

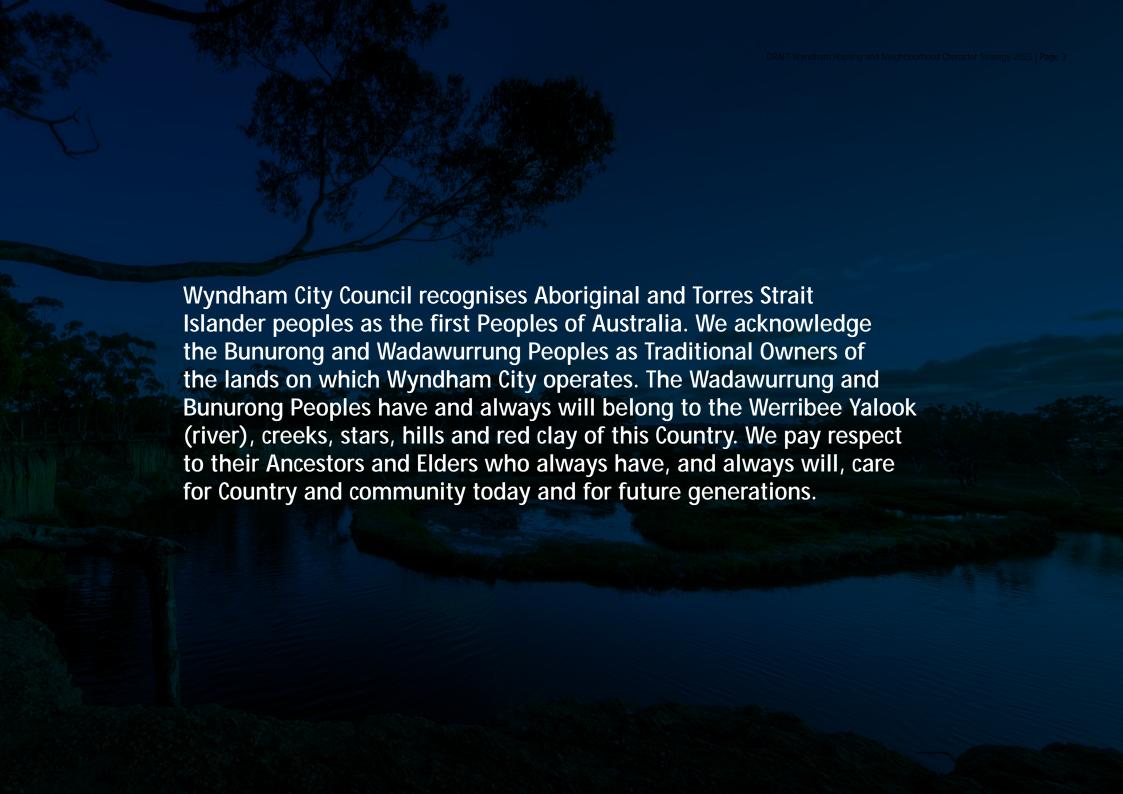
**DRAFT FOR CONSULTATION** 

# Wyndham Housing and Neighbourhood Character Strategy 2023

August 2023



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# **Key Terms**

Term	<b>Definition</b>	
Activity Centres	Retail, service and employment hubs that are usually well serviced by public transport. They range in size from local neighbourhood strip shops to major regional shopping malls and centres.	
Affordable housing	The Planning and Environment Act 1987 defines affordable housing as 'housing, including social housing, that is appropriate for the housing needs of very low, low and moderate income households'.	
Apartment	A dwelling located above the ceiling level or below the floor level of another dwelling and is part of a building containing two or more dwellings.	
Character area	Areas with a common preferred character.	
Character type	Broad areas, generally common across metropolitan Melbourne, where the desired character is the same. In these areas, the existing neighbourhood character and era of residential development are usually similar.	
Conventional	Housing with an average density of 10 to 15 dwellings per net developable hectare.*	
density housing		
Detached dwelling	A detached building comprising one dwelling on a site that is held exclusively with that dwelling and has a frontage to a public road.	
Dual occupancy	See Semi-detached dwelling	
Dwelling	A building or part of a building used as a self-contained residence	
Growth areas	Locations on the fringe of metropolitan Melbourne designated in planning schemes for large-scale transformation, over many years, from rural to urban use.	
High density housing	Housing with an average density of more than 30 dwellings per net developable hectare.*	
Housing density (net)	The number of houses divided by net developable area.*	

Term	<b>Definition</b>	
Incremental Change Area	Residential areas that allow modest housing growth and a variety of medium density housing types which respect the preferred future neighborhood character, or will make a significant contribution to a new, more desirable preferred future neighbourhood character.	
Limited Change Area	Residential areas that allow for minimal housing change due to the environmental, heritage and neighbourhood character of the area, or other significant development constraints.	
Lower density housing	Housing with an average density of less than ten dwellings per net developable hectare.*	
Medium density housing	Housing with an average density of 16 to 30 dwellings per net developable hectare.*	
Neighbourhood character	The interplay between development, vegetation and topography in the public and private domains that distinguishes one residential area from another.	
Net Developable Area	Land within a precinct available for development. This excludes encumbered land, arterial roads, railway corridors, schools and community facilities and public open space. It includes lots, local streets and connector streets. Net Developable Area may be expressed in terms of hectare units (i.e. NDHa).	
Overlays	Planning scheme controls that apply to specific areas to address a particular issue such as environmental, landscape, heritage and flooding. These requirements operate in addition to those provided by the land's zoning.	
Planning Policy Framework (PPF)	The policy content of planning schemes. It includes part of the Victoria Planning Provisions (VPP) in the form of state and regional planning policies and local content in the form of local planning policies.	
Precinct Structure Plan (PSP)	A statutory document that describes how a precinct or series of sites within a growth area will be developed over time. A Precinct Structure Plan sets out the broad environmental, social and economic parameters for the use and development of land within the precinct.*	
Preferred character statement	Policy statement that articulates an area's desired future character.	
Principal Public Transport Network (PPTN)	The primary network of train and bus (and tram) routes as determined by Public Transport Victoria.	

Term	<b>Definition</b>	
Semi-detached dwelling	A dwelling occupying a site that is held exclusively with that dwelling and has a frontage to a public road and comprises one of two dwellings erected side by side, joined together and forming, by themselves, a single building.	
Shop-top	Residential development built on top of retail or commercial uses at the ground level, usually in the form of apartments.	
Social housing	Non-profit housing owned and managed for the primary purpose of meeting social objectives such as affordable rents, responsible management, security of tenure and good location in relation to employment services. The term encompasses public housing and includes housing owned or managed by housing associations and community housing.*	
Special character area	Area that has an exemplary, rare or atypical existing character in the context of the surrounding residential neighbourhoods.	
Substantial Change Area	Areas that allow housing growth and diversity at increased densities. It includes land located within the Activity Centre Zone, Priority Development Zone and Special Use Zone, as well as key strategic opportunity sites within established and growth areas of Wyndham.	
Townhouse	A dwelling occupying a site that is held exclusively with that dwelling and has a frontage to a public road and comprises one of three or more dwellings erected side by side, joined together and forming, by themselves, a single building.	
Urban Growth Boundary (UGB)	The current geographic limit for the future urban area of Melbourne.	
Wyndham Planning Scheme	A legal document that sets out policies and provisions for the use, development and protection of land use in the City of Wyndham. It contains  State and local planning policies, zones and overlays and other provisions that affect how land can be used and developed. It indicates if a planning permit is required to change the use of land, or to construct a building or make other changes to the land.	
Zones	Relates to a particular use and is associated with a specific purpose such as residential, commercial or industrial. Each zone has policy guidelines that will describe whether a planning permit is required and set out application requirements and decision guidelines.	
	These requirements must be considered when applying for a permit. All land is covered by a zone in Victoria.	

<sup>\*</sup>Precinct Structure Planning Guidelines: New Communities in Victoria (2021)



# Introduction and Background

# 1.1 Introduction

The City of Wyndham is located on the western edge of metropolitan Melbourne, halfway between the Melbourne CBD and Geelong. As a designated growth area, the municipality is strategically positioned to accommodate residential growth. Wyndham is characterised by predominantly low-density housing, largely comprised of free-standing dwellings.

#### **Overview**

Wyndham is one of the fastest growing municipalities in Australia. As our population continues to grow and change, it's important to make sure that housing growth is strategically planned and sustainably managed.

The draft Wyndham Housing and Neighbourhood Character Strategy 2023 (The draft Strategy) provides a 15 year plan to manage housing growth and change across the municipality to ensure that new homes are well-located and enhance the character of our unique neighbourhoods.

The draft Strategy updates and builds on previous versions that were exhibited for community consultation in 2015 and 2018. It aligns with the strategic directions in the Draft Wyndham Plan as well as other key strategic planning policies. The draft Strategy sets out a suite of actions and priorities that provide clear direction that will support Council in planning for future housing growth and change.

Wyndham has continued to grow at a rapid pace in recent years, which has led to increased demand for housing. The municipality's existing housing stock is typically single storey detached houses, with increasing numbers of multi-storey and multi-unit greenfield and infill developments.

## What is a housing strategy?

The City of Wyndham has experienced the highest population growth rate of any Victorian municipality, and is the second largest and fastest growth area in Australia. The draft Strategy is a key document that sets out a 15 year plan to guide the location, type and design of new housing across Wyndham's residential areas. Specifically, it will:

- Provide a 15 year plan to manage housing growth and change across all residential areas in the municipality.
- Identify the best locations to accommodate new housing and residential change, taking into consideration Wyndham's natural environment and other land use constraints.
- Provide a range of actions that will improve the diversity, design and sustainability of housing in Wyndham.
- Provide the strategic justification for the application of the residential zones across Wyndham.
- Identify the neighbourhood character of the City's residential areas.
- Build upon the Wyndham Housing Framework Plan/Wyndham Housing & Neighbourhood Character Strategy and its objectives to guide housing throughout Wyndham.

# Where does this Strategy apply?

The Wyndham Housing Strategy applies to all residentially zoned land across the municipality, including land that permits residential uses within both Wyndham's established areas and growth areas.

The established residential areas are located in the centre of the municipality, and are surrounded by rural, agricultural and industrial land uses. These areas include Werribee and Hoppers Crossing, from where residential development in Wyndham sprawled throughout the 20th century. New migrants from all regions appreciated the affordable family homes that Wyndham offered, and contributed to the rapid population growth that began from the 1960s onwards.

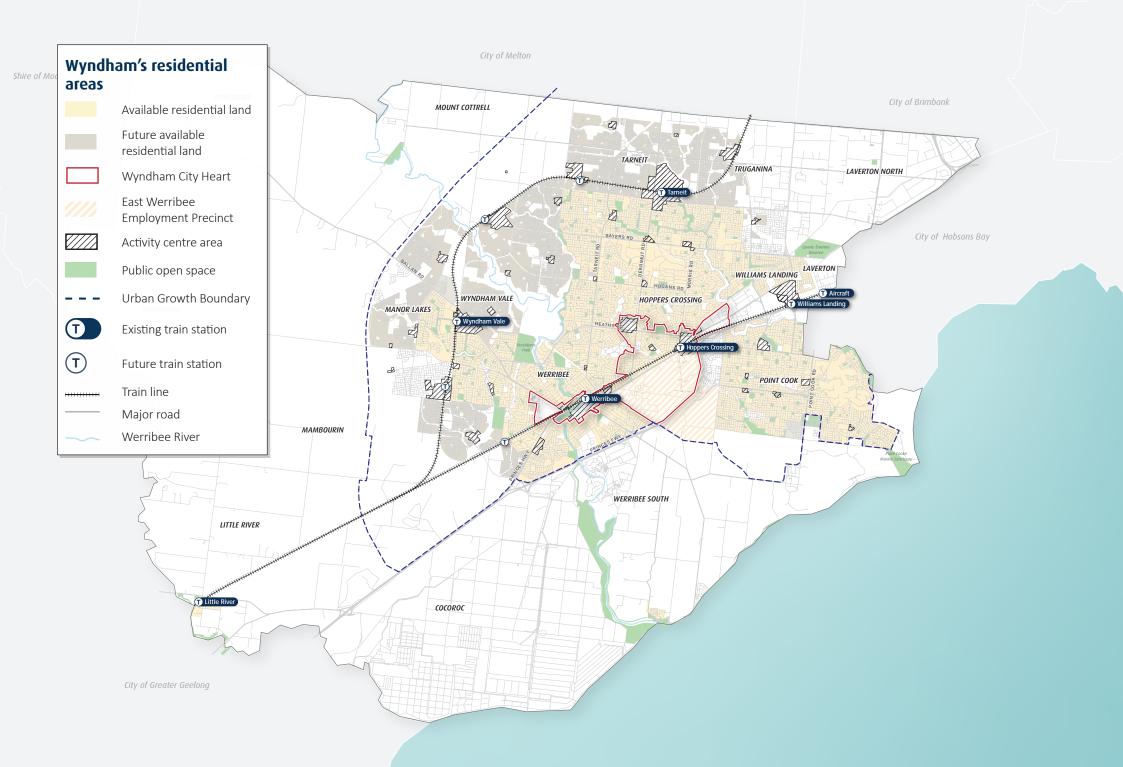
In the decades that followed, further development spreading outwards from Werribee led to sustained development in Hoppers Crossing, Tarneit, Truganina and Wyndham Vale. More recently redeveloped residential suburbs in Wyndham include Point Cook

and Laverton, as well as Williams Landing.

Wyndham's residential areas are partially separated from neighbouring residential areas in metropolitan Melbourne by large, low intensity industrial buffers and the Laverton RAAF base.

Wyndham's growth areas are located on the periphery of established residential areas and situated within the urban growth boundary. These locations are experiencing rapid urbanisation and change as new housing, services and infrastructure are being delivered.

The City comprises the suburbs of Hoppers Crossing, Werribee, East Werribee, Point Cook, Laverton, Truganina, Tarneit, Manor Lakes and Wyndham Vale within the Urban Growth Boundary, and Werribee South, Cocoroc, Little River, Mambourin, Quandong, Eynesbury and Mount Cottrell outside the growth area.



# Council's role in planning for housing

Wyndham City Council is responsible for planning for housing through land use and development policies. This includes zoning, local place-based planning and development controls. Specifically, Council is responsible to ensure that there is sufficient supply of suitably zoned land to support a diversity of housing types required to accommodate current and future residents.

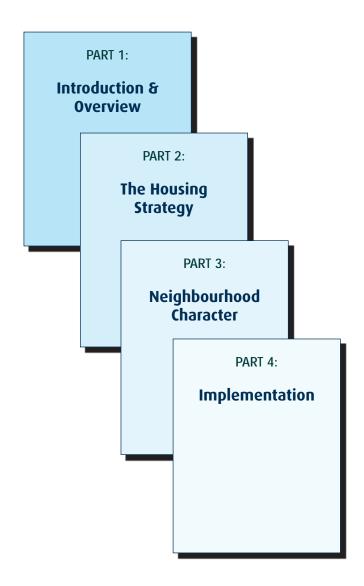
Wyndham City Council will play different roles in the implementation of this Strategy. A description of these various roles is provided below.

- Land Use Planner in relation to its urban and social planning responsibilities, to improve housing and broader wellbeing outcomes for Wyndham's residents.
- Leader and Advocate representing community needs and interests to Commonwealth and State Governments and the private sector.
- Partner and Facilitator working closely with developers, housing providers, residents and human service agencies.
- Educator provide information to housing suppliers, residents and interest groups.
- Regulator ensuring that housing meets town planning, building and public health regulations and expectations.

### This Strategy (2023)

This strategy provides a framework to guide the growth and change of residential areas in the City of Wyndham. It is divided into four distinct parts, comprising the following sections:

- Vision and Housing Principles this provides the overarching strategic objectives to guide housing growth and change across Wyndham's residential areas.
- Housing Framework Plan This delineates and describes areas for substantial, incremental and limited change. These change areas will provide the basis for the application of the new residential zones, and other planning controls as appropriate.
- Diversity and Type Outlining objectives and actions relating to housing design, including: housing diversity, specialised housing types, design quality and universal housing.
- Affordability Outlining objectives and actions relating to affordability and social housing, including development of relationships and partnerships for successful delivery.
- **Sustainability** Outlining objectives and actions relating to the improvement of the environmental performance of existing and new housing stock.
- Character This provides a detailed assessment of the styles of development occurring within the City's residential areas. Each identified character type and precinct is provided with a preferred character statement to assist in guiding future development.



# 1.2 What's changed since 2018?

#### **Background context**

Council has been undertaking a wide range of strategic planning work in relation to planning for housing and growth.

