aim of most relevance to housing is “fostering local character”.

1.4.3 Council Plan 2009-2013

The vision outlined by the Council Plan reads as follows:

"In 2020, Moonee Valley will be an engaged and connected city where individuals and communities work together to support and improve the wellbeing and sustainability of its people, places and environments."

The Plan states that new Council initiatives will focus on meeting the following six key objectives:

**A creative City with connected communities**
- A City that values the diversity and social inclusion of its community by facilitating the wellbeing of its citizens through providing access to a range of quality services and facilities and encouraging participation in community life.

**A healthy environment and a sustainable City**
- A City providing the community with a high quality natural and built environment while ensuring and maximising community participation in, and awareness of, environmental initiatives and activities.

**A City providing smart and accessible transport that connects people**
- A City that provides an integrated approach to transport planning.

**A City for investment and growth**
- A City with a strong business sector to assist in creating local employment and future prosperity.

**A well-planned and managed City**
- A City that provides the infrastructure, facilities and design that meets the needs of the community.

**A dynamic responsive organisation**
- A City providing strong leadership, supported by good governance and responsive to the needs of an engaged community.

The Moonee Valley Housing Strategy links in particular to “a creative and City with connected communities”. It also has connections to “a healthy environment and sustainable City” and “a well-planned and managed City”.
1.4.4 Moonee Valley Planning Scheme: Local Planning Policy Framework

The Local Planning Policy Framework (LPPF) comprises a Municipal Strategic Statement (MSS) (Clause 21 Policies) and supporting Local Policies (Clause 22 Policies). The MSS is a concise statement of the key strategic planning, land use and development objectives and directions for the municipality, while local planning policies are policy statements to guide discretionary decision making by Council.

The Moonee Valley MSS states that the municipality “will continue to be the leading residential location in Melbourne’s northwest by providing a diverse range of quality housing throughout the City, and by ensuring that new development enhances the character of each neighbourhood”. The MSS identifies a number of key housing issues including the following:

- Approximately 56% of all occupied private dwellings in Moonee Valley have only one or two people in them, while 69% of occupied private dwellings have 3 - 4 bedrooms.
- There is an increasing diversity of household types through family separation, couples without children, and people choosing to live alone.
- Many families want greater housing choice and affordability, especially the elderly who want to remain in their local community.
- Population loss from established areas may result in less expenditure in the local economy and reduced service provision.
- Infill residential development needs to be respectful of existing streetscapes and buildings of heritage significance.
- Urban sprawl to fringe areas places a significant financial burden on the community with the provision of new infrastructure, creates pressure on our natural environment, increases vehicle dependency and pollution.

A number of the current local planning policies are relevant to housing including (but limited to):

- Clause 22.06 Residential Design Policy;
- Clause 22.09 Development Guidelines for Heritage Places; and
- Clause 22.13 Residential Development for Four or More Storeys.

The following key policy themes and objectives can be distilled from the housing related policies in the Planning Scheme.

- The City will continue to provide a diversity of appropriate housing choices to meet the housing needs of an increasingly diverse range of households. New infill development will be carefully managed by Council, will have regard to Council’s Local Character Study and will therefore add quality to existing streetscapes and local character.
- The City will maintain its existing population level by redeveloping key sites for housing and ensuring that infill development is respectful of existing streetscapes. These measures will ensure that Moonee Valley remains the preferred location for housing in the northwest.
Council considers the following themes, drawn from various Government Policies, as being the most relevant in influencing the future direction of the City of Moonee Valley:

- Encouraging diverse and affordable housing.
- Conserving built form, streetscapes and heritage.
- Establishing Urban Villages to enhance community life and energy efficiency.
### 6.2 Appendix 2: Summary of Proposed Residential Zones

#### Summary of New Victorian Government Planning Zones

<table>
<thead>
<tr>
<th>Substantial Change</th>
<th>Incremental Change</th>
<th>Limited Change</th>
<th>Discussion</th>
<th>Application in Moonee Valley</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Overall Purpose</strong></td>
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</tbody>
</table>
| The Substantial Change Zone will provide for housing growth by a mix of housing types that includes medium to higher density housing | The Incremental Change Zone will allow medium density housing that respects the character of the neighbourhood | The Limited Change Zone will enable specific characteristics of the neighbourhood to be protected through greater control over housing | The Substantial Change Zone is the most flexible zone. It allows for higher densities, taller buildings height, higher densities and a larger range of uses. The Incremental Change Zone has a greater focus on respecting the neighbourhood character, medium to high densities, and lower building heights (than the Substantial Change Zone). The Limited Change Zone is the most restrictive residential zone to ensure the residential development protects the neighbourhood character. | **Substantial Change Zone** – This zone would be applied to:  
* High density residential sites already identified within activity centre structure plans  
* Strategic residential sites within major activity centres (current and proposed).  

**Incremental Change Zone** – This zone would be applied to:  
* Incremental residential locations already identified within activity centre structure plans  
* Strategic redevelopment sites close to lower level activity centre, services and facilities or a mixed use commercial activity area.  

**Limited Change Zone** – This zone would be applied to:  
* All residential zoned areas not identified for Incremental Change Zone or Substantial Change Zone. |

#### Density

- **Density not specified in this zone.**  
  The Substantial Change Zone provides for higher densities in key locations. The Incremental Change Zone provides for a

**Substantial Change Zone** – within Moonee Valley would generally be 6 storeys and above.  

- **Density not specified in this zone.**  
  The Substantial Change Zone provides for higher densities in key locations. The Incremental Change Zone provides for a  

**Substantial Change Zone** – within Moonee Valley would generally be 6 storeys and above.
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</thead>
<tbody>
<tr>
<td>transport including activity centres and strategic redevelopment sites.</td>
<td>all households.</td>
<td>range of densities, whilst the Limited Change Zone does not specify a preferred density.</td>
<td></td>
<td>Incremental Change Zone – within Moonee Valley this zone would provide for 2 to 3 storey townhouses or 3 to 6 storey apartments.</td>
</tr>
<tr>
<td><strong>Neighbourhood Character</strong></td>
<td></td>
<td></td>
<td></td>
<td>Limited Change Zone – within Moonee Valley this zone would provide for 1 to 2 storeys, 2 to 3 unit development.</td>
</tr>
<tr>
<td>• Enable preferred neighbourhood character and design objectives to be specified in the schedule to this zone.</td>
<td>• Encourages residential development that respects the neighbourhood character.</td>
<td>• Ensures that residential development protects the neighbourhood character of the area.</td>
<td>The schedule to each zone enables Council to specify the neighbourhood character objectives for precincts within the municipality.</td>
<td></td>
</tr>
<tr>
<td>Uses</td>
<td>Uses</td>
<td>Uses</td>
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</tr>
<tr>
<td>• In appropriate locations, allow educational, recreational, religious, community and a limited range of other non-</td>
<td>In appropriate locations, allow educational, recreational, religious, community and a limited range of other non-</td>
<td>In appropriate locations, allow educational, recreational, religious, community and a limited range of other non-</td>
<td>The main use that differs between each zone is office (other than medical centre) being prohibited in the Incremental Change Zone and Limited Change Zone. The</td>
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<thead>
<tr>
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<tbody>
<tr>
<td>residential uses to serve local community needs.</td>
<td>residential uses to serve local community needs.</td>
<td>residential uses to serve local community needs.</td>
<td>Incremental Change Zone has a greater number of uses that must adjoin, or have access to, a main road.</td>
<td></td>
</tr>
<tr>
<td>• Allow for increased provision of small-scale offices.</td>
<td>• Office (other than medical centre) is prohibited in this zone.</td>
<td>• Constrains a wider range of non-residential uses to main road locations, such as food and drink premises, leisure and recreation, medical centre, mineral, stone, or soil extraction, place of assembly and nursery. Office (other than medical centre) is prohibited in this zone.</td>
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</tbody>
</table>

### Building Height

- **Substantial Change Zone** – The schedule to this zone could be modified to allow for apartment style dwellings above 6 storeys.