In 2015 Council developed a first Draft of the Housing and Neighbourhood Character Study, following the introduction of new state-wide residential zones. Following an extensive consultation process and feedback from the community, the Draft Strategy was updated and exhibited for a second time in 2018.

Council adopted the 2018 Strategy and requested an amendment to the planning scheme to support the implementation of the Strategy. However, this request was rejected with the State Government's changes to the strategic framework on housing.

Since 2018, Wyndham's residential areas have continued to change rapidly. An evolving policy landscape has also seen further refinements to the new residential zones, implementation of new planning practice notes and broader changes to the operation of State-wide planning policies.

Following feedback on the 2018 version of the Strategy from the Department of Transport and Planning (now DTP, formerly known as DELWP), Council resolved to undertake a further review of the document to ensure that it aligned with these policy updates. Additionally, Council is in the process of finalising the Draft Wyndham Plan, which sets out a new strategic vision for land use planning across the municipality. Ensuring alignment of the updated 2023 Housing Strategy with this Plan, as well as other recently completed strategies, is a key priority. A timeline of key milestones is provided opposite.

# Informing the updated strategy

In 2022, Council resolved to undertake a Peer Review of the 2018 Strategy. The purpose of the review was to assess the proposed housing framework plan and housing change areas, with regard to Planning Practice Notes 90 and 91.

The Peer Review made 28 recommendations to update and further refine Council's housing framework plan and neighbourhood character assessment. These included:

- The need to refine the spatial criteria to inform a more nuanced approach to identifying areas of housing change.
- Introducing sub-categories of housing change to better reflect the role and function of centres in Wyndham.
- General refinement of housing change area boundaries to align with the Draft Wyndham Plan.
- Introduction of a new sub-character typology. 'Contemporary Garden 3' and minor refinements to character boundaries.
- Updating preferred character statements to align with the revised housing framework plan.

#### Key Changes between the 2018 and 2023 Draft Housing and Neighbourhood Character Strategies

- Strategic alignment between the Updated Strategy and the Draft Wyndham Plan (2022).
- General updates to the Strategy to reflect the latest State, Regional and Local strategic plans and policies.
- Updated demographic data, population and household forecasts
- Revised spatial criteria to inform the Housing Framework Plan, based on Planning Practice Notes 90 and 91.
- Revision of substantial and incremental change area boundaries to respond to feedback from the Department of Transport, Planning and Environment, following refusal of Amendment C161
- Minor refinements to Neighbourhood Character precincts and boundaries

# 1.3 Timeline of key milestones

#### 2013 - 2016

# **New residential zones** New state-wide residential zones were introduced to the Victorian Planning Provisions. **Draft Housing and Character Strategy** Council began developing the First Draft of the Housing and Neighbourhood Character Strategy. **Community Consultation on Draft Strategy** Reforms to residential zones Further updates and reforms to the new residential zones are introduced by State Government.

#### 2017 - 2019



#### 2020 - 2023

# Peer Review of Housing Framework Plan Following refusal of C161, Council resolve to undertake a Peer Review of the 2018 Strategy and Housing Framework Plan. **Updates to the Strategy Commence** To reflect feedback from State Government, PPNs 90 and 91 and latest strategic policies. **Community Consultation CURRENT PHASE** Final revisions to The draft Strategy To include updated housing capacity assessment and preparation of draft amendment documentation. **Final Strategy** Final Wyndham Housing and Neighbourhood Character Strategy 2023.

# 1.4 Wyndham's Story

#### Wyndham's landscape

Wyndham is situated on 27.4kms of coastline in Melbourne's south-west and is home to the internationally significant Ramsar protected Cheetham Wetlands which provide habitat for more than two hundred species of birds. The Werribee River runs centrally through Wyndham Vale, Werribee and Werribee South providing a distinctive natural disruption to the Werribee Plain with the striking K Road Cliffs exhibiting a dramatic drop-off at the Werribee River Park. Skeleton Creek runs through the suburbs of Tarneit, Tuggeranong, Hoppers Crossing and Point Cook providing amenity and opportunity for outdoor recreation.

The landscape of Wyndham served as a place of particular significance to local Aboriginal people for thousands of years. The Werribee River was an important landmark that acted as a border between three Aboriginal clans of the Kulin Nation. The River marked out the territory of the Marpeang bulluk clan to the west, Kurung jang balluk clan to the north-east and the Yalukit willam clan to the south. The name Werribee is thought to have been derived from a local Aboriginal word for spine or backbone, possibly because the Werribee River and valley resembles a backbone.

#### **Early Built Form**

The rural township of Werribee began in the early 1850s, with the original name Wyndham. In the early 1900s it was renamed Werribee and the town grew steadily, helped by the railway line from Melbourne to Geelong. The Werribee train station became a focal point for development and was the beginning of the central business district, with the development of civic and community buildings and a post office in 1904.

Residential development in Wyndham has sprawled from the centre of Werribee throughout the 20th century.

Wyndham began experiencing rapid population growth in the 1960s and its population doubled between 1961 and 1971 to more than 12,000 people. The growth in Wyndham in the 1960s was primarily centred to the north of the original Werribee township, particularly Hoppers Crossing where the first residential development began in 1963, attracting new migrants from all regions who appreciated affordable, family homes that Wyndham offered. The opening of the Maltby bypass in 1961 removed Melbourne-Geelong traffic from the centre of the Werribee township and enabled the further development of Werribee.



The City of Wyndham is located on the vast Werribee Plains which is largely flat land comprised of basalt and alluvium soils forming part of the Victorian Volcanic Plain

#### 1970s, 80s & 90s

In 1978 the construction of the West Gate Bridge was completed acting as a catalyst for further residential growth in the area. This growth continued into the 1980s and 90s with sustained development in the suburbs of Hoppers Crossing, Tarneit, Truganina and Wyndham Vale as well as the construction of the master planned community Sanctuary Lakes in 1996. During this time, Werribee Plaza (now Pacific Plaza) shopping centre opened reflecting the increasing demand and population growth in the region.

#### **Recent Developments**

In recent times Wyndham has continued to grow at a fast pace. Large tracts of land surrounding the RAAF Williams air base in Point Cook and Laverton have been redeveloped into residential suburbs. The first stage of the Point Cook Town Centre opened in 2008, the same year construction of the new suburb of Williams Landing began. The rapid development of these two suburbs, along with the introduction of the Urban Growth Boundary incorporating large areas of flat land in Tarneit and Truganina, has resulted in Wyndham becoming one of the fastest growing municipalities in Australia.

Residential 'estates' continue to be rapidly developed in the suburbs of Tarneit, Truganina and Point Cook. Contemporary development in the 21st century has seen many of these new estates driven by greenfield developers seeking to meet first home-buyers needs of affordability, while continuing to provide large 3 and 4-bedroom homes with backyards on increasingly smaller lots, resulting in minimal side and front setbacks and the 'rolling out' of dwellings of a similar appearance. The municipality's existing housing stock is typically single storey detached houses with increasing numbers of multi-storey and multi-unit greenfield and infill developments.

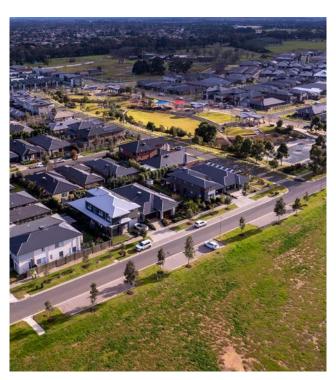
The affordability of land in Tarneit and Truganina, by comparison with other Melbourne growth areas, continues to attract many new residents to Wyndham, especially families with children. The municipality is also growing in cultural diversity with more than a quarter of residents born overseas.

#### The Future

The City offers urban, rural and coastal lifestyle opportunities. It is strategically located within commuting distance to Melbourne and Geelong with good access to key roads, public transport, airports and ports, as well as providing for major industrial development and intensive agricultural opportunities.

Werribee continues to be the City's main centre, supported by Hoppers Crossing and Point Cook. Tourism, particularly focused on the natural and heritage assets of the area, is an important aspect of the City that supports a diversity of activities and visitors.

Wyndham is projected to continue experiencing rapid population growth into the future. While many clues to the City's natural and agricultural heritage still remain intact, the City is in a prime position to take advantage the benefits of Victoria's future growth and development. Retaining these clues, while accommodating this change, is the key to retaining the Wyndham Story for future generations.



Aerial view of housing in Riverwalk Estate, one of Wyndham's newest residential communities.

# 1.4 Policy context

A wide range of policies, strategies and other documents have been taken into account in the preparation of this Strategy. These include State government planning policies and guidelines, Practice Notes, Council policies and previous research projects, and the Draft Wyndham Plan. Key documents are summarised on the following pages. A list of all key policy documents that are relevant to and have informed this Strategy are listed in References at the end of this document.

Every level of government has a different role to play in planning for housing. The draft Strategy is focused on areas that Council can influence such as land use zoning, housing diversity, local planning policy and development controls. It is important however to understand where this Strategy fits within the broader national, state and local policy framework (see **Figure 1** below).



Figure 1 Policies that influence housing in Wyndham

# 1.5 State policies that influence housing in Wyndham



#### Plan Melbourne

Plan Melbourne is the overarching strategic plan to guide growth across Metropolitan Melbourne between 2017-2050. Higher order strategic priorities of the Plan that are relevant to housing and neighbourhood character in Wyndham are summarised below:

- The Plan anticipates more than 113,000 new jobs to 2031 for the Western Metro Region, which includes Wyndham LGA, in key industries such as trade, manufacturing, healthcare, transport and education. This represents 2.3% growth, which is the highest percentage of jobs growth anticipated across metropolitan Melbourne.
- The spatial plan for 2050 identifies the Werribee National Employment and Innovation Cluster (NEIC) as a key anchor. It anticipates 8,400+ new jobs in health, education and high-tech research will be created.
- There is a strong policy direction to maintain Melbourne's permanent urban growth boundary and to reduce urban sprawl and its associated effects.

- The concept of '20-minute neighbourhoods' will prioritise new housing located close to existing services, jobs and public transport.
- The Plan identifies the use of 'housing change areas' as a way of directing new development to areas with infrastructure. Balancing the protection of valued neighbourhood character with growth in housing markets is another strategic priority.
- The Plan provides support for 'greyfield' areas to deliver more housing choice and diversity.
- Development in growth areas is to be sequenced and staged to better link to infrastructure delivery and land release.
- Increasing the supply of social and affordable housing is a key priority.
- The Plan advocates for greater choice and diversity of housing (particularly in growth areas) that meets the needs of changing households.



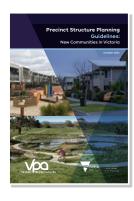
# Draft Western Metro Land Use Framework Plan

Following the development of Plan Melbourne, a series of draft Land Use Framework Plans (LUFP) have been prepared for each of the six metro regions across Melbourne. Wyndham is located within the Western Metro region which also includes five other surrounding LGAs.

The Plan identifies that the Western Metro Region is anticipated to grow by more than 900,000 people between 2020-2051, requiring more than 410,000 new homes to be delivered.

The LUFP contemplates projected housing requirements, based on demographic change and growth in the Western region over the next 20 years. The Western Metro Region is anticipated to accommodate the majority of residential housing growth across Metropolitan Melbourne to 2051.

More broadly, many of the priorities and strategies identified in the LUPF reinforce higher-order strategic priorities from Plan Melbourne. It is noted that Council provided a detailed submission on the Draft LUFP for the Western Metro region (in October 2021), making a number of recommendations for further refinements and alignment with community and strategic planning aspirations for the area.



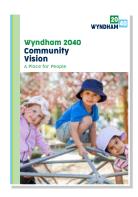
# Precinct Structure Plan Guidelines

In 2021, the Victorian Planning Authority (VPA) published the Precinct Structure Planning Guidelines which provide a framework for developing Precinct Structure Plans (PSPs) for new growth areas. As defined by the PSP 2.0 Guidelines, a PSP is 'a highlevel strategic plan that sets out the preferred spatial location of key land uses and infrastructure to guide decisions on staging of development, subdivision permits, building permits and infrastructure delivery'.

The Guidelines and PSPs are intended to inform the spatial structure of new suburbs with consideration for urban design, density, transport, sustainability and housing, amongst other factors. In turn, the PSPs inform more detailed development plans which are prepared by private developers and approved by Council.

The refreshed 2021 PSP Guidelines represent the third iteration since they were first released in 2009. Council guidelines (such as this Strategy) will enable further negotiations with the VPA around the form and location of higher intensification areas within PSPs, during the detailed design stage of PSP preparation.

# 1.6 Local policies that influence housing in Wyndham



# Wyndham 2040 Community Vision

The Wyndham Community vision describes the community's long term aspirations. It assists planning for the needs of Wyndham's diverse communities both now and into the future.

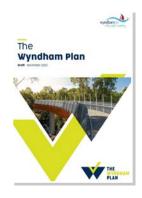
The vision is as follows:

"A safe, connected and inclusive community. We respect, acknowledge, value and celebrate the First Nations people, our heritage, cultural diversity and multicultural strengths.

Our community has the infrastructure and services it needs to support holistic health and wellbeing for all. Local employment and education facilities are plentiful, and there are a variety of recreational, leisure, tourism, art and cultural opportunities for everyone to experience throughout the municipality.

We preserve our natural environment and rural lifestyle; we are able to get around easily and get to where we want to go efficiently. We are self-sufficient and pride ourselves on being green and sustainable."

Housing plays a key role in supporting many of these aspirations. Council is leading the implementation of the Community Vision, however it is also recognised that responsibility for achieving the vision sits across all levels of government, industry and community.



### The Draft Wyndham Plan

The Draft Wyndham Plan is a high-order strategic document that implements the Wyndham 2040 Community Vision. It identifies a spatial framework based on 'six big ideas':

- Neighbourhood Pulses
- The City Heart
- The Wyndham Transport Network
- The Derrimut Road Boulevard
- Living Residential Neighbourhoods
- Green Lungs, Coast and Country

The Draft Wyndham Plan identifies locations that are suitable for housing growth and change such as neighbourhood pulses, along principle public transit routes and within priority housing diversity locations.

It also identifies the need for more diverse and affordable housing to accommodate the needs of Wyndham's growing population. Accessible, livable, integrated and vibrant urban neighbourhoods are a key priority expressed in the Plan.

The housing framework plan that is presented in this Strategy is consistent with the vision and spatial plan outlined in the Draft Wyndham Plan

#### **Wyndham Planning Scheme**

The Wyndham Planning Scheme comprises state and local planning policies, zoning maps and planning controls which specify how land in the municipality may be used and developed.

Council updated the Local Planning Policy
Framework in the Wyndham Planning Scheme via
Amendment C192 which was gazetted in May 2015.
The amended MSS provides updated guidance
regarding housing diversity, neighbourhood character,
population and housing growth, Precinct Structure
Plans, infrastructure provision and Development
Contributions Plans, in the context of the City's recent
and rapid population and housing growth.

Since the development of the 2018 Housing Strategy, there have been a series of further reforms to the Victorian Planning Provisions and Planning Framework. The reforms have updated the structure of the Victorian Planning Framework to embed municipal planning strategies (MPS) upfront in planning schemes. Local planning polices are also contained in the Planning Policy Framework (PPF), and Wyndham's planning scheme was updated to this new PPF in 2022.

The MPS contains high level guidance with regard to urban design, residential development, housing diversity and neighbourhood character. This has resulted in a refreshed planning framework which aims to be more streamlined and enables greater localisation of planning schemes.

Council is currently undertaking a review of the Wyndham Planning Scheme, noting that the review is expected to complete at the end of 2023 alongside a range of other strategic planning projects Council are currently progressing.

Across Victoria, there are four main types of zones that accommodate residential land use and development:

- Residential Growth Zone
- General Residential Zone
- Neighbourhood Residential Zone
- Mixed Use 7one

In Wyndham there are also a range other non-residential zones that can accommodate residential land uses. These include commercial zones, the activity centre zone and priority development zones.

**Figure 2** shows the relationship between strategic planning policies and the application of these zones. The outcomes of the Housing Strategy and Neighbourhood Character Strategy will provide the necessary strategic underpinning to inform the application of these residential zones, and (as relevant) the content of zone schedules, throughout the municipality.