- **Incremental Housing Zone** – The schedule to this zone could be modified to allow for a building of height up to 5 storeys (for medium to higher density apartments). – This would require further assessment of specific location requirements

- **Limited Change Zone** – No change would be required to the schedule to this zone

### Siting and Design
**Substantial Change** | **Incremental Change** | **Limited Change** | **Discussion** | **Application in Moonee Valley**
--- | --- | --- | --- | ---
• Allow key residential siting and design requirements to be varied for different neighbourhoods. These can be specified by Council in the schedule to this zone. | • Allow key residential siting and design requirements to be varied for different neighbourhoods. These can be specified by Council in the schedule to this zone. | • Allow key residential siting and design requirements to be varied for different neighbourhoods. These can be specified by Council in the schedule to this zone. | The schedule to each zone allows Council to modify the siting and design requirements. The Siting and Design requirements that can be varied in each schedule include:
  - Minimum street setback: Standard A3 and B6
  - Site coverage: Standard A5 and B8
  - Side and rear setbacks: Standard A10 and B17
  - Walls on boundaries: Standard A10 and B17
  - Private open space: Standard A17 and B28
  - Front fence height: Standard A20 and B32.
| Substantial Change Zone – No change required to the schedule to this zone at this stage. | Incremental Change Zone – No change required to the schedule to this zone at this stage. | Limited Change Zone – No change required to the schedule to this zone at this stage. |

**Planning Permit Requirements**

| **Substantial Change** | **Incremental Change** | **Limited Change** | **Discussion** | **Application in Moonee Valley**
--- | --- | --- | --- | ---
• A permit is required for one dwelling on a lot of less than 300 square metres in area. | • A permit is required to construct or extend one dwelling on:
  - A lot less than 300 square metres
  - A lot of between 300 and 500 square metres, if specified | • A permit is required to construct or extend one dwelling on:
  - A lot less than 300 square metres
  - A lot of between 300 and 500 square metres, if specified | The Limited Change Zone is more restrictive than the Incremental Change Zone as the schedule to the Limited Change Zone may specify the minimum lot size for a subdivision and the maximum number of dwellings that be
<p>| Substantial Change Zone – N/A | Incremental Change Zone – No changes to this schedule. | Limited Change Zone – It is not necessary for the schedule to this zone to specify the maximum number of dwellings |</p>
<table>
<thead>
<tr>
<th>Substantial Change</th>
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<tbody>
<tr>
<td>in the schedule to this zone.</td>
<td>in the schedule to the zone.</td>
<td>constructed on one lot.</td>
<td>The Limited Change Zone includes detailed application requirements and decision guidelines for buildings and works associated with a Section 2 Use. Application requirements include neighbourhood and site description, scaled plans, colours and materials of all buildings and works, and landscape plan. Decision guidelines include SPPF, LPPF, neighbourhood character and design objectives, impact on amenity and solar access.</td>
<td></td>
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</tbody>
</table>

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<tr>
<th>Appeal Rights</th>
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<tbody>
<tr>
<td>• Retain third party notice, objection and review provisions. Councils can set reduced requirements in consultation with community and DPCD. Exemptions for notice and review can be specified in the schedule.</td>
</tr>
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<td>• Retain third party notice, objection and review provisions. Councils can set reduced requirements in consultation with community and DPCD. Exemptions for notice and review can be specified in the schedule.</td>
</tr>
<tr>
<td>The schedule to each zone enables Councils to provide exemptions from notice and review. Council can set these exemptions in consultation with the community and DPCD.</td>
</tr>
</tbody>
</table>

| Substantial Change Zone – Potential to consider exemptions from notice and review for developments within this zone (if in accordance with adopted structure plans etc). |
| Incremental Change Zone – In the schedule to this zone, retain the notice and review requirements to enable third parties to make a submission. |
Substantial Change | Incremental Change | Limited Change | Discussion | Application in Moonee Valley
--- | --- | --- | --- | ---
to the zone. | to the zone. | to the zone. |  | **Limited Change Zone** – In the schedule to this zone, retain the notice and review requirements to enable third parties to make a submission.

The Activity Centre Zone may however be appropriate in some areas than the Substantial Change Zone.
6.3 Appendix 3: ESD – Basic Guidelines for Housing Developments

Ecological Sustainable Design (ESD) principles for Moonee Valley to consider when assessing new housing developments

Building Orientation, Form & Envelope

**Passive Design**

*Principle*

The opportunity to maximise passive solar energy opportunities requires careful consideration of the orientation, size and proportion of the allotment, prior to the design of the development.

Building shell thermal performance has a large impact on the heating and cooling requirements of residential buildings. One of the most cost effective ways of producing more thermally efficient housing is through improved orientation and glazing placement.