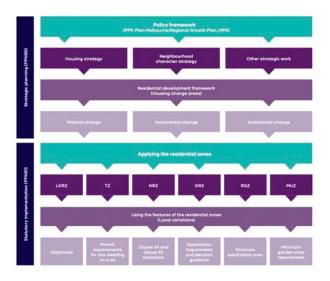


Figure 2 Diagram showing the planning policy framework

# Planning for housing growth in Wyndham

# 2.1 What does our community value?

This Housing and Neighbourhood Character Strategy has been developed through many stages of community consultation since 2015. Community views and feedback have been a key input in the development and refinement of this Strategy. Community consultation has taken place over several stages to inform Wyndham's Housing and Neighbourhood Character Strategy. Those engaged include broad community members, key stakeholders and agencies. Their views and feedback were collected via a range of channels including listening posts, surveys, workshops and drop-in sessions. The main findings of this engagement related to:

- Appreciation for urban greenery and landscaping, and desire for this to be improved across Wyndham.
- Concern about the provision of amenities and community services by Council, particularly as housing and population increase in the municipality.
- Concern about the effects of increasing housing

density on lot sizes, provision of infrastructure and amenity, street movement, and the amount of green open spaces.

More community engagement and consultation will occur as part of the development of this 2023 Housing and Neighbourhood Character Strategy. Part of this includes providing this document to the community for their thoughts and feedback, which will inform the priorities of the Strategy.







# 2.2 Wyndham's population and households

Wyndham's Estimated Resident Population in 2022 according to the ABS was 306,623. Wyndham's population is estimated to grow to 512,591 by 2041.

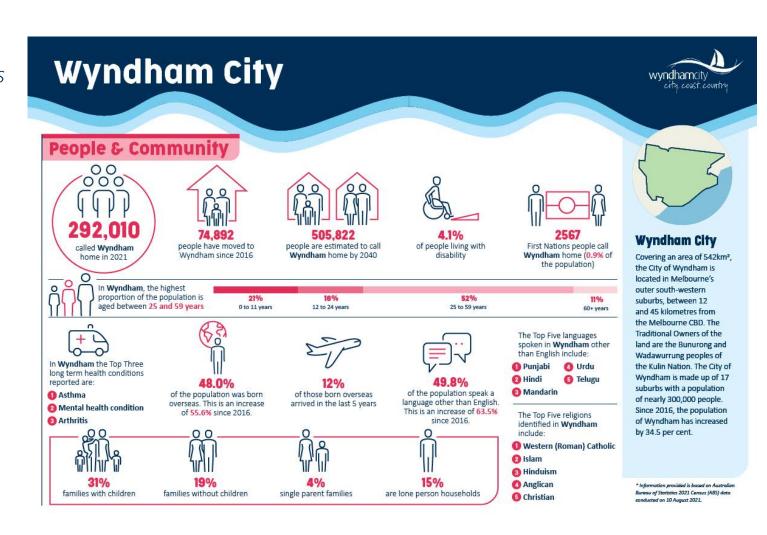


Figure 3 Snapshot of Wyndham's population. Source Wyndham City Council and ABS 2021.

#### How do we live?

Wyndham is a popular location for families with children, who comprise 31% of the municipality's households. Moreover, 52% of Wyndham's population is aged between 25-59 years, while those aged 0-11 years form 21% of the population.

Separate houses remain the predominant dwelling type in Wyndham, making up 88.2% of all dwellings within the municipality in 2021. A high average household size of 3.1 persons per household (compared to the Melbourne Statistical Division average of 2.6 persons per household) and a high proportion of households made up of couples with dependents confirm Wyndham's current role in primarily providing family housing to a young population.

As at 2021, the median weekly household income in Wyndham was \$2,023. However, there are significant variations in household income, age profile and household composition across the suburbs of Wyndham. Established suburbs, such as Werribee, Werribee South and Hoppers Crossing, generally exhibit an older age profile, lower household income and more lone person households than newer and growth suburbs, such as Point Cook and Tarneit, which generally have higher household incomes and larger household groups, primarily composed of families.

Community feedback informing the Wyndham 2040 Vision has indicated that residents do not feel that there is enough housing choice in Wyndham. They also indicated that where most of the new housing is being built, there is a lack of public transport, too few community services and fewer local places to work. As of 2021, 59.8% of Wyndham residents traveled outside Wyndham to work (.id Community, 2023).

A misalignment between infrastructure delivery and the amount of greenfield areas developing at the same time has contributed to the creation of communities that lack adequate social infrastructure and services. On the other hand, there is potential to maximise the capacity of investment in infrastructure which has already been provided with denser, more compact residential development.



# 2.3 Future housing needs

#### Who are we planning for?

The City of Wyndham has experienced the highest population growth rate of any Victorian municipality, and is the second largest and fastest growth area in Australia.

Wyndham's population is expected to increase by around 75%, from 292,010 in 2021 to 512,591 by 2041. This represents a growth rate of over 11,000 people per year, and an additional 220,000 people in 20 years.

The forecast household structure includes a slightly lower proportion of couple families with dependents (46% in 2016 to 42% by 2041), and an increase in lone person households and couples without children. However, the household size is expected to remain high, dropping only slightly to approximately 3 persons per household by 2041. Family households are expected to continue to form the majority of households in the municipality.

The number of residents aged 17 and under is expected to remain relatively stable at 28% of the total population by 2041, while is it estimated that the number of 18-49 year olds in Wyndham will decrease slightly from 51% to 47% by the same time. It is also anticipated that Wyndham will experience an ageing of its population, with the amount of residents aged 50+ increasing from almost 20% in 2021 to 25% by 2041.

# How many houses will we need?

In 2018, Council undertook a residential land and capacity assessment which found that the municipality had capacity for between 58,000 and 61,000 additional dwellings, based on the State Government population projections (SGS Economics & Planning, 2018).

The assessment also found that within Wyndham's established areas, more than 12,000 additional dwellings will be needed to support Wyndham's growing population by 2036 (SGS Economics & Planning, 2018).

Wyndham has set targets to achieve a dwelling mix which reflects that of Greater Melbourne. Part of this includes ensuring that a total of 70% of all new dwellings per annum will be within Wyndham's established urban areas and around key transport hubs by 2040 (The Wyndham Plan Draft, 2022).

Victoria in Future figures project that the population of Wyndham will grow by 203,890 people, from 255,320 in 2018 to 459,220 in 2036. This represents an average growth rate of 3.3% (Victoria in Future, 2019).

Prior to finalising The draft Strategy, Council will undertake a further review of existing and future land capacity in Wyndham against the updated housing Framework Plan to confirm that Council's proposed framework can support future housing needs.

# What types of housing will we need?

The current and historic land use patterns, topography, landscape and a diversity of lot sizes provide a variety of residential environments within the City. These range from compact urban areas through conventional Australian suburbs to low scale development in rural and coastal settings. The majority of future housing in the municipality will be provided through greenfield development, however, increasingly the established suburbs are also undergoing change.

It is expected that the majority of households in Wyndham will continue to favour living in single dwellings. However, with changes in age structure, housing stock in Wyndham will need to provide for a diverse range of needs. Among these needs will be the opportunity for ageing residents to remain in their local community or suburb. Other needs will relate to households' lifestyles and budgets, access to appropriate services and facilities, and the ability to interact with family and social networks. It is vital that there is diversity in housing options to cater for these unique needs.

Housing will be required to continue to cater to a broad range of households and community needs, including an increasing proportion of smaller households, increasing numbers of people aged over 60 years, and reducing proportion of families with young children. Providing a range of dwelling types and sizes will be essential in Wyndham, given the current dominance of larger dwellings.

# 2.4 Key challenges for housing in Wyndham

The City of Wyndham has experienced the highest population growth rate of any Victorian municipality over the past 10 years. There are a number of drivers for change when it comes to planning for housing. The key drivers of housing change in Wyndham are:

- The continued on-going rapid growth of the greenfield areas within the Urban Growth Boundary.
- An increasing proportion of smaller households, increasing numbers of people aged over 60 years, and a declining proportion of families with children.
- Existing housing is predominantly detached and 3 or 4 bedrooms, with no increase to the percentage of 1 and 2 bedroom dwellings despite the increasing need.
- The delivery of semi-detached and medium density housing is not consistently provided as planned in growth areas.
- Home owners in growth areas are increasingly susceptible to affordability issues and housing stress.
- Increasing demand for larger lots and smaller dwellings/medium density housing



### Diversifying the housing stock

Wyndham's location on the western edge of Metropolitan Melbourne means that it has a unique growth context, compared with other municipalities. To date, the majority of Wyndham's residential homes are single, detached dwellings and as of 2023, more than 40% of Wyndham's residential land is yet to be developed. This means that over the next 15 years, the municipality will undergo a significant amount of change.

While the development of single detached homes has been the predominant housing typology historically, there is a need to diversify the housing stock to ensure that there is a range of different types and sizes of homes to meet changing community needs. In particular, groups such as the elderly, people with a disability, students and newly arrived migrants, may have requirements which are not met by the current housing stock available in Wyndham.

Wyndham differs quite substantially from Greater Melbourne in terms of dwelling structure due

to it being a growth council, and land availability for separate and semi-detached houses. This has remained relatively unchanged since 2001, although recent years have seen a slight increase in the proportion of net additional dwellings that are semi-detached.

In 2021, the majority (91.3%) of dwellings within Wyndham had 3 or more bedrooms (ABS, 2021), indicating a distinct lack of diversity in the current dwelling stock, both in terms of dwelling type and size. Furthermore, 37.1% of dwellings had three bedrooms and 54.2% had four bedrooms (ABS, 2021). In comparing the number of bedrooms in 2016 to 2021, there was considerable growth in Wyndham during these years however the percentage of one and two bedroom dwellings actually decreased. Moreover, the proportion of three bedroom dwellings also decreased slightly whilst the percentage of four and five bedroom dwellings has increased.

#### **Future Homes**

Future Homes is a joint initiative between the Department of Transport and Planning (DPT) and the Office of the Victorian Government Architect (OVGA) to deliver quality apartments that are great homes, great neighbours and great citizens- this is the standard of housing we believe Victorians deserve.

The initiative could provide an opportunity to diversity Wyndham's housing stock as well as deliver high quality housing that provides 1 and 2 bedroom homes that cater for a range of needs and life stages. More information:

www.planning.vic.gov.au/policy-and-strategy/future-homes/









**Figure 4** Programs like Future Homes bring together quality design with sustainable living options to create better apartments for Victorians. Source: DTP.

# Managing residential growth areas

A significant amount of broadhectare residential land supply is available within the municipality, which will enable the steady delivery of new lots to the market. **Figure 4** illustrates those greenfield areas within the Urban Growth Boundary which have approved Precinct Structure Plans (PSPs) and those where a Plan is yet to be approved or developed.

In the past, however, a number of areas previously designated in PSPs for medium density development have been permitted to be developed at conventional densities. Encouraging medium density dwellings to be located in proximity to train stations and existing/ proposed services and Activity Centres will support the needs of the next generation of residents who may have less access to car transport. The completion of the Regional Rail Link provides opportunity for increased density within close proximity to the new proposed train stations. It is noted that there are ongoing challenges around achieving density around future train stations that have not had construction funding committed. Alignment of new housing development with provision of services and infrastructure will be key to creating vibrant neighbourhoods and maintaining sustainable growth.

The opportunity and priority for housing diversity needs to be leveraged in these locations.

## **Declining housing affordability**

In 2022 Council adopted the Wyndham Affordable Housing Strategy. The Strategy provides mechanisms to increase housing diversity and choice in Wyndham by identifying a range of strategic actions that focus on meeting housing needs and addressing the shortfall of social and affordable housing in Wyndham.

The Planning and Environment Act 1987 defines affordable housing as "housing, including social housing, that is appropriate for the housing needs of very low, low- and moderate-income households". It is housing appropriate in terms of location, size, tenure and cost to meet the housing needs of very low to moderate-income households.

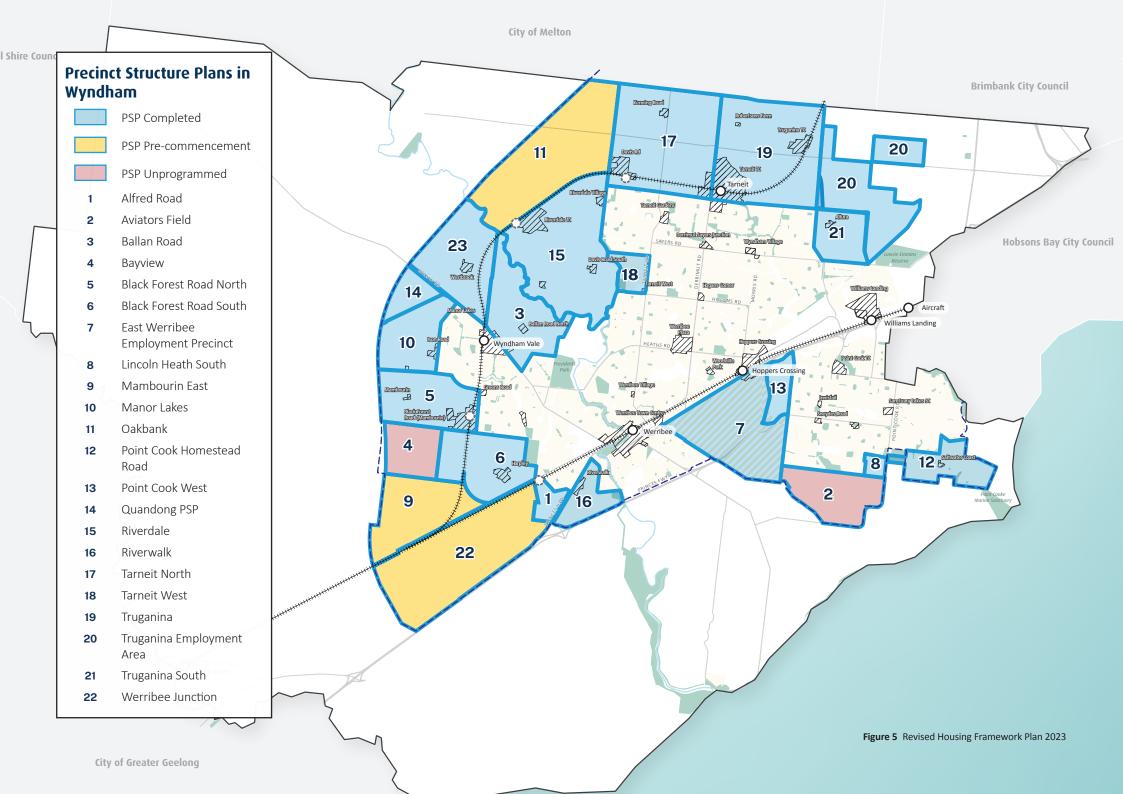
Affordable housing includes rental and home purchase and depends on subsidy to reduce housing costs and meet the gap between market prices and the price a very low to moderate-income household can otherwise afford.

As of 2021, the proportion of residents in Wyndham purchasing their home through a mortgage was higher than the statistical average in Greater Melbourne (48.3%) resulting in a lower percentage of homes owned outright (18%). At the same time, 30.8% of dwellings were rented. The higher housing costs associated with mortgage and rented tenure types indicates that the population could be highly susceptible to housing affordability issues triggered by events such as employment decreases and interest rate rises.

The level of housing affordability in Wyndham has significantly declined since 2001. This indicates that although many households are likely to be attracted to Wyndham due to the relative affordability of housing in the municipality, a high level of housing risk is likely to remain due to property prices increasing at a greater rate than incomes in the area. Median rents are also growing strongly, particularly for smaller dwellings such as two bedroom units, of which there is only a small proportion compared to three bedroom or more dwellings.

Notably, median house prices in Wyndham have increased by 101% over the last ten years. With 8% of Wyndham households on very low incomes, and 40% of these very low income households experiencing housing stress, it is estimated that there will be a need for 17,000 more affordable homes by 2036.

Housing vulnerability and homelessness are also significant issues in Wyndham. In 2022, it was estimated that 793 people were homeless on a single night across the municipality. The number of people experiencing homelessness increased by 33.2% between 2016 and 2021 according to Census figures. The growth in overcrowding rates almost doubled over the same period. There are currently limited options to access crisis accommodation in Wyndham, with people often referred out of the municipality or to accommodation such as motels and caravan parks.



## Wyndham's 'missing middle'

The 'missing middle' is a term often used to describe certain types of housing that allow for greater diversity and density. These include duplexes, units and townhouses, which are developed at a similar scale to traditional lower-density housing forms.

In established areas of Wyndham, demand for housing is driven by a range of market segments including investors, local residents looking to downsize and first home buyers. There is a gap in the provision of new medium density units (one and two bedrooms), particularly in locations with good access to public transport. As of 2021, one and two bedroom dwellings only accounted for 7.0% of all housing in Wyndham (ABS, 2021).

Recent subdivision proposals in established areas with larger lots, such as Tarneit Rd/ Sayers Rd, indicate demand for this housing type and (where covenants are not in place and lots are of sufficient size) the willingness of developers to deliver small subdivisions at medium densities.

Housing in Wyndham's growth areas continues to be in high demand by first home buyers, with larger detached dwellings preferred. Data suggests, however, that there is underlying demand for semidetached dwellings in the growth areas, despite only a small number of these types of dwellings being delivered to the market in recent years. In the 2021-22 financial year, only 502 residential building approvals were given for 'other' dwellings in Wyndham, compared to 4,284 approvals for houses (.id Community, 2023).

Barriers to the delivery of more semi-detached housing in growth areas include the limited price advantage of this product compared with detached dwellings (construction costs are higher per square metre for semi- detached dwellings), and greater difficulty for developers and builders in obtaining finance for this housing type.

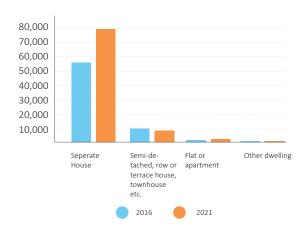
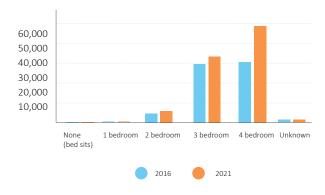


Figure 6 Proportion of housing types in Wyndham. Source: ABS 2021



**Figure 7** No. of bedrooms within Wyndham's existing housing stock. Source: ABS 2021

### Improving sustainable design

Climate change and environmental sustainability are amongst key issues concerning Wyndham residents. There are opportunities to address these concerns by improving the environmental performance of Wyndham's existing and new housing stock, and encouraging a more sustainable urban form overall.

It will be important for sustainability to be considered holistically when developing new housing or enhancing existing housing in Wyndham. This includes not only ensuring that new buildings meet environmental performance requirements and standards as per relevant codes and guidelines, but that new housing is strategically developed in locations with existing infrastructure and services. Access to jobs and services, and walkability to activity centres and public transport, all contribute to the creation of healthier, happier and more sustainable communities. Footpaths and cycle paths improve the liveability in suburban housing areas and encourage active transportation.

In terms of environmental performance, Wyndham aims to incorporate Environmentally Sustainable

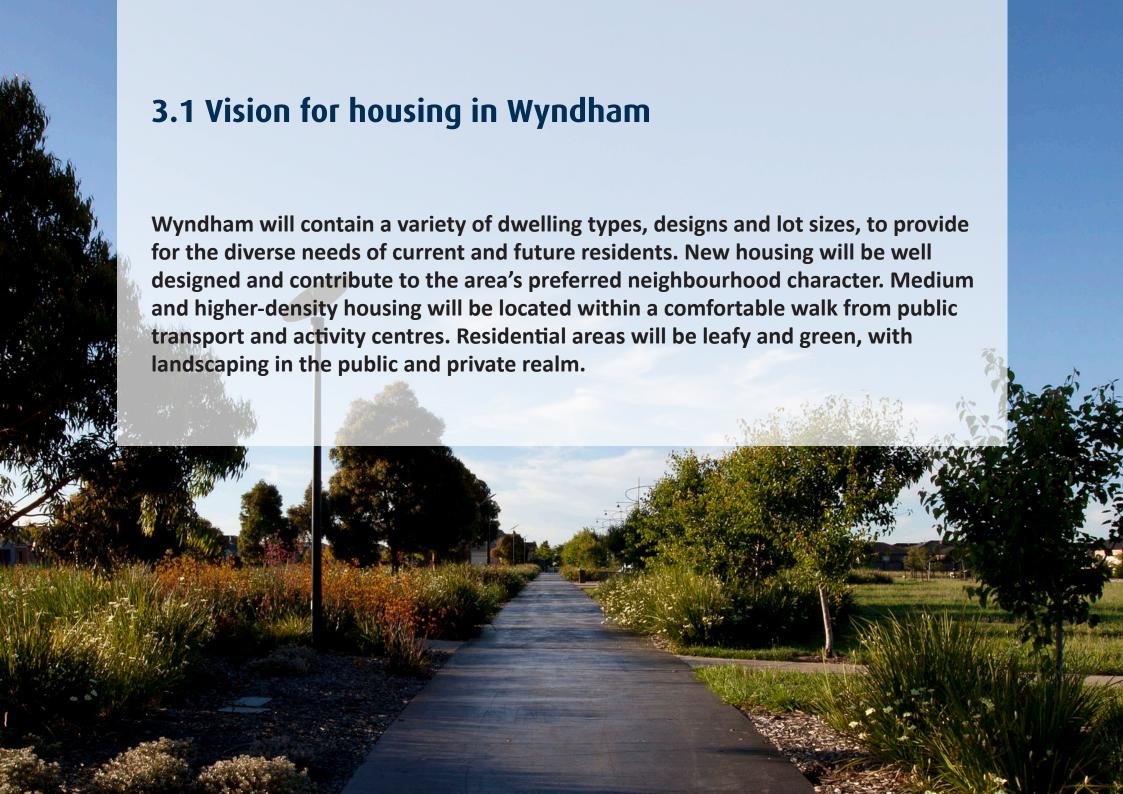
Design (ESD) principles in all new developments. This would ensure that new housing in Wyndham is environmentally efficient and sustainable, particularly in the domains of energy and water consumption, and urban heat island effects.

Sustainability goals can also be addressed through planting and landscaping of the public realm, in conjunction with the development of new housing. Tree planting in Wyndham's streets and parks has been identified as a major priority of both the community and Council. Tree planting in the public realm and as part of new housing developments will contribute to minimising urban heat island effects, sequestering carbon and supporting stormwater management, in a municipality and region which has been identified as having one of the lowest tree canopy covers in Greater Melbourne. Tree planting will need to be considered as a component of new housing developments and in areas designated in PSPs for housing development.





# Housing framework plan



## 3.2 Housing Principles

The 2018 Strategy identified a range of objectives for housing in Wyndham as follows:

- Wyndham's role in contributing additional housing to accommodate expected population growth in metropolitan Melbourne.
- Maximising access to public transport and activity centres.
- Protection of heritage and neighbourhood character values.
- Protection of significant environmental and ecological landscapes.
- Improving housing choice and affordability
- Diversifying the mix of housing types and sizes across the City.
- Retaining a mix of residential lot sizes across the City.

These objectives have been developed into four succinct principles which underpin the vision for housing in Wyndham and the updated housing framework plan and housing change areas presented in this Draft Plan.



# Locating new homes in key centres, close to services and infrastructure

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



#### Housing choice for all

New homes will provide diverse housing choices, including an increase in 1- and 2-bedroom dwellings, that meet the needs of our diverse community across different demographic cohorts and life stages.



# Enhancing our neighbourhood and landscape character

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



#### Protecting our natural environment

Wyndham's valuable and significant ecological habitats and environments will be protected and maintained for future generations.

# 3.3 Planning for Housing

Planning Practice Notes provide guidance on the development and implementation of strategic planning provisions. A summary of relevant practice notes, as they relate to housing and neigbourhood character, are provided on the following pages. These practice notes contain State government guidance around considerations in planning for housing and the application of planning controls.

#### PPN90 – Planning for Housing

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

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

Considerations for future growth should include:

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



PP90 is relevant to The draft Strategy in the following ways:

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

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

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

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

PP91 is relevant to The draft Strategy in the following ways:

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

# 3.4 Wyndham's Revised Housing Framework Plan

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

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

Wyndham's Housing Framework Plan delineates three categories of housing change to guide the future development across Wyndham's established and residential growth areas. Known as 'Limited', 'Incremental' and 'Substantial' Change Areas, these three categories balance a range of considerations to ensure that new housing is located in the right places. Key considerations in developing Wyndham's Housing Framework Plan are as follows:

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

In addition to these principles, the housing framework plan can also influence a range of other factors such as:

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

# 3.5 Housing change areas

The Housing Framework Plan provided at **Figure 8** delineates the following three broad categories of housing change to guide the future growth and continued development of Wyndham's established residential areas: Limited, Incremental and Substantial Change.

Within these change areas, the Housing Framework Plan identifies six sub-categories of change outlined opposite.

#### **Limited change**

• **Limited Change:** locations with significant and established neighbourhood character, heritage and environmental values, or significant development constraints.

#### **Incremental change**

- **Limited Incremental Change:** encompass the majority of the established residential areas within Wyndham's established and growth areas.
- **Incremental Change:** locations that accommodate housing diversity while also providing a transition from substantial change areas.

#### **Substantial change**

- **Substantial Change Established Areas:** provide for housing growth in areas suitable for increased densities around existing activity centres, key transport corridors and strategic opportunity sites.
- **Substantial Change Growth Areas:** provide for housing growth in areas suitable for increased densities around future activity centres
- **Substantial Change Activity Centres:** provide for mixed use housing within the commercial core of activity centre boundaries.



#### **Limited Change**

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

#### **Housing Types**

Duplex, dual occupancy, detached dwellings

#### **Proposed height**

2 storeys

#### **Incremental Change**

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

#### **Housing Types**

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

#### **Proposed height**

3 storeys

#### **Substantial Change**

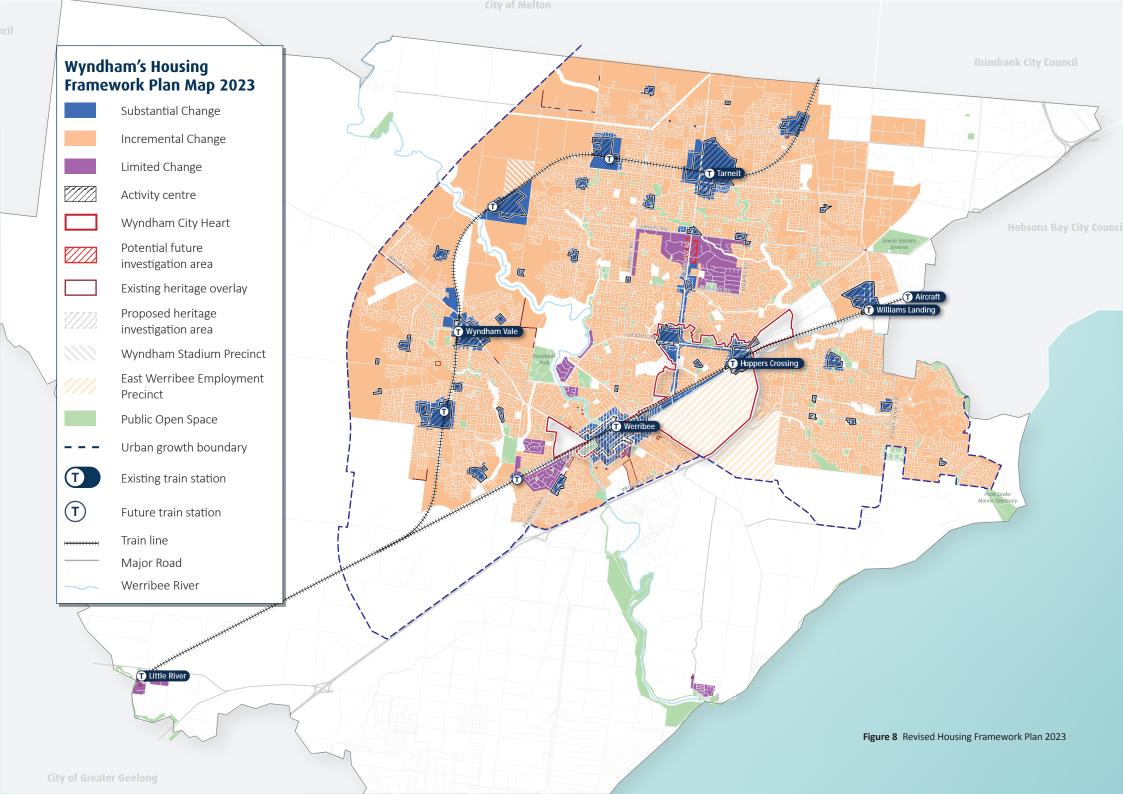
Allows for housing growth and diversity at increased densities. It includes land located within the Activity Centre Zone, Priority Development Zone, Residential Growth Zone and Special Use Zone, as well as key strategic opportunity sites within the established, residential areas of Wyndham.

#### **Housing Types**

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

#### **Proposed height**

4 storeys



# 3.6 Limited Change Areas

Limited Change Areas comprise those locations with significant and established neighbourhood character, heritage and environmental values, or significant development constraints.

Limited change areas represent the lowest degree of intended residential growth and change in Wyndham. Future housing will predominantly comprise detached houses and dual occupancies, of one to two storeys.

**Figure 8** illustrates the extent of the proposed Limited Change Area in the City of Wyndham, based on the application of the following criteria:

- Locations with specific neighbourhood character or heritage significance, included in Heritage Overlay precincts or existing or proposed Neighbourhood Character Overlays.
- Locations within the rural garden and coastal character types.
- Locations with significant infrastructure constraints.
- Locations with large minimum lot size controls (e.g. LDRZ)

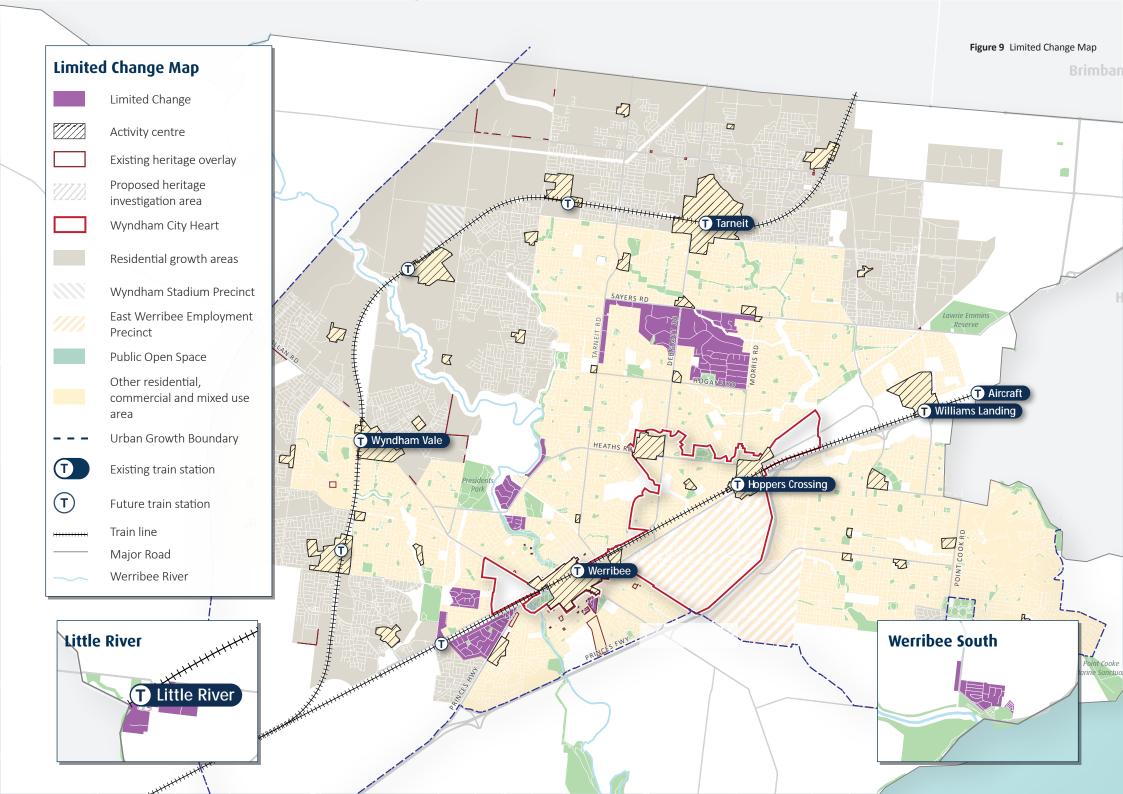
Limited Change Areas comprise areas which, due to their physical, natural and historic attributes, have limited capacity to accommodate future residential development and growth.

Land fronting Tarneit and Sayers Roads is included within the Limited Change area. The Limited Change classification is due to a lack of infrastructure and reduced public transport accessibility.

# Objectives for Limited Change Areas

The following are preliminary objectives for the proposed Limited Change Areas:

- Allow for standard density housing types, such as dual occupancies and detached housing.
- Conserve and enhance those elements that contribute to the environmental significance, heritage values and/or preferred neighbourhood character of the precinct
- Ensure new development contributes to the preferred neighbourhood character of the place.
- Retain existing housing that positively contributes to the preferred neighbourhood character of the precinct (refer to Council's Neighbourhood Character Paper, August 2015).