*Design Elements*

- Northerly orientation of daytime living areas.
- Appropriate areas of glass on northern facades.
- Passive shading of glass – to reduce summer heat gain.
- Advanced glazing solutions – such as double glazing – improves the thermal properties to assist in reducing winter heat loss and summer heat gain.
- Thermal massing designed to store heat.
- Insulation and draught sealing.
- Floor plan zoning based on heating needs – easy to “partition off” sections of the main living areas.
- Site Orientation – on an east-west axis to allow for maximum northern exposure to increase solar access.
- Limit south, east and west window areas - reduces heat loss potential.
- Solar hot water units with gas boosting – reduces energy consumption.
- Insulation greater than BCA regulation – improve building envelope performance by minimizing heat loss and heat gain through walls, roof and floors. Recommend R2.5 in the ceiling.
- Natural ventilation.

**Materials**

*Principle*

Embodied energy represents a significant proportion of a dwelling’s life cycle energy. Reductions in this area could have a significant net impact on the overall energy footprint of a development.

*Design Elements*

- Products must be manufactured within a certain distance of development; or
- Specific targets e.g. 30% recycled aggregate content, 30% of cement replaced by industrial waste product, and 60% of structural steel recycled.
- Select materials that require minimum maintenance - such as oxide finishes to concrete, colour bond cladding and expressed galvanised posts and screens.
• Leave timbers to naturally age
• Specify recycled and sustainably managed plantation timber – such as for external screens, window frames and for internal stud wall framing
• Low volatile organic compound (VOC) paint and floor coverings – to improve the indoor air quality
• Avoid using PVC pipe work.

**Heating & Cooling**

**Principle**

Heating and cooling account for around 26% of energy use in all Victorian households. Heating and cooling should be provided from passive sources as much as possible, however it is critical that services installed to supplement passive sources are highly efficient, or utilise renewable energy supplies.

**Design Element**

- No active heating system; or
- Star rating of service within 1 star of highest, if available.
- No active cooling systems; or,
- Minimum 5 star rating for air conditioners and include best practice system design e.g. zoning.
- Cross flow ventilation.

**Hot water**

**Principle**

Hot water accounts for around 20% of energy use in Victorian households.

**Design Element**

- Install instant gas-boosted solar hot water system
- Ensure hot water pipes are lagged / insulated.

Look at the location of hot water areas and locate these near each other to reduce hot water losses (i.e. bathrooms, laundry and kitchen).

**Lighting**

**Principle**

Lighting accounts for around 9% of energy use in Victorian households. Increase the access of natural daylight into the building to reduce the need for artificial light in the daytime.

**Design Element**

- Use the elements of passive solar design
- Install skylights
- Avoid incandescent down lights
- Implement an maximum watts per m²
- Specify compact fluorescents (CFL).
Renewable Energy

Principle
Increasing the use of energy from renewable sources and reducing reliance on non-renewable energy sources assists in meeting the goal of cleaner, as well as more secure energy sources. Energy is more secure when a diverse range of energy supplies are available to meet needs.

Design Element
- Solar Photovoltaic’s
- Green Power.

Water

Principle
Melbourne’s reservoirs are currently less than 40 per cent full (September 2007). This level represents a drop of more than 20 per cent since January 2006. Melbourne is in its tenth consecutive year of drought. The State Government has introduced permanent water saving measures. Metropolitan Melbourne entered Stage 3 water restrictions in January 2007.

By enforcing water restrictions, the Government is recognising that we must all reduce our water use if we are to maintain a sustainable supply of water into the future.

Design Element
- Rainwater tank for collection - for use in garden, laundry and toilet flushing
- Grey water - reuse in toilet flushing and garden watering
- Water efficient fittings and fixtures
- Water Sensitive Urban Design – reduce water consumption in the garden through smart landscaping – such as hardy native plants, mulched garden beds with no lawn and a drip irrigation system.

Waste

Principle
The recycling and reusing of waste has the potential to reduce the energy required to produce new materials and products

Design Element
- Provide space within house design for waste separation system.
- Provide an outdoor space for composting
- Provide an outdoor space to house multiple bins for different waste streams (i.e. green waste, co-mingled and landfill).

Behaviour change

Principle
Energy use is affected significantly by occupier behaviour and occupiers should be encouraged to reduce energy use to ensure potential savings generated through design are captured.

50 per cent of household energy use relates to transport, therefore the location, design and transport strategy of residential developments are all critical factors in their sustainable energy performance. Opportunities for walking and cycling should be maximised and the development should be linked to an effective public transport system to reduce car use.
Design Element
- Encouraging locating high density dwelling close to public transportation suburban centre (400m or 800m away with public transport links to other centres)
- Change the internal layout of rooms to encourage zoning and multiple use of rooms
- Secure bicycle storage space in house design.

6.3.1 Examples for applying ESD principles
In the absence of an ESD policy guideline for residential development in Moonee Valley, some examples of ways to incorporate passive design ESD initiatives in the common housing developments have been provided. These are to demonstrate how the ESD design principles can be implemented into REAL projects. The three examples presented are typical of the most common types of unit applications received by the City of Moonee Valley'.
6.4 Appendix 4: Glossary

Glossary

Accessible Housing
Utilising good design to enable a house to be used by everybody irrespective of age, level of mobility or condition of health.

Activity Centres
Provide the focus for services, employment and social interaction in cities and towns. They are where people shop, work, meet, relax and often live. Usually well-served by public transport, they range in size and intensity of use from local neighbourhood strip shopping centres to traditional universities and major regional malls. (Melbourne 2030)

Affordable Housing
Well-located housing, appropriate to the needs of a given household, where the cost (whether mortgage repayment or rent) is no more than 30 per cent of that household's income. Exceeding the mark places one under 'housing stress', particularly in the lower 40 per cent of the income distribution scale. (Melbourne 2030)

Ageing-in-place
Ageing-in-place is a philosophy that advocates allowing older residents to choose to remain in their homes with support provided through external services, rather than to move into residential care or retirement accommodation.

Community Housing
Community housing is an alternative to public housing and the private rental market for people who need low cost housing. There are two main forms of community housing: (1) Community Housing Associations and (2) Co-operative housing. Housing Associations are non-profit community housing managers. They are incorporated organisations managed by committees made up of tenants and interested local people. Co-operative housing is a type of community housing which appeals to people who want to fully participate in the management of their housing. Members work together in defining their housing goals, designing and managing their own housing. Rents are used to cover running expenses.

Crisis accommodation
Short-term housing for people who are homeless or at risk of homelessness, in crisis and/or in need of support in the move towards independent living. Generally managed by local housing and community organisations.

Department of Human Services (DHS)
State Government Department that includes the Office of Housing.

Department of Sustainability and Environment (DSE)
State Government Department that coordinates the regional housing statements, provides data on housing affordability and provides support for Activity Centre planning.

Dwelling
A dwelling is defined by the ABS as a structure that is intended to have people live in it and which is habitable on Census night. Dwellings may include houses, motels, flats, caravans, prisons, tents, humpies and houseboats.
Ecological Sustainable Development (ESD)
Development that improves the total quality of life, both now and in the future, in a way that maintains the ecological processes on which life depends (Australian Government, 1992).

Family
A family is defined by the ABS as two or more persons, one of whom is at least 15 years of age, who are related by blood, marriage (registered or de facto), adoption, step or fostering, and who are usually resident in the same household.

First Home Owners Scheme
In Victoria, the First Home Owner Grant (FHOG) scheme was established to offset the effect of the GST on home ownership by providing a grant to first homeowners.

Greenfield development
Development within identified growth areas and broad hectare development in fringe areas outside identified growth areas.

Higher density housing
Housing units on a given area of land that are more numerous than the average in the surrounding locality. (Melbourne 2030)

Homeless/ness
In Australia studies often refer to the definition of homelessness developed by Chamberlain and McKenzie (1992). They argue that homelessness is best defined in relation to common community standards regarding the minimum accommodation necessary to live according to the conventions of community life. The accepted common standard is taken to be a small rented flat with one bedroom and such basic amenities as a bathroom and kitchen. Using this standard Chamberlain and McKenzie identify three categories of homeless persons: ‘primary’ meaning people without conventional accommodation, such as those living on the streets, in cars or in squats; ‘secondary’ people in temporary accommodation such as boarding houses or crisis accommodation; ‘tertiary’ people who live in boarding houses on a medium to long term basis.

Household
A household is defined by the ABS as a group of two or more related or unrelated people who usually reside in the same dwelling, who regard themselves as a household, and who make common provision for food or other essentials for living; or a person living in a dwelling who makes provision for his/her own food and other essentials for living, without combining with any other persons.

Housing affordability
The issue of the ability of purchasers or renters to afford housing appropriate to their needs, and in a location that provides access to jobs, education or services. An examination of housing affordability will generally relate to the amount of disposable income required to rent or buy housing and can also include assessment of other related costs (for example, increased transport costs due to location of housing).