#### **Implementation**

For areas identified for Limited Change, it is recommended they be zoned 'Neighbourhood Residential' in the Wyndham Planning Scheme.

The different character areas within the proposed Neighbourhood Residential Zone will have separate schedules varying ResCode standards.

The following standards can be varied from the default provision in the Schedules to the Neighbourhood Residential Zone:

- garden area
- minimum subdivision area
- permit requirements for the construction of one dwelling on a lot
- maximum building height
- setbacks (front, rear, side)
- site coverage
- permeability
- landscaping
- walls on boundaries
- private open space
- front fence height
- application requirements
- decision guidelines.

It is noted that land within 'Low Density Residential Zone', will remain within the LDRZ.



# 3.7 Incremental Change Areas

Incremental change areas are transitory locations between substantial change and limited incremental change areas. These locations will provide a transition in built form between higher density and lower density forms.

#### Incremental change areas

As a general principle, incremental change areas are applied to residential land adjacent to, or on the periphery of, substantial change areas. This may include residential land around activity centres or along key main roads / PPTN. These locations will still have very good or excellent access to services and infrastructure.

Incremental change areas are also applied around smaller neighbourhood activity centres, recognising the role of these centres in supporting lower scale and diverse housing close to local services.

It is anticipated that this change area would also apply to residential land within the urban growth zone, as it transitions across into 'standard residential zoning'.

A mixture of housing typologies will be encouraged in incremental change locations, including low-scale apartment and townhouse typologies (up to 3 storeys). These locations will continue to evolve and provide capacity for housing growth and more diverse types of housing. These are also locations with an evolving neighbourhood character where redevelopment will contribute to a preferred neighbourhood character that aligns with strategic policy directions.

# Objectives for Incremental Change Areas

The following are preliminary objectives for the proposed Incremental Change Areas:

- Provide a 'stepping down' and transition in built form.
- Encourage moderate housing growth and diversification in the form of townhouses, units, dual occupancies and detached houses.
- Retain existing housing that positively contributes to the preferred neighbourhood character of the precinct. Refer to the paper entitled *Neighbourhood Character* (Wyndham City Council, 2015).
- Encourage smaller housing sizes and types to contribute to overall dwelling diversity, particularly one and two bedroom dwellings.

Limited incremental change would apply to the majority of residentially zoned land across Wyndhamís established residential areas.

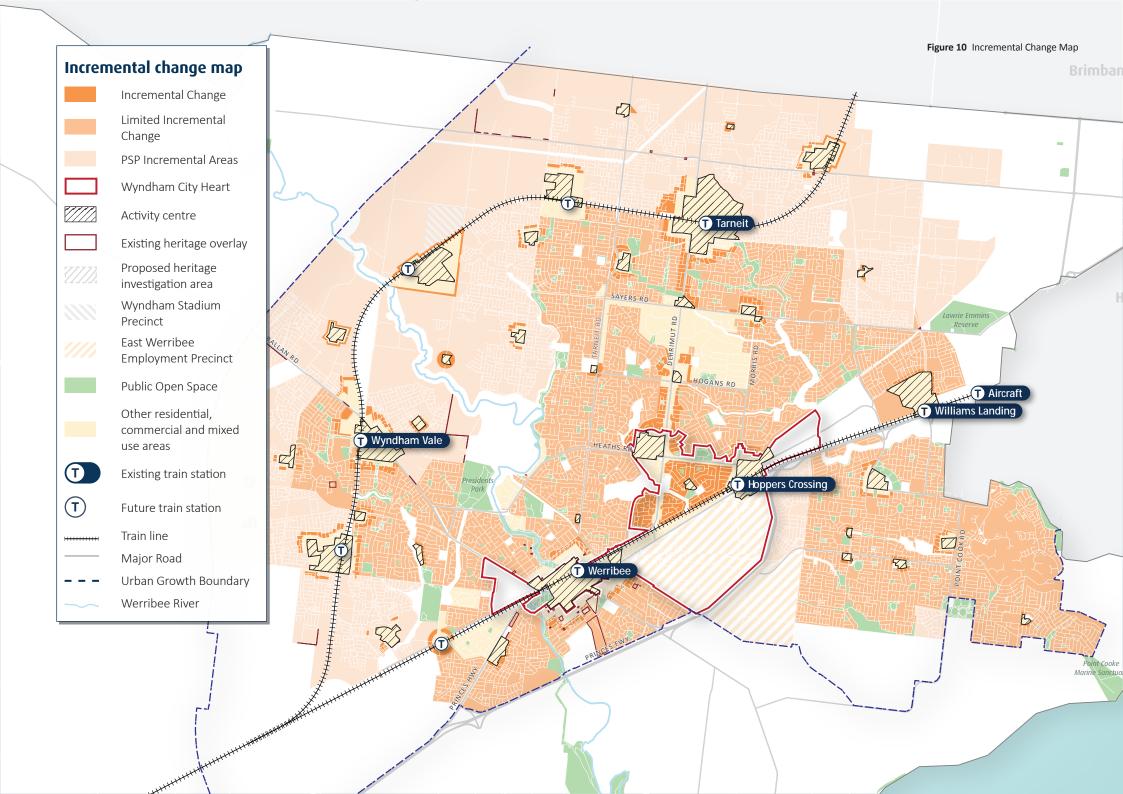
#### **Limited Incremental Change**

Limited incremental change would apply to the majority of residentially zoned land across Wyndham's established residential areas. They are areas without significant established neighbourhood character or redevelopment constraints, such as heritage and environmental values.

These locations would still accommodate some housing diversity. A focus on preferred neighbourhood character through mechanisms such as garden area requirements would apply.

Limited Incremental Change Areas will encounter modest housing growth in the form of townhouse and unit development as well as detached houses, consistent with the stated preferred neighbourhood character of the area. New housing will generally be one to two storeys.

Limited incremental change areas still allow for lowscale medium density housing that is consistent with the preferred neighbourhood character of the area.



#### **Implementation**

Incremental Change areas are recommended to be zoned 'General Residential Zone' in the Wyndham Planning Scheme.

Planning policy will be developed to encourage the built form outcomes sought in Incremental Change areas located in the Urban Growth Zone (growth area suburbs). It is envisaged that this policy will include objectives and strategies to encourage:

- medium density housing forms, particularly lowrise apartments, townhouses, units and dual occupancies.
- smaller dwellings, including one and two bedroom homes.
- a variety of tenures, particularly affordable housing types.

Limited Incremental Change Areas are recommended to be zoned Neighbourhood Residential Zone in the Wyndham Planning Scheme.

The different character areas within the proposed Neighbourhood Residential Zone may have separate schedules varying ResCode standards.

The following standards can be varied from the default provision in the Schedules to the General Residential Zone:

- garden area
- permit requirements for one dwelling on a lot
- maximum building height for dwelling or residential building
- site coverage
- permeability
- landscaping
- setbacks (Front, side and rear)
- walls on boundaries
- private open space
- front fence height
- application requirements
- decision guidelines.



# 3.8 Substantial Change Areas

Substantial change areas provide for increased housing densities and diversity within and around existing and future activity centres.

# Substantial change: activity centres

In alignment with the Draft Wyndham Plan, substantial change areas have been identified within major activity areas (Neighbourhood Pulses) as well as around Priority Development Sites.

As these locations are not residentially-zoned land, the scale and form of development will be guided by other planning controls and policies. Housing change within these locations will generally be in the form of apartment and shop-top housing.

As other activity centres become more established within the municipality, further strategic work is warranted to determine whether these areas and the surrounds should become Substantial Change areas due to accessible infrastructure and amenities.

This category of change includes land located within:

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

# Substantial change: established areas

Substantial Change in established areas will provide for housing growth in areas suitable for increased densities such as activity centres and strategic opportunity sites.

This change area applies:

- Generally within 100m of major activity centre boundaries
- At key nodes / corridors within the Wyndham City Heart
- Generally with within 50m of neighbourhood activity centre boundaries
- Generally one block back along Derrimut Road Boulevard (as outlined in the Draft Wyndham Plan)

Substantial Change areas have been identified as priority locations to focus housing growth as they are within walking distance of key corridors principal public transport network (PPTN), outlined in the Draft Wyndham Plan. Housing typologies will include a mixture of apartment, townhouse and other medium density forms.

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

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

#### Substantial change: growth areas

Substantial Change in growth areas have been identified around future activity areas located within the Urban Growth Zone.

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

- Future train stations
- The Wyndham Stadium
- Strategic site adjacent to Manor Lakes Activity Centre

Since 2018, activity centre boundaries in Wyndham's growth areas have been further defined however in many instances, subdivision or development has not yet occurred. In these situations, further refinement

of the substantial change boundaries will be required as these locations start to become developed.

#### **Strategic Opportunity Areas**

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

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

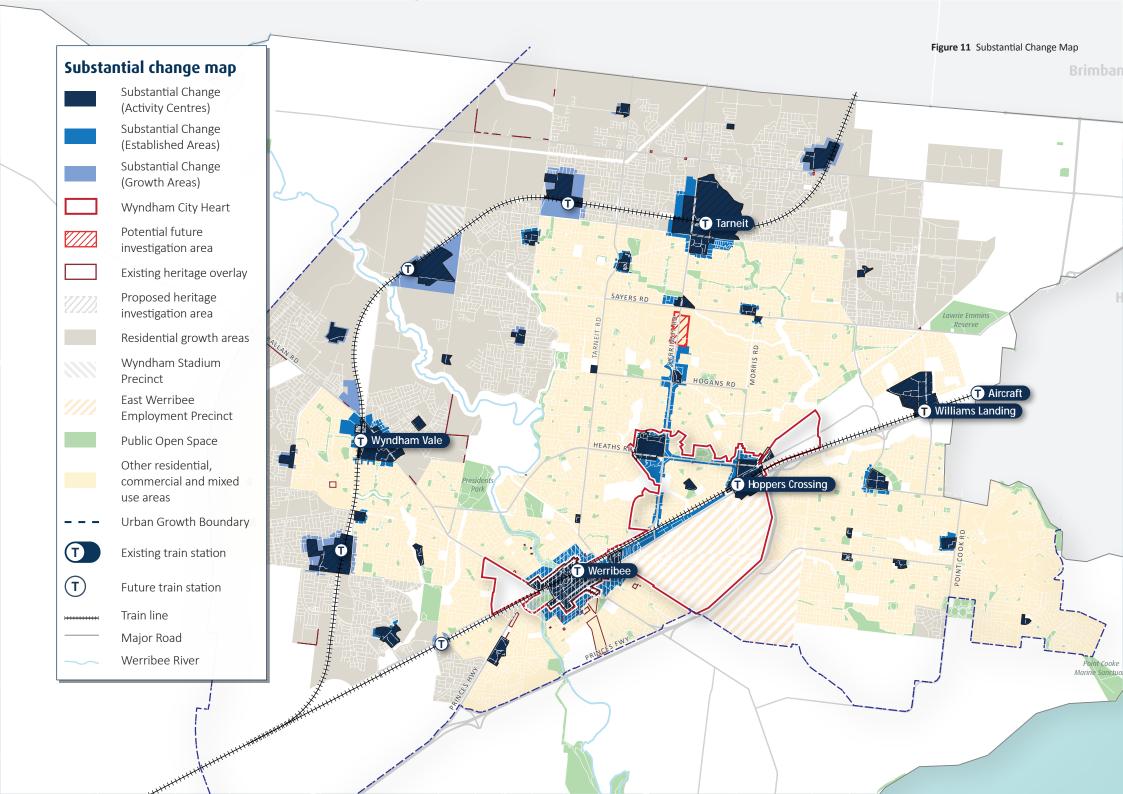
Future Substantial Change sites have also been identified (shown in **Figure 11**) as Priority Housing Diversity Area (as outlined in the Draft Wyndham Plan). These sites indicate a 400m radius surrounding future Major Activity Centres and railway stations within the greenfield areas of Wyndham, as identified in their associated Precinct Structure Plans.

Residential land surrounding these sites are zoned Urban Growth Zone with an applied Residential Growth Zone. Given the strategic location of the Future Substantial Change locations within close proximity to infrastructure, higher density housing is anticipated within these areas. The objectives listed opposite are to be applied in both the planning permit and Precinct Structure Planning processes

# Objectives for Substantial Change Areas

The following are preliminary objectives for the proposed Substantial Change Areas:

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



#### **Implementation**

Substantial change areas are recommended to be zoned 'Residential Growth Zone' in the Wyndham Planning Scheme.

The following ResCode variations are available in the Schedule to the Zone:

- permit requirements for one dwelling on a lot
- maximum building height for dwelling or residential building
- site coverage
- permeability
- landscaping
- setbacks (Front, side and rear)
- walls on boundaries
- private open space
- front fence height
- application requirements
- decision guidelines.

Planning policy will be developed to encourage the built form outcomes sought in Future Substantial Change Areas located in the Urban Growth Zone. It is envisaged that this policy will include objectives and strategies to encourage:

- high density housing forms, particularly shop-top dwellings, townhouses, units and apartments
- smaller dwellings, including one and two bedroom homes
- a variety of tenures, particularly affordable housing types, to meet the needs of a range of households.

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





#### No. Action

3

#### **Housing Framework Plan**

- Review wording of Clause 02.03-6 'Housing' in line with the strategic objectives and actions outlined in this Strategy. This includes updates to Wyndham's demographic data and forecasts as relevant.
- **2** Update Clause 02.04 Strategic Framework Plan, with the revised Housing Framework Plan.

Translate three housing change areas into the new suite of residential zones, including schedules as appropriate to reflect neighbourhood character and development objectives in the following way:

- Neighbourhood Residential Zone' to be applied to Limited Change and Limited Incremental Change Areas
  - 'General Residential Zone' to be applied to Incremental Change Areas
  - 'Residential Growth Zone' to be applied to the Substantial Change Areas
- Engage with the VPA to develop assessment criteria and appropriate implementation measures to manage the sequencing of development which can be applied to the assessment of applications made under section 96A of the Planning and Environment Act 1987.
- Continue to advocate to State Government Departments for improved public transport and road infrastructure upgrades in the City.

# Housing diversity and design

## 4.1 Diversity and type

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

#### **Overview**

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

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

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

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

- Housing diversity
- Specialised housing types
- Design quality
- Universal housing and multigenerational housing

#### **Housing diversity**

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

Housing diversity relates to the following dwelling components and characteristics:

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

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

#### **Objective and actions**

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

#### **Actions**

6

Prepare a Housing Diversity Strategy, in line with the objectives and actions of the Housing and Neighbourhood Character Strategy, that will:

- Prepare, prioritise and assign actions for achieving greater housing diversity.
- Audit the existing Wyndham Planning Scheme and Council planning processes to identify criteria and processes that discourage a more diverse housing stock from being achieved. Identify opportunities for policy and process reform to reduce barriers.
- Investigate potential housing targets for catchments for Substantial Change areas included in growth areas (catchments to town centres and railway stations) in consultation with the Victorian Planning Authority.
- Investigate the opportunity for a medium-density housing code that provides an as-of-right pathway for development for medium and high density housing in growth areas.
- Audit the different densities and morphologies of existing neighbourhoods across the municipality. Undertake urban form studies to explore different options for the development of sustainable medium and high density neighbourhoods.
- Implement a co-ordinated development data collection and monitoring system.
- Implement a 'Housing Diversity Update' every five years and circulate to relevant Council departments
- Advocate to State government to develop enforceable powers and controls for Council to set targets for the inclusion of small dwellings and extra large dwellings in key locations (based on number of bedrooms and/or floor area). In particular, continue to explore avenues to develop Inclusionary Zoning and other housing diversity targets into the Victorian Planning Provisions and Wyndham Planning Scheme
- 8 Continue to advocate for a diversity of housing stock in new developments in negotiations with developers, builders and the Victorian Planning Authority. This is particularly important in the delivery of super lots for medium density developments.
- **9** Work with developers to identify barriers to increased diversity housing product, particularly in growth areas.
- 10 Discourage further subdivision of rural residential allotments outside the Urban Growth Zone
- Explore opportunities on Council-owned land to develop and pilot demonstration projects such as Future Homes to increase housing diversity and promote high quality apartment housing that fits the suburban context with regard to scale and character.

#### **Specialised housing types**

Some community groups have particular requirements for housing in terms of design, location, tenure and cost. This includes older people, people with a disability, students and newly arrived migrants. Council must focus on improving the diversity, affordability and accessibility of housing stock provided by the private sector to meet the needs of special groups to ensure that they are not displaced or discouraged from living in the City, due to inappropriately designed and located or unaffordable housing stock.