Housing Associations
Not-for-profit community-based organisations eligible for consideration for growth strategy funding from the State Government.

Housing Stress
Housing stress is commonly accepted as the situation where households in the bottom 40 per cent of the household income distribution have housing costs that exceed 30 per cent of their disposable income.
Infill development
New residential development that occurs on small sites in established suburbs and produces less than ten new dwellings.

Local Housing Strategy
A framework to plan and manage the current and future housing needs of a defined area, usually the whole of a municipality.

Major Activity Centre
These are similar to Principal Activity Centres but serve smaller catchment areas. They provide additional scope to accommodate ongoing investment and change in retail, office, service and residential markets. Continued development at Major Activity Centres will supplement the network of Principal Activity Centres.

Median
The estimated mid-point of the distribution range for a given variable such as house price or individual income.

Medium density housing
Generally defined as more than one dwelling on an ordinary house block, or any form of attached housing such as townhouses or apartments.

Melbourne 2030 (M2030)
The State Government’s 30 year metropolitan strategy to manage growth and change across metropolitan Melbourne and the surrounding region in a sustainable manner.

Melbourne 2030: a planning update - Melbourne @ 5 million
Provides complementary policy initiatives to the directions of Melbourne 2030 and the two documents should be considered together.

Melbourne Airport Environs Overlay
The Melbourne Airport Environs Overlay is a set of planning controls, designed to help state and local government plan for the environmental effects of aircraft noise associated with Melbourne Airport. It covers parts of the municipalities of Brimbank, Hume, Melton, Moonee Valley and Whittlesea.

Municipal Strategic Statement (MSS)
Part of the Local Planning Policy Framework, these contain the strategic planning land-use and development objectives of the relevant planning authority, the strategies for achieving these objectives, and the relationship to controls over the use and development of land in the planning scheme. (Melbourne 2030)

Planning Scheme
Statutory planning document setting out the state wide and local policies and controls for land use and development within a municipality, containing the ordinance (text component) and maps.

Principal Activity Centre
Large centres with mix of activities that are well served by public transport. The size and/or location of Principal Activity Centres mean they have an especially important role to play as a focus for community activity, services and investment. Melbourne 2030 identifies them as a location for priority government investment and support.
Public Housing
State Government owned and/or managed social housing.

Regional Housing Working Groups (RHWG)
Five forums established by the Minister for Planning to highlight housing issues and needs, identify challenges, and determine innovative and sustainable approaches to address housing issues across each region.

Registered Housing Associations
Agencies registered as Housing Associations by the Registrar of Housing Agencies under Part VIII of the housing Act 1983 will have the capacity to undertake housing initiatives based on a mix of government funds and private sector investment, to meet specific housing needs.

ResCode
A package of provisions for residential development that was introduced in Victoria in August 2001, and incorporated into planning schemes and the Building Regulations.

Rooming houses
Rooming house denotes single accommodation traditionally comprising rooms with shared communal facilities housing people who are very low income and often socially disadvantaged and marginalised.

Social housing
Non-profit housing owned and managed for the prime purpose of meeting social objectives, such as affordable rents, responsive management, security of tenure and food location in relation to employment and services. It is a term which encompasses but which goes beyond public housing to include, for example, housing owned and managed by church organisations or by local government or by joint venture arrangements between such groups. (National Housing Strategy 1992).

State Planning Policy Framework (Victoria)
A set of standard planning provisions which identifies land use and development planning policies to meet the objectives of planning in Victoria.

Strategic redevelopment sites
Areas within the built-up urban area designated for higher density residential development.

Victoria Planning Provisions
Policies and requirements for the use, development and protection of land in Victoria.

Western Region
Western Region formed to develop a Regional Housing Statement, a Melbourne 2030 initiative, comprising of the following member councils: Brimbank, Hobsons Bay, Maribyrnong, Melton, Moonee Valley and Wyndham.

Western Regional Housing Working Group (WREDO)
One of five Regional Housing Working Groups established across metropolitan Melbourne to identify and address regional housing issues. The Western Regional Housing Working Group is a working group of councillors, council officers and State Government representatives. It includes representatives from the municipalities of Brimbank, Hobsons Bay, Maribyrnong, Melton, Moonee Valley and Wyndham as well as representatives from the Department of Sustainability and Environment and the Department of Human Services (Office of Housing).