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

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

#### **Objective and actions**

Provide specialised housing types to accommodate priority community groups with particular needs for housing in terms of design, location, tenure and cost.

#### **Actions**

Develop and include a Specialised Housing chapter in the Housing Diversity Strategy to guide the future provision of specialised housing types in the established and growth areas of municipality. The Strategy should identify:

- locational requirements for facilities
  - project partners and delivery models
  - timing

As part of the Wyndham Planning Scheme Review, amend Clause 16.01 to encourage the provision of specialised forms of housing in appropriate locations within established and growth area suburbs

Use the Housing Diversity Strategy

 as the basis for negotiations with the

 Victorian Planning Authority, developers

 and builders regarding development of
 specialised housing forms in growth areas



#### **Design quality**

Land use patterns, topography, landscape and a diversity of lot sizes provide a variety of residential environments within the City. However, the majority of housing growth in the municipality is to be provided through greenfield development and the quality of housing design in these areas has been questioned by residents where the same or similar design is repeated throughout an area with minimal design and siting standards.

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

One of the themes identified in the Draft Wyndham Plan focuses on improving Wyndham's image and

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

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

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



#### **Objective and actions**

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

#### **Actions**

- Update Clause 15.01-5L to implement the preferred character statements and built form outcomes by this Housing and Neighbourhood Character Strategy and the Housing & Neighbourhood Character Strategy 2015.
- Provide targeted training to staff and Councillors to enhance skills in, and awareness of, design principles and practice.
- Prepare Design Standards and Guidelines for high density housing within Wyndham

Prepare and adopt design guidelines for large strategic opportunity sites and strategic opportunity areas, where appropriate, to ensure their redevelopment positively contributes to their surrounding context, provides high quality and innovative building design and facilitates high levels of residential amenity for new and adjoining residents

#### **Universal housing**

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

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

#### **Multigenerational housing**

Multigenerational housing supports several generations of the one family to live together in the one house. Multigenerational houses may be designed so that a large dwelling can easily be split into two or more dwellings to be rented out, without need for extensive renovations. This form of housing allows the flexibility for a family to adapt the size of a dwelling to their changing household's size, for example as children grow up and leave home, or as grandparents move in- without the need to move or renovate. They allow families to affordably remain with their house and community throughout life's different stages.

#### **Objective and actions**

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

#### **Actions**

- Explore opportunities to partner with building industry to develop a pilot

  19 project of residential development incorporating universal design features in the municipality.
- Explore opportunities to partner with the development and building industry to develop a pilot project incorporating 'multigenerational housing'
- Develop universal housing design guidelines for use by private sector and Council Officers.

Prepare and implement a Universal

Access training program to build the capacity of Council's Statutory and Strategy Planning and building staff.
Training should reference the Welcome
- Design Ideas for Accessible Homes guide prepared by the Victorian Building Commission.

# Housing affordability

# **5.1 Affordability**

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



#### **Overview**

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

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

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

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

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

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

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

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

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

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

- Affordable living
- Affordable rental housing
- Short term accommodation
- Regulated housing

#### Affordable living

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

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

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

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

#### **Objective and actions**

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

#### **Actions**

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

#### **Objective and actions**

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

#### Actions

- Incorporate objectives of the housing change areas, as outlined in the Substantial Change criteria.
- Negotiate with the VPA and developers through the PSP process to ensure opportunities for incorporating high density development close to activity centres, public transport and along the PPTN are maximised.
- Continue to advocate to relevant Stategovernment agencies for the delivery of key infrastructure in growth area suburbs.

#### Affordable rental housing

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

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

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

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

#### Social housing

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

Between 200 and 2019, Social Housing tenure declined significantly in Wyndham from 2.05% to 1.1%, highlighting a mismatch between demand and supply. Within the Western Melbourne region, 3,370 households were listed on the social housing register, the majority of whom were assessed as 'priority access' by the State Government.

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

#### **Wyndham H3 Alliance**

In December 2016 the Wyndham H3 Alliance received \$15 million funding from the State Government to assist more than 1,700 vulnerable people in Wyndham.

Partners of the Alliance include Wyndham City Council, The Salvation Army, Uniting Wyndham, Unison, CoHealth, Mercy Health- Werribee, WestJustice, Whitelion, Melbourne City Mission, and Bolton Clarke.

The Alliance aims to address housing vulnerability along the spectrum of housing needs, from immediate housing crisis, wrap around support, through to early intervention.

The H3 approach to health, housing and homelessness is a holistic one, first focusing on housing by increasing access to housing supply, followed by shaping responses to local people and local needs by addressing the issues that have caused housing vulnerability. Their aims are to integrate services and increase capacity in the system, ultimately improving outcomes for individuals

#### **Objectives and actions**

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

Actions	
27	Update the Planning Policy Framework to include objectives and strategies associated with increasing the supply of social housing across the municipality.
28	Undertake an audit of Council owned land (including car parks, vacant land, open space) to identify underutilised or surplus land that may be suitable for the development of affordable rental housing.
29	Explore opportunities to increase the supply of affordable housing in the redesign and redevelopment of Council assets.
30	Advocate to State government to develop enforceable powers and controls for Council to set targets for affordable housing in key locations. In particular continue to explore avenues to develop mandatory inclusionary zoning and other affordable housing targets into the Victorian State Planning Scheme.
31	Work with the Victorian State Government for the continued renewal of public housing in the municipality, including strategies to incorporate public housing near activity centres.
32	Develop a matrix in consultation that identifies particular site attributes (including infill housing and broad acre locations) and development opportunities suitable for different dwelling typologies. Use the matrix to inform negotiations with developers and the Victorian Planning Authority.
33	<ul> <li>Consider providing incentives for the inclusion of low cost and/or social housing in new developments. These incentives could include:</li> <li>rate reductions for social housing</li> <li>reduction in car parking requirements</li> <li>building height dispensation</li> <li>fast track planning permit application processing</li> </ul>

#### Objective and actions

Support and partner with social housing providers and the affordable housing sector to increase the supply of affordable housing including social housing

Actions		
34	Broker partnerships, as appropriate, between developers, social housing providers and other stakeholders in the redevelopment of strategic sites throughout the municipality.	
35	Undertake research into customer needs, innovative and good practice social housing projects to expand knowledge and encourage delivery of viable affordable housing options.	
36	Explore innovative funding and finance models to support an increased supply of affordable housing.	

#### Short term accommodation

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

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

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

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

#### **Wyndham H3 Alliance**

Through the Alliance, a number of housing models are being developed:

- A Youth Cluster model is being developed to support young people aged 16-24 through housing and onsite support
- Accommodation to house and support 12 rough sleepers
- The head leasing of 50 properties

#### **Objective and actions**

Ensure appropriate housing options are available in the local area.

#### **Actions**

Update Clause 16.01 to include objectives and strategies associated with increasing the supply of social housing and affordable housing across the municipality.

Support increased presence of community service organisations that provide services for people experiencing issues that are considered 'pathways' to homelessness (such as family violence, drug and alcohol use, mental health issues) in order to reduce demand for an emergency accommodation response.

Continue to support the Wyndham H3
Alliance to deliver better outcomes for those experiencing homelessness or at risk of homelessness.

#### **Regulated housing**

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

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

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

As the profile of homelessness has changed, the client profile and typology of rooming houses has also changed. Increasing numbers of people with complex needs, people seeking one-bedroom accommodation, young people, women, families and older people are using rooming houses in the face of a tight rental market or lack of emergency

accommodation. Rooming houses can be difficult to identify as they are increasingly located in converted residential dwellings.

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

Caravan parks in Wyndham include short and long-term stay parks, holiday parks and residential villages. Council conducts routine inspections of caravan parks and residential villages in Wyndham. There are currently around 1000 active sites containing either a caravan or a movable dwelling (cabin) in Wyndham and are a mix of long and short-term sites. Most sites in residential villages and are made up of retirees in long-term housing.

#### **Objective and actions**

Develop a coordinated approach to improve the quality and quantity of registered rooming houses in Wyndham.

#### **Actions**

- Provide support and advocacy for community operated/managed rooming houses to be established in Wyndham.
- Enter into a Memorandum of
  Understanding with local housing and
  support services to establish protocols
  for rooming house closures and related
  issues. This may include a shared vision
  for rooming houses in Wyndham.
- Review Council's approach to information provision for rooming house residents, operators and other community members, including regard for people with low English language proficiency and for cultural preferences.
- Review Council's approach to rooming house regulation and enforcement.
- Develop stronger relationships with stakeholders in Caravan park regulation and tenant support.

# 06 Sustainability

## **6.1 Sustainability**

#### **Overview**

There are opportunities through this Housing and Neighbourhood Character Strategy to improve the environmental performance of the municipality's existing and new housing stock and to encourage a more sustainable urban form.

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

The disadvantage of relying solely upon the Building Code is that it does not necessitate the consideration of environmental sustainability at the site analysis stage of development. Neither does it apply holistically to a multi-dwelling development. As such, there remain opportunities for the planning system to make a positive contribution to environmental performance.

There is an opportunity to ensure that environmentally sustainable design principles are incorporated in the Precinct Structure Planning process, to ensure subdivisions and residential allotments are environmentally efficient and sustainable.

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

Increased canopy cover and green open space has additional community benefits such as a sense of place, visual amenity and can encourage more physical activity.

There is also ongoing opportunity to support a more sustainable urban form, by using the housing change areas to guide development and integrate housing with active and public transport, activity centres and employment nodes and density along key transport routes. This pattern of development will assist in supporting a lower carbon city that is less reliant on cars and has more walkable neighbourhoods.

The following presents objectives and actions related to sustainability in the municipality, marshalled under the themes of:

- Environmental performance
- Private and public realm planting



#### **Environmental performance**

Residential buildings significantly contribute to carbon emissions within the City of Wyndham, primarily through electricity use, transport, natural gas and waste. There are opportunities through this Housing and Neighbourhood Character Strategy to improve the environmental performance of the City's existing and new housing stock, particularly for multidwelling developments where a planning permit is required.

The Sustainable Design Assessment in the Planning Process (SDAPP) is a program developed by a group of Victorian Councils. It seeks to ensure the consistent inclusion of environmental performance considerations into the planning permit approvals process to achieve more sustainable outcomes for the community. There is an opportunity for Council to adopt the SDAPP Program to assess the environmental sustainability of residential development, with the view to reduce the environmental impact of new development.

#### **Objective and actions**

Improve the environmental performance of new and existing housing

#### **Actions**

47

Develop and implement an ESD Policy through the Wyndham Planning Scheme, utilising the Sustainable Design Assessment in the Planning Process (SDAPP) into Wyndham City Council's planning process. This should include the introduction of the SDAPP Planning Process Improvement Program to improve and assess the environmental performance of new residential buildings in the City.

Continue to advocate to the State Government and the Australian Building Code Board to strengthen environmental performance requirements for all new developments.

Actively work with the community, developers and builders in regards to the concept of sustainable subdivisions and neighbourhoods by:

- Encouraging developers to apply the principles of the Green Star Communities or Enviro development national frameworks in the design of new developments and subdivisions, and where possible achieve certification under these standards (or a similar equivalent rating tool).
- Providing education and information to the local development industry on how housing development can contribute to sustainable neighbourhoods through Environmentally Sustainable Design.
- Providing education and information to the development industry around what features make a neighbourhood sustainable.
- Prepare and implement an Environmentally Sustainable Design training program to build the capacity of Council's statutory, strategic and building staff.

# Private and public realm planting

Large canopy trees and vegetation are highly valued. and provide significant benefit to the Wyndham community. Planting of large canopy trees can also vastly reduce the urban heat island effect. Wyndham's City Forest and Habitat Strategy, adopted by Council in 2018, identifies Wyndham as having one of the lowest canopy covers in greater Melbourne. The Strategy includes tree canopy cover targets for private realm trees, streetscapes, parks and reserves. Wyndham's location in a rainshadow combined with high temperatures creates challenges for growing large shady trees. To reach these tree canopy targets a significant increase in the number of trees in the municipality is required. New developments provide an opportunity for the planting of vegetation and protection of existing canopy trees to contribute to the neighbourhood character.

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

Trees are valuable Council assets and should be incorporated into developments during the planning process. Given Wyndham's low canopy cover, the retention of existing canopy trees is of priority. This can be encouraged by providing guidance to developers.

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

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

#### **Objective and actions**

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

#### **Actions**

	Explore planning mechanisms that could
49	provide protection to large, established
	trees across the municipality.

Dravida information and quidance to

	Provide information and guidance to
	developers and residents regarding
50	trees in residential settings through the
	Wyndham Landscape Guidelines 2018
	and increased engagement.

Ensure road reserves are designed to provide separation between the roadway and road verges to discourage parking on road verges and protect street tree planting (e.g. use of 'stand up' kerbs, formed parking bays etc).

Negotiate with the VPA and developers through the PSP process to ensure building envelopes that allow for greater setbacks in growth areas to maximise opportunities for planting and greater permeability in the front and rear of dwellings.



# Neighbourhood character

#### 7.1 Overview

Neighbourhood character is the combination of public and private domain characteristics which can be summarised as built development, vegetation and topography.

### What is neighbourhood character?

Character in town planning is a term usually associated with words such as Urban ('urban character'), Neighbourhood ('neighbourhood character'), or Landscape ('landscape character'). The qualifier 'neighbourhood' generally means any residential area. The character of places is usually considered in terms of a specific area, locality or neighbourhood.

The character of an area is a synthesis of public and private domain characteristics which can be summarised as built development, vegetation and topography. It is the interplay between these characteristics that make a place, town or neighbourhood distinctive. Some of these characteristics are more important than others in creating a distinctive character, which must be highlighted in written character statements.

While character can be conceived of in very broad terms, in practice planning systems confine their provisions to the physical form of development. In other words, character in planning confines itself to what can be seen: built form and landscape, in simple terms.

'Preferred future character' has become the focus of planning scheme neighbourhood character policy. Preferred neighbourhood character statements drive guidelines or varied planning scheme standards that aim to improve the way new development relates to its surroundings.

#### PPN 43 – Understanding Neighbourhood Character

Planning Practice Note 43 provides guidance in understanding what is meant by neighbourhood character and how to prepare or assess a permit applications for residential development.

It establishes that neighbourhood character is considered to be the cumulative impact of attributes in both the public and private realms. It is the relationship between these attributes, and how they physically appear on the ground, that is the most important consideration for neighbourhood character.

PPN43 is relevant to this review in the following ways:

- Defining what is meant by 'neighbourhood character'.
- Clarifying the relationship between neighbourhood character and heritage significance.
- Confirming the spectrum of characteristics that can be considered when articulating the neighbourhood character of a place. This is particularly relevant for considering new character areas in Wyndham since 2018.
- Providing clarity on how neighbourhood character considerations interact with development assessment and decision making processes.

#### Wyndham's Neighbourhood Character Precincts

The five neighbourhood character types in Wyndham have been further broken down into twelve precincts to more accurately describe the characteristics of each area and to ensure neighbourhoods with special character are considered appropriately or identified for further protection controls.

The preliminary character assessment identified 22 investigation areas requiring further research. Of these, 10 areas were considered to have special characteristics after further field work and desktop analysis was undertaken.

A summary of each of the character types is outlined in on **Page 78** and a map of the character types is shown on **Page 79**.

Further detail about the character types and the sub precincts developed for Wyndham are provided in the Neighbourhood Character Paper, April 2015.

Special consideration of these investigation areas is provided within the 12 character precincts and will be highlighted through the preferred future character and design guidelines as part of this Strategy.

Of particular special character is the Anne Street area in Werribee, which demonstrates a very distinct and consistent garden suburban character that has been separated from other garden suburban areas to form its own precinct, and may be recommended for further protection.

The Garden Court character type has also been separated into four precincts to highlight special character areas, including the large lots facing main roads (along Tarneit Rd, Sayers Rd and the Princes Hwy), the large lots facing the Werribee River and large lots with spacious gardens settings including land south of Anne Street, in the Walls Road precinct, Wynarka Drive and south of Kingston Boulevard.

These areas have been identified in the housing change criteria as areas that should experience 'limited' change in order to protect their character

#### **Preferred Character Statements**

Utilising the findings of the Neighbourhood Character Paper, April 2015 a 'preferred future character' statement for each of the twelve precincts has been prepared to guide development.

The preferred future character will be supported by design guidelines developed to address housing and character issues in each precinct to assist in achieving high quality design outcomes, including quality built form, liveability, diversity and consistent neighbourhood character.

#### 7.2 Wyndham's Neighbourhood Character Types



#### Contemporary Garden

A more recent interpretation of the Garden Suburban character type seen in residential developments from the 1990s. Comprises one and two storey detached and semi-detached dwellings on more compact lots with establishing formal gardens.



#### **Coastal Garden**

Informal streets with coastal landscaping and vegetation surrounding buildings. Streets have views of the nearby coastal foreshore and market gardens.



#### **Garden Suburban**

Dwellings located in the spacious, older residential areas of Wyndham, with a mix of simple post-war ad newer buildings set within linear street patterns and pockets of established vegetation.



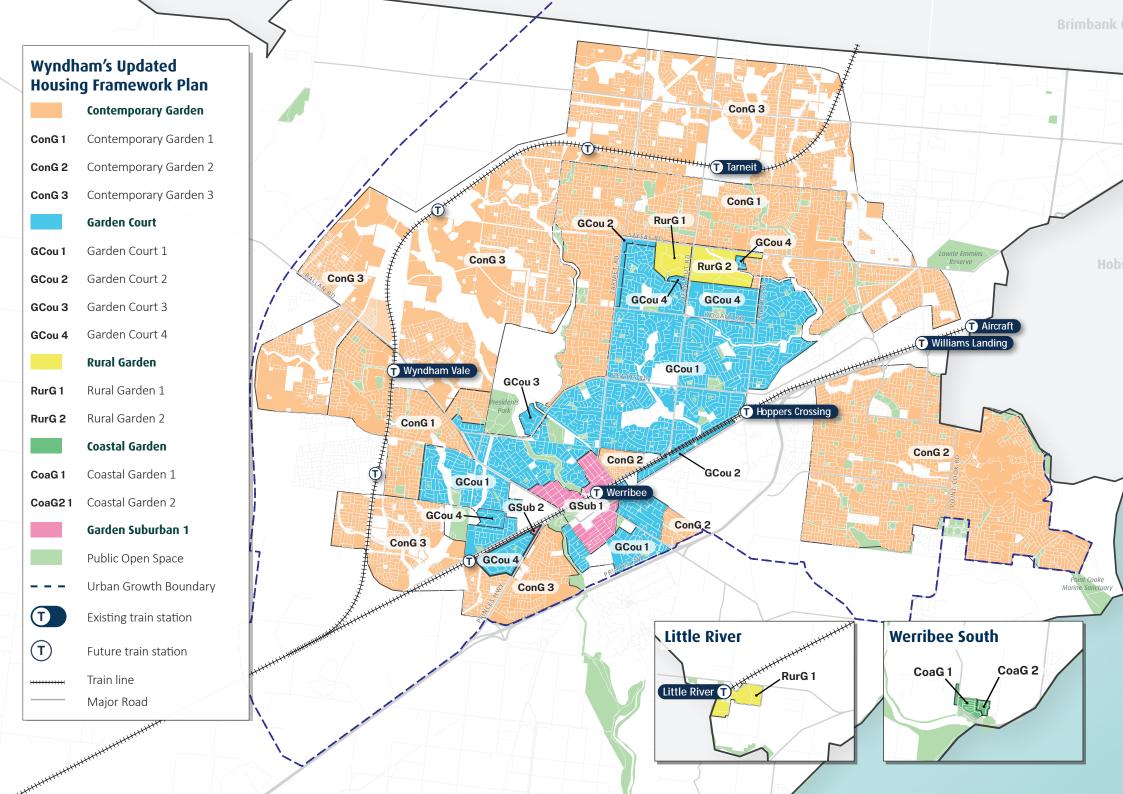
#### **Garden Court**

Spacious residential areas in a garden setting comprising street patterns of winding roads and cul-de-sacs with a range of dwelling types in landscaped surrounds.



#### **Rural Garden**

Landscape dominated residential areas with large, informal lots. Built form is often hidden behind canopy trees and a well-established garden setting.



#### 7.3 Contemporary Garden

A more recent interpretation of the Garden Suburban character type seen in residential developments from the 1990s. Comprises one and two storey detached and semidetached dwellings on more compact lots with establishing formal gardens.



#### **Contemporary Garden Preferred Character Statements**

#### **Contemporary Garden 1**

Contemporary Garden 1 areas comprise contemporary dwellings built from the early- mid 2000s. They demonstrate a mix of single and double storey dwellings that are predominantly attached on one side boundary and have shallow front and second side setbacks.

Where possible, new developments will include adequate front and rear setbacks to allow for new planting of vegetation and tall canopy trees to increase greenery and view of trees over the roof-lines of dwellings.

The subdivision patterns will continue to focus create interfaces around public landscaped islands, pocket parks and drains/creeks, with an increase in canopy trees and large shrubs. Nature strips will provide sufficient space for the additional planting of large canopy trees.

New developments will have less visual dominance of garages and car storage by ensuring they are not built forward of the front façade and by providing single crossovers to the street.

#### **Contemporary Garden 2**

Comprising contemporary dwellings built from the early 2000s. They demonstrate modern and grand characteristics that provide for larger, usually 2-storey dwellings. The larger lots will continue to allow for reasonable front setbacks that contain landscaping, including canopy trees and large shrubs.

The public realm will retain its high quality amenity and spaciousness with pocket parks, landscaped islands and nature strips with sufficient space for the planting of large canopy trees. The area will demonstrate semi- formal landscaping and avoid any front fencing.

The dominance of garages will be lessened by encouraging car storages to be built behind the line of the front façade and by providing no more than a single width crossover to the street.

#### **Contemporary Garden 3**

Comprising contemporary dwellings built from 2010s. They demonstrate a combination of modern and grand characteristics that provide for a mixture of 1-2-storey dwellings.

Contemporary Garden 3 dwellings are typically characterised as residential lifestyle communities with a distinct entrance and point of arrival. These typologies are most distinctively found in Wyndham's residential growth areas.

The mixture of lot sizes will continue to allow for reasonable front setbacks that contain landscaping, including canopy trees and large shrubs.

The public realm will retain its high quality amenity and spaciousness with central community parks interspersed with pocket parks, landscaped islands and nature strips with sufficient space for the planting of large canopy trees. The area will demonstrate semi-formal landscaping and avoid front fencing.

The dominance of garages will be lessened by encouraging car storages to be built behind the line of the front façade or accessed from the rear of the site.



# 7.4 Coastal Garden

Informal streets with coastal landscaping and vegetation surrounding buildings. Streets have views of the nearby coastal foreshore and market gardens.



#### **Coastal Garden Preferred Character Statements**

#### Coastal Garden 1

The western portion of the Werribee South residential area is predominantly characterised by double storey dwellings oriented to maximise the foreshore views with large balconies and windows facing the bay. While the dwellings in the areas are set back some distance from the foreshore itself, this focus will continue to be the main driver of character for the Coastal Garden 1 area.

A mix of older style dwellings, originating in the 1960s, sit within an informal landscape setting that consists of coastal vegetation, occasional tall trees and grassy verges. New vegetation that is in keeping with the coastal character is encouraged.

Car storage and access is alternated between front and rear access, resulting in narrow streets and rear laneways that have both dwelling frontages and rows of garages. This provides a very distinct hard edge to the market gardens that will be retained.

Housing change in this area will be minimal (Limited Change) due to a number of constraints and therefore the character will be retained in the future.

#### Coastal Garden 2

The eastern portion of the Werribee South residential area will continue to reflect the low scale and informal single storey character with significantly vegetated frontages. Unlike the Coastal Garden 1 area, these dwellings are not oriented towards the bay.

The curvilinear street pattern will retain its grassy and vegetated verges that blend seamlessly with the densely vegetated front setbacks, comprising native and exotic coastal shrubs and large canopy trees.

New dwellings will respect the siting of existing dwellings, which include smaller front setbacks and larger backyard spaces with no walls on boundaries. Car storage will not dominate the street and will be hidden by vegetation and dwelling articulation.

The existing tree canopy will be protected and new canopy trees are to be provided where lacking.

Interfaces with agricultural land will continue to create a hard edge that will result in Limited Change to the area.

# 7.5 Garden Suburban

Dwellings located in the spacious, older residential areas of Wyndham, with a mix of simple post-war ad newer buildings set within linear street patterns and pockets of established vegetation.

#### **Garden Suburban Preferred Character Statements**

#### Garden Suburban 1

One to two-storey dwellings, including mostly postwar styles with some from the Interwar, Victorian and Edwardian eras, will sit within spacious gardens that are clearly visible from the street through open frontages. The formal character of the area will be enhanced by garden settings with large canopy trees (both in the front and rear setbacks), lawns, garden beds and shrubs.

A sense of spaciousness will be established and enhanced with consistent front and side setbacks, and low or open style front fences.

Buildings will occasionally be built to the side boundary, but will have at least one side setback with space for planting. Garages and carports will continue to be sited behind the line of the dwelling. Consistent housing styles occur in most streetscapes and should be respected by new developments.

#### Garden Suburban 2

The Anne Street area will continue to demonstrate special significance for its highly consistent rows of post-war dwellings with orange brick and weather-board construction. The rhythm of spacing between dwellings, consistent front setbacks and low scale, single storey form will be retained to continue to provide a spacious feel in this pocket of Werribee.

Landscaped, formal gardens will be enhanced by the planting and growth of new vegetation, including large shrubs and canopy trees. A mix of low scale or open style fencing will continue to contribute to the spacious character.

Growth in the area will be limited to low density dwellings that will retain key elements of the existing neighbourhood character.

#### 7.6 Garden Court

Spacious residential areas in a garden setting comprising street patterns of winding roads and cul-de-sacs with a range of dwelling types in landscaped surrounds.



#### **Garden Court Preferred Character Statements**

#### **Garden Court 1**

The informal street spaces within the Garden Court area, which are characterised by a curvilinear street pattern, will continue to be complemented by informal landscaped spaces. The majority of Werribee and Hoppers Crossing demonstrate the Garden Court 1 character. This includes a mix of post-war to contemporary dwelling styles that have consistent spacing with at least one side setback and generous front setbacks. The spaciousness of these areas is reinforced by the low or non-existent front fencing and views of the surrounding tree canopy, river settings, gardens and parks. While many areas include consistently single storey dwellings, there are also equally many areas that have a mix of 1 and 2 storeys.

The spacious character will be retained as moderate growth is experienced through the retention and planting of new vegetation and canopy trees.

Dwellings will continue to be setback from at least one side boundary and views of large canopy trees above the roof lines will be encouraged and maintained. Side and rear setbacks typical of the GC1 area will continue to provide building separation and allow for landscaping, including canopy trees.

Locations within the Wyndham City Heart or along the PPTN may experience infill development and higher degrees of change due to their strategic location.

#### **Garden Court 2**

Adjacent to main roads, including Tarneit Road, Sayers Road and the Princes Highway, the Garden Court 2 area is characterised by large, deeper lots and therefore larger scale subdivision patterns that have an interface with a main road. Based on these characteristics, dwellings will demonstrate a more spacious and open character than other Garden Court areas, with low transparent fencing and established vegetation with large canopy trees.

The spacing of dwellings will remain a significant characteristic with generous side setbacks to both sides and often substantial front setbacks.

Land fronting Tarneit Road and part of Sayers Road will experience limited change due to unsuitable access to Tarneit Road. Should the access constraints be resolved in the future, further investigation and review of the area will occur. As a Limited Change area, new developments will provide for large front setbacks and private open space areas that allow for planting of trees and spacious gardens.

Land located adjacent to the Princes Highway will experience Incremental change in the future allowing for moderate growth. Residential development will remain at 1-2 storeys. Front setbacks will continue to be generous and incorporate tall canopy trees which will also be present within private open space areas. While housing change will be experienced to accommodate infill development, the design and built form of any new buildings will respect the spacious Garden Court character through articulation and roof pitching.

#### **Garden Court 3**

The informal street spaces within the Garden Court 3 area adjacent to the Werribee River corridor within the Riverbend estate, will continue to be complemented by the semi-informal landscaped spaces and grassy verges to the street. They will provide predominantly two-storey dwelling styles and demonstrate consistent spacing of dwellings with generous front and side setbacks.

The spaciousness of these areas will be maintained by avoiding front fencing, retaining large canopy trees and planting new vegetation. Rear setbacks will also include large canopy trees to continue to provide a vegetated backdrop to development. New dwellings will be sited in generous gardens to reflect the spacious qualities and the dominance of planting in the streetscape.

Limited growth will be experienced in these areas that will respect the river corridor interface and retain the heavily landscaped garden setting.

#### **Garden Court 4**

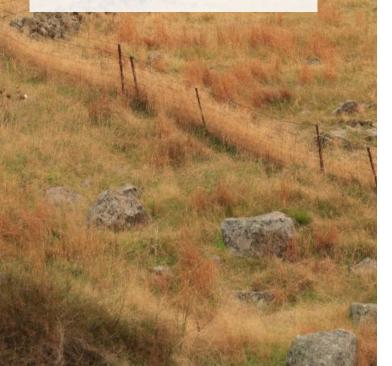
A variety of well-maintained dwelling styles sit within open garden settings on large spacious lots. The spacious character of these areas is further enhanced by grassy verges, consistent side and front setbacks and generous backyard spaces.

A mix of formal and informal gardens will continue to be retained and the planting of new vegetation will include large canopy trees, both in the front and rear gardens. Open front landscapes will be further enhanced by minimal or transparent fencing.

Housing change will be limited in order to retain the spacious open feel of the streetscapes. New developments will retain the rhythm of spacing between dwellings, 1-2 storey built form and consistent front setbacks.

# 7.7 Rural Garden

Landscape dominated residential areas with large, informal lots. Built form is often hidden behind canopy trees and a well-established garden setting.



#### **Rural Garden Preferred Character Statements**

#### **Rural Garden 1**

Comprising of Little River and Bindowan Drive in Hoppers Crossing, dwellings in these areas will be dominated by the informal and vegetated surrounds, and sit within the landscape. While often not visible from the street, buildings will not dominate the streetscape, which will be characterised by heavily vegetated frontages.

The established pattern of generous front, side and rear setbacks will be maintained, allowing sufficient space for retention, planting and growth of trees. All redeveloped properties within the area will contribute to the rural landscape character of the public realm, incorporating large canopy trees and vegetation. The vegetated character of the streetscape will be complemented by low or open style front fences, allowing views into private gardens.

Minimal housing change will be experienced (Limited Change) and therefore the low density character will be retained in the future by retaining the Low Density Residential Zone

#### **Rural Garden 2**

Comprising an area in northern Hoppers Crossing, a variety of dwelling styles with complex roof forms are sited within large landscaped allotments. As dwellings are often not visible from the street, buildings will retain deep setbacks and long driveways. They will not dominate the streetscape and will often sit behind high, open style fencing.

The established pattern of generous front, side and rear setbacks will be maintained, allowing sufficient space for retention, planting and growth of trees. All redeveloped properties within the area will contribute to the rural landscape character of the public realm, incorporating large canopy trees and vegetation.

The landscape character is more formal than the Rural Garden 1 area, however driveways are often unmade and resemble the typical rural garden characteristics.

Minimal housing change will be experienced (Limited Change) and the existing low density character will be retained in the future by retaining the applied Low Density Residential Zone.

#### **Actions**

#### **Actions**

- Update Clause 02.03-6 'Housing' to reflect the neighbourhood character typologies outlined in this Strategy.
- Implement changes to the residential zones in the Wyndham Planning Scheme in accordance with the findings of this Strategy and review Clause 15.01-5L to reflect the preferred character statements.
- Develop Neighbourhod Character and Design Guidelines to promote high quality design and built form outcomes across Wyndham's residential areas.
- Protect the established character of post-war brick and weatherboard dwellings in the Anne Street

  Precinct through the application of the Neighbourhood Residential Zone, following the advice of heritage investigation.



# OS Achieving our housing vision

#### 8.1 Planning Scheme Controls

This section outlines the recommended planning scheme controls to implement the strategic directions of this Strategy.

New residential zones were introduced to the Victorian Planning Provisions in June 2013. Councils had until 1 July 2014 to introduce the new residential zones into their local planning schemes. As Wyndham had not finalised an amendment to implement the new residential zones prior to this date, the General Residential Zone replaced all land in the former Residential 1, 2 and 3 Zones.

The Draft Housing Framework Plan published in this document provides the basis for the recommended application of the reformed residential zones as summarised in the table opposite. In addition, this table outlines proposed variations to ResCode provisions to ensure future housing development is of a form and scale consistent with the Housing Framework Plan that also achieves the preferred character of the area.

Individual zone schedules containing variations to ResCode standards will be prepared as necessary to implement and protect the specific built form features of the character area (e.g. building height, setbacks, site coverage). Based on the Neighbourhood Character precincts, each Residential Zone will have a number of schedules to address the preferred character objectives in each area.

Proposed change area	Proposed Residential Zone	Potential variations to ResCode requirements	Preferred housing typologies	Proposed height limit
	Low Density Residential Zone (LDRZ)	ResCode is not applicable to this zone.	<ul><li>Duplex</li><li>Dual occupancy</li><li>Detached dwellings</li></ul>	Up to 2 storeys
Limited Change	Neigbourhood Residential Zone (NRZ)	<ul> <li>Building heights of 1-2 storeys to reflect neighbourhood character values.</li> <li>Lower site coverage, increased site permeability and increased side and rear setbacks, to provide building separation and landscaping.</li> <li>Introduced minimum tree requirements within the front and rear setbacks.</li> <li>Increased minimum dimensions for secluded private open space in Garden Court 1, 2, 3 and 4 areas.</li> </ul>	<ul> <li>Townhouses (semidetached)</li> <li>Multi-unit</li> <li>Duplex</li> <li>Dual occupancy</li> <li>Detached dwellings</li> </ul>	Up to 2 storeys
Limited Incremental Change	Neigbourhood Residential Zone (NRZ)	<ul> <li>Building heights of 1-2 storeys to reflect neighbourhood character values.</li> <li>Lower site coverage, increased site permeability and increased side and rear setbacks, to provide building separation and landscaping.</li> <li>Introduced minimum tree requirements within the front and rear setbacks.</li> <li>Increased minimum dimensions for secluded private open space in Garden Court 1, 2, 3 and 4 areas.</li> </ul>	<ul><li>Townhouses (semi-detached)</li><li>Multi-unit</li><li>Duplex</li><li>Dual occupancy</li></ul>	Up to 2 storeys

Proposed change area	Proposed Residential Zone	Potential variations to ResCode requirements	Preferred housing typologies	Proposed height limit
Incremental Change	General Residential Zone (GRZ)	<ul> <li>Building heights of 1-3 storeys to reflect neighbourhood character values.</li> <li>Increased side and rear setbacks, to provide building separation and landscaping.</li> <li>Introduced minimum tree requirements within the front and rear setbacks.</li> </ul>	<ul> <li>Low- scale apartments</li> <li>Townhouses (semidetached)</li> <li>Multi-unit</li> <li>Duplex</li> <li>Dual occupancy</li> </ul>	Up to 3 storeys
Substantial Change- established areas	Residential Growth Zone (RGZ)	No proposed variation to the ResCode requirements applicable to this zone.	<ul><li>Apartments</li><li>Townhouses (semidetached)</li><li>Multi-unit</li></ul>	Up to 4 storeys
Substantial Change- growth areas	Residential Growth Zone (RGZ)	No proposed variation to the ResCode requirements applicable to this zone.	<ul><li>Apartments</li><li>Townhouses (semidetached)</li><li>Multi-unit</li></ul>	Up to 4 storeys
Substantial Change - activity centres	Commercial, Mixed Use, Priority Development, Special Use or other non- residential zone	• N/A	<ul><li>Apartments</li><li>Shop-top housing</li><li>Townhouses (semidetached)</li><li>Multi-unit</li></ul>	To be determined by relevant structure plan or planning control (e.g. Design and Development Overlay)

#### 8.2 Action Plan

This section presents a consolidated Implementation Plan to realise the vision and objectives for the Wyndham Housing and Neighbourhood Character Strategy. For each action the Implementation Plan indicates Council's role and the priority of the action.

## Council's role in planning for housing

Wyndham City Council is responsible for planning for housing through creating policies around land use and development. This includes zoning, local planning and development controls. Specifically council is responsible to ensure that this is sufficient supply of suitably zoned land to support a diversity of housing types required to accommodate current and future residents.

Wyndham City Council will play different roles in the implementation of this Strategy. A description of these various roles is provided below.

- Land Use Planner in relation to its urban and social planning responsibilities.
- Leader and Advocate representing community needs and interests to Commonwealth and State Governments and the private sector.
- Partner and Facilitator working closely with developers, housing providers, residents and human service agencies.
- Educator provide information to housing suppliers, residents and interest groups.
- Regulator ensuring that housing meets town planning, building and public health regulations and expectations.

#### **Achieving our vision**

The following tables present a consolidated action plan for housing in the City of Wyndham, incorporating the objectives and actions discussed in the preceding chapters.

An implementation plan will be prepared once this document has been endorsed by Council.

No.	Action	Council's Responsibility
Housi	ng Framework Plan	
1	Review wording of Clause 02.03-6 'Housing' in line with the strategic objectives and actions outlined in this Strategy. This includes updates to Wyndham's demographic data and forecasts as relevant.	Planner
2	Update Clause 02.04 Strategic Framework Plan, with the revised Housing Framework Plan.	Planner
	Translate three housing change areas into the new suite f residential zones, including schedules as appropriate to reflect neighbourhood character and development objectives in the following way:	
3	<ul> <li>Neighbourhood Residential Zone' to be applied to Limited Change and Limited Incremental Change Areas</li> <li>'General Residential Zone' to be applied to Incremental Change Areas</li> <li>'Residential Growth Zone' to be applied to the Substantial Change Areas</li> </ul>	Planner
4	Engage with the VPA to develop assessment criteria and appropriate implementation measures to manage the sequencing of development which can be applied to the assessment of applications made under section 96A of the Planning and Environment Act 1987.	Planner / Advocate
5	Continue to advocate to State Government Departments for improved public transport and road infrastructure upgrades in the City.	Advocate

No.	Action	Council's Responsibility			
Housi	Housing Diversity				
	Prepare a Housing Diversity Strategy, in line with the objectives and actions of the Housing and Neighbourhood Character Strategy, that will:				
	<ul> <li>Prepare, prioritise and assign actions for achieving greater housing diversity.</li> </ul>				
	<ul> <li>Audit the existing Wyndham Planning Scheme and Council planning processes to identify criteria and processes that discourage a more diverse housing stock from being achieved. Identify opportunities for policy and process reform to reduce barriers.</li> </ul>				
6	• Investigate potential housing targets for catchments for Substantial Change areas included in growth areas (catchments to town centres and railway stations) in consultation with the Victorian Planning Authority.	Planner			
	• Investigate the opportunity for a medium-density housing code that provides an as-of-right pathway for development for medium and high density housing in growth areas.				
	<ul> <li>Audit the different densities and morphologies of existing neighbourhoods across the municipality. Undertake urban form studies to explore different options for the development of sustainable medium and high density neighbourhoods.</li> </ul>				
	<ul> <li>Implement a co-ordinated development data collection and monitoring system.</li> </ul>				
	• Implement a 'Housing Diversity Update' every five years and circulate to relevant Council departments				
7	Advocate to State government to develop enforceable powers and controls for Council to set targets for the inclusion of small dwellings and extra large dwellings in key locations (based on number of bedrooms and/or floor area). In particular, continue to explore avenues to develop Inclusionary Zoning and other housing diversity targets into the Victorian Planning Provisions and Wyndham Planning Scheme	Advocate			
8	Continue to advocate for a diversity of housing stock in new developments in negotiations with developers, builders and the Victorian Planning Authority. This is particularly important in the delivery of super lots for medium density developments.	Advocate			
9	Work with developers to identify barriers to increased diversity housing product, particularly in growth areas.	Partner			

No.	Action	Council's Responsibility
10	Discourage further subdivision of rural residential allotments outside the Urban Growth Zone	Planner
11	Explore opportunities on Council-owned land to develop and pilot demonstration projects such as Future Homes to increase housing diversity and promote high quality apartment housing that fits the suburban context with regard to scale and character.	Planner / Advocate
Specia	alised housing types	
12	Develop and include a Specialised Housing chapter in the Housing Diversity Strategy to guide the future provision of specialised housing types in the established and growth areas of municipality. The Strategy should identify:  • locational requirements for facilities  • project partners and delivery models  • timing	Planner
13	As part of the Wyndham Planning Scheme Review, amend Clause 16.01 to encourage the provision of specialised forms of housing in appropriate locations within established and growth area suburbs.	Planner
14	Use the Housing Diversity Strategy as the basis for negotiations with the Victorian Planning Authority, developers and builders regarding development of specialised housing forms in growth areas.	Planner
Desig	n quality	
15	Update Clause 15.01-5L to implement the preferred character statements and built form outcomes by this Housing and Neighbourhood Character Strategy and the Housing & Neighbourhood Character Strategy 2015.	Planner
16	Provide targeted training to staff and Councillors to enhance skills in, and awareness of, design principles and practice.	Educator

Ma		Cana : 1/a Dansara : 1.:11:1		
No.	Action	Council's Responsibility		
17	Prepare Design Standards and Guidelines for high density housing within Wyndham.	Planner / Leader		
18	Prepare and adopt design guidelines for large strategic opportunity sites and strategic opportunity areas, where appropriate, to ensure their redevelopment positively contributes to their surrounding context, provides high quality and innovative building design and facilitates high levels of residential amenity for new and adjoining residents.	Planner		
Unive	rsal and multigenerational housing			
19	Explore opportunities to partner with building industry to develop a pilot project of residential development incorporating universal design features in the municipality.	Planner		
20	Explore opportunities to partner with the development and building industry to develop a pilot project incorporating 'multigenerational housing'.	Planner		
21	Develop universal housing design guidelines for use by private sector and Council Officers.	Planner		
22	Prepare and implement a Universal Access training program to build the capacity of Council's Statutory and Strategy Planning and building staff. Training should reference the Welcome- Design Ideas for Accessible Homes guide prepared by the Victorian Building Commission.	Educator		
Afford	Affordable Living			
23	Align relevant actions from this Strategy with the Wyndham City Affordable Housing Strategy (2022-2025) including Council protocols, policies and resources dedicated to achieving affordable housing.	Planner		
24	Incorporate objectives of the housing change areas, as outlined in the Substantial Change criteria.	Planner		

No.	Action	Council's Responsibility
25	Negotiate with the VPA and developers through the PSP process to ensure opportunities for incorporating high density development close to activity centres, public transport and along the PPTN are maximised.	Advocate
26	Continue to advocate to relevant State government agencies for the delivery of key infrastructure in growth area suburbs.	Advocate
Afford	lable rental housing	
27	Update the Planning Policy Framework to include objectives and strategies associated with increasing the supply of social housing across the municipality.	Planner
28	Undertake an audit of Council owned land (including car parks, vacant land, open space) to identify underutilised or surplus land that may be suitable for the development of affordable rental housing.	Planner
29	Explore opportunities to increase the supply of affordable housing in the redesign and redevelopment of Council assets.	Planner
30	Advocate to State government to develop enforceable powers and controls for Council to set targets for affordable housing in key locations. In particular continue to explore avenues to develop mandatory inclusionary zoning and other affordable housing targets into the Victorian State Planning Scheme.	Advocate
31	Work with the Victorian State Government for the continued renewal of public housing in the municipality, including strategies to incorporate public housing near activity centres.	Advocate

No.	Action	Council's Responsibility
32	Develop a matrix in consultation that identifies particular site attributes (including infill housing and broad acre locations) and development opportunities suitable for different dwelling typologies. Use the matrix to inform negotiations with developers and the Victorian Planning Authority.	Planner
	Consider providing incentives for the inclusion of low cost and/or social housing in new developments. These incentives could include:	
	rate reductions for social housing	D 1.
33	reduction in car parking requirements	Regulator
	building height dispensation	
	fast track planning permit application processing	
34	Broker partnerships, as appropriate, between developers, social housing providers and other stakeholders in the redevelopment of strategic sites throughout the municipality.	Planner
35	Undertake research into customer needs, innovative and good practice social housing projects to expand knowledge and encourage delivery of viable affordable housing options.	Planner
36	Explore innovative funding and finance models to support an increased supply of affordable housing.	Planner
Short	term accommodation	
37	Update Clause 16.01 to include objectives and strategies associated with increasing the supply of social housing and affordable housing across the municipality.	Planner
38	Support increased presence of community service organisations that provide services for people experiencing issues that are considered 'pathways' to homelessness (such as family violence, drug and alcohol use, mental health issues) in order to reduce demand for an emergency accommodation response.	Planner

No.	Action	Council's Responsibility
39	Continue to support the Wyndham H3 Alliance to deliver better outcomes for those experiencing homelessness or at risk of homelessness.	Partner
Regul	ated Housing	
40	Provide support and advocacy for community operated/managed rooming houses to be established in Wyndham.	Partner / Advocate
41	Enter into a Memorandum of Understanding with local housing and support services to establish protocols for rooming house closures and related issues. This may include a shared vision for rooming houses in Wyndham.	Regulator
42	Review Council's approach to information provision for rooming house residents, operators and other community members, including regard for people with low English language proficiency and for cultural preferences.	Planner
43	Review Council's approach to rooming house regulation and enforcement.	Regulator
44	Develop stronger relationships with stakeholders in Caravan park regulation and tenant support.	Partner
Enviro	nmental performance	
45	Develop and implement an ESD Policy through the Wyndham Planning Scheme, utilising the Sustainable Design Assessment in the Planning Process (SDAPP) into Wyndham City Council's planning process. This should include the introduction of the SDAPP Planning Process Improvement Program to improve and assess the environmental performance of new residential buildings in the City.	Planner
46	Continue to advocate to the State Government and the Australian Building Code Board to strengthen environmental performance requirements for all new developments.	Advocate

No.	Action	Council's Responsibility
	Actively work with the community, developers and builders in regards to the concept of sustainable subdivisions and neighbourhoods by:	
47	• Encouraging developers to apply the principles of the Green Star Communities or Enviro development national frameworks in the design of new developments and subdivisions, and where possible achieve certification under these standards (or a similar equivalent rating tool).	Partner / Educator
	<ul> <li>Providing education and information to the local development industry on how housing development can contribute to sustainable neighbourhoods through Environmentally Sustainable Design.</li> </ul>	
	<ul> <li>Providing education and information to the development industry around what features make a neighbourhood sustainable</li> </ul>	
48	Prepare and implement an Environmentally Sustainable Design training program to build the capacity of Council's statutory, strategic and building staff.	Educator
Privat	e and public realm planting	
49	Explore planning mechanisms that could provide protection to large, established trees across the municipality.	Planner
50	Provide information and guidance to developers and residents regarding trees in residential settings through the Wyndham Landscape Guidelines 2018 and increased engagement.	Planner
51	Ensure road reserves are designed to provide separation between the roadway and road verges to discourage parking on road verges and protect street tree planting (e.g. use of 'stand up' kerbs, formed parking bays etc).	Planner
52	Negotiate with the VPA and developers through the PSP process to ensure building envelopes that allow for greater setbacks in growth areas to maximise opportunities for planting and greater permeability in the front and rear of dwellings.	Advocate

No.	Action	Council's Responsibility
Neighbourhood Character		
53	Update Clause 02.03-6 'Housing' to reflect the neighbourhood character typologies outlined in this Strategy.	Planner
54	Implement changes to the residential zones in the Wyndham Planning Scheme in accordance with the findings of this Strategy and review Clause 15.01-5L to reflect the preferred character statements.	Planner
55	Develop Neighbourhod Character and Design Guidelines to promote high quality design and built form outcomes across Wyndham's residential areas.	Planner / Leader
56	Protect the established character of post-war brick and weatherboard dwellings in the Anne Street Precinct through the application of the Neighbourhood Residential Zone, following the advice of heritage investigation.	Planner

#### 8.3 References

#### **State Policy and Guidelines**

- Plan Melbourne 2017- 2050
- Draft Western Metro Land Use Framework Plan
- Precinct Structure Planning Guidelines (2021)
- Planning Practice Note No. 43- Understanding Neighbourhood Character (2001)
- Planning Practice Note No. 90 Planning for Housing
- Planning Practice Note No. 91 Using residential zones

#### **Local Policy, Strategies And Studies**

- Draft Wyndham Plan (2021)
- Wyndham City Affordable Housing Strategy
- Wyndham 2040 Community Vision
- Wyndham Landscape Guidelines (2018)
- Draft Housing Strategy and Neighbourhood Character Study (2018)
- Draft Neighbourhood Character Study (2015)
- Neighbourhood Character Scoping Study (2012)
- Wyndham Planning Scheme
- Planning Policy Framework

#### **Demographic Sources**

- ABS Census data (2016 and 2021)
- ABS Building Approvals (2021)
- Forecast ID (Accessed on-line)
- Victoria in Future (2021 to 2036)